



**To:** Planning Commission  
**From:** Stephen Atkinson, Planning Services Division  
**Subject:** **2020 Annual Amendment Assessment – Determination**  
**Meeting Date:** July 17, 2019  
**Memo Date:** July 11, 2019

**Action Requested:**  
Determination.

**Discussion:**

The Planning Commission conducted a public scoping hearing on June 19, 2019 (and left the hearing record open through June 21) to receive public comments on the scope of work for the following four applications currently proposed for inclusion in the package of the 2020 Annual Amendment to the Comprehensive Plan and Land Use Regulatory Code (“2020 Amendment”):

1. Heidelberg-Davis Land Use Designation
2. West Slope Neighborhood View Sensitive Overlay District
3. Transportation Master Plan Amendments
4. Minor Plan and Code Amendments

At the next meeting on July 17, 2019, the Commission will review public comments received and staff’s responses and suggestions, and make a determination, per TMC 13.02.045.E.2, whether these applications should be accepted (with modifications to the scope of work as appropriate) and forwarded to the technical analysis phase of the 2020 Amendment process.

Supporting information and supplemental materials pertaining to each of these applications are attached (see Attachments 1, 2, 3 and 4, respectively) to facilitate the Commission’s review and determination.

**Prior Summary:**

The Comprehensive Plan and its elements, as well as development regulations and regulatory procedures that implement the Comprehensive Plan, shall be adopted and amended by ordinance of the City Council following the procedures identified in Tacoma Municipal Code 13.02.045. Proposed amendments may be considered annually. The application deadline for the 2020 Amendment was April 1, 2019. The first two applications mentioned above were submitted by non-City entities, while the other two applications are proposed by City departments.

**Prior Actions:**

- May 29, 2019 – Planning Commission reviewed applications and assessment reports
- June 19, 2019 – Public Scoping Hearing



**Staff Contacts:**

- Stephen Atkinson, Principal Planner, [satkinson@cityoftacoma.org](mailto:satkinson@cityoftacoma.org), (253) 591-5531
- Larry Harala, Senior Planner, [lhara@cityoftacoma.org](mailto:lhara@cityoftacoma.org), (253) 591-5640

**Attachments:**

Supporting information for Planning Commission's determination:

1. Heidelberg-Davis Land Use Designation
2. West Slope Neighborhood View Sensitive Overlay District
3. Transportation Master Plan Amendments
4. Minor Plan and Code Amendments

c. Peter Huffman, Director



## Assessment of Application Planning Commission Determination

July 17, 2019

<b>Application:</b>	<b>Heidelberg-Davis Comprehensive Plan Land Use Designation</b>
<b>Applicant:</b>	<b>Metro Parks Tacoma</b>
<b>Summary of Proposal:</b>	<p>A request for a land use designation change at the subject site from the “Parks and Open Space” designation to “Major Institutional Campus.”</p> <p>The applicant expresses the long term interest in developing the site with a soccer stadium and possible accessory educational and healthcare uses. With potential for future phases which may include residential and retail. The designation of Major Institutional Campus would be more appropriate given the initial phase of development.</p>
<b>Location and Size of Area:</b>	1902 S Tyler Street (APN 9450000133) - 16.16 acres/703,930 SF
<b>Current Land Use and Zoning:</b>	Designated Parks and Open Space and Zoned R2- Single Family Residential
<b>Neighborhood Council Area:</b>	Central
<b>Staff Contact:</b>	Larry Harala, (253) 591-5640, <a href="mailto:lharala@cityoftacoma.org">lharala@cityoftacoma.org</a>

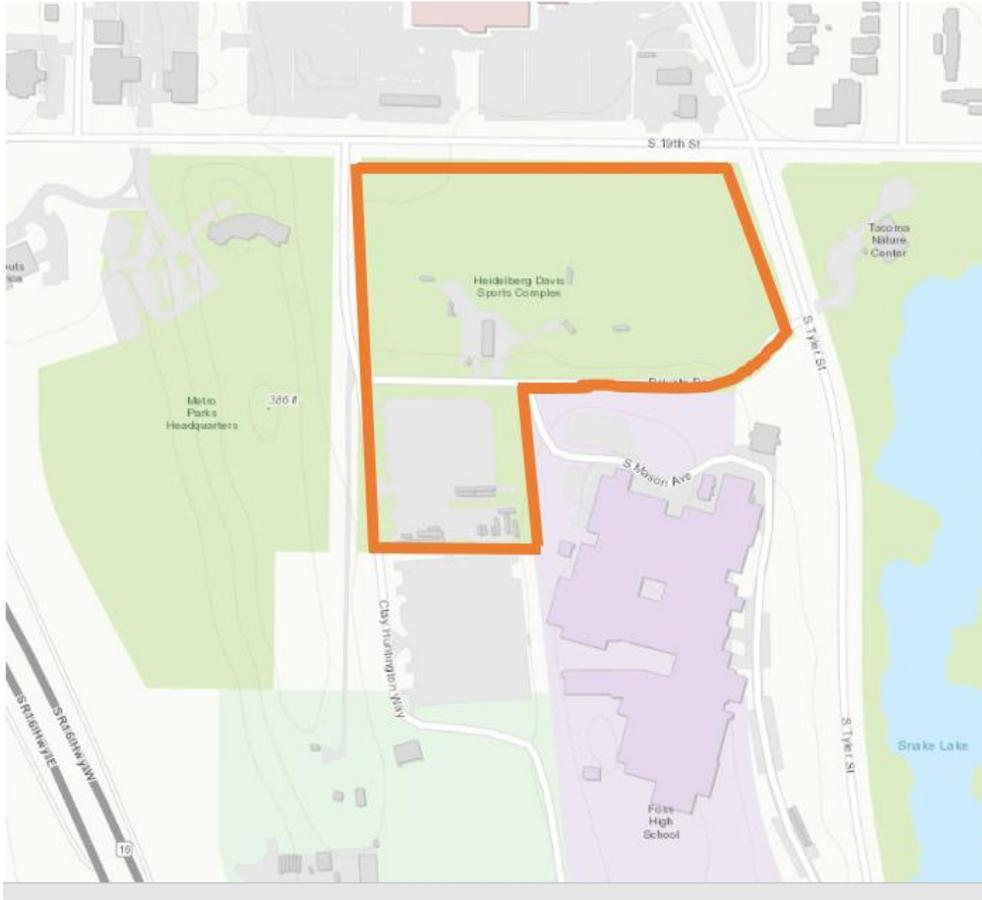
### 1. Background

The Heidelberg-Davis sports complex was developed in 1955 as “Snake Lake Park” and presently contains Bob Maguinez Field (a lighted baseball stadium), two lighted softball/baseball fields and two unlighted softball/baseball fields and a shared parking area. The site directly abuts Tacoma Nature Center/Snake Lake, Henry Foss High School and Metro Parks Headquarters.

This area has been zoned Single Family Dwelling District for many years and is within the South Tacoma Groundwater Protection District (TMC 13.09).

Cheney Stadium was originally constructed in 1960 and underwent a major remodel in 2010. The remodel was vetted and approved through a Conditional Use Permit (CUP). The building was approved to a maximum height of 70 feet, and capacity of the structure to 7,839 seats. Parking to the north of the stadium is shared with Foss High School. The City of Tacoma owns the stadium and associated parking parcels. Foss High School and Gymnasium were originally constructed in 1979.

## 2. Area of Applicability



## 3. Public Scoping Comments and Staff Responses:

The Planning Commission conducted a public scoping hearing on June 19, 2019 on the proposed scope of work for the application, and kept the hearing record open through June 21, 2019 to accept written comments. The following are a summary of the comments received and the corresponding responses from staff:

- **Comment** – 3 comments from Neighborhood Council members representing the Central Neighborhood Council and the South Tacoma Neighborhood Council.
  - Commenters expressed concern about possibility for incompatible uses given uncertainty about the actual proposal.
  - Commenters expressed concern that the mailings didn't explicitly call out the proposed Soccer Stadium clearly enough.
  - Commenters expressed concern that there are similarities with this proposal to previous rezoning efforts which were not approved.

**Staff Response:** Public notices were sent to tenants and property owners within 1000' of the subject properties and the public hearing was advertised through news releases and social media as well as standard public notice mailing lists, which include neighborhood councils as well as other civic

organizations. Staff acknowledges the concern over the relationship between this proposal and the specific project under discussion. Staff will work to ensure that if the application is accepted, public notice to the area is as clear as possible regarding the proposal and appropriate outreach is conducted by staff and the applicant. Further, additional information on the specifics of the project proposal were discussed at City Council Study Session on July 9<sup>th</sup> and are publicly available. Lastly, concerns over previous zoning proposals for this area is one of the considerations the Commission may use in determining whether or not to accept this application.

#### **4. Planning Commission requested information:**

- More information on Metro Parks ballfield inventory and impact of loss of Heidelberg-Davis fields. See Exhibit A.
- What communications have been made to Tacoma Public Schools. See Exhibit A.
- General request for more information about the proposal. See Exhibit B.
- The Commission requested the full feasibility report, which has been included via a USB drive. An excerpt with the most relevant pages is provided in the backup. See Exhibit B.

#### **5. Scoping Options**

Staff has identified 4 primary options listed below if the Planning Commission chooses to move this application forward.

- a) Leaving the existing Parks and Open Space Designation in place. Metro Parks could then proceed with a Conditional Use Permit and/or Development Regulation Agreement to seek permission to construct the stadium. This would be problematic if accessory medical or educational facilities were also part of the proposal.
- b) Accepting the application as proposed, moving forward to the technical analysis phase of the process.
- c) Moving forward with a designation of the site to Crossroads Center for the Heidelberg-Davis site only.
- d) Moving forward with an effort to potentially create a Crossroads Center on the site, including Cheney Stadium, Foss High School, the Metro Parks Headquarters, Boy Scouts of America facility, and commercial shopping center (Fred Meyers) properties.

Based on the application and the outlined first phase of the project proposal, which includes the construction of a soccer stadium with a possible accessory medical/sports medicine use, staff is recommending option b above.

#### **6. Assessment of the Applications**

The applications were reviewed against the following assessment criteria pursuant to TMC 13.02.045:

- a) *If the amendment request is legislative and properly subject to Planning Commission review, or quasi-judicial and not properly subject to Commission review.*

Staff Assessment: The amendment is legislative and properly subject to Planning Commission review.

- b) *If there have been recent studies of the same area or issue, which may be sufficient cause for the Commission to decline further review, or if there are active or planned projects that the amendment request can be incorporated into.*

Staff Assessment: While there have been similar considerations for the overall site, these considerations were City of Tacoma initiated and different enough in scope that staff does not consider this a repetitive request. The request is also appropriate given the possibility that it could be many years before Planning and Development Services is able to revisit the issue of Civic/Institutional Zoning.

The following is a brief summary of recent land use and zoning studies and actions:

**2015** – The City of Tacoma adopts the One Tacoma Plan, which institutes a new Future Land Use Map and Land Use Designations citywide, including the designation of this area as a mix of Parks and Open Space and Major Institutional Campus.

**2015/16** – Proposed Rezone as part of the area wide rezoning effort. The proposal would have rezoned the subject site from R-2 Single Family Dwelling to C-2 General Commercial. The proposal also included Cheney Stadium and Foss High School. Area residents expressed concerns about intensity and impact of possible uses allowed in the C-2 General Commercial district.

The Planning Commission concluded that the area warranted further study for a potential institutional overlay or zoning district and that, given the public ownership of the properties, a public agency master plan for the area should be considered and coordinated among the City of Tacoma, Metro Parks Tacoma, the Tacoma School District, and other stakeholders, including the Central Neighborhood Council.

**2017** – Development of institutional zoning category considered, however during initial scoping it was determined that there were not adequate resources to continue with the project given other City Council and Planning Commission priorities at that time.

- c) *If the amount of analysis necessary is reasonably manageable given the workloads and resources of the Department and the Commission, or if a large-scale study is required, the amendment request may be scaled down, studied in phases, delayed until a future amendment cycle, or declined.*

Staff Assessment: The proposal as submitted should be reasonable to manage by staff given the current workload and resources of the department and commission. The traffic impact analysis and SEPA review would likely require consultant services.

## 7. Recommendation

According to TMC 13.02.045, the Planning Commission will review this assessment and make its decision as to:

- a) *Whether or not the application is complete, and if not, what information is needed to make it complete;*
- b) *Whether or not the scope of the application should be modified, and if so, what alternatives should be considered;*
- c) *Whether or not the application will be considered, and if so, in which amendment cycle. The Planning Commission shall make determinations concerning proposed amendments.*

Staff recommends accepting the application, as proposed, as part of the docket for the 2020 Amendment to the Comprehensive Plan and Land Use Regulatory Code. Staff recommends accepting the proposal to re-designate the site from Parks and Open Space to Major Institutional Campus and forward it to the technical analysis phase of the 2020 Amendment Process.

Staff would emphasize that given the potential for changing scope of this project that it is possible there will be a need in subsequent years for further refinement of the Comprehensive Plan Land Use Designation of this site and depending on future possible phases of the project (outlined in the feasibility report) substantial numbers of residential units, and sizeable square footages of retail and office space could trigger a need for a mixed use designation.

Given the higher profile nature of the project and scale of this proposal it is anticipated that public outreach for this project will necessitate expanded notice beyond the typical 1000 foot notice perimeter. There will also be a need for more meetings and a broader range of outreach materials and methods on this project. It is possible that consulting services may be required to aid in some of these efforts. If the Planning Commission chooses to accept this application staff will work with the applicant to identify the additional needs and work to develop an outreach plan very quickly so the necessary added resources may be identified and allocated early in the process to allow for an efficient and effective outreach process.

Given the possible scale of this proposal there is a strong potential for greater impact to the surrounding area in terms of light, traffic, noise, and pedestrian activity along South 19<sup>th</sup> Street as well as likely additional impacts. If the Planning Commission chooses to accept the application staff will work with the applicant and appropriate City of Tacoma departments on identifying these potential impacts and incorporating appropriate early analysis into this process.

## 8. Exhibits:

- A – Metro Parks Ballfield Analysis Response
- B– Excerpts from the Feasibility Report
- C – Full Feasibility Report (provided to Commissioners only; contained on USB drive; available to the general public by request)



# Exhibit A



## **MEMORANDUM**

TO: Larry Harala, Senior Planner  
City of Tacoma Planning & Development Services

FROM: Debbie Terwilleger, Director of Planning & Development  
Metro Parks Tacoma

SUBJECT: **Information Requested for Heidelberg-Davis Land Use Designation Docket Proposal**

DATE: July 8, 2019

Please see below for answers to questions posed at the June 19, 2019 Planning Commission hearing on 2020 Comprehensive Plan docket proposals. Let me know if you have additional questions.

### **Current use of the property**

The Heidelberg-Davis Sports Complex—located in MPT’s Northwest Planning quadrant--contains five baseball/softball fields, not including the football field and new softball field that are part of Tacoma School District’s Foss High School. Parking for the sports complex and high school is provided on a centrally located lot between the two facilities. The specific parcel which is the subject of the Land Use Designation proposal contains Baseball Field #1, also known as “Bob McGuinness Field.”

In 2016, Metro Parks Tacoma and the Tacoma School District partnered on the development of a comprehensive sports field study which provided an inventory of field dimensions, condition, and an evaluation of current and projected usage. The attached figures are excerpted from the study, which showed current and projected utilization for each of the five fields at the Heidelberg Sports Complex. Also attached is the complete MPT/TPS Joint Agency Athletic Field Study, which depicts the full assessment of fields and recommendations by MPT planning quadrant. The only significant update relative to the field inventory is an additional girls’ softball field at Foss High School, which was constructed last year.

### **Field Usage – Heidelberg**

Currently, field availability for all 5 fields is as follows:

Monday – Friday:	4:00pm-10:00pm
Saturday:	8:00am-10:00 pm
Sunday:	8:00am-6:00pm

- Field 1 is used for competitive baseball through TPS and MPT, adult baseball, and tournament rentals. Use is limited to 3 games per day due to field condition and resting periods required on a field/grass field.
- Field 2-3 are used for Elementary Sports and Special Olympics; they can host T-Ball Field dimensions only.
- Field 4-5 are used for Elementary Sports, Special Olympics, Tournaments, Adult Sports (Softball) and competitive baseball practice. Future use of these fields for softball will be less than originally projected, given that games have been moved to the newly constructed softball field on the Foss High School campus.

Field composition (natural turf), field size and facility configuration have an impact on the level of usage. All five fields are natural grass, which limits their usage during the wet winter months.

Pages 36 – 40 of the field study detail the recommendations for sports fields in the Northwest Quadrant, including the Heidelberg Complex.

### **Conversations with Tacoma Public Schools**

Given the close working relationship between Metro Parks Tacoma and Tacoma Public Schools, there have been conversations at both the staff and leadership levels about the Heidelberg Sports Village Feasibility Study. Early on, TPS brought up questions about the impact of future site plans on the existing parking and traffic. Both issues were studied—with the results to be presented—in the feasibility study. MPT is aware of an agreement between the city, park district and school district dating back to 1975 that allows for use of the parking lot for game day parking for the Rainiers. To our knowledge, no other agreements have been negotiated.

In the event that a proposal coalesces after the feasibility study is presented, TPS would be a key stakeholder in the public process to determine impacts and develop solutions.

### **Heidelberg Sports Village Feasibility Study Availability**

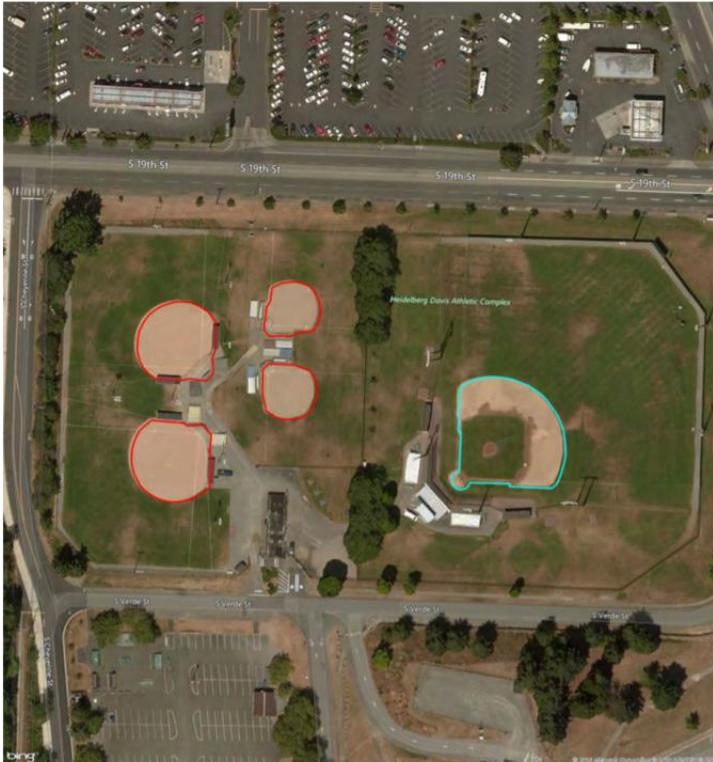
The feasibility study will be presented in a joint public meeting of the Tacoma City Council and the Metro Parks Board of Commissioners on July 9, 2019. MPT will ensure that Planning Department staff receive the document to pass onto the Planning Commissioners.

### **Plans for Field Replacement**

Findings from the MPT/TPS Joint Agency Athletic Field Study support the notion that Tacoma needs more, higher quality fields to support the growing demand. One of the three components covered in the Heidelberg Sports Village Feasibility Study is an analysis of a multi-sport field complex that would provide additional high quality field capacity. In the event that a proposal on the Heidelberg complex results in a loss of fields, they would be replaced through field construction and upgrades elsewhere in Tacoma.

# HEIDELBERG-DAVIS SPORTS COMPLEX - BASEBALL FIELD #1

## BOB MCGUINNESS FIELD



### Competitive Facility Analysis Results

#### AMENITIES

Power	x	Concessions	
Scoreboard	x	Synthetic Turf	
Press Box	x	Natural Grass Turf	x
Locker Rooms		Lined Field	x
Bathroom	x	Lighting	x
General Parking	x	Bleachers	x

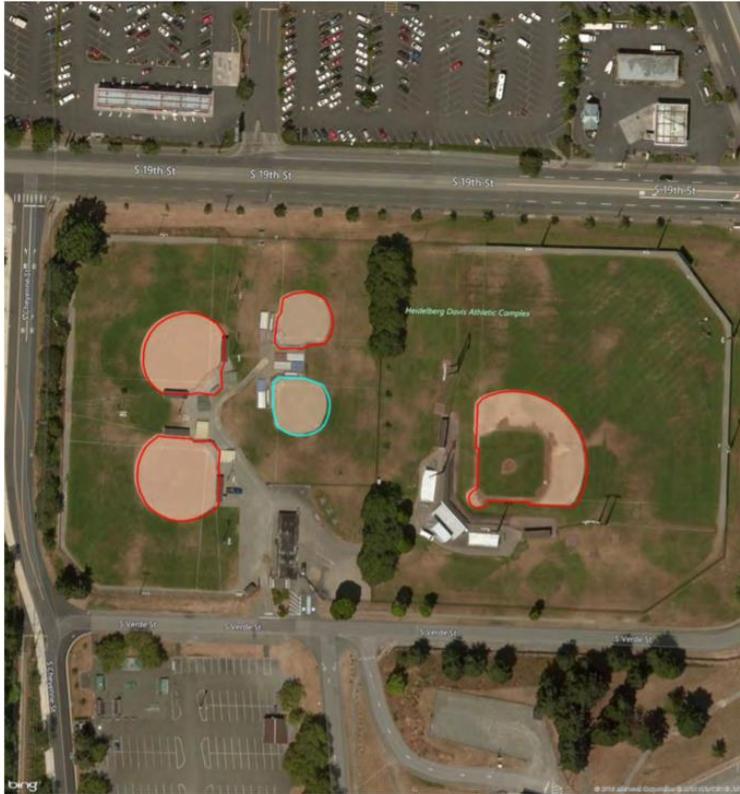
#### Site Description and Key Findings

Commonly referred to as "Big Bob", this is a fully lit grass infield/outfield baseball facility (full size) that can accommodate 60/90 foot baselines. It is the home field for both Stadium High School and Lincoln High School Boys baseball programs. There is adequate parking on the site. The condition of the natural grass outfield leads to drainage issues which often causes closures in the winter months. This site has been identified on the MPT ADA transition plan and accessibility upgrades are mandatory. Restrooms were built in 1956 and have not been updated - these facilities are in decrepit condition.



Hidelberg Davis Sports Complex- Field #1, Bob McGuiness Field

# HEIDELBERG-DAVIS SPORTS COMPLEX - BASEBALL FIELD 2



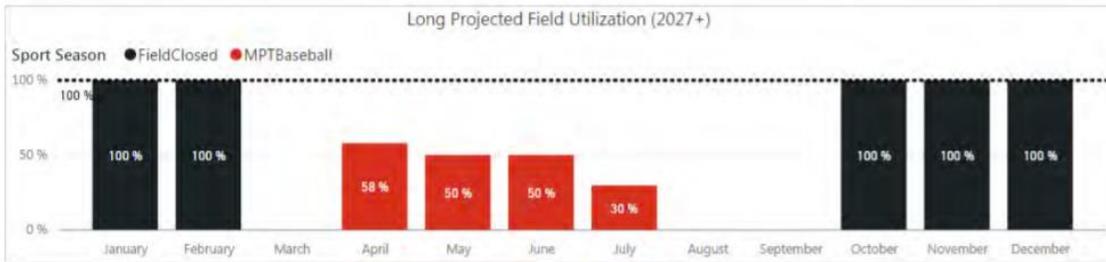
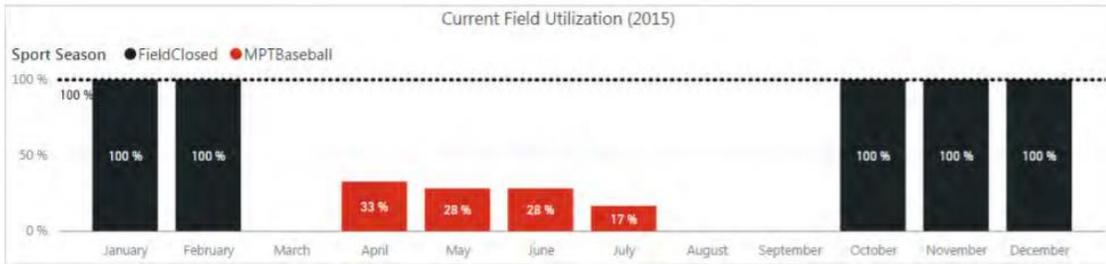
## Competitive Facility Analysis Results

### AMENITIES

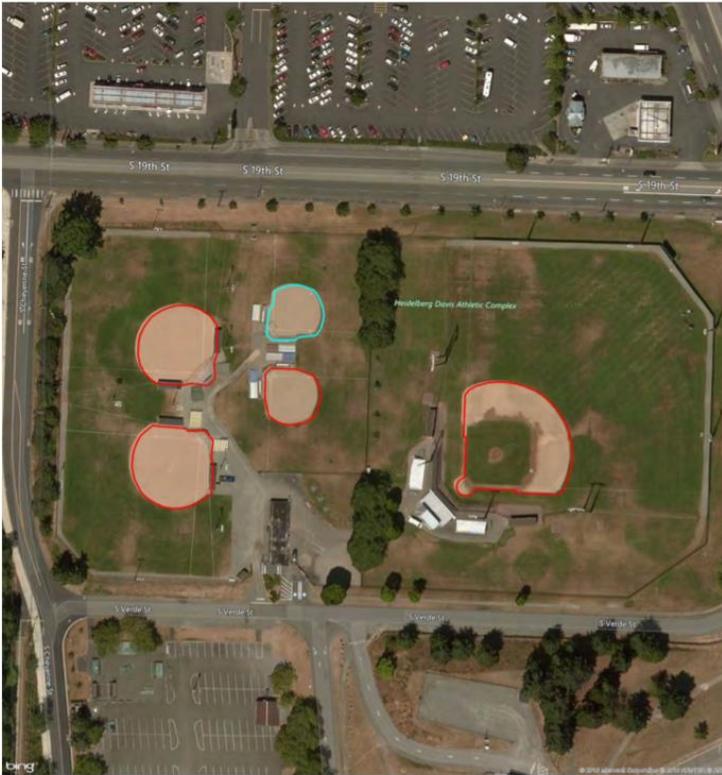
Power	Concessions	
Scoreboard	Synthetic Turf	
Press Box	Natural Grass Turf	x
Locker Rooms	Lined Field	x
Bathroom	Lighting	x
General Parking	Bleachers	x

### Site Description and Key Findings

This field is a dirt infield and grass outfield and is only used by MPT for T-ball and coach pitch baseball. Drainage is an issue, which is a cause of closure in the wetter winter months. This site has been identified on the MPT ADA transition plan and accessibility upgrades are mandatory. Restrooms were built in 1956 and have not been updated and are in decrepit shape.



# HEIDELBERG-DAVIS SPORTS COMPLEX - BASEBALL FIELD 3



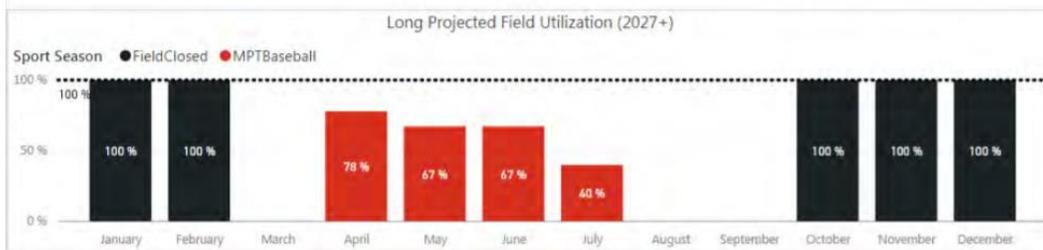
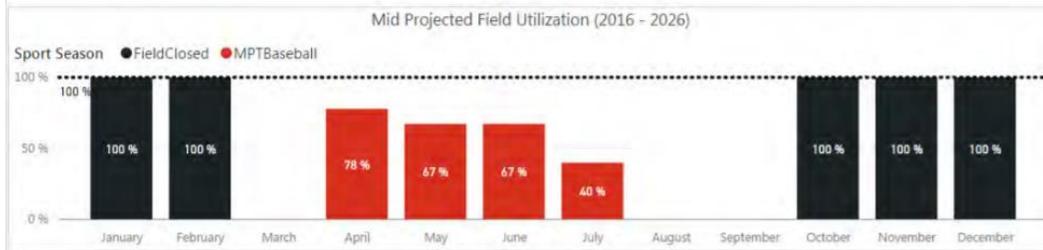
## Competitive Facility Analysis Results

### AMENITIES

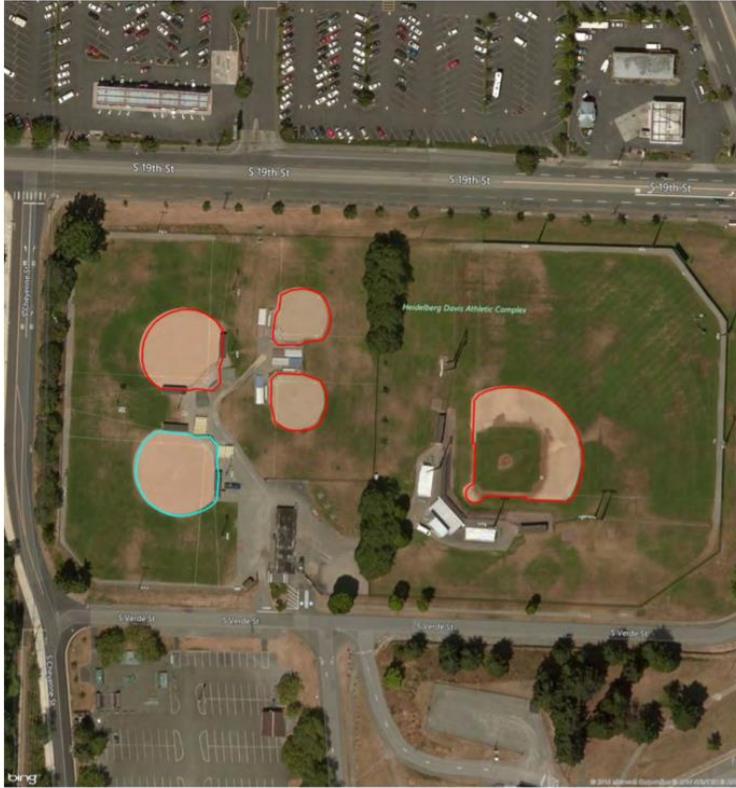
Power	Concessions	
Scoreboard	Synthetic Turf	
Press Box	Natural Grass Turf	x
Locker Rooms	Lined Field	x
Bathroom	Lighting	x
General Parking	Bleachers	x

### Site Description and Key Findings

This field is a dirt infield and grass outfield and is only used by MPT for T-ball and coach pitch. Drainage is an issue, which is a cause of closure in the wetter winter months. This site has been identified on the MPT ADA transition plan and accessibility upgrades are mandatory. Restrooms are in decrepit shape - they were built in 1956 and have not been updated.



# HEIDELBERG-DAVIS SPORTS COMPLEX - BASEBALL FIELD 4



## Competitive Facility Analysis Results

### AMENITIES

Power	Concessions	
Scoreboard	Synthetic Turf	
Press Box	Natural Grass Turf	x
Locker Rooms	Lined Field	x
Bathroom	Lighting	x
General Parking	Bleachers	x

### Site Description and Key Findings

This is a dirt infield and grass outfield, which can accommodate baseline distances of 70 feet and below. It is the home field for the Foss High School girls' softball program for practices and games. In addition, the Mason Middle School girls' team has their games on this field. Drainage is an issue, which is a cause of closure in the wetter winter months. This site has been identified on the MPT ADA transition plan and accessibility upgrades are mandatory. Restrooms are in decrepit shape - they were built in 1956 and have not been updated.



# HEIDELBERG-DAVIS SPORTS COMPLEX - BASEBALL FIELD 5



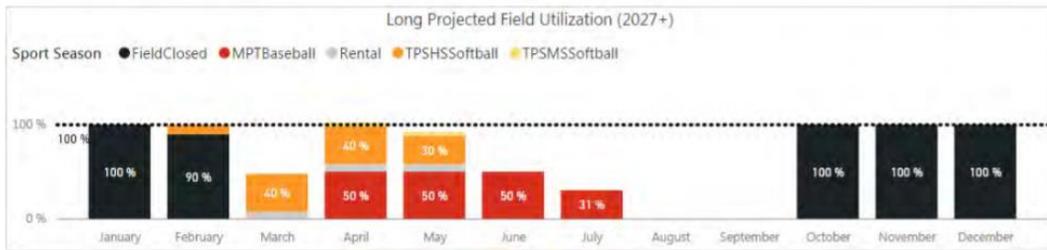
## Competitive Facility Analysis Results

### AMENITIES

Power	Concessions	
Scoreboard	Synthetic Turf	
Press Box	Natural Grass Turf	x
Locker Rooms	Lined Field	x
Bathroom	Lighting	x
General Parking	Bleachers	x

### Site Description and Key Findings

This is a dirt infield and grass outfield, which can accommodate baseline distances of 70 feet and below. It is the home field for Foss High School girl's softball program for both practices and games. In addition, the Mason Middle School girl's softball team has their games on this field. Drainage is an issue, which is a cause of closure in the wetter winter months. This site has been identified on the MPT ADA transition plan and accessibility upgrades are mandatory. Restrooms are in decrepit shape, as they were built in 1956 and have not been updated.



# HEIDELBERG SPORTS VILLAGE

Exhibit B

POPULOUS  
MAY 2019



FEASIBILITY STUDY

# A

## Executive Summary

### ORIGIN OF THE STUDY

The Tacoma Rainiers, the Seattle Sounders, The City of Tacoma, and Metro Parks Tacoma engaged the Consultant Team in a joint feasibility study to evaluate the development of City and Metro Parks owned land adjacent to Cheney Stadium and Foss High School and to assess three key pillars:

1. Development of a state-of-the-art soccer specific stadium, with Tacoma Defiance as the anchor tenant, that could be additionally leveraged for public use in particular youth sports.
2. The potential for mixed use development on the site that could leverage the two stadia as a center for renewed economic development in Central Tacoma.

Additionally, a key finding from the 2016 Metro Parks /Tacoma Schools Athletic Fields Study revealed that Tacoma and the immediate surrounding region woefully lacks an appropriate number of high quality and weather appropriate athletic fields.

3. This study strove to further analyze the market demand for a new multi-field sports complex in Tacoma. Of the various potential sites evaluated, the land adjacent to the Tacoma Community College became the preferred alternative.

### WORKSTREAM FINDINGS

The vision presented by the Client Team resulted in the evaluation of three unique, yet compatible, work streams by the Consultant Team, focused on two key criteria

1. Is each work stream viable and sustainable, separate and apart from the other work streams?

#### Workstream 1

The proposed Heidelberg Sports Village stadium is envisioned to be a quality, state-of-the-art soccer-specific stadium that will accommodate the long-term needs of anchor tenant Defiance, the team's fans and the local community. Local competitive venues lack the high-level affordable soccer utilization that the Defiance and co-tenant Reign FC provides, creating an opportunity for the HSV Stadium to fit a unique local programming niche. Understanding this competitive environment in the context of Tacoma's demographic profile, an appropriately-scaled HSV Stadium is likely to draw utilization levels necessary to be successful.

The proposed stadium, designed with a capacity of 5,000 fixed seats and 500 berm seats, meets USSF Professional Soccer standards and guidelines and, per results of a comprehensive assessment of historical Defiance operations, local market conditions, comparable USL stadium benchmarks and market survey results, will accommodate the needs of the Defiance, Reign FC and a variety of other potential community users. The proposed stadium is estimated to achieve sustainable positive financial results beginning in initial years of operations, driven by a robust event slate including 51 annual events attracting approximately 127,500 attendees.

#### Workstream 2

In addition to the proposed stadium, the Heidelberg Sports Village project is envisioned to become a dynamic, sports and recreation-focused node in Central Tacoma, including mixed-use development that supports activity on the site and the client group's broader economic development goals. Analysis of regional and local market trends indicates that Tacoma is poised to see additional growth in its multifamily market. Recent multifamily development has been supported by local population growth and regional housing market pressure, and suggests that future multifamily development should align with demand for urban housing options that offer strong amenities and a good value in comparison to alternatives within the region. Additionally, the Heidelberg Sports Village site presents an opportunity to create a retail node that both serves residents and is a regional destination. Retail can play a strong role in shaping the identity of the mixed-use development on-site, attracting demand to the project's multifamily component, and reinforcing the site's identity.

An evaluation of best practices in shaping strong, mixed-use destinations focused on sports, recreation, and wellness also informed the proposed mixed-use development program for the Heidelberg Sports Village project. Successful precedent districts have emphasized the development of a cohesive identity and brand between mixed-used and entertainment (including sports venue) program elements, created a strong relationship between diverse, dense uses, provided curated retail experiences, and prioritized the delivery of key infrastructure, often leading with public open space, venue, and placemaking investments, to catalyze future development. Balancing these principles, and their application to the sports-focused elements and other elements of the Heidelberg Sports Village site, will be crucial to supporting the viability of mixed-use development.

# Executive Summary

Based on market and precedent evaluations, there is potential to create a unique multifamily and retail-focused mixed-use development at the Heidelberg Sports Village site. At full buildout, the proposed development would include 520 residential units and 70,000 square feet of retail space over multiple phases, fostering activity through the site, supported by the project's entertainment, sports, and recreation components, including the stadium and open space.

## Workstream 3

Metro Parks and Tacoma Public Schools' 2016 Joint Agency Athletic Field Study indicated a need for additional outdoor youth sports fields, a finding confirmed through this feasibility analysis, which indicates that Tacoma, based on its current robust visitor infrastructure and market population, is capable of supporting additional outdoor field space. Particularly, the City currently lacks centralized, high-quality outdoor sports and recreation fields, which has limited tournament activity in Tacoma and the overall growth of field-based sports participation in the community. Moreover, positive participation trends within the Pacific region for soccer and other field-based sports signal a strong potential market for utilization at a proposed Recreation Sports Field Complex, particularly, especially if synthetic turf fields were available to accommodate utilization irrespective of weather conditions.

Based on an assessment of local market conditions, discussions with local youth sports operators, historical Tacoma field operations, and comparable facility benchmarks, it is estimated that the proposed Recreation Sports Field Complex, which is recommended to include eight synthetic-turf soccer fields and the ability to accommodate five baseball fields, could attract a total attendance of 451,000 participants and spectators annually, with 86 percent of total utilization attributable to soccer. These operations are estimated to drive sustainable positive financial results in initial years of Complex operations.

2. Does each work stream, individually and collectively enhance the public and economic benefit in Central Tacoma, in and around Cheney Stadium?

At full buildout, the Heidelberg Sports Village is anticipated to comprise approximately \$300 million in development that will transform the area, including a new Recreation Sports Field Complex and HSV Stadium that will facilitate private investment to develop retail and housing throughout the Heidelberg Sports Village. The realization of this vision will create a long-term, sustainable home for the Tacoma Defiance and Reign FC, provide much-needed sports fields for the local community, and provide affordable housing that, collectively, will enhance the quality of life of the City's citizens and generate meaningful economic and fiscal impacts that will benefit Metro Parks, the City, Pierce County, Tacoma Public Schools and others.

Specifically, the HSV Stadium's co-location adjacent the Tacoma Rainiers' Cheney Stadium will allow the facility to achieve operational and financial synergies, enhancing the long-term viability of the stadium. Co-locating the two facilities also facilitates the development of a broader sports and entertainment destination in Central Tacoma, creating a community asset attracting residents and visitors alike.

The HSV mixed-use development program will support the site's identity as a regional destination, both on game-days and non-game-days. The opportunity to develop multifamily housing on the site will attract investment and generate on-site activity and momentum that can support retail activity, which is mutually reinforced by stadium activation. This activity will support local businesses both on and surrounding the site, generating economic activity and building a strong, unique sense of place.

The Recreation Sports Field Complex is anticipated to accommodate the growth of soccer and field-based athletics in Tacoma and the

South Sound region. Combined with the development of the new stadium, it is envisioned that the Complex will enhance the city's accommodation of community and regional field-based athletic activities.

# A

## Executive Summary

### PUBLIC BENEFIT SUMMARY

As reported in various locations throughout this study, there are instances where defined benefits to the public have either been committed to or could be realized if the project(s) were to become a reality. A brief summary of these include, but are not limited to the following:

- Total net new spending (direct, indirect and induced) associated with the Heidelberg Sports Village estimated at \$644 million in net present value dollars over 32 years, including the stadium construction period and the first 30 years of stadium operations
- Net new spending in the City of Tacoma associated with the Heidelberg Sports Village supporting an average of 364 new full and part-time jobs (stated in FTEs) and generating a total of \$234 million in earnings over 32 years, including the stadium construction period and the first 30 years of stadium operations
- Tax revenues generated to the local community from the construction and continued operations of the Heidelberg Sports Village estimated to be \$42.6 million in net present value dollars over 32 years
- The disposition of land for the HSV mixed-use development program is also likely to generate meaningful direct revenue for Metro Parks and the City.

- Qualitative benefits including the establishment of a unique recreational and community asset for Tacoma; the creation of a regional year-round destination; the expansion of Tacoma's ability to accommodate and attract various sports and entertainment events; the enhancement of community pride, self-image, exposure and reputation; and the ability to catalyze additional development activity through the development of distinctive multifamily housing in Central Tacoma.

In addition to the direct economic impact and indirect economic impacts associated with each workstream and the collective vision, SCOT has pledged additional public benefits to support the project which are not factored into feasibility but should be evaluated as part of the project as a whole. SCOT has reported to the Consultant Team that these include at minimum:

- The SCOT has committed to a minimum of 100 rent free days of use for the community centered heavily on hosting youth soccer and other youth focused activities;
- The SCOT has committed to the development of Supporters Green adjacent to the Stadium Concept Plan which will be an open public park in Central Tacoma;
- Through the Tacoma Defiance, Seattle Sounders, and Reign FC, the operation of free professional soccer camps and clinics at the Stadium and in the community;

- The Tacoma Rainiers have committed to allow high school baseball teams to use Cheney Stadium for games due to the displacement of Heidelberg baseball fields
- The proposed field complex contains amenities for both field sports (soccer, football and lacrosse) and baseball/softball, which increases the usability and viability of the entire facility while accepting displacement of current uses of Heidelberg
- The Seattle Sounders will mobilize its charitable arm, the RAVE Foundation to invest in small fields and programs throughout Tacoma
- The stadium development- as proposed, would attract subtenants to the Stadium which add value to the Central Neighborhood, including a Multicare health facility imbedded in the Stadium;
- Improved youth access to professional athletes that serve as role models to the youth in Tacoma and Pierce County.

# B

## Site Assessment

### SITE STUDY AREA

The Site Study Area (referred to herein as “The Site”) for the HSV Mixed-Use Development and associated soccer stadium is located in Tacoma, Washington, and is approximately 95 Acres in size. The Site’s northern boundary is formed by the South 19th Street Right of Way (ROW). The Site’s eastern boundary is formed by the South Tyler Street ROW. The Site’s western and southern boundaries are formed by the State Route 16 (SR 16) ROW.

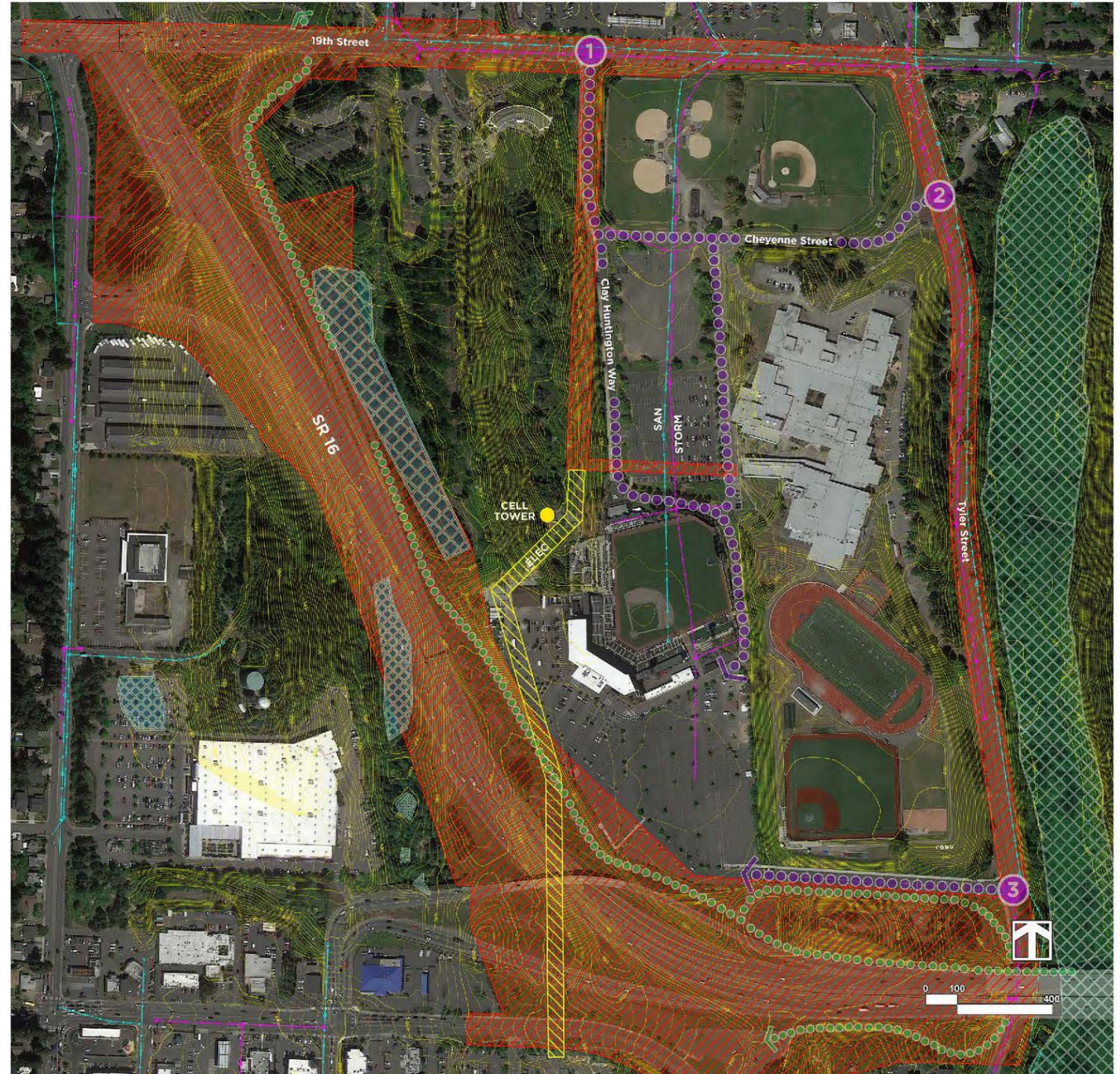


# B

## Site Assessment

### UTILITIES AND EASEMENTS

Existing Easements through the Site are limited to an electrical easement roughly paralleling Clay Huntington Way, then wrapping around the western edge of Cheney Stadium, and extending south under SR 16. An additional electrical easement parallels S 19th Street's southern ROW. An existing cellular tower occurs just beyond the northwest corner of Cheney Stadium.





# Site Assessment

## PROPERTY OWNERSHIP

Metro Parks Tacoma (MPT) owns the northern portion of the Site (approximately 38 Acres), which is currently the home to MPT's headquarters, the Boy Scouts of America Pacific Harbors Council (BSAPHC) office, and Heidelberg Davis Park. The southwestern portion of the Site (approximately 25 Acres) is owned by the City of Tacoma (COT), and is home to Cheney Stadium and the surface parking lots south of Cheney. The eastern portion of the Site (approximately 28 Acres) is owned by Tacoma School District (TSD), and is home to Foss High School and it's associated athletic facilities directly south of the school. Additionally, MPT owns a small parcel (approximately 4 Acres) at the southeast corner of the Site between Tyler Street and the TSD-owned parcel.

# B

## Site Assessment

### TRAILS AND OPEN SPACE

A portion of the Scott Pierson Trail borders the western edge of the Site directly adjacent to the SR 16 ROW, while Snake Lake Park and the Tacoma Nature Center occur adjacent to the Site along the eastern edge of the Tyler Street ROW.





# Site Assessment

## TOPOGRAPHY AND NATURAL FEATURES

The site's natural rolling topography and native vegetation have been modified significantly over the years as various projects have been developed. However, a significant and naturally occurring drumlin formation remains largely intact in the northwest quadrant of the site. The formation is approximately 900' wide and closely parallels the western edge of Clay Huntington Way. The northern limit of the formation is defined by the MPT building and the southern limit is formed by the left field corner of Cheney Stadium. At a height of approximately 50'-70' and topping out at approximate Elevation 380, the formation represents a significant topographic feature on the Site. The northwest corner of the Site adjacent to the BSAPHC office occurs at approximate Elevation 330, as does the northeast corner of the site adjacent to the intersection of S 19th Street and S Tyler Street. The southeast corner of the site at S Tyler Street adjacent to the SR 16 underpass occurs at approximate Elevation 320, as does the southwest corner of the site north of the SR 16 ROW.

# B

## Site Assessment

### WETLANDS/FLOODPLAIN

Although existing floodplain and wetlands occur to the east and west of the site, none appear to occur within the boundaries of the site study area.





# Site Assessment

## EXISTING PARKING INVENTORY

The designated parking for Cheney Stadium is currently allocated in 3 different parking lots adjacent to the Stadium (Designated Lots “A”, “B”, and “C” for purposes of this report) with a combined capacity of 1,629 cars. Lots A and B occur north of the stadium and combine for a capacity of 431 Cars (196 Cars in Lot A and 235 Spaces in Lot B). Lots A and B also serve the Recreational Fields just south of 19th Street as well as overflow parking for Foss High School. Lot C occurs south of Cheney Stadium and carries the majority of the stadium’s event day parking with a capacity of 1,198 Cars.



# Soccer Stadium Recommendation

The design team in conjunction with the client team and other participants decided that the new stadium should follow design principles to measure the success of the project. The stadium should be iconic and provide a world class facility that exceeds USSF standards. Using the experience of the design team, and their understanding of existing USL facilities, the new Tacoma stadium is designed to exceed any existing USL specific facility in the league from both a player and spectator point of view.

To create a stadium that is iconic, the design team used its study of historic and existing city of Tacoma and its materiality to create a celebration for the city. The design wanted to focus on two main elements from the discovery portion of the research, the linear nature of the forest beneath Mount Rainier and the grittiness of the city post-industrial revolution. The exterior of the building is composed of thin vertical elements that simulate the appearance of looking through a forest of trees. The material naturally weathers and continues to create visual interest with each new season.

For the team, separate parking and entrance gives privacy, along with premium gameday facilities allowing them to operate on a world-class level. Planned future development also gives the team direct access to additional resources not typically seen in USL soccer. With the pitch depressed into the landscape, the players have the feeling of a fully enclosed stadium.

The depressed field from the spectators point of view allows for a single on-grade concourse where visitors have views down onto the pitch from around the stadium. This approach also reduces the number of elevators and stairs and allows for greater accessibility throughout the facility. From the west, general admission seats flank a 300-plus person club which includes access to private restrooms, food and bar service as well as access to higher quality mid-level seating. Above the club seats and adjacent to the media facilities on the second story are 10 premium suites which contain

private food and beverage areas, access to private seating and access to the same club. In the south portion of the supporters section where safe-standing spaces allow for the same level of enthusiasm seen in many MLS stadiums. The east section of the stadium has a variety of seats directed towards group and family settings. Also on the east side, the lower GA seats allow close-up access to players and coaches, while the deck above allows for a variety of non-traditional seating including standing room areas with assigned drink-rails.

Outside of the seating bowl on the east side between the VIP parking lot and the concourse is an in-stadium park which includes hills and recreation areas for children. Additionally, there are stadium cabanas which provide shade and shelter as well as concession and restroom amenities. To the west just outside the stadium is the supporter's green. This park like area opens the stadium's main elevation to the 19th street access and also provides an area for pre-game events as well as a park for the city on non-gamedays.

The stadium also offers a variety of open areas both in the main concourse and on the second level outside the premium areas which serve as gathering spaces during games, but could be used for future development at all times of year. The west and south have traditional metal deck canopy structures for the spectators below and a large video board is located at the top of the berm for views from any of the seated areas throughout the stadium.







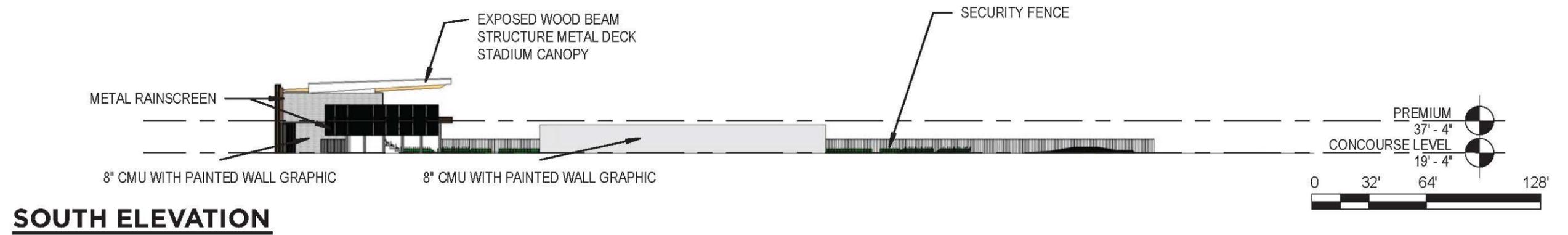
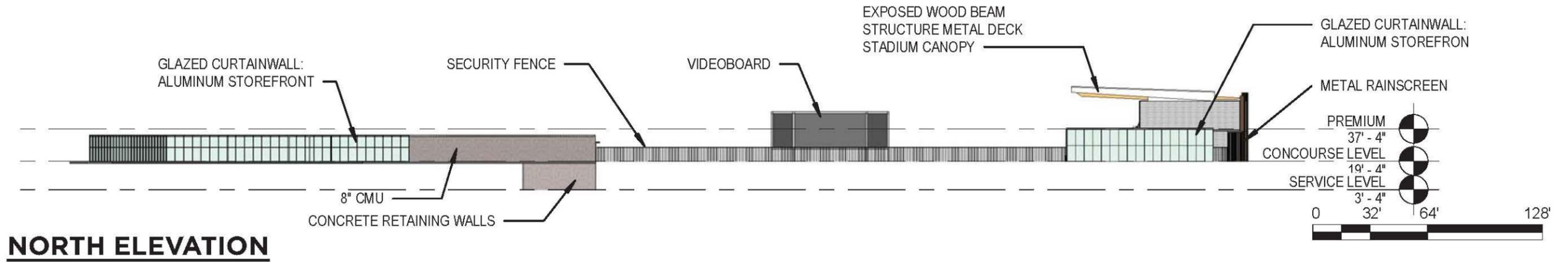
# C

## Stadium Specifications - Site Plan

### SITE PLAN

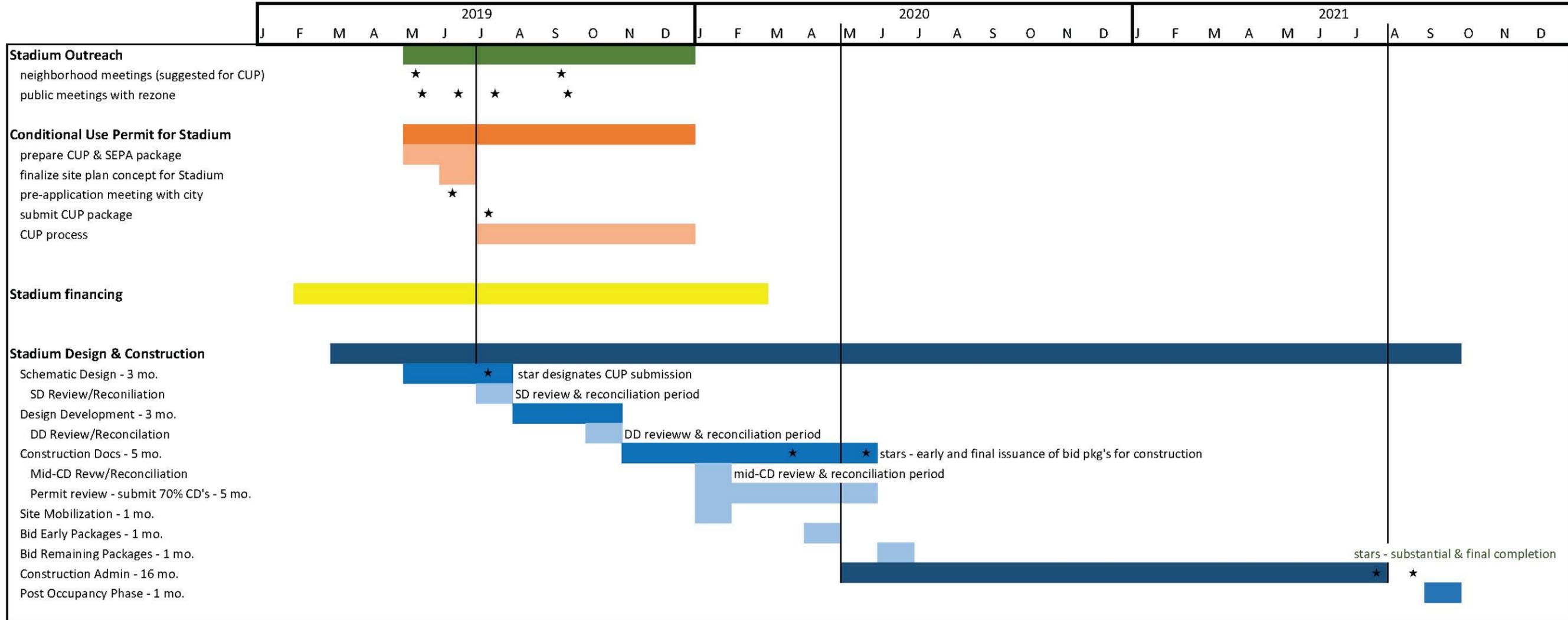


# Stadium Specifications - Elevations



# Stadium Process & Schedule

Tacoma Soccer Stadium - Estimated Schedule



# B

## Initial Assessments

### RECOMMENDED PROGRAM

Based on HR&A’s market scan findings, and in coordination with Populous’ site planning efforts, the Populous team developed a two-phase mixed-use development program, as shown in Figure 9 at right.. The total program is anticipated to include 520 units of multifamily housing across four buildings, as well as 70,000 SF of retail split between 55,000 SF at the ground floor of multifamily buildings and 15,000 SF in two standalone buildings adjacent to the future Stadium. Retail offerings should focus on food, beverage and entertainment uses, particularly those with thematic synergies with the sports activities on the Project site; these uses should be complimented with a modest amount of retail sports/fitness uses, community amenities (i.e., convenience and services for residents at the Project Site and surrounding community), and potentially ground-floor office as an interim use if necessary. This program, which is relatively large for Tacoma, will create a critical mass of activity on-site, and can, with the appropriate programming and management, activate the site’s retail and open space.

The scale and success of this program relies heavily on the development of the new stadium and associated site-wide investment and activation, without which similar mixed-use development in this part of Central Tacoma would likely to be developed at a lower density and a later date. The preferred mixed-use program analysis assumes the relatively aggressive delivery of approximately 70,000 SF of retail in the first phase, which will be critical to cementing regional perceptions of the Project site as a destination, and supporting a public realm. Additional retail may be included in later phases, but is likely to be speculative.

The vision set out for the HSV site presents an opportunity to create a dynamic and unique development for Tacoma, anchored by sports, recreation, and wellness programming, with a strong connection to Central Tacoma’s natural assets, which will differentiate the site from competing product. Development and absorption of multifamily product at the site will require these compelling and differentiating factors to create meaningful value that supports investment in the sports-focused anchor for this district, while also delivering a meaningful amount of housing to support the needs of existing and future Tacoma residents, along with other community benefits. While many of the successful multifamily developments in Tacoma in recent years have been either downtown or along the waterfront, the creation of a dynamic sports district is important to attracting new multifamily development in Central Tacoma.

While market changes, and particularly the end of the current market cycle, may have an impact on the phasing and delivery of mixed-use development at the HSV site, the project’s long-term development strategy, represented by the plan put forward here, maximizes financial returns to MPT and the City and most strongly reinforces the goals associated with development at this site. In the case of a significant market downturn, it is more a matter of the overall timeframe to deliver the recommended program, as we assume MPT and the City would wait until the market recovers before engaging a developer. It remains fiscally-prudent to shift the procurement schedule versus pursuing a significantly different development program at the site.

In addition to the unique sports and recreation programming, the proposed phasing, as illustrated in Figure 9, anticipates the delivery of about 70,000 SF of retail in the first phase, which will be critical to cementing regional perceptions of the Project site as a destination, and supporting a public realm. Additional retail may be included in later phases, but is likely to be speculative.

Figure 9: Recommended Program & Phasing

	Retail (SF)	Residential Units	Total (SF)	Parking (Units)
Mixed-Use Phase A	70,000	283	345,000	705
Mixed-Use Phase B	--	237	230,000	355
<b>Total</b>	<b>70,000</b>	<b>520</b>	<b>575,000</b>	<b>975</b>

NOTE: HR&A assumed that 1.5 spaces of parking would be provided per residential unit and 4.0 spaces for every 1,000 square feet of retail space. 85 parking spaces are assumed to be provided on-street and are not included in the above development program or in mixed-use development costs. In addition, retailers would benefit for additional parking at the site available when large-scale events are not occurring at the site.

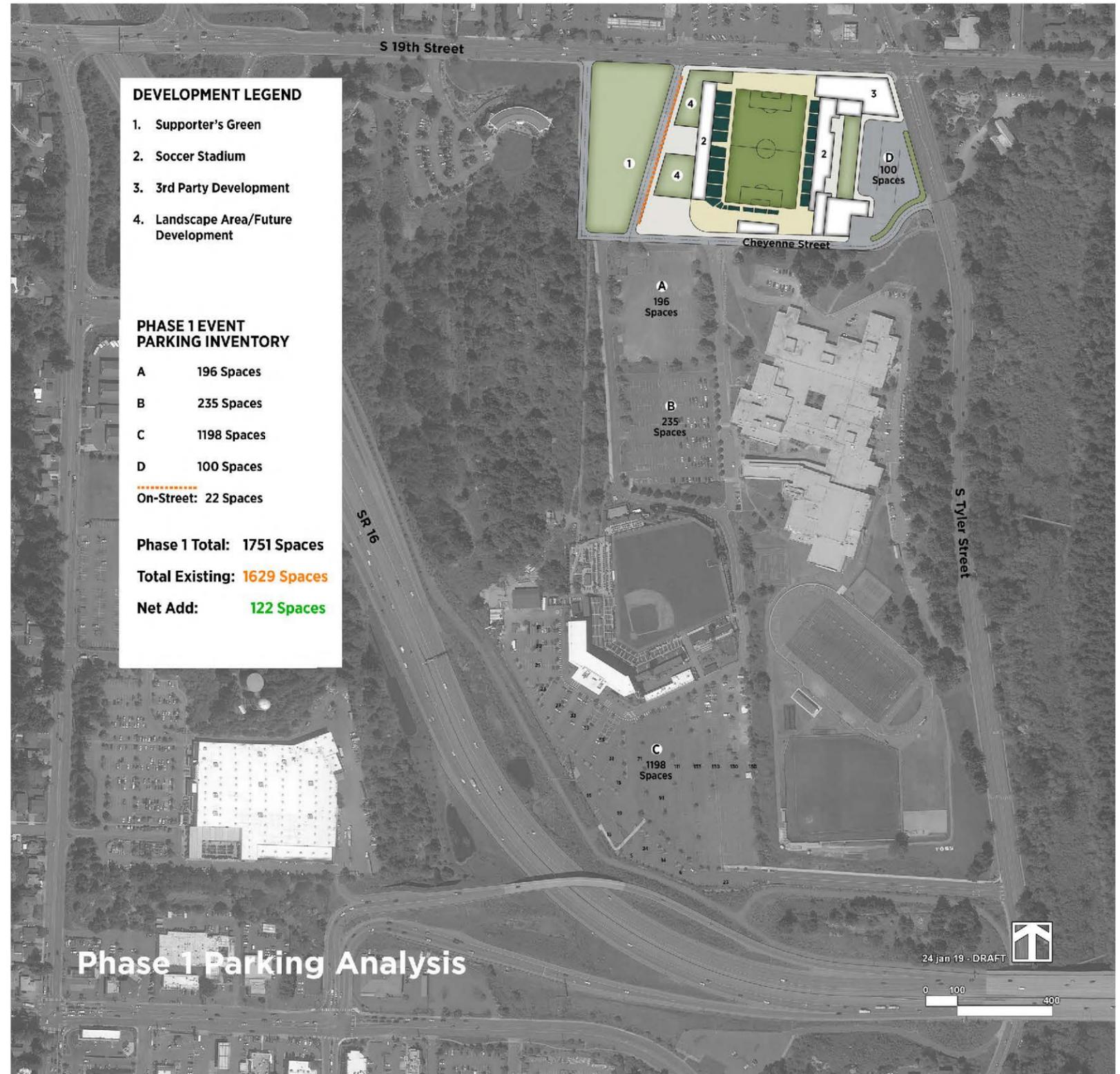
# C

## Recommended Development Plan

From the assessments above, the development plan for the project was broken into three phases. The following pages are the recommendations for the HSV site.

For the initial phase the project is considered to consist of primarily and as the main focus the soccer stadium and the amenities associated with the stadium. This is to also include, the supporter's green to the west of the stadium, all hardscaping and landscaping surrounding the stadium, and the new VIP parking lot to the east of the stadium.

The supporter's green is intended to be a 365-day use public urban park not only utilized during game-day. The open space lawn can be additionally used for all Tacoma as a public space for items such as, but not limited to; farmer's markets, food truck gatherings, recreation park, yoga, small concerts, and other multi-use activities that can be hosted on a large open space.

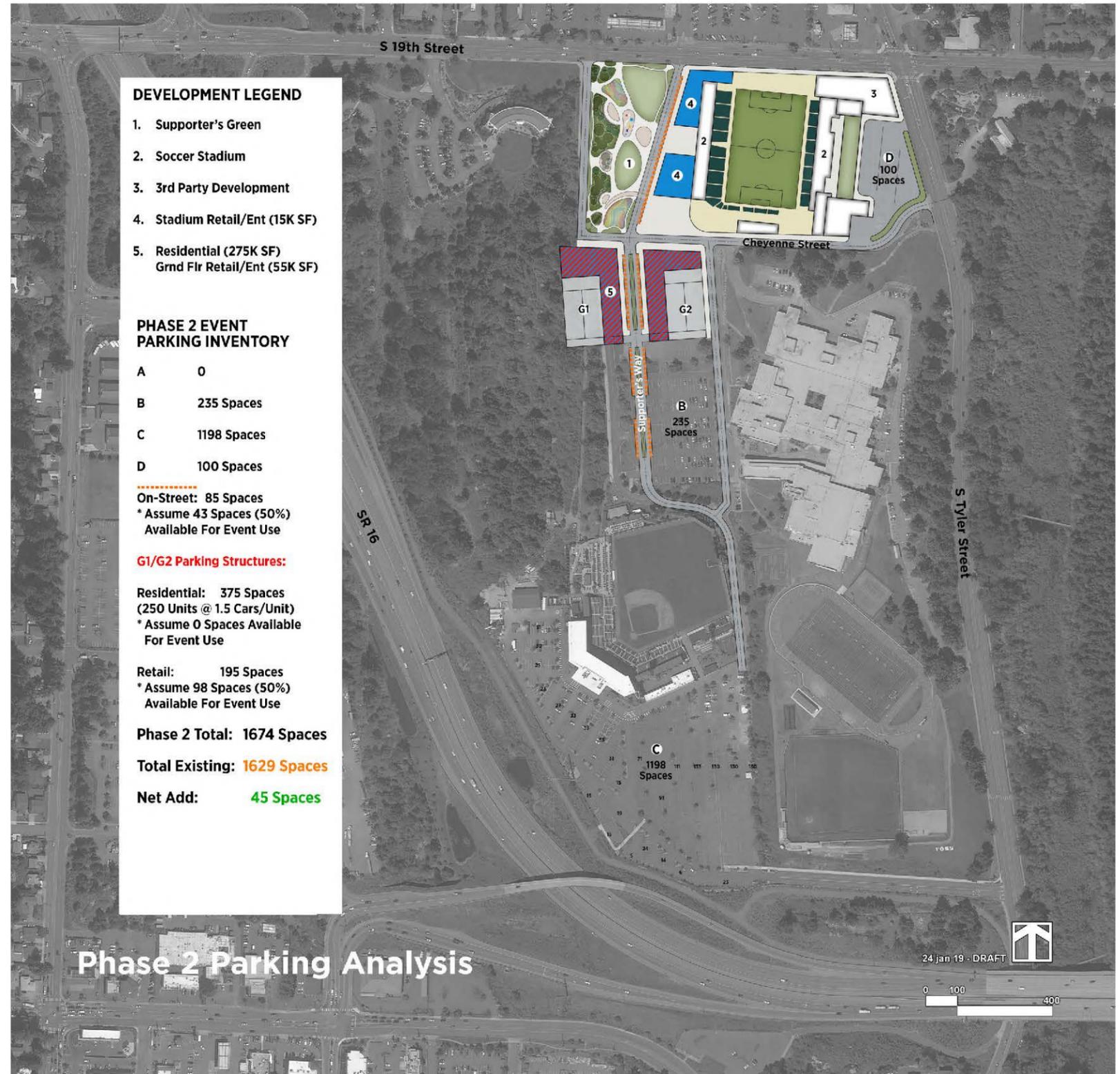




# C

## Recommended Development Plan

For Phase 2 several additional considerations in addition to the stadium are considered. First, are those items which affect the stadium including, the new addition of a third party development in the NE corner of the existing stadium site with portions viewing directly onto the pitch. This development would be considered integral to the stadium upon its construction. Second, would be the consideration of stand along retail development. These developments would be used for 365 activation of the stadium from the exterior, and would be developed to also be assets to the stadium interior on game and event days. Finally, as part of the extended development would be the residential/mixed-use buildings to the south which included structured parking decks. These two spaces would have no direct linkage to the stadium but would provide residences and businesses to the site.

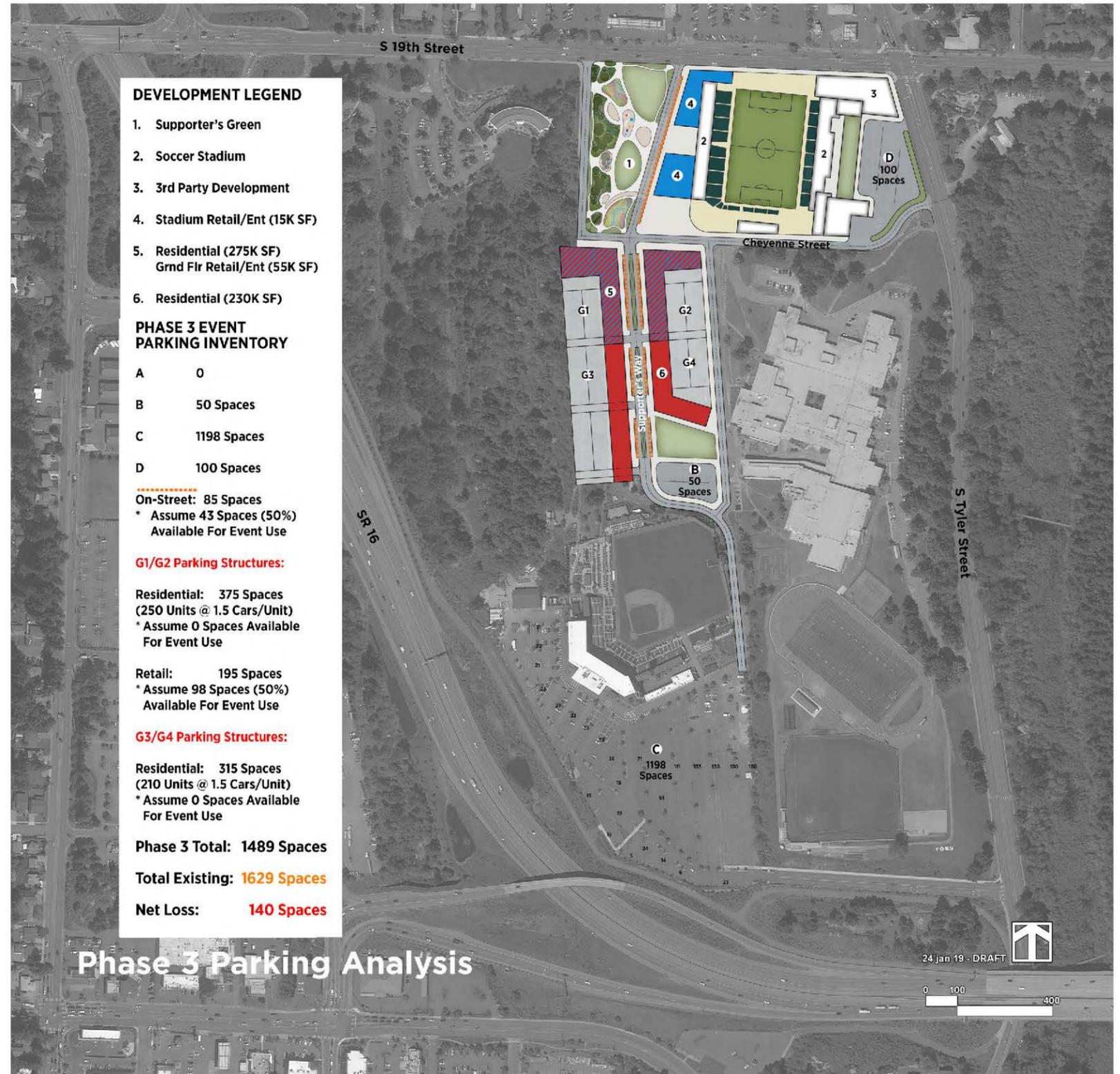




# C

## Recommended Development Plan

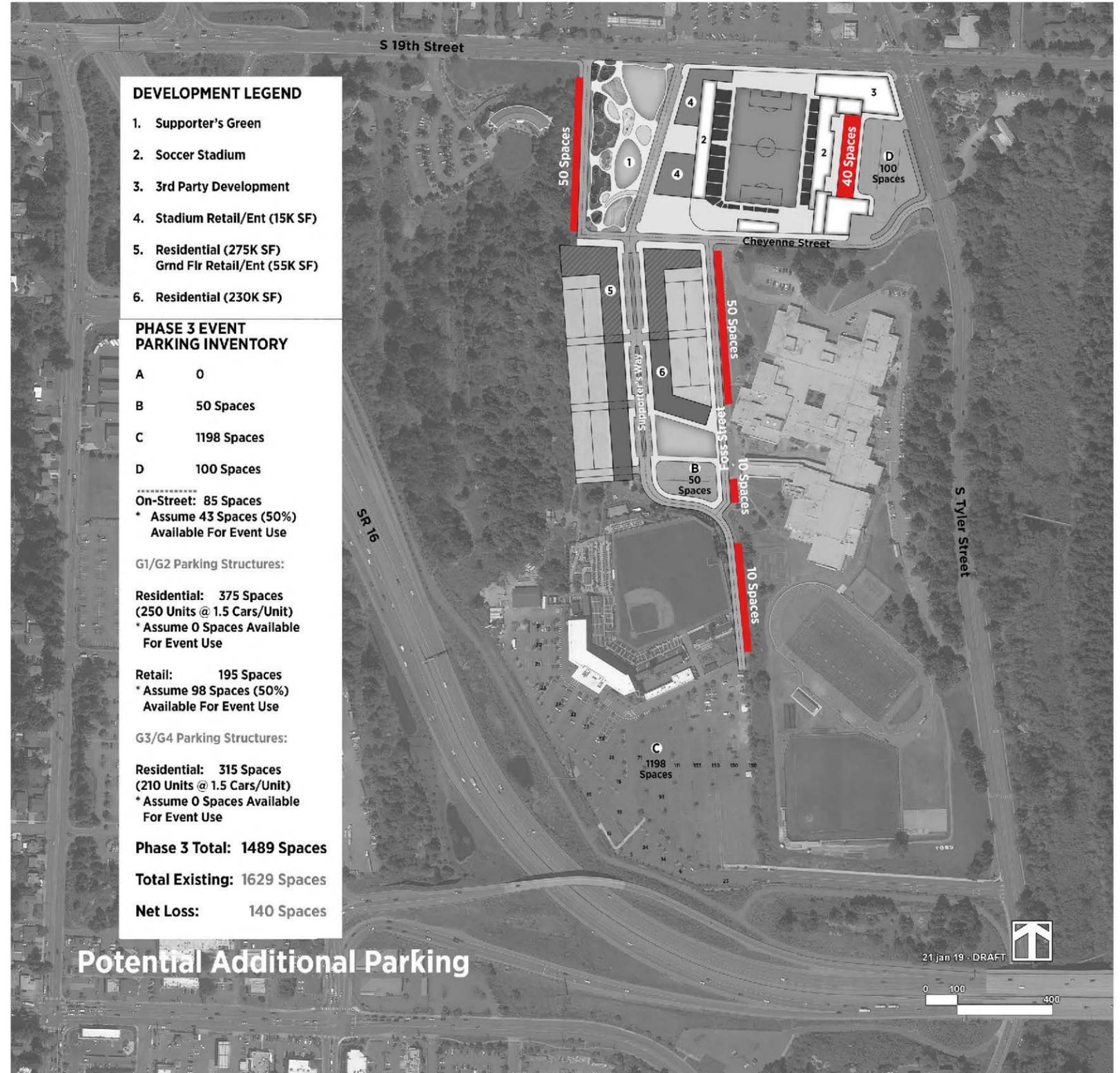
For the final phase, Phase 3, of the HSV two additional residential buildings would be added to the far south of the site identified in earlier portions of this document. These stadiums would provide the final linkage between the new soccer stadium and the existing Cheney Stadium to the south.





# C

## Recommended Development Plan



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# D

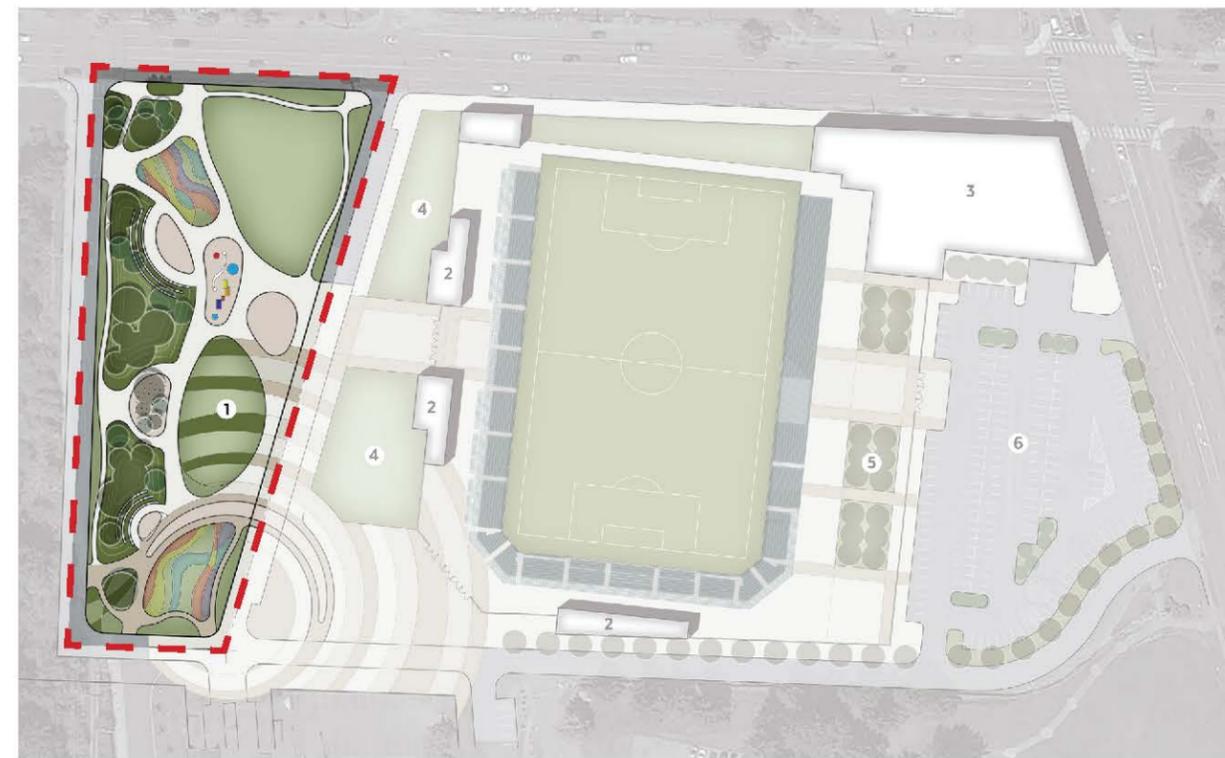
## Supporter's Green Development

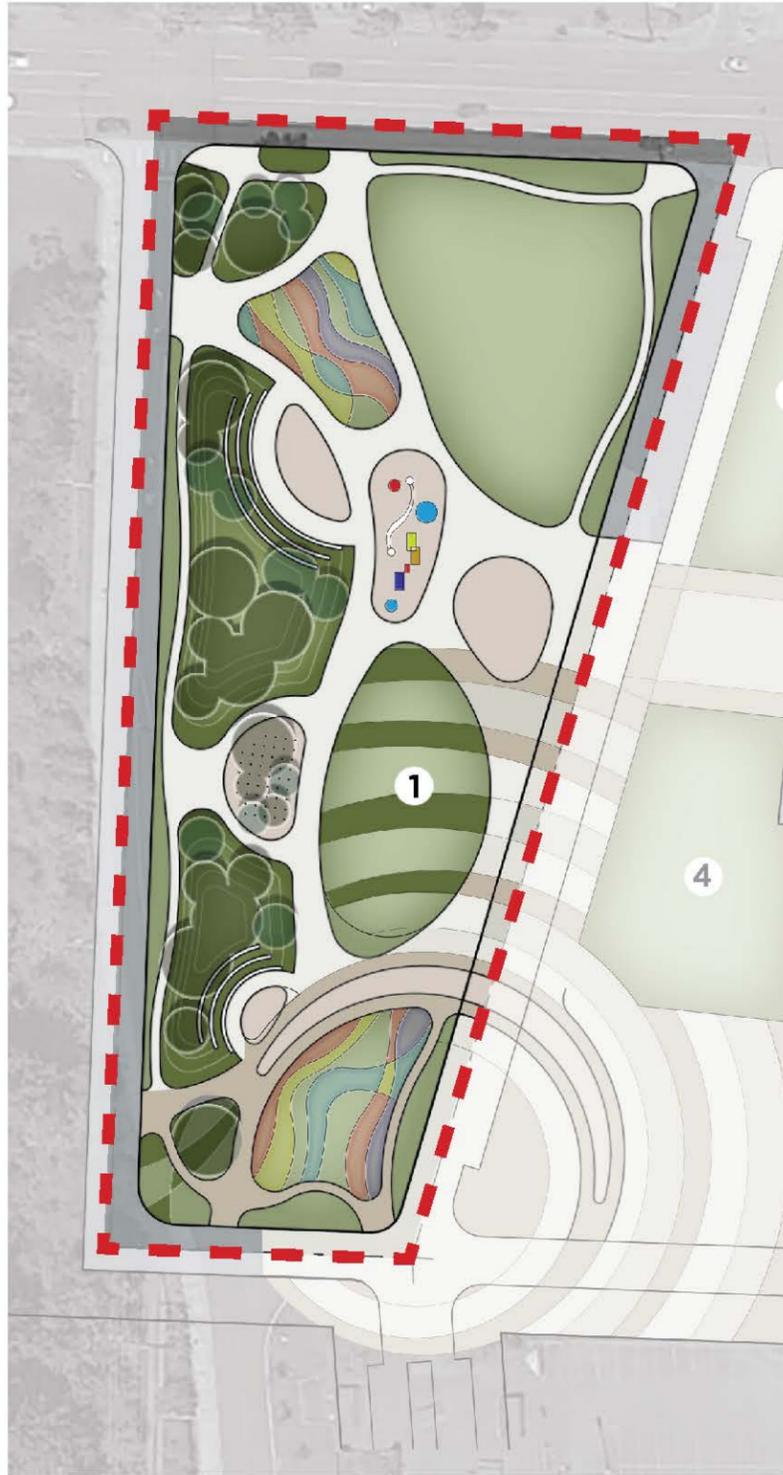
**As the front door to the Heidelberg Sports Village, it is critical that Supporter's Green has a strong enough identity to attract visitors to and into the campus outside of stadium events at full buildout of the project.** While the design and program components described below are not anticipated in the initial phase of development (which is anticipated to include a green turf field), achieving this level of program and activation as the full project is developed will support the integration of the campus thematically around open space and recreation, increase regional visibility, and would create financial value, in particular to future residential development.

At approximately 2.5 acres in size, Supporter's Green has the potential to become a signature open space for Central Tacoma in later phases, and can serve as an amenitized "front lawn" around which the new mixed-use development and Soccer Stadium will be organized. Conceived as a traditional town square, the Green will serve as an important pre-event space for both the new soccer stadium and for Cheney Stadium. Outside of game days, the mix and intensity of programming at Supporter's Green should be compelling enough to create a unique identity that attracts both on-site and regional residents, ensuring an active and inviting space around stadium events as well as during times when the stadium is closed or inactive.

High-quality and thoughtful design will be key to the success of Supporter's Green and the Heidelberg Sports Village: the green should eventually be programmed with spaces of multiple scales that feel well-utilized when occupied by groups of different sizes. This may include spaces for both active and passive recreation, welcoming visitors seeking different experiences on the site (sports event patrons vs. resident families vs. exercise class attendees, for instance). In addition to typical pre-event activities

associated with the stadiums, the Green may host other diverse, non-event oriented activities such as children's play areas, small concerts and festivals, community gardening, fitness classes, and group events (both public and private). Supporter's Green should also include a future food & drink venue or near-term green node for food trucks or non-permanent vendors, which will act as an anchor and may generate revenues to contribute to the green's economic sustainability. Adjacent to Supporter's Green, retail and restaurant uses in the Soccer Stadium and mixed-use development would further support vibrancy, safety and activation; these uses should include outdoor spaces that can be shared for dining when seasonally appropriate.





# E

## Mixed-Use Process & Schedule

### COMPREHENSIVE PLAN UPDATE OR AMENDMENT AND ZONE RE-DESIGNATION

Amendment to the Comprehensive Plan and Land Use Regulatory Code is a process through which the City considers changes, additions, and updates to the One Tacoma Plan and the Land Use Code. Periodic review and evaluation are important in order to ensure that the One Tacoma Plan and the implementing regulations maintain their effectiveness. The 2019 Amendment is comprised of public-initiated projects.

The Heidelberg site is currently zoned R2, Single Family Residential zone. Multi-family housing, commercial, retail, and office uses are not permitted uses in this zone. A rezone would be required to authorize the Heidelberg Sports Village and the work could be managed through a Development Regulation Agreement. A mixed-use zone(s) would be most appropriate based on the possible mix of components under consideration and future plans to extend the Link light rail system down South 19th Street.

The City is currently utilizing a two-year cycle with City-initiated amendments generally processed in odd-year adoption cycles and private-initiated amendments processed in even-year cycles.

In order to be reviewed during the current cycle and to meet the goals of the schedule, an application would need to be submitted by April 1, 2019, followed by concepting of the Master Plan for the complex. This would be developed through close coordination with Metro Parks and City Planning staff, extensive public outreach and review.

From One Tacoma: Parks + Recreation:  
Possibly add a policy to the Parks + Recreation component for Heidelberg Sports Village campus that could be similar to the following:

*Policy P-8.X Heidelberg Sports Village Plan.* In 2019-20 the City will collaborate with Metro Parks Tacoma, the ownership of the Sounders, and community stakeholders to develop a consensus vision and framework for action to develop a sports and recreation based village. The village may incorporate the overall site from Cheney Stadium in the south to Heidelberg Park in the north with connections to Foss High School, Metro Parks HQ, and the Boy Scouts. The plan will identify actions to be implemented by multiple stakeholders over a 10-year planning period.

### DEVELOPMENT REGULATION AGREEMENT

Development Regulation Agreements (DRA). Per the provisions of TMC 13.05.095, Development Regulation Agreements are an optional application procedure for major projects in key locations. In the case of park, recreation and open space uses, DRAs may facilitate application review by encompassing one or more features defined as Conditional in this section; and, DRAs can authorize alternative development standards and additional land uses to those authorized by the zoning district, that support and complement the plan and functions of a major park, recreation or open space location.

A DRA can authorize major projects in key locations to be reviewed, rated, approved, and conditioned according to the extent to which they advance the Comprehensive Plan's goals and policies. The project must demonstrate precisely how it significantly advances the goals and policies of the Comprehensive Plan by achieving the threshold set forth in subsection 13.05.095(D) TMC.

It is anticipated that there would be a degree of flexibility in the application of the City's development regulations so that any conditions are tailored to the specifics of the proposed project and community vision to ensure that significant public benefits are secured. Project approval is embodied in a contract designed

to assure that anticipated public benefits are realized according to agree upon terms and conditions that may include project vesting, timing, and funding of on- and off-site improvements.

TMC 13.05.095 D. Review criteria.

1. The Development Regulation Agreement conforms to the existing Comprehensive Plan;
2. Appropriate evidence that the site is adequate in size and shape for the proposed project or use, conforms to the general character of the neighborhood, and would be compatible with adjacent land uses;
3. Environmental (SEPA) review;
4. Preparation of project Development Standards;
5. Parks and open space preservation;
6. Avoid impacts to critical areas;
7. Interim uses and phasing of development and construction is provided with applicable site plan;
8. Any departures from the standards of the Code are off-set by providing a benefit to the City of equal or greater value relative to the departure requested;
9. Conditions providing for review procedures and standards for implementing decisions, together with conditions explicitly addressing enforceability of Development Regulation Agreement;
10. Procedures for modifications to the DRA;
11. Vesting period specified;
12. Buildings shall be LEED certified to gold level, or equal.

# Mixed-Use Process & Schedule

**CONCLUSION:** A rezone to a Mixed-Use district would more appropriately fit both the project scope and the anticipated development of the area in general as the Link light rail extends down South 19th Street. The process for the rezone is lengthy; involving the city planning department, the Planning Commission, and City Council, with several opportunities for public input. This process would fully scope out impacts of the proposed changes and once in place would allow a regular permitting process based on the code requirements and standards of the new zone.

A Development Regulation Agreement is an appropriate method to manage development for the overall plan.

We conclude that a combination of both a Rezone and a Development Regulation Agreement would be required to fully accomplish the overall Sports Village concept of Workstream 3.

**Important Note:** This work would need to start promptly with an application to the city by April 1, 2019, followed by a couple months of coordination with Metro Parks and City staff to accomplish the schedule on the next page. If this timeline cannot be met, the rezone will slide two years to the next Comprehensive Plan Update cycle.



The City is currently utilizing a two-year cycle for Comprehensive Plan amendments, with City-initiated amendments generally processed in odd-year adoption cycles and private-initiated amendments processed in even-year adoption cycles.

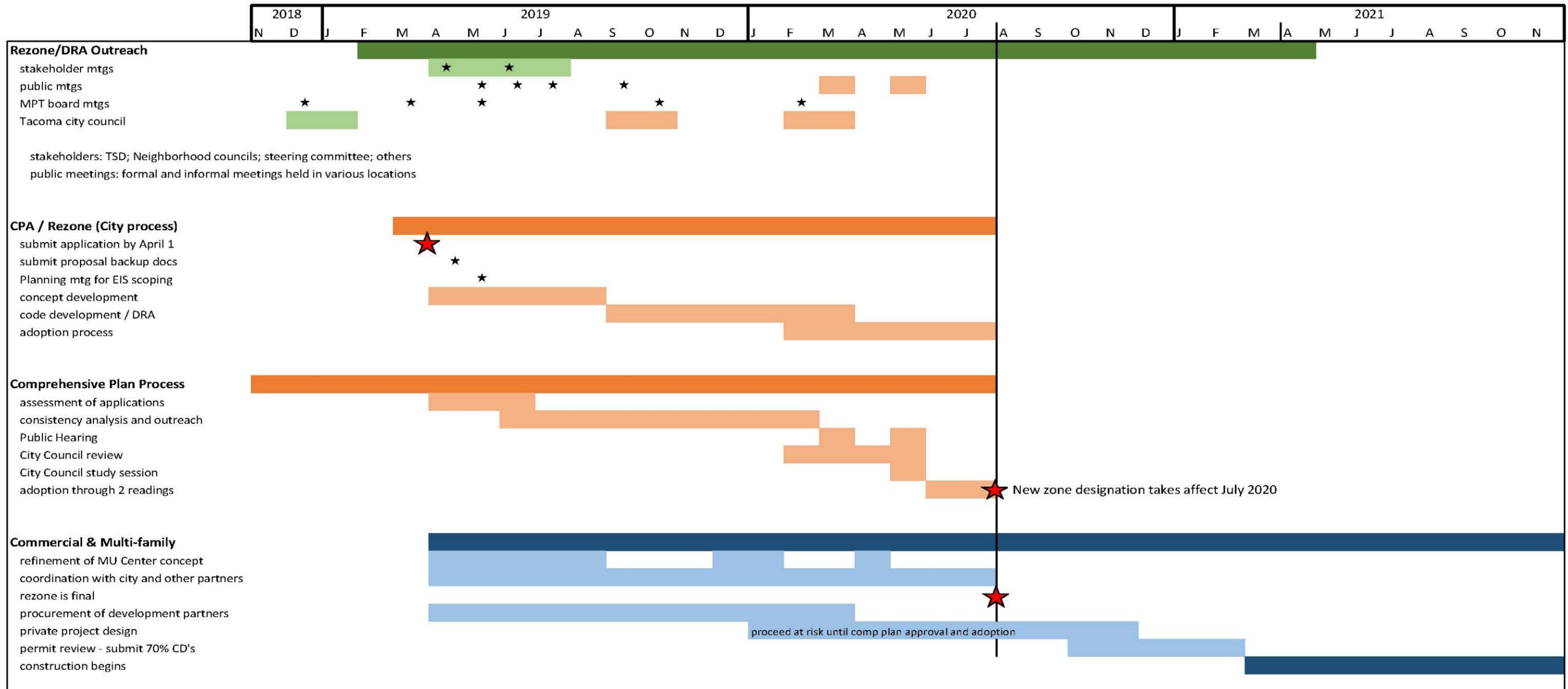
By 2039 it is anticipated that the Tacoma Link will extend from its 2022 terminus in the Hilltop neighborhood to Tacoma Community College (TCC) with six additional stations. Tacoma Link will grow to 8.4 miles with 18 stations, connecting to the Tacoma Dome Station, which is served by regional light rail starting in 2030.



# E

## Mixed-Use Process & Schedule

Sports Village - Estimated Schedule





## Assessment of Application Planning Commission Determination

July 17, 2019

<b>Application:</b>	<b>View Sensitive Overlay District Code Update/Narrowmoor Neighborhood Area Wide Rezoning.</b>
<b>Applicant:</b>	<b>West Slope Neighborhood Coalition</b>
<b>Summary of Proposal:</b>	A request to amend Tacoma Municipal Code Title 13 to create a new category of View Sensitive Overlay District which would restrict building height to 20 feet. At present the View Sensitive Overlay District restricts building height at 25 feet.  There would be a simultaneous area wide rezoning request that would rezone place the Narrowmoor area within the new VSD-20 Overlay District.
<b>Location and Size of Area:</b>	West Slope area approximately 159 acres, encompassing approximately 311 parcels.
<b>Current Land Use and Zoning:</b>	R-1 VSD
<b>Neighborhood Council Area:</b>	West End
<b>Staff Contact:</b>	Larry Harala, (253) 591-5640, <a href="mailto:lharala@cityoftacoma.org">lharala@cityoftacoma.org</a>

### 1. Background

The “Narrowmoor Neighborhood” is comprised of four plats that were initially established in 1941, with a majority of lots developed by the mid-1960s. The View Sensitive Overlay District was created in the late 1980s with the intention of view preservation. As adopted, the View Sensitive Overlay District applies a uniform height maximum of 25’. In 2019, a height survey was conducted for 330 homes in Narrowmoor, which established that the average current height of the structures is 16.1’.

In 2019, the City adopted allowances for Detached Accessory Dwelling units (DADU) in the R-1 Zoning District. Height limits for DADUs are based on several factors, but ultimately must not exceed the height of the primary structure. This ordinance is cited in the applications as an impetus for the application and community concerns over potential view impacts resulting from increased development pressure.

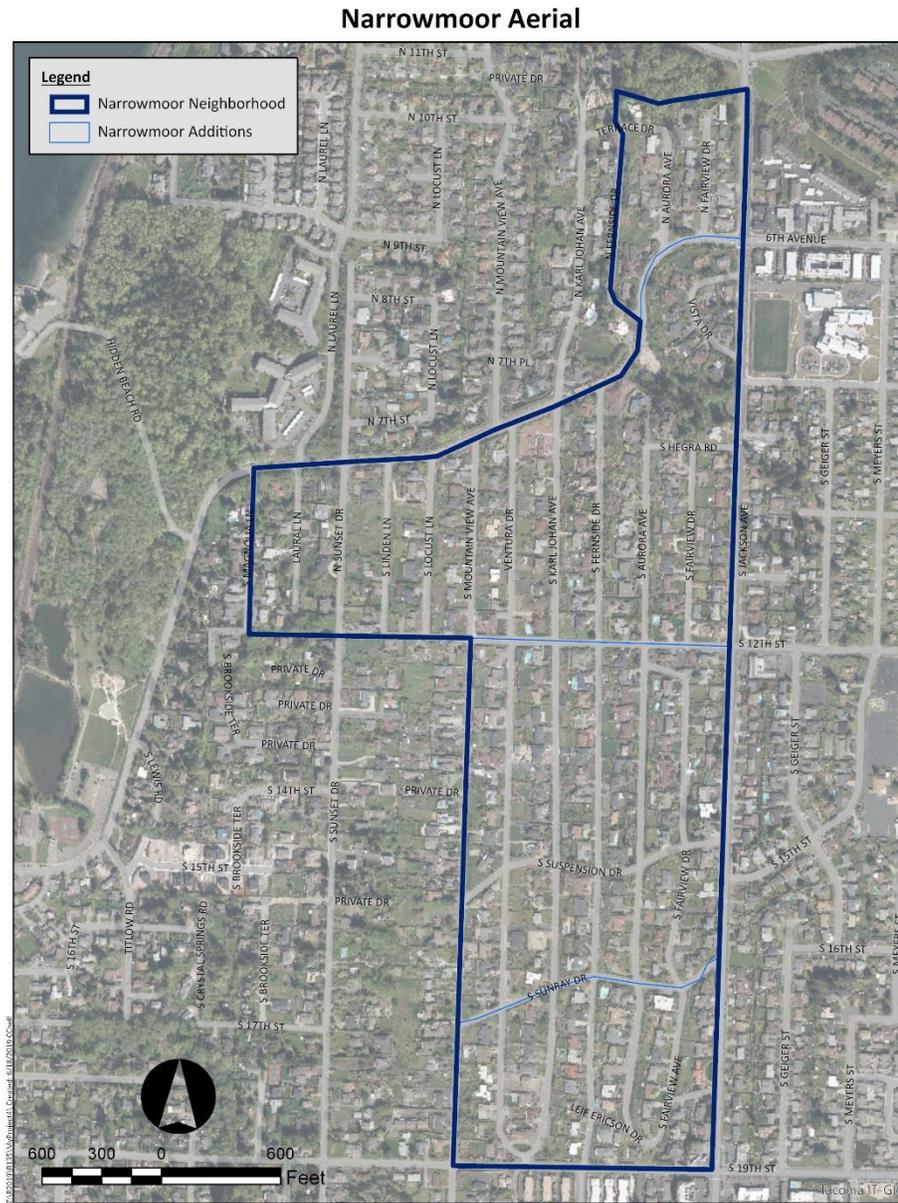
This request has a substantial background of prior City review. The City of Tacoma examined the area as a potential historic district in 2009. The West Slope Neighborhood Coalition applied to create a conservation district in 2015. Both efforts were ultimately unsuccessful when the City Council opted to deny the proposals. Also a general consideration was made in 2017 relating to the View Sensitive Overlay District when the City of Tacoma considered possible amendment of the View Sensitive Overlay District requirements in Old Town pertaining specifically to commercially zoned properties.

## 2. Area of Applicability

As requested by the applicant, the area of applicability includes an approximately 311 lot area comprised of Narrowmoor Additions 1-4 (Approximately 159 acres), which is generally bounded by:

- South Jackson Avenue
- 6<sup>th</sup> Avenue (there are a few lots north of 6<sup>th</sup> Ave)
- South Mountain View Avenue
- 19<sup>th</sup> St West

The map below depicts the general application area.



### 3. Public Scoping Comments and Staff Responses

The Planning Commission conducted a public scoping hearing on June 19, 2019 on the proposed scope of work for the application, and kept the hearing record open through June 21, 2019 to accept written comments. The following are a summary of the comments received and the corresponding responses from staff:

- **Comment** – 25 comments of support. The comments were general in nature and supportive of the application. No information was presented that makes significant addition to the arguments presented in the application, rather they are generally re-affirming of the application and proposal.

**Staff Response:** The comments were general comments of support, primarily pertaining to the Narrowmoor area. Staff will note that the conditions of Narrowmoor are not unique citywide.

- **Comment** – 5 comment of opposition. Concerns that the application is too specific in the focus on a single area, concerns that the application will restrict future in-fill development opportunity. Concern that the application is inequitable. Concern that the applicant does not speak for all area residents and the application was made without full consent of the area.

**Staff Response:** Staff does not concur with the assertion that a limitation of height, whether for view preservation or for general height compatibility, would necessarily limit opportunity for future infill development or have an adverse impact on property affordability. Currently R-3, R4-L zoning districts have a 35 foot height limitation and could easily adapt to a 25 or 20 foot height limitation and still provide opportunity for multi-family development. If in future City of Tacoma land use policies to change the VSD overlay districts, be they 20 or 25 foot limited, should allow opportunity for infill development and even conceivably opportunity for up-zoning, should city policy ever move in that direction.

Regarding the assertion that the application is inequitable, that is a policy level consideration and staff has no opinion on that. Regarding standing of the applicant, staff has verified with the City of Tacoma City Attorney's Office that the applicant does have sufficient standing to make an application. That however does not address the concern of whether or not the way in which outreach to the area has been conducted by the applicant and how individual area residents may have been included or excluded in the decision to make this application.

### 4. Planning Commission requested information

- Greater exploration of the original intent of the VSD. View Sensitive Area Study exhibit 1. If the Planning Commission deems to accept the application staff will compile a more detailed legislative history. Staff has made requests to the state archives for original minutes and backup material at this time.
- Cross sections of the slope of the area compared to Old Town. This might be possible with the Light Detection and Ranging/Laser Imaging, Detection and Ranging LIDAR data we have currently and staff could work with GIS more on this if the application is accepted by the Planning Commission. See exhibit 2.
- Codes Covenants and Restrictions (CC&Rs) – Provided as exhibit 4

### 5. Scoping Options

Staff has identified 4 primary options if the Planning Commission chooses to move this application forward. As staff has examined the LIDAR data, several areas with similarity to the application area have been identified. Based on that preliminary evaluation staff recommends option 3, expand the focus to all of the existing VSD area within the City of Tacoma.

Option Analysis:

- a) Accept Application as proposed (Narrowmoor focused). This option would require the least effort and more targeted community engagement. This would include an analysis of the more immediate neighborhoods surrounding Narrowmoor and is unlikely to significantly increase the work load or to broadly expand community engagement needs.
- b) Expand scope of consideration to focus on the entirety of the West End, existing VSD areas (would likely add a few additional areas where there's a concentration of similar circumstances). Expand focus citywide existing VSD areas (see attachment 2). This would significantly increase the need for extensive community engagement as well as consultant services.
- c) Expand focus of the project to consider areas not currently zoned VSD. This may not require more significant effort beyond the work required in option 2, as it would likely focus on the McKinley Hill and Strawberry Hill areas of the City. This option would require a similar level of effort to identify areas where a VSD-20 and VSD-25 would be warranted and to quantify the associated view impact of those height variations given distinct slope topography across the City.

## 6. Policy Review (supplemental to the May 29 draft Assessment Report)

Following the Commission's Public Hearing on ???, Commissioners raised questions for staff regarding the policy basis for the View Sensitive District. Specifically, Commissioners were concerned that view policies of the One Tacoma Plan are predominantly focuses on public views and scenic areas. In response, staff is providing the following citations of policies that staff believe support the application and the general intent of the View Sensitive District.

- **Policy DD-4.3** Encourage residential infill development that complements the general scale, character, and natural landscape features of neighborhoods. Consider building forms, scale, street frontage relationships, setbacks, open space patterns, and landscaping. Allow a range of architectural styles and expression, and respect existing entitlements.
- **Policy DD-4.7** Emphasize the natural physical qualities of the neighborhood (for example, trees, marine view, and natural features) and the site in locating and developing residential areas, provided such development can be built without adversely impacting the natural areas. Where possible, development should be configured to utilize existing natural features as an amenity to the development.
- **Policy UF-13.2** Promote infill development within the residential pattern areas that respects the context of the area and contributes to the overall quality of design.
- **Goal UF-13** Promote the unique physical, social and cultural character Historic Residential Pattern Areas as integral to Tacoma's sense of place.
- **Policy UF-13.2** Promote infill development within the residential pattern areas that respects the context of the area and contributes to the overall quality of design.
- **Policy UF-13.4** New development should be oriented to take advantage of the view of Commencement Bay and the Tacoma Narrows and to preserve significant public views.

The following Pattern Areas currently utilize View Sensitive District Overlays.

- **Pattern Area 1: Post-War Slopes** These areas were primarily developed during the post-war period and is characterized by the prevalence of garages, curvilinear streets, and cul-de-sac development. The disrupted street grid limits route directness but lends itself to a sense of

privacy and security within neighborhoods. Houses tend to be ranch, double-ranch, or more contemporary building styles, often with garages more prominently situated at the front of the structure and facing the street, as alleys are rare. Many homes have long frontages and are typically 1–1.5 stories as the area includes view overlays.

- **Pattern Area 3: Pre-War Compact** This is Tacoma’s most historic section of residential development, and also some of the densest neighborhoods in Tacoma, containing homes ranging from pre-1900 to the current era. The street grid is very well connected and blocks tend to be fairly short, supporting a highly walkable environment. This area has a variety of pre-zoning non-conforming lot sizes, prevalent alleyways, many large historic homes, and a mix of residential types and non-residential uses blended within the historic fabric. A significant portion of this area is built on dramatic slopes with home designs emphasizing views of Commencement Bay and Puget Sound.

## 7. Assessment of the Application

The applications were reviewed against the following assessment criteria pursuant to TMC 13.02.045:

- a) *If the amendment request is legislative and properly subject to Planning Commission review, or quasi-judicial and not properly subject to Commission review.*

Staff Assessment: The amendment is legislative and properly subject to Planning Commission review.

- b) *If there have been recent studies of the same area or issue, which may be cause for the Commission to decline further review, or if there are active or planned projects that the amendment request can be incorporated into.*

Staff Assessment: In 2015 there was a request to create a conservation district for the West Slope area, while this request is different in scope staff could see a compelling argument that the primary intent is the same. In 2017 the Planning Commission and City Council considered amending the View Sensitive Overlay District code on a citywide basis and opted to table the idea due to other priorities and staffing resources.

- c) *If the amount of analysis necessary is reasonably manageable given the workloads and resources of the Department and the Commission, or if a large-scale study is required, the amendment request may be scaled down, studied in phases, delayed until a future amendment cycle, or declined.*

Staff Assessment: If this action is restricted to the Narrowmoor Additions area (approximately 330 parcels) exclusively this request could potentially fit into the 2020 work plan for the Planning Commission and the Long Range Planning group. This proposal would also potentially be more manageable with engagement of a consultant to assist independent technical evaluation necessary.

If, however, the policy direction is to consider evaluating the View Sensitive Districts at the citywide level this would be of a sufficient scope that it will require significantly more consultant services to support the review and height impact analysis as well as a greater commitment of staff and consultant services to a broader, community wide engagement effort.

## 8. Recommendation

According to TMC 13.02.045, the Planning Commission will review this assessment and make its decision as to:

- a) *Whether or not the application is complete, and if not, what information is needed to make it complete;*
- b) *Whether or not the scope of the application should be modified, and if so, what alternatives should be considered; and*
- c) *Whether or not the application will be considered, and if so, in which amendment cycle. The Planning Commission shall make determinations concerning proposed amendments.*

Staff recommends that the Planning Commission accept the application to create a VSD-20 Overlay District and forward it into the technical analysis phase of the 2020 Amendment Process, with the following modification to the scope of work:

- Expand the area of applicability for this review to include the areas where preliminary LIDAR data suggests the greatest concentration of properties that have potential to benefit from a 20 foot building height restriction. In addition to the areas depicted in Exhibit A staff also recommends a preliminary analysis of the applicability to the McKinley Hill/Strawberry Hill areas of the City be conducted.
- Consider cross sections of slopes in the West End, North End, East Side, and Northeast Tacoma to consider the impact of height limitations (20' vs 25') in determining the appropriate height overly;
- Assess the general building height characteristics within these broader areas.

If the Commission agrees with the staff recommendation, staff would begin the process of soliciting consultant services to support the effort and working with the Planning Commission to refine the data needs, view analysis, and applicability criteria that could be used to inform the Commission's analysis and recommendations.

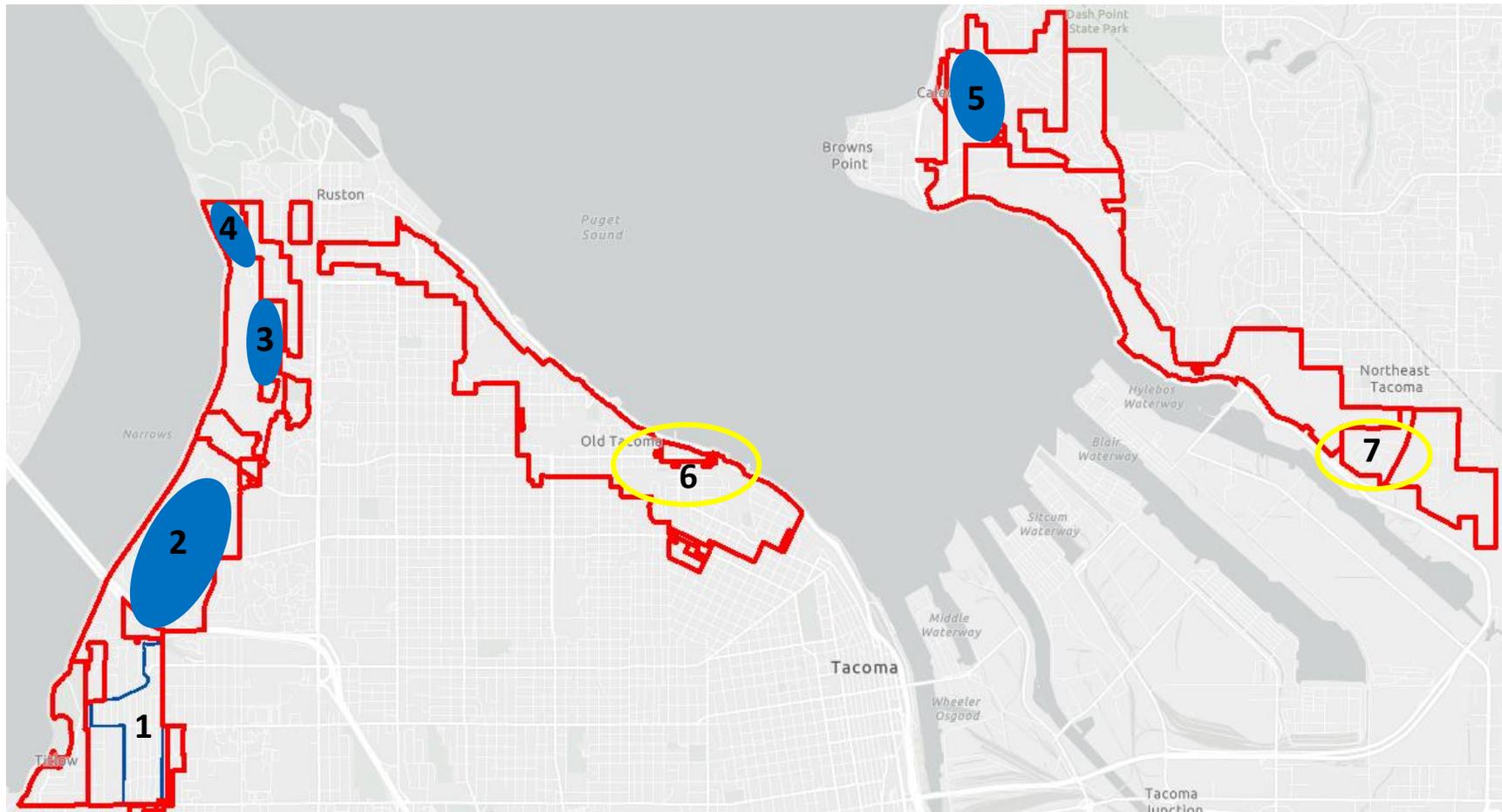
Staff does not recommend that the View Sensitive Code be extensively modified, however, there may also be opportunity for some minor modifications such as the addition of intent language and a clarification of the existing language which may have become non-applicable.

## 9. Exhibits:

A – Preliminary LIDAR data

B – 1988 View Sensitive Area Study (contained on USB drive, available to the general public by request)

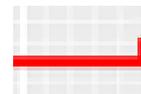
# Preliminary LIDAR Data – Potential VSD-20 Areas



Possible areas of applicability for VSD 20



View Sensitive Overlay District Boundary



1-Narrowmoor (Application)

2- Narrows Bridge Addition/Tacoma Olympic View Addition/Miller’s Panorama Park

3- North Vassault Street & North 45th Street

4- North Mildred Street & North Parkside Lane Area

5- Sea View Terrace/Beverly Heights/Scenic View Heights

6- Old Town – Not recommended for inclusion based on LIDAR data

7- Pointe Woodworth – Not recommended for inclusion based on LIDAR Data

The following series of LIDAR map images provides an indication of various locations around the City of Tacoma that could potentially benefit from a proposed 20 foot building height limitation. The LIDAR data suggests that there are areas that have similar height profiles and characteristics to the Narrowmoor area.

**A few notes on the LIDAR map pages:**

The City of Tacoma GIS team staff has confidence in the data and indicates it is high quality when compared to LIDAR data being used elsewhere, there is an approximate margin of error at around 1 foot. The map tool does appear to offer good insight into the overall height profiles of the VSD areas of Tacoma. A key is included with the following map pages for reference, the gray tones indicate heights below 20 feet, and the generally warmer colors indicate heights above 20 feet. Point Woodworth is included primarily as a contrasting reference, the area is within the VSD overlay however given the LIDAR data it is clearly a homogenously 25 foot building height development.

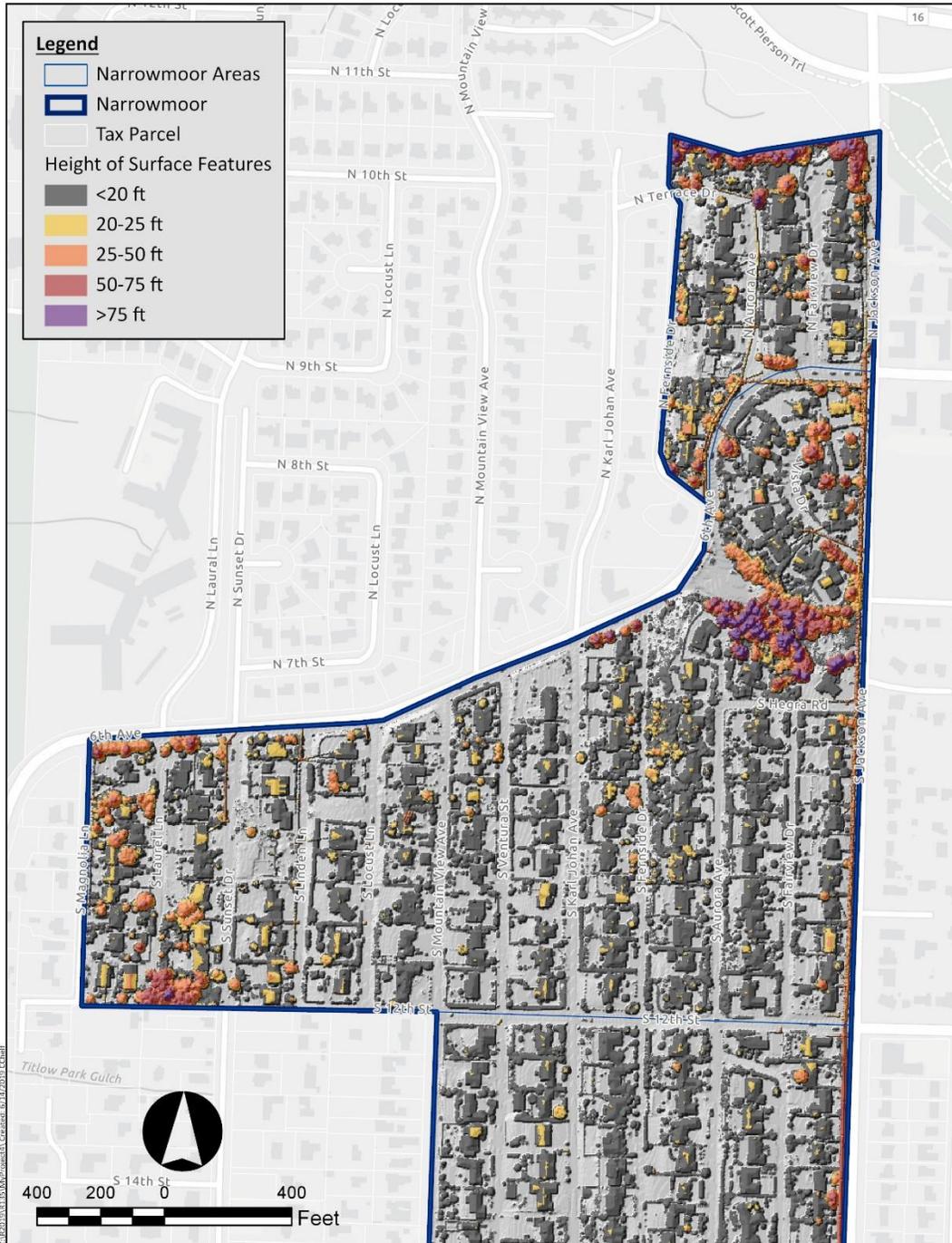
Staff does acknowledge low clarity on the LIDAR slides in the packet but provides them to be used at this time as just a very general reference showing broad height profile of the given area, not to provide clarity down to the individual property level. If the application is accepted, staff will continue working to ensure that the Commission has the highest quality reference materials including access to larger and more detailed maps with more individual focus on the given areas as well as any additional materials based on the preference of the Planning Commission.

# Narrowmoor



Area built out from the early 1950s to mid-1960s.

# Narrowmoor Height of Surface Features - North



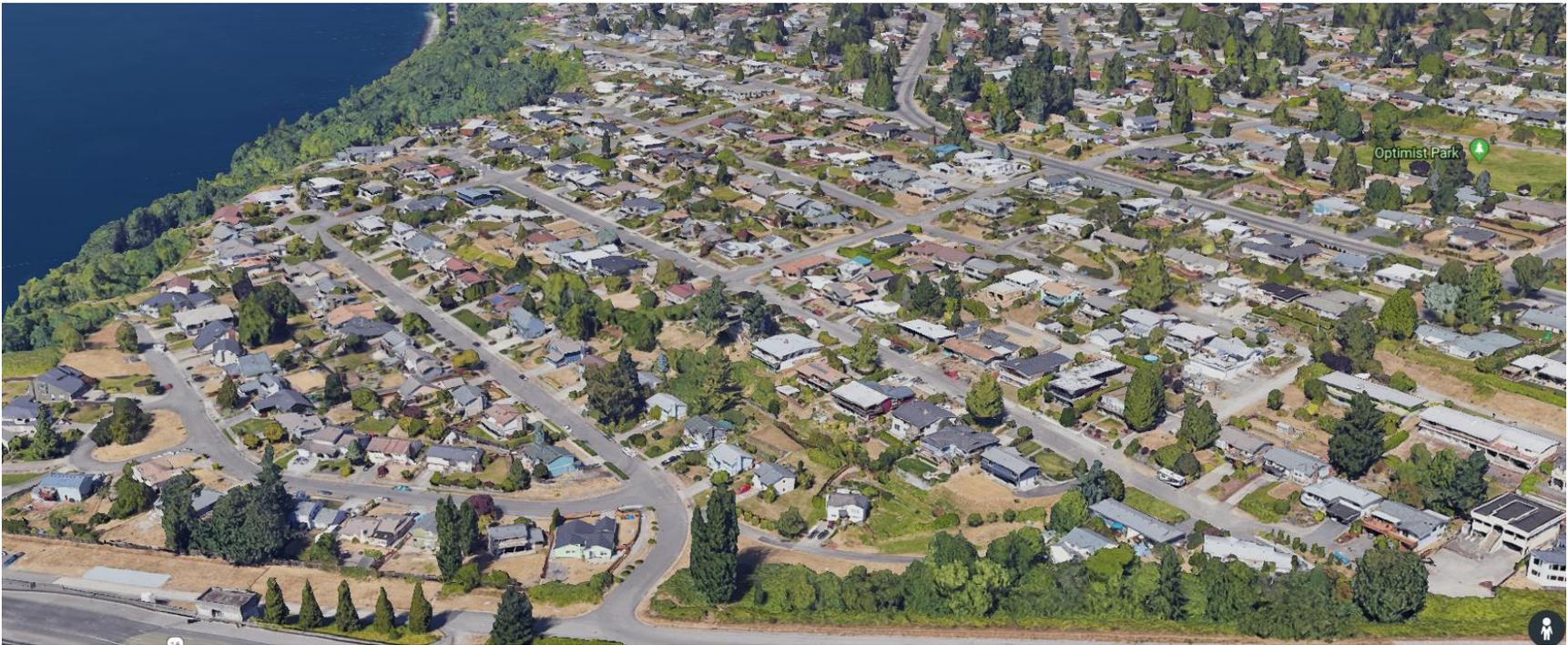
# Narrowmoor Height of Surface Features - South



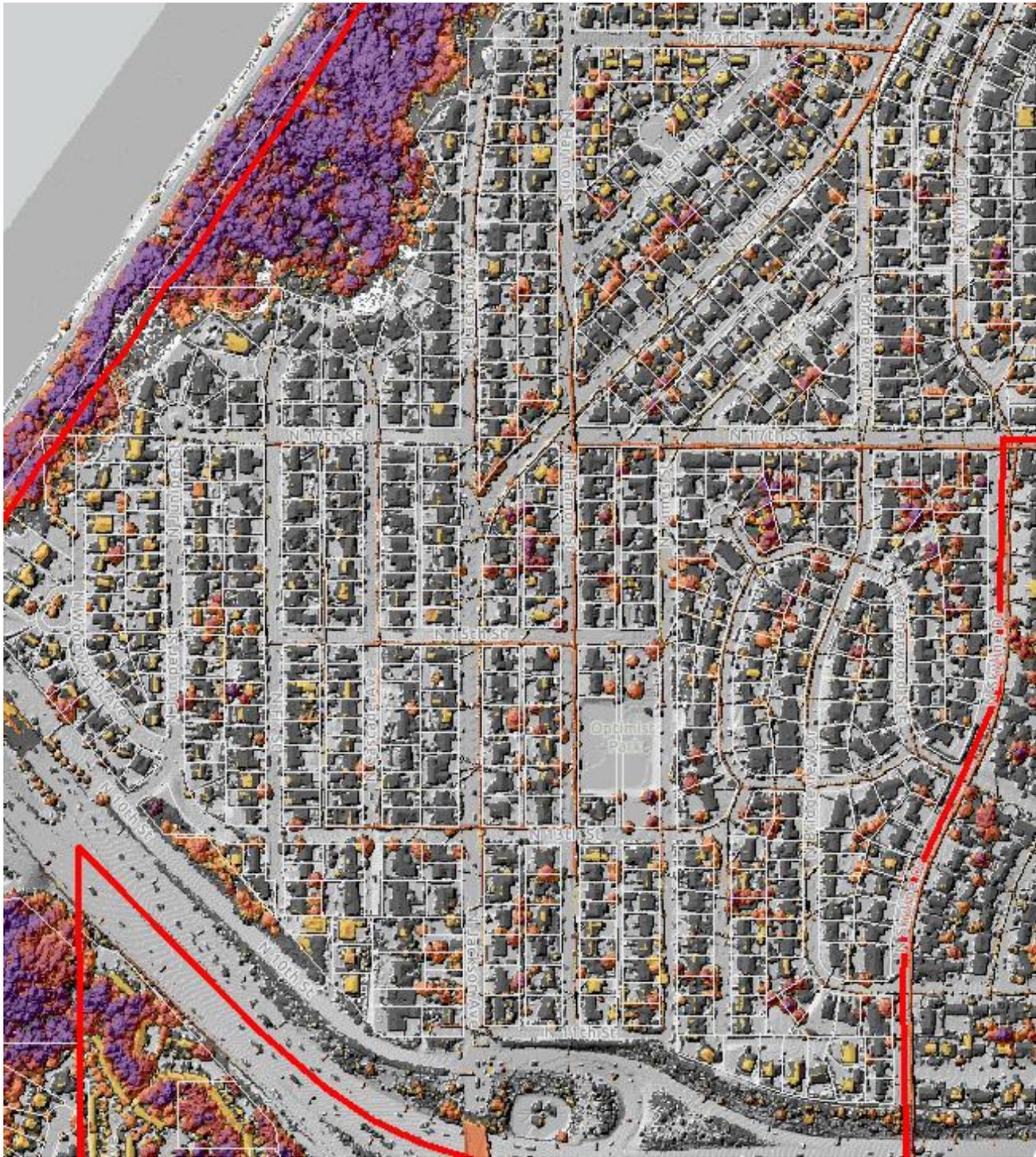
2020/01/28 10:53 AM MountainView CA, Created: 07/16/2019 09:00 AM



## **Narrows Bridge Addition/Tacoma Olympic View Addition/ Miller's Panorama Park**



Area built out in the late 1950s through Mid-1960s. Several newer homes and many very extensive addition/remodels.



Height of Surface Features

- <20 ft
- 20-25 ft
- 25-50 ft
- 50-75 ft
- >75 ft

## North Vassault Street & North 45<sup>th</sup> Street Area



Area built out between the mid-1960s to the early 1980s.



▼  Height of Surface Features

- <20 ft
- 20-25 ft
- 25-50 ft
- 50-75 ft
- >75 ft

## North Mildred Street & North Parkside Lane Area



Area built out between the late 1990s to early 2000s



# *Sea View Terrace/Beverly Heights/Scenic View Heights*





Height of Surface Features

- <20 ft
- 20-25 ft
- 25-50 ft
- 50-75 ft
- >75 ft

## Old Town



Old Town contains a variety of residential and commercial structures developed from the late 1800s through the early 2000s.



## Pointe Woodworth



Development built out in the late 1990s to early 2000s.

\*Development is primarily zoned R-2-PRD-VSD



▼  Height of Surface Features

■ <20 ft

■ 20-25 ft

■ 25-50 ft

■ 50-75 ft

■ >75 ft



**Assessment of Application  
Planning Commission Determination**

July 17, 2019

<b>Application:</b>	<b>Transportation Master Plan (TMP) Amendments</b>
<b>Applicant:</b>	Public Works Department
<b>Summary of Proposal:</b>	Amending the TMP (the transportation element of the <i>One Tacoma</i> Comprehensive Plan) by updating policies, priority networks, project list, and performance measures; incorporating the Tacoma Mall Neighborhood Subarea Plan; making changes to support multimodal level of service, impact fees, or Vision Zero, a plan to eliminate traffic fatalities and serious injuries; and incorporating the Dome District Business Association’s request to strengthen pedestrian priorities in the Downtown Regional Growth Center.
<b>Location and Size of Area:</b>	Citywide
<b>Current Land Use and Zoning:</b>	Various
<b>Neighborhood Council Area:</b>	Citywide
<b>Staff Contact:</b>	Jennifer Kammerzell, (253) 591-5511, <a href="mailto:jkammerzell@cityoftacoma.org">jkammerzell@cityoftacoma.org</a> Lihuang Wung, (253) 591-5682, <a href="mailto:lwung@cityoftacoma.org">lwung@cityoftacoma.org</a>

**Public Scoping Comments and Staff Responses:**

The Planning Commission conducted a public scoping hearing on June 19, 2019 on the proposed scope of work for the application, and kept the hearing record open through June 21, 2019 to accept written comments. The following are a summary of the comments received and the corresponding responses from staff:

- **Comment (testimony)** – As referenced in the Dome District Business Association’s (DDBA) application that is included in this TMP Amendments application as an attachment, there is not enough focus on pedestrians in the TMP. The TMP Amendments should center on truly understanding how the pedestrians deal with the streets and other public spaces.

**Staff Response:** The DDBA’s application to the Transportation Commission submitted in 2018 requests to strengthen pedestrian priorities in the Downtown Regional Growth Center. Public Works staff and the Transportation Commission have already recommended including the request for evaluation as part of the TMP Amendments. The TMP’s role is to help Tacoma consider its transportation systems, how well they’re functioning and what needs, including funding, will be necessary over the next 25 years and beyond.

- **Comment (written comments)** – The commenter suggested a comprehensive project of “6th Avenue Corridor Walkability and Mobility Improvements” located on 6th Avenue from Ainsworth to Alder that would include major components of “Rework the Sprague/Division/6th Avenue intersection”, “Extend protected bike lanes through the 6th Avenue Business District on 6th Avenue”, and “Reduce Parking Requirements for Housing Developments Along 6th Avenue from Sprague to Yakima.” The commenter also argued for the potential benefits of each component and provided supplemental materials including sample photos of roundabouts and bike lane treatments and an article regarding the conversion of street parking into bike lanes.

**Staff Response:** The proposed project and associated information will be added to the scope of work for the TMP Amendments, to be reviewed by the Transportation Commission starting this fall. Staff notes that currently there are several projects listed in Appendix B of the TMP document, as shown below. Some of them may be conflicting with each other.

- 6th Avenue Roundabout
- Bike lanes on 6th Avenue between Ainsworth and Broadway, Walters Rd and Jackson,
- Shared lane markings on 6th Avenue between Sprague and Jackson
- 6th Avenue from Sprague to Alder - Complete sidewalk network and provide crosswalks, lighting, landscaping, and bulb-outs
- 6th Avenue – Jackson to Walters – Complete Streets/arterial improvement
- 6th Avenue – Jackson to Orchard – Traffic calming, install landscape medians on 6th Ave between Jackson and Orchard

Staff also notes that the 6th Avenue corridor is also listed on the conflicted corridor that lists transit (high capacity) as the primary priority and bike as secondary priority. A balance to support the modes within the given right-of-way is required, as well as a study to analyze the impacts of removing parking, eliminating turn lanes, and limited circulation. While there may be a low cost interim project, an evaluation of impacts prior to implementation would be required.

- **Comment (from the Planning Commission)** – What is the review timeline of the TMP amendments for the Transportation Commission and the Planning Commission?

**Staff Response:** The tentative timeline is as follows, subject to change:

<b>DRAFT Schedule for Transportation Master Plan Amendments 2019-2020</b>	
<b>Date</b>	<b>Description of Work or Meeting</b>
August 21, 2019	Transportation Commission review – Dome District application and Project List/Modal Priorities
September 18, 2019	Transportation Commission review – Dome District application and Project List/Modal Priorities
October 16, 2019	Transportation Commission review – Impact Fees
November 6, 2019	Planning Commission presentation – Status of Amendment Review
November 20, 2019	Transportation Commission review – Vision Zero and Impact Fees
December 18, 2019	Transportation Commission review – Vision Zero and Impact Fees
January 15, 2020	Transportation Commission TMP Amendments recommendation to the Planning Commission
February 5, 2020	Planning Commission review
March 4, 2020	Planning Commission review and release for public review
April 15, 2020	Planning Commission public hearing
May 6, 2020	Planning Commission post-hearing review
May 20, 2020	Planning Commission recommendation to the City Council

**Staff Recommendation:**

Staff recommends that the Planning Commission accept the TMP Amendments application, as reviewed by the Commission on May 29, 2019, and forward it to the technical analysis phase of the 2020 Amendment process, with the understanding that (a) the Dome District Business Association’s request has already been included in the scope of work of the application, (b) the “6th Avenue Corridor Walkability and Mobility Improvements” project will be added to the scope of work, and (c) the review of the TMP Amendments by the Transportation Commission and the Planning Commission will generally follow the above-mentioned schedule.





**Assessment of Application  
Planning Commission Determination**

July 17, 2019

<b>Application:</b>	<b>Minor Plan and Code Amendments</b>
<b>Applicant:</b>	Planning and Development Services Department
<b>Summary of Proposal:</b>	Minor revisions to the <i>One Tacoma</i> Comprehensive Plan and various sections of the Tacoma Municipal Code, intended to keep information current, address inconsistencies, correct minor errors, increase clarity, and improve provisions that, through implementation of the Plan and the Code, are found to be unclear or not fully meeting their intent. Proposed revisions are not intended to suggest substantive or policy-level amendments to the Plan or the Code.
<b>Location and Size of Area:</b>	Citywide
<b>Current Land Use and Zoning:</b>	Various
<b>Neighborhood Council Area:</b>	Citywide
<b>Staff Contact:</b>	Lihuang Wung, (253) 591-5682, <a href="mailto:lwung@cityoftacoma.org">lwung@cityoftacoma.org</a>

**Public Scoping Comments and Staff Responses:**

The Planning Commission conducted a public scoping hearing on June 19, 2019 on the proposed scope of work for the application, and kept the hearing record open through June 21, 2019 to accept written comments. The following are a summary of the comments received and the corresponding responses from staff:

- **Comment** – Using vacant lots as temporary surface parking is not very temporary, and once parking is there it is hard to change. This has been true for the Dome District and downtown for decades. Stronger language in the Comprehensive Plan and the South Downtown Subarea Plan should be provided to address this issue.

**Staff Response:** Staff recommends adding this issue to the scope of work for further analysis. Staff acknowledges that the commenter made a reference to the following provisions as contained in the South Downtown Subarea Plan:

*Policy 1.4: Manage parking to support transit access and promote transit ridership.*

*Proposed Action 1.4.2: Avoid creating more surface parking lots in close proximity to South Downtown transit stations; whenever possible locate parking below grade, or in above-grade structures that are wrapped with active street-level uses.*

- **Comment** – Regarding residential yard space, Ordinance No. 28511 (Tacoma Mall Neighborhood Subarea Plan, April 20, 2018) has a loophole where developers would be able to reduce yard space based on proximity to a public park or school even when the school or park is not accessible.

**Staff Response:** This issue has been partially addressed during the 2019 Amendment process. The “Minor Plan and Code Amendments” application of the 2019 Amendment includes a list of proposed amendments to the Tacoma Municipal Code (TMC), and #10 on the list would amend TMC 13.06.100.D and 13.06.300.G to clarify that open space located at a park or school associated with the onsite open space/yard requirements of multifamily or mixed-use development must be accessible, functional, and available on a long-term basis. This issue may need to be further studied and may involve policy-level discussions within the context of open space, urban design, and public facilities and services. Staff recommends adding this issue to the scope of work for further analysis.

- **Comment (from the Planning Commission)** – At the meeting on June 19, 2019, upon concluding the discussion on the Future Land Use Map Implementation application of the 2019 Amendment, the Commission suggested a need to explore and study density bonus incentives in the R-3 and R-4L Zoning Districts that would support the retention of existing structures while supporting an increase in housing choices and minimizing disruption to existing neighborhood character. The Commission requested that this issue be addressed in the 2020 Amendment process.

**Staff Response:** The issue of “Incentives for Retention of Existing Residential Structures” will be added to the scope of work for the Minor Plan and Code Amendments.

**Staff Recommendation:**

Staff recommends that the scope of work for the Minor Plan and Code Amendments application be modified with the addition of three issues as mentioned above and as depicted in the table below (items 17, 18 and 19) and that the Planning Commission accept the application as modified and forward it to the technical analysis phase of the 2020 Amendment process, with the understanding that the scope of work is subject to adjustments as deemed appropriate by the Commission as the analysis progresses.

No.	Subject	Plan/Code Section
1.	Flexibility for nonconforming commercial buildings in residential districts	13.06.630
2.	Light Trespass into Any Residential Use	13.06.503
3.	Rezone Modification	13.05
4.	Emergency and Transitional Housing	13.06.700
5.	Street Trees Applicability Section not consistent with Street Trees in Development Standards section	13.06.502.B.2 and E.6
6.	TMC 13.06.645 Variances	13.06.645
7.	Comprehensive Plan Preamble	Introduction Chapter
8.	Bicycle Parking for Schools	13.06.512.D.
9.	Commercial Districts adjacent to Residential Districts	Building Code
10.	Egress Windows	Building Code
11.	Option E Tap	Building Code
12.	Elevator Lobbies	Building Code
13.	Highland Hills Golf Course Zoning	13.06.650.C.2.
14.	Accessible Parking Requirement	Building Code
15.	Code Section Reorganization	13.05, 13.06, 13.06A, 13.09
16.	Compliance with RCW 58.17	13.04
17.	Temporary surface parking	South Downtown Subarea Plan
18.	Residential yard space	13.06
19.	Incentives for Retention of Existing Residential Structures	13.06