



**To:** Planning Commission  
**From:** Larry Harala, Planning Services Division  
**Subject:** **Heidelberg-Davis Land Use Designation Change**  
**Date:** February 13, 2020  
**For the Meeting of:** February 19, 2020

**Action Requested:**  
Comment and Direction.

**Discussion:**

At the meeting on February 19, 2019, the Planning Commission will receive an update on the Heidelberg-Davis Land Use Designation Change Request, one of the applications for the 2020 Annual Amendment to the Comprehensive Plan and Land Use Regulatory Code. Staff will present a summary of the request, staff analysis that has been conducted, and an update on public outreach efforts thus far.

Attached to facilitate the Commission's review is the Preliminary Staff Analysis Report. Please focus your review on the Preliminary Conclusions on the last page. Also attached are two pieces of supplemental information.

**Project Summary:**

This application is a request for a land use designation change on the City of Tacoma Future Land Use Map (Figure 2 of the One Tacoma Plan) at the subject site from a "Parks and Open Space" to "Major Institutional Campus." The applicant (Metro Parks Tacoma) has expressed a desire to at a future time develop the site with a soccer stadium possibly including accessory educational and healthcare facilities. To ensure that the future plans are in compliance with the land use designation the applicant is requesting the change now.

**Prior Actions:**

- July 17, 2019 – Planning Commission accepted the application
- June 19, 2019 – Planning Commission Public Scoping Hearing

**Staff Contact:**

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

**Attachments:**

1. **Preliminary Staff Analysis Report**, February 13, 2020
2. **Ballfield Analysis** (Memo from Metro Parks Tacoma, February 12, 2020, providing information in response to questions posed at the 2020 Amendment Public Scoping Hearing conducted by the Planning Commission on June 19, 2019)
3. **Heidelberg Sports Village Feasibility Study Excerpt** (as presented to a joint session of the City Council and the Metro Parks Board of Commissioners on July 9, 2019)

c. Peter Huffman, Director







# Heidelberg-Davis Land Use Designation Change Request

Agenda  
Item  
D-1

## Preliminary Staff Analysis Report February 13, 2020

This application is a request for a land use designation change on the City of Tacoma Future Land Use Map (Figure 2 of the *One Tacoma Plan*) at the subject site from a “Parks and Open Space” to “Major Institutional Campus.” The applicant has expressed a desire to at a future time develop the site with a soccer stadium possibly including accessory educational and healthcare facilities. To ensure that the future plans are in compliance with the land use designation the applicant is requesting the change now.

The City of Tacoma City Council has been working towards formal direction regarding the potential stadium development and is scheduled to consider direction to staff to issue a formal letter of intent at the upcoming March 3, 2020 City Council meeting.

### Project Summary

<b>Project Title</b>	Heidelberg-Davis Land Use Designation Change Request
<b>Applicant:</b>	Metropolitan Park District of Tacoma
<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>Date of Report:</b>	2/13/2020
<b>Proposal Summary:</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.” The applicant expresses the long term interest in developing the site with a professional soccer stadium and possible accessory educational, healthcare and retail uses. With potential for future phases which may include residential and more retail.</p> <p>The designation of Major Institutional Campus would be more appropriate given the initial phase of development, future phases may trigger the need for a different Comprehensive Plan Land Use Designation</p>



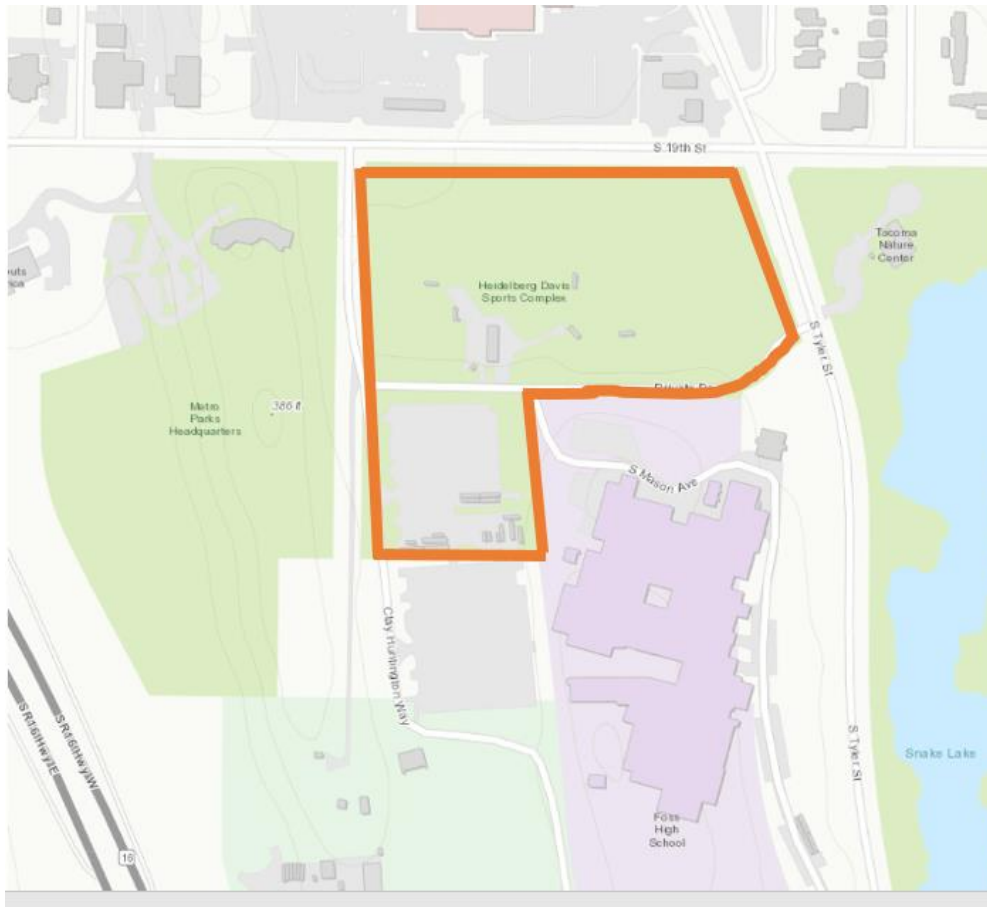
**Planning and Development Services**  
**City of Tacoma, Washington**

**Peter Huffman, Director**

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## 1. Area of Applicability

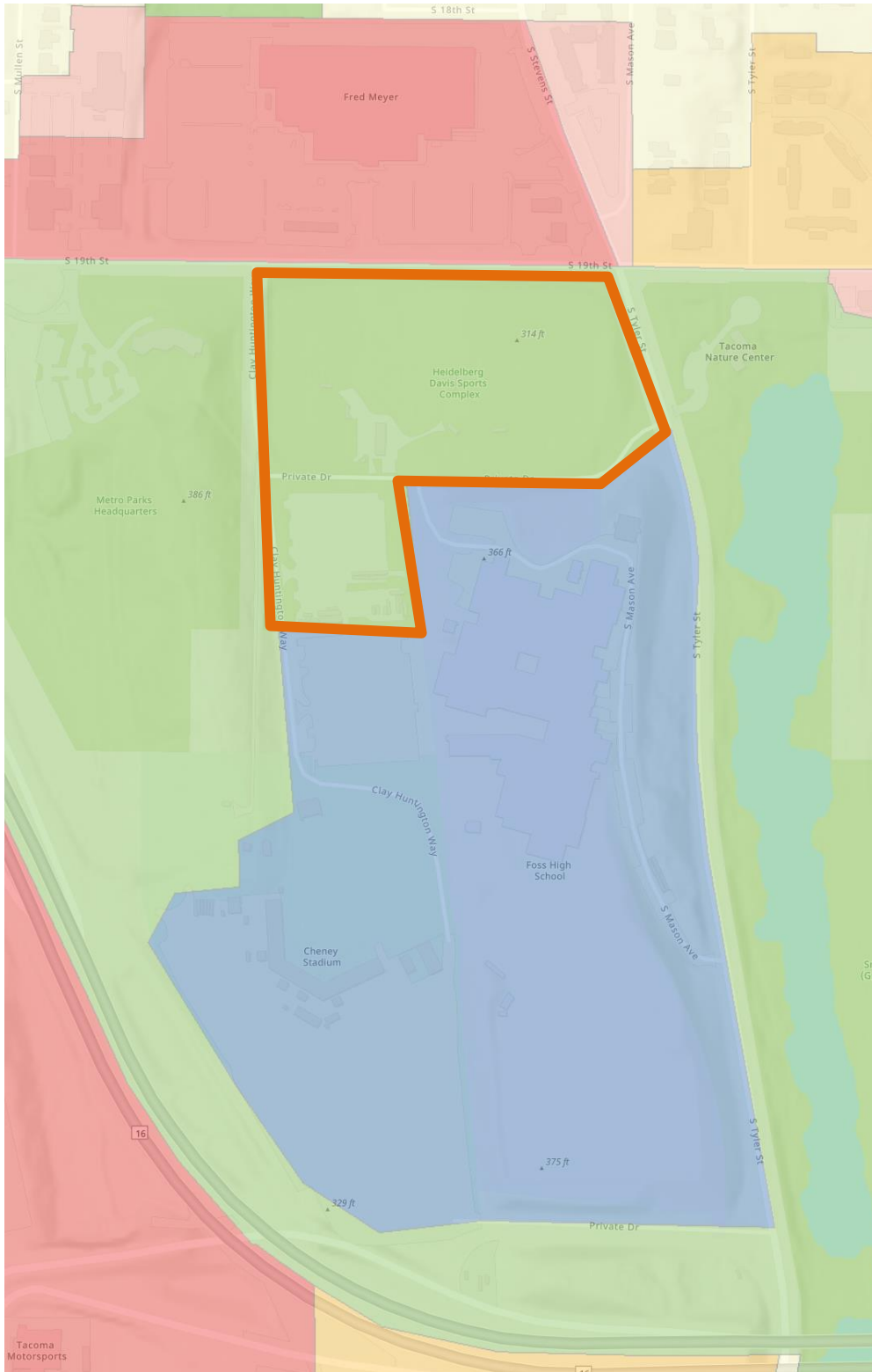
### Site Location:



**SITE LOCATION:**  
Southwestern corner  
of the intersection of  
S. 19<sup>th</sup> St. & S. Tyler St.



## Current Land Use Designations in the Vicinity of the Site:



## ONE TACOMA COMPREHENSIVE PLAN LAND USE DESIGNATION

- Land Use Designations
- Single Family Residential
  - Multi-Family (Low Density)
  - Multi-Family (High Density)
  - Neighborhood Commercial
  - General Commercial
  - Downtown Regional Growth
  - Tacoma Mall Regional Growth
  - Crossroads Mixed-Use Center
  - Neighborhood Mixed-Use Center
  - Light Industrial
  - Heavy Industrial
  - Parks and Open Space
  - Major Institutional Campus
  - Shoreline

## 2. 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.

- **2015/2016** – 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.

## 3. Policy Framework

***How does the proposed amendment seek to implement applicable provisions of State statutes, case law, regional policies, and the Comprehensive Plan?***

The application is compliant with standards set forth in Tacoma Municipal Code 13.02.045, as well the proposal is supported by several policy elements from the City of Tacoma’s One Tacoma Comprehensive Plan (listed below). Overall the proposal seeks to bring the underlying designation more in line with what the future use of the site is intended to be, as well this request would bring the site in line with the existing designation of adjacent Major Institutional Campus properties: Cheney Stadium and Foss High School.

## **Supporting Elements and Goals from the One Tacoma Comprehensive Plan:**

### ***Park and Open Space***

*This designation is intended to conserve and enhance open, natural and improved areas valuable for their environmental, recreational, green infrastructure and scenic character and the benefits they provide. The designation encompasses public and private parks and open space lands, with lands set aside for these purposes by the City of Tacoma and the Metropolitan Parks District forming the core of the designation. As more land is placed in conservation status by these agencies as well as other public and private entities, the extent of the designation will be expanded to include them.*

*The designation supports Tacoma's vision of an integrated parks and open space system that defines and enhances the built and natural environment, supports and nurtures plant and wildlife habitat, enhances and protects trees and the urban forest, preserves the capacity and water quality of the stormwater drainage system, offers recreational opportunities, and provides pedestrian and bicycle connections. Lands within this designation include both natural open space areas and active use parks and recreational areas. Natural open space is intended to be conserved and enhanced through habitat restoration and vegetation management to maximize its environmental and stormwater benefits, along with low-impact public access such as natural area trails and viewpoints, when appropriate. Parks and recreation lands are intended to provide opportunities for active recreational such as playfields and sports facilities, and urban amenities such as plazas, pocket parks and community gardens.*

### ***Major Institutional Campus***

*This Designation is intended for large institutional campuses that are centers of employment and that service a broader population than that of the neighborhood in which it is located. This designations includes hospitals, medical centers, colleges, universities and high schools typically greater than 10 acres in size. The designation recognizes the unique characteristics of these institutions and is intended to accommodate the changing needs of the institution while enhancing the livability of surrounding residential neighborhood and the viability of nearby business areas.*

## **Urban Form Policies:**

- Policy UF-1.5 Strive for a built environment designed to provide a safe, healthful and attractive environment for people of all ages and abilities.
- Policy UF-1.10 Leverage the power of the arts, culture and creativity to serve the communities interest while driving growth in a way that builds character and quality of place.
- Policy UF-3.4 Encourage the placement of services in centers, including schools and colleges, health services, community centers, daycare, parks and plazas, library services and justice services.
- Policy UF -3.5 Ensure that land use plans and infrastructure investments allow for and incorporate arts and culture as central components of centers and as identity forming creative processes.
- Policy UF- 3.6 Encourage public and private investment in infrastructure, economic development and community services in centers to ensure that all centers will support the populations they serve.

### **Major Campus Institutions Policies:**

- Policy EC-6.15 Support the stability and growth of Tacoma’s major campus institutions as essential service providers, centers of innovation and community activity, workforce development resources and major employers.
- Policy EC-6.18 Encourage the expansion of local colleges, trade schools and technical training institutions to increase local employment opportunities within the education sector and increase the number of students in Tacoma.

### **Parks and Recreation Goals:**

- Policy P-1.4 Provide a variety of recreational facilities and services that contribute to the health and well-being of Tacomans of all ages and abilities.
- Policy P-1.5 Establish and manage specialized recreational facilities within the park system to respond to identified public needs, take advantage of land assets, and meet cost recovery goals.
- Policy P-1.8 Maintain special recreational facilities (such as golf courses and sports stadiums) as enterprises to meet public needs, ensure maximum use, and financial self-sufficiency.
- Policy P-2.3 Encourage public-private partnerships to develop and operate publicly-accessible recreational facilities that meet identified public needs.
- Policy P-7.12 Give priority for the location of new special recreational facilities to areas that are currently underserved.
- Policy P-7.13 To the extent feasible, locate new destination facilities within or in close proximity to designated centers.

### **Public Facilities Policies:**

- Policy PFS-1.1 Plan public facilities and services that have the capacity and are located to serve existing development and future growth planned in the Urban Form Element.
- Policy PFS-7.2 Incorporate considerations of physical health and well-being into discussions regarding the location, design and operation of public facilities.

### ***Potential for uncertainty of use if the stadium proposal does not come to fruition:***

Staff cautions that based upon the outlined potential development plans for the site that could include a mixture of uses including additional standalone commercial, retail and office uses as well as mixed use residential development the need for site re-zoning and possibly further change to the Comprehensive Land Use Designation is highly likely.

Staff also notes that preliminary traffic, noise and light studies indicate that a 5,000 seat professional soccer stadium could be developed on the site and with key mitigations the impacts to the surrounding area could be kept to a minimum. The traffic study did evaluate at least one possible alternative “worst case” scenario and found that, other possible impactful development of the site could be mitigated with appropriate measures, however, further study is recommended if and when a specific development proposal is made in the future.

If a professional soccer stadium is not developed on the site the following matrix gives an indication of the types of zoning and potential uses that the Major Institutional Campus designation could potentially reasonably facilitate.

## Relationship between Land Use Designation, Zoning and Uses.

<b>Comprehensive Plan Land Use Designation</b>	<b>Potential Uses</b>	<b>Potential Zoning Districts</b> <i>Per the Comprehensive Plan Urban Form Element most zoning districts are allowed, however given the surrounding uses in the area the following zoning categories would be most viable.</i>
<b>Parks and Open Space</b>	<ul style="list-style-type: none"> <li>• Playfields</li> <li>• Sports Complexes (such as a soccer stadium)</li> <li>• Active recreational facilities</li> <li>• Golf Course</li> <li>• Trails</li> <li>• Scenic viewing areas</li> <li>• Public gardens</li> <li>• Dog Parks</li> <li>• Low impact passive open space</li> </ul>	<ul style="list-style-type: none"> <li>• R-2-Single Family Residential</li> <li>• C-1-Neighborhood Commercial</li> <li>• C-2-General Commercial</li> <li>• R-3-Two Family Dwelling</li> <li>• R-4L-Low Density Multifamily</li> <li>• T-Transitional</li> </ul>
<b>Major Institutional Campus</b>	Large institutional uses such as <ul style="list-style-type: none"> <li>• Colleges and universities</li> <li>• Hospitals/regional medical centers</li> <li>• High Schools</li> <li>• Sports complexes such as professional soccer stadiums</li> </ul>	<ul style="list-style-type: none"> <li>• R-2-Single Family Residential</li> <li>• C-1-Neighborhood Commercial</li> <li>• C-2-General Commercial</li> <li>• T-Transitional</li> </ul>
<b>Mixed Use: Crossroads Center</b>	Unique attractions that are a regional draw such as a professional soccer stadium <ul style="list-style-type: none"> <li>• Dense residential development (greater than 25 units per acre)</li> <li>• Retail</li> <li>• Office</li> <li>• Medical</li> </ul>	<ul style="list-style-type: none"> <li>• CCX-Community Mixed use</li> <li>• NCX-Neighborhood Mixed Use</li> <li>• RCX -Residential Mixed Use</li> </ul>

## 4. Objectives

Would the proposed amendment achieve any of the following objectives?

- Respond to changing circumstances, such as growth and development patterns, needs and desires of the community, and the City's capacity to provide adequate services;
- Maintain or enhance compatibility with existing or planned land uses and the surrounding development pattern

The proposal would meet the above objectives. The property is controlled by the primary public parks and recreational organization in the area, Metropolitan Parks District of Tacoma and their primary mission is serving Tacoma's Parks and Recreational needs. Metro Parks has a long term desire to develop the property potentially with a soccer stadium which fits with the surrounding uses. The proposal will allow Metro Parks to continue providing recreational services at the site and possible expand new service to the area which does not presently exist.

## 5. Outreach

Tacoma Public Schools has been consulted early by Metro Parks and one neighborhood meeting has been held for the surrounding businesses and neighborhoods which are primarily to the north of the site, a second meeting is planned to take place prior to the public hearing. Standard City of Tacoma Planning and Development Services outreach has been conducted including mailings and a webpage. Press releases have and will be issued in advance of meetings.

On November 4, 2019 a neighborhood meeting was held at the Tacoma Metro Parks Headquarters Building, approximately 40 area residents attended the meeting. Staff will hold a second neighborhood open house/informational meeting prior to the public hearing meeting in mid-April.

Tacoma Metro Parks has made presentation to the Tacoma Metro Parks Board, Central Neighborhood Council as well been in contact with Tacoma Public Schools. Both the Neighborhood Council and Tacoma Public Schools have been notified by the City of Tacoma about the neighborhood meetings.

## 6. Impacts Assessment

Given the applicants possible desire for future development of stadium, educational and health care facilities on the site, if such facilities are developed in future there could be:

### ***Potential Traffic Impact***

The City of Tacoma Public Works Department in partnership with the Planning and Development Services department have facilitated a preliminary traffic study to examine potential impacts of the Land Use Designation change request. This study looked at potential impact to weekday traffic in the area and used not just a stadium development but also the hypothetical category of medical office as a basis of a worst case traffic impact. Staff will caution that there are no plans to redevelop the site as a hospital or medical office complex, this was simply a way to evaluate the potential impact of the re-designation of the site, should the stadium plan not be realized and at some future time another type of development occur. Staff will again note that several other actions such as a site rezoning, and development agreements would need to gain approval from the City of Tacoma prior to any such development occurring.

While weekend and potential for event overlay with Foss High School and Cheney Stadium were not specifically studied the report did call that possibility out and recommends that a stadium development would require an agreement between the City of Tacoma and the operator of the stadium to ensure that programming is done in a way to mitigate situations where all three facilities have concurrent major events, and if that were to occur certain pre-determined traffic plans would be required (such as special police traffic control, etc.).

### **Key findings of the study:**

- The land use designation change could result in 150 added trips per hour to the corridor.
- A reduction in operational efficiency to adjacent roadways and intersections could occur and could potentially be mitigated with appropriate improvements.

### **Recommendations:**

- South Stevens – S Tyler Way Bicycle and Pedestrian connector as well as additional bicycle improvements. Specifics on this would be contingent on an actual development proposal.
- 19<sup>th</sup> Street and Clay Huntington Way Signalization and Pedestrian Improvements.

- 19<sup>th</sup> Street and S Orchard Street Signal Integration as well as possibly further integration and coordination with other area signals and traffic control devices.
- Required traffic studies as part of any major re-development of the site, including at the time of a re-zoning or development agreement process.
- An overall transportation management plan integrated with Foss High School and Cheney Stadium.
- Further study considering the long term transportation elements in the corridor such as light rail.

### ***Potential Sound and Light Impact***

Consulting groups BCE Engineering, BCRA and SSA Acoustics on behalf of Tacoma Metro Parks have conducted preliminary sound and light studies. The preliminary studies found that a stadium development on the site could have sound and light impact beyond that which are present at peak use of the current sports complex. There is potential for negative impact to surrounding properties, however, both studies find that with proper mitigation these impacts can be kept to a minimum and comply with federal, state and City of Tacoma requirements. In the case of light impact by employing new LED and downward directed lighting a professional soccer stadium could even be an improvement over existing conditions. The worst case scenarios with sound would still be well within city code, state and federal legal standard. The study finds that even at the worst case noise levels (after a goal for example) that the anticipated noise levels will be just slightly above ambient noise level for the surrounding properties.

City staff will also note that a specific action such as a site re-zoning request and/or a development agreement would look at this issue again and likely impose specific conditions to help mitigate sound and light impacts, such as limitations of the use of firework displays to certain hours/days, etc. The position and architecture of the stadium relative to sound and light impact will be evaluated as part of any major re-development of the site.

City of Tacoma Planning and Development Service staff (based on current and previous operations at Cheney Stadium) would recommend a noise mitigation plan. At the time of re-zoning request and/or development agreement request a specific noise mitigation plan should be developed, agreed to by the City of Tacoma and the stadium ownership/management groups and put in place. Such a plan could include possible restrictions on if and when fireworks and very loud concert level events can occur.

- Use of the newest LED downward directed lighting technology will allow for light transgression to be kept to a minimum.
- In addition to the sound study, City of Tacoma Planning and Development Service staff (based on operations at Cheney Stadium) would recommend a noise mitigation plan.

### ***Potential Loss of Open/Public Recreational Space***

At present the site is comprised of five softball/baseball fields, a small skate park and a surface parking lot (approximately 4 acres in size). When not being actively programed the site serves as a passive open space for area residents. City planning staff identifies the potential loss of a majority of open space from this site as a primary concern.

Metro Parks Tacoma has made assurance that it will replace the ballfield capacity within the inventory by field construction and upgrades elsewhere in Tacoma. Early stadium project concepts have depicted retention of 1 to 3 acres of open space and indicated that the stadium itself would have at least 100 days of public programing allocated to Metro Parks.

At the time of a specific development proposal on the site a specific plan for exactly how and where the loss of open space and programmable softball/baseball fields would be mitigated.

## 7. Preliminary Conclusions

This request is not in opposition to the goals and policies of the One Tacoma Comprehensive Plan, however, this is a request without an associated ready development plan. The plans for a professional soccer stadium are preliminary and thus there are remaining unknowns associated with this potential development. Preliminary technical analysis of potential traffic, light and sound impacts suggest that mitigations are possible to solve major concerns. A key point to address moving forward will be the potential loss of open space and programmable ball fields, which Metro Parks is working to address.

As the City Council moves forward towards a possible agreement on this project details will become clearer and the subsequent necessary actions will dictate what further evaluations will be necessary. A development agreement, possible site rezoning and even possibly an additional Comprehensive Land Use Designation change request may be necessary. Further, more precise analysis will need to be conducted at that time, including further SEPA review.

Finally to address the concern that if a soccer stadium is not built on this site, what might this requested Comprehensive Land Use Designation Reclassification action enable? The site is presently zoned R-2 Single Family Residential and if the stadium proposal does not come to fruition, development and use beyond what is allowed under the R-2 Single Family zoning would trigger a need for site rezoning, development agreements, and potentially additional Comprehensive Land Use designation applications. The City of Tacoma and area residents do have further public mechanism in place to ensure that an unforeseen development with impacts that have not been considered could not by matter of right be developed on this site without further public input from the city, area neighborhood council, area residents and property owners.

## 8. Next Steps

- March 18, 2020: Staff will be requesting the Planning Commission set a public hearing for the April 15, 2020 Planning Commission meeting.
- Late March/early April: Second open house/informational meeting (location & time TBD)
- April 15, 2020 tentatively requested Planning Commission Public Hearing.
- Non-Project Action SEPA comment period tentatively set to conclude April 17, 2020.





## **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--Updated**

DATE: February 12, 2020

### **Recent Updates**

The Heidelberg Sports Village Feasibility Study was presented to a joint session of the City Council and the Metro Parks Board of Commissioners on July 9, 2019. Following the presentation, representatives from Metro Parks Tacoma ("MPT"), the City of Tacoma ("COT"), and the Soccer Club of Tacoma ("TSCOT") spent the next five months in discussions/negotiations to determine a high level approach for the project.

A draft framework, referred to as the Letter of Intent ("LOI"), was presented to the MPT Board of Commissioners and the City Council Study Session on February 3-4, 2020 respectively. The LOI presents a framework to proceed to next steps:

- Authorizes the parties to identify and secure remaining funding.
- Provides guidelines on a transparent process for the assembly of necessary land parcels to allow for the stadium and for the evaluation of a future mixed use development proposal.
- Allows the Parties to begin drafting binding agreements and develop more detailed Financing and Construction plans based on LOI terms.
- Notes that future binding agreements are still subject to review, consideration and approval by the City Council and Park Board.

The Draft LOI does not present a project proposal. Rather, the LOI outlines specific principles and expectations that the parties will follow in the event that both legislative bodies ultimately authorize executive (MPT Executive Director/Tacoma City Manager) signature on the LOI. Key LOI concepts relative to the Heidelberg-Davis Land Use Designation Docket Proposal include:

- The commitment of TSCOT to ensure no net loss of fields/field capacity in the interim, and securing permanent replacement fields;

- Proposed future use of MPT property for a stadium, which may include medical/educational facilities.

The MPT Board of Park Commissioners and the City Council will take the LOI under consideration at Board/Council meetings in the coming weeks.

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 Maguinez 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:	4:00 pm-10:00 pm
Saturday:	8:00 am-10:00 pm
Sunday:	8:00 am-6:00 pm

- 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, drainage issues 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 addressed 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**

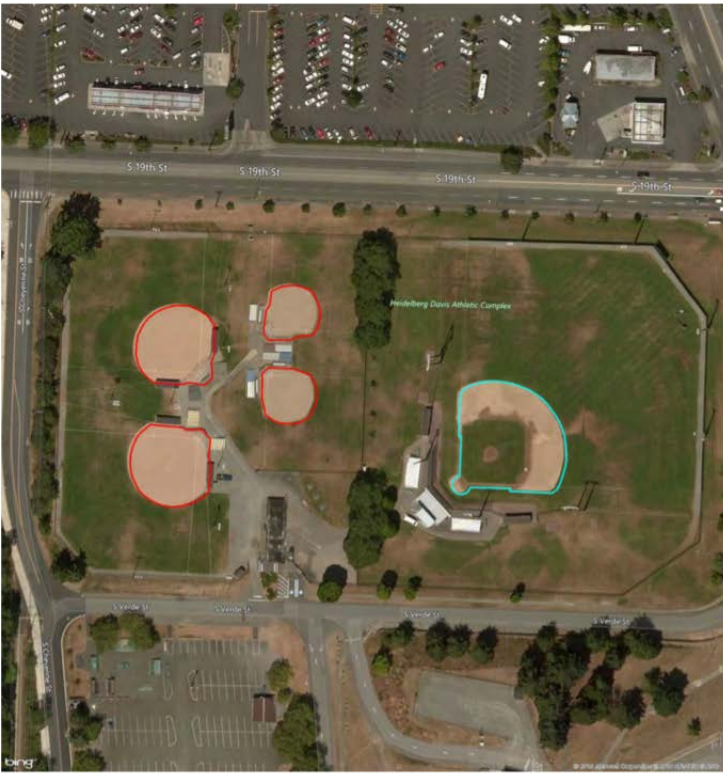
The feasibility study was presented in a joint public meeting of the Tacoma City Council and the Metro Parks Board of Commissioners on July 9, 2019. It has been available online since then at [www.metroparkstacoma.org/project/heidelberg-sports-village](http://www.metroparkstacoma.org/project/heidelberg-sports-village).

### **Plans for Field Replacement**

Findings from the MPT/TPS Joint Agency Athletic Field Study support the notion that Tacoma must develop more, higher quality fields to support the growing demand for all types of field sports. 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 McGuinness Field



# HEIDELBERG-DAVIS SPORTS COMPLEX - BASEBALL FIELD 2



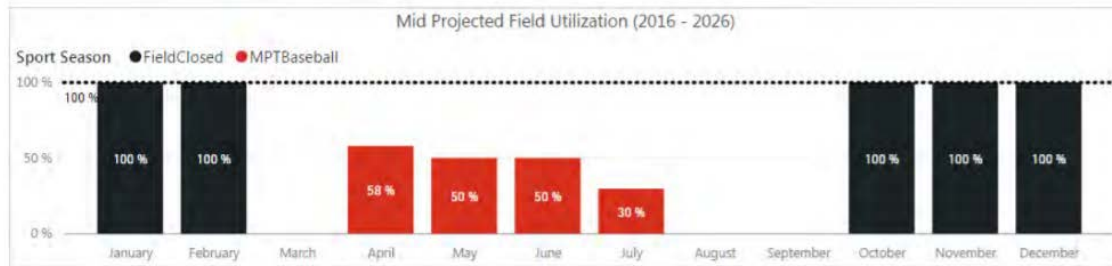
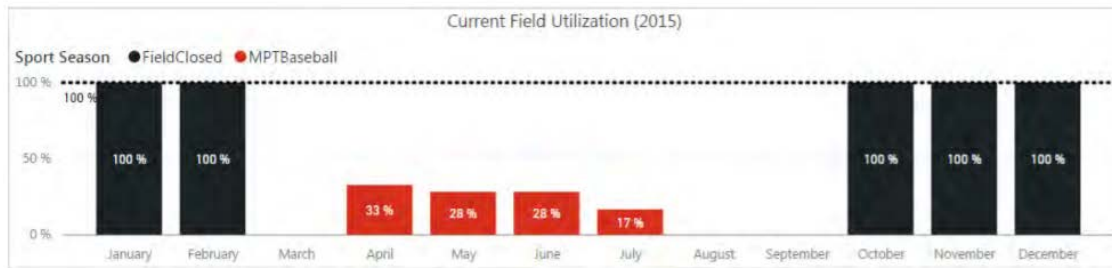
## Competitive Facility Analysis Results

### 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



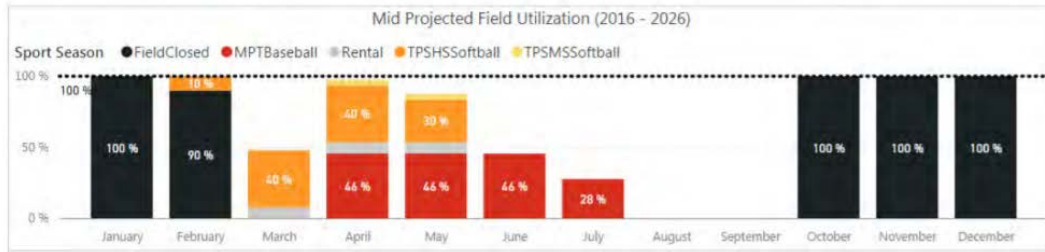
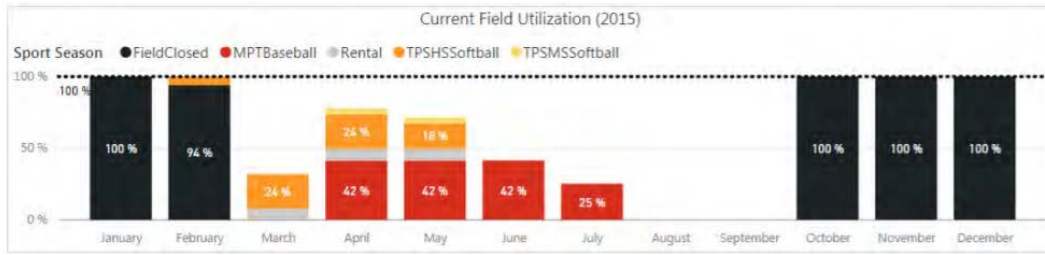
## Competitive Facility Analysis Results

### 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 the home field for the Foss High School girl's 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



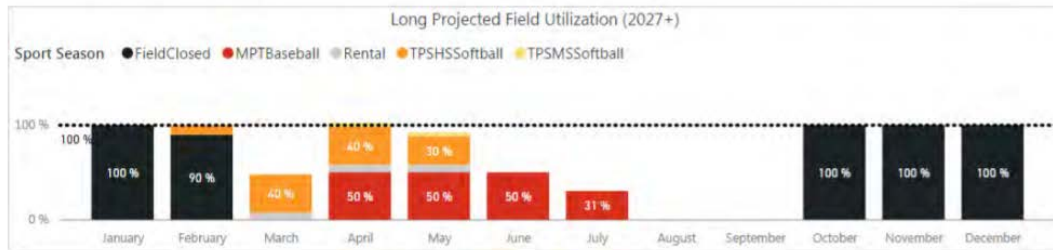
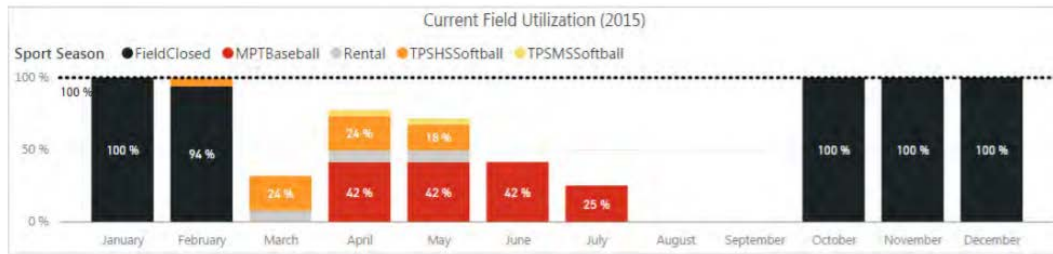
## Competitive Facility Analysis Results

### 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 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

Agenda Item  
D-1

POPULOUS<sup>®</sup>  
MAY 2019







# 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 identify 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.





# 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.

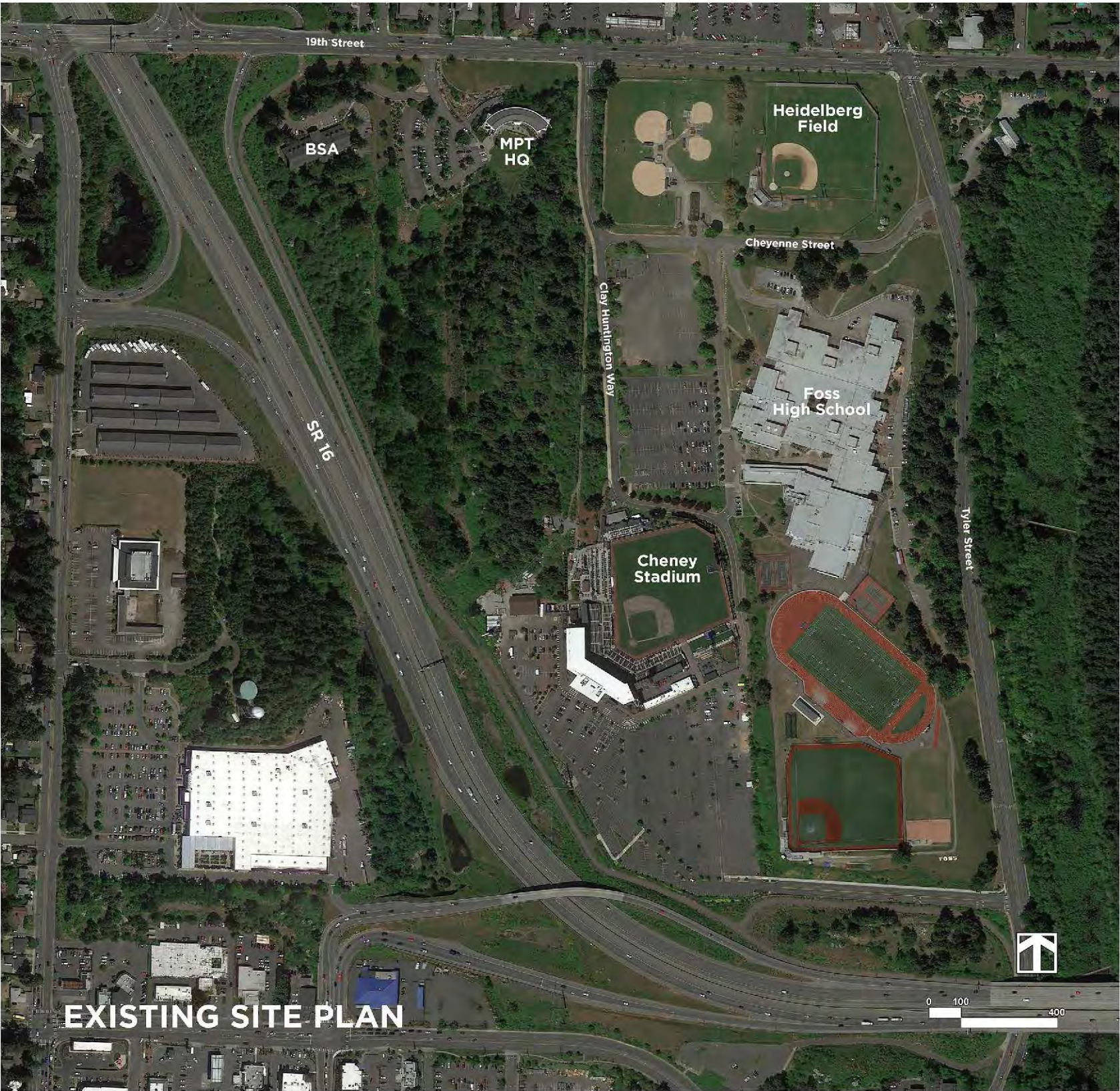


# B

## 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

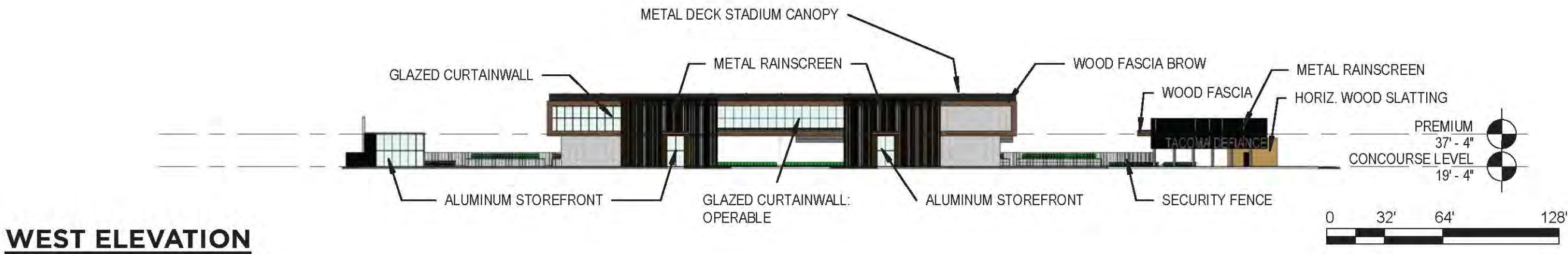
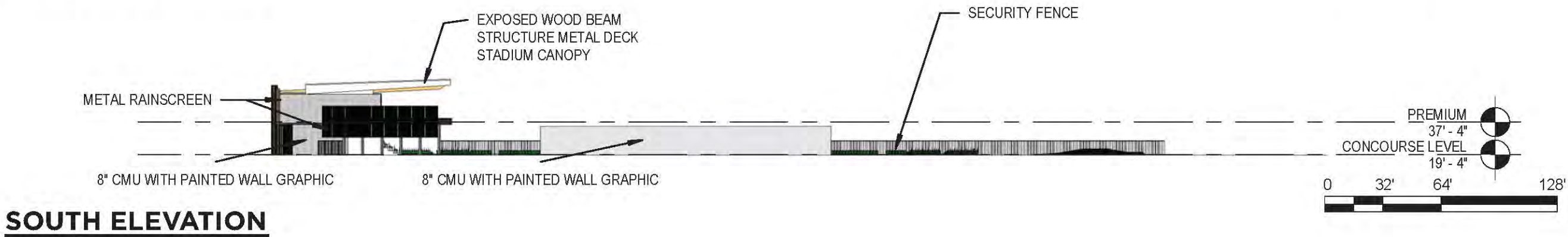
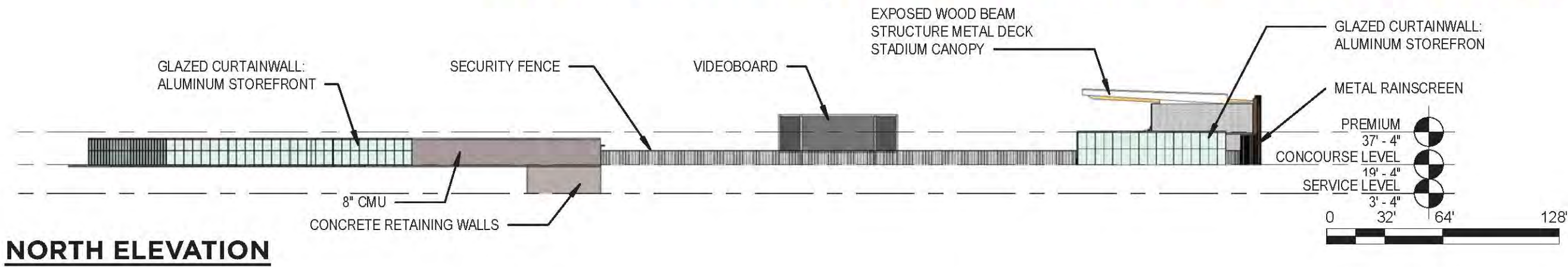
# Stadium Specifications - Site Plan

## SITE PLAN





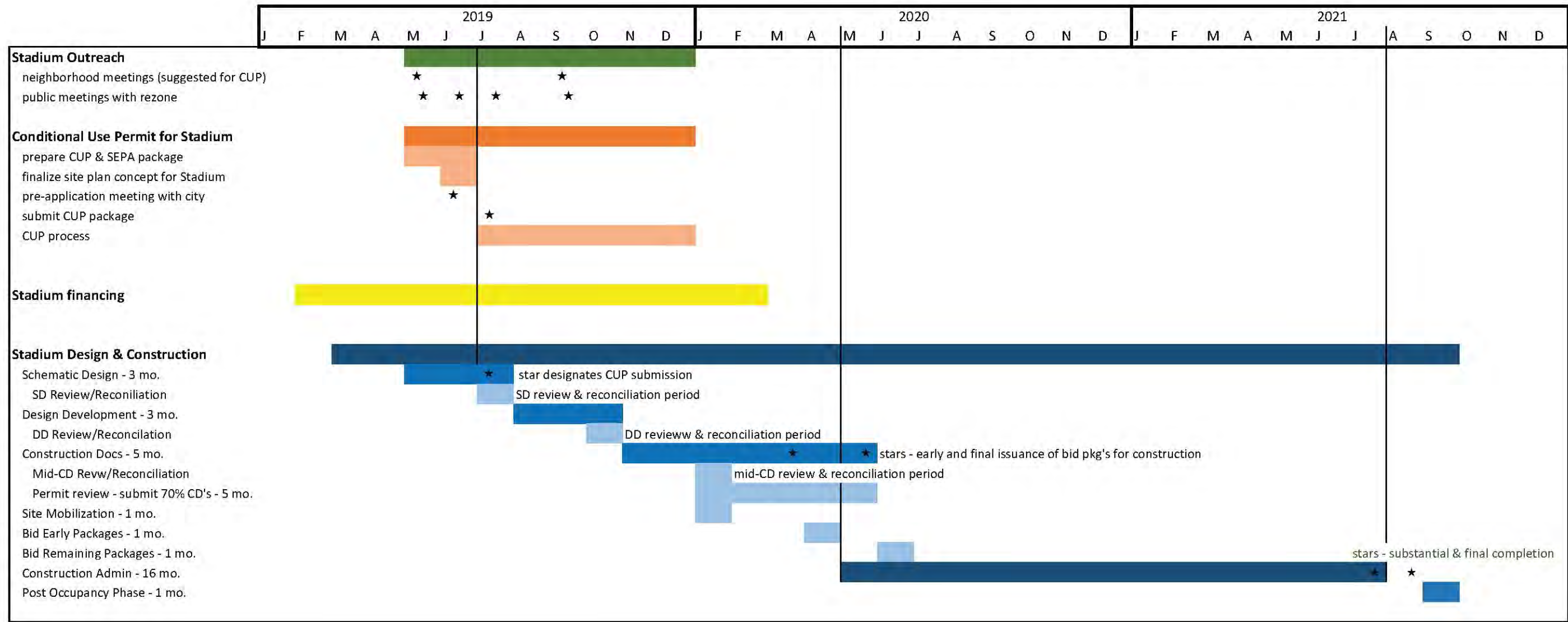
# Stadium Specifications - Elevations





# 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
Total	70,000	520	575,000	975

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.



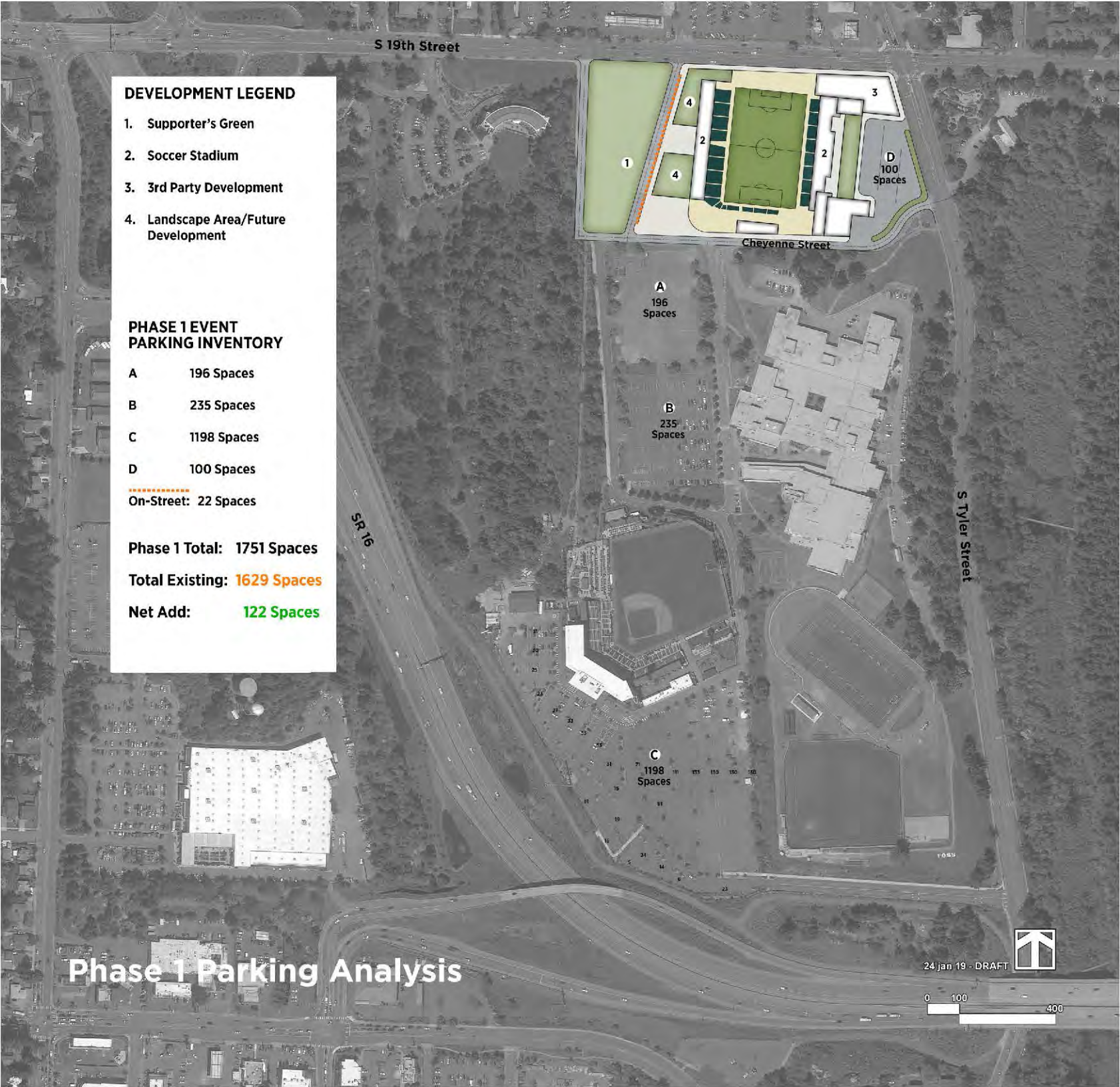
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# Recommended Development Plan

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.





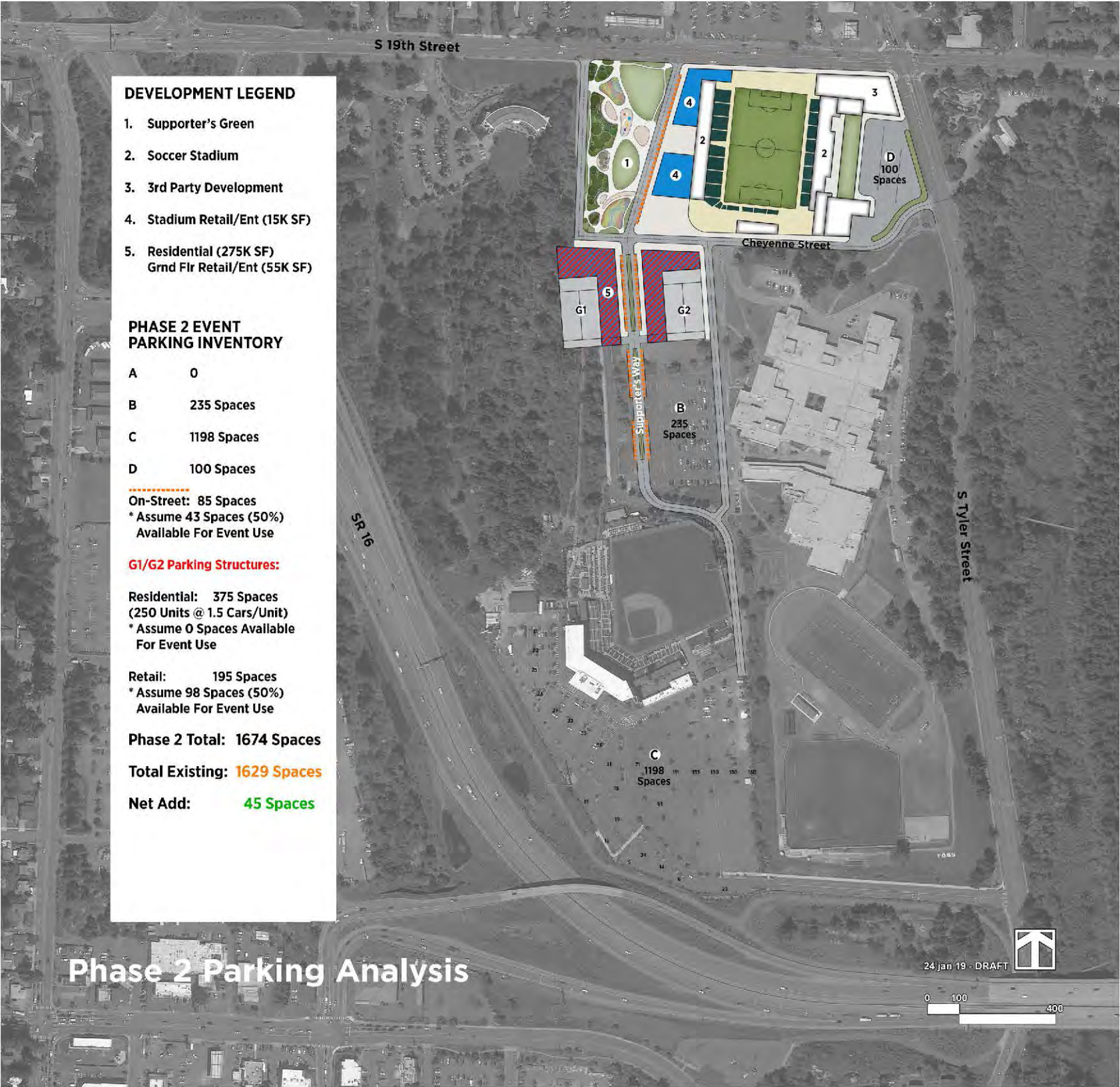




C

# 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.





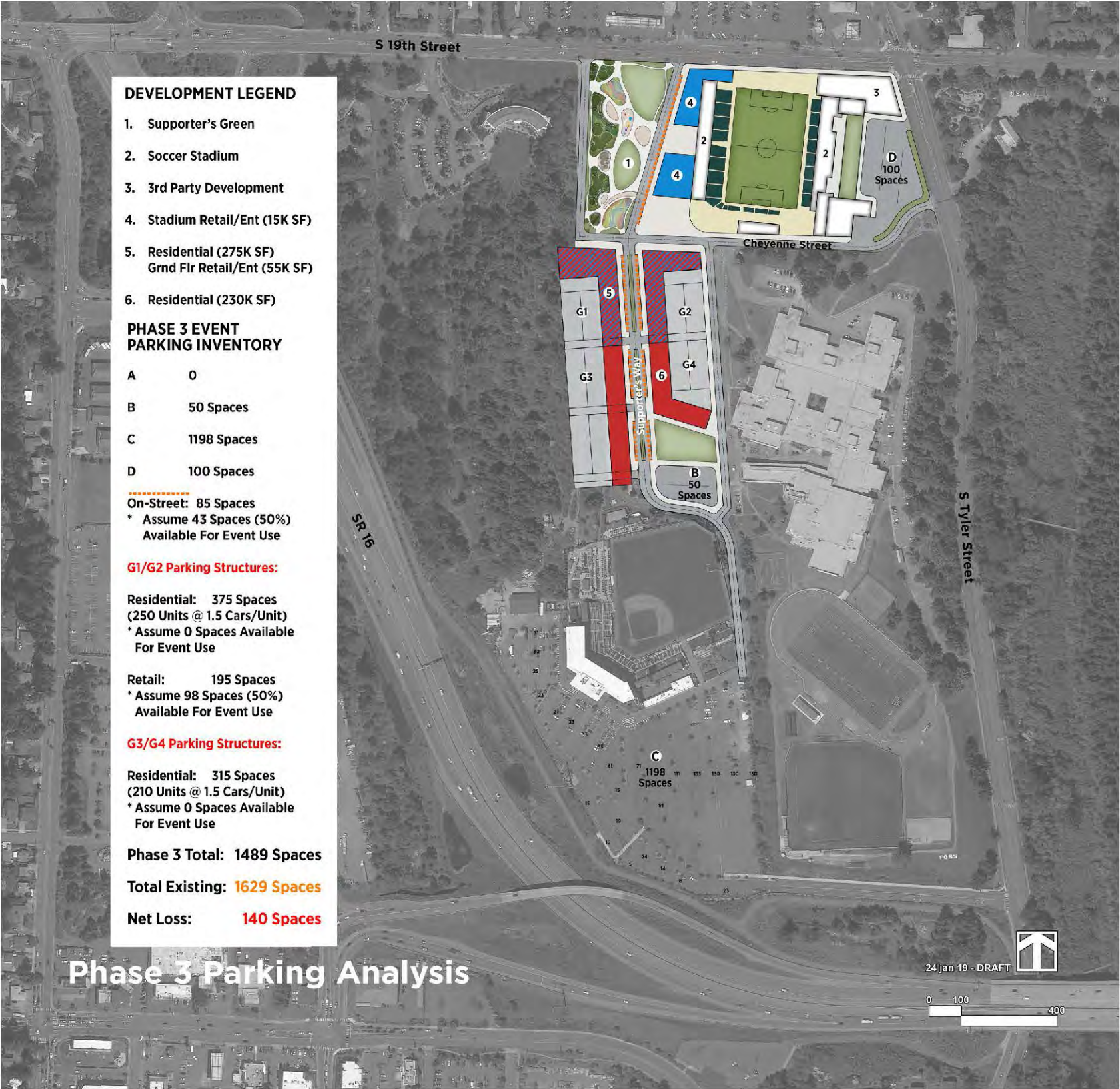




C

# 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.



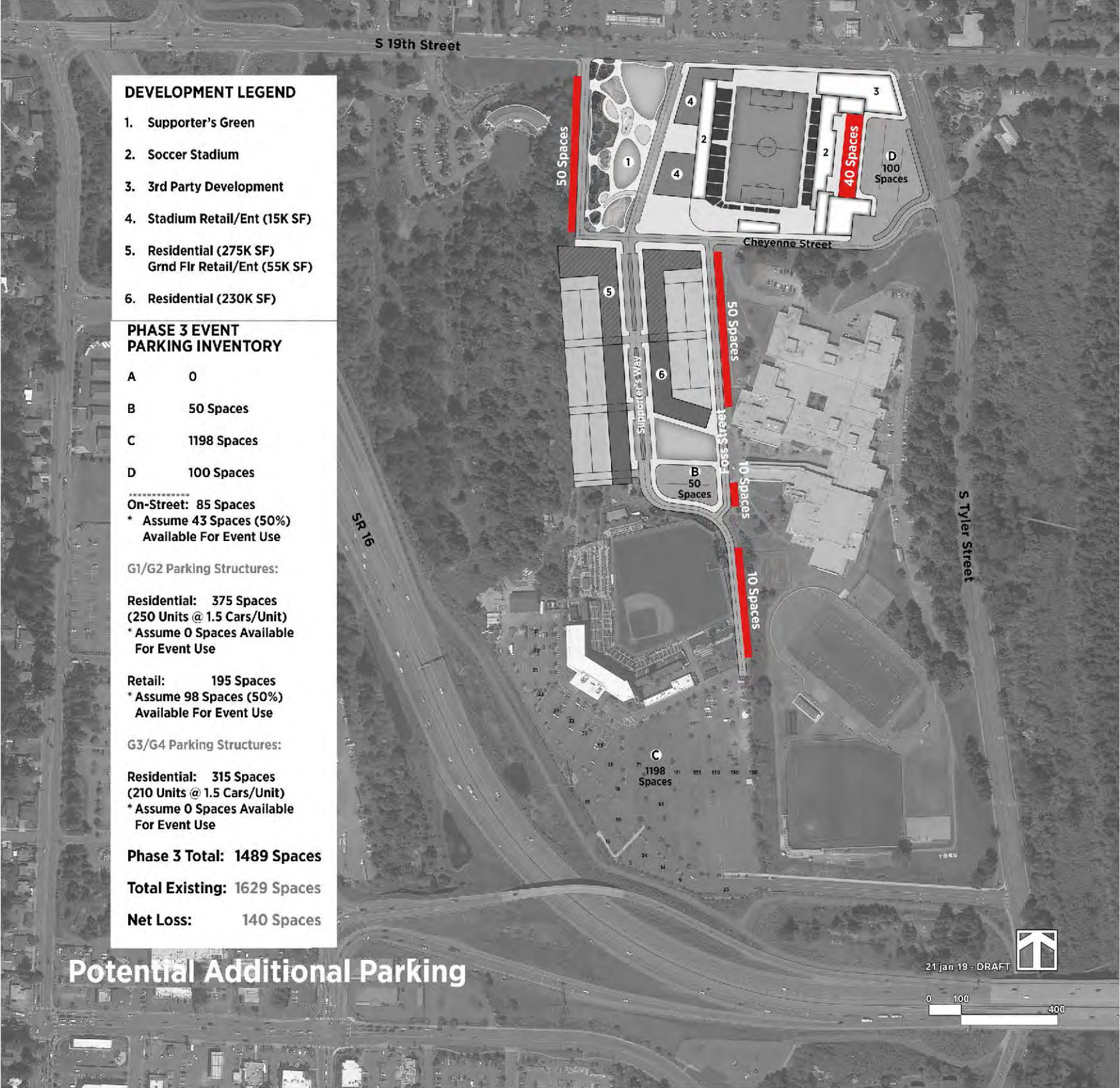






# C

## 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.

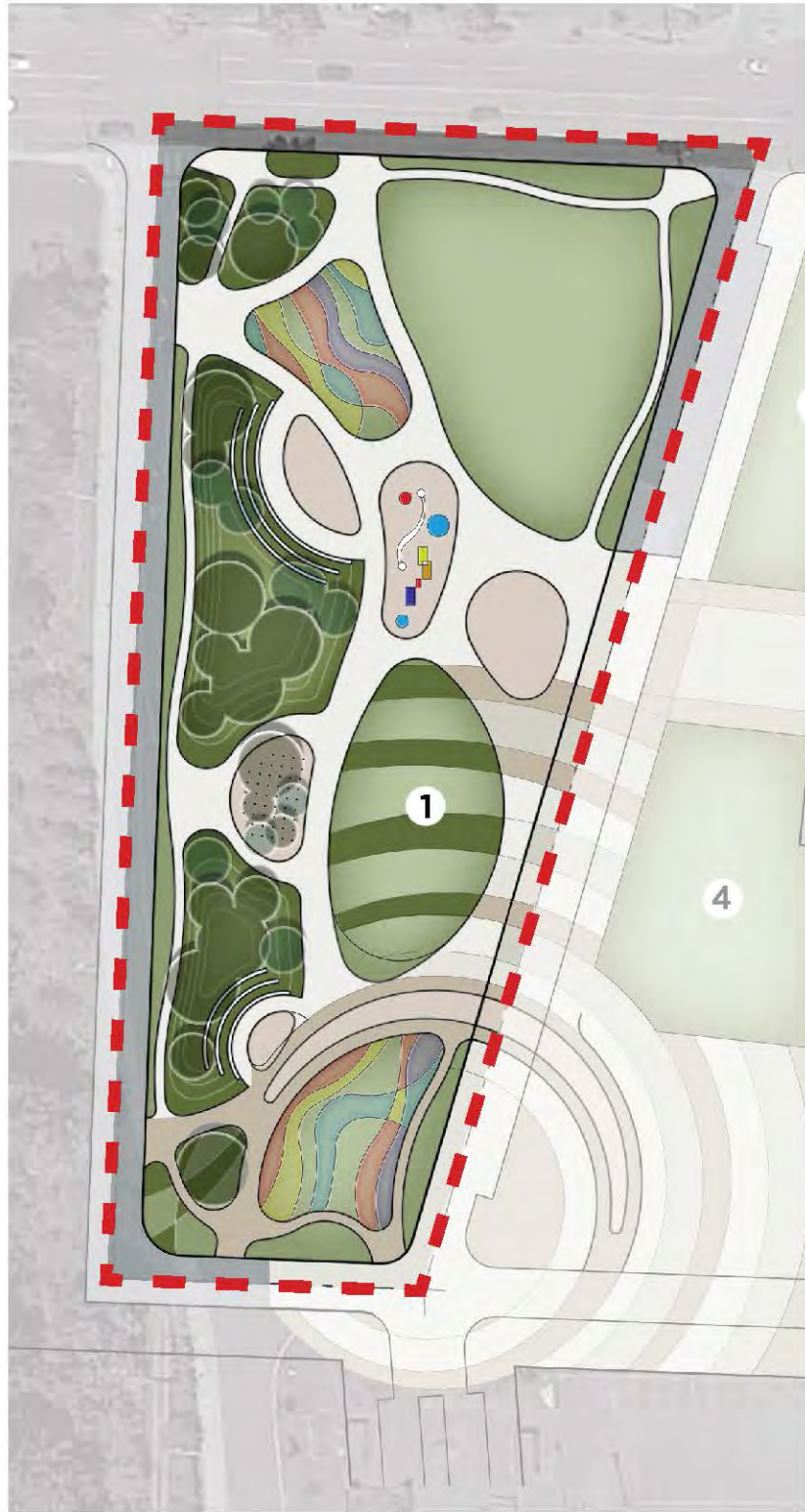
At approximately 2.5 acres in size, Supporter's Green has the potential to become a signature open space for Central Tacoma in later phases, and can serve as an amenitized "front lawn" around which the new mixed-use development and Soccer Stadium will be organized. Conceived as a traditional town square, 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 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.









# 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.

ADRA 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.





# Mixed-Use Process & Schedule

Sports Village - Estimated Schedule

