

SOUTH DOWNTOWN SUBAREA PLAN

City of Tacoma

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VIA



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FIG. 1-1 The restoration and improvement of South Downtown's urban waterfront, an important component of Tacoma's history and identity, presents an opportunity for redevelopment and could become a focus of civic activity.

01

INTRODUCTION

South Downtown Tacoma is poised for a great future, and the goal of this Subarea Plan is to help make that future a reality. Blessed with invaluable assets, South Downtown has unmatched potential to become a thriving urban center that brings opportunity to local residents and businesses while promoting a sustainable future for the City and region.

SUMMARY AND PROCESS

Overview

This Subarea Plan is one of the two main components of the Tacoma South Downtown Subarea Plan & EIS Project. The intent of the Project is to develop an innovative, area-wide long-range plan for South Downtown Tacoma and to complete a pre-development environmental review that will identify how to address environmental and community issues while reducing development uncertainty and risk. The overarching goal of the Project is to promote economic development in South Downtown.

The Project integrates multiple planning efforts at the Federal, State, regional, County, and City levels. It was funded through a Federal Partnership for Sustainable Communities¹ grant that was awarded to the Puget Sound Regional Council (PSRC) to create the Growing Transit Communities Partnership (GTC).² The overall goal of GTC is to integrate land use, economic, and transportation planning decisions to promote equitable, transit-oriented communities along light rail corridors in the region. The City of Tacoma was awarded \$500,000 from GTC to conduct a Subarea Plan and Environmental

Impact Statement (EIS) for South Downtown, one of three GTC “catalyst” projects in the region.

The Project plans for significant growth in the Subarea based on allocations established by the PSRC and Pierce County to conform with the State Growth Management Act (GMA), which requires regions, counties, cities and towns to plan for forecasted growth. The two regional plans put forth by PSRC are VISION 2040 and Transportation 2040, planning frameworks intended to support the accommodation of forecasted growth in a manner that best meets the needs of the central Puget Sound region as a whole. Both plans have been analyzed and approved through an exhaustive EIS process. Pierce County establishes Countywide Planning Policies and assigns population and employment growth allocations for the cities within its jurisdiction, including Tacoma, as mandated by the GMA. The County’s most recent 20-year allocations were approved through a Determination of Nonsignificance issued in 2010.

The Subarea Plan

The Subarea Plan is intended to provide innovative planning and policy interventions to help South Downtown achieve its tremendous potential for economic development, an outcome that will deliver

¹ www.sustainablecommunities.gov

² www.psrc.org/growth/growing-transit-communities/

a broad range of equitable social and environmental benefits at both the local and regional scales. In accordance with the goals of the PSRC's GTC Partnership, the Plan is focused on leveraging the Subarea's substantial transit investments by fostering the creation of equitable transit communities in South Downtown. It is hoped that the Plan will serve as a statement of the City's commitment and direction for these areas and as a resource for potential investors, property owners, the community, and other public agencies.

The Subarea Plan supports the City's *Downtown Tacoma Plan Update* (2008) as well as its *Comprehensive Plan*, while focusing on issues and opportunities at a scale that is responsive to the Subarea's specific needs. The Plan builds upon two key previous City planning studies -- the *Brewery District Development Concept Study* (2010), and the *Tacoma Dome District Development Strategy Update* (2008), as well as the University of Washington Tacoma's *Campus Master Plan Update* (2008), and the Foss Waterway Development Authority's *Thea Foss Waterway Design and Development Plan* (2005). The Plan also draws from recommendations provided by the Urban Land Institute's Brewery District Technical Assistance Panel (2012).

The Environmental Impact Statement

The City of Tacoma and the University of Washington, as co-lead agencies, have prepared a non-project Environmental Impact Statement (EIS) for the South Downtown Subarea Plan. A non-project EIS involves a cumulative environmental impact and mitigation analysis for the entire Subarea, rather than piecemeal analysis on a project-by-project basis. The non-project EIS eliminates the need for subsequent environmental review associated with project-specific development proposals that comply with the Subarea Plan's development regulations. As such, the non-project EIS provides developer certainty and predictability, thereby streamlining the environmental review process and furthering the goals of the State Environmental Policy

Act (SEPA)³ and the GMA. The non-project EIS is subject to RCW 43.21C.420, known as "Transit Infill Review." Recognizing that RCW 43.21C.420(5)(a) and (b) include a sunset provision, the co-lead agencies are also proceeding under RCW 43.21C.031 (planned action) and RCW 43.21C.229 (infill exemption), to provide additional SEPA tools if provisions in RCW 43.21C.420(5)(a) and (b) expire.⁴

In consideration of the abundant social, economic, health, and environmental benefits at both the local and regional levels that the redevelopment of South Downtown could potentially provide, the EIS explores the upper limits of what might be possible. As described in the Buildout Scenarios section of the Context chapter, buildouts for three EIS alternatives were derived from the GMA-mandated growth allocations for the City of Tacoma. The "large-scale" buildout—the highest intensity alternative—anticipates 30 million square feet of new development, corresponding to 30,000 new residents and 40,000 new jobs. The "moderate" buildout alternative envisions 20 million square feet; the "modest" buildout alternative reflects 10 million square feet.

Timeline

The Project was initiated in Summer 2011. Research, data compilation, stakeholder engagement, and development of the Draft Subarea Plan and Draft EIS were ongoing through March 2013. The Draft Subarea Plan and Draft EIS will be formally issued in mid-March of 2013. The Final EIS, as well as the Final Subarea Plan and its implementing ordinances, will be completed in Summer 2013.

3 SEPA is the State Environmental Policy Act (Chapter 43.21C RCW). Regulations that implement SEPA are called the SEPA Rules (Chapter 197-11 WAC).

4 For background see "Using SEPA to Encourage Economic Development and Sustainable Communities" by Jeremy Eckert, Environmental & Land Use Law, June 2011.

Community Planning Process

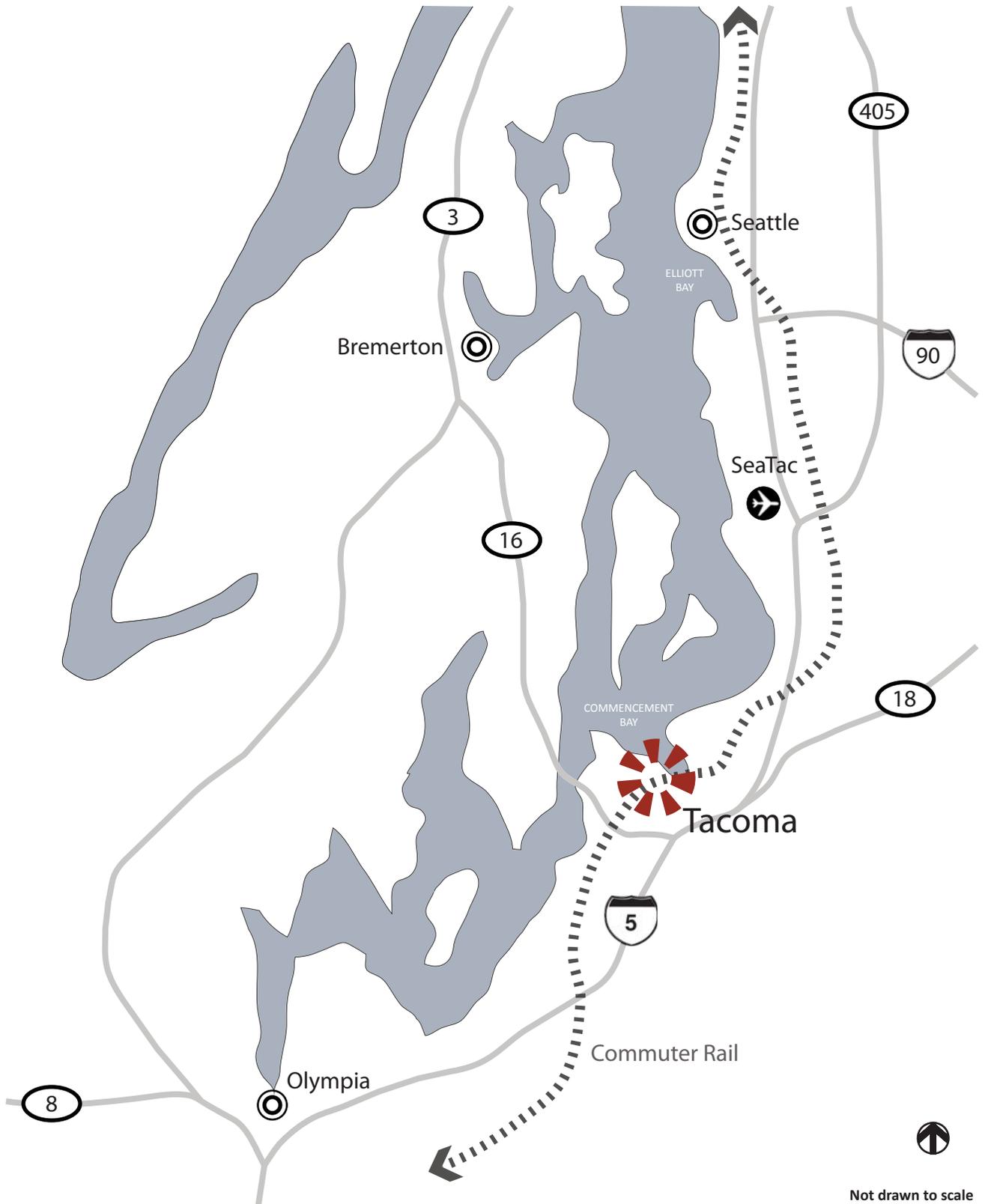
The Subarea Plan was developed over an approximately 1.5 year-long process and represents integration of input from a broad range of stakeholders and other interested parties, as outlined below:

- *Monthly Steering Committee:* This group consists of highly engaged South Downtown property and business owners, along with representatives from agencies such as Pierce Transit, Tacoma Housing Authority, Downtown on the Go, and the Tacoma-Pierce County Chamber of Commerce. Representatives from two important South Downtown community groups — the Hillside Development Council and the Dome Business District Association — represented their groups at the meetings.
- *Quarterly Working Group:* Officially appointed by the City Council, this 39-member group was convened to provide a broader, more citywide perspective than that of the Steering Committee. Members include representatives from City Utilities, Metro Parks, and groups such as the Cross Cultural Collaborative, the Puyallup Tribe and Sound Transit.
- *Subarea Plan Community Meeting:* A community meeting was held on December 1, 2011 to inform agencies, organizations and the public of the planning process associated with the proposed *South Downtown Subarea Plan*,⁵ to define the geographical area of analysis, discuss the increased density and alternatives that are preliminarily being considered, and describe the interrelated EIS process. The meeting gave the public an opportunity to engage, learn, and ask questions.
- *EIS Scoping Meeting:* An EIS Scoping Meeting⁶ was held December 15, 2011 to provide an opportunity for agencies, organizations and the public to better understand the scope of the proposed *South Downtown Subarea Plan* and to present testimony regarding alternatives and environmental issues to be evaluated in the EIS.
- *Stakeholder Interviews:* Fifteen separate 75-minute stakeholder interview sessions involving 30 people were held over a three-day period. Each session addressed a specific topic, such as development, human services, transportation, etc. Participants were sent a survey in advance of the interview session to guide the discussions. During the sessions, participants were asked to share their concerns, hopes, issues and visions for the South Downtown Subarea. Participants were encouraged to state their views and suggestions even when they strayed from the topics for which the focus groups were initially organized.
- *Opinion Survey:* A 47-question survey was created to capture the opinions of members of the public interested in the South Downtown Subarea Plan & EIS Project. In June 2012, a downloadable PDF version of the project survey was made available on the City of Tacoma’s website. An online version of the survey was also posted on Survey Monkey and linked to the City’s website. Most of the questions were multiple choice, and the survey required approximately 10 minutes to complete. As of February 2013, 95 people had responded to the survey and 78 people had completed the survey. The survey results are included in Appendix C.

⁵ Consistent with the requirements of RCW 43.21C.420

⁶ Pursuant to WAC 197-11-410(1)(b)

FIG. 1-2 TACOMA IN THE REGION



Not drawn to scale

VISION

The following Vision Statement is the result of an extended collaborative effort between South Downtown stakeholders, City staff, and the consultant team. In the Fall of 2012, the Vision was formally approved by the South Downtown Working Group.

The Vision

South Downtown Tacoma will be:

- A thriving, equitable urban center that offers a rich spectrum of opportunities to live, learn, work, and play;
- A vibrant, walkable, mixed-use community that provides a robust range of housing, health care, education, transportation, employment, and recreation choices and is a welcoming home to people of all cultures, ages, and incomes;
- An integrated component of the greater City that capitalizes on the unique character of its five districts and promotes cross-pollination between them, nurtures mutually supportive connections to surrounding communities, leverages its regional transit assets, and projects a compelling identity to the region and beyond.

The Big Picture

The promise for a sustainable future lies in cities. Today, more than half of the planet's population resides in urbanized areas, and the trend is ongoing. Fortunately, well-designed cities can provide a way of life that is not only highly livable, but that also has relatively low impact on the planet. South Downtown Tacoma is exceptionally well-positioned to become an urban center that realizes this potential.

During the latter half of the 20th Century, central cities in the United States struggled with population loss and economic stagnation, but in recent decades, that trend has begun to reverse. This comeback of cities is being driven by a host of converging factors, including demographics, consumer preferences, economics, and



FIG. 1-3 Representing a broad range of interests, the Steering Committee met monthly and provided valuable input and feedback for the Subarea Plan and EIS.

the need to reduce our ecological footprint. Previously developed but underutilized urban areas such as South Downtown Tacoma provide the nation's most opportune places to accommodate the rising demand for healthy, equitable, walkable, transit-rich, mixed-use neighborhoods. A key strategy to utilize in order to realize the needed urban transformation is to "set the table," such that City policy and infrastructure investments facilitate the desired economic development and associated benefits.

Tacoma and the Region

Tacoma is the second largest city in the Puget Sound region and the most important business center in the South Sound region. The Port of Tacoma is Washington State's largest port. Tacoma's downtown went into decline during the mid-20th Century, but over the past two decades South Downtown has seen substantial high-profile reinvestment, including the Greater Tacoma Convention & Trade Center, Union Station, the Museum of Glass, Tacoma Art Museum, the Washington State History Museum, America's Car Museum, the University of Washington Tacoma, the Thea Foss Waterway, and Tacoma Link light rail. While much progress has been made, South Downtown still needs more of the two key ingredients of vibrant urban centers: jobs and residents.

The State of Washington's Growth Management Act requires that local governments plan for

FIG. 1-4 SOUTH DOWNTOWN CONTEXT



accommodating the regional growth allocations established by the Puget Sound Regional Council and the Pierce County Regional Council. The 2030 allocations for the City of Tacoma are 78,600 new residents (39% increase over 2008), and 64,200 new jobs (57% increase over 2008). PSRC has designated downtown Tacoma as a Regional Growth Center, defined as an area in which “housing, employment, shopping and other activities are in close proximity,” and at which population and job growth should be focused. Achieving sustainable growth at the regional level will rely heavily on downtown Tacoma absorbing a large portion of the City’s projected growth, and South Downtown in particular will play a pivotal role.

Tacoma South Downtown

Covering approximately 600 acres, Tacoma’s South Downtown Subarea consists of roughly the southern half of downtown. The majority of its northern boundary is defined by South 15th Street. The Subarea extends across five distinct districts, including the Dome District, Brewery District, and University of Washington Tacoma/Museum District, and the southern portions of the Hillside Neighborhood and the Thea Foss Waterway. The Subarea also includes the properties on the west edge of the Foss between South 15th and South 4th Streets. A multi-modal transit hub located in the southeastern portion of the Subarea provides some of the most comprehensive transit service in the State, including light rail, commuter rail service, and local and express bus service.

The 1990 establishment and subsequent rapid growth of a new University of Washington campus is bringing a powerful new vitality and center of gravity to South Downtown. The Thea Foss Waterway provides a multitude of opportunities for equitable access to waterfront open space and supports water-oriented businesses and recreation. The Subarea has a rich and diverse built environment, including approximately 100 historic properties, but is also characterized by a relatively high concentration of underutilized land and buildings.

In combination, the above characteristics create an unmatched opportunity for South Downtown to absorb growth and transform into a sustainable, transit-oriented community. But in order to truly succeed, any such transformation of South Downtown must also be equitable. Current residents, businesses, and other community members should benefit as their communities change and grow, and not be displaced to areas that offer fewer opportunities. The planning process and resultant policies and actions must be grounded in the principles of environmental justice to help ensure that all people have equal access to a safe, clean, and healthy environment in which to live, learn, and work. Redevelopment in South Downtown should create the following: housing choices that are safe and affordable to socially and economically diverse populations; opportunities for community businesses and institutions to thrive; opportunities to make healthy choices easily; and employment opportunities for local people that pay a living wage.

In addition, as a maritime city, Tacoma requires an urban waterfront that will act as a water gateway to the community as well as a focus for civic activity. The South Downtown Subarea Plan should reinforce already-established planning policies that promote the restoration and improvement of the Foss Waterway. Planning and public investment should promote a combination of public open space, water access, and opportunities for healthy, water-oriented business and recreation.

To achieve the overarching goals described above, the planning efforts should focus on promoting the following key elements:

- *Walkability:* A safe, comfortable, and engaging pedestrian experience is perhaps the most essential ingredient of a vibrant, mixed-use center.
- *Transportation Choices:* Providing convenient, practical alternatives to personal vehicles enhances social equity and health while reducing environmental impacts—greenhouse gas emissions in particular.

- *Mixed-use*: Neighborhood vibrancy is enabled by a balanced mix of complementary uses, including housing, retail, office, entertainment, and light industrial uses.
- *Affordable Housing*: Ensuring equitable access to all the benefits provided by a transit-rich, walkable neighborhood requires the availability of sufficient, quality affordable housing.
- *Flourishing Commerce*: Job creation relies on conditions that attract and retain a wide range of businesses, including retail, professional services, green technology, software, and creative arts.
- *Open Space*: A diverse network of high-quality open spaces and equitably accessible active recreation opportunities, which are essential for preserving livability and health as density increases.
- *Water Access*: The waterfront along the Foss Waterway is a valuable public amenity and should be easily accessible, welcoming, and usable for residents, workers, visitors, and water-oriented businesses.
- *Connections*: Legible, efficient connections between districts, to transit, and to surrounding neighborhoods via all modes, including bicycling, will knit together the Subarea and integrate it with the City.
- *Managed Parking*: Transformation towards reduced car dependence is incremental, and parking must be carefully managed over time to ensure that sufficient access is retained during the transition.
- *Preservation and Adaptive Reuse*: Underutilized historic structures present opportunities for sustainable building reuse and the preservation of architectural character.
- *Green Infrastructure*: Strategies such as rain gardens, swales, green roofs, permeable pavement, and rainwater capture will help minimize demand on existing conventional water infrastructure.
- *Brownfield Restoration*: Policies to facilitate the redevelopment of brownfield sites will help to remove a significant barrier to economic development.
- *Center of Culture and Education*: The success of urban centers is increasingly driven by their ability to attract residents and businesses that value access to culture and education.
- *Regional Destination*: Drawing visitors from afar brings vitality to the streets and patrons to businesses as well as exposing people to a new place they may decide to call home someday.
- *Synergistic Neighborhoods*: Create a more successful urban center by leveraging the unique strengths of each sub-district to enable complementary relationships.
- *High-quality Design*: Design guidelines and standards can help ensure a well-designed built environment.
- *Healthy Lifestyle Infrastructure*: Providing access to amenities and resources to foster wellness and healthy living choices and services.
- *Catalytic Redevelopment Projects*: Incentivized public-private partnerships will be key to promoting “trail blazer” projects that catalyze follow-on private investment.

The Tacoma South Downtown Non-project Environmental Impact Statement

Ultimately, the desired outcomes listed above depend on significant increases in the number of residents and jobs in South Downtown, and that will require substantial new housing and commercial uses. To that end, the City is conducting the South Downtown Non-project Environmental Impact Statement (EIS). With the intent of stimulating redevelopment, the EIS will pre-approve a set amount of new development across the entire South Downtown Subarea, thereby reducing the risk and expense associated with environmental review on a project-by-project basis.

This “upfront” EIS process requires analyses of buildout alternatives that identify any anticipated negative environmental impacts and define measures to mitigate these impacts. The redevelopment of South Downtown could potentially provide abundant social, economic,

health, and environmental benefits at both the local and regional levels. Given this potential, the EIS alternatives were chosen to test levels of growth that exceed previous expectations, and reflect the kind of dense urban center that South Downtown could ultimately become given its robust infrastructure and wealth of urban assets. The preliminary maximum buildout target is 30 million square feet of new development, corresponding to 30,000 new residents and 40,000 new jobs. Analysis will lead to an optimum buildout target that maximizes development potential but does not require infeasible mitigation or put unrealistic demands on existing infrastructure.

The Tacoma South Downtown Subarea Plan

The Subarea Plan is the policy document that enables the actions needed to achieve the Vision. It provides a long-term, coordinated framework to promote the ongoing revitalization of South Downtown Tacoma. More specifically, the Subarea Plan is also a companion document to the South Downtown Non-project EIS, and it formalizes the policies and mitigations identified in the EIS analysis. The Subarea Plan supports the 2008 Downtown Tacoma Plan Update and the City of Tacoma's Comprehensive Plan, while focusing on issues and opportunities at a scale more responsive to the Subarea's specific needs.

In sum, the South Downtown Subarea Plan will:

- Lay out a policy framework to guide and promote the transformation of South Downtown into a community that is thriving, healthy, equitable, and transit-oriented;
- Catalyze economic development that provides benefits across the socio-economic spectrum;
- Provide certainty and protect investment for both community and developers;
- Develop a collaborative, trusting relationship between community, city, and "city builders;"
- Document the policy and mitigation measures required for approval of the Non-project EIS.

CONCEPTUAL APPROACH

The Vision for South Downtown Tacoma is a thriving, equitable urban center that offers a rich spectrum of opportunities to live, learn, work, and play. To achieve that Vision, the primary goal of the South Downtown Subarea Plan & EIS is to promote economic development.

In South Downtown today, lack of economic development is the chief impediment to sustainable growth as well as the most significant root cause of adverse impacts to the community and the environment. This planning effort is motivated by a belief that innovative interventions will help South Downtown to achieve its tremendous potential for economic development and that this outcome will maximize net environmental and community benefits. The City of Tacoma envisions a future for South Downtown Tacoma in which well-planned, ambitious redevelopment will deliver a broad range of equitable social and environmental benefits at both the local and regional scales.

Adverse impacts of stagnation

Over recent decades, South Downtown has seen relatively low levels of economic development. In more recent years, that trend has begun to reverse, primarily as a result of public investments in the University of Washington, museums, and the Foss Esplanade. However, the ongoing trend of limited private investment has resulted in a variety of negative impacts on the community, including underutilized property, buildings in disrepair, loss of historic structures, perception of crime, compromised aesthetics, poor walkability, limited economic opportunity, and lack of urban livability in general. These impacts create a vicious cycle that further discourages future economic development.

In addition to the challenges identified above, this stagnancy of development, if it persists, will also preclude capitalizing on the valuable infrastructure assets in South Downtown. Infill redevelopment is fundamental to leveraging a range of existing

investments, such as the roadway system, sidewalks, utilities, historic building stock, cultural attractions, a renovated waterfront, and freeway access. In particular, the low density of people and jobs in South Downtown is indicative of a drastic underutilization of the area's major transit investments, most notably the Tacoma Dome Station, one of the largest regional transit hubs in the Pacific Northwest.

From the regional perspective, the business-as-usual scenario of minimal growth in South Downtown increases development pressure on farms and forests on the urban fringe. This well-documented development pressure stimulates sprawling land use patterns known to have a host of negative environmental impacts. Because these impacts occur at the regional scale, they are not often accounted for in a typical EIS. One of the key goals of the South Downtown Subarea Plan and EIS is to provide accurate and constructive environmental assessments and growth strategies based on careful consideration of the broader impacts of land use and transportation.

Positive impacts of redevelopment

Redevelopment is the critical step to unleashing South Downtown's potential to provide equitable livability and a diverse, thriving economy while minimizing environmental impact. This point of view is endorsed by a plethora of public policy spanning the federal, State, regional, County, City, and neighborhood levels, and is supported by a mountain of research and studies on "smart growth." Creating compact, mixed-use, transit-rich communities in South Downtown is precisely the kind of smart growth that will help the City of Tacoma and the surrounding region achieve established goals for sustainable growth.

However, fully accounting for the potential benefits of smart growth requires looking beyond the typical scope of an EIS, which focuses on local effects, and usually assesses total impacts as opposed to per capita impacts. For example, a typical EIS for a new building will analyze car trips and their impact on the roadway system. But while those car trips may add to local congestion, the

building is also likely to encourage transit use that reduces vehicle miles traveled (VMT) on per capita basis. Since that outcome is aligned with widely agreed-upon public policy goals to reduce car dependence—including the State of Washington's legislated goal to reduce per capita VMT by 50 percent by 2050—encumbering developers with an exhaustive list of local traffic mitigations may be counterproductive. The same logic applies to other regional benefits of smart growth, such as cleaner air, reduction of polluted stormwater runoff, and preservation of farms and forests - it makes more sense to address these issues and related mitigations in a coordinated manner at the district scale rather than separately on a project-by-project basis.

Another significant benefit that would be provided by South Downtown redevelopment—housing in particular—is equitable access to the amenities of the city, including economic opportunity, education, culture, entertainment, and perhaps the most valuable amenity of all, transportation. The cost of owning and operating a car is a significant portion of an average household's expenses. Walkable, transit-rich neighborhoods that enable life without a car decrease the overall cost of living, thereby helping to create a more equitable community.

This Subarea Plan also addresses the fact that urban redevelopment introduces the risk of displacing existing homes and businesses. Fortunately, because South Downtown has a relatively small resident population and a large amount of vacant land, the risk of displacement is less pronounced than in other urban areas. The goal of the Subarea Plan is to encourage redevelopment that complements and reinforces the existing social fabric and economy. New jobs and housing in South Downtown will most likely expand the customer base for many existing businesses, retail in particular.

Development Strategies

The long-term success of the South Downtown Subarea Plan & EIS largely depends on the degree to which they are able to stimulate economic development, which in turn is dependent on private investment. Market forces are the most powerful determinant of private development, but those forces are largely beyond the purview of this project. Instead, the critical ingredient that this project can deliver to stimulate economic development is the creation of local conditions that attract private investment. The following chapters address a wide range of strategies designed to achieve this end, including the refinement of land use regulations, historic resource conservation, brownfield remediation, and catalyst projects.

Investment risk is a critical factor in private development. A central strategy of this planning effort is an area-wide environmental review, known as “upfront SEPA,” which seeks to reduce that risk for potential developers. Upfront SEPA eliminates the requirement for individual projects to complete an environmental review as long as they are broadly consistent with the Subarea Plan. In order to further minimize investment risk, the project is also proceeding under “Transit Infill Review” (RCW 43.21C.420) upfront SEPA, which eliminates all SEPA-based appeals for subsequent urban development projects that implement the Subarea Plan and vest within 10 years of the issuance of the EIS.

The approach to mitigation in the Subarea Plan & EIS is also grounded in the premise that redevelopment will maximize net benefits for the greater community. Thus the goal is to establish policies and regulations that provide sound mitigation but that do not create encumbrances that could jeopardize the viability of redevelopment. In many cases, adequate mitigation is already provided by existing policies and regulations at the federal, regional, County and City levels that are designed to support and encourage smart growth. For example, Tacoma’s new Mobility Master Plan codifies the City’s intention to provide pedestrian and bicycle infrastructure that will help mitigate the impact of car traffic on road networks.

Rebranding

Lastly, the influence of Tacoma’s image is a thread that runs through all of the Subarea Plan’s strategies to promote economic development. Though relatively intangible, Tacoma’s regional and national image has a tangible impact on private investment. Unfortunately, based on the City’s history as a center for extractive industry, Tacoma’s popular image is not well-aligned with the contemporary vision of a vibrant, livable city. Thus, remaking that image, or “rebranding,” has the potential play a significant positive role in achieving the goals of the Subarea Plan. South Downtown has numerous assets that could be emphasized to help create an attractive brand for Tacoma, including:

- The unique, urban campus of the University of Washington
- The concentration of museums
- The rich, historic fabric of the Brewery District
- The arts community, particularly glass blowing
- The potential for an affordable, sustainable urban lifestyle
- The waterfront on the Foss Waterway
- The spectacular natural setting and access to the great outdoors
- The historic artesian wells and their potential tie-in with the Center for Urban Waters

Finally, it should be noted that this Subarea Plan & EIS project itself will help to rebrand South Downtown Tacoma. Once reinvestment and redevelopment begin to happen, further growth, investment and development will be catalyzed, effectively contributing to the momentum of a rebranded South Downtown.

CONSISTENCY WITH EXISTING PLANS AND POLICY

The objectives and policies of the Tacoma South Downtown Subarea Plan are well aligned with, and strongly supported by, an abundance of existing plans and policies at the Federal, State, regional, and local levels. These plans and policies have been put in place to foster precisely the kind of outcome that is sought by the South Downtown Subarea Plan: a vibrant, walkable, mixed-use community that provides a robust range of housing, transportation, employment, and recreation choices; a community that is a welcoming home to people of all cultures, ages, and incomes. The following section discusses these plans and policies.

Federal Partnership for Sustainable Communities

The Tacoma South Downtown Subarea Plan & EIS project is funded by the Puget Sound Regional Council's (PSRC) Growing Transit Communities (GTC) Partnership, which in turn was funded through a \$5 million Regional Planning Grant from the Federal Partnership for Sustainable Communities. The Partnership for Sustainable Communities is a multi-disciplinary collaboration between the Environmental Protection Agency (EPA), the Department of Housing and Urban Development (HUD), and the U.S. Department of Transportation (USDOT), with the mission of promoting "places that have a variety of housing and transportation choices, with destinations close to home." The Partnership has established the following six livability principles for sustainable communities:⁷

- Provide more transportation choices.
- Promote equitable, affordable housing.
- Enhance economic competitiveness.
- Support existing communities.
- Coordinate and leverage federal policies and investment.
- Value communities and neighborhoods.

The PSRC has designed the GTC Partnership in accordance with the above principles, and South

Downtown Tacoma was chosen for a "catalyst" project because of its exceptional potential to realize those principles and become a regional model for sustainable development. South Downtown already possesses many of the important ingredients of a sustainable community, including high-quality transit, a walkable street grid, historic character, access to open space and a waterfront, educational institutions, cultural attractions, and a spectacular natural setting. The missing piece of the puzzle is significantly more people and jobs to utilize these assets to their full potential. Accordingly, the primary goal of the South Downtown project is to plan for absorbing a large portion of the City's allocated population and employment growth (see Chapter 2 for further discussion of development capacity in South Downtown).

Washington State Growth Management Act

Adopted in 1990, the Growth Management Act (GMA) sets forth 13 goals, including the following six that are most directly aligned with the overall objectives of the South Downtown Subarea Plan:

- Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
- Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
- Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with County and City comprehensive plans.
- Promote economic opportunity... especially for unemployed and for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses... encourage growth in areas experiencing insufficient economic growth.
- Protect the environment and enhance the State's high quality of life, including air and water quality...

⁷ <http://www.sustainablecommunities.gov/>

- Identify and encourage the preservation of lands, sites, and structures that have historical... significance.

The GMA requires municipalities to plan for accommodating growth, and grants counties, in consultation with cities, the authority to assign growth allocations for population and employment. In general, the goals of the GMA will be most successfully achieved by maximizing the portion of growth that can be accommodated in urbanized areas with adequate infrastructure.

Assigned by the Pierce County Regional Council (within parameters set by the PSRC), the City of Tacoma’s allocations are 78,600 new residents and 64,200 new jobs between 2008 and 2030. The South Downtown Subarea Plan is intended to play a key role in helping the City plan for accommodating these allocations, as required by the GMA.

Within Tacoma, GMA goals would be best served by maximizing accommodation of the growth allocations within the downtown core, where there is plentiful development capacity, a concentration of employment, and significant infrastructure, including a regional transit hub. A 2009 City of Tacoma study estimated that downtown Tacoma has the capacity to accommodate an additional 62,400 people and 42,200 jobs, which is a large portion of the growth allocations.

In accordance with the intent of the GMA, a key component of the South Downtown Subarea Plan and EIS is an assessment of the maximum potential for accommodating growth in South Downtown. An understanding of these upper limits will help ensure that opportunities for the sustainable accommodation of growth and the potential of South Downtown Tacoma to contribute to the realization of a sustainable region in accordance with the primary goals of the GMA are being fully leveraged.

VISION 2040

VISION 2040 is the PSRC’s vision and strategy for accommodating the five million people and three million jobs expected in the Puget Sound region by 2040, while promoting the “well-being of people and communities, economic vitality, and a healthy environment.” VISION 2040 is also the policy document that provides the rationale for assigning growth allocations to meet the requirements of the GMA, as noted above.

One of the six overarching goals of VISION 2040 is to “focus growth within already urbanized areas to create walkable, compact, and transit-oriented communities that maintain unique local character.” Even more pertinent to South Downtown Tacoma, VISION 2040 establishes the following policy: “Encourage efficient use of urban land by maximizing the development potential of existing urban lands, such as advancing development that achieves zoned density.”⁸

One of VISION 2040’s key strategies is to concentrate growth in urban centers, defined as “locations identified to take a greater proportion of future population and employment in order to curb sprawl.” Centers are characterized by “compact, pedestrian-oriented development, a mix of different office, commercial, civic, entertainment, and residential uses,” along with “improved accessibility and mobility for walking, biking, and transit.”

At the top of VISION 2040’s hierarchy of centers are the Regional Growth Centers, “envisioned as major focal points of higher density population and employment, served with efficient multimodal transportation infrastructure and services.” Downtown Tacoma is one of the 27 designated Regional Growth Centers, and the South Downtown Subarea comprises most of its southern half.

The objectives of the South Downtown Subarea Plan are completely in sync with VISION 2040’s intention to target growth and leverage the potential of Regional Growth Centers. South Downtown has exceptional

⁸ <http://psrc.org/growth/vision2040>

physical and cultural assets and significant development capacity. The Plan will develop strategies for how to maximize growth and livability in tandem, an outcome that supports both the local and regional goals of VISION 2040 and that results in attracting significantly more residents and jobs.

Pierce County Countywide Planning Policies

In accordance with Washington State’s GMA, the Pierce County Regional Council maintains the Pierce County Countywide Planning Policies (PCCPP) to coordinate planning countywide. Updated in 2012, the PCCPPs include a wide range of policies that support the objectives of the South Downtown Subarea Plan, with the most relevant policies summarized below:⁹

Community and Urban Design

Each municipality in the County will develop high quality, compact communities that:

- Impart a sense of place
- Preserve local character
- Provide for mixed uses and choices in housing types
- Encourage walking, bicycling, and transit use

Economic Development and Employment

The County, and each municipality in the County, will work to achieve a prospering and sustainable regional economy by supporting business and job creation, investing in all people, sustaining environmental quality, and creating great central places, diverse communities, and high quality of life by:

- Providing an adequate supply of housing with good access to employment centers
- Determining a reasonable “jobs/housing” balance and then coordinating land use and development policies to help achieve the designated balance of adequate affordable housing accessible to employment centers

- Providing opportunities and locations for incubator industries
- Marketing development opportunities
- Encouraging redevelopment of underutilized commercial areas
- Encouraging the location of economic development activities in areas served by public transit and adequate transportation facilities
- Reducing inefficient, sprawling development patterns
- Reducing transportation demand
- Promoting development in areas with existing available public facility capacity
- Encouraging joint public/private development as appropriate
- Concentrating a significant amount of economic growth in designated centers
- Promoting infill development to assist in maintaining a viable market for existing businesses
- Utilizing redevelopment or other public financing mechanisms, where appropriate, to maintain existing businesses
- Streamlining permit processing

Health and Well-Being

The County, and each municipality in the County, will be designed to promote physical, social, and mental well-being, so that all people can live healthier and more active lives, by:

- Designing communities to provide an improved environment for walking and bicycling
- Developing and implementing design guidelines to encourage construction of healthy buildings and facilities to promote healthy people
- Developing and implementing community plans and programs, such as community gardens and farmer’s markets, that provide support for agricultural, farmland, and aquatic uses that facilitate the

⁹ <http://www.co.pierce.wa.us/pc/abtus/ourorg/pcrc/index.htm>

production of fresh and minimally-processed healthy foods, and encourage community access to those resources

Natural Resources, Open Space, Protection of Environmentally Sensitive Lands and the Environment

Air Quality: Strengthening efforts to reduce pollutants from transportation activities by:

- Reducing vehicle miles traveled (VMT) and auto dependence
- Designing and prioritizing compact communities and neighborhood accessibility for goods and services

Climate Change:

- Direct development into urban areas and compact centers to prevent and reduce the urbanization of ecologically sensitive areas and natural resources
- Increase alternatives to driving alone
- Encourage private and public development of transit-oriented development throughout the country to reduce the need for personal vehicle use

Transportation Facilities and Strategies

The County, and each municipality in the County, shall address substandard LOS for existing facilities by:

- Using transportation demand management (TDM)
- Promoting nonmotorized travel

The County, and each municipality in the County, shall address compatibility between land use and transportation facilities by:

- Using land use regulations to increase the modal split between automobiles and other forms of travel
- Designating high densities in transit and transportation corridors and designated TOD sites
- Requiring pedestrian-oriented design
- Encouraging or requiring mixed use development and TOD

Overall Policies for Non-Industrial Centers

Design Features of Centers: The County and each jurisdiction that designates a center within its comprehensive plan shall encourage density and development to achieve targeted growth:

- [By] encouraging higher residential densities within centers
- [By] allowing for greater intensity of use within centers
- Designated centers are expected to receive a significant share of projected growth in conjunction with periodic disaggregation of countywide population allocations

Transportation, Parking and Circulation: Locate higher densities/intensities of use close to transit stops within centers and seek opportunities to:

- Create a core area to support transit and HOV use
- Establish incentives for developers to provide transit and TDM-supportive amenities

Implementation Strategies: Jurisdictions should consider incentives for development within centers such as:

- Streamlined permitting
- Financial incentives
- Density bonuses or transfer of development rights (TDR)
- Using SEPA Planned Action provisions to streamline environmental review by conducting environmental analysis during planning and providing permit applicants and the public with more certainty of how impacts will be addressed

Regional Growth Centers

Regional Growth Centers are targeted for employment and residential growth and provide excellent transportation service, including fast, convenient high capacity transit service, as well as investment in major public amenities. Regional Growth Centers shall plan to meet the following criteria:

- A minimum of 25 employees per gross acre of non-residential lands
- A minimum of 10 households per gross acre
- A minimum of 15,000 employees
- Planning recognizing the need to receive a significant share of the regional growth

Tacoma Comprehensive Plan

The Comprehensive Plan is Tacoma's 20-year plan for physical growth, development and improvement. Its various Elements include a wide range of policies that are aligned with and support the objectives of the South Downtown Subarea Plan, the most relevant of which are summarized below:¹⁰

Growth Strategy and Development Concept Element

This Element articulates several relevant policy goals, including:

- "Growth will be directed toward compact mixed-use centers and in nodes along major transportation corridors including primary transit routes."
- "Support of the high-capacity transit system, including light rail and commuter rail, will be a top priority of the City."
- "Concentrating growth within mixed-use centers will... strengthen the existing development pattern, protect neighborhoods and the environment and create attractive urban living and working environments which encourage walking, cycling and public transit."

Also defined are minimum densities appropriate for "High Intensity in Mixed-Use Centers" such as South Downtown:

"Minimum site densities should range from 25 to 80 dwelling units per net acre... Higher minimum densities are envisioned in other parts of the mixed-use centers depending on the established height limit."

Generalized Land Use Element

In the Generalized Land Use Element, the Mixed-use Centers goal is spelled out as follows:

"To achieve concentrated centers of development with appropriate multimodal transportation facilities, services and linkages that promote a balanced pattern of growth and development, reduce sprawl, foster economies in the provision of public utilities and services, and yield energy savings."

Also provided is the following description of Transit-Oriented Development (TOD) that describes desired outcomes for South Downtown:

"Multi-family housing and mixed-use projects that support the public investment in fixed route transit service... TODs increase the density of people near transit, including residents, employees, visitors, and customers in a built environment that is pedestrian-friendly and connected to transit. Mixed-use buildings, projects, or areas with a mix of uses are active from early in the morning to late in the evening, making the environment safer for pedestrians and providing peak- and off-peak customers for transit service."

Downtown Element

In 2008 the City of Tacoma adopted an updated Downtown Element that applies to the entirety of South Downtown. The Downtown Element has seven goals, the following three of which are most relevant to the vision and objectives of the South Downtown Subarea Plan & EIS:

¹⁰ <http://www.cityoftacoma.org/Page.aspx?hid=2241>

- Resolve the questions of how to responsibly increase density while laying the groundwork for a long-term, high-quality city environment and maintaining Tacoma’s unique character.
- Encourage links between economic vitality and environmental quality through an awareness of the regional effects of growth management, land use and transportation decisions.
- Generate new partnerships to promote infill development and link land use policy with economic revitalization strategies.

The Downtown Element includes a range of policies that focus on several specific areas within South Downtown as noted below:

- *Brewery District:* Focus on economic development strategies and public realm enhancements within the Brewery District Area... The vision for this area seeks the complementary rehabilitation of historic properties with strategic infill uses... Strong pedestrian links to the Dome and Waterfront should be developed... The construction of businesses and developments that support or complement UWT as well as significant amounts of new residential housing will bring vibrancy to the district.
- *Dome District:* Complete transit-oriented design guidelines for the Dome District and other priority station areas to ensure transit-supportive land uses.
- *Nob Hill:* With its close proximity to the City’s regional transportation hub at the Dome, Nob Hill should be considered as a good location to provide housing support for businesses as well as commercial uses.
- *Hillside:* Well served by transit and in close proximity to the UWT and major employment centers, Hillside is an ideal location for residential and mixed-use growth taking advantage of the views.

Transportation Element

Key policies in this Element that align with the transportation vision for South Downtown include:

- *T-LUT-9 Transit Oriented Development:* Encourage and promote transit-oriented development (TOD) and provide incentives for development that includes specific TOD features.
- *T-TSM-6 Level of Service Standards:* Establish level of service standards that are consistent with regional and state standards for roadways that reflect arterial functional classifications and the differing development patterns, growth objectives, accessibility for vehicles, transit, pedestrian and bicycle use.
- *T-MS-12 Complete Streets:* Apply the Complete Streets guiding principles.
- *T-ES-3 Congestion Management:* Encourage the use of alternative modes, and thereby slow the increase in the use of single occupant vehicles and the increase of environmental degradation associated with their use.

As part of the Transportation Element, the City of Tacoma adopted the *Mobility Master Plan* in 2010, an implementation plan for improving “conditions for pedestrians and bicyclists citywide over the next fifteen years,” providing “recommendations for developing a nonmotorized network that reduces auto travel, increases the number of nonmotorized users of all ages and abilities...”¹¹ The main goals of the plan are to:

- “Complete a safe and comfortable bicycling system that connects all parts of the city (north to south/ east to west) and accommodates all types of cyclists by 2025.
- “Complete an accessible network of pedestrian supportive infrastructure, including sidewalks, curb ramps, accessible pedestrian signals and shared-use paths, in high-priority pedestrian areas.
- “Increase the nonmotorized mode split to 5% by 2015 and continue gains thereafter
- “Increase transit use by enhancing pedestrian access and bicycle support facilities through the development of bikeways and walkways that serve transit hubs.”

¹¹ <http://www.cityoftacoma.org/Page.aspx?hid=12894>

A particularly relevant policy of the Mobility Master Plan is to “Prioritize infrastructure improvements that connect residential areas to local retail, business, and community services, so residents can access more of the services they need close to home by walking, biking, and using assistive devices.” The corresponding Action is to “Prioritize funding and construction of non-motorized facilities in recognition of the livability, environmental and health benefits these forms of mobility provide,” with priority given to projects that:

- “Provide the greatest connectivity to the greatest number of people or neighborhoods;
- “Provide connections to transit;
- “Connect major employers or employment areas to residential areas in order to increase commute trips by bike or walking;
- “Connect residential areas to local retail, business and community services so residents can access daily”

Regarding Level of Service, the Plan states, “The focus of arterial corridors in this transportation plan is on moving people as opposed to moving vehicles. As such, we are suggesting that a lower level of service (LOS E) be provided to vehicular traffic within the identified arterial corridors.”

Thea Foss Waterway Design and Development Plan

The 2005 Thea Foss Waterway Design and Development Plan (Plan) is an element of the City’s Comprehensive Plan and the Shoreline Master Program (SMP). One of the five major goals of the Plan is to: “Provide opportunities for mixed-use development, public/private investment and recreational opportunities, and public access to the shoreline for the citizens of Tacoma.” Regarding development, the Plan states: “Presently, the Waterway is not being used to its fullest potential. There are numerous vacant properties, especially along the west side of the Waterway, that have potential for redevelopment. Some are occupied by unused structures and others are vacant lots. There is potential for shifting this underdeveloped area into a mixed economic community connected to downtown.”

The policies of the Plan are implemented in Chapter 13.10.110 of the Tacoma Municipal Code: S-8 Shoreline District. The intent of the S-8 regulations is “to improve the environmental quality of Thea Foss Waterway; provide continuous public access to the Waterway; encourage the reuse and redevelopment of the area for mixed-use pedestrian-oriented development, cultural facilities, marinas and related facilities, water-oriented commercial uses, maritime activities, water-oriented public parks and public facilities, residential development, and waterborne transportation; and to encourage existing industrial and terminal uses to continue their current operations and leases to industrial tenants.”

The policies of the Plan are also implemented in Chapter 9.10 of the Shoreline Master Program (SMP). The City of Tacoma recently updated the SMP, and the updated version is currently being reviewed for approval by the Department of Ecology.

Lastly, in 2011 the design guidelines from the Plan were expanded into a stand-alone set of Thea Foss Waterway Design Guidelines that support the overall goals of creating an economically vibrant, pedestrian-oriented environment on the Waterway.

Transfer of Development Rights

The Downtown Element of the Tacoma Comprehensive Plan establishes the following policies on Transfer of Development Rights (TDR):

- “The City should explore the restoration and adaptive re-use of historically significant structures within the Brewery District through the creation of a ‘Historic District Transfer of Development Rights program.
- “The City should consider allowing ‘Density Transfers’ to raise the current existing maximum heights to provide redevelopment potential on non-historic infill sites.
- “The City should work with owners of selected assembled infill sites to promote participation in the TDR program.
- “The City should consider providing identified historic property owners grants and/or loans to complete seismic and other upgrades to their properties.”

A TDR program was also a recommendation in the 2008 Tacoma Climate Action Plan (see below), because “TDR is a market-based way to conserve resource lands, control sprawl and encourage good development in our urban core where community infrastructure already exists.”

In August of 2012, the City of Tacoma published a report entitled *Transfer of Development Rights Market Study*. The purpose of the study was to assess “whether a TDR program for Tacoma can assist in achieving regional conservation priorities while, at the same time, providing local benefits in encouraging new development in some areas and conserving resources elsewhere in the City.” In the Fall of 2012, the City of Tacoma initiated an effort to create a new Land Use Code that implements a TDR program in downtown and in the City’s mixed-use centers.

A TDR program would help further the goals of the South Downtown Subarea Plan & EIS by providing a mechanism to preserve historic buildings or open space in habitat corridors. Under existing zoning and real

estate market conditions in South Downtown, there is unlikely to be demand from developers to purchase additional development capacity through TDRs. However, establishing a TDR program in the near term will ensure that when the real estate market improves, TDR will be in place and ready to be applied to projects.

City of Tacoma Climate Action Plan

In 2006, the Tacoma City Council adopted a resolution calling for a reduction in greenhouse gas emissions in City operations and pursuing reductions in community emissions through cooperative programs and policies, including reusing older buildings, pursuing regional transfer of development rights and enhancing compact and walkable neighborhoods. In 2007, the City Council appointed the Green Ribbon Climate Action Task Force, which published the *Tacoma Climate Action Plan* in 2008. One of the five recommended strategies in this plan is “Enhancing Compact/Livable Neighborhoods,” which is also essentially the primary goal of the South Downtown Subarea Plan & EIS. The Climate Action Plan states:

“[The] City should implement smart growth principles – including compact, transit-oriented development within the City’s mixed-use centers – to promote mixed-use developments, affordable housing, green building, green site development, and bike- and pedestrian-friendly neighborhoods. Policies should increase mobility while decreasing dependence on private vehicles.”

This strategy to reduce Tacoma’s greenhouse gas emissions is completely aligned with the regional goals for smart growth that are fundamental to VISION 2040, as described above.

Washington State Policy on Greenhouse Gas Emissions

In 2008, the Washington State Legislature passed House Bill 2815, mandating reductions in vehicle miles traveled (VMT).¹² Intended as a strategy to reduce greenhouse gas emissions from automobiles, the legislation sets targets of 18 percent reduction in per capita VMT by 2020, 35 percent by 2035, and 50 percent by 2050. Numerous studies have shown that households in walkable, transit-rich neighborhoods tend to drive less than comparable households located in more car-dependent environments.¹³ Focusing new household and employment growth in South Downtown will help the State to meet its VMT reduction goals.

University of Washington Tacoma Campus Master Plan

The University of Washington Tacoma produced a Campus Master Plan in 2003, followed by an update in 2008. The 2003 Plan addresses a range of issues including site planning, transportation, parking, and pedestrian circulation, phasing, building form, and design guidelines, with the goal of accommodating 6,000 - 10,000 full-time-equivalent (FTE) students. The 2008 Campus Master Plan Update builds upon the 2003 Plan, and includes a Needs Assessment, a Development Plan, a Phasing Plan, an Infrastructure Master Plan, and Design Guidelines. The 2008 Update considers a future student population of up to 12,000 FTEs.

The 2008 Update puts forth a Plan for the campus that is well-aligned with the vision and intent of this Subarea Plan, as demonstrated in the following excerpt:

[the Plan] recognizes and enhances the urban character of the existing campus by aligning development predominantly with the street grid. The Plan provides opportunities to strengthen a sense of UW Tacoma's community as a full, four-year institution by providing a central open space, various smaller green spaces throughout the campus, pedestrian connections up the hill, and an integration

of uses between residential, student life, and academics.

The Sustainability Section of the 2008 Infrastructure Master Plan establishes the University of Washington's strong commitment to sustainability. It articulates numerous goals and strategies that bolster the sustainability goals of South Downtown, including:

- A commitment to the National Sustainable Design Standards
- Reduction of campus carbon emissions, water use, and energy use
- Expansion of campus renewable energy opportunities
- A potential option for a carbon neutral campus

¹² <http://apps.leg.wa.gov/documents/billdocs/2007-08/Pdf/Bills/Session%20Law%202008/2815-S2.SL.pdf>

¹³ *Transit-Oriented Communities: A Blueprint for Washington State*, Futurewise, 2009.

Other Plans and Studies

The South Downtown Subarea Plan draws from two key previous studies conducted by the City of Tacoma:

- The *Brewery District Development Concept Study* (2010) was grounded in the following six development objectives:
 - » Conduct proactive outreach to the private sector to foster public-private partnerships for redevelopment sites in accordance with the community vision.
 - » Advocate for and leverage an integrated approach between transportation access and land use development to spur the creation of a livable, walkable neighborhood and capitalize on the substantial transportation investments in the area.
 - » Use community-based partnerships to diversify risk and incubate local businesses within both renovated and new structures in the District. Encourage the location of companies that produce goods, artistic crafts and green technology.
 - » Apply a range of sustainability strategies for the long term health of the neighborhood.
 - » Invest in pedestrian and bicycle system improvements that will continue to realize connections between the Brewery District and surrounding residential and commercial areas, particularly the University of Washington Campus.
 - » Build city capacity to optimize existing resources through creative, interim and long-term land use strategies.
- The *Tacoma Dome District Development Strategy Update* (2008) focused on the following four development strategies:
 - » Transit Rich Walkable Neighborhood: making the most of regional investments
 - » A Shoreline Neighborhood: Water Experience/ Park Integration
 - » Making a Distinctive Place: Building Place - Distinctive Urban Form
 - » A Destination Neighborhood: Integrating the Dome

The South Downtown Subarea Plan is also consistent with, and builds upon, the following additional plans and studies:

- *Tacoma Dome Area Plan Update*, 2001
- *Tacoma Dome Area Plan*, 1995
- *Tacoma Dome Transit Station Trail Linkage Study*, 2009
- *Tideflats Area Transportation Study*, 2011
- *Thea Foss Waterway Development Alternatives Plan Final EIS*, 1995
- *Foss Waterway Master Redevelopment Strategy Update*, 2011
- *Downtown Tacoma Economic Development Strategy*, 2008
- *Artist Survey of Live and Work Spaces*, 2003
- *Sound Transit Sounder Stations Access Study*, 2012



FIG. 2-1 This view facing north along the I-705 corridor illustrates the layering of transportation infrastructure and an eclectic collection of building types over the dramatic topography of the South Downtown Subarea.

02

SOUTH DOWNTOWN CONTEXT

Tacoma is the second-largest city in the Puget Sound region and the most important business center in the South Sound region. Tacoma’s downtown went into decline during the mid-20th Century, but it has undergone significant revitalization over the past few decades. The South Downtown Subarea consists of roughly the southern half of downtown, which in general has a lower intensity of uses and has seen less private investment than North Downtown. More recently, South Downtown has benefited from substantial high-profile reinvestment, including the University of Washington Tacoma, several museums, a convention center, and the Thea Foss Waterway. Rich in transit investments, South Downtown is bisected by Tacoma LINK light rail, and is home to Tacoma Dome Station, one of the region’s largest multi-modal transportation hubs. Together, these endowments create an extraordinary opportunity for positive transformation in South Downtown.

THE SOUTH DOWNTOWN SUBAREA

The South Downtown Subarea encompasses approximately 600 acres of historic industrial and commercial land in the southern half of Tacoma’s downtown. The Subarea is bordered by the downtown commercial core to the north, the Martin Luther King Jr. mixed-used residential district to the west, industrial lands to the east, and the McKinley Hill, Lincoln, and South Tacoma residential neighborhoods to the south across Interstate 5.

South Downtown is comprised of five distinct districts: the Brewery District, the University of Washington Tacoma (UWT)/Museum District, the Dome District, the southern portion of the Hillside neighborhood, and the Foss Waterway.

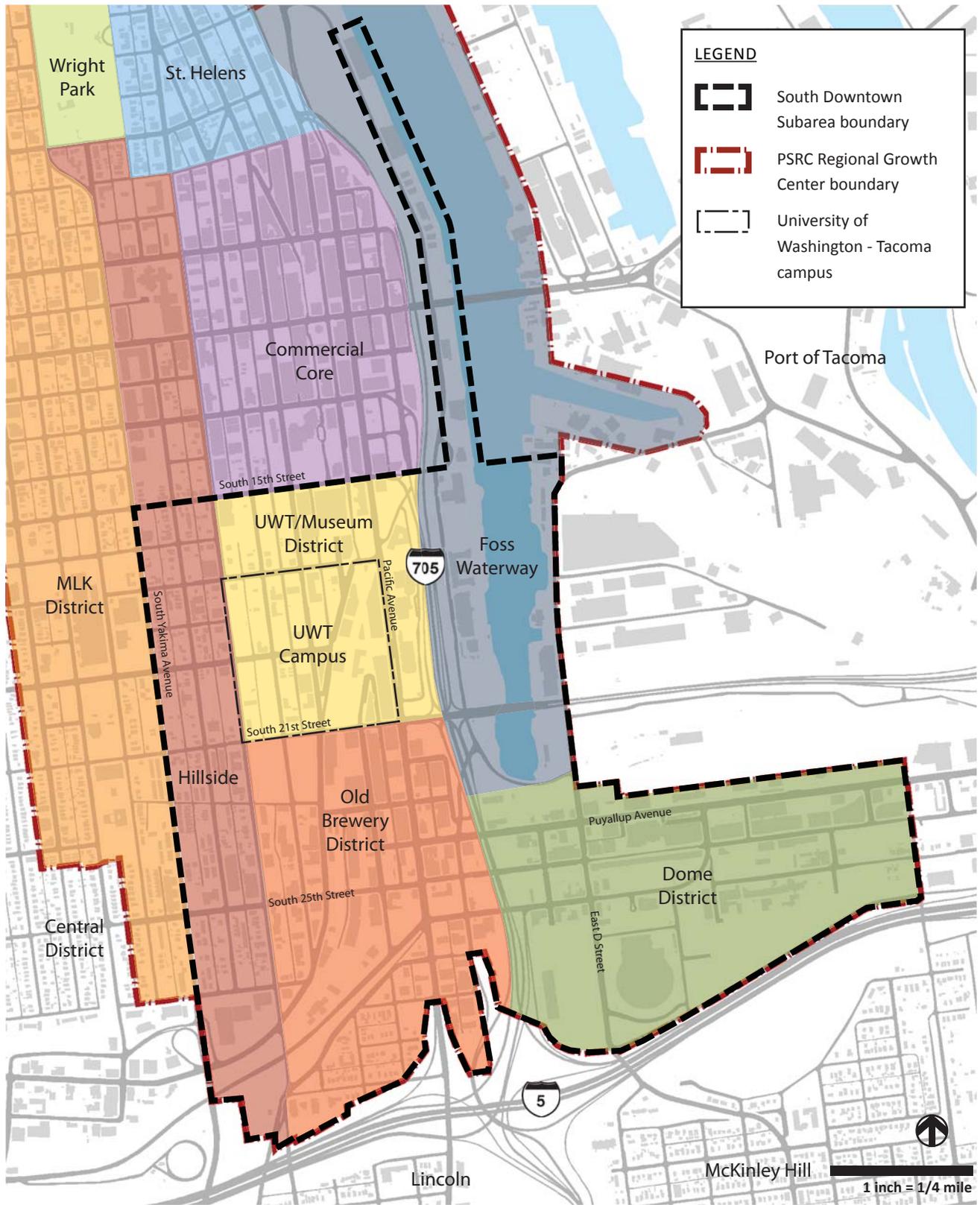
The Brewery District

The Brewery District is named for the historic breweries built in the area starting in the late 19th Century. Although

none of the original breweries are still operating, many of the historic red brick buildings remain, creating a distinct architectural character for the District. During the first few decades of the 20th Century, a variety of retail, service, and industrial establishments were built in the Brewery District, creating the gritty commercial character that persists to this day.

The Brewery District is situated between the UWT/Museum District and the Dome District, it and has the potential to serve as an important connector between them. There is currently very little housing in the Brewery District, with the exception of a small residential area known as Knob Hill located in the southwest corner of the District. There is also a relatively high amount of vacant or underutilized property that presents numerous opportunities for redevelopment. Over recent years, the District has seen little in the way of significant private development, with the exception of a new Holiday Inn Express currently under construction at 21st Street and C Street.

FIG. 2-2 SOUTH DOWNTOWN COMPREHENSIVE PLAN "CHARACTER AREAS"



The UWT/Museum District

This District encompasses the 46-acre University of Washington Tacoma (UWT) campus, as well as several major institutions, including the Tacoma Art Museum, the Children’s Museum of Tacoma, the Washington State History Museum, the Museum of Glass, the Greater Tacoma Convention and Trade Center, and historic Union Station, which now houses a U.S. District Court after an award-winning restoration in 1990s. Established in 1990, the UWT campus has undergone an extraordinary transformation, earning numerous awards for the adaptive reuse of several century-old, brick railroad-era structures into modern classroom facilities. UWT has plans for continued expansion that will be a major driver for economic development in the area. In recent years, there have been two significant private sector residential developments in the District: the 128-unit Court 17 Apartments at 17th and Market, and the 93-unit Reverie at Marcato Condos at 15th Street and Tacoma Avenue.

The Dome District

The Dome District is hemmed in on its west and south sides by freeways, and on its north side by railroads. Portions of the Dome District were originally an intertidal area that was filled in the late-1800s to form the residential Hawthorne neighborhood. Over time, proximity to rail transportation and the construction of Interstate 5 contributed to a transition from residential to manufacturing and industrial uses. In 1981, a large portion of the neighborhood was razed to construct the Tacoma Dome. Today there are only a handful of housing units remaining in the entire District.

The District has a rich mix of transit assets, including a Sounder commuter rail station, an Amtrak rail station, a Sound Transit LINK light rail station, and a terminal serving Pierce Transit and Sound Transit buses with two large parking structures. The Sounder Station is located in Freighthouse Square, a three-block-long former Milwaukee Railroad freight station, which also houses an eclectic mix of independent retail and restaurants. The most recent addition to the District is America’s Car Museum. Recent private sector investment has been limited to relatively small-scale renovations.



FIG. 2-3 Historic masonry buildings, such as the Hunt Mottet Lofts, contribute to the character of the Brewery District.



FIG. 2-4 The Tacoma Art Museum serves as an institutional anchor of the UWT/Museum District.



FIG. 2-5 Pacific Avenue, one of Downtown Tacoma’s principal north-south streets, traverses the UWT/Museum District as well as the Brewery district.



FIG. 2-6 The Marcato Condominiums, located in the UWT/ Museum District at South 15th Street and Tacoma Avenue South, were completed in early 2007 and contain 93 units.



FIG. 2-11 This church on South Fawcett Avenue in the UWT/ Museum District has been adapted for use as a dance studio.



FIG. 2-7 New townhomes near South 23rd and South G Streets in the Hillside District.



FIG. 2-10 Renovated buildings along Puyallup Avenue in the Dome District house commercial uses such as galleries and bike shops.



FIG. 2-9 The steep east-facing slopes of the Hillside District provide spectacular territorial views, such as this view of Mount Rainier.



FIG. 2-8 A restored historic building on Puyallup Avenue in the Dome District now houses Alfred's Cafe.

The Hillside District

The Subarea includes the southern half of this District, bounded by two of downtown Tacoma’s signature streets, Yakima and Tacoma Avenues. The Hillside District is a transition zone between downtown to the east and the MLK neighborhood to the west. It is primarily low-density residential in character, with a smattering of commercial uses mostly located along Tacoma Avenue. True to its name, the Hillside District lies on a steep east-west slope, which provides stunning views of the Thea Foss Waterway, Mount Rainier, and Commencement Bay. In recent years, the District has seen a fair amount of small-scale multifamily and townhouse development.

The Thea Foss Waterway

During the first half of the 20th Century, the lands lining the Thea Foss Waterway evolved from a thriving industrial cluster of mills, boatyards, wharves, granaries and warehouses into a center of lumber, petroleum and chemical processing. Activities began to decline mid-century as global economic trends shifted manufacturing and industrial uses offshore, and by 1980 the eastern banks of the Foss Waterway were almost entirely abandoned. In 1983, the EPA designated a Superfund site that included the Waterway and major cleanup and dredging was conducted through 2006.

In 1996, the Foss Waterway Development Authority (FWDA) was established to promote redevelopment along the Waterway. The efforts of the FWDA have led to the construction of the Foss Esplanade, the Museum of Glass, the renovation of the Seaport Museum, two large private mixed-use residential developments, and the renovation of the historic Albers Mill for residential use. The FWDA is involved in ongoing efforts to extend the Esplanade, create new waterfront parks, and promote private development.



FIG. 2-12 View facing southwest of the Esplanade Condos and Thea’s Landing from across the Foss Waterway.



FIG. 2-13 The Foss Esplanade provides open space and waterfront access for the Subarea.



FIG. 2-14 View from the Bridge of Glass across I-705 toward waterfront residential development on the Foss Waterway.

FIG. 2-16 EXISTING LAND USE BASED ON TAX PARCEL DATA

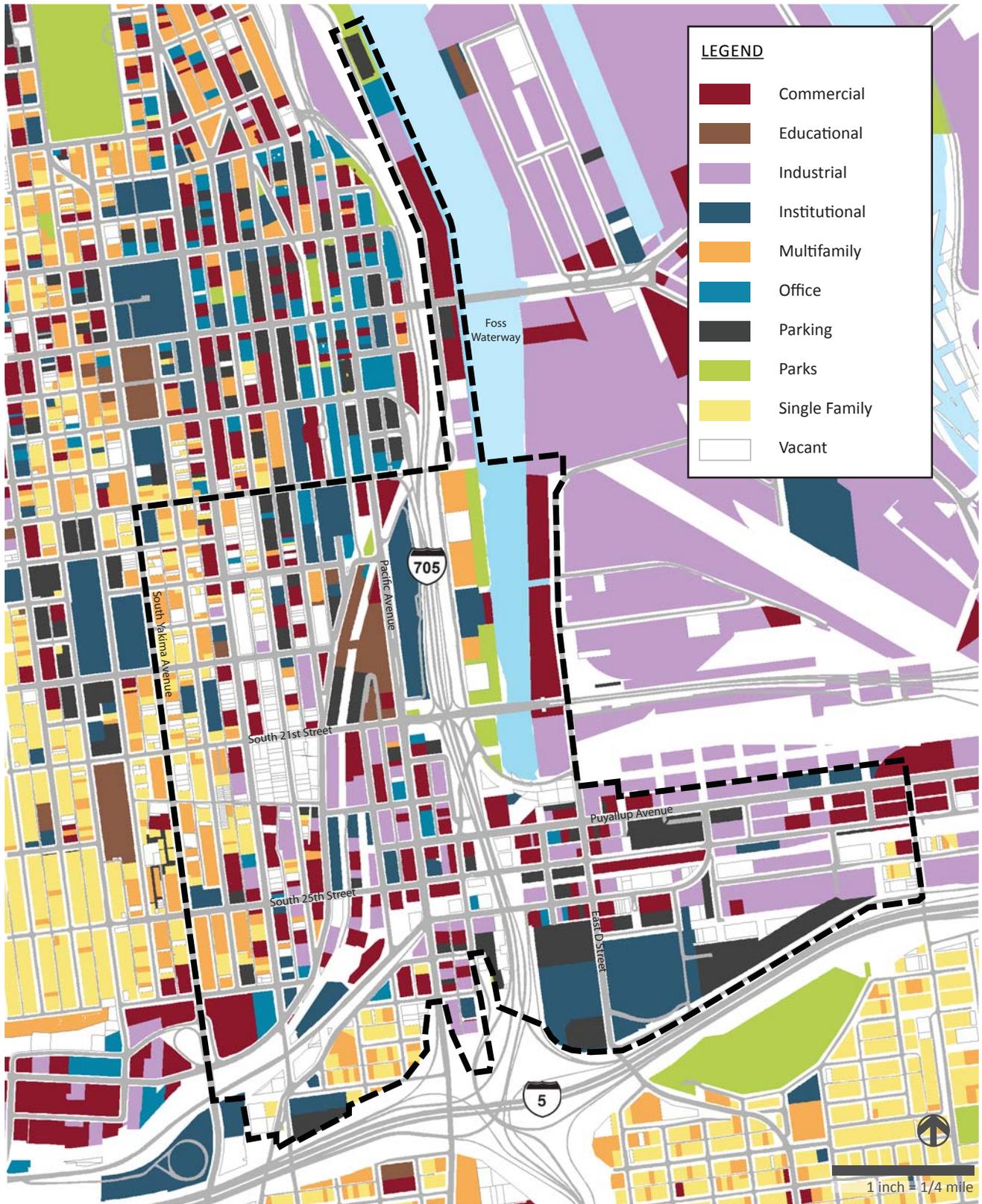
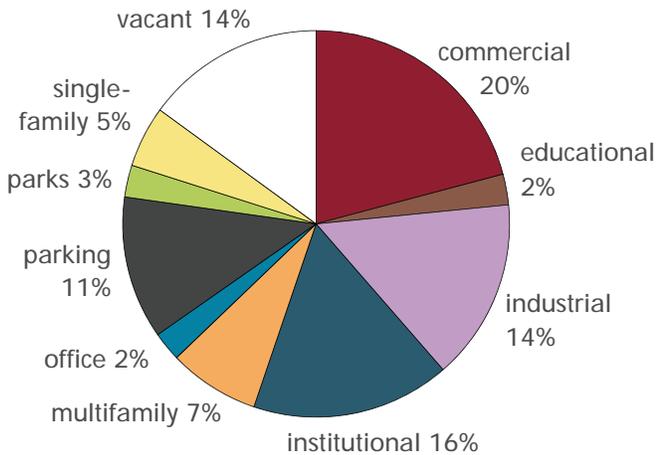


FIG. 2-17 LAND USE AREA PERCENTAGES



Land Use

Existing land uses within the Subarea are shown in the generalized land use map in Figure 2-3, along with the area breakdown in Figure 2-4. The designations are based on the City’s current land use designations assigned at the parcel level, and do not necessarily reflect future land use. Commercial uses occur throughout the Subarea, though less so in the hillside proximate to the west edge of the Subarea where residential uses predominate. Educational uses are primarily found on the UWT campus. Most of the industrial uses are located in the southeast portion of the Brewery District and in the Dome District.

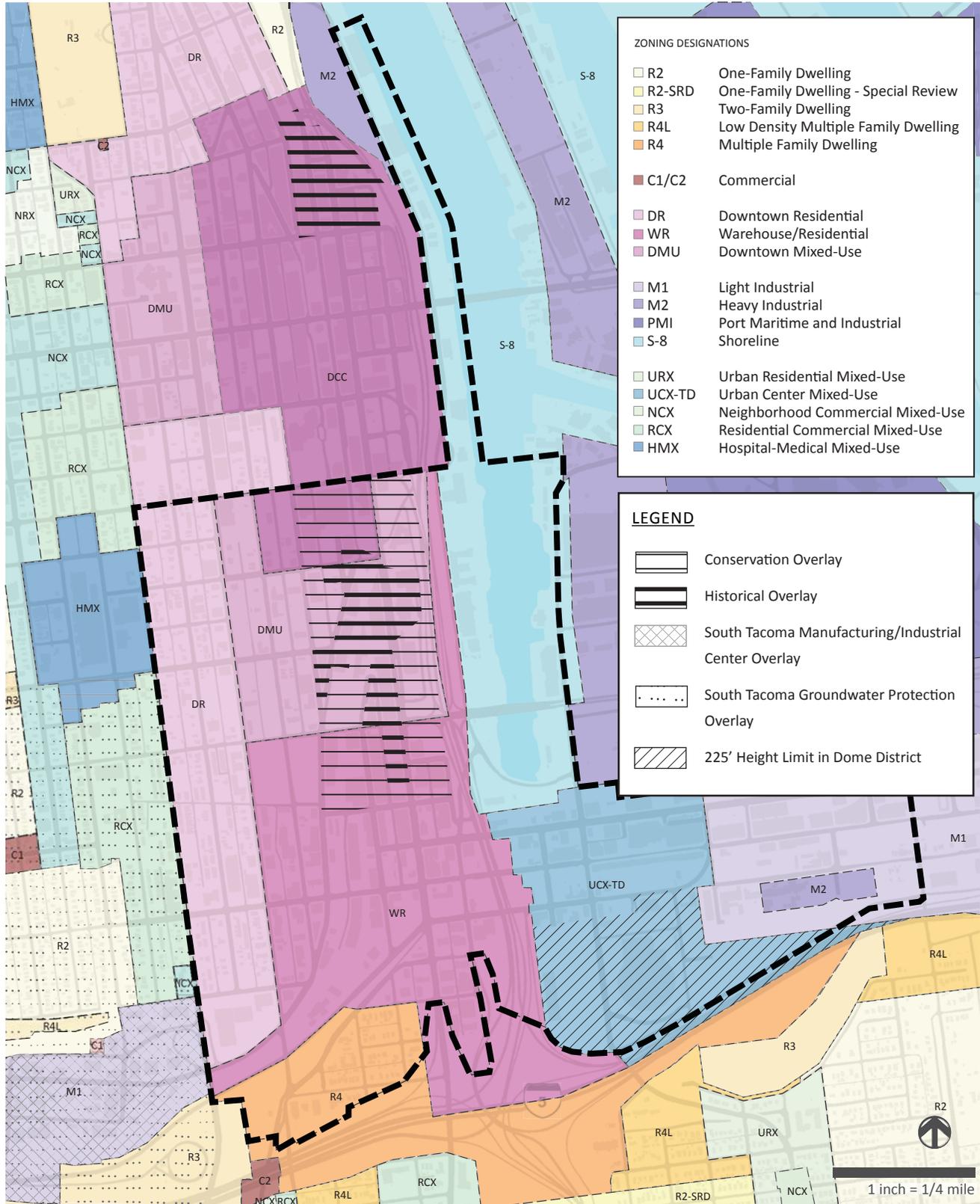
Commercial, industrial/wholesale, and institutional properties comprise approximately 60 percent of the total developable area (properties that are not in streets, railroad rights-of-way, or public parks) in South Downtown. In general, the Subarea has a relatively low proportion of residential use and a relatively high proportion of vacant land and parking.

Zoning

Seven zoning districts are found within the Subarea, as mapped in Figure 2-5 and summarized in Table 2-1. The only purely residential zoning in the Subarea is located in the southwest corner of the Subarea in the area known as Knob Hill. The concentration of residential uses on the west hillside is reflected in the Downtown Residential zoning district located west of Tacoma Avenue. Similarly, the concentration of industrial uses to the east of East G Street is reflected in the industrial zoning found there. Otherwise, the Subarea is zoned for mixed-use and in general allows for relatively high-density development.

Zoning District	Land Area Within the Subarea (ac.)	Maximum Building Height (ft.)
Downtown Mixed Use (DMU)	52	100
Warehouse/ Residential (WR)	72	100
Downtown Residential (DR)	53	90
Downtown Commercial Core (DCC)	11	400
Urban Center Mixed-Use (UCX-TD)	28	70 - 120
Urban Center Mixed-Use (UCX-TD-225)	43	225
Multiple Family Dwelling (R-4)	17	60
Light Industrial (M-1)	32	75
Heavy Industrial (M-2)	4	100
Shoreline (S-8)	73	65 - 180

FIG. 2-18 EXISTING ZONING



Tacoma's Title 13 Land Use Regulatory Code, Chapter 13.06 defines the following zoning districts within the Subarea:

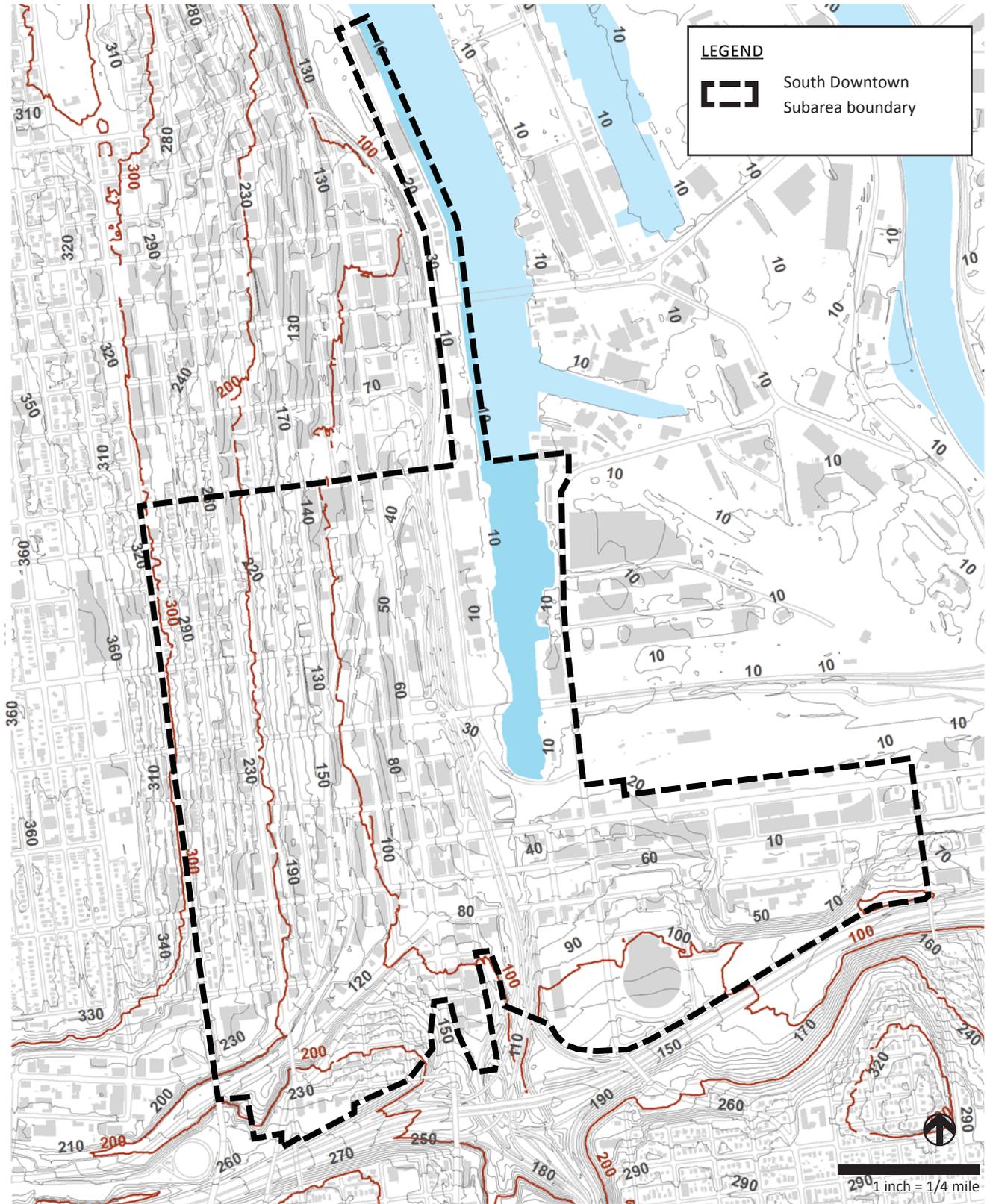
- *R-4 Multiple-Family Dwelling District*: Intended primarily to accommodate medium density multiple-family housing. Other appropriate uses may include day care centers and certain types of special needs housing. The district is characterized by a more active living environment and is located generally along major transportation corridors and between higher and lower intensity uses.
- *UCX-TD Urban Center Mixed-Use District*: Intended to provide for a dense concentration of residential, commercial, and institutional development, including regional shopping centers, supporting business and service uses, and other regional attractions. These centers are to contain the highest densities outside the Central Business District. An urban center is a focus for both regional and local transit systems. The TD designation is used for the Urban Center Mixed-Use District in the Tacoma Dome area to provide specific transit-oriented development consistent with the Tacoma Dome Area Plan. Walking and transit use are facilitated through designs that decrease walking distances and increase pedestrian safety. Residential uses are encouraged in UCX Districts as integrated development components.
- *M-1 Light Industrial District*: Intended as a buffer between heavy industrial uses and less intensive commercial and/or residential uses. M-1 districts may be established in new areas of the City. However, this classification is only appropriate inside Comprehensive Plan areas that are designated for medium- and high-intensity uses.
- *M-2 Heavy Industrial District*: This zone is intended to allow most industrial uses. The impacts of these industrial uses include extended operating hours, heavy truck traffic, and higher levels of noise and odors. This classification is only appropriate inside Comprehensive Plan areas that are designated for medium and high intensity uses.

Chapter 13.06A of the Land Use Code defines the following downtown zoning districts within the Subarea:

- *Downtown Commercial Core (DCC)*: This zoning district is intended to focus on high-rise office buildings and hotels, street level shops, theaters, and various public services into a compact, walkable area, with a high level of transit service.
- *Downtown Mixed-Use (DMU)*: This district is intended to contain a high concentration of educational, cultural, and governmental services together with commercial services and uses.
- *Downtown Residential (DR)*: This zone is intended to contain a predominance of mid-rise, higher density, urban residential development together with places of employment and retail services.
- *Warehouse Residential (WR)*: This zoning district is intended to consist principally of a mixture of industrial activities and residential buildings in which occupants maintain a business involving industrial activities.

Chapter 13.10.110 of the Land Use Code defines the "S-8" Shoreline District, which applies to the lands along the Thea Foss Waterway. This District is intended to improve the environmental quality of the Waterway; provide continuous public access to the Waterway; encourage the reuse and redevelopment of the area for mixed-use pedestrian-oriented development, cultural facilities, marinas and related facilities, water-oriented commercial uses, maritime activities, water-oriented public parks and public facilities, residential development, and waterborne transportation; and to encourage existing industrial and terminal uses to continue their current operations and leases to industrial tenants.

FIG. 2-19 SOUTH DOWNTOWN topography, 10' contours



Topography

The Subarea gains elevation to the south and east, ranging from sea level at the Foss Waterway to approximately 300 feet at the west edge and 200 feet at the south edge of the Subarea. The steep topography enables 180-degree views of Commencement Bay to the east as well as spectacular territorial views of Mount Rainier.

Built Environment

Most of the the streets in the Subarea are arranged in a rectilinear pattern angled slightly toward north-northwest. The most common block size is approximately 375 feet by 375 feet, though in many instances blocks are merged in the north-south direction. Many blocks are bisected by north-south running alleys. The historic railroad grade resulted in off grid right-of-ways on Jefferson Avenue and Hood Street, the latter now in the process of being converted to multi-use trail known as the Prairie Line.

A range of building types are represented within the Subarea, including single-family houses, warehouses and industrial buildings, UWT campus buildings, newly constructed midrise residential and mixed-use projects, cultural and civic buildings, and low-rise auto-oriented commercial buildings. The Subarea's eclectic collection of older brick and concrete commercial, manufacturing and retail buildings reflects the economic booms and busts of the late 19th and early 20th Centuries.

Several notable public spaces contribute to the pedestrian character of the subarea, including the Pacific Avenue streetscape, the 19th Street hillclimb through UWT, the Bridge of Glass that links the Museum of Glass to the downtown commercial core, and the Foss Esplanade along the waterfront. City-owned parks in the South Downtown Subarea include Jefferson Park, Pugnetti Park and Tollefson Plaza. Open space lands, urban parks and recreational facilities are managed by Metro Parks Tacoma.

History

Plentiful fishing grounds and abundant natural resources on the tideflats of the Puyallup River delta led the Puyallup Tribe and other Coast Salish native peoples to call the South Downtown area home for millennia. But in 1852, sweeping and permanent change began with Nicolas Delin's sawmill, which was established near the south end of what is today known as the Thea Foss Waterway.

The South Downtown area was originally known as "New Tacoma," independent from the older settlement further north known as "Tacoma City." Settlement in South Downtown was catalyzed by the 1873 decision to place the terminus of the Northern Pacific Railroad's transcontinental line on the shores of Commencement Bay. In late 1883, Tacoma City and New Tacoma merged to form the City of Tacoma. During the 1890s, industrial, warehousing, and commercial brick and stone buildings appeared along a growing network of rail corridors. In 1888, two streetcar lines were constructed connecting the length of Pacific Avenue and Tacoma Avenue.

Dredging for the Thea Foss Waterway was completed by the Army Corps of Engineers in 1907. In 1911, the Northern Pacific Railroad erected a grand terminal called Union Station that replaced Northern Pacific's prior stations and also served the Union Pacific and Milwaukee Road transcontinental rail lines. During the following decades, settlement patterns expanded away from the core areas served by the railroad, and the area's economy grew and diversified beyond its initial focus on maritime trade and resource extraction.

The construction of I-5 and the Tacoma Mall contributed to the decline of Tacoma's downtown during the 1960s through the 1980s. By the 1990s, a recovery had begun to take shape in downtown and in South Downtown in particular, fueled by ongoing major investments,

TABLE 2-2 SOUTH DOWNTOWN DEMOGRAPHIC AND HOUSEHOLD DATA

Parameter	South Downtown	Tacoma	Pierce County	King County	WA State	USA
DEMOGRAPHICS						
Population	2,462	198,397	795,225	1,931,249	6,724,540	308,745,538
Median Age	33.7	35.1	35.9	37.1	37.3	37.2
Percent Less than 18 years of Age	14%	23%	24%	21%	24%	24%
Percentage Age 65 or Older	5%	11%	11%	11%	12%	13%
Percent Male	62%	49%	50%	50%	50%	49%
Percent Female	38%	51%	50%	50%	50%	51%
POPULATION BY RACE						
White	58%	65%	74%	69%	77%	72%
Black	18%	11%	7%	6%	4%	13%
American Indian	2%	2%	1%	1%	2%	1%
Asian	9%	8%	6%	15%	7%	5%
Pacific Islander	1%	1%	1%	1%	1%	<1%
Hispanic	14%	11%	9%	9%	11%	16%
Other	4%	5%	4%	4%	5%	6%
Percent Foreign Born	n/a	13%	9%	20%	13%	13%
Percent non-English Spoken at Home	n/a	18%	14%	26%	18%	21%
EDUCATIONAL ATTAINMENT (AGE 25+)						
High School Graduate (or higher)	80%	87%	90%	90%	90%	86%
Bachelor's Degree (or higher)	17%	24%	23%	31%	31%	28%
Graduate/Professional Degree	5%	9%	8%	17%	11%	10%
HOUSEHOLDS						
Number of Households	1,238	78,541	295,554	787,809	2,606,863	114,567,419
Average Household Size	1.54	2.44	2.59	2.41	2.51	2.58
Percent Householder Living Alone	51%	33%	25%	31%	27%	25%
Percent Households with Children	18%	31%	35%	29%	32%	33%
Percent Households in Group Quarters	23%	3%	2%	2%	2%	3%

including the establishment of a new University of Washington campus (1990), the renovation of Union Station (1990), the Washington State History Museum (1996), the Museum of Glass (2002), the Tacoma Art Museum (2003), the Greater Tacoma Convention and Trade Center (2004), the Foss Waterway cleanup (2006), the Foss Esplanade (2008, and ongoing), America's Car Museum (2011). Transit investments include the Tacoma Dome Station (2000), Sound Transit LINK light rail (2003), and the Lakewood Sounder commuter rail extension (2012).

POPULATION

General Population

Selected demographic data for the South Downtown Subarea and other geographies are shown in Table 2-2. Characteristics of the Subarea that stand out from the City of Tacoma as a whole and from the greater region are summarized below:

Demographics

- Relatively low population density
- Lower median age
- Lower percentage of children and elderly
- Higher percentage of Blacks and Hispanics
- Male/female split that is highly skewed towards male
- Lower educational attainment

Households

- Very low average household size
- High percentage of single-person households
- Low percentage of households with children
- Very high percentage of households in group quarters

Economics

- Low median household income and per capita income
- High poverty rate
- High unemployment rate
- High fraction of residents not in the labor force
- Relatively high proportion of production/transportation/material-moving occupations
- Relatively low proportion of management/business/science/arts, and sales/office occupations

TABLE 2-3 SOUTH DOWNTOWN ECONOMIC, EMPLOYMENT, AND HOUSING DATA

Parameter	South Downtown	Tacoma	Pierce County	King County	WA State	USA
ECONOMICS						
Median Household Income	\$23,405	\$47,862	\$57,869	\$66,174	\$57,244	\$50,046
Per capita Income	\$18,815	\$25,377	\$27,466	\$36,410	\$29,733	\$26,059
Poverty Rate	n/a	16%	12%	12%	13%	15%
EMPLOYMENT						
Unemployment Rate	16%	13%	12%	9%	11%	11%
Not in Labor Force	44%	37%	34%	30%	35%	36%
OCCUPATION						
Management, business, science, and arts	25%	34%	32%	48%	39%	36%
Service	21%	22%	19%	15%	18%	18%
Sales and office	19%	25%	26%	22%	23%	25%
Natural resources, construction, maintenance	11%	8%	10%	6%	10%	9%
Production, transportation, material moving	24%	11%	12%	9%	11%	12%
HOUSING						
Number of Units	1,594	85,786	325,375	851,261	2,885,677	131,704,730
Occupancy Rate	80%	92%	92%	93%	91%	89%
Renter Occupied	73%	46%	37%	41%	36%	35%
Owner Occupied	27%	54%	63%	59%	64%	65%
Median Home Value	\$146,131	\$230,400	\$252,000	\$385,600	\$271,800	\$179,900
Median Gross Rent	n/a	\$856	\$964	\$1,036	\$908	\$855
Percent Single-family Detached	n/a	62%	66%	56%	64%	61%

HOUSING

A wide range of housing types are found in the Subarea, including single family, townhouses, small apartments, and large midrise buildings. Most of the single-family homes and townhouses are located in the Hillside area. Selected housing data for the South Downtown Subarea and other geographies are shown in Table 2-3. Characteristics of the Subarea that stand out from the City of Tacoma as a whole and from the greater region are summarized below:

- Low housing unit density
- Low occupancy
- Very high rate of renting
- Relatively low median home value
- High amount of subsidized low-income housing

According to the 2010 American Community Survey, the 2010 median monthly rent for the entire City of Tacoma was \$856. In 2012, real estate consultants Dupres and Scott surveyed 518 market rate rental units in or directly adjacent to the South Downtown Subarea for the Puget Sound Regional Council's Growing Transit Communities Program. Average rent was found to be \$1204 per month, and 145 of the units fell into the range that would make them affordable to households earning 51 to 80 percent of area median income.

Significant new market rate housing projects that have been constructed within the Subarea in recent years include:

- *Alber's Mill*: Historic renovation, 36 apartments and retail
- *Thea's Landing*: Seven stories, 188 apartments, 47 condos, 431 structured parking stalls, \$35 million
- *The Esplanade*: Nine stories, 162 condos, 19,000 square feet of retail/commercial and 280 secure parking stalls, \$75 million
- *1501 Tacoma Ave*: 93 condo units, six stories, structured parking built into hillside

- *Court 17 (1717 Market St)*: UWT student housing, five stories, 128 apartments, 300 structured parking stalls
- Several townhouse projects, primarily located between Yakima Avenue, Tacoma Avenue, 21st Street, and 25th Street

Affordable Housing

Housing affordability is typically assessed relative to area median income (AMI). As of 2012 in Pierce County, the annual income limits to qualify for 80 percent of countywide median income are \$40,150 for a single person, and \$57,350 for a family of four. Assuming that a maximum of 30 percent of income can be spent on rent, that corresponds to maximum monthly rents of \$1004 (studio) and \$1434 (3-bedroom), respectively.

The Subarea has 462 units of subsidized housing, which corresponds to 29% of the total number of housing units in the Subarea as recorded by the 2010 Census. Of these, 325 units are affordable to households at 30 percent of AMI. As noted above, market rate apartments also add to the availability of affordable units in South Downtown: 145 of 518 market rate units surveyed are affordable to households earning 51 to 80 percent of AMI. Further details on affordable housing are provided in Chapter 5.

Students

As of Fall 2011, the University of Washington Tacoma campus had an enrollment of 3,662 undergraduate and graduate students, of which 75% are full time and 25% are part time. Ninety-two percent of the students have Washington State resident status. Students reside in Pierce (61%), King (24%), Thurston (7%), and Kitsap (4%) Counties, with the remaining 4% residing in Counties further afield. The University of Washington is planning to accommodate a student population of between 10,000 and 15,000 full time equivalent students over the coming decades.

Currently, most of UWT's students come from the South Puget Sound Region, maintain ties to their home community, and commute to campus. Over time, more students are expected to reside on or nearby campus, and the University has an on-campus housing target of 12% of the undergraduate student population. On-campus housing is not planned for graduate-level students, though in coming years increasing numbers can be expected to seek housing in the South Downtown Subarea as the campus grows.

EMPLOYMENT

Data on covered employment in various sectors in the South Downtown Subarea are given in Table 2-4. Covered employment refers to jobs "covered" under the state's Unemployment Insurance program, and constitutes approximately 85-90% of total employment. The jobs-housing ratio is approximately 3.6, which is very high compared to typical urban areas in which a ratio closer to one would be expected.

SECTOR	2000		2011	
	Jobs	Workplaces	Jobs	Workplaces
Const/Res	558	20	219	14
FIRE	740	12	819	25
Manufacturing	1,162	37	421	21
Retail	411	50	157	29
Services	2,906	133	2,652	190
WTU	528	38	203	28
Government	277	9	244	11
Education	244	2	504	2
Total	6,827	301	5,220	320

Covered employment in the South Downtown Subarea dropped by 24 percent between 2000 and 2011. In comparison, covered employment within the entire City of Tacoma dropped from 99,810 in 2000, to 95,318 in 2011, corresponding to a much smaller decline of five percent. These declines can be largely attributed to the Great Recession, though apparently South Downtown was more vulnerable than the City on average. The manufacturing sector was particularly hard hit, losing 741 jobs, a drop of 64 percent.

Job sector percentages in South Downtown compared to other cities are shown in Table 2-5. Comparatively, South Downtown has a very low fraction of retail jobs, and relatively low fraction of service jobs, a relatively high fraction of finance, insurance, and real estate jobs.

TABLE 2-5 COMPARISON OF COVERED EMPLOYMENT BY SECTOR PERCENTAGE

CITY (2011)	Const/ Res	FIRE	Manufacturing	Retail	Service	WTU	Government	Education
South Downtown	3%	12%	6%	2%	39%	3%	4%	7%
Tacoma	3%	4%	6%	11%	51%	5%	13%	6%
Bremerton	3%	7%	6%	8%	52%	6%	10%	7%
Everett	2%	3%	42%	7%	29%	4%	9%	3%
Bellevue	3%	9%	4%	10%	59%	7%	3%	3%
Seattle	3%	7%	6%	8%	52%	6%	10%	7%

The University of Washington Tacoma (UWT) is by far the largest employer in the Subarea. As of Fall 2012, UWT had 714 employees, with job types including faculty (professors and lecturers), classified staff, professional staff, temporary/hourly employees and student employees. Assuming UWT employment scales roughly linearly with student population, the workforce at UWT can be expected to grow to over 2000 in the coming two decades.

Another significant employer in South Downtown is Brown & Haley, a candy production company famous for ALMOND ROCA® buttercrunch toffee. All of Brown & Haley’s candy is produced at the factory location at 110 East 26th Street that the company has occupied since 1919. Brown & Haley is the nation’s third largest manufacturing wholesaler of boxed chocolates and employs about 300 people (some of these employees work outside of South Downtown at the distribution warehouses in Fife).

Important large employers adjacent to South Downtown are the Port of Tacoma and the hospitals along the “medical mile” on MLK Jr. Way in the Hilltop District.

DEVELOPMENT CAPACITY

The primary goal of this Subarea Plan is to encourage and guide redevelopment that will accommodate significant population and employment growth in South Downtown. A key element of the approach to planning for this growth is to test scenarios that make full use of South Downtown’s capacity for future development. The following sections describe how potential growth scenarios for the Subarea were derived.

Growth metrics for proposed buildout scenarios in South Downtown were based on the 2030 growth allocations for population and employment established by the Puget Sound Regional Council (PSRC) and Pierce County for the City of Tacoma, in accordance with the State of Washington’s Growth Management Act. The 2030 allocations for the City are 78,600 new residents (39% increase over 2008), and 64,200 new jobs (57% increase over 2008).

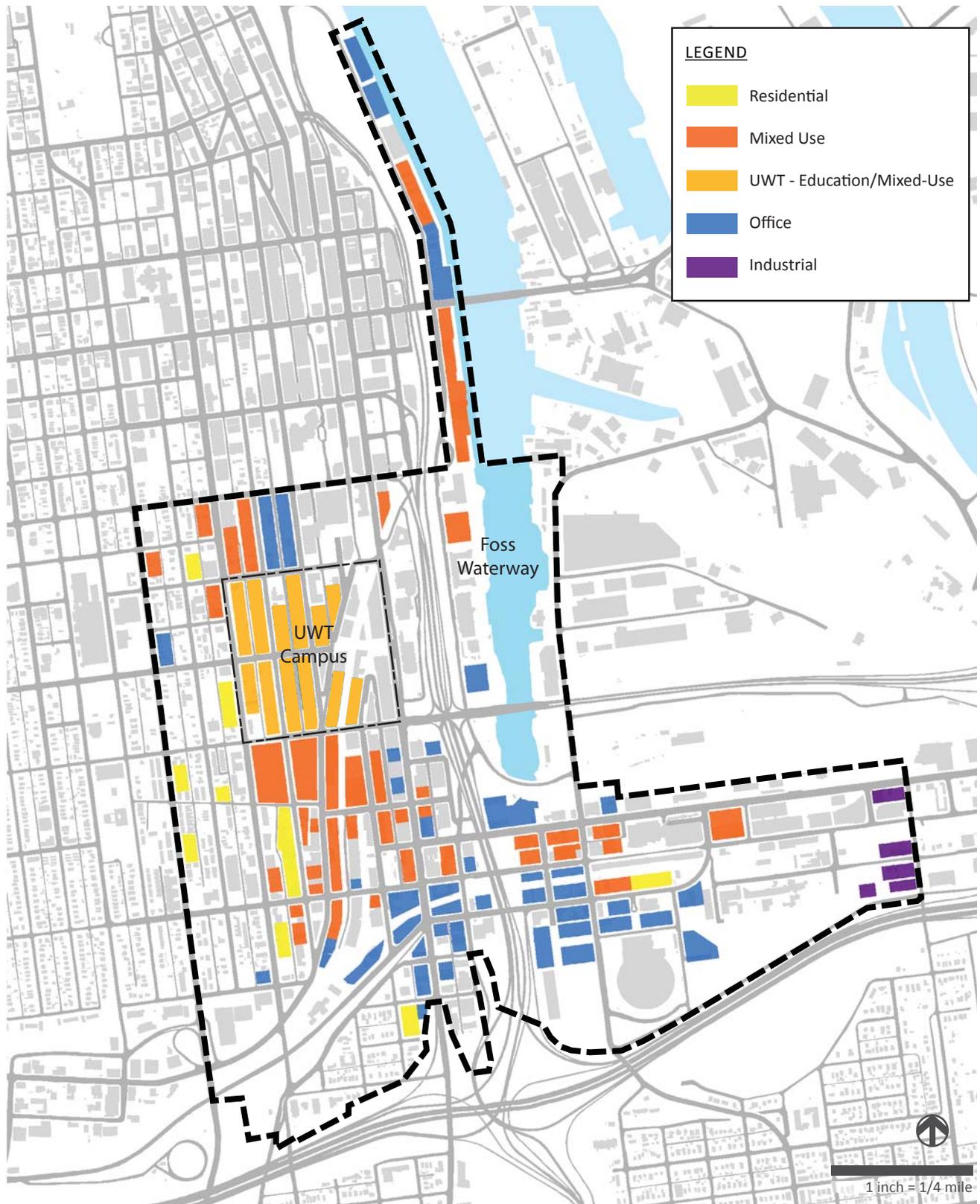
As a starting point, the following assumptions were made to estimate how much of the city-wide allocations could be accommodated in South Downtown:

- 50% of new residents locate in the Downtown Regional Growth Center
- 50% of new downtown residents locate in South Downtown
- 80% of new jobs are captured in the Downtown Regional Growth Center
- 50% of new downtown jobs locate in South Downtown

Applying these assumptions to the 2030 allocations yields 19,650 residents and 25,680 jobs in South Downtown.

In comparison, Pierce County analyzed the redevelopment potential in portions of Downtown Tacoma in a 2009 report entitled *Identifying Redevelopable Lands*. This report looked at the opportunities associated with maximizing the existing zoning potential for dense development and with a 10% increase in rents. It concluded that Downtown Tacoma

FIG. 2-20 ALT. 1 "LARGE-SCALE" BUILDOUT: ADDITIONAL 30 MILLION SF



could accommodate 42,225 people and 62,431 jobs. This capacity is more than twice the estimate derived above for South Downtown.

Further assumptions are required to convert from the estimates of population and jobs to the square footage (sf) of development needed to accommodate those uses. For the purposes of this Subarea Plan, the following assumptions were made:

- 1000 sf average household size
- Two people average per household
- 375 sf average commercial floor space per job

Applying these conversions yields 9.83 million sf of residential space, and 9.63 million sf of commercial space. This scenario, rounded to 10 million sf of residential, and 10 million sf of commercial, was designated the “Moderate Buildout” for consideration in the Subarea Plan and analysis in the Environmental Impact Statement (EIS). To broaden the range of analysis, two additional buildout scenarios were also considered, as shown in Table 2-6. The Large-scale Buildout (Alt 1) is intended to represent the possibility that South Downtown will capture a greater share of growth than is assumed for the Moderate Buildout (Alt 2), or the possibility that actual growth in Tacoma will exceed the 2030 allocations. The Modest Buildout (Alt 3) assumes that South Downtown only captures half of the growth assumed in Moderate Buildout.

TABLE 2-6 THE EIS ALTERNATIVES

	Alt 1	Alt 2	Alt 3	No Action
Total SF	30,000,000	20,000,000	10,000,000	4,816,500
Residential SF	15,000,000	10,000,000	5,000,000	1,684,500
Commercial SF	15,000,000	10,000,000	5,000,000	3,132,000
Residents	30,000	20,000	10,000	3,369
Jobs	40,000	26,667	13,333	8,352

For a baseline 2030 buildout scenario, a “No Action Alternative” was derived for the EIS analysis. The levels of population and employment growth in the No-action Alternative are based on the PSRC’s 2030 projections that are allocated by Transportation Analysis Zones (TAZs). Because TAZs overlap the Subarea boundaries, informed assumptions were made regarding how much of the population and employment for each TAZ would be inside the Subarea. As evidenced in Table 2-6, the No Action Alternative buildout is significantly smaller than all of the other buildout alternatives.

TABLE 2-7 BUILDOUT ON THE UNIVERSITY OF WASHINGTON TACOMA CAMPUS FOR EACH ACTION ALTERNATIVE

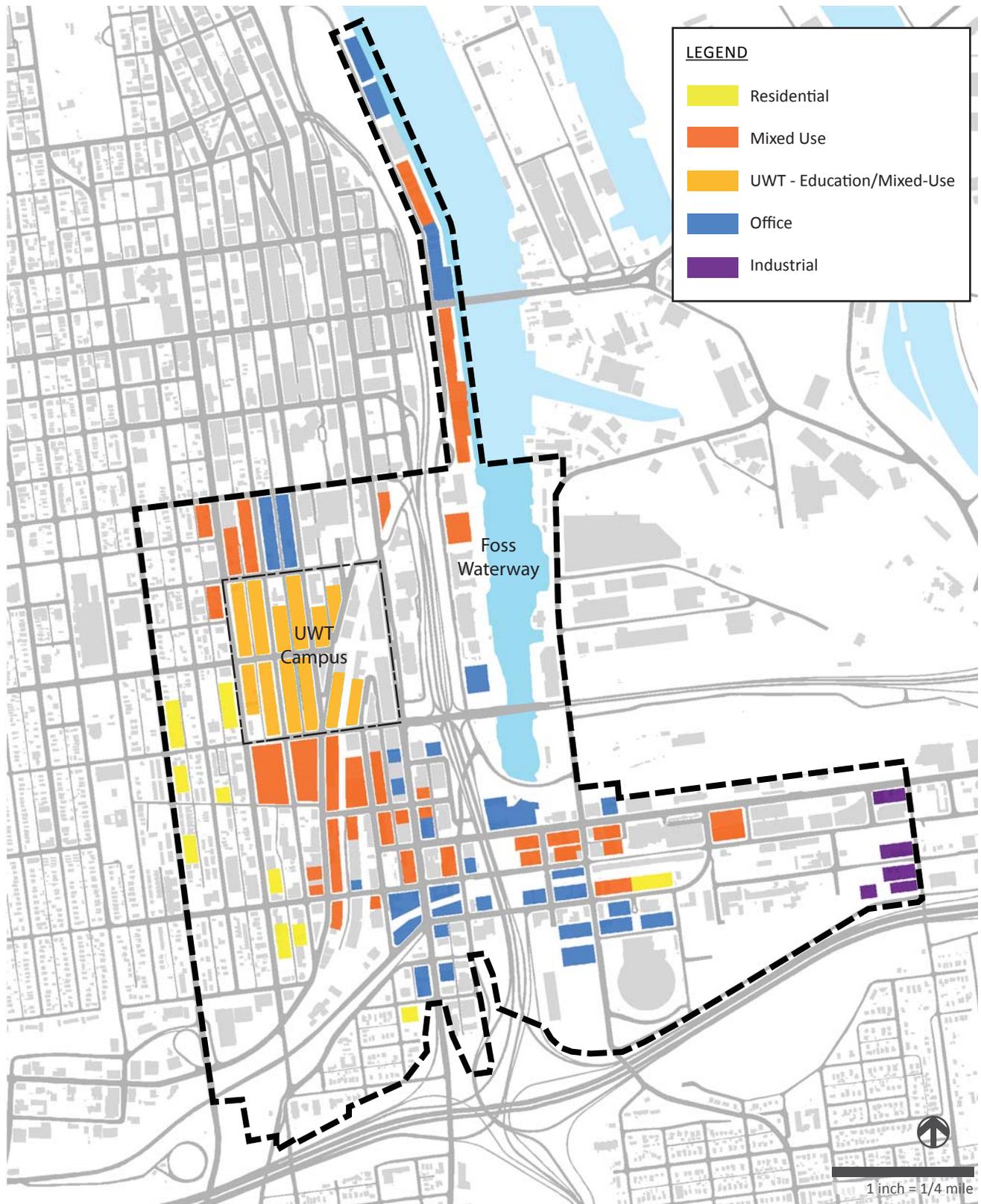
	Alt 1	Alt 2	Alt 3
Residential SF	2,192,805	1,315,683	720,493
Residential FAR	7.0	4.2	2.3
Commercial SF	2,530,203	2,530,203	2,294,714
Commercial FAR	5.0-6.0	6.0	5.1
Total SF	4,723,008	3,845,886	3,015,207

Capacity Testing

The buildouts in Table 2-7 were tested for development capacity in the South Downtown Subarea under existing zoning, and it was determined that capacity is sufficient to support any of the three scenarios. Buildout scenarios by use are illustrated in the maps in Figures 2-7, 2-8, and 2-9. GIS analysis was used to designate the location and quantity of new development at the individual parcel level. The assumed locations of future development involved some degree of qualitative choices based on knowledge of the Subarea. As a general rule, parcels with the following characteristics were designated as not developable:

- Recently constructed or renovated properties
- Buildings within the Union Depot-Warehouse Historic District and the Union Station Conservation District
- Buildings with significant historic value or character

FIG. 2-21 ALT. 2 "MODERATE" BUILDOUT: ADDITIONAL 20 MILLION SF



- Churches
- Schools
- Parks (or future parks)
- Steep slopes or otherwise inaccessible areas
- Land beneath freeway overpasses
- Cultural institutions (e.g. museums)
- Important social services (e.g. Tacoma Rescue Mission)
- Electrical sub stations
- Buildings with high improvement to land value ratio

Buildouts on the UWT campus and along the Foss Waterway were addressed separately from the rest of the Subarea because these two areas have special constraints. Buildout on the Foss Waterway parcels is the same in each of the buildout scenarios and is based on a realistic maximization as estimated by the Foss Waterway Development Authority. Capacity was derived from the zoning envelope and design standards defined for the S-8 Shoreline District (TMC 13.10.110). The buildout consists of 1,987,303 square feet of residential floorspace, and 1,148,400 square feet of commercial floorspace with an average FAR of 5.7. Site-specific details on the buildout are given in Appendix A.

For the UWT campus, the level of development in each alternative was determined from previous campus master plan documents and from input provided by UWT planning staff. Buildout and FAR for each alternative is shown in Table 2-2. The maximum commercial buildout was limited by the FAR allowed in existing zoning, although there was excess zoned capacity available to meet the residential needs of the campus, even for the highest intensity buildout alternative.

After the buildouts for the Foss Waterway and UWT were determined, the buildouts for the remainder of the Subarea were then configured to generate the Subarea totals specified in Table 2-7. The amount of square footage buildout on each developable parcel was determined by the zoning and based on a set of assumptions about building type and FAR – details on these assumptions are given in Appendix B.

FIG. 2-22 ALT. 3 "MODEST" BUILDOUT: ADDITIONAL 10 MILLION SF

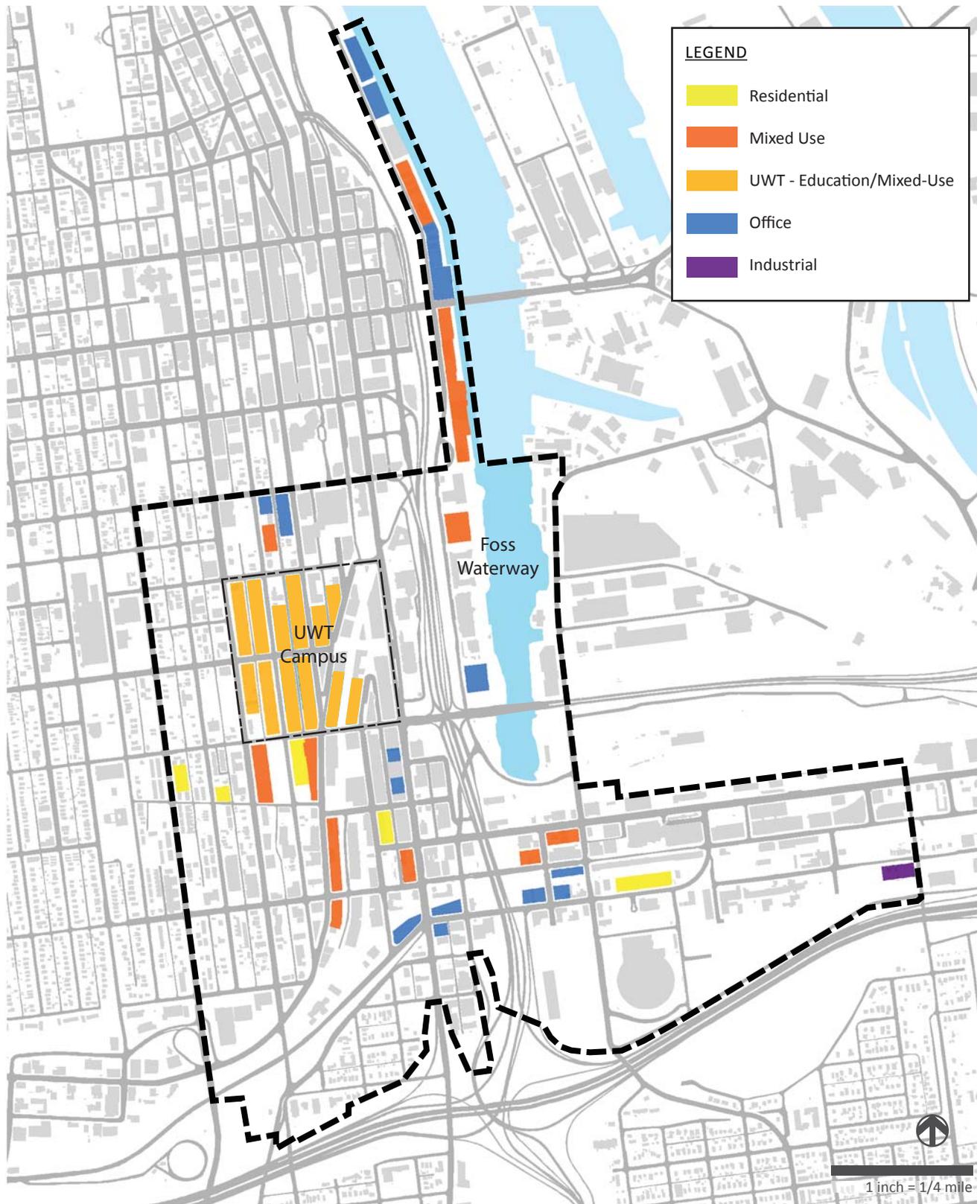




FIG. 3-1 South Downtown's many assets, including a rich historic fabric, a well-connected street grid and a healthy community of small businesses, provide a solid foundation for continued improvement through placemaking and economic development.

03

POLICY FRAMEWORK

The following Policy Framework is intended to provide a concise survey of the Subarea Plan’s strategic approach. The Framework has been organized according to a hierarchy that differs from the more standard chapter divisions of the Subarea Plan in order to emphasize the importance of the integrated, multi-disciplinary thinking that has guided this area-wide planning effort.

The Policy Framework is divided into the following five main strategies:

Strategy 1: Develop in relationship to transit

Strategy 2: Leverage South Downtown’s assets

Strategy 3: Enhance and connect the public realm

Strategy 4: Cultivate synergies with UWT

Strategy 5: Advance the Vision for the Foss Waterway

Strategies 1, 2, and 3 represent the three primary planning concepts upon which the Subarea Plan is grounded, including transit-oriented development, placemaking, and open space networks. Strategies 4 and 5 capture the unique issues associated with the two key special-purpose areas within the Subarea and underscore the importance of integrating the concurrent planning efforts.

The strategies, policies, and proposed actions of this framework were developed through an extended collaboration among South Downtown stakeholders, the consultant team, and City staff. These policies and proposed actions in the framework are the subject of further discussion in appropriate chapters of this Subarea Plan.

Strategy 1: Develop in relationship to transit

South Downtown is endowed with exceptional transit investments, including the LINK light rail, Sounder Commuter Rail, Amtrak, and Pierce Transit, which together have created the most important multi-modal transportation hub in the South Puget Sound region. Nearly all of the South Downtown Subarea lies within a half-mile of a high capacity transit station. Capitalizing on these investments calls for the careful execution of development to create balanced communities that provide equitable access to transit.

Policy 1.1: Promote the creation of complete communities in close proximity to the Tacoma Dome Station and the LINK light rail stations

Proposed Actions:

- 1.1.1** Proactively initiate public/private partnerships, development agreements, and RFPs to catalyze redevelopment of City-owned land. Sites with potential to galvanize private sector investment include:
- The six acre vacant site at South 21st Street and Jefferson Avenue
 - The municipal buildings on Holgate Street between 23rd and 24th Streets
 - The mostly vacant public works parcel between Jefferson Avenue and the Prairie Line Trail and between 23rd and 25th Streets
 - The surface parking lots on East 27th Street adjacent to the Tacoma Dome Station
 - The mostly vacant Public Works parcel on the north side of Puyallup Avenue between East B and C Streets
- 1.1.2** Seek and prioritize the development of affordable housing opportunities at the sites noted in 1.1.1
- 1.1.3** Engage the owners of Freighthouse Square in efforts to help strengthen its role as an iconic heart of the Tacoma Dome Station area

- 1.1.4** Engage Pierce Transit to explore redevelopment opportunities on their property at East E Street and East 25th Street
- 1.1.5** Establish partnerships to develop a catalyst housing project on vacant parcels on East 26th Street between East D Street and East F Street
- 1.1.6** Explore the Mattress Factory site at Puyallup Avenue and East G Street as a site for long-term parking for Amtrak with housing above
- 1.1.7** Establish a “Quiet Zone” to limit train horn noise in the core of the Dome District centered around the intersection East D Street and East 25th Street
- 1.1.8** Modify the FAR bonus system to better incentivize private investment by focusing on bonus options that create local improvements such as open space or historic preservation
- 1.1.9** Consider converting the UCX-TD District to a Downtown Mixed-Use District

Policy 1.2: Improve safety and convenience for active transportation access to fixed-rail transit and the Tacoma Dome Station

Proposed Actions:

- 1.2.1** Implement safety enhancements on important pedestrian routes to stations, with a priority on the Tacoma Dome Station area and the LINK light rail stations
- 1.2.2** Prioritize the implementation of “Complete Streets” on streets that provide logical walking routes to the stations from other key locations, including both sides of the Foss Waterway, the Brewery District, and the McKinley neighborhood
- 1.2.3** Prioritize the implementation of bicycle facilities on streets that provide logical bicycle routes to transit stations from other parts of the City
- 1.2.4** Reconfigure Puyallup Avenue/South 24th Street to create an attractive pedestrian and bicycle-

friendly route through and between the Dome and Brewery Districts and a safe, comfortable crossing at Pacific Avenue

- 1.2.5** Create a pedestrian connection aligned with East E Street that bridges the railroad tracks and links the Tacoma Dome Station through Freighthouse Square to the Tacoma Dome
- 1.2.6** Implement the pedestrian and bicycle enhancement recommendations for Tacoma Dome Station in Sound Transit’s 2012 *Sounder Stations Access Study* in the near term
- 1.2.7** Evaluate the “last mile” to transit for active transportation and address pedestrian and bicycle access gaps through targeted improvements
- 1.2.8** Prepare a detailed Station Access Plan for the Tacoma Dome Station that takes into account the proposal to move the Amtrak terminal to Freighthouse Square by 2017

Policy 1.3: Coordinate with transit agencies to prioritize future high-frequency transit service allocations that will help catalyze redevelopment and the creation of complete communities

Proposed Actions:

- 1.3.1** Coordinate for future service commitments from Pierce Transit based on the amount and location of desired future redevelopment
- 1.3.2** Ensure that all planning efforts take into account Pierce Transit’s efforts to provide future east-west service on South 25th Street through the Brewery District
- 1.3.3** Coordinate with UWT’s proposed plans for a transit priority street on Market Street and explore opportunities for enhancements and extensions through street design and land use
- 1.3.4** Support an extended LINK light rail alignment that maximizes South Downtown’s redevelopment potential

1.3.5 Ensure that all planning efforts for the Puyallup Avenue corridor take into account Pierce Transit’s efforts to develop transit corridors connecting future high-capacity transit along Pacific Avenue to the Tacoma Dome Station

1.3.6 Maintain collaboration between City and transit agencies on roadway design for compatibility between buses, bicycles and motor vehicles

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

Proposed Actions:

- 1.4.1** Expand the downtown Reduced Parking Area to include the entire Brewery District and the Dome District
- 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
- 1.4.3** Coordinate with Pierce Transit to explore charging for parking in the Pierce Transit garages, a strategy that would encourage other modes of access to the station and free up the garage for longer distance commuters and other users
- 1.4.4** Promote a “park-once” concept that takes advantage of South Downtown’s existing parking resources and the easy access to a variety of attractions without a car
- 1.4.5** Spearhead the implementation of shared parking agreements to enable better utilization of existing parking resources and reduce the need to build new parking

Strategy 2: Leverage South Downtown's assets

With its rich historic fabric, functional urban street grid, advantageous location, and vibrant small business community, South Downtown has a unique, fertile foundation for placemaking and economic development. Planning for South Downtown should emphasize improving and building upon these assets.

Policy 2.1: Preserve, renovate, repurpose, and reuse existing structures

Proposed Actions:

- 2.1.1** Expand programs to assist property owners with multiple historic preservation strategies, including renovation, upper story additions, and façade preservation
 - 2.1.2** Identify historic structures in the Subarea for designation as sending sites in the City's updated transfer of development rights (TDR) program
 - 2.1.3** Incorporate TDR into the FAR bonus systems of the Downtown Districts
 - 2.1.4** Initiate a catalyst project that demonstrates TDR and historic preservation within the Subarea
 - 2.1.5** Promote the City's recently adopted work-live and live-work codes by initiating a demonstration project combined with education and outreach efforts such as a design competition
 - 2.1.6** Identify and nominate currently unprotected landmark historic properties in the Subarea
 - 2.1.7** Update the 2001 Draft Brewery District Federal Historic District Nomination Application
 - 2.1.8** Consider expansion of the Union Station Conservation District
 - 2.1.9** Encourage the co-mingling of new development with historic buildings as a preservation strategy
 - 2.1.10** Move the westerly boundary of the Dome Character Area as shown in Figure 2-2 to Pacific Avenue
- Policy 2.2:** Catalyze economic and neighborhood development through creating a signature public space that connects downtown districts, maintains access for adjacent property owners, enhances private redevelopment opportunities, and harmoniously integrates with and enhances its surroundings

Proposed Actions:

- 2.2.1** Initiate a catalyst development project on city-owned land adjacent to the Prairie Line on Jefferson Avenue and South Holgate Street between South 23rd Street and South 25th Street
- 2.2.2** Consider potential synergies with adjacent redevelopment in the design of the north end of the Prairie Line between Pacific Avenue and I-705
- 2.2.3** Explore the potential for incentivizing specific desired uses in new development fronting on the Prairie Line
- 2.2.4** Secure funding to implement the extension of Prairie Line improvements north and south from the UWT campus
- 2.2.5** Proactively collaborate with UWT on development and programming of the Prairie Line Trail
- 2.2.6** Encourage development that is oriented toward the trail, barrier-free trail access, windows on the trail, and landscaping enhancements; consider Prairie Line-specific development standards that require these features

Policy 2.3: Target and coordinate public utility investments in conjunction with any required environmental remediation to reduce developer risk and maximize opportunity in priority redevelopment areas

Proposed Actions:

- 2.3.1** Identify “hotspots” where redevelopment opportunities are most attractive and prioritize infrastructure upgrades in these locations
- 2.3.2** Identify locations at which infrastructure capacity may limit desired future development, and implement capacity increases in advance of development
- 2.3.3** Ensure coordination between Public Utilities, City Departments, and private developers such that all street construction projects can be fully leveraged
- 2.3.4** Conduct an area-wide brownfield assessment and use this information to prioritize redevelopment opportunities and challenges
- 2.3.5** Coordinate planned utility upgrades with Complete Streets improvements on Jefferson Avenue between South 21st Street and South 25th Street

Policy 2.4: Continue to encourage the expansion of South Downtown’s concentration of creative arts and design, urban recreation, business incubators, and other dynamic, small-scale businesses

Proposed Actions:

- 2.4.1** Promote interim uses such as food vans or pop-up retail trailers on currently underutilized properties

2.4.2 Identify potential barriers to adaptive reuse and modify building codes to remove identified barriers

2.4.3 Refine live-work and work-live codes to better enable the creation of spaces that provide an economical option for small businesses

2.4.4 Encourage the development of flex-tech buildings and modular construction to support easy evolution of tenants and uses; consider a design competition to develop concepts

2.4.5 Pursue partnerships with agencies and non-profits to promote the establishment of new creative businesses, as detailed in the 2010 *Brewery District Development Concept Study*

2.4.6 Engage the Center for Urban Waters to explore the potential for demonstration projects and business spinoffs located in South Downtown

2.4.7 Aggressively market South Downtown’s arts and cultural resources and their contribution to creating an attractive, dynamic location for creative businesses and their patrons

2.4.8 Aggressively market South Downtown’s historic building assets and their contribution to creating a unique, vibrant location for creative businesses and their patrons

Strategy 3: Enhance and connect the public realm

A robust network of functional, connected open spaces enhances urban livability and promotes economic development. Creating these benefits in South Downtown will require planning for a diversity of open spaces and establishing strong connections between them.

Policy 3.1: Provide ample open space for projected future growth

Proposed Actions:

- 3.1.1** Phase in a park impact fee system that will generate the funding necessary for the park and open space recommendations of the Subarea Plan
- 3.1.2** Plan for an equitable distribution of a diversity of open space types, including pocket parks, dog parks, passive parks, recreation areas, and gardens
- 3.1.3** Secure land for future parks in strategic locations that can serve multiple purposes and maximize public value
- 3.1.4** Establish a near-term park or open space in a strategic location that will help catalyze nearby private investment and redevelopment
- 3.1.5** Collaborate with private developers to coordinate the site design of private open space with the City's public open space system
- 3.1.6** Monitor and refine the FAR bonus system as needed to better incentivize the creation of open space in South Downtown
- 3.1.7** Identify opportunity sites for urban farming and community gardens
- 3.1.8** Partner with Sound Transit to seek ways to better facilitate the creation of high-quality, usable open space on surplus parcels from the D-to-M project, wherever possible
- 3.1.9** Explore South Holgate Street between South 23rd and South 25th Streets as a location for a multiple-use, low-speed, shared street open space
- 3.1.10** Explore the Prairie Line corridor south of South 25th Street as future extension of the Prairie Line Trail, and also as a location for a low-speed, multiple-use, shared street open space

Policy 3.2: Build a legible system of public walkways, trail corridors, and active street linkages that connect South Downtown's neighborhoods, waterfronts and key destinations

Proposed Actions:

- 3.2.1** Implement the planned/proposed trails in Tacoma's Open Space System map, including the Prairie Line, South C Street to the Water Ditch Trail, South A St under the freeway and across the railroad track to the Foss Waterway, the east side of the Foss, East B Street "Gulch", East D Street, and East 25th Street
- 3.2.2** Complete the 1.5-mile Foss Esplanade on the west side of the Waterway
- 3.2.3** Create a safe and convenient pedestrian and bike crossing for the Prairie Line at all street intersections, with focused efforts at the more challenging crossings such as South 21st Street and Pacific Avenue
- 3.2.4** If the intervening property is renovated or redeveloped, encourage the integration of a publicly accessible, midblock crossing to connect the Prairie Line Trail and South Holgate Street at South 24th Street

- 3.2.5** Identify funding sources to build a pedestrian bridge across the railroad tracks at the southwest corner of the Foss Waterway
- 3.2.6** Integrate public pedestrian hillclimbs into new development on the hillside; consider additional developer incentives
- 3.2.7** Create an east-west open space connector and pedestrian corridor between the Hilltop and the Foss Waterway; a “Green Street” along South 23rd Street is one potential option
- 3.2.8** Create well-marked, multi-use trail loops utilizing both sides of the Foss Waterway, the Prairie Line, East D Street, Puyallup Avenue, the overpass at 15th Street, and the 11th Street Bridge
- 3.2.9** Implement street reconfiguration of Puyallup Avenue/South 24th Street to improve walkability from the Dome District to the Brewery District and integrate transit
- 3.2.10** Encourage the development of street-oriented uses along D Street to create a vibrant walkable connection from the transit stations to the Tacoma Dome and McKinley Park
- 2.2.11** Investigate potential future extensions of the Prairie Line Trail along the historic rail corridor, north from South 15th Street with a connection to the Murray Morgan Bridge, or south into the Nalley Valley

Policy 3.3: Leverage the open space and connectivity potential of the right-of-way through continued improvements to the pedestrian and cycling environment on streets

Proposed Actions:

- 3.3.1** Prioritize the implementation of Mobility Master Plan projects that apply to South Downtown
- 3.3.2** Adhere to the City’s Complete Streets policies and design guidelines when streets are new or rebuilt for any reason; seek opportunities to

incorporate complete streets features as part of street maintenance activities such as asphalt resurfacing

- 3.3.3** Coordinate and integrate with UWT’s proposed plans for pedestrian and bicycle priority streets
- 3.3.4** Continue to identify pedestrian and/or priority streets for focused improvements as conditions change over time
- 3.3.5** Refine and where appropriate apply the street typology defined in the 2010 *Brewery District Development Concept Study*
- 3.3.6** Coordinate planned public utility and street improvements in advance and incorporate Complete Streets improvements whenever feasible

Policy 3.4: Apply natural drainage strategies to enhance both the livability and the sustainability of open spaces, and to reduce capacity demand on the City’s stormwater system

Proposed Actions:

- 3.4.1** Maximize the integration of natural drainage features in the design of the Prairie Line
- 3.4.2** Create a “Green Street” with natural drainage features on East C Street between East 27th Street and Puyallup Avenue
- 3.4.3** Enhance the B Street Gulch as a green infrastructure corridor providing stormwater quality and quantity benefits in order to protect water quality in the Foss Waterway
- 3.4.4** Explore South Holgate Street as a location for natural drainage features that also function as placemaking features for a low-speed, shared-street open space

- 3.4.5 Allow private development to implement natural drainage and rainwater harvesting to meet stormwater management requirements
- 3.4.6 Allow private development to utilize the right-of-way for natural drainage that serves the development
- 3.4.7 Encourage stormwater management designs that celebrate rain water as an amenity
- 3.4.8 Prioritize surface water quality throughout the subarea in order to protect the massive public investment in cleaning the Foss Waterway

Policy 3.5: Improve neighborhood navigability and aesthetics in the public realm

Proposed Actions:

- 3.5.1 Improve wayfinding to cultural attractions for motorists arriving from I-705 freeway ramps
- 3.5.2 Create a graphically compelling wayfinding system for the trail system in South Downtown and adjacent areas
- 3.5.3 Implement iconic gateway elements at important South Downtown gateways, including locations on Pacific Avenue, Puyallup Avenue, South 21st Street, South 25th Street, and Tacoma Avenue
- 3.5.4 Create unique wayfinding themes and elements that differentiate the individual districts within South Downtown
- 3.5.5 Develop a public art strategy that prioritizes prominent locations and encourages interim projects in underutilized properties
- 3.5.6 Establish district-specific goals for enhancing and developing aesthetic character over time
- 3.5.7 Help visitors and tourists find the Foss Waterway through design and wayfinding

Strategy 4: Cultivate Synergies with the University of Washington Tacoma (UWT)

The UWT is a powerful force for the revitalization of South Downtown. UWT is a public benefit to the City of Tacoma and its citizens, providing education, research, buildings, open spaces, resources and services to the community.

Policy 4.1: Facilitate UWT’s role as an economic development engine for South Downtown

Proposed Actions:

- 4.1.1 Plan for the development of new uses that will meet the future needs of UWT’s expansion to 12,000 - 15,000 full-time equivalent (FTE) students, with a focus on mixed-use
- 4.1.2 Coordinate phased UWT development plans with surrounding redevelopment opportunities in South Downtown
- 4.1.3 Facilitate public-private partnerships with UWT for the development of student housing
- 4.1.4 Explore the possibilities for public-private partnerships with UWT for adaptive reuse of underutilized Brewery District buildings

Policy 4.2: Provide high-quality multi-modal access and connectivity within the UWT campus, and between the campus and surrounding neighborhoods

Proposed Actions:

- 4.2.1 As development occurs, explore the feasibility of hillclimbs and building-integrated bridges and elevators to improve accessibility across the 200-foot grade change from Pacific Avenue to Tacoma Way

- 4.2.2** Reinforce UWT’s intention to create a campus with porous borders, emphasizing the five strong entry points identified in the *2008 Campus Development Plan*
- 4.2.3** Integrate open space connections in other areas of South Downtown with UWT’s phased implementation of a campus open space network
- 4.2.4** Target Fawcett Avenue as a bicycle-priority street
- 4.2.5** Target Market Street and Tacoma Avenue for transit service
- 4.2.6** Coordinate City transportation projects with UWT’s planned improvements to motor-vehicle access and parking as proposed in the *2008 Campus Development Plan*
- 4.2.7** Work collaboratively with the UWT regarding street and alley realignments and adjust the City’s Complete Streets policies to be compatible with the needs and goals of the campus.

Policy 4.3: Reinforce the campus design concepts established in the *2008 Campus Development Plan* and the *2003 Master Plan*. Recognize that the UWT must be managed on a campus-wide basis rather than by a individual site or project-by-project basis.

Proposed Actions:

- 4.3.1** Encourage flexible, adaptable, mixed-use buildings that allow for potential changes in use over time
- 4.3.2** Preserve the three important campus view corridors: the South 19th Street axis, the Mt. Rainier Vista, and the Power House Vista
- 4.3.3** Create an integrated system of open spaces, including a large, central open space, smaller plazas, “passages,” and outdoor recreation space

- 4.3.4** Implement street improvements to create a hierarchy of streetscapes per previous campus plans
- 4.3.5** Consider a future street vacation and realignment of Jefferson Avenue at its intersection with Market Street in order to utilize the excess right-of-way to expand development while also improving the pedestrian/bicycle safety and comfort of the intersection

Policy 4.4: Advance sustainability on the UWT campus

Proposed Actions:

- 4.4.1** Strive to achieve green building certification such as LEED for new campus buildings and adaptive reuse projects
- 4.4.2** Maximize campus building and infrastructure energy efficiency, and utilize alternative energy sources
- 4.4.3** Implement stormwater management strategies to collect water from streets and roofs, store and filter the water through the landscape, and reuse and distribute portions to the Foss Waterway
- 4.4.4** Identify, decontaminate, and redevelop brownfield sites on the UWT campus
- 4.4.5** Craft all campus planning and development efforts to support UWT’s goal to achieve climate neutrality on campus by 2040
- 4.4.6** Continue to focus on education for students, faculty and staff on transit, walking and bicycling to campus

Strategy 5: Advance the Vision for the Foss Waterway

The Foss Waterway provides a unique set of uses and attractions that broaden the appeal and strengthen the economic viability of South Downtown. Plans and policies for South Downtown as a whole should be crafted to reinforce the established Foss Waterway Vision and Plans and to fully leverage the benefits that the Waterway has to offer.

Policy 5.1: Support the Foss Waterway Development Authority in its ongoing efforts to realize the community’s established vision for the Waterway

Proposed Actions:

- 5.1.1** Create a public access system with a continuous esplanade along the shoreline
- 5.1.2** Manage the shoreline to further optimize circulation and public access, development, and environmental protection
- 5.1.3** Provide opportunities for mixed-use development, public/private investment, recreational opportunities, and public access to the shoreline for the citizens of Tacoma
- 5.1.4** Retain and enhance all characteristics of the waterway that support marine and boating activities

Policy 5.2: Maximize redevelopment potential on the Foss through strategic planning and targeted investments

Proposed Actions:

- 5.2.1** Continue construction of the Esplanade north of 15th Street
- 5.2.2** Continue improvements to Dock Street north of 11th Street

5.2.3 Continue to address environmental cleanup issues in collaboration with private developers

5.2.4 Use a phased development approach to systematically redevelop the Waterway based on evolving market conditions, and site prioritization

5.2.5 Adjust the requirements for first-floor commercial uses to avoid overbuilding commercial space

5.2.6 Establish “density nodes” in a few select locations along the Waterway at which to concentrate new retail development and create needed synergy

5.2.7 Identify sites for off-site parking to help relieve parking shortages on the Waterway

5.2.8 Complete the planned park at the southeast end of the Waterway

5.2.9 Identify a site and develop the vision for a central Foss Waterway park on the Foss between 11th and 15th Streets

5.2.10 Collaborate with the Foss Waterway Development Authority to manage and market the Waterway, and to seek out federal, state, and local funding sources, matching grants, and public/private partnership opportunities

Policy 5.3: Improve multi-modal connectivity between the Foss Waterway and adjacent neighborhoods

Proposed Actions:

- 5.3.1** Build a pedestrian bridge across the railroad tracks between A Street and Dock Street
- 5.3.2** Improve the pedestrian and bicycle connections across/underneath I-705 and the railroad tracks between East 15th Street and Dock Street in conjunction with the Prairie Line Trail

- 5.3.3** Create a pedestrian and bicycle trail loop that includes both sides of the Foss, potentially utilizing the 11th Street bridge
- 5.3.4** Enable water-borne connections between the west and east sides of the Foss, such as small ferry service or simply public docks at select locations on the east side
- 5.3.5** Advocate for the expansion of Pierce Transit shuttle service to points north of 15th Street on Dock Street
- 5.3.6** Explore the concept of a gondola or zip line in strategic locations to provide new connections from South Downtown to the Waterway
- 5.3.7** Explore the concept of capping/bridging I -705 and the rail corridor to create new connections in locations such as via Fireman’s Park
- 5.3.8** Consider a potential future extension of the Prairie Line Trail north from South 15th Street along the historic rail corridor with a connection to the Murray Morgan Bridge
- 5.4.4** Identify and create new opportunities for public access to the Waterway, such as public boat launches
- 5.4.5** Explore the creation of a tourist shuttle bus circulator service that loops between the Waterway, the museums, and possibly other downtown attractions

Policy 5.4: Leverage the Waterway’s potential as an urban amenity that catalyzes economic development in South Downtown

Proposed Actions:

- 5.4.1** Activate the public spaces on the Waterway by programing and promoting events in the public spaces of the Esplanade
- 5.4.2** Aggressively market the Waterway across its full range of value, including development opportunities, business opportunities, tourism, special events, water-based recreation, playing, shopping, and living
- 5.4.3** Install wayfinding devices in strategic South Downtown locations to inform visitors about access routes to the Waterway and the attractions located there



FIG. 4-1 Incorporating special design features, such as an outdoor “hill climb assist” (UWT campus pictured here), into projects allows developers to gain additional FAR by providing amenities that benefit the district as a whole.

04

LAND USE

Land use planning is most effective at fostering economic development when it strikes the proper balance between necessary regulation and allowance for flexibility. In many instances, Tacoma’s land use code is successful in achieving this balance. However, there are several areas of the City’s Land Use Code in which updates could help South Downtown to achieve its goals, as described below. The unique land use planning needs of the UWT campus are addressed in the final section of this chapter.

CONVERT THE UCX-TD DISTRICT IN THE DOME DISTRICT TO DMU

The bulk of the South Downtown Subarea is zoned as Downtown Districts, the major exception being the Dome District, most of which is zoned as one of the City’s Mixed-use Center Districts, namely UCX-TD (see FIG. 2-5 in Chapter 2 for a map of existing zoning). Established more recently than the Mixed-used Center Districts, the Downtown Districts are less prescriptive about development standards such as setbacks, modulation, materials, and landscaping. The four most significant differences between UCX-TD and the Downtown Districts are as follows:

- UCX-TD carries more specific design, pedestrian and parking standards
- UCX-TD must meet Landscaping per 13.06.502 for site and perimeter landscaping
- UCX-TD requires a minimum density for residential developments (30 units per acre)
- UCX-TD allows fewer uses

The more stringent development regulations of UCX-TD can be expected to make the Dome District a less attractive option for development compared to neighboring parts of South Downtown located in

Downtown Districts. This discrepancy could result in more development occurring in the Brewery District at the expense of new development in the Dome District, creating an imbalance between the two areas. A potential solution to this problem is to rezone the UCX-TD in the Dome District into a Downtown District.

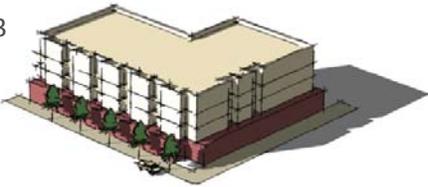
In addition, the Dome District is significantly different in character from more typical Tacoma Mixed-Use Centers: it has major transit investments, it is part of the Downtown Urban Growth Center, and it is a target for relatively high-density development. Thus, it follows that the Dome District should be zoned as a Downtown District, the most appropriate choice for which would be Downtown Mixed-Use (DMU). Such a redesignation would help to better unify the Dome District with the rest of South Downtown and would help to simplify the overall regulatory framework.

RECOMMENDATION LU-1: Convert the UCX-TD in the Dome District to Downtown Mixed-Use.

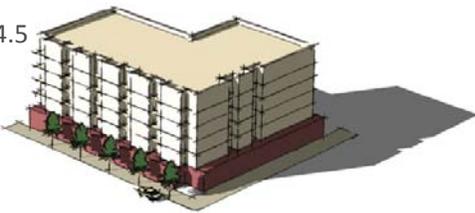
FIG. 4-2 FAR EXAMPLES

Residential FAR

4 stories
45' height
FAR ~ 3



6 stories
65' height
FAR ~ 4.5



7 stories
75' height
FAR ~ 5.5

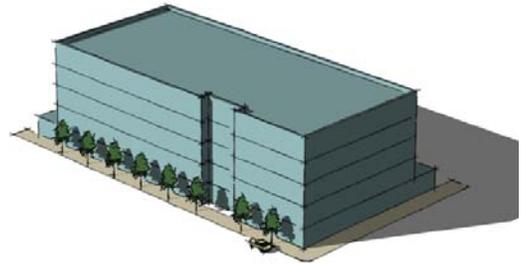


10 stories
100' height
FAR ~ 7

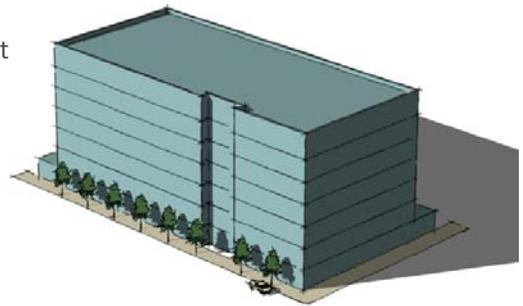


Commercial FAR

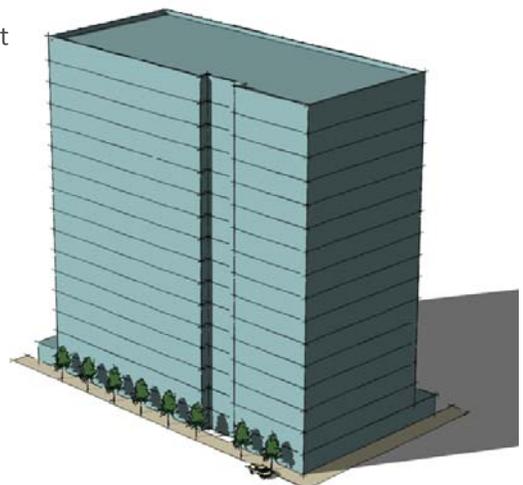
5 stories
70' height
FAR ~ 4



7 stories
100' height
FAR ~ 6



16 stories
225' height
FAR ~ 12



UPDATE THE DOWNTOWN DISTRICT FAR BONUS SYSTEM

The Downtown Districts include a system by which developers can achieve an increase in allowed floor-area-ratio (FAR) in exchange for the inclusion of design features that provide public benefit. FIG. 4-2 illustrates how the metric of FAR translates to the form of residential and commercial buildings.

TABLE 4-1 OPTIONS FOR INCREASED FAR LIMITS IN DOWNTOWN DISTRICTS

District	Residential FAR			Commercial FAR		
	AS-OF-RIGHT	WITH DESIGN STANDARDS	WITH SPECIAL FEATURES	AS-OF-RIGHT	WITH DESIGN STANDARDS	WITH SPECIAL FEATURES
DMU	3	5	7	2	4	6
WR	4	5	7	3	4	6
DR	2	4	6	1	2	4
DCC	3	6	12	3	6	12

As described in Table 4.1, the FAR bonus system establishes an as-of-right FAR for residential and commercial uses and two tiers of increased FAR that can be granted when projects include “Design Standards” and “Special Features” listed below.

At least four of the following Design Standards are required for the first tier of FAR increase, and for each standard that is additionally met, the maximum allowable FAR may be increased by 0.5:

1. Architectural expression
2. Architectural delineation of the tops of buildings
3. Enhanced pedestrian elements at the sidewalk level
4. Exterior public space equivalent to at least five percent of the site area

5. Incorporation of works of art into the public spaces, exterior facade, or entrance lobby
6. Landscaping covering at least 15 percent of the surface of the roof and/or the use of “green roofs”
7. Including a Public Benefit Use within the development
8. Within the Downtown Commercial Core, at least 60 percent of the linear frontage along those portions of Pacific Avenue, Broadway, and Commerce Street defined as a Primary Pedestrian Street shall be occupied by retail, restaurants, cultural or entertainment uses, hotel lobbies, or Public Benefit Uses
9. Retention and renovation of any designated or listed historic structure(s) located on the site
10. Parking contained entirely within a structure or structures on the site
11. Include mixed-rate housing in a housing or mixed-use project

Incorporation of each of the following Special Features provides an additional FAR of 2.0 towards achieving the maximum allowable FAR:

1. Provide a “hillclimb assist” in the form either of a landscaped public plaza or an interior public lobby with an escalator or elevator
2. Provide works of art or water features equivalent in value to at least one percent of construction costs within publicly accessible spaces on site or off site within the downtown zoning district where the development is located
3. Build an off-site park, open space, or community gardens with a value equivalent to at least one percent of construction costs within the downtown zoning district where the development is located
4. Provide of public restrooms, open to the public at least 12 hours each weekday

5. Contribute to a cultural, arts organization or to the Municipal Art Fund for a specific development or renovation project located downtown, in an amount equal to at least one percent of the construction cost of the development
6. Provide public parking, in addition to that required by this code, at a ratio of at least 0.25 stalls per 1000 gsf
7. Include residential use with non-residential uses in the same development, with the residential use in an amount that is at least 20 percent of the total floor area of the development

There are several modifications that could help to better align FAR bonus system with the economic development goals of South Downtown and Downtown as a whole while at the same time maintaining sufficient regulation to ensure a positive design outcome for the community. First of all, the following deletions should be made:

- *Design standards #1 and #2:* It was generally agreed among South Downtown stakeholders that these requirements are too architecturally subjective, and that developers should not be incentivized for doing something that they can be expected to do anyway.
- *Special Feature #6:* Incentivizing the production of new parking facilities is counter to the primary goal of South Downtown to create walkable, transit-oriented communities. Downtown as a whole already has an excess of off-street parking.
- *Special Feature #7:* It is not a high priority to incentivize the production of commercial buildings that include housing in Downtown.

RECOMMENDATION LU-2: Delete Design Features #1 and #2, and Special Features #6 and #7 from the Downtown Districts FAR bonus system.

TABLE 4-2 AS-OF-RIGHT FAR AND ALLOWED INCREASES FOR DOWNTOWN DISTRICTS

District	Residential FAR			Commercial FAR		
	AS-OF-RIGHT	MAXIMUM WITH DESIGN FEATURES	MAXIMUM WITH TDR	AS-OF-RIGHT	MAXIMUM WITH DESIGN FEATURES	MAXIMUM WITH TDR
DMU	3	5	7	2	4	6
WR	4	5	7	3	4	6
DR	2	4	6	1	2	4
DCC	3	6	12	3	6	12

The FAR bonus system should also be modified to incorporate transferrable development rights (TDR). See the next section of this Chapter for a detailed discussion of TDR. Table 4-2 describes how TDR could be incorporated into the existing FAR bonus system.

Note that none of the allowed FAR maximums has been altered from the existing system. The proposed system would allow developers to apply TDR to increase the as-of-right FAR by any amount desired up the specified maximum with TDR.

The proposed FAR bonus system retains the original Design Standards and Special Features but allocates them together as “Design Features” to provide a range of options for achieving the first tier of FAR bonus in Table 4-2. In order to enable a flexible combination of Design Features, the existing requirement for four Design Standards to achieve the first FAR tier is removed and replaced with an allowance to “mix and match” Design Features to achieve any FAR bonus desired, up to the 1st tier maximum. In accordance with the FAR values assigned in the existing system, Design Features derived from the original Design Standards are worth 0.5 FAR each, and those derived from the original Special Features are worth 2.0 FAR each. Because of the relative importance and level of effort required for

structured parking, Design Standard #9 is assigned an FAR value of 2.0.

The City's proposed TDR Program will include options that credit TDR toward in-city open space, historic buildings, and affordable housing. To eliminate overlap, Design Standards #9 and #11 as well as Special Feature #3 can be deleted because they would promote the same three outcomes.

To summarize the proposed FAR bonus system, the following Design Features have an FAR value of 0.5 each:

1. Enhanced pedestrian elements at the sidewalk level
2. Exterior public space equivalent to at least five percent of the site area
3. Incorporation of works of art into the public spaces, exterior facade, or entrance lobby
4. Landscaping covering at least 15 percent of the surface of the roof and/or the use of "green roofs"
5. Including a Public Benefit Use within the development
6. Within the Downtown Commercial Core, at least 60 percent of the linear frontage along those portions of Pacific Avenue, Broadway, and Commerce Street defined as a Primary Pedestrian Street shall be occupied by retail, restaurants, cultural or entertainment uses, hotel lobbies, or Public Benefit Uses

The following Design Features have an FAR value of 2.0 each in the proposed FAR bonus system:

1. Provision of a "hillclimb assist" in the form either of a landscaped public plaza or an interior public lobby with an escalator or elevator.
2. Provision of works of art or water features equivalent in value to at least one percent of construction costs within publicly accessible spaces on site or off site within the downtown zoning district where the development is located

3. Provision of public restrooms, open to the public at least 12 hours each weekday
4. Contribution to a cultural, arts organization or to the Municipal Art Fund for a specific development or renovation project located downtown, in an amount equal to at least one percent of the construction cost of the development
5. Parking contained entirely within a structure or structures on the site

Model Land Use Code to implement the proposed FAR bonus system described above is given in Appendix D.

RECOMMENDATION LU-3: Update the Downtown District FAR Bonus System to integrate TDR and a streamlined set of design features as described above.

EXPAND THE TRANSFER OF DEVELOPMENT RIGHTS PROGRAM

Transfer of Development Rights (TDR) is a regulatory strategy by which development rights are transferred from places that are appropriate for preservation (sending areas) to places that are appropriate for increased development (receiving areas). In the central Puget Sound region, TDR programs are typically associated with:

- Sending areas in rural, undeveloped locations for which the preservation of natural resources or farmland is a goal
- Receiving areas in urban areas in which there is a market demand for development capacity beyond what is normally allowed
- Sending areas can also be open space or historic structures in urban areas, in some cases located in close adjacency to the receiving site

TDR has the potential to be a win-win strategy for preserving forests and farms while at the same time promoting urban density. However, a unique combination of market and regulatory conditions are required for TDR to be an attractive option for private developers. In the Puget Sound region, TDR tends to be viable only in the most economically successful urban centers, such as Seattle’s South Lake Union. In places with weaker real estate markets, such as South Downtown Tacoma, the purchase of TDR in exchange for increased development capacity is less likely to be a financially viable option for developers.

Compared to regional TDR with geographically remote sending sites, locally-based TDR that preserves resources at sending sites in the immediate vicinity of the receiving area is a more advantageous approach for promoting economic development in South Downtown. This is because the preservation of local open space or historic structures accomplished through localized TDR helps to increase economic value within the neighborhood. That increased value will then aid in making local economic development more attractive. Furthermore, since local TDR keeps the value captured from the development project nearby, that value gets

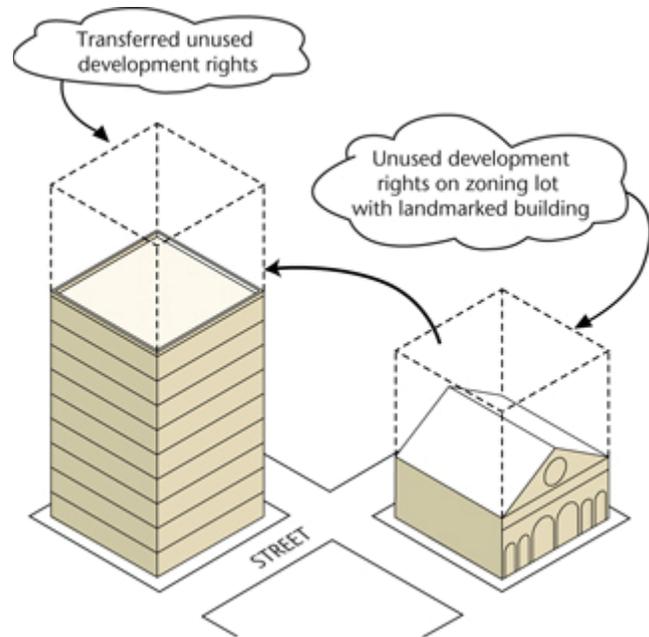


FIG. 4-3 Illustration of the TDR process applied to historic preservation (image source - City of New York).

added directly back into the project, providing greater incentive for private developers to participate in the program.

RECOMMENDATION LU-4: Pursue TDR program demonstration projects in the Downtown Districts.

TDR in South Downtown

In 2012, the City of Tacoma published the *Transfer of Development Rights Market Study*, which identified two major challenges to TDR in South Downtown:

- In the Downtown Districts that cover the majority of South Downtown, the City has already significantly increased densities and heights, which makes it “more difficult for the City to significantly increase densities further as part of the TDR program.”
- “Under present market conditions, bonus floor area on major development projects is unlikely to be financially feasible. More favorable market

conditions, such as a 15 percent increase in the average market rents for surface-parked projects and a 38 percent increase in market rents for projects with structure parking, would support large-scale development and catalyze TDR demand.”

That said, the TDR Study makes the case that TDR is still a worthwhile strategy for Tacoma’s Urban Centers, and lays out the details for how it could be implemented city-wide, including model land use code and recommendations for TDR pricing and transaction mechanisms. Specific to South Downtown, the Study suggests several updates to the Downtown Districts floor-area-ratio (FAR) bonus system to incorporate TDR. Proposed updates are discussed in detail in the previous section of this Chapter and are captured in *Recommendation LU-3*.

TDR Sending Sites

There are four primary types of potential sending sites that could be integrated into a TDR system for South Downtown:

- Regional farmland, forest, and open space sites
- In-city historic properties
- In-city open space
- In-city affordable housing

Regional Sending Sites

Pierce and King Counties both operate regional TDR programs and have established TDR inventories and processes that the City of Tacoma can utilize. King County provides capital amenity funding as an offset for the value captured from the developer bonus that is transferred to a distant location where it does not contribute directly to the creation of value in South Downtown. Pierce County may choose to offer a similar type of incentive, as may the State.

In-city Historic Properties

Funds generated through a TDR program can be used for either (1) the purchase of a conservation easement from the owner of a historic building that removes future development potential by transferring unused floor area from the site, or (2) historic building rehabilitation. In theory, the amount of compensation for historic preservation should equal the value of the potential development allowed under zoning, minus the value of the existing development. The TDR Study noted above documents significant unbuilt floor area at historic sites in the Union Station Conservation District in South Downtown, and notes that the Brewery District “should be considered as a key potential sending site for a TDR program.” The Study specifically recommends the Puget Sound Brewery Site for a historic TDR pilot project. (See the Chapter 6 for further details on suitable sites for historic TDR.)

RECOMMENDATION LU-5: Identify historic properties in South Downtown that are well-suited to be TDR sending sites.

In-city Open Space

Within South Downtown, habitat corridors have been designated underneath I-705 between the Foss Waterway and I-5, on the north edge of I-5 located to the west of I-705, on the steep slopes surrounding South Tacoma Way between Pacific Avenue and South Yakima Avenue and in the steep wooded area northeast of the Tacoma Dome. However, TDR is not applicable to City-owned land, and the majority of habitat corridor in South Downtown is already owned by the City of Tacoma. To support the open space needs of increasing population and employment in South Downtown, sending site eligibility should be extended to include designated sites that are not owned by the City and that have the best potential to contribute to South Downtown’s future open space network. See Chapter 8 for further details on suitable sites for open space TDR.

RECOMMENDATION LU-6: Create an inventory of privately-owned open space sites in South Downtown that are well-suited to be TDR sending sites, including City-designated habitat corridors as well as advantageous sites that may have no special designation currently.

In-city Affordable Housing

Developer bonus revenue generated through a TDR system can also be applied to the preservation of affordable housing or to the development of new affordable housing. In the case of preservation of existing affordable housing, a TDR could remove development pressure from sites while monetizing unused development rights to help fund the continued operation of the affordable housing.

RECOMMENDATION LU-7: Develop a mechanism for TDR to be applied to the preservation of existing affordable housing.

For affordable housing development, there will only be development rights available to transfer away if the project is not building to the zoned capacity. This condition may hold true for locations in South Downtown, depending on the programmatic needs of the specific affordable housing project. In most cases, however, it is unlikely that there would be a meaningful amount value generated from the unused capacity of new projects. A more practical solution would be to enable use of the revenue generated from the purchase of development rights for the subsidy of affordable housing development, even if there are no development rights to transfer from the project. Such a process would require some accounting creativity for implementation within a TDR framework. The City of Tacoma has an established Affordable Housing Trust Fund that could function as a repository for revenue generated through TDR.

RECOMMENDATION LU-8: Develop a system by which TDR revenues can be used to help fund affordable housing developments, including those cases in which

there are no development rights available to transfer from the project.

Balancing the Sending Sites

With multiple options for sending sites that could benefit from TDR revenues, Tacoma’s TDR Program must define the desired fraction of TDR “business” that should be directed to each type of sending site. Since there are four types of sending sites—regional, historic, open space, and affordable housing—the simple solution is to direct 25 percent to each. To fine-tune the system, a more careful analysis of how each sending site outcome contributes to the City’s goals is warranted. For example, in South Downtown, the numerous historic properties in the Brewery District might suggest a balance that prioritizes historic sending sites.

RECOMMENDATION LU-9: Conduct an analysis to determine the optimum distribution of TDR among the four types of sending sites for South Downtown.

PROMOTE AND REFINE THE LIVE-WORK/WORK-LIVE CODE

The development of this Subarea Plan led to the adoption of new Land Use Code language that applies to Live-Work and Work-Live uses in downtown, including the entire South Downtown Subarea. The new code is intended to promote numerous goals that are aligned with the goals of this Subarea Plan, including:

- Stimulate additional economic activity in conjunction with residential uses
- Reduce vacant space and underutilized buildings
- Help preserve South Downtown’s architectural and cultural past
- Establish a live-work and residential community
- Create a more balanced ratio between housing and jobs in the region’s primary employment center
- Facilitate the development of a “24-hour city”

- Improve air quality and reduce vehicle trips and vehicle miles traveled by locating residents, jobs, hotels and transit services near each other

The new Live-Work code allows all buildings (with some exceptions) to add a home occupation pursuant to TMC 13.06.100 E, without being subject to the limitation in TMC 13.06.100 E(6) that no employees outside the members of the family residing on the premises be involved in the home occupation.

Under the new Work-Live code, adding a minor residential component to an existing or historic building does not trigger change of use requirements under the City’s land use codes. A Work-Live unit is a combined living and work unit that includes a kitchen and a bathroom that occupy no more than 33 percent of the total floor area of the legal non-residential use, and that are not separated from the work space. The residential use must be clearly incidental and subordinate to the work space use and must not generate impacts to any greater extent than what is usually experienced in the surrounding area. New roof structures do not constitute added floor area, nor do they trigger change of use requirements provided that they are used solely for accessory uses. Adding a “Work-Live” unit is not subject to density requirements in the underlying zone.

Additional features of the new code that apply to both Live-Work and Work-Live uses include:

- No additional parking spaces are required
- Up to 10% of new floor area may be added without triggering a change in use
- External additions are exempt from all prescriptive design standards
- Non-conforming floor area, Floor Area Ratio (FAR), setbacks, height, and site landscaping are “grandparented in”
- Mezzanine spaces may be added as long as they do not exceed a 10% increase in floor area or one third of the area of the floor below



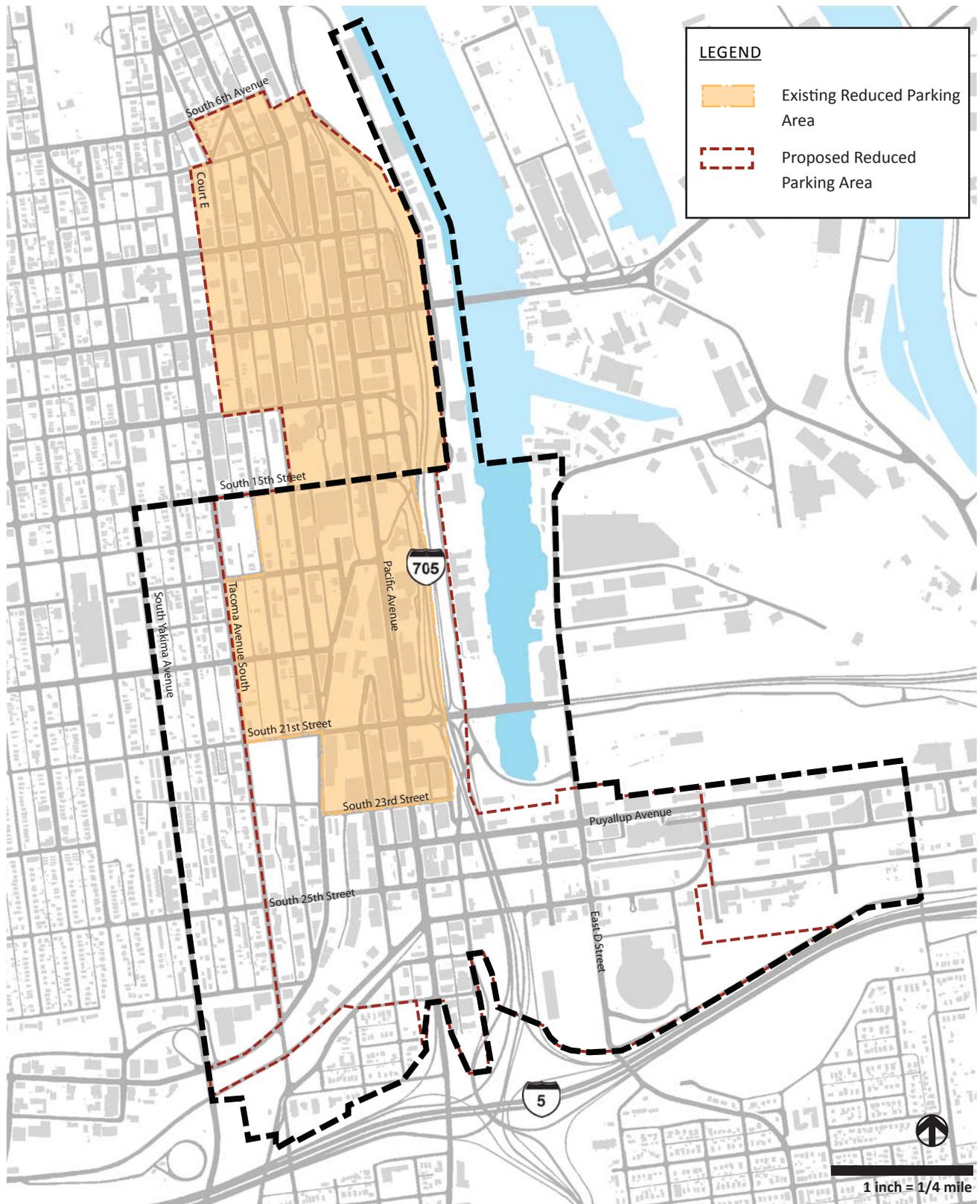
FIG. 4-4 The Columbia City Live Above, an eight-unit project in Seattle, is an example of a live-work unit that provides small business owners with a relatively affordable alternative to traditional mixed use retail space. This adaptable masonry structure was designed to look modern while fitting into the context of a historic neighborhood.

- These provisions do not extend to adaptive reuses that involve more than 20 dwelling units or more than 12,000 square feet of commercial space in a particular building

RECOMMENDATION LU-10: Monitor the application of the new Live-Work and Work-Live codes and proactively modify the codes as appropriate based on project outcomes and user input.

RECOMMENDATION LU-11: Establish a program to promote Live-Work and Work-Live pilot projects; consider permitting assistance, design competitions, and other incentives.

FIG. 4-5 REDUCED PARKING AREA



EXPAND THE REDUCED PARKING AREA

The City of Tacoma recently adopted a Reduced Parking Area (RPA) in which parking minimums are set to zero for residential and commercial uses, although accessible parking is still required. The RPA covers most of Tacoma's downtown core, including a large portion of the South Downtown Subarea, as shown in Figure 4-4. In November of 2011, the City of Tacoma Planning Commission issued the following statement in support of the action:

The existing minimum parking requirements for new development in downtown are largely considered to be unnecessarily burdensome and a barrier to new development, as the requirement increases project costs and potentially adds unnecessary parking stalls in areas of downtown where parking is plentiful. The Planning Commission concludes that eliminating minimum parking requirements for new development in the core of downtown will remove a barrier to new investment and move the City toward a market-based parking system.

Furthermore, the Planning Commission recognizes that transportation investments like parking are closely tied to land use and personal transportation decisions. The more available facilities are for personal vehicles, the more likely individuals are to choose a single-occupancy vehicle over an alternate travel mode. The same holds true for bicycle and pedestrian facilities. Based on a review of the Comprehensive Plan and development regulations, the Commission concludes that downtown's off-street parking regulations should be modified to address city policies and goals supporting environmental sustainability, multimodal transportation options and a compact and walkable urban form in addition to economic development.

The above words are in complete alignment with the goals of the South Downtown Subarea Plan. As such, the City should extend the RPA to include appropriate portions of the South Downtown Subarea. Following the model of the currently established RPA boundaries,

the RPA should be established on all DMU, WR, and UCX-TD Districts in South Downtown.

RECOMMENDATION LU-12: Expand the Reduced Parking Area to include all DMU, WR, and UCX-TD Districts in the South Downtown Subarea.

DESIGNATE PRIMARY PEDESTRIAN STREETS

Tacoma's Downtown Districts include designated Primary Pedestrian Streets that:

"...are considered key streets in the intended development and utilization of the area due to pedestrian use, traffic volumes, transit connections, and/or visibility. The streetscape and adjacent development on these streets should be designed to support pedestrian activity throughout the day. They are designated for use with certain provisions in the Downtown zoning regulations, including setbacks and design requirements."

Within the Downtown Districts of South Downtown, the only designated Primary Pedestrian Street is Pacific Avenue, north of South 25th Street. As South Downtown gains population and employment, the numbers of pedestrians using the streets will rise accordingly. To meet this need, additional streets should be identified for Primary Pedestrian Street designation. Based on existing and expected future uses, the two highest priority streets for near-term designation are:

- South Jefferson between South 21st Street and South 25th Street
- South 25th Street between I-705 and South Fawcett Avenue
- South C Street

RECOMMENDATION LU-13: Designate the following streets as Primary Pedestrian Streets in the Downtown Districts: S. Jefferson Ave between S. 21st St. and S. 25th St; S. 25th St. between I-705 and S. Fawcett Ave; East C Street; and South C Street.

Tacoma's Mixed-Use Center Districts include designated Pedestrian Streets that:

"...are considered key streets in the development and utilization of Tacoma's mixed-use centers, due to pedestrian use, traffic volumes, transit

connections, and/or visibility. They are designated for use with certain provisions in the mixed-use zoning regulations, including use restrictions and design requirements, such as increased transparency, weather protection and street furniture standards."

In South Downtown's UCX-TD District, the designated Pedestrian Streets are Puyallup Avenue, East 25th Street, East 26th Street, and East D Street. These designations are appropriate for anticipated development in the Dome District. If the UCX-TD District is converted to a DMU District as proposed in Recommendation LU-1, then these same streets should be designated as Primary Pedestrian Streets according to the Downtown District code.

MISCELLANEOUS LAND USE REGULATORY CODE UPDATES

Prairie Line Trail Design Standards

As discussed in Chapter 8, the Prairie Line Trail (PLT) has the potential to become a signature open space connector and redevelopment catalyst for South Downtown. Development adjacent to the PLT could have a major affect on the safety and attractiveness of the public space. Integrating development that is compatible with and that supports the success of the PLT will facilitate the community and economic development, sustainable transportation and public open space goals of South Downtown. Design standards for properties adjacent to the PLT may be an appropriate solution, however, great care will need to be taken to address the needs of both property owners and community stakeholders.

RECOMMENDATION LU-14: Develop design standards that apply to development adjacent to the Prairie Line Trail.

Downtown District Administrative Variances

The Downtown District land use code is relatively unforgiving with respect to administrative variances. With very few exceptions, variances are not permitted on use, development standards, parking standards, design standards, and the design features required to achieve an FAR bonus. Because every development project has a unique context and set of requirements, departures from regulations can often enable an unconventional design solution that still satisfies the needs of both the developer and the community. Granting the option of variances allows for such circumstances, thereby providing greater flexibility to developers if they need to make a project more economically feasible.

Proposed language for an update to Chapter 13.06A.110 Variances, reads as follows:

“The Director of Planning and Development Services may, except where otherwise noted, grant a variance by act or interpretation of the regulations. The Land Use Administrator may issue such conditions as necessary to maximize possible compliance with the intent of the regulation from which relief is sought. The applicant carries the burden of proof to demonstrate applicability of the appropriate test.”

The proposed language would also address specific variance-related sections of Chapter 13.06A as follows:

“A variance to the standards may be authorized, pursuant to Section 13.06A.110.”

RECOMMENDATION LU-15: Update the Land Use Code for the Downtown Districts to allow variances.

Eliminate Roof Design Standard for DR District

Additional design standards are required for the Downtown Residential (DR) District, including the following:

13.06A.070E 1. Roofs of all new or substantially altered buildings shall incorporate one or more of the following features:

- a. Pitched roof form(s) with a minimum slope of 3:12.
- b. Terraced roof forms that step back at the uppermost floors.
- c. Exaggerated parapets, with overhanging cornices.

This standard is overly prescriptive and should be deleted.

RECOMMENDATION LU-16: Eliminate the roof design standard for the DR District.

Eliminate Restriction on Movie Theaters with More Than Six Screens

Movie theaters with more than six screens are currently not allowed in any of the Downtown Districts. This restriction is not necessary.

RECOMMENDATION LU-17: Eliminate the restriction on movie theaters with more than six screens.



FIG. 4-6 UWT campus aerial photo from the 2008 *Campus Master Plan Update*.



FIG. 4-7 Looking east across the UWT campus.



FIG. 4-8 Several historic buildings along the Prairie Line Trail have been renovated and adapted for UWT facilities.

THE UNIVERSITY OF WASHINGTON TACOMA (UWT) CAMPUS

UWT Mission

UWT has two primary missions. The first is to provide access to public higher education for the City of Tacoma and the South Sound region. Enrollment will increase over time to meet this demand. The second mission is to serve as a foundation catalyst for economic development in downtown Tacoma. UWT plans to expand the campus in a way that builds upon and creates new connections with the broader community of resident neighbors, government entities, non-profits, and the commercial sector. UWT will create needed physical capacity through partnerships and/or collaboration with multiple community participants, both in terms of new spaces, and new collaborative programs. The goal is to provide a seamless integration of learning, research, and service into the community.

Campus-wide Planning

UWT is a campus structured around open space, circulation, and buildings that successfully support the campus mission. Growth, evolving functional needs, and changing technologies necessitate development that supports UWT’s mission. Application of site-specific land use regulations is not appropriate in a campus setting. UWT does not have property lines or boundaries within the campus boundaries. Management occurs on a campus-wide basis rather than by individual site or project-by-project. Campus-wide management is critical to ensure that there is no duplication of services, that long-range planning objectives are reached, that flexibility in problem solving and resource planning objectives are achieved, that creative problem solving may occur, and that resources are allocated appropriately.

To achieve these goals, landscaping, street trees, parking (including ADA parking), telecommunications, street design (including pedestrian streets), ground floor uses, streetscape design, light and glare, storm drainage, signage, etc, shall all be addressed on a

campus-wide basis rather than a site-by-site basis. In addition, specific requirements such as modulation, leasing and acquisition restrictions, and ground floor uses shall be addressed in the context of the University rather than private development.

Campus Land Uses

Institutional uses on the campus include: academic, housing, mixed use, transportation, and open space. All facilities that relate to and support instruction and research and the needs of students and faculty, including but not limited to classrooms, labs, faculty and administrative offices, lecture halls, museums, theatres, libraries, faculty/staff/student services, support facilities such as bookstores, food services, faculty club, athletic/recreation facilities, and facilities supporting the plant maintenance functions of the University, fall within this definition.

Housing facilities and/or support functions include, but not limited to, dormitories, married student and family housing, faculty and staff housing, food service, maintenance, day care, and playgrounds. Mixed uses are facilities that include multiple activities such as transportation, housing, academic, and commercial uses. Transportation includes underground, surface, and structured parking, and roads supporting vehicle circulation including service, ADA, and emergency service. Outdoor open and landscaped areas are integral to the overall campus environment and/or support pedestrian circulation or recreation.

RECOMMENDATION LU-16: Wherever feasible, the City will apply applicable standards to the UWT campus as a whole, rather than on a site-by-site basis.

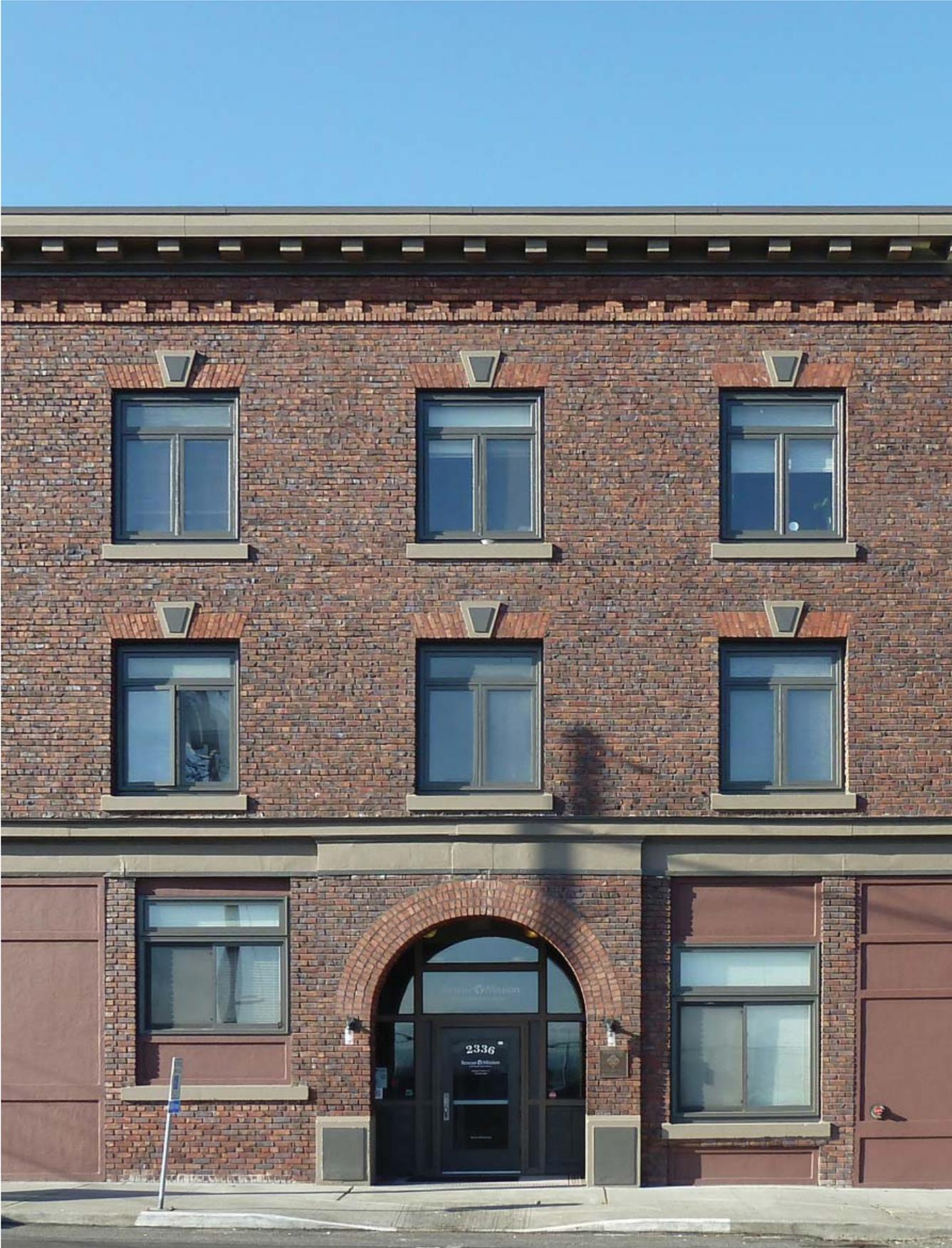


FIG. 5-1 Jefferson Square, located in the Brewery District, is managed by Tacoma Rescue Mission and provides 41 units of affordable housing at 30% AMI.

05

AFFORDABLE HOUSING

Ensuring equitable access to all of the benefits provided by a transit-rich, walkable, mixed-use neighborhood requires the availability of affordable housing. Although a relatively large fraction of South Downtown’s housing stock currently consists of subsidized low-income housing, it will be important to ensure that a sufficient portion of housing affordable to lower-income households is maintained as the Subarea redevelops.

BACKGROUND

Affordable housing can be provided by either nonprofit or private development, including public-private partnerships. Nonprofit developers are the principal source of affordable housing in Tacoma and are most effective at serving the neediest households. These developers typically rely on grants and subsidies from a wide range of sources. Private developers may provide affordable housing as part of a market-rate development, depending on market conditions, regulations, and incentives. In relatively weak real estate markets, such as that currently existing in South Downtown, care must be taken to tailor affordable housing incentives that are attractive to developers and to not encumber development with unrealistic financial expectations. As South Downtown’s real estate market improves over time, incentives will become a more viable mechanism to promote the inclusion of affordable housing in private development.

Because South Downtown has such rich transit assets, it is important to consider the relationship between housing affordability and the cost of transportation. Households located in walkable neighborhoods with good transit access can significantly reduce their expenses by not relying on a car, which frees up more purchasing power for housing (see sidebar on next page).

From this perspective, simply locating new housing in South Downtown is a justifiable strategy for addressing the City’s affordable housing needs. As the price of gasoline inevitably rises over time, housing located in a transit-rich, walkable South Downtown will offer an increasingly valuable means of controlling the cost of living.

Affordable Housing in Tacoma

In December of 2010, the City of Tacoma’s Affordable Housing Policy Advisory Group issued its Policy Recommendations report to the City Council. The report found the following:

- To afford the 2009 Fair Market Rent of \$926/month for a two bedroom apartment, a household would need an annual income of approximately \$37,040, or the full time equivalent of \$17.81/hour. However, the average Tacoma renter income is only \$12.35/hour.
- As of the 2000 census, 77% of Tacoma’s extremely low income households are paying more than 30% of their gross income for housing and utilities; 22% of very low income households and 61% of extremely low-income households are paying more 50% of an already low income on these expenses.

AFFORDABLE HOUSING IN PIERCE COUNTY

Housing affordability is typically assessed relative to area median income (AMI). As of 2012 in Pierce County, the annual income limits to qualify for 80 percent of countywide median income are \$40,150 for a single person, and \$57,350 for a family of four.¹ Assuming a maximum of 30 percent of income can be spent on rent, that corresponds to maximum monthly rents of \$1004 (studio) and \$1434 (3-bedroom), respectively.

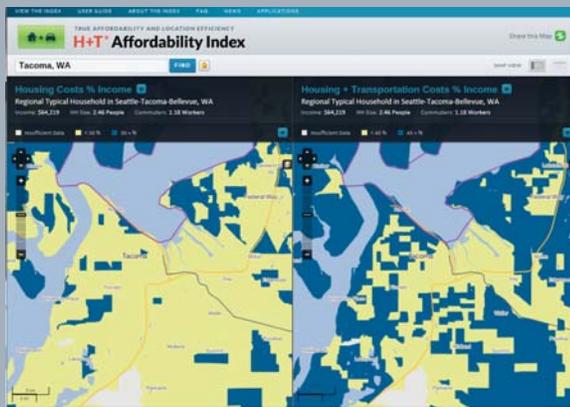


FIG. 5-2 The H&T Affordability Index can be found at www.htaindex.cnt.org/

The Center for Neighborhood Technology's Housing and Transportation (H+T®) Affordability Index was designed to enable individuals, planners, and policymakers to understand the relationship between development patterns, transportation behavior, and household transportation costs. The H+T Index measures expand the definition of housing affordability to include both housing and transportation costs, typically the two largest monthly household expenditures, and sets the benchmark at no more than 45% of household income.

The H+T Index model reveals that household transportation costs are highly correlated with urban environment characteristics. Residents of location-efficient neighborhoods—compact, mixed use, and with convenient access to jobs, services, transit, and amenities—tend to spend less money on transportation. Location-inefficient places that require automobiles for most trips are more likely to cost residents more for day-to-day transportation, ultimately affecting the affordability of area housing.

¹ Federal Department of Housing and Urban Development

- It is estimated that between 4,440 and 5,550 persons experienced homelessness in Tacoma during 2009; members of homeless families with minor children constituted more than 80% of this total.

Affordable Housing in South Downtown

The Subarea has a large amount of subsidized affordable housing, listed below:

- *Catalina Apartments* (1616 South Yakima Avenue): 25 units at 30% AMI, 13 units at 40% AMI, 12 units at 50% AMI; Catholic Community Services of Western Washington
- *Eliza McCabe Townhomes* (2315 Yakima Avenue South): 16 units at 30% AMI, 12 units at 40% AMI, 12 units at 60% AMI; Mercy Housing Northwest
- *Hillside Gardens Townhomes* (1708 South G Street): 10 units at 30% AMI, 10 units at 50% AMI, 5 units at 60% AMI; Mercy Housing Northwest
- *Hillside Terrace* (2324 South G Street): 62 units at 30% AMI; Tacoma Housing Authority (renovation plans in progress)
- *Hillside Terrace* (2520 South G Street): 104 units at 30% AMI; Tacoma Housing Authority (renovation plans in progress)
- *Jefferson Square* (2336 South Jefferson Avenue): 41 units at 30% AMI; Tacoma Rescue Mission
- *MLK Housing* (814 South 15th Street, 1947 South Yakima Avenue, 2306 South G Street): 3 units at 80% AMI; Martin Luther King Housing Development Association
- *New Tacoma Senior Housing* (1709 South G Street): 58 units at 30% AMI, 16 units at 80% AMI; Mercy Housing
- *New Life Square* (425 South Tacoma Way): 13 units at 30% AMI; Tacoma Rescue Mission
- *Pine Tree Harbor Apartments* (2501 South G Street): 58 units at 30% AMI; seniors age 62+ or disabled; Trieste Holdings

The above list adds up to a total of 462 units of subsidized housing, which corresponds to 29% of the total number of housing units in the Subarea, as recorded by the 2010 Census. Of these, 325 units are affordable to households at 30 percent of AMI. As noted in Chapter 2, market rate apartments also add to the availability of affordable units in South Downtown: 145 of 518 market rate units surveyed in 2012 are affordable to households earning 51 to 80 percent of AMI.

Homelessness

The following homeless support facilities are located in or near the South Downtown Subarea:

- Tacoma Rescue Mission, 425 South Tacoma Way: 27 beds for households with children, 70 beds for single males, and 7 beds for single females
- Catholic Community Services, 1323 South Yakima Avenue: 15 beds for households with children, 90 beds for single males, and 23 beds for single females
- Nativity House, 2304 South Jefferson Avenue: daytime shelter and community center for people experiencing homelessness
- Salvation Army, 1501 South 6th Street (north of the Subarea): 32 beds for households with children and 10 beds for single females
- YWCA (north of the Subarea, location non-disclosed): 34 beds for domestic violence victims and women with children



FIG. 5-3 The Catalina Apartments at 1616 South Yakima Avenue (Catholic Community Services of Western Washington)



FIG. 5-4 The Eliza McCabe Townhomes at 2315 South Yakima Avenue (Mercy Housing Northwest)



FIG. 5-5 The Hillside Gardens Townhomes at 1708 South G Street (Mercy Housing Northwest)

AFFORDABLE HOUSING GOALS

Tacoma, like many U.S. cities, faces a challenge to provide sufficient affordable housing for its residents. The 2010 Policy Recommendations from the Tacoma Affordable Housing Policy Advisory Group estimated that:

Tacoma presently needs approximately an additional 14,096 affordable housing units for its present population of low-income households who are paying unaffordable amounts for housing. To accommodate the additional households Tacoma expects between now and 2030, Tacoma will require an additional 8,174 affordable units.

South Downtown currently has a higher-than-average share of subsidized affordable housing, but redevelopment will likely increase the risk of loss of affordability over time. Furthermore, it is widely agreed upon that the provision of sufficient affordable housing should have a high priority in areas like South Downtown that have excellent transit access.

In accordance with Washington State's Growth Management Act (GMA), the Pierce County Regional Council maintains the Pierce County Countywide Planning Policies (PCCPP) to coordinate planning countywide. Updated in 2012, the PCCPPs establish the following policy on affordable housing:

AH-3.3 It shall be the goal of each jurisdiction in Pierce County that a minimum of 25% of the growth population allocation is satisfied through affordable housing.

Pierce County defines "affordable housing" as housing affordable to households earning up to 80 percent of the countywide median income. As documented above, the data on existing housing indicate that the South Downtown Subarea currently exceeds the Pierce County affordable housing goal. However, that high proportion is due in part to the fact that there are relatively few market rate housing units in the Subarea. If South Downtown absorbs a substantial number of new housing units in accordance with the growth goals of this project, new affordable housing development

will be necessary to maintain an equitable balance of housing options. The following policy addresses that need, and maintains consistency with Pierce County policies:

RECOMMENDATION AH-1: Adopt a policy that twenty-five percent of the total housing units in South Downtown shall be affordable to households earning up to 80 percent of the countywide median income.

CITY OF TACOMA AFFORDABLE HOUSING POLICY

The City of Tacoma proposed 2013 Affordable Housing Policy and Code Amendment includes the following policies:

Housing Preservation

Preservation of Existing Subsidized Housing

Track private subsidized HUD housing contracts and their expiration dates. Facilitate efforts to renew the contracts or the sale of the buildings to nonprofit or public owners who will preserve the subsidized housing.

Housing Choice

Rooming House/Boarding House/Single Room Occupancy

Encourage new development of these housing types, which are valuable for low-wage workers and persons living on a fixed income.

Housing Affordability

Voluntary Housing Incentive Program

Offer incentives to for-profit developers of new construction and the rehabilitation of pre-existing housing to include units affordable to a range of incomes. The incentives could include, but would not be limited to, the following:

- Density bonuses
- Reduction in lot sizes
- Height or bulk bonuses
- Fee waivers
- Permitting priority
- Reduction in parking requirements



FIG. 5-6 Hillside Terrace at 2324 South G Street (Tacoma Housing Authority)



FIG. 5-7 Hillside Terrace at 2520 South G Street (Tacoma Housing Authority)



FIG. 5-8 This house at 2306 South G Street is managed by the Martin Luther King Housing Development Association. The organization also operates two other small affordable housing facilities in South Downtown at 814 South 15th Street and 1947 South Yakima Avenue.

Regulatory Assistance to Developers of Affordable Housing

Offer incentives to non-profit developers of housing dedicated to affordable housing. The incentives could include, but would not be limited to, those listed above for for-profit development.

Voluntary Housing Incentive Program for Rehabilitation Purposes

Offer incentives to owners to rehabilitate their properties in need of repair. The incentives could include, but would not be limited to, those listed above for for-profit development. In exchange for these incentives, the owner would agree to set aside units for affordable housing.

Inclusionary Requirements for Voluntary Residential Upzones

Condition rezone proposals that would permit a higher residential density upon a developer's agreement to include at least 10% affordable units in the market rate mix.

Limited Mandatory Affordable Housing Bonus Program for City Initiated Upzones

Require developers of market rate residential developments to include at least 10% of the units as affordable to a range of incomes when the City upzones property other than at the formal request of the owner or developer and when the developer builds at the higher density allowed by the upzone. A change in the Comprehensive Plan's allowed intensity would not be considered an upzone for this purpose.

RECOMMENDATION AH-2: Adopt the affordable housing policies of the proposed 2013 Affordable Housing Policy and Code Amendment.

AFFORDABLE HOUSING STRATEGIES

Meeting the above affordable housing policy goal calls for applying an array of strategies to promote and incentivize the production of a diverse mix of affordable housing options, as discussed below.

Multifamily Property Tax Exemption

The City of Tacoma's Multifamily Property Tax Exemption (MPTE) Program² exempts property taxes for eight to twelve years on improvements that create four or more additional housing units. The standard exemption period is eight years, and to qualify for the 12 years, at least 20% of the newly-created units must be affordable to renters with household incomes up to 80% of AMI or to homebuyers with household incomes no greater than 115% of AMI. The MPTE is intended to incentivize both market rate and affordable multifamily development. However, as currently structured, the incentive for affordable housing is secondary. Because the development of market-rate multifamily housing is a primary goal of this planning effort, this Subarea Plan does not recommend any changes to the MPTE to increase the affordable housing incentive at the expense of the market rate incentive.

RECOMMENDATION AH-3: Continue the MPTE Program as currently defined.

Affordable Housing Developer Loans

The Tacoma Community Redevelopment Authority (TCRA) administers Housing and Urban development (HUD) funds that are granted as Affordable Housing Developer Loans.³ Because low-income households are more likely to rely on transit for transportation, a potential modification to the program would be to intentionally focus these funds on projects located in areas with good access to high-quality transit, such as South Downtown.

² <http://www.cityoftacoma.org/Page.aspx?nid=456>

³ <http://www.cityoftacoma.org/Page.aspx?nid=457>

RECOMMENDATION AH-4: Consider geographically prioritizing Affordable Housing Loans to areas adjacent to high capacity transit stations, including the Tacoma Dome Station and the LINK stations in South Downtown.

Development Bonuses for Incorporating Affordable Housing

The inclusion of affordable housing in private developments can be incentivized by offering height and/or development capacity bonuses. For example, in some of Tacoma’s Mixed-Use Center Districts (not including UCX-TD in the Dome District), a height bonus of 20 feet is granted if 20 percent of the housing units are affordable to households earning up to 80 percent of AMI. In the existing land use code for Tacoma’s Downtown Districts, one option for a “Design Standard” to achieve a floor-area ratio (FAR) bonus is to “include mixed-rate housing in a housing or mixed-use project.”

Today in most of South Downtown, incentives based on FAR bonuses are not likely to be used by private developers because there is already adequate allowed capacity to meet the relatively weak real estate market demand. However, if and when the market improves, FAR bonus could become a workable incentive for affordable housing. One option would be to allow an FAR bonus up to the maximum bonus level in exchange for the provision of affordable housing units with total floor area equivalent to 20 percent of the bonus floor area (see Chapter 4 for details on the City’s FAR bonus system). The appropriate level of affordability would be 80% of AMI, similar to that proposed in the MPTE Program. An in-lieu payment to the Housing Trust Fund based on the square footage of the bonus could also be offered as an alternative to building affordable units within the project.

RECOMMENDATION AH-5: In the Subarea’s Downtown Districts, allow an FAR bonus up to the maximum bonus level in exchange for the provision of affordable housing equivalent to 20 percent of the bonus floor area, or for an in-lieu payment to the Tacoma Housing Trust Fund based on a pre-determined per square foot value.



FIG. 5-9 New Tacoma Senior Housing at 1709 South G Street (Mercy Housing)



FIG. 5-10 Pine Tree Harbor Apartments at 2501 South G Street (Trieste Holdings)



FIG. 5-11 New Life Square at 425 South Tacoma Way (Tacoma Rescue Mission)

City Assistance and Public-Private Partnerships

There are several means by which the City can support housing development, including providing financing, acting as a development partner, contributing parking, or assuming liabilities such as environmental cleanup costs. In negotiations for these partnerships the City can require the provision of some amount of affordable housing. The 2010 Policy Recommendations of Tacoma's Affordable Housing Policy Advisory Group includes the following list of possible mechanisms for the City to provide assistance to developers in exchange for a commitment to include affordable units in the development:

- Government-provided incentives
 - » Tax incentives
 - › Tax Increment Financing
 - › Sales tax sharing
 - » Loan assistance
 - › Long term land leases of government-owned land
 - › Low cost lease of air rights
 - › Participation in payment of loan fees for end user
 - › Loan guarantees
 - › Down payment assistance
 - » Cost sharing
 - › Reduction of permit fees
 - › Participating in infrastructure improvements
 - › Speedy permit processing
 - » Contributions through Tacoma Housing Authority
 - › Project-based Section 8 rent subsidies
 - › Provision of land in a partnership structure in exchange for % of affordable units equal to value of land
- Partnerships
 - » Cost sharing based on percentage of units

- » Provision of land in a partnership structure in exchange for % of affordable units equal to value of land
- » Post-construction purchase of completed units
- » Early creation of project partnerships
- » Planning for timing and predictability of funding availability
- » Reduce risk – financial strength, development capacity, general contracting
- » Relationship from conception to project completion

- Cash contributions and Gifts In Kind to non-profit developers
 - » Tax deduction
 - » Corporate giving goals
 - » Contributions to local housing trust fund

The 2010 Policy Recommendations also include the following strategies that could help South Downtown to achieve its affordable housing policy goal:

- Repeal the “Miller Amendment” and create the Downtown Mixed-Income Housing Plan
- Establish a local, dedicated source of revenue Tacoma Housing Trust Fund
- Create a Contingent Loan or Credit Enhancement Program for qualified affordable housing developments
- Encourage land trusts by donating land or financing its purchase for land trust communities that ensure long-term affordability

RECOMMENDATION AH-6: Identify the most promising mechanisms for providing assistance to developers in exchange for the inclusion of affordable housing in developments, and pursue partnerships to implement these mechanisms.

Transfer of Development Rights

Developer bonus revenue generated through a Transfer of Development Rights (TDR) system can be applied to the preservation of affordable housing or to the development of new affordable housing. See Chapter 4 for a more detailed discussion of TDR and affordable housing.

RECOMMENDATION AH-7: Develop a mechanism for TDR to be applied to the preservation of existing affordable housing.

RECOMMENDATION AH-8: Develop a system by which TDR revenues can be used to help fund affordable housing developments.

Value Capture

Value capture broadly refers to the use of future increases in property tax revenues to finance new infrastructure, which can include affordable housing. For example, a proposed rezone for Seattle's South Lake Union neighborhood includes the establishment of a new form of tax-increment financing (TIF) and stipulates that 25 percent of the tax increment be used to fund affordable housing.

PSRC's Growing Transit Communities Partnership (GTC) has analyzed the potential for value capture to promote equitable transit communities.⁴ In general, results suggest that due to the high level of administrative complexity relative to the potential payoff, Value Capture would not be a high-priority strategy for supporting affordable housing. The GTC analysis found that a proposed new tool based on the Community Revitalization Financing Act of 2011 (CRFA) has far better potential to generate funds than do the other forms of value capture currently available in Washington State. Accordingly, GTC is proposing legislation that would enable traditional CRFA, along with an amendment to the State Constitution that would

make it legal. GTC's proposed legislation could only be implemented in areas within a half mile of high-capacity transit, and the latest proposal would require that 25 percent of the tax increment be used to fund affordable housing.

RECOMMENDATION AH-9: Support new legislation that would establish a value capture tool based on the Community Revitalization Financing Act of 2011, including the necessary State Constitutional amendment.

Surplus Land Disposition

One method for enabling affordable housing development is to provide suitable, consolidated land at a viable cost (see Chapter 11 for a broader discussion of surplus land). The City of Tacoma, agencies such as Sound Transit, and other municipal entities such as the Port of Tacoma and the Tacoma Public School District often own properties that they no longer need. Unfortunately, these entities are usually required by law to sell their properties at fair market value. One possible solution is new legislation at the State level that would allow governmental entities to transfer or sell surplus properties to private nonprofits for less than fair market value as long as the land is used for affordable housing purposes. These transactions can be justified by the public benefit provided by affordable housing.

RECOMMENDATION AH-10: Proactively support new legislation that allows governmental entities to sell surplus properties to nonprofit affordable housing developers for less than fair market value, and identify target properties in South Downtown.

⁴ Value Capture Financing in Washington, Puget Sound Regional Council, February 2013

TOD Affordable Housing Fund

Another component of PSRC's Growing Transit Communities Partnership (GTC) is an investigation of the prospects for establishing a Regional TOD Affordable Housing Fund.⁵ The purpose a TOD Fund is to help ensure that affordable housing can be built in high-capacity station areas in which the cost of land is a potential barrier to affordable housing development. A TOD Fund facilitates the acquisition of developable land, which is then offered to affordable housing developers, likely at a discounted rate, depending on market conditions. A TOD Fund also provides a mechanism by which land for affordable housing can be secured before transit investments and redevelopment cause land prices to appreciate.

There are several parcels of City-owned land in the South Downtown Subarea that would be good candidates for acquisition through a TOD Affordable Housing Fund. These sites are discussed further in Chapter 11.

RECOMMENDATION AH-11: Collaborate with the PSRC to support the creation of a Regional TOD Affordable Housing Fund and identify parcels in South Downtown that should be targeted for affordable housing development and application of the Fund.

Affordable Housing Monitoring

As noted above, South Downtown currently has a supply of subsidized and market rate housing that well exceeds the goal of 25 percent of housing units affordable to households earning up to 80 percent of the countywide median income. But if and when there is significant redevelopment in the Subarea, there exists a risk that the percent of affordable units could drop to unacceptable levels. Under weak market conditions, however, care must be taken to not overly encumber near-term redevelopment by requiring the inclusion or subsidy of affordable units. One potential solution

is to monitor levels of affordability in the Subarea over time and to establish policies and regulations that are activated when the affordability trend indicates that corrective action is necessary.

Numerous municipalities have applied various metrics and methods for tracking affordable housing. For example, King County tracks a set of indicators that are updated regularly. Most cities keep some kind of inventory of subsidized housing. For example, Los Angeles maintains a database of 69,000 subsidized affordable housing units in 1,900 developments. However, affordable housing monitoring such as that proposed above for South Downtown would require a level of data sophistication beyond what is commonly achieved by municipalities. In particular, it would be important to monitor market rate units that may be fulfilling affordability needs at the upper end of the spectrum. Such a system would need to be carefully calibrated to trigger actions early enough so that results could be achieved before an affordable housing shortage occurs. The City could track future units through permitting.

RECOMMENDATION AH-12: Establish an affordable housing monitoring system for the South Downtown Subarea.

RECOMMENDATION AH-13: Explore the creation of a system that activates policies and regulations designed to promote the production of new affordable housing when affordability trends project a future shortfall.

⁵ A Regional TOD Fund, Puget Sound Regional Council, December 2012

Marketing

To more successfully attract affordable housing developers to South Downtown, the City should be proactive about marketing potential development opportunities. Marketing efforts could span a wide range of possibilities, including:

- Highlight the vibrant artist community in South Downtown and the corresponding opportunity to provide affordable space for artists. In 2003, Artspace Projects, Inc., a non-profit developer of affordable housing and studio space for artists, conducted an “Artist Survey of Live and Work Spaces.” Artspace and others should be re-engaged and updated on the current status of South Downtown.
- Publicize the growing need for affordable student housing being driven by the expansion of University of Washington Tacoma campus.
- Publicize the recent adoption of the new Live-work/ Work-live code updates and the potential for this change to enable unconventional housing and working arrangements that can reduce the cost of both uses.
- Proactively engage affordable housing developers from beyond the region, such as the Jonathan Rose Company, based in New York, or Place, based in Minneapolis.
- Launch an RFP process for a catalyst project that requires affordable housing (see Chapter 11 for more details on this concept).
- Promote the idea of affordable market-rate housing based on unconventional housing types such as very small units that are supplemented with shared common spaces (known as “micro-housing”), cohousing that is based on common ownership, or single room occupancy models.

RECOMMENDATION AH-14: Aggressively market the opportunities, unique advantages, and new ideas for affordable housing development in South Downtown.



FIG. 5-12 The Hiawatha Lofts development in Seattle provides subsidized affordable housing for artists.



FIG. 5-13 Microhousing developments (sometimes as “apodments”), such as the Videre in Seattle’s Capitol Hill neighborhood, provide tenants with a smaller, lower-cost alternative to typical rental units.



FIG. 6-1 The Cherry Parkes Building on the UW Tacoma campus dates from the 1890s and was originally home to grocers, ironworkers and a candy company. The heavy timber and brick warehouse structure was renovated in 2003.

06

HISTORIC RESOURCES

Home to two historic districts and more than 100 historic structures, South Downtown is rich with historic resources. If successfully leveraged, these historic assets will play a major role in South Downtown's future success. Left underutilized and decaying, these historic buildings present a liability; if successfully renovated and reused, historic resources have the potential to add substantial value to neighborhoods. Weaving historic structures into the urban fabric creates a unique, authentic identity that attracts both people and economic development. Historic resource conservation is also a sustainability strategy, as adaptive reuse often presents a "greener" solution than constructing a new building. Recent adaptive reuse projects by UWT and private developers have already begun to demonstrate the positive transformative potential of South Downtown's historic assets.

BACKGROUND

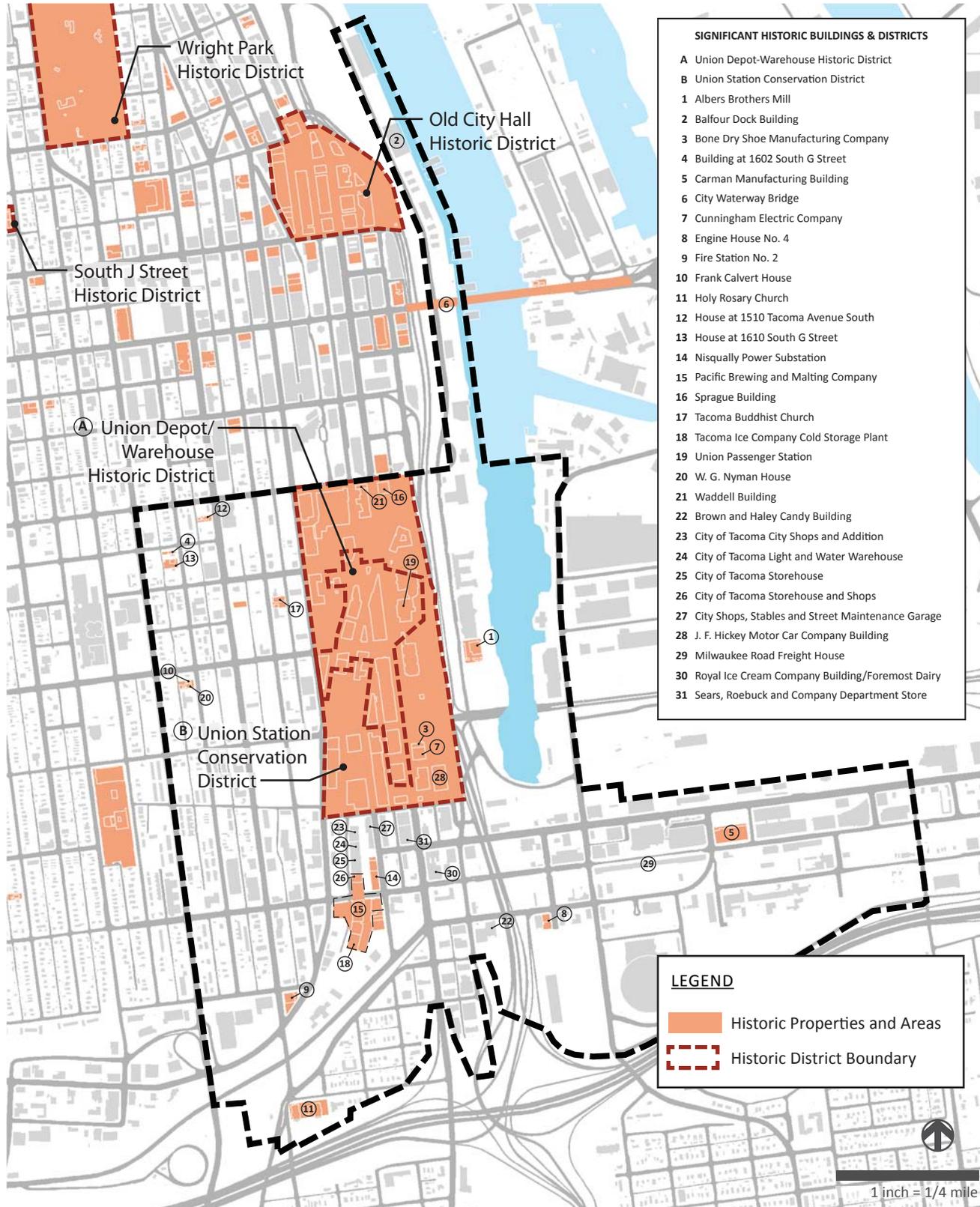
The Subarea's eclectic collection of early twentieth and late nineteenth century brick and concrete commercial, manufacturing and retail buildings reflects a series of economic booms and busts that took place both locally and nationwide. The 1870s and 1880s were characterized by wood-frame commercial buildings, false fronts, wooden sidewalks and dirt streets. Industrial, warehousing and commercial brick and stone buildings appeared by the 1890s along a growing network of rail corridors. In addition to freight and passenger rail, Tacoma also had two streetcar lines that were constructed in 1888 connecting the lengths of Pacific Avenue and Tacoma Avenue. The 1890s boom produced many of the significant brick and stone buildings still found in the Brewery District and on the University of Washington Tacoma campus. These buildings were designed by several noted commercial architects, including C. August Darmer and Frederick Heath, Pickles and Sutton, Russell and Babcock and Proctor and Farrell.

As industry was dependent on access to the shoreline and Port (a Public Port was established by vote in 1918), the rail company continued to expand into the tideflats, damming one arm of Puyallup River and eventually filling the area in to establish the working shoreline of the Thea Foss and Wheeler Osgood Waterways. During this era, uses in South Downtown included mills, grain terminals, and a mile of warehouses and wharves that lined the Foss Waterway.

In 1911, the Northern Pacific Railroad erected a grand terminal called Union Station, designed by the architectural firm of Reed and Stem. Union Station replaced Northern Pacific's earlier stations and also served the Union Pacific and Milwaukee Road transcontinental rail lines. Ironically, this structure was completed just as the dominance of the railroad passenger services began to diminish, but even so, the station's rotunda served as the stage for departures and arrivals for three-quarters of a century.

During the 1910s and 20s, cars and trucks became integral to City operations and settlement patterns

FIG. 6-2 SOUTH DOWNTOWN HISTORIC STRUCTURES AND DISTRICTS



expanded away from the core areas served by the railroad. Tacoma's economy expanded and diversified in response. Major industrial development of the Port was authorized by the federal government in the 1940s, and local jobs and housing followed as the Port grew.

The 1960s and 70s saw a lack of investment in downtown fueled by the construction of I-5 and changing commercial patterns. Many historic structures in downtown were lost to a 1965 earthquake and the 'urban renewal' movement that followed.

In response, a historic preservation movement headed by Tacoma architect Alan Liddle arose, resulting in the creation of the Tacoma Landmarks Preservation Commission and five historic districts, including the Union-Depot Warehouse Historic District (National Register of Historic Places, 1980, and the Tacoma Register of Historic Places, 1983).

Starting in the 1990s, the University of Washington Tacoma renovated and reoccupied more than two dozen historic warehouse and industrial buildings. Describing this change, the Tacoma News Tribune's Peter Callaghan wrote in September 1997 that UWT is "equal parts higher education, historic preservation and economic revitalization." In recognition of this work, UWT received the 1999 Honor Award for Regional and Urban Design from the American Institute of Architects as well as an award from the National Trust for Historic Preservation. As the campus grows, UWT expects to continue their efforts to renovate and re-purpose existing historic buildings.

Designated Historic Districts

Portions of the South Downtown Subarea are officially listed in the National Register of Historic Places, the Washington Heritage Register or the Tacoma Register of Historic Places. Registered buildings and conservation areas are subject to preservation policies and supplementary project review.

Union Depot/Warehouse District

Designated in the Federal Register in 1980, and the Tacoma Register in 1983, this National Historic District is characterized by rugged brick warehouses and factory buildings, examples of commercial high style and industrial vernacular architecture developed in America in the early 1900s. The Union Depot Warehouse district also consists of buildings on the University of Washington Tacoma campus, many of which have been renovated for adaptive reuse. A full building inventory is available online.¹

Union Station is the centerpiece of the Union Depot/Warehouse Historic District. The last passenger train left Union Station on June 14, 1984, and the abandoned building soon fell into disrepair. In 1987, Congress authorized the U.S. General Services Administration (GSA) to lease Union Station for 35 years to provide space for the United States District Court. After three years of work, the historic building was completely renovated and restored, and occupancy began in 1992. The project received a National Preservation Honor Award in 1994.

Union Station Conservation District

This locally-designated Conservation District buffers the Union Depot/Warehouse District and has a lower level of significance aimed at maintaining neighborhood character. Within this District, all new construction and additions to existing buildings are subject to design review by the Tacoma Landmarks Preservation Commission.

Historic Resources in Other Areas of South Downtown

The Brewery District

The Brewery District consists of approximately 20 square blocks immediately south of the Union Station Conservation District bounded by 21st Street to the north, South Tacoma Way to the south, A Street to the

¹ http://www.tacomaculture.org/historic/resource/HP_Pub%20UDW%20Inventory%202006.pdf



FIG. 6-3 A 1935 aerial view of South Downtown (facing north, looking out toward Commencement Bay).



FIG. 6-4 An 1888 view of rapidly growing Tacoma. The structures near the center of the image would eventually make up the Brewery District.

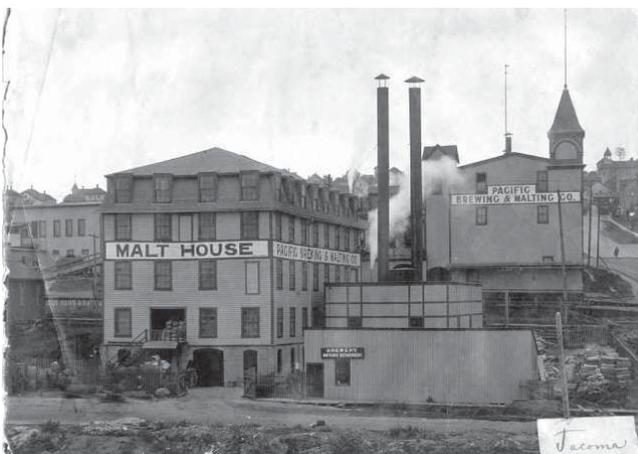


FIG. 6-5 Pacific Brewing and Malting Company operations circa 1900.

east, and Court F to the west. Part of the Northern Pacific 1874 Plat of New Tacoma, the District was largely industrial from its earliest existence. Today the District is home to numerous buildings potentially eligible for historic designation that are at risk of being lost, a situation that has long been a subject of community concern.

Although never officially submitted to the Tacoma Landmarks Preservation Commission, a Draft Brewery District Federal Historic District Nomination Application was created in 2001 by a consultant for the Brewery District Neighborhood Steering Committee. This document is the best consolidated available resource on historic structures and context in the Brewery District.

The District's moniker and much of its architectural character are a result of the area's abundant springs and artesian wells. Attracted by the availability of high quality water, a wave of German immigration in the 1880s brought the first brewmeisters to Tacoma. By 1896, two major breweries were in operation. Railways connected the breweries to the regional marketplace and the Port and provided them with direct access to agricultural supplies from the inland. Before long, beer from Tacoma was available throughout the Pacific Rim, either by rail, or by ship to Alaska and the Orient.

The first recorded brewery in Tacoma was the Furst New Tacoma Brewery on C Street between 15th and 17th Streets. The Milwaukee Brewing Company (1891 – 1897) was located at 2320 Jefferson Avenue. The Puget Sound Brewery (1891-1897) at Hood Street and South 25th Street straddled the railroad and had two dedicated side spurs. Further east, the Donou Brewery at South 26th and East K Streets began production in 1896, and had a spur line providing direct rail service on the Cascade Branch of the Northern Pacific Railroad (NPRR). The Donou and Milwaukee Breweries were eventually purchased by the Pacific Brewing and Malting Company in 1897 and 1899, respectively. The Columbia Brewing Company built its first brewery along the east side of the NPRR's Pacific Division in 1900, and officially adopted the name of Heidelberg Brewing Company in 1953. During their heyday, some of the breweries also built their own lodging establishments, including the

1913 Hotel Merkle at 2407 Pacific Avenue, and the 1919 Carlton Hotel at 1552 Jefferson Avenue (both designed by C.A. Darmer).

During the first few decades of the 20th Century, a variety of retail, commercial and service industrial establishments were also built in the Brewery District. The constraints of the street grid, steep topography, and freight rail lines led to the establishment of smaller businesses and direct services. Many of the buildings on Commerce Street have two faces, designed to accept customers and goods arriving on Pacific Avenue, and to organize products being shipped out by rail from loading docks at the rear of the buildings. Notable buildings include the Hunt-Mottett Warehouse on Commerce Street, the Bone Dry Shoe Company Factory (1919) and the Frank Sussman Steel Company Building (1929) at 2154-56 Pacific Avenue. Buildings serving the auto industry began to appear around the 1920s, including the Hickey Motor Car Company Building (1928) at 812-14 A Street, which features wooden bow trusses that span 120 feet (once the longest such span in the Pacific Northwest) to allow for the unimpeded movement of cars. In 1928, Sears and Roebuck Company built a store at the intersection of South 24th Street and Pacific Avenue that closed in 1936 and relocated in Tacoma's downtown shopping center on Broadway.

Prohibition led to the dissolution of most of Tacoma's original breweries. Between 1919 and 1933, the Breweries sought to continue operation by switching to the production of soap as well as non-alcoholic beer, soda, and cider, which shared some of the same industrial processes as brewing. The Alt Heidelberg Brewery Complex (a part of the Columbia Brewing Company) managed to survive the period and lasted until 1979 when it did not survive the industry's corporate mergers. In 2011 the northern section of the complex—its structure damaged beyond repair due to fire and neglect—was torn down to make way for a hotel. A tire-recapping business occupies the newer southern portion of the building.

Today, the Pacific Brewing and Malt Complex (listed on the Tacoma, Washington and National Historic Registers) is the last remaining brewery still standing



FIG. 6-6 A 1941 view looking north along Pacific Avenue from South 19th Street. Union Station is on the right, fronting streetcar tracks set into the brick and cobblestone.



FIG. 6-7 The Sears, Roebuck & Company building at Pacific Avenue and South 24th Street, constructed in 1928.



FIG. 6-8 The 1911 Nisqually Power Plant substation at 2416 South C Street.



FIG. 6-9 The Albers Brothers Mill (1904), originally constructed for cereal processing, is listed on the National Register of Historic Places. The building was renovated in 2003 and now contains loft apartments.



FIG. 6-10 View of the Hawthorne area of southeast Tacoma circa 1889. Dirt roads have been carved out of the former timberlands and houses are beginning to appear along the Tideflats. Nearly 100 years later, the Tacoma Dome would appear in this general neighborhood.



FIG. 6-11 The 11th Street aerial lift bridge, later renamed the Murray Morgan Bridge, opened on February 15, 1913.

in the District. Its buildings fell into disuse in 1959, but their smokestacks still mark an iconic gateway to those traveling to and from the area. Designed by Carl August Darmer, the complex's brick buildings vary in height from one to six stories. Portions of the building have been renovated for new uses, including small offices and the M-Space Hot Shop.

Located on Holgate Street between 23rd and 25th Streets is an important cluster of historic buildings not related to the brewing industry known as the Municipal Complex. In 1910, the City constructed the City Shops, Stables and Street Maintenance Garage, occupying the narrow 2300 block of South C Street that was previously home to a public market. This irregular wood framed structure housed the stables for the city horses and blacksmith shop. It continues to be used today by the City Department of Public Works.

Completed in 1911 as part of Tacoma City Light's Nisqually River hydroelectric project, the Nisqually Power Substation building is located on the south end of the Municipal Complex. The brick and stone building was eventually decommissioned and is now privately owned. It was listed on the U.S. National Register of Historic Places in 2001.

The Dome District

The area now known as the Dome District developed in direct relationship to the adjacent Port and related industrial activities. Located at the south end of the Puyallup's western discharge, it was once a meandering plain and intertidal area with a freshwater estuary. Wetlands drainage began in 1858. By 1917, several waterways, including the Thea Foss, Puyallup, Middle, and Hylebos, had been created by dredging and filling in the mudflats. Construction of piers and wharves involved further dredging.

By the early 1900s, the area near the South end of the Foss Waterway had become a dense residential area called the Hawthorne Neighborhood. The neighborhood began as a development to house those working on the east side of the waterway prior to the construction of the Murray Morgan Bridge. As the

Century progressed, much of the area evolved from worker row housing to manufacturing and industrial uses, driven by proximity to rail transportation, the construction of I-5, and the razing of the lower third of the neighborhood to make way for the Tacoma Dome in 1981. Although very little remains of the Hawthorne neighborhood character or buildings, it is likely that historic and/or archaeological resources remain buried beneath the neighborhood as it exists today. The Engine House #4 at 220-224 East 26th Street serves as one reminder of the former neighborhood. Built in 1911, it is no longer in service as a fire station, but has been restored as office space. The building was placed on the National Register of Historic Places in 1986.

Today the Dome District area consists primarily of low-rise commercial buildings, manufacturing uses, and warehouses, along with large-scale public infrastructure including the Tacoma Dome, the LeMay American Car Museum, Sounder and Amtrak stations, two large parking structures, and the elevated I-705 freeway. The collection of early 20th Century automobile-culture uses and architectural characteristics on Puyallup Avenue, South A Street and the southern portion of Pacific Avenue have earned the unofficial moniker “Gasoline Alley.” Many of these character buildings were constructed between 1890 and 1929 and are still in use today.

Formerly a Milwaukee Railroad freight station, the three-block-long Freighthouse Square is the Dome District’s most prominent historic structure, although it has no formal historic designation. Over the past several years, the property owner has struggled to retain viable retail, the loss of which was threatening the future of the building. As part of the proposed project to reroute Amtrak service to the Sounder’s new Point Defiance bypass, the Amtrak station is to be moved to Freighthouse Square. This project can be expected to improve the viability of the building and help ensure its conservation.

The Thea Foss Waterway and Shoreline

Both the railroads and the Army Corps of Engineers played a role in the excavation and dredging of the

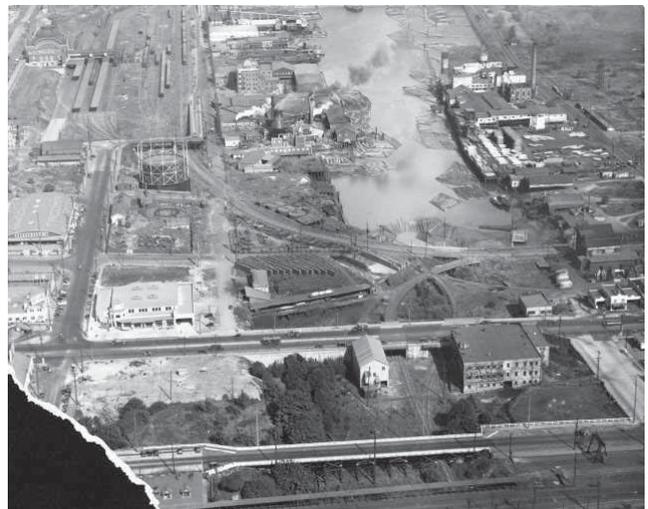


FIG. 6-12 Aerial view at the head of the Thea Foss Waterway circa 1929. Visible landmarks and streets include Union Station in the upper left corner, Albers Brothers Milling Company in the upper center and South 25th Street running along the lower portion of the photograph.

Thea Foss Waterway. The work was largely completed by 1905. The Waterway is named for Thea Foss, who founded Foss Tug and Barge on the Waterway in 1894. During this era, the Waterway developed into a thriving industrial center populated with sawmills, cedar shingle mills, boat yards, wharves, granaries and warehouses. Railroads served the flat foreshore, where fishworks and processing plants were established.

In the early 20th century, a majority of Tacoma’s western shoreline and shipping facilities were owned by the railroads. Access to the eastern shoreline was limited by the Puyallup Indian reservation. To remedy the situation, Congress passed the Dawes Act in 1887 that allowed the sale of the allotments granted to the reservation and opened up the area to port development. Approximately one third of the Reservation was sold off at this time. Pierce County voted to create a publicly-owned port district in 1918.

Today there are two remaining wooden warehouses on the west side of the Waterway that, along with Albers Mill, represent the last historic period structures on the Foss. Originally built as a mile-long complex in 1900,

these warehouses were built to accommodate cargo carrying, square-rigged ships that frequented the port during the early years of Tacoma’s history. They hosted steam- and diesel-powered cargo traders well into the 20th Century. Located opposite South 7th Street, the Balfour Dock building is a former wheat transfer facility, last commercially active in the 1970s. It is now home to the Foss Waterway Seaport and is being redeveloped under a public/private partnership. To the north of Balfour Dock, the second remaining historic warehouse is known as the Dock Building, and it is currently being used for offices.

In 1911, the City built the State’s first publicly owned dock on the western shore of the Waterway near 15th Street. Known as the Municipal Dock, it was a massive heavy timber, frame and truss structure with 200-foot continuous beams, an uninterrupted interior space of 300 feet by 100 feet, and a total shoreline length of about one mile. The dock was razed in 2001.

In 1913, the Murray Morgan Bridge was completed, replacing the original 11th Street bridge that was built in the 1890s. The bridge allowed workers to get back and forth between their homes in Tacoma and the port-industrial area. The bridge is currently undergoing a renovation, and is scheduled to reopen and celebrate its centennial in the Spring of 2013.

Over first half of the 20th Century, the Waterway supported major industrial uses, including lumber, petroleum and chemical processing. But by mid-century activity on the Waterway began to decline due to global economic trends that were shifting manufacturing and industrial uses offshore to take advantage of cheaper labor. By the 1980s, the eastern shores of the Foss Waterway were almost entirely abandoned. In 1983, the EPA designated a Superfund site that included the Waterway, and major cleanup and dredging were conducted through 2006.

The Foss Waterway Development Authority (FWDA) was established in 1996 and is currently overseeing a redevelopment plan for the Waterway. Completed projects include two mixed-use residential buildings, the renovation/relocation of marinas, the Museum

of Glass, the Museum of Modern Art of Tacoma, a pedestrian “Bridge of Glass,” and a public esplanade. One notable historic project facilitated by the FWDA is the renovation of Albers Mill, one of the last historic period structures remaining on the Waterway. Built in 1904, the cereal mill operated until 1944, and was subsequently used as a warehouse, eventually falling into disrepair. In the early 2000s, the building was renovated and converted to residential lofts and retail space, concurrent with the development of the Tacoma Museum of Glass. Albers Mill was listed on National Register of Historic Places in 2002.

Historic Trails

Prairie Line Trail

The Prairie Line is a former railroad spur of the Burlington Northern Santa Fe (BNSF) Railroad that runs along the west edge of Hood Street through the heart of the Brewery District, continuing through the UWT campus and under I-705 to the Foss Waterway at 15th Street. The Subarea encompasses both the Terminal Station section of the Prairie Line, located on the UWT campus, and the Brewery District Spur, which runs south along Hood Street. Opened in 1873, the Prairie Line once served industrial and shipping facilities, and it carried both freight and passengers. The diagonal orientation and industrial uses of the Prairie Line had a major influence on the development patterns and architecture of adjacent warehouses, garages, and commercial buildings. BNSF finally took the Prairie Line out of service in 2003.

The City and UWT are currently planning the transformation of the Prairie Line into a distinctive urban pedestrian and bicycle trail that connects the Thea Foss Waterway to the Museum District, UWT, and the Brewery District. Preservation and celebration of the Prairie Line’s history have been established as imperative design factors. For more on the Prairie Line Trail project, see Chapters 8 and 10.

Water Ditch Trail

Originally part of a 110-year-old trail system that crossed Tacoma and extended to Mt. Rainier, remnants of the historic 1896 Water Ditch Trail are still used today. As funding becomes available, the City of Tacoma is restoring the entire 6.5-mile spine. Within the South Downtown Subarea, the trail consists of the historic “Flume Line” property located along the South Tacoma Way. The Water Ditch Trail travels from South Tacoma Way to South 47th Street to Pacific Avenue.

Tacoma’s Historic Preservation Program

Tacoma’s Historic Preservation Office administers the Historic Preservation Program, which is supported by non-profits and other organizations such as the University of Washington and Tacoma Culture. Historic Preservation staff review nominations to Tacoma’s Landmarks Register, process applications for changes to historic landmarks, support the Landmarks Preservation Commission, and assist the public and other government agencies with historic preservation issues. The City’s preservation staff consists of one full-time preservation planner. As designated in the Comprehensive Plan Historic Preservation Element, the preservation program components are:

- *Administration:* The framework for operating the preservation program
- *Identification:* The survey and recognition of properties with cultural or historic significance
- *Management Tools:* The specific mechanisms for protecting historic resources
- *Incentives and Benefits:* Programs that assist property owners and support preservation
- *Education:* The tools to build awareness and strengthen skills to support preservation
- *Advocacy:* The promotion of policies and partnerships that support preservation

Landmarks Preservation Commission

Tacoma’s Historic Preservation Program is governed by two ordinances: The Landmarks Preservation Commission (TMC 1.42) and the Landmarks and Historic Special Review Districts (TMC 13.07). The Landmarks Preservation Commission is an eleven-member volunteer commission made up of Tacoma residents and professionals appointed by the City Council. The Commission reviews and approves applications for changes to registered landmarks and buildings within local historic districts, reviews nominations, advises City Council regarding additions to the Landmarks Register, and participates in the planning process.

Historic Design Review

In Tacoma, buildings on the historic register and buildings within Historic Districts must complete a design review approval process prior to the start of work or issuance of permits. The same design review process and guidelines are used to evaluate projects in both Historic Special Review Districts and Conservation Districts. Tacoma’s Landmarks Preservation Commission reviews projects at regular public meetings, and projects that meet their standards are issued a certificate of approval.

The design review process is based upon standard City zoning standards that regulate the character of building and neighborhoods, including form, massing and scale, height limitations, and coverage. Evaluation standards and guidelines include:

- The Secretary of the Interior’s Standards for the Treatment of Historic Properties
- The National Park Service’s Preservation Briefs
- Historic District Design Guidelines for the Union Depot/Warehouse Historic District.

Historic Resource Surveys

The City of Tacoma conducted a series of Community Cultural Resources Surveys between 1977 and 2005. These surveys define the key character-defining features

of an individual historic property and provide the foundation for a building's nomination process. Once a property is surveyed, the City of Tacoma collects all information, including maps, aerial photos, historical descriptions and photographs, in a publicly-accessible digital inventory maintained by Tacoma Culture. The most recent survey that covers the South Downtown Subarea was completed in 1981. The Port/Industrial Survey that includes part of the Dome District was updated in 2003; however, it has been noted that the data are uneven and of low quality.

Designated Buildings

Numerous buildings in the South Downtown Subarea have successfully undergone an individual nomination process and are tracked by the City's Historic Preservation Program. A digital building inventory maintained by Tacoma Culture.² See Appendix F for an inventory of designated structures in South Downtown.

Properties and districts are placed on the Tacoma Register of Historic Places through a nomination process. Nominations received and reviewed by the Landmarks Commission. If found to meet the criteria for designation, they are recommended to City Council for designation.

Cultural Resources

South Downtown Tacoma has served as an economic and cultural location for thousands of years. The first people in the area, the Puyallup Indians settled in what is now Tacoma and the surrounding region and consider the area to be an important part of their culture's history and heritage. The Puyallup peoples made their villages on the shores Commencement Bay, along the Puyallup River, and in other nearby places. Commencement Bay and the Puyallup River delta served as primary sources of food and supplied the the economic basis for the Puyallup peoples, who were coastal fisherman, gatherers, and hunters. Access to these bodies of water and nearby lands was vital

2 http://cms.cityoftacoma.org/cedd/TacomaCulture/Historic/general/PUBLICATION_LANDMARKS_REGISTER.pdf

to their survival, as salmon constituted their primary source of food. The Western red cedar tree, which grew in the forests where the City of Tacoma stands today, was used for shelter, clothing, and basketry.

Many of the Puyallup peoples' settlements were located within the boundaries of the Subarea. It is believed that there were two areas of historic Puyallup settlement within the Subarea, one near the intersection of Pacific Avenue and South 15th Street, and one near the intersection of Pacific Avenue and South 24th Street where a creek once flowed into Commencement Bay. Additional settlements are known to have existed nearby and throughout the City. European settlers arrived in the area in the 1830s, and the Puyallup tribe established relations with the United States Government soon after. In 1854, the Treaty of Medicine Creek was signed and the Puyallup tribe was moved from their historic fishing and hunting settlements onto reservation lands to the north and east of the Subarea.

As a result of the Puyallup peoples' use of the land near the Puyallup River and Commencement Bay, evidence of campsites, burial sites, tools, implements, or other artifacts may still exist today. As noted previously, the Foss Waterway and its shoreline have been extensively dredged and filled, which has likely caused major disturbances as well as the loss of archaeological resources left behind by the Puyallup tribe. However, there is still high potential for the discovery as-of-yet unrecorded archaeological resources when redevelopment occurs in these areas.

Cultural resources within the shoreline area of the South Downtown Subarea have been inventoried in the Tacoma Shoreline Master Program.^{3,4} The City also has a data-sharing agreement with the State Department of Archeology and Historic Preservation.

3 ESA Adolphson. 2007 Tacoma Shoreline Inventory and Characterization. Prepared for the City of Tacoma, July 2007

4 BST Associates. 2008 Tacoma Waterfront Lands Analysis Final Draft Report. Prepared for the City of Tacoma. November 2008.

HISTORIC RESOURCE CONSERVATION STRATEGIES

The conservation of historic assets is central to achieving South Downtown’s broader goals of growth and economic revitalization. There are currently numerous buildings in the Subarea with historic resource value, but they are underutilized and in danger of being lost. This unfortunate scenario is the result of the high cost of renovating deteriorated buildings and making them code-compliant, combined with the relatively weak real estate market that currently exists in South Downtown. Furthermore, some buildings in the Subarea with significant historic value are neither protected through a nomination process nor located within a Conservation District.

The following sections describe numerous mechanisms intended to promote the conservation of historic resources in South Downtown. Because this strategy of conservation is so embedded in the larger strategies of South Downtown, many of the topics that follow are drawn from other chapters of this Subarea Plan. In fact, it could be argued that one of the best strategies for historic resource conservation in South Downtown is economic development, which would begin to attract the private investment necessary to save neglected historic buildings. As historic buildings are renovated and reused, they will contribute to a unique, vibrant location for ongoing economic development, thus creating a positive feedback loop of rehabilitation and revitalization.

Land Use Code

Transfer of Development Rights

Chapter 4 of this Subarea Plan proposes an expansion of the City’s Transfer of Development Rights (TDR) program in the Downtown Districts within the South Downtown Subarea. The local conservation of historic resources is one of the main areas to which TDR could be applied. Funds generated through TDR could be used for either (1) the purchase of a conservation easement from the owner of a historic building that removes future development potential by transferring unused floor area

from the site, or (2) historic building rehabilitation. For further details, see Chapter 4.

Live-Work and Work-Live

As described in Chapter 4, the development of this Subarea Plan led to the adoption of new Land Use Code language that applies to Live-Work and Work-Live uses in downtown, including all of the South Downtown Subarea. The new code is intended to promote numerous City goals, including to “help preserve the architectural and cultural past.” The purpose of the code is to make the adaptation of existing buildings for Live-Work or Work-Live uses more economically feasible. It is anticipated that the new code will encourage the adaptive reuse of historic buildings for Live-Work, thereby restoring them to active use and preventing further decay and potential loss. For further details, see Chapter 54.

Administrative Variances

Chapter 4 of this Subarea Plan proposes a code change that would allow administrative variances on development standards in the Downtown Districts. Existing code is relatively unforgiving, and with very few exceptions, variances are not permitted on use, development, parking, or design standards. Because historic renovations and adaptive reuse projects are likely to have unusual requirements, departures from regulations could help to make a project more feasible.

Historic Inventory

In order to conserve historic resources, it is necessary to first determine which resources are worth saving. While several of South Downtown’s buildings are already protected, many have yet to be formally recognized. As noted above, the City commissioned a Brewery District Federal Historic District Nomination Application in 2001 that was never formally submitted. This Nomination Application should be updated and potentially extended to cover a larger portion of the Subarea.

RECOMMENDATION HR-1: Complete and formally submit an updated Historic Brewery District Federal Historic District Nomination Application.

The TDR strategy noted in the previous section requires a formal means of identifying historic properties that would be eligible to participate and sell development rights into the program. As part of a new TDR program, the City will need to inventory historic properties and generate a list of properties that are high priorities for preservation through TDR.

RECOMMENDATION HR-2 (LU-6): Identify historic properties in South Downtown that are well-suited to become TDR sending sites.

Catalyst Projects

Historic renovation projects have great potential to act as catalysts for economic development. The major positive impact that adaptive reuse can have on a neighborhood has already been demonstrated in several recent UWT projects. But small projects can also be potent seeds for change, as exemplified by the adaptive reuse of the buildings on Puyallup Avenue between East C and East D Streets in the Dome District.

One of the key catalyst projects described in Chapter 11 of this Subarea Plan involves the renovation and adaptive reuse of the City's historic Streets and Grounds Building located at South Holgate Street and South 23rd Street. As for privately-owned sites in the Subarea, the most significant adaptive reuse opportunity is the Pacific Brewing and Malting Company complex, although a creative financing approach would likely be necessary in order to overcome the large up-front expense of the renovation. A private developer recently proposed adding floors on top of an existing historic warehouse building located between Commerce and South C Streets and South 21st and South 23rd Streets, though the high-voltage transmission lines on South C Street may present a physical barrier to the

project (Chapter 10 of this Subarea Plan recommends undergrounding the transmission lines).

RECOMMENDATION HR-3: Proactively support renovation and adaptive reuse projects on key historic properties.

To promote the renovation and adaptive reuse of historic resources in South Downtown, the City should consider establishing demonstration project programs. Real-world demonstrations of new regulatory code such as Live-Work or new programs such as TDR would help both developers and the City to overcome the learning curve associated with historic adaptive reuse projects. Demonstration projects could be targeted at a range of conservation and preservation mechanisms, such as renovation, upper-story additions, and façade preservation (e.g. a grant program that reimburses a property owner for a percentage of the total cost of a façade renovation). Partners such as UWT could be solicited to participate. A public design competition could help to generate ideas and public support.

RECOMMENDATION HR-4: Establish a demonstration project program for renovation and adaptive reuse projects on historic properties.

CULTURAL RESOURCE STRATEGIES

The Environmental Impact Statement associated with this Subarea Plan is intended to satisfy the requirements for area-wide, upfront SEPA approval such that individual development proposals are not required to undergo project-specific SEPA review. In this scenario, additional policies and regulations may be appropriate to substitute for the protections that would otherwise be provided by project-specific SEPA review. In the case of South Downtown, the presence of historic buildings and the potential for undiscovered archeological remains associated with the historic Puyallup settlements justifies additional protections, as proposed below.

The City's Shoreline Master Program (SMP) provides significant protections for cultural resources located in the shoreline areas of the Foss Waterway. However, these protections only apply to land within 200 feet of the ordinary high-water mark on the Waterway. Given the locations of the historic Puyallup settlements, it is reasonable to assume that archeological materials could be found beyond the 200-foot shoreline buffer. To address this uncertainty, this Subarea Plan proposes applying the SMP's cultural resources regulations to the entire South Downtown Subarea.

The addition of these new regulations in South Downtown will be beneficial for the Puyallup Tribe in particular, as it will expand their ability to review projects within the Subarea. The new regulations are particularly timely, as the State is currently in the process of raising SEPA thresholds, which would likely limit the Tribe's authority for review under project-specific SEPA.

The following proposed regulations would apply to all development projects in the South Downtown Subarea and are adopted from Sections 2.4.6 and 6.3.2 of Tacoma's 2012 Shoreline Master Program Update:

A. General

- 1. Archaeological sites located in Washington State are subject to RCW 27.44 (Indian Graves and*

Records) and RCW 27.53 (Archaeological Sites and Records).

- 2. Development or uses that may impact such sites shall comply with WAC 25-48 as well as the requirements within this Program, where applicable.*
- 3. Development that is proposed in areas documented to contain archaeological resources shall have a site inspection or evaluation by a professional archaeologist in coordination with affected Indian tribes.*

B. Known Archaeological, Cultural and Historic Resources

- 1. Applications for a development permit shall identify whether the property is within 500 feet of a site known to contain an historic, cultural or archaeological resource(s). Records of known sites are restricted. Consultation with Washington Department of Archaeology and Historic Preservation or a certified archaeologist will be required. If the property is determined to be within 500 feet of a site known to contain an historic, cultural, or archaeological resources, the City shall require a cultural resource site assessment; provided that, the provisions of this section may be waived if the Land Use Administrator determines that the proposed development activities do not include any ground disturbing activities and will not impact a known historic, cultural or archaeological site. The site assessment shall be conducted in accordance with Washington State Department of Archaeology and Historic Preservation guidelines for survey and site reporting to determine the presence of significant historic or archaeological resources. The fee for the services of the professional archaeologist or historic preservation professional shall be paid by the landowner or responsible party.*
- 2. If the cultural resource site assessment identifies the presence of significant historic or archaeological resources, a Cultural Resource*

Management Plan (CRMP) shall be prepared by a professional archaeologist or historic preservation professional paid by the landowner or responsible party. In the preparation of such plans, the professional archaeologist or historic preservation professional shall solicit comments from the Washington State Department of Archaeology and Historic Preservation, and the Puyallup Tribe. Comments received shall be incorporated into the conclusions and recommended conditions of the CRMP to the maximum extent practicable.

3. A CRMP shall contain the following minimum elements:
 - a. The CRMP shall be prepared by a qualified cultural resources consultant, as defined by the Washington State Department of Archaeology and Historic Preservation.
 - b. The CRMP shall include the information required by Section 2.4.6 of Tacoma's 2012 Shoreline Master Program Update.
4. Upon receipt of a complete development permit application in an area of known historic/archaeological resources, the City shall notify and request a recommendation from appropriate agencies such as the Washington State Department of Archaeology and Historic Preservation, and the Puyallup Tribe. Recommendations of such agencies and other affected persons shall be duly considered and adhered to whenever possible and reasonable.
5. The recommendations and conclusions of the CRMP shall be used to assist the Administrator in making final administrative decisions concerning the presence and extent of historic/archaeological resources and appropriate mitigating measures. The Administrator shall consult with the Washington State Department of Archaeology and Historic Preservation, and the Puyallup Tribe prior to approval of the CRMP.

6. The Administrator may reject or request revision of the conclusions reached in a CRMP when the Administrator can demonstrate that the assessment is inaccurate or does not fully address the historic/archaeological resource management concerns involved.

C. *Unanticipated Discovery of Historic, Cultural or Archaeological Resource*

1. All applications for a development permit in the South Downtown Subarea shall prepare a plan for the possible unanticipated discovery of historic, cultural or archaeological resource(s), including a point of contact, procedure for stop-work notification, and for notification of appropriate agencies.
2. Whenever historic, cultural or archaeological sites or artifacts are discovered in the process of development on shorelines, work on that portion of the development site shall be stopped immediately, the site secured and the find reported as soon as possible to the Administrator. Upon notification of such find, the property owner shall notify the Washington State Department of Archaeology and Historic Preservation and the Puyallup Tribe, and the Administrator shall conduct a site investigation to determine the significance of the discovery. Based upon the findings of the site investigation and consultation with the Washington State Department of Archaeology and Historic Preservation, the Puyallup Tribe, and the proponents unanticipated discovery plan, the Administrator may require that an immediate site assessment be conducted or may allow stopped work to resume.
3. If a site assessment is required, the area of inadvertent discovery shall be stabilized, contained or otherwise protected until the site assessment and/or CRMP is completed. The site assessment shall be prepared to determine the significance of the discovery and the extent of damage to the resource and shall be distributed

to the Washington State Department of Archaeology and Historic Preservation and the Puyallup Tribe.

- 4. Upon receipt of a positive determination of a site's significance, the Administrator may invoke the provisions of Section B.3 for a Cultural Resource Management Plan (CRMP), if such action is reasonable and necessary to implement.*

RECOMMENDATION HR-5: Apply the archeological resource protections provided by the 2012 Shoreline Master Plan Update to the entire South Downtown Subarea.

Memorandum of Understanding with the Puyallup Tribe

In early 2013, the City initiated discussions with the Puyallup Tribe concerning the establishment of a Memorandum of Understanding (MOU) between the City and the Tribe, which will fill gaps in the review process that the Subarea Plan's proposed regulations may not cover. Elements that may be considered for the MOU include:

- City commitment to the use of a predictive GIS model to identify projects for which mitigation is needed
- City commitment to site monitoring during construction for certain projects
- City commitment to conducting an archaeological survey of the project area

RECOMMENDATION HR-6: Develop and implement an MOU with the Puyallup Tribe to establish supplemental protections for archeological resources in South Downtown.



FIG. 7-1 In 2012, the Foss Waterway Development Authority completed a remediation of heavy metals on this waterfront brownfield site, the future location of Waterway Park.

07

BROWNFIELDS

As the site of more than a century of commercial and industrial uses, South Downtown Tacoma is known to have significantly contaminated soils. The uncertainty posed by the potential presence of brownfields is a barrier to economic development that must be addressed if South Downtown is to achieve its Vision. Brownfield remediation can be complicated by the fact that contaminated areas may extend across multiple properties with different owners, and by potential migration of contaminants to surrounding properties when soils are excavated. These challenges will be best be addressed through an area-wide approach to remediating and redeveloping brownfields within South Downtown.

BACKGROUND

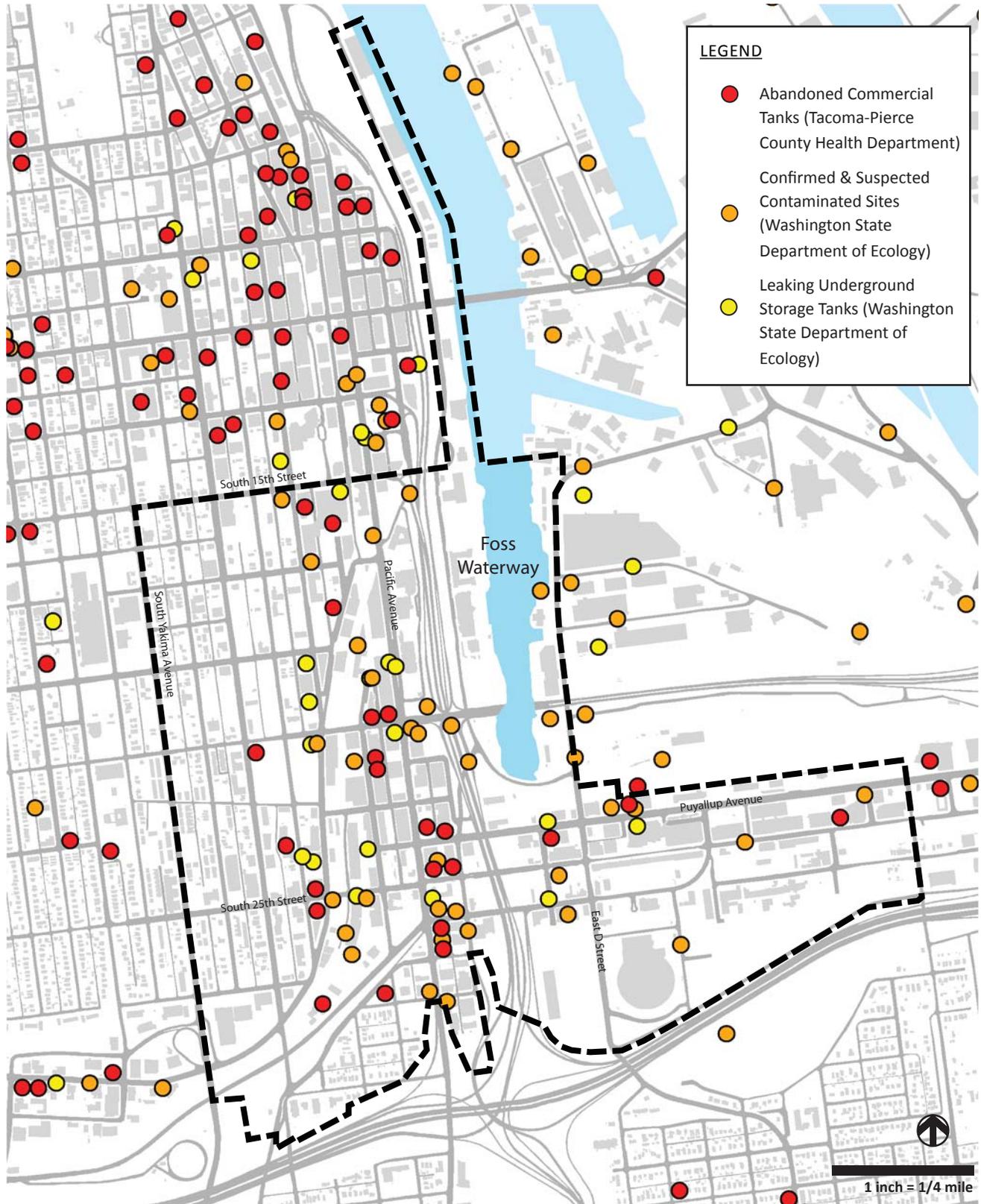
Contaminated soils pose immediate health risks to residents, employees, and visitors. Proximity to the waterfront presents additional risk of the spread of contaminants to sensitive ecosystems in Puget Sound. In parts of South Downtown, contamination is exacerbated by groundwater that flows down the area's steep hillsides, potentially spreading contamination from one property to another. The cleanup of contaminated sites can add significant delay and expense to development projects, increasing the financial risk associated with redevelopment and private investment. For these reasons, the potential presence of brownfields is not only an environmental health issue, but also a serious impediment to economic development, creating additional, long-term negative impacts on community welfare.

While brownfield remediation is an important up-front strategy for promoting redevelopment, it is also important to recognize that redevelopment is often the only available source of the capital that makes cleanup possible. Redevelopment in South Downtown could help to put into motion a positive feedback loop of site

cleanup that reduces risk, which would then encourage additional development, more cleanup, and so on.

Furthermore, the more development that occurs, the greater the likelihood that contaminated sites will be discovered and remediated. Contaminated sites that remain undeveloped continue to present a risk of exposure and offsite spread of contamination. In contrast, existing regulations require that contaminated sites be remediated when redeveloped, thereby mitigating potential environmental hazards. Note that these brownfield regulations apply regardless of whether or not a project undergoes SEPA review.

FIG. 7-2 CONTAMINATED SITES



EXISTING CONDITIONS

The South Downtown Subarea has contaminated soils in locations where underground storage tanks (USTs) have leaked, where vehicle maintenance areas have absorbed dumped oils and fluids, and where industrial uses, including laundries, dumped or leaked chemical solvents. In addition, materials of all sorts have been used as structural fill throughout the area. However, the extent of contamination in the South Downtown Subarea is not unusual compared to other cities of similar scale and age.

In most cases, particularly on level properties, possible contaminants are likely contained on-site and can be remediated through soil excavation and replacement. In some cases, contaminants may have flowed down slopes and between soil layers to collect in subsurface deposits. It is also possible that contaminants originally located outside South Downtown may have migrated into the Subarea over time.

Local, State and federal agencies have limited information on some of South Downtown's brownfield sites, but many remain unassessed. Available information on the location of known potentially contaminated sites in the South Downtown subarea is mapped in Figure 7-2. Three types of sites are identified on the map:

- The Tacoma-Pierce County Health Department (Health Department) identified Abandoned Commercial Tank (ACT) sites at former gas station sites in the South Downtown subarea that are potentially contaminated from on-site historical activities for which there are no records of storage tank removals or environmental cleanup.
- The Health Department has also identified sites at which storage tanks have been removed, and sites for which Washington State has recorded a cleanup. These cleanup sites may or may not have been gas stations and could have been industrial activities, such as laundries or vehicle maintenance shops, that contributed contaminants.
- The Washington State Department of Ecology (DOE) keeps a database of leaking underground storage tanks (LUSTs). Many of these tanks have been removed, but the status indicates that contamination remains. DOE also tracks various "contaminated sites," including UST and other miscellaneous spills.¹

There are likely to be undocumented sources of contamination not identified in Figure 7-2 — heating oil USTs in particular. The Health Department inventoried former gas station sites that have no regulatory record and found 22 within the South Downtown Subarea, an indication that there are likely other unconfirmed contaminated sites. The State's Department of Ecology estimates that soil and/or groundwater contamination is found in 50% of all gas station tank removals, while the Health Department's experience regulating underground tank removals in the county since 1989 indicates that contamination is found in closer to 75% of such cases.

University of Washington Campus

According to the 2008 University of Washington Tacoma *Campus Master Plan Update*, seven contaminated plumes were identified east of Market Street in studies performed by the University of Washington. Further information can be found in the *Draft Feasibility Study* (April 14, 2003) and *Draft Supplemental Remedial Investigation Work Plan* (March 5, 2006).

The studies indicate that the seven plumes contain the following contaminants:

- Trichloroethene (TCE)
- Benzene (B)
- Total Petroleum Hydrocarbons (TPH)
- Vinyl Chloride (VC)
- Tetrachloroethene (PCE)

¹ <https://fortress.wa.gov/ecy/tcpwebreporting/Default.aspx>

FIG. 7-3 APPROXIMATE GROUNDWATER CONTAMINATION LIMITS (WITH CAMPUS DEVELOPMENT PLAN UNDERLAY)

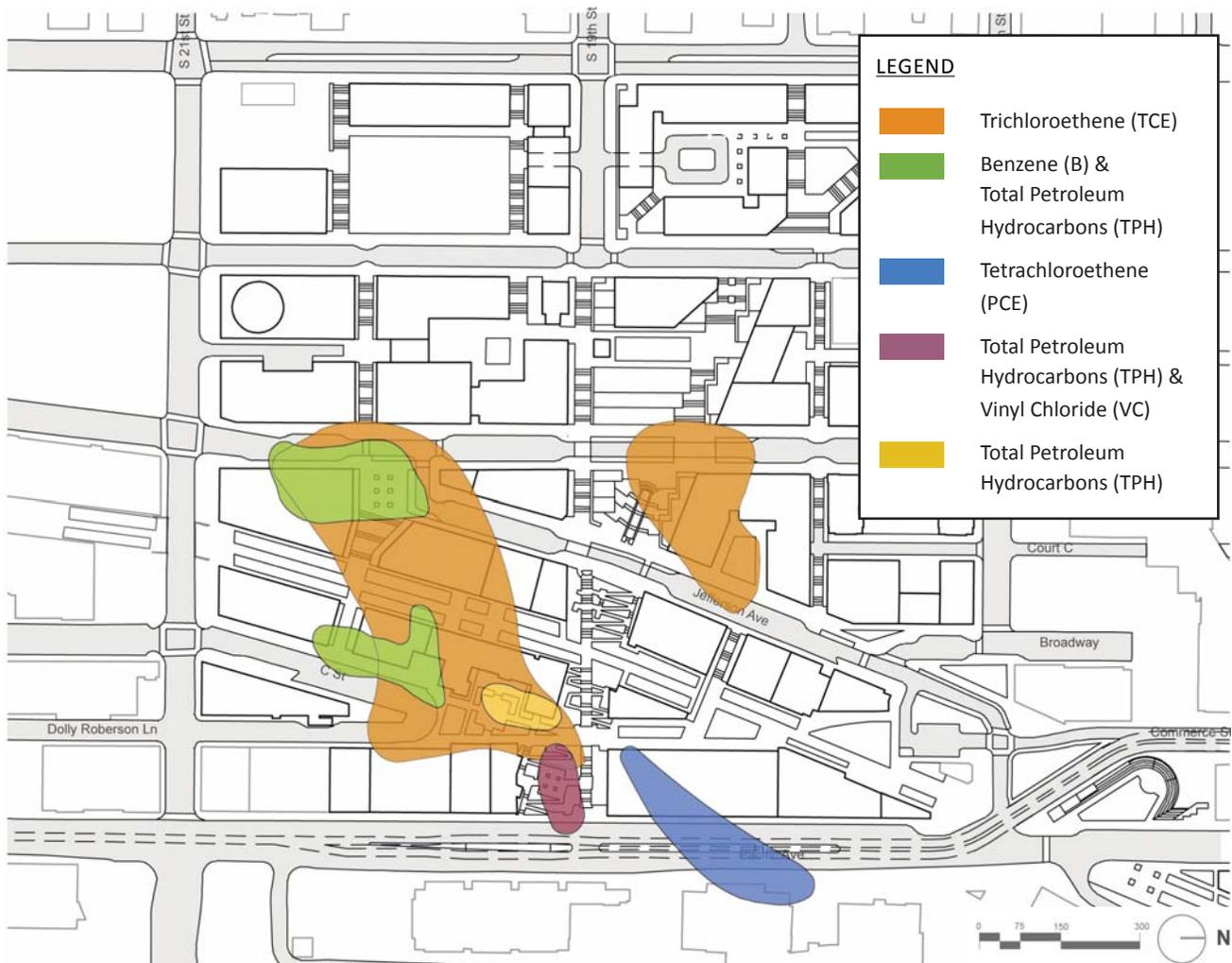


Figure 7-3 shows the location of the largest contaminated area in South Downtown, which extends from Market Street to Pacific Avenue and from South 19th Street to South 21st Street.² Numerous monitoring wells have been placed and are monitored by the University. The depths to groundwater in these locations have been found to vary from approximately 4.5 to 53.5 feet depending on the monitoring well location. The 2009 UWT *Infrastructure Master Plan* notes further that “a recent study found TCE contamination between Court E and Fawcett Avenue.”

The 2008 UWT Campus Master Plan Update recommends that “further studies should be implemented to examine the soil and groundwater conditions west of Market Street. It is also recommended that a detailed geotechnical report including contaminated soil and construction water handling recommendations be obtained prior to construction in all areas of campus.”

² Source: University of Washington - Tacoma Infrastructure Mater Plan

Thea Foss Waterway

From 1994 to 2006, the Foss Waterway was the subject of extensive cleanup efforts as part of the Commencement Bay EPA Superfund. In addition, multiple properties located along the Foss Waterway in the South Downtown Subarea have undergone brownfield remediation. In November 2012, the Foss Waterway Development Authority (FWDA) completed a \$1.2 million remediation of heavy metals at the American Plating site (Waterway Park), funded with grants from the Department of Ecology, the Department of Commerce, the City of Tacoma, and a FWDA cash contribution. In 2008 the FWDA completed a \$50,000 remediation on an underground storage tank on the Seaport site in conjunction with the replacement of the wharf. In November of 2012, the FWDA sent a letter of commitment to the State Department of Commerce in support of a \$1.0 million federal grant application that would provide approximately \$800,000 in revolving loan funds for the cleanup of two more sites on the Waterway (FWDA Sites 8 and 9).

Souder Commuter Rail Construction

Construction of Sound Transit's "D-to-M Connector" line through South Downtown required considerable excavation in order to lower Pacific Avenue the 18 feet required for it to pass beneath the rail bridge. A mix of petroleum and other contaminants from a variety of sources left over from some of the oldest industrial activities in the City was found the soils during excavation for this project. The only practical solution was soil disposal, which necessitated the disposal of more than 450,000 tons, or 15,100 truckloads, of soils containing hazardous substances at the municipal solid waste landfill.

ASARCO Smelter Contamination

Operations at the ASARCO smelter in Ruston distributed arsenic and, to a lesser degree, lead throughout the region. The affected area, known as the Tacoma Smelter Plume, contains soils in which elevated levels of arsenic may be found. The Washington State Department of Ecology's mapping of the contamination levels caused by the plume indicates that the entire South Downtown Subarea is located within an area for which arsenic in soils was detected at what is considered a "safe" level of less than 20 parts per million.

EXISTING BROWNFIELD POLICIES AND PROGRAMS

The City of Tacoma has demonstrated a long-term commitment to addressing contaminated soils and brownfields and has been engaged in the following brownfield-related efforts:

- In 2011, the City of Tacoma was awarded \$300,000 in EPA Brownfields grant funding to provide job training to assess, manage and clean up solid and hazardous waste sites. The EPA established the *Brownfields Job Training Program* to help residents take advantage of jobs created by the assessment, to spur cleanup and sustainable reuse of brownfields sites, and to ensure that the economic benefits derived from brownfields redevelopment remain in the affected communities.
- The *Brownfields Coalition* is a partnership of the state Department of Commerce, King County/Seattle, Spokane, Tacoma, and the Department of Ecology. The coalition works together to make it easier for local governments, property owners and developers to return brownfields to a useful purpose by helping with the logistics and funding of remediation. The primary source of funding is the Brownfields Revolving Loan Fund (BRLF).
- The *Evergreen Tacoma Initiative* offers a whole systems model and a new organizational framework to address complex brownfields redevelopment. The initiative merges broad-based organization, integrated technical solutions, new policy and the business case for sustainable development into a unified strategy. Partners include the City of Tacoma, Tacoma-Pierce County Health Department, Washington State Department of Ecology, and the University of Washington Tacoma.

In 2012, The City of Tacoma applied for an EPA Brownfields Assessment Grant for the South Downtown Subarea. The City also applied for, but did not receive, the same grant in 2011.

The Environmental Policy Element of the Tacoma Comprehensive Plan has adopted several policies on contaminated soils (see E-ER-1 through E-ER-6), but these policies are focused on preventing surface water contamination, as opposed to promoting economic development. The two policies most relevant to economic development are:

- *E-ER-4*: Encourage the identification and characterization of all contaminated sites which adversely affect the City's shoreline areas, surface waters, groundwater, and soils
- *E-ER-7*: Coordinate and cooperate with State and Federal programs (e.g., Department of Ecology, Environmental Protection Agency) in encouraging and monitoring the remediation of contaminated sites

In 2011, the City of Tacoma adopted the Thea Foss Waterway Design Guidelines, which include the following guideline on brownfields:

- *3.10.1*: Encourage the identification and characterization of all contaminated sites which adversely affect the City's shoreline areas, surface waters, groundwater, and soils.

BROWNFIELD STRATEGIES

Area-wide Brownfield Assessment

The most important first step in mitigating the risk to developers imposed by potential brownfields is a comprehensive assessment of brownfield issues across the entire South Downtown Subarea. Evaluating the situation at the Subarea scale provides relevant context for assessing potential remediation and redevelopment sites and enables integration with other planning strategies for the Subarea. For example, a thorough inventory of at-risk sites across the Subarea would inform the identification of priority locations for catalyst development projects or public infrastructure investments.

In December of 2012, the City of Tacoma submitted an application for an EPA Brownfield Community-wide Assessment Grant (see Appendix E for the complete submittal). The proposal lays out an area-wide assessment strategy that the City should pursue regardless of the funding source. The goal of the proposed grant-funded project is to develop data and policies for a coordinated, long-term effort to promote brownfield remediation and redevelopment throughout the South Downtown Subarea.

The core of the proposed effort is the creation of a geographic information system (GIS) brownfields inventory that compiles environmental assessment data from a variety of sources into an area-wide GIS database. The intent is to compile a data source that serves as an environmental decision-making tool, providing comprehensive information on brownfield sites, spatial relationships between contaminant sources, and resources for strategically prioritizing future brownfield work. The data would be incorporated into “govMe,” the City’s public, web-based geographic information system, thereby enabling any user to easily overlay brownfield data with other spatial information relevant to development (e.g. land use, zoning, census, etc.).

The proposed project also includes individual site assessments, the development of new brownfield

policies, and a public engagement process to educate stakeholders and involve the community in guiding the project.

An area-wide assessment such as that described above would constitute a significant first step toward rectifying the barrier to economic development caused by potential brownfields in South Downtown. Although more in-depth site assessment would be required in many cases, the information generated would provide developers with a valuable basic understanding of the potential risks they face on any given site within the Subarea. The data would also help the City and developers to identify and market development sites for which opportunity is maximized. Lastly, an assessment effort at this scale would demonstrate the City’s serious commitment to addressing the challenges to redevelopment in South Downtown posed by brownfields.

RECOMMENDATION BF-1: Adopt a policy that commits the City of Tacoma to the pursuit of strategies for the generation and dissemination of information about brownfield sites on a Subarea-wide basis.

RECOMMENDATION BF-2: Continue to pursue grants from the EPA and other sources to fund area-wide brownfield assessment work.

RECOMMENDATION BF-3: Initiate an internal City program to begin consolidating and integrating all available sources of brownfield data with the govME GIS system.

Individual Site Assessments

After generating the best possible area-wide brownfields inventory from existing data as described above, the next step is to fill data gaps in the inventory by conducting on-the-ground site assessments.

Although the location of many contaminated sites are already known, as illustrated in Figure 7-2, there are likely more that have not yet been identified, simply because assessments have not yet been made. In

addition to flagging contamination issues, verification of clean sites would be especially valuable information for encouraging redevelopment.

The most common type of site-level assessments are known as Phase I and Phase II Environmental Site Assessments (ESAs). Phase I is a preliminary assessment to evaluate the likelihood of contamination and does not involve the actual sampling of materials. When a Phase I ESA indicates contamination, a Phase II ESA, involving sampling and chemical analysis, is conducted to determine the location, type, and level of contamination.

RECOMMENDATION BF-4: Based on an inventory compiled from existing brownfield data sources, identify key information gaps and prioritize sites for Phase I and Phase II ESAs.

RECOMMENDATION BF-5: Pursue grants from the EPA and State sources (the State can only fund public or non-profit owned property) to fund Phase I and Phase II ESAs.

Brownfield Remediation

When contaminants are identified, cleanup is typically necessary before development can occur, and the associated costs can be a deal-breaker for the developer. Costs can vary widely depending on the extent and type of contamination. At the low end of the spectrum, a typical gas station cleanup might cost somewhere in the range of \$20,000 to \$50,000, a relatively small fraction of a typical mid-rise development project budget. The \$1.2 million remediation of the American Plating site on the Foss Waterway represents a project at the high end of the cost spectrum. Such costs would constitute a significant encumbrance for projects at the scale of development that is most likely to occur in South Downtown.

The remediation of brownfields on City-owned property in advance of the sale of the land for redevelopment is a strategy that would be unusually proactive for most cities. Typically, the land sale price is negotiated to reflect the expected cost of remediation, which becomes the responsibility of the private developer

after the sale. An up-front investment of City funds for remediation would hinge upon a strong and clear commitment from the City that the redevelopment of the site in question is critical to achieving broader City goals. Given the importance of near-term catalytic redevelopment in South Downtown, there are catalyst sites for which up-front City investment in remediation could be justified. Furthermore, such a proactive strategy would demonstrate the City's serious commitment to promoting redevelopment and would help to improve the public perception of South Downtown. However, if up-front remediation is not feasible, the City should proactively supply developers with the extent of information available and ensure that the land is offered at a price that is reduced sufficiently to offset the cost and risk associated with the contamination.

RECOMMENDATION BF-6: Adopt a policy that commits the City to pursue brownfield remediation of contaminated City-owned properties as a strategy to encourage redevelopment in South Downtown, prioritizing strategically-located sites that are potential catalysts for surrounding redevelopment.

RECOMMENDATION BF-7: Remediate identified underground storage tank and suspected contamination issues on the City-owned land between Jefferson and Tacoma Avenues and 21st and 23rd Streets.

RECOMMENDATION BF-8: Remediate the leaking underground storage tank issue that has been identified in the public right-of-way at the intersection of South Holgate and 24th Streets.

RECOMMENDATION BF-9: When up-front remediation is not feasible, proactively engage developers to implement a land sale transaction that compensates the developer for the encumbrance caused by brownfields.

RECOMMENDATION BF-10: Pursue grants from the EPA, Department of Ecology, Department of Commerce and other sources to fund brownfield remediation on target sites with known contamination issues that have been identified as key redevelopment sites for South Downtown.

Brownfields on Privately-Owned Land

In South Downtown, many otherwise attractive sites for catalyst projects on privately-owned land have suspected, if not identified, contamination issues. In some cases, remediation present such a formidable obstacle that these sites are not even considered by developers. This scenario presents an opportunity for the City to proactively establish a program to help developers navigate the process of brownfield assessment, remediation, and redevelopment.

RECOMMENDATION ED- BF-11: Initiate a brownfield redevelopment pilot project to demonstrate how the City can partner with the private sector to address the barrier to redevelopment caused by site contamination.

RECOMMENDATION ED- BF-12: Establish a City Brownfield Redevelopment Program designed to promote economic development by assisting developers with the brownfield redevelopment process.



FIG. 8-1 The University of Washington Tacoma's urban campus contributes several well-used parks, hillclimbs and plazas to South Downtown's network of public open spaces.

08

OPEN SPACE

As South Downtown gains population and employment, exemplary open space will be a critical ingredient for achieving the goal of a vibrant, walkable, mixed-used community. A diverse network of equitably-accessible, high-quality open spaces and active recreation opportunities will be essential for preserving livability and health as density increases. In addition, urban parks and public open spaces add value to surrounding properties, and can thus serve as powerful economic development catalysts.

Planning for future open space should not only be tailored to provide a sufficient amount of diverse, accessible, usable open spaces, but also to leverage the network of open spaces by enhancing the connectivity among them. Creating legible, efficient, non-motorized connections and trails linking open spaces would not only improve accessibility and usability, but would also help to knit together the Subarea and integrate it with surrounding neighborhoods. In particular, the waterfront along the Foss Waterway is a unique and valuable public amenity that should be easily accessible, welcoming, and usable for residents, workers, visitors, and water-oriented businesses.

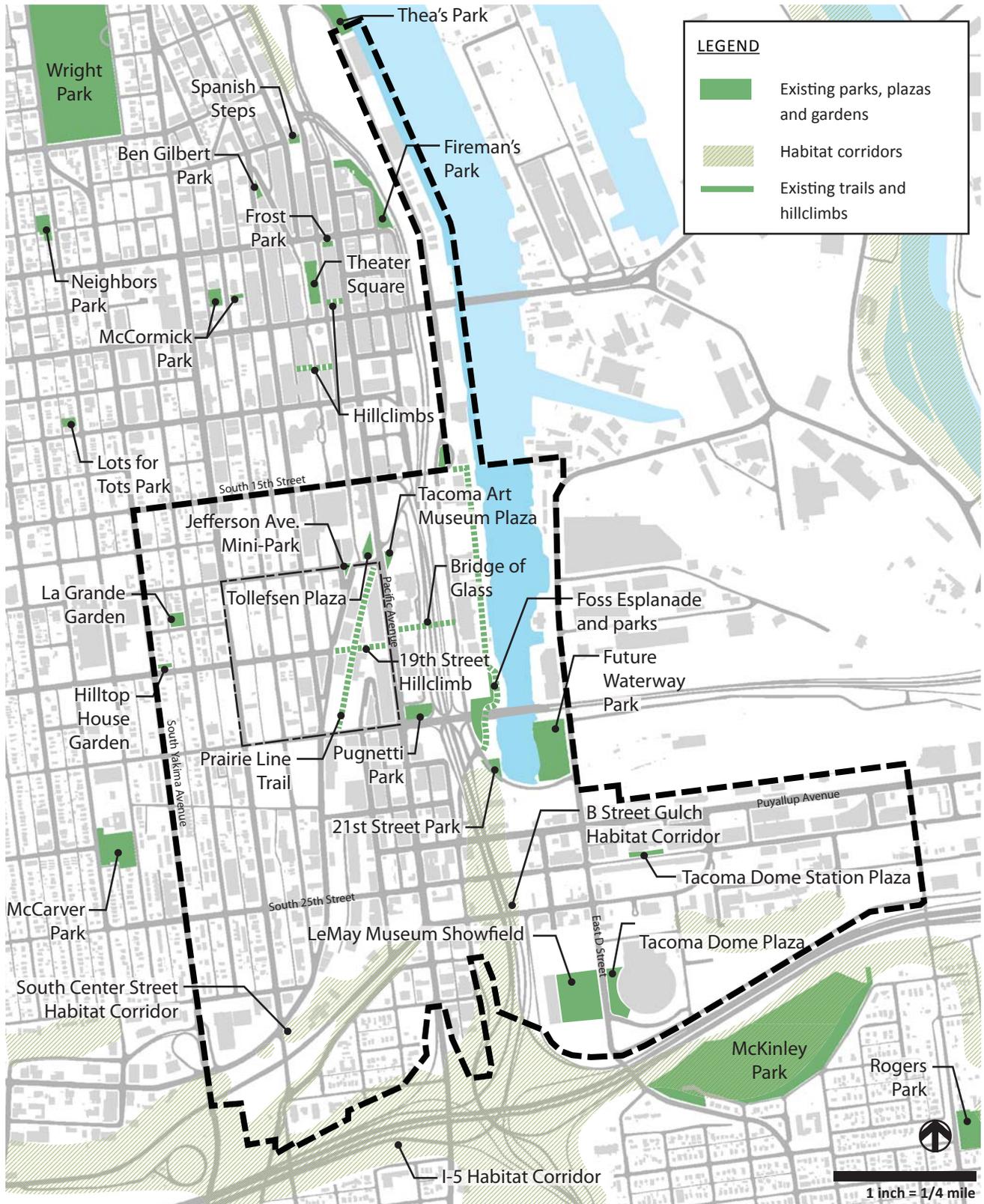
The development of new open spaces in South Downtown presents the opportunity to incorporate green infrastructure such as rain gardens, swales, permeable pavement, and rainwater capture into the design of streetscapes. These natural drainage strategies help to reduce toxic runoff to local water bodies while decreasing capacity demand on the City's stormwater system. Natural drainage features can also be designed to enhance the aesthetic quality and educational value of open spaces. Enhancing surface water quality is particularly important in the Subarea

given the significant public investment that has been expended for the cleanup of the Foss Waterway.

The overall goals for open space in South Downtown are captured by the following policies from the South Downtown Policy Framework (see Chapter 3) that are part of the overarching strategy to “enhance and connect the public realm:”

- *Policy 3.1:* Provide ample open space for projected future growth
- *Policy 3.2:* Build a legible system of public walkways, trail corridors, and active street linkages that connect South Downtown's neighborhoods, waterfronts and key destinations
- *Policy 3.4:* Apply natural drainage strategies to enhance both the livability and the sustainability of open spaces and to reduce capacity demand on the City's stormwater system

FIG. 8-2 SOUTH DOWNTOWN OPEN SPACES (EXISTING)



EXISTING OPEN SPACES

Existing parks and open spaces in and around the Subarea are listed below and illustrated in Figure 8-2.

Parks and open spaces:

- Jefferson Avenue Mini Park
- Pugnetti Park
- Tollefson Plaza
- Foss Waterway Esplanade
- Foss Waterway 21st Street Park
- Bridge of Glass
- Tacoma Art Museum Plaza
- LeMay Museum Showfield
- Tacoma Dome Plaza
- Tacoma Dome Station Plaza
- 19th Street hillclimb on the University of Washington Tacoma campus
- Prairie Line Trail on the University of Washington Tacoma campus

Community gardens:

- Hilltop House
- La Grande Garden

Habitat Corridors:

- South Center Street
- I-5 corridor
- B Street Gulch
- Steeply-sloped area east of the Tacoma Dome

Nearby Parks and Open Spaces outside the Subarea:

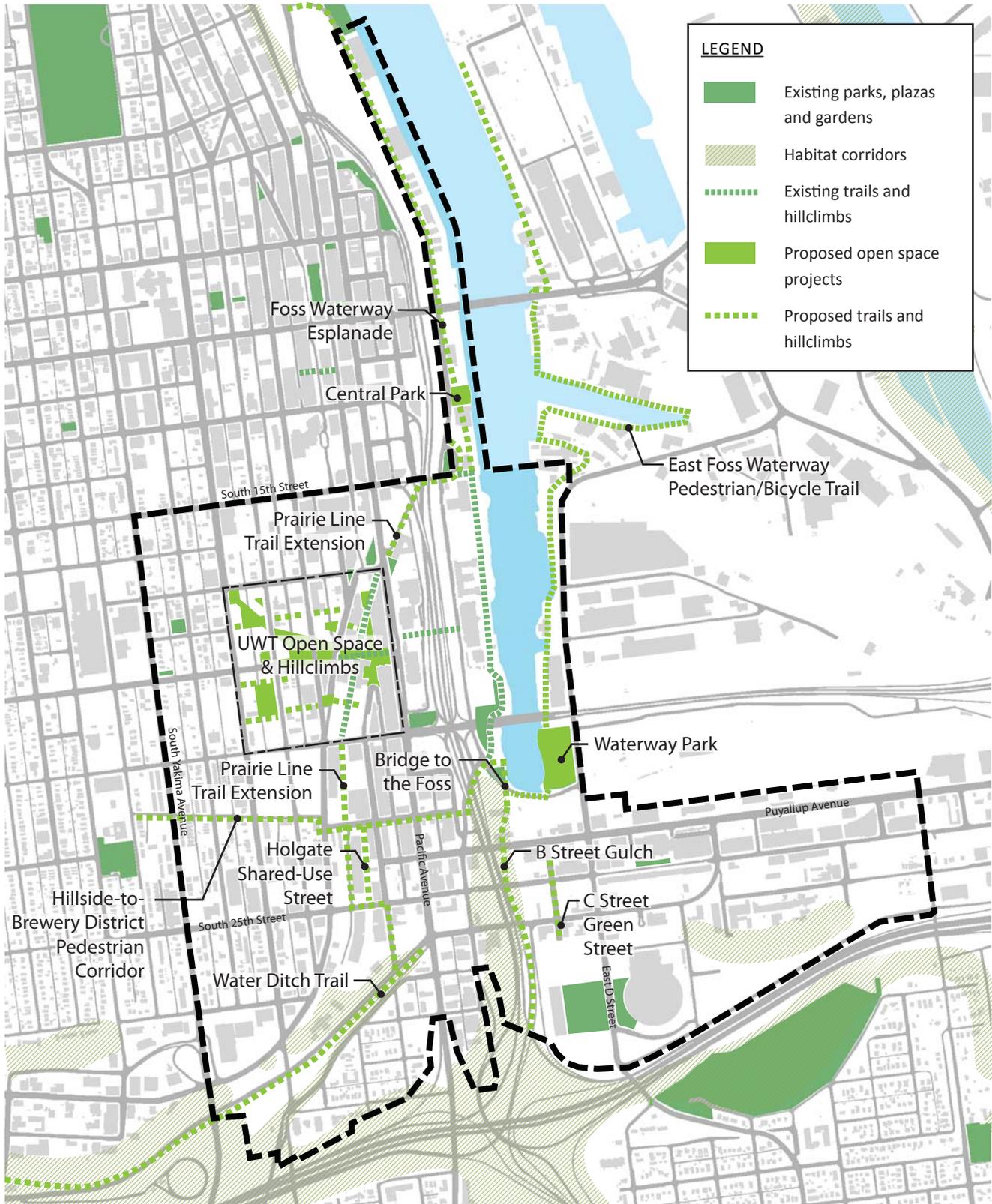
- McKinley Park
- Rogers Park
- McCarver Park
- Lots for Tots Park
- McCormick Park

- Neighbors Park
- Theater Square
- Frost Park
- Ben Gilbert Park
- Fireman's Park
- Spanish Steps
- Wright Park
- Thea's Park

The City of Tacoma's Open Space Program manages open space habitat areas, and the Streets and Grounds Division develops and maintains a number of small urban parks, including the Jefferson Avenue Mini Park. The City's role in providing for the future open space needs for South Downtown Subarea is likely to be limited given the City's intentions to become less involved in operating parks and to eventually transfer its park properties to Metro Parks Tacoma (MPT). MPT owns or manages most of Tacoma's open space lands and facilities intended for high-impact access and/or recreation. None of the MPT parks are located within the Subarea boundary, but there are two important MPT "community" parks that are near enough to serve South Downtown residents: McKinley Park, located across I-5 from the Dome District, and Wright Park in North Downtown. Nearby MPT "neighborhood" parks include McCarver and Lots for Tots Parks just beyond the west border of the Subarea.

Given existing population and employment conditions in the Subarea, there is sufficient open space in or near the Subarea to serve the current needs of residents, employees, and visitors. Nearby McKinley Park is a large, mostly wooded park. The Foss Waterway provides extensive waterfront open space. Centrally-located Pugnetti Park and nearby McCarver Park are medium-size urban parks. UWT has integrated open spaces throughout its campus, including the prominent 19th Street hillclimb.

FIG. 8-3 SOUTH DOWNTOWN OPEN SPACES (PROPOSED)



PROPOSED OPEN SPACE PROJECTS

As the Subarea’s population and employment grows, the need for open space will increase accordingly. The recommendations for open space projects described below represent a synthesis of prior City of Tacoma studies and reports, planned or proposed projects that have previously been identified by City planners, and input from South Downtown stakeholders gathered during stakeholder meetings conducted between November 2011 and March 2013. These proposed open space projects are mapped in Figure 8-3. In addition, the University of Washington Tacoma’s 2003 *Campus Master Plan* and 2008 *Campus Master Plan Update* establish their intentions for creating new public open spaces as the campus grows, as illustrated in Figure 8-4.

RECOMMENDATION OS-1: As appropriate, carry out planning, design, and construction of the proposed open space projects listed below.

Prairie Line Trail

One of the most important planned open space projects for South Downtown is the Prairie Line Trail (PLT). Following the right-of-way of a defunct railroad spur, the PLT will provide open space and non-motorized connectivity through the heart of the UWT campus and the Brewery District. It can also be expected to serve as a powerful catalyst for private redevelopment on adjacent sites.

The UWT has funded the design and construction of the PLT between South 17th and South 21st Streets, and construction is set to commence in Summer 2012. The City of Tacoma is currently conducting preliminary design for the sections of the PLT between South 15th and South 17st Streets, and between South 21st and South 25th Streets. Funding for construction of these segments has not been secured, and the City has not yet finalized the purchase of the land owned by the

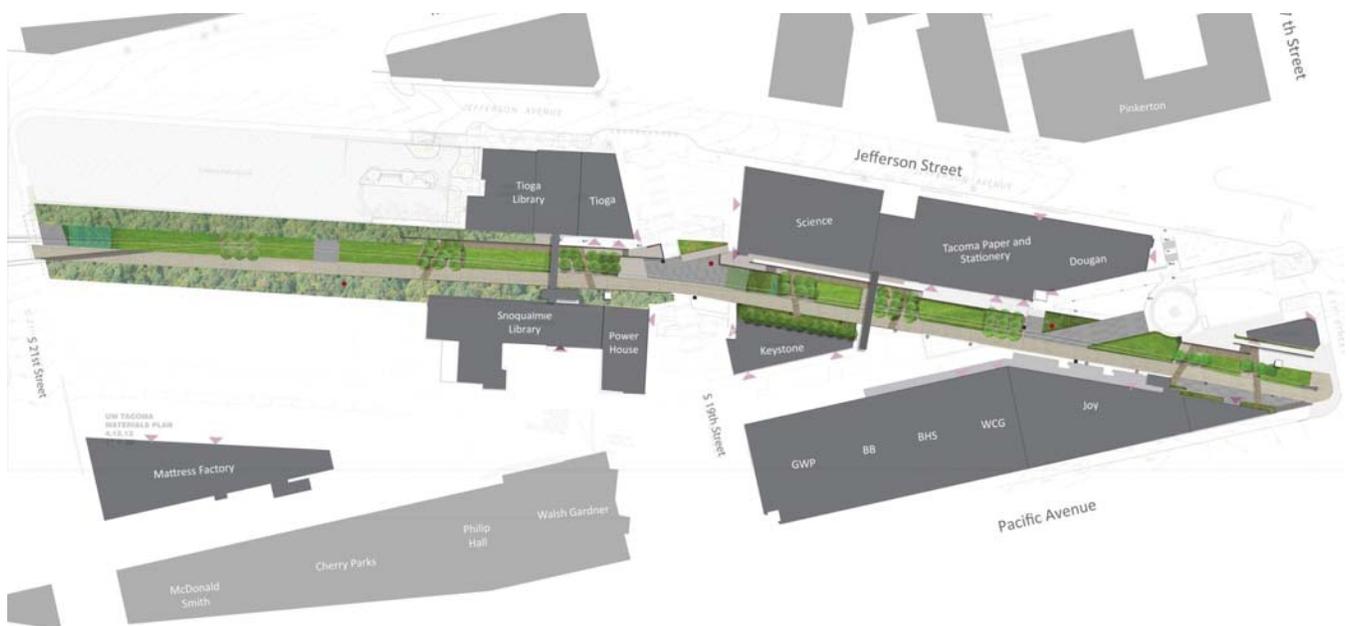


FIG. 8-4 A December 2012 design drawing for the Prairie Line Trail project, which will transform the deactivated railroad right-of-way into a multi-use trail and urban park space. The trail extends north toward the Thea Foss Waterway and south through the Brewery District and beyond.



FIG. 8-5 A December 2012 rendering of the proposed design for the Prairie Line Trail, looking south from South 17th Street.



FIG. 8-6 The Foss Waterway Esplanade provides a continuous public walkway along South Downtown’s waterfront. When complete, it will stretch 1.5 miles from the head of the Thea Foss Waterway to its end.

BNSF railroad. An overall design goal for the PLT is to maximize the integration of natural drainage features. The rail corridor south of South 25th Street represents a future opportunity for further extension of the Prairie Line Trail.

Foss Waterway Esplanade

The Foss Waterway Esplanade is an open space connector that runs along the west side of the Foss, providing public waterfront access and a place to stroll along the Waterway. The long-range plan envisions a continuous 1.5-mile Esplanade running all the way from the head of the Waterway to Thea’s Park at its end. Approximately one-third of the project along the south end of the Waterway has been realized to date, and it is already a popular open space amenity. Funds were recently acquired to complete another 410-foot section located between the Murray Morgan Bridge and the Seaport Museum. Once completed, the Esplanade will be an extraordinary waterfront open space asset that will support the needs of a growing South Downtown population and employment base while also serving as a city-wide and regional waterfront attraction.

Central Park

The west side of the Foss Waterway is bookended by parks, leaving a green space gap between them. To address this gap, the FWDA has recently purchased a 0.7-acre vacant waterfront property at 1147 Dock Street, which will become the site of a new “Central Park.” The park has not yet been designed, but it will provide green space on the waterfront and integrate with the Esplanade as it is built out. The construction of this park will create a well-distributed network of open spaces along the Waterway. It can also be expected to act as a redevelopment catalyst for other Waterway sites nearby.

Waterway Park

A new “Waterway Park” is planned for the FWDA property located adjacent to D Street at the head of the Waterway. This park will provide open space and waterfront access that is highly convenient to the Dome District, though it can also be expected to draw visitors from throughout the City and beyond. For the past several years, the FWDA, the City of Tacoma, and Metro Parks Tacoma have been planning the conversion of the former industrial site into a public park. A \$1.2 million soil remediation of the former American Plating site on the Waterway Park site was completed in November of 2012. The development of Waterway Park is specifically identified within the 2007-2013 Metro Parks Tacoma *Capital Improvement Plan*.

Bridge to the Foss

Currently, the south end of the Foss Waterway Esplanade can only be accessed from the Dome District via the East D Street bridge to Dock Street. The closure of the A Street railroad crossing introduced a significant connectivity barrier for pedestrians who wish to access the south end of the Waterway from the Brewery District. One solution proposed in the 2008 *Tacoma Dome District Development Strategy Update* was a pedestrian bridge over the tracks, which is currently listed as a “proposed or planned” project by the Tacoma Planning and Development Services Department.

A bridge located near the former A Street crossing would restore pedestrian connectivity to the Waterway and would provide much more convenient access from the Brewery District as well as from the west end of the Dome District. There is sufficient public land on either side of the tracks to accommodate a bridge, and discussions with the BNSF Railroad for a crossing easement are underway. Ideally, the bridge would be integrated with a pedestrian trail crossing under I-705 and connecting into the heart of the Brewery District. The Dome District report noted above also proposed a pedestrian trail that would connect from the bridge to Puyallup Avenue, in rough alignment with East B Street.



FIG. 8-7 One of several design concepts explored during the 2007 Foss Waterway Park Development process.



FIG. 8-8 An image from the 2008 *Tacoma Dome District Development Strategy Update* showing the proposed pedestrian bridge connection from the south end of the Foss Waterway Esplanade to the Brewery District.

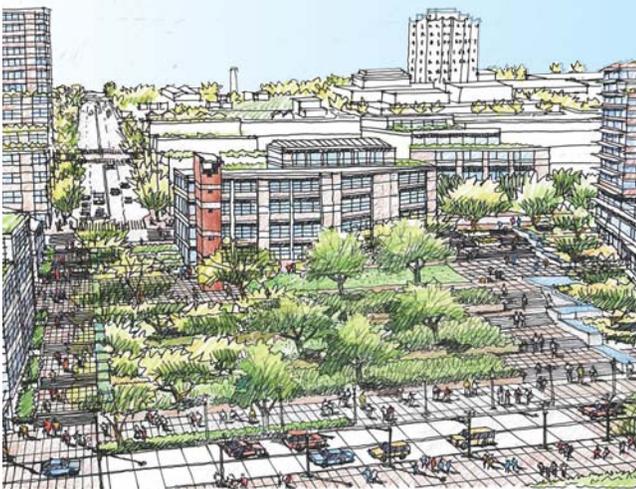


FIG. 8-9 A central component of UWT’s plans for campus development is an open space that serves as the “heart of campus,” providing important pedestrian connections as well as a variety of open spaces for activities and gathering.

UWT Central Open Space and Grand Stairs

The steep, east-facing slopes on the west portion of the Subarea present a significant barrier to pedestrian travel. To help address this connectivity challenge and also provide public open space, the 2008 *UWT Master Plan Update* proposes a central open space integrated with a pedestrian hillclimb extending from the existing 19th Street Grand Stairs up to the corner of Tacoma Avenue and 17th Street. The open space and pedestrian connections provided by this project would serve the needs of the projected growth of UWT as well as the needs of new residents and employees in the vicinity of the campus. This kind of prominent public investment could be a strong catalyst for nearby private investment. The construction of this project would likely occur in phases over an extended timeframe, coordinated with the ongoing buildout of UWT facilities and student housing.

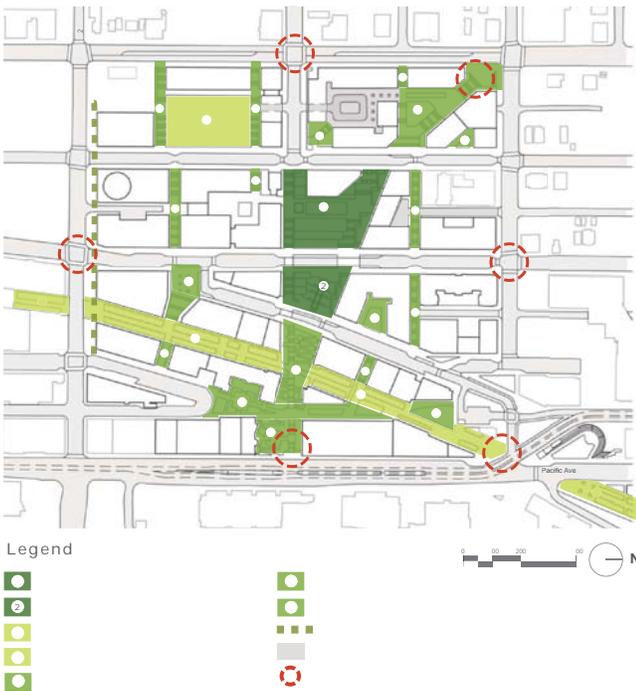


FIG. 8-10 UWT’s 2008 *Campus Master Plan* outlines a framework of active and passive public open spaces that create green connections across and through the campus.

Holgate Shared-use Street

The 2010 *Brewery District Development Concept Study* proposed catalyst redevelopment projects on several sites located around Holgate Street between 23rd and 25th Streets. The concept included a recommendation for transforming Holgate into a “shared-use” street and farmers market location. A shared-use street is a space that can be safely used simultaneously by cars (parked and moving), pedestrians, cyclists, and even children at play. Shared-use streets typically have plaza-like paving, no curbs, bollards, and a variety of street furniture and traffic-calming devices. They are ideal locations for street events such as farmers markets or outdoor concerts. Natural drainage features could also be designed into the shared-use street to add both functional and visual interest.



FIG. 8-11 A rendering from the 2010 *Brewery District Development Concept Study* depicting a segment of Holgate Street transformed into a shared space and farmer's market.

Hillside-to-Brewery-District Pedestrian Corridor

Steep topography creates a significant barrier to pedestrian travel between the Brewery District and the Hillside neighborhood to the west. An established pedestrian route with pedestrian amenities and “green street” features would help to overcome that division and knit together the two neighborhoods. One possible alignment would be along 23rd Avenue, which is a narrow, slightly-angled street running up the hillside west of Jefferson Avenue, reaching the hilltop just north of McCarver Park. This alignment would allow for integration with future redevelopment on the vacant City-owned properties adjacent to 23rd Avenue between Tacoma and Jefferson Avenues. The pedestrian corridor could also be extended across Pacific Avenue and under the I-705 overpass to connect with a future pedestrian bridge to the Foss Waterway.



FIG. 8-12 Existing conditions along the B Street Gulch, looking south from East 26th Street.

B Street “Gulch”

The B Street Gulch is a swath of vacant land in and around the former East B Street right-of-way between Puyallup Avenue and East 26th Street, and continuing to the south beneath I-705 interchange ramps. Much of this land is at an elevation lower than that of the surrounding streets, making it an opportune location to create a green space corridor with natural drainage features. These low-lying areas could collect and process stormwater runoff from surrounding streets, parking lots, and buildings, intercepting it before it drains into the Foss Waterway. Depending on soils and chosen designs, the runoff could either be infiltrated back to into the ground on-site or filtered and purified before being directed back into the Foss Waterway. Public access for educational purposes could consist of viewpoints into the gulch from above or direct access to the green space in some the areas. There is also an opportunity to extend the B Street Gulch natural system across Puyallup Avenue to connect with a new open space and sustainability education center on the Public Works property, as proposed in the 2008 *Tacoma Dome District Development Strategy Update*. A pedestrian or bicycle trail connecting to points further south could also be integrated.



FIG. 8-13 This artful stormwater conveyance system is part of a community garden in Seattle’s Belltown neighborhood.



FIG. 8-14 An example of a green street feature, this swale running between the sidewalk and roadway collects and filters stormwater.

C Street Green Street

Green Streets are urban streets that have been designed with extra “green” features that might include additional trees, shrubs, and grasses, natural drainage elements such as pervious pavement, bioswales and rain gardens, and expanded public space such as wide sidewalks and small plazas. In the Dome District, East C Street between East 27th Street and Puyallup Avenue is an opportune site for a green street, as proposed in the 2008 *Tacoma Dome District Development Strategy Update*. East C Street slopes down to the north, an ideal situation for natural drainage strategies that rely on gravity flow. Stormwater runoff from the street and surrounding impervious surfaces could be filtered as it drains toward the Foss Waterway. The green street could tie in to potential future open space on the Public Works property north of Puyallup Avenue and west of East C Street as well as a future pedestrian bridge over railroad tracks to the Waterway.

Lower-Priority Open Space Projects

The Tacoma Planning and Development Services Department has identified two additional proposed/planned open space projects in the Subarea that have lower priority than the projects described above. While perhaps less urgent, the following two projects should still contribute to informing the long-term open space vision for South Downtown:

- The Water Ditch Trail, connecting to South C Street and running parallel to Tacoma Way to the southwest and beyond the Subarea
- Pedestrian/bicycle trail on the east side of the Foss Waterway from the D Street bridge south to the Center for Urban Waters

Incremental Open Space Initiatives

As South Downtown grows, it will also be advantageous to promote open space projects that are more suited to incremental implementation in relatively small-scale steps over longer time spans, as described below.

Community Gardens

There are currently two community gardens within South Downtown, both located in the northwest portion of the Subarea. As neighborhood population and employment increase, the demand for more gardens can be expected to rise accordingly. In particular, there is likely to be a need for community gardens located further south and east in the Brewery and Dome Districts. Given the low resident population currently in South Downtown, there is not a critical near-term need for new community gardens. Over the longer term, gardens can be added incrementally as growth and demand dictate.

Dome District Pocket Parks

Pocket parks are small public parks often created on a single vacant parcel or on small, irregular pieces of land that are underutilized. They are too small for most physical activities but may provide greenery, a place to sit, a children's playground, or a historic monument. Pocket parks have the potential to bring visual and spatial relief to the Dome District's highly urban, industrial character. Like community gardens, pocket parks are likely to become more desired and valuable after the resident population in the Dome District has increased significantly. Over the long term, pocket parks can be created as demand dictates and as site opportunities present themselves.

Public Art and Aesthetics

The quality of urban open space can be greatly enhanced with public art and well-designed pedestrian amenities such as lighting and benches. As a complementary strategy to creating new open space, the City should proactively pursue the funding of public art and aesthetic improvements in both existing and planned open spaces. Artistic features that celebrate stormwater as an amenity would be particularly appropriate. Public art projects might also include interim or temporary projects on underutilized properties that could help to establish temporary open space amenities for South Downtown.



FIG. 8-15 The La Grande Garden, located at South 18th Street and South G Street in the Hillside neighborhood, is one of three community gardens located in South Downtown. Owned and administered by the Guadalupe Land Trust, La Grande provides garden plots free of charge to neighborhood residents. The garden includes an outdoor produce prep kitchen and serves as the site for participant potlucks.



FIG. 8-16 An example of a successful pocket park, Paley Park in New York City is nestled in a narrow vacant lot between large buildings.

FUNDING STRATEGIES

The current fiscal climate makes funding the construction and maintenance of public open space a challenge. A recent example that highlights this challenge is Pugnetti Park, which is currently owned by the State of Washington Department of Transportation (WSDOT). In the spring of 2012, WSDOT put the property up for sale, but neither the City of Tacoma nor Metro Parks was interested in purchasing it. (For reference, the asking price was in the range of \$500,000 - \$600,000, with estimated annual maintenance fees of \$15,000 to \$20,000.) Several possible strategies for funding open space in South Downtown are discussed below.

Impact Fees

One potential tool for generating open space funding is an impact fee on new development that would help pay for open space that adds value to that development. However, in a weak real estate market such as the one that currently exists in South Downtown in which most development is marginally feasible, impact fees could be a counterproductive encumbrance. Currently, the City of Tacoma does not assess any such impact fees. But as South Downtown builds out over time and the real estate market improves, it may eventually become practical to phase in impact fees to fund open space. This approach would be justified by the fact that the need for more open space would increase with population and job growth. Details regarding rates and trigger points for phasing in the impact fee would require further investigation.

RECOMMENDATION OS-2: Explore establishing a phased-in development impact fee to fund open space improvements in South Downtown.

Integrated Natural Drainage and Open Space

Open spaces can be designed or modified to integrate natural drainage features that reduce stormwater runoff, which has the dual benefit of reducing demand on the City's stormwater system, and reducing the flow of pollution into local water bodies. These benefits are aligned with the goals of numerous agencies and organizations that could potentially provide partnership opportunities and funding for natural drainage projects in South Downtown open spaces. A primary goal of the Center for Urban Waters is to make Tacoma a national center for stormwater technology, a mission that could be supported by in-City demonstration projects.

RECOMMENDATION OS-3: Develop partnerships and seek funding from the City of Tacoma Public Works Department, the Center for Urban Waters, Citizens for a Healthy Bay, the Puget Sound Partnership, the Department of Ecology, the U.S. EPA, and other organizations to develop natural drainage features in existing and planned open spaces.

Miscellaneous Funding Strategies

The following strategies should be considered as possible funding options, depending on the timeframe, context, scale, and type of the desired open space in question.

Local Improvement District (LID)

A Local Improvement District (LID) is an area within which a special tax is applied to properties that will benefit from a public investment. An LID could be formed to finance debt from the construction of open spaces that nearby property owners believe would bring value to their property. If certain areas are identified as having a critical need for future open space, a "no-protest agreement" could be established that waives a property owner's right to protest the formation of an LID to finance future improvements (see Chapter 10 for more background on LIDs).

Parks Levy

In 2010, the City of Tacoma voters approved a Parks Levy on property taxes to fund Metro Parks Tacoma operations and maintenance. In the future, the increasing need for new open space in South Downtown could help justify another Parks Levy designed to fund land acquisition and the construction of new parks.

Land Acquisition

As South Downtown redevelops and property values increase, it will become increasingly challenging to secure well-located land for parks and open space. Securing land well in advance of actual construction would help to avoid the additional financial burden of acquiring land after significant appreciation has occurred. For example, the FWDA recently purchased land on the Waterway for a new “Central Park” that may not be built for many years, during which time the value of the property will likely rise considerably.

Another potential source of low-cost land for open space is surplus land owned by the City of Tacoma itself or by other municipalities and agencies such as Pierce County, the School District, Sound Transit, and the Washington State Department of Transportation. In some cases, fair market value may be required for the disposal of surplus land from public agencies, but given that public open space is such a clear public benefit, this requirement can be expected to be negotiable. All such transactions would likely depend on proactive collaboration with Metro Parks Tacoma, which would most likely be the agency owning and operating new parks in South Downtown.

Small-Scale, Community-Driven Projects

Small-scale projects such as shared vegetable gardens can often be supported by local volunteers and by small grants spearheaded by community members. Though these projects may be small, they can have a powerful positive impact on their neighborhoods, demonstrating the kind of commitment that can catalyze private investment. Small community gardens are particularly well-suited for this sort of volunteer-driven, low-budget approach to creating open space.

Private Open Space

Privately-owned open space that is publicly accessible can contribute to the open space needs of South Downtown. Tacoma’s downtown zoning districts grant development capacity bonuses in exchange for the inclusion of public space on-site, the creation of pedestrian “hillclimb assists,” or the construction of, or in-lieu payment for, off-site open space (see Chapter 4). This Subarea Plan includes a proposal for an expanded Transferrable Development Rights (TDR) Program that includes options that credit TDR toward in-city open space (see Chapter 4 for details).

If the City establishes a public/private partnership for development, the agreement can be tailored to require the provision of public open space in exchange for value being offered to the developer. This scenario offers the additional possibility for coordinating the location and site design of private open space with the larger public open space vision for South Downtown. Partnering with a developer in this way could encourage innovative strategies such as the use of natural drainage and rainwater harvesting to meet stormwater management requirements or allowing private development to utilize the right-of-way for integrated natural drainage and open space.



FIG. 9-1 South Downtown is well-served by transit, including bus, light rail, commuter rail and Amtrak.

09

MOBILITY

One of the City’s primary goals for the South Downtown Subarea is a balanced set of transportation choices for residents, businesses, and visitors. Because the City’s transportation system is currently biased toward the single-occupant vehicle (SOV), the focus of this Plan is to help enhance alternative, active transportation modes, including walking, cycling, and transit.

The Plan’s Vision Statement outlines the motivations for pursuing this goal:

- Providing convenient, practical alternatives to personal vehicles enhances social equity and health while reducing environmental impacts—greenhouse gas emissions in particular.
- A safe, comfortable, and engaging pedestrian experience is perhaps the most essential ingredient of a vibrant, mixed-use center.
- Legible, efficient connections between districts, to transit, and to surrounding neighborhoods via all modes will knit together the Subarea and integrate it with the City.

These transportation goals are also supported by an abundance of programs and policy at the federal, State, regional, and local levels, including:

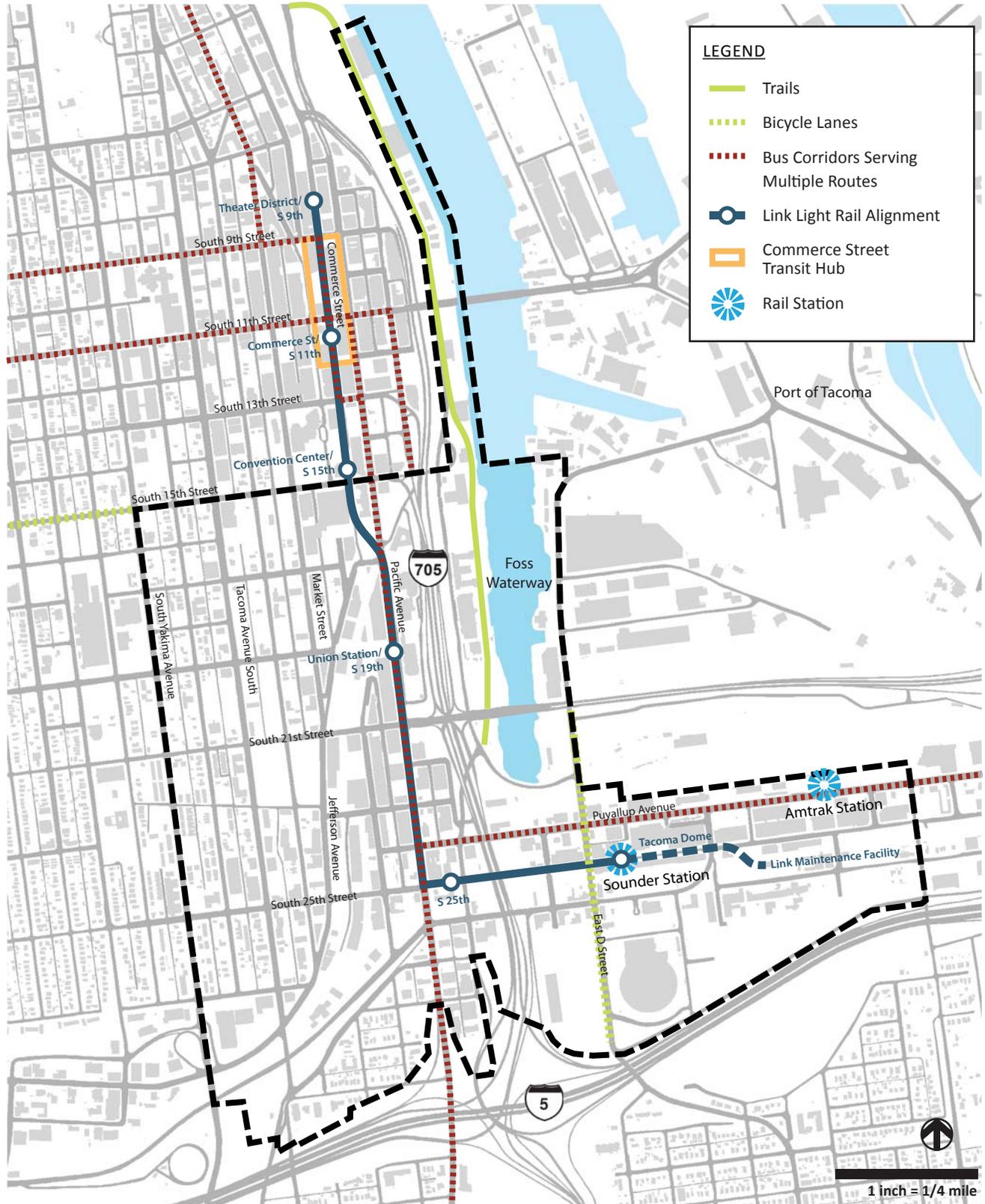
- Federal Partnership for Sustainable Communities
- Washington State Growth Management Act
- Washington State Policy on Greenhouse Gas Emissions
- Puget Sound Regional Council’s VISION 2040 and Transportation 2040
- Pierce County Countywide Planning Policies

- *City of Tacoma Comprehensive Plan*
- *City of Tacoma Mobility Master Plan*
- *City of Tacoma Climate Action Plan*
- *University of Washington Tacoma Campus Master Plan (2003 and 2008 Update)*

Further details on the above programs and policies can be found in Chapter 1 of this Plan. In particular, the 2010 City of Tacoma *Mobility Master Plan* presents a wide range of specific recommendations that are aligned with the transportation goals of South Downtown. The primary goals of the Mobility Master Plan are to:

- Develop a active transportation network that reduces auto travel and increases the number of active transportation users of all ages and abilities.
- Complete a safe and comfortable bicycling system that connects all parts of the city (north to south/ east to west) and accommodates all types of cyclists by 2025.
- Complete an accessible network of pedestrian-supportive infrastructure, including sidewalks, curb ramps, accessible pedestrian signals, and shared-use paths, in high-priority pedestrian areas.

FIG. 9-2 KEY FEATURES OF EXISTING TRANSPORTATION NETWORK



- Increase the active transportation mode split to 5% by 2015 and continue gains thereafter.
- Increase transit use by enhancing pedestrian access and bicycle support facilities through the development of bikeways and walkways that serve transit hubs.

Tacoma’s “Complete Streets” guiding principle is another key City policy that supports the transportations goals of South Downtown. In November of 2009, the Tacoma City Council adopted the policy, formalizing the goal that “every street built will be ‘complete’ in terms of safely and comfortably accommodating all users and fostering a sense of place in the public realm.” Complete Streets is a nationally-recognized term referring to streets and sidewalks that are designed, operated, and maintained to enable safe and convenient access and travel for all users – pedestrians, bicyclists, transit riders, and people of all ages and abilities, as well as freight and motor vehicle drivers. In the Transportation Element of the *Tacoma Comprehensive Plan*, Policy #T-MS-12 states:

Apply the Complete Streets guiding principle, where appropriate, in the planning and design for new construction, reconstruction and major transportation improvement projects to appropriately accommodate all users, moving by car, truck, transit, bicycle, wheelchair, or foot to move along and across streets.

EXISTING CONDITIONS

South Downtown possesses multiple assets that can be leveraged to help achieve a more balanced transportation system. South Downtown’s key transportation facilities are mapped in Figure 9-2, and a summary of each mode is given below. Additional details on the Subarea’s transportation infrastructure can be found in the Transportation Element of the *South Downtown Environmental Impact Statement*.

Pedestrian Facilities

Most streets in the Subarea have sidewalks, though their quality varies widely. Many sidewalks are narrow – typically only five feet wide – and lack pedestrian amenities such as planting buffers, benches, and street trees. Recent sidewalk upgrades have been made in numerous locations throughout the Subarea:

- South 25th Street, Pacific Avenue, and Commerce Street, where LINK operates
- Pacific Avenue and South Tacoma Way in the vicinity of the Sounder overpass
- East D Street between East 21st Street and Wiley Avenue
- East C Street between East 25th and East 26th Streets
- South C Street in the vicinity of the Sounder crossing
- Dock Street and Dock Street extension between East D Street and South 11th Street
- Numerous isolated segments adjacent to recent development projects

Streets that currently have no sidewalks include:

- Most of South 23rd Street between South Fawcett and South Yakima Avenues
- South 21st Street between Jefferson and South Tacoma Avenues
- Most of the streets in the industrial areas of the Dome District south of Puyallup Avenue and west of East G Street
- Miscellaneous short street ends in the Subarea

The quality of pedestrian street crossings varies widely throughout the Subarea. Numerous intersections lack even basic striped demarcation for crosswalks. On the other end of the quality spectrum, several intersections along East 25th Street and East D Street have recently received high-end upgrades with curb bulbs and special crosswalk paving.



FIG. 9-3 The Bridge of Glass is a key pedestrian connector between the Foss Waterway and Pacific Avenue.



FIG. 9-4 Informational signage on the pedestrian walkway along the south end of the Foss Waterway.



FIG. 9-5 St. Helens Avenue in North Downtown is a good example of a street designed to serve multiple mobility functions.

Important pedestrian trails and connectors in the Subarea include the Foss Esplanade, the 19th Street hillclimb through the University of Washington campus, and the Bridge of Glass. Closure of the at-grade railroad crossing between A Street and Dock Street has created a significant barrier to pedestrian access to the south end of the Foss Esplanade. (A new bridge is proposed for this location - see the “Bridge to Foss” discussion in Chapter 8.)

Topography presents a significant challenge for east-west pedestrian mobility in the Subarea, with steep grades dropping off east of Yakima Avenue from the hilltop plateau (for reference, see Figure 2-6 in Chapter 2). Grades are less challenging in the Dome District.

Bicycle Facilities

Currently, bicycle facilities in the South Downtown Subarea are limited. On-street bicycle lanes are provided on East D Street between East 21st Street and Wiley Avenue. An off-street shared-use path along the Thea Foss Waterway, adjacent to Dock Street, permits bicycle and pedestrian travel from 11th Street in downtown to the base of the Foss Waterway (at East D Street). East-west connections to this waterfront path require the shared use of roadways that have been primarily designed for vehicular traffic and experience high automobile volumes.

Public Transit

The Subarea has a very high concentration of transit service, serving as a major transfer location for the region and connecting downtown Tacoma and points south with Pierce County and north throughout the Puget Sound. Bus, light rail, commuter rail, and Amtrak service all converge on a multi-modal transit hub in the Dome District that provides some of the most comprehensive transit service in the State. Bus service is provided primarily by Pierce Transit.¹ Sound Transit

¹ In 2013, Pierce Transit was forced to make severe cuts in service due to budget constraints, and future levels of service in the Subarea are uncertain.

provides regional bus, commuter rail, and local LINK light rail service. Intercity Transit operates several bus routes between Tacoma and Thurston County.

LINK light rail is an exceptionally valuable transit asset for the Subarea. The fare-free, 1.6-mile line began operations in 2003, with 12-minute headways for weekday peak and midday periods.

As shown in Figure 9-2, LINK provides service through the core of the Subarea, connecting the Dome District with the Brewery District, the University/Museum District, and downtown to the north of the Subarea. The fixed guideway and four permanent stops in the Subarea not only provide reliable frequent transit service, but also establish a powerful placemaking element that raises property values and increases developer certainty.

Heavy Rail

Southbound Sounder and Amtrak passenger rail service currently enters the city from the east and serves the city of Tacoma in two rail stations in the South Downtown Subarea (the stations are about ½ mile apart). The Sounder Station is at the Tacoma Dome Station on East 25th Street and East D Street, which is also a terminus of LINK light rail service (also operated by Sound Transit). The Amtrak station is several blocks northeast of the Tacoma Dome Station at Puyallup Avenue and East J Street. In October of 2012, Sounder commuter rail service was extended south to South Tacoma and Lakewood. Significant volumes of freight traffic pass through the Subarea on the multiple tracks running along the west edge of the Foss Waterway and the north edge of the Dome District.

Roadways

The Subarea is situated at the intersection of several major interstates and state routes. Interstate 5 traverses east-west along the southern border of the Subarea and I-705 bisects the subarea west of the Tacoma Dome, traveling north-south and terminating in downtown Tacoma. State Route 509 reaches east from I-705 along



FIG. 9-6 Heavy rail and I-705 create a significant barrier between Dock Street and the rest of South Downtown.



FIG. 9-7 A dramatic suspension bridge connects the Subarea to points east via SR-509.



FIG. 9-8 The Amtrak station is located on Puyallup Avenue and East J Street in the Dome District.



FIG. 9-9 The Tacoma Dome Multimodal Station and parking structure.



FIG. 9-10 Expansive surface parking lots adjacent to the American Car Museum and the Tacoma Dome.



FIG. 9-11 The Court 17 apartments are built above three levels of parking managed by the UWT .

the port and extends through New Tacoma. High traffic volumes on southbound I-5 between I-705 and SR 16 cause congestion and queuing along I-5 and the ramps to I-705 in the Subarea. There is congestion around the 9th Street onramp just north of the Subarea. Portland Avenue, just east of the Subarea boundary, provides access to the Port of Tacoma from I-5 and is chronically congested.²

The street network through the Subarea is highly irregular. The eastern portion (south of the port and Foss Waterway) is characterized by short, disconnected north-south streets and long east-west streets. Puyallup Avenue is the only arterial street that extends east from I-705 through the subarea. East 25th Street is also a through-street and shares right-of-way with LINK light rail tracks, which continue on to Pacific Avenue. West of I-705, the streets in the subarea are erratically connected east-west due to the steep topography and multiple grids intersecting in this area. Primary streets are north-south, including Pacific, Jefferson, and Yakima Avenues along the western border of the Subarea. South 21st Street is a heavily-used connector from the Subarea to SR-509, and is typically congested during commute times. South 15th Street is a priority linkage between the Foss Waterway and neighborhoods to the west. Many of the east-west running streets have very steep sections. Gated, at-grade rail crossings for the Sounder commuter train occur on East C Street and East D Street at E 26th Street, and on South C Street near South Tacoma Way.

Parking

The Subarea currently has an excess supply of parking, to which significant land area is dedicated (for reference, see Figure 2-3 in Chapter 2).

On-Street Parking

² Tideflats Area Transportation Study, Fehr and Peers for the City of Tacoma, 2011

Curb-side or other on-street parking within the public right-of-way is available on most local and arterial roadways within the Subarea. Parking is metered north of South 21st Street, west of Dock Street (including both sides of Dock Street), east of Market Street (including both sides of Market), and south of South 7th Street. Within this metered area, there are approximately 1,500 spaces, roughly half of which are located within the Subarea. Meters are enforced from 8:00 AM-6:00 PM Monday-Friday at a rate of \$0.75 per hour with a two-hour time limit, and from 8:00 AM-6:00 PM on Saturday at \$0.75 per hour up to two hours, or \$2.50 for the entire day. There is a “parking buffer zone” between Market Street and Tacoma Avenue in which parking is free but limited in some areas to 90 minutes.

Off-Street Parking

According to a parking survey conducted by the Puget Sound Regional Council (PSRC) in 2010, the three survey zones that most closely align with the boundaries of the Subarea had a total supply of 10,646 off-street parking spaces in 187 off-street parking lots or structures. Twenty-three of the 187 off-street parking facilities in the PSRC survey charged an average daily rate of \$6.50. Parking in the Tacoma Dome lots during events ranges from \$10-\$25 per day. None of the zones surveyed within the Subarea had a weekday average occupancy of 62% or more, meaning that off-street parking is widely available.

The largest off-street parking facilities in the Subarea are associated with the Tacoma Dome Station, which has 2,283 parking spaces in two parking structures located next to the Sounder platform and the Tacoma Link Station. Parking is free with a 24-hour maximum, and these garages are the most heavily utilized parking facilities in the Subarea with an average weekday occupancy of 97%. The Tacoma Dome and America’s Car Museum are surrounded by surface parking lots with the capacity for approximately 1,600 motor vehicles.

The 2008 UWT *Campus Master Plan Update* estimated that the campus’ mix of surface and structured parking provides approximately 550 spaces for 2,173 full-time-

equivalent students (FTEs), or a 25% ratio of parking to student FTEs. The Plan states that for future expansion the UWT will plan for a 15% - 30% ratio of parking spaces to student FTEs, which would translate to 1,500 - 3,000 parking spaces for an enrollment of 10,000 FTEs. The Plan estimates that approximately 200-300 spaces could be available as street parking and proposes on-campus locations for future structured parking to accommodate the full needs of the expected expansion.

The City of Tacoma recently adopted a Reduced Parking Area (RPA) in which parking minimums are set to zero for residential and commercial uses. The RPA covers most of Tacoma’s downtown core, including a large portion of the South Downtown Subarea. Further information on the RPA can be found in Chapter 4 of this Subarea Plan.

Waterborne Transportation

The Thea Foss Waterway provides access to Commencement Bay and the Puget Sound from the Subarea. The west edge of the Waterway is largely disconnected from the downtown street grid due to shoreline railroad tracks and the I-705 corridor. Vehicular access from the Subarea is limited to a ramp between East 15th and Dock Streets, and at East D Street where an overcrossing provides access to the Dock Street Extension. Additional pedestrian access is provided by the Chihuly Bridge of Glass near the street end of South 19th Street. The Dock Street Marina and Delin Docks provide public moorings.

TRANSPORTATION MODELING

The alternatives analysis for the South Downtown Subarea Plan and EIS includes transportation modeling. To estimate potential impacts to vehicular traffic and other modes of transportation within the Subarea and at the regional level, the three Action Alternatives and the No Action Alternative were evaluated based on the results of a scenario-specific forecast using the Puget Sound Regional Council’s (PSRC’s) Regional Travel Demand Model.

Regional Result Summary

Consistent with theory and research evidence on the travel demand impacts of compact, mixed-use development in accessible locations, model results suggest that relative to the No-Action Alternative, all of the Action Alternatives will result in the following relative impacts to vehicular travel at the regional level:

- A lower share of trips made by driving single occupant vehicles (SOV)
- Reduced vehicle-hours of delay
- Essentially no change to vehicle-miles traveled (VMT)
- Increased use of non-auto modes of transportation

Subarea Result Summary

At the Subarea level, VMT and vehicle delay are projected to increase under all Action Alternatives and are projected to be highest with the most intense development alternatives. The largest buildout alternative is projected to result in 17% more VMT and 28% more average daily vehicle hours of delay than the No Action Alternative. However, the results also show that per capita VMT and exposure to vehicle delay will be lowest for the most intense development alternatives. This is consistent with the projections that vehicular traffic impacts at the regional level will be minimal, with lower VMT and delay for the action alternatives with the highest development intensity. Regarding mode split, the largest buildout alternative results in the greatest decrease in SOV use (27% vs. 36% for the No-Action Alternative), and the greatest increase in walking (42% vs. 29% for the No-Action Alternative).

STRATEGIES

Engineering Codes

Explicit language can be added to the engineering section of the Tacoma Municipal Code to set forth a framework for the City Engineer to secure traffic analyses for specific projects and to require any mitigation.

RECOMMENDATION M-1: Move traffic analysis and mitigation for the South Downtown Subarea from SEPA to new engineering codes.

Level of Service Standards for Motor Vehicles

The Transportation Element of the *Tacoma Comprehensive Plan* sets Level of Service (LOS) standards citywide, and currently requires LOS “E” on arterial corridors and LOS “D” on all other arterials and connectors. In 2003, the PSRC revised their LOS standards, considering additional measures such as travel time, transit service levels, pedestrian, bicycle, etc. The PSRC recommendation for all urban centers is LOS E-mitigated.

One of the primary mobility goals for South Downtown is to create a balanced transportation system that allows for a significant mode shift from trips by SOV to trips by walking, cycling, and transit. However, as the Subarea grows over time, the City’s current LOS standards can be expected to result in an unbalanced priority on travel by SOVs. To address this potential barrier to achieving the desired future Vision for South Downtown, this Subarea proposes a reduction to LOS “F”.

With the intent of optimizing utilization of the existing transportation network while minimizing potential impacts on walking, cycling, transit use, community development potential, and the environment, the following revisions of LOS standards are proposed for the South Downtown Subarea:

Within the Subarea, the City will by operate streets and intersections at LOS E or better, with the following two exceptions, for which LOS F is acceptable:

1. For all arterial roadways, collector streets, and other streets and roadways within the Subarea but not under the jurisdiction of WSDOT, the City of Tacoma will accept operations at LOS F, with mitigations as required by the City Engineer. Applicants for new development projects in the Subarea will not be required to analyze the impact of their projects on the vehicle LOS of streets and intersections in the Subarea, provided that their application is consistent with this Subarea Plan.
2. The City shall maintain operations on all streets and intersections at LOS E unless maintaining this would, in the City Engineer’s judgement, be infeasible, conflict with applicable facilities and standards in the Pedestrian and Bicycle Elements of the Mobility Master Plan, and/or conflict with the achievement of other Subarea Plan goals. LOS F conditions may be accepted in such cases, provided that provisions are made to facilitate and encourage non-SOV transportation as part of a development project.

Vehicle LOS will be measured for selected intersections, streets, and roadways in the Subarea based on one of the following two methodologies, to be selected at the discretion of the City:

- A modified version of the methodology used by the Puget Sound Regional Council (PSRC) to determine the severity of congestion at specific locations over a 24-hour period (Annual Average Daily Traffic to one-hour capacity ratio, or AADT/C), or,
- The methodology contained in the most recently published version of the Highway Capacity Manual (HCM) published by the Transportation Research Board.

RECOMMENDATION M-2: Set the vehicle level of service standard to LOS “F” for the South Downtown Subarea.

Development Thresholds for Impact Fees

As the Subarea gains population and employment, there will be an increasing need for multimodal transportation investments that support travel by walking, biking, and transit. Implementing developer impact fees is one common approach for funding such infrastructure. However, Tacoma does not currently assess any impact fees. South Downtown’s marginal real estate market creates a financial environment in which impact fees could pose a significant encumbrance to near-term, catalytic development projects.

The proposed solution is a developer impact fee that is phased in over time based on the amount of new development that has occurred in the local area. A phased-in approach would avoid counterproductive encumbrance of near-term projects, and if properly designed, would only begin to impose impact fees after the real estate market had recovered. It would also make sense from a timing perspective, because revenues would only be generated after new development had begun to create a significant need for new multimodal transportation investments.

This approach would require careful selection of growth thresholds that would trigger the activation of the impact fees, and the fees would need to be consistent with the Growth Management Act requirements. This Subarea Plan’s recommendation is for two tiers of development thresholds that would trigger a graduated set of impact fees. The optimum threshold levels would require further analysis to determine, but the proposal is to start with trigger levels of 10 million and 20 million square feet of new development. Determination of the impact fee amounts and the types of multimodal transportation projects that would be funded require further planning and analysis.

RECOMMENDATION M-3: Develop and implement a phased-in developer impact fee system to fund multimodal transportation infrastructure investments as South Downtown buildout.

Development Thresholds for Transportation Management Programs

Consistent with its authority under the State Environmental Policy Act (SEPA), the City of Tacoma may require property owners to develop and implement a Transportation Management Program (TMP) intended to reduce the share of tenants and employees who access the site by driving alone. Such programs may be required as a condition of approval for development projects in order to reduce potential parking and traffic impacts on the surrounding community.

Employer-based TMPs frequently include incentives and services for employees, while property manager TMPs may target physical elements that support the use of active transportation. Program elements may include secure and covered bicycle parking, shower facilities, commuter information centers, and charging market-based prices for the use of off-street parking facilities. Tacoma's downtown transportation advocacy group, *Downtown On The Go*, is a potential partner for developing and administering TMPs. Several cities in the region, including Seattle, Bellevue, Kirkland and Redmond, currently require selected property owners to implement TMPs as a condition of development approval.

To address the increasing need for TMPs as the Subarea grows, and to avoid overly encumbering near term catalyst redevelopment projects, this Subarea Plan proposes the establishment of new development thresholds to trigger requirements for TMPs. The proposed TMP threshold is five million square feet of new development in the Subarea, after which predefined TMPs would be required as conditions of approval for all future development. Final determination of the optimum threshold and the specific requirements for TMPs would require further analysis.

RECOMMENDATION M-4: Develop and implement regulations that require Transportation Management Programs with specific elements, triggered when new development exceeds predetermined threshold levels.

Transportation Demand Management

As the Subarea redevelops over time, the City could consider implementing the following transportation demand management (TDM) strategies to reduce the vehicle trip generation of new and existing buildings:

- **Universal Transit Passes:** In recent years, a growing number of transit agencies have teamed with developers, employers and universities, and even residential neighborhood associations to provide universal transit passes. These passes typically allow the holder to take unlimited rides on local and regional transit services for a low monthly fee, and the cost is born by the university, employer, property manager, or developer. Passes could be provided by individual developments, or potentially on an area-wide basis. In addition to reducing vehicular traffic, a Universal Transit Pass program would likely reduce parking demand (the Eco-Pass program in Santa Clara County, California resulted in a 19% reduction in parking demand).³
- **Commute Trip Reduction (CTR):** The state currently requires employers with employment sites where 100 or more employees are scheduled to arrive for work during the morning peak period to implement a CTR program to encourage employees to walk, cycle, share rides, take public transportation, telecommute, and/or to work a flexible schedule that allows them to commute during off-peak hours (RCW.70.94.531). The City of Tacoma maintains a robust Commute Trip Reduction Program, but could consider extending it to employment sites 10-99 employees. To minimize the impact of administrative costs on small employers, the City could utilize the assistance of Tacoma commute reduction advocates *Downtown on the Go*.

RECOMMENDATION M-5: As the Subarea redevelops, consider implementation of Universal Transit Pass Programs and/or a reduction of the employee threshold for the requirement of Commute Trip Reduction Programs.

3 Santa Clara Valley Transportation Authority, 1997

Parking Management

Providing parking often creates impediments to the creation of a walkable, transit-oriented community. However, it must be recognized that the transformation of South Downtown toward reduced dependence on cars will be incremental, and parking must be carefully managed over time to ensure that sufficient parking resources remain available. As noted previously, most of the Subarea currently has an abundance of available off-street parking. This presents opportunities for parking management strategies designed to better utilize existing parking assets in order to reduce demand for the construction of new parking.

Shared Parking

One of the best opportunities for parking management in South Downtown is shared parking. For example, the Tacoma Dome surface parking lots are vastly underutilized except during event times. This parking capacity has the potential to serve users that need parking at complementary times, such as when there are no Dome events in progress. The future expansion of the University of Washington is also a potential opportunity for shared parking, given that the parking needs of students and faculty that commute are often complementary to those of neighborhood residents.

An area-wide parking management strategy would entail collecting time-based utilization data on parking facilities throughout the Subarea and nearby, and then identifying uses (existing or future) that could utilize the excess capacity based on timing and location. One successful example of a large-scale shared parking scheme is Thornton Place in Seattle's Northgate neighborhood, where private development, King County Metro, and a movie theater complex share structured parking.

Pricing

Pricing is another important parking management strategy. For example, it is no coincidence that the Tacoma Dome Station parking garages are free and are also the most highly utilized parking facilities in South

Downtown. This scenario creates a market distortion that can lead to inefficient utilization of parking resources. Putting a price on parking in the Dome Station lots would encourage potential users to consider other parking options more suited to their needs, which would open up more capacity for those who really need to be parked at the station. Pricing strategies should be based on an area-wide assessment. For optimum results, these strategies would also be coordinated with strategies for the pricing and permitting of on-street parking.

RECOMMENDATION M-6: Establish a program to provide area-wide parking management for South Downtown, including shared parking and pricing strategies.

Supplemental Parking Management Strategies

As the Subarea redevelops over time, the City could consider the following measures to mitigate any future impacts to parking availability within the Subarea:

- **On-street parking vacancy rate management:** Experience in other cities has shown that the ideal vacancy rate is approximately 15%, which translates to one to two empty spaces per block face. This helps ensure that new arrivals can find an on-street parking space near their destination, reducing the traffic tie-ups that can occur when motorists search and circle to find on-street parking, and also reducing parking spillover to surrounding areas. Methods to manage vacancy rates include adjusting meter rates and time limits, and issuing special permits to residents and businesses. This strategy would require ongoing monitoring of occupancy and availability in the Subarea and adjacent neighborhoods.
- **Parking Benefit District:** Parking Benefit Districts return all permit and/or meter revenue to the District to fund streetscape and other access improvements and programs in the same area in which the revenue was collected.

- **Unbundled Parking Costs:** Requiring that parking spaces be leased or sold separately (“unbundled”) from the rent or sale price of commercial space or residential units helps people understand the true costs of driving, and can be expected to lead to lower rates of car ownership and trip generation.
- **Maximum Parking Requirements:** Limits on the supply of off-street parking can prevent oversupply, eliminating a hidden incentive to drive and encouraging use of active transportation modes. As an alternative, incentives could be offered to developers who build less parking than the maximum allowed by code. Another variation would be to establish a Subarea-wide cap on the total number of off-street parking spaces permitted in the District. Such an area-wide cap would include an allowance for selling or trading rights for off-street parking spaces.
- **Non-residential Off-street Parking Tax:** To generate revenue for new transportation facilities and services and to reduce demand for parking, the City may advocate for state legislative authority to levy an annual per-stall tax on all off-street parking that is accessory to non-residential land uses. Such a tax might be graduated, with lower rates for property owners who unbundle parking or otherwise charge for parking at market rates.
 - » **Flexible Parking Design:** Off-street parking can be designed to allow flexible management and use and maximum adaptability to new conditions through the following approaches:
 - » Requirements that parking be publicly accessible or easily convertible to allow public access
 - » Surface parking lot design that anticipates future conversion of parts of the to new TOD
 - » Restricted use parking areas designed to allow their easy future conversion to publicly available spaces (e.g. installing moveable gate arms that restrict access to smaller or larger share of spaces, as needed)

- » Circulation patterns designed to permit flow through the entire facility in a future shared parking scenario

RECOMMENDATION M-7: As the Subarea redevelops, consider the implementation of on-street parking management, Parking Benefit Districts, requirements for unbundled parking, parking maximums, and a non-residential off-street parking tax.

PROJECTS

The following sections describe transportation-related projects that are important ingredients for achieving South Downtown’s long-term goals. Some of these projects are already in the planning stages, while some are concepts that have been previously proposed and some are proposed for the first time in this Subarea Plan. These projects are also itemized in Chapter 10 of this Subarea Plan.

Active Transportation Projects

Because walking and cycling can meet the need of many daily trips and also provide connections to longer trips on transit, improving active transportation is a high priority for South Downtown.

Mobility Master Plan Projects

In general, the principles and recommendations of Tacoma’s Mobility Master Plan (MoMaP) align with the goals of South Downtown. Where possible, proposed MoMaP projects that are located in the Subarea should be prioritized to reflect the City’s intention to focus significant growth in the Subarea. The MoMaP proposes the following projects in South Downtown:

Short term:

- Bicycle Boulevard⁴ on South Fawcett Avenue between South 15th and South 25th Streets, continuing north beyond the Subarea; construction anticipated in 2013
- Bike Lane on Tacoma Ave South, to the south of South 25th Street, continuing south beyond the Subarea

⁴ According to the Tacoma Mobility Master Plan, “Bike Boulevards are streets where motorists and cyclists share the road. Pavement markings and signage indicate bicycle route. Bike Boulevards are used on lower-volume, residential streets. They are designed to be comfortable for cyclists of all ages and abilities. Bike Boulevards often include traffic calming measures such as traffic circles, rain gardens, or street trees as well as wayfinding signage.”

- Bicycle Lane on South 25th Street to connect the bicycle lanes on South Fawcett Avenue and Tacoma Avenue South
- Bicycle facilities on Puyallup Avenue/South 24th Street, between South C Street and East L Street, continuing east beyond the Subarea
- Shared lane markings on Dock Street between East D Street and the north end of the Waterway
- Multi-use trail on the Prairie Line (this project is discussed in Chapter 8 of this Plan); currently in the planning and design phase
- Multi-use trail from the end of the Prairie Line Trail at South 25th Street, connecting via South C Street to South Tacoma Way (continuing southwest beyond the Subarea)

Medium term:

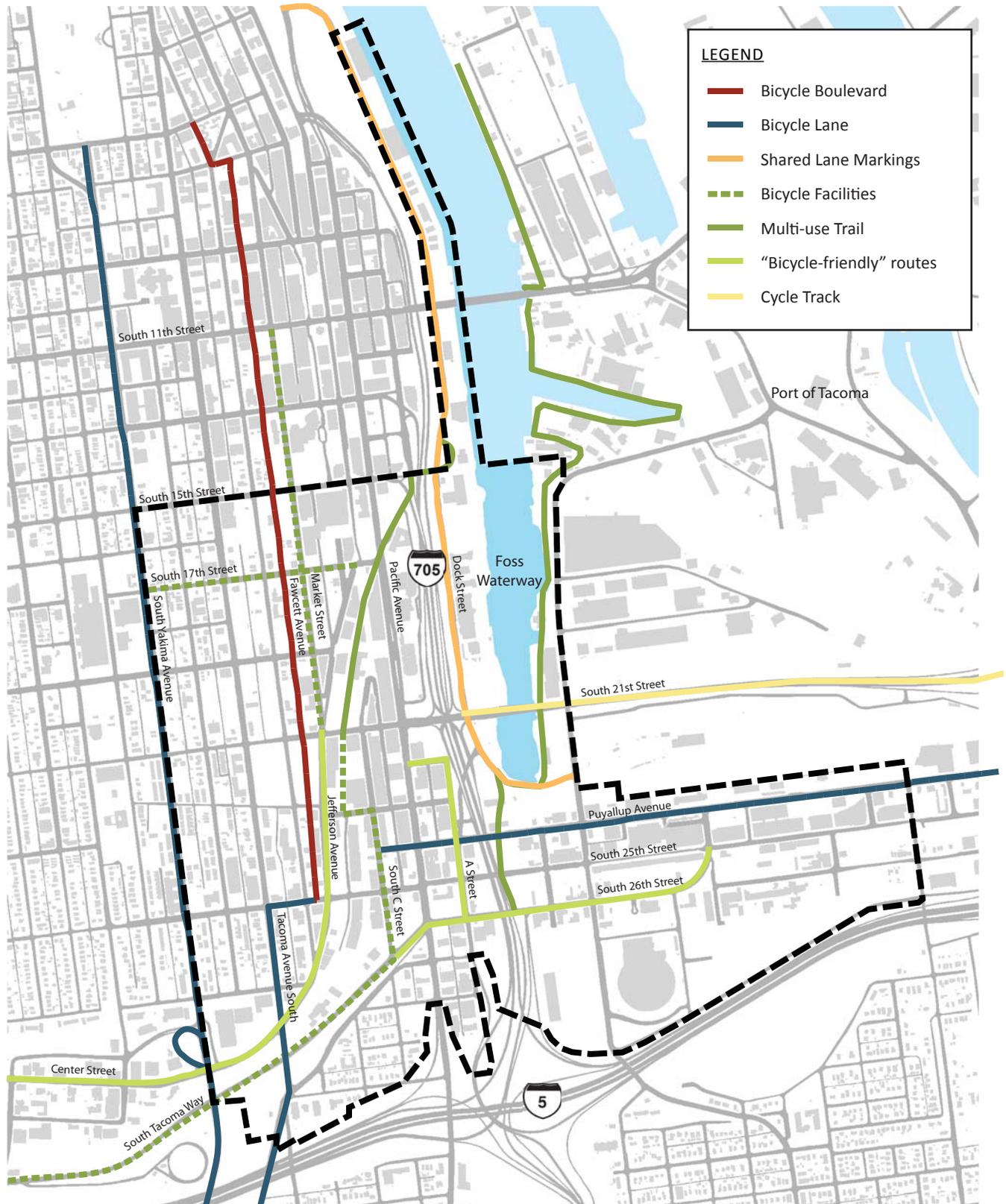
- Bicycle Lane on South Yakima Avenue extending through the entire Subarea
- Multi-use trail in the “B Street Gulch” (this project is discussed in Chapter 8 of this Plan)
- Cycle track on South 21st Street east of Pacific Avenue, continuing along SR-509 beyond the Subarea, and connecting downtown to Marine View Drive

Long term:

- Bicycle facilities on South Market Street between South 15th and South 21st Streets, continuing north beyond the Subarea
- Multi-use trail on the east edge of the Foss Waterway from Dock Street Extension to beyond the north boundary of the Subarea (a very long term project)

Since the MoMaP was approved in 2010, the City has continued to engage the Bicycle and Pedestrian Action Committee as well as other stakeholders and has identified following additional projects:

FIG. 9-12 PROPOSED MOBILITY MASTER PLAN PROJECTS (INCLUDES SUBSEQUENTLY-IDENTIFIED PROJECTS)



- Bicycle facilities on South 17th Street between Jefferson and South Yakima Avenues
- “Bicycle-Friendly” route extending through the entire Subarea on Market Street, Jefferson Avenue, and Center Street (note that UWT favors future bike facilities on Fawcett Street to avoid conflicts with transit on Market Street)
- Bicycle facilities on South C Street between the UWT campus and South Tacoma Way (as of February of 2013, utility work is being done and the City is determining whether bike lanes, sharrows, or a combination of the two would be the best option for the reconstructed street).
- “Bicycle-Friendly” route on A Street between East 22nd and East 26th Streets, continuing west on East 22nd Street to Pacific Avenue
- “Bicycle-Friendly” route on East 26th Street between South Tacoma Way and East 25th Street

RECOMMENDATION M-8: Prioritize the implementation of the City’s proposed active transportation projects in South Downtown as identified in the *Mobility Master Plan* and subsequent planning efforts.

Pedestrian Crossings

As noted in the existing conditions discussion above, many pedestrian crossings throughout the Subarea are in need of basic improvements such as striping and signage. In some cases, new signalization may be appropriate. Intersections most in need of pedestrian crossing improvements based on their current condition and potential to support pedestrian travel include:

- Puyallup Avenue and East C Street
- South 21st Street and South C Street
- Jefferson Avenue and South 25th, South 21th, and South 17th Streets
- A Street and South 24th Street
- Pacific Avenue and South 21st, 24th, and 25th Streets

Crosswalks should be upgraded in many other locations throughout the Subarea to support increasing volumes of pedestrian travel as the population of South Downtown grows.

The crossings of the future Prairie Line Trail at South 21st Street, South 25th Street, and Pacific Avenue will require careful design to safely accommodate potentially high volumes of both pedestrians and cyclists. The 21st Street crossing is particularly challenging because of the steep grades and high traffic volumes at this location. The City has been evaluating options, and as of January 2013, the preferred alternative is the “Double Median” option because it provides the best balance between traffic demand and flow and pedestrian safety for trail users. As shown in Figure 9-4, this design allows for a crossing aligned with the trail, and the two medians serve as refuge points to enable safer crossings. The design requires the loss of one westbound travel lane. Over the long term, the City is also considering a grade-separated solution – a tunnel or bridge – that would cause minimal to no delay to motorists and trail users, with an estimated cost in the range of \$13 million.

RECOMMENDATION M-9: Initiate a City program to create a prioritized list of pedestrian crossing improvements in South Downtown along with a plan for implementing the improvements.

FIG. 9-13 PROPOSED ACTIVE TRANSPORTATION ACCESS AND PEDESTRIAN CROSSING IMPROVEMENTS



Tacoma Dome Station Access Projects

Fully leveraging the value of the transit hub at the Tacoma Dome Station hinges on high-quality active access in the surrounding area, and there are numerous improvements that could be made. In many cases, relatively modest investments could have a strong positive near-term impact on the neighborhood.

Sound Transit's 2012 *Sounder Station Access Study*⁵ includes an analysis of the Tacoma Dome Station area, which found that approximately 80% of passengers arrive and depart by private automobile. Suspected causes of this low rate of active transportation access included:

- Access is challenged by several physical barriers, including topography, at-grade crossings, I-5, I-705, and the BNSF railroad
- Currently, there are almost no pedestrian trips and very few bicycle trips originating from within a 15-minute travel shed of the station, due in part to the lack of residential uses around the station
- Only 130 employed residents are located within a 15-minute walk of the station

The Study estimated that over 18,000 employed residents are located within a 15-minute bicycle ride to the station, which supports the need for improved and expanded cycling infrastructure.

To improve active transportation access, the Study identified the following potential projects:

- Improved street lighting
- Bicycle lanes on Puyallup Avenue and East McKinley Way
- Pedestrian crossing improvements at the intersection of Puyallup Avenue and East C Street
- Bike lanes on East McKinley Way and East L Street extending beyond the Subarea boundaries

⁵ Sound Transit (2012). *Sounder Stations Access Study*—September 2012.

- Pedestrian Bridge from Freighthouse Square to East 26th Street

The proposed pedestrian bridge may not be a critical pedestrian connection for the station area, but it could serve as a redevelopment catalyst for sites on East 26th Street. A pedestrian bridge at this location was also proposed in the 2008 *Tacoma Dome District Development Strategy Update*. WSDOT's planned relocation of the Amtrak station to Freighthouse Square would present an opportunity to construct a pedestrian bridge integrated with the station.

RECOMMENDATION M-10: Implement the proposed Tacoma Dome Station access improvement projects; seek funding from Sound Transit at the earliest possible date.

Complete Streets Projects

The following streets have been identified as high-priority candidates for reconfiguration according to Tacoma's Complete Streets Principles (see Chapter 1 for more on Complete Streets).

Puyallup Avenue

Puyallup Avenue in the Dome District is currently a multi-lane, high-speed, motor-vehicle dominated street that is a hostile place for pedestrians and cyclists. Given its adjacency to the Dome Station and its potential function as a connector to the Brewery District, Puyallup Avenue is a prime target for conversion to a pedestrian-friendly, multi-modal street.

The City is currently developing a design that would convert the street to two travel lanes, adding bike facilities, curb bulbs, and widened sidewalks, all in accordance with Complete Streets principles, as illustrated in the rendering in Figure 9-5. This reconfiguration will transform Puyallup Avenue into a powerful placemaking element, creating a near-term redevelopment catalyst for the Dome District. Note also that this project would create the bicycle lanes that have been identified as desired improvements.



FIG. 9-14 A Prairie Line Trail design drawing illustrating the “Double Median” alternative.



FIG. 9-15 A before-and-after visualization of pedestrian and multimodal enhancements on Puyallup Avenue.

Finally, given the heavy use of Puyallup Avenue by Pierce Transit, Sound Transit, and Intercity Transit buses, extensive joint planning will be essential.

Jefferson Avenue

Between South 21st and South 25th Streets, Jefferson Avenue passes by some of the most important potential redevelopment catalyst sites in all of South Downtown (for reference, see Chapter 11). Jefferson Ave between 21st and 23rd Streets has been scheduled for wastewater and potable water repair in 2013-2014, presenting an opportunity to coordinate these repairs with a Complete Streets reconfiguration. The renovation of this section of Jefferson Avenue would encourage near-term redevelopment and promote objectives to improve active transportation in the area. The transformation of Jefferson Avenue to a complete street also supports the Hillside Development Council Vision, which states:

“The Jefferson Avenue and Market Street corridor should become the high density spine for the district as well as the whole of Tacoma’s downtown.”

South C Street

South C Street between South 21st Street and South Tacoma Way is an important connector from the UWT campus into the heart of the Brewery District, and it has the potential to become a signature street within South Downtown. The street is adjacent to numerous potential redevelopment sites that would become more attractive projects with an upgraded street. It has also been identified as a preferred location for a “bicycle-friendly” route (see the active transportation project discussion above). The South C Street right-of-way is wide enough to accommodate ample sidewalks, parking, and bicycle lanes if desired, as proposed in the 2010 *Brewery District Development Concept Study*.

High-voltage transmission lines run along the east side of South C Street between South 21st and 25th Streets, posing a physical barrier to redevelopment. Accordingly, this Plan recommends that consideration be given to undergrounding these lines (see Chapter

10). This could present an opportunity to coordinate Complete Streets upgrades with the undergrounding work.

RECOMMENDATION M-11: Implement Complete Streets reconfigurations of Puyallup Avenue, and Jefferson Avenue, and South C Street, in that order of priority.

Brewery District Complete Streets Improvement Project

The development of this Subarea Plan led to an innovative proposal to fund a network of Complete Streets upgrades in the Brewery District as a logical implementation measure to assist in “Growing Transit Communities”. In February of 2013, the City submitted a proposal for the “Brewery District Complete Streets Improvement Project” to the Puget Sound Regional Council (PSRC) for inclusion in their 2014 update to Transportation 2040 and for consideration in their transportation project prioritization process, a process which is intended to assist with decision-making and to inform how transportation investments can best implement VISION 2040.

The proposed \$40 million project would implement the Complete Streets concept in the Brewery District, with improvements including bike lanes, sidewalks, street bulb outs, transit improvements, signalization improvements, channelization, stormwater improvements, utilities and more to transform several arterial streets into a multimodal network that improves efficiency for all modes of transportation. The project would also improve connections to the LINK Light Rail and to the regional multimodal and intermodal transportation center in the Dome District. The proposed network of streets to be improved spans from Pacific Avenue to Jefferson Street, and from South 19th Street to South 25th Street, with South 19th Street and South 21st Street extending to Tacoma Avenue South.

Implementing complete streets in the Brewery District, which has excellent transit access and is part of a designated Regional Growth Center targeted for significant growth, is perfectly aligned with the

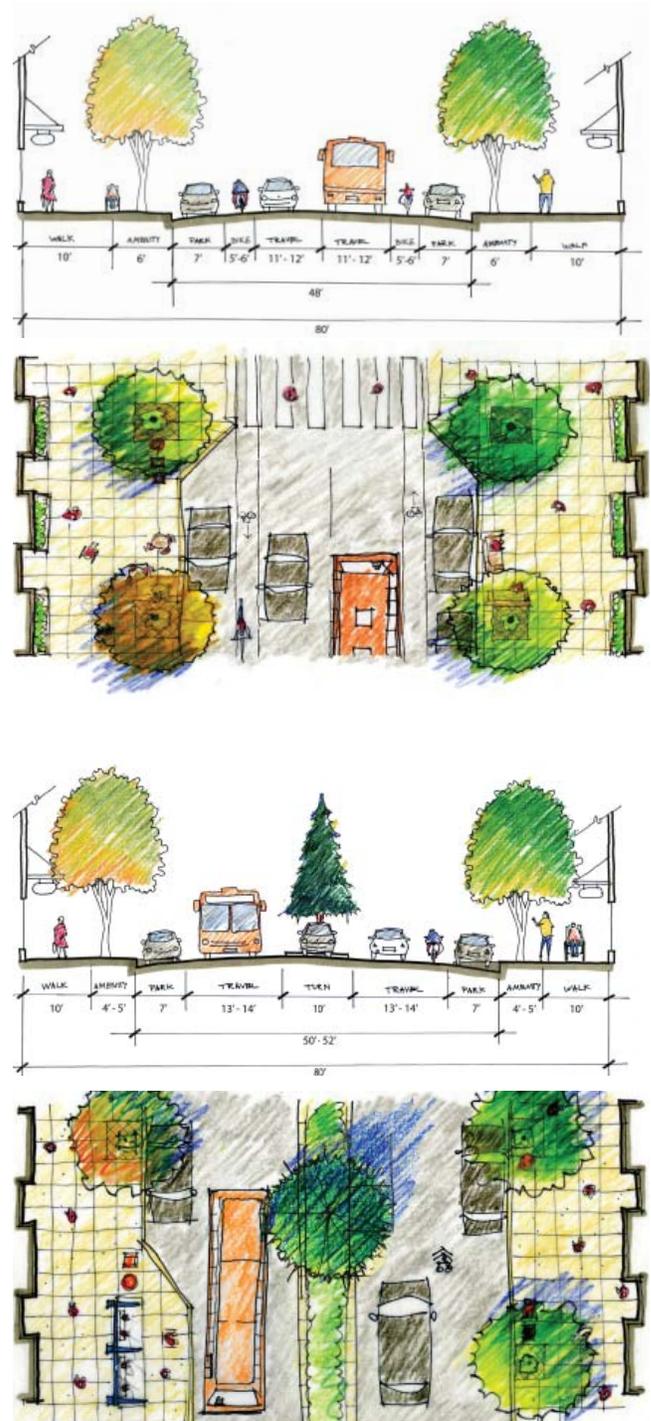


FIG. 9-16 Diagrams from Tacoma's Complete Streets Design Guidelines; two-lane "Main Street" above, and transit priority street, below.

goals of VISION 2040. The PSRC prioritizes proposed transportation projects based on the following nine criteria: Air Quality, Freight, Jobs, Multi-Modal, Puget Sound Land and Water, Safety & System Security, Social Equity & Opportunity, Support for Centers, and Travel. The prioritization will inform the 2014 update to Transportation 2040, PSRC's regional transportation plan, and will inform future project funding allocations.

RECOMMENDATION M-12: Continue to pursue PSRC prioritization and funding of the Brewery District Complete Streets Project.

Transit Projects

Market Street Transit-Priority Street

As South Downtown grows and the UWT expands, there will be an increasing need for transit service running parallel to Pacific Avenue. To meet this need, Market Street would be a logical choice for a transit corridor, with a continuation to the south on Jefferson Avenue. This potential is recognized in the 2008 UWT *Campus Master Plan Update*, which proposes transforming Market Street into a transit-priority street. Pierce Transit, however, has not approved this concept, and the project would require extensive planning in coordination with that agency. If there is consensus that Market Street is an important future transit corridor, then it will be important to formalize that commitment such that all future street improvements are designed accordingly. Market Street has also been identified as potential bicycle corridor, and careful design would be necessary to avoid creating conflicts between bicycle routes and bus service.

RECOMMENDATION M-13: Engage Pierce Transit and the University of Washington to develop a long-range plan for transforming Market Street into a transit-priority street.

LINK Light Rail Extension

The extension of Tacoma LINK is included in the Sound Transit Long Range Plan and alignment alternatives are currently being analyzed, as shown in Figure 9-8. It is expected that the preferred corridor will be identified by the Spring of 2013. The alternatives under consideration vary greatly in location – some are located in or adjacent to Subarea while others are far enough away as to have little impact on South Downtown. Urban light rail not only provides high-quality transit service, but also can be a powerful catalyst for economic development. Given the City's intent to focus population and employment growth in South Downtown, the City should proactively support alignments that run through in or nearest to South Downtown.

RECOMMENDATION M-14: Engage Sound Transit and the community to help select a LINK extension alignment that will best serve the significant growth anticipated for in South Downtown.

Amtrak Station Relocation

WSDOT is currently planning to shift the Amtrak route to the Point Defiance bypass route currently being used by Sounder.⁶ WSDOT's proposed project will involve moving the Amtrak Station from its current location at Puyallup Avenue and East J Street to Freighthouse Square, the current location of the Sounder station. A new Amtrak station in the heart of the Dome District would serve as a valuable neighborhood asset, and the station can be expected catalyze the rejuvenation of the Freighthouse Square building, tenant businesses, and the surrounding area.

The Dome District community has already raised concerns about parked trains blocking passage on East C and East D Streets. This is a potentially serious access issue given the expected flow of 14 Amtrak trains per day. One potential solution to this problem is to shift

⁶ WSDOT (2012). Point Defiance Bypass Project Environmental Assessment.

the train platform to the east, such that the parked trains no longer block the streets.

Another issue associated with the new station is parking. The existing station has a surface parking lot with 81 stalls. Parking is free, and approximately one-third of the users are overnight parkers. The Dome Business District Association is strongly opposed to the creation of new surface parking lots in the vicinity of Freighthouse Square to serve Amtrak, because it would impede their goal of creating a transit-oriented community in the Dome District. The Association has suggested two locations for parking that could be integrated into new development:

- *The vacant land owned by the Puyallup Tribe located on the north side of East 26th Street between East D and East F Streets:* This site sits atop a steep hill, which would allow parking to be built into the hillside below the grade of East 26th Street. A building on this site could also potentially integrate a pedestrian bridge from Freighthouse Square that would serve the dual purpose of providing access to parking and providing a pedestrian connection to the Tacoma Dome.
- *The Mattress Factory site at Puyallup Avenue and East G Street:* This site could be redeveloped with multifamily housing above structured parking. Affordable housing would be an attractive option given the great transit access and the possibility for a low parking ratio that would leave more space available for Amtrak parking.

Both options would likely involve a joint development agreement with WSDOT. In any case, the City should be proactive about creating an innovative parking situation in order to avoid an unfavorable outcome.

In February of 2013, the City established a 15-member Working Group to develop recommendations for the Freighthouse Square station. This Working Group includes representation from a broad range of stakeholders, including many of those that have been engaged in the development of this Subarea Plan. The Working Group will explore station location issues and propose design parameters for the relocated Amtrak



FIG. 9-17 Freighthouse Square, currently housing the Sounder Commuter Rail Station, is the proposed new site for the Amtrak Station relocation.

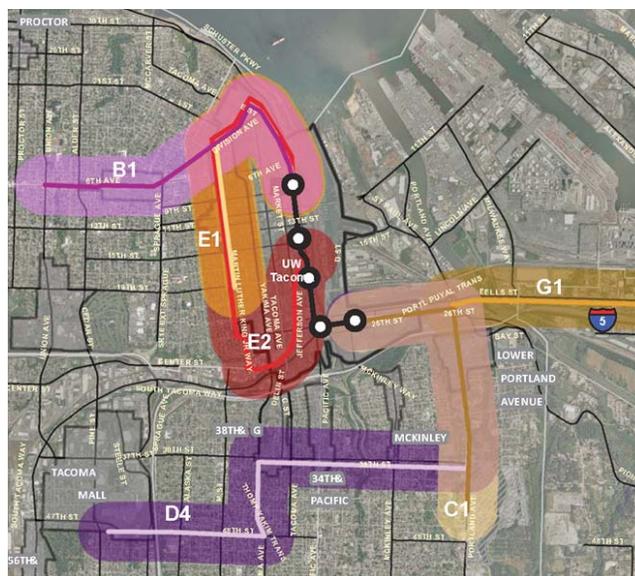


FIG. 9-18 Alignment alternatives for the future extension of Tacoma LINK Light Rail.

station to inform a recommendation from the City to WSDOT.

RECOMMENDATION M-15: Proactively collaborate with WSDOT on the new Amtrak station design to ensure that street blockage by trains is minimized, that a parking solution is found that does not compromise the desire for a walkable neighborhood, and that opportunities to integrate a pedestrian connector to East 26th Street are explored.

Parking Projects

Remote Parking for the Foss Waterway

The Foss Waterway could benefit greatly from parking management in the Subarea. Along the west side Waterway, constraints on space and a limit on the depth of underground construction creates a potential parking shortage for visitors to the Waterway. To address this issue, the 2005 *Thea Foss Waterway Design and Development Plan* includes the following recommendations:

- Work to construct structured parking over the railroad tracks near downtown and at other remote locations
- Encourage the public use of the surrounding parking lots to meet the parking needs of the Waterway

The FWDA has identified the Hood Street area and parking facilities in the vicinity of 11th Street as a potential site for remote parking. Another potential site is the area beneath I-705 adjacent to A Street, between Puyallup Avenue and East 22nd Street, but a pedestrian bridge over the tracks to Dock Street would be necessary to make this facility practical (see the “Bridge to the Foss” discussion in Chapter 8).

RECOMMENDATION M-16: Work with the FWDA to identify and implement new remote parking sites for the Foss Waterway, and integrate shared parking if appropriate.

Tacoma Dome Parking

The high-volume, but infrequent parking needs of the Tacoma Dome present a major management challenge. In particular, the Dome’s surface lots on either side of East D Street at East 27th Street are potential redevelopment sites that are encumbered by the requirement to preserve parking capacity for the Dome. Due to the unfavorable timing of parking demand, shared parking between the Dome and residential or commercial uses is not likely to be feasible. One potential long-term solution is to build multi-level parking structures on the surface lots to the east of the Dome that would replace the surface parking lots to the west of the Dome.

RECOMMENDATION M-17: Explore the potential for replacing Tacoma Dome parking in the surface lots west of the Dome with new, multi-level parking garages east of the Dome.



FIG. 10-1 One of the City's high-priority Capital Facilities projects is the extension of the LINK Light Rail system to improve connections between South Downtown and other areas of Tacoma.

10

CAPITAL FACILITIES

The capital facilities projects identified in this chapter will support the transformation of South Downtown into a higher-density, more livable and economically vibrant community. This Plan supplements the City of Tacoma 2011 – 2016 Capital Facilities Program, providing additional information and proposed projects designed to further the goals of the South Downtown Subarea Plan. The Subarea Plan Environmental Impact Statement includes summary and analysis of many of the topics covered in this chapter, including: Fire and Emergency Medical Services; Law Enforcement; Public Schools; Parks and Open Space; Wastewater; Potable Water; Power; Communications/Data; and Solid Waste. The following sections include a discussion of funding strategies for capital facilities projects followed by a list of priority projects for the South Downtown Subarea.

FUNDING STRATEGIES

Value Capture

Value capture refers broadly to the utilization of future increases in property values to finance up-front investment in public infrastructure. Value capture can be a powerful catalyst for economic development because it provides municipalities with a funding source for building infrastructure before new development occurs. This up-front construction of infrastructure creates developer certainty and often can have a major impact on the financial feasibility and overall attractiveness of a development project. The two types of value capture most relevant to South Downtown are Tax-increment Financing (TIF) and Local Improvement Districts (LIDs), each discussed below.

Tax-Increment Financing

Washington State law does not allow traditional TIF as implemented in many other states. In response, the State has authorized several TIF-like programs, including Community Revitalization Financing, Local Revitalization Financing (LRF), and the Local Infrastructure Financing Tool. In 2011, the State established yet another version of TIF that can fund infrastructure in “local infrastructure project areas” (LIPAs) in which transferable development rights (TDR) must also be applied. This mechanism, known as TDR/TIF, permits the capture of a portion of the regular property tax levy, which is then applied to public infrastructure investments within the LIPA. TDR/TIF differs from other forms of TIF because it requires the sponsoring city to accept a certain number of regional TDRs from farm or forest lands, and also to create incentives for developers to buy and use these TDRs within the LIPA. TDR/TIF has yet to be implemented anywhere in the State, but a proposed rezone for Seattle’s South Lake Union neighborhood includes provisions for TDR/TIF.

The PSRC’s Growing Transit Communities Partnership (GTC) has assessed the potential for TIF-based value capture as a strategy to promote equitable transit communities. GTC analyzed the performance of LRF, TDR/TIF, traditional TIF (as implemented in other states), and a proposed new tool based on the Community Revitalization Financing Act of 2011 (SB 5705 and HB 1881, not passed). The proposed tool, abbreviated as CRFA, would allow eligible cities and counties to impose an excess property tax levy on property owners within a district of up to 1% of the incremental growth of assessed value above a base value. A City or County works with property owners to identify special assessment boundaries and desired infrastructure improvements, which can be financed with revenues from excess property tax levy alone. CRFA functions more like a Local Improvement District than traditional TIF because property owners representing at least half of the property value within a district must agree to tax themselves.

GTC estimated the revenue generated by the above value capture mechanisms for the Tacoma South Downtown Subarea, as well as for the Dome District alone, based on a 2013 – 2037 buildout for the Subarea of approximately 15 million square foot (see Chapter 2 for details on the buildout scenarios).¹ The results of this analysis are shown in the table below.

TABLE 10-1 VALUE CAPTURE RENVENUE GENERATED

Value Capture Tool	Leverage: South Downtown	Leverage: Dome District
LRF	\$11,600,000	\$11,600,000
TDR/TIF	\$36,580,000	\$12,620,000
Traditional TIF	\$95,700,000	\$27,300,000
Proposed CRFA	\$210,700,000	\$60,100,000

In accordance with common understanding of TIF, the GTC analysis indicates that traditional TIF would be a more effective value capture method than the tools currently available in Washington State. Of

the available tools, TDR/TIF generates significantly more revenue than LRF. But while TDR/TIF may have significant potential to generate infrastructure funding, the requirement for TDR presents a problem in South Downtown, because under current real estate market conditions and existing zoning, there is limited demand for TDR in exchange for development capacity bonuses (see Chapter 4 for details). As South Downtown’s real-estate market improves over time, TDR may become viable, in which case TDR/TIF could be implemented to fund infrastructure.

The clear value capture winner is the proposed CRFA tool, which generates more than twice the revenue of traditional TIF. As such, CRFA could be a powerful strategy for catalyzing economic development in urban centers all over the State that, like South Downtown, have good transit access but have at best an emerging real estate market. In recognition of the important contribution a CRFA tool could make towards catalyzing the development necessary to create transit communities, GTC recommends new legislation that would create a similar tool, along with the necessary State Constitutional amendment.² GTC’s principles for the legislation recommend that:

The majority of the revenue produced by the tool will go to financing the physical infrastructure that is likely to increase private investment and employment within the value capture district. A percentage of revenue will be set aside for affordable housing (rehabilitation, financing, and development costs) within the district.

RECOMMENDATION CFP-1: Support new legislation that would establish a value capture tool based on the Community Revitalization Financing Act of 2011, including the necessary State Constitutional amendment.

1 Value Capture Financing in Washington, Appendix E, Puget Sound Regional Council, February 2013

2 Value Capture Financing in Washington, Puget Sound Regional Council, February 2013

Local Improvement Districts

A Local Improvement District (LID) is an area within which a special tax is applied to properties that will benefit from a public investment. LIDs are typically formed to finance debt from the construction of a narrowly-defined infrastructure project and require a majority vote of affected property owners. Property owners pay the special assessment over a set number of years, or they may opt to pre-pay the assessment.

Cities, towns, and other local taxing jurisdictions in Washington State are eligible to use LIDs under RCW 35.43 – 35.56. There are multiple procedures for the formation of an LID. Property owners can collect signatures representing at least 60 percent of the assessed value in the district to initiate the process, or a city or town council can propose the district through a series of three public hearings. There is a 30-day protest period during which a written protest from property owners representing 60 percent of the assessed value of the district can stop the effort.

Tacoma created its first LID in 1895 to pave a section of Pacific Avenue and has since continued to implement LIDs for numerous projects. One of Tacoma’s most recent examples is the 2006 Broadway Neighborhood LID that funds \$4 million out of total of \$12 million worth of streetscape improvements on Broadway, St. Helens Avenue, and Market Street in downtown.

Tacoma was one of first cities to successfully create LIDs to finance the undergrounding of overhead utility lines. Undergrounding is an important potential strategy for promoting economic development in South Downtown. In particular, the high-voltage transmission line that runs through South Downtown may present a physical barrier to redevelopment, and just such a conflict has already been identified for a proposed project on South C Street.

Tacoma’s electricity utility, Tacoma Power, is committed to funding 30 percent of the LID cost for undergrounding power lines. This 30 percent funding level is based on a study conducted by RW Beck in 1995 that was reviewed in June 2007 and found to be still valid. The study evaluated the installation, operations, and maintenance costs of above-ground

versus underground power lines and determined that 30 percent was the appropriate share for Tacoma Power to cover based on the potential benefits that they could accrue from the undergrounding.

No-Protest Agreements

In some cases, it may be determined that the development of a property will create impacts that can only be later mitigated through the construction of an area-wide or neighborhood improvement. In these cases, it would be unreasonable to require the full improvement as a condition of the development. In such situations, a city and property owner may enter into a “no-protest agreement” that waives the property owner’s right to protest the formation of an LID to finance future improvements. The agreement must specify the improvements and the term of the agreement, typically not to exceed 10 years.

Numerous cities throughout Washington State have implemented No-Protest Agreements for LIDs. This tool is an appropriate strategy for supporting redevelopment in South Downtown because it helps to ensure that the financing of future infrastructure investments without encumbering near-term, catalytic development projects.

Latecomer Agreements

Latecomer agreements, also called recovery contracts or reimbursement agreements, allow a property owner who has installed street or utility improvements to recover a portion of the cost of those improvements from other property owners who later develop property in the vicinity and use the improvements.

RECOMMENDATION CFP-2: Establish a mechanism to implement No-Protest Agreements for LIDs in Tacoma.

RECOMMENDATION CFP-3: Identify future infrastructure projects in South Downtown for which LID No-Protest Agreements should be established.

RECOMMENDATION CFP-4: Consider implementing latecomer agreements where appropriate.

Development Impact Fees

A development impact fee is a one-time fee charged to a development to recover the cost incurred by the government for providing the public facilities required to serve the new development. Impact fees are only used to fund facilities, such as roads, schools, and parks, that are directly associated with the new development. In Washington, cities planning under the Growth Management Act (RCW 82.02.050 - .110) are authorized to use this tool, and it is used widely.

The City of Tacoma does not currently assess development impact fees. The lack of impact fees helps encourage redevelopment because it reduces upfront development costs. However, assuming that South Downtown's real estate market will improve over time and that this improvement will lead to significant redevelopment, the City should consider establishing impact fees that are phased in based on the cumulative amount of redevelopment. The intention is to help address the increasing need for certain public investments that can mitigate impacts as the Subarea grows. The method entails establishing growth thresholds that trigger the requirement for future private development projects to pay impact fees that fund targeted infrastructure projects in the Subarea. This approach helps to avoid encumbering financially risky, near-term catalytic redevelopment projects with impact fees.

This Subarea Plan proposes phased-in impact fees for two types of public amenities: (1) transportation projects and (2) open space. For transportation, the recommendation is for two tiers of development thresholds that would trigger increasing impact fees to fund multimodal transportation projects. Further analysis is required to determine the optimum threshold levels, but as a starting point, the Subarea Plan suggests that the two tiers consider 10 million and 20 million square feet of new development. Determination of the impact fee amounts for each tier, as well as the types of projects that would be funded, would also require further planning and analysis.

The threshold levels for open space are also recommended as two tiers envisioning 10 and 20 million square feet of new development. These two tiers of increasing impact fees will accommodate the increasing need for open space as the Subarea densifies. Impact fees would fund land acquisition as well as the construction of parks, plazas, and other open spaces in the Subarea.

RECOMMENDATION CFP-5: Establish development impact fees that are phased in based on the amount of new development to fund multimodal transportation projects.

RECOMMENDATION CFP-6: Establish development impact fees that are phased in based on the amount of new development to fund the creation of open space.

Other Funding Sources

WSDOT

The Washington State Department of Transportation (WSDOT) is directing the Amtrak High-Speed Intercity Passenger Rail Project – Point Defiance Bypass, which includes relocating the current Amtrak station in the Dome District. The planning and design of the new station should be coordinated with the Subarea Plan such that the funds can be leveraged to best contribute to the broader goals of South Downtown. For example, the new station design could include a pedestrian connection across the tracks to 26th Street.

Sound Transit

Sound Transit often has funding available to support station area improvements intended to provide better access and increase ridership. The 2012 *Sounder Station Access Study* identifies several needed improvements that support the goals of the Subarea Plan. These should be advanced at the earliest possible date.

Water Quality Projects

Given the significant investment that has been made in cleaning up the Foss Waterway, there is likely to be strong support for green infrastructure projects that apply natural drainage to purify stormwater in the Subarea. Potential funding sources or project partners include the U.S. EPA, the Department of Ecology, the Center for Urban Waters, and the University of Washington. Relevant examples of projects proposed in this Subarea Plan include the B Street Gulch Natural Drainage System, the East C Street Green Street, and natural drainage features incorporated into the Central and Waterway Park projects on the Foss Waterway.

Community-Driven Projects

The community can play a significant role in the implementation of small-scale projects by building support, pursuing local grants, and volunteering work time. Pocket Parks and community gardens are examples of projects that can be spearheaded and driven by community members. Small investments such as these can often act as powerful early-stage catalysts for neighborhood revitalization.

1. University of Washington Projects of Area-wide Significance

1.1. Prairie Line Trail at UWT Station

Construct a signature open space and pedestrian/bike trail through the UWT campus

Priority	Status	Lead	Funding	Discussion
<i>High</i> – key open space element for the campus and South Downtown	Construction scheduled for 2013	UWT	UWT	The Prairie Line Trail is one of the most important public infrastructure investments in South Downtown. The Trail will provide open space and non-motorized connectivity to support projected population and job growth and will help to catalyze private redevelopment adjacent to the trail.

1.2. UWT Central Open Space and Grand Stairs

Create open space and pedestrian connections for a growing UWT campus and surrounding community

Priority	Status	Lead	Funding	Discussion
<i>Low</i> – only a concept at this point, but could be an important amenity for the Subarea at some point in the future	Long-term potential project, and what form it may eventually take will be determined by future development decisions on the UWT campus and the surrounding neighborhood	UWT	UWT, City of Tacoma	The 2008 UWT <i>Campus Master Plan Update</i> proposes a central open space integrated with a pedestrian hillclimb that extends from the existing 19th Street Grand Stairs up to the corner of Tacoma Avenue and 17th Street. The open space and pedestrian connections provided by such a project would serve the needs of the projected growth of UWT as well as the needs of new residents and employees in the vicinity of the campus. This public investment would also help to catalyze nearby private investment.

1.3. Market Street Transit Priority Street

Transform Market St into a transit priority street to serve a growing campus and surrounding and South Downtown

Priority	Status	Lead	Funding	Discussion
<i>Medium</i> – depends on future allocations for Pierce Transit bus service	Proposed in the 2008 UWT <i>Campus Master Plan Update</i> , but not planned by Pierce Transit	City of Tacoma, UWT, Pierce Transit	City of Tacoma, UWT, Pierce Transit	Market Street is a logical transit priority spine to serve the core of an expanding UWT, with a continuation to Jefferson Avenue to serve a growing Brewery District. This project also presents an opportunity for the coordinated construction of a complete street.

1.4. Joint-Use YMCA Recreational Facility

New facility in former Longshoreman's Hall

Priority	Status	Lead	Funding	Discussion
<i>Medium</i> – supports future growth of UWT and the Subarea	MOU signed	YMCA, UWT	YMCA, UWT	3-floor, 50,000 to 70,000 sf facility, construction begins in 2014

2. Foss Waterway Projects				
2.1. Foss Waterway Esplanade				
<i>Complete the Esplanade to provide public access to the entire Foss Waterway west waterfront</i>				
Priority	Status	Lead	Funding	Discussion
<i>High</i> – key open space feature and economic development catalyst	Phased construction is ongoing	FWDA, City of Tacoma	City of Tacoma, PSRC, PCRC, CERB Grants	Approximately one third of the planned 1.5-mile Esplanade on the west side of the Foss Waterway has been completed. Funds have been acquired to complete another 410-foot section located between the Murray Morgan Bridge and the Seaport Museum. Completing the remaining sections would provide an important open space asset to support the open space needs of a growing South Downtown and provide a regional waterfront attraction.
2.2. Dock Street Utilities Upgrade				
<i>Improve utility infrastructure to support future redevelopment on Dock Street between 11th and 4th Streets</i>				
Priority	Status	Lead	Funding	Discussion
<i>High</i> – prerequisite for redevelopment of several Waterway properties	Need identified	City of Tacoma, FWDA	City of Tacoma Public Works; estimated \$6 million budget	Tacoma Public Works has identified the wastewater system in this area as “in need of rehabilitation or replacement,” but has not yet scheduled the project. Other utilities, including power, natural gas, and potable water are also expected to need capacity upgrades to support available development capacity.
2.3. Waterway Park				
<i>Create a new public park on the FWDA property located adjacent to D Street at the head of the Waterway</i>				
Priority	Status	Lead	Funding	Discussion
<i>Medium</i> – public access to the Waterway already available nearby	Remediation completed in November of 2012, construction schedule not yet determined	FWDA	City of Tacoma, FWDA, Metro Parks Tacoma	For the past several years, the FWDA, the City of Tacoma, and Metro Parks Tacoma have been planning to convert this site into a public park. A \$1.2 million soil remediation of the former American Plating site on the Waterway Park site was completed in November of 2012. Acquisition and development of Waterway Park is specifically identified within the 2007-2013 Metro Parks Tacoma Capital Improvement Plan.
2.4. Central Park				
<i>Create a new waterfront access public park in the central portion of the Foss Waterway</i>				
Priority	Status	Lead	Funding	Discussion
<i>Medium</i> – key open space feature and redevelopment catalyst but it is not an immediate need	Early planning stages	City of Tacoma, FWDA	City of Tacoma, FWDA, private development	The west side of the Waterway has parks at its north and south ends. Locating a park midway between would fill an important gap. The FWDA has recently purchased a 0.7-acre vacant waterfront property at 1147 Dock Street as the site for a future Central Park.

2.5. Remote Parking for the Foss Waterway

Provide parking west of Dock Street to accommodate visitors to the Waterway

Priority	Status	Lead	Funding	Discussion
Medium – the need for parking will increase over time as the Waterway builds out	Need identified	City of Tacoma, FWDA	City of Tacoma, FWDA	<p>Lack of space along the Waterway shoreline creates a potential parking shortage. To address this issue, the 2005 Thea Foss Waterway Design and Development Plan includes the following recommendations:</p> <ul style="list-style-type: none"> • Work to construct structured parking over the railroad tracks near downtown and at other remote locations • Encourage the public use of the surrounding parking lots to meet the parking needs of the Waterway <p>The FWDA has identified the Hood Street area and parking facilities in the vicinity of 11th Street as a potential site for remote parking. Another potential site is the area beneath I-705 adjacent to A St, between Puyallup Avenue and East 22nd Street, but a pedestrian bridge over the tracks to Dock Street would be necessary to make it practical.</p>

2.6. Foss Waterway Seaplane Float

Address the current lack of a seaplane facility on Commencement Bay

Priority	Status	Lead	Funding	Discussion
Low – not a key factor in achieving South Downtown’s primary goals	Initial planning work in progress	FWDA	City of Tacoma, FWDA, WSDOT, private	<p>The Tacoma Waterfront Association and others have been campaigning for a seaplane facility on the waterway to handle both private and commercial seaplane operations. Pierce County’s only public seaplane float is on Lakewood’s American Lake. Initial planning work for a float at the north end of the waterway near Commencement Bay is currently being funded by a \$30,000 grant from the Washington Department of Transportation and \$5,000 from private sources.</p>

3. Non-motorized Connectivity Projects				
3.1. Prairie Line Trail				
<i>Continue the trail south of 21st Street and north of 17th Street to create a signature open space and pedestrian/ bicycle trail for South Downtown</i>				
Priority	Status	Lead	Funding	Discussion
<i>High</i> – important both as an open space element and a near term economic development catalyst for the Brewery District	Planning and design in progress, construction funds not yet secured	City of Tacoma	City of Tacoma	The Prairie Line Trail is one of the most important public infrastructure investments in South Downtown. The Trail will provide open space and non-motorized connectivity to support projected population and job growth, and it will also help catalyze private redevelopment adjacent to the trail. The City is currently in final negotiations to purchase the Prairie Line property from BNSF Railroad.
3.2. Pedestrian Bridge across railroad tracks at the head of the Foss Waterway				
<i>Improve pedestrian access to the Waterway and Esplanade from the Brewery and Dome Districts</i>				
Priority	Status	Lead	Funding	Discussion
<i>High</i> – would close a key connectivity gap in the South Downtown open space network	Early conceptual phase	City of Tacoma, FWDA	City of Tacoma, FWDA	The closure of the A Street railroad crossing introduced a significant connectivity barrier for pedestrians wishing to access the Foss Waterway from the Brewery District. A pedestrian bridge over the tracks would restore this lost connectivity, as proposed in the 2008 <i>Tacoma Dome District Development Strategy Update</i> . There is sufficient public land on either side of the tracks to accommodate a bridge. A bridge in this location would enable the use of the parking under I-705 for access to the Waterway.
3.3. Tacoma Dome Station Access Improvements				
<i>Improve non-motorized access to Tacoma Dome Station by implementing the actions identified in Sound Transit’s Sounder Station Access Study</i>				
Priority	Status	Lead	Funding	Discussion
<i>High</i> – relatively modest investments that would have a positive near-term impact on the neighborhood	Programmed for 2019; seeking to advance schedule	City of Tacoma, Sound Transit	City of Tacoma, Sound Transit	The <i>Access Study</i> identifies street lighting, bike lanes on Puyallup Avenue, East L Street, and East McKinley Way, and improvements at the intersection of Puyallup Avenue and East C Street. All of the improvements associated with Puyallup Avenue could potentially be completed as part of the proposed Puyallup Avenue Reconfiguration (see Project 5.2).
3.4. Pedestrian Bridge from Freighthouse Square to East 26th Street				
<i>Improve pedestrian access between the Sounder Station and the Tacoma Dome</i>				
Priority	Status	Lead	Funding	Discussion
<i>Medium</i> – not a critical pedestrian connection, but could be a redevelopment catalyst for sites on East 26th Street	Proposed as a concept only	City of Tacoma, WSDOT	Sound Transit, WSDOT	A pedestrian bridge at this location was proposed in the 2008 <i>Tacoma Dome District Development Strategy Update</i> , and was later identified as a potential improvement project in Sound Transit’s 2012 <i>Sounder Station Access Study</i> . WSDOT’s proposed relocation of the Amtrak station to Freighthouse Square would present an opportunity to construct the bridge.

3.5. Hillside to Brewery District Pedestrian Corridor

Improve pedestrian connectivity between the two neighborhoods

Priority	Status	Lead	Funding	Discussion
<i>Medium</i> – it is an important component of the future open space network	Proposed as a concept in the Subarea Plan process	City of Tacoma	City of Tacoma	Though they are not far apart, steep topography creates a significant barrier to pedestrian flow between the Brewery District and the Hillside neighborhood to the west. An established pedestrian route fitted with pedestrian amenities would help knit together the two neighborhoods. One possible alignment would be along 23rd Avenue, which is a narrow, slightly angled street west of Jefferson Avenue. This alignment would allow the possibility of integration with redevelopment on the vacant City-owned properties, and the corridor could extend across Pacific to connect with a pedestrian bridge across the railroad tracks to the Foss Waterway.

3.6. Expansion of the 15th Street Bridge to Dock Street

Widen the bridge by 20 feet as part of the purchase agreement with BNSF Railroad for the Prairie Line property

Priority	Status	Lead	Funding	Discussion
<i>High</i> – critical open space connector between South Downtown and the Foss Waterway	Negotiations between the City and BNSF in final stages	City of Tacoma	City of Tacoma; \$1.5 million budget	This project would improve an important open space connection.

4. Open Space Projects				
4.1. Holgate Shared-Use Street				
<i>Create a pedestrian-friendly, slow-travel, shared-use street on Holgate between 23rd and 26th Streets.</i>				
Priority	Status	Lead	Funding	Discussion
High – important both as an open space element and a near-term economic development catalyst for the Brewery District	Proposed as a concept	City of Tacoma	City of Tacoma	The 2010 <i>Brewery District Development Concept Study</i> proposed a redevelopment catalyst site located on Holgate St. between 21st and 23rd Streets, with Holgate Street being transformed into a shared-use street and farmer’s market location. A shared-use street is a space that can be safely used simultaneously by cars (parked and moving), pedestrians, cyclists, and even children at play. Shared-use streets typically have plaza-like paving, no curbs, and a variety of street furniture and traffic calming devices. A shared-use street would create a unique new identity for the area and help promote redevelopment. The project could be implemented in small, community-driven phases.
4.2. B Street Gulch Natural Drainage System				
<i>Create a showcase natural drainage system that provides public education and filters stormwater runoff from surrounding streets before it enters the Foss Waterway</i>				
Priority	Status	Lead	Funding	Discussion
Medium – would improve water quality and elevate the sustainability image of the Subarea	Loosely-defined concept has been proposed	City of Tacoma	City of Tacoma, non-profit partners	The unused green space along the former B Street ROW, much of which is at depressed elevation, is an opportune location for a natural drainage corridor. Public access for educational purposes could consist of viewpoints into the gulch from above or direct access to some areas. A pedestrian or bicycle trail connecting to points further south could be integrated. The Center for Urban Waters, Puget Sound Partnership, and Citizens for a Healthy Bay are potential partners.
4.3. Community Gardens				
<i>Establish new community garden spaces to serve a growing South Downtown population</i>				
Priority	Status	Lead	Funding	Discussion
Low – need will increase over time as South Downtown redevelops	Community desire expressed	City of Tacoma	City of Tacoma, community groups	There are three existing community gardens in South Downtown, but they are all located in the northwest portion of the Subarea. As South Downtown grows, there will be a need for community gardens located further south and east in the Brewery and Dome Districts.
4.4. Dome District Pocket Parks				
<i>Plan for future small-scale “pocket” parks to serve local open space needs as the neighborhood densifies</i>				
Priority	Status	Lead	Funding	Discussion
Low – not an immediate need, but planning for future pocket parks could help to catalyze adjacent redevelopment	Conceptual	City of Tacoma	City of Tacoma	Pocket parks are small public parks often created on a single vacant parcel or on small, irregular pieces of land. They are too small for physical activities, but can provide greenery, a place to sit, a children’s playground, or a historic monument. Pocket parks would provide relief from the Dome District’s highly urban, industrial character.

5. Infrastructure Projects				
5.1. Brewery District Complete Streets Improvement Project				
<i>Implement the Complete Streets concept on a network of streets in the Brewery District</i>				
Priority	Status	Lead	Funding	Discussion
<i>High</i> – long-term economic development catalyst; would also further the Subarea Plan Vision to expand transportation choices	In February of 2013, the project was submitted to the Puget Sound Regional Council (PSRC) for inclusion in their 2014 update to Transportation 2040	City of Tacoma	State funds allotted by the PSRC; \$40 million proposed budget	The proposed network of streets to be improved spans from Pacific Avenue to Jefferson Street and from South 19th Street to South 25th Street, with South 19th Street and South 21st Street extending to Tacoma Avenue South. Improvements would include bike lanes, sidewalks, street bulbouts, transit improvements, signalization, channelization, stormwater, utilities and more to transform several arterial streets into a multimodal network that improves efficiency for all modes of transportation. The project would also improve connections to the LINK Light Rail and to the regional multimodal and intermodal transportation center in the Dome District.
5.2. Puyallup Ave Reconfiguration				
<i>Transform Puyallup Ave into a pedestrian-friendly, multi-modal street</i>				
Priority	Status	Lead	Funding	Discussion
<i>High</i> – powerful placemaking element and near-term redevelopment catalyst for the Dome District	Planning in progress; grant applied for	City of Tacoma	City of Tacoma; estimated \$13.7 million budget	Puyallup Avenue in the Dome District is currently a multi-lane, high-speed, motor-vehicle dominated street that is a hostile place for pedestrians and cyclists. The City is developing a design that would convert the street into two travel lanes, adding bike lanes, curb bulbs, and widened sidewalks. Because Puyallup Avenue is an important transit street, the success of this project will hinge on extensive collaboration with Pierce Transit and Sound Transit.
5.3. Jefferson Ave Complete Street				
<i>Coordinate wastewater repair with the transformation of Jefferson Avenue between 21st and 25th Streets into a street that meets Tacoma’s Complete Streets guidelines</i>				
Priority	Status	Lead	Funding	Discussion
<i>High</i> – important near-term redevelopment catalyst	The wastewater component of the project has been scheduled for 2013-2014; integrated concept arose out of Subarea planning process	City of Tacoma Public Works	City of Tacoma	<p>Jefferson Avenue between 21st and 23rd Streets has been scheduled for wastewater and potable water repair in 2013-2014. That portion of Jefferson Avenue is adjacent to prime catalyst project redevelopment sites on City-owned land. Ideally, the street upgrade would be extended all the way to 25th Street. The renovation of Jefferson Avenue would help to catalyze redevelopment, and is aligned with the Hillside Development Council Vision, which states:</p> <p><i>The Jefferson Avenue and Market Street corridor should become the high-density spine for the district as well as the whole of Tacoma’s downtown.</i></p> <p>Furthermore, this project would serve as a demonstration of how the City can coordinate infrastructure upgrades.</p>

5.4. South C Street Upgrade				
<i>Create a “Complete Street” on C Street between South 21st Street and South Tacoma Way</i>				
Priority	Status	Lead	Funding	Discussion
<i>High</i> – adjacent to important catalyst redevelopment sites	Proposed in the 2010 <i>Brewery District Development Concept Study</i>	City of Tacoma	City of Tacoma, private developers	South C Street is an important connector from the UWT campus into the heart of the Brewery District and has the potential to become a signature street for South Downtown. The ROW is wide enough accommodate ample sidewalks, parking, and bike lanes if desired. Construction could be coordinated with power line undergrounding, if implemented. Wastewater upgrades were made in 2012, which was a missed opportunity for coordination.
5.5. East C Street Green Street				
<i>Create a street with natural drainage features between America’s Car Museum and the Foss Waterway</i>				
Priority	Status	Lead	Funding	Discussion
<i>Low</i> – long-term project, dependent on future development in City-owned surface parking lot	Proposed in the 2008 <i>Tacoma Dome District Development Strategy Update</i>	City of Tacoma	City of Tacoma	The slope offers an opportunity to demonstrate green pedestrian amenities and natural drainage features such as curbside bioswales; could connect to the Waterway across the railroad tracks via a pedestrian bridge. Potential for partnerships with the Center for Urban Waters, Puget Sound Partnership, and Citizens for a Healthy Bay.
5.6. South 21st Street Upgrade				
<i>Improve pedestrian environment and vehicle travel efficiency</i>				
Priority	Status	Lead	Funding	Discussion
<i>High</i> – South 21st Street is one the most important connectors in the Subarea	Prairie Line Crossing reconfiguration is in planning stages	City of Tacoma	City of Tacoma	This street has issues with steep slopes, unmarked intersections, and lack of sidewalks in some areas
5.7. Wastewater Upgrades				
<i>Replace or renovate aging wastewater lines to ensure sufficient capacity for redevelopment</i>				
Priority	Status	Lead	Funding	Discussion
<i>High</i> – would mitigate a major source of developer risk and a barrier to redevelopment	In progress citywide and ongoing	City of Tacoma Public Works	City of Tacoma	In many cases, water mains are scheduled to be replaced in conjunction with wastewater replacement. Construction should be coordinated with “complete streets” upgrades whenever possible. Projects implemented in 2012 include Market Street between 17th and 21st Streets and C Street between 21st and 25th Streets. Projects for 2013-2014 include 21st Street between C Street and Jefferson Avenue and Jefferson Avenue between 21st and 23rd Streets.
5.8. Brownfield Remediation				
<i>Prepare city-owned properties for redevelopment by remediating soil contamination</i>				
Priority	Status	Lead	Funding	Discussion
<i>High</i> – brownfields are a major impediment to redevelopment	Several likely contamination sites have been identified	City of Tacoma	EPA Grants, WA State Dept. of Commerce Grants	Suspected contamination on City-owned land near Jefferson and 21st, and in the ROW at Holgate and 24th Street. In late 2012, the City of Tacoma applied for an EPA Brownfields Assessment Grant for the South Downtown Subarea. This grant would fund additional assessment but not remediation.

6. Transportation Projects

6.1. LINK Light Rail Extension

Provide access to light rail transit to a larger portion of Tacoma

Priority	Status	Lead	Funding	Discussion
High – would improve connectivity for South Downtown and promote economic development	Planning stages	Sound Transit	Sound Transit	Several alignment options are being studied by Sound Transit.

6.2. Amtrak Station Relocation

Relocate Amtrak Station to Freighthouse Square for planned Point Defiance bypass route

Priority	Status	Lead	Funding	Discussion
High – new Amtrak station in the heart of the Dome District would be a major neighborhood asset	Planning in progress, design process initiated	WSDOT	Funded as part of the bypass project	WSDOT will relocate the Amtrak station to the Freighthouse Square building, which can be expected to play a major role in the rejuvenation of the building and its tenant businesses. The community has raised concerns about parked trains blocking South C and South D Streets and has requested that the station platform be moved to the east; Sound Transit's planned reconstruction of the trestle could accommodate this move.

6.3. Parking for Relocated Amtrak Station

Meet the parking needs of the new Amtrak Station without compromising goals to create a walkable neighborhood

Priority	Status	Lead	Funding	Discussion
High – need for an innovative parking solution should be addressed as soon as possible to avoid an unfavorable outcome	RFP for station design issued, parking solution not yet determined	WSDOT	Funded as part of the bypass project	The existing Amtrak station on Puyallup Avenue has 81 surface parking stalls, including six handicapped stalls. The Dome Business District Association has suggested two potential development sites that could integrate parking: (1) the vacant parcels owned by the Puyallup Tribe on East 26th Street, and (2) the former Mattress Factory site at Puyallup Avenue and East G Street.

6.4. Dome District Quiet Zone

Establish a quiet zone to reduce Souder commuter train horn noise

Priority	Status	Lead	Funding	Discussion
High – train horn noise is a serious detractor to livability in the Dome District	Problem and solution have been identified by the Dome Business District Association	City of Tacoma, Sound Transit	Requires only minimal administrative funding	Train horn noise has a significant negative impact on the business environment and quality of life in the Dome District. This problem arose after the Souder extension to Lakewood opened in the Fall of 2012.

6.5. SR-509/East D Street Slip Ramps				
<i>Construct new exit ramps connecting East D Street and SR-509</i>				
Priority	Status	Lead	Funding	Discussion
<i>High</i> – will improve access to the Dome District	Preferred alternative identified	City of Tacoma, WSDOT	WSDOT	Completes necessary links between SR 509, the Thea Foss Waterway area, the Tacoma Dome District, the Tideflats area and the BNSF Intermodal yard; takes advantage of previous transportation investments, including the recently-constructed D Street Overpass project and the Tacoma Dome Station regional transit facilities.
6.6. Tacoma Avenue South Bridge				
<i>Renovate the aging bridge that connects South Downtown to neighborhoods to the south</i>				
Priority	Status	Lead	Funding	Discussion
<i>High</i> – important motor vehicle infrastructure	Construction is expected to begin this fall and last approximately one year.	City of Tacoma	City of Tacoma; \$9 million budget	The bridge is an important motor vehicle connection to South Downtown. Deterioration of the bridge’s beams, sidewalks, guardrails and deck have resulted in lane closures and weight restrictions. The project will fortify the beams, replace the bridge deck, add a new coat of paint, and widen the bridge deck from 50 feet to 58 feet.



FIG. 11-1 The Dome District is well-served by transit, an asset that adds value to potential catalyst projects in this area.

11

CATALYST PROJECTS

The launching of catalyst development projects is one of most important and immediate objectives of the Subarea Plan. In short, catalyst projects are the near-term fuel to get the long-term redevelopment engine started. The redevelopment of the UWT campus has demonstrated how great things can be achieved. The crucial next step for South Downtown is to attract private investment.

Given current market rents and cost of construction combined with the lingering recessionary climate, there has been very little new private development in South Downtown in recent years. In such a scenario, pioneering projects are critical for helping to prove the market and reduce developer risk. Because the risk assumed by the first new development project in an unproven market area is typically relatively high, the successful launching of a catalyst project calls for targeted strategies that reduce developer risk and improve the financial pro forma. The sections below present strategies for promoting catalyst projects, followed by a discussion of the most promising catalyst sites in the South Downtown Subarea.

STRATEGIES

Public-private partnerships

Public-private partnerships are one of the most powerful and appropriate tools for promoting catalyst projects in South Downtown. In general, public-private partnerships involve a public entity providing support for a private development in exchange for public benefits provided by the development. This support most often takes the form of discounted land but may also include special loans, tax abatements or exemptions, code departures, or fast-track permitting.

The type of public benefit required for a public-private partnership can vary widely. For development projects, it typically involves the provision of extra public amenities such as open space, a community center, or affordable housing. In the case of South Downtown under current economic conditions, it could be argued that redevelopment in itself would provide sufficient public benefit to justify the City's support of a public-private partnership. Recent public-private partnerships in Tacoma include the Foss Waterway Esplanade, the Center for Urban Waters, the Greater Tacoma Convention and Trade Center, and the South Park Parking Garage/Pacific Plaza.

Developer RFPs

Public-private partnerships can be initiated with a Request for Proposals (RFP) for specific development sites. An RFP spells out the all of the development conditions that must be met, which may include criteria such as program, design standards, financials, or specific public benefits. To increase the incentive for developers, RFPs can be crafted to offer a "development-ready" package that could include:

- Conceptual designs and program
- Zoning or other regulatory adjustments

- Incentives for defined public amenities
- Mandatory or optional criteria based on community input
- Economic feasibility and pro forma studies
- Architectural massing and capacity studies
- Plans for a phased buildout

After packaging the RFP, the City proceeds with a transparent, competitive process to solicit developer proposals and select a private developer best suited to complete the project.

Land Acquisition

The availability of publicly-owned land is a key ingredient for most public-private redevelopment projects. The City of Tacoma, agencies such as Sound Transit, and other municipal entities often own properties that they no longer need. Unfortunately, these entities are usually required by law to sell their properties at fair market value. In this case, a public-private partnership can stipulate that specific public benefits be included in the development that compensate for the sale of the land at below market value. However, in a weak real estate market such as currently exists in South Downtown, any such agreement must be carefully crafted to ensure that the development requirements do not negate the benefits of reduced land cost. Another potential solution would be to create legislation at the State level that would allow governmental entities to transfer or sell surplus properties to private nonprofits for less than fair market value provided the land is used for the public benefit of affordable housing, as proposed in Chapter 5.

Cities also have the option of proactively assisting in the acquisition and consolidation of land to initiate a desired redevelopment. For example, the City of Seattle is currently establishing a program to provide “Transit-Oriented Development Acquisition Loans.” Funded in part through a federal grant, the loan program is intended to assist housing developers in purchasing vacant properties near light rail stations for mixed-use projects that include affordable and market rate housing

as well as commercial space. As is the PSRC’s Growing Transit Communities Partnership (GTC) exploration of the prospects for establishing a Regional TOD Affordable Housing Fund. A TOD Fund would facilitate the acquisition of developable land in high-capacity station areas, after which the land would be offered to affordable housing developers, most likely at a discounted rate.

Infrastructure

Construction of new infrastructure can provide a strong incentive for promoting catalyst projects. Infrastructure investments in the vicinity of a development site demonstrate the City’s commitment to the neighborhood, reduce developer risk, and increase the value of future development. Although such investments may not provide the basis for a formalized public-private partnership, they are conceptually similar because they involve the public support of development provided in return for the public benefit of the development itself.

A wide range of public infrastructure investments can help to catalyze redevelopment, including street reconfigurations, transit stations, utility upgrades, undergrounding of overhead power lines, creation of new public open space, streetscape improvements, and brownfield remediation. To enhance the catalytic power of improved infrastructure, cities can identify redevelopment “hot spots” around which to prioritize investments. These hot spots would be locations in which development conditions are already relatively favorable but that may need a slight additional incentive to become attractive to developers.

Public Development Authorities

A Public Development Authority (PDA) could be an effective tool for promoting and coordinating redevelopment in targeted areas of South Downtown. Most importantly, a PDA would help compensate for the high degree of risk associated with being one of the first private development projects in a largely unproven market such as South Downtown.

PDA's are quasi-municipal corporations that can be established by cities and counties in Washington State under RCW 35.21.730. They are unique, independent entities that are legally separate from their municipality, allowing accomplishment of public-purpose activities without assumption into the regular functions government. A PDA is governed by a volunteer board, which sets policies and oversees activities and staff. The City of Tacoma has established several PDA's, including the Foss Waterway Redevelopment Authority (FWDA) and the Tacoma Community Redevelopment Authority.

In 2011, the City hosted an Urban Land Institute Technical Advisory Panel on the redevelopment potential of the Brewery District. One of the four principal recommendations of the panel's report stated the following:

“Successful planning and development will possibly depend upon the creation of an independent non-profit or quasi-governmental partner, such as a Community Development Corporation (CDC), Public Development Authority (PDA), or other community renewal entity that is focused, equipped with appropriate expertise; and able to assume financial risk.”

The report adds:

“[A PDA] has public financial tools potentially at its disposal, including bond-based revenue streams that can be used for financing purposes, and can be empowered with condemnation authority. A PDA can be designated as a community renewal agency for certain goals pursuant to a development strategy established by the city, and both types have access to tax-free financing.”

The FWDA is a highly relevant local example of how a PDA can be a powerful force in the proactive promotion of redevelopment in a targeted area. A new PDA need not be as extensive as the FWDA. Rather, it could be focused on a much smaller area in South Downtown, such as the Public Works properties around Holgate and 24th Streets, or on Freighthouse Square alone.

Community Development Corporations

Community Development Corporations (CDCs) are similar to PDA's in many ways, but they are truly private not-for-profit entities that are independent from the City. CDCs are not bound by laws covering public construction, can access foundation and other philanthropic funds, and can use tax-exempt financing, though at a higher cost than quasi-governmental entities. The Pierce County CDC focuses on providing low and moderate-income housing. One relevant non-local example is the Codman Square CDC in Boston that creates “housing and commercial spaces that are safe, sustainable, and affordable, promoting financial and economic stability for residents and for the neighborhood.”

A Community Land Trust (CLT) is a variation on a CDC that acquires and holds land as a means to develop and steward affordable housing, community gardens, civic buildings, commercial spaces or other assets on behalf of a community. A CLT acquires multiple parcels of land throughout a targeted geographic area and retains ownership in perpetuity. Development on the property is owned by individuals, or by nonprofit, governmental, or for-profit entities. A CLT in South Downtown could play a catalytic role by providing access to land for development projects that have community support.

Adaptive Reuse

South Downtown has a significant stock of underutilized industrial and commercial buildings that have the potential to become catalyst projects through renovation and repurposing. To help encourage this potential, the City recently adopted new land use code language that applies to “Live-Work” and “Work-Live” uses in downtown, including all of the South Downtown Subarea (see Chapter 4 of this Plan for details). The new code is intended to remove barriers to the conversion of existing buildings to Live-Work and Work-Live uses, which enable a unique, economical solution for both housing and commercial space. Although these projects may be relatively small in scale, they have great potential to act as seeds that set the stage for ongoing redevelopment and business investment.



FIG. 11-2 The Center for Urban Waters research facility, located on the Foss Waterway.



FIG. 11-3 Tacoma's Museum of Glass.



FIG. 11-4 MakerHaus, a shared workshop and creative incubator space located in Seattle's Fremont neighborhood.



FIG. 11-5 Melrose Market, an indoor marketplace in Seattle that provides small retail spaces for local vendors.

Attracting Investment

An important component of promoting catalyst projects is defining and marketing the opportunity. Developers need to be educated regarding South Downtown's unique assets and its undiscovered appeal for both housing and businesses. The general public needs to be educated about South Downtown's existing attractions as well as its prospects to be great place to live, learn, work, and play. A range of opportunities that could help to attract development are discussed below.

Several previous reports have recognized South Downtown's potential as a business incubator and advantageous location for green technology and small scale production as well as artistic, culinary and other creative businesses (see the Downtown Element of the *Comprehensive Plan*, the 2010 *Brewery District Development Concept Study*, the 2005 *Public Market Feasibility Study*, and the 2003 *Downtown Tacoma Retail Strategy*). South Downtown is in a good position to support the creation and expansion of a range of dynamic niche businesses, including:

- Activities related to outdoor recreation, such as a climbing gym or shooting range, that complement Tacoma's access to the great outdoors
- Green infrastructure design and construction businesses that could collaborate with the Center for Urban Waters
- Craft breweries or distilleries that could capitalize on the area's rich history of brewing, including the potential for utilization of the artesian wells that originally attracted breweries to Tacoma
- Arts and crafts production and education - glass blowing in particular - related to the Glass Museum
- Technology and software, tapping synergies with UWT programs such as the Institute of Technology
- Light manufacturing that builds on the existing local manufacturing base
- Creative incubator work spaces, such as Makerhaus in Seattle

- Locally-oriented marketplace (potentially at Freighthouse Square), such as Seasons Marketplace in Milpitas, CA, or Melrose Market in Seattle
- Shared office spaces, such as Suite 133 in downtown Tacoma, Regus in Tacoma’s Wells Fargo Plaza, or Office Nomads in Seattle

South Downtown’s low housing prices, great urban character, spectacular natural surroundings, university campus, and access to high-quality transit all make it a desirable place to live for a growing demographic of both millennials and downsizing baby boomers. Although typical midrise market rate multifamily projects are likely to be developed in the area, South Downtown also presents exceptional opportunities for less conventional housing options, including:

- Affordable artist housing that supports the area’s artist community. Such projects often include integrated living and studio work spaces. Examples include the WAV project in Ventura, CA, and Hiawatha Lofts by Artspace in Seattle.
- Non-profit student housing projects can access tax-credit financing because students fall into the low-income category. Relevant precedents include a partnership between non-profit West CAP and two Wisconsin colleges to develop student housing and College Houses, a non-profit student housing cooperative owned and managed by its residents.
- South Downtown has numerous historic structures that could be renovated and converted to desirable loft-style housing. Local examples include Albers Mill, Harmon Lofts, and the Hunt-Mottet Lofts.
- South Downtown’s stock of underutilized industrial and commercial buildings could be renovated to create economical Live-Work and Work-Live spaces.
- Co-housing is an arrangement in which a housing development or apartment building is owned by a nonprofit organization. The people who live in the housing are shareholders in the organization that owns the property. This arrangement enables increased buying power and presents a potential alternative to traditional financing that may not be feasible in South Downtown.



FIG. 11-6 Office Nomads, a coworking community in Seattle.



FIG. 11-7 The renovated Albers Mill Lofts building.



FIG. 11-8 The WAV (Working Artists Ventura) project.



FIG. 11-9 Jackson Place, a cohousing community located in Seattle.



FIG. 11-10 Wayfinding signage on Pacific Avenue.



FIG. 11-11 Tacoma's 6th Avenue Farmer's Market.



FIG. 11-12 A parklet in San Francisco. Parklets are public space interventions that convert street parking spaces into small community parks.

Lastly, there are a range of strategies that the City could pursue to market and brand South Downtown to better attract private investment in new buildings and businesses, including:

- Engage developers operating regionally or nationally; target innovative non-profit developers such as Artspace (Minneapolis), Place (Minneapolis), or Jonathan Rose Companies (New York)
- Allow and encourage interim uses such as pop-up retail and food trucks
- Hold design competitions for innovative design solutions on selected sites
- Fund public art, including small-scale, community-driven projects
- Create a prominent wayfinding system for South Downtown (build on the City's current efforts on Pacific Avenue)
- Emphasize connections to the Foss Waterway and water-based recreation
- Establish a farmers market
- Program activities on the Foss Esplanade
- Encourage the creation of community-based urban farms on vacant land
- Engage the UWT planning department to develop visions and plans for South Downtown
- Create a combined marketing program for the museums and local hospitality providers
- Implement small-scale interventions such as the Parklets Program in San Francisco or City Repair in Portland

SOUTH DOWNTOWN CATALYST SITES

There are numerous sites within the South Downtown Subarea that have potential for catalyst redevelopment. Table 11-3 provides a summary of publicly owned sites that offer the best opportunities for catalyst projects in the Subarea. Because these sites are owned by the City or public agencies, public-private partnerships are an available tool that could be implemented to encourage redevelopment. The Subarea’s potential catalyst sites, organized by District, are discussed below. The discussion also addresses a handful of privately-owned sites that stand out as important potential redevelopment catalysts for the Subarea. The City does not have any direct control over these sites but should take into account their potential as catalysts when coordinating plans and prioritizing the location of infrastructure upgrades and investments.

Brewery District

Given its central location near the UWT Campus, the Dome District, the Foss Waterway, and the Hillside, near-term redevelopment projects in the Brewery District would be particularly beneficial for catalyzing redevelopment throughout the Subarea and for knitting together the districts of South Downtown.

Holgate Market

Some of the most promising catalyst sites in the South Downtown Subarea are located in a cluster between Jefferson Avenue, South C Street, South 23rd Street, and South 25th Street. Catalyst sites include the mostly vacant Public Works yard, and the renovation and repurposing of two Public Works maintenance buildings (see Table 11-1). A vision for catalyst project opportunities for these sites was described in detail in the 2010 *Brewery District Development Concept Study*, as illustrated in Figures 11-14 and 11-15.

Figure 11-14 shows new midrise development on the City-owned Public Works yard lots on Jefferson Avenue. The two buildings would provide approximately 240,000 square feet of space for a mix of possible uses, including:



FIG. 11-13 Holgate Street in the Brewery District.



FIG. 11-14 A conceptual rendering illustrating the potential for site development on Jefferson Avenue and the adaptive reuse of existing buildings on Holgate Street.



FIG. 11-15 A conceptual plan drawing illustrating Holgate as a brick-paved shared-use street and the potential for a landscaped pedestrian pathway between the repurposed buildings and new development along Jefferson Avenue.



FIG. 11-16 The City Streets and Grounds Building, view from South C Street.



FIG. 11-17 The City Maintenance Building, view from South Holgate Street.



FIG. 11-18 A conceptual rendering of Holgate Street as a shared-use street framed by the renovated City buildings.



FIG. 11-19 The former Police Station site on Jefferson Avenue.

- High-bay flex tech office space
- Workshops and ground-floor work spaces with galleries along the Prairie Line
- Ground-floor retail and services along Jefferson Avenue
- Mid-level and sub-grade parking garages for project occupants
- Mixed-income housing for artists or students
- Market rate units for individuals or couples

Figure 11-19 depicts renovations of the City’s Streets and Grounds and Maintenance Buildings fronting on Holgate Street, illustrating how the street could function as a location for an outdoor farmers market. This type of farmers market has the potential to form the social heart of the Brewery District and would breathe new life into the neighborhood.

The 27,000 sf, heavy timber-framed Streets and Grounds building has great potential to provide a unique place for restaurants, cafes, or bars. The estimated cost for the renovation of this building is between \$2.5 to \$X million. The 28,400 sf Maintenance Building has an industrial character that could be appropriate for a high-ceiling gallery, performance venue or community space on the ground floor with offices on the upper floor. It would cost an estimated \$3.5 - \$4.2 million to renovate.

Former Police Station Site

This 6-acre vacant site on two blocks between Jefferson Avenue, Tacoma Avenue South, South 21st Street, and South 23rd Street has immense development potential. The site is ideally located just south of the UWT campus, and its east facing slope affords spectacular views. Unfortunately, the land is encumbered with \$12.3 million of debt and must be sold at a minimum of fair market value.

The 2010 *Brewery District Development Concept Study* proposed two options for relatively high density mixed-use development with up to 1,200 units of housing and

110,000 square feet of commercial space, as illustrated in Figure 11-20. Note that the high-rise towers in Option 2 would not be allowed under current zoning but are included to illustrate how increased height can enable the provision of more open space.

Given this site's large land area and significant financial encumbrances, the City could consider pursuing redevelopment in smaller phases. The logical first phase to develop would be the parcels fronting on Jefferson Avenue. A mid-rise, mixed-use residential project targeted at students would be an appropriate use. The City should investigate whether or not the debt obligation could be removed from specific parcels if they were to be redeveloped with tax-credit-financed affordable housing.

Pierce County Maintenance Garage

Pierce County owns a vehicle maintenance facility on a 0.4-acre site located at Pacific Avenue and South 24th Street. The facility has a large surface parking lot fronting on Pacific Avenue that compromises the streetscape and degrades the important pedestrian connection along the street. The location on the prominent intersection of Puyallup and Pacific Avenues has great visibility. The site slopes up from Pacific Avenue to Commerce Street. A building could be constructed to have a parking level that is accessed from Commerce Street stacked above a ground-floor retail level fronting on Pacific Avenue.

concept framework baseline: Option 1

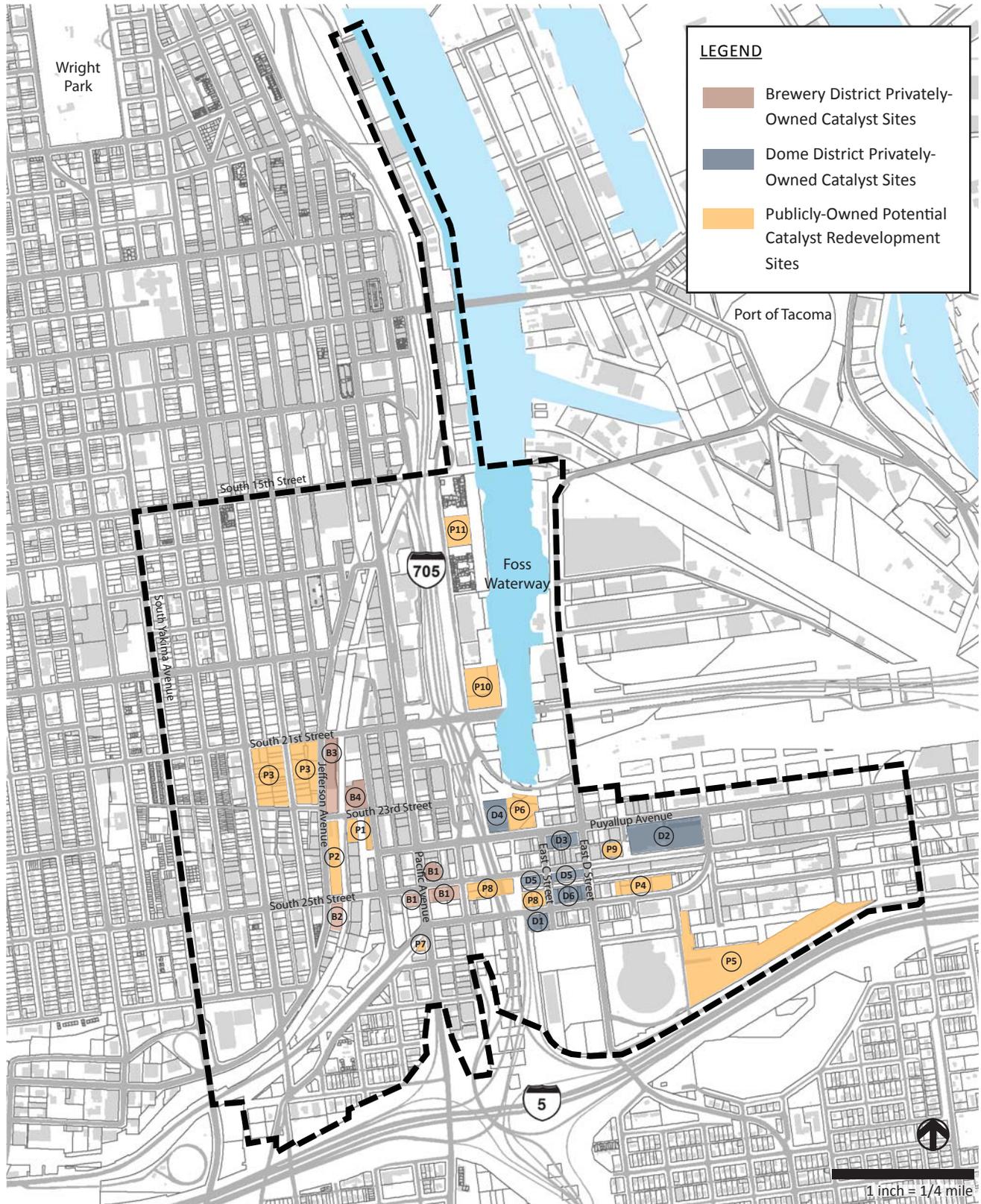


concept framework amenity: Option 2



FIG. 11-20 Two conceptual design options for mixed-use development on the former Police Station site.

FIG. 11-21 SOUTH DOWNTOWN CATALYST PROJECT SITES



Key Privately-Owned Potential Catalyst Sites

In addition to the publicly-owned sites discussed above, there are several privately-owned sites in the Brewery District that could be potent catalysts if redeveloped. Because these sites are privately owned, the City has no direct control over their redevelopment. However, the sites are noted here to highlight their important potential role in the future of South Downtown. The most significant sites are summarized in the table below:

TABLE 11-1 BREWERY DISTRICT PRIVATELY-OWNED CATALYST SITES

Location	Acres	Description
B1: 25th Street and Pacific Avenue (3 parcels)	0.43, 0.77, 0.33	Key gateway intersection for the district adjacent to LINK light rail; potential for redevelopment of three of the four corners (excepting the Foremost Dairy building); potential consolidation with Sound Transit surplus property on southwest corner
B2: 25th Street and Jefferson Avenue	0.44	Vacant parcel; attractive location on key arterials and across from the Prairie Line Trail
B3: 21st Street and Jefferson Avenue	1.81	Attractive location adjacent to the UWT campus and the Prairie Line Trail; the “Jet Building” does not have significant historic value; could be renovated for a unique suitable use, or replaced with new construction
B4: 23rd Street and South C Street	1.1	Former Heidelberg Brewery site south of new Holiday Inn Express; large brewery building remains on the southern portion of the block; well-located adjacent to Prairie Line Trail

The Dome District

The South Sound region’s most important transit hub is located in the Dome District, but the area currently lacks housing and services to support a transit-oriented community. Redevelopment projects that bring housing to the district would be particularly beneficial for initiating a transformation toward a walkable, mixed-use center that can maximize the use of its transit assets. Catalyst projects will be most effective if they reinforce the core of the District, centered approximately at the intersection of East D and East 25th Streets.

Puyallup Tribe Site on 26th Street

The Puyallup Tribe owns 1.55 acres of vacant land at the top of the steep hill to the south of Freighthouse Square. The site is relatively flat and affords excellent views to the north. In light of current plans to relocate the Amtrak station to Freighthouse Square, this site has the potential to help meet the parking needs of station. The 25-foot hillside could be excavated for structured parking below the grade of 26th Street. A pedestrian bridge would be required to provide access across the tracks to the station. This bridge could also be designed to provide a public pedestrian connection to the areas surrounding the Dome, as proposed in the 2008 *Tacoma Dome District Development Strategy Update*.

Pierce Transit Site across from Freighthouse Square

With excellent access to multiple modes of transit and to Freighthouse Square, this half-acre parcel at East 25th Street and East E Street could be an attractive site for multifamily housing, although its appeal may be slightly compromised by the large parking garage directly to the east. The lot’s 130-foot depth and alley access make it an ideal site for underground parking, if needed. The high level of transit access at this site could justify a building with little to no parking. If it was an affordable housing project, the elimination of parking could significantly reduce the cost of development.



FIG. 11-22 A conceptual rendering of dense mixed-use development on the surface parking lot site just north of America’s Car Museum.



FIG. 11-23 Conceptual bird’s-eye view of pedestrian bridge and trail linking the Foss Waterway to the Brewery District.



FIG. 11-24 A conceptual site plan showing one potential site development strategy for the consolidated parcels along Fawcett Street.

Surface Parking Lot North of America’s Car Museum

This 4.7-acre surface parking lot has extensive development capacity, although the west portion of the site is constrained in height by a view corridor easement from America’s Car Museum. The 2008 *Tacoma Dome District Development Strategy Update* proposed a mix of office and high-rise residential development, along with new roads that would extend from 27th Avenue and East C Street into the site, as illustrated in Figure 11-22. This proposed buildout is relatively aggressive, including high-rise residential towers (note that the Museum’s view easement would prevent the development of the tower that is shown directly in front of it). A less aggressive buildout of midrise residential and office buildings is likely to be more appropriate for the real estate market anticipated in the near- to medium-term and would also provide significant density to support a transit-oriented community.

This site provides parking for Tacoma Dome events, and any loss of parking to development would need to be compensated for elsewhere—new structured parking located on City-owned surface lots east of the Dome are one potential solution. Because this site is so large and located relatively far from the district core, redevelopment would most likely be phased in over the long term.

Public Works Pump Station Site

This 1.26-acre site at Puyallup Avenue and East B Street was identified in the 2008 *Tacoma Dome District Development Strategy Update* as a potential site for an educational project linking a future natural drainage system in the “B Street Gulch” with the Foss Waterway. This link would take the form of a pedestrian trail and bridge over the tracks to the Foss Esplanade, as illustrated in Figure 11-23. Another option would be for the City to sell off the southern portion of the site for mixed use redevelopment that fronts on Puyallup Avenue. This would help improve the pedestrian streetscape and connectivity between the Brewery and Dome Districts. Much of the site is well below the grade of Puyallup Avenue, which could allow for the economical construction of below-grade parking.

Key Privately-Owned Potential Catalyst Sites

In addition to the publicly-owned sites discussed above, there are several privately-owned sites in the Dome District that would be important catalysts if redeveloped, summarized in the table below:

TABLE 11-2 DOME DISTRICT PRIVATELY-OWNED CATALYST SITES

Location	Acres	Description
D1: East 26th Street & East C Street	0.90	Current use is vehicle storage; site is already excavated below grade on 26th Street; adjacency to train tracks may limit uses to commercial
D2: East 25th Street & East G Street	1.86	In 2009, the City considered a \$1.5 million loan to support the proposed renovation of 90 apartments; potential site for Amtrak parking with housing above
D3: Puyallup Avenue & East D Street	0.83	Well-located corner; would contribute to the Puyallup Avenue streetscape; potential water views
D4: Puyallup Avenue & East B Street	1.34	Good site for a commercial office building with high visibility from I-705
D5: East 25th Street & East C Street	0.35	Two surface parking lots on either side of East C Street; building options limited by 75-ft depth; great street presence on 25th Street along walkable corridor to the Brewery District
D6: East 26th Street & East C Street	0.67	Good location for commercial use, visible from I-705

Foss Waterway

The Foss Waterway Development Authority’s mission is to promote redevelopment, and the agency has done predevelopment preparation for numerous sites along the Waterway. There are currently two development sites that are prepared and awaiting interested developers:

- *Site 1:* 1.2 acres located just north of the SR-509 bridge
- *Site 4:* 1.4 acres located on the north side of South 17th Street

Both of these sites could be developed for commercial or residential use. These two sites are not critical catalysts, as this area of the Waterway has already seen significant recent development. However, their redevelopment would demonstrate a continued commitment of private investment in South Downtown, and the new people and activity that further development would introduce into the area could help to energize the surrounding Subarea.

A nine-story, 104-unit Marriott Hotel has been in the planning stages for a decade on Site 4 (see Figure 11-24). This project has been repeatedly postponed due to multiple issues, but the final hurdle was cleared in the Summer of 2012 when the State Supreme Court declined to hear an appeal of the shoreline permits. As of early 2013, the City was reviewing the final building permits.

There are several potential development sites along the Waterway north of 15th Avenue. Any one of these could be an important catalyst for the northern portion of the Waterway, which has seen very little redevelopment to date.

Downtown Core

At the north end of the Subarea there are two largely undeveloped blocks that lie in the Downtown Commercial Core zoning district, located between South 15th Street, South 17th Street, Market Street, and Fawcett Street. These blocks could be developed to much greater height (400 feet) and density than any other location within the South Downtown Subarea. Development at these sites would likely be more associated with the downtown core than with South Downtown but could help to create a stronger link between the two areas that could in turn catalyze redevelopment deeper into South Downtown.

The surface parking lot adjacent to Fawcett Street belongs to a single landowner that has owns consolidated parcels on the west side of the street. This landowner has produced development concepts that include high-rise residential and office uses and has listed their total 3.2 acres of land for sale at \$11 million. The surface parking lot adjacent to Market Street is owned by Regence Blue Shield, and it serves the adjacent health care facility located across the street.

University of Washington

The University of Washington has plans to significantly expand its Tacoma campus, which will be a powerful redevelopment catalyst for the entire Subarea. The plan calls for the accommodation of 12,000 - 15,000 students, which will be a major driver of demand for housing and services on or around the campus. There are likely to be opportunities for private developers to partner with the UWT to develop academic facilities or housing. It can also be expected that there will be demand for private development of market rate housing to supply the needs of an increasing student and staff population. Given the steep hill to the west of the currently developed campus and the proposed construction of the Prairie Line Trail, the Brewery District may be a more attractive location for student housing than the campus property north of 21st Street. The City-owned properties at 21st Street and Jefferson Avenue and at 23rd Street and Jefferson Avenue (see Brewery District discussion above) are an ideal location for future student and faculty housing.

TABLE 11-3 PUBLICLY-OWNED POTENTIAL CATALYST REDEVELOPMENT SITES

Property	Acres	Owner	Encumbrances	Potential Use	Notes
P1: Streets and Grounds and Maintenance Buildings (23rd Street & Holgate Street)	1.34 Bldg. 1: 15333 sf Bldg. 2: 42998 sf	City of Tacoma	Need to relocate City operations at estimated cost of \$500,000 (including Public Works yard). Needs Phase II Environmental Assessment.	Restaurant; brew pub; marketplace	Prime candidate for a catalyst project. Stables building has potential to be a historic TDR sending site. Engage developers with preservation experience. Consider models such as Melrose Market in Seattle.
P2: Public Works Yard (23rd Street & Jefferson Avenue)	1.56	City of Tacoma	Need to relocate City operations at estimated cost of \$500,000 (including Streets & Grounds). Needs Phase II Environmental Assessment	Midrise mixed-use residential	Prime candidate for a catalyst project. Explore targeting an artist housing developer such as Artspace. Site has important location adjacent to Prairie Line, which should represent significant value to developers.
P3: 21st Street & Jefferson Avenue former police station site	6.4	City of Tacoma	\$12,675,000 outstanding debt Phase II Environmental Assessment completed— results TBD	Mixed use, residential; midrise near-term, potential high-rise long-term	Prime candidate for catalyst, but likely long-term and phased. Consider offering a portion for RFP near term. Explore partnership opportunities with UWT for student housing.
P4: 26th Street & D Street surface parking lot	4.71	City of Tacoma	Parking needs of the Dome must be addressed, with replacement parking priority and parking revenue given to the Dome.	Mixed-use residential; commercial	Requirement to replace parking will be an encumbrance to redevelopment. Consider construction of new parking decks on city-owned surface lots near Wiley and G Streets to unencumber this land.
P5: Wiley Avenue & G Street surface parking lot	4+	City of Tacoma	Parking needs of the Dome must be addressed, with replacement parking priority and parking revenue given to the Dome.	Mixed use; commercial; Also potential for parking structures to replace parking lost to redevelopment in other locations such as 26th and D Streets	Because of its more remote location, this site is less favorable for redevelopment compared to the Dome surface parking lots to the northeast. Requirement to replace parking will be an additional downside.

Property	Acres	Owner	Encumbrances	Potential Use	Notes
P6: Tacoma Public Utilities pump station site (Puyallup Avenue & East B Street)	1.26	City of Tacoma	Pump station and access must be retained. Must relocate equipment currently stored on site. Adjacent to railroad tracks.	Combination of public open space and private mixed-used or commercial development	Small pump station building on property but otherwise vacant. Identified in the Dome District study as a potential open space site that could create a connection from the B Street Gulch to the Foss Waterway via a pedestrian bridge over the railroad tracks.
P7: Public Works parcel at Delin Street & Pacific Avenue	0.1	City of Tacoma	Small site	Commercial or office	If the end of Delin Street is vacated, the potential for development of this small Public Works parcel would be increased.
P8: Sound Transit D-to-M surplus parcels (between 25th & 26th Streets, and A & South C Streets)		Sound Transit	None of these parcels are large enough to make development practical. Parcels south of the tracks also have underground utility lines that would impede building construction	Midrise mixed-use residential	These parcels are important locations marking the main south gateway to South Downtown. Parcels on the north side of the tracks could be consolidated with privately held land on 25th Avenue. The parcels to the south of the tracks are an open space opportunity but would require maintenance.
P9: Pierce Transit site (East 25th & East E Street)	0.52	Pierce Transit	Adjacent to parking garage	Midrise mixed-use residential	Pierce Transit has expressed a desire to surplus this property.
P10: Foss Waterway Site 1	1.2	FWDA	Limited underground parking	Midrise mixed-use residential or commercial	Site is development-ready.
P11: Foss Waterway Site 4	1.4	FWDA	Limited underground parking	Midrise mixed-use residential or commercial	Site is development-ready. Hotel was planned but project was never initiated.

APPENDIX A: FOSS WATERWAY BUILDOUT SUMMARY

Foss Waterway Buildout Summary						
Site #	Use	Total SF	Residential SF	Commercial SF	Site SF	FAR
Total		3,135,703	1,987,303	1,148,400	553,811	5.7
#1	Office	173,160	0	173,160	51,650	3.4
#4	Mixed-use	287,103	265,992	21,111	60,061	4.8
#6	Mixed-use	158,977	147,288	11,690	28,179	5.6
Colonial	Mixed-use	422,520	397,067	25,453	56,106	7.5
#7	Mixed-use	151,890	142,740	9,150	23,500	6.5
#8	Mixed-use	263,591	247,712	15,879	40,158	6.6
#9	Mixed-use	254,727	239,382	15,345	35,410	7.2
Municipal Dock	Office	155,550	0	155,550	40,000	3.9
#10	Office	207,779	0	207,779	45,424	4.6
#11A	Tower	283,313	269,274	14,039	40,798	6.9
#11B	Tower	293,112	277,848	15,264	33,920	8.6
#12	Office	176,320	0	176,320	40,000	4.4
Dock Building	Office	307,661	0	307,661	58,605	5.2

APPENDIX B: DEVELOPMENT ALTERNATIVES

ALTERNATIVE 1: 30 Million SF						
Zone	Use	Allowed height	FAR			Assumptions for floors and lot coverage Podium coverage = 100%
			Residential	Commercial	Total	
WR and DMU	Mixed-use	100'	6	1	7	10 floors: 70% tower on 1-floor podium
	Residential		7	0	7	10 floors: 70% tower on 1-floor podium
	Office		0	6	6	7 floors: 85% average
DR	Mixed-use	90'	5	1	6	9 floors: 70% tower on 1-floor podium
	Residential		6	0	6	9 floors: 70% tower on 1-floor podium
	Office		0	4	4	5 floors: 85% average coverage
UCX-TD-75/120	Mixed-use	75'/120'	7	1	8	12 floors: 70% tower on 4-floor podium
	Residential		8	0	8	12 floors: 70% tower on 4-floor podium
	Office		0	4	4	5 floors: 85% average coverage
UCX-TD-225	Mixed-use	225'	9	1	10	22 floors: 12,500sf tower on 4-floor podium
	Residential		10	0	10	22 floors: 12,500sf tower on 4-floor podium
	Office		0	10	10	16 floors: 25,000sf tower on 4-floor podium
DCC	Mixed-use	400'	12	1	13	max FAR allowed
	Residential		12	0	12	max FAR allowed
	Office		0	12	12	max FAR allowed
R4	Residential	60'	3.5	0	3.5	5 floors: 70% average
M1	Industrial	75'	0	4	4	5 floors: 85% average
	Mixed-use		4.5	0.5	5	7 floors: 70% tower on 2-floor podium
M2	Industrial	100'	0	5	5	6 floors: 85% average
UWT	Residential	100'	7	0	7	max FAR allowed
	Office		0	6	6	max FAR allowed
	Office	85'	0	5	5	6 floors: 85% average (historic district)
S8	Mixed-use	varies	varies	varies	varies	FAR based on site-specific estimates
	Office		0	varies	varies	FAR based on site-specific estimates

ALTERNATIVE 2: 20 Million SF						Assumptions for floors and lot coverage Podium coverage = 100%
Zone	Use	Allowed height	FAR			
			Residential	Commercial	Total	
WR and DMU	Mixed-use	100'	4.5	0.5	5	7 floors: 70% tower on 2-floor podium
	Residential		5	0	5	7 floors: 70% tower on 2-floor podium
	Office		0	5	5	6 floors: 85% average
DR	Mixed-use	90'	4.5	0.5	5	7 floors: 70% tower on 2-floor podium
	Residential		5	0	5	7 floors: 70% tower on 2-floor podium
	Office		0	4	4	5 floors: 85% average
UCX-TD-75/120	Mixed-use	75'/120'	4.5	0.5	5	7 floors: 70% tower on 2-floor podium
	Residential		5	0	5	7 floors: 70% tower on 2-floor podium
	Office		0	4	4	5 floors: 85% average
UCX-TD-225	Mixed-use	225'	9	1	10	22 floors: 12,500sf tower on 4-floor podium
	Residential		10	0	10	22 floors: 12,500sf tower on 4-floor podium
	Office		0	10	10	16 floors: 25,000sf tower on 4-floor podium
DCC	Mixed-use	400'	7	1	8	12 floors: 12,500sf tower on 4-floor podium
	Residential		8	0	8	12 floors: 12,500sf tower on 4-floor podium
	Office		0	8	8	10 floors: 25,000sf tower on 4-floor podium
R4	Residential	60'	3.5	0	3.5	5 floors: 70% average
M1	Industrial	75'	0	4	4	5 floors: 85% average
	Mixed-use		4.5	0.5	5	7 floors: 70% tower on 2-floor podium
M2	Industrial	100'	0	5	5	6 floors: 85% average
UWT	Residential	100'	4.2	0	4.2	FAR based on 3.85 million sf UWT buildout
	Office		0	6	6	FAR based on 3.85 million sf UWT buildout
	Office	85'	0	5	5	6 floors: 85% average (historic district)
S8	Mixed-use	varies	varies	varies	varies	FAR based on site-specific estimates
	Office		0	varies	varies	FAR based on site-specific estimates

ALTERNATIVE 3: 10 Million SF						
Zone	Use	Allowed height	FAR			Assumptions for floors and lot coverage Podium coverage = 100%
			Residential	Commercial	Total	
WR and DMU	Mixed-use	100'	4.5	0.5	5	7 floors: 70% tower on 2-floor podium
	Residential		5	0	5	7 floors: 70% tower on 2-floor podium
	Office		0	5	5	6 floors: 85% average
DR	Mixed-use	90'	4.5	0.5	5	7 floors: 70% tower on 2-floor podium
	Residential		5	0	5	7 floors: 70% tower on 2-floor podium
	Office		0	4	4	5 floors: 85% average
UCX-TD-75/120	Mixed-use	75'/120'	4.5	0.5	5	7 floors: 70% tower on 2-floor podium
	Residential		5	0	5	7 floors: 70% tower on 2-floor podium
	Office		0	4	4	5 floors: 85% average
UCX-TD-225	Mixed-use	225'	4.5	0.5	5	7 floors: 70% tower on 2-floor podium
	Residential		5	0	5	7 floors: 70% tower on 2-floor podium
	Office		0	4	4	5 floors: ~85% average coverage
DCC	Mixed-use	400'	4.5	0.5	5	7 floors: 70% tower on 2-floor podium
	Residential		6	0	5	7 floors: 70% tower on 2-floor podium
	Office		0	6	6	7 floors: 85% average
R4	Residential	60'	3.5	0	3.5	5 floors: 70% average
M1	Industrial	75'	0	4	4	5 floors: 85% average
	Mixed-use		4.5	0.5	5	7 floors: 70% tower on 2-floor podium
M2	Industrial	100'	0	5	5	6 floors: 85% average
UWT	Residential	100'	2.3	0	2.3	FAR based on 3 million sf UWT buildout
	Office		0	5.1	5.1	FAR based on 3 million sf UWT buildout
	Office	85'	0	5	5	6 floors: 85% average (historic district)
S8	Mixed-use	varies	varies	varies	varies	FAR based on site-specific estimates
	Office		0	varies	varies	FAR based on site-specific estimates

APPENDIX C: TACOMA SOUTH DOWNTOWN SUBAREA PLAN/ EIS OPINION SURVEYS

1. How would you rate existing employment conditions in South Downtown?							
Answer Options	Very low	Low	Average	High	Very High	Rating Average	Response Count
Number of jobs available?	16	46	27	2	0	2.16	91
Quality of jobs available?	5	38	40	2	0	2.46	85

2. How would you rate existing safety and security measures in South Downtown?							
Answer Options	Very low	Low	Average	High	Very High	Rating Average	Response Count
Police?	7	18	55	9	4	2.84	93
Fire, ambulance, paramedic?	1	12	54	17	7	3.19	91
Streets, sidewalks, lighting?	14	34	30	10	3	2.49	91
Pedestrian crosswalks?	13	34	36	4	3	2.44	90

3. How would you rate existing educational services and opportunities in South Downtown?							
Answer Options	Very low	Low	Average	High	Very High	Rating Average	Response Count
Preschools?	22	41	21	1	0	2.01	85
Public grades K-12?	22	36	24	2	1	2.11	85
Technical and trade schools?	9	11	35	32	2	3.08	89
College and University?	2	1	20	44	24	3.96	91
Adult continuing education?	4	10	34	27	11	3.36	86

4. How would you rate existing transportation conditions, facilities, and services in South Downtown?							
Answer Options	Very low	Low	Average	High	Very High	Rating Average	Response Count
Traffic congestion and management?	10	23	43	14	0	2.68	90
Parking?	16	33	25	13	4	2.52	91
Bus transit?	5	10	37	31	6	3.26	89
Rail transit?	6	7	28	38	10	3.44	89
Bike routes?	19	36	24	6	1	2.23	86
Walkability?	14	23	30	17	6	2.76	90

5. How would you rate existing housing market options in South Downtown?							
Answer Options	Very low	Low	Average	High	Very High	Rating Average	Response Count
Housing type selection?	15	27	35	5	0	2.37	82
Rental housing – availability?	10	25	31	14	3	2.70	83
Rental housing – affordability?	10	17	45	8	3	2.72	83
Owner housing – availability?	13	23	34	13	2	2.62	85
Owner housing – affordability?	15	16	35	17	2	2.71	85

6. How would you rate existing park and recreational facilities and opportunities in South Downtown?							
Answer Options	Very low	Low	Average	High	Very High	Rating Average	Response Count
Parks and open spaces?	22	38	23	7	3	2.26	93
Trails?	31	43	18	1	0	1.88	93
Athletic courts and fields?	40	38	10	2	0	1.71	90
Indoor gyms?	22	37	25	6	0	2.17	90
Community meeting rooms?	11	24	41	10	3	2.66	89
Conference facilities?	6	13	42	22	7	3.12	90
Public restrooms?	34	24	30	3	0	2.02	91

7. How would you rate existing arts programs and cultural events in South Downtown?							
Answer Options	Very low	Low	Average	High	Very High	Rating Average	Response Count
Art exhibits and galleries?	1	15	34	29	14	3.43	93
Performing arts venues?	5	20	41	22	4	3.00	92
Museums?	2	4	18	45	24	3.91	93
District festivals and holiday celebrations?	9	31	28	20	3	2.75	91
Summer markets?	12	35	33	12	1	2.52	93

8. How would you rate existing park and recreational facilities and opportunities in South Downtown?							
Answer Options	Very low	Low	Average	High	Very High	Rating Average	Response Count
Building appearances?	15	20	42	15	0	2.62	92
Streetscape – street lights, trees, and landscaping?	16	32	30	12	1	2.45	91
Public spaces and plazas?	15	39	23	13	2	2.43	92
Public art and beautification?	11	33	32	13	3	2.61	92
Dome Business District in general?	19	38	27	7	1	2.27	92
Brewery District in general?	16	43	24	10	0	2.30	93

9. How would you rate the level and adequacy of existing development in South Downtown?							
Answer Options	Very low	Low	Average	High	Very High	Rating Average	Response Count
Overall South Downtown area?	11	38	35	5	0	2.38	89
Brewery District?	22	36	24	6	1	2.19	89
Dome District?	17	34	30	7	0	2.31	88
Foss Waterway?	6	21	41	18	2	2.88	88
University of Washington?	0	5	28	42	14	3.73	89
Hillside Neighborhood?	18	37	30	4	0	2.22	89
Nob Hill Neighborhood?	10	35	34	3	0	2.37	82

10. How would you prioritize the following economic development strategies for South Downtown?							
Answer Options	Very low	Low	Medium	High	Very High	Rating Average	Response Count
Recruit retail?	2	9	22	28	21	3.70	82
Recruit restaurants and entertainment?	1	8	23	24	26	3.80	82
Recruit high-tech?	2	12	25	24	18	3.54	81
Recruit professional services?	3	8	34	26	10	3.40	81
Promote small, independent businesses?	1	3	18	29	30	4.04	81

11. Where are the best opportunities for the above economic development strategies?		
Answer Options	Response Percent	Response Count
Brewery District	77.5%	62
Dome District	53.8%	43
UWT/Museum District	51.3%	41
Foss Waterway	33.8%	27
Hillside Neighborhood	22.5%	18
Nob Hill Neighborhood	8.8%	7

12. How would you prioritize the following housing strategies for South Downtown?							
Answer Options	Very low	Low	Medium	High	Very High	Rating Average	Response Count
Attract young adult households?	1	2	16	30	28	4.06	77
Attract young families with children?	11	20	22	17	7	2.86	77
Attract middle-aged families with children?	11	25	25	11	5	2.66	77
Attract empty-nester households?	4	13	16	29	14	3.47	76
Provide affordable housing?	7	17	22	15	16	3.21	77
Provide senior housing?	11	20	26	15	7	2.84	79

13. Where are the best opportunities for the above housing strategies?		
Answer Options	Response Percent	Response Count
Brewery District	54.5%	42
Dome District	32.5%	25
UWT/Museum District	29.9%	23
Foss Waterway	37.7%	29
Hillside Neighborhood	77.9%	60
Nob Hill Neighborhood	40.3%	31

14. How would you prioritize the following arts, culture, and education strategies for South Downtown?							
Answer Options	Very low	Low	Medium	High	Very High	Rating Average	Response Count
Recruit arts venues?	3	14	28	23	28	9	3.27
Promote arts-related businesses?	2	3	31	29	7	9	3.54
Promote tourism?	1	9	20	18	5	29	3.84
Support minority and immigrant communities?	9	23	21	18	14	4	2.80
Support religious institutions?	25	27	17	6	16	1	2.09
Expand educational opportunities?	3	3	25	25	7	21	3.75

15. How would you prioritize the following sustainability strategies for South Downtown?							
Answer Options	Very low	Low	Medium	High	Very High	Rating Average	Response Count
Energy conservation?	3	7	29	20	28	16	3.52
Water conservation?	3	7	32	14	7	17	3.48
Stormwater runoff reduction?	1	7	27	15	5	26	3.76
Recycling programs?	2	4	28	23	14	19	3.70
Urban agriculture/community gardens?	3	15	17	18	16	24	3.58
Reduction of greenhouse gas emissions?	5	7	28	15	7	18	3.47

16. What is your gender?		
Answer Options	Response Percent	Response Count
Female	39.7%	31
Male	60.3%	47

17. What is your age?		
Answer Options	Response Percent	Response Count
<18	1.3%	1
18-24	10.1%	8
25-34	31.6%	25
35-49	19.0%	15
50-64	29.1%	23
65+	8.9%	7

18. What is your income?		
Answer Options	Response Percent	Response Count
\$0-20,000	10.8%	8
\$21-30,000	8.1%	6
\$31-40,000	9.5%	7
\$41-50,000	14.9%	11
\$51-75,000	20.3%	15
\$76-100,000	18.9%	14
\$100,000+	17.6%	13

19. How much education have you completed?		
Answer Options	Response Percent	Response Count
Grade school	0.0%	0
High school	5.0%	4
Technical school	5.0%	4
Some college	15.0%	12
College graduate	48.8%	39
Graduate degree	26.3%	21

20. Where do you live?		
Answer Options	Response Percent	Response Count
South Downtown	33.8%	27
Elsewhere in Tacoma	43.8%	35
Pierce County	13.8%	11
KIng County	7.5%	6
Elsewhere in Washington State	1.3%	1

21. If you live in South Downtown, where in South Downtown?		
Answer Options	Response Percent	Response Count
Brewery District	10.0%	3
Dome District	16.7%	5
UWT/Museum District	6.7%	2
Foss Waterway	33.3%	10
Hillside	33.3%	10
Nob Hill	0.0%	0

22. If you live in South Downtown, for how many years?		
Answer Options	Response Percent	Response Count
0-1	20.7%	6
2-5	51.7%	15
6-10	13.8%	4
11-20	6.9%	2
20+	6.9%	2

23. Do you rent or own your home?		
Answer Options	Response Percent	Response Count
Rent	26.9%	21
Own	73.1%	57

24. What type of housing do you live in?		
Answer Options	Response Percent	Response Count
Single-family	65.4%	51
Multifamily (2 to 4 units)	12.8%	10
Multifamily (>5 units)	21.8%	17

25. How many people live in your household?

Answer Options	Response Percent	Response Count
1	10.1%	8
2	57.0%	45
3	16.5%	13
4	10.1%	8
5+	6.3%	5

26. How many children (<18 years) live in your household?

Answer Options	Response Percent	Response Count
0	80.5%	62
1	9.1%	7
2	9.1%	7
3	1.3%	1
4+	0.0%	0

27. How many people are employed in your household?

Answer Options	Response Percent	Response Count
0	5.1%	4
1	27.8%	22
2	58.2%	46
3	5.1%	4
4+	3.8%	3

28. How many children (<18 years) live in your household?

Answer Options	Response Percent	Response Count
South Downtown	21.8%	17
Elsewhere in Tacoma	32.1%	25
Pierce County	16.7%	13
King County	11.5%	9
Elsewhere in WA	6.4%	5
Work at home	3.8%	3
Unemployed	5.1%	4
Retired	5.1%	4

29. If you work in South Downtown, where in South Downtown?		
Answer Options	Response Percent	Response Count
Brewery District	21.1%	4
Dome District	21.1%	4
UWT/Museum District	42.1%	8
Foss Waterway	5.3%	1
Hillside	15.8%	3
Nob Hill	5.3%	1

30. What is (or was) your occupation?	
Answer Options	Response Count
	57

31. How many children (<18 years) live in your household?		
Answer Options	Response Percent	Response Count
Construction	8.2%	6
Manufacturing	4.1%	3
High-tech	6.8%	5
Professional services	20.5%	15
Transportation/ utilities	0.0%	0
Wholesale trade	1.4%	1
Retail trade	8.2%	6
Finance/ insurance/real estate services	6.8%	5
Food/motel	2.7%	2
Recreation/ tourism	0.0%	0
Government/ education/ nonprofit	26.0%	19
Hospital/health care	15.1%	11

32. How do you typically get to work?

Answer Options	Response Percent	Response Count
Walk	15.1%	11
Bike	6.8%	5
Motorcycle/ scooter	2.7%	2
Private car (1 passenger)	71.2%	52
Car pool	8.2%	6
Van pool	0.0%	0
Bus	11.0%	8
Rail	6.8%	5

33. Do you own a business in South Downtown?

Answer Options	Response Percent	Response Count
Yes	14.9%	11
No	85.1%	63

(NOTE: Questions 34 - 43 are relevant to South Downtown business owners only.)

34. How many years have you owned your business?

Answer Options	Response Percent	Response Count
1-5	27.3%	3
6-10	0.0%	0
11-15	18.2%	2
16-20	0.0%	0
21-25	27.3%	3
25-50	18.2%	2
50+	9.1%	1

35. Do you rent or own your business property?

Answer Options	Response Percent	Response Count
Rent	25.0%	3
Own	75.0%	9

36. Do you or the owner plan on making improvements to the property?

Answer Options	Response Percent	Response Count
Yes	54.5%	6
No	45.5%	5

37. Do you have adequate parking for your customers?		
Answer Options	Response Percent	Response Count
Yes	72.7%	8
Sometimes	9.1%	1
No	18.2%	2

38. How many employees work in your South Downtown business?		
Answer Options	Response Percent	Response Count
1-5	75.0%	6
6-15	25.0%	2
16-25	0.0%	0
26-50	0.0%	0
51-100	0.0%	0
100+	0.0%	0

39. Do your employees live in South Downtown?		
Answer Options	Response Percent	Response Count
None	75.0%	6
A few	12.5%	1
Some	0.0%	0
All	12.5%	1

40. Are you able to recruit qualified workers?		
Answer Options	Response Percent	Response Count
Yes	71.4%	5
Sometimes	28.6%	2
No	0.0%	0

41. Where are your primary trade areas?		
Answer Options	Response Percent	Response Count
South Downtown	30.0%	3
Tacoma	40.0%	4
Pierce County	50.0%	5
King County	10.0%	1
State-wide	10.0%	1
National	20.0%	2
International	10.0%	1

42. In the past 5 years, has your business:		
Answer Options	Response Percent	Response Count
Declined	54.5%	6
Stayed about the same	45.5%	5
Improved	0.0%	0

43. In the next 5 years, do you expect your business will:		
Answer Options	Response Percent	Response Count
Decline	11.1%	2
Stay about the same	16.7%	3
Improve	72.2%	13

44. What are your primary sources of information about City of Tacoma projects?		
Answer Options	Response Percent	Response Count
Newspapers	62.8%	49
City cable channel	2.6%	2
City website	42.3%	33
Blogs	41.0%	32
Radio	6.4%	5
Word of mouth	47.4%	37

45. Are you currently, or are you willing to become involved in South Downtown Subarea planning process?		
Answer Options	Response Percent	Response Count
Yes	41.3%	31
Maybe	44.0%	33
No	14.7%	11

46. If you would like to be added to the City's email list to receive future information on the South Downtown planning process, open houses, and other progress, please provide your email address below:	
Answer Options	Response Count
	37

47. If you would like to be entered into the drawing for a \$100 gift certificate for participating in this survey, please provide your name, phone number, and email address below (this information will be kept confidential):		
Answer Options	Response Percent	Response Count
Name	100.0%	45
Phone Number	95.6%	43
Email Address	100.0%	35

48. If you have any further thoughts, comments or suggestions about this survey or the South Downtown planning process, please enter them below:

Answer Options	Response Count
	31

APPENDIX D: MODEL LAND USE CODE

Appendix

The following is model land use regulatory code to implement the updated FAR bonus system for the Downtown Districts, as described in *Recommendation ED-X*.

Table X: As-of-right FAR and allowed increases for Downtown Districts

District	Residential FAR			Commercial FAR		
	As-of-right	Maximum with Design Features	Maximum with TDR	As-of-right	Maximum with Design Features	Maximum with TDR
DMU	3	5	7	2	4	6
WR	4	5	7	3	4	6
DR	2	4	6	1	2	4
DCC	3	6	12	3	6	12

13.06A.080 Design Standards-Features for Increasing Allowable FAR.

At least four of the following standards shall be incorporated into each development to increase allowable FAR as shown in the Development Standards Table. For each standard that is additionally met, the maximum allowable FAR indicated in the Development Standards Table may be increased by .5.

These standards suggest the result to be achieved. It is expected that the review process would allow for flexibility and creativity in meeting the intent. These standards shall be in addition to the basic design standards and, if applicable, the additional standards specified for the DCC and DR districts.

For each of the following Design Features that are incorporated into a development, the allowable FAR can be increased by 0.5, up to the "Maximum with Design Features" shown in Table X:

No variances shall be granted to the following:

1. Architectural expression of the base of buildings through more refined materials such as stone or brick, and details such as cornice lines and belt courses. The base of the building is the first full floor above grade.
2. Architectural delineation of the tops of buildings through devices such as pyramids, domes, spires, projecting cornices, and other similar, visually distinctive roof forms.
- 3.1. Enhanced pedestrian elements at the sidewalk level including decorative lighting (free-standing or building-mounted), seating or low sitting walls, planters, or unit paving in sidewalks.
- 4.2. Exterior public space equivalent to at least 5 percent of the site area and including the following attributes:
 - a. Seating in the amount of one sitting space for each 100 sf of area.
 - b. Trees and other plantings.
 - c. Solar exposure during the summer.
 - d. Visibility from the nearest sidewalk.
 - e. Within 3' of the level of the nearest sidewalk.
- 5.3. Incorporation of works of art into the public spaces, exterior facade, or entrance lobby.
- 6.4. Landscaping covering at least 15 percent of the surface of the roof and/or the use of "green roofs" which reduce storm water runoff. Access by building occupants is encouraged.

~~7-5. Including a Public Benefit Use within the development.~~

~~8-6. Within the Downtown Commercial Core, at least 60 percent of the linear frontage along those portions of Pacific Avenue, Broadway, and Commerce Street defined as a Primary Pedestrian Street shall be occupied by retail, restaurants, cultural or entertainment uses, hotel lobbies, or Public Benefit Uses.~~

~~9. Retention and renovation of any designated or listed historic structure(s) located on the site.~~

~~10. Parking contained entirely within structures or structures on the site.~~

~~11. Include mixed-rate housing in a housing or mixed-use project.~~

13.06A.090 Special features required for achieving maximum Floor Area Ratio.

In order to attain the maximum allowable Floor Area Ratio, special features shall be included with a development. Each special feature provides an additional FAR of 2 towards achieving the maximum allowable FAR as indicated in the Development Standards Table.

Using FAR credits for a special feature shall be permitted only after a development has met the Basic Design Standards, Additional Standards as required, and at least four of the Design Standards for Increasing Allowable FAR.

No variances shall be granted to the following:

For each of the following Design Features that are incorporated into a development, the allowable FAR can be increased by 2, up to the "Maximum with Design Features" shown in Table X:

1. Provide a "hill climb assist" in the form either of a landscaped public plaza or an interior public lobby with an escalator or elevator. Such space shall be open to the public at least 16 hours per day during daylight hours or shall be open during the times detailed in a management plan approved by the City.
2. Provide works of art or water features equivalent in value to at least 1 percent of construction costs within publicly accessible spaces on site or off site within the downtown zoning district where the development is located.
- ~~3. Build an off-site park, open space, or community gardens with a value equivalent to at least 1 percent of construction costs within the downtown zoning district where the development is located. Alternatively, a payment may be paid to the City in lieu of actual park development. Payments shall be used by the City for developing and improving park space within the same downtown zoning district.~~
- ~~4-3. Provision of public rest rooms, open to the public at least 12 hours each weekday during daylight hours.~~
- ~~5-4. Contribution to a cultural, arts organization or to the Municipal Art Fund for a specific development or renovation project located downtown, in an amount equal to at least 1 percent of the construction cost of the development.~~
- ~~6. Provide public parking, in addition to that required by this code, at a ratio of at least 0.25 stalls per 1000 gsf.~~
- ~~7. Include residential use with non-residential uses in the same development, with the residential use in an amount that is at least 20 percent of the total floor area of the development.~~
5. Parking contained entirely within structures or structures on the site.

13.06A.090 Transfer of Development Rights for Increasing Allowable FAR.

Development projects can incorporate Transfer of Development Rights, in compliance with Chapter 1.37 Transfer of Development Rights Administrative Code, to increase the as-of-right allowable FAR up to the "maximum for TDR" as shown in Table X.

APPENDIX E: 2012 EPA BROWNFIELD COMMUNITY- WIDE ASSESSMENT GRANT APPLICATION



City of Tacoma
Community and Economic Development Department

November 29, 2012

Environmental Management Support, Inc.
Attn: Mr. Don West
8601 Georgia Avenue, Suite 500
Silver Spring, MD 20910

RE: FY13 Brownfields Assessment Coalition Grant—City of Tacoma

Dear Mr. West:

The City of Tacoma is pleased to take the lead role in this project, a project designed to dramatically accelerate the clean-up of contaminated sites in our Downtown. Together with our coalition partners, we are working to implement the central Puget Sound regional plan, VISION 2040, by accommodating our share of projected regional growth: 30,000 people and 40,000 jobs in the southern portion of our Downtown.

Our coalition partners are: the Puget Sound Regional Council (the regional planning agency that developed and is implementing VISION 2040); the Pierce County Health Department (a recipient of multiple assessment grants with a proven track record of accomplishment); the Foss Waterfront Development Authority (the municipal corporation responsible for the successful cleanup and redevelopment of the Foss); and the Tacoma Housing Authority (a nationally recognized public housing authority and innovator and a leader in the regional affordable housing field).

The City is currently funded through the HUD/EPA/Transportation Sustainable Communities initiative that is being led locally by the Puget Sound Regional Council. We applaud the EPA for being part of the Partnership for Sustainable Communities that has adopted Livability Principles that seek, in part, to align federal policies and leverage funding to increase the effectiveness of all levels of government to plan for future growth. We see support from the Brownfields Assessment Grant as a perfect opportunity to build on and enhance our current project supported by our region's Sustainable Communities Regional Planning Grant, funded by HUD's Office of Sustainable Housing and Communities.

Our task here in Tacoma is to develop plans and capital facility programs that accelerate the redevelopment of South Downtown in such a manner as to accommodate 30,000 people and 40,000 jobs. Our initial evaluation has identified that a major impediment to our work is the uncertainty that surrounds our knowledge and action plans regarding soil and groundwater contamination.

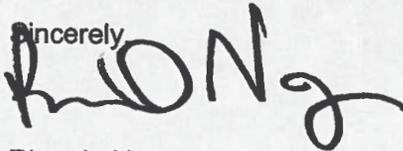
747 Market Street, Room 900 | Tacoma, WA 98402-3793 | (253) 591-5364 | FAX (253) 591-5232
<http://www.cityoftacoma.org>

Environmental Management Support, Inc.
November 29, 2012
Page 2

Simply put, funding of this project will remedy this situation. Further, given the extensive public participation involved in our Sustainable Communities initiative here in Tacoma we can assure you that the project will directly engage property owners, businesses, and other stakeholders to the fullest extent possible; we have the support of the two major business and property owner groups in our planning area (the Hilltop Development Council and the Tacoma Dome Business Association). We seek your assistance in rebuilding a diverse, mixed-income, mixed-use center here in the South Puget Sound.

Thank you for your consideration.

Sincerely,

A handwritten signature in black ink, appearing to read "R. Noguera", written over the word "Sincerely,".

Ricardo Noguera
Director

cc: Hilltop Development Council
Tacoma Dome Business Association



City of Tacoma
Community and Economic Development Department

November 29, 2012

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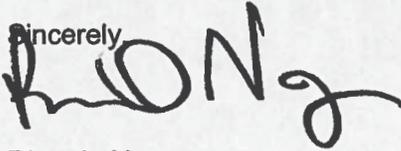
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Ricardo Noguera
Director

cc: Hilltop Development Council
Tacoma Dome Business Association

RANKING CRITERIA

1. Community Need

The Brownfield Assessment project described in this proposal aims to accelerate the cleanup of contaminated sites in the South Downtown area of Tacoma, Washington. The City of Tacoma (City) is currently funded through a HUD/EPA/USDOT Sustainable Communities Regional Planning Grant led by the Puget Sound Regional Council (PSRC) to plan for accommodating significant population and employment growth in the 600-acre Tacoma South Downtown Subarea. A major challenge in this project is the uncertainty that surrounds soil and groundwater contamination on potential redevelopment sites. The Brownfields Coalition Assessment Grant is a perfect opportunity to help remedy this situation and leverage the City's Federal Partnership for Sustainable Communities efforts.

The proposed project will fill the significant gap in area-wide data on environmental contamination that 150 years of industrial and commercial activity have left in South Downtown Tacoma. The area has hundreds of environmental issues, both known and yet to be discovered. These contaminated sites not only present environmental risks disproportionately to disadvantaged populations, but also create an impediment to redevelopment that limits economic opportunity across all populations. Key to the success of an integrated strategy for the Subarea is an area-wide assessment that can reveal the important relationships among sites, and help establish priorities that leverage other planning efforts in South Downtown. Providing robust assessment data for the entire South Downtown area will help address the health, social welfare, and economic needs of the community by enabling brownfield remediation and subsequent redevelopment.

The goals of the proposed project are well-aligned with the City's federally funded South Downtown planning efforts, which involve a Subarea Plan and environmental impact statement (EIS) intended to promote the creation of equitable transit-oriented communities. The effort, which will continue through 2013, includes extensive public engagement and will establish measures to avoid displacement and fragmentation of businesses, existing residents, and cultural groups.

Together, the proposed Brownfield Assessment and the South Downtown Subarea Plan & EIS present an unmatched opportunity to leverage federal funding and mutually reinforce the achievement of broad goals for creating a sustainable, livable, and equitable community in Tacoma's South Downtown Subarea. An area-wide Brownfield Assessment is the critical missing element to promoting environmental justice and catalyzing reinvestment in the community.

Target Community – The target community is located in the City of Tacoma in western Washington State's Pierce County. The City is the largest in the County, and third largest in the State. Located 35 miles south of Seattle, it lies on the shores of Commencement Bay in Puget Sound, adjacent to the mouth of the Puyallup River. The Port of Tacoma is a busy international gateway to the Pacific Rim and the world, and the City's diverse economy includes growing tourism and service sectors. The City has two major EPA Super Fund Sites - the American Smelting & Refining Company (ASARCO) and Commencement Bay. Due to its location, the City figures prominently in efforts to clean up Puget Sound led by the Puget Sound Partnership.

The target community covers 600 acres in the historic industrial and commercial area in the southern half of Tacoma's downtown. It is located in a State Community Empowerment Zone, and previously was part of the HUD Renewal Community Program (eliminated by Congress in 2010). The area encompasses five distinct districts: the Brewery District, the University of Washington Tacoma/Museum District, the Dome District, the Hillside neighborhood, and the Foss Waterway. It includes two National Register Historic Districts, and has approximately 100 historic properties. It has a relatively high concentration of vacancies, buildings in disrepair, and underutilized property. Portions of the study area are on steep hillsides that create mobility challenges, but also afford stunning territorial views. A multi-modal transit station provides local light rail, commuter rail, Amtrak, and bus service. This high level of transit access presents an exceptional opportunity for creating transit-oriented communities with a wide range of social, economic, and environmental benefits.

a. Health, Welfare, and Environment

The South Downtown Subarea is littered with hundreds of brownfield sites that pose significant health, welfare and environmental risks, and also impede reinvestment that would improve the quality of life of residents. Brownfield sites in the South Downtown Subarea range from manufacturing and processing facilities, to former dry cleaners and gas stations, to materials of all sorts that were used as structural fill. Local, State and federal agencies have information on some of these sites, but many remain un-assessed. The Tacoma Pierce County Health Department (Health Department) inventoried former gas station sites that have no regulatory record and found 22 in the South Downtown Subarea, an indication that there are likely many other unconfirmed contaminated sites.

Existing data indicate that the risk posed by yet-to-be-identified environmental concerns could be substantial. The State's Department of Ecology estimates that soil and/or groundwater contamination is found in 50% of all gas station tank removals, while the Health Department's experience regulating underground tank removals in the county since 1989 indicates about 75%. Abandoned gas station sites represent only one category of historic activity that may have left behind environmental concerns. One recent example is the excavation for a new commuter rail line through South Downtown. A mix of petroleum and other contaminants from a variety of sources was found, ultimately requiring the disposal of than 450,000 tons of soil.

The potential impacts of contaminated sites in the South Downtown Subarea are significant. Direct exposure to contaminants poses immediate health risks to residents, employees, and visitors. Proximity to the waterfront presents additional risk of the spread of contaminants to sensitive ecosystems in Puget Sound. Furthermore, these threats to public health and the environment increase the financial risk associated with redevelopment and private investment in the community, thereby resulting in additional, long-term negative impacts on community welfare.

Minority Communities – As shown in the Demographics Table below, compared to the City as a whole, the County, State, and nation, South Downtown has a large fraction of minorities, along with high rates of poverty and unemployment. Resolving environmental contamination would provide direct health and economic benefits to these minority and ethnic populations in the target community, and would also benefit these populations in adjacent areas. In particular, the Hilltop

neighborhood to the west and the Eastside neighborhood to the south both have high minority populations.

	South Downtown	City of Tacoma	Pierce County	WA State	National
Population	2,462	198,397	795,225	6,724,540	308,745,538
Unemployment	16.3%	13.0%	12.2%	9.1%	8.2%
Poverty Rate	33.1% ¹	16.2%	11.6%	13.4%	15.1%
Percent Minority	48%	38%	28.0%	22.8%	26.7%
Median HH Income	\$23,405	\$47,862	\$57,869	\$57,244	\$49,445

1 – Data based on Census Tracts 602, 614, 616.02, 617 and 626, which is not the precise South Downtown Subarea boundary.

Children and Women of Childbearing Age – It is reasonable to assume that the South Downtown area reflects national trends for minorities and low-income families, and so can be expected to have higher than average percentages of children living in poverty, and a lower average age. It follows that there are probably higher percentages of children and women of childbearing age in the target community and surrounding neighborhoods compared to regional norms. The Health Department collects health indicator data for “Pierce County District Four,” which consists mainly of downtown Tacoma, and includes most of South Downtown (these data were not available for the South Downtown Subarea alone). As shown in the Table below, Tacoma’s downtown rates are worse than the County, State, and nation for many key health indicators that disproportionately impact children and women of childbearing age.

	Pierce Co. District 4	Pierce County	WA State	National
Infant Mortality (per 1000)	7.0	6.1	5.3	6.8
Crime (per 1000)	79.9	47.0	39.8	34.7
High School Dropout Rate	6.8%	5.9%	5.1%	3.6%
Child Maltreatment (per 1000)	64.6	47.6	44.4	N/A
Late/no Prenatal Care Rate	6.9%	6.1%	5.5%	N/A
Domestic Violence (per 1000)	15.4	9.3	5.6	N/A

Data source: Tacoma-Pierce County Health Department

b. Financial Need – The Tables above illustrate that the target community has financial needs exceeding the norm in several areas.

Poverty, Income, and Unemployment – Compared to the greater region, residents of the target community have higher rates of poverty, higher unemployment, and lower household incomes. The poverty rate in the study area is more than twice the national average, and the poverty rate

for the City as a whole is significantly higher than regional and national rates. Unemployment in Tacoma is consistently higher than that of the State or nation, and within the South Downtown Subarea, unemployment is higher than in the City as a whole.

Negative Economic Impact Of Brownfields – In the past decade South Downtown has seen significant reinvestment, including an expanding University of Washington campus, several large museums, a convention center, local light rail, and a multi-modal transit hub. However, a large portion of South Downtown consists of vacant lots and neglected and/or underutilized buildings—remnants of the area’s industrialized past. Brownfields are a formidable barrier to the redevelopment of these properties, and as such is an impediment to economic opportunity. The question of possible contamination is consistently raised by property owners and potential developers. Furthermore, the problem does not revolve around one, two or even three big brownfield sites. Individual sites are mostly small in size, but they number in the hundreds. Many have contaminant issues that cross property lines. The perceived financial and environmental risks posed by these sites have impeded redevelopment in what is otherwise an attractive location for new housing and employment.

Economic Context – Over the past several years the City of Tacoma has experienced considerable economic hardship, and there has been very little redevelopment activity in South Downtown. In 2011 the Urban Land Institute conducted a Technical Assistance Panel to provide the City with practical advice on transforming the Brewery District—one of South Downtown’s core Districts—into a high-density, mixed-use urban center. One of the primary recommendations was that “We need to create a market. The market is not going to come to us.” Reducing uncertainties associated with possible site contamination is a critical step for creating a viable real estate development market in South Downtown. An area-wide assessment will send a strong message that the City is proactively dealing with the issue, and the new, site specific information generated through the project will greatly reduce developer risk.

Limits on Brownfields Assessment Funding – Funding options for assessments in South Downtown are limited for several reasons. First, most sites are small, not consolidated, and located in poorer neighborhoods, and therefore are not attractive to private investment. Second, most sites are privately-owned, and State funding for assessment work is restricted to publicly or non-profit-owned properties; privately-owned properties are not eligible. In addition, the Washington State Constitution uniquely prohibits the use of public funding for private gain. No local funding sources for assessment exist for either public- or privately-owned properties. Outside of private investment, the EPA Brownfields Assessment Program is the only source of funding for privately-owned sites. Third, the City of Tacoma is confronting a \$65 million budget deficit in the upcoming biennium. Significant layoffs in essential police, fire and public works services are projected to occur. The City does not have the capacity fund brownfield assessments.

2. Project Description and Feasibility of Success

a. Project Description

The purpose of the proposed project is to develop data and policies for a coordinated, long-term effort to promote brownfield remediation and redevelopment throughout Tacoma’s South Downtown. It is a comprehensive, area-wide strategy that will be an asset to promote brownfield

redevelopment for many years. The primary goals are to remediate environmental contamination, to reduce economic uncertainty caused by contaminated sites, to produce tools for prioritizing future environmental work, and to forward new policies that facilitate brownfield redevelopment.

The core of the project will be the creation of a geographic information system (GIS) brownfields inventory that compiles environmental assessment data from a variety of sources into an area-wide GIS database. The inventory will consolidate historic and regulatory information and integrate it with other local GIS data. Important data gaps will be filled through the implementation of grant-funded Environmental Site Assessments (ESAs). The other main components of the project are the development of new brownfield strategies and policies, and a public engagement process to educate stakeholders and involve the community in guiding the project.

Project Fit with Community Plans – This Coalition proposal is coupled to a major, community-driven planning project that the City of Tacoma is conducting through 2013. In 2011 the City received a \$500,000 grant as part of a \$5 million Sustainable Communities Regional Planning Grant awarded to the Puget Sound Regional Council. The grant funds the development of an area-wide land use plan and associated environmental impact analysis for the accommodation of up to 30,000 new residents and 40,000 new jobs in the South Downtown Subarea. Given the planning work already underway for South Downtown, the timing is perfect for the proposed brownfield project, as it will take the next logical step by addressing the critical environmental issues in the Subarea. The City, South Downtown stakeholders, and adjacent communities are already engaged, and public outreach is ongoing. The current planning work also builds on previous City planning efforts, including a 2011 Urban Land Institute Technical Advisory Panel, the 2010 Brewery District Development Concept Study, and the 2008 Tacoma Dome District Development Strategy Update.

Public engagement for the South Downtown Subarea Plan & EIS included an October 2011 community meeting at which property owners developers concurred that a comprehensive brownfields assessment with contaminant clean up strategies is critical to redevelopment of the Subarea. This input from the community is one of the prime reasons for this proposal.

Project Details – The project activities are grouped into four main tasks, each described below.

- **Task 1 – Outreach and Education**

These activities will provide education about brownfields, inform property owners, provide program information, obtain feedback, and build active partnerships. This task entails three main components (see Section 3 below for more details):

- Formation of *Coalition Steering Committee* comprised of Coalition Members and community stakeholders that oversees and provides direction for the project
- Community education involving public meetings, events targeting specific stakeholders, and regular involvement of Coalition members
- Coordination with the City’s Federal Partnership for Sustainable Communities work

Key Roles:

Lead Partner:	City of Tacoma	Coordinate with Subarea planning
Supporting	Tacoma Housing Authority	Engage affordable housing stakeholders

Partner(s):	Health Department	Engage environmental health and built environment stakeholders
	University of Washington Tacoma	Engage students, faculty and community
Subcontractor(s):	Community engagement consultant	Coordinate and execute task activities

- *Task 2 – Inventory/Site Assessments/Cleanup Planning*

Develop an Area-wide, GIS Inventory – The first step in Task 2 is to develop a GIS database of historic-use and environmental information across the entire Subarea. The database will integrate regulatory information from local and state agencies, available geological and hydrogeological data, and historic land-use information from the City, the Health Department, and other sources, some of which may not be part of the regulatory record.

The database is intended to serve as an environmental decision-making tool. It will provide comprehensive information on potential environmental concerns, elucidate spatial relationships between contaminant point sources, and assist in strategically prioritizing future brownfield work. This information will be incorporated into the City’s public, web-based geographic information system known as “govMe,” enabling any user to easily overlay brownfield data with other spatial information relevant to development (e.g., land use, zoning, census, etc.).

Develop a Site Assessment Strategy – As it is developed, the GIS inventory will be applied to the planning of Phase I and Phase II environmental site assessments (ESA). Site selection will be based on two main criteria: (1) Sites that fill important data gaps identified by the GIS brownfield inventory; and (2) Sites located in priority redevelopment opportunity areas identified in the South Downtown Subarea Plan. The Steering Committee and other public engagement will be utilized to inform the assessment prioritization. Consent of property owners will also be a factor.

Because the South Downtown Subarea falls within the Commencement Bay Superfund Site, it is possible that the EPA may determine that certain sites in the Subarea are ineligible for EPA Brownfields assessment funding. In preparing this grant application, the Health Department had extensive conversations with representatives from EPA Region 10 to get clarity on this issue. On November 1, 2012, EPA Region 10 replied with an email message stating that:

“...when determining eligibility of properties located within the boundaries of the Commencement Bay Superfund Site, EPA would continue its efforts of working with both EPA and state Source Control contacts to determine if the property of interest was identified as a contributor to the Superfund contamination or merely located within the defined site boundaries. In these instances, EPA would not automatically discount eligibility, but make a property specific determination.”

Conduct Site Assessments – The project will conduct 9 to 14 Phase I, and 5 to 10 Phase II ESAs. The number of each will depend on site size and the nature of the contamination. Phase II sites will be selected based on Phase I results, and according to the priorities discussed above. Phase II ESAs will include recommendations for cleanup alternatives. Results from these ESAs will be added to the GIS inventory database, and will enable property owners and developers to appraise remediation options.

Identify Future Brownfields Priorities – The information generated through the inventory and assessments will be used to identify future assessment and cleanup priorities for the Subarea. Prioritization criteria will be tailored to reinforce the goals and policies of the South Downtown Subarea plan.

Key Roles:

Lead Partner:	City of Tacoma	Coordinate with Subarea’s high priority First Development Zones Provide platform for GIS database
Supporting Partner(s):	Tacoma Housing Authority Health Department Foss Waterway Authority Puget Sound Regional Council University of Washington Tacoma Health Department	Participate with other Coalition partners in Steering Committee activities to prioritize assessment sites Facilitate EPA site requirements
Subcontractor(s):	Planning consultant Environmental consultant	Collection of GIS data from agencies Coordinate environmental subcontractors Provide environmental assessment services

• ***Task 3 – Policy Development***

Develop Area-Wide Policy Recommendations For Brownfields Redevelopment – Coalition members and the Steering Committee will utilize the brownfields inventory, the cleanup plans, and future brownfields priorities to develop policy recommendations. The goal is improved public policy that leads to more effective brownfield redevelopment by reducing uncertainty. Two potential focus areas are (1) integrating brownfield redevelopment incentives with Transferable Development Rights programs, and (2) local ordinances that build on future State legislation related to brownfields redevelopment, such as the 2012 Engrossed Senate Bill 621 1.

Key Roles:

Lead Partner:	City of Tacoma	Coordinate with Subarea Plan as it relates to public policy
Supporting Partner(s):	Tacoma Housing Authority Health Department Foss Waterway Authority Puget Sound Regional Council University of Washington Tacoma	Participate in Steering Committee activities to develop policy
Subcontractor(s):	Planning consultant TBA	Provide support for policy development

• ***Task 4 -- Project Coordination***

These activities are necessary for meeting the reporting requirements of this EPA grant and for the purpose of coordinating the various components of the project. As part of this task the Coalition also plans to develop a case study report on the area-wide assessment.

Key Roles:

Lead Partner(s):	City of Tacoma	Party responsible to EPA
Supporting Partner(s):	Other Coalition Partners	Provide input to overall project

b. Budget for EPA Funding, Tracking and Measuring Progress, and Leveraging Other Resources

i) Budget

The total budget for the project is \$600,000, divided evenly between petroleum and hazardous waste, see Table below. The program spans two federal fiscal years, October 2013 to September 2015. Forty-nine percent of the budget will be used for planning and conducting ESAs and cleanup planning. With the addition of the GIS brownfields inventory, the allocation becomes 74%. The budget is weighted this way because these grant-funded activities are the project's only resource for costs related to the inventory development and assessments on privately owned properties. All costs are divided 50/50% between petroleum and hazardous waste activities as an estimate.

Proposed FY 2014-2016 Budget

Budget Categories	Task 1 Outreach & Education		Task 2 Inventory, Assessment, and Cleanup Planning		Task 3 Policy Development		Task 4 Project Coordination		Petro / Hazardous Waste Totals		Category Totals
	Petro	Haz Waste	Petro	Haz Waste	Petro	Haz Waste	Petro	Haz Waste	Petro	Haz Waste	
	Personnel	-	-	-	-	-	-	20,000	20,000	20,000	
Benefits	-	-	-	-	-	-	6,000	6,000	6,000	6,000	12,000
Travel	-	-	-	-	-	-	2,500	2,500	2,500	2,500	5,000
Equipment	-	-	-	-	-	-	-	-	-	-	-
Supplies	-	-	-	-	-	-	500	500	500	500	1,000
Contractual	20,500	20,500	220,500	220,500	30,000	30,000	-	-	271,000	271,000	542,000
Other	-	-	-	-	-	-	-	-	-	-	-
Totals	20,500	20,500	220,500	220,500	30,000	30,000	29,000	29,000	300,000	300,000	600,000
Grand Totals	41,000		441,000		60,000		58,000		600,000		

Task 1 – Community Outreach and Education - Costs include contract services estimated at \$41,000 (547 hours @ \$75/hour).

Task 2 – Inventory / Site Assessments / Cleanup Planning – Total budget is \$441,000, includes grant-funded, subcontracted site assessment work totaling \$236,000 – 9 to 14 Phase I ESAs (est. \$2,500 to \$4,000 each) and 5 to 10 Phase II ESA's (est. \$20,000 to \$40,000 each) depending on their scope and complexity; \$55,000 for staff (0.5 FTE) sub-contracted with the

Health Department for assistance in site assessment planning; and \$150,000 in contracted services for the development of GIS and site assessment activities.

Task 3 -- Policy Development - This task is in line with the 10% budget grant provision for local governments for writing local brownfields-related ordinances that will aid in brownfields remediation. Costs for this task consist of consultant personnel and supplies for a total of \$60,000 (estimated 800 hours @ \$75/hour).

Task 4 -- Project Coordination – Total task costs are \$58,000, including staff and related costs (\$52,000, 0.5 FTE), supplies (\$1,000), and travel to training and conferences (\$5,000).

ii) Tracking and Measuring Progress

The Coalition plans a two-year project timeframe (October 2013 through September 2015) with the option for early completion. The Coalition is confident that this timeframe is both realistic and has the necessary flexibility, especially for successful collaboration with the Sustainable Communities work. Two of the Coalition members have extensive experience in EPA Brownfields grants and understand the time required for this work. The City is a partner in Washington State's Brownfields Revolving Loan Fund and has operated several Brownfields Job Training grants. The Health Department has been successfully completed four Brownfields community-wide assessment grants.

The project will use the EPA ACRES and the EPA Quarterly Progress Reports to report progress on project outcomes. The project will report outcome achievements in ACRES and the Quarterly Activity reports to EPA. In some cases, outcome measures, like jobs created, will not be available until sometime after the site assessment work is completed, and ongoing future updates will be provided to EPA as appropriate.

iii) Leveraging

The proposed project would leverage the following funding from other sources:

- **University of Washington Tacoma (UWT)** – Budgeted \$1 million for brownfield remediation on their properties in the South Downtown Subarea. Information gathered through UWT efforts will contribute directly to the goals of the proposed project. Furthermore, the UWT is the co-lead on the South Downtown Subarea Plan & EIS.
- **Foss Waterway Development Authority** – Recently sent a letter of commitment to the State Department of Commerce in support of a \$1.0 million revolving loan fund Federal grant application for cleanup of two sites on the Foss Waterway. Just completed site remediation on Waterway Park, funded with a DOE Remedial Action Grant and Integrated Planning Grant, a DOC Revolving Loan fund, and City of Tacoma Bonds.
- **Brownfields job training** – \$500,000 ongoing program led by City of Tacoma; potential for training to be applied in assessments funded by the proposed project.
- **Brownfields revolving loan fund** – \$4 million ongoing program led by the State of Washington; potential for coordination with area-wide assessment.
- **South Downtown Subarea Plan & EIS** – \$500,000 planning grant funded by the Federal Partnership for Sustainable Communities. This effort is intended to promote economic development and create transit communities, and contaminated sites are seen as a major barrier to success.

- **Rail Investments** – In addition to Sound Transit’s local light rail and new commuter line to the south, plans are being made to reroute Amtrak service and build a new Amtrak Station located in the heart of South Downtown. This project can be expected to involve brownfield remediation.
- **Commencement Bay Superfund Site** – Largely completed, but represents a large body of brownfield-related work that the proposed project can leverage.

The Health Department’s Former Gas Station Brownfields Assessment grants demonstrate successful experience with leveraging brownfield-related funds in this community:

- **Community Health Care Hilltop Regional Health Center** – Worked with EPA Region 10 to conduct a Targeted Brownfields Assessment Program site assessment, which led to a \$26.5 million construction project in 2012
- **Ivory’s Auto Rebuild Site** – Major oil company helped pay for the cleanup
- **Salvation Army Site** – Leveraged assessments on adjacent parcels that were paid for by the Salvation Army, and subsequently a \$118,000 Brownfields Cleanup Grant
- **Lakewood Site Near Future Transit Station** – Leveraged \$5,000 from the State Department of Commerce
- **McCarver Park (Zina Linnick Project)** – Became a Targeted Brownfields Assessment and was the first step in a \$375,000 redevelopment of this school playground project

c. Programmatic Capability and Past Performance

i) Programmatic Capability

The City manages a \$2 billion dollar biennial budget and is AA- rated. It has never defaulted on any loan, and maintains its accounting records in accordance with state and federal laws and regulations and follows generally accepted accounting principles (GAAP). The City has received a Government Finance Officers Association Certificate of Achievement in Excellence for Financial Reporting for many years for the Comprehensive Annual Financial Report (CAFR).

Grant Management System - The 2010 Schedule 16 (Schedule of Expenditures) indicated that the City received over \$39 million in Federal assistance including over \$15 million in grants from DOT. In addition, the City received over \$3 million from the State of Washington Department of Transportation (pass through DOT funding) for various projects. The City also manages several other Federal grants including over \$3 million annually from the Department of Housing and Urban Development.

Project Management Staff - The project manager, Ian Munce, is an attorney with 30 years of experience in grant management without adverse findings. He is currently managing four grant projects totaling \$850,000. If he needed to be replaced, the City would bring in someone equally qualified to manage its complex set of planning grant responsibilities. He is supported by the City’s Finance Department’s purchasing experts and by a budget specialist who oversees the proper processing of invoices.

In the Event of Staff Turnover – There is capacity in place to retain project leadership or recruit qualified staff if necessary. Mr. Munce works in the City’s Planning and Development Services Department which has other personnel with related backgrounds and expertise. The City has a

comprehensive human resource department that would be able to recruit qualified applicants for this position if needed.

Systems for Acquiring Additional Expertise/Resource – The City and the Planning and Development Services Department have the capabilities to contract for services that will be needed in this project. Their contracting procedures are designed to meet local, state and federal contracting requirements. Contracted technical services for the project would be obtained through a competitive procurement process. The City has contract procurement systems and routinely contracts for services for this kind of project and similar activities on a regular basis. The Tacoma-Seattle area has sufficient numbers of qualified firms to ensure the project will obtain competent and competitively priced consultants.

ii) Adverse Audits – No unresolved issues.

A review of the Washington State Auditor’s audits for the periods of 12/31/2006 through 12/31/2010 found the following:

- Accountability audits – no findings
- Financial statement audits – no findings
- Single Audit (federal grants) – 1 finding for the period January 31, 2008 through December 31, 2008. The finding reads: “The City’s internal controls were inadequate to ensure compliance with allowable cost / cost principle requirements of its Highway Planning and Construction grant.”

The one finding for 2008 involved inadequate time and effort documentation (timesheets) for employee costs charged to a federal transportation grant. The questioned costs were \$20,164. The City repaid the questioned costs and corrected the financial system and internal control processes to ensure accurate labor costs incurred were properly reported for all federal grants. On October 15, 2010, the Office of Inspector General and Federal Highway Administration (FHWA) issued a determination that the City had resolved the finding and they closed their report.

iii) Past Performance

The Coalition is a new applicant to the EPA brownfields grant and has not been the recipient of a grant before. However, some Coalition members have received Brownfield Assessment Grants and other Brownfields grant funding. We request that this Coalition application be considered a request from an organization that has never received a Brownfields Assessment Grant, with the recognition members have considerable recent experience with these grants.

1. Current/Past EPA Brownfields Grants

Coalition Members, but not the full Coalition itself, have received and successfully executed EPA Brownfields grants, as summarized in the Table below:

Previous/Current Brownfields Assessment Grants - November 2012

<i>Coalition Member / Brownfield Grant Program</i>				
Grants	Total Funding	Grant Requirements	Status	Comments
<i>Tacoma Pierce County Health Department / Community-wide Assessment Grants</i>				

Three: 2004 to 2009	Totaling \$600,000	Met all	Grants closed out.	Assessment activities slowed with the downturn in the economy.
2009-2012	\$200,000	Met all	Grant activities completed June 2012.	Slow economy impacted assessment work. EPA approved modifications to work plan that included inventory enhancement tasks
<i>City of Tacoma / Revolving Loan Fund</i>				
Since 2004	Part of \$4M coalition	Meeting all	Currently operating	Activity has slowed with economy
<i>City of Tacoma / Brownfield Job Training Grants</i>				
2000 to 2008	Totaling \$541,764	Met all	Grants closed out	Three grants awarded during this period
2010 to 2012	\$500,000	Meeting all	Currently operating	Program still operating; close-out phase
2011 to 2013	\$300,000	Meeting all	Currently operating	Program still operating
<i>Foss Waterway Authority / Brownfields Economic Development Initiative</i>				
1996	\$200,000	Met all	Closed	

The Health Department's EPA-funded accomplishments since 2004 include:

- Assessment of 17 former gas station sites totaling 14 acres
- Assessment work on an additional 7.31 acres in conjunction with EPA's TBA program
- A community-wide effort to redevelop an elementary playground/community park
- *South Tacoma Way Roundtable on Former Gas Station Sites* community meeting in June 2006 that drew 60 people including 35 property owners
- Formation of the *South Puget Sound Brownfields Network* in 2006
- Helped establish the cross-agency Evergreen Tacoma Initiative to work on whole-systems approaches to sustainable Brownfield redevelopment in in the Tacoma; includes local, State and Federal agencies

2. Has Not Received an EPA Brownfields Grant

This Coalition has not previously received a Brownfields Assessment Grant. However, the Lead Entity and two of the Coalition members have experience as grant recipients—see Table above.

3. Community Engagement and Partnerships

a. Involving the Affected Community

Plans for engaging the target community includes two main components: (1) a steering committee, and (2) a multifaceted public involvement process. A steering committee will help define the public involvement objectives, key messages, audiences, and appropriate outreach tools and methods, and will include representatives from the Coalition, University of Washington Tacoma, business organizations, traditionally under-represented communities and human service

organizations, and local elected officials. Due to the high minority concentration in the area (48%), special outreach will occur with the Tacoma Community House, Black Collective, Hispanic Chamber of Commerce, the Asia Pacific Cultural Center, and others.

The goals of the multifaceted public involvement process are to:

- Inform and build trust with local community groups, local residents and businesses about the site selection and cleanup decisions, and subsequent redevelopment activities;
- Provide information and opportunities for public involvement as well as feedback on key decisions and at appropriate milestones;
- Provide meaningful opportunities for traditionally under-represented and under-served populations to gain information and be involved with decision-making; and
- Provide consistent and clear messaging through the life of the project.

To achieve these goals, we will use a variety of tools and approaches:

- Coordination with the South Downtown Subarea Plan & EIS
- Public meetings, open house sessions, formal presentations, and working sessions
- Reader-friendly outreach materials, fact sheets, newsletters, etc.
- Interactive website and other social media tools
- A focus on underserved populations by reaching out to communities where they already gather, including interfacing with churches and other faith-based groups, with translation services to be used as needed
- Deliberate involvement with organizations that serve ethnic and minority communities to give them the opportunity to provide input.

b. Relationships with Community Partners

Effectively achieving the project goals will require establishing relationships with a broad range of entities. In addition to the Coalition Partners and Supporting Members, targeted local community collaborators include: Hillside Development Council, Dome District Development Group, Downtown Merchants Group, Washington State Department of Ecology, Puget Sound Partnership, South Puget Sound Brownfield Network, Puyallup Tribe of Indians, Tacoma Community House, Centro Latino, Hilltop Action Coalition, Tacoma Urban League, Asia Pacific Cultural Center, Citizens for a Healthy Bay, Tacoma/Pierce County Workforce Development Council, and Tacoma-Pierce County Chamber of Commerce. In addition, the City Brownfields Assessment Program Manager will work closely with the City EPA Brownfields Job Training Program Manager.

c. Support Letters Provided By Key Community-Based Organizations

Letters of support from the seven community-based organizations listed below have been provided as attachments in Attachment iv.

- *University of Washington, Tacoma* – \$1 million budgeted for brownfield remediation in the Subarea; partner in the Evergreen Tacoma Initiative, the Center for Urban Waters, and the Washington State Puget Sound Partnership
- *Hillside Development Council* – Key stakeholder group in one of the area’s Districts
- *Dome District Development Group* – Key stakeholder group in one of area’s Districts

- *Pierce County Human Services Coalition* – Conduit to human service organizations and ethnic, minority, and other often under-represented communities
- *Workforce Central* – Conduit for communication with local Brownfields Job Training grant recipient and employment and training providers
- *Tacoma-Pierce County Chamber of Commerce*– Conduit to the local business community
- *Citizens for a Healthy Bay* – Conduit to citizens interested in environmental issues
- *Tacoma Community House* – Language translations services for over 40 local languages and an asset in involving a wide range of ethnic communities
- *City of Tacoma's Environmental Workforce Development Job Training Program* – Operator of local Brownfields Job Training Program will assist companies doing environmental work in finding and training workers

4. Project Benefits

“Create sustainable communities” succinctly captures the overarching goal of the comprehensive plans developed by Tacoma and Pierce County under the Washington State’s Growth Management Act¹. The proposed project supports this vision on numerous levels.

a. Improving Welfare and Public Health

Developing a brownfields inventory and conducting environmental assessments will not only improve information on potential threats to public health and the environment, but also help catalyze economic development that will create improved conditions for low-income and minority residents in and around the South Downtown study area.

Public Health/Environmental Benefits - The project will produce a long-term resource to facilitate the future remediation of sites that pose direct threats to public health and the environment. Over the long term, this could potentially translate to the reduction of hazards posed by hundreds of brownfields.

Social Benefits –South Downtown Tacoma and the adjacent Hilltop and Salishan/Eastside neighborhoods have high concentrations of minority/ethnic residents and low-income households. The project’s area-wide work to improve brownfields information combined with the South Downtown Subarea Plan & EIS project can be expected to provide a major boost for the area’s future redevelopment. Due high levels of vacancy in South Downtown, the risk of displacing current residents is relatively low, and efforts will be made to retain those that are temporarily displaced. Tacoma Housing Authority’s involvement as a partner will help ensure that affordable housing and potential displacement are proactively addressed. As sites are cleaned up and redeveloped, local residents will benefit from new employment opportunities, housing with excellent transit access, and a more vibrant, livable community overall.

b. Economic Benefits and Greenspace

The wide range of brownfield sites in South Downtown Tacoma may represent the future home of high-density residential clusters, an employment sub-district with office towers, a retail concentration, or a public plaza or park. Tacoma has made significant investments in the cultural,

¹ State’s Growth Management Act guides local planning and focuses on population growth in urban areas, transportation, and sustainable economic development.

educational, and transportation infrastructure necessary to attract the private capital that makes such redevelopment possible. Brownfield restoration is another key form of public investment needed in South Downtown to catalyze private investment—on the brownfield sites, as well as in adjacent areas. Furthermore, the investment that comes with redevelopment provides the capital that makes cleanup possible, as in the case noted above when the Sound Transit rail construction resulted in the removal of 450,000 tons of contaminated soil. Such reclamation can also achieve direct and indirect sizable tax benefits, and an incentive for triggering additional private sector investment (a strategic ripple effect).

South Downtown Tacoma currently suffers from a lack of usable open space, and brownfield sites represent a significant opportunity to remedy that situation. When restored, brownfield sites are implemented as open space, parks, water features, etc., the private sector investment in the immediate proximity should result in significant increases in value, and therefore, increased tax base. The public space relationship to investment is likely in the range of one and a half to as much as two times the value of nearby property without immediate visual proximity to open space.

c. Environmental Benefits from Infrastructure Reuse and Redevelopment

A key goal of the proposed project is to catalyze redevelopment that will lead to more efficient utilization of existing public infrastructure investment in Tacoma's South Downtown. The most prominent features of this infrastructure are the transit investments, including heavy- and light-rail lines, and a major regional transit hub. Sound Transit recently completed a \$162 million commuter rail project in the area to connect to Seattle to the north and to Lakewood to the south. But no less important are the more typical investments found in cities, including streets, utilities, public services, opens spaces, etc, most of which are underutilized to some degree in South Downtown. Redevelopment is the sustainable solution for fully leveraging these assets.

The HUD/EPA/DOT Sustainable Communities project that the City has undertaken in South Downtown focuses in large part on transit-oriented communities. The high level of transit access in South Downtown presents exceptional opportunities for creating transit-oriented communities that provide a wide range of social, economic, environmental, and public health benefits. Access to high-quality transit can significantly reduce household transportation expenses, especially when households can get by without having to own a car. And the reduced driving that is associated with walkable, transit-rich neighborhoods also results significant reductions in greenhouse gas emissions. Preliminary transportation modeling of the future build out in South Downtown projects a *decrease* in regional vehicle-miles traveled.

New construction in South Downtown will be subject to modern energy codes, resulting in improved energy efficiency compared to existing buildings. Adaptive reuse of existing buildings will result in savings in embodied energy and carbon. Tacoma's stringent stormwater control regulations will result in reductions in both runoff quantity and runoff contamination compared to existing conditions on most sites.

Lastly, brownfields remediation in South Downtown will help Tacoma accommodate more of the region's growth. And growth that occurs in a previously developed area such as downtown Tacoma will reduce development pressure on the urban fringe, and lead to a more sustainable region overall.

Attachment i

THRESHOLD CRITERIA

1. **Applicant Eligibility** – This is a Coalition grant application with the following Coalition Members:
 - **City of Tacoma** – General Purpose Unit of Local Government; Lead Entity
 - **Tacoma-Pierce County Health Department** – General Purpose Unit of Local Government; a recipient of multiple assessment grants with a proven track record of accomplishment
 - **Puget Sound Regional Council** (Regional Council; four-county metropolitan planning organization)
 - **Foss -Waterway Development Authority** (Redevelopment Agency; responsible for the successful cleanup and redevelopment of the Thea Foss Waterway)
 - **Tacoma Housing Authority** (Public Housing Authority; nationally recognized innovator and leader in affordable housing)
2. **Letter from the State or Tribal Authority** – See *Attachment ii*.
3. **Site Eligibility and Property Ownership Eligibility** – Not Applicable; not site specific.



Governed by a local Board of Health

November 30, 2012

Mr. Ian Munce
Community and Economic Development Department
City of Tacoma
747 Market Street, Room 900
Tacoma WA 98402

RE: COALITION MEMBERSHIP - FY2013 BROWNFIELDS ASSESSMENT GRANT

Dear Mr. Munce:

This letter is written to verify that the Tacoma-Pierce County Health Department agrees to be a member of the City of Tacoma Coalition for the purpose of application for, and subsequent award, of, a US EPA Brownfields Assessment Coalition Grant in the amount of \$600,000 for community-wide assessment in the South Downtown Sub-Area planning area.

The Health Department is an eligible entity under the category of "unit of local government" listed in the *FY13 Guidelines for Brownfields Assessment Grants*. As such, the Health Department exists as a separate legal entity with county-wide jurisdiction for Pierce County in Washington State.

The Health Department acknowledges that the City of Tacoma will be the lead entity on behalf of the coalition for the purposes of this grant application and subsequent award. The City of Tacoma will administer the grant, be accountable to US EPA for the proper expenditure of funds awarded, and serve as the point of contact for the other coalition members.

Further, it is our understanding that coalition members will not be eligible to apply for other community-wide or site specific Brownfields Assessment Grants in the current FY 13 assessment grant competition, and that a coalition member wishing to apply as a separate applicant must withdraw from the coalition to be eligible for individual assessment funds.

Sincerely,

Steve Marek, Director
Environmental Health Division
Tacoma-Pierce County Health Department

3629 South D Street
Tacoma, WA 98418-6813

Anthony T. Chen, MD, MPH, Director of Health

253 798-6500
800 992-2456

Printed on recycled paper

TDD: 253 798 6050



Peter Huffman, Acting Director
Planning and Development Services
City of Tacoma
747 Market Street, Room 1000
Tacoma, WA 98402

November 9, 2012

RE: Tacoma Downtown Brownfields Coalition Membership

Dear Mr. Huffman:

This letter verifies that the Puget Sound Regional Council (PSRC) agrees to be a member of the City of Tacoma Downtown Brownfields Coalition for the purposes of securing a US Environmental Protection Agency Brownfields Assessment grant in the amount of \$600,000 for community-wide assessment. PSRC acknowledges that the City of Tacoma will lead the coalition for the purposes of this grant application and administration. PSRC is an eligible applicant and coalition partner due to its status as the metropolitan planning organization and regional council for the central Puget Sound area.

PSRC is contributing support and will participate in the coalition through its involvement in the wider planning and environmental review effort in the southern portion of downtown Tacoma, supported by funds awarded to the region as part of a US Department of Housing and Urban Development (HUD) Sustainable Communities Regional Planning grant. Funds from the HUD grant are supporting the Tacoma South Downtown Catalyst project, which features the concurrent development of a subarea neighborhood plan and a planned action environmental impact statement (EIS) to help facilitate and streamline regulatory processes for future transit-oriented development projects in the neighborhood. PSRC has awarded funds to the City of Tacoma to undertake this effort, and participates in oversight of the project. This effort will include extensive public engagement and will establish measures to avoid displacement and fragmentation of businesses, existing residents, or cultural groups.

The City of Tacoma has an important role in implementing the central Puget Sound regional plan for sustainable development, VISION 2040. As the central hub of Pierce County and one of the region's five Metropolitan Cities, Tacoma has ambitious plans to accommodate a significant share of projected regional growth in the southern portion of its downtown: 30,000 people and 40,000 jobs over the next several decades. Tying redevelopment in this neighborhood to area-wide environmental clean-up efforts will be critical to the overall success of the city's plans to accommodate growth, enhance and preserve the quality of life, create healthy, safe neighborhoods, and ensure access to opportunity for all residents.

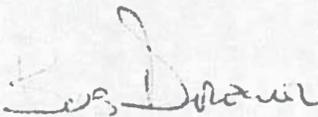
Mr. Peter Huffman
November 8, 2012
Page 2

If the City of Tacoma Downtown Brownfields Coalition is successful in securing an EPA Brownfields Assessment grant, the city will be fully responsible for the grant's administration, and will serve as the central point of contact for the other coalition members. Furthermore, PSRC acknowledges that coalition members are not eligible to apply for additional community-wide or site-specific Brownfield Assessment grants in this round of funding, and that a coalition member wishing to apply separately must withdraw from this coalition to be eligible for individual assessment funds. PSRC has no plans to individually pursue assessment funds.

We applaud EPA's participation in the HUD-DOT-EPA Partnership for Sustainable Communities. The partnership is a groundbreaking effort to align federal programs along common livability principles to coordinate federal housing, transportation, and other infrastructure investments to protect the environment, promote equitable development, and help to address the challenges of climate change. The award of a Brownfields Assessment grant from the Environmental Protection Agency would build upon the coordinated subarea plan and environmental impact statement currently funded by the US HUD Sustainable Communities Regional Planning grant program, ensuring that federal funds are working in concert to successfully implement locally adopted plans and further federal agency goals and objectives.

Thank you for your consideration.

Sincerely,



Bob Drewel
Executive Director
Puget Sound Regional Council

Cc: Ian Munce, City of Tacoma
Dan Bertolet, Via-Architecture
Mark Gulbranson, Deputy Executive Director – PSRC
Ben Bakkenta, Program Manager – PSRC



FOSS WATERWAY DEVELOPMENT AUTHORITY

535 Dock Street, Suite 204 - Tacoma, WA 98402-4630
Phone: (253) 597-8122 Fax: (253) 597-8129
www.theafoss.com

Mr. Ricardo Nugera, Director
Community & Economic Development
City of Tacoma
747 Market Street, Room 900
Tacoma, WA 98402

RE: Agreement to be a member of the City of Tacoma's Downtown Brownfields Coalition for the purposes of a US EPA Brownfields Assessment Coalition grant.

Dear Mr. Nugera:

This letter is written to verify that the Thea Foss Development Authority agrees to be a member of the of City of Tacoma's Downtown Brownfields Coalition for the purposes of a US EPA Brownfields Assessment Coalition grant in the amount of \$600,000 for community-wide assessment. The Thea Foss Development Authority is an eligible applicant due to its status as "quasi-governmental entity that operates under the supervision and control of, or as an agent of, a general purpose unit of local government".

The Thea Foss Development Authority agrees that the City of Tacoma will be the lead member of the coalition for the purposes of this grant application and subsequent award. However, we are not in a position to add any funding to the project beyond that already made available to the City through the Sustainable Communities grant from HUD. The City of Tacoma must administer the grant and, if awarded, be accountable to US EPA for proper expenditure of funds, and be the point of contact for the other coalition members. Further, it is our understanding that coalition members are not eligible in this grant round as applicants for additional community-wide or site-specific assessment grants, and that a coalition member wishing to apply as a separate applicant must withdraw from the coalition to be eligible for individual assessment funds.

We would like add that the Thea Foss Development Authority Tacoma has invested over \$2 million to date in clean-up efforts on our waterfront properties. We will spend more as we continue our expansion plans. However, we are totally convinced that the best use of all available resources would to be address contamination issues on an area-wide basis (as is proposed by the Coalition).

Thank you for your consideration.


Su Dowie
Interim Executive Director



Michael Mirra
Executive Director

TACOMA HOUSING AUTHORITY

BOARD OF COMMISSIONERS

Janis Flauding, Chair
Greg Mowat, Vice Chair
Dr. Arthur C. Banks
Stanley Rumbaugh

November 20, 2012

By email to: moquera@ci.tacoma.wa.us

Mr. Ricardo Noguera, Director
Community & Economic Development
City of Tacoma
747 Market Street, Room 900
Tacoma, WA 98402

RE: Agreement to join City of Tacoma's Downtown Brownfields Coalition for the purpose of a US EPA Brownfields Assessment Coalition grant in the amount of \$1 million for community-wide assessment

Dear Mr. Noguera:

The Tacoma Housing Authority is pleased, with this letter, to indicate its agreement to be a member of the City of Tacoma's Downtown Brownfields Coalition for the purposes of a US EPA Brownfields Assessment Coalition grant in the amount of \$1 million for community-wide assessment. The Tacoma Housing Authority is an eligible applicant due to its status as "quasi-governmental entity that operates under the supervision and control of, or as an agent of, a general purpose unit of local government".

The Tacoma Housing Authority agrees that the City of Tacoma will be the lead member of the coalition for the purposes of this grant application and subsequent award. However, THA is not in a position to add any funding to the project beyond that already made available to the City through the Sustainable Communities grant from HUD. It is our understanding that the City of Tacoma will administer the grant and, if awarded, be accountable to US EPA for proper expenditure of funds, and be the point of contact for the other coalition members. Further, it is our understanding that coalition members are not eligible in this grant round as applicants for additional community-wide or site-specific assessment grants, and that a coalition member wishing to apply as a separate applicant must withdraw from the coalition to be eligible for individual assessment funds.

We would like to add that the Tacoma Housing Authority is actively looking for housing sites in the project area. We acknowledge that clean-up issues are a major factor in our investment decision and believe that the best use of available resources would be to address contamination issues on an area-wide basis (as is proposed by the Coalition).

902 South L Street, Suite 2A • Tacoma, Washington 98405-4037
Phone 253-207-4429 • Fax 253-207-4440 • mmirra@tacomahousing.org • www.tacomahousing.org

Mr. Ricardo Noguera, Director
November 20, 2012
Page 2

Should you have questions regarding THA's Agreement to join the City of Tacoma's Downtown Brownfields Coalition, please contact Walter Zisette, Director of Real Estate Development at (253) 207-4433 (wzisette@tacomahousing.org).

Thank you.

Cordially,

TACOMA HOUSING AUTHORITY

WT

Michael Mirra

Michael Mirra
Executive Director

ATTACHMENT ii



STATE OF WASHINGTON
DEPARTMENT OF ECOLOGY

PO Box 47600 • Olympia, WA 98504-7600 • 360-407-6000

711 for Washington Relay Service • Persons with a speech disability can call 877-833-6341

November 15, 2012

Ms. Deborah Burgess, Brownfields Coordinator
U.S. Environmental Protection Agency
Washington Operations
300 Desmond Drive, Suite 102
Lacey, WA 98503

Dear Ms. Burgess:

I understand the City of Tacoma (City) will submit an application for a Community-Wide Brownfields Assessment grant under the Environmental Protection Agency's (EPA) Fiscal Year 2013 Brownfields Program. A requirement for this application is that the Department of Ecology (Ecology) will provide EPA with a letter acknowledging that we are aware the applicant plans to conduct assessment activities.

Mr. Ian Munce, representing the City, informed Ecology of plans to apply for these federal funds to conduct brownfield assessment activities. Ecology understands the City is applying to EPA for one Community-Wide Assessment grant so they have the flexibility to address sites as they are identified.

The Ecology point of contact for this project is Rebecca Lawson of our Southwest Regional Office. Her telephone number is (360) 407-6241.

Sincerely,

A handwritten signature in black ink, appearing to read "John Means".

John Means
Brownfields Program Planner
Toxics Cleanup Program

cc: Greg Tanbara, Tacoma-Pierce County Health Department
Rebecca Lawson, Ecology
Diane Singer, Ecology

Hillside Development Council

November 27, 2012

Mr. Ricardo Noguera, Director
Community and Economic Development Department
City of Tacoma
747 Market Street Room 900
Tacoma WA 98402

Dear Mr. Noguera:

The Hillside Development Council (HDC) would like to go on record as strongly supporting City of Tacoma's coalition application for a US EPA Brownfield Community-wide Assessment Grant.

HDC and its members were instrumental in bringing the need for an area-wide approach to the forefront of the City's and regional planning efforts. Our business and property owner members are acutely aware of the difficulty in addressing Brownfields issues as we make new investments in Downtown Tacoma. If and when funding is secured, we commit to assisting in any way we can, particularly with outreach and implementation measures.

Clean up issues are a major factor in our investment decisions and we are totally convinced that the best use of all available resources would be to address contamination issues on an area-wide basis as is proposed by the Coalition.

Sincerely,



Ed Davis, President
Hillside Development Council

Post Office Box 5887, Tacoma WA 98415
hdctacoma.org



DOMESTRUCT DEVELOPMENT GROUP
2601 East 26th Street · Suite 308
Tacoma · WA · 98421
253 · 431 · 7331
LKeithStone@comcast.net
www.DomeBusinessDistrict.com

November 27, 2012

Mr. Ricardo Noguera, Director
Community and Economic Development Department
City of Tacoma
747 Market Street Room 900
Tacoma WA 98402

Dear Mr. Noguera:

The Dome District Business Association would like to go on record as strongly supporting City of Tacoma's coalition application for a US EPA Brownfield Community-wide Assessment Grant. This grant funding would provide resources to begin taking the next steps in reviving a portion of our city that is littered with brownfields.

We were instrumental in bringing the need for an area-wide approach to the forefront of the City's and regional planning efforts. Some of our business and property owner members are looking forward to developing their own properties and therefore are acutely aware of the difficulty in addressing brownfields issues as we make new investments in South Downtown Tacoma.

If and when funding is secured, we commit to assisting in any way we can, particularly with outreach and implementation measures to make sure that the Brownfields Assessment project is applicable and usable as a tool to enhance the prospect of development in South Downtown.

Clean up issues are a major factor in our investment decisions and we are convinced that the best use of all available resources would be to address contamination issues on an area-wide basis as is proposed by the Coalition.

Sincerely,

A handwritten signature in cursive script, appearing to read "L. Keith Stone".

L.Keith Stone, President

Dome District Business Association



CITIZENS FOR A HEALTHY BAY

535 Dock Street
Suite 213
Tacoma, WA 98402
Phone (253) 383-2429
Fax (253) 383-2446
chb@healthybay.org
www.healthybay.org

November 21, 2012

Mr. Ian Munce
City of Tacoma
Community and Economic Development Department
747 Market Street Room 1036
Tacoma WA 98402

Executive Director
Bill Anderson

Dear Mr. Munce:

I am writing to express the strong support of Citizens for a Healthy Bay (CHB) for the City of Tacoma's application for a US EPA Brownfield Community-wide Assessment Project for the South Downtown area of Tacoma.

Board of Directors
Bonnie Becker

We believe the proposed project represents an excellent opportunity to improve the South Downtown area's environmental health and development potential, while helping to protect the waters of Commencement Bay from potential pollution.

Cheryl Greengrove
Kathleen Hasselblad
Bruce Kilen

Citizens for a Healthy Bay has established a 22 year history of engaging Tacoma's citizens in cleaning up, restoring and protecting Commencement Bay. We look forward to working with other coalition members to assist in the education and outreach component of the proposed program.

Melissa Braisted Nordquist

Bill Pugh

Lee Roussel

Robert Stivers

Angie Thomson

Sheri Tonn

Yours truly,

Bill Anderson
Executive Director

A tax-exempt
501(c)(3) Washington
nonprofit corporation

November 27, 2012

Mr. Ian Munce
Community and Economic Development Department
City of Tacoma
747 Market Street Room 1036
Tacoma WA 98402

Dear Mr. Munce:

On behalf of WorkForce Central (Pierce County Workforce Investment Board), I want to express my support for the City of Tacoma's coalition application for a US EPA Brownfields Community-wide Assessment Grant.

The application is in line WorkForce Central's efforts to promote jobs and sustainable business development in Tacoma and Pierce County. I support this application's connection with the City's work to complete the area-wide South Downtown Plan and Environmental Impact Statement that is part of the Puget Sound Regional Council's Growing Transit Communities project funded by the US Department of Housing and Urban Development's Sustainable Communities Regional Planning Grant Program. These two efforts working together can create a valuable asset for economic development in Tacoma and, in turn, a basis for generating family-wage job opportunities for our local residents.

As part of the community supporting this project, WorkForce Central will assist in educating business, labor and workforce development stakeholders about the project. WorkForce Central is a key partner in the City of Tacoma's Brownfields Job Training Program. Our support of the Brownfields Coalition project would also include assisting with the coordination of activities with that project as well as other employment and training resources in Pierce County.

Sincerely,



Linda Nguyen
CEO



Linda Nguyen CEO
3650 South Cedar Street
Tacoma, WA 98409-5714
office 253.472.8094
toll free 800.999.8168
fax 253.830.5226





November 27, 2012

Mr. Ian Munce
Community and Economic Development Department
City of Tacoma
747 Market Street Room 1036
Tacoma WA 98402

Dear Mr. Munce:

The Chamber supports the City of Tacoma's coalition application for a U.S. EPA Brownfield Community-wide Assessment Grant. The application is in line Chamber's goals of finding ways to promote sustainable business development in Tacoma and Pierce County.

The Chamber supports this application's connection with the City's work to complete the area-wide South Downtown Plan and Environmental Impact Statement as part of the Puget Sound Regional Council's Growing Transit Communities project, funded by the U.S. Department of Housing and Urban Development's Sustainable Communities Regional Planning Grant Program. The Subarea Plan project and the Brownfields Assessment project working together make a strategic and systematic approach to brownfields redevelopment.

As part of the community supporting this project, the Chamber will help in acting as a communication conduit to the broader business community.

Sincerely,

A handwritten signature in blue ink, appearing to read "Gary D. Brackett". The signature is fluid and cursive, with a long horizontal stroke extending to the right.

Gary D. Brackett, CCR
Manager, Business and Political

950 Pacific Ave, Ste. 300
P.O. Box 1933
Tacoma, Washington 98401

P 253.627.2175
F 253.597.7305
TACOMACHAMBER.ORG



**TACOMA
COMMUNITYHOUSE**
CREATING OPPORTUNITIES SINCE 1910

November 27, 2012

Mr. Ian Munce
Community and Economic Development Department
City of Tacoma
747 Market Street Room 1036
Tacoma WA 98402

Dear Mr. Munce:

I am writing to express the strong support of the Tacoma Community House for the City of Tacoma's coalition application for a US EPA Brownfield Community-wide Assessment Project for the South Downtown area of Tacoma.

The application is in line with the Community House's efforts to ensure that the needs of today's disadvantaged communities are a focus for future development in Tacoma and Pierce County. I support this application's connection with the City's work to complete the area-wide South Downtown Plan and Environmental Impact Statement that is part of the Puget Sound Regional Council's Growing Transit Communities project funded by the US Department of Housing and Urban Development's Sustainable Communities Regional Planning Grant Program. The Subarea Plan project and the Brownfields Assessment project represent valuable assets for economic development in Tacoma that will help generate family-wage job opportunities and good places to live.

The Tacoma Community House is a human service organization located in Tacoma's Hilltop neighborhood which is adjacent to the South Downtown Subarea. We provide employment, training, education, and advocacy services to recent immigrants and a variety of ethnic communities in Tacoma and Pierce County.

As part of the community supporting this project, I will assist the City's project in educating and obtaining meaningful input from our ethnic, minority and often under-represented communities. This includes making use of translation services we provide in Cambodian, Korean, Russian, Spanish, Vietnamese, and many other languages spoken in Tacoma and Pierce County.

Sincerely,

Liz Dunbar

Executive Director





November 30, 2012

Mr. Ian Munce
Community and Economic Development Department
City of Tacoma
747 Market Street Room 1036
Tacoma WA 98402

Dear Mr. Munce:

As immediate past Chair and Board member of the Pierce County Human Services Coalition, I want to express my support for the City of Tacoma's coalition application for a US EPA Brownfield Community-wide Assessment Grant.

The application is in line Human Service Coalition's efforts to ensure that the needs of today's disadvantaged communities are a focus for future development in Tacoma and Pierce County. I support this application's connection with the City's work to complete the area-wide South Downtown Plan and Environmental Impact Statement that is part of the Puget Sound Regional Council's Growing Transit Communities project funded by the US Department of Housing and Urban Development's Sustainable Communities Regional Planning Grant Program. The Subarea Plan project and the Brownfields Assessment project represent valuable assets for economic development in Tacoma that will help generate family-wage job opportunities and good places to live.

The Pierce County Human Services Coalition is an association of human service organizations in Pierce County Washington that works for the improvement of human services for the residents of our community. Many of our member organizations work closely with diverse groups in the community that can bring important perspectives to what should be included in Tacoma's South Downtown Subarea planning.

As part of the community supporting this project, I will work with the City's project in connecting them with human service organizations that will assist them in educating and obtaining meaningful input from our ethnic, minority and other often under-represented communities.

Sincerely,

3318
92ND STREET SOUTH
LAKEWOOD
WASHINGTON
98499

A handwritten signature in cursive script that reads "Helen McGovern".

Helen McGovern
Executive Director, Pierce County Emergency Food Network
Pierce County Human Services Coalition

TELEPHONE
253 584 1040
FACSIMILE
253 984 9368
EFOODNET.ORG

**...SO THAT
NO PERSON
GOES
HUNGRY**



City of Tacoma
Community and Economic Development Department

November 30, 2012

Mr. Ian Munce
Community and Economic Development Department
City of Tacoma
747 Market Street Room 1036
Tacoma WA 98402

Dear Mr. Munce:

On behalf of City of Tacoma's Environmental Workforce Development Job Training Program I want to express my support for the City of Tacoma's coalition application for a US EPA Brownfields Community-wide Assessment Grant.

The application is in line my program's efforts to prepare workers for jobs in Tacoma and Pierce County. I support this application's connection with the City's South Downtown Subarea Plan and Environmental Impact Statement that are part of the Puget Sound Regional Council's Growing Transit Communities project funded by the US Department of Housing and Urban Development's Sustainable Communities Regional Planning Grant Program. These two efforts working together will create a valuable asset for economic development in Tacoma and, in turn, a basis for generating family-wage job opportunities for residents here.

As part of the community supporting this project, the Environmental Workforce Development Job Training Program is prepared to assist companies who will be doing the environmental remediation work in finding and training the workers they will need. I also would like EPA to know that we work closely with Workforce Central and the Pierce County Workforce Investment Board who also support this application.

Sincerely,

Peter Guzman
Brownfields Job Training Program and LEAP Program Manager
Community & Economic Development Department
(253) 594-7933
Pguzman@cityoftacoma.org

Attachment x: Special Considerations Checklist

- Community population is 10,000 or less
- Federally recognized Indian tribe
- United States territory
- Applicant assisting a Tribe or territory
- Targeted brownfield sites are impacted by mine-scarred land
- Targeted brownfield sites are contaminated with controlled substances
- Community is impacted by recent natural disaster(s) (2005 or later). To be considered, applicant must identify here the timeframe and type of natural disaster.
- Project is primarily focusing on Phase II assessments
- Applicant demonstrates firm leveraging commitments for facilitating brownfield project completion by identifying amounts and contributors of funding in the proposal and have included documentation
- Community experiencing plant closures (or other significant economic disruptions) (2007 or later), including communities experiencing auto plant closures due to bankruptcy or economic disruptions. To be considered, applicant must identify here the timeframe and name of the plant recently closed and jobs lost, or reason for other significant economic disruption.

Context:

Russell Investments, a 70-year old company that was developed and headquartered in Tacoma, moved out of the community in late 2008/early 2009. Approximately 1,000 jobs were lost. This has created significant economic disruption to the small businesses in the downtown. In addition, the City lost 140 jobs with Morpho Trak's relocation and will lose an additional 350 jobs with DaVita's financial offices exiting Tacoma in spring 2013. Nalley Foods (Birds Eye Foods), a long-standing company, closed its doors in 2010. Approximately 300 jobs were lost.

- Applicant is a recipient or a core partner of a HUD-DOT-EPA Partnership for Sustainable Communities (PSC) grant that is directly tied to the project area, and can demonstrate that funding from a PSC grant has or will benefit the project area. To be considered, **applicant must attach documentation** which demonstrates this connection to a HUD-DOT-EPA PSC grant.

Context:

The City of Tacoma (City) is currently funded through a HUD/EPA/USDOT Sustainable Communities Regional Planning Grant led by the Puget Sound Regional Council (PSRC) to plan for accommodating significant population and employment growth in the 600-acre Tacoma South Downtown Subarea, which is the same study area proposed for this Brownfields Assessment Grant. The goals of the proposed Brownfield Assessment project are well-aligned with the City's federally funded South Downtown planning efforts, which involve a Subarea Plan and environmental impact statement (EIS) intended to promote the creation of equitable transit-oriented communities. A major challenge to achieving the goals of the Partnership for Sustainable Communities work is the uncertainty that surrounds soil and groundwater contamination on potential redevelopment sites. The Brownfields Coalition Assessment Grant is a perfect opportunity to remedy this situation and fully leverage the City's Federal Partnership for Sustainable Communities efforts.

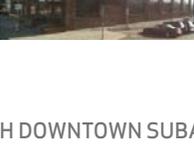
- Applicant is a recipient of an EPA Brownfields Area-Wide Planning grant
- Community is implementing green remediation plans.

APPENDIX F: SOUTH DOWNTOWN HISTORIC RESOURCES INVENTORY

South Downtown Historic Resources - Districts

KEY	DISTRICT NAME	YEAR LISTED	APPROXIMATE BOUNDARIES	DESIGNATION STATUS
A	Union Depot-Warehouse Historic District	1980	Surrounded by the Union Station Conservation District, roughly bounded by Pacific Avenue, South 23rd Street, Market Street and South 17th Street	National, State, Local
B	Union Station Conservation District	1983	Bounded by Dock Street, South 15th, South 23rd and Market Streets	Local
C	Brewery District	n/a	Bounded by A and Jefferson Streets, South 21st and South 27th Streets	National Register application drafted in 2001

South Downtown Historic Resources - Designated Buildings

KEY	BUILDING NAME	IMAGE	YEAR BUILT	ADDRESS	DESIGNATION STATUS
1	Albers Brothers Mill		1904	1821 Dock Street	National, State, Local
2	Balfour Dock Building		1900	705 Dock Street	National, State
3	Bone Dry Shoe Manufacturing Company		1919	2111-2115 Pacific Avenue	Local
4	Building at 1602 South G Street		1890	1602 South G Street	National, State
5	Carman Manufacturing Building		1893, 1907	711-25 East 25th Street	Local
6	City Waterway Bridge		1911	11th Avenue, spans Thea Foss Waterway	National, State
7	Cunningham Electric Company		1927	2123 Pacific Avenue	Local

KEY	BUILDING NAME	IMAGE	YEAR BUILT	ADDRESS	DESIGNATION STATUS
8	Engine House No. 4		1911	220-224 East 26th Street	National, State, Local
9	Fire Station No. 2		1907	2701 South Tacoma Avenue	National, State, Local
10	Frank Calvert House		1901	1908 South G Street	Local
11	Holy Rosary Church		1929	512 South 30th Street	Local
12	House at 1510 Tacoma Avenue South		1902	1510 Tacoma Avenue South	National, State, Local
13	House at 1610 South G Street		1911	1610 South G Street	National, State, Local
14	Nisqually Power Substation		1911	2416 South C Street	National, State, Local
15	Pacific Brewing and Malting Company		1888	South 25th St. between C Street and Jefferson Avenue	National, State, Local
16	Sprague Building		1889	1501-1505 Pacific Avenue	National, State, Local

KEY	BUILDING NAME	IMAGE	YEAR BUILT	ADDRESS	DESIGNATION STATUS
17	Tacoma Buddhist Church		1931	1717 South Fawcett Avenue	Local
18	Tacoma Ice Company Cold Storage Plant		1922	2602 South Holgate Street	National, State, Local
19	Union Passenger Station		1911	1713 Pacific Avenue	National, State, Local
20	W. G. Nyman House		1890	1910-1912 South G Street	Local
21	Waddell Building		1889, 1911	1502 Pacific Avenue	Local

South Downtown Historic Resources - Buildings Identified as “Pivotal” in the 2001 Brewery District Application

KEY	BUILDING NAME	IMAGE	YEAR BUILT	ADDRESS	DESIGNATION STATUS
22	Brown and Haley Candy Building		1904	108 East 26th Street	n/a
23	City of Tacoma City Shops and Addition		1927	2308 South Holgate	n/a
24	City of Tacoma Light and Water Warehouse		1921	2324 South Holgate	n/a
25	City of Tacoma Storehouse		1938	2348 South Holgate	n/a

KEY	BUILDING NAME	IMAGE	YEAR BUILT	ADDRESS	DESIGNATION STATUS
26	City of Tacoma Storehouse and Shops		1926	2338 South Holgate	n/a
27	City Shops, Stables and Street Maintenance Garage		1910	2300-2324 South C Street	n/a
28	J. F. Hickey Motor Car Company Building		1928	2202 A Street	n/a
29	Milwaukee Road Freight House		1910	2501 East D Street	n/a
30	Royal Ice Cream Company Building/ Foremost Dairy		1927, 1937, 1961	2413 Pacific Avenue	n/a
31	Sears, Roebuck and Company Department Store		1928	24th & Puyallup Avenue	n/a

LEVELS OF DESIGNATION

National	Indicates listing on the National Register of Historic Places. Projects involving SEPA review and State funds must be reviewed for impacts if changes are proposed.
State	Indicates listing on the Washington Heritage Register. Historic resources listed on the National Register of Historic Places are automatically listed on the Washington Heritage Register. Projects involving SEPA review and State funds must be reviewed for impacts if changes are proposed.
Local	Indicates listing on the Tacoma Register of Historic Places. Changes to the exteriors of locally designated properties must be approved by the Landmarks Commission.
n/a	These buildings were determined to play a pivotal role in contributing to the character of the Brewery District in the 2001 nomination application. The application was never submitted, and these buildings are not currently listed on any historic register.