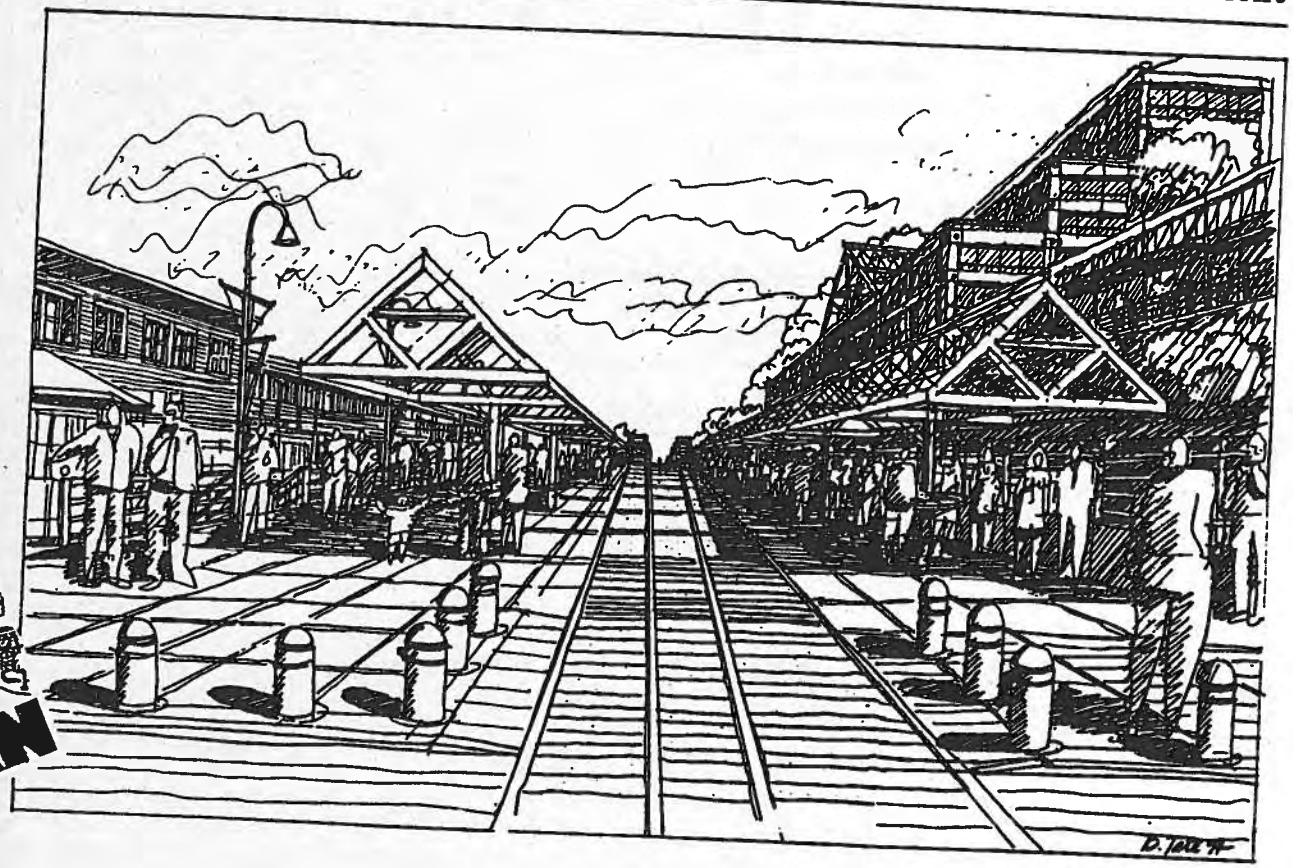
Tacoma Dome Area Plan

A Land Use Management Plan Element



Conducted by the Tacoma Planning Commission consistent with Washington State Growth Management requirements
A Joint Venture Between Pierce Transit & the City of Tacoma

PIERCE TRANSIT

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Tacoma Dome Area Plan

This plan is an element of the *Land Use Management Plan*, Tacoma's comprehensive land use plan, and was developed in compliance with the Washington State Growth Management Act

This plan represents a joint effort between Pierce Transit and the City of Tacoma in a cooperative effort for improved public and multimodal transportation and pedestrian friendly urban style mixed-use district.
Preparation of this plan was funded in part by the Federal Transit Administration

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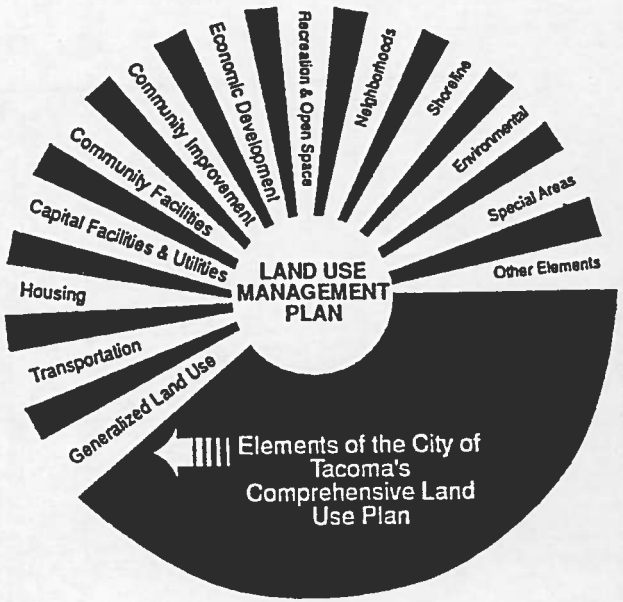
December 1995
Ordinance No. 25798

The ***Tacoma Dome Area Plan*** is consistent with the Washington State Growth Management Act and is adopted as part of the City's long range, comprehensive ***Land Use Management Plan***.

The ***Tacoma Dome Area Plan*** was developed pursuant to the authority conferred by the Washington State Constitution, the Revised Code of Washington Chapter 36.70A, and Title 13 of Tacoma's Charter and General Ordinances. The Growth Management Act requires that development regulations be consistent with and implement the comprehensive land use plan.



Tacoma's *Land Use Management Plan* contains the comprehensive plan elements required by the Growth Management Act (GMA). It also contains elements not required by the GMA that were adopted prior to the GMA. These prior existing elements will be reviewed and revised in the future to ensure complete consistency with the GMA, but shall remain in effect until specifically updated. Any conflict that should arise between an element adopted after, and consistent with the GMA, and a previously adopted element shall be resolved in favor of the post-GMA element.

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The Planning Commission and the Transportation Committee wish to acknowledge the many individuals who contributed to the preparation of this document.

Tacoma
City of Tacoma
Planning Commission

October 19, 1995

Mayor Harold G. Moss and
Members of the City Council
747 Market Street, Suite 1220
Tacoma, Washington 98402

Honorable Mayor and Members of Tacoma City Council:

It is with a sense of accomplishment and great anticipation that the Planning Commission forwards to you the *Tacoma Dome Area Plan*. The document is a vision and blueprint of action for encouraging and directing development change in the planning area over the next 10 to 20 years.

This document is a tribute to the insight and guidance provided to us by the business and property owners in the Tacoma Dome area, called the Dome District Development Group, along with the New Tacoma Neighborhood Council, the Eastside Neighborhood Advisory Council of Tacoma, the Puyallup Tribe, the Chamber of Commerce and many other interested citizens. The project, another joint venture between Pierce Transit and the City, demonstrated how multi-agency teams should and can be formed to cooperatively achieve a worthwhile goal.

This work is built upon the foundation of the City's growth concept. The plan sets forth strategies for Tacoma to be a comprehensive regional transportation center that will serve our citizens for generations to come. The transportation center will provide alternatives for all modes of travel in order to decrease our reliance on the single occupant vehicle thus helping our environment. As the City continues to grow, the Tacoma Dome area will provide new housing and business opportunities for those that desire to be located close to public transportation or in order to enjoy great views of the waterway and downtown.

The Planning Commission enthusiastically recommends the adoption of the *Tacoma Dome Area Plan* with the inclusion of changes resulting from issues arising out of the Commission's public hearing process. The next steps will be to help ensure successful implementation of the plan by supporting the Dome District Development Group and staff in their efforts to make the plan a reality.

Sincerely,

Carl Scheuerman, Chair

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The Tacoma Dome Area: Dateline 2015

For Jack Smith, an accountant who lives in Kent and works in downtown Tacoma, it's been a busy week. And surprisingly, much of it seems to have been spent in the area around the Tacoma Dome. As always, Jack commutes to work each day on the commuter rail line that takes him from Kent to the Tacoma Dome Station near Freighthouse Square. From there it's a short one-block walk to connect with the light rail train on Puyallup Avenue that shuttles him on into the downtown core where he works. Sitting in a comfortable seat on the commuter train each morning, scanning the morning paper and sipping a latte, Jack is thankful for this peaceful time of the day. He is grateful that he no longer has to deal with the stress of driving his car, sitting in bumper-to-bumper traffic, then paying $10 to park near his office. The short time he has in the evening waiting for the commuter rail train is also appreciated, allowing him to drop off his dry-cleaning, pick up a loaf of bread, or attend to other chores in the many small shops that have cropped up near the station.

On Tuesday and Thursday evenings, Jack remains in the Tacoma Dome area until 6:30 p.m. to play racquetball at the beautiful new recreation center located in the District. He is able to still catch the 6:40 p.m. train and is home by 7:15 p.m. on these nights, in time for dinner and time to spend with his family. Jack also takes this train on every other Wednesday, when he takes a late afternoon class at the nearby University of Washington Tacoma Campus.

As the weekend approaches, Jack gets excited thinking about the many activities he has planned. On Friday night, he and some of his friends at work have playoff tickets for the Tacoma Dome to see the Tacoma Orcas, the National Hockey League franchise awarded to the city in 2010. Eating before the game is no problem, as a variety of fast food and fine dining restaurants are now located around the Dome. After the game, Jack and his co-workers will spend some time in the new sports bar that has recently opened on East 26th Street. Since the night will be a late one, Jack has arranged to sleep over at the loft apartment of one of his artist friends, located right there in the Dome District.

An old college friend is coming to visit with his family for the weekend, and Jack's plans for them, once again, involve the Dome District. On Saturday, they are to catch the 8:30 a.m. Train-to-the-Mountain excursion train that begins from the Tacoma Dome Station near Freighthouse Square. This time they will drive from Kent to Tacoma, but the highway will be wide open this time of day, and parking is no problem at either one of the Dome lots or in Pierce Transit's Tacoma Dome Station parking facility. Spending the morning and early afternoon on this beautiful trip and visit to Mount Rainier, they plan on returning to the Tacoma Dome Station by 4:00 p.m., just in time to enjoy the street festival that is being held in the area. They plan to spend the next few hours alternating between festival activities, relaxing in the new park across from Freighthouse Square, visiting the new train museum, and shopping in the many specialty retail shops located in Freighthouse Square, the Tacoma Dome Station, and along surrounding streets. Jack will be sure to include a visit to a few of the manufacturers who have either remained or newly located in the Tacoma Dome area, and have added displays and retail spaces for their products.

On Saturday evening, Jack intends to take everyone to dinner at a nice waterfront restaurant on the Foss Waterway. It's just a short ten minute walk from the Dome District, and with the new pedestrian crossing of the railroad tracks, they no longer will have to worry about missing their reservations while waiting for a 100-car freight train to pass. After enjoying a nice walk along the Foss Waterway promenade after dinner, the two families will take the short walk back up to their car in the Dome District, and be back home in Kent by 9:00 p.m.

On Sunday, Jack may take his out-of-town friend and family to the children's fair being held in the Tacoma Dome Exhibition Hall. Or he might decide for once to stay home.

Introduction

Nestled between Interstate-5 and the Burlington Northern rail lines at the southern edge of City of Tacoma's Central Business District, the 320-acre Tacoma Dome area has a varied character of development. The eastern part of the planning area is mostly industrial, serving as a valuable zone for small and mid-size manufacturing and distribution companies. The Pacific Avenue corridor at the western edge is dominated by light industrial and commercial uses that take advantage of vehicle traffic on this major route into downtown Tacoma. The central portion of the planning area between East A and East G Streets is an area of diverse activities including the Tacoma Dome, the Freighthouse Square complex of retail shops, restaurants and offices, Brown and Haley and other light manufacturing uses, some commercial office buildings, and a large amount of vacant and underutilized land. Housing in the Tacoma Dome area is limited to a few upper-story apartments and approximately 15 single-family homes located in the southeast corner near Interstate-5.

Over the next 20 years, a number of major transportation projects are planned that will transform the Tacoma Dome area into a major transportation center and should serve as a catalyst for new private development. These projects include Pierce Transit's new express bus terminal and parking structure for up to 2,000 vehicles, potential regional commuter rail and light rail service, and the Train-to-the-Mountain excursion train.

The Tacoma Dome Area Plan is a vision and plan of action for encouraging and directing development change in the planning area over the next 10 to 20 years. The intent of the Plan is to build upon the major new transportation projects that are planned for the area in order to:

- Develop an efficient, multimodal transportation center, emphasizing transit and nonmotorized transportation improvements that will serve the City and the region, and
- Transform the area surrounding the multimodal transportation center into a pedestrian-friendly, urban style mixed-use district that is consistent with the goals and policies for mixed-use centers in the City of Tacoma's Generalized Land Use Plan and related plans such as the City's Nonmotorized Transportation Plan.

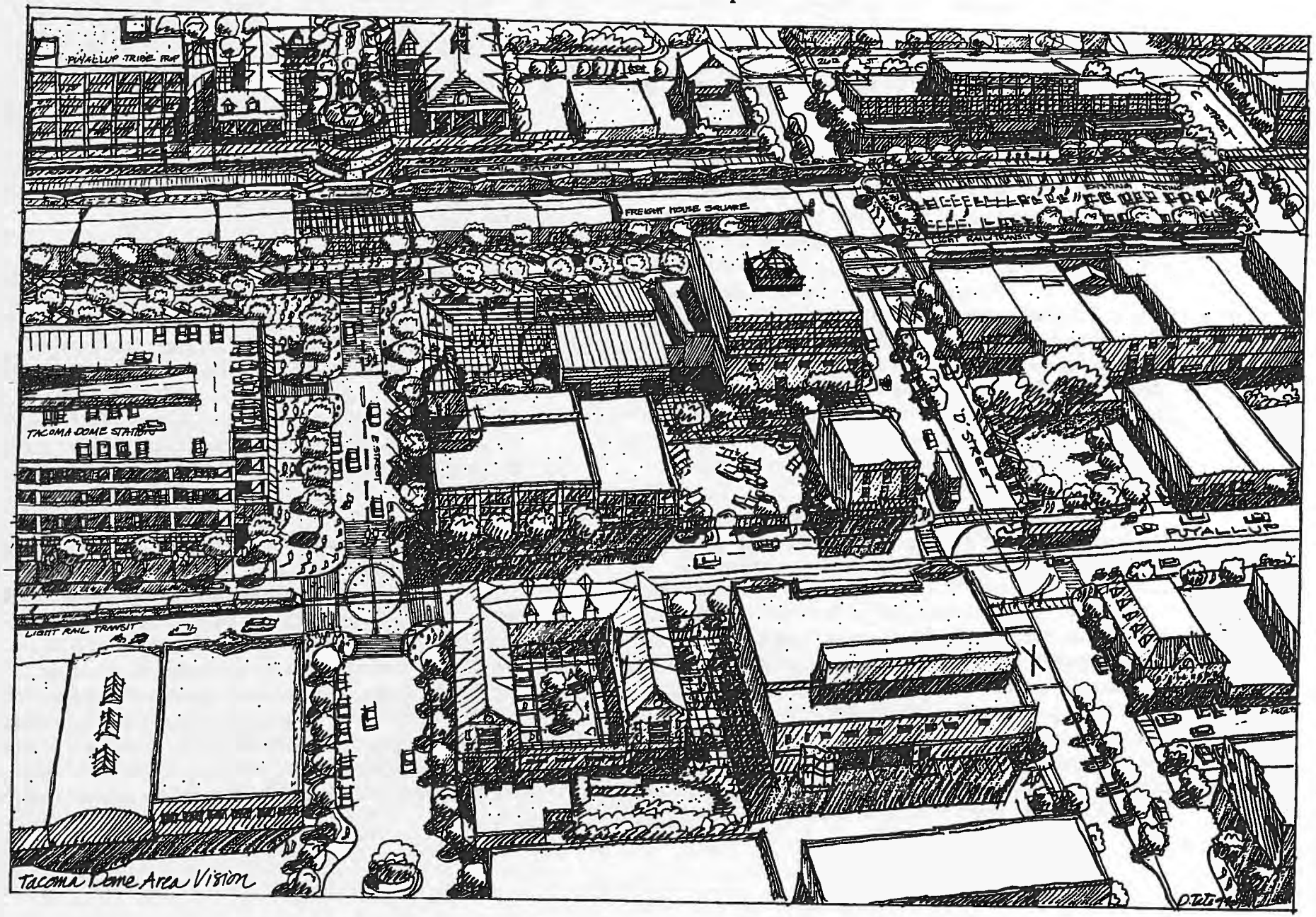
The Vision for the Tacoma Dome Area

The vision that has emerged for the Tacoma Dome area views the greatest amount of future development change occurring adjacent to the proposed transit improvements between East A and East G Streets (Figure I-1). This "Core Development Area" will become a regional transportation hub as well as an enhanced destination center, improving access to existing attractions such as the Dome and Freighthouse Square, and serving as a catalyst for new destination activities that may include the Train-to-the Mountain, a train museum, and a regional recreation center.

The Core Development Area is expected to be the focus for new transit-supportive development in the Tacoma Dome area. Over time, new office, retail, light industrial and possibly housing development will be attracted to the area, due to its proximity to the multimodal transit/destination center and the ample amount of low cost, developable land that is available. This new infill development will add to existing businesses such as Freighthouse Square, Brown and Haley, Holly Corporation, and the Salvation Army to create a vibrant, pedestrian-friendly, mixed-use urban district.

Over the next 20 years, it is anticipated that between 500,000 and 700,000 square feet of new development will be added in the Core Development Area. This translates into between 2,000 and 2,500 new jobs, and up to 300 new housing units. Anticipated growth in the planning area represents approximately 5% of total new jobs and about 1% of new housing units expected in the City of Tacoma during the next 20 years.

Figure I-1
Vision for Core Development Area - Aerial View Looking South into Core Development Area



The vision for the Tacoma Dome area seeks to maintain the industrial character of the area east of East G Street, and to promote additional commercial and mixed-use development in the Pacific Avenue corridor.

Short-Term and Long-Term Development Concept for Core Area (Figures I-2 & I-4)

The vision for the Core Development Area is expected to be realized incrementally during the next two decades. During the initial 10 years of the Plan, Pierce Transit's new express bus terminal and parking facility (referred to as the Tacoma Dome Station) will be completed on the two blocks between East 25th Street and Puyallup Avenue, and East G and East D Streets. In addition, regional commuter rail service will extend to the Tacoma Dome area on the Chehalis-Western line, with train platforms located on the south side of Freighthouse Square. The rail platform will be connected to the commuter rail station located in the Tacoma Dome Station via an above or below ground pedestrian walkway. Finally, the Train-to-the-Mountain tourist excursion will be initiated, with a Tacoma terminus with the commuter rail station and platform in the Tacoma Dome area.

The focus for new development during the initial ten years of the Plan will be centered around East 25th Street, Freighthouse Square, the new Tacoma Dome Station, and related express bus and rail operations. Changes in this area would include a new public/plaza with adjacent commercial or mixed-use development on part of the block located directly west of the Tacoma Dome Station (see Figure I-3); development of the Puyallup Tribe site located directly south of the commuter rail platform behind Freighthouse Square with new office and/or mixed-use development, including a pedestrian connection to commuter rail; and additional streetscape improvements (wide sidewalks, street trees, benches, etc.) on key pedestrian routes of East 25th Street, East E Street and East D Street. Pedestrian and bicycle connections would be enhanced between intermodal facilities, to and from the Tacoma Dome, and to surrounding areas such as the Foss Waterway and Union Station Districts.

During the second decade of the Plan, commuter rail would be extended to Lakewood, and light rail service would be initiated through the planning area. Light rail would either collocate with commuter rail on the Chehalis-Western line, or use a couplet arrangement whereby Puyallup Avenue serves as the westbound rail route, while East 25th Street would serve the eastbound route. In addition, Amtrak intercity passenger rail service would relocate from the Burlington Northern rail line to the Chehalis Western line, with the new Amtrak station collocated with the commuter rail platform and station.

Development change during this second decade of the Plan would extend to the west of East D Street, and also in the area between the Puyallup Tribe site and the Tacoma Dome. New commercial, light industrial and mixed-use development, a recreational center, and housing would occur in these areas. Land values will have increased to a level that supports structured and underground parking, and therefore the amount of surface parking will decline substantially. By the end of twenty years, few infill development sites will remain in the core area, as this area will have been transformed into a true mixed-use district, destination center, and urban neighborhood served by a fully functioning and integrated multimodal transportation system.

Figure I-2
Short-Term Development Concept

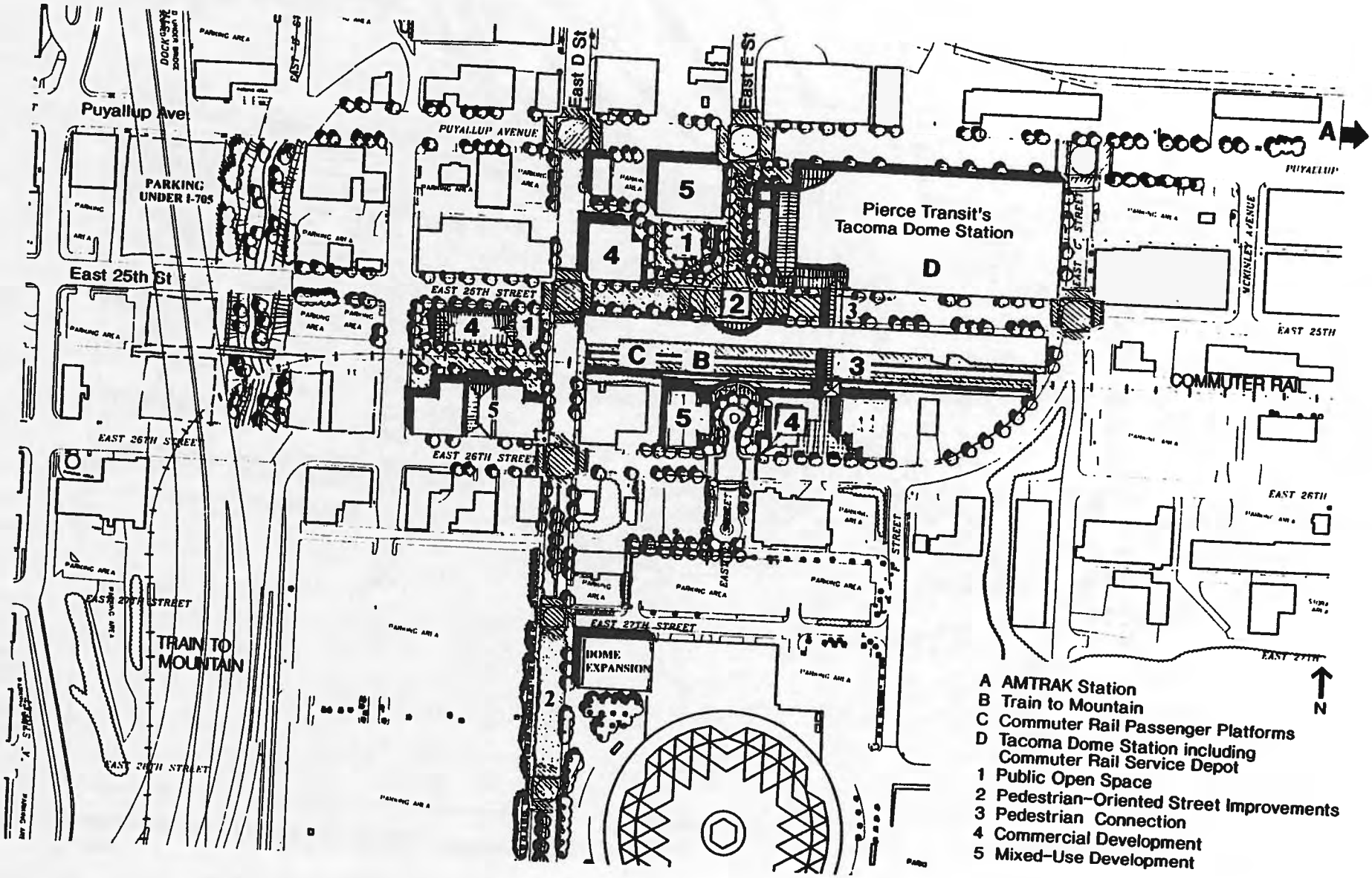


Figure I-3
Illustrative Sketch of Public Plaza & Tacoma Dome Station

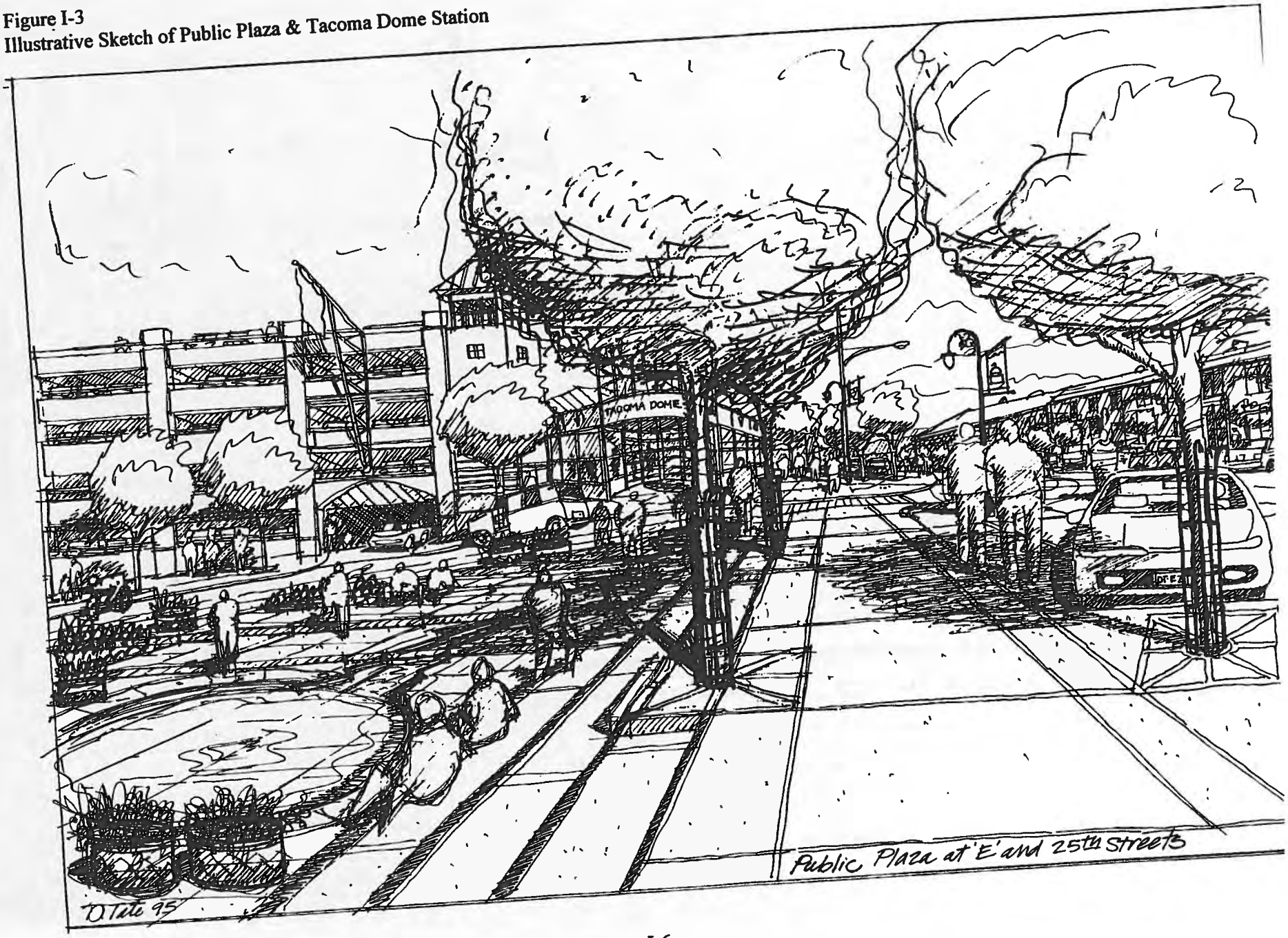
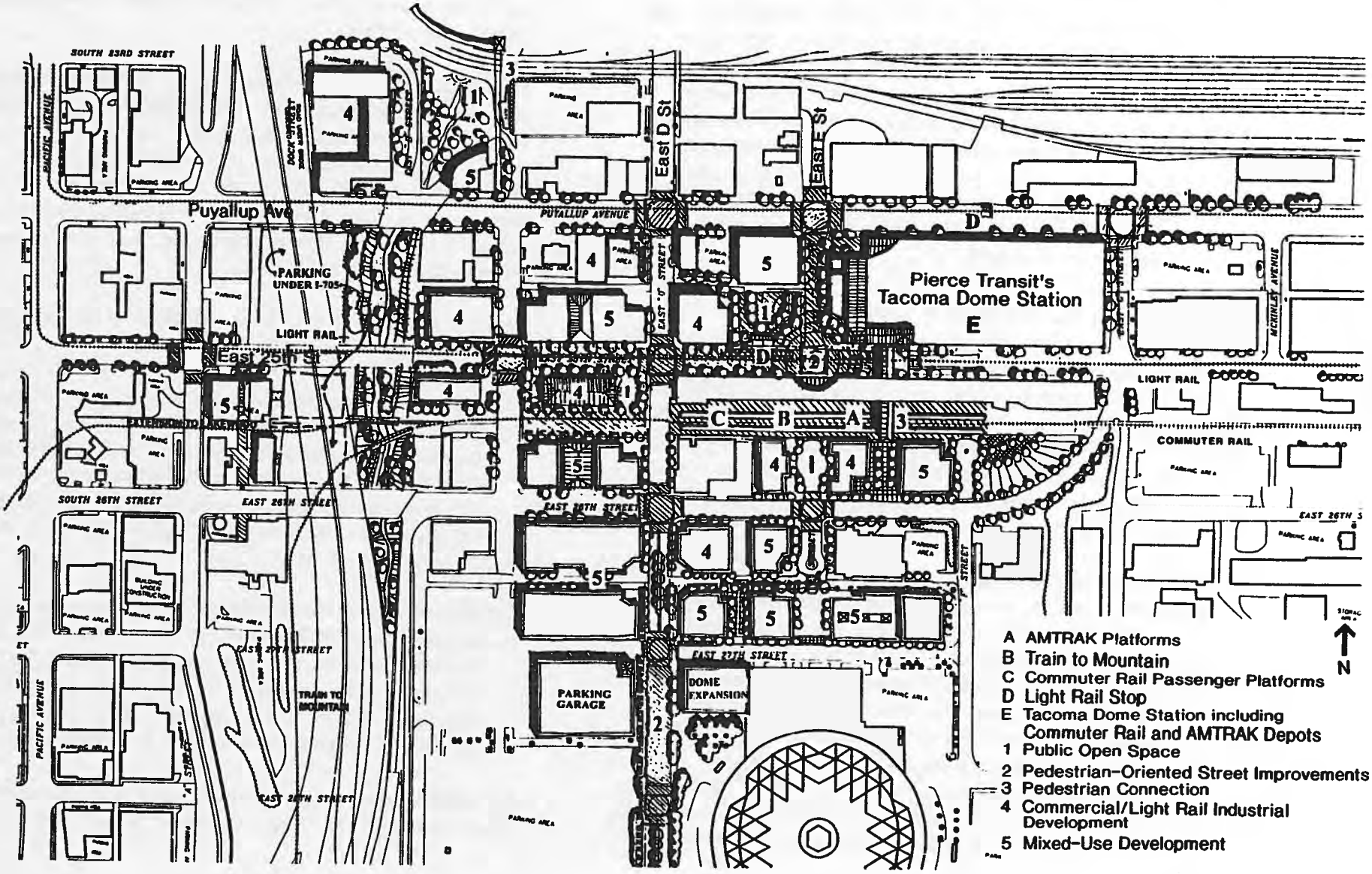


Figure I-4
Long-Term Development Concept



The completion of planned major intermodal transportation projects -- express bus, commuter, light and intercity passenger rail, and the Train-to-the Mountain tourism rail excursion -- is a key element of the vision for the Tacoma Dome area. However, only one project, Pierce Transit's proposed express bus terminal and parking structure, is currently assured of funding. If the planned rail activities and facilities do not materialize, than the transformation of the Tacoma Dome area will undoubtedly occur much more slower. Nevertheless, it is still believed that the combined assets of Freighthouse Square, the Tacoma Dome, and a major express bus terminal and parking facility would serve as a catalyst for change. Even under the most pessimistic assumptions for new transportation facilities, the strategies that are discussed below would still apply.

Strategies for Realizing the Vision

The Plan recognizes that a strong public commitment, including some public investment beyond the transportation projects planned for the area, will be needed to serve as a catalyst for attracting new private development. A variety of strategies have been recommended for stimulating and promoting new transit-supportive, mixed use development in the planning area, particularly in the Core Development Area. These strategies include:

- Modifying zoning in the Core Development Area from Mixed-Commercial (MC) to Urban Mixed Use Center District-Tacoma Dome (UCX-TD). The new designation uses the new transit-supportive mixed-use districts being proposed for the City, with modifications for the unique characteristics of the Tacoma Dome area. The UCX-TD designation would permit most commercial, light industrial and residential uses, but limit development where the primary use is outdoor storage and/or repair activities. Maximum building heights would be 60 feet, with an additional 60 feet permitted for residential development. Setbacks would not be required, except for that portion of a building over 50 feet in height.

  In order to promote joint/shared parking and transit use, minimum parking requirements are eliminated for all uses except commercial office, which has a minimum of 2 spaces per 1,000 square feet of development. Maximum parking requirements are proposed for all uses.

  Finally, special review standards would be applied to development along East 25th Street, which is a designated primary pedestrian route. These standards include limitations on curb cuts, restrictions on blank facades, requirements for majority of building frontage to directly face the sidewalk, and the encouragement of street level pedestrian activities/amenities such as ground floor retail, outside table seating, distinctive signs and lighting, landscaping, and awnings.

- Maintaining existing zoning for the remainder of the Tacoma Dome planning area, except:

  - Limiting commercial development in the area east of East G Street (zoned M-1 and M-2) to 50,000 square feet for an individual site. This restriction is intended to preserve the important industrial function served by this area, protecting it from encroaching large scale commercial development that may occur due to proximity to the high activity levels in the Core Development Area.

  - Relocating the southern boundary of the Business Special Review District (BSRD) on Pacific Avenue from East 27th Street to East 25th Street. The area south of East 25th Street has a strong auto-oriented character and is no longer an appropriate area for BSRD designation, which regulates uses and building design to foster a strong pedestrian setting.

- Actively marketing and providing incentives to encourage private development on designated primary and secondary sites.

- Developing a program for a ively assisting the expansion/and or relocation needs of existing businesses.

- Providing new traffic signals, automation of ramp closures, improved directional signage, nonmotorized facilities, and other actions for improving Dome access and minimizing conflicts between Dome users/ commuters and local traffic needs.

- Creating and/or enhancing pedestrian and bicycle connections between multimodal facilities, the Tacoma Dome, and nearby activity centers in order to foster greater pedestrian/bicycle circulation. This includes streetscape improvements, new pedestrian walkways, marked bikeways and bicycle parking, and improved traffic controls.

- Creating an initial core of vibrant pedestrian activity in the vicinity of the Pierce Transit's new Tacoma Dome Station and Freighthouse Square. Proposed projects in this area include widening of sidewalks and addition of streetscape improvements on East E and East 25th Street, and construction of a public park/plaza at the corner of East E and East 25th Street.

- Creating a pedestrian crossing zone and boulevard on East D Street near the Tacoma Dome. The pedestrian crossing zone would improve pedestrian access to the Dome from the adjacent parking lots, while at the same time permit East D Street to remain open for local vehicle access during major Dome events. The boulevard would greatly improve the aesthetics around the Dome by breaking up the large amount of paved surface that characterizes this area.

- Actions for managing parking in the planning area in ways that discourages new surface parking lots. Shared parking, the use of shuttles to Dome events, and techniques for promoting transit and bicycle use are recommended.

The total estimated cost of public improvements proposed for the initial ten years of the Plan is approximately $4.6 million (1995 $). A recommended plan for phasing public improvements is as follows:

1996-1998: New traffic signals, right-of-way and streetscape improvements on East 25th Street and East D Street (east side only), special paving at intersection of East 25th and East E Streets, new bicycle racks, and acquisition of land for proposed new public plaza. **Total Cost: $1.6 million**

1999-2002: Automate I-5 ramp closures and install Variable & Changeable Message Signs, complete pedestrian crossing and boulevard on East D Street near the Tacoma Dome, right-of-way and streetscape improvements on East E Street and East D Street (west side only), special paving at remaining pedestrian intersections, synchronization of timing on East D Street, and development of public plaza. **Total Cost: $2.2 million**

2003-2005: Complete right-of-way and streetscape improvements on East 25th Street west of East D Street, complete sidewalk between Portland and Dome on Wiley Avenue, and develop "A" Street Gulch as park and pedestrian pathway.
Total Cost: $.8 million

This would be in addition to the major public investment that is expected from the transportation facilities proposed for the planning area. These public improvements would markedly improve the planning area's attractiveness for private development, resulting in new private investment of between $45 and $90 million over the next 20 years.

Funding for public improvements proposed in the Plan is expected to come from a variety of local, state and federal sources.

II. Background and Planning Process

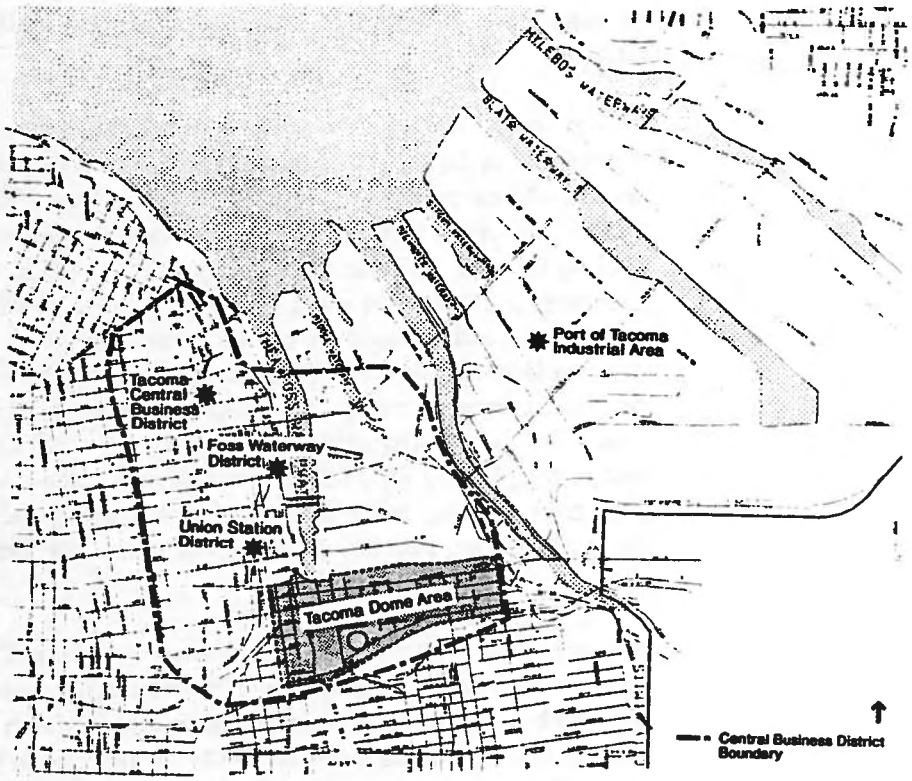
Introduction

The Tacoma Dome Area Plan is the result of a year-long joint-planning effort between Pierce Transit and the City of Tacoma. Funded by an Intermodal Surface Transportation Efficiency Act (ISTEA) grant, the purpose of the Plan is to identify strategies for developing an efficient, intermodal transportation center that integrates transit improvements planned for the Tacoma Dome area. The strategies should also promote the transformation of the planning area into a transit-supportive, mixed-use center in whereby existing businesses are supplemented by new office, retail, recreation, light industrial and residential development. The Tacoma Dome Area Plan is intended as a plan of action for encouraging and directing development change over the next 20 years.

The Tacoma Dome area (also referred to as "the planning area") covers 320 acres of commercial and industrial land between Interstate 5 and the Thea Foss Waterway, and from the Pacific Avenue corridor east to Portland Avenue (Figure II-1). In addition to the Tacoma Dome, the area is home to the Freighthouse Square retail/restaurant complex, Brown and Haley candy factory, and a variety of light industrial and commercial businesses. Coordination with nearby neighborhoods, such as McKinley Hill and the Eastside neighborhood is an important consideration.

The City of Tacoma's Generalized Land Use Plan, adopted in June, 1993, includes the Tacoma Dome area as part of the City's Central Business District Mixed-Use Center. Mixed-use centers are the primary areas for new development in the City. They are intended to be compact areas of medium to high intensity development, comprised of a variety of land uses, and designed to promote pedestrian orientation, to encourage walking and biking, and to support public transit. The City of Tacoma is currently working on a plan for the entire Central Business District Mixed-Use Center (called the Downtown Tacoma Plan), which is expected to be completed in 1996. It is anticipated that the Tacoma Dome Area Plan will be adopted in Fall, 1995 and subsequently become part of the Downtown Tacoma Plan.

Figure II-1
Vicinity Map



Transportation Projects Planned in the Tacoma Dome Area

Over the next 10 to 20 years, a number of major transportation projects are planned that will transform the Tacoma Dome area into a major transportation center and should serve as a catalyst for new transit-supportive development. They include (see Figure II-2 for location):

- *Pierce Transit's new express bus terminal and parking facility* (referred to as the Tacoma Dome Station), which will be located on a two-block site between Puyallup Avenue, East 25th Street, East E and East G Streets. This facility, which could include parking for up to 2,000 cars, will serve as the new Tacoma terminus for express bus service between Tacoma and Seattle, and Tacoma and Olympia. When completed in 1997 or 1998, the Tacoma Dome Station will facilitate expanded bus service and replace the temporary stops and parking currently used in the area. The Tacoma Dome Station would also serve as the depot and parking facility for a future commuter rail station, with a pedestrian walkway (either above or below ground) that connects the depot/parking with the commuter rail station platform (see commuter rail discussion below).

- *Regional Transit Authority (RTA) commuter rail and light rail service to Tacoma.* Although Puget Sound voters rejected a regional high capacity transit system proposal in March 1995, it is likely that a modified proposal will be resubmitted to voters in 1996. Future high capacity transit proposals could include the following service to Tacoma:

  - Commuter rail service from Seattle to Tacoma on existing tracks through the Green and Puyallup River Valleys, with the Tacoma station located in the Tacoma Dome area either on the Chehalis-Western (CW) or Burlington Northern (BN) rail line.

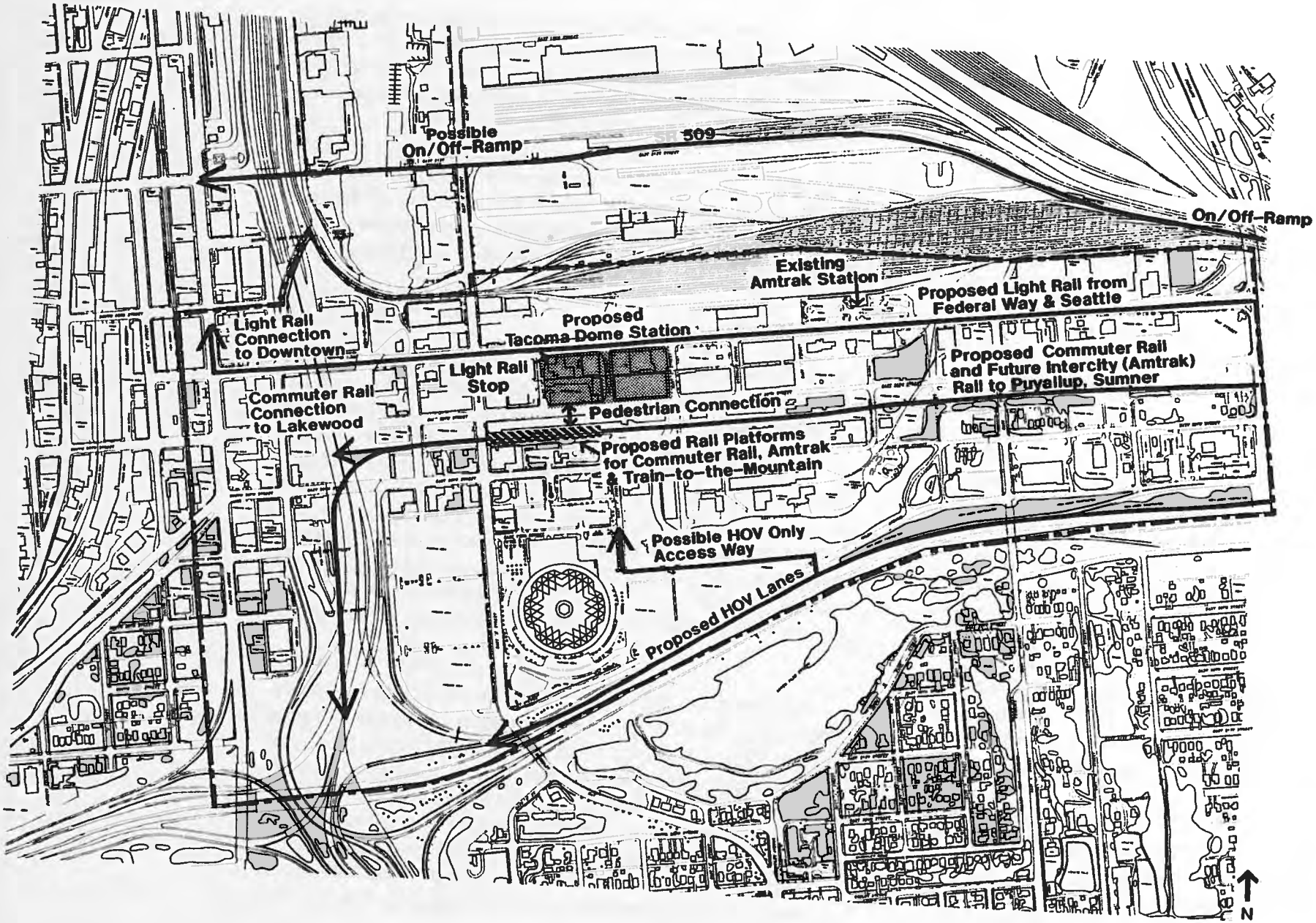
  - Extension of commuter rail service from Tacoma to Lakewood, which would require the construction of a new rail section that connects the CW line in the Tacoma Dome area with the BN Lakeview branch line near South M Street.

  - Light rail service from Seattle to Tacoma, which would pass through the Tacoma Dome area and continue on to the central business district. Current conceptual plans indicate a light rail alignment that crosses the Puyallup River near State Route 99. A number of light rail alignments are possible for the Tacoma Dome area, including Puyallup Avenue, East 25th Street, and the Chehalis-Western rail right-of-way. Each of these alignments would turn north on Pacific Avenue and on into downtown Tacoma.

  Commuter rail service to Tacoma is the most likely candidate to be included in the first phase of a modified regional transit proposal.

- *Relocation of Amtrak passenger rail service to the CW line and collocation with commuter rail station.* Amtrak currently provides service to Tacoma on the Burlington Northern line, with a station located in the Tacoma Dome area on Puyallup Avenue near East J Street. Several efforts are underway by the State of Washington to improve the speed and reliability of freight and intercity passenger service. If commuter rail service is extended to Lakewood, it is possible that State efforts could include relocation of Amtrak service to this new line, which would reduce travel times to points south including Portland by approximately 15 minutes.

Figure II-2
Study Area including Proposed Transportation Improvements



The *Train-to-the-Mountain* is a proposed tourist excursion train that would take visitors from Tacoma to a location near Mt. Rainier National Park and points between, using an existing rail corridor that has been acquired by the City of Tacoma. The Tacoma terminus for the Train-to-the-Mountain would be situated in the Tacoma Dome area on the Chehalis-Western line, and would likely share its platform and station with commuter rail facilities. Initiation of the Train-to-the-Mountain service is dependent on the ability of the City to obtain funding for upgrading the existing rail line. Passenger service is expected to begin around the year 2000.

In addition, two major planned state transportation projects will have an impact on the Tacoma Dome area. One is the extension of State Route 509, which will connect Interstate 705 with the Port of Tacoma industrial area on an alignment located just north of the planning area. The SR 509 project, which is expected to be completed in 1997, will provide access to the Tacoma Dome area at Portland Avenue. Access at East D Street is unlikely at this time. A second project is the proposed extension of High Occupancy Vehicle (HOV) lanes on Interstate 5 between Tacoma and Fort Lewis, which could include direct HOV access between I-5 and Pierce Transit's Tacoma Dome Station. The HOV project is in an early conceptual planning stage.

The Planning Process

The Tacoma Dome Area Plan is the result of a year-long collaborative effort between Pierce Transit, the City of Tacoma, and a team of planning consultants. Project oversight was provided by a Technical Committee consisting of representatives from the City, Pierce Transit, and other local jurisdictions.

Given the transitional nature of much of the planning area, plus the small number of people who live there, public involvement was a challenge. Nevertheless, a major emphasis was placed on community outreach throughout the planning process, and included:

- Public meetings held in November 1994, and Januar 1995, to present and receive input on the Plan as it v developed. In addition to public sessions conducted evening, separate workshops were held during the da property and business owners.

- A door-to-door survey of local businesses in the plai which was conducted in September and October 199 of the survey was to gather information about the na existing businesses, and to identify key planning issu concerns.

- Presentations to a wide variety of community, busin government groups, including the City Council; City Commission, Transportation Committee, Environme Commission, and Parking Commission; Pierce Tran Dome District Development Group; New Tacoma N Council; Eastside Neighborhood Council; Puyallup Indians staff and Tribal Council; and Metropolitan I Board.

- Distribution of project news and updates through ne public meeting invitations and inserts with utility sta Tacoma City Light notices.

- A project display maintained at Freighthouse Square described the planning process and included graphic vision.

Organization of the Plan

Chapter III. contains an overview of existing conditions in the planning area. Chapter IV. describes the planning principles and vision that underlie the development strategies for the Tacoma Dome area. Chapter V. includes recommendations and strategies for achieving the Tacoma Dome area vision, with separate sections covering land use and development, transportation and parking, streetscape improvements and public open space, and public safety. Chapter VI. addresses the consistency of the Plan with the Washington State Growth Management Act. Chapter VII. includes estimates of the costs associated with the development strategies, summarizes potential funding sources and organizational arrangements, and prioritizes actions and funding requirements during the initial decade of the Plan.

The Tacoma Dome Area Plan addresses each of the comprehensive planning elements required by the Washington State Growth Management Act and related legislation. *Land Use* and *Transportation* form the two core elements of the Plan. Existing conditions, future vision, and plan strategies/implementation measures for these two elements are contained in Chapters III. through V. Given the limited amount of existing residential development in the planning area, housing is not a major element in the Plan as are land use and transportation. Nevertheless, the vision for the Tacoma Dome Area Plan, described in Chapter IV., includes a limited amount of new housing development, particularly in the second decade of the Plan. In Chapter V., strategies are included (under Land Use and Development) for promoting new housing in the planning area. *Public Utilities* are discussed in Chapter III. and VI and indicate that current and planned utility systems are adequate to handle increased capacities from new development expected under the Plan. *Parks* and *Open Space* are an important part of the vision for the Tacoma Dome area. Strategies for developing new parks and open space, including streetscape amenities, are discussed in Chapters V. and VII. *Public Services* issues, especially as they relate to public safety and police service, are addressed in Chapter V.

III. Existing Conditions in the Planning Area

TACOMA DOME

AREA PLAN

Location and Physical Characteristics

The Tacoma Dome area lies adjacent to Interstate 5 at the southern end of the Tacoma Central Business District. Interstate 5 and the Burlington Northern rail yards, which form distinct boundaries to the south and north of the planning area, also are barriers that limit access into and through the area. Interstate 705 crosses the planning area in a north-south direction near the western boundary. Although this freeway is elevated and allows surface level activities underneath, the size and unsightliness of the structure plus high freeway noise levels combine to create a visual and psychological barrier in the area.

The planning area enjoys a prime location between major centers of existing and planned activity in the City of Tacoma (Figure III-1). The *Foss Waterway District* is located directly north of the Tacoma Dome area. Although largely undeveloped today, the west side of the Waterway in the Foss District is being planned by the City to accommodate substantial amounts of residential, commercial, recreation and park development over the next twenty years. The *Union Station Historical District* is located to the northwest of the planning area and includes the renovated Union Station Depot as Federal courts and an adjacent historic warehouse district. The State of Washington Historical Museum is currently under construction on a site adjacent to the Union Station Depot, and the University of Washington Tacoma campus will be constructed in the district during the next five to ten years. The *Port of Tacoma District* is located northeast of the Tacoma Dome planning area. The Port Tideflats are the center of international and domestic trade, providing opportunities for development of additional marine terminals, and industrial uses related to warehousing, distribution, transportation services, and other light industrial businesses.

The topography of the Tacoma Dome area rises from Puyallup Avenue in a southerly direction at slopes generally ranging from 7% to 20%. As a result, much of the southern portion of the planning area enjoys exceptional views of downtown Tacoma, the Port Tacoma, Commencement Bay, and the Cascade Mountains, including Mount Rainier.

Land Use and Development Character

The Tacoma Dome is the major physical landmark in the planning area and one of the largest destination attractions in the region. The Tacoma Dome arena, exhibition hall, and related surface parking comprise almost 40 acres or about 18% of the total land in the planning area. Concerts, sporting events, trade shows and other Dome events drew over 1 million visitors from throughout the Puget Sound region in 1993. The Tacoma Dome benefits surrounding retail businesses by bringing large amounts of visitors to the area. During large Dome events, however, circulation and parking conflicts occur between visitors to the Dome, nearby businesses, and residents of the McKinley Hill neighborhood located south of Interstate 5.

The remainder of the planning area contains a variety of commercial and industrial uses, plus major transportation facilities including the Burlington Northern rail yards and the Tacoma station of Amtrak's inter-city passenger rail service. Approximately 3,000 employees currently work in the planning area. Residential uses are limited to a few upper story apartments in commercial and industrial buildings and about 15 single-family homes located in the southeastern part of the planning area.

The Tacoma Dome area can be differentiated by three activity zones that each have a fairly unique pattern of development (Figure III-1).

Figure III-1
Existing Development -- Activity Zones

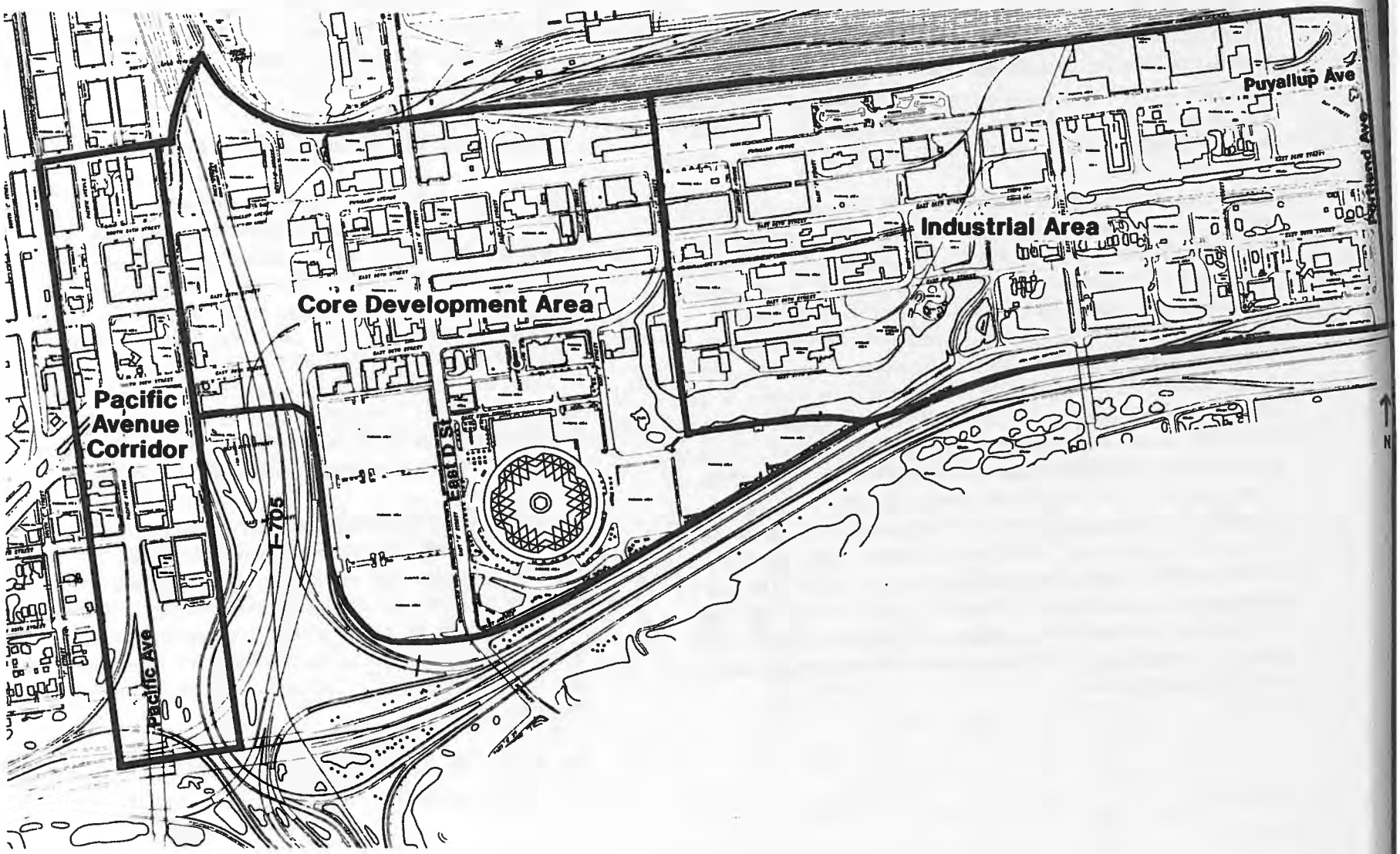


Figure III-2
View Looking North on Pacific Avenue near East 25th Street

Figure III-3
View Looking South on Pacific Avenue near East 25th Street

The *Pacific Avenue Corridor* extends from the western boundary of the planning area to East A Street. The development character of this area is formed largely around Pacific Avenue, a major north-south arterial that connects Tacoma's downtown core and the Union Station Historical District with the Tacoma Dome area. Land uses along Pacific Avenue include retail and wholesale activities, some light industrial development, and a number of vehicle wash, service and tire sale businesses. The northern part of this area has a more pronounced pedestrian character, with two and three story buildings fronting the street and the presence of wide sidewalks and street trees. As one moves south of East 25th Street on Pacific Avenue, the area takes on a more auto-oriented character, with businesses catering primarily to automobile traffic along Pacific Avenue.

Figure III-4
Freighthouse Square

Figure III-5
Office Renovation of Engine House No. 4 at East 26th and East C Streets

The *Dome Core Area,* extending from East A Street to East G Street, is a diverse area that offers the greatest potential for future development change in the Tacoma Dome area. In addition to the Dome, prominent land uses in the Core Area include Freighthouse Square, a complex of retail shops and restaurants housed in an historic freighthouse building; a six-story hotel located next to the Tacoma Dome; Brown and Haley's candy manufacturing plant; and several renovated office buildings, including a restored historic firehouse. Although somewhat dispersed, these uses offer potential as an initial core of concentrated, transit-supportive development activity. As depicted in Figure III-6, there is a substantial amount of vacant land, surface parking lots, and vehicle/equipment storage yards in the Core Development Area. This includes approximately two acres of vacant land owned by the Puyallup Tribe of Indians (see Figure III-6). These undeveloped and underutilized properties provide a great opportunity for future infill development that can build upon established uses. Demand for new development will be aided by the fact that all of the major transit projects planned for the Tacoma Dome area -- Pierce Transit's Tacoma Dome Station, commuter rail and light rail lines and stations, potential relocation of Amtrak, and the Train-to-the-Mountain tourist excursion -- would be located in the Core Area.

Figure III-6
Core Development Area

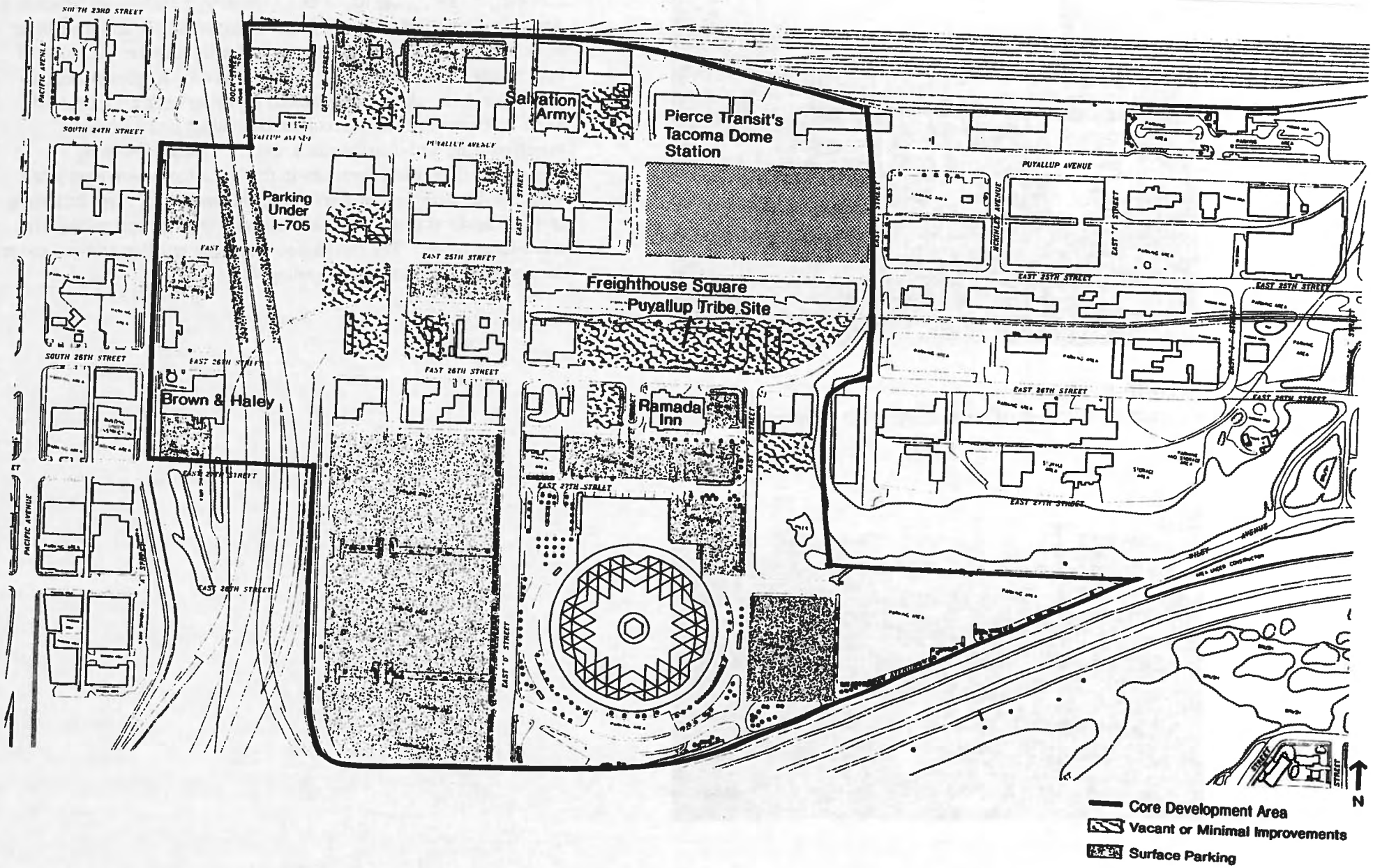


Figure III-7
Industrial Area

Figure III-8
Commercial & Industrial Uses on Puyallup Avenue

The *Industrial Area* begins at East G Street and extends to the eastern boundary of the planning area at Portland Avenue. Much of this area is dominated by a variety of light manufacturing and distribution uses, including a box company, a custom woodworking firm, a producer of mattresses, and a manufacturer and distributor of aerospace parts. Several heavy industrial uses are also located in this area, including a large recycling plant. Approximately 15 single-family residences are located in the uplands area near I-5. Some of these residences accommodate small home-business manufacturing and distribution activities. Properties along Puyallup and Portland Avenues in this zone have been developed with industrial as well as auto-oriented commercial uses, including several fast-food restaurants, auto service stations and mini-marts, and a large motel. The Burlington Northern rail line and rail yards dominate the area north of Puyallup Avenue.

Existing Zoning (Figure III-9)

The area east of East G Street in the Tacoma Dome area is primarily zoned light industrial (M-1). The M-1 zone allows most commercial and light industrial uses as well as multifamily development, and has a maximum building height limit of 75 feet. Except for a small light industrial area between Pacific Avenue and East A Street, the remainder of the planning area is zoned mixed commercial (MC). The MC zone is intended to regulate uses in the area surrounding downtown Tacoma by providing a transition between the high intensity Central Business District (CBD) and its surrounding areas. Commercial and multi-family residential uses are permitted in this zone, as are a variety of light industrial uses. Maximum building heights in the MC zone are 120 feet.

Properties located on Pacific Avenue north of East 27th Street fall within the Pacific Avenue Business Special Review District (BSRD). The purpose of the BSRD is to preserve and enhance the characteristics of certain established business districts by promoting a strong pedestrian environment. In addition to the underlying MC zoning provisions, development standards include limitations on drive-through uses, requirement for architectural compatibility, limitations on front setbacks, and restrictions on blank facades.

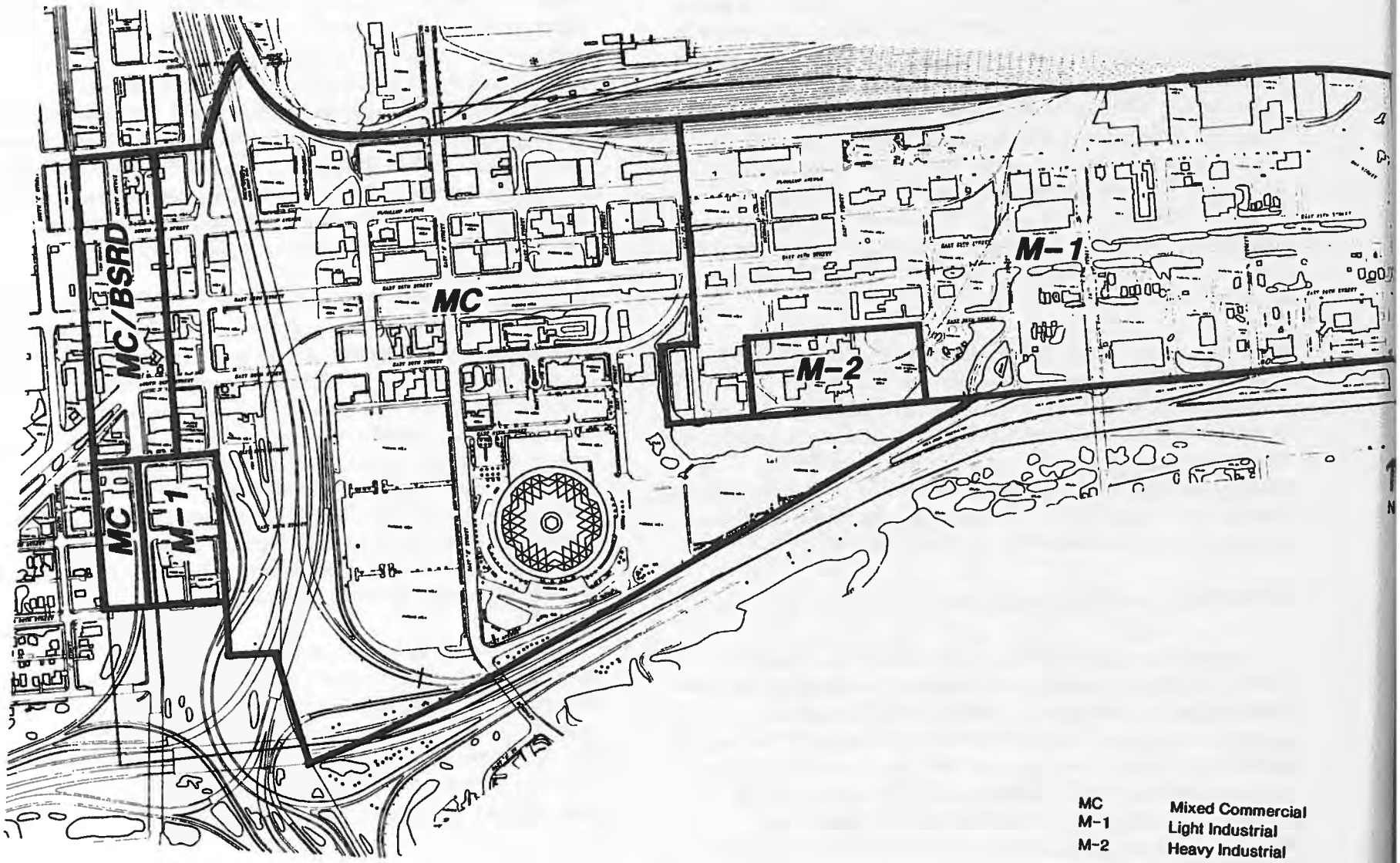
Historical Development Trends

The Tacoma Dome area was the site of the first Port of Tacoma, which extended along the southern shore of Commencement Bay and terminated in the planning area. Unlike the tideflats, the Foss Waterway and adjacent lands lay outside of the original boundaries of the Puyallup Indian Reservation, and thus developed earlier and in a different form than the Port Industrial area. The presence of the Chicago, Milwaukee, and St. Paul Railroad line spurred the development of manufacturing and rail-related activities, as well as a working-class residential area known as the Hawthorne neighborhood. By 1905, the character of the area began to change as the dredging of the Foss Waterway was completed and the Puget Sound Electric Railroad placed its Seattle interurban line through the planning area. With the advent of the automobile, the interurban line was replaced by the main highway to Seattle (State Route 99), referred to as Puyallup Avenue in the Tacoma Dome area. Manufacturing activities continued to dominate the planning area in the first part of this century, including the presence of several candy manufacturers such as Brown and Haley and the Hamilton Candy Company. Responding to the advent of the auto as the major mode of travel, auto-dependent commercial uses began appearing along Puyallup and Pacific Avenues in the 1940s and 1950s.

Beginning in the 1960's and continuing over a period of twenty years, a number of large public projects were constructed that have had a great impact on development patterns in the Tacoma Dome area. The construction of Interstate 5 resulted in the physical separation of the Hawthorne neighborhood from the McKinley neighborhood to the south. In the early 1980's, the Tacoma Dome was constructed, which caused the displacement and/or relocation of most of the remaining homes and many businesses in the Hawthorne neighborhood. Although the completion of the Tacoma Dome generated some ancillary development, including an adjacent six-story hotel, the Dome's impact as a catalyst for substantial new development in the Tacoma Dome area has never been realized.

The mid-1980's witnessed the completion of Interstate 705, an elevated freeway that provided a needed link between I-5 and the Tacoma CBD. In addition to creating a barrier within the planning area, I-705 has siphoned off vehicle traffic that previously used Pacific Avenue as a north-south route into and out of the downtown area. As a result, some commercial businesses along Pacific Avenue have suffered, particularly those located near Interstate 5.

Figure III-9
Existing Zoning



During the 1980's a number of new commercial developments were completed in the planning area, including the Freighthouse Square renovation and the restoration of an old firehouse on East C Street as office space. In addition, the City, Pierce Transit, and the local business association (Dome District Development Group) have together embarked on a plan for improving the aesthetics of the planning area, including the planting of street trees and the introduction of benches and banners on some of the more heavily traveled streets.

Transportation and Traffic (Figure III-10)

Traffic: Vehicular access to the planning area is currently provided by Interstate 5 and Interstate 705 as well as a network of arterial streets. Puyallup Avenue (16,900 vehicles per day [VPD] in 1990) is the most heavily traveled east-west street in the planning area, although the completion of SR 509 just north of the planning area is expected to result in a decline in traffic on this roadway. Portland Avenue (19,600 VPD) and Pacific Avenue (17,900 VPD), located at the eastern and western edges of the planning area, respectively, generate the greatest amount of north-south traffic. Interstate 5 to the south and the Burlington Northern rail lines to the north severely restrict north-south access within the interior of the planning area.

Traffic congestion in the Tacoma Dome area is minimal, except during major Tacoma Dome events. For large events (i.e. over 9,000 attendees), access into the planning area is severely restricted. East D Street is closed to traffic to ensure safety of pedestrians traveling to and from parking lots to the Dome. Several other local roads, including Wiley Avenue and East L Street, are closed off as Dome parking lots are filled. As a result, traffic is diverted to the McKinley residential neighborhood south of I-5 and into other areas including the CBD.

Parking: A large percentage of land in the Tacoma Dome area is devoted to surface parking lots. These include accessory lots associated with area businesses, principal use lots under I-705 owned by the City of Tacoma, and over 3,000 surface parking spaces associated with the Tacoma Dome. The existing parking inventory provides more than enough capacity to meet existing demand, except during a major Dome event. During such an event, the available parking spaces are quickly filled and traffic is diverted away from the Dome parking lots to find whatever parking is available either in the Dome area, or in other areas ranging from the eastern side of the Thea Foss Waterway to residential areas along East McKinley Way.

Transit and Rail: Pierce Transit provides local bus service along Puyallup and Pacific Avenues, and operates express bus service to downtown Seattle and Olympia from several parking lots (e.g. Tacoma Dome & I-705 lots) in the planning area that are leased from the City of Tacoma. Upon completion of the Tacoma Dome Station, these lots will no longer be needed by Pierce Transit. However, Pierce Transit will continue to operate a shuttle bus service in this area during major Dome events.

Amtrak intercity passenger rail service operates along the Burlington Northern (BN) rail line at the southern edge of the planning area, with a station located near East J Street. Burlington Northern Railroad operates a very active freight rail corridor along this same line. The frequency of passing freight traffic at East D Street, the only north-south through street in the interior of the planning area, presents a major barrier to vehicle and pedestrian access to the Foss Waterway area. The Chehalis and Western alignment is also used to provide freight rail service primarily to and from Boeing facilities at Frederickson. However, the service is generally limited to only one or two trains per week.

Pedestrian/Bicycle: With the exception of Tacoma Dome events, the planning area is a minor generator of pedestrian and bicycle activity. This is the result of a generally "unfriendly" nonmotorized environment, the lack of attractive connections to the nearby Tacoma CBD, the Thea Foss Waterway, and the future University of Washington Tacoma campus, and the nature of existing land uses both within and adjacent to the planning area.

Figure III-10
Existing Transportation Network

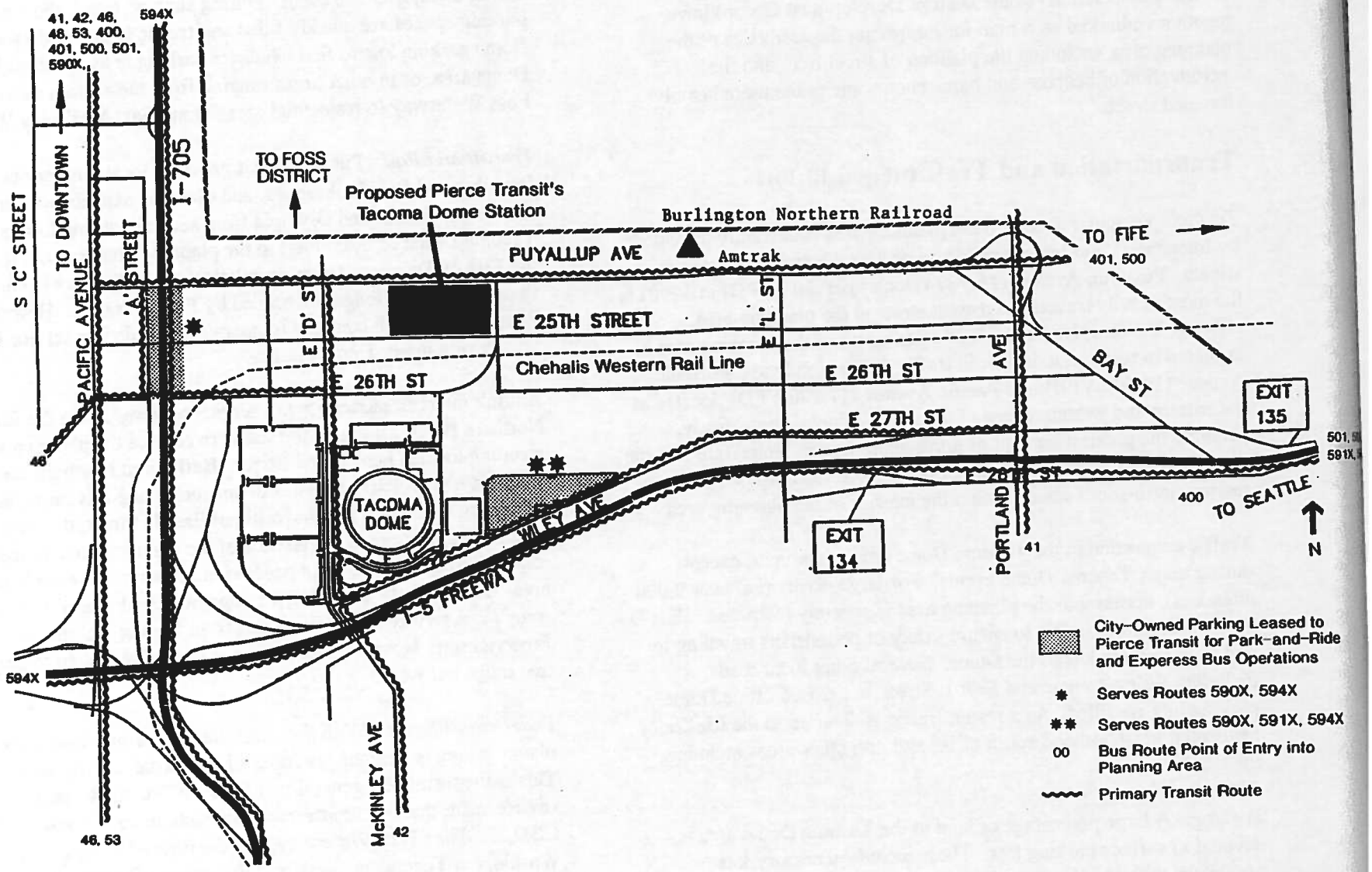


Figure III-11
East D Street Crossing at Burlington Northern Tracks

Figure III-12
One of Two City-Owned Parking Lots Located Under I-705 Currently Under Lease to Pierce Transit for Express Bus Service and Patron Parking

Parks and Open Space

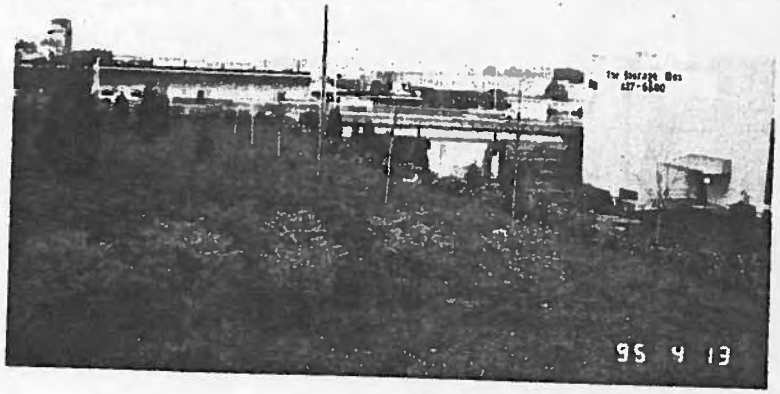
There currently are no parks or developed open spaces in the Tacoma Dome area. The lack of green space, combined with the dominating presence of large surface parking lots, vehicle and equipment storage areas, rail yards, industrial uses, and major roadways, gives much of the planning area an unattractive appearance. The aesthetics of the planning area have improved somewhat in recent years with the planting of street trees and other landscaping along certain streets.

McKinley Park: In close proximity is the 21 acre McKinley Park, once a popular city-wide and regional park until the early sixties and the construction of Interstate 5. It is the intent of the City's *Recreation and Open Space Facilities Plan*, that McKinley Park will increase in its importance for the surrounding neighborhoods, Tacoma Dome users and the City in general. With some type of pedestrian overpass or other connection over Interstate 5, the park could serve as a much needed link between the McKinley Hill area and the Tacoma Dome area and surrounding downtown.

Figure III-13
Existing Streetscape Improvements

There are several undeveloped natural areas in the planning area. To the east of the Tacoma Dome an area of dense vegetation exists due to the severely steep terrain. A natural depression or gulch is present in the vicinity of A Street. In the City of Tacoma Recreation and Open Space Facilities Plan, this area, known as the "A" Street Gulch, is proposed to be developed as a park and pedestrian linkage between the Foss District and the Tacoma Dome area.

Figure III-14
"A" Street Gulch



IV. Planning Principles and Vision

Planning Principles

Over the course of the planning effort, a series of planning principles were identified, discussed, and refined that together serve as the "backbone" for a vision of the Tacoma Dome area over the next 20 years. A listing of these eight planning principles, along with specific ideas and opportunities for how the principles could be applied to the planning area are listed below.

1. PROTECT KEY ASSETS IN STUDY AREA

Tacoma Dome

The Tacoma Dome represents the largest public capital investment of the City of Tacoma, and is a key asset for economic development in the City and the region. The Tacoma Dome Area Plan must complement the Dome's own efforts at remaining competitive and attracting an increasing number of events, while realizing the potential for visitor spending generated by Dome events. Ideas and opportunities for protecting and enhancing the Tacoma Dome include:

- Improve traffic access and management during events.
- Create safe and convenient bicycle and pedestrian connections.
- Protect existing Dome parking, but restrict development of new dedicated (surface) lots.
- Accommodate overflow Dome parking needs through shared use of other parking facilities in Dome District and potentially at satellite locations.
- Encourage transit use and bicycling to events.
- Redevelop part of parking lot with structured parking and other uses (long-term).
- Enhance destination setting in area around Dome.

Existing Businesses

The planning area is home to a variety of small and mid-size commercial and industrial businesses that make a vital contribution to the local economy. The success of these businesses is partly attributable to an excellent location near major arterials and regional transportation corridors such as Interstate 5. It is important that access to vibrant commercial and industrial businesses not be negatively affected by new rail and bus service/facilities, additional commuter traffic, and new transit-supportive development. Ideas for protecting existing businesses included:

- Take steps to preserve and protect from encroachment industrial areas east of East G Street.
- Preserve "people-intensive" employers and retail businesses in multimodal core area.
- Provide good pedestrian and bicycle connections to transit hub.
- Improve access to local businesses during major Dome events.
- Minimize the impact of new rail activities and transit-supportive development on local business access.

2. ENHANCE AESTHETICS OF AREA TO CREATE POSITIVE IMAGE FOR DOWNTOWN TACOMA

As the area near the Tacoma Dome is transformed into a multimodal transportation center, it will become a gateway to downtown Tacoma for commuters and visitors alike. It is critical that the aesthetics of the planning area be improved as a way of providing a positive image for the City of Tacoma. Ideas for enhancing the aesthetics of the planning area include:

- Build upon current streetscape improvements with additional landscaping and pedestrian amenities around the Dome parking lots, on East D and East C Street entryways to the planning area, and on key pedestrian routes such as East 25th and East D Streets.

- Encourage the redevelopment of unsightly parcels that are currently used for outdoor vehicle and equipment storage.

- Provide small parks and plazas that include plants and landscaping.

3. CREATE STRONG INTERMODAL LINKAGES: VEHICULAR AND PEDESTRIAN/BICYCLE

The planned intermodal transportation center must provide safe and convenient linkages for motorized vehicles, bicyclists, and pedestrians.

Vehicular Linkages

- Puyallup Avenue should remain as primary auto and truck through-route, while East 25th (between East G, Pacific Avenue, East D Street, and South Tacoma Way) should discourage through traffic and have strong pedestrian orientation.

- Vehicle connection on East D Street to Foss District should be enhanced with grade separated crossing at BN tracks.

- Support direct HOV access from Interstate-5 to the Tacoma Dome Station as way of enhancing transit access to intermodal facilities.

Pedestrian & Bicycle Linkages

Pedestrian linkages could be enhanced by widening sidewalks, and by adding street trees, covered walkways, and other pedestrian amenities such as benches, trash receptacles, and public art. New development should be encouraged that promotes street level interest through ground floor retail uses that front the street, window displays, and outdoor seating for restaurants. Bicycle facilities may include on-street striping/stenciling, wider curb lanes, signs or other treatments. Bike parking should be located at intermodal terminals and other activity nodes. The following connections are especially important:

- Enhance north/south pedestrian connection(s) between Puyallup Avenue, intermodal transportation center, and the Tacoma Dome.

- East D Street, between Dome and Puyallup, and East 25th Street, between East G Street and Pacific Avenue, should have strong pedestrian emphasis.

- Grade separated crossing of BN tracks should include safe and convenient pedestrian/bicycle pathway.

- Enhance pedestrian and bicycle connections to/from the area, including a link to McKinley Park (McKinley Way, East L Street, Puyallup Avenue, Pacific Avenue).

- Bicycle system improvements should be incorporated throughout the planning area, with greater emphasis in the multimodal core area.

- Create strong pedestrian linkages between multimodal facilities to simplify transfer activities.

- Create connection to downtown activities and parking via circulator.

- Enhance connections to/from the area (McKinley Way, East L Street, Puyallup Avenue, Pacific Avenue) for bicycles.

- Create strong pedestrian linkages between intermodal facilities to simplify transfer activities.

4. ENCOURAGE URBAN STYLE, TRANSIT-SUPPORTIVE MIXED USES IN MULTIMODAL CORE AREA

- In accordance with the City's goals for mixed-use centers, the area surrounding the intermodal transportation center can evolve into a dense, compact district that is friendly to pedestrians and bicyclists, promotes higher density housing, and is supportive of, and dependent upon, public transit. Specific objectives for future development in the multimodal core area include:

- Limit new surface parking; make multiple use of existing/ planned parking resources: Dome, Pierce Transit facility, I-705 lots.

- Utilize existing vacant land and encourage high density housing near the transportation center.

- Encourage uses that have high employee/visitor densities.

- Discourage auto-oriented uses and uses with low employee densities such as vehicle storage and warehousing.

- Encourage varied scale of development, generally ranging from two to six stories.

- Encourage street-level activity and pedestrian-orientation, especially on key pedestrian streets such as East 25th Street.

- Minimize conflicts between Dome/commuter traffic and local traffic/pedestrian activity.

5. ENCOURAGE DEVELOPMENT IN CORE AREA THAT BUILDS ON UNIQUE ASSETS OF AREA AND COMPLEMENTS DOWNTOWN CORE

The area surrounding the multimodal transportation center should be allowed to evolve into one of four key activity nodes in downtown Tacoma. The other three activity nodes are the Downtown Core, the Union Station District, and the Foss Waterway District. An important link in the coordination of cultural facilities within the downtown area is the *Tacoma 2010* effort. Tacoma 2010 is a community effort to identify and map development of downtown cultural facilities. While the task force has elected to focus on strengthening the health of the existing cultural districts, the Dome District is a logical place for future cultural facilities such as a train museum. Uses that are appropriate to the mixed-use center in the Tacoma Dome area include:

- Uses that provide a permanent daytime presence to complement nighttime Dome events, and that take advantage of proximity to new multimodal center:

  - Office tenants wanting lower rents than downtown core plus freeway visibility, immediate transit access, and large building footprints.

  - Light industrial uses: flex-space/showrooms; other small manufacturing.

  - Convenience/specialty retail and restaurants to serve commuters, Dome visitors, workers.

- Uses and activities that enhance destination potential of Dome & Freighthouse Square:
  - Entertainment & night-life, including fine dining restaurants.
  - Tourist attractions (museums, train-to-the-mountain).
  - Recreational center (either public or private).
- Housing may require longer lead time and presence of amenities such as open spaces, shopping and services.

New development in the planning area is likely to occur fairly slowly over the next 10 to 20 years. Many of the uses desired for the area around the Tacoma Dome and multimodal transportation center -- commercial retail, office and housing--are also important for the development of surrounding activity nodes such as the Foss Waterway District and Union Station Historical District. Development of these activity nodes should, over the long-term, serve to complement and reinforce redevelopment and increased vitality in the downtown core.

However, overall future market demand for these uses within the greater Tacoma area is not expected to be large enough to generate substantial amounts of new development in the short-term separately in each of the downtown activity nodes. Although new transit service and facilities planned for the Tacoma Dome area will bring new demand from commuters and visitors, this demand alone is not sufficient as a catalyst for substantial new development. Based on current and expected future market conditions in the City and region, and the market opportunities and constraints of the Tacoma Dome area, it is reasonable to project a range of between 500,000 and 700,000 gross square feet of new development over the next 15 to 20 years.

6. Create a Strong "Sense of Place" for People

If the area around the multimodal center is to become more than just a transportation center, there must be defining public spaces that create an identity for the district and provide commuters, visitors, workers and residents with a sense of community. That identity could reflect some or all of the historical/cultural themes described under principle 7. below. These spaces could take on a variety of forms including parks/plazas, viewpoints, bicycle/ walking paths, and even small places to rest such as public benches. The largest public spaces can also provide a place for festivals and special events.

7. Retain/Enhance the History and Cultural Heritage of the Area

It is important that as change occurs in the planning area, the historical and cultural heritage of the area be retained. There are a number of buildings, such as Freighthouse Square, Alfred's Cafe, Engine House No. 3, Brown and Haley, Salvation Army, and the National Biscuit Company building, that, while not formally designated as historical landmarks, nevertheless are important symbols of the past and should be preserved. In addition, the following themes could be integrated into future development:

- Puyallup Tribe presence
- Hawthorne House/neighborhood
- Railyards/transportation, including historic railroad trestle on CW line
- Tacoma Dome

8. IMPROVE PUBLIC SAFETY

City of Tacoma police reports for the Tacoma Dome area indicate that, while violent crime is rare, there are a sizable number arrests made for prostitution, drug activity, car thefts, and other non-violent transgressions. Local business owners note that much of this activity occurs at nighttime, and is typically concentrated in a few "hot" spots such as the vicinity of Pacific Avenue and East 25th Street. Homelessness has also been reported as an issue in the planning area.

Prostitution, drug activity, and other criminal activity is a concern to many who work and own businesses in the Tacoma Dome area. In addition, the perception of crime is likely to be a detriment to additional development coming into the Tacoma Dome area, particularly for retail businesses who may feel that potential customers would shy away from the area due to concerns for public safety.

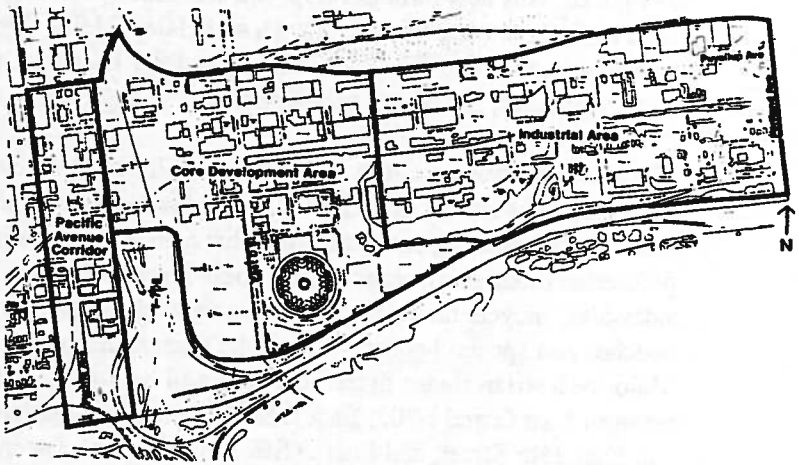
The Police Department has been working closely with the local business group in the Tacoma Dome area to combat public safety and security issues. Ideas for how public safety could be enhanced in the planning area include:

- Forge close relationship between Dome area and new police substation on McKinley Hill.
- Increase police special investigations and proactive work as a way to reduce prostitution, drug activity, and car thefts.
- Maintain/extend private security patrols in area, possibly through a business improvement area.
- New activity could create more "eyes" on the street.
- Ensure that new open space and other public improvements are designed to promote public safety (e.g., good lighting, minimal hidden areas).

Vision

The vision for the Tacoma Dome area that emerged from the planning principles recognizes three unique zones of activity as described below.

Figure IV-1
Framework for Development Change



The *Multimodal Core Development Area*, located between East A Street and East G Street, is the segment of the planning area where all the proposed transit facilities will be located. This area will become a regional transportation center, providing strong access and ease of transfer for people using the transit center for both Tacoma and non-local destinations. The multimodal center will enhance the planning area's potential as a regional destination, improving access to existing attractions such as the Tacoma Dome and Freighthouse Square, and serving as a catalyst for new destination activities that may include the Train-to-the Mountain tourist excursion, a train museum, and a regional recreational center. To realize the destination potential of the center, attractive pedestrian and bicycle linkages must be created between the Dome and the various transit connections, and public spaces must be provided that integrate the activities in the area and create a strong sense of place.

The multimodal core development area is also expected to be the focus for new transit-supportive development in the Tacoma Dome area during the next 10 to 20 years. Over time, new office, retail, light industrial and possibly housing development will be attracted to the area, due to its proximity to the transportation center serving as an intermodal facility to commuters and as a destination to visitors and tourists, and the ample amount of low cost developable land that is available. This new infill development will add to existing businesses such as Freighthouse Square, Brown and Haley, Holly Corporation, Salvation Army, Old Firehouse offices, and the Tacoma Dome to create a vibrant, mixed-use urban district.

The scale of development in the core area will be varied, with one and two-story light industrial and retail uses coexisting with mid-rise office and/or housing development. This area will have a strong pedestrian orientation, emphasizing street level retail uses, wide sidewalks, bicycle facilities, and streetscape amenities such as trees, benches and special lighting, and public open spaces at key locations. Major pedestrian routes in the core area will be East 25th Street between East G and I-705, East E Street between Puyallup Avenue and East 25th Street, and East D Street between the Tacoma Dome and the northern edge of the planning area.

Transit-supportive land uses -- those that have high employee and or/ visitor densities and thus can take advantage of nearby transit access -- will be encouraged in the Core Area. New surface parking lots will be discouraged, while shared use of existing parking resources (such as the Tacoma Dome and I-705 surface lots) and planned structured parking (e.g. Pierce Transit express bus facility) will be encouraged. Over the long-term, it is envisioned that some of the surface parking lots serving the Tacoma Dome would be developed as structured parking or other uses.

Figures IV-2 and IV-3 illustrate the vision for the Core Development Area. Figure IV-4 contains photographs from comparable locations in other cities that illustrate design ideas contained in the vision for the Core Development Area. Comparable locations include the Pearl District in Portland and Yaletown in Vancouver, two former industrial areas near downtown cores that have been transformed into mixed-use areas.

The *Industrial Area*, located east of East G Street, will retain its industrial character over the next 10 to 20 years. This area accommodates a variety of light and heavy industrial uses that rely on close proximity and good access to Interstate 5 and the Port of Tacoma. Within Pierce County developable industrial land with good freeway access is becoming scarce, and thus it is critical that such an important economic resource for the City and the County be preserved at this time. Properties located on the major arterials of Puyallup Avenue and Portland Avenue would continue to function as sites for industrial and auto-oriented commercial uses.

The industrial character of this area will be preserved through an aggressive program of industrial sanctuary zoning that retains existing industrial designations and also limits the size of new commercial uses. The goal is to prevent displacement of industrial uses in this area that might occur as a result of rising property values due to proximity to Tacoma Dome Station and other activities in the Core Development Area.

The *Pacific Avenue Corridor* consists of the area west of A Street, including properties fronting Pacific Avenue between South 23rd and South 29th Streets. Development change in this area is likely to be influenced more by activities in the Union Station Historical District, such as the University of Washington Branch Campus, the Federal Courts Building, and the Washington State History Museum, than by the new multimodal transportation center in the Tacoma Dome area. Retail and light industrial uses will continue to dominate this corridor. Between South 23rd and South 25th Streets, the area along Pacific Avenue will have a strong pedestrian character, with continuous street level activities and streetscape amenities that create a strong link from the multimodal center in the Tacoma Dome area to the Union Station District. South of East 25th Street, Pacific Avenue will continue to be an auto-oriented retail area, with car washes, service stations, tire shops, and other uses that rely on heavy auto traffic and access.

Figure IV-2
Vision for Core Development Area
Aerial View Looking South into Core Development Area

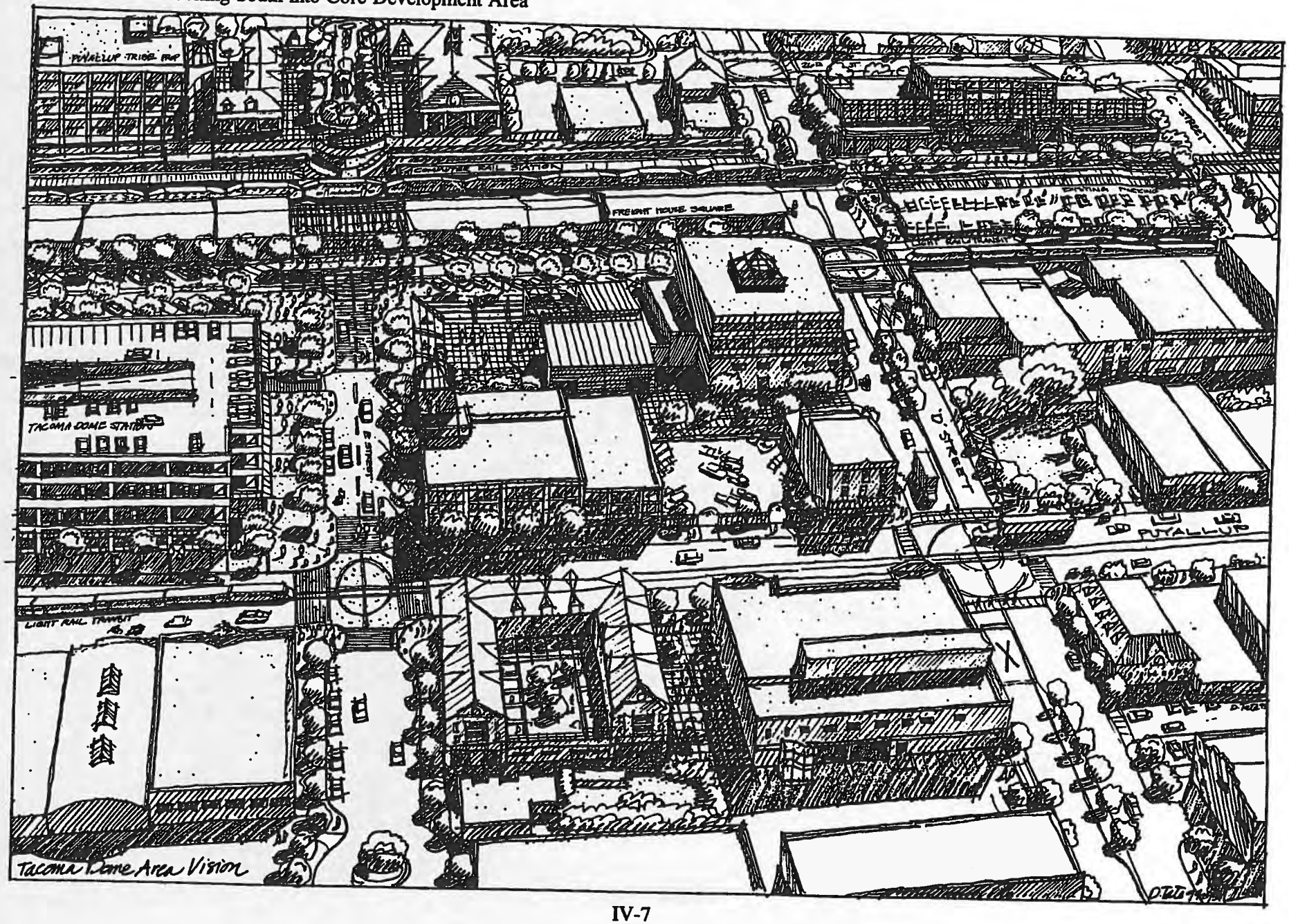


Figure IV-3
Vision for Core Development Area
Aerial View Looking North into Core Development Area

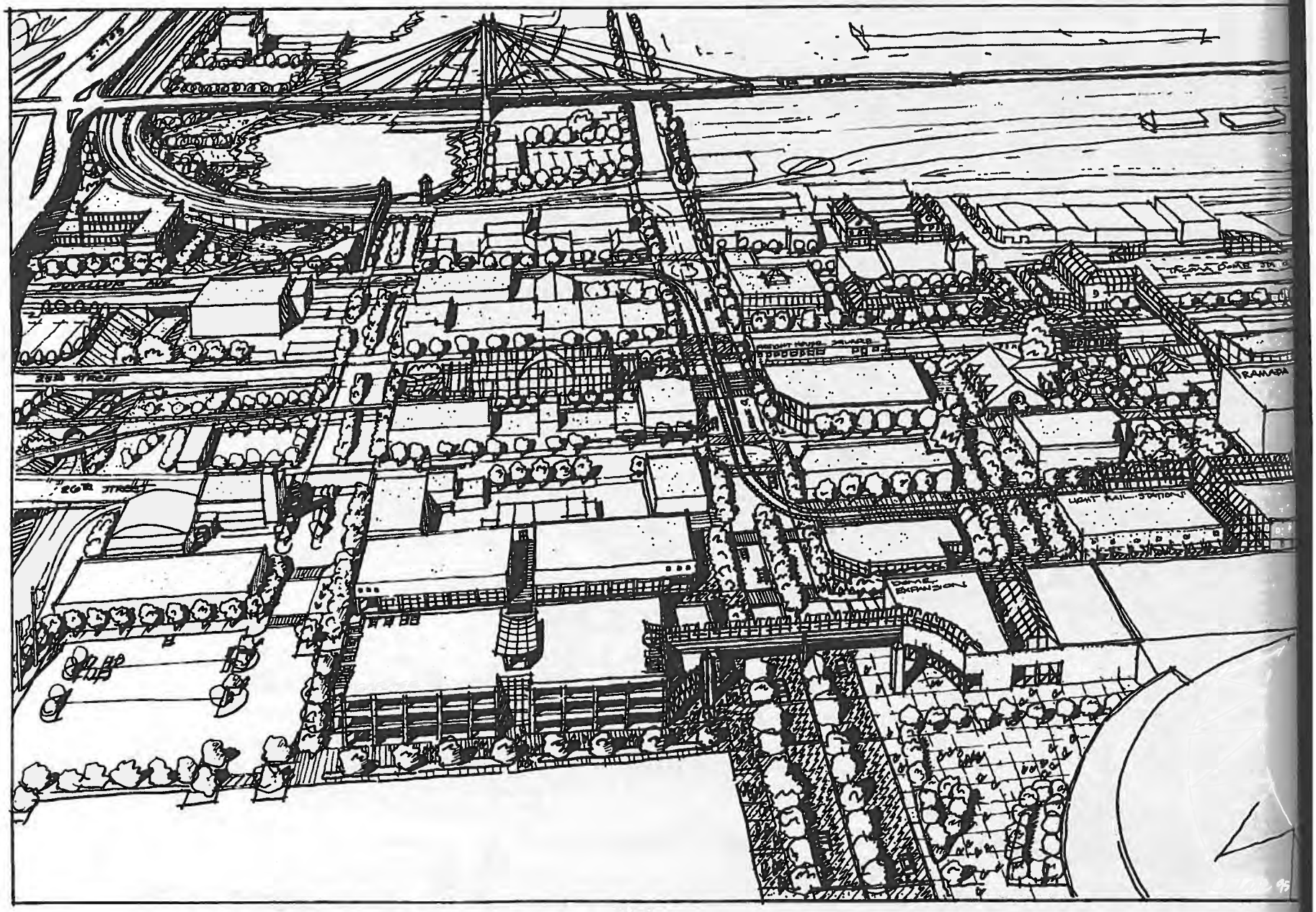


Figure IV-4
Design Features from Comparable Locations that Illustrate Elements of Vision

Pearl District

Retail Facing the Street
Street-oriented shops & cafes can contribute to the liveliness of the area

Yaletown

Providing Pockets of Public Space
Small public spaces in the form of parks and squares can be effective in establishing a sense of community

Yaletown

Making Places for People
Former industrial areas can be converted to pedestrian spaces

Pearl District

Using Small Scale Elements
Simple elements like smaller scale signs, awnings, and outdoor seating can add to the character of the area

Yaletown

Converting Auto-Oriented Uses
Some buildings that previously contained auto-serving businesses can be converted to unusual retail spaces

Pearl District

Retaining Some Uses
Existing businesses can remain in the area, as new buildings and uses come in

Development Concepts for Tacoma Dome Area

In order to explore how the vision for the Tacoma Dome area might be realized over the next 10 to 20 years, conceptual plans were prepared that depicted possible short-term and long-term development scenarios (Figures IV-5 and IV-9). The conceptual plans focus on the Multimodal Core Development Area, as this part of the planning area is expected to undergo the greatest amount of development change over the next two decades. The conceptual plans are intended as an outline for future development change in the Tacoma Dome area, and as a basis for the development strategies that are described in Chapter V. Building footprints for new development are shown for illustrative purposes only, and are not intended to represent actual designs for specific sites.

Short-Term Development Concept (Figure IV-5)

The short-term development concept depicts how the Core Development Area could change over the next five to ten years. This concept assumes that the following transportation facilities would be completed in the planning area:

- *Pierce Transit's new express bus terminal and parking facility for up to 2,000 cars* (referred to as the Tacoma Dome Station), located on the two-block site between Puyallup Avenue, East 25th Street, East E and East G Streets. This facility would have an express bus terminal on the Puyallup Avenue side, and parking in two four-story structures built into the upwardly sloping site. Cars would enter and exit primarily at two access points on East 25th Street. Bicycle parking would be provided for nonmotorized travelers. The express bus station area and other public functions, including possible additional retail space, would be located off of East E and East 25th Street at the southwestern end of the facility.

- *Regional Commuter rail service on the Chehalis Western line, with train platforms located on the south side of Freighthouse Square, and connected to Tacoma Dome Station (Figure IV-6).* Although in March, 1995 voters rejected the high capacity transit proposal put forward by the Regional Transit Authority (RTA), it is likely that a modified proposal will be resubmitted during the next two years. The new transit proposal would most likely retain commuter rail service between Seattle and Tacoma.

  While both the Burlington Northern and Chehalis-Western rail lines are being considered by RTA as possible alignments for commuter rail service in the Tacoma Dome area, the preferred route for this plan is the Chehalis-Western line. The CW line would be centrally located in the core development area, and would provide excellent pedestrian access to both the express bus terminal and the Tacoma Dome.

Figure IV-6
Commuter Rail Station Adjacent to Freighthouse Square

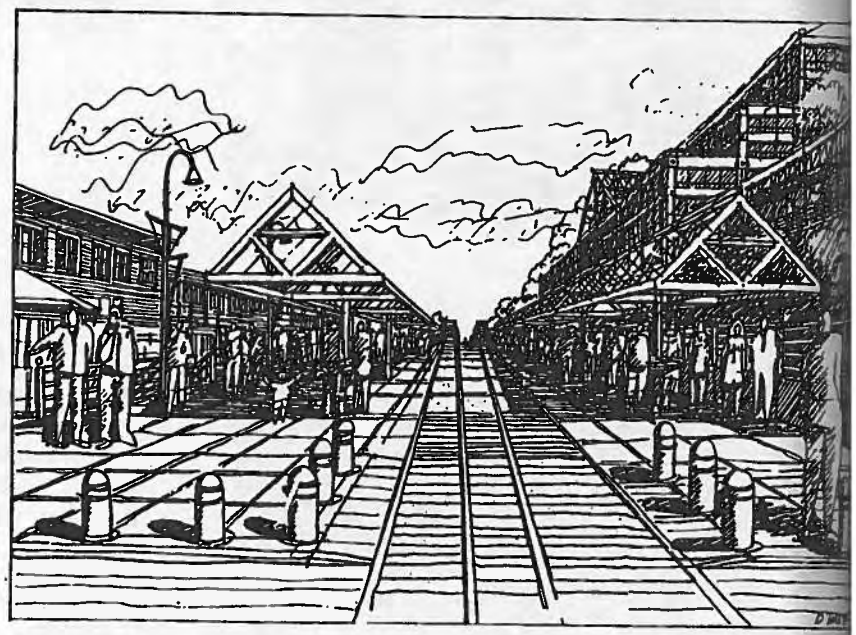


Figure IV-5
Short-Term Development Concept

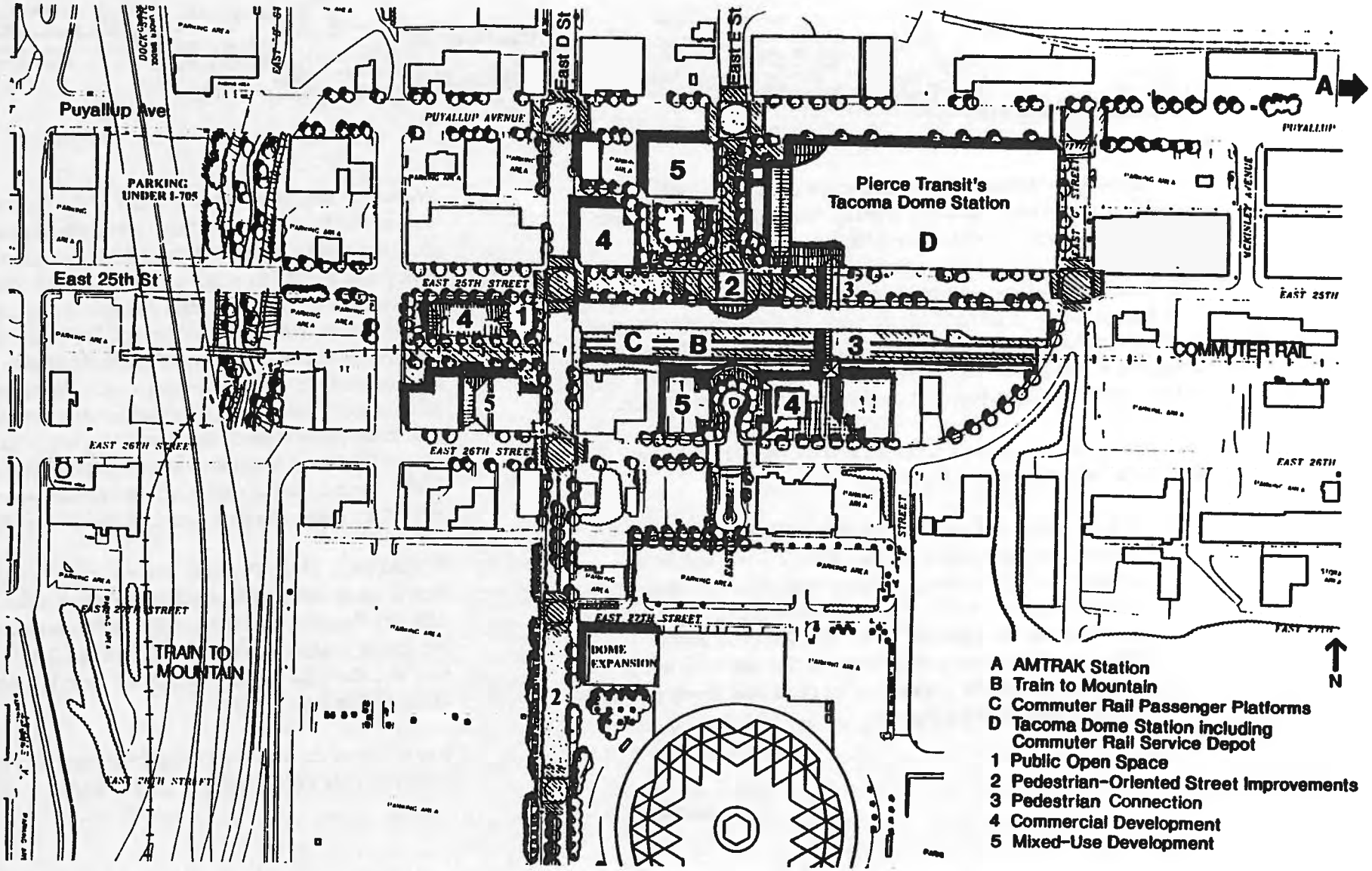
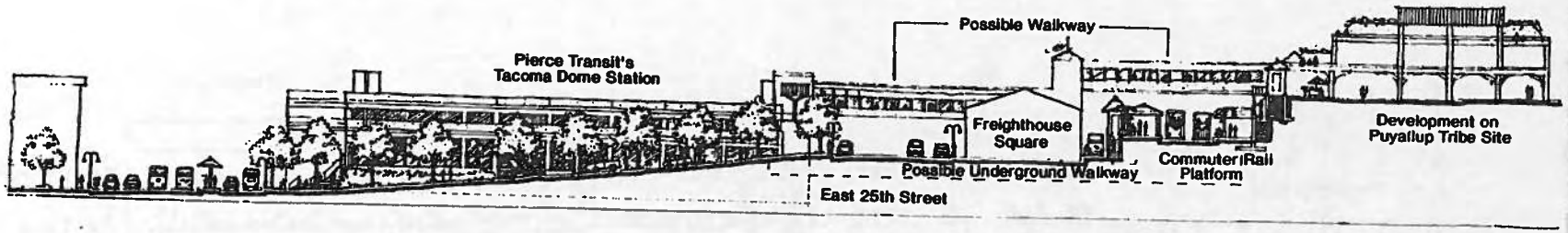


Figure IV-7
Section Looking East at the Area Between Puyallup Avenue & the Puyallup Tribe Site Showing Pedestrian Connections



- *Train-to-the-Mountain tourist excursion operations, with a Tacoma terminus collocated with the commuter rail station and platform in the Tacoma Dome area.*

The Train-to-the-Mountain would provide the Tacoma Dome area with a major boost in demand for shopping, hotels, restaurants, and other commercial uses in the planning area. The planned tourist excursion would attract visitors on a national scale, and greatly enhance the destination potential of the Core Development Area.

The short-term development concept for the Core Development Area includes the following features:

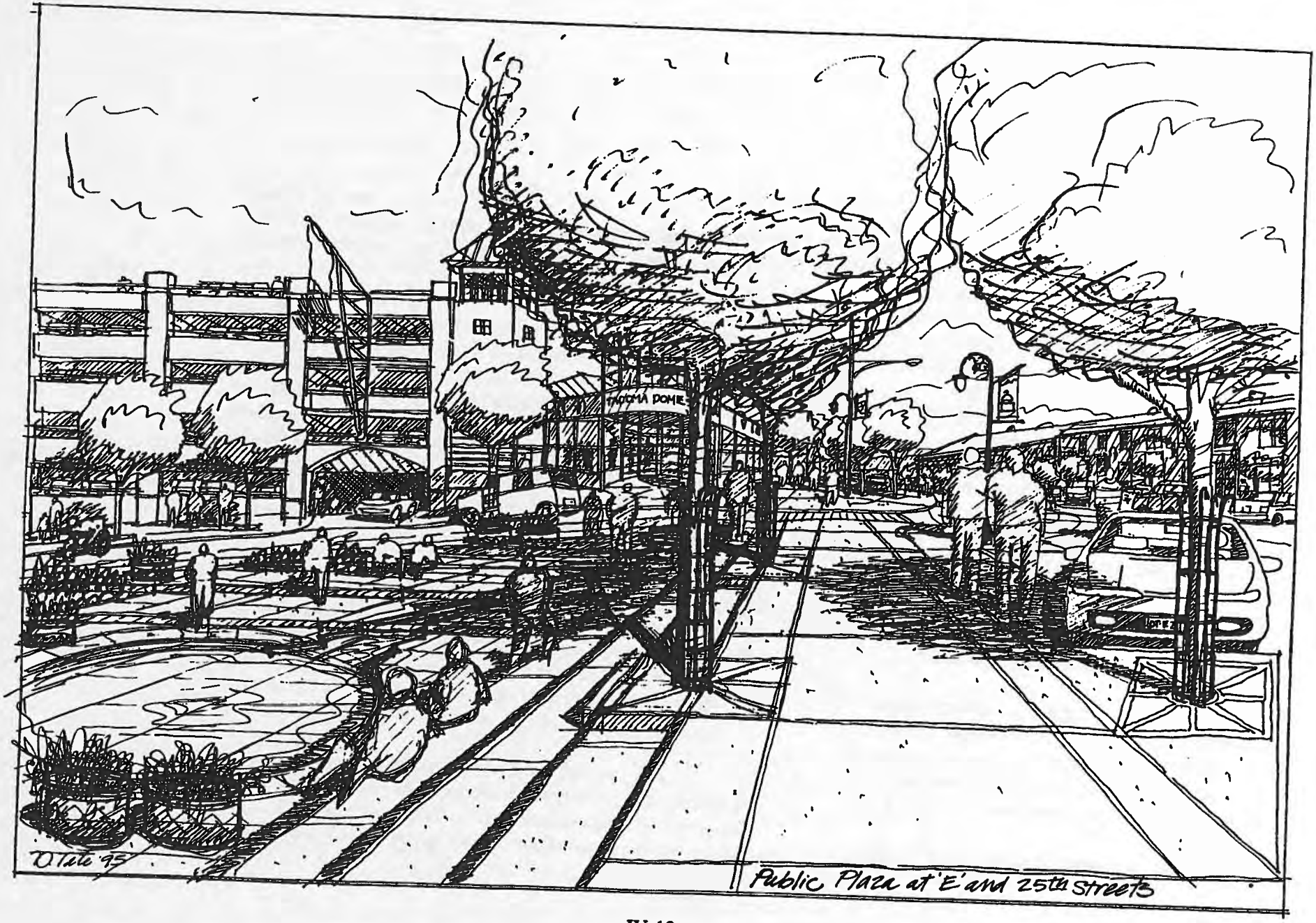
- Improvement of East D Street, East 25th Street and East E Street as key pedestrian routes. East D Street will be a primary pedestrian connection between the Dome and transit/retail activities to the north, as well as serving as a gateway into the planning area. East 25th and East E Streets will form the core of a key pedestrian zone that is centered around the intersection of these two streets just in front of Freighthouse Square.

- Redevelopment of the southern half of the block directly west of the Tacoma Dome Station to include a new public park/plaza and commercial/ mixed-use development. The park/plaza would introduce a very important open space element into an area of vibrant pedestrian activity. It would serve transit users, Dome and Freighthouse Square visitors, as well as workers and residents of new developments in the surrounding area. The plaza could connect to the mid-block alley and create an attractive pedestrian route towards the Foss Waterway District. Figure IV-8 is an illustrative sketch that depicts the Tacoma Dome Station, public park/plaza and related pedestrian area around the intersection of East 25th and East E Streets.

- Development of the Puyallup Tribe site with office and/or mixed-use development, possibly including some housing. This development would allow for pedestrian access from the Pierce Transit facility, as well as a small open space that will allow the public to enjoy the superior views that are available from this site.

- Expansion of the Tacoma Dome Exhibition Hall at the corner of East 27th Street and East D Street.

Figure IV-8
Illustrative Sketch of Public Plaza & Tacoma Dome Station



- East D Street and Puyallup Avenue would become designated bikeways, promoting bicycle access to the multimodal transit center as well as to surrounding activity centers such as the University of Washington campus and the CBD.

Over the course of the next decade, it is possible that new development may extend to the west of East D Street, as is shown in Figure IV-5. Potential new uses in this area include commercial, light-industrial and recreational center development. It is envisioned that small parks or plazas would be provided as new development occurs. The main pedestrian route in this area is expected to be East 25th Street.

Land values in the Core Development Area during the next 5 to 10 years are expected to remain at levels below that which supports the feasibility of development with structured parking. Therefore, parking for new development in the short-term will be provided by some new surface parking, or most desirably, through shared parking arrangements with the Tacoma Dome and I-705 parking lots, and the new Pierce Transit facility. On-street parking would also be maximized to meet short-term parking requirements, and to provide a secondary benefit of slowing traffic and enhancing the pedestrian environment.

The total amount of new development envisioned over the next 10 years in the Core Development Area is between 250,000 and 300,000 gross square feet.

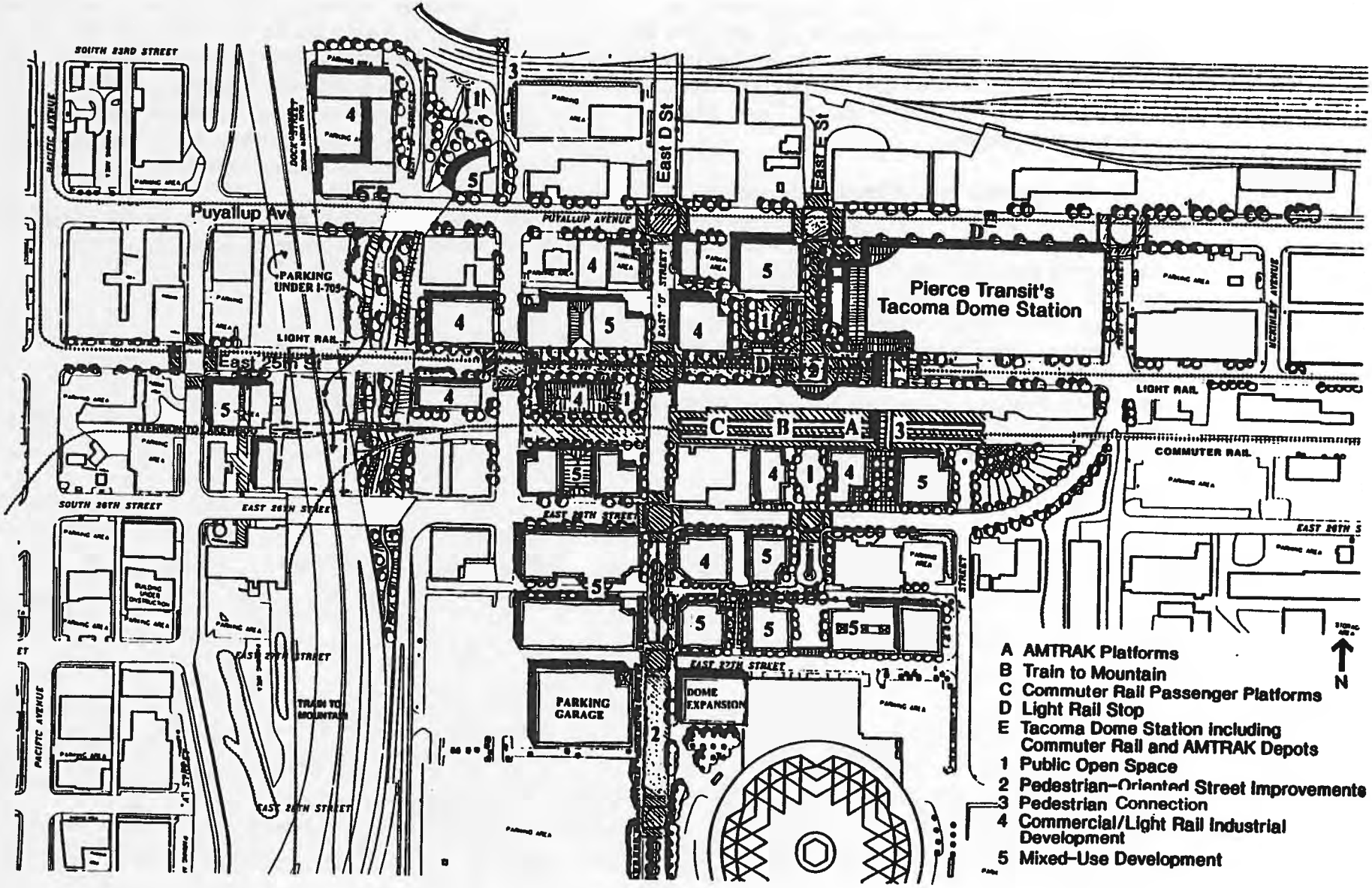
Long-Term Development Concept (Figures IV-9)

The long-term development concept builds upon the short-term vis to depict how the Core Development Area might change in the sec decade of the plan. The long-term concept assumes that the follov additional transportation facilities would be completed in the plan area between year 10 and 20:

- Extension of commuter rail to Lakewood, and initiation of lig rail service through the planning area. The RTA proposal rejected by voters in March 1995 included both of these elem While the components of future high capacity transit proposa are unknown at this time, it is likely that commuter rail beyon Tacoma and light rail service to Tacoma would be long-term projects, following initial elements that include commuter rail service to Tacoma. A variety of light rail alignments through Tacoma Dome area have been analyzed at a conceptual level part of this study effort. The most appropriate alternatives appear to be either collocation with commuter rail on the Che Western line, or the use of a couplet arrangement whereby Puyallup Avenue would be used as the westbound rail route, East 25th Street would be used as the eastbound route. Refe Chapter V. for a more detailed description of possible light r alignments.

- Relocation of Amtrak intercity passenger rail service from th Burlington Northern rail line to the Chehalis Western rail lin and collocation of the Amtrak station with the commuter rail Tacoma Dome station.

Figure IV-9
Long-Term Development Concept



The key elements of development change during the second decade of the plan are:

- New commercial and mixed-use development between the Puyallup Tribe site and the Tacoma Dome, including possible redevelopment of some of the Tacoma Dome surface parking lots. Dome parking would be replaced by a new structured parking garage sited on one of the existing Dome surface lots to the west of the facility.

- Additional commercial, light industrial and mixed-use development to the west of East D Street, with a focus of development along East 25th and East 26th Streets. By the end of twenty years, few infill development sites remain in the core area, as this area will have been transformed into a true mixed-use district and urban neighborhood served by a fully functioning and integrated multimodal transportation system. Land values will have increased to a level that supports structured and underground parking, therefore the amount of surface parking will decline accordingly.

- Additional commercial development will take place between Puyallup Avenue and the Foss District, thereby providing a pedestrian-friendly transition between the Foss District and the Tacoma Dome area. Additional open space will be developed in this area, accompanied by a pedestrian overpass near East C Street that crosses the BN tracks and links the planning area with the Foss District.

A total of between 300,000 and 400,000 square feet of between year 10 and 20 in the Core Development Area.

V. Strategies for Realizing the Vision in the Tacoma Dome Area

Realizing the Vision

This chapter identifies strategies for achieving the Tacoma Dome Area Plan vision. The strategies are focused on public actions that can stimulate and promote new transit-supportive development in the planning area, particularly in the Core Development Area between East A Street and East G Street. The overall strategic approach recognizes that a strong public commitment, including some public investment, will be needed in the Tacoma Dome area to serve as a catalyst for attracting new private development. Public investment should build upon the existing assets in the planning area, such as the Tacoma Dome and Freighthouse Square, and augment the benefits expected from major transit facilities planned by Pierce Transit and the Regional Transit Authority.

This Plan recognizes that development change in the Tacoma Dome area will occur over a long period of time. With or without the completion of major transportation facilities such as Pierce Transit's Tacoma Dome Station, the transformation of the planning area into compact, transit-supportive mixed use district is likely to take place gradually during the next 10 to 20 years. This was a major lesson learned from studying comparable areas in other cities that have evolved from an industrial to mixed-use commercial and residential district. A prime example is Portland's Pearl District, a once largely industrial area located just north of downtown. The City of Portland put in place new policies and regulations in the late 1970's, yet actual redevelopment in the Pearl District has only begun to flourish during the past few years.

Land values in the Tacoma Dome area presently range from between $3 and $6 per square foot. These values are indicative of the low intensity development, such as vehicle and equipment storage yards, and surface parking lots that currently characterize much of the area around the Tacoma Dome. In order for higher intensity development, including structured parking, to become financially feasible, land values will need to rise substantially from current levels. Given overall market conditions and the current development character of the planning area, land values are likely to rise slowly. The Tacoma Dome area is additionally hampered by the absence of a large stock of existing buildings that could be renovated at lower costs than new development. In Portland's Pearl District, for example, the initial transformation from an industrial to commercial district was accomplished through adaptive reuse of existing four and five story, historically significant buildings.

Many of the types of uses that are desired for the Tacoma Dome area -- offices, retail stores and restaurants, and apartments -- are also being sought in nearby activity centers such as the Foss Waterway District, Union Station District, and the downtown core area. While each of these areas have unique assets that will create a specific market niche, they all will still be drawing from a similar pool of demand. There undoubtedly will be some competition for new development between these areas, and as a result the level of growth in each area will be slowed somewhat.

While one may wish for a rapid transformation of the Tacoma Dome area, a slower pace of development change may in fact be more beneficial to the area over the long-term. Rapid change often is accompanied by a sharp rise in land values, which in turn quickly "pushes out" traditional industrial uses that can no longer afford the higher rents that are charged. If, on the other hand, land values increase at a slower rate, some industrial uses can remain and coexist with newer high intensity commercial activities, creating a unique and interesting district. Both the Pearl District in Portland and Yaletown in Vancouver, British Columbia are examples of slowly changing industrial areas that blend the old with the new in a way that adds great character. A similar character of development is desired in the Tacoma Dome area.

The strategies that follow cover four areas: land use and development (strategies prefixed with acronym "LUD"), transportation and parking (prefix "T"), streetscape improvements and public open space (prefix "P"), and public safety (prefix "PS").

Land Use and Development Strategies

STRATEGIES FOR REGULATING DEVELOPMENT IN THE TACOMA DOME AREA

The following strategies seek to modify zoning and development standards in the planning area to encourage development that is consistent with the vision for the Tacoma Dome area. (See Figure V-1 for map of proposed zoning changes.)

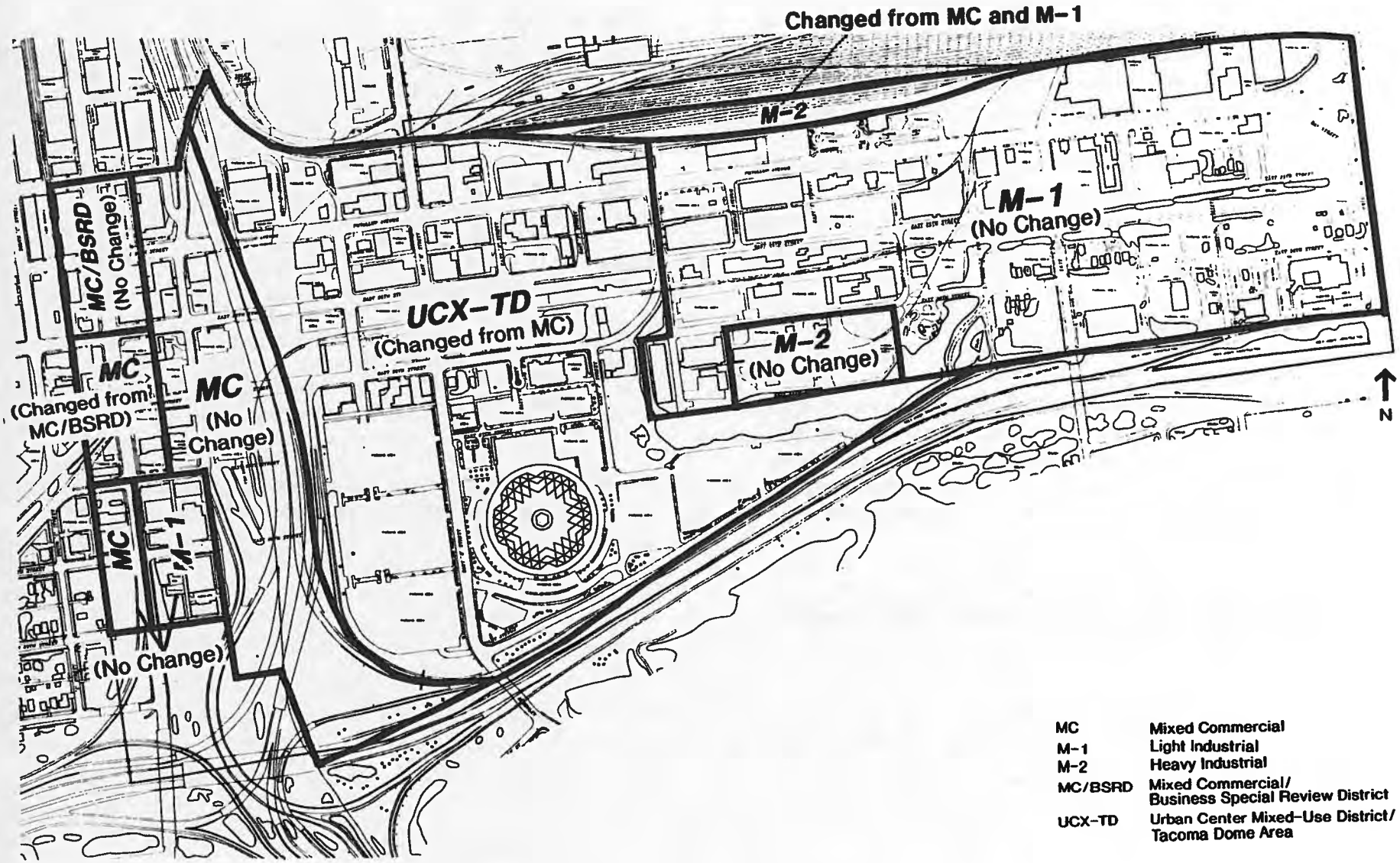
LUD-1 *Change zoning classification in the Core Development Area from Mixed Commercial (MC) to Urban Mixed Use Center District-Tacoma Dome (UCX-TD).*

The City of Tacoma and Pierce Transit are currently working together on a study for revising existing City land use regulations to encourage new development in mixed-use centers that would be pedestrian-oriented, and, through intensification of land use, increase potential transit ridership. A set of proposed amendments to the Tacoma Municipal Code have been prepared and are currently under review by the Planning Commission and City Council. These amendments recommend establishing a number of new mixed use zoning districts, including special standards relating to uses, parking, and design. Although these provisions do not directly address the specific attributes of the Tacoma Central Business District area, including the Tacoma Dome area, they do provide a basis on which to devise regulations that will accommodate development within the Tacoma Dome Core Development Area. It will be necessary, however, to adopt modifications tailored to the unique circumstances of this district, since none of the proposed districts has a large multimodal facility, nor do they reflect the mix of uses, envisioned development pattern, and presence of a large public assembly facility as are found in the Tacoma Dome area.

It is recommended that the Core Development Area be rezoned to reflect the proposed new zoning designation for Urban Mixed Use Center District (UCX), but modified with the suffix "/TD" to allow for somewhat different purposes, standards and guidelines. The UCX district, as defined in the March, 1995 draft report of proposed zoning code amendments, seems to be intended for major commercial centers that, unlike the Tacoma Dome area, do not contain industrial uses. While, over time, some types of uses in the district may move or change, it is desired that a mixture of commercial, light industrial, and eventually residential, will occur.

The purpose of the UCX/TD district would be to provide for a dense concentration of commercial, limited industrial, residential development, supporting business and service uses, and other regional attractions. It is a focus for both regional and local transit systems.

Figure V-1
Proposed Zoning Changes



Uses: The proposed new UCX District allows commercial office uses, most retail and services, and multifamily residential uses. Custom industry uses (e.g. custom bookbinding, ceramic studios, etc.) are permitted, but other industrial, research and development, wholesaling, distribution and storage uses are prohibited. Vehicle/ equipment repair uses are allowed only if all activities occur within buildings. It is recommended that the use regulations for the UCX District be adopted for the Tacoma Dome area, but modified as follows to allow a greater variety of industrial and distribution uses, but discourage development that consists mostly of outdoor storage:

- The following uses should be permitted only if 50% or more of the site contains an enclosed building: vehicle and equipment repair, vehicle and equipment sales and rentals, vehicle storage, warehousing and storage, limited industry, and research and development industry.

- Commercial parking facilities are permitted only if provided in a structure or below ground facility.

The proposed use regulations in the UCX-TD District would improve upon the existing MC designation in promoting the vision for the Core Development Area. Compared to existing zoning, the new district would allow a greater variety of industrial uses while precluding development in which the primary use is surface parking or vehicle/equipment storage.

Development Standards: It is recommended that the development regulations specified in the proposed UCX district be modified as follows for the UCX-TD district:

	UCX	UCX-TD	MC (Existing)
Minimum Lot Width (feet)	100	0	0
Minimum Yards (feet):			
Front	15	0	0
Side	5	0	0
Rear	20	0	0
Maximum Height of Structure (feet)	75; 120 [1]	75; 120 [1]	120
Limits on Bulk/Scale	Still being determined	Portion of building over 50 feet in height must have a minimum setback of 10 feet from property line	None

[1] Additional height, above 60 feet, is permitted for mixed use development where residential use occupies 25% or more of the floor area.

	UCX	UCX-TD	MC (Existing)
Minimum Residential Density (units/ acre)	15	15	None
Minimum Landscaping	A landscaping plan, including lighting, is required for any new or existing parking lot for a newly constructed building or for a major alteration or addition to an existing building, in accordance with Tacoma Municipal Code Section 13.06.285. Other landscaping should meet the requirements of Section 13.06.		Landscaping of parking lots required per Tacoma Municipal Code Selection 13.06.350.

[1] Trees chosen should be planned for a 30 to 40 year life, with type of tree consistent with existing street trees in the area.

Minimum lot widths and setbacks are eliminated to provide greater flexibility for development and to encourage a more compact urban form in the Core Development Area. While maximum building heights of 60 feet (120 feet with residential) are used per the UCX district, maximum residential densities and floor-area-ratios have been eliminated and in order to promote higher intensity development. Bulk and scale of development are regulated by the requirement that upper portion of buildings (over 50 feet) have a minimum setback of 10 feet. Minimum site landscaping is modified from 15% as specified in the UCX district to a more specific standard that is consistent with the streetscape improvements proposed in this plan.

The proposed UCX-TD District would reduce the maximum height limit of buildings from 120 feet (per existing MC zone) to 60 feet, unless residential uses are included. The lower height limit for non-residential buildings would differentiate the Tacoma Dome area from the more intensive downtown core.

Special Provisions: It is recommend that the UCX/TD District be added to the section of the proposed new zoning amendment that specifies limitations applicable to individual neighborhood centers. Provisions should be added that will implement the planning concept setting forth East 25th Street as a "pedestrian street." This differs from the proposed code language that establishes "transit streets." East 25th Street is not a primary transit route, although it may include transit if and when light rail is extended to Tacoma. In any event, East 25th Street is intended as a key street for pedestrian activity associated with the various modes of transportation being planned for the district.

The language to be added for specific limitations on East 25th Street would be as follows (see Figure V-2 for illustration):

Additional Review Standards Applicable to the UCX/TD Zoning District:

- Exterior walls facing the street level shall have windows for at least 50% of the length of the facade and 25% of the wall area. Windows shall be "storefront" type, with sills no higher than 30" above the sidewalk.

- At least 60% of the building frontage shall abut the sidewalk. Public spaces and courtyards are permitted in front of the building within the 60% frontage area. At least 25% of the building frontage shall directly abut the property line.

- Parking lots shall be located to the rear or to the side of buildings. Where parking lots abut the street, one of the following shall be provided: a solid wall or fence at least 36" high or a row of trees no more than 30' apart and at least 2-1/2" in caliper. (Trees shall be protected by wheel stops.)

Additional Review Standards to be Implemented through adoption of this Plan:

- Curb cuts should be no closer together than 100 feet and the maximum width shall be 25 feet.
- Sidewalks should be at least ten feet wide. Sidewalks should, at a minimum, include street trees (minimum 2-1/2" caliper, maximum 30' spacing) with cast iron tree grates.
- Retail uses, including restaurants, are encouraged to have certain features such as awnings or canopies, outside tables and chairs, displays of flowers, and distinctive signs and lighting. Outdoor features can consume sidewalk space as long as there is a five foot clear passageway.

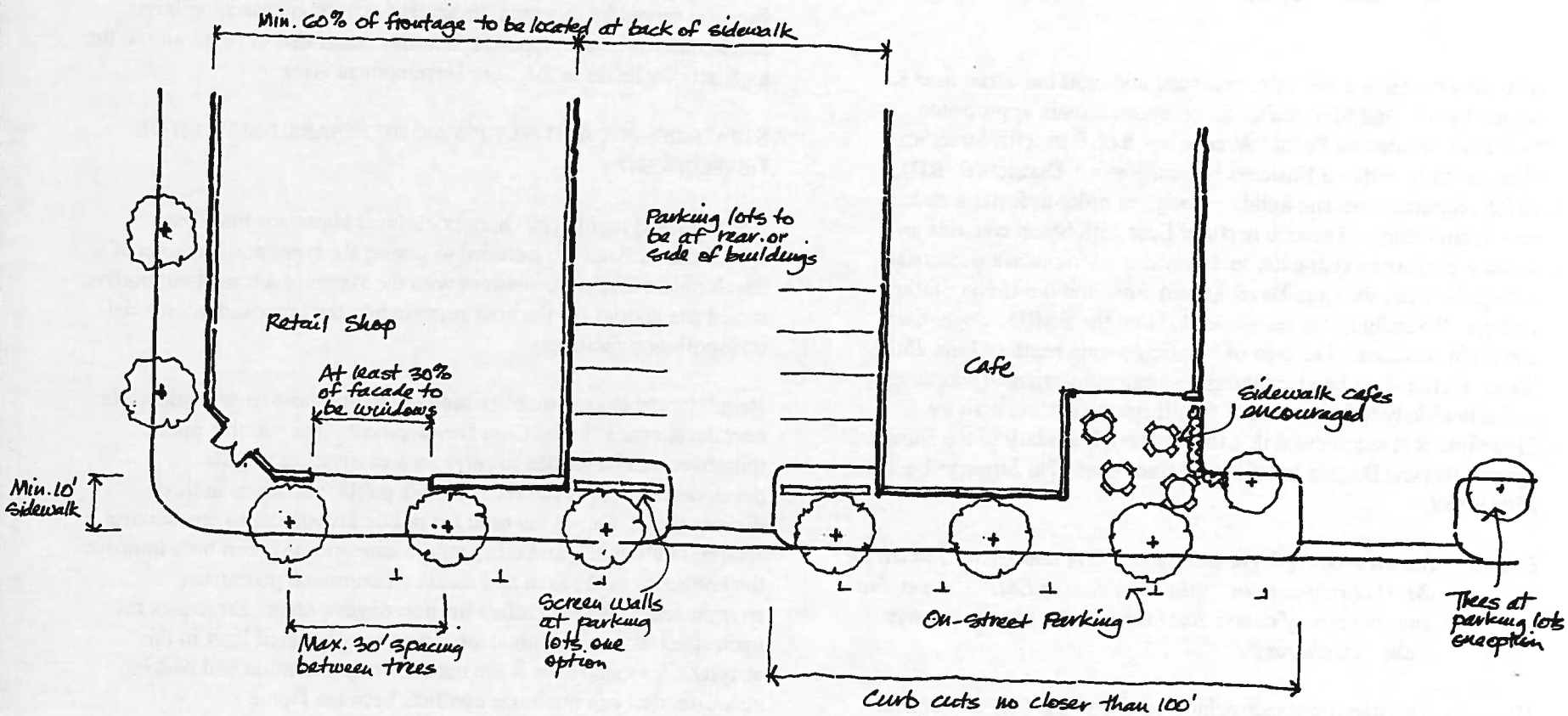
Parking: It is recommend that required minimum and maximum off-street parking spaces for the UCX district be modified as follows to reflect the enhanced access by transit and the availability of major public parking facilities that could be managed to provide a common supply of parking for businesses in the Core Development Area.

		Number of Spaces		
Land Use Category	**Unit**	**UCX Min.** [2]	**UCX-TD Min.** [3]	**MC (Existing) Min.** [4]
Residential	Dwelling Unit	0	0	0
Retail Commercial	1,000 sf	4.0	0	5.0 [1]
Business & Professional Offices	1,000 sf	3.0	2.0	3.5
Industrial	Employee	N/A	1.0	1.0

[1] 2.5 for establishments with gross floor area below 15,000 sq.ft.
[2] Maximums of 5.75 for retail & 3.75 for office apply.
[3] Maximums of 4.0 for retail & 3.0 for office apply.
[4] No maximums apply.

For business and professional offices, and industrial uses required, parking may be provided off-site, in accordance with Section 13.06.350 of the Tacoma Municipal Code.

Figure V-2
Design Guidelines Applicable to East 25th Street



LUD 2 *Retain existing Mixed Commercial (MC) and Light Industrial (M-1) classifications in the area west of I-705, but remove the Business Special Review District designation on properties located south of East 25th Street.*

This area contains a mix of commercial and light industrial uses for which the MC and M-1 zoning designations remain appropriate. Properties located on Pacific Avenue north of East 27th Street are also currently within a Business Special Review District (BSRD), which regulates uses and building design in order to foster a strong pedestrian setting. The area north of East 25th Street contains an existing pedestrian character, and provides an important pedestrian linkage between the Core Development Area and the Union Station District. Therefore, it is recommended that the BSRD designation remain in this area. The area of Pacific Avenue south of East 25th Street, on the other hand, contains a strong auto-oriented character and is not likely to be an area of significant pedestrian activity. Therefore, it is recommend that the southern boundary of the Business Special Review District be relocated from East 27th Street to East 25th Street.

LUD 3 *Retain existing Light Industrial (M1) and Heavy Industrial (M-2) classifications in the area east of East G Street, but limit the size of commercial uses in this area to protect industrial character.*

This area is an important industrial area within the City of Tacoma. The combination of small lots, low land values, and good access to Interstate-5 and the Port of Tacoma all contribute to the uniqueness of this area as a setting for small and mid-scale manufacturing and distribution activities. Virtually all of the business owners and managers surveyed as part of this Plan indicated that the area is a good one for their business and they wish to remain there.

It is recommended that existing industrial zoning be maintained in this area in order to preserve the industrial character and promote economic development in the City of Tacoma. Since the M-1 and M-2 zones allow a wide variety of uses, including commercial retail, it is recommended that new commercial development in this area be limited to 50,000 square feet of development on any individual site. This size limitation will help to preserve the important industrial function served by this area, protecting it from encroaching large scale commercial development that may occur due to proximity to the high activity levels in the Core Development Area.

STRATEGIES FOR ACTIVELY PROMOTING TRANSIT-SUPPORTIVE DEVELOPMENT

The proposed regulatory changes outlined above for the Core Development Area are intended to permit the types and amounts of development that are consistent with the vision of a transit-supportive, mixed use district for the area surrounding the proposed intermodal transportation facilities.

Regulatory changes alone are unlikely in the short-term to stimulate new development in the Core Development Area. Active public initiatives will be needed to serve as a catalyst for private development. This Plan recommends public initiatives in three distinct areas. One is the need for public investment to create open spaces, landscaping and other public amenities that can both improve the aesthetics of the area and create an improved pedestrian environment that is attractive for new development. Strategies for open space and other public amenities are discussed later in this chapter. A second area is the need for transportation and parking strategies that can minimize conflicts between Dome visitors/commuters and local businesses and residents, create a setting that promotes pedestrian activity and new transit-supportive development, and maximize the use of transit and nonmotorized access to and from the area. Transportation strategies are also covered later in this chapter. The third area, which is discussed in this section, includes strategies for actively attracting new development and assisting local businesses/property owners with expansion or redevelopment plans. It also includes strategies for business retention.

Figure V-3 displays key sites for development or redevelopment in the Core Development Area. Three "primary" development sites have been identified that are critical to the initial success in achieving the development vision for the Tacoma Dome area. These sites are:

- The property owned by Pierce Transit on which the proposed Tacoma Dome Station will be constructed. The most recent design concept for the Tacoma Dome Station envisions the construction of two buildings on the eastern and western blocks, connected by an enclosed pedestrian "spine" that extends from Puyallup Avenue to East 25th Street. The southwestern portion of the western building (to be constructed in a second phase) has been designated for potential commercial retail space that would complement the express bus and possible rail station functions, and serve as an inviting pedestrian place adjacent to Freighthouse Square. Commercial retail space is expected to be privately developed.

- The half-block on the north side of East 25th Street between East D and East E Streets. These two parcels are privately owned, and contain a small warehouse and seafood processing business. In the Tacoma Dome Plan vision, the easternmost parcel is the location of a proposed park/plaza, while the western property is the site of proposed mixed-use office, retail, and/or residential development. Redevelopment of these two sites is critical to creating a core of pedestrian activity in the area that includes Freighthouse Square, the Tacoma Dome Station, and potential commuter rail station.

- The two acres of vacant land owned by the Puyallup Tribe of Indians adjacent to the proposed commuter rail platforms and Freighthouse Square. The views from this site, plus the potential pedestrian walkway that would connect this site to Freighthouse Square and the Tacoma Dome Station offer prime development potential as office, retail/restaurant, and possibly housing development.

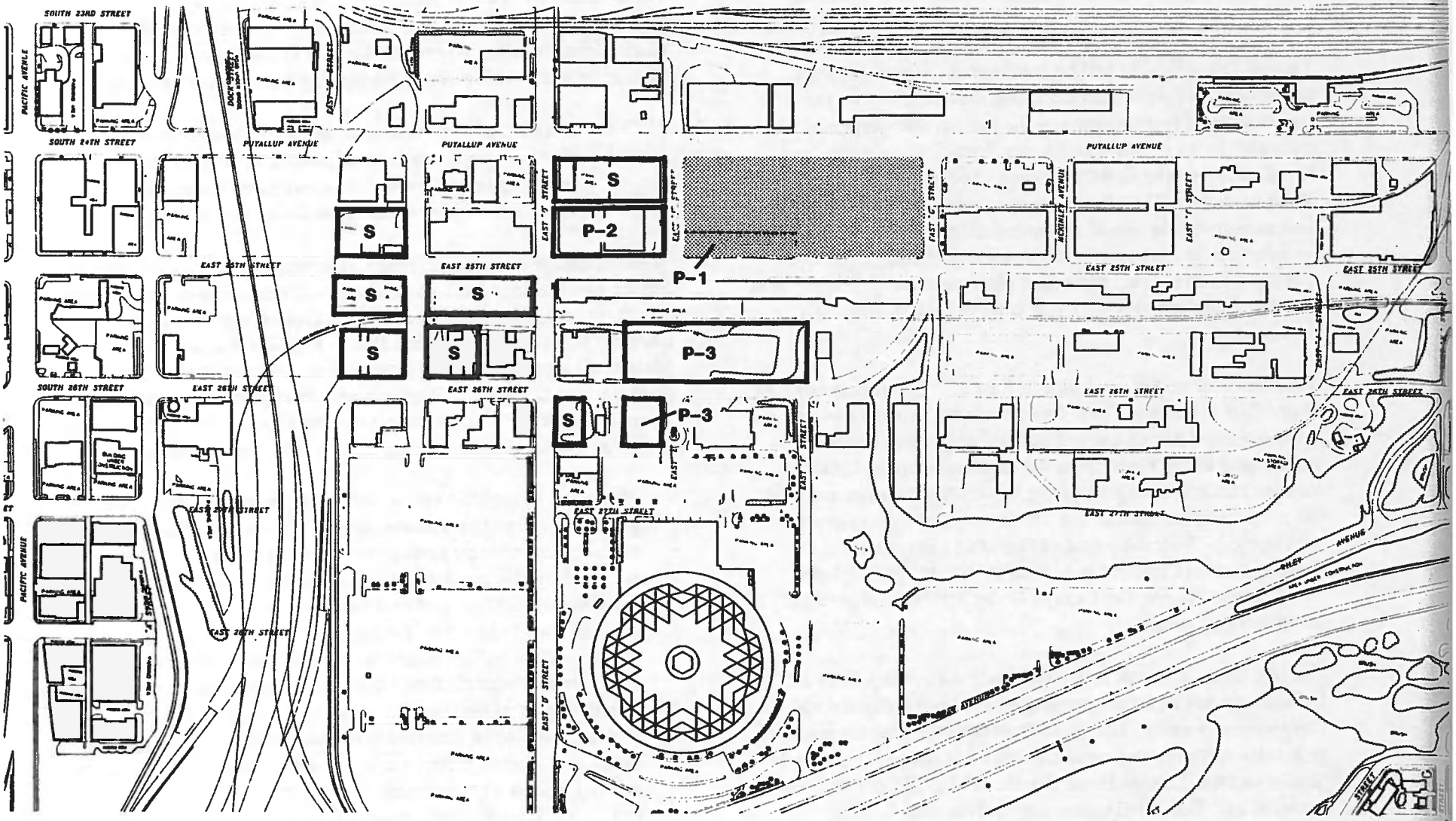
In addition to these three key parcels, there are a number of "secondary" sites that offer important development potential, but are not as critical as the primary sites to the initial success of the Plan. These secondary sites are either highly underutilized with vehicle/equipment storage and parking lots, or, in the case of the half block facing Puyallup Avenue to the west of the Tacoma Dome Station, in a critical location for achieving the vision of the Plan.

LUD 4: The City of Tacoma and/or other implementing entity should actively market and provide incentives to encourage development of primary and secondary development sites in the Core Development Area.

With the exception of the proposed park/plaza access to Freighthouse Square (see Strategy P-5 in Streetscape Improvements & Public Open Space section), the provision of new destination activities in the planning area (See LUD 5), and Pierce Transit's Tacoma Dome Station, all new building development and redevelopment in the planning area is expected to be provided through private investment. There are a variety of tools and actions the City or other implementing entity can use to actively promote new development, including:

- Marketing of the Plan vision and development opportunities to prospective developers and investors. The increased access and visibility provided by proposed new transit facilities, the benefits provided by existing destinations such as the Tacoma Dome and Freighthouse Square, and the availability of low-cost, developable land, all need to be actively publicized. Promotion of the unique characteristics and opportunities in the planning area, such as home product manufacturers that also include retail displays, should be part of the overall marketing strategy. Potential investors need to be attracted to the excitement of the long-term vision of a vibrant, mixed-use urban district in the Tacoma Dome area, as well as a commitment on the part of the City of Tacoma and Pierce Transit to help make it happen.

Figure V-3
Key Development Site in Core Development Area



P Primary Site
S Secondary Site (All Privately Owned)
P-1 Pierce Transit Tacoma Dome Station – Potential Retail
P-2 Privately Owned – Potential Park/Mixed Use
P-3 Puyallup Tribe Site – Potential Mixed Use

Marketing tools could include brochures and graphics that "sell" the area, and tie-ins with marketing efforts for the entire central business district.

- Assisting local property owners and/or investors who are exploring development, redevelopment or expansion opportunities in the planning area. There are a number of individuals/organizations who are currently involved in development planning efforts, including the Puyallup Tribe of Indians, who have recently submitted an application to the state for a grant to complete a feasibility analysis and marketing plan for their site; and the owner of Freighthouse Square, who is president of the local Dome District Development Group and is presently involved with a non-profit community development corporation that is interested in providing retail space in Pierce Transit's Tacoma Dome Station. While specific incentives are listed below, there is also a more general need to create for potential investors the clear impression that the City is an advocate for their project.

- Providing incentives for new development, such as: promoting shared use of existing parking lots (Tacoma Dome, I-705 lots) in lieu of on-site parking; minimizing EIS requirements for individual projects; assisting in the provision of public amenities (e.g. street trees) through matching public grants; pursuing joint public-private development projects, especially as major RTA and Pierce Transit projects move forward; and possibly landbanking (purchasing) key parcels to facilitate land assembly, with subsequent issuance of an RFP for development.

All of these tools and actions could also be used to assist the expansion needs of local businesses (see LUD 6).

LUD 5 *The City or other implementing authority should actively pursue opportunities for providing new destination attractions in the Core Development Area.*

The market assessment completed for this Plan identified a number of potential destination activities for the Tacoma Dome area that could build upon existing attractions such as the Tacoma Dome and Freighthouse Square to create a true destination setting in the planning area. Potential destination facilities include the Train-to-the-Mountain tourist excursion, expansion of the Tacoma Dome Exhibition Hall; one or more museums, and/or a major regional indoor recreation center.

Both the Train-to-the-Mountain and Dome Exhibition Hall expansion are projects that have been proposed by the City of Tacoma. Both of these projects are vital to enhancing the Tacoma Dome area's destination potential. Dome expansion is critical for the facility to remain competitive in the regional market. This will result in more events and trade shows, benefiting the entire district by bringing in more visitors.

A museum in the Core Development Area would serve both to enhance the area's potential as a destination and help create a strong identity for the district. An obvious theme for a museum would be rail transportation, which could have displays and exhibits that educate visitors about the importance of railroads throughout the history of the area, and showcase some of the new passenger rail projects that are planned. There is an active group of rail enthusiasts (Milwaukee Freighthouse Historical Society) that meet regularly at Freighthouse Square, who could play an important role in a new rail museum. Other themes that could be displayed in a museum include the old Hawthorne neighborhood and Native American culture and history. The museum should be centrally located in the Core Development Area, with visibility to tourists, shoppers, commuters, workers and residents who either live, work or are visiting the Tacoma Dome area.

The idea of a regional recreational facility was raised a number of times during the planning process as a potential use in the Tacoma Dome area. There currently is a need in the Tacoma area for indoor recreation facilities such as swimming pools, racquetball courts, and ice/roller skating rinks. The City's current Recreation and Open Space Facilities Plan states that there is a need for a city-wide major aquatic and recreation center that is centrally located, easily accessible, and publicly owned and operated.

The Tacoma Dome area would be an excellent location for a regional recreational facility. The facility would enjoy a central location in the City, adjacent to the downtown core, the new University of Washington Tacoma Campus and the Foss Waterway District. It could be a place where people could recreate, have day and evening meetings, or just relax. A recreational facility would be an ideal use for sharing parking with the Tacoma Dome. Major recreational events (e.g. swim meets) could be held during days when there is not a major Dome event, so as to maximize the parking resources in the area. The proximity to the intermodal transit center would also serve to increase use of the facility. If located on an uplands site in the planning area, the recreational facility would enjoy views of downtown and the Foss Waterway. All in all, an regional recreational center in the Tacoma Dome area would be an asset to the community and an important element for enhancing the destination potential in the area around the Tacoma Dome.

Each of these projects will require public funding, yet would prove to be wise investments as a catalyst for economic development both in the Tacoma Dome area and the City as a whole. By creating additional destination attractions in the area, the Tacoma Dome will also benefit, particularly from trade shows and exhibitions.

LUD 6 *As the Core Development Area develops as a multimodal transportation hub, a destination center and a mixed-use urban district, opportunities for new housing development should be promoted.*

New housing development in the Tacoma Dome area is likely to occur primarily in the second ten years of the Plan. In the short-term, other locations near the downtown core, such as the Union Station District, Foss District, and the areas immediately north and southwest (i.e. Hillside) of downtown, are likely to be more attractive locations for urban housing. Over the longer term, the new multimodal transportation center, an increased employee base, and the creation of new shopping opportunities and public open spaces should result in the Core Development Area becoming a desirable setting for living. New residents could in turn help to support retail, service and entertainment businesses that rely on commuters and Dome events, thereby creating more of a 24-hour community in the planning area.

The City's Housing Plan (City of Tacoma, 1993) emphasizes three objectives. First, to pursue the overall goal of providing a decent home and a suitable living environment for all residents. Secondly, the need to protect existing single-family neighborhoods. Thirdly, the need to direct future population growth to designated areas such as mixed-use centers. The development of the Tacoma Dome Area provides a unique opportunity to address all three of these objectives. The study area is a sub-area of the larger downtown designated as an Urban Center within which the intent is to concentrate higher intensity development and preserve single family neighborhoods. As outlined in the City's Housing Plan and Program, the Tacoma Dome area will provide new housing opportunities for all residents and will accommodate projected population growth.

The City is actively promoting new housing development in the central business district. As the Tacoma Dome area develops as a transportation hub and destination center, the City and/or other implementing authority should extend their efforts to the Core Development Area. The city's designation as an Enterprise Zone in the downtown area, including the Dome area, will promote the linkage of employment and housing. It provides financial incentives for people working in the Zone to purchase housing

within the Zone. Other new incentives for housing, such as Second Substitute Senate Bill 5387, will help in both the new construction of and rehabilitation of housing in urban centers. The law provides an incentive for housing development by not increasing property taxes of a residential development, as would normally be done when new construction or rehabilitation occurs, for the first 10 years thus allowing for unexpected construction costs, higher vacancy loss, or other unanticipated expenses. This incentive will provide an added cushion that could make a development more financially feasible and attractive to a prospective investor and lender.

STRATEGIES FOR ASSISTING BUSINESSES WITH EXPANSION AND/OR RELOCATION NEEDS

LUD 7 *The City should develop a program for actively assisting the expansion and/or relocation needs of existing businesses.*

The local business survey completed as part of this Plan identified a number of companies in the Tacoma Dome area that are considering plans for expansion during the next ten years. In addition, as the vision for the Tacoma Dome area begins to be achieved, land values in the Core Development Area will rise, causing certain businesses over time relocate to areas with more affordable rents. From the City of Tacoma's perspective, it is important to retain these businesses within the City.

Business expansion and relocation assistance is currently provided primarily by the Tacoma/Pierce County Economic Development Board (EDB), whose focus is county-wide rather than specific to the City of Tacoma. It would greatly benefit the City to develop an active program for business relocation and expansion assistance. The City of Portland has a successful business retention and assistance program centered in the Portland Development Commission. Also, Seattle is proposing an extensive business assistance plan for the Seattle Commons South Lake Union Area. Elements of both Portland's and Seattle's business assistance programs could be integrated into a citywide program in Tacoma.

STRATEGIES FOR PRESERVING BUILDINGS WITH CULTURAL OR HISTORICAL SIGNIFICANCE

LUD 8 *Existing structures that are important to the identify of the Tacoma Dome area and that contribute positively to its character should be preserved and reused.*

Currently there are no buildings within the planning area designated as historic structures on either the National or Tacoma Register of Historic Places. A cultural resource inventory completed in 1981 by the City of Tacoma revealed several buildings that could qualify for historic landmark designation, including Freighthouse Square (formerly the Milwaukie Road Freight House), the Brown and Haley Candy Company, Salvation Army Building, Alfred's Cafe (formerly the Brunswick Hotel), and Engine House Number 3. All of these buildings are currently occupied. Freighthouse Square and Engine House No. 3 have been renovated through adaptive reuse during the past decade. In addition, the railroad trestle on the CW Line that passes over East G Street has unique historic significance.

Each of these structures represent an important link with the historic and cultural heritage of the Tacoma Dome area, and preservation of the building structures should be strongly encouraged. While there probably is not enough historic structures in the planning area to warrant the establishment of a historic district with regulations for development, consideration should be given to establishing financial and other incentives to encourage preservation and adaptive reuse.

If any of the properties were to be placed on the Tacoma or National Register of Historic Places, they would be eligible for income and property tax credits for rehabilitation.

Transportation and Parking Strategies

ACCESS AND CIRCULATION -- MOTORIZED

Vehicular access and circulation through the planning area is greatly influenced by detours, street closures, and the increased traffic volumes associated with major events at the Tacoma Dome. Major events are generally considered to be those with more than 9,000 tickets sold. Local access is severely restricted during a major Dome event, and in the foreseeable future, the automobile will continue to be a primary mode of access to Tacoma Dome events. In addition, the new Tacoma Dome Station will add to the peak hour traffic volume in the area. In order to minimize adverse impacts to area residents and businesses, the following strategies are recommended (see Figure V-4 for locations).

STRATEGIES FOR IMPROVING TRAFFIC ACCESS AND MANAGEMENT DURING DOME EVENTS

Improvements in safety, routing of detoured traffic, quicker loading of Dome lots will reduce negative impacts to local circulation and improve service to Dome patrons.

T-1: *Automate closures and Variable Message Signs (VMS) and Changeable Message Signs (CMS) at I-5 ramps to East 26th Street to be operated from Dome traffic tower/WSDOT control center.*

T-2: *Improve directional signage for detoured traffic.*

T-3: *Offer an advance ticketing option that would include the parking fee.*

T-4: *Add parking ticket sales facilities and personnel to speed up event load phase.*

STRATEGIES FOR MINIMIZING CONFLICTS BETWEEN DOME / COMMUTER TRAFFIC AND LOCAL TRAFFIC (TRUCKS, SHOPPERS, EMPLOYEES, RESIDENTS)

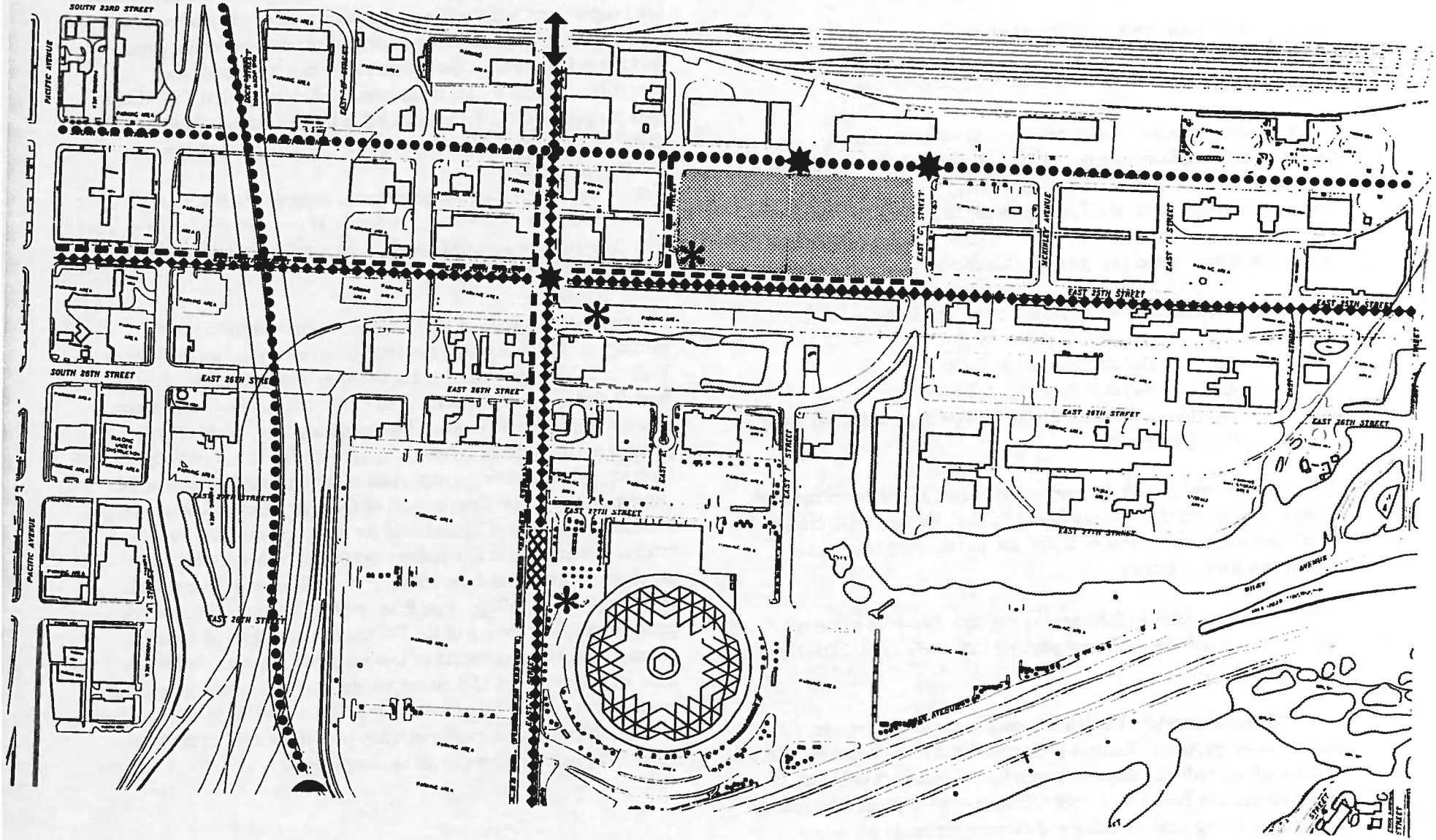
Minimizing traffic conflicts will improve traffic safety and add to the public's perception of the area as a viable, inviting activity center.

T-5: *Add traffic signals at East L Street/Wiley Avenue and L Street/28th Street to provide for local access to McKinley Hill via L Street during dome events.*

T-6: *Create pedestrian crossing zone on East D street between parking and dome with pedestrian signals at each end, alternating traffic flow with pedestrian crossing.*

Both of these strategies would minimize disruptions to local businesses during Dome events by allowing East D Street and East L Street to remain open to local traffic. Strategy T-6 would also provide an important gateway to the Tacoma Dome area on East D Street (see Streetscape Improvements and Public Open Space Strategy P-1 for detailed description and plan of East D Street pedestrian crossing).

Figure V-4
Map Showing Access & Circulation Strategies



Proposed Traffic Signal (T-8, T-7)

Note: Traffic signals also proposed at East L Street/Wiley Avenue and East L Street/East 28th Street

Primary Pedestrian Route (T-8, T-10, T-12)

Proposed Bike Parking/ Storage Locations (T-21)

Automate Ramp Closures and Install VMS & CMS Warning Signs (T-1)

Primary Truck Route (T-11)

Primary Bike Route (T-20)

Pedestrian Crossing Zone (T-6)

Grade-Separated Crossing at East D Street (T-9, T-18)

T-5: Add traffic signals at East L Street/Wiley Avenue and L Street/28th Street to provide for local access to McKinley Hill via L Street during dome events.

T-6: Create pedestrian crossing zone on East D street between parking and dome with pedestrian signals at each end, alternating traffic flow with pedestrian crossing.

Both of these strategies would minimize disruptions to local businesses during Dome events by allowing East D Street and East L Street to remain open to local traffic. Strategy T-6 would also provide an important gateway to the Tacoma Dome area on East D Street (see Streetscape Improvements and Public Open Space Strategy P-1 for detailed description and plan of East D Street pedestrian crossing).

T-7: Traffic signals should be added at the following intersections:

- *East D Street and East 25th Street*
- *East G Street and Puyallup Avenue*
- *Entrance to Tacoma Dome Station at East F Street and Puyallup Avenue*

These signals, which were recommended as part of the environmental impact analysis for the Tacoma Dome Station, are needed to ensure safety and improve the flow of traffic around the proposed Pierce Transit intermodal facility.

T-8: Restripe East 25th Street to provide a two-lane roadway with maximum on-street parking between East D Street and East G Street.

East 25th Street provides the primary access points for vehicle parking in the proposed Tacoma Dome Station. Two driveways to the parking garage will be located between East E and East G Street, which means that East 25th Street will receive a significant amount of new traffic during peak morning and evening commute periods.

At the same time, this section of East 25th Street is envisioned as a key pedestrian area in the planning area. Restriping East 25th with one lane in each direction will serve to accommodate the added peak hour commuter traffic while maintaining a relatively narrow roadway that is friendly to pedestrian activity. Providing angled on-street parking would enhance the pedestrian setting while retaining accessible parking for local businesses. A plan of East 25th Street with proposed restriping is included in the Streetscape Improvements & Public Open Space Strategies section (P-3) of this chapter.

T-9: Provide a grade-separated crossing of the BN tracks at East D Street. If an aerial structure is used for the crossing, such a structure should begin its ascent from grade north of Puyallup Avenue.

The frequent blockage of East D Street by freight traffic at the Burlington Northern tracks has been long recognized by the City of Tacoma as a major barrier to both vehicle and pedestrian crossings. East D Street is a vital roadway that provides the only north-south through traffic in the interior of the planning area. Vehicle and pedestrian connections between the Tacoma Dome area and the Foss District will become more important as development in each of the areas increases. The City, as part of the recent Dome Access Study, evaluated a number of alternatives for an aerial structure over the BN tracks. Some of these alternatives would begin their ascent from grade at D Street near East 25th Street, while other options would begin north of Puyallup. This Plan strongly supports the need for a grade-separated crossing of the BN tracks that begins at Puyallup Avenue or at any point north of this roadway. Options that begin their ascent near East 25th Street would present a severe physical and visual barrier within the planning area, and would likely increase the amount of heavy truck traffic in a key pedestrian area of the Plan. Therefore, these options should be discouraged.

T-10: Reconfigure East E Street to provide a two-lane roadway between Puyallup Avenue and East 25th Street, with on-street angled parking on the west side and a pedestrian drop-off area for the Tacoma Dome Station on the right side.

Located between the pedestrian plaza at the front of the Tacoma Dome Station and the proposed park, East E Street between Puyallup Avenue and East 25th Street will be a key pedestrian zone in the Core Development Area. While retaining two lanes of traffic, East E Street can be converted into a narrow roadway with angled parking and a pedestrian drop-off area that promotes pedestrian activity and safety. A plan of East E Street with proposed right-of-way changes is included in Streetscape Improvements & Public Open Space (P-3) strategies section of this chapter.

T-11: Designate primary regional truck routes as follows:

- *I-5 (Over 10 million annual tons)*
- *I-705 (300,000 to 5 million annual tons)*
- *Puyallup Avenue (5 to 10 million annual tons)*
- *East 26th Street (100,000 to 300,000 annual tons)*

These designations are needed to provide guidance on the preferred routes for trucks in the planning area. The Tacoma Dome Area Plan envisions I-5, I-705 and Puyallup Avenue as the major regional truck routes in the planning area. East 26th Street is viewed as a primary route for local truck traffic, while East 25th Street is considered a primary route for pedestrians and autos, but a secondary route for local truck traffic.

Access and Circulation - Nonmotorized

With the exception of Tacoma Dome events and activities associated with Freighthouse Square, the planning area is not a major generator of pedestrian activity. This is a result of the generally unfriendly bicycle and pedestrian environment, the lack of attractive connections to nearby neighborhoods and activity centers, and the nature of existing land uses both within and adjacent to the planning area. In addition, the area is not a major generator of bicycle trips. Although it does not currently support a significant level of through bicycle traffic, the area does have some potential to provide a pathway for bicycle trips from the east and south to the activity centers of the Tacoma CBD, the Thea Foss Waterway, the McKinley Hill and Eastside neighborhoods, and the future Tacoma branch campus of the University of Washington.

McKinley Park: To overcome the strong barrier between the McKinley Hill neighborhood and the rest of downtown, a pedestrian overpass or park like structure is needed over Interstate 5. This concept will be considered as part of the Recreation and Open Space Facilities Plan amendment in 1996. Strengthening both pedestrian and bicycle linkages to surrounding areas, including McKinley Park, will also be a key focus of both the upcoming Downtown Tacoma Plan and the Nonmotorized Plan.

A primary planning principle and feature of the vision and development concepts for the Tacoma Dome area is the need to create strong pedestrian linkages, between multimodal transit facilities, between transit facilities and activity nodes in the planning area, and between the planning area and adjacent centers of activity.

The following strategies address the need for creating a strong pedestrian setting and linkages in the Core Development Area. Most of the strategies stress the need for landscaping and other streetscape amenities that will enhance the pedestrian setting by improving the aesthetics of the area. Landscaping and other public amenities are described more fully, including graphics, in the Streetscape Improvements & Public Open Space strategies section of this chapter.

Strategies for Creating Safe, Convenient Pedestrian Connections Between Multimodal Facilities, the Tacoma Dome and the Adjacent Neighborhoods

The use of transit should be encouraged by creating a comfortable, secure, and inviting pedestrian network. Connections to adjacent neighborhoods, such as McKinley Hill, should be emphasized.

T-12: Identify East D Street, East 25th Street, and East E Street, as primary pedestrian pathways. Enhancements to the D Street connection to McKinley Hill or a new connection to McKinley Park deserve special attention due to the I-5 freeway.

T-13: Provide clearly defined pedestrian connections and streetscape improvements between rail platforms, bus stops, and non-transit modes such as parking areas, taxi stands, and charter bus staging areas.

Strategies for Creating Pedestrian-Friendly Settings in Key Activity Areas and Along Designated Routes

Pedestrian traffic should be encouraged among demand generators by introducing open spaces and walkways, reducing network distances, and creating points of interest along the way.

T-14: Provide widened sidewalks, lighting, information kiosks, and other streetscape improvements along primary pedestrian paths.

Additional improvements could include completion of sidewalks along Wiley from Portland Avenue to D Street, and improved path signage such as directional signs from the LaQuinta Inn at Portland Avenue to the Dome. Furthermore, audible pedestrian crossing signals should be included for the hearing impaired, similar to signals present in the downtown core. See Streetscape Improvements & Public Open Space Strategies P-1 & P-3 for description of improvements proposed along primary pedestrian routes.

Strategies for Minimizing Vehicle-Pedestrian Conflicts

Increasing the visibility and safety of the nonmotorized network will make it more attractive to potential users.

T-15: Use streetscape elements and highly visible pavement treatments rather than simple pavement lines to delineate pedestrian crosswalks at selected intersections along the primary pedestrian paths (see Strategy P-2 for description and illustration).

T-16: During peak hour event loading and unloading, consider alteration of signal timing at selected (D Street) intersections to decrease walk times for pedestrians traveling between intermodal facilities and the dome. Include overhead pedestrian crossing light at D Street pedestrian zone.

T-17: In key pedestrian activity areas, focus improvements on slowing through traffic:

- *Special paving or pavement markings at crosswalks*
- *Pedestrian Zone at D Street between parking and dome*
- *"Bulbs" at selected intersections and mid-block crossings to narrow the pedestrians crossing distances*

Strategies for Enhancing Nonmotorized Linkages to the Thea Foss District and the Union Station District

Providing new nonmotorized linkages and enhancing existing linkages through the area will increase nonmotorized trips and reduce SOV trips, parking demand, and congestion.

T-18: Include an attractive pedestrian walkway as part of a grade-separated crossing of the BN Tracks at East D Street.

T-19: Provide continuous sidewalks and streetscape improvements on East 25th Street between East D Street and Pacific Avenue, East E Street between Puyallup Avenue and East 25th Street, and East D Street between the Tacoma Dome and Puyallup Avenue. Sidewalks on these three key pedestrian routes should be wide (10 to 12 feet) and inviting for walking. (See Strategy P-3 for plans and descriptions of proposed sidewalk and streetscape amenities.)

STRATEGIES FOR PROMOTING BICYCLE ACCESS THROUGH THE PLANNING AREA AND TO PROPOSED TRANSIT FACILITIES

Convenient nonmotorized linkages to adjacent activity centers is necessary to the success of the Dome District as an intermodal center.

T-20: Designate East 25th and East D Streets as primary bike routes through the planning area.

These two routes would provide bicycle linkages to transit facilities and activity centers within the planning area and in the Tacoma CBD and the Foss District. East 25th would provide an attractive route for east/west travel, and would reduce the potential for conflicts between bicyclists and higher volumes of peak hour traffic on Puyallup Avenue. East D Street is the primary north / south roadway through the planning area and would provide a route for bicyclists accessing the CBD, the Foss, and Dome area activities from the McKinley Hill area.

T-21: Provide for bicycle parking or storage at key locations:

- *Tacoma Dome Station*
- *Train Platforms*
- *Tacoma Dome*
- *Parks and public spaces*

T-22: Provide pedestrian and bicycle amenities that will be consistent with the City's Nonmotorized Plan.

Parking Strategies

A large portion of land in the planning area is currently devoted to off-street surface parking lots. These include accessory use lots associated with area businesses, principal use lots under I-705 owned by the City of Tacoma, and approximately 3,000 spaces in lots associated with the Tacoma Dome. On-street parking with time limits is available in some locations, but most on-street parking throughout the planning area is unregulated. The existing parking inventory provides sufficient capacity to meet the demand except during a major Dome event. During such an event, the available parking spaces are quickly filled, and traffic is diverted away from the Dome parking lots to find whatever parking is available either in the Dome area, or in other areas ranging from the eastern side of the Thea Foss Waterway to residential areas along East McKinley Way.

The following strategies address the key planning principles for managing parking within the planning area:

STRATEGIES FOR ENCOURAGING INCREASED TRANSIT USE TO DOME EVENTS, AND DISCOURAGING DEVELOPMENT OF NEW, DEDICATED DOME SURFACE PARKING LOTS

Although some increased transit use is expected and encouraged, the automobile will remain an important mode of access to Tacoma Dome events; however, additional large surface lots would be empty except during events.

Improved local transit service as well as attractive pedestrian and bicycle linkages will be important factors in reducing auto usage and reducing parking requirements within the area.

T-23: Raise dome parking prices for vehicles with under three passengers to match demand and encourage the use of transit and carpools to access events. Higher occupancy vehicles should be given priority access and location treatment.

T-24: Provide special "event flyers" or shuttle service to major dome events from outlying park-and-ride lots.

Both of these strategies would work together to reduce parking demand by making transit a more attractive alternative to the use of the single occupant vehicle (SOV). Since the cost of parking adds to the cost of each vehicle trip, an increase in the cost of parking would help to create a greater incentive to use carpools and transit. If convenient and efficient transit and carpool alternatives are provided together with a "market-based" approach to pricing parking, the use of SOV's to access certain dome events would decline, while the use of transit and carpools would increase. A decrease in parking demand would accompany the decline in SOV activity, reducing the need for additional parking facilities.

T-25: Take advantage of any parking surplus in the CBD by providing an attractive shuttle or circulator system, especially for dome events. While shuttles operated by public transit systems are generally not successful, it might be feasible to provide privately sponsored shuttles or to utilize existing local bus routes.

T-26: Provide advance ticketing option for major dome events that includes parking and shuttle fare from outlying park-and-ride lots.

T-27: Maximum use of available parking in nearby facilities, such as the Tacoma Dome Station.

The temporal relationship between parking demand for Dome events and that for existing land uses will continue to be complementary, providing opportunities for some form of shared use.

T-28: As a potential long term strategy, construct a parking garage in one of the existing Tacoma Dome surface parking lots.

Land values in the planning area currently are too low to financially support the construction of structured parking as part of private development projects. While public investment in a new parking garage near the Dome would better accommodate parking demand for large events, in the short-term this investment would not be a wise financial decision, especially given the many other pressing capital needs of the Dome. Over the long-term, a new parking garage near the Dome may become more feasible, particularly if as expected land values rise in the area and the facility can be constructed as part of a joint public-private joint venture that includes other uses.

STRATEGIES FOR LIMITING NEW SURFACE PARKING IN THE CORE DEVELOPMENT AREA BY MAXIMIZING THE USE OF EXISTING PARKING RESOURCES THROUGH SHARED USE ARRANGEMENTS

T-29: Institute a centrally managed system of strategically located parking facilities that maximizes shared use.

A centrally managed system would assess all sources of parking supply and need within the planning area as single system, and would reduce the necessity for new surface lots.

T-30: Allow existing or "pioneer" development sites with higher parking ratios to sell parking to nearby projects at a later time when parking requirements are reduced.

Allowing developers to sell parking to other development or to a centrally managed system in the future would encourage appropriate new development and at the same time assure an adequate supply of future parking without the construction of new surface lots.

T-31: Encourage developers to take the market risk of lower parking ratios through the use of shared parking and increased use of transit.

The Core Development Area is an appropriate setting for reducing minimum parking requirements, and allowing developers to assume the market risk of providing parking. Few areas of the City or the region combine the presence of large surface lots that are used only for events (e.g. Dome) with the presence of nearby commuter bus and rail service. The regulatory strategies proposed in this Plan eliminate minimum parking requirements for all uses except commercial office.

STRATEGIES FOR MINIMIZING DOME PARKING IMPACTS ON SURROUNDING AREAS, ESPECIALLY RESIDENTIAL AREAS

While recognizing the importance of Dome events to the vitality of the area, it is important to minimize the adverse impacts of "spill-over" parking on adjacent residential areas.

T-32: To reduce the potential for conflict with local business, enforce loading zones and short-term parking zones.

T-33: Establish Residential Parking Permit districts (RPP) that reserves curb space for residents and their guests.

The RPP would provide a means of reducing overflow parking into residential areas by restricting on-street parking. Each resident would be issued a certain number of permits, and only permit holders would be allowed to utilize on-street parking within the RPP district.

T-34: Establish Parking Benefit Districts (PBD) in which residents receive permits to park, and non-residents are charged market rate. Resulting revenue would be earmarked for public service in the area, such as streetscape improvements or roadway maintenance.

Operation of the PBD would be similar to that of the RPP with residents and area businesses receiving a certain number of permits for on-street parking within the district. Within the RPP, however, non-resident parking is not allowed, while non-residents would be allowed to utilize on-street parking within the PBD after purchasing a temporary permit or paying at a meter. The resulting revenue would be used to pay for additional public facilities or services that would benefit the district.

T-35: Maximize the amount of on-street parking in the core development area.

Fully maximizing the amount of on-street parking will not only provide the benefit of additional parking capacity; it will also tend to have a calming effect on traffic operations, enhancing the environment for pedestrians.

Rail Facilities

In 1993, elected officials from Snohomish, Pierce, and King counties created the Central Puget Sound Regional Transit Authority (RTA) and adopted a Regional Transit System Plan to address the long range regional transit mobility needs. This system plan was incorporated into the Puget Sound Regional Council's Draft Metropolitan Transportation Plan (MTP), which was published in December 1994 and is currently in the review process.

The RTA's adopted plan includes commuter rail elements operated on existing freight railroad tracks and serving longer distance commuter trips; light rail transit (LRT) built on new tracks in the heaviest travel corridors serving short and medium distance trips; and a variety of regional bus service improvements. In March of 1995, a Phase I program of improvements failed to gain approval when submitted to a vote. The RTA, however, will likely submit a revised Phase I program for voters' consideration in the near future.

The Tacoma Dome area presents a unique opportunity to provide coordinated commuter rail, light rail, and intercity rail operations together with the local and express bus service and park-and-ride facilities at the Pierce Transit multimodal facility, an excursion train (Train-to-the-Mountain), and improvements to the nonmotorized network. An initial screening process for this Plan examined several alignment concepts that included two commuter rail alignments and seven LRT alignment alternatives. The commuter rail alternatives included:

- A Burlington Northern alignment
- A Chehalis & Western alignment

The LRT alignment alternatives included:

- A two-way at-grade Puyallup Avenue alignment
- A two-way at-grade and a two-way aerial East 25th Street alignment
- A two-way at-grade and a two-way aerial Chehalis & Western alignment
- A two-way Chehalis & Western alignment that transitions to a two-way East 25th Street alignment west of East G Street
- A couplet alignment with one set of tracks westbound on Puyallup Avenue and one set eastbound on East 25th Street

The following strategies address important planning principles related to the multimodal transit activities planned for the Tacoma Dome area, including recommendations on preferred alignments and station areas. (See Figure V-5 for location of strategies.)

Strategies for Providing Convenient Connections Between Intermodal Facilities and Local Activity Centers, and for Promoting Efficient Intermodal Transfers

A system of well coordinated and integrated connections between activity centers and intermodal facilities will encourage transit use and reduce congestion and parking demand. To maximize the benefits in the Tacoma Dome area, the light rail stops and commuter rail platforms should be located in the vicinity of the Pierce Transit Intermodal facility, Freighthouse Square, and the Tacoma Dome.

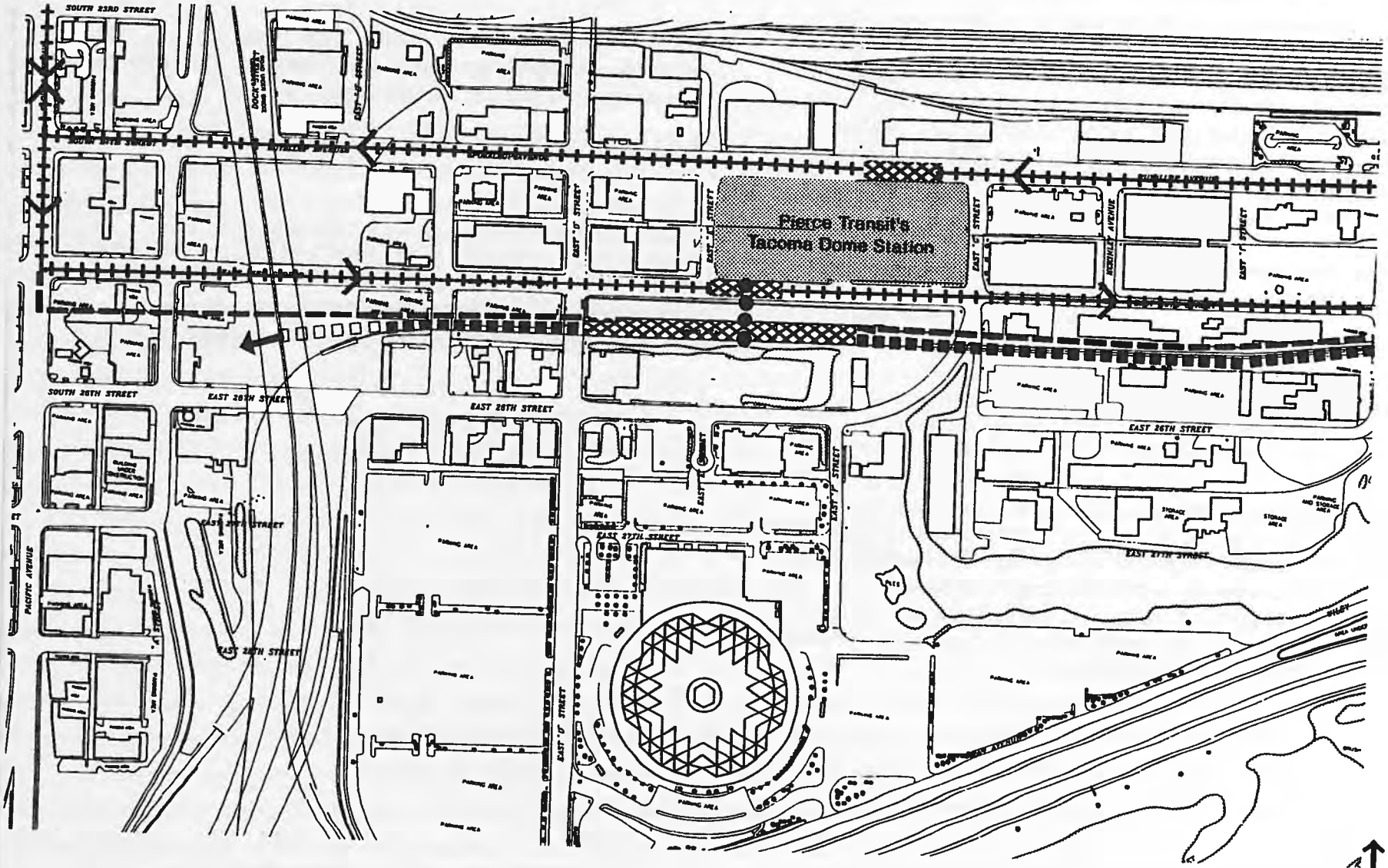
T-36: Locate the commuter rail alignment on the existing Chehalis & Western right-of-way, with a station platform located adjacent to Freighthouse Square.

Cooperative use of existing rights-of-way and existing facilities could help reduce overall costs and increase public benefits.

T-37: Locate light rail alignments on the Chehalis & Western right-of-way alongside the commuter rail alignment, or on a Puyallup Avenue / East 25th Couplet.

Considering a light rail alignment on the Chehalis & Western right-of-way would provide an alternative that could be less costly than street running alignments because of less street reconstruction and utility relocations. In addition, providing light rail platforms within the same station area with commuter rail would promote transfers between the two modes. Although very few transfers between regional light rail and commuter rail would be expected, there would be significant transfers from commuter rail to light rail serving as a local circulator into the Tacoma CBD. This alignment would also bring light rail very close to the Tacoma Dome. The major disadvantage of this alignment is that it would require acquisition (or easements) of a significant amount of new right-of-way, including much of the Puyallup Tribe site on East 26th Street.

Figure V-5
Location Map for Rail Facilities Strategies



Preferred Light Rail Transit Alignment (T-37) Option 1: Collocate on Chehalis Western Line

Preferred Commuter Rail Alignment on Chehalis Western Line (T-36)

Extension (Commuter Rail)

Pedestrian Walkway Connecting Pierce Transit Facility with Commuter Rail Platform and Puyallup Tribe Site (T-38)

Potential Platform Locations

Preferred Light Rail Transit Alignment (T-37) Option 2: Puyallup Avenue/East 25th Street Couplet

Because of right-of-way constraints on Puyallup Avenue associated with the design of the Tacoma Dome Station, a two-track alignment along Puyallup would reduce the roadway to one eastbound lane and one westbound lane in the area adjacent to the intermodal facility's bus bays. Moreover, a two-track alignment along East 25th Street would restrict automobile access to and from the parking garage, and restrict auto access to local businesses, such as Freighthouse Square. While it might be more costly, a Puyallup Avenue/East 25th Street Couplet would provide light rail access to area activity centers and intermodal facilities with less restrictions to traffic in the vicinity of the Tacoma Dome Station and other activity generators.

T-38: If a commuter rail extension to the Lakewood area makes it possible, consider relocating the existing Amtrak station to the Freighthouse Square area to share facilities with commuter rail.

T-39: Consider enhancements to pedestrian network to facilitate intermodal transfers as well as convenient access to surrounding activities.

Since all intermodal transfers are dependent on them, efficient connections to the pedestrian and bicycle network should be primary considerations in the design of all new activity centers and intermodal facilities. Enhancements could include improvements such as additional lighting, directional signage, widened sidewalks, on-street striping/stenciling, or grade separated pedestrian connections between intermodal facilities and activity centers.

STRATEGIES FOR PRESERVING OR ENHANCING THE PHYSICAL ENVIRONMENT WITHIN THE PLANNING AREA, AND MINIMIZING POTENTIAL NEGATIVE IMPACTS TO SENSITIVE RESOURCES

New transit facilities should be designed to encourage the maintenance and, where appropriate, the revitalization of the existing community, while reducing potential negative impacts.

T-40: Avoid LRT aerial alignments that would impose a negative visual impact.

The structure that would be required to support an aerial LRT alignment would create a barrier blocking views from portions of the planning area to the Foss District and the CBD. In addition, because of the imposing nature of its structural requirements, an aerial guideway generally does not foster a pedestrian friendly atmosphere.

T-41: Avoid LRT alignments that would significantly impair traffic operations on Puyallup Avenue or East 25th Street.

Streetscape Improvements and Public Open Space

The Tacoma Dome area is at a crossroads between two land use patterns that are in conflict with each other. Industrial/ manufacturing activities with a dependency upon direct and easy tractor-trailer access function within a infrastructure network of wide streets, loading zones and minimal traffic disruption from cars, bicycles or pedestrians. On the other hand, the emerging retail, hotel and civic uses surrounding the Tacoma Dome are dependent upon a more pedestrian responsive environment - safe streets with plenty of short-term auto parking, street lights and traffic signals that promote safe and convenient pedestrian crossings, street trees, benches and other amenities that provide aesthetically pleasing pathways, and public spaces that provide visitors, workers, commuters, and residents with a strong sense of place.

The vision for the Tacoma Dome area seeks to preserve the industrial character in the area west of East G Street, but to encourage the transformation of the Core Development Area between East G Street and East A Street as a mixed-use, urban style district that is inviting to pedestrians and strongly supports the use of bicycles and transit offered by the planned multimodal transportation center.

The entire planning area suffers from a lack of public open space and landscaping. In the Core Development Area, some public improvements have been made, including landscaping around the Tacoma Dome and the Dome parking lots, and the initiation of a street-planting and streetscape improvement plan for parts of the area. This Plan views the extension of streetscape improvements and the provision of public open spaces as a vital element for realizing the vision for the Tacoma Dome area, particularly as they address the following key planning principles:

- Enhancing the aesthetics of the area, both to create a positive image as a gateway to downtown Tacoma, and to enhance the attractiveness of the Tacoma Dome area for future private development.

- Encouraging pedestrian and bicycling links between the intermodal center, the Tacoma Dome, adjacent development, and nearby activity centers through the creation of attractive pedestrian pathways, and comprehensive bicycle parking and signage.

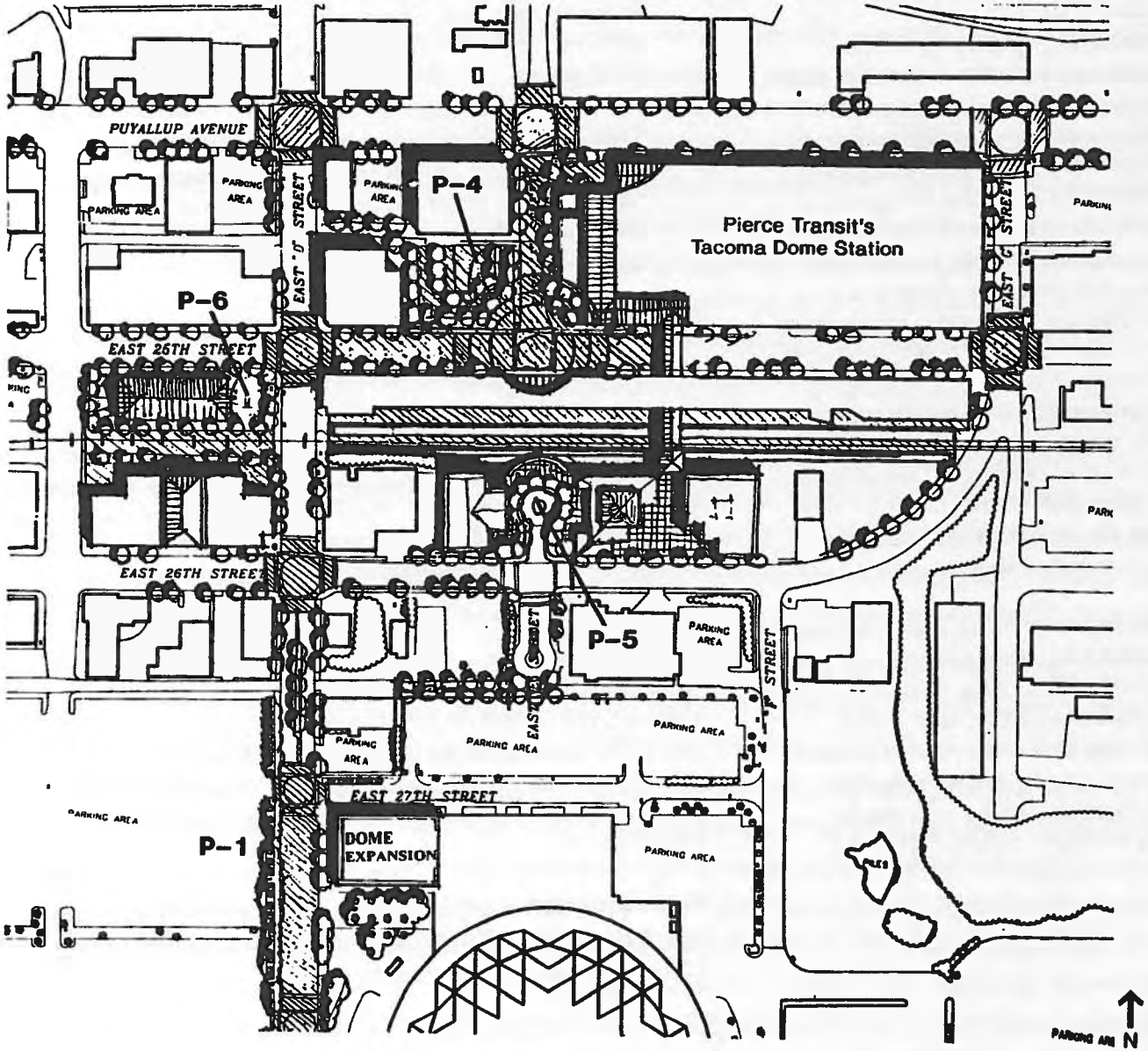
- Creating a strong "sense of place" for commuters, visitors, workers and residents through provision of parks, plazas and public open spaces.

The following strategies more fully describe and graphically illustrate the streetscape and public open space elements included in the short-term development concept for the Core Development Area. Some of the strategies were also included under Transportation and Parking, as they serve to enhance nonmotorized access and linkages in the planning area.

A variety of streetscape amenities are proposed in this section, including street trees, benches and receptacles, pedestrian-scaled slighting, and traffic bollards. For the most part, the strategies propose to augment the improvements already made in the area as part of the Dome District Streetscape Plan. Specifications for these streetscape amenities should be consistent with the existing improvements.

Figure V-6, which is an enlargement of the short-term development concept described in Chapter IV, shows the location of improvements proposed in the following strategies.

Figure V-6
Location Map for Streetscape Improvements & Public Open Space Strategies



P-1 Pedestrian crossing zone & landscaped median on East D Street near Dome

P-2 Enhanced pedestrian crossings

P-3 Streetscape enhancements on pedestrian routes

- P-3(a) East E Street
- P-3(b) East 25th Street
- P-3(c) East D Street

P-4 New park / plaza

P-5 Public access and viewpoint as part of Puyallup Tribe site development

P-6 Small public plaza

P-1 · Create a pedestrian/traffic controlled "gateway" area to the Tacoma Dome area and to the Tacoma Dome itself on East D Street (Figure V-7). The I-705 ramp should also be improved as a gateway into the planning area.

This improvement would create a "marquee" or signature element for the Tacoma Dome area at East D Street between the Dome and its adjacent surface parking lots. The establishment of this gateway element and area could improve both traffic flow and pedestrian access to Dome events, as well as improving the aesthetics of an area dominated by roadways and surface parking lots. The gateway and pedestrian connection between the Tacoma Dome and parking area will be designed to allow local traffic access during large Dome events while also concentrating and easing pedestrian peak flows across East D Street.

The gateway and pedestrian crossing zone would be created through a combination of right-of-way improvements and pedestrian amenities, including:

- Street trees and boulevard median (tree and shrub) planting between the Dome and East 25th Street. The median would be bermed to inhibit pedestrian crossings outside of the designated crossing zone.

- Pedestrian scaled lights and bollards along East D Street at the crossing zone.

- Pedestrian responsive intersection at the ends of the Tacoma Dome crossing zone area at East 27th Street and Dome parking access point. Pedestrian activated signals would be included at both intersections, which could be police controlled during events. The pedestrian zone would consist of special striping or painting, possibly as symbols or designs completed as community art projects.

Another area where a gateway element could be added is at the exit ramp of I-705. This ramp is the primary entry point into the planning area from I-5. Although landscaping on the eastern side of this ramp provides a nice buffer to the Dome parking lots, the point where vehicles enter the Tacoma Dome area (East 26th Street) is quite unattractive, including broken bridge sections. The bridge sections should be repaired and a gateway element (e.g. attractive Dome District sign) be added to provide vehicles with an attractive view upon entering the planning area.

P-2 Establish pedestrian oriented crossings at key intersections on East D, East 25th and East E Streets that are attractive and promote safe pedestrian movement (Figure V-8).

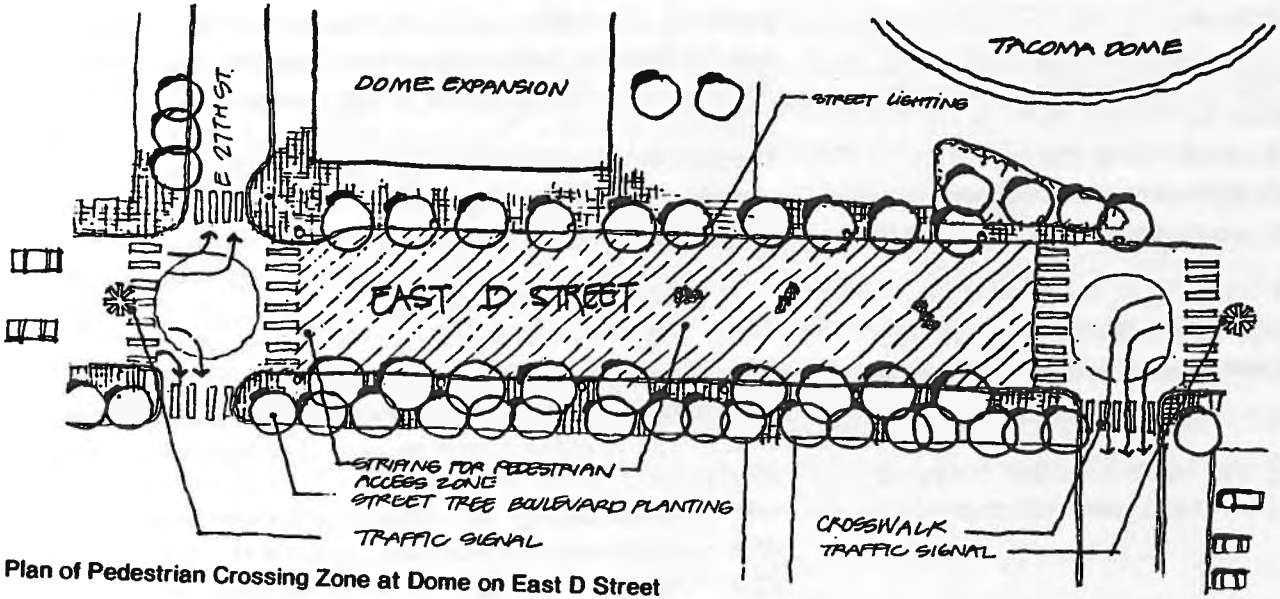
These proposed improvements would enhance several pedestrian crossings in the core development area. The impact of these improved crossings will be to slow traffic while improving the public realm and safety. Pedestrian responsive intersections would include new right-of-way improvements as well as landscape design enhancements to the intersection area. Two types of intersection improvements would be developed. Special pavings would be introduced at two key intersections -- East D/25th Streets and East E/25th Streets, while a standard paving pattern would be added to five other intersections -- East D/26th Streets, East D/27th Streets, East D Street/Puyallup Avenue, East E Street/Puyallup Avenue, and East 25th Street/East G Street. The enhancements could include:

- Bronze street names and art objects imbedded in the concrete paving

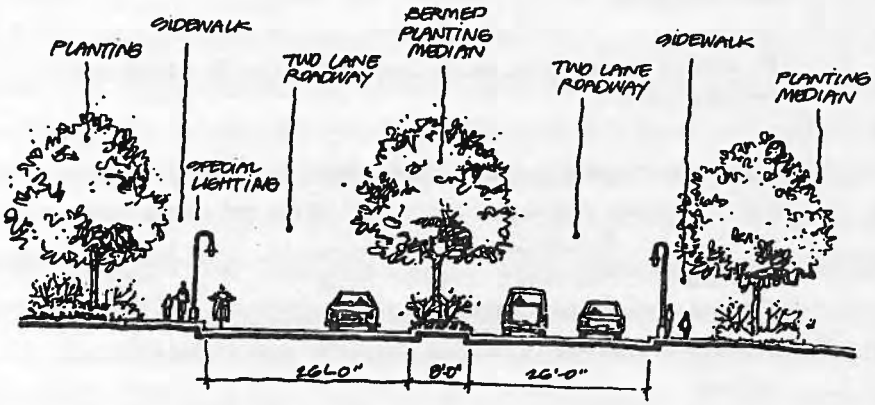
- Pedestrian scaled lighting fixtures and bollards

- Specialty pavers

Figure V-7
Pedestrian Crossing Zone & Streetscape Improvements on East D Street Near Tacoma Dome

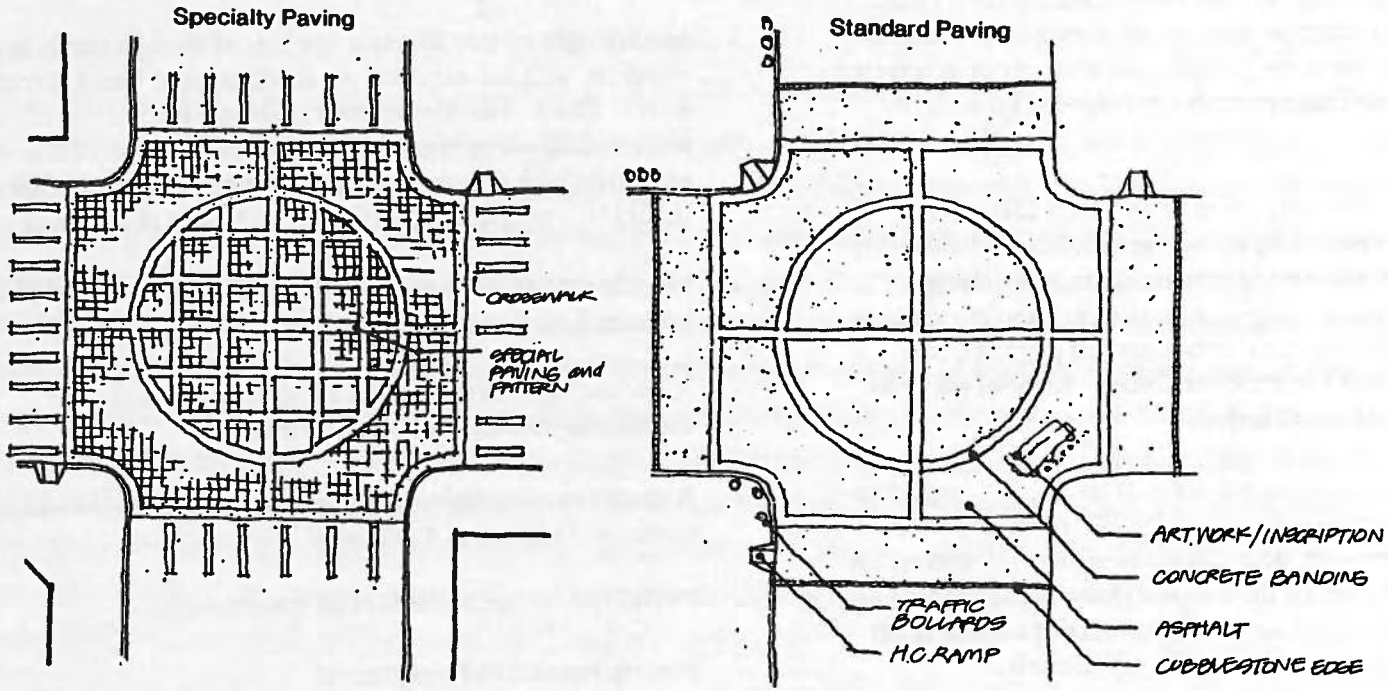


Plan of Pedestrian Crossing Zone at Dome on East D Street



East D Street Section at Tacoma Dome

Figure V-8
Pedestrian-Oriented Intersections



Pedestrian Intersection Treatments

P-3 Enhance the pedestrian streetscape amenities and "traffic calming" improvements on key pedestrian routes: East E Street between Puyallup Avenue and East 25th Street; East 25th between I-705 and East G Street; and East D Street between East 27th Street and Puyallup Avenue.

East 25th Street, East E Street and East D Street have been identified as the key pedestrian routes in the Core Development Area. These streets should promote pedestrian activity and slower vehicle traffic through wide sidewalks, on-street parking, and a variety of streetscape amenities. The following improvements are proposed for each of these streets.

East E Street between Puyallup Avenue and East 25th Street (Figure V-9): With the completion of the Tacoma Dome Station, this section of East E Street will need to accommodate both vehicles accessing the Pierce Transit facility and pedestrians who are walking between the Tacoma Dome Station, commuter rail platform, new public plaza (see P-4), and Freighthouse Square. Right-of-way and streetscape improvements would include:

- Modify right-of-way to retain two lanes of traffic, with angled on-street parking alternating with wide sidewalks (minimum 10 feet) and pedestrian "bump-out" areas on the west side of the street. A pedestrian drop-off zone for the Tacoma Dome Station should be provided on the east side of the street, surrounded on both north and south sides by wide (minimum 12 feet) sidewalks

- Create new mid-block pedestrian crosswalk as a connection between the new public plaza and the Tacoma Dome Station.

- Sidewalk pavers on west side of street should match materials of new public plaza (see P-4).

- Street trees should be provided at a minimum of 30 feet on center.

- Provide pedestrian scaled lighting (minimum 80 feet on center) and traffic bollards (corners of intersections).

East 25th Street between East G Street and I-705 (Figure V-10): This section of East 25th Street will become a center of pedestrian activity during the first ten years of the Plan. Right-of-way and streetscape improvements would include:

- Modify right-of-way to retain one lane of through traffic in each direction, with left-turn lane pockets located at East D Street and East G Street. Provide on-street parking (combination of angled and parallel) where possible along the entire length of this street section on both the north and south sides of the street. Sidewalks should be a minimum of 10 feet on both sides of the street.

- Provide pedestrian crosswalks at East E Street, and mid-block between East E and East G Streets.

- Augment the existing street planting program to provide continuous planting (at 30 feet on center).

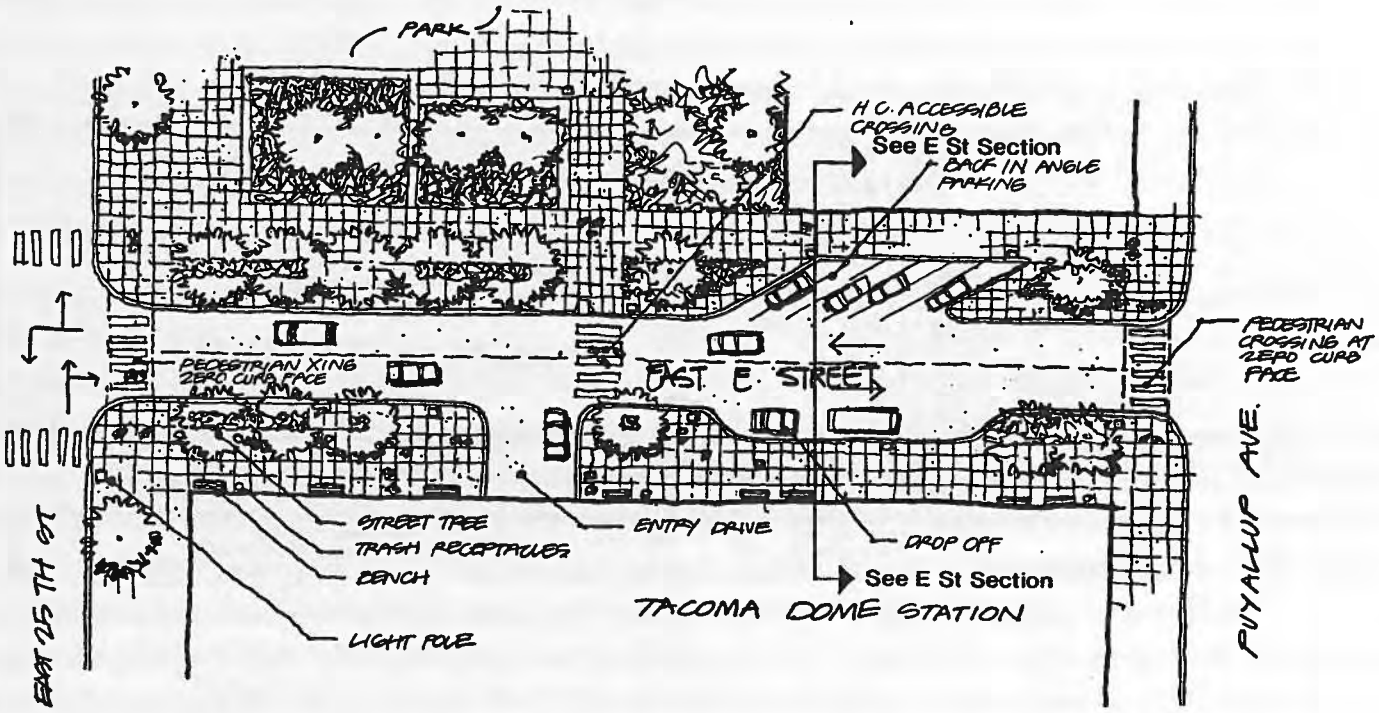
- Augment existing pedestrian scaled lighting by providing continuous lighting at minimum 80 feet on center.

- Provide pedestrian bollards at all intersections.

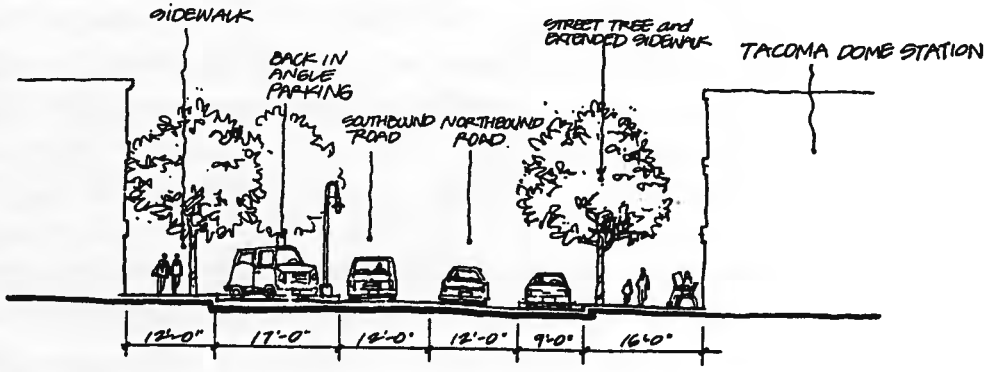
- Provide benches and receptacles.

East D Street between East 27th Street and Puyallup Avenue: This north-south street provides a key pedestrian connection between the Tacoma Dome and the new Tacoma Dome Station. It is proposed that the sidewalk on the west side of the street be widened to 12 feet to facilitate increased pedestrian activity. Furthermore, it is proposed that street trees (30 feet on center), pedestrian scaled lighting (80 feet on center), and pedestrian bollards (all intersections) be provided on both sides of the street in this section of East D Street.

Figure V-9
Right-of-Way & Streetscape Improvements Proposed for East E Street

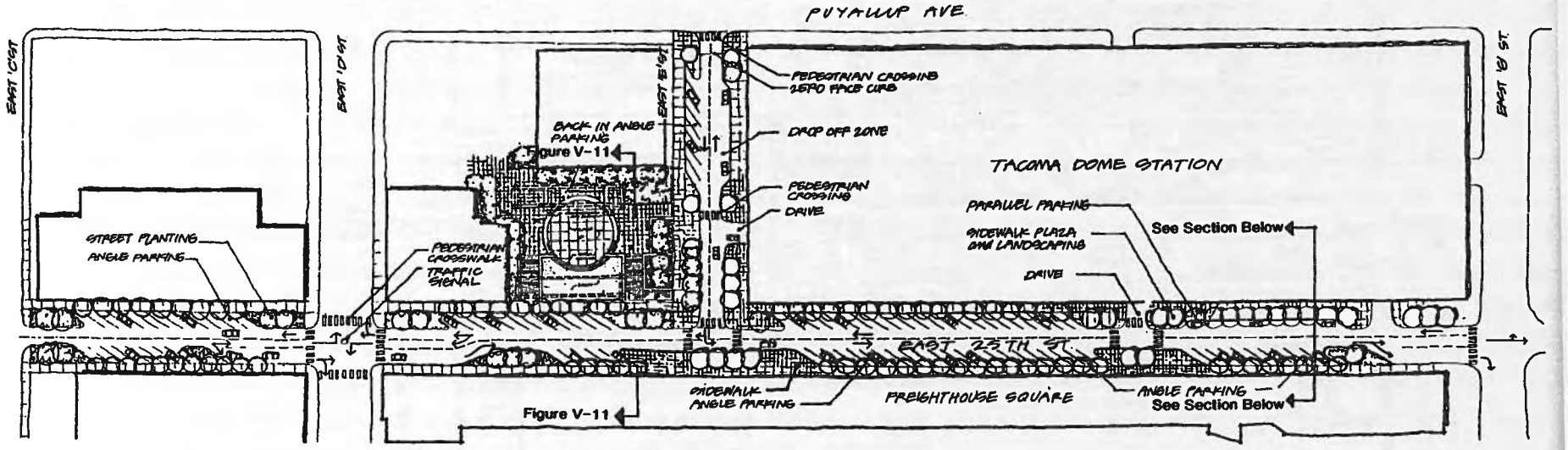


East E Street Plan

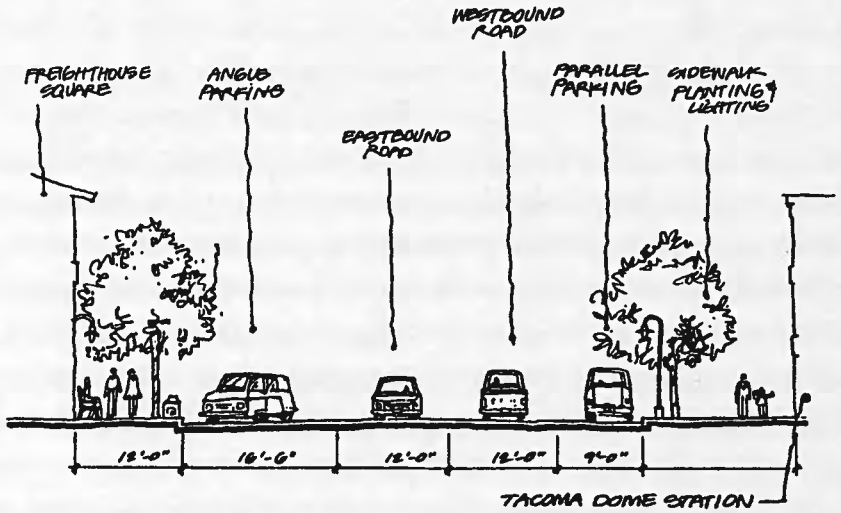


East E Street Section Looking North

Figure V-10
Right-of-Way & Streetscape Improvements Proposed for East 25th Street



East 25th Street Plan



25th Street at Garage Section

P-4 Commit to the creation of a new centralized public plaza focused to the heart of the pedestrian oriented zone of activity (Figures V-11 and V-12).

A central meeting area or commons is critical if the Tacoma Dome area is to attain a public identity and strong sense of place. A new park/plaza is proposed for the quarter block located at the northwest corner of East 25th Street and East E Street. In addition to providing a public outdoor space that workers, visitors and residents can enjoy, the plaza could serve as a place for public activities/festivals and civic events tied to Freighthouse Square and Dome activities. Portions of East 25th Street could be closed during certain weekends for street farmers' markets, festivals and fairs. The plaza will be approximately 50% paved and 50% landscaped, with the paved area including a small amphitheater area which can accommodate small concerts and other events. The quarter block area will provide a central location and connection between the core retail activities of Freighthouse Square and the Tacoma Dome Station. The basic elements of the plaza/park will include:

- Terraced levels and plaza area
- Stepped planters/retaining walls to accommodate grade changes
- Grove of flowering trees/street trees and shrubs in planters
- Small water feature and seating wall
- Pedestrian lighting/benches/trash receptacles
- Utility vaults for mobile vendor carts
- Pedestrian connection mid-block that links to Puyallup Avenue

P-5 Public access and small open spaces/viewpoints should be provided as part of any development plan on the Puyallup Tribe of Indians site.

The development concept for the Core Development Area includes a pedestrian walkway (either aerial or below-grade) that would connect the Tacoma Dome Station with the commuter rail platform located on the Chehalis-Western line behind Freighthouse Square.

It is envisioned that this pedestrian walkway would be extended to the Puyallup Tribe site, which would substantially enhance access to the Tribe property, and provide a mid-block pedestrian linkage to the Tacoma Dome.

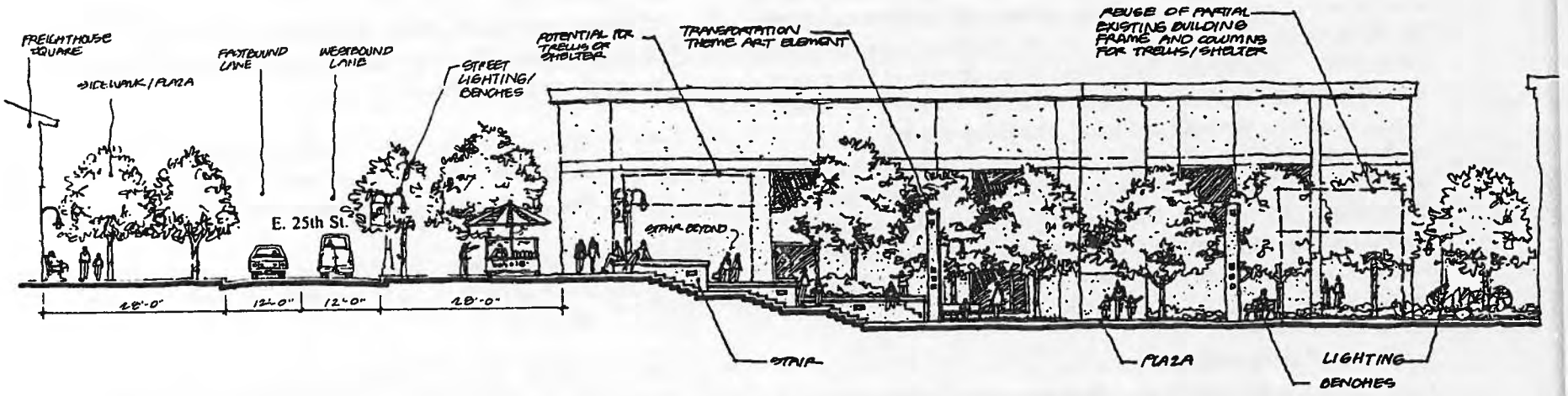
To allow this mid-block pedestrian crossing to the Tacoma Dome, it is important that public access be allowed through the Puyallup Tribe site. In addition, a small park or viewpoint should be included as part of future development of the Tribe property. This could take the form of a linear plaza/view-way that would extend along the south side of the tracks to East D Street.

P-6 As development begins to occur west of East D Street, a small park/plaza should be constructed on the west side of East D Street between East 25th Street and East 26th Street.

P-7 As development occurs west of East D Street, the A Street Gulch area should be improved as a park and pedestrian pathway.

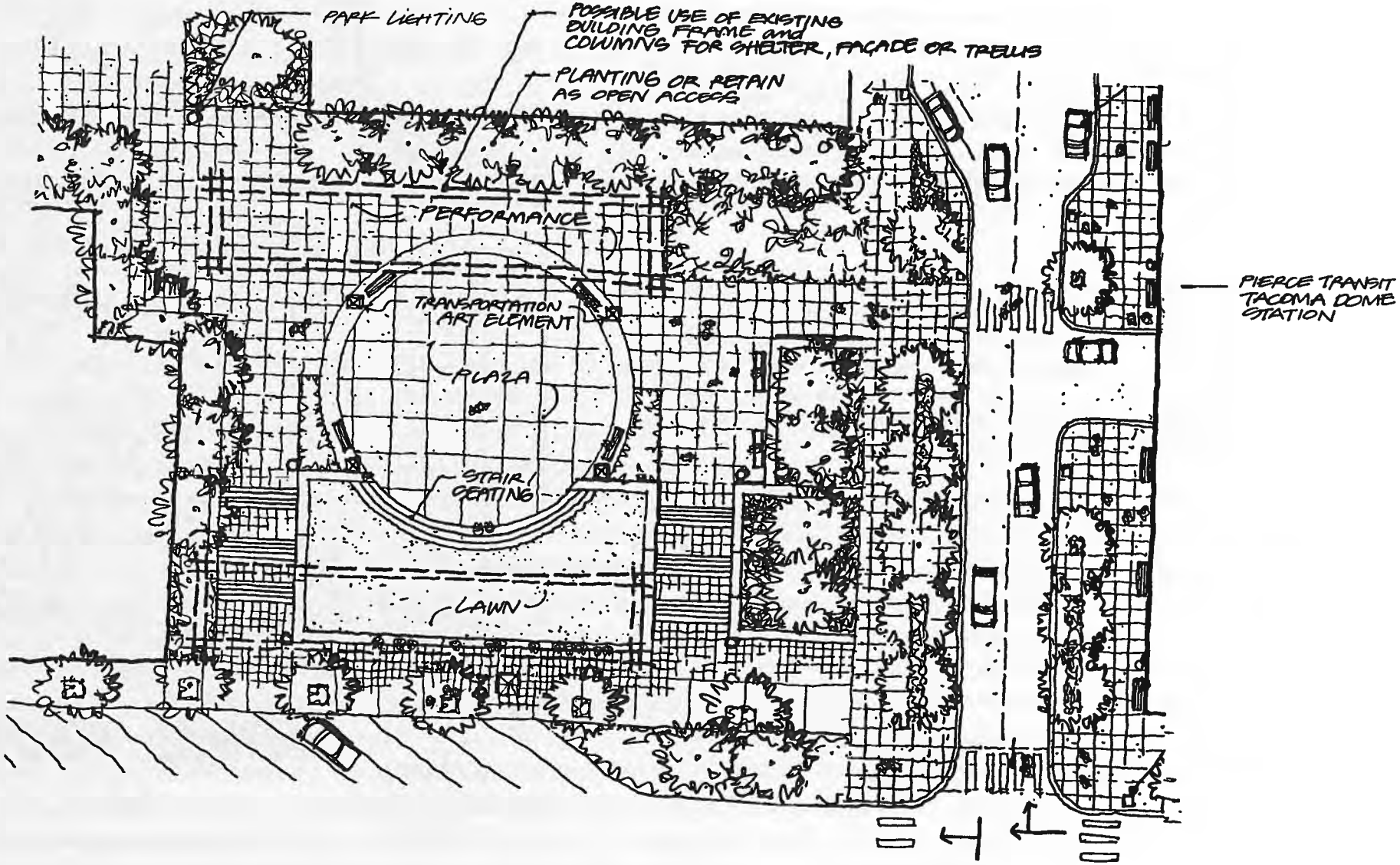
The A Street Gulch project has been proposed in the City of Tacoma's Recreation and Open Space Facilities Plan. Due to the lack of activity in this area, it is likely that over the short-term, a park/pathway in the A Street Gulch would be little used and may be a safety liability. It is recommended, therefore, that improvements to the A Street Gulch area be undertaken only after sufficient development activity has occurred on adjacent properties.

Figure V-11
East E Street Section Showing Park / Plaza & Streetscape Improvements on East 25th Street



Section Looking West from the Center of East E Street

Figure V-12
Plan of Public Park / Plaza at East 25th and East E Streets

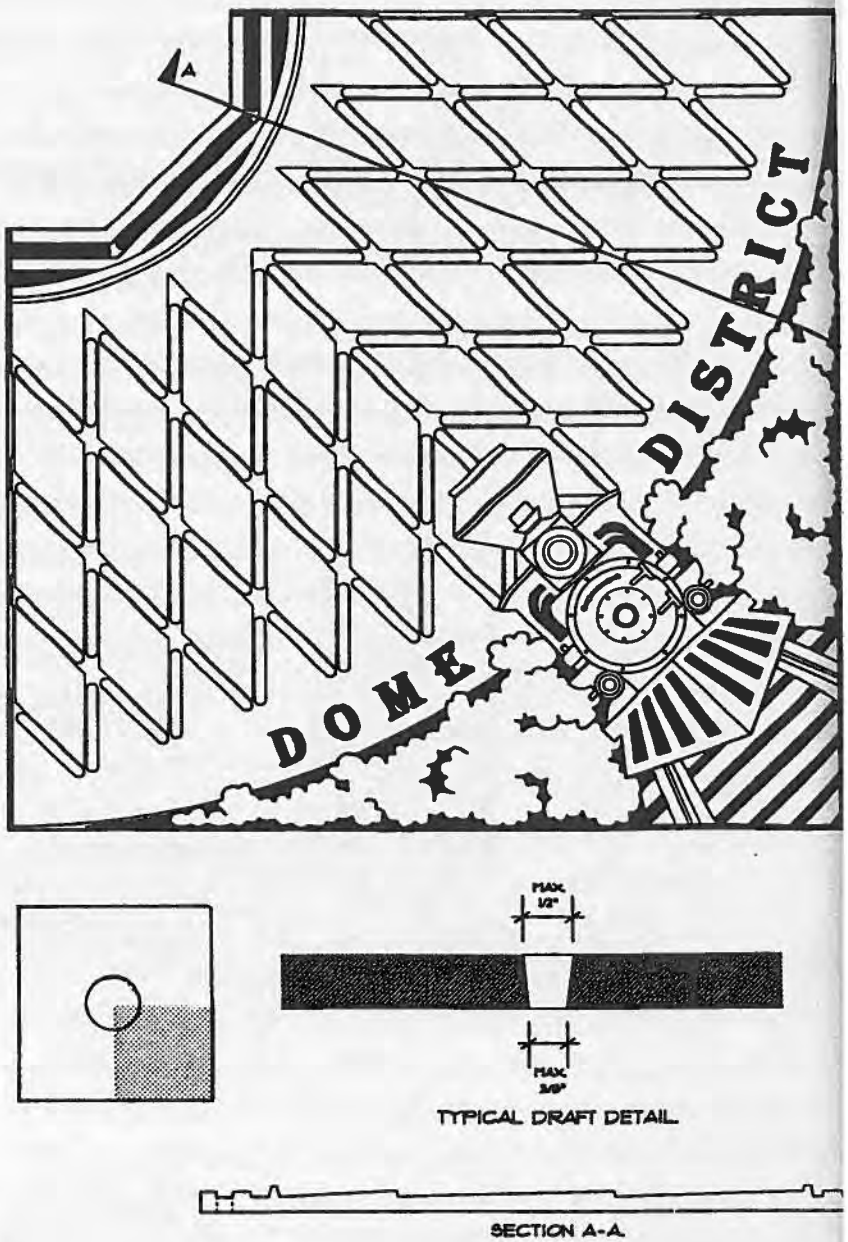


P-8 *A strong element of public art should be integrated into all of the streetscape improvements and public open spaces proposed in the Tacoma Dome area.*

Public art can greatly enhance the aesthetics and interest of public areas. In addition, public art can serve to develop and reinforce a strong identity for a community. In the Tacoma Dome area, themes of transportation, the Dome, and the old Hawthorne neighborhood can all be used to bring out the area's history and culture and enhance a strong sense of place. The City of Tacoma is already integrating public art in the current tree-planting program through the creation of customized tree grates with illustrations of the Dome and a train (Figure V-13).

As each proposed project for open space and streetscape improvement moves forward, public art should be incorporated though a process that works closely with the local community. Public art could take many forms, including sculptures or information plaques in the public plaza or along key pedestrian routes, custom tree grates, special patterns on pedestrian intersections or on the proposed new crossing zone at the Tacoma Dome, and murals.

Figure V-13
Custom Tree Grate with Public Art (quarter section)



Public Safety Strategies

Prostitution and drug activity are concerns to many who work and own businesses in the Tacoma Dome area. Transformation of the area into a vibrant mixed-use district that attracts visitors, employers and residents will be hindered unless the perception of undesirable activity is reduced.

PS-1 The City of Tacoma Police Department should continue to work with Tacoma Dome area community to enhance public safety in the area.

The Police Department has been working closely with the Dome District Development Group to combat public safety and security problems. The Lieutenant from the City subarea that includes the Dome area regularly comes to monthly Dome District meetings to discuss and find solutions to crime problems.

Over the past year the Police Department has stepped up its effort in dealing with undesirable activities in the planning area. This has included increased proactive work by uniformed and undercover officers, such as prostitution "sting" operations and the policing of outlying parking areas during Dome events. In addition, the completion of the new Eastside Substation in the McKinley Hill neighborhood will bring an enhanced police presence to the area near the Tacoma Dome. The Eastside Substation is presently requesting funding for a bicycle unit that would police the eastside including the Tacoma Dome area.

This Plan strongly supports the continued efforts of the Police Department at addressing problems of public safety in the Tacoma Dome area through a close working relationship with the local community.

PS-2 Consider expanding and/or consolidating private security patrols.

Presently a number of businesses in the Tacoma Dome area employ private security officers as a way of reinforcing the safety of workers and visitors on their property. In the future, there may be some potential for expanding or consolidating private security efforts. In the downtown core, for example, a private security program initiated as part of a business improvement area plan has proved to be quite successful at combating real and perceived crime problems. As the Tacoma Dome area develops, it may become cost-effective to consolidate private security efforts in a similar fashion.

PS-3 All public improvements should be designed and constructed to promote public safety and security.

There is a vast literature on designing public areas that promote safety and security for people who use them. Ideas that should be incorporated into public improvements in the Tacoma Dome area include:

- Avoiding entrapment spots within open space areas, while maintaining sightlines from adjacent public areas
- Minimizing the development of isolated open space areas
- Ensuring that all public areas are adequately lighted, including parking lots
- Providing good wayfaring and directional signage
- Providing portable toilets and other public facilities

VI. PLAN CONSISTENCY AND CONCURRENCY

Consistency with GMA and Other Plans and Policies

This section discusses relevant plans and policies and evaluates their relationship to the Proposed Tacoma Dome Area Plan.

Since the nature of plans and policies is typically general, the evaluations provided here are predominantly qualitative. The relationship of the Tacoma Dome Area Plan with the selected plans and policies is summarized below. These are the primary planning regulations with which the proposed redevelopment scheme must comply.

Washington State Growth Management Act, 1994

The GMA requires local jurisdictions to assess goals, evaluate community assets, and to prepare comprehensive plans. RCW 36.70A.020 of the GMA, lists 13 planning goals which are used as a guide in the preparation of a community's comprehensive plan and development regulations. Consistency in plans and concurrency of capital facilities and infrastructure are basic principles.

The following table (GMA Goals) lists individual GMA goals and describes whether the plan would be consistent or inconsistent with the goal.

GMA GOAL	DISCUSSION AND RELATIONSHIP OF TACOMA DOME AREA PLAN TO GMA GOALS
Goal 1: Encourage development in urban areas where adequate public facilities and services already exist or can be provided in a cost-efficient manner.	The City of Tacoma has designated urban growth areas in accordance with the GMA. The proposed project study area is within a designate City of Tacoma "high intensity" urban growth area. Most of the necessary public facilities and services for additional development are prov within this area. The Tacoma Dome Area Plan would comply with this goal since intensive growth within the study area would occur under the Plan. The Pl would promote development of the urban growth area and would meet the basic goal of directing growth to areas where most services are currently available. The specific requirements needed to support development and redevelopment as part of plan buildout are covered in the
Goal 2: Reduce unnecessary conversion of land into sprawling low-density development.	The proposed Plan would comply with this goal since development would not result in conversion of low-density areas. Any growth outside Dome District Plan Area as a result of the proposed new development would be expected to occur nearby, primarily within the City's Greate Central Business District area. The more growth that can be accommodated within the Tacoma urban growth areas, the lower the development pressure to convert rural and resource lands elsewhere in the city and county. Toward that end, the Plan would be effective in meeting this goal since it would result in hig levels of potential development within the Plan area.
Goal 3: Encourage efficient multimodal systems that are based on regional priorities and coordinated with county and city comprehensive plans.	The proposed redevelopment would be coordinated with City plans and would include new opportunities for access in the Tacoma Dome Plai Area, including providing coordinated vehicle, transit, bike, and pedestrian circulation improvements. The Plan would promote efficient enhanced transportation by providing greater opportunities for vehicle and pedestrian circulation. This would include street upgrades, transit improvements, enhanced pedestrian linkages, bridge and HOV improvements, circulation improvements, and pedestrian connections to adjac neighborhoods and districts. Specific features are discussed in the Transportation Recommendations section.
Goal 4: Encourage a variety of affordable housing prototypes, while preserving the existing housing stock.	Existing housing opportunities within the study area are limited to a few single-family homes. The proposed redevelopment plan strongly promotes increased residential use, in particular as part of mixed-use developments. The Plan would result in substantially greater amounts and variety of types of potential residential use, subject to economic constraints.
Goal 5: Encourage statewide development consistent with adopted comprehensive plans.	One of the City's goals in planning for Dome District redevelopment is to provide new economic opportunities in the area. The City seeks to promote additional employment opportunities within its limits to provide options for shorter commute trips and higher incomes, as well as to provide a more stable and balanced tax base for the community. The Plan would encourage future economic growth. By encouraging higher amount of industrial, service, retail, office, and recreational development the Plan would result in the opportunity for significant new economic development within the Plan Area.
Goal 6: Protect private property rights from unconstitutional taking and discriminatory actions.	The Plan would not have a direct effect on the taking of private properties. Most of the proposed redevelopment would occur on City property private properties already planned for development. The City has employed considerable public involvement throughout the planning process t ensure that future land uses met the intentions of local property owners. The City would protect the rights of the citizens and unconstitutional takings or discriminatory actions would not be allowed. The Plan has been reviewed by the City attorney for compliance with this goal.
Goal 7: Process applications in a timely and fair manner.	Timely processing of development permits is the responsibility of the City. Through the Plan process the City will ensure that the permitting process is facilitated wherever possible and that permit activities are coordinated with development plans. The Plan would encourage improvec permit processing.

GMA GOAL	DISCUSSION AND RELATIONSHIP OF TACOMA DOME AREA PLAN TO GMA GOALS
Goal 8: Maintain and enhance agricultural, timber, and fisheries industries; encourage conservation of productive forests and agricultural lands and discourage incompatible uses.	The proposed redevelopment would not affect natural resource industries directly. There are no natural resource industries within the Plan Area. To the extent that proposed redevelopment activities are successful in directing future growth to urban areas, they will help reduce pressure to convert forest and agricultural lands to other uses. The higher levels of development that would be allowed under the Plan would best take advantage of opportunities that exist for the types of infill development that would most increase development densities in urban areas.
Goal 9: Encourage the retention of open space and the development of recreational opportunities; conserve habitats, increase access to natural resource lands and water, and develop parks.	Redevelopment in the Dome District is expected to result in new opportunities for parks and open space, recreation, and even water access through linkages to the Thea Foss Waterway. The Plan would provide opportunities for view corridors. It would also provide additional opportunities for open space through the creation of potential plazas around proposed buildings and transit facilities. The Plan would provide for increased recreational use within the Plan Area, in the form of new parks/plazas and potential access to the waterway, as well as significant potential tourist activities associated with new development there.
Goal 10: Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.	The proposed planned redevelopment would protect the local environment within the district and enhance the quality of life through new residential, commercial/industrial, and recreational opportunities with the Plan Area. The Plan would provide an enhanced development mix within the district, including access to the planned transportation improvements. A revitalized Dome District could result in more traffic in the Plan Area, which may have an impact on local air quality, however street improvements and design characteristics would be intended to avoid negative impacts. Land clean-up would take place in conjunction with many of the redevelopment projects. Not only would this improve the habitat for local plant and animal species within the District, it would upgrade the quality of life for persons using and living in, or near, the District. This would help transform the existing area from an under-utilized space to a revitalized, usable urban environment.
Goal 11: Encourage citizens to participate in the planning process and ensure coordination between communities.	Many opportunities for public involvement has been provided for throughout the visioning and plan preparation process. Additional opportunities will occur during environmental review under the State Environmental Policy Act provisions. The Plan has complied with goals to involve citizens in the planning process.
Goal 12: Ensure that those public facilities and services necessary to support development shall be adequate at the time the development is available.	The City would be responsible for ensuring that any new development within the District could be adequately served by necessary public facilities and services. The Plan would allow better coordination of services and future development plans through the development plan process. The formulation of area-wide infrastructure improvements and other mitigation measures would result in assuring that concurrency requirements of GMA are met as part of any of the planned development/redevelopment activities.
Goal 13: Identify and encourage preservation of historic lands, sites, and structures that have historical or archaeological significance.	Redevelopment would be coordinated with historic efforts within the Plan Area. No buildings are identified for preservation. The Plan would protect some structures for long term use, but also proposes new development that would replace some structures.

Vision 2020: Multi-County Planning Policies for King, Kitsap, Pierce and Snohomish Counties, 1993

Multi-county planning policies are required by RCW 36.70A.210 of the GMA for any two or more counties with a population of 450,000 or more, and with contiguous urban areas. Vision 2020 is a long-range regional plan for this four-county region, facilitated by the Puget Sound Regional Council (PSRC) and adopted by the local governments in these four counties. The final version of Vision 2020 with its amended policies was adopted in March 1993. The plan emphasizes the following issues: containing growth; limiting sprawl, especially at the rural fringe; providing affordable housing; preserving forest lands and open space; focusing new employment into fifteen employment centers; and providing access linkages to these centers through regional transit. The Dome Area Plan would be consistent with these goals. Due to the similarity of the Vision 2020 goals and the GMA goals, it is possible to refer to the chart responding to the GMA goals for reference to the Vision 2020 goals as well.

Countywide Planning Policies for Pierce County, 1992

To conform with the GMA, Pierce County and jurisdictions located therein adopted countywide planning policies, similar in scope to state goals and the multi-county planning policies. These countywide policies, adopted by the Pierce County Council on June 30, 1992, serve as a guide for preparing comprehensive plans in each of the County's local jurisdictions. Each jurisdiction in Pierce County is required to comply with these policies in order to maintain consistency in planning between the two levels of government. They include components on affordable housing; agricultural lands; economic development; education; fiscal impact; historic, archaeological and cultural preservation; natural resources, open space and protection of environmentally sensitive lands; capital facilities; transportation facilities, urban growth areas; and amendments and transition.

Discussion: The Countywide Planning Policies are similar in scope to those discussed under the GMA above and include many of the same elements. All jurisdictions affected by these policies must meet these provisions and the Tacoma Dome Area Plan would comply with these policies. Any redevelopment plans proposed under the Dome District Plan that are inconsistent with these polices would be unlikely to receive approval by the City.

Tacoma Land Use Management Plan: Generalized Land Use Plan, 1993

The Generalized Land Use Plan is the land use plan element mandated by the GMA and is adopted as a part of the City's long range comprehensive Land Use Management Plan. The Generalized Land Use Plan outlines strategies to implement its growth concept and provides a policy framework to guide future decisions. The Plan discusses numerous goals and policies grouped by six categories: General Growth and Development Policies, Urban Growth Areas, Mixed Use Centers, Residential, Commercial; and Industrial elements.

Discussion: Many of the elements in the Generalized Land Use Plan follow those of the GMA discussed above. The proposed redevelopment in the Dome District would be consistent with all of the applicable recommendations since it would promote infill development in an already urbanized area. The following discussion analyzes the proposed redevelopment in relation to the six individual elements in the Generalized Land Use Plan.

1. **General Growth and Development Policies**

These goals and policies are intended to ensure orderly development in appropriate areas where public services and facilities are available. The Tacoma Dome planning area is an urban area where the public services and facilities needed for redevelopment are available. The Plan would be consistent with these policies because it would allow development in the district. Thus, potential projects could be developed as they are proposed and would benefit from the overall coordination of projects throughout the planning area.

2. **Urban Growth Areas**

These policies would concentrate the use of land within urban areas to encourage efficient provision of public facilities and services and to avoid the spread of high intensity/high density development to low density/single-family residential neighborhoods.

The Tacoma Dome Area Plan would promote redevelopment at levels of growth that would be the most consistent with these policies. Because they would allow significant amounts of development within the Tacoma Dome planning area, they would best utilize that location for infill land uses that would be most in line with the intent of these policies.

3. **Mixed Use Centers**

These policies are intended to focus new development within designated mixed use centers. Mixed use centers are areas where development already exists and that can be changed to accommodate a greater variety of new uses. The goal is to allow redevelopment with appropriate transportation linkages that would promote balanced growth, reduce sprawl, and allow economical provision of public facilities and services.

The Plan would allow a variety of development types within the Tacoma Dome planning area and would include more vertical development by encouraging multi-storied buildings. This would help increase the density and intensity of uses in the area and best encourage concentrated, pedestrian oriented, transit-supportive, infill development. The Plan would discourage surface parking lots for new buildings. By encouraging the highest levels of development in the district, and promoting a variety of uses in compact designs, the Plan would be consistent with the intent of these policies.

4. **Residential**

These policies are intended to encourage a wide variety of housing types and to preserve existing single-family residential neighborhoods. The Plan recommends that new development would be encouraged in the western two-thirds of the District planning area and would not intrude on existing single-family neighborhoods. The Plan would encourage the inclusion of residential space and would allow a great variety of multi-family and mixed-use residential buildings within the majority of the District.

5. **Commercial**

The intent of these policies is to allow a variety of commercial uses, including retail, office and service uses, or a mixture thereof, that serve the community and are compatible with existing land uses. The Plan encourages new businesses to locate in the District, encourages those already there to stay, and includes many of the transit, street improvements and pedestrian/bike linkages to adjacent areas, particularly the Foss and CBD, which would be attractive to commercial developers. The Plan would allow significant amounts of commercial space that could potentially result in a great variety of commercial land uses.

6. **Industrial**

The industrial policies are intended to maintain and expand industrial areas within the City, which provide new employment opportunities with minimum environmental degradation and efficient land utilization. The Plan encourages new industrial uses in the eastern portion of the District and strongly encourages those existing industrial uses throughout the District to remain. All other types of redevelopment land uses would generally be encouraged to mix in with and be designed to be compatible with the existing and new industrial users.

Tacoma Land Use Management Plan: Transportation Plan, 1993

The *Transportation Plan* is the transportation element mandated by the GMA and is adopted as part of the City's long range comprehensive *Land Use Management Plan*. The *Transportation Plan* outlines policies and strategies to achieve a multimodal system that efficiently moves people and goods with optimum safety and speed, maximizes the conservation of energy and minimally disrupts the desirable features of the environment. The ultimate goal of the transportation element is to provide adequate facilities and services to support the *Generalized Land Use Plan* growth and development concept. The Plan contains five major policy issue areas: The Integration of Land Use and Transportation, Development of a Multimodal Transportation System, Environmental Protection, Financing and Funding Sources, and Intergovernmental Coordination and Citizen Participation.

Discussion: The transportation recommendations contained within the Tacoma Dome Area Plan are consistent with the *Transportation Plan* and the GMA transportation goals. Discussion of how the plan implements and is consistent with the *Transportation Program* is described below:

1. **Land Use and Transportation**

The issue is how to ensure that the transportation system accommodates and facilitates the desired land use development and to recognize how land use practices affect access and mobility. The type, density and mix of land uses will impact the efficiency and effectiveness of transportation systems. The Tacoma Dome planning area, located within the designated downtown urban center, is a prime location for a transportation hub. The location of the hub will support and encourage local and regional systems such as rail and transit, along with encouraging transit supportive dense development that will provide opportunities for people to use alternate modes of transportation close to where they live.

2. **Multimodal System**

The city's intent here is how to optimally use the transportation system to safely and effectively accommodate all needs for travel, regardless of transportation mode. The Tacoma Dome Area Plan will support the projections of higher levels of employment and residential density within Tacoma by planning and promoting mass transportation, including commuter and light rail, local and regional transit. The transit supportive regulations recommended in the plan will help minimize hazardous pedestrian-vehicle conflicts along with conflicts between other transportation modes. The plan also helps achieve the city's policy of encouraging the growth of a balanced, multimodal system through its recommendations for improvements for a variety of modes including, rail, transit, non-motorized and automobiles.

3. **Environmental Protection**

The need is to ensure that planning and implementation of transportation projects do not create new violations to the quality of environment, worsen existing violations, or delay attainment of environmental quality. By locating new transportation systems near the existing I-5 Corridor, disruption of natural and manmade elements will be minimized. In addition, by planning for the various transportation modes within the study area, it will minimize adverse impacts by keeping them relatively close together and away from any larger residential neighborhoods. By providing for alternative transportation modes, the city is helping to promote Commute Trip Reduction, thus helping the environment by discouraging the reliance on the single occupant vehicle.

4. **Financing and Funding Sources**

It is the City's goal, along with the GMA requirements, to ensure supportive financing for desired and needed maintenance and improvements to the transportation system and to equitably allocate revenue sources among all modes of travel. It is the intent of the Tacoma Dome Area Plan to identify revenue sources and take maximum advantage of state and federal aid programs.

5. **Intergovernmental Coordination and Citizen Participation**

Tacoma's intent is to coordinate with various government authorities to reconcile conflicts or inconsistencies in decisions, to coordinate specific activities and to generate public interest in the planning process by structuring the public involvement process so that the community can participate in a meaningful way. The project team has involved regional and local agencies such as the Regional Transit Authority and Pierce County in the development of the plan. As the rail concepts move forward, it will be imperative for the city to coordinate with the appropriate state and regional agencies. Citizen participation has been encouraged throughout the plan development through 3 separate public forums and individual meetings with over 25 various community groups, business and property owners and local agencies.

Tacoma Land Use Regulatory Code, 1993

The purpose of the zoning code is to determine which land uses are permitted, which are permitted on a conditional basis, and which are strictly prohibited in a particular area. The zoning code also is used to encourage compatible land uses in a given area and discourage those that are incompatible to the greatest extent possible. The zoning map identifies each property in the City limits and assigns it a zoning designation. It also provides keyed access to information concerning densities, floor area ratios (FARs), structure sizes including height limitations and zoning and land use classifications for each designated parcel of land. The zoning code may be used to limit development in designated areas and make other areas more attractive for redevelopment through the implementation of incentives. Thus, the zoning text and map together represent the City's detailed plan for future growth.

Discussion: Development proposed within the Dome District would comply with the provisions of the Tacoma Zoning Code, in particular with those new zoning designations proposed for adoption by the "Transit-supportive Development Standards Project." As shown in the Plan, the majority of the Dome District is proposed to have a special zoning designation intended to promote the reuse and redevelopment of the area.

The planned development would provide land uses largely consistent with the zoning designation, at different levels of intensity. The plan offers specific opportunities for building reuse, and would include a variety of land uses within the planning area. Building height limitations would less restrictive, allowing building heights greater than those currently allowed. Specific design features such as setbacks, site coverage, and open space would depend upon individual project design.

Tacoma Central Business District Plan: Greater CBD, 1985

The Central Business District (CBD) extends generally from Division Avenue to Interstate 5 (I-5) and from Yakima Avenue to the waterway, and including the adjacent area bounded by Puyallup Avenue and I-5 extending east to the Puyallup River. The CBD plan also considers the Port of Tacoma. The CBD plan is a guide for the development of the central business district consistent with the City's adopted Generalized Land Use Plan. The plan sets forth goals, intents, policies, and recommendations to guide public and private development and improvement decisions in the Greater CBD area.

General intents are discussed for land use, circulation, design, and amenities. Policies are to be used in carrying out stated intents. Recommendations propose specific actions to accomplish the policies. More specific intents and recommendations for smaller study areas within the greater CBD are also included.

Discussion: The greater CBD plan contains goals and policies for high intensity, mixed use development within the Dome District Plan Area. The Plan would allow new development within the area at high levels of intensity. Redevelopment under the plan would reflect the goals of the greater CBD plan, including the potential for public and private development projects. The planned development, especially at the higher intensity/density levels, would develop the area and provide linkages to the CBD core that could help stimulate growth there.

Concurrency Evaluation

This section provides a concurrency evaluation of the transportation system and public utility services in the Tacoma Dome Area.

TRANSPORTATION

The City of Tacoma takes a planning level approach regarding its Transportation Concurrency Management System and has decided to use a systemwide method as a basis to assess concurrency. For the road system, the level of service (LOS) standards for arterials have been established to provide for criteria for determining and monitoring concurrency. The LOS standards that are established, as defined in the City's *Transportation Program* are as follows:

1. The first aggregate group considers all arterial corridors designated on the Concentrations and Corridors Map developed by the City of Tacoma. This group considers the arterials that connect and are within the designated mixed use centers. The LOS standard developed for this group is as follows: 85% of the arterial lane miles within designated arterial corridors must exhibit an LOS E or better (volume-to-capacity ratio of 0.99 or below). This standard allows for 15% of the arterial lane miles within this group to operate below the established standard.

2. The second aggregate group considers those arterials within the Port of Tacoma area. The Port roadway system is highlighted because of its regional economic importance and the preponderance of heavy truck traffic. The LOS standard developed for this group is as follows: 85% of the arterial lane miles within Port area arterials must exhibit a LOS D or better (volume-to-capacity ratio of 0.89 or below).

3. The third aggregate group considers all other arterials and collectors on the transportation network. The LOS standard developed for this group is as follows: 85% of the arterial lane miles within this group of arterials must exhibit a LOS D or better (volume-to-capacity ratio of 0.89 or below).

Current city-wide operational LOS of the arterial street system for the three groups (arterial corridors, Port area arterials, and all other arterials) are described below:

Arterial Corridors: Based on an analysis of 1990 population and employment, 96% percent of the arterial corridors operate at LOS E or better. An analysis based on 2010 population and employment shows this element of the system still operating with 92% of the arterials at or above LOS E. Therefore, it is not anticipated that any improvements to the system will be required within the next six years to maintain the recommended level of service standard.

Port Area: The current level of service standard for the Port area is 97% of the arterials at LOS D or better. The 2010 analysis shows that 86% of the arterials in the port area will be at LOS D or better, which indicates that improvements may not be necessary to the system before 2010. Therefore, it is not anticipated that any improvements to the system will be required within the next six years to maintain the recommended level of service standard.

All other Arterials: The current level of service standard for the group of all other arterials is 90% of the arterials at LOS D or better. The 2010 analysis showed that only 78% of the arterials in this category will be at LOS D or better. Therefore improvements may be necessary to this element of the system prior to 2010. It is not anticipated, however, that any improvements to the system will be required within the next six years to maintain the recommended level of service standard.

Traffic impacts of the newly proposed Tacoma Dome Station were evaluated in August 1993 as part of the *Tacoma Dome Park-and-Ride Lot Environmental Assessment.* The results of the Environmental Assessment indicate that with the signalization of East D Street at East 25th Street, East G Street at Puyallup Avenue, and at the entrance to the Tacoma Dome Station and Puyallup Avenue, traffic resulting from the operation of the Tacoma Dome Station would have minimal impact upon traffic operations within the planning area. In addition, roadway and signalization improvement plans along with the existing transportation infrastructure and proposed transit supportive development strategies will provide additional capabilities to respond to traffic resulting from new development. For example, SR 509 alignment should result in improved capacity along Puyallup Avenue and improved levels of service at the Portland Avenue and Puyallup Avenue intersection. Additional traffic associated with new development should have minimal impacts upon traffic operations. However, congestion delays are expected to continue to occur during major Dome events.

Monitoring Facility Capacity at the Planning and Regulatory Levels

The adequacy of the roadway network is monitored annually via the City's EMME/2 travel demand forecasting model. The Public Works department uses a volume to capacity ratio and LOS standards when evaluating adequacy of roadways with regard to specific development proposals under the SEPA process. In general, specific roadway link improvements will be considered if the volume to capacity ratio of a specific facility is above the volume to capacity standard for a specific planning area.

Concurrency Organization Structure and Responsibilities

Applications for development review, development permits, and development orders are submitted to the Building and Land Use Services Division (BLUS) of the Public Works Department. Each development application will include required data such as: type and quantity in Gross Square Feet of each use. Only "new," "addition," or "change of use" will be considered (remodels are not considered) for the purposes of TCMS evaluation.

In summary, elements of the roadway network within the plan's study area falls in all three arterial classifications described above. Interstate 5 and Interstate 705 are the 2 freeways providing regional access and a new freeway, State Route 509, is currently under construction. Surface arterials providing access to the area include Puyallup Avenue, 25th Street, 26th Street and D Street. Except for major Dome events, the capacity of existing surface streets that provides access to and circulation with the core development area is generally adequate to serve existing traffic demands. Enhancements to existing transit service and pedestrian and bicycle amenities, along with the proposed passenger rail, will improve road capacity in the core development area by providing alternatives to the single-occupant vehicle.

UTILITIES

Water

Existing Conditions

Water is provided to the study area by Tacoma City Water. Currently, there are two transmission mains located within the core development area. The 48" steel transmission main, feeding Simpson Tacoma Craft and other parts of the Port of Tacoma, is located under East 27th Street, from Pacific Avenue to East G Street, and under East 26th Street from East G Street to Portland Avenue. The other is a 32" steel transmission main that runs down East D Street from East 27th down through the Port of Tacoma. The Tacoma Dome is served by a 12" main that feeds off of the transmission main on East 27th Street and loops around the Dome back to 27th Street. Current capacity is sufficient, with some excess capacity available. Tacoma City Water does not have any project plans to add or relocate any mains within the study area at this time.

Changes Needed as a Result of Implementation of Plan

The gradual increase in the demand for water as a result of the short and long term development scenarios will require only minor modifications to the supply network such as the addition of fire hydrants, meters, and laterals. The developer will be responsible for the cost of any modifications. This includes any fees for engineering and inspection of main construction and the expense of development for laterals and hookups to the main. Fire hydrants and fire sprinkler systems also require the developer to pay fees.

Wastewater

Existing Conditions

The study area is serviced by separate stormwater and sanitary sewer systems. Stormwater is collected and directed into 10" storm lines throughout the study area. A portion of the drainage, from about the middle of the core development area going west, runs into the main trunk line that releases into the Thea Foss Waterway. The rest of the core area east of the new Tacoma Dome Station runs into the Cleveland Way Pump Station and then into the Puyallup River.

Sanitary sewer service is provided to the study area through connection to the City of Tacoma's Central Plant. The main line is located underneath Puyallup Avenue and was just recently installed to replace other lines.

Changes Needed as a Result of Implementation of Plan

Currently the sewer and storm systems within the study area provide adequate service for the current development and some excess capacity is available. There is currently approximately 10% excess capacity in the City's sewer treatment system during a maximum flow month. Plant and transmission capacities are adequate to serve existing customers and future growth, provided that storm water infiltration is reduced through the infiltration/inflow abatement program currently underway (City of Tacoma, 1993a). However, future larger developments and/or changes in use may require upsizing of the lines to accommodate increased capacity and the cost of this would be paid by the developer. Stormwater regulations require Best Management Practices for new development in the project area (City of Tacoma, 1993a).

Electricity

Existing Conditions

Tacoma City Light provides electricity to the study area. The three main substations feeding power to the area are the Crandall, Portland and the Nisqually substations. A 115 kV distribution line runs east west on the North side of East 25th Street.

Changes Needed as a Result of Implementation of Plan

Tacoma City Light has no immediate changes planned for the existing transmission and distribution systems within the Tacoma Dome study area. The overall capacity of the electrical system is sufficient to handle the new growth loads that are expected with implementation of the plan. Any new large commercial or industrial developments, however, may have an effect on the existing distribution system and may require improvements to the system. Current Tacoma City Light Customer Service Policy states that new customers shall pay the entire cost of obtaining electrical service to prevent any impact on existing rate payers. Therefore, the costs of providing electrical service to development in the project area will be at each new customers expense (Tacoma City Light, 1995). Property owners or developers could finance the underground construction of electrical lines in the area by means of a special-assessment district.

Natural Gas

Existing Conditions

Washington Natural Gas, an investor-owned utility, serves the study area. A high pressure supply main, originating from a feed in Auburn, services the businesses in the study area along with portions of downtown Tacoma and the port. Major port companies such as Simpson Tacoma Kraft and St. Regis Paper Company are dependent on this supply main. The 16" main is located under East 25th Street and beginning at M Street heading West is reduced to a 12" line. Current capacity, operating at 130 pounds, is sufficient and peak demand is met by raising pressure, looping feed, or system reinforcement.

Changes Needed as a Result of Implementation of Plan

Washington Natural Gas is working closely with Pierce Transit to plan for the natural gas service needed for the Tacoma Dome Station. During construction of the station, a new regulator system is planned for the area in order to service Freighthouse Square and other customers located on the south side of East 25th Street adjacent to the new station. The increase in demand as a result of the short term development scenario, the present system is expected to be able to meet demand. For the short and long term scenarios, if gas is available, a therm count is calculated by the marketing representative to determine whether there will be a cost to the customer for the meter set. If gas is not available and a main extension is required, marketing initiates a Request for Gas Survey (RGS). This RGS is forwarded to the distribution department to determine the cost of the construction. Capital Investment Analysis (CIA) is performed to determine whether there will be a cost to the customer(s) to aid in the construction. The gas company will also canvass the area to identify other potential gas customers. This helps defray construction costs and justify the construction of the new line.

Washington Natural Gas has specific requirements to insure safety and secure gas mains located underneath all railways. The long term development scenario proposes light rail along East 25th Street which might pose some fairly large expenses for the encasement of the high pressure main located beneath this street. Future planning for the location of light rail will need to be coordinated with the gas company.

VII. Costs, Funding Sources, Short-Term Action Plan, and Organizational Strategies

TACOMA DOME

AREA PLAN

Public Costs for Realizing the Vision in the Tacoma Dome Area

The transformation of the Tacoma Dome area into an intermodal transportation center that is pedestrian-friendly and is surrounded by transit-supportive, mixed-use development will require commitment and investment on part of both the public and private sectors. Chapter V recommended a variety of public strategies that could be taken in the planning area that could serve as a catalyst for stimulating future private investment.

Table VII-1 on the following pages includes preliminary capital cost estimates for the strategies described in Chapter V. Project prioritization, potential funding sources, and agency responsibilities for these costs are discussed later in this chapter (see Table VII-2). The costs represent planning level estimates calculated for the purposes of capital facilities planning and budgeting. Costs have not been estimated for certain proposed public projects that are already planned in the area, including:

- The proposed Tacoma Dome Station that will be completed by Pierce Transit, including landscaping and other amenities that will be provided along East 25th and East E Streets along their property.
- Commuter rail service and station improvements that would be provided by the Regional Transit Authority as part of a future adopted regional transit proposal.
- Expansion of the Tacoma Dome Exhibition Hall, which has been proposed as part of an updated facilities improvement plan for the Dome.
- Major projects planned by the Washington State Department of Transportation, including the completion of SR 509 and related access into the Tacoma Dome area, and possible extension of high-occupancy-vehicle (HOV) lanes on I-5 including direct access into the Tacoma Dome Station.
- Train-to-the-Mountain tourist excursion.
- Grade-separation of East D Street at Burlington Northern tracks.

The cost estimates also do not include certain public amenities, such as street trees, that are anticipated to be provided as part of **private development projects**.

The total estimated capital costs for proposed public improvements in the Tacoma Dome Area Plan is approximately $4.6 million (in 1995 dollars). Of this total, approximately $1.5 million relate to the construction of the park/plaza across from the Tacoma Dome Station and development of the A Street Gulch area as a park and pedestrian pathway. Another $1.5 million is for various street and sidewalk improvements, and related streetscape amenities on East 25th, East E and East D Street. Approximately $300,000 is for the enhanced pedestrian crossing zone and boulevard treatment on East D Street near the Tacoma Dome, while the remaining $1.3 million related to new traffic signals and other traffic improvements to help minimize conflicts between Dome/commuter traffic and local traffic.

Table VI-1
Tacoma Dome Area Plan
Estimate of Capital Costs (all amounts in 1995 dollars)

Strategy	Description	Unit Cost: Unit	Unit Cost: Cost/Unit	Quantity	Total Cost	Comments
T-1(a)	Automate ramp closures from I-5 during Dome events	Ea	$50,000	2	$100,000	
T-1 (b)	Install Variable and Changeable message signs to be operated from Dome control tower	Ea	$50,000	5	$250,000	
T-5	New traffic signals at East L Street and Wiley/28th Streets	Ea	$40,000	2	$80,000	-Assumes use of signals existing in City inventory
T-6/P-1	Pedestrian crossing zone/boulevard on East D Street near Tacoma Dome					
	*Median--Curbs and Gutters	Linear Ft	$11.50	2,400	$27,600	
	--Street Trees (no grates)	Ea	$425	65	$27,600	
	--Planting and Irrigation	Square Ft	$5.30	4,800	$25,400	
					$80,600	
	* Pedestrian crossing zone					
	--Pedestrian scaled lights (25 ft o.c.)	Ea	$5,500	20	$110,000	
	--Light bollards	Ea	$1,300	24	$31,200	
	--Pedestrian Mid-Block Signals	Ea	$10,000	3	$30,000	
	--Street painting/striping	Ea	$8,600	1	$8,600	
					$179,800	
					$260,400	
T-7	New Traffic Signals at East D/East 25th; East G/Puyallup; and East F/Puyallup	Ea	$150,000	3	$450,000	
T-8/P-3	Right-of-way and Streetscape Improvements on East 25th Street between East G and I-705					
	Phase I: Section between East G and East D Street					
	--Roadway/Parking Restriping	Ea	$3,300	1	$3,300	
	--Extend south sidewalks to 12 ft with new curb/gutter	LF	$38	1,090	$41,400	-Sidewalk and streetscape Improvements excludes north side of street between East E and East G (Pierce Transit funded) and south between East F and East G, which is already improved
	--Reconst. north sidewalks to 12 ft with new curb/gutter	LF	$116	330	$38,300	
	--Construct pedestrian "refuge" areas	Ea	$20,000	1	$20,000	
	--Tree Planting (at 30 feet o.c.) including tree grates and irrigation	Ea	$1,350	37	$50,000	
	--Pedestrian scaled lighting (at 80 ft o.c.)	Ea	$5,500	14	$77,000	
	--Pedestrian bollards (3 at each corner)	Ea	$1,300	9	$11,700	
	--Site Furnishings-Benches	Ea	$900	3	$2,700	
	-Receptacles	Ea	$900	3	$2,700	
					$247,100	

Table VI-1, continued
Tacoma Dome Area Plan
Estimate of Capital Costs (all amounts in 1995 dollars)

Strategy	Description	Unit Cost Unit	Unit Cost Cost/Unit	Quantity	Total Cost	Comments
	Phase 2: Section between East D and I-705					
	--Restripe roadwayparking	Ea	$900	1	$900	
	--Extend sidewalks to 12 feet with new curb and gutter	LF	$38	1200	$45,600	-Sidewalk and streetscape improvements excludes south side of street between East D and East C, which is already improved
	--Tree Planting (at 30 feet o.c.) including tree grates and irrigation	Ea	$1,350	30	$40,500	
	--Pedestrian scaled lighting (at 80 ft o.c.)	Ea	$5,500	11	$60,500	
	--Pedestrian bollards (3 at each corner)	Ea	$1,300	12	$15,600	
	--Site Furnishings-Benches	Ea	$900	5	$4,500	
	-Recepticles	Ea	$900	5	$4,500	
					$172,100	
T-10/P-3	Right-of-way and Streetscape Improvements on East E Street between Puyallup and East 25th					
	--Reconstruct road with new right-of-way and 12 to 20 foot sidewalks	Linear ft	$300	300	$90,000	-Sidewalk and streetscape improvements excludes east side of street (Pierce Transit funded)
	--Sidewalk pavers to match public plaza	Sq Ft	$20	8,350	$167,000	
	--Tree Planting (at 30 feet o.c.) including tree grates and irrigation	Ea	$1,350	10	$13,500	
	--Pedestrian scaled lighting (at 80 ft o.c.)	Ea	$5,500	4	$22,000	
	--Pedestrian bollards (3 at each corner)	Ea	$1,300	3	$3,900	
	--Site Furnishings-Recepticles	Ea	$900	2	$1,800	
					$298,200	
T-12/P-3	Right-of-way and Streetscape Improvements on East D Street between Puyallup and East 27th					
	--Extend sidewalks to 12 feet with new curb and gutter on east side	LF	$38	1050	$39,900	
	--Tree Planting (at 30 feet o.c.) including tree grates and irrigation	Ea	$1,350	60	$81,000	-Excludes trees and lights for section between East 26th and East 25th, on west side of street (Existing improvements)
	--Pedestrian scaled lighting (at 80 ft o.c.)	Ea	$5,500	23	$126,500	
	--Pedestrian bollards (3 at each corner)	Ea	$1,300	18	$23,400	
	--Site Furnishings-Benches	Ea	$900	7	$6,300	
	-Recepticles	Ea	$900	7	$6,300	
					$283,400	

Table VII-1, continued
Tacoma Dome Area Plan
Estimate of Capital Costs (all amounts in 1995 dollars)

Strategy	Description	Unit Cost: Unit	Unit Cost: Cost/Unit	Quantity	Total Cost	Comments
T-15/P-2	Special paving treatment at key pedestrian intersections					
	--Specialty pavers at East 25th/East D and East 25th/East E intersections	Ea	$60,000	2	$120,000	
	--Standard pavers with special paving band at East D/East 26th, East D/ Puyallup, and East E/Puyallup	Ea	$25,000	3	$75,000	
	--Striping of other intersections in Core Area with parallel marking	Ea	$1,400	7	$9,800	
	--Bronze street names and art objects imbedded in paving (on 3 intersections)	Ea	$3,500	3	$10,500	
					$215,300	
P-1	Create Gateway element at I-705 ramp	Ea	$10,000	1	$10,000	
T-16	Synchronization of signal timing on D Street	Ea	$50,000	1	$50,000	
T-21	Bike Racks at 4 locations	Ea	$1,200	4	$4,800	
T-14	New Sidewalk on Wiley Ave.:Portland Ave. to Dome Pkg	Sq. Yd	$35	1,750	$61,300	
P-4	Create park and public plaza across from Tacoma Dome Station and Freighthouse Sq					
	--Land acquisition	Sq Ft	$13	23,000	$299,000	
	--Stairs and Plaza area	Ea	$286,500	1	$286,500	
	--Stepped planters/retaining walls to accomodate grade changes	Ea	$20,000	1	$20,000	
	--Grove of flowering trees and shrubs in planters	Ea	$78,000	1	$78,000	
	--Small water feature and seating wall	Ea	$48,000	1	$48,000	
	--Pedestrian lighting	Ea	$5,500	10	$55,000	
	--Benches	Ea	$900	5	$4,500	
	--Trash Recepticles	Ea	$900	4	$3,600	
	--Bike Racks	Ea	$1,200	1	$1,200	
					$795,800	
P-7	Improve A Street Gulch Area as park and path	Ea	$437,500	1	$437,500	-Cost per City of Tacoma Recreation and Open Space Facilities Plan)
	Total Costs for all Strategies				$3,715,900	
	Add: 25% Factor for project costs/contingency				$929,000	
	Grand Total				$4,644,900	

Potential Funding Sources

The following section identifies potential sources of funding for the recommended improvements in the Tacoma Dome area.

LOCAL FUNDING/PROGRAM ALTERNATIVES

Cross-District Association

Several years ago, the City of Tacoma helped organize the Cross-District Association, comprised of business and community leaders from six neighborhood business districts including the Tacoma Dome District. The City has obtained funding of approximately $185,000 each year from Motor Vehicle Excise Tax revenues to pay for streetscape, sidewalk and other improvements in the six districts. The Tacoma Dome area share of these funds have been used to begin implementation of a program for planting street trees and installing benches, receptacles, and special lighting along certain streets in the District. Another $100,000 has been received in 1995 through the Department of Natural Resources to pay for street trees in the districts through a matching grant program. The Dome District currently has approximately $26,000 available in 1995 through these programs, which is being used partially to fund street tree planting along Puyallup Avenue. Future funding levels for these programs are not known at this time.

Comprehensive Street Program/Funding

The Department of Public Works develops and administers a six-year comprehensive street program, which uses a variety of local, state and federal sources to fund transportation projects in the following areas: new construction of arterial streets and new signals; rehabilitation of sidewalks and curb ramps; right-of-way enhancements including landscaping; traffic safety improvements including traffic enhancements and street lighting; street and sidewalk preservation projects; and bike and trail projects.

Funding sources for these improvements includes the 1/2 Cent Tax Funds, Motor Vehicle Fuel Tax, Vehicle License Fee Funds, Federal Aid Funding Programs, Urban Arterial Trust Account, Transportation Improvement Account, and Potential Street Utility Fund.

Total funds available for the current six-year program (1994-2000) is approximately $3.1 million. While there are no specific projects proposed for the Tacoma Dome area, there are a number of general programs, such as sidewalk restorations, where funding may be available with a required 13% to 20% match.

Property Taxes

Property taxes are a widely used revenue source for funding capital projects. Cities are allowed to levy taxes of $3.375 per $1,000 of assessed value of the taxable property in the City, and an additional $2.25 per $1,000 of assessed value if not required to fund pension programs. A City may not levy its full $3.50 per $1,000 of assessed value, however, if regular property taxes exceed 106% of the amount of regular property taxes levied in the City in the highest of the three most recent years, plus an additional dollar amount calculated by multiplying the increase in assessed value in the City resulting from new construction, improvements to property, and any increase in the assessed value of state-assessed property by the regular property tax levy rate for the preceding year.

If the 106% limit is preventing a City from levying the full $3.50 per $1,000, an election may be held to increase the regular property tax levy to a specified amount (but not to exceed $3.50). A simple majority of the voters voting must approve the proposition.

Bond levies for voter-approved general obligation bonds are exempt from both the $3.50 per $1,000 and 106% limits.

Local Assessments

Local Improvement Districts (LIDs) can be formed under state law to construct public improvements including streets, sidewalks and related landscaping improvements, and parking systems. Formation of a LID can be initiated by property owners or by a municipality. LIDs are appropriate for improvements that provide primarily local benefits. When improvements are made within a district, the cost of the improvement is generally distributed according to the level of benefit to be obtained by each individual property. The cost becomes an assessment against the property which is a lien equivalent to a tax lien. The property owner may pay the assessment in cash or apply for assessment financing according to terms offered by the city.

The City of Tacoma has a program for participating in LIDs citywide. The City can arrange LID financing at 2% under prime, with the initial assessment payment due 1-1/2 years after construction is completed. Also, the City can provide matching funds for LID improvements, although funding is limited to approximately $130,000 per year citywide. In the Tacoma Dome area, a local improvement district was used to provide streetscape amenities in front of Freighthouse Square between East E and East G Street.

System Development Charges

Government entities are permitted to establish system development charges (SDCs) in order to fund needed capital improvement projects. In creating a methodology for determining a charge amount, a government must consider the cost of the improvement, prior contributions of existing users, value of unused capacity (if any), and rate-making principles employed to finance publicly owned capital improvements. In the case of the Tacoma Dome Area Plan, charges would generally be based on a measurement of the demand that a new development places on the street system and the capital cost of meeting that demand. System development charges are one-time fees collected from a new business or developer as its facilities come on line. The imposition of system development charges is effective in areas where demand for development is strong, and specific projects can absorb the added cost of off-site infrastructure improvements. In the Tacoma Dome area, such an approach would likely be appropriate once the area has progressed towards a mixed-use district.

General Fund Revenues

A city or transit agency can utilize revenues from its general fund to fund some of the project. Alternatively general fund revenues could be pledged to enhance the security of stand-alone revenue debt (e.g. parking facility debt that is repaid through parking revenues).

DEBT FINANCING OPTIONS

A number of debt financing alternatives are available to the City, Pierce Transit, and in the case of parks and recreation improvements, the Metropolitan Park District. However, the use of debt to finance capital improvement projects must be balanced with the City's and Pierce Transit's ability to make future debt service payments and to deal with the impact on its overall debt capacity and underlying credit rating. Debt financing should be viewed not as a source of funding, but as a time shifting of funds available. Its use should be incorporated into an overall financing plan, which may include some "pay-as-you-go" funding methods that utilize currently available revenues to meet a portion of the Tacoma Dome area's capital needs.

While a wide variety of debt financing vehicles exist, some of the primary financing tools used for projects similar to those proposed in the Tacoma Dome Area Plan are listed below. These include general obligation bonds, limited-tax general obligation bonds, local improvement district bonds, and special tax revenue bonds.

General Obligation Bonds

General obligation bonds (GOs) are voter-approved bond issues and represent the least expensive borrowing mechanism available to municipalities. Voters must approve GO Bond issues. GO bonds are typically supported by a separate property tax levy specifically approved for the purposes of retiring debt. When the bond issue is paid off completely, then the levy terminates. The property tax levy is distributed equally according to assessed value of property over a taxing district. General obligation debt is typically used to make public improvement projects that will benefit the entire population.

State statutes require that the total outstanding general obligation indebtedness of a city not exceeding one and one-half percent of the value of the taxable property in the city without voter approval. Cities could incur debt up to 2-1/2% of the taxable value with voter authorization. Any election to validate general obligation bonds must have a voter turn out of at least 40% of those who voted in the last State general election, and of those voting, 60% must be in the affirmative.

Nonvoted General Obligation Bonds (Councilmanic Bonds)

Cities are allowed to issue bonds (commonly known as councilmanic bonds) and other obligations backed by the City's taxing authority as long as all outstanding obligations do not exceed 1-1/2% of the value of the taxable property in the City. Such obligations are payable from regular property tax levies (subject to the maximum levy rate of $3.50/$1,000 of assessed value and the 106% limitation). Since councilmanic bonds are not secured by the full taxing power of the issuer, investors typically require a higher rate of return than they would from a general obligation issue.

Special Tax Revenue Bonds

Cities may issue revenue bonds based on the expected receipt of special taxes. The bondholders do not require that there be a link between the source of revenue pledged and the uses of the revenues as long as it is legal. For example, gas taxes cannot be pledged to non-transportation related projects. However, from a fairness perspective, governments generally pledge the revenues of a special tax to a project that has a natural nexus. In the case of Tacoma Dome Area Plan, motel/hotel taxes, business & occupation taxes, and systems development charges are some of the special taxes that may be considered as a source of revenue that could be pledged to pay for the improvements. Generally speaking, the more predictable the revenue source, the easier it is to support debt financing with that revenue. These types of bonds are more complicated to issue and usually restrict the other uses of the dedicated revenues so that the bond holders can be assured timely payment.

Financing for Low-Income Housing

New market rate housing is viewed as a long-term goal for the Tacoma Dome area, occurring mostly in the second ten years of the plan as a follow-on to non-residential development and the completion of major transportation facilities and public amenities. As the demand for housing in the planning area increases, it will be important to provide units that are affordable to a broad spectrum of household income levels. In urban areas such as Tacoma, new housing units affordable to low income households (i.e. households with annual income levels at 50% of the Pierce County median or below) generally can not be provided without some form of public subsidy.

There are a myriad of local, state and federal funding sources available to assist in the production of low-income housing. Most of these sources can be utilized by non-profit housing developers, who combine public subsidies from a variety of sources with private investment dollars in order to make a project feasible. A complete listing of available housing programs can be found in the City of Tacoma's 1994-1999 Housing Program.

STATE, FEDERAL, AND REGIONAL FUNDING SOURCES-TRANSPORTATION

ISTEA Funding

The Intermodal Surface Transportation Surface Transportation Efficiency Act (ISTEA) is the primary source of federal funding for local transportation projects. ISTEA funds are currently being used by the City of Tacoma to finance a variety of programs and projects, including a hazardous sidewalk replacement program ($523,000), neighborhood business district sidewalk improvements ($121,000) and capital improvements related to the Train-to-the-Mountain Excursion and Freight Service ($289,000). ISTEA funds are being used to fund this plan and are also the source for approximately $10 million of the cost of Pierce Transit's Tacoma Dome Station.

Major ISTEA programs include: the Surface Transportation Program (STP), STP Enhancements, STP Safety Construction, STP Regional/Allocation Projects, STP Statewide Competitive Program, Congestion Mitigation and Air Quality Improvement Program, and Federal Transit Administration Program. Most of these programs encourage multimodal elements in road improvement projects, and thus offer great opportunity for future funding of proposed improvements in the Tacoma Dome area.

The FY-1996 STP Statewide Competitive Program funds projects and programs that develop, improve, and/or preserve an integrated transportation system that encourages multimodal choices to the public. There is a limit of three application submittals per public agency, and a further limit of $1 million per submittal. Required local matching funds are 20% of project cost for bike/pedestrian projects, and 13.5% for other projects. The matching funds must be available before application is submitted.

The FY-1996 STP Statewide Enhancement Program had $12 million of funds available for funds transportation "enhancement" projects that fit one or more of the following categories (only categories relevant to Tacoma Dome area are listed): provision of facilities for pedestrians and bicycles; acquisition of scenic easements and scenic historic sites; landscaping and other scenic beautification; historic preservation; rehabilitation and operation of historic transportation buildings, structures, or facilities (including historic railroad facilities and canals); and preservation of abandoned railway corridors. A minimum of 20% matching funds required for bicycle/pedestrian projects; 13.5% match is required for all other categories.

ISTEA funding beyond the 1996 program year has not been established, but is anticipated to be similar to those of the previous years in terms of process, criteria, timeliness, and matching requirements.

Washington State Department of Transportation (WSDOT)

WSDOT is a potential source of funding for improvements related to state highways and Interstate-5. For example, WSDOT would be the funding source for projects to extend HOV access from I-5 to the Pierce Transit express bus terminal and parking facility. Recommended strategies related to improving Dome access from I-5, such as installation of Variable Message and Changeable Message (VMS and CMS) signs and automating ramp closures, are potential candidates for WSDOT funding.

State funding that may be available for local projects include the State-managed ISTEA program funds, the Urban Arterial Trust Accounts (UATA) funds and the Transportation Improvement Account (TIA) funds. Like ISTEA funds, UATA and TIA are also competitive programs and generally require 20% of local matching funds.

Regional Transit Authority (RTA)

The RTA is expected to resubmit to voters a modified high capacity transit proposal for the Central Puget Sound Region in 1996. Both commuter rail and light rail service to the Tacoma Dome area may be part of the new proposal, although at this time it is believed that commuter rail has a much higher likelihood of being included. Whatever proposal is put forth, if adopted it will likely result in an investment in new/upgraded rail lines and new station development in the Tacoma Dome area. Beyond the basic investment for rail line and station improvements, the RTA proposal is likely to include some funding for public amenities at and near the stations. RTA monies could become a valuable source for funding some of the improvements proposed in this Plan near the commuter and light rail station areas.

Pierce Transit

Pierce Transit will be constructing the major new transportation facility--the Tacoma Dome Station--in the planning area over the next three to five years. As part of that investment, Pierce Transit will be providing landscaping and other public amenities along the edges of their property on East 25th Street, East E Street, East G Street, and Puyallup Avenue. As additional transit facilities are completed in the planning area, and as new private development occurs, there may be a need for additional transit stops, which would could include the provision of some public amenities (benches, covered stops, etc.).

OTHER STRATEGIES

The section above described some of the funding and debt financing options that could be available to the Tacoma Dome Area Plan. In addition to those options, the following strategies should be explored.

Land Banking

One of the strategies which the City of Tacoma could follow is to negotiate with property owners to purchase and assemble "land" that is either vacant or has minimal improvements in the Tacoma Dome area for future redevelopment. The land in the Tacoma Dome area is currently relatively inexpensive. There may be some potential for the City to use the acquired land as paid parking facilities in the interim to generate some limited revenues, especially during major Dome events. If eminent domain is used, the City would have to demonstrate a public need and would have to start developing the land immediately. Even if land was purchased from a willing seller, the City should place strict time limits on the period of interim parking use, so as to avoid the permanent addition of new surface lots in the planning area.

Land banking could work as a strategic investment on the City's part. This is something the City could begin to do, however the payoffs will be out in the future and the **payoffs will only occur if redevelopment really happens.** Prior to purchasing the land, the City will need to assess the likelihood that this area can be developed and the willingness of the City to commit financial resources to redevelopment of this area. This strategy will only work if the City can sell off the land on a timely basis to generate tax revenues and pay off the costs of any improvements that the City may have made. Otherwise, the City will lose any taxes it is receiving from the existing properties and end up owning land that does not generate tax revenues and lacks significant development potential.

Public-Private Partnerships

Many times, capital improvement projects are paid for by private contributors. Typically, these private contributions are the result of a development right swap where a city would grant development rights to a private company if the developer agrees to build an infrastructure improvement to city standards and then deed the project to the city upon its completion. This practice is widely used throughout the region and may provide a cost-effective means of funding certain projects. Currently, the Puyallup Tribe owns a parcel of land in a central location within the plan area. If the tribe or some other developer wish to develop an attraction in the Tacoma Dome area, this could significantly enhance the redevelopment prospects the area.

Enterprise Zone

The City of Tacoma recently was awarded designation by the Federal Government as an Enterprise Zone, which will provide the City with approximately $2.95 million over the next ten years to provide human services, economic development, and employment training services as a way of revitalizing the economy of distressed areas of the City. The boundaries of the enterprise zone include the Tacoma Dome area. Funds will be used primarily for employment and training, and for loans for small businesses to develop in the zone. Enterprise zone programs may be a source of funds for businesses who are considering locating or expanding in the planning area.

The completion of major public transportation projects in the Tacoma Dome area over the next five years, including the Tacoma Dome Station and the likely initiation of regional commuter service, provides an excellent opportunity for entering into joint private-public development efforts. There already is a non-profit community development corporation interested in providing retail and personal services development within the Tacoma Dome Station.

Funding Priorities and Short-Term Action Plan

This Plan recognizes the need for a strong public commitment at promoting the transformation of the Tacoma Dome area into a multimodal transportation center that is integrated with mixed-use, urban scale development. The Plan assumes that major public projects already proposed for the core development area -- Pierce Transit's Tacoma Dome Station and the Train-to-the-Mountain excursion train -- will be completed during the next five years. It is also assumed that a modified regional transit plan will be adopted in the next few years, which will include commuter rail service to Tacoma in the first phase. These three projects represent a major public investment in the Tacoma Dome area that will surely aid in the initial transformation of the core development area.

It is important to note that only one of the three transportation projects, Pierce Transit's Tacoma Dome Station, is currently funded. If the other planned rail activities and facilities do not materialize, than the transformation of the Tacoma Dome area will undoubtedly occur more slowly than anticipated in this Plan. However, the combination of existing attractions such as Freighthouse Square and the Tacoma Dome and the new Tacoma Dome Station should still serve as a catalyst for change. Even under the most pessimistic assumptions regarding new transportation facilities, the strategies included in this Plan would still be appropriate.

In addition to these known public projects, a variety of public improvements are recommended in the strategies described in Chapter V. These proposed projects, which primarily reflect transportation, streetscape, and open space improvements, have a total estimated cost of approximately $4.6 million.

The substantial amount of public investment proposed for the Tacoma Dome area over the five to ten years is expected to serve as a catalyst for private investment. Over the next ten years, between 250,000 and 300,000 square feet of new private development is expected in the core development area. This translates into an investment of between $20 and $40 million, and could add up to 1,000 new jobs to the planning area. In the second decade of the plan, approximately 300,000 to 400,000 square feet of new development is expected, virtually all of it privately financed. This represents an investment of between $25 and $50 million, another 1,000 to 1,500 new jobs, and possibly 100 to 200 housing units.

Given the existing limited availability of public funds, plus the fact that investment in the Tacoma Dome area must compete for public dollars with other priority areas such as the Foss District, Downtown core, and the Tacoma Dome's own facility needs, there is a great need to prioritize the strategies recommended in this Plan. The table on the following page includes a summary listing of each capital project proposed in the Plan, along with prioritization (1996-1998, 1999-2002, and 2003-2005), potential funding sources, and lead agency responsibilities. In addition to these capital projects, the following public actions are recommended to be taken during the initial three years of the plan.

1. Adopt Tacoma Dome Area Plan and proposed changes in zoning. (Strategy LUD-1, LUD-2, and LUD-3).

2. Actively market the Plan and promote development in the planning area with a focus on key primary development sites (Strategy LUD-4):

   - Provision of additional retail development in the Pierce Transit facility.

   - Office and restaurant/retail development on the Puyallup Tribe site.

   - Mixed-use development on property adjacent to proposed park/plaza.

3. Further explore opportunities for additional destination attractions in the core area, including transportation/tribal museums and indoor recreational center (Strategy LUD-5).

4. Actively work to accommodate the expansion needs of local companies within the planning area (Strategy LUD-6).

5. Begin to initiate a centralized parking management system in the Core Development Area (Strategy T-29).

6. Further investigate opportunities for residential parking permit and parking benefit districts in the area near the Tacoma Dome (Strategy T-33 & T-34).

Table VII-2
Proposed Projects in Tacoma Dome Area Plan
Funding Priorities, Potential Funding Sources and Lead Agency Responsibility

Proposed Project	Funding Priority			Potential Sources of Funding								Lead Agency Responsibility
	1996-98	1999-2002	2003-2005	Cross-Dist Program	Fuel/Lic. Tax Funds	ISTEA Funds	Local Imp. District	Local Bonds & Taxes	WSDOT Funds	Pierce Transit	RTA Funds	
Automate I-5 Ramp Closures		$100,000							X			City Pub.Wks/WSDOT
Install VMS and CMS signs		$250,000							X			City Pub.Wks/WSDOT
New Signals at East L Street and Wiley/28th Street	$80,000				X			X				City Public Wks
Pedestrian Crossing and boulevard on East D Street near Tacoma Dome		$260,000		X	X			X				City Public Wks
New Signals at East D/East 25 East G/Puyallup & East F/ Puyallup	$450,000				X				X	X		City Public Works
ROW and Streetscape Imp on East 25th Street												City/Pierce Transit
-Between East G and East D	$247,000			X	X	X	X	X			X	City/Pierce Transit
-Between East D and I-705			$172,000	X	X	X	X	X			X	City
ROW and Streetscape Imp on East E Street		$298,000		X	X	X	X	X			X	City/Pierce Transit
ROW and Streetscape Imp on East D Street												
-East side	$160,000			X	X	X	X	X			X	City
-West side		$123,000		X	X	X	X	X			X	City
Spec. Paving at Intersections												
-East 25th/East E	$60,000			X	X	X	X	X		X	X	City/Pierce Transit
-Other Intersections		$155,000		X	X	X	X	X			X	City/Pierce Transit
Synchronization of timing on East D Street		$50,000			X			X	X			City Public Wks
Gateway on I-705 Entry Ramp	$10,000			X	X	X		X				City Public Wks
New Bike Racks	$5,000				X	X		X		X		City Public Wks
New sidewalk on Wiley Ave			$61,000		X	X		X				City Public Wks
New Park/Plaza												
-Land Acquisition	$299,000							X				City/Pierce Transit
-Plaza development		$496,000						X				City/Metro Parks
Improve A Street Gulch Area			$438,000					X				City/Metro Parks
	$1,311,000	$1,732,000	$671,000									
Project Costs/Contingency	$268,000	$449,000	$215,000									
	$1,579,000	$2,181,000	$886,000									

Organizational Strategies

The realization of the vision for the Tacoma Dome area will greatly depend on the energy and commitment of those individuals and organizations charged with implementing the Plan. As the primary public agencies responsible for carrying out the proposed strategies for the Tacoma Dome area, the City of Tacoma and Pierce Transit must continue to provide the necessary resources for actively pursuing public and private investment in the planning area. It is strongly recommended that an implementation team be established upon adoption of the Plan, comprised of relevant staff from the City, Pierce Transit and other jurisdictions such as the Metropolitan Park District. The implementation team would develop a detailed action plan and assign responsibilities for carrying out the strategies recommended in the Plan including identifying who would continue with the public plaza and the streetscape improvements. The team would meet on a regular basis to assess progress in implementation and modify strategies where appropriate. The collaboration of multiple jurisdictions in pursuing change in the planning area should greatly aid success in obtaining funding through ISTEA and other sources.

With the establishment of the Dome District Development Group several years ago as one of the six districts in the Cross District Association, a partnership was formed between local business and community leaders in the Tacoma Dome area and the City. The Dome District Development Group is a small but active organization that has worked with the City to implement a number of improvement projects in the planning area, including a plan for tree plantings and other streetscape amenities.

During the coming years it would be highly desirable for the Dome District Development Group to play an increasing role in carrying out certain strategies of the Plan. As local property and business owners, Dome District members have a vested interest in promoting the vision for the Tacoma Dome area. A review of experience in other settings such as Portland has shown that local support and leadership is a prerequisite for effective development change.

As new public and private development occurs in the Tacoma Dome area, the Dome District Development Group may consider changing to an organizational structure that provides for greater authority over community decisions and expands the capacity for raising funds. Either a business improvement area (BIA), similar to the successful organization formed in the downtown core, or a public development authority, may represent an appropriate future organizational structure for the Dome District Development Group. The role of such an organization could be varied, including:

- Establishment of an assessment fund and program for providing security in the planning area. Currently, a number of businesses in the planning area use the services of a private security firm. By consolidating these efforts, security may be provided over a more comprehensive area at lower cost.

- Organizing and managing special events and festivals, which could become a very popular feature of the planning area once the park/plaza is constructed across from the Pierce Transit facility.

- Acquiring, developing, managing, and selling property.

- Developing design themes and standards for some of the public improvements proposed in the Plan, particularly for projects that involve community public art.

- Continue to be an informal review committee for the design and construction of public works-related projects such as street improvements and bicycle and pedestrian facilities.