HILLTOP SUBAREA PLAN

City of Tacoma

May 2014

The Hilltop Subarea Plan, along with its companion zoning and code amendments, was adopted by the City Council on May 13, 2014 (Amended Ordinance No. 28221 and Ordinance No. 28222).

Many thanks to the Working Group participants and community partners who were instrumental in the creation of the Hilltop Subarea Plan:

Allen Renaissance
Associated Ministries
Bates Technical College
Black Collective
Central Neighborhood Council
Centro Latino
Colored Women's Association/Club
Community Health Care
Evergreen State College
Franciscan Health System
Hillside Development Council
Hilltop Action Coalition
Hilltop Business District Association
Historic Tacoma
McCarver Elementary School
MultiCare Health Systems
New Tacoma Neighborhood Council
Shared Housing Services
Tacoma Housing Authority
Tacoma Ministerial Alliance
Tacoma Urban League
Tacoma-Pierce County Affordable Housing Consortium
University of Washington - Tacoma
Wedge Neighborhood Historic District

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FIG. 1-1 The Hilltop Business District is home to some of the oldest family-owned and operated businesses in the Tacoma as well as to several up-and-coming new establishments.

01

INTRODUCTION

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

OVERVIEW

This Subarea Plan is one of the two main components of the Tacoma Hilltop Subarea Plan & EIS Project. The intent of the Project is to develop an innovative, area-wide long-range plan for the Hilltop Subarea and to complete a pre-development environmental review that will identify how to address environmental and community issues.

The Hilltop Subarea is one of the City's 17 Mixed-Use Centers (MUCs), and is located in the Puget Sound Regional Council's (PSRC) Tacoma Downtown Regional Growth Center. The City has designated the MUC's as targeted areas for accommodation of growth. In addition, the City of Tacoma is required by the State Growth Management Act to plan for 60,000 new jobs and 70,000 additional people in Tacoma by 2030, with a focus on accommodating growth in the Regional Growth Centers.

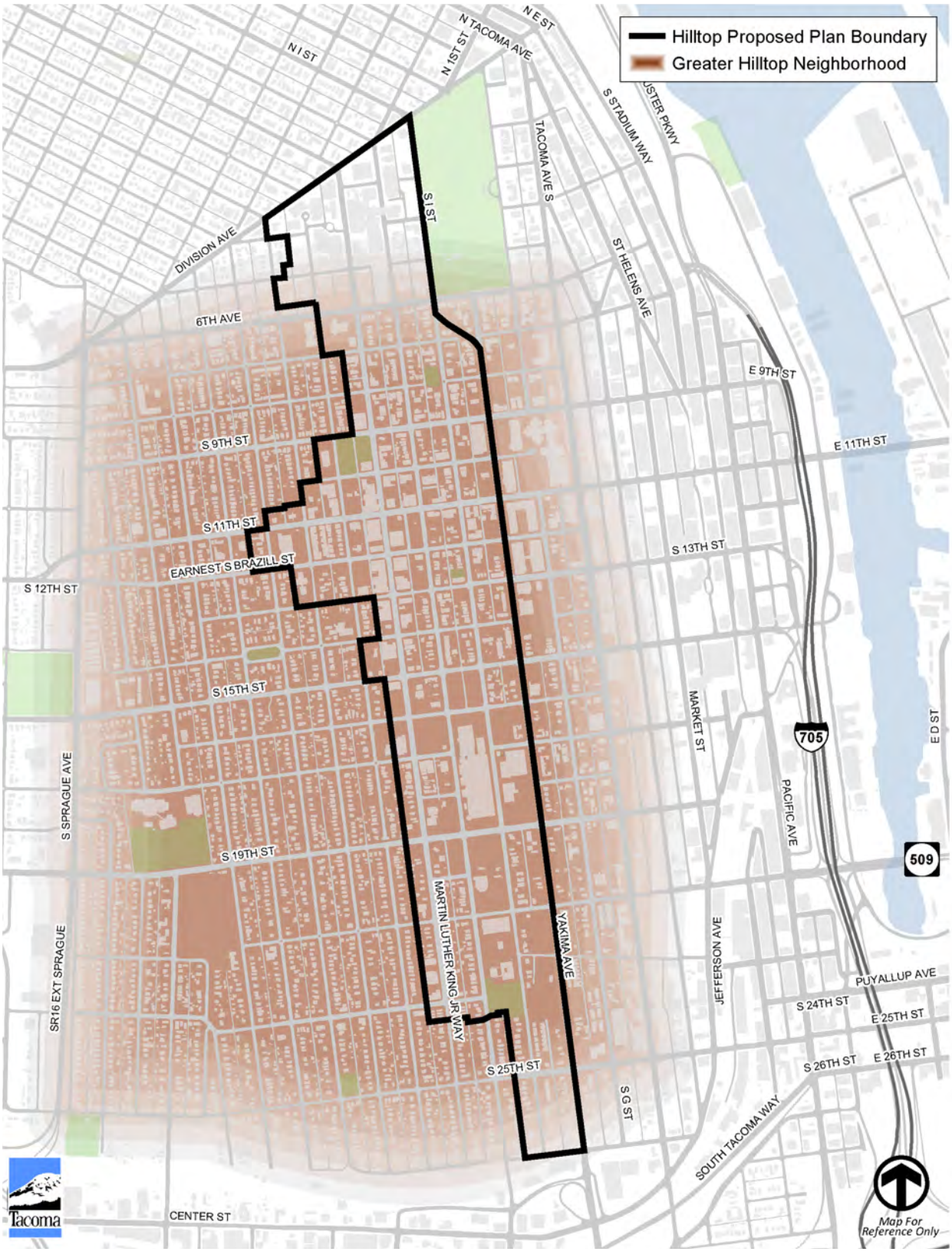
The 271 acre Hilltop Subarea is centered on Martin Luther King (MLK) Jr Way between Division Avenue and South 27th Street, as shown on the map in Figure 1-2. The Hilltop Subarea consists of a mix of low-rise commercial and residential uses, and is a major gateway into downtown Tacoma and the greater Hilltop neighborhood. The Subarea encompasses numerous significant community facilities, including Tacoma General & Mary Bridge Children's Hospitals, St Joseph Medical Center, the new Community Healthcare Center, and McCarver Elementary School.

The Subarea Plan

The purpose of the Hilltop Subarea Plan is to anticipate, support, and guide the long-term community development in the Hilltop Subarea, including the business district core, hospitals, and residential neighborhoods. The Subarea Plan provides innovative planning and policy interventions to help Hilltop achieve its potential for community development, an outcome that will deliver a broad range of equitable social and environmental benefits at both the local and regional scales. The Plan will serve as a statement of the City's commitment to and direction for future development in the Hilltop Subarea in addition to serving as a resource for potential investors, property owners, the community and other public agencies.

Proposed implementation actions in the Subarea Plan will revise zoning and apply organizational approaches, economic and business recruitment, arts and cultural promotions, historical preservation objectives, complete street typologies, multi-modal transportation plans

FIG. 1-2 HILLTOP NEIGHBORHOOD MAP



and projects including streetcar, bike, and pedestrian facilities, sustainability measures, and initiate catalytic projects for City and privately owned properties, among other measures.

The Subarea Plan supplements current Tacoma policies governing the environment, land use, economics, transportation, design resources, parks and recreation, public services, and utilities. The Plan supports the City's *Comprehensive Plan*, while focusing on issues and opportunities at a scale that is responsive to the Subarea's specific needs.

The Environmental Impact Statement

The City of Tacoma has prepared a non-project Environmental Impact Statement (EIS) for the Hilltop Subarea Plan. A non-project EIS involves a cumulative environmental impact and mitigation analysis for the entire Subarea, rather than piecemeal analysis on a project-by-project basis. The non-project EIS eliminates the need for subsequent environmental review associated with project-specific development proposals that comply with the Subarea Plan's development regulations. As such, the non-project EIS provides developer certainty and predictability, thereby streamlining the environmental review process and furthering the goals of the State Environmental Policy Act (SEPA)[1] and the GMA.

The non-project EIS is subject to RCW 43.21C.420, known as "Transit Infill Review." Recognizing that RCW 43.21C.420(5)(a) and (b) include a sunset provision, the City is also proceeding under RCW 43.21C.031 (planned action) and RCW 43.21C.229 (infill exemption), to provide additional SEPA tools if provisions in RCW 43.21C.420(5)(a) and (b) expire.[2]

The Hilltop Subarea Plan EIS analyzes the impacts associated with future development in the Subarea, including additional development and increases in employment and population that are anticipated over the next twenty years. Preliminary growth targets for the area include 10,000 new jobs and 10,000 additional people and up to 10 million square feet of new residential and commercial space floor space by 2030.

Mitigation Strategy

In the near term, the Subarea Plan does not require extensive up front mitigations for potential impacts of growth and redevelopment. However the Plan does specify future mitigations that are triggered as buildout in the Subarea occurs over time.

Currently in Hilltop there is sufficient utility infrastructure, transportation capacity, and open space to serve anticipated growth likely for the next 5 to 10 years. Within this timeframe, requirements for mitigations placed on private development would not only be unnecessary, but also could have the unintended consequence of creating a financial barrier to redevelopment.

The Subarea Plan recognizes that the levels of buildout being considered would eventually require improvements in infrastructure and amenities to serve significantly higher numbers of residents and employees in Hilltop. To address the future needs of a growing community, the Plan proposes monitoring systems and development thresholds for transportation investments and affordable housing, and phased-in impact fees to fund open space.

Lastly, as documented in the EIS, Public Utilities and Public Services can be expanded to meet the anticipated demands of the future buildout in Hilltop as needed over time.

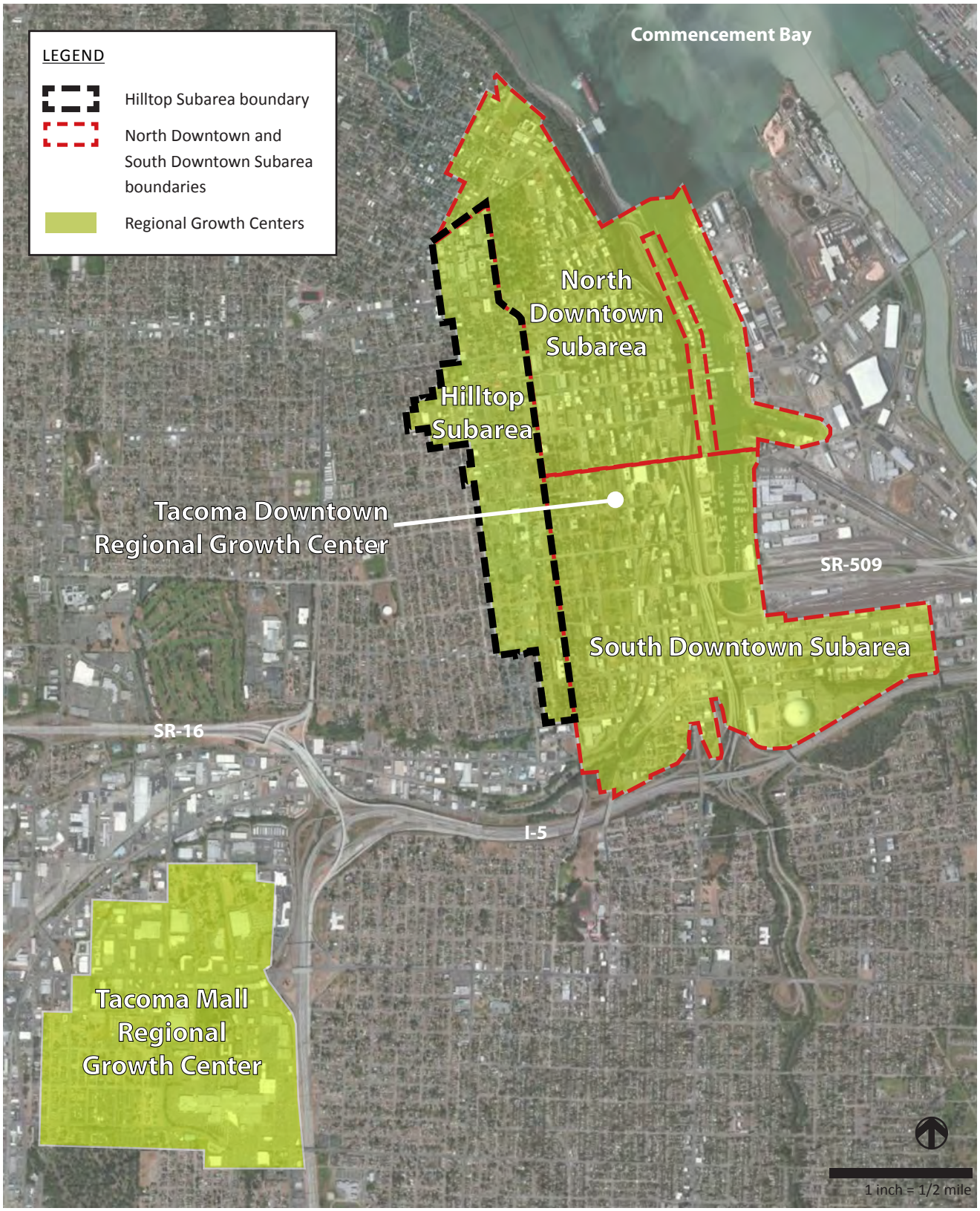
Other Downtown Subareas

The City of Tacoma is also currently engaged in Subarea Plan & EIS projects in the South Downtown Subarea, and the North Downtown Subarea, that, together with Hilltop, comprise Tacoma's entire downtown Regional Growth Center. By planning for all three of

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

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

FIG. 1-3 HILLTOP CONTEXT



these Subareas in a coordinated fashion, the City hopes to provide a unified plan of action that will leverage synergies and promote the most positive outcomes throughout downtown.

Timeline

The Project was initiated in Summer 2011. Research, data compilation, stakeholder engagement, and development of the Draft Subarea Plan and Draft EIS were ongoing through early 2012. The Draft Subarea Plan and Draft EIS were formally issued in late 2012. The Final EIS, as well as the Final Subarea Plan and its implementing ordinances, were drafted in Fall 2013, and it is anticipated that the final Plan and EIS will be approved by Council in early 2014.

COMMUNITY PLANNING PROCESS

This Hilltop Subarea Plan was developed and vetted extensively with the Hilltop community, including youth and adult residents, business owners, employees, and customers, during a year-long planning process conducted by the Hilltop Working Group, city staff, and the consultant team. The planning process reflected the Hilltop Subarea Plan Community Working Group's commitment to fully and effectively engage the Hilltop community in the creation of a plan and implementation strategies that fully incorporate the community's aspirations and potential.

Stakeholder Focus Groups

A series of focus group discussion sessions were conducted at the Peoples Community Center in Hilltop. During a three-day period over 45 individuals participated in 13 separate topic focus group discussions. Each focus group session lasted an average 1.5 hours.

The participants were asked to share their concerns, hopes, issues and visions for the Hilltop Subarea. The consultant team posed follow up questions if additional clarification was needed. Participants were encouraged to state their views and suggestions even when they strayed from the topics for which the focus groups were initially organized. The comments and suggestions provided from the focus group sessions are provided in Appendix A of the Draft Hilltop Subarea Plan.

Surveys

Internet and mail-back surveys were conducted for residents, business owners, employees, and customers. The online surveys were posted on the city website at www.cityoftacoma/MLKPlan from January to April 2012. Hard copy resident and customer surveys were distributed and collected from display boxes at Safeway, Save-A-Lot, Jones BBQ, Goodfellas Barbers and Fashion, and the Sam and Terry Barber Shop. Business owner and employee surveys were mailed to every business that had a city business license within the Hilltop neighborhood. Surveys were completed by 42 HIlltop business owners, 45 employees, 22 customers, and 69 adult residents. The results of the survey are provided in Appendices B, C, D, and E in the Draft Hilltop Subarea Plan.

Charettes

Charettes, or brainstorming sessions, were conducted in classrooms at McCarver Elementary School on March 22, 2012, involving 38 people along with consultant facilitators and scribes. The participants were self selected based on invitations emailed to all survey respondents and focus group participants, and publicized to the public at large through posters and newspaper notices.

The purpose of the charette was to solicit likes and dislikes about Hilltop in general, and then focus on identifying priorities, results, and measurements related to the highest priority topics identified by those who participated in the surveys and focus group sessions. Charette participants were organized into two groups to develop priority results and performance measurements that would best help realize Hilltop's strategic objectives. Results were transcribed and

grouped, and are provided in Appendix F of the Draft Hilltop Subarea Plan.

McCarver Elementary School Student Charrette

This charrette was conducted at McCarver after hours in April 2012 by University of Washington Tacoma students and Tacoma Planning Division interns. The students were self selected based on invitations from their teachers. The purpose of the charrette was to determine the student's perspectives on Hilltop's existing conditions and their aspirations for the future community. The results were photographed and transcribed for review at subsequent open houses for public review and comment. Results are provided in Appendix G of the Draft Hilltop Subarea Plan.

Community Open House

An Open House event was held on May 24, 2012 at Evergreen State College, and was attended by 55 people. The results of the focus group sessions, surveys, and charrette were displayed along with the proposed actions that resulted from the input. A hand-out survey was distributed at the open house and later posted on the City's Hilltop Subarea Plan website. The survey was completed by 60 people and the results are provided in Appendix H of the Draft Hilltop Subarea Plan.

Housing Survey

A custom, online housing survey was distributed from August through October 2012 to all interested residents, employees of the MultiCare and Franciscan Health System's facilities, and students of Evergreen State College Tacoma, University of Washington Tacoma and Bates Technical College. The survey was completed by 104 parties who had an interest in commenting on potential rental or for-sale housing in a mixed-use, mixed-income project located located within Hilltop that would have characteristics similar to two examples:

- Denny Park Apartments – a 50 unit, 6-story building located a half-block north of Denny Park in Seattle owned and operated by the Low Income Housing Institute (LHI) of Seattle
- Pontedera Condominiums – a 94 residential unit and 8 live/work commercial loft 6-story building located near Seattle's downtown core developed by HomeSight, a nonprofit developer of workforce housing for first time homebuyers

Survey results are provided in Appendix I of the Draft Hilltop Subarea Plan.

The City hosted a community open house in December of 2012 to provide stakeholders with an opportunity to learn more about and comment on the draft Hilltop Subarea Plan and DEIS.

Hilltop Subarea Plan survey

After the Draft Subarea Plan was issued in late 2012, another survey was conducted with community members. The purpose was to give stakeholders and other interested parties an opportunity during the DEIS review period to express their preferences and priorities concerning specific proposals and financing implications in the Draft Subarea Plan. The survey results are provided in Appendix 1 of the Hilltop Subarea Plan Final Environmental Impact Statement.

HILLTOP WORKING GROUP PARTICIPANTS

The Hilltop Subarea Plan was developed in partnership with members of the Hilltop Subarea Plan Working Group. The group consists of a variety of public, nonprofit, and private parties who have been active in the Hilltop community for a significant period. Participants are listed below (in alphabetical order):

Allen Renaissance

Allen Renaissance is a nonprofit, community-development organization organized in 1999 to combat community deterioration and juvenile delinquency, to provide relief and affordable housing to the underprivileged, and to advocate for the advancement of quality education for all children.

www.allenrenaissance.org/

Associated Ministries

Associated Ministries represents more than 680 congregations in Tacoma-Pierce County, particularly 250 congregations with whom they work closest through ministries, programs, and services, and are compelled to speak publicly about issues in society.

associatedministries.org

Bates Technical College

Bates College serves approximately 3,000 career training students and 10,000 more community members on three campuses, in programs such as Continuing Education, Home & Family Life, High School, General Education and Basic Studies, Business & Management Training Center, and others. Bates' main campus is located on Yakima Avenue just east of the Hilltop Subarea.

www.bates.ctc.edu/

Black Collective

The Black Collective is a volunteer leadership organization engaged in addressing issues affecting the Black community of Tacoma and Pierce County. It is open to anyone in the black community. There are four subcommittees that address the issues of education, economics, social justice, and politics.

tacomablackcollective.org/

Central Neighborhood Council

In 1992, the Tacoma City Council created the Neighborhood Council Program, and divided the city into 8 designated neighborhoods, each of which formed an independent, volunteer-led, nonprofit organization of residents, business owners, and employees from the neighborhood. These neighborhood councils advise the City Council on issues important to their neighborhood(s), and seek consensus of the residents to develop a specific mission and activities. The Central Neighborhood includes a large portion of the Hilltop Subarea.

cnc-tacoma.com/

Centro Latino

Centro Latino program services are made possible through funding support from Pierce County, City of Tacoma, Tacoma-Pierce County Health Department Family Support Partnership, KeyBank, Washington State Department of Commerce, United Way of Pierce County, and WorkForce Central.

www.clatino.org/

Colored Women's Association/Club (CWC)

CWC is a nonprofit organization established exclusively for charitable service. The Association's mission is to promote and improve health, education, economic, and cultural awareness so that lives and relationships are improved and the quality of the community is enhanced. Since 1944, the Tacoma CWC has assisted women and families through educational endeavors, civic organizations, and social functions. The Association currently hosts four active clubs: The Asberry Culture Club, The McCabe Twenty Club, the Matrons, and the Future Sevens, and operates the Association's center located at 2316 Yakima Avenue.

tacomacwc.org/

Community Health Care

Community Health Care is a private, non-profit organization created in 1987 when the clinical system separated from the Tacoma-Pierce County Health Department. The clinic was founded in 1969 when local physicians and concerned citizens, recognizing the problems of access to quality health care for the county's low-income and uninsured residents, established two volunteer clinics to help fill that void. The organization operates five medical and two dental clinics, and has just completed building a new clinic in the Hilltop Subarea.

www.commhealth.org/

Evergreen State College

In 1982, Evergreen-Tacoma was formally established on the corner of MLK Jr Way and 12th Street. Evergreen's Tacoma program is committed to providing junior- and senior-level students with a community responsive interdisciplinary liberal arts education. The Evergreen Tacoma campus culture is diverse, with a world class faculty and student body who engage in meaningful study and collective action for the purpose of making positive and lasting change.

www.evergreen.edu/tacoma/

Franciscan Health System

Franciscan Health System is based in Tacoma, and includes 5 full-service hospitals (St. Joseph Medical Center, Tacoma; St. Francis Hospital, Federal Way; St. Clare Hospital, Lakewood; St. Anthony Hospital, Gig Harbor; St. Elizabeth Hospital, Enumclaw); Franciscan Medical Group, a regional network of primary-care and specialty-care clinics, physicians and other professional providers; in-home and inpatient hospice and palliative services; same-day surgery centers; dialysis centers; occupational health and physical therapy clinics; and centers for advanced medicine in women's care and heart and vascular services.

www.fhshealth.org/

Hillside Development Council (HDC)

HDC membership consists of property owners, business owners, workers, and residents of the area on the "side of the hill" on the eastern edge of the Hilltop Subarea. HDC's primary areas of emphasis are public safety and working to provide a more vibrant area to work, live and invest. The HDC was founded 2002 in response to the plan to move Nativity House to the corner of Jefferson Avenue and 23rd Street. Since, HDC has evolved into an organization working for the betterment of the greater neighborhood.

hdctacoma.org/

Hilltop Action Coalition (HAC)

HAC is a community based coalition working to mobilize and empower diverse individuals, families, businesses, and other public and community organizations to build a safe, clean, healthy, dynamic, united community. Originally organized to respond to gangs, drugs, and crime on the Hilltop, the Coalition now also works on other issues that affect neighborhood stability, such as housing, health, and a clean environment. The Coalition focuses primarily

on empowering and assisting residents to effectively improve life on their blocks. The Coalition also helps departments of the City of Tacoma better understand how they can serve residents of the Hilltop.

www.hilltopactioncoalition.com

Hilltop Business District Association

The Hilltop Business District serves as heart and primary local commercial center for the Hilltop neighborhood. A rich history as one of Tacoma's oldest neighborhoods and a strong sense of community are part of what make the Hilltop neighborhood so special. The area is home to one of the city's largest concentrations of churches as well as several other community institutions, including St. Joseph's Medical Center, the Evergreen State College and Bates Technical College.

www.tacomabusinessdistricts.com/Page.aspx?nid=40

Historic Tacoma

Historic Tacoma's mission is to "promote, conserve and enhance Tacoma's architectural character." Historic Tacoma uses three strategies to accomplish that mission: education, advocacy and preservation. Historic Tacoma's advocacy purpose is to provide a collective, trusted voice advocating for issues that affect the conservation and re-use of Tacoma's architectural heritage. Historic Tacoma's strategies include a Resource Network, Partnerships, Discussion Forums, Position Statements, Local Testimonials, Outreach, and Programming. Historic Tacoma's 2012 Advocacy Agenda includes: Continue neighborhood focus; Work on related public policy issues; and Cultivate relationships.

www.historictacoma.org

McCarver Elementary School

Located at South 21st Street and Yakima Avenue South, McCarver is part of the Tacoma School District and one of the oldest institutions and structures (1925) within the Hilltop Subarea. In 1968 McCarver Elementary became the nation's first Magnet school. Today, more than 250 community volunteers assist McCarver students in developing and reinforcing reading skills and self-esteem. Working with the Tacoma Housing Authority (THA), McCarver was accepted as an International Baccalaureate Primary Years Program (IBPYP) Program candidate school and is working toward passing a certification visit during the 2013-2014 school year.

www.tacoma.k12.wa.us/sites/schools/McCarver

MultiCare Health Systems

MultiCare Health Systems is a not-for-profit health care organization with more than 9,100 employees and a comprehensive network of services throughout Pierce, South King, Thurston and Kitsap counties. MultiCare operates five hospitals including, Mary Bridge Children's Hospital and Tacoma General Hospital located in the north end of the Hilltop Subarea. MultiCare's voluntary charity care policies are among the most generous in the country. All patients with income below 200% of the poverty level ($40,000 per year for a family of four) receive a 100% discount, and patients with income between 200-300% receive a graduated discount. Mary Bridge patients with family income below the 300% level, ($61,950 per year for a family of four) receive a 100% discount.

www.multicare.org/

New Tacoma Neighborhood Council

The New Tacoma Neighborhood Council's boundaries include the northern portion of the Hilltop district. The Council includes representatives of many community organizations each with their own focus and geographic range including the Dome District, Downtown Merchants Association, Hillside Development Council, Hilltop Action Coalition, Safe Streets Campaign Weed & Seed Program, Stadium Business District, Tacoma Avenue Coalition, and the Hilltop Business District.

newtacoma.org/

Shared Housing Services

Shared Housing Services is an independent, non-profit 50l(C)3 social service agency working cooperatively with other community agencies to ensure basic needs of low-income community members are met.

www.sharedhousingservices.org

Tacoma Housing Authority

The Tacoma City Council formed the Tacoma Housing Authority (THA) in 1940 to address a "shortage of safe and sanitary dwellings accommodation in the City of Tacoma, Washington available to persons of low-income at rentals they can afford" and to participate in the new federal housing programs. The mission of the THA is to provide high quality housing and supportive services to persons and families in need. THA seeks to do this in ways that strengthen communities and help them be safe, vibrant, prosperous, attractive and just.

www.tacomahousing.org/afternoon.html

Tacoma Ministerial Alliance (TMA)

TMA was established during the mid 1980's by a coalition of pastors, lay ministers and community leaders as a not-for-profit, faith based organization. The organization works collaboratively with many other community and faith-based organizations by advocating for issues; such as: freedom of worship expression, social and economic equality through academics, and raising the social conscious of underrepresented populations in our community. TMA has been a central voice in the community since its inception. This ecumenical group of churches pools resources to help members connect with community organizations by providing workshops and advocacy opportunities with and for the African American Community.

The organization has been on the front line in the battle against institutional discrimination and disparate treatment in the work place, housing and banking. More recently, TMA functioned as catalyst on behalf of one of the most collaborative endeavors that began in 2010, the "Thousand Man March" on the Hilltop to bring attention to on-going specific social injustices. TMA provides more than 20 scholarships annually, and advocates by helping connect constituents with their representatives in Olympia.

associatedministries.org/over-25-years-of-local-advocacy-the-tacoma-ministerial-alliance/

Tacoma Urban League

Founded in 1968, the Tacoma Urban League is devoted to empowering African Americans and other disenfranchised groups to enter the economic and social mainstream across the greater Tacoma-Pierce County Community. Through the generous support of corporate and philanthropic community along with many dedicated volunteers the Tacoma Urban League has trained, educated, employed and advocated for over half a million individuals and families.

thetacomaurbanleague.org/

Tacoma-Pierce County Affordable Housing Consortium (AHC)

AHC is a non-profit association of over 50 organizations who develop, build, finance, or manage affordable housing in Pierce County, or support its availability in other ways. Members include non-profit housing developers and providers (both private and public), builders, financial institutions, government entities, advocates, individuals, and support service providers. The mission of the AHC is to advocate for expanded opportunities for non-profit corporations and others to finance, produce, and manage housing for low-income people.

www.affordablehousingconsortium.org

University of Washington Tacoma (UWT)

UWT was founded in 1990 to provide opportunities for bachelors and masters degrees to students located in the South Puget Sound region of Washington State. The campus consists of approximately 420,000 sq ft in downtown Tacoma's Union Station neighborhood. Originally established as a 2-year institution focused on 4-year degree completion for transfer students, UW Tacoma welcomed its first freshman class in 2006. UWT is an urban-serving university, and is a member of the Coalition of Urban Serving Universities, a network of public, urban, research universities committed to creating an educated workforce, building strong communities and improving the health of diverse populations.
www.tacoma.uw.edu/

Wedge Neighborhood Historic District

The Wedge Neighborhood Historic District was established in 2011 by City Council in response to a request submitted by neighborhood residents. It is significant in its representation of a pre-WWII middle class Tacoma neighborhood, and the profiles of its residents, which cut across professions and backgrounds. The original Wedge settlers were a very diverse group of people from all walks of life, and from many parts of the country and world, many hailing from Germany, Sweden, Norway and England. The population included pioneers, successful merchants and businessmen, European immigrants, westward travelers, as well as professionals and civil servants.
www.cityoftacoma.org/Page.aspx?hid=13991

VISION

The following Vision is the result of an extended collaborative effort between Hilltop stakeholders, City staff, and the consultant team:

Restore the HIlltop district as a place where people live, work, and play.

Specifically, plan to realize the following key elements:

- A brand – that establishes a positive Hilltop image and identity that reflects the community's past and potential.
- Diverse populations – including employment, housing, and community services to support all racial, ethnic, and religious populations.
- Diverse ages - providing housing and community services to support of all age groups including youth, young adults, family starters, middle families, empty nesters, and seniors.
- Diverse households – providing housing and community services to support all household types including single individuals, couples, single-headed families, and nuclear family households.
- Mixed income – with employment and housing opportunities to support all income levels.
- Mixed use – with sufficient retail, commercial, services, offices, and other land uses to support the Hilltop population and serve as a destination for surrounding neighborhoods.
- Sustainable – limiting the impacts on the environment from human activities using, and creating a community that is ecologically and economically self-sufficient.
- Respectful – preserving Hilltop history, significant landmarks, and culture as the community continues to develop and evolve.
- An urban form – that blends the various Hilltop elements including hospitals and other larger institutions with mixed residential uses, and major and minor transportation corridors such that Hilltop

provides an identifiable and functional form to community residents and the rest of the city.

- Human-scaled – such that new infill urban development projects produces mass and form that respects existing developments and a human scale.
- Public spaces – incorporating public and privately-accessible open spaces, parks, plazas, special event staging areas, and other features where the community may congregate.
- Quality architecture – that respects Hilltop historical buildings and features, a pedestrian scale, and the vistas and viewpoints within Hilltop and with the Downtown and other physical features.
- Quality streetscape – incorporating high quality walkways, street trees, artworks, signage, furnishings, and other improvements that are appropriate to and unique of Hilltop.
- Multimodal – creating a village that promotes walking, biking, and transit as a means of transportation in addition to vehicular.
- Connected – using all transportation modes to access Hilltop with the Downtown, South Downtown, and rest of Tacoma.

The Vision for Hilltop is a thriving, equitable urban community that offers a rich spectrum of opportunities to live, learn, work, and play. To achieve that Vision, one of the primary goals of the Hilltop Subarea Plan & EIS is to promote economic development. In Hilltop today, lack of economic development is a major impediment to sustainable growth as well as the most significant root cause of adverse impacts to the community. This planning effort is motivated by a belief that innovative interventions will help Hilltop achieve its potential for economic development and that this outcome will maximize net environmental and community benefits.

Over recent decades, Hilltop has seen relatively low levels of economic development, which has resulted in a variety of negative impacts on the community, including underutilized property, buildings in disrepair, loss of historic structures, limited economic opportunity, and lack of urban livability in general.

Redevelopment is the critical step to realizing Hilltop's potential to provide equitable livability and a diverse, thriving economy while minimizing environmental impact. This point of view is endorsed by a plethora of public policy spanning the federal, State, regional, County, City, and neighborhood levels, and is supported by a mountain of research and studies on "smart growth." Creating a compact, mixed-use, transit-rich community in Hilltop is precisely the kind of smart growth that will help the City of Tacoma and the surrounding region achieve established goals for sustainable growth. At the local level, another significant benefit that would be provided by Hilltop redevelopment—housing in particular—is equitable access to the amenities of the City, including economic opportunity, education, culture, entertainment, and transportation.

Redevelopment introduces the risk of displacing existing homes and businesses, but fortunately, because Hilltop has a relatively large amount of underutilized buildings and vacant land, the risk of displacement is less pronounced than in other urban areas. However, the City will also monitor the potential for displacement as part of its affordable housing monitoring system for the Hilltop, and will develop mitigations as necessary. Ultimately, the goal of the Subarea Plan is to encourage redevelopment that complements and reinforces the existing social fabric and economy. New jobs and housing in Hilltop will expand the customer base for many existing businesses, retail in particular.

Action-based Plan

Based on input from the Hilltop Subarea Plan Working Group, this Subarea Plan was crafted to focus on proposing tightly defined actions with direct connections to achieving tangible results that will further Hilltop goals. These actions are stated throughout the document in appropriate topical sections, each associated with an umbrella goal. To provide an overview of this action-based approach all of the Subarea Plan's the goals and actions are listed in Table 6-1.

TABLE 6-1 HILLTOP GOALS AND PROPOSED ACTIONS

NEIGHBORHOOD RESOURCES	
GOAL NR-1	**Create local employment opportunities**
ACTION NR-1.1	**Database:** Inventory available mixed use properties, buildings, and resources in the Hilltop Subarea to create a local database with which to identify opportunities during business and developer recruitment efforts.
ACTION NR-1.2	**Business outreach:** Integrate public, nonprofit, and private business efforts and communications in the economic recruitment process to maximize impacts and allocate resources, as well as encourage recruitment of existing Hilltop residents to local employment opportunities.
ACTION NR-1.3	**Economic sustainability:** Recruit businesses that employ technical, professional, and managerial skills offered by and/or able to be developed for Hilltop residents to facilitate live/work sustainability in Hilltop.
ACTION NR-1.4	**Medical/health sector:** Retain and recruit businesses that support and can expand the health related services and products offered by the MultiCare and Franciscan Health Systems and Community Health Care as well as the growth of these institutions proper in the Hilltop area.
ACTION NR-1.5	**Education sector:** Retain and recruit businesses that can support and expand on the opportunities created by the association of UW Tacoma, Evergreen State College Tacoma, and Bates Technical College with Hilltop Subarea business and employment development potentials.
GOAL NR-2	**Market and develop the Hilltop Business District**
ACTION NR-2.1	**Marketing:** Identify and recruit businesses to fill critical gaps in retail sales and services such as coffee shops and restaurants, entertainment, personal and professional services as well as women's and children's clothing, etc.
ACTION NR-2.2	**Design:** Initiate a competitive grant and low cost loan program, potentially using BID funds (see also NR-10), to enhance retail storefronts including signage, display windows, building facades, and other improvements, with a focus on the core area around MLK and 11th.
ACTION NR-2.3	**Promotion:** Initiate and expand retail sales and other events and activities including sidewalk cafes and vendors, farmers' and public markets to attract customers within and into the Hilltop area.
ACTION NR-2.4	**Organization:** Adopt the National Trust for Historic Preservation's Main Street 4-Point program by the Hilltop Business District Association to organize marketing, design, and promotion strategies.
ACTION NR-2.5	**Financing:** Adopt a Business Improvement District (BID) or Business Improvement Area (BIA) with which to assess benefiting properties and businesses for the cost of instituting coordinated marketing, design, and promotional activities and physical improvements and maintenance in the Hilltop Subarea.

ACTION NR-2.6	**Interim storefronts:** Continue working with Spaceworks and other entities to institute temporary artist galleries or similar uses in vacant storefronts or buildings in order to provide visual interest and activity while the building is being marketed for a permanent tenant or owner.
GOAL NR-3	**Attract and promote Hilltop arts and cultural resources and potentials**
ACTION NR-3.1	**Marketing:** Conduct regular market surveys of resident and out-of-area attendees to Hilltop community events, festivals, and facilities such as Ethnic Fest, People's Park, People's Community Center, and Wright Park to determine their characteristics, expenditure patterns, sources of information, and other behavior with which to maximize their attraction to Hilltop and their beneficial economic impact on Hilltop businesses and activities.
ACTION NR-3.2	**Design:** Redefine the Hilltop brand to include arts and historical based themes and install artworks, gateways, way-finding signage, walking tours, maps, and streetscape at the entrances into and of significant landmarks in Hilltop.
ACTION NR-3.3	**Promotion:** Create a Hilltop arts website and utilize social media such as Google maps, Facebook, and Twitter to announce, promote, and attract out-of-area residents and tourists to an expanded year-round calendar of events and festivals for performing, literary, culinary, fine, and other arts interests.
ACTION NR-3.4	**Organization:** Create a central clearinghouse organization with which to coordinate schedules, advertisements, events, productions, and other theatrical, literary, culinary, fine, and other promotions in order to maximize Hilltop arts potential and promotional effectiveness.
GOAL NR-4	**Preserve Hilltop history and create history and art projects in Hilltop**
ACTION NR-4.1	**Art and history walking tours:** Sign and create audio and phone apps for walking tours of Hilltop historical sites, buildings, and other visually interesting and significant landmarks for local recognitions as well as for historical tourist attractions.
ACTION NR-4.2	**Preservation of key historic resources:** Complete the ongoing city-wide historic resources inventory and then conduct a focused evaluation of and community discussion about historic buildings within the Hilltop district to identify the most critical buildings to be retained and explore incentives, such as historical transfer of development rights (TDR), and regulatory tools to support their preservation and continued use.
ACTION NR-4.3	**Artist live/work:** Develop affordable artist live-work-teach-display-sell galleries and workshops as well as live-work housing opportunities to retain and attract young and emerging talent in Hilltop.

ACTION NR-4.4	**Farmers/Public Market:** Establish a seasonal and possibly year-round farmers/public market with all-weather structures, available parking, and increased visibility to provide expanded access to locally-produced and healthy foods, serve residents and attract out-of-area customers into the Hilltop Subarea.
GOAL NR-5	**Engage Hilltop area youth in education, employment, and civic opportunities**
ACTION NR-5.1	**Education:** Expand school/community relations to include volunteer mentor and peer group support with the participation of the Tacoma Public Schools, Tacoma Housing Authority, UW Tacoma, Evergreen State College Tacoma, Bates Technical College, and others to improve educational opportunities, library oriented literacy skills, test scores, and the reputation of McCarver School and other area youth in the community and marketplace.
ACTION NR-5.2	**Employment:** Create a youth job placement service offering part and full-time internships, job readiness training, and employment opportunities with Hilltop businesses and organizations for area youth.
ACTION NR-5.3	**Civic participation:** Create youth civic participation opportunities where youth can access library oriented literacy services, mentor children or adults, promote events or social outreach, construct projects or enhance the environment, network careers or occupations, or create fine and performance art as youth members of Hilltop public and private organizations.
ACTION NR-5.4	**Social activities:** Expand youth social and recreation oriented activities and facilities that offer evening and after school peer group interactions and events.
GOAL NR-6	**Create affordable, healthy, mixed-use, mixed-income, and mixed-household housing**
ACTION NR-6.1	**Housing options:** Increase housing choice by type, price, tenure, and location to house a mixed age, household, and income population in or near employment centers, transit corridors, and recreational sites to provide increased live/work/play opportunities in the Hilltop area.
ACTION NR-6.2	**Affordable housing:** Award additional density, reduced parking requirements, reduced permit fees, and/or other measures for new housing projects that promote rental and sale workforce housing for moderate income working households employed or resident within Hilltop.
ACTION NR-6.3	**Distribution affordable housing:** Incorporate moderate and low income housing opportunities in mixed use and mixed income building and project developments to avoid concentrating too much subsidized housing in one building or area.
ACTION NR-6.4	**Special populations:** Continue to provide social services and housing assistance for our most vulnerable residents, including homeless, addicted, mentally ill, disabled or otherwise medically challenged, and domestic violence individuals and households by Hilltop social service agencies and organizations.

GOAL NR-7	**At least twenty-five percent of the total housing units in Hilltop shall be affordable to households earning up to 80 percent of the countywide median income, and at least half of that (12.5 percent) shall be affordable to households earning up to 50 percent of the countywide median income.**
ACTION NR-7.1	Establish an affordable housing monitoring system for the Hilltop Mixed-Use Center, which will include measures to track and mitigate the potential displacement of residents who currently live in Hilltop.
ACTION NR-7.2	Explore the creation of a system that activates policies and regulations designed to promote the production of new affordable housing when affordability trends project a future shortfall.
GOAL NR-8	**Enhance Hilltop governance and support Subarea Plan implementation**
ACTION NR-8.1	**NGO participation:** Integrate nongovernmental organizations (NGOs) such as the Hilltop Business District Association, Central Neighborhood Council, Hilltop Action Coalition, and others, including property owners, businesses, residents and institutions into the implementation of the Hilltop Subarea plan actions and strategies.
ACTION NR-8.2	**Communication:** Establish effective public information and feedback materials and conduct frequent town halls, public open houses, and other events at locations in the Hilltop Subarea to encourage public access and facilitate dialogue on Hilltop Subarea Plan implementation priorities, policies, programs, projects, and budgets.
ACTION NR-8.3	**Strategy development:** Extend and coordinate the implementation resources of public, nonprofit, and private organizations to continue strategizing and implementing the Hilltop Subarea Plan.
ACTION NR-8.4	**Assess performance results:** Conduct regular "State of Hilltop" program, project, and budget assessments including public, customer, and business surveys to determine the effectiveness, performance, and priority of subarea plan actions, as well as how redevelopment affects neighborhood cohesion.
OPEN SPACE	
GOAL OS-1	**Expand Hilltop open space, parks, and recreation opportunities**
ACTION OS-1.1	Pursue the creation of a green pedestrian connection between Hilltop and the UWT; collaborate with UWT on developing concepts for a hillclimb that will best support an extension all the way into Hilltop; explore potential alignments between Tacoma Way South and MLK Jr Way.
ACTION OS-1.2	Pursue the creation of a green pedestrian connection between Hilltop and the Brewery District, focussing on South 23rd Street as the preferred alignment**.**
ACTION OS-1.3	Designate a system of coordinated open spaces, conservation corridors, greenways and green streets to link Hilltop parks and community facilities, and connect Hilltop to adjacent neighborhoods, the Prairie Line Trail, UWT, and the Thea Foss Waterway.

ACTION OS-1.4	Plant community gardens on vacant sites as well as other available lands within Hilltop to restore habitat, grow healthy foods for local use, and improve visual appearances, in some cases to serve as temporary uses on sites waiting for redevelopment.
ACTION OS-1.5	Complete the planned renovations to the People's Community Center and Pool.
ACTION OS-1.6	Explore establishing a phased-in development impact fee to fund open space improvements in Hilltop.
ACTION OS-1.7	Depending on the specific location, context, and timing, consider applying the full range of open space strategies listed in the *Other Open Space Strategies* section of Chapter 4.
GOAL OS-2	**Promote Hilltop environmental sustainability opportunities and performance**
ACTION OS-2.1	**Stormwater:** Develop rain gardens, green roofs and walls, bio-filtration swales, and other green development features in and around the Hilltop Subarea's facilities and "green" streets, as well as in new project developments.
ACTION OS-2.2	Develop partnerships and seek funding from the City of Tacoma Public Works Department, the Center for Urban Waters, Citizens for a Healthy Bay, the Puget Sound Partnership, the Department of Ecology, the U.S. EPA, and other organizations to develop natural drainage features in existing and planned open spaces.
ACTION OS-2.3	**Natural habitat:** Plant street trees, reforest open spaces, remove invasive species, and promote use of native and drought resistant plants to restore wildlife habitat in and around Hilltop's public facilities and within Hilltop's green, urban, and parkway street corridors.
MOBILITY	
GOAL M-1	**Modify traffic management methods in coordination with the City's proposed modifications in Downtown**
ACTION M-1.1	Move traffic analysis and mitigation for the Hilltop Subarea from SEPA to new engineering codes.
ACTION M-1.2	Set the motor vehicle level of service standard to LOS "E" and the transit level of service to LOS "D".
ACTION M-1.3	Implement a monitoring program to collect transportation and land use performance data every five years.
ACTION M-1.4	Implement an Adaptive Management and Mitigation Program to address potential future impacts to mobility as the Subarea builds out.

GOAL M-2	**Expand pedestrian networks within Hilltop and connections to the rest of the City.**
ACTION M-2.1	Initiate a City program to create a prioritized list of pedestrian crossing improvements in Hilltop along with a plan for implementing the improvements.
ACTION M-2.2	Initiate a City program to create a prioritized list of pedestrian connector improvements in Hilltop along with a plan for implementing the improvements.
ACTION M-2.3	Explore potential strategies and collaborations to create pedestrian hillclimbs from the UWT and from the Brewery District.
GOAL M-3	**Expand bicycle networks within Hilltop and connections to the rest of the City**
ACTION M-3.1	Implement the City's proposed active bicycle infrastructure projects in Hilltop as identified in the Mobility Master Plan, and prioritize the South J Street Bicycle Boulevard.
GOAL M-4	**Implement Tacoma's Complete Streets typologies in Hilltop**
ACTION M-4.1	Assign Complete Street types to Hilltop streets as illustrated in Figure 5-14 in Chapter 5.
ACTION M-4.2	Implement Complete Streets reconfigurations of Hilltop streets based on a priority that focuses on the MLK Jr Way business district.
ACTION M-4.3	Continue to pursue PSRC prioritization and funding of the MLK District Complete Streets Project.
GOAL M-5	**Expand transit/streetcar service in Hilltop**
ACTION M-5.1	Continue to support the selection of the North Downtown Central Corridor (E1) alternative for the Sound Transit LINK light rail extension.
ACTION M-5.2	Support a two way alignment on MLK Jr Way for the LINK light rail expansion.
ACTION M-5.3	Actively engage Sound Transit to collaborate on street designs that will most effectively support Hilltop's vision and goals.
ACTION M-5.4	Actively engage Sound Transit to collaborate on station siting and design that will most effectively support Hilltop's vision and goals.
ACTION M-5.5	Retain and expand Pierce Transit's schedules and stops to include hours and routes that support Hilltop employees and residents, particularly at MultiCare and Franciscan Health System's Hospitals, Community Health Care and within the business district core.

LAND USE	
GOAL LU-1	**Refine zoning and development regulations for the Hilltop Subarea**
ACTION LU-1.1	In recognition of the traditional name for the area and the need for consistent branding, rename the "Martin Luther King Jr. (South 11th & MLK Jr. Way) Mixed-Use Center" to the "Hilltop Mixed-Use Center."
ACTION LU-1.2	Implement the zoning conversions described in the *Land Use Code Updates* section of Chapter 6.
ACTION LU-1.3	Expand the Hilltop Mixed-Use Center boundary to include the proposed rezone to HMX located west of South L Street and south of Division Avenue.
ACTION LU-1.4	Explore modificiations to the administrative design review process that will support the realization of Hilltop's urban design goals and principles.
ACTION LU-1.5	**Ground floor retail requirements:** Designate Pedestrian Street mixed use ground floor retail requirements to reflect market capacity and desired concentrated retail corridor locations, with a focus on MLK Jr. Way and South 11th Street in the business district core.
ACTION LU-1.6	**Design standards:** Create and adopt a design overlay for the district that utilizes a hybrid "form-based" approach that illustrates building and street-level design objectives using examples to better address historic character, pedestrian vibrancy, compatibility and design quality issues within a flexible administrative procedure that recognizes innovation.
ACTION LU-1.7	**View corridors:** Identify public view corridors focused on the key east-west streets in the Hilltop Subarea and create appropriate view protection measures to preserve and protect them.
ACTION LU-1.8	**Promote Live-work and Work-live opportunities in Hilltop:** Monitor the application of the new codes and suggest improvements; establish a program to promote Live-Work and Work-Live pilot projects in Hilltop; consider permitting assistance, design competitions, and other incentives.
CATALYST PROJECTS	
GOAL CP-1	**Implement catalytic development projects in Hilltop**
ACTION CP-1.1	**Browne's Star Grill/Pochert Building:** Subject to feasibility assessments, retain as much of the Browne's Star Grill and Pochert historical buildings as possible and redevelop the remaining city property for mixed use including ground floor retail, upper floor office and/or mixed income housing.

ACTION CP-1.2	**MLK Jr Way and 11th Ave Site:** Subject to feasibility assessments, support the redevelopment of the vacant properties on MLK Jr. Way and J Street at 11th Avenue for mixed use with ground floor retail, street level artist live/work housing, an educational center, and/or upper floor office and mixed income housing activities and the possible retention and incorporation of the Tally Ho Tavern building.
ACTION CP-1.3	**Municipal Service Center:** Subject to feasibility assessments, redevelop the city property housing the Municipal Services Center at MLK Jr. Way and South 13th Street for mixed use including ground floor retail with upper floor mixed income housing.
ACTION CP-1.4	**Valhalla Hall:** Promote the sensitive renovation and reuse of the former Valhalla Hall, with the potential for a mix of commercial, residential, institutional, and community spaces.
ACTION CP-1.5	**Other Potential Development Opportunities:** Promote the redevelopment of underutilized surface parking lots, vacant lands, or underused buildings for new development projects, that help to create a dense mix of uses throughout the district, including retail, restaurants, office, personal services, medical facilities, and mixed-income housing.
ACTION CP-1.6	**Coordinated Institutional Development:** Work with MultiCare and Franciscan Health Systems and any other significant, campus-like institutions to evaluate more collaborative processes with the city and community, such as development agreements, to better define and support the long-range needs of these institutions, mitigate future development impacts as appropriate, and address how such future development can allow institutions to participate in the revitalization of the Hilltop Subarea, and contribute to the health of patients, employees, and residents.
GOAL CP-2	**Support the implementation of catalytic infrastructure projects in Hilltop**
ACTION CP-2.1	Proactively collaborate with Sound Transit to ensure that the catalytic benefit of the LINK extension is maximized in terms of station design and location, and street reconfiguration.
ACTION CP-2.2	Continue to support the MLK District Complete Streets Improvement Project.
ACTION CP-2.3	Support the implemention of the proposed UWT Hillclimb, and develop concepts for extending the hillclimb further west to connect into Hilltop.
ACTION CP-2.4	Develop concepts for a pedestrian hillclimb/greenway connector between Hilltop and the Brewery District, with primary consideration given to an alignment on South 23rd Street, in coordination with South Downtown planning efforts.

GOAL CP-3	Plan and coordinate infrastructure upgrades and redevelopment
ACTION CP-3.1	Develop a district-wide infrastructure plan sufficient to service the level of development planned for this district, including the undergrounding of power lines in areas where overhead lines conflict with planned development. Prioritize the replacement and upgrading of infrastructure within the Hilltop Subarea, focus infrastructure investments based on economic development opportunities, partner with private property owners and other agencies to coordinate utility projects, and support the use of alternative financing and construction mechanisms, such as local improvement districts (LIDs).
ACTION CP-3.2	**Brownfields:** Identify all known sites of hazardous materials including former gas stations and laundries, develop appropriate mitigation strategies, and create a funding source for proactively mitigating the sites to support redevelopment.
ACTION CP-3.3	Leverage potential synergies between HIlltop catalytic projects and nearby redevelopment.

FIG. 2-1 Martin Luther King, Jr. Way, a commercial corridor anchored by the Franciscan and MultiCare medical campuses, serves as the north-south spine of the Hilltop neighborhood.

02

CONTEXT

Tacoma is the second-largest city in the Puget Sound region and the most important business center in the South Sound region. The Hilltop neighborhood is located immediately adjacent to Tacoma's downtown core, which is home to the City's largest concentration of jobs, as well as most of its major cultural and educational institutions. Downtown Tacoma has undergone significant revitalization over the past few decades, and Hilltop is well-poised to capitalize on that new energy. Hilltop's local assets include two of the City's largest healthcare facilities, an established business district and residential neighborhood, strategic proximity to local and regional assets and destinations, a unique and dynamic history, and a future Sound Transit LINK light rail investment through the core of the community. Together, these endowments create an extraordinary opportunity for positive transformation in Hilltop.

THE HILLTOP SUBAREA

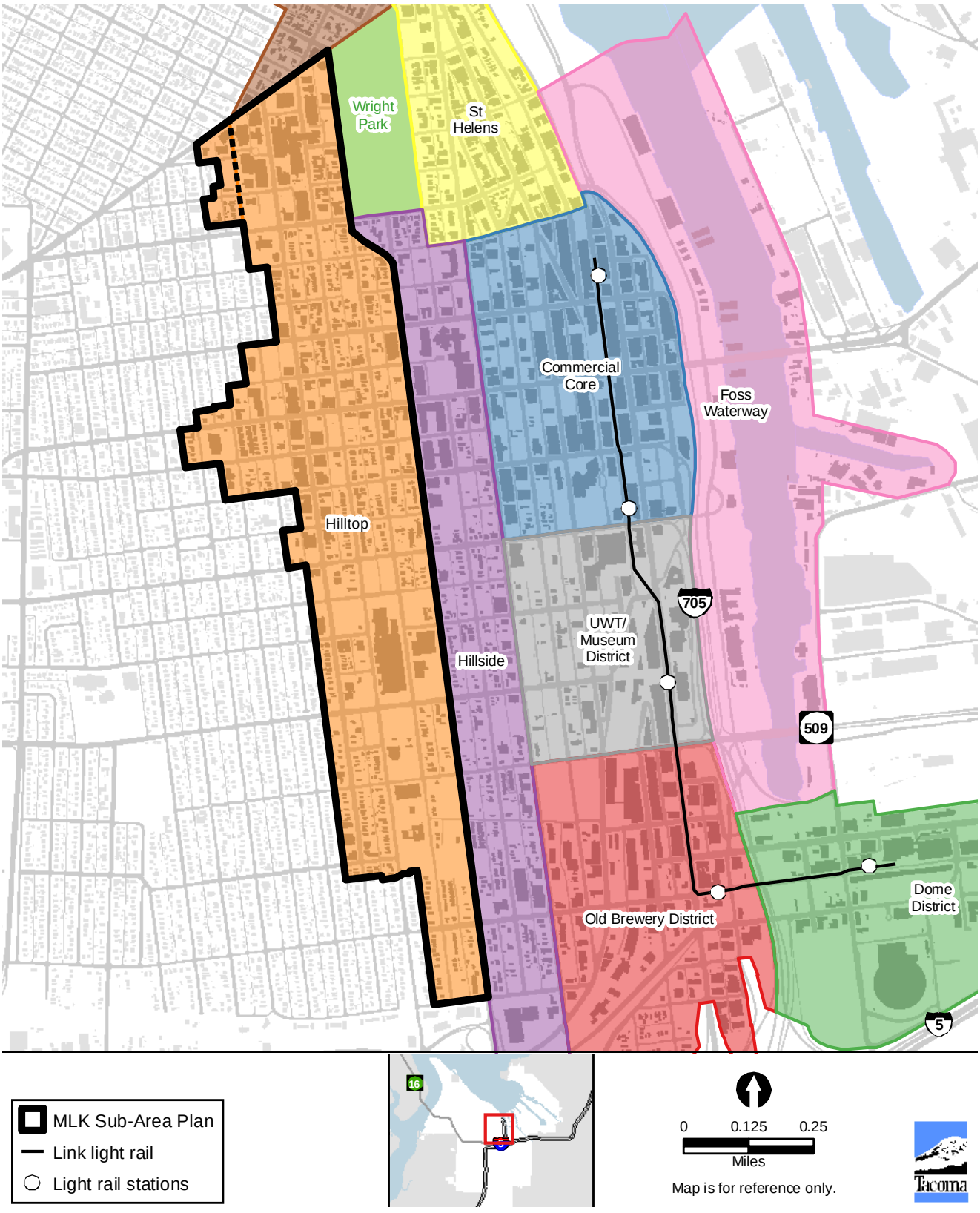
The Hilltop Subarea consists of approximately 271 acres located along the western edge of downtown Tacoma, as illustrated in Figure 2-2. Hilltop is centered on Martin Luther King (MLK) Jr Way, and spans from Division Avenue to South 27th Street. The eastern boundary runs along South Yakima Ave and South I Street, and the western boundary jogs between half block west of MLK Jr Way and Sheridan Avenue. The Subarea is a gateway into downtown and the Brewery District from neighborhoods to the west.

The HIlltop Subarea is part of the larger Hilltop community, and is located partially in the New Tacoma Neighborhood and partially in the Central Neighborhood, covering parts of the Bryant, Stanley, and McCarver districts. The Tacoma City Council changed the name of the Hilltop Business District to the Upper Tacoma Business District 2007, but then reinstated the name to Hilltop in 2011.

The Subarea is designated in Tacoma's Comprehensive Plan as a Neighborhood Mixed Use Center, one of Tacoma's 17 designated Urban, Community, and Neighborhood Mixed-use Centers (MUC). MUCs are intended to accommodate a significant share of Tacoma's future population and employment growth by encouraging a more intense level of development that is well-served by transportation options. The City's goal is for MUCs to be areas that provide a range of housing choices, employment opportunities, transit-supportive development, pedestrian and bicycle facilities, and a mix of shops, services, and public spaces.

The Hilltop Subarea is also part of Tacoma's regionally-designated Downtown Regional Growth Center, one of two regional growth centers within the City (the other is the Tacoma Mall). Regional Growth Centers are designed to absorb most of Pierce County's future population growth under the Puget Sound Regional Council's (PSRC) Vision 2040 urban development strategy.

FIG. 2-2 HILLTOP AND ADJACENT CHARACTER AREAS



Built Environment

The Hilltop Subarea contains a large number of older and some historic single and multifamily structures that were developed in response to the early streetcar system that ran north to south on MLK Jr Way between Division Street and South 25th Street, and east to west on 11th and 13th Streets between MLK Jr Way and the downtown.

The main business district is composed of about nine blocks on MLK Jr Way, centered around the intersection of South 11th Street. The district includes a number of older and contextually significant buildings located on MLK Jr Way and South 11th Street including the Kellogg-Sicker Building (aka Browne's Star Grill), Pochert Building, and Courtney Building, among others.

The district also includes the Subarea's principal retail activities: a Safeway located between South 11th Street and Earnest S Brazill Street, South M Street and South Sheridan Avenue; and the former Save-A-Lot store located between South 11th Street and Earnest S Brazill Street, MLK Jr Way and South J Street.

The Subarea's two largest institutions are MultiCare Health System's Mary Bridge Children's and Tacoma General Hospitals between Division Avenue and South 6th Avenue, and the Franciscan Health System's St Joseph Medical Center on South J Street between South 16th and 19th Streets.

Other important facilities include Community Health Care's offices and regional clinic recently completed at the southwest corner of Earnest Brazill Street and MLK Jr Way, the Group Health Tacoma Medical Center located MLK Jr Way just south of Division Ave, the People's Community Center and Pool located at 1602 MLK Jr Way, and McCarver Elementary School located at 2111 South J Street.

Bates Technical College is located along the eastern edge of the Subarea, on Yakima Avenue near S 11th St. Evergreen State College's Tacoma campus is adjacent to the Subarea on 6th Ave to the west of S L St. The University of Washington Tacoma campus begins two blocks east of the Subarea's eastern boundary.

FIG. 2-3 Historic character building on the corner MLK Jr Way and South 11th Street.

FIG. 2-4 McCarver Elementary School.

FIG. 2-5 The iconic tower of the Franciscan Health System's St. Joseph Medical Center is one of Hilltop's most distinctive landmarks.

FIG. 2-6 The neighborhood is made up of a mix of residential, commercial and institutional uses.

FIG. 2-9 MultiCare's new Milgard Pavilion.

FIG. 2-7 Mt. Rainier is visible from Hilltop on clear days.

FIG. 2-10 A mix of new and old single-family houses.

FIG. 2-8 Construction of the new Community Healthcare Clinic on MLK Jr Way.

FIG. 2-11 Multicare`s Tacoma General Hospital.

The Hilltop Mixed-Use Center was created in 1996 and the area was rezoned to promote mixed-use development. In 2009, building height limits were increased up to 45 feet near single family zones and 85 feet within the commercial core of the district through the creation of an innovative height bonus system (see Tacoma Municipal Code Section 13.06.300.E). Since then only one large-scale, mixed-use multifamily project has been developed, the 163-unit Vue 25 apartments located at Yakima Ave and South 25th Street. Several smaller scale townhouse-style projects have recently been constructed, mostly in the southern portion of the Subarea. In addition, both MultiCare and Franciscan have constructed significant medical facilities over the past few years and Community Health Care is currently constructing a new 3-story, 59,000 square foot health center along with a 3-story, 250-stall parking garage.

Aesthetics

The Subarea is located at the top edge of the hill that rises approximately 300 feet from the downtown core to the Hilltop plateau. The south end of the Subarea overlooks the Nalley Valley, Center Street and Interstate 5, and the central and northern portions overlook the downtown core, the tideflats and Thea Foss Waterway.

Spectacular views to the east can be had from most of the Subarea's east-west roads, as well as from the upper floors of most buildings on the slopes of the hillside between South J Street east to Yakima Avenue. Views include Commencement Bay, downtown Tacoma, the Thea Foss Waterway, the SR-509 Cable Bridge, the Brewery District and University of Washington Tacoma campus, the Tacoma Dome, and the Port of Tacoma waterways.

On clear days, Mount Rainier can be seen from vantage points at McCarver Elementary School and its playground, from an overlook plaza on the east side of St Joseph Hospital on South I Street, from undeveloped lots at the top of the hillside on South I and J Street, and from adjacent low density single family neighborhoods in the Hilltop Subarea, among other sites.

FIG. 2-12 A mural inspired by intergenerational relationships on the 2143 Martin Luther King, Jr. Way Building.

FIG. 2-13 The neighborhood is organized on a regular street grid with alleys running north-south through the blocks.

FIG. 2-14 Community Garden located at South 14th and South G Streets.

FIG. 2-15 Holiday decorations enliven K Street (now Martin Luther King, Jr. Way) in the winter of 1941.

FIG. 2-16 Block party in the Hilltop neighborhood, circa1940.

FIG. 2-17 Tacoma General Hospital, circa 1940.

Important visual landmarks in the Subarea include St Joseph's Hospital's iconic round, white tower, the historical water standpipe at S J St and S 20th St, McCarver Elementary School, and the large MultiCare buildings in the north end of the Subarea. Overall, Hilltop consists of diverse quilt of architectural periods, styles, and building types, and many older historic structures remain, scattered throughout the Subarea.

History

The Hilltop community was the first residential neighborhood to develop in Tacoma outside of the downtown core. Settlement accelerated after 1875, spreading up the hill from the waterfront following the Northern Pacific Railroad's decision to locate its terminus on Commencement Bay. By the 1880s, development had concentrated around South 9th, South 11th, South 15th, and South 17th Streets.

To catalyze development, property owners in the Hilltop petitioned the city for a cable car line to downtown, and in 1891 the Tacoma Railway & Motor Company opened a single track loop line up South 11th Street, south on MLK Jr Way (K Street at the time), and back down to South A Street via South 13th Street. The Tacoma cable car, one of only three in the United States, was not only a practical means of transportation but became a popular tourist attraction as well. The cable car lines were eventually expanded to connect Hilltop and the downtown to the emerging neighborhoods to the west and north.

With the cable car, development accelerated, as waves of ethnically diverse peoples from around the globe and throughout the Eastern States moved in and established the Hilltop area as a predominantly working class community. Prior to the onset of the automobile, Hilltop was the largest neighborhood district in Tacoma. Local residents did the majority of their shopping by walking along the K Street corridor, and tended to remain up on the neighborhood due to the steep grade to the east. With the level walking environment and the streetcar and cable car connections to the City, Hilltop thrived as a business district.

Hilltop and the City of Tacoma as a whole underwent an adverse transformation in the late fifties and early sixties. Local industries went into decline, the automobile become more prevalent, and suburbs began to emerge. The opening of the Tacoma Mall accelerated the decline of the traditional commercial areas in downtown and Hilltop. Many established residents moved out of the area and often become absentee landlords. Lack of investment in upgrades to deteriorating property led to continuing decline. In the past decade however, this decline has begun to reverse for the City and for Hilltop, and positive changes in the community are already evident.

SOCIOECONOMIC CONDITIONS

In recent years there have been notable success stories and areas of marked improvement in the Hilltop Subarea. Many residents and visitors to Hilltop appreciate the human-scaled, "village" feel, and those permanent residents who endured the turbulence of the 1980's and 1990's have begun to enjoy the benefits of an improving community. However, much of Hilltop—particularly the MLK corridor—continues to be characterized by neglected homes and commercial buildings, and a lack of positive street level activity. Currently, commercial activity and investment lags behind other areas of the city.

With numerous social service organizations providing front line services for families and individuals in distress, along with one of the City's largest concentrations of rental property, the Hilltop tends to have relatively high numbers of families in transition. These conditions all contribute to perceptions of a generally underperforming district.

The challenges facing Hilltop are also reflected in McCarver Elementary School, which in 2008 experienced 115% turnover, with over 93% of students qualifying for free and reduced lunches. In Fall 2011 the Tacoma Housing Authority (THA) launched a program that provide up to five years of rental support for up to 50 families who are homeless or at risk of homelessness and who have a child enrolled in kindergarten through 2nd grade at McCarver Elementary School (see the

LEED for Neighborhood Development

In April 2012 the City, in partnership with Smart Growth America, conducted a workshop to apply the LEED-ND rating system to the Hilltop Subarea. The purpose of the workshop was to support the planning effort in the Subarea by evaluating the existing conditions and identifying opportunities for improving sustainability over the next 20+ years.

In two half-day sessions, about 20 staff and community members completed an informal LEED-ND scorecard for the Hilltop Subarea which resulted in a preliminary rating of "Gold" (the second highest rating). This high rating reaffirms the significance of the Subarea planning effort, and reflects Hilltop's valuable assets in terms of infrastructure, development patterns, location, public institutions, community facilities, and more. The analysis also identified key opportunities for guiding future growth in a way that improves the sustainability of the community over time, such as:

- Improving multi-modal linkages, particularly to the downtown
- Ensuring development enhances a dense, mixed-use, pedestrian-friendly character
- Expanding access to green space, recreation, and healthy food
- Providing incentives for the construction of "green" buildings
- Developing "green" infrastructure projects to address issues such as storm water control, water conservation, and energy

FIG. 2-18 Crosswalk improvements near McCarver Elementary School.

FIG. 2-19 The New Look Senior Apartments, located in the Alberta J. Canada building on Martin Luther King, Jr. Way.

FIG. 2-20 Streetscape on MLK Jr Way in the core business district of Hilltop.

Housing Section of the Neighborhood Resources Chapter for further details).

Healthy Food Access

In September 2012, the City published the *MLK District Healthy Community Evaluation,* an effort intended to help inform the Hilltop Subarea Plan. Findings of the study are summarized below.

Evaluation Approximately 72% of people residing within the boundaries of the Hilltop Subarea live within a half-mile of a grocery store. Only 31% live within a half-mile of a farmers' market, yet 100% of these residents live within a half-mile of a convenience store. High quality nutritious food can be attained at Tacoma's farmers markets; however, each market (including the one closest to Hilltop residents) is only open one day per week, and only during the months of May through October. Many of the produce stands at the Farmers' Markets accept WIC checks, which is a great help to mothers and young children, but these young families still rely on grocery stores to provide bread, meats (meats at Farmer's Markets can be prohibitively expensive for low-income families), and other basics. The only grocery store in the Hilltop District is Safeway, located on South M Street and adjacent to a Route 28 bus stop. However, route 28 buses only run every half hour during commuting times, and every hour during midday and evening (typically the most convenient times for working adults and parents of children to grocery shop).

Crime

Over the past two decades Hilltop experienced relatively high concentrations of criminal activity, but in recent years the crime rates have fallen significantly. This success is due it part to an unprecedented cooperation between the Tacoma Police Department and the Hilltop Action Coalition (HAC), among other neighborhood groups. This effort involved a sustained, strategic effort over a number of years, during which time the Tacoma Police Department was able to leverage the threat of landlord liability for criminal activities on

their properties, as well as enforcement of background checks for tenants in subsidized housing. The eventual result has been a significant decline in crime, especially drug related activities. The introduction of a police sector station at South 17th Street and MLK Jr Way (one of five such stations in the City of Tacoma) has been instrumental in helping to maintain the hard fought reduction in crime, and provides a direct connection to police for Hilltop residents and workers.

Employment and Business

More than 85% of the daytime employees in the Hilltop are employed in Health Services. Educational Institutions (32.7%) and Libraries (18.6%) comprise more than 50% of the businesses in Hilltop.

Hilltop and the MLK corridor suffers from retail vacancies and a lack of retail development. In the late 1990's, the development of the Alberta Canada Building at South 11th Street and MLK Jr Way and the Rite Aid building at South 12th Street and MLK Jr Way both generated new commercial activity, along with a variety of small business ventures. Since that time, investment has been limited.

Retail businesses in Hilltop are challenged by multiple factors, including:

- Relatively low income levels and limited purchasing power of Hilltop residents
- Lingering negative perceptions of Hilltop
- Ongoing competition from the Tacoma Mall and other retail establishments have captured the retail business of Hilltop residents
- Low home-ownership rates that make the area unattractive to retailers providing shopping goods and specialty goods, as opposed to convenience goods.

However, in recent years the business district has begun to show signs of revival, with new additions including the Eleven Eleven, a sandwich bar on South 11th Street just west of MLK Jr Way, and the Broken Spoke, see sidebar.

Successes in the Hilltop Business District

One of the key goals of the Hilltop community is to reinvigorate the business district. Recognizing that over the past few years a number of new small-scale neighborhood businesses have sprouted up in the core district, the community endeavored to get a better understanding of the factors that have led to these positive additions. In the Fall 2012 student interns from the University of Washington Tacoma interviewed several Hilltop business owners and operators. These interviews provided helpful insights into the location decisions that businesses make, how they see the future of the commercial core, and the kinds of things that could help foster continued commercial growth.

One such interview was with Ben Jones, owner of the Broken Spoke, which opened in October 2012, and is a combination art studio, bike shop and a place for coffee, beer and light grub. In looking for a new location, Ben knew he wanted his place to be somewhat centrally located in an established, bike friendly people-dense neighborhood. Hilltop was ideal for these requirements because of its relative proximity to downtown, flat grade, and historic community both in density, time, and social interactions. Ben estimates that about 90% of his customers live locally, arriving by foot or bicycle.

FIG. 2-21 The Franciscan Health System was Pierce County's fifth-largest employer in 2013.

FIG. 2-22 Tacoma General Hospital is part of the MultiCare Health System, the third-largest Pierce County employer in 2013.

FIG. 2-23 The Martin Luther King, Jr. Way corridor is lined with a fine grain of unique commercial buildings.

Demographics

Selected demographic data for the Hilltop Subarea and other geographies are shown in Tables 2-2 and 2-3. Characteristics of the Subarea that stand out from the City of Tacoma as a whole and from the greater region are summarized below:

Population

- Lower median age
- Lower percentage of children and elderly
- Higher percentage of Blacks and Hispanics
- Lower educational attainment

Households

- Very low average household size
- High percentage of single-person households

Economics

- High job density
- Low median household income and per capita income
- High unemployment rate
- High fraction of residents not in the labor force
- Relatively high proportion of service and production/transportation occupations
- Relatively low proportion of management/business/science/arts occupations

Housing

- Lower occupancy
- Very high rate of renting
- Relatively low median home value

Subsidized affordable housing projects located in the Subarea include:

- Campbell Court Apartments – a 12 unit homeless/disabled project located at 1210 South Yakima

sponsored by the Metropolitan Development Council (MDC) and funded with HOME funds.

- Catalina Apartments – a 43 unit family housing projected located at 1616 South Yakima Avenue sponsored by Intercommunity Mercy Housing and funded with Section 8/CDBG and FHA loans, Washington State Housing Trust Funds, and Low Income Housing Tax Credits.
- EB Wilson Apartments – a 77-unit elderly housing project located at 1202 South M Street funded with Public Housing monies.
- Matsusaka Townhomes – a 26 unit family housing project located at 1314 South Yakima sponsored by Catholic Community Services (CCS) and funded with Low Income Housing Tax Credits.
- New Look Senior Housing – a 49-unit elderly housing project located at 1102 South 11th Street sponsored by MLK Housing Development Association, New Look LLC and funded with HOME/ CDBD and Low Income Housing Tax Credits.

Further details on affordable housing are provided in the Neighborhood Resources Chapter.

FIG. 2-24 A restored Victorian duplex in Hilltop.

FIG. 2-25 Older apartment in Hilltop.

FIG. 2-26 Single-family housing stock in Hilltop.

TABLE 2-1 HILLTOP DEMOGRAPHIC AND HOUSEHOLD DATA

Parameter	Hilltop	Tacoma	Pierce County	King County	WA State	USA
DEMOGRAPHICS						
Population	2,745	198,397	795,225	1,931,249	6,724,540	308,745,538
Median Age	33.0	35.1	35.9	37.1	37.3	37.2
Percent Less than 18 years of Age	19%	23%	24%	21%	24%	24%
Percentage Age 65 or Older	6%	11%	11%	11%	12%	13%
POPULATION BY RACE						
White	51%	65%	74%	69%	77%	72%
Black	26%	11%	7%	6%	4%	13%
American Indian	3%	2%	1%	1%	2%	1%
Asian	8%	8%	6%	15%	7%	5%
Pacific Islander	1%	1%	1%	1%	1%	<1%
Hispanic	11%	11%	9%	9%	11%	16%
Other	3%	5%	4%	4%	5%	6%
Percent Foreign Born	n/a	13%	9%	20%	13%	13%
Percent non-English Spoken at Home	18%	18%	14%	26%	18%	21%
EDUCATIONAL ATTAINMENT (AGE 25+)						
High School Graduate (or higher)	75%	87%	90%	90%	90%	86%
Bachelor's Degree (or higher)	14%	24%	23%	31%	31%	28%
Graduate/Professional Degree	4%	9%	8%	17%	11%	10%
HOUSEHOLDS						
Number of Households	1,349	78,541	295,554	787,809	2,606,863	114,567,419
Average Household Size	1.59	2.44	2.59	2.41	2.51	2.58
Percent Householder Living Alone	48%	33%	25%	31%	27%	25%
Percent Households with Children	26%	31%	35%	29%	32%	33%
Percent Households in Group Quarters	22%	3%	2%	2%	2%	3%

TABLE 2-2 HILLTOP ECONOMIC, EMPLOYMENT, AND HOUSING DATA

Parameter	Hilltop	Tacoma	Pierce County	King County	WA State	USA
ECONOMICS						
Median Household Income	$35,090	$47,862	$57,869	$66,174	$57,244	$50,046
Per capita Income	$16,586	$25,377	$27,466	$36,410	$29,733	$26,059
Poverty Rate	50-60%*	16%	12%	12%	13%	15%
EMPLOYMENT						
Unemployment Rate	15%**	13%	12%	9%	11%	11%
Not in Labor Force	n/a	37%	34%	30%	35%	36%
OCCUPATION						
Management, business, science, and arts	26%	34%	32%	48%	39%	36%
Service	32%	22%	19%	15%	18%	18%
Sales and office	23%	25%	26%	22%	23%	25%
Natural resources, construction, maintenance	4%	8%	10%	6%	10%	9%
Production, transportation, material moving	15%	11%	12%	9%	11%	12%
HOUSING						
Number of Units	1,594	85,786	325,375	851,261	2,885,677	131,704,730
Occupancy Rate	85%	92%	92%	93%	91%	89%
Renter Occupied	85%	46%	37%	41%	36%	35%
Owner Occupied	15%	54%	63%	59%	64%	65%
Median Home Value	$146,181	$230,400	$252,000	$385,600	$271,800	$179,900
Median Gross Rent	n/a	$856	$964	$1,036	$908	$855
Percent Single-family Detached	n/a	62%	66%	56%	64%	61%

Source: City of Tacoma, Planning & Development Services Department, 2010 data

*This estimate is based on 2010 Census data indicating that 46% of households within Hilltop make less than $15,000/year and 13.2% of households within Hilltop make between $15,000 and $25,000/year. The Federal "poverty line" for a family of four persons is approximately $23 - 24,000/year. Combination and extrapolation of this data indicates that the poverty level in Hilltop is in the range of 50-60%.

**Source: City of Tacoma, Planning & Development Services Department, 2013 data

CONSISTENCY WITH EXISTING PLANS AND POLICY

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

Washington State Growth Management Act

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

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

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

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

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

VISION 2040

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

One of the six overarching goals of VISION 2040 is to "focus growth within already urbanized areas to create walkable, compact, and transit-oriented communities that maintain unique local character." Even more pertinent to Hilltop, VISION 2040 establishes the following policy: "Encourage efficient use of urban land by maximizing the development potential of existing urban lands, such as advancing development that achieves zoned density."[1]

1 http://psrc.org/growth/vision2040

FIG. 2-27 Vision 2040 is focused on guiding development to accommodate regional growth.

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

At the top of VISION 2040's hierarchy of centers are the Regional Growth Centers, "envisioned as major focal points of higher density population and employment, served with efficient multimodal transportation infrastructure and services." Downtown Tacoma is one of the 27 designated Regional Growth Centers, and the Hilltop Subarea comprises its western edge. The objectives of the Hilltop Subarea Plan are completely in sync with VISION 2040's intention to target growth and leverage the potential of Regional Growth Centers.

Pierce County Countywide Planning Policies

In accordance with Washington State's GMA, the Pierce County Regional Council maintains the Pierce County Countywide Planning Policies (PCCPP) to coordinate planning countywide. Updated in 2012, the PCCPPs include a wide range of policies that support the objectives of the Hilltop Subarea Plan, with the most relevant policies summarized below:[2]

Community and Urban Design

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

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

Economic Development and Employment

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

- Providing an adequate supply of housing with good access to employment centers
- Determining a reasonable "jobs/housing" balance and then coordinating land use and development policies to help achieve the designated balance of adequate affordable housing accessible to employment centers
- Providing opportunities and locations for incubator industries
- Marketing development opportunities
- Encouraging redevelopment of underutilized commercial areas
- Encouraging the location of economic development activities in areas served by public transit and adequate transportation facilities
- Reducing inefficient, sprawling development patterns
- Reducing transportation demand

2 http://www.co.pierce.wa.us/pc/abtus/ourorg/pcrc/index.htm

- Promoting development in areas with existing available public facility capacity
- Encouraging joint public/private development as appropriate
- Concentrating a significant amount of economic growth in designated centers
- Promoting infill development to assist in maintaining a viable market for existing businesses
- Utilizing redevelopment or other public financing mechanisms, where appropriate, to maintain existing businesses
- Streamlining permit processing

Health and Well-Being

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

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

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

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

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

Climate Change:

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

Transportation Facilities and Strategies

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

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

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

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

Overall Policies for Non-Industrial Centers

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

- [By] encouraging higher residential densities within centers
- [By] allowing for greater intensity of use within centers

- Designated centers are expected to receive a significant share of projected growth in conjunction with periodic disaggregation of countywide population allocations

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

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

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

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

Regional Growth Centers

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

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

Tacoma Comprehensive Plan

The Comprehensive Plan is Tacoma's 20-year plan for physical growth, development and improvement. Its various Elements include a wide range of policies that are aligned with and support the objectives of the Hilltop Subarea Plan, the most relevant of which are summarized below:[3]

Growth Strategy and Development Concept Element

This Element articulates several relevant policy goals, including:

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

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

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

Generalized Land Use Element

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

> "To achieve concentrated centers of development with appropriate multimodal transportation facilities, services and linkages that promote a balanced pattern of growth and development, reduce sprawl,

3 http://www.cityoftacoma.org/Page.aspx?hid=2241

foster economies in the provision of public utilities and services, and yield energy savings."

Also provided is the following description of Transit-Oriented Development (TOD) that describes desired outcomes for Hilltop, especially if LINK light rail is built on MLK Jr Way, as is currently proposed:

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

Hilltop is a *Neighborhood Center* Mixed-Use Center type, which is defined as "a concentrated mix of small- to medium-scale development that serves the daily needs of center residents, the immediate neighborhood, and areas beyond."

Neighborhood Element

Tacoma is organized into eight neighborhoods, and the Hilltop Subarea straddles portions of two of them: *New Tacoma* and *Central.* The Central Neighborhood Vision includes the following language:

> Further development of this area should include building market-rate infill housing generally affordable to area residents, buffering neighborhood areas from heavily trafficked commercial areas and major transportation corridors, and pursuing appropriate infill and redevelopment opportunities of vacant properties in re-emerging older business districts. New commercial development should be directed to the existing mixed-use centers that enrich local business and protect residential areas from incompatible commercial development.

The New Tacoma Neighborhood Vision includes the following language:

> The vision is optimistic, and includes a variety of issues and concerns as the City of Tacoma moves forward in addressing the economic vitality, housing, mixed uses of existing structures, art, culture and tourism, international trade, social service related activities, educational opportunities, waterfront developments, transportation, and infrastructure improvements that make Tacoma the No. 1 "Wired City" in America. The vision is to create a blueprint for public-private investments to address the needs and concerns of a community in transition, while keeping in mind how the area relates to other areas of the city.

Transportation Element

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

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

As part of the Transportation Element, the City of Tacoma adopted the *Mobility Master Plan* in 2010, an implementation plan for improving "conditions for pedestrians and bicyclists citywide over the next fifteen

years," providing "recommendations for developing a nonmotorized network that reduces auto travel, increases the number of nonmotorized users of all ages and abilities…"[4] The main goals of the plan are to:

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

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

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

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

In Summer 2013 the City initiated a process to create a Transportation Master Plan and an update of the Comprehensive Plan Transportation Element, with an anticipated completion date of Fall 2014. The purpose of this effort is to provide more detailed guidance about future mass transit and roadway improvements and connections, and more information about how each component will work together to provide a cohesive, efficient, and effective multimodal transportation system that meets the needs and goals of the community. The update will factor the land use changes described in this Subarea Plan, and will be tailored to support the Plan's goals and policies. Specific tasks include Transportation Model and Level-of-Service updates, transit scenario planning, corridor analysis, and a roadway update. To provide guidance for the Transportation Element update, the City established a Transportation Commission in August 2013.

Hilltop Connection to Downtown

In December 2006 Tacoma City Council passed Resolution No. 37070, designating the "Hilltop area" as part of the new working definition of downtown Tacoma. One of the guiding principles in the Resolution was to increase densities in the downtown and neighborhood business districts.

City of Tacoma Climate Action Plan

In 2006, the Tacoma City Council adopted a resolution calling for a reduction in greenhouse gas emissions in City operations and pursuing reductions in community emissions through cooperative programs and policies, including reusing older buildings, pursuing regional transfer of development rights and enhancing compact and walkable neighborhoods. In 2007, the City Council appointed the Green Ribbon Climate Action Task Force, which published the *Tacoma Climate Action Plan* in 2008. One of the five recommended strategies in this

4 http://www.cityoftacoma.org/Page.aspx?hid=12894

plan is "Enhancing Compact/Livable Neighborhoods," which is also essentially the primary goal of the HIlltop Subarea Plan & EIS. The Climate Action Plan states:

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

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

Washington State Policy on Greenhouse Gas Emissions

In 2008, the Washington State Legislature passed House Bill 2815, mandating reductions in vehicle miles traveled (VMT).[5] Intended as a strategy to reduce greenhouse gas emissions from automobiles, the legislation sets targets of 18 percent reduction in per capita VMT by 2020, 35 percent by 2035, and 50 percent by 2050. Numerous studies have shown that households in walkable, transit-rich neighborhoods tend to drive less than comparable households located in more car-dependent environments.[6] Focusing new household and employment growth in Hilltop will help the State to meet its VMT reduction goals.

Other Plans and Studies

The Hilltop Plan draws from and builds upon the following previous plans and studies:

- Hilltop and MLK Mixed Use Center: A Strategic Plan of Action for Community Redevelopment (November 2010)
- MLK District Healthy Community Evaluation (September 2012)
- ULI Rose Fellowship: In September 2012 the Urban Land Institute (ULI) Daniel Rose Center for Public Leadership awarded Mayor Marilyn Strickland a fellowship to study how the City of Tacoma can leverage existing and future assets to attract investment along the MLK Jr Way corridor. Work is ongoing.

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

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

FIG. 3-1 Normanna Hall, located at the corner of Martin Luther King, Jr. Way and South 15th Street, is home to a number of community organizations, including the Sons of Norway, DASH Center for the Arts and the Metro Tacoma Fencing Club.

03

NEIGHBORHOOD RESOURCES

Hilltop has a wide range of valuable neighborhood resources that can be leveraged and built upon to promote community development. This Chapter addresses the following five categories of neighborhood resources: Employment; The Hilltop Business District; Youth; Arts, Culture, and History; Housing; and lastly, Governance and Subarea Plan Implementation.

EMPLOYMENT

GOAL NR-1: Create local employment opportunities

ACTION NR-1.1: Database: Inventory available mixed use properties, buildings, and resources in the Hilltop Subarea to create a local database with which to identify opportunities during business and developer recruitment efforts.

ACTION NR-1.2: Business outreach: Integrate public, nonprofit, and private business efforts and communications in the economic recruitment process to maximize impacts and allocate resources, as well as encourage recruitment of existing Hilltop residents to local employment opportunities.

ACTION NR-1.3: Economic sustainability: Recruit businesses that employ technical, professional, and managerial skills offered by and/or able to be developed for Hilltop residents to facilitate live/work sustainability in Hilltop.

ACTION NR-1.4: Medical/health sector: Retain and recruit businesses that support and can expand the health related services and products offered by the MultiCare and Franciscan Health Systems and Community Health Care as well as the growth of these institutions proper in the Hilltop area.

ACTION NR-1.5: Education sector: Retain and recruit businesses that can support and expand on the opportunities created by the association of UW Tacoma, Evergreen State College Tacoma, and Bates Technical College with Hilltop Subarea business and employment development potentials.

FIG. 3-2 Le-Le Vietnamese restaurant opened in the Hilltop neighborhood in 2001.

FIG. 3-3 The Basket Nook, a gift store located on Martin Luther King, Jr. Way between the medical campuses.

FIG. 3-4 Although Hilltop's business district has experienced an economic resurgence in recent years, many vacant storefronts remain.

HILLTOP BUSINESS DISTRICT

GOAL NR-2: Market and develop the Hilltop Business District

ACTION NR-2.1: Marketing: Identify and recruit businesses to fill critical gaps in retail sales and services such as coffee shops and restaurants, entertainment, personal and professional services as well as women's and children's clothing, etc.

ACTION NR-2.2: Design: Initiate a competitive grant and low cost loan program, potentially using BID funds (see also NR-10), to enhance retail storefronts including signage, display windows, building facades, and other improvements, with a focus on the core area around MLK Jr Way and South 11th Street.

ACTION NR-2.3: Promotion: Initiate and expand retail sales and other events and activities including sidewalk cafes and vendors, farmers' and public markets to attract customers within and into the Hilltop area.

ACTION NR-2.4: Organization: Adopt the National Trust for Historic Preservation's Main Street 4-Point program by the Hilltop Business District Association to organize marketing, design, and promotion strategies.

ACTION NR-2.5: Financing: Adopt a Business Improvement District (BID) or Business Improvement Area (BIA) with which to assess benefiting properties and businesses for the cost of instituting coordinated marketing, design, and promotional activities and physical improvements and maintenance in the Hilltop Subarea.

ACTION NR-2.6: Interim storefronts: Continue working with Spaceworks and other entities to institute temporary artist galleries or similar uses in vacant storefronts or buildings in order to provide visual interest and activity while the building is being marketed for a permanent tenant or owner.

ARTS, CULTURE, AND HISTORY

Hilltop's existing arts, cultural, and historic assets are mapped in Figure 3-8.

GOAL NR-3: Attract and promote Hilltop arts and cultural resources and potentials

ACTION NR-3.1: Marketing: Conduct regular market surveys of resident and out-of-area attendees to Hilltop community events, festivals, and facilities such as Ethnic Fest, People's Park, People's Community Center, and Wright Park to determine their characteristics, expenditure patterns, sources of information, and other behavior with which to maximize their attraction to Hilltop and their beneficial economic impact on Hilltop businesses and activities.

ACTION NR-3.2: Design: Redefine the Hilltop brand to include arts and historical based themes and install artworks, gateways, way-finding signage, walking tours, maps, and streetscape at the entrances into and of significant landmarks in Hilltop.

ACTION NR-3.3: Promotion: Create a Hilltop arts website and utilize social media such as Google maps, Facebook, and Twitter to announce, promote, and attract out-of-area residents and tourists to an expanded year-round calendar of events and festivals for performing, literary, culinary, fine, and other arts interests.

ACTION NR-3.4: Organization: Create a central clearinghouse organization with which to coordinate schedules, advertisements, events, productions, and other theatrical, literary, culinary, fine, and other promotions in order to maximize Hilltop arts potential and promotional effectiveness.

spaceworks tacoma

Spaceworks Tacoma is a joint initiative of the City of Tacoma and the Tacoma-Pierce County Chamber of Commerce designed to activate empty storefronts and vacant space. The initiative makes no- and low-cost temporary space, training, and technical assistance available to artists, creative entrepreneurs, organizations, and community groups in order to nurture successful projects that transform Tacoma into a stronger, more active city.

In 2011, four vacant retail storefronts located at 1310-1316 Martin Luther King Jr Way in Hilltop were added to the Spaceworks program of creative enterprise/residency spaces. The spacious storefronts in the building owned by Marie Thorp Wilson Trust were made available for six-month terms, rent-free to four Spaceworks creative projects.

In 2012, after their successful six-month terms, the Fab-5 hip hop youth arts group, Nate Dybevik Piano Company, and Write@253 community writing center transitioned into leases directly with the property owner. Another small business that was not a Spaceworks participant, Second Cycle Bike Cooperative, also entered into a leasing agreement with the property owner. Spaceworks is proud to have played a part in stabilizing these creative, community-minded businesses.

http://spaceworkstacoma.wordpress.com

FIG. 3-5 Children play in the community garden at Neighbors Park.

FIG. 3-6 The Tacoma Murals Project joins artists and communities in the making of public, transformational artwork.

FIG. 3-7 The Peoples' Community Center focuses on activities for youth and after-school programming.

GOAL NR-4: Preserve Hilltop history and create history and art projects in Hilltop

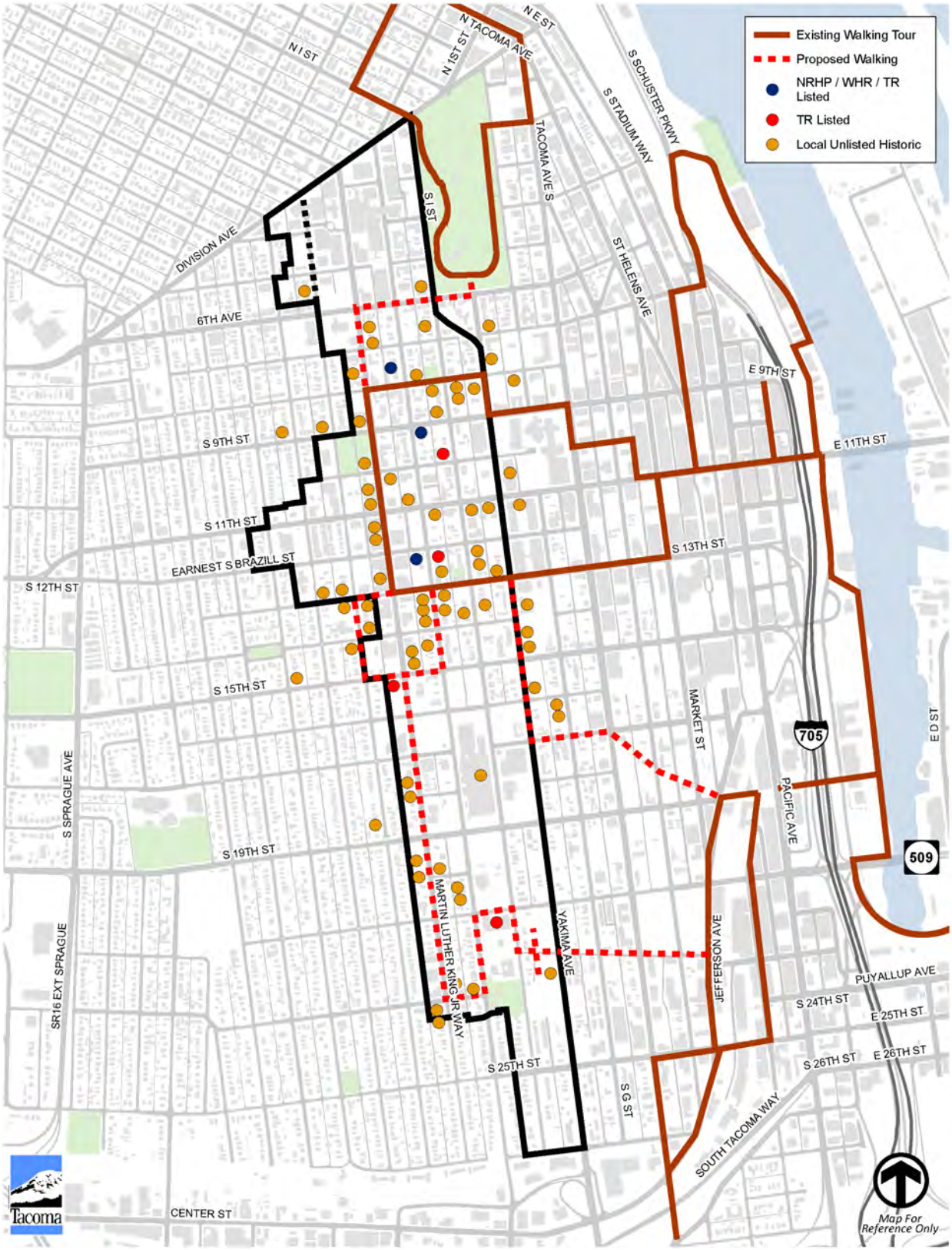
ACTION NR-4.1: Art and history walking tours: Sign and create audio and phone apps for walking tours of Hilltop historical sites, buildings, and other visually interesting and significant landmarks for local recognitions as well as for historical tourist attractions.

ACTION NR-4.2: Preservation of key historic resources: Complete the ongoing city-wide historic resources inventory and then conduct a focused evaluation of and community discussion about historic buildings within the Hilltop district to identify the most critical buildings to be retained and explore incentives, such as historical transfer of development rights (TDR), and regulatory tools to support their preservation and continued use.

ACTION NR-4.3: Artist live/work: Develop affordable artist live-work-teach-display-sell galleries and workshops as well as live-work housing opportunities to retain and attract young and emerging talent in Hilltop.

ACTION NR-4.4: Farmers/Public Market: Establish a seasonal and possibly year-round farmers/public market with all-weather structures, available parking, and increased visibility to provide expanded access to locally-produced and healthy foods, serve residents and attract out-of-area customers into the Hilltop Subarea.

FIG. 3-8 ARTS, CULTURAL AND HISTORIC ASSETS IN THE HILLTOP SUBAREA AND NEARBY



YOUTH

GOAL NR-5: Engage Hilltop area youth in education, employment, and civic opportunities

ACTION NR-5.1: Education: Expand school/ community relations to include volunteer mentor and peer group support with the participation of the Tacoma Public Schools, Tacoma Housing Authority, UW Tacoma, Evergreen State College Tacoma, Bates Technical College, and others to improve educational opportunities, library oriented literacy skills, test scores, and the reputation of McCarver School and other area youth in the community and marketplace.

ACTION NR-5.2: Employment: Create a youth job placement service offering part and full-time internships, job readiness training, and employment opportunities with Hilltop businesses and organizations for area youth.

ACTION NR-5.3: Civic participation: Create youth civic participation opportunities where youth can access library oriented literacy services, mentor children or adults, promote events or social outreach, construct projects or enhance the environment, network careers or occupations, or create fine and performance art as youth members of Hilltop public and private organizations.

ACTION NR-5.4: Social activities: Expand youth social and recreation oriented activities and facilities that offer evening and after school peer group interactions and events.

HOUSING

Existing Conditions

Most housing in Hilltop is relatively low density, consisting largely of single family homes, along with lesser numbers of duplexes and relatively small apartments. There is a diverse range of condition and age. Basic housing data is provided in Table 2-2 in the Context chapter. Two notable characteristics of housing in Hilltop include a low rate of ownership and a low median home value.

Two most significant recent market-rate housing developments in Hilltop are:

- Vue25 Apartments: Completed in 2012, the 163-unit apartment is the largest multifamily development in Hilltop, located at Yakima Avenue at South 25th Street
- Chelsea Heights Apartments: Completed in 2008, a 78-unit mixed-use apartment at 6th & J Streets

Other recent housing development consists primarily of “townhouse” projects, such as those located along South Yakima Avenue near South 23rd St.

Affordable Housing

Ensuring equitable access to all of the benefits provided by a transit-rich, walkable, mixed-use neighborhood requires the availability of affordable housing. Affordable housing can be provided by either nonprofit or private development, including public-private partnerships. Nonprofit developers are the principal source of affordable housing in Tacoma and are most effective at serving the neediest households. These developers typically rely on grants and subsidies from a wide range of sources. Private developers may provide affordable housing as part of a market-rate development, depending on market conditions, regulations, and incentives.

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

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

The report also documents the following conditions in Tacoma as a whole:

- To afford the 2009 Fair Market Rent of $926/month for a two bedroom apartment, a household would need an annual income of approximately $37,040, or the full time equivalent of $17.81/hour. However, the average Tacoma renter income is only $12.35/hour.
- As of the 2000 census, 77% of Tacoma's extremely low income households are paying more than 30% of their gross income for housing and utilities; 22% of very low income households and 61% of extremely low-income households are paying more 50% of an already low income on these expenses.
- It is estimated that between 4,440 and 5,550 persons experienced homelessness in Tacoma during 2009; members of homeless families with minor children constituted more than 80% of this total.

Housing Affordability and Transportation Costs

It is also important to consider the relationship between housing affordability and the cost of transportation. Households located in walkable neighborhoods with good transit access can significantly reduce their expenses by not relying on a car, which frees up more purchasing power for housing (see sidebar this page). From this perspective, locating new housing in areas of Hilltop that are well-served by transit is one strategy

AFFORDABLE HOUSING IN PIERCE COUNTY

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

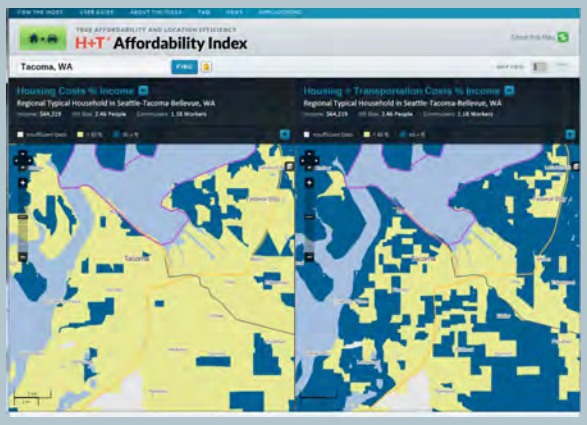


FIG. 3-9 The H&T Affordability Index can be found at www.htaindex.cnt.org/

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

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

1 Federal Department of Housing and Urban Development

FIG. 3-10 The Campbell Court Apartments on South Yakima Avenue.

FIG. 3-11 The EB Wilson Apartments provide 77 units of housing for the elderly.

FIG. 3-12 The Matsusaka Townhomes, a subsidized family housing development on South Yakima Avenue.

for addressing the City's affordable housing needs. As the price of gasoline inevitably rises over time, housing located in a transit-rich, walkable neighborhoods will offer an increasingly valuable means of controlling the cost of living.

Subsidized Housing in Hilltop

Subsidized affordable housing projects located in the Hilltop Subarea include:

- Campbell Court Apartments – a 12 unit homeless/ disabled project located at 1210 South Yakima sponsored by the Metropolitan Development Council (MDC) and funded with HOME funds.
- Catalina Apartments – a 43 unit family housing projected located at 1616 South Yakima Avenue sponsored by Intercommunity Mercy Housing and funded with Section 8/CDBG and FHA loans, Washington State Housing Trust Funds, and Low Income Housing Tax Credits.
- EB Wilson Apartments – a 77-unit elderly housing project located at 1202 South M Street funded with Public Housing monies.
- Matsusaka Townhomes – a 26 unit family housing project located at 1314 South Yakima sponsored by Catholic Community Services (CCS) and funded with Low Income Housing Tax Credits.
- New Look Senior Housing – a 49-unit elderly housing project located at 1102 South 11th Street sponsored by MLK Housing Development Association, New Look LLC and funded with HOME/ CDBD and Low Income Housing Tax Credits.

The above list adds up to a total of 207 units of subsidized housing, which corresponds to 13% of the total 1,594 housing units in the Hilltop Subarea (2010 Census). Note that in most cases, market-rate rents in Hilltop are low enough to meet affordability limits established by Pierce County.[1] For example, as of Fall

1 As of 2012 in Pierce County, the annual income limits to qualify for 80 percent of countywide median income are $40,150 for a single

2013, studios in the new Vue25 apartments rent for about $1000 per month, and that represents the upper range of rents in Hilltop.

In Fall 2011, the Tacoma Housing Authority (THA) launched a program that provides up to five years of rental support for up to 50 families who are homeless or at risk of homelessness and who have a child enrolled in kindergarten through 2nd grade at McCarver Elementary School.

THA pays almost all of the family's rent for the first year and then the family pays 20 percent more each year for five years. On average, a voucher is worth over $500 per month for a low-income family. Participating families agree to keep their child enrolled in McCarver and complete a Family Success Plan with specific goals and timelines for their educational and economic progress.

There are also several significant subsidized affordable housing projects located near the Subarea, including:

- Hillside Terrace on South G Street (Tacoma Housing Authority)
- The Catalina Apartments at 1616 South Yakima Avenue (Catholic Community Services of Western Washington)
- New Tacoma Senior Housing at 1709 South G Street (Mercy Housing)
- Pine Tree Harbor Apartments at 2501 South G Street (Trieste Holdings)
- The Eliza McCabe Townhomes at 2315 South Yakima Avenue (Mercy Housing Northwest)
- The Hillside Gardens Townhomes at 1708 South G Street (Mercy Housing Northwest)
- Guadalupe Vista at 1305 South G Street (Catholic Community Services)

person, and $57,350 for a family of four. Assuming a maximum of 30 percent of income can be spent on rent, that corresponds to maximum monthly rents of $1004 (studio) and $1434 (three-bedroom), respectively.

FIG. 3-13 The Vue25 Apartments on Yakima Avenue, Hilltop's largest multifamily development, were completed in 2012.

FIG. 3-14 Townhomes at South Yakima Avenue and South 23rd Street.

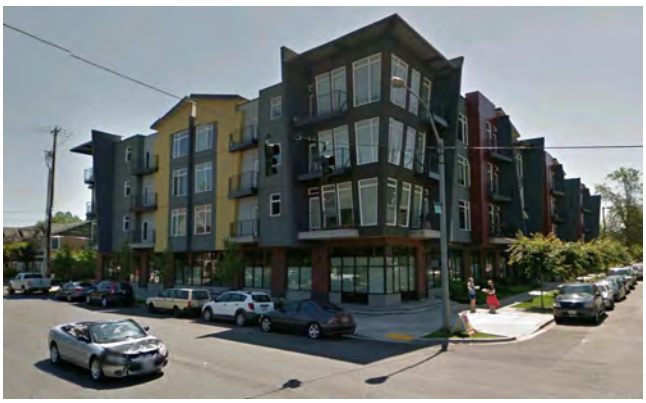
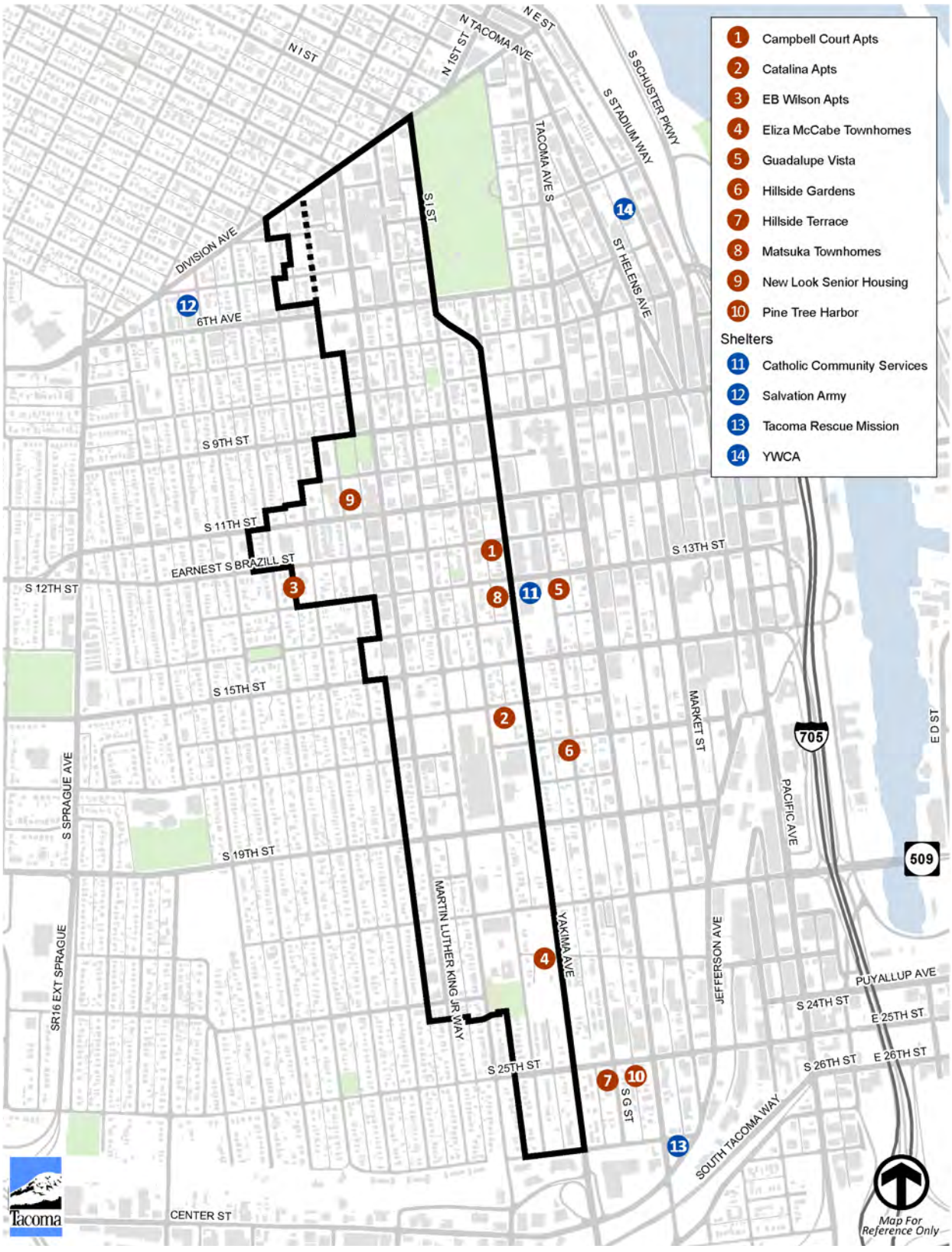


FIG. 3-15 The Chelsea Heights apartments, completed in 2008, contain 78 units near Tacoma General Hospital and the MultiCare campus.

FIG. 3-16 ASSISTED HOUSING IN HILLTOP SUBAREA AND NEARBY



Homelessness

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

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

Housing Goals and Actions

GOAL NR-6: Create affordable, healthy, mixed-use, mixed-income, and mixed-household housing

ACTION NR-6.1: Housing options: Increase housing choice by type, price, tenure, and location to house a mixed age, household, and income population in or near employment centers, transit corridors, and recreational sites to provide increased live/work/play opportunities in the Hilltop area.

ACTION NR-6.2: Affordable housing: Award additional density, reduced parking requirements, reduced permit fees, and/or other measures for new housing projects that promote rental and sale workforce housing for moderate income working households employed or resident within Hilltop.

ACTION NR-6.3: Distribution of affordable housing: Incorporate moderate and low income housing opportunities in mixed use and mixed income building and project developments to avoid concentrating too much subsidized housing in one building or area.

ACTION NR-6.4: Special populations: Continue to provide social services and housing assistance for our most vulnerable residents, including homeless, addicted, mentally ill, disabled or otherwise medically challenged, and domestic violence individuals and households by Hilltop social service agencies and organizations.

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

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

Pierce County defines "affordable housing" as housing affordable to households earning up to 80 percent of the countywide median income (AMI). As discussed above, under current real estate market conditions, market-rate housing in Hilltop is likely to meet the requirement for affordability for 80 percent AMI. However, as Hilltop grows and the real estate market improves, at some point new affordable housing development will be necessary to maintain an equitable balance of housing options. The following policy addresses that need, and maintains consistency with Pierce County policies:

GOAL NR-7: At least twenty-five percent of the total housing units in Hilltop shall be affordable to households earning up to 80 percent of the countywide median income, and at least half of that (12.5 percent) shall be affordable to households earning up to 50 percent of the countywide median income.

As noted above, lack of affordable housing is not a pressing issue for the Hilltop Subarea today. But if and when there is significant redevelopment in the Subarea, there exists a risk that the percent of affordable units could drop to unacceptable levels. One potential solution is to monitor levels of affordability in the Subarea over time and to establish policies and regulations that are activated when the affordability trend indicates that corrective action is necessary.

ACTION NR-7.1: Establish an affordable housing monitoring system for the Hilltop Mixed-Use Center, which will include measures to track and mitigate the potential displacement of residents who currently live in Hilltop.

ACTION NR-7.2: Explore the creation of a system that activates policies and regulations designed to promote the production of new affordable housing when affordability trends project a future shortfall.

GOVERNANCE AND IMPLEMENTATION

GOAL NR-8: Enhance Hilltop governance and support Subarea Plan implementation

ACTION NR-8.1: NGO participation: Integrate nongovernmental organizations (NGOs) such as the Hilltop Business District Association, Central Neighborhood Council, Hilltop Action Coalition, and others, including property owners, businesses, residents and institutions into the implementation of the Hilltop Subarea plan actions and strategies.

ACTION NR-8.2: Communication: Establish effective public information and feedback materials and conduct frequent town halls, public open houses, and other events at locations in the Hilltop Subarea to encourage public access and facilitate dialogue on Hilltop Subarea Plan implementation priorities, policies, programs, projects, and budgets.

ACTION NR-8.3: Strategy development: Extend and coordinate the implementation resources of public, nonprofit, and private organizations to continue strategizing and implementing the Hilltop Subarea Plan.

ACTION NR-8.4: Assess performance results: Conduct regular "State of Hilltop" program, project, and budget assessments including public, customer, and business surveys to determine the effectiveness, performance, and priority of subarea plan actions, as well as how redevelopment affects neighborhood cohesion.

FIG. 4-1 Neighbors' Park, once a vacant and blighted lot, has been transformed into a neighborhood open space with sports courts, a playground, and a community garden.

04

OPEN SPACE

As the Hilltop Subarea gains population and employment, open space will be a key ingredient for achieving the goal of a vibrant, walkable, mixed-used community. A diverse network of equitably-accessible, high-quality open spaces and active recreation opportunities will be essential for preserving livability and health as density increases. In addition, urban parks and public open spaces add value to surrounding properties and promote community revitalization.

The Hilltop Vision (see Chapter 1) includes the following overall goals that guide this Subarea Plan's approach to open space:

- Public spaces – incorporating public and privately-accessible open spaces, parks, plazas, special event staging areas, and other features where the community may congregate.
- Quality architecture – that respects Hilltop historical buildings and features, a pedestrian scale, and the vistas and viewpoints within Hilltop and with the Downtown and other physical features.
- Quality streetscape – incorporating high quality walkways, street trees, artworks, signage, furnishings, and other improvements that are appropriate to and unique of Hilltop.

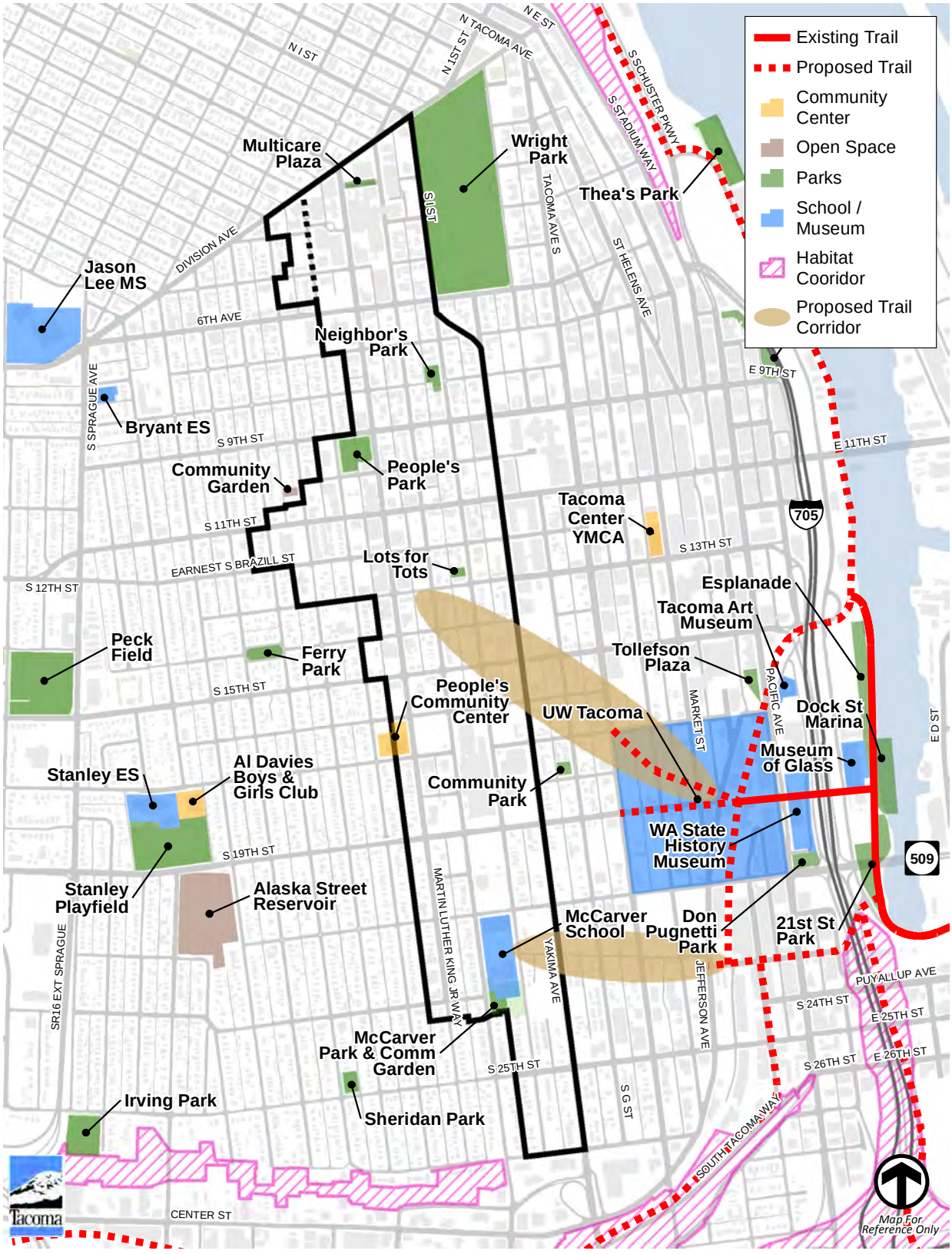
EXISTING OPEN SPACE

Existing parks and open spaces in and around the Subarea are listed below and illustrated in Figure 4-2.

Parks and Open Space in the Subarea

- Lots for Tots – this 0.24 acre park is located at 1216 South I Street within the Hilltop Subarea. The park has been improved with play equipment and picnic tables.
- Neighbors Park – at 0.57 acres, was established in 1992 at 722 South I Street in what was once a vacant lot with blight and crime issues and which is now a great play and community garden area for the neighborhood.
- McCarver Park – is located at 2301 South J Street directly adjoining McCarver Elementary School within the Hilltop Subarea. The park is a tribute to Zina Linnik (who was abducted and slain in 2007) and includes - a reading circle, playground with high tech interactive play equipment, tetherball and community gardens.

FIG. 4-2 HILLTOP AND VICINITY PARKS AND OPEN SPACES



- McCarver Park Community Garden – is located on the south end of McCarver Park directly adjoining McCarver Elementary School.
- Peoples Park – this 2.14 acre park located at 900 MLK Jr Way serves Tacoma's Hilltop community with amenities for both active and passive recreation. Recent improvements include sidewalk repairs, picnic tables and benches, irrigation upgrades, trees, landscape improvements, and relocation of the play area and basketball court. Peoples Park hosts Hilltop community events including the summer festival.
- People's Community Center – located at 1602 MLK Jr Way, Peoples Community Center was built as a result of strong community organization and effort. Known as the Malcolm X Center before the name was changed in 1978 to Peoples Center, it has served as a cornerstone of the community for meeting and social functions. A recently completed renovation enhances the facility, which includes a fitness center and basketball/gym. The indoor swimming pool is currently closed due to structural issues. A new and upgraded pool and aquatic facility has been designed and partially funded by the City of Tacoma and the Park District and is scheduled to open in the near future.

Parks and Open Space Near the Subarea

- Wright Park - Established in 1886, Wright Park, located directly adjacent to the northeast corner of the Hilltop Subarea, covers 27 acres filling out 10 city blocks. With funding through the 2005 Park Improvement Bond, the park went through a complete renovation of the pathways, utilities, pond, restroom, community building, and sculptures. In 2010 a new playground and spray ground were added along with interpretive signs. Wright Park also houses a Spanish-American War Cannon and several sculptures .
- W.W. Seymour Botanical Conservatory at Wright Park - Opened in 1908 through a generous gift from William W. Seymour. Today, the historical icon houses a brilliant venue for exotic plant displays from all over the world.

FIG. 4-3 Playground equipment at McCarver Park.

FIG. 4-4 McCarver Park has received many recent upgrades as a memorial to Zina Linnik, a young local girl who was kidnapped and murdered in 2007. The park has new playground, signage, and landscape improvements.

FIG. 4-5 Neighbors Park, once a vacant lot suffering from issues of blight and crime, is now home to a community garden, picnic tables, and a playground installed by volunteers.

FIG. 4-6 Peoples Park, located at Martin Luther King Jr. Way and S. 9th Street, provides the neighborhood with more than two acres of passive and active recreation facilities.

FIG. 4-7 Open lawn area at Peoples Park.

FIG. 4-8 Community gardens at McCarver Park.

- Ferry Park - Established in 1883, Tacoma's oldest park is the 0.5-acre Ferry Park, located at South 14th and Cushman just west of the Hilltop Subarea boundaries. Improvements completed in 2009 include a kiosk to house utilities with interpretive signage, ornamental steel fence, perimeter sidewalk, gravel paths, picnic tables, park benches, small seating wall/benches, and play equipment.
- Irving Park - is 2.7 acres and was established in 1946 at 1902 South 25th Street just south of Hilltop Subarea boundaries. The neighborhood park overlooks the Nalley Valley and has been improved with a basketball court, playground, and picnic amenities.
- Sheridan Park - through a cooperative effort of neighbors and the City of Tacoma, this vacant lot at 2347 South Sheridan Avenue, just west of the Hilltop Subarea, was converted to a small neighborhood park.
- Stanley Playfield – located next to Al Davies Boys & Girls Club at 1712 South 19th Street just west of Hilltop Subarea boundary. The 6.51 acre park was established in 1977 and has been improved with baseball/softball and football fields. The adjacent Stanley Elementary School provides play equipment and basketball courts.
- Peck Field – is located at 1425 South State Street, west of the Hilltop Subarea. This central Tacoma facility includes 4 lighted sports fields accommodating adult and girls fast pitch, T-ball, and boys baseball (3rd grade through U12). The complex is generally only open during scheduled league play or tournaments.
- Viet Huong Garden – located at S. 18th Street and S. G. Street in the Hillside neighborhood of South Downtown. Owned and administered by the Guadalupe Land Trust, Viet Huong provides garden plots free of charge to neighborhood residents. The garden also serves as a site for garden-based education for youth, as well as community gatherings and potlucks.
- Gallucci Learning Garden – located at S. 14th and S. G. Streets, Gallucci Learning Garden serves as a demonstration garden for hands-on education and community events. Owned and administered by the Guadalupe Land Trust and stewarded by a group of local volunteers, Gallucci provides free garden learning opportunities for nearby residents, including local youth.

PROPOSED OPEN SPACE ACTIONS

The proposed open space actions described below are mapped in Figure 4-9.

GOAL OS-1: Expand Hilltop open space, parks, and recreation opportunities

University of Washington Tacoma (UWT) Hillclimb

The steep, east-facing slopes along the eastern portion of the Subarea present a significant barrier to pedestrian east-west travel between Hilltop and and important destinations to the east. In response to these topographical challenges, the 2008 UWT Campus Master Plan proposes extending the existing 19th Street Grand Stairs on South 19th Street in a diagonal alignment to the intersection of South 17th Street and Tacoma Avenue, as illustrated in Figure 4-2.

If the UWT Hillclimb is built, it will set up a valuable opportunity to create an open space connector between UWT and Hilltop running from Tacoma Ave South to MLK, Jr. Way. Ideally, this connector would run diagonally, off the street grid to reduce the slope. Alternatively, the connector could be routed along the right-of-way on South 17th or South 16th Streets, or be a combination of on- and off-street segments.

The connector should be designed as "green street," with generous pedestrian amenities along the way, such as street plantings, wide sidewalks, street furniture, and "pocket" parks where feasible. Ideally, the connector would be designed to improve important public view corridors. Also note that this kind of prominent public investment would be a catalyst for nearby private investment.

ACTION OS-1.1: Pursue the creation of a green pedestrian connection between Hilltop and the UWT; collaborate with UWT on developing concepts for a hillclimb that will best support an extension all the way into Hilltop; explore potential alignments between Tacoma Way South and MLK Jr Way.

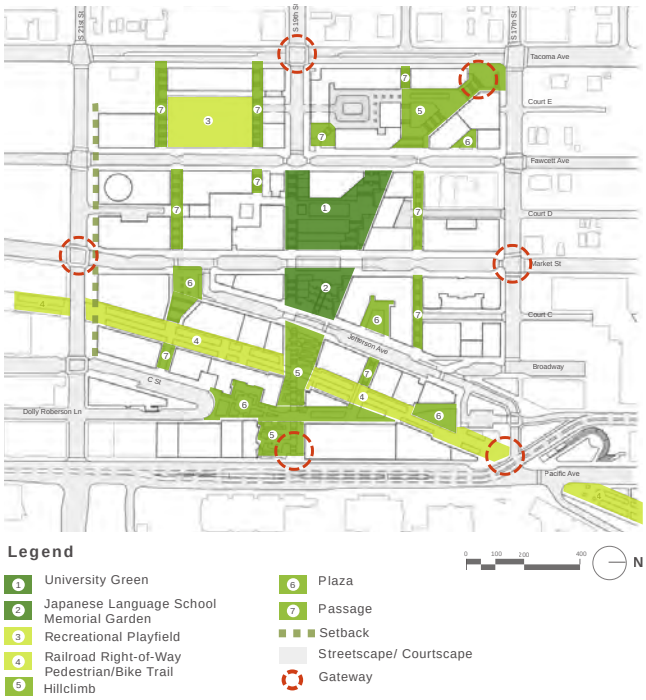


FIG. 4-9 UWT's 2008 Campus Master Plan outlines a framework of active and passive public open spaces that create green connections across and through the campus.

FIG. 4-10 A conceptual rendering of a pedestrian hillclimb, which could include gathering spaces and other shared community amenities.

Hillside-to-Brewery-District Pedestrian Corridor

Steep topography also creates a significant barrier to pedestrian travel between the southern half of Hilltop and the Brewery District to the east. Similar to the case for UWT, an established pedestrian route with pedestrian amenities and "green street" features would help to overcome that division and knit together the two neighborhoods. One possible alignment would be along 23rd Avenue, which is a narrow, slightly-angled street running up the hillside from the Brewery District and reaching Hilltop just north of McCarver Park, as illustrated in Figure 4-2. This alignment for a pedestrian open space connector was proposed in the 2013 Tacoma South Downtown Subarea Plan, and if completed would link Hilltop through the Brewery District all the way to the Foss Waterway.

ACTION OS-1.2: Pursue the creation of a green pedestrian connection between Hilltop and the Brewery District, focussing on South 23rd Street as the preferred alignment.

Greenways

Planning for future open space should not only be tailored to provide a sufficient amount of diverse, accessible, usable open spaces, but also to leverage the network of open spaces by enhancing the connectivity among them. Creating legible, efficient, non-motorized connections and trails linking open spaces would not only improve accessibility and usability, but would also help to knit together the Subarea and integrate it with surrounding neighborhoods.

ACTION OS-1.3: Designate a system of coordinated open spaces, conservation corridors, greenways and green streets to link Hilltop parks and community facilities, and connect Hilltop to adjacent neighborhoods, the Prairie Line Trail, UWT, and the Thea Foss Waterway.

Community Gardens

Community gardens enable residents to grow food on public or communally held land, typically in their local neighborhood. These gardens can support Hilltop's open space goals in a number of ways, including bringing a positive community use to underutilized urban open spaces, adding to vegetation and green canopy, preventing undesired or illegal activities through fostering community ownership of open spaces, aiding stormwater management by improving soil quality, raising awareness of both urban open space and regional farmland issues, and creating a sense of community. Community gardens can also improve health by providing neighborhoods with a significant source of affordable fresh vegetables and opportunities for physical activity.

The City of Tacoma partners with the Pierce Conservation District's Community Garden Program to support community gardens throughout the community. Currently McCarver Park Community Garden is the only community garden in the Hilltop Subarea.

ACTION OS-1.4: Plant community gardens on vacant sites as well as other available lands within Hilltop to restore habitat, grow healthy foods for local use, and improve visual appearances, in some cases to serve as temporary uses on sites waiting for redevelopment.

Peoples Community Center Plaza and Pool

Known as the Malcolm X Center before the name was changed in 1978 to Peoples Center, it has served as a cornerstone of the Hilltop community for meeting and social functions. With a primary focus on youth and after school programming, the Center is popular with both adults and children.

Site improvements made starting in 2012 include tree planting, "staple" bike racks, perimeter sidewalk repairs, decorative fencing, picnic tables and benches, irrigation upgrades, trees, landscape improvements, a new stage at the lower end of the park, and possible relocation of the play area and basketball court.

A new Aquatic Center at Peoples Community Center is scheduled to be completed in September 2015. The Center will feature a natatorium with a zero depth entry pool, lazy river, leisure pool, lap lanes, bubble pool, and indoor sprayground, along with an outdoor sprayground and waterslide. Construction is anticipated to begin in June 2014 and be completed by September 2015. The renovations are being funded by the 2005 Parks Improvement Bond Measure.

ACTION OS-1.5: Complete the planned renovations to the People's Community Center and Pool.

Impact Fees to Fund Open Space

The current fiscal climate makes funding the construction and maintenance of public open space a challenge. One potential tool for generating open space funding is an impact fee on new development that would help pay for open space that adds value to that development. However, in a weak real estate market such as currently exists in Hilltop, impact fees could be a counterproductive encumbrance on development.

Currently, the City of Tacoma does not assess any such impact fees. But as Hilltop builds out over time and the real estate market improves, it may eventually become practical to phase in impact fees to fund open space. Details regarding rates and trigger points for phasing in the impact fee would require further investigation.

ACTION OS-1.6: Explore establishing a phased-in development impact fee to fund open space improvements in Hilltop.

Other Open Space Implementation Strategies

Local Improvement District (LID)

A Local Improvement District (LID) is an area within which a special tax is applied to properties that will benefit from a public investment. An LID could be formed to finance debt from the construction of open spaces that nearby property owners believe would bring value to their property.

Small-Scale, Community-Driven Projects

Small-scale projects such as shared vegetable gardens can often be supported by local volunteers and by small grants spearheaded by community members. Though these projects may be small, they can have a powerful positive impact on their neighborhoods, demonstrating the kind of commitment that can catalyze private investment.

Private Open Space

Privately-owned open space that is publicly accessible can contribute to the open space needs of Hilltop. When development regulations require open space, it should be coordinated such that the design best supports the open space goals of the greater community. If the City establishes a public/private partnership for development in Hilltop, the agreement can be tailored to require the provision of public open space in exchange for value being offered to the developer.

Parks Levy

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

Land Acquisition

As Hilltop redevelops and property values increase, it will become increasingly challenging to secure well-located land for parks and open space. Securing land well in advance of actual construction would help to avoid the additional financial burden of acquiring land after significant appreciation has occurred. Another potential source of low-cost land for open space is surplus land owned by the City of Tacoma itself or by other municipalities and agencies such as Pierce County, the School District, Sound Transit, and the Washington State Department of Transportation.

ACTION OS-1.7: Depending on the specific location, context, and timing, consider applying the full range of open space strategies listed above.

SUSTAINABILITY

GOAL OS-2: Promote Hilltop environmental sustainability opportunities and performance

Future development in Hilltop presents the opportunity to incorporate green infrastructure such as rain gardens, swales, permeable pavement, and rainwater capture. These natural drainage strategies help to reduce toxic runoff to local water bodies while decreasing capacity demand on the City's stormwater system. Natural drainage features can also be designed to enhance the aesthetic quality and educational value of open spaces.

ACTION OS-2.1: *Stormwater* – Develop rain gardens, green roofs and walls, bio-filtration swales, and other green development features in and around the Hilltop Subarea's facilities and "green" streets, as well as in new project developments.

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

ACTION OS-2.2: Develop partnerships and seek funding from the City of Tacoma Public Works Department, the Center for Urban Waters, Citizens for a Healthy Bay, the Puget Sound Partnership, the Department of Ecology, the U.S. EPA, and other organizations to develop natural drainage features in existing and planned open spaces.

ACTION OS-2.3: ***Natural habitat*** **– Plant street trees, reforest open spaces, remove invasive species, and promote use of native and drought resistant plants to restore wildlife habitat in and around Hilltop's public facilities and within Hilltop's green, urban, and parkway street corridors.**

FIG. 4-11 This artful stormwater conveyance system is part of a community garden in Seattle's Belltown neighborhood.

FIG. 4-12 An example of a green street feature, this swale running between the sidewalk and roadway collects and filters stormwater.

FIG. 5-1 The Hilltop neighborhood is served by several Pierce Transit bus routes.

05

MOBILITY

One of the City's primary goals for the Hilltop Subarea is a balanced set of transportation choices for residents, businesses, and visitors. Because the City's transportation system is currently biased toward the single-occupant vehicle (SOV), the focus of this Plan is to help enhance alternative, active transportation modes, including walking, cycling, and transit. Sound Transit's recent selection of a preferred LINK light rail extension alignment that runs through the MLK Jr Way core business district has the potential to bring great improvements for both transportation and placemaking in Hilltop.

This Subarea Plan's Vision (see Chapter 1) includes the following components that frame the overall goals for mobility in Hilltop:

- Multimodal – creating a village that promotes walking, biking, and transit as a means of transportation in addition to vehicular.
- Connected – using all transportation modes to access Hilltop with the Downtown, South Downtown, and rest of Tacoma.

The stakeholder process for the Subarea Plan developed the following specific mobility goals for Hilltop:

- Expand pedestrian networks within Hilltop and with the rest of the city
- Implement a bicycle network within Hilltop and between Hilltop and the city
- Implement Tacoma's Complete Streets typologies in Hilltop
- Expand transit/street car service in Hilltop

Supporting Policy

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

- Federal Partnership for Sustainable Communities
- Washington State Growth Management Act
- Washington State Policy on Greenhouse Gas Emissions
- Puget Sound Regional Council's VISION 2040 and Transportation 2040
- Pierce County Countywide Planning Policies
- *City of Tacoma Comprehensive Plan*
- *City of Tacoma Mobility Master Plan*
- *City of Tacoma Climate Action Plan*

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

The primary goals of the Mobility Master Plan are to:

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

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

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

In Summer 2013 the City initiated a process to update the Comprehensive Plan Transportation Element, with an anticipated completion date of Fall 2014. The citywide update will be designed to support the transportation goals and policies of the Subarea Plan, and will be grounded in the growth assumptions and proposed land use changes in the Plan. The overall objective of the update is to provide a cohesive, efficient, and effective multimodal transportation system that meets the needs and goals of the community. Specific tasks include Transportation Model and Level-of-Service updates, transit scenario planning, corridor analysis, and a roadway update. To provide guidance for this work, the City established a Transportation Commission in August 2013.

EXISTING CONDITIONS

Hilltop possesses multiple assets that can be leveraged to help achieve a more balanced transportation system. Hilltop's key transportation facilities are mapped in Figure 5-5 and 5-6, and a summary of each mode is given below. Additional details on the Subarea's transportation infrastructure can be found in the Transportation Element of the *Hllltop Environmental Impact Statement*.

Pedestrian Facilities

The Hilltop Subarea has been improved with sidewalks and curbs and gutters on most all public rights-of-way, though their quality varies widely. In most areas, the sidewalks are 4 to 5 feet, which is sufficient to accommodate expected pedestrian volumes. In few locations in the business district core, such as around the intersection of MLK Jr Way and South 11th Street, there are segments with wider sidewalks. However, many sidewalks in these areas are too narrow to support a vibrant pedestrian-oriented commercial environment, and lack pedestrian amenities such as planting buffers, benches, and street trees. Currently, no sidewalks in Hilltop are identified in the City's short and medium term sidewalk improvements program.

The quality of pedestrian street crossings varies widely throughout the Subarea. Numerous intersections lack even basic striped demarcation for crosswalks. For example, almost all the crossings along MLK Jr Way have either no crosswalk markings, or markings that are so worn as to be hardly visible. Exceptions include striped crosswalks at MLK Jr Way and S 5th St (adjacent to Multicare), at MLK Jr Way and S 21st St (adjacent to McCarver Elementary), and on S J St between S 16th St and S 23rd St. There is a midblock crosswalk on MLK Jr Way between S 3rd St and S 5th St.

As a result of recent redevelopment, the intersections of MLK Jr Way with S 5th St, and with S Earnest Brazill St have been improved with extended curb bulbs. Three of the four corners at the intersection of MLK Jr Way and S 11th St have extended curb bulbs.

FIG. 5-2 The neighborhood's streets are in various states of repair.

FIG. 5-3 Several major intersections in Hilltop lack painted pedestrian crosswalks.

FIG. 5-4 Pedestrian infrastructure along Martin Luther King, Jr. Way: painted planters, information kiosks, and pedestrian-scaled street lights.

FIG. 5-5 KEY FEATURES OF PEDESTRIAN TRANSPORTATION NETWORK

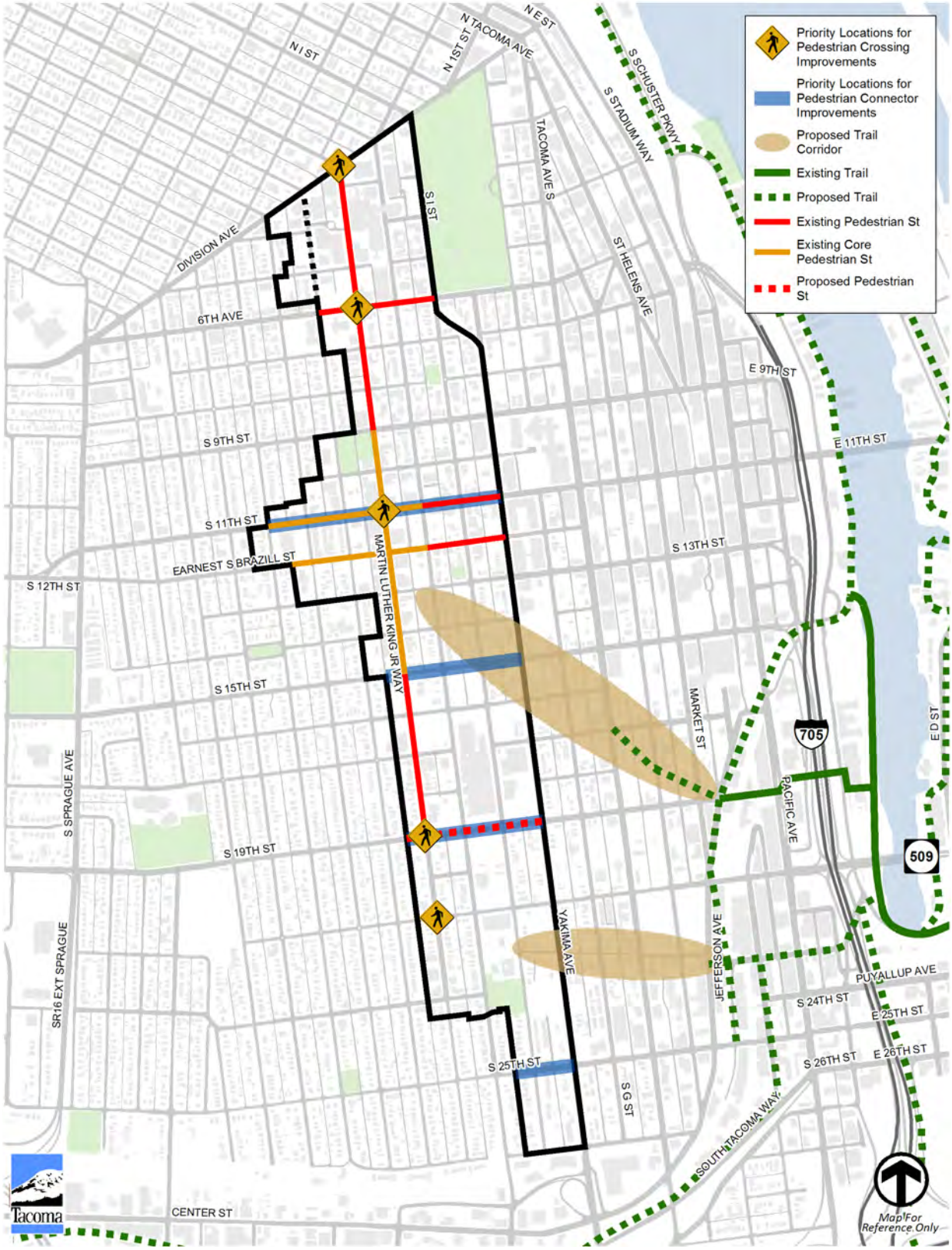


FIG. 5-6 KEY FEATURES OF THE BICYCLE AND TRANSIT NETWORK

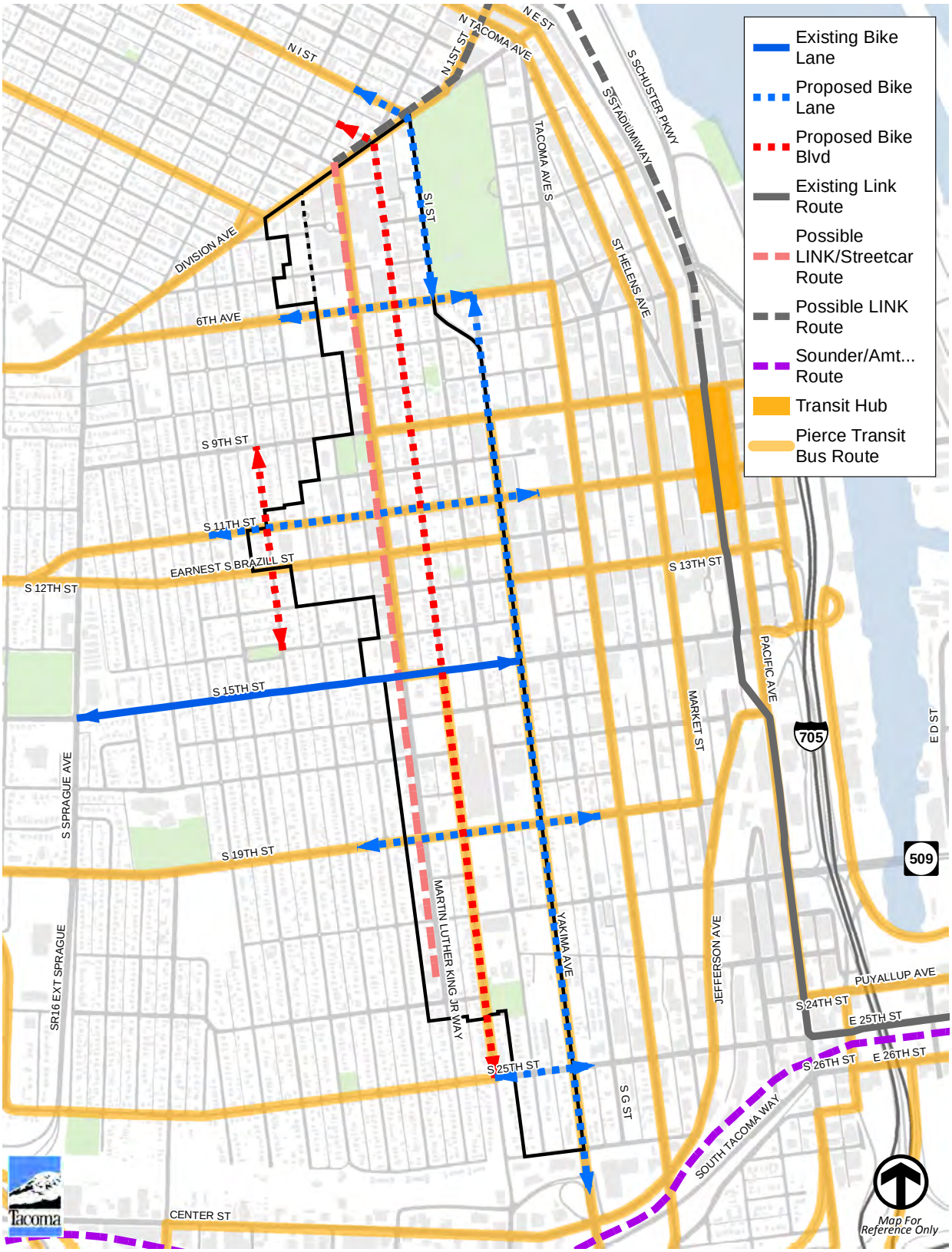


FIG. 5-7 A hardscape pedestrian path through People's Park.

FIG. 5-8 An arcade on Martin Luther King, Jr. Way, a designated pedestrian street.

FIG. 5-9 A bus shelter on the St. Joseph's medical campus.

The City's short term intersection improvement program proposes to improve South I Street and Division Avenue, South J Street and South 19th Street based on prioritization criteria.

Most of the Subarea is relatively flat, with the exception of the area east of approximately South I Street. Pedestrian connections further east towards the downtown core and the Brewery District are significantly challenged by steep grades.

Designated Pedestrian Streets

Pedestrian streets are considered to be key streets in the development and utilization of Tacoma's mixed use center districts due to pedestrian use, traffic volumes, transit connections, and/or visibility. The streets are designated for use with provisions such as increased transparency, weather protection, and street furniture standards. In some centers, these "pedestrian streets" are further designated as "core pedestrian streets" with additional provisions. In centers where multiple streets are designated, one street is designated the "primary pedestrian street".

The following streets in the Hilltop Subarea are designated Pedestrian Streets: MLK Jr Way (Primary Pedestrian Street), South 11th Street, South Earnest S Brazill Street, and 6th Avenue

The following streets in the Hilltop Subarea are also designated as Core Pedestrian Streets: MLK Jr Way (from South 9th to South 15th Street), South 11th Street, and South Earnest S Brazill Street

Bicycle Facilities

Currently, bicycle facilities in the Hilltop Subarea are limited. The only official bike facility in the Subarea are striped bike lanes running on South 15th Street, starting at Yakima Way and running across the Subarea into the neighborhoods to the west.

Public Transit

Pierce Transit provides bus service to the Subarea. Six Pierce Transit routes travel from downtown Tacoma through Hilltop to outlying destinations including Tacoma Community College (TCC), Walmart, Lakewood, Parkland, Tacoma Mall, and Purdy on the Gig Harbor Peninsula. Transit routes are mapped in Figure 5-6.

- Route 1 – runs from the Tacoma Community College (TCC) station through the Hilltop Subarea on 6th Avenue, then through the downtown and out to SR-7 and the Walmart at 200th and Mountain Highway.
- Route 2 – runs from downtown Tacoma through Hilltop on South 19th Avenue to Tacoma Community College (TCC) and then Lakewood Transit Center.
- Route 28 – runs from downtown Tacoma through the Hilltop Subarea on South 11th and 12th Streets to Tacoma Community College (TCC) Transit Center.
- Route 45 – runs from downtown Tacoma through the Hilltop Subarea on Yakima Avenue to the Parkland Transit Center.
- Route 57 – runs from downtown Tacoma through the Hilltop Subarea on South 9th Street, MLK Jr Way, South J Street, and South 25th Street to the Tacoma Mall Transit Center.
- Route 102 – runs from the Purdy park-and-ridge on the Gig Harbor Peninsula through the Hilltop Subarea on MLK Jr Way to downtown Tacoma.

Numerous additional transit options are available in the downtown core, Brewery District, and Dome District, provided by Pierce Transit, Sound Transit, and Intercity Transit.

Due to projected budget constraints, Pierce Transit had expected to eliminate 28% of current service in September 2013. However, because sales tax revenues have been rising, in July 2013 it was determined that Pierce Transit could maintain current service levels through June 2014.

FIG. 5-10 Pierce Transit SHUTTLE, a shared-ride service, provides door-to-door rides for those unable to use regular buses.

FIG. 5-11 Hilltop currently has few bicycle facilities, but a new bike workshop-and-bar has recently opened up at Martin Luther King, Jr. Way and S.10th Street.

FIG. 5-12 Pierce Transit routes 57 and 45 traverse Hilltop from north to south. A handful of routes make east-west connections across the neighborhood.

Roadways

Nearly all of the Subarea is arranged on a rectilinear street grid with 260' blocks bisected by north-south running alleys.

The most important north-south roadway in the Hilltop is MLK Jr Way, which bisects the Subarea and is the primary location of commercial activity. South Yakima Ave is an important north-south arterial running along the eastern edge of the Subarea. Key east-west arterials include 6th Avenue, South 11th and South 19th Streets.

Table 5-1 shows averages daily traffic (ADT) volumes at various locations in the Subarea. With the exception of S 19th St at MLK Jr Way, all these locations have ample unused capacity.

TABLE 5-1 ROADWAY USE

ROADWAY	ADT	Capacity	Percent
19th Street (at Yakima)	12,800	18,000	71%
19th Street (at MLK)	17,942	18,000	99%
11th Street (at Yakima)	9,250	18,000	51%
11th Street (at MLK)	8,117	18,000	45%
6th Ave (at MLK)	9,017	18,000	50%
Yakima Ave (at 12th)	9,041	18,000	50%
Yakima Ave (at 20th)	10,918	18,000	61%
Yakima Ave (at 25th)	10,228	18,000	57%

Source: Tacoma Public Works, 2011

Parking

In general, the Hilltop Subarea currently has an excess supply of parking, to which significant land area is dedicated (for reference, see land use map in Figure 6-3 in Chapter 6).

On-Street Parking

Curb-side or other on-street parking within the public right-of-way is available on most local and arterial roadways within the Subarea. In most areas, there is significant unused on-street parking capacity, although streets adjacent to the hospitals tend to be highly utilized. There are no on-street parking meters in the Subarea. Almost all of the on-street parking in the Subarea is not time limited, exceptions being Division St and the north end of MLK Jr Way where there are some 1-hour and 2-hour limited zones.

Off-Street Parking

The Subarea has several large parking lots, both surface and structured, that are associated with healthcare facilities. Two recent additions are:

- Franciscan Medical Center's 7-story, 770 stall parking garage, located on the block east of MLK Jr Way between South 16th and 17th Streets.
- Community Health Center's 3-story, 250 stall garage located behind the new health center building on the southwest corner of Earnest Brazill Street and MLK Jr Way.

The Community Health Center garage is a good example of how to locate parking in a way that minimizes negative impact on the pedestrian environment on MLK Jr Way. In contrast, the surface parking lot that was part of the Rite Aid development on near the southeast corner of MLK Jr Way and South 11th Street is an example of parking that compromises the pedestrian environment and street-level retail activity on these two important pedestrian streets.

The City's Mixed-use Center regulations apply to off-street in the Subarea (TMC 13.06.510), with a typical requirement of 1 stall per residential unit, and 2.5 stalls per 1000 square feet of commercial space. For buildings within 10 feet of Hilltop's designated Core Pedestrian Streets—MLK Jr Way, South 11th Street, and South Earnest S Brazill Street—there are no off-street parking requirements for either residential or commercial uses.

MultiCare is currently conducting a parking study to explore strategies for managing their parking and reducing parking demand.

TRANSPORTATION MODELING

The City of Tacoma recently produced an Environmental Impact Statement (EIS) for the South Downtown Subarea Plan that included transportation modeling. Because the South Downtown work was occurring concurrently with the Hilltop Subarea planning process, and because the two Subareas are adjacent to each other, the buildout alternatives for the Hilltop EIS were analyzed along with the buildout alternatives for South Downtown EIS.[1]

Details on the modeling methodology and results can be found in the Tacoma South Downtown EIS Transportation Element. The study area for the modeling was an aggregate of the South Downtown and Hilltop Subareas. To estimate potential impacts to vehicular traffic and other modes of transportation within the two Subareas and at the regional level, all of the EIS alternatives for both Subareas were evaluated based on the results of a scenario-specific forecast using the Puget Sound Regional Council's (PSRC's) Regional Travel Demand Model.

Regional Result Summary

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

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

Subarea Result Summary

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

1 Tacoma South Downtown Subarea Plan and EIS, 2012.

STRATEGIES

GOAL M-1: Modify motor-vehicle traffic management methods in coordination with the City's proposed modifications in Downtown.

Engineering Codes

Explicit language can be added to the engineering section of the Tacoma Municipal Code to set forth a framework for the City Engineer to secure traffic analyses for specific projects and to require appropriate mitigation. For model code language describing Traffic Impacts Assessments, see Appendix D in the South Downtown Subarea Plan.

ACTION M-1: Move traffic analysis and mitigation for the Hilltop Subarea from SEPA to new engineering codes.

Level of Service Standards

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

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

Within the Subarea, the City will by operate streets and intersections at LOS E or better.

Future changes and/or improvements to designated transit corridors will, where practicable, maintain a minimum average delay for transit vehicles equivalent to or less than the vehicle delay associated with Level of Service D.

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

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

ACTION M-2: Set the motor vehicle level of service standard to LOS "E" and the transit level of service to LOS "D".

Monitoring

To enable regular evaluation of Plan implementation, adaptive management and mitigation, and to inform planning for operation of and investment in transportation facilities and services, the City of Tacoma will collaborate with WSDOT, Pierce Transit, Sound Transit, Intercity Transit, and other public agencies to collect, analyze and report transportation and land use performance data to the public every five years, with baseline data collection to be completed by 2015. Subject data include:

Motor vehicle traffic counts at connections between the state highway and local street systems, including state highway ramp termini located within or immediately adjacent to the Subarea

- Transit ridership (including vehicle passenger loads in relation to vehicle seated capacity)
- Transit vehicle delay at key intersections
- Point-to-point transit vehicle travel times

- Parking occupancy and turnover (on-street and off-street) in selected areas
- Volumes of pedestrian and bicycle traffic at selected screenlines
- Intercept travel surveys of the occupants of selected new or redeveloped buildings

ACTION M-3: Implement a monitoring program to collect transportation and land use performance data every five years.

Adaptive Management

The City of Tacoma will work with transportation service providers and private property owners to adaptively manage the provision of transportation facilities and services and land use plan implementation as necessary to mitigate any identified significant impacts to access or mobility within the Subarea. Mitigation may include measures such as:

- Expanding the use of parking pricing or limiting the supply of off-street parking.
- Adopting more aggressive commute trip/ vehicle trip reduction regulations.
- Providing additional financial incentives for vehicle trip reduction, mode shift, and/or off-peak travel.
- Expansion of multimodal transportation facilities and services.

If significant impacts to transit speed, capacity or reliability are identified, the City will pursue appropriate mitigation measures, such as:

- Funding, or assessing fees on new and/or existing development, to fund additional transit service
- Dedicating street right-of-way to provide transit-only lanes in key corridors
- Installing Transit Signal Priority (TSP) and/or queue jumps at selected intersections
- Other corridor specific transit speed, reliability and capacity improvements agreed to in collaboration with Pierce Transit and Sound Transit.

ACTION M-4: Implement an Adaptive Management and Mitigation Program to address potential future impacts to mobility as the Subarea builds out.

Additional Long-term Strategies

The monitoring program proposed above could be used to trigger a range of additional actions appropriate responses to changing conditions. Potential strategies that should be considered by the City for Hilltop including the following:

Development Thresholds for Impact Fees

As the Subarea gains population and employment, there will be an increasing need for multimodal transportation investments that support travel by walking, biking, and transit. Implementing developer impact fees is one common approach for funding such infrastructure. However, Tacoma does not currently assess any impact fees.

The proposed solution is a developer impact fee that is phased in over time based on the amount of new development that has occurred in the local area. A phased-in approach would avoid counterproductive encumbrance of near-term projects, and if properly designed, would only begin to impose impact fees after the real estate market had recovered.

This approach would require careful selection of growth thresholds that would trigger the activation of the impact fees, and the fees would need to be consistent with the Growth Management Act requirements.

Development Thresholds for Transportation Management Programs

Consistent with its authority under the State Environmental Policy Act (SEPA), the City of Tacoma may require property owners to develop and implement a

Transportation Management Program (TMP) intended to reduce the share of tenants and employees who access the site by driving alone.

To address the increasing need for TMPs as the Subarea grows, and to avoid overly encumbering near term catalyst redevelopment projects, the City could establish new development thresholds to trigger requirements for TMPs.

Transportation Demand Management

As the Subarea redevelops over time, the City could consider transportation demand management (TDM) strategies such as Universal Transit Passes and Commute Trip Reduction (CTR) to reduce the vehicle trip generation of new and existing buildings.

Transit agencies in the Central Puget Sound Region, including Pierce Transit and Sound Transit currently offer a universal transit pass, called the ORCA Business Passport (ORCA stands for "One Regional Card for All"), for sale to selected employers. The ORCA Business Passport provides pass-holding employees with unlimited access to regular service on:

- Sound Transit's Link Light Rail, express buses, and Sounder commuter rail trains
- King County Metro Transit, Pierce Transit, Community Transit, Everett Transit, and Kitsap Transit buses
- King County Water Taxis and Kitsap Transit Foot Ferries

The State currently requires employers with employment sites where 100 or more employees are scheduled to arrive for work during the morning peak period to implement a CTR program to encourage employees to walk, cycle, share rides, take public transportation, telecommute, and/or to work a flexible schedule that allows them to commute during off-peak hours (RCW.70.94.531). The City of Tacoma maintains a robust Commute Trip Reduction Program, but could consider extending it to employment sites 10-99 employees.

Parking Management

As noted above in the Existing Conditions section, the Hilltop Subarea currently has an underutilized supply of parking resources, both on and off-street, with the exception of some areas near the hospitals that are well utilized. However, as the Subarea builds out, the City should consider the following strategies to respond to increasing demand for parking while minimizing the amount of new parking that is built.

Shared Parking

Shared parking effectively expands parking capacity by taking advantage of parking demand that comes at complementary times. The hospitals are a potential opportunity for shared parking, given that the parking needs of employees that commute are often complementary to those of neighborhood residents.

Pricing

As demand for parking rises, inconsistent pricing of parking creates a market distortion that can lead to inefficient utilization of parking resources. Pricing strategies should be based on an area-wide assessment, For optimum results, off-street pricing strategies would also be coordinated with strategies for the pricing and permitting of on-street parking.

The following supplemental parking management strategies should also be considered as future conditions warrant:

- On-street parking vacancy rate management: Parking Benefit District:
- Unbundling Parking Rents from Unit Rents
- Maximum Parking Requirements
- Non-residential Off-street Parking Tax
- Flexible parking design that anticipates future changes in demand or sharing opportunities

PROJECTS

The following sections describe transportation-related projects that are important ingredients for achieving Hilltop's long-term goals. Some of these projects are already in the planning stages, while some are concepts that have been previously proposed and some are proposed for the first time in this Subarea Plan. The maps in Figures 5-5 and 5-6 show the proposed projects.

Active Transportation Projects

Because walking and cycling can meet the need of many daily trips and also provide connections to longer trips on transit, improving active transportation is a high priority for Hilltop.

GOAL M-1: Expand pedestrian networks within Hilltop and connections to the rest of the City.

Pedestrian Crossings

As noted in the existing conditions discussion above, many pedestrian crossings throughout the Subarea are in need of basic improvements such as striping and signage. In general, pedestrian crossing improvements should be prioritized on MLK Jr Way in the core business district. Additional priority locations for improvements adjacent to MLK Jr Way include Division Ave, South 6th Ave, South 11th Street, South 19th Street, and South 21st Street (to improve access to McCarver Elementary School).

ACTION M-5: Initiate a City program to create a prioritized list of pedestrian crossing improvements in Hilltop along with a plan for implementing the improvements.

FIG. 5-13 A conceptual illustration of proposed improvements for South 19th Street.

Pedestrian Connectors

To provide more attractive and usable pedestrian connections within the Subarea and to adjacent neighborhoods, there are several locations in the Subarea that would benefit greatly form sidewalk and streetscape improvements. In particular, improved east-west connections would help Hilltop benefit from surrounding assets. Top priority locations include:

- South 19th Street: Bring University of Washington Tacoma campus life up to Hilltop
- South 11th Street: Connect to regional transit, Bates Technical College, downtown, and the Foss Waterway
- South 6th Avenue: Connect to the Theatre District, the 6th Ave corridor, and the University of Puget Sound

Other locations that would benefit improvements include South 25th Street and some sections of MLK Jr Way. In addition, special priority should be given to routes that provide good walking connections to McCarver Elementary School.

ACTION M-6: Initiate a City program to create a prioritized list of pedestrian connector improvements in Hilltop along with a plan for implementing the improvements.

Hillclimbs

The steep topography to the east of the Hilltop Subarea presents a significant impediment to pedestrian travel to the downtown core, UWT, LINK light rail, the Brewery District, and important destinations further east such as the Foss Waterway and the Dome District Multi-modal transportation hub. As noted in the previous section, east-west pedestrian connections are especially important for Hilltop, but one intrinsic challenge is the steep topography east of the Subarea. In response, as described in the Open Space chapter, this Subarea Plan recommends two locations for creating hillclimb connections with enhanced pedestrian amenities:

- Continuation of the hillclimb proposed by UWT, starting at the corner of South 17th Street and Tacoma Ave South.
- Hillclimb from the Brewery District following South 23rd Street and connecting to the McCarver Elementary playground

ACTION M-7: Explore potential strategies and collaborations to create pedestrian hillclimbs from the UWT and from the Brewery District.

GOAL M-2: Expand bicycle networks within Hilltop and connections to the rest of the City.

Mobility Master Plan Bicycle Projects

In general, the principles and recommendations of Tacoma's Mobility Master Plan (MoMaP) align with the goals of Hilltop. Where possible, proposed MoMaP projects that are located in the Subarea should be prioritized to reflect the City's intention to focus significant growth in the Subarea. The MoMaP proposes the following bicycle infrastructure projects in or near Hilltop:

Short term:

- Bike Lane on South 6th Ave across the north end of the Subarea and continuing east and west beyond the Subarea.
- Bike Lane on South 11th Street across the Subarea and continuing east and west beyond the Subarea
- Bicycle Boulevard on Sheridan Ave, just outside the western border of the Subarea

Medium term:

- Bicycle Boulevard on South J Street between Division and S 27th Streets.
- Bike Lane on South 19th Street from Yakima Ave to beyond the western border of the Subarea
- Bike Lane on Yakima Ave and South I Street, continuing north on North I Street, and to the south beyond the borders of the Subarea
- Bike Lane on Center Street just beyond the southern border of the Subarea
- Bicycle Boulevard on S G St just outside the northeast corner of the Subarea

Long term:

- Bike Lane on South 25th Street between Yakima Ave and South Sheridan Ave

Of the MoMaP projects listed above, the highest priority project for Hilltop is the Bicycle Boulevard on S J St. According to the MoMaP, "Bike Boulevards are streets where motorists and cyclists share the road. Pavement markings and signage indicate bicycle route. Bike Boulevards are used on lower-volume, residential streets. They are designed to be comfortable for cyclists of all ages and abilities. Bike Boulevards often include traffic calming measures such as traffic circles, rain gardens, or street trees as well as wayfinding signage."

Since the proposed Bicycle Boulevard bisects the Subarea's two major medical institutions, careful design will be required to balance the needs of cyclists with

the needs of the users of the Franciscan and MultiCare healthcare complexes that front on South J Street. Both hospitals use South J Street for emergency vehicle/ ambulance access, which often involves time-critical situations. The final alignment and design for those sections must be closely coordinated with the medical facilities to ensure there are no significant impacts to hospital operations, particularly emergency vehicle access.

ACTION M-8: Implement the City's proposed active bicycle infrastructure projects in Hilltop as identified in the Mobility Master Plan, and prioritize the South J Street Bicycle Boulevard

Street Types

As described above in the *Supporting Policy* section of this chapter, the City of Tacoma has adopted a Complete Streets policy that includes defined street types based on their use and context, and each of these street types has recommended design features, as documented in the 2009 *Tacoma Mixed-Use Centers Complete Streets Design Guidelines.* This Subarea Plan assigns Mixed-Use Center Complete Street types of Transit Priority, Avenue, Main Street, and Urban Residential, according to the map Figure 5-14, and these types are illustrated in Figures 5-15 – 5-18.

"Green Street" upgrades are recommended as shown in Figure 5-14. The are a variety of features that can be included in Green Streets, and one possible configuration is illustrated in Figure 5-19, taken from the Downtown Element of the Comprehensive Plan.

Lastly, the Plan also supports the creation of a "Signature" Street on Yakima Ave, in accordance with the proposal in the Downtown Element of the Comprehensive Plan. One concept for this street type is illustrated in Figure 5-20.

Most of these streets would require significant upgrades to the meet the City's Complete Streets design guideline recommendations.

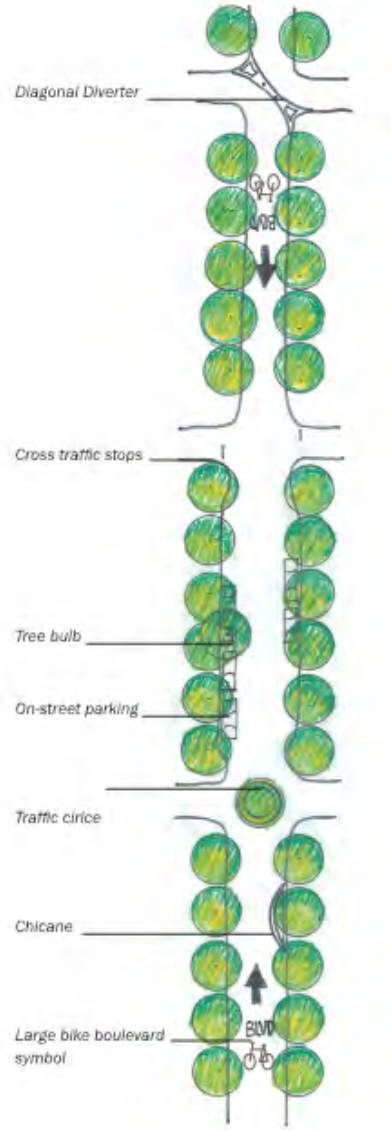


FIG. 5-14 Typical Bicycle Boulevard features.

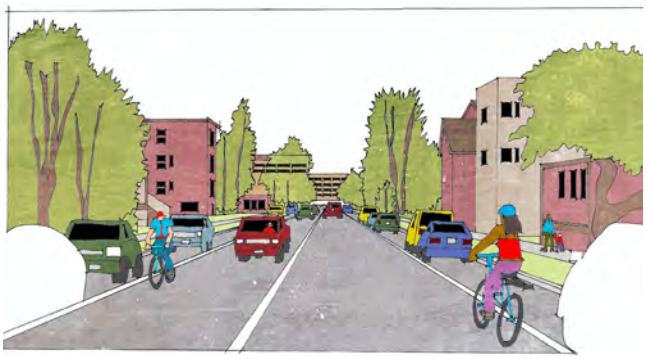
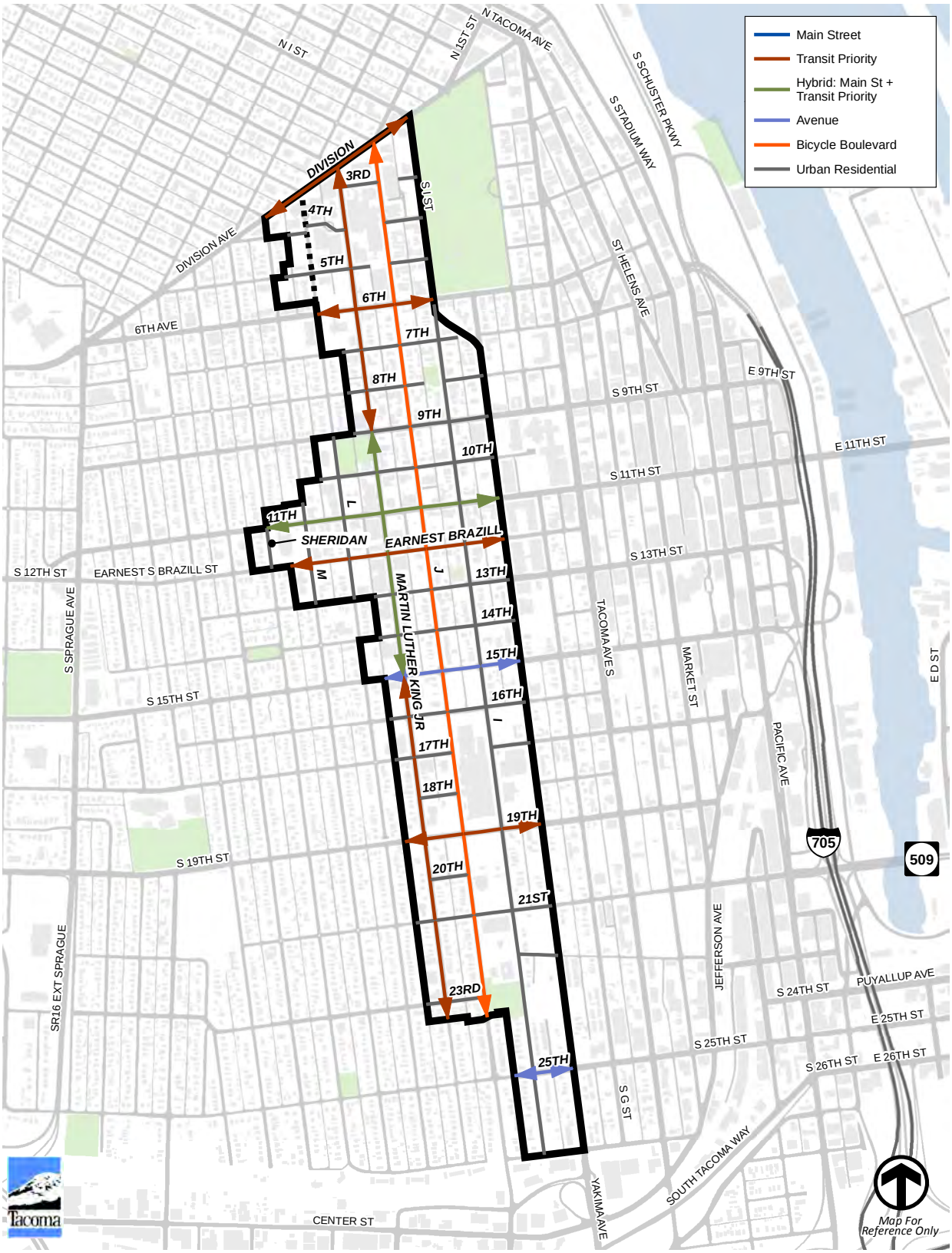


FIG. 5-15 A conceptual illustration of a bicycle boulevard.

FIG. 5-16 COMPLETE STREET TYPE DESIGNATIONS



GOAL M-3: Implement Tacoma's Complete Streets typologies in Hilltop.

ACTION M-9: Assign Complete Street types to Hilltop streets as illustrated in Figure 5-13.

ACTION M-10: Implement Complete Streets reconfigurations of Hilltop streets based on a priority that focuses on the MLK Jr Way business district.

MLK District Complete Streets Improvement Project

The development of this Subarea Plan led to an innovative proposal to fund a network of Complete Streets upgrades in Hilltop as a logical implementation measure to support the future Sound Transit LINK light rail expansion to Hilltop. In February of 2013, the City submitted a proposal for the "MLK District Complete Streets Improvement Project" to the Puget Sound Regional Council (PSRC) for inclusion in their 2014 update to Transportation 2040 and for consideration in their transportation project prioritization process, a process which is intended to assist with decision-making and to inform how transportation investments can best implement VISION 2040.

The proposed $28 million project would implement the Complete Streets concept focussed on the Hilltop business district, with improvements including bike lanes, sidewalks, street bulb outs, transit improvements, signalization improvements, channelization, stormwater improvements, utilities and more, to transform several arterial streets into a multimodal network that improves efficiency for all modes of transportation. The proposed network of streets to be improved covers the area between MLK Jr. Way to J St, and from Division St. to S. 25th St, and includes 25th, 19th, 15th, 12th, 11th, 9th, and Division Streets and 6th Ave.

Implementing complete streets in Hilltop District, which is part of a designated Regional Growth Center targeted for significant growth, is perfectly aligned with the goals of VISION 2040. The project will also improve connections to the LINK Light Rail and to the Tacoma Dome Station, a regional multimodal and intermodal transportation center, in support of the goals of PSRC's "Growing Transit Communities Partnership."

The PSRC prioritizes proposed transportation projects based on the following nine criteria: Air Quality, Freight, Jobs, Multi-Modal, Puget Sound Land and Water, Safety & System Security, Social Equity & Opportunity, Support for Centers, and Travel. The prioritization will inform the 2014 update to Transportation 2040, PSRC's regional transportation plan, and will inform future project funding allocations. The MLK District Complete Streets project ranked 6th out of 126 key arterial projects regionwide.

ACTION M-11: Continue to pursue PSRC prioritization and funding of the MLK District Complete Streets Project.

FIG. 5-17 AVENUE COMPLETE STREET TYPE DIAGRAM

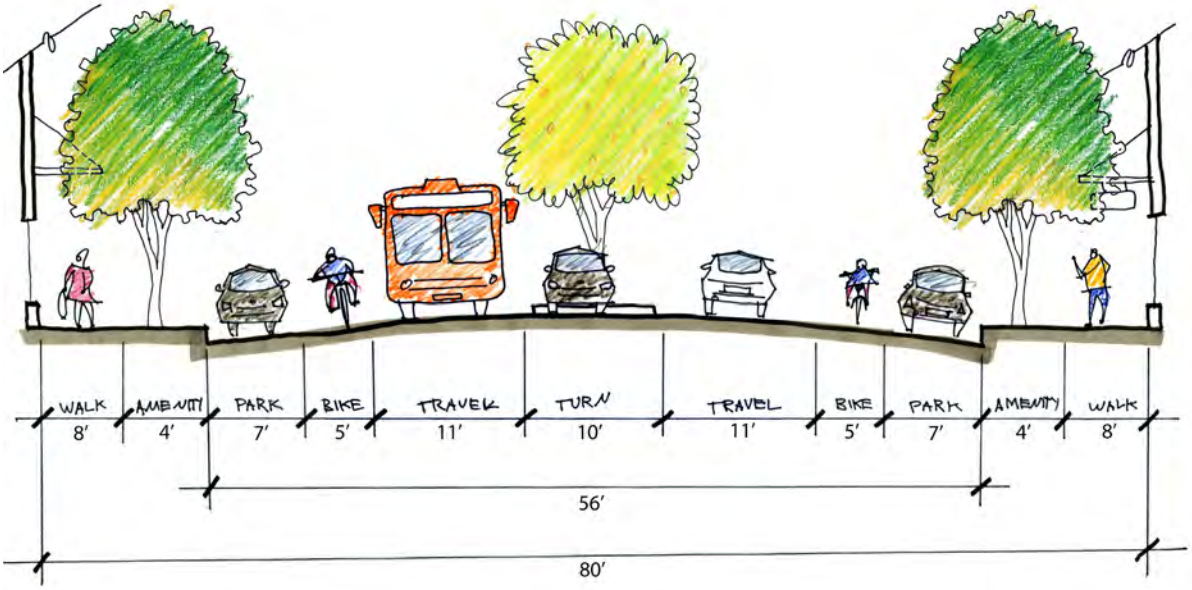


FIG. 5-18 TRANSIT PRIORITY COMPLETE STREET TYPE DIAGRAM

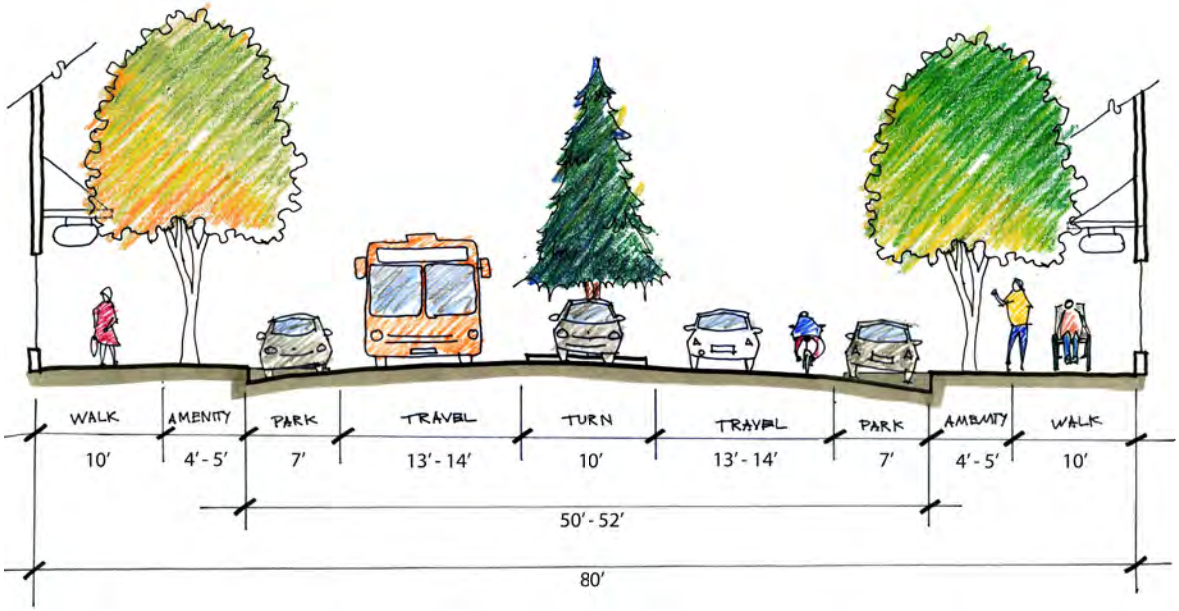


FIG. 5-19 MAIN STREET COMPLETE STREET TYPE DIAGRAM

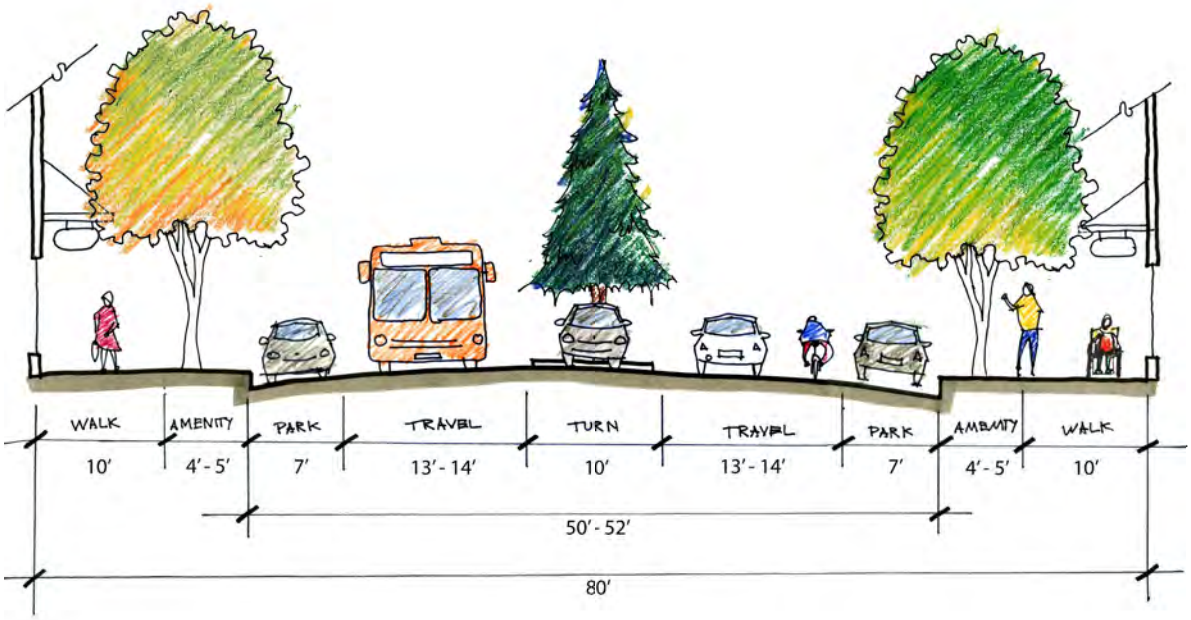


FIG. 5-20 URBAN RESIDENTIAL COMPLETE STREET TYPE DIAGRAM

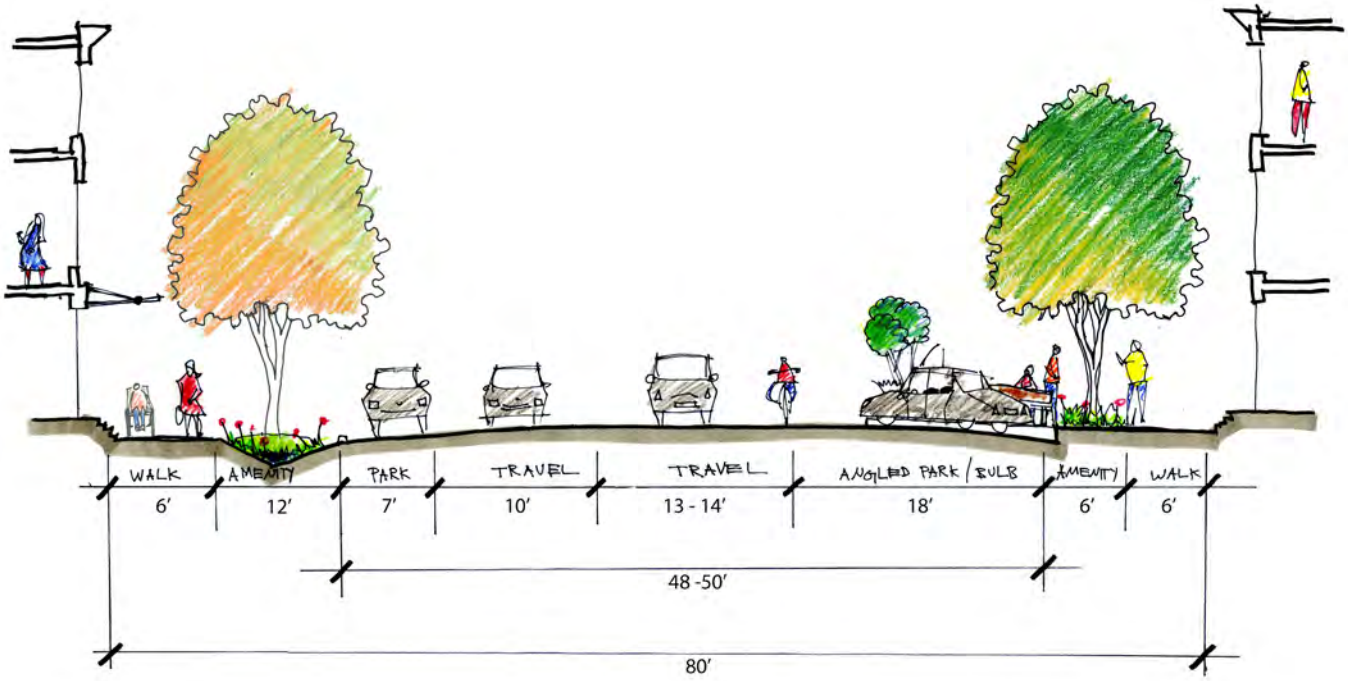


FIG. 5-21 POTENTIAL CONFIGURATIONS FOR GREEN STREETS

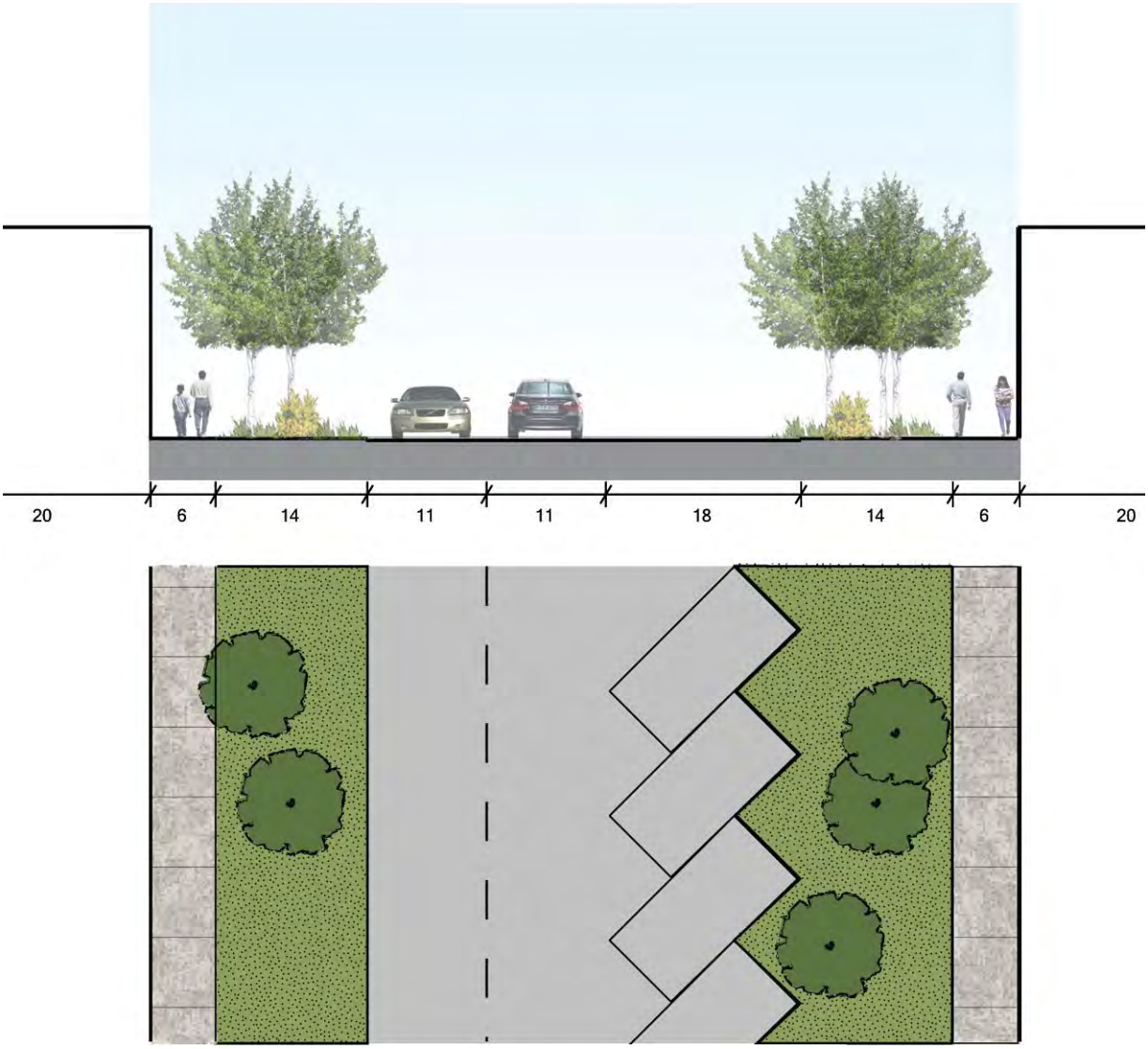
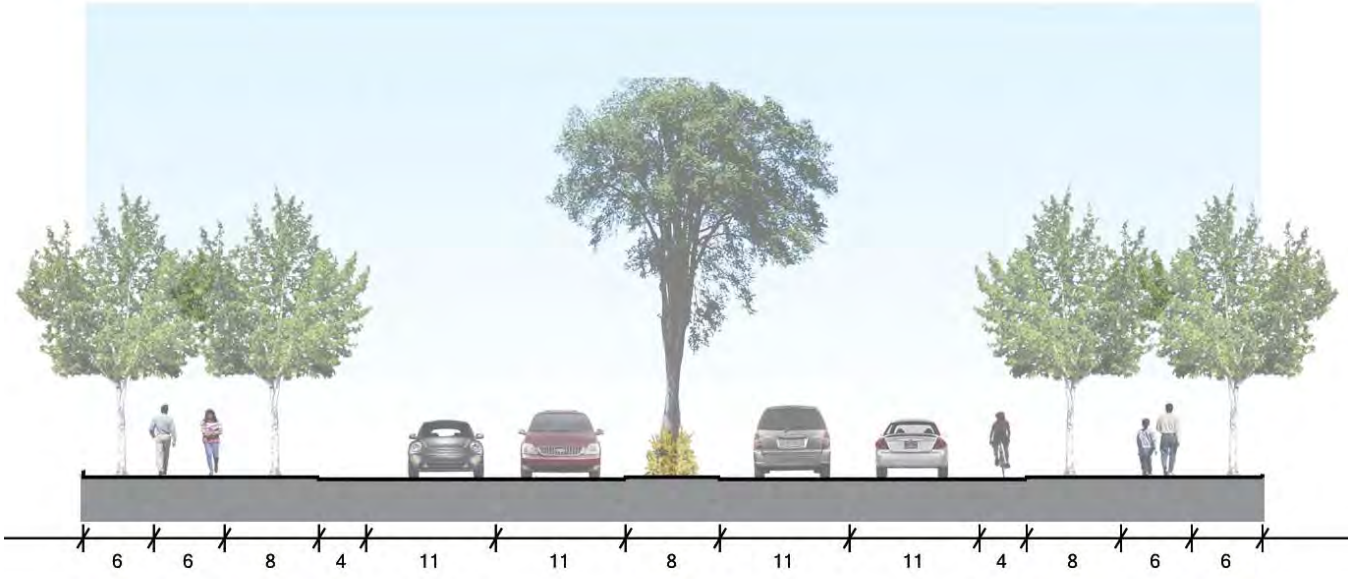
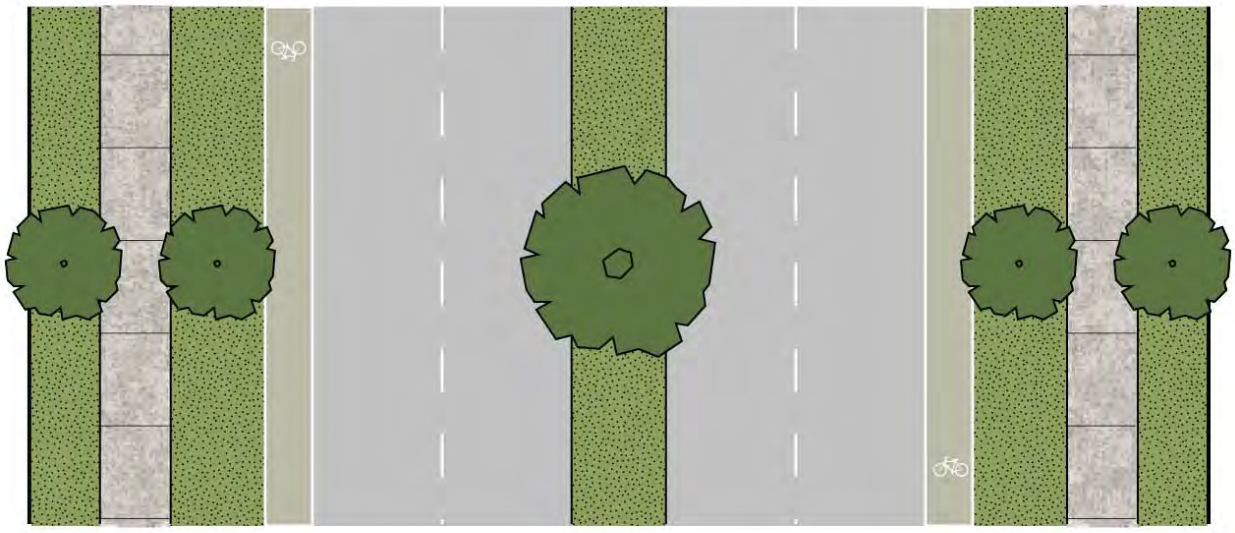


FIG. 5-22 SIGNATURE STREET ON YAKIMA AVENUE





TRANSIT

GOAL M-4: Expand transit/streetcar service in Hilltop.

LINK Light Rail Expansion

On May 23, 2013 the Sound Transit Board approved the North Downtown Central Corridor, known as"E1," as the alignment to move ahead with further environmental review for a potential expansion of the Tacoma Link light rail system. This alignment would take the light rail trains down MLK Jr Way right through the heart of the Hilltop Subarea, as shown in Figure 5-21.

Urban light rail not only provides high-quality transit service, but also can be a powerful catalyst for economic development. This potential transit investment would have a powerful positive influence on livability and revitalization in Hilltop. Assuming that the E1 LINK alignment will be built, planning for the integration of the train line into MLK Jr Way is the highest priority transportation project in Hilltop.

The preferred E1 alignment will provide a high-quality, frequent transit connection between Hilltop and the Stadium District, the downtown core, South Downtown, the Brewery District, and the Dome District. The alignment extends the existing LINK line north on Commerce Street, to South Stadium Way, to North East Street, left onto North 1st Street, to Division Avenue, and south on Martin Luther King Jr. Way, terminating at South 19th Street. The 2.3-mile route will undergo further evaluation, and once environmental review is complete, the Sound Transit Board will take final action on the project route, station locations and project funding.

The existing 1.6 mile Tacoma LINK light rail line currently serves 6 stations from the Theater District to the Tacoma Dome Station. Trains run every 12 minutes during the day and served nearly a 1,000,000 riders in 2011.

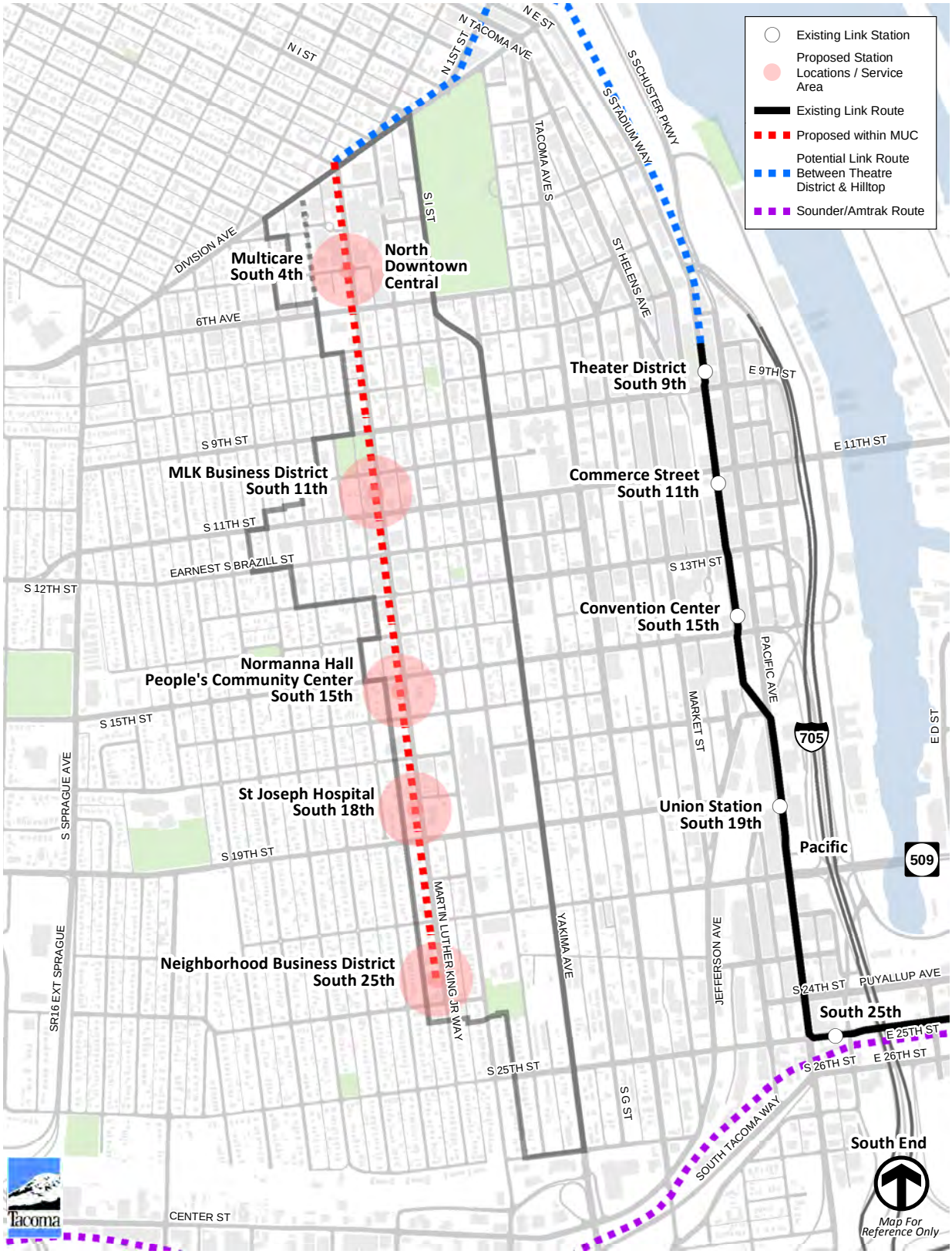
Alignment Determination

The major conclusions reached during the Sound Transit's Pre-Alternatives Analysis are that there appear to be several alternative corridors that meet community and Sound Transit objectives and are feasible to construct. However, of all eight corridors analyzed, the North Downtown Central Corridor would serve the largest population in 2040. It would also serve a high number of existing and forecast jobs, a high percentage of low-income and minority residents, a large number of community institutions, and would travel through four historic districts (Old City Hall, Wright Park and Seymour Conservatory, Stadium-Seminary, and North Slope).

The Hilltop Subarea Plan Working Group recommended Sound Transit pursue development of the North Downtown Central corridor as the number one priority alternative for the reasons originally outlined in the February 2011 Tacoma Link Expansion Stakeholder Group Final Report:

1. Serves underserved communities – in that it has the greatest ability to generate economic development.
2. Serves Tacoma neighborhoods – connecting the Hilltop Subarea including the MultiCare and Franciscan hospitals and Evergreen College to the downtown and other core areas.
3. Serves downtown Tacoma – potentially creating a loop opportunity between the Hilltop Subarea, the downtown, waterfront, UWT, brewery, and dome districts – as well as providing the opportunity for future expansions into the North, North End Central, and South Downtown Central corridors.
4. Captures high ridership – attracting current and new riders from urban households bound for activities in the Hilltop Subarea as well as downtown, waterfront, UWT, brewery, and dome district destinations.
5. Completes regional connections – including the opportunity to link the Hilltop Subarea and eventually the North, North End Central, South Downtown Central corridors to the intermodal

FIG. 5-23 "E1" ALIGNMENT ALTERNATIVE SELECTED FOR THE FUTURE EXTENSION OF TACOMA LINK LIGHT RAIL (SPECIFIC ROUTE NOT YET DETERMINED)



connections at Freighthouse Square to Sound Transit's Central Link and SeaTac as well as Amtrak.

6. At a comparatively low cost – to serve the Hilltop Subarea as well as provide the basis for eventual expansion into the North, North End Central, and South Downtown Central corridors.

ACTION M-12: Continue to support the selection of the North Downtown Central Corridor (E1) alternative for the Sound Transit LINK light rail expansion.

Light Rail Alignment

Tacoma Public Works analyzed of potential alternative designs for streetcar service on MLK Jr Way, including options that could create S-loop system, double-track pinched-loop system, or single track with bypass system. More recently, Sound Transit has narrowed the alternatives to either a two-way alignment along MLK Jr Way, or a couplet on MLK Jr Way and J Street, as shown in Figure 5-22.

Hilltop Subarea Plan stakeholders and City staff favor a two-way alignment on MLK Jr Way for the following reasons:

- A multi-modal couplet design has been envisioned for Hilltop, with MLK Jr Way serving as the primary transit corridor, and South J Street serving as the bicycle corridor and a calmer pedestrian-oriented neighborhood street.
- There are inherent design conflicts in corridors having facilities for both streetcars and bicycles because the track slots are a hazard for bicycle tires.
- Light Rail on South J Street is not preferable to the Franciscan and MultiCare healthcare complexes because it would impact multiple corridors bisecting their campuses, and in particular, South J Street is the primary emergency vehicle access route for both hospitals.
- A two-way alignment on MLK Jr Way would focus the catalytic energy and pedestrian activity of the light rail on the MLK business corridor, which is the most important commercial street in the Subarea—in contrast, the couplet diffuses half of the energy to a less important side street.

ACTION M-13: Support a two way alignment on MLK Jr Way for the LINK light rail expansion.

MLK Jr Way Street Design

The City of Tacoma's adopted Complete Streets Principles includes recommendations for streets with streetcar lines and stations, as illustrated in Figure 5-23. The City of Tacoma should collaborate with Sound Transit to help ensure that the final street design best supports the Hilltop's goals to improve the pedestrian environment, support the business district, and catalyze redevelopment.

ACTION M-14: Actively engage Sound Transit to collaborate on street designs that will most effectively support Hilltop's vision and goals.

Station Location and Design

The siting and design of the LINK stations Transit should determined in close collaboration with Sound Transit such that investments support Hilltop's goals to improve the pedestrian environment, support the business district, and catalyze redevelopment.

ACTION M-15: Actively engage Sound Transit to collaborate on station siting and design that will most effectively support Hilltop's vision and goals.

Pierce Transit

ACTION M-15: Retain and expand Pierce Transit's schedules and stops to include hours and routes that support Hilltop employees and residents, particularly at MultiCare and Franciscan Health System's Hospitals, Community Health Care and within the business district core.

FIG. 5-24 LINK ALIGNMENT OPTIONS ON MLK JR WAY

FIG. 5-25 STREETCAR LOADING OPTIONS FROM TACOMA'S COMPLETE STREETS DESIGN GUIDELINES

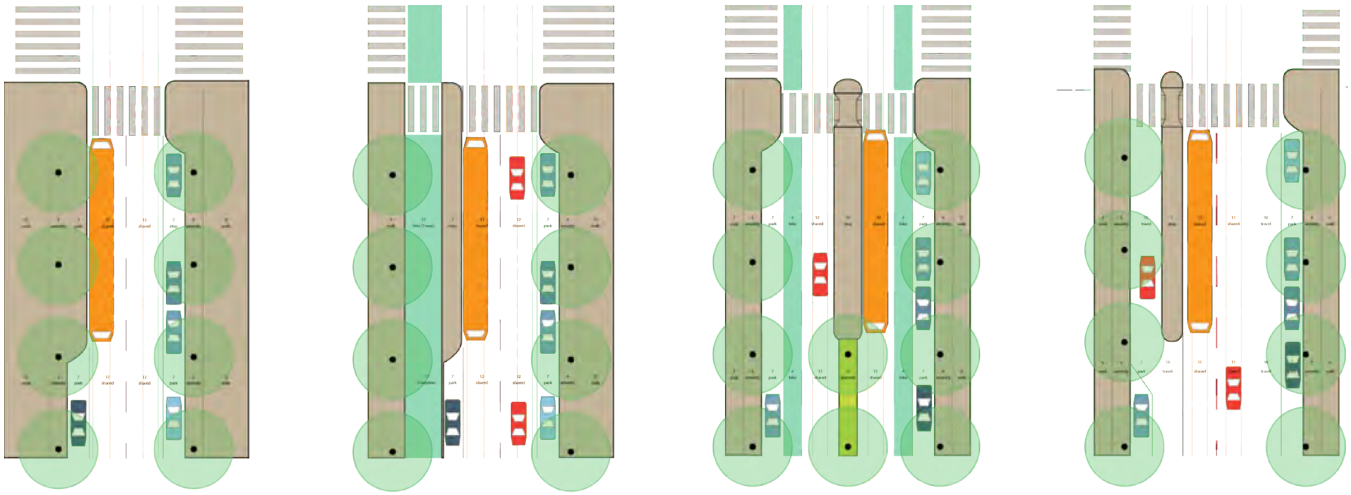


FIG. 6-1 The Hilltop neighborhood is zoned for a mix of residential, commercial and neighborhood uses. The district is boookended by two areas of "Hospital Medical Mixed Use" zoning around the health care campuses.

06

LAND USE

Land use planning is most effective at fostering community development when it strikes the proper balance between necessary regulation and allowance for flexibility. In many instances, Tacoma's land use code is successful in achieving this balance. However, there are several areas of the City's Land Use Code in which updates could help Hilltop achieve its goals, as described below.

EXISTING CONDITIONS

Land Use

Existing land uses within the Subarea are Illustrated in the pie chart of generalized land use by area in Figure 6.2, and in the generalized land use map in Figure 6-2. The designations are based on the City's current land use designations assigned at the parcel level, and do not necessarily reflect future land use.

Commercial uses are found mostly along the MLK corridor, with a focus in the vicinity of South 11th Street. The Subarea's two major medical institutions are evident at the north end of the Subarea and around the intersection South 17th Street and South J Street. A mix of commercial and residential uses is found to the east of the Subarea as it transitions to the downtown core and the Brewery District. To the west of the Subarea residential uses dominate, primarily single family.

Commercial, industrial, office, and institutional properties comprise approximately 45 percent of the total parcel area in Hilltop, while residential comprises 25 percent. The Subarea also exhibits a relatively high proportion of vacant land and parking.

Most of the land in Hilltop is divided into a regular grid of square blocks composed of two tiers of 25 foot wide and 130 foot deep lots, divided by a central alley. However, as development moved west and south away from downtown, intermediate east-west streets were sometimes omitted. The grid roughly parallels Commencement Bay's shoreline and the slope of the hill rising westward from the water, and lies roughly 10 degrees askew from due north.

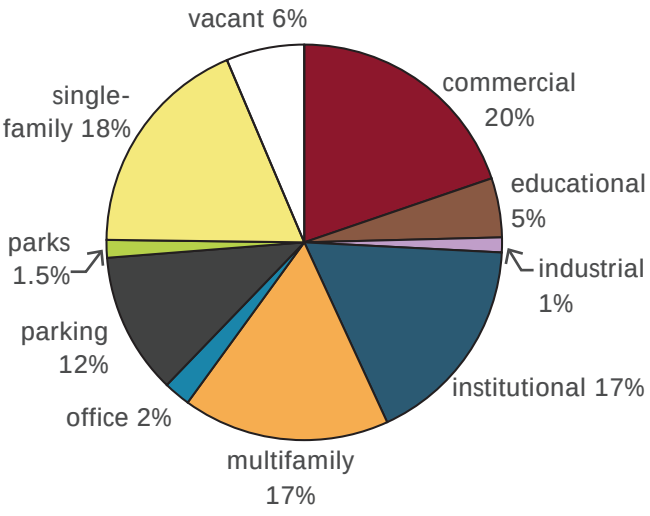


FIG. 6-2 Land use area percentages.

FIG. 6-3 EXISTING LAND USE BASED ON TAX PARCEL DATA

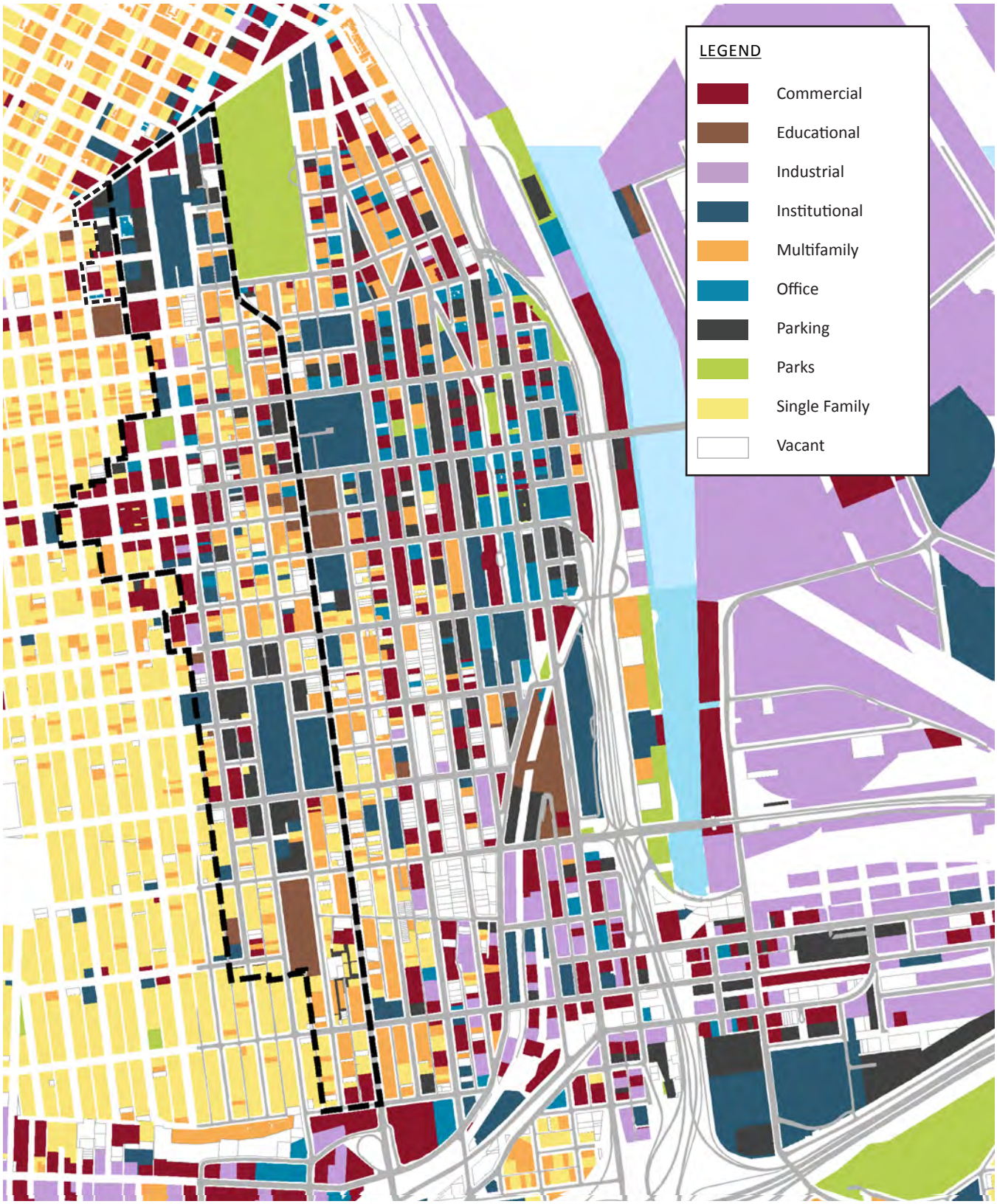
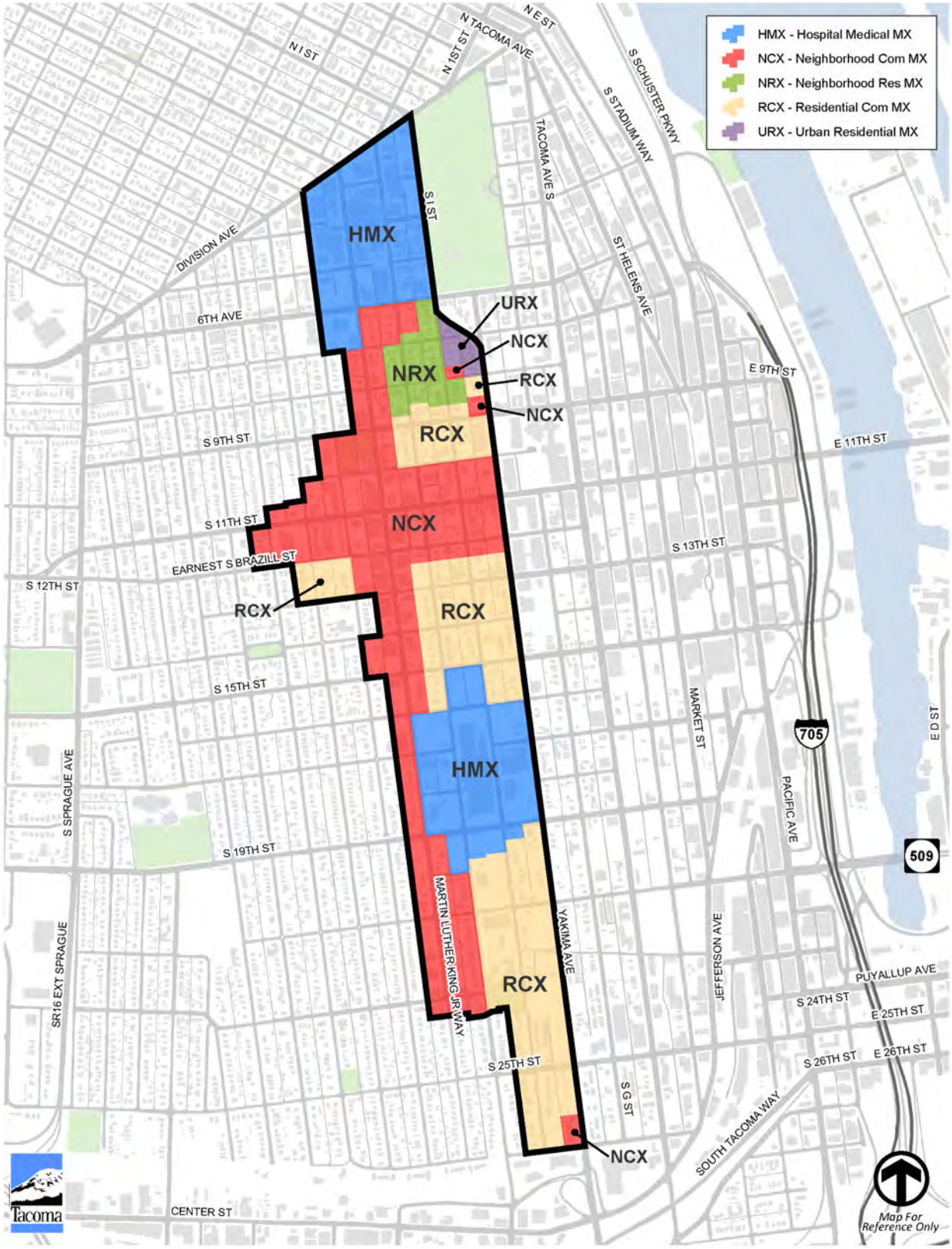


FIG. 6-4 EXISTING ZONING



Existing Zoning

There are five mixed-use zoning districts within the Subarea, as mapped in Figure 6-2, and summarized in Table 6-1. NCX and HMX are the more intense zoning districts and allow a broad range of commercial and residential uses; HMX is unique in that it allows hospital uses. RCX allows a broad range of commercial and residential uses but requires 75% of each development to be residential.

The URX and NRX zoning districts are generally limited to residential uses, including uses that are compatible with residential development (i.e. daycares, retirement homes, etc.). URX is geared toward higher density residential development, whereas the NRX district does not allow multi-family housing development.

Tacoma's mixed-use zones incorporate a height bonus program to allow additional height in exchange for various public benefits provided by the developer. Bonus heights for each zone are split into two levels, as shown in Table 6-1. To build to these increased heights, developers are required to provide one or more public benefit bonus features:

- Level 1
  - » Pedestrian-oriented environment - ground floor retail/restaurant, public art, structured parking
  - » Transit-oriented development - transit stop improvements and 50% residential use in mixed-use projects
  - » Sustainability - LID stormwater management, green roof, solar energy collection, historic landmark designation, historic façade retention, and energy efficiency
  - » Quality of life - affordable housing, affordable housing contribution, open space fund contribution, transfer of development rights
- Level 2
  - » Quality of life – transfer of development rights

Transfer of Development Rights

Transfer of Development Rights (TDR) is a regulatory strategy by which development rights are transferred from places that are appropriate for preservation (sending areas) to places that are appropriate for increased development (receiving areas). Sending areas are typically rural, undeveloped locations for which the preservation of natural resources or farmland is a goal, but also can be be open space or historic structures in urban areas. Receiving areas are typically in urban areas where there is a market demand for development capacity beyond what is normally allowed.

The City of Tacoma has implemented a TDR program in its Mixed-Use Centers.[1] Within the Hilltop Mixed-Use Center, properties located in NCX zoning districts, and in RCX zoning districts east of MLK Jr Way and between 9th and 13th Streets, are designated TDR receiving areas. TDRs are integrated into the X-District Bonus Height Program, and are the only means to achieve the "Level 2" height bonuses (see Table 6-1).

The success of a TDR program hinges on real estate market conditions that support development at densities requiring bonus development capacity. Until market conditions improve in the Hilltop Mixed-Use Center, the TDR height bonus is unlikely to be utilized. One of the primary goals of the Hilltop Subarea Plan is to improve market conditions in the Subarea, and thus wit can be expected to support the successful implementation of TDR as development occurs over future years. The Subarea Plan focuses on specific strategies that can be implemented within Hilltop to spur positive economic growth, and these kinds of proactive planning and community engagement processes are key to improving market interest and thus stimulating the utilization of TDRs.

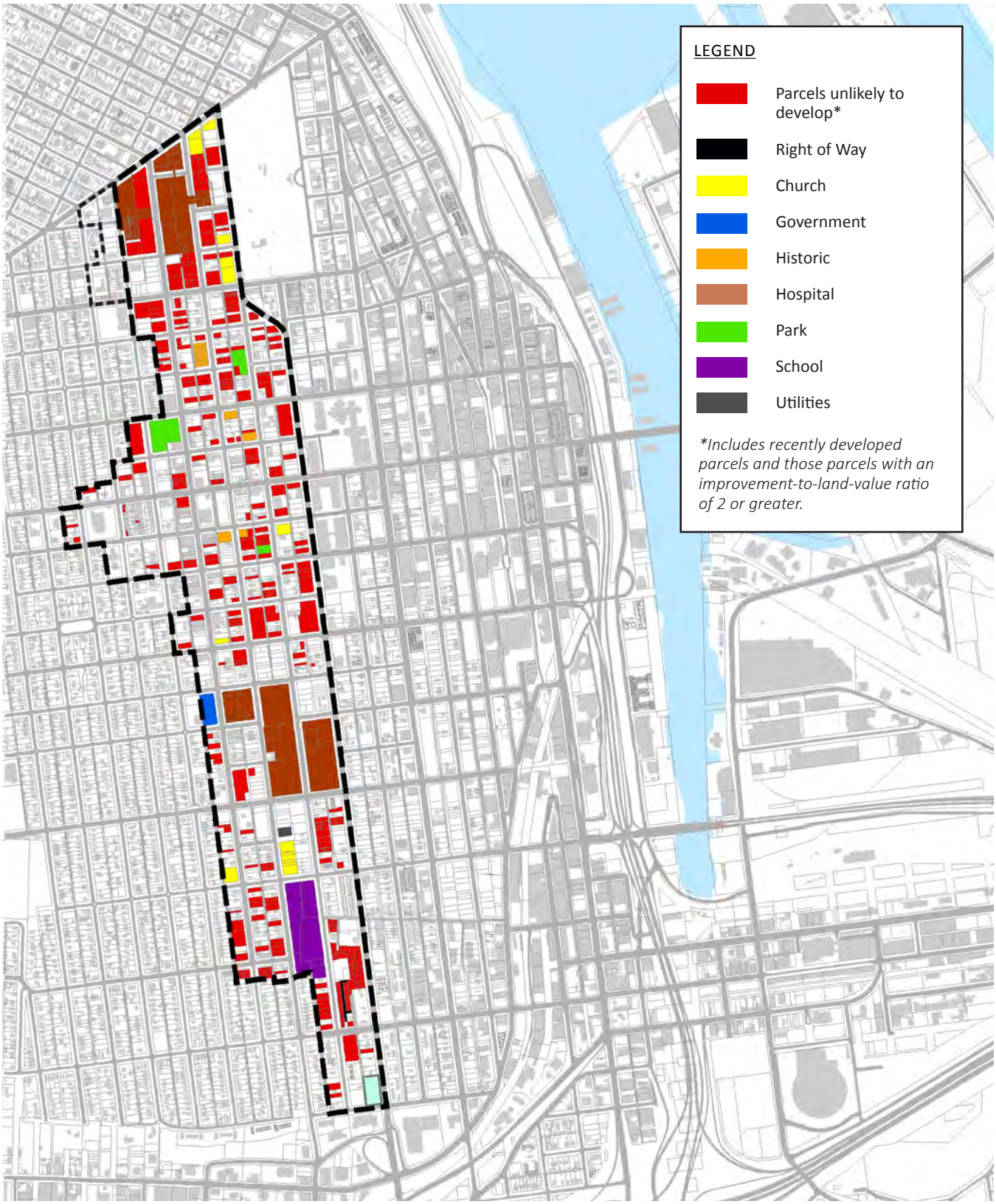
1 The City of Tacoma has produced two recent reports on TDR: *Transfer of Development Rights: Program Analysis for the City of Tacoma,* December 2008; and *Transfer of Development Rights Program Market Study for the City of Tacoma,* August 2012

TABLE 6-1 ZONING AREAS AND HEIGHT LIMITS

Zoning District	Parcel Area Within the Subarea (ac.)	Base Allowable Building Height (ft.)	Maximum Height Allowed Through Level 1 Bonuses (ft.)	Maximum Height Allowed Through Level 2 Bonuses (ft.)	Maximum Non-residential Floor Area (max. sf)[1]	Minimum Density for Single-Purpose Residential (dwelling units)[2]
Neighborhood Residential Mixed Use (NRX)	7	35’	no bonus height available	no bonus height available	no maximum	no minimum
Urban Residential Mixed Use (URX)	1.5	45’	no bonus height available	no bonus height available	no maximum	25 DU
Neighborhood Commercial Mixed Use (NCX)	58	45’	65’	85’ with TDR, for property within 200’ of a Core Pedestrian Street[3]	30,000 per business 45,000 for full service grocery store (offices are exempt)	40 DU on Core Pedestrian Streets; otherwise 30 DU
Residential Commercial Mixed Use (RCX)	52	60’	70’ in Hilltop Center Height Bonus Area[4]	80’ with TDR, in Hilltop Center Height Bonus Area	30,000 per business 45,000 for full service grocery store	40 DU on Core Pedestrian Streets; otherwise 30 DU
Hospital-Medical Mixed Use (HMX)	44	150’	no bonus height available	no bonus height available	7,000 per business for restaurant, retail, and personal service use	no minimum

[1]The floor area of any development in RCX must be at least 75% residential
[2]Projects that do not include residential uses, and mixed-use projects, are exempt from minimum-density requirements
[3]Core Pedestrian streets are MLK Jr Way (S 9th to S 15th Street), South 11th Street, and South Earnest S Brazill Street
[4]East of MLK Jr. Way and between South 9th and South 13th Streets

FIG. 6-5 DEVELOPMENT CAPACITY



Development Capacity

The Hilltop Subarea currently supports 12,305 jobs and a population of 3,023. The Hilltop Subarea Plan EIS considers two buildout alternatives for the year 2040, as shown in Table 6-2 below. See the Hilltop Subarea Plan Environmental Impact Statement for further details.

TABLE 6-2 THE EIS ALTERNATIVES

	Alt 1	Alt 2
New Residents	11,617	5,097
New Jobs	29,023	6,962

During the process of developing this Subarea Plan the City of Tacoma re-examined growth allocations for its Regional Growth Centers, Mixed-use Centers, and Manufacturing/Industrial Centers. The City's main assumptions concerning the Hilltop Subarea are that 60 percent of the population growth, and 70 percent of the employment growth will occur in the downtown Regional Growth Center. Of that, the City assumes an allocation of approximately nine percent of both population and employment to the Hilltop Subarea, equivalent to 11,310 people and 9,065 jobs.

The buildouts in Table 6-2 were tested for development capacity in the Hilltop Subarea under existing zoning. GIS analysis was used to identify developable parcels, based on the assumptions below, along with qualitative knowledge of the Subarea in some cases. Parcels with the following uses were designated as undevelopable:

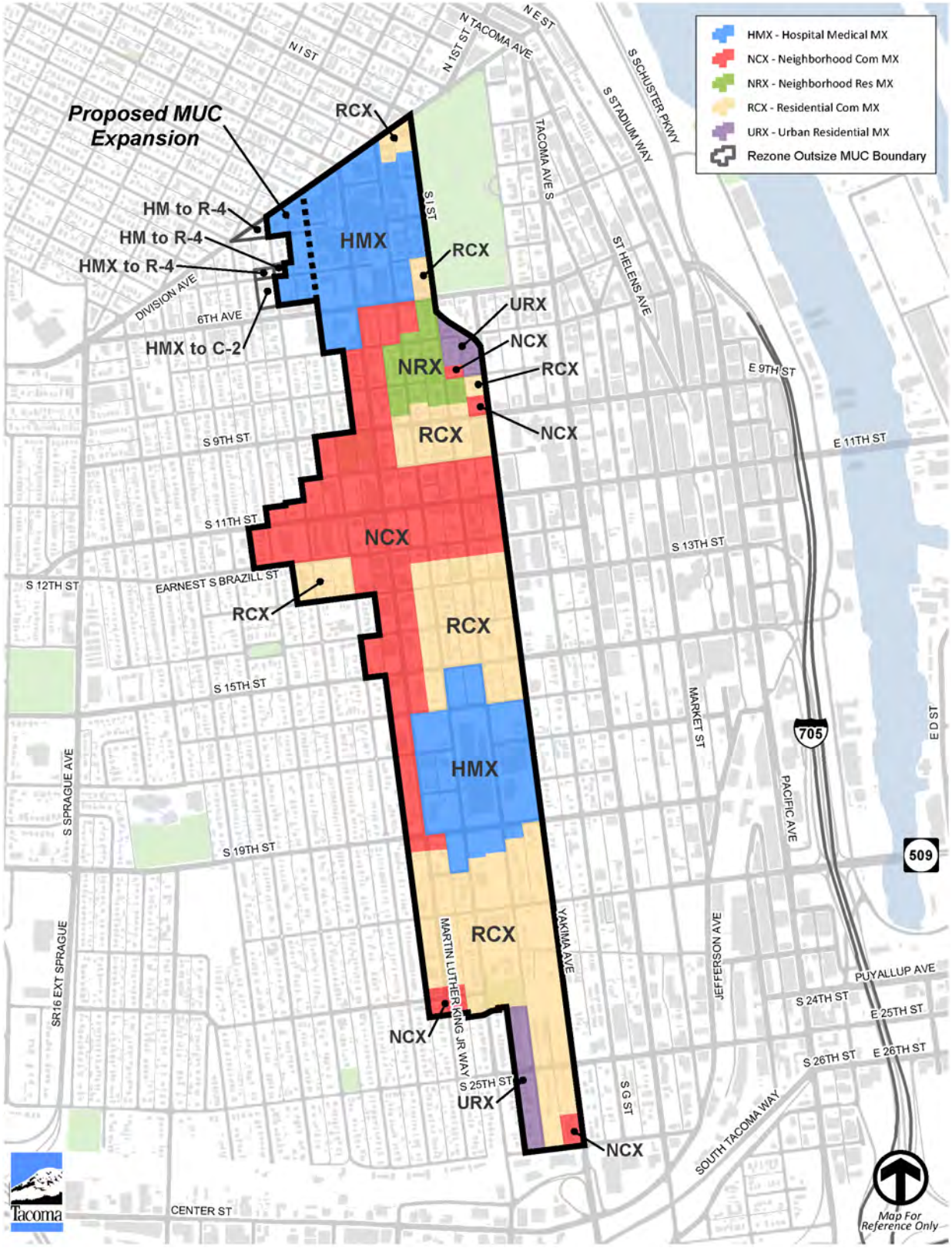
- schools
- historic structures
- parks and greenbelts
- religious services
- hospitals
- significant government offices
- utilities
- right-of-way (including rail)

To account for the dependence of future development potential on the value of existing improvements, parcels with an improvement-value-to-land-value ratio greater than 2 were designated as undevelopable. A map of developable and undevelopable parcels is provided in Figure 6-5.

For all parcels not identified as undevelopable, development capacity was calculated according to an assumed capacity of population and employment based on the zoning.[2] Lot coverage of 70% was assumed, along with zone-specific assumptions for average number of floors, and for residential-commercial use mix. Residential floor area capacity was converted to population using an average unit size of 1000 square feet, and an average household size of 2.32, which is Pierce County's projected year 2022 average household size for Tacoma. Commercial floor area capacity was converted to employment assuming an average of 375 square feet per employee. Lastly, a 25% market factor was applied to arrive at a final estimated capacity for the Hilltop Subarea of 12,819 people and 11,473 jobs.

2 need citation for new growth allocation work

FIG. 6-6 PROPOSED ZONING ADJUSTMENTS



LAND USE CODE UPDATES

GOAL LU-1: Refine zoning and development regulations for the Hilltop Subarea

Mixed-Use Center Name Change

ACTION LU-1.1: In recognition of the traditional name for the area and the need for consistent branding, rename the "Martin Luther King Jr. (South 11th & MLK Jr Way) Mixed-Use Center" to the "Hilltop Mixed-Use Center."

Zoning Adjustments

To better promote the goals of Hilltop, this Plan proposes several modest modifications to existing zoning, as illustrated in Figure 6-3. These changes include the following:

- NCX to RCX – for the blocks located south of South 19th Street on MLK Jr Way to reflect existing good condition single family committed structures and protect the integrity of the neighborhood from fragmentation. NCX zoning would be retained for the corner lots on MLK Jr Way at South 23rd Street to reflect the existing neighborhood stores.
- NCX to URX – on the half block south of Street 23rd Street along South I Street.
- HMX expansion – to include MultiCare Health System properties that have been acquired west of South L Street and north of South 6th Avenue that are viable and supportable for hospital related developments.
- HMX to RCX – to exclude the churches and existing apartment buildings located on Division Avenue and South I Street/Yakima Avenue that are not owned by MultiCare Health Systems and which are not viable or necessary to MultiCare's future hospital needs.
- Various Minor Rezones – to rectify the zoning just outside of the MultiCare campus in the vicinity of 4th and M Street and 5th & M Street. The new zoning classifications will better reflect the existing development on these properties, the fact that they are not within the MultiCare campus boundary and are not suitable for core hospital functions, and that they are within the transition area between the MultiCare campus and the adjacent Wedge Historic District.

ACTION LU-1.2: Implement the zoning conversions described above.

Hilltop Mixed-Use Center Boundary Adjustment

The zoning adjustments in described in the previous section include changes to HMX zones that are located outside of the Mixed-Use Center boundaries in the northwest corner of the Subarea. These zoning changes are intended to address existing hospital uses, as well as likely expansion of hospital uses in these areas. Given the intended land uses in Mixed-Use Centers, it is appropriate to expand the Mixed-Use Center boundary to include the HMX rezone.

ACTION LU-1.3: Expand the Hilltop Mixed-Use Center boundary to include the proposed rezone to HMX located west of South L Street and south of Division Avenue.

Development Regulations

Hilltop stakeholders have expressed the need for a more flexible and refined approach to development regulations that can better address "quality" and the overall design synergy of a project instead of just basic design components. The urban design principles discussed below are intended provide a clear framework for implementing this approach.

The overarching urban design goal for the Hilltop Mixed-Use Center is to create a dense, dynamic, pedestrian-oriented environment that supports the vision as a place where people want to live, work, shop and play. While the entire district is important, the business district core along MLK Jr Way and designated pedestrian and core pedestrian streets should be a

priority for design sensitivity. In short, the district should be primarily designed for people, not for cars.

More specifically, new development should be designed to:

- support pedestrian activity by creating convenient, safe, and inviting pedestrian access;
- enhance the pedestrian-level experience through the incorporation of transparency, features such as primary entrances and engaging building facades that are oriented to the street, and other design elements that are attractive and engaging to pedestrians;
- accommodate off-street vehicle parking in a way that does not detract from the pedestrian realm, through measures such as locating parking and vehicle access in less visible areas, and ensuring that off-street surface parking is not a dominant feature of any development or of the district as a whole;
- when in close proximity to historic buildings, complement and enhance the historic nature, scale and character of the district;
- promote architectural variety that adds visual interest to the district, and incorporate high quality, durable materials that reflect a both a refined design intent and a long-term commitment to the community;
- incorporate landscaping and other design techniques that soften the view of service and mechanical features, auto-oriented spaces, and other necessary components that could detract from the quality of the pedestrian realm;
- create open spaces that maximize accessibility, safety, convenience, and flexibility of use, and reflect their location within a dense urban environment;
- enhance public safety, for example through the application of Crime Prevention Through Environmental Design (CPTED) standards.

ACTION LU-1.4: Explore modifications to the administrative design review process that will support the realization of Hilltop's urban design goals and principles.

ACTION LU-1.5: Ground floor retail requirements – Designate Pedestrian Street mixed use ground floor retail requirements to reflect market capacity and desired concentrated retail corridor locations, with a focus on MLK Jr Way and South 11th Street in the business district core.

ACTION LU-1.6: Design standards – Create and adopt a design overlay for the district that utilizes a hybrid "form-based" approach that illustrates building and street-level design objectives using examples to better address historic character, pedestrian vibrancy, compatibility and design quality issues within a flexible administrative procedure that recognizes innovation.

ACTION LU-1.7: View corridors – Identify public view corridors focused on the key east-west streets in the Hilltop Subarea and create appropriate view protection measures to preserve and protect them.

Live-Work/Work-Live Code

In 2013 the City adopted new Land Use Code language that applies to Live-Work and Work-Live uses in mixed-use centers, including Hilltop. The new code is intended to promote numerous goals that are aligned with those of Hilltop, including:

- Stimulate additional economic activity in conjunction with residential uses
- Reduce vacant space and underutilized buildings
- Help preserve Hilltop's architectural and cultural past
- Establish a live-work and residential community

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

Under the new Work-Live code, adding a minor residential component to an existing or historic building does not trigger change of use requirements, and is not subject to density requirements in the underlying zone.

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

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

FIG. 6-7 The Columbia City Live-Aboves, an eight-unit project in Seattle, is an example of a live-work unit that provides small business owners with a relatively affordable alternative to traditional mixed use retail space. This adaptable masonry structure was designed to look modern while fitting into the context of a historic neighborhood.

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

The Live-work/Work-live code can be expected to expand opportunities for renovation and reuse of underutilized properties in Hilltop. This small-scale, incremental approach to economic development is well-suited to the local context and community aspirations of Hilltop.

ACTION LU-1.8: Promote Live-work and Work-live opportunities in Hilltop. Monitor the application of the new codes and suggest improvements. Establish a program to promote Live-Work and Work-Live pilot projects in Hilltop; consider permitting assistance, design competitions, and other incentives.

FIG. 7-1 The new Regional Health Care Center on Martin Luther King, Jr. Way will bring an estimated 48,000 patients and visitors to Hilltop each year, stimulating economic growth in the neighborhood.

07

CATALYST PROJECTS

The launching of catalytic development projects is one of most important and immediate goals of the Hilltop Subarea Plan. Hilltop has a wealth of assets that make it an attractive opportunity for new housing and commercial projects. In particular, the facilities associated with the medical mile provide a powerful foundation for redevelopment. Future potential looks even brighter with Sound Transit's alignment selection for the LINK light rail extension that includes the MLK Jr Way corridor in Hilltop. The crucial first step is to launch catalyst projects—the near-term fuel to get the long-term revitalization engine started.

Due to market rents and cost of construction, there has been very little new development in Hilltop in recent years. In such a scenario, pioneering projects are critical for helping to prove the market and reduce developer risk. Because the risk assumed by the first new development project in an unproven market area is typically relatively high, the successful launching of a catalyst project calls for targeted strategies that reduce developer risk and improve the financial pro forma. The sections below discuss the most significant recent developments, strategies for promoting catalyst projects, and the most promising future catalyst sites.

RECENT AND CURRENT CATALYTIC PROJECTS

The following recent and ongoing developments can be expected to provide momentum that will support future catalyst projects in the Hilltop Subarea.

Community Health Care Clinic

In Fall 2013, construction will be completed on a 3-story, 59,100 square foot, $26,000,000 regional health center on the southwest corner of Earnest Brazill Street and MLK Jr Way. The project includes a separate 3-story parking garage with 250 stalls. Focusing on treating low-income patients, the facility will replace a 7,000 square foot clinic located 2 blocks away. The new clinic will employ 130 full-time workers and service 200-300 patients daily.

Franciscan Medical Office Building & Parking Garage

In Summer 2013 Franciscan Medical Center completed a 5-story 120,000 square foot $62,000,000 office building with an adjoining 7-story 770 stall parking garage, located on the block east of MLK Jr Way between South 16th and 17th Streets. The project includes an outdoor sitting area and sky-bridge to the hospital facility on the other side of South J Street. The MLK Jr Way street frontage of the parking garage will include approximately 2,700 square feet of leasable street-level spaces.

MultiCare Tacoma Campus

The MultiCare healthcare campus is located in the north end of the Subarea centered around MLK Jr Way and South 4th Street. In 2010 MultiCare completed the 132,000-square-foot Milgard Pavilion houses

FIG. 7-2 The CHC Hilltop Regional Health Center, which will serve low-income and uninsured patients, opened in November of 2013.

FIG. 7-3 The Franciscan Medical Office Building at St. Joseph Medical Center, promotes collaboration among multiple providers on the Hilltop health care campus.

FIG. 7-4 Two new floors were added to the Milgard Pavilion on the MultiCare healthcare campus as part of a multi-phase strategy for expanding women and children's services.

the MultiCare Regional Cancer Center and two new Emergency Departments for Tacoma General Hospital and Mary Bridge Children's Hospital.

In 2012 Multicare began a four year project to remodel and update the areas serving women, newborns and children at Tacoma General Hospital and Mary Bridge Children's Hospital. The project involves adding floors onto existing hospital wings—the Milgard Pavilion on MLK Jr Way and the Rainier Pavilion facing I Street. Construction is projected to generate 350 local jobs during the course of the project.

Vue25 Apartments

Completed in 2012, the 163-unit Vue25 apartments is the largest multifamily development in Hilltop. Located at Yakima Avenue at South 25th Street, it provides market-rate studio, 1, and 2-bedroom apartments, along with street level retail space.

Chelsea Heights Apartments

Completed in 2008, Chelsea Heights Apartments is a 78-unit mixed-use apartment at 6th & J Streets. This project and Vue25 (see above) are the only two large scale multifamily projects that have been developed in Hilltop in the past two development cycles. The project provides 88,000 square feet of residential, 20,000 square feet of commercial, 56,000 square feet of gated parking, and a 5,000 square foot plaza.

Hillside Terrace

In Spring 2013 the Tacoma Housing Authority (THA) initiated redevelopment of its Hillside Terrace site, a 166 unit family and elderly public housing project located on South G Street between 18th and 25th Streets just outside of Hilltop Subarea boundaries.

The $15 million redevelopment is being built on 1.88 acres of the 2500 block Hillside Terrace. The new facility includes an 75,286 square foot mid-rise building with 54 affordable housing units, 5 townhome style buildings

made up of 16 affordable housing units and a 6,925 square foot Community Education Facility.

The revitalization will provide play areas for children and open space for all residents. The project will also create a community and early learning center with space for community services, family self-sufficiency programs, Head Start, and early learning resources, and classrooms for adult education.

FIG. 7-5 The redevelopment of Hillside Terrace will provide additional units as well as children's play areas, resident amenities and access to services.

People's Park Renovations

Site improvements made starting in 2012 include tree planting, "staple" bike racks, perimeter sidewalk repairs, decorative fencing, picnic tables and benches, irrigation upgrades, trees, landscape improvements, a new stage at the lower end of the park, and possible relocation of the play area and basketball court.

A new Aquatic Center at Peoples Community Center is scheduled to be completed in September 2015. The Center will feature a natatorium with a zero depth entry pool, lazy river, leisure pool, lap lanes, bubble pool, and indoor sprayground, along with an outdoor sprayground and waterslide. Construction is anticipated to begin in June 2014 and be completed by September 2015. The renovations are being funded by the 2005 Parks Improvement Bond Measure.

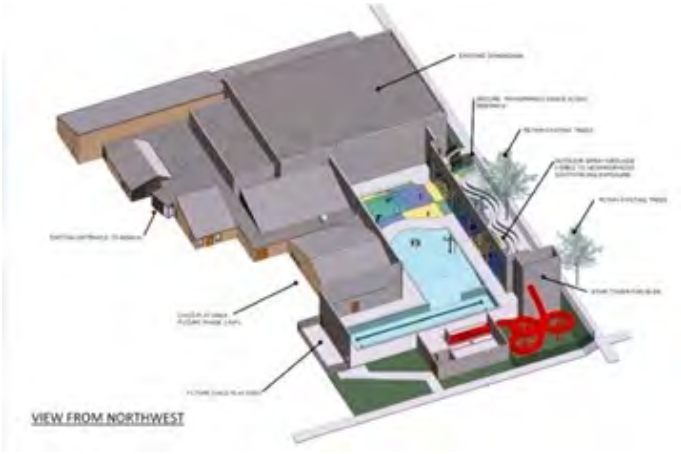


FIG. 7-6 A rendering of the swimming pool renovation project at the People's Community Center.

Wright Park

Located directly adjacent to the northeast corner of the Subarea, 27-acre Wright Park is the most significant public park conveniently located for Hilltop residents and employees. The park provides an important open space amenity that adds value to potential new development nearby in Hilltop. The park recently underwent two phases of substantial upgrades:

- 2011 - Improvements included a new playground and sprayground, landscaping, bike racks, picnic tables, benches, trash receptacles, a water fountain and four interpretive/way finding signs. The old restroom and playground were removed to create a new outdoor performance area and pathway.

FIG. 7-7 Wright Park's 27 acres of arboretum and walking paths provide a significant open space resource for Hilltop residents.

FIG. 7-8 Phase II improvements to Wright Park included new pathways, picnic tables, and interpretive signage.

FIG. 7-9 Pacific Avenue streetscape improvements include new landscaping, crisscross overhead street lighting, rain gardens, and public art installations.

FIG. 7-10 Tacoma Link Light Rail provides free service between the Theater District and the Tacoma Dome.

- 2008 - Improvements created a longer view of the park and featured design elements that improve safety and security: the south entry and bowling green, north entry, renovation of the maintenance building, relocation of the basketball court and renovation of the pond.

McCarver Elementary School Modernization Project

The $30M renovation of McCarver Elementary School, a historic landmark, is expected to be complete for the 2016-2017 school year. McCarver Elementary School was constructed in 1924 for Tacoma Public Schools. The existing building currently houses approximately 424 students in Kindergarten through 5th grade.

The goal of the project is to improve the condition of the school while retaining the historic envelope of the building. The scope of the project includes repointing brick, replacing windows, seismically upgrading the entire facility, and addressing ADA compliance issues. McCarver Primary School students will occupy the building upon completion of the project.

Downtown Projects

Downtown Tacoma has had numerous relatively recent investments that, given Hilltop's proximity, can be expected to provide some amount of positive reinforcement for redevelopment in Hilltop. Important projects include:

- Convention Center
- Tacoma Art Museum
- University of Washington - Tacoma
- Glass Museum and Bridge of Glass
- Foss Esplanade
- 11th Street Bridge
- LeMay Car Museum
- Union Station
- Numerous streetscape upgrades
- LINK light rail

Community Projects and Initiatives

Community-based events and projects can also act as catalysts for revitalization...

Spaceworks Tacoma

Spaceworks is a joint initiative of the City of Tacoma, Shunpike, and the Tacoma-Pierce County Chamber of Commerce. In exchange for creatively activating unused spaces, artists are temporarily provided no- and low-cost rent, exposure, and business consultation. A number of such temporary artist galleries eventually become full time market rate tenants.

The Hilltop Business District Association will continue to engage Spaceworks Tacoma - a creative response to economic hard times. The goal of Spaceworks is to transform empty storefronts and vacant space like those in the Hilltop business district into dynamic points of interest through artistic energy and enterprise, making Hilltop a stronger, more active business center.

Diversitree Project

Funded by an anonymous donation of $100,000, the Diversitree Project will plant over 200 trees in the Hilltop Business District starting in Fall 2013. New trees are to be planted in the area between South 9th and Earnest S. Brazill, and between South J and Sheridan. The plantings will focus along the east/west "spine" of 11th Street, where the City is proposing to build four medians to accommodate trees without reducing parking, while at the same time providing more rooting volume, traffic calming, and UV protection to the street.

Hilltop Heat Concert Series

This new concert series was launched by the Hilltop Business District in Summer 2013. Three evening concerts were held on Thursdays in July, August, and September at the Allen Renaissance, 1321 MLK Jr Way. The series will continue in Summer 2014.

FIG. 7-11 Spaceworks Tacoma will program four retail storefronts adjacent to the Fulcrum Gallery that have remained vacant for more than two years.

FIG. 7-12 Hilltop's Diversitree Project will help Tacoma to achieve its goal of having a tree canopy that covers 30 percent of the city's area by 2030.

FIG. 7-13 Hilltop Business District banners reinforce the neighborhood's identity.

New Business District Name and Banners

In late 2011 the business district along MLK Jr Way was officially renamed "Hilltop." A new Hilltop logo was designed and new Hilltop banners were installed along MLK Jr Way. These efforts are intended to create a stonger, more positive identity for the neighborhood.

McCarver Elementary School

McCarver Elementary School was accepted as an International Baccalaureate Primary Years Program (IBPYP) Program candidate school and is working toward passing a certification visit during the 2013-2014 school year.

STRATEGIES

ULI Rose Fellowship

In September 2012 the Urban Land Institute (ULI) Daniel Rose Center for Public Leadership awarded Mayor Marilyn Strickland a fellowship to study how the City of Tacoma can leverage existing and future assets to attract investment along the MLK Jr Way corridor. Initial work on the fellowship has identified the following opportunities, challenges, and proposed strategies:

Opportunities:

- Significant investment by health care sector occurring
- Contemplated light rail investment
- Mixed-use zoning in place and programmatic EIS underway
- Parks, schools and other public amenities in place
- New residential and mixed-use development
- Authentic character and neighborhood pride

Challenges:

- Perceptions of disinvestment
- Neighborhood concern regarding health care sector growth
- Connectivity within study area
- Sustainable private sector growth

Strategies:

- Reinforce the corridor and its connections
- Continue to set the table for meaningful development
- Improve communication between city agencies and community stakeholders
- Define a short term development project at the 11th and MLK intersection and organize around it
- Explore potential for a development fund
- Activation/Programing designed to bring people to experience Hilltop

Public-private partnerships

Public-private partnerships are one of the most powerful and appropriate tools for promoting catalyst projects in Hilltop. In general, public-private partnerships involve a public entity providing support for a private development in exchange for public benefits provided by the development. This support most often takes the form of discounted land but may also include special loans, tax abatements or exemptions, code departures, or fast-track permitting. Community Development Funds (CDFs) are one strategy for supporting redevelopment that could involve both public and private capital. CDFs are funding sources made available for advancing projects designed to improve local communities. A CDF could be structured with oversight by a CDC or PDA (such as the TCRA). Recent public-private partnerships in Tacoma include the Foss Waterway Esplanade, the Center for Urban Waters, the Greater Tacoma Convention and Trade Center, and the South Park Parking Garage/Pacific Plaza.

Developer RFPs

Public-private partnerships can be initiated with a Request for Proposals (RFP) for specific development sites. RFPs outline all of the development conditions that must be met, which may include criteria such as program, design standards, financials, or specific public benefits. After packaging the RFP, the City proceeds with a transparent, competitive process to solicit developer proposals and select a private developer best suited to complete the project. The City of Tacoma has recently issued RFPs for City-owned land in the Brewery District.

Land Acquisition

The availability of publicly-owned land is a key ingredient for most public-private redevelopment projects. The City of Tacoma, agencies such as Sound Transit, and other municipal entities often own properties that they no longer need that can be offered for redevelopment. Cities also have the option of proactively assisting in the acquisition and consolidation of land to initiate a desired redevelopment.

Public Development Authorities

A Public Development Authority (PDA) could be an effective tool for promoting and coordinating redevelopment in targeted areas of Hilltop. Most importantly, a PDA would help compensate for the high degree of risk associated with being one of the first private development projects in a largely unproven market such as Hilltop. PDAs are quasi-municipal corporations that are governed by a volunteer board. The City of Tacoma has established several PDAs, including the Foss Waterway Redevelopment Authority (FWDA) and the Tacoma Community Redevelopment Authority.

Community Development Corporations

Community Development Corporations (CDCs) are similar to PDAs in many ways, but they are truly private not-for-profit entities that are independent from the City. CDCs are not bound by laws covering public construction, can access foundation and other philanthropic funds, and can use tax-exempt financing. For example, the Pierce County CDC focuses on providing low and moderate-income housing.

A Community Land Trust (CLT) is a variation on a CDC that acquires and holds land as a means to develop and steward affordable housing, community gardens, civic buildings, commercial spaces or other assets on behalf of a community. A CLT acquires multiple parcels of land throughout a targeted geographic area and retains ownership in perpetuity. Development on the property is owned by individuals, or by nonprofit, governmental, or for-profit entities.

Adaptive Reuse

Hilltop has several underutilized buildings that have the potential to become catalyst projects through renovation and repurposing. To help encourage this potential, the City recently adopted new land use code language that applies to “Live-Work” and “Work-Live” uses in downtown. The new code is intended to remove barriers to the conversion of existing buildings to Live-

FIG. 7-14 Historic Tacoma and the Tacoma Housing Authority are exploring opportunities for redeveloping the Browne's Star Grill and Pochert Building properties.

FIG. 7-15 The Municipal Services Center building at Martin Luther King Jr. Way and South 13th Street could be redeveloped as a mixed-use, mixed-income housing project.

FIG. 7-16 The Tacoma Community Redevelopment Authority (TCRA) recently acquired the Valhalla Hall, a former community social hall in the core of the Hilltop District. TCRA is actively pursuing opportunities for the rehabilitation and adaptive reuse of this historic character building.

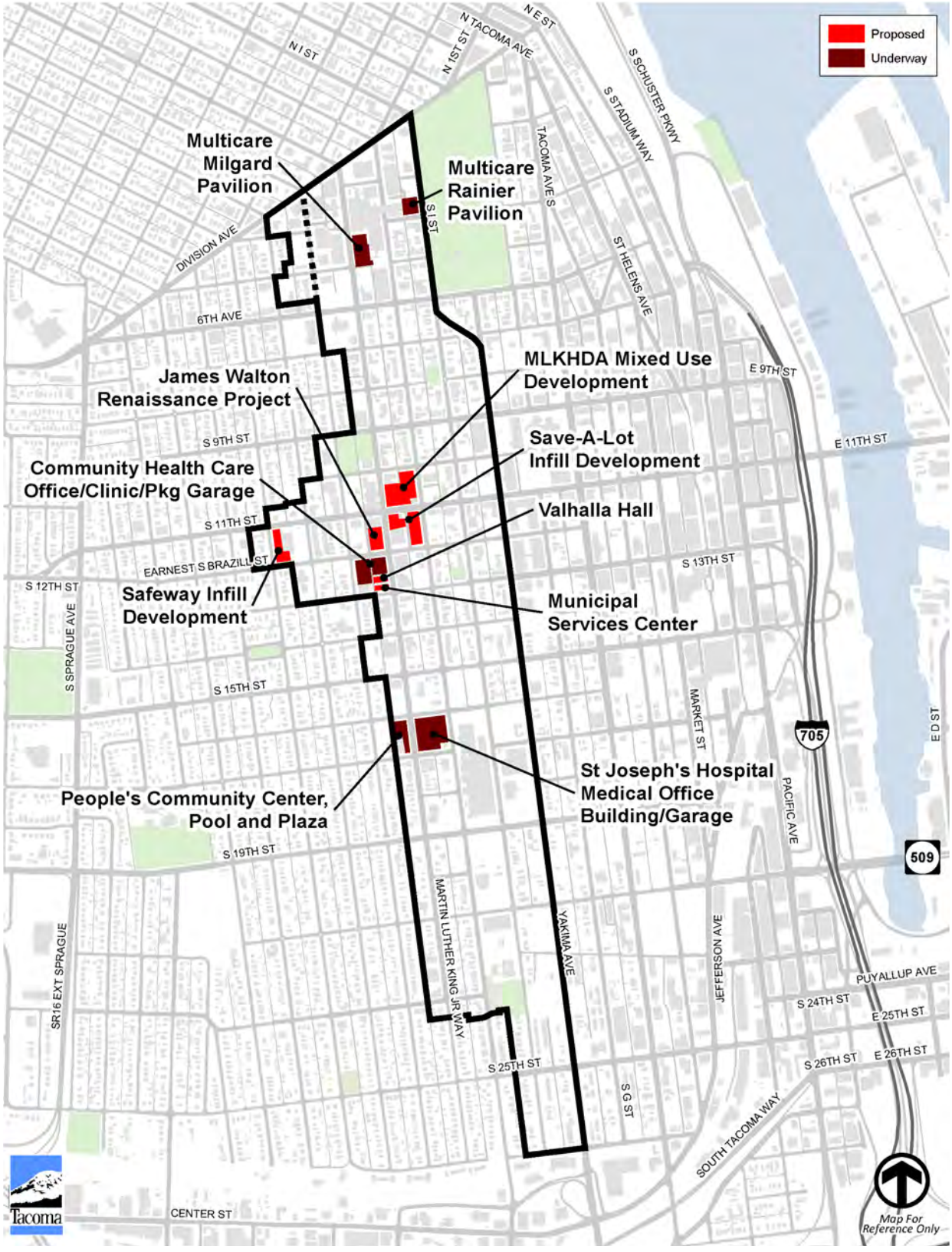
Work and Work-Live uses, which enable a unique, economical solution for both housing and commercial space. Although these projects may be relatively small in scale, they have great potential to act as seeds that set the stage for ongoing redevelopment and business investment.

Attracting Investment

An important component of promoting catalyst projects is defining and marketing the opportunity. Developers and the general public need to be educated regarding HIlltop's unique assets and its undiscovered appeal for both housing and businesses. Opportunities that could be better marketed to attract development include:

- Healthcare related businesses and services that capture synergy from the hospitals
- Housing targeted to Hilltop area healthcare workers who may wish to live closer to work
- Businesses targeted toward Hilltop area healthcare workers who currently leave the neighborhood for services, shopping, and entertainment
- Potential location for student housing given the proximity of the expanding UWT campus
- Adjacency to Evergreen State College's Tacoma Campus and Bates Technical College's Downtown Campus
- Adaptation of existing underutilized building stock for shared work spaces for office, tech incubators, artists, or small-scale production
- Adjacency to the downtown core and all of its jobs and recreation
- Adjacency to Wright Park, Tacoma's crown jewel urban park
- Future light rail extension on MLK Jr Way, which will improve the aesthetics of the street, and provide high quality transit access to downtown, the UWT, the Foss Waterway, and the Dome District transit hub

FIG. 7-17 HILLTOP CATALYST PROJECT SITES



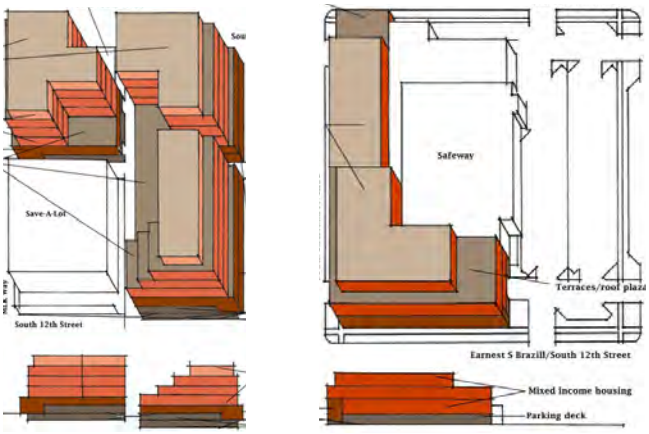


FIG. 7-18 Left - Visioning study for the northwest corner of MLK Jr Way and South Earnest Brazill Street. Above - Envelope studies on potential development sites at the MLKHDA site at MLK Jr Way and South 11th Street, the Browne's Star Grill/Pochert Building site at MLK Jr Way and South 12th Street, the former Save-a-Lot surface parking lots, and the Safeway (see Appendix K of the Draft Hilltop Subarea Plan for details on the envelope studies).

FIG. 7-19 Renderings of previously conducted massing studies on various potential catalyst development sites along the MLK Jr Way corridor.

FIG. 7-20 The surface parking lots surrounding the Hilltop Safeway, a key community asset, have the potential to be developed with infill projects that could provide additional housing and commercial activity.

FUTURE CATALYST PROJECTS

Catalytic Redevelopment Projects

GOAL CP-1: Implement catalytic development projects in Hilltop

There are numerous properties in Hilltop that over the years have been identified as potential catalyst redevelopment sites. To give an overview of the possibilities, a sampling of some of the capacity and envelope studies that have been conducted on these sites is shown in Figures 7-17 and 7-18. Specific sites are addressed in the proposed actions below, and mapped in Figure 7-19.

ACTION CP-1.1: *Browne's Star Grill/Pochert Building* – Subject to feasibility assessments, retain as much of the Browne's Star Grill and Pochert historical buildings as possible and redevelop the remaining city property for mixed use including ground floor retail, upper floor office and/or mixed income housing. Envelope studies of this site are provided in Appendix F of the Draft Hilltop Subarea Plan.

ACTION CP-1.2: *MLK Jr Way and 11th Ave Site* – Subject to feasibility assessments, support the redevelopment of the vacant properties on MLK Jr Way and J Street at 11th Avenue for mixed use with ground floor retail, street level artist live/work housing, an educational center, and/or upper floor office and mixed income housing activities and the possible retention and incorporation of the Tally Ho Tavern building. Envelope studies of this site are provided in Appendix F of the Draft Hilltop Subarea Plan.

ACTION CP-1.3: *Municipal Service Center* – Subject to feasibility assessments, redevelop the city property housing the Municipal Services Center at MLK Jr Way and South 13th Street for mixed use including ground floor retail with upper floor mixed income housing.

ACTION CP-1.4: *Valhalla Hall* – Promote the sensitive renovation and reuse of the former Valhalla Hall, with the potential for a mix of commercial, residential, institutional, and community spaces.

ACTION CP-1.5: *Other Potential Development Opportunities* – Promote the redevelopment of underutilized surface parking lots, vacant lands, or underused buildings for new development projects, that help to create a dense mix of uses throughout the district, including retail, restaurants, office, personal services, medical facilities, and mixed-income housing. Two notable potential redevelopment sites are the surface parking lots around the former Save-a-Lot store and the Safeway. Envelope studies of this site are provided in Appendix F of the Draft Hilltop Subarea Plan.

ACTION CP-1.6: *Coordinated Institutional Development* – Work with MultiCare and Franciscan Health Systems and any other significant, campus-like institutions to evaluate more collaborative processes with the city and community, such as development agreements, to better define and support the long-range needs of these institutions, mitigate future development impacts as appropriate, and address how such future development can allow institutions to participate in the revitalization of the Hilltop Subarea. For example, Franciscan Health Systems' long-range plan includes the construction of a new tower to replace the aging iconic tower at South 18th and South J Streets.

Catalytic Infrastructure Projects

GOAL CP-2: Support the implementation of catalytic infrastructure projects in Hilltop

LINK light rail extension

On May 23, 2013 the Sound Transit Board approved the North Downtown Central Corridor, known as"E1," as the preferred alignment for expansion of Tacoma LINK light rail. This alignment would take the light rail trains down MLK Jr Way right through the heart of the Hilltop Subarea, and has great potential to catalyze revitalization.

The preferred E1 alignment will provide a high-quality, frequent transit connection between Hilltop and the Stadium District, the downtown core, South Downtown, the Brewery District, and the Dome District. The existing 1.6 mile Tacoma LINK light rail line currently serves 6 stations from the Theater District to the Tacoma Dome Station. Trains run every 12 minutes during the day and served nearly a 1,000,000 riders in 2011. For further details on the LINK light rail extension, see the Mobility chapter.

ACTION CP-2.1: Proactively collaborate with Sound Transit to ensure that the catalytic benefit of the LINK extension is maximized in terms of station design and location, street reconfiguration, etc.

MLK District Complete Streets Improvement Project

As detailed in the Mobility Chapter, the development of this Subarea Plan led to an innovative proposal to fund a network of Complete Streets upgrades in Hilltop as a logical implementation measure to support the future Sound Transit LINK light rail expansion to Hilltop. The $28 million "MLK District Complete Streets Improvement Project" was proposed to the Puget Sound Regional Council (PSRC) for inclusion in their 2014 update to Transportation 2040, and has been ranked 6th out of 126 key arterial projects regionwide.

The project would implement the Complete Streets concept focussed on the Hilltop business district, to transform several arterial streets into a multimodal network that improves efficiency for all modes of transportation. The proposed network of streets covers the area between MLK Jr. Way to J St, and from Division St. to S. 25th St, and includes 25th, 19th, 15th, 12th, 11th, 9th, and Division Streets and 6th Ave.

The City's commitment to investment and improvements in Hilltop that would be displayed with the implementation of this complete streets project would send a powerful positive message to those considering pursuing redevelopment or renovation projects. The project would also improve connections between Hilltop and the resources of surrounding neighborhoods, downtown, the UWT, and the Brewery District in particular.

ACTION CP-2.2: Continue to support the MLK District Complete Streets Improvement Project.

Hillclimb Connections to the UWT Campus and the Brewery District

The Open Space Chapter describes the desire for improved hillclimb/greenway connections from Hilltop to the UWT campus, and to the Brewery District. These prominent public investments would not only be valuable amenities for Hilltop residents and businesses, but would also act as important catalysts for nearby private investment. These hillclimb/greenway projects have the potential to provide:

- Off-street grid connections between the Hilltop, recent and planned residential development, and important Downtown destinations
- Green/open space corridors and amenities
- New open spaces that could be incorporated with other community gathering spaces, community gardens, etc.
- Improved public view corridors (better aligned with Mount Rainier View)

The 2008 UWT Campus Master Plan proposes extending the existing campus hillclimb on South 19th Street from Pacific Avenue to Fawcett Avenue in a diagonal alignment from the Prairie Line Trail north to the intersection of South 17th Street and Tacoma Avenue. If this hillclimb could be extended further west it would provide a valuable amenity for the Hilltop Subarea.

For a greenway connector between Hilltop and the Brewery District, one possible alignment would be along 23rd Avenue, which is a narrow, slightly-angled street running up the hillside from the Brewery District and reaching Hilltop just north of McCarver Park. This alignment is proposed in the 2013 South Downtown Subarea Plan.

ACTION CP-2.3: Support the implementation of the proposed UWT Hillclimb, and develop concepts for extending the hillclimb further west to connect to Hilltop.

ACTION CP-2.4: Develop concepts for a pedestrian hillclimb/greenway connector between Hilltop and the Brewery District, with primary consideration given to an alignment on South 23rd Street, in coordination with South Downtown planning efforts.

Leveraging Coordination

Construction of new infrastructure can provide a strong incentive for promoting catalyst projects. Infrastructure investments in the vicinity of a development site demonstrate the City's commitment to the neighborhood, reduce developer risk, and increase the value of future development. A wide range of public infrastructure investments can help to catalyze redevelopment, including street reconfigurations, transit stations, utility upgrades, undergrounding of overhead power lines, creation of new public open space, streetscape improvements, and brownfield remediation. Potential catalyst projects in Hilltop also stand to benefit by leveraging the positive impacts of redevelopment in nearby areas, and should be planned accordingly whenever possible.

GOAL CP-3: Promote catalyst projects through the coordination of infrastructure investments and redevelopment

ACTION CP-3.1: Develop a district-wide infrastructure plan sufficient to service the level of development planned for this district, including the undergrounding of power lines in areas where overhead lines conflict with planned development. Prioritize the replacement and upgrading of infrastructure within the Hilltop Subarea, focus infrastructure investments based on economic development opportunities, partner with private property owners and other agencies to coordinate utility projects, and support the use of alternative financing and construction mechanisms, such as local improvement districts (LIDs).

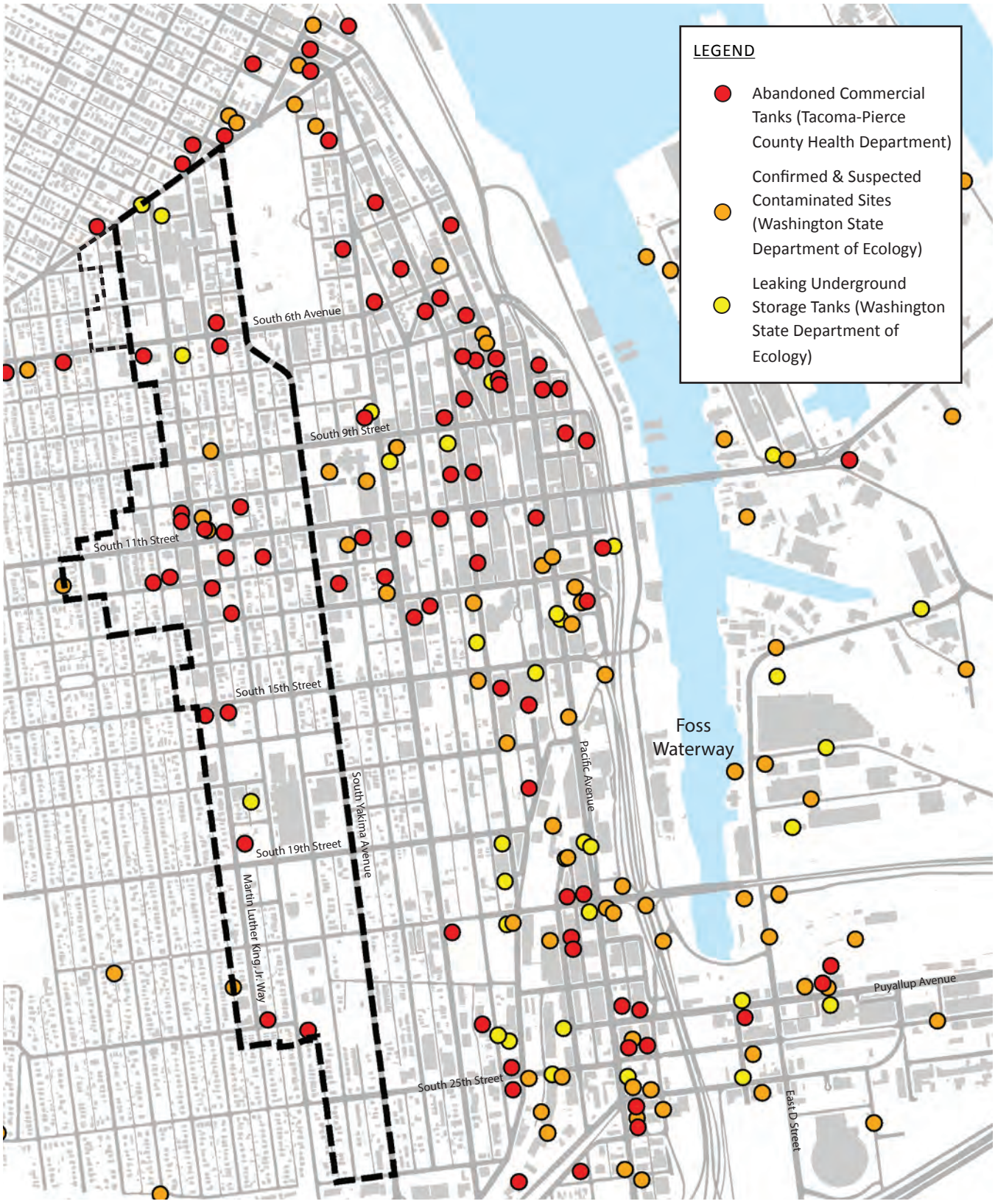
Brownfield Cleanup

Brownfields are land that has been previously used for industrial or commercial purposes and is potentially contaminated by low concentrations of hazardous waste or pollution. Brownfields are not only an environmental health issue, but can also be a serious impediment to redevelopment.

Available information on the location of known potentially contaminated sites in the Hilltop Subarea is mapped in Figure 7-20. Three types of sites are identified on the map:

1. The Tacoma-Pierce County Health Department (Health Department) identified Abandoned Commercial Tank (ACT) sites at former gas station sites in the downtown area that are potentially contaminated from on-site historical activities for which there are no records of storage tank removals or environmental cleanup.
2. The Health Department has also identified sites at which storage tanks have been removed, and sites for which Washington State has recorded a cleanup. These cleanup sites may or may not have been gas stations and could have been industrial activities, such as laundries or vehicle maintenance shops, that contributed contaminants.

FIG. 7-21 HILLTOP CONTAMINATED SITES



3. The Washington State Department of Ecology (DOE) keeps a database of leaking underground storage tanks (LUSTs). Many of these tanks have been removed, but the status indicates that contamination remains. DOE also tracks various "contaminated sites," including UST and other miscellaneous spills.

The City of Tacoma has demonstrated a long-term commitment to addressing contaminated soils and has been engaged in multiple ongoing brownfield-related efforts. Most recently, in 2013 the City applied for an EPA Brownfields Assessment Grant for the South Downtown Subarea. Addressing potential brownfields in Hilltop will require a comprehensive approach, including area-wide assessment, individual site assessment, and remediation.

As is typical in many cities of similar size and age, portions of the Hilltop Subarea have contaminated soils caused by a range of sources, including leaky underground storage tanks (USTs), motor vehicle oils and fluids, chemical solvents from industrial uses such as laundries, and air pollution from historic industrial operations. State regulation requires that environmental contamination caused, encountered, or suspected during redevelopment activities must be reported to the State and appropriately addressed. The City is and will continue to work cooperatively with the State Department of Ecology to ensure there is appropriate notification and communication between the State, City and project applicants to support appropriate environmental remediation.

ACTION CP-3.2: ***Brownfields*** **– Identify all known sites of hazardous materials including former gas stations and laundries, develop appropriate mitigation strategies, and create a funding source for proactively mitigating the sites to support redevelopment.**

Nearby Redevelopment

The UWT has long range plans to expand its enrollment from about 3,500 today to as much as 15,000. Given its proximity, this expansion can be expected to be a major catalytic impact on redevelopment in Hilltop. In particular, based on the UWT's land holdings, future expansion will primarily move westward up the hill toward Tacoma Ave S. The future growth of UWT can be expected to create opportunities in Hilltop for housing and services targeted to students and staff.

Potential catalyst projects in the Brewery District could help build momentum for redevelopment in Hilltop. In particular, the City-owned vacant property between Jefferson Ave, Tacoma Ave S, S 21st St, and S 23rd St is relatively close to Hilltop. The City-owned Public Works Department properties near S Holgate St also have potential. In 2013 the City issued RFPs for redevelopment at both of these catalyst sites.

ACTION CP-3.3: Pursue coordinated planning to leverage potential synergies between Hilltop catalytic projects and nearby redevelopment.