



## **AGENDA**

**MEETING:** Regular Meeting

**TIME:** Wednesday, December 7, 2016, 4:00 p.m.

**LOCATION:** Room 16, Tacoma Municipal Building North, 1<sup>st</sup> Floor  
733 Market Street, Tacoma, WA 98402

### **A. Call to Order and Quorum Call**

### **B. Approval of Agenda and Minutes of November 16, 2016**

**C. Public Comments** (up to three minutes per speaker; must be pertaining to items on the agenda)

### **D. Discussion Items**

#### **1. Dialogue with the Neighborhood Councils – Northeast Tacoma**

Representatives from the Northeast Tacoma Neighborhood Council will share with the Planning Commission their issues, concerns, needs and priorities.

(Staff Contact: Stephen Atkinson, 591-5531, [satkinson@cityoftacoma.org](mailto:satkinson@cityoftacoma.org))

#### **2. Tacoma Mall Neighborhood Subarea Plan**

Begin to review the full preliminary draft of the Subarea Plan and discuss supporting information such as environmental impacts, regulatory revisions, and streetscape design concepts.

(See "Agenda Item D-2"; Elliott Barnett, 591-5389, [elliott.barnett@cityoftacoma.org](mailto:elliott.barnett@cityoftacoma.org))

#### **3. 2016 Year-End Review**

Review the Planning Commission's work and accomplishments for 2016 and outlook for 2017.

(Staff Contact: Brian Boudet, 573-2389, [bboudet@cityoftacoma.org](mailto:bboudet@cityoftacoma.org))

### **E. Communication Items & Other Business**

(1) **The Planning Commission's meeting on December 21, 2016 has been canceled.** The next meeting is scheduled for January 4, 2017, at 4:00 p.m., in Room 16; agenda may include: Dialogue with the Sustainable Tacoma Commission; Capital Facilities Program 2017-2022 Update; Tacoma Mall Neighborhood Subarea Plan; and Billboards Regulations.

(2) Infrastructure, Planning and Sustainability Committee meeting, December 14, 2016, 4:30 p.m., Room 16; agenda includes: Landmarks Preservation Committee Interviews; Master Mobility Plan Update; and Commute Trip Reduction.

### **F. Adjournment**







## **MINUTES** (Draft)

**TIME:** Wednesday, November 16, 2016, 4:00 p.m.

**PLACE:** Room 16, Tacoma Municipal Building North  
733 Market Street, Tacoma, WA 98402

**PRESENT:** Chris Beale (Chair), Jeff McInnis, Meredith Neal, Anna Petersen, Brett Santhuff  
Dorian Waller, Scott Winship, Jeremy Woolley

**ABSENT:** Stephen Wamback (Vice-Chair)

### **A. CALL TO ORDER AND QUORUM CALL**

Chair Beale called the meeting to order at 4:04 p.m. A quorum was declared.

### **B. APPROVAL OF AGENDA AND MINUTES OF OCTOBER 19, 2016 AND NOVEMBER 2, 2016**

The agenda was approved. The minutes of the regular meetings on October 19, 2016 and November 2, 2016 were reviewed and approved as submitted.

### **C. PUBLIC COMMENTS**

Chair Beale opened the floor for public comments. The following citizens provided comments:

- 1) Valarie Fyalka-Munoz, Michael's Plaza:  
Ms. Fyalka-Munoz reported that she was the property manager at Michael's Plaza. She asked where the City planned to move the businesses that the road goes through in the Tacoma Mall Subarea Plan. She commented that they would like to keep their tenants and that they would like to keep doing business as a retail shopping center.
- 2) John Brekke:  
Mr. Brekke reported that he was a commercial property owner in the Tacoma Mall area. He expressed concern that the connectivity plan has aspects that would harm property values and create disincentives for owners and businesses. He asked that the Commission consider recommending a practical connectivity plan that is tied to parcel development, is mindful of private property rights, and provides detail on who is financially responsible for connectivity improvements. He commented that owners need high thresholds for compliance with connectivity and that typical tenant improvements should not trigger connectivity requirements.

### **D. DISCUSSION ITEMS**

#### **1. Dialogue with Neighborhood Councils – North End**

Dave Prather, Jodi Cook, and Jim Merritt of the North End Neighborhood Council facilitated a discussion with the Planning Commission on their neighborhood's issues, concerns, needs, and priorities.

Ms. Cook shared feedback from citizens on the visible changes that had been taking place around the district and changes to the zoning. She noted that one of the comments provided had expressed concern about the amount of dramatic change that they had witnessed occurring since they had moved to the neighborhood the previous year. Ms. Cook reviewed photos of a new building on North Prospect Street between two turn of the century homes. She commented that based on the descriptions in past Comprehensive Plans it wasn't what people had been expecting, resulting in concern that similar zoning and development would be coming their way. Ms. Cook commented that they would like to be part of the discussion that is occurring on density, rather than how it is currently evolving.

Mr. Merritt discussed the need for community stakeholders and single family residential investors to be made aware of what is happening early in the process, before significant money had been spent on a new project. He commented that the purpose was not to make an exhaustive review of design detail, but instead to engage the public early enough that they can still have meaningful input.

Residential and commercial zoning was discussed. Mr. Merritt discussed excessive commercial space taking away from land that could be residential, commenting that that it would be better to have people living in some areas than commercial uses that would not make enough income to survive. He added that more residential zoning would be a positive for supporting the commercial space that would be available. Mr. Merritt recommended maintaining compactness of mixed use centers with buffers between higher density and single family residential. He noted duplex and triplex concerns due to absentee owners which can lead to a lack of maintenance and supervision problems. Mr. Merritt noted support for accessory dwelling units (ADUs) so long as the owner lives on the site.

Ms. Cook discussed the public engagement process, reporting that there had been consensus from the public that they are not being engaged in the process early enough. Ms. Cook expressed concern that with the Proctor South development the developer had been responsible for doing the traffic study which had focused on nearby intersections but had not considered effect of additional cars cutting through the neighborhood. There were similar concerns that the focus of the parking study had also been too limited, Ms. Cook noting that people who had lived in the area for many years could not find parking in front of their homes. She commented that they had also heard concerns related to children who walk to school with increased traffic coming from the developments.

The Cushman substation was discussed. Ms. Cook commented that it was a beautiful historic building and that there was support for adding it to the Tacoma Register of Historic Places. She highlighted policies from the Comprehensive Plan concerning the repurpose of electrical substations and preservation of Tacoma's historic character. Ms. Cook noted that a study of mixed-use centers had determined that the Proctor area lacked open space and that the location could potentially provide it for the surrounding neighborhood. Mr. Merritt commented that Tacoma Public Utility (TPU) is part of the ownership of the City of Tacoma and that the building was an asset of the City of Tacoma. He wanted to have a discussion about whether the only thing that they could do with the building would be to sell it at a fair market value. He noted policy UF-13.28 which encouraged the conversion of electrical substations for recreational purposes, adding that he would like to see a public debate on the final use.

Commissioners provided the following questions and comments:

- Chair Beale commented that it was interesting to see an area that was getting the kind of growth and development that would be coming to other neighborhoods. He commented that it was encouraging that the Planning Commission and the people experiencing the impacts were on the same page on topics like design review and public notification.
- Commissioner Petersen commented that the Planning Commission shares their concerns about school safety and safe walks to school. She encouraged the representatives present to consider attending the Safe Routes to School discussion and open house that evening.
- Commissioner McInnis asked what the timing was on the final decommissioning of the entire Cushman substation facility and what would need to take place if the City was to step into that process. Mr. Prather responded that TPU would be completed by the end of 2017, but the bylaws required that the site be sold at fair market value. Mr. Merritt noted that TPU has other uses on properties that are part of the ownership of the City of Tacoma, noting recreational activities near the Alder Dam on properties owned by the City through TPU.

## **2. Tacoma Mall Neighborhood Subarea Plan**

Elliott Barnett, Planning Services Division, provided an update on the status of the project, focusing on the proposed street network and key issues related to connectivity. He reviewed that they had pushed the timeline of the project back several months for additional outreach. Mr. Barnett reviewed the outreach to date, reporting that there had been support from commercial stakeholders for things that support a positive vision of the area like parks and schools; for City regulatory tools like an up-front SEPA review; and City leadership in the area to attract regional funding. He reviewed that they had also received

comments on permit process streamlining, offsite improvement costs, and business retention tools. Comments focused on the plan included discussion of the street network, interest in limiting the connectivity requirement, emphasis on voluntary actions rather than requirements, City commitment to prioritize investments in the area, and specific comments relating to the zoning proposals.

Mr. Barnett reviewed that issues with existing transportation conditions included the large block pattern, the lack of connectivity, existing traffic being channeled towards arterials, issues related to safety, lack of bike facilities, gaps in pedestrian facilities, and street conditions. He reviewed a map of the existing street network, noting the presence of large parcels.

The connectivity already in the code was discussed. Mr. Barnett reviewed that much had changed since the existing development patterns were set and that the current code requirements would prevent the neighborhood from being rebuilt with the current layout. He noted that the reasons for the street network changes being proposed included anticipating population growth; creating value with visibility and additional access; that the large block patterns were creating zoning challenges; and the desire to create a more cohesive and connected system than what they would get by applying the existing access standards in the code. Mr. Barnett reported that based on the input that had been received, they had a number of updates to the plan including street network changes, a tiered street system, connectivity requirement specifics, and funding.

Street network changes were discussed. Mr. Barnett reviewed that the first draft of the street network had two areas with significant changes proposed to the existing street network: in the Tacoma Mall area and in the northwest quadrant where there had been a significant amount of change that had generated concerns from the property owners. The revised street network would follow more of a grid pattern in the northwest quadrant, rather than following the topography. There were also additional minor refinements made to the revised street network and the addition of the I-5 off ramp to the map.

Mr. Barnett discussed the tiered street system concept. Tier 1 included projects critical to the system such as the loop road. Tier 2 streets would create 600 by 600 block structures, which would establish a good overall distribution of trips. Tier 3 streets would establish site access and overall mode shift. They would also require a large block connectivity plan similar to the model used by the City of Lacey. He noted shaded blocks on the map where an additional connection would be required, meeting certain performance standards. They had also identified where it would not be feasible to make a connection due to topography or limited access roadways.

The connectivity plan concept was discussed. Mr. Barnett reviewed that they would establish the alignments for Tier 3 streets and create connectivity standards to allow a 650 foot maximum frontage, a 1800 foot perimeter maximum, and a 350 foot pedestrian frontage maximum. Once the connectivity plan was put into place they would start treating it as a future street in terms of building placement with dedication occurring when major redevelopment occurs.

Mr. Barnett discussed connectivity thresholds, reviewing that their proposal was to require a plan for the Tier 3 connection at a lower threshold, though they hadn't determined how low that threshold should be. Mr. Barnett commented that it would be difficult for many people's business models if the threshold was at the level of a tenant improvement or maintenance. For dedication of right of way or street construction, Mr. Barnett commented that they recognized that the threshold would be for a much larger action. He discussed the thresholds used in Bellevue, which were lower, and Lacey, which were more flexible.

Mr. Barnett discussed funding. He noted that there were a range of approaches from other cities for public funding helping the systems work. Whether the City would provide funding to construct the new roadway was not in direct control of the Planning Commission, but Mr. Barnett expressed interest in the Commission's thoughts on the appropriate level of contribution to make it equitable.

Commissioners provided the following questions and comments:

- Commissioner Petersen asked for clarification on the 350 foot pedestrian frontage maximum. Julia Walton, 3 Square Blocks, clarified that it was the maximum linear distance allowed before a 3rd Tier connection would be required.

- Commissioner McInnis asked what the pedestrian connections would look like and what they would require. Ms. Walton responded that she had been looking at through block connections 24 feet wide, but that it could be as narrow as an urban trail or alley.
- Commissioner McInnis commented that people would not want to walk through the industrial areas. Commissioner Petersen commented that it was still important to have walkability through industrial areas if they are trying to promote walking for health or to get to work.
- Commissioner Neal expressed concern that they were adding a lot of infrastructure that would require a great deal of maintenance.
- Commissioner McInnis commented that there were pieces of the plan that he loved and that he hated to see those pieces held up because of other ideas like the new connections in the northwest quadrant. Mr. Barnett responded that if they get the thresholds right, the new connectivity would only occur with a major redevelopment.
- Commissioner McInnis commented that the Union Avenue area and the 38th Street Connection to South Tacoma Way both were great spots for an entry to the neighborhood.
- Commissioner McInnis commented that connectivity had not been an issue for him when driving into the area but that the road conditions were bad. He suggested that it would help a great deal if they would improve the streets. Mr. Barnett commented that the new connectivity concept should be considered in the context of projects proposed by the City to enhance the existing streets.
- Chair Beale commented that he was interested in how the connectivity thresholds would work in terms of dedication. He reviewed that at a previous meeting he had discussed functional equivalency in terms on parking lot connections in the interim between developments.
- Chair Beale expressed concern about the lack of predictability in the Street Network Tiers for Tier 3, commenting that that it was okay to predict where the Tier 3 roads would go because it was a long term vision and the City was built on a street grid. He added that the tradeoff was that they would be confining those blocks to certain development envelopes.
- Commissioner McInnis asked if they would have specific threshold numbers before providing the final draft to the Commission. Mr. Barnett responded that they would begin to present the entire plan at the December 7<sup>th</sup> meeting, but the connectivity threshold piece was still under development.
- Chair Beale noted that he had not heard any objections from the Commission to the concept of having the higher threshold for whole parcel or major parcel redevelopment, with lower thresholds for minor infill and tenant improvements.
- Chair Beale asked whether they have capacity from a civil utilities standpoint to support redevelopment or if there were major improvements that would be triggered. Mr. Barnett responded that there was capacity in terms of utilities with one major bottleneck in terms of transportation that would need to be fixed at a certain point. In terms of utilities, the capacity was present except for stormwater where they were doing a lot of proactive work.

## **E. COMMUNICATION ITEMS & OTHER BUSINESS**

Brian Boudet, Planning Services Division Manager, provided the following updates:

- There was interest in taking a group photo if all Commissioners were available on December 7.
- The final reading and adoption of the City's 2017-2018 Biennial Budget would occur the following week. At the first reading there had been an amendment adding funding for fire and police, while removing funding for the design review program and historic preservation enhancement.

Lihuang Wung, Planning Services Division, asked the Commission to consider a motion to cancel the December 21 meeting. Commissioner McInnis motioned to cancel the meeting. Commissioner Woolley seconded. The motion passed unanimously.

## **F. ADJOURNMENT**

At 6:03 p.m., the meeting of the Planning Commission was concluded.



City of Tacoma  
Planning and Development Services

**Agenda Item  
D-2**

**To:** Planning Commission  
**From:** Elliott Barnett, Planning Services Division  
**Subject:** **Tacoma Mall Neighborhood Subarea Plan and EIS**  
**Meeting Date:** December 7, 2016  
**Memo Date:** November 30, 2016

At the December 7, 2016 meeting, the Planning Commission will begin its review of the preliminary draft of the Tacoma Mall Neighborhood Subarea Plan. Attached are the preliminary draft subarea plan, a packet of maps, as well as a cover sheet serving as the table of contents and review guide. No action is requested of the Commission at this time.

This meeting signals an important milestone as the project transitions from draft development to Planning Commission review, which is scheduled to continue through April 2017. The Commission's process will include ample public notification and comment opportunities. Stakeholder outreach and engagement will continue throughout the process.

The City is currently developing a Subarea Plan and Environmental Impact Statement (EIS) for a 601-acre area, including the current 485-acre Tacoma Mall Regional Growth Center and a 116-acre proposed expansion area. The effort will result in a plan and implementation strategies to achieve local and regional goals for the neighborhood, as well as programmatic environmental approval for future development that is consistent with the plan.

The project includes several deliverables that ultimately will be included with the Plan, EIS and implementing documents. The Commission will begin its review with the draft preliminary Plan itself. Since the Plan articulates the vision, goals and recommended actions, staff anticipate that it warrants the most review time and input from the Commission. The preliminary draft Plan is provided without formatting at this time in order to enable an efficient editing process.

Commission review of the preliminary draft Plan is scheduled to continue through early February 2017. On January 4, 2017 the Commission will begin a review of supporting documents including proposed code changes, streetscape design concepts, and a summary of recommended environmental mitigation actions which will be fully analyzed in the Draft Environmental Impact Statement. The intent is to obtain the Commission's direction in February 2017 to refine the full draft package and initiate the formal public comment process.

More information about the project is available at [www.tacomamallneighborhood.com](http://www.tacomamallneighborhood.com). Contact Elliott Barnett at (253) 591-5389, or email the team at [tacmallneighborhood@cityoftacoma.org](mailto:tacmallneighborhood@cityoftacoma.org) with any questions.

**Attachments:**

1. Tacoma Mall Neighborhood Subarea Plan & EIS Components – Review Guide
2. Tacoma Mall Neighborhood Subarea Plan – Preliminary Draft
3. Tacoma Mall Neighborhood Subarea Plan – Preliminary Draft (Map Packet)

c: Peter Huffman, Director



# Attachment 1: Subarea Plan & EIS Components



The Tacoma Mall Neighborhood plan effort includes two primary documents, several supporting exhibits and implementation documents, and multiple background studies and documents.

## Tacoma Mall Neighborhood Subarea Plan (Attachments 2 and 3)

### CHAPTERS:

- Executive Summary
- 1. Introduction
- 2. Context
- 3. Urban Design
- 4. Land Use
- 5. Housing
- 6. Transportation Choices
- 7. Environment
- 8. Community Vitality
- 9. Shared Prosperity
- 10. Utilities and Services
- 11. Implementation

NOTE: To enable an efficient editing process, the Plan text and maps are currently in separate documents (Attachments 2 and 3), which will ultimately be integrated.

Environmental Impact Statement (currently under development)

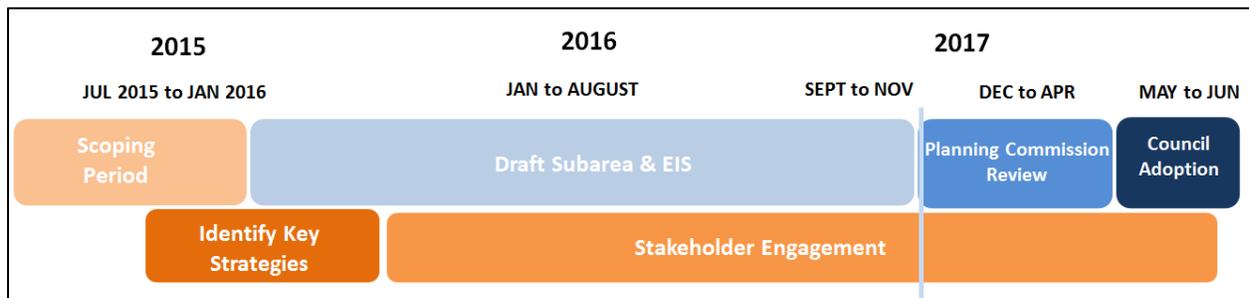
Draft code changes and connectivity requirement package (currently under development)

Street designs and complete streets typologies (currently under development)

Technical and Background Materials: (available at [www.tacomamallneighborhood.com](http://www.tacomamallneighborhood.com), select Library tab)

- Multifamily and Mixed-Use Development Feasibility Analysis
- Existing Conditions Report
- Stormwater Infiltration Study
- EIS Scoping Process Summary
- Public Comment Summaries
- Design Workshop Summary
- Livability and Needs Assessment (TPCHD)

## Schedule Overview





## Executive Summary

### Tacoma Mall Neighborhood Subarea Plan

**DRAFT** November 28, 2016

#### VISION FOR THE TACOMA MALL NEIGHBORHOOD

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*By 2040 the Tacoma Mall Neighborhood will be a thriving center of regional significance and a distinctive, connected, livable and healthy place with a wide range of opportunities for all people to live, work, invest and fulfill their potential.*

#### THE SUBAREA PLAN

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This Subarea Plan is a road map for the City, businesses, residents, public agencies and the whole community to partner to achieve this vision for the neighborhood.

The Tacoma Mall Neighborhood plays important roles at both the local and regional levels. It is home to a diverse community of residents and businesses, is a major regional shopping destination, and is designated as a Regional Growth Center (RGC) by the City of Tacoma and the Puget Sound Regional Council. The RGC designation means that the neighborhood is planned to be one of the Puget Sound region's most vibrant, dense urban centers, accommodating a significant portion of the City of Tacoma's future housing and employment growth.

*[Sidebar Text: The plan supports growing the neighborhood to triple the number of residents and double the jobs by 2040 (adding roughly 8,100 new residents and 7,600 new jobs).]*

*[Sidebar Placeholder: Insert thumbnail image of Figure 2, which shows the Tacoma Mall Neighborhood]*

The Subarea Plan will guide that growth to support the community's vision of a great urban place. The neighborhood today is largely auto-oriented and lacks some components which are important factors when people choose where they want to be, whether to live, work, visit or invest. The City envisions that growth over time will transform the neighborhood into a more compact, pedestrian-friendly, urban mixed-use neighborhood with a high level of access to services and transportation options. The neighborhood in 2040 will thrive due to its central location and transportation choices, diverse range of jobs and shopping, unique local character and culture, attractive urban form, green features and sustainable infrastructure, and complete neighborhood amenities. It will also be home to community members, businesses and institutions.

#### ENVIRONMENTAL IMPACT STATEMENT

This is a long range plan, and forward thinking is needed to anticipate and prepare for the impacts of growth and change. As part of the subarea planning process the City prepared a non-project Environmental Impact Statement (EIS). The EIS follows state-authorized processes to evaluate potential significant environmental impacts associated with future development under the framework provided

by the Subarea Plan, and identify mitigation measures to address identified likely impacts. This replaces project level environmental review which would otherwise be required as development occurs, with an up front, area-wide environmental review of the impacts of planned growth. The benefits of this approach are more coordinated and well-considered actions to address growth impacts, as well as streamlining development that is consistent with the plan and EIS.

## **POLICY FRAMEWORK & PRIORITY ACTIONS**

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Policy guidance and action items for specific topics such as land use, housing and environment are included in Chapters 3 through 11. Provided below are the vision statements and the top priority early implementation actions for each chapter. Together with the vision statement for the overall plan, these provide a high level overview of the policy framework established by this Subarea Plan and the City's near term priorities for implementing the plan.

### **URBAN FORM**

#### **VISION**

*The urban structure of the Tacoma Mall Neighborhood fosters a thriving, mixed use urban center that has a unique identity and is walkable, transit-ready and convenient by car.*

#### **PRIORITY EARLY IMPLEMENTATION ACTIONS**

##### **Action UF-2**

Foster distinct identities for each district that respond to current conditions and needs of the individual districts (Madison, Northwest, Lincoln Heights and the Mall District) and are consistent with the community character envisioned for the entire neighborhood.

##### **Action UF-5**

Develop a Master Plan for the entire Loop Road that includes common features and specific characteristics for the four character district segments. The Master Plan should ensure that the Loop Road functions as a linear public green space, links character districts and the proposed parks system, includes trees and green stormwater infrastructure, minimizes location on steep slopes to promote walkability for people of all abilities, includes the potential for festival street sections, and supports community and economic goals and multimodal mobility.

### **LAND USE**

#### **VISION**

*The Tacoma Mall Neighborhood is a dense, compact urban mixed-use district with adequate capacity to accommodate a substantial share of regional population and employment growth.*

## PRIORITY EARLY IMPLEMENTATION ACTIONS

### **Action LU-7**

Adopt, maintain and update s the Phase 1 package of development regulations to ensure that they support the growth and development envisioned in the Subarea Plan.

### **ACTION LU-9**

Conduct outreach to the business and development community to provide an overview of adopted code changes. Work with property and business owners, developers and residents to continue to refine development regulations to ensure that they promote development consistent with the vision for the neighborhood.

## HOUSING

### VISION

*A wide range of quality housing types are available to meet the diverse needs of residents at different stages of their lives, with small and large household sizes, and with different cultural and socioeconomic backgrounds.*

## PRIORITY EARLY IMPLEMENTATION ACTIONS

### **Action H-9**

Monitor the supply of affordable housing units in the Tacoma Mall Neighborhood and the City's progress towards achieving the goals and actions in this chapter and collaborate with housing partners to maintain a no net loss of the current stock of affordable dwelling units in the Tacoma Mall Neighborhood. If needed, seek advice from experts, developers and other community partners on steps the City can take to improve outcomes.

## TRANSPORTATION CHOICES

### VISION

*The Tacoma Mall Neighborhood offers a broad range of high quality mobility options suitable for a compact, dense urban center and a retail destination, including frequent and attractive transit service, safe and comfortable bicycle and pedestrian facilities and convenient vehicular access.*

## PRIORITY EARLY IMPLEMENTATION ACTIONS

### **Action T-22**

Engage with Sound Transit to add the Tacoma Mall Neighborhood RGC transit center as a stop on the express bus service from Lakewood to Seattle.

### **Action T-34**

Integrate the projects and project ranking criteria included in the Tacoma Mall Neighborhood Subarea Plan into the City's TMP.

### **Action T-35**

Aggressively pursue grants and other funds to implement the projects identified in this Plan.

*[Sidebar Text: Near-Term Priorities for Transportation and Stormwater Projects*

*It is envisioned that these projects and plans be completed within five-years following adoption of the Tacoma Mall Subarea Plan.*

- *Project 1: Loop Road Demonstration Project. Implement a “demonstration project” of the loop road multimodal improvements on S. Steele Street between S. California Avenue and S. 38th Street.*
- *Project 2: I-5 Direct Access/HOW Ramp – Phase 1. Initiate a study for the I-5 Direct Access Ramp. This study will identify likely design, specific location, secure federal approvals, and prepare the project for future funding opportunities.*
- *Project 3: Madison District – Green Stormwater Infrastructure Streets – Phase 1. Initial implementation of the Madison District Green Stormwater Infrastructure Project, including replacing multiple blocks of poor condition pavement with pervious pavement as well as bulbouts, street trees and pedestrian features.*
- *Project 4: S 38th St/S Steele St Intersection. Rechannelization and traffic signal modification at S. Steele/S 38th Street intersection. This project will reduce vehicle delays and queues at this intersection and improve access to area businesses.*
- *Project 5: S Sprague Ave Bike Connection. Add a bicycle connection from the I-5 bicycle/pedestrian bridge along Sprague Ave to Steele Street, S 35th St and S Tacoma Way. This will be a key addition to the bicycle network in the neighborhood.*
- *Project 6: Tacoma Mall Transit Center – Phase 1. Initiate a study for the Tacoma Mall Transit Center. This study will identify likely design, specific location, secure federal approvals, and prepare the project for future funding opportunities.]*

## ENVIRONMENT

### VISION

*Maximize the quality and function of the natural environment in the Tacoma Mall Neighborhood in order to provide public benefits such as improved water quality on a watershed-basis and improved quality of life.*

### PRIORITY EARLY IMPLEMENTATION ACTIONS

#### **Action E-1**

Disseminate information about and implement the area-wide stormwater management strategy through development review and public projects.

#### **Action E-7**

Collaborate with the Tacoma-Pierce County Health Department to revise the existing Tacoma Municipal Code to reflect the circumstances and requirements for infiltration as outlined in the January 21, 2011 memorandum, *Implementation of Stormwater Infiltration for Pollution Generating Surfaces in the South Tacoma Groundwater Protection District*, as updated.

#### **Action E-10**

Work with property owners such as WSDOT to increase tree cover on the neighborhood perimeter, focusing on opportunities to provide large swaths of green and to provide gateway functions. These areas are the front door to the neighborhood and should be inviting.

**Action E-14**

Promote the use of TDRs in exchange for height bonuses within the RGC by marketing this option to the development community, streamlining its use and taking steps to catalyze growth in the RGC.

**COMMUNITY VITALITY****VISION**

*The Tacoma Mall Neighborhood is a lively place to live and work with a vibrant local culture, strong community engagement, and a robust system of neighborhood services, amenities and gathering places that fosters a sense of identity, empowerment and attachment to place.*

**PRIORITY EARLY IMPLEMENTATION ACTIONS****Action CN-12**

Engage the Tacoma School District in discussions about potential future uses for the Madison School site that would continue the site's legacy as a hub for community members, such as a public open space, a community garden, a library, a shared-use learning/recreation facility or a new school facility.

**Action CN-13**

Support formation of a Subarea Plan implementation steering committee to advocate for actions needed to achieve the neighborhood vision. Recruit local leaders with diverse community and business representation to participate on the steering committee and to cultivate community partnerships to collaboratively respond to challenges, welcome new residents and businesses, and implement solutions.

**Action CN-23**

Work with the residents, businesses, Tacoma Police Department and Community Based Services program to identify priority needs for improving safety and perceptions of safety in the area on the western edge of the Madison District between S 38th St, S Warner St, S 47th St and South Tacoma Way and along the northern boundary of the Tacoma Cemetery, considering solutions such as increased visual access and pedestrian connectivity, spatial definition of public and private space, and changes in property maintenance practices.

**Action CN-24**

Collaborate with Metro Parks Tacoma and other parks partners to consider the following level of service standards for parks in the City of Tacoma's densest urban centers:

- By 2040, achieve three acres of public parks and open space for every 1,000 people within the neighborhood.
- Provide public parks and open spaces in each of the neighborhood districts, within a ¼ mile radius of every resident.

**Action CN-25**

Collaborate with Metro Parks Tacoma and other parks partners to consider adopting the following parks planning principles for the Tacoma Mall Neighborhood:

**TACOMA MALL NEIGHBORHOOD PARKS PLANNING PRINCIPLES**

- Evenly distributed among the four Tacoma Mall Neighborhood districts
- Located along the Loop Road to create a continuous string of green public spaces and gain exponential value of combined actions
- Provides green stormwater infrastructure and tree canopy

- Enhances sense of place and urban design
- Meets the recreational programming needs of dense urban neighborhood and diverse communities

**Action CN-26**

Collaborate with Metro Parks Tacoma to determine how Subarea Plan goals and actions for parks fit into their current and upcoming capital and programmatic priorities, as well as into the framework of the interlocal agreement on parks between Metro Parks Tacoma and the City.

**Action CN-27**

Work with Metro Parks Tacoma to synchronize long range plans for parks, such as the City’s Comprehensive Plan and this Subarea Plan with Metro Parks Tacoma’s Green Vision 2030 and Mission-Led Comprehensive Plan.

**SHARED PROSPERITY**

VISION

*The Tacoma Mall Neighborhood is a place of regional and local significance where increased prosperity is shared by all.*

PRIORITY EARLY IMPLEMENTATION ACTIONS

**Action SP-1**

Maintain a dialogue between the City and owners of existing businesses to assess and implement actions to support the retention and expansion of existing businesses.

**Action SP-14**

Prioritize and focus City business recruitment efforts to attract partners to co-locate and develop catalyst sites in support of the plan vision.

**Action SP-20**

Develop partnerships with the Tacoma Mall, large land owners, public agencies and other partners for longer term planning and coordination of infrastructure and other improvements.

**Action SP-22**

Form a multiparty implementation team to lead a coordinated, specific area-based approach to improve locations, harnessing the skills, experiences and resources of those in the private, public and voluntary sectors.

**Action SP-23**

Identify a leader within the City of Tacoma to lead implementation of the Subarea Plan and coordination with other partners over a period of several years.

**UTILITIES AND SERVICES**

VISION

*Utilities and other public services are provided concurrent with growth to reliably support the development patterns and community character envisioned for the Tacoma Mall Neighborhood.*

## PRIORITY EARLY IMPLEMENTATION ACTIONS

### **Action US-5**

Revise the City's development regulations to require new two-family, three-family and townhouse developments to provide adequate space for storage of solid waste containers in a consolidated location, and direct street access for solid waste pickup, and if needed space for a shared commercial type waste collection service.

### **Action US-6**

Revise the Tacoma Municipal Code to require that utility service for new two-family, three-family and townhouse development be designed to minimize the visual impact of the utilities.

### **Action US-7**

Begin working with public service providers to monitor the level of public services specifically in the Tacoma Mall Neighborhood, and work with providers to address any identified shortfalls based on their performance standards.

### **Action US-10**

Assess the potential for joint use, beautification, public art, or eventual redevelopment of public sites within the neighborhood while ensuring that the public utility and service functions are fully met.

## IMPLEMENTATION

### VISION

*Early strategic investments in neighborhood infrastructure, establishment of partnerships and neighborhood branding will foster phased growth and development that builds momentum to achieve the Subarea Plan vision for this regional growth center.*

## PRIORITY EARLY IMPLEMENTATION ACTIONS

### **Action IMPL-1**

Analyze potential funding strategies as part of a community discussion, including consideration of new approaches such as impact fees. Develop and implement a funding strategy that increases resources dedicated to capital projects and other Subarea Plan actions.

### **Action IMPL-2**

Develop a funding source for City funding for construction of new connections under the Large Parcel Connectivity Requirement.

### **Action IMPL-3**

Adopt an ordinance that would enable the City to recover expenses associated with preparation of the Subarea Plan EIS through fees on development that occurs in the Tacoma Mall Neighborhood, consistent with Revised Code of Washington 43.21C.420(6).

### **Action IMPL-5**

Develop an operational plan to identify departmental roles, staff responsibilities, and frequencies of data tracking for the performance measures identified in this Plan.

**Action IMPL-6**

Prepare and present a biennial report, in collaboration with the local community, to the City Council in time for making budgetary decisions.

## **PRIORITIES FOR IMPLEMENTATION**

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The City will work with Tacoma Mall Neighborhood community members and other stakeholders to prioritize early implementation actions in order to:

- Accomplish necessary first steps
- Achieve multiple goals and leverage other actions
- Leverage investment in areas with active markets
- Avoid bigger risk of inaction to preserve key opportunities
- Be cost effective
- Support neighborhood completeness
- Promote equity and empowerment

*[Placeholder for Lauren's diagram]*

*[Sidebar Text: With Plan development and adoption, the City took important first steps to support the Tacoma Mall Neighborhood in becoming a thriving urban center. These steps included:*

- *Establishment of a vision and goals for the neighborhood through a public process*
- *Identification and prioritization of implementation actions*
- *Compliance with state and regional requirements to plan for RGCs*
- *Identification of a proposed RGC boundary expansion*
- *Completion of an up-front (Planned Action) EIS*
- *Adoption of initial development code updates for consistency with the plan and EIS (Note: these are proposed for adoption along with the Subarea Plan)*
- *Prioritization of capital projects*
- *Initiation of coordination with partner agencies*
- *Engagement with the community]*

## Chapter 1

# Introduction

## Tacoma Mall Neighborhood Subarea Plan

**DRAFT** November 28, 2016

### TACOMA MALL NEIGHBORHOOD

#### CONTENTS

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The Tacoma Mall Neighborhood is designated by the City of Tacoma and the Puget Sound Regional Council as the Tacoma Mall Regional Growth Center (RGC). Already an important employment and population center, the neighborhood is intended to receive a significant portion of the City's future housing and employment growth. The vision is of a compact, pedestrian-friendly, urban mixed-use neighborhood with a high quality of life including access to healthy lifestyle choices, services and efficient multimodal transportation options. The neighborhood's RGC designation makes it a top investment priority for the City and region, and is one of the primary reasons for the development of this Subarea Plan.

In addition to the Tacoma Mall Neighborhood, Downtown Tacoma is also a designated RGC. Tacoma's two RGCs are the major centers for future growth in the City; Downtown is planned to have the greatest growth. The two RGCs are part of the City's network of 16 mixed-use centers, which are located throughout the City and include smaller Crossroads Centers and Neighborhood Centers.

The Tacoma Mall Neighborhood is located approximately 2.5 miles southwest of downtown Tacoma, as shown in Figure 1. Development in the neighborhood began in the late 1800s, and over time the neighborhood has grown into an urban area with a mix of residential, commercial, light industrial and other uses anchored by the Tacoma Mall which is a regional retail destination. The neighborhood is generally bounded to the west and north by South Tacoma Way. I-5 forms the eastern boundary. The southern boundary follows S 48th St and S 49th St. Figure 2 shows the Tacoma Mall Neighborhood.

### THE SUBAREA PLAN

This Subarea Plan sets forth a vision for the neighborhood's future, as well as goals and actions that provide a road map for how the City and public and private partners will work together to achieve the vision. The Subarea Plan is intended to reflect residents' and businesses' vision for the neighborhood while planning for the anticipated growth. It supports the creation of a consistent, positive identity for the neighborhood moving forward. It also aims to support business expansion and investment, strengthen existing neighborhood assets, improve quality of life, expand transportation and housing choices and improve water quality.

The Subarea Plan fits under the umbrella of the City's Comprehensive Plan, the Pierce County Countywide Planning Policies, the Puget Sound Regional Council Vision 2040 and other city and regional plans and policies. These provide high-level guidance for future growth in the Tacoma Mall

Neighborhood. Additionally, the Subarea Plan was funded through a National Estuary Program (NEP) Puget Sound Watershed Protection and Restoration Grant, to support improved stormwater management in the neighborhood. Building on the foundation provided by these plans, policies and programs, the Subarea Plan provides specific, detailed guidance for how future growth should occur in order to achieve the neighborhood's full potential. This includes guidance for adding green stormwater infrastructure that will provide amenities for the neighborhood and enable on-site infiltration to improve the health of the local watersheds and the Puget Sound.

### **EXPANDING THE TACOMA MALL REGIONAL GROWTH CENTER (RGC)**

The Subarea Plan recommends the expansion of the boundaries of the current Tacoma Mall RGC to correspond with the Tacoma Mall Neighborhood boundaries shown in Figure 2, in order to better manage the geographic and land use transitions from an urban mixed use RGC to the South Tacoma Way Manufacturing and Industrial Center.

### **RGC GROWTH TARGETS**

The Tacoma Mall Neighborhood is a jobs and housing hub of regional significance. Over 3,780 people live here and 8,290 work here. The Tacoma Mall and surrounding stores are retail destinations for a large area of the South Sound. Pierce County government offices are located here. The Tacoma Mall Neighborhood's central location and proximity to I-5 make it one of the most recognizable places in the City. The Tacoma Mall RGC has been a designated growth center for twenty years, and has been one of Tacoma's fastest growing centers. Vision 2040 and the City's Comprehensive Plan call for this area to be second only to Downtown Tacoma in jobs and housing and the densest neighborhood in South Tacoma. This Subarea Plan is intended to initiate actions to catalyze further growth and investment, to guide regional infrastructure investments per regional growth policy, and to elevate this neighborhood's role as a vibrant urban neighborhood and as a gateway to Tacoma and the South Sound.

Consistent with state law and regional planning policies, the City has adopted targets for new employment and population growth through 2040. These targets help the City to plan for future growth and ensure that new development supports the City's vision for the future and is supported by adequate facilities and services. The existing growth targets for the current 485 acre Tacoma Mall RGC are 7,555 new jobs and 8,079 additional people by 2040. This Subarea Plan retains those same growth targets, while increasing them to account for the 116 acre expansion area shown in Figure 2 that is proposed for incorporation into the Tacoma Mall RGC. It is assumed that the expansion area will grow at the same rate as the current RGC. The new targets for the enlarged 601 acre Tacoma Mall Neighborhood area are 8,385 new jobs and 8,887 additional people by 2040. This equates to approximately 3 million square feet of commercial space and approximately 4 million square feet of residential space.

## **ENVIRONMENTAL IMPACT STATEMENT**

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The City of Tacoma has prepared a non-project Environmental Impact Statement (EIS), consistent with RCW 43.21C.420 (transit infill), RCW 43.21C.031 (planned action), and RCW 43.21C.229 (infill exemption) for the Tacoma Mall 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, adopted regulations

and EIS mitigation. 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) and the GMA.

Recognizing that RCW 43.21C.420 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.

The Tacoma Mall 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. The adopted growth targets for the current 485 acre Tacoma Mall Regional Growth Center is 7,555 new jobs and 8,079 additional people by 2040. The Subarea Plan adopts new growth targets for an expanded 601 acre Tacoma Mall Neighborhood area; these growth targets are 8,385 new jobs and 8,887 additional people by 2040. The Tacoma Mall EIS analyzes impacts of these levels of growth. Future project-level development proposals that are consistent with the Subarea Plan, adopted regulations and EIS mitigation are not subject to further SEPA review or to appeals through SEPA.

## MITIGATION STRATEGY

*Note: The EIS is currently being updated, and this paragraph will be revised as needed for consistency*

The EIS identifies future mitigations that are triggered as development in the Tacoma Mall Neighborhood occurs over time. The Subarea Plan recognizes that the levels of development being considered would require future improvements in infrastructure and amenities to serve significantly higher numbers of residents and employees in the Tacoma Mall Neighborhood. To address the future needs of a growing community, the Plan proposes monitoring systems and development thresholds for infrastructure improvements. Lastly, as documented in the EIS, public utilities and services can be expanded to meet the anticipated demands of the future development as needed over time.

## PUBLIC ENGAGEMENT

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Ongoing community participation was an essential part of developing the Subarea Plan. Starting in the summer of 2015, the City reached out to a broad and diverse range of stakeholders and invited them to participate; the stakeholders include area residents, businesses and property owners, community organizations, public entities and agencies, potential developers and investors, and other interested parties. Outreach and engagement efforts involved:

- **Public Kickoff Meeting:** The City held its first community meeting about the Subarea Plan in August 2015. This was an opportunity for community members to share ideas for the future of the Tacoma Mall Neighborhood and to learn about the planning process. Over fifty people attended.
- **Tacoma-Pierce County Health Focus Groups:** In support of the City's subarea planning process, the Tacoma-Pierce County Health Department hosted three community focus groups to gather information for a neighborhood livability needs assessment in the summer of 2015. The Health Department retained a local community outreach consultant, NW Sound Consulting, to employ non-traditional means of community outreach, such as door-to-door outreach to single-family, townhouse and apartment units and local businesses, to invite local participation in the community conversations. The resulting needs assessment informed Subarea Plan development.

- **Stakeholder Interviews:** In the summer of 2015, the City interviewed ten stakeholders knowledgeable about the Tacoma Mall Neighborhood to gather additional insights on the project. The interviewees included residents, property owners, local businesses and representatives from the Tacoma School District, Metro Parks Tacoma, Pierce County and the Tacoma City Council.
- **Tours:** To gather input from City advisory groups on the Tacoma Mall Neighborhood's current conditions and opportunities for the future, in the summer and fall of 2015 project staff toured the neighborhood with the City Council Neighborhoods and Housing Committee, the Planning Commission and the Bicycle Pedestrian Technical Advisory Group.
- **Design Workshop:** The City hosted a four-day design workshop in the fall of 2015 to engage community members in developing an illustrative community vision plan for the Tacoma Mall Neighborhood. Approximately 90 community members attended, including residents, business and property owners and public agency staff. Focus groups, open studios and design feedback discussions held during the workshop identified ways to strengthen neighborhood identity, culture, economy, environmental quality and sense of place.
- **Public Scoping Meetings:** Two public scoping meetings were held in the fall of 2015 to receive comments on issues that should be studied in the EIS. These comments were reviewed and considered as part of developing the Subarea Plan goals and actions.
- **Stakeholder Working Group:** A volunteer stakeholder working group was formed to review community input and technical analysis and to collaborate on development of the Subarea Plan vision, guiding principles and strategies. The Stakeholder Working Group was composed of residents, business owners, property owners and individuals representing partner agencies such as Metro Parks Tacoma, Pierce Transit, Sound Transit, WSDOT and the Tacoma-Pierce County Health Department. They met five times between the winter of 2015 and summer of 2016 to provide focused input on plan development, then an expanded group continued to meet monthly to provide input into the planning process and to work on implementation actions.
- **Business community and property owner engagement:** Throughout the process, the project team met with individual property and business owners at their request or as requested by the City. In Fall 2016 the City undertook a focused engagement effort with commercial stakeholders including a series of individual and group meetings. The purpose of these meetings was to determine how the City can best support business retention and development, and to gather input on proposals pertinent to the development of property.
- **Informational Briefings:** Throughout the planning process, informational briefings to share project information were given to City groups, public agencies and other interested parties. Briefings were given to: City Council, Planning Commission, Transportation Commission, Bicycle Pedestrian Technical Advisory Group, Sustainable Tacoma Commission, South Tacoma Neighborhood Council, Simon Property Group, Metro Parks, Tacoma School District, Pierce Transit, Sound Transit, WSDOT and the Tacoma Mall Subarea Plan Stakeholder Working Group.
- **City Council and City Commissions:** Development of the plan was led by the Planning Commission, which provided overall guidance throughout the process and forwarded their recommendations to the City Council on **DATE**. The Council then took final action on **DATE**.

## TECHNICAL STUDIES

To support the planning effort, the City developed two key technical studies, as well as several supporting studies. The transportation modelling effort analyzed existing conditions and the impacts of growth on transportation systems in the Tacoma Mall Neighborhood without the Subarea Plan

compared to with the Subarea Plan. The transportation model was central to shaping the development of the street network and other transportation actions described in Chapter 6 – Transportation Choices. The stormwater study improved the City’s understanding of soil and groundwater conditions in the subarea. This information enabled the Plan to achieve a high level of specificity and certainty regarding stormwater infiltration potential which informed development of the area-wide stormwater strategy described in Chapter 7 – Environment. Other technical information developed for the planning effort is summarized in pertinent chapters and is also included in the Environmental Impact Statement for the Subarea Plan.

## VISION & GUIDANCE FRAMEWORK

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The following vision and guidance framework grew out of ideas shared during the public engagement activities listed above, and describe the future that the Tacoma Mall community aspires to achieve.

### VISION FOR THE TACOMA MALL NEIGHBORHOOD

*By 2040 the Tacoma Mall Neighborhood will be a thriving center of regional significance and a distinctive, connected, livable and healthy place with a wide range of opportunities for all people to live, work, invest and fulfill their potential.*

This Plan lays out policies and actions that will help achieve this neighborhood vision. The Tacoma Mall Neighborhood will benefit from its central location and transportation choices, diverse range of jobs and shopping, unique local character and culture, green features and sustainable infrastructure, and complete neighborhood amenities.

### GUIDING PRINCIPLES

The following guiding principles were used for framework discussions and to define policy objectives with the Stakeholder Working Group and the public during Subarea Plan development. These were further refined into the Subarea Plan chapter topics.

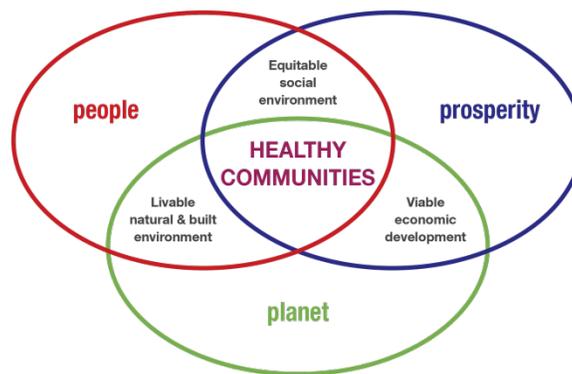
- Image & Identity
- Smart Growth
- Environment
- Housing Opportunities
- Shared Prosperity
- Quality Urban Design
- Neighborhood Structure
- Health & Well-being
- Transportation Choices
- Arts & Culture

### HEALTH IN ALL POLICIES & TRIPLE BOTTOM LINE TO ADDRESS HEALTH EQUITY

The Subarea Plan was developed with a recognition that health is a vital concern that is interrelated with many policy considerations. The Countywide Planning Policies recommend that “each municipality shall incorporate provisions addressing health and well-being into appropriate local planning and decision-

making processes.” Specifically, the City of Tacoma and Tacoma-Pierce County Health Department promote a “health in all policies” approach to address the complex factors that influence health and equity in the neighborhood and broader community, such as access to healthy food, health care, affordable housing, transportation options and neighborhood safety. As adopted by the Pierce County Board of Health, a “health-in-all-policies” approach presents an integrated foundation for a balanced equitable social environment, a viable economy and a livable built and natural environment. The guidance is based on the ideas of the triple-bottom line of sustainable development, people, prosperity and planet, as illustrated in the diagram below.

*[Sidebar text: Tacoma-Pierce County Health Department guidance on planning for health communities is available at [www.tpchd.org/environment/planning-healthy-communities](http://www.tpchd.org/environment/planning-healthy-communities)]*



Healthy Communities = Healthy and sustainable places  
built on a balanced foundation of “People-Prosperity-Planet”

The goal of a balanced triple bottom-line guided development of the Subarea Plan. People, economic prosperity and planet are tied together in a mutually supportive and interdependent manner to support healthy communities.

*[Sidebar text:*

*People and Equity includes:*

- *Socio-economic status*
- *Social organizations*
- *Social interactions and support*
- *Education and coping skills*
- *Gender, race & ethnicity*
- *Safety & security*

*Research evidence shows that a socially-connected and inclusive community providing fair access to a wide range of affordable housing and community safety nets for everyone can reduce many chronic diseases, such as heart disease, diabetes, depression.*

*Prosperity and Health includes:*

- *Income*
- *Employment*
- *Working conditions*
- *Trade & market conditions*

*Research evidence concludes that income and education are two major root factors barring people from achieving their maximum potential, quality of life and good health. Creating a vibrant economy, strengthening our workforce, and encouraging a positive formal and informal learning environment can address health disparities, and improve physical and social wellness.*

*Planet & Health includes:*

- *Air*
- *Water*
- *Land*
- *Natural & wildlife habitats*

*Access to natural areas and open spaces can enhance tranquility, and relieve anxiety and depression. Health studies have shown that contact with nature — with plants, with animals, with pleasing landscapes, and with wilderness — offers a range of medical benefits, including lower blood pressure and cholesterol levels, enhanced survival after a heart attack, and more rapid recovery from surgery.]*

## **PRIORITIZATION FRAMEWORK**

The following prioritization framework was used with the guiding principles and health in all policies approach to inform development and prioritization of the actions and implementation steps contained in this Subarea Plan. See Chapter 11 – Implementation for more information.

Prioritize early implementation actions:

- To accomplish necessary first steps
- To achieve multiple goals and leverage other actions
- To leverage investment in areas with active markets
- To avoid bigger risk of inaction to preserve key opportunities
- That are cost effective
- To support neighborhood completeness
- To promote equity and empowerment

## **ILLUSTRATIVE VISION PLAN**

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Community input on the desired future for the neighborhood was largely consistent throughout the planning process. Public comments identified clear ideas and recommendations on what the plan should include. The specifics of some implementation actions were less easy to pin down. For those few issues which proved controversial, the final actions were based on the City Council’s determination of what would be the most beneficial in the long run for the neighborhood, the City and the region.

During the fall of 2015, City staff, community members and other project stakeholders worked together in an intensive, four day design workshop to produce a detailed Illustrative Vision Plan that set the course for development of the Subarea Plan. The Illustrative Vision Plan was vetted among all project partners and achieved broad support on foundational concepts for the Subarea Plan. Figure 3 shows the final Illustrative Vision Plan, which encapsulated the key ideas generated during the workshop. The Illustrative Vision Plan integrated design ideas for streets, parks and open spaces, neighborhood districts and buildings that were intended to strengthen neighborhood identity, culture, economy, environmental quality and livability for area residents, businesses and users.

The Illustrative Vision Plan relied on the existing street network which creates logical districts within the neighborhood. Two existing major streets, S 38th St and S Pine St, bisect the neighborhood into quarters. Each quarter is roughly equivalent in size to a 5 minute walk neighborhood—a nationally recognized smart growth principle for creating vibrant urban communities in which it is possible to walk from the center to the edge of a neighborhood in about five minutes.

Development of the Illustrative Vision Plan was a key early step in the planning process and informed the development of many of the goals and actions contained in the Subarea Plan. It led to the Six Core Design Ideas that form the basic structure for the future of the neighborhood. These are described below and reflected in goals and actions in multiple chapters.

The “Six Core Design Ideas” from the design workshop, described below, are foundational elements that can transform urban form thus improving access, visibility and value of properties. Such transformations improve the investment climate and strengthen housing, retail, services and employment growth.

## SIX CORE DESIGN IDEAS

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Six core design ideas will be used to shape the built and natural realms of the Tacoma Mall Neighborhood in order to support a vibrant community, economy and culture. These design ideas also support an equitable community consistent with guidance provided in this Subarea Plan. The six core design ideas are foundational to attracting people and investment and to making a unique, delightful and memorable place of regional significance.

### PLACE-BASED CHARACTER DISTRICTS

The Subarea Plan calls for strengthening and fostering distinct identities for the four place-based character districts shown in Figure 4: the Madison District, the Northwest District, the Lincoln Heights District and the Mall District. The Districts’ boundaries correspond with the five-minute neighborhoods formed by S 38th St and S Pine St. The character of each District is intended to reflect its historic patterns and the community’s desires for its future.

The Madison District will contain mixed use areas and a residential neighborhood with a mix of housing options, anchored around a new public park and community facilities with improved streetscapes and green stormwater infrastructure. The Northwest District will be a hub of mixed-use artisan fabrication and production activity, with apartment buildings, urban flats, warehouses and light industrial buildings connected by pedestrian-oriented streets and public spaces. The Lincoln Heights District will provide shopping and employment opportunities, with a core residential area that is preserved and strengthened. The Mall District will have the most dense mixed-use urban infill and serve as the entertainment and cultural center of the neighborhood.

### FOCUSED DENSITY & TRANSITION AREAS

Chapter 4 – Land Use of this Subarea Plan proposes revised land use and zoning designations for the neighborhood, shown in Figures 5 and 6. These designations support a high-density mixed use urban core for the neighborhood by focusing the greatest intensity of uses around the existing Tacoma Mall and along S 38th St and S Pine St, the major thoroughfares in the neighborhood. Adjacent areas are generally planned for moderate to high density, stepping down from the urban core and providing

transitions to less intense areas. The residential neighborhood in the Madison District is intended for moderate intensities, which are relatively low compared to the rest of the neighborhood, in keeping with its place-based character.

### **INTERNAL LOOP ROAD & PARKS SYSTEM**

The Subarea Plan envisions construction of an internal Loop Road that connects the four districts, provides multimodal transportation options, enables internal trip capture on local streets, incorporates stormwater management features, and includes street trees and landscaping that enhance the public realm, providing environmental benefits. In addition to supporting multiple goals in this Subarea Plan, the Loop Road (shown in Figure 7) is a key part of the parks concept plan discussed in Chapter 8 - Community Vitality. Future parks are planned adjacent to the Loop Road, creating a continuous string of public green spaces is accessible to walkers and cyclists as well as those traveling by car. The parks concept plan envisions a significant increase in parks and open spaces in the neighborhood, which would provide public places in each district for residents of all ages to play and gather, and would enhance the green character of the neighborhood overall.

### **COMPLETE & CONNECTED STREET NETWORK**

Chapter 4 – Land Use describes improvements to create a complete and connected street network, such as adding new streets and pedestrian and bicycle infrastructure. These improvements are intended to enhance mobility for all modes of travel in the neighborhood. Additionally, new rights-of-way would expand the public realm and create block sizes of a more pedestrian scale. The proposed future street network is shown in Figure 8. Chapter 6 – Transportation Choices identifies the completed street network’s priorities and functions.

### **GREEN INFRASTRUCTURE SYSTEMS**

The Subarea Plan envisions changes to urban form and the mix of land uses that will improve the natural environment, including installation of green stormwater infrastructure (Figure 9), development of new parks and open spaces, increased tree cover, and expanded transportation choices with complete pedestrian and bicycle networks. One of the primary benefits of these changes will be to improve water quality by increasing the amount of pervious and vegetated areas that absorb and filter surface water runoff and recharge the South Tacoma aquifer. Other benefits will include improved air quality, reduced vehicle use/emissions, increased property values, expanded wildlife habitat, and visual access to trees and landscaping which are aesthetically pleasing and integral to improved mental health. The provision of these environmental benefits and amenities will increase quality of life for residents and those that work and visit the neighborhood and have proven in other districts to increase property values.

### **NEIGHBORHOOD EDGES & TRANSITIONS**

The Tacoma Mall Neighborhood strives to be a welcoming destination. The edges provide opportunities to welcome passage into the neighborhood and to support neighborhood identity. These edges need to be enhanced with landscaping, signage and public art. They also present opportunities to create smooth transitions into adjacent areas, so that the neighborhood co-exists better with its surroundings including neighboring residents, businesses and property owners. Chapter 3 – Urban Form includes guidance to take advantage of the existing natural and man-made features that exist on the edges of the Tacoma Mall Neighborhood, such as roads and bluffs, and to enhance them with trees, landscaping and other

features such as signage and public art to better define neighborhood edges, create distinct entry points and create transitions to adjacent areas.

## **BENEFITS OF THE SUBAREA PLAN**

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The Subarea Plan is intended to create multiple benefits for current and future residents, businesses and visitors in the neighborhood, as well as for the City and the region. Some of these benefits are described below.

### **ACCOMMODATE REGIONAL GROWTH**

The Subarea Plan promotes job and housing growth that leverages the location, assets and infrastructure of the Tacoma Mall Neighborhood. In doing so, it supports achievement of regional and City objectives for the Tacoma Mall RGC to accommodate regional growth and to transform into an increasingly vibrant and dense urban center where people live, work and play. The Subarea Plan also helps to preserve regional rural and resource lands such as farms and forests by encouraging growth in the Tacoma Mall Neighborhood and by promoting the neighborhood's role as one of the City's designated Transfer of Development Rights (TDR) receiving areas.

### **NEIGHBORHOOD CHARACTER AND ACCESS TO OPPORTUNITY**

The existing character of the neighborhood will gradually change into a more attractive urban neighborhood with walking streets, local parks, attractive green infrastructure, increased tree canopy, larger-scale buildings and inviting places. The four neighborhood districts will be characterized by differing jobs, businesses and buildings while the neighborhood-wide infrastructure and quality of development make an easily identifiable whole. High capacity transit will serve the neighborhood, provide access to jobs and opportunities across the region.

### **ENVIRONMENTAL BENEFITS OF IMPROVED INFRASTRUCTURE**

The area wide green stormwater strategy will alleviate current flooding and improve water quality in the neighborhood, the Chambers Flett Creek watershed and the Puget Sound. The completed street network will improve mobility and enable mode shift with expansion of a distinctive, high-quality pedestrian, bicycle, and local and regional transit network. Analyses show that more dense, mixed use neighborhoods supported by high transportation connectivity and transit result in reduced greenhouse gases and improved air quality.

### **LIVABILITY AND HEALTH**

A neighborhood built on a balanced foundation of people, prosperity and planet can address root causes of health upstream. With the implementation of this plan, people will be able to live closer to work, shopping, health care, parks, community services, and other destinations and services. The amenities associated with living in a transit-oriented, walkable urban mixed use neighborhood where one can easily access services that meet the needs of daily living can lead to more healthy and active lifestyles and enable more healthy living choices.

## **ECONOMIC VIBRANCY**

More intensive development in the Mall District and on gateway corridors will create a critical mass of people, employment and retail services, providing a longer-term foundation for addition of cultural, educational, entertainment and health care facilities in the neighborhood. Economic and financial benefits will include new investment in business and housing and increased private development, leading to revitalization of the neighborhood, joint development opportunities, and potential for increased value for those who own land and businesses in the neighborhood. Financial returns over time can benefit property owners as demand for walkable, transit-oriented neighborhoods continues to grow. Such areas are trending toward increases in property values, have higher residential and commercial rents, retail revenues, and for-sale housing values over time than do less walkable places.

## **EQUITY AND ACCESS**

Transportation ranks behind housing as the second highest expense for households. When residents can live near high-capacity transit and in walkable and bikable communities, they don't have to drive as much. Some of their typical household income spent on driving can go toward other household expenses. Studies have shown that living in a transit-oriented community can increase disposable income by reducing household driving costs. The access to many amenities in just a few short blocks can significantly increase a family's disposable income by eliminating the need for a second car.

## **EMPOWERED COMMUNITY**

The Tacoma Mall Neighborhood community members have been powerful advocates for improved quality of life, development of local culture and retaining affordability to curb involuntary displacement. They continue to be active participants in public process and transition into a community-led group known as the "Tacoma Mall Neighbors" in their pursuit of a more healthy and safe community with an improved level of neighborhood infrastructure.

## **HOW THIS PLAN IS ORGANIZED**

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This plan is organized into eleven chapters. This first chapter provides an introduction to the Subarea Plan and an overview of key concepts and implementation strategies. Chapter 2 provides background information about existing conditions in the Tacoma Mall Neighborhood that informed Subarea Plan development. Chapters 3 through 10 provide goals and actions for the following topics: urban form, land use, housing, transportation, environment, community vitality, utilities and services and shared prosperity. Chapter 11 describes how the plan will be implemented and includes priority project lists. Goals and actions related to community equity and health are integrated into Subarea Plan chapters.

## GOALS AND ACTIONS TABLE

Table C-1. District Character

### Chapter 3 – Urban Form

<b>Goal UF-1</b>	Establish a more coherent, cohesive, accessible neighborhood structure by implementing the six big design ideas from the design workshop as the six foundational elements of neighborhood urban form: <ol style="list-style-type: none"> <li>1. Place-based character districts</li> <li>2. Focused density &amp; transition areas</li> <li>3. Internal Loop Road &amp; parks system</li> <li>4. Complete &amp; connected street network</li> <li>5. Green infrastructure systems</li> <li>6. Neighborhood edges &amp; transitions</li> </ol>
Action UF-1	Establish four neighborhood character districts based on the ¼ mile neighborhood concept and the four distinct quadrants currently defined by S 38th St, S Pine St and by the neighborhood perimeter boundaries, as shown in Figure 19. Develop characteristics that are common to all to provide neighborhood cohesion and elements specific to each that reflect existing assets and features.
Action UF-2	Foster distinct identities for each district that respond to current conditions and needs of the individual districts (Madison, Northwest, Lincoln Heights and the Mall District) and are consistent with the community character envisioned for the entire neighborhood. Figures 20 through 23 provide character sketches of each district using code updates and design guidelines.
Action UF-3	Ensure City codes support the types of focused density and transition areas shown in Figures 24, 25 and 28.
Action UF-4	Create a neighborhood “mixed-use town center” in the highest intensity use areas in the Mall District, with a potential high capacity transit station locations shown in Figure 29 that has a full mix of uses including residential, retail, office, civic and cultural uses, in order to improve neighborhood image and increase regional draw and local value.
Action UF-5	Develop a Master Plan for the entire Loop Road that includes common features and specific characteristics for the four character district segments. The Master Plan should ensure that the Loop Road functions as a linear public green space, links character districts and the proposed parks system, includes trees and green stormwater infrastructure, minimizes location on steep slopes to promote walkability for people of all abilities, includes the potential for festival street sections, and supports community and economic goals and multimodal mobility.
Action UF-6	Design and develop the Loop Road in phases, leveraging the timing of development to support other investments and meet multiple goals.
Action UF-7	Create a complete and connected street network like the one shown in Figure 31 and Figure 32, consistent with guidance provided in Chapter 4 – Land Use and Chapter 6 – Transportation Choices.
Action UF-8	Design and implement strategies for area-wide stormwater management, parks, tree cover, and bicycle and pedestrian networks as illustrated in Figures 30, 32, 33 and 34,

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	and described in Chapter 6 – Transportation Choices, Chapter 7 – Environment and Chapter 8 – Community Vitality.
Action UF-9	Clarify existing natural and man-made neighborhood edges to identify entries, support neighborhood identity and provide transitions to surrounding areas. This could include installation of naming signage and public art as described in Chapter 8 – Community Vitality, or working with property owners and community members to improve the appearance and function of neighborhood edges.
<b>Goal UF-2</b>	Plan for a high-capacity transit station and transit-oriented development in a central location in the neighborhood, as illustrated in Figure 29, that enables maximum access, transit integration, infill and potential development synergy with the surrounding areas.
Action UF-10	Consider Federal funding agency and transit station area location criteria to identify the most beneficial specific locations, such as: <ul style="list-style-type: none"> <li>• High percentage of developable land</li> <li>• Market potential for development</li> <li>• Mixed use, multifamily, commercial and institutional zoning</li> <li>• Low percentage of fixed land uses such as industrial, military, critical areas, parks and open space, water bodies, major right of ways or other major barriers</li> <li>• Station area and program access characterized by Central Business District or medium to high density station typologies</li> <li>• High pedestrian and bicycle facilities network connectivity and access</li> <li>• High level of supporting transit network integration such as intermodal facility/transit hubs at stations, local and regional bus connections</li> <li>• Parking facilities, depending on location and transit agency policy</li> <li>• Drop off/pickup improvements</li> </ul>
Action UF-11	Pursue a High Capacity Transit Corridor Study with Sound Transit and Pierce Transit in the near term to enable early development of high capacity transit to support high density mixed use development in the neighborhood, including consideration of both light rail and BRT.
<b>Goal UF-3</b>	Transition to a contemporary, self-sufficient, well-connected neighborhood that has employee, resident and visitor activity to support high capacity transit.
Action UF-12	As part of updates to the City’s development regulations to implement this subarea plan, develop a design manual with standards for contemporary building forms, design and materials in the neighborhood that provide a vibrant, urban experience. See <a href="#">Appendix X</a> , for design guidance.
<b>Chapter 4 – Land Use</b>	
<b>Goal LU-1</b>	Support and guide development, growth, and infrastructure investment that builds on the character and assets of each district and contributes to them as distinct yet connected districts, as identified in the design guidance in Appendix X.
Action LU-1	Update development regulations to encourage land use and development that support the character districts vision shown in Table LU-1.

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<b>Goal LU-2</b>	Design new development to contribute to the distinctive physical, historic, aesthetic and cultural qualities of its District.
Action LU-2	Review the City’s land use code to identify opportunities to better promote site and building design that provides for a sense of continuity with the neighborhood vision while allowing for creative expression.
Action LU-3	Actively promote efforts to improve the quality of building and streetscape design with a particular emphasis on the human scale and an inviting atmosphere for pedestrians.
Action LU-4	Improve the City’s capacity to promote design objectives through development of a design review program to promote high quality design that supports Character Districts, a distinctive built environment, human-scale elements and amenities, resilient and durable materials, landscape enhancements, and other similar features.
Action LU-5	Adopt the proposed land use and zoning map changes that create transitions in scale between higher and lower intensity areas and residential enclaves.
Action LU-6	Create distinct neighborhood entries and visual identity with increased green areas on I-5 and on the slopes above South Tacoma Way.
Action LU-7	Adopt, maintain and update the Phase 1 package of development regulations to ensure that they support the growth and development envisioned in the Subarea Plan.
Action LU-8	Ensure that the Subarea Plan maps (including the Land Use Map, Street Network Map, Pedestrian and Bicycle Networks Map, Area-wide Stormwater Strategy Map, and Parks Map) are used to establish and maintain designations and urban structural elements that support the Subarea Plan vision, and that can accommodate planned population and employment growth.
Action LU-9	Conduct outreach to the business and development community to provide an overview of adopted code changes. Work with property and business owners, developers and residents to continue to refine development regulations to ensure that they are both serving a positive purpose, and that they are not creating barriers to development consistent with the neighborhood vision.
<b>Goal LU-3</b>	Clarify distinctions and strengthen transitions between the Tacoma Mall Regional Growth Center and South Tacoma Way Manufacturing and Industrial Center boundaries.
Action LU-10	Revise the RGC boundary to enable character district distinction and transitions between the mixed-use Tacoma Mall Neighborhood and the heavy commercial and industrial character and activities of the South Tacoma Way Manufacturing and Industrial Center.

### Chapter 5 – Housing

<b>Goal H-1</b>	Maintain and broaden the range of housing types within the neighborhood, consistent with the land patterns and urban design called for in this Subarea Plan and the City’s 2040 growth targets for the neighborhood.
Action H-1	Promote higher-density, scaled residential and residential mixed-use development along the S Pine St and S 38th St corridors, and around the Tacoma Mall, to contribute to the development of a high-intensity urban core for the neighborhood where residents are co-located with services, transit and places of employment. Mid-rise buildings are the primary housing scale appropriate for these areas.

Action H-2	Promote moderate-density residential and residential mixed-use development in areas between the highest and lowest residential densities, in order to create transitions between building scales and to provide housing options for residents such as mid-rise and low-rise apartments, townhomes and duplexes/triplexes.
Action H-3	Enable the development of residential and residential mixed-use development including live/work, artist studio housing in the Northwest District to support the development of an industrial mixed-use fabrication district.
Action H-4	Continue the residential character of the Madison and Lincoln Heights residential neighborhoods, promoting moderate density residential infill housing such as townhomes, duplexes/triplexes and urban flats.
Action H-5	Encourage developers to provide community spaces and green spaces within housing developments, for residents or for the general public.
<b>Goal H-2</b>	Maintain a range of affordable housing costs in the neighborhood.
Action H-6	Meet with developers and housing partners before the second phase of development code updates planned to implement the Subarea Plan, to discuss potential housing strategies for ensuring that at least 25 percent of new housing built in the Tacoma Mall Neighborhood is affordable to households earning 80 percent or less of Pierce County area median income. Identify promising strategies and support their implementation.
Action H-7	Seek input from developers and housing partners to ensure that development standards for the Tacoma Mall Neighborhood make it simple and cost effective for developers to build attractive, contemporary housing units that are moderately and affordably priced.
Action H-8	Work with developers, the Tacoma Housing Authority, the Tacoma Community Redevelopment Authority and other community partners to identify opportunities to build and maintain very-low income and special needs housing developments in the Tacoma Mall Neighborhood, and resources to support those projects.
Action H-9	Monitor the supply of affordable housing units in the Tacoma Mall Neighborhood and the City's progress towards achieving the goals and actions in this chapter and collaborate with housing partners to maintain a no net loss of the current stock of affordable dwelling units in the Tacoma Mall Neighborhood. If needed, seek advice from experts, developers and other community partners on steps the City can take to improve outcomes.

### Chapter 6 – Transportation

<b>Goal T-1</b>	Build a transportation network that reinforces Tacoma's land use and urban design vision for the Tacoma Mall Neighborhood Subarea Plan.
Action T-1	Accommodate future growth through the development of a multimodal neighborhood transportation network designed to reduce the reliance on SOVs by Transit Oriented Development, transit-supportive development and amenities, a more traditional smaller-block and fully connected street system, a safer and more comfortable pedestrian environment, investing in alternative transportation choices, promoting active living, and enhancing the quality of life of residents.
Action T-2	Design the transportation system to balance livability objectives with major retail and employment activities, which are important economic engines within the neighborhood

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	and City by maintaining acceptable congestion levels while enhancing the pedestrian and bicycle environment.
Action T-3	Encourage land use patterns and developments within the Tacoma Mall Neighborhood that support non-SOV travel and provide multimodal transportation options and intermodal connectivity including increased development density and a mix of housing, jobs, and commercial/retail.
Action T-4	Approve street and alley vacations only for public purposes.
Action T-5	Implement access management principles along 38th Street to consolidate access points onto the arterial, potentially utilizing alleys or the new street grid.
<b>Goal T-2</b>	Protect natural, as well as neighborhood, assets to create and connect places where people can live, work, and play in a safe and healthy environment.
Action T-6	Support urban design treatments and apply Crime Prevention through Environmental Design (CPTED) principles that consider aesthetics, beautification, safety and walkability in designing and locating transportation facilities. Consider first the conceptual multimodal streetscape typical cross-section designs included in this Subarea Plan and consider updating design guidelines and streetscape standards for the Tacoma Mall Neighborhood.
<b>Goal T-3</b>	Build a complete streets network throughout the neighborhood that safely and comfortably accommodates people of all ages and abilities and improves the overall sense of place in the public realm.
Action T-7	Allow on-street parking on low-volume, low-speed streets.
Action T-8	Implement the Tacoma Mall Neighborhood Subarea Complete Streets network by utilizing the design guidelines, cross sections and concepts shown on Figures 42, 43 and 44 as the default for roadway design and construction by both the public and private sectors.
<b>Goal T-4</b>	Prioritize the movement of people and goods via modes that have the least environmental impact and greatest contribution to livability in order to build a balanced transportation network that provides mobility options, accessibility, and economic vitality for all.
Action T-9	Build the Tacoma Mall Neighborhood transportation network using a “layered network” framework, which focuses on how the subarea transportation network can function, as a system, to meet the needs of all users.
Action T-10	Implement transportation network projects included in the plan based on the short, mid, and long-term prioritization recommendations outlined in the Key Transportation Projects section of this plan. The short-term priority projects, such as the Loop Road, can be a catalyst for redevelopment while forming the foundation of a system that internally captures more trip-making and begins a modal shift away from SOVs.

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Action T-11	Employ Transportation Demand Management (TDM) measures to increase the Tacoma Mall Neighborhood’s mode share by non-single occupant vehicles and to develop a neighborhood that is welcoming, pleasant and safe for walking, biking, and transit.
Action T-12	Monitor the Tacoma Mall Neighborhood’s mode share to track the progress toward achieving the mode split targets shown in Table 1.
Action T-13	Support the transportation needs of this traditionally underserved neighborhood through investment in equitable modes of transportation and provide “catch-up” investment as necessary.
Action T-14	Build the transportation system, as defined in the near-term project list, at a rate equal or ahead of the pace of development during the planning horizon. This system completeness standard is measured against the proportion of the transportation network that is constructed, and will be accompanied by performance measures that track the transportation system’s progress toward meeting the policy goals set forth in this document.
Action T-15	Strive to reduce crashes and collisions by working towards “target zero” of deaths and injuries within the Subarea using education, enforcement, and engineering with a priority placed on high-crash locations.
Action T-16	Reconnect the grid where present (residential) and extend north/south streets north across 38th to create new similarly-scaled blocks.
Action T-17	Create new connections, for example the S 35th Street extension (see Figure 45 for the street network).
Action T-18	Utilize a range of options for developing the new grid network – including via private property using criteria-based connectivity requirements for all properties or City-led public projects.
Action T-19	Relocate the existing Tacoma Mall Transit Station to a central location within the Subarea in order to improve access and increase ridership.
Action T-20	Enhance station access by exploring the operation of a direct bus or shuttle connection to the South Tacoma Way and/or Tacoma Dome Sounder Station from the Tacoma Mall Neighborhood, other improvements to the subarea’s bike and pedestrian access to stations, station aesthetic improvements, and routes that serve the community in an efficient way.
Action T-21	Advocate for the extension of regional light rail service to the Tacoma Mall Neighborhood RGC and participate actively in the LINK Extension study which is included in ST3. Light rail in the neighborhood would substantially advance economic development goals and the ability for the neighborhood to exceed the mode share targets identified previously.
Action T-22	Engage with Sound Transit to add the Tacoma Mall Neighborhood RGC transit center as a stop on the express bus service from Lakewood to Seattle.

Action T-23	Explore feasibility of a Sounder station in the Northwest District of the Tacoma Mall Neighborhood as well as potential pedestrian connections to accommodate the station. Development of a strong visual connection and pedestrian corridor down the hillside between the Northwest District and South Tacoma Way, as envisioned in Figure 3, Illustrative Vision Plan, would establish a strong linkage between the neighborhood and future rail transit station, as shown in Figures 3 and 21. Such a corridor would also provide significant stormwater benefits to the District.
Action T-24	Implement the proposed internal Loop Road to provide bicycle friendly configurations, as well as the bicycle facilities shown in the Subarea Plan Pedestrian and Bicycle Facilities Network, Figure 48, to give bicyclists regional access to and from the Tacoma Mall Neighborhood.
Action T-25	Implement the key pedestrian connections including those shown in the Subarea Plan Pedestrian and Bicycle Facilities Network, Figure 48, providing access to Tacoma Mall, Water Flume Trail, and transit facilities, as well as providing residential connections within the Subarea and to adjacent neighborhoods.
<b>Goal T-5</b>	Proactively develop partnerships with public and private partners to best serve all users of the Tacoma Mall Neighborhood transportation system.
Action T-26	Proactively develop partnerships with WSDOT, Sound Transit, Pierce Transit, the Department of Ecology, private property owners, and Metro Parks to leverage transportation investment revenue targeted at the Tacoma Mall Neighborhood. Pursue PSRC, FTA, Fixing America's Surface Transportation (FAST) Act, TIGER, Private, etc., grants and matches.
Action T-27	Actively coordinate with WSDOT to plan and fund the I-5 Direct Access to Tacoma Mall Capacity Improvement Project. Complete necessary planning studies for inclusion in the WSDOT STIP.
Action T-28	Actively coordinate with Sound Transit, Pierce Transit, Intercity Transit and other partners to plan and fund High Capacity Transit service to the Subarea, including the siting (including property acquisition) and development of a multimodal transit station and the necessary transit-supportive amenities (see Figure 47 for priority transit station siting area). Complete necessary planning studies for inclusion in future Sound Transit investment packages and Pierce Transit's next update to their Destination 2040 Long Range Plan.
<b>Goal T-6</b>	Design an environmentally, socially, and fiscally sustainable transportation system that serves its users through strategic planning efforts, funding, and projects.
Action T-29	Implement the high priority projects listed in this Subarea Plan to reduce car use and encourage transit, walking, and bicycling which are key to limiting transportation-related environmental impacts.
Action T-30	Utilize structural and operational best management practices for stormwater, to ensure runoff does not cause impacts to receiving waters through green stormwater infrastructure, use of pervious surfaces, and other techniques.

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Action T-31	Prioritize system preservation, maintenance, and repair to protect existing and future transportation investments, and focus on specific issues in this area including the I-5 pedestrian overpass.
<b>Goal T-7</b>	Develop and implement transportation demand management strategies and programs that contribute to the overall effectiveness of the multimodal transportation system.
Action T-32	Continue the Commute Trip Reduction (CTR) program in the Mall area, per the CTR Ordinance adopted by the City in 2008 as required by Washington State law. Encourage Tacoma Mall Neighborhood employers to offer incentives for commute options including use of carpools/vanpools, fully paid transit passes, and parking cash out programs that encourage multi occupant commutes.
Action T-33	Enact a parking demand management strategy including, but not limited to: <ul style="list-style-type: none"> <li>• Deploy the City’s residential parking zones (RPZs) program to prioritize curb space for neighborhood residents and their visitors while maximizing the use of the Right-of-Way with deployment of time stay controls.</li> <li>• Review Tacoma’s parking codes to ensure they align with the desired urban setting. This may include adopting parking maximums rather than minimums for new developments and major remodels.</li> <li>• Encourage shared parking by developing public parking facilities that promote a “park once” concept. Additionally, future developments should embrace, where partnerships make sense, multi-use shared parking facilities where the tenant mix allows for the maximum use of the parking space.</li> <li>• Eliminate subsidies for drive-alone employees.</li> </ul>
<b>Goal T-8</b>	Provide improved transportation facilities through a combination of new construction and improvements to existing infrastructure to support a shift in travel behavior and improve the urban form and economic vitality of the Tacoma Mall Neighborhood.
Action T-34	Integrate the projects and project ranking criteria included in the Tacoma Mall Neighborhood Subarea Plan into the City’s TMP.
Action T-35	Aggressively pursue grants and other funds to implement the projects identified in this Plan.
<b>Goal T-9</b>	Obtain funding through a variety of sources to support implementation of the Subarea Plan.
Action T-36	Adopt an ordinance that would enable the City to recover expenses associated with preparation of the Subarea Plan EIS through fees on development that occurs in the Tacoma Mall Neighborhood, consistent with Revised Code of Washington 43.21C.420(6).
Action T-37	Analyze the potential to create an impact fee program, as well as other new funding sources and mechanisms, for the Tacoma Mall Subarea projects and implement the most feasible and cost-effective mechanisms.

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### Chapter 7 – Environment

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<b>Goal E-1</b>	Enhance water quality and flow control conditions through implementation of an area-wide stormwater strategy with both centralized and dispersed BMPs that infiltrate
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runoff, provide flood storage, and reduce effective impervious surface coverage. A concept of an area-wide stormwater strategy is illustrated in Figure 53.

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Action E-1	Disseminate information about and implement the area-wide stormwater management strategy through development review and public projects.
Action E-2	Integrate stormwater infiltration and emergency overflow flood storage and conveyance into new parks and open spaces, and/or right-of-ways, within the Tacoma Mall Neighborhood.
Action E-3	Encourage the use of the City of Tacoma Payment In-Lieu-of Construction Program as a flow control alternative to site-by-site facilities for new development and redevelopment of neighborhood properties.
Action E-4	Prioritize the construction of permeable pavement streets with lower traffic volumes, prioritizing streets where existing stormwater infrastructure is over capacity. Where feasible integrate bulbout bioretention cells at intersections with arterials providing water quality treatment for the arterial street and traffic calming to the neighborhood.
Action E-5	Preserve to the extent possible existing mature trees and green spaces in association with City actions such as street design, and encourage retention of mature trees when properties are developed or redeveloped.
Action E-6	Encourage property owners to retrofit their properties with green stormwater infrastructure and/or low impact development best management practices for improved stormwater systems through voluntary programs and incentives, and through partnerships with non-profit organizations and governmental agencies.
<b>Goal E-2</b>	Ensure that infiltrated stormwater runoff recharges clean water to the South Tacoma aquifer, consistent with existing City and Tacoma-Pierce County Health Department guidance.
Action E-7	Collaborate with the Tacoma-Pierce County Health Department to revise the existing Tacoma Municipal Code to reflect the circumstances and requirements for infiltration as outlined in the January 21, 2011 memorandum, Implementation of Stormwater Infiltration for Pollution Generating Surfaces in the South Tacoma Groundwater Protection District, as updated.
Action E-8	Ensure that areas of known soil and/or groundwater contamination are considered when reviewing proposals for development or redevelopment.
<b>Goal E-3</b>	Target 25% tree canopy coverage in the Madison District and 20% coverage in the other neighborhood Districts, as shown in Table E-1 and Figure 56.
Action E-9	Target 25% tree canopy coverage in the Madison District and 20% coverage in the other neighborhood Districts, as shown in Table E-1 and Figure 56.
Action E-10	Work with property owners such as WSDOT to increase tree cover on the neighborhood perimeter, focusing on opportunities to provide large swaths of green and to provide gateway functions. These areas are the front door to the neighborhood and should be inviting.

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Action E-11	To increase the identity, canopy cover and green infrastructure value of the Loop Road linear parkway that is called for in Chapter 6 – Transportation Choices and Chapter 8 – Community Vitality, improvements should encourage the largest healthy street trees feasible. The design must include the selection of appropriate large tree species, as well as conditions favorable for healthy tree growth, such as increasing tree root access to soil volume through structural soil sells under sidewalks and roadways.
Action E-12	Coordinate with parks and open space services providers to ensure tree canopy targets are met within their facilities.
Action E-13	Seek ways to promote Garry Oaks as a signature native tree species in the Tacoma Mall Neighborhood, such as preserving heritage Garry Oaks and encouraging planting of new Garry Oaks.
<b>Goal E-4</b>	Promote regional conservation of farms and forests and protect the health of the Puget Sound by fulfilling the regional growth center role of accommodating a substantial share of growth and by incentivizing regional conservation through the TDR bonus system.
Action E-14	Promote the use of TDRs in exchange for height bonuses within the RGC by marketing this option to the development community, streamlining its use and taking steps to catalyze growth in the RGC.

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#### Chapter 8 – Community Vitality

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<b>Goal CN-1</b>	Foster an identity for the Tacoma Mall Neighborhood that instills pride in a strong community of diverse residents and businesses.
Action CN-1	Work with local residents and businesses to identify the name for the neighborhood that best captures the community’s identity and aspirations for the future.
Action CN-2	Develop consistent signage and wayfinding for the neighborhood that incorporates the new name.
Action CN-3	Rebrand the neighborhood as a “green neighborhood,” celebrating planned improvements in green stormwater infrastructure, parks and tree cover.
<b>Goal CN-2</b>	Increase the presence of arts and cultural activities that are expressive of neighborhood, people and places, and engage community members from diverse backgrounds in activities to celebrate local culture, build community relationships and support the neighborhood identity.
Action CN-4	Develop a public art strategy for this neighborhood that identifies resources, partnerships and opportunities to foster and support cultural expression, awareness of neighborhood history and a sense of place and local identity.
Action CN-5	Ensure that the City’s land use regulations and community and economic development programs support local fabrication and production of arts in the neighborhood (such as the 1% for arts with capital projects).
Action CN-6	Integrate public art that reflects or strengthens community identity into the design of public places including the Loop Road, community facilities, and future parks.

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Action CN-7	Promote events like farmers markets, music, festivals, food truck events, and neighborhood parties that help make it surprising, engaging and fun to be there.
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<b>Goal CN-3</b>	Bring more services and amenities to the neighborhood to provide safe and convenient access to the goods and services needed in daily life.
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Action CN-8	<p>Recruit, promote or construct a variety of services and amenities, prioritizing:</p> <ul style="list-style-type: none"> <li>• Affordable food sources such as a local grocery store or local food bank or farmers market</li> <li>• Professional development training</li> <li>• Affordable childcare</li> <li>• Health and medical services</li> <li>• Social services</li> <li>• Community amenities and facilities such as parks, a community center and a library</li> </ul>
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Action CN-9	Work with the Tacoma Mall Neighborhood Committee and other stakeholders to identify immediate needs for new amenities and affordable services. Identify steps to bring them to the neighborhood, such as market research, communication with provider representatives, location incentives, healthy neighborhood discounts, and funding requests.
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Action CN-10	Work with health services providers in the Tacoma Mall Neighborhood to explore ways to provide more accessible medical services in the neighborhood, including improving financial and cultural access to their services for local residents.
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Action CN-11	Work with the Tacoma School District to explore the possibility of opening a new school in the neighborhood.
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Action CN-12	Engage the Tacoma School District in discussions about potential future uses for the Madison School site that would continue the site’s legacy as a hub for community members, such as a public open space, a community garden, a library, a shared-use learning/recreation facility or a new school facility.
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<b>Goal CN-4</b>	Empower all community members to participate in neighborhood planning, revitalization and development efforts, and cultivate inclusive leadership and decision-making that embraces and celebrates the neighborhood’s diverse multi-cultural, multigenerational community.
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Action CN-13	Support formation of a Subarea Plan implementation steering committee to advocate for actions needed to achieve the neighborhood vision. Recruit local leaders with diverse community and business representation to participate on the steering committee and to cultivate community partnerships to collaboratively respond to challenges, welcome new residents and businesses, and implement solutions.
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Action CN-14	Use a combination of engagement methods such as direct outreach, public meetings and online and mail communications to invite all local populations to participate in planning and implementation activities, including long-time residents and new residents in each of the four districts, business owners, and ethnic and cultural communities.
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Action CN-15	Monitor demographic characteristics and community participation over time and take steps to maintain ethnic, economic and age diversity to ensure that the neighborhood remains a diverse, open, inclusive community.
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Action CN-16	Take actions working with the City’s Equity and Human Rights Office and the Tacoma-Pierce County Health Department and other partners to improve equity and health outcomes in the neighborhood by reducing social and economic barriers such as poverty, lack of professional skills and cultural segregation.
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Action CN-17	Support community organizing efforts through organizations including the Neighborhood Council, City of Tacoma, and the Greater Tacoma Community Foundation, as well as potential new approaches such as formation of a Community Development Corporation or Neighborhood Business District. One key logistical step in getting projects going in the neighborhood is to establish non-profit status (501c3 status) within the neighborhood, or partner with existing organizations with that status.
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<b>Goal CN-6</b>	Improve safety for neighborhood residents and visitors at all times of the day.
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Action CN-18	Monitor trends in fire and emergency medical services calls in the neighborhood, and take this information into account when planning for future service improvements with neighborhood leaders.
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Action CN-19	Work with neighborhood leaders, emergency services staff, law enforcement, businesses and community-based organizations to improve community safety and disaster readiness and to prevent crime.
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Action CN-20	Encourage development on vacant and underutilized lands to catalyze positive change.
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Action CN-21	Implement “Target 0” injury goals by concentrating traffic safety improvements in areas of high pedestrian and bicycle injuries, including 38th west of Pine, Steele Street at Tacoma Mall Boulevard and 47th between Tacoma Mall Boulevard and Pine.
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Action CN-22	Integrate Crime Prevention Through Environmental Design (CPTED) principles into the development code for the neighborhood, as appropriate to a dense urban district.
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Action CN-23	Work with the residents, businesses, Tacoma Police Department and Community Based Services program to identify priority needs for improving safety and perceptions of safety in the area on the western edge of the Madison District between S 38th St, S Warner St, S 47th St and South Tacoma Way and along the northern boundary of the Tacoma Cemetery, considering solutions such as increased visual access and pedestrian connectivity, spatial definition of public and private space, and changes in property maintenance practices.
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<b>Goal CN-7</b>	Engage Metro Parks Tacoma, the Tacoma School District, civic partners and the community in a broad discussion to establish a shared definition of level of service standards for urban parks, and a shared understanding of how best to serve the parks and open space needs and vision of Tacoma’s densest urban centers.
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Action CN-24	Collaborate with Metro Parks Tacoma and other parks partners to consider the following level of service standards for parks in the City of Tacoma’s densest urban centers: <ul style="list-style-type: none"> <li>• By 2040, achieve three acres of public parks and open space for every 1,000 people within the neighborhood.</li> <li>• Provide public parks and open spaces in each of the neighborhood districts, within a ¼ mile radius of every resident.</li> </ul>
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Action CN-25	Collaborate with Metro Parks Tacoma and other parks partners to consider adopting the following parks planning principles for the Tacoma Mall Neighborhood: <p style="margin-top: 10px;"><b>TACOMA MALL NEIGHBORHOOD PARKS PLANNING PRINCIPLES</b></p> <ul style="list-style-type: none"> <li>• Evenly distributed among the four Tacoma Mall Neighborhood districts</li> <li>• Located along the Loop Road to create a continuous string of green public spaces and gain exponential value of combined actions</li> <li>• Provides green stormwater infrastructure and tree canopy</li> <li>• Enhances sense of place and urban design</li> <li>• Meets the recreational programming needs of dense urban neighborhood and diverse communities</li> </ul>
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<b>Goal CN-8</b>	Collaborate with Metro Parks Tacoma, the Tacoma School District, civic partners and the community to develop innovative and detailed plans, implementation, funding and maintenance strategies for a network of parks and open spaces in the Tacoma Mall Neighborhood that accomplishes the shared vision for serving Tacoma’s densest urban centers.
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Action CN-26	Collaborate with Metro Parks Tacoma to determine how Subarea Plan goals and actions for parks fit into their current and upcoming capital and programmatic priorities, as well as into the framework of the interlocal agreement on parks between Metro Parks Tacoma and the City.
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Action CN-27	Work with Metro Parks Tacoma to synchronize long range plans for parks, such as the City’s Comprehensive Plan and this Subarea Plan with Metro Parks Tacoma’s Green Vision 2030 and Mission-Led Comprehensive Plan.
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Action CN-28	Coordinate with Pierce Conservation District’s Community Garden Program and Tacoma Public Schools to explore options for relocating the 40th Street Community Garden out of the public right of way.
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Action CN-29	Work with private developers to provide parks and open space in various forms such as public plazas and private recreational spaces within developments. Consider revisions to development standards and explore incentives as part of this work.
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Action CN-30	Prioritize new parks and civic spaces that have the greatest potential to serve as community gathering places, become defining elements of neighborhood identity, and catalyze development envisioned in this Subarea Plan.
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<b>Goal CN-9</b>	Engage with the community to create recreational opportunities for neighborhood populations of all ages, household types, cultural backgrounds, income levels and interests.
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Action CN-31	Expand access to safe public places for people of all ages to play and socialize, through collaboration with parks providers, developers and businesses.
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Action CN-32	Work with community partners to expand programs that engage youth throughout the year in safe, supportive and active environments, such as summer youth employment program, clubs or public service opportunities.
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Action CN-33	Collaborate with Metro Parks Tacoma, other community recreation providers and local communities to regularly evaluate and develop plans to meet recreational programming needs in the Tacoma Mall Neighborhood.
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### Chapter 9 – Shared Prosperity

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<b>Goal SP-1</b>	Support growth of businesses and jobs in a manner that supports the vision for the neighborhood and identity and character of the 4 neighborhood districts.
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Action SP-1	Maintain a dialogue between the City and owners of existing businesses to assess and implement actions to support the retention and expansion of existing businesses.
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Action SP-2	Promote businesses and employment in locations that support character district cohesion through the collocation of like and complementary businesses.
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Action SP-3	Support the development of creative economy “makers” light fabrication/arts-based jobs in the Northwest District through business recruitment, zoning, regulatory and design standard modifications, connectivity improvements, and other actions that promote the area’s character.
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Action SP-4	Attract new businesses to businesses in the Mall District to support creation of a “mixed-use town center” with a mix of regional and local serving retail, entertainment, hotel, education, health care, and commercial and institutional uses
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Action SP-5	Work with property owners to understand how existing covenants or other agreements might restrict redevelopment and infill on key properties.
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Action SP-6	Collaborate between property owners, businesses, the city and others to beautify and activate streets and sidewalks through de-paving, plantings, signage, street furniture, cleanups, public seating areas, banners, art and other activities.
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Action SP-7	Work with the business community to explore opportunities to organize in a business improvement district to address shared goals like marketing, maintenance and upkeep neighborhood improvements, business recruitment, etc.
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Action SP-8	Promote more local business ownership and locally made products, particularly in the Northwest District.
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Action SP-9	Use existing city programs to promote investment and growth such as the Multifamily Tax Exemption Program, Tacoma Job Creation Tax Credit, Façade Improvement Program and Business Loan Program.
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Action SP-10	As part of future updates to development regulations to implement this Subarea Plan, establish development standards for contemporary signage to improve visibility and image from I-5 and within the neighborhood.
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<b>Goal SP-2</b>	Create a more diverse employment base in the neighborhood to serve both regional markets and neighborhood needs, including increasing the earning capacity of neighborhood residents.
Action SP-11	Broaden the range of employment types in the neighborhood to increase the range of available jobs for differing education, skill and pay levels through recruitment of under-represented institutions and businesses such as medical, office, educational and fabrication facilities.
Action SP-12	Promote job training that increases people’s ability to get living wage jobs with a particular emphasis on empowering women, minorities and small businesses.
Action SP-13	Work with businesses to support and invest in their employees through good benefits and pay.
<b>Goal SP-3</b>	Build critical mass by leveraging partnerships and investments to catalyze public and private development on key catalyst sites such as those shown in Figure 69.
Action SP-14	Prioritize and focus City business recruitment efforts to attract partners to co-locate and develop catalyst sites in support of the plan vision.
Action SP-15	As part of future updates to implement the Subarea Plan, adopt catalyst site development criteria to ensure that sites are re-integrated into the urban fabric to maximize vehicular and pedestrian access and circulation, site visibility, building street relationships and integration of sites, buildings and uses with adjacent properties. Building placement and access on catalyst sites should be designed to serve both perimeter and internal street relationships.
Action SP-16	Prioritize City investments that increase access and value to catalyst sites, including utilities and infrastructure investments that can leverage additional improvements.
Action SP-17	Use streetscape and transportation improvements to promote growth such as new street connections to provide access to development sites, street connections improving 15 access, and providing High Capacity Transit.
Action SP-18	Advocate for financing mechanisms for streetscape and infrastructure improvements such as impact fees, fee in lieu of and latecomer fees that can increase predictability, bring about improvements more quickly, and catalyze growth.
Action SP-19	Build key roads in the area to establish urban form in the Mall, Northwest and Lincoln Heights Districts.
<b>Goal SP-4</b>	Form a team of high level leaders from the public and private sectors that will promote and enable implementation of “Mixed-use Town Center” with phased, multi-party implementation projects over the long term.
Action SP-20	Establish a plan to develop partnership with the Simon Properties Group, large land owners, public agencies (Tacoma Mall owner) and other partners for longer term planning and coordination of infrastructure and other improvements.

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Action SP-21	Look for opportunities to partner to attract public and private investment.
Action SP-22	Form a multiparty team to lead a coordinated, specific area-based, multi-stakeholder approach to improve locations, harnessing the skills, experiences and resources of those in the private, public and voluntary sectors.
Action SP-23	Identify a leader within the City of Tacoma to lead Mall revitalization, redevelopment and coordination with partners over a period of several years.
Action SP-24	Develop a strategy for recruiting specific business types that can strengthen and diversify employment, retail and services markets to in Districts and to support daily living.
Action SP-25	Recruit key land uses and businesses to support transit-oriented development in the future High Capacity transit station area.
Action SP-26	Take advantage of topography and District shape to create a distinctive place: Explore the potential for development of a “grand staircase” walking connection between the Northwest District and South Tacoma Way, as shown in Figure 3, Illustrative Vision Plan. Exploration should focus on the potential mutual benefits that could be derived.

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#### Chapter 10 – Utilities & Services

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<b>Goal US-1</b>	Ensure availability of utilities at appropriate levels of service to support the Neighborhood’s existing and planned development.
Action US-1	Update the Tacoma Municipal Code and procedural guidance to require that utilities and utility service plans for public and private development be adequate to support future planned growth and zoning growth capacity in the Tacoma Mall Neighborhood.
<b>Goal US-2</b>	Minimize impacts on adjacent properties and open spaces associated with the siting, development and operation of utility services and facilities.
Action US-2	For new development requiring improvements within the public right-of-way, require existing and new Tacoma Power distribution lines to be undergrounded by the developer, whenever feasible.
Action US-3	Revise standard plans to show how co-location of facilities, such as towers, poles, antennae, substation sites, trenches and easements and rights-of-way are to be located and in accordance with prudent utility practices.
Action US-4	Revise standard plans to show how multiple public use opportunities for utility corridors and facilities, such as pedestrian facilities, open spaces, or other land uses that benefit local residents, employees, and visitors.
Action US-5	Revise the City’s development regulations to require new two-family, three-family and townhouse developments to provide adequate space for storage of solid waste containers in a consolidated location, and direct street access for solid waste pickup, and if needed space for a shared commercial type waste collection service.

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Action US-6	Revise the Tacoma Municipal Code to require that utility service for new two-family, three-family and townhouse development be designed to minimize the visual impact of the utilities.
<b>Goal US-3</b>	Coordinate with public service providers within the Tacoma Mall Neighborhood to ensure that they meet performance standards to support a complete neighborhood.
Action US-7	Begin working with public service providers to monitor the level of public services specifically in the Tacoma Mall Neighborhood, and work with providers to address any identified shortfalls based on their performance standards.
Action US-8	Coordinate with public service providers to ensure that any plans for new fire, police, school or park facilities in the neighborhood take advantage of opportunities to support the goals of the Subarea Plan.
Action US-9	When major new public projects are planned for the neighborhood, such as a consolidated transit center, consider opportunities for public services providers to be co-located in these facilities.
<b>Goal US-4</b>	Maximize the benefits derived from publicly owned sites and facilities by promoting their placemaking potential.
Action US-10	Assess the potential for joint use, beautification, public art, or eventual redevelopment of public sites within the neighborhood while ensuring that the public utility and service functions are fully met.

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### Chapter 11 – Implementation

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<b>Goal IMPL-1</b>	Develop a sustainable funding strategy that draws from multiple sources for various aspects of the plan in support of achieving the neighborhood vision.
Action IMPL-1	Analyze potential funding strategies as part of a community discussion, including consideration of new approaches such as impact fees. Develop a funding strategy that increases resources dedicated to capital projects and other Subarea Plan actions.
Action IMPL-2	Develop a funding source for City funding for construction of new connections under the Large Parcel Connectivity Requirement.
Action IMPL-3	Adopt an ordinance that would enable the City to recover expenses associated with preparation of the Subarea Plan EIS through fees on development that occurs in the Tacoma Mall Neighborhood, consistent with Revised Code of Washington 43.21C.420(6).
Action IMPL-4	Analyze the potential to create an impact fee program, as well as other new funding sources and mechanisms, for the Tacoma Mall Subarea projects and implement the most feasible and cost-effective mechanisms.
<b>Goal IMPL-2</b>	Track and manage performance measures to ensure the plan is relevant in achieving the Neighborhood vision.
Action IMPL-5	Develop an operational plan to identify departmental roles, staff responsibilities, and frequencies of data tracking for the performance measures identified in this Plan.

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Action IMPL-6 Prepare and present a biennial report, in collaboration with the local community, to the City Council in time for making budgetary decisions.

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## Chapter 2

**Context**

## Tacoma Mall Neighborhood Subarea Plan

DRAFT November 28, 2016

**INTRODUCTION**

This chapter describes past and current conditions in the Tacoma Mall Neighborhood. Current conditions are the starting point that this plan builds on, including existing neighborhood assets that can be preserved and strengthened and challenges that can be addressed to improve the neighborhood's function as a green urban center and an attractive place to live, work and play. This chapter discusses the history of the neighborhood and how this influenced development patterns; current neighborhood assets and challenges, urban form, districts and water quality conditions; and the state, regional and local plans and policies that provide guidance for this Subarea Plan.

**HISTORY OF URBAN DEVELOPMENT**

The Tacoma Mall Neighborhood was developed with urban land use patterns between the late 1800s and the present. It lies in the traditional territory of the Steilacoom and Puyallup Tribes, though no specific native places have been identified within the neighborhood. Early survey records indicate that the area was originally swamp and prairie land. Land patent records indicate that Euro-american settlers moved into the area in the late 1800s (ESA, 2016). In the 1870s, a railroad corridor was built along the western edge of the neighborhood in the Nalley Valley. Buildings were constructed along it, and to this day the corridor remains a hub for services related to transportation and industry. From the late 1800s to the mid-1900s, single family homes and traditional street grids developed in parts of the neighborhood including the Madison District (City of Tacoma, 2016).

The neighborhood experienced a construction boom following the end of World War II (ESA, 2016). This led to a wider range of land uses in the neighborhood, including a more diverse mix of housing types and new shopping options and employment

**CONTENTS**

*Introduction*  
*History of Urban Development*  
*Assets & Challenges*  
*Location & Topography*  
*Districts*  
*Water Quality*  
*Plans & Policies*  
*References*

**Neighborhood Profile**

*Acres: 601*  
*Population: 3,788*  
*Jobs: 8,290*  
*Population Change 2000-10: 24.5%*  
*Jobs Change 2000-10: -7.2%*

**Socioeconomic Characteristics Compared to City as a Whole**

- More 0–5 year olds*
- More 20–29 year olds*
- Lower education levels*
- Lower incomes*
- Higher poverty rates*
- Same percentage of people who are non-white, but with twice as many people of Hispanic origin, slightly more people who are African American or who identify with two or more races, and half as many people who are Asian alone*

**Housing Characteristics**

- Majority of housing is multifamily*
- High rental rates, low homeownership rates*
- Lower housing costs compared to City and Pierce County*

**Employment Characteristics**

- Retail trade is dominant employment sector*
- Few residents employed in study area*

**Public Health Characteristics Compared to City as a Whole**

- Lower obesity rates\**
- Higher rates of diabetes and asthma\**
- Shorter life expectancy by eight years*

*Sources: City of Tacoma, 2016; PSRC, 2014; CAI, 2016; TPCHD, 2016; 3 Square Blocks, 2016*

*\*Note: Facts marked with an asterisk are based on data for zip code 98409, which encompasses the greater Tacoma Mall area.*

centers such as commercial and industrial uses (CAI, 2016). Building and street design during this time reflected the increasing convenience of car travel and suburbanization trends in the midcentury, and were auto-oriented.

The largest single new development during this period was the Tacoma Mall, built in 1965. The mall was designed by John Graham, Jr., who received international recognition for his large-scale shopping complexes and is also known for designing the Seattle Space Needle (ESA, 2016). The mall was a catalyst project that transformed the neighborhood into a regional destination and sparked additional retail and office development, including large shopping centers anchored by big-box retailers. Many buildings in the neighborhood are from this time period (CAI, 2016).

Newer construction has occurred as well. For instance, a significant amount of housing development occurred in the neighborhood since 2000. Most construction during this time was for multi-family and single family attached housing such as apartments, duplexes, triplexes and townhomes, along with some commercial construction (CAI, 2016). During this period, many older single-family and low scale attached housing was replaced by denser housing patterns and new commercial businesses. As the neighborhood's mix of housing types has changed over time, it has maintained a reputation for affordable housing costs that has attracted many current residents to the area.

Today, the Tacoma Mall Neighborhood is home to a diverse community of residents and businesses. The neighborhood plays a regional role as a retail, employment, government and services destination. The Tacoma Mall and other major retail destinations attract people from throughout the South Puget Sound region. Pierce County government's primary location is within the neighborhood. Over 8,000 people work in a range of retail, office, commercial, medical, government and industrial jobs. The neighborhood's central location in Tacoma, proximity to Interstate 5 and commuter and freight rail, and adjacency with the South Tacoma Manufacturing/Industrial District provide a strong basis for growth.

*[Sidebar Text: Figures 10-15 illustrate different aspects of the neighborhood's development patterns.]*

This Plan identifies strategic actions that build on these assets to catalyze a higher intensity of jobs and housing growth. The neighborhood is a designated growth center for the City of Tacoma and for the central Puget Sound region, intended to be one of the primary locations for future housing and job growth, and to develop an increasingly compact urban form that is walkable and pedestrian-friendly.

## ASSETS & CHALLENGES

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During the planning process certain themes emerged regarding existing neighborhood conditions. Through public engagement and technical analysis, it became clear that the neighborhood has assets that would be advantageous to build upon as well as some challenges that need to be addressed or overcome in order to improve quality of life, grow jobs and attract investment. The identified neighborhood assets and challenges are summarized below. They informed the vision, guiding principles and goals and actions of the Subarea Plan.

The public engagement activities conducted during the planning process are described in Chapter 1 – Introduction. Findings from the technical analysis are incorporated throughout the Subarea Plan chapters, and are also recorded in greater detail in the Subarea Plan EIS.

*[Sidebar text: In addition to providing valuable information about current conditions in the neighborhood, public input on priorities for strengthening the neighborhood informed the vision, guiding principles, goals and actions in this plan.]*

## ASSETS

- Role as a regional retail destination for the South Sound
- Diversity of neighborhood residents, including socioeconomic and cultural diversity
- A community of business and property owners with substantial and longstanding investment in the neighborhood
- Affordable housing supply
- Affordable space for business creation and expansion
- Central and highly visible location
- Proximity to the South Tacoma Business District and the Sounder station
- Established residential areas to the east and south
- Transportation access to City and regional destinations
- Variety of retail and restaurant options
- Mix of employers including retail, office, industrial and public sectors
- Tacoma Mall, which is a regional retail destination and a major employer
- Pierce County Annex, which is a regional public services destination and a major employer
- Developer interest in multifamily development as demonstrated by ongoing construction starts
- Public parks and open spaces including:
  - Lincoln Heights Park
  - 40th Street Community Garden
  - Northern portion of South Park and access to Water Flume Line Trail
- Soil and groundwater conditions which are very conducive to rainwater infiltration enabling green stormwater infrastructure approaches
- Residential neighborhoods in the Madison District and Lincoln Heights District
- Madison School, a former neighborhood elementary that now provides special educational programming
- The Tacoma Mall Neighborhood's role as a transit hub for Pierce Transit and a potential future station area for Sound Transit bus and/or light rail
- The Tacoma Mall Neighborhood's designation as a City and regional growth center
- Proximity to the South Tacoma Manufacturing/Industrial Center, which is planned for significant future employment growth
- Two hills with views of the Cascades and Mount Rainier, one located just north of the Mall and the other in the Lincoln Heights District
- Stakeholders' knowledge of history of the area
- Relationships formed during the subarea planning process

## CHALLENGES

- No cohesive brand or positive identity for the neighborhood

- History of haphazard growth patterns and a resulting urban form that lacks cohesiveness
- Natural and manmade features (the interstate and topography) create barriers to other neighborhoods
- Development regulations that do not preserve established residential areas or direct highest intensity growth to specific locations
- Dated and vacant buildings
- Stagnant commercial property lease rates in some areas
- Public safety challenges related to crime and traffic
- Incomplete street network and sidewalk system
- Traffic, including congestion and cut-through traffic on residential streets
- Lack of adequate parking
- Poor condition of streets
- Lack of stormwater facilities and related challenges including runoff, flooding and watershed pollution issues
- Littering and illegal dumping
- High prevalence of public health risk factors
- Low level of residents employed in the neighborhood
- Residents have lower incomes and lower education levels compared to other areas of the City
- Lack of organized community groups and neighborhood representation
- Loss of former neighborhood amenities such as the Boys and Girls Club and use of the Madison School site as an elementary school
- Not enough amenities and services such as:
  - Safe spaces for kids to play
  - Pedestrian and bicycle infrastructure
  - A neighborhood school
  - Affordable food sources such as a grocery store or food bank
  - Professional development resources
  - Health and social services
  - Recreational programming for all ages
  - Trees and green spaces
  - Public art and local cultural activities

## LOCATION & TOPOGRAPHY

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The neighborhood is geographically self-contained due to its natural and manmade edge conditions including a bluff along its west and north edges, I-5 along its eastern edge, and a large cemetery and a steep hill along the south edge. As a result of its edge conditions, the neighborhood does not have a strong relationship with surrounding areas.

The topography of the study area is relatively flat in most places with a gradual slope downward toward the west into the Nalley Valley. There are some low bluffs along the edge of the Nalley Valley. The

highest point is the hill north of the mall, which is about 400 feet above sea level. There is another, smaller hill in the Lincoln Heights District (USGS, 2016).

## DISTRICTS

The Subarea Plan encompasses areas with significant differences in land uses, development and street patterns. S Pine St and S 38<sup>th</sup> St are physical barriers dividing the Tacoma Mall Neighborhood into four districts, as shown in Figure 16. Along the northern and western boundaries, there is a transition between urban commercial/mixed-use and industrial land uses and development patterns.

Taken together, these patterns lend themselves to characterizing the district as four quadrants, divided by S. Pine and S. 38<sup>th</sup> Streets. Though different in size and shape, each district is roughly equivalent to a 5 minute walk neighborhood in which a person can walk from the center of the neighborhood to the edge in about five minutes. The current defining features and distinct character of each district are summarized in Table C-1.

Table C-1. District Character

	Land Use	Streets	Size & Scale of Development
<b>Madison</b>	Primarily single family and low-rise multifamily uses, with commercial and light industrial uses in the north and west	Partially complete traditional neighborhood street grid with alleys	Primarily small parcel sizes, narrow blocks, small scale buildings
<b>Northwest</b>	Commercial, industrial and public uses	Limited street network, topography restricts access	Large parcel and block sizes with dispersed large-scale development
<b>Lincoln Heights</b>	Single family, low-rise multifamily, commercial, industrial and public uses	Discontinuous and curvilinear streets	Small-scale urban pattern in residential neighborhood, larger-scale commercial and industrial urban pattern in other areas
<b>Mall</b>	Retail uses anchored by regional mall, with a mix of residential, office and public uses	Limited street network, informal vehicle and pedestrian access in parking lots	Large parcel sizes, big box retail, large scale parking areas with few connections, hill with vacant land, disparate scales in areas with mixed uses

## WATER QUALITY

The Tacoma Mall Neighborhood is located in two of the City's nine watershed basins, the Thea Foss basin and the Flett Creek basin (Figure 17). The northern portion of the neighborhood is within the Thea

Foss basin, discharging stormwater north and east to the Thea Foss Waterway. The southern portion of the neighborhood is within the Flett Creek basin, discharging stormwater south toward Flett Creek before draining to Chambers Creek and out to Chambers Bay. Water quality issues in the basins include issues associated with runoff from urban development, historic loss of wetlands, reduction of groundwater recharge, and alterations to stream channels and riparian forest (ESA, 2016).

The entire neighborhood is located within the South Tacoma Groundwater Protection Area. This groundwater protection area was created by the City to protect the quality of water within the South Tacoma aquifer, which is an important source of drinking water for Tacomans.

Stormwater runoff impacts water quality in the basins and the aquifer. The quantity and quality of stormwater runoff is highly dependent on land use, traffic, and particularly on the amount of impervious surfaces –surfaces through which water does not penetrate. High amounts of impervious surfaces lead to more stormwater runoff and higher stormwater peak flows. Also, impervious surfaces like streets, parking lots and other transportation structures collect pollutants, such as heavy metals, grease and oils, and when it rains these pollutants become part of stormwater runoff.

Impervious surfaces cover more than 70 percent of the Tacoma Mall Neighborhood. Runoff is conveyed out of the neighborhood after draining to catch basins and flowing through pipe infrastructure. The high level of imperviousness and lack of stormwater water quality treatment indicates that the neighborhood is likely a source of stormwater-borne contaminants to downstream receiving waters, such as pathogens, nutrients, metals and organics (ESA, 2016).

Stormwater conditions are also impacted by the presence of trees. Trees can reduce stormwater runoff by capturing and storing rainfall in their root zones and canopy, slowing runoff and providing filtration that improves water quality. As noted earlier in this chapter, tree coverage is limited in the neighborhood; there is currently only 10 percent tree cover (ESA, 2016).

## PLANS & POLICIES

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The Subarea Plan exists under the umbrella of federal, state, regional and City plans, policies and regulations. These include the Washington State Growth Management Act (GMA), the Puget Sound Regional Council (PSRC) Vision 2040, the Pierce County Countywide Planning Policies, the City's Comprehensive Plan, the City's Tacoma 2025 Strategic Plan, the Tacoma-Pierce County Board of Health Resolutions, and other documents. These are described briefly below. A more detailed policy discussion is available in Chapter 3.2 of the EIS for the Subarea Plan. The Subarea Plan is consistent with the guidance provided by these plans. Tacoma has been a leader in growth management since adoption of the GMA and continues to step forward in implementing the regional vision for growth and development through strategic planning and investment in its Regional Growth Centers (RGC). Consistent with these policies, this Subarea Plan identifies priority actions for building on the Tacoma Mall Neighborhood's role as a regional shopping destination and creating a vibrant, transit-ready urban center with a diverse mix of housing and job options. The plan's growth targets and area boundaries meet PSRC and Pierce County's requirements for RGC jobs, population, housing and size. The plan is also consistent with guidance provided in PSRC's Regional Center Plans Checklist. The City is committed to implementing this plan, achieving its growth targets and strengthening the Tacoma Mall Neighborhood's function as a regional destination and urban center.

## GROWTH MANAGEMENT ACT

The GMA requires municipalities to plan for accommodating future growth. It grants counties, in consultation with cities, the authority to assign growth allocations for population and employment. In general, GMA goals support focused growth in designated urban centers with adequate infrastructure, and preservation of rural areas. The Plan helps implement Washington State’s policy on reducing greenhouse gas emissions.

*[Sidebar Text: Growth Targets for the Tacoma Mall Neighborhood*

*Consistent with state law and regional planning policies, the City has adopted targets for new employment and population growth through 2040. The existing growth targets for the current Tacoma Mall RGC are 7,555 new jobs and 8,079 additional people by 2040. This Subarea Plan retains those same growth targets, while increasing them to account for the 116 acre expansion area that is proposed for incorporation into the Tacoma Mall RGC. The City’s new growth targets for the enlarged Tacoma Mall Neighborhood area are 8,385 additional jobs and 8,887 additional people by 2040.]*

## VISION 2040

Vision 2040 is the long-range growth management, environmental, economic, and transportation strategy for the central Puget Sound. Consistent with the GMA, it promotes an environmentally friendly growth pattern that will contain the expansion of urban growth areas, conserve farm and forest lands, support compact communities where people may both live and work, and envisions that a significant share of new employment and housing will occur in vibrant urban centers. VISION 2040 promotes the theme of “people, prosperity, planet” as a sustainability framework.

VISION 2040 calls for concentrating 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 RGCs, “envisioned as major focal points of higher density population and employment, served with efficient multimodal transportation infrastructure and services.” The Tacoma Mall Mixed-Use Center is one of the 27 designated RGCs, and is second in Tacoma’s hierarchy after the Downtown Tacoma RGC.

PSRC’s Plan Review Manual provides guidance and checklists for aligning plans and policies with VISION 2040 and the GMA. The checklist includes a reporting tool specifically for designated Centers. The checklist includes the following topics: plan concept or vision, environment, land use, housing, economy, public services and transportation. This Subarea Plan was prepared to meet the requirements of the Plan Review Manual.

Multiple regional policy documents support and integrate with Vision 2040 including Transportation 2040, the companion plan to Vision 2040 which directs regional transportation actions to support Vision’s land use patterns. Adoption of this plan fulfills Tacoma’s commitment to plan for Regional Growth Centers as called for in the Growing Transit Communities Compact.

## **PIERCE COUNTY COUNTYWIDE PLANNING POLICIES**

The Pierce County Regional Council maintains the Pierce County Countywide Planning Policies (CPP) to coordinate planning on a countywide basis. They are one planning tool intended to ensure that Pierce County and cities within the County develop local policies based on shared and agreed upon goals. They are also an important mechanism to coordinate local actions consistent with the GMA and with Vision 2040.

The CPPs provide specific criteria for RGCs and recommend incorporating health in local planning, in addition to policy guidance provided by Vision 2040. The current RGC criteria are summarized below. The Subarea Plan meets these requirements.

- A minimum of 25 employees per gross acre of non-residential lands; and
- A minimum of 10 households per gross acre; and/or
- A minimum of 15,000 employees; and
- Not to exceed a maximum of 1-1/2 square miles in size; and
- Planning policies recognizing the need to receive a significant share of the regional growth.

## **TACOMA COMPREHENSIVE PLAN**

Tacoma's Comprehensive Plan looks forward to Tacoma's long-term future, ensuring that growth happens in a beneficial, healthy, and sustainable way. It provides a blueprint for the future of the city. It guides decisions on land use, transportation, housing, capital facilities, parks, and the environment. It sets standards for roads and other infrastructure, identifies how they will be paid for, and establishes the basis for zoning and development regulations. It includes policy guidance for the City's mixed use centers, including the Tacoma Mall Neighborhood. The Comprehensive Plan was informed by and is consistent with the GMA, Vision 2040, and the Pierce County CPPs. This Subarea Plan is consistent with and supports Tacoma 2025 – Tacoma's Strategic Plan, as well as the City's Climate Action Plan, Greenroads Policy, and Complete Streets Resolution. The Plan was informed with and supports partner agency plans including Pierce Transit, Sound Transit, Metro Parks Tacoma, and the Tacoma School District.

## **U.S. ENVIRONMENTAL PROTECTION AGENCY NATIONAL ESTUARIES PROGRAM WATERSHED PROTECTION & RESTORATION GRANTS**

Puget Sound is one of 28 estuaries of national significance as designated by the National Estuary Program (NEP). Under this program, the U.S. Environmental Protection Agency (EPA) receives federal funding to support local efforts to protect and restore Puget Sound. These funds are used for financial assistance to state, local and Tribal governments for their efforts to implement the Puget Sound Action Agenda. In January 2011, EPA selected the Washington Departments of Ecology and Commerce to receive a grant for "Watershed Protection and Restoration".

The state awarded the City of Tacoma NEP grant funding for development of the Tacoma Mall Subarea Plan & EIS in recognition of the importance of compact urban development patterns in the regional effort to restore the health of the Puget Sound.

## TACOMA-PIERCE COUNTY BOARD OF HEALTH RESOLUTIONS

The Tacoma-Pierce County Board of Health recognizes the importance of collaborating with local jurisdictions to create healthy communities. The Board adopted resolutions declaring neighborhoods as determinants of health, encouraging the use of health impact assessments in conjunction with the review of proposed actions under the State Environmental Policy Act, and recommending decision-makers at all levels of local and state government consider health in all policies. Consistent with this guidance, the Subarea Plan employs a health in all policies approach.

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## Chapter 3

**Urban Form**

## Tacoma Mall Neighborhood Subarea Plan

**DRAFT** November 28, 2016**CONTENTS***Introduction**Vision for Urban Form &  
Structure**Foundational Neighborhood  
Elements**Contemporary Transit-ready  
Community**Performance Measures**References***INTRODUCTION**

Urban form can have a significant impact on the quality of life and the economic development potential of an area. Urban form refers to the way human settlement is built and designed.

This chapter provides a vision, goals and actions for strengthening the urban form and design of the Tacoma Mall Neighborhood. The neighborhood is anchored by the Tacoma Mall. Since it was first built, the mall and the national and local retailers that have developed around it have been an economic engine for the City of Tacoma. While the Tacoma Mall neighborhood is an important economic hub, its urban form provides limited transportation, housing, employment and recreation choices. The current urban form also limits transitions to new more walkable, mixed-use retail models that other communities are using to increase the economic performance of similar districts. Primarily developed during the post-war decades that favored single use development and automobile travel, much of the current neighborhood form and development is not particular to time and place.

The intent is to promote shift from a suburban model to a compact, complete and connected neighborhood model. This shift in urban form affects overall urban structure, function and aspects of urban design. The older areas, such as the Madison District and the South Tacoma Way edge reflect pre-war patterns. In the 1950s when the Mall was developed this was a low density area with large parcels and farmland. The urban form in these areas, as well as the transportation network, was intentional in its day - arterial streets and large block patterns established to accommodate the Mall and auto-oriented strip retail businesses. This model continues to function for its purpose, but new challenges and opportunities are emerging. Now the neighborhood has become a more urban neighborhood.

This chapter calls for using foundational neighborhood elements of urban form to build on existing strengths in the Tacoma Mall Neighborhood and to transform it into a distinctive, transit-ready urban center, consistent with public input provided in the design workshop in the fall of 2015 and through other community engagement activities held throughout the planning process. The foundational neighborhood elements include place-based character districts, focused density and transition areas, an internal Loop Road and parks system, a complete and connected streets network, green infrastructure systems and neighborhood edges and transitions. This chapter also identifies potential future regional high-capacity transit station areas in the neighborhood and calls for proactively developing them to attract transit investment.

## VISION FOR URBAN FORM & STRUCTURE

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*The urban structure of the Tacoma Mall Neighborhood fosters a thriving, mixed use urban center that has a unique identity and is walkable, transit-ready and convenient by car.*

*[Sidebar Text: URBAN DESIGN AND URBAN FORM]*

*The terms urban design and urban form are sometimes used interchangeably. For the purposes of this document, urban design is used as a broader term that includes all aspects of physical design of neighborhoods, places and design relationships between buildings and the public realm. Urban design is integrally linked to function, use and appearance of the built and natural environment. Urban form refers to built and natural systems of urban structure, such as streets and circulation networks, parks and public places networks and districts. Building design, scale, placement and forms are also elements of urban design and form. Ultimately, the integral elements of urban design and form are designed for maximum benefit by synergistically producing multiple exponential benefits in all aspects of the built, natural and economic environments.]*

## FOUNDATIONAL NEIGHBORHOOD ELEMENTS

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Neighborhood structure and urban systems shape people’s experience in fundamental ways. This plan takes a multifaceted “placemaking” approach to strengthen the connection between people and the places they share. The neighborhood’s urban form currently consists of partially complete urban systems (streets, parks and infrastructure, trees and vegetation). The foundational neighborhood elements defined in this chapter will support structural neighborhood transformation to a more compact, mixed community form that over time provides a richer, more complex, high-amenity urban experience. The foundational neighborhood elements grew out of community input provided throughout the planning process, including during the design workshop held in the fall of 2015. The design workshop was an early step in establishing the urban form vision for the neighborhood and is described below.

*[Sidebar Text: The health impact of place includes physical, psychological, social, spiritual, and aesthetic outcomes. (Frumkin, 2003)]*

*[Sidebar Text: Placemaking is both an overarching idea and a hands-on tool for improving a neighborhood, city or region. It is how we collectively shape our public realm to maximize shared value, building lively neighborhoods and public places. Placemaking facilitates creative patterns of activities and connections (cultural, economic, social, ecological) that define a place and support its ongoing evolution. (Project for Public Places, 2016)]*

## DESIGN WORKSHOP FINDINGS & DIRECTION

Community input on what is needed and the neighborhood vision has been in most respects consistent throughout the planning process. Public comments from meetings, stakeholder interviews, health and equity focus groups and other public engagement efforts have identified clear ideas and recommendations for what the plan should include. What it might look like and how to get there are less easy to envision.

The intensive, four-day design workshop conducted in the fall of 2015 enabled the community to work with a design team to produce a detailed vision and foundational concepts to set the course for development of the Subarea Plan.

Figure 18 shows the final Illustrative Vision Plan, which integrates design ideas for streets, parks and open spaces, neighborhood districts and buildings that are intended to strengthen neighborhood identity, culture, economy, environmental quality and livability for area residents, businesses and users.

*[Placeholder for Callout Box: COMMUNITY INPUT ON CHANGES TO URBAN FORM]*

*The concepts first developed during the workshop have been further refined over the subsequent year through community discussions. While most core ideas generated consistent support, there remain some points of contention. In those cases, the proposals strive to identify the areas of common agreement, to follow established City policy direction, and to utilize phasing as a method to postpone controversial actions and allow time to provide more information to better inform a community discussion.*

*The most significant controversial topics have to do with residential character and with additional street connectivity, both issues which reflect the most change compared to how the neighborhood is now or how longtime residents and business people see it. In some cases, stakeholders wish to go further, in others some oppose certain actions. These questions lead into a discussion of implementation and how to phase recommended actions in a way that accomplishes the most with the least concern from people who live and work in the neighborhood today.*

*In the case of the Madison and Lincoln Heights Districts, there is a tension between accommodating growth and retaining cherished aspects of residential character. Some would wish the neighborhood to retain more of the single-family character that it originally had, while others see multifamily development as an opportunity consistent with the Regional Growth Center intent.*

*In the Northwest District and along the edge with the industrial Nalley Valley, some see the need to retain current large block street patterns and industrial land uses. Commercial property owners have voiced concerns about how implementation of connectivity requirements intended to break up large blocks will unfold.*

*In all cases, potential benefits to individuals and the neighborhood need to be weighed with both near term and longer term impacts of restructured urban form and the potential future of the neighborhood without such changes.]*

## WORKSHOP FINDINGS

These workshop findings informed the development of the Illustrative Vision Plan and workshop recommendations, which have been further refined since that time through community input:

- The area is over-zoned with development capacity far larger than foreseeable demand, resulting in low intensity dispersed development patterns throughout the neighborhood.
- Current zoning can be characterized as “one size fits all” with fewer distinctions or transitions among districts.
- Development is occurring in an uncoordinated pattern which captures low community return on investment.

- The resulting area neighborhood lacks cohesion, identity or an identifiable whole.
- Large blocks, discontinuous street patterns, site sizes, development patterns and topography produce barriers to visibility, walking, bicycling and circulation.
- Current development patterns in some cases ignore topography in favor of imposing a grid pattern.
- Code calibrations are needed to provide a more cohesive neighborhood structure that has gradations and transitions in scale, height and form that strengthens district character and functions.
- A more supportive neighborhood structure would improve the investment climate and the ability to derive multiple and exponential benefits from investments.
- An improved investment climate will yield higher quality development products, contributions to the public realm, improved livability and higher revenues.
- Better connections both to the neighborhood from outside, and within the four districts of the Tacoma Mall Neighborhood.

## 5 MINUTE WALKING NEIGHBORHOOD

The Illustrative Vision Plan leverages the fact that the existing street network creates logical districts within the neighborhood. Two existing major streets, S 38th St and S Pine St, bisect the neighborhood into quarters. Each quarter is roughly equivalent in size to a five-minute walk neighborhood, a nationally recognized smart growth principle for creating vibrant urban communities. A five-minute walk neighborhood is one in which it is possible to walk from the center to the retail and services in about five minutes.

*[Sidebar Text: These terms are used in the Subarea Plan as relates to urban form:*

*Quadrants are the four geographic areas of the neighborhood defined by the South Pine and 38<sup>th</sup> Streets.*

*Districts have the same geographic areas as the 4 “quadrants”. They are defined by distinct characters that reflect existing and prior influences that shaped them. They have distinct and cohesive characters that will be defined by infrastructure, land uses and building types. ]*

*[Sidebar Text: The City’s Transportation Master Plan prioritizes infrastructure improvements within and between 20-minute neighborhoods based around Tacoma’s centers for growth and along identified corridors that connect residential areas to schools, local retail, business, and community services. The urban structure planned for this neighborhood strives for a more compact and complete neighborhood. As a smaller unit than the 20-minute neighborhood (just under one square mile in area), the Subarea Plan is built around the ¼ mile concept which roughly reflects a five to ten minute walking distance from each District of the neighborhood to transit and services.]*

Phased development of foundational neighborhood elements will improve access, add value to properties, improve the investment climate and strengthen community identity. They will create a distinctive neighborhood that people enjoy and love.

The goals and actions in this chapter reflect the design direction initially established, with detailed community input, in the design workshop.

*[Sidebar Text: Making places creates community ownership and adds value to neighborhoods and properties.]*

This Subarea Plan proposes to strengthen and clarify the neighborhood’s urban form in a number of ways, including increasing the clarity, legibility and connectivity of the street network, targeting highest intensity growth in a core area, preserving residential and commercial enclaves in certain areas and promoting a greater mix of uses in other areas, creating neighborhood districts, creating smoother transitions between different types of buildings and land uses, increasing the amount of green spaces and the urban tree canopy, improving stormwater management, improving pedestrian and bicycle infrastructure, and fostering a quality of urban design that reflects community character and attracts investment and development in the neighborhood.

### **GOAL UF-1**

Establish a more coherent, cohesive, accessible neighborhood structure by implementing the six big design ideas from the design workshop as the six foundational elements of neighborhood urban form:

1. Place-based character districts
2. Focused density & transition areas
3. Internal Loop Road & parks system
4. Complete & connected street network
5. Green infrastructure systems
6. Neighborhood edges & transitions

#### **1. Place-based Character Districts**

The character of each District is intended to reflect its historic roots, physical characteristics, and the community’s desires for its future. While these characteristics may be promoted through City action, in many ways implementation will be dependent upon the degree to which property owners and developers see value in them. Table UF-1 shows the factors that have influenced current urban form in the four districts.

Table UF-1. Factors that have Influenced Current Urban Form

	<b>Land Form</b>	<b>Land Use &amp; Character</b>	<b>Street Pattern</b>	<b>Block Size</b>	<b>Urban pattern</b>
<b>Madison</b>	Primarily flat, with low slope on western edge near South Tacoma Way	Single family, multifamily	Mostly neighborhood scale grid pattern with alleys	4 -12 acres	Commercial on perimeter streets, single family, townhouse, 3 & 4 story apartments in internal area
<b>Northwest</b>	Primarily flat, with steep slope on northern and western edges near South Tacoma Way	Regional commercial, heavy commercial/light industrial and public facilities	Large block grid	1 to 25 acres	Dispersed development
<b>Lincoln Heights</b>	Hilly, with steep slope on northern edge. Bounded by I-5 to east.	WW2 1-3 unit residential , big box development	Discontinuous curvilinear street pattern	2.5 - 35 acres	Small residential, large commercial areas and large publicly owned sites
<b>Mall</b>	Flat commercial areas with retaining walls on 47th/48th and Pine Street perimeter. Dogwood hill with regional views.	Regional mall, big box retail, hill in center, dispersed residential, some undeveloped land on Dogwood Hill.	Discontinuous public streets, informal circulation in Mall area proper	1 to 50 acres	Large commercial buildings & parking, large and small format retail areas and limited residential development

**Action UF-1**

Establish four neighborhood character districts based on the ¼ mile neighborhood concept and the four distinct quadrants currently defined by S 38th St, S Pine St and by the neighborhood perimeter boundaries, as shown in Figure 19. Develop characteristics that are common to all to provide neighborhood cohesion and elements specific to each that reflect existing assets and features.

Features common to all character districts:

- Completed street network
- Distinctive urban infrastructure
- Parks & public places
- Increased tree canopy
- Internal Loop Road
- Development oriented to streets, parks and public places
- Structured parking with new development
- Modern, contemporary building types, forms and materials
- Contemporary signage

Characteristics specific to the individual districts are:

- Topography
- Land use pattern
- Street and block pattern
- Building types and scale
- Gradations in height, scale and form
- Character of local parks
- Green stormwater infrastructure
- Job types
- Housing types

### **Action UF-2**

Foster distinct identities for each district that respond to current conditions and needs of the individual districts (Madison, Northwest, Lincoln Heights and the Mall District) and are consistent with the community character envisioned for the entire neighborhood. Figures 20 through 23 provide character sketches of each district using code updates and design guidelines.

The Madison District is envisioned to continue to contain mixed use areas and a residential neighborhood with a mix of housing options, anchored around a new public park/ community facilities and with improved streetscapes and green stormwater infrastructure.

The Northwest District is planned to be a hub of mixed-use artisan or other small-scale fabrication and production activity, with apartment buildings, urban flats, warehouses and light industrial buildings connected by pedestrian-oriented streets and public spaces.

The Lincoln Heights District is envisioned to continue to provide shopping and employment opportunities, with a core residential area that is preserved and strengthened.

The Mall District is planned to have the densest mixed-use urban infill and to serve as the entertainment and cultural center of the neighborhood.

## **2. Focused Density and Transition Areas**

Much of the Tacoma Mall Neighborhood currently has a suburban development pattern with relatively low development intensities and low-scale buildings. This plan provides guidance to strategically transition the neighborhood to a more urban development pattern, with areas of focused density that have higher development intensities and larger-scale buildings, and transition areas between these and lower-intensity areas. By directing the majority of new growth to focused density areas the City can leverage near-term development activity to create urban nodes that catalyze the transition of the neighborhood from suburban to urban. Figure 23a shows the different transition areas in the neighborhood.

The greatest intensity of uses is proposed around the existing Tacoma Mall and along S 38th St and S Pine St, the major thoroughfares through the neighborhood. Adjacent areas are generally planned for moderate to high density, stepping down from the urban core and providing transitions to less intense areas. Figure 24 shows the proposed plan to regulate urban form and scale in the neighborhood. It

describes and regulates scale and intensity of use to provide more cohesive urban development patterns. The use of this type of intensity plan enables development of a more predictable urban form and manages scale transitions between district edges. The difference between the density and scale of current buildings in the neighborhood and those planned in this Subarea Plan is illustrated in Figure 25, which compares existing and proposed figure ground diagrams. Additionally, the proposed figure ground diagram shows envisioned scale transitions.

Figures 26 through 28 also illustrate neighborhood transitions. Figure 26 shows the existing development pattern that has occurred under current zoning in the area around South Pine Street south of 38th Street, with no transitions between land uses, building types and scales. This lower density dispersed development pattern contributes to lack of identity of place, limiting mobility and options for community return on investment. Figure 27 shows the mix of uses, building types and scales that could occur in the same area under development regulations that were in place prior to adoption of the Subarea Plan. Figure 28 illustrates a conceptual organized, cohesive development pattern that builds a recognizable urban form, manages traffic, circulation and parking more effectively and provides building scale and form transitions. This is the type of development envisioned under the regulating plan.

#### **Action UF-3**

Ensure City codes support the types of focused density and transition areas shown in Figures 24, 25 and 28.

#### **Action UF-4**

Create a neighborhood “mixed-use town center” in the highest intensity use areas in the Mall District, with a potential high capacity transit station locations shown in Figure 29 that has a full mix of uses including residential, retail, office, civic and cultural uses, in order to improve neighborhood image and increase regional draw and local value.

### **3. Internal Loop Road & Parks System**

The proposed Loop Road shown in Figure 30 will provide a broad 2 1/3 mile long corridor of urban greenery, significant tree canopy, open space and habitat that is served by green stormwater infrastructure and festival street sections.

The Loop Road connects the four character districts and links the parks in the proposed conceptual future parks system. Designed for walking, bicycling and slow vehicular traffic, the Loop Road provides a unique neighborhood feature that builds connections, character and identity. The Loop Road and parks system can be leveraged to improve livability, social interactions, and quality of life and provide a catalyst for infill and redevelopment.

*[Sidebar text: The proposed conceptual parks system is discussed in Chapter 8 – Community Vitality.]*

The internal Loop Road is designed to separate local trips from traffic throughput, enable internal neighborhood trip capture, increase mode shift and reduce congestion on arterial streets and reduce greenhouse gases.

#### **Action UF-5**

Develop a Master Plan for the entire Loop Road that includes common features and specific characteristics for the four character district segments. The Master Plan should ensure that the Loop

Road functions as a linear public green space, links character districts and the proposed parks system, includes trees and green stormwater infrastructure, minimizes location on steep slopes to promote walkability for people of all abilities, includes the potential for festival street sections, and supports community and economic goals and multimodal mobility.

#### **Action UF-6**

Design and develop the Loop Road in phases, leveraging the timing of development to support other investments and meet multiple goals.

### **4. Complete & Connected Street Network**

In the 1950's much of the neighborhood consisted of a regular system of streets and blocks similar to that of the Madison District system and the system that still exists east of the neighborhood across I-5. The original street pattern of the Lincoln District is less apparent. (Typical historic block sizes in the Madison District, Downtown Tacoma and other neighborhoods are 4.5 acres in size. Block size ranges City-wide in older districts from 2.5 acres to 4.5 acres).

Roughly ¼ of the original neighborhood street grid remains. The bulk of the neighborhood is comprised of large blocks and parcels assembled through street vacations for large scale commercial and residential development, serviced by a discontinuous street pattern. Current block size varies from approximately two to 27 acres.

Optimal typical “walkable urban blocks” are two to three acres in size. Areas with this block size have high “intersection density” (a regularized system of connected streets with four-way intersections).

The proposed completed street, bicycle and pedestrian networks shown in Figures 30 and 32 are designed to provide a compact, walkable block structure that improves access to properties, development sites and the larger neighborhood. The finer grain of streets will reduce walking times, improve connectivity and enliven the neighborhood with increased access to businesses, residences and mixed use areas. Implementation of the network will also result in lower congestion at major intersections.

*[Sidebar text: Increased street access yields increased frontage, increased visibility, increased value and increased potential for physical activity.]*

*[Sidebar text: See Chapter 6 – Transportation Choices for more information about the proposed street and block network and the proposed bicycle and pedestrian network].*

#### **Action UF-7**

Create a complete and connected street network like the one shown in Figure 31 and Figure 32, consistent with guidance provided in Chapter 4 – Land Use and Chapter 6 – Transportation Choices.

### **5. Green Infrastructure Systems**

The Subarea Plan envisions changes to urban form and mix of land uses that will improve the natural environment, including installation of green stormwater infrastructure (Figure 33), development of new parks and open spaces (Figure 30), increasing tree cover (Figure 34) and expanding the pedestrian and bicycle network (Figure 32). One of the primary benefits of these changes will be to improve water

quality by increasing the amount of pervious and vegetated areas that absorb and filter surface water runoff and recharge the South Tacoma aquifer. Other benefits will include improved air quality, reduced vehicle use/emissions, expanded wildlife habitat and visual access to trees and landscaping which are aesthetically pleasing and have also been found to improve mental health.

The Tacoma Mall Neighborhood lies in the Thea Foss and Flett Creek water basins, which drain into the Puget Sound. An area-wide stormwater strategy improves water quality, reduces flooding, provides urban design amenities and significantly improves street design, appearance and function.

Substrate investigations and urban stormwater modeling identified areas best suited for green infrastructure systems. These lie primarily in the Madison, Northwest and Lincoln Heights Districts where many neighborhood streets currently flood or lack surface water management infrastructure.

Strategic leveraging of stormwater projects enables the City to fund and achieve multiple neighborhood goals with individual projects, such as providing complete street improvements to include improved curb or storm inlets, gutters, sidewalks, greenery and environmental health. Stormwater treatment features located on key sites will provide additional greenery.

#### **Action UF-8**

Design and implement strategies for area-wide stormwater management, parks, tree cover, and bicycle and pedestrian networks as illustrated in Figures 30, 32, 33 and 34, and described in Chapter 6 – Transportation Choices, Chapter 7 – Environment and Chapter 8 – Community Vitality.

### **6. Neighborhood Edges & Transitions**

The neighborhood is physically separated from the surrounding areas by the bluff above South Tacoma Way, SR-16, I-5, topography changes to the south and the Tacoma Cemetery. Despite these physical separations, neighborhood edges and entries are ambiguous.

The edges of the Tacoma Mall Neighborhood provide opportunities to indicate passage into the neighborhood and to support neighborhood identity. Edges also present opportunities to create smooth transitions to adjacent areas, so that the neighborhood is in harmony with its surroundings and neighboring residents, businesses and property owners.

#### **Action UF-9**

Clarify existing natural and man-made neighborhood edges to identify entries, support neighborhood identity and provide transitions to surrounding areas. This could include installation of naming signage and public art as described in Chapter 8 – Community Vitality, or working with property owners and community members to improve the appearance and function of neighborhood edges.

## **CONTEMPORARY TRANSIT-READY COMMUNITY**

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The Tacoma Mall Neighborhood, as a Regional Growth Center within the Sound Transit taxing district, is a likely candidate for future high capacity transit service. High capacity transit stations are most successful on both a local and regional basis when they are supported by an urban form that provides direct access to high concentrations of riders in a pedestrian-friendly environment. This Subarea Plan identifies potential high capacity transit station locations within the Tacoma Mall Neighborhood and

calls for making them transit-ready by addressing components of urban design such as streetscape and building design, as well as addressing market factors such as access to the high-amenity urban services and transportation and housing options preferred by people who choose to live near transit stations. The plan anticipates that market demand for urban living experiences will continue to increase as demographics and market preferences change over time.

### **GOAL UF-2**

Plan for a high-capacity transit station and transit-oriented development in a central location in the neighborhood, as illustrated in Figure 29, that enables maximum access, transit integration, infill and potential development synergy with the surrounding areas.

### **Action UF-10**

Consider Federal funding agency and transit station area location criteria to identify the most beneficial specific locations, such as:

- High percentage of developable land
- Market potential for development
- Mixed use, multifamily, commercial and institutional zoning
- Low percentage of fixed land uses such as industrial, military, critical areas, parks and open space, water bodies, major right of ways or other major barriers
- Station area and program access characterized by Central Business District or medium to high density station typologies
- High pedestrian and bicycle facilities network connectivity and access
- High level of supporting transit network integration such as intermodal facility/transit hubs at stations, local and regional bus connections
- Parking facilities, depending on location and transit agency policy
- Drop off/pickup improvements

While light rail is desired, Bus Rapid Transit (BRT) provides a viable high capacity transit option to light rail that is less costly and can be developed and operational in a shorter time period than light rail. As one of the most sustainable ways to transport residents quickly, efficiently, and safely, a high-speed BRT system often travels in dedicated lanes and routes. Benefits of BRT include:

- Relatively rapid implementation when compared with light rail technologies
- Frequent headways, in some places every 5 minutes
- Dedicated bus lanes provide travel time savings
- Same station area amenities as light rail
- More closely placed stations
- Level boarding eliminates need for lifts
- Reduction of greenhouses gases and local air pollution
- Increased housing affordability by alleviating the need for individual car ownership and parking costs
- Traffic safety improvements
- Increased physical activity
- Improved property value

- Catalyst for development

#### **Action UF-11**

Pursue a High Capacity Transit Corridor Study with Sound Transit and Pierce Transit in the near term to enable early development of high capacity transit to support high density mixed use development in the neighborhood, including consideration of both light rail and BRT.

#### **GOAL UF-3**

Transition to a contemporary, self-sufficient, well-connected neighborhood that has employee, resident and visitor activity to support high capacity transit.

#### **Action UF-12**

As part of updates to the City's development regulations to implement this subarea plan, develop a design manual with standards for contemporary building forms, design and materials in the neighborhood that provide a vibrant, urban experience. See **Appendix X**, for design guidance.

*[Sidebar text: Other actions in this chapter as well as actions in Chapter 4 – Land Use and Chapter 8 – Community Vitality also support this goal]*

## **PERFORMANCE MEASURES**

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- Revised development code that supports place-based district development scale and form
- Number of 4-legged intersections
- Number of blocks 4.5 acres or less in size
- Linear feet of Loop Road neighborhood-wide and per District

## **REFERENCES**

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## Chapter 4

# Land Use

## Tacoma Mall Neighborhood Subarea Plan

*Note: This chapter to be updated once code appendix is drafted*

**DRAFT** November 28, 2016

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## INTRODUCTION

This chapter provides a vision, goals and actions for future land use and development in the Tacoma Mall Neighborhood. It also includes a description of the two phases of development regulation updates planned to implement the Subarea Plan.

The types of land uses and developments permitted in the Tacoma Mall Neighborhood have shaped its structure, function and character in the past, and will continue to do so in the future. As such, the City's land use and zoning regulations are key tools with which to implement the vision, goals and actions of this Subarea Plan. They also ensure there is adequate land development capacity to accommodate population and employment growth targets for the neighborhood.

### LAND USE AND URBAN FORM

Land use, transportation and parks are integrally linked in the urban environment. The inter-relationships of the circulation system (streets, trails and paths), parks and public places comprise the "public realm" of a city. "Land use" involves the use of properties – both publicly and privately owned. It is the design and interaction of the public and private realms that create the desired vision for the neighborhood. Land use and property access are inextricably linked to transportation. This chapter is primarily about land use, and proposed development regulations and guidelines that regulate land use and its relationship to the proposed neighborhood street system.

## LAND USE VISION

*The Tacoma Mall Neighborhood is a dense, compact urban mixed-use district with adequate capacity to accommodate a substantial share of regional population and employment growth.*

## EXISTING LAND USE & DEVELOPMENT PATTERNS

As described in Chapter 2, urban development occurred in the neighborhood starting in the late 1800s, and the land use patterns and buildings in the neighborhood reflect different time periods of development. The development of the Tacoma Mall, residential neighborhoods in the Madison and Lincoln Heights Districts, and the industrial corridor along South Tacoma Way, have been major

influences on land use patterns. In general, existing land use patterns have low to moderate intensities and are auto-oriented in character, though the Madison District has a more pedestrian oriented land use pattern due to its traditional street grid. Higher density multi-family development has occurred more recently in the vicinity of the Tacoma Mall.

Existing land uses are shown in Figure 35. There is an overall mix of uses in the neighborhood, with concentrations of commercial, residential and industrial uses distributed in separate areas within the neighborhood. Commercial retail is one of the primary land uses and includes small- and large-format retailers. Retailers are primarily located near the Tacoma Mall and major roads such as South 38th Street and South Steele Street. Commercial office uses are interspersed with retail uses in several areas. Industrial uses, including warehousing and manufacturing, are predominantly located in the western and northern portions of the Center, in proximity to South Tacoma Way. Residential uses are concentrated in the Madison and Lincoln Heights Districts, and are also mixed with commercial uses in the Mall District.

## LAND USE CONTEXT

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In 1995, in response to the requirements of the newly adopted Growth Management Act and in order to promote smart growth objectives, the City of Tacoma designated the Tacoma Mall Mixed-Use Center and adopted zoning regulations to support that designation. The zoning adopted at that time established the land use framework which is still in place today, although there have been several updates over the past two decades. Now officially referred to as the Tacoma Mall Regional Growth Center (RGC), the zoning for the majority of the Center allows zero lot line buildings up to a height ranging from 60 to 75 feet, with an option in some areas of 120 feet with use of Transfer of Development Rights (TDRs). This zoning is intended to allow and promote transit-supportive densities, as well as to provide a mechanism through TDRs to help conserve regional farms, forests, and City open space and historic structures. Other portions of the Center have been at different times zoned for mixed-use development or for light industrial development over the past two decades.

A significant amount of development and change have occurred since 1995, particularly in the Madison District and portions of the Mall and Lincoln Heights Districts. At the same time, much of the Center has remained largely unchanged during that time period. Both of these facts point out opportunities to improve the land use and zoning frameworks. Based on those lessons learned as well as on successful approaches from planning practice, this Subarea Plan seeks to further refine the land use and zoning framework, in order to better support the Regional Growth Center vision. The first phase of these updates is not intended to radically change the zoning framework, but to address specific issues identified through the public process. A future phase of zoning changes would go further to reshape how the City reviews development through new emphasis on design.

## CURRENT ZONING

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The existing zoning applies to several of the City's mixed use centers. While many of the current regulations are appropriate to implement the neighborhood vision in the near term, a number of changes are needed to enact the vision.

Some current characteristics include:

- Development capacity in the current zoning districts far exceeds market demand. This results in a dispersed development pattern and mix of uses that produces lower capture of investment than the potential.
- The code supports one scale which does not support goals of District character distinctions and transitions between Districts.
- Lack of mechanism to make or manage transitions in existing residential areas
- No clear approach to the transition between light industrial and residential/industrial or residential/commercial mixed use
- Current townhouse and multifamily standards do not do enough to ensure pedestrian-oriented design
- Current street system, block sizes and parcel configuration does not support the envisioned walkable, permeable network or location of new developments on street frontages in some areas.
- Awkward utility access results to new developments in the Madison District
- Limited design direction yields generic product
- Limited green features in residential enclaves and  
Allows low scale of development for a Regional Growth Center

The following refinements to the land use and zoning framework were developed through the subarea planning process:

- Create residential enclaves
- Create transition areas between lower and higher intensity areas
- Focus the highest densities around S. 38<sup>th</sup> St and Pine and in the Mall District
- Incorporate the light industrially zone expansion area into the RGC
- Establish a regulatory mechanism for creating additional street connectivity with redevelopment
- Make refinements to townhouse standards to promote street orientation and manage garbage collection and utility features
- Review multifamily design requirements
- Adopt new tree canopy requirement
- Refine driveway and parking lot code
- Create desired block size and increase individual site access and visibility on streets using a tiered system of connectivity requirements
- Expand area of Pedestrian Street designations (requires pedestrian orientation on street frontages)
- Provide design guidance on envisioned modern, contemporary building character.

Phasing land use and zoning changes also recognizes that development potential is not uniform across the entire Tacoma Mall Neighborhood. While some areas are already seeing significant development, it may take time before others do.

## **FUTURE LAND USE & DEVELOPMENT PATTERNS**

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This Subarea Plan envisions a future mixed land use and development pattern that builds on existing strengths in urban form, consistent with the vision, goals and actions in Chapter 3; supports the vision for the four character districts described in Table 1 below; concentrates highest intensity development

in the core of the neighborhood and provides scaled transitions to less intense areas; and is cohesive, compact and pedestrian friendly.

*[Sidebar Text: Mixing diverse land uses in a compact built environment can encourage the use of alternative transportation, improve air quality and promote social interaction. Research evidence shows a strong relationship between land use and health. (Frank, 2006 and Barton, 2009)]*

## DEVELOPMENT CAPACITY

Under the requirements directing zoning for Regional Growth Centers, there must be adequate capacity for planned growth. The zoning designations for the neighborhood shown in Figure 36 provide adequate development capacity to accommodate the growth targets for the neighborhood, which are approximately 8,900 new residents and 8,400 new jobs by 2040. Under the former zoning designations there was capacity for nearly 50,000 additional people and 45,000 additional jobs (Pierce County Buildable Lands Report, 2014). The new zoning designations adopted with the Subarea Plan scale back allowable land use intensities in certain areas of the neighborhood in order to support the urban structure envisioned in this plan, while still providing ample development capacity to meet future growth. Under the revised zoning, development capacity is now **XXX** additional people and **XXX** additional jobs.

## CHARACTER DISTRICTS

As discussed in the Urban Form Chapter, the Tacoma Mall Neighborhood contains four distinct districts, each with its own mix of land uses, design characteristics, street patterns and topography. When growth reflects and contributes to those distinctions it is likely to heighten the district's overall cohesiveness and foster a distinct yet connected identity. In order to enable people to begin to envision what the future shape of each district could be, the City developed future scenario concepts for each District. Development and change certainly may take courses that were not anticipated in this planning process. Therefore, the Character Districts as envisioned here intended as a template to inspire and guide development and design choices in each district. The concepts are also integrated to some extent into zoning as well as other actions such as transportation project design that are within the City's sphere of influence.

### Goal LU-1

Support and guide development, growth, and infrastructure investment that builds on the character and assets of each district and contributes to them as distinct yet connected districts, as identified in the design guidance in Appendix X.

### Action LU-1

Update development regulations to encourage land use and development that support the character districts vision shown in Table LU-1.

Table LU-1. Character Districts Vision

	<b>Land Use Character</b>	<b>Public Land Uses</b>	<b>Development Types</b>
<b>Madison</b>	The Madison District is envisioned to continue to contain mixed use areas and a residential neighborhood with a mix of housing options, anchored around a new public park/community facilities and with improved streetscapes and green stormwater infrastructure.	The Madison School site serves as a neighborhood center, potentially as a mixed-use public campus with recreation, gardens, a public gathering place, school and other public facilities. The Tacoma Cemetery and the greenbelt along South Tacoma Way provide a forested edge to the south and west. A small public green in the center of the District is bordered by small local businesses.	Within the residential core of the district: Townhouses, low to medium density multifamily housing including Urban Flats and Courtyard Housing, Duplex and Triplexes. Along the edges: Medium density multifamily and Mixed-Use development.
<b>Northwest</b>	The Northwest District is envisioned as a hub of commercial, artisan fabrication and production, mixed-use, and potentially apartment buildings, and urban flats, with warehouses and light industrial buildings connected by pedestrian-oriented streets and public spaces.	The Loop Road traverses along the bluff. A potential walking corridor connects the District to South Tacoma Way below, traversing a series of public spaces furnished with elements of a “stormwater pathway”. A local green on the Loop Road provides a gathering place, open space, play features and hosts local events.	Commercial, office, mixed-use, residential, with the tallest buildings generally closer to Pine and S. 38 <sup>th</sup> Street, interspersed with light industrial and mixed-use buildings in areas closer to South Tacoma Way.
<b>Lincoln Heights</b>	The Lincoln Heights District is envisioned to continue to provide shopping and employment opportunities, with a core residential area that is preserved and strengthened.	Discontinuous and curvilinear streets. The Loop Road is a walking, biking and green street linking local parks. Lincoln Heights Park and other local parks provide neighborhood gathering places, open space and, play features.	Townhouses, Urban Flats, Duplex and Triplex in the residential enclave with commercial mixed use development on the perimeter. Government and light industrial uses share the area north of S. 35 <sup>th</sup> Street.
<b>Mall</b>	The Mall District is planned to continue and expand its retail destination role, and to become a “mixed-use town center” with a full complement of entertainment and cultural destinations. This District is envisioned to have the most and broadest range of mixed-use urban infill.	Small public greens accentuate corners and changes in the grid. A park on the top of the hill provides an urban refuge among large trees with views in all directions to the immediate surroundings, tree-lined vistas and the Cascade and Olympic Mountain ranges.	Regional retail, commercial mixed use, big box mixed use with structured parking, residential mixed use, civic, medical, educational and cultural facilities.

## URBAN DESIGN

Urban form, building design, public places and quality infrastructure (public and private realms) are the foundational elements of urban design. Chapter 3 lays out the vision for a cohesive neighborhood structure needed to support infill and development. This chapter adds design direction and code requirements to enable site and building development that further support the neighborhood vision and goals.

The current code direction for mixed use centers building development and scale is oriented towards integrating new buildings into Mixed Use Centers that already have an established urban form, attractive streetscapes and scale. The street bulk and scale requirements are intended to minimize perceived building scale relative to the existing urban form, which is smaller than the new mixed use buildings.

Code changes will immediately enable the City's capacity to guide and improve the design quality of streets, public places and buildings. . In addition the City is currently developing proposals for an Urban Design Studio which will identify additional urban design tools. Finally, Phase 2 of the proposed development regulations will make the City's urban design review toolkit even more robust.

### Goal LU-2

Design new development to contribute to the distinctive physical, historic, aesthetic and cultural qualities of its District.

### Action LU-2

Review the City's land use code to identify opportunities to better promote site and building design that provides for a sense of continuity with the neighborhood vision while allowing for creative expression.

### Action LU-3

Actively promote efforts to improve the quality of building and streetscape design with a particular emphasis on the human scale and an inviting atmosphere for pedestrians.

### Action LU-4

Improve the City's capacity to promote design objectives through development of a design review program to promote high quality design that supports Character Districts, a distinctive built environment, human-scale elements and amenities, resilient and durable materials, landscape enhancements, and other similar features.

### Action LU-5

Adopt the proposed land use and zoning map changes that create transitions in scale between higher and lower intensity areas and residential enclaves.

### Action LU-6

Create distinct neighborhood entries and visual identity with increased green areas on I-5 and on the slopes above South Tacoma Way.

## COLLABORATIVE APPROACH

Development regulations are a tool that cities can use to try to direct growth, which can have significant impacts on the future use of property. Therefore they must be thoughtfully constructed to avoid negative impacts to current businesses and activities. Federal law protects property owners by prohibiting taking of private property without just compensation. Ultimately, it is property owners and businesses which invest in neighborhoods and in very large measure bring the future vision into reality. Tacoma is committed to working collaboratively with property owners and developers to achieve the mutual interests of the whole community.

The City recognizes the limitations of public planning processes to foresee the shape of future development with any precision. Therefore, the land use and zoning framework provides direction where issues are clear cut or where there are risks to achieving the vision if no action is taken. Otherwise, the zoning approach is intended to leave flexibility for property owners, businesses and developers to pursue their own vision for the future of their property.

In crafting the connectivity requirement, in particular, the City has sought to avoid or minimize concerns as much as possible while holding true to the very importance of the issue. Ideally, the requirement would allow existing businesses to continue, maintain and improve and make some expansion of their buildings, but would establish a clear path toward establishing the new connections when major redevelopment occurs.

## DEVELOPMENT REGULATIONS

The development regulations contained in the City's Code, which include land use and zoning designations and development standards, control the types of land uses that can be built in specific areas. The development regulations that were in place for the Tacoma Mall Neighborhood prior to adoption of the Subarea Plan are described in the Environmental Impact Statement for this Subarea Plan. These were updated upon adoption of the Subarea Plan and **Ordinance XXX**, as discussed in the introduction to this chapter. Some of the Phase 1 code changes were applied specifically within the Tacoma Mall RGC. Others were deemed to be generally appropriate for similar neighborhoods and applied to Mixed-Use Centers Districts generally.

The recommendations were divided into two phases, with Phase 1 recommendations planned for adoption with the Subarea Plan, and Phase 2 recommendations to develop a new code specific to the Tacoma Mall Neighborhood.

Phase 1 recommendations include high priority changes to existing zoning to ensure that any immediate term development actions would be generally consistent with the Subarea Plan and would not preclude implementation of future implementation actions.

Phase 2 recommendations for a comprehensive code update specific to this neighborhood, will be developed after Plan adoption to implement the goals and actions in this chapter.

## PHASE 1 CODE CHANGES

The key concepts for Phase 1 Code changes are summarized below. See Appendix LU-**XX** for specifics of the proposals and code language.

## Connectivity Requirement

Based on the Street Network, this proposal would require new street and pedestrian connections with major development activities on large sites. There are currently several locations within the Tacoma Mall Neighborhood where large parcels lead to lengthy pedestrian routes and thus discourage walking. Connectivity and a completed street network are foundational elements of neighborhood form, and are essential to increasing transportation choices.

In association with the transportation analysis the City identified three tiers of streets. The Street Network Tier system is integrated into the Connectivity Requirement, and indicates the degree of flexibility in design and alignment for new street connections. SEE MAP.

Tier 1: Connections for which the specific design and location are critical to the network

Tier 2: Connections which create alternative routes to existing major arterials and establish urban “super blocks” at approximately 600 by 600 feet

Tier 3: Connections which achieve site access, system connectivity and promote transportation mode shift

The location and design of Tiers 1 and 2 are delineated on the MAP. Tier 3 connections are established through required Connectivity Plans. Tier 3 connections must conform with connectivity standards, as specified in Appendix LU-XX.

Connectivity requirements enacted by Washington State jurisdictions to develop street and walking networks were identified and analyzed. The recommendations in this Plan were developed in part based on effective elements of other codes. These include City of Bellevue, City of Lacey Woodland District, and mixed use town center renovations in other states.

## Zoning District Boundary & Height Changes

During the planning process the community identified several key concepts, which, when complied, suggested that zoning changes could provide more direction to neighborhood development. The proposals would establish high, medium and low intensity areas, establish areas intended to remain predominately residential, and refine the transition between mixed-use and industrial areas. See Figure 62 and Figure 63.

## Land Use Table Modifications

Several refinements are proposed to the City’s current list of permitted land uses allowed within the zoning districts located within the Tacoma Mall Neighborhood. These proposals are primarily intended to promote land uses that are most compatible with the pedestrian environment.

## Large Parcel Development

This proposal would offer a flexible City review process for when large sites are proposed for redevelopment. When large parcels are redeveloped, there are significant potential impacts and

opportunities to promote the vision for the Tacoma Mall Neighborhood. Key considerations would include a plan for a circulation system for vehicles and pedestrians that integrates with existing and planned neighborhood circulation and incorporates pedestrian-oriented design. The Downtown Development Regulatory Agreement or the existing Binding Site Plan code are the models for this approach.

### **Minimum Density Requirement for High Intensity Areas**

This provision would establish a minimum floor area ratio (FAR) requirement for lots within the High Intensity Area and located on designated Pedestrian Streets. Floor area ratio (FAR) is the amount of floor space developed on a parcel compared to the size of the property. The Plan calls for higher intensity development within core areas over the long term. The purpose of this provision is to begin to transition land use and site development formats away from low-density, auto-oriented development in areas designated for higher intensity development.

### **Pedestrian Streets Designations**

This proposal would add streets to the City's existing Pedestrian Street designations. Street design and building design work together to shape the pedestrian environment. Pedestrian Streets designated in the Land Use Code call for building and site design features that enhance the pedestrian environment.

### **Drive-Through Design Standards**

This proposal would increase design requirements applicable to drive-throughs. Drive-throughs tend to be developed at low intensity levels and emphasize auto usage. The City's existing site and building design provisions would be expanded to better integrate drive-throughs into the Tacoma Mall Neighborhood and reduce impacts to the pedestrian environment.

### **Townhouse & Multifamily Design Standards**

The proposal would modify the City's existing townhouse design standards to promote consolidated locations for garbage collection and to enhance requirements for pedestrian entrances and design features oriented toward the street. These changes are intended to better integrate townhouses into the Tacoma Mall Neighborhood and to reduce visual clutter.

### **Minimum Residential Density Flexibility**

This proposal would relax existing minimum density requirements in some areas, in order to allow infill on existing, developed sites that does not fully comply with minimum density requirements, including Accessory Dwelling Units and additional residential development on parcels where an existing house is being retained.

## Landscaping

The proposal would make several refinements to the landscaping code to gain more benefits from landscaping associated with development. It adds a tree canopy coverage requirement within the Madison and Lincoln Heights residentially zoned areas. It extends the street tree requirement to all development within Centers. As part of townhouse design it requires foundation planting between the front wall and the right-of-way. These changes are intended to promote an attractive residential environment and meet environmental goals.

## Driveway & Parking Lot Standards

The proposal would refine existing driveway and parking lot standards in terms of frequency of intersections, design and features. This is intended to ensure that these features promote walkability and integrate with the connectivity requirement.

## South Tacoma Groundwater Protection District

This proposal would make minor revisions to the South Tacoma Groundwater Protection District (STGPD) regulations in order to clarify current regulations pertaining to stormwater infiltration within the STGPD.

### Action LU-7

Adopt, maintain and update the Phase 1 package of development regulations to ensure that they support the growth and development envisioned in the Subarea Plan.

**[Placeholder:** *Phase 1 Development Regulations Changes:*

- *Bullet list of them here]*

### Action LU-8

Ensure that the Subarea Plan maps (including the Land Use Map, Street Network Map, Pedestrian and Bicycle Networks Map, Area-wide Stormwater Strategy Map, and Parks Map) are used to establish and maintain designations and urban structural elements that support the Subarea Plan vision, and that can accommodate planned population and employment growth.

## PHASE 2 IMPLEMENTATION

As discussed above, the development regulations adopted with the Subarea Plan were the first of a two-phased update to the City's Code provisions guiding land use and development in the Tacoma Mall Neighborhood. A more comprehensive future update is recommended to provide greater efficiency and effectiveness in accomplishing the objectives of the Subarea Plan. Recommended elements for this code update include:

- A hybrid form-based code for the neighborhood
- Streamlined bulk and materials standards that support a more modern, contemporary, Northwest design aesthetic

- Bonus provisions for highest priority urban structure elements such as street and pedestrian connections and parks
- An overlay district for a future high capacity transit station

#### **Action LU-9**

Conduct outreach to the business and development community to provide an overview of adopted code changes. Work with property and business owners, developers and residents to continue to refine development regulations to ensure that they are both serving a positive purpose, and that they are not creating barriers to development consistent with the neighborhood vision.

## **REGIONAL GROWTH CENTER BOUNDARIES**

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The current Regional Growth Center boundary current runs to the south and west of South Tacoma Way, leaving the area currently proposed for incorporation into the RGC as light industrial (M-1). It is also within the South Tacoma Manufacturing/Industrial Center. Since the Center was first designated in 1995, the City shifted the boundary between it and the industrial area south and west of South Tacoma Way (the currently proposed boundary). It originally encompassed the entire area now proposed for inclusion in the Center. However, the current land use patterns are mixed, and the current boundary ignores topography. There is a grade change that could serve as a natural transition from urban mixed use and commercial to light industrial. These factors make the transition area ambiguous and contribute in some areas to an under-utilization of land within that area.

It is difficult to predict today how future development will trend in the transition area. In some locations there are established light industrial uses, while in others the character more closely reflects the urban development patterns within the current RGC. In its current configuration there is little opportunity to provide a meaningful land use and character transition between the Tacoma Mall Regional Growth Center and the South Tacoma Way Regional Growth Center. Furthermore, though there is a mix of residential, commercial and light industrial uses there are few design controls which could help these uses to coexist in a complementary manner.

There are many urban neighborhoods where this mix of land uses coexist and contribute to a unique urban character. In this case, the expansion allows property owners to choose for themselves by allowing a flexible zoning district which permits a broad range of land uses. The design standards of the CIX District will be a step forward in ensuring compatibility.

#### **GOAL LU-3**

Clarify distinctions and strengthen transitions between the Tacoma Mall Regional Growth Center and South Tacoma Way Manufacturing and Industrial Center boundaries.

#### **Action LU-10**

Revise the RGC boundary to enable character district distinction and transitions between the mixed-use Tacoma Mall Neighborhood and the heavy commercial and industrial character and activities of the South Tacoma Way Manufacturing and Industrial Center.

## INDUSTRIAL LANDS

Expanding the Tacoma Mall Neighborhood's RGC boundary as shown in Figure 39 would decrease the total amount of industrial-zoned land in the City. The majority of lands in the 116-acre proposed expansion area for the RGC are currently zoned M-1. Of these, 82 acres are part of the South Tacoma Manufacturing/Industrial Center. The Subarea Plan proposes to rezone these lands to Urban Center Mixed-Use (UCX) and Commercial Industrial Mixed-Use (CIX) zoning designations.

The City currently has sufficient industrial land capacity. According to analysis conducted by the City in 2013, the Tideflats Manufacturing/Industrial Center has capacity for 57,800 jobs and the South Tacoma Way Manufacturing/Industrial Center has capacity for 22,300 jobs. Each of these centers is targeted for 7,600 jobs by 2040, well within available capacity. The South Tacoma Way Manufacturing/Industrial Center is 690 acres, and rezoning the 82 acres the neighborhood would not be a major reduction in size. Furthermore, the CIX zoning designation does not directly reduce industrial capacity since light industrial land uses are permitted within that district.

## PERFORMANCE MEASURES

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- Activity Units per acre: Regional Growth Centers are required to plan for minimum of 45 AU's/acre by 2040. The current AU's are XX. To achieve 45 AU's by 2040 this would need to increase by XX AU's per year.
- Qualitative assessment of development outcomes on a regular basis to identify needed improvements and prepare for Phase 2 code updates.

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# Chapter 5 Housing

## Tacoma Mall Neighborhood Subarea Plan

**DRAFT** November 28, 2016

CONTENTS
<i>Introduction</i>
<i>Vision for Housing</i>
<i>Housing Choice</i>
<i>Housing Affordability</i>
<i>Performance Measures</i>
<i>References</i>

### INTRODUCTION

This chapter provides a vision, goals and actions for maintaining and expanding housing options in the Tacoma Mall Neighborhood. Access to housing provides opportunities and security that people need to live healthy and successful lives. Cities have the ability to influence housing markets through tools such as development regulations and partnerships, though many aspects of markets are outside their control. This chapter provides a framework for supporting a fair and equitable housing market in the Tacoma Mall Neighborhood, and is consistent with guidance provided in Chapter 4 – Land Use and Chapter 8 – Community Vitality, the Housing Element of the City of Tacoma’s Comprehensive Plan, and regional policy guidance.

*[Sidebar Text: Improvements in housing quality can promote general and mental health. Making housing affordable can address homelessness, reduce involuntary displacement and improve mental well-being. (Corporation for Supportive Housing, 2014; Robert Wood Johnson Foundation, 2011; America’s Essential Hospitals 2014)]*

### VISION FOR HOUSING

*A wide range of quality housing types are available to meet the diverse needs of residents at different stages of their lives, with small and large household sizes, and with different cultural and socioeconomic backgrounds.*

### HOUSING CHOICE

The Tacoma Mall Neighborhood has roughly 1,900 housing units, representing about two percent of the City’s housing stock (PSRC, 2014). Over three quarters of housing units are multifamily, as shown in Table H-1. In the early- to mid-1900s, single family detached was the primary type of housing built. Since then multifamily housing has become more common, and single family attached housing types such as duplexes, triplexes and townhomes have also increased (CAI, 2016). Current City permitting

Table H-1. Housing Units by Type

Type	Percent of Housing Units
<b>Multifamily</b>	<b>76</b>
Low-Rise Apartments (3 stories or less)	44
Apartments (4 stories or more)	26
Multifamily 4-8 Units (2 stories or less)	6
<b>Single Family</b>	<b>24</b>
Duplex/Triplex	13
Single Family Detached	8
Townhome	3

Source: Community Attributes, 2016

trends indicate continued growth in multifamily housing. Housing stock is concentrated in the Madison and Lincoln Heights residential areas, and portions of the Mall District, as shown in Figure 40. The Tacoma Mall Neighborhood has a longstanding reputation for moderately and affordably priced housing, which has attracted many current residents to the area.

### **GOAL H-1**

Maintain and broaden the range of housing types within the neighborhood, consistent with the land patterns and urban design called for in this Subarea Plan and the City's 2040 growth targets for the neighborhood.

The future land use and zoning designations described in Chapter 4 – Land Use provide a framework for future development in the Tacoma Mall Neighborhood. They ensure sufficient development capacity to meet the City's 2040 housing growth targets. Also, the transit-ready urban structure called for in Chapter 3 – Urban Form and the complete neighborhood services and amenities called for in Chapter 8 – Community Vitality promote expanded urban housing options with lower transportation costs. Consistent with this guidance, Actions H-1 through H-4 describe the types of housing uses appropriate for specific areas of the neighborhood. This includes a wide range of housing types to meet the needs of Tacoma Mall residents of different ages, family sizes, income levels and housing preferences.

All housing choice actions (Action H-1 through Action H-5) are intended to be implemented through the City's development code.

#### **Action H-1**

Promote higher-density, scaled residential and residential mixed-use development along the S Pine St and S 38th St corridors, and around the Tacoma Mall, to contribute to the development of a high-intensity urban core for the neighborhood where residents are co-located with services, transit and places of employment. Mid-rise buildings are the primary housing scale appropriate for these areas.

#### **Action H-2**

Promote moderate-density residential and residential mixed-use development in areas between the highest and lowest residential densities, in order to create transitions between building scales and to provide housing options for residents such as mid-rise and low-rise apartments, townhomes and duplexes/triplexes.

There are two established residential neighborhoods within the Tacoma Mall Neighborhood, in the Madison District and the Lincoln Heights District. The Madison residential neighborhood has been in existence since the early 1900s. Over time a mix of housing types has developed including single family detached homes, single family attached homes, low-rise apartments and group housing for seniors. The Lincoln Heights residential neighborhood was developed following World War II and is characterized by modest single family and single family attached homes. It was partially redeveloped in the past with commercial and public uses, such as Costco and Police Department facilities, but a core residential area remains centered around Lincoln Heights Park. The zoning designations called for in Chapter 4 – Land Use are designed to preserve these areas as residential enclaves within the Tacoma Mall Neighborhood.

#### **Action H-3**

Enable the development of residential and residential mixed-use development including live/work, artist studio housing in the Northwest District to support the development of an industrial mixed-use fabrication district.

**Action H-4**

Continue the residential character of the Madison and Lincoln Heights residential neighborhoods, promoting moderate density residential infill housing such as townhomes, duplexes/triplexes and urban flats.

**Action H-5**

Encourage developers to provide community spaces and green spaces within housing developments, for residents or for the general public.

**HOUSING AFFORDABILITY**

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Housing costs in the study area are low compared to the City and Pierce County, with 84 percent of housing units in the study area costing below \$1,500 per month, compared to 66 percent in the City and 60 percent in the County (CAI, 2016). The majority of residents rent, with approximately 17 percent of residents owning homes. Most renters pay under \$1,000 per month in combined rent and utility payments (PSRC, 2014). It is possible that average rent prices may increase in the future as a result of new luxury apartment developments such as the Pacifica and the Apex.

Despite the comparatively low housing costs, nearly half of residents are cost burdened. Income levels in the neighborhood are lower than City and County averages, and roughly a quarter of households in the study area are below the poverty level (PSRC, 2014).

The generally accepted definition of affordability is for a household to pay no more than 30 percent of its annual gross income on housing, including utilities. Over this, a household is considered to be cost burdened. As shown in Table H-2, forty six percent of the households in the study area spend more than 30 percent of their income on housing. Of this 46 percent, over half spend more than 50 percent of their income on housing. This suggests the need for more affordable housing in the study area. There may also be a need to increase career development and family support services in the study area.

Table H-2. Income Spent on Housing Costs

	30% or Less	30–50%	Greater than 50%	Not Computed
<b>Percent of Households</b>	48	19	27	5

Source: PSRC Regional Centers Monitoring Report, 2014

**GOAL H-2**

Maintain a range of affordable housing costs in the neighborhood.

City and regional policies include guidance for providing access to affordable housing in the Tacoma Mall Neighborhood. Policy H-4.2 in Tacoma’s 2040 Comprehensive Plan calls for ensuring that at least 25 percent of the City’s housing targets are affordable to households earning 80 percent or less of area median income. This is consistent with the Pierce County Countywide Planning Policies and Multi-County Planning Policies in the Puget Sound Regional Council’s Vision 2040. Given the population growth targets for the neighborhood, in order to meet this policy guidance roughly 1,000 of the new housing units constructed between now and 2040 would need to be affordable to households earning 80 percent or less of area medium income.

Chapter 4 – Land Use discusses two phases of development code changes planned to implement this Subarea Plan. The first phase occurred when the Subarea Plan was adopted. Actions H-6 and H-7 seek to engage developers and housing partners in the second phase of code development, in order to ensure that the City’s updated development regulations for the Tacoma Mall Neighborhood support construction of affordable and moderately-priced housing development.

#### **Action H-6**

Meet with developers and housing partners before the second phase of development code updates planned to implement the Subarea Plan, to discuss potential housing strategies for ensuring that at least 25 percent of new housing built in the Tacoma Mall Neighborhood is affordable to households earning 80 percent or less of Pierce County area median income. Identify promising strategies and support their implementation.

Potential actions could include incorporating further affordable housing incentives into Tacoma’s development regulations, identifying target markets and housing products that would be attractive to those markets and cost-effective for developers and housing partners to build, as well as identifying potential development sites.

#### **Action H-7**

Seek input from developers and housing partners to ensure that development standards for the Tacoma Mall Neighborhood make it simple and cost effective for developers to build attractive, contemporary housing units that are moderately and affordably priced.

There are currently two developments offering affordable and special needs housing in the neighborhood—the Vintage at Tacoma and Cascade Park Gardens. Both developments are located in the Madison District. The Vintage at Tacoma has 230 units for seniors over 55 years old. Cascade Park Gardens has 114 units. In addition to providing affordable housing units for seniors, Cascade Park Gardens also offers memory care and assisted living services for people with disabilities.

#### **Action H-8**

Work with developers, the Tacoma Housing Authority, the Tacoma Community Redevelopment Authority and other community partners to identify opportunities to build and maintain very-low income and special needs housing developments in the Tacoma Mall Neighborhood, and resources to support those projects.

#### **Action H-9**

Monitor the supply of affordable housing units in the Tacoma Mall Neighborhood and the City’s progress towards achieving the goals and actions in this chapter and collaborate with housing partners to maintain a no net loss of the current stock of affordable dwelling units in the Tacoma Mall Neighborhood. If needed, seek advice from experts, developers and other community partners on steps the City can take to improve outcomes.

## **PERFORMANCE MEASURES**

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- 25 percent of new construction is affordable to households earning 80 percent of Area Median Income.

- Maintain a no net loss of the current stock of affordable dwelling units in the Tacoma Mall Neighborhood.

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Vintage at Tacoma, August 2015, Personal communication with staff



## Chapter 6

**Transportation Choices**

## Tacoma Mall Neighborhood Subarea Plan

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*Introduction*  
*Vision for Transportation Choices*  
*Multimodal Network Priorities*  
*Future System Needs*  
*Key Transportation Projects*  
*Performance Measures*  
*References*

**INTRODUCTION**

This chapter provides a vision, goals and actions for transportation. The Tacoma Mall Neighborhood Subarea Plan promotes sustainable development in a more compact urban form. This transition in the land use pattern can only be accomplished by a complementary redesign of the transportation system. The ultimate goal of this re-envisioned transportation system is to develop an interconnected multimodal network from today's large auto-oriented blocks as well as improved regional connections to support the area's role as a Regional Growth Center.

For context, the current commute mode share in the Tacoma Mall area is 72 percent single occupancy vehicles, 8 percent high occupancy vehicles, 5 percent transit, and 4 percent walk and bicycle. Of those, 11 percent of all trips are short internal vehicle trips. In other words, nearly three-quarters of all trips made to or from the Tacoma Mall Neighborhood is via the least efficient and least sustainable mode: single occupant vehicle (SOV). The long-term vision for the Tacoma Mall Neighborhood paints a different and more desirable picture. Because vehicular travel will always play a substantial role within the area, this Plan envisions a more multimodal network while still maintaining and improving vehicular capacity.

To achieve a more sustainable transportation outcome, this plan begins with the concepts and goals outlined in the City's Transportation Master Plan (TMP). While the TMP outlines a citywide strategy to transform Tacoma into a community with more transportation choices and better mobility, more detail is needed at the neighborhood level. This Subarea Plan provides the detail of how the TMP is implemented throughout the Tacoma Mall Subarea. By implementing the TMP at the neighborhood level, Tacoma will provide the transportation infrastructure to complement the more urban land use strategy, all of which is consistent with city and regional planning goals, as described in the following section. A summary of the actions described in this plan follows.

**SUMMARY OF ACTIONS**

As evaluated in the companion EIS, the Subarea Plan would result in several improvements to the transportation system. In particular, the EIS identified deficiencies related to intersection operations, the pedestrian system, and the bicycle system by 2040 if the Subarea Plan is not enacted. The projects outlined in the Subarea Plan would address those deficiencies by providing new pedestrian and bicycle

facilities and improving street grid connectivity within the study area. The Subarea Plan is also expected to result in a lower SOV mode share which will translate to lower vehicle miles travelled (VMT) and greenhouse gas (GHG) emissions compared to the No Build Alternative.

To achieve these benefits, the City will pursue the actions outlined in this document and summarized below.

- Develop partnerships with other agencies, neighborhoods, and stakeholders to fund infrastructure improvements, in particular with WSDOT to plan and fund the I-5 Direct Access ramp.
- Pursue a sustainable transportation system by investing in improvements to alternate modes, transportation demand management programs, and maintenance of existing facilities.
- Accommodate future growth through land use patterns with the density and mix to support a vibrant multimodal transportation system
- Build a street network with increased connectivity, a robust grid to break up large blocks, and a focus on accommodating all surface transportation modes safely
- Build the Loop Road as a catalyst for redevelopment and improved mobility within the neighborhood
- Revise parking policies within the subarea as demand increases
- Develop an access consolidation plan

## VISION FOR TRANSPORTATION CHOICES

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*The Tacoma Mall Neighborhood offers a broad range of high quality mobility options suitable for a compact, dense urban center and a retail destination, including frequent and attractive transit service, safe and comfortable bicycle and pedestrian facilities and convenient vehicular access.*

As described above, the vision for better transportation choices across the City was articulated in the TMP, which was adopted in 2015. The TMP includes the following vision statement: *Tacoma is a sustainable community with many diverse residents, businesses, and visitors who have various transportation priorities. The City is strategic in how it plans its transportation system with an emphasis on carrying the people and goods that foster Tacoma's culture, character, and competitiveness. The transportation system offers multimodal travel options that provide safe access for all users and neighborhoods, encourage healthy living, and protect the environment.*

*Sidebar Text: Transportation planning decisions impact public health in three main ways: through traffic crashes, vehicle pollution, and physical activity. (Litman, T (2003 and 2016).]*

The goals shown in Figure 41 provide guidelines and direction to achieve the vision, including the continued development and improvement of citywide transportation facilities and services.



Figure 41. Tacoma Transportation Master Plan Goals

## REGIONAL CONTEXT

While the Tacoma TMP lays out the vision for the City, the Puget Sound Regional Council (PSRC) has identified a vision for the larger region in two documents: Transportation 2040 and Vision 2040.

Vision 2040 is a regional strategy prepared by the PSRC to accommodate projected growth in the Puget Sound region and Transportation 2040 is a regional action plan that identifies the transportation investments needed to serve that growth. A key element of Vision 2040 is focusing future growth into dense, walkable, mixed-use areas called Regional Growth Centers (RGC). Tacoma has two RGCs –

Downtown and the Tacoma Mall Area. These RGCs represent an important subset of the City’s designated Mixed Use Centers (MUCs), as these regional centers are high priority locations for transportation investments that will reduce overall VMT and GHG.

### **HOW DOES THE TACOMA MALL NEIGHBORHOOD PLAN ALIGN WITH REGIONAL AND CITY GOALS?**

The Subarea Plan calls for creating a denser and more diverse mix of land uses with a supporting transportation plan that includes improvements to the street network to increase connectivity, provide greater pedestrian and bicycle mobility, and improve access to transit, thereby improving mobility for all on a balanced transportation network. Therefore, the Subarea Plan translates the overarching citywide and regional land use and transportation goals into specific implementable actions for the Tacoma Mall Neighborhood. In addition to these actions, the Subarea Plan also identifies guiding principles to strategically determine the location of the transportation investments:

- Locate infrastructure improvements that have great placemaking potential, such as transit centers, streets, or parks, in areas with strong market potential;
- Locate infrastructure in areas with incomplete transportation systems to improve equity; and
- Locate infrastructure to more effectively move traffic, either for throughput or to provide less circuitous routes.

The TMP provides citywide guidance on many aspects of transportation—those goals and actions are not repeated within this Subarea Plan. Rather, this Plan focuses on goals and actions specific to the Tacoma Mall Neighborhood. The specific benefits of the Plan are discussed in more detail in the following section.

### **BENEFITS OF THE PLAN**

A key outcome of the Subarea Plan is a change in how people travel. There is ample research documenting that dense, mixed-use areas with strong transit connections and a well-connected grid of pedestrian and bicycle paths result in less overall vehicular travel. Specific examples are outlined below:

- **Urban Form Benefits** – Improving connectivity by breaking up large blocks and filling in missing sidewalk connections within the Tacoma Mall Neighborhood will result in benefits to the urban form. A more grid-like urban form with smaller blocks makes walking and bicycling more convenient and reduces the length of car trips by making for a less circuitous route. Increased intersection density provides network visibility choice and direct routes for all modes of travel.
- Improved connectivity and access creates value for individual properties. Based upon the assumption that visible street frontage is the most desirable location for mixed use and commercial development, creation of smaller blocks from larger blocks produces a net yield of increased street parcel frontage to properties that is visible from streets. Interior pads or areas of large sites with limited street frontage typically command lower lease rates than visible sites with direct access. Increased access to sites also increases value.

- **Travel Behavior** – Denser development with a better diversity of uses and a pedestrian/bicycle friendly network will allow residents and employees to meet more of their daily needs within the Tacoma Mall Neighborhood rather than traveling by car to other locations. This results in fewer vehicle trips as well as shorter vehicle trips. Compared to existing conditions, implementation of the Subarea Plan would result in a 20 percent drop in SOV mode share, tripling of the pedestrian/bicycle mode share, and near doubling of the transit mode share. This change is the result of synergies between denser and more mixed land use patterns along with the supportive transportation plan identified in this chapter. Without action from the City to advance the Subarea Plan, even a modest amount of new development with the existing high SOV trip rate could result in substantial traffic congestion and would further hinder the development potential of the Tacoma Mall Neighborhood.
- **Health Benefits**— Providing alternative transportation and complete streets to connect diverse land uses throughout the neighborhood can promote physical health and social well-being, thus bringing in “free” health benefits. This Subarea Plan gives health a higher priority in transportation planning which would emphasize active transportation, injury reduction, public transit, and mobility management strategies, particularly those that increase non-motorized travel.
- **Environmental Benefits** – Fewer and shorter vehicle trips translates to lower VMT and in turn, lower greenhouse gas emissions. The reduction in single occupant vehicle trips and VMT described above provides the greenhouse gas emissions reduction benefits of planting more than 150,000 new trees. This directly aligns with the City’s sustainability goals.
- **Economic Development** – The proposed street network improves access to more properties. Increased property access and visibility will create value throughout the neighborhood, to individual properties, and cumulatively, to the district. As a district, the neighborhood will ultimately become more marketable and desirable as a place. Many demand management strategies can provide direct economic benefits, such as congestion reduction, facility cost savings, and vehicle cost savings. This is particularly true of locations near high-capacity transit stations, where reduced private car usage or ownership can make housing more affordable.

Investing in the transportation system will provide more travel choices for residents, employees, and visitors of the Tacoma Mall Neighborhood. The improved mobility choices will help attract high-quality mixed-use urban development which in turn supports further sustainable transportation gains. The Subarea Plan helps set in motion this cycle of beneficial land use and transportation development. It is important to note that greater transportation choices and a diverse mixed-use neighborhood are some of the most important characteristics sought by millennials and retiring baby-boomers: two of the fastest growing demographic groups in the region.

While the Subarea Plan would provide these benefits to the Tacoma Mall area, it is important to note that auto travel and truck access are still critical elements to the success of the neighborhood. With both neighborhood and regional traffic growth, there will be substantial access and congestion issues for

autos, trucks, and buses without additional State or Federal Highway improvements. In particular, if the I-5 direct access ramp is not constructed, access to the Tacoma Mall area would be difficult due to congestion at the S Steele Street and S 38th Street intersection. Building the ramp would shift a critical volume of the auto demand from the S Steele Street and S 38th Street intersection to the direct access ramp, reducing congestion and allowing for improved access to the subarea.

## MULTIMODAL NETWORK PRIORITIES

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### LAND USE AND TRANSPORTATION

Land use type, intensity, and distribution, as a result of developments, greatly influences travel choices and decisions on placement and investments of transportation facilities. Because land use and transportation are fundamentally linked, it is important that transportation facilities be designed to meet both community desires and federal, state, regional, and local standards for functionality, safety, service, and efficiency. The Subarea Plan introduces new land uses to various areas. It is important to keep this new land use linked with the transportation system.

Accommodating a large percentage of future growth through transit-oriented development (TOD) and transit-supportive amenities will help create a safer, more comfortable pedestrian environment, encourage alternative transportation, promote active living, and enhance the quality of life of residents. The transportation system should also be designed to balance livability objectives with industrial activities, which are an important economic engine within the Subarea.

#### GOAL T-1

Build a transportation network that reinforces Tacoma's land use and urban design vision for the Tacoma Mall Neighborhood Subarea Plan.

##### Action T-1

Accommodate future growth through the development of a multimodal neighborhood transportation network designed to reduce the reliance on SOVs by Transit Oriented Development, transit-supportive development and amenities, a more traditional smaller-block and fully connected street system, a safer and more comfortable pedestrian environment, investing in alternative transportation choices, promoting active living, and enhancing the quality of life of residents.

##### Action T-2

Design the transportation system to balance livability objectives with major retail and employment activities, which are important economic engines within the neighborhood and City by maintaining acceptable congestion levels while enhancing the pedestrian and bicycle environment.

##### Action T-3

Encourage land use patterns and developments within the Tacoma Mall Neighborhood that support non-SOV travel and provide multimodal transportation options and intermodal connectivity including increased development density and a mix of housing, jobs, and commercial/retail.

**Action T-4**

Approve street and alley vacations only for public purposes.

**Action T-5**

Implement access management principles along 38th Street to consolidate access points onto the arterial, potentially utilizing alleys or the new street grid.

**GOAL T-2**

Protect natural, as well as neighborhood, assets to create and connect places where people can live, work, and play in a safe and healthy environment.

**Action T-6**

Support urban design treatments and apply Crime Prevention through Environmental Design (CPTED) principles that consider aesthetics, beautification, safety and walkability in designing and locating transportation facilities. Consider first the conceptual multimodal streetscape typical cross-section designs included in this Subarea Plan and consider updating design guidelines and streetscape standards for the Tacoma Mall Neighborhood.

**MODAL PRIORITIES**

The transportation component of the Tacoma Mall Neighborhood Subarea Plan follows the framework set by the City's TMP. The TMP focuses on a layered network approach that identifies modal priorities on the City's arterials. This policy was influenced by two earlier frameworks, the Complete Streets Policy and the City's Green Transportation Hierarchy, which are described below.

**COMPLETE STREETS POLICY**

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 multiple users – pedestrians, bicyclists, transit riders, and people of all ages and abilities, as well as freight and motor vehicle drivers. The City's Complete Streets policy states that the City will develop and maintain a safe, accessible, and clean transportation network that accommodates all users, whether moving by an active mode, transit, truck or car, while recognizing that not all streets provide the same quality of travel experience.

**GOAL T-3**

Build a complete streets network throughout the neighborhood that safely and comfortably accommodates people of all ages and abilities and improves the overall sense of place in the public realm.

**Action T-7**

Allow on-street parking on low-volume, low-speed streets.

**Action T-8**

Implement the Tacoma Mall Neighborhood Subarea Complete Streets network by utilizing the design guidelines, cross sections and concepts shown on Figures 42, 43 and 44 as the default for roadway design and construction by both the public and private sectors.

Figure 42 classifies roads within the subarea as different complete street typologies. The corresponding typology cross sections are shown in Figure 43. These Complete Streets are designed to take advantage of the major purposes of each roadway, while accommodating all modes within the existing right-of-way on most streets. Thus, most streets take a multimodal approach to design, though bicycle corridors are planned to have more useful bike features, while vehicle heavy roadways will cater to that mode. The typical cross sections shown in Figure 43 are based on Tacoma’s adopted Complete Streets Design Guidelines for Mixed-Use Centers refined to reflect typical right-of-way widths in the Subarea. They are intended to be applied with substantial flexibility to accommodate existing conditions, right-of-way limitations, and specific project needs.

In addition, the Subarea Plan includes proposed street layouts and streetmix views of three key corridors in the Tacoma Mall Neighborhood (Steele Street, Tacoma Mall Boulevard, and 38th Street). These design concepts further refine complete streets principles for these priority corridors to inform and spur implementation of future improvements. The three corridor conceptual designs are provided in Figure 44.

**MULTIMODAL SYSTEM**

An efficient multimodal system accommodates the needs for the safe and efficient movement of people and goods. Effective transportation system management measures should be utilized to support safe and efficient travel for all users. This includes alternative such as skateboards, roller skates and scooters. Tacoma recognizes that transportation needs and travel choices may change over time as new alternatives become available. Additionally, the City acknowledges that goods movement is critical to Tacoma’s economic development and well-being.

By including environmental justice and health equity considerations in transportation planning, Tacoma considers how multimodal projects can be developed and sited to promote safety, support public transit, reduce motor vehicle use, minimize intermodal conflicts, enhance freight mobility, and accommodate the mobility needs of Tacoma residents and visitors, especially those from traditionally underserved neighborhoods or vulnerable populations. These objectives are relevant in the Tacoma Mall Subarea where there is a current imbalance favoring vehicular transportation, and the subarea is shifting toward improved balance by building a robust bike and pedestrian networks. This network serves an underserved population and can have a significant benefit to low income households by reducing the dependency on car ownership.

**GOAL T-4**

Prioritize the movement of people and goods via modes that have the least environmental impact and greatest contribution to livability in order to build a balanced transportation network that provides mobility options, accessibility, and economic vitality for all.

**Action T-9**

Build the Tacoma Mall Neighborhood transportation network using a “layered network” framework, which focuses on how the subarea transportation network can function, as a system, to meet the needs of all users.

**Action T-10**

Implement transportation network projects included in the plan based on the short, mid, and long-term prioritization recommendations outlined in the Key Transportation Projects section of this plan. The short-term priority projects, such as the Loop Road, can be a catalyst for redevelopment while forming the foundation of a system that internally captures more trip-making and begins a modal shift away from SOVs.

**Action T-11**

Employ Transportation Demand Management (TDM) measures to increase the Tacoma Mall Neighborhood’s mode share by non-single occupant vehicles and to develop a neighborhood that is welcoming, pleasant and safe for walking, biking, and transit.

**Action T-12**

Monitor the Tacoma Mall Neighborhood’s mode share to track the progress toward achieving the mode split targets shown in Table 1.

Table T-1. Mode share (%)

Alternative	SOV	HOV	Walk/Bicycle	Transit	Internal Vehicle Trips
Existing	72%	8%	4%	5%	11%
Tacoma Mall Neighborhood Plan	52%	9%	12%	9%	18%

Other performance measures that could be used to evaluate the success of the project include volume-to-capacity ratios, intersection LOS, and system completeness.

**Action T-13**

Support the transportation needs of this traditionally underserved neighborhood through investment in equitable modes of transportation and provide “catch-up” investment as necessary.

**Action T-14**

Build the transportation system, as defined in the near-term project list, at a rate equal or ahead of the pace of development during the planning horizon. This system completeness standard is measured against the proportion of the transportation network that is constructed, and will be accompanied by performance measures that track the transportation system’s progress toward meeting the policy goals set forth in this document.

**Action T-15**

Strive to reduce crashes and collisions by working towards “target zero” of deaths and injuries within the Subarea using education, enforcement, and engineering with a priority placed on high-crash locations.

**Mode-specific actions are presented in the following sections.**

**STREET NETWORK**

Street Network enhancements are vital for providing mobility for all modes throughout the neighborhood. Creating stronger connections between the Water Flume Trail, new grid streets, I-5, and other important geographical areas will improve access for people regardless of what mode they use. Improved connections within and to the Tacoma Mall Neighborhood enables better regional access. The recommended street network is shown in Figure 45, and referenced in more detail in Chapter 3 – Urban Form. Network enhancements should be completed through the following actions:

**Action T-16**

Reconnect the grid where present (residential) and extend north/south streets north across 38<sup>th</sup> to create new similarly-scaled blocks.

**Action T-17**

Create new connections, for example the S 35<sup>th</sup> Street extension (see Figure 45 for the street network).

**Action T-18**

Utilize a range of options for developing the new grid network – including via private property using criteria-based connectivity requirements for all properties or City-led public projects.

**TRANSIT NETWORK & STREETS, STATION LOCATIONS & ACCESS**

Transit has a major role to play in achieving the transportation and land use goals of the RGC. While the City does not own or operate transit, it can help to improve transit access and performance. The City is looking ahead to potential rail and High Capacity Transit (HCT) investments. Tacoma can invest in transit-supportive actions (signal priority, queue jumps, dedicated right-of-way, etc.) to support HCT investments by Pierce Transit or Sound Transit.

**Action T-19**

Relocate the existing Tacoma Mall Transit Station to a central location within the Subarea in order to improve access and increase ridership.

The geographic area in the neighborhood where a high capacity transit station would provide the greatest access to transit, support infill and TOD benefits is identified in Figure 46. This potential station area was chosen through consideration of funding agency station location criteria in the local context where highest intensity development is identified to occur.

**Action T-20**

Enhance station access by exploring the operation of a direct bus or shuttle connection to the South Tacoma Way and/or Tacoma Dome Sounder Station from the Tacoma Mall Neighborhood, other improvements to the subarea's bike and pedestrian access to stations, station aesthetic improvements, and routes that serve the community in an efficient way.

Future transit routes with connections between South Tacoma Station, Tacoma Mall Transit Center, and the Tacoma Mall area are seen in Figure 47.

**Action T-21**

Advocate for the extension of regional light rail service to the Tacoma Mall Neighborhood RGC and participate actively in the LINK Extension study which is included in ST3. Light rail in the neighborhood would substantially advance economic development goals and the ability for the neighborhood to exceed the mode share targets identified previously.

**Action T-22**

Engage with Sound Transit to add the Tacoma Mall Neighborhood RGC transit center as a stop on the express bus service from Lakewood to Seattle.

**Action T-23**

Explore feasibility of a Sounder station in the Northwest District of the Tacoma Mall Neighborhood as well as potential pedestrian connections to accommodate the station. Development of a strong visual connection and pedestrian corridor down the hillside between the Northwest District and South Tacoma Way, as envisioned in Figure 3, Illustrative Vision Plan, would establish a strong linkage between the neighborhood and future rail transit station, as shown in Figures 3 and 21. Such a corridor would also provide significant stormwater benefits to the District.

**BICYCLE & PEDESTRIAN NETWORK**

A connected, convenient, comfortable and safe bicycle and pedestrian network is fundamental to the Subarea Plan vision, particularly to transportation and land use goals. The bicycle and pedestrian network shown in Figure 48 is the long range vision for promoting biking and walking options. The networks were developed in consultation with the BPTAG. These corridors have been integrated into the Priority Projects list.

**Action T-24**

Implement the proposed internal Loop Road to provide bicycle friendly configurations, as well as the bicycle facilities shown in the Subarea Plan Pedestrian and Bicycle Facilities Network, Figure 48, to give bicyclists regional access to and from the Tacoma Mall Neighborhood.

**Action T-25**

Implement the key pedestrian connections including those shown in the Subarea Plan Pedestrian and Bicycle Facilities Network, Figure 48, providing access to Tacoma Mall, Water Flume Trail, and transit facilities, as well as providing residential connections within the Subarea and to adjacent neighborhoods.

**INTERGOVERNMENTAL COORDINATION AND CITIZEN PARTICIPATION**

Coordinating with other agencies is a vital step in the process of securing improvements and change in the subarea. The City works hand in hand with many other agencies to achieve the community's transportation and related goals. In turn, the public and private sectors ultimately share common goals for the success and growth of the Subarea. Collaboration is essential to bringing about change.

**GOAL T-5**

Proactively develop partnerships with public and private partners to best serve all users of the Tacoma Mall Neighborhood transportation system.

**Action T-26**

Proactively develop partnerships with WSDOT, Sound Transit, Pierce Transit, the Department of Ecology, private property owners, and Metro Parks to leverage transportation investment revenue targeted at the Tacoma Mall Neighborhood. Pursue PSRC, FTA, Fixing America's Surface Transportation (FAST) Act, TIGER, Private, etc., grants and matches.

**Action T-27**

Actively coordinate with WSDOT to plan and fund the I-5 Direct Access to Tacoma Mall Capacity Improvement Project. Complete necessary planning studies for inclusion in the WSDOT STIP.

**Action T-28**

Actively coordinate with Sound Transit, Pierce Transit, Intercity Transit and other partners to plan and fund High Capacity Transit service to the Subarea, including the siting (including property acquisition) and development of a multimodal transit station and the necessary transit-supportive amenities (see Figure 47 for priority transit station siting area). Complete necessary planning studies for inclusion in future Sound Transit investment packages and Pierce Transit's next update to their *Destination 2040* Long Range Plan.

**ENVIRONMENTAL, FISCAL STEWARDSHIP AND SOCIAL ACCOUNTABILITY**

The City of Tacoma recognizes that transportation has a major effect on climate change and our environment. The transportation system needs to be established in the most fiscally responsible manner that serves both today's users and future generations. The City adopted its Climate Action Plan (CAP) in 2008, which lays out strategies for addressing climate change. In addition, the City of Tacoma became the first "Greenroads Community" in June 2014 through adoption of Resolution 38945. Greenroads is a sustainability ranking system used by the City of Tacoma. This means that the City is committed to developing a policy for the City's roads and other transportation infrastructure in order to be models of environmental, economic, and social stewardship and by setting community goals of sustainable design, construction, and maintenance. The strategies outlined in the CAP and the Greenroads policy can be applied to great effect in the Tacoma Mall Neighborhood.

The Subarea Plan is expected to reduce single occupant vehicle (SOV) use by about 20 percent when compared to existing mode share. This reduction in SOV mode share will result in substantive reductions in GHG emissions.

**GOAL T-6**

Design an environmentally, socially, and fiscally sustainable transportation system that serves its users through strategic planning efforts, funding, and projects.

**Action T-29**

Implement the high priority projects listed in this Subarea Plan to reduce car use and encourage transit, walking, and bicycling which are key to limiting transportation-related environmental impacts.

**Action T-30**

Utilize structural and operational best management practices for stormwater, to ensure runoff does not cause impacts to receiving waters through green stormwater infrastructure, use of pervious surfaces, and other techniques.

**Action T-31**

Prioritize system preservation, maintenance, and repair to protect existing and future transportation investments, and focus on specific issues in this area including the I-5 pedestrian overpass.

**TRANSPORTATION DEMAND MANAGEMENT (TDM)**

Tacoma's Climate Action Plan (CAP) establishes carbon reduction goals for the City and community and offers more than 40 new strategies to achieve those goals. The CAP includes strategies to move people and goods more efficiently and to enhance compact livable neighborhoods. The CAP includes goals to increase the mode share by non-single occupant vehicles and to develop neighborhoods that are welcoming for walking and biking. Tacoma has recently adopted the Environmental Action Plan (EAP) to further refine the strategies of the CAP. The transportation actions for the Tacoma Mall Neighborhood as part of the Subarea Plan are direct reflections of this goal to provide more transportation choices.

With the Tacoma Mall Neighborhood expected to remain a major employment area in the future, it is important to implement strategies and programs, including parking policies, to further reduce single occupant vehicle trip making for commute trips. The neighborhood's strong transit connections and the option for people to live near their workplace in a dense mixed use community are strong complements to transportation demand management strategies.

**GOAL T-7**

Develop and implement transportation demand management strategies and programs that contribute to the overall effectiveness of the multimodal transportation system.

**Action T-32**

Continue the Commute Trip Reduction (CTR) program in the Mall area, per the CTR Ordinance adopted by the City in 2008 as required by Washington State law. Encourage Tacoma Mall Neighborhood employers to offer incentives for commute options including use of carpools/vanpools, fully paid transit passes, and parking cash out programs that encourage multi occupant commutes.

**Action T-33**

Enact a parking demand management strategy including, but not limited to:

- Deploy the City's residential parking zones (RPZs) program to prioritize curb space for neighborhood residents and their visitors while maximizing the use of the Right-of-Way with deployment of time stay controls.
- Review Tacoma's parking codes to ensure they align with the desired urban setting. This may include adopting parking maximums rather than minimums for new developments and major remodels.
- Encourage shared parking by developing public parking facilities that promote a "park once" concept. Additionally, future developments should embrace, where partnerships make sense, multi-use shared parking facilities where the tenant mix allows for the maximum use of the parking space.
- Eliminate subsidies for drive-alone employees.

The City's CTR Plan is an evolving document that is frequently updated and provides guidelines for the City and major employers affected by State law to implement effective strategies to achieve trip

reduction goals. The CTR Ordinance establishes requirements for affected employers, including an appeals process, and procedures for the City for program administration, monitoring, enforcement and intergovernmental coordination. It is expected that the CTR program's effectiveness will increase as the neighborhood transforms into a more urban environment with additional transportation choices.

## FUTURE SYSTEM NEEDS

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### METHODOLOGY

The Tacoma Mall Neighborhood's future transportation system needs were evaluated using the City of Tacoma's travel demand model and the PSRC 2040 regional model to forecast future travel demand for each alternative. The travel forecasts are an estimation of how many trips are generated under each alternative and how those people will choose to travel. The land uses and roadway network assumed for each alternative are described in Chapter 3 – Urban Form. Before the City of Tacoma Travel Demand Model was applied for use on the transportation analysis, model validation was conducted to determine how the Model was performing City-wide and in the Tacoma Mall sub-area. Overall, the Model performed well and was determined well suited for sub-area demand forecasting.

For the 2040 No Build, and the Subarea Plan Build alternatives, mode share (i.e., the share of travel completed by single occupant vehicle, carpool, transit, walking and biking) was estimated using an enhanced trip generation tool called MainStreet. MainStreet integrates traditional trip generation methods with modern knowledge and current practices to more accurately estimate vehicle trips and mode. The tool accounts for the unique environmental characteristics of the project site including demographics, diversity of land uses, access to transit, and intersection density. MainStreet is sensitive to higher densities, unique demographics, higher transit levels, and a well-developed pedestrian system. Factors that differentiate between the two 2040 scenarios were entered as variables to determine the change in mode share. The MainStreet calculation worksheet is found in [Appendix T-A](#), where the internal capture change in percent represents the change in single occupant vehicle ridership. Future mode share goals are shown in Section 8.5.

### MODEL RESULTS

Table 2 summarizes the intersection level of service (LOS) results for the 2040 Subarea Plan compared to existing conditions and No Build 2040 scenario. Figure 49 and Figure 50 are maps representing Existing Intersection LOS and segment LOS, respectively.

Table T-2. Intersection Level of Service

ID	Intersection	Control Type	2015		2040 No Build		2040 Subarea Plan	
			LOS	Delay (sec/veh)	LOS	Delay (sec/veh)	LOS	Delay (sec/veh)
1	S Pine St & S Tacoma Way	Signal	C	23	D	60	D	60
2	S Tacoma Way & S 35th St	Signal	A	4	B	15	B	16
3	S Lawrence St & S Tacoma Way	Side Street Stop*	B	12	F	96	F <sup>1</sup>	>150
4	S Pine St & S 36th St	Signal	A	6	B	12	B	14
5	S Tacoma Way & S 38th St	Signal	A	9	D	45	C	30
6	S Warner St / Union Ave & S 38th St	Signal	B	18	C	22	C	24
7	S Lawrence St & S 38th St	Signal	B	11	C	33	D	49
8	S Cedar St & S 38th St	Signal	B	14	A	10	B	11
9	S Pine St & S 38th St	Signal	D	42	E	59	D	49
10	S Fife St & S 38th St	Side Street Stop*	F	74	F	>150	C	21
11	S Steele St & S 38th St	Signal	E	64	F	144	D	38
12	I-5 NB On-Ramp & S 38th St	Signal	A	8	B	13	B	13
13	S Steele St & Tacoma Mall Blvd	Signal	B	19	B	16	C	22
14	S Tacoma Way & S Washington St / S 41st St	Signal	B	16	C	26	C	26
15	S Pine St & S 42nd St	Side Street Stop*	C	19	F	>150	D	26
16	S Pine St & S 45th St	Signal	B	13	B	16	D	46
17	S Tacoma Way & S 47th St	Signal	B	13	B	12	B	13
18	S Lawrence St & S 47th St	Side Street Stop*	C	16	C	21	B	14
19	S Oakes St & S 47th St	Signal	C	26	C	32	D	43
20	Tacoma Mall Blvd & S 48th St	Signal	B	19	D	43	D	43
21	S Lawrence St & S 56th St	Side Street Stop*	D	32	D	41	D	33

Notes: 1. LOS for Side Street Stop Controlled intersections is based on the leg with highest delay, i.e. the minor street with the stop sign control. For the S Lawrence Street and S Tacoma Way intersection, there is high side-street delay because of heavy cross traffic on the main arterial. However, a signal warrant is not forecast to be met under 2040 conditions. Therefore, mitigation to reduce delay to less than LOS F conditions is limited to access control (e.g., reconfiguring the intersection to prohibit left turns).

The internal Loop Road is an important feature of the Subarea Plan. As shown in Table 1, the Loop Road intersections with major streets like S Pine and S 38th have more delay than in the No Build scenario, reflecting greater traffic, however, delay at intersections between major streets (e.g., S Pine and S 38th) are lower because traffic is more dispersed. Overall, the implementation of the loop road does not lead to a significant increase in delay or degradation of LOS in the study area. The results also show that the I-5 direct access ramp alters travel patterns, allowing vehicles to bypass the Steele Street and 38th Street intersection, particularly reducing volumes in the westbound left turn lane. This reconfiguration of travel through the busy Steele Street and 38th Street intersection allows for a reconfiguration of turn lanes, greatly improving the delay and LOS at the intersection. The quality of design of the Loop Road will be key to its level of use.

In addition to intersection LOS, the City considers the volume-to-capacity (V/C) ratio on arterial roadway segments to evaluate if enough capacity is provided to serve travel demand. In a given area -- in this case the Tacoma Mall Neighborhood -- the City requires that 85% of arterial lane miles are operating with V/C ratios of LOS E or better. Under both alternatives, 97% of arterial lane miles would meet that threshold indicating that overall capacity within the Subarea is sufficient. However, there are chokepoints within the system that are not reflected in this metric. Those chokepoints must be addressed, as proposed in this Subarea Plan, to allow the Tacoma Mall Neighborhood to thrive in the future.

## KEY TRANSPORTATION PROJECTS

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This Plan identifies the priority projects needed to realize the City's vision for the Tacoma Mall Neighborhood; these projects are needed to achieve mode shift within the area. A generalized prioritized project list is presented along with a more detailed list of projects identified for near-term (within 5 years), mid-term (5-15 years), and long-term (15+ years) implementation. It is important to recognize that changing the fabric of the transportation system in a large neighborhood like Tacoma Mall takes time to identify funding and have supportive land uses begin to develop. The timelines presented in this section are for general guidance. However, early catalyst projects and planning efforts are critical to begin the transition.

### GOAL T-8

Provide improved transportation facilities through a combination of new construction and improvements to existing infrastructure to support a shift in travel behavior and improve the urban form and economic vitality of the Tacoma Mall Neighborhood.

#### Action T-34

Integrate the projects and project ranking criteria included in the Tacoma Mall Neighborhood Subarea Plan into the City's TMP.

#### Action T-35

Aggressively pursue grants and other funds to implement the projects identified in this Plan.

## OVERALL PRIORITY PROJECT LIST

This section describes the overall project priority list for the Tacoma Mall Neighborhood. This list highlights the major projects that the project team identified as being necessary to achieve the urban form and travel choice outcomes identified in this plan. This list was developed by a subcommittee of the project team created who created project prioritization matrix that aligns with the Plan’s goals and actions. All of the projects were evaluated based on the following criteria:

1. Advances land use objectives
2. Safety
3. Storm water management (regional and sub-area treatment)
4. Advances Mode Split
5. System Completeness and Connectivity
6. Urban Design Opportunities
7. Leverage Partnerships (WSDOT, Pierce Transit, Sound Transit, Pierce County, FTA, etc.)
8. Capacity Enhancements
9. Capital Cost to City
10. Feasibility
11. Promotes Transit-Oriented Development

The projects were then ranked by their final score and organized in terms of near, mid, and long-term priorities. The results can be seen in Table 3. This is a snapshot of today’s priorities and may change over time as the Tacoma Mall Neighborhood redevelops. These projects serve various modes, and help meet goals set in the Network Priorities section. Table 3 and Figure 51 highlight the highest rated projects identified by the team. A brief description of several of the major projects follows the table.

Table T-3. Project List

Project	Description	Potential Partners	Cost (\$ thousands)	Phase
Near-Term Priorities (0-5 years)				
1. Loop Road Demonstration Project	Initial implementation of a section of the Loop Road – would include a study to identify the best location	Property Owners	\$1,500	Design, Right-of-way, Construction
2. I-5 Direct Access/HOV Ramp – Phase 1	Preliminary engineering study for new direct access/high occupancy vehicle freeway off ramp	WSDOT, Transit Providers, Property Owners	\$900	Design
3. Madison District— Green Stormwater	Initial implementation of permeable pavement and rain garden bulb-outs of residential streets	Property Owners	\$5,000	Design, Right-of-way, Construction

	Infrastructure Streets – Phase 1				
4.	S. 38th Street / S. Steele Street Intersection	Revise intersection channelization to improve vehicle operations; may require new turn lane	Property Owners	\$500-1,500	Design, Right-of-Way, Construction
5.	S. Sprague Avenue Bike Connection	Add bicycle connection from I-5 Bike/Ped Bridge along Sprague Ave to Steele Street, S 35 <sup>th</sup> St and S Tacoma Way	Property Owners	\$2,100	Design, Right-of-Way, Construction
6.	Tacoma Mall Transit Center – Phase 1	Location study and preliminary design for new transit center (in conjunction with ST3 high capacity transit study)	Transit Providers, Property Owners	\$900	Design
Mid-Term Priorities (5-15 years)					
7.	I-5 Direct Access/HOV Ramp	New direct access/High Occupancy Vehicle freeway off ramp	WSDOT, Transit Providers, Property Owners	\$27,650	Design, Right-of-Way, Construction
8.	Tacoma Mall Transit Center	New transit center with six bus bays, shelter, layover space, and passenger amenities	Transit Providers, Property Owners	\$28,000	Design, Right-of-Way, Construction
9.	I-5 Transit Connector	Enhancements for transit speed and reliability between I-5 and new transit center location	Transit Agencies, Property Owners	\$2,450	Design, Right-of-Way, Construction
10.	Transit-Supportive Actions	Speed and reliability enhancements to support planned high capacity transit routes	Transit Providers	TBD	Design, Right-of-Way, Construction
11.	S. 38th Street Complete Streets/ Gateway Project	Complete Streets redesign and incorporate gateway features on S 38th Street between S. Tacoma Way and I-5	Property Owners	\$10,660	Design, Right-of-Way, Construction
12.	Loop Road – Phase 2	Complete Loop Road – multimodal internal	Property Owners	\$12,700	Design, Right-of-Way, Construction

		connector emphasizing bike, pedestrian and green stormwater features			
13.	Madison District— Green Stormwater Infrastructure Streets – Phase 2	Permeable Roadway Facilities in the Madison Neighborhood	Property Owners	\$3,230	Design, Right-of-Way, Construction
14.	Lincoln Heights— Green Stormwater Infrastructure Streets	Permeable Roadway Facilities in the Lincoln Heights Neighborhood	Property Owners	TBD	Design, Right-of-Way, Construction
15.	Pine St & 42 <sup>nd</sup> St Signal	Add a signal at the intersection of Pine St and 42 <sup>nd</sup> St.	Transit Providers, Property Owners	\$300	Design, Right-of-Way, Construction
16.	Pine Street— Complete Streets/ Gateway Project	Complete Streets redesign including bicycle and transit service	Transit Providers, Property Owners	\$2,640	Design, Right-of-Way, Construction
17.	S. 47th/48th Street Complete Streets/Bike Connection	Complete Streets redesign incorporating bike connection from I-5 bridge to Water Flume Trail	Property Owners	\$5,040	Design, Right-of-Way, Construction
18.	S. 48th Street Overpass	Widen existing overpass of I-5 or build a new adjacent bridge for improved bicycle/ pedestrian connection to the subarea	WSDOT	\$1,810	Design, Right-of-Way, Construction
19.	Area-wide sidewalk gaps	As development occurs, connect sidewalk system, addressing gaps and substandard conditions	Property Owners	\$14,230	Design, Right-of-Way, Construction
<b>Long-Term Priorities (15+ years)</b>					

20.	S. 35th Street Bike Corridor	Add bicycle facility and extend corridor to South Tacoma Way	Property Owners	\$2,720	Design, Right-of-Way, Construction
21.	S Fife St to S 48 <sup>th</sup> St Bike Connection	Add bicycle connection between the Lincoln Heights and Mall Districts to S 48 <sup>th</sup> St	Property Owners	\$570	Design, Right-of-way, Construction
22.	S 40 <sup>th</sup> St Bike Connection	Add bicycle connection from S Tacoma Way to S Fife St	Property Owners	\$1,250	Design, Right-of-way, Construction
23.	Warner St Bike Connection	Add bicycle connection from S 38 <sup>th</sup> St to S 47 <sup>th</sup> St	Property Owners	TBD	Design, Right-of-way, Construction
24.	Area-wide Active Transportation Pathways	Add pedestrian pathways and missing link bike connections called for in the Subarea Plan	Property Owners	TBD	
25.	Area-wide street grid connections	As development occurs, add new street connections to enhance overall mobility for all modes	Property Owners	\$39,110	Design, Right-of-Way, Construction

## Notes:

1. These are order of magnitude cost estimates for planning purposes. No right of way costs are included.
2. The City will pursue funding opportunities as they become available and projects may begin sooner than anticipated.

**LOOP ROAD**

The Loop Road connects the Tacoma Mall Neighborhood's four districts together, while also helping to improve connectivity within each individual district. While each section of Loop Road may have a different cross section, they will all create a safer and more usable environment for vehicles, pedestrians, bicycles and other modes. This Loop Road will help to connect the new land uses with each other, as well as create a larger sense of home in the Tacoma Mall Neighborhood. The initial near-term implementation of the Loop Road would serve as a demonstration project to highlight the design features, show a commitment of public investment in the area, and catalyze future redevelopment

**I-5 DIRECT ACCESS RAMP**

This project is envisioned as a new southbound off-ramp from I-5 to either Tacoma Mall Boulevard or S 48th Street (the exact location of the ramp would be determined through a formal scoping and project development process with WSDOT). The ramp would provide a more direct connection to the Tacoma Mall Neighborhood from southbound I-5. Benefits of this project include the following:

- Increases safety, improves mobility, reduces congestion and increases travel time reliability
- Reduces incidence of off-ramp backups from S 38th and S 56th Streets
- Improves transit access, on-time performance, and speeds to the Tacoma Mall Neighborhood
- Supports growth and mobility goals in Vision 2040, One Tacoma Plan and the Tacoma Transportation Master Plan
- Improves distribution of traffic exiting southbound I-5 onto local streets
- Supports redevelopment efforts within the Tacoma Mall Neighborhood by improving access to properties and network choices
- Improves access for local businesses, freight operators, and emergency response vehicles by filtering traffic through a grid of local streets
- Substantially reduces congestion on S 38th Street between I-5 and S Steele Street
- Redirects some traffic from the congested S 56th St. and I-5 interchange

The completion of the direct access ramp is projected to serve between 500 and 600 vehicles during the PM peak hour. A large portion of these vehicles would be travelling through the Steele St and S 38th St intersection, substantially reducing traffic congestion and improving LOS for buses, trucks, and autos.

Table 3 identifies a near-term project to complete the initial design and permitting studies (known as an Interchange Justification Report). After the initial studies are complete, the construction of the new ramp has been identified as a mid-term project to ensure adequate transit and vehicle capacity in the subarea.

## EXTERNAL CONNECTIONS

Great attention was paid in the neighborhood planning process to strengthening the connections between the Tacoma Mall Neighborhood and surrounding neighborhoods. While the Tacoma Mall Neighborhood does have a boundary, it is important to recognize the interconnections between the Mall area and other parts of the City. The TMP identified many multimodal transportation improvements that are citywide in scale, and provide connections to and through the Tacoma Mall Neighborhood. For example, the S 38th Street and Pine Street Complete Streets/Gateway projects (Projects 7 and 10 in Table 3) will improve connectivity to areas outside of the Mall neighborhood, as well as internally. Another bicycle facility is proposed over I-5 at S 48th Street, helping to remove I-5 as a natural barrier between the Tacoma Mall Neighborhood and other parts of the city and to improve the 47th/48th Street corridor within the neighborhood. All the projects listed above are identified as mid-term priorities for the neighborhood. These projects will complement new development in the area and build-out the active transportation connections which are important to meeting the overall mobility and mode share goals of the neighborhood. Other longer-term projects are also identified to continue to strengthen external connections as the area builds out.

## PEDESTRIAN CONNECTIONS

Almost everyone is a pedestrian at some point during the day. The neighborhood plan recognizes the importance of meeting the needs of the pedestrian and gives a high priority to provide accessible, continuous, comfortable network of pedestrian facilities. Therefore, all but one of the key multimodal transportation improvement projects shown in Table 3 include investments in pedestrian facilities. In addition, the plan calls for improvement of pedestrian connections from adjacent neighborhoods into the Subarea, as well as enhanced pedestrian site access standards associated with property development. Several of the near and mid-term priority projects include a significant pedestrian component, including the Loop Road project and the S 38th Street Complete Streets/Gateway project.

## TRANSIT INVESTMENTS

While investments in high capacity transit service are not specifically identified on the near-term priority list (as the City does not own or operate transit service), a study to explore potential locations and design options for a new Tacoma Mall Transit Center is identified as one of the initial projects. While the final location would need to be identified as part of this study, the blue hatched area shown in Figure 46 highlight strong potential locations. In addition to facilitating a new Transit Center, Tacoma has identified a Transit-Supportive Streets Typology which will be applied to transit corridors within the Subarea. As stated in Actions T-20 and T-21, this Plan recommends working with Sound Transit and Pierce Transit to explore extension of Sound Transit Express Bus service to the neighborhood and future High Capacity Transit options including bus rapid transit and light rail. The relocated transit center and I-5 direct access ramps will greatly facilitate future transit service to the neighborhood.

## TACOMA MALL BOULEVARD RELOCATION

While not identified in the list above, the City is evaluating an option to relocate Tacoma Mall Boulevard farther west to allow for additional development potential between the relocated Tacoma Mall Boulevard and I-5. This street would be designed to effectively move vehicles through the neighborhood, providing high visibility for retail and office uses that would locate between the new road and I-5. Movement of traffic would need to be designed in a manner that supports a dense walking district, such as slow vehicular speeds and frequent safe pedestrian crossings, such that the roadway design does not conflict with the walking district character. By providing a major north-south thoroughfare, Tacoma Mall Boulevard would allow other streets in the neighborhood to offer a calmer and improved pedestrian and bicycle environment.

The success of the Subarea Plan is not contingent on the ultimate location of Tacoma Mall Boulevard, therefore, it is not shown as a required project in the list and map above. However, depending on the geometric requirements of the I-5 Direct Access Ramp and the desires of land-owners in the Mall District of the Subarea Plan, this option may ultimately move forward.

## FUNDING SOURCES

Specific funding sources have not yet been identified for the projects included in this Plan. The City should pursue grants and other funding sources, including local improvement districts (LIDs), a transportation benefit district, cost sharing with public utilities, the gas tax, real estate excise tax, street vacation, or debt financing. As the Tacoma Mall is part of a designated Regional Growth Center, it

receives priority for certain funding from the PSRC. Additionally, the air quality benefits of the transportation projects in this plan position the area well for Congestion Management Air Quality (CMAQ) grants from the federal government.

The City should also consider implementing an impact fee program to contribute funding to these projects. An impact fee could be established for the Tacoma Mall Neighborhood specifically, or across the entire City. A longer-term strategy could include a tax on parking, which could be in place when/if paid parking becomes prevalent in the area. In the absence of an impact fee, new development in the Tacoma Mall Neighborhood could be subject to a fair-share impact mitigation fee, as identified in by the Environmental Impact Statement. The next sections identify a set of potential priorities that could form the basis for the fair-share impact assessment. The projects are identified to encourage initial development and keep fees low to take advantage of the existing infrastructure in the area, with potentially higher fees for later developments to support additional infrastructure needed to support development.

### **GOAL T-9**

Obtain funding through a variety of sources to support implementation of the Subarea Plan.

#### **Action T-36**

Adopt an ordinance that would enable the City to recover expenses associated with preparation of the Subarea Plan EIS through fees on development that occurs in the Tacoma Mall Neighborhood, consistent with Revised Code of Washington 43.21C.420(6).

#### **Action T-37**

Analyze the potential to create an impact fee program, as well as other new funding sources and mechanisms, for the Tacoma Mall Subarea projects and implement the most feasible and cost-effective mechanisms.

### **PHASING**

The City has determined through the transportation analysis that certain projects become necessary with growth to accommodate traffic impacts. Furthermore, it is recognized that transportation projects are catalytic to positive neighborhood change and growth, and that they achieve multiple objectives particularly when combined with green stormwater features. Therefore, the City has calibrated this phased implementation approach to make a focused effort that builds positive momentum over a relatively short period. Table 3 summarized the general phasing strategy and this section provides some additional detail and the further describes the intent of several of the key projects and the phasing strategy.

In addition to catalyzing growth through strategic public investment, the City recently adopted system completeness as a concurrency metric. The underlying policy is that the City will build the transportation system as defined in the TMP at a rate equal to or ahead of the pace of development during the planning horizon. This is determined by comparing the progress of development completion and infrastructure completion in relation to the City's 2040 goals. Therefore, the City will need to monitor the rate of development within the Tacoma Mall Neighborhood and ensure that infrastructure completion is keeping pace.

In order to achieve these project goals, new funding strategies are needed. The total project costs of the short term priorities are approximately \$11 million within 5 years. The Mid-term projects are \$109 million which must be raised within 15 years to stay on course. The long-term projects total \$44 million. Note that large projects are typically funded through a variety of different sources, so the projects would not be entirely funded by Tacoma. However, even with grants and other funding sources, the priorities identified in this plan are unlikely to be achievable with current funding sources and some of the strategies listed above must be implemented. Additionally, strategic funding partnerships with other agencies like WSDOT, Sound Transit, and Pierce Transit are critical to implementing the projects identified in this plan.

## PERFORMANCE MEASURES

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The following performances measures should be tracked to evaluate the progress of the Subarea Plan:

- Mode share - track the progress toward achieving the mode split target shown in Table 1.
- Safety – progress toward Target Zero goal.
- System completeness
- Volume-to-capacity ratios
- Intersection LOS

## REFERENCES

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Todd Litman, September/October 2003, Integrating Public Health Objectives into Transportation Decision-Making, American Journal of Health Promotion, 18[1]:103–108, Available at: <http://www.vtpi.org/AJHP-litman.pdf>

Todd Litman, March 2016, If Health Matters: Integrating Public Health Objectives in Transportation Planning, Available at: <http://www.vtpi.org/health.pdf>

MXD

The table below highlights the three key variables adjusted in MXD.

	Vehicle Ownership	Intersection Density	HH Size
2015	1.36	50	2.48
2040 NB	1	85	2.13
2040 Build	1	110	2.13

Vehicle Ownership: 2015 is based on the ACS data. 2040 values are assumed to be lower to reflect a higher density and more urban area.

Intersection Density: This variable is a way to describe the quality of the walking environment. The 2015 value was based on information from the EPA Smart Location Database. The 2040 No Build and Build numbers were based on a count of the number of new streets with improved sidewalks and streetscape.

Household Size: 2015 uses 2010 census data, while 2040 assumes a lower HH size based on a higher proportion of multi-family units in the area.

Existing results:

Advanced Output				
MXD+ Vehicle Trip Generation Reductions				
	Daily	AM	PM	
Internal Capture	7,672	1,158	1,046	
Shift to Transit	1,095	232	262	
Shift to Walk/Bike	1,661	268	213	
MXD+ Vehicle Trip Generation Reduction Percent				
	Daily	AM	PM	
Internal Capture	13.4%	17.3%	14.6%	
Shift to Transit	1.9%	3.5%	3.7%	
Shift to Walk/Bike	2.9%	4%	3%	

[Type here]

Appendix A

MXD Assumptions and Results

Alt 1 results:

Advanced Output

MXD+ Vehicle Trip Generation Reductions			
	Daily	AM	PM
Internal Capture	19,800	2,680	2,350
Shift to Transit	3,226	642	893
Shift to Walk/Bike	1,892	314	242

MXD+ Vehicle Trip Generation Reduction Percent			
	Daily	AM	PM
Internal Capture	19.2%	22.6%	19.2%
Shift to Transit	3.1%	5.4%	7.3%
Shift to Walk/Bike	1.8%	2.6%	2%

Alt 2 results:

Advanced Output

MXD+ Vehicle Trip Generation Reductions			
	Daily	AM	PM
Internal Capture	28,502	3,972	3,764
Shift to Transit	6,298	1,120	1,338
Shift to Walk/Bike	2,938	454	370

MXD+ Vehicle Trip Generation Reduction Percent			
	Daily	AM	PM
Internal Capture	21.9%	28%	24%
Shift to Transit	4.8%	7.9%	8.5%
Shift to Walk/Bike	2.3%	3.2%	2.4%

## Chapter 7

**Environment**

## Tacoma Mall Neighborhood Subarea Plan

**DRAFT** November 28, 2016**INTRODUCTION****CONTENTS**

*Introduction*  
*Vision for Environment*  
*Stormwater Quality & Quantity*  
*Mitigation of Existing Contaminated Sites*  
*Tree Canopy*  
*Performance Measures*  
*References*

This chapter provides a vision, goals and actions to enhance the quality and function of the natural environment in the Tacoma Mall Neighborhood. The goals and actions are consistent with the City's Comprehensive Plan and other relevant guidance such as the City's Stormwater Management Manual and Urban Forest Manual. They provide a necessary framework to meet the City's vision for greening the neighborhood and improving stormwater management. One of the primary drivers behind this approach is the need to improve water quality and flow control in the neighborhood and on a watershed-wide basis. The neighborhood is located in two sensitive watersheds and has a high amount of impervious surface coverage and limited tree canopy.

During the planning process community members expressed a desire for greater access to green spaces. Natural areas provide physical, emotional and mental health benefits. They offer breathing spaces and solitude opportunities for people to live healthy lives, relax and enjoy a respite from stress. Nature positively impacts our well-being and provides multiple public health benefits, particularly in an urban setting.

*[Sidebar Text: Nature affects our well-being. Contact with nature improves both physical and mental health by reducing blood pressure, heart rate, muscle tension and the production of stress hormones, besides reducing mortality. (University of Minnesota (2014) and Frumkin, H. and Jackson, R., et al. (2002).]*

A close link is being made between stormwater, transportation and land use in this plan. Land use adjustments are being made in the Tacoma Mall Neighborhood in part to facilitate the areawide stormwater management strategy. One of the key features of the Subarea Plan and its implementing development regulations is changes to the development and zoning codes that formerly applied to the neighborhood to allow for more green space and green infrastructure in some areas. This enables the implementation of the areawide stormwater management strategy which would not have been possible under the former codes. Stormwater management has also been integrated into street design, and tree canopy targets have been expanded, as part of this Subarea Plan. Additionally, the Subarea Plan supports regional stormwater management and environmental conservation efforts by promoting participation in the City's Transfer of Development Right (TDR) program.

The natural environment provides a number of valuable services to people, functioning as green infrastructure. For instance, watershed systems including aquifers and aquifer recharge areas convey and store drinking water. Areas with trees and other vegetation provide benefits such as soaking up rainwater cooling air temperatures, filtering air pollutants, providing wildlife habitat and increasing health, business patronage, and property value.

Science continues to demonstrate that the climate is changing, resulting in increased intensity of storm events among other issues. Reducing greenhouse gas emissions through transportation mode shift is one way the City can help reduce the impacts of climate change. The City is also working to prepare for climate change impacts. The goals and actions in this chapter support both objectives through tree planting, green stormwater infrastructure, and identifying emergency overflow flood storage and conveyance for major storm events.

This Subarea Plan is a model effort that shows how cities can achieve multiple wins without having to choose between goals for growth, livability and the environment. When growth is targeted to the right place and is thoughtfully carried out, these goals are mutually supportive.

## VISION FOR ENVIRONMENT

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*Maximize the quality and function of the natural environment in the Tacoma Mall Neighborhood in order to provide public benefits such as improved water quality on a watershed-basis and improved quality of life.*

*[Sidebar Text: Goals and actions for parks in the Complete Neighborhood Chapter support this vision.]*

## STORMWATER QUALITY & QUANTITY

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The Tacoma Mall Neighborhood is currently highly developed with structures, roadways and other impervious surfaces, with all stormwater conveyed within pipe infrastructure and essentially no surface water features (streams or wetlands) remaining. Land coverage is over 70 percent impervious (Figure 52). Based on modeling the stormwater infrastructure is over capacity in many areas, resulting in localized standing water after intense or heavy rain events, and flooding downstream. Most areas were developed more than 20 years ago and do not provide flow control or water quality treatment consistent with the current City Stormwater Management Manual.

Across much of the neighborhood (especially the western half), there is a thick layer of underlying Steilacoom gravel deposits which are well draining soils that provide significant opportunity to reduce overall stormwater runoff rates with infiltration. This can be completed through converting impervious surfaces into permeable surfaces. In general, maximizing the area of permeable land cover will maximize the amount of water infiltrated, thus reducing the localized flooding and the burden on the stormwater system and receiving waters.

Storm drainage from the Tacoma Mall Neighborhood is roughly divided in half between two of the City's nine watersheds. The northern portion of the neighborhood drains north and east to the Thea Foss

Waterway. The southern portion of the Subarea drains south toward Flett Creek. Subarea Plan actions for improving stormwater quality and quantity were developed to be part of the City's larger Payment In-Lieu-of Construction Program. This includes recognition of the need to mitigate for stormwater impacts, including the use of approaches that rely on City-owned regional stormwater facilities. Use of this Program, adopted by the City in July 2016 (Ordinance No. 28371), allows applicants to mitigate stormwater impacts associated with new development and redevelopment projects by paying a system development charge to the City in-lieu-of constructing stormwater treatment or flow control facilities on the project site. The Flett Creek Watershed has a flow control facility at 2517 South 84<sup>th</sup> Street (the Gravel Pit Regional Stormwater Facility) that is currently available under this Program at \$0.97 per square foot of surface area requiring stormwater mitigation in accordance with Minimum Requirement #7 – Flow Control (Ordinance No. 28372). The City intends to expand use of the voluntary Payment In-Lieu-of Construction Program through construction of new or expanded regional stormwater facilities in the future.

The coordinated vision of stormwater management throughout the Tacoma Mall Neighborhood is a result of analysis of the existing conditions and evaluation of future growth and opportunities. Figure 53 shows the stormwater improvement concept plan. Implementation of the Subarea Plan stormwater actions and the Payment In-Lieu-of Construction Program will expand the use of the most effective strategies for City infrastructure projects and retrofit of existing development, increasing near-term benefits (improved water quality, reduced localized flooding, and reduced burden on existing stormwater systems).

*[Sidebar Text: The Thea Foss Watershed and Flett Creek Watershed are two of the largest stormwater basins within the City of Tacoma. Runoff from both of these watersheds drain to aquatic areas that provide important habitat for Chinook, coho, summer chum, and winter steelhead, as well as many other fish and wildlife species. Storm drainage in the northern half of the Tacoma Mall Neighborhood reaches the Thea Foss Waterway, a highly urbanized section of the Commencement Bay shoreline that supports commercial and industrial uses. Washington State tracks multiple water quality 303(d) listings for sediments within the Waterway, which is part of the Commencement Bay/Nearshore Tideflats Superfund site. Cleanup efforts were completed in 2006. Storm drainage in the southern half of the Neighborhood reaches Flett Creek before flowing into Chambers Creek, a salmonid-bearing stream, which discharges into Chambers Bay and then to the Tacoma Narrows.*

*[Sidebar Placeholder: Insert thumbnail version of Figure 17 (Watersheds & Basins)]*

### **GOAL E-1**

Enhance water quality and flow control conditions through implementation of an area-wide stormwater strategy with both centralized and dispersed BMPs that infiltrate runoff, provide flood storage, and reduce effective impervious surface coverage. A concept of an area-wide stormwater strategy is illustrated in Figure 53.

#### **Action E-1**

Disseminate information about and implement the area-wide stormwater management strategy through development review and public projects.

#### **Action E-2**

Integrate stormwater infiltration and emergency overflow flood storage and conveyance into new parks and open spaces, and/or right-of-ways, within the Tacoma Mall Neighborhood.

**Action E-3**

Encourage the use of the City of Tacoma Payment In-Lieu-of Construction Program as a flow control alternative to site-by-site facilities for new development and redevelopment of neighborhood properties.

**Action E-4**

Prioritize the construction of permeable pavement streets with lower traffic volumes, prioritizing streets where existing stormwater infrastructure is over capacity. Where feasible integrate bulbout bioretention cells at intersections with arterials providing water quality treatment for the arterial street and traffic calming to the neighborhood.

**Action E-5**

Preserve to the extent possible existing mature trees and green spaces in association with City actions such as street design, and encourage retention of mature trees when properties are developed or redeveloped.

**Action E-6**

Encourage property owners to retrofit their properties with green stormwater infrastructure and/or low impact development best management practices for improved stormwater systems through voluntary programs and incentives, and through partnerships with non-profit organizations and governmental agencies.

## MITIGATION OF EXISTING CONTAMINATED SITES

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The entire Tacoma Mall Neighborhood is located within the South Tacoma Groundwater Protection District which was created to protect the quality of water within the South Tacoma aquifer, an important source of drinking water for the City. The City of Tacoma uses the South Tacoma aquifer as drinking water supply, supplying as much as 40 percent of the total water demand during periods of peak summer use. Groundwater within the aquifer generally occurs with a separation of 30 feet or more feet below the surface throughout the Tacoma Mall Neighborhood, with a gradient sloping down to the west and northwest from 310 feet above sea level (near the Tacoma Mall) to 210 feet above sea level (within the South Tacoma channel) (Robinson and Noble, 2015).

A significant portion of the neighborhood's soil has permeable Steilacoom gravel deposits, primarily within the western half as well as within a north-south trending corridor running approximately along the Steele Street alignment. Under natural conditions, these deposits would allow rain water to infiltrate rapidly to the South Tacoma aquifer. Currently, existing development throughout much of the Neighborhood "caps" the underlying gravel soils with impervious surface. Instead of infiltrating, runoff is directed to stormwater pipes and conveyed north and south, out of the Tacoma Mall Neighborhood.

Infiltration of rain water is desirable in this area. In 2011 the City of Tacoma and the Tacoma-Pierce County Health Department worked collaboratively to develop guidance for infiltrating stormwater within the South Tacoma Groundwater Protection District (*Implementation of Stormwater Infiltration for Pollution Generating Surfaces in the South Tacoma Groundwater Protection District*, memo dated January 21, 2011). As part of this subarea planning effort, the Memorandum and code will be updated to be consistent and to reflect current practices and requirements. In addition, City standards for the South Tacoma Groundwater Protection District require that District boundaries be reviewed every 10

years, with the last update having been completed in 2006 (TMC Section 13.09.050.A). Therefore, it is anticipated that the City, Tacoma-Pierce County Health Department, and Tacoma Public Utilities (Tacoma Water) will begin a comprehensive effort to review and consider updates to District boundaries based on current Best Available Science, zoning changes, and development expectations. If District boundaries are changed, stormwater infiltration requirements of the Memorandum and updated code will be applicable throughout the revised District extent.

As part of ensuring compliance with the 2011 memo guidance, proposals for stormwater infiltration should also consider areas of known soil and/or groundwater contamination. Tacoma-Pierce County Health Department and Washington State Department of Ecology records show two contaminated sites: one located at the north end of South Lawrence Street with contaminated soil and groundwater; and the second located near the northeast corner of South Warner Street and South 45th Street with arsenic and metal pollutant contaminated soils (Tacoma-Pierce County Health Department, 2015). In addition to these sites, there are five potential underground storage tank sites within the Tacoma Mall Neighborhood; these tanks are tracked as potential sources of soil and groundwater contamination. These sites are shown in Figure 54.

### GOAL E-2

Ensure that infiltrated stormwater runoff recharges clean water to the South Tacoma aquifer, consistent with existing City and Tacoma-Pierce County Health Department guidance.

#### Action E-7

Collaborate with the Tacoma-Pierce County Health Department to revise the existing Tacoma Municipal Code to reflect the circumstances and requirements for infiltration as outlined in the January 21, 2011 memorandum, *Implementation of Stormwater Infiltration for Pollution Generating Surfaces in the South Tacoma Groundwater Protection District*, as updated.

#### Action E-8

Ensure that areas of known soil and/or groundwater contamination are considered when reviewing proposals for development or redevelopment.

## TREE CANOPY

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In 2010 the City of Tacoma, through its Urban Forest Policy Element of the Comprehensive Plan, adopted a City-wide tree canopy coverage goal of 30% to be accomplished by the year 2030. This canopy cover goal was in part derived from the extensive work conducted in the *Regional Ecosystems Analysis for the Puget Sound Metropolitan Area* produced by American Forests in 1998. The report concluded that an overall tree canopy target for the Puget Sound region of 40% would significantly improve air and stormwater quality. Trees provide air quality benefits by removing pollutants such as carbon dioxide and ozone. They provide stormwater management benefits by absorbing surface water runoff and removing pollutants. Additionally, exposure to trees and other natural environmental features has been found to have positive impacts on people's mental health.

*[Sidebar text: Every dollar spent on planting and caring for a community tree yields benefits that are two to five times that investment—benefits that include cleaner air, lower energy costs, improved water quality and storm water control and increased property values. –U.S. Forest Service, 2011]*

In general, higher intensity land uses such as those in an urban areas are not as conducive to increasing tree canopy coverage as lower intensity land uses, such as in suburban residential areas. The Tacoma Mall Neighborhood currently has a tree cover of 9.5% and has an urban land use pattern that is planned to intensify with future growth. Existing tree cover is shown in Figure 55. To support the City's adopted citywide goal of 30% canopy coverage, and to provide the environmental health benefits associated with tree cover to the community, tree canopy targets were developed for the Tacoma Mall Neighborhood and its four Districts. These targets reflect the capacity of planned land use patterns to support tree coverage. The Madison District, which is planned for the lowest intensity development, has the highest tree canopy target.

The Tacoma Mall area is one of the only remaining tracts of native Garry Oak habitat in the City. Gary Oaks depend on well-drained gravelly soils. Though not appropriate in all circumstances, Garry Oaks could be one of the factors that distinguish the neighborhood over time.

### GOAL E-3

Increase neighborhood tree canopy from 9.5% to 25% for the Tacoma Mall Neighborhood by 2040 to achieve multiple benefits including urban cooling, air and water quality, neighborhood character, traffic calming and economic benefits.

#### Action E-9

Target 25% tree canopy coverage in the Madison District and 20% coverage in the other neighborhood Districts, as shown in Table E-1 and Figure 56.

Table E-1. Tree Canopy Targets for Character Districts

*Note: Numbers in Table to be updated by City to reflect updated street network and park concept plan*

District	Acres	Current Tree Canopy (Average)	Goal (Average)
Madison	184	10%	25%
Lincoln Heights	129	12%	20%
Northwest	94	7%	20%
Mall	194	8%	20%
<b>Subarea</b>	<b>601</b>	<b>9.5%</b>	<b>25%</b>

While these goals represent a significant increase in canopy coverage, they are entirely feasible through street trees, parks and open space plantings, even in a densely built out district like the Tacoma Mall Neighborhood. Canopy coverage of 25% would be equivalent to 142 acres of tree canopy. Achieving these canopy goals can be done mostly through street tree plantings, which is already required with most new development and with roadway construction. The goal could be achieved more rapidly through proactive street tree planting efforts.

Additionally, the City made changes to its development regulations when the Subarea Plan was adopted to increase support for tree canopy goals (*Note: these changes are part of the Phase 1 code updates proposed for adoption with the Subarea Plan*). One of these changes was modifying the requirements of

the Land Use Code to require street trees to be planted for all land uses. The former code exempted single, two and three-family development from the street tree requirement. Another change to the Land Use Code was to require 15 percent tree canopy coverage on private property within the residential areas of the Madison and Lincoln Heights Districts, with substantial flexibility and a fee in lieu option. This action extended Tacoma’s previous canopy coverage requirement for multifamily development to the Madison and Lincoln Heights areas which were being rezoned as residential enclaves consistent with the design vision for the neighborhood.

The following assumptions underlie development of the canopy targets:

Table E-2. Tree Canopy Assumptions for Streets, Parks & Open Spaces, and Other Properties

*Note: Numbers in Table to be updated by City to reflect updated street network and park concept plan*

Tree Planting Location	Target Tree Canopy	2040 Canopy Coverage Goal (Acres)
Street Trees	3 trees per 100 ft 25 ft tree crown radius	88
Parks & Open Spaces	30% average coverage 60% coverage in Dogwood Hill Park	14
Other Properties	10% average coverage	40
<b>Total</b>	<b>25%</b>	<b>142 acres</b>

#### **Action E-10**

Work with property owners such as WSDOT to increase tree cover on the neighborhood perimeter, focusing on opportunities to provide large swaths of green and to provide gateway functions. These areas are the front door to the neighborhood and should be inviting.

#### **Action E-11**

To increase the identity, canopy cover and green infrastructure value of the Loop Road linear parkway that is called for in Chapter 6 – Transportation Choices and Chapter 8 – Community Vitality, improvements should encourage the largest healthy street trees feasible. The design must include the selection of appropriate large tree species, as well as conditions favorable for healthy tree growth, such as increasing tree root access to soil volume through structural soil sells under sidewalks and roadways.

#### **Action E-12**

Coordinate with parks and open space services providers to ensure tree canopy targets are met within their facilities.

#### **Action E-13**

Seek ways to promote Garry Oaks as a signature native tree species in the Tacoma Mall Neighborhood, such as preserving heritage Garry Oaks and encouraging planting of new Garry Oaks.

## TRANSFER OF DEVELOPMENT RIGHTS

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The Tacoma Mall Regional Growth Center (RGC) is a designated TDR receiving area, providing development height bonuses in exchange for TDRs purchased as part of conserving farms, forests and other sensitive areas. The City's zoning code offers substantial height bonuses as an incentive to use the program. This market based conservation tool is poised to make a substantial contribution once the market conditions are right.

### GOAL E-4

Promote regional conservation of farms and forests and protect the health of the Puget Sound by fulfilling the regional growth center role of accommodating a substantial share of growth and by incentivizing regional conservation through the TDR bonus system.

### ACTION E-14

Promote the use of TDRs in exchange for height bonuses within the RGC by marketing this option to the development community, streamlining its use and taking steps to catalyze growth in the RGC.

## PERFORMANCE MEASURES

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- Achieve an average of 25 percent tree canopy in the Tacoma Mall Neighborhood by the year 2040.
- By the year 2030 tree canopy should be at an average of 18 percent.
- Assess tree canopy, as well as the number of street trees planted since Subarea Plan adoption, on a regular basis to measure progress.

## REFERENCES

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## Chapter 8

**Community Vitality**

## Tacoma Mall Neighborhood Subarea Plan

**DRAFT** November 28, 2016**CONTENTS**

*Introduction*  
*Vision for Community Vitality*  
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*Parks & Open Spaces*  
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**INTRODUCTION**

This chapter provides a vision, goals and actions for fostering a vibrant local culture, a safe environment for people of all ages, and a complete system of community services and amenities, including parks, open spaces, and community resources. The chapter speaks to the social, cultural, recreational, civic and human service aspects of the Subarea Plan, and describes how community vitality may be strengthened by growing a more resilient and vibrant local culture and identity. These important qualities can be referred to in many ways—in this case the plan discusses them together as key aspects of community vitality.

Other chapters in this Subarea Plan provide guidance for strengthening community identity and sense of place through improvements to urban form, land use, housing, transportation systems and the environment. While important, these improvements alone cannot create a complete neighborhood. Through accessing community services and amenities in a complete neighborhood, people living and working in the community get to know their neighbors and develop a sense of identity and pride that is rooted in place. They actively participate in neighborhood life, engage in civic matters and gather in parks, schools, libraries and other neighborhood spaces, fostering a vibrant local culture that is expressive of their diverse talents and backgrounds. They have a desire to remain in the neighborhood and care for it as stewards, and are empowered to do so.

*[Sidebar Text: The term “complete neighborhood” describes a neighborhood with safe, affordable and convenient access to the goods and services that support daily living. A complete neighborhood offering good and healthy places and safety nets for social interaction and support can bring diverse communities together, foster civic engagement, and contribute to people’s health, happiness and well-being. (Oldenburg, 1989; American Planning Association, 2007)]*

**VISION FOR COMMUNITY VITALITY**

*The Tacoma Mall Neighborhood is a lively place to live and work with a vibrant local culture, strong community engagement, and a robust system of neighborhood services, amenities and gathering places that fosters a sense of identity, empowerment and attachment to place.*

*[Sidebar Text: “It’s not just about creating a plan to help pack more people in. It’s, how do we create a plan that’s going to have quality urban living?” –Quote from public meeting on September 17, 2015]*

## LOCAL CULTURE

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### NEIGHBORHOOD NAME & IDENTITY

Throughout the planning process, a desire was expressed to strengthen community identity. Ideas shared for strengthening community identity included improving safety, providing more parks and public spaces, increasing trees and green features, and increasing access to jobs and services and amenities. To reflect the fact that the neighborhood is larger and more diverse than the Mall itself, the Subarea Plan has established the precedent of referring to the area as the “Tacoma Mall Neighborhood Regional Growth Center,” rather than just “Tacoma Mall Regional Growth Center.” Many participants in the planning process, but not all, also expressed interest in agreeing on a new name for the neighborhood that goes beyond a “branding” effort and is authentically expressive of the neighborhood’s diverse community and its envisioned future.

*[Sidebar Text: The City conducted a naming survey as part of the subarea planning process. The majority of respondents favored finding a new name for the neighborhood, though some felt an attachment to its current name. Multiple names were suggested, with potential options for a new name identified through the survey and stakeholder discussions. Most people also favored referring to each district by its own name (Mall District, Madison District, Northwest District, and Lincoln Heights District).]*

### GOAL CN-1

Foster an identity for the Tacoma Mall Neighborhood that instills pride in a strong community of diverse residents and businesses.

#### Action CN-1

Work with local residents and businesses to identify the name for the neighborhood that best captures the community’s identity and aspirations for the future.

#### Action CN-2

Develop consistent signage and wayfinding for the neighborhood that incorporates the new name.

#### Action CN-3

Rebrand the neighborhood as a “green neighborhood,” celebrating planned improvements in green stormwater infrastructure, parks and tree cover.

### NEIGHBORHOOD ARTS & CULTURE

*[Sidebar Text: “Arts, culture, and creativity are essential keys to Tacoma’s unique and distinctive identity. Creativity is also the engine of the new economy. The creative sector contributes directly and indirectly to community prosperity through generating economic activity, providing employment, making Tacoma attractive to today’s mobile knowledge workers, and contributing to Tacoma’s quality of life.” (ArtFull Tacoma, 2016)]*

*[Sidebar Text: The World Health Organization defines health as a state of complete physical, mental and social well-being and not merely the absence of disease. The use of arts in healing complements the biomedical view by focusing on not only sickness and symptoms themselves but the holistic nature of the person. (Furnham and Forey, 1994)]*

Local arts and culture present unique options for locally-based economic, social and cultural expression that contribute to every facet of community life, as well as to people’s health and wellbeing. Local arts and culture promote formal and informal programs and activities, enjoyable and memorable individual experiences, a sense of connection to place, and economic development and job creation.

### **GOAL CN-2**

Increase the presence of arts and cultural activities that are expressive of neighborhood, people and places, and engage community members from diverse backgrounds in activities to celebrate local culture, build community relationships and support the neighborhood identity.

#### **Action CN-4**

Develop a public art strategy for this neighborhood that identifies resources, partnerships and opportunities to foster and support cultural expression, awareness of neighborhood history and a sense of place and local identity.

#### **Action CN-5**

Ensure that the City’s land use regulations and community and economic development programs support local fabrication and production of arts in the neighborhood (such as the 1% for arts with capital projects).

#### **Action CN-6**

Integrate public art that reflects or strengthens community identity into the design of public places including the Loop Road, community facilities, and future parks.

#### **Action CN-7**

Promote events like farmers markets, music, festivals, food truck events, and neighborhood parties that help make it surprising, engaging and fun to be there.

*[Sidebar Text: During the planning process, local community groups organized events that helped bring activity to the neighborhood. These events included the Tacoma Runners event, Tacoma Kidical Mass family bike ride ending in Lincoln Heights Park, Tacoma Neighbors block party, and “Occupy the Park” events.]* **Note: add photos from these events**

### **SERVICES & AMENITIES**

Complete neighborhoods have safe and convenient access to the goods and services that support daily living for people of all ages and abilities. These include a variety of commercial and public services including grocery stores, daycare, medical services, educational services, public open spaces and recreational facilities, community hubs, affordable transportation options and civic amenities.

*[Sidebar text: A community for all ages seeks to meet the needs and interests of the very old, the very young and everyone in between. Research shows that communities that meet the needs of its older and younger citizens raise the quality of life for everyone.]*

### **GOAL CN-3**

Bring more services and amenities to the neighborhood to provide safe and convenient access to the goods and services needed in daily life.

**Action CN-8**

Recruit, promote or construct a variety of services and amenities, prioritizing:

- Affordable food sources such as a local grocery store or local food bank or farmers market
- Professional development training
- Affordable childcare
- Health and medical services
- Social services
- Community amenities and facilities such as parks, a community center and a library

**Action CN-9**

Work with the Tacoma Mall Neighborhood Committee and other stakeholders to identify immediate needs for new amenities and affordable services. Identify steps to bring them to the neighborhood, such as market research, communication with provider representatives, location incentives, healthy neighborhood discounts, and funding requests.

*[Sidebar Text: During the time the plan was being developed, a group of committed stakeholders self-organized into the Tacoma Mall Neighbors to promote neighborhood engagement and improvements. Within the first six months the group held the neighborhood's first block party in years, staged an "occupy Lincoln Park" event, worked with Marlene's Market and Deli to organize a food discount for local residents, and secured a \$5,000 walkability grant from the Tacoma Pierce County Health Department.]*

**Action CN-10**

Work with health services providers in the Tacoma Mall Neighborhood to explore ways to provide more accessible medical services in the neighborhood, including improving financial and cultural access to their services for local residents.

**Action CN-11**

Work with the Tacoma School District to explore the possibility of opening a new school in the neighborhood.

**Action CN-12**

Engage the Tacoma School District in discussions about potential future uses for the Madison School site that would continue the site's legacy as a hub for community members, such as a public open space, a community garden, a library, a shared-use learning/recreation facility or a new school facility.

Madison Elementary School was built in 1924 and for many decades served as a community hub for students, their families and other people in the neighborhood. The facility is no longer an elementary school and currently provides programs including Early Childhood Education and Assistance Program (ECEAP), Family Literacy, Head Start and Indian Education. Since it is no longer a neighborhood-serving elementary school, there is less neighborhood interaction taking place at the Madison School than in the past.

Madison School is an important neighborhood recreational asset where neighborhood children go to play. However, residents report that current conditions are not ideal and that certain areas and play structures are fenced off from local access. The parks concept plan described below envisions future use of the Madison School property as an accessible park and/or community facilities center that would provide recreation and green space amenities, reinforce the site's historic role as a community gathering

place and potentially provide a new elementary school and a new home for the 40th Street Community Garden.

While Tacoma Public Schools could potentially redevelop the Madison School site in the future, which could potentially include construction of a new school or a partnership to develop park space, the District has no plans to do so at this time (Tacoma Public Schools, 2016). Tacoma Public Schools will soon begin work on a master plan for the future of the school district which presents an opportunity to integrate the community's vision for the Madison School site into the District's future planning and implementation activities.

*[Sidebar text: "Alternative High School at Northgate Mall provides unique opportunities for teens." The Seattle School District operates Middle College High School at Northgate Mall (owned by Simon Corporation). Middle College High School is an alternative high school option to earn credits for a high school diploma and preparation for higher education in a small, caring environment, which includes three unique schools. (Seattle School District, 2016)]*

## **COMMUNITY EMPOWERMENT**

Community empowerment refers to the process of enabling communities to increase control over the factors and decisions that shape their lives. Implementation of this plan is dependent upon continued community leadership, participation and ownership of the process. Sustained community empowerment and implementation partnerships are essential to the long-term achievement of community goals. Empowerment can be achieved through City efforts to fully engage community members in neighborhood planning processes, and by increasing access to jobs and education and services as called for in the prior section and in Chapter 9 – Shared Prosperity.

*[Sidebar Text: Healthy People 2020 defines health equity as the "attainment of the highest level of health for all people" (USDHHS, 2016). Community empowerment gives community members opportunities to participate in decisions affecting their lives and neighborhoods so as to fulfill their aspirations and potential. Continued community engagement can help ensure plan implementation can truly meet their changing needs.]*

## **GOAL CN-4**

Empower all community members to participate in neighborhood planning, revitalization and development efforts, and cultivate inclusive leadership and decision-making that embraces and celebrates the neighborhood's diverse multi-cultural, multigenerational community.

### **Action CN-13**

Support formation of a Subarea Plan implementation steering committee to advocate for actions needed to achieve the neighborhood vision. Recruit local leaders with diverse community and business representation to participate on the steering committee and to cultivate community partnerships to collaboratively respond to challenges, welcome new residents and businesses, and implement solutions.

### **Action CN-14**

Use a combination of engagement methods such as direct outreach, public meetings and online and mail communications to invite all local populations to participate in planning and implementation activities, including long-time residents and new residents in each of the four districts, business owners, and ethnic and cultural communities.

**Action CN-15**

Monitor demographic characteristics and community participation over time and take steps to maintain ethnic, economic and age diversity to ensure that the neighborhood remains a diverse, open, inclusive community.

**Action CN-16**

Take actions working with the City's Equity and Human Rights Office and the Tacoma-Pierce County Health Department and other partners to improve equity and health outcomes in the neighborhood by reducing social and economic barriers such as poverty, lack of professional skills and cultural segregation.

**Action CN-17**

Support community organizing efforts through organizations including the Neighborhood Council, City of Tacoma, and the Greater Tacoma Community Foundation, as well as potential new approaches such as formation of a Community Development Corporation or Neighborhood Business District. One key logistical step in getting projects going in the neighborhood is to establish non-profit status (501c3 status) within the neighborhood, or partner with existing organizations with that status.

**NEIGHBORHOOD SAFETY**

Neighborhood safety is essential to community well-being, stability, resilience and prosperity. Safety concerns were a common theme expressed during the development of this plan. Concerns about safety affect both perception and behavior in ways that are detrimental to individuals, families, the community and business. Unsafe neighborhoods, and the perception of unsafe neighborhoods, can cause anxiety, depression, stress and disinvestment. Fear of violence can keep people of all ages indoors, isolating them from neighbors and community resources and reducing opportunities for exercise, play and transit use. Companies may be less willing to invest in unsafe neighborhoods, making jobs harder to find.

**GOAL CN-6**

Improve safety for neighborhood residents and visitors at all times of the day.

Crime is currently a concern in the community, and evidence of high crime levels is shown in data collected by the Tacoma Police Department. In 2015, the Department recorded 185 crimes against persons and 1,710 crimes against property in the neighborhood. This translates to 49 crimes against persons per 1,000 residents and 450 crimes against property per 1,000 residents. These ratios are significantly higher than the Department's crime level targets (City of Tacoma Police Department, 2016). Increased police presence and patrols in the neighborhood could help to strengthen community policing and reduce crime. Additional staffing could potentially be provided out of the Sector 3 substation, which currently serves the neighborhood and has capacity to house additional staff. Police Department staffing is dependent upon available resources and demands.

The Tacoma Fire Department currently receives about 200 calls per 1,000 residents. Based on this annual Citywide average, future population growth planned for the Tacoma Mall Neighborhood could result in an increase of approximately 1,600 to 1,800 calls annually by 2040. If an increase of this scale occurred, construction of a new fire station with staff for an additional engine in the study area could be needed (Tacoma Fire Department, 2016).

**Action CN-18**

Monitor trends in fire and emergency medical services calls in the neighborhood, and take this information into account when planning for future service improvements with neighborhood leaders.

**Action CN-19**

Work with neighborhood leaders, emergency services staff, law enforcement, businesses and community-based organizations to improve community safety and disaster readiness and to prevent crime.

**Action CN-20**

Encourage development on vacant and underutilized lands to catalyze positive change.

**Action CN-21**

Implement “Target 0” injury goals by concentrating traffic safety improvements in areas of high pedestrian and bicycle injuries, including 38th west of Pine, Steele Street at Tacoma Mall Boulevard and 47th between Tacoma Mall Boulevard and Pine.

*[Sidebar Text: “Improving safety for all people – whether they are walking, biking, or driving – should be the top priority of this project.” –Quote from public comment letter]*

**Action CN-22**

Integrate Crime Prevention Through Environmental Design (CPTED) principles into the development code for the neighborhood, as appropriate to a dense urban district.

**Action CN-23**

Work with the residents, businesses, Tacoma Police Department and Community Based Services program to identify priority needs for improving safety and perceptions of safety in the area on the western edge of the Madison District between S 38th St, S Warner St, S 47th St and South Tacoma Way and along the northern boundary of the Tacoma Cemetery, considering solutions such as increased visual access and pedestrian connectivity, spatial definition of public and private space, and changes in property maintenance practices.

## PARKS & OPEN SPACES

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Parks and open spaces are an important part of urban neighborhoods. They provide access to nature, recreational opportunities, green spaces, urban habitat, stormwater management and public gathering places in a dense urban environment.

Through the planning process, the community developed a robust vision for an integrated system of parks, open space, green infrastructure and public streets including the Loop Road. Achieving that vision will take coordinated action by multiple parties. Metro Parks Tacoma, the City of Tacoma, the Tacoma School District and civic partners work in collaboration to provide public parks, open spaces and school yard play space in the Tacoma Mall Neighborhood and throughout the city. The first step in achieving the community’s vision for parks and open space is to collaborate with Tacoma’s parks and open space providers so that the Subarea Plan parks vision can be integrated into the context of citywide system planning efforts, reflect management and funding realities, and ultimately be turned into action. Moving forward, innovative approaches such as public-private partnerships may play a significant role.

There are currently four existing parks and open spaces of various types within the neighborhood (Figure 57): Lincoln Heights Park, the 40th Street Community Garden, the northern portion of South Park and the Water Flume Line Trail. Additionally, there is school yard space at the Madison School. Lincoln Heights Park is a neighborhood park with basketball, picnic and play equipment located in the Lincoln Heights District. The 40th Street Community Garden is a new community garden located in the Madison District. South Park is a community park straddling the southwest border of the neighborhood. The portion of the park in the neighborhood includes landscaped areas, trees and utility buildings. The portion to the south includes play equipment, a “sprayground,” a community center, gardens and tree stands. The Water Flume Line Trail runs through South Park, providing opportunities for walking and biking. In addition, there are several other parks and open spaces located within a short drive, bus or bike ride of the neighborhood: the STAR Center, Wapato Park, Lincoln Park, Wapato Hills, and the Tacoma Nature Center.

Metro Parks Tacoma’s Green Vision 2030 and the City’s Comprehensive Plan establish level of service standards for parks and open space. According to the adopted levels of service standards alone, most of the neighborhood would be considered adequately served by parks. Both Metro Parks Tacoma’s and the City’s level of service standards indicate that there should be a park within three quarters of a mile of all residents. However, this three quarters mile radius is typically measured as the crow flies ignoring barriers such as the freeway, busy arterial streets, lack of pedestrian facilities and topography. Through the stakeholder engagement process, the perception that more and better park facilities are needed was a recurring theme.

*[Sidebar Text: “Right now, there is no safe place for kids to go in the neighborhood. We need safe places for kids, like parks.” -Quote from public meeting on August 26, 2015]*

Action CN-24 proposes consideration of additional level of service standards designed specifically for Tacoma’s densest urban centers, including the Tacoma Mall Neighborhood. These standards aim to ensure that there are parks within a five to ten minute walking distance of all parts of the neighborhood, and that a minimum amount of parks and open space is provided per person to provide access to green space and “breathing room” in a highly built, populous environment.

*[Sidebar Text: The City of Seattle has level of service standards that specifically apply to parks in its designated urban centers, including having park space within an eight of a mile within all locations in urban centers. The standards are established in the Seattle Parks and Recreation Development Plan and are recognized in the City’s 2035 Comprehensive Plan.]*

#### **GOAL CN-7**

Engage Metro Parks Tacoma, the Tacoma School District, civic partners and the community in a broad discussion to establish a shared definition of level of service standards for urban parks, and a shared understanding of how best to serve the parks and open space needs and vision of Tacoma’s densest urban centers.

*[Sidebar Text: Downtown Tacoma and the Tacoma Mall Neighborhood are the City’s densest urban centers. They are designated Regional Growth Centers and are envisioned to become increasingly urban over time, with significant population and job growth.]*

**Action CN-24**

Collaborate with Metro Parks Tacoma and other parks partners to consider the following level of service standards for parks in the City of Tacoma's densest urban centers:

- By 2040, achieve three acres of public parks and open space for every 1,000 people within the neighborhood.
- Provide public parks and open spaces in each of the neighborhood districts, within a ¼ mile radius of every resident.

*[Sidebar: A ¼ mile walking distance is roughly equivalent to a five or ten minute walking time for an average person. This is generally considered to be a distance that most people would choose to walk on a regular basis.]*

The Tacoma Mall Neighborhood currently has a population of 3,788 people and is targeted to increase by another 8,887 residents by 2040, for a total of 12,675. With this many people in the neighborhood, 38 acres of park space would be needed to provide three acres for every 1,000 people. There are currently approximately 6 acres of parks and open space in the neighborhood. Approximately 32 additional acres would need to be added to achieve a total of 38 acres.

The amount and location of new park and open space must be strategically planned in order to create the most value for the neighborhood and achieve multiple benefits. The parks planning principles included in Action CN-25 are recommended to be used to help guide expansion of the parks system in the Tacoma Mall Neighborhood.

**Action CN-25**

Collaborate with Metro Parks Tacoma and other parks partners to consider adopting the following parks planning principles for the Tacoma Mall Neighborhood:

**TACOMA MALL NEIGHBORHOOD PARKS PLANNING PRINCIPLES**

- Evenly distributed among the four Tacoma Mall Neighborhood districts
- Located along the Loop Road to create a continuous string of green public spaces and gain exponential value of combined actions
- Provides green stormwater infrastructure and tree canopy
- Enhances sense of place and urban design
- Meets the recreational programming needs of dense urban neighborhood and diverse communities

Figure 58 shows a proposed conceptual future parks system that was designed to accomplish these parks planning principles, as well as the level of service standards proposed in Action CN-24. The parks and open spaces in Figure 58 are located to maximize public access. They are distributed within each of the four districts so that people in all parts of the neighborhood are within a short walking distance. They are organized around the Loop Road, which is intended to function both as a park and a street and to include areas that can be used for festivals and other public events. The Loop Road is one of the ideas people have been most excited about during the planning process, and is one of the top priority implementation projects for the Subarea Plan.

*[Sidebar Text: Figure 58 is a conceptual plan meant to serve as a starting point for discussion with parks providers about developing new parks in the Tacoma Mall Neighborhood. Future parks are not likely to be in these exact locations, configurations or sizes.]*

Parks located around the Loop Road are easily accessible to pedestrians and bikers. The Loop Road and parks are envisioned to include green stormwater infrastructure, trees and landscaping features that significantly increase the amount of public green space and attractiveness of the neighborhood. Parks and open spaces are located for maximum visibility and urban design benefit, for instance by being placed where they terminate a vista, at a change in the street grid, or at transitions between different intensities of land uses. They are a range of sizes that can be used to accommodate the programming needs in the neighborhood, from small public gathering spaces to community gardens to sports fields. The combined area of the new parks shown in Figure 58 is about 43 acres.

Types of parks that could potentially be desired in order to meet the recreational programming needs of the neighborhood include several types that fit in Metro Parks Tacoma’s current range of park typologies, as well as several that do not:

- **Community Park:** A park greater than five acres in size that provides visitors with access to a wide range of urban recreation opportunities, including opportunities for cultural events and community gatherings, or respite from urban activity.
- **Neighborhood Park:** A park that provides daily convenient access to basic urban recreation opportunities for residents within walking or biking distance.
- **Public Green:** A small park with grass or other landscaped features designed primarily for sitting, picnicking and enjoying nature.
- **Public Square:** A small hardscaped public area with design features such as pavement markings, public art and seating.
- **Community Garden:** A public garden where community members can participate in growing and harvesting plants.
- **Linear Urban Park:** A long, thin park that provides green public space and recreation opportunities. Linear parks may include habitat areas, green stormwater infrastructure, multiuse trails, urban plazas or streets. For linear parks that contain streets, vehicle speeds should be slow and walking areas should be separated from traffic by trees, landscaping or hardscaped areas with pedestrian-friendly design elements such as public art, seating and signage.

### **GOAL CN-8**

Collaborate with Metro Parks Tacoma, the Tacoma School District, civic partners and the community to develop innovative and detailed plans, implementation, funding and maintenance strategies for a network of parks and open spaces in the Tacoma Mall Neighborhood that accomplishes the shared vision for serving Tacoma’s densest urban centers.

#### **Action CN-26**

Collaborate with Metro Parks Tacoma to determine how Subarea Plan goals and actions for parks fit into their current and upcoming capital and programmatic priorities, as well as into the framework of the interlocal agreement on parks between Metro Parks Tacoma and the City.

#### **Action CN-27**

Work with Metro Parks Tacoma to synchronize long range plans for parks, such as the City’s Comprehensive Plan and this Subarea Plan with Metro Parks Tacoma’s Green Vision 2030 and Mission-Led Comprehensive Plan.

*[Sidebar Text: Figure 58 includes a potential future park on the Madison School property owned by Tacoma Public Schools. Creating a park here would reinforce the school's historic role as a community gathering place. A park here could potentially be part of a larger campus with a new or reopened elementary school and a new home for the 40th Street Community Garden.]*

#### **Action CN-28**

Coordinate with Pierce Conservation District's Community Garden Program and Tacoma Public Schools to explore options for relocating the 40th Street Community Garden out of the public right of way.

#### **Action CN-29**

Work with private developers to provide parks and open space in various forms such as public plazas and private recreational spaces within developments. Consider revisions to development standards and explore incentives as part of this work.

#### **Action CN-30**

Prioritize new parks and civic spaces that have the greatest potential to serve as community gathering places, become defining elements of neighborhood identity, and catalyze development envisioned in this Subarea Plan.

### **GOAL CN-9**

Engage with the community to create recreational opportunities for neighborhood populations of all ages, household types, cultural backgrounds, income levels and interests.

Dense urban centers have unique parks and recreation needs. In these environments there is a need for "outdoor breathing space" in an otherwise highly developed built environment. There is also a need for a wide range of recreational programming such as spaces for large and small events and gatherings, cultural programming that celebrates the diverse backgrounds of community members, youth and senior programming, a range of sports and exercise options, community gardens, pet-friendly spaces and arts creation and enjoyment. During the subarea planning process Tacoma Mall Neighborhood residents expressed a desire for these types of programming and emphasized an immediate need for more safe places for youth and people of all ages to spend their free time.

#### **Action CN-31**

Expand access to safe public places for people of all ages to play and socialize, through collaboration with parks providers, developers and businesses.

#### **Action CN-32**

Work with community partners to expand programs that engage youth throughout the year in safe, supportive and active environments, such as summer youth employment program, clubs or public service opportunities.

#### **Action CN-33**

Collaborate with Metro Parks Tacoma, other community recreation providers and local communities to regularly evaluate and develop plans to meet recreational programming needs in the Tacoma Mall Neighborhood.

*[Sidebar Text: "We see the benefits of love in everything. When children, pets, plants and even objects are loved, they thrive...The same is true of our places. When we have an emotional connection to our*

*place, we are less likely to leave it and far more likely to champion and defend it in the face of criticism. We will fight for it.” (Kageyama, 2008)]*

## PERFORMANCE MEASURES

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- Parks and Open Space: By 2030 there should be a park or open space located within each district and connected by the Loop Road.
- Community Vitality Outreach: Given the qualitative nature of community vitality, measures of performance must be nuanced. Metro Parks Tacoma the City of Tacoma and the Tacoma School District should collaborate to solicit input from the community on a regular basis.

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## Chapter 9

**Shared Prosperity**

## Tacoma Mall Neighborhood Subarea Plan

DRAFT November 28, 2016

**INTRODUCTION****CONTENTS**

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The Tacoma Mall and related retail provide significant employment and economic benefit to the City of Tacoma and broader community, serving a larger than average trade area than many regional malls. The mall is the best known destination in a neighborhood that also contains residential neighborhoods and commercial/industrial activities.

Increased prosperity in the Tacoma Mall neighborhood will be shared by all. The priorities, actions and decision-making criteria are designed to result in multiple, exponential benefits across topics and sectors. The plan benefits are intended to foster and spread increased prosperity to area residents, business and property owners, the workforce, visitors, and the broader Tacoma community. Prosperity benefits the economy, identity of place, the natural environment, health and vitality.

**THE NEIGHBORHOOD TODAY**

The Tacoma Mall Neighborhood is named for its super-regional mall. It is currently a predominantly commercial area with residential enclaves in the Lincoln Heights, Madison and Mall Districts. The balance of the neighborhood land contains additional retail, commercial and light industrial offerings, supporting a significant concentration of employment.

National retailers are concentrated in and around the Tacoma Mall and on South 38th Street. Multiple national retailers, particularly in the Mall proper, serve more market segments than many regional malls and draw from a larger than average trade area. Other retail, office and commercial development is located throughout the neighborhood except in the residential cores of Madison and Lincoln Heights District. The Tacoma Mall is a valued asset and economic engine in the City of Tacoma.

Development capacity is far greater than 20 year demand. Commercial markets, availability of land, neighborhood location and design preferences have contributed to the current low density, dispersed development pattern. The Tacoma Mall has remained stronger than many regional malls due to its visibility, access and diversity of offerings. Vacancies have historically been lower than other comparable areas, ranging from around 1% from 2007 to 2009, to 2–3% from 2009 to the end of 2013, likely due to

leasing strategies by the Tacoma Mall. However, since the fourth quarter of 2013 vacancy rates have jumped to about 5%, to be in line with suburban Tacoma averages and below rates in the Westfield Southcenter Mall and Northgate Mall areas.

The current development capacity presents opportunities to become a stronger place of regional significance through incremental completion of the street network, provision of high capacity transit, parks and open space, improved access to properties, and enhanced investment climate, identity of place and livability. These qualities in turn attract mixed use infill and redevelopment supported by broader offerings and destinations around the Mall, increased housing and job choices.

A residential/mixed-use feasibility analysis (See Appendix 9-A) conducted to understand current real estate dynamics for this sector affirmed that developments similar to recent projects in the area (The Apex and Pacifica) reflect what is currently feasible in those markets. The analysis identifies rents that would need to be achieved to see developments with a higher percentage of structured parking or with more amenities and street presence, such as current development trends in downtown and the Proctor District.

#### PROSPERITY FOR ALL

Shared prosperity means shared local, city and regional benefits to the economy, environment, businesses and residents, including current and future residents and generations. Each district benefits through development its own identity and niches while the entire neighborhood supports people of all incomes and groups.

Actions to achieve shared prosperity include:

- Reinvesting in the neighborhood and each District to capture potential community benefits.
- Encouraging jobs and housing growth through a strategy that fully incorporates business retention and job growth.
- Attracting businesses to invest in this area to improve their businesses, to invest in employees, and to create new job opportunities.
- Investing in the workforce to increase their career options and earning potential.
- Making it more possible to live and work in the same neighborhood to reduce cost of living.
- {Providing more jobs close to home for low income household members.
- Distinguishing the market niche that will attract new investment and customers for each District.
- Improving livability of all residential areas.
- Building a more compact, green, walkable mixed-use neighborhood

The Subarea Plan provides a framework for broadening the employment base and development types in more compact formats that, over time, will yield higher economic output.

The smart growth strategies are anticipated to be profitable to everyone in the long term. In the short term, current business models are likely to remain. The Subarea Plan is designed to increase the economic vitality of the neighborhood over time through a strategic package of actions. It is anticipated that improved infrastructure will help raise lease rates, retail sales and incomes which collectively will affect feasibility which enables significant redevelopment to occur. Significant multifamily development continues to occur. While it is impossible to predict exactly when various types of redevelopment will be fully feasible, the project Multifamily and Mixed-use Feasibility Analysis shows that mixed use midrise

development may not be far off (CAI, 2016). Significant high density multifamily development activity is already occurring. See Appendix 9-A for additional information about the feasibility analysis.

Chapter 9 – Shared Prosperity seeks to strengthen and add infill to create four distinct districts connected by a complete transportation network, parks and other amenities which are common to all districts.

The 4 districts will have these distinct economic characteristics:

- The Mall District will become a new “town center” by broadening the retail and employment offerings with additions of entertainment, medical, educational and civic uses, residential/commercial mixed use and multiple “big box” developments.
- The Madison District will be a residential enclave in its core with perimeter mixed use and commercial development related to South 38th Street, South Pine Street and South Tacoma Way.
- The Northwest District will be a “makers” type of commercial/light industrial/commercial/residential mixed-use District that transitions to South Tacoma Way Manufacturing and Industrial Center to the north and west and to South 38th Street commercial/mixed-use corridor to the south.
- The Lincoln Heights District will be a residential enclave in its core with perimeter mixed use, commercial, office and light industrial development related to South 38th Street, South Pine Street, and Sprague Avenue and S. 35th Street.

The placemaking approach taken to create a complete, inviting distinctive urban form will leverage higher quality infrastructure, connectivity and improved property visibility and access to attract jobs and housing to this area with an improved investment climate. The key tools available to the City include the up-front Planned Action EIS, coordinated public investments in infrastructure planned transportation and utilities and use of the Multifamily Tax Exemption are intended support project feasibility and economic performance on both an area-wide basis and to help streamline and reduce costs of the development permitting process while using mitigation approaches that address the impacts of development while contributing to the vision of a great urban place.

## VISION FOR SHARED PROSPERITY

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*The Tacoma Mall Neighborhood is a place of regional and local significance where increased prosperity is shared by all.*

Its mixed use “town center” area draws people of all kinds to visit and linger in order to enjoy its many retail, entertainment and cultural attractions. This unique “green” neighborhood offers surprise and delight with its many offerings including a robust arts and creative culture scene. Home to a diverse and eclectic people, the neighborhood is safe, inviting and original, with living wage jobs opportunities for all.

*[Sidebar Text: Job wage and income security greatly impact one’s ability to attain maximum health and potential. Unshared benefits of economic prosperity have resulted in the climbing of poverty rates (Schweke, B., 2006). Poverty increases the chances of poor health. At age 25, Americans in the highest income group can expect to live more than six years longer than their poor counterparts (Urban Institute, 2015).]*

## ECONOMIC POTENTIAL OF THE NEIGHBORHOOD

An Economic and Real Estate Conditions Analysis of existing conditions was developed by Community Attributes Inc. (CAI) in 2016 as a part of this project. A summary of the analysis is provided below.

- Development is occurring in an uncoordinated pattern which captures low community return on investment.
- Employment in the neighborhood is dominated by retail trade, which consists of over 40% of all employment. Accommodation and food services, as well as government services are also key sectors for employment in the neighborhood. Services and manufacturing sectors tend to be much less represented than in other comparable locations. There are few local serving retail and service businesses in the neighborhood. Opportunities exist to broaden the neighborhood economy to include enterprises that support neighborhood identity. These types of businesses include local restaurants and food sources, small scale artisan and “makers” types of fabrication businesses, local artists and small businesses that feature offerings that are unique to this neighborhood.
- Community employment needs are not fulfilled by neighborhood residents, with about 3% of the local population employed within the neighborhood. Employees that work in the area are drawn from communities across the region.
- Retail space in the neighborhood was largely constructed in the 1960s, and is currently dominated by the Tacoma Mall and other large format retailers. However, over the past five years, little to no commercial development activity has taken place. While historically vacancies have been lower and rents have been higher than the rest of the City and the broader area, current vacancy rates are equivalent to the rest of the suburban Tacoma market. Retail rents in the neighborhood currently average around \$16–17/square foot. Over 1 million square feet of retail space in the area is 40–50 years old.
- Office space in the neighborhood includes a significant amount of stock developed in the 1960s, but no significant increases in new office space have occurred since the 1990s. Office vacancy rates until recently have tended to be higher than the City and broader areas, with comparable rents to the rest of the market. Current office rents in the neighborhood are around \$20/square foot.
- Minimal industrial space exists within the existing neighborhood with some warehouses developed in the 1990s. Within the potential Regional Growth Center Expansion there exists a higher concentration of industrial uses. Market vacancy rates and rents in the broader area have risen slightly over the past 10 years, with rates around \$4–5/square foot.
- The local economy is dominated by retail (primarily with the Tacoma Mall) and government employment, with less of a focus on services than are often seen in other locations. Diversification of the local economy and a focus on both employment and retail/service offerings that can meet the needs of the local neighborhood should be a focus of ongoing economic development efforts.
- The office and retail building stock in the area is older, with no significant new development occurring within the past 5–10 years.
- Although building permits demonstrate continuing investment through renovation and remodeling, the future role of the neighborhood as a regional and super-regional center may require more comprehensive redesign to remain competitive.

*[Sidebar Text: The Value of Mixed Use*

*A key aspect of re-configuring a successful mix in to a more broadly-based mixed use District is to identify and maximize the dynamic synergies between uses. The cycle of supporting uses is:*

- 1. Residential attracts retail*
- 2. Retail supports office*
- 3. Office supplies restaurants, and coming full circle,*
- 4. Restaurants attract residential use.*

*These synergies are most effective when the uses are close together and it is convenient to move easily from one to another. This is especially true of “vertical mixed use” and integrated into urban streets with ground-level retail and office and residential above. The retail can only typically be supported on major streets and works best in the most urban part of a mixed use “town center”. (Dunham-Jones, 2009)].*

**MALL DISTRICT POTENTIAL**

The Tacoma Mall has been the economic driver in the neighborhood for the past 50 years. The land base, proximity to I-5, market conditions, reputation and existing assets are the basis for the Tacoma Mall’s success. Some existing commercial and residential development predated the Mall however the majority of commercial development is located there to capture spinoff traffic and business due to proximity to the Mall. The current street network is the result of changing business and development trends and vacation of public rights-of-way. The resulting urban form consists of irregular parcel configurations without public street access. The current form constrains mobility and access to properties and capture of full economic potential.

The potential also exists for significant residential infill with varied contemporary housing types to fulfill market expectations. The completion of an attractive street network, addition of parks, public places is needed to support such economic capture of neighborhood assets and potential.

Emphasis is placed on mixed-use development because it maximizes the multiple and synergistic benefits to be derived. Single use development (residential, institutional and commercial) is also necessary and beneficial. Development supportive of a walkable urban form is the desired format for all development.

**SHIFTING TRENDS IN RETAIL ENVIRONMENTS**

Economic shifts have occurred with the rebirth of cities and preferences of post-baby boom generations. Contemporary experiences and lifestyles such as in-town living in walkable mixed-use neighborhoods have become mainstream and have proven to be economically viable. These types of experiences continue increase as preferred choices among baby boomers and millennials in particular.

This shift has become a powerful driver of the economy, as shown by substantial downtown, major mall and town center redevelopment. The redevelopment of regional malls into mixed-use developments and new, mixed-use “town centers” across the country is the next generation of retail environments taking place in response to significant cultural and retail trends. The photo (captioned Photo 1) of Steiner and Associates Liberty Center illustrates this type of development. (Urban Land Institute, 2012).

*[Placeholder for Photo 1]*

*Source: Urban Land Institute, 2012, page 9.*

A 2014 Nielsen report on the influential U.S. Millennial population segment—people born between the early 1980s and the early 2000s—said that 62 percent of that demographic prefers living in walkable, urban style, mixed-use communities near to their workplaces and to restaurants, shopping and transit.

Top retail developers increasingly respond to these trends. The best of new projects have common characteristics: a significant portion of their public space is outdoors; non-retail leisure time components are a large component of the tenant mix; the design of outdoor public spaces follows traditional urban planning principles, and the non-retail uses like residential, office and hospitality are fully integrated into the design.

Many of the most applicable examples of these projects are not only the commercial, but also the social and civic hubs of the community. Many retail and mall developers believe that Mall environments must respond to these trends to not only thrive, but survive in this new environment. (Steiner, 2015)

Another significant shift in retail shopping environments is the evolution of “need-based transactions” to “want-based” transactions. The characteristics of each are described in Table SP-1, Need-based and Want-based Shopping Environments. (Steiner, 2015)

Table SP-1. Need-based and Want-based Shopping Environments

	Purpose	Characteristics	Locational Needs
<b>Need-based Transactions</b>	Provide for basic everyday needs, draw frequent visits, and involve purchase decisions that are driven primarily by rational criteria	Serve local trade areas and offer functional design and provide convenient access	Visible and accessible from arterial streets; criteria vary
	Retailers provide value for the dollar, serve local trade areas and offer functional design and provide convenient access.	Shopping environments are essentially part of the basic infrastructure of a community	
<b>Want-based Transactions</b>	Meet aspirational needs, involve discretionary spending and a lower frequency of visits, and inspire purchasing decisions driven primarily by emotional criteria.	Shopping environments serve regional trade areas with regional access, and feature aspirational design elements  Shopping environments define and add value to a community and contribute to its economic development. Retail environments are enhanced (and enhance in turn) pedestrian friendly, urban/mixed-use fabrics	Work best in sites with quality regional access, and the feasibility of the retail component should be verified independent of other non-retail uses

*Source: Adapted from Emerging Retail Environments, The changing world of regional retail – and design and development guidelines for the next generation of integrated retail developments, by Yaromir Steiner, Chain Store Age, August 2015.*

A successful and sustainable mixed-use “town center”, as envisioned for the Mall District, must be responsive to both the need-based and want-based transactions of its trade area. Both need-based and want-based retail can be integrated, but while all want-based retail is welcome, it is only the high

frequency and daily life component of need-based retail that can be successfully mixed with the other uses.

*[Sidebar Text: You have to create a place that will become the center of people's lives." Quote from Yaromir Steiner, Chief Executive Officer of Steiner + Associates]*

Industrial-mixed-use transition areas, is a development and neighborhood type with sought after characteristics by the growing artisan/small-scale manufacturing and live-work sectors. These districts have become attractive niches in their own right with a mix of ongoing small scale production, and introduction of artisan fabrication, live-work, artist space, warehouse/loft style living. This is envisioned to be the case in the areas where the Northwest District intersects with the South Tacoma Way Manufacturing and Industrial Center on South Tacoma Way below the hill.

The foundational neighborhood elements identified in Chapter 3 – Urban Form, are defined to provide a complete, cohesive neighborhood infrastructure (street networks, green stormwater facilities, parks, public places and open space) that improve quality of life, increase value and improve access to properties and develop a unique identity.

Until recently, in most metropolitan areas, land use was categorized as playing one of two economic functions: either regionally significant or local-serving. Regionally significant places have concentrations of employment, civic centers, institutions of higher education, major medical centers and regional retail, as well as one-of-a-kind cultural, entertainment, and sports assets. Local-serving places are bedroom communities dominated by residential development that is supported by local-serving commercial (e.g., grocery stores) and civic uses, such as primary and secondary schools and police and fire stations. Shifting Suburbs, Reinventing Infrastructure for Compact Development, Urban Land Institute, page 9.

Both drivable suburban and walkable urban forms of development have market support and appeal; it is not as if one is “better” than the other. It is important to note that each form can be found in both center cities and suburbs, there is drivable suburban development in the City of Tacoma as well as the surrounding suburban communities and there are walkable urban places in the suburbs of Tacoma. Today, regionally significant, walkable urban places contain them all. However, from traffic, energy, environmental and walkability perspectives, more compact mixed-use communities outperform the more dispersed driving-only communities. As a Regional Growth Center designated by Puget Sound Regional Council, adopted policy directives require a long-term shift from a dispersed, single use oriented development pattern to a more compact, mixed use urban form.

The reasons for this shift back preferences for walkable, mixed use transit-oriented neighborhoods include significant demographic changes (decreased percentages of households with children and increased one and two-person households), absolute increase in suburban traffic congestion, proportional increase in household transportation costs, and an increased appreciation for the convenience, diversity, creativity, and health benefits associated with walkable urban lifestyles. As a result, drivable sub-urban development has become overbuilt in relation to market demand, as is the case with some of the underused commercial properties in the Tacoma Mall neighborhood.

Required management of growth seeks to hasten the transition of investment and growth back to urban core areas, as directed by Vision 2040. The Puget Sound region, including the City of Tacoma, are planning for significant jobs and housing growth by 2040. Since space in the region is ultimately limited, jobs and population growth are driving market investment into core urban areas where there is

development potential, like in Downtown Tacoma and the Tacoma Mall Regional Growth Center (Tacoma Mall Neighborhood).

Development of more fine-grained mixed use walkable places have been demonstrated to provide economic benefit to communities. “Walkable urbanism” has become a powerful economic driver as evidenced by the success of downtowns, major mall and town center transformations into mixed-use walkable districts across the nation. Numerous places originally developed as strip commercial and/or regional malls that have since been urbanized and experience higher economic return.

Over the next generation, walkable urban development will spur even greater economic growth as demand for walkable urban development is met. The future growth of walkable urban places could provide the same economic base in the 21st century that drivable sub-urbanism did in the mid- to late-20th century . However, this growth will not be realized without appropriate infrastructure, zoning, and financing mechanisms at the federal, state, and local levels (Leinberger, Lynch, 2014).

*Add a sidebar: “Walkable places perform better economically. Residents of places with poor walkability are generally less affluent...Places with more walkability features have also become more gentrified over the past decade” (Leinberger and Alfonzo, 2012). Strategies to curb involuntary displacement through community empowerment can be found in Chapter 8 – Community Vitality.*

The Tacoma Mall Neighborhood is in the process of transitioning from a drivable, suburban style area to a walkable urban place. The Tacoma Mall Neighborhood Plan is designed to capture the latent real estate value in the Tacoma Mall neighborhood and with the provision of a more complete infrastructure, amenities and services, support the transition to the envisioned more complete community. It is envisioned to be a neighborhood for everyone – a place for people of all incomes and backgrounds.

The following sections of this chapter identify goals and actions to retain and broaden neighborhood demographics, broaden neighborhood offerings and increase access to opportunity for all.

## IMPROVE IMAGE AND PERCEPTION

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Improving the image and the perception of the neighborhood is an important step needed to achieve shared prosperity. Other chapters include goals and actions for improving image and perception, such as taking steps to resolve traffic issues, improve safety and development quality, enhance the pedestrian environment and public realm, and to rebrand the neighborhood. See the Urban Form, Land Use, Transportation, Environment and Community Vitality Chapters.

## GROW BUSINESSES & JOBS

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Existing established businesses are the basis of current employment and tax revenue generation in the neighborhood. Their success and growth is the economic and employment engine of the neighborhood. Existing businesses that remain over time and grow in place along with the neighborhood contribute to continuity and stability over time.

The majority of jobs in the neighborhood today are in the retail and service sector, with just 3% of employees living in the neighborhood. Broadening business and commercial offerings will diversify the

employment types are envisioned for the neighborhood related to the character districts:

1. Professional employment in the Mall District (education, medical and professional offices) and
2. Local artisan and creative culture jobs.

While jobs supporting local culture are envisioned to be developed throughout the neighborhood, the NW District is expected to be a center of local arts, fabrications, food production and “makers” jobs.

### **GOAL SP-1**

Support growth of businesses and jobs in a manner that supports the vision for the neighborhood and identity and character of the 4 neighborhood districts.

#### **Action SP-1**

Maintain a dialogue between the City and owners of existing businesses to assess and implement actions to support the retention and expansion of existing businesses.

#### **Action SP-2**

Promote businesses and employment in locations that support character district cohesion through the collocation of like and complementary businesses.

#### **Action SP-3**

Support the development of creative economy “makers” light fabrication/arts-based jobs in the Northwest District through business recruitment, zoning, regulatory and design standard modifications, connectivity improvements, and other actions that promote the area’s character.

*[Sidebar Text: The design process brought focus to a Northwest District redesign to integrate development into the slope above South Tacoma Way with a new connection on the slope that integrates significant green features and a future Sounder Station. This concept helped community members envision new opportunities and connections. The design charrette process could be used in the future for specific catalyst site design or to develop major design concepts or infrastructure interventions such as the envisioned hillside walkway and transit station.]*

#### **Action SP-4**

Attract new businesses to businesses in the Mall District to support creation of a “mixed-use town center” with a mix of regional and local serving retail, entertainment, hotel, education, health care, and commercial and institutional uses

#### **Action SP-5**

Work with property owners to understand how existing covenants or other agreements might restrict redevelopment and infill on key properties.

#### **Action SP-6**

Collaborate between property owners, businesses, the city and others to beautify and activate streets and sidewalks through de-paving, plantings, signage, street furniture, cleanups, public seating areas, banners, art and other activities.

**Action SP-7**

Work with the business community to explore opportunities to organize in a business improvement district to address shared goals like marketing, maintenance and upkeep neighborhood improvements, business recruitment, etc.

**Action SP-8**

Promote more local business ownership and locally made products, particularly in the Northwest District.

**Action SP-9**

Use existing city programs to promote investment and growth such as the Multifamily Tax Exemption Program, Tacoma Job Creation Tax Credit, Façade Improvement Program and Business Loan Program.

**Action SP-10**

As part of future updates to development regulations to implement this Subarea Plan, establish development standards for contemporary signage to improve visibility and image from I-5 and within the neighborhood.

**GOAL SP-2**

Create a more diverse employment base in the neighborhood to serve both regional markets and neighborhood needs, including increasing the earning capacity of neighborhood residents.

**Action SP-11**

Broaden the range of employment types in the neighborhood to increase the range of available jobs for differing education, skill and pay levels through recruitment of under-represented institutions and businesses such as medical, office, educational and fabrication facilities.

**Action SP-12**

Promote job training that increases people's ability to get living wage jobs with a particular emphasis on empowering women, minorities and small businesses.

**Action SP-13**

Work with businesses to support and invest in their employees through good benefits and pay.

## **HIGH CAPACITY TRANSIT & TOD**

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Locating a high capacity transit station in the Tacoma Mall neighborhood could increase business interest in locating to the area. This would in turn support the vision for the neighborhood as a dense urban center with a mix of jobs and housing. Goals and actions that support planning for a high capacity transit station and transit oriented development are in Chapter 3 – Urban Form. Location of higher density housing within walking distance of high-capacity transit supports housing affordability by reducing or alleviating the need for car ownership.

## CATALYZE INFILL & REDEVELOPMENT

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Successful urban centers result from leadership and partnerships that help to mature development markets with strategically focused and coordinated public and private investments.

Currently there is more redevelopment capacity than market demand for development in the neighborhood. As a result, there are a number of large, underused sites in key locations (listed below). These sites present redevelopment potential well beyond their current low intensity uses and site layouts. Other sites contain public facilities and services in marginal locations with low visibility and challenging access conditions.

If redeveloped with more dense, mixed use urban formats, these sites present significant opportunities to realize much higher economic return while making significant contributions to neighborhood vitality and catalyzing additional development in their vicinities.

*[Sidebar Text: Catalyst Sites Defined:*

*Single large ownership*

*Currently underused*

*Prominent accessible location*

*Ability to capture value of site with quality and mix of uses]*

A list of potential catalyst sites includes:

- Tacoma Public Utility Sites (Madison)
- Madison School Site
- Michael's Plaza
- Costco Site
- Lincoln Heights Residential Area
- City of Tacoma Fleet Services Site
- Pierce County Annex Properties
- Star Fitness Center
- Post Office Site (Fife Street)
- Underused Mall Properties (i.e., surface parking lots)
- Underused Commercial Properties (i.e. Office Depot power center)
- Pierce Transit Center site
- Large format Sites South of 47th/48<sup>th</sup>

The City of Tacoma can leverage its leadership role to attract catalyst uses to catalyst sites. Catalyst uses could include:

- Full service grocery store/ drug store
- Multiple big box development with structured parking (such as Trader Joes & LA Fitness)
- Health and dental clinics
- Corporate Headquarters
- Public Library and mini-city hall
- Educational facility such as technical college branch campus

- Entertainment venues such as cinema, skating rink or other destination entertainment
- Shared surface or structured parking (either private ownership to serve multiple destinations, public/private partnership to serve the Mall and future residential development)
- Farmer’s market
- Museum
- Art Center

### **GOAL SP-3**

Build critical mass by leveraging partnerships and investments to catalyze public and private development on key catalyst sites such as those shown in Figure 69.

#### **Action SP-14**

Prioritize and focus City business recruitment efforts to attract partners to co-locate and develop catalyst sites in support of the plan vision.

#### **Action SP-15**

As part of future updates to implement the Subarea Plan, adopt catalyst site development criteria to ensure that sites are re-integrated into the urban fabric to maximize vehicular and pedestrian access and circulation, site visibility, building street relationships and integration of sites, buildings and uses with adjacent properties. Building placement and access on catalyst sites should be designed to serve both perimeter and internal street relationships.

#### **Action SP-16**

Prioritize City investments that increase access and value to catalyst sites, including utilities and infrastructure investments that can leverage additional improvements.

#### **Action SP-17**

Use streetscape and transportation improvements to promote growth such as new street connections to provide access to development sites, street connections improving I5 access, and providing High Capacity Transit.

#### **Action SP-18**

Advocate for financing mechanisms for streetscape and infrastructure improvements such as impact fees, fee in lieu of and latecomer fees that can increase predictability, bring about improvements more quickly, and catalyze growth.

#### **Action SP-19**

Build key roads in the area to establish urban form in the Mall, Northwest and Lincoln Heights Districts.

*[Sidebar Text: Urban Land Institute (ULI) recommends the critical mass in a mixed use “suburban business district” to establish and reinforce a sense of community is a minimum of 200,000 square feet of retail and 2,000 dwelling units within a 10 minute walk of each other. While the neighborhood currently exceeds these numbers, form and distribution of retail and residential uses poses barriers to capturing the synergy among these uses.]*

## MALL DISTRICT INFILL & REDEVELOPMENT STRATEGY

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The Tacoma Mall is the major anchor in the neighborhood, a major contributor to the City of Tacoma economy and a place of regional significance. While performing at a high level, the buildings and site improvements were mostly built 50 years ago. The Mall owners and the City of Tacoma recognize that that land available to infill and selective redevelopment provides significant opportunities to improve the Mall area and capture the economic value of walkable places and the spending power of the next demographic wave (millennials and baby boomers).

The Simon Company, owner of the Tacoma Mall and approximately 200 malls nationwide, has recognized and capitalized on these opportunities in other locations around the country. The company has the potential to bring that expertise here and work with its willing partner in the City of Tacoma, to move towards investment in growth and diversification and increased shared prosperity over the next years.

The ambitious vision to transform the Mall District and Mall area proper into a mixed use "town center" will require sustained leaderships, partnerships and coordination. Conditions required to accomplish such a goal would include willingness on the part of the Mall owner, sustained leadership and incentives provided by the City of Tacoma, and shared agreement and participation among numerous property owners and public agencies. Fortunately, such models exist around the country, as manifested by the Simon company and other like companies. The photo (captioned Photo 2) of Steiner and Associates Liberty Center Central Space illustrates this type of development.

Infill and redevelopment of comparable areas in the country provide models for the Tacoma Mall neighborhood transformation.

Opportunities for the Mall include:

- Development of new market niches
- Developing more direct connections to the neighborhood
- Incorporating transit and a more walkable environment
- Becoming the central neighborhood place
- Become a special, walkable place where more people want to work and live
- Capture more upscale markets and need-based/local serving business
- Offer memorable, exciting entertainment venues
- Become more inviting to families and kids with recreational opportunities, special events and a cinema
- Educational and medical facilities
- Improved vehicular access and a roadway pattern promotes denser development.

*[Sidebar Text: Simon Properties Group, America's largest owner of US malls and outlet centers, is adding high-end residences to its Phipps Plaza property in Atlanta's fashionable Buckhead district. Its Domain at Phipps Plaza, developed by partner Columbus Realty, will feature 319 mid-rise luxury residences when it opens this fall. An AC Marriot hotel is also in the works on that same property. "Residential and hotel developments represent asset enhancements, and we will add them to our properties where*

appropriate,” said a Simon spokesman. “Living Space, Retailers are Increasingly Adding Housing to the Mix” *Shopping Centers Today*, April 2015] **Placeholder for photo in InDesign version of plan**

Chapter 11 – Implementation, outlines potential strategies for longer term leadership and coordination of investment with public and private actions. Actions to accomplish such a vision would include:

- Long term leadership commitment to partnership and implementation
- Specific area master planning and design to develop a viable vision and development plan
- Public-private partnerships
- Fiscal feasibility analysis of critical infrastructure
- Public sector investment in infrastructure and facilities
- Creation of a fine-grained circulation system with high quality streets and walkways
- Shared development and management of parking supply
- Public sector incentives for private participation
- Recruitment and incentives to attract key uses such as medical, educational and cultural facilities
- Advance planning to incorporation of future high capacity transit station and TOD into the Mall District

#### **GOAL SP-4**

Form a team of high level leaders from the public and private sectors that will promote and enable implementation of “Mixed-use Town Center” with phased, multi-party implementation projects over the long term.

#### **Action SP-20**

Establish a plan to develop partnership with the Simon Properties Group, large land owners, public agencies (Tacoma Mall owner) and other partners for longer term planning and coordination of infrastructure and other improvements. (See Chapter 11 – Implementation, page 12, for a detailed description of this recommendation)

#### **Action SP-21**

Look for opportunities to partner to attract public and private investment.

#### **Action SP-22**

Form a multiparty team to lead a coordinated, specific area-based, multi-stakeholder approach to improve locations, harnessing the skills, experiences and resources of those in the private, public and voluntary sectors.

#### **Action SP-23**

Identify a leader within the City of Tacoma to lead Mall revitalization, redevelopment and coordination with partners over a period of several years.

#### **Action SP-24**

Develop a strategy for recruiting specific business types that can strengthen and diversify employment, retail and services markets to in Districts and to support daily living.

**Action SP-25**

Recruit key land uses and businesses to support transit-oriented development in the future High Capacity transit station area.

## **MADISON DISTRICT INFILL & REDEVELOPMENT STRATEGY**

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The Madison District, located in the southwest area of the Tacoma Mall Neighborhood, will be strengthened by actions described in other document chapters: These include clarity of urban form provided by revised zoning and design guidelines and street connections, public re-use of the Madison School site, transitions to other districts and South Tacoma Way, establishment of a neighborhood park and many community –based actions. Commercial/mixed uses will transition from South 38<sup>th</sup> Street and South Pine Streets to preservation of the existing residential enclave in the center of the District.

## **NORTHWEST DISTRICT INFILL & REDEVELOPMENT STRATEGY**

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The Northwest District, located on the hillside above South Tacoma Way, contains potential to use topography to create a distinctive district and capture greater economic potential.

**Action SP-26**

Take advantage of topography and District shape to create a distinctive place:

Explore the potential for development of a “grand staircase” walking connection between the Northwest District and South Tacoma Way, as shown in Figure 3, Illustrative Vision Plan. Exploration should focus on the potential mutual benefits that could be derived.

Benefits include:

- Placemaking and district identity
- Unique character and building types that include major retail, residential and commercial light/industrial uses
- Increased property access, visibility and value
- Stormwater management and flood control
- Loop Road connection
- Development and parking integration above and below the hill
- Reservation of a potential connection between the Tacoma Mall neighborhood and a potential future infill Sounder Commuter Rail station at bottom of hill

## **LINCOLN HEIGHTS DISTRICT STRATEGY**

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The Lincoln Heights District, located in the northeast area of the neighborhood, will be strengthened by actions described in other document chapters. These include clarity of urban form provided by revised zoning and design guidelines, addition of missing street connections, improvements to the existing park, and addition of new parks and the establishment of a neighborhood park and many community –based actions. Commercial/mixed uses will transition from South 38<sup>th</sup> Street, South Pine Street, I-5 and the Pierce County properties to the north to preservation of the existing residential enclave in the center of the District.

## PERFORMANCE MEASURES

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- Job Growth: By 2040 achieve the RGC planning target of 16,675 jobs (an additional 8,385 from today's 8,290 jobs).
- Development of Catalyst Sites: Development of the identified catalyst sites has the potential to spur significant change in the neighborhood. There is no specific number.

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Chapter 10

# Utilities & Services

## Tacoma Mall Neighborhood Subarea Plan

**DRAFT** November 28, 2016

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<i>Introduction</i>
<i>Vision for Utilities &amp; Services</i>
<i>Utilities</i>
<i>Public Services</i>
<i>Public Sites in the Subarea</i>
<i>Performance Measures</i>
<i>References</i>

### INTRODUCTION

This chapter provides a vision, goal and actions for utilities and public services. High-quality and dependable utilities and public services are essential to the Tacoma Mall Neighborhood’s future success, such as clean water, reliable electricity and responsive police and fire services. They support a high quality of life, human and environmental health, efficient provision of infrastructure concurrent with growth and development, and an attractive investment climate.

The Public Facilities and Services Element of the City’s Comprehensive Plan provides policy guidance for utilities and services, calling for them to support planned growth and to enhance quality of life. As part of this policy guidance, the Comprehensive Plan establishes level of service standards to be used in coordination with providers’ current plans and needs analysis to guide improvements to utility systems and public facilities throughout the city. The vision, goals and actions in this chapter are consistent with the Comprehensive Plan and provide an additional framework to support the growth, development patterns and community character envisioned in this Subarea Plan.

One of the main objectives of this Subarea Plan and EIS are to ensure that utilities, public services and infrastructure are provided concurrent with development. To accomplish that, advance planning based on planned growth targets is essential.

*[Call-Out Box: Level of service standards describe the amount, type or quality of service needed to serve the community. They establish a minimum threshold for provision of services and facilities. The level of service standards established in the City’s Comprehensive Plan are listed below.]*

*City of Tacoma Level of Service Standards for Concurrency*

<b>Public Facilities</b>	<b>Level of Service Standard</b>
<b>Electric Utilities</b>	Voltage level + or - 5%; Average annual system outage duration 75 minutes or less
<b>Transportation</b>	The system completeness LOS as defined in the Transportation Master Plan
<i>Pedestrian</i>	
<i>Bicycle</i>	
<i>Transit</i>	
<i>Auto/Freight</i>	
<b>Sanitary Sewers</b>	
<i>Maximum Month Flow</i>	200 gallons per capita per day (GPCD)

<i>Peak Hydraulic or Peak-Instantaneous Flow</i>	<i>400 gallons per capita per day (GPCD)</i>
<b>Solid Waste</b>	<i>1.13 tons per capita per year</i>
<b>Stormwater Management</b>	
<i>Private facilities less than 24" in diameter</i>	<i>10 year, 24 hour design storm</i>
<i>All public facilities, and private facilities greater than or equal to 24" in diameter</i>	<i>25 year, 24 hour design storm</i>
 <i>Water (Potable)</i>	 <i>442 gallons per day per Equivalent Residential Unit (ERU) and/or as contained in Tacoma Water's current Washington State Department of Health approved water system plan</i>

Source: City of Tacoma Comprehensive Plan, Public Facilities + Services Element, 2016.

*City of Tacoma Level of Service Standards Not Subject to Concurrency*

<b>Public Facilities</b>	<b>Level of Service Standard</b>
<b>Emergency Medical Services (EMS)</b>	<i>0.016 units per 1,000 people</i>
<b>Fire</b>	<i>0.109 apparatus per 1,000 people</i>
<b>Law Enforcement</b>	<i>288.58 square feet of facility space per 1,000 people</i>
<b>Library</b>	<i>60 square feet per 1,000 circulation</i>
<b>Parks</b>	
<i>Local</i>	<i>3 acres per 1,000 people, and within ¼ mile of all residents</i>
<i>Regional</i>	<i>7 acres per 1,000 people</i>
<i>Open Space/Wildlife Habitat</i>	<i>2 acres per 1,000 people</i>

Source: City of Tacoma Comprehensive Plan, Public Facilities + Services Element, 2016.

## VISION FOR UTILITIES & SERVICES

*Utilities and other public services are provided concurrent with growth to reliably support the development patterns and community character envisioned for the Tacoma Mall Neighborhood.*

## UTILITIES

The Tacoma Mall Neighborhood is currently well served by utilities. Key utilities include electricity, natural gas, solid waste, stormwater, water, wastewater and telecommunications services. The primary utility providers for the Tacoma Mall Neighborhood are listed in Table US-1.

Table US-1. Utility Providers

Utility	Provider
Electricity	Tacoma Public Utilities, Tacoma Power division
Solid Waste	City of Tacoma Environmental Services Department
Stormwater	City of Tacoma Environmental Services Department
Wastewater	City of Tacoma Environmental Services Department
Water	Tacoma Public Utilities, Tacoma Water division
Telecommunications	Tacoma Public Utilities (Click! division) and Private Providers
Natural Gas	Puget Sound Energy

*[Sidebar Text: Stormwater is addressed in greater detail in the Chapter 7 – Environment.]*

### GOAL US-1

Ensure availability of utilities at appropriate levels of service to support the Neighborhood’s existing and planned development.

Existing utility infrastructure within the neighborhood generally provides adequate service for current users, and providers report that facilities have capacity to accommodate anticipated future uses and development. There are currently limited system upgrades anticipated for aging wastewater and water infrastructure (primarily pipe systems).

As development and redevelopment occurs consistent with the Subarea Plan, utility providers will make system improvements necessary to serve additional demand. Most utility improvements, such as infrastructure upgrades and connections required to serve specific development projects, will be made on a project-by-project basis and will be funded by developers. As infrastructure and public projects are implemented across the neighborhood, the City will encourage coordination among utility providers and property owners to ensure that opportunities for efficient utility system improvements are maximized. Additionally, the City may choose to participate in specific utility project public/private partnerships that will catalyze development to meet specific goals or provide high priority facilities or land uses.

### Action US-1

Update the Tacoma Municipal Code and procedural guidance to require that utilities and utility service plans for public and private development be adequate to support future planned growth and zoning growth capacity in the Tacoma Mall Neighborhood.

### GOAL US-2

Minimize impacts on adjacent properties and open spaces associated with the siting, development and operation of utility services and facilities.

The location, construction, and day to day operations of utilities can have an impact on surrounding residents and businesses. Impacts can include noise, high activity levels and visual appearance that is out of sync with their surroundings. Thoughtful management and design of utilities services and facilities can support neighborhood character and minimize the amount of potentially negative impacts on the community.

Along with considerations for other development types and uses, specifically address utility connections and solid waste collection service for townhouse developments and impacts on surrounding residents and businesses. In recent years, the City reviewed townhouse developments as single-family units, which meant that each unit could have its own garbage collection and utility connections. In addition, the access for many of those developments did not allow for collection in front of each unit meaning there would be a number of garbage bins pushed out to the curb. This pattern of townhouse development has resulted in visual appearance impacts as well as difficulties for solid waste collection. Similarly, dwelling units were designed with each having a separate electricity transformer which again was unsightly.

#### **Action US-2**

For new development requiring improvements within the public right-of-way, require existing and new Tacoma Power distribution lines to be undergrounded by the developer, whenever feasible.

#### **Action US-3**

Revise standard plans to show how co-location of facilities, such as towers, poles, antennae, substation sites, trenches and easements and rights-of-way are to be located and in accordance with prudent utility practices.

#### **Action US-4**

Revise standard plans to show how multiple public use opportunities for utility corridors and facilities, such as pedestrian facilities, open spaces, or other land uses that benefit local residents, employees, and visitors.

#### **Action US-5**

Revise the City's development regulations to require new two-family, three-family and townhouse developments to provide adequate space for storage of solid waste containers in a consolidated location, and direct street access for solid waste pickup, and if needed space for a shared commercial type waste collection service.

#### **Action US-6**

Revise the Tacoma Municipal Code to require that utility service for new two-family, three-family and townhouse development be designed to minimize the visual impact of the utilities.

## **PUBLIC SERVICES**

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Public services in the Tacoma Mall Neighborhood include fire, police, schools and parks. The primary providers of these services are the Tacoma Fire Department, the Tacoma Police Department, Tacoma Public Schools and Metro Parks Tacoma. These providers continually reevaluate how to best use their resources to meet changing demands in the neighborhood and throughout the City. They also participate in regular capital facilities and budgeting planning processes to plan for future service needs.

*[Sidebar Text: Public services are covered in greater detail in Chapter 8 – Community Vitality. See that chapter for additional background information, goals and actions specific to fire, police, schools and parks.]*

**GOAL US-3**

Coordinate with public service providers within the Tacoma Mall Neighborhood to ensure that they meet performance standards to support a complete neighborhood.

**Action US-7**

Begin working with public service providers to monitor the level of public services specifically in the Tacoma Mall Neighborhood, and work with providers to address any identified shortfalls based on their performance standards.

**Action US-8**

Coordinate with public service providers to ensure that any plans for new fire, police, school or park facilities in the neighborhood take advantage of opportunities to support the goals of the Subarea Plan.

**Action US-9**

When major new public projects are planned for the neighborhood, such as a consolidated transit center, consider opportunities for public services providers to be co-located in these facilities.

**PUBLIC SITES IN THE SUBAREA**

---

There are several publicly owned sites in the Tacoma Mall Neighborhood, including the Police Department Headquarters and City Fleet Services buildings, Tacoma Public Utilities facilities, the Pierce County Annex building, US Post Office facilities, as well as the schools and parks facilities discussed in Chapter 8 – Community Vitality. These serve important utility and public service functions. Given their location within the neighborhood, there could be opportunities for them to serve joint purposes or potentially to be redeveloped at the proper time. There is also a placemaking opportunity of adding public art and green features there.

**GOAL US-4**

Maximize the benefits derived from publicly owned sites and facilities by promoting their placemaking potential.

**Action US-10**

Assess the potential for joint use, beautification, public art, or eventual redevelopment of public sites within the neighborhood while ensuring that the public utility and service functions are fully met.

*[Placeholder for sidebar with a photo and example of a utility building that has been developed as a public art facility.]*

**PERFORMANCE MEASURES**

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- Meet adopted level of service standards.

**REFERENCES**

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## Chapter 11

# Implementation

## Tacoma Mall Neighborhood Subarea Plan

**DRAFT** November 28, 2016

### CONTENTS

*Introduction*  
*Vision for Implementation*  
*Strategic Directions for Success*  
*Infrastructure as Economic Development*  
*Capital Projects*  
*Potential Development & Funding Strategies*  
*Leadership & Partnerships*  
*Plan Performance Management*  
*References*

## INTRODUCTION

This chapter lays the foundation for successful implementation of the Tacoma Mall Subarea Plan by the City of Tacoma, its partners and the community. It identifies the big moves -how to successfully leverage priority actions to achieve multiple benefits from investments in capital projects, coordinated leadership, partnerships and increased community equity and empowerment. Additional detailed actions are identified in the individual Subarea Plan chapters.

*[Sidebar Text:*

*Who are the future residents, employees and patrons of the Tacoma Mall Neighborhood?*

*The Tacoma Mall Neighborhood can plan for and capitalize on shifting marketplaces with growing demand for compact, walkable places, particularly within the following demographic sectors:*

*Members of the millennial generation, America's largest single generation since the baby boomers, favor a more urban vibe.*

*Baby boomers, now empty nesters approaching retirement, are moving back into town, favoring walkable neighborhoods that provide the goods and services that support daily life that have quality transit service.*

*Shoppers who expect a higher quality experience intermingled with multiple attractions.*

*Current residents developing roots in the neighborhood and aging in place.]*

## VISION FOR IMPLEMENTATION

*Early strategic investments in neighborhood infrastructure, establishment of partnerships and neighborhood branding will foster phased growth and development that builds momentum to achieve the Subarea Plan vision for this regional growth center.*

## STRATEGIC DIRECTIONS FOR SUCCESS

---

The Tacoma Mall Subarea Plan presents an ambitious, detailed vision for the future. To prepare the City, community and community partners for implementation efforts, it is important to ask:

- What are the strategic directions that could be taken to ensure Plan success?
- What are the underlying challenges that could keep this Plan from being successfully implemented?

Table I-1 identifies the emergent themes that may impede the future success of the Subarea Plan and Table I-2 identifies strategic directions for successful Subarea Plan implementation.

Table I-1. Potential Impediments to Success

Themes	Impediments
Competing Interests and Unclear Benefits	Need for coordinated leadership Need clear partnership between public and private interests Potential partners have different missions Property owners are not local
Infrastructure is Expensive	How can infrastructure be financed? How to achieve and build on early success?
Implementation is Risky	Need good development incentives Unproven benefits and markets Proposed code takes broader approach
Current Perceptions of the Area	Current perceptions driving current quality of development Working towards future opportunities not perceived by all Plan should not seek just to recruit, but also “keep and grow” those who are here

Table I-2 identifies emergent themes that would support the achievement of a successful Subarea Plan. Goals and actions are specified for each theme to provide direction for Plan development and implementation.

Table I-2. Strategic Directions for Success

Themes	How to Achieve Success
Leaderships and Partnerships	Establish leadership consortium Community and leaders are beneficiaries Government as partner Financial partnerships
Demonstrate Early Success	Capture momentum of active markets with infrastructure investments Change perceptions with high-visibility projects
Inviting Business Climate	Smart code conveys and implements vision Mitigation-friendly zoning Brand the area as green and inviting
Develop Marketing Strategy	Define markets—who and why different Recruitment strategy for catalyst uses
Strong community development	Establish community-driven Neighborhood Committee to champion project implementation that includes both current and future residents
Demonstrate Benefits of Subarea Plan	Case studies of similar approaches Fiscal cost-benefit analysis

## INFRASTRUCTURE AS ECONOMIC DEVELOPMENT

Leveraging development of key infrastructure for multiple benefits is one of the most powerful tools available to the City.

*[Sidebar Text:*

*Recent Market Activity in the 4 Districts*

*Madison District*

*Small to medium scaled residential infill development (duplex, townhouse, small apartment buildings).*

*The Northwest District*

*Currently retail, heavy commercial and light industrial land uses. There has been no significant development activity in this District for several years.*

*The Lincoln Heights District*

*Currently big box and retail power centers and single family and duplex development, light industrial and government. There has been no significant development activity for several years.*

*Mall District*

*The Tacoma Mall in recent years added a food court and built an addition onto the Mall for a larger Nordstrom Store.*

*There has been mid-rise residential developments activity in the last several years plus limited small commercial infill.]*

Given that there is currently more developable land than market demand, strategic leveraging of mutually-supportive infrastructure projects are a priority action that can stimulate economic development.

The Subarea Plan meta-principles were derived from the Tacoma Pierce County's Health in all Policies guidance and project Guiding Principles. They provide guidance for project prioritization and are listed below.

Prioritize early implementation actions:

- To accomplish necessary first steps;
- To achieve multiple goals and leverage other actions;
- To leverage investment in areas with active markets;
- To avoid bigger risk of inaction to preserve key opportunities;
- That are cost effective;
- To support neighborhood completeness; and
- To promote equity and empowerment
- Leverage capital project development

The Subarea Plan recommends careful leveraging of investment and redevelopment to enable coordinated, phased transformation of urban systems and development pattern to derive multiple mutually beneficial outcomes. It prioritizes early infrastructure projects in Districts where markets are active to build value and stimulate additional development and where level of infrastructure is incomplete.

Planned capital projects for the neighborhood fall into 3 overlapping categories: streets, green stormwater infrastructure and parks. If carefully timed and coordinated, opportunities exist to leverage funding sources to capture multiple benefits of building adjacent projects in the same timeframe.

## **STREET NETWORK**

Building the complete street network is the most positive and powerful intervention that the City can make towards developing a more cohesive neighborhood structure. A high quality street network provides the basis for accelerated development activity and neighborhood livability.

## **PRIORITY EARLY IMPLEMENTATION ACTIONS**

With Plan development and adoption, the City took important first steps to support the Tacoma Mall Neighborhood in becoming a thriving urban center. These steps included:

- Establishment of a vision and goals for the neighborhood through a public process
- Identification and prioritization of implementation actions
- Compliance with state and regional requirements to plan for Regional Growth Centers (RGC)
- Identification of a proposed RGC boundary expansion

- Completion of an up-front (Planned Action) EIS
- Adoption of initial development code updates for consistency with the plan and EIS (Note: these are proposed for adoption along with the Subarea Plan)
- Prioritization of capital projects
- Initiation of coordination with partner agencies
- Engagement with the community

The City has also identified the top priority actions from the Subarea Plan that should be implemented in the near-term in order to achieve the vision for the Tacoma Mall Neighborhood. These are listed below and are organized by chapter.

*NOTE: The priority action items identified below retain the action numbers from the individual chapters.*

## URBAN FORM

### **Action UF-2**

Foster distinct identities for each district that respond to current conditions and needs of the individual districts (Madison, Northwest, Lincoln Heights and the Mall District) and are consistent with the community character envisioned for the entire neighborhood using code updates and design guidelines

### **Action UF-5**

Develop a Master Plan for the entire Loop Road that includes common features and specific characteristics for the four character district segments. The Master Plan should ensure that the Loop Road functions as a linear public green space, links character districts and the proposed parks system, includes trees and green stormwater infrastructure, minimizes location on steep slopes to promote walkability for people of all abilities, includes the potential for festival street sections, and supports community and economic goals and multimodal mobility.

## LAND USE

### **Action LU-7**

Adopt, maintain and update the Phase 1 package of development regulations to ensure that they support the growth and development envisioned in the Subarea Plan.

### **ACTION LU-9**

Conduct outreach to the business and development community to provide an overview of adopted code changes. Work with property and business owners, developers and residents to continue to refine development regulations to ensure that they promote development consistent with the vision for the neighborhood.

## HOUSING

### **Action H-9**

Monitor the supply of affordable housing units in the Tacoma Mall Neighborhood and the City's progress towards achieving the goals and actions in this chapter and collaborate with housing partners to maintain a no net loss of the current stock of affordable dwelling units in the Tacoma Mall

Neighborhood. If needed, seek advice from experts, developers and other community partners on steps the City can take to improve outcomes.

## TRANSPORTATION

### **Action T-22**

Engage with Sound Transit to add the Tacoma Mall Neighborhood RGC transit center as a stop on the express bus service from Lakewood to Seattle.

### **Action T-34**

Integrate the projects and project ranking criteria included in the Tacoma Mall Neighborhood Subarea Plan into the City's TMP.

### **Action T-35**

Aggressively pursue grants and other funds to implement the projects identified in this Plan.

#### *[Sidebar Text: Near-Term Priorities for Transportation and Stormwater Projects*

*It is envisioned that these projects and plans be completed within five-years following adoption of the Tacoma Mall Subarea Plan. Action T-34 and Action T-35 would help implement these projects. These projects are also listed in Table T-3 in Chapter 6 – Transportation.*

- *Project 1: Loop Road Demonstration Project. Implement a “demonstration project” of the loop road multimodal improvements on S. Steele Street between S. California Avenue and S. 38th Street. This project would provide a demonstration of the vision for the Loop Road improvements while substantially improving connectivity between the residential areas north of S. 38th Street and the businesses to the south.*
- *Project 2: I-5 Direct Access/HOW Ramp – Phase 1. Initiate a study for the I-5 Direct Access Ramp. This is a key piece of infrastructure that must be developed for the Tacoma Mall neighborhood to fully develop as envisioned in this plan. This study will identify likely design, specific location, secure federal approvals, and prepare the project for future funding opportunities.*
- *Project 3: Madison District – Green Stormwater Infrastructure Streets – Phase 1. Initial implementation of the Madison District Green Stormwater Infrastructure Project, including replacing multiple blocks of poor condition pavement with pervious pavement as well as bulbouts, street trees and pedestrian features.*
- *Project 4: S 38th St/S Steele St Intersection. Rechannelization and traffic signal modification at S. Steele/S 38th Street intersection. This project will reduce vehicle delays and queues at this intersection and improve access to area businesses.*
- *Project 5: S Sprague Ave Bike Connection. Add a bicycle connection from the I-5 bicycle/pedestrian bridge along Sprague Ave to Steele Street, S 35th St and S Tacoma Way. This will be a key addition to the bicycle network in the neighborhood.*
- *Project 6: Tacoma Mall Transit Center – Phase 1. Initiate a study for the Tacoma Mall Transit Center. This is another key piece of infrastructure that must be developed for the Tacoma Mall neighborhood to fully develop as envisioned in this plan. This study will identify likely design, specific location, secure federal approvals, and prepare the project for future funding opportunities.]*

## ENVIRONMENT

### **ACTION E-1**

Disseminate information about and Implement the area-wide stormwater management strategy through development review and public projects.

### **Action E-7**

Collaborate with the Tacoma-Pierce County Health Department to revise the existing Tacoma Municipal Code to reflect the circumstances and requirements for infiltration as outlined in the January 21, 2011 memorandum, *Implementation of Stormwater Infiltration for Pollution Generating Surfaces in the South Tacoma Groundwater Protection District*, as updated.

### **Action E-10**

Work with property owners such as WSDOT to increase tree cover on the neighborhood perimeter, focusing on opportunities to provide large swaths of green and to provide gateway functions. These areas are the front door to the neighborhood and should be inviting.

### **ACTION E-14**

Promote the use of TDRs in exchange for height bonuses within the RGC by marketing this option to the development community, streamlining its use and taking steps to catalyze growth in the RGC.

## COMMUNITY VITALITY

### **Action CN-12**

Engage the Tacoma School District in discussions about potential future uses for the Madison School site that would continue the site's legacy as a hub for community members, such as a public open space, a community garden, a library, a shared-use learning/recreation facility or a new school facility.

### **Action CN-13**

Support formation of a Subarea Plan implementation steering committee to advocate for actions needed to achieve the neighborhood vision. Recruit local leaders with diverse community and business representation to participate on the steering committee and to cultivate community partnerships to collaboratively respond to challenges, welcome new residents and businesses, and implement solutions.

### **Action CN-23**

Work with the residents, businesses, Tacoma Police Department and Community Based Services program to identify priority needs for improving safety and perceptions of safety in the area on the western edge of the Madison District between S 38th St, S Warner St, S 47th St and South Tacoma Way and along the northern boundary of the Tacoma Cemetery, considering solutions such as increased visual access and pedestrian connectivity, spatial definition of public and private space, and changes in property maintenance practices.

### **Action CN-24**

Collaborate with Metro Parks Tacoma and other parks partners to consider the following level of service standards for parks in the City of Tacoma's densest urban centers:

- By 2040, achieve three acres of public parks and open space for every 1,000 people within the neighborhood.

- Provide public parks and open spaces in each of the neighborhood districts, within a ¼ mile radius of every resident.

#### **Action CN-25**

Collaborate with Metro Parks Tacoma and other parks partners to consider adopting the following parks planning principles for the Tacoma Mall Neighborhood:

##### TACOMA MALL NEIGHBORHOOD PARKS PLANNING PRINCIPLES

- Evenly distributed among the four Tacoma Mall Neighborhood districts
- Located along the Loop Road to create a continuous string of green public spaces and gain exponential value of combined actions
- Provides green stormwater infrastructure and tree canopy
- Enhances sense of place and urban design
- Meets the recreational programming needs of dense urban neighborhood and diverse communities

#### **Action CN-26**

Collaborate with Metro Parks Tacoma to determine how Subarea Plan goals and actions for parks fit into their current and upcoming capital and programmatic priorities, as well as into the framework of the interlocal agreement on parks between Metro Parks Tacoma and the City.

#### **Action CN-27**

Work with Metro Parks Tacoma to synchronize long range plans for parks, such as the City's Comprehensive Plan and this Subarea Plan with Metro Parks Tacoma's Green Vision 2030 and Mission-Led Comprehensive Plan.

#### SHARED PROSPERITY

#### **Action SP-1**

Maintain a dialogue between the City and owners of existing businesses to assess and implement actions to support the retention and expansion of existing businesses.

#### **Action SP-14**

Prioritize and focus City business recruitment efforts to attract partners to co-locate and develop catalyst sites in support of the plan vision.

#### **Action SP-20**

Develop partnerships with the Tacoma Mall, large land owners, public agencies and other partners for longer term planning and coordination of infrastructure and other improvements.

#### **Action SP-22**

Form a multiparty implementation team to lead a coordinated, specific area-based approach to improve locations, harnessing the skills, experiences and resources of those in the private, public and voluntary sectors.

#### **Action SP-23**

Identify a leader within the City of Tacoma to lead implementation of the Subarea Plan and coordination with partners over a period of several years.

## UTILITIES & SERVICES

### **Action US-5**

Revise the City’s development regulations to require new two-family, three-family and townhouse developments to provide adequate space for storage of solid waste containers in a consolidated location, and direct street access for solid waste pickup, and if needed space for a shared commercial type waste collection service.

### **Action US-6**

Revise the Tacoma Municipal Code to require that utility service for new two-family, three-family and townhouse development be designed to minimize the visual impact of the utilities.

### **Action US-7**

Begin working with public service providers to monitor the level of public services specifically in the Tacoma Mall Neighborhood, and work with providers to address any identified shortfalls based on their performance standards.

### **Action US-10**

Assess the potential for joint use, beautification, public art, or eventual redevelopment of public sites within the neighborhood while ensuring that the public utility and service functions are fully met.

## IMPLEMENTATION

### **Action IMPL-1**

Analyze potential funding strategies as part of a community discussion, including consideration of new approaches such as impact fees. Develop and implement a funding strategy that increases resources dedicated to capital projects and other Subarea Plan actions.

### **Action IMPL-2**

Develop a funding source for City funding for construction of new connections under the Large Parcel Connectivity Requirement.

### **Action IMPL-3**

Adopt an ordinance that would enable the City to recover expenses associated with preparation of the Subarea Plan EIS through fees on development that occurs in the Tacoma Mall Neighborhood, consistent with Revised Code of Washington 43.21C.420(6).

### **Action IMPL-5**

Develop an operational plan to identify departmental roles, staff responsibilities, and frequencies of data tracking for the performance measures identified in this Plan.

### **Action IMPL-6**

Prepare and present a biennial report, in collaboration with the local community, to the City Council in time for making budgetary decisions.

Table I-3. Priority Early Implementation Actions &amp; Prioritization Criteria

Action	Accomplish Necessary First Steps	Support Multiple Goals & Actions	Leverage Investment in Active Markets	Avoid Loss of Key Opportunities	Cost Effective	Support Neighborhood Completeness	Promote Equity & Empowerment	Leverage Capital Project Development
UF-2: Foster District Identities		X	X	X		X	X	X
UF-5: Loop Road Master Plan	X	X		X		X	X	X
LU-6: Maintain & Update Development Regulations	X	X		X	X	X		
LU-8: Outreach on Code Changes		X		X	X		X	
H-9: Monitor Affordable Housing		X		X	X	X	X	
T-22: Sound Transit Stop		X		X		X	X	X
T-34: Integrate Transportation Projects into City's TMP	X	X		X		X	X	X
T-35: Pursue Funds for Transportation Projects	X	X		X		X	X	X
E-1: Implement Area-wide Stormwater Strategy	X	X		X		X	X	X
E-7: Revise Stormwater Code	X	X		X	X	X	X	
E-10: Increase Tree Cover on Neighborhood Perimeter		X			X	X	X	
E-14: Promote Use of TDR		X	X	X	X			X
CN-12: Madison School Site		X		X		X	X	
CN-13: Steering Committee	X	X	X	X	X	X	X	X
CN-23: Improve Safety		X		X		X	X	
CN-24: Consider New Parks Level of Service Standards	X	X		X	X	X	X	X
CN-25: Consider New Parks Planning Principles	X	X		X	X	X	X	X
CN-26: Collaboration with Metro Parks & Other Parks Partners	X	X		X	X	X	X	X
CN-27: Long Range Parks Plans		X		X		X	X	X

Action	Accomplish Necessary First Steps	Support Multiple Goals & Actions	Leverage Investment in Active Markets	Avoid Loss of Key Opportunities	Cost Effective	Support Neighborhood Completeness	Promote Equity & Empowerment	Leverage Capital Project Development
SP-1: Community Engagement to Retain Local Businesses	X	X	X	X	X	X	X	X
SP-14: Business Recruitment	X	X	X	X		X	X	X
SP-20: Partnerships Plan	X	X	X	X	X	X	X	X
SP-22: Multiparty Team		X	X	X	X	X	X	X
SP-23: City Lead for Mall	X	X	X	X	X	X	X	X
U-5: Revise Multifamily Solid Waste Storage Regulations					X	X	X	X
U-6: Revise Multifamily Solid Waste Visual Impact Regulations					X	X	X	X
U-7: Monitor Levels of Public Services		X	X	X	X	X	X	X
U-10: Joint Use of Public Sites		X	X	X	X	X	X	X
IMPL-1: Funding Strategies	X	X		X	X			X
IMPL-2: Connectivity Requirement	X	X	X	X				X
IMPL-3: Recover Subarea Plan and EIS Preparation Expenses			X		X			X
IMPL-5: Performance Tracking		X			X		X	
IMPL-6: Biennial Report		X		X			X	

### EARLY IMPLEMENTATION OF THREE KEY CORRIDORS

Three corridors were selected for early implementation to immediately improve quality of place, neighborhood image, mobility and stimulate economic development. The corridors are South 38<sup>th</sup> Street, the I-5 Off Ramp and 45th Street South to Fife Transit connection.

## **GREEN INFRASTRUCTURE SYSTEM**

The Subarea Plan envisions changes to urban form, the mix of land uses, expanded pedestrian and bicycle network, increased tree cover, addition of parks and open space and green stormwater infrastructure to improve environmental quality and human health.

One of the primary benefits of these changes will be dramatically increased amount of pervious and vegetated areas that absorb and filter surface water runoff and recharge the South Tacoma aquifer. Other benefits will include improved air quality, reduced vehicle use/emissions, expanded tree canopy and green features, and visual access to trees and landscaping which are aesthetically pleasing and found to benefit mental health.

## **PARKS**

Fourteen new parks and public places are envisioned at a conceptual level in the Subarea Plan. Parks are strategically located on the Loop Road in every district to capture the benefits of co-location. This conceptual park system is provided for illustrative purposes to demonstrate what full buildout of the parks system could accomplish from a placemaking perspective.

Figure 59 identifies park locations by number for reference. Parks order-of-magnitude cost estimates were based on high level assumptions about parks facilities and features for park typologies. These included recreation facilities, landscape cover, structures, parking, utilities, property acquisition costs and others. Detailed cost assumptions are located in Table I-5.

## **CAPITAL PROJECTS**

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Priority capital projects have been identified for transportation, stormwater and parks projects in the neighborhood. Capital projects and costs are identified in Table I-4 And Table I-5 at the end of this chapter.

## **POTENTIAL FUNDING & DEVELOPMENT STRATEGIES**

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This section identifies potential funding and development strategies that may be used to implement the Subarea Plan.

### **CITY CATALYTIC PROJECT FUND**

The City currently has a Catalytic Fund which can be used along the public right of way to support needed public infrastructure improvements which get triggered when new buildings are constructed. These funds can be combined with the private owner's required upgrades. If funded, this approach could be utilized to promote property owner buy in with the connectivity improvements required under the plan.

### **PUBLIC-PRIVATE PARTNERSHIPS**

Public-private partnerships are one of the most powerful and appropriate tools for promoting catalyst

projects in South Downtown. In general, public/private partnerships involve a public entity providing support for a private development in exchange for public benefits provided by the development. This support most often takes the form of discounted land but may also include special loans, tax abatements or exemptions, code departures, or fast-track permitting. The type of public benefit required for a public-private partnership can vary widely. For development projects, it typically involves the provision of extra public amenities such as open space, a community center, or affordable housing.

### **DEVELOPER RFPS**

Public-private partnerships can be initiated with a Request for Proposals (RFP) for specific development sites. An RFP spells out the all of the development conditions that must be met, which may include criteria such as program, design standards, financials or specific public benefits. To increase the incentive for developers, RFPs can be crafted for a “development-ready” package that could include: conceptual designs and program or zoning or other regulatory adjustments, incentives for public amenities, mandatory or optional criteria based on community input, economic feasibility and pro forma studies, architectural massing and capacity studies and plans for a phased buildout. After packaging the RFP, the City proceeds with a transparent, competitive process to solicit developer proposals and select a private developer best suited to complete the project.

### **LAND ACQUISITION**

The availability of publicly-owned land is a key ingredient for most public-private redevelopment projects. The City of Tacoma, agencies such as the School District and other municipal entities often own properties that they no longer need. These entities are usually required by law to sell their properties at fair market value and offer first right of purchase to government agencies for a public purchase in a specified order of preference before properties can be offered for private sale. A public-private partnership can stipulate that specific public benefits be included in a development that compensate for the sale of the land at below market value. However, in a weak real estate market, any such agreement must be carefully crafted to ensure that the development requirements do not negate the benefits of reduced land cost. Cities also have the option of proactively assisting in the acquisition and consolidation of land to initiate a desired redevelopment.

The proposed street connectivity requirement (part of the Phase 1 code recommendations) would require right-of-way dedication for new street connections and through-block connections with the assumption that the City would build the streets (dependent upon funding availability).

### **PUBLIC DEVELOPMENT AUTHORITIES**

A Public Development Authority (PDA) could be an effective tool for promoting and coordinating redevelopment in targeted areas of the Tacoma Mall Neighborhood. 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 markets of the neighborhood. 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**

The City recently investigated the feasibility of forming a Capital Development Corporation however it was not deemed feasible at this time. 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.

### **IMPACT FEES**

One potential tool for generating parks and open space funding is an impact fee on new development. As the real estate market matures, it may become practical to phase in impact fees to fund parks and open space development. The City has the ability to require developers to pay for the cost of improvements necessary to offset the additional burden created by new development on four types of public facilities: transportation, parks, fire protection and schools. The facilities to which impact fees are applied must be identified in the capital facilities element of the City's Comprehensive Plan. Impact fees must be expended on the identified projects within ten years or be refunded. The fees may also be charged for improvements that are already constructed, if such improvements serve the new development, but they cannot be used to make up for existing deficiencies. (Revised Code of Washington sections 82.02.050-110)

### **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 public investment. An LID could be formed to finance debt from the construction of parks and open space that nearby property owners believe would bring value to their property. If certain areas are identified as having a critical need for future open space, a "no protest agreement" could be established that waives a property owner's right to protest the formation of an LID to finance future improvements.

### **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 the Tacoma Mall Neighborhood could help justify another Parks Levy designed to fund land acquisition and construction on of new parks.

### **LATECOMER FEE**

A latecomer fee is a contract between a city or a county and a developer for construction of water and sewer facilities, and it authorizes, for a 15-year period, reimbursement of a developer by other property owners who did not contribute to the original cost of the facilities and who subsequently tap into or use the facilities. The State of Washington authorizes cities and counties to contract with a developer for the construction or improvement of street projects, and it authorizes, for a 15-year period, reimbursement of the developer by other property owners who subsequently develop their property and who meet certain criteria.

### **NO-PROTEST AGREEMENTS**

In some cases, it may be determined that the development of a property will create impacts that can only be later mitigated through the construction of an area-wide or neighborhood improvement. In

these cases, it would be unreasonable to require the full improvement as a condition of the development. In such situations, a city and property owner may enter into a “no-protest agreement” that waives the property owner’s right to protest the formation of an LID to finance future improvements. The agreement must specify the improvements and the term of the agreement, typically not to exceed 10 years.

Numerous cities throughout Washington State have implemented No-Protest Agreements for LIDs. This tool is an appropriate strategy for supporting redevelopment in South Downtown because it helps to ensure that the financing of future infrastructure investments without encumbering near-term, catalytic development projects.

### **LATECOMER AGREEMENTS**

Latecomer agreements, also called recovery contracts or reimbursement agreements, allow a property owner who has installed street or utility improvements to recover a portion of the cost of those improvements from other property owners who later develop property in the vicinity and use the improvements.

### **GOAL IMPL-1**

Develop a sustainable funding strategy that draws from multiple sources for various aspects of the plan in support of achieving the neighborhood vision.

#### **Action IMPL-1**

Analyze potential funding strategies as part of a community discussion, including consideration of new approaches such as impact fees. Develop a funding strategy that increases resources dedicated to capital projects and other Subarea Plan actions.

#### **Action IMPL-2**

Develop a funding source for City funding for construction of new connections under the Large Parcel Connectivity Requirement.

#### **Action IMPL-3**

Adopt an ordinance that would enable the City to recover expenses associated with preparation of the Subarea Plan EIS through fees on development that occurs in the Tacoma Mall Neighborhood, consistent with Revised Code of Washington 43.21C.420(6).

#### **Action IMPL-4**

Analyze the potential to create an impact fee program, as well as other new funding sources and mechanisms, for the Tacoma Mall Subarea projects and implement the most feasible and cost-effective mechanisms.

## **LEADERSHIP & PARTNERSHIPS**

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### **ESTABLISH LEADERSHIP CONSORTIUM**

Effective partnerships are at the core of many of the efforts that have transformed similar underused low-intensity centers, with public- private partnerships seen as an essential component.

Putting the planning pieces in place— master plans, market studies, infrastructure strategies, fiscal modeling, zoning changes, lobbying —can help facilitate and attract growth. Whether the target for transformation is large scale or site specific, proactive planning can remove uncertainty, speeding redevelopment and ensuring that it happens according to a larger vision for the community. (*Urban Land Institute, 2012*).

Compact redevelopment of low intensity centers into more compact, mixed use neighborhoods often requires extensive cross-jurisdictional infrastructure planning and coordination, as well as the commitment of many different players, including sometimes-overlapping local government entities, state departments of transportation, developers, and others. (*Urban Land Institute, 2012, page 6*).

#### TACOMA MALL IMPLEMENTATION CONSORTIUM

As described above and in Chapter 9 – Shared Prosperity, the Subarea Plan recommends the formation of a broad consortium of policy makers, foundations, community organizations and local and regional leaders to join the City of Tacoma in its leadership efforts to transform the Tacoma Mall District into the neighborhood’s mixed-use town center. Such a team of high level leaders from the public and private sectors have been instrumental in similar areas around the country to enable promotion and longer-term implementation of complex infrastructure and partnership projects. (*Urban Land Institute, 2012, p. 34.*)

Proposed improvements such as a new I-5 southbound off-ramp that will move traffic directly into the Tacoma Mall area proper would require high level political leadership to plan and execute the project plus alliances with the Simon Corporation, owner of the Tacoma Mall, and representatives of entities with interest and expertise relative to implementing the Subarea Plan. Key leaders would include Tacoma City Manager or Mayor, Economic Development leadership staff, major property owners, Chamber of Commerce, Sound Transit, Pierce Transit, WSDOT, Tacoma School District, Metropolitan Parks District, selected developers and investors and the local community.

#### THE CITY OF TACOMA’S ROLE

City governments’ active leadership role in planning, approval and construction phases is critical to successful implementation of larger, multiparty efforts.

- Provide long-term leadership of an implementation consortium to redevelopment of the Mall District into the neighborhood mixed-use town center.
- Identify a leader with the City of Tacoma to undertake Mall revitalization and redevelopment over a period of several years.
- Leadership in soliciting public input and support
- Adoption of zoning and other regulatory changes to support the project
- Financial participation, particularly in connection with infrastructure and parking costs
- Fiscal modeling to determine cost benefits of infrastructure and capital projects.
- Coordination with other public agencies involved in project approval, development, or operations
- Assignment of staff to assist in project management throughout the design, review, and approval process
- Assistance with street connections and re-parcelization into smaller sites.
- Introduction of civic activities to the project site (such as schools)

- Provide support and assistance to the community-driven organizations such as the Tacoma Mall Neighbors.

## PLAN PERFORMANCE MANAGEMENT

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Performance measures proposed under each chapter are intended to track the success of plan implementation over the planning horizon. The frequency of data tracking depends on many factors, such as the availability of data, etc. Performance measures will be managed by tracking data on a regular basis, informing planners and the local community if the actions and strategies in the Plan are still relevant to achieve the intended outcome. Data tracked and managed may result in proposed new actions or amendments to the Plan. Performance management result should be reported out to the Planning Commission and the City Council at regular intervals to inform budgetary and other decisions.

### GOAL IMPL-2

Track and manage performance measures to ensure the plan is relevant in achieving the Neighborhood vision.

#### Action IMPL-5

Develop an operational plan to identify departmental roles, staff responsibilities, and frequencies of data tracking for the performance measures identified in this Plan.

#### Action IMPL-6

Prepare and present a biennial report, in collaboration with the local community, to the City Council in time for making budgetary decisions.

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Note: We may include the following photos during plan layout, which is planned to take place after Planning Commission review in December



Vision Illustration of Similar Mall to Urban District Vision, White Flint/Rockville Pike, Montgomery County, Maryland, Shifting Suburbs, Reinventing Infrastructure for Compact Development, page 31, (Federal Realty Investment Trust).



Potential Mall District Evening Venue, From XYZ



Skating Rink, Belmar, Lakewood, Colorado, *Shifting Suburbs, Reinventing Infrastructure for Compact Development*, Urban Land Institute, page 31.

## CAPITAL PROJECTS LISTS

**Table I-4. Transportation Projects, Listed in Order of Priority**

*Note: Projects are keyed to Figure 51, Transportation Projects List Map*

Project	Description	Potential Partners	Cost (\$ thousands)	Phase	
<b>Near-Term Priorities (0-5 years)</b>					
1.	<b>Loop Road Demonstration Project</b>	Initial implementation of a section of the Loop Road – would include a study to identify the best location	Property Owners	\$1,500	Design, Right-of-way, Construction
2.	<b>I-5 Direct Access/HOV Ramp – Phase 1</b>	Preliminary engineering study for new direct access/high occupancy vehicle freeway off ramp	WSDOT, Transit Providers, Property Owners	\$900	Design
3.	<b>Madison District—Green Stormwater Infrastructure Streets – Phase 1</b>	Initial implementation of permeable pavement and rain garden bulb-outs of residential streets	Property Owners	\$5,000	Design, Right-of-way, Construction
4.	<b>S. 38th Street / S. Steele Street Intersection</b>	Revise intersection channelization to improve vehicle operations; may require new turn lane	Property Owners	\$500-1,500	Design, Right-of-Way, Construction
5.	<b>S. Sprague Avenue Bike Connection</b>	Add bicycle connection from I-5 Bike/Ped Bridge along Sprague Ave to Steele Street, S 35 <sup>th</sup> St and S Tacoma Way	Property Owners	\$2,100	Design, Right-of-Way, Construction
6.	<b>Tacoma Mall Transit Center – Phase 1</b>	Location study and preliminary design for new transit center (in conjunction with ST3 high capacity transit study)	Transit Providers, Property Owners	\$900	Design
<b>Mid-Term Priorities (5-15 years)</b>					
7.	<b>I-5 Direct Access/HOV Ramp</b>	New direct access/High Occupancy Vehicle freeway off ramp	WSDOT, Transit Providers, Property Owners	\$27,650	Design, Right-of-Way, Construction

	<b>Project</b>	<b>Description</b>	<b>Potential Partners</b>	<b>Cost (\$ thousands)</b>	<b>Phase</b>
8.	<b>Tacoma Mall Transit Center</b>	New transit center with six bus bays, shelter, layover space, and passenger amenities	Transit Providers, Property Owners	\$28,000	Design, Right-of-Way, Construction
9.	<b>I-5 Transit Connector</b>	Enhancements for transit speed and reliability between I-5 and new transit center location	Transit Agencies, Property Owners	\$2,450	Design, Right-of-Way, Construction
10.	<b>Transit- Supportive Actions</b>	Speed and reliability enhancements to support planned high capacity transit routes	Transit Providers	TBD	Design, Right-of-Way, Construction
11.	<b>S. 38th Street Complete Streets/ Gateway Project</b>	Complete Streets redesign and incorporate gateway features on S 38th Street between S. Tacoma Way and I-5	Property Owners	\$10,660	Design, Right-of-Way, Construction
12.	<b>Loop Road – Phase 2</b>	Complete Loop Road –multimodal internal connector emphasizing bike, pedestrian and green stormwater features	Property Owners	\$12,700	Design, Right-of-Way, Construction
13.	<b>Madison District—Green Stormwater Infrastructure Streets – Phase 2</b>	Permeable Roadway Facilities in the Madison Neighborhood	Property Owners	\$3,230	Design, Right-of-Way, Construction
14.	<b>Lincoln Heights—Green Stormwater Infrastructure Streets</b>	Permeable Roadway Facilities in the Lincoln Heights Neighborhood	Property Owners	TBD	Design, Right-of-Way, Construction
15.	<b>Pine St &amp; 42<sup>nd</sup> St Signal</b>	Add a signal at the intersection of Pine St and 42 <sup>nd</sup> St.	Transit Providers, Property Owners	\$300	Design, Right-of-Way, Construction
16.	<b>Pine Street—Complete Streets/ Gateway Project</b>	Complete Streets redesign including bicycle and transit service	Transit Providers, Property Owners	\$2,640	Design, Right-of-Way, Construction
17.	<b>S. 47th/48th Street Complete Streets/Bike Connection</b>	Complete Streets redesign incorporating bike connection from I-5 bridge to Water Flume Trail	Property Owners	\$5,040	Design, Right-of-Way, Construction
18.	<b>S. 48th Street Overpass</b>	Widen existing overpass of I-5 or build a new adjacent bridge for improved bicycle/ pedestrian connection to the	WSDOT	\$1,810	Design, Right-of-Way, Construction

Project	Description	Potential Partners	Cost (\$ thousands)	Phase
	subarea			
19.	<b>Area-wide sidewalk gaps</b> As development occurs, connect sidewalk system, addressing gaps and substandard conditions	Property Owners	\$14,230	Design, Right-of-Way, Construction
<b>Long-Term Priorities (15+ years)</b>				
20.	<b>S. 35th Street Bike Corridor</b> Add bicycle facility and extend corridor to South Tacoma Way	Property Owners	\$2,720	Design, Right-of-Way, Construction
21.	<b>S Fife St to S 48<sup>th</sup> St Bike Connection</b> Add bicycle connection between the Lincoln Heights and Mall Districts to S 48 <sup>th</sup> St	Property Owners	\$570	Design, Right-of-way, Construction
22.	<b>S 40<sup>th</sup> St Bike Connection</b> Add bicycle connection from S Tacoma Way to S Fife St	Property Owners	\$1,250	Design, Right-of-way, Construction
23.	<b>Warner St Bike Connection</b> Add bicycle connection from S 38 <sup>th</sup> St to S 47 <sup>th</sup> St	Property Owners	TBD	Design, Right-of-way, Construction
24.	<b>Area-wide Active Transportation Pathways</b> Add pedestrian pathways and missing link bike connections called for in the Subarea Plan	Property Owners	TBD	
25.	<b>Area-wide street grid connections</b> As development occurs, add new street connections to enhance overall mobility for all modes	Property Owners	\$39,110	Design, Right-of-Way, Construction

**Table I-5. Conceptual Parks Projects, Listed in Order of Priority**

*Note 1: Parks are keyed to Figure 7, Proposed Parks System.*

*Note 2: This list of conceptual parks projects is entirely illustrative in nature. As described in Chapter 8 – Community Vitality, parks would need to be planned, designed and funded in collaboration with parks partners at a later date.*

Description	Project Lead	Cost	Funding	Discussion
<b>P-1: Loop Road, (Cost Not Included in Parks Estimates).</b>				
Loop Road, Connects 4 Districts.	City of Tacoma		Parks Grants, Stormwater Grants, Roadway Grants	
<b>P-2: Madison District</b>				
Parks 2 is east of the Water Flume Trail on South Tacoma Way.	City of Tacoma & Metro Parks	\$3,591,000	Parks Grants	These sites are unprogrammed at this point. Site furniture was included in the cost estimate.
<b>P-3: Northwest District — Neighborhood Park</b>				
Parks 3 is east of the Water Flume Trail on South Tacoma Way.	City of Tacoma & Metro Parks	\$999,000	Parks Grants	These sites are unprogrammed at this point. Site furniture was included in the cost estimate.
<b>P-4: Madison District</b>				
Envisioned as a small neighborhood node in the center of the Madison District, this site is a small neighborhood park in the center of the Madison District flanked by very limited mixed use zoning.	City of Tacoma & Metro Parks	\$1,443,000	Parks Grants	This park is provisionally located on undeveloped sites owned by Tacoma Public Utilities. It is located on the Loop Road.
<b>P-5: Madison District</b>				
This site, owned by the Tacoma School District, is adjacent to the Madison School to the west on South 43rd Street.	City of Tacoma & Tacoma School District	\$1,553,000	Parks Grants	These parcels are adjacent to Madison School and should be planned with the Madison School site.

Description	Project Lead	Cost	Funding	Discussion
<b>P-6: Madison District</b>				
Madison School Site, owned by the Tacoma School District, is envisioned as a shared community facility that offers education, community, recreation and other uses.	City of Tacoma & Tacoma School District	\$11,311,000	Parks Grants	Joint planning should be undertaken by the City, School District and Metro Parks.
<b>P-7: Northwest District</b>				
This project is a small urban space framed by buildings that provides a strong placemaking function at a key junction in the street network. It is located just south of Park 8.	City of Tacoma & Metro Parks	\$1,741,000	Parks Grants	The project is located on the Loop Road in the Northwest District.
<b>P-8: Northwest District</b>				
This project is a small urban space framed by buildings that provides a strong placemaking function at a key junction in the street network. It is located just north of Park 7.	City of Tacoma & Metro Parks	\$1,741,000	Parks Grants	The project is located on the Loop Road in the Northwest District.
<b>P-9: Lincoln Heights District</b>				
This project is roughly located on an existing park parcel owned by Metro Parks so land costs will be minimal. It is a local park framed by small roads and residential buildings.	City of Tacoma & Metro Parks	\$2,489,000	Parks Grants	The project is located on the Loop Road in the Lincoln Heights District.
<b>P-10: Lincoln Heights District</b>				
This project is a small urban space framed by buildings that provides a strong placemaking function at a key junction in the street network.	City of Tacoma & Metro Parks	\$4,012,000	Parks Grants	The project is located between the Loop Road in the Lincoln Heights District.
<b>P-11: Lincoln Heights District</b>				
This park is located in the approximate location of the unoccupied Star Fitness building. Situated on a low ridge, the site has views out to the west.	City of Tacoma & Metro Parks	\$2,362,000	Parks Grants	The project is located on the Loop Road and South California Street, which could be extended west through the City Fleet Services site to connect to South Pine Street.

Description	Project Lead	Cost	Funding	Discussion
<b>P-12: Mall District</b>				
This park, located in primarily undeveloped land on the top of Dogwood Hill between South Steele and Pine Streets, is the largest park in the neighborhood. Its large fir trees and panoramic views offer a unique urban respite in the center of the neighborhood. It is assumed that this park would be a destination for the entire neighborhood. Given limited land, it is assumed that a drive to the park and limited parking would be developed on site.	City of Tacoma & Metro Parks	\$16,303,000	Parks Grants	Given the ample parking on parcels surrounding Dogwood Hill, shared parking arrangements should be pursued with surrounding commercial properties to handle the bulk of parking needs.
<b>P-13: Mall District</b>				
This small park is formed by the intersection improvements at South Steele Street and Tacoma Mall Boulevard. Its role is traffic calming and as a green respite.	City of Tacoma & Metro Parks	\$891,000	Transportation or Parks Grants	
<b>P-14: Mall District</b>				
This public square is formed by a shift in the grid at the east end of the Mall. Its location provides a public place adjacent to the Mall proper. Its location is formed by a transition in the street grid from South Steele Street to a slow street that goes through the Mall proper. The location of this park is dependent upon future street locations and development opportunity.	Simon, City of Tacoma & Metro Parks	\$626,000	Private funds, Transportation Grants, Parks Grants and potential private partners	Public use of this public place as a green will be dependent upon traffic being programmed to move very slowly through this renovated area of the Mall.

*Note: Conceptual parks costs include land acquisition, unless land is already owned by public agencies such as Metro Parks Tacoma or the Tacoma School District. As such, the cost estimates for Parks 5, 6, 9 and 10 do not include land acquisition costs. This assumption may need to be revisited during parks capital planning discussions.*



# ATTACHMENT 3

## Tacoma Mall Subarea Plan Maps

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*Note: Some maps are repeated in multiple chapters.*

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### Chapter 1 Introduction

1. Vicinity Map
2. Subarea
3. Illustrative Vision Plan
4. Proposed Character Districts
5. Proposed Land Use
6. Proposed Zoning
7. Conceptual Parks and Open Space Plan
8. Proposed Street Network
9. Proposed Area-wide Stormwater Strategy

### Chapter 2 Context

10. Existing Land Use
11. Aerial Photo
12. Existing Streets
13. Existing Figure Ground
14. Buildable Lands
15. Existing Tree Canopy
16. Proposed Character Districts
17. Watersheds and Basins

### Chapter 3 Urban Form

18. Illustrative Vision Plan
19. Proposed Character Districts
20. Madison District Character Sketch
21. Northwest District Character Sketch
22. Lincoln Heights District Character Sketch
23. Mall District Character Sketch
- 23a. Transition Areas
24. Proposed Land Use Intensities
25. Existing and Potential Figure Ground Diagrams
26. Madison District Existing Zoning Conditions Example
27. Madison District Existing Zoning Potential
28. Madison District Potential Zoning Scale Transitions, 38th Street to the South
29. Proposed High Capacity Transit Station Area
30. Conceptual Parks and Open Space Plan
31. Proposed Street Network
32. Proposed Pedestrian and Bicycle Facilities
33. Proposed Area-wide Stormwater Strategy
34. Proposed Tree Canopy

### Chapter 4 Land Use

35. Existing Land Use
36. Proposed Zoning
39. Subarea

### Chapter 5 Housing

40. Existing Land Use
- Photos: Housing Types*

### Chapter 6 Transportation Choices

41. Tacoma Transportation Master Plan Goals
42. Complete Streets
43. Complete Streets Typologies
44. Proposed Corridor Streetmix Views
45. Proposed Street Network
46. Proposed High Capacity Transit Station Area
47. Proposed Transit Network
48. Proposed Pedestrian and Bicycle Facilities
49. Existing Intersection LOS
50. Existing Segment LOS
51. Transportation Project List Map

### Chapter 7 Environment

52. Existing Impervious Surfaces
53. Proposed Area-wide Stormwater Strategy
54. Existing or Potentially Contaminated Sites
55. Existing Tree Canopy
56. Proposed Tree Canopy

### Chapter 8 Community Vitality

57. Existing Parks
58. Conceptual Parks and Open Space Plan

### Chapter 9 Shared Prosperity

3. Illustrative Vision Plan
69. Proposed Catalyst Sites

### Chapter 10 Utilities + Services

*No maps*

### Chapter 11 Implementation

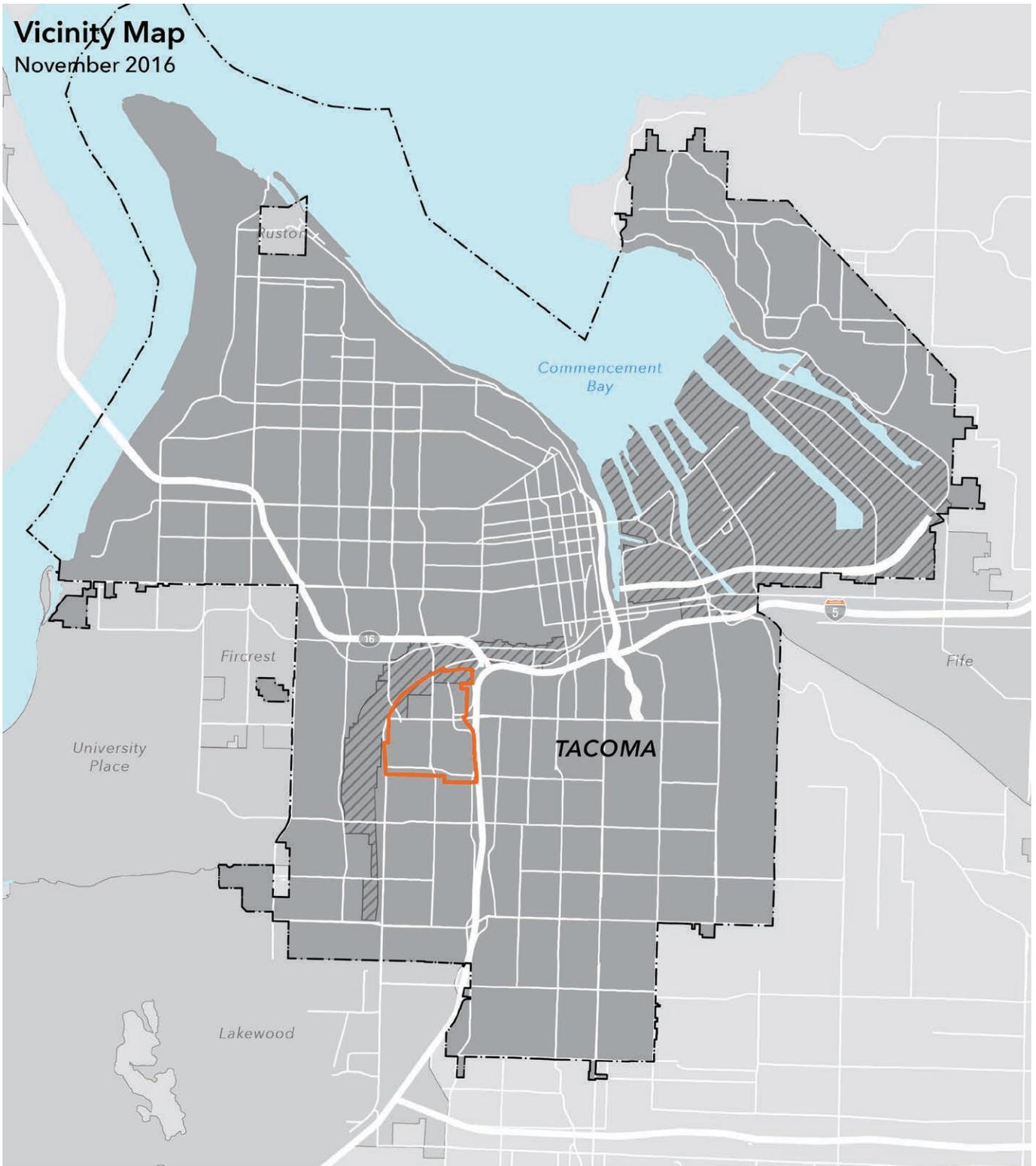
59. Conceptual Parks and Open Space Plan

### Appendices

60. Proposed Character Districts
61. Complete Streets
62. Proposed Land Use
63. Proposed Land Use Intensities
64. Proposed Zoning
65. Proposed Pedestrian Streets
66. Proposed Street Network
67. Conceptual Parks and Open Space Plan
69. Proposed Catalyst Sites
70. Proposed Street Network Vision
71. Proposed Street Network Tiers
72. Proposed Connectivity Requirements

# Tacoma Mall Subarea Plan Maps

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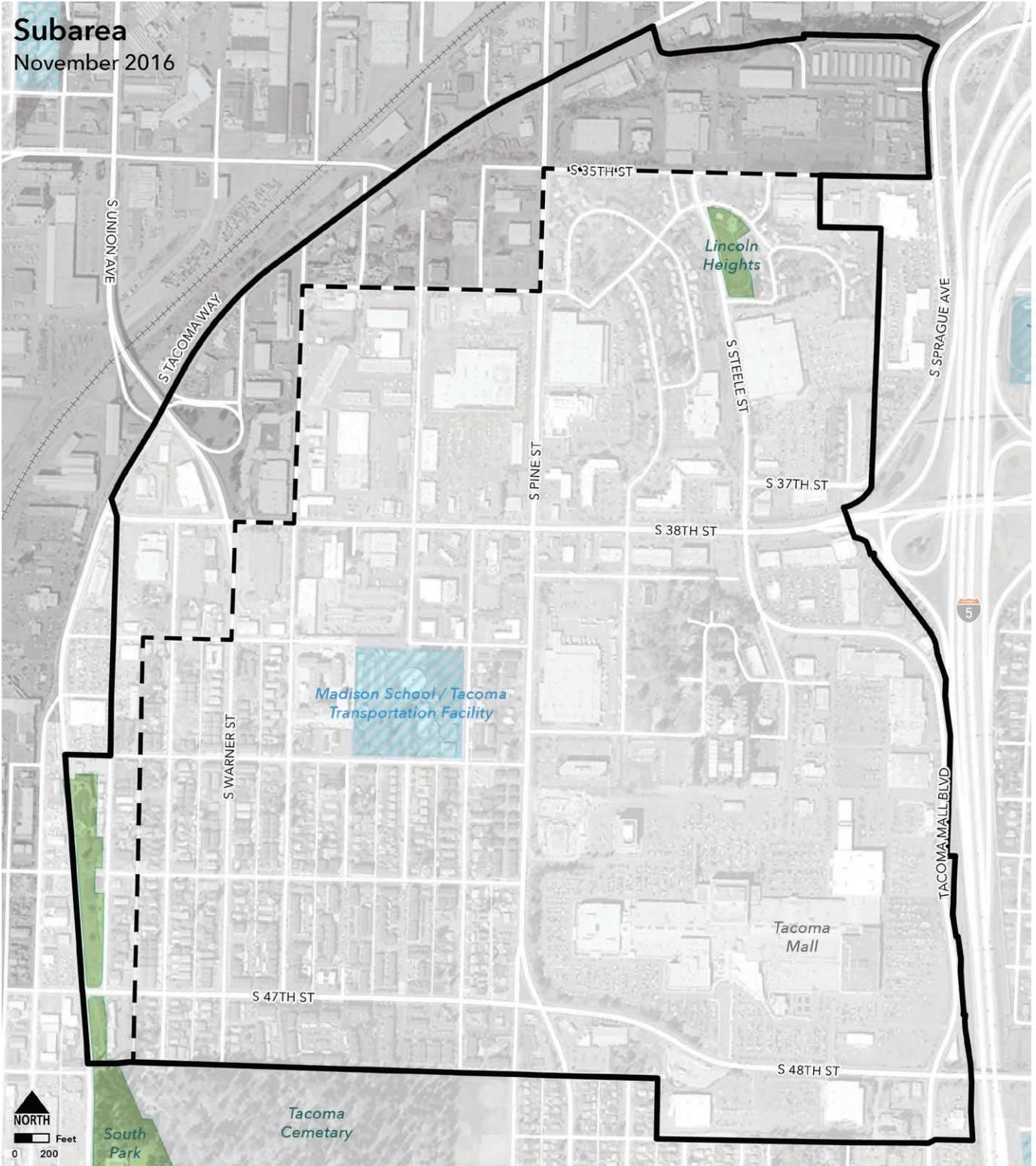


## LEGEND

-  Expanded Neighborhood Subarea
-  City of Tacoma
-  Port of Tacoma/South Tacoma MIC

# Tacoma Mall Subarea Plan Maps

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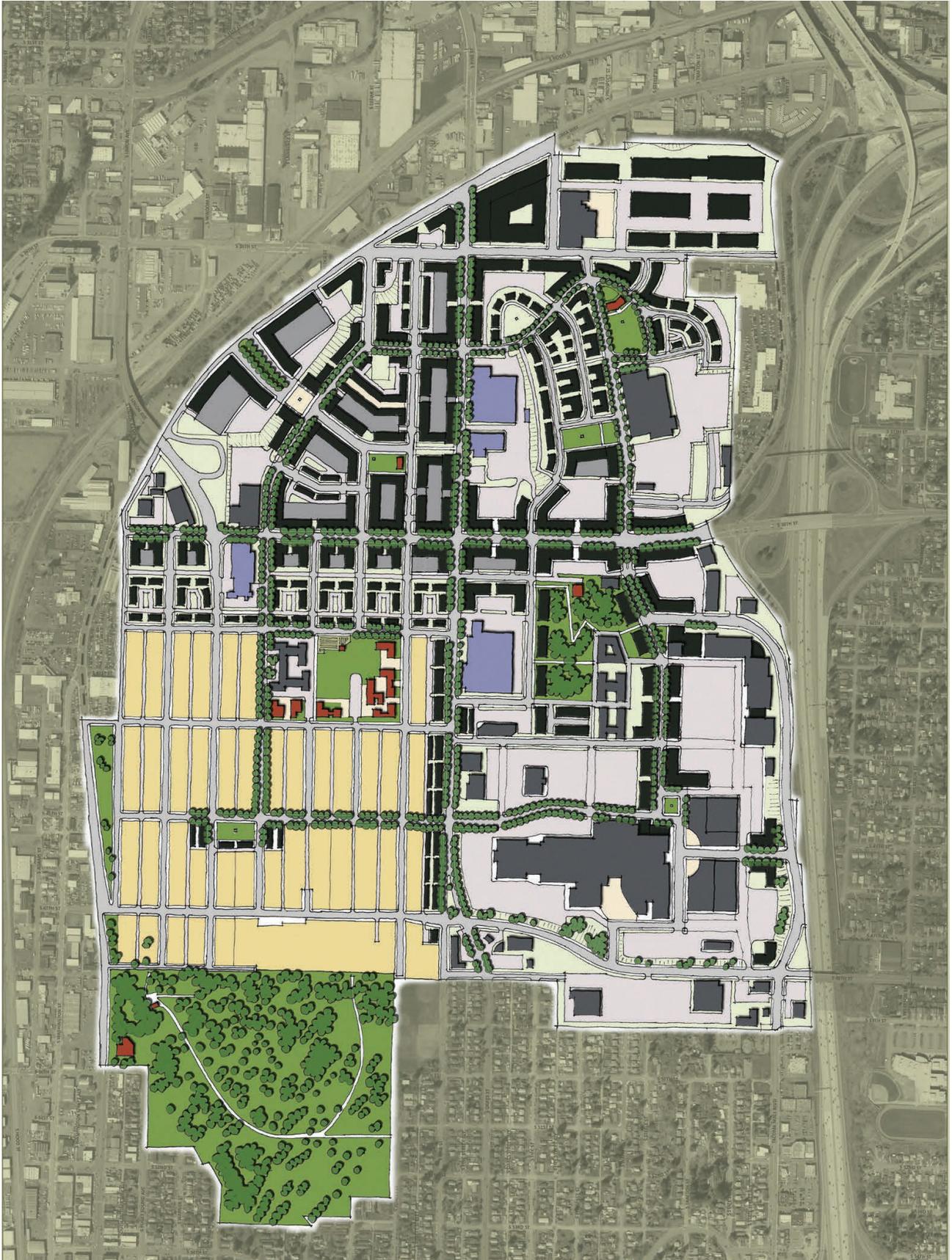


## LEGEND

- Expanded Neighborhood Subarea
- Existing RGC Boundary
- South Tacoma MIC
- Parks + Open Space
- Schools (Public)

# Tacoma Mall Subarea Plan Maps

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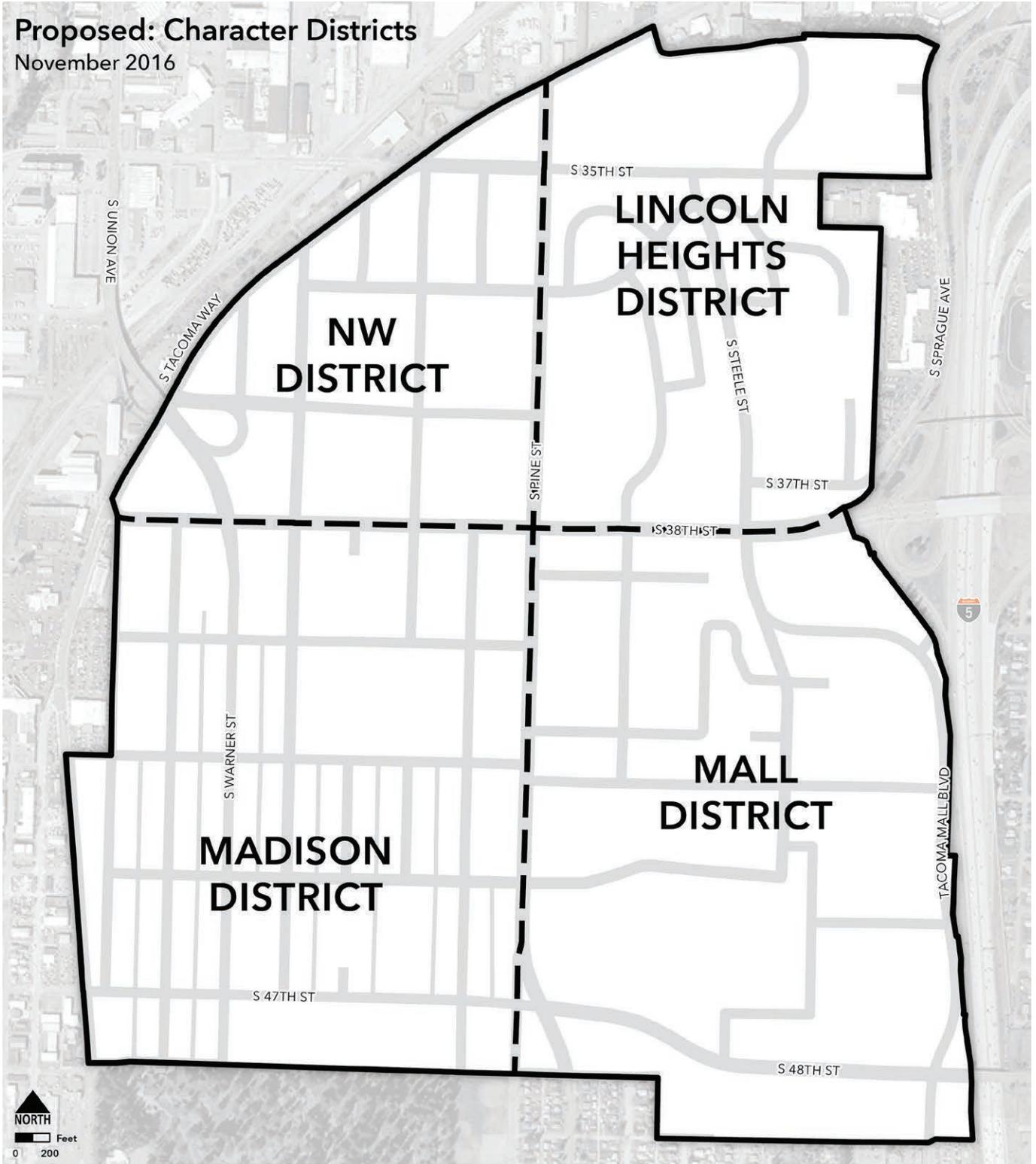
3. Illustrative Vision Plan

# Tacoma Mall Subarea Plan Maps

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## Proposed: Character Districts

November 2016



### LEGEND

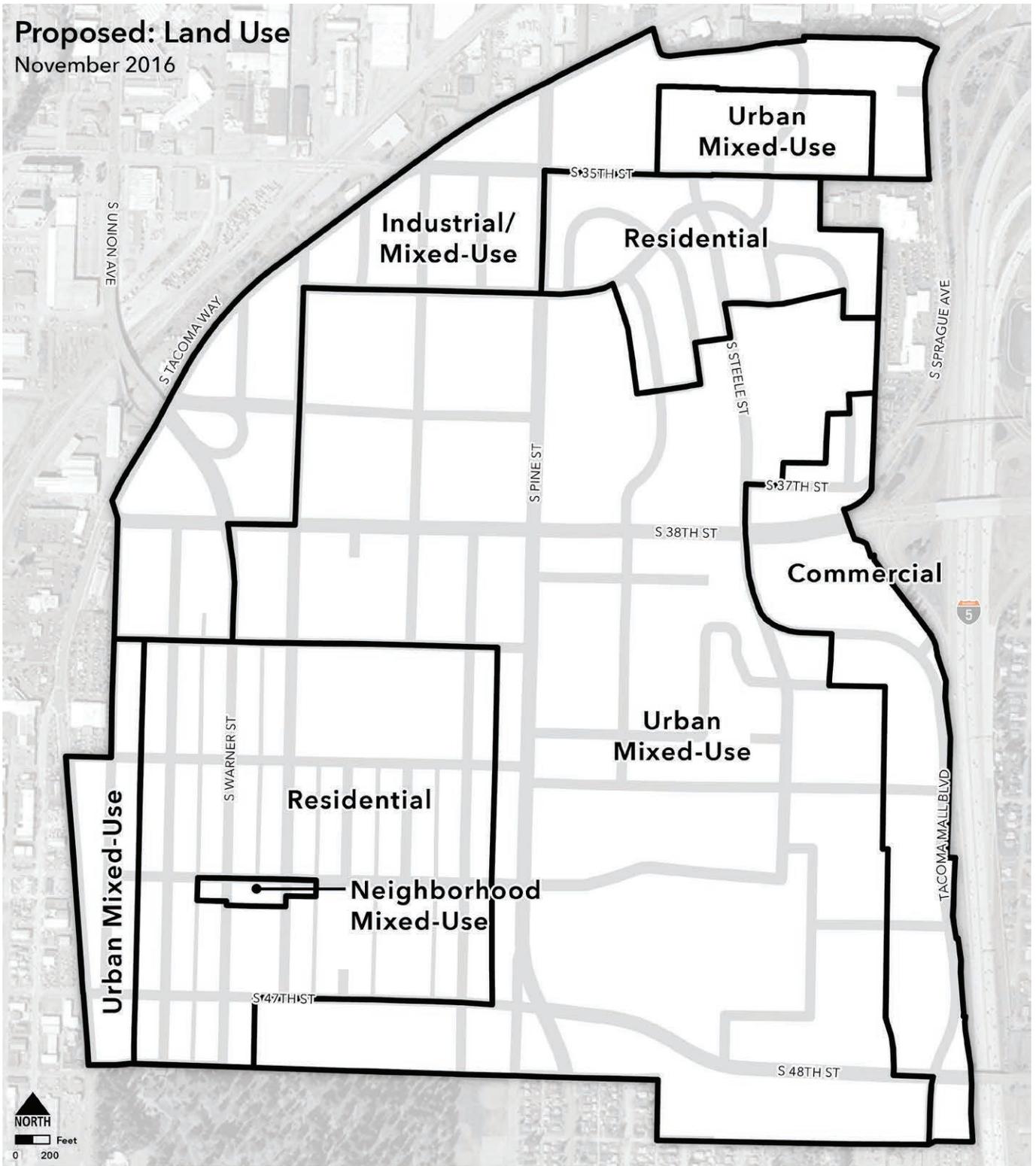
- Expanded Neighborhood Subarea
- District Boundary
- Proposed Right-of-Way

# Tacoma Mall Subarea Plan Maps

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## Proposed: Land Use

November 2016



### LEGEND

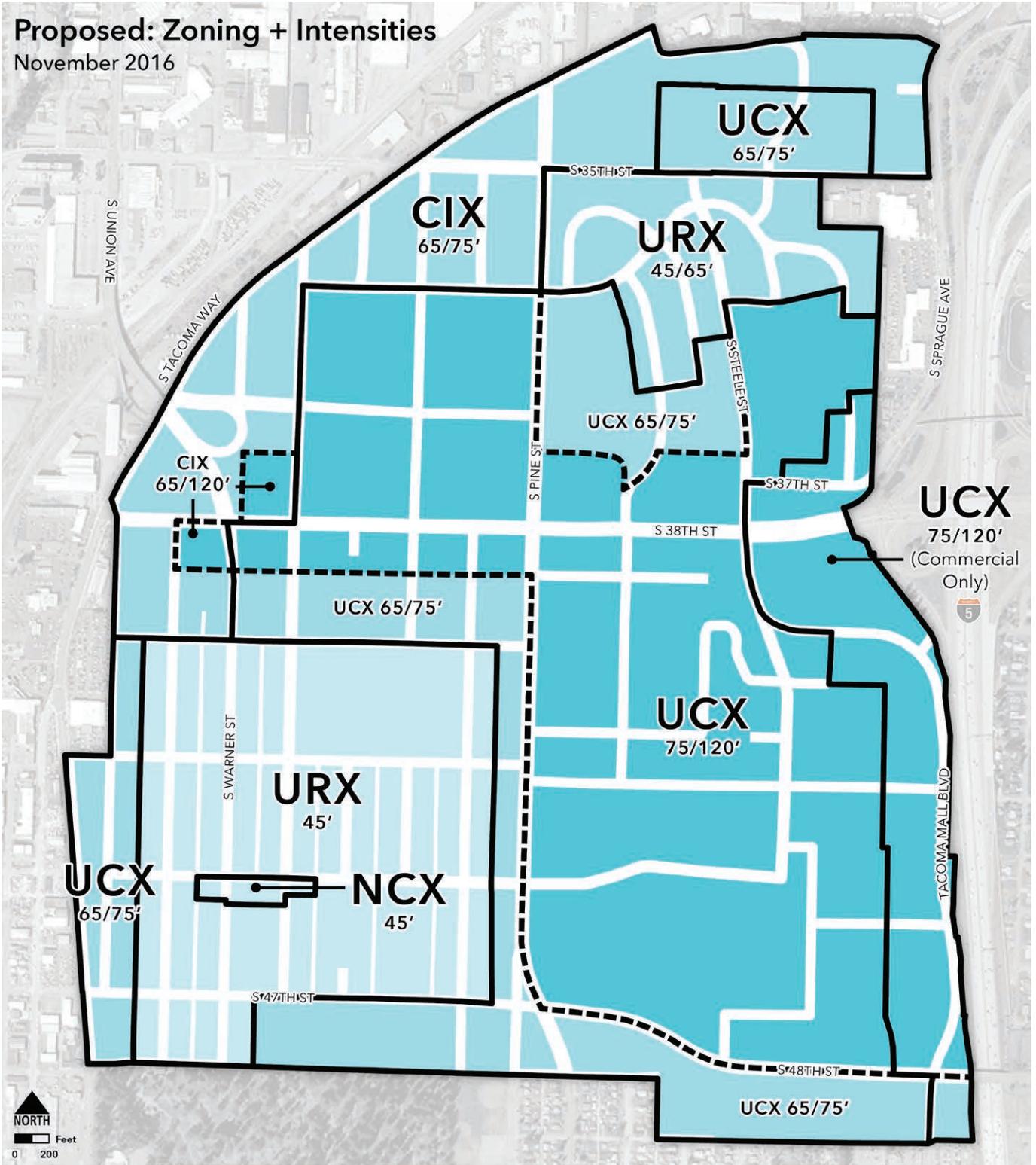
- Land Use Boundary
- Specific Use Type within Land Use Designation
- Proposed Right-of-Way

# Tacoma Mall Subarea Plan Maps

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## Proposed: Zoning + Intensities

November 2016



### LEGEND

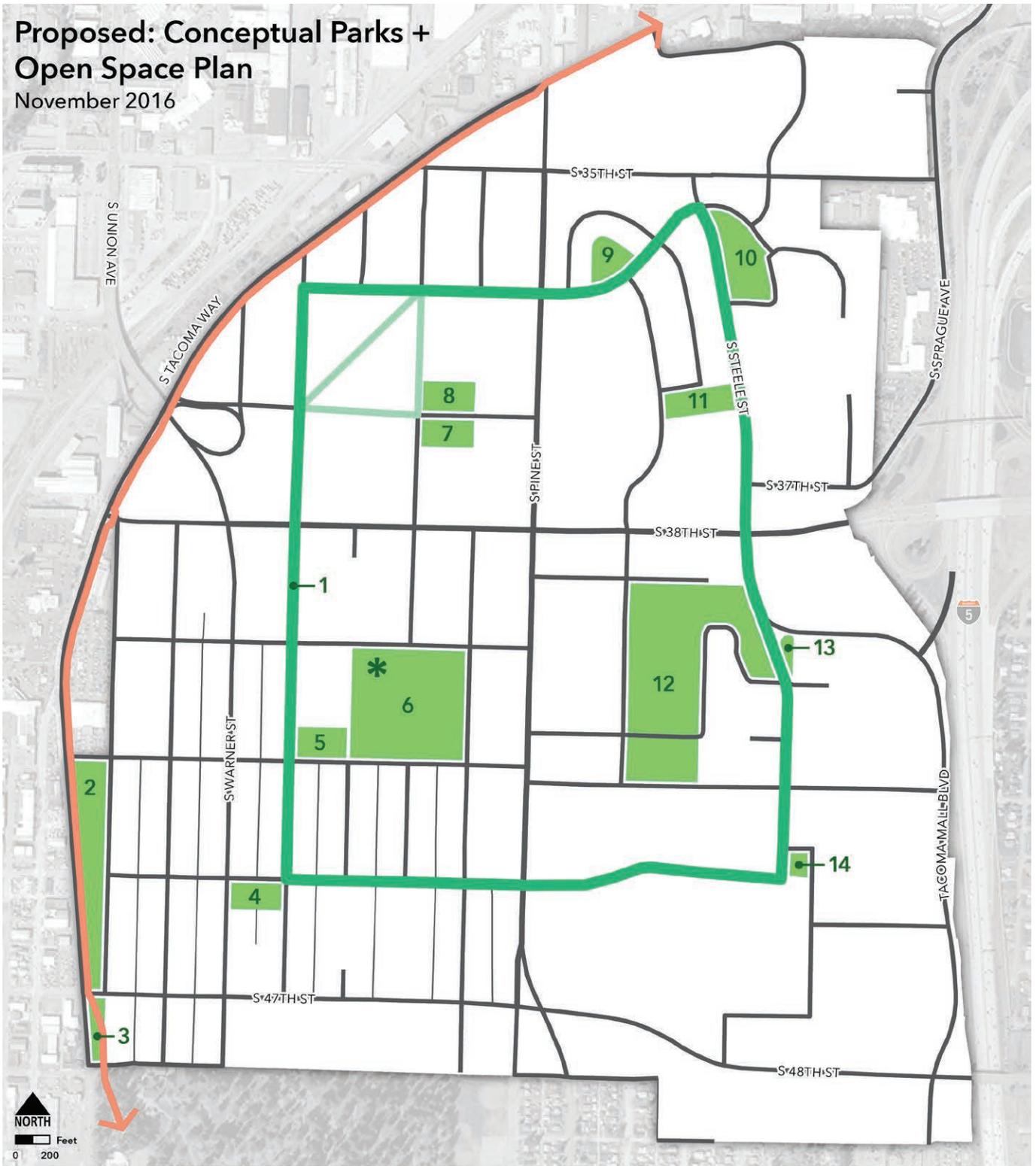
- Zoning Boundary
  - Height Boundary within Zoning District
  - 3
  - 2
  - 1
- xx/xx Maximum Base Height/Maximum Bonus Height

# Tacoma Mall Subarea Plan Maps

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## Proposed: Conceptual Parks + Open Space Plan

November 2016



### LEGEND

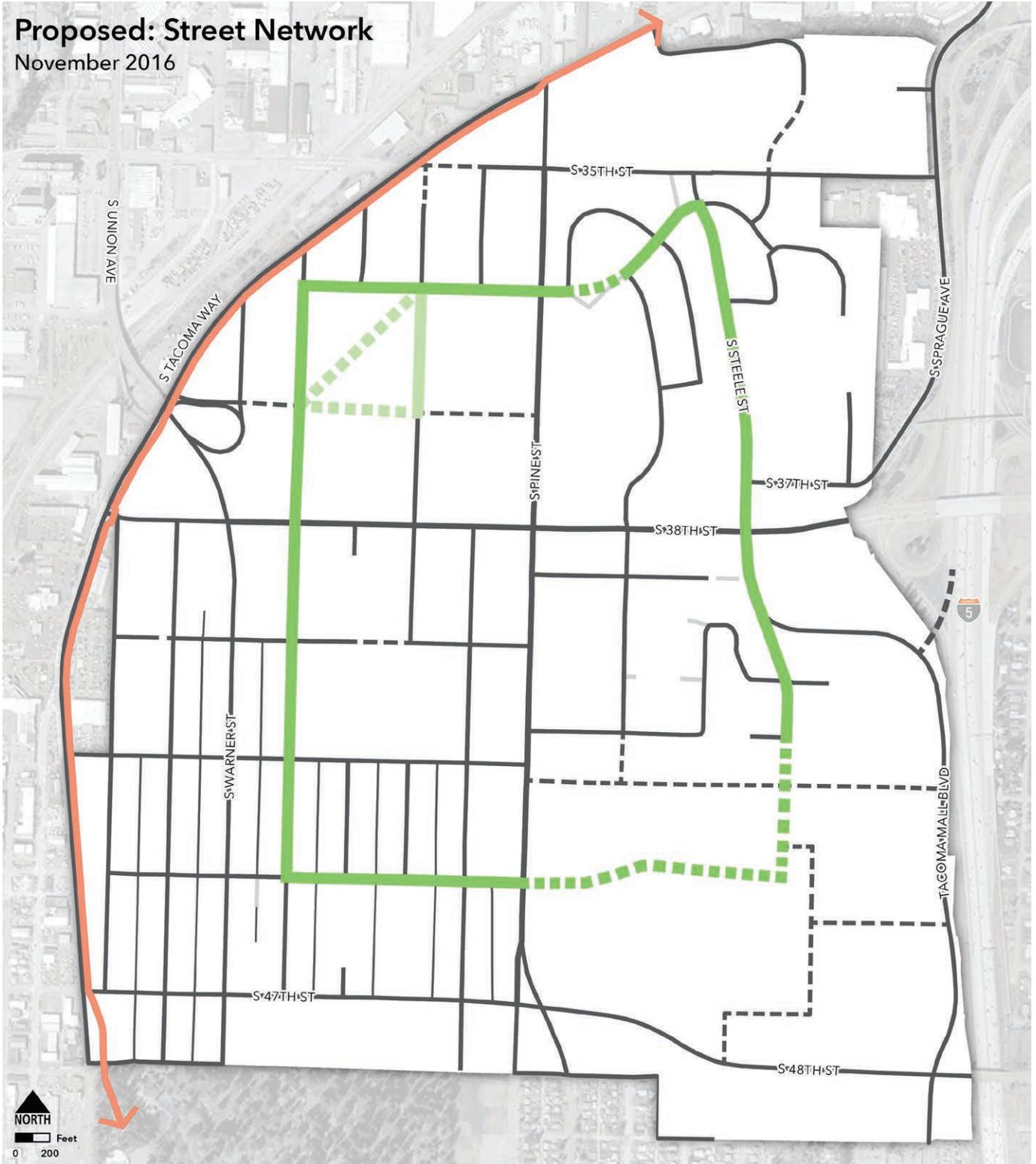
- |                               |                       |                  |
|-------------------------------|-----------------------|------------------|
| Expanded Neighborhood Subarea | <b>Proposed Parks</b> | Park             |
| Water Flume Trail             | Loop Road             | Community Garden |
|                               | Alternate Loop Road   |                  |

# Tacoma Mall Subarea Plan Maps

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## Proposed: Street Network

November 2016



### LEGEND

- Expanded Neighborhood Subarea
- Water Flume Trail

- Proposed Street Network**
- Loop Road
  - Alternate Loop Road
  - Street

- Alley
- Vacated Streets
- \* New streets are shown dashed.

Tier 1 and Tier 2 streets shown on this map. Tier 3 streets will be added to the network as they are set through Connectivity Plans.

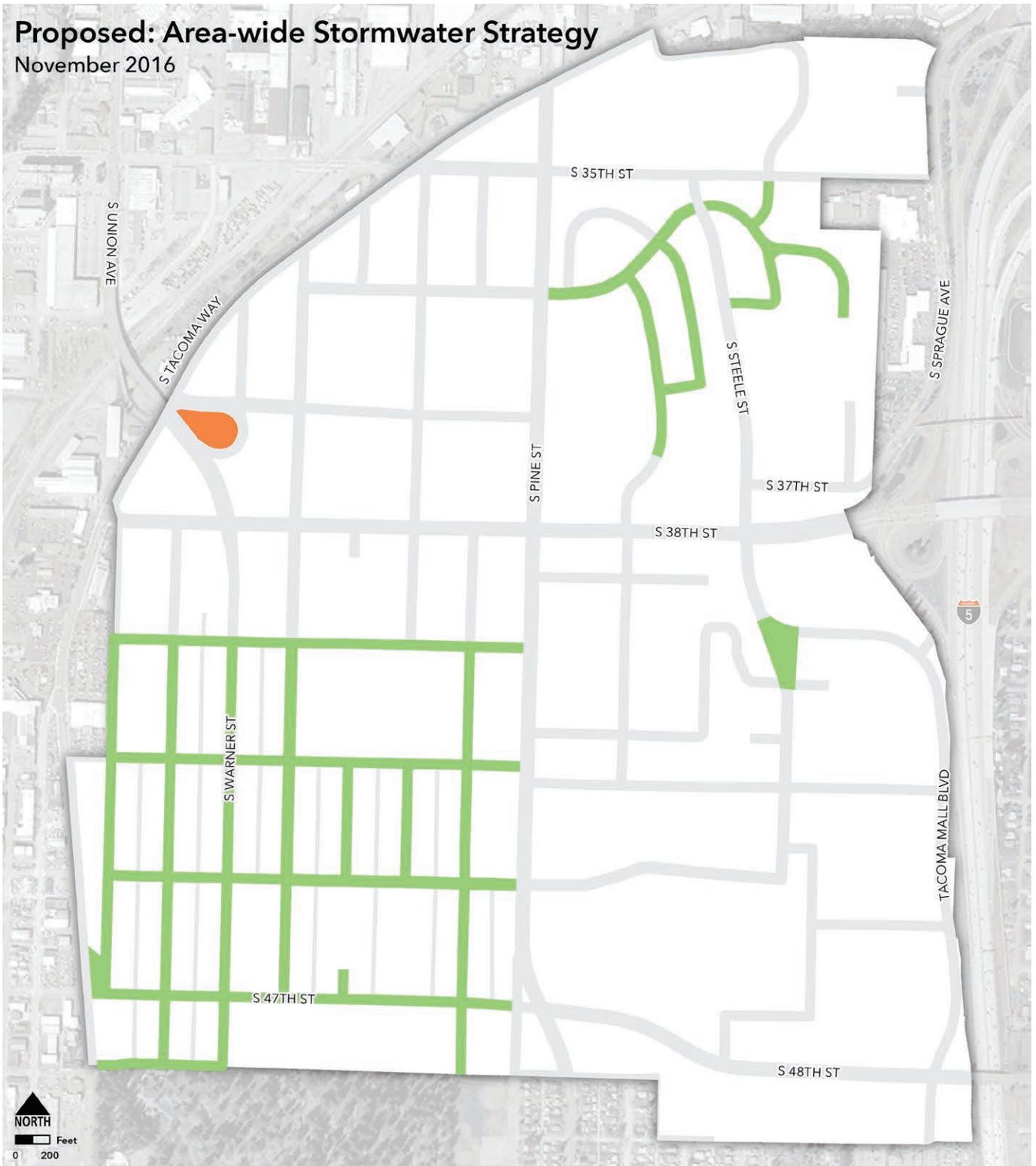
## 8. Proposed Street Network

# Tacoma Mall Subarea Plan Maps

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## Proposed: Area-wide Stormwater Strategy

November 2016



### LEGEND

- Expanded Neighborhood Subarea
- Proposed Right-of-way

### Stormwater Improvements

- Regional Treatment + Emergency Overflow
- Permeable Roadway

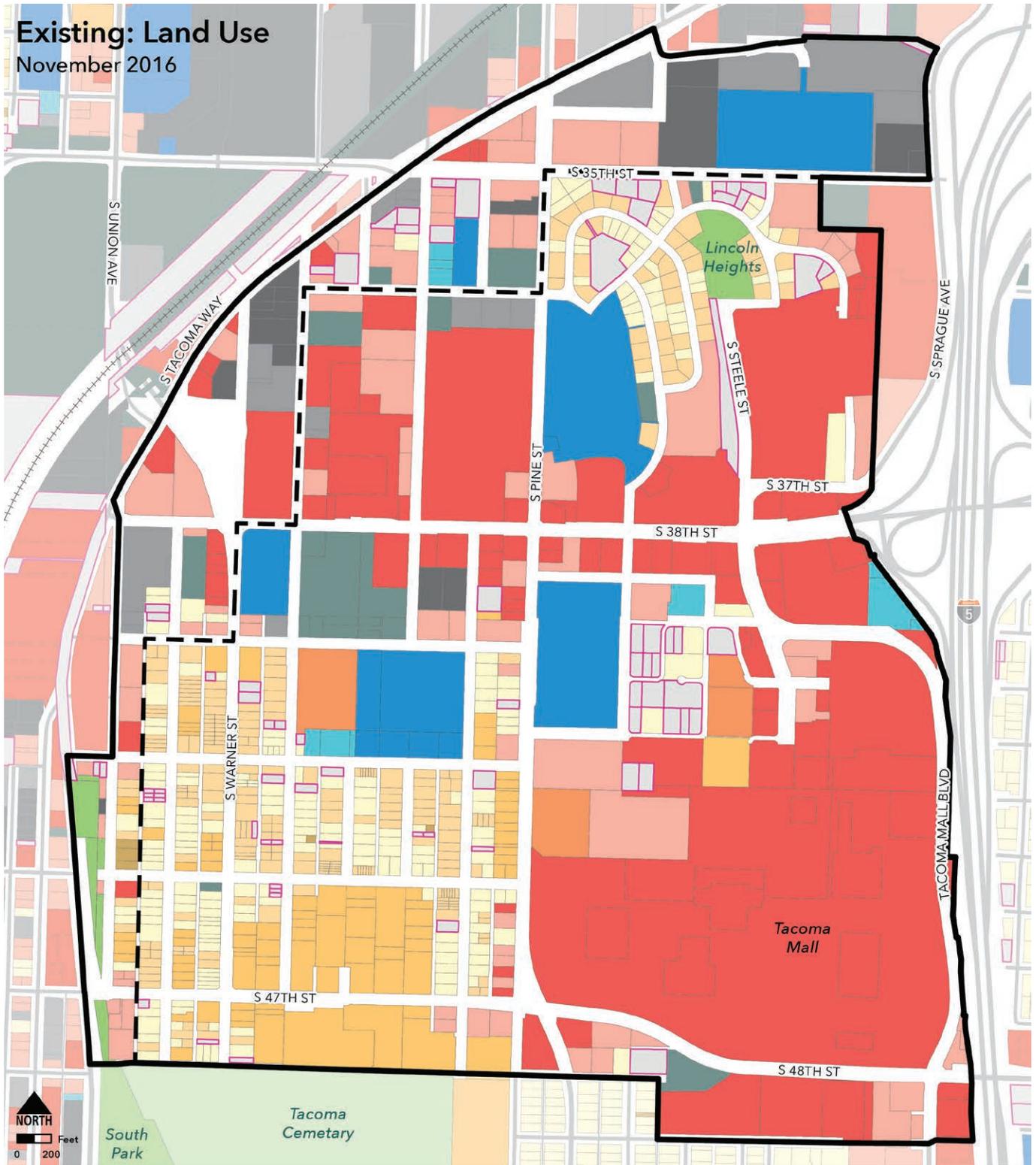
## 9. Proposed Area-wide Stormwater Strategy

# Tacoma Mall Subarea Plan Maps

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## Existing: Land Use

November 2016



### LEGEND

- Expanded Neighborhood Subarea
- - Existing RGC Boundary

Data courtesy of City of Tacoma GIS, Pierce County GIS, Pierce County Department of Assessments

#### Residential Uses

- Single Family
- Duplex/Triplex/Townhome
- Apartment: Low-rise
- Apartment: High-rise
- Other Residential
- Religious/Comm. Services

#### Commercial Uses

- Retail
- Office/Services
- Industrial Uses
- Warehousing
- Manufacturing

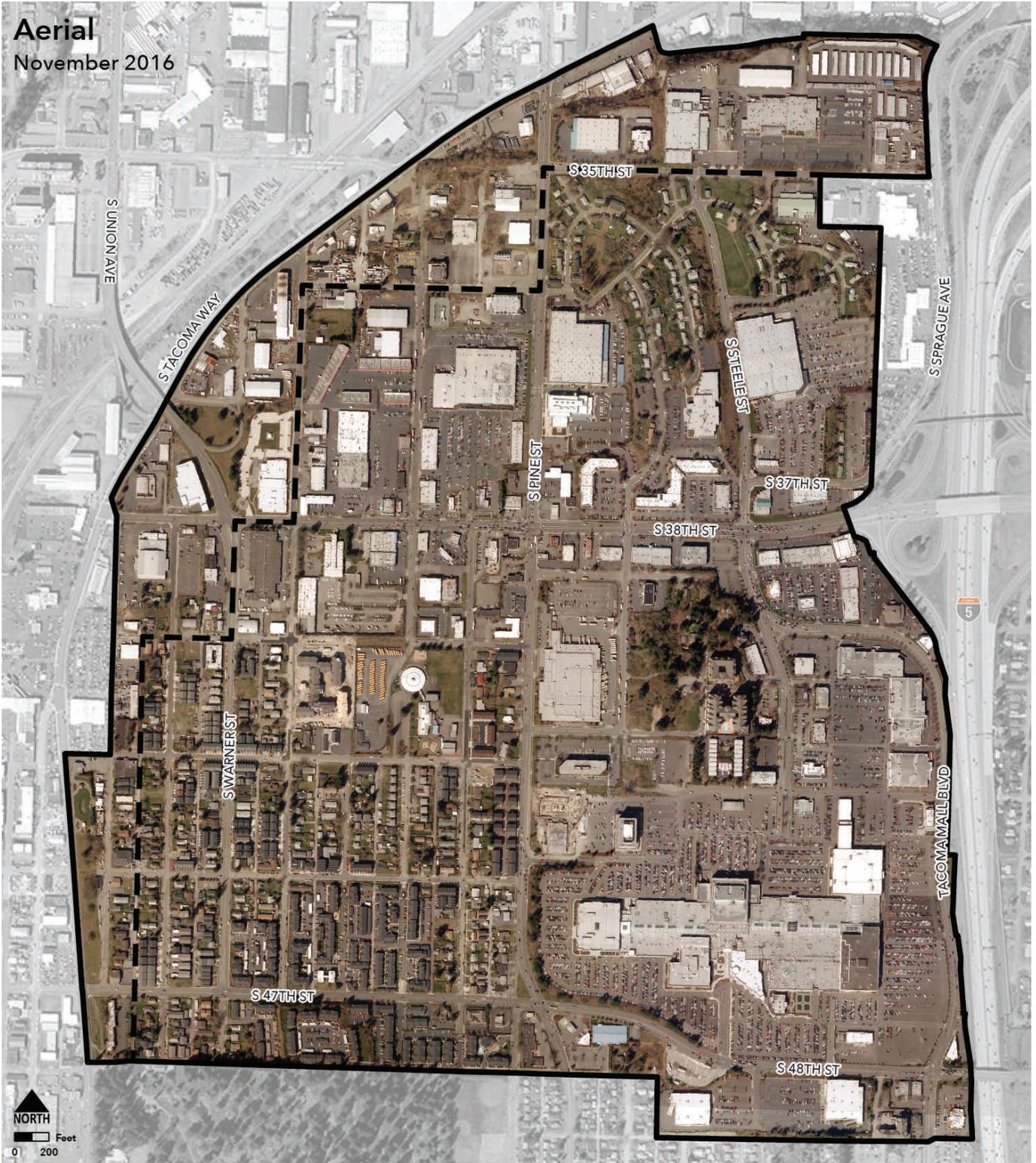
#### Other Uses

- Transportation/Utilities
- Government/Education
- Cemetery
- Recreation/Parks
- Vacant

# Tacoma Mall Subarea Plan Maps

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**Aerial**  
November 2016



## LEGEND

-  Expanded Neighborhood Subarea
-  Existing RGC Boundary
- USGS 2012 Aerial Imagery

# Tacoma Mall Subarea Plan Maps

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## Existing: Streets

November 2016



### LEGEND

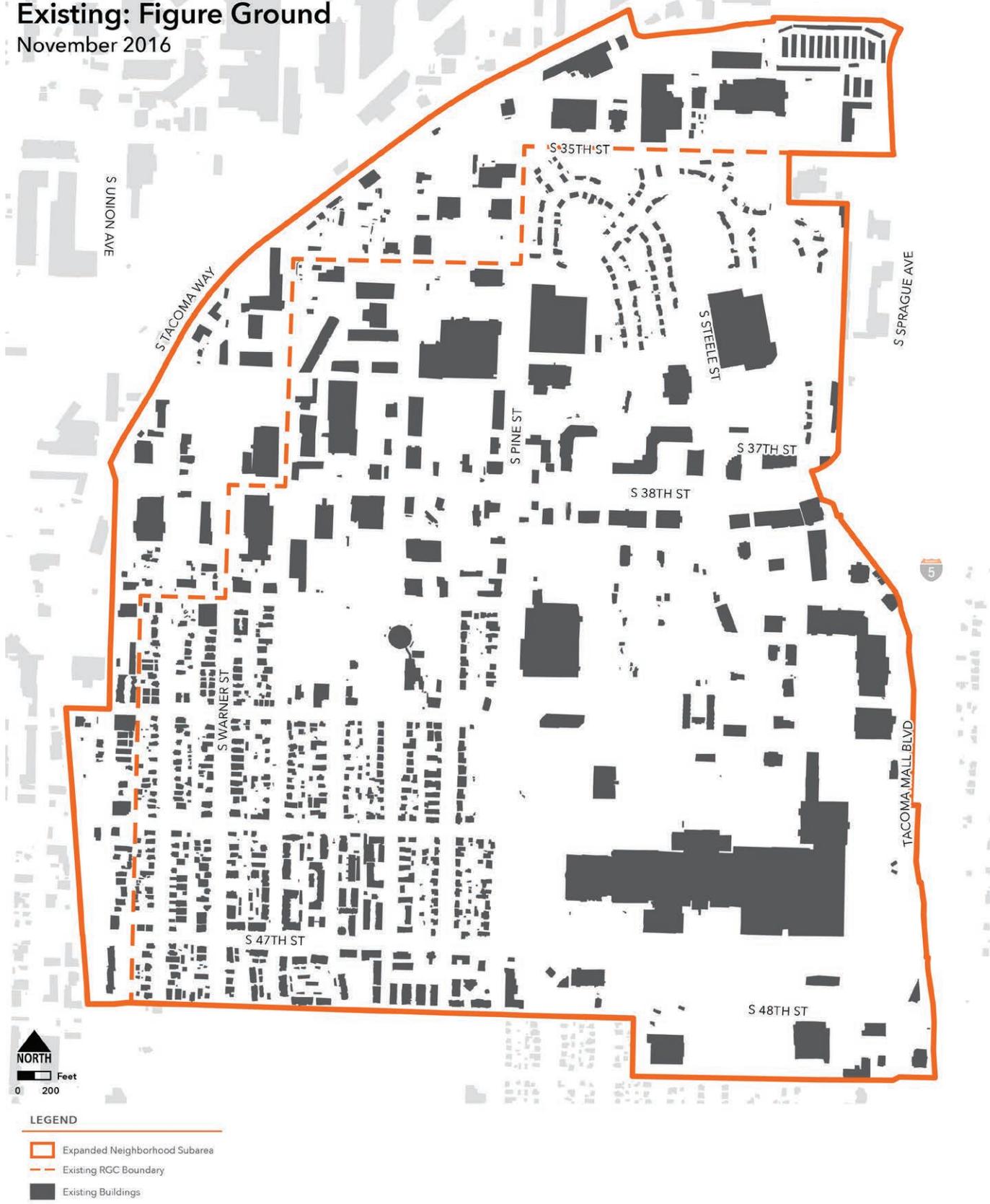
- |                               |                           |       |
|-------------------------------|---------------------------|-------|
| Expanded Neighborhood Subarea | <b>Street Network</b>     | Local |
| Existing RGC Boundary         | Collector                 | Alley |
|                               | Highway or Major Arterial |       |

# Tacoma Mall Subarea Plan Maps

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## Existing: Figure Ground

November 2016



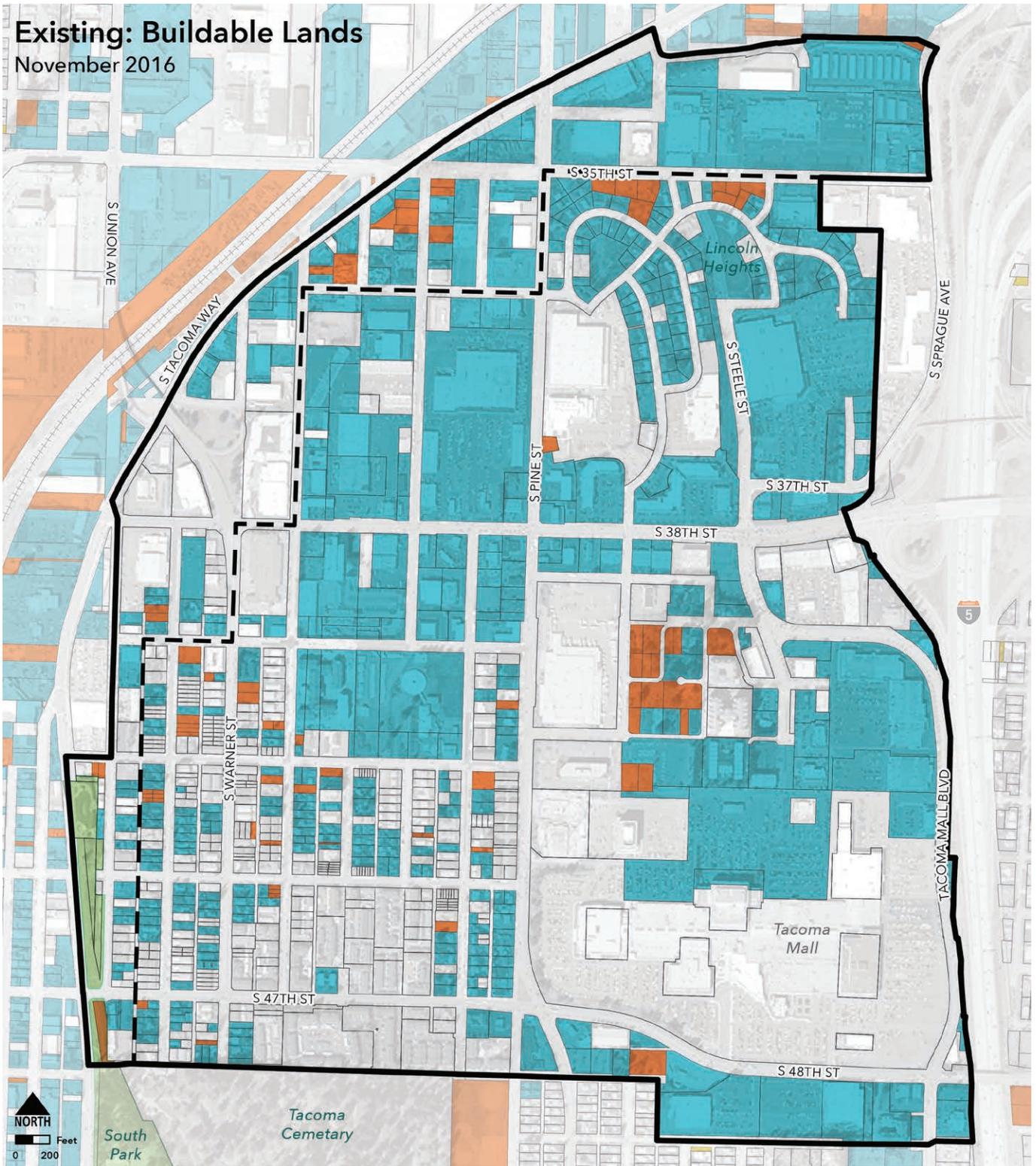
13. Existing Figure Ground

# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Existing: Buildable Lands

November 2016



### LEGEND

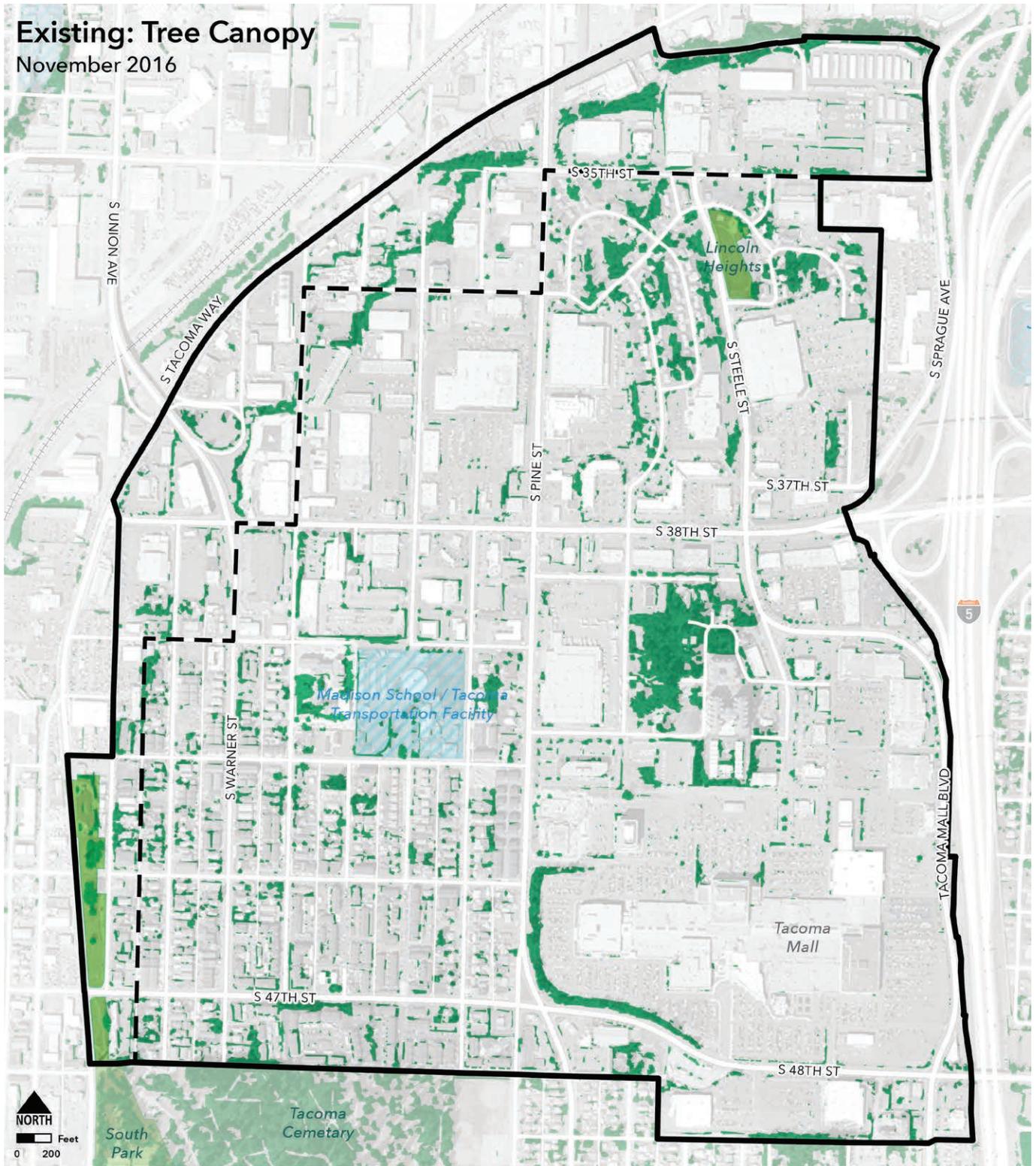
- |                               |                    |   |                         |
|-------------------------------|--------------------|---|-------------------------|
| Expanded Neighborhood Subarea | Parks + Open Space | <b>Inventory of Vacant + Underutilized Land</b> |                         |
| Existing RGC Boundary         | Schools (Public)   | Underutilized                                   | Vacant Single Unit      |
|                               |                    | Vacant  | Built Out/Undevelopable |

# Tacoma Mall Subarea Plan Maps

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## Existing: Tree Canopy

November 2016



### LEGEND

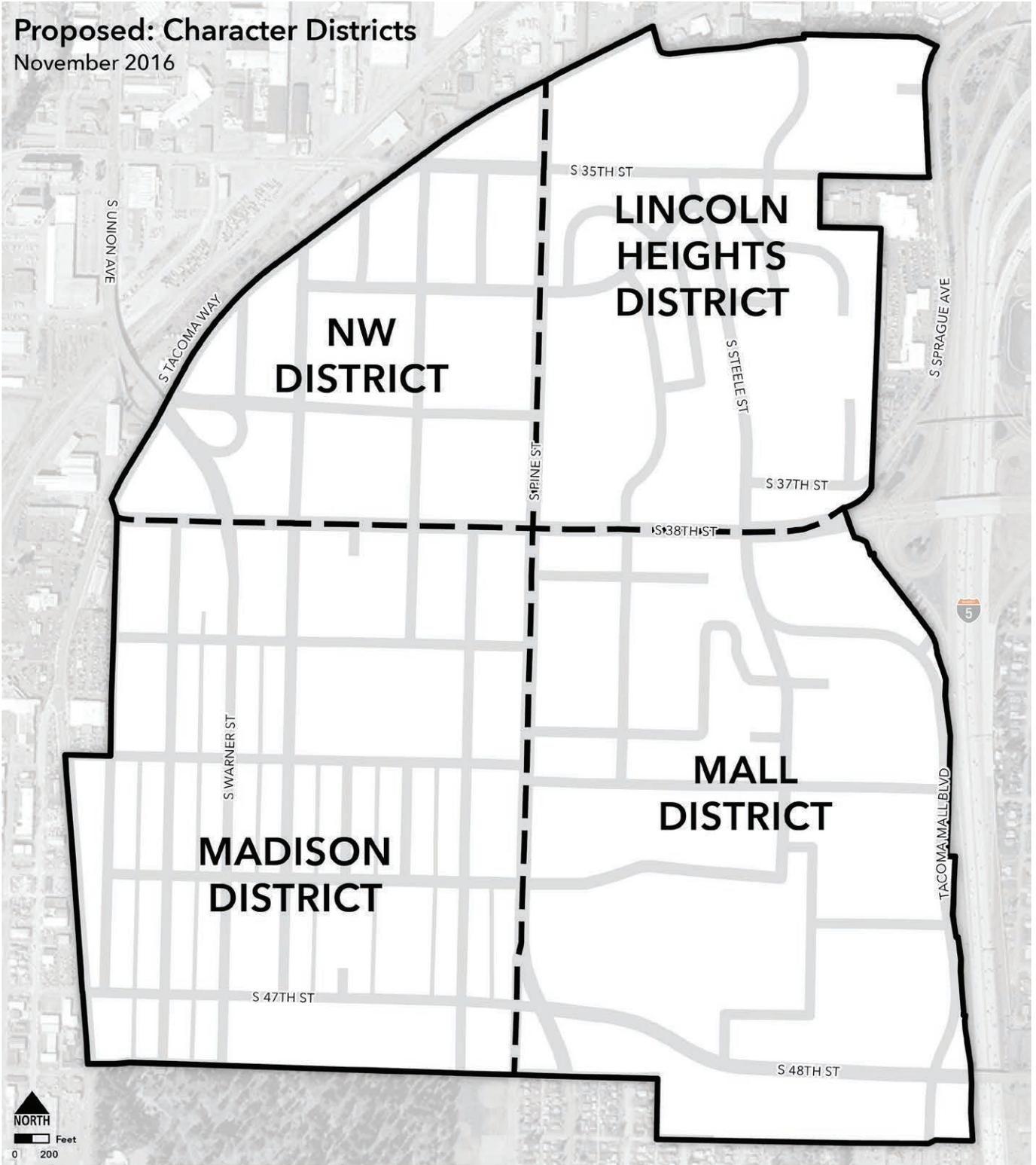
- Expanded Neighborhood Subarea
- Existing RGC Boundary
- Schools (Public)
- Tree Canopy
- Parks + Open Space

# Tacoma Mall Subarea Plan Maps

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## Proposed: Character Districts

November 2016

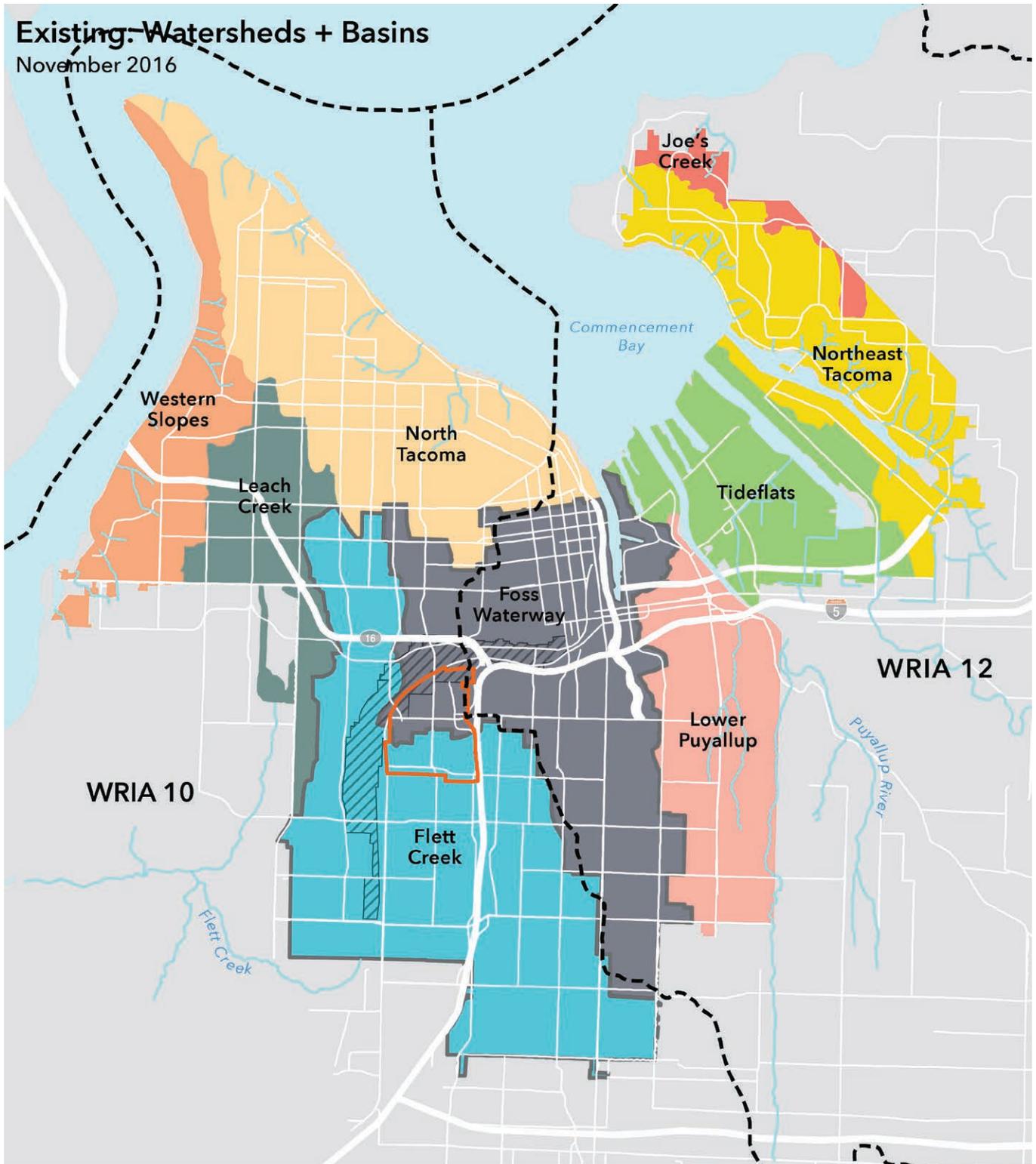


# Tacoma Mall Subarea Plan Maps

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## Existing Watersheds + Basins

November 2016

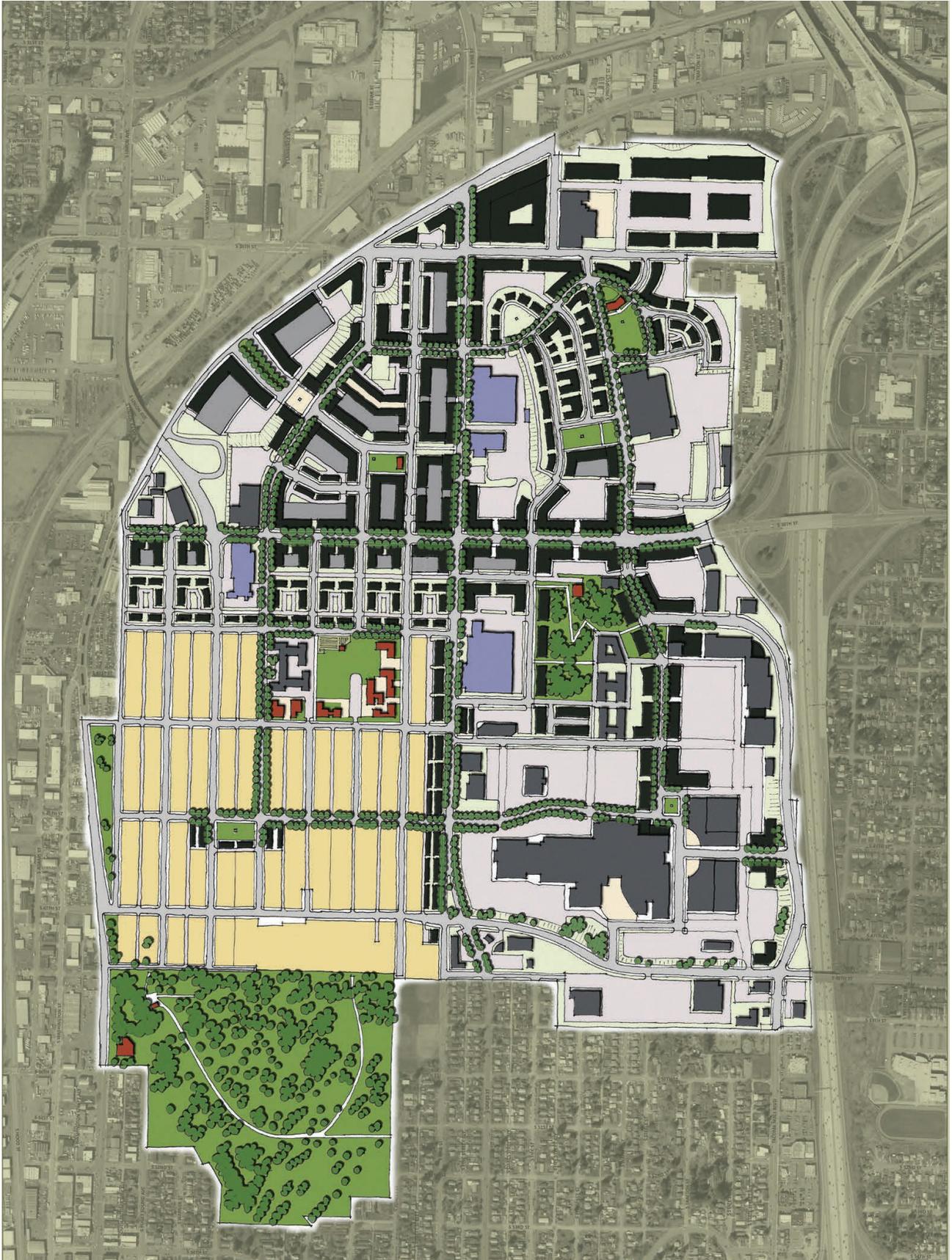


### LEGEND

- |                               |                                  |                |                  |
|-------------------------------|----------------------------------|----------------|------------------|
| Expanded Neighborhood Subarea | Stormwater Basins<br>Flett Creek | Leach Creek    | Northeast Tacoma |
| South Tacoma MIC              | Foss Waterway                    | Lower Puyallup | Tideflats        |
| Water Resource Inventory Area | Joe's Creek                      | North Tacoma   | Western Slopes   |

# Tacoma Mall Subarea Plan Maps

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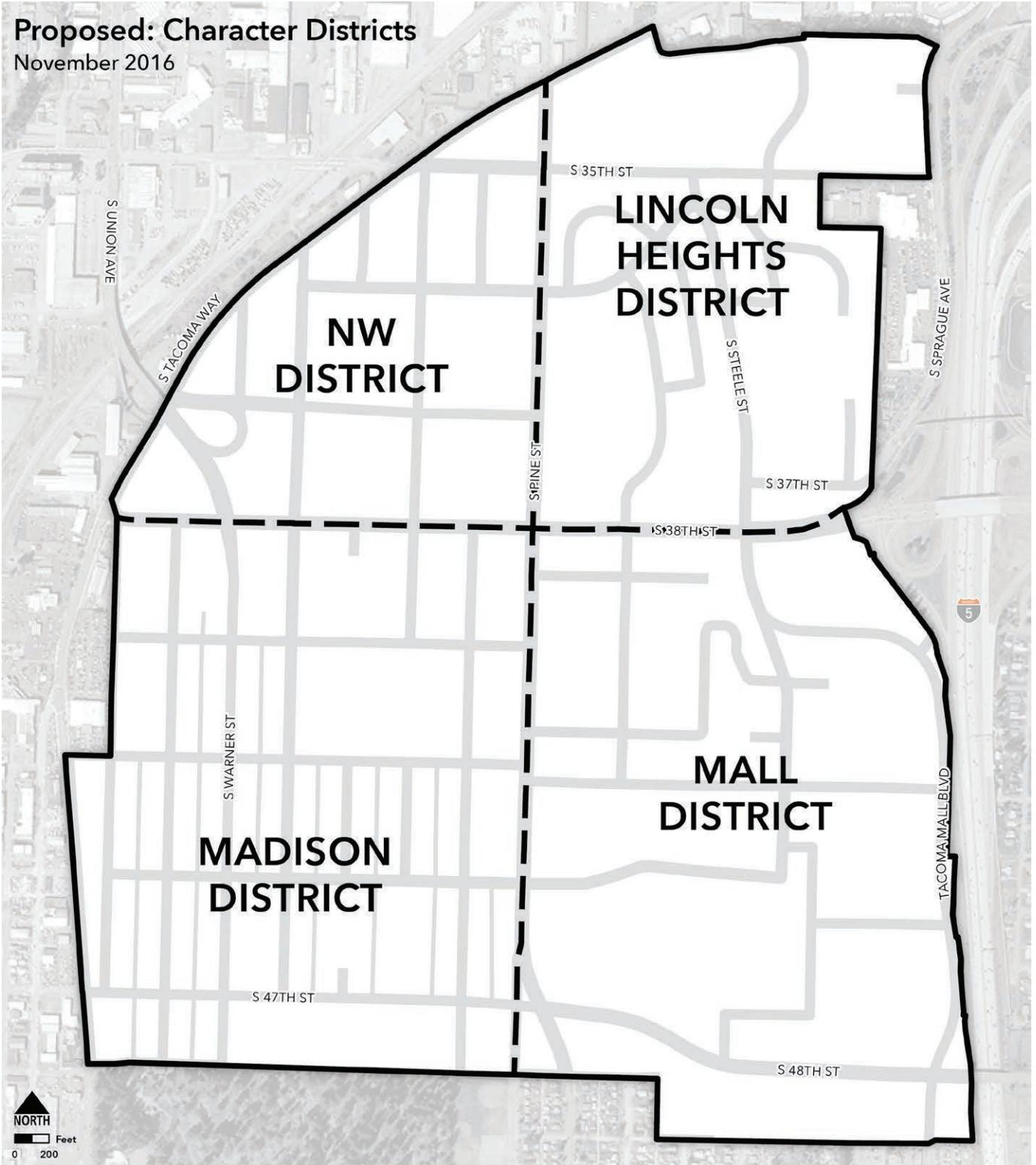
18. Illustrative Vision Plan

# Tacoma Mall Subarea Plan Maps

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## Proposed: Character Districts

November 2016



### LEGEND

- Expanded Neighborhood Subarea
- District Boundary
- Proposed Right-of-Way

# Tacoma Mall Subarea Plan Maps

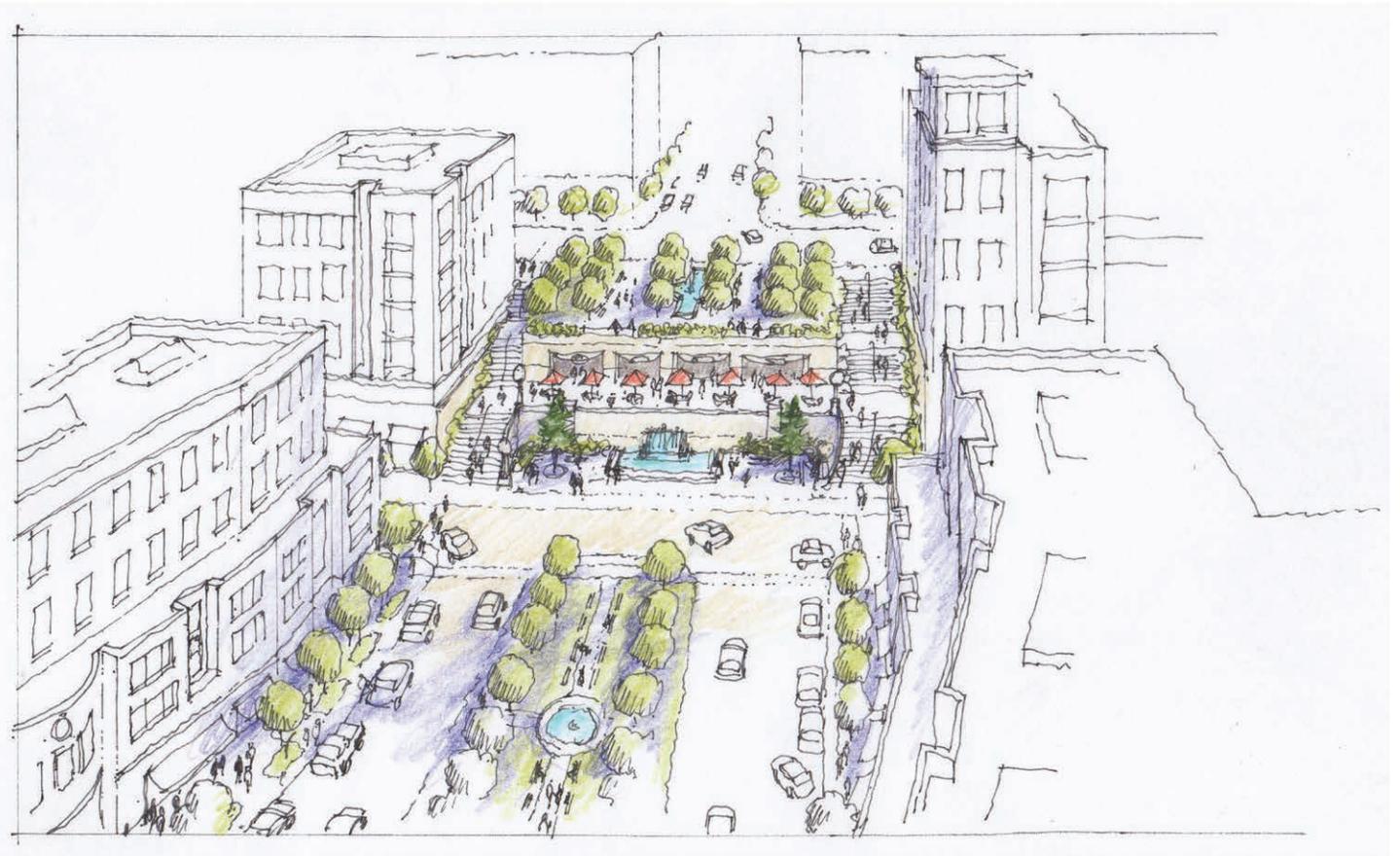
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20. Madison District Character Sketch

# Tacoma Mall Subarea Plan Maps

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21. Northwest District Character Sketch

# Tacoma Mall Subarea Plan Maps

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22. Lincoln Heights District Character Sketch

# Tacoma Mall Subarea Plan Maps

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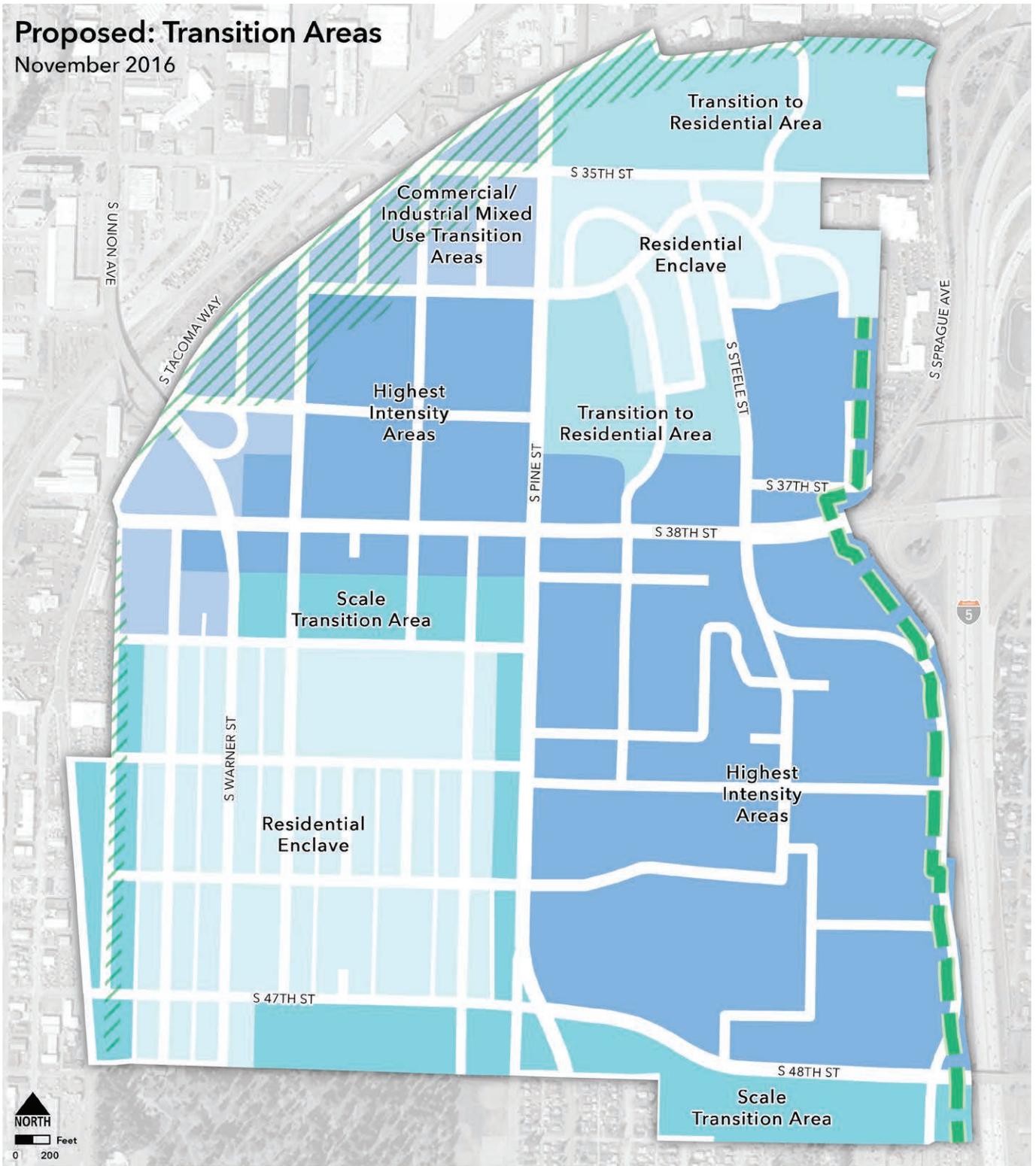
23. Mall District Character Sketch

# Tacoma Mall Subarea Plan Maps

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## Proposed: Transition Areas

November 2016



**LEGEND**

Expanded Neighborhood Subarea

**Transition Areas**

- Highest Intensity Areas
- Commercial/Industrial Mixed Use Transition

- Scale Transition
- Transition to Residential
- Residential Enclave

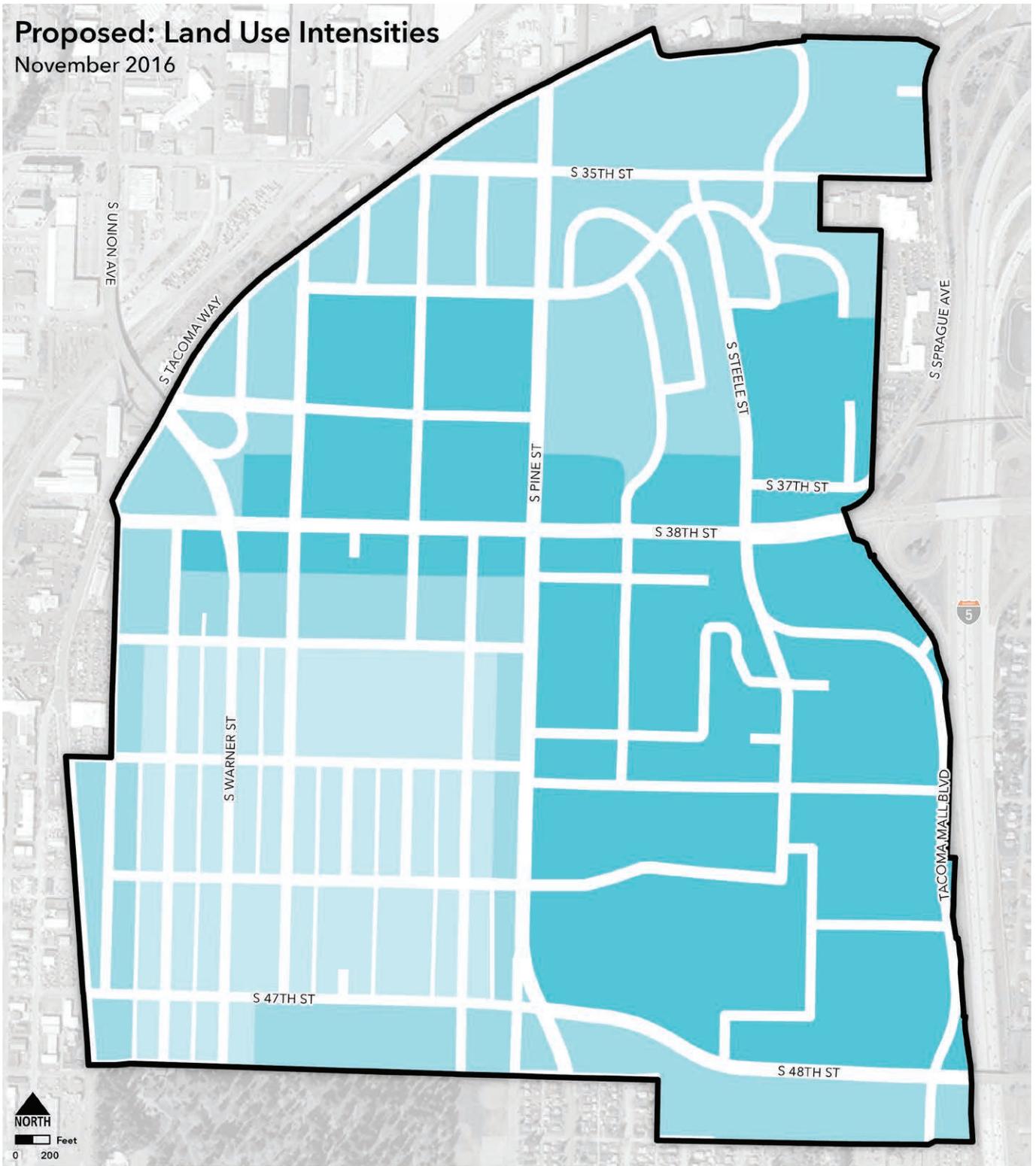
- Increase Greenery While Maintaining Visibility
- Slope Transition from S Tacoma Way to Tacoma Mall Neighborhood

# Tacoma Mall Subarea Plan Maps

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## Proposed: Land Use Intensities

November 2016



### LEGEND

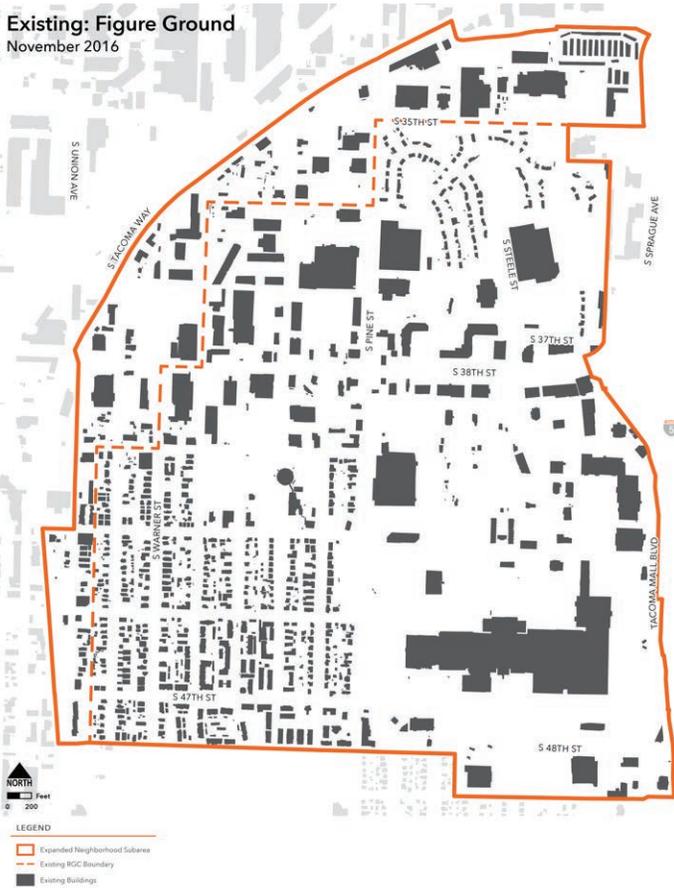
Land Use Intensities



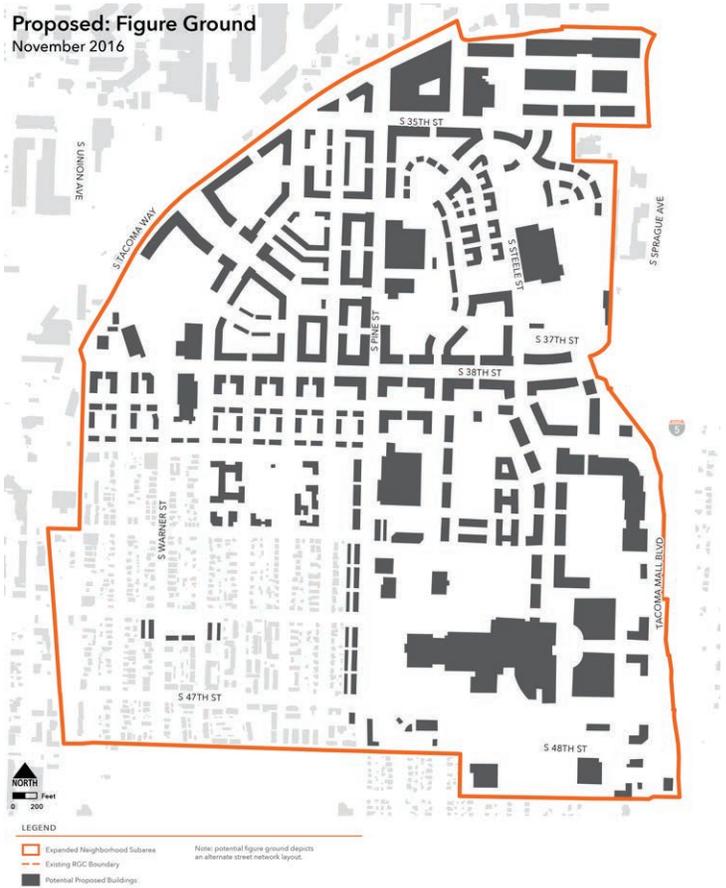
# Tacoma Mall Subarea Plan Maps

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**Existing: Figure Ground**  
November 2016



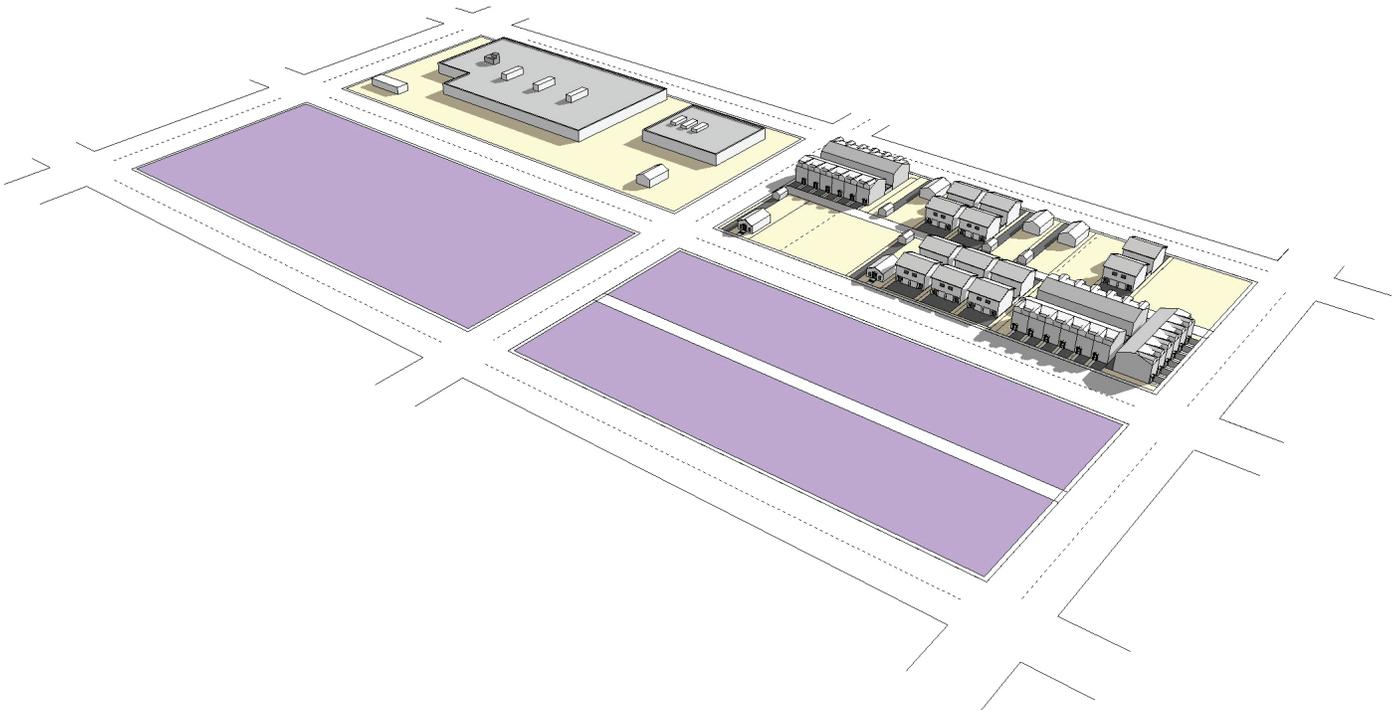
**Proposed: Figure Ground**  
November 2016



25. Existing and Potential Figure Ground Diagrams

# Tacoma Mall Subarea Plan Maps

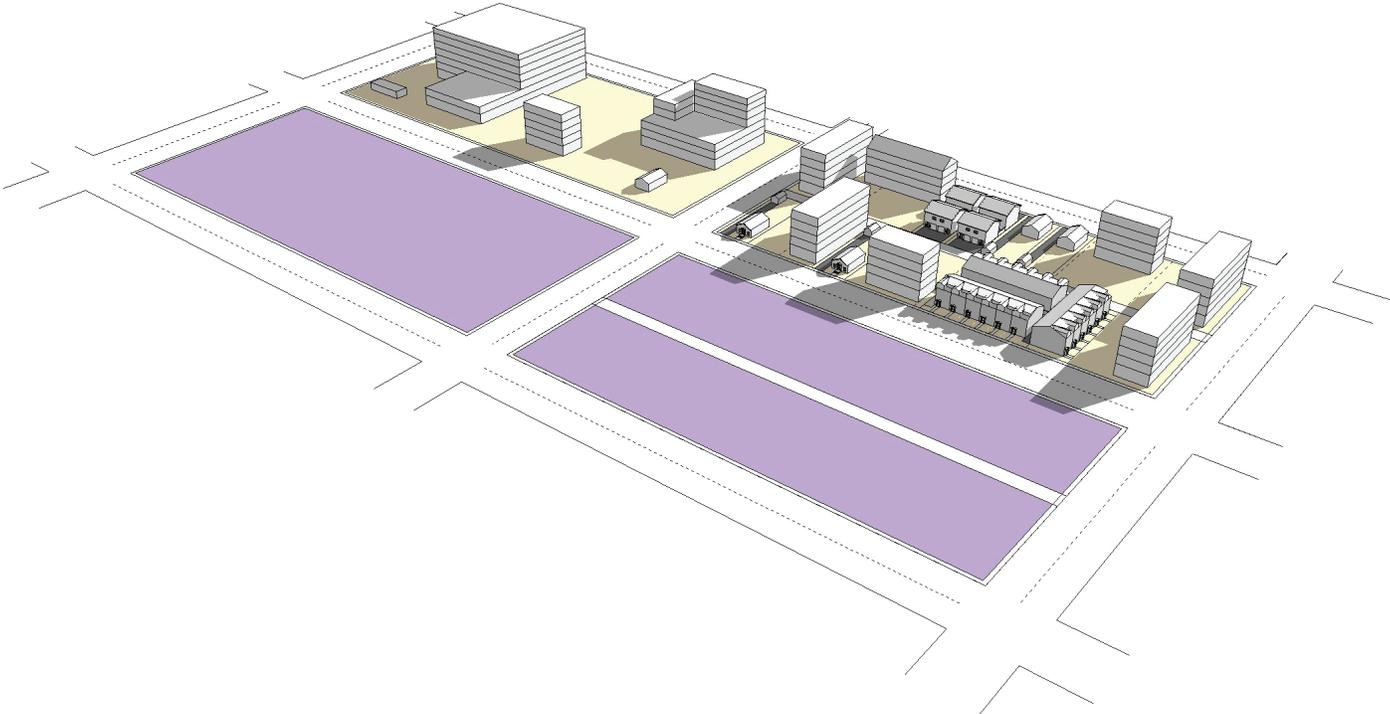
DRAFT November 28, 2016



26. Madison District Existing Zoning Conditions Example

# Tacoma Mall Subarea Plan Maps

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27. Madison District Existing Zoning Potential

# Tacoma Mall Subarea Plan Maps

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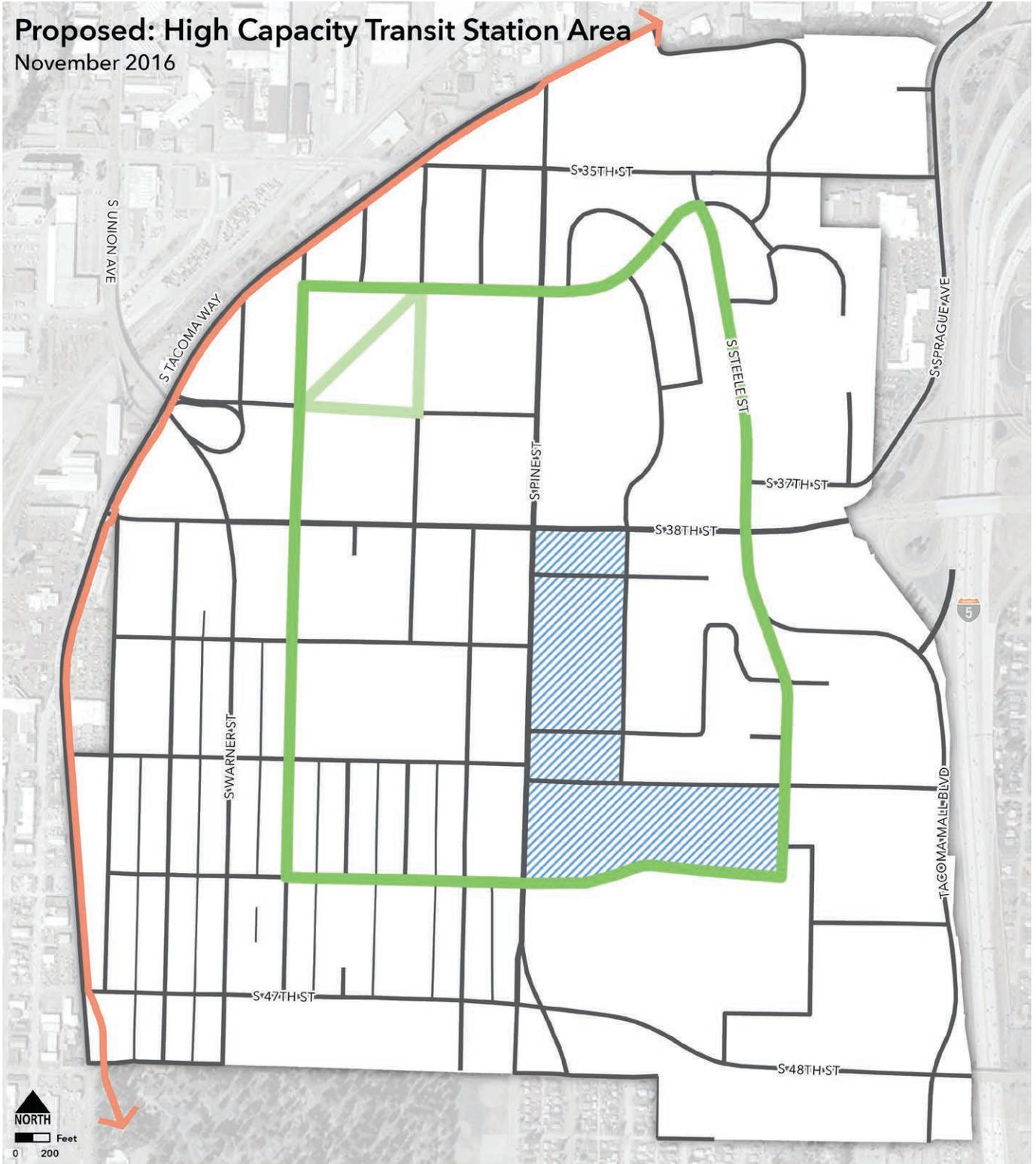
28. Madison District Potential Zoning Scale Transitions, 38th Street to the South

# Tacoma Mall Subarea Plan Maps

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## Proposed: High Capacity Transit Station Area

November 2016



### LEGEND

- |                               |                         |        |
|-------------------------------|-------------------------|--------|
| Expanded Neighborhood Subarea | Proposed Street Network | Street |
| Water Flume Trail             | Loop Road               | Alley  |
| Transit Station Area          | Alternate Loop Road     |        |

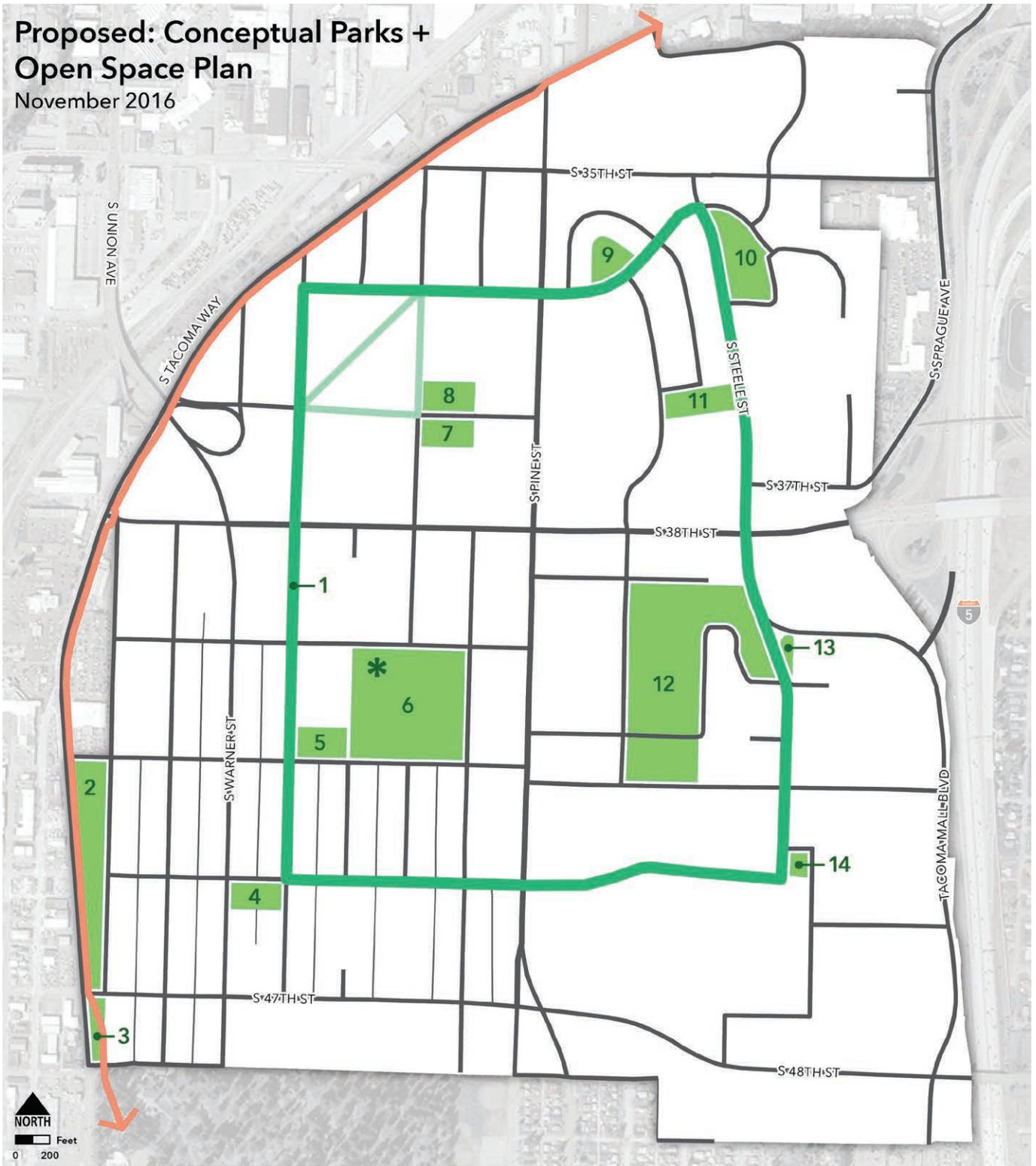
29. Proposed High Capacity Transit Station Area

# Tacoma Mall Subarea Plan Maps

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## Proposed: Conceptual Parks + Open Space Plan

November 2016



### LEGEND

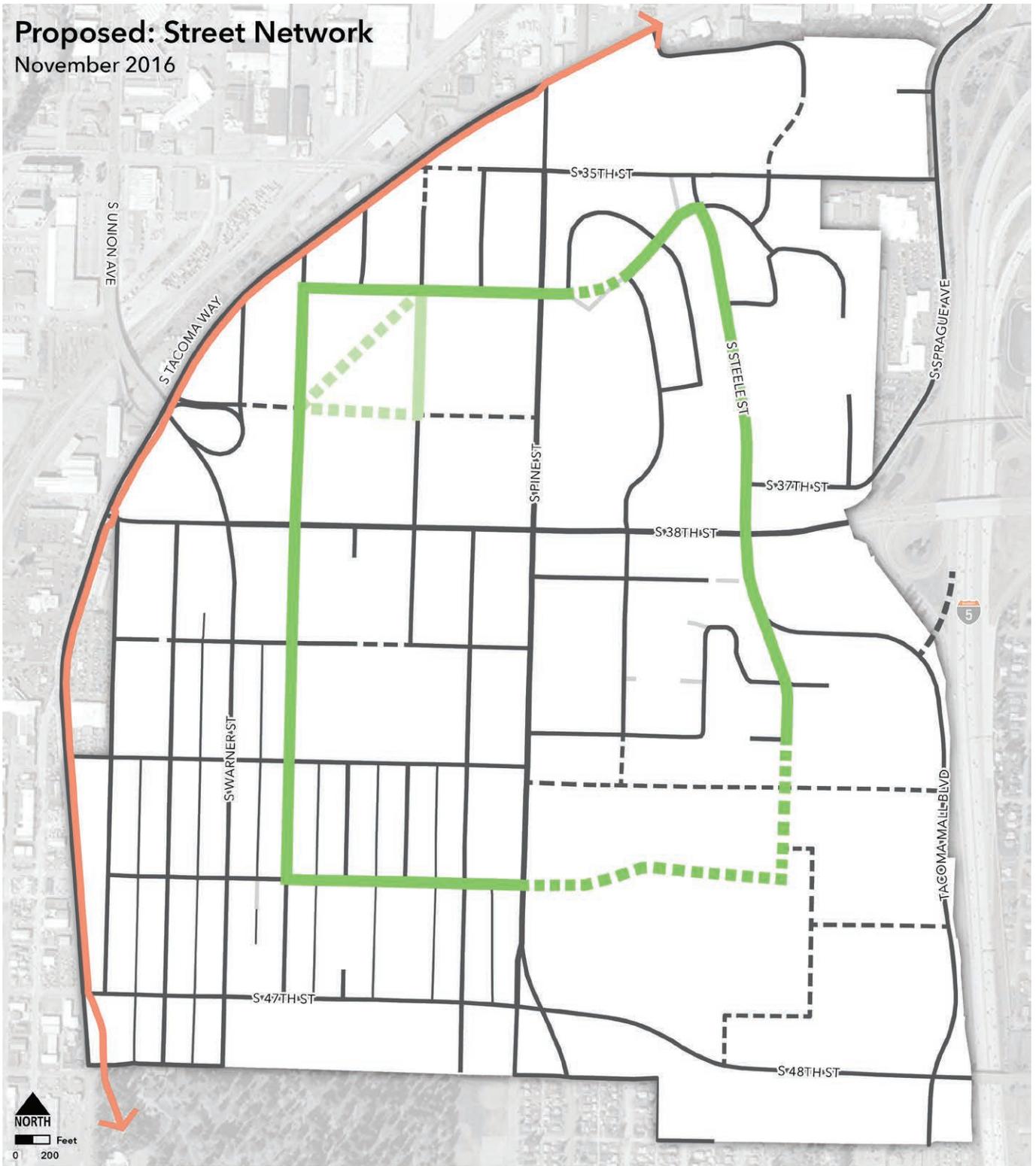
- |                               |                       |                  |
|-------------------------------|-----------------------|------------------|
| Expanded Neighborhood Subarea | <b>Proposed Parks</b> | Park             |
| Water Flume Trail             | Loop Road             | Community Garden |
|                               | Alternate Loop Road   |                  |

# Tacoma Mall Subarea Plan Maps

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## Proposed: Street Network

November 2016



### LEGEND

- Expanded Neighborhood Subarea
- Water Flume Trail

- Proposed Street Network**
- Loop Road
  - Alternate Loop Road
  - Street

- Alley
- Vacated Streets
- \* New streets are shown dashed.

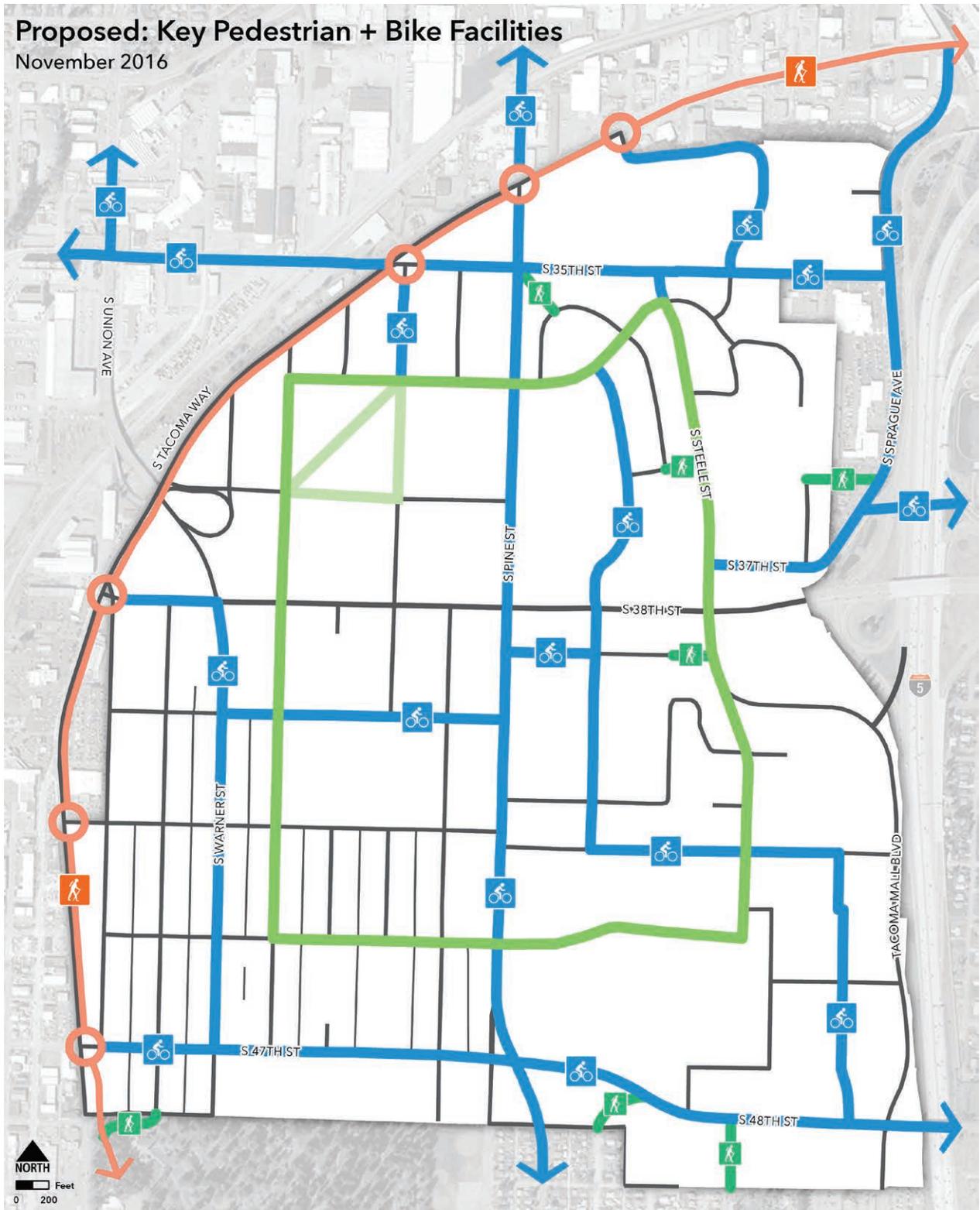
Tier 1 and Tier 2 streets shown on this map. Tier 3 streets will be added to the network as they are set through Connectivity Plans.

# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Proposed: Key Pedestrian + Bike Facilities

November 2016



**LEGEND**

Expanded Neighborhood Subarea

**Bike + Pedestrian Facilities**

- Water Flume Trail
- Potential Non-Motorized Trail Access Point
- Bike Priority Project

- Pedestrian Priority Project
- Loop Road
- Alternate Loop Road

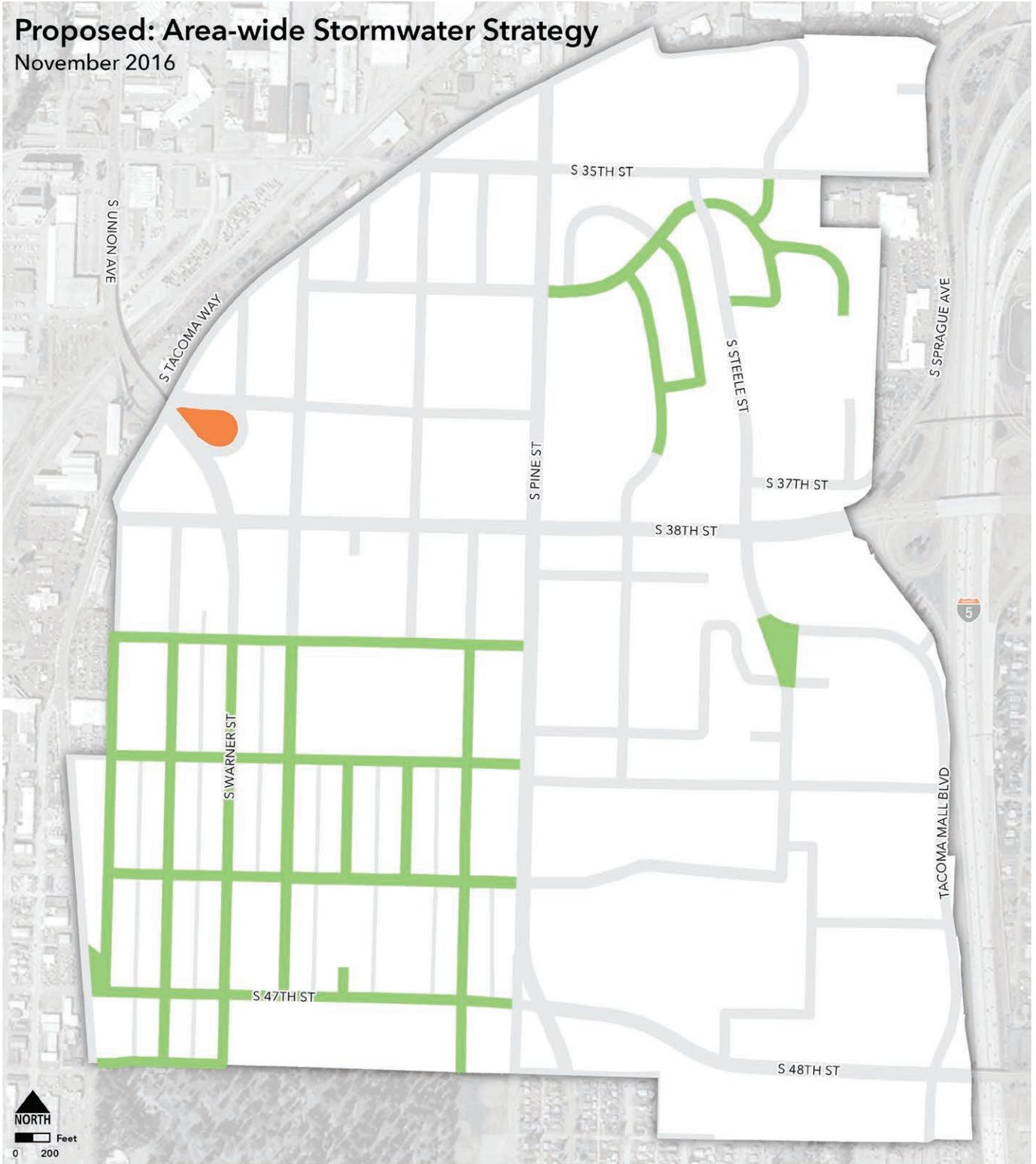
The transportation investments recommended in the Sub-Area Plan gives precedence to pedestrians throughout the area. New roadways will include pedestrian facilities while sidewalks in poor condition or missing altogether will be replaced with facilities designed using current City standards. This will usually take place within a larger transportation improvement project.

# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Proposed: Area-wide Stormwater Strategy

November 2016



### LEGEND

- Expanded Neighborhood Subarea
- Proposed Right-of-way

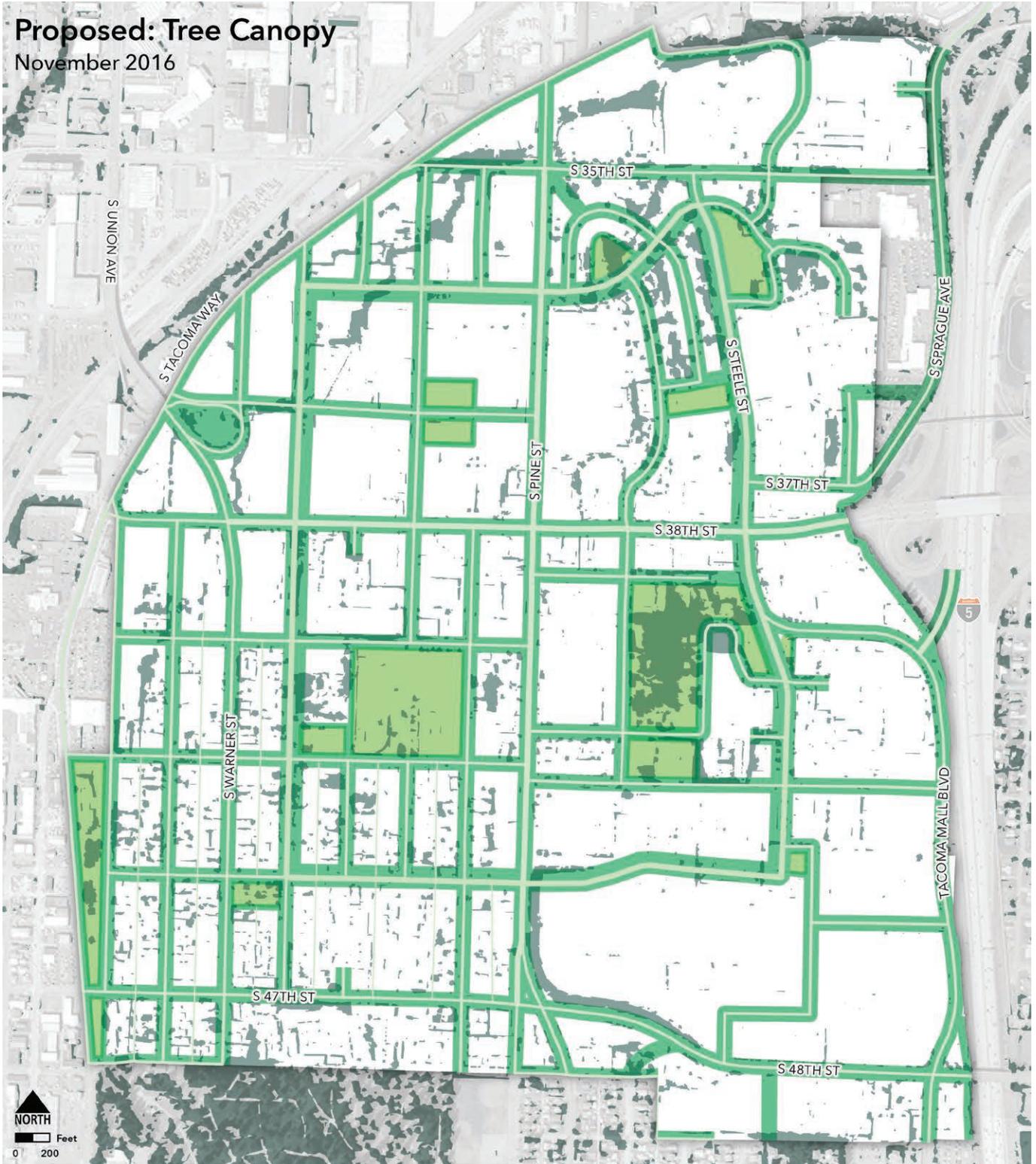
- #### Stormwater Improvements
- Regional Treatment + Emergency Overflow
  - Permeable Roadway

# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Proposed: Tree Canopy

November 2016



### LEGEND

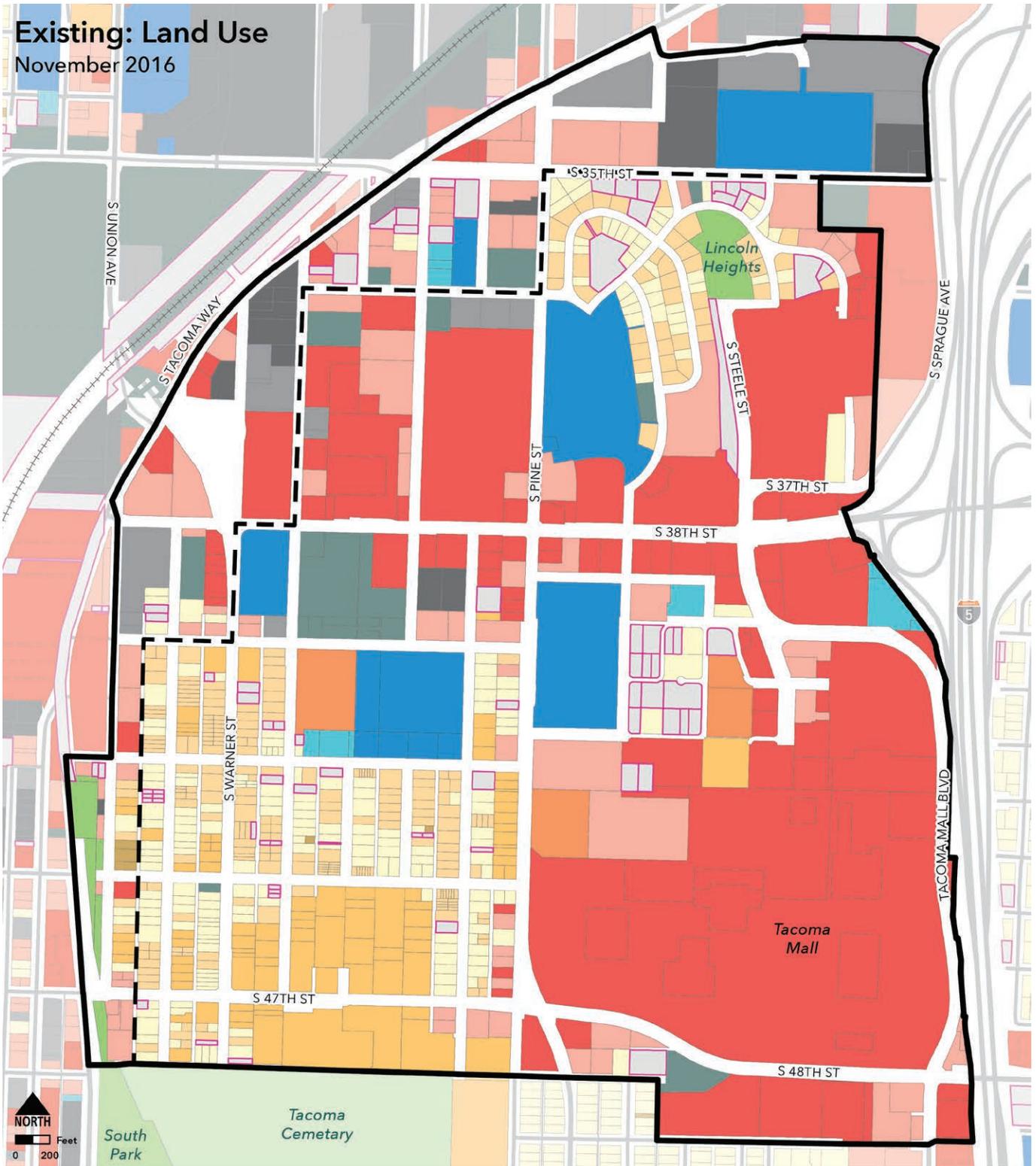
- Expanded Neighborhood Subarea
- Tree Canopy
  - Existing Tree Canopy
  - Future Tree Canopy
  - Future Public Park

# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Existing: Land Use

November 2016



### LEGEND

- Expanded Neighborhood Subarea
- - Existing RGC Boundary

Data courtesy of City of Tacoma GIS, Pierce County GIS, Pierce County Department of Assessments

#### Residential Uses

- Single Family
- Duplex/Triplex/Townhome
- Apartment: Low-rise
- Apartment: High-rise
- Other Residential
- Religious/Comm. Services

#### Commercial Uses

- Retail
- Office/Services
- Industrial Uses
- Warehousing
- Manufacturing

#### Other Uses

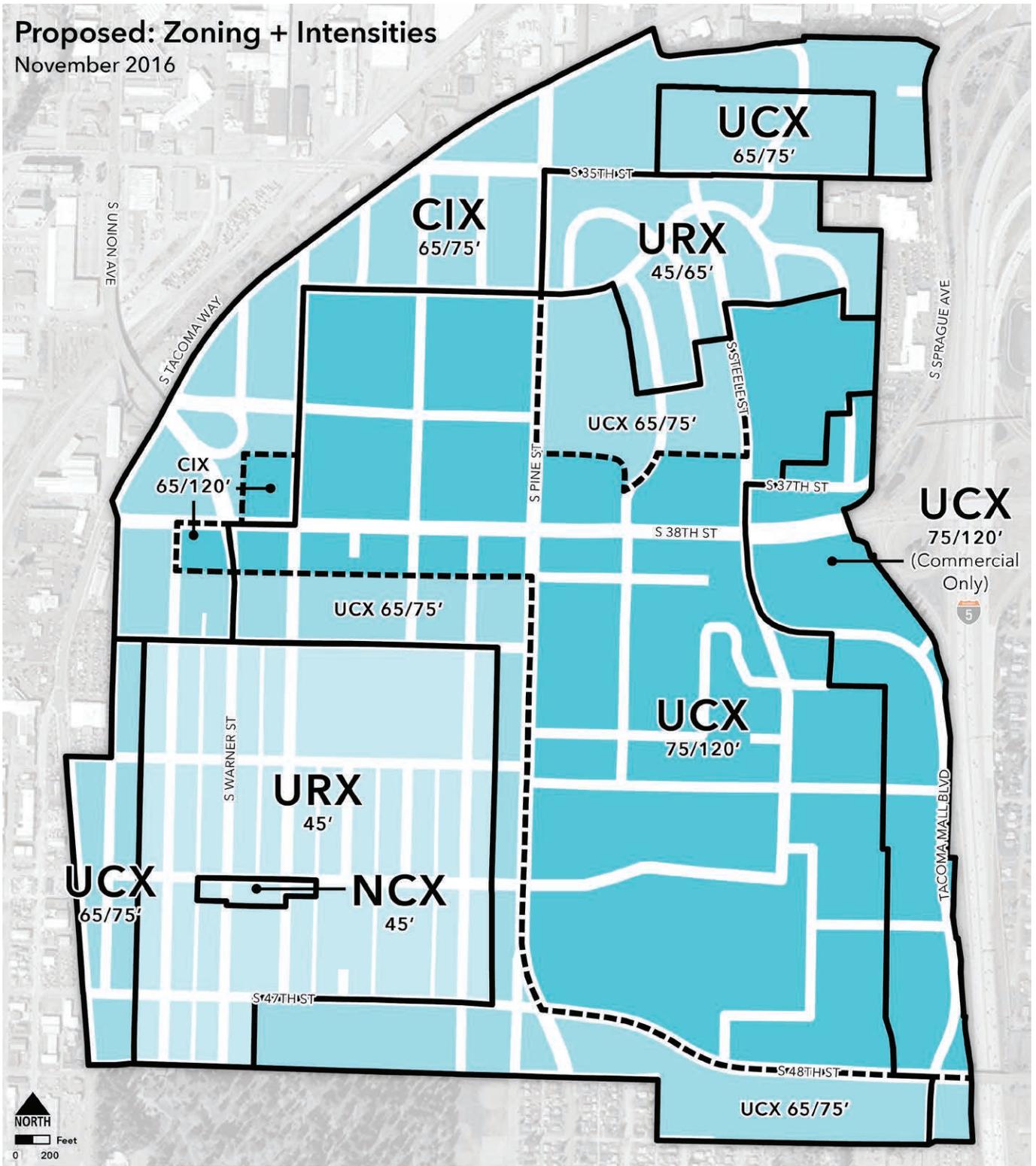
- Transportation/Utilities
- Government/Education
- Cemetery
- Recreation/Parks
- Vacant

# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Proposed: Zoning + Intensities

November 2016

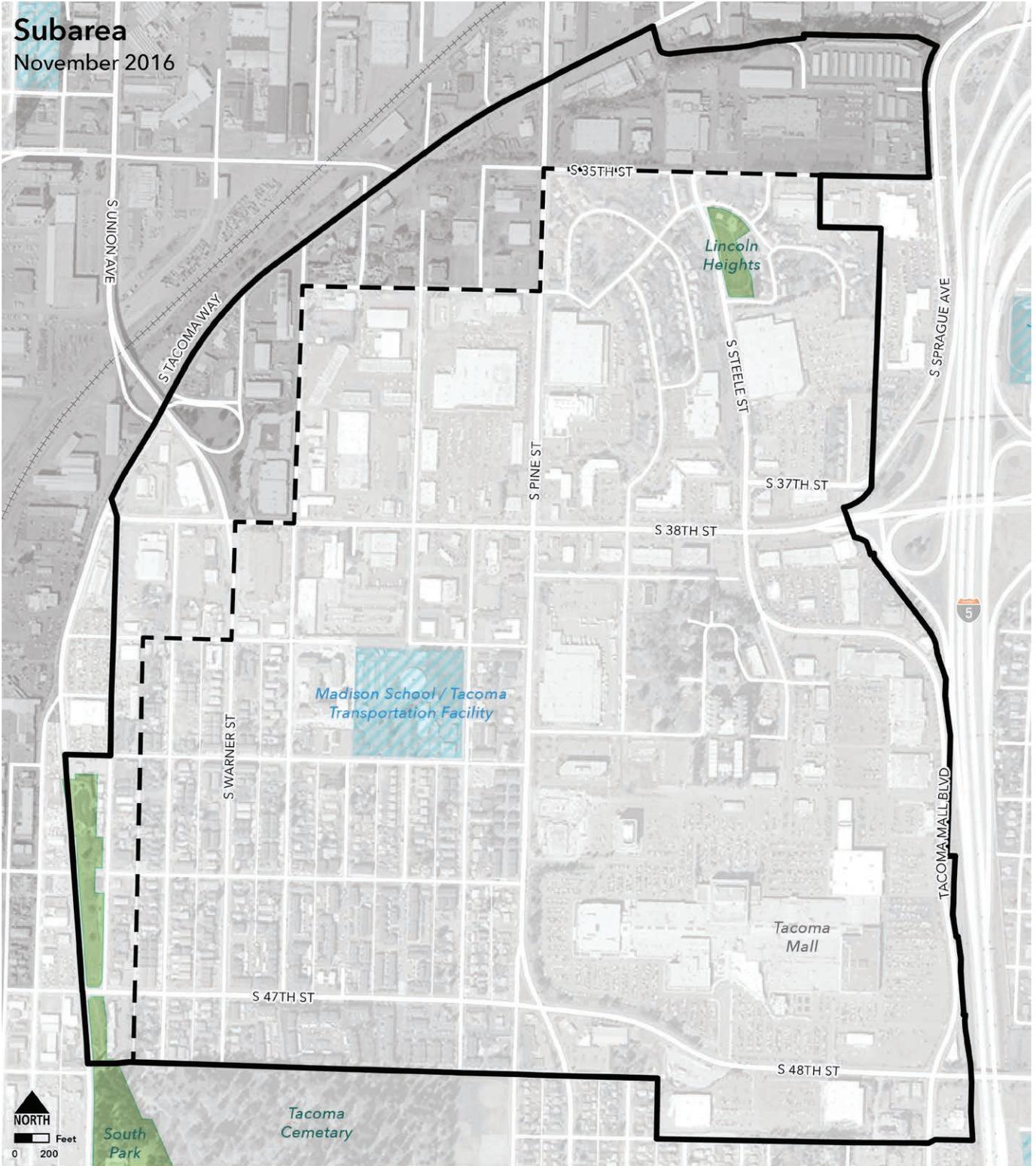


**LEGEND**

- Zoning Boundary
- Height Boundary within Zoning District
- Land Use Intensities
- xx/xx Maximum Base Height/Maximum Bonus Height

# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016



## LEGEND

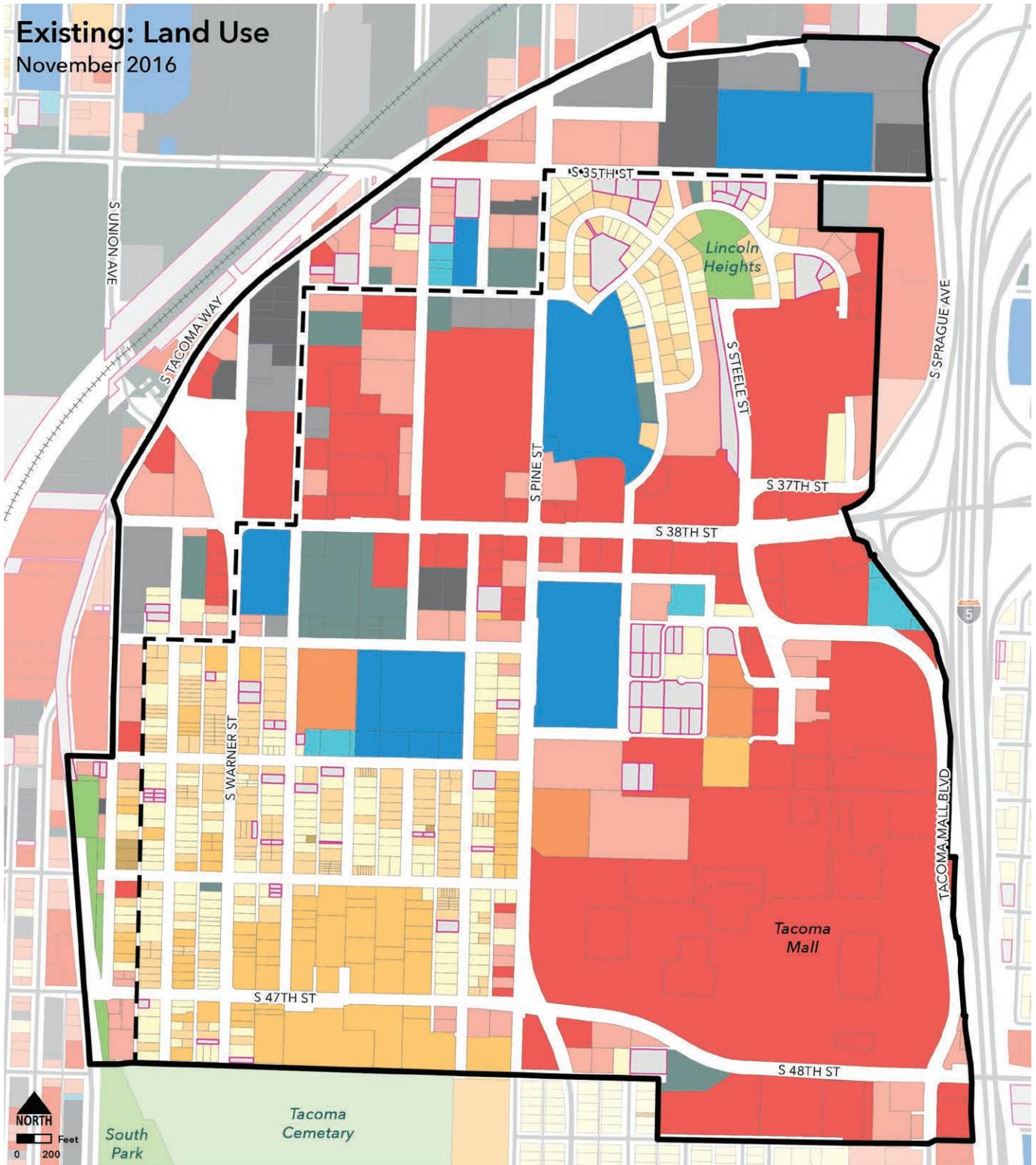
- Expanded Neighborhood Subarea
- Existing RGC Boundary
- South Tacoma MIC
- Parks + Open Space
- Schools (Public)

# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Existing: Land Use

November 2016



### LEGEND

- Expanded Neighborhood Subarea
- - Existing RGC Boundary

Data courtesy of City of Tacoma GIS, Pierce County GIS, Pierce County Department of Assessments

#### Residential Uses

- Single Family
- Duplex/Triplex/Townhome
- Apartment: Low-rise
- Apartment: High-rise
- Other Residential
- Religious/Comm. Services

#### Commercial Uses

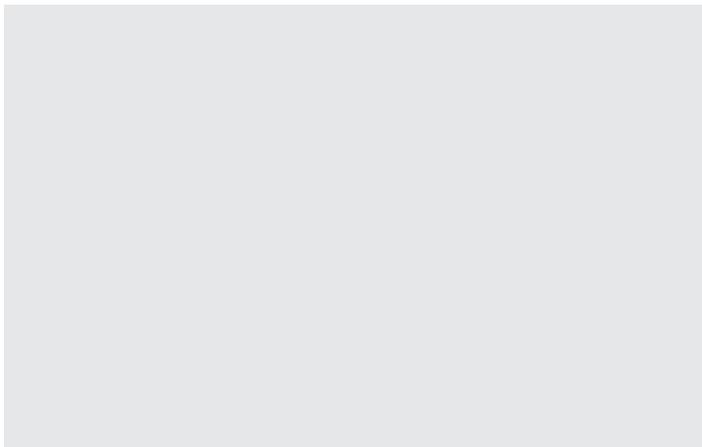
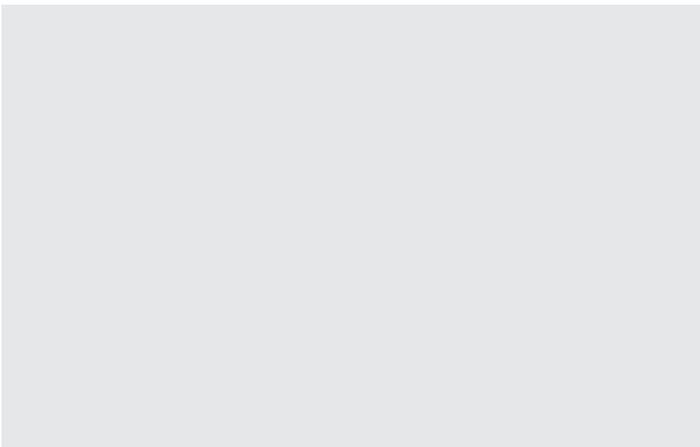
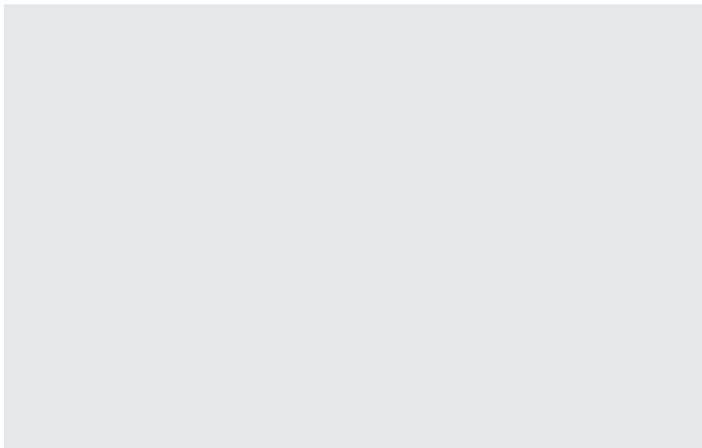
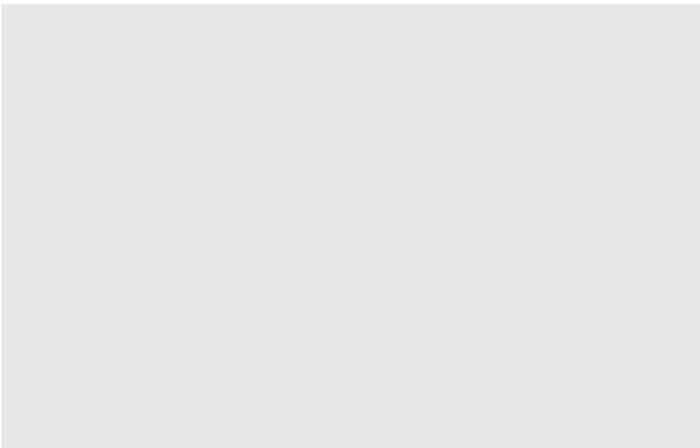
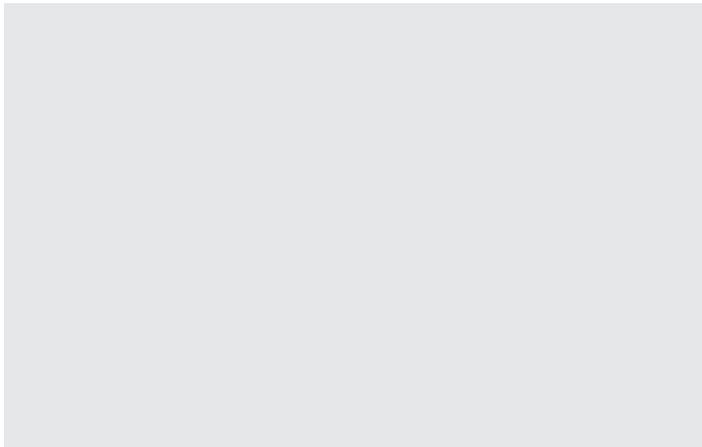
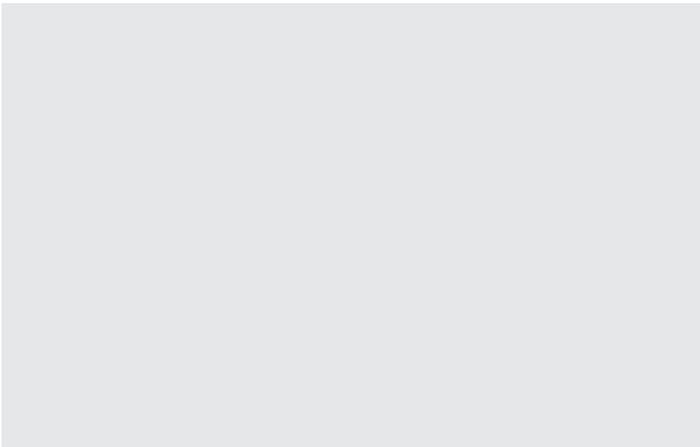
- Retail
- Office/Services
- Industrial Uses
- Warehousing
- Manufacturing

#### Other Uses

- Transportation/Utilities
- Government/Education
- Cemetery
- Recreation/Parks
- Vacant

# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016



*Housing Types*

# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

This vision is supported by six key goals, which provide guidance for the priorities and recommendations embodied in this plan:

## Being a Partner

Proactively **develop partnerships** to best serve all users of the regional transportation system.



## Protecting Community

**Protect natural, as well as neighborhood, assets** to create and connect places where people can live, work, and play in a safe and healthy environment.



## Providing Mobility for All

Prioritize the movement of people and goods via modes that have the least environmental impact and greatest contribution to livability in order to build a **balanced transportation network** that provides mobility options, accessibility, equity, and economic vitality for all.



## Striving for Fiscal/ Environmental/ Social Sustainability

Design an **environmentally and fiscally sustainable transportation system** that serves its users through strategic planning efforts, funding, and projects.



## Leveraging Programs/Strategies

Develop and implement **transportation demand management strategies** and programs that contribute to the overall effectiveness of the multimodal transportation system.



## Linking to Land Use

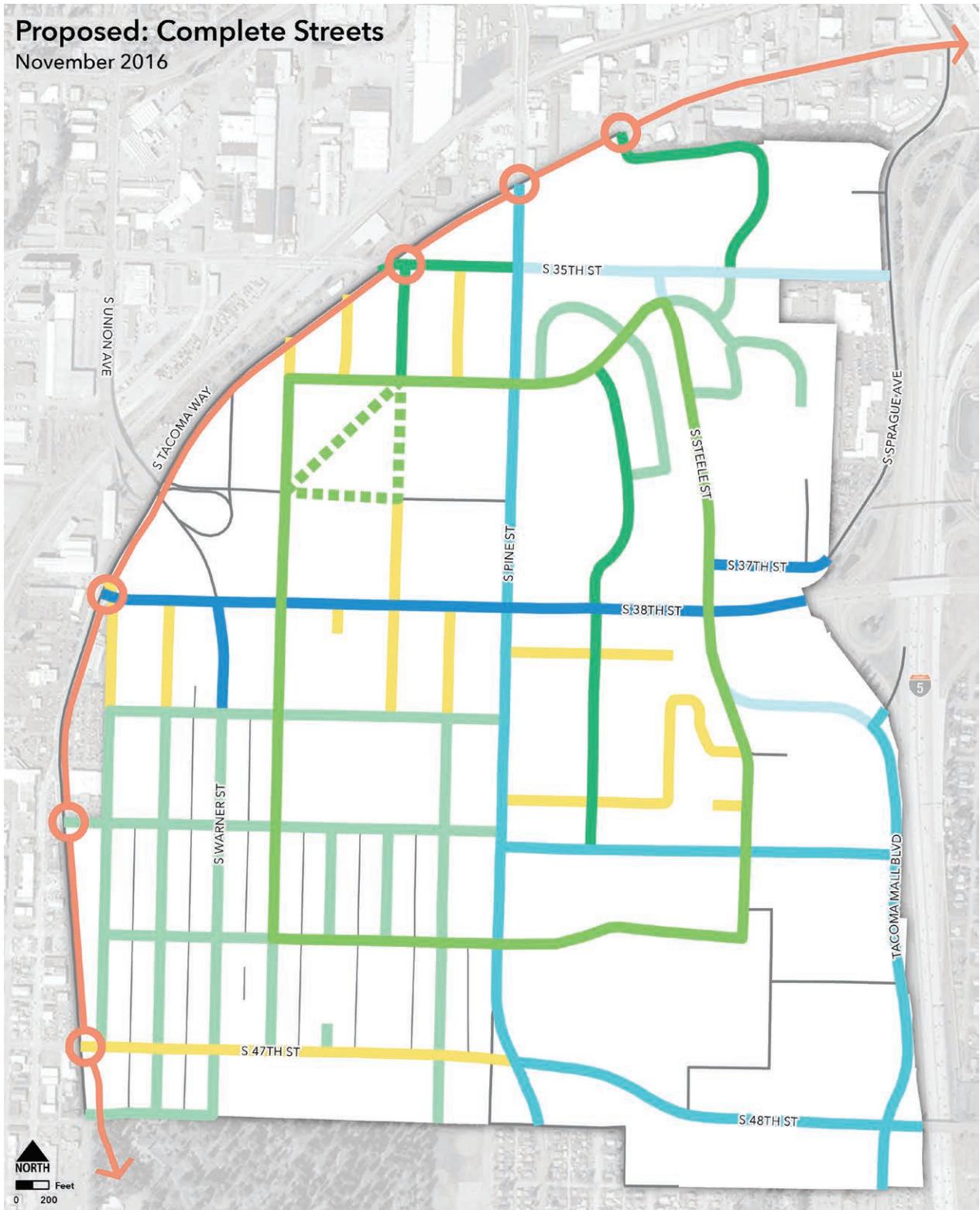
Build a transportation network that **reinforces Tacoma's land use vision, the region's Vision 2040, and the Growth Management Act.**



# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Proposed: Complete Streets November 2016



**LEGEND**

- Expanded Neighborhood Subarea
- Water Flume Trail
- Potential Non-Motorized Trail Access Point

- Complete Street Network**
- Signature Street: Loop Road
  - Alternate Loop Road
  - Urban Residential/Green Roads
  - Urban Residential

- Bike Boulevard
- Main Street
- Transit Priority
- Avenue

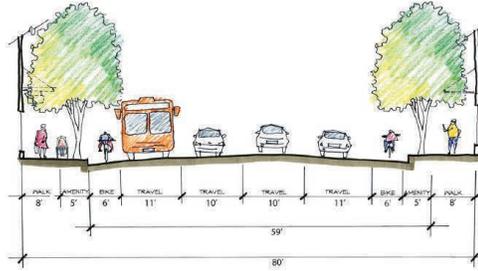
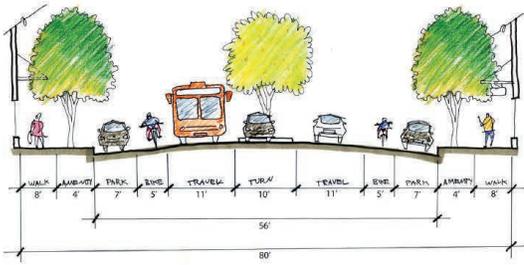
- Proposed Street Network**
- Street
  - Alley

*\* Other streets to be designed with development per complete street principles.*

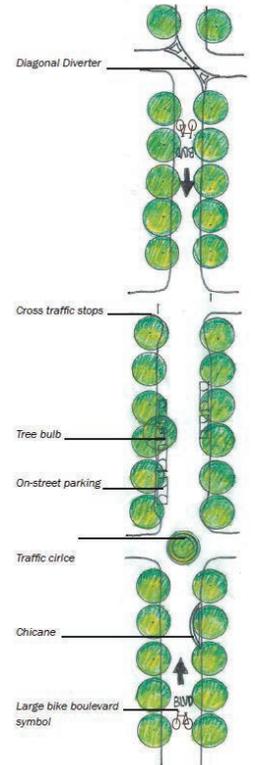
# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

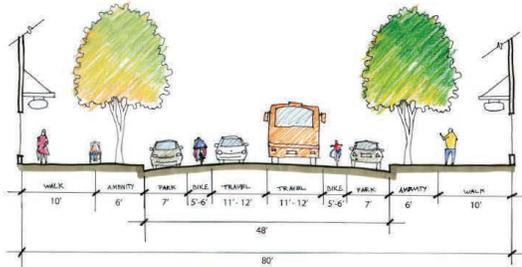
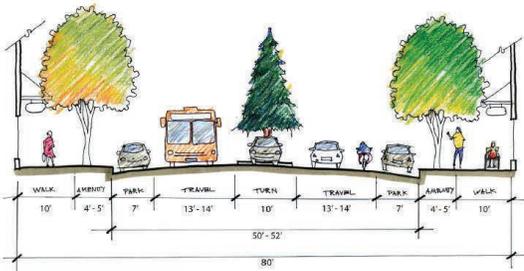
80 Foot Right-of-way, 3 - and 4 - lane (no parking)



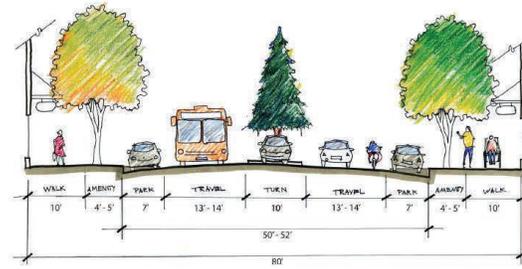
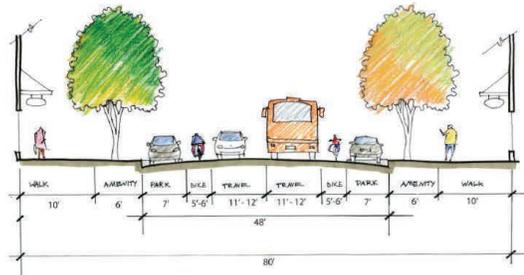
Bicycle Boulevard



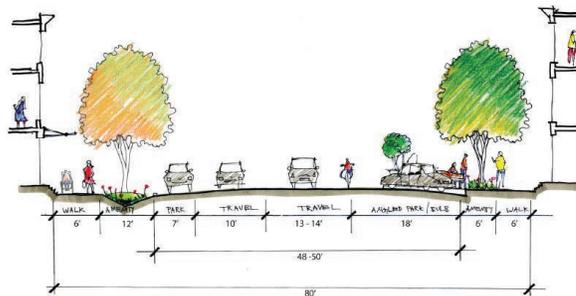
Mainstreet Typology, 2 - and 3 - lane



Transit Priority Typology, 2- and 3-lane



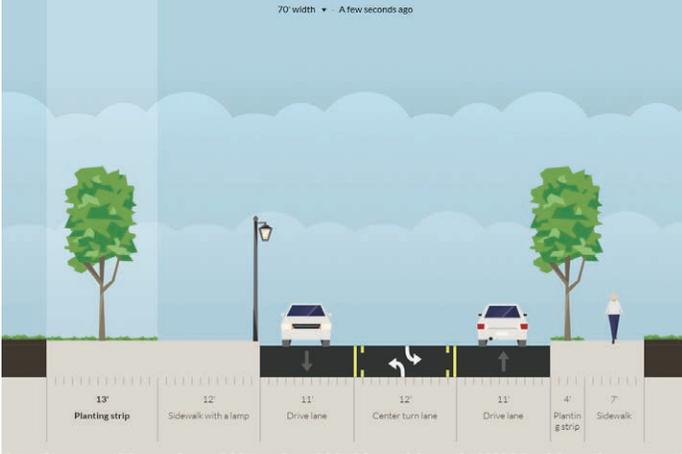
Urban Residential Typology



# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Loop Road - Steele St South of 38th Section



## 38th Street



## Loop Road - Lawrence St North of 38th with Parking



## Tacoma Mall Blvd



## Loop Road - Lawrence St North of 38th No Parking

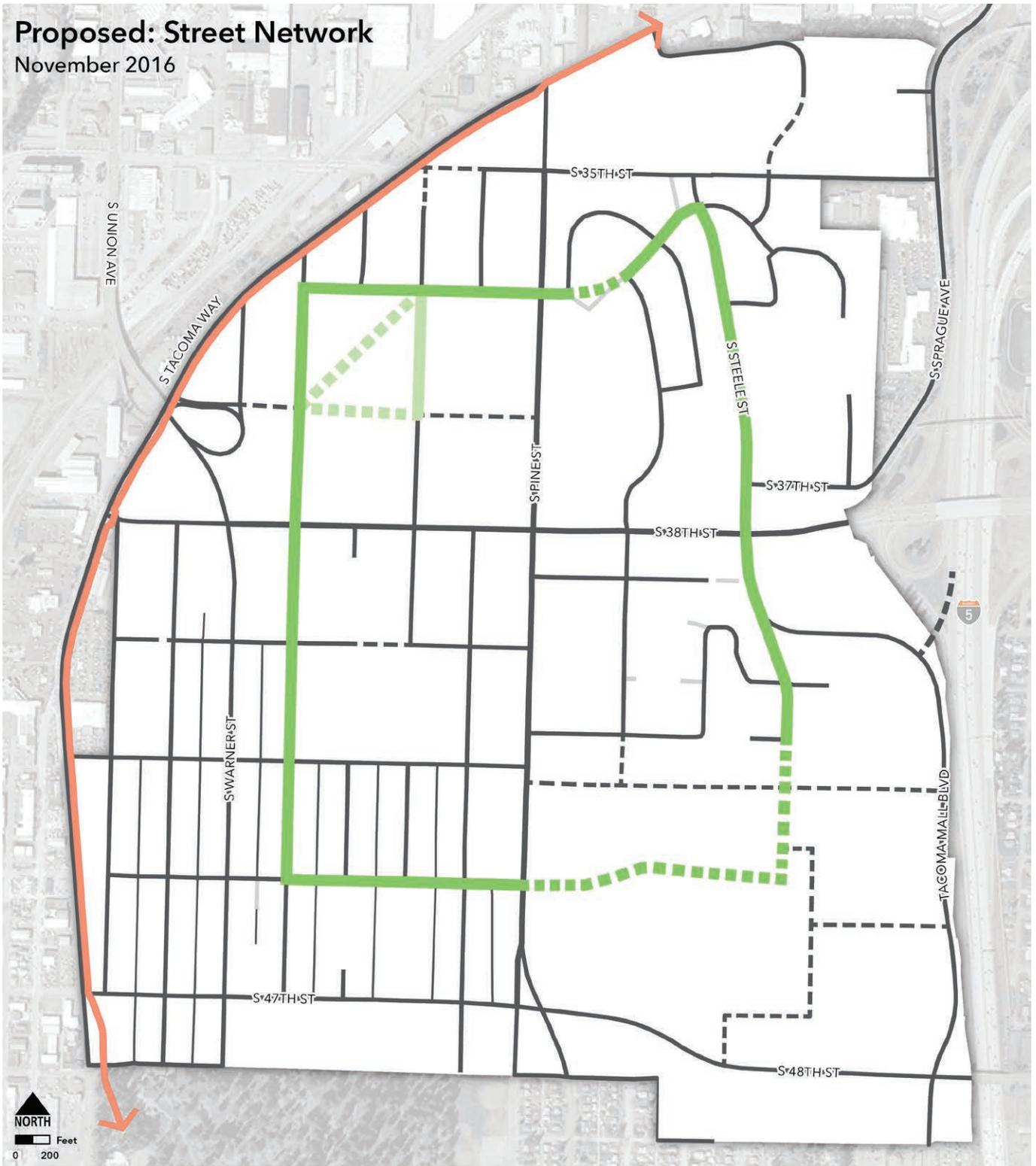


# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Proposed: Street Network

November 2016



### LEGEND

- Expanded Neighborhood Subarea
- Water Flume Trail

#### Proposed Street Network

- Loop Road
- Alternate Loop Road
- Street

- Alley
- Vacated Streets

\* New streets are shown dashed.

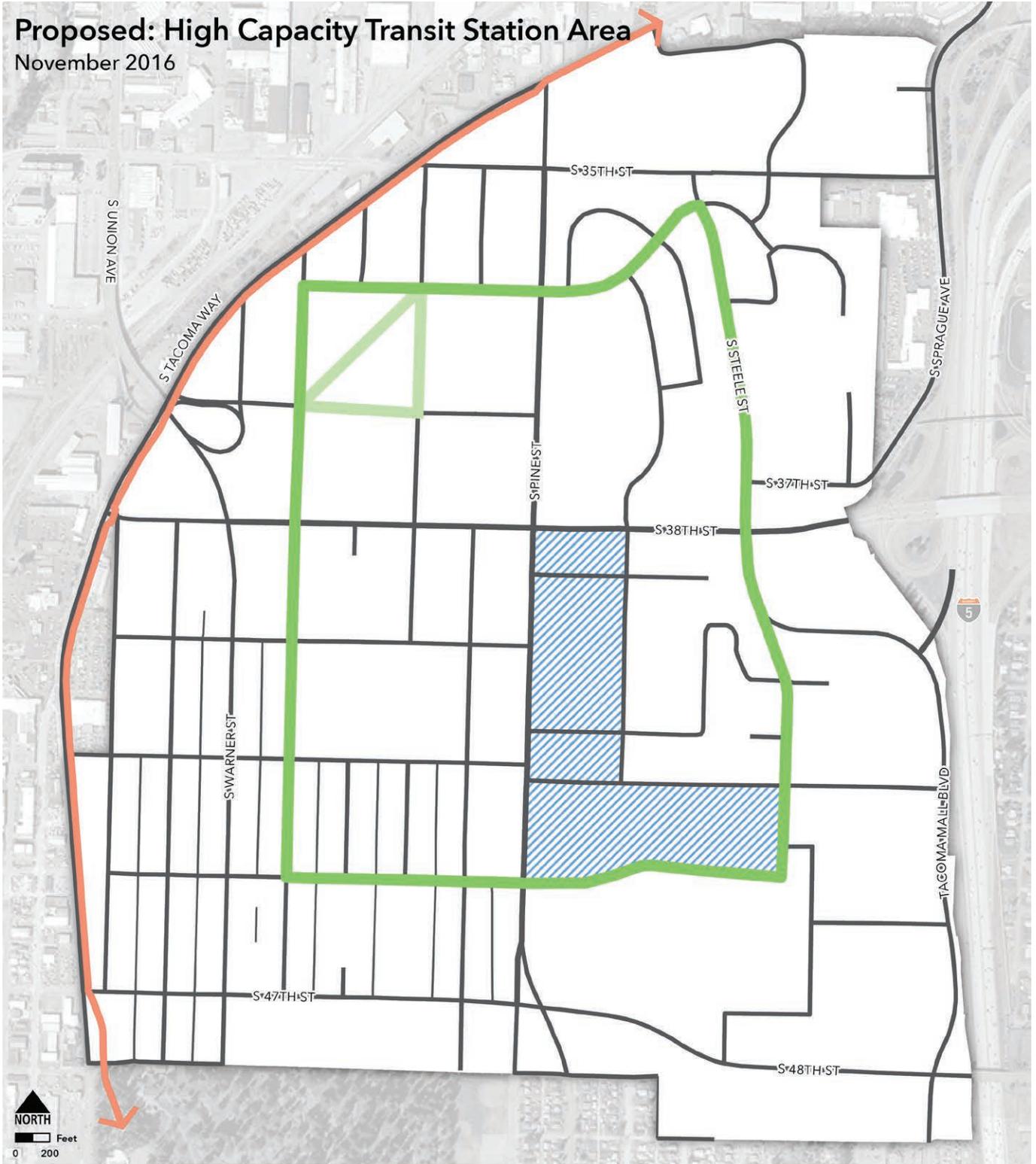
Tier 1 and Tier 2 streets shown on this map. Tier 3 streets will be added to the network as they are set through Connectivity Plans.

# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Proposed: High Capacity Transit Station Area

November 2016



### LEGEND

- |                               |                         |        |
|-------------------------------|-------------------------|--------|
| Expanded Neighborhood Subarea | Proposed Street Network | Street |
| Water Flume Trail             | Loop Road               | Alley  |
| Transit Station Area          | Alternate Loop Road     |        |

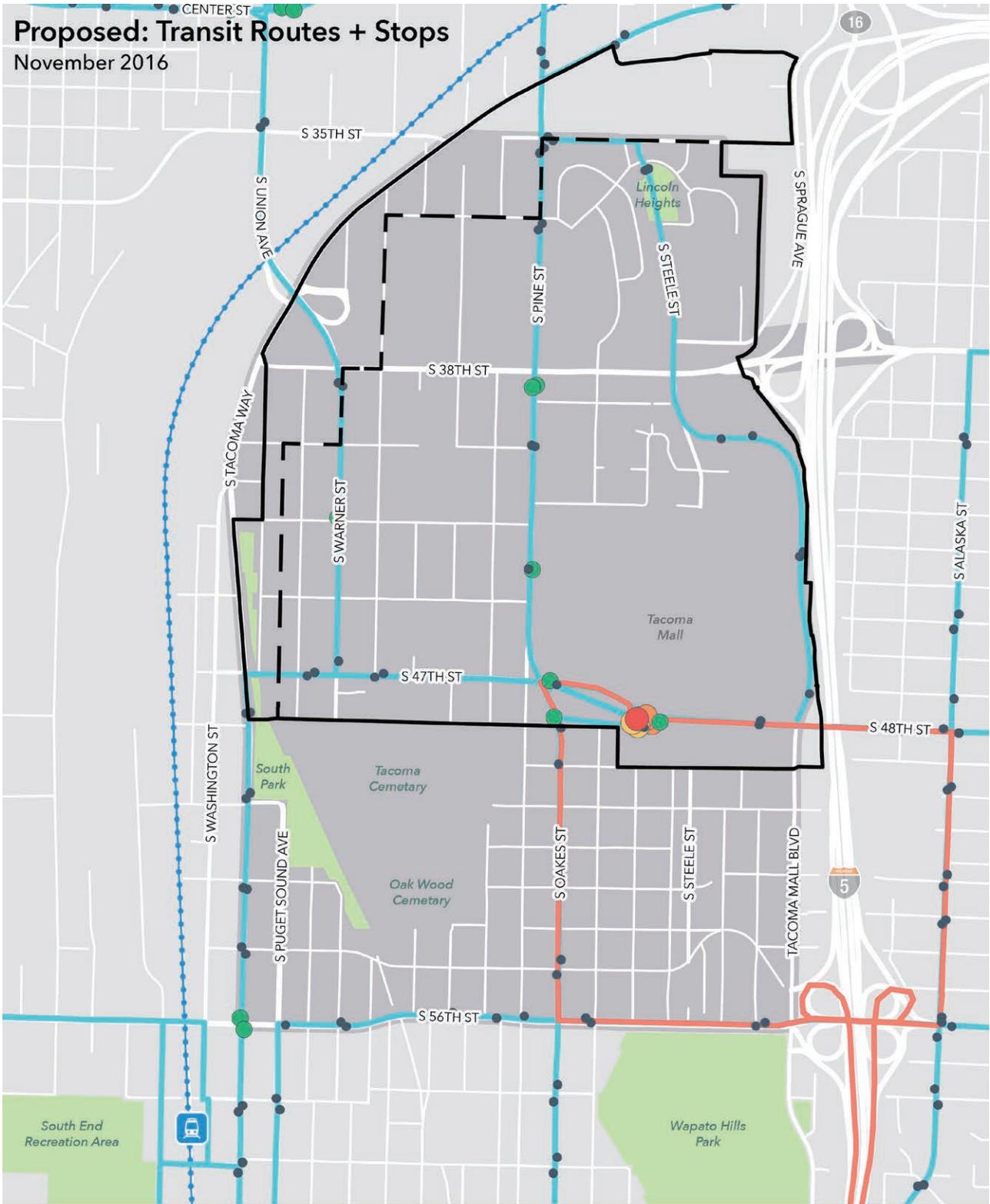
46. Proposed High Capacity Transit Station Area

# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Proposed: Transit Routes + Stops

November 2016



**LEGEND**

- Expanded Neighborhood Subarea
- Existing RGC Boundary
- Transportation Study Area
- Intercity Transit Route
- Pierce Transit Route
- Sounder Train
- D Sounder Station
- Average Daily Boardings**
- 15
- 50
- 150
- 330
- 580

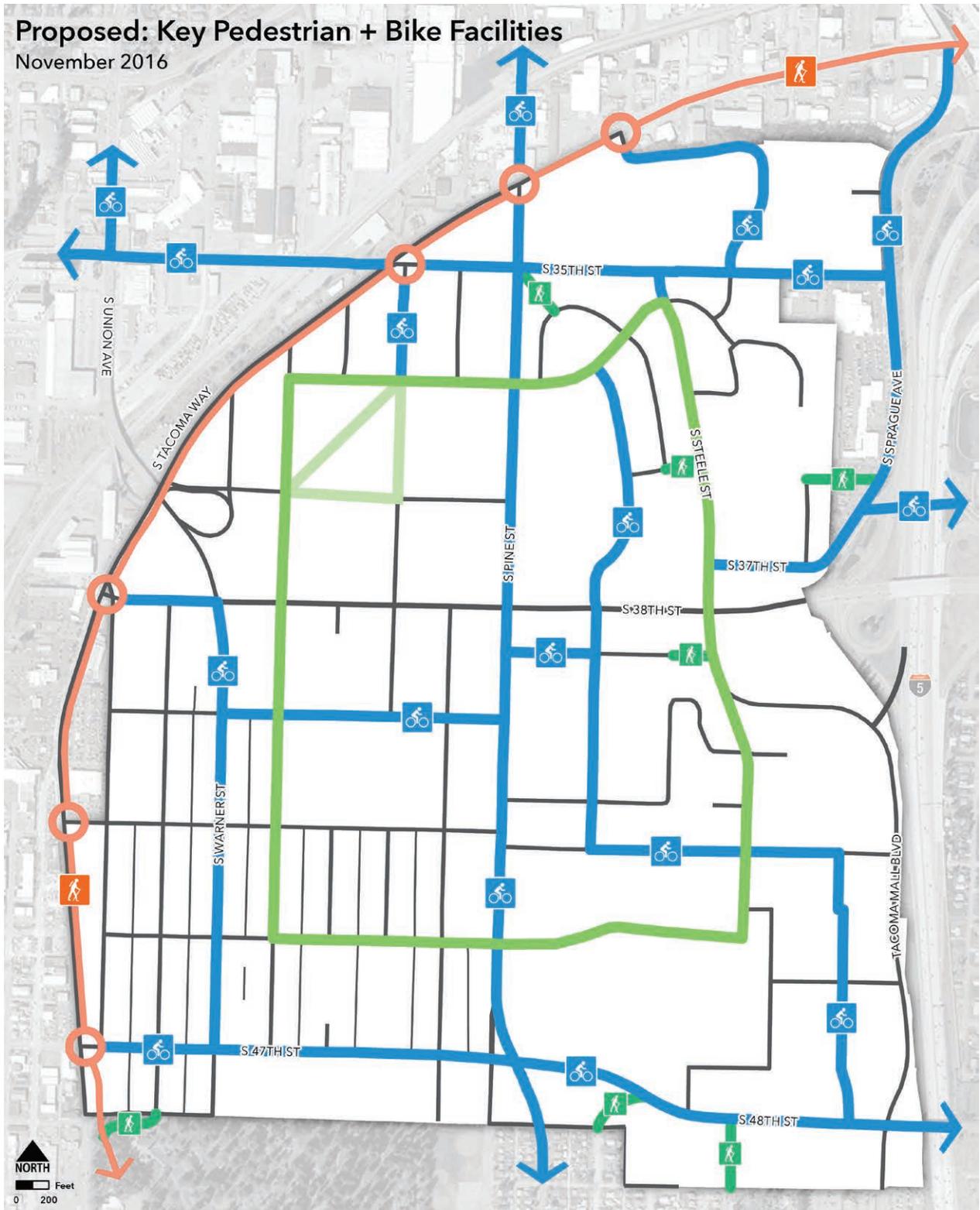
47. Proposed Transit Network

# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Proposed: Key Pedestrian + Bike Facilities

November 2016



**LEGEND**

Expanded Neighborhood Subarea

**Bike + Pedestrian Facilities**

- Water Flume Trail
- Potential Non-Motorized Trail Access Point
- Bike Priority Project

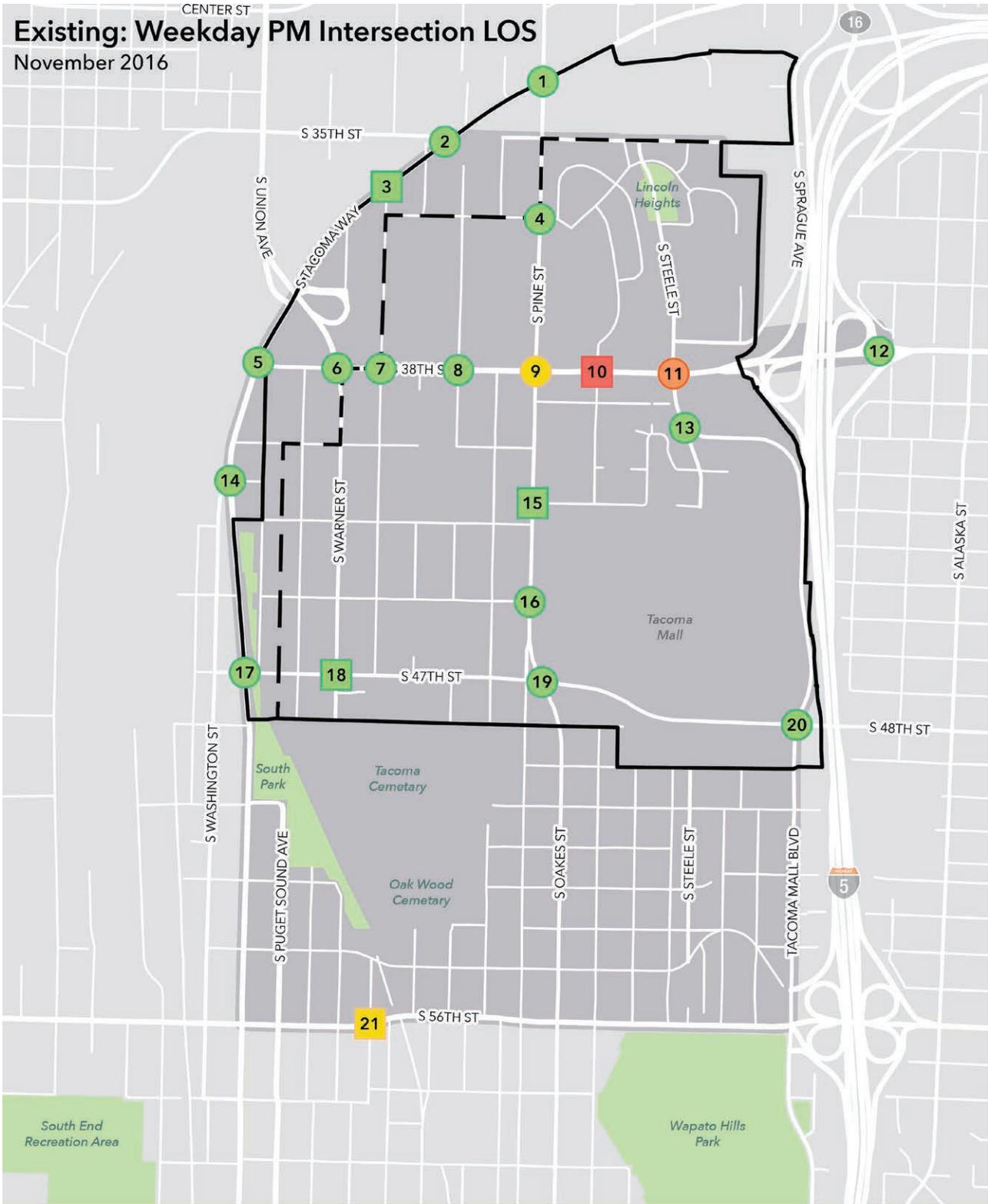
- Pedestrian Priority Project
- Loop Road
- Alternate Loop Road

The transportation investments recommended in the Sub-Area Plan gives precedence to pedestrians throughout the area. New roadways will include pedestrian facilities while sidewalks in poor condition or missing altogether will be replaced with facilities designed using current City standards. This will usually take place within a larger transportation improvement project.

48. Proposed Pedestrian and Bicycle Facilities

# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016



**LEGEND**

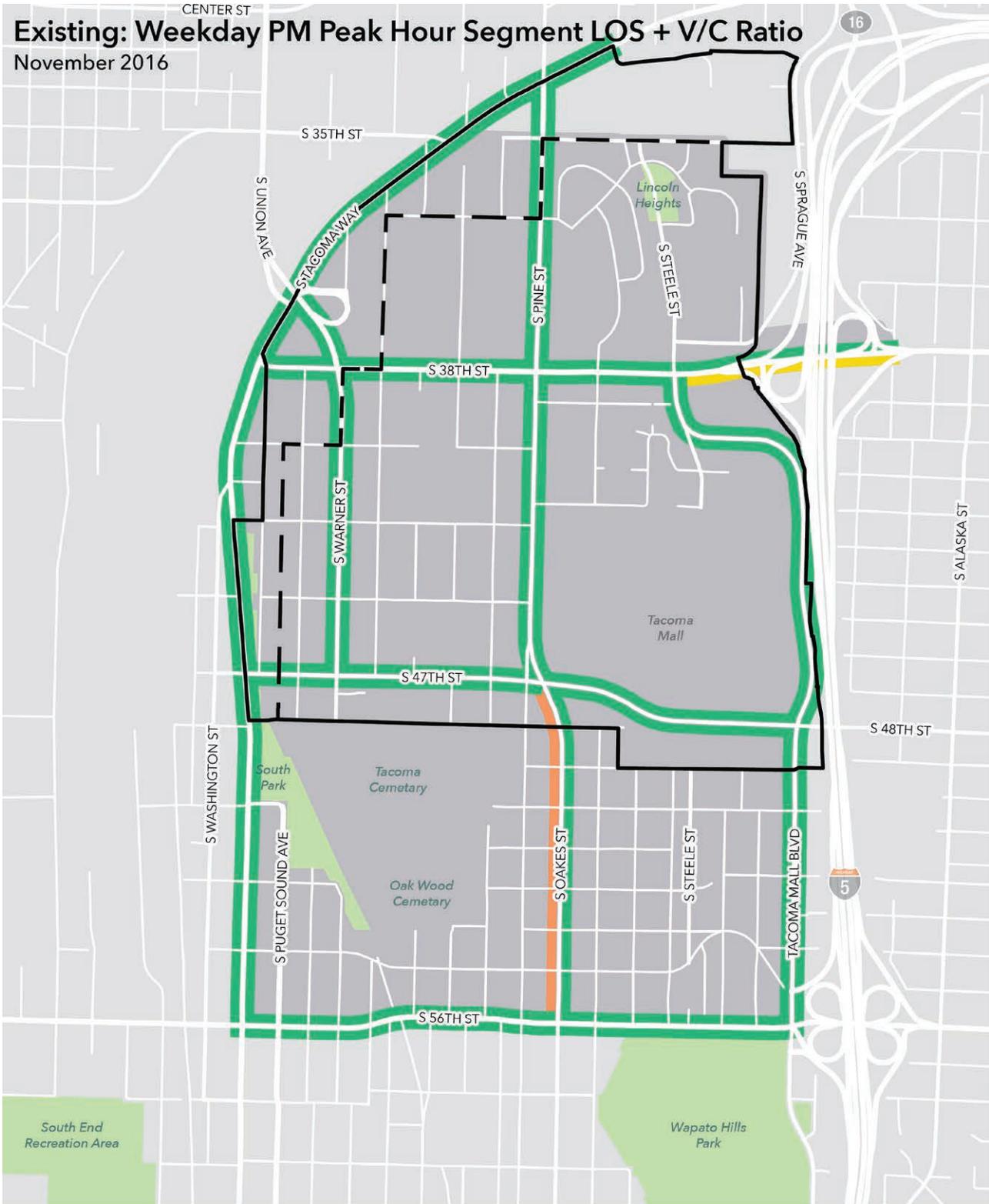
Expanded Neighborhood Subarea	Signalized Intersection	Weekday PM Intersection LOS
Existing RGC Boundary	Unsignalized Intersection	
Transportation Study Area	A-C	D
		E
		F

49. Existing Intersection LOS

# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Existing: Weekday PM Peak Hour Segment LOS + V/C Ratio November 2016



### LEGEND

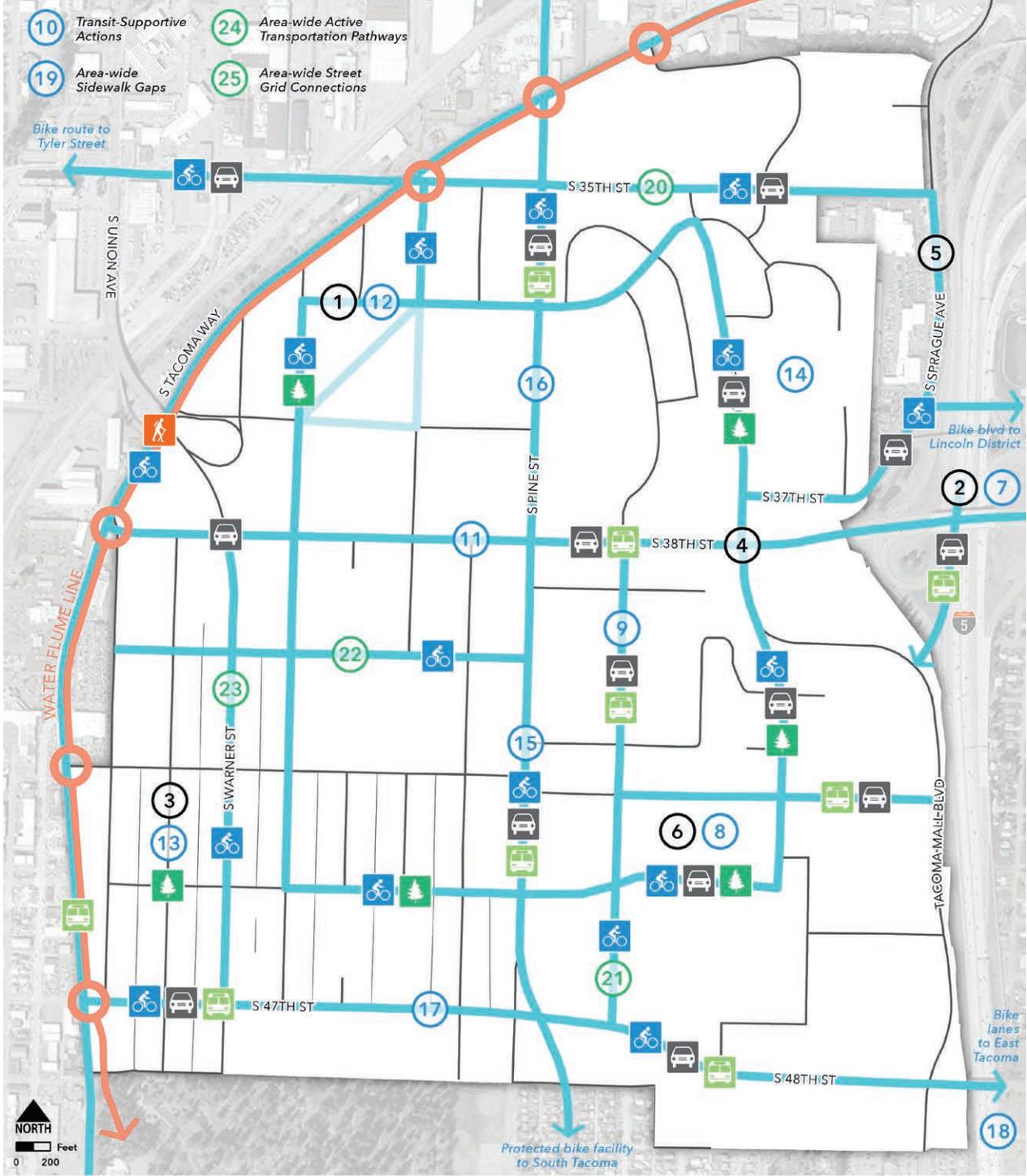
- Expanded Neighborhood Subarea
- Existing RGC Boundary
- Transportation Study Area
- Weekday PM Segment LOS + V/C Ratio**
- A-C (<0.80)
- D (0.80-0.89)
- E (0.90-0.99)
- F (≥1.00)

# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Proposed: Priority Projects

November 2016



**LEGEND**

- |  |                     |                   |  |                     |
|--|---------------------|-------------------|--|---------------------|
| Expanded Neighborhood Subarea              | Water Flume Trail   | Proposed Projects | <b>Project Number by Priority Type</b> | <b>Project Type</b> |
| Potential Non-Motorized Trail Access Point | Alternate Loop Road | Near-Term         | Long-Term                              | Auto                |
|  |                     | Medium-Term       |  | Bike                |
|  |                     |                   |  | Transit             |
|  |                     |                   |  | Pedestrian          |
|  |                     |                   |  | Stormwater Facility |

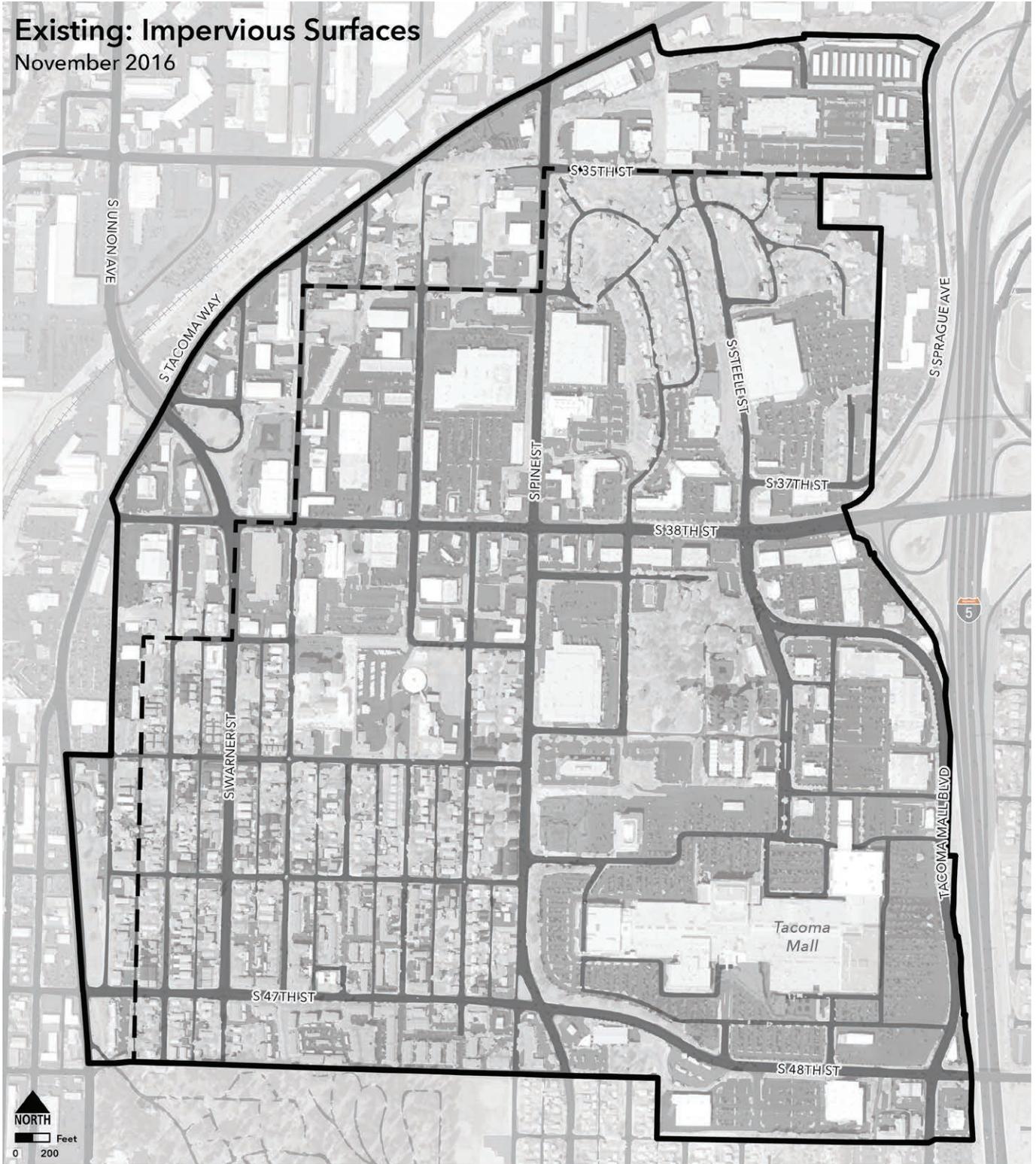
51. Transportation Projects List Map

# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Existing: Impervious Surfaces

November 2016

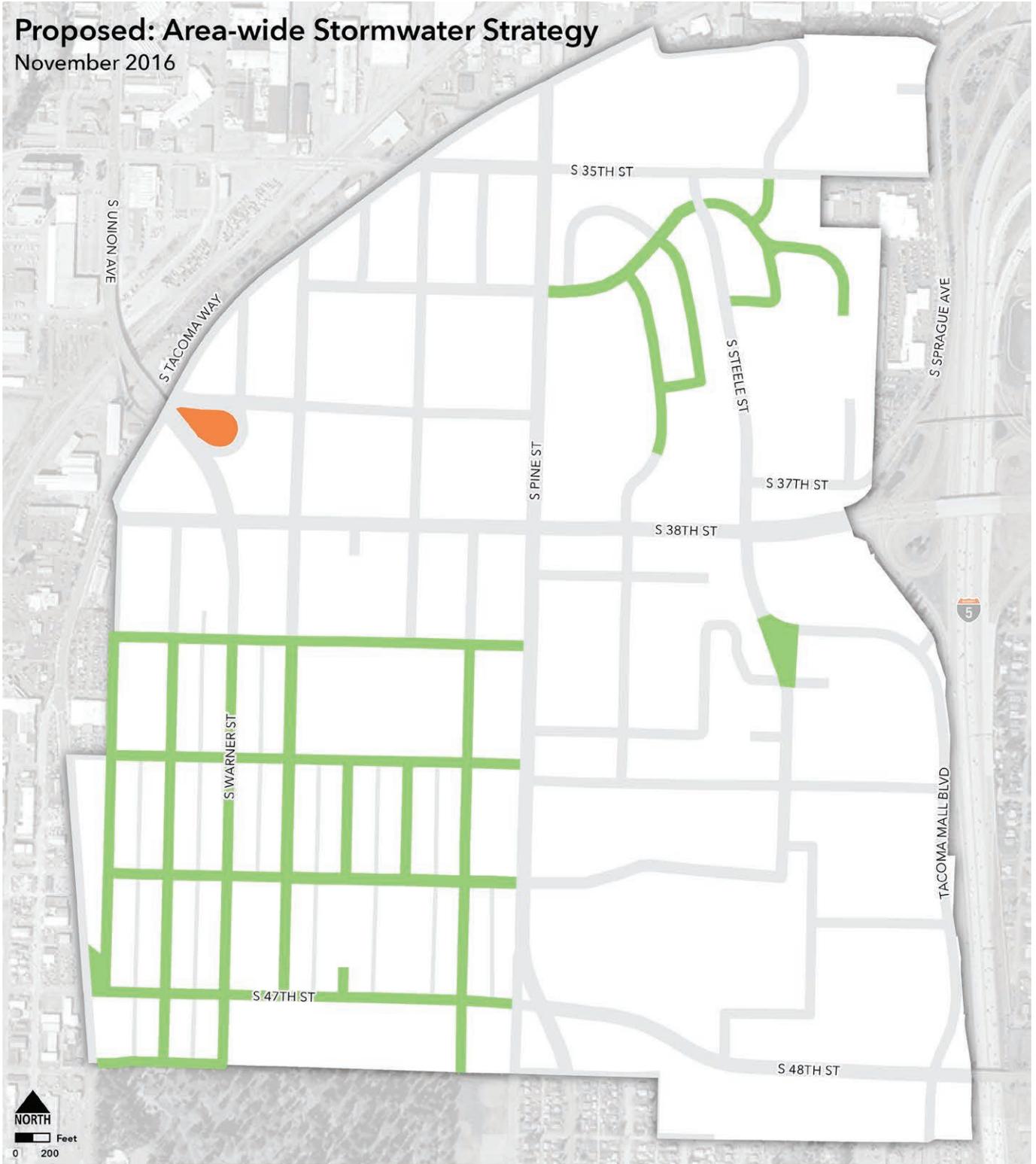


# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Proposed: Area-wide Stormwater Strategy

November 2016



### LEGEND

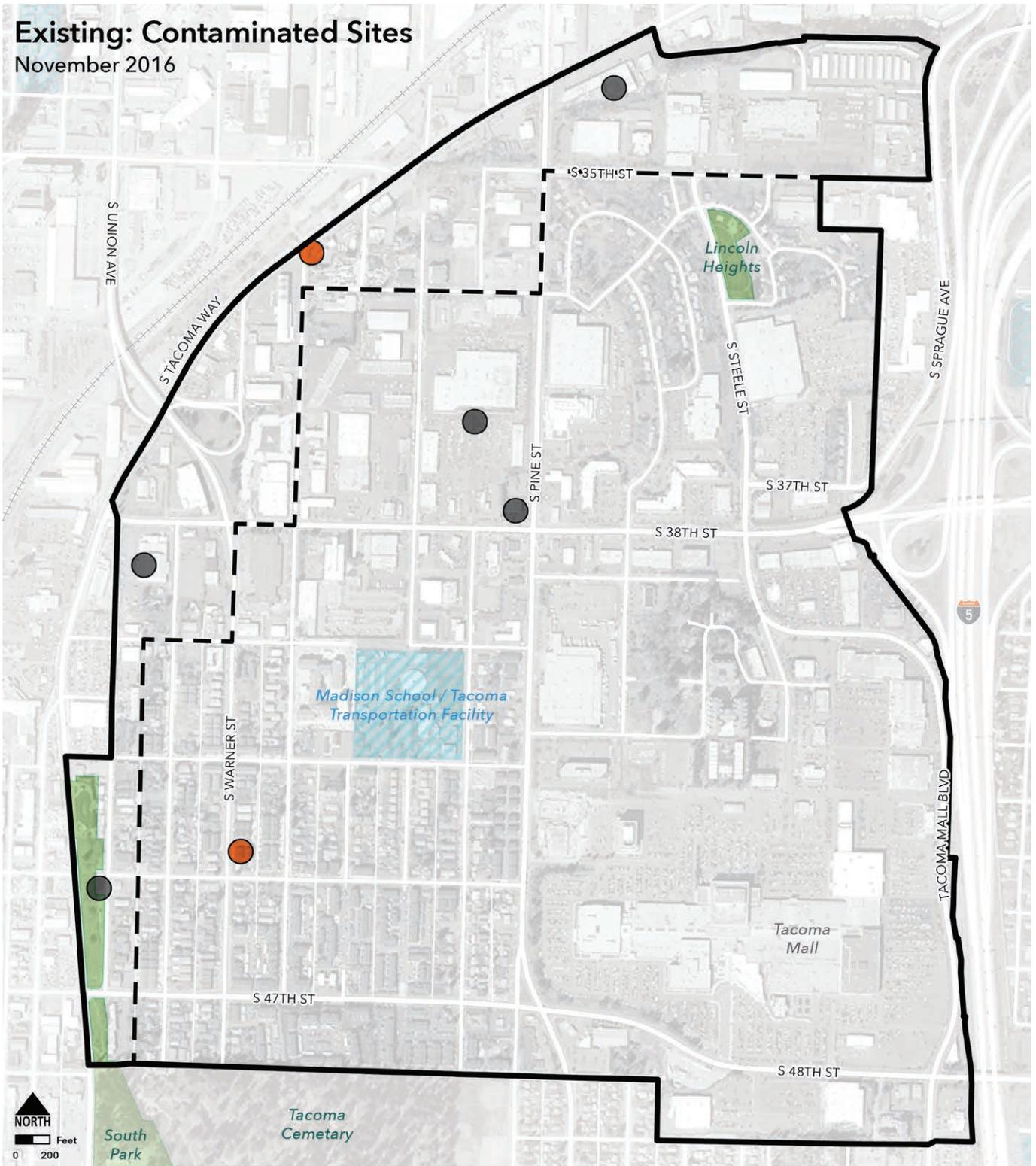
- |   |   |
|---|---|
|  Expanded Neighborhood Subarea | <b>Stormwater Improvements</b>  |
|  Proposed Right-of-way         |  Regional Treatment + Emergency Overflow |
|   |  Permeable Roadway                       |

# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Existing: Contaminated Sites

November 2016



**LEGEND**

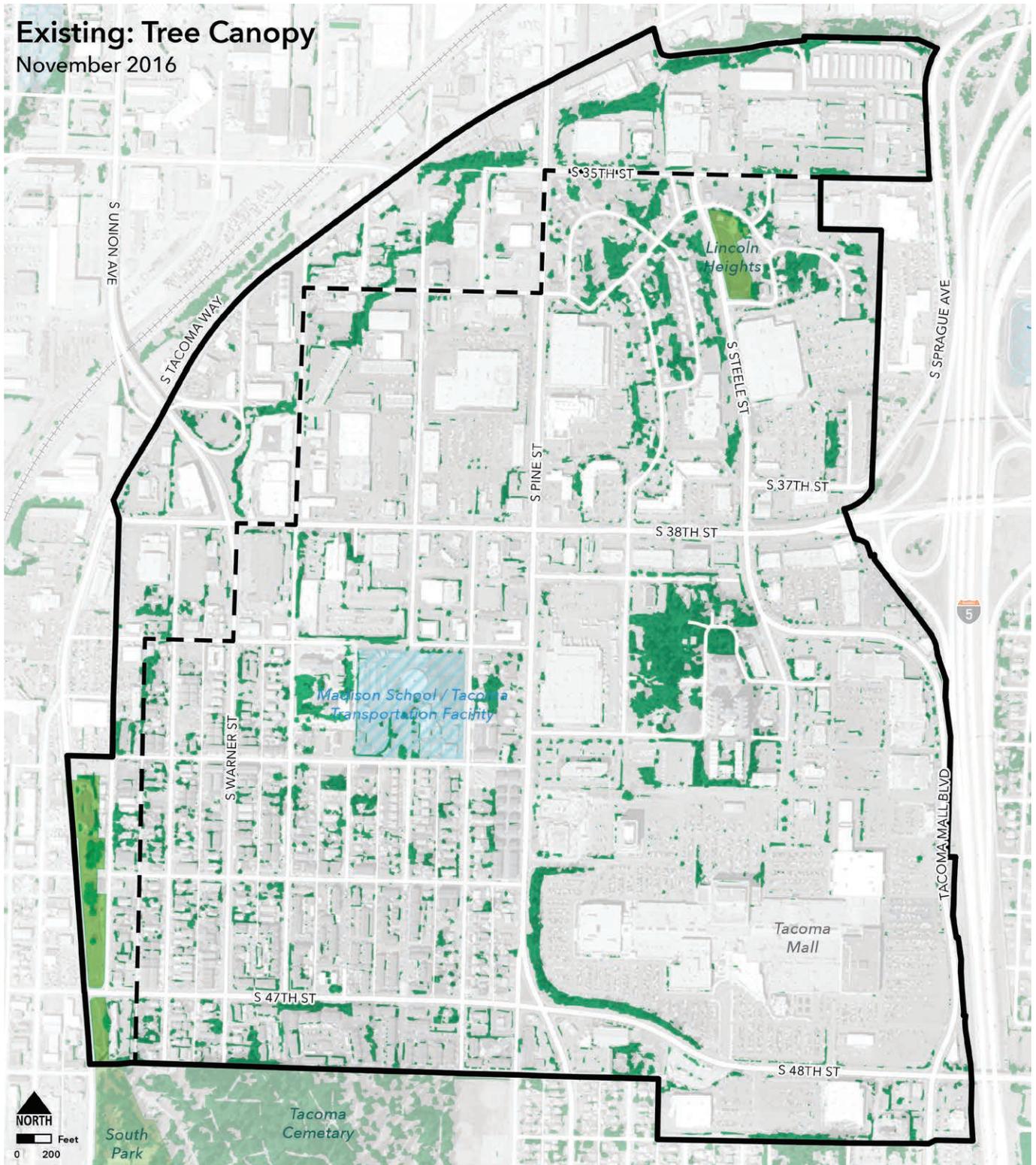
- |                               |                    |                            |
|-------------------------------|--------------------|----------------------------|
| Expanded Neighborhood Subarea | Parks + Open Space | <b>Contaminated Sites</b>  |
| Existing RGC Boundary         | Schools (Public)   | Contaminated Sites         |
| South Tacoma MIC              |                    | Abandoned Commercial Tanks |

# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Existing: Tree Canopy

November 2016



**LEGEND**

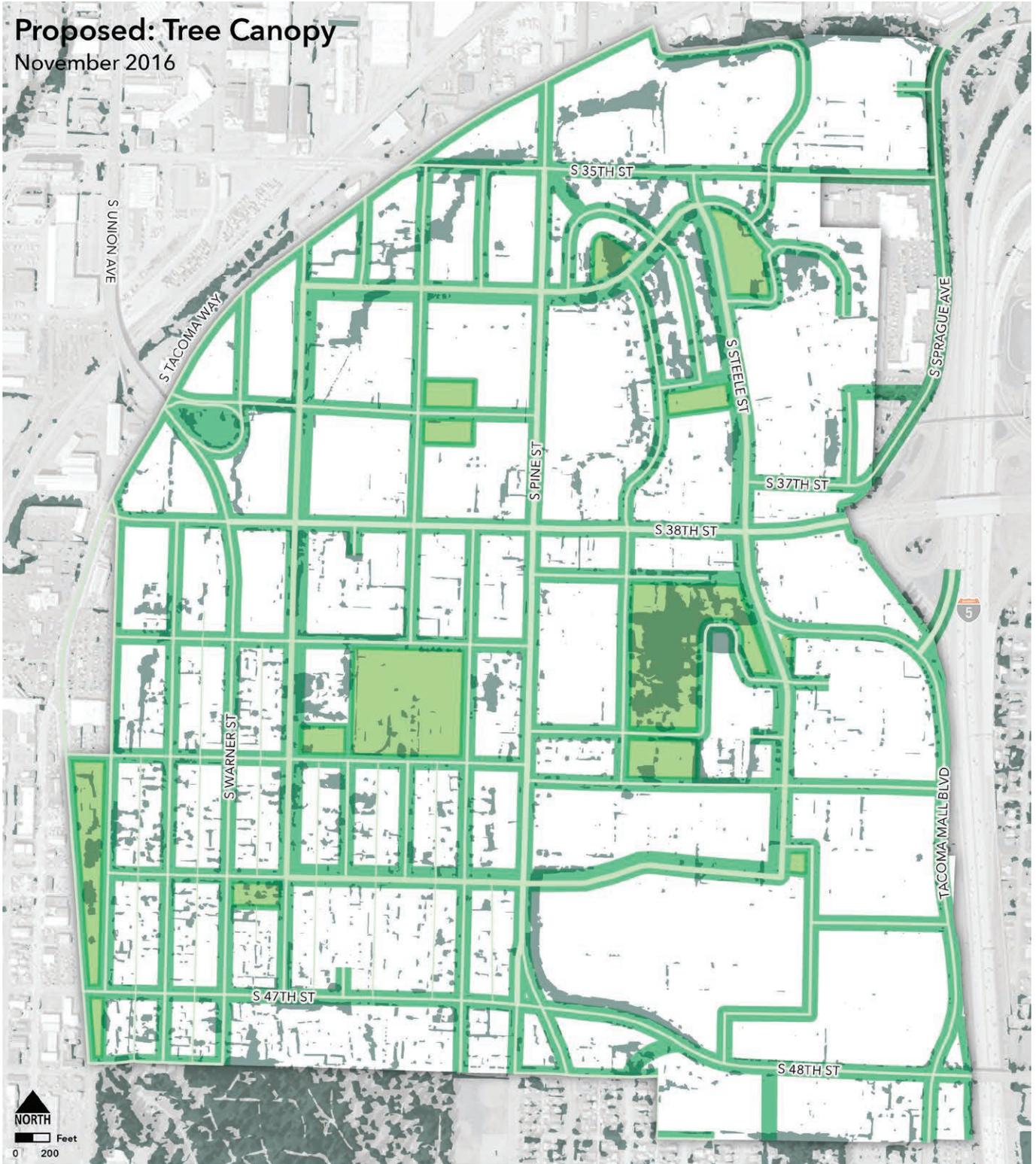
- Expanded Neighborhood Subarea
- Existing RGC Boundary
- Schools (Public)
- Tree Canopy
- Parks + Open Space

# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Proposed: Tree Canopy

November 2016



### LEGEND

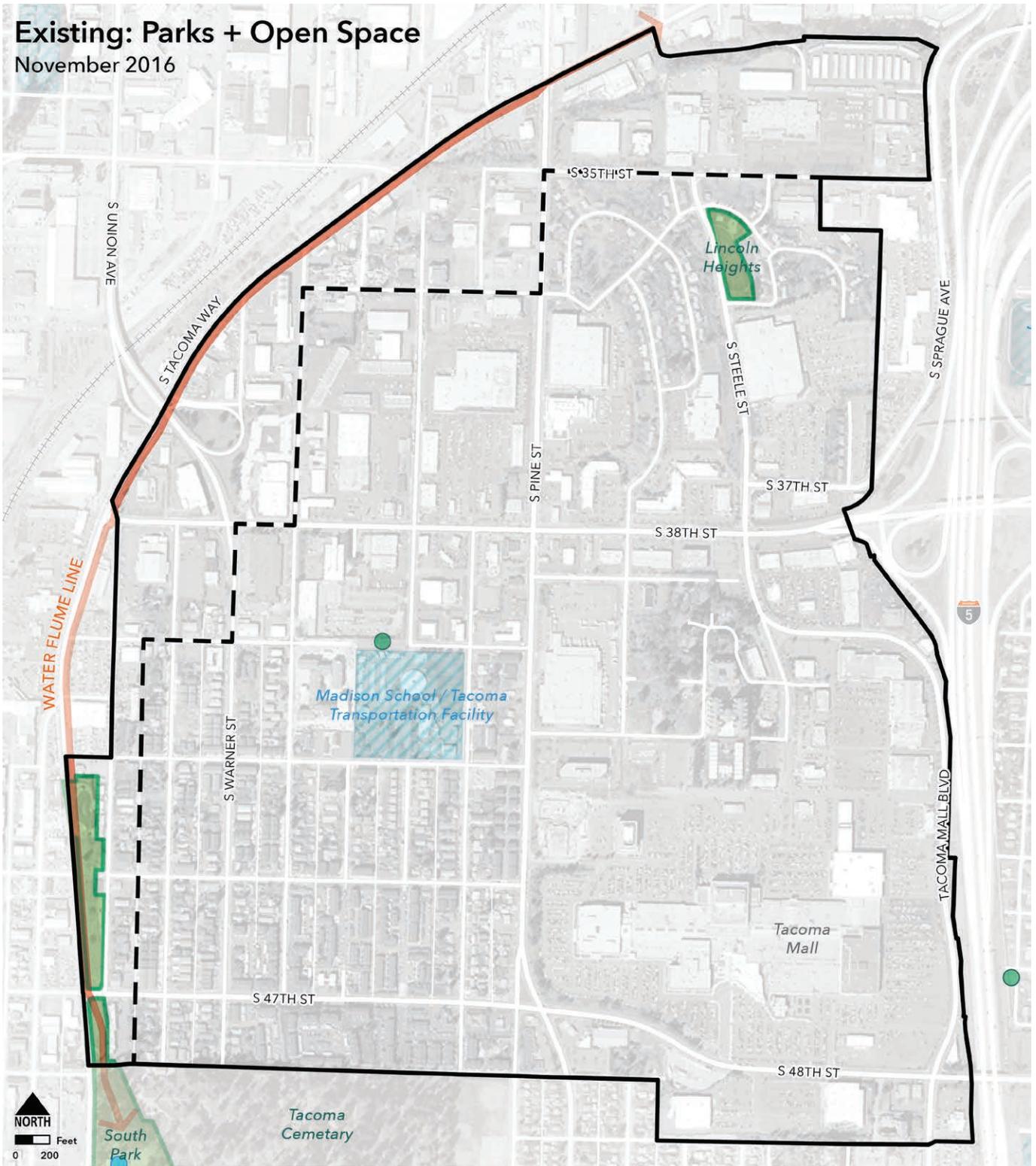
- Expanded Neighborhood Subarea
- Tree Canopy
  - Existing Tree Canopy
  - Future Tree Canopy
  - Future Public Park

# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Existing: Parks + Open Space

November 2016



### LEGEND

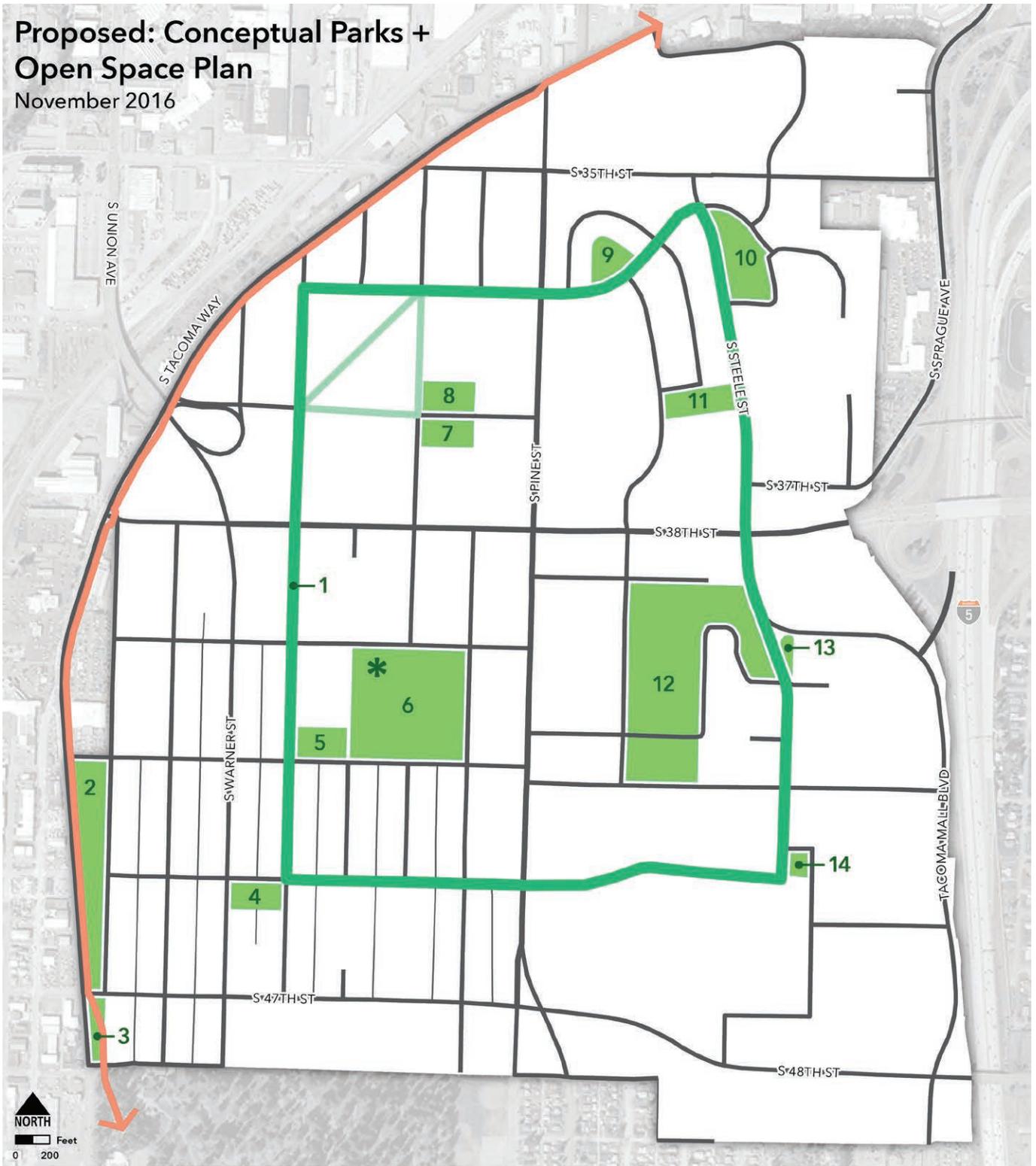
- |                               |                           |                   |                               |
|-------------------------------|---------------------------|-------------------|-------------------------------|
| Expanded Neighborhood Subarea | <b>Parks + Recreation</b> | Community Garden  | <b>Acreage within Subarea</b> |
| Existing RGC Boundary         | Parks + Open Space        | Community Centers | Active Parks: 1.8 acres       |
|                               | Schools (Public)          | Signature Trail   | Passive Open Space: 0 acres   |
|                               | Active Use Facility       |                   |                               |

# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Proposed: Conceptual Parks + Open Space Plan

November 2016



### LEGEND

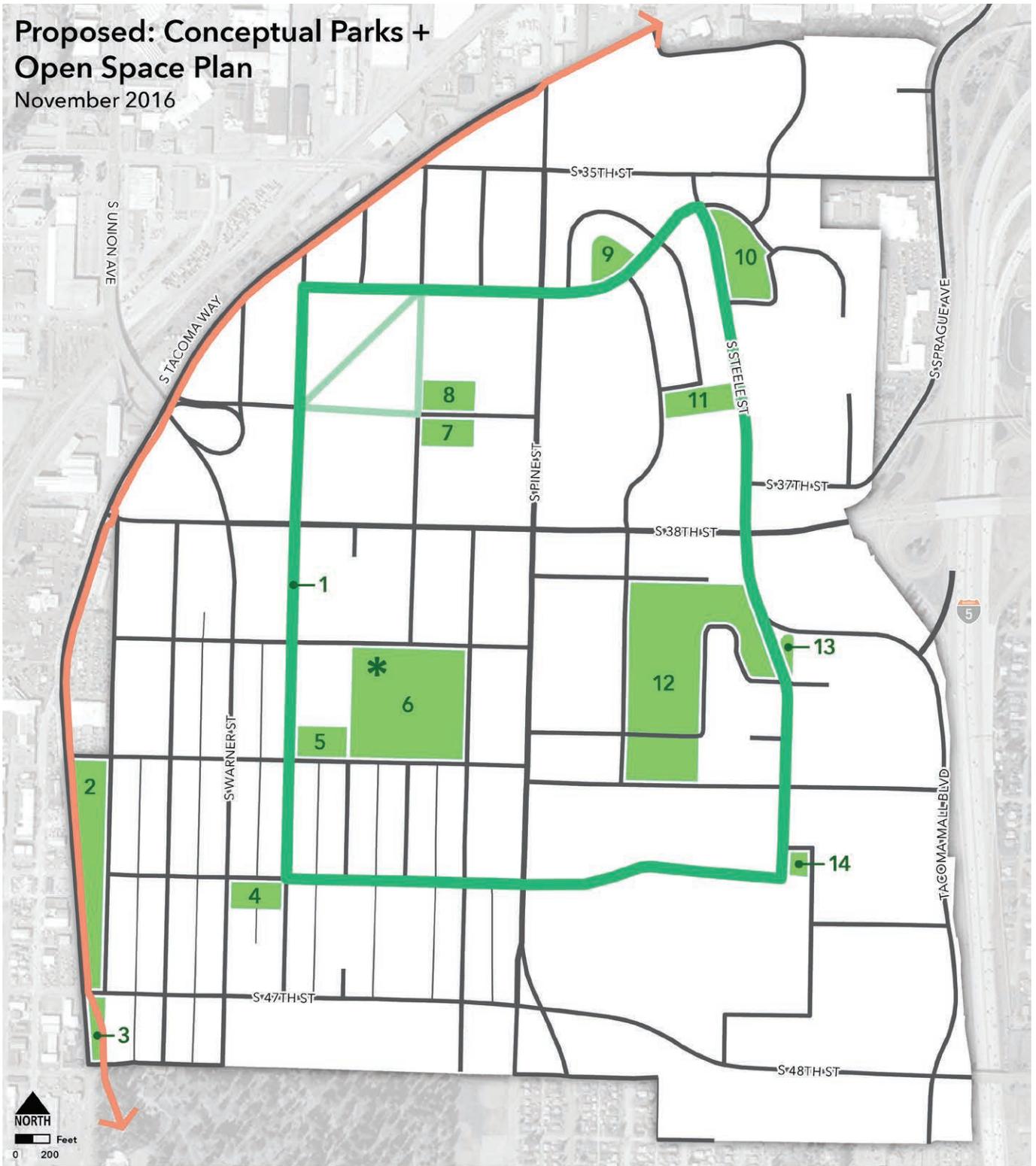
- |                               |                       |                  |
|-------------------------------|-----------------------|------------------|
| Expanded Neighborhood Subarea | <b>Proposed Parks</b> | Park             |
| Water Flume Trail             | Loop Road             | Community Garden |
|                               | Alternate Loop Road   |                  |

# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Proposed: Conceptual Parks + Open Space Plan

November 2016



### LEGEND

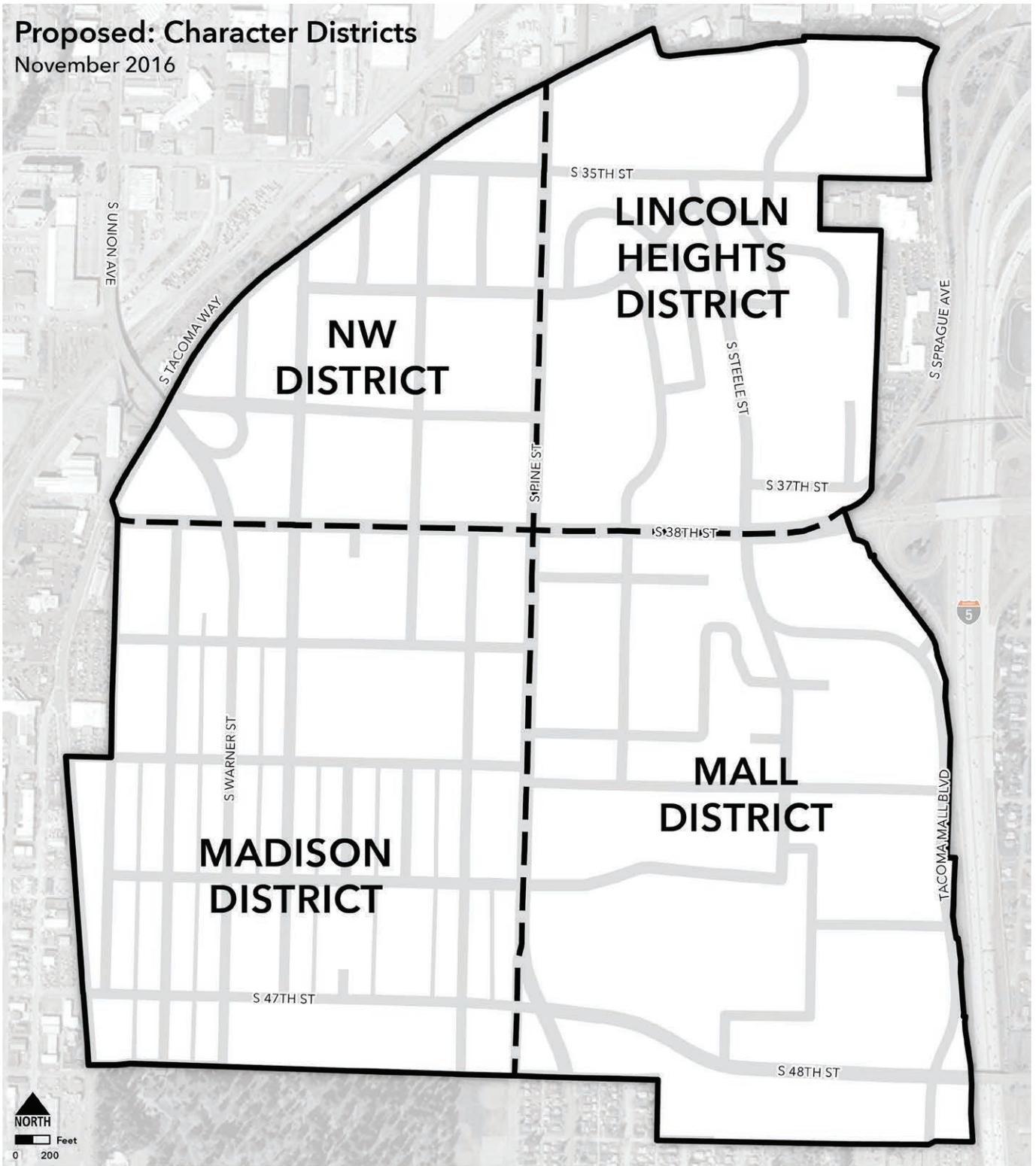
- |                               |                       |                  |
|-------------------------------|-----------------------|------------------|
| Expanded Neighborhood Subarea | <b>Proposed Parks</b> | Park             |
| Water Flume Trail             | Loop Road             | Community Garden |
|                               | Alternate Loop Road   |                  |

# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Proposed: Character Districts

November 2016



### LEGEND

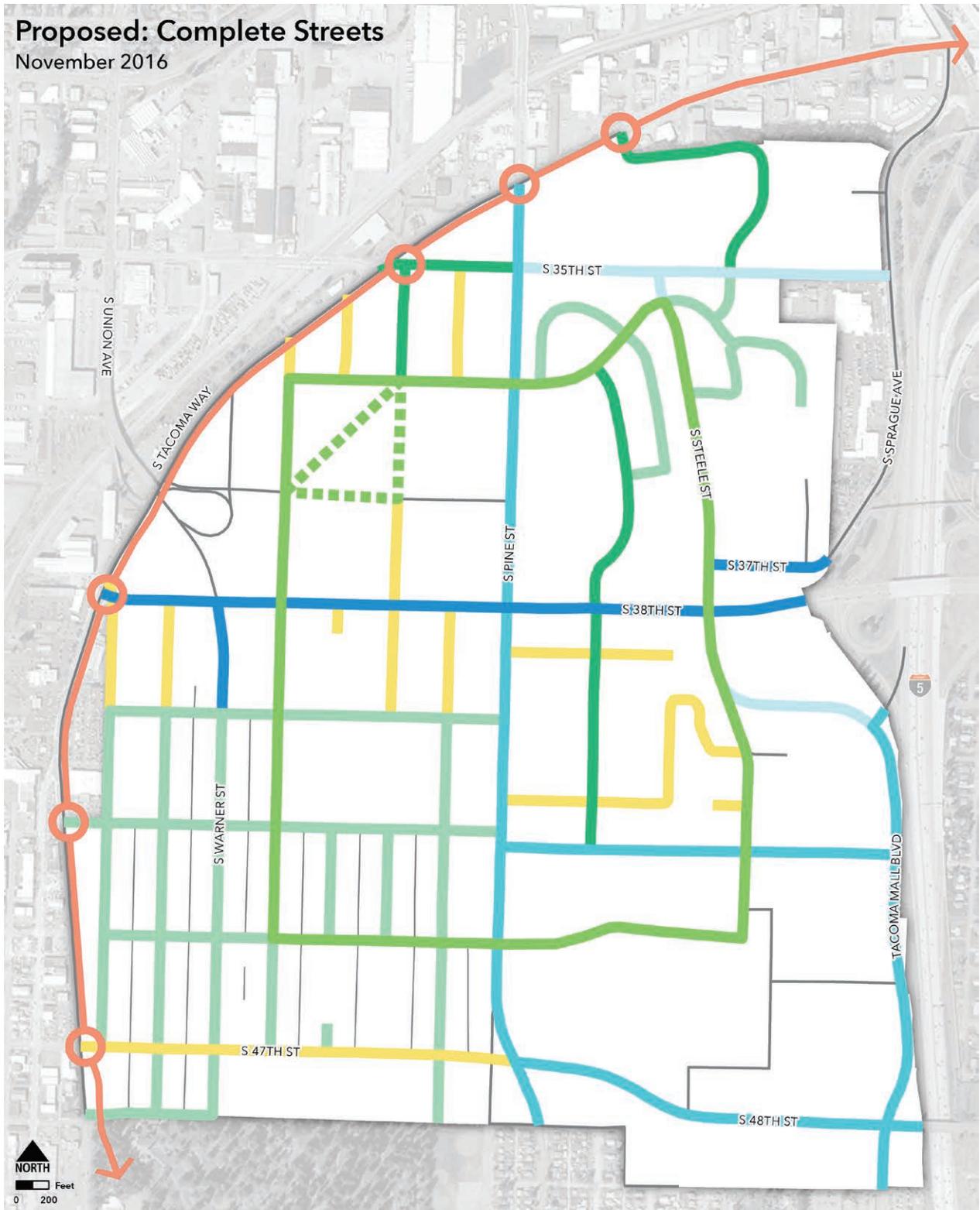
- Expanded Neighborhood Subarea
- District Boundary
- Proposed Right-of-Way

# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Proposed: Complete Streets

November 2016



### LEGEND

- Expanded Neighborhood Subarea
- Water Flume Trail
- Potential Non-Motorized Trail Access Point

- #### Complete Street Network
- Signature Street: Loop Road
  - Alternate Loop Road
  - Urban Residential/Green Roads
  - Urban Residential

- Bike Boulevard
- Main Street
- Transit Priority
- Avenue

- #### Proposed Street Network
- Street
  - Alley

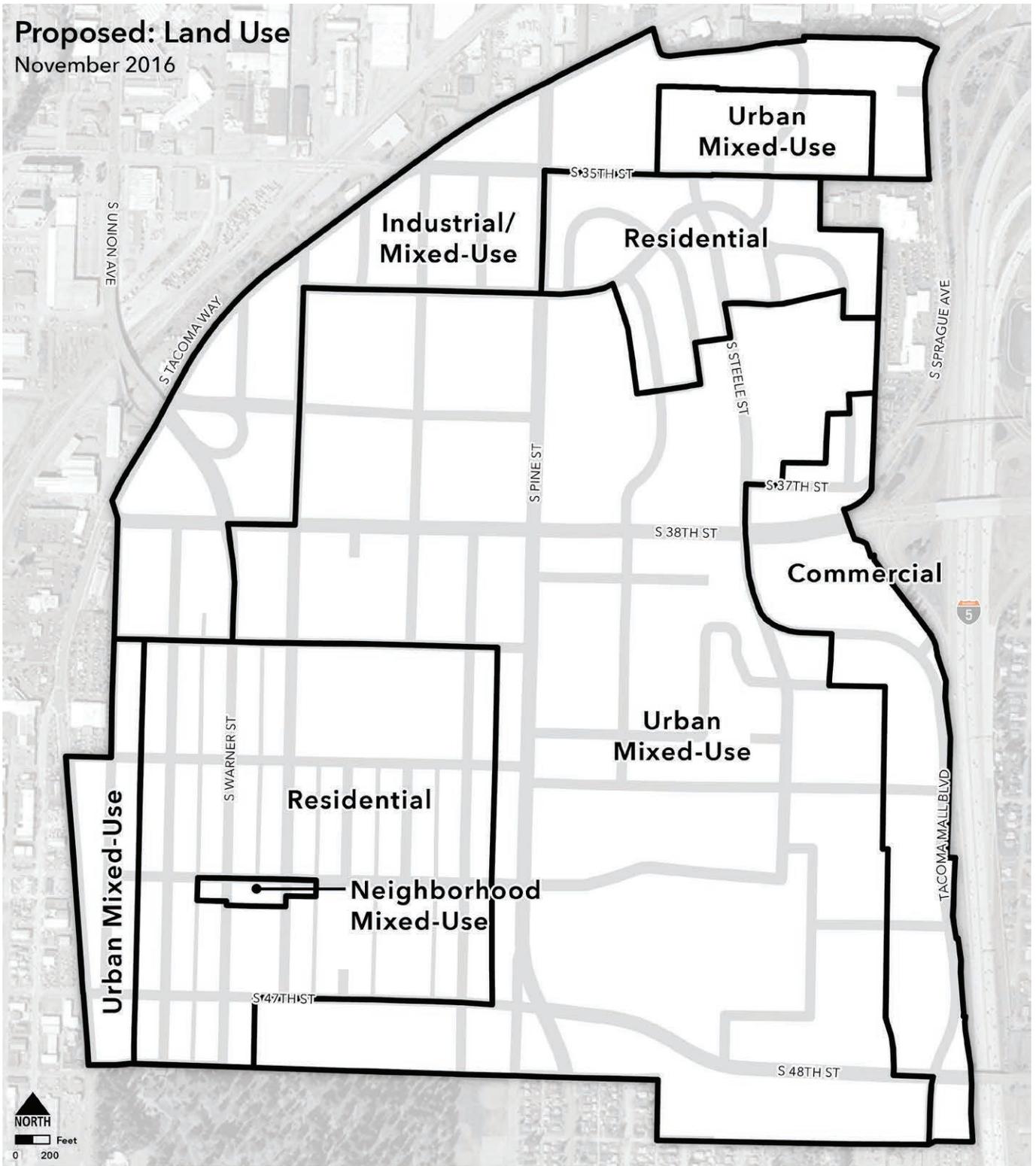
*\* Other streets to be designed with development per complete street principles.*

# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Proposed: Land Use

November 2016



### LEGEND

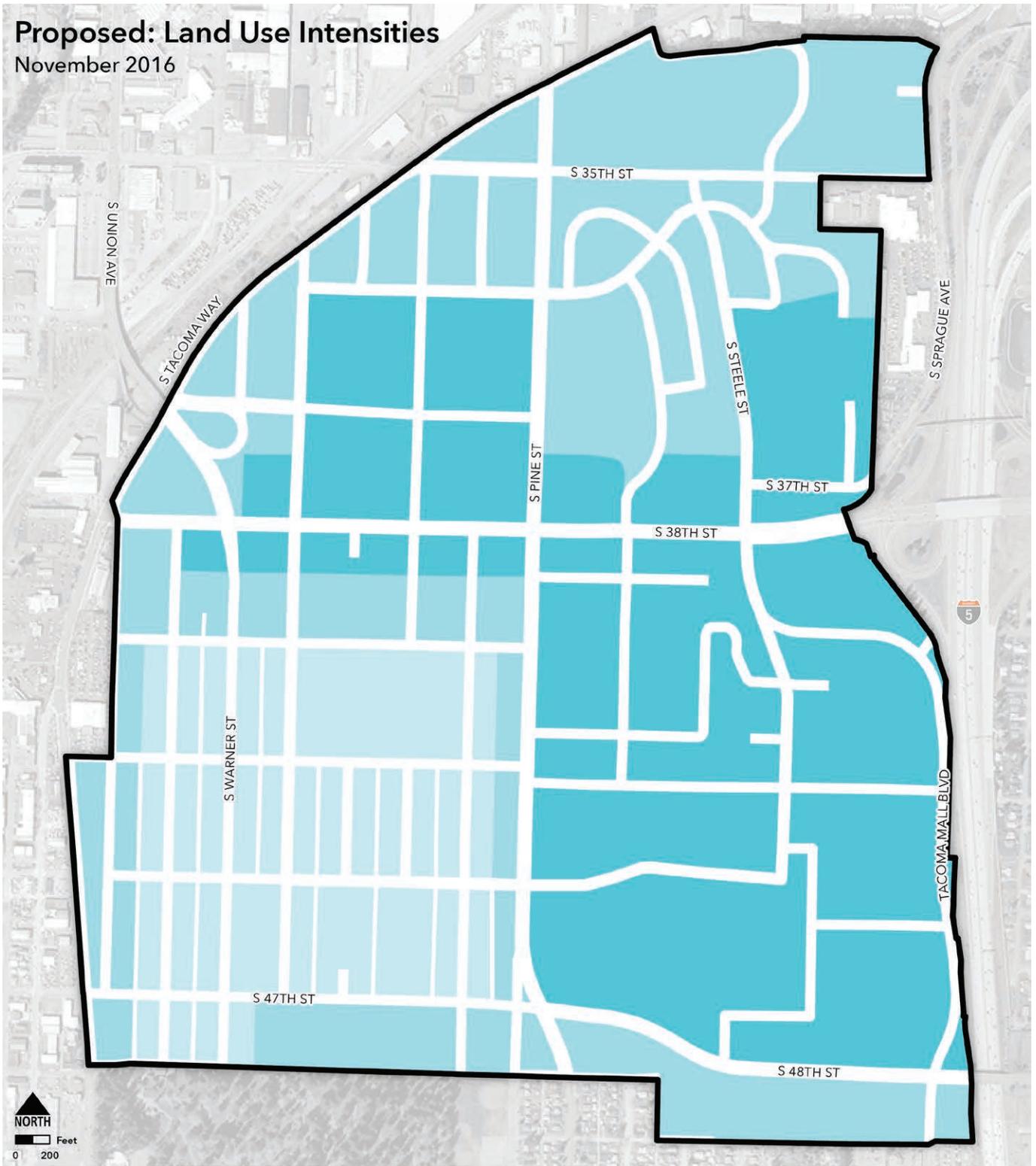
- Land Use Boundary
- Specific Use Type within Land Use Designation
- Proposed Right-of-Way

# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Proposed: Land Use Intensities

November 2016



### LEGEND

Land Use Intensities

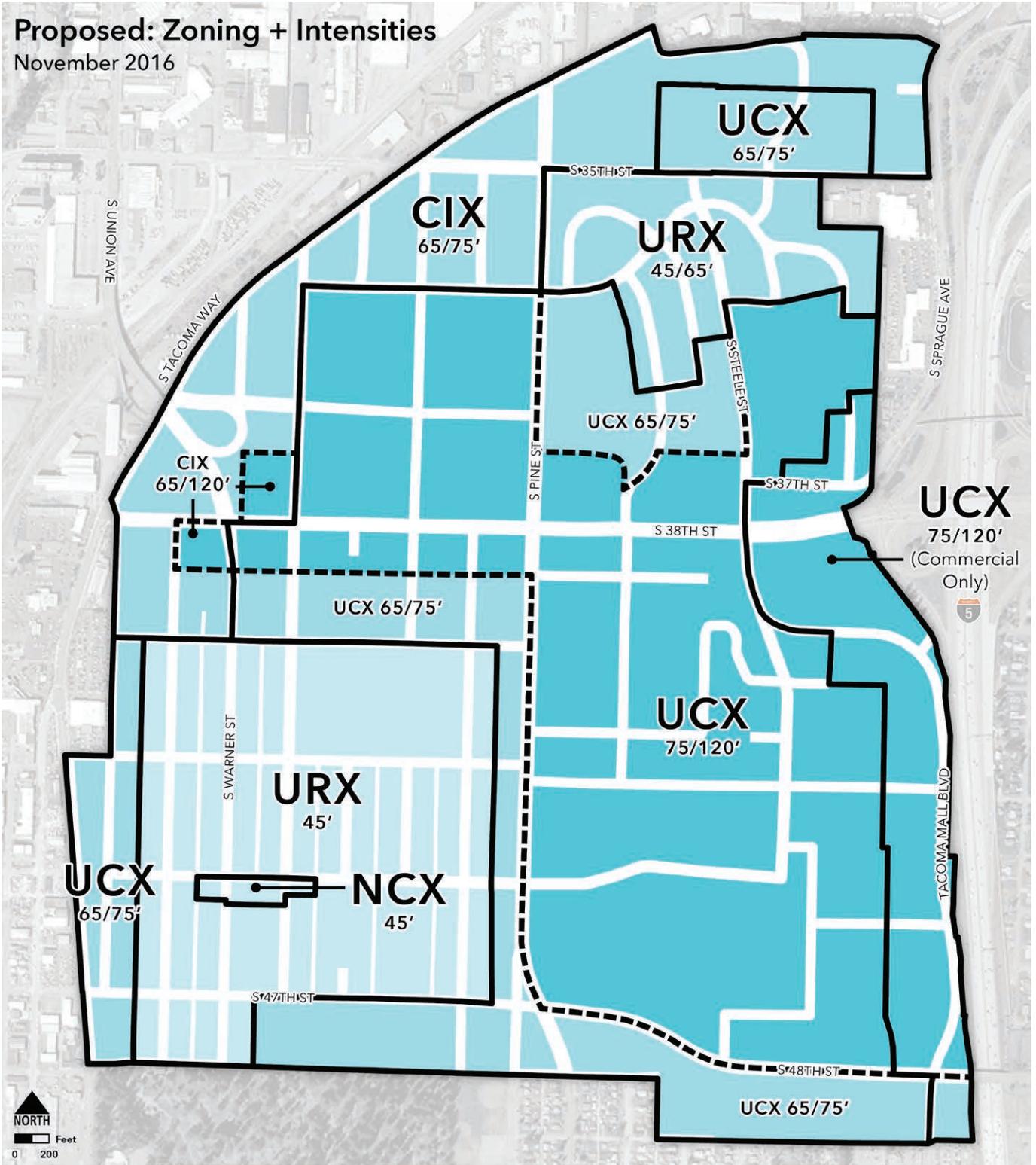


# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Proposed: Zoning + Intensities

November 2016



LEGEND

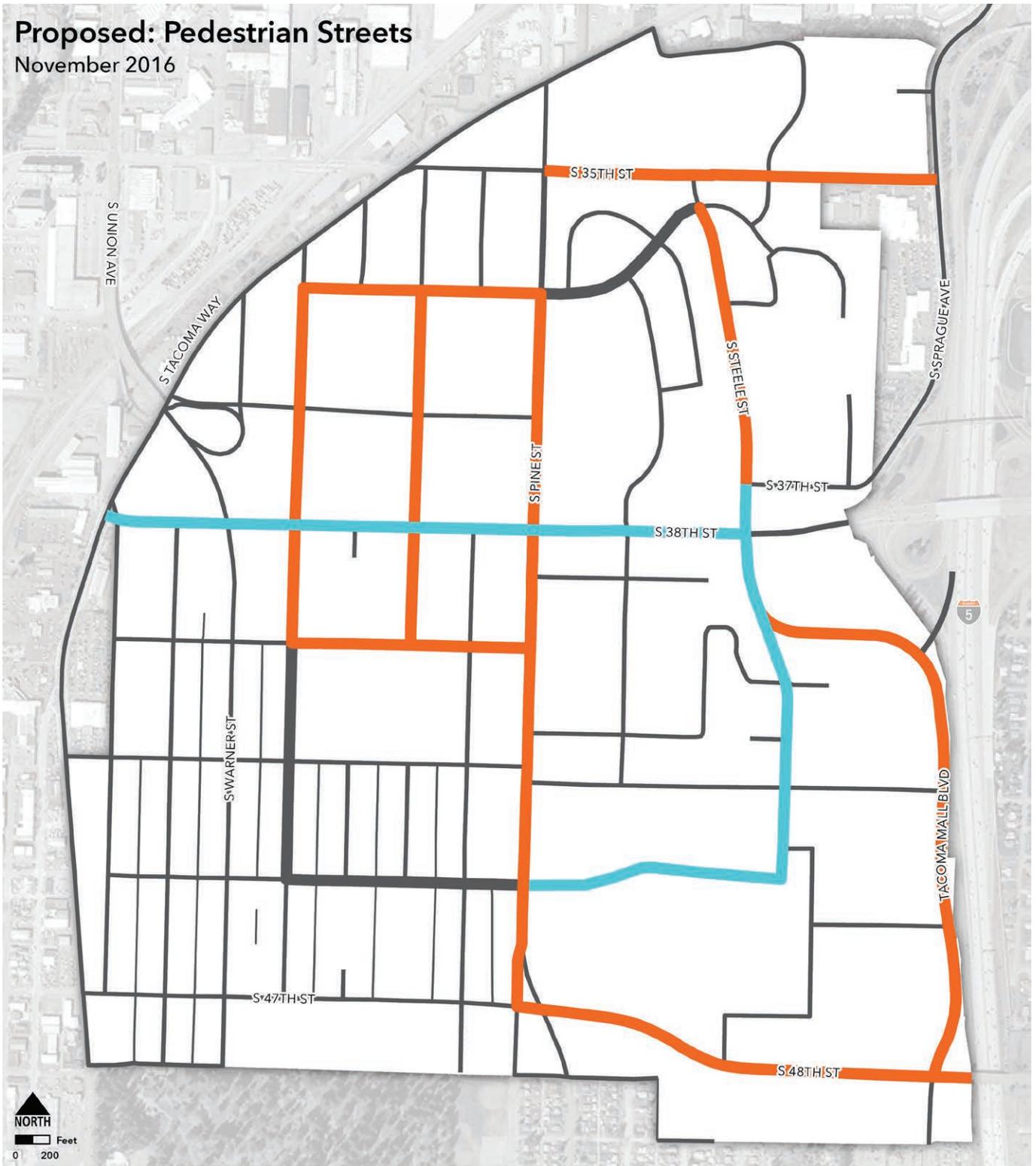
- Zoning Boundary
- Height Boundary within Zoning District
- Land Use Intensities
- xx/xx Maximum Base Height/Maximum Bonus Height

# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Proposed: Pedestrian Streets

November 2016



### LEGEND

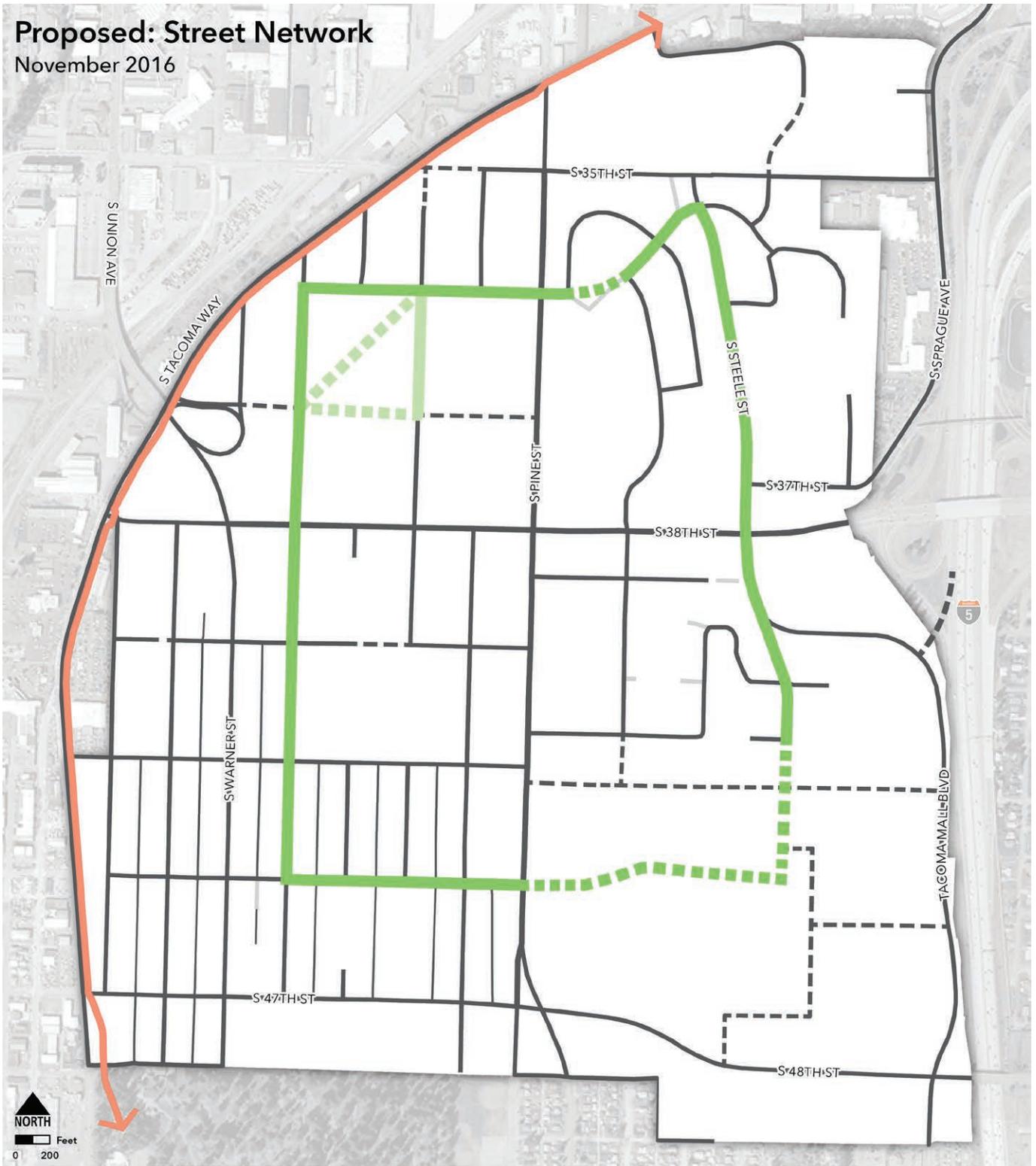
- Expanded Neighborhood Subarea
- Pedestrian Streets
  - Pedestrian Street
  - Core Pedestrian Street

# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Proposed: Street Network

November 2016



### LEGEND

- Expanded Neighborhood Subarea
- Water Flume Trail

- Proposed Street Network**
- Loop Road
  - Alternate Loop Road
  - Street

- Alley
- Vacated Streets

\* New streets are shown dashed.

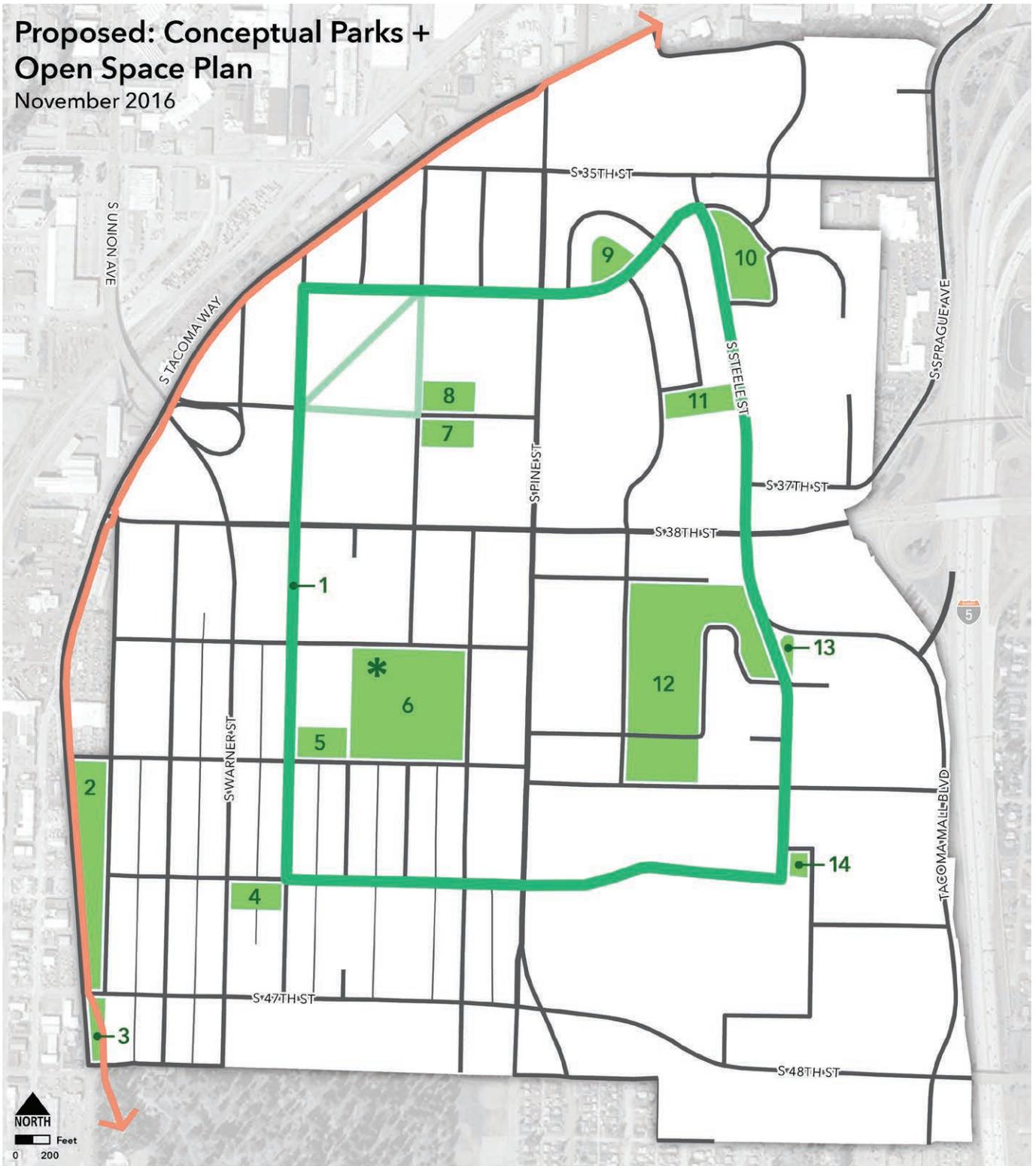
Tier 1 and Tier 2 streets shown on this map. Tier 3 streets will be added to the network as they are set through Connectivity Plans.

# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Proposed: Conceptual Parks + Open Space Plan

November 2016



### LEGEND

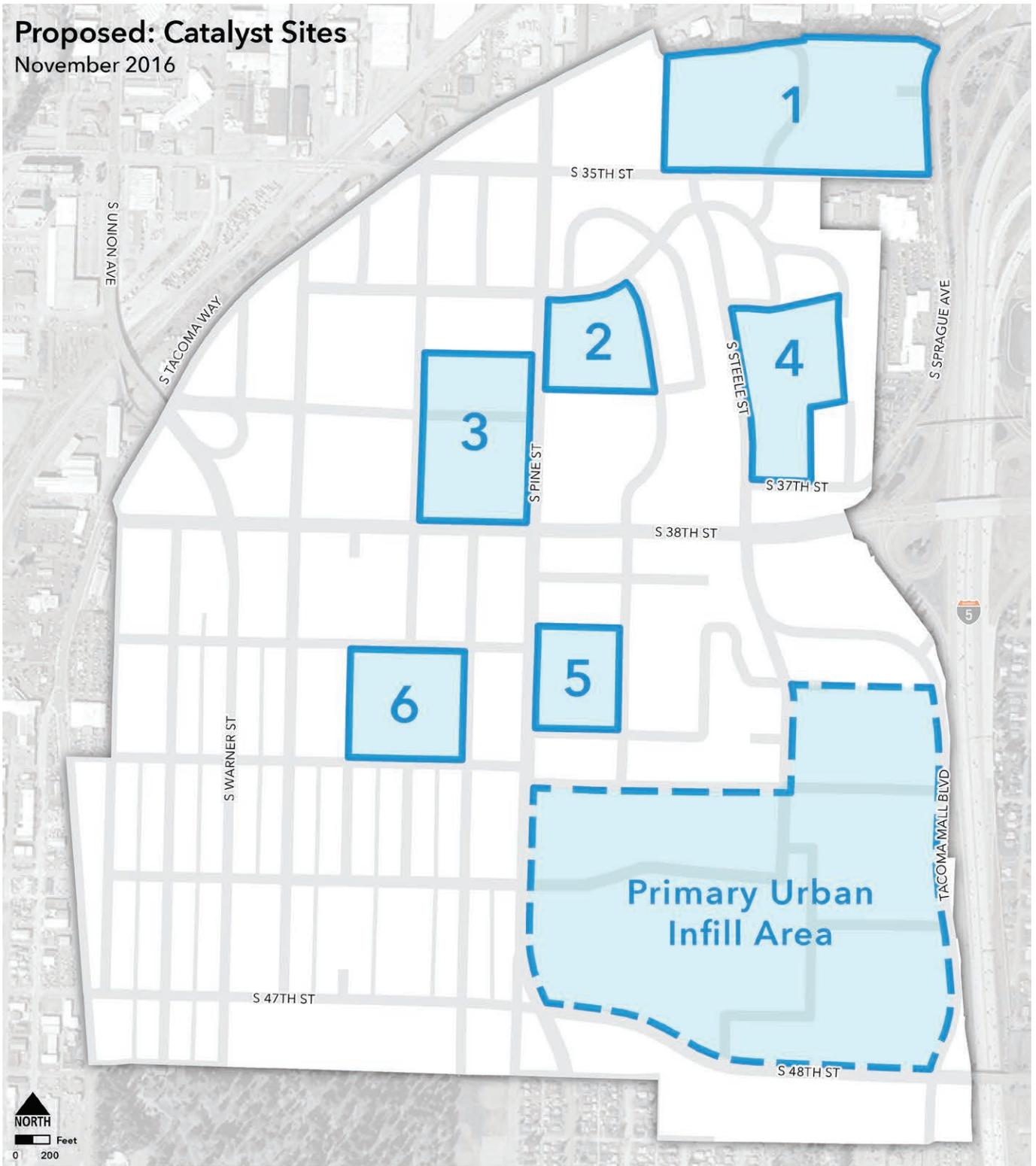
- |                               |                       |                  |
|-------------------------------|-----------------------|------------------|
| Expanded Neighborhood Subarea | <b>Proposed Parks</b> | Park             |
| Water Flume Trail             | Loop Road             | Community Garden |
|                               | Alternate Loop Road   |                  |

# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Proposed: Catalyst Sites

November 2016



### LEGEND

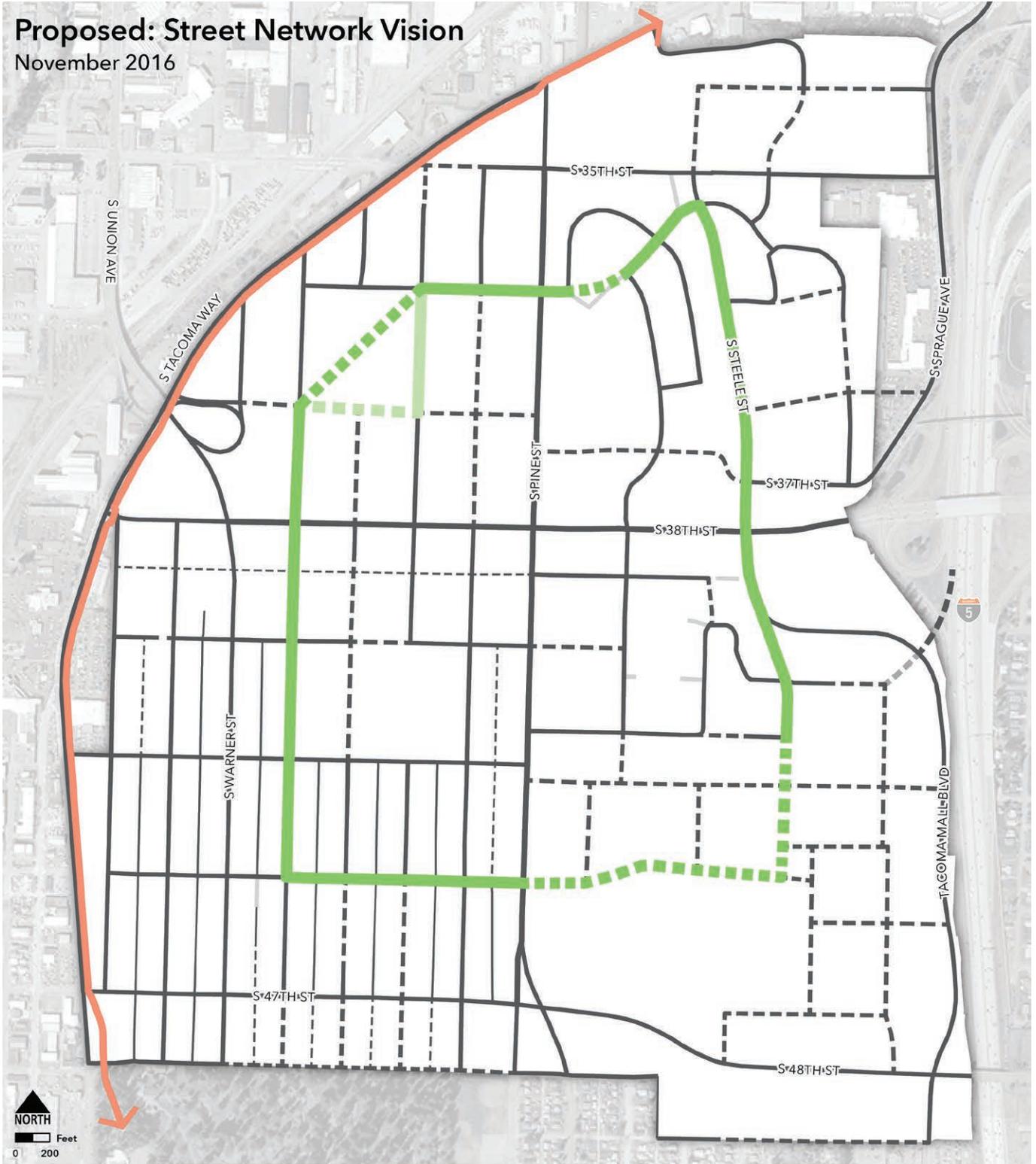
- Expanded Neighborhood Subarea
- Proposed Catalyst Sites
- Proposed Right-of-way

# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Proposed: Street Network Vision

November 2016



### LEGEND

- |                               |                         |                                      |                 |
|-------------------------------|-------------------------|--------------------------------------|-----------------|
| Expanded Neighborhood Subarea | Proposed Street Network | Street                               | Alley           |
| Water Flume Trail             | Alternate Loop Road     | Alternative Street Connection to I-5 | Vacated Streets |
- \* New streets are shown dashed.*

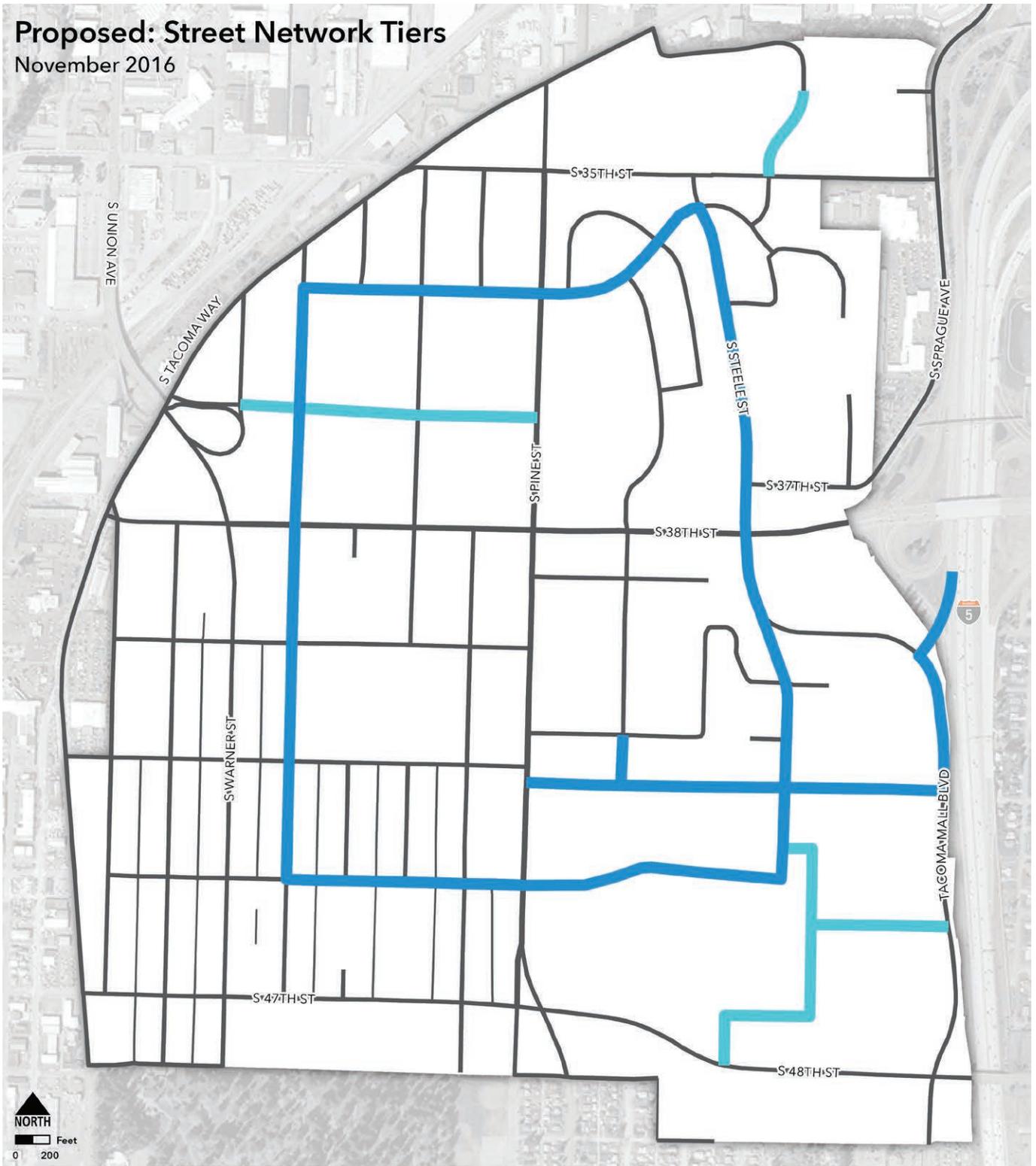
70. Proposed Street Network Vision

# Tacoma Mall Subarea Plan Maps

DRAFT November 28, 2016

## Proposed: Street Network Tiers

November 2016



### LEGEND

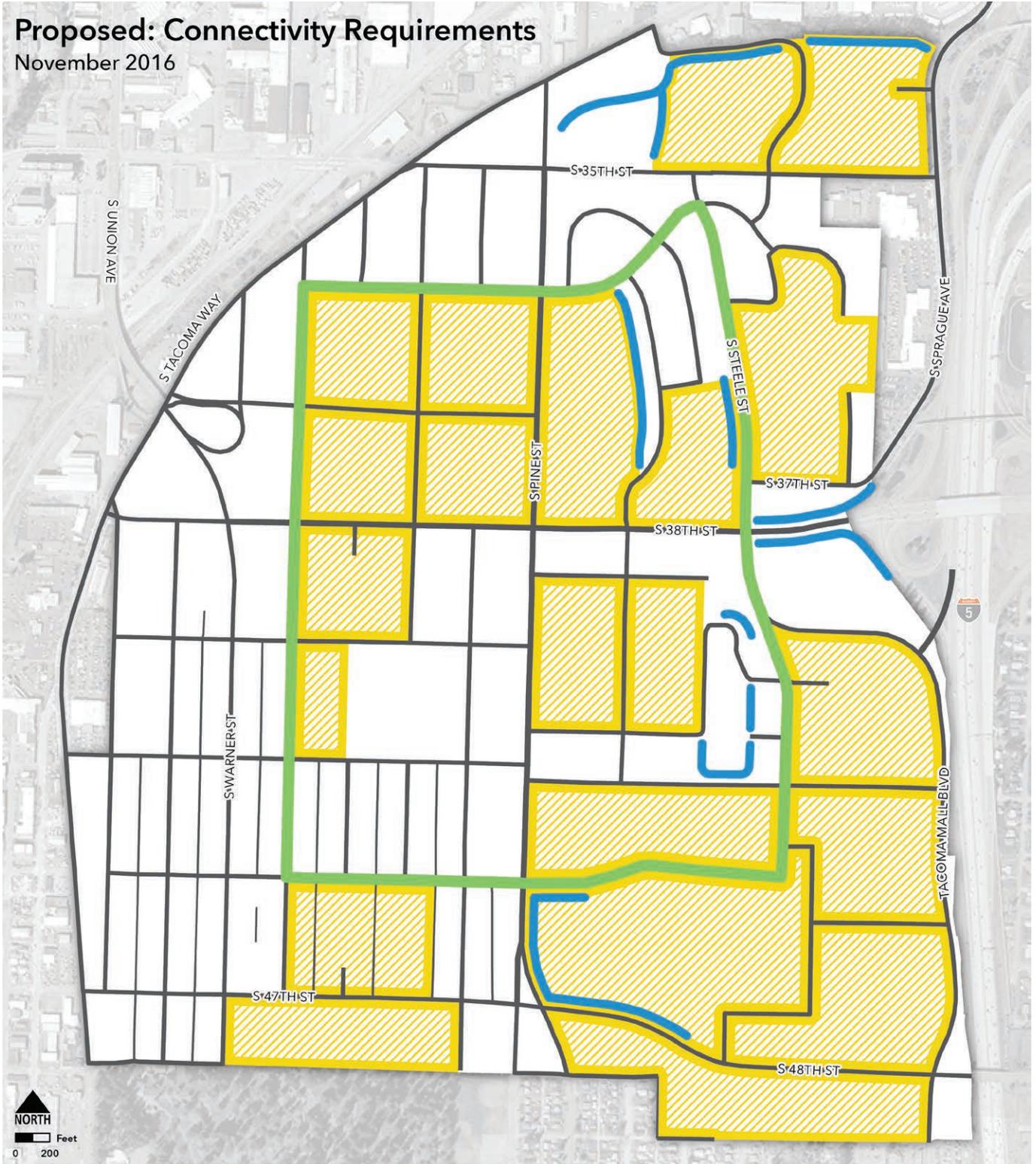
- |                               |                                       |               |
|-------------------------------|---------------------------------------|---------------|
| Expanded Neighborhood Subarea | Proposed Street Network Tier 1 Street | Other Streets |
| Water Flume Trail             | Proposed Street Network Tier 2 Street | Alley         |

# Tacoma Mall Subarea Plan Maps

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## Proposed: Connectivity Requirements

November 2016



### LEGEND

- |                               |                                |
|-------------------------------|--------------------------------|
| Expanded Neighborhood Subarea | <b>Proposed Street Network</b> |
| Large Blocks                  | Loop Road                      |
| Barriers to Connectivity      | Street                         |
|                               | Alley                          |