ULI Technical Assistance Panel Recommendations
City of Tacoma - Brewery District

Tacoma, Washington
ULI Northwest

The Urban Land Institute provides leadership in the responsible use of land and in creating and sustaining thriving communities worldwide. ULI Northwest, a district council of the Urban Land Institute, carries forth that mission as the preeminent real estate forum in the Pacific Northwest, facilitating the open exchange of ideas, information and experiences among local, national and international industry leaders and policy makers.

Our mission is to:

• Build a regional vision of the Pacific Northwest that embraces and acts upon quality growth principles.

• Encourage the collaboration among all domains – public and private – of the real estate industry.

• Build consensus among industry and public leaders who influence land use, transportation, environmental, and economic development policies.

City of Tacoma

Located at the foot of Mount Rainier and along the shores of Commencement Bay in Washington State, Tacoma is located about 36 miles south of the city of Seattle. Tacoma is Washington State’s third largest city with a population of almost 200,000 residents. Since it incorporated in 1884, the city has grown from its historical roots as a home of sawmills and a bustling port that exported goods around the world to a center for international exports, the arts, and healthy, affordable living.

Situated just west of the Museum District, the Brewery District is a dynamic area in transition. It has many historic buildings with great potential for adaptive reuse. Developers are exploring ways to convert these structures into a craft distillery, studio spaces, an indoor skatepark, and other uses. Sound Transit is in the process of constructing new commuter rail lines. The city and the University are acquiring the former Burlington-Northern Santa Fe rail line to convert it into a trail that will connect the University campus to the Brewery District and Tacoma’s waterfront.

Tacoma sought out the ULI Technical Assistance Panel to obtain practical advice on methods to achieve the vision of transforming the Brewery District into a high-density, mixed-use urban center.
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Tacoma’s Brewery District holds special promise as a richly diverse, artisan-based mixed-use neighborhood that provides both work and housing opportunities. It has significant assets in its historic industrial character and its adjacencies to the waterway and commercial core, to the Dome District and especially the University of Washington Tacoma (UWT) campus. However, the market for development suffers from a combination of long-term lack of investment and the recent downturn in the economy. There is virtually no existing market, given current low rents in the city, costs of construction, and the current recessionary climate.

The primary challenge of the Brewery District is to create a market, by building on its assets and potential synergies with the UWT and downtown Tacoma to grow a core community and destination. As it plans ahead, the city should:

Build on the historic core of city-owned buildings
Since private investment is locked up or flowing to better established urban markets, for the time being the city must rely on its own resources and non-profit partnerships to make investments in strategic street improvements and retrofits. The Stables Building, along with the Middle Block and Upper Block defined by the South 24th Street end and the “between” street of South Holgate, hold enormous potential as an authentic base for a thriving pedestrian community.

Concentrate on making things
Industrial-scale spaces and cheap rents in the district, combined with proximities to arts institutions and to the UWT campus, mean that arts and artisans, including craft brewers and distillers, could thrive with appropriate city policies and strategic investment. Even at a very small scale, these activities could be a cultural and economic core that extends the historic narrative, spins off other small businesses and encourages residential and mixed-use development.

“We need to create a market. The market is not going to come to us.”
Build connections
The coming Prairie Line Trail will be a pedestrian amenity that brings the Brewery District much closer to the UWT and the heart of Tacoma. At the same time, South C Street, with its proximity to new (hotel) development as well as the historic buildings owned by the city, can be made into a compelling route into the heart of the district.

“Connect, connect, connect.”

Create an independent entity that can make things happen
Successful planning and development will possibly depend upon the creation of an independent non-profit or quasi-governmental partner, such as a Community Development Corporation (CDC), Public Development Authority (PDA), or other community renewal entity that is focused, equipped with appropriate expertise; and able to assume financial risk.

STUDY AREA AND BACKGROUND
The study area is on the south side of downtown Tacoma, Washington, bounded by South 21st Street on the north, Interstate 705 on the east, Tacoma Avenue South on the west, and Interstate 5 on the South.

The Brewery District, so named because its history includes industrial malting and beer brewing, has a core of historic industrial, commercial and warehouse buildings similar in height and construction type. There are other features with landmark potential, including the Heidelberg water tower, a conveyor bridge, and the working streets themselves.

The district is bounded on the east and north by two districts that have seen intense redevelopment: the Dome District (across I-705) and the University of Washington Tacoma (UWT) campus, respectively. The UWT is of special significance because of its direct adjacency to the Brewery District, present and future pedestrian connections, high daytime population, continuing public investment, and emergence as a significant center of education in the state.

The district will benefit from the development of the Prairie Line Trail, a pedestrian and bicyclist amenity on a 20-foot through-fare BNSF
Railway. Tenants along the wider BNSF corridor have options to buy and develop property there, subject to city guidelines. When negotiations for land transfer, planning and construction are complete, the Prairie Line Trail will traverse the Brewery District and the UWT, connecting them to each other and to the cultural and historic resources of Tacoma’s museum district and harbor, and providing a major open space amenity for all future residents of these areas.

Sound Transit’s Tacoma LINK Light Rail runs through the district down Pacific Avenue, with a stop at 25th Street and Pacific Avenue. Now under construction is a new link between D and M Streets for Sound Transit commuter rail line, which will bridge over Pacific Avenue and connect the Dome District with South Tacoma and Lakewood Stations. It is scheduled for completion in 2012.

The Brewery District stands to benefit from the LeMay automobile museum, now open across I-705 in the Dome District, the completion of the 160 room Holiday Inn Express at South 21st Street and South C Street, the conversion of the Foremost Building on Pacific Avenue for the Social Security Administration, and the conversion of 2101 Jefferson Avenue to studio spaces for Chihuly Studios. There is interest in two more conversion projects, one for a draft distillery and one for a mixed-use residential and retail gallery.

The city owns approximately nine acres and two buildings in the core of the Brewery District. These holdings are in two separate areas, one a cluster of
buildings with historic significance at South 24th Street and South Holgate Street, and the other two parcels with a combined total of 6.2 acres at the intersection of South 21st Street and Tacoma Avenue South, with important views and adjacencies to UWT.

The Regional/Urban Design Assistant Team (R/UDAT) of the American Institute of Architects submitted a report in 1999 calling South Tacoma (including the Brewery District) the “Pearl District” of Tacoma (referring to the revitalized neighborhood in Portland, Ore.) and urging the city to plan around the coming Prairie Line Trail.

A downtown planning study in 2005 by LMN Architects became the basis from a new zoning designation, Warehouse Residential, for the Brewery District.

In 2006 the Tacoma City Council adopted a resolution calling for reducing greenhouse gas emissions in city operations and pursuing reductions in community emissions through cooperative programs and policies, including reusing older buildings, pursuing regional transfer of development rights, and enhancing compact and walkable neighborhoods.

A downtown economic strategic plan by Angelou Economics in 2008 recommended the establishment of a creative arts district, with economic initiatives and live-work unit development for the Brewery District. It encourages creation of a joint arts training center with the UWT and pursuing a legislative strategy to encourage retrofit of existing structures in the district.

With the assistance of VIA Architecture, the city published a draft concept study for the Brewery District in April of 2010. Among many strategies for intervention and revitalization, this analysis focuses on the completion of the Prairie Line Trail and contains concepts for making connections to the trail, crossing the South 21st Street barrier at the northern boundary, and reinforcing connections to light rail.
The city and its partners have an opportunity to create a clear and compelling Brewery District by preserving and leveraging existing assets. These include a distinctive cluster of historic buildings and working streetscapes formed in a historic industrial era. Icons of this era, including the Heidelberg water tower and conveyor bridge, along with the streets, and historic buildings themselves, provide the elements of a rich narrative with which to build an identity for the district.

The emerging identity of the Brewery District is linked with the need to create a viable destination within it. Best possibilities for a destination would combine retail and hospitality with productive enterprises in the three areas:

**Arts**
The nearby presence of the UWT and its programs in the arts and urban design, along with the proximity of institutions like the Tacoma Art Museum and the Museum of Glass suggest important opportunities for studio space and arts instruction, as well as galleries. The arrival of Chihuly Studios at South 21st Street and Jefferson Avenue promises to be a catalyst.

**Beverages**
As the name suggests, the Brewery District is an excellent location for artisan breweries, craft distilleries, and winemaking operations. These, in turn, all help to build a destination for sampling and learning about production and products. The rumored existence of artesian wells and their links with the brewing industry bolster this identity even as they promise to be an important resource for future industry.

**Food**
Interest in local, sustainable and organic food production and craft processing presents opportunities for small businesses that might use industrial-scale spaces for culinary enterprises and sales.

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**“Put the water tower atop a new building.”**

**“America’s future success lies in relearning how to make things.”**

**“Go easy on branding. As soon as you announce ‘the brewery district,’ it’s not going to be there.”**
Urban design in the Brewery District should be dominated by the medical principle, “First do no harm.” In order to build an identity that is truly unique and a growing market for jobs and housing in the district, the character and authenticity of its buildings and streetscapes must be respected and not “suburbanized” with generic plantings or street treatments. This character and authenticity should be supported with incentives for preservation, unique streetscape guidelines and stipulations in three categories:

**Wayfinding**

There is a need to bring people up the hill from Pacific Avenue, which defines the eastern third of the UWT campus, and the museum areas. There is a great pedestrian zone on South Holgate Street, but more visibility is needed from South C Street and from Pacific Avenue, the location of the Brewery District’s only light rail station. Overt or standard signage should be precluded in favor of natural, informal streetscape improvements that provide clues to district boundaries. Iconic art or lighting of existing features, like the water tower, could provide orientation.

**Public Art**

Public art should be encouraged in a variety of forms and locations, promoting district identity and wayfinding.

**Connections**

The success of Brewery District redevelopment goals is critically dependent upon strengthening of pedestrian and transit connections to adjacent districts, including UWT and the Tacoma Dome. Specific improvements might include a streetcar extension to the west, along South 25th Street, and improvement of the parts of the South 24th Street right of way (between Holgate and C Street) as pedestrian stairs, somewhat like the UWT steps. This might reinforce connections to the all-important Prairie Line Trail, which runs just beyond the buildings to the west of the South 24th Street end.

An important opportunity may now exist to pool public and private investments in streetscape improvements around the Holiday Inn Express project, under construction. The purpose of these improvements, which might include widened sidewalks, special paving, and plantings or other features, would leverage the private
and public investments in the hotel project to invite more pedestrians across South 21st Street and along South C Street into the heart of the Brewery District.

“No one-story buildings? Granville Island is one-story buildings.”

Likely pedestrian connections to the LeMay Museum and the Tacoma Dome should be guarded for future development. Adding lighting will improve safety. Ease of access to I-5, I-705 and light rail can be cited to emphasize development potential.

PROGRAMMING

The existing market for business and development in the Brewery District is virtually non-existent. Programming for redevelopment depends upon creating a new market, through synergies between the arts and light industries such as brewing and food production. Uses that tie in with the UWT and its rapidly expanding population to the north, such as fitness, dance, or studio spaces, should be considered.

“How do you draw bedroom-community Tacoma into its downtown?”

Programming opportunities include:

• Artist live/work housing
• Brewers, distillers, wineries
• Culinary uses
• Multi-use studio spaces
• Music, bowling, cinema and other entertainments
• Periodic, regular events like indoor and winter farmer’s market
• Multi-use recreation (community center, dancehall, fitness center)

These suggestions are inspired by successful, recent examples of urban development in the Northwest and around the world. They include:
Truman Brewery, East London. This is a thriving new “in between” place situated in an old brewery complex, that now includes over 250 businesses, from cultural venues to art galleries, restaurants, and retail shops.

Melrose Market, Capitol Hill, Seattle. A renovated auto row has become a hub for an even more walkable neighborhood, with a collection of local mercantile tenants sharing space in an arcade-like environment.

Oddfellows Building, Capitol Hill, Seattle. This renovated historic club building holds over a dozen small businesses and organizations, from a dance hall to a restaurant and a couple of small tech companies.

Railspur Alley, Granville Island, Vancouver BC. A repurposed mixed-use building with retail and food emphasizes local artisan production.

Kolstrand Building, Ballard, Seattle. A former marine hardware store is repurposed as a mixed-use building with a restaurant and offices, with a stepped-back addition.

Youngstown Cultural Arts Center, West Seattle. With a groundswell of neighborhood support, a historic elementary school was repurposed as a community arts center with artists’ live-work lofts on the upper levels, and a theater, recording studio, dance and arts spaces below.

Cork Factory Artist Lofts, Pittsburgh. A former factory along the Alleghany in the Strip District, long-time center for wholesale produce, has been turned into apartments and artists’ lofts.

Georgetown Neighborhood, Seattle. With little interference from the city, a number of buildings have been repurposed in this industrial neighborhood, which still has its industrial personality.
PHASING

SEQUENCING

The best approach to redevelopment in the Brewery District involves strategic phasing and careful organization to achieve an optimum mix of public and private development.

Initial development should be concentrated on the public works blocks, because of their centrality to the district, their signature character, the potential for synergies and urban design and development, their public ownership, and their potential for market creation and enhancement in the district.

The Stables Building lends itself to a mix of dedicated uses, such as live/work lofts above and artist studios, gallery space, and restaurants below. The Middle Block might be jointly used with the UWT for performance, fabrication, dance, or other active uses. The Upper Block holds potential for live/work lofts, workforce housing, and art fabrication.

Sequencing of projects between the three would be subject to a number of considerations about the cost of retrofit and upgrading for different uses and the practicality and benefits of different combinations, after a thorough analysis of the structures and their conditions.

Development in the Brewery District should proceed in two stages, with the public works blocks first. The second, saved until a viable market in the district has taken root, would be the Fawcett Site, the 6.2-acre parcel of city land on the uphill side and northwestern corner of the study area. While development should wait, the city should enter immediately into conversations and possible negotiations with UWT regarding long-term uses. Those long-term uses might include some combination of the following:

- Recreation and activity center
- Student housing
- Instructional studio space
In concert with unfolding redevelopment goals and strategies, the city may use the legal and funding tool of Planned Action under the State Environmental Protection Act (SEPA) to achieve infrastructure and transportation improvements.

The best prospects for leveraging future public investments and the considerable urban assets in the Brewery District may lie in establishing an independent entity focused on planning and development. Such an entity would be legally responsible for its own actions and accountable to similar standards of investment as the private sector, carving out enough of an asset base through its activities to support its mission over the long term. Yet it would have the important advantage of access to different types of capital.

Success for the Brewery District would depend upon balancing overall accountability to the city and public goals with freedoms inside the new organization to assume risk and make viable economic decisions.

Strong board leadership is essential to the success of this entity, and board membership should represent a variety of professional fields that include real estate development, leasing and asset management, public and private finance, creative arts and public process.

Possible types of entities fall into three general categories:

- Community Renewal Agency or CRA (Revised Code of Washington Community Renewal Law). The cities of Vancouver, Everett, Tukwila and Bremerton have used Washington’s Community Renewal Law to craft strategies for reaching redevelopment goals, but there are no known examples of independent entities at this time.
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- Public Development Authority or PDA (Washington Administrative Code). Examples include Pike Place Market, Historic Seattle, and the Capitol Hill Housing Improvement Program (CHHIP).

- Community Development Corporation or CDC (501c3). Examples include Delridge Neighborhoods Development Association and Southeast Effective Development (SEED).

All three of these legal avenues have the potential to focus and promote development in the district according to goals set forth by the city. But each has some advantages and disadvantages.

“Old buildings are proven to be economic multipliers. People love stories. Tell them.”

The CRA and PDA are both public corporations and quasi-governmental agencies, carrying a public mandate through the charter and through the selection and membership of the board. Each has public financial tools potentially at its disposal, including bond-based revenue streams that can be used for financing purposes, and can be empowered with condemnation authority. A PDA can be designated as a community renewal agency for certain goals pursuant to a development strategy established by the city, and both types have access to tax-free financing.

On the other hand, the CDC is a truly private not-for-profit entity, structurally independent from the city. It is not bound by laws covering public construction, and has an advantage in ability to access foundation and other philanthropic funds. It can use tax-exempt financing, but at a higher cost than quasi-governmental entities.
CONCLUSION

The Brewery District Based has enduring industrial character, important historic buildings, and compelling adjacencies to downtown Tacoma, the Dome District, and especially the University of Washington Tacoma campus. These assets, combined with an energetic and visionary planning and development component at the city, mean that the Brewery District is poised to take positive steps toward becoming a vibrant community and a local and even regional destination.

With strategic investments and outreach, the future of the district is likely to grow from synergies between the arts and artisan activities in areas like culinary arts, brewing and distilling. These activities, in turn, bear important potential for complementing the institutional resources and capacities of nearby major museums and the UWT.

The city should concentrate in the near term on the streetscapes in the historic core and structures already publicly owned. Based on strong urban design and a strategic plan that begins with the city’s own resources, investment should start with the Stables Building and the two blocks on either side of South 24th Street as it meets South Holgate Street. The city should also enter into long-term discussions with UWT for uses of vacant city-owned land anchoring the northwest corner of the district.

The success of public investments will depend upon the clarity of the city’s vision and its urban design. It may also depend upon the decision to work with an independent quasi-governmental or private non-profit agency focused on developing the district in accordance with that vision.

With city-owned historic assets at its core, the Brewery District has great potential as an authentic base for a thriving pedestrian community.
Tom Cody, Project\(^*\), Portland, OR – Panel Chair
Thomas E. Cody is the founder and President of Project\(^*\), an ecological development company. Thomas has a Master of Urban Planning from Harvard University and Bachelor of Science in Urban Planning and Development from the University of Southern California. Thomas has been a real estate executive for more than ten years and has successfully developed 29 projects ranging in size from $3 million to $300 million. Thomas has completed over $400 million in mixed-use development in the last 5 years. Prior to founding Project\(^*\), Thomas was a partner and principal at Gerding Edlen Development. Prior to Gerding Edlen, Thomas was Director of Real Estate for the Portland office of Opus Northwest. Thomas has extensive experience in planning, urban design, and architecture and worked in the offices of Frank O. Gehry prior to entering private real estate. Thomas lives with his family in urban Portland where he is Chairman of Oregon Ballet Theater.

Lesley Bain, Weinstein A\(U\), Seattle, WA
Since joining Weinstein A\(U\) in 1996, Lesley has worked on a wide variety of architectural projects and some major urban design projects in Seattle; the Piston & Ring Building, Agnes Lofts, and multiple projects with the Seattle Center – including all three major capital projects on campus – represent just a few. In addition to architecture, Lesley works on urban design projects that extend the reach of good design. She also works regularly with the City of Seattle, influencing and writing policies that affect the city’s future. She is currently rewriting the City’s Design Guidelines to be based on sustainability and conceptual thinking. She has served on the Board of ARCADE magazine for eight years, and is a member of AIA’s urban design committee. She has served on numerous committees for the Downtown Seattle Association, led charrettes for Allied Arts, and regularly participated as a juror, ranging from graduate studio critiques to professional awards for the AIA, including selection of finalists for national Firm of the Year and Gold Medalists. She has traveled to Europe and Asia to look at cutting-edge sustainable practices around the world.

Ric Cochrane, Preservation Green Lab/National Trust for Historic Preservation, Seattle, WA
Ric Cochrane is Project Manager for the Seattle-based Preservation Green Lab, a programmatic field office of the National Trust for Historic Preservation. He directs policy and research initiatives, including the City of Seattle model energy code project and the Getting to 50 building retrofit project in partnership with New Buildings Institute (NBI). Ric’s experience includes land-use planning, real estate development, and green building consulting. Prior to joining the Green Lab, he was Program Manager for King County GreenTools, a county-wide green building program, where he provided technical assistance for County assets and policy direction for 39 King County municipalities. Additional professional experience includes green building consulting with O’Brien and Company and real estate development with Catapult Community Developers. He was a Fulbright Fellow to India (2008) and is a 2006 graduate of the University of Washington Master Degree programs in Urban Planning and Public Administration.

Chad Dale, Evolution Projects, Seattle, WA
Chad was born and raised in Michigan before attending Taylor University, where he majored in Business and Economics. He started his career at Edward Jones as an investment representative, and later moved into a sales and consulting role for a major IT consulting organization where he stayed for the next 8 years. Chad co-founded Evolution Projects, which repurposes underutilized spaces in neighborhoods ranging from Ballard to Snoqualmie Pass. Projects include The Kolstrand Building, The Greenwood Collectives, and Revel/Quoin.

John Finke, National Development Council, Bellevue, WA
John Finke is the Senior Director for the Western United States for the National Development Council, a not-for-profit corporation specializing in economic and development finance. He serves as a community development finance advisor to the cities of Seattle, Portland, and other municipalities in the Northwest. He is responsible for all of NDC’s affiliate development activities within the region. In the past ten years John has financed and built for NDC client governments: 22 public/private projects exceeding $2 billion in direct development cost. These have included: parking garages, student
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student housing, research facilities, municipal office buildings, a city hall, and medical office buildings. Within NDC he also serves as the Vice-Chairman and founding officer of the Grow America Fund, an NDC affiliated, SBA certified, national Small Business Lending Company and as a board member of NDC’s New Market Tax Credit and Low Income Tax Credit equity funds.

Tom Graff, Ewing & Clark, Inc., Seattle, WA
As President of Ewing & Clark, Inc., Tom Graff has more than twelve years of commercial sales and leasing experience. He has completed more than 500 real estate transactions specializing in downtown Seattle investment property and retail. Recent projects include the land purchase and retail sales/leasing of the Brix, the David Colwell Building, and the Ellington Condominium. Sample clients include Intracorp, Plymouth Housing Group, Harbor Properties, Equity Residential, Touchstone, Schnitzer West, HAL Real Estate, No Boundaries, Ltd., Murray Franklyn, and Winslow & Wells. Tom has a Bachelor of Science in Civil Engineering from the University of Southern California and is a qualified engineer for the US Naval Submarine Force.

Meredith Messmer, Lorig Associates, LLC, Seattle, WA
Meredith joined Lorig Associates in 2008 as a Project Manager. She provides support and project tracking for Senior Project Managers, manages budgets and pro formas, and addresses day-to-day project challenges. Over the past 3 years she has worked on a variety of Lorig’s mixed-use, condominium, and apartment projects, including 200 West Highland, Thornton Place, Queen Anne Gym, Newcastle Mixed Use, and Piper Village West. Prior to joining Lorig Associates Meredith worked in acquisitions and project management for a land development company. She earned a Bachelor of Arts degree from Duke University and a Master of Urban Planning from the University of Washington.

George Rolfe, Associate Professor & Director, Runstad Center for Real Estate Studies, University of Washington, Seattle, WA
George offers instruction in real estate, city planning, and management. His research interests include market analysis techniques with a particular emphasis on housing. George joined the faculty at the University of Washington in 1985 bringing with him a broad range of professional experience. Before joining the University of Washington faculty, he was president of the Urban Properties Company—a real estate development firm—and former executive director of the Pike Place Market Preservation and Development Authority. George has also taught at the University of Pennsylvania in its Civic Design program. He earned a Bachelor of Architecture at Iowa State University and holds Master degrees in Architecture and City Planning from the University of Pennsylvania.

Scott Surdyke, Project Manager and Freelance Consultant, Seattle, WA
Scott Surdyke is originally from Baltimore, and has been involved in urban development in Seattle and Tacoma for more than 12 years. Scott has managed a number of major mixed-use projects in Seattle. In addition, Scott has served on the Seattle Design Review Board and was on that Seattle’s Public/Private Partnership Panel. Scott has also consulted on a number of projects in the Tacoma area, including the re-zone of the proposed Foss Harbor project. Recently, Scott was co-managing a commercial real estate company specializing in historic renovation and sustainable development. Scott received a Master of Urban Planning from the University of Washington.

Robert Wicklein, Seneca Group, Seattle, WA
A Principal at Seneca Group since 2006, Bob’s work is focused primarily on commercial office and tenant improvements, education projects, energy conservation and sustainability. Prior to joining Seneca Group, Bob was a Project Director at Boeing, where, among other assignments, he collaborated with Seneca as a Boeing Loaned Executive on the development of Benaroya Hall. Bob is a Leadership in Energy and Environmental Design (LEED) Accredited Professional and a Professional Engineer in the State of Washington. He earned a Bachelor of Science in Civil Engineering from the University of Illinois at Urbana and is a member of the Urban Land Institute. Board president of the Wallingford Boys & Girls Club from 2005 to 2008, Bob was recently awarded the Boys & Girls Club’s National Service to Youth Award.