ORDINANCE NO. 28193

AN ORDINANCE relating to community and economic development; adopting the South Downtown Subarea Plan as an element of the City's Comprehensive Plan.

WHEREAS the City of Tacoma was selected to participate in the U.S. Department of Housing and Urban Development's Sustainable Communities Regional Planning Grant Program, and

WHEREAS the Grant program is a three-year, $5 million grant dedicated towards a 'Growing Transit Communities' program coordinated by the Puget Sound Regional Council ("PSRC") which aims to: (1) support local efforts throughout the region to promote socially equitable transit-oriented development; (2) focus new job and housing growth in the vicinity of new high-capacity transit systems; (3) put jobs and opportunity closer to where people live; and (4) sustain a healthy environment and a healthy economy in the decades to come, and

WHEREAS, the City of Tacoma, as a Puget Sound Regional Council Catalyst Project partner, has received the sum of $500,000 to develop a long-range Subarea Plan and area-wide SEPA Environmental Impact Statement ("EIS") addressing future development standards and incentives and coordinated infrastructure investments in South Downtown, and

WHEREAS the South Downtown Subarea Plan and EIS area encompasses 600 acres of historic industrial and commercial land in the southern half of Tacoma's downtown and includes five distinct districts: (1) Dome District; (2) Brewery District; (3) UWT/Museum District; (4) Thea Foss Waterway and Shoreline; and (5) Hillside District, and

WHEREAS the Subarea has a diversely built environment, including approximately 100 historic properties, but is also characterized by a relatively high concentration of underutilized land and buildings, and

WHEREAS the unique characteristics of the area represent an unmatched opportunity to absorb growth and transform into a transit-oriented community which is expected to absorb more than 30,000 new residents and 40,000 new jobs over the next twenty years, and

WHEREAS broad goals of the project include: (1) pre-approving up to 30 million square feet of new development space through the SEPA process; (2) streamlining development regulations; (3) prioritization of transportation investments; (4) identifying and prioritizing necessary infrastructure improvements; (5) planning for parks, trails, and open space; and (6) identification of potential funding strategies, and

WHEREAS on August 28, 2013, the City of Tacoma and the University of Washington, as co-lead agencies, issued a non-project EIS for the South Downtown Subarea Plan, and

WHEREAS 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, and

WHEREAS the non-project EIS eliminates the need for subsequent environmental review associated with project-specific development proposals that comply with the Subarea Plan's development regulations relevant to the proposed project, and

WHEREAS the non-project EIS provides a developer with certainty and predictability, thereby eliminating duplicative environmental review at the project level and furthering the goals of the State Environmental Policy Act ("SEPA") and the Growth Management Act ("GMA"), and

WHEREAS the co-lead agencies prepared a non-project EIS pursuant to RCW 43.21C.420, known as "Transit Infill Review," and the co-lead agencies completed the planning and environmental review of this subarea plan EIS in conformance with the statutory requirements of RCW 43.21C.420 and the Tacoma Municipal Code ("TMC"), and

WHEREAS given the "sunset" provision of RCW 43.21C.420(5)(a) and (b), the co-lead agencies also complied with RCW 43.21C.031 and RCW 43.21C.440 (planned action) and RCW 43.21C.229 (infill exemption), to provide additional SEPA authority to facilitate and expedite the development contemplated in the subarea plan if the appeal-related provisions in RCW 43.21C.420(5)(a) and (b) expire, and

WHEREAS for a non-project EIS completed under RCW 43.21C.420, the SEPA-based appeal opportunity occurs in conjunction with the adoption of the subarea plan, and

WHEREAS there are no SEPA noticing requirements for subsequent, site-specific development or redevelopment projects that are consistent with the subarea plan and development regulations, and

WHEREAS consistent with RCW 43.21C.420, a proposed development will not be subject to project-specific SEPA-based administrative or judicial appeals if the proposed development is: (1) proposed within 10 (ten) years of the issuance of the

subarea Final EIS; (2) situated within the subarea; and (3) consistent with the adopted subarea plan and development regulations, and

WHEREAS the EIS acknowledges that there will be sufficient utility infrastructure, transportation capacity, and open space to serve anticipated growth, for the next five to ten years, and

WHEREAS the EIS sets forth monitoring protocols and tiered thresholds of development that would trigger a suite of mitigation measures to provide for sufficient infrastructure within the subarea, and

WHEREAS public notification for the Subarea Plan and EIS was provided jointly throughout the project and included an initial Community Meeting on December 1, 2011; an initial Scoping Meeting held on December 15, 2011; and notice of the issuance of the draft Subarea Plan, draft EIS, and notice of the subsequent Public Hearing on April 25, 2013, and

WHEREAS a notice of availability was mailed upon issuance of the final EIS and included notice of the draft Subarea Plan Planning Commission Public Hearing held on September 18, 2013, and

WHEREAS the Planning Commission concluded that, as proposed, the South Downtown Subarea Plan and EIS are consistent with the Comprehensive Plan with a preliminary maximum build-out target of 20 million square feet of new development, and

WHEREAS the Planning Commission recommended that the City Council adopt the draft South Downtown Subarea Plan as a new element of the Comprehensive Plan and adopt the proposed amendments to the TMC Chapters 13.06 Zoning and 13.06A Downtown Tacoma, and

WHEREAS the recommended actions are presented in two separate ordinances for ease of review, consisting of this ordinance to amend the Comprehensive Plan with the addition of the South Downtown Subarea Plan and a separate ordinance to amend TMC Chapters 13.06 and 13.06A to implement the Subarea Plan, and

WHEREAS Chapter 13.02 of the TMC details the procedures and criteria for amending the Plan, including review of potential amendments by the Commission and City staff, and the requirement that potential amendments be subject to a public review process, and

WHEREAS, considering the public testimony received at a hearing on September 18, 2013, together with analyses and assessments completed by City staff, the Commission developed proposed amendments to the Plan, which were compiled in the Planning Commission's Findings and Recommendations Report forwarded to the City Council on November 6, 2013, and

WHEREAS the proposed amendments to the Plan conform to the requirements of the GMA, and were developed and are consistent with the following: (1) the State Environmental Policy Act; (2) VISION 2040, the growth management, environmental, economic, and transportation vision for the Central Puget Sound region; (3) Transportation 2040, the action plan for transportation in the Central Puget Sound region; (4) the Countywide Planning Policies for Pierce County; (5) Substitute Resolution No. 37070, which provides guiding principles for the City's future growth; and (6) TMC Chapter 13.02, and

WHEREAS pursuant to TMC Chapter 13.02, the City Council is required to conduct a public hearing prior to consideration for adoption, and

WHEREAS the City Council conducted a public hearing on the Planning Commission's recommendations on December 3, 2013, and

WHEREAS the effective date of the ordinance for the South Downtown Subarea and Comprehensive Plan adoption shall be January 1, 2014; Now, Therefore,

BE IT ORDAINED BY THE CITY OF TACOMA:

Section 1. That the City Council adopts the Findings and Recommendations of the Planning Commission, dated November 6, 2013.

Section 2. That the City of Tacoma Comprehensive Plan is hereby amended with the addition of the South Downtown Subarea Plan as set forth in the attached Exhibit "A."

Adopted _____

_____
Mayor

Attest:

_____
City Clerk

Approved as to form:

_____
Deputy City Attorney

SOUTH DOWNTOWN SUBAREA PLAN

City of Tacoma

November 2013

VIA

TABLE OF CONTENTS

FIG. 1-1 The restoration and improvement of South Downtown's urban waterfront, an important component of Tacoma's history and identity, presents a unique opportunity for further redevelopment.

01

INTRODUCTION

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

SUMMARY AND PROCESS

Overview

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

The Project integrates multiple planning efforts at the Federal, State, regional, County, and City levels. It was funded through a Federal Partnership for Sustainable Communities[1] grant that was awarded to the Puget Sound Regional Council (PSRC) to create the Growing Transit Communities Partnership (GTC).[2] The overall goal of GTC is to integrate land use, economic, and transportation planning decisions to promote equitable, transit-oriented communities along light rail corridors in the region. The City of Tacoma was awarded $500,000 from GTC to conduct a Subarea Plan and Environmental Impact Statement (EIS) for South Downtown, one of three GTC "catalyst" projects in the region.

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

The Subarea Plan

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

1 www.sustainablecommunities.gov
2 www.psrc.org/growth/growing-transit-communities/

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

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

The Environmental Impact Statement

The City of Tacoma and the University of Washington, as co-lead agencies, have prepared a non-project Environmental Impact Statement (EIS) for the South Downtown Subarea Plan. A non-project EIS involves a cumulative environmental impact and mitigation analysis for the entire Subarea, rather than piecemeal analysis on a project-by-project basis. The non-project EIS eliminates the need for subsequent environmental review associated with project-specific development proposals that comply with the Subarea Plan's development regulations. As such, the non-project EIS provides developer certainty and predictability, thereby streamlining the environmental review process and furthering the goals of the State Environmental Policy Act (SEPA)[3] and the GMA. The non-project EIS is subject to RCW 43.21C.420, known as "Transit Infill Review." Recognizing that RCW 43.21C.420(5)(a) and (b) include a sunset provision, the co-lead agencies are also proceeding under RCW 43.21C.031 (planned action) and RCW 43.21C.229 (infill exemption), to provide additional SEPA tools if provisions in RCW 43.21C.420(5)(a) and (b) expire.[4]

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

Mitigation Strategy

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

Currently in South Downtown there is sufficient utility infrastructure, transportation capacity, and open space to serve anticipated growth likely for the next 5 to 10 years. Within this timeframe, requirements for mitigations placed on private development would not only be unnecessary, but also could have the

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

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

unintended consequence of creating a financial barrier to redevelopment.

The Subarea Plan recognizes that the levels of buildout being considered would eventually require improvements in infrastructure and amenities to serve significantly higher numbers of residents and employees in South Downtown. To address future needs for transportation and open space, the Plan proposes phased-in impact fees (see Chapter 10, Capital Facilities). The recommendation is for tiered thresholds at 10 and 20 million square of development that would trigger increasing impact fees to fund both multimodal transportation projects and new open space.

The Subarea Plan also proposes development thresholds to trigger requirements for Transportation Management Programs (TMP) intended to reduce the share of tenants and employees who drive alone. The proposed TMP threshold is five million square feet of new development in the Subarea, after which predefined TMPs would be required as conditions of approval for all future development.

To address potential future impacts of increased automobile and truck traffic, the Subarea Plan proposes the monitoring of transportation performance, along with thresholds of significance for impacts to public transit speed, reliability and capacity, and to connections to the state highway system (see Chapter 9, Mobility). Multiple possible mitigation measures are also proposed.

Currently the Subarea has an amount of affordable housing that exceeds the Pierce County Countywide Planning Policies target (see Chapter 5, Affordable Housing). To ensure that a sufficient supply of affordable housing is maintained as the Subarea builds out, the Subarea Plan proposes that the City monitor affordable housing over time, and establish policies and regulations that are activated when trends indicate that corrective action is necessary.

As to Public Utilities and Public Services, the EIS documents can be expanded to meet the anticipated demands of the future buildout in South Downtown as needed over time.

Lastly, a five-year planning framework is proposed. This framework would provide adequate intervals of monitoring where the Plan, in its entirety or specific sections, would be reviewed in terms of population, employment growth, redevelopment, public investment, and housing to ensure the needs of the Subarea are being met as the City's land use and technical tools evolve. This ensures the Plan remains dynamic and comprehensive and that the needs of the Subarea are realized. The Plan assumes changes and provides a framework for change; as the FEIS review analyzed a maximum development potential of 30 million square feet, 30,000 residents, and 40,000 jobs, additional environmental review would not be required until these levels have been met.

Other Downtown Subareas

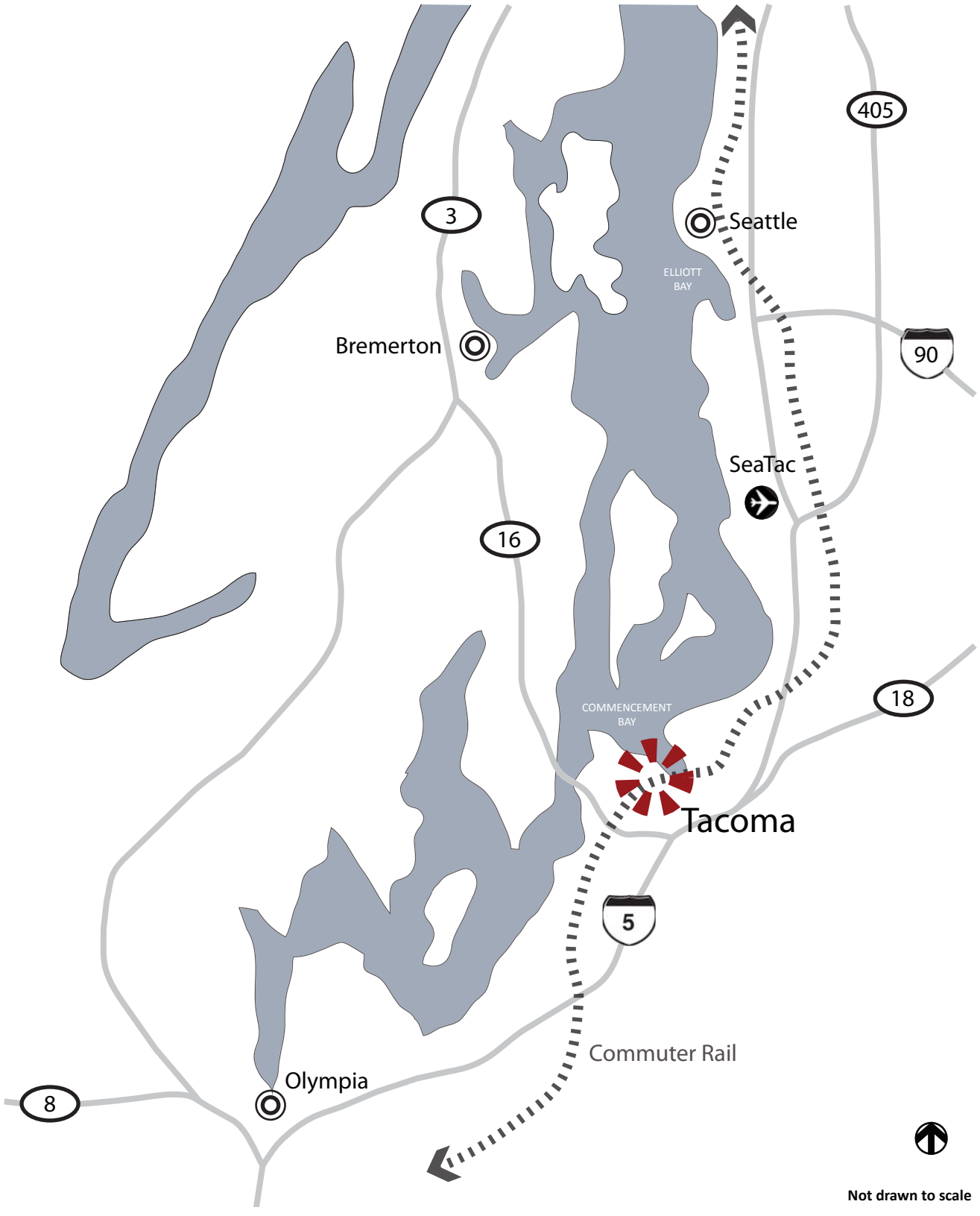
The City of Tacoma is also currently engaged in Subarea Plan & EIS projects in the Martin Luther King Jr. Subarea, and the North Downtown Subarea, that, together with South Downtown, comprise Tacoma's entire downtown. By planning for all three of these Subareas in a coordinated fashion, the City hopes to provide a unified plan of action that will leverage synergies and promote the most positive outcomes throughout downtown.

Drafts of the MLK Subarea Plan and EIS were issued in early 2013, and it is anticipated that the final Plan and EIS will be approved by Council in late 2013. It is anticipated that drafts of the North Downtown Subarea Plan and EIS will be issued in Fall 2013.

Timeline

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

FIG. 1-2 TACOMA IN THE REGION



Community Planning Process

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

- *Monthly Steering Committee*: This group consists of highly engaged South Downtown property and business owners, along with representatives from agencies such as Pierce Transit, Tacoma Housing Authority, Downtown on the Go, and the Tacoma-Pierce County Chamber of Commerce. Representatives from two important South Downtown community groups — the Hillside Development Council and the Dome Business District Association — represented their groups at the meetings.
- *Quarterly Working Group:* Officially appointed by the City Council, this 39-member group was convened to provide a broader, more citywide perspective than that of the Steering Committee. Members include representatives from City Utilities, Metro Parks, and groups such as the Cross Cultural Collaborative, the Puyallup Tribe and Sound Transit.
- *Subarea Plan Community Meeting*: A community meeting was held on December 1, 2011 to inform agencies, organizations and the public of the planning process associated with the proposed *South Downtown Subarea Plan*,[5] to define the geographical area of analysis, discuss the increased density and alternatives that are preliminarily being considered, and describe the interrelated EIS process. The meeting gave the public an opportunity to engage, learn, and ask questions.
- *EIS Scoping Meeting*: An EIS Scoping Meeting[6] was held December 15, 2011 to provide an opportunity for agencies, organizations and the public to better understand the scope of the proposed *South Downtown Subarea Plan* and to present testimony regarding alternatives and environmental issues to be evaluated in the EIS.

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

- *Stakeholder Interviews*: Fifteen separate 75-minute stakeholder interview sessions involving 30 people were held over a three-day period. Each session addressed a specific topic, such as development, human services, transportation, etc. Participants were sent a survey in advance of the interview session to guide the discussions. During the sessions, participants were asked to share their concerns, hopes, issues and visions for the South Downtown Subarea. Participants were encouraged to state their views and suggestions even when they strayed from the topics for which the focus groups were initially organized.
- *Opinion Survey*: A 47-question survey was created to capture the opinions of members of the public interested in the South Downtown Subarea Plan & EIS Project. In June 2012, a downloadable PDF version of the project survey was made available on the City of Tacoma's website. An online version of the survey was also posted on Survey Monkey and linked to the City's website. Most of the questions were multiple choice, and the survey required approximately 10 minutes to complete. As of February 2013, 95 people had responded to the survey and 78 people had completed the survey. The survey results are included in Appendix C.

5 Consistent with the requirements of RCW 43.21C.420
6 Pursuant to WAC 197-11-410(1)(b)

FIG. 1-4 SOUTH DOWNTOWN CONTEXT

VISION

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

The Vision

South Downtown Tacoma will be:

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

The Big Picture

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

During the latter half of the 20th Century, central cities in the United States struggled with population loss and economic stagnation, but in recent decades, that trend has begun to reverse. This comeback of cities is being driven by a host of converging factors, including demographics, consumer preferences, economics, and the need to reduce our ecological footprint. Previously developed but underutilized urban areas such as South Downtown Tacoma provide the nation's most opportune places to accommodate the rising demand for healthy, equitable, walkable, transit-rich, mixed-use neighborhoods. A key strategy to utilize in order to realize the needed urban transformation is to "set the table," such that City policy and infrastructure investments facilitate the desired economic development and associated benefits.

Tacoma and the Region

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

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

Tacoma South Downtown

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

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

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

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

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

- *Walkability:* A safe, comfortable, and engaging pedestrian experience is perhaps the most essential ingredient of a vibrant, mixed-use center.
- *Transportation Choices:* Providing convenient, practical alternatives to personal vehicles enhances social equity and health while reducing environmental impacts—greenhouse gas emissions in particular.
- *Mixed-use:* Neighborhood vibrancy is enabled by a balanced mix of complementary uses, including housing, retail, office, entertainment, and light industrial uses.
- *Affordable Housing:* Ensuring equitable access to all the benefits provided by a transit-rich, walkable neighborhood requires the availability of sufficient, quality affordable housing.
- *Flourishing Commerce:* Job creation relies on conditions that attract and retain a wide range of businesses, including retail, professional services, green technology, software, and creative arts.
- *Open Space:* A diverse network of high-quality open spaces and equitably accessible active recreation opportunities, which are essential for preserving livability and health as density increases.

- *Water Access:* The waterfront along the Foss Waterway is a valuable public amenity and should be easily accessible, welcoming, and usable for residents, workers, visitors, and water-oriented businesses.
- *Connections:* Legible, efficient connections between districts, to transit, and to surrounding neighborhoods via all modes, including bicycling, will knit together the Subarea and integrate it with the City.
- *Managed Parking:* Transformation towards reduced car dependence is incremental, and parking must be carefully managed over time to ensure that sufficient access is retained during the transition.
- *Preservation and Adaptive Reuse:* Underutilized historic and older structures present opportunities for sustainable building reuse and the preservation of architectural character.
- *Green Infrastructure:* Strategies such as rain gardens, swales, green roofs, permeable pavement, and rainwater capture will help minimize demand on existing conventional water infrastructure.
- *Brownfield Restoration:* Policies to facilitate the redevelopment of brownfield sites will help to remove a significant barrier to economic development.
- *Center of Culture and Education:* The success of urban centers is increasingly driven by their ability to attract residents and businesses that value access to culture and education.
- *Regional Destination:* Drawing visitors from afar brings vitality to the streets and patrons to businesses as well as exposing people to a new place they may decide to call home someday.
- *Diverse, Synergistic Neighborhoods:* Create a more successful urban center by leveraging the unique strengths of each character area to enable complementary relationships.
- *High-quality Design:* Design guidelines and standards can help ensure a well-designed built environment.
- *Healthy Lifestyle Infrastructure:* Providing access to amenities and resources to foster wellness and safe, healthy living choices and services.
- *Catalytic Redevelopment Projects:* Incentivized public-private partnerships will be key to promoting "trail blazer" projects that catalyze follow-on private investment.

The Tacoma South Downtown Non-project Environmental Impact Statement and Subarea Plan

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

This "upfront" EIS process requires analyses of buildout alternatives that identify any anticipated negative environmental impacts and define measures to mitigate these impacts. The redevelopment of South Downtown could potentially provide abundant social, economic, health, and environmental benefits at both the local and regional levels. Given this potential, the EIS alternatives were chosen to test levels of growth that exceed previous expectations, and reflect the kind of dense urban center that South Downtown could ultimately become given its robust infrastructure and wealth of urban assets. The preliminary maximum buildout target is 20 million square feet of new development, corresponding to 30,000 new residents and 40,000 new jobs.

The Tacoma South Downtown Subarea Plan

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

In sum, the South Downtown Subarea Plan will:

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

CONCEPTUAL APPROACH

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

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

Adverse impacts of limited private investment

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

In addition to the challenges identified above, this pattern of limited private investment, if it persists, will also preclude capitalizing on the valuable infrastructure assets in South Downtown. Infill redevelopment is fundamental to leveraging a range of existing investments, such as the roadway system, sidewalks, utilities, historic building stock, cultural attractions, a renovated waterfront, and freeway access. In particular,

the low density of people and jobs in South Downtown is indicative of a drastic underutilization of the area's major transit investments, most notably the Tacoma Dome Station, one of the largest regional transit hubs in the Pacific Northwest.

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

Positive impacts of redevelopment

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

However, fully accounting for the potential benefits of smart growth requires looking beyond the typical scope of an EIS, which focuses on local effects, and usually assesses total impacts as opposed to per capita impacts. For example, a typical EIS for a new building will analyze car trips and their impact on the roadway system. But while those car trips may add to local congestion, the building is also likely to encourage transit use that reduces vehicle miles traveled (VMT) on per capita basis. Since that outcome is aligned with widely agreed-upon public policy goals to reduce car dependence—including the State of Washington's legislated goal to reduce per capita VMT by 50 percent by 2050—encumbering developers with an exhaustive list of local traffic mitigations may be counterproductive. The same logic applies to other regional benefits of smart growth, such as cleaner air, reduction of polluted stormwater runoff, and preservation of farms and forests - it makes more sense to address these issues and related mitigations in a coordinated manner at the district scale rather than separately on a project-by-project basis.

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

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

Development Strategies

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

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

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

Rebranding

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

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

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

GROWING TRANSIT COMMUNITIES PARTNERSHIP

The South Downtown Subarea Plan & EIS project was funded through the Growing Transit Communities Partnership (GTC), a program of the Puget Sound Regional Council. The overall goal of GTC is to help local communities make the most of major new transit investments that will be built over the next 20 years by providing all people the choice to live in affordable, vibrant, healthy and safe communities where they can conveniently walk or take a train or a bus to work, and have good access to services, shopping and other activities.

A central strategy to achieve this goal is promoting compact, equitable communities along the region's expanding high-capacity transit corridors, as shown in the map in Figure 1-5. Over the past two years, GTC has coordinated stakeholders from local governmental jurisdictions, businesses, community organizations, and others to develop a Corridor Action Strategy for each of the region's three light rail transit corridors. The output of this collaborative process is documented in the draft Growing Transit Communities Strategy, published in May 2013. The draft document is currently under review and the final will be issued in Fall 2013.

A key component of the draft GTC Strategy document is a "Regional Compact" that allows municipalities, agencies, non-profits and other stakeholder groups to make a non-legally binding commitment to work in partnership over time to achieve GTC's primary goals, which are to:

- Attract more of the region's residential and employment growth to high capacity transit communities
- Provide housing choices affordable to a full range of incomes near high-capacity transit
- Increase access to opportunity for existing and future residents of transit communities

The City of Tacoma is an enthusiastic signatory to the GTC Regional Compact. The above goals are central to the Vision for South Downtown that this Subarea Plan is intended to promote.

In recognition of the fact that station areas vary widely, the GTC Strategy document establishes a typology intended to identify the most appropriate strategies for specific station areas. The typology is based on both physical and social characteristics. The four Sound Transit LINK station areas located in South Downtown are all designated as the "Stimulate Demand" type. This type is characterized by a medium risk of displacement, limited access to opportunity, good urban form, and weak market strength. The City of Tacoma supports a "Stimulate Demand" approach.

The high priority strategy categories that GTC associates with the "Stimulate Demand" type are:

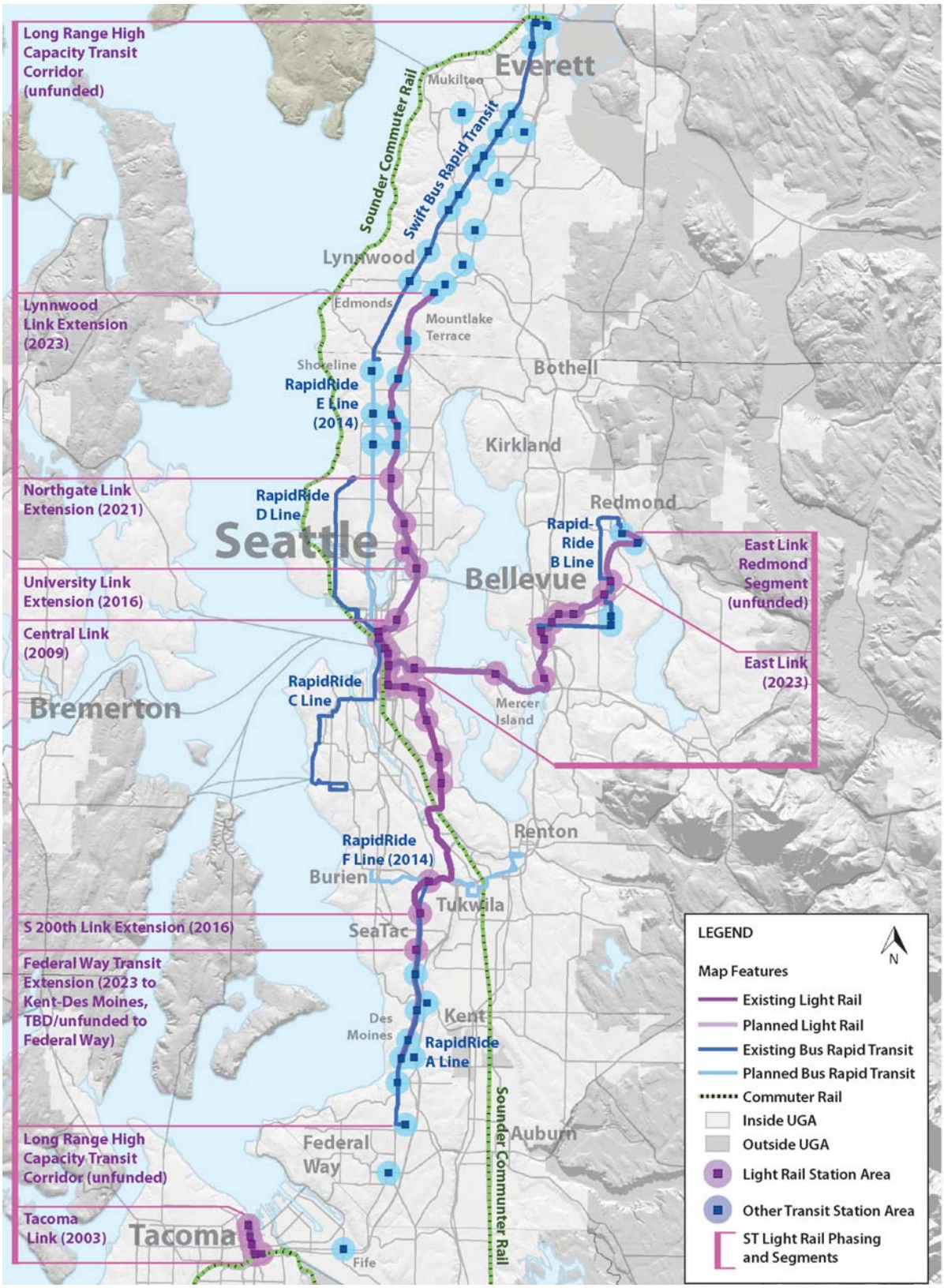
- Promote economic development to retain and expand job base
- Long-range capital facilities plan with phased infrastructure and public realm investments
- Affordable housing assessment and preservation
- Community needs assessment and targeted investments

Overall, the South Downtown Subarea Plan is well-aligned with the above strategies. In particular, as noted in the Conceptual Approach Section above, the primary goal of the Plan and EIS is to promote economic development. The Subarea Plan emphasizes infrastructure and public realm investments that would catalyze redevelopment. The Plan also establishes and affordable housing goals and proposes affordable housing monitoring over time.

The GTC Strategy document recommends actions associated with each of their strategies, and categorizes the actions according to the appropriate responsible party. A total of 61 actions are identified for local governments. Two of these actions are particularly relevant to specific features of the South Downtown Subarea:

- GTC Strategy number 1.5 is to: "Collaborate with local governments and other stakeholders to explore options for regional designation of selected transit communities based on their potential to

FIG. 1-5 GROWING TRANSIT COMMUNITIES PARTNERSHIP PLANNING AREAS



provide regional benefits and alignment with the GTC Strategy." Based on the potential for a transit community detailed in this Subarea Plan, the City of Tacoma proposes that the Tacoma Dome Station is an ideal candidate for such a regional designation.

- GTC Strategy number 6.6 is to: "Adopt criteria for transportation project funding that incentivize local adoption of station area plans that are consistent with regional guidance." This Subarea Plan firmly grounded in regional smart growth objectives and the regional importance of South Downtown's transit assets. The City of Tacoma proposes that the South Downtown Subarea Plan could serve as a model for a station area plan that would merit prioritization for transportation project funding.

Overall, the City of Tacoma's approach to transit communities is well-aligned with GTC's recommended actions that are tied to local government. However, the City also recognizes several of the GTC's recommended actions for which the City should expand efforts in the future, as follows:

- 11.8, 11.9, and 12.5 involve assessing affordable housing needs and conducting an inventory
- 11.10 calls for establishing affordable housing goals defined according to 0%-30% of AMI, 30%-50% of AMI and 50%-80% of AMI
- 11.11, 12.6, and 12.7 concern preservation and/or replacement of existing affordable housing
- 16.6 and 16.7 involves promoting the use of surplus publicly-owned property for affordable housing development
- 19.7 and 19.9 call for applying the community needs assessment resources developed through the GTC program
- 20.7 involves addressing areas that lack access to affordable healthy foods
- 21.12 calls for economic development strategies to support small businesses around transit

CONSISTENCY WITH EXISTING PLANS AND POLICY

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

Federal Partnership for Sustainable Communities

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

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

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

7 http://www.sustainablecommunities.gov/

Downtown Tacoma was chosen for a "catalyst" project because of its exceptional potential to realize those principles and become a regional model for sustainable development.

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

Washington State Growth Management Act

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

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

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

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

Within Tacoma, GMA goals would be best served by maximizing accommodation of the growth allocations within the downtown core, where there is plentiful development capacity, a concentration of employment, and significant infrastructure, including a regional transit hub. A 2009 City of Tacoma study estimated that downtown Tacoma has the capacity to accommodate an additional 62,400 people and 42,200 jobs, which is a large portion of the growth allocations.[8]

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

8 "Idenfitying Redevelopable Lands – Application of a Land Value Potential (LVP) Approach in Urban Centers, September 2009"

FIG. 1-6 *Vision 2040* is focused on guiding development to accommodate regional growth.

VISION 2040

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

One of the six overarching goals of VISION 2040 is to "focus growth within already urbanized areas to create walkable, compact, and transit-oriented communities that maintain unique local character." Even more pertinent to South Downtown Tacoma, VISION 2040 establishes the following policy: "Encourage efficient use of urban land by maximizing the development potential of existing urban lands, such as advancing development that achieves zoned density."[9]

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

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

The objectives of the South Downtown Subarea Plan are completely in sync with VISION 2040's intention to target growth and leverage the potential of Regional Growth Centers. South Downtown has exceptional physical and cultural assets and significant development capacity. The Plan will develop strategies for how to maximize growth and livability in tandem, an outcome that supports both the local and regional goals of VISION 2040 and that results in attracting significantly more residents and jobs.

Pierce County Countywide Planning Policies

In accordance with Washington State's GMA, the Pierce County Regional Council maintains the Pierce County Countywide Planning Policies (PCCPP) to coordinate planning countywide. Updated in 2012, the PCCPPs include a wide range of policies that support the objectives of the South Downtown Subarea Plan, with the most relevant policies summarized below:[10]

Community and Urban Design

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

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

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

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

Economic Development and Employment

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

- Providing an adequate supply of housing with good access to employment centers
- Determining a reasonable "jobs/housing" balance and then coordinating land use and development policies to help achieve the designated balance of adequate affordable housing accessible to employment centers
- Providing opportunities and locations for incubator industries
- Marketing development opportunities
- Encouraging redevelopment of underutilized commercial areas
- Encouraging the location of economic development activities in areas served by public transit and adequate transportation facilities
- Reducing inefficient, sprawling development patterns
- Reducing transportation demand
- Promoting development in areas with existing available public facility capacity
- Encouraging joint public/private development as appropriate
- Concentrating a significant amount of economic growth in designated centers
- Promoting infill development to assist in maintaining a viable market for existing businesses
- Utilizing redevelopment or other public financing mechanisms, where appropriate, to maintain existing businesses
- Streamlining permit processing

Health and Well-Being

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

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

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

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

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

Climate Change:

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

Transportation Facilities and Strategies

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

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

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

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

Overall Policies for Non-Industrial Centers

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

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

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

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

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

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

Regional Growth Centers

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

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

Tacoma Comprehensive Plan

The Comprehensive Plan is Tacoma's 20-year plan for physical growth, development and improvement. Its various Elements include a wide range of policies that are aligned with and support the objectives of the South Downtown Subarea Plan, the most relevant of which are summarized below:[11]

Growth Strategy and Development Concept Element

This Element articulates several relevant policy goals, including:

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

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

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

Generalized Land Use Element

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

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

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

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

Downtown Element

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

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

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

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

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

Transportation Element

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

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

As part of the Transportation Element, the City of Tacoma adopted the *Mobility Master Plan* in 2010, an implementation plan for improving "conditions for pedestrians and bicyclists citywide over the next fifteen years," providing "recommendations for developing a nonmotorized network that reduces auto travel, increases the number of nonmotorized users of all ages and abilities…"[12] The main goals of the plan are to:

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

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

- "Provide the greatest connectivity to the greatest number of people or neighborhoods;
- "Provide connections to transit;

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

- "Connect major employers or employment areas to residential areas in order to increase commute trips by bike or walking;
- "Connect residential areas to local retail, business and community services so residents can access daily"

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

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

To provide guidance for the Transportation Element update, the City established a Transportation Commission in August 2013. This work is expected to lead to further refinements in the Subarea Plan's mobility policies.

Thea Foss Waterway Design and Development Plan

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

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

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

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

Transfer of Development Rights

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

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

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

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

This TDR program will help further the goals of the South Downtown Subarea Plan & EIS by providing a mechanism to preserve historic buildings or open space in habitat corridors. Under existing zoning and real estate market conditions in South Downtown, there is unlikely to be demand from developers to purchase additional development capacity through TDRs. However, establishment of a TDR program in the near term ensures that when the real estate market improves, TDR will be in place and ready to be applied to projects.

In March 2013, the City, in partnership with Pierce County, was awarded a Washington Department of Ecology Watershed Protection and Restoration Grant of $44,500 to conduct a study of the Landscape Conservation and Local Infrastructure Program (LCLIP) as applied in downtown Tacoma. LCLIP is a regional-scale tool authorizing new financing for central Puget Sound cities to invest in infrastructure to support growth and redevelopment. The transfer of growth potential from county resource lands to Tacoma's downtown will reduce storm water impacts to critical watershed health in the Puget Sound basin. The work plan includes stakeholder engagement, analysis, model refinement, and strategies for integration into the Land Use Code.

City of Tacoma Climate Action Plan

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

> *"[The] City should implement smart growth principles – including compact, transit-oriented development within the City's mixed-use centers – to promote mixed-use developments, affordable housing, green building, green site development, and bike- and*

pedestrian-friendly neighborhoods. Policies should increase mobility while decreasing dependence on private vehicles."

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

Washington State Policy on Greenhouse Gas Emissions

In 2008, the Washington State Legislature passed House Bill 2815, mandating reductions in vehicle miles traveled (VMT).[13] Intended as a strategy to reduce greenhouse gas emissions from automobiles, the legislation sets targets of 18 percent reduction in per capita VMT by 2020, 35 percent by 2035, and 50 percent by 2050. Numerous studies have shown that households in walkable, transit-rich neighborhoods tend to drive less than comparable households located in more car-dependent environments.[14] Focusing new household and employment growth in South Downtown will help the State to meet its VMT reduction goals.

University of Washington Tacoma Campus Master Plan

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

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

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

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

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

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

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

Other Plans and Studies

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

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

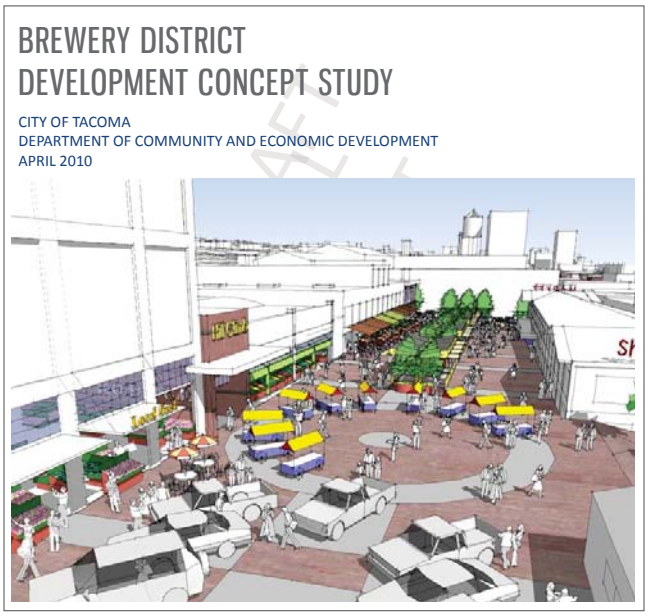


FIG. 1-7 The 2010 *Brewery District Development Concept Study* explored neighborhood revitalization strategies for the Brewery District.

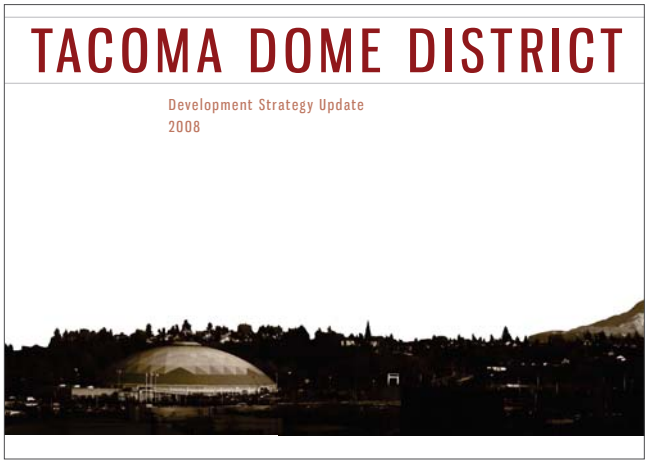


FIG. 1-8 The 2008 *Tacoma Dome District Development Strategy Update* proposed revitalization strategies based on utilizing the unique assets of the Dome District.

- » A Shoreline Neighborhood: Water Experience/ Park Integration
- » Making a Distinctive Place: Building Place - Distinctive Urban Form
- » A Destination Neighborhood: Integrating the Dome

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

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

NEW REPORTS

The following two reports were generated after the Draft Subarea Plan was issued. Both reports draw from, and support the goals of the Subarea Plan.

Amtrak Station Relocation Recommendations

In early 2013, the City formed a citizen advisory committee to review the proposed relocation of the Amtrak train station, currently located at 1001 Puyallup Avenue, to the Freighthouse Square mixed-use retail facility at 2501 East "D" Street. Comprised of 15 stakeholders from local government agencies, community leaders and business owners within the District, the Advisory Committee met six times between February 25th and April 29th of 2013. The Committee issued its final report on May 1, 2013.

Overall, the recommendations given in the report are well-aligned with the policies and actions proposed in the Subarea Plan. The following recommendations from the report are most relevant to, and supportive of the Subarea Plan:

- Blockage of East C and East D Streets by either trains, train-related safety gates, safety arms, or signaling devices must only occur when trains are passing to facilitate improved pedestrian and vehicular north-south circulation throughout the District.
- Because of the increased length of the Amtrak trains, placing the station platform onto the trestle to the east should be considered.
- Amtrak and WSDOT should continue to work with the City and the Federal Rail Administration on the application to create a "quiet zone" throughout the "core" area of the District.
- New off-street parking should not be allowed to be located on "core" pedestrian-oriented streets unless fully enclosed within a mixed-use structure with at least the first 40 feet reserved for retail and/ or service type uses.

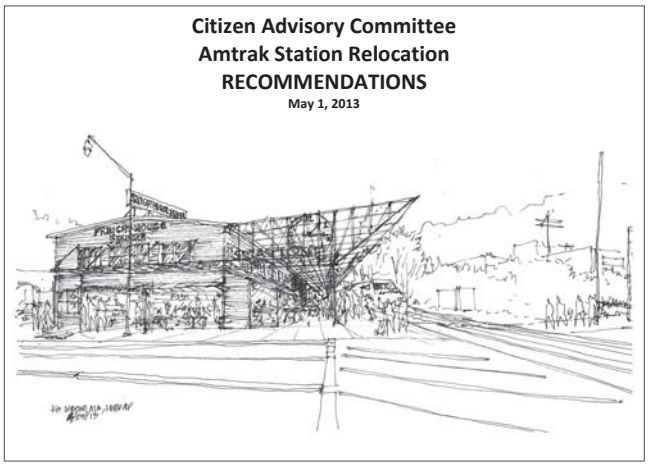


FIG. 1-9 The 2013 *Amtrak Station Relocation Recommendations* support the recommendations of the Subarea Plan.

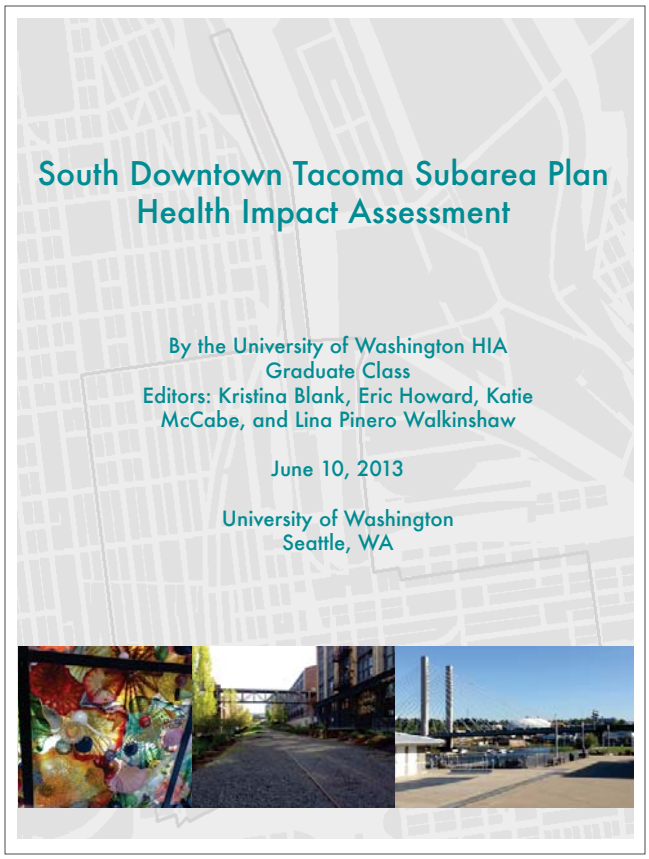


FIG. 1-10 The 2013 *South Downtown Tacoma Plan Health Impact Assessment* evaluates policy direction on the basis of community health opportunities and impacts.

- Off-street parking within the District should not be "free" since in reality it is not and when "free" it distorts the market in terms of supply and demand.

Health Impact Assessment

In Spring 2013 a team of University of Washington, Seattle, graduate students conducted a Health Impact Assessment (HIA) on the South Downtown Subarea Plan. HIAs are an emerging method for considering how policies, plans, and projects potentially affect human health, both positively and negatively. The overall goal of an HIA is to present practical recommendations that lead to health-supportive actions by decision makers.

The team identified six health areas of focus for the HIA:

- Mobility
- Economic Security
- Food Access
- Mental Health and Social Capital
- Affordable and Healthy Housing
- Environmental Health

In general, the HIA provides a positive endorsement of the concepts, policies, and actions proposed in the Subarea Plan. The HIA found that the Plan can be expected to have primarily beneficial health impacts, including the following positive outcomes:

- The Plan's mobility strategies are expected to promote physical activity, improve access to healthcare services and employment, and reduce risks of injury.
- If the Plan achieves its goal of improved economic vitality for the region, it will potentially lead to improvements in: work-life balance, job benefits, job security, and public funding. In turn, these outcomes are likely to have positive mental and physical health impacts on the community, including decreased rates of violence, cardiovascular disease, depression, and substance abuse.

- The Plan includes support to expand the number of community gardens and a proposal for a future farmers market, which are likely to have benefits in regard to food access.
- The Plan supports mental health and social capital by improving access to green spaces, expanding community gardens, reducing train horn noise, and developing vacant, underutilized land throughout the Subarea.
- The SAP does a thorough job taking into account issues around affordable housing, housing quality, and displacement.
- The SAP has the potential to significantly reduce environmental exposures in the Subarea through the redevelopment of contaminated brownfields, reduction of particulate matter emissions by wood-burning stoves, and increased use of non-polluting, active forms of transportation.

Key recommendations for improvements include:

- The City of Tacoma should emphasize job training, collaboration, employment opportunities, and outreach to meet economic development goals.
- The City of Tacoma should outline specific infrastructure plans, design guidelines, and incentives for bringing a full service grocery store, supermarket, or supercenter into one or more key locations in the Subarea.
- The Plan should consider redefining affordable housing as affordable to individuals earning 50% AMI rather than the current 80% AMI.

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

02

SOUTH DOWNTOWN CONTEXT

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

THE SOUTH DOWNTOWN SUBAREA

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

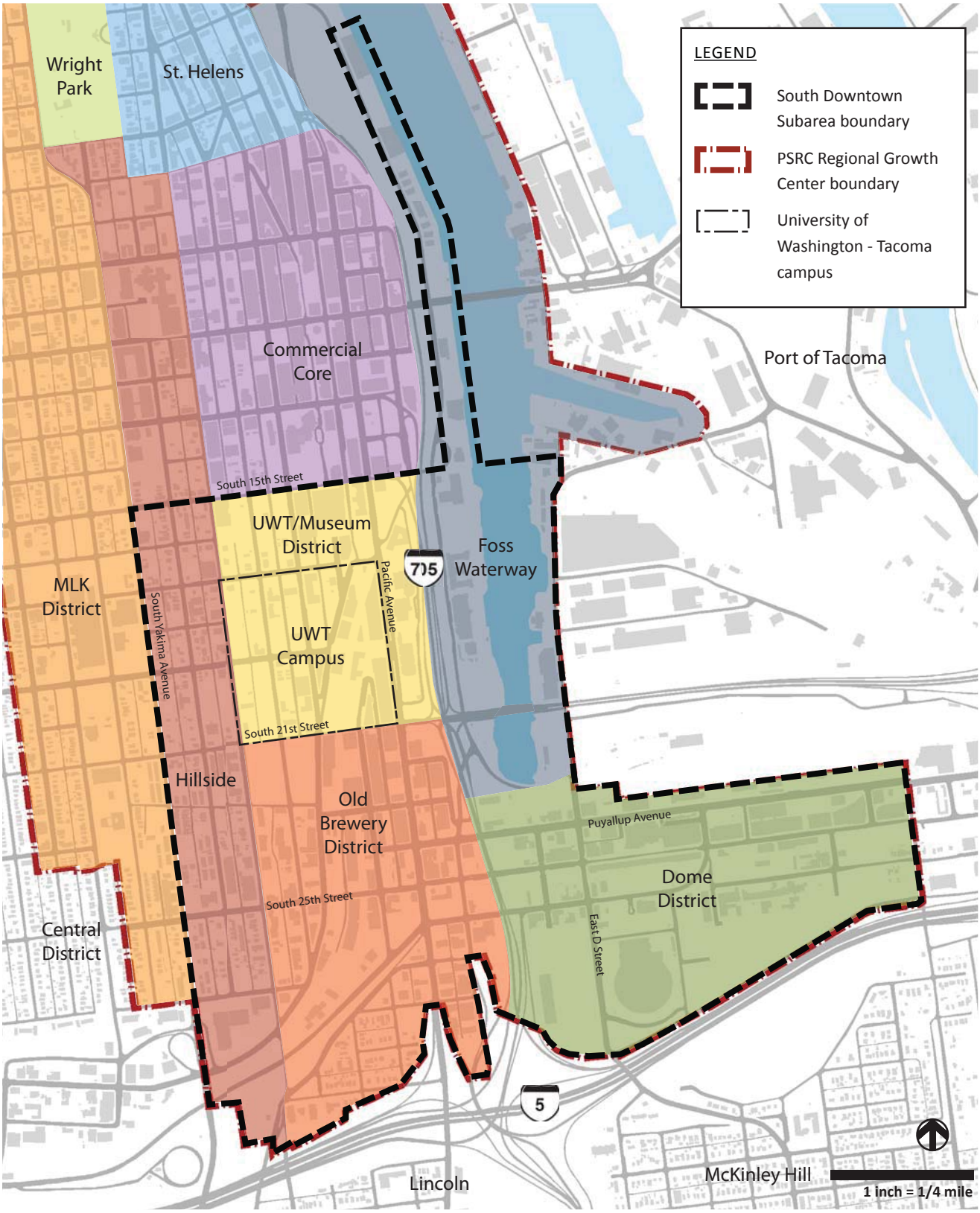
South Downtown is comprised of five distinct districts: the Brewery District, the University of Washington Tacoma (UWT)/Museum District, the Dome District, the southern portion of the Hillside neighborhood, and the Foss Waterway.

The Brewery District

The Brewery District is named for the historic breweries built in the area starting in the late 19th Century. Although none of the original breweries are still operating, many of the historic red brick buildings remain, creating a distinct architectural character for the District. During the first few decades of the 20th Century, a variety of retail, service, and industrial establishments were built in the Brewery District, creating the gritty commercial character that persists to this day.

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

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



The UWT/Museum District

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

The Dome District

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

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

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

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

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

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

FIG. 2-9 This church on South Fawcett Avenue in the UWT/ Museum District has been adapted for use as a dance studio.

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

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

FIG. 2-8 The steep east-facing slopes of the Hillside District provide spectacular territorial views, such as this view of Mount Rainier.

FIG. 2-11 A restored historic building on Puyallup Avenue in the Dome District now houses Alfred's Cafe.

The Hillside District

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

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

The Thea Foss Waterway

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

In 1996, the Foss Waterway Development Authority (FWDA) was established to promote redevelopment along the Waterway. The efforts of the FWDA have led to the construction of the Foss Esplanade, the Museum of Glass, the renovation of the Seaport Museum, two large private mixed-use residential developments, and the renovation of the historic Albers Mill for residential use. The FWDA is involved in ongoing efforts to extend the Esplanade, create new waterfront parks, and promote private development. In Summer 2013 developers submitted plans to the FWDA for a $31 million market-rate mixed-use project on the vacant property immediately north of the SR-509 bridge. The project will include 165 apartments and 12,000 square feet of commercial space, and the developers hope to break ground in Fall 2013.

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

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

FIG. 2-15 EXISTING LAND USE BASED ON TAX PARCEL DATA

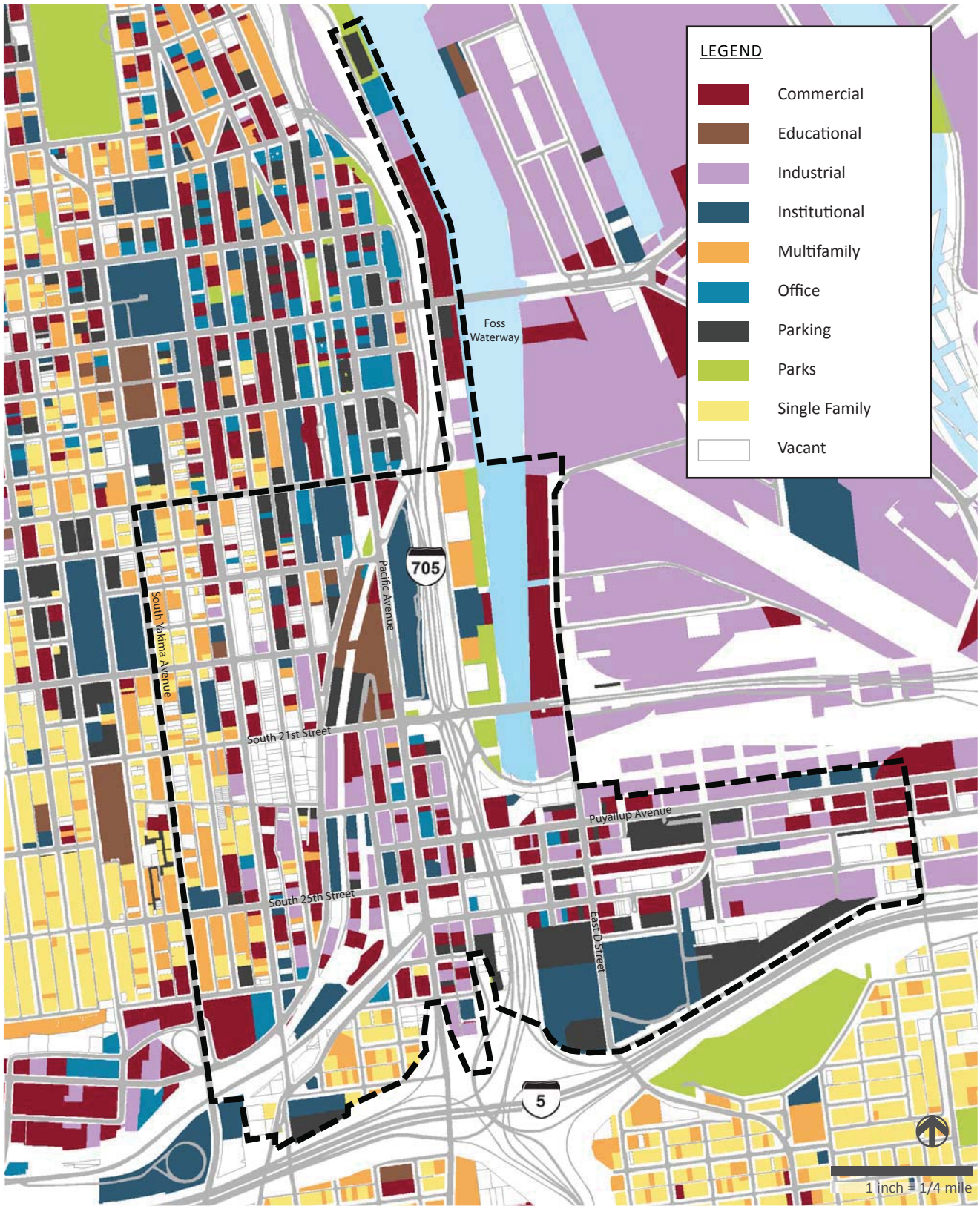
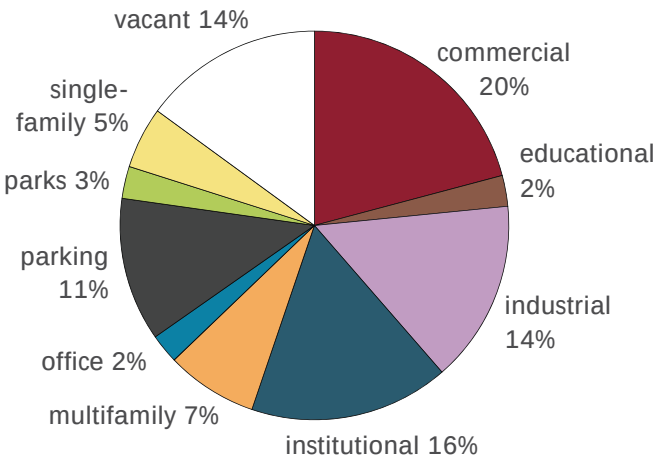


FIG. 2-16 LAND USE AREA PERCENTAGES



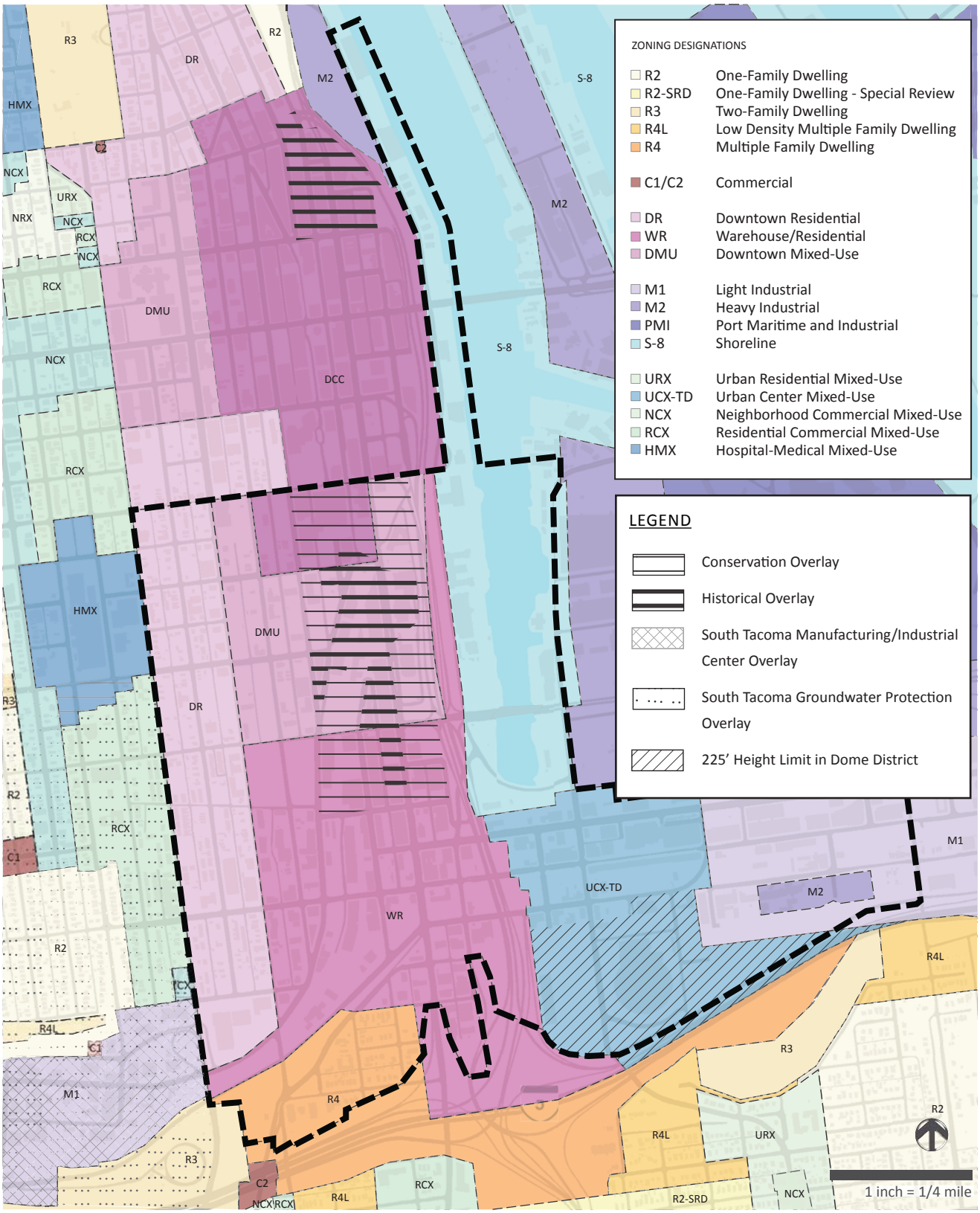
Land Use

Existing land uses within the Subarea are shown in the generalized land use map in Figure 2-15, along with the area breakdown in Figure 2-16. The designations are based on the City's current land use designations assigned at the parcel level, and do not necessarily reflect future land use. Commercial uses occur throughout the Subarea, though less so in the hillside proximate to the west edge of the Subarea where residential uses predominate. Educational uses are primarily found on the UWT campus. Most of the industrial uses are located in the southeast portion of the Brewery District and in the Dome District.

TABLE 2-1 ZONING AREAS AND HEIGHT LIMITS

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

FIG. 2-17 EXISTING ZONING



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

Zoning

Seven zoning districts are found within the Subarea, as mapped in Figure 2-17 and summarized in Table 2-1. The only purely residential zoning in the Subarea is located in the southwest corner of the Subarea in the area known as Knob Hill. The concentration of residential uses on the west hillside is reflected in the Downtown Residential zoning district located west of Tacoma Avenue. Similarly, the concentration of industrial uses to the east of East G Street is reflected in the industrial zoning found there. Otherwise, the Subarea is zoned for mixed-use and in general allows for relatively high-density development.

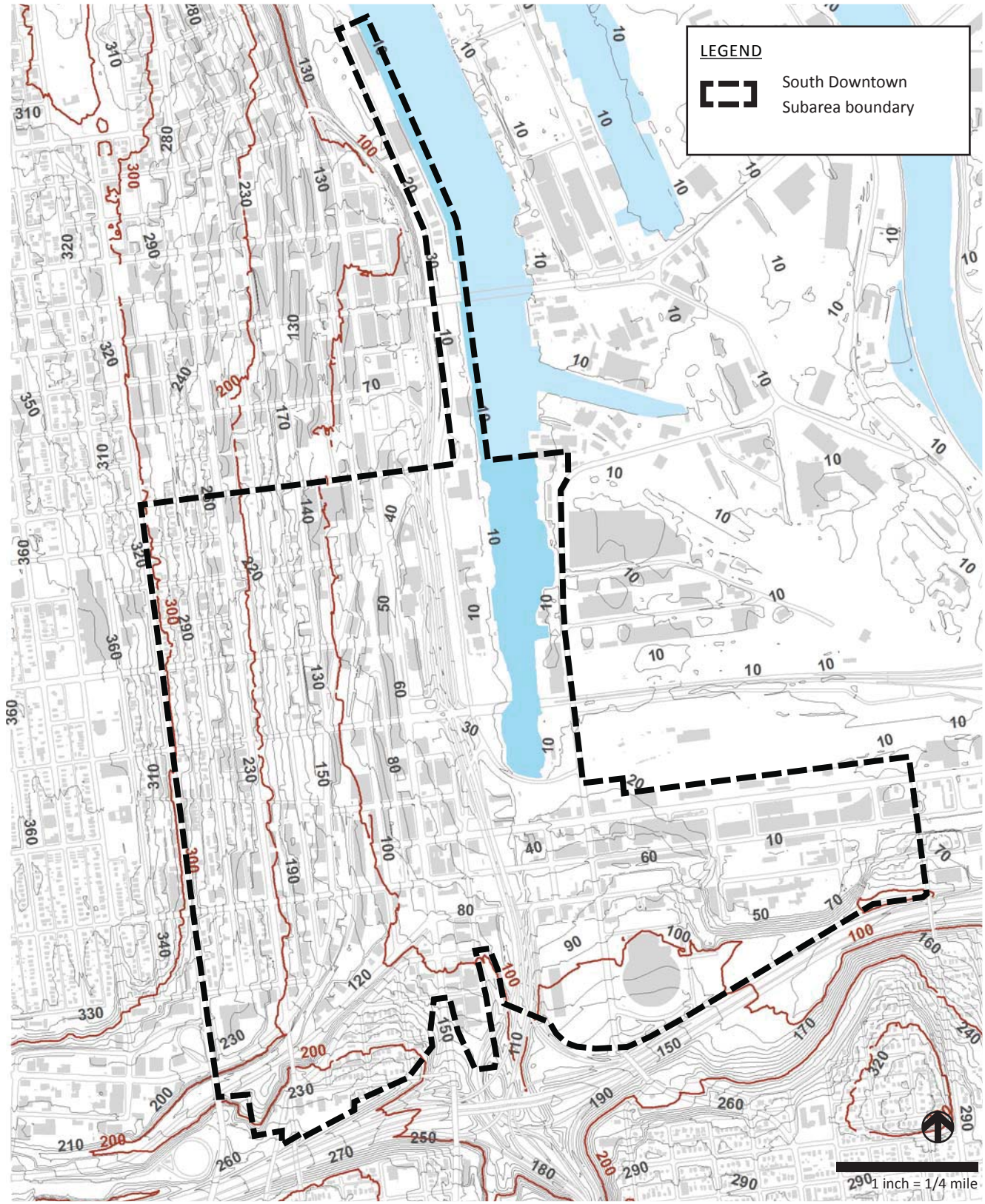
Tacoma's Title 13 Land Use Regulatory Code, Chapter 13.06 defines the following zoning districts within the Subarea:

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

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

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

FIG. 2-18 SOUTH DOWNTOWN TOPOGRAPHY, 10' CONTOURS



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

Topography

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

Built Environment

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

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

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

History

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

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

Dredging for the Thea Foss Waterway was completed by the Army Corps of Engineers in 1907. In 1911, the Northern Pacific Railroad erected a grand terminal called Union Station that replaced Northern Pacific's prior stations and also served the Union Pacific and Milwaukee Road transcontinental rail lines. During the following decades, settlement patterns expanded away from the

TABLE 2-2 SOUTH DOWNTOWN DEMOGRAPHIC AND HOUSEHOLD DATA

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

core areas served by the railroad, and the area's economy grew and diversified beyond its initial focus on maritime trade and resource extraction.

The construction of I-5 and the Tacoma Mall contributed to the decline of Tacoma's downtown during the 1960s through the 1980s. By the 1990s, a recovery had begun to take shape in downtown and in South Downtown in particular, fueled by ongoing major investments, including the establishment of a new University of Washington campus (1990), the renovation of Union Station (1990), the Washington State History Museum (1996), the Museum of Glass (2002), the Tacoma Art Museum (2003), the Greater Tacoma Convention and Trade Center (2004), the Foss Waterway cleanup (2006), the Foss Esplanade (2008, and ongoing), America's Car Museum (2011). Transit investments include the Tacoma Dome Station (2000), Sound Transit LINK light rail (2003), and the Lakewood Sounder commuter rail extension (2012).

POPULATION

General Population

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

Demographics

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

Households

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

Economics

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

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

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

HOUSING

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

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

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

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

- *Albers Mill:* Historic renovation, 36 apartments and retail
- *Thea's Landing:* Seven stories, 188 apartments, 47 condos, 431 structured parking stalls, $35 million
- *The Esplanade:* Nine stories,162 condos, 19,000 square feet of retail/commercial and 280 secure parking stalls, $75 million
- *1501 Tacoma Ave:* 93 condo units, six stories, structured parking built into hillside
- *Court 17 (1717 Market St):* UWT student housing, five stories, 128 apartments, 300 structured parking stalls
- Several townhouse projects, primarily located between Yakima Avenue, Tacoma Avenue, 21st Street, and 25th Street

Affordable Housing

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

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

Students

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

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

EMPLOYMENT

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

TABLE 2-4 COVERED EMPLOYMENT IN THE SOUTH DOWNTOWN SUBAREA

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

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

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

TABLE 2-5 COMPARISON OF COVERED EMPLOYMENT BY SECTOR PERCENTAGE

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

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

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

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

DEVELOPMENT CAPACITY

Capacity Testing

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

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

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

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

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

This process for this Subarea Plan led to a re-examination of growth allocations for downtown, as well as for Tacoma's other Regional growth center and its designated mixed-use centers. The City has proposed a

25 percent market factor. The City has also proposed that 60 percent of the population growth, and 70 percent of the employment growth will occur in the downtown Regional Growth Center. Finally, the City assumes that North and South Downtown will each get one half of the total downtown growth. Together, these assumptions yield allocations of 23,580 people and 22,470 jobs for South Downtown.

For comparison, Pierce County analyzed the redevelopment potential in portions of Downtown Tacoma in a 2009 report entitled *Identifying Redevelopable Lands*. This report looked at the opportunities associated with maximizing the existing zoning potential for dense development and with a 10% increase in rents. It concluded that Downtown Tacoma could accommodate 42,225 people and 62,431 jobs. This capacity is significantly higher than the estimate derived above for South Downtown.

Buildouts for the EIS Alternatives

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

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

Applying these conversions yields 9.83 million sf of residential space, and 9.63 million sf of commercial space. This scenario, rounded to 10 million sf of residential, and 10 million sf of commercial, was designated the "Moderate Buildout" for consideration in the Subarea Plan and analysis in the Environmental Impact Statement (EIS).

To broaden the range of analysis, two additional buildout scenarios were also considered, as shown in Table 2-6. The Large-scale Buildout (Alt 1) is intended to represent the possibility that South Downtown will capture a greater share of growth than is assumed for the Moderate Buildout (Alt 2), or the possibility that actual growth in Tacoma will exceed the 2030 allocations. The Modest Buildout (Alt 3) assumes that South Downtown only captures half of the growth assumed in Moderate Buildout.

TABLE 2-6 THE EIS ALTERNATIVES

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

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

Capacity Testing

The buildouts in Table 2-6 were tested for development capacity in the South Downtown Subarea under existing zoning, and it was determined that capacity is sufficient to support any of the three scenarios. Buildout scenarios by use are illustrated in the maps in Figures 2-19, 2-20, and 2-21. GIS analysis was used to designate the location and quantity of new development at the individual parcel level. The assumed locations of future development involved some degree of qualitative choices based on knowledge of the Subarea.

FIG. 2-19 ALT. 1 "LARGE-SCALE" BUILDOUT: ADDITIONAL 30 MILLION SF

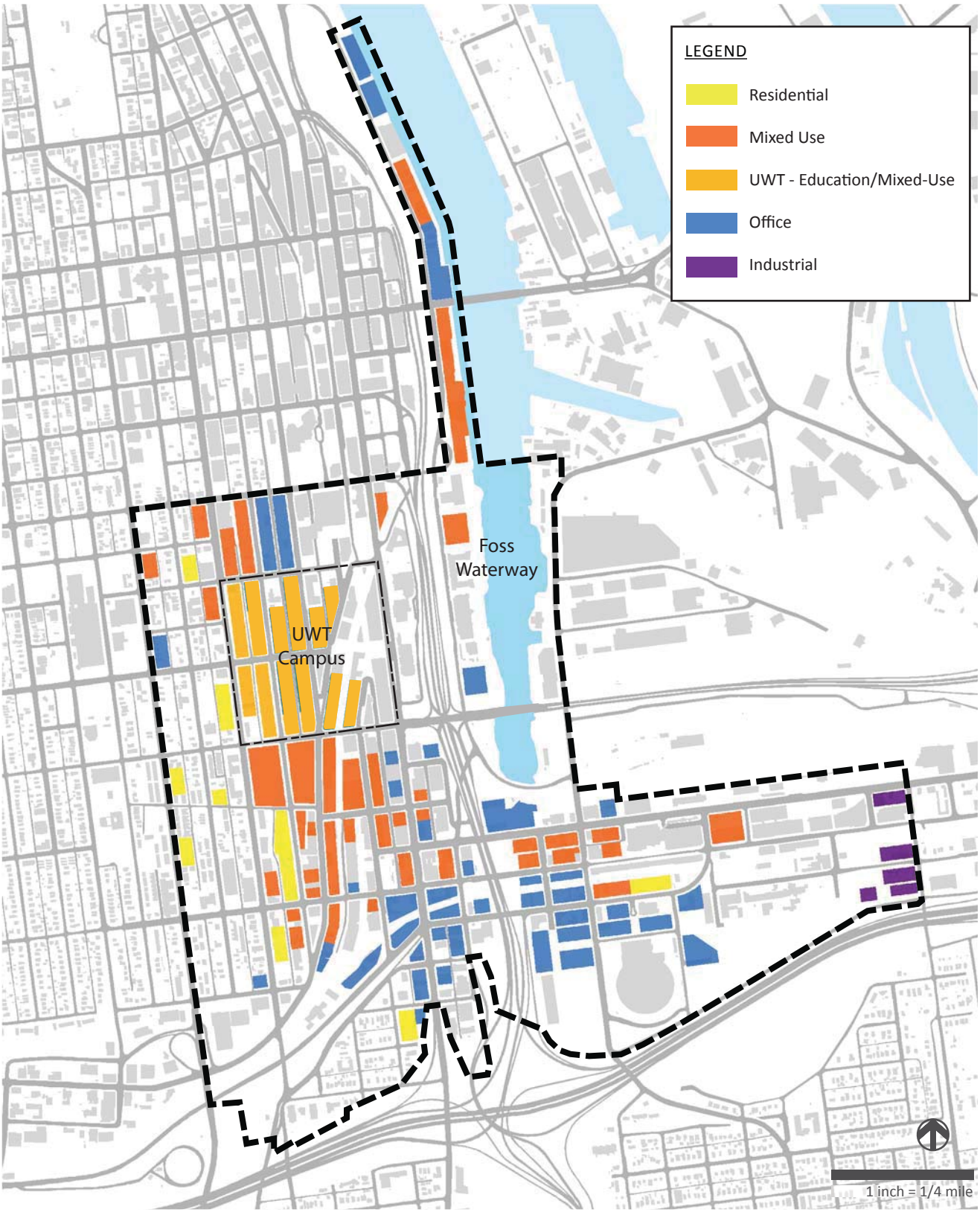


FIG. 2-20 ALT. 2 "MODERATE" BUILDOUT: ADDITIONAL 20 MILLION SF

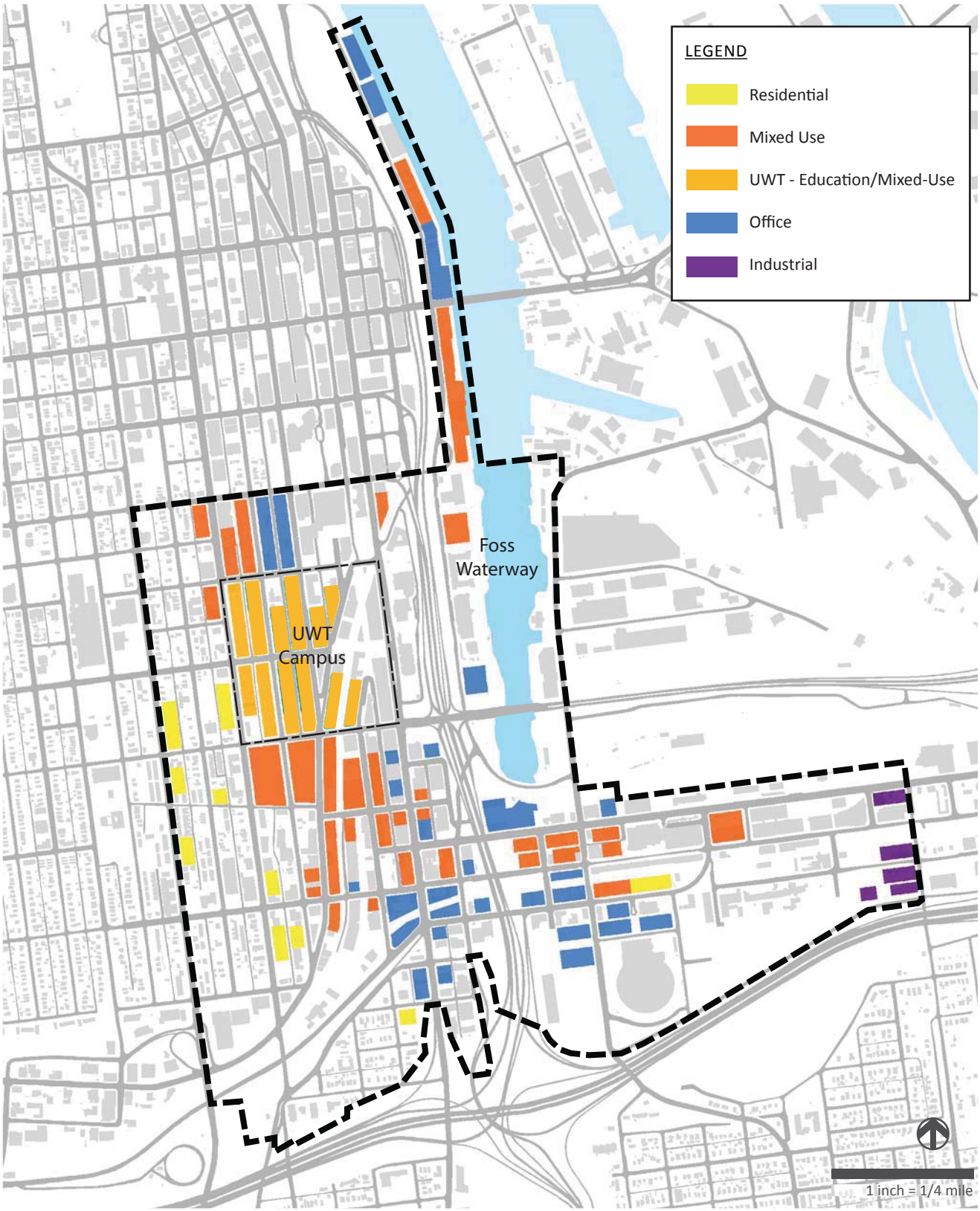
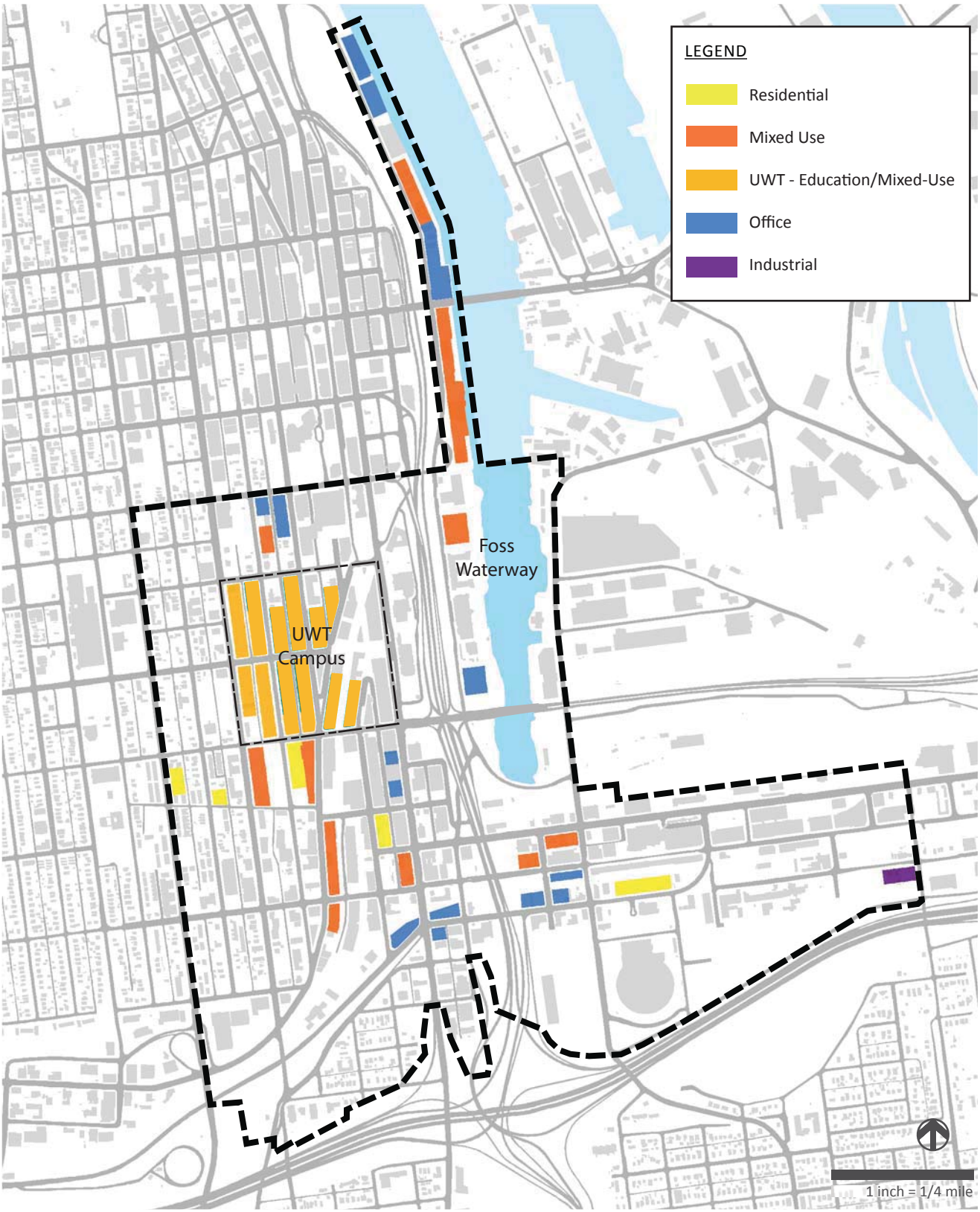


FIG. 2-21 ALT. 3 "MODEST" BUILDOUT: ADDITIONAL 10 MILLION SF



As a general rule, parcels with the following characteristics were designated as not developable:

- Recently constructed or renovated properties
- Buildings within the Union Depot-Warehouse Historic District and the Union Station Conservation District
- Buildings with significant historic value or character
- Churches
- Schools
- Parks (or future parks)
- Steep slopes or otherwise inaccessible areas
- Land beneath freeway overpasses
- Cultural institutions (e.g. museums)
- Important social services (e.g. Tacoma Rescue Mission)
- Electrical sub stations
- Buildings with high improvement to land value ratio

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

For the UWT campus, the level of development in each alternative was determined from previous campus master plan documents and from input provided by UWT planning staff. Buildout and FAR for each alternative in shown in Table 2-7. The maximum commercial buildout was limited by the FAR allowed in existing zoning, although there was excess zoned capacity available to meet the residential needs of the campus, even for the highest intensity buildout alternative.

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

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

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

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

03

POLICY FRAMEWORK

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

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

Strategy 1: Develop in relationship to transit

Strategy 2: Leverage South Downtown's assets

Strategy 3: Enhance and connect the public realm

Strategy 4: Cultivate synergies with UWT

Strategy 5: Advance the Vision for the Foss Waterway

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

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

Strategy 1: Develop in relationship to transit

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

Policy 1.1: Promote the creation of communities with a diverse range of housing and employment opportunities in close proximity to the Tacoma Dome Station and the LINK light rail stations

Proposed Actions:

1.1.1 Proactively initiate public/private partnerships, development agreements, and RFPs to catalyze redevelopment of City-owned land. Sites with potential to galvanize private sector investment include:

- The six acre vacant site at South 21st Street and Jefferson Avenue
- The municipal buildings on Holgate Street between 23rd and 24th Streets
- The mostly vacant public works parcel between Jefferson Avenue and the Prairie Line Trail and between 23rd and 25th Streets
- The surface parking lots on East 27th Street adjacent to the Tacoma Dome Station
- The mostly vacant Public Works parcel on the north side of Puyallup Avenue between East B and C Streets

1.1.2 Seek and prioritize the development of affordable housing opportunities at a site or sites noted in 1.1.1

1.1.3 Engage the owners of Freighthouse Square in efforts to help strengthen its role as an iconic heart of the Tacoma Dome Station area

1.1.4 Engage Pierce Transit to explore redevelopment opportunities on their property at East E Street and East 25th Street

1.1.5 Establish partnerships to develop a catalyst housing project on vacant parcels on East 26th Street between East D Street and East F Street **and at** the Mattress Factory site at Puyallup Avenue and East G Street

1.1.6 Establish a "Quiet Zone" to limit train horn noise in the core of the Dome District centered around the intersection East D Street and East 25th Street

1.1.7 Modify the FAR bonus system to better incentivize private investment by focusing on bonus options that create local improvements such as open space or historic preservation

1.1.8 Consider converting the UCX-TD District to a Downtown Mixed-Use District

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

Proposed Actions:

1.2.1 Implement safety enhancements on important pedestrian routes to stations, with a priority on the Tacoma Dome Station area and the LINK light rail stations

1.2.2 Prioritize the implementation of "Complete Streets" on streets that provide logical walking routes to the stations from other key locations, including both sides of the Foss Waterway, the Brewery District, and the McKinley neighborhood

1.2.3 Prioritize the implementation of bicycle facilities on streets that provide logical bicycle routes to transit stations from other parts of the City

1.2.4 Reconfigure Puyallup Avenue/South 24th Street to create an attractive pedestrian and bicycle-friendly route through and between the Dome and Brewery Districts and a safe, comfortable crossing at Pacific Avenue

1.2.5 Create a pedestrian connection aligned with East E Street that bridges the railroad tracks and links the Tacoma Dome Station through Freighthouse Square to the Tacoma Dome

1.2.6 Implement the pedestrian and bicycle enhancement recommendations for Tacoma Dome Station in Sound Transit's 2012 *Sounder Stations Access Study* in the near term

1.2.7 Evaluate the "last mile" to transit for active transportation and address pedestrian and bicycle access gaps through targeted improvements

1.2.8 Prepare a detailed Station Access Plan for the Tacoma Dome Station that takes into account the proposal to move the Amtrak terminal to Freighthouse Square by 2017

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

Proposed Actions:

1.3.1 Coordinate for future service commitments from Pierce Transit based on the amount and location of desired future redevelopment

1.3.2 Ensure that all planning efforts take into account Pierce Transit's efforts to provide future east-west service on South 25th Street through the Brewery District

1.3.3 Coordinate with UWT's proposal for a transit priority street on Market Street and with Pierce Transit's plans to operate on multiple corridors including Market Street while de-emphasizing service on Commerce Street, and explore opportunities for enhancements and extensions through street design and land use

1.3.4 Support an extended LINK light rail alignment that maximizes South Downtown's redevelopment potential

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

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

1.3.7 Future changes and/or improvements to designated transit corridors in the study area will, where practicable, maintain a minimum average delay for transit vehicles equivalent to or less than the vehicle delay associated with Level of Service D (as defined in the latest edition of the Highway Capacity Manual). The designation of key transit corridors will occur as part of the City's update to the Comprehensive Transportation Plan, currently underway. Treatments that may be utilized to maintain transit LOS include but are not limited to designated transit only lanes, transit signal priority, transit queue jumps and treatments at transit stops.

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

Proposed Actions:

1.4.1 Expand the downtown Reduced Parking Area to include the entire Brewery District and the Dome District

1.4.2 Avoid creating more surface parking lots in close proximity to South Downtown transit stations;

whenever possible locate parking below grade, or in above-grade structures that are wrapped with active street-level uses

1.4.3 Coordinate with Pierce Transit and Sound Transit to explore charging for parking in the Tacoma Dome Station garages to encourage other modes of access to the station; consider reduced prices for transit users to help ensure transit priority use

1.4.4 Promote a "park-once" concept that takes advantage of South Downtown's existing parking resources and the easy access to a variety of attractions without a car

1.4.5 Spearhead the implementation of shared parking agreements to enable better utilization of existing parking resources and reduce the need to build new parking

Strategy 2: Leverage South Downtown's assets

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

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

Proposed Actions:

2.1.1 Expand programs to assist property owners with multiple historic preservation strategies, including renovation, upper story additions, and façade preservation

2.1.2 Identify historic structures in the Subarea for designation as sending sites in the City's updated transfer of development rights (TDR) program

2.1.3 Incorporate TDR into the FAR bonus systems of the Downtown Districts

2.1.4 Initiate a catalyst project that demonstrates TDR and historic preservation within the Subarea

2.1.5 Promote the City's recently adopted work-live and live-work codes by initiating a demonstration project combined with education and outreach efforts such as a design competition

2.1.6 Identify and nominate currently unprotected landmark historic properties in the Subarea

2.1.7 Update the 2001 Draft Brewery District Federal Historic District Nomination Application

2.1.8 Consider expansion of the Union Station Conservation District

2.1.9 Encourage the co-mingling of new development with historic buildings as a preservation strategy

2.1.10 Move the westerly boundary of the Dome Character Area as shown in Figure 2-2 to Pacific Avenue

Policy 2.2: Catalyze economic and neighborhood development through creating a signature public space that connects downtown districts, maintains access for adjacent property owners, enhances private redevelopment opportunities, and harmoniously integrates with and enhances its surroundings

Proposed Actions:

2.2.1 Initiate a catalyst development project on city-owned land adjacent to the Prairie Line on Jefferson Avenue and South Holgate Street between South 23rd Street and South 25th Street

2.2.2 Consider potential synergies with adjacent redevelopment in the design of the north end of the Prairie Line between Pacific Avenue and I-705

2.2.3 Explore the potential for incentivizing specific desired uses in new development fronting on the Prairie Line

2.2.4 Secure funding to implement the extension of Prairie Line improvements north and south from the UWT campus

2.2.5 Proactively collaborate with UWT on development and programming of the Prairie Line Trail

2.2.6 Encourage development that is oriented toward the trail, barrier-free trail access, windows on the trail, and landscaping enhancements; consider Prairie Line-specific development standards that require these features

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

Proposed Actions:

2.3.1 Identify "hotspots" in which redevelopment opportunities are most attractive and prioritize infrastructure upgrades in these locations

2.3.2 Identify locations at which infrastructure capacity may limit desired future development, and implement capacity increases in advance of development

2.3.3 Ensure coordination between Public Utilities, City Departments, and private developers such that all street construction projects can be fully leveraged

2.3.4 Conduct an area-wide brownfield assessment and use this information to prioritize redevelopment opportunities and challenges

2.3.5 Coordinate planned utility upgrades with Complete Streets improvements on Jefferson Avenue between South 21st Street and South 25th Street

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

Proposed Actions:

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

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

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

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

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

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

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

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

Strategy 3: Enhance and connect the public realm

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

Policy 3.1: Provide ample open space for projected future growth

Proposed Actions:

3.1.1 Phase in a park impact fee system that will generate the funding necessary for the park and open space recommendations of the Subarea Plan

3.1.2 Plan for an equitable distribution of a diversity of open space types, including pocket parks, dog parks, passive parks, recreation areas, and gardens

3.1.3 Secure land for future parks in strategic locations that can serve multiple purposes and maximize public value

3.1.4 Establish a near-term park or open space in a strategic location that will help catalyze nearby private investment and redevelopment

3.1.5 Collaborate with private developers to coordinate the site design of private open space with the City's public open space system

3.1.6 Monitor and refine the FAR bonus system as needed to better incentivize the creation of open space in South Downtown

3.1.7 Identify opportunity sites for urban farming and community gardens

3.1.8 Partner with Sound Transit to seek ways to better facilitate the creation of high-quality, usable open space on surplus parcels from the D-to-M project, wherever possible

3.1.9 Explore South Holgate Street between South 23rd and South 25th Streets as a location for a multiple-use, low-speed, shared street open space

3.1.10 Explore the Prairie Line corridor south of South 25th Street as future extension of the Prairie Line Trail, and also as a location for a low-speed, multiple-use, shared street open space

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

Proposed Actions:

3.2.1 Implement the planned/proposed trails in Tacoma's Open Space System map, including the Prairie Line, South C Street to the Water Ditch Trail, South A St under the freeway and across the railroad track to the Foss Waterway, the east side of the Foss, East B Street "Gulch", East D Street, and East 25th Street

3.2.2 Complete the 1.5-mile Foss Esplanade on the west side of the Waterway

3.2.3 Create a safe and convenient pedestrian and bike crossing for the Prairie Line at all street intersections, with focused efforts at the more challenging crossings such as South 21st Street and Pacific Avenue

3.2.4 If the intervening property is renovated or redeveloped, encourage the integration of a publicly accessible, midblock crossing to connect the Prairie Line Trail and South Holgate Street at South 24th Street

3.2.5 Identify funding sources to build a pedestrian bridge across the railroad tracks at the southwest corner of the Foss Waterway and develop the Public Works parcel into a public open space

3.2.6 Integrate public pedestrian hillclimbs into new development on the hillside; consider additional developer incentives

3.2.7 Create an east-west open space connector and pedestrian corridor between the Hilltop and the Foss Waterway; a "Green Street" along South 23rd Street is one potential option

3.2.8 Create well-marked, multi-use trail loops utilizing both sides of the Foss Waterway, the Prairie Line, East D Street, Puyallup Avenue, the overpass at 15th Street, and the 11th Street Bridge

3.2.9 Implement street reconfiguration of Puyallup Avenue/South 24th Street to improve walkability from the Dome District to the Brewery District and integrate transit

3.2.10 Encourage the development of street-oriented uses along D Street to create a vibrant walkable connection from the transit stations to the Tacoma Dome and McKinley Park

2.2.11 Investigate potential future extensions of the Prairie Line Trail along the historic rail corridor, north from South 15th Street with a connection to the Murray Morgan Bridge, or south into the Nalley Valley

2.2.11 Explore the creation of a joint open space/ connectivity development and management plan in partnership with public, non-profit, and private agencies

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

Proposed Actions:

3.3.1 Prioritize the implementation of Mobility Master Plan projects that apply to South Downtown

3.3.2 Adhere to the City's Complete Streets policies and design guidelines when streets are new or rebuilt for any reason; seek opportunities to incorporate complete streets features as part of street maintenance activities such as asphalt resurfacing

3.3.3 Coordinate and integrate with UWT's proposed plans for pedestrian and bicycle priority streets

3.3.4 Continue to identify pedestrian and/or priority streets for focused improvements as conditions change over time

3.3.5 Refine and where appropriate apply the street typology defined in the 2010 *Brewery District Development Concept Study*

3.3.6 Coordinate planned public utility and street improvements in advance and incorporate Complete Streets improvements whenever feasible

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

Proposed Actions:

3.4.1 Maximize the integration of natural drainage features in the design of the Prairie Line

3.4.2 Create a "Green Street" with natural drainage features on East C Street between East 27th Street and Puyallup Avenue

3.4.3 Enhance the B Street Gulch as a green infrastructure corridor providing stormwater quality and quantity benefits in order to protect water quality in the Foss Waterway

3.4.4 Explore South Holgate Street as a location for natural drainage features that also function as placemaking features for a low-speed, shared-street open space

3.4.5 Allow private development to implement natural drainage and rainwater harvesting to meet stormwater management requirements

3.4.6 Allow private development to utilize the right-of-way for natural drainage that serves the development

3.4.7 Encourage stormwater management designs that celebrate rain water as an amenity

3.4.8 Prioritize surface water quality throughout the subarea in order to protect the massive public investment in cleaning the Foss Waterway

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

Proposed Actions:

3.5.1 Improve wayfinding to cultural attractions for motorists arriving from I-705 freeway ramps

3.5.2 Create a graphically compelling wayfinding system for the trail system in South Downtown and adjacent areas

3.5.3 Implement iconic gateway elements at important South Downtown gateways, including locations on Pacific Avenue, Puyallup Avenue, East D Street, South 21st Street, South 25th Street, and Tacoma Avenue

3.5.4 Create unique wayfinding themes and elements the differentiate the individual districts within South Downtown

3.5.5 Develop a public art strategy that prioritizes prominent locations and encourages interim projects in underutilized properties

3.5.6 Establish district-specific goals for enhancing and developing aesthetic character over time

3.5.7 Help visitors and tourists find the Foss Waterway through design and wayfinding

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

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

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

Proposed Actions:

4.1.1 Plan for the development of new uses that will meet the future needs of UWT's expansion to 12,000 - 15,000 full-time equivalent (FTE) students, with a focus on mixed-use

4.1.2 Coordinate phased UWT development plans with surrounding redevelopment opportunities in South Downtown

4.1.3 Facilitate public-private partnerships with UWT for the development of student housing

4.1.4 Explore the possibilities for public-private partnerships with UWT for adaptive reuse of underutilized Brewery District buildings

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

Proposed Actions:

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

4.2.2 Reinforce UWT's intention to create a campus with porous borders, emphasizing the five strong entry points identified in the 2008 *Campus Development Plan*

4.2.3 Integrate open space connections in other areas of South Downtown with UWT's phased implementation of a campus open space network

4.2.4 Target Fawcett Avenue as a bicycle-priority street

4.2.5 Target Market Street and Tacoma Avenue for transit service

4.2.6 Coordinate City transportation projects with UWT's planned improvements to motor-vehicle access and parking as proposed in the 2008 *Campus Development Plan*

4.2.7 Work in collaboration with UWT regarding street and alley realignments and adjust the City's Complete Streets policies to be compatible with the needs and goals of the campus.

Policy 4.3: Reinforce the campus design concepts established in the 2008 *Campus Development Plan* and the 2003 *Master Plan.* Recognize that the UWT must be managed on a campus-wide basis rather than by a individual site or project-by-project basis (see Appendix D for model code language regarding campus-wide land use management).

Proposed Actions:

4.3.1 Encourage flexible, adaptable, mixed-use buildings that allow for potential changes in use over time

4.3.2 Preserve the three important campus view corridors: the South 19th Street axis, the Mt. Rainier Vista, and the Power House Vista

4.3.3 Create an integrated system of open spaces, including a large, central open space, smaller plazas, "passages," and outdoor recreation space

4.3.4 Implement street improvements to create a hierarchy of streetscapes per previous campus plans

4.3.5 Consider a realignment of the Jefferson Avenue and Market Street intersection so that the underutilized triangular section of right-of-way could be vacated to expand development opportunities while also improving the pedestrian/bicycle safety and comfort of the intersection

Policy 4.4: Advance sustainability on the UWT campus

Proposed Actions:

4.4.1 Strive to achieve green building certification such as LEED for new campus buildings and adaptive reuse projects

4.4.2 Maximize campus building and infrastructure energy efficiency, and utilize alternative energy sources

4.4.3 Implement stormwater management strategies to collect water from streets and roofs, store and filter the water through the landscape, and reuse and distribute portions to the Foss Waterway

4.4.4 Identify, decontaminate, and redevelop brownfield sites on the UWT campus

4.4.5 Craft all campus planning and development efforts to support UWT's goal to achieve climate neutrality on campus by 2040

4.4.6 Continue to focus on education for students, faculty and staff on transit, walking and bicycling to campus, and seek assistance from Pierce Transit's Commute Trip Reduction Program

Strategy 5: Advance the Vision for the Foss Waterway

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

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

Proposed Actions:

5.1.1 Create a public access system with a continuous esplanade along the shoreline

5.1.2 Manage the shoreline to further optimize circulation and public access, development, and environmental protection

5.1.3 Provide opportunities for mixed-use development, public/private investment, recreational opportunities, and public access to the shoreline for the citizens of Tacoma

5.1.4 Retain and enhance all characteristics of the waterway that support marine and boating activities

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

Proposed Actions:

5.2.1 Continue construction of the Esplanade north of 15th Street

5.2.2 Continue improvements to Dock Street north of 11th Street

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

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

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

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

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

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

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

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

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

Proposed Actions:

5.3.1 Build a pedestrian bridge across the railroad tracks between A Street and Dock Street

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

5.3.3 Create a pedestrian and bicycle trail loop that includes both sides of the Foss, potentially utilizing the 11th Street bridge

5.3.4 Enable water-borne connections between the west and east sides of the Foss, such as small ferry service or simply public docks at select locations on the east side

5.3.5 Explore the concept of a gondola or zip line in strategic locations to provide new connections from South Downtown to the Waterway

5.3.6 Explore the concept of capping/bridging I -705 and the rail corridor to create new connections in locations such as via Fireman's Park

5.3.7 Consider a potential future extension of the Prairie Line Trail north from South 15th Street along the historic rail corridor with a connection to the Murray Morgan Bridge

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

Proposed Actions:

5.4.1 Activate the public spaces on the Waterway by programing and promoting events in the public spaces of the Esplanade

5.4.2 Aggressively market the Waterway across its full range of value, including development opportunities, business opportunities, tourism, special events, water-based recreation, playing, shopping, and living

5.4.3 Install wayfinding devices in strategic South Downtown locations to inform visitors about access routes to the Waterway and the attractions located there

5.4.4 Identify and create new opportunities for public access to the Waterway, such as public boat launches

5.4.5 Explore the creation of a seasonal, tourist shuttle bus circulator service that loops between the Waterway, the museums, and possibly other downtown attractions; potential funding sources include the FWDA and the Pierce County Chamber of Commerce

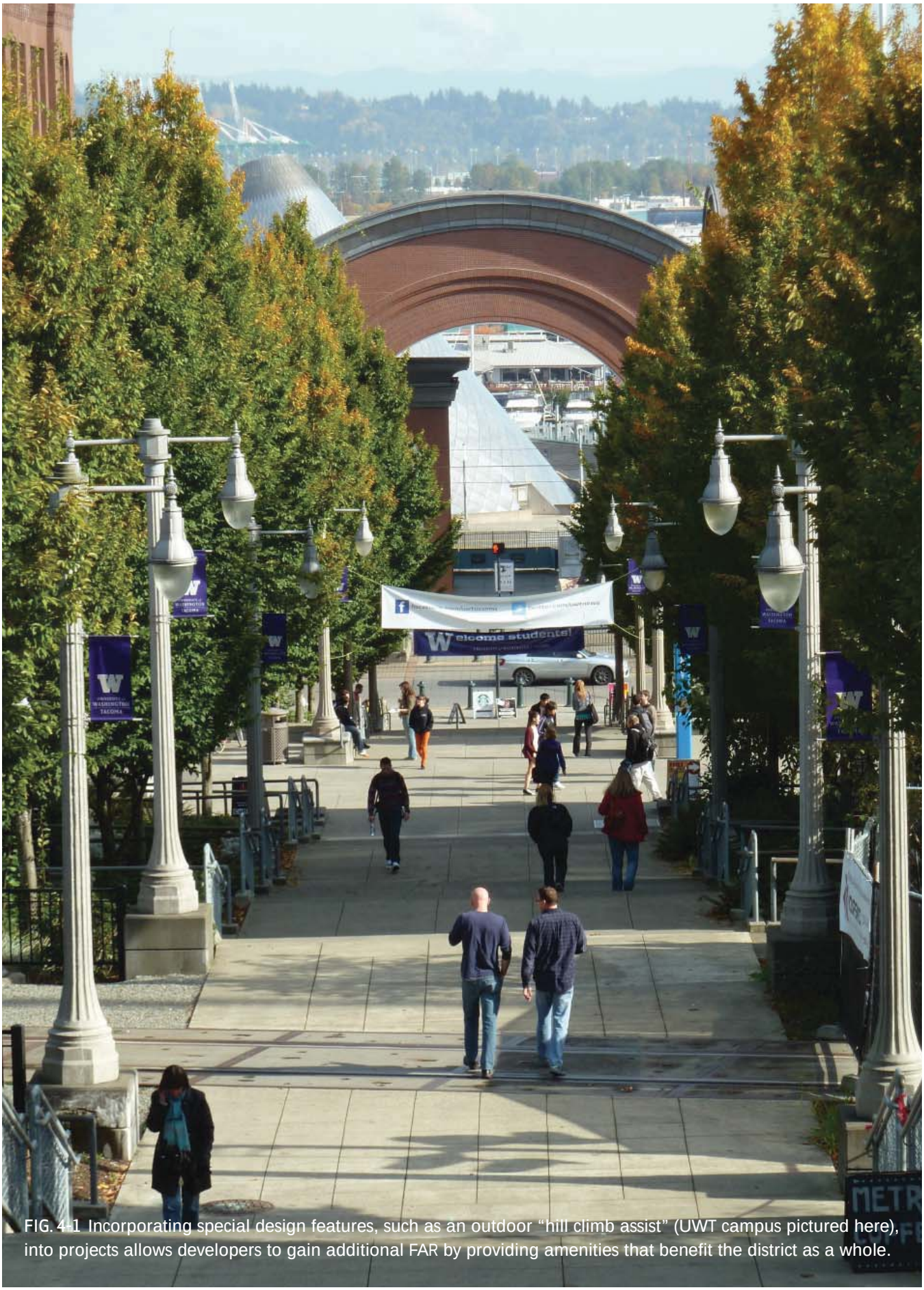


FIG. 4-1 Incorporating special design features, such as an outdoor "hill climb assist" (UWT campus pictured here), into projects allows developers to gain additional FAR by providing amenities that benefit the district as a whole.

04

LAND USE

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

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

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

- UCX-TD carries more specific design, pedestrian and parking standards.
- UCX-TD must meet Landscaping per 13.06.502 for site and perimeter landscaping.
- UCX-TD requires a minimum density for residential developments (30 units per acre).
- UCX-TD is generally less flexible regarding allowed uses. Uses prohibited in UCX-TD that are allowed in DMU include: agriculture, cemetery/interment services, detox center, golf course, heavy industry, mobile home/trailer court, nursery, port/terminal industrial, R&D industry, vehicle storage, warehouse storage, wholesale or distribution, and work release center. There are two uses prohibited in DMU that are allowed in UCX-TD: automobile service stations/ gasoline dispensing facilities, and drive-throughs that are not located within a building but are located within 100 feet of a light rail or streetcar street.

The more stringent development regulations of UCX-TD can be expected to make the Dome District a less attractive option for development compared to neighboring parts of South Downtown located in Downtown Districts. This discrepancy could result in more development occurring in the Brewery District at the expense of new development in the Dome District, creating an imbalance between the two areas. A potential solution to this problem is to rezone the UCX-TD in the Dome District into a Downtown District.

In addition, the Dome District is significantly different in character from more typical Tacoma Mixed-Use Centers: it has major transit investments, it is part of the Downtown Urban Growth Center, and it is a target for relatively high-density development.

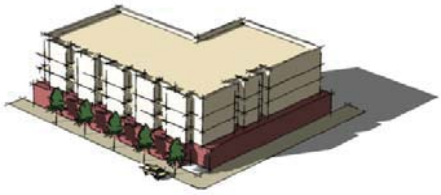
FIG. 4-2 FAR EXAMPLES

Residential FAR

4 stories

45’ height

FAR ~ 3



6 stories

65’ height

FAR ~ 4.5

7 stories

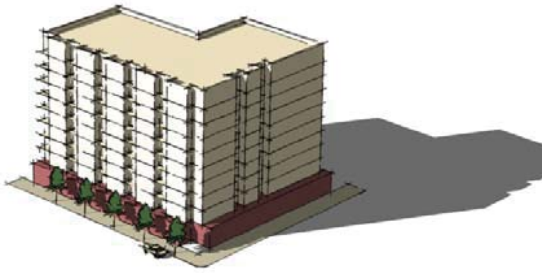
75’ height

FAR ~ 5.5

10 stories

100’ height

FAR ~ 7

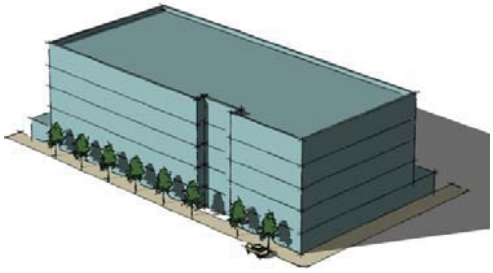


Commercial FAR

5 stories

70’ height

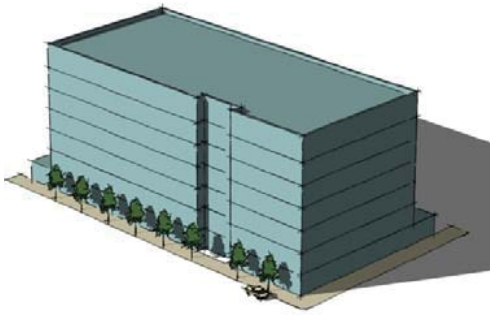
FAR ~ 4



7 stories

100’ height

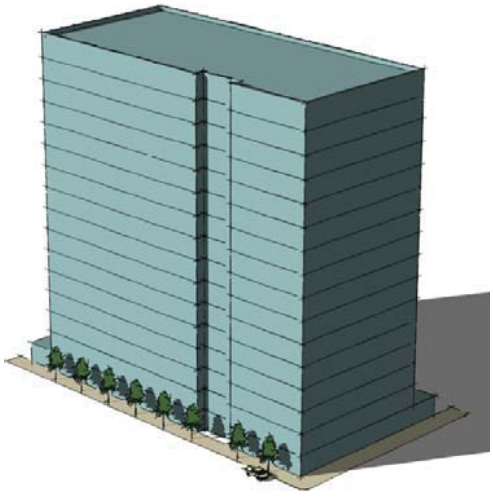
FAR ~ 6



16 stories

225’ height

FAR ~ 12



Thus, it follows that the Dome District should be a zoned as a Downtown District, the most appropriate choice for which would be Downtown Mixed-Use (DMU). Such a redesignation would help to better unify the Dome District with the rest of South Downtown and would help to simplify the overall regulatory framework.

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

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

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

UPDATE THE DOWNTOWN DISTRICT FAR BONUS SYSTEM

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

As described in Table 4-1, the FAR bonus system establishes an as-of-right FAR for residential and commercial uses and two tiers of increased FAR that can be granted when projects include "Design Standards" and "Special Features" listed below.

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

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

10. Parking contained entirely within a structure or structures on the site
11. Include mixed-rate housing in a housing or mixed-use project

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

1. Provide a "hillclimb assist" in the form either of a landscaped public plaza or an interior public lobby with an escalator or elevator
2. Provide works of art or water features equivalent in value to at least one percent of construction costs within publicly accessible spaces on site or off site within the downtown zoning district where the development is located
3. Build an off-site park, open space, or community gardens with a value equivalent to at least one percent of construction costs within the downtown zoning district where the development is located
4. Provide of public restrooms, open to the public at least 12 hours each weekday
5. Contribute to a cultural, arts organization or to the Municipal Art Fund for a specific development or renovation project located downtown, in an amount equal to at least one percent of the construction cost of the development
6. Provide public parking, in addition to that required by this code, at a ratio of at least 0.25 stalls per 1000 gsf
7. Include residential use with non-residential uses in the same development, with the residential use in an amount that is at least 20 percent of the total floor area of the development

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

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

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

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

See Appendix D for model regulatory code describing modified development standards for increasing FAR.

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

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

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

The proposed FAR bonus system retains the original Design Standards and Special Features but allocates them together as "Design Features" to provide a range of options for achieving the first tier of FAR bonus in Table 4-2. In order to enable a flexible combination of Design Features, the existing requirement for four Design Standards to achieve the first FAR tier is removed and replaced with an allowance to "mix and match" Design Features to achieve any FAR bonus desired, up to the 1st tier maximum. In accordance with the FAR values assigned in the existing system, Design Features derived from the original Design Standards are worth 0.5 FAR each, and those derived from the original Special Features are worth 2.0 FAR each. Because of the relative importance and level of effort required for structured parking, Design Standard #9 is assigned an FAR value of 2.0.

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

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

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

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

1. Provision of a "hillclimb assist" in the form either of a landscaped public plaza or an interior public lobby with an escalator or elevator.
2. Provision of works of art or water features equivalent in value to at least one percent of construction costs within publicly accessible spaces on site or off site within the downtown zoning district where the development is located
3. Provision of public restrooms, open to the public at least 12 hours each weekday
4. Contribution to a cultural, arts organization or to the Municipal Art Fund for a specific development or renovation project located downtown, in an amount equal to at least one percent of the construction cost of the development
5. Parking contained entirely within a structure or structures on the site
6. Include mixed-rate housing in a housing or mixed-use project. Mixed-rate is defined as 20 percent of the bonus floor area designated as affordable.

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

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

EXPAND THE TRANSFER OF DEVELOPMENT RIGHTS PROGRAM

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

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

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

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

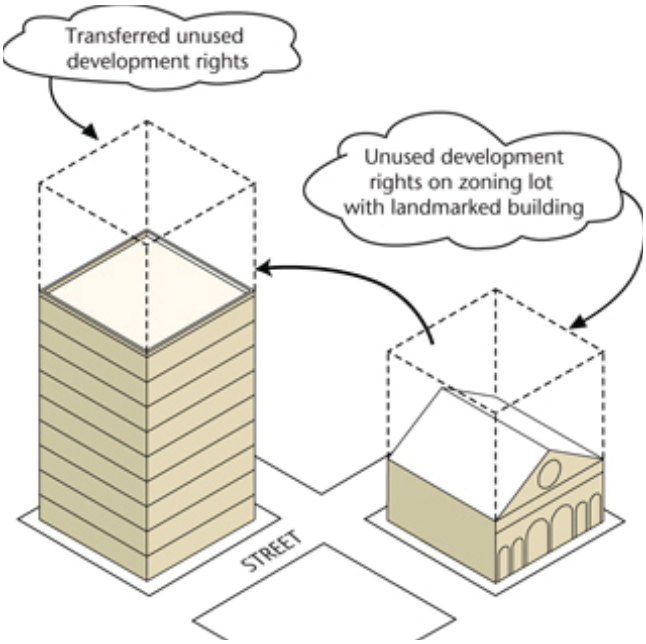


FIG. 4-3 Illustration of the TDR process applied to historic preservation (image source - City of New York).

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

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

TDR in South Downtown

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

- In the Downtown Districts that cover the majority of South Downtown, the City has already significantly increased densities and heights, which makes it "more difficult for the City to significantly increase densities further as part of the TDR program."
- "Under present market conditions, bonus floor area on major development projects is unlikely to be financially feasible. More favorable market conditions, such as a 15 percent increase in the

average market rents for surface-parked projects and a 38 percent increase in market rents for projects with structure parking, would support large-scale development and catalyze TDR demand."

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

TDR Sending Sites

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

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

Regional Sending Sites

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

In-city Historic Properties

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

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

In-city Open Space

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

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

In-city Affordable Housing

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

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

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

RECOMMENDATION LU-8: Develop a system by which TDR revenues can be used to help fund affordable housing developments, including those cases in which there are no development rights available to transfer from the project.

Balancing the Sending Sites

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

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

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

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

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

- Create a more balanced ratio between housing and jobs in the region's primary employment center
- Facilitate the development of a "24-hour city"
- Improve air quality and reduce vehicle trips and vehicle miles traveled by locating residents, jobs, hotels and transit services near each other

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

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

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

- No additional parking spaces are required
- Up to 10% of new floor area may be added without triggering a change in use
- External additions are exempt from all prescriptive design standards
- Non-conforming floor area, Floor Area Ratio (FAR), setbacks, height, and site landscaping are "grandparented in"

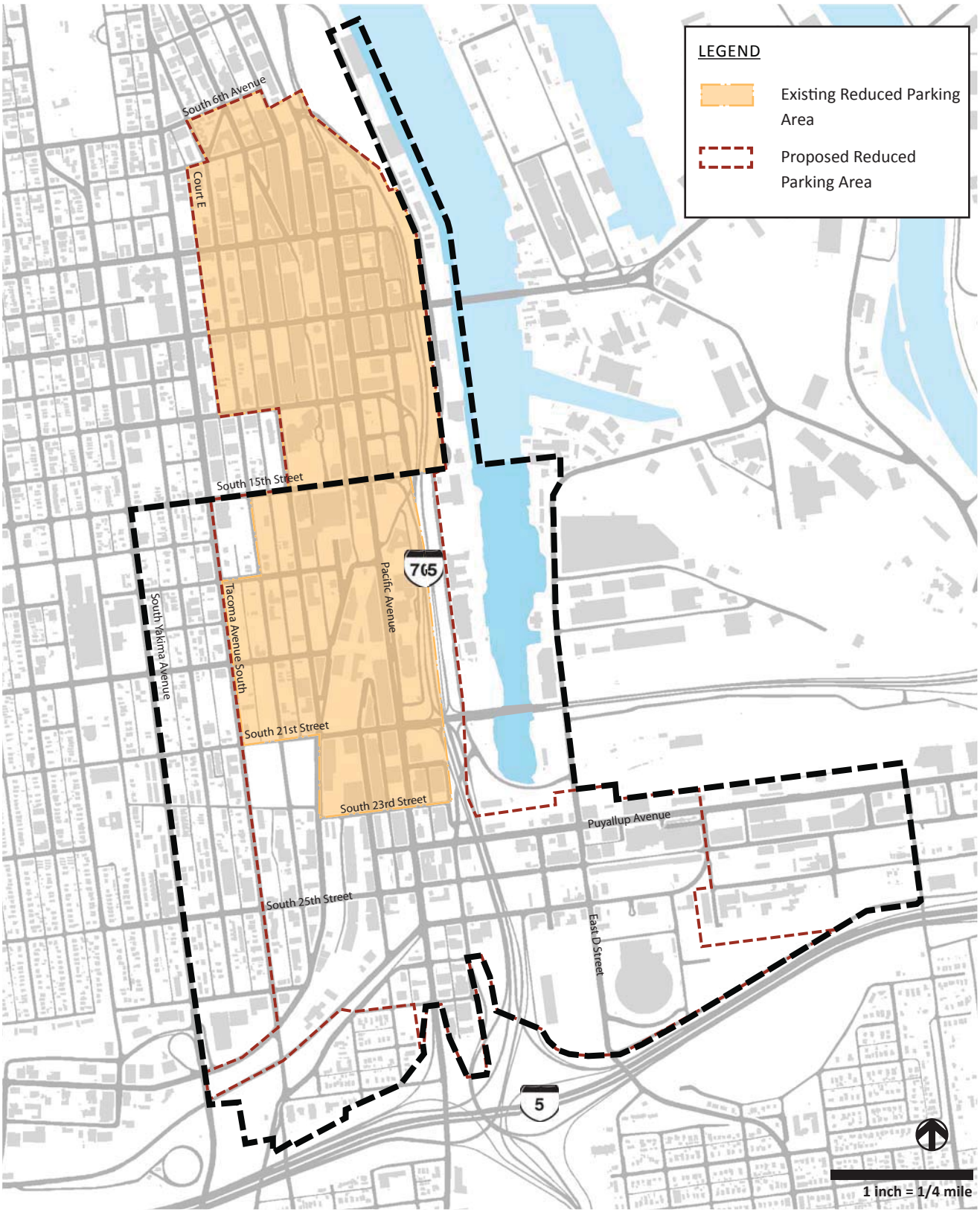
FIG. 4-4 The Columbia City Live-Aboves, an eight-unit project in Seattle, is an example of a live-work unit that provides small business owners with a relatively affordable alternative to traditional mixed use retail space. This adaptable masonry structure was designed to look modern while fitting into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

- Mezzanine spaces may be added as long as they do not exceed a 10% increase in floor area or one third of the area of the floor below
- These provisions do not extend to adaptive reuses that involve more than 20 dwelling units or more than 12,000 square feet of commercial space in a particular building

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

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

FIG. 4-5 REDUCED PARKING AREA



EXPAND THE REDUCED PARKING AREA

The City of Tacoma recently adopted a Reduced Parking Area (RPA) in which parking minimums are set to zero for residential and commercial uses, although accessible parking is still required. The RPA covers most of Tacoma's downtown core, including a large portion of the South Downtown Subarea, as shown in Figure 4-5. In November of 2011, the City of Tacoma Planning Commission issued the following statement in support of the action:

> *The existing minimum parking requirements for new development in downtown are largely considered to be unnecessarily burdensome and a barrier to new development, as the requirement increases project costs and potentially adds unnecessary parking stalls in areas of downtown where parking is plentiful. The Planning Commission concludes that eliminating minimum parking requirements for new development in the core of downtown will remove a barrier to new investment and move the City toward a market-based parking system.*
>
> *Furthermore, the Planning Commission recognizes that transportation investments like parking are closely tied to land use and personal transportation decisions. The more available facilities are for personal vehicles, the more likely individuals are to choose a single-occupancy vehicle over an alternate travel mode. The same holds true for bicycle and pedestrian facilities. Based on a review of the Comprehensive Plan and development regulations, the Commission concludes that downtown's off-street parking regulations should be modified to address city policies and goals supporting environmental sustainability, multimodal transportation options and a compact and walkable urban form in addition to economic development.*

The above words are in complete alignment with the goals of the South Downtown Subarea Plan. As such, the City should extend the RPA to include appropriate portions of the South Downtown Subarea. Following the model of the currently established RPA boundaries, the RPA should be established on all DMU, WR, and UCX-TD Districts in South Downtown. See Appendix D for model code language describing the expansion of the RPA.

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

DESIGNATE PRIMARY PEDESTRIAN STREETS

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

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

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

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

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

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

> *"…are considered key streets in the development and utilization of Tacoma's mixed-use centers, due to pedestrian use, traffic volumes, transit connections, and/or visibility. They are designated for use with certain provisions in the mixed-use zoning regulations, including use restrictions and design requirements, such as increased transparency, weather protection and street furniture standards."*

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

MISCELLANEOUS LAND USE REGULATORY CODE UPDATES

Prairie Line Trail Design Standards

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

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

Downtown District Administrative Variances

Motivated by the goals of this Subarea Plan and stakeholder feedback heard during the planning process, in July 2013 the City adopted new land use code that allows for administrative variances in the Downtown Districts. Previously, code for the Downtown Districts was relatively unforgiving with respect to administrative variances. With very few exceptions, variances were not permitted on use, development standards, parking standards, design standards, and the design features required to achieve an FAR bonus. Because every development project has a unique context and set of requirements, departures from regulations can often enable an unconventional design solution that still satisfies the needs of both the developer and the community. Granting the option of variances allows for such circumstances, thereby providing greater flexibility to developers if they need to make a project more economically feasible.

The adopted language that updates Chapter 13.06A.110 Variances, reads as follows:

The Director may grant a variance to the regulations contained in Sections 13.06A upon the finding that the variance meets one of the tests below. Standardized corporate design and/or increased development costs are not cause for a variance. Failure to meet an appropriate test shall result in denial of the variance request. The Director may issue such conditions as necessary to maximize possible compliance with the intent of the regulation from which relief is sought. The applicant carries the burden of proof to demonstrate applicability of the appropriate test.

1. Unusual shape of a parcel established prior to the reclassification of property to the downtown districts.

2. Preservation of a critical area, unique natural feature, or historic building/feature restricts possible compliance.

3. Widely varied topography of the building site restricts possible compliance.

4. Documentation of a pending public action such as street widening restricts possible compliance.

5. The proposal represents an alternative design that departs from the requirement(s) but is consistent with the goals and policies of the Comprehensive Plan and can be demonstrated to provide equal or superior results relative to the intent of the specific requirement(s) from which relief is sought.

RECOMMENDATION LU-15: Monitor and assess the application of the new land use code permitting administrative variances in the Downtown Districts.

Eliminate Roof Design Standard for DR District

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

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

a. Pitched roof form(s) with a minimum slope of 3:12.

b. Terraced roof forms that step back at the uppermost floors.

c. Exaggerated parapets, with overhanging cornices.

This standard is overly prescriptive and should be deleted. See Appendix D for model code language that modifies the existing basic design standards for roof design to reflect the following recommendation.

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

Eliminate Restriction on Movie Theaters with More Than Six Screens

Movie theaters with more than six screens are currently not allowed in any of the Downtown Districts. This restriction is not necessary. For model code language regarding the elimination of this restriction, see Appendix D.

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

THE UNIVERSITY OF WASHINGTON TACOMA (UWT) CAMPUS

UWT Mission

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

Campus-wide Planning

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

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

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

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

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

campus-wide basis rather than a site-by-site basis. In addition, specific requirements such as modulation, leasing and acquisition restrictions, and ground floor uses shall be addressed in the context of the University rather than private development. For model code language regarding campus-wide land use management, see Appendix D.

Campus Land Uses

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

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

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

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

05

AFFORDABLE HOUSING

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

BACKGROUND

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

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

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

Affordable Housing in Tacoma

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

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

AFFORDABLE HOUSING IN PIERCE COUNTY

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

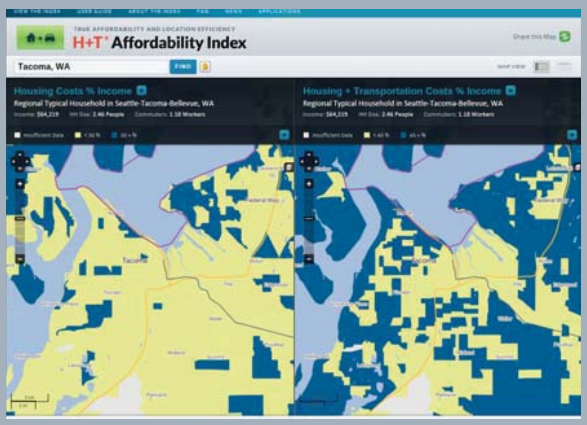


FIG. 5-2 The H&T Affordability Index can be found at www.htaindex.cnt.org/

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

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

1 Federal Department of Housing and Urban Development

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

Affordable Housing in South Downtown

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

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

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

Homelessness

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

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

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

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

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

AFFORDABLE HOUSING GOALS

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

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

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

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

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

Pierce County defines "affordable housing" as housing affordable to households earning up to 80 percent of the countywide median income. As documented above, the data on existing housing indicate that the South Downtown Subarea currently exceeds the Pierce County affordable housing goal. However, that high proportion is due in part to the fact that there are relatively few market rate housing units in the Subarea. If South Downtown absorbs a substantial number of new housing units in accordance with the growth goals of this project, new affordable housing development will be necessary to maintain an equitable balance of housing options. The following policy addresses that need, and maintains consistency with Pierce County policies:

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

CITY OF TACOMA AFFORDABLE HOUSING POLICY

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

Housing Preservation

Preservation of Existing Subsidized Housing

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

Housing Choice

Rooming House/Boarding House/Single Room Occupancy

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

Housing Affordability

Voluntary Housing Incentive Program

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

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

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

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

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

Regulatory Assistance to Developers of Affordable Housing

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

Voluntary Housing Incentive Program for Rehabilitation Purposes

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

Inclusionary Requirements for Voluntary Residential Upzones

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

Limited Mandatory Affordable Housing Bonus Program for City Initiated Upzones

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

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

AFFORDABLE HOUSING STRATEGIES

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

Multifamily Property Tax Exemption

The City of Tacoma's Multifamily Property Tax Exemption (MPTE) Program[2] exempts property taxes for eight to twelve years on improvements that create four or more additional housing units. The standard exemption period is eight years, and to qualify for the 12 years, at least 20% of the newly-created units must be affordable to renters with household incomes up to 80% of AMI or to homebuyers with household incomes no greater than 115% of AMI. The MPTE is intended to incentivize both market rate and affordable multifamily development. However, as currently structured, the incentive for affordable housing is secondary. Because the development of market-rate multifamily housing is a primary goal of this planning effort, this Subarea Plan does not recommend any changes to the MPTE to increase the affordable housing incentive at the expense of the market rate incentive.

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

Affordable Housing Developer Loans

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

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

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

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

Development Bonuses for Incorporating Affordable Housing

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

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

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

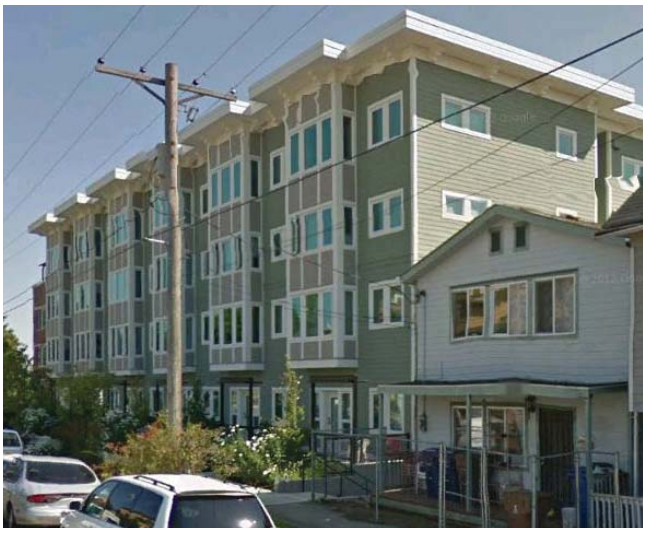


FIG. 5-9 New Tacoma Senior Housing at 1709 South G Street (Mercy Housing)

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

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

City Assistance and Public-Private Partnerships

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

- Government-provided incentives
  - » Tax incentives
    - › Tax Increment Financing
    - › Sales tax sharing
  - » Loan assistance
    - › Long term land leases of government-owned land
    - › Low cost lease of air rights
    - › Participation in payment of loan fees for end user
    - › Loan guarantees
    - › Down payment assistance
  - » Cost sharing
    - › Reduction of permit fees
    - › Participating in infrastructure improvements
    - › Speedy permit processing
  - » Contributions through Tacoma Housing Authority
    - › Project-based Section 8 rent subsidies
    - › Provision of land in a partnership structure in exchange for % of affordable units equal to value of land
- Partnerships
  - » Cost sharing based on percentage of units
  - » Provision of land in a partnership structure in exchange for % of affordable units equal to value of land
  - » Post-construction purchase of completed units
  - » Early creation of project partnerships
  - » Planning for timing and predictability of funding availability
  - » Reduce risk – financial strength, development capacity, general contracting
  - » Relationship from conception to project completion
- Cash contributions and Gifts In Kind to non-profit developers
  - » Tax deduction
  - » Corporate giving goals
  - » Contributions to local housing trust fund

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

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

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

Transfer of Development Rights

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

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

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

Value Capture

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

PSRC's Growing Transit Communities Partnership (GTC) has analyzed the potential for value capture to promote equitable transit communities.[4] In general, results suggest that due to the high level of administrative complexity relative to the potential payoff, Value Capture would not be a high-priority strategy for supporting affordable housing. The GTC analysis found that a proposed new tool based on the Community Revitalization Financing Act of 2011 (CRFA) has far better potential to generate funds than do the other forms of value capture currently available in Washington State. Accordingly, GTC is proposing legislation that would enable traditional CRFA, along with an amendment to the State Constitution that would make it legal. GTC's proposed legislation could only be implemented in areas within a half mile of high-capacity transit, and the latest proposal would require that 25 percent of the tax increment be used to fund affordable housing.

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

Surplus Land Disposition

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

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

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

TOD Affordable Housing Fund

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

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

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

Affordable Housing Monitoring

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

Numerous municipalities have applied various metrics and methods for tracking affordable housing. For example, King County tracks a set of indicators that are updated regularly. Most cities keep some kind of inventory of subsidized housing. For example, Los Angeles maintains a database of 69,000 subsidized affordable housing units in 1,900 developments.

However, affordable housing monitoring such as that proposed above for South Downtown would require a level of data sophistication beyond what is commonly achieved by municipalities. In particular, it would be important to monitor market rate units that may be fulfilling affordability needs at the upper end of the spectrum. Such a system would need to be carefully calibrated to trigger actions early enough so that results could be achieved before an affordable housing shortage occurs. The City could track future units through permitting.

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

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

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

Marketing

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

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

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

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

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

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

06

HISTORIC RESOURCES

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

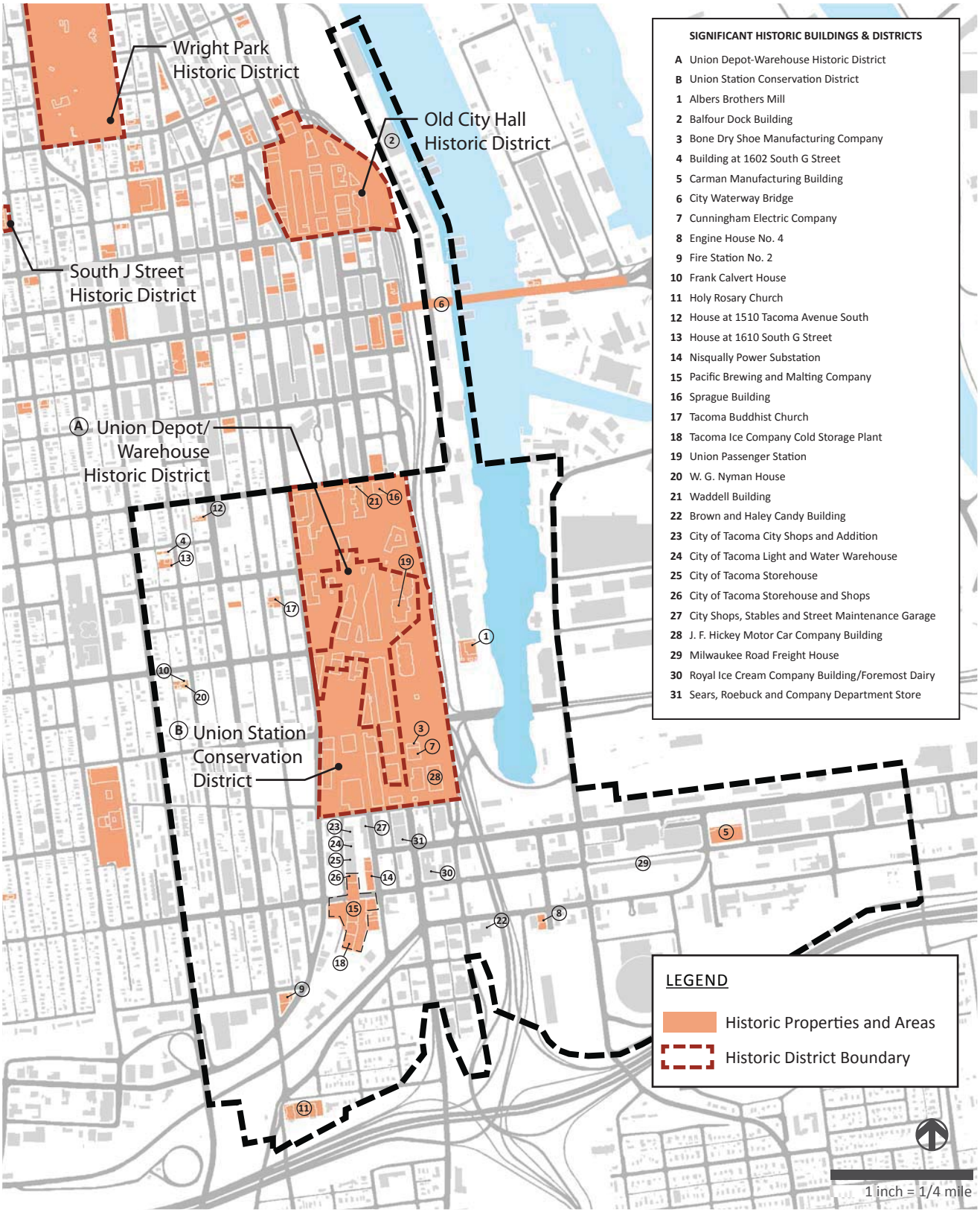
BACKGROUND

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

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

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

FIG. 6-2 SOUTH DOWNTOWN HISTORIC STRUCTURES AND DISTRICTS



During the 1910s and 20s, cars and trucks became integral to City operations and settlement patterns expanded away from the core areas served by the railroad. Tacoma's economy expanded and diversified in response. Major industrial development of the Port was authorized by the federal government in the 1940s, and local jobs and housing followed as the Port grew.

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

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

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

Designated Historic Districts

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

Union Depot/Warehouse District

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

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

Union Station Conservation District

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

Historic Resources in Other Areas of South Downtown

The Brewery District

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

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

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

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

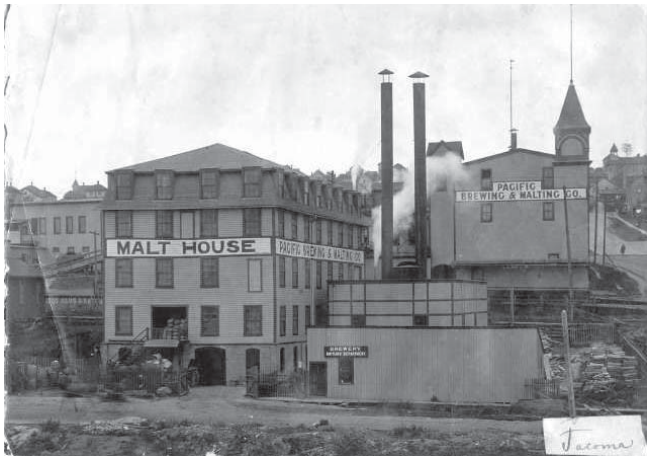


FIG. 6-5 Pacific Brewing and Malting Company operations circa 1900.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

The Dome District

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

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

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

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

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

The Thea Foss Waterway and Shoreline

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

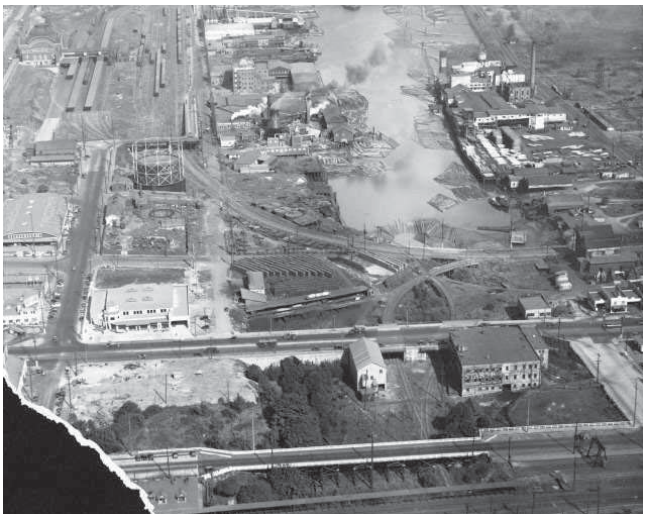


FIG. 6-12 Aerial view at the head of the Thea Foss Waterway circa 1929. Visible landmarks and streets include Union Station in the upper left corner, Albers Brothers Milling Company in the upper center and South 25th Street running along the lower portion of the photograph.

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

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

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

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

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

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

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

The Foss Waterway Development Authority (FWDA) was established in 1996 and is currently overseeing a redevelopment plan for the Waterway. Completed projects include two mixed-use residential buildings, the renovation/relocation of marinas, the Museum of Glass, the Museum of Modern Art of Tacoma, a pedestrian "Bridge of Glass," and a public esplanade. One notable historic project facilitated by the FWDA is the renovation of Albers Mill, one of the last historic period structures remaining on the Waterway. Built in 1904, the cereal mill operated until 1944, and was subsequently used as a warehouse, eventually falling into disrepair. In the early 2000s, the building was renovated and converted to residential lofts and retail space, concurrent with the development of the Tacoma Museum of Glass. Albers Mill was listed on National Register of Historic Places in 2002.

Historic Trails

Prairie Line Trail

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

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

Water Ditch Trail

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

Tacoma's Historic Preservation Program

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

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

Landmarks Preservation Commission

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

Historic Design Review

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

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

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

Historic Resource Surveys

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

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

Designated Buildings

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

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

Cultural Resources

South Downtown Tacoma has served as an economic and cultural location for thousands of years. The first people in the area, the Puyallup Indians settled in what is now Tacoma and the surrounding region and consider the area to be an important part of their culture's history and heritage. The Puyallup peoples made their villages on the shores Commencement Bay, along the Puyallup River, and in other nearby places. Commencement Bay and the Puyallup River delta served as primary sources of food and supplied the economic basis for the Puyallup peoples, who were coastal fisherman, gatherers, and hunters. Access to these bodies of water and nearby lands was vital to their survival, as salmon constituted their primary source of food. The Western red cedar tree, which grew in the forests where the City of Tacoma stands today, was used for shelter, clothing, and basketry.

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

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

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

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

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

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

HISTORIC RESOURCE CONSERVATION STRATEGIES

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

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

Land Use Code

Transfer of Development Rights

Chapter 4 of this Subarea Plan proposes an expansion of the City's Transfer of Development Rights (TDR) program in the Downtown Districts within the South Downtown Subarea. The local conservation of historic resources is one of the main areas to which TDR could be applied. Funds generated through TDR could be used for either (1) the purchase of a conservation easement from the owner of a historic building that removes future development potential by transferring unused floor area from the site, or (2) historic building rehabilitation. For further details, see Chapter 4.

Live-Work and Work-Live

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

Administrative Variances

Chapter 4 of this Subarea Plan describes the City's recently adopted update to the land use code that allows administrative variances on development standards in the Downtown Districts. The previous code was relatively unforgiving, and with very few exceptions, variances were not permitted on use, development, parking, or design standards. Because historic renovations and adaptive reuse projects are likely to have unusual requirements, the departures from regulations allowed by the new code could help to make a project more feasible.

Historic Inventory

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

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

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

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

Catalyst Projects

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

One of the key catalyst projects described in Chapter 11 of this Subarea Plan involves the renovation and adaptive reuse of the City's historic Streets and Grounds Building located at South Holgate Street and South 23rd Street. As for privately-owned sites in the Subarea, the most significant adaptive reuse opportunity is the Pacific Brewing and Malting Company complex, although a creative financing approach would likely be necessary in order to overcome the large up-front expense of the renovation. A private developer recently proposed adding floors on top of an existing historic warehouse building located between Commerce and South C Streets and South 21st and South 23rd Streets, though the high-voltage transmission lines on South C Street may present a physical barrier to the project (Chapter 10 of this Subarea Plan recommends undergrounding the transmission lines).

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

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

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

CULTURAL RESOURCE STRATEGIES

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

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

The addition of these new regulations in South Downtown will be beneficial for the Puyallup Tribe in particular, as it will expand their ability to review projects within the Subarea.

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

A. General

1. *Archaeological sites located in Washington State are subject to RCW 27.44 (Indian Graves and Records) and RCW 27.53 (Archaeological Sites and Records).*
2. *Development or uses that may impact such sites shall comply with WAC 25-48 as well as the requirements within this Program, where applicable.*
3. *Development that is proposed in areas documented to contain archaeological resources shall have a site inspection or evaluation by a professional archaeologist in coordination with affected Indian tribes.*

B. Known Archaeological, Cultural and Historic Resources

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

plans, the professional archaeologist or historic preservation professional shall solicit comments from the Washington State Department of Archaeology and Historic Preservation, and the Puyallup Tribe. Comments received shall be incorporated into the conclusions and recommended conditions of the CRMP to the maximum extent practicable.

3. *A CRMP shall contain the following minimum elements:*

   a. *The CRMP shall be prepared by a qualified cultural resources consultant, as defined by the Washington State Department of Archaeology and Historic Preservation.*

   b. *The CRMP shall include the information required by Section 2.4.6 of Tacoma's 2012 Shoreline Master Program Update.*

4. *Upon receipt of a complete development permit application in an area of known historic/archaeological resources, the City shall notify and request a recommendation from appropriate agencies such as the Washington State Department of Archaeology and Historic Preservation, and the Puyallup Tribe. Recommendations of such agencies and other affected persons shall be duly considered and adhered to whenever possible and reasonable.*

5. *The recommendations and conclusions of the CRMP shall be used to assist the Administrator in making final administrative decisions concerning the presence and extent of historic/archaeological resources and appropriate mitigating measures. The Administrator shall consult with the Washington State Department of Archaeology and Historic Preservation, and the Puyallup Tribe prior to approval of the CRMP.*

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

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

1. *All applications for a development permit in the South Downtown Subarea shall prepare a plan for the possible unanticipated discovery of historic, cultural or archaeological resource(s), including a point of contact, procedure for stop-work notification, and for notification of appropriate agencies.*

2. *Whenever historic, cultural or archaeological sites or artifacts are discovered in the process of development on shorelines, work on that portion of the development site shall be stopped immediately, the site secured and the find reported as soon as possible to the Administrator. Upon notification of such find, the property owner shall notify the Washington State Department of Archaeology and Historic Preservation and the Puyallup Tribe, and the Administrator shall conduct a site investigation to determine the significance of the discovery. Based upon the findings of the site investigation and consultation with the Washington State Department of Archaeology and Historic Preservation, the Puyallup Tribe, and the proponents unanticipated discovery plan, the Administrator may require that an immediate site assessment be conducted or may allow stopped work to resume.*

3. *If a site assessment is required, the area of inadvertent discovery shall be stabilized, contained or otherwise protected until the site assessment and/or CRMP is completed. The site assessment shall be prepared to determine the significance of the discovery and the extent of damage to the resource and shall be distributed to the Washington State Department of Archaeology and Historic Preservation and the Puyallup Tribe.*

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

For model code language specific to the treatment of identified archaeological, cultural and historic resources and the guidelines for the creation of CRMPs, see Appendix D.

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

Memorandum of Understanding with the Puyallup Tribe

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

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

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

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

07

BROWNFIELDS

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

BACKGROUND

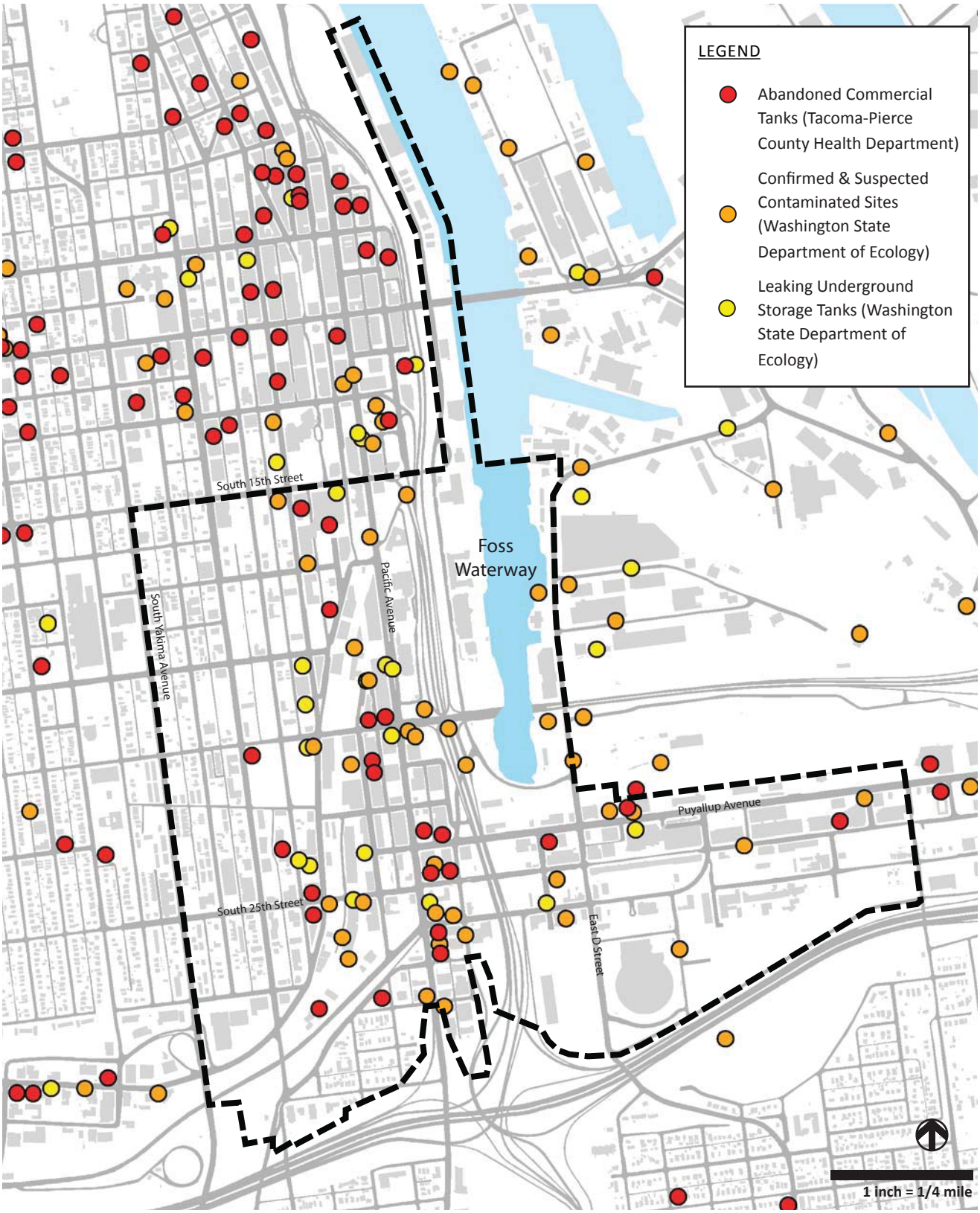
Brownfields are land that has been previously used for industrial or commercial purposes. Brownfields are often contaminated by low concentrations of hazardous waste or pollution, and have the potential to be reused once the soils are cleaned up.

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

While brownfield remediation is an important up-front strategy for promoting redevelopment, it is also important to recognize that redevelopment is often the only available source of the capital that makes cleanup possible. Redevelopment in South Downtown could help to put into motion a positive feedback loop of site cleanup that reduces risk, which would then encourage additional development, more cleanup, and so on.

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

FIG. 7-2 CONTAMINATED SITES



EXISTING CONDITIONS

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

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

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

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

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

University of Washington Campus

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

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

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

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

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

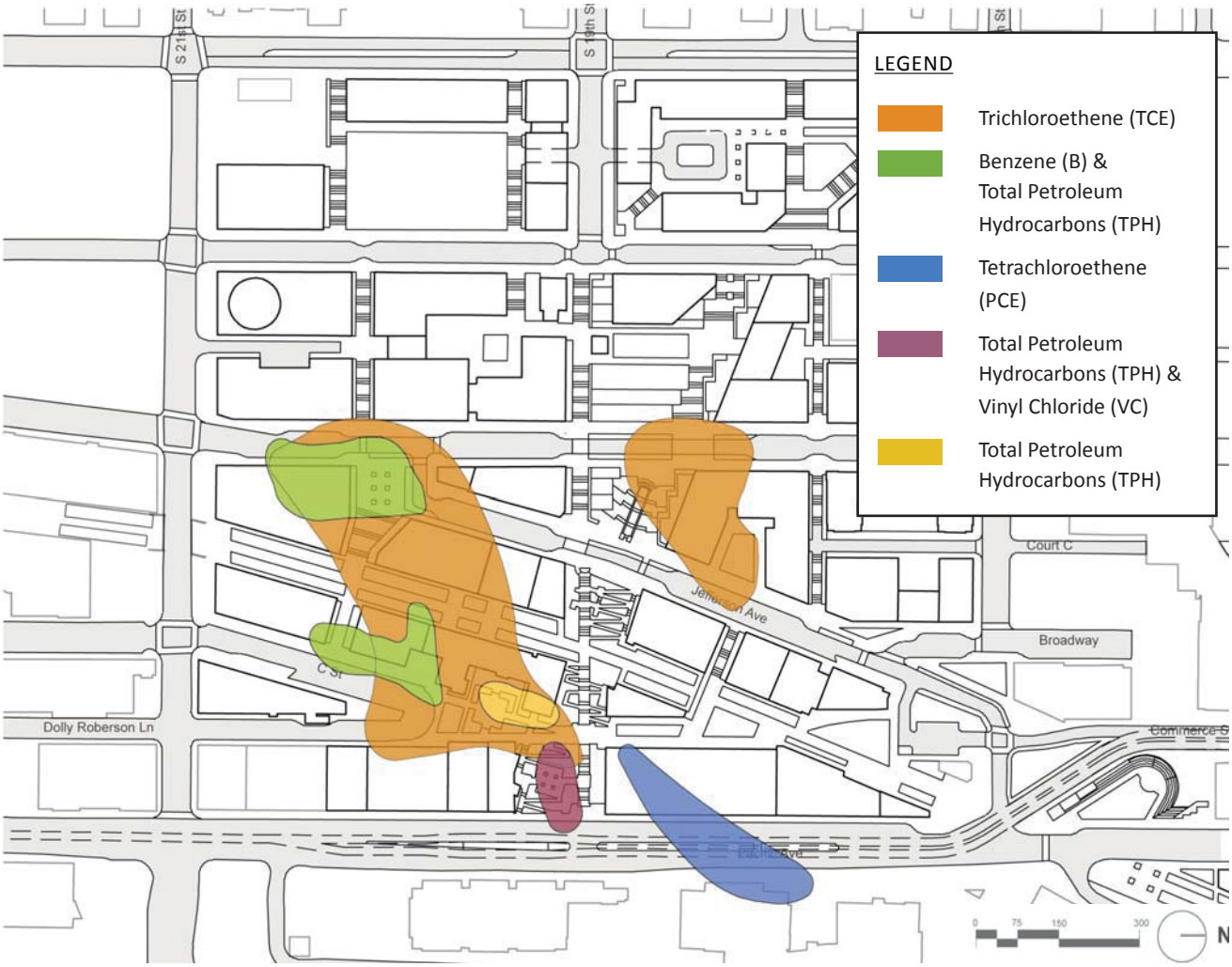


Figure 7-3 shows the location of the largest contaminated area in South Downtown, which extends from Market Street to Pacific Avenue and from South 19th Street to South 21st Street.[2] Numerous monitoring wells have been placed and are monitored by the University. The depths to groundwater in these locations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

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

2 Source: University of Washington - Tacoma Infrastructure Mater Plan

Thea Foss Waterway

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

Sounder Commuter Rail Construction

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

ASARCO Smelter Contamination

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

EXISTING BROWNFIELD POLICIES AND PROGRAMS

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

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

The City of Tacoma applied for an EPA Brownfields Assessment Grants for the South Downtown Subarea in 2011 and 2012. No funds were awarded.

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

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

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

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

BROWNFIELD STRATEGIES

Area-wide Brownfield Assessment

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

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

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

The proposed project also includes individual site assessments, the development of new brownfield policies, and a public engagement process to educate stakeholders and involve the community in guiding the project.

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

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

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

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

Individual Site Assessments

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

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

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

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

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

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

Brownfield Remediation

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

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

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

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

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

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

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

Brownfields on Privately-Owned Land

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

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

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

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

08

OPEN SPACE

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

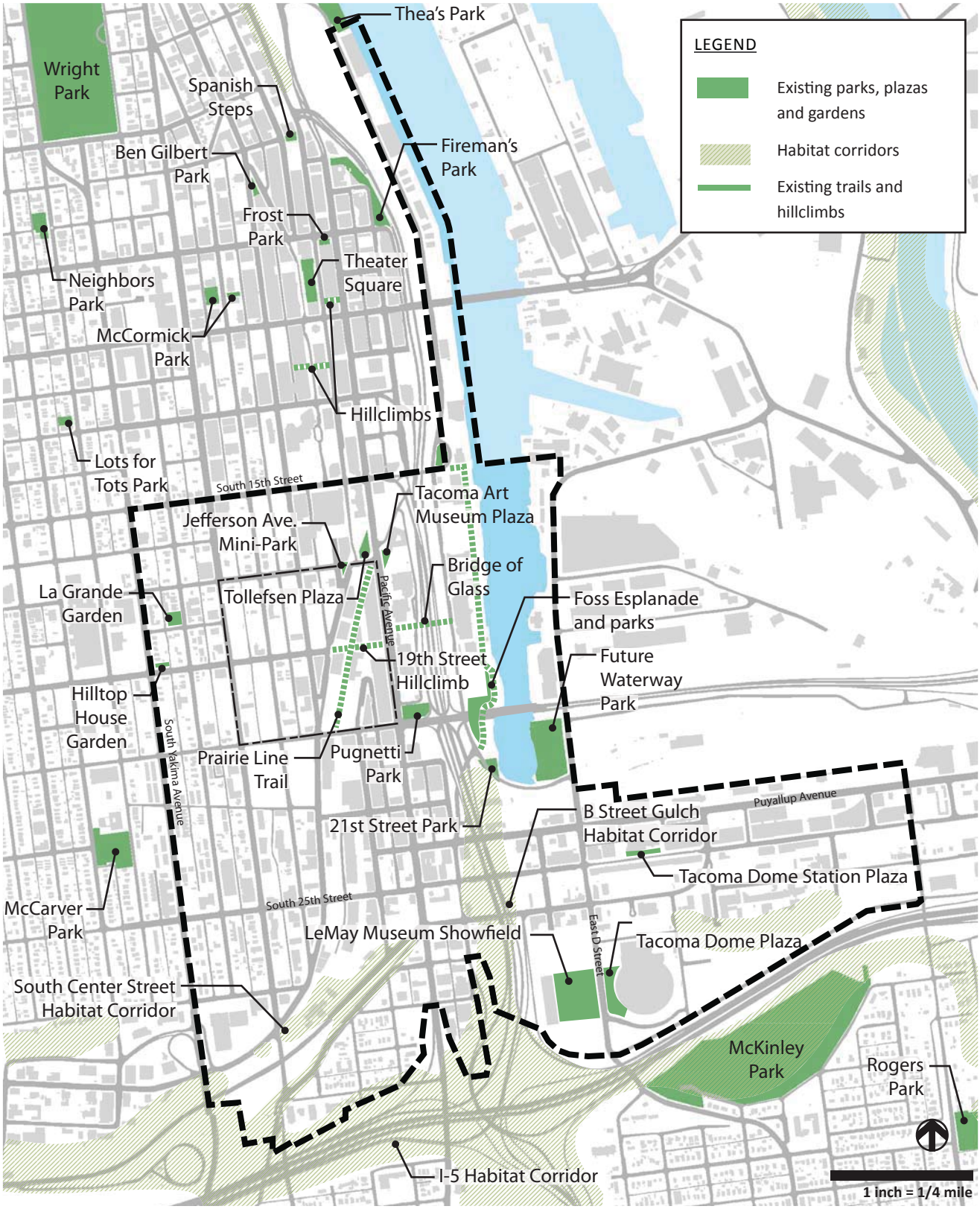
Planning for future open space should not only be tailored to provide a sufficient amount of diverse, accessible, usable open spaces, but also to leverage the network of open spaces by enhancing the connectivity among them. Creating legible, efficient, non-motorized connections and trails linking open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

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

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

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

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



EXISTING OPEN SPACES

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

Parks and open spaces:

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

Community gardens:

- Hilltop House
- La Grande Garden

Habitat Corridors:

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

Nearby Parks and Open Spaces outside the Subarea:

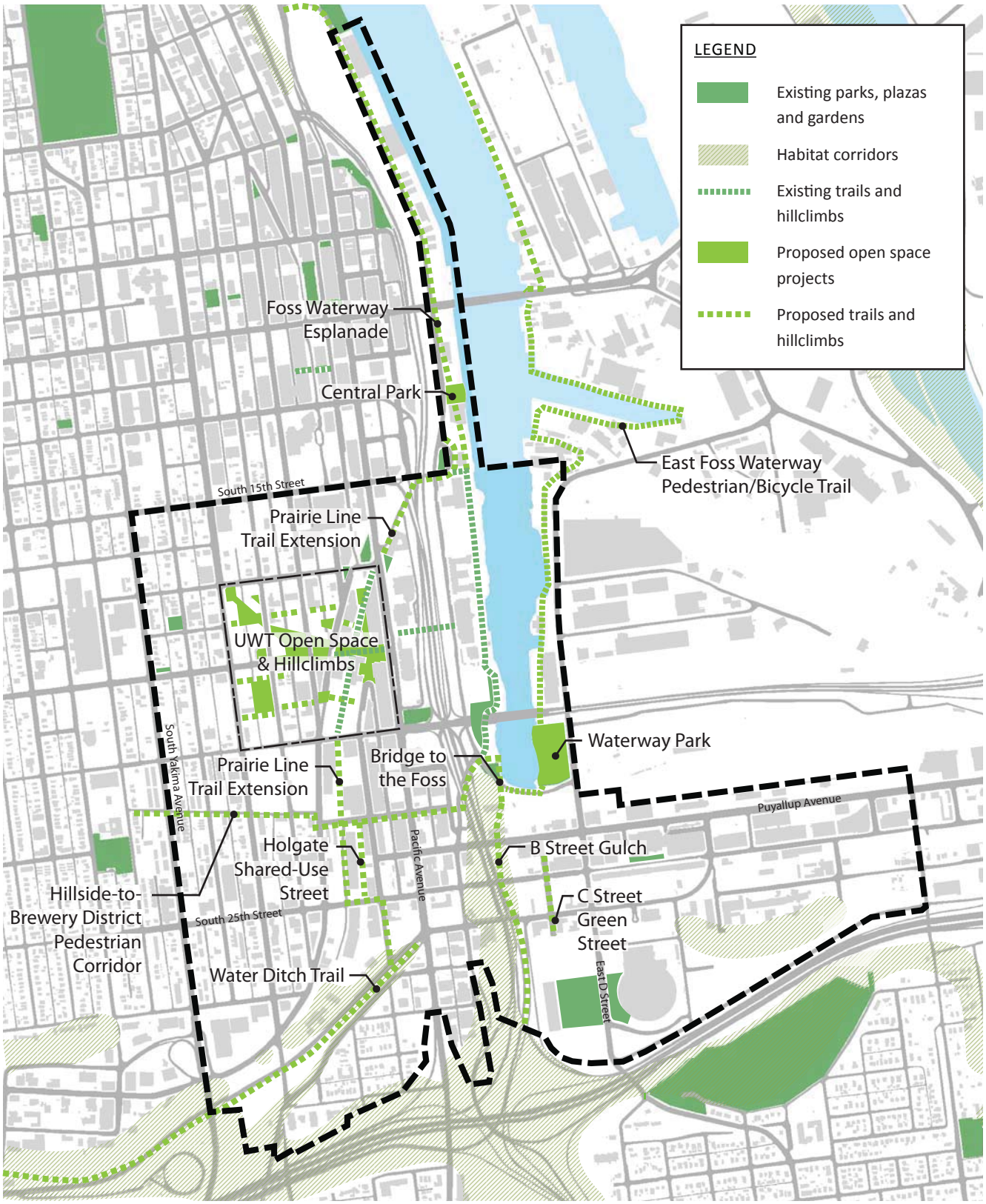
- McKinley Park
- Rogers Park
- McCarver Park
- Lots for Tots Park
- McCormick Park
- Neighbors Park
- Theater Square
- Frost Park
- Ben Gilbert Park
- Fireman's Park
- Spanish Steps
- Wright Park
- Thea's Park

The City of Tacoma's Open Space Program manages open space habitat areas, and the Streets and Grounds Division develops and maintains a number of small urban parks, including the Jefferson Avenue Mini Park. The City's role in providing for the future open space needs for South Downtown Subarea is likely to be limited given the City's intentions to become less involved in operating parks and to eventually transfer its park properties to Metro Parks Tacoma (MPT). MPT owns or manages most of Tacoma's open space lands and facilities intended for high-impact access and/or recreation.

None of the MPT parks are located within the Subarea boundary, but there are two important MPT "community" parks that are near enough to serve South Downtown residents: McKinley Park, located across I-5 from the Dome District, and Wright Park in North Downtown. Nearby MPT "neighborhood" parks include McCarver and Lots for Tots Parks just beyond the west border of the Subarea.

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

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



PROPOSED OPEN SPACE PROJECTS

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

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

Prairie Line Trail

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

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

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

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

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

The rail corridor south of South 25th Street represents a future opportunity for further extension of the Prairie Line Trail.

As of July 2013, the Prairie Line Trail was ranked second of all projects considered in the Puget Sound Regional Council's prioritization of proposed Bicycle/Pedestrian projects throughout the region

Foss Waterway Esplanade

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

Central Park

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

Waterway Park

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

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

Bridge to the Foss

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

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

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

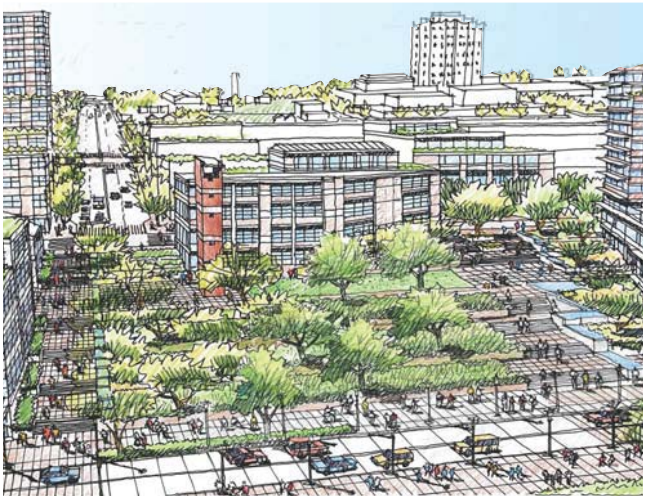


FIG. 8-9 A central component of UWT's plans for campus development is an open space that serves as the "heart of campus," providing important pedestrian connections as well as a variety of open spaces for activities and gathering.

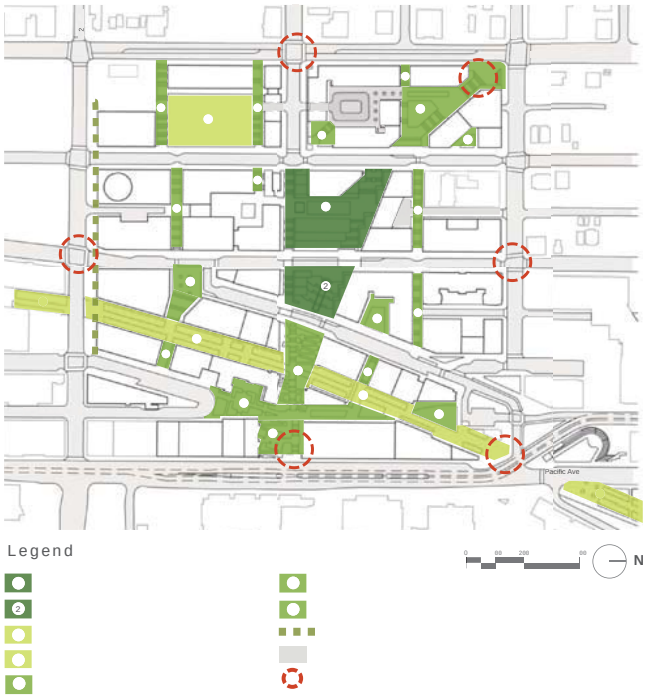


FIG. 8-10 UWT's 2008 Campus Master Plan outlines a framework of active and passive public open spaces that create green connections across and through the campus.

UWT Central Open Space and Grand Stairs

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

Holgate Shared-use Street

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

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

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

Hillside-to-Brewery-District Pedestrian Corridor

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

B Street "Gulch"

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

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

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

C Street Green Street

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

Lower-Priority Open Space Projects

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

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

Incremental Open Space Initiatives

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

Community Gardens

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

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

Dome District Pocket Parks

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

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

Public Art and Aesthetics

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

FUNDING STRATEGIES

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

Impact Fees

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

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

Integrated Natural Drainage and Open Space

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

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

Miscellaneous Funding Strategies

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

Local Improvement District (LID)

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

Parks Levy

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

Land Acquisition

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

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

Small-Scale, Community-Driven Projects

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

Private Open Space

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

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

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

09

MOBILITY

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

The Plan's Vision Statement outlines the motivations for pursuing the above goal:

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

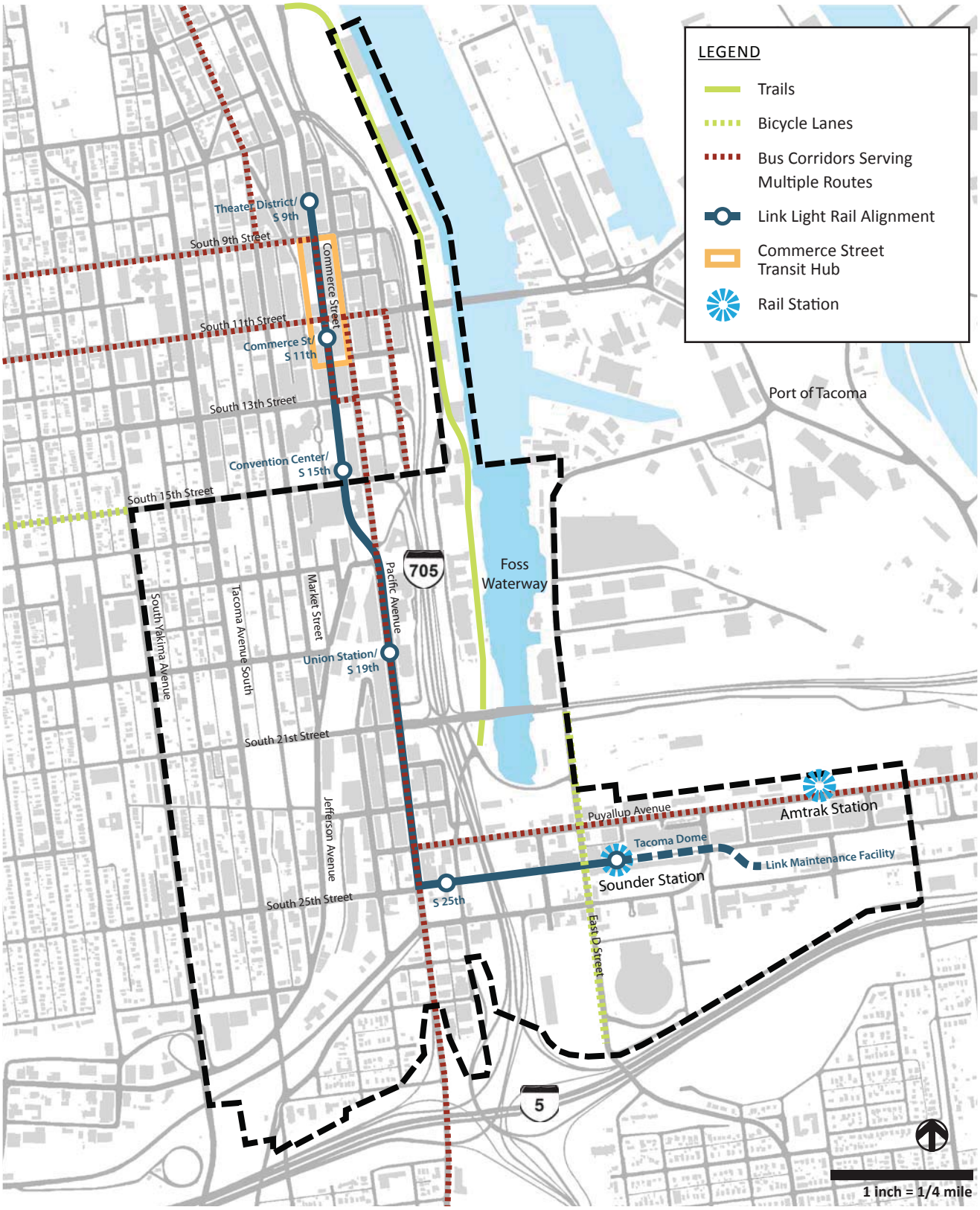
These transportation goals are also supported by an abundance of programs and policy at the federal, State, regional, and local levels, including:

- Federal Partnership for Sustainable Communities
- Washington State Growth Management Act
- Washington State Policy on Greenhouse Gas Emissions
- Puget Sound Regional Council's VISION 2040 and Transportation 2040
- Pierce County Countywide Planning Policies
- *City of Tacoma Comprehensive Plan*
- *City of Tacoma Mobility Master Plan*
- *City of Tacoma Climate Action Plan*
- *University of Washington Tacoma Campus Master Plan (2003 and 2008 Update)*

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

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

FIG. 9-2 KEY FEATURES OF EXISTING TRANSPORTATION NETWORK



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

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

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

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

EXISTING CONDITIONS

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

Pedestrian Facilities

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

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

Streets that currently have no sidewalks include:

- Most of South 23rd Street between South Fawcett and South Yakima Avenues
- South 21st Street between Jefferson and South Tacoma Avenues

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

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

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

- Most of the streets in the industrial areas of the Dome District south of Puyallup Avenue and west of East G Street
- Miscellaneous short street ends in the Subarea

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

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

Topography presents a significant challenge for east-west pedestrian mobility in the Subarea, with steep grades dropping off east of Yakima Avenue from the hilltop plateau (for reference, see Figure 2-18 in Chapter 2). Grades are less challenging in the Dome District.

Bicycle Facilities

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

Public Transit

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

Bus service is provided primarily by Pierce Transit, which generally operates routes at 20 - 30 minute frequencies during peak demand hours throughout the Subarea. Routes provide direct connections with local service to UWT, Downtown Tacoma, the Stadium, Proctor, and Portland Mixed-Use Centers, Lakewood, Parkland, and the Puyallup and South Hill Regionally Designated Centers (see Table 9-1).

Due to projected budget constraints, Pierce Transit had expected to eliminate 28% of current service in September 2013. However, because sales tax revenues have been rising, in July 2013 it was determined that Pierce Transit could maintain current service levels through June 2014. Pierce Transit also recently received a WSDOT grant to support 15-minute peak headways for Route 1 on Pacific Avenue.

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

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

Intercity Transit operates several bus routes between Tacoma and Thurston County (see Table 9-1).

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

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

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

FIG. 9-9 EXISTING BUS SERVICE

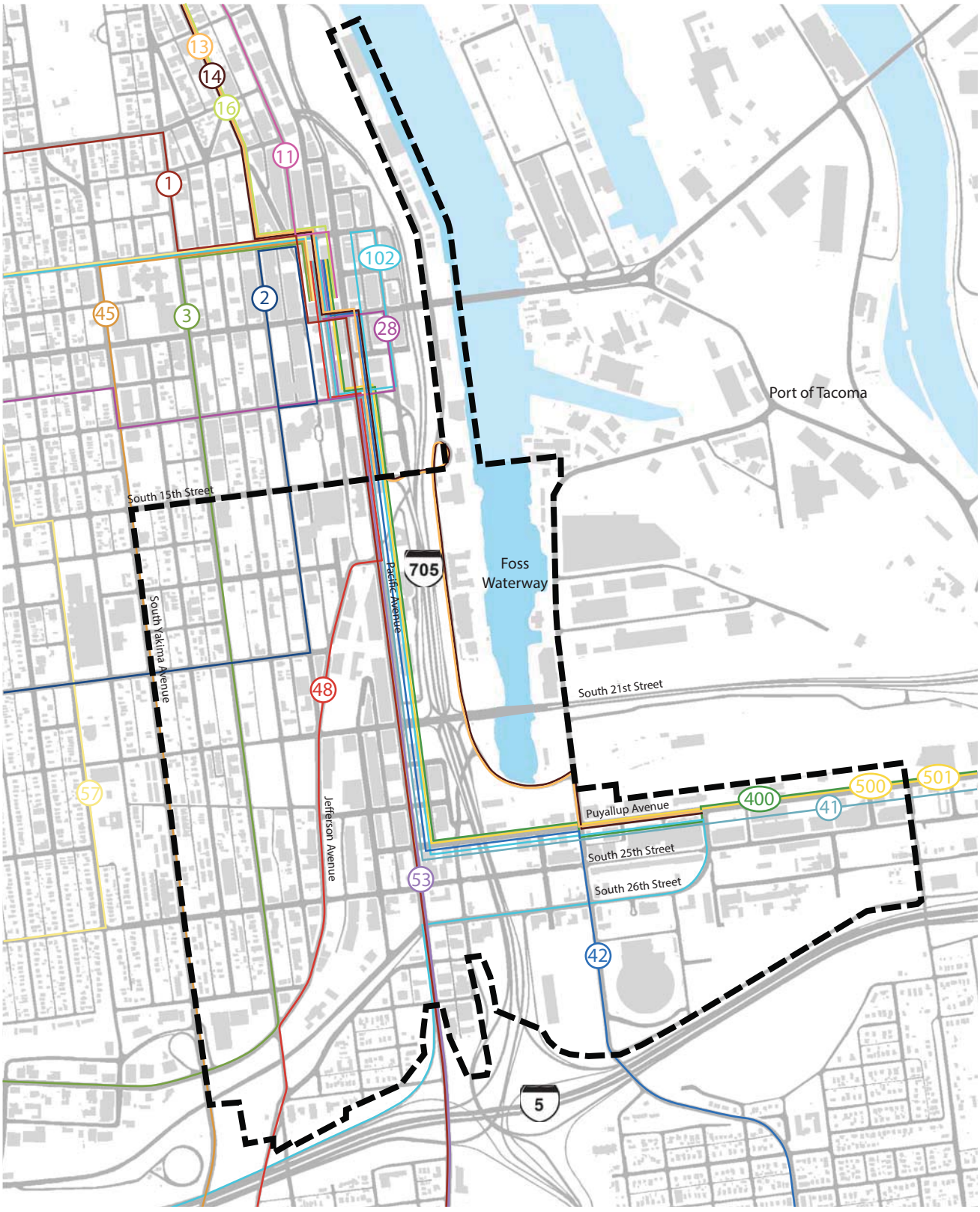


FIG. 9-10 Most local Tacoma buses connect through the Commerce Street Transit Center, located between South 9th and 11th Streets. Regional bus connections are served at the Tacoma Dome Station on Puyallup Avenue.

TABLE 9-1 BUS SERVICES OPERATING TO/FROM TACOMA DOME STATION AREA (MARCH 2013)

Route	Corridor Traveled Near Tacoma Dome Station	Route Destinations	Average Weekday Trips	Span of Bus Service
PT 13	Puyallup Avenue	Proctor MUC, Stadium MUC, Downtown, Dock Street, Tacoma Dome Station (TDS)	26	6am - 6:30pm
PT 14	Puyallup Avenue	Proctor MUC, UPS, Stadium MUC, Downtown, Dock Street, TDS	26	6am - 7pm
PT 41	Puyallup Avenue	Downtown, UWT, Lower Portland MUC, Salisham, 72nd & Portland MUC	47	5am - 8:30pm
PT 42	D Street Puyallup Avenue	Downtown, UWT, McKinley MUC, 72nd & Portland MUC	28	6am - 8pm
PT 102	Puyallup Avenue	Gig Harbor, TDS, UWT, Downtown, Martin Luther King MUC	9	5am - 7pm
PT 400	Puyallup Avenue	South Hill, Downtown Puyallup, TDS, UWT, Downtown	49	5am - 9pm
PT 500	Puyallup Avenue	Downtown, UWT, TDS, Fife, Federal Way	33	6am - 10:30pm
PT 501	Puyallup Avenue	Downtown, UWT, TDS, Fife Industrial Area, Milton, Edgewood, Federal Way	30	6am - 9pm
ST 590	Puyallup Avenue	TDS, Downtown Seattle	97	4am - 8pm
ST 591	Puyallup Avenue	Lakewood Station, Downtown Tacoma, TDS, Downtown Seattle	59	5am - 1am
ST 574	Puyallup Avenue	SeaTac Airport, TDS, Lakewood	78	2am - 1am
ST 586	Puyallup Avenue	TDS, University of Washington-Seattle	19	6am - 7pm
IT 603/ 605/612	Puyallup Avenue 26th Street	Downtown, TDS, Lakewood Station, Lacey, Downtown Olympia	31	5am - 10pm

Transit Providers: PT = Pierce Transit ST = Sound Transit IT = Intercity Transit (Olympia/Thurston County)

FIG. 9-11 The Tacoma Dome Multimodal Station and parking structure.

FIG. 9-12 Expansive surface parking lots adjacent to the American Car Museum and the Tacoma Dome.

FIG. 9-13 The Court 17 apartments are built above three levels of parking managed by the UWT .

Heavy Rail

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

Roadways

The Subarea is situated at the intersection of several major interstates and state routes. Interstate 5 traverses east-west along the southern border of the Subarea and I-705 bisects the subarea west of the Tacoma Dome, traveling north-south and terminating in downtown Tacoma. State Route 509 reaches east from I-705 along the port and extends through New Tacoma. High traffic volumes on southbound I-5 between I-705 and SR 16 cause congestion and queuing along I-5 and the ramps to I-705 in the Subarea. There is congestion around the 9th Street onramp just north of the Subarea. Portland Avenue, just east of the Subarea boundary, provides access to the Port of Tacoma from I-5 and is chronically congested.[1]

The street network through the Subarea is highly irregular. The eastern portion (south of the port and Foss Waterway) is characterized by short, disconnected north-south streets and long east-west streets. Puyallup Avenue is the only arterial street that extends east from I-705 through the subarea. East 25th Street is

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

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

Parking

The Subarea currently has an excess supply of parking, to which significant land area is dedicated (for reference, see Figure 2-15 in Chapter 2).

On-Street Parking

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

Off-Street Parking

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

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

The 2008 UWT *Campus Master Plan Update* estimated that the campus' mix of surface and structured parking provides approximately 550 spaces for 2,173 full-time-equivalent students (FTEs), or a 25% ratio of parking to student FTEs. The Plan states that for future expansion the UWT will plan for a 15% - 30% ratio of parking spaces to student FTEs, which would translate to 1,500 - 3,000 parking spaces for an enrollment of 10,000 FTEs. The Plan estimates that approximately 200-300 spaces could be available as street parking and proposes on-campus locations for future structured parking to accommodate the full needs of the expected expansion.

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

Waterborne Transportation

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

TRANSPORTATION MODELING

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

Regional Result Summary

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

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

Subarea Result Summary

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

Further details on the modeling results are provided in the Transportation Element of the EIS.

STRATEGIES

Engineering Codes

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

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

Level of Service Standards for Motor Vehicles

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

One of the primary mobility goals for South Downtown is to create a balanced transportation system that allows for a significant mode shift from trips by SOV to trips by walking, cycling, and transit. However, as the Subarea grows over time, the City's current LOS standards can be expected to result in an unbalanced priority on travel by SOVs. To address this potential barrier to achieving the desired future Vision for South Downtown, this Subarea Plan proposes a transit LOS of "D" (where practicable) and non-transit LOS of either "E" or "F-mitigated".

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

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

1. For all arterial roadways and collector streets, the City of Tacoma will accept operations at LOS F, with mitigations as required by the City Engineer (after consultations with WSDOT).
2. The City shall maintain operations on all streets and intersections at LOS E unless maintaining this would, in the City Engineer's judgement, be infeasible, conflict with applicable facilities and standards in the Pedestrian and Bicycle Elements of the Mobility Master Plan, and/or conflict with the achievement of other Subarea Plan goals. LOS F conditions may be accepted in such cases, provided that provisions are made to facilitate and encourage non-SOV transportation as part of a development project.

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

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

RECOMMENDATION M-2: Set the motor vehicle level of service standard to LOS "E" or "F-mitigated" for the South Downtown Subarea.

Thresholds of Significance for Mode-Specific Impacts

In addition to Level of Service (LOS) standards, the City establishes the following thresholds of significance for impacts to accessibility and mobility:

Connections to State Highways

At the connection of the state highway system with local streets and transportation facilities, the threshold for significance of impacts to mobility shall be defined by the City as inclusive of the current threshold or standard of WSDOT at the time of the assessment.

Transit

Future changes and/or improvements to designated transit corridors in the study area will, where practicable, maintain a minimum average delay for transit vehicles equivalent to or less than the vehicle delay associated with Level of Service D (as defined in the latest edition of the Highway Capacity Manual). The designation of key transit corridors will occur as part of the City's update to the Comprehensive Transportation Plan, currently underway. Treatments that may be utilized to maintain transit LOS include but are not limited to designated transit only lanes, transit signal priority, transit queue jumps and treatments at transit stops.

RECOMMENDATION M-3: Establish specific thresholds of significance for connections to State highways, and for transit service.

Monitoring

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

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

- Transit ridership (including vehicle passenger loads in relation to vehicle seated capacity)
- Transit vehicle delay at key intersections
- Point-to-point transit vehicle travel times
- Parking occupancy and turnover (on-street and off-street) in selected areas
- Volumes of pedestrian and bicycle traffic at selected screenlines
- Intercept travel surveys of the occupants of selected new or redeveloped buildings

RECOMMENDATION M-4: Implement a monitoring program to collect transportation and land use performance data every five years.

Adaptive Management

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

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

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

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

RECOMMENDATION M-5: Implement an Adaptive Management and Mitigation Program to address potential future impacts to mobility as the Subarea builds out.

Development Thresholds for Impact Fees

As the Subarea gains population and employment, there will be an increasing need for multimodal transportation investments that support travel by walking, biking, and transit. Implementing developer impact fees is one common approach for funding such infrastructure. However, Tacoma does not currently assess any impact fees. South Downtown's real estate market creates a financial environment in which impact fees could pose a significant encumbrance to near-term, catalytic development projects.

The proposed solution is a developer impact fee that is phased in over time based on the amount of new development that has occurred in the local area. A phased-in approach would avoid counterproductive encumbrance of near-term projects, and if properly designed, would only begin to impose impact fees after the real estate market had recovered. It would also make sense from a timing perspective, because revenues would only be generated after new development had begun to create a significant need for new multimodal transportation investments.

This approach would require careful selection of growth thresholds that would trigger the activation of the impact fees, and the fees would need to be consistent with the Growth Management Act requirements. This Subarea Plan's recommendation is for two tiers of development thresholds that would trigger a graduated set of impact fees. The optimum threshold levels would require further analysis to determine, but the proposal is to start with trigger levels of 10 million and 20 million square feet of new development. Determination of the impact fee amounts and the types of multimodal transportation projects that would be funded require further planning and analysis. Transit facilities should be exempt from these impact fees.

RECOMMENDATION M-6: Develop and implement a phased-in developer impact fee system to fund multimodal transportation infrastructure investments as South Downtown builds out.

Development Thresholds for Transportation Management Programs

Consistent with its authority under the State Environmental Policy Act (SEPA), the City of Tacoma may require property owners to develop and implement a Transportation Management Program (TMP) intended to reduce the share of tenants and employees who access the site by driving alone. Such programs may be required as a condition of approval for development projects in order to reduce potential parking and traffic impacts on the surrounding community.

Employer-based TMPs frequently include incentives and services for employees, while property manager TMP's may target physical elements that support the use of active transportation. Program elements may include secure and covered bicycle parking, shower facilities, commuter information centers, and charging market-based prices for the use of off-street parking facilities. Tacoma's downtown transportation advocacy group, *Downtown On The Go,* is a potential partner for developing and administering TMPs. Several cities in the region, including Seattle, Bellevue, Kirkland and

Redmond, currently require selected property owners to implement TMPs as a condition of development approval .

To address the increasing need for TMPs as the Subarea grows, and to avoid overly encumbering near term catalyst redevelopment projects, this Subarea Plan proposes the establishment of new development thresholds to trigger requirements for TMPs. The proposed TMP threshold is five million square feet of new development in the Subarea, after which predefined TMPs would be required as conditions of approval for all future development. Final determination of the optimum threshold and the specific requirements for TMPs would require further analysis.

RECOMMENDATION M-7: Develop and implement regulations that require Transportation Management Programs with specific elements, triggered when new development exceeds predetermined threshold levels.

Transportation Demand Management

As the Subarea redevelops over time, the City could consider implementing the following transportation demand management (TDM) strategies to reduce the vehicle trip generation of new and existing buildings:

Universal Transit Passes

In recent years, a growing number of transit agencies have teamed with developers, employers and universities, and even residential neighborhood associations to provide universal transit passes. These passes typically allow the holder to take unlimited rides on local and regional transit services for a low monthly fee, and the cost is born by the university, employer, property manager, or developer. Passes could be provided by individual developments, or potentially on an area-wide basis. In addition to reducing vehicular traffic, a Universal Transit Pass program would likely reduce parking demand (the Eco-Pass program in Santa Clara County, California resulted in a 19% reduction in parking demand).[2]

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

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

Pass-holders are also eligible for a 100% fare subsidy for vanpools and vanshare service offered by participating transit agencies.

Participating employers are required to purchase a pass for every benefits-eligible employee, spreading the cost of the benefit over all employees and providing an incentive for all to use transit. Per employee costs vary based on the size of the employer and the location/ transit accessibility of the employment site.

Additional information is available at:

http://www.kingcounty.gov/transportation/kcdot/MetroTransit/ORCABusinessPassport/prospective-customers/what-is-orca-business-passport.aspx

Commute Trip Reduction (CTR)

The State currently requires employers with employment sites where 100 or more employees are scheduled to arrive for work during the morning peak period to implement a CTR program to encourage employees to walk, cycle, share rides, take public transportation, telecommute, and/or to work a flexible

2 Santa Clara Valley Transportation Authority, 1997

schedule that allows them to commute during off-peak hours (RCW.70.94.531). The City of Tacoma maintains a robust Commute Trip Reduction Program, but could consider extending it to employment sites 10-99 employees. To minimize the impact of administrative costs on small employers, the City could utilize the assistance of Tacoma commute reduction advocates *Downtown on the Go.*

RECOMMENDATION M-8: As the Subarea redevelops, consider implementation of Universal Transit Pass Programs and/or a reduction of the employee threshold for the requirement of Commute Trip Reduction Programs.

Parking Management

Providing parking often creates impediments to the creation of a walkable, transit-oriented community. However, it must be recognized that the transformation of South Downtown toward reduced dependence on cars will be incremental, and parking must be carefully managed over time to ensure that sufficient parking resources remain available. As noted previously, most of the Subarea currently has an abundance of available off-street parking. This presents opportunities for parking management strategies designed to better utilize existing parking assets in order to reduce demand for the construction of new parking.

Shared Parking

One of the best opportunities for parking management in South Downtown is shared parking. For example, the Tacoma Dome surface parking lots are vastly underutilized except during event times. This parking capacity has the potential to serve users that need parking at complementary times, such as when there are no Dome events in progress. The future expansion of the University of Washington is also a potential opportunity for shared parking, given that the parking needs of students and faculty that commute are often complementary to those of neighborhood residents.

An area-wide parking management strategy would entail collecting time-based utilization data on parking facilities throughout the Subarea and nearby, and then identifying uses (existing or future) that could utilize the excess capacity based on timing and location. One successful example of a large-scale shared parking scheme is Thornton Place in Seattle's Northgate neighborhood, where private development, King County Metro, and a movie theater complex share structured parking.

Pricing

Pricing is another important parking management strategy. For example, it is no coincidence that the Tacoma Dome Station parking garages are free and are also the most highly utilized parking facilities in South Downtown. This scenario creates a market distortion that can lead to inefficient utilization of parking resources. Putting a price on parking in the Dome Station lots would encourage potential users to consider other parking options more suited to their needs, which would open up more capacity for those who really need to be parked at the station. Pricing strategies should be based on an area-wide assessment, and parking policy for the Tacoma Dome Station garages will be determined by Pierce Transit's Board of Commissioners and Sound Transit's Board of Directors. For optimum results, off-street pricing strategies would also be coordinated with strategies for the pricing and permitting of on-street parking.

RECOMMENDATION M-9: Establish a program to provide area-wide parking management for South Downtown, including shared parking and pricing strategies.

Supplemental Parking Management Strategies

As the Subarea redevelops over time, the City could consider the following measures to mitigate any future impacts to parking availability within the Subarea:

- On-street parking vacancy rate management: Experience in other cities has shown that the ideal vacancy rate is approximately 15%, which translates to one to two empty spaces per block face. This helps ensure that new arrivals can find an on-street parking space near their destination, reducing the traffic tie-ups that can occur when motorists search and circle to find on-street parking, and also reducing parking spillover to surrounding areas. Methods to manage vacancy rates include adjusting meter rates and time limits, and issuing special permits to residents and businesses. This strategy would require ongoing monitoring of occupancy and availability in the Subarea and adjacent neighborhoods.
- Parking Benefit District: Parking Benefit Districts return all permit and/or meter revenue to the District to fund streetscape and other access improvements and programs in the same area in which the revenue was collected.
- Unbundled Parking Costs: Requiring that parking spaces be leased or sold separately ("unbundled") from the rent or sale price of commercial space or residential units helps people understand the true costs of driving, and can be expected to lead to lower rates of car ownership and trip generation.
- Maximum Parking Requirements: Limits on the supply of off-street parking can prevent over-supply, eliminating a hidden incentive to drive and encouraging use of active transportation modes. As an alternative, incentives could be offered to developers who build less parking than the maximum allowed by code. Another variation would be to establish a Subarea-wide cap on the total number of off-street parking spaces permitted in the District. Such an area-wide cap would include an allowance for selling or trading rights for off-street parking spaces.
- Non-residential Off-street Parking Tax: To generate revenue for new transportation facilities and services and to reduce demand for parking, the City may advocate for state legislative authority to levy an annual per-stall tax on all off-street parking that is accessory to non-residential land uses. Such a tax might be graduated, with lower rates for property owners who unbundle parking or otherwise charge for parking at market rates. Parking for transit facilities should be exempt from such a tax.
- Flexible Parking Design: Off-street parking can be designed to allow flexible management and use and maximum adaptability to new conditions through the following approaches:
  - » Requirements that parking be publicly accessible or easily convertible to allow public access
  - » Surface parking lot design that anticipates future conversion of parts of the to new TOD
  - » Restricted use parking areas designed to allow their easy future conversion to publicly available spaces (e.g. installing moveable gate arms that restrict access to smaller or larger share of spaces, as needed)
  - » Circulation patterns designed to permit flow through the entire facility in a future shared parking scenario

RECOMMENDATION M-10: As the Subarea redevelops, consider the implementation of on-street parking management, Parking Benefit Districts, requirements for unbundled parking, parking maximums, and a non-residential off-street parking tax.

PROJECTS

The following sections describe transportation-related projects that are important ingredients for achieving South Downtown's long-term goals. Some of these projects are already in the planning stages, while some are concepts that have been previously proposed and some are proposed for the first time in this Subarea Plan. These projects are also itemized in Chapter 10 of this Subarea Plan.

Active Transportation Projects

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

Mobility Master Plan Projects

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

Short term:

- Bicycle Boulevard[3] on South Fawcett Avenue between South 15th and South 25th Streets, continuing north beyond the Subarea; construction anticipated in 2013
- Bike Lane on Tacoma Ave South, to the south of South 25th Street, continuing south beyond the Subarea
- Bicycle Lane on South 25th Street to connect the bicycle lanes on South Fawcett Avenue and Tacoma Avenue South
- Bicycle facilities on Puyallup Avenue/South 24th Street, between South C Street and East L Street, continuing east beyond the Subarea
- Shared lane markings on Dock Street between East D Street and the north end of the Waterway
- Multi-use trail on the Prairie Line (this project is discussed in Chapter 8 of this Plan); currently in the planning and design phase
- Multi-use trail from the end of the Prairie Line Trail at South 25th Street, connecting via South C Street to South Tacoma Way (continuing southwest beyond the Subarea)

Medium term:

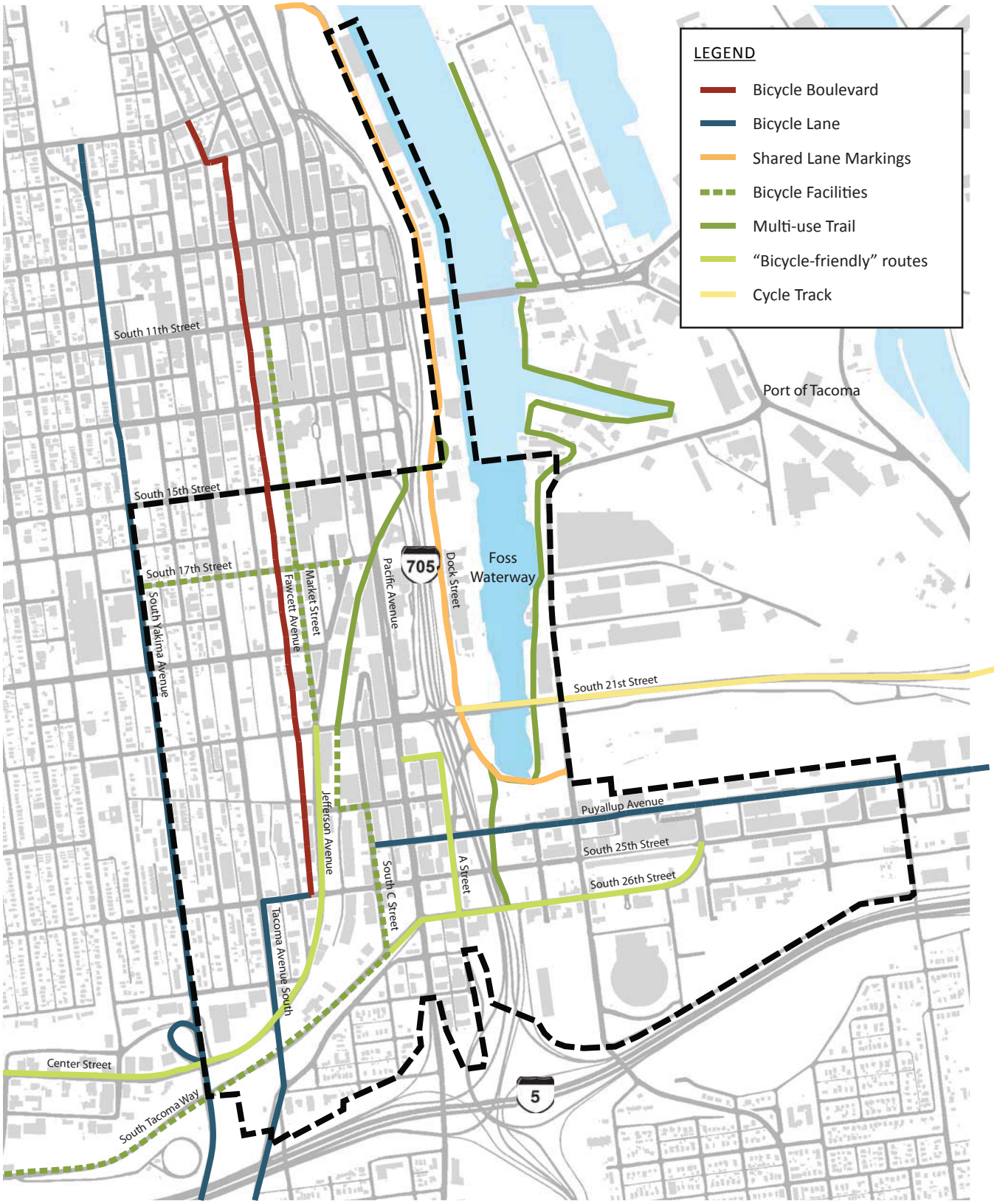
- Bicycle Lane on South Yakima Avenue extending through the entire Subarea
- Multi-use trail in the "B Street Gulch" (this project is discussed in Chapter 8 of this Plan)
- Cycle track on South 21st Street east of Pacific Avenue, continuing along SR-509 beyond the Subarea, and connecting downtown to Marine View Drive

Long term:

- Bicycle facilities on South Market Street between South 15th and South 21st Streets, continuing north beyond the Subarea
- Multi-use trail on the east edge of the Foss Waterway from Dock Street Extension to beyond the north boundary of the Subarea (a very long term project)

3 According to the Tacoma Mobility Master Plan, "Bike Boulevards are streets where motorists and cyclists share the road. Pavement markings and signage indicate bicycle route. Bike Boulevards are used on lower-volume, residential streets. They are designed to be comfortable for cyclists of all ages and abilities. Bike Boulevards often include traffic calming measures such as traffic circles, rain gardens, or street trees as well as wayfinding signage."

FIG. 9-14 PROPOSED MOBILITY MASTER PLAN PROJECTS (INCLUDES SUBSEQUENTLY-IDENTIFIED PROJECTS)



Since the MoMaP was approved in 2010, the City has continued to engage the Bicycle and Pedestrian Action Committee as well as other stakeholders and has identified following additional projects:

- Bicycle facilities on South 17th Street between Jefferson and South Yakima Avenues
- "Bicycle-Friendly" route extending through the entire Subarea on Market Street, Jefferson Avenue, and Center Street (note that UWT favors future bike facilities on Fawcett Street to avoid conflicts with transit on Market Street)
- Bicycle facilities on South C Street between the UWT campus and South Tacoma Way (as of February of 2013, utility work is being done and the City is determining whether bike lanes, sharrows, or a combination of the two would be the best option for the reconstructed street).
- "Bicycle-Friendly" route on A Street between East 22nd and East 26th Streets, continuing west on East 22nd Street to Pacific Avenue
- "Bicycle-Friendly" route on East 26th Street between South Tacoma Way and East 25th Street

RECOMMENDATION M-11: Prioritize the implementation of the City's proposed active transportation projects in South Downtown as identified in the Mobility Master Plan and subsequent planning efforts.

Pedestrian Crossings

As noted in the existing conditions discussion above, many pedestrian crossings throughout the Subarea are in need of basic improvements such as striping and signage. In some cases, new signalization may be appropriate. Intersections most in need of pedestrian crossing improvements based on their current condition and potential to support pedestrian travel include:

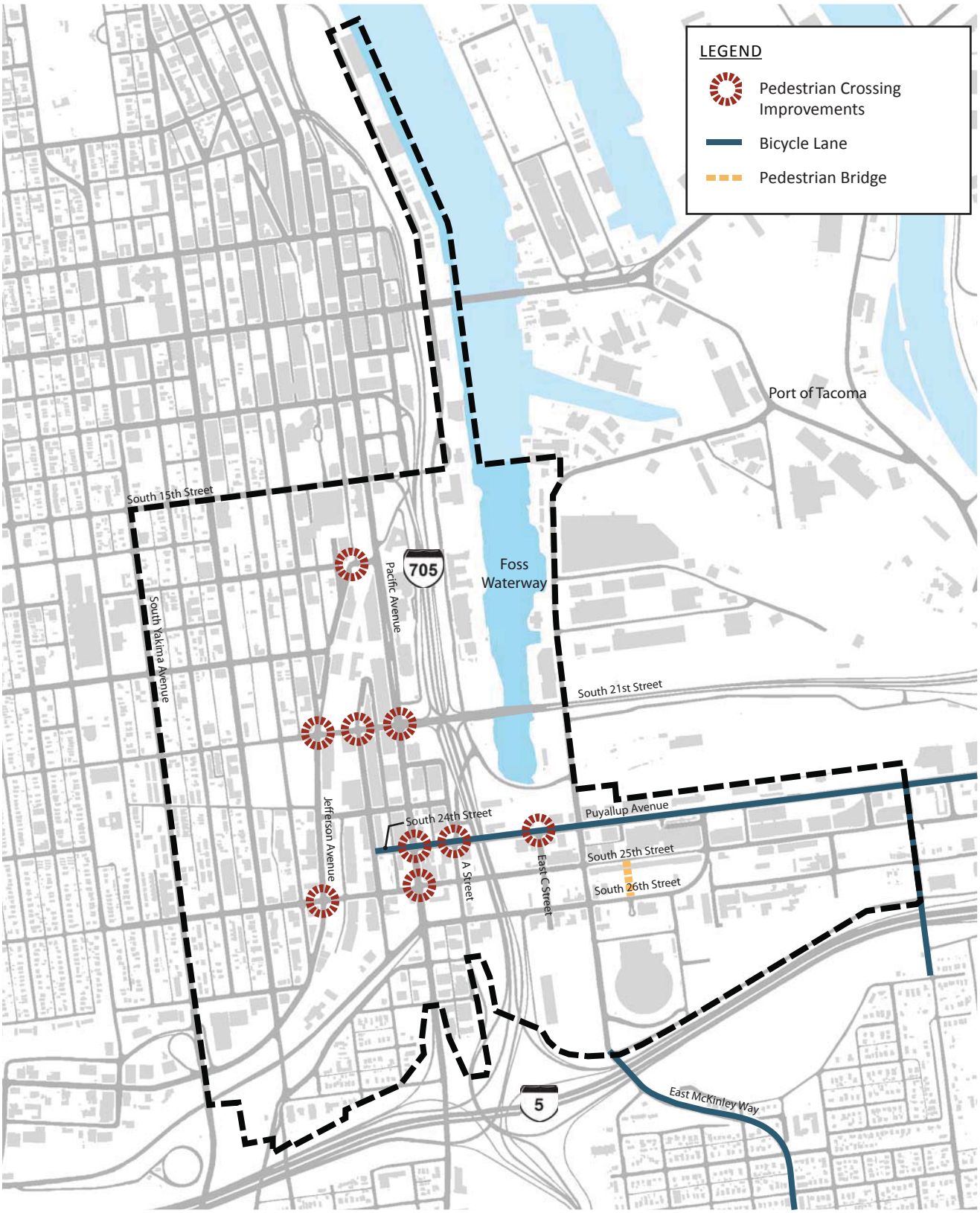
- Puyallup Avenue and East C Street
- South 21st Street and South C Street
- Jefferson Avenue and South 25th, South 21st, and South 17th Streets
- A Street and South 24th Street
- Pacific Avenue and South 21st, 24th, and 25th Streets

Crosswalks should be upgraded in many other locations throughout the Subarea to support increasing volumes of pedestrian travel as the population of South Downtown grows.

The crossings of the future Prairie Line Trail at South 21st Street, South 25th Street, and Pacific Avenue will require careful design to safely accommodate potentially high volumes of both pedestrians and cyclists. The 21st Street crossing is particularly challenging because of the steep grades and high traffic volumes at this location. The City has been evaluating options, and as of January 2013, the preferred alternative is the "Double Median" option because it provides the best balance between traffic demand and flow and pedestrian safety for trail users. As shown in Figure 9-17, this design allows for a crossing aligned with the trail, and the two medians serve as refuge points to enable safer crossings. The design requires the loss of one westbound travel lane. Over the long term, the City is also considering a grade-separated solution – a tunnel or bridge – that would cause minimal to no delay to motorists and trail users, with an estimated cost in the range of $13 million.

RECOMMENDATION M-12: Initiate a City program to create a prioritized list of pedestrian crossing improvements in South Downtown along with a plan for implementing the improvements.

FIG. 9-15 PROPOSED ACTIVE TRANSPORTATION ACCESS AND PEDESTRIAN CROSSING IMPROVEMENTS



Tacoma Dome Station Access Projects

Fully leveraging the value of the transit hub at the Tacoma Dome Station hinges on high-quality active access in the surrounding area, and there are numerous improvements that could be made. In many cases, relatively modest investments could have a strong positive near-term impact on the neighborhood.

Sound Transit's 2012 *Sounder Station Access Study*[4] includes an analysis of the Tacoma Dome Station area, which found that approximately 80% of passengers arrive and depart by private automobile. Suspected causes of this low rate of active transportation access included:

- Access is challenged by several physical barriers, including topography, at-grade crossings, I-5, I-705, and the BNSF railroad
- Currently, there are almost no pedestrian trips and very few bicycle trips originating from within a 15-minute travel shed of the station, due in part to the lack of residential uses around the station
- Only 130 employed residents are located within a 15-minute walk of the station

The Study estimated that over 18,000 employed residents are located within a 15-minute bicycle ride to the station, which supports the need for improved and expanded cycling infrastructure.

To improve active transportation access, the Study identified the following potential projects:

- Improved street lighting
- Bicycle lanes on Puyallup Avenue and East McKinley Way
- Pedestrian crossing improvements at the intersection of Puyallup Avenue and East C Street
- Bike lanes on East McKinley Way and East L Street extending beyond the Subarea boundaries
- Pedestrian Bridge from Freighthouse Square to East 26th Street

The proposed pedestrian bridge may not be a critical pedestrian connection for the station area, but it could serve as a redevelopment catalyst for sites on East 26th Street. A pedestrian bridge at this location was also proposed in the 2008 *Tacoma Dome District Development Strategy Update*. WSDOT's planned relocation of the Amtrak station to Freighthouse Square would present an opportunity to construct a pedestrian bridge integrated with the station.

RECOMMENDATION M-13: Implement the proposed Tacoma Dome Station access improvement projects; seek funding from Sound Transit at the earliest possible date.

4 Sound Transit (2012). Sounder Stations Access Study—September 2012.

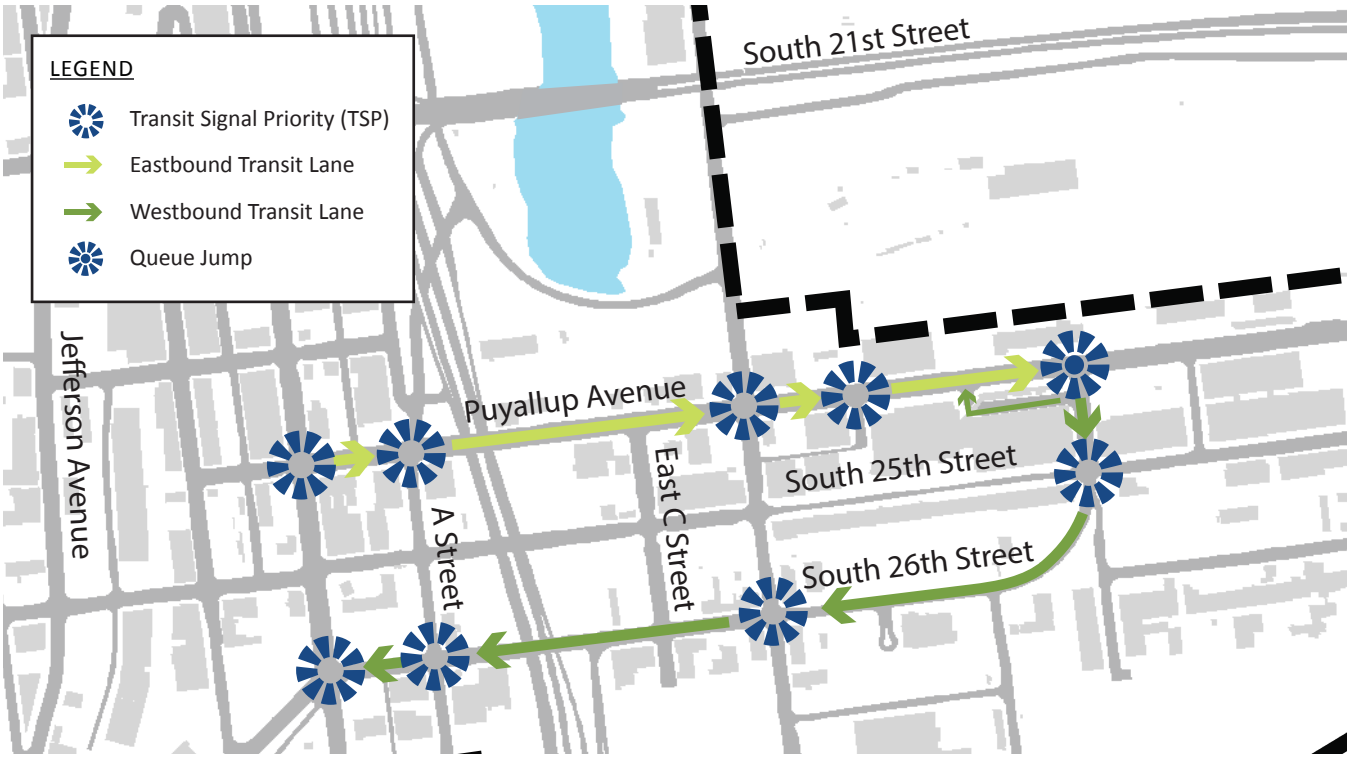


FIG. 9-16 Transit priority strategies proposed for the Dome District station area.

Complete Streets Projects

The following streets have been identified as high-priority candidates for reconfiguration according to Tacoma's Complete Streets Principles (see Chapter 1 for more on Complete Streets).

Puyallup Avenue

Puyallup Avenue in the Dome District is currently a multi-lane, high-speed, motor-vehicle dominated street that is a hostile place for pedestrians and cyclists. Given its adjacency to the Dome Station and its potential function as a connector to the Brewery District, Puyallup Avenue is a prime target for conversion to a pedestrian-friendly, multi-modal street.

The City is currently developing a design that would convert the street to two travel lanes, adding bike facilities, curb bulbs, and widened sidewalks, all in accordance with Complete Streets principles, as illustrated in the rendering in Figure 9-18. This reconfiguration will transform Puyallup Avenue into a powerful placemaking element, creating a near-term redevelopment catalyst for the Dome District. Note also that this project would create the bicycle lanes that have been identified as desired improvements.

Puyallup Avenue is one of the most important transit corridors in the Subarea. Extensive joint planning of the street upgrade involving Pierce Transit, Sound Transit, and Intercity Transit will be essential. To help maintain transit level-of-service on Puyallup Avenue as the Subarea builds out, the City should include transit-supportive elements in future projects, such as dedicated bus lanes, queue jumps, and Transit Signal Priority technology. Pierce Transit is currently developing a concept for implementing these strategies on Puyallup Ave and South 26th Street, as illustrated in Figure 9-16. The reconfiguration of Puyallup Avenue noted above should be modeled after Pacific Avenue, which includes transit elements that support pedestrian and cycling activities.

Jefferson Avenue

Between South 21st and South 25th Streets, Jefferson Avenue passes by some of the most important potential redevelopment catalyst sites in all of South Downtown (for reference, see Chapter 11). Jefferson Ave between 21st and 23rd Streets has been has scheduled for wastewater and potable water repair in 2013-2014, presenting an opportunity to coordinate these repairs with a Complete Streets reconfiguration. The renovation of this section of Jefferson Avenue would encourage near-term redevelopment and promote objectives to improve active transportation in the area. The transformation of Jefferson Avenue to a complete street also supports the Hillside Development Council Vision, which states:

> *"The Jefferson Avenue and Market Street corridor should become the high density spine for the district as well as the whole of Tacoma's downtown."*

South C Street

South C Street between South 21st Street and South Tacoma Way is an important connector from the UWT campus into the heart of the Brewery District, and it has the potential to become a signature street within South Downtown. The street is adjacent to numerous potential redevelopment sites that would become more attractive projects with an upgraded street. It has also been identified as a preferred location for a "bicycle-friendly" route (see the active transportation project discussion above). The South C Street right-of-way is wide enough to accommodate ample sidewalks, parking, and bicycle lanes if desired, as proposed in the 2010 *Brewery District Development Concept Study*.

High-voltage transmission lines run along the east side of South C Street between South 21st and 25th Streets, posing a physical barrier to redevelopment. Accordingly, this Plan recommends that consideration be given to undergrounding theses lines (see Chapter 10). This could present an opportunity to coordinate Complete Streets upgrades with the undergrounding work.

FIG. 9-17 A Prairie Line Trail design drawing illustrating the "Double Median" alternative.

FIG. 9-18 A before-and-after visualization of pedestrian and multimodal enhancements on Puyallup Avenue.

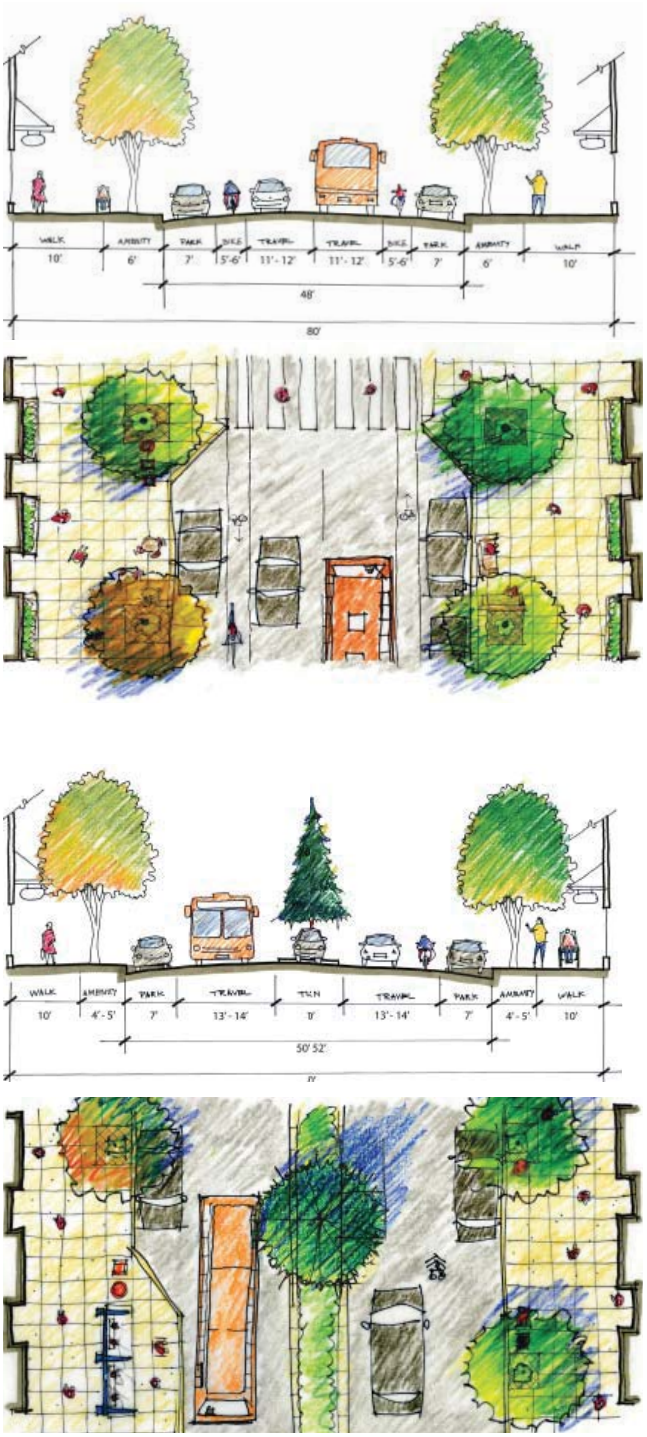


FIG. 9-19 Diagrams from Tacoma's *Complete Streets Design Guidelines*; two-lane "Main Street" above, and transit priority street, below.

RECOMMENDATION M-14: Implement Complete Streets reconfigurations of Puyallup Avenue, and Jefferson Avenue, and South C Street, in that order of priority.

Brewery District Complete Streets Improvement Project

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

The proposed $40 million project would implement the Complete Streets concept in the Brewery District, with improvements including bike lanes, sidewalks, street bulb outs, transit improvements, signalization improvements, channelization, stormwater improvements, utilities and more to transform several arterial streets into a multimodal network that improves efficiency for all modes of transportation. The project would also improve connections to the LINK Light Rail and to the regional multimodal and intermodal transportation center in the Dome District. The proposed network of streets to be improved spans from Pacific Avenue to Jefferson Street, and from South 19th Street to South 25th Street, with South 19th Street and South 21st Street extending to Tacoma Avenue South.

Implementing complete streets in the Brewery District, which has excellent transit access and is part of a designated Regional Growth Center targeted for significant growth, is perfectly aligned with the goals of VISION 2040. The PSRC prioritizes proposed transportation projects based on the following nine criteria: Air Quality, Freight, Jobs, Multi-Modal, Puget Sound Land and Water, Safety & System Security,

Social Equity & Opportunity, Support for Centers, and Travel. The prioritization will inform the 2014 update to Transportation 2040, PSRC's regional transportation plan, and will inform future project funding allocations The Brewery District Complete Streets project ranked 8th out of 126 key arterial projects regionwide.

RECOMMENDATION M-15: Continue to pursue PSRC prioritization and funding of the Brewery District Complete Streets Project.

Transit Projects

Market Street Transit-Priority Street

As South Downtown grows and the UWT expands, there will be an increasing need for transit service running parallel to Pacific Avenue. To meet this need, Market Street would be a logical choice for a transit corridor, with a continuation to the south on Jefferson Avenue. This potential is recognized in the 2008 UWT *Campus Master Plan Update*, which proposes transforming Market Street into a transit-priority street. Pierce Transit, however, has not approved this concept, and the project would require extensive planning in coordination with that agency. If there is consensus that Market Street is an important future transit corridor, then it will be important to formalize that commitment such that all future street improvements are designed accordingly. Market Street has also been identified as potential bicycle corridor, and careful design would be necessary to avoid creating conflicts between bicycle routes and bus service.

RECOMMENDATION M-16: Engage Pierce Transit and the University of Washington to develop a long-range plan for transforming Market Street into a transit-priority street.

LINK Light Rail Extension

Urban light rail not only provides high-quality transit service, but also can be a powerful catalyst for economic development. On May 23, 2013 the Sound Transit Board approved the North Downtown Central Corridor, known as"E1," as the alignment to move ahead with further environmental review for a potential expansion of the Tacoma Link light rail system.

The E1 alignment will connect South Downtown to the Stadium District and Martin Luther King Jr. mixed use center. It continues the existing LINK line north on Commerce Street, to South Stadium Way, to North East Street, left onto North 1st Street, to Division Avenue, and south on Martin Luther King Jr. Way, terminating at South 19th Street. The 2.3-mile route will undergo further evaluation, and once environmental review is complete, the Sound Transit Board will take final action on the project route, station locations and project funding. With the exception of "E2," the other alternatives that were under consideration would have had less positive impact on South Downtown.

RECOMMENDATION M-17: Support the selection of the North Downtown Central Corridor (E1) alternative for the LINK light rail extension.

Amtrak Station Relocation

WSDOT is currently planning to shift the Amtrak route to the Point Defiance bypass route currently being used by Sounder.[5] WSDOT's proposed project will involve moving the Amtrak Station from its current location at Puyallup Avenue and East J Street to Freighthouse Square, the current location of the Sounder station. A new Amtrak station in the heart of the Dome District would serve as a valuable neighborhood asset, and the station can be expected catalyze the rejuvenation of the Freighthouse Square building, tenant businesses, and the surrounding area. However, the Dome District community has raised concerns about parked trains

5 WSDOT (2012). Point Defiance Bypass Project Environmental Assessment.

FIG. 9-20 Map of the "E1" alignment alternative that was selected for the future extension of Tacoma LINK Light Rail (specific route not yet selected).

FIG. 9-21 Freighthouse Square, currently housing the Sounder Commuter Rail Station, is the proposed new site for the Amtrak Station relocation.

blocking passage on East C and East D Streets. This is a potentially serious access issue given the expected flow of 14 Amtrak trains per day. One potential solution to this problem is to shift the train platform to the east, such that the parked trains no longer block the streets.

Sound Transit is currently exploring this option as part of their Freighthouse Square trestle rebuild project. However, additional funding will be needed to advance trestle replacement from its replacement schedule of 2023 to 2017.

Another issue associated with the new station is parking. The existing station has a surface parking lot with 81 stalls. Parking is free, and approximately one-third of the users are overnight parkers. The Dome Business District Association is strongly opposed to the creation of new surface parking lots in the vicinity of Freighthouse Square to serve Amtrak, because it would impede their goal of creating a transit-oriented community in the Dome District. As of July 2013, Amtrak believes the station's parking needs can be met by utilizing existing on- and off-street parking resources in the neighborhood.

In February of 2013, the City established a 15-member Citizen Advisory Committee to develop recommendations for the Freighthouse Square station. This Committee includes representation from a broad range of stakeholders, including many of those that have been engaged in the development of this Subarea Plan. The Committee's report, entitled "Amtrak Station Relocation Recommendations," was completed on May 1, 2013. The recommendations reinforce the community's desire to prevent blockage of East C and East D Streets, and to establish a "Quiet Zone." Regarding parking, the highest priority recommend was that:

> "New off-street parking should not be allowed to be located on 'core' pedestrian-oriented streets unless fully enclosed within a mixed-use structure with at least the first 40' (measured from the street property line) reserved for retail and/or service type uses."

RECOMMENDATION M-18: Proactively collaborate with WSDOT on the new Amtrak station design to prevent street blockage by trains, identify a parking solution that does not compromise the desire for a walkable neighborhood, and explore opportunities to integrate a pedestrian connector to East 26th Street, and to establish a "Quiet Zone."

Parking Projects

Remote Parking for the Foss Waterway

The Foss Waterway could benefit greatly from parking management in the Subarea. Along the west side Waterway, constraints on space and a limit on the depth of underground construction creates a potential parking shortage for visitors to the Waterway. To address this issue, the 2005 *Thea Foss Waterway Design and Development Plan* includes the following recommendations:

- Work to construct structured parking over the railroad tracks near downtown and at other remote locations
- Encourage the public use of the surrounding parking lots to meet the parking needs of the Waterway

The FWDA has identified the Hood Street area and parking facilities in the vicinity of 11th Street as a potential site for remote parking. Another potential site is the area beneath I-705 adjacent to A Street, between Puyallup Avenue and East 22nd Street, but a pedestrian bridge over the tracks to Dock Street would be necessary to make this facility practical (see the "Bridge to the Foss" discussion in Chapter 8).

RECOMMENDATION M-19: Work with the FWDA to identify and implement new remote parking sites for the Foss Waterway, and integrate shared parking if appropriate.

Tacoma Dome Parking

The high-volume, but infrequent parking needs of the Tacoma Dome present a major management challenge. In particular, the Dome's surface lots on either side of East D Street at East 27th Street are potential redevelopment sites that are encumbered by the requirement to preserve parking capacity for the Dome. Due to the unfavorable timing of parking demand, shared parking between the Dome and residential or commercial uses is not likely to be feasible. One potential long-term solution is to build multi-level parking structures on the surface lots to the east of the Dome that would replace the surface parking lots to the west of the Dome.

RECOMMENDATION M-20: Explore the potential for replacing Tacoma Dome parking in the surface lots west of the Dome with new, multi-level parking garages east of the Dome.

FIG. 10-1 One of the City's high-priority Capital Facilities projects is the extension of the LINK Light Rail system to improve connections between South Downtown and other areas of Tacoma.

10

CAPITAL FACILITIES

The capital facilities projects identified In this chapter will support the transformation of South Downtown into a higher-density, more livable and economically vibrant community. This Plan supplements the City of Tacoma 2011 – 2016 Capital Facilities Program, providing additional information and proposed projects designed to further the goals of the South Downtown Subarea Plan. The Subarea Plan Environmental Impact Statement includes summary and analysis of many of the topics covered in this chapter, including: Fire and Emergency Medical Services; Law Enforcement; Public Schools; Parks and Open Space; Wastewater; Potable Water; Power; Communications/Data; and Solid Waste. The following sections include a discussion of funding strategies for capital facilities projects followed by a list of priority projects for the South Downtown Subarea.

FUNDING STRATEGIES

Value Capture

Value capture refers broadly to the utilization of future increases in property values to finance up-front investment in public infrastructure. Value capture can be a powerful catalyst for economic development because it provides municipalities with a funding source for building infrastructure before new development occurs. This up-front construction of infrastructure creates developer certainty and often can have a major impact on the financial feasibility and overall attractiveness of a development project. The two types of value capture most relevant to South Downtown are Tax-increment Financing (TIF) and Local Improvement Districts (LIDs), each discussed below.

Tax-Increment Financing

Washington State law does not allow traditional TIF as implemented in many other states. In response, the State has authorized several TIF-like programs, including Community Revitalization Financing, Local Revitalization Financing (LRF), and the Local Infrastructure Financing Tool. In 2011, the State established yet another version of TIF that can fund infrastructure in "local infrastructure project areas" (LIPAs) in which transferable development rights (TDR) must also be applied. This mechanism, known as TDR/TIF, permits the capture of a portion of the regular property tax levy, which is then applied to public infrastructure investments within the LIPA. TDR/TIF differs from other forms of TIF because it requires the sponsoring city to accept a certain number of regional TDRs from farm or forest lands, and also to create incentives for developers to buy and use these TDRs within the LIPA. TDR/TIF has yet to be implemented anywhere in the State, but a proposed rezone for Seattle's South Lake Union neighborhood includes provisions for TDR/TIF.

The PSRC's Growing Transit Communities Partnership (GTC) has assessed the potential for TIF-based value capture as a strategy to promote equitable transit communities. GTC analyzed the performance of LRF, TDR/TIF, traditional TIF (as implemented in other states), and a proposed new tool based on the Community Revitalization Financing Act of 2011 (SB 5705 and HB 1881, not passed). The proposed tool, abbreviated as CRFA, would allow eligible cities and counties to impose an excess property tax levy on property owners within a district of up to 1% of the incremental growth of assessed value above a base value. A City or County works with property owners to identify special assessment boundaries and desired infrastructure improvements, which can be financed with revenues from excess property tax levy alone. CRFA functions more like a Local Improvement District than traditional TIF because property owners representing at least half of the property value within a district must agree to tax themselves.

GTC estimated the revenue generated by the above value capture mechanisms for the Tacoma South Downtown Subarea, as well as for the Dome District alone, based on a 2013 – 2037 buildout for the Subarea of approximately 15 million square foot (see Chapter 2 for details on the buildout scenarios).[1] The results of this analysis are shown in Table 10-1.

TABLE 10-1 VALUE CAPTURE REVENUE GENERATED

Value Capture Tool	Leverage: South Downtown	Leverage: Dome District
LRF	$11,600,000	$11,600,000
TDR/TIF	$36,580,000	$12,620,000
Traditional TIF	$95,700,000	$27,300,000
Proposed CRFA	$210,700,000	$60,100,000

In accordance with common understanding of TIF, the GTC analysis indicates that traditional TIF would be a more effective value capture method than the tools currently available in Washington State. Of the available tools, TDR/TIF generates significantly more revenue than LRF. But while TDR/TIF may have significant potential to generate infrastructure funding, the requirement for TDR presents a problem in South Downtown, because under current real estate market conditions and existing zoning, there is limited demand for TDR in exchange for development capacity bonuses (see Chapter 4 for details). As South Downtown's real-estate market improves over time, TDR may become viable, in which case TDR/TIF could be implemented to fund infrastructure.

The clear value capture winner is the proposed CRFA tool, which generates more than twice the revenue of traditional TIF. As such, CRFA could be a powerful strategy for catalyzing economic development in urban centers all over the State that, like South Downtown, have good transit access but have at best an emerging real estate market. In recognition of the important contribution a CRFA tool could make towards catalyzing the development necessary to create transit communities, GTC recommends new legislation that would create a similar tool, along with the necessary State Constitutional amendment.[2] GTC's principles for the legislation recommend that:

> *The majority of the revenue produced by the tool will go to financing the physical infrastructure that is likely to increase private investment and employment within the value capture district. A percentage of revenue will be set aside for affordable housing (rehabilitation, financing, and development costs) within the district.*

RECOMMENDATION CFP-1: Support new legislation that would establish a value capture tool based on the Community Revitalization Financing Act of 2011, including the necessary State Constitutional amendment.

1 Value Capture Financing in Washington, Appendix E, Puget Sound Regional Council, February 2013

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

Local Improvement Districts

A Local Improvement District (LID) is an area within which a special tax is applied to properties that will benefit from a public investment. LIDs are typically formed to finance debt from the construction of a narrowly-defined infrastructure project and require a majority vote of affected property owners. Property owners pay the special assessment over a set number of years, or they may opt to pre-pay the assessment.

Cities, towns, and other local taxing jurisdictions in Washington State are eligible to use LIDs under RCW 35.43 – 35.56. There are multiple procedures for the formation of an LID. Property owners can collect signatures representing at least 60 percent of the assessed value in the district to initiate the process, or a city or town council can propose the district through a series of three public hearings. There is a 30-day protest period during which a written protest from property owners representing 60 percent of the assessed value of the district can stop the effort.

Tacoma created its first LID in 1895 to pave a section of Pacific Avenue and has since continued to implement LIDs for numerous projects. One of Tacoma's most recent examples is the 2006 Broadway Neighborhood LID that funds $4 million out of total of $12 million worth of streetscape improvements on Broadway, St. Helens Avenue, and Market Street in downtown.

Tacoma was one of first cities to successfully create LIDs to finance the undergrounding of overhead utility lines. Undergrounding is an important potential strategy for promoting economic development in South Downtown. In particular, the high-voltage transmission line that runs through South Downtown may present a physical barrier to redevelopment, and just such a conflict has already been identified for a proposed project on South C Street.

Tacoma's electricity utility, Tacoma Power, is committed to funding 30 percent of the LID cost for undergrounding power lines. This 30 percent funding level is based on a study conducted by RW Beck in 1995 that was reviewed in June 2007 and found to be still valid. The study evaluated the installation, operations, and maintenance costs of above-ground versus underground power lines and determined that 30 percent was the appropriate share for Tacoma Power to cover based on the potential benefits that they could accrue from the undergrounding.

No-Protest Agreements

In some cases, it may be determined that the development of a property will create impacts that can only be later mitigated through the construction of an area-wide or neighborhood improvement. In these cases, it would be unreasonable to require the full improvement as a condition of the development. In such situations, a city and property owner may enter into a "no-protest agreement" that waives the property owner's right to protest the formation of an LID to finance future improvements. The agreement must specify the improvements and the term of the agreement, typically not to exceed 10 years.

Numerous cities throughout Washington State have implemented No-Protest Agreements for LIDs. This tool is an appropriate strategy for supporting redevelopment in South Downtown because it helps to ensure that the financing of future infrastructure investments without encumbering near-term, catalytic development projects.

Latecomer Agreements

Latecomer agreements, also called recovery contracts or reimbursement agreements, allow a property owner who has installed street or utility improvements to recover a portion of the cost of those improvements from other property owners who later develop property in the vicinity and use the improvements.

RECOMMENDATION CFP-2: Establish a mechanism to implement No-Protest Agreements for LIDs in Tacoma.

RECOMMENDATION CFP-3: Identify future infrastructure projects in South Downtown for which LID No-Protest Agreements should be established.

RECOMMENDATION CFP-4: Consider implementing latecomer agreements where appropriate.

Development Impact Fees

A development impact fee is a one-time fee charged to a development to recover the cost incurred by the government for providing the public facilities required to serve the new development. Impact fees are only used to fund facilities, such as roads, schools, and parks, that are directly associated with the new development. In Washington, cities planning under the Growth Management Act (RCW 82.02.050 - .110) are authorized to use this tool, and it is used widely.

The City of Tacoma does not currently assess development impact fees. The lack of impact fees helps encourage redevelopment because it reduces up-front development costs. However, assuming that South Downtown's real estate market will improve over time and that this improvement will lead to significant redevelopment, the City should consider establishing impact fees that are phased in based on the cumulative amount of redevelopment. The intention is to help address the increasing need for certain public investments that can mitigate impacts as the Subarea grows. The method entails establishing growth thresholds that trigger the requirement for future private development projects to pay impact fees that fund targeted infrastructure projects in the Subarea. This approach helps to avoid encumbering financially risky, near-term catalytic redevelopment projects with impact fees.

This Subarea Plan proposes phased-in impact fees for two types of public amenities: (1) transportation projects and (2) open space. For transportation, the recommendation is for two tiers of development thresholds that would trigger increasing impact fees to fund multimodal transportation projects. Further analysis is required to determine the optimum threshold levels, but as a starting point, the Subarea Plan suggests that the two tiers consider 10 million and 20 million square feet of new development. Determination of the impact fee amounts for each tier, as well as the types of projects that would be funded, would also require further planning and analysis.

The threshold levels for open space are also recommended as two tiers envisioning 10 and 20 million square feet of new development. These two tiers of increasing impact fees will accommodate the increasing need for open space as the Subarea densifies. Impact fees would fund land acquisition as well as the construction of parks, plazas, and other open spaces in the Subarea.

RECOMMENDATION CFP-5: Establish development impact fees that are phased in based on the amount of new development to fund multimodal transportation projects.

RECOMMENDATION CFP-6: Establish development impact fees that are phased in based on the amount of new development to fund the creation of open space.

Coordination of Infrastructure Projects

While not a funding source per se, coordination of infrastructure projects between utilities, and between utilities and developers, can result in significant overall cost savings to the utilities and can catalyze redevelopment. Coordinated infrastructure upgrades in the public right-of-way enables the cost of excavating the street to be leveraged by improvements to multiple utilities at the same time, as well as ideally securing "complete streets" upgrades and reducing private development costs.

This strategy is addressed in the Policy 2.3 of the Policy Framework (see Chapter 3), and specifically in the following proposed actions:

2.3.3 Ensure coordination between Public Utilities, City Departments, and private developers such that all street construction projects can be fully leveraged

3.3.6 Coordinate planned public utility and street improvements in advance and incorporate Complete Streets improvements whenever feasible

The Environmental Impact Statement (EIS) for this Subarea Plan proposes the coordination of infrastructure projects as a potential mitigation strategy to help ensure that future utility demand and redevelopment objectives can be met.

For sewer, the EIS notes that the City of Tacoma Public Works Department has on ongoing Rehabilitation/ Replacement program to repair and upgrade their downtown wastewater pipes, and states that:

> *Whenever possible, these projects would be coordinated with other utility upgrades that require street excavation and work towards replacement of existing streets with streets that meet City 'complete street' standards.*

The EIS also notes that in 2012, replacement of water mains were implemented in conjunction with four sanitary sewer replacement projects.

Regarding stormwater, the City has begun a program to repair pipes in the storm system, and the EIS notes Public Works' policy that:

> *Within this program it may be possible to adjust, within certain parameters, the timing of ongoing surface water programs....*

Electrical service is provided by Tacoma Power, which, as noted in the EIS, has a policy to leverage "project partnering opportunities where aging infrastructure can be replaced with shared restoration costs."

Tacoma Power has responded to the City's downtown redevelopment efforts and interest in coordinating infrastructure grades by initiating an update to its Downtown Long Term Distribution Design Plan. This Plan will cover a 25 year timeframe and will address anticipated new loads identified from the City's GMA planning, it's Downtown Sub Area planning, and UWT campus expansion, together with structures four stories and taller with zero set back construction.

RECOMMENDATION CFP-7: Reduce the overall cost of infrastructure improvements through the coordinated planning of wastewater, stormwater, electric power, cable/fiber, complete streets, and private development projects.

Other Funding Sources

WSDOT

The Washington State Department of Transportation (WSDOT) is directing the Amtrak High-Speed Intercity Passenger Rail Project – Point Defiance Bypass, which includes relocating the current Amtrak station in the Dome District. The planning and design of the new station should be coordinated with the Subarea Plan such that the funds can be leveraged to best contribute to the broader goals of South Downtown. For example, the new station design could include a pedestrian connection across the tracks to 26th Street.

Sound Transit

Sound Transit often has funding available to support station area improvements intended to provide better access and increase ridership. The 2012 *Sounder Station Access Study* identifies several needed improvements that support the goals of the Subarea Plan. These should be advanced at the earliest possible date.

Water Quality Projects

Given the significant investment that has been made in cleaning up the Foss Waterway, there is likely to be strong support for green infrastructure projects that apply natural drainage to purify stormwater in the Subarea. Potential funding sources or project partners include the U.S. EPA, the Department of Ecology, the Center for Urban Waters, and the University of Washington. Relevant examples of projects proposed in this Subarea Plan include the B Street Gulch Natural Drainage System, the East C Street Green Street, and natural drainage features incorporated into the Central and Waterway Park projects on the Foss Waterway.

Community-Driven Projects

The community can play a significant role in the implementation of small-scale projects by building support, pursuing local grants, and volunteering work time. Pocket Parks and community gardens are examples of projects that can be spearheaded and driven by community members. Small investments such as these can often act as powerful early-stage catalysts for neighborhood revitalization.

1. University of Washington Projects of Area-wide Significance				
1.1. Prairie Line Trail at UWT Station *Construct a signature open space and pedestrian/bike trail through the UWT campus*				
Priority	**Status**	**Lead**	**Funding**	**Discussion**
High – key open space element for the campus and South Downtown	Construction scheduled for 2013	UWT	UWT	The Prairie Line Trail is one of the most important public infrastructure investments in South Downtown. The Trail will provide open space and non-motorized connectivity to support projected population and job growth and will help to catalyze private redevelopment adjacent to the trail.
1.2. UWT Central Open Space and Grand Stairs *Create open space and pedestrian connections for a growing UWT campus and surrounding community*				
Priority	**Status**	**Lead**	**Funding**	**Discussion**
Low – only a concept at this point, but could be an important amenity for the Subarea at some point in the future	Long-term potential project, and what form it may eventually take will be determined by future development decisions on the UWT campus and the surrounding neighborhood	UWT	UWT, City of Tacoma	The 2008 UWT *Campus Master Plan Update* proposes a central open space integrated with a pedestrian hillclimb that extends from the existing 19th Street Grand Stairs up to the corner of Tacoma Avenue and 17th Street. The open space and pedestrian connections provided by such a project would serve the needs of the projected growth of UWT as well as the needs of new residents and employees in the vicinity of the campus. This public investment would also help to catalyze nearby private investment.
1.3. Market Street Transit Priority Street *Transform Market St into a transit priority street to serve a growing campus and surrounding and South Downtown*				
Priority	**Status**	**Lead**	**Funding**	**Discussion**
Medium – depends on future allocations for Pierce Transit bus service	Proposed in the 2008 UWT *Campus Master Plan Update*, but not planned by Pierce Transit	City of Tacoma, UWT, Pierce Transit	City of Tacoma, UWT, partner w/ Pierce Transit to pursue grants	Market Street is a logical transit priority spine to serve the core of an expanding UWT, with a continuation to Jefferson Avenue to serve a growing Brewery District. This project also presents an opportunity for the coordinated construction of a complete street.
1.4. Joint-Use YMCA Recreational Facility *New facility in former Longshoreman's Hall*				
Priority	**Status**	**Lead**	**Funding**	**Discussion**
Medium – supports future growth of UWT and the Subarea	MOU signed	YMCA, UWT	YMCA, UWT	Three-floor, 50,000 to 70,000 sf facility, construction begins in 2014

2. Foss Waterway Projects

2.1. Foss Waterway Esplanade

Complete the Esplanade to provide public access to the entire Foss Waterway west waterfront

Priority	Status	Lead	Funding	Discussion
High – key open space feature and economic development catalyst	Phased construction is ongoing	FWDA, City of Tacoma	City of Tacoma, PSRC, PCRC, CERB Grants	Approximately one third of the planned 1.5-mile Esplanade on the west side of the Foss Waterway has been completed. Funds have been acquired to complete another 410-foot section located between the Murray Morgan Bridge and the Seaport Museum. Completing the remaining sections would provide an important open space asset to support the open space needs of a growing South Downtown and provide a regional waterfront attraction.

2.2. Dock Street Utilities Upgrade

Improve utility infrastructure to support future redevelopment on Dock Street between 11th and 4th Streets

Priority	Status	Lead	Funding	Discussion
High – prerequisite for redevelopment of several Waterway properties	Need identified	City of Tacoma, FWDA	City of Tacoma Public Works; estimated $6 million budget	Tacoma Public Works has identified the wastewater system in this area as "in need of rehabilitation or replacement," but has not yet scheduled the project. Other utilities, including power, natural gas, and potable water are also expected to need capacity upgrades to support available development capacity.

2.3. Waterway Park

Create a new public park on the FWDA property located adjacent to D Street at the head of the Waterway

Priority	Status	Lead	Funding	Discussion
Medium – public access to the Waterway already available nearby	Remediation completed in November of 2012, construction schedule not yet determined	FWDA	City of Tacoma, FWDA, Metro Parks Tacoma	For the past several years, the FWDA, the City of Tacoma, and Metro Parks Tacoma have been planning to convert this site into a public park. A $1.2 million soil remediation of the former American Plating site on the Waterway Park site was completed in November of 2012. Acquisition and development of Waterway Park is specifically identified within the 2007-2013 Metro Parks Tacoma Capital Improvement Plan.

2.4. Central Park

Create a new waterfront access public park in the central portion of the Foss Waterway

Priority	Status	Lead	Funding	Discussion
Medium – key open space feature and redevelopment catalyst but it is not an immediate need	Early planning stages	City of Tacoma, FWDA	City of Tacoma, FWDA, private development	The west side of the Waterway has parks at its north and south ends. Locating a park midway between would fill an important gap. The FWDA has recently purchased a 0.7-acre vacant waterfront property at 1147 Dock Street as the site for a future Central Park.

2.5. Remote Parking for the Foss Waterway *Provide parking west of Dock Street to accommodate visitors to the Waterway*				
Priority	**Status**	**Lead**	**Funding**	**Discussion**
Medium – the need for parking will increase over time as the Waterway builds out	Need identified	City of Tacoma, FWDA	City of Tacoma, FWDA	Lack of space along the Waterway shoreline creates a potential parking shortage. To address this issue, the 2005 Thea Foss Waterway Design and Development Plan includes the following recommendations: • Work to construct structured parking over the railroad tracks near downtown and at other remote locations • Encourage the public use of the surrounding parking lots to meet the parking needs of the Waterway The FWDA has identified the Hood Street area and parking facilities in the vicinity of 11th Street as a potential site for remote parking. Another potential site is the area beneath I-705 adjacent to A St, between Puyallup Avenue and East 22nd Street, but a pedestrian bridge over the tracks to Dock Street would be necessary to make it practical.

3. Non-motorized Connectivity Projects

3.1. Prairie Line Trail

Continue the trail south of 21st Street and north of 17th Street to create a signature open space and pedestrian/bicycle trail for South Downtown

Priority	Status	Lead	Funding	Discussion
High – important both as an open space element and a near term economic development catalyst for the Brewery District	Planning and design in progress, construction funds not yet secured	City of Tacoma	City of Tacoma	The Prairie Line Trail is one of the most important public infrastructure investments in South Downtown. The Trail will provide open space and non-motorized connectivity to support projected population and job growth, and it will also help catalyze private redevelopment adjacent to the trail. The City is currently in final negotiations to purchase the Prairie Line property from BNSF Railroad.

3.2. Pedestrian Bridge across railroad tracks at the head of the Foss Waterway

Improve pedestrian access to the Waterway and Esplanade from the Brewery and Dome Districts

Priority	Status	Lead	Funding	Discussion
High – would close a key connectivity gap in the South Downtown open space network	Early conceptual phase	City of Tacoma, FWDA	City of Tacoma, FWDA	The closure of the A Street railroad crossing introduced a significant connectivity barrier for pedestrians wishing to access the Foss Waterway from the Brewery District. A pedestrian bridge over the tracks would restore this lost connectivity, as proposed in the 2008 *Tacoma Dome District Development Strategy Update*. There is sufficient public land on either side of the tracks to accommodate a bridge. A bridge in this location would enable the use of the parking under I-705 for access to the Waterway.

3.3. Tacoma Dome Station Access Improvements

Improve non-motorized access to Tacoma Dome Station by implementing the actions identified in Sound Transit's Sounder Station Access Study

Priority	Status	Lead	Funding	Discussion
High – relatively modest investments that would have a positive near-term impact on the neighborhood	Programmed for 2019; seeking to advance schedule	City of Tacoma, Sound Transit	City of Tacoma, Sound Transit	The *Access Study* identifies street lighting, bike lanes on Puyallup Avenue, East L Street, and East McKinley Way, and improvements at the intersection of Puyallup Avenue and East C Street. All of the improvements associated with Puyallup Avenue could potentially be completed as part of the proposed Puyallup Avenue Reconfiguration (see Project 5.2).

3.4. Pedestrian Bridge from Freighthouse Square to East 26th Street

Improve pedestrian access between the Sounder Station and the Tacoma Dome

Priority	Status	Lead	Funding	Discussion
Medium – not a critical pedestrian connection, but could be a redevelopment catalyst for sites on East 26th Street	Proposed as a concept only	City of Tacoma, WSDOT	Sound Transit, WSDOT	A pedestrian bridge at this location was proposed in the 2008 *Tacoma Dome District Development Strategy Update*, and was later identified as a potential improvement project in Sound Transit's 2012 *Sounder Station Access Study*. WSDOT's proposed relocation of the Amtrak station to Freighthouse Square would present an opportunity to construct the bridge.

3.5. Hillside to Brewery District Pedestrian Corridor *Improve pedestrian connectivity between the two neighborhoods*				
Priority	**Status**	**Lead**	**Funding**	**Discussion**
Medium – it is an important component of the future open space network	Proposed as a concept in the Subarea Plan process	City of Tacoma	City of Tacoma	Though they are not far apart, steep topography creates a significant barrier to pedestrian flow between the Brewery District and the Hillside neighborhood to the west. An established pedestrian route fitted with pedestrian amenities would help knit together the two neighborhoods. One possible alignment would be along 23rd Avenue, which is a narrow, slightly angled street west of Jefferson Avenue. This alignment would allow the possibility of integration with redevelopment on the vacant City-owned properties, and the corridor could extend across Pacific to connect with a pedestrian bridge across the railroad tracks to the Foss Waterway.
3.6. Expansion of the 15th Street Bridge to Dock Street *Widen the bridge by 20 feet as part of the purchase agreement with BNSF Railroad for the Prairie Line property*				
Priority	**Status**	**Lead**	**Funding**	**Discussion**
High – critical open space connector between South Downtown and the Foss Waterway	Negotiations between the City and BNSF in final stages	City of Tacoma	City of Tacoma; $1.5 million budget	This project would improve an important open space connection.

4. Open Space Projects				
4.1. Holgate Shared-Use Street *Create a pedestrian-friendly, slow-travel, shared-use street on Holgate between 23rd and 26th Streets.*				
Priority	**Status**	**Lead**	**Funding**	**Discussion**
High – important both as an open space element and a near-term economic development catalyst for the Brewery District	Proposed as a concept	City of Tacoma	City of Tacoma	The 2010 *Brewery District Development Concept Study* proposed a redevelopment catalyst site located on Holgate St. between 21st and 23rd Streets, with Holgate Street being transformed into a shared-use street and farmer's market location. A shared-use street is a space that can be safely used simultaneously by cars (parked and moving), pedestrians, cyclists, and even children at play. Shared-use streets typically have plaza-like paving, no curbs, and a variety of street furniture and traffic calming devices. A shared-use street would create a unique new identity for the area and help promote redevelopment. The project could be implemented in small, community-driven phases.
4.2. B Street Gulch Natural Drainage System *Create a showcase natural drainage system that provides public education and filters stormwater runoff from surrounding streets before it enters the Foss Waterway*				
Priority	**Status**	**Lead**	**Funding**	**Discussion**
Medium – would improve water quality and elevate the sustainability image of the Subarea	Loosely-defined concept has been proposed	City of Tacoma	City of Tacoma, non-profit partners	The unused green space along the former B Street ROW, much of which is at depressed elevation, is an opportune location for a natural drainage corridor. Public access for educational purposes could consist of viewpoints into the gulch from above or direct access to some areas. A pedestrian or bicycle trail connecting to points further south could be integrated. The Center for Urban Waters, Puget Sound Partnership, and Citizens for a Healthy Bay are potential partners.
4.3. Community Gardens *Establish new community garden spaces to serve a growing South Downtown population*				
Priority	**Status**	**Lead**	**Funding**	**Discussion**
Low – need will increase over time as South Downtown redevelops	Community desire expressed	City of Tacoma	City of Tacoma, community groups	There are three existing community gardens in South Downtown, but they are all located in the northwest portion of the Subarea. As South Downtown grows, there will be a need for community gardens located further south and east in the Brewery and Dome Districts.
4.4. Dome District Pocket Parks *Plan for future small-scale "pocket" parks to serve local open space needs as the neighborhood densifies*				
Priority	**Status**	**Lead**	**Funding**	**Discussion**
Low – not an immediate need, but planning for future pocket parks could help to catalyze adjacent redevelopment	Conceptual	City of Tacoma	City of Tacoma	Pocket parks are small public parks often created on a single vacant parcel or on small, irregular pieces of land. They are too small for physical activities, but can provide greenery, a place to sit, a children's playground, or a historic monument. Pocket parks would provide relief from the Dome District's highly urban, industrial character.

5. Infrastructure Projects

5.1. Brewery District Complete Streets Improvement Project

Implement the Complete Streets concept on a network of streets in the Brewery District

Priority	Status	Lead	Funding	Discussion
High – long-term economic develoment catalyst; would also further the Subarea Plan Vision to expand transportation choices	In February of 2013, the project was submitted to the Puget Sound Regional Council (PSRC) for inclusion in their 2014 update to Transportation 2040	City of Tacoma	State funds allocted by the PSRC; $40 million proposed budget	The proposed network of streets to be improved spans from Pacific Avenue to Jefferson Street and from South 19th Street to South 25th Street, with South 19th Street and South 21st Street extending to Tacoma Avenue South. Improvements would include bike lanes, sidewalks, street bulbouts, transit improvements, signalization, channelization, stormwater, utilities and more to transform several arterial streets into a multimodal network that improves efficiency for all modes of transportation. The project would also improve connections to the LINK Light Rail and to the regional multimodal and intermodal transportation center in the Dome District.

5.2. Puyallup Ave Reconfiguration

Transform Puyallup Ave into a pedestrian-friendly, multi-modal street

Priority	Status	Lead	Funding	Discussion
High – powerful placemaking element and near-term redevelopment catalyst for the Dome District	Planning in progress; grant applied for	City of Tacoma	City of Tacoma; estimated $13.7 million budget	Puyallup Avenue in the Dome District is currently a multi-lane, high-speed, motor-vehicle dominated street that is a hostile place for pedestrians and cyclists. The City is developing a design that would convert the street into two travel lanes, adding bike lanes, curb bulbs, and widened sidewalks. Because Puyallup Avenue is an important transit street, the success of this project will hinge on extensive collaboration with Pierce Transit and Sound Transit.

5.3. Jefferson Ave Complete Street

Coordinate wastewater repair with the transformation of Jefferson Avenue between 21st and 25th Streets into a street that meets Tacoma's Complete Streets guidelines

Priority	Status	Lead	Funding	Discussion
High – important near-term redevelopment catalyst	The wastewater component of the project has been scheduled for 2013-2014; integrated concept arose out of Subarea planning process	City of Tacoma Public Works	City of Tacoma	Jefferson Avenue between 21st and 23rd Streets has been scheduled for wastewater and potable water repair in 2013-2014. That portion of Jefferson Avenue is adjacent to prime catalyst project redevelopment sites on City-owned land. Ideally, the street upgrade would be extended all the way to 25th Street. The renovation of Jefferson Avenue would help to catalyze redevelopment,and is aligned with the Hillside Development Council Vision, which states: *The Jefferson Avenue and Market Street corridor should become the high-density spine for the district as well as the whole of Tacoma's downtown.* Furthermore, this project would serve as a demonstration of how the City can coordinate infrastructure upgrades.

5.4. South C Street Upgrade *Create a "Complete Street" on C Street between South 21st Street and South Tacoma Way*				
Priority	**Status**	**Lead**	**Funding**	**Discussion**
High – adjacent to important catalyst redevelopment sites	Proposed in the 2010 *Brewery District Development Concept Study*	City of Tacoma	City of Tacoma, private developers	South C Street is an important connector from the UWT campus into the heart of the Brewery District and has the potential to become a signature street for South Downtown. The ROW is wide enough accommodate ample sidewalks, parking, and bike lanes if desired. Construction could be coordinated with power line undergrounding, if implemented. Wastewater upgrades were made in 2012, which was a missed opportunity for coordination.
5.5. East C Street Green Street *Create a street with natural drainage features between America's Car Museum and the Foss Waterway*				
Priority	**Status**	**Lead**	**Funding**	**Discussion**
Low – long-term project, dependent on future development in City-owned surface parking lot	Proposed in the 2008 *Tacoma Dome District Development Strategy Update*	City of Tacoma	City of Tacoma	The slope offers an opportunity to demonstrate green pedestrian amenities and natural drainage features such as curbside bioswales; could connect to the Waterway across the railroad tracks via a pedestrian bridge. Potential for partnerships with the Center for Urban Waters, Puget Sound Partnership, and Citizens for a Healthy Bay.
5.6. South 21st Street Upgrade *Improve pedestrian environment and vehicle travel efficiency*				
Priority	**Status**	**Lead**	**Funding**	**Discussion**
High – South 21st Street is one the most important connectors in the Subarea	Prairie Line Crossing reconfiguration is in planning stages	City of Tacoma	City of Tacoma	This street has issues with steep slopes, unmarked intersections, and lack of sidewalks in some areas
5.7. Wastewater Upgrades *Replace or renovate aging wastewater lines to ensure sufficient capacity for redevelopment*				
Priority	**Status**	**Lead**	**Funding**	**Discussion**
High – would mitigate a major source of developer risk and a barrier to redevelopment	In progress citywide and ongoing	City of Tacoma Public Works	City of Tacoma	In many cases, water mains are scheduled to be replaced in conjunction with wastewater replacement. Construction should be coordinated with "complete streets" upgrades whenever possible. Projects implemented in 2012 include Market Street between 17th and 21st Streets and C Street between 21st and 25th Streets. Projects for 2013-2014 include 21st Street between C Street and Jefferson Avenue and Jefferson Avenue between 21st and 23rd Streets.
5.8. Brownfield Remediation *Prepare city-owned properties for redevelopment by remediating soil contamination*				
Priority	**Status**	**Lead**	**Funding**	**Discussion**
High – brownfields are a major impediment to redevelopment	Several likely contamination sites have been identified	City of Tacoma	EPA Grants, WA State Dept. of Commerce Grants	Suspected contamination on City-owned land near Jefferson and 21st, and in the ROW at Holgate and 24th Street. In late 2012, the City of Tacoma applied for an EPA Brownfields Assessment Grant for the South Downtown Subarea. This grant would fund additional assessment but not remediation.

6. Transportation Projects				
6.1. LINK Light Rail Extension *Provide access to light rail transit to a larger portion of Tacoma*				
Priority	**Status**	**Lead**	**Funding**	**Discussion**
High – would improve connectivity for South Downtown and promote economic development	Planning stages	Sound Transit	Sound Transit	Several alignment options were studied by Sound Transit, and in May 2013, the "E1" option was selected. This alignment continues the existing LINK line north on Commerce St, to South Stadium Way, to North East Street, left onto North 1st Street, to Division Avenue, and south on Martin Luther King Jr Way, terminating at South 19th Street. The 2.3-mile route will undergo further evaluation, and once environmental review is complete, the Sound Transit Board will take final action on the project route, station locations and project funding.
6.2. Amtrak Station Relocation *Relocate Amtrak Station to Freighthouse Square for planned Point Defiance bypass route*				
Priority	**Status**	**Lead**	**Funding**	**Discussion**
High – new Amtrak station in the heart of the Dome District would be a major neighborhood asset	Planning in progress, design process initiated	WSDOT	Funded as part of the bypass project	WSDOT will relocate the Amtrak station to the Freighthouse Square building, which can be expected to play a major role in the rejuvenation of the building and its tenant businesses. The community has raised concerns about parked trains blocking South C and South D Streets and has requested that the station platform be moved to the east. Sound Transit is currently exploring this option as part of their Freighthouse Square trestle rebuild project. However, additional funding will be needed to make this possible.
6.3. Dome District Quiet Zone *Establish a quiet zone to reduce Sounder commuter train horn noise*				
Priority	**Status**	**Lead**	**Funding**	**Discussion**
High – train horn noise is a serious detraction to livability in the Dome District	Problem and solution have been identified by the Dome Business District Association	City of Tacoma, Sound Transit	Requires only minimal administrative funding	Train horn noise has a significant negative impact on the business environment and quality of life in the Dome District. This problem arose after the Souder extension to Lakewood opened in the Fall of 2012.
6.4. SR-509/East D Street Slip Ramps *Construct new exit ramps connecting East D Street and SR-509*				
Priority	**Status**	**Lead**	**Funding**	**Discussion**
High – will improve access to the Dome District	Preferred alternative identified	City of Tacoma, WSDOT	WSDOT	Completes necessary links between SR 509, the Thea Foss Waterway area, the Tacoma Dome District, the Tideflats area and the BNSF Intermodal yard; takes advantage of previous transportation investments, including the recently-constructed D Street Overpass project and the Tacoma Dome Station regional transit facilities.

6.5. Tacoma Avenue South Bridge *Renovate the aging bridge that connects South Downtown to neighborhoods to the south*				
Priority	**Status**	**Lead**	**Funding**	**Discussion**
High – important motor vehicle infrastructure	Construction is expected to begin this fall and last approximately one year.	City of Tacoma	City of Tacoma; $9 million budget	The bridge is an important motor vehicle connection to South Downtown. Deterioration of the bridge's beams, sidewalks, guardrails and deck have resulted in lane closures and weight restrictions. The project will fortify the beams, replace the bridge deck, add a new coat of paint, and widen the bridge deck from 50 feet to 58 feet.

FIG. 11-1 The Dome District is well-served by transit, an asset that adds value to potential catalyst projects in this area.

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CATALYST PROJECTS

The launching of catalyst development projects is one of most important and immediate objectives of the Subarea Plan. In short, catalyst projects are the near-term fuel to get the long-term redevelopment engine started. The redevelopment of the UWT campus has demonstrated how great things can be achieved. The crucial next step for South Downtown is to attract private investment.

Given current market rents and cost of construction combined with the lingering recessionary climate, there has been very little new private development in South Downtown in recent years. In such a scenario, pioneering projects are critical for helping to prove the market and reduce developer risk. Because the risk assumed by the first new development project in an unproven market area is typically relatively high, the successful launching of a catalyst project calls for targeted strategies that reduce developer risk and improve the financial pro forma. The sections below present strategies for promoting catalyst projects, followed by a discussion of the most promising catalyst sites in the South Downtown Subarea.

STRATEGIES

Public-private partnerships

Public-private partnerships are one of the most powerful and appropriate tools for promoting catalyst projects in South Downtown. In general, public-private partnerships involve a public entity providing support for a private development in exchange for public benefits provided by the development. This support most often takes the form of discounted land but may also include special loans, tax abatements or exemptions, code departures, or fast-track permitting.

The type of public benefit required for a public-private partnership can vary widely. For development projects, it typically involves the provision of extra public amenities such as open space, a community center, or affordable housing. In the case of South Downtown under current economic conditions, it could be argued that redevelopment in itself would provide sufficient public benefit to justify the City's support of a public-private partnership. Recent public-private partnerships in Tacoma include the Foss Waterway Esplanade, the Center for Urban Waters, the Greater Tacoma Convention and Trade Center, and the South Park Parking Garage/Pacific Plaza.

Developer RFPs

Public-private partnerships can be initiated with a Request for Proposals (RFP) for specific development sites. An RFP spells out the all of the development conditions that must be met, which may include criteria such as program, design standards, financials, or specific public benefits. To increase the incentive for developers, RFPs can be crafted to offer a "development-ready" package that could include:

- Conceptual designs and program
- Zoning or other regulatory adjustments

- Incentives for defined public amenities
- Mandatory or optional criteria based on community input
- Economic feasibility and pro forma studies
- Architectural massing and capacity studies
- Plans for a phased buildout

After packaging the RFP, the City proceeds with a transparent, competitive process to solicit developer proposals and select a private developer best suited to complete the project.

Land Acquisition

The availability of publicly-owned land is a key ingredient for most public-private redevelopment projects. The City of Tacoma, agencies such as Sound Transit, and other municipal entities often own properties that they no longer need. Unfortunately, these entities are usually required by law to sell their properties at fair market value. In this case, a public-private partnership can stipulate that specific public benefits be included in the development that compensate for the sale of the land at below market value. However, in a weak real estate market such as currently exists in South Downtown, any such agreement must be carefully crafted to ensure that the development requirements do not negate the benefits of reduced land cost. Another potential solution would be to create legislation at the State level that would allow governmental entities to transfer or sell surplus properties to private nonprofits for less than fair market value provided the land is used for the public benefit of affordable housing, as proposed in Chapter 5.

Cities also have the option of proactively assisting in the acquisition and consolidation of land to initiate a desired redevelopment. For example, the City of Seattle is currently establishing a program to provide "Transit-Oriented Development Acquisition Loans." Funded in part through a federal grant, the loan program is intended to assist housing developers in purchasing vacant properties near light rail stations for mixed-use projects that include affordable and market rate housing as well as commercial space. As is the PSRC's Growing Transit Communities Partnership (GTC) exploration of the prospects for establishing a Regional TOD Affordable Housing Fund. A TOD Fund would facilitate the acquisition of developable land in high-capacity station areas, after which the land would be offered to affordable housing developers, most likely at a discounted rate.

Infrastructure

Construction of new infrastructure can provide a strong incentive for promoting catalyst projects. Infrastructure investments in the vicinity of a development site demonstrate the City's commitment to the neighborhood, reduce developer risk, and increase the value of future development. Although such investments may not provide the basis for a formalized public-private partnership, they are conceptually similar because they involve the public support of development provided in return for the public benefit of the development itself.

A wide range of public infrastructure investments can help to catalyze redevelopment, including street reconfigurations, transit stations, utility upgrades, undergrounding of overhead power lines, creation of new public open space, streetscape improvements, and brownfield remediation. To enhance the catalytic power of improved infrastructure, cities can identify redevelopment "hot spots" around which to prioritize investments. These hot spots would be locations in which development conditions are already relatively favorable but that may need a slight additional incentive to become attractive to developers.

Public Development Authorities

A Public Development Authority (PDA) could be an effective tool for promoting and coordinating redevelopment in targeted areas of South Downtown. Most importantly, a PDA would help compensate for the high degree of risk associated with being one of the first private development projects in a largely unproven market such as South Downtown.

PDAs are quasi-municipal corporations that can be established by cities and counties in Washington State under RCW 35.21.730. They are unique, independent entities that are legally separate from their municipality, allowing accomplishment of public-purpose activities without assumption into the regular functions government. A PDA is governed by a volunteer board, which sets policies and oversees activities and staff. The City of Tacoma has established several PDAs, including the Foss Waterway Redevelopment Authority (FWDA) and the Tacoma Community Redevelopment Authority.

In 2011, the City hosted an Urban Land Institute Technical Advisory Panel on the redevelopment potential of the Brewery District. One of the four principal recommendations of the panel's report stated the following:

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

The report adds:

> *"[A PDA] has public financial tools potentially at its disposal, including bond-based revenue streams that can be used for financing purposes, and can be empowered with condemnation authority. A PDA can be designated as a community renewal agency for certain goals pursuant to a development strategy established by the city, and both types have access to tax-free financing."*

The FWDA is a highly relevant local example of how a PDA can be a powerful force in the proactive promotion of redevelopment in a targeted area. A new PDA need not be as extensive as the FWDA. Rather, it could be focused on a much smaller area in South Downtown, such as the Public Works properties around Holgate and 24th Streets, or on Freighthouse Square alone.

Community Development Corporations

Community Development Corporations (CDCs) are similar to 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, though at a higher cost than quasi-governmental entities. The Pierce County CDC focuses on providing low and moderate-income housing. One relevant non-local example is the Codman Square CDC in Boston that creates "housing and commercial spaces that are safe, sustainable, and affordable, promoting financial and economic stability for residents and for the neighborhood."

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

Adaptive Reuse

South Downtown has a significant stock of underutilized industrial and commercial buildings that have the potential to become catalyst projects through renovation and repurposing. To help encourage this potential, the City recently adopted new land use code language that applies to "Live-Work" and "Work-Live" uses in downtown, including all of the South Downtown Subarea (see Chapter 4 of this Plan for details). The new code is intended to remove barriers to the conversion of existing buildings to Live-Work and Work-Live uses, which enable a unique, economical solution for both housing and commercial space. Although these projects may be relatively small in scale, they have great potential to act as seeds that set the stage for ongoing redevelopment and business investment.

FIG. 11-2 The Center for Urban Waters research facility, located on the Foss Waterway.

FIG. 11-3 Tacoma's Museum of Glass.

FIG. 11-4 MakerHaus, a shared workshop and creative incubator space located in Seattle's Fremont neighborhood.

FIG. 11-5 Melrose Market, an indoor marketplace in Seattle that provides small retail spaces for local vendors.

Attracting Investment

An important component of promoting catalyst projects is defining and marketing the opportunity. Developers need to be educated regarding South Downtown's unique assets and its undiscovered appeal for both housing and businesses. The general public needs to be educated about South Downtown's existing attractions as well as its prospects to be great place to live, learn, work, and play. A range of opportunities that could help to attract development are discussed below.

Several previous reports have recognized South Downtown's potential as a business incubator and advantageous location for green technology and small scale production as well as artistic, culinary and other creative businesses (see the Downtown Element of the *Comprehensive Plan*, the 2010 *Brewery District Development Concept Study*, the 2005 *Public Market Feasibility Study*, and the 2003 *Downtown Tacoma Retail Strategy*). South Downtown is in a good position to support the creation and expansion of a range of dynamic niche businesses, including:

- Activities related to outdoor recreation, such as a climbing gym or shooting range, that complement Tacoma's access to the great outdoors
- Green infrastructure design and construction businesses that could collaborate with the Center for Urban Waters
- Craft breweries or distilleries that could capitalize on the area's rich history of brewing, including the potential for utilization of the artesian wells that originally attracted breweries to Tacoma
- Arts and crafts production and education - glass blowing in particular - related to the Glass Museum
- Technology and software, tapping synergies with UWT programs such as the Institute of Technology
- Light manufacturing that builds on the existing local manufacturing base
- Creative incubator work spaces, such as Makerhaus in Seattle

- Locally-oriented marketplace (potentially at Freighthouse Square), such as Seasons Marketplace in Milpitas, CA, or Melrose Market in Seattle
- Shared office spaces, such as Suite 133 in downtown Tacoma, Regus in Tacoma's Wells Fargo Plaza, or Office Nomads in Seattle

South Downtown's low housing prices, great urban character, spectacular natural surroundings, university campus, and access to high-quality transit all make it a desirable place to live for a growing demographic of both millennials and downsizing baby boomers. Although typical midrise market rate multifamily projects are likely to be developed in the area, South Downtown also presents exceptional opportunities for less conventional housing options, including:

- Affordable artist housing that supports the area's artist community. Such projects often include integrated living and studio work spaces. Examples include the WAV project in Ventura, CA, and Hiawatha Lofts by Artspace in Seattle.
- Non-profit student housing projects can access tax-credit financing because students fall into the low-income category. Relevant precedents include a partnership between non-profit West CAP and two Wisconsin colleges to develop student housing and College Houses, a non-profit student housing cooperative owned and managed by its residents.
- South Downtown has numerous historic structures that could be renovated and converted to desirable loft-style housing. Local examples include Albers Mill, Harmon Lofts, and the Hunt-Mottet Lofts.
- South Downtown's stock of underutilized industrial and commercial buildings could be renovated to create economical Live-Work and Work-Live spaces.
- Co-housing is an arrangement in which a housing development or apartment building is owned by a nonprofit organization. The people who live in the housing are shareholders in the organization that owns the property. This arrangement enables increased buying power and presents a potential alternative to traditional financing that may not be feasible in South Downtown.

FIG. 11-6 Office Nomads, a coworking community in Seattle.

FIG. 11-7 The renovated Albers Mill Lofts building.

FIG. 11-8 The WAV (Working Artists Ventura) project.

FIG. 11-9 Jackson Place, a cohousing community located in Seattle.

FIG. 11-10 Wayfinding signage on Pacific Avenue.

FIG. 11-11 Tacoma's 6th Avenue Farmer's Market.

FIG. 11-12 A parklet in San Francisco. Parklets are public space interventions that convert street parking spaces into small community parks.

Lastly, there are a range of strategies that the City could pursue to market and brand South Downtown to better attract private investment in new buildings and businesses, including:

- Engage developers operating regionally or nationally; target innovative non-profit developers such as Artspace (Minneapolis), Place (Minneapolis), or Jonathan Rose Companies (New York)
- Allow and encourage interim uses such as pop-up retail and food trucks
- Hold design competitions for innovative design solutions on selected sites
- Fund public art, including small-scale, community-driven projects
- Create a prominent wayfinding system for South Downtown (build on the City's current efforts on Pacific Avenue)
- Emphasize connections to the Foss Waterway and water-based recreation
- Establish a farmers market
- Program activities on the Foss Esplanade
- Encourage the creation of community-based urban farms on vacant land
- Engage the UWT planning department to develop visions and plans for South Downtown
- Create a combined marketing program for the museums and local hospitality providers
- Implement small-scale interventions such as the Parklets Program in San Francisco or City Repair in Portland

SOUTH DOWNTOWN CATALYST SITES

There are numerous sites within the South Downtown Subarea that have potential for catalyst redevelopment. Table 11-3 provides a summary of publicly owned sites that offer the best opportunities for catalyst projects in the Subarea. Because these sites are owned by the City or public agencies, public-private partnerships are an available tool that could be implemented to encourage redevelopment. The Subarea's potential catalyst sites, organized by District, are discussed below. The discussion also addresses a handful of privately-owned sites that stand out as important potential redevelopment catalysts for the Subarea. The City does not have any direct control over these sites but should take into account their potential as catalysts when coordinating plans and prioritizing the location of infrastructure upgrades and investments.

Brewery District

Given its central location near the UWT Campus, the Dome District, the Foss Waterway, and the Hillside, near-term redevelopment projects in the Brewery District would be particularly beneficial for catalyzing redevelopment throughout the Subarea and for knitting together the districts of South Downtown.

Holgate Market

Some of the most promising catalyst sites in the South Downtown Subarea are located in a cluster between Jefferson Avenue, South C Street, South 23rd Street, and South 25th Street. Catalyst sites include the mostly vacant Public Works yard, and the renovation and repurposing of two Public Works maintenance buildings (see Table 11-1). A vision for catalyst project opportunities for these sites was described in detail in the 2010 *Brewery District Development Concept Study*, as illustrated in Figures 11-14 and 11-15.

Figures 11-14 and 11-15 show new midrise development on the City-owned Public Works yard lots on Jefferson Avenue. The two buildings would provide approximately 240,000 square feet of space for a mix of possible uses, including:

FIG. 11-13 Holgate Street in the Brewery District.

FIG. 11-14 A conceptual rendering illustrating the potential for site development on Jefferson Avenue and the adaptive reuse of existing buildings on Holgate Street.

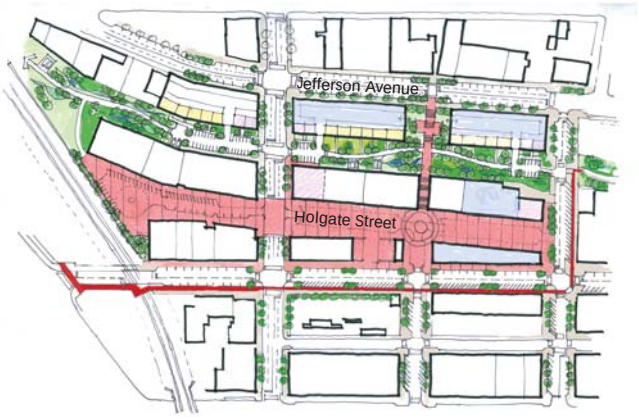


FIG. 11-15 A conceptual plan drawing illustrating Holgate as a brick-paved shared-use street and the potential for a landscaped pedestrian pathway between the repurposed buildings and new development along Jefferson Avenue.

FIG. 11-16 The City Streets and Grounds Building, view from South C Street.

FIG. 11-17 The City Maintenance Building, view from South Holgate Street.

FIG. 11-18 A conceptual rendering of Holgate Street as a shared-use street framed by the renovated City buildings.

FIG. 11-19 The former Police Station site on Jefferson Avenue.

- High-bay flex tech office space
- Workshops and ground-floor work spaces with galleries along the Prairie Line
- Ground-floor retail and services along Jefferson Avenue
- Mid-level and sub-grade parking garages for project occupants
- Mixed-income housing for artists or students
- Market rate units for individuals or couples

Figures 11-16 and 11-17 show existing conditions of the City's Streets and Grounds and Maintenance Buildings fronting on Holgate Street. Figure 11-18 illustrates how the street could function as a location for an outdoor farmers market. This type of farmers market has the potential to form the social heart of the Brewery District and would breathe new life into the neighborhood.

The 27,000 sf, heavy timber-framed Streets and Grounds building has great potential to provide a unique place for restaurants, cafes, or bars. The estimated cost for the renovation of this building is at least $2.5 million. The 28,400 sf Maintenance Building has an industrial character that could be appropriate for a high-ceiling gallery, performance venue or community space on the ground floor with offices on the upper floor. It would cost an estimated $3.5 - $4.2 million to renovate.

Former Police Station Site

This 6.4-acre vacant site on two blocks between Jefferson Avenue, Tacoma Avenue South, South 21st Street, and South 23rd Street has immense development potential (see Figure 11-19). It is ideally situated for housing and services to meet the growing demand created by significant recent investments in and around the Brewery District. In June 2013 the City issued a Request for Proposals for purchase and development of the site.

The site has many attractive features, including valuable view opportunities to the Sound and

mountains, frontage on key South Downtown arterials Jefferson Ave, Tacoma Ave, and S. 21st St, location at a "crossroads" between the UWT/Museum District and the Brewery District, and between the Dome District and the Hillside neighborhood, and remediated site contaminants. Directly adjacent to the growing UWT campus, the site well situated for housing and services for increasing numbers of students and staff.

The location is well-served by local transit, including LINK light rail and Pierce Transit, and is just 2/3-mile from the Dome District multi-modal transportation hub, with Sounder Commuter Rail and future Amtrak service. It is half a block from the future Prairie Line Trail, a multi-use trail that will connect to the UWT campus and Foss Waterway to the north, and regional trails to the south, and has convenient vehicular access to I-705, I-5, and SR-509

Amenities nearby the site include the Tacoma Art Museum, the Washington State History Museum, and the Museum of Glass, the Foss Waterway Esplanade and parks, and the Greater Tacoma Convention Center. It is close to the St. Joseph Medical Center and other healthcare facilities on the "medical mile" of the MLK neighborhood, and just three blocks from McCarver Elementary School.

The 2010 *Brewery District Development Concept Study* proposed two options for relatively high density mixed-use development with up to 1,200 units of housing and 110,000 square feet of commercial space, as illustrated in Figure 11-20. Note that the high-rise towers in Option 2 would not be allowed under current zoning but are included to illustrate how increased height can enable the provision of more open space.

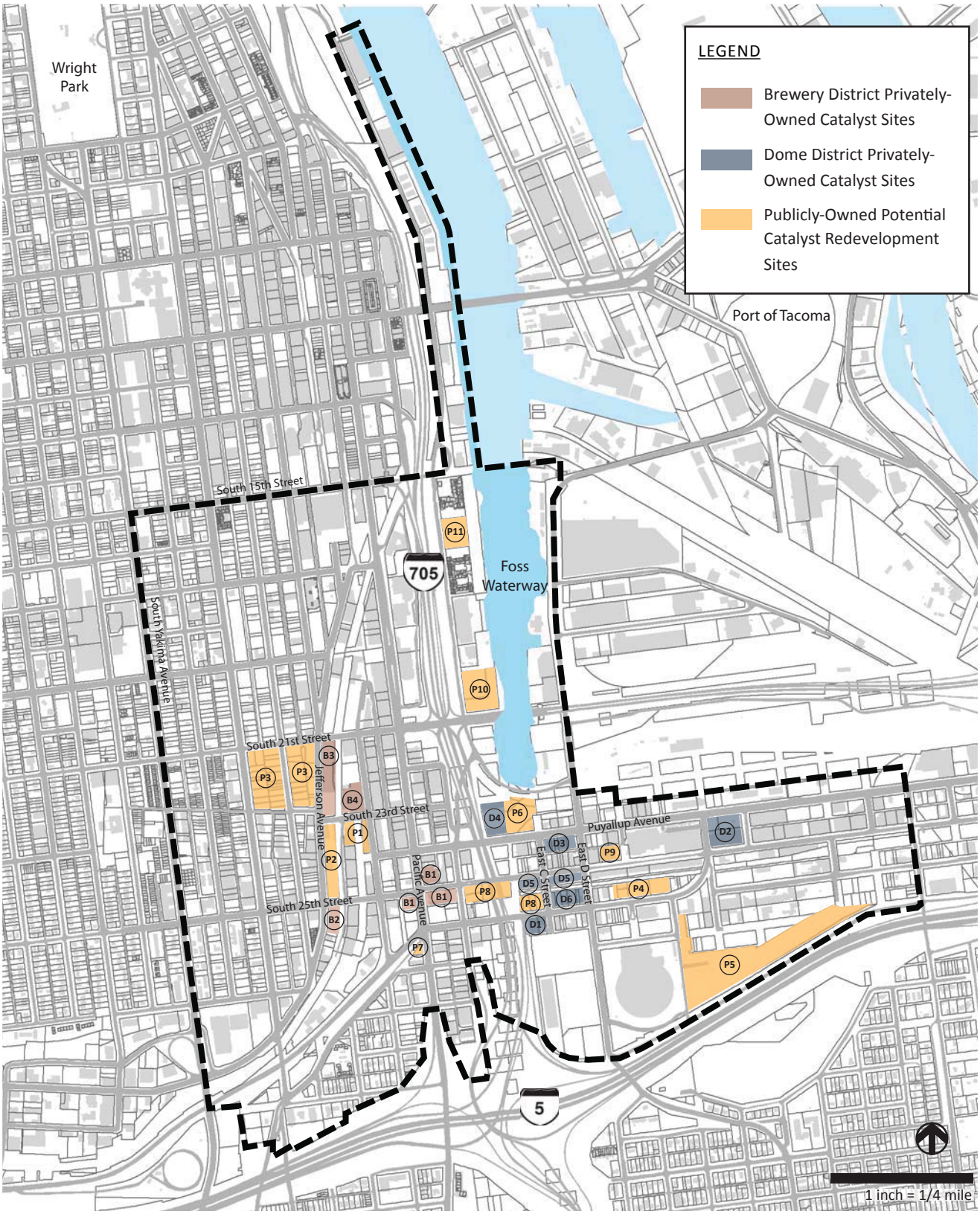
Given this site's large land area it will likely be more feasible to redevelop it in phases. The logical first phase to develop would be the parcels fronting on Jefferson Avenue. A mid-rise, mixed-use residential project targeted at students would be an appropriate use.

concept framework baseline: Option 1

concept framework amenity: Option 2

FIG. 11-20 Two conceptual design options for mixed-use development on the former Police Station site.

FIG. 11-21 SOUTH DOWNTOWN CATALYST PROJECT SITES



Pierce County Maintenance Garage

Pierce County owns a vehicle maintenance facility on a 0.4-acre site located at Pacific Avenue and South 24th Street. The facility has a large surface parking lot fronting on Pacific Avenue that compromises the streetscape and degrades the important pedestrian connection along the street. The location on the prominent intersection of Puyallup and Pacific Avenues has great visibility. The site slopes up from Pacific Avenue to Commerce Street. A building could be constructed to have a parking level that is accessed from Commerce Street stacked above a ground-floor retail level fronting on Pacific Avenue.

Privately-Owned Catalyst Sites in the Brewery District

In addition to the publicly-owned sites discussed above, there are several privately-owned sites in the Brewery District that could be potent catalysts if redeveloped. Because these sites are privately owned, the City has no direct control over their redevelopment. However, the sites are noted here to highlight their important potential role in the future of South Downtown. The most significant sites are summarized in the Table 11-1.

TABLE 11-1 BREWERY DISTRICT PRIVATELY-OWNED CATALYST SITES

Location	Acres	Description
B1: 25th Street and Pacific Avenue (3 parcels)	0.43, 0.77, 0.33	Key gateway intersection for the district adjacent to LINK light rail; potential for redevelopment of three of the four corners (excepting the Foremost Dairy building); potential consolidation with Sound Transit surplus property on southwest corner
B2: 25th Street and Jefferson Avenue	0.44	Vacant parcel; attractive location on key arterials and across from the Prairie Line Trail
B3: 21st Street and Jefferson Avenue	1.81	Attractive location adjacent to the UWT campus and the Prairie Line Trail; the "Jet Building" does not have significant historic value; could be renovated for a unique suitable use, or replaced with new construction
B4: 23rd Street and South C Street	1.1	Former Heidelberg Brewery site south of new Holiday Inn Express; large brewery building remains on the southern portion of the block; well-located adjacent to Prairie Line Trail

FIG. 11-22 A conceptual rendering of dense mixed-use development on the surface parking lot site just north of America's Car Museum.

FIG. 11-23 Conceptual bird's-eye view of pedestrian bridge and trail linking the Foss Waterway to the Brewery District.

The Dome District

The South Sound region's most important transit hub is located in the Dome District, but the area currently lacks housing and services to support a transit-oriented community. Redevelopment projects that bring housing to the district would be particularly beneficial for initiating a transformation toward a walkable, mixed-use center that can maximize the use of its transit assets. Catalyst projects will be most effective if they reinforce the core of the District, centered approximately at the intersection of East D and East 25th Streets.

Puyallup Tribe Site on 26th Street

The Puyallup Tribe owns 1.55 acres of vacant land at the top of the steep hill to the south of Freighthouse Square. The site is relatively flat and affords excellent views to the north. In light of current plans to relocate the Amtrak station to Freighthouse Square, this site has the potential to help meet the parking needs of station. The 25-foot hillside could be excavated for structured parking below the grade of 26th Street. A pedestrian bridge would be required to provide access across the tracks to the station. This bridge could also be designed to provide a public pedestrian connection to the areas surrounding the Dome, as proposed in the 2008 *Tacoma Dome District Development Strategy Update*.

Pierce Transit Site across from Freighthouse Square

With excellent access to multiple modes of transit and to Freighthouse Square, this half-acre parcel at East 25th Street and East E Street could be an attractive site for multifamily housing, although its appeal may be slightly compromised by the large parking garage directly to the east. The lot's 130-foot depth and alley access make it an ideal site for underground parking, if needed. The high level of transit access at this site could justify a building with little to no parking. If it was an affordable housing project, the elimination of parking could significantly reduce the cost of development.

In 2013, the Tacoma Housing Authority (THA) received $50,000 to finance work needed to evaluate the feasibility of developing a mixed-income, mixed-use

building on the Pierce Transit site. The funds were awarded in response to an invitation from Enterprise Community Partners. Pierce Transit has agreed to partner with THA in the application and feasibility study. The grant contract was signed in mid-May 2013, and feasibility work includes a Phase I environmental study to check for contamination, a market study, zoning study and an architectural concept plan for what may be built on the site. The current concept includes five stories of mixed income housing, two floors of office/commercial/retail and parking.

Surface Parking Lot North of America's Car Museum

This 4.7-acre surface parking lot has extensive development capacity, although the west portion of the site is constrained in height by a view corridor easement from America's Car Museum. The 2008 *Tacoma Dome District Development Strategy Update* proposed a mix of office and high-rise residential development, along with new roads that would extend from 27th Avenue and East C Street into the site, as illustrated in Figure 11-22. This proposed buildout is relatively aggressive, including high-rise residential towers (note that the Museum's view easement would prevent the development of the tower that is shown directly in front of it). A less aggressive buildout of midrise residential and office buildings is likely to be more appropriate for the real estate market anticipated in the near- to medium-term and would also provide significant density to support a transit-oriented community.

This site provides parking for Tacoma Dome events, and any loss of parking to development would need to be compensated for elsewhere—new structured parking located on City-owned surface lots east of the Dome are one potential solution. Because this site is so large and located relatively far from the district core, redevelopment would most likely be phased in over the long term.

Public Works Pump Station Site

This 1.26-acre site at Puyallup Avenue and East B Street was identified in the 2008 *Tacoma Dome District Development Strategy Update* as a potential site for an educational project linking a future natural drainage system in the "B Street Gulch" with the Foss Waterway. This link would take the form of a pedestrian trail and bridge over the tracks to the Foss Esplanade, as illustrated in Figure 11-23. Another option would be for the City to sell off the southern portion of the site for mixed use redevelopment that fronts on Puyallup Avenue. This would help improve the pedestrian streetscape and connectivity between the Brewery and Dome Districts. Much of the site is well below the grade of Puyallup Avenue, which could allow for the economical construction of below-grade parking.

FIG. 11-24 Rendering of the "Henry," a proposed seven-story, 165-unit mixed-use project on the Foss Waterway. Image courtesy BCRA.

FIG. 11-25 A conceptual site plan showing one potential site development strategy for the consolidated parcels along Fawcett Street.

Key Privately-Owned Potential Catalyst Sites

In addition to the publicly-owned sites discussed above, there are several privately-owned sites in the Dome District that would be important catalysts if redeveloped, summarized in the table below:

TABLE 11-2 DOME DISTRICT PRIVATELY-OWNED CATALYST SITES

Location	Acres	Description
D1: East 26th Street & East C Street	0.90	Current use is vehicle storage; site is already excavated below grade on 26th Street; adjacency to train tracks may limit uses to commercial
D2: East 25th Street & East G Street	1.86	In 2009, the City considered a $1.5 million loan to support the proposed renovation of 90 apartments; potential site for Amtrak parking with housing above
D3: Puyallup Avenue & East D Street	0.83	Well-located corner; would contribute to the Puyallup Avenue streetscape; potential water views
D4: Puyallup Avenue & East B Street	1.34	Good site for a commercial office building with high visibility from I-705
D5: East 25th Street & East C Street	0.35	Two surface parking lots on either side of East C Street; building options limited by 75-ft depth; great street presence on 25th Street along walkable corridor to the Brewery District
D6: East 26th Street & East C Street	0.67	Good location for commercial use, visible from I-705

Foss Waterway

The Foss Waterway Development Authority's mission is to promote redevelopment, and the agency has done predevelopment preparation for numerous sites along the Waterway. There are currently two sites that are most likely develop in the near term:

- *Site 1*: 1.2 acres located just north of the SR-509 bridge
- *Site 4*: 1.4 acres located on the north side of South 17th Street

Both of these sites could be developed for commercial or residential use. These two sites are not critical catalysts, as this area of the Waterway has already seen significant recent development. However, their redevelopment would demonstrate a continued commitment of private investment in South Downtown, and the new people and activity that further development would introduce into the area could help to energize the surrounding Subarea.

A nine-story, 104-unit Marriott Hotel has been in the planning stages for a decade on Site 4 (see Figure 11-24). This project has been repeatedly postponed due to multiple issues, but one hurdle was cleared in the Summer of 2012 when the State Supreme Court declined to hear an appeal of the shoreline permits. As of mid-2013, design work and permitting were ongoing, but no construction start date has been set. As of mid-2013, the FWDA anticipates closing a development transaction for Site 1 by the end of 2013.

In Summer 2013 developers submitted plans to the FWDA for a $31 million market-rate mixed-use project on the vacant property immediately north of the SR-509 bridge. The seven-story project will include 165 apartments and 12,000 square feet of commercial space, and the developers hope to break ground in Fall 2013.

There are several potential development sites along the Waterway north of 15th Avenue. Any one of these could be an important catalyst for the northern portion of the Waterway, which has seen very little redevelopment to date.

Downtown Core

At the north end of the Subarea there are two largely undeveloped blocks that lie in the Downtown Commercial Core zoning district, located between South 15th Street, South 17th Street, Market Street, and Fawcett Street. These blocks could be developed to much greater height (400 feet) and density than any other location within the South Downtown Subarea. Development at these sites would likely be more associated with the downtown core than with South Downtown but could help to create a stronger link between the two areas that could in turn catalyze redevelopment deeper into South Downtown.

The surface parking lot adjacent to Fawcett Street belongs to a single landowner that has owns consolidated parcels on the west side of the street. This landowner has produced development concepts that include high-rise residential and office uses and has listed their total 3.2 acres of land for sale at $11 million. The surface parking lot adjacent to Market Street is owned by Regence Blue Shield, and it serves the health care facility located across the street.

University of Washington

The University of Washington has plans to significantly expand its Tacoma campus, which will be a powerful redevelopment catalyst for the entire Subarea. The plan calls for the accommodation of 12,000 - 15,000 students, which will be a major driver of demand for housing and services on or around the campus. There are likely to be opportunities for private developers to partner with the UWT to develop academic facilities or housing. It can also be expected that there will be demand for private development of market rate housing to supply the needs of an increasing student and staff population. Given the steep hill to the west of the currently developed campus and the proposed construction of the Prairie Line Trail, the Brewery District may be a more attractive location for student housing than the campus property north of 21st Street. The City-owned properties at 21st Street and Jefferson Avenue and at 23rd Street and Jefferson Avenue (see Brewery District discussion above) are an ideal location for future student and faculty housing.

TABLE 11-3 PUBLICLY-OWNED POTENTIAL CATALYST REDEVELOPMENT SITES

Property	Acres	Owner	Encumbrances	Potential Use	Notes
P1: Streets and Grounds and Maintenance Buildings (23rd Street & Holgate Street)	1.34 Bldg. 1: 15333 sf Bldg. 2: 42998 sf	City of Tacoma	Need to relocate City operations at estimated cost of $500,000 (including Public Works yard). Needs Phase II Environmental Assessment.	Restaurant; brew pub; marketplace	Prime candidate for a catalyst project. Stables building has potential to be a historic TDR sending site. Engage developers with preservation experience. Consider models such as Melrose Market in Seattle.
P2: Public Works Yard (23rd Street & Jefferson Avenue)	1.56	City of Tacoma	Need to relocate City operations at estimated cost of $500,000 (including Streets & Grounds). Needs Phase II Environmental Assessment	Midrise mixed-use residential	Prime candidate for a catalyst project. Explore targeting an artist housing developer such as Artspace. Site has important location adjacent to Prairie Line, which should represent significant value to developers.
P3: 21st Street & Jefferson Avenue former police station site	6.4	City of Tacoma	$12,675,000 outstanding debt Phase II Environmental Assessment completed—results TBD	Mixed use, residential; midrise near-term, potential high-rise long-term	Prime candidate for catalyst project. In June 2013 the City issued a Request for Proposals for purchase and development of the site.
P4: 26th Street & D Street surface parking lot	4.71	City of Tacoma	Parking needs of the Dome must be addressed, with replacement parking priority and parking revenue given to the Dome.	Mixed-use residential; commercial	Requirement to replace parking will be an encumbrance to redevelopment. Consider construction of new parking decks on city-owned surface lots near Wiley and G Streets to unencumber this land.
P5: Wiley Avenue & G Street surface parking lot	4+	City of Tacoma	Parking needs of the Dome must be addressed, with replacement parking priority and parking revenue given to the Dome.	Mixed use; commercial; Also potential for parking structures to replace parking lost to redevelopment in other locations such as 26th and D Streets	Because of its more remote location, this site is less favorable for redevelopment compared to the Dome surface parking lots to the northeast. Requirement to replace parking will be an additional downside.

Property	Acres	Owner	Encumbrances	Potential Use	Notes
P6: Tacoma Public Utilities pump station site (Puyallup Avenue & East B Street)	1.26	City of Tacoma	Pump station and access must be retained. Must relocate equipment currently stored on site. Adjacent to railroad tracks.	Combination of public open space and private mixed-used or commercial development	Small pump station building on property but otherwise vacant. Identified in the Dome District study as a potential open space site that could create a connection from the B Street Gulch to the Foss Waterway via a pedestrian bridge over the railroad tracks.
P7: Public Works parcel at Delin Street & Pacific Avenue	0.1	City of Tacoma	Small site	Commercial or office	If the end of Delin Street is vacated, the potential for development of this small Public Works parcel would be increased.
P8: Sound Transit D-to-M surplus parcels (between 25th & 26th Streets, and A & South C Streets)		Sound Transit	None of these parcels are large enough to make development practical. Parcels south of the tracks also have underground utility lines that would impede building construction	Midrise mixed-use residential	These parcels are important locations marking the main south gateway to South Downtown. Parcels on the north side of the tracks could be consolidated with privately held land on 25th Avenue. The parcels to the south of the tracks are an open space opportunity but would require maintenance.
P9: Pierce Transit site (East 25th & East E Street)	0.52	Pierce Transit	Adjacent to parking garage	Midrise mixed-use residential	Pierce Transit has expressed a desire to surplus this property.
P10: Foss Waterway Site 1	1.2	FWDA	Limited underground parking	Midrise mixed-use residential or commercial	Site is development-ready.
P11: Foss Waterway Site 4	1.4	FWDA	Limited underground parking	Midrise mixed-use residential or commercial	Site is development-ready. Hotel was planned but project was never initiated.

South Downtown Subarea

Subarea Plan and
Environmental Impact Statement

Draft Regulatory Code Language
August 2013

Chapter 13.06A
DOWNTOWN TACOMA

Sections:

13.06A.010 Purpose.

This section sets forth districts for Downtown Tacoma, along with allowable and prohibited uses, development standards, design standards, an optional design review process, and guidelines addressing public amenities. It also allows a Master Planned Development in order to offer flexibility in height limits.

These regulations are intended to:

1. Implement goals and policies of the City's Comprehensive Plan addressing downtown.
2. Implement the goals of the Growth Management Act and carry out county-wide and multicounty planning policies.
3. Create a downtown setting that is mixed-use and is pedestrian and transit oriented.
4. Guide the location and intensity of development.
5. Attract private investment in commercial and residential development.
6. Provide for predictability in the expectations for development projects.
7. Allow for creative designs in new and renovated buildings.

8. The South Downtown Subarea Plan contains specific guidelines for the University of Washington Tacoma campus. This guidance is also intended to guide the Land Use Code. The Plan states "Application of site-specific land use regulations is not appropriate in a campus setting." Management occurs on a campus-wide basis rather than by individual site or project-by-project. Campus-wide management is critical to ensure that there is no duplication of services that long-range planning objectives are reached, that flexibility in problem solving and resource planning objectives are achieved, that creative problem solving may occur, and that resources are allocated appropriately.

The Plan states, that to achieve these goals, landscaping, street trees, parking (including ADA parking), telecommunications, street design (including pedestrian streets), ground floor uses, streetscape design, light and glare, storm drainage, signage, etc., shall all be addressed on a campus-wide basis rather than a site-by-site basis. In addition, specific requirements such as modulation, leasing and acquisition restrictions, and ground floor uses shall be addressed in the context of the University rather than private development. The Plan defines institutional uses on the campus. Educational uses are permitted in all the downtown districts.

13.06A.020 Applicability.

The provisions of this chapter shall apply to all uses and development in those areas in Downtown Tacoma classified in the districts described in Section 13.06A.040 TMC and shall modify the regulations and other provisions of Chapter 13.06 TMC; provided, that the regulations and provisions of Chapter 13.06 TMC shall apply when not specifically covered by this chapter; and further provided, that where Chapter 13.06 TMC and this chapter are found to be in conflict, the provisions of this chapter shall apply; and further provided, that neither the regulations set forth in Chapter 13.06 nor subchapter 13.06A TMC shall apply if a Development Regulation Agreement, pursuant to the provisions of Section 13.05.095 TMC, has been approved for the site and is complied with.

13.06A.040 Downtown Districts and Uses.

A. After the area-wide reclassification establishing the following Downtown Districts, no property within the Downtown Districts shall be reclassified except through a subsequent area-wide reclassification as provided for in TMC 13.02.045.

B. No property shall be reclassified to a Downtown District except through an area–wide reclassification as provided for in TMC 13.02.045.

C. Downtown Commercial Core District (DCC).

This district is intended to focus high rise office buildings and hotels, street level shops, theaters, and various public services into a compact, walkable area, with a high level of transit service.

1. Preferred **-** retail, office, hotel, cultural, governmental.

2. Allowable **-** residential, <u>educational,</u> industrial located entirely within a building. 3. Prohibited **-** industrial uses not located entirely within a building and automobile service stations/gasoline dispensing facilities in addition to those noted in TMC 13.06A.050.

D. Downtown Mixed-Use District (DMU).

This district is intended to contain a high concentration of educational, cultural, and governmental services, together with commercial services and uses.

1. Preferred **-** governmental, educational, office, <u>residential,</u> cultural.

2. Allowable **-** retail, residential, industrial located entirely within a building.

3. Prohibited **-** industrial uses not located entirely within a building, ~~movie theaters greater than six screens,~~ and automobile service stations/gasoline dispensing facilities, in addition to those noted in TMC 13.06A.050.

E. Downtown Residential District (DR). This district contains a predominance of mid-rise, higher density, urban residential development, together with places of employment and retail services.

1. Preferred **-** residential.

2. Allowable **-** retail, office, educational.

3. Prohibited-industrial, ~~movie theaters greater than six screens~~ in addition to those noted in TMC 13.06A.050.

F. Warehouse/Residential District (WR).

This district is intended to consist principally of a mixture of industrial activities and residential buildings in which occupants maintain a business involving industrial activities.

1. Preferred - industrial located entirely in a building, residential.

2. Allowable - retail, <u>educational</u>, office, governmental.

3. Prohibited <u>uses can be found in TMC 13.06A.050</u>

~~a. Movie theaters greater than six screens, in addition to those noted in TMC 13.06A.050.~~

<u>G. Management of landscaping, street trees, parking (including ADA parking), telecommunications, street design (including pedestrian streets), ground floor uses, streetscape design, light and glare, storm drainage, signage, etc., shall all be addressed on a campus-wide basis rather than a site-by-site basis on the University of Washington, Tacoma Campus.</u>

***

13.06A.052 Primary Pedestrian Streets.

A. Within the Downtown, the “primary pedestrian streets” are considered key streets in the intended development and

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

1. Pacific Avenue between S. 7th and S. 25th Streets.

2. Broadway between S. 7th and S. 15th Streets.

3. Commerce Street between S. 7th and S. 15th Streets.

4. “A” Street between S. 7th and S. 12th Streets.

5. Tacoma Avenue between S. 7th and S. 15th Streets.

6.South Jefferson Avenue between South 21st Street and South 25th Streets.

7.South 25th Street between I-705 and South Fawcett Ave

8.East “C” Street

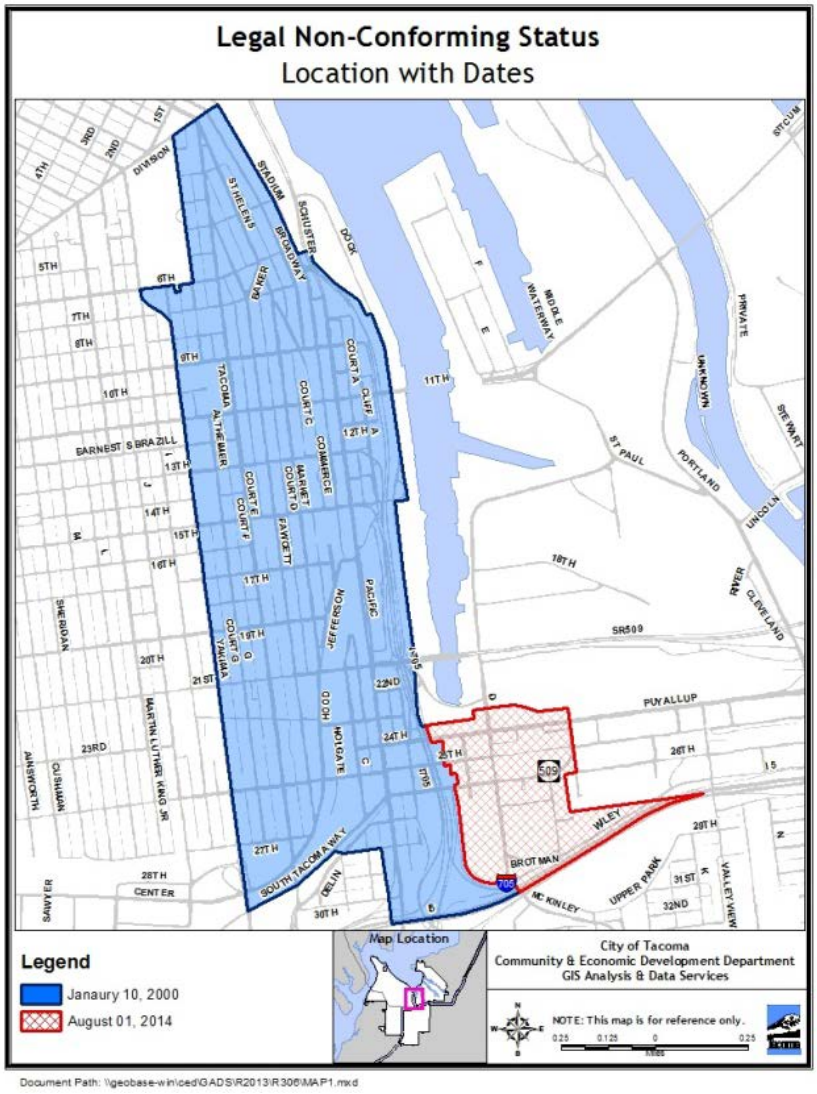
9. South “C” Street

13.06A.055 Nonconforming Development.

A. It is intended that nonconforming development or elements of nonconforming development that affect appearance, function, and design quality be brought into conformance with the development and basic design standards of this chapter. It is not intended to bring nonconforming development into compliance immediately, but to have future development comply with the purpose and intent of this code and eventually be brought into conformance with its standards. It is not intended to require extensive changes that are impractical, such as moving or lowering buildings.

B. For purposes of the Downtown zoning districts, nonconforming development shall mean development or an element of development ~~that lawfully existed on January 10, 2000, the date this chapter became effective, and~~ which does not conform to the current development standards and basic design standards ~~of the district in which it is located~~ that existed prior to January 10, 2000, within the blue area of Figure 1 or existed prior to August 1, 2014, within the red area of Figure 1.

Figure 1: Legal Non-Conforming Status Locations



C. Nonconforming development may continue as set forth in Section 13.06.630, unless specifically limited by other regulations of this chapter.

D. Additions to buildings nonconforming to the development standards or basic design standards must comply with these standards, unless otherwise exempted. No addition can increase the nonconformity to the development or basic design standards or create new nonconformity with these standards.

13.06A.060 Development Standards.

A. Buildings lawfully in existence on January 10, 2000 or August 1, 2014, depending on the location within the downtown zoning districts, ~~the time of reclassification to the above districts,~~ do not need to conform to these standards; however, additions will need to conform. No addition can increase nonconformity to these standards or create new nonconformity. Please see Figure 1 in section 13.06A.055.B. for specific locations within the downtown related to legal non-conforming status to these standards.

B. Development Standards Table

District	Residential FAR			Non Residential FAR			Height Limits
	"As-of-right"	**Maximum with Design Standards**	**Maximum with ~~Special Features~~ TDR**	**"As-of-right"**	**Maximum with Design Standards**	**Maximum with ~~Special Features~~ TDR**	
DMU	3	5	7	2	4	6	100'
WR	4	5	7	3	4	6	100'
DR	2	4	6	1	2	4	90'
DCC	3	6	12	3	6	12	400'

C. Floor Area Ratio – Additional Standards.
1. The FAR for non-residential and residential uses within a given development are individually calculated and may be added together for a cumulative total, provided that the respective maximum FAR for each use is not exceeded. For example, in the DCC, an "as-of-right" development may have a total FAR of 6, with a FAR of 3 in non-residential use and a FAR of 3 in residential use in a single development.
2. For the purposes of calculating maximum allowable FAR, hotels shall be considered a residential use.
3. A minimum FAR of 1 shall be achieved for structures within the Downtown Commercial Core district. The gross floor area shall be used to calculate the minimum FAR.
4. The maximum allowable Floor Area Ratio may be exceeded as provided for in Section 13.06A.080.
5. Floor area is determined pursuant to the definition provided in Section 13.06.700.
D. Building Height – Additional Standards.
1. Building Height will be measured consistent with the applicable Building Code, Height of Building and excludes parapets, mechanical penthouses, elevator overruns and machine rooms, and decorative architectural features (e.g., spires, towers, pergolas, pyramids, pitched roofs) not intended for residential, office or retail space.
2. Maximum Building Height within 150' east of the centerline of the right-of-way of Yakima Avenue shall be 60 feet, in order to create a transition to lower-rise residential development to the west.

13.06A.065 Reduced Parking Area

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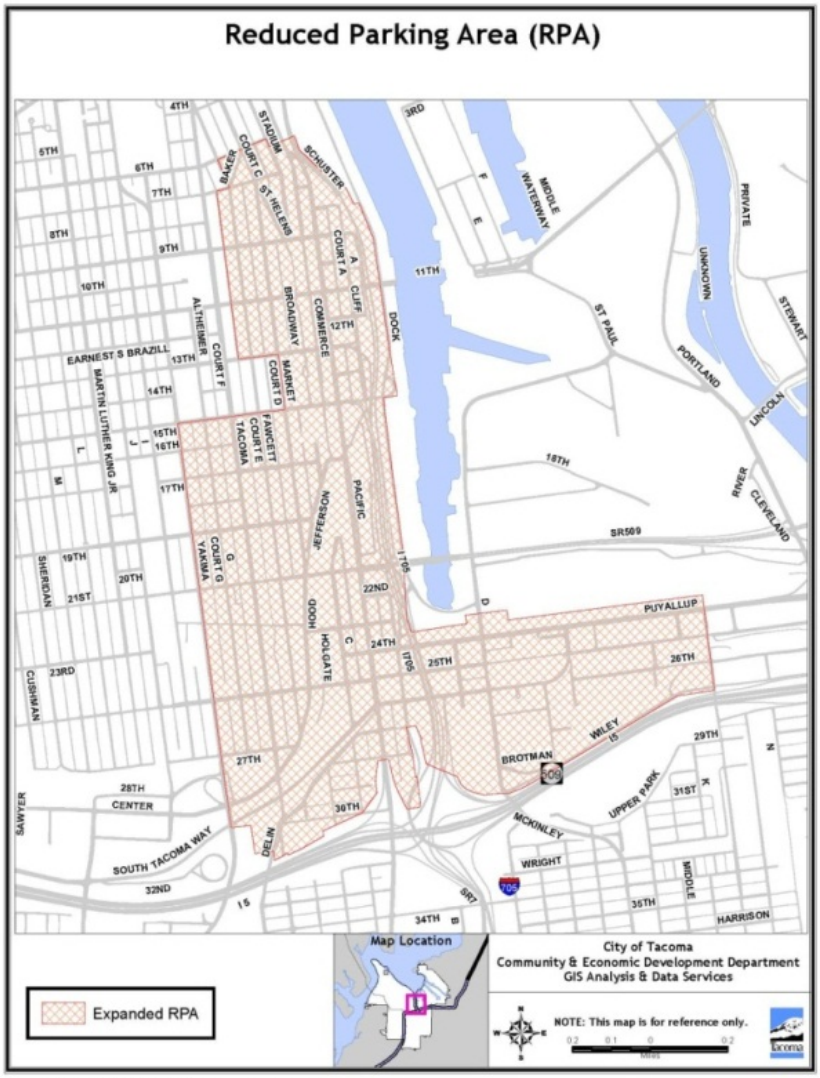
B. Reduced Parking Area (RPA) – Parking Quantity Standards

	Residential Parking (Stalls/Unit)		Non-Residential Parking (Stalls/Floor area SF)	
	Minimum	Maximum	Minimum	Maximum
RPA	Not Applicable	Not Applicable	Not Applicable	Not Applicable

1. Minimum off-street parking stall quantity requirements do not apply within the Reduced Parking Area (RPA), which is located generally between 6th Avenue and Interstate 5, and between Dock Street and Tacoma Avenue or Yakima Avenue (the specific boundary of the area is shown in Figure ~~1~~2, below).

Figure ~~1~~2:



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13.06A.070 Basic design standards.

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

B. If a building is being renovated in accordance with the Secretary of Interior's Standards for Treatment of Historic Properties, and a conflict between the basic design standards or additional standards and the Secretary's Standards occurs, then the Historic Preservation Criteria and Findings made by the Tacoma Landmarks Preservation Commission shall prevail. C. Standards Applicable to Development in All Districts.

1. The basic design standards and additional standards applicable to the DCC and DR districts, except as otherwise noted, shall apply to all new construction, additions, and substantial alterations.

2. All rooftop mechanical for new construction shall be screened or located in a manner as to be minimally visible from public rights-of-way. ~~with an architectural element such as a high parapet, a stepped or sloped roof form, or equivalent architectural feature that is at least as high as the equipment being screened.~~ Fencing is not acceptable. The intent of the screening is to make the rooftop equipment minimally visible from public rights-of-way within 125 feet of the building, provided said rights-of-way are below the roof level of the building. ~~In those instances where the rights-of-way within 125 feet of the building are above the roof level of the building, the mechanical equipment should be the same color as the roof to make the equipment less visible.~~ If the project proponent demonstrates that the

function and integrity of the HVAC equipment would be compromised by the screening requirement, it shall not apply. This standard shall not apply to existing buildings undergoing substantial alteration.

3. One street tree shall be provided per each 25 linear feet of frontage, with tree grates covering the pits, in conformance with City requirements. This standard, in its entirety, shall apply to all new construction, additions, substantial alterations, and when 50 percent or more of the existing sidewalk is replaced. One street tree shall be provided, consistent with the requirements of this standard, for each 25 linear feet of existing sidewalk that is replaced. Existing street trees shall be counted toward meeting this standard. Trees and grates should conform to the Tacoma Downtown Streetscape Study and Design Concepts.

a. The required street trees should generally be evenly spaced to create or maintain a rhythmic pattern, but can be provided with variations in spacing and/or grouped to accommodate driveways, building entrances, etc. To achieve consistency with the existing pattern of tree spacing, the quantity of required street trees may be modified.

b. The use of tree grates will be determined by the presence of existing grates in the district, and the width and function of the sidewalk.

c. Residential development may substitute plantings for grates.

d. Where existing areaways, vaults or insufficient sidewalk widths prevent this form of planting, trees may be planted in planters that are generally in conformance with the *Tacoma Downtown Streetscape Study and Design Concepts*.

e. All trees shall have a minimum caliper of 2 1/2-inch at the time of planting.

~~f. This standard is not applicable in the WR district.~~

***

6. Development shall also comply with the requirements as established in Section 13.06.511, Transit Support Facilities~~.~~ and Section 13.06.512, Pedestrian and Bicycle Support Standards.

***

~~E. Additional Standards Applicable to Development Within the Downtown Residential (DR) District.~~

~~1. Roofs of all new or substantially altered buildings shall incorporate one or more of the following features:~~

~~a. Pitched roof form(s) with a minimum slope of 3:12.~~

~~b. Terraced roof forms that step back at the uppermost floors.~~

~~c. Exaggerated parapets, with overhanging cornices.~~

***

13.06A.080 Design Standards for Increasing Allowable FAR.

~~At least four of the following standards shall be incorporated into each development to increase allowable FAR as shown in the Development Standards Table. For each standard that is additionally met, the maximum allowable FAR indicated in the Development Standards Table may be increased by .5.~~

~~These standards suggest the result to be achieved. It is expected that the review process would allow for flexibility and creativity in meeting the intent. These standards shall be in addition to the basic design standards and, if applicable, the additional standards specified for the DCC and DR districts.~~

For each of the following Design Standards that are incorporated into a development, the allowable FAR can be increased by 0.5, up to the "Maximum with Design Standards".

No variances shall be granted to the following:

~~1. Architectural expression of the base of buildings through more refined materials such as stone or brick, and details such as cornice lines and belt courses. The base of the building is the first full floor above grade.~~

~~2. Architectural delineation of the tops of buildings through devices such as pyramids, domes, spires, projecting cornices, and other similar, visually distinctive roof forms.~~

1. ~~3.~~ Enhanced pedestrian elements at the sidewalk level including decorative lighting (free-standing or building-mounted), seating or low sitting walls, planters, or unit paving in sidewalks.

2. ~~4.~~ Exterior public space equivalent to at least 5 percent of the site area and including the following attributes:

a. Seating in the amount of one sitting space for each 100 sf of area.

b. Trees and other plantings.

c. Solar exposure during the summer.

d. Visibility from the nearest sidewalk.

e. Within 3' of the level of the nearest sidewalk.

3. ~~5.~~ Incorporation of works of art into the public spaces, exterior facade, or entrance lobby.

4. ~~6~~. Landscaping covering at least 15 percent of the surface of the roof and/or the use of "green roofs" which reduce storm water runoff. Access by building occupants is encouraged.

5.~~7~~. Including a Public Benefit Use within the development.

6.~~8~~. Within the Downtown Commercial Core, at least 60 percent of the linear frontage along those portions of Pacific Avenue, Broadway, and Commerce Street defined as a Primary Pedestrian Street shall be occupied by retail, restaurants, cultural or entertainment uses, hotel lobbies, or Public Benefit Uses.

~~9. Retention and renovation of any designated or listed historic structure(s) located on the site.~~

~~10. Parking contained entirely within structures or structures on the site.~~

~~11. Include mixed-rate housing in a housing or mixed-use project.~~

~~13.06A.090 Special features required for achieving maximum Floor Area Ratio.~~

~~In order to attain the maximum allowable Floor Area Ratio, special features shall be included with a development. Each special feature provides an additional FAR of 2 towards achieving the maximum allowable FAR as indicated in the Development Standards Table.~~

~~Using FAR credits for a special feature shall be permitted only after a development has met the Basic Design Standards, Additional Standards as required, and at least four of the Design Standards for Increasing Allowable FAR.~~

For each of the following Design Standards that are incorporated into a development, the allowable FAR can be increased by 2, up to the "Maximum with Design Standards ~~Features~~".

No variances shall be granted to the following:

1. Provide a "hill climb assist" in the form either of a landscaped public plaza or an interior public lobby with an escalator or elevator. Such space shall be open to the public ~~at least 16 hours per day.~~ During daylight hours or shall be open during the times detailed in a management plan approved by the City of Tacoma.

2. Provide works of art or water features equivalent in value to at least 1 percent of construction costs within publicly accessible spaces on site or off site within the downtown zoning district where the development is located.

~~3. Build an off-site park, open space, or community gardens with a value equivalent to at least 1 percent of construction costs within the downtown zoning district where the development is located. Alternatively, a payment may be paid to the City in lieu of actual park development. Payments shall be used by the City for developing and improving park space within the same downtown zoning district.~~

3.~~4.~~ Provision of public rest rooms, open to the public at least 12 hours each weekday.

4.~~5.~~ Contribution to a cultural, arts organization or to the Municipal Art Fund for a specific development or renovation project located downtown, in an amount equal to at least 1 percent of the construction cost of the development.

5. Parking contained entirely within structures or structures on site.

~~6. Provide public parking, in addition to that required by this code, at a ratio of at least 0.25 stalls per 1000 gsf.~~

~~7. Include residential use with non-residential uses in the same development, with the residential use in an amount that is at least 20 percent of the total floor area of the development. (The increase in FAR applies to the non-residential portion; the residential portion is governed by the maximum allowable residential FAR as indicated in the Development Standards Table.)~~

13.06A.090 Transfer of Development Rights for Increasing Allowable Floor Area Ratio

Development projects can incorporate Transfer of Development Rights, in compliance with Chapter 1.37 Transfer of Development Rights Administrative Code, to increase the as-of-right allowable FAR up to the "Maximum for TDR".

13.0X Known Archaeological, Cultural, and Historic Resources

A. Known Archaeological, Cultural and Historic Resources

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

resources. The fee for the services of the professional archaeologist or historic preservation professional shall be paid by the landowner or responsible party.

2. If the cultural resource site assessment identifies the presence of significant historic or archaeological resources, a Cultural Resource Management Plan (CRMP) shall be prepared by a professional archaeologist or historic preservation professional paid by the landowner or responsible party. In the preparation of such plans, the professional archaeologist or historic preservation professional shall solicit comments from the Washington State Department of Archaeology and Historic Preservation, and the Puyallup Tribe. Comments received shall be incorporated into the conclusions and recommended conditions of the CRMP to the maximum extent practicable.

3. A CRMP shall contain the following minimum elements:

a. The CRMP shall be prepared by a qualified cultural resources consultant, as defined by the Washington State Department of Archaeology and Historic Preservation.

b. The CRMP shall include the following information:

i. Description of the Area of Potential Effect (APE) for the project, including a general description of the scope of work for the project and the extent and locations of ground disturbing activities. Ground disturbing activities include excavations for footings, pilings, utilities, environmental testing or sampling, areas to be cleared and/or graded, demolition, removal or relocation of any existing structures, and any other ground disturbances that may occur as a result of construction activities.

ii. Photographs of the APE, including existing structures and areas of construction activities.

iii. An examination of project on-site design alternatives;

iv. An explanation of why the proposed activity requires a location on, or access across and/or through, a significant historic or archaeological resource; and

v. Citations with dates, of any previous written documentation on listed or known culturally significant sites. In compiling this information consultations with the following agencies shall be necessary. A list of the agency officials that were consulted with shall be included:

- State Department of Archaeology and Historic Preservation to identify buildings, sites or objects within the APE that are listed on or the National Register of Historic Places or the Washington State Heritage Register.
- City of Tacoma Historic Preservation Office to identify any buildings, sites, or objects within the APE listed on the Tacoma Register of Historic Places.
- The Puyallup Tribe of Indians Historic Preservation Section to identify any buildings, sites, or objects within the APE within the 1873 Land Claims Settlement Survey Area.

vi. An assessment of probable adverse impacts to culturally significant buildings, sites or objects, resulting from:

- Demolition of any buildings or structures over 50 years of age.
- The potential for the site to contain historic or prehistoric archaeological materials, based on the topography of the property, historical literature, geological data, geographical context, or proximity to areas of known cultural significance.

vii. A description of how potential adverse effects to cultural resources as a result of construction activities will be mitigated or minimized. Mitigation includes but is not limited to:

- Additional consultation with Federal, State, local and Tribal officials or Tacoma Landmarks Commission.
- Additional studies such as pedestrian surveys, subsurface testing, remote sensing, phased or periodic testing as a part of any geotechnical assessment or soil testing required for the project, or monitoring during construction.
- Subject to review and approval of the City's Historic Preservation Officer other potential mitigation measures may include:
    - Avoidance of historic/cultural resources
    - Retention of all or some of historic structure into a new development
    - Interpretive/educational measures
    - Off-site/on site preservation of another historic resource
    - Recording the site with the State Department of Archaeology and Historic Preservation, or listing the site in the National Register of Historic Places, Washington Heritage Register, as applicable, or any locally developed historic registry formally adopted by the City of Tacoma;
    - Preservation in place;
    - Reinterment in the case of grave sites;

- Covering an archaeological site with a nonstructural surface to discourage pilferage (e.g., maintained grass or pavement);
- Excavation and recovery of archaeological resources;
- Inventorying prior to covering of archaeological resources with structures or development; and
- Monitoring of construction excavation.

4. Upon receipt of a complete permit application in an area of known historic/archaeological resources, the City shall notify and request a recommendation from appropriate agencies such as the Washington State Department of Archaeology and Historic Preservation, and the Puyallup Tribe. Recommendations of such agencies and other affected persons shall be duly considered and adhered to whenever possible and reasonable.
5. The recommendations and conclusions of the CRMP shall be used to assist the Administrator in making final administrative decisions concerning the presence and extent of historic/archaeological resources and appropriate mitigating measures. The Administrator shall consult with the Washington State Department of Archaeology and Historic Preservation, and the Puyallup Tribe prior to approval of the CRMP.
6. The Administrator may reject or request revision of the conclusions reached in a CRMP when the Administrator can demonstrate that the assessment is inaccurate or does not fully address the historic/archaeological resource management concerns involved.

B. Unanticipated Discovery of Archaeological, Cultural and Historic Resources

All permit applications shall prepare a plan for the possible unanticipated discovery of historic, cultural or archaeological resource(s), including a point of contact, procedure for stop-work notification, and for notification of appropriate agencies.

13.xx Traffic Impacts Assessment

13.xx.010 Purpose and Applicability

A. This section sets forth provisions for Traffic Impact Assessments located in the Downtown Tacoma Regional Growth Center. Transportation impacts generally relate to the size of the development, the number of trips generated, and their effect on local and state streets and transportation facilities, transit operations, freight, and pedestrian and bicycling facilities and operations. The provisions of this chapter shall apply to all residential, commercial, and mixed-use development within the Downtown Tacoma Regional Growth Center boundaries, see Figure X: Downtown Tacoma Regional Growth Center.

The Department of Public Works will use the Traffic Impacts Assessment to evaluate impacts and assist in identifying and establishing mitigation measures that will address safety, circulation, and capacity issues; capacity will be addressed in terms of Level of Service established in the City Comprehensive Plan and applicable sub-area plans. In those cases where DPW identifies potential impacts to State Highways DPW will consult with the Washington State Department of Transportation (WSDOT) in identifying mitigation measures.

B. Exemptions. The Director of Public Works may be able to provide an exemption from this impact analysis if a proposal has no meaningful potential for significant and adverse transportation or traffic impacts. This may occur if the proposal has characteristics that may limit its net new vehicle traffic generation, or if only non-congested roadways and intersections are nearby, or if the net increase in traffic would not be significant compared to traffic from existing development.

13.xx.020 Definitions

See section 13.06.700.

13.xx.030 Traffic Impact Assessments Use Category

The transportation information is required to be prepared and submitted to Public Works Department at the time of permit intake. If such information is not present, the Public Works Department may delay completing the application process until such time as the information is available. After the application is accepted, the permit review by Public Works Department staff may generate a request for additional information, which will be detailed in a correction notice.

A. Level 1: The following information must be provided by a qualified expert in the form of a transportation impacts study:

1. Number of additional daily vehicle trips generated by the development as calculated using the ITE Trip Generation Manual, 8th Edition or successor edition.

2. Number of additional “peak hour” vehicle trips generated by the development in the afternoon peak hours as calculated using the ITE Trip Generation Manual, 8th Edition or successor edition

3. The proposed access/egress routes, such as alleys and streets on which vehicles will enter and leave the site's parking garage or lot and including whether or not new curb-cuts will be proposed.

4. An estimate of what proportion of the development's traffic is likely to use which streets.

5. Identify whether the nearest intersections are controlled by stop signs, traffic lights, or other form of traffic control.

6. Describe existing pedestrian and bicycle facilities in the immediate site vicinity, using the City's Mobility Master Plan.

7. Describe any pedestrian or bicycle facility improvements proposed.

8. Describe any impacts to State Highways.

B. Level 2: The following information must be provided by a qualified expert in the form of a transportation impacts study:

1. Identification of existing conditions, future baseline conditions, and number of additional daily vehicle trips generated by the development.

a. Information to describe the local streets and state highways, existing traffic volumes and turning movements, and traffic control devices on affected streets, state highways, and intersections;

b. Level of service information or alternate equivalent measures of traffic operation, delay, volume-to-capacity (v/c) ratio for affected intersections and/or streets/highway;

c. Traffic safety information – accident/collision history, latest 3 years;

d. Trip Generation: use the ITE Trip Generation Manual, 8th Edition (or successor), or alternate method;

(i) Calculate reductions from basic trip generation, for internal trips, pass-by trips, and mode choices (e.g., proportion likely to use modes other than single-occupant vehicle travel), at the applicant's discretion.

(ii) Calculate any other reductions justifiable due to the nature of the development or site.

(iii) Summarize the resulting trip calculations for residential and commercial uses

2. Number of additional "peak hour" vehicle trips generated by the development in the afternoon peak hours.

a. Using comparable methods described under #1 above, calculate peak hour vehicle trip generation

b. The proposed access/egress routes, such as alleys and streets on which automobiles will enter and leave the site's parking garage or lot and whether or not new curbcuts will be proposed.

3. The applicant's estimate of "trip distribution" and assignment – what proportion of the development's traffic is likely to use which streets.

4. Identify the probable extent of traffic impacts on affected streets, highways, and intersections

a. Afternoon peak hour turning movement impacts on identified intersections, and interpretation of the potential magnitude of impact, including roadway level of service, intersection level of service, and/or other methods of evaluating impacts on street and intersection operations.

b. Site access operations, including information such as peak hour volumes, delay and/or level of service, and relationship to freight operations if relevant.

5. Summarize relationships and potential for impacts to transit service, passenger rail, and non-motorized facilities in the site vicinity, and traffic safety, to the extent affected by the proposed development

a. Description of proposed bicycle, pedestrian, transit, and freight facilities and operations as provided for in existing multimodal plans. This should include whether there are gaps in pedestrian connections from the site to the nearest transit stop or gaps in continuity of bicycle facilities in the site vicinity.

b. Describe whether the development would adversely affect sidewalks, bicycle lanes, transit facilities, and whether it would contribute traffic to a high accident location.

c. Describe any planned improvements or reconstruction of sidewalks or streets adjacent to the development site.

6. Describe any impacts to State Highways.

USE	**"Level 1" Analysis**	**"Level 2" Analysis**
Residential	100 to 199 dwelling units	Over 199 dwelling units
Commercial	30,000-59,999 sq. feet	Over 59,999 sq. feet

If the residential unit count in a mixed-use development is less than the listed size ranges, but the non-residential use exceeds 20,000 square feet:	20,000 – 59,999 sq. feet	Over 59,999 sq. feet

Proposed Feather Sign Regulations for Downtown Zoning Districts

Section 13.06.522.J	DCC, DMU	WR	DR
Signage Allocation			
Total sign area allocation for signs attached to buildings and freestanding signs	Each business, 1-1/2 square feet per 1 foot building or street frontage on which the sign(s) will be located (area is calculated from frontage occupied by the business it identifies).	Same as DCC.	1 square foot per 1 foot of building frontage occupied by the business.
Signs Attached to Buildings			
Maximum number	Each business allowed 2 signs per frontage, but no more than 3 signs total for the business, no maximum number for public facility over 5 acres.	Same as DCC.	Same as DCC.
Maximum area per sign	Non-residential, 150 square feet per sign. Public facility over 5 acres, 300 square feet. Residential, 20 square feet.	Non-residential, 200 square feet per sign. Residential, 20 square feet.	Non-residential, 100 square feet per sign. Residential, 20 square feet.
Minimum sign area	First floor, 30 square feet. Second floor, 25 square feet.	Same as DCC.	Same as DCC.
Wall	Provisions of Section 13.06.521.E shall apply. Shall not exceed 35 feet above grade level, except for 1 corporate logo sign of 150 square feet allowed per building above 35 feet.	Same as DCC.	Same as WR, except no corporate logo allowed.

Section 13.06.522.J	DCC, DMU	WR	DR
	Public facility over 5 acres not limited to 35 feet above grade.		
Awning, canopy, marquee, under marquee	Provisions of Sections 13.06.521.H, I, and J shall apply.	Same as DCC.	Same as DCC.
Projecting	Provisions of Section 13.06.521.F shall apply with one per building allowed if no freestanding sign exists on the same frontage, shall not extend above 35 feet. Public facility over 5 acres not limited to 35 feet above grade.	Same as DCC.	Same as DCC.
Blade, under-canopy	Provisions of Section 13.521.I shall apply. 1 per business, shall not exceed 8 square feet per side, shall be illuminated only by indirect lighting, maximum projection of 3-1/2 feet, maximum wide thickness of 12 inches, and shall maintain a minimum clearance of 8 feet above the sidewalk. Area increase of 25% when using symbolic shape, rather than rectangle or square.	Same as DCC.	Same as DCC.
Rooftop signs	Prohibited.	Prohibited.	Prohibited.
Billboards	Prohibited.	Prohibited.	Prohibited.
Freestanding Signs			
Maximum number	1 per street frontage, per site not use and no more than 2 per site. 1 per street frontage(s) for public facility over 5 acres.	Same as DCC.	Same as DCC.
Maximum area per sign	30 square feet. 300 square feet for public facility over 5 acres.	100 square feet.	30 square feet.
When not allowed	When building signage exceeds the sign area limit, not allowed on the same frontage as a projecting sign.	Same as DCC.	Same as DCC.
Maximum height	6 feet. 30 feet for public facility over 5 acres.	20 feet.	6 feet.

Section 13.06.522.J	**DCC, DMU**	**WR**	**DR**
Directionals	Shall be limited to 4 feet in height.	Same as DCC.	Same as DCC.
Setback	None, but signs shall be on private property.	Same as DCC.	Same as DCC.
Billboards	Prohibited.	Prohibited.	Prohibited.
Sign Features			
Lighting	Indirect, internal illumination, neon, and bare bulb allowed.	Same as DCC.	Bare bulb illumination prohibited.
Rotating, mechanized	Allowed.	Same as DCC.	Prohibited.
Flashing, animated	Prohibited.	Prohibited.	Prohibited.
Electronic changing message center	Allowed.	Same as DCC.	Same as DCC.
Temporary Signs			
A-boards	2 permitted each business, shall not exceed 12 square feet in area nor 4 feet in height and shall not be placed on sidewalks less than 12 feet in width.	Same as DCC.	Same as DCC.
Banners	1 banner per business with a 60 square feet maximum displayed no longer than 6 months per year. Banners for cultural purposes shall not exceed 400 square feet and are not limited in number or duration.	1 banner per business with a 60 square feet maximum displayed no longer then 6 months per year.	Not allowed.

Section 13.06.522.J	DCC, DMU	WR	DR
Feather Signs	Prohibited.~~,~~ Feather signs are prohibited in all Downtown zones except for: a) feather signs identifying an accessory retail outlet co-located with a manufacturing facility (2 feather signs authorized) b) one special event per business every two years (2 feather signs authorized for no more than 15 consecutive days) c) when associated with a use not located on private property such as food carts or car sharing services Feather signs must be located on private property unless a City street occupancy permit is secured. ~~unless associated with use not located on private property such as food carts or car sharing services. In such instances, only one allowed per business, 12 square feet in area and ten feet in height.~~	Same as DCC	Same as DCC
Flags	Shall be on private property, no advertising allowed except logos.	Same as DCC.	Same as DCC.
Window signs	Exempt, but shall not exceed 25 percent of the window area.	Same as DCC.	Same as DCC.
Searchlights, beacons	1 allowed per site, displayed no longer than 7 days per year. No restrictions during an event for public facility over 5 acres.	Same as DCC.	Prohibited.
Temporary off-premises advertising signs	Section 13.06.521.C shall apply, except public facility sites in DCC shall be allowed temporary advertising signs of 32 square feet, including banners not to exceed 160 square feet, attached to temporary fencing during the time of construction.	Prohibited.	Prohibited.

Proposed Downtown District Fencing Standards

13.06A.XX Downtown District Fencing Standards

A. The Director may attach any reasonable conditions found necessary to make proposed fencing compatible with its environment, to carry out the goals and policies of the City's Comprehensive Plan, and/or to provide compliance with other criteria or standards set forth in the City's Land Use Regulatory Codes.

B. Downtown District Fencing Standards

1. Chain link fencing, with or without slats, is prohibited for required screening.

2. Barbed or razor wire. The use of barbed or razor wire is limited to those areas not visible to a public street or to an adjacent residential use.

3. Chain link. Chain link or similar wire fencing is prohibited between the front of a building and a public street, except for wetland preservation and recreation uses.

4. Electrified. The use of electrified fencing is prohibited in all zoning districts.

5. The maximum height of free-standing walls, fences, or hedges between any public street and building shall be 3 feet. Exception: Decorative fences up to 8 feet in height may be allowed between a public street and any residential use provided the portion of the fence between 3 and 7 feet above grade is at least 50 percent transparent and features a planting strip at least 5 feet wide with Type C or D landscaping to soften the view of the fence and contribute to the pedestrian environment. Fences required by the Washington State Liquor Control Board shall also be exempt from the maximum height limitation, provided any portion of the fence between 3 and 7 feet above grade is at least 50 percent transparent.

6. Fences along alleys are allowed provided fences greater than 3 feet in height above grade are at least 20% transparent between 3 and 7 feet. If no transparency is provided, the maximum height of such fence shall be 3 feet.