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TACOMA R/UDAT
REGIONAL/URBAN DESIGN ASSISTANCE TEAM
THE AMERICAN INSTITUTE OF ARCHITECTS
OCTOBER 31, 1977

PREFACE

Changes in urban environments have resulted in declining and decaying downtowns in many American cities. As environments deteriorate, communities are faced with sometimes uncontrollable problems, and citizens often lack direction on how to solve them, or how to build on their own assets.

To help provide direction and to encourage revitalization of America's cities, the American Institute of Architects (AIA) has implemented a unique community service program called Regional/Urban Design Assistance Teams (R/UDAT). During the past decade, almost 50 cities around the country have benefited from R/UDAT.

For the past five days, Tacoma has hosted such a team of urban experts specifically selected for their experience in problems reflected by the city's once vibrant downtown area.

Downtown Tacoma has changed from a principal commercial center to an area where only financial and government activities remain healthy. Most merchants, many professionals, and some government offices have moved from downtown to outlying shopping centers.

The City and a limited number of private developers have put large sums of money into the downtown to build parking garages, parks, buildings, and a walking mall in order to attract renewed activity. The improvement has been substantial. However, blocks of mostly empty stores remain. R/UDAT can be an excellent tool to lead Tacoma to new directions and solutions.

The eight-member R/UDAT Tacoma was invited by the Southwest Washington Chapter of the AIA, along with the City of Tacoma, the Port of Tacoma, the Tacoma Area Chamber of Commerce, and the Downtown Tacoma Association. Members of the voluntary team are not compensated for their services and agree not to accept commissions for work that may result from their recommendations.

The team assimilated a potpourri of information on the unique character of downtown Tacoma during four days of intensive sessions with community leaders, concerned citizens, and resource groups. The members dealt with a myriad of environmental and economic problems ranging from marine capabilities to housing on the Hill-top.

The R/UDAT Tacoma was charged with providing a more detailed and comprehensive development plan addressing the needs, strategies and objectives in "the study area," - the central business district of Tacoma. A plan of action was required to eliminate and prevent conditions detrimental to health, safety, morals, and welfare. It will provide for the improvement of economic, social, cultural and aesthetic qualities of the city. "The study area" extends from 6th Avenue south to 23rd Street, from City Waterway west to Yakima Avenue. (See map inside.)

In addition, the City of Tacoma has expressed concern about the following issues:

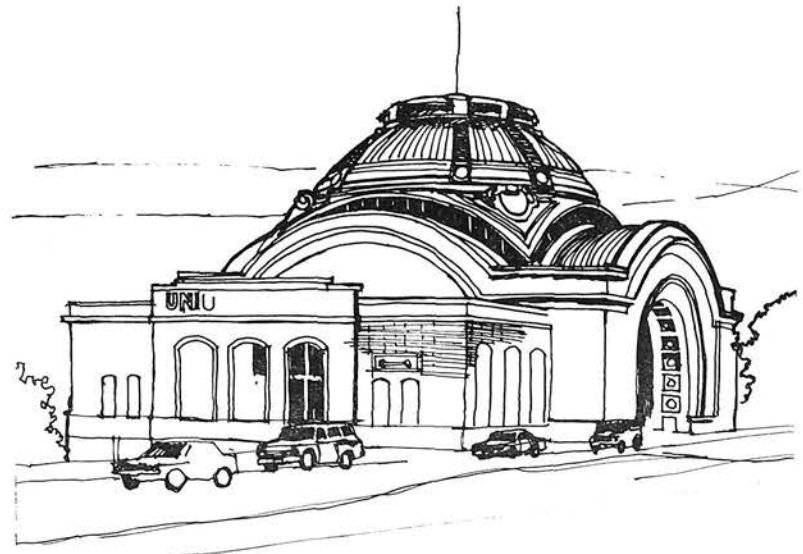
- maximizing tax return to the city;
- generating employment opportunities;
- proper development of vacant land, for the highest and best use;
- redevelopment in adjacent neighborhoods.

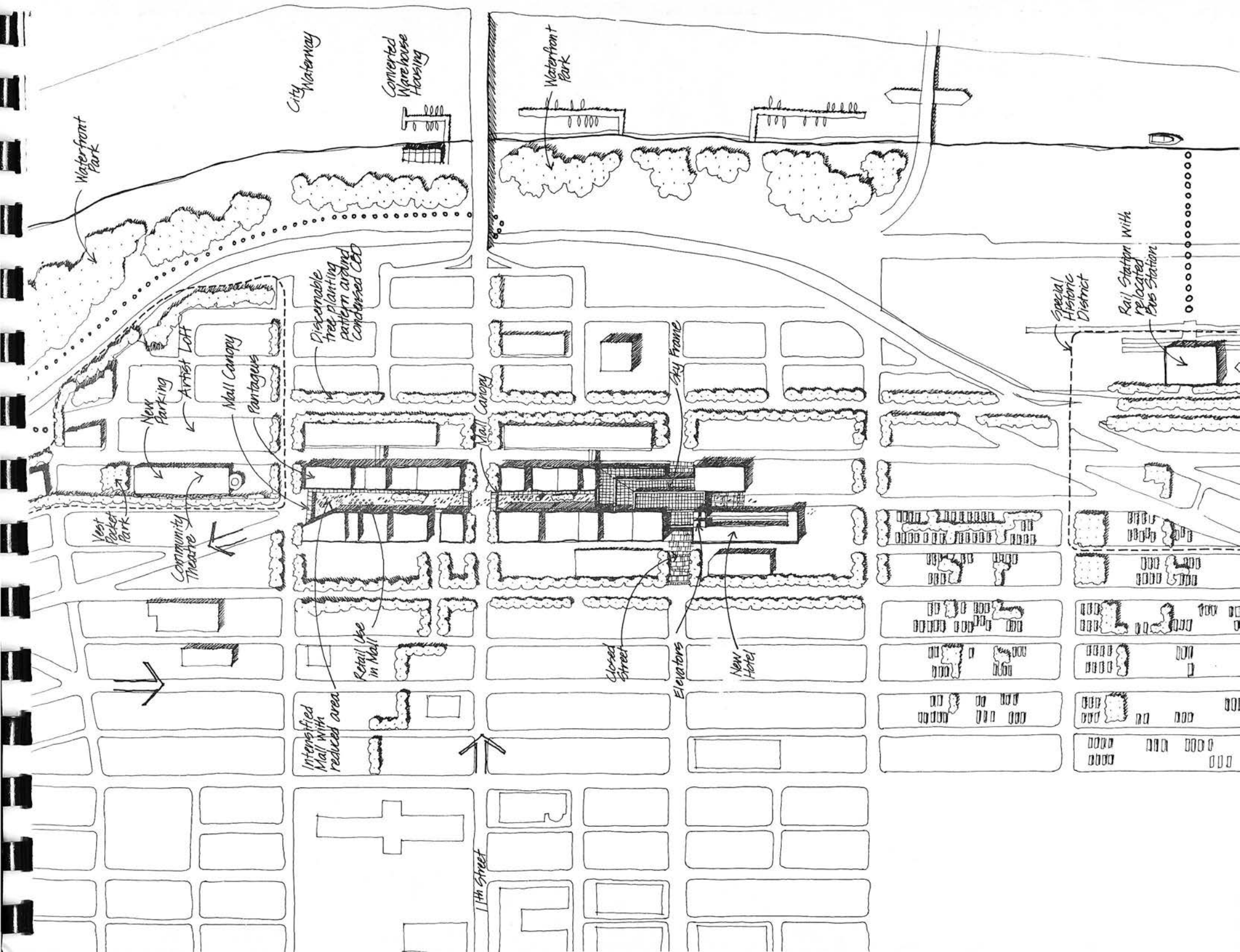
The objectives of the R/UDAT program are:

- to improve the physical design throughout the city;
- to illustrate the importance of urban and regional planning;
- to stimulate public action;
- to give national support to local AIA chapters in their efforts to improve their own communities and become actively involved in urban design and the planning issues.

Information used in preparation of this report came from a diversity of sources. Agencies, organizations, and individual citizens presented their plans, projects, and advice to the team in two day-long conferences. Members of R/UDAT viewed the entire city from a helicopter and also traveled by bus and foot through neighborhoods surrounding downtown Tacoma. These observations and conversations provided extensive data used by the team in intensive work sessions. This report culminates R/UDAT's study of downtown Tacoma and was published for presentation to the Tacoma City Council and the public, October 31, 1977.

The visiting team of experts can fix the starting point for the future continuing effort for the community. The team has furnished the know how, suggestions and objective insights. A member or members of the team can be called back for follow-up visits. However, the people within our community must organize the program and implement it with perseverance.

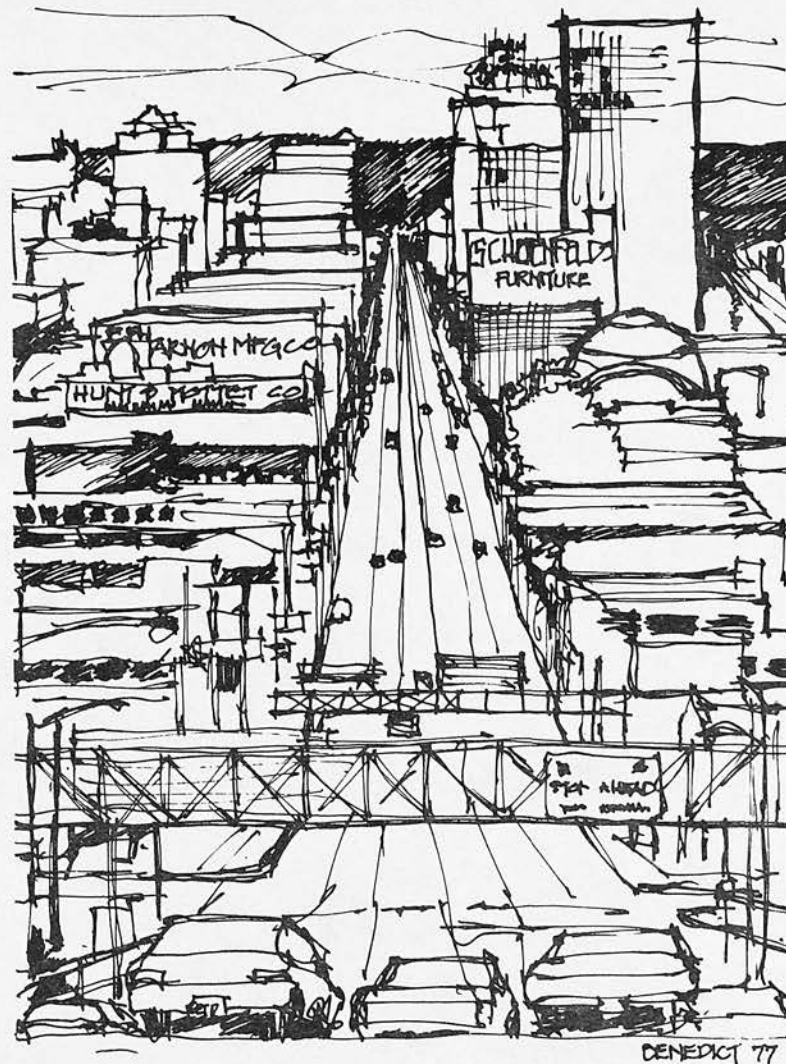




RECOMMENDATIONS

The following statements by residents of Tacoma summarize problems in the downtown area:

- "Tacoma is one of the largest small towns in the country."
- "We get to the point where we're just about ready to pass over the threshold into what I consider a great city and then we can't seem to stand that, so we begin to slip back."
- "The problem in downtown is essentially the lack of activity...people are not comfortable coming downtown at different hours."
- "The chronic problem in Tacoma is... the lack of imagination, business inertia. I think the private community has never been as progressive as we'd like it to have been."
- "The philosophy of the city is that the private sector should be required to assume the leadership in economic development and that the government should stand by and assist them as required using the various financial and other tools."



DENEDICT 77

To help remedy the situation, the team made the following recommendations:

BROADWAY PLAZA

- A public plaza should be created on the northeast corner of Broadway Plaza and 13th Street.
- Awnings or canopies on buildings should be used on Broadway Plaza to create a covered walkway for pedestrians.
- Building activity encroachment should be allowed on Broadway Plaza to create the feeling of an increased pedestrian density.
- A cultural and art center near Broadway and 9th Street should be encouraged.

STREETScape AND OPEN SPACE

- A streetscape plan in downtown Tacoma should be adopted.
- A public green space network should be created along the bluff on the west side of Commencement Bay.
- Vacant land in the study area should be planted with trees and low maintenance shrubs to minimize the deleterious effects on the adjacent residential lands.

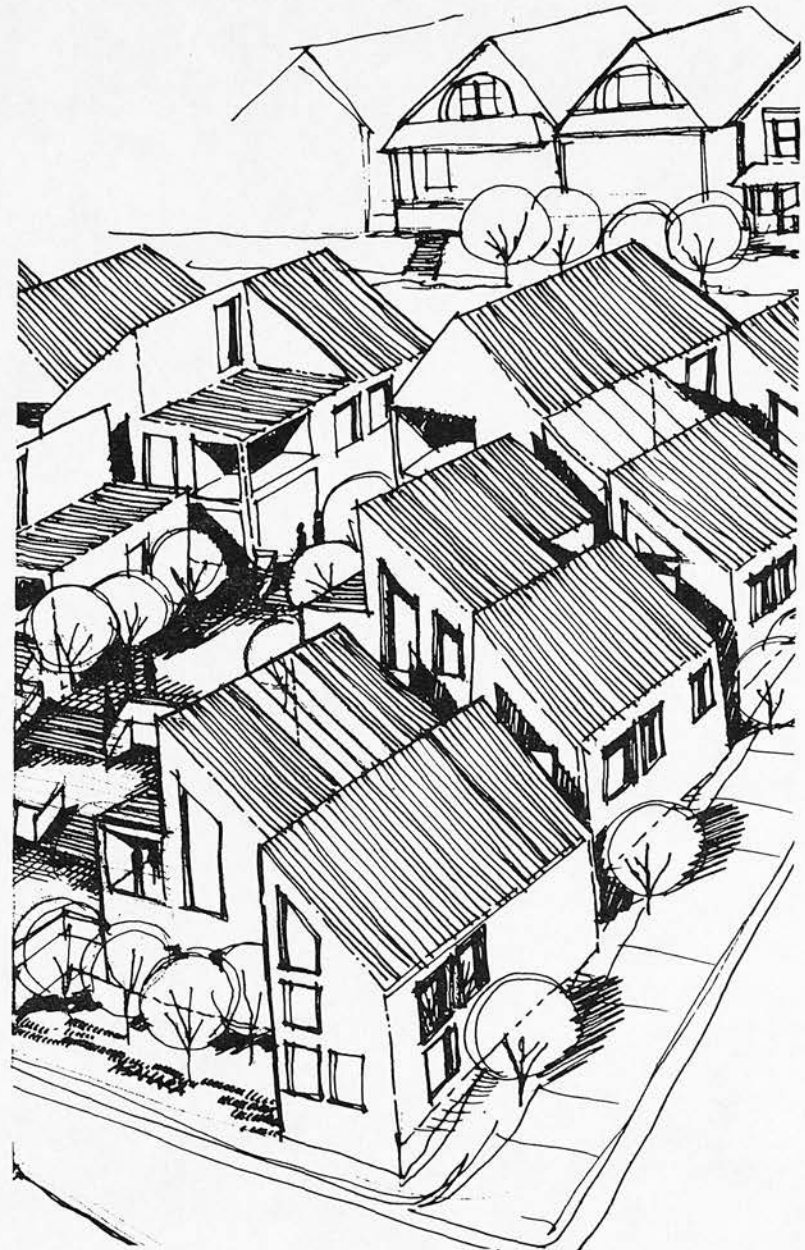


RESIDENTIAL DISTRICT

- Existing residential districts should be stabilized through new moderate income housing and neighborhood economic development efforts.
- An Area Community Development Corporation should be established.
- A new, high image residential district adjacent to the Bicentennial Pavilion should be established.
- Design and implement a State Housing Finance Agency to create mixed income housing developments.
- Design, implement and test constitutionality of a State Development Finance Corporation to provide equity investments for non-self-liquidating, front-end development costs.
- The residential communities adjacent to the downtown area should be involved in the downtown planning process.

TRANSPORTATION AND PARKING SYSTEMS

- An at-grade alternative for SR509 should be examined as a more compatible alternative than the proposed route.
- Union Station should be converted into a transportation center to serve Amtrak, Greyhound, Continental Airways, local transit and any other proposed water transit system.
- A system of one-way streets should be established as shown in the Suggested Transportation System plan.



■ Adequate bus service should be provided between downtown Tacoma, the K Street business community, the hospitals, and the Hill-Top residential community.

■ The Tacoma bus company should become a Metropolitan Transit Authority.

■ Parking in downtown Tacoma should be considered a system and not a group of unrelated facilities.

■ Parking controls should be initiated to discourage employees from using curb parking spaces.

■ Pricing policies should be initiated to regulate the use of off-street parking spaces by long term and short term users.

■ New parking facilities should be constructed in the Old City Hall area.

■ Parking should be provided in the Rhodes garage for city employees when they move into the Medical Arts Building.

FINANCIAL DISTRICT

■ A pedestrian skyway system should be completed in the core area of the central business district.

■ Every effort should be made to retain United Pacific Insurance Company in downtown Tacoma.



HOTEL

■ If a hotel is constructed in the downtown area, it should be adjacent to the Bicentennial Pavilion.

PORT AND WATERWAY

- Commencement Bay should be considered as an integral natural resource.
- The City Waterway is physically linked to the CBD and should be planned relative to land use between industrial areas and recreational areas.
- Marina facilities proposed for City Waterway are a first step towards recognizing recreational demands on Commencement Bay resource.
- Shoreline between Point Defiance and the City Waterway provides potential deep water berthing, but may also represent future recreational land use.
- Shoreline between Hylebos Waterway and Brown's Point may offer future potential for deep water port activities not requiring extensive backup land support.
- The Port of Tacoma Waterways and facilities represent applications of modern port technology spread over a diverse variety of export/import products.



■ Existing Port of Tacoma waterways are adequate for vessel drafts capable of navigating channels limited to depths of 45-50 feet, with no major modifications permitting all but the largest of future vessels to call.

■ A Commencement Bay planning and Development Commission should be developed to assure optimal use of the whole of Commencement Bay as opposed to any single part.

IMPLEMENTATION

The city should investigate a range of methods to implement the revitalization program, including:

■ Formation of a task force including public officials and private citizens to provide leadership to development.

■ Creation of a Downtown Development Agency to coordinate the program and undertake development projects.

■ Creation of a privately funded not-for-profit corporation to secure the involvement of the business community in the effort.

■ Property acquisition with public funds to control key property and undertake catalytic projects.

■ Proposals for new legislation at the state level to provide the city with broader powers in areas such as tax incentives.

GOALS

The goals of this report are to suggest ways for the people of Tacoma to develop a vibrant city center for their community, linked to revitalized residential districts and port activities.

CITY CENTER

By city center we mean a physical district within which significant activities that draw people together take place. Such activities may include religious activities, entertainment and other forms of community interaction.

In a vibrant city center, these activities keep the community in touch with itself, and in so doing continually reinforce the civic spirit and facilitate the creation of new business, cultural and civic opportunities.

By revitalized residential districts we mean the stabilization of adjacent districts and the creation of a new middle income, high image district to provide a support population for center city activity.

These goals are suggested for the following reasons:

1. Tacoma is a community; that is, Tacomans have certain common interests. They are not just the arbitrary occupants of a segment of the Puget Sound megalopolis.

2. The economic and social well-being of a community is influenced by the degree to which its members interact to pursue opportunities, solve problems and maintain a sense of common purpose.

3. This interaction is severely restricted in communities that lack healthy city centers. Communities that lack them have substantial obstacles to economic efficiency, fostering of civic pride, resolution of deleterious conditions, exposure to culture and myriad other normal objectives of healthy communities.

4. The high dollar costs of developing and maintaining a vibrant city center are small when compared to the potential benefits and even smaller when compared to the risk of doing nothing.

The city center of Tacoma should be in the traditional central business district (CBD) for the following reasons:

1. It has always been there.

2. Many of the requisite functions of a healthy city center are still there, including excellent major buildings and many of the city's major employers.

3. There is plenty of land there to allow the development of those functions that are lacking.

4. A massive road and utility infrastructure serves the CBD; it is as accessible as any part of town, with the possible exception of a freeway cloverleaf.

5. The topography of the CBD and its view of Mt. Rainier present an opportunity to develop one of the most interesting, physically attractive civic centers in the country.

RESIDENTIAL DISTRICTS

1. Existing investment in adjacent residential districts provide a focus for additional moderate income housing, elderly housing and open space.

2. The K Street commercial center and hospitals can thus be linked to downtown.

3. The residential districts provide the market for center city goods, services and activities.

4. The health and stability of the center city and its residential districts are complimentary and should grow together if present residents are to benefit from development activity.

PORT ACTIVITIES

It was important to investigate Port activities for both direct and indirect

linkages to the CBD because:

1. The port adjoins the CBD.

2. The port and Commencement Bay shorelines represent a major natural resource for community needs.

Relative to situations discussed in the following sections, Projects and Methods discussed in the subsequent sections represent the realization of the goals of this report.

SITUATION

Tacoma is a city of 157,000 people located on Puget Sound, 30 miles south of Seattle. Its metropolitan area, which is essentially Pierce County, has a total population of about 420,000.

The economy of the area is based primarily on the Port of Tacoma, two major military bases, and the aircraft and lumber industries.

The population of Pierce County is growing relatively slowly, approximating the growth rate of the national population. There is no reason to believe that this growth rate will either increase or decrease dramatically in the years ahead.

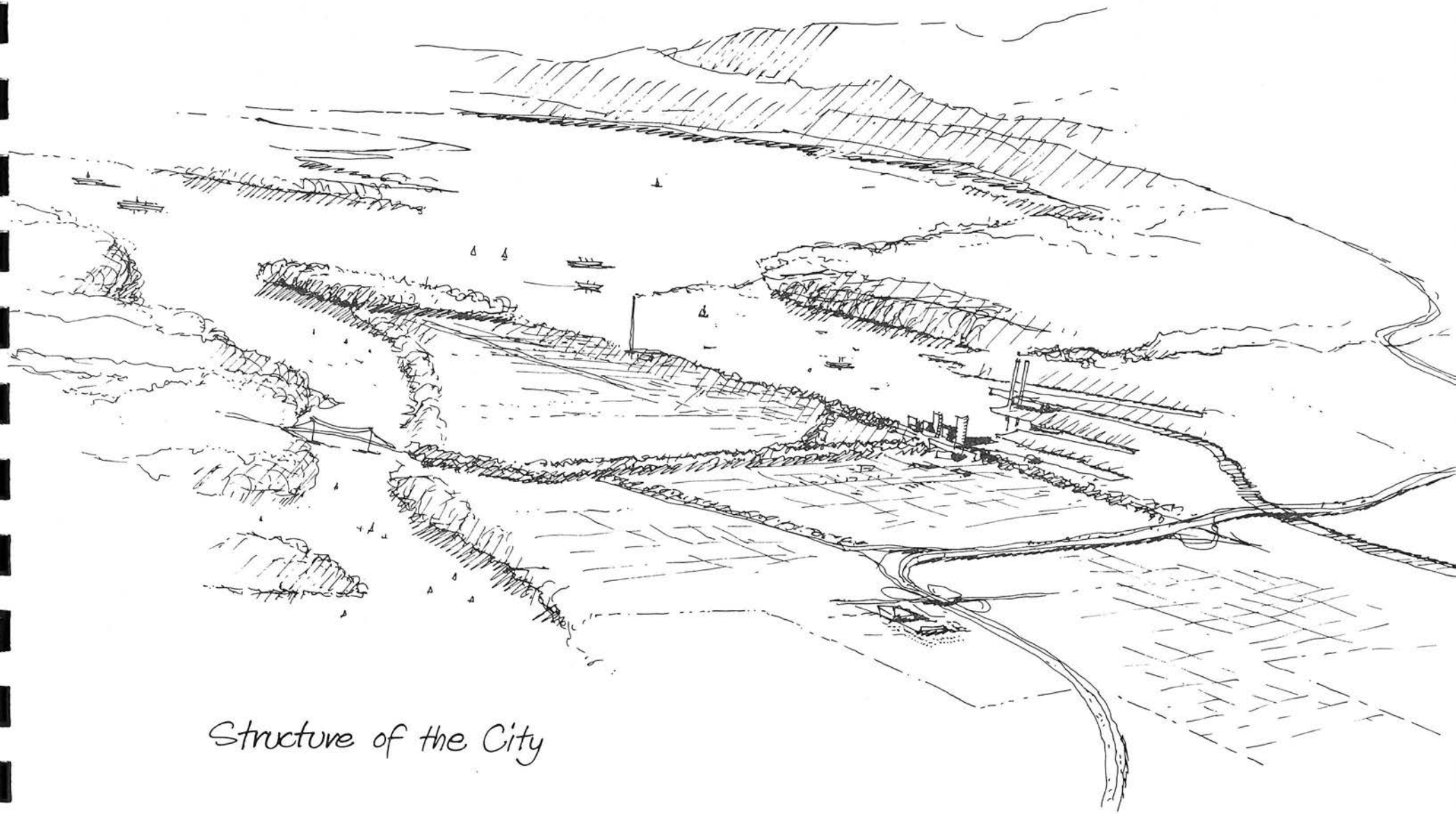
Factors that could accelerate growth include the prospect of increased industrial activity in the region based on inexpensive electricity and the prospect of increased international trade via larger ships, which the Port is uniquely suited to handle.

Factors that could reduce growth include the possibility of decreased military spending on a national level and the potential transfer of logging operations to a new private facility in Pierce County.

Downtowns served as primary retail districts for U.S. cities until the end of World War II. As urban areas suburbanized, new retail centers developed. At first, small merchants moved to convenience centers. Later when sufficient population was in the suburban areas, shopping areas were developed. As department stores moved, sales of remaining merchants declined and other important center city functions diminished.

This sequence of events has occurred in hundreds of American communities. Tacoma's downtown decline was marked by several major events: the departure of three department stores (Rhodes, Bon Marche and Penney's) which relocated in regional shopping centers; the relocation of the Weyerhaeuser headquarters to a suburban campus complex; the government center's move up the hill; the purchase and relocation of certain financial functions and personnel.

As a result of these events, supporting businesses and the remaining merchants suffered. Vacancies developed throughout the downtown.



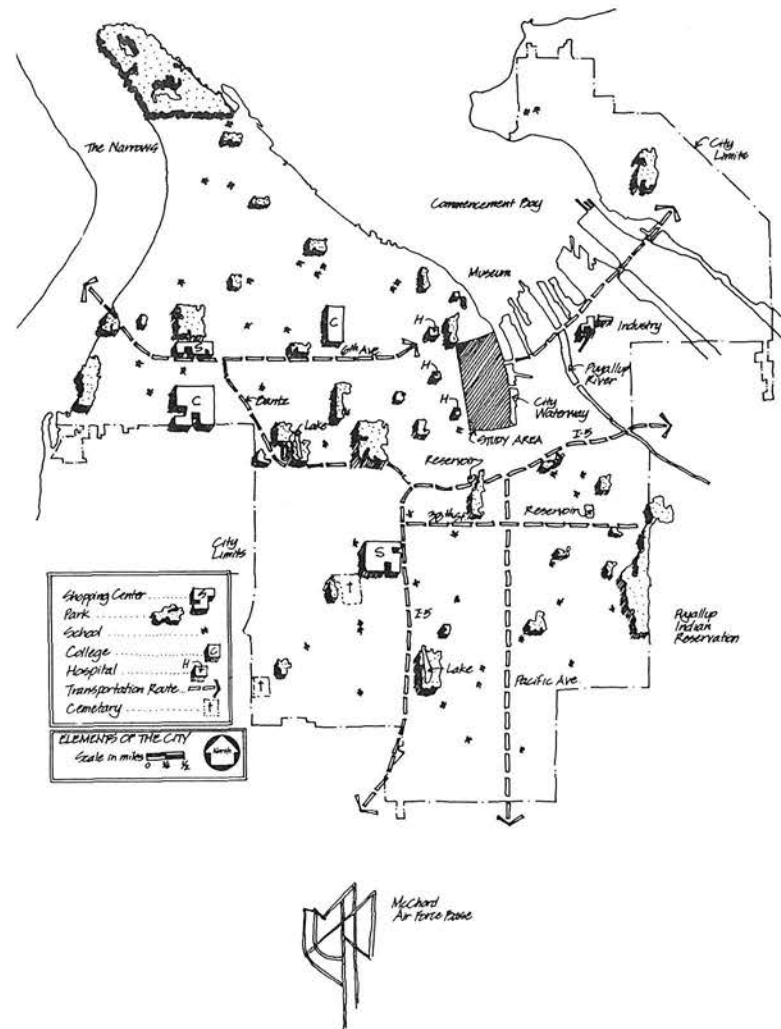
Structure of the City

The loss of major retail activity did not spell doom for downtown. As the service component of the American economy has grown, the volume of people involved in financial and other service functions has grown. It has done so primarily in downtown areas because these activities depend on concentration and accessibility and are often regional or at least community-wide functions. In Tacoma this influence has offset the impact of the Weyerhaeuser departure and the bank mergers, so the downtown financial district remains relatively healthy.

Finally, rising energy prices can be expected to inject a bias into the economy that will favor mass transportation, multi-family housing and shorten commuting distances, all of which are facilitated by strong downtowns.

Activities to strengthen the city center include the construction of Broadway Plaza, major parking structures, walkways and "people movers", and Bicentennial Pavilion, a convention and exhibit facility.

The plaza, garages and pedestrian facilities were each substantial undertakings.



While the City is undoubtedly better off with them, each caused some disappointments. The plaza was built after two of the three department stores had vacated, and it did not cause a revival of the central shopping area. The parking facilities were built as Weyerhaeuser moved out, so they failed to generate revenues sufficient to service their revenue bonds. This hurt the local institutions and gave them a bad taste for the funding of downtown programs.

The pedestrian facilities are underutilized because they connect primarily to the Broadway Plaza, which is largely vacant.

The outlook, absent concerted efforts to develop the downtown as a strong city center, is not good. Without growth in employment, cultural and entertainment activities, conventions and/or adjacent residential development, there is little prospect that retail volume will grow.

United Pacific Life, a major downtown institution employing 380 and supported by ancillary services, needs to expand. If it cannot grow in the downtown, it may leave. Sears Roebuck is doing poorly and may be staying in the downtown only

because its lease runs to 1984. There is little likelihood that it could sublet its downtown facility if it moved. The Tacoma Mall offers Sears a more logical location, and it has space available.

If United Pacific Life leaves, it will lend to reductions in the size of certain supporting businesses and it will reduce the retail market. If Sears leaves, it will also remove the traffic that it generates for the other plaza merchants.

Owners of the vacant plaza properties are obviously holding out for qualified tenants and good rents. However, even if United Pacific Life and Sears stay, bold improvements will be needed to attract those tenants.

If the bold improvements are not made, the owners will eventually resign themselves to accepting marginal tenants. The plaza is now seen as an opportunity; it would then become a low-grade retail strip with a massive new improvement in the middle.

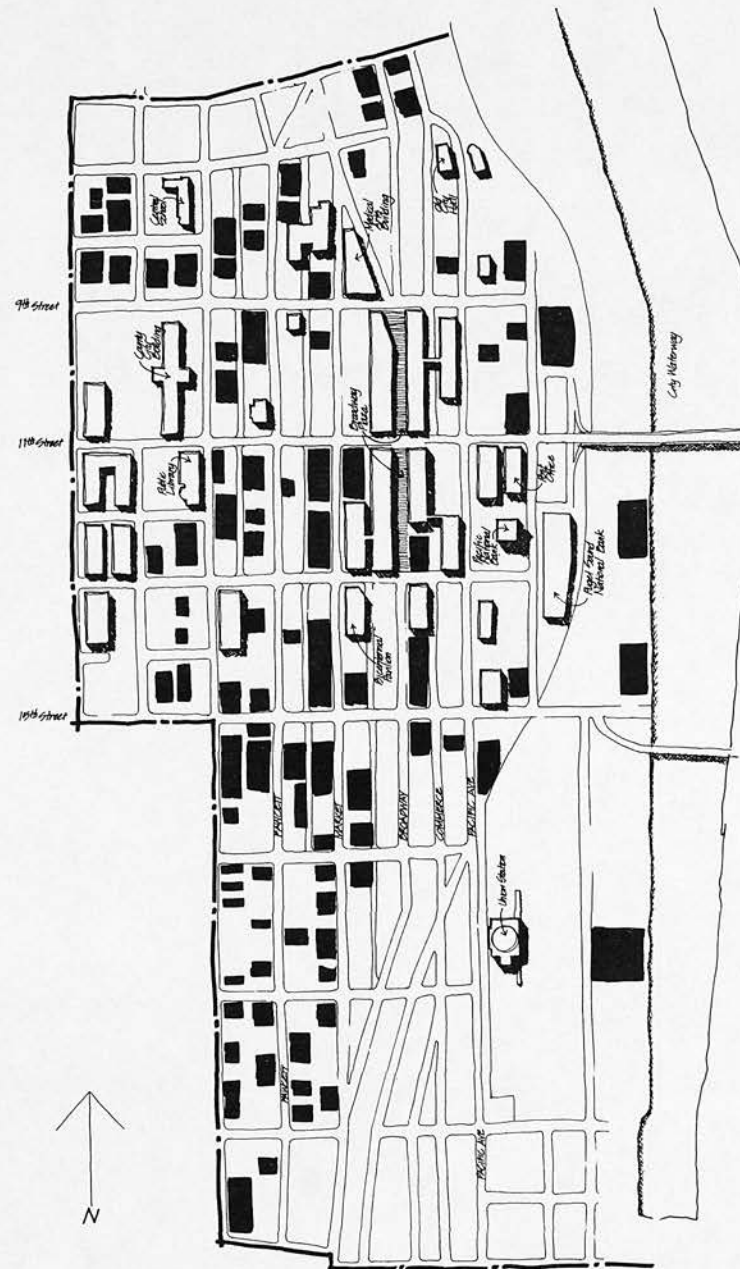
This would further reduce the prospects of attracting employers to the downtown. It would adversely affect the convention center, make the hotel less likely, diminish the possibility of drawing people from Tacoma and beyond to a drama center at the Pantages (Roxy) theater. It would isolate the financial center

and make mobile executives prefer to work elsewhere.

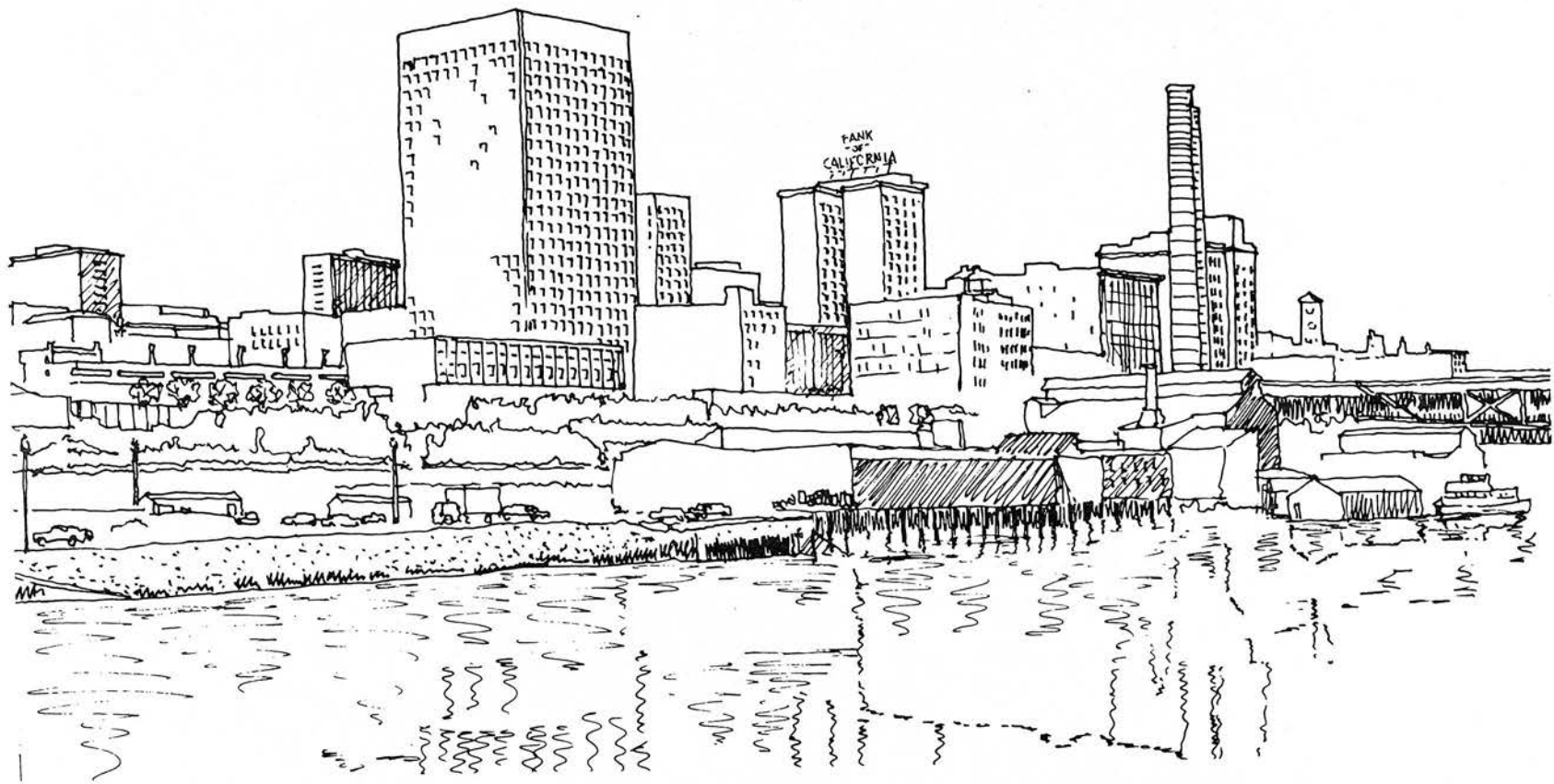
Two things complicate the job of turning this around. The first is that the national economy does not permit a great deal of development of speculative investment property anywhere in the country at this time. High interest rates, high construction and utility costs and changing tax codes make investment projects feasible only in the most prosperous locations. No project in any of these categories, with the possible exception of an owner-occupied facility such as an office building, is likely to be financially feasible in Tacoma today without substantial assistance in the form of land writedown, tax abatement, revenue bond funding, etc.

This situation will not persist indefinitely. We will eventually have an economic climate conducive to development. If Tacoma has begun to take action on its downtown, it should be able to participate in it.

The second major obstacle to turning the downtown around is the attitude of the city's leadership. Few business leaders appear to appreciate the social and economic significance of a viable city center; most consider it one of many parts of the city. They see no more reason to promote it than to promote the city's other commercial areas.



KEY BUILDINGS VACANTLAND/PARKING



Some have been discouraged by such failures as the problem with parking bonds and the plaza. They do not want to send good money after bad.

They have a sense of the potential of the downtown yet, they have not been adequately exposed to the many successful downtown efforts waged in other communities, and they can't push to go from "A" to "B" without knowing what "B" is.

Finally, and perhaps most important, the city has something of a power vacuum. Powerful leaders make this easier; without them, more people have to get excited, more people have to commit funds, and more conflicting wishes have to be reconciled.

Tacoma's problem is not lack of competent leaders; it is a lack of institutions that have massive stakes in the downtown, or even in Tacoma as a whole. The utility company is owned by the government; the industrial concerns are not based here and their assets are nominal in the Port, which they don't own; the banks are now largely headquartered outside Tacoma, and there is only one locally-owned major retailer.

All of these companies, especially the banks and savings and loans, would benefit from a revitalized downtown. A revitalized downtown would make the

community function better and more easily attract and retain talented citizenry.



Tacoma and Seattle

PROJECTS

Three factors affect the team's approach to planning an urban design within the context of Tacoma's central business district.

First, the complex nature of the myriad inter-related and sensitive forces which combine to give Tacoma form and fabric is recognized as a major determinant of the process through which the result can be controlled or shaped.

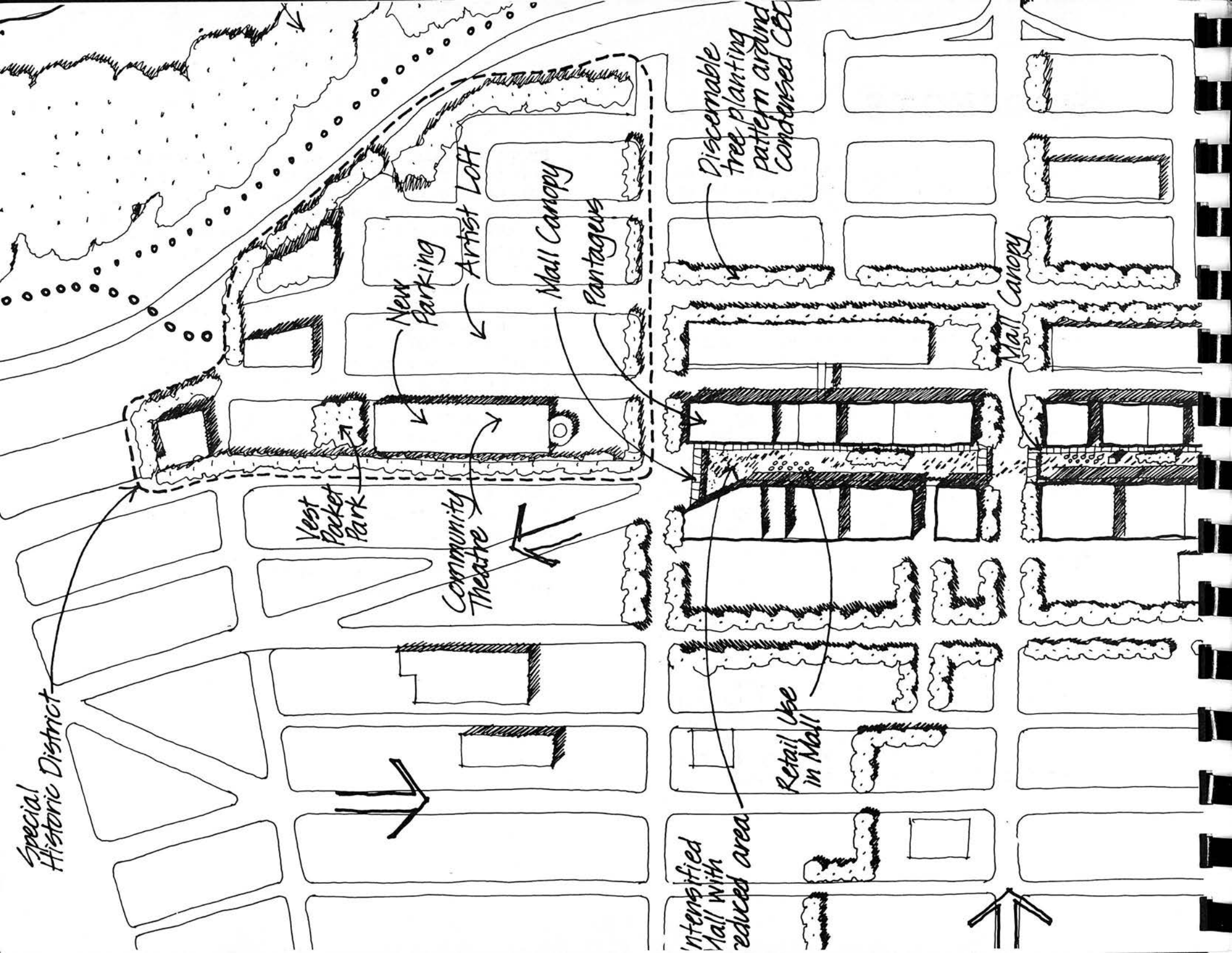
Second, Tacoma is subjected on a day-to-day basis to subtle changes...physical, social, economic, and political which affect viable options for its future. This calls for an approach which is able to monitor the existing situation, to recognize the changes as they come about and to anticipate with some degree of accuracy and regularity major shifts which affect them.

Third, at the end of the Urban Renewal Program, large amounts of money intended for urban revitalization are unavailable through a single source. Competition for available resources is difficult and the cost of major intervention is almost prohibitive. Therefore, a subtle, sophisticated and highly realistic approach is required if the stated goals are to be achieved.

Proposed here are a series of discrete but interrelated projects which, in the judgment of this team are "do-able". Depending upon the values and priorities of the community, these projects can be started immediately as part of an early acquisition plan, or can be postponed in a manner commensurate to establish priorities on available resources. The projects range from procedural, administrative, or organizational matters to modest construction projects to major new projects which require long term and aggressive commitment by the citizens of Tacoma. These projects involve the following subject areas:

- Broadway Plaza
- Convention Center and Hotel
- Financial Center
- Residential Districts
- Transportation and Parking Systems
- Streetscape and Open Space
- Port and Waterway

Special Historic District



New Parking

Artist Loft

Mall Canopy

Pantheons

West Pocket Park

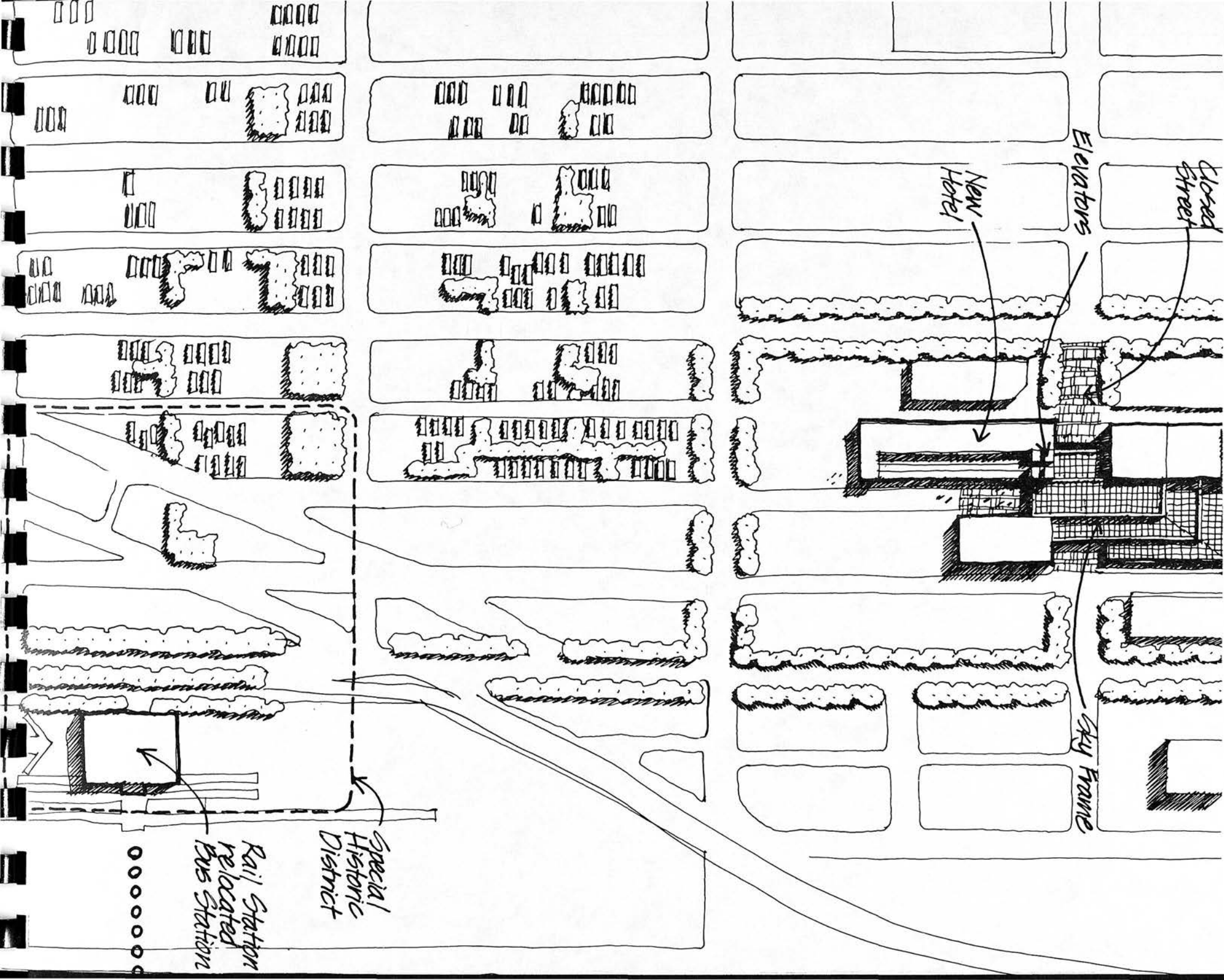
Community Theatre

Intensified Mall with reduced area

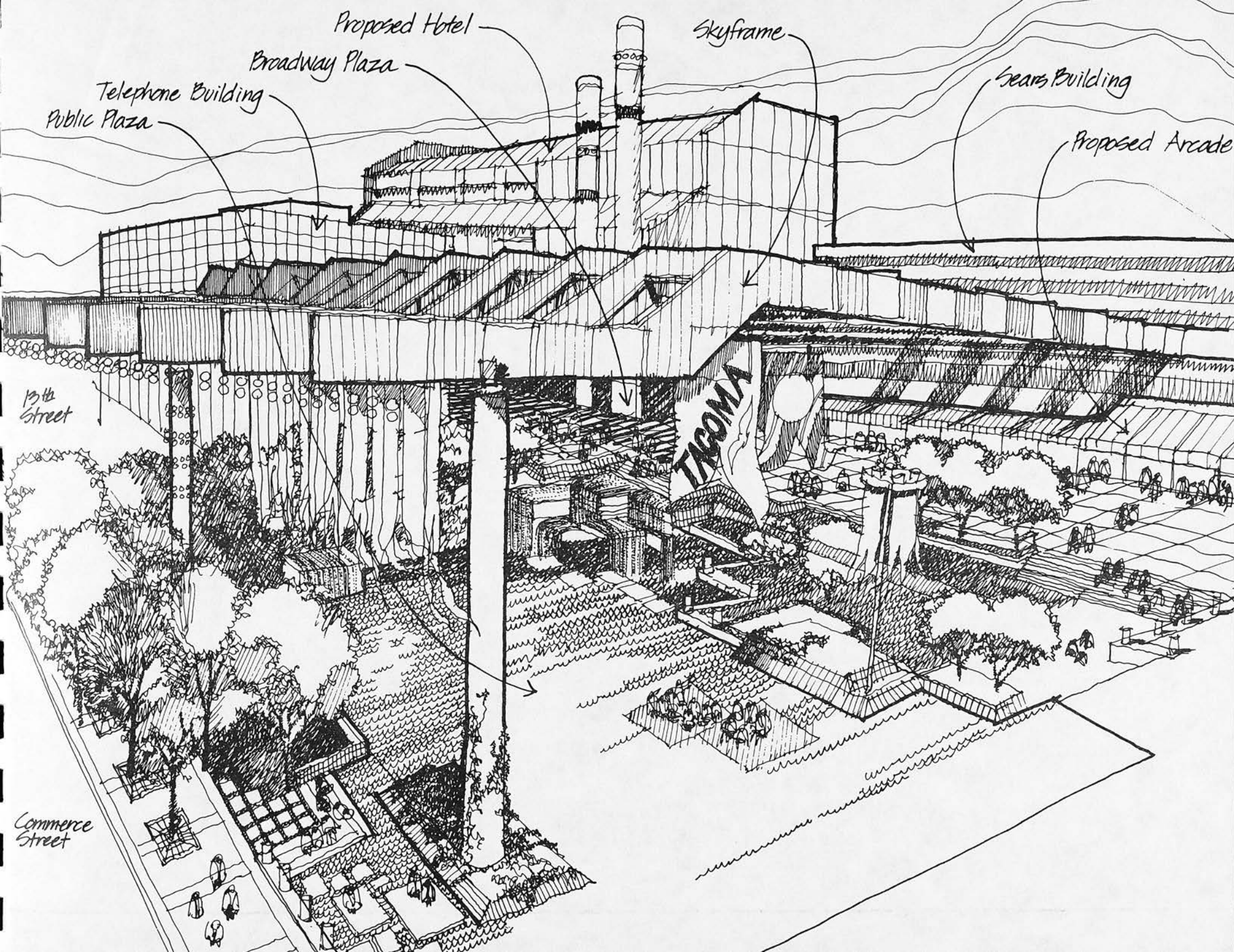
Retail Use in Mall

Discernable tree planting pattern around Condensed Core

Mall Canopy







Proposed Hotel

Skyframe

Sears Building

Proposed Arcade

Broadway Plaza

Telephone Building

Public Plaza

13th Street

LACOMA

Commerce Street

BROADWAY PLAZA

The failure of the Broadway Plaza as a regional shopping center confirms that Tacoma is saturated with retail facilities. It was not likely that people can be re-attracted into the downtown area to shop in any kind of a regional facility. The area could support additional retail activity, at least in sufficient amounts to fill vacant space, provided there is adjacent residential development.

In order to improve the overall quality of the plaza space, a number of modifications and new functions are suggested.

MODIFICATIONS

1. Replace existing small trees with more and larger street trees to form a green canopy. These should be large enough to permit free passage beneath the bosques and transparent enough in their foliage to avoid blocking views of storefronts.
2. Remove the two large canopies and relocate them elsewhere in Tacoma. These conflict with store facades visually and, when in use, with the mall functionally. They will be redundant when the performing plaza is constructed.
3. Facade needs to be "fixed up" and

graphics improved. The sign ordinance should be evaluated in terms of its form and enforcement.

4. Weather protection along the building edges is highly desirable in Tacoma's climate. An inexpensive and appropriate approach would be for canvas or glazed canopies to be appended to the individual structures which abut the mall. Simple 8-12 foot projections would dramatically alter the attractiveness to shoppers at low cost. They could also provide color, diversity and a sense of history unique to the downtown.

PUBLIC ENCROACHMENT

A look at pedestrian traffic volumes compared to the plaza area suggests the need for a public policy which will invite additional pedestrian activity into the area. It is assumed that this low volume is a temporary condition due to the high vacancy rate; however, it could be a result of the unusually wide right-of-way. Experience suggests that street malls of this width can be successfully pedestrianized only in special circumstances where very high volumes of pedestrian activities can be generated. This is true near public transportation interchanges, major office building, or other employers.

Under ordinary circumstances, and in

smaller communities, pedestrian precincts over 50 feet wide tend to give the appearance of being devoid of activity, empty, dangerous, uninteresting, and generally not attractive to potential users. Programmed activities can solve this situation; however, these activities are best scheduled in large adjunct or abutting spaces which are specially designed to promote viewing relationships, and complex levels of visual and physical interaction. This is not feasible within the public street right-of-way due to the requirement for emergency access and due to the linear nature of the limited space.

It is recommended for the city as a matter of public policy to encourage the use of portions of the public street right-of-way within the existing 80-foot width. Different approaches can be taken. First, shops and especially cafes or restaurants could be encouraged to utilize 12 to 15 feet of public space immediately adjoining their facade. This space could be enclosed in temporary and demountable glass structures at the ground floor level for use as additional sales or service areas. This opportunity encourages the development of sidewalk cafes, coffee houses, restaurants, and innovative merchandising methods common to successful shopping precincts. Many American cities currently encourage

such activity through a special zoning ordinance. This has proved to be attractive both to the merchants pressed for expansion space and to the public which enjoys the diversity and richness of such environments. City and district profit because the new effective right-of-way between building lines would be minimized to 50 feet and, therefore, would create the impression of greater pedestrian density and activity which would be reflected in greater perceived security as well as lower maintenance costs.

A second approach is to permit the development of enclosed mini-sales pavilions in the center sections of the plaza. These pavilions would be 15 to 20 feet wide, made largely of glass in order to permit viewing through from one side of the street to the other. In this case the effect would be more like a bazaar, with effective pedestrian spaces not exceeding 30 feet in width. An advantage of this approach is to provide rent or lease revenue to the city or merchant association within the district where such space can be effectively rented. Substantial disadvantage is the impediment which such structures cause to the spontaneous movement back and forth between building lines by pedestrians whose attention might be caught by window displays. Naturally, this approach cannot be considered viable until the vacancy rate of existing stores is reduced.

PUBLIC PLAZA

In order to function properly, cities need a variety of public as well as private spaces. These include streets, sidewalks and pedestrian paths, parks and open spaces. Recent experience also suggests the need for a major multi-use space which is centrally located, climate moderated, and available for programmed or specialty activities. These give the downtown life vigor, color, diversity, safety and overall attractiveness which supports and reinforces existing commercial and business functions. Such spaces foster fashion shows, art exhibits, ethnic festivals, celebrations, concerts, ice or roller skating, and myriad public activities which make communities like Tacoma unique. Plazas have long existed in Europe, but their importance to the overall social-economic health of American downtowns has only recently been accepted.

Recommended is a multi-use plaza and skating rink at the northeast corner of Commerce Avenue and 13th Street. This would be used for Scandinavian Days, Daffodil Festival, Saturday Market, and concerts in the Park. This space is covered but not enclosed. Ice skating would be the predominant activity for five to six months per year. In order to be self-sufficient, the proposed rink area would have to

be 75-100 feet minimum. Fees would be necessary to offset operating and maintenance costs.

Several other communities around the country are developing major plazas as centers within their center in order to stabilize and foster revitalization; these include Grand Rapids, Syracuse and Columbus. In the case of Tacoma, such an approach offers a valuable opportunity to connect (with the plaza's sky-frame canopy) the Broadway Plaza, Telephone Building, Transit Center, parking ramp, major circulation arteries, Bicentennial Pavilion, and proposed hotel under one roof.

CENTRAL FACILITIES

A cluster of cultural facilities exist in downtown Tacoma, which are a major resource to the community. Three theatres can be found within a stone's throw of the intersection of 9th and Broadway, at the northern end of Broadway Plaza. These include the Roxy, Rialto and 565 Broadway Dinner Theatre. It is recommended that these theatres be encouraged to the extent possible to remain in business, and that the program and direction of the 565 Broadway Theatre be seriously evaluated with an eye to upgrading consistent with the intended future use of the area as an art-oriented district.

Current plans are underway by the Civic Art Commission for restoration, renovation and adaptive reuse of the Roxy Theatre for the purpose of performing arts. While this is a worthwhile goal, a word of caution must be expressed along with support for the venture. Experience in other communities with theatres of this size and in similar condition suggests there are two recurring problems. First, the size of such theatres built during the heyday of cinema in this country renders them difficult to fill on a continuing basis. This is reflected in operating deficits which early, careful planning and management can circumvent. Second, because they were built as cinemas, legitimate theatres, or vaudeville stages, these theatres seldom contain the space necessary to house a functional contemporary theatre facility. Space is seldom available for adequate fly galleries, backstage props and set areas, storage, dressing rooms, actors' rehearsal rooms, offices and green rooms.

While both these potential pitfalls can be overcome with proper planning and organization, it is necessary to do so at the outset in order to convince potential foundations, corporations, and agencies that the sponsor is fiscally accountable and worthy of support. Many communities have been successful in such ventures, and Tacoma

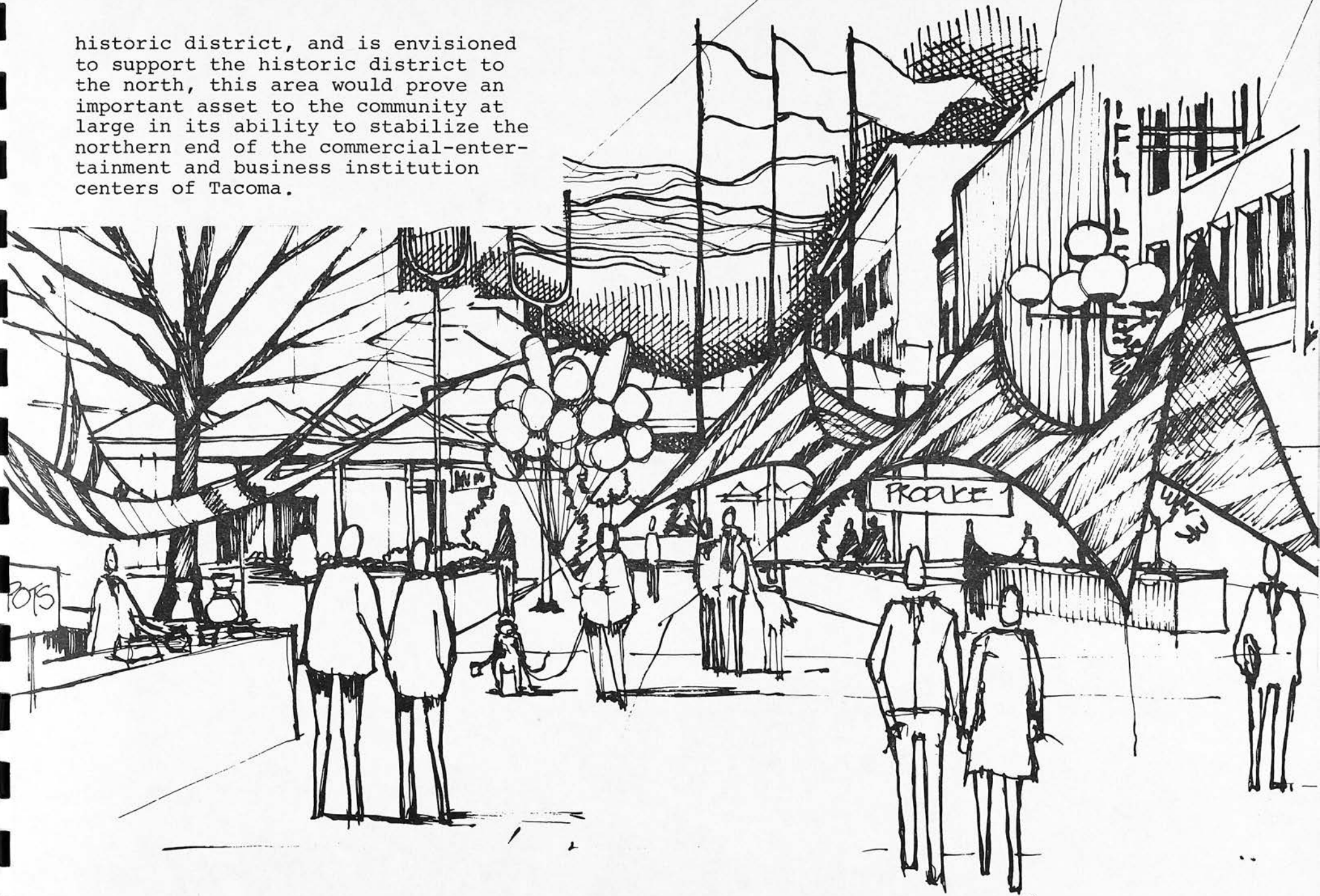
would do well to join their ranks through the restoration of such worthwhile projects.

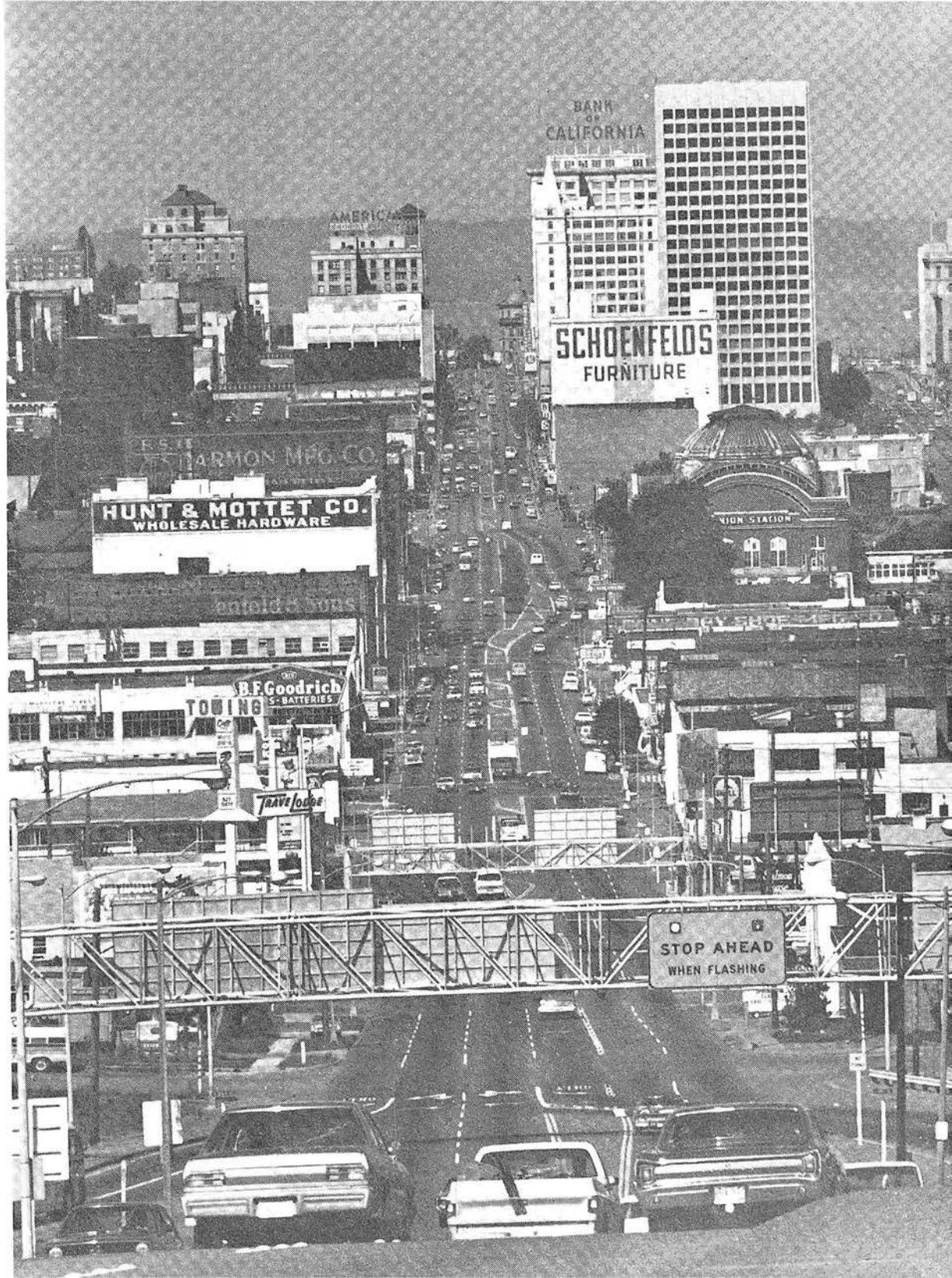
General recommendation for an artist loft "torpedo factory" type of artist residence-workspace-exhibit and display is made for the block north of 9th Street between Commerce and Pacific Avenues. This is to be a center for painters, jewelers, textile makers, weavers, potmakers, and other workers and craftsmen appropriate for the space available here. The intention of this recommendation is to provide a center to sustain young or beginning artists, to give public access to art for cultural enjoyment, education, and recreation purposes, and for economic support of the activities.

In the block across Commerce, existing parking structures are recommended for rehabilitation and/or replacement by new and more efficient such structures. While no attempt has been made to analyze the exact number of parking spaces which are necessary in this area, there is currently an apparent shortage of nearly 200 parking spaces to serve the existing shops, restaurants, and entertainment facilities within the Old City Hall structure.

While this district is particularly well suited as a transition between Broadway Plaza and the Old City Hall

historic district, and is envisioned to support the historic district to the north, this area would prove an important asset to the community at large in its ability to stabilize the northern end of the commercial-entertainment and business institution centers of Tacoma.





CONVENTION CENTER AND HOTEL

The downtown's lack of a first-class hotel inconveniences visitors and diminishes the utility of the new Bicentennial Pavilion.

It has been suggested that a 300-room hotel with meeting facilities be built in the downtown. It is unlikely that a hotel this large would be financially feasible; it would constitute an increase of almost 50 percent in the number of modern hotel rooms available in the metropolitan area, and its rates would have to be higher than those of any existing hotel. Further, the only existing modern hotel in the downtown has a low occupancy rate.

We recommend that the city use its powers to assist in the development of a first-class hotel on the vacant site downhill from the Bicentennial Pavilion. The structure would be physically linked to the Pavilion, providing catering services and meeting facilities to the Pavilion. The first phase of the project might be 125 units, but an adjacent site could be set aside for later expansion to 300 rooms.

The city could assist in any or all of the following ways:

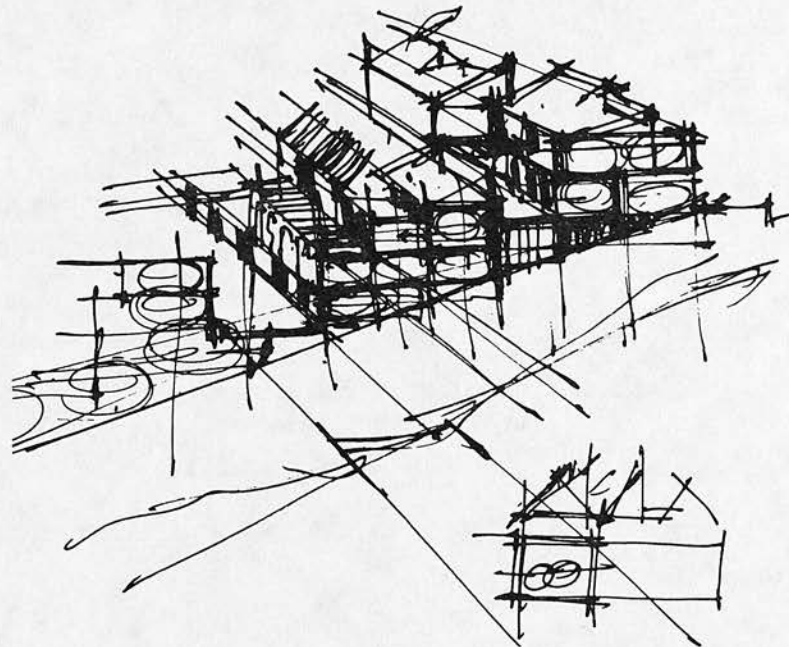
1. Land acquisition and writedown or lease.

2. Issuance of revenue bonds.

3. Construction of a public parking facility integrated with the hotel.

4. Construction of meeting and catering facilities, either adjacent to the hotel or in an air-rights segment of the hotel.

It may be possible to attract a developer without having to do all of the things mentioned above. The city should seek expert counsel, perhaps in the form of a disinterested hotel operator, to formulate and negotiate a specific package. This could be done now.





FINANCIAL CENTER

Tacoma's financial district is the strongest existing element of the downtown. It houses several major, healthy institutions and ancillary services in a fine building stock arranged in a compact district.

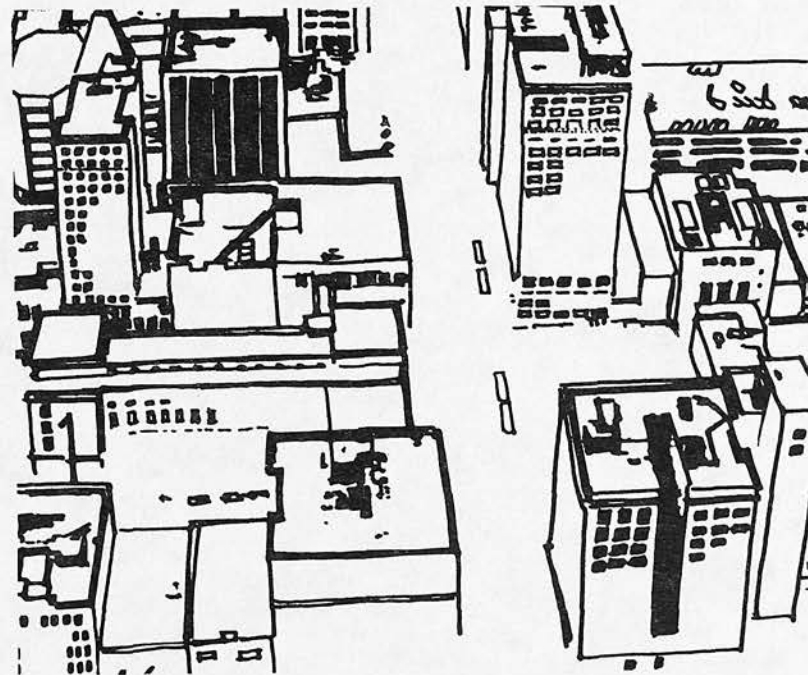
One key to the success of a financial district is the degree to which it facilitates interaction between lenders, borrowers, attorneys, brokers, postal and printing services and others. Another is the degree to which it is accessible to clerical staff and the public. Another is the degree to which it is a pleasant place to work.

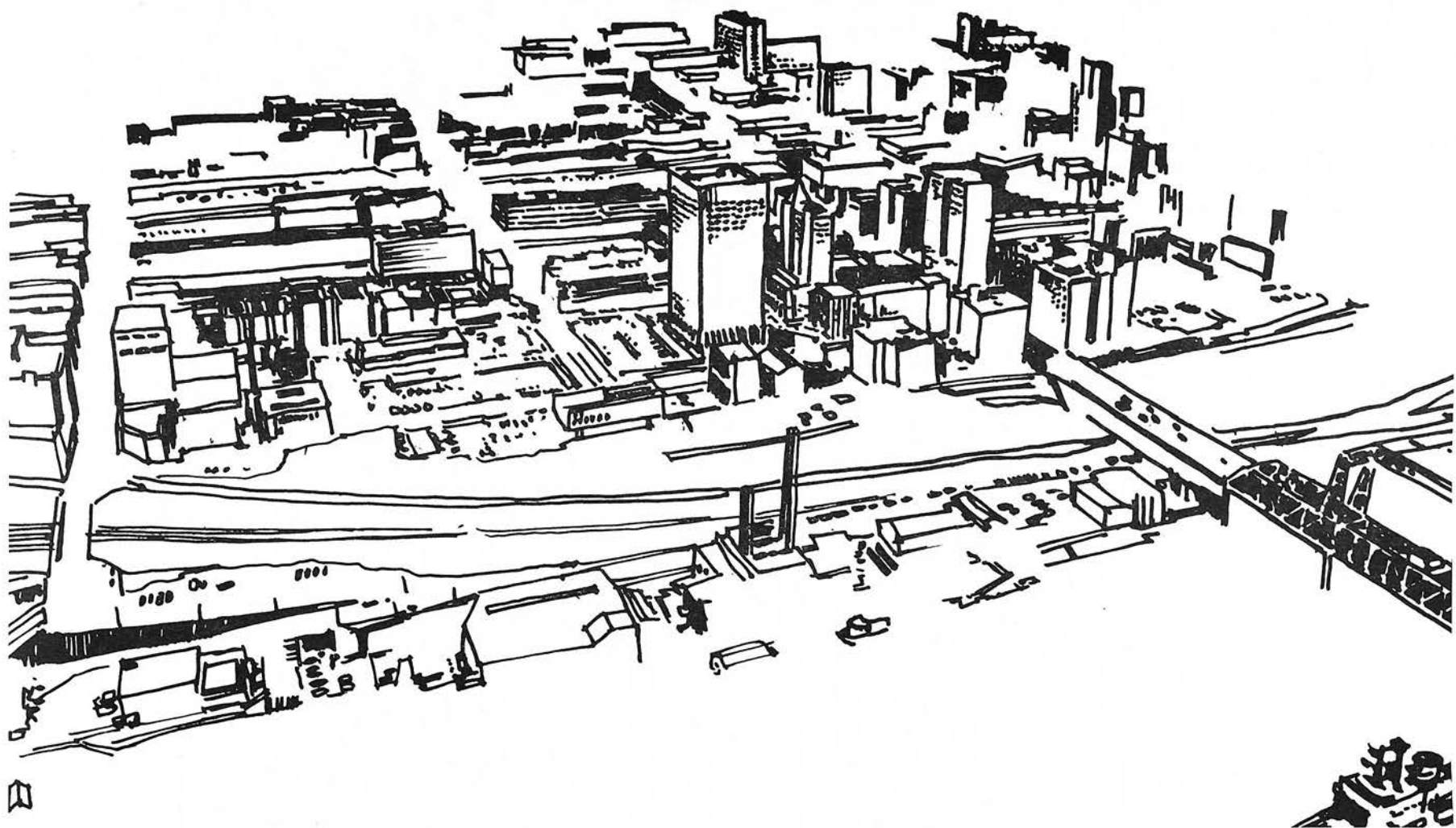
The Tacoma financial center excels in these categories and does not appear to have many "problems." However, because of its importance to the community, Tacoma should constantly consider opportunities to enhance it, to make it work better for Tacoma and to make it more successful in its competition with other regional financial centers.

Two things come to mind:

- 1) Every effort should be made to retain United Pacific Insurance Company and to put it into close proximity with the remainder of the financial community.
- 2) Physical improvements to the district should be considered. One possibility suggested by the present configuration

of the district is the construction of a second-floor pedestrian walkway system to connect the existing major buildings, including the post office, and to facilitate the flow of people and paper between them. Because of Tacoma's mild weather, and because the buildings are so close to each other, these structures could be simple and far less expensive than, say, those in Minneapolis' remarkable privately-funded network.







RESIDENTIAL DISTRICTS

HILL-TOP

After the Task Force had considered what a series of do-able projects might be that would assist the central business district in holding its own, if not improving it substantially, the team questioned what the impact of such re-investment would be on the rest of the city, particularly the adjacent neighborhoods. The Hill-top area received considerable concern, because statistics presented by citizens advocacy groups demonstrated that although physically the housing stock may have looked stable with the exception of some exterior painting, and the K Street commercial facilities seemed stable and healthy. Certain sections of the Hill-top showed signs of the usual deterioration present in most urban ghettos, drug abuse, female-headed families, alcoholism and high crime rates. While these conditions were not true of the entire Hill-top neighborhood, when coupled with substantial renter occupied dwellings, would mean that the pressure of development in downtown from increased real estate values would be most intensely felt on the Hill-top.

The reasons for these pressures can be

described as follows: The Hill-top neighborhood represents prime view property overlooking the city waterway, distant enough from air pollution and factory odors that it would not be disturbed by these factors. The Hill-top neighborhood represents a historic settlement with interesting texture and detail in the housing stock. In addition, several facilities have been developed or planned immediately adjacent to the Hill-top including the Bicentennial Pavilion, telephone company building and a hotel/convention complex. In addition there has also been new investment in community facilities, a new headquarters for the Urban League, and in low and moderate income housing.

These factors lead to reconsideration of reinvestment in the central business district as the sole alternative and the development of an alternative which would combine reinvestment in the central business district with policies to enhance neighborhood stabilization. Through this alternative the health and stability of residential districts and the central business district are seen as complementary.

Wholesale displacement of existing residents on the Hill-top would be undesirable since shifting the problem around does not deal with its root causes, lack of jobs, underemployment, lack of social

services, and inadequate income and purchasing power. As the area immediately adjacent to a revitalized downtown district it would be expected to provide the closest market for the central business district goods, services and activities. Hill-top is also the higher ground; with new investment in downtown and new housing in the city, it would be ripe for speculation and displacement.

Combined reinvestment in the central business district coupled with neighborhood stabilization policy could have the following features: pursuit of federal assistance should be obtained to establish a Title VII Special Impact Area Community-based Economic Development Corporation to provide an administrative, planning framework to implement economic and physical redevelopment. Secondly, encourage home ownership and residential reinvestment to complement new office space for the Urban League new housing and community center facilities. Thirdly, negotiate a set-aside jobs and contracts on public projects as well as private development to be constructed adjacent to or in the Hill-top neighborhood. Fourth, target community development block grants or urban development action grant funds to produce a substantial moderate income housing project in the neighborhood. Fifth, provide a short-

term revolving fund of loans for minimal repairs and property improvements on owner occupied housing.

Neighborhood stabilization also depends on policies directed to raising and increasing the purchasing power of residents in the Hill-top neighborhood and those policies will have to deal with unemployment, and underemployment of the minority community in public employment and in port activities.

This alternative seems to represent the most balanced approach to strengthening both the downtown core and stabilizing the neighborhood and insuring that all segments of the city's population grow together. Physical linkages in the form of elimination of barriers between Hill-top and downtown and provision of pedestrian linkages and new transportation connecting the K Street commercial district and regional medical facilities would also help to promote the interaction and inter-dependence of the two areas.

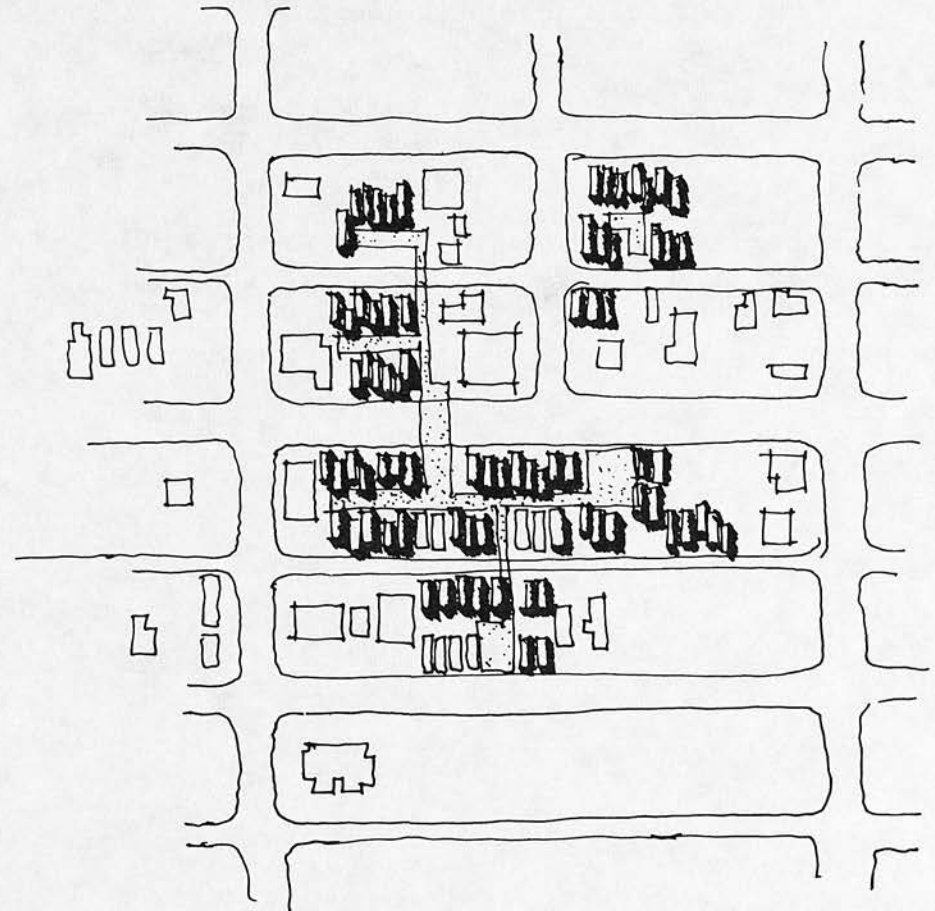
NEW RESIDENTIAL DISTRICT DEVELOPMENT

The study team proposes the development of a new residential district bounded by Tacoma and Pacific and between 19th and 13th Streets. The district is new in the sense that it is an aggressively promoted residential district with a new image

but is a combination of new housing and rehabilitated older buildings along the edge of the district. The early development of this area in the 1800's was spurred by its proximity to the central business district.

In terms of design, the district would be urban inward oriented, an urban streetscape consisting of low rise medium density units. The unit types would be garden apartments, row houses, townhouses, with a mixture of rental and ownership. These units would be terraced to promote views with decking, landscape decks and roofscapes.

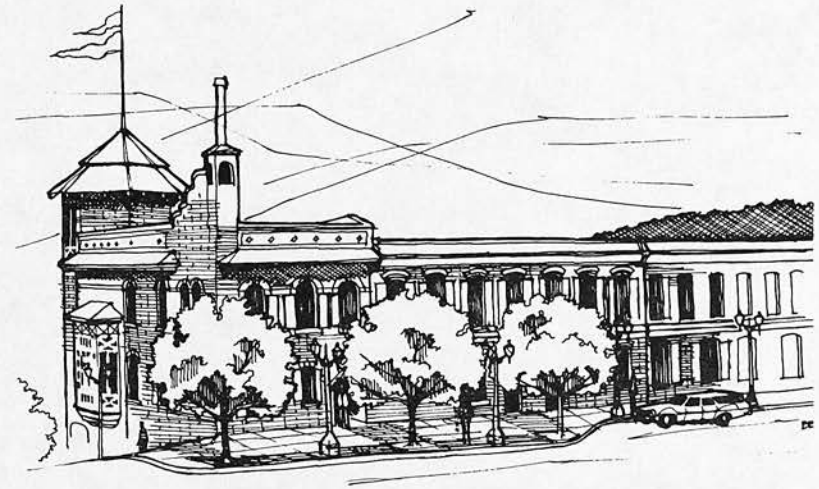
The market and life style of this new district would be addressed to single persons, young couples, couples whose children have grown up, and working couples with two incomes. Their life style will be organized around important use of leisure time and the necessity for sharing costs which can be promoted by development of condominiums. The district is multi-ethnic, multi-racial, a diversity of people who use downtown cultural facilities, who work downtown but shop in neighborhood stores along K Street for convenience goods and services. This development will help to provide a bridge between the K Street commercial district and new development potential in the central business district, and provide a market for cultural



and commercial facilities.

Development implementation through creation of special district, if necessary, to give character and image to the development project should be conventionally financed and should have the support of local savings and loan institutions and banks. Implementation and land disposition should make maximum use of private market brokering. Special district designation should be based on performance standards, eliminating setback requirements and restrictions on open space and parking. Recreation, open space and planting of trees should be an integral part of the overall scheme.

Prior to the development of a plan for the new district, sensitive consideration ought to be given between the interface between new middle-income housing and the existing housing stock. Where historical preservation is an object, efforts should be made to retain existing owners and tenants in rehabilitated properties. An extensive program of citizen participation should be developed to involve district residents in the planning and the influencing of the pacing and the intensity of redevelopment. Initial phases of the project should take place along the Pacific Avenue edge, then on existing vacant lots. Additional clearance should be minimized unless absolutely necessary.







TRANSPORTATION

PROBLEMS

Problems with the transportation system in the central area of Tacoma can be classified as real and perceived. One of the real problems is that not much transportation system planning has occurred. There are systems for the automobile, transit, pedestrians, parking, and bicycles, but there is not a good overall relationship between these systems. Most studies have examined the transportation problems by mode without an integrated plan to tie these various systems together.

Another real problem is the amount of through traffic in the Pacific Avenue corridor. Through traffic is defined as that traffic which has no destination in the CBD, but has to pass through because there is no way to bypass. Approximately 50 percent of the traffic on Pacific Avenue is through traffic. Thus, a bypass should be provided to make the traffic conditions on Pacific Avenue more compatible for traffic that needs to use the street within the boundaries of the CBD.

Another real problem is the topography in downtown Tacoma. It does not affect traffic in a north-south direction, but traffic in an east-west direction has

to overcome various hills that exist. This topography presents capacity problems for traffic moving in a westerly direction because it takes extra time to start from a stopped condition at an intersection, thereby lowering the intersection capacity. Several arterial streets in an east-west direction help to minimize this problem.

Transit is currently limited to the City of Tacoma because the system is owned and financed by the City. Suburban residents cannot take advantage of this system to travel in and out of the downtown area unless they choose to park in a remote location. This presents a problem for integrating the transportation systems for Tacoma, and will be reviewed as a policy matter.

Another area of transit is the necessity for a people-mover system in the downtown area. This could be a fixed-route type, or it could be a flexible-route type which would allow the transit vehicles to change routes as development changes occur.

A perceived transportation problem is the freeway connection to Interstate 5 from downtown area, commonly referred to as SR 509 or the Tacoma Spur. While this problem is real in the minds of most people, it must be classified as a perceived problem because the traffic

system functions without the connection even though it has been considered essential for many years.

Perhaps the major problem in the transportation field with all downtown areas is the perceived problem of congestion on the downtown streets. This is not unique with the City of Tacoma, but is a problem that is generally identified by residents of most metropolitan areas. Although traffic conditions may not be as bad as identified by the people, it appears to be a detriment to the effective utilization of the area.

Access to downtown from the west was identified as a major problem. A cursory examination of the area indicates that many arterial routes exist for travel to and from the west. Therefore, the topography of reaching these streets may be the problem identified instead of traffic capacity problems.

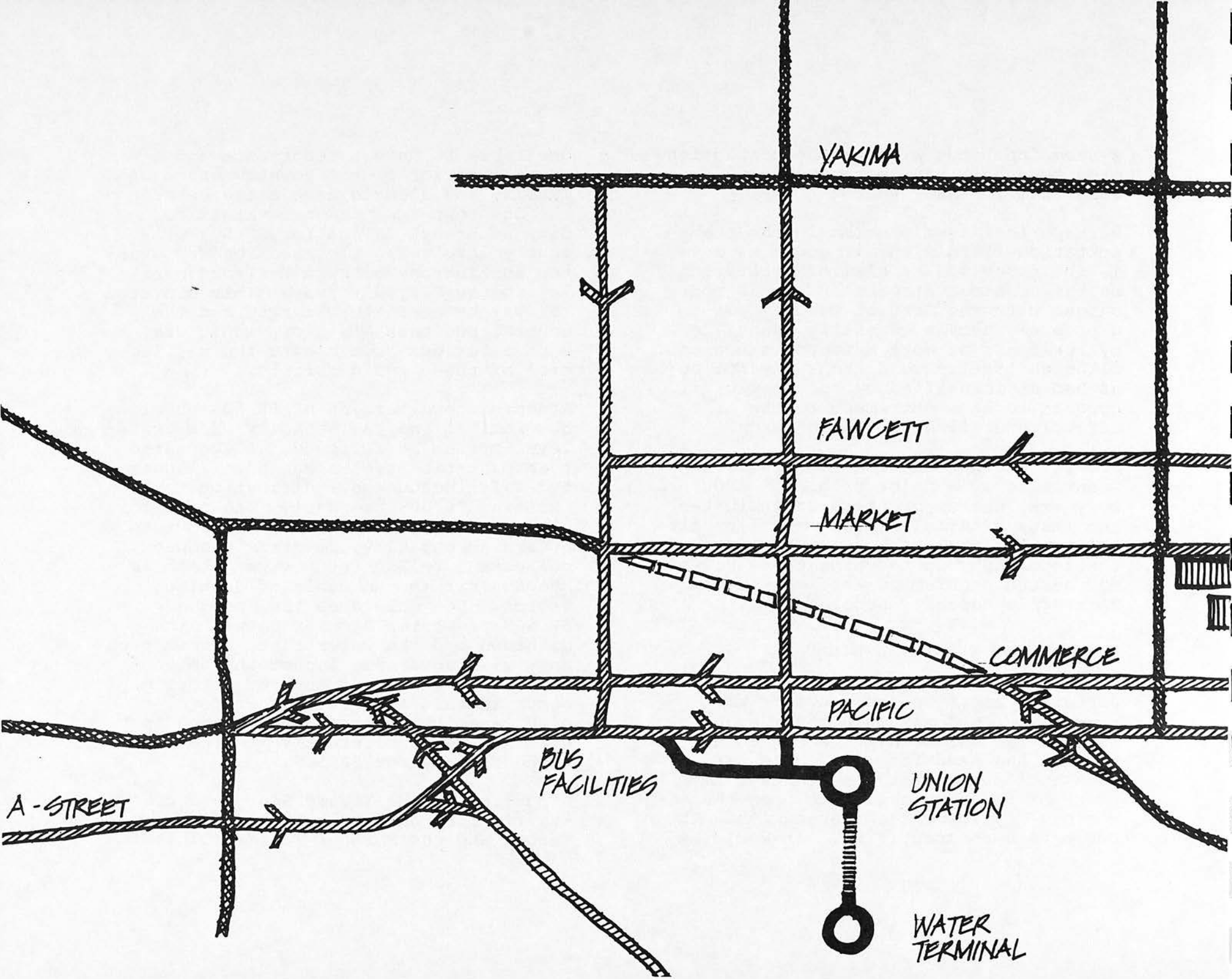
ROADWAY AND TRANSIT SYSTEMS



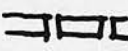





Perhaps the most controversial transportation issue is the need for the Tacoma Spur (SR509). Although considerable information has been presented to determine the need for this route, it does not appear that the negative impacts of the proposed route upon the various development concepts within the CBD have been identified. It would be

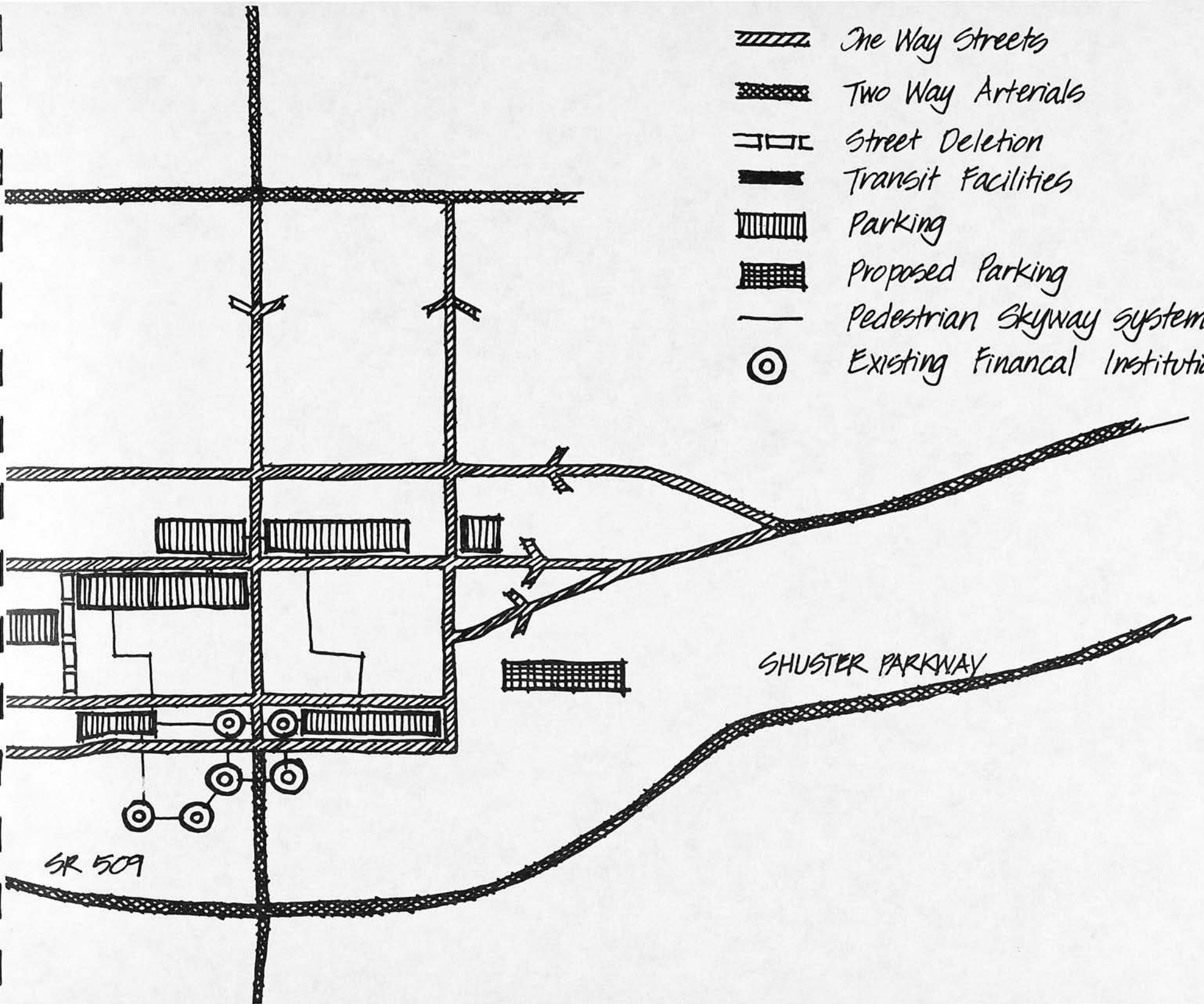
desirable to have a resurgence and a revitalization of the downtown area of Tacoma, and also to have a tie between the downtown area and a revitalized City Waterway. Plans for SR 509 presently involve an elevated roadway over the Burlington-Northern Railroad parallel to the City Waterway. This elevated roadway between the waterway and the central business district, would present a serious obstacle to the unification of these two districts.

A scaled down version of SR 509 should be examined and the capacity of a grade-level system be reviewed. A suggested transportation system has been illustrated. It includes a modification to the existing SR 509 proposal. The need for a route to bypass downtown is provided by a high capacity, at-grade roadway connecting to Shuster Parkway which is keeping within the scale of downtown Tacoma. Not only does the proposed SR 509 present a barrier between the downtown and the waterfront, but it probably will adversely impact the Union Station building and any reuse that may occur in this facility. Therefore, a high capacity, at-grade system should be examined as an alternative to the elevated roadway for SR 509.

A portion of the Tacoma Spur is a new traffic interchange between downtown Tacoma and the Port of Tacoma. This



-  One Way Streets
-  Two Way Arterials
-  Street Deletion
-  Transit Facilities
-  Parking
-  Proposed Parking
-  Pedestrian Skyway system
-  Existing Financial Institution



connection may be necessary because of Port Expansion and traffic capacity problems. Also, a connection further south than 11th Street appears to be appropriate. The route of the Spur should ensure a reasonable connection with the northeast Tacoma residential area to minimize the adverse impact of further travel to downtown for residents of this area.

Other features of the suggested transportation system include one-way traffic on Pacific and Commerce Streets between 9th Street and approximately 25th Street; on Market and Fawcett Streets between St. Helens and 21st Street South; and on 9th, 11th, 19th, and 21st Streets between Pacific and Yakima. This system of one-way streets will allow traffic to move in a safer and more efficient manner. It will also allow traffic to move around the edge of the retail area and close to existing and proposed garages.

To serve a larger market area, the Tacoma bus system should be under the jurisdiction of a metropolitan transit authority. This will allow extension of the system beyond the city limits, and will increase the tax base required to operate the system. Although Urban Mass Transit Administration (UMTA) funds are available for operating purposes, it generally is also necessary

to provide some local subsidy.

A transportation center should be established at Union Station for Amtrak Greyhound, Continental Trailways, local transit and personal water transportation facilities. Bus facilities could be provided on the south side of the building thereby minimizing the local travel required of interstate transit systems.

Local bus service should be provided on Pacific and Commerce Streets for people employed in the downtown area. This service could operate on exclusive lanes either with traffic or in the opposite direction. Further study is necessary to determine which of these alternatives is the most feasible. To help increase the activity on the Broadway Plaza, transit service for shoppers during the off-peak hours might be provided along the mall. The scale of the current busses, and design considerations necessary to provide this service will have to be thoroughly evaluated before any decision is made.

Frequent bus service should be provided between downtown Tacoma, the K Street business district, and the Hilltop residential area. This service, if extended along Pacific and Commerce Streets in the CBD, will provide the necessary "Downtown People Mover" service that has been identified. It

will also provide a link between the major retail/commercial areas and the adjacent low income neighborhood.

PARKING

As with transportation in downtown Tacoma, parking problems can be classified as real and perceived. Some of the real problems which exist are the use of existing parking spaces, the location of existing parking spaces in relation to the land use in the area, the lack of parking near the Old City Hall development, inadequate identification of parking spaces in the downtown area, and management of the parking system. Perceived problems are the lack of parking spaces downtown, the cost of parking, and security in parking structures.

All of these problems help to discourage short-term parkers from coming to the downtown area. Short-term parkers are those people coming downtown to shop, for personal business, and to visit doctors and/or dentists. Because these people are necessary for a vital downtown, it is essential that these problems be addressed.

To develop a central area parking program, a number of policies should be adopted. These policies are needed both to establish a framework for the development of a permanent parking program and to further refine parking space needs and financial requirements. The policies needed include general community policies on future growth and redevelopment, land-use

arrangements, air quality, pedestrian space, and regional accessibility; along with some specific parking policies including the role that government will assume in planning, locating, managing, operating, and financing the parking system.

POLICY ON ROLE OF GOVERNMENT IN PLANNING

There are basically three ways in which the development of new parking facilities may be undertaken; by private enterprise, by private enterprise with guidelines provided by government, and by government itself.

Private Enterprise . Planning of parking facilities by the private sector has the following characteristics:

- Generally provides parking facilities closest to trip destinations.
- Does not require public funds for planning.
- May not accommodate small business establishments.
- May not complement overall land-use development plan.
- May not be consistent with the transportation plan.

Private Enterprise with Government Guidelines.
A combination of public and private planning has the following characteristics:

- Would tend to be complementary with overall development plan.
- Would tend to be consistent with the transportation plan.
- May provide best parking locations from a user standpoint.
- Relies heavily on a "spirit of cooperation".
- Government has no direct control over parking plans which do not conform with an informally agreed to plan.
- Because Government has only an informal role, this approach does not have the power of eminent domain to help locate parking facilities in the optimum location.

Governmental Agency. Concentrating the planning for parking within a governmental agency has the following characteristics:

- Power of eminent domain.
- Can control specific land development plans to ensure compliance with overall land use plans

- Can assure that parking facility locations complement the overall transportation plan.
- Probably can produce best overall estimate of demand.
- May not locate parking facilities in "most profitable" locations.
- Locations may change as "politics" change.

Locational Policy. All the following locations should be considered in the development of policies seeking the best location for parking in the downtown area.

- On existing streets with no parking regulations to supervise use.
- On existing streets with parking regulations to supervise use.
- Off-street spaces located throughout the central area.
- Off-street spaces grouped around compatible land use areas (e.g. hotel-restaurant.)
- Off-street spaces grouped within land use areas (e.g., parking facilities in the middle of an office complex).

- Off-street spaces on the fringe of the central area.

Parking Facility Financing Options

Financing is perhaps one of the most important elements in a parking program. Unless a parking program can be financed, it stands little chance of becoming a reality. Many types of financial arrangements are possible and have been used to finance successful municipal parking systems.

Parking facilities can be financed entirely by private enterprise, entirely by public agencies, or a combination of these two. The alternate methods include the following:

- General revenue financing by either private enterprise or public agency where annually an amount is established in the capital improvement section of the annual budget to support parking facilities.
- Parking revenue financing where all net revenue from parking facilities in the system are pledged for capital improvements. The actual financing can be on a pay-as-you-go basis or revenue bonds can be issued.
- Local parking revenue bonds where local businessmen with a direct interest in the improvement buy the bonds. This financing plan can be carried out either by private enterprise or a joint effort

of private enterprise and public agency.

- Parking authority bonds where a parking authority is established by a governmental agency and given power to issue revenue bonds. Revenues from the authority's facilities are used to retire the bonds.
- General obligation bonds where the full faith and credit of a governmental agency is pledged to make up any deficit of revenues to retire the bonds. Only a governmental agency may use this type of financing.
- Assessment districts are commonly used by a governmental agency to levy an assessment against property to cover the entire debt or to make up the difference between the net revenue and the bond's indebtedness on the basis that the improvement benefits the larger area.
- Tax increment financing where the governmental unit authorizes the creation of development districts to promote development programs and use the tax increment created to finance development programs including parking facilities. This method is not available in Washington.
- Federal highway funds where a particular parking facility meets requirements of the 1973 Federal Highway Act.

Management and Operation of Parking

Facilities . Parking facilities can be managed by private enterprise, government or some combination. Private enterprise can create a special purpose facility, a business association or a commercial enterprise. A special purpose facility is operated in a manner that allows only employees or customers of a specific business to use the parking garage. In a business association, one or more business associates may operate a parking facility which allows general parking. Finally, private enterprise can operate a parking facility specifically as a business enterprise. This type of facility is a commercial enterprise in itself and is managed with its central function being to bring a return on the investment.

Government has three major methods for operating municipal parking facilities. First, a municipal department responsible for parking programs can be established. This could be a separate department (e.g., a parking bureau,) or it could be a function within another department (e.g., traffic engineering or public works). This department would have the authority to establish a full staff with the same level of responsibility and authority as other municipal departments.

Second, a municipal parking commission or parking board can be established to manage municipal parking facilities. This would generally be composed of civic-minded citizens who serve without pay or whose role is

primarily an advisory one. This type of organization gives representation to local citizens interested in parking programs.

Finally, the City could create a parking authority. Generally, parking authorities are directed by a board appointed by government and have more authority than a parking commission.

Factors Involved in Policy Development

Several factors must be considered before a decision can be made regarding how a parking plan can best be developed. Among these are:

- Size and Economic Characteristics of the CBD. What firms are large enough to develop and/or operate their own parking facilities? Will any hardships result to firms unable to do this? If so, what are the consequences of the hardships?
- Business, Labor, Political and Civic Interests. How do these people view the existing parking facilities? Is there a desire to work together on the parking problem, or do most groups want to provide their own facilities? Can the business community really cope with the problem?
- Status of Existing Facilities. Who owns the existing parking facilities? What types of users do they serve? Who pays for them? How will they

relate to new facilities? How does their location relate to future development plans?

- Consistency with Overall Land-Use Plans. Which type of management will allow for parking facility development most complementary to the over-all land-use plans of the CBD? What are the results of allowing facilities which are not complementary to the overall plan? Will the overall plan require some facilities which need to be subsidized? If so, how does this affect the management of the facility or facilities?
- Parking Rates. How much are people willing to pay for parking? Should any free parking be provided? If so, for whom? Should any reserved or special use parking be provided? If so, how much should it cost? Should any "low cost" parking be provided? If so, for whom?

Objectives to be used in Policy Development.

By identifying and applying certain objectives in the development of parking policies, the resulting parking system can be made to closely match the parking needs and, more importantly, help to mold land-use and circulation patterns in a positive fashion. The following objectives may be identified:

- All parking facilities should be considered as part of a single parking system.
- Coordination between parking facilities

within the area should be maintained and improved, and a management structure established to assure efficiency consistency and financial viability.

- A time-stage strategy should be followed in developing parking facilities in accordance with future needs.
- To the maximum extent possible, multi-use parking facilities should be contemplated.
- To the extent possible, parking facilities should be located in accordance with user direction of approach and access capacity of approaching roadways to minimize internal circulation.
- A unified method of control for monthly, daily, and hourly parkers should be selected to enhance attractiveness, efficiency of use, and net revenue generation.
- There should be sufficient space to accommodate the parking requirements during normal and peak seasonal days under current conditions with sufficient reserve to meet growing demands over the next few years until the next stage of the improvement program will be implemented.
- Parking facilities for retail must be located conveniently to the concentration of walking destinations. Ideally, most patrons should be able to park

within one or two blocks of their destination.

- Ideally, parking should be free to all users so that the downtown parking system would be fully as attractive as competitive facilities in regional major centers. If it is not possible to provide free parking, then all efforts should be made to provide parking at the absolute minimum cost to users.
- It is desirable to conserve land by devoting the minimum amount to parking. There are two reasons for this. First, if the area of the CBD is minimized, it retains its compact format and thereby minimizes required walking distances. Second, by minimizing the amount of area devoted to public parking facilities, the tax base is strengthened.
- Adequate design criteria should be established to ensure parking facilities which are aesthetically pleasing, generously designed so that the parking and un-parking maneuver is easy; properly signed so that they are easy to find; and properly located so that they intercept traffic as it approaches the downtown area.

The City of Tacoma should establish policies for all of the parking garages in the downtown area, but continue to lease the operation

of the parking garages to private enterprise. If a uniform policy is not established, the use of the facilities by long-term parkers and short-term parkers cannot be controlled. This is a vital element in the revitalization of the downtown area so that people coming downtown for short-term parking can readily find a parking place that is near their destination. People parking downtown all day, that is employees, will accept a longer walking between their parking location and their work location that people downtown for shopping or for personal business trips; but because employees arrive first, they use the choice parking locations unless policies are established to discourage this usage.

Policies, or methods, to control the use of parking spaces can be identified as controls to regulate on-street parking. Controls recommended for on-street parking are aimed at preventing employees in the downtown area from using these spaces. These spaces are ideal for people that are downtown to shop or on personal business trips, and all controls necessary should be implemented to reserve these spaces for their use. One method of doing this would be to place parking prohibitions on all street spaces from 7 a.m. until 9 a.m., or whatever time is appropriate for most employees to be at work. In addition to reserving most of the parking spaces at the curb for short term parkers, this would also increase the capacity of the streets during the morning rush hour when traffic volumes are higher than during the middle of

the day. This parking restriction would be relatively easy to enforce because the police could tour the area between 8:30 and 9:00 a.m. and ticket any vehicle that is parked at the curb. A disadvantage to this type policy is that people that come into the area for breakfast or for other short-term reasons prior to 9:00 a.m. would have to park in off-street facilities. However, the benefits from this type of control probably would outweigh the disadvantages.

On-street parking time limits should continue to be enforced but it may be appropriate to lengthen the parking limit to two hours for all street spaces in the downtown area. This would give more time for shoppers in the area, but it would still be detrimental to the use of these spaces by downtown employees. If a time limit is continued, tickets could be issued on any car found parked in violation which is currently the practice. However, tickets should be given each time a vehicle is found in violation because this repeat ticket procedures will discourage use of these spaces by long-term parkers. In addition, these tickets could have an escalating fine where the first ticket would be a moderate sum of money with repeat tickets escalating to perhaps \$3 or \$5 per ticket. This will discourage people from parking all day in the prime curb spaces and allow them to be used by short term parkers.

Off-street parking concepts that should be examined are the concept of providing parking around the edge of the downtown area for all

day parkers and reserving the parking locations close to business establishments for people that are parking for a short period of time. This is a "fringe parking" concept and these parking spaces should be located near the main arterial routes around the edge of the downtown area. Under-utilized spaces along Market Street would qualify as fringe-parking facilities.

The current pricing policy encourages motorists to park for a long period of time in off-street facilities. The initial one or two hour charges are relatively high while the all day cost is relatively low. To discourage all day parking in the prime off-street parking spaces, this pricing policy should be reversed to provide a moderate two hour parking charge, but increase the cost of parking all day in these prime parking spaces to discourage employees from using these spaces. This type of pricing policy can be an effective tool to help the parking system in the overall development scheme of the downtown area.

There is currently a deficiency of parking spaces near the "Old City Hall" complex. Parking for the eating, drinking and theatre land uses can easily share the parking facilities with employees in the area. There currently are two parking garages between Broadway and Commerce east of the Winthrop Apartments that are reserved for employees in the area. These garages and the adjacent warehouses are in bad repair and it is recommended that the warehouses and two garages

be removed, and new parking provided. The number of spaces should be determined by the demand that will be created when this section of downtown is redeveloped.

When the City of Tacoma moves into the Medical Arts Building, employee parking could be provided in the Rhodes Parking Garage. This parking structure is nearly unused at the present time, and is only one block from the Medical Arts Building. Short term parking for visitors to City Hall can be provided on the northwest corner of Market and 9th. This land currently has some parking and some outdoor advertising, and is located across the street from the Medical Arts Building. The City of Tacoma should initiate action to make these recommendations possible.

Pedestrian Circulation

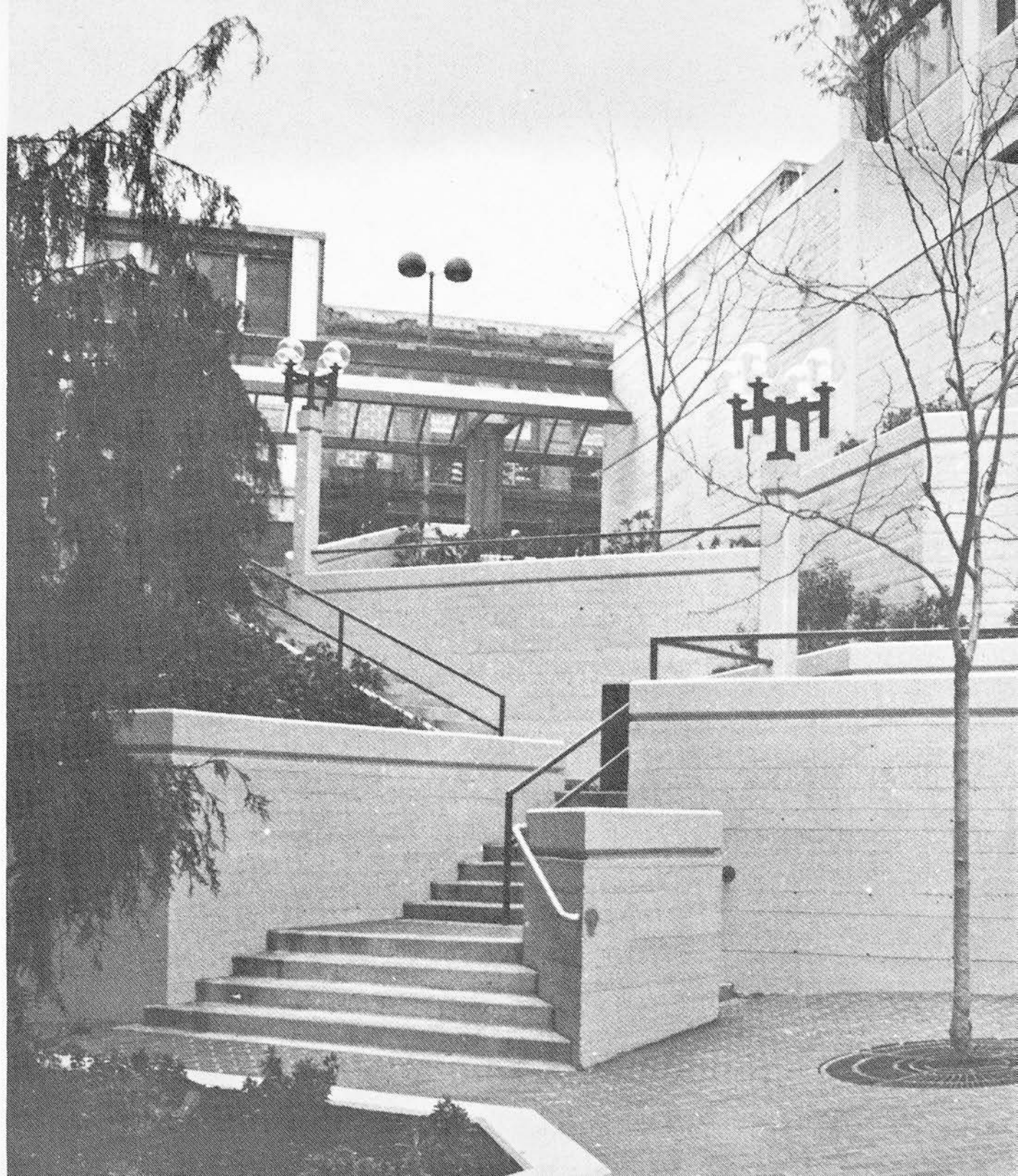
A problem in downtown Tacoma, as well as other metropolitan areas, is the pedestrian-vehicle conflict that occurs when pedestrians must use the existing streets to get from block to block. Inclement weather also poses a problem when pedestrians have to walk outdoors in the rain. In downtown Tacoma, the topography of the streets makes walking from Pacific Avenue to Broadway and further up the hill very difficult. Although some escalades have been installed, they are not part of a continuous system, and they are not well identified for infrequent users.

A solution for pedestrian circulation is a continuous skyway system as shown on the

suggested transportation drawing. This includes the integration of the existing skyways into an overall system which would tie into the major buildings of the downtown area. The system must extend through the buildings to be viable and the system can be a combination of private enterprise and public participation. Systems such as this are used extensively in Minneapolis and St. Paul, Minnesota, and the benefits of the system have been found to be numerous. A major benefit of a skyway system is the environment because it is possible to make a complete trip from parking garage to office, shopping, eating, etc., out of the weather. This provides the feeling that one gets from shopping in a regional shopping center where the environment is controlled inside the center.

Another level of useable space is created by the provision of an extensive skyway system. The second level generally is a difficult area to market, but it has been found in an extensive skyway system that rentals on this level have increased substantially without deteriorating the rentals at the street level.

With the vertical separation of pedestrians and vehicles, the safety for both is increased, which provides another amenity to the downtown area. Also, by providing skyways, esplanades and escalators in the downtown area, the effect of the adverse topography for pedestrian movement will be overcome. The existing system has many vital elements that can be continued into this system, but the necessary linkages should be made so that this system is continuous.



STREETSCAPE AND OPEN SPACE

STREETSCAPE

A major obligation of every city is to provide a functionally useful and effective infrastructure for the use of its citizens. Recently, we have recognized that pedestrians deserve the same care and attention that we have lavished for generations upon, for example, cars, refuse and water. One reflection of this cognizance is in the area of streetscape...trees, pavement, lighting, seating, graphics and amenities. A major "do-able" recommendation is to continue and expand Tacoma's streetscape program. This action involves four discreet areas:

1. Entrance Portal -- Entering the City from I-5 major upgrading is recommended for Pacific Avenue in the vicinity of Union Depot. This involves changes to the circulation system and a landscape program. The latter refers to six rows of street trees allocated across the right-of-way...three in front of the station, two in the median strip and a single row adjacent to the "conservable district."

2. Pacific Avenue -- The recommended one-way nature of this major north-south artery permits sidewalk widening and planting of a double row of street trees.

3. City Hall Historic District -- The unique importance of this area should be reflected by a street tree and decorative pavement program to enhance this as a unified district. A significant recommendation is for a mini-park on the vacant site southwest of Old City Hall between Commerce Avenue and Broadway.

4. Commercial-Entertainment Area -- The area bounded by Market, 13th and 17th Streets and by Pacific Avenue is designated as the major commercial-retail, entertainment area. It also includes cultural facilities, institutions and offices. This area is appropriate for streetscape upgrading as indicated on the plan.

OPEN SPACE

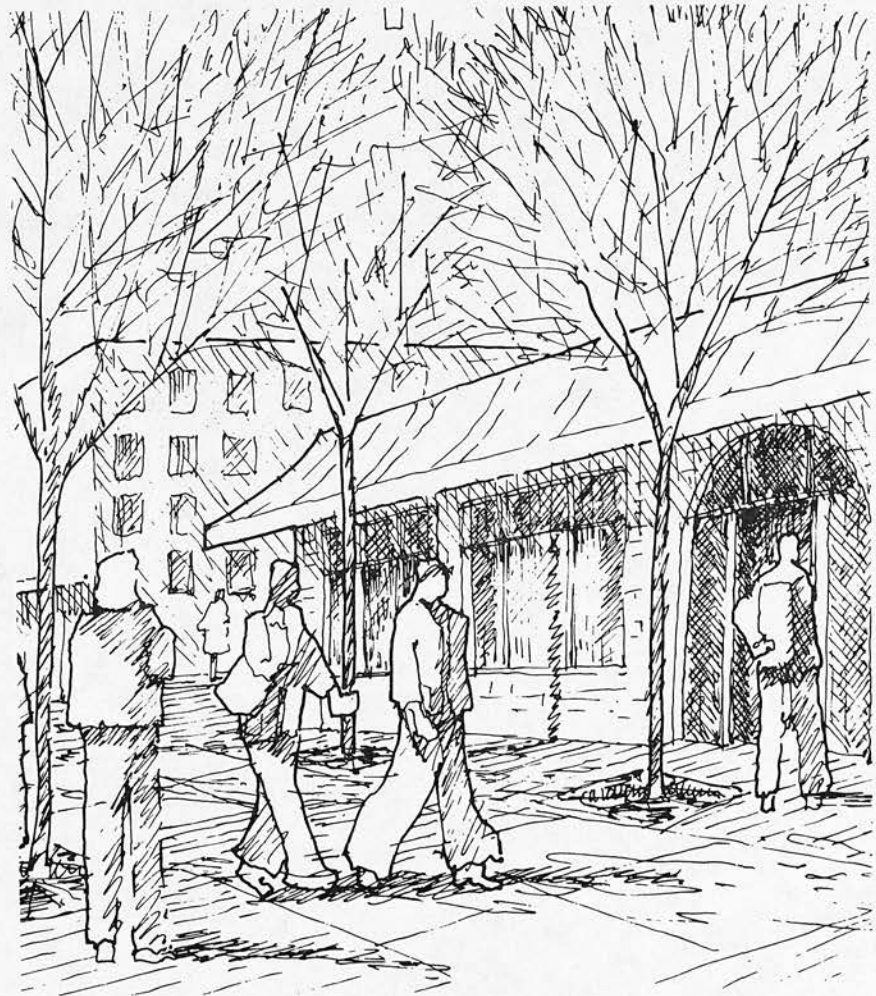
If one examines a map of Tacoma, one is impressed by the size of Point Defiance Park and the relative number of public parks. However, closer examination suggests that park space is predominant in middle and upper income areas where private open space in the form of yards and gardens is also available. The parks space in Tacoma ought to be evaluated in terms of its distribution with a view to creating a network of interconnected spaces of various scales...(city-wide, community, neighborhood, playground, etc.)

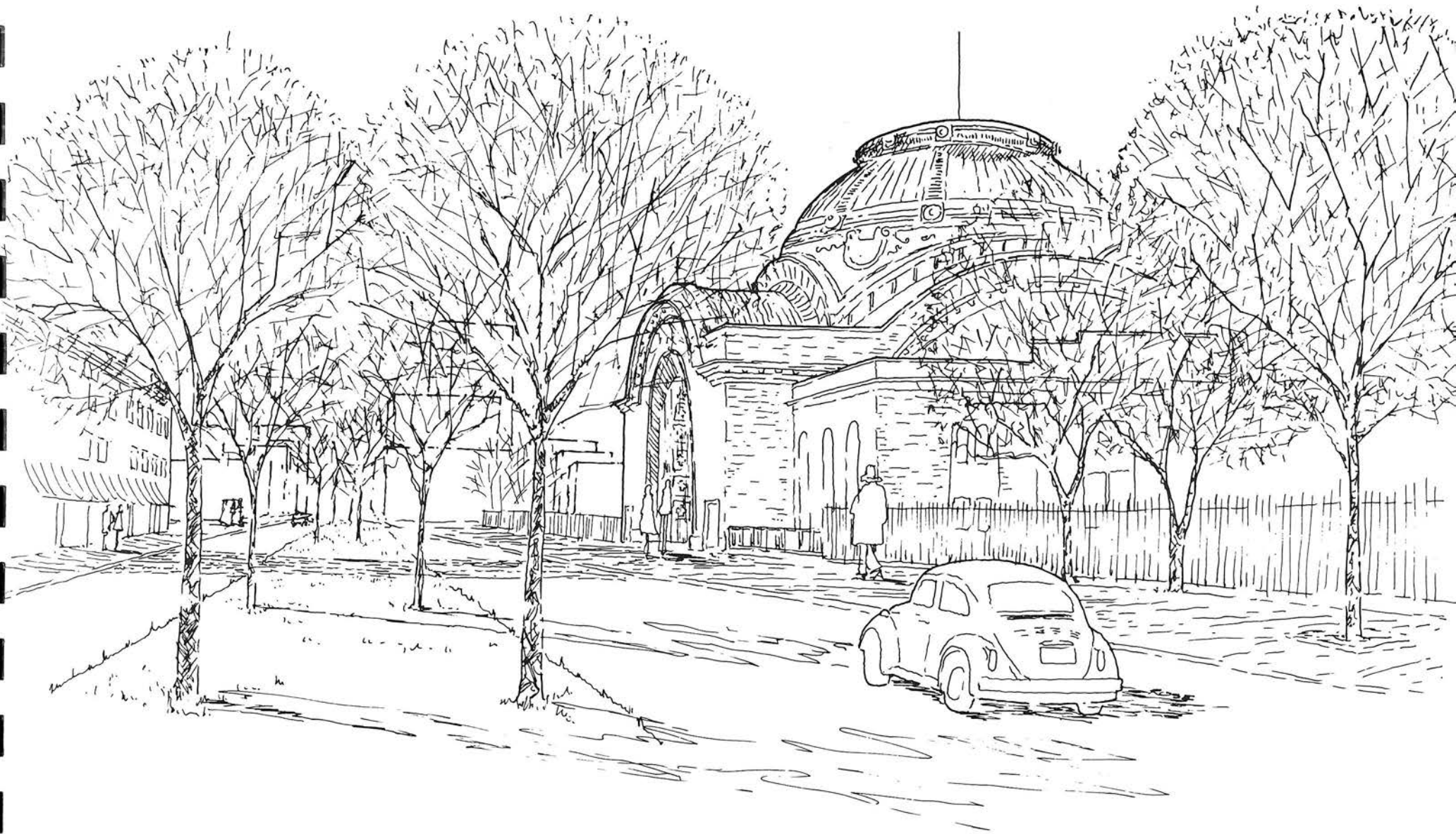


Petula's
LAZY LINDS

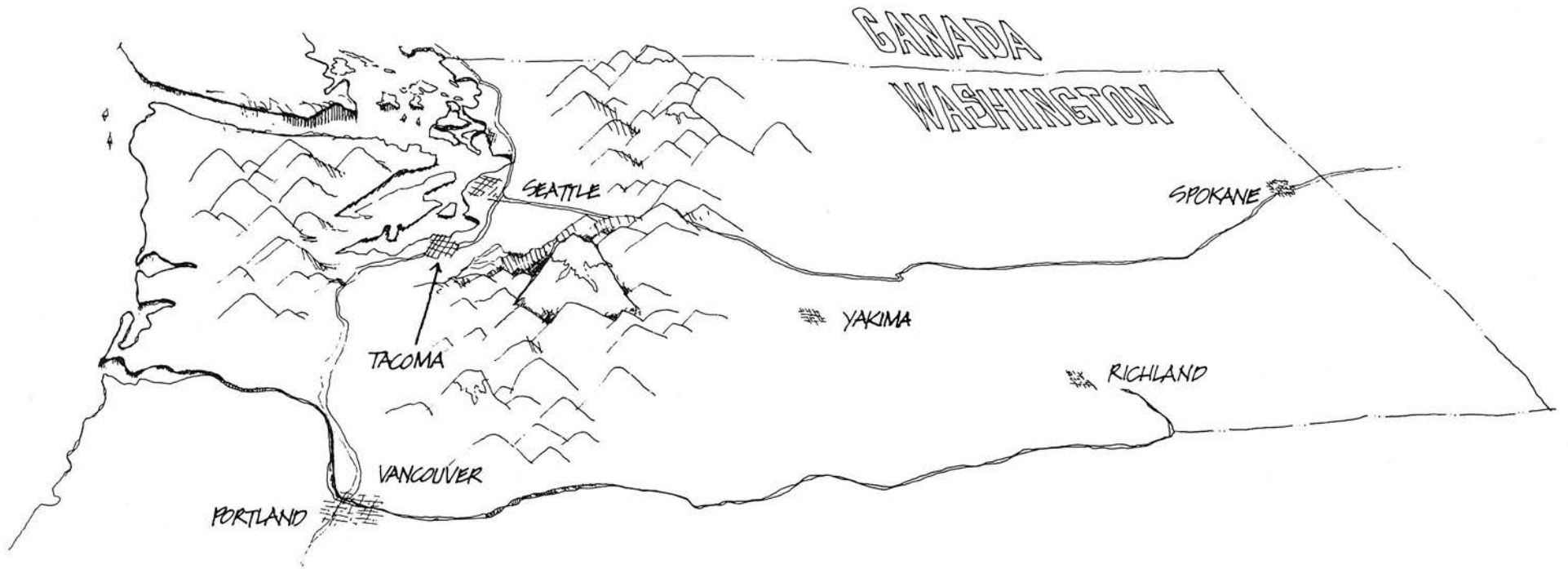
Within the CBD, there are two examples of how this expanded concept of open space may be developed. An example of "linkage" would be the development of the north-east shoreline of the peninsula near Schuster Parkway. This presents a unique opportunity to connect the CBD with major cultural facilities and residential enclaves.

Greening of vacant land which sits dormant awaiting new and economic reuse is another opportunity. Approximately 15-20 percent of the CBD land area is vacant, according to our informal survey, creating a "patchwork quilt" effect which presumably diminishes its attractiveness to shoppers, workers and visitors. To combat this effect, it is proposed to "green" vacant space as a matter of public policy. Greening involves planting trees, shrubs and ground cover in order to temporarily render the vacant spaces inoffensive until they can be properly developed. Their purpose is to diminish the un-aesthetic, threatening and even squalid visual impact of the core especially those portions which serve as gateways for potential downtown users.









Tacoma in Washington

PORT AND WATERWAY

Commencement Bay represents a major natural resource for both the City of Tacoma and the surrounding Pierce County Region. Historically and functionally the Commencement Bay shoreline has been divided into three basic regions:

- Shoreline commencing at Point Defiance and extending southeastward to the City Waterway,
- Shoreline at the easterly end of the Bay commencing at the City Waterway and extending to the mouth of Hylebos Waterway, and
- Shoreline extending northwestward from the mouth of Hylebos Waterway to Brown's Point.

Each of these regions possess different combinations of landward and seaward topographic and hydrographic features which lend themselves to various industrial, commercial and recreational uses.

SHORELINE FROM POINT DEFIANCE TO THE CITY WATERWAY

From the northerly tip of Point Defiance to the Ruston city limits, the shoreline is contiguous with Point Defiance Park with a marina facility,

the Tacoma Yacht Club, near the northern terminus of Pearl Street. While historically dedicated to recreational use, it is noted that the shoreline area, as well as Point Defiance Park, is zoned R-1 for single family dwellings. Southeast of the city limits of Ruston, the shoreline extends to the City Waterway. The narrow strip of land separating the water from the bluff overlooking the Bay is zoned M-2 Industrial, and was historically the location of sawmill activities, which have gradually disappeared with time. The last remaining mill preparing to cease operations. Adjacent to the shoreline, bottom contours of Commencement Bay drop very rapidly to depths of approximately 60 feet. These bottom depths gradually increase along the shoreline, reaching depths between 90 and 160 feet along Bayside Drive with a maximum depth adjacent to the City Waterway. The steepness of the bottom contour gradients along this section of shoreline make this region the most readily adaptable area to a deep water port capable of berthing ships having drafts of 100 feet with no difficulty. While ships of this draft are not in major use today, they are characteristic of ship drafts that may be expected in the future.

SHORELINE FROM THE CITY WATERWAY TO HYLEBOS WATERWAY

The shoreline in this region has been predominantly man-made by filling the Puyallup River delta and comprises the Port of Tacoma shipping and industrial facilities and the City Waterway industrial facilities. It is this region, possessing deep water channels having depths of 30-50 feet, sheltered berthing, large areas of backup land and land transportation facilities that represent the present port area of Tacoma. Handling, storing and transferring both export and import tonnages comprised of general cargo, grain, dry bulk, minor liquid bulk and logs and wood products, the Tacoma port facilities are of major economic importance to both the City of Tacoma and the surrounding region. Ship loading facilities at the port are technologically modern with a mixture of bulk, container, roll-on - roll-off and barge loading capabilities as well as conventional open hatch loading and unloading facilities using either ships gear or pier side cranes.

Institutionally, this region is divided into two distinct areas consisting of:

- The City Waterway, and
- The Port of Tacoma,

with a third small region between the City Waterway Industrial area and the Puyallup River which is not directly

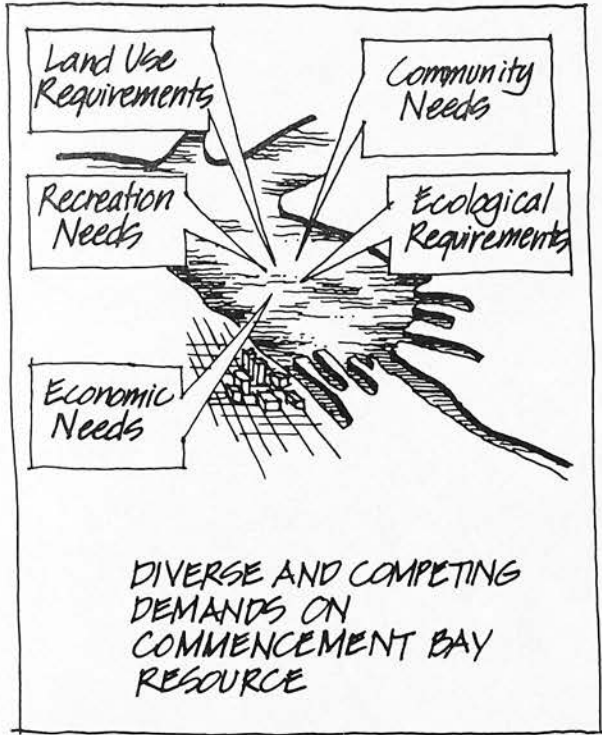
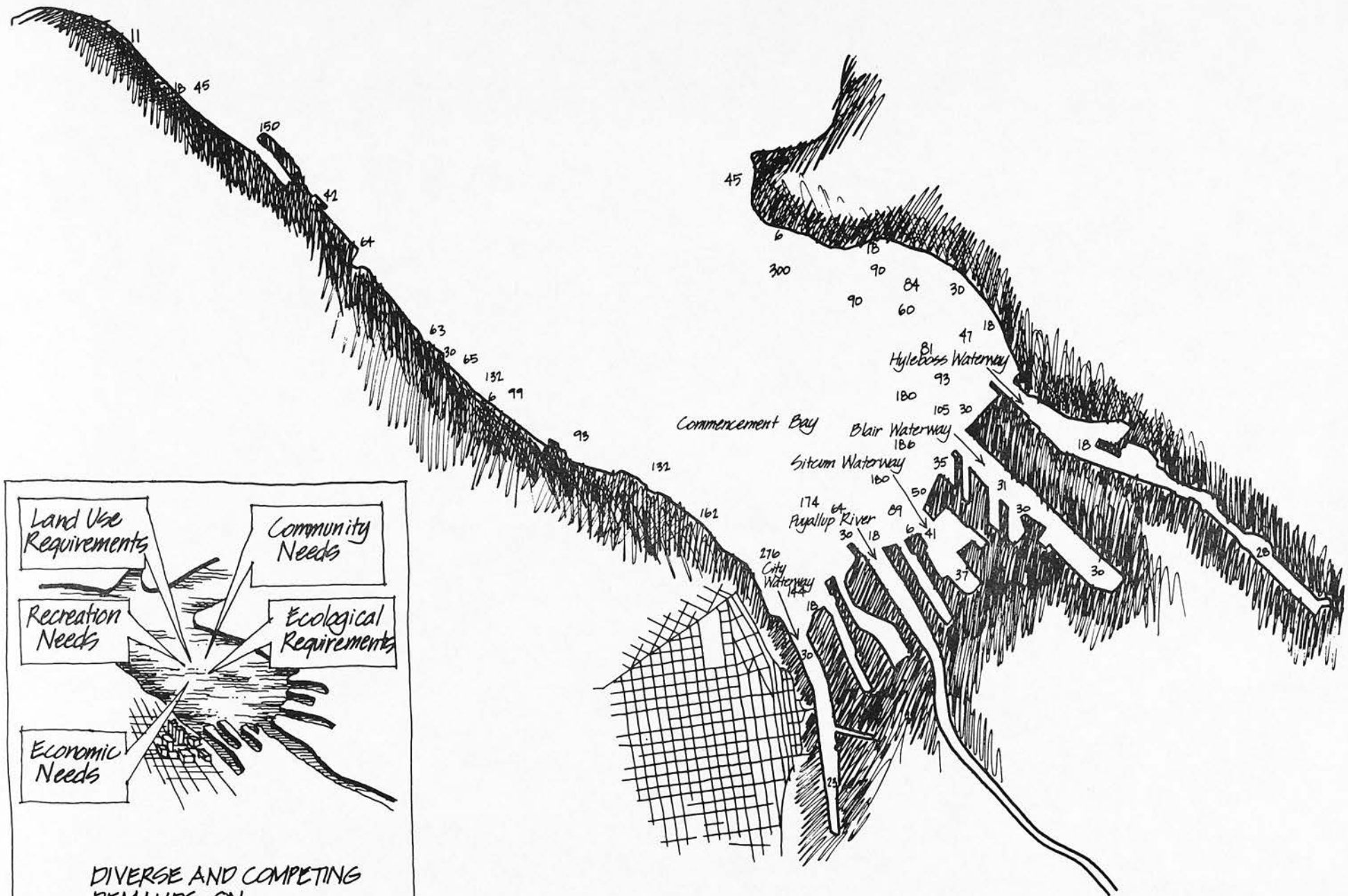
controlled by either the Port or the City.

City Waterway

The City Waterway and adjoining area zoned M-2 Industrial is under direct control of the City of Tacoma. The historical center of shipping in the Tacoma area, the City Waterway no longer is used for direct shipping activities. It is surrounded mostly by water-related industrial facilities which are being relocated for more effective use of the Waterway potential. The City Waterway is slightly greater than one mile in length and represents approximately 12,000 feet of industrial waterfront property. At the mouth of the waterway the depth is approximately 30 feet and remains reasonably constant throughout most of the length, decreasing to approximately 13-20 feet at the southernmost tip. While it represents doubtful potential for future expansion of import/export facilities, it does permit recreational uses such as marina facilities as proposed or waterfront restaurant facilities. As such, future development of the City Waterway is related to integrated planning of industrial, commercial and recreational uses of the Commencement Bay resource.

Port of Tacoma Waterways

The Port of Tacoma is organizationally independent of either the City of



Topographical Map of Bay

Tacoma or Pierce County. Created by state legislation for Port authorities, the Port of Tacoma controls land north-east of the Puyallup River to the Hylebos Creek.

Comprised of approximately 3,700 acres, 700 of which are presently not in use, the Port of Tacoma encompasses four waterways including:

- The Sitcum Waterway,
- The Blair Waterway,
- The Hylebos Waterway, and
- The Milwaukee Waterway.

The Sitcum Waterway is approximately 300 feet long by 500 feet wide, and is dredged to a depth varying from 30 to 50 feet. 2,700 feet of the waterway, or about 45 percent is occupied by a Port terminal for logs, dry bulk and general cargo. The remainder is privately leased non-terminal area with 2,100 feet undeveloped as of 1974.

The Blair Waterway channel is 2.6 miles long and dredged to a depth of 30 feet, with six of the 13 Port-operated berths dredged to a depth of 45 feet which represents the maximum channel depth practical due to existing structures and underground utilities. Approximately 13,000 feet of the waterway is

operated by the Port with the preponderance being terminal usage. Private leases use approximately 11,000 feet of the waterway, with about 60 percent devoted to terminal facilities. 7,000 feet of waterway which has been undeveloped is presently being planned for a terminal facility.

The maximum width of the Blair Waterway is 600 feet. However, a constriction in width posed by the Eleventh Street Bridge represents a constraint on ship size using the waterway as well as a safety problem due to potential ship impact.

The Hylebos Waterway is over three miles long, and is dredged to a depth of 30 feet. The channel width varies between 200 and 300 feet. Further widening or deepening of the channel is impractical since existing development along the sides preclude further widening and the depth of underground utilities preclude dredging to greater depths. Both terminal and non-terminal facilities located along the Hylebos Waterway are predominantly private. Terminal facilities comprise about 50 percent of the length, with approximately 8,000 feet undeveloped or not used.

Land lying between the Puyallup River and the Milwaukee Waterway has recently been acquired from the Milwaukee Railroad. A former site of a Milwaukee

Railroad switching yard which is being relocated in Fife, the waterway has been used for log booming, wood export/import and small craft moorage, and requires development for terminal operations. It is approximately 3,400 feet long and 300 feet in width, and is approximately 30 feet deep. The 42.5 acres of land lying between the Milwaukee Waterway and the Sitcum Waterway is under development by the Port for a leased terminal facility.

Additional Waterways

In addition to the two areas of the Port of Tacoma and the City Waterway, two additional waterways:

- The St. Paul Waterway, and
- The Middle Waterway

are located between the Puyallup River and the City Waterway. Land surrounding both of these channels is under private ownership and not under the direct control of either the Port of Tacoma or the City of Tacoma. The St. Paul Waterway is irregularly shaped and has a maximum depth of 34 feet. The Middle Waterway has marginal terminal use and is limited to handling barge traffic, logs and small craft, with a depth varying from 30 feet to 5 feet. Neither of these waterways present significant terminal potential without significant

development costs.

The Puyallup River Waterway is essentially navigable by only small craft due to shallow depths at the mouth; and dredging is impractical. Access to the river and development along the river is under control of the U.S. Army Corps of Engineers. While posing no potential for Port development, the river is a part of the Commencement Bay environment, supporting predominantly salmon and sea-run trout.

SHORELINE FROM HYLEBOS WATERWAY TO BROWN'S POINT

This shoreline is approximately two miles long and is bordered by water depths of 60-100 feet reasonably close to shore and bluffs in excess of 300 feet on the landward side very close to the shoreline. The lack of sufficient back-up land would seem to preclude the use of this area for a deep water terminal facility to handle the deeper drafts of future ships, and restrict it to small crafts such as recreational or fishing vessels. Current plans for the relocation of a small fishing fleet presently berthed in a slip off of the Blair Waterway to this region are mostly predicated on the lack of suitability for other uses.

While the steep bluffs and lack of back-up land seem to indicate this area will

never be used for a deep water port, extreme care should be taken in finalizing this conclusion. Modern automated loading/unloading equipment especially for bulk materials requires little space directly adjacent to a berth. The very deep water in the region of Brown's Point may be a highly desirable location for a single point mooring terminal for the unloading of the very large crude carriers (VLCC's) by pipeline to facilitate on the Puyallup River delta. While deep water tanker ports in United States coastal waters are subject to much controversy at present, future energy demands may lead to the possibility of using this region.

OPERATIONAL ASPECTS OF THE PORT OF TACOMA

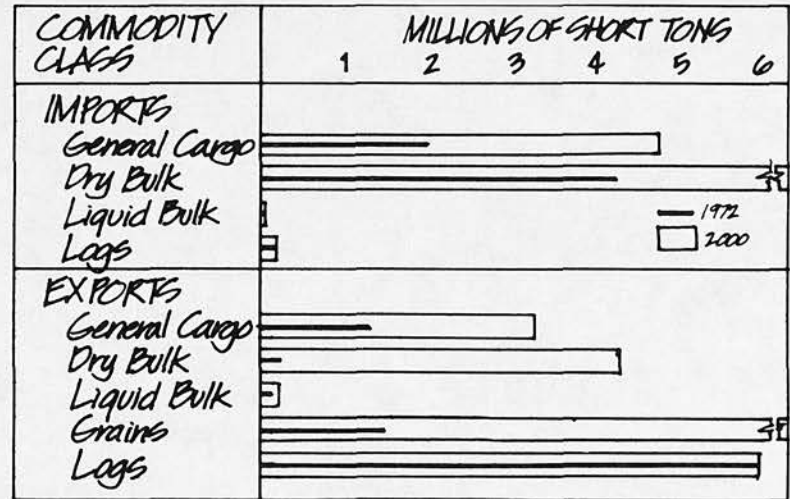
The Port of Tacoma possesses the capabilities of handling, storing and transferring most of the commodities traded in world and domestic commerce. The included bar chart figure shows expected growth rates in commodities shipped through ports in the Puget Sound region. Owing to the availability of extremely deep water in Commencement Bay as an integral natural resource, port facilities and operation in the Tacoma area can be expected to increase in future years. Another figure shows the trend of vessel sizes is toward longer and wider ships with

increased draft requirements.

In addition to increased size and draft requirements for ships of the future, material handling, loading, and unloading equipment and marshalling techniques will tend to become more technologically sophisticated to decrease port turnaround time for ships with increased daily costs. Tending toward greater automation, future port facility equipment will become more capital intensive. This leads to a requirement for greater efficiencies in Port planning to meet the changing requirements in a cost-effective manner.

While existing channel widths and depths in the Port of Tacoma waterways are capable of handling vessels' sizes characteristic of today's technology, depth limitations as discussed above for each of the waterways will eventually become restrictive in servicing the larger ships of the future. Channels' widths required for maneuvering also increase with vessel length and width so that existing channel widths will eventually be prohibited.

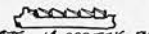
Increased channel size and depth requirements can be expected to shift the focus from existing waterways along the shoreline between the City Waterway and Hylebos Waterway to potential uses of shoreline along Ruston Way and Bayside Drive on the southwest and between the



Comparison of Typical Contemporary Ships with the Expected Largest Ships Serving the Pacific Northwest in the year 2000.

Timber Carrier

1975 18,000 TONS DWT

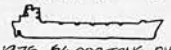


2000 62,000 TONS DWT

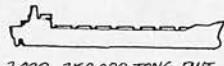


Combined Carrier


1975 54,000 TONS DWT



2000 250,000 TONS DWT



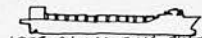
0 500 1000 1400
SCALE IN FEET




Comparison of Typical Contemporary Ships with the Expected Largest Ships Serving the Pacific Northwest in the year 2000.

Barge Carrier

1975 21,000 TONS DWT




2000 40,000 TONS DWT

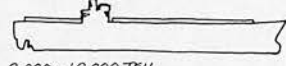


Containership

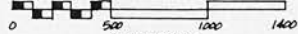
1975 873 TEU



2000 10,000 TEU



0 500 1000 1400
SCALE IN FEET



Hylebos Waterway and Brown's Point on the northeast. The availability of deeper water and steeper bottom contour gradients will make these areas more attractive for terminal facilities as vessel sizes and drafts increase.

Based on today's technology for staging, marshalling and storage areas, the lack of backup land adjacent to the bluffs along the southwest and northeast Commencement Bay shorelines would pose difficulties for terminal facilities located in these regions. Recognition of these difficulties today combined with appropriate long-range planning are key ingredients to successful utilization of the Commencement Bay port potential.

Environmental concerns combined with growing requirements for recreational facilities and social requirements can be expected to lead to conflicting demands on the Commencement Bay resource. The diverse and competing demands lead to the need to coordinate and plan for the future use of Commencement Bay as an integral resource serving all aspects of the Tacoma region.

INSTITUTIONAL AND ECONOMIC ASPECTS OF THE PORT OF TACOMA

Institutionally, the Port of Tacoma is

separate and distinct from the City of Tacoma or Pierce County. As a Port District of the State of Washington, the Port of Tacoma is authorized to acquire, construct, develop and regulate a system of harbor improvements and rail and water transfer and terminal facilities within its district. It may also be owner/operator of airport terminal facilities such as the Port of Seattle. The creation of Industrial Development Districts are also included in the scope and powers of the Port of Tacoma with limited authority to levy ad valorem taxes upon the real and personal property within its district and issue revenue bonds upon authorization by the Port Commission.

Port of Tacoma income is generated from four sources:

- Terminal operation,
- Leases,
- Industrial Park rentals, and
- A 0.45 mil ad valorem tax.

For fiscal 1976, approximately two-thirds of the income resulted from terminal operations based on tonnage charges. Lease income produced approximately 25 percent of the total income with the remainder resulting from Industrial Park rentals and tax.

Profits resulting from Port operations amounted to approximately \$1.5 million based on the 1976 Annual Report, all of which was retained as development capital for port facility improvement.

The Port of Tacoma operates principally as an independent financial entity with very little direct revenue-generating potential for the City of Tacoma or Pierce County. A 12 percent lease tax on leased property of the Port of Tacoma is divided between the City and the County. For fiscal 1976 this revenue amounted to approximately \$450,000 based on a \$3.8 million Port revenue resulting from leases.

APPROACHES TO DEVELOPMENT OF THE COMMENCEMENT BAY RESOURCE

Because of the historical development of port activities in Commencement Bay, there is a tendency to think of the Bay as being synonymous with the Port of Tacoma. In actuality, the Port represents but one aspect of utilizing the resource afforded by the Bay. A figure included illustrates conceptually the major demands placed on Commencement Bay as an integrated resource. These demands, consisting of:

- Economic needs,
- Recreational needs,
- Land requirements,
- Ecological needs, and

-Community needs,

are diverse and competing and in some cases may be conflicting.

The economic role of the port activities in the Tacoma region are the easiest to comprehend owing again to the traditional roles played by port activities in community development. The operational activities of the Port of Tacoma have both direct and indirect economic impact on the City of Tacoma and Pierce County. The direct impact results from the 12 percent lease tax on leased property in the Port of Tacoma, and is minimal at best. Indirectly, port activities impact regional employment, business and industry both directly through jobs at the Port and indirectly in support and spin-off activities.

While Port activities have an indirect economic impact on a regional basis which was estimated at \$167 million in 1976, there exists little or no impact on the CBD. Financial and professional activities supporting Port-related business and industry may have a minor effect on business space requirements in the CBD, but are not supportive of retail trade in the CBD.

Recreational uses of Commencement Bay just compete directly with commercial and industrial requirements of the Port facility. At present there seems to be

little recreational use of shorelines, beyond those of Point Defiance Park. Studies have shown that there is a high demand for marina berthing facilities within Commencement Bay as well as Puget Sound in general. Existing plans for the development of marina facilities at the south end of the City Waterway recognize this increased demand and take a first step toward meeting the need.

Recreational usage and marina planning represent but one demand on the Commencement Bay resource. Existing marina development plans appear to be developing through fragmented, remedial activities as opposed well conceived plans which consider all demands on the Bay area.

Since the Commencement Bay shorelines represent a limited land resource to interface with water-related activities, conflicting demands for the available land will arise as future needs develop. Housing, business, recreational, and industrial needs of the City of Tacoma must all vie for limited shorefront property. Activities in each of these areas will affect, not only the economic life of the City of Tacoma, but also the quality of life for the community as a whole. Planning for the optimal use of the available land must consider all demands in an integrated fashion instead of fragmentally developing on

first-come, first-served basis.

Development of waterfront property along the City Waterway can be integrated with development plans for the CBD. Parks, restaurants, housing or specialized retail trade developed in this area pose potential benefit for the CBD with associated loss of industrial and commercial space. Proper consideration of these tradeoffs must be made to assure maximum probability of achieving the desired community goals.

As a major natural resource, Commencement Bay poses ecological restraints on water-related development projects. Potential disruption of aquatic life integral in the food cycle of the Puget Sound region, water quality and air quality concerns all affect the community as a whole. Air quality and aesthetic visual impact affect the desirability of housing, commercial and leisure time facilities in the CBD. To date, that affect appears to be mostly negative with respect to development of the CBD.

In addition to concerns over the ecological impact of all Commencement Bay activities, regulatory requirements for Environmental Impact Studies of each new project on a project-by-project basis leads to long delays and wasted resources for the development of water-related projects. The current approach of the Port of Tacoma toward developing

a comprehensive, generic Environmental Impact Statement which would establish criteria for the development of projects within the Port District to minimize the repetitive nature and high costs of the project-by-project approach is a step toward addressing integrated as opposed to project-specific requirements. However, even if successful, the approach would only encompass the Port of Tacoma district instead of the larger region of Commencement Bay.

At the core of each of the above demands on the resource potential of Commencement Bay lies community needs. Since demands on shoreline regions will in many cases be conflicting or have impact far beyond their immediate area, the community must decide on its goals and objectives relative to conflicting demands on the utilization of the Bay.

Caught up in pressing needs of the moment, myopic vision can result in winning the battle but losing the war. As a community resource, Commencement Bay must meet community needs. It has not been clear that community needs or objectives have been addressed relative to overall planning of activities and projects drawing upon the Bay. Instead, planning of port or water-related activities appears to have been conducted segmentally by sincere and competent individuals and organizations

who, of necessity, tend to view all development relative to the needs and objectives of their areas of responsibility.

IMPLEMENTATION OF COMMENCEMENT BAY PLANNING

Institutionally, one approach to effective utilization of the Commencement Bay resource lies in the creation of a governing body charged with the planning and development of the Bay as a whole to assure optimization of the whole instead of any one part.

On a larger scale relative to port activities, studies have indicated the desirability of forming a regional authority charged with port development in the entire Puget Sound, Pacific Coast, Lower Columbia and Mid Columbia and Snake River Port regions. With objectives of minimizing the waste of money and resources required for modern technological port development, such a commission or authority would appear to have potential benefit for both the Port of Tacoma and the Pacific Northwest region. However, on a political level it appears to be impractical at this time.

While a regional port authority may be impractical and would focus only on port requirements, the concept of a governing body which considers all

aspects of Commencement Bay planning and development is analogous in concept and deserving of further consideration.

Whether formed by broadening the responsibilities and powers of the Port of Tacoma to encompass the Commencement Bay region as a whole, or created as a separate and distinct authority, such a commission could be charged with considering all aspects of the Bay region relative to community goals and objectives.

The existing committee comprised of one member from the Port of Tacoma, Pierce County, and the City of Tacoma is directed toward the objective of a regional planning authority but serves only in an advisory capacity. Expanded to include representatives from other segments of the community, charged with responsibility relative to all aspects of Commencement Bay development and empowered with both financial and administrative authority is a viable approach to optimal and effective utilization of the Commencement Bay resource.

A major objective of such a "Commencement Planning and Development Commission" would be the formulation of a master plan for the Commencement Bay area relative to all aspects of potential development. Community goals and

objectives should be defined and criteria for the conceptual implementation of those goals defined. Such a master plan becomes a handbook for future development to assure the equitable treatment of all demands and community concerns for the Commencement Bay natural resource.



Waterfront Housing and Marina @ 11th Street Bridge

METHODS

Downtown mixed-use redevelopment can have a far-reaching and positive impact on community development in the downtown Tacoma area by introducing residential, transient and/or recreational activities to areas that are "dead" during non-working hours; maintaining and improving the downtown environment over a reasonable period of time; and having a far greater catalytic effect on community development than isolated single purpose projects.

Multi-use redevelopment projects contemplate several major uses (offices, retail, hotel, residential) in one general project area tied together either through functional planning layouts or actual physical connectors.

It must be recognized that since these mixed use development undertakings usually entail higher risks than single purpose projects and are more difficult to start, many will never be launched without active and meaningful public sector assistance.

When addressing the problem of structuring appropriate redevelopment procedures for downtown mixed-use redevelopment, the obstacles that face developers must be objectively and thoroughly addressed. Recognition of these problems is the first essential ingredient to the successful implementation of

these types of development undertakings.

Several development procedures may be applied to successful project implementation for mixed use redevelopment in the downtown area. However, they cannot succeed without community understanding and support and extensive public/private cooperation in a joint redevelopment operation.

This section discusses certain bodies that can be created and funding sources that can be used to implement projects such as those described above.

LEADERSHIP

The key community leaders in the government and non-governmental sectors should be brought together to analyze redevelopment requirements over the next decade.

The mayor should convene a task force of some of Tacoma's most distinguished community leaders and charge them with the responsibility for accessing the city's needs from a development standpoint, determining what specific areas would be the appropriate focal point to initiate action, then deciding what development vehicles would best be suited to achieve the desired result. The City Council should be brought into the process as quickly as possible and kept apprised of all key deliberations. Finally, the executive departments should be included to serve as technical and information resources to the process. Community leaders who are a part of the task force should represent organized constituencies. Major business leaders should be a part of this process and contribute resources as well.

It is this kind of initial commitment and marshalling of necessary community support at the outset that provides the necessary groundwork for successful implementation.

This support should look not only to local leadership but since some very necessary and meaningful forms of federal assistance will most likely be sought be Tacoma, the congressional delegation representing the Tacoma area and the appropriate federal agencies to whom financial assistance applications will be made must be brought into the picture at the earliest possible moment. The first contact should not await the "11th hour" when assistance for specific type of funding is actually sought. All of this would apply as well to the executive and legislative branches of the State of Washington's government were they to become involved in either part or all of Tacoma's downtown redevelopment undertakings.

When city, state, federal and private support is in place, continuous lines of communication must be maintained. The quickest and surest way to lose a commitment once gained is to take that commitment for granted and not make any contacts or inform groups of normal changes, except when a specific action is required.

As indicated previously, the very nature of significant multi-use development undertakings in downtown Tacoma which are being discussed in this report require some form of public/private involvement and possible joint investment. Therefore, it is extremely important that the

public sector understand the necessity of direct and continuing involvement with qualified investors and developers from the very start of the project. Developers understand and appreciate this type of approach and will seek out involvement that will lead to public commitments. When the public sector assumes the initial leadership in project conceptualization and preliminary planning, they must identify the qualified developers and potential investors as early as possible, and then work hand-in-hand to put the project together. If a process of interaction and cooperation is established in the first phase, then changes, revisions and variations in approach which must take place before the life of the project can be resolved quite easily into a redevelopment project that works and is acceptable to all parties including the community in which it is to be built.

REDEVELOPMENT AGENCY

We recommend that the city create an independent public body corporate redevelopment agency. This type of independent agency could be freed from many of the bureaucratic pitfalls and time delays which make developers reluctant to participate in partnership with the city while at the same time providing the necessary safeguards to

protect the very real and legitimate public interests that would be involved.

This independent urban renewal agency would be vested with all of the powers of an urban renewal department of the city government, including the power to issue bonds and including the power of eminent domain.

The roles of the agency in implementing programs such as those suggested could include:

- Actual development of catalytic projects. The agency could acquire property, develop it for a purpose considered important to the achievement of downtown goals, and then operate it or sell it. Such projects might include the public components of the new hotel or the development of a new traffic-generating facility such as a restaurant/beer garden on the Broadway Plaza.
- Land banking. This is discussed more fully below.
- Solicitation of developers and negotiation of contracts with them to grant various forms of city subsidy to their projects, as proposed for the hotel and the life insurance company building.

-Coordination of downtown development data, plans and approval procedures to reduce the red tape that might otherwise discourage developers from considering downtown projects.

If the downtown is to be revitalized, the taxpayers of Tacoma will have to underwrite substantial investments that may not yield offsetting tax revenue increases for some time. One byproduct of a successful redevelopment process is a rise in property values in the Central business district, including the values of property owned by people who do not contribute to the redevelopment process.

The fact that they may get a "free ride" is no reason to limit the revitalization effort. The revitalization effort is being made for the benefit of all Tacomans, and the "free rides" do not affect its value.

However, the probably increase in property values caused by the taxpayers investment suggests the possibility of having the taxpayers benefit directly. They can do this if the city acquires properties that are likely to appreciate in value as a result of revitalization efforts. There are other reasons for the city to do this, some potentially more important than financial participation. One is control of the use and

development of key locations. Another is the development of catalytic projects.

FUNDING TOOLS

The highest and immediate priority be given to a full and thorough exploration of all ways in which the public sector can be involved in the funding and encouraging of downtown development projects--particularly in the very early and crucial pre-development stages where we cannot expect any meaningful private sector participation either local or national as pointed out earlier in this section.

We stated earlier that meaningful tax incentives and abatements and credits cannot be forthcoming from the City of Tacoma to potential downtown developers due to restrictions in the State Constitution. However, after discussion, we do feel that there are some innovative approaches that should be brought to bear on the downtown development process--even though we are quite aware that the real answer for maximizing the development potential for downtown Tacoma may lie in the enactment and creation of enabling legislation which will open development inducements such as tax abatement incentives, tax increment financing and the like.

One of those existing development tools

or aids which the City of Tacoma may now engage in would be utilization of the city's revenue bonding power and/or general obligation bonding power. Given a scenario which could put together a project area in substandard and underutilized locations in the downtown and given the sound legal basis for establishing a necessary public purpose, use of the city's bonding powers in these two instances could very well be utilized to provide the necessary up-front money for either land acquisition, demolition, or site improvement and infrastructure development. This approach would most certainly be enhanced if the development project in question could bring with it in the early stages the necessary anchor tenant or takeout which would assure a meaningful revenue stream once the development were completed. We cannot stress too strongly that utilization of the city's bonding powers if at all possible should be brought into play so that those early risks of predevelopment financing may be undertaken by the City of Tacoma, which we believe to be appropriate, rather than seek the private sector's involvement in the early stages of this type of financing which we have previously stated would be rather unrealistic to expect.

Another way in which the City of Tacoma could make participation by the private sector in the development of a downtown

project or projects more attractive would be to enter into a "payment in lieu of taxes" arrangement with a potential developer. The following hypothetical would illustrate this approach: Without altering in any way the overall taxes due on a building improvement, the city could (where for instance a hotel might be involved) agree, pursuant to contract with the hotel developer, that his tax payments will be scaled down in the early years of the project when the return on income and cash flow is more precarious than at a later time and gradually increase the tax payments to a time when the income stream from the hotel can afford the full absorption of the tax duplicate. In this way, the overall tax revenue from the City has not been compromised, but the timetable for payment has been revised to make those early years in the life of the project a bit more conducive to a more realistic cash flow for the developer.

The State of Washington does not allow tax-increment financing. However, it appears that the City could simulate the effect of tax-increment financing through the following vehicles:

1. The City condemns redevelopment property pursuant to an urban renewal plan.

2. The City clears the land and leases it to a private user, say an office developer, for a nominal rent during, say a ten-year period, and a higher rent later that is a function of then-appraised market value of the land. By doing this, the developer can save the financing cost of the land, which should reduce his breakdown rental by approximately five percent. Although this is not as large an incentive as a property tax differential, it is not inconsiderable.

We believe that the City could charge the land-lessee (building owner) payments in lieu of taxes, so its only subsidy would be the land writedown. And, if the downtown revitalization program achieves its contemplated results, the City would recover the writedown later through ground rents that cannot be achieved today.

The City's involvement in such a program could be financed by a combination of General Obligation bonds, revenue bonds, to the extent supportable by the low ground rents, and, if necessary, resale of the leased fee positions to private investors.

City Development Districts

Legislation could be adopted which would permit incorporated municipalities to create assessment or development

districts and authorize them to place general assessments on properties for public improvements. The statute could also allow more than one improvement to be financed by such assessment at the same time. Any assessments would have to be approved by the local governing body of the municipality and such improvements would be financed by assessment bonds. Normally the types of public improvements which a municipal corporation might finance by assessment bonds through the utilization of assessment districts would include streets, alleys, retaining walls, lighting, sprinkling, sweeping and cleaning of streets, the planting, maintaining and removing of shade trees, etc. These assessments may be levied by a percentage of the tax value of the property assessed in proportion to the benefits which may result from the improvement and/or by the front foot of the property abounding and abutting on the improvement. The law could also allow the municipal corporation to assess half of the acquisition costs of appropriating private property. The assessment of district development approach can be relatively easy when there is general agreement concerning the need for improvements and when the assessments do not create a burden upon residents and owners. Many view this approach as equitable since the people profiting the most from the improvement have to bear the cost.

Non-Profit Development Corporations

It is becoming commonplace today for major business interests in a given city to organize a private, non-profit association and provide significant levels of funding to the association in order to allow it to encourage and catalize the development of significant downtown and neighborhood mixed-use development opportunities. In such a way, the private sector has come forward with monies for much of the pre-planning and administrative operating costs which are necessary to launch any significant downtown mixed-use project, even though they do not meet the most critical of the predevelopment financing needs--land acquisition and financing.

In Tacoma there has been a lack of meaningful private business involvement in this type of preplanning assistance. The Downtown Tacoma Association, a 160-member private non-profit corporation, is keyed to sponsoring special event functions on a continuing basis to enhance the selling climate for the retail merchants in the downtown area. The Association is not adequately funded for meaningful participation of the private sector in downtown development. As for other portions of the private sector in Tacoma participating in development financing, particularly in land acquisition, neither the finan-

cial institutions, the major lenders, nor the major corporate entities are structured for, or disposed toward, a redevelopment project which is not part of its corporate needs.

FUTURE LEGISLATION--STATE OF WASHINGTON

Over the past two decades in this country, a significant exodus of businesses and high income earning people from the central business district and inner city areas to the outlying areas has occurred. What generally results from this is the creation of a very significant gap in the income earning capacity of a city and also the creation of a marked schism between the quality of educational facilities and services provided in the city areas as compared to outlying areas. This has a direct and very depressing effect on the market potential in downtowns for such ultimate re-uses as retail and residential.

The problem is further compounded by the inability of the City of Tacoma, because of legal prohibitions, to offer the necessary type of tax relief incentives to attract significant downtown development, both of a residential and non-residential nature.

It became obvious at the very inception of our discussions with public and private and civic leaders over the

past few days that the State of Washington offers no meaningful inducements to private development in city redevelopment projects--or apparently, for that matter, in any development projects in the State. Therefore, we believe that some thought should be given to future legislation which would enhance the City's ability to attract developers in a meaningful way to the most critical downtown development projects. The following represents only a few of the types of legislative programs which might be considered for future enactment:

The enactment of an impacted cities type act which would permit the local government body of a community to create a private, non-profit development corporation in a city which has felt the impact of the urban crunch and which can delineate substandard, underutilized and blighted areas appropriate for development with such a private, non-profit development corporation being given the power to grant tax abatement and to request the City to use its power of eminent domain for land acquisition. However, this tool does not insure the generation of adequate predevelopment land acquisition financing.

Tax increment financing can provide a substantial amount of front-end capital needed to make most renewal projects

actually economically feasible and attractive to private developers and investors. The theory behind the tax increment financing approach is simply that successful major development activity will result in an increase in assessed valuations in a project area and the increase is thus translated into higher tax payments to the taxing jurisdiction. Under the tax increment financing this increase is temporarily diverted to a fund established to pay back bonds which are issued by the municipality in order to finance the project redevelopment activities.

Small community improvement corporations could be utilized as a vehicle whose purpose would be to advance, encourage and promote the industrial, economic, commercial and civic development of the community or an area. This community improvement corporation, a non-profit corporation, could serve as a conduit through which tax-exempt financing is made available to private enterprise through industrial revenue bonds. We have been advised that, presently, industrial revenue bonds can be used only for public purposes. The community improvement corporation under this type of approach would be given a wide range of power such as the right to borrow money, issue bonds and secure them, make loans, acquire, lease and otherwise dispose of real and personal property and other assets, acquire real estate,

and acquire, construct, operate, lease and dispose of industrial plants or business establishments, and so forth.

Two additional mechanisms to assist redevelopment are proposed.

First, a Community Development Finance would provide equity investments to cover non-self liquidating, frontend costs of redevelopment. Federally supported debt instruments that are currently available for redevelopment such as the Local Development Corporations of the Small Business Administration, Small Business Investment Corporations (SBIC's) and Minority Enterprise Small Business Investment Corporations (MESBIC's), cannot absorb these costs nor can private capital

Several obstacles exist to the implementation of a community development finance corporation in the State of Washington. Constitutional prohibitions against the pledge or loan of the State's credit and vagueness of public purposes tests where private developers are involved will have to be addressed. Several steps are appropriate. First, legislation modeled after the \$10 million Massachusetts Community Development Finance Corporation should be drafted. If pos-

sible, an advisory opinion should be sought from the State's highest court on the constitutionality of such legislation. Third, such legislation should contain a clear delineation of need and emergency conditions and the necessity of public intervention in the development process. Fourth, a mechanism under such a state corporation to insulate public debt from redevelopment projects should be created.

A second mechanism would provide for the economic integration of housing in the central business district or residential districts through the creation of a State Housing Finance Corporation. The justification of such a corporation is to provide rental units at a cost which will promote economic diversity of residential populations. A housing finance corporation could consolidate the allocation of a variety of federal subsidies to provide a mix of low, moderate and market rate units in a single project with the particular mix appropriate to surrounding uses. Subsidies to be consolidated and allocated through such an instrument would include Section 221 (D) (4), Section 8, and federally assisted housing programs for medical personnel. The State of Washington does not seem to have such a mechanism. A Housing Development Finance Corporation would be able to

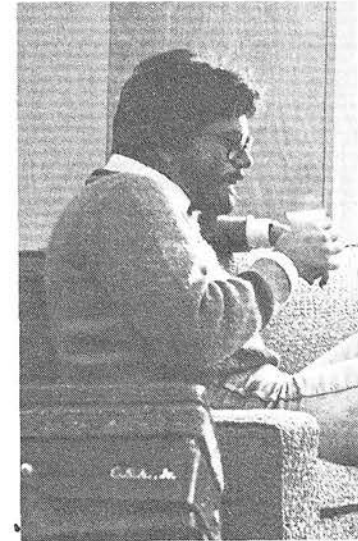
offer several subsidies to private developers to promote a diversity of populations in the central business district, take advantage of the superior bond rating of the State as well as provide a low interest rate with the State as mortgagee. Three models in operation ought to be examined to create a Washington Housing Finance Corporation, the Massachusetts, New York and Ohio Housing Finance Agencies. There may be others as well. All of these corporations provide incentives to private developers and decentralize the development effort so that the State is providing financing and assisting development rather than carrying out, constructing, managing and monitoring the development itself.

Neither the community development finance corporation nor the housing development corporation are substitutes for existing federal development program. These mechanism fill a gap in public instruments to assist development and provide a full range of incentives and support mechanism for the development process.

R/UDAT TEAM

MICHAEL CUNNINGHAM, AIA, Team Chairman

The chairman of the Tacoma R/UDAT is a New York City architect and environment/urban designer. He has participated in previous R/UDAT visits to Vancouver, Wash., and St. Louis. A native of York, Pa., he graduated from Penn State University College of Arts and Architecture and Università degli Studi di Firenze (Florence, Italy) cum laude in urban design. His diverse experience includes work as a designer for a Florence architect, researcher for a Department of Transportation project, consultant in Virginia and Georgia, and committee member in the Institute of Traffic Engineers and the AIA. The 34-year-old team leader has exhibited at the Museum of Modern Art, New York City, and has authored numerous articles in architectural and other professional publications. He has also found time to teach architecture at the University of Kentucky, Virginia Polytechnic Institute & State University, and at City College of New York where he is presently adjunct professor of architecture and environmental design.



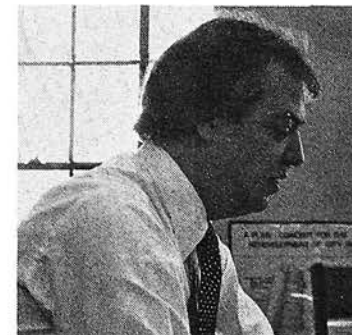
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A member of UNIPLAN, a partnership of architects, engineers and planners in Princeton, N.J., he is chairman of the R/UDAT subcommittee of the AIA Urban Planning and Design Committee and former vice president of AIA.



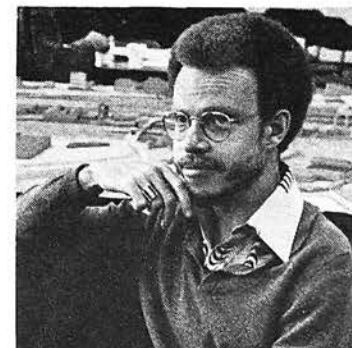
GARLAND S. ANDERSON JR.

A planner and private developer from Houston, he owns the Anderson Group, specializing in inner city housing and mixed-use developments. A graduate of the University of Texas, he received his M.S. in community and regional planning. He has directed residential, commercial, institutional Land and Urban Planning Projects, in 44 states and six nations.



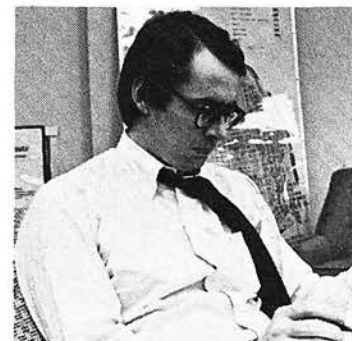
ELBERT BISHOP

A practicing attorney and city planner in Boston, he specializes in transportation and economic development. He is treasurer of the Center for Community Economic Development and is on the board of the Greater Roxbury Development Corp. He graduated from Morgan State University, received his M.C.P. from Massachusetts Institute of Technology and juris doctor from Harvard Law School.



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President of Broadacre Management Co., Chicago, real estate financing, consulting and brokerage. He specializes in real estate development and property management, including work as project coordinator, Water Tower Place development, a 3-million-square -foot multi-use building in downtown Chicago. He received his M.B.A. in 1969 from Harvard.



JOSEPH G. MADONNA, NAHRO

A public development official and attorney, he is presently executive director of the Capitol South Community Urban Redevelopment Corp., Columbus, Ohio. He has taught urban planning at Wright State University, Dayton, and has served as a general manager of a new town project in Ohio. He was instrumental in organizing for Detroit Renaissance Inc., a major revitalization development, and supervised land transactions for New York Urban Development Corp. A graduate of Manhattan College and Fordham University School of Law, he was previously attorney-advisor for the U.S. Department of Housing and Urban Development (HUD).



PETER M. HASSELMAN, AIA

An architect and urban designer for Skidmore, Owings and Merrill in Washington, D.C., he is deeply involved in teaching and journalism. A graduate of the University of Illinois, he has taught architectural design at Catholic and Howard universities. As a member of the AIA Urban Design & Planning Committee, he has participated in R/UDAT efforts in Macon, Ga., Atlantic City, N.J.; Lansin, Mich., and Denver.



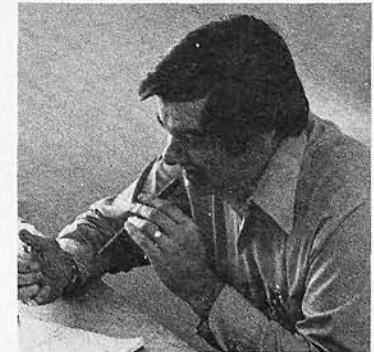
C. TODD HEGLUND, PE

A transportation engineer, he is a senior associate with Barton-Aschman Associates Inc., Minneapolis. He has a broad background as traffic and transportation planner and engineer, municipal engineer, and highway designer. His experience includes transit and parking studies, preparing environmental impact statements, working with private developers, and with state, county, and municipal highway departments. A graduate of Michigan State University, he completed graduate work in highway traffic at Yale University.



DON SHAW, PE

A waterways and shipping specialist from Pittsburgh, he is project supervisor in corporate consulting for D'Appolonia Consulting Engineers. His primary interests lie in the application of engineering mechanics and systems analysis techniques to facilities requiring a multi-disciplinary approach to achieve optimal total design objectives. His expertise is directed toward major geotechnical, offshore and coastal, mining and nuclear projects. He received his M.S. in applied mechanics from Case-Western Reserve University, Cleveland.



PETER C. McCALL, AIA Public Relations

A journalist from Washington, D.C., he edits the AIA MEMO newsletter and assists with R/UDAT public relations. A native of Chattanooga, Tenn., he was business editor of the News-Free Press before working for a U.S. Congressman, the federal government, and a travel trade association.



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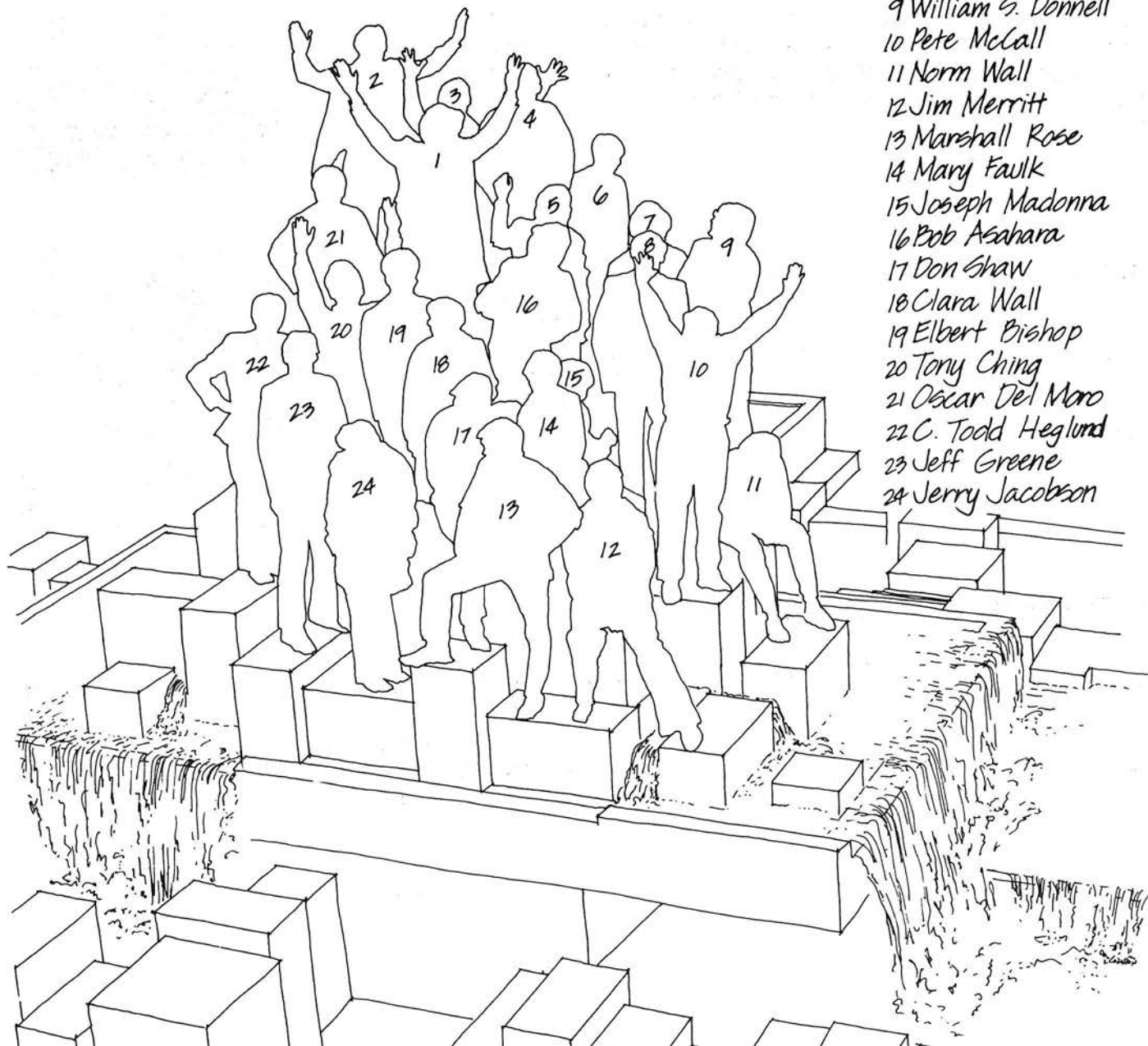
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- 24 Jerry Jacobson





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SUPPORTING ORGANIZATIONS PROVIDING FINANCIAL SUPPORT

City of Tacoma

Downtown Tacoma Association

Tacoma Chamber of Commerce

Port of Tacoma

Southwest Washington Chapter,
American Institute of Architects

SUPPORTERS PROVIDING MATERIALS AND SERVICE

William Swensen, Developer
Puget Sound National Bank
Air National Guard
Lanier Business Products
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Pacific Door Company
SACHA Stationery Store

H.D. Baker
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Aaberg Rentals
Tacoma News Tribune
Doric Motel
Pie Patch
Team West

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THE TACOMA R/UDAT TASK FORCE

A task force of local architects was set up in June, 1977, to make application to the National AIA for a R/UDAT Study. After approval by the AIA, the task force was expanded to include members of local organizations involved in urban planning.

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TNT
TNT
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Tacoma Community Organizations
Tacoma Community Organizations
University of Puget Sound
Washington Environmental Council
Tacoma Mall Corporation
Tacoma Black Businessmens' Association
Pierce County Association of Real Estate Brokers
League of Women Voters
Municipal League of Tacoma
Civic Arts Commission
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Growth Policy Association
Tacoma Chapter Associated General Contractors
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Central Labor Council
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Tacoma Planning Commission
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Tacoma Planning Commission
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