

TACOMA R/UDAT1998Regional/Urban Design Assistance TeamApril 27, 1998

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FOREWORD

The Urban Planning and Design Committee of the American Institute of Architects has conducted Regional/Urban Design Assistance (R/UDAT) projects in more than 150 U.S. cities since 1967. Each one is unique. This Tacoma R/UDAT is no exception.

Tacoma is one of a handful of cities to host two R/UDATS. The first one in 1977 contributed many ideas incorporated into Tacoma's downtown development.

Each R/UDAT Team is specially tailored to address the issues presented in a specific project. This Tacoma Team includes seasoned professionals in planning, urban design, architecture, social services, and real estate economics.

The Team was invited to Tacoma by a coalition of community and city leaders and the Southwest Washington Chapter of the American Institute of Architects to take a fresh look at an area of approximately 20 blocks between downtown and the new University of Washington Tacoma (UWT) campus. The study area, surrounded by areas on the verge of dramatic change, is believed by many Tacomans to have great potential—as well as some problems. The Team's challenge is to clarify and develop the potential and to overcome the problems.

Thanks to the excellent work of the local R/UDAT Steering Committee and the support of dozens of students and volunteers, the Team has gained a very good understanding of the potential and the problems of the study area in a very short time.

During our four-day visit, Team members listened to the concerns, ideas and hopes of Tacoma citizens, business people, community leaders, and public officials whose activities and plans affect life in the area. They toured central Tacoma on foot, by plane and car, and reviewed plans, reports and studies done during the last several years. They examined projects on the drawing boards, including the Thea Foss Waterway and UWT.

Based on what the Team heard, saw and read, the proposals range from broad planning guidelines to specific development projects, from housing strategy facilities to an international trade and cultural center.

This is *not* a comprehensive plan. Some major issues—such as the siting of a new police headquarter and citywide housing policy—are not addressed. Social service providers are accommodated within the proposals, recognizing that the final decisions regarding their future locations are beyond the scope of the R/UDAT Team. Many of the proposals are intended to provide debate and further exploration, not immediate acceptance.

The Team listened carefully and took what they heard seriously. The proposals present an exciting vision for central Tacoma and ideas that may be useful throughout the city.

R/UDAT Tacoma 1998



This document was prepared at the conclusion of a visit by a Regional/Urban Design Assistance Team (R/UDAT), a multidisciplinary team of specialists assembled by the American Institute of Architects (AIA), brought to Tacoma by the Southwest Washington Chapter of the AIA.

Additional copies may be obtained by contacting the chapter at:

502 South 11th Street Tacoma, WA 98402 Phone: (253) 627-4006

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PAST & PRESENT



"We're very proud of the city we have here."

PAST & PRESENT

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R/UDAT Tacoma 1998

PAST & PRESENT

Just after the turn of this century, the economic center of Tacoma was located in the general area of Pacific between 15th Street and Union Station. The city, rooted in the comings and goings of the new railroad, bustled about the copper-domed station. Immigrant community districts thrived.

Tacoma's economy boomed in the 1880s. Building after building was erected by investors who expected the commerce district to expand southward along Pacific Avenue.

Then came the Wall Street Panic of 1893 that closed many of Tacoma banks and businesses. Financiers sought to recoup their losses by converting one-time commercial buildings into residential hotels, combined with street-level businesses that tended toward transient trade—pool halls, bordellos and saloons. Although the city recovered from the depression, this stretch of Pacific Avenue was permanently changed. The businesses and financial institutions never returned. The neighborhood became notorious for cheap rental rooms, frequent criminal activity, and structural neglect.

Another boom and bust cycle began about 1910 and ended at the end of the 1920s. The nationwide depression of the 1930s was felt in Tacoma as half of the lumber mills closed. Again the city recovered, but opportunities for new growth of industry or retail never occurred in this area south of the central business district.

Diversion of retail activities to Tacoma Mall, along with an earthquake in the mid-1960s, led to more vacant and damaged buildings. By the turbulent 1970s, the area became a source of inexpensive space used by churches and social agencies. Plans by occasional investors fell through because of high costs of restoration. The historic buildings were crumbling and nobody could afford to renovate them.

In 1985, attempts were made to discourage homeless people from using buildings as flophouses. Windows were boarded up, although the boards frequently were removed. Historic preservation groups sporadically tried to raise interest in restoration, but buildings continued to disappear behind the demolition ball.

In efforts to restore Tacoma's connection with the rest of the world, rail, overland, air and water transportation have been greatly improved in the past decade. Tacoma's eminence as a world-class city is particularly visible in the Port of Tacoma.

National and international companies such as Weyerhaeuser, Frank Russell Co., and Sealand, continue to operate out of the city. Plans for downtown enhancement include a new modern bridge connecting to the Port of Tacoma, a proposed art museum, Thea Foss Waterway improvements, and the Chihuly Glass museum.

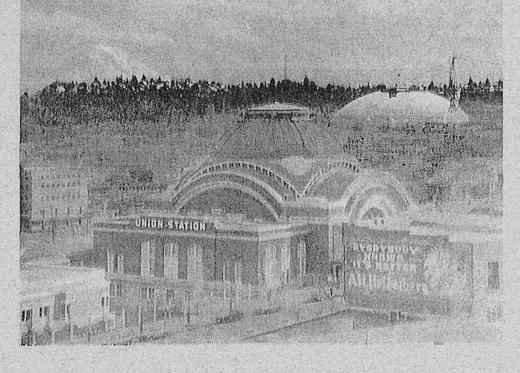
Still, the core area—the city's very center—has yet to reflect positively the new opportunities. There has been a paradigm shift with which Tacoma's downtown must come to terms.

This study includes the general area bounded by South 13th Street to South 17th Street and by A Street to Tacoma Avenue centered around the 15th Street corridor.

A previous R/UDAT study in 1977 instigated construction of the Sheraton Hotel and Financial District, as well as the improvement of the Theater District and Broadway Plaza to the north, which was followed by restoration projects to the south—including the Union Station/Warehouse historic district and the University of Washington Tacoma.

What now requires attention is the target area of this study—Tacoma's broken link—the neglected 20-block core of the city's center. The future of Tacoma lies in the efforts of residents and business people to support community leaders and city agencies to produce the revitalization of this area that will tie together all of downtown Tacoma.

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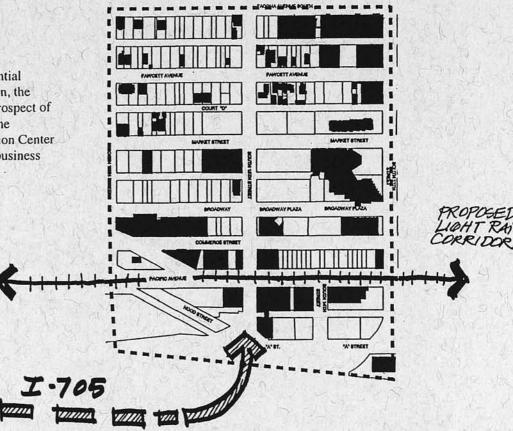
"The whole hillside has a great view of Mt. Rainier. . . you've gotta keep that."

"We shouldn't pretend that it doesn't rain."



The Market is Moving the Right Way

Tacoma is sharing in the robust Northwest economy. Substantial investments have been made by the University of Washington, the Washington History Museum and the Federal Courts. The prospect of development along the Thea Foss Waterway; the light rail line traversing the study area; expansion of the Tacoma Convention Center and relocation of the Tacoma Art Museum have stimulated business and residential investor interest.



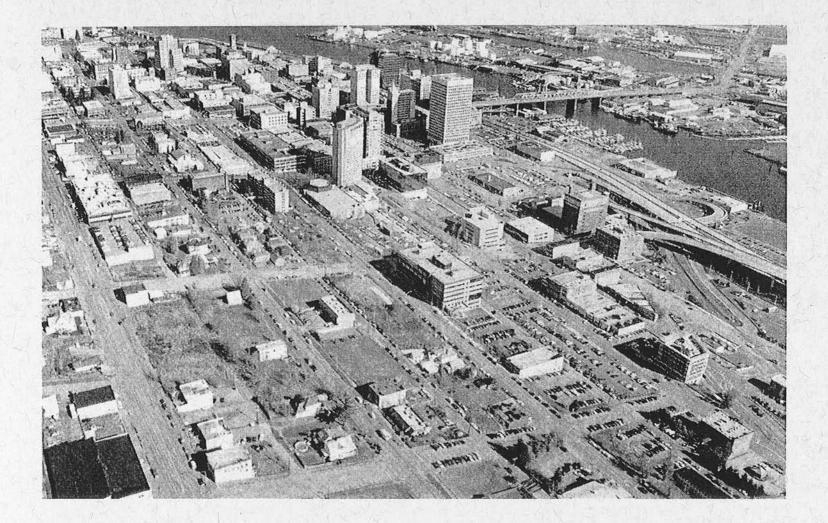
Access To and From the Area is Excellent and It will get better

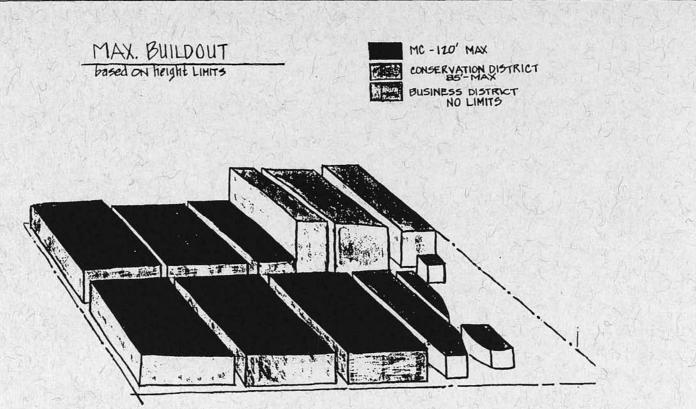
The area abuts downtown and the cultural hubs of Tacoma. Freeway ramps connect the area to the rest of the region. The area will be served by the new regional commuter rail system. The area can be developed to encourage bicycle and pedestrian movement.

The Views Are Great

The study area offers outstanding views across the Puyallup Valley to the Cascades and Mt. Rainier. Thirteenth, 15th and 17th streets are natural view corridors; future development can be sited to ensure maximum enjoyment by residents, workers, and visitors in the area.

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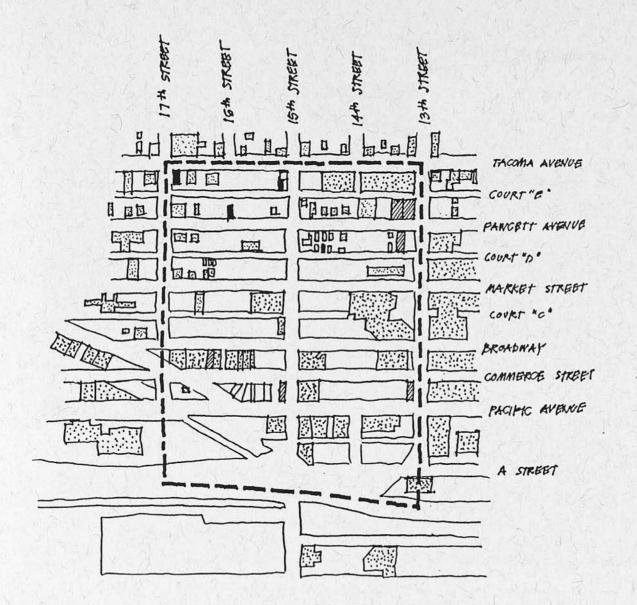


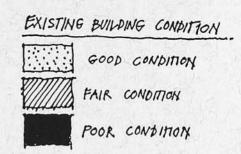
The City Government is Used to Bold Initiatives

The City of Tacoma has a tradition of promoting development to benefit Tacomans. Such initiatives as the Convention Center, the Thea Foss Waterway project, the Enterprise Community program, and its strong voice in the regional transit program characterize a pragmatic city council willing to take risks when it believes that Tacomans will benefit.

Most of the Area is Undeveloped and Underdeveloped

Surface parking and vacant land comprises roughly 55% of the area. Substandard, non-historic buildings add another 1%. There is ample opportunity for residential, business and cultural development without displacing people or existing business.



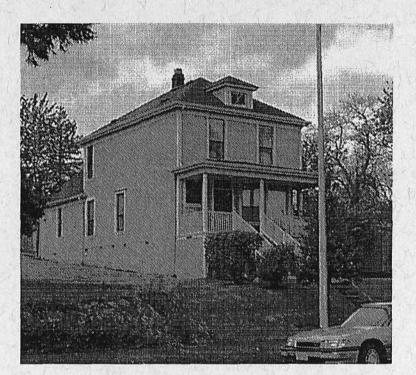


Tacomans are Proud of Their Community and They Care About Downtown

The R/UDAT Team was struck by the passion and clarity of viewpoints expressed by people from all walks of Tacoma life.

The Area Still has Its Historic Character

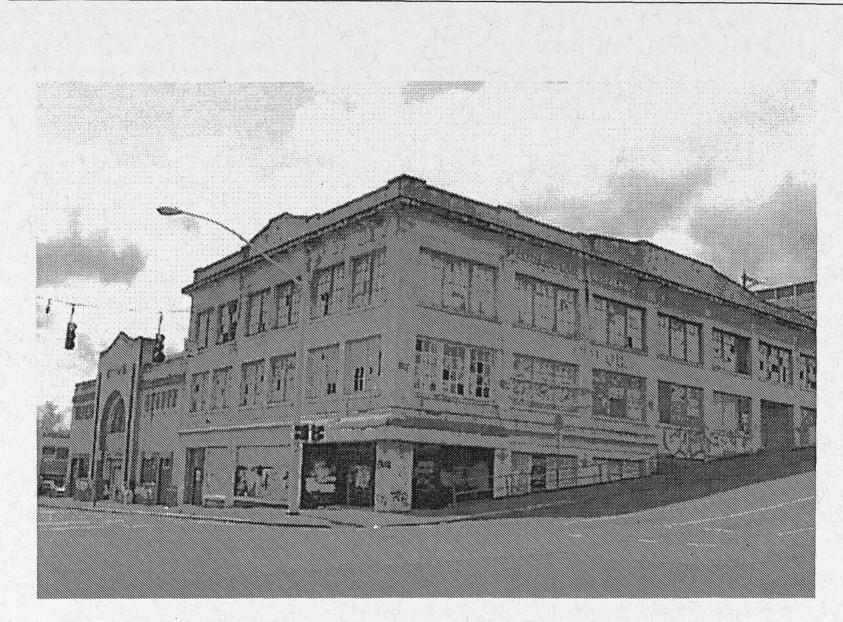
Despite substantial demolition and several new buildings, the area shows ample signs of its historic industrial and commercial past. This is one of the few areas of Tacoma that can amplify the City's history during redevelopment.



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Tacomans Care About Each Other

Citizens and public officials alike stressed the importance of developing the study area for the benefit and enjoyment of Tacomans of all cultures and economic levels. The Team got a clear instruction to ensure that its proposals increased opportunities for low and moderate-income people, small business and local artists and cultural institutions, and include ways to bring people together.



The Lots are Tiny, the Streets are Big

Most of the land in the area was subdivided into very small lots in the nineteenth century and sold to various parties. Assembling sufficient land for substantial projects is a daunting task for private developers. On the other hand, the same subdivision created street rights-of-way that are very wide for their present uses.

The Area is Competing for Scarce Public Resources

The City of Tacoma has substantial investment in other projects, such as the Thea Foss Waterway project, and has an ambitious capital improvement program. Other public agencies have made substantial investments recently and should not be expected to do more in the near future. Despite the City's commitment to revitalizing downtown, t will be hard-pressed to make major investment in the area soon.

The Controversy Over the Future of Social Service Providers in the Area is Adversely Affecting Private Investor Interest

The area houses several nonprofit agencies that serve the homeless and other people in need. The issue of retaining or relocating these agencies has consumed substantial energy from parties on both sides of the issue. As long as the controversy persists, it will divert attention from broader revitalization plans.

Projects Planned and Underway Elsewhere in Tacoma May Absorb Housing and Other Uses Otherwise Appropriate for the Study Area

Projects already proposed would add 838 housing units, 309,000 square feet of retail space and substantial entertainment facilities to the city, which is experiencing only modest growth. Development plans for the study area should reflect this.

The Area is Perceived as Unsafe

Partly because of its history and partly because of the lack of street sidewalk activity, the area has a negative reputation. While the data show that the reputation is unfounded, the absence of activity deters pedestrian movement through the area. It is a lonely place.

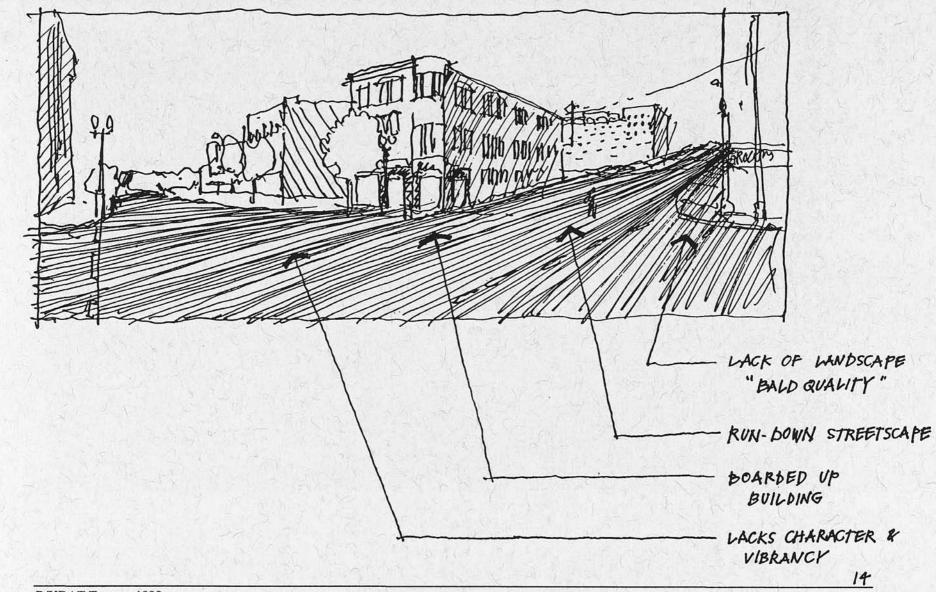
Many of the Existing Buildings are Potentially Attractive, but they are also Dilapidated

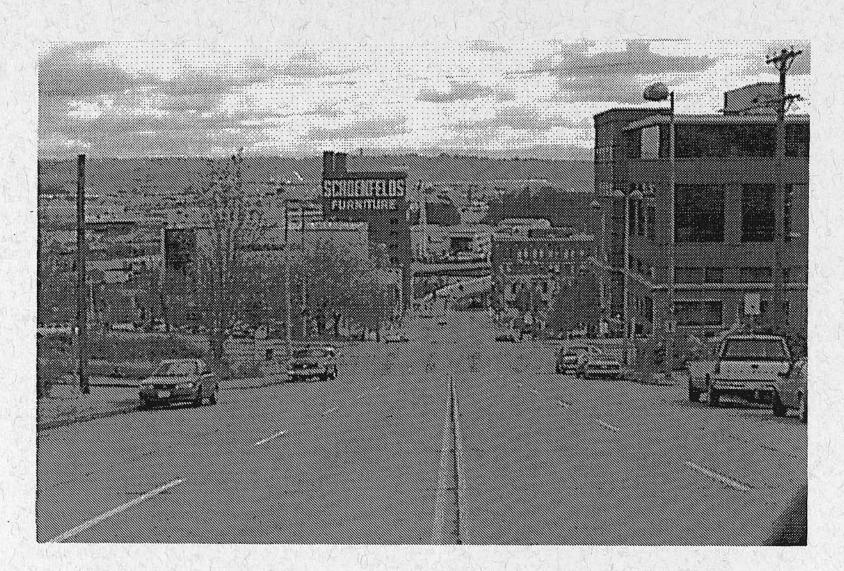
Renovation and code compliance will be very expensive, limiting potential reuse options. Nevertheless, these buildings are part of Tacoma's link to its past.

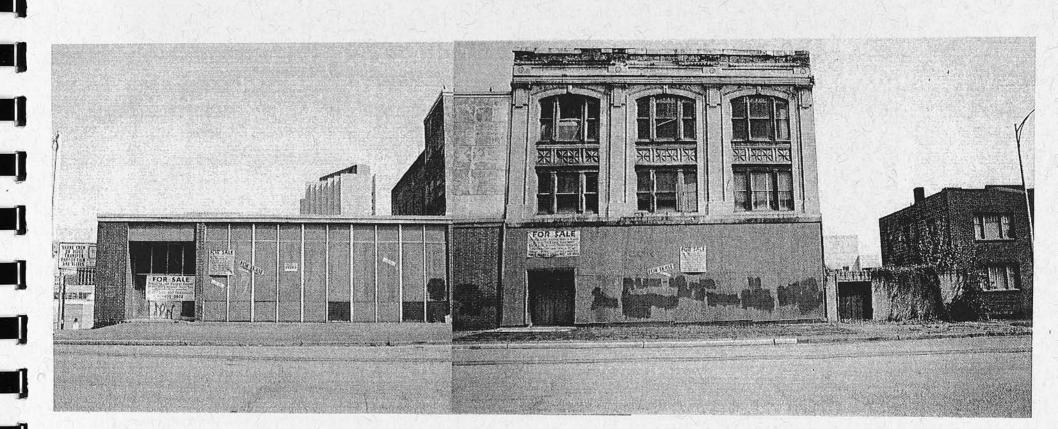
When it Comes to Marketing Tacoma, There are a Lot of Cooks, but no Single Recipe

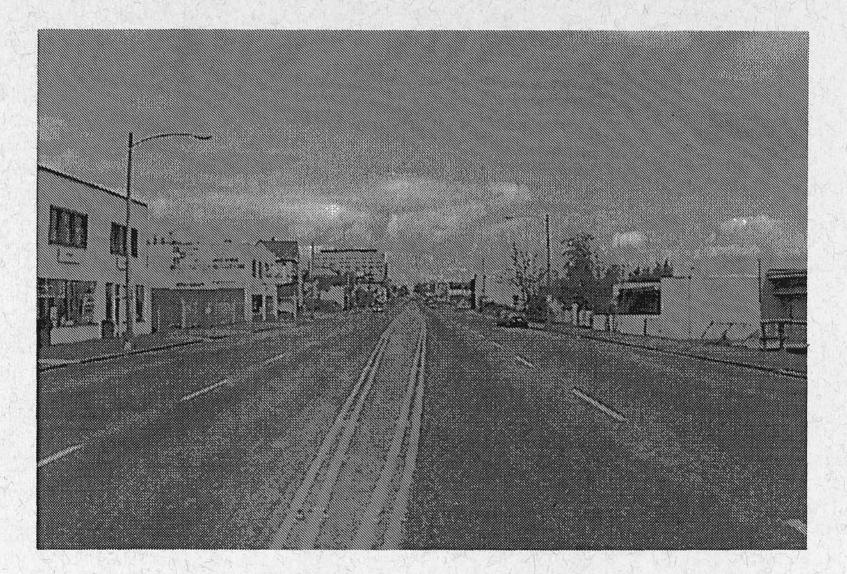
A number of public and civic organizations are engaged in marketing downtown Tacoma and its institutions, conventions, new business, visitors, international trade and other purposes. It appears that these programs lack a consistent theme and overall strategy. This results in dilution of impact and inefficient use of resources. This in turn can hamper marketing efforts on behalf of the study area. Ņ

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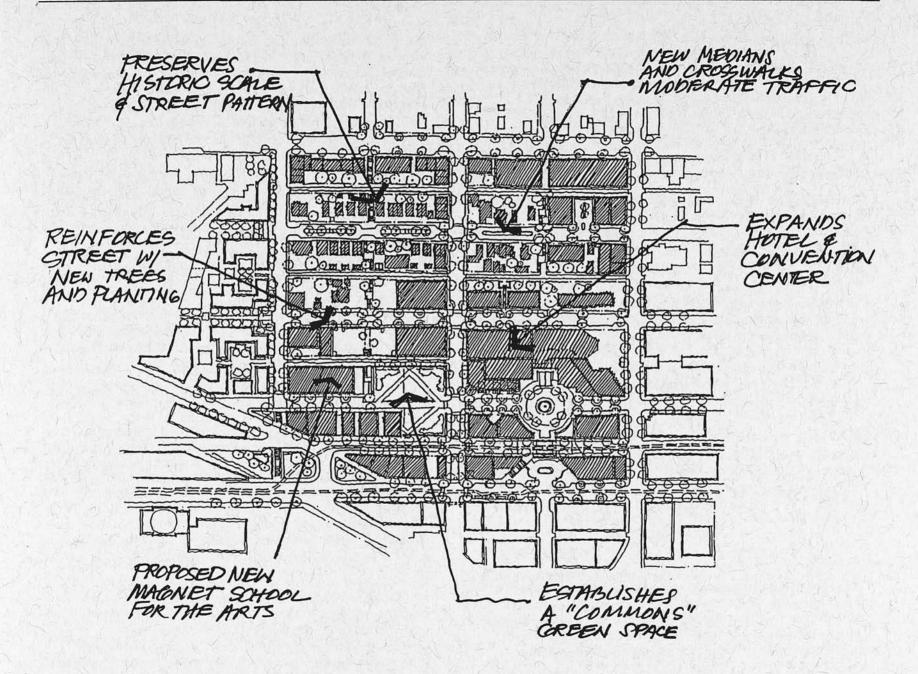
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"You've gotta look at the overall picture, folks . . . lot of beautiful things going on . . . expand on it, play with it."

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Paradigm Shift

Since the 1977 R/UDAT, Tacoma has had to face a significant change in the world's economy and in its own regional demographics. Despite the loss of retail businesses from downtown and the dissipation of its traditional industrial base, Tacoma has captured new markets for trade and service industries.

Rebirth of the Port

Even through these changes, Tacoma has continued to see itself under the shadow of Seattle, benchmarking its progress and its very identity against its largest neighbor in Puget Sound. Apart from the obvious frustrations this comparison creates, in deferring to its dominant metropolitan neighbor Tacoma is missing opportunities for which it is uniquely suited.

A city surrounded by nature with the deepest sea water port in Puget Sound, a center of global trade, and a local urban hub, Tacoma is primed to take advantage of the fundamental changes in the world around it. However, before that promise can be realized, Tacoma must acknowledge that the reality underlying many of its old self-perceptions have changed: There has been a Paradigm Shift. The observable consequences and opportunities of this shift form the organizing principles for this R/UDAT's recommendations to the citizens of Tacoma.

The primary themes in this Paradigm Shift include Tacoma's role as an International City, the new demography for downtown housing, its unique location in the region, livable city, lack of congestion, affordable land, the need to recast a public-private partnership, and downtown Tacoma's unique placement in Puget Sound.

International City

Tacoma has a great opportunity to address its international image with the expansion of the World Trade Center. Many business people come from around the world and their impression of this city and, perhaps, the region are formed by what they find. Tacoma's role as a global commerce center should figure in its self-perception and planning. The World Trade Center is a great opportunity to maximize Tacoma's visibility. Although the actual spatial need for the World Trade Center is relatively modest, there is a great opportunity with the proposed new hotel development to feature it as a major landmark. The new hotel plans to identify the World Trade Center Tacoma though signage at its roof top. The retail and institutional services planned for the Hotel complex expansion will feature a Visitor/Orientation Center that utilizes "city sponsored" state-of- the-art technology to introduce Tacoma to visitors. This center will relate the points of geographical interest, the assets of the city and its people and convey facts that distinguish Tacoma from any other urban hub in the world.

Although this center will provide an important service to the international community, it will also be a major resource to Pierce county residents, other regional visitors and the citizens of Tacoma itself. Through the visible application of advanced technologies in this manner, Tacoma can show it is a fully integrated partner in the new information world.

The type of businesses suggested for the retail court along Broadway will also support the range of needs for the international business community including office and telecommunication services.

Public-Private Partnership

Any community in today's world that is competitive economically and offers a high quality of life has a successful public-private partnership. In the case of most American cities, there has been a tradition of private sector boosterism extolling cities' virtues. In the new global paradigm, American cities compete against cultures where governmental interaction with businesses for strategic advantage is much more integrated than the model to which we are accustomed. In this regard, Tacoma, like most other American cities, must constantly reexamine the public and private sectors working relationship.

Initially this reexamination will be, perhaps, the most step forward in working the new paradigm overall paradigm. This type of soul searching, which other cities like Chattanooga and Indianapolis have done, demands reshaping time-worn habits of interaction and expectation. Moreover, it calls for reprioritizing private and public commitments that may seem vested. Nonetheless, there is a sense that I

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while many businesses would support the resurgence of the R/UDAT site, their role in helping achieve this redevelopment is unclear.

The role of Tacoma's city government in its successful downtown revitalization is crucial. Tacoma has many options to expand its role to effectively encourage and sustain development that it should explore. Some more specific recommendations are offered in the Implementation Section of this report, which includes establishing Council representation on the Planning Commission, setting a municipal project review authority for all public projects, and culling support among businesses for design review guidelines to encourage and ensure high standards of quality in downtown development.

Business is in the unique position to invest funds in privately owned parcels. Fed by a fully funded \$50 million dollar Light Rail system, however, it is also in the best position to advise elected officials of the type of policies that encourage private development, forecast market trends for the future planning and actually recruiting other businesses to the area. In many instances, businesses are best poised to sustain the arts or other urban quality of life institutions through their philanthropy.

But the paradigm for downtown Tacoma has shifted. Just as coal workers measured air safety quality with the canaries they kept in the mines, world travelers universally measure the health of a city, and even a region, by the vibrancy of its downtown. For Tacoma, public and private sectors, this means that the strategic planning of the downtown must have a sustained and continuous priority.

Moreover, the community cannot be satisfied planning and implementing one major project at a time. A bold, coordinated and comprehensive plan must be government's duty, businesses duty, and the residents duty. In such an environment, neither government, businesses, nor residential communities can be timid if a successful, sustained community is their common goal.

Recasting the Image of Downtown

The traditional uses of downtown as centers for pedestrian retail has been marginalized, some feel permanently, by the introduction of the automobile and suburban expansion. For many groups in the population, primarily young professionals and empty nesters, the fabric of urban cores are attractive, positive options for living. In addition, many other population affinities find downtown urban living their preferred choice.

But this means that the City government, service industries and financial institutions must encourage at the facile development of housing as infill and adaptive reuse in the city core. Tacoma has beautiful topography, grand streets, burgeoning cultural offerings planned Light Rail and potential natural trail linkages that can leverage into viable urban neighborhoods.

Regional Amenity

Many cities are recasting their downtowns as the "best location for the best of everything." For Tacoma, this statement extends well beyond the downtown boundary. Centrally located within Puget Sound's natural beauty, Tacoma's downtown is a natural haven for citizens who love both urban living and natural surroundings. Specifically, R/UDAT recommends downtown linkages to a larger regional trail system. But there is a more basic, character-defining aspect of the city's natural surroundings that should inform Tacoma's identity and image.

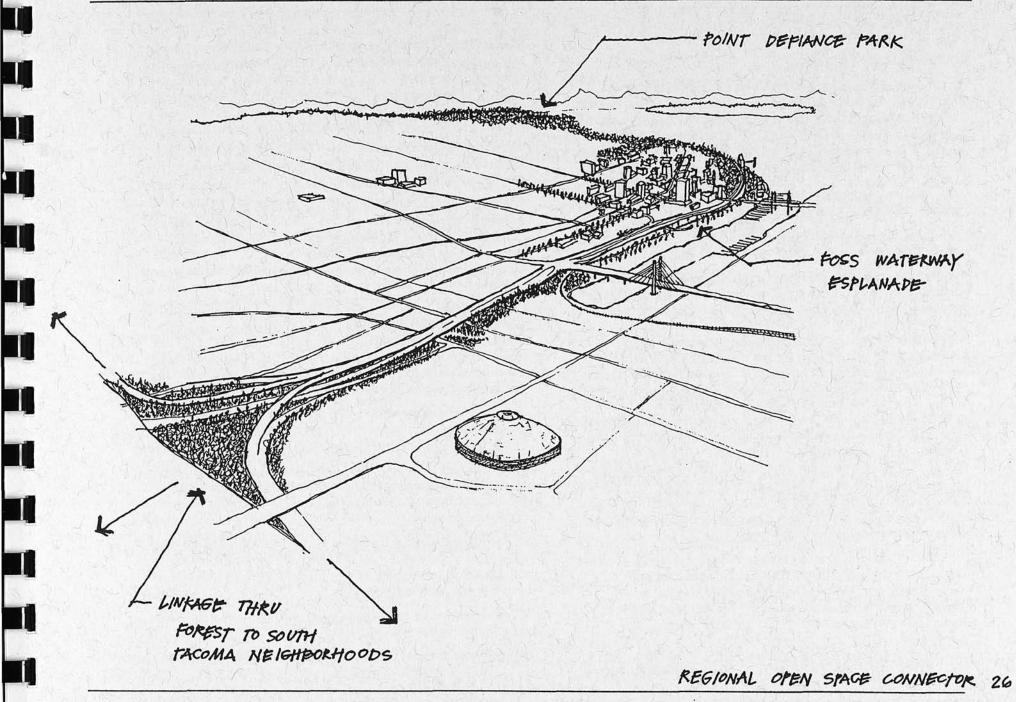
Plan Features

- Organizes a mixed-use district featuring a variety of scales, textures and building types which take advantage of the slop and views to the mountains, port and waterfront;
- Establishes a unique urban neighborhood for persons and families of varying incomes and lifestyles;
- "Greens up" the area with extensive use of trees and other vegetation, as seen in other Tacoma neighborhoods;
- Proposes a site and configuration for an expanded convention center, a second convention hotel, and an international trade and cultural center;
- Preserves the historic street pattern and view corridors;



I'd like to create a mural down here in Tacoma that incorporates the Cascades, the Olympics, but with a focus here. It would be a community project involving the homeless, the kids..."

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Gateway Identity/Image

The major entry point into the R/UDAT area from I-705 will be at 15th Street. A special gateway design using environmental art should create a distinct sense of arrival at the Pacific Avenue intersection and extend up along the entire length of 15th Street between Pacific and Tacoma avenues. A thematic Art Walk will have other distinct gateways located at the cross streets of Broadway, Market Street and Fawcett Avenue.

Freeway Access

R/UDAT area access from I-705 provides motorists a range of visual and traveling experiences which enhance their arrival.

The directional signs on the interstate should be modified to provide a wayfinding function to guide visiting motorists to the R/UDAT area and other downtown destinations. If variable message signs were installed, special event routing could be accommodated. For example, special routing via the 14th and 15th Street ramps might be used to direct visitors either to the front door of the new hotel or, alternatively, to the convention center parking above Broadway. At other times, the city may prefer to route visiting motorists, regardless of their downtown destination, via 21st Street to Pacific Avenue to show off the best new buildings in the Museum/University district. These variable message signs should be considered in future Intelligent Transportation Systems by the city.

District Linkages

The design concept for all gateways should reflect the unique aspects of Tacoma's past and aspirations for its future.

The R/UDAT area site has strong existing linkages and more potential connections to adjoining districts. This area forms an effective intersection between residential neighborhoods to the west, the entertainment and governmental districts to the north, the arts district to the east and a new, bold university presence to the south.

The fundamental challenge of this R/UDAT to fix the identity, character and function of this bounded area in a manner that complements and reinforces its neighbors.

Regional Open Space Connector

The recreational challenge is to connect Point Defiance Park along the Commencement Bay shore, South Tacoma neighborhoods and downtown Tacoma to the waterfront.

While the opportunity to connect the urban "working waterway" to the regional path system is real, there are some obstacles. Access to Point Defiance Park requires coordination with the Ruston community. Moreover, there are several points where the bluff is at the water's, requiring additional construction and, possibly, cliffside boring along the path.

Closer in, a plan is needed to create a greenway connection between the south end of the Thea Foss Waterway and the neighborhoods around Interstates 5 and 705. The southern link would connect along the east side to South Tacoma's historic Water Ditch Trail. The second branch would follow the T & E gulch up to McKinley Park. On the east side, the trail would require a combination of road and open space connections.

Downtown link to the Thea Foss Waterway Development

The opportunity for synergy between the downtown and waterway project by creating a recognized and celebrated connection should not be squandered. This recommendation takes advantage of a key feature that is uniquely Tacoman.

Given the intent to create a nexus of districts in the R/UDAT area, 15th Street is the logical connection. In addition to generating local activity, this connection can establish a major portal from the region via the proposed area greenway system.

The waterfront connector would infuse the R/UDAT area with a real attraction for visitors from around the world.

To implement this path, the Team recommends establishing an "Art

Walk" and enlisting local, national, and international artists to produce urban and environmental art from the Waterway Park up to Tacoma Street along 15th Street. The art work should primarily inhabit the right of way and be of a nature that does not physically impair the normal public use of the street. However, the work should be clearly programmed to engage, guide and celebrate passage from one district of downtown to another. Buildings can be used for murals, rights of way for sculpture, and even the elevated highway as armature for sculpture.

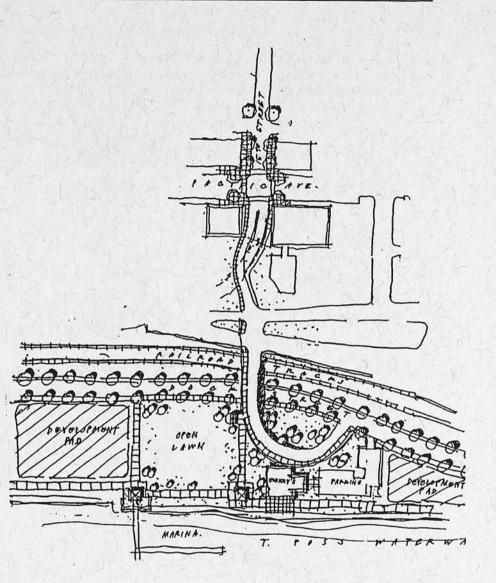
In this regard, critical intersections ascending 15th Street should be developed to extend pedestrian sidewalks with bump-outs or other surface treatments along the generous cross sections of cross streets. Art work, wayfinding systems, public uses and landscaping can work in various combinations to define Gateways into and throughout the district.

Development at each node should reflect the unique character of the intersections. For instance, the Common proposed at the intersection of Broadway and 15th promises to be the signature crossroads of the district where important local uses, such as the proposed school, and the urban neighborhood meet major visitor amenities.

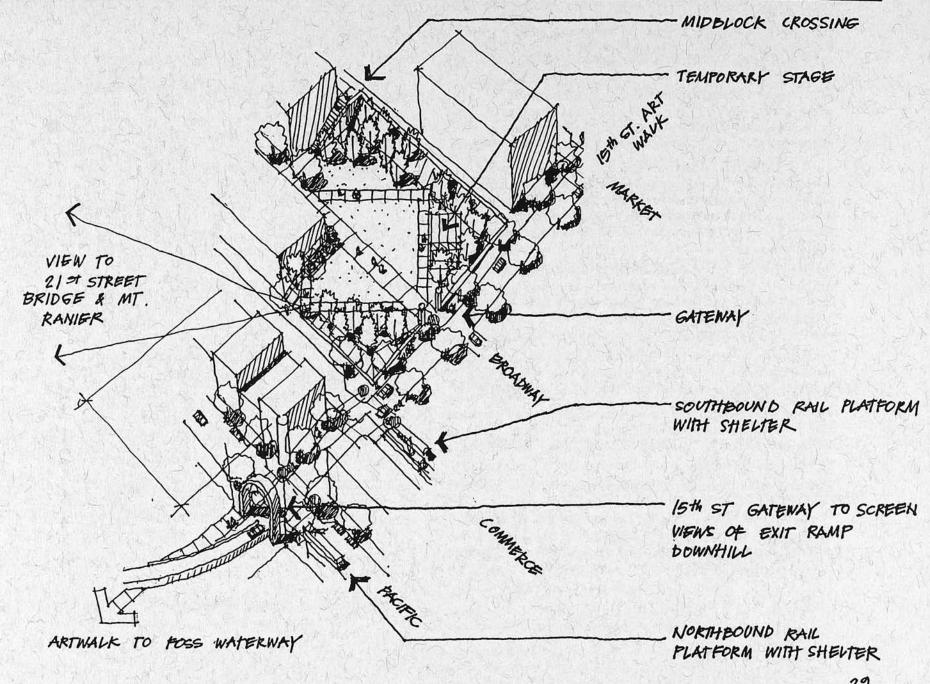
The intersection at 15th and Pacific, Tacoma's true grand boulevard, suggests a different type of artistic expression that celebrates a more formal urban character while also inviting pedestrians to the waterfront.

By carefully programming the character of each gateway and integrating them into the continuous concept of the Artwalk, Tacoma can put forth a distinct urban identity for its downtown that will delight and entertain residents and visitors alike.

There is an unusual geometric relationship between Jefferson Street and Broadway that disrupts the regular orthagonal downtown grid. Furthermore, the presence of the UWT campus provides a great opportunity to create an important southern link into the Commons. In addition to this opportunity a plan of linkage should acknowledge this.



DOWNTOWN LINK TO WATERWAY



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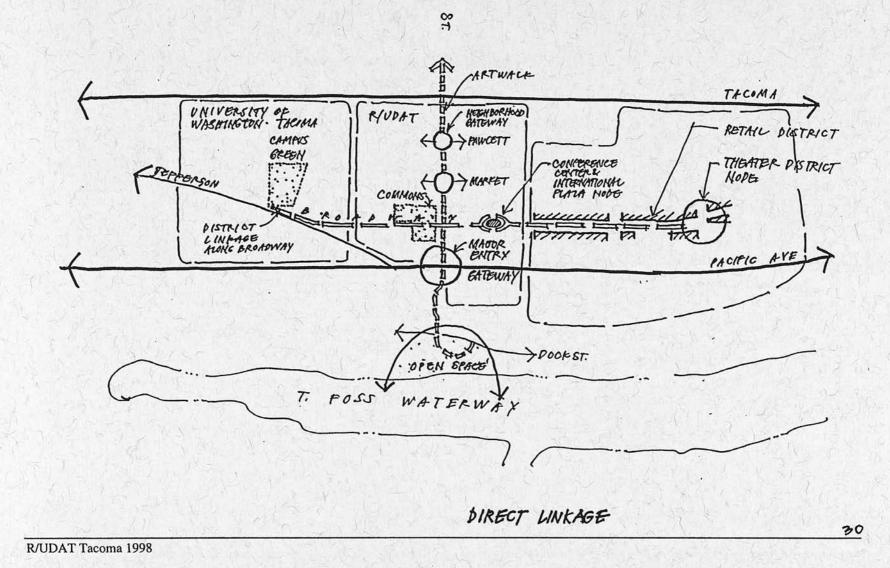
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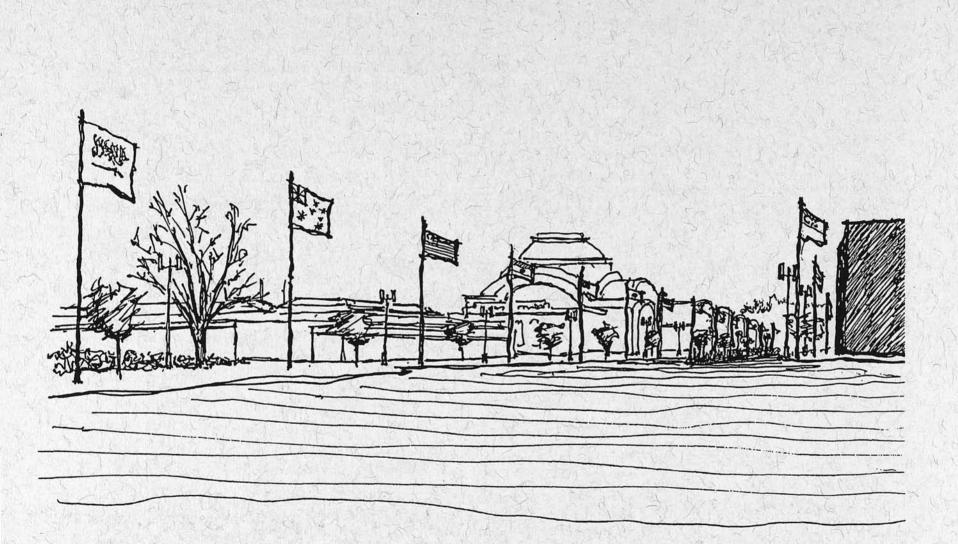
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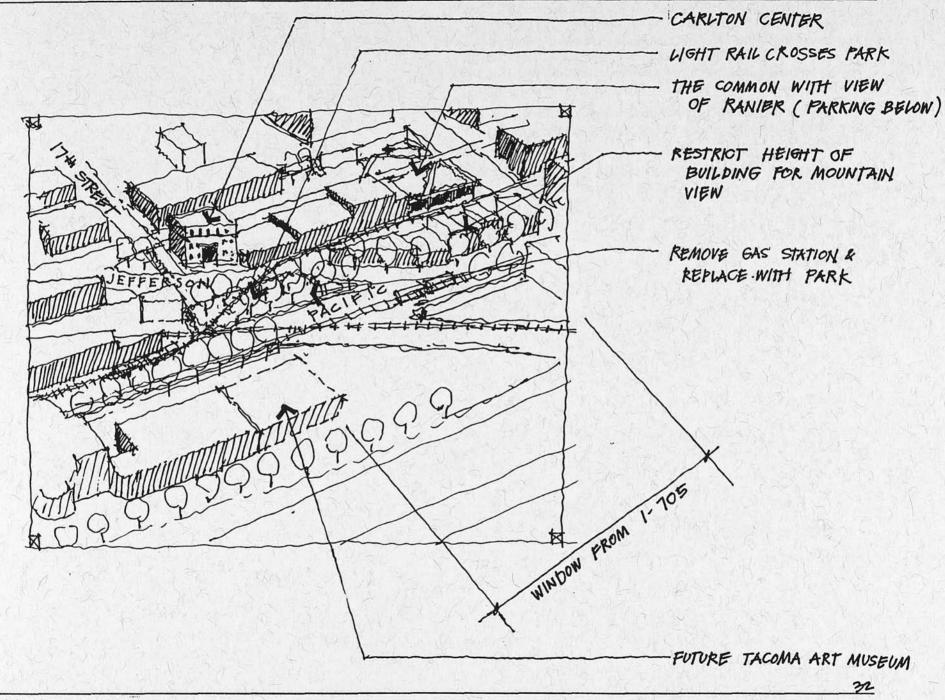
Broadway-Jefferson Linkages

Broadway is the major north-south linkage between the centers of the various downtown districts; the Theatre District Square, retail district, convention center/international plaza, Common and UWT campus green. By introducing intermediate nodes and intensifying the existing convention center activities, the connection will become easier to make.





PACIFIC AVENUE PARADE OF FLAGS 31



The Pacific Avenue Park is an urban open space that creates a transition between the UWT campus and the R/UDAT area. The park space accommodates the Light Rail alignment which transitions from Commerce Avenue elevation back down to Pacific Avenue. The open space forms a window allowing views to the R/UDAT area from I-705 and views to the water from the buildings along Jefferson Avenue.

The park is organized to simplify the vehicular circulation from Jefferson to Pacific avenues while expressing and clarifying the historical street patterns.

The existing Chevron Gas Station will have to be relocated out of the project area.

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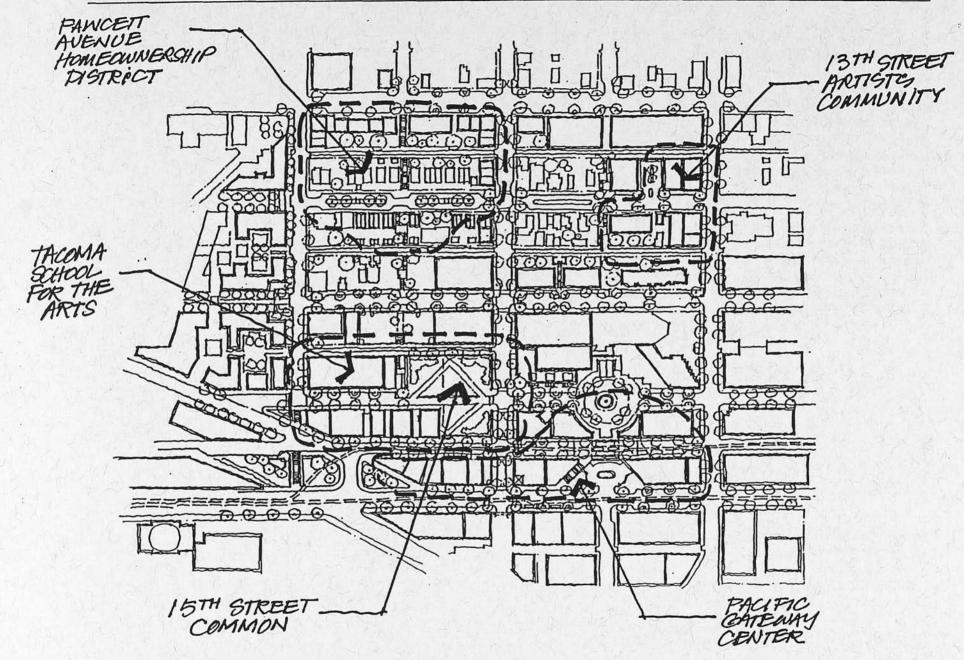
ANCHORS

"From my point of view and other kids' point of view, I think in downtown Tacoma we need some recreational areas, like a golf course or a skating rink, something to attract kids and adults as well."

"Every town, no matter what the size, has a center, a heart, town squares that have buildings around and square in the middle . . . where people gather. . . "

"We ought to have secondary education in downtown Tacoma. Downtown is where the action is."

ANCHORS

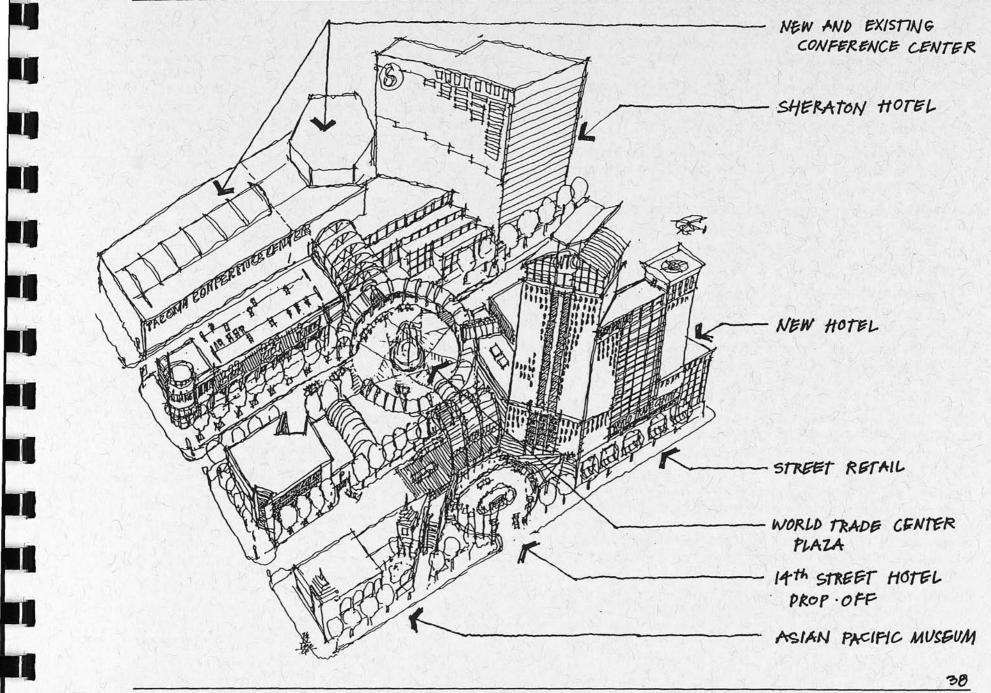


ANCHORS

During the Tacoma R/UDAT Team's review of potential and problems, the study area was repeatedly characterized by interested citizens as "the hole in the donut" of Downtown Tacoma. The process of filling this void begins with major building blocks anchors of development upon which the finer details of revitalization can be based.

Three anchors are proposed and discussed in this section: Pacific Gateway Center, the 15th Street Common, and the Tacoma School for the Arts. These projects are the organizational framework for the Team's remaining proposals.

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The area along Pacific Avenue between 13th and 17th streets is programmed as the Pacific Gateway Center to reflect the international destination theme in the R/UDAT area. Major uses will include:

- a 350-room full-service hotel targeted to serve the convention, meeting, and international business market;
- a new facility for World Trade Center Tacoma;
- the Asia Pacific Cultural Center, including facilities for arts, education and cultural activities, celebrating the 58 Asia Pacific communities represented in the Tacoma area;
- a sculpture garden for contemplative walking and viewing of art and nature;
- destination retail uses including Asia Pacific theme restaurants and stores emphasizing Asia Pacific imported products; and
- other supportive retail uses.

The new full-service hotel will be constructed on the west side of the 1300 block of Pacific Avenue. The hotel's design will incorporate the historic Luzon Building at 13th and Pacific as a supportive structure. The new offices of the World Trade Center Tacoma will be co-located within the hotel property. This joint location will provide the World Trade Center Tacoma with immediate access to lodging, meeting, and exhibit space.

The hotel structure will include ancillary ground-floor retail uses to provide an active streetscape along the Pacific Avenue passageway from the Museum/University district to the south to the business and financial center directly to the north of this site.

Activities at this hotel as well as at the current Sheraton Tacoma will be further enhanced through a significant expansion of the Tacoma Convention Center from 18,000 square feet to 42,000 square feet, more than doubling its meeting capacity. This new hotel will be fully connected to the expanded Tacoma Convention Center via a covered, specially-paved mid-block walkway.

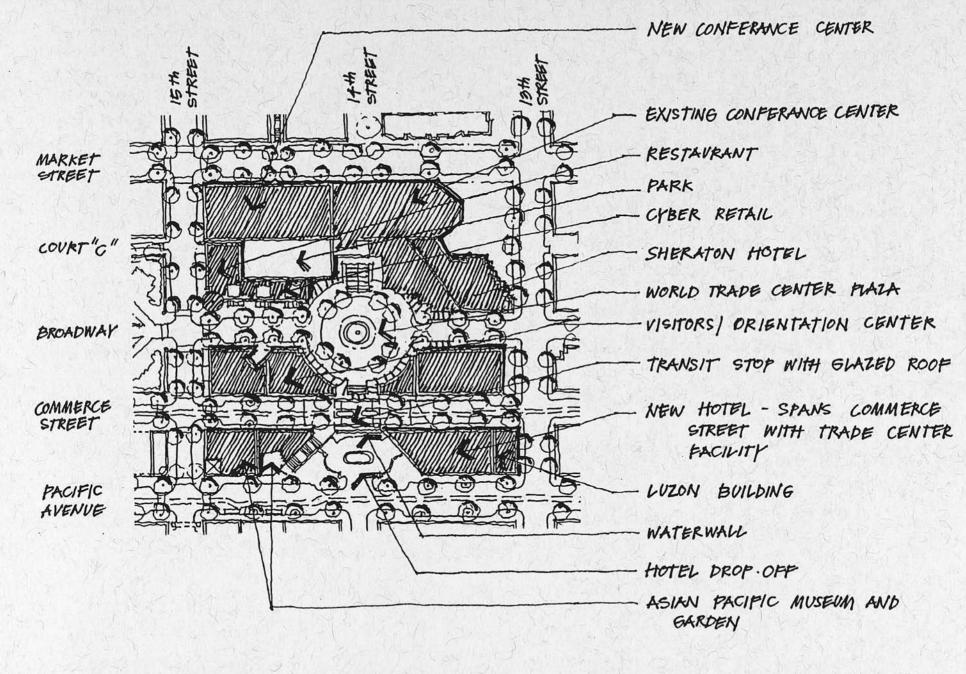
The Asia Pacific Cultural Center will be located in the existing property on the northwest corner of 15th and Pacific. This Cultural Center will include space for performing and visual arts activities of the 58 Asia Pacific cultures in the Tacoma area. The Center will place a strong emphasis on the foods of

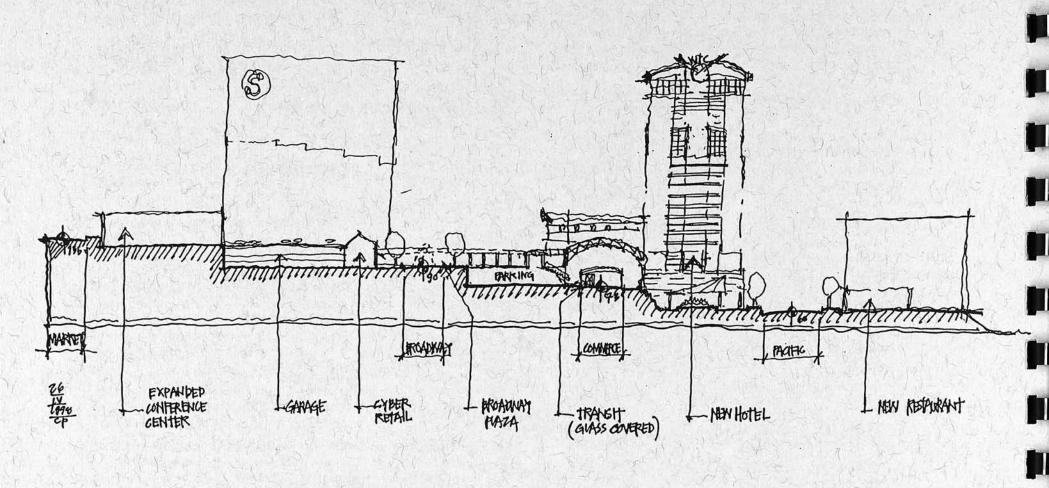
these cultures with an instructional kitchen, cooking classes, and a formal Teahouse. Studio spaces will be provided for rent by artists, while smaller office spaces will be rented to teachers, artists and cultural community programs. The center will also contain an Asia Pacific Cultural Resources Library and administrative, meeting and organizational space. The ground floor frontage along Pacific Avenue will be dedicated to uses which encourage an active streetscape such as a gift shop and a gallery for the sale of art produced by the local Asia Pacific community.

A parking structure will be constructed on the remaining vacant property to service both the Asia Pacific Cultural Center and the new full-service hotel. The ground-floor frontage along Pacific Avenue of the parking structure will incorporate retail uses to maintain an active streetscape. The Team anticipates that many of these retail uses will be Asian ethnic restaurants and import product stores.

Building from this core of activity on the west side of Pacific between 13th and 15th streets, the Team envisions additional restaurants and import product businesses occupying nearby retail spaces on the east side of the 1300 and 1400 blocks of Pacific Avenue and on the west side of the 1500 block. These uses will reinvigorate Pacific Avenue and transform it into an active passageway between the financial center and the University of Washington/Museum area to the south.

This sense of renewed energy along Pacific Avenue will be further enhanced with a gallery of flags of the 58 Asia Pacific nations, placed along the sidewalks of Pacific through this area. ļ





TACOMA SCHOOL FOR THE ARTS

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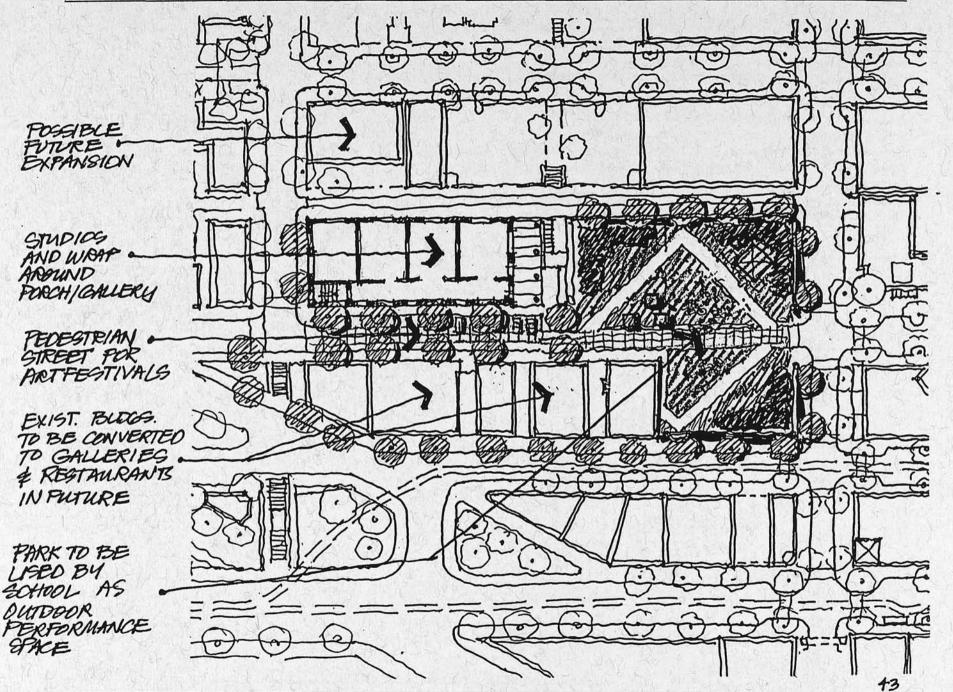
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The magnet high school is located in the R/UDAT area of downtown Tacoma to take advantage of the art institutions located there. The school is structured to operate as an outreach program where the facilities of the adjacent institutions provide the real world settings for select students.

A two story structure is sited at the corner of Broadway and 17th Street, north of the new UWT campus. It has excellent proximity to the University campus and Museum District and good access to the Theater District along the Broadway linkage. In addition, it has direct frontage onto the 15th Street Common which will be used to display outdoor art and performances by the students. The building is 40,000-50,000 square feet of administration and general classroom use space.

TACOMA SCHOOL FOR THE ARTS



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R/UDAT Tacoma 1998

THE COMMON

Throughout its history, Tacoma has been a place in search of a true city-wide Common. Ample, wide streets have served over the decades as the public venue for casual activities and special events. While this use of the street animated the public space of neighborhoods and downtown, the city still sensed an absence of its common "lawn."

Even after the scattering of population and economic development across the region following WWII, the search for that place with the openness of a public common has continued. The demand is pressing as citizens stress the desire for an area to support activities ranging in scale and formality.

In light of the overall paradigm shift facing Tacoma, a remarkable opportunity exists to place the Common within the R/UDAT study area and meet several important program objectives for downtown. Many compelling reasons attest to the appropriateness of this decision: the R/UDAT area's central location; the open parcels already existing along Commerce, Tacoma, and Market Streets; the various districts encircling the study area; and the development of the University of Washington's Tacoma campus.

These adjoining land uses suggest that a Common would galvanize this section of downtown into a powerful center of activity. Moreover, the activity would generate from a medley of users such as hotel guests, university students, neighborhood residents, and citizens from throughout the region.

The character of the Common will be exceptional. Roughly an acre in size, the space will provide an open area where students from the School of Arts can perform. It will also have steps up to Market Street for mid-block access to the new residential neighborhood to the west.

The Common will provide a spectacular view to Mount Rainier, establishing an important visual relationship to the primary regional landmark. The edges of the Common along 15th Street will lead to a major axis on Broadway across from the new expanded Tacoma Convention Center and expanded hotel complex.

Limited opportunities exist for retail and other commercial uses adjacent to the Common, but the most attractive potential occurs in the 1500 block of Broadway facing it. Other properties in the 1500 block of Commerce near the Common will also be encouraged to provide retail uses on levels accessible to the plaza. Among the possible uses on that block would be the African-American Museum.

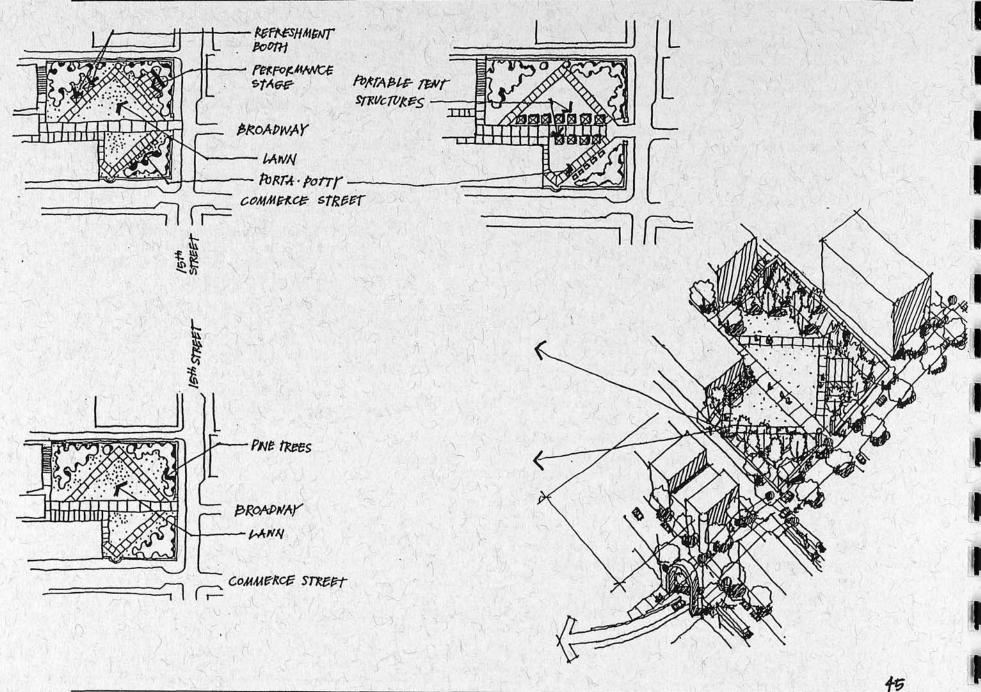
Appropriate retail uses on or near the Common might include arts-related businesses such as art dealers and art supply stores, antiques stores, book stores and music stores; and sports-related businesses such as sports equipment, skates, roller blades, bike shops, and shoe and sports apparel businesses.

Supplementary commercial services can be provided for larger events through use of regulated vendor carts and tent structures. Standardized and colorful carts and tents can be maintained by the city for use at peak service demand.

These types of services would figure prominently in support of festivals, farmers markets and less structured events year round. Its open, civic nature will provide a comfortable venue for the hotel complex's cyber retail services, restaurant, and visitor orientation center.

This space, more than any other in the downtown, will display Tacoma's values to the city's residents and visitors alike.

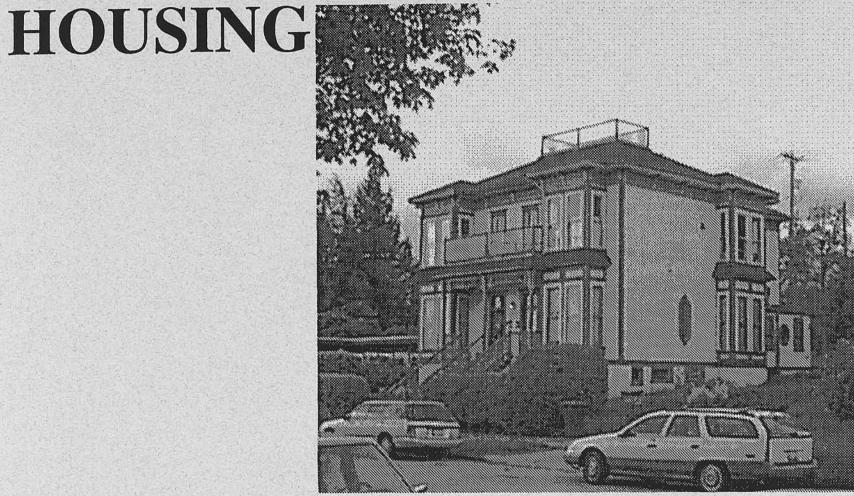
THE COMMON



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"I hope the housing will be inclusive, for all types of people."

"What we're talking about here is creating a community."

"This is a neighborhood. We are a neighborhood!"

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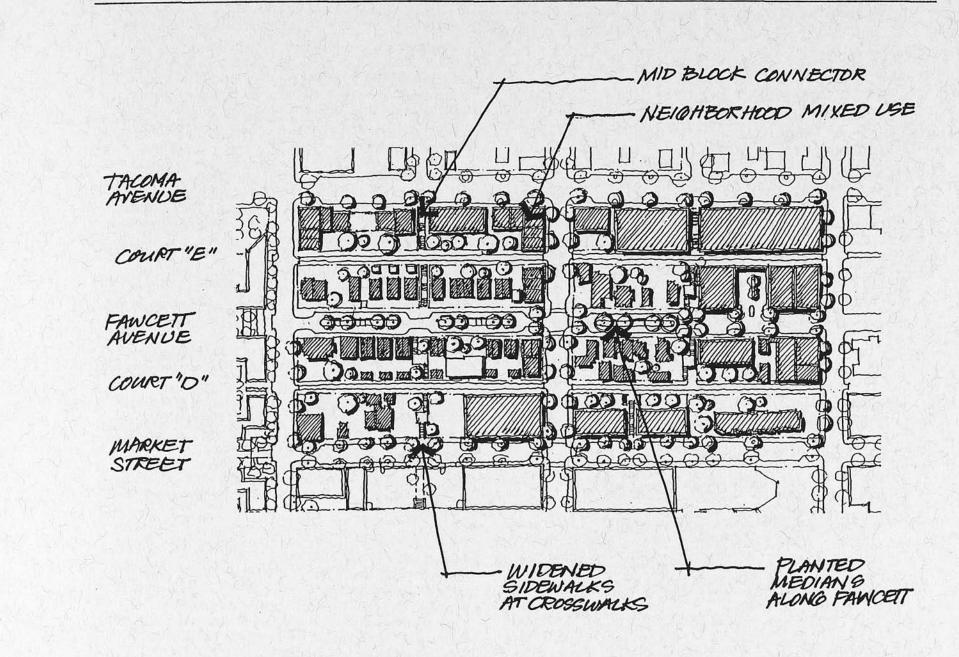
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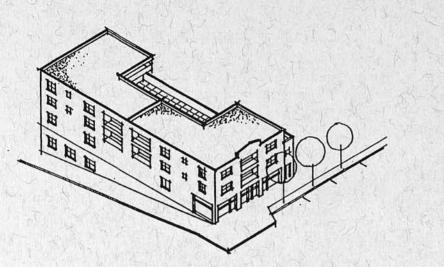
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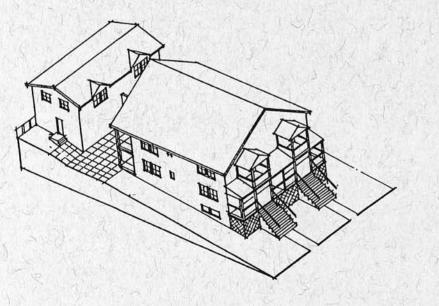
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TACOMA AVENUE MIXED . USE



DUPLEX WITH ACCESSORY UNITS

The housing development program for the R/UDAT study area proposes a concentration of low-rise residential and mixed-use development largely in the area between Tacoma Avenue and Market Street. Complete development of this proposed program would generate 66 new units of rental housing, 75 new homes for purchase, and 35 artists live/work spaces in rehabilitated loft buildings at the corner of 13th and Fawcett.

These housing units will be priced to be affordable for moderateand middle-income residents. Development of these housing units will likely be pursued over a five to seven year period by a range of independent owner/developers, providing potential residents with choice from a variety of housing types.

Most proposed housing development will occur on what are now vacant lots; in a few cases, this program proposes demolition of currently vacant and deteriorated properties to prepare sites for new housing development.

The overall housing development program is intended to create a compact, highly-livable community centered on Fawcett Avenue between 13th and 17th streets. Proposed improvements to Fawcett Avenue itself are intended to slow traffic and to add trees and other vegetation to the streetscape. Traffic calming approaches will include widened sidewalks at the 13th, 15th, and 17th street corners as well as at the middle of both blocks. A landscaped median will be added from 17th to the approximate location of 14th Street. In addition, mid-block landscaped walkways will be added in the approximate locations of 16th and 14th streets to enhance east-west circulation.

Housing development is clustered to strengthen neighborhood development. Fifty-nine new units will be added in the Fawcett Avenue Homeownership District bounded by 15th, Tacoma, 17th, and Court D. Proposed development types include 36 townhouses located in clusters of 12 along Tacoma Avenue, and 23 singlefamily homes, duplexes, and triplexes following the current parcel pattern of Fawcett Avenue. These 23 new homes will have three bedrooms and garage parking. Zoning will

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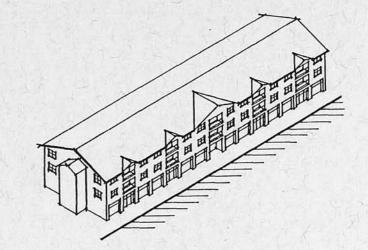
allow for optional rear accessory buildings that can be rented for commercial purposes or as apartments.

Each cluster of 12 Tacoma Avenue townhouses will be a mix of two- and three-bedroom units placed around a courtyard on the deck created above ground and second floor Tacoma Avenue commercial space. The courtyard will be accessed by an elevator from lowerlevel parking. Townhouses at this elevation will have spectacular views of Mt. Rainier and other distant vistas.

This home ownership program will be supplemented by three mixed-use developments at the corners of 17th and Tacoma, 15th and Tacoma, and 15th and Fawcett. The two Tacoma Avenue corner properties will each include 7,200 square feet of ground floor convenience retail and eight one- and two-bedroom apartments above. The development at 15th and Fawcett will include 4,800 square feet of flex commercial space on the ground floor (at Fawcett) and 25 two-bedroom rental units above.

A second cluster of 60 new rental housing units will encourage a 13th Street Artists' Community near the intersection of 13th and Fawcett. Currently vacant loft buildings at this intersection will be rehabilitated to provide 35 artists' live/work spaces supported by a gallery and office space in the adjacent old Crescent Ballroom. Additional new development farther down the block will generate a mixed-use building with 4,800 square feet of flex commercial space on the ground floor (at Fawcett) and 25 two-bedroom rental units above.

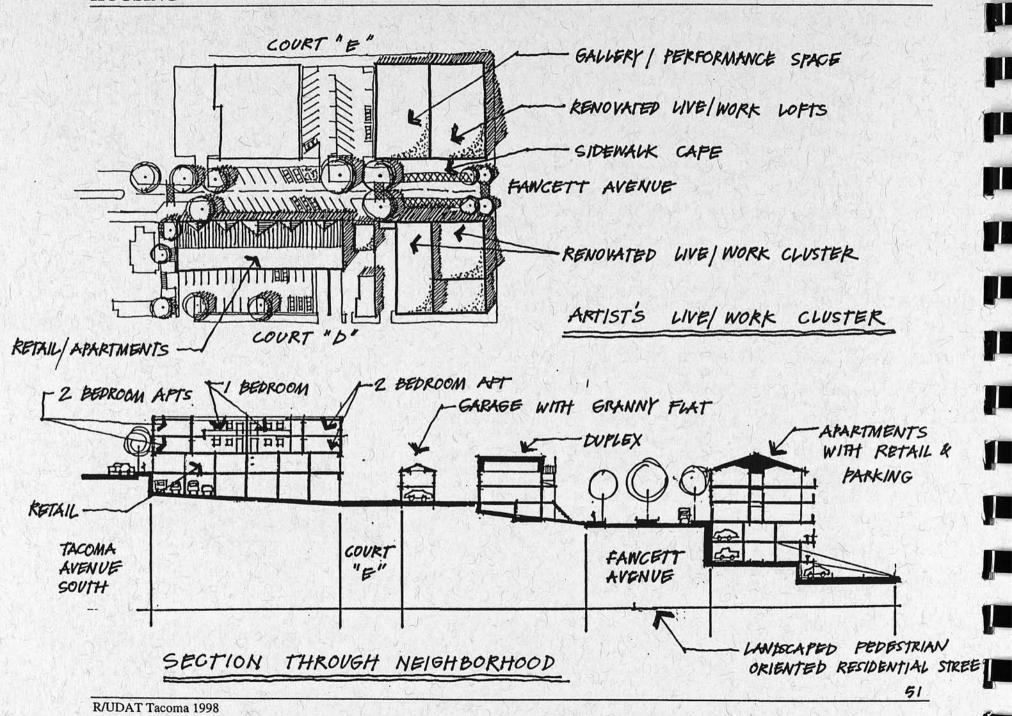
The final housing cluster includes 16 townhouse units located off Court D north of 15th Street situated on a pad created by structured parking entered below from Market Street. These new two- and three-bedroom townhouses support and expand an existing cluster of homes located on Fawcett and Court D.



APARTMENT | RETAIL MIXED USE



RENOVATED LIVE / WORK LOFTS



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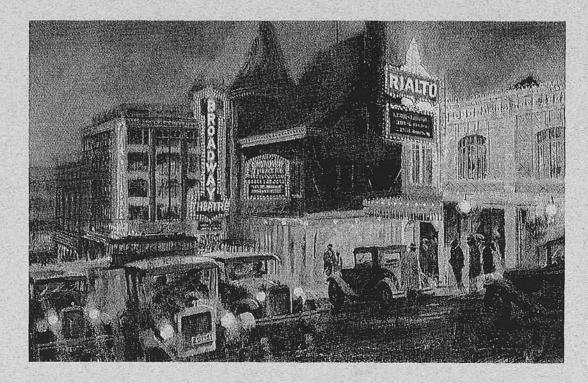
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OTHER ISSUES

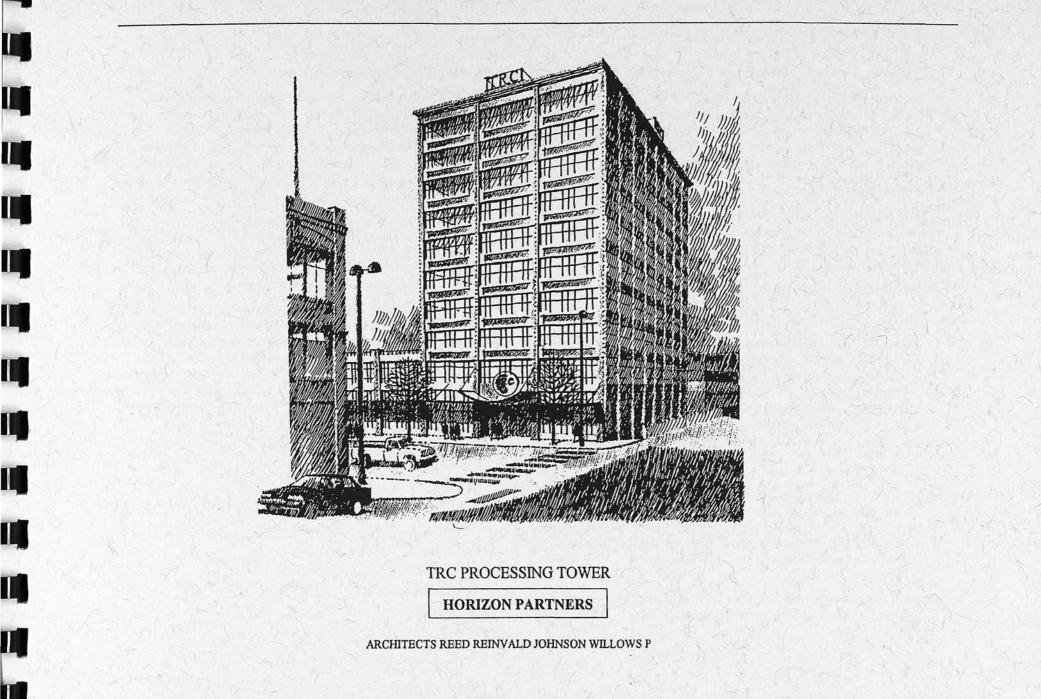


"Esmerelda's. I wish we had an Esmerelda's back!"

R/UDAT Tacoma 1998

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Tacoma Avenue Convenience Commercial

Businesses along Tacoma Avenue between 13th and 17th streets currently provide a variety of convenience retail products including hardware and groceries. Other convenience retailers will be encouraged to locate at the intersections of 15th and Tacoma and 17th and Tacoma to further expand available convenience retail services.

Office Development

A few sites are available for additional office development within the area. Developers of the Schoenfelds Building at 15th and Pacific will shortly begin rehabilitation of 80,000 square feet of office space for the expanding company, Total Renal Care.

One substantial out-of-town investor owns the Greyhound terminal site along with a smaller site at 14th and A. Other smaller parcels could be developed for office use on Market Street between 15th and 17th streets.

Current Class A office rent prices in the downtown Tacoma area are reported to be \$17 to \$19 per square foot on a full service basis. These rental levels are apparently insufficient to support the construction of new Class A office space which requires a rental minimum of \$25 per square feet to cover the full private cost of development and operation including provision of needed parking. Nearly all Class A office space in downtown Tacoma is occupied, effectively capping Class A office use in the downtown area until some change occurs in these underlying supplydemand conditions.

In some recent efforts by the City of Tacoma, such as the successful relocation/expansion of Total Renal Care, public-private partnerships have resulted in development approaches that have helped bridge similar private market economic gaps. These approaches include lower cost financing and support for area development through provision of public parking.

Application of these techniques may provide models to encourage further Class A office development within the study area.

Other Flex Commercial Space

Approximately 9,600 square feet of flexible commercial space is proposed as the ground floor use of two proposed new mixed-use developments along Fawcett between 13th and 17th. Although this space could be subdivided into units as small as 320 square feet or as large as 2,400 square feet, it is expected that the typical business will use about 1,000 square feet. This use should accommodate approximately 10 businesses.

The old Crescent Ballroom at 1302 Fawcett is proposed for rehabilitation in support of adjacent artists and other commercial users. The 7,000 square foot auditorium would become a gallery/workshop to display the works of area artists. In addition, the building contains approximately 2,800 square feet of office space.

More substantial flex commercial is proposed for Tacoma Avenue between 15th and 17th streets. This more active commercial street can support up to two floors of commercial space with housing above. Appropriate uses might include professional and service offices, business services firms, light repair facilities, and commercial education facilities. The proposed development program identifies the opportunity for up to 72,000 square feet of such flexible commercial use in this block.



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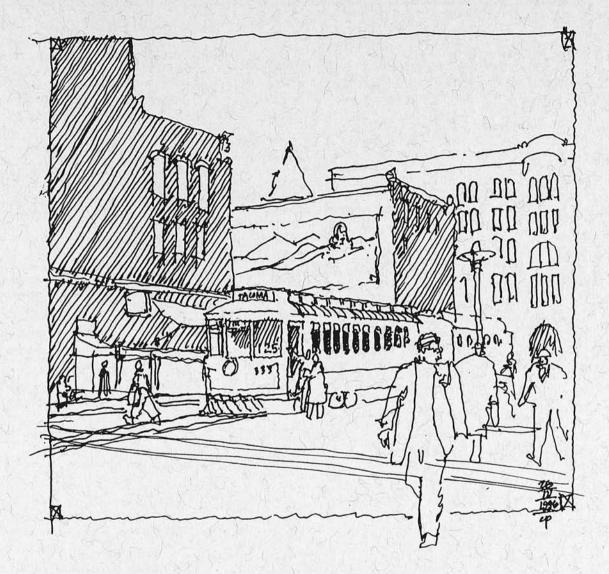
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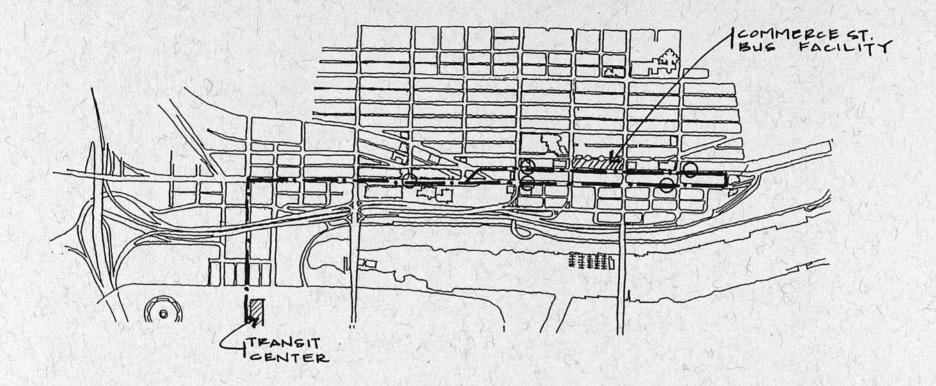
PUBLIC TRANSPORTATION

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PUBLIC TRANSPORTATION



– LIGHT RAIL STOP
– LIGHT RAIL ROUTE

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PUBLIC TRANSPORTATION

Light Rail

The proposed Light Rail system can have significant beneficial impacts on the development goals of the R/UDAT area. The Team is presenting a proposal for the alignment and stop locations of the system from that perspective. It is the judgment of the Team that an alignment with northbound and southbound tracks on Pacific Avenue south of 17th Street, and split northbound/southbound on Pacific/Commerce north of 17th Street best serves the R/UDAT area. This plan is expected to give the area good service coverage, add vitality to several key blocks, and have acceptable impacts on automobile traffic and parking. The alignment transition from Commerce to Pacific is proposed at Jefferson and 17th streets where there is a gradual grade, traffic crossings can be signalized, and the periodic passing of a light rail car will add to the interest of a proposed new open space area.

Light Rail stops for passenger loading are proposed approximately at 19th, 15th, and 9th streets which is consistent with the transit authority's preliminary concept. The 15th Street stop location is in the most dense area within R/UDAT and results in equal stop-spacing along the system alignment.

During the R/UDAT process, members of the community suggested that the design of the Light Rail vehicles should reflect the vintage of the buildings on Pacific Avenue and the history of Tacoma. The R/UDAT Team agrees with this idea.

Shuttlebus Service to Waterfront

The R/UDAT plan includes proposals to enhance the pedestrian linkages to the Thea Foss waterfront development. Walking distances and grades will be prohibitive for many and therefore, Pierce Transit should consider providing a bus shuttle between the water's edge at 15th Street and the Commerce Street Bus Facility through the R/UDAT area.

Transit Stop Shelters

During the R/UDAT process, the community commented on the need for weather shelters at transit stop locations. Where possible, the R/UDAT master plan indicates special sidewalk treatment to provide space for shelters.



MISSIONS

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A major concern of Tacomans is the homeless population, specifically the Tacoma Rescue Mission. Many express opinions that the homeless are a part of the community and that the service providers are doing good work. Other citizens express a desire to move the homeless out of sight, preferably in an industrial area. This controversy is impeding progress of development in downtown Tacoma.

The Team believes that the Tacoma Rescue Mission and its activities are compatible with its proposals for the area. However, if it were to remain in its present location substantial improvements would have to be made to the facility. Energy and resources spent on relocation effort for the Mission may be better invested in improving the facility, its services and the surrounding buildings in the neighborhood.

Demographics of the homeless population based on a 1995 study shows that of 479 homeless people, 67% identified themselves as suffering from mental illness, alcohol or drug abuse, dual diagnosis (both mental illness and developmental disability) or mental illness and physical disability. This statistic is typical of the homeless population throughout the United States. Many homeless people are significantly mentally disabled. The optimum option for these people when they enter a shelter is to be referred to case management and services in mental health programs and programs for developmental disability. All indications are that referrals are being appropriately made for mentally disabled people by shelter staff.

Service providers heard from in Tacoma include Nativity House, Comprehensive Mental Health, TCC/Tacoma Urban League, the Martin Luther King Ecumenical Center, Tahoma Indian Center, St. Leo's Parish, Northeast Tacoma Neighborhood Council, and Metropolitan Development Council. Still, there are additional services needed in the area.

People with a diagnosis of substance abuse are the most likely candidates for employment. The Tacoma Rescue Mission operates a 28-bed substance abuse recovery program for men which regularly produces success stories.

Several employment programs and appropriate referrals help the homeless. In fact, homeless people who have the capability for employment have ample opportunity for jobs. The reality is that they have a problem holding jobs.

It is important to realize that a substantial portion of the homeless population is going to remain homeless or at risk of returning to homelessness on an ongoing basis. Despite current services, the chances of dramatically changing the circumstances of the homeless are not good.

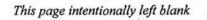
The Tacoma Rescue Mission site at 1510 Pacific Avenue is one of nine programs that the Mission operates. This site is an emergency service center that includes a men's overnight shelter, a drug/alcohol treatment program and a community-based adult education program.

The Team believes that the plan of Thomas Cook Architects is appropriate for the Mission at the site at Pacific and South 15th Street. This plan incorporates rehabilitation of the vacant Waddell Building, presently in severe disrepair. Recovery programs for men and/or women could be housed on the upper two floors.

The new facility should include a courtyard which would bring the homeless off the street when they are waiting to enter the shelter and when they are eating. Costs of the new building can be partially offset by including retail on the ground level of the courtyard frontage. This plan provides for the preservation of the historic building facade on 15th and Pacific. The Mission building is envisioned as part of the gateway plan for the neighborhood.

The team recommends that the Business Improvement Area (BIA), developed for the purpose of upkeep and maintenance of the R/UDAT neighborhood, contract for the provision of these services with the Tacoma Rescue Mission. This would provide job opportunities and experience for shelter residents and a source of income for the shelter. Other contracts could be developed in the neighborhood for ground maintenance, etc. This is common practice in many cities.

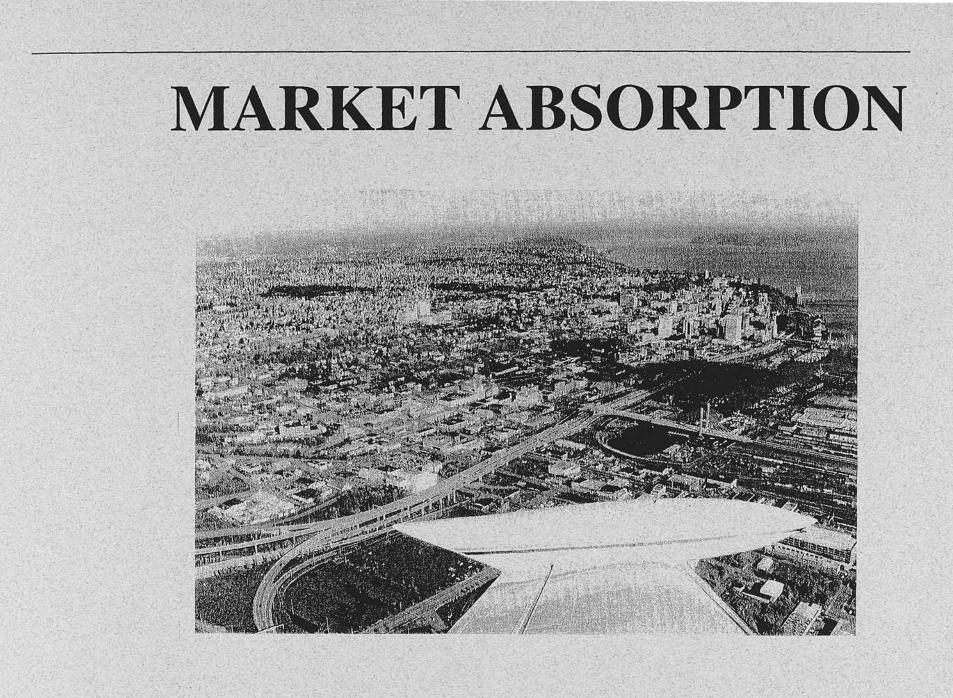
A critical element in the success of all of the vital elements of the R/UDAT neighborhood is a group of representatives from service providers, government, neighborhood business owners and home owners to work on a regular basis to provide solutions to functional problems, oversee implementation of ideas, and assure progress of plans.



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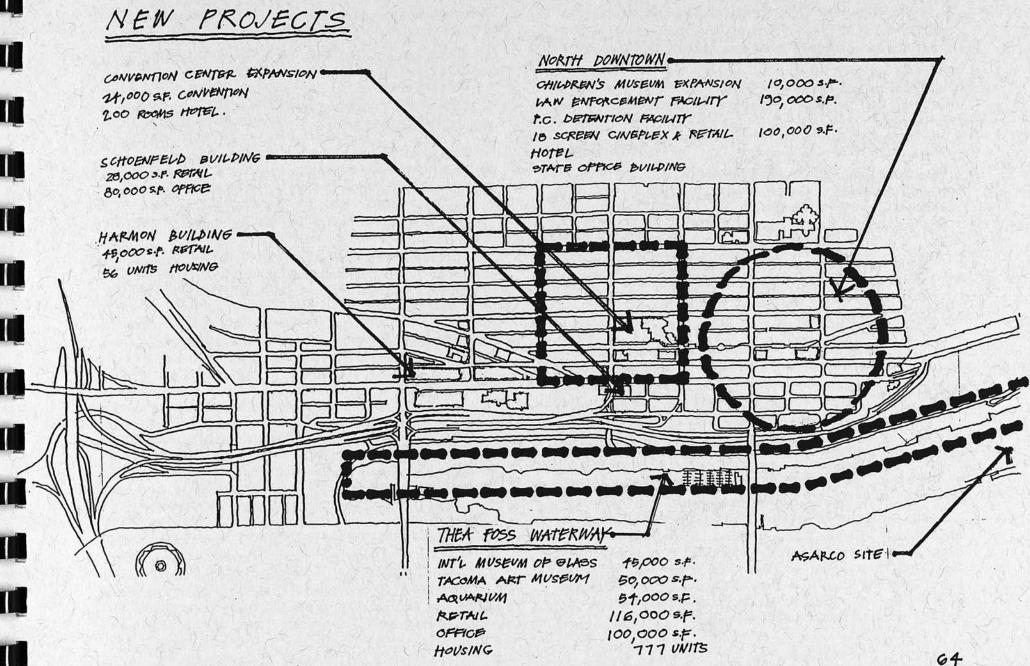
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The development program outlined in this report will compete for demand in a variety of real estate marketplaces:

- for homebuyers, especially of newly constructed housing;
- for renting households;
- for artists seeking live/work spaces;
- for Class A office users;
- for retail businesses;
- for users of smaller streetfront commercial spaces; and
- for visitors requiring hotel rooms.

Many of the activities discussed in this report will be developed only in response to specific known users. However, the development of most uses is anticipated to progress regularly through a buildout period likely to last five to ten years. The private market components of this anticipated program total:

Retail Space	107,000 SF
Office Space	135,000 SF *
Flex Commercial Space	91,000 SF
Housing Units	176
Hotel Rooms	350
*(Including 80,000 SF already comn	nitted)

Some activities in this development program will encourage the growth of demand for various types of commercial space: the expanded convention center should increase demand for hotel rooms; new area residents will need expanded convenience retail services; concentrated public activities on the Common will support expanded retailing in the area. Each type of space is likely to have its own pace of absorption by the marketplace. This pace will be determined partly by current conditions of supply and demand and partly by future changes in these supply/demand conditions, particularly as a result of expanded competition in nearby areas.

In addition to this R/UDAT study area, the City of Tacoma and related development organizations are encouraging new development activities along the Foss Waterway, at and near the new UWT campus south of 17th Street, at the Dock Building, and in association with the proposed Cineplex in the antique area. Some of this development will house currently known users; other development is speculative or will await identification of specific users before beginning construction.

After deducting for already-identified users, the total planned development in these adjacent project areas includes:

SF
SF

Housing Market

The development program for the R/UDAT study area proposes a concentration of low-rise residential and mixed-use development largely in the area between Tacoma Avenue and Market Street. Complete development of this proposed program will generate 66 new units of rental housing, 75 new homes for purchase, and 35 artists' live/work spaces in rehabilitated loft buildings at the corner of 13th and Fawcett.

These units will be priced to be affordable for moderate- and middle-income residents, a distinctly different market than the higher income households being pursued in the Foss Waterway. Development of these housing units will likely be pursued over a five-to-seven year period by a range of independent owner/developers, providing potential residents with choices from a variety of housing types. Under these circumstances, the market should readily absorb 25 to 35 units per year.

Office Market

Proposed office space development within the study area includes a range of potential activities. The Total Renal Center reuse of 80,000 square feet of the Schoenfelds Building is a committed project, while World Trade Center Tacoma is seeking an appropriate site for the relocation of its facility. The timing and exact character of other office development is much less defined. The larger parcels at the Greyhound Terminal and at 14th and A are owned by an investor with the financial capability to complete development once a sufficient scale of use is identified. Development of these parcels is likely to proceed on a schedule somewhat independent of other office market activity.

The remaining potential office sites on Market Street are likely to result in total development of 30,000 to 60,000 square feet of space by two or more smaller users. These sites will compete with other potential office locations; however, the economics of development of these parcels are likely to be

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more competitive than the economics of more prominent sites along the waterfront or on Pacific Avenue north of 15th.

These sites also benefit from access to Regence Health Care and to the growing UWT campus and offer smaller users the opportunity for dedicated buildings or for full-floor occupancy. Given these circumstances and the history of office expansion during the past decade on or near 15th Street, it seems likely that development of these office sites can proceed within the next five to ten years.

Retail Market

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The proposed development program identifies approximately 107,000 square feet of new retail development, largely associated with the major theme activities in this strategy. The largest component of retail—65,000 square feet—is located along Pacific Avenue as part of the Pacific Gateway Center. This retail space occurs in a variety of formats: as Pacific Avenue frontage to the new hotel complex; within the Asia Pacific Cultural Center; in smaller freestanding buildings on the west side of the 1500 block of Pacific; and as the large first floor remaining from the Schoenfelds Building rehabilitation for the Total Renal Center (TRC).

These varying space formats offer access to a range of markets compatible with the Pacific Gateway theme. The commercial real estate professionals involved in the TRC development and in the development of a new hotel will provide access to larger chain retailers attracted to the area's theme. Similarly, World Trade Center Tacoma's contacts can access overseas businesses interested in promoting their products through retail outlets in this theme center. The smaller properties offer local entrepreneurs, especially restaurateurs, the opportunity to become owner-operators within the area.

An additional 20,000 square feet of retail use is likely to be associated with the Common development. Heavily focused on prepared food, these retail facilities should closely follow development of the Common as availability of space allows. This retail use includes an 8,000 square feet theme restaurant on a pad abutting the expanded convention center and 12,000 square feet gradually freed up along the 1500 block of Broadway as office and wholesale space is enticed into retail use by activity on the adjacent Common. The final 22,000 square feet of retail space is anticipated to be developed on three sites at the corners of 17th and Tacoma and 15th and Tacoma. These retail uses will meet neighborhood needs for convenience goods.

In total, the 107,000 square feet of retail space is all programmed as accessory development to specific project components. Absorption of this space is likely to parallel the development of anchor facilities driving these program elements.

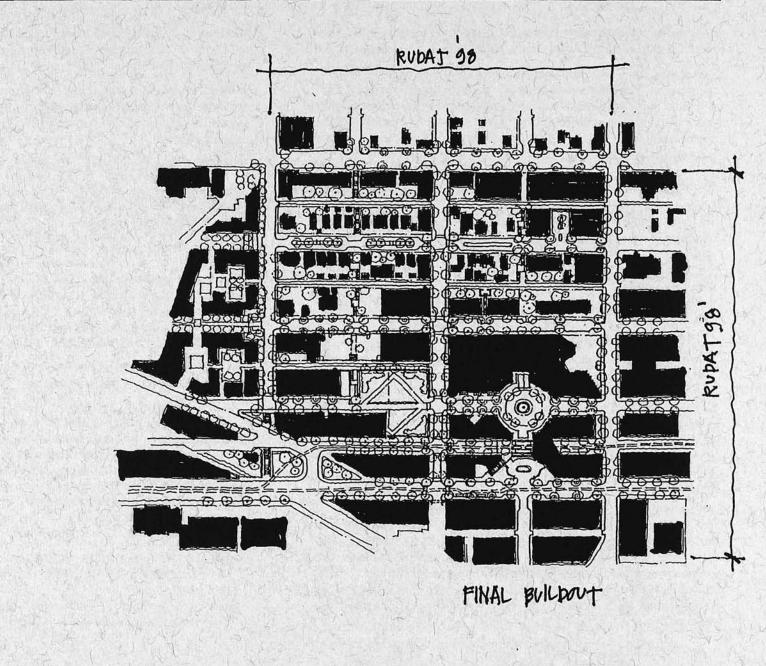
Hotel Market

Absorption of the proposed hotel supply is more problematic. The recent convention hotel market study recommends development of an additional 350-room facility to open parallel with the scheduled completion of the Convention Center expansion in 2001.

Independently, the Foss Waterway development program is proceeding toward development of a 200-room facility to open in essentially the same time period. The Foss facility is not likely to compete effectively for convention demand. However, it will provide strong competition for business travel. This additional competition could impact the City's ability to attract the desired second convention hotel in several ways.

Finally, leading business people within the various ethnic communities may be attracted to invest in this project through their civic involvement with the Cultural Center.

As a positive factor, the additional 200 rooms will help provide the critical mass of hotel rooms necessary to attract larger conventions. For days with limited or no convention activity, however, this additional hotel supply will likely reduce occupancy for the proposed Pacific Gateway hotel. Concerns with lower occupancy during these down periods could make it more difficult for the City to attract developer/operators for this desired convention hotel on the preferred schedule to coincide with the 2001 opening of the expanded Convention Center.



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IMPLEMENTATION



As my granddaddy used to say, all it needs is a little lipstick 'n rouge."

"Don't listen to the naysayers."

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IMPLEMENTATION

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The implementation of R/UDAT's recommendation to the citizens of Tacoma must occur at two levels. One is project specific, the result of the site analysis, interviews, physical inspections and design suggestions coming from the team's technical research.

The other and, perhaps, more crucial strategy for implementation is the reaffirmation of the importance of *continuous planning* to the sustained revitalization of downtown. Without this continuous, inclusive and demonstrated commitment on the part of the city and its agencies to regular reviews, amendments, and updates of the downtown plan, the opportunities cited in this R/UDAT will go largely unrealized. Without continuous planning, Tacoma will be unable to hone the skills, both practical and political, to seize changing opportunities that the global community affords.

Tacomans have demonstrated a passion and intelligence about this place over the days that the R/UDAT has been here. They are the greatest resource the community has. Moreover, the type of intense charrette that R/UDAT undertook can be replicated by a combination of citizens, city officials and the professional design community.

Following are some suggestions that the City consider to initiate a proactive planning process.

Council Involvement in Planning

The City of Tacoma has not updated its downtown plan since 1988. During this time, many significant developments have occurred, including: the history museum, the Sheraton Hotel, the University of Washington's Tacoma campus, and the restoration of key historic and entertainment landmarks downtown.

While these individual projects are significant and perceived as positive, the fact that the area's master plan has lagged behind the projects' realization has created some significant concern about future downtown development, including the R/UDAT proposals, without a relevant, current plan.

 the business community, area residents, nearby neighborhoods and districts, and non-government institutions do not have a commonly understood vision and cannot assess whether the direction of the area ultimately reinforces or threatens their respective interests;

- private and non-governmental institutions do not know whether their individual investments make sense in light of the long term goals for the area;
- there is no strategic benchmark against which to measure the effectiveness of public sector decisions for the area; and
- the public is left with the impression that either the city can only handle "one project at a time" or assigns a disproportionate burden to the most recent project to "turn the area around."

This leaves an unfortunate perception that the area may be more difficult to stabilize and enhance than it is.

Although this R/UDAT does provide some recommendations for specific projects and strategies, there must be an ongoing commitment to administer the plan area, indeed, and that primary obligation belongs to City government. The City's resources include a mayor, Council, city manager,, planning and development department, public works department, economic development department and a planning commission. These institutions must coordinate their efforts to bring forward a plan document which depicts the strategic development goals for the downtown and which specifically define the city's authority to develop infrastructure and assign zoning and land use to parcels.

Through the R/UDAT interviews, the City Council stated that it does not have any ongoing liaison with the Planning Commission beyond the appointment of commission members. This has not always been the case; prior to 1991 a Council member did serve on Planning Commission and provide a conduit between the appointed commission and the elected Council.

Currently the Council has representation on several policy quasi-public boards and agencies. Examples include the Health Department, Public Safety Commission and Transit Agency. In the case of transit, the inseparable relationship between land use and transportation clearly reflects the benefit of having a council member attend and participate in planning commission deliberations. In order to address any concern that the planning commission may have about a potential conflict in its advisory capacity to Council, provision can be made that the Council never serve as chair.

IMPLEMENTATION

The Council can reinstate its presence on the Planning Commission by always appointing one of its members for a specific term. The Council person's role would be to

- Keep the Council and the Planning Commission aware of land use and development issues in real time;
- Provide a liaison between Transportation plans and Development ordinances for efficacious plans;
- Keep the updating of sector plans for the city as a priority before Council.

Specific Downtown Programs

In addition to Council participation on the Planning Commission, the City of Tacoma may consider new procedures tailored to support the development of the downtown area during this critical phase of transition.

The City should complete the sector plan update that began in 1995. This renewed effort should incorporate the major projects that have been built as well as those that are being planned. From this inventory the strategic objectives for public and private development can be developed into a comprehensive plan.

Special District Designation Design Review

Design Review Districts have proven effective in many cities to spur commercial revitalization. In some municipalities, this has been a more readily accepted approach than formal historic districts whose restrictions are too severe for areas adapting constantly to economic changes.

A specific district encompassing parcels and rights of way should be established through a public process involving both Planning Commission and City Council. Before this area is designated, the Planning and Development staff should confer with business owners and assist in the development of design guidelines. Council would adopt the district designation as an overlay, avoiding any complicating associations with zoning review or variances.

These guidelines may be as broad or narrow as the business can support and may include everything from composite architectural character to signage. In order to encourage private sector participation, the city should commit to make right of way or other public improvements to the aesthetic quality of the area with landscape, streetscape, and basic engineering improvements. In entering into this "public private partnership," the City and property owners commit to protect each other's investments and encourage sound development.

The property owners would also benefit from regular meetings to discuss pertinent issues to the district's operation. Fundamentally, they must be willing to take the time to develop design guidelines, submit design information for permits for any modifications on property that faces the district right of way for their *mutual interest*.

A committee of citizens (initially no more than seven) should be formed to oversee the staff's administration of this process. This committee would consist of professionals from the design and building community as well as some at-large representative from the downtown business community. This committee should be appointed by Council.

At its inception, the committee can meet on a call basis as permits come on line in the district. If enough areas are designated or construction activity picks up, a regular committee meeting schedule can be established. Of course, this is an important process that must earn its credibility; nonetheless, it is has been extremely successful in many cities to impel commercial revitalization.

Public Project Review (Planning Commission)

Currently the Planning Commission does not have a project review authority over public projects. If this authority were effected, it would be an opportunity for the Planning Commission to ensure that projects address the intent, scope, and character for which they are contemplated. Of course, this places a collateral requirement that public projects be identified within the downtown plan. By doing this, the Planning Commission will communicate a commitment to staying abreast of public developments and the community can assess public project opportunities.

This type of review would also allow the City "set the bar" for excellence in the planning and design of facilities downtown projects. Again, while this does entail more effort than Tacoma has taken to date in the implementation of public projects, the long term dividends to the City in garnering the trust of the business and residential community may be boundless.

IMPLEMENTATION

Downtown Coordination Group

Multiple organizations are engaged in planning and implementing economic and business development activities in and around Tacoma's Downtown. The City of Tacoma, the Chamber of Commerce, the Business Improvement Association, the Port of Tacoma, the Thea Foss Waterway Public Development Authority, the University of Washington Tacoma, Pierce County, the Economic Development Board, and the New Tacoma Neighborhood Council are all engaged in some way in fostering the economic development of the Downtown.

As noted in the assessment of market absorption for the R/UDAT area, there is significant potential for conflicting priorities among the various projects being pursued by these multiple organizations. At a minimum, there is the potential for substantial confusion, and hence diffusion of impact, in marketing the community. Many of the individuals providing input to the R/UDAT Team noted the inconsistency in scattered project-by-project efforts that fail to achieve a cumulative impact because follow-through energy is diverted to the next "hot project."

These circumstances suggest that Tacoma needs an effective coordinating mechanism for downtown development. The expected benefits of such a coordination vehicle would be both establishing clear sustainable priorities for development and harnessing the organizational capabilities of all these diffused groups to expedite implementation of selected priorities.

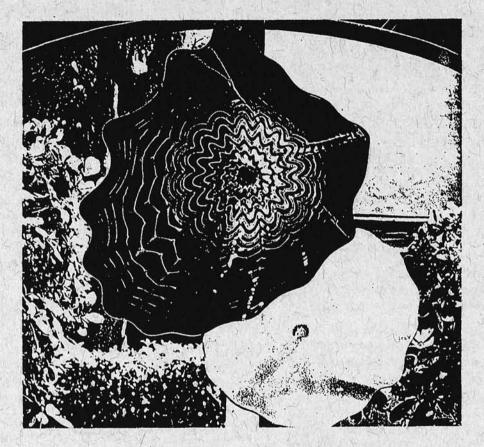
Such a mechanism does not have to replicate the core functions of the various groups, but could help clarify, prioritize and coordinate private development interaction with key city development services.

First Steps

The proposals in this report constitute a long-term program. The following actions can start the process:

- Establish the public arts program
- Target current housing programs to the study area
- Secure the Pacific Gateway Center site
- · Set up the coordinated Tacoma marketing program
- Revise area zoning to optimize housing development and protect mountain views
- Advance the convention center expansion
- Secure the 15th Street Common site
- Match R/UDAT area plan and Thea Foss Waterway project plan
- Resolve the Mission location issue

IMPLEMENTATION



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"The earth can bring people together like nothing else can."

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APPENDICES

"I love Tacoma! I'm proud to be a Tacoman! We've got a good thing here, and we should get that out to the world."

"You'll end up with a much better plan by involving the public."

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Appendix A: Sales Housing Affordability Analysis

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The R/UDAT area housing development program includes five proposed housing types for sale to homebuyers. This appendix reviews the affordability of these five housing types and assesses the circumstances under which a variety of moderate- and middle-income households could afford to purchase these homes.

This analysis focuses on three prototype purchasers. Prototype Purchaser #1 has a \$50,000 income, approximately 110% of the Tacoma-area median for a family of four. Prototype Purchaser #2's \$41,000 income is 90% of the area median for a family of four and the maximum income level that qualifies for low-cost tax-exempt first-time homebuyer financing. This financing will provide a mortgage at approximately 6.5% interest with a 5% down payment. Finally, Prototype Purchaser #3 has a \$36,000 income (80% of median), which qualifies for first-time homebuyer financing as well as additional housing assistance under the federal Community Development Block Grant.

On the attached Tables, the Team has assessed the potential purchaser economics for each of these three potential homebuyers. This analysis assumes that the City of Tacoma will encourage all homebuyers in this R/UDAT area by providing \$5,000 in 0% down payment assistance. The City can fund this down payment assistance for all income groups because the R/UDAT area is part of a designated Federal Enterprise Community.

All five housing types are affordable by middle-income Purchaser #1. Utilizing tax-exempt mortgage financing, Purchaser #2, as a first-time buyer, can purchase the triplex unit as well as the two-bedroom townhouse with down payment assistance and a very limited buyer contribution toward the down payment. With a bit more assistance (approximately \$2,300 in second mortgage financing), this purchaser can also afford the three-bedroom townhouse with an out-of-pocket down payment under \$2,000. A somewhat greater commitment of second mortgage financing (\$11,800) can complete this buyer's financing program for the larger duplex unit.

Moderate-income Purchaser #3 requires tax-exempt mortgage financing and down payment assistance to afford the two-bedroom townhouse. With \$12,500 in second mortgage financing, this buyer can afford the triplex unit; purchasing the three-bedroom townhouse will require a larger \$22,000 second mortgage loan. This analysis suggests that many moderate- and middle-income homebuyers can, with routinely available levels of assistance, afford the homeownership units proposed in this area plan.

R/UDAT Area Sales Housing Affordability Analysis Prototype Purchaser #1: \$50,000 Household Income

Housing Type:	Single Family Detached		Duplex		Tr	iplex		edroom nhouse	3-Bedroom Townhouse			
Housing Size		1800	1	1600		1400	- Cont	1100	the good	1500		
Number of Bedrooms	- wen	3	<	3	and.	3		2	CITE-L'	3		
Estimated Development Cost	\$	161,800	\$ 1.	45,500	\$	129,000	\$	104,500	\$	137,300		
Household Income	\$	50,000	\$	50,000	\$	50,000	\$	50,000	\$	50,000		
Maximum PITI @ 30% of Income	\$	1,250	\$	1,250	\$	1,250	\$	1,250	\$	1,250		
Real Estate Taxes & Insurance	\$	247	\$	226	\$	204	\$	172	\$	215		
Maximum P&I	\$	1,003	\$	1,024	\$	1,046	\$	1,078	\$	1,035		
Available Interest Rate		7.5%	1	7.5%		7.5%	198	7.5%	San St	7.5%		
Maximum Mortgage Amount	\$	143,395	\$ 1	30,950	\$	116,100	\$	94,050	\$	123,570		
Downpayment Assistance Available	\$	5,000	\$	5,000	\$	5,000	\$	5,000	\$	5,000		
Buyer Downpayment Contribution	\$	13,405	\$	9,550	\$	7,900	\$	5,450	\$	8,730		
Additional Program Assistance Required	\$	a san sa	\$	χ-	\$	-	\$		\$			
Actual PITI	• \$	1,250	\$	1,142	\$	1,016	\$	830	\$	1,079		

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R/UDAT Area Sales Housing Affordability Analysis Prototype Purchaser #2: \$41,000 Household Income

Housing Type:		Single Family Detached		Duplex		Triplex		2-Bedroom Townhouse		3-Bedroom Townhouse	
Housing Size		1800		1600		1400		1100		1500	
Number of Bedrooms		3		3		3	1 25	2		3	
Estimated Development Cost	\$	161,800	\$	145,500	\$	129,000	\$	104,500	\$	137,300	
Household Income	\$	41,000	\$	41,000	\$	41,000	\$	41,000	\$	41,000	
Maximum PITI @ 30% of Income	\$	1,025	\$	1,025	\$	1,025	\$	1,025	\$	1,025	
Real Estate Taxes & Insurance	\$	247	\$	226	\$	204	\$	172	\$	215	
Maximum P&I	\$	778	\$	799	\$	821	\$	853	\$	810	
Available Interest Rate	S. S.S.	6.5%		6.5%		6.5%		6.5%		6.5%	
Maximum Mortgage Amount	\$	123,031	\$	126,415	\$	122,550	\$	99,275	\$	128,118	
Downpayment Assistance Available	\$	5,000	\$	5,000	\$	5,000	\$	5,000	\$	5,000	
Buyer Downpayment Contribution	\$	3,090	\$	2,275	\$	1,450	\$	225	\$	1,865	
Additional Program Assistance Required	\$	30,679	\$	11,810	\$		\$		\$	2,317	
Actual PITI	\$	1,025	\$	1,025	\$	979	\$	800	\$	1,025	
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R/UDAT Area Sales Housing Affordability Analysis Prototype Purchaser #3: \$36,000 Household Income

Housing Type:	Single Family Detached		Duplex		Triplex		2-Bedroom Townhouse		3-Bedroom Townhouse		
Housing Size		1800		1600		1400		1100	26	1500	
Number of Bedrooms		3		3		3		2	7	3	
Estimated Development Cost	\$	161,800	\$	145,500	\$	129,000	\$	104,500	\$	137,300	
Household Income	\$	36,000	\$	36,000	\$	36,000	\$	36,000	\$	36,000	
Maximum PITI @ 30% of Income	\$	900	\$	900	\$	900	\$	900	\$	900	
Real Estate Taxes & Insurance	\$	247	\$	226	\$	204	\$	172	\$	215	
Maximum P&I	\$	653	\$	674	\$	696	\$	728	\$	685	R
Available Interest Rate	5 m	6.5%	-	6.5%	Nell'	6.5%	13	6.5%	(6.5%	8
Maximum Mortgage Amount	\$	103,254	\$	106,639	\$	110,065	\$	99,275	\$	108,342	
Downpayment Assistance Available	\$	5,000	\$	5,000	\$	5,000	\$	5,000	\$	5,000	
Buyer Downpayment Contribution	\$	3,090	\$	2,275	\$	1,450	\$	225	\$	1,865	
Additional Program Assistance Required	\$	50,456	\$	31,586	\$	12,485	\$	March -	\$	22,093	
Actual PITI	\$	900	\$	900	\$	900	\$	800	\$	900	
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Freeway Access

R/UDAT area access from I-705 provides motorists with a range of visual and traveling experiences which enhance their arrival. The following paragraphs describe the character of each of the freeway gateways and their relationship to the R/UDAT area:

• 21st Street Interchange: The approach from the I-705 interchange via 21st Street to Pacific Avenue affords the arriving motorist with views of the museums, Union Station, and the UWT restoration; this is the best visual approach to the R/UDAT.

• SR 509 to 21st Street: This new highway provides the motorist with long views of the hilltop aspect of downtown Tacoma and the Olympic Mountains and close views of the dome, the port and the associated rail yards. This is an extremely impressive approach to the city and provides business guests with views of the best aspects of Tacoma. Business guests arriving (as passengers in their host's vehicles) from the south on I-705 can be given a quick tour of this approach by exiting I-705 at SR 509 north; traveling to the first interchange and then making a U-turn to return toward the city.

• 15th Street exit ramp: This is the principal freeway gateway to the R/UDAT area and provides it with the most direct and quickest access. From the point of arrival at the end of this ramp at 15th and Pacific, the motorist can continue to his destination via 15th or Pacific Avenue. In particular, convention center visitors can drive directly to parking at 15th and Broadway.

• A Street ramp to 15th Street: This approach to the area provides excellent access to the Pacific Avenue blocks between 13th and 15th streets. In particular, 14th Street terminates at a location on Pacific Avenue which is proposed as the major arrival point for the new convention hotel and World Trade Center. This arrival point should be the principal arrival entrance for automobile and taxi passenger loading, or a principal parking entrance, or both. Note that 14th Street at Pacific would also be the first point of arrival of a shuttle-bus route from the waterfront.

• 13th Street ramp: 13th Street is currently one way eastbound and serves two critical functions: 13th is paired with 11th Street and is connected to the 11th Street Bridge (via A Street), and 13th feeds into one of the three ramps which provide access to the southbound freeway lanes. The other two ramps are at 9th Street and 21st Street. The city traffic engineering department will reconsider the one way operations on 11th and 13th streets this summer. While one-way operation on 13th Street does not create access or circulation problems for the R/UDAT area, two-way operation would increase flexibility by providing motorists with more degrees of freedom. Also, if 13th Street were converted to two-way operation, a new gateway from the freeway into the downtown and R/UDAT area could be provided from A Street. While this additional access is not essential for the R/UDAT area, it would have no negative impact on the area and would add one more route of ingress from the freeway.

Freeway Signing

The directional signs on the interstate should be modified to provide a wayfinding function to guide visiting motorists to the R/UDAT area and other downtown destinations. If variable message signs were installed, special event routing could be provided for. For example, special routing via the 14th and 15th street ramps might be used to direct visitors either to the front door of the new hotel or, alternatively, to the convention center parking above Broadway. At other times, the City may prefer to route visiting motorists — regardless of downtown destination — via 21st Street to Pacific Avenue to show off the best new buildings in the Museum/University district. These variable message signs should be considered in future Intelligent System Transportation planning by the City.

Arterial Street Capacity and Operations

Four streets will provide through and local traffic arterial functions within or adjacent to the R/UDAT area: Pacific Avenue, Tacoma Avenue, 13th and 15th streets. These streets will continue to carry traffic through the R/UDAT area but each also have the function of providing for the local circulation and property access within the area. Most importantly, Pacific and Tacoma avenues must retain on-street parking which is critical to the success of the retail districts which are developing on the streets. On Tacoma, angle parking is proposed to increase the supply of convenient short term parking. This is consistent with the section of Tacoma Avenue between 12th and 9th streets and should be treated in a similar fashion.

With regard to the Light Rail tracks on Pacific Avenue, the R/UDAT team emphasizes the need to retain curb parking. We believe this means that the rails will have to be coincident with traffic lanes so that adequate through and turn lane capacities can be retained along with the necessary parking lanes.

Secondary Street Circulation and Continuity

The balance of streets in the R/UDAT area will serve secondary circulation and local street access functions. None of these streets is intended to carry any significant amount of traffic passing through the area and all of these streets are proposed to have design features which will inhibit through traffic. Other important suggestions are:

• 17th Street should connect to Jefferson via Broadway so that local circulating traffic has a continuous route between Tacoma and Pacific Avenues. The R/UDAT team is proposing a new geometry for the two existing intersections of Jefferson and 17th streets with Pacific Avenue and a relocation of the existing traffic signal. Also, this new signal will be tied in with actuation from the southbound Commerce portion of the Light Rail line to hold traffic at this intersection when a Light Rail car is passing through it.

• Market Street will have continuity through the R/UDAT area and to the north into the downtown where it will tie into St. Helen's Avenue. Market Street is proposed to be closed to vehicular traffic but open as a pedestrian corridor through the UWT campus. The City and the University should collaborate on the design of Market Street through the campus and should consider retaining the ability for the street to carry vehicular traffic on an occasional basis. This may become desirable during special events or during periods when weather or construction reduce the capacity on Pacific or Tacoma avenues.

Bicycle and Pedestrian Transportation

Modifications to local streets within the R/UDAT area are proposed to enhance the area for pleasant, safe and efficient walking. These modifications will reduce traffic speeds and will be a deterrent to cutthrough traffic so that bicyclists can operate along with motor vehicle traffic.

Other enhancements for pedestrians and bicyclists should be included such as shaded and weather protected rest areas and bicycle lock-up facilities at principal destinations. Ĩ

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R/UDAT TEAM

Maynard Ball, AIA Urban Context / Illustration

KCF/SHG Architects Washington, D.C.

A graduate of Yale University and Principal with KCF/SHG in Washington, D.C., Maynard has extensive experience in downtown redevelopment projects with particular expertise in urban planning and design, retail, cultural facilities, multifamily housing and commercial office buildings. Having worked in Washington, D.C., for over 15 years, Maynard has been involved in a number of significant downtown Washington, D.C., projects such as the 1.2 million square-foot MCI Arena, a downtown sports entertainment complex; the redevelopment of the King Street Station, a Washington Metropolitan Transit Station, combining housing, subway, railroad and traffic in a historic district; and many downtown office buildings. He has particular interest in the reknitting of downtown urban revitalization.

Alan Fujimori Landscape / Streetscape

Principal, Alan Fujimori Landscape Architect, Honolulu, Hawaii

Alan has a private practice in Hawaii specializing in urban design, master planning and landscape architecture. Formerly, he was the lead design partner for Sasaki Associates in the Dallas area for nine years and a senior designer in Boston for four years. His management and design experience includes institutional, corporate, mixed use, resort, and urban design projects. Alan has been involved in a number of landscape architecture and urban design projects in Hawaii. As a project coordinator and designer he participated in all project phases, from concept development to contract documentation and field administration.

Bill Gilchrist, AICP

Implementation / Urban Design

City of Birmingham, Alabama, Director of Planning

Bill Gilchrist heads the 220 person department responsible for all regulatory aspects of urban development in Birmingham including zoning, building permits, infrastructure, urban design and historic preservation. His department also coordinates the City of Birmingham's \$250 million capital program. He is a licensed architect and holds his national certificate with NCARB. Bill received his degrees in architecture and business from MIT. He is interested in public participation through the design process. Over his career, Bill's projects have included the Birmingham Civil Rights Institute and District, the Birmingham Airport Renovation and numerous commercial and neighborhood revitalization projects.

Cliff Graves, AJCP Team Leader

President, The Bay Area Life Sciences Alliance A seasoned executive and planner with special skills in guiding organizations through periods of financial and program uncertainty, Cliff has a solid base of experience in economics, land development and infrastructure finance issues. He is the CEO of the Bay Area Life Sciences Alliance (BALSA), a private nonprofit organization formed to develop a 2.6 million square-foot medical research campus for the University of California, San Francisco. During his term as **Executive Director of the Redevelopment** Agency of the City of San Francisco, the agency underwent the largest territorial expansion in its 50-year history, reversed a deteriorating fiscal condition, underwrote the production of nearly 800 units of affordable housing and oversaw more than \$250 million in commercial construction and \$80 million in public improvements. Before this, Cliff operated his own management consultant firm in San Diego, focusing on strategic planning, environmental analysis and community relations.

Jim Hartling Development / Finance

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Urban Partners Philadelphia, Pennsylvania

> Jim has served as partner-in-charge for most of Urban Partners' economic development projects. He has directed the firm's downtown revitalization efforts in Atlantic City, Allentown, Pottstown, Durham and Danville, and is currently working on projects in Asbury Park and Montclair, New Jersey. Jim has prepared and helped implement neighborhood commercial revitalization strategies in Hartford, Trenton, Camden, Philadelphia Pittsburgh, Baltimore, Cleveland, Miami and a number of smaller communities. Jim participated actively in the economic analysis of Philadelphia's Avenue of the Arts, and he has successfully developed complicated reuse programs for hospitals, insurance complexes and other larger facilities. He had more than 10 years of experience as an economic and social planner before founding the Urban Partners in 1980.

Mary Krane Social Services / Public Housing

University of Denver Bridge Project Denver, Colorado

> With a master's degree in Social Work and over 30 years of experience in management/program management for nonprofit agencies and local government social service, Mary has experience directing nonprofit agency operations including fundraising, program development and management, budgeting and supervising staff and operations. As Manager of the Denver Department of Social Services and as a member of the Mayor's Cabinet, she created, implemented, and managed the Denver Family Opportunity Program, a welfare reform program providing comprehensive services to single parents enabling them to achieve self-sufficiency. She also oversaw Community Vision, a welfare program that trained welfare recipients to provide services for over 350 elderly or disabled people. She has extensive experience in homeless and veterans services, adult protective services, food assistance programs, women's and children's programs, and child support. Mary has been a licensed Social Worker in the State of Colorado for 20 years.

James Moore, AIA

Housing/Transit-Oriented Design

University of South Florida, School of Architecture & Community Design, Associate Professor

James has taught at the University of South Florida (USF) in Tampa since 1988. A licensed architect, Moore holds degrees in Design, Design Theory, Building Systems, Architecture and Real Estate Development from MIT and the University of Pennsylvania. His teaching at USF focuses on urban and community design, urban redevelopment, real estate principles, and urban history and theory. From 1991 through 1995, James was Director of the Florida Center for Community Design + Research at the University of South Florida where he oversaw research and design projects in the areas of affordable housing, neighborhood revitalization, sustainable community design, economic development, transit-oriented design and the relation between transportation planning and community design.

Craig Purcell, AIA Design / Illustration

FRCH Architects, Design Director

A graduate of the University of Virginia, Craig is a Design Director with FRCH Design Worldwide. Craig's experience is directed at urban retail/mixed use development. His projects include a three million square-foot mall and entertainment center in Osaka, Japan, and a one million square-foot Big Box Power Entertainment Center in Tokyo. His ties to the Northwest include his work on the 601 Pine Street retail adaptive reuse project in Seattle. Craig formerly worked with the Development Design Group, Inc. in Baltimore, Md., to design a 1.5 million square-foot mixed-use retail/hospitality project in Jakarta, Indonesia.

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Lou Slade

Transportation / Traffic / Transit

Gorove/Slade Associates, Inc. Vice President and Principal Associate Washington, D.C.

One of the founding principals of Gorove/Slade Associates in 1979, Louis gained professional experience with national consulting firms in Washington, D.C., and Chicago. His experience includes highway design, transportation planning, traffic engineering and a broad range of transportation problem-resolution assignments. He currently directs all Gorove/Slade Associates activities in the Washington, D.C., metropolitan area and oversees all regional operations. Louis has consulted on Washington, D.C., projects that include the MCI Center, Union Station, the Old Post Office, the Ronald Reagan Building, Market Square, Georgetown Park, and Washington Harbour. Louis's diverse experience bridges the disciplines of civil engineering design, urban transportation planning, traffic engineering, land development, environmental analysis, and transportation systems design. He has directed major regional comprehensive transportation planning studies and studies for central business districts and new developments.

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STUDENT TEAM

Christine Alar James Brick Judy Hicks Khalid Khan Robert Lee Andrea Masotti Lee Michaelis John Mucciarone Brian Nguyen Jessie Schnell Dennis Simpson Aolani Yamasoto

LOCAL STEERING COMMITTEE

Christopher Algeo, Key Bank of Washington Tom Bates, AIA, BLR+B Architects Blake Bolton, AIA, McGranahan Partnership Greg Brewis, GW Brewis Company Randy Cook, AIA, Thomas - Cook Architects Jeff Daniel, Tacoma Reporter Kevin Desmond, Pierce Transit Val Dumond Paul Ellingson, Bargreen Ellingson Inc. Janice Evans, University of Washington Tacoma Bob Evans, Emeritus AIA Jan Farning, United Way of Tacoma/Pierce County Larry Faulk, Tacoma Community College Julia Garnett, Cultural Council of Greater Tacoma Pete Grignon, United Way of Tacoma/Pierce County Dave Johnson, AHBL Engineers Karen Knipher, Tacoma Rescue Mission Scott Larsen, Bill Larsen and Associates Mark Lewington, Graham & Dunn Don Lloyd, Rushforth Construction Mike Lonergan, Tacoma Rescue Mission Dawn Lucien, University of Washington Tacoma & City Club Jack McQuade, The Swiss Miles Mitchell, Miles Mitchell Photography Cindy Peterson, AIA Southwest Washington Chapter Kevin Phelps, Landmark Convention Center Peter Rasmussen, FAIA, Rasmussen Triebelhorn Architects Bill Rasmussen, Metropolitan Parks Michael Sanford, Sheraton Tacoma Hotel Julie Sarff, Tacoma News Tribune Dick Siegle, Washington State History Museum Patt Smith, Smith-Western Company Janice Smith, Business Examiner Donna Stenger, City of Tacoma

Tana Stenseng, Tacoma / Pierce County Chamber of Commerce
Matthew Schwartz, Foss Waterway Development Authority
Dennis Taylor, Sustainable Pierce County
Juli Wilkerson, City of Tacoma

CONTRIBUTORS

Tom Absher Darrel Adams Martha Anderson Paula Anderson Robert Arleth Lea Armstrong Eli Ashley **Bill Baarsma** Rev. Frank Barker Rod Bigelow Martin Blackman **Bob Bonnett** Mary Bradford Dana Brown David Boyd Sandy Boyle Jan Brazzell John Briehl Eric Cederstrand Gary Chandler Jackie Coard Sharon Coleman Sue Comis Zorba Conlen Lee Copeland Ray Corpuz Kyle Crews Mike Crowley Mike Dalin Gary Davis Thomas Dixon **Doyle Douglas Brian Ebersole** Paul Ellis **Carol Falquette** Carol Farer Grahame Fenton

David Fischer Shirl Gilbert Nancy Grabinski-Young Deb Hall Tom Hard Ann Harris Mike Hickey Ann Hibbert Don Hines Beth Hjalseth Scott Hogman **Ralph Holliday** John Holtermann John Idstrom Robin Jenkinson Chris Johnson Merten Johnson Nancy Johnson Fred Jones Michelle Jones Brian Kamens Fito Koenig Gwen Kopetzky Julia Koster Lt. Mark Langford Norm LeMay Charles Li Cathy Leone-Woods **Eileen** Lewis Randy Lewis Alan Liddle Ann-Marie Lindboe John Martin Jim Mattheis James Matthews James McDonald Bruce McKean Fran McNair **Brad Merkle**

Jim Merritt Don Meyer **Robin Meyer** Paul Miller Harold Moss **Doug Miller** Mike Murnane Pat Nagle Geoffrey Nelson Patsy O'Connell Caroline O'Leary Heather Pennington Susan Perong Andrea Peterson Scott Pierson **Bill Pugh** Dan Putnam Bill Reed **Ilmar Reinvald Bill Riley** Paul and Nancy Rising **Randy Robbins** Fred and Anne Roberson Jeff Robinson Jeff Rounce Dawn Schauer Judith Shoudy **Craig Sivley** Don Smith Tom Stenger Dean Sugimoto Michael Sullivan Elizabeth Tail Al Tebaldi **Barry Thomas** Jeff Thompson Jon Torgerson Kathy Van Pelt Dan Voelpel

Nancy Watkins Bill Whitman Cindy Wilder Bill Woodard Lihuang Wung Fred Yomes Stuart Young Carl Zarelli T

TOWN MEETING ATTENDEES

Lily Aki Layne Alfonso Chris Andersen Dale Anderson Donald G. Arsenault **Bob** Arleth Connie Bacon Mark Bader John Barline Charles W. Begg Trish Begg Carol Bellinger **Bill Bichsel** James Boire Mary Bradford Erik Brand **Cathy Brewis** Ann Burns Crett Carlson Sebrena Chambers Danna Clancy Craig Cogger Sue Comis Randy Cook Glenna Cook Jeanna Corona Karen Corona Karen Craven Chris Daikos Jeff Daniel Nancy Davis Rob DeRosa Su Dowie Sean Eagan

Virginia Eberhardt Ben Edwards **Carol Falquette** Carol Farer Phyllis Renfro Foster Warren Foster Dave Fox Irene R. Fruzzetti Shirley Gordon Tim Gosselin Nancy Grabinski-Young Jim Guarre **Richard Hagener** Fred Haley Al Hampton Jerry Harnish Mary T. Harris Anne Heller Don Hines Jamee M. Holder Paul Hollister **Carol Huntington** Patti Hurlbut Doug Jackman Mykel Jantz David Jay **Robin Jenkinson** Laura Jensen **Blaine Johnson** Nancy Johnson David Johnson Joel Jones Laura Jungkuntz Shula King Rick S. King John LaBrie Jim LaBrie Scott Larsen

James Lee Mark Lewington **Eileen** Lewis Noreen Light Don R. Lloyd Doug Long Penelope Loucas Dawn Lucien Al Lynden **Eldon Magnuson** John K. Martin Michael McGavock Lillian Merkle Brad Merkle Teres Millar Bruce Miller Ken Miller **Bil Moss** Steve Muller Mike Murnane Pilar Murray Caroline O'Leary Susan Odencrantz **Diane** Oliver **Terry Palmer** Scott Palmer Bernie Pelker Heather Pennington Mark Peterson Nadrea Peterson Kathie Peterson **Kevin Phelps** Karen Pickett Kazu Ouaranto Carol Rave Kendall Reid Gayle Reiber Condry Robbins II

Jeannette E. Ruckle Rick S. King Amy Sahlstrom Gary Schelhammer Roche Scheurerman Howard Schwartz George See Jeff Shannon Jim Shea Ann Sink Sally Slater Sara Slater Carol Sloman Mike Smith **Clinton Spencer** Wanda Spencer Sarah Storm-Tower Sylvia Summers Dave Jay Thomsen Marylow Toth R.C. Toth Bekah Townsend **Bob** Tschida Jose Veliz III Steve VerValin Kristin Videto Ron Pierre Vignec **Richard Vlahovich** Dan Voelpel Jim Walton Marian Weed Jeremy M. Wekell Steve Williams **Debbie Winskill** Dale Woodard Larry Zorell

ADMINISTRATIVE SUPPORT

Karin Hill Cathy Morton Doris Payne Mark Payne Mark Pohto Kristin Pryor Lisa Quinn Val Mediate-Urevig Martha Wiley Pat Whitman

TECHNICAL SUPPORT

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