

BREWERY DISTRICT DEVELOPMENT CONCEPT STUDY

CITY OF TACOMA
DEPARTMENT OF COMMUNITY AND ECONOMIC DEVELOPMENT
APRIL 2010



VIA ARCHITECTURE

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ACKNOWLEDGEMENTS

CITY OF TACOMA
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NEW TACOMA NEIGHBORHOOD COUNCIL

CONSULTANT TEAM

VIA ARCHITECTURE
BCRA
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1.0 INTRODUCTION + PURPOSE

Tucked to the south of 21st Street are Tacoma’s remaining brick-clad breweries, machine shops and railroad tracks; the remnants of an urban industrial setting that has seen limited change since the early part of the Twentieth century. Borrowing its name from Tacoma’s brewers, who over the past century made good use of free flowing groundwater, the District is now at the center of a new vision for Downtown’s continued rejuvenation.

The ***Brewery District Development Concept Study*** stems from the work completed in the Downtown Plan (2008) and the Downtown Tacoma Economic Development Strategy (2008), as well as the vision put forth by the Hillside Development Council and community stakeholders.

These documents position the area as a **lynch pin** to the continued downtown revitalization, as it is a connector between transit oriented neighborhoods of the Dome District, the cultural resources of Union Station/Museum District and the growing University of Washington, Tacoma campus. As such, the Brewery District demands a creative vision to transform its currently under-utilized space, as well as to fully optimize its long lists of assets.

This document aims to provide the City with a working set of strategies for the short, intermediate, and long term. It identifies catalyst sites for both primary and secondary opportunities, including adaptive re-use and new construction. For these sites, tied within a broader framework of transit accessibility, the Study will advise on design direction, City capacity building, and interim solutions that will add value to the area’s environment.

1.1 Planning Context

Over the past decade, from *Destination Downtown* to the *2008 Downtown Plan* and *Downtown Economic Strategic Plan*, the policies for the Brewery District have followed a consistent trajectory:

Balance redevelopment with preservation;

Create a sustainable mixed-use district focusing on the arts and creative sectors and incorporating a blend of residential, light industrial and commercial uses;

Provide for active walking streets and pedestrian-oriented design.



As part of the City’s ongoing initiative for continued revitalization, Tacoma’s Downtown Economic Strategic Plan brought forward a set of “target sectors.” The Brewery District was identified as an area for *Creative Arts and Design*, due to its unique spatial attributes, and proximity to existing cultural and institutional investments.

From the public sector perspective, policy goals for an engaged creative community in the Brewery District might include:

- Attracting creative industry and cultural enterprises
- Encouraging business and job development for the existing business sector
- Supporting adjacent destinations such as the Tacoma Arts Museum, the Washington State History Museum and the Museum of Glass, and encouraging similar uses to locate in the Brewery District
- Preserving and reusing historically significant buildings
- Enhancing property values
- Engaging transitional uses that can transform under utilized space and encourage long-term, sustainable uses

Another significant context for this Study is the planned infrastructure investment in the *Sounder to Lakewood D to M* commuter rail alignment. The new rail line will alter vehicle and pedestrian movement along Pacific Ave. Brewery District access streets will be redefined, providing both a challenge and an opportunity to consider the area's identity as a gateway to the Downtown Core.

1.1.2 Policy Framework

The following are *Comprehensive Plan* policies that help lay the groundwork for this Study:

A Balanced Healthy Economy

2.1A Economic Clusters Downtown: The City should implement economic development strategies to become a location of choice for the following identified target sectors:

- Business + Professional Services
- Creative Arts and Design
- Financial Services
- IT + Software Design
- Trade + Logistics Services

2.1B Foster an Entrepreneurial Culture

2.1C Catalyst Projects: Connecting the Gaps

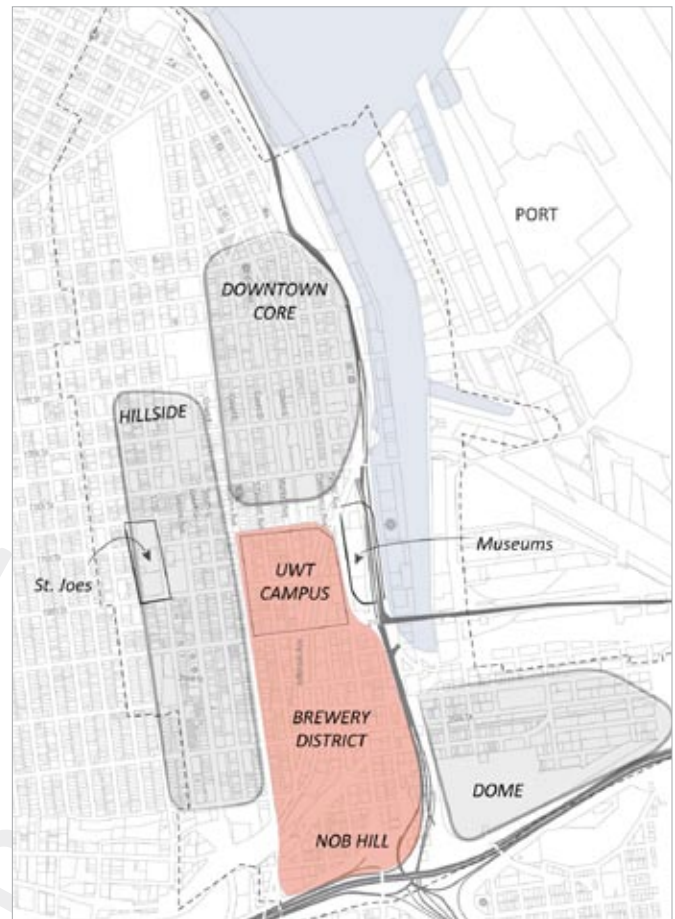
Achieving Vitality Downtown

2.2A Differentiate Character Areas

2.2D Improve Downtown Safety and Perception

2.2E Collaborate with the University of Washington Tacoma

2.2F Historic Preservation



(Map 1) Study area + Adjacent Neighborhoods

Sustainable City

2.3B Expand Downtown Housing Choices

2.3C Build a Family Friendly and Livable Downtown

2.3E Grow Community Through Food Security

2.3F Develop Sustainable Transportation Choices

City of the Arts

2.4A Continue to Enhance Tacoma's Regional Position in Cultural Tourism

2.4B Establish the Creative Arts and Design as a Primary Target Sector in Downtown Tacoma

2.4C Establish a Public-Private Partnership for an Arts Accelerator or Cultural Arts Center

1.2 Public Outreach Summary

Public outreach conducted by the project team provided insight into community aspirations and goals related to development concepts and recommendations. During the six months of the project the consulting team conducted the following:

1. Stakeholder interviews with the following individuals and groups:

- *Downtown Developers*
- *School of the Arts*
- *Washington State History Museum*
- *Brewery District Residents and Business Owners*
- *Department of Community and Economic Development*
- *Metro Parks*
- *Museum and Cultural Representatives*
- *Small Business Owners*
- *Pierce Transit*
- *Sound Transit*
- *University of Washington Tacoma*
- *GTEC, Tacoma Mobility Coordinator*
- *Dome District Stakeholders*
- *Department of Public Works*
- *Tacoma Housing Authority*
- *Tacoma Arts Commission*
- *Historic Tacoma*
- *Social Service Providers*

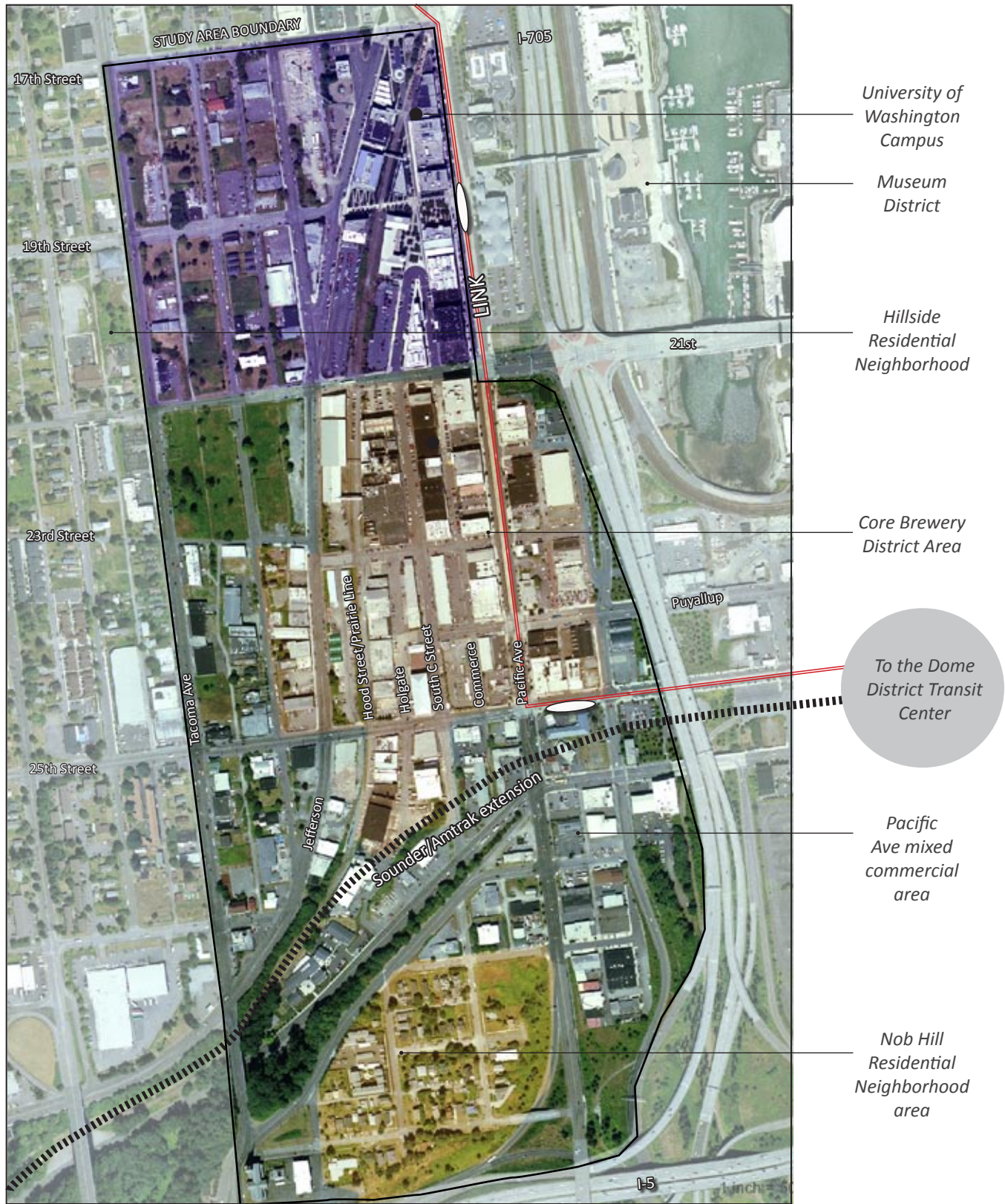
2. Presentations and summary by the Consultant team to the Hillside Neighborhood Council for technical advice on the following dates:

- July 23, 2009
- September 24, 2009
- October 20, 2009

3. On-line survey posted to the Tacoma List Server and distributed to stakeholder mailing lists, and other social networking sources (Survey can be found in Appendix 1). Survey was held open for one month with over 200 respondents.

4. Public Open House Meeting and Presentation was held at the University of Washington, Tacoma on December, 9 2009 with attendance from both project stakeholders, City staff, and the public.

5. Publication of DRAFT Development Concept Study for public review and comment on December 9, 2009.



(Map 2) Study Area aerial photo and key areas

2.0 THE DISTRICT TODAY

The Brewery District is still frequented by loading trucks from small businesses, such as steel supply, furniture making, and the City's machine shops. Upon closer inspection despite gritty charm, the District also reveals the less than optimum use of space, surface parking, vacancies, and a lack of human presence on the streets.

During the Project's initial interviews, stakeholders and residents were

asked to identify the assets and challenges of the District. We also spoke to members representing adjacent neighborhoods, Union Station/ University, as well as Nob Hill and the Dome District.

To the right are typical comments from survey respondents. A full set of survey results can be found in the Appendix (1) Survey Results.

“What do you like most about the Brewery District?”

“The buildings--old, slightly mysterious, seem like a good place for ambitious projects”

“I noticed this area immediately upon moving to Tacoma four years ago. I think the architecture of the old brick buildings/ brewery and some of the warehouse spaces are great, it would be a good area for a gallery/arts district.”

“The potential for beauty.”

What we heard from Stakeholders:

Hillside Development Council

- Existing small businesses in the Brewery district need to feel included in the process.
- Want to see change first on the City-owned parcels; this is catalyst for the area.
- Interested in preserving character, but should have freedom to not save buildings that don't contribute to the historic character or are economically infeasible to reuse.
- Would like to have well designed buildings that are appropriate to the Brewery District.

New Tacoma Neighborhood Council

- Interested in seeing the city's Shops and Stables undergo adaptive re-use as a business incubator or market.
- Concerned about connectivity – i.e. the ease to which people can enter the city; interested in seeing more developed gateways; don't want people to fly through downtown without realizing it.
- Limited constituency in Brewery District means that we may need to borrow energy from adjacent neighborhoods.

Museums and Cultural Representatives

- Are excited about the City's focus on creativity, and would like to participate and help make this a reality.

UW Tacoma

- Interested in knowing what the best opportunities for partnerships are between the campus and the Brewery District, and how to strengthen the links between the two study areas.
- Concerned about safety along Commerce, Jefferson, and the Prairie Line as residential student population grows.
- Concerned about pedestrian crossings on 21st where vehicle/pedestrian conflicts are high.

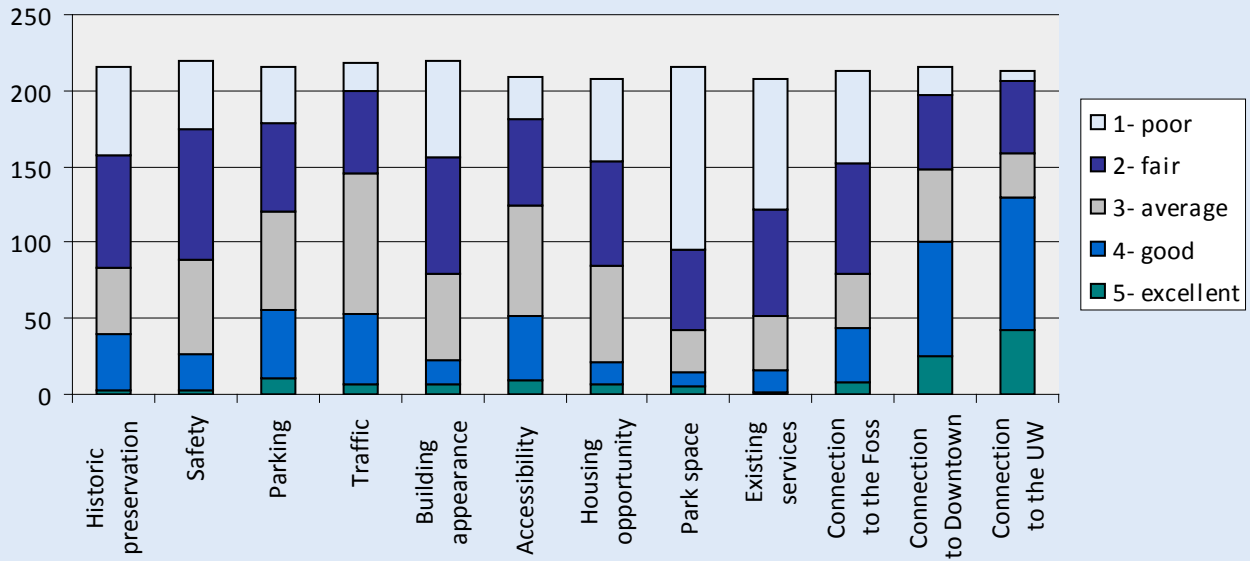
Tacoma Arts Commission

- Would like to advance the working arts - through both long term and temporary strategies to get more people into the district and make connections to the existing museums.

Social Service Providers

- Development on the 6-acre parcel (at 21st and Jefferson) should be thoughtful about workforce housing need; in particular as the neighborhood redevelops; setting up for long-term care for working class and lower income residents.

If you are familiar with the Brewery District (south of 21st street), how would you rate the existing conditions in general on a scale of 1-5



For a full set of survey responses see Appendix (1)

District Assets

- Walkable, narrow streets
- Views of the Foss Waterway and proximity to the waterfront
- Potential for gateway access to downtown core at Pacific Avenue
- Clear neighborhood boundaries and identity
- Historic character of buildings, both contributing and pivotal in the core, along the Prairie Line Corridor and Pacific Avenue
- Available space for industry and production
- Proximity to extensive mass transit (LINK, Sounder, AMTRAK, local and regional bus service) and other transportation modes including I-705 and I-5
- Proximity to existing cultural district and museums
- Centrally located within a growing downtown
- Neighborhood and institutional investment through the UWT
- Topography and views are interesting and dynamic
- Significant assembled land in public ownership

District Challenges

- Limited street level activity
- Public safety and social costs related to blighted or under-utilized space
- Buildings in disrepair
- Aging infrastructure
- High number of vacancies
- Disproportionately high concentration of social services
- A perception of crime that discourages visitors
- Lack of destinations
- Perception of risk by financiers and developers
- Barriers to pedestrian crossing between the University Campus and the Brewery District
- Conflict between vehicle movement and pedestrians
- Great character on Commerce Street, but no public or pedestrian uses

2.1 neighborhood

2.1 Demographic Profile

Much of the study area population is concentrated at the edges or just outside of the core historic area of the Brewery District in either Nob Hill, Hillside or on the University footprint. This population lives in both older homes and in new multifamily construction, such as Court 17. Additional populations include lower income households in subsidized housing, such as the Jefferson Apartments operated by the Metropolitan Development Council (MDC).

Racially diverse, with a 33% minority population, the study area residents have comparatively less income than city-wide and a median age of 24-35. However, over the past ten years, median income has risen by nearly \$10,000 from \$32,865 to \$42,903.¹

Table: PSRC Demographic Data (2008)³ Census Tract 616.02

Total Housing Units (2000)	354	Estimated Population in Households	695
Total Housing Units (2008)	519	Estimated Average Household Size	1.63
Estimated Vacancy Rate	17%	Estimated Total Population	807



(Map 3) Census tract 616.02 - South Downtown

In order to better gauge the market for new and resale multifamily developments, the City of Tacoma commissioned the 2007 Tacoma Housing Trends Study.² This study provided a demographic profile for the South Downtown. Its findings for the most part, follow the broader national trends. The most significant are listed below;

1. *Smaller household sizes.* For the first time in the history of the U.S. Census, the majority of households are singles and couples with no children. Urban areas such as South Downtown offer housing prospects for these shrinking families.
2. *An aging population.* As baby boomers age, this population will continue to grow, peaking in 2015. Older populations are choosing to live where they can easily walk or take public transit to amenities and activities.
3. *Young couples.* Those born between 1979 and 1994 are just now entering the housing market, and many of these new buyers have small budgets and different interests than their parents.
4. Overall, the Study sees the area as *growing* and highlighted issues of *safety and access* as primary drivers for a choice to live in the South Downtown.

Study Area Employment

The 2008 Downtown Impact Assessment's analysis of the southern quarter of Downtown Tacoma provides a snap shot of current business within the Brewery District⁴. Characterized primarily as a Industrial/Commercial concentration, the report found that there is a lack of employment density relative to other areas in Downtown. However, while the quarter contains just 6.7% of Downtown Tacoma's total employment, it does represent 35% of the total manufacturing in Downtown. Furthermore, the study noted a low jobs-to-space utilization within the District.

¹ Federal Financial Institutions Examination Council. (2009) *FFIEC Census Report - Summary Census Demographic Information*, retrieved from <http://www.ffiec.gov/census/report.aspx?year=2009&state=53&report=demographic&msa=45104>, Page Access 11/1/2009

² City of Tacoma. (2007) *New Home Trends: Downtown High Density Housing Study*, Tacoma WA

³ Puget Sound Regional Council. (2009) *Population and Housing Estimates April 1 2009*, retrieved from <http://www.psrc.org/data/pophousing/pophousing-estimates>, Page Access 11/1/2009

⁴ City of Tacoma, Department of Community and Economic Development. (2008) *Downtown Impact Assessment*, Tacoma WA

Table: Downtown Industrial /Commercial Area of Concentration - South Downtown (2008)⁵

	All sectors	General Services	Other	MFG.		
<i>Employment</i>	2,847	789	604	548	Output	\$244M
<i>% of Industrial/Commercial Employment</i>	100.0%	27.7%	21.2%	19.2%	Jobs	2,335
<i>% of Industrial/Commercial Sector Employment within the Downtown</i>	6.6%	33.8%	13.2%	35.8%	Income	\$82.8M

While budget has always been a factor renters consider before signing a lease, increasingly renters are also thinking about the **value of their time, commute costs + environmental footprint**

Local Businesses and Services

Small Business and Light Industrial

Old Tacoma Steel Supply
 City Shops
 Marine Supply
 Electric Supply
 Signs
 Welding
 Motors and Automotive Services
 American Saw
 Dry Cleaning
 Furniture Upholstery
 American Equipment and Tool
 Pierce County – Fleet

Warehousing

Glass Arts Storage
 Public Self Storage
 City Utilities
 Marine Boat Storage

Social Service

Metropolitan Development Council
 Nativity House
 Tacoma Rescue Mission
 Urban Grace Church
 Goodwill
 St. Paul Evangelical Church
 Rebirth Ministries Church
 New Vocational First Baptist Church
 Tacoma Buddhist Church
 Living Grace Ministries
 Urban League

Education

School of the Arts
 Everest College
 University of Washington, Tacoma
 Urban Habitat
 School District #10 – Region 5
 Learning Center

Arts Related

Custom Guitars
 Recording Studio and Rentals
 Sound West Audio
 Concert Lighting and Stage
 Clinton’s Music House
 Old-Time Woodworking
 Metal Forge
 Bronze Works Art Gallery
 Community Art Space
 Community Glass-blowing Space
 Arts Collective
 ArtSpace Collective
 Tacoma Glass Blowing Center
 Tacoma Art Place
 Urban Grace Church – Free Dance Classes
 T-Town Screen Printing
 Printing and Publishing
 Architecture Offices
 Custom Photography
 Tacoma Design Market

⁵ City of Tacoma, Department of Community and Economic Development. (2008) *Downtown Impact Assessment*, Tacoma WA

2.2 authenticity

2.2 Historic Preservation + Public Benefit

The historic buildings in the core of the Brewery District inform how citizens perceive the District and are significant to downtown Tacoma's overall *imageability*. However, these buildings have also been both catalyst and obstacle in the neighborhood's pursuit of redevelopment. Within the Puget Sound's earthquake prone region, buildings renovated for more intensive uses must undergo a seismic retrofit to meet life safety requirements, often resulting in extra costs. In addition, some of the properties have issues related to absenteeism, speculation, or disassembled ownership, resulting in a portfolio of structures that are underutilized or vacant.

However, despite difficulties, successful historic preservation and adaptive re-use invoke a multiplier effect of public benefits including:

- Increased property values
- Stabilized neighborhoods
- Heritage tourism
- Civic pride
- Sustainability

As such, preservation/adaptive reuse has become one of Tacoma's economic development priorities. With many in Downtown concerned about the fate of historic icons, including the Elks Building and Old City Hall, the City is undergoing an update to the Historic Preservation Element in the Comprehensive Plan and associated Landmarks Code in 2010-2011.

Historic Preservation has also been key to the University of Washington's

The respondents to the Brewery District Development Concept Survey support the preservation of select historic structures, as well as broadening available tools and incentives for property owners to deal with challenges. See response below.

What kind of uses would you like to see in historic buildings in the Brewery District? (percentage responding yes)

Manufacturing	21%
Warehouse	14%
Parking	22%
Artist Studios	76%
Live/Work Studios	83%
Residences	71%
Small Business	90%
Retail	85%

Preserving the existing character of buildings within the Brewery District is important to me. (percentage responding)

Strongly Agree	52%
Agree	33.5%
Neutral	9%
Disagree	3%
Strongly Disagree	3%

evolving urban campus, bestowing on it a tangible relationship with the area's past and making it one of the most well-received new development areas in the City

Historic Structures in the Brewery District

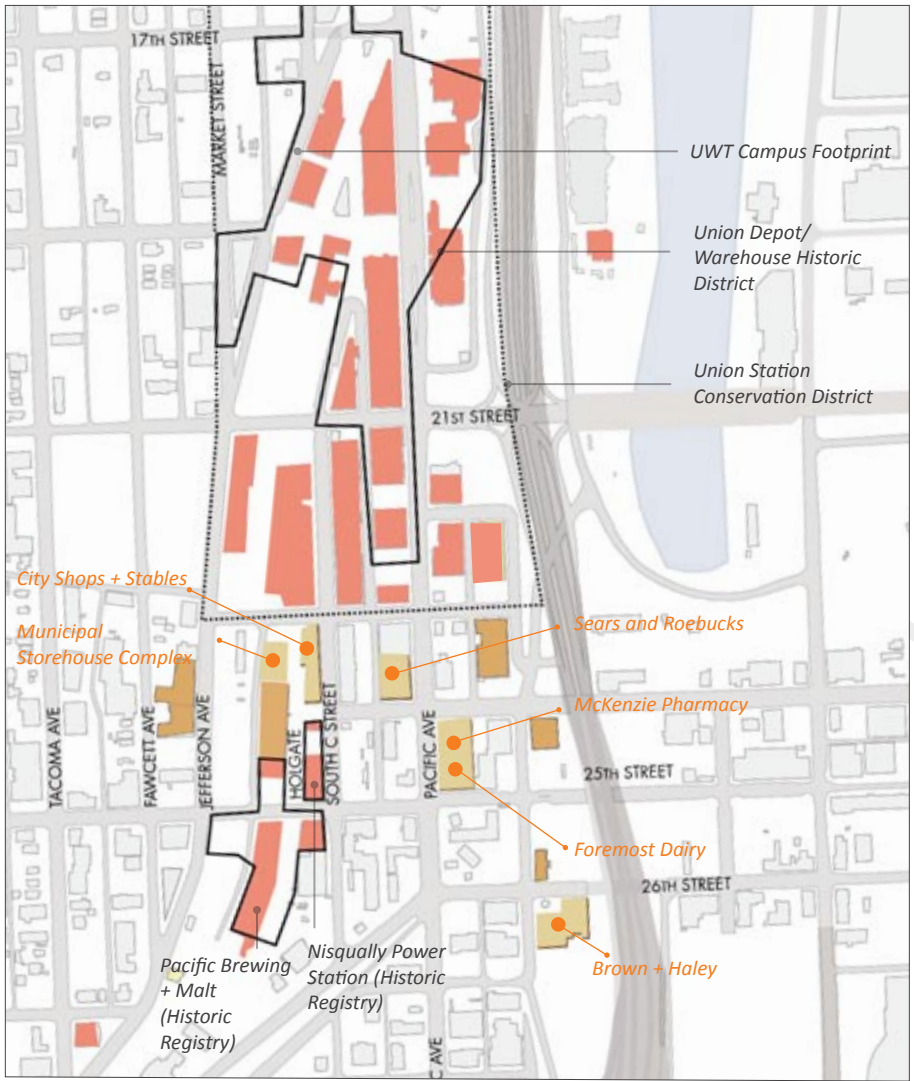
The northern blocks of the Brewery District contain a portion of the Union Station Conservation District as a buffer around the more formal Historic District. In the Brewery District, older warehousing and industrial buildings along Commerce, Pacific, and 'A' Street share similar height, construction type, and original function. Many of these buildings are especially well suited to adaptive re-use due to their large, open floor plates, high ceilings, and plentiful windows. Buildings located between South C Street, Commerce, and Pacific Ave are designed with dual entrances and loading docks.

A survey was conducted in 2001 by the City of Tacoma as part of an application for a Historic District nomination throughout the Brewery District. The survey recommended a number of buildings as "pivotal," "primary," or "contributing." This inventory is now in the process of being updated and can help to identify the most important buildings to preserve. A summary of these findings is located on the map on page 13.

2.2.1 Preservation Challenges

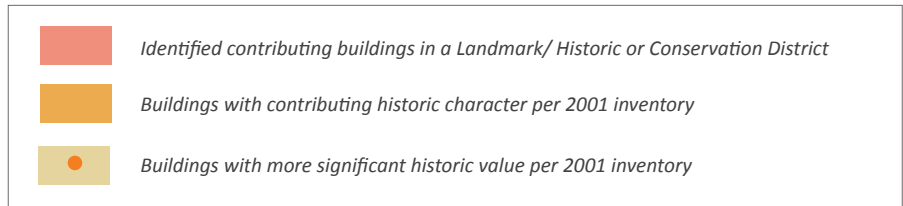
Historic buildings within the District are in various states of repair. Some buildings are derelict and/or under-utilized, and many have deferred maintenance making it very costly to bring these buildings in compliance with code, particularly seismic. In stakeholder meetings we heard that public concern, in particular, revolves around the following:

1. The set of public works utility buildings including the shops, water, and power buildings that line Holgate Ave. With the exception of the Nisqually Power Station these buildings are not currently in a Conservation District or otherwise protected.



(Map 4) Historic Asset Inventory

In a Conservation District the level of significance is lower than for Historic Districts with regulation aimed at maintaining a general neighborhood character. However, a distinction between “contributing” and “non-contributing” resources is still made and new and existing structure renovations participate in design review by the Tacoma Landmarks Preservation Commission.



Unrenovated portion of Pacific Brewing and Malt facing South C Street.



Loading docks on Commerce Street



The Foremost Dairy Building

2. The Breweries: *Columbia/Alt Heidelberg Brewery + Pacific Brewing and Malt*
 - a. The Columbia/Alt Heidelberg and its water tower remain the iconic marker for the District. However, much of the Heidelberg is in poor condition due to several fires over the life of the building. Frequent remodeling (about every thirty years) degraded the historic value, while the recent years of neglect have left the building in a blighted condition.

The northern parcel of the Brewery and adjacent parking lot on Commerce and 21st for a 160 is currently under option for a Holiday Inn Express. Tacoma's Landmarks Preservation Commission is currently reviewing entrances, loading, façade, scale, and material choice. There is also developer interest in renovations and adaptive re-use for the remaining portion of the Heidelberg, but the building's poor condition is a challenge, and significant subsidy may be needed to make saving the structure feasible.

- b. In 2008, Rainier Connect purchased a portion of the former home of the Pacific Brewing and Malt Company. The company has renovated 30,000 square feet and new uses include office space, as well as the M-Space hot shop. Portions of the building to the south have not yet been renovated, including the four story facade on South C Street. Space is being actively marketed for office and other uses.

2.2.3 Existing Programs

In 2010 the University of Washington will complete the renovation of the last of the historic buildings within its footprint. This renovation of the Joy Building will contain classrooms, faculty offices and future retail spaces and marks a significant contribution by the University to downtown's historic character. The University of Washington has expressed significant interest in pursuing additional historic preservation in the Brewery District to support student services and better link the campus to adjacent blocks. This also makes use of existing assets, and builds upon a culture of sustainable re-use in the downtown.

Other existing programs are typical of widely applied municipal strategies for historic preservation consisting of:

- Special Tax Valuation Program: Property owners who complete a substantial rehabilitation within a period of two years may benefit from reduced property taxes for a period of ten years. (Properties must be listed on the Tacoma Registrar of Historic Places)
- Federal Historic Rehabilitation Tax Credits: The tax incentive program is a one time federal tax credit for the historic rehabilitation costs for a property. (Properties must be listed on the National or within a locally designated district)

2.3 market realities

2.3 Land Use and Development/Market Conditions

The project team conducted several interviews with Tacoma/Seattle developers and property owners to grasp generalized market conditions. A “soft/hard” analysis was also conducted for properties within the WR and R4 zones understand relative “propensity for redevelopment.”

Office

Given the saturation of available space and the existing market, new office construction is unlikely on vacant land within the WR Zone because existing lease rates do not warrant the level of investment required. Furthermore, narrower block widths (less than 120’) make parking geometries inefficient, adding to overall costs. Within Downtown Tacoma, there are a number of other competing opportunities on assembled land in the core business district, in particular the Haub Properties on Pacific Avenue. Office vacancy rates have also been impacted due to the recent decision by Russell Investments to shift its headquarters facility to Seattle.

The southern portion of downtown, may continue to attract smaller offices in the creative sector, particularly in existing historic buildings.

Residential

Residential development is considered to be generally feasible on a vacant parcels with little or no current income stream.

Within the Brewery District, a typical new construction building type would likely be mid-rise mixed-use at five to six story woodframe/light gauge metal studs on a concrete podium, work/loft services, or lower scaled townhouse projects such as recently witnessed in the Hillside Residential neighborhood.

Existing City regulations do not provide for design review for buildings of this scale outside of the Historic Districts.

Production + Creative Uses

There is existing city interest in the formation of business incubators and creative uses within the Brewery District. Shared artist spaces have materialized within the study area including Tacoma Arts Space, M-Space and the Robert Daniel Gallery. These spaces are taking advantage of low rents, good accessibility and in some cases industrial styled open floor plan buildings and seeding the potential for a broader creative community.

Tacoma has previously sought to promote artist space in response to community interest. In 2003, *ArtSpace* a 501c3 dedicated to the creation of Artist live-work space worked with the City of Tacoma to conduct a survey of over 6,000 Puget Sound area artists. Of the survey’s 764 respondents, 356 indicated that they would potentially relocate to an artist live/work community in Tacoma. *ArtSpace* concluded that it was one of the most successful turnouts they had yet experienced, and likely demand was underestimated.

Dedicating spaces to working artists or artisans and keeping some portion of housing affordable brings long-term security to keep the arts alive and well in Tacoma. The 2008 Economic Development Strategic Plan lists a set of actions for a “Creative Arts and Design District.” While these ideas have generally been folded into the Downtown Plan, it may be useful to itemize relevant actions again here. From the Plan:

1. Create an **advisory group of area artists** to help plan for the needs of the future residents/workers in this district as well as to promote it among the artist community.
2. Establish a **Creative Arts Complex** to serve as a growth stimulus for the City’s creative businesses and as a cultural attraction for residents and visitors. The Complex should be composed of several distinct, but interrelated programs.
3. Establish a **Creative Arts Training Center** as a joint program between higher education and community partners to offer certification and degree programs in creative and culinary arts, as well as community education programs.
4. Establish a **Creative Arts Entrepreneurship Accelerator** to offer services to help creative entrepreneurs take business ideas from fruition to reality. These services could include business-planning curriculum, programs to link funders with entrepreneurs, grant programs, low rent space, and office support services.

5. Provide incentives and support packages to make the District a residential and tourist destination.
6. Enliven the district for visitors with specific festival programming related to Showcase Tacoma.
7. Recommend alternative locations for the public works facilities in the Brewery District and Dome District, in order to begin enhancement to the Creative Arts District.
8. Understanding barriers to restoration costs pursue legislative strategy to reduce or provide a credit on seismic retrofit costs to encourage restoration of historic structures within the Brewery District.

Adaptive Re-use

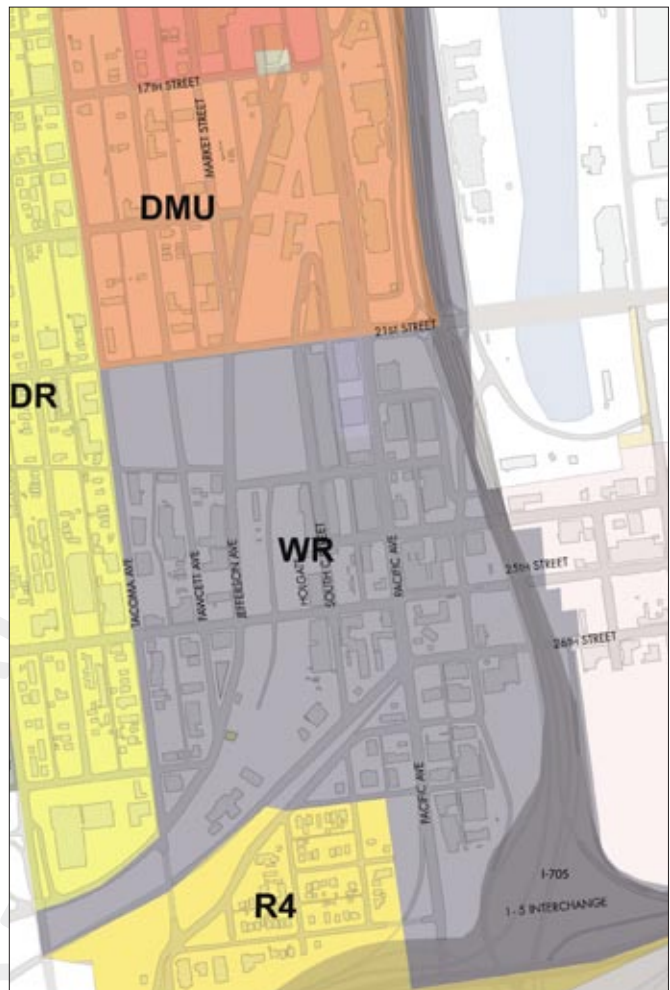
Over the past several years, there has been limited redevelopment of existing buildings within Tacoma’s south downtown beyond the University of Washington campus, and increasing public interest in the re-use of historic structures. However, the financial feasibility of rehabilitation is difficult to ascertain due to the unique circumstances of each property. The Hunt Mottet Lofts (completed in 2003) and Albers Mill (completed in 2005) are precedents for loft conversion. The Bone Dry Shoe building on Pacific Ave and the Horizon Pacific Center are both new commercial enterprises located in historic buildings on Pacific Ave, south of 21st Street. This study recommends additional public tools and incentives to further encourage adaptive re-use of similar historic properties.

2.3.1 Land Use And Development Challenges

Property Ownership

Property ownership throughout the Study Area is generally disassembled with the exception of the three major land owners, the State of Washington, the City of Tacoma, and properties acquired by Sound Transit as part of the D to M Sounder to Lakewood project. (The Tacoma Rescue Mission and Holy Rosary Church also own large consolidated parcels, which are not likely to redevelop.)

The City of Tacoma owns the 6.4 acre site located at 21st Street and Jefferson/Fawcett/Tacoma Ave, in addition to the Public Works Streets and Grounds facilities, a Fire Station, and Tacoma Power Sub Station (see Map 7).



(Map 5) Study Area Zoning

Prairie Line Uncertainty

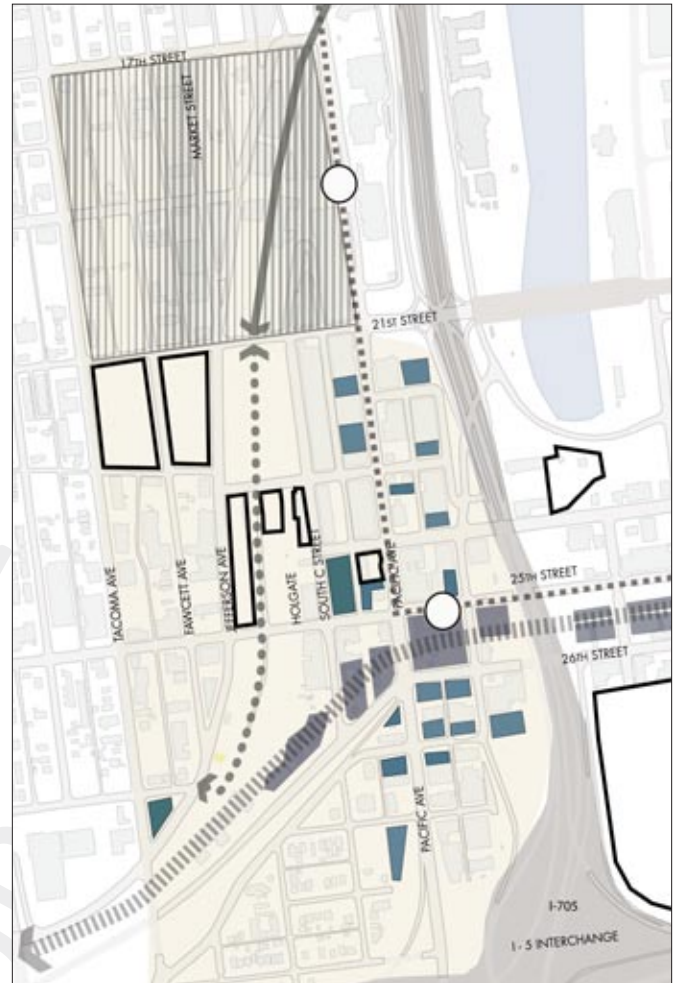
The eventual transfer of the Prairie Line former freight corridor to City ownership is currently being negotiated. The boundaries of the trade with Burlington Northern Santa Fe (BNSF) are uncertain, however the City is seeking a full right of way easement through the Brewery District. The University of Washington provides a precedent for the Design of the Prairie Line through their campus and is currently developing a Concept Design.

See Objective 5.2 for more information.









(Map 6) Brewery District Figure Ground

The diagram above illustrates how there are areas with both coherent, consistent street wall as well as large “gaps in the urban fabric.”



(Map 7) Ownership Patterns and Vacancies

-  Parcels that are vacant or currently being used as associated/private pay parking.
-  Properties owned by public sector
-  Sound Transit Lakewood Extension: properties with impacts due to construction, noise or alignment location
-  University of Washington Footprint
-  Prairie Line (city-ownership)
-  Prairie Line acquisition in negotiation

Vacancies

Vacancies and under-utilized land in the Study Area correspond to the following categories:

- Property owners with excess or ongoing unleased surplus spaces on a longer term basis;
- Property owners who have short-term availability and are seeking longer term contracts but may have their spaces in a “holding pattern;”
- Prairie Line, below I-705 or other interstitial areas between buildings;
- Outdoor spaces, such as parking lots or side lots;
- Existing under-utilized spaces (like parking within a building) that would require a change in occupancy and upgrades to allow for more intensive uses (i.e. arts-related uses, office, residential or other assembly spaces);
- Vacated properties (21st + Jefferson), Sound Transit impacted properties for D to M connector.

Zone	Intent	Preferred Uses	Summary Performance Standards
WR	Consist principally of a mixture of industrial activities and residential buildings in which occupants maintain a business involving industrial activities	Industrial located entirely in a building, retail, office, governmental, residential	<p>Height Limit: 100’</p> <p>FAR: As of Right: FAR Non-Res 3, FAR Residential 4 With Design Standards: FAR Non-res 4, FAR Residential 5 With Special Features: Non-res 6, Residential 7</p> <p>Residential Parking Requirement: 1 stall per unit Non-Res Parking Requirement:</p> <ul style="list-style-type: none"> • 1.2/1000 sqft min, 3.6/1000 sq ft maximum • S. 21st to S. 28th and East of Jefferson: .6/1000 • Less 3,000 for each street fronting establishment in the WR Zone.
DMU	This district is intended to contain a high concentration of educational, cultural, and governmental services, together with commercial services and uses.	Governmental, educational, office, cultural	<p>Height Limit: 100’</p> <p>FAR: As of Right: FAR Non-Res 2, FAR Residential 3 With Design Standards: FAR Non-res 4, FAR Residential 5 With Special Features: Non-res 6, Residential 7</p> <p>Residential Parking Requirement: 1 stall per unit Non-Res Parking Requirement: 2.4/1000 sqft min, 3.6/1000 sq ft maximum</p> <ul style="list-style-type: none"> • East of Jefferson: 1.2 /1000 sqft min • Less 3,000 for each street fronting establishment in the DMU zone.
R-4	Medium density multiple-family housing. Other uses include day care centers, and special needs housing. Characterized by a more active living environment located generally along major transportation corridors and between higher and lower intensity uses.	Dwellings, and some related uses, such as daycare. For R-4 and R-5 districts.	<p>Height Limit: 60’</p> <p>Density: No density minimums or maximums. FAR not regulated. Regulations achieved through height and setback restrictions.</p> <p>Parking Requirements: 1.25 per dwelling unit (other uses per standards)</p>

2.3.2 Zoning + Density Considerations

(Per Zoning Summary and diagrams p 19-20)

The bulk and height under the existing WR Zone are high. The WR Zone has a combined FAR (floor area ratio) of seven given “as of right” with three FAR designated for non-residential and four FAR designated for residential uses. Making use of all allowable bonuses, a developer could achieve 13 FAR of combined residential and non-residential uses.

a. Building Code Considerations

The currently code allows a development to add additional FAR through the “Special Features” program. Using these “extra” allowances a project could achieve a total residential allocation of seven FAR. However, typically this build-out would **not be possible** due to the additional International Building Code (IBC) controls regulating adequate access to light and air.

As a result, a residential project would result in a lot coverage of only 65 to 75 percent above the base podium (at 100 percent). Instead, it may be more useful to govern special features allowances by height. For example, a developer would need a taller envelope to achieve a full seven FAR of residential, making it unlikely that they would choose to use the special features program based on FAR.

b. Site Geometry Considerations

Existing height limits of 100’ are too low to mathematically achieve the combined 13 FAR **full build-out scenario**.

c. Economic Considerations

Economic feasibility of practical mid-rise construction types would also preclude buildings utilizing the allowable height (100 ft.) because heights taller than around 75’ floor level (or 85’-90’ in total height) typically require added infrastructure costs of high rise construction that would not make economic sense unless significant additional value could be achieved through taller tower heights of 125’-160’. This additional value is found in views from higher floors, as well as additional leasable area that will offset construction costs.

d. Precedents

Both non-residential and residential FAR “as of right” (without design standards) is high compared to downtown districts in Portland (the Pearl District), or Vancouver’s historic Yaletown neighborhood. These Districts which both have acted as precedents for the stakeholders during this process. Both typically limit **total** density allocations to seven to nine FAR making use of *all allowed bonuses* within a clear framework of required amenity including livability, parks and open space. South Lake Union another comparable neighborhood is zoned 4.75 FAR, with a height limit of 85’.

WR ZONE ANALYSIS

The following exploration of the *WR Zone* illustrates development scenarios under existing zoning. This site, located at 25th and Pacific Ave was studied as an opportunity site. It was chosen due to its proximity to LINK/ local bus routes and current underutilized status. This analysis is purely for demonstration purposes only.

Existing Condition (2009)

Existing drive-through and surface parking lot is currently underutilized for the amount of available development capacity and highly accessible downtown location.



WR ZONE ANALYSIS CONTINUED

Prototypical Development Test:

Residential with one story retail

Use:	70 units over retail
FAR:	3.8 Residential 1.0 Commercial
Height:	66'
Parking:	1.25 stalls per unit

Comments: This scenario shows typical construction type. Woodframe construction, or light gauge metal stud would require two floors below grade parking. Currently meets “as of right” development standards with no design controls. Design standards and special feature programs are only used at higher densities and are not necessary for mid-rise projects.



Residential Test: Full Build Out (with Special Features)

Use:	126 units over retail
FAR:	7.0 Residential 1.0 Commercial
Height:	100'
Parking:	144 stalls with 1.1 stalls per unit, requires 3 floors below grade parking.

Comments: The 100' residential FAR and height allowance would require additional expense for concrete and steel frame high-rise construction. Also requires high-rise life safety systems. The FAR could be more efficiently achieved with a smaller floor plate and taller heights to offset additional high rise costs through improved valuation via increased views.



Commercial Test: Full Build Out (with Special Features)

Use:	Office over Retail
FAR:	6.0 Commercial/ 1 Retail
Height:	100'
Parking:	200 stalls with 2.0 stalls per 1000 sq ft requires 4 floors below grade parking.

Comments: To reach full FAR and height allowable requires high rise construction type as well as life safety systems. This scenario assumes that a developer would likely attempt to avoid high rise designation by reducing top floor and adding larger floorplate. Proposed parking while appropriate for a TOD is relatively low for this type of office development. Lenders may seek more parking until additional transit or other mitigations are available.



In sum, the already significant “as of right” FARs (four FAR residential and three FAR Non-Residential), provide little incentive for developers to use either the *Design Standards*, or *Special Features programs* to add value to their properties beyond typical mid rise wood frame construction (shown on the preceding page) with a combined FAR of 3.8. Unfortunately, the City’s code therefore currently has limited impact on either architectural design or catalyzing higher and better uses.

Reforming the Special Features Incentives

The Bonus features is a key way that the City may encourage private developers to achieve more public benefits and add value that is both fair to the developer and to the City. Deriving the potential added revenue or “lift” from the significant added density, along with funding for new infrastructure and benefits for all, depends first upon a realistic financial model. To this end, we believe that the City of Tacoma may wish to reconsider the current format of the amenity system.

Currently the City has chosen to apply a “flat rate” approach to its Special Features. However, the City should ensure that the densities provided for through incentive bonusing are achievable and contribute the quality of life in the district with appropriate development economics. The City should consider the following:

Identify a priority list (with costs) for “bonusable amenities” through a reporting mechanism. Amenities should be prioritized with a “first tier” category by zone. From the input received during this study, the Brewery District should include in its first tier those needs most critical to redevelopment; i.e. public realm investments in the Prairie Line, a cultural amenity, water features or low impact development drainage features, and Historic Preservation.

- An economist should review the requirements related in the “special features” program to ensure that within a typical project pro-forma, high density projects are incentivized to contribute to neighborhood livability. These reviews should occur on a periodic basis to reflect market changes, particularly as the market for residential development increases within downtown Tacoma. Alternatively it may be possible to convene a ULI panel or technical advisory group.

- Since variation of land value is not accounted for in the current flat rate system for amenity bonusing, providing an amenity may cost more proportionally to project values in one location versus another. As such, other methods of bonusing should be considered that reflect the values associated with specific amenities desired by the community. The City may wish to conduct a study on the utilization of *land lift ratios*. (*Estimated assessed value at existing FAR: Estimated value at Bonused FAR*). This will allow the City and a private developer to understand the relative ratio that can be responsibly applied towards community amenity creation. Required amenity must account for risk and preclude placing the developer at a competitive disadvantage. This process would be particularly useful for a City led redevelopment or public/private venture (i.e. Catalyst Sites).
- Recognize conveyance of land to public use. Base FAR should not be lost in the event a land owner conveys land for right-of-way, or any other public use. There should be a clear incentive to land owners and developers to give up portions of property for improvements related to open space, sidewalk allocations or midblock crossings.

Use limitations within the WR Zone

“Use limitations” within the WR zoning have been designed to be flexible. The intention of the zone is to encourage a variety of different uses within the district with an emphasis on production and light industrial uses.

This flexibility has one exception; there is a prohibition on greater than six screen entertainment centers. With good access to transit, and proximity to student populations, this restriction should be reconsidered.

In addition, the City should consider limiting drive-through uses beyond the current 100’ distance from a light rail street to support walking and pedestrian priority within the full 400’ catchment of the Light Rail station areas.

Nob Hill

The R-4 zone should be reconsidered for higher density housing to a Downtown Residential zone and included in any regulatory/special features review process. This would allow the neighborhood to maximize housing choices within the downtown and in close proximity to major transit centers.

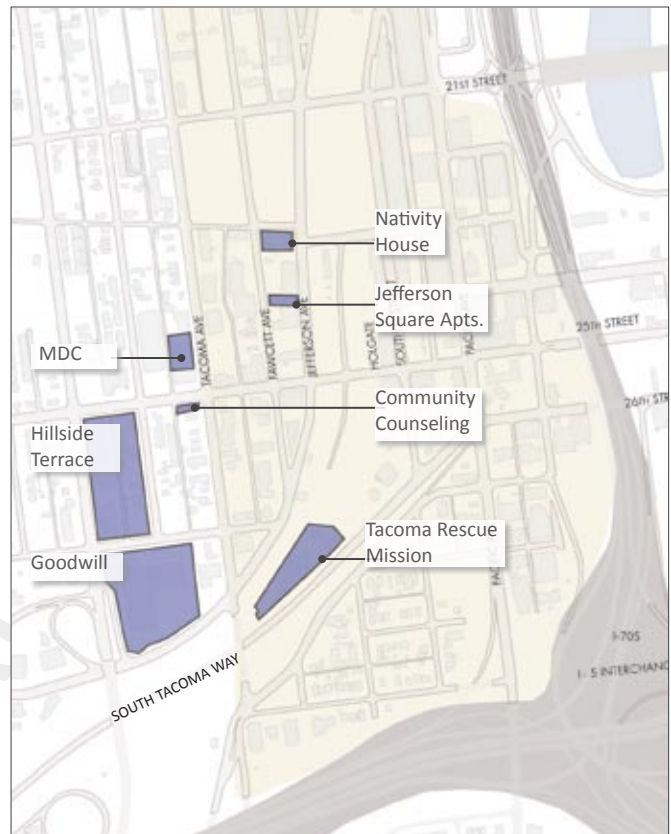
Height increases should be tethered to special features that address the quality of life improvements and connectivity that matter most for Nob Hill revitalization. Amenities include dedication to public realm enhancements for walking and cycling connections to the Water ditch trail, the Foss Waterway and the Dome's transit center.

2.3.4 Public Safety + Service Provision

The Citywide Safe and Clean Initiative is seeking a 50% drop in crime. Within the study area, property crimes have dropped 32% over the past year while drug related charges have also dropped 22%. However, police continue to monitor the area along Tacoma Ave as a key location for drug related activity.

There is a concentration of social services located in, or in proximity to the study area, which can seem disproportionate relative to other uses. The Tacoma Rescue Mission and the Nativity House combined provide a lion's share of the social services within the South Downtown. The Tacoma Rescue Mission has a broad number of programs throughout Pierce County. In addition to a 70 bed Men's Shelter, this location provides family assistance, meals, drug treatment and counseling and adult education. The Mission also operates Jefferson Square, a 42 unit Single Room Occupancy (SRO) building serving a low-income, special needs population, who are willing to remain drug and alcohol free.

Nativity House is Tacoma's only daytime drop-in shelter for the homeless. Nativity has a No Drug and Alcohol policy, and works with neighbors to ensure safety. Nativity House is open Thursday through Monday and closes at 4 PM. At times, without other foot traffic, the neighborhood seems to be only occupied by those traveling between the service centers. In addition, there are CPTED concerns on South Tacoma Way near to the Sounder alignment due to dead end streets, and poor connectivity.



(Map 8) Location of Social Service Providers

2.4 university workforce

2.4 University and Workforce

Founded in 1990, the University of Washington, Tacoma has already transformed downtown. Now, its conversion from a two- to four-year institution is underway with annual growth projections calculated to achieve critical mass over the next 25 years. Campus enrollment from 2008 to 2017 is predicted to increase from 2,425 to 5,908 full time equivalent (FTE) students. At full build-out, the campus may accommodate from 10,000 FTE up to 15,000 FTE, depending on growth rates. In 2008, the UWT completed both a Master Plan and an Infrastructure Plan to frame the physical development that will best accommodate impending change.

2.4.1 UWT Relationship to the Brewery District

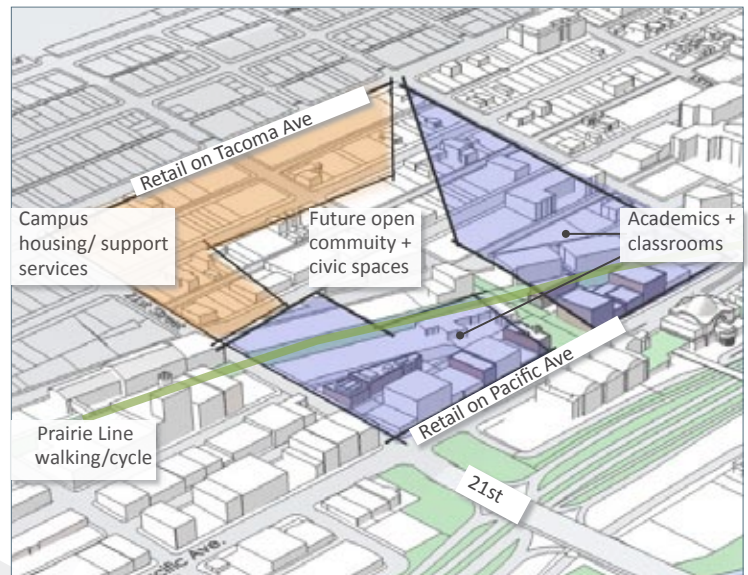
The 2008 Master Plan envisions student gathering spaces and green pedestrian paths at the interior of the campus with academic and other services making use of the existing City grid. Prairie Line/Jefferson Ave will be lined with academic uses, while student housing, coupled with retail and other academic support services, are located to the western edge along Tacoma Ave. Pacific Avenue is the main entry point, services here include the student bookstore, retail, academic uses and access to LINK or local and regional bus routes.

During the update process, the UWT Master Plan studied **two** alternatives for the scale of future campus. In the preferred alternative, buildings remain at four stories keeping the area pedestrian-oriented at a human scale with plenty of access to sunlight. A second higher density alternative emphasizes *partnering with the private sector* for the development of buildings elevated beyond the current 100' maximum height limits west of Market Street. In this scenario the total number of students that can be accommodated on campus would be at the higher range of 15,000 FTE.

An Expanding Influence

In both alternatives there is an interest in promoting a positive relationship between the University and adjacent blocks to the south. Project stakeholder meetings clarified how this proximity can be leveraged with the following benefits and considerations:

- The campus provides the Brewery District with a local precedent for urban design excellence and raises the bar for adaptive re-use of historic buildings.



(Map 9) Generalized location of uses on campus - Master Plan 2008

- The University's unique urban campus with well loved historic buildings differentiate it from other schools. Analogous architectural context for future expansion exists to the south of the school along the Prairie Line Corridor and Pacific Avenue. These buildings offer significant cultural and historic value, and require less in the way of immediate capital cost and infrastructure investment than other parts of the UWT campus.
- The UWT has expressed interest in locating ancillary uses off-campus to relieve pressure on land allocated for academic related purposes and could help to increase the overall student capacity. The Master Plan explored this idea relative to the placement of parking, medical clinics, fleet services, and recreation fields (see 2008 UWT Master Plan p 54, 55).
- The placement of student support and ancillary uses to the South of the campus within the Brewery District in historic structures could reshape the flow of students between the campus and the south downtown, achieving a primary community goal of the sustainable re-use of existing assets and would encourage the revitalization of the District.
- The University of Washington can support revitalization through adaptive-reuse projects, and public private partnerships with proven funding models as well as access to lower cost public sector loans.

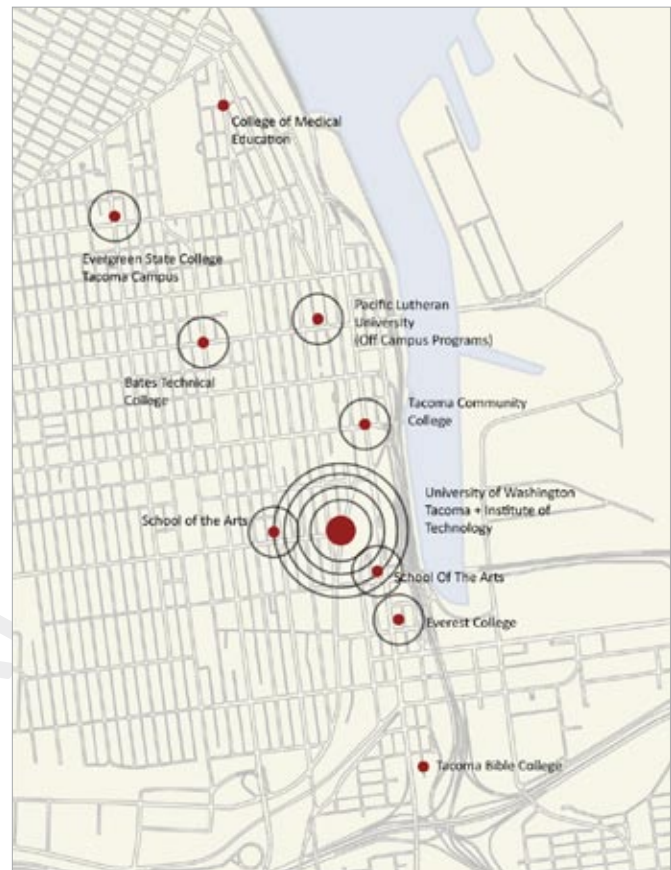
- Keen private sector interest and support from Brewery District stakeholders would encourage the University's well integrated presence into the existing urban environment.

2.4.2 Students on Campus and in the Community

In the fall of 2009, the University offered a limited amount of on-campus accommodations for the first time (contracted within Court 17). Other related considerations are summarized following:

- The University considers much of its student population to be "place bound," i.e. commuter students from the South Sound. Conservative estimates expect about 12% of the students to live downtown by 2017.
- Only a small portion of students will ultimately be accommodated on the campus footprint, primarily freshman and sophomores.
- By 2012 to 2013 the University plans to build residence halls to house about 350 students, increasing to around 650 students by 2017.

With an expansion in commuter students, maintaining a balance of both vehicular and pedestrian/transit access will be a challenge. The University has chosen to pursue an intensive Transportation Demand Management model, following the example of the Seattle campus, which does not give preference for student parking, but rather for transit passes and alternative transportation modes. There may be a strong attraction for students to reduce travel costs if appropriate housing is located near campus.



(Map 10) Educational institutions downtown

2.4.3 Other Downtown Colleges and Education Uses

Additional campuses within the South Downtown and its adjacent neighborhoods that will bring students into the area are listed below:

- *Evergreen State College*
- *Tacoma Community College - 1501 Pacific Ave.*
- *Bates Technical College – 1101 S Yakima*
- *Everest College – 2156 Pacific Ave.*
- *College of Medical Education -- 223 Tacoma Ave. S (Operated by the Pierce County Medical Society and University of Puget Sound)*
- *Pacific Lutheran University off campus programs*
- *Tacoma Bible College*
- *School of the Arts (several locations)*
- *Washington Institute of Technology (at the UWT campus)*

Table: Downtown Colleges, Programs + Ancillary Uses

Ancillary Need	College/Program	Existing
Housing	UWT and others as needed	Court 17, Hunt Mottet Lofts
Studio Space	SOTA, Evergreen State College, UWT	Sound West Recording Studio, Tacoma Glass Blowing Studio, Tacoma Dance Studio, Tacoma Art Space, Tac25 Collective
Grocery Stores	ALL	Limited
Bookstores	ALL	UWT College Bookstore
Fitness	ALL	UWT Campus Fitness Center
Hardware Store	ALL	Specialty Stores only: The Door Store, Old Time Woodwork
Pharmacy	ALL - Everest College	None
Medical Clinic	UWT, Everest College, Tacoma Community College: Healthcare Leadership Nursing and Medical Assistant Programs	None
Dental Clinic	Everest College Dental Assistant Program	None
School/Office Supply	ALL	UWT Bookstore
Bike/Sports Shop	ALL	Tacoma Bike
Technology Parts and Services	UWT/ Institute of Technology	UWT Bookstore
Technology Retail	ALL	None
Entertainment	ALL	Music Venues
Restaurants	ALL	Limited - Some options on Pacific Ave.
Agriculture/Community Garden	Evergreen State College, UWT	None
Student Theater	ALL	Theater District
Gallery Space	ALL- In particular SOTA, visual arts and media programs at the UWT	William Traver Gallery, Tac25, Art City, Bronze Works, Robert Daniel Gallery

2.5 getting around

2.5 Site Analysis, Connections and Access

The streets in the study area range from freight loading local routes to arterials - Tacoma Ave, Pacific Ave, South Tacoma Way and 21st. South Tacoma Way provides access to the industrial centers to the south with 21st as a corridor from I-705 and I-5 to the hospitals and employment centers. 84% of those surveyed for this report said that they usually access the Brewery District by car, despite its close proximity to transit and its central location downtown.

2.5.1 Existing Conditions

The 2008 Downtown Plan identifies the Brewery District's streets as *Warehouse Residential* (Holgate, South C, Commerce, 23rd) or *Transit Priority* (Market, Jefferson, Tacoma Ave) while Pacific Ave acts as the City's *Primary Pedestrian* Main Street. 21st and 25th Streets are both designated as *Connectors* - to balance vehicular needs with pedestrian and bicycle use - and connect between neighborhoods.

Recently the City has passed a "Complete Streets" policy and design guidelines to guide improvements, including additional attention to public realm, and pedestrian facilities. A nearly completed Mobility Master Plan also supports a balanced approach to mobility changes.

Transit Priority Streets

Per guidelines in the Downtown Plan, Tacoma Ave and Market/Jefferson are identified as *Transit Priority Streets*. With 80 ft. ROW the *Transit Priority* typology applies to streets that currently have or are planned for frequent bus service/streetcar.

Pacific Ave is an exception as downtown's main street as a *Primary Pedestrian Street*. Additional guidelines and exploration of a streetcar typology for these streets are identified in the Tacoma Mixed-Use Centers Complete Streets Design Guidelines (2009).

Warehouse Streets

Particular to the Brewery District, these streets provide for a highly urban industrial streetscape in response to the existing warehouses and typical heavy uses by loading trucks and/or industry. Commerce and South C both have elevated loading dock elements, while providing minimal traffic and local access. Holgate Ave is used primarily for business and loading access and is not a through street. Functional street typologies recommend pedestrian scaled lighting, bollards and street furniture to further differentiate this character.

2.5.2 Site Analysis Issues

During the study process the project team conducted a site analysis of the Brewery District and its connecting neighborhoods. The community found the following key issues:

a. D to M rail alignment

The addition of the D to M Sounder extension will alter traffic flow through the neighborhood and limit north south movement. This will enhance the importance of 25th and 26th Streets as east to west connectors. Delin Street will also be reconfigured as part of the Sound Transit D to M project work.

b. Steep grades

The grade from east to west in the Brewery is very steep for trucks, and the hills often causing trucks and buses to scrape bottom. There is interest in allocating specific streets as freight routes to limit this problem.

The grade also discourages pedestrians, keeping people moving north and south along "pedestrian plateaus," the first of which is Pacific Ave.

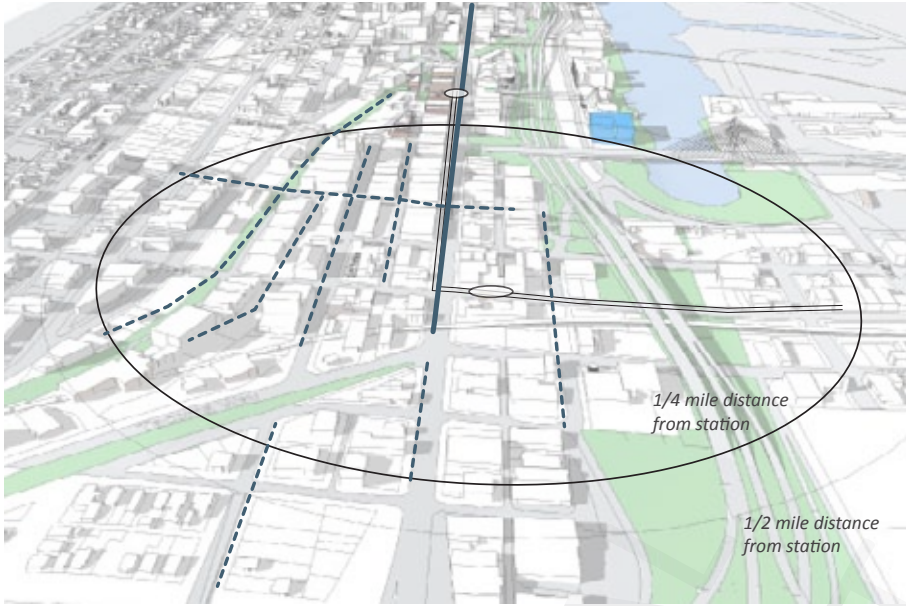
c. Poor Pedestrian Amenities

Streets are generally very broad for the amount of traffic volume with South 'C', 23rd, and 24th Streets at a width more typical of arterials. Sidewalks have limited buffers and are typically 5' in width with no places for waiting, benches or street trees. There is no pedestrian lighting in the district. Gateway areas particularly along Pacific Avenue are also lacking weather protection.

d. Obstacles and Access issues

As shown on *Map 12* the Brewery District is in danger of being cut off from its surrounding amenities; the Foss, the University campus, and the Dome regional transit center due to large scale existing or planned infrastructure. The D to M connector, I-705 and 21st Street form significant barriers to pedestrian and cycling connections.

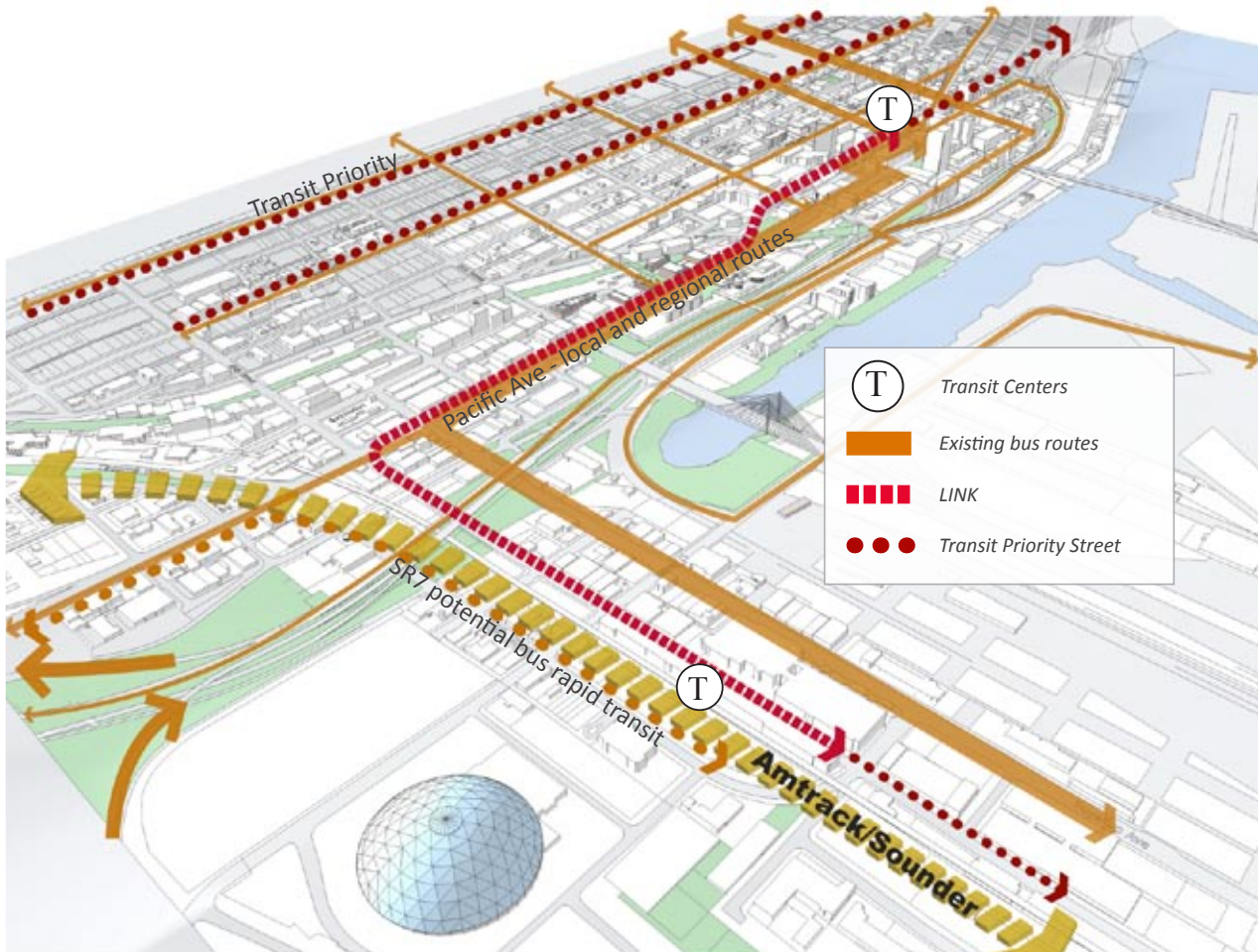
21st Street has been identified by stakeholders as both a physical and mental barrier to people walking on Pacific Ave and visitor to the nearby cluster of museums. Stakeholders are interested in continuing the walkable, retail character of Pacific to the south. There is concern that better, or even grade separated connection(s) over 21st street at the Prairie Line, South C and Pacific Ave will be necessary to make this happen.



(Map 12) A Neighborhood of Pedestrian "Plateaus"

Walkers tend to follow a series of Pedestrian Plateaus along downtown's flat grades flowing north and south.

24th Street and other west/east connections form a steep path between the core of the District, light rail and the Foss Waterway



(Map 13) Circulation and Transit

e. Inactive Facades

Inactive edges are located on ground-floors throughout the Brewery District. These are caused by spaces being used suboptimally as storage facilities, long term vacancies, as well as small businesses with limited street presence such as on Holgate Ave, Commerce and South C Streets.

Inactive or vacant facades contribute to a negative effect on pedestrian flow with little to engage the passerby. *Map 12* shows “missing teeth” along Pacific and nearby Commerce both desired for active uses by stakeholders. *Map 13* above shows the major north-south pedestrian “plateaus.”

f. Parking

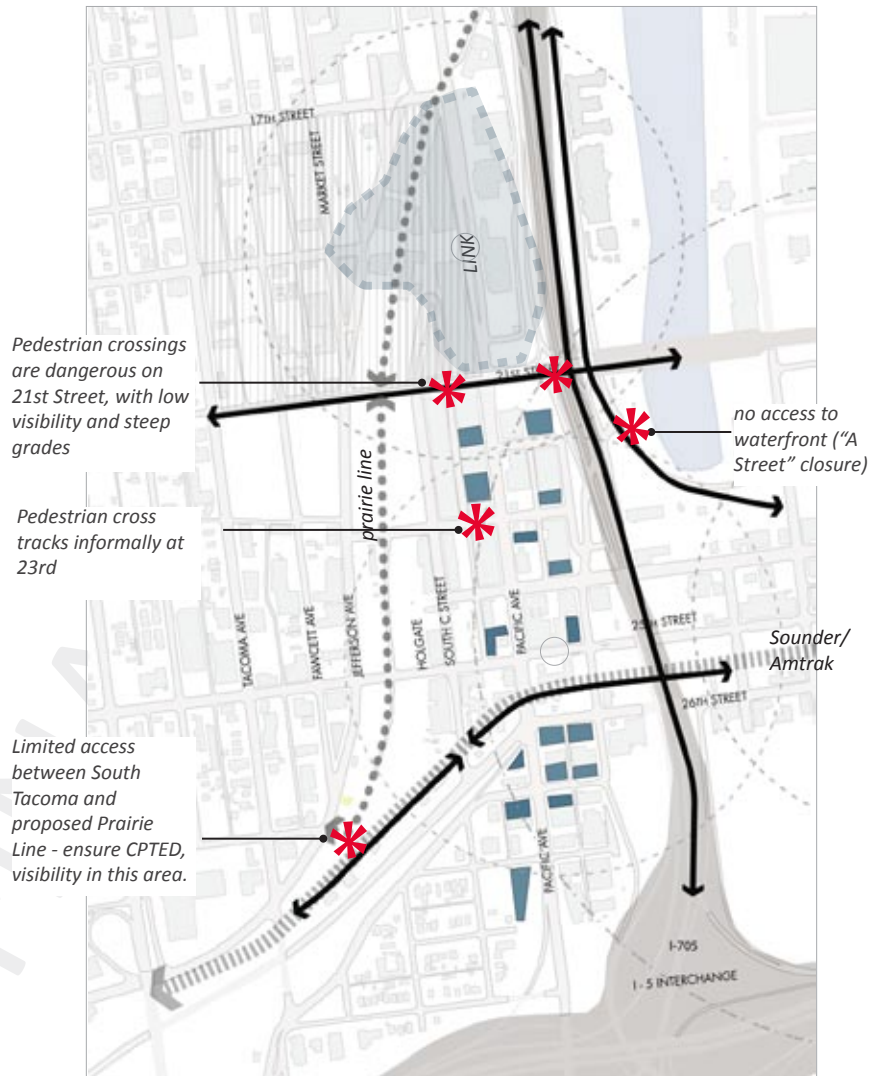
The parking capacity in the district is currently uncoordinated with off-site, private pay lots operating for satellite businesses. On-street parking is used as employee parking by a number of small businesses. There is a concern that with an intensification of use employees would no longer be able to find cheap, available on-street parking. With limited existing retail activity in the district there was little registered concern over the loss of customer parking in the Brewery District beyond Pacific Avenue near the Campus entrance.

g. Gateway Features

In order to encourage the movement of pedestrians, encourage infill development, and plan for a cohesive seamless urban environment, the City is interested in the developing concepts for connections between neighborhoods at transitional points.

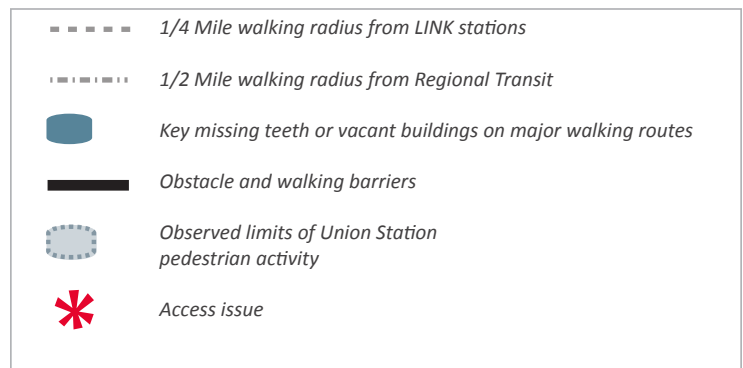
In particular this study encourages City investment and exploration of the following:

- Pacific Ave and 25th Street, urban design integration of D to M
- Prairie Line/Jefferson/Tacoma Ave at Tollefson Plaza
- 21st Street/Prairie Line
- Jefferson/Tacoma Ave/Prairie Line
- Connections between A Street and the Foss Waterway



(Map 11) Circulation Challenges

The above map summarizes the circulation and site challenges found during the Brewery District Process.



FINAL
DRAFT

3.0 DEVELOPMENT OBJECTIVES AND VISION



The Brewery District will be a sustainable neighborhood based on the adaptive re-use of historic buildings, local creative production, and a population mix of students, artists, and local workforce. This will be achieved via a series of progressive interventions, from the temporary and small scale designed to help change the perception of the area, to larger scaled public-private redevelopment. From the preceding analysis it is clear that zoned capacity is not the problem, nor is location – but the challenge lies in creating methods that encourage desirable **placemaking + activated uses**. A multi-layer approach will help respond to the shifting market, as well as lay out a long term strategy for the continued health of the District.

A variety of uses will transform this under-utilized district into a vibrant neighborhood with an emphasis on creative business, education, production, arts and culture. The District represents an important opportunity for developing local identity, housing, employment and transportation options.

The following objectives provide a general framework for public redevelopment projects within the Study Area and are intended to help best achieve the neighborhood Vision. Most importantly, the objectives will help the City and the neighborhood stakeholders to consider the neighborhood as an integrated place, from economics to urban design, rather than a set of disassociated projects.

Development Objectives

- 01 Conduct proactive outreach to the private sector to foster public-private partnerships for redevelopment sites in accordance with the community vision.
- 02 Advocate for and leverage an integrated approach between transportation access and land use development to spur the creation of a livable, walkable neighborhood and capitalize on the substantial transportation investments in the area.
- 03 Use community-based partnerships to diversify risk and incubate local businesses within both renovated and new structures in the District. Encourage the location of companies that produce goods, artistic craft and green technology.
- 04 Apply a range of sustainability strategies for the long term health of the neighborhood.
- 05 Invest in pedestrian and bicycle system improvements that will continue to realize connections between the Brewery District and surrounding residential and commercial areas particularly the University of Washington Campus.
- 06 Build city capacity to optimize existing resources through creative, interim and long term land use strategies.

01

Conduct proactive outreach to the private sector to foster public-private partnerships for redevelopment sites in accordance with the community vision.

There was a time when development was left to developers. The public sector, including local and state government, established the parameters within which development could take place through zoning ordinances, building codes, and comprehensive plans and then stepped out of the way in the hope that development would occur. However, many cities discovered that this passive role in the real estate development process did not always result in the amount and kind of investment the community had hoped for – particularly in complex infill sites or revitalizing neighborhoods.

Development incentives ranging from grants to loans to tax abatements were created to encourage the investment of private capital into projects broadly defined as being in the public good. In addition, there are also certain projects that require active participation from the public and nonprofit sectors. These projects are defined as *Community Initiated Development (CID)* and are coordinated by a co-development team.

While there are an infinite variety of activities that might constitute a CID project, each one is distinguished by four characteristics:

- The idea originates from the public or nonprofit sectors, not from a private-sector developer.
- A co-development team is part of the process until the development is completed, whether or not a private-sector developer ultimately is involved.
- There is substantial commitment of public or nonprofit resources to the development. These resources would certainly include money, but may also include nonfinancial resources as well.
- The project itself is deemed to have substantial public benefit in addition to the financial returns the building generates.

The City of Tacoma has had an assortment of experience with Community Initiated Developments. Some of the most recent include the Thea Foss Esplanade, the Centre for Urban Waters in partnership with the UWT, Greater Tacoma Convention and Trade Center, and the South Park Parking Garage/Pacific Plaza.

A CID in the Brewery District?

Understanding that an alternative development approach may be necessary to achieve the community vision, the project team focused on two opportunity sites (Catalyst Site A and Catalyst Site B) already in public ownership. Each was studied for its potential to provide the neighborhood with public benefit.

Chartering a new organization to undertake these proposed opportunities may be one implementation strategy. For example, a Public Development Authority is a public entity modeled on a private organization. They function as municipal corporations that operate independently from other branches of government. Further consideration should be conducted by the City to understand the pros and cons of using this development approach in the Brewery District.

Catalyst Site A

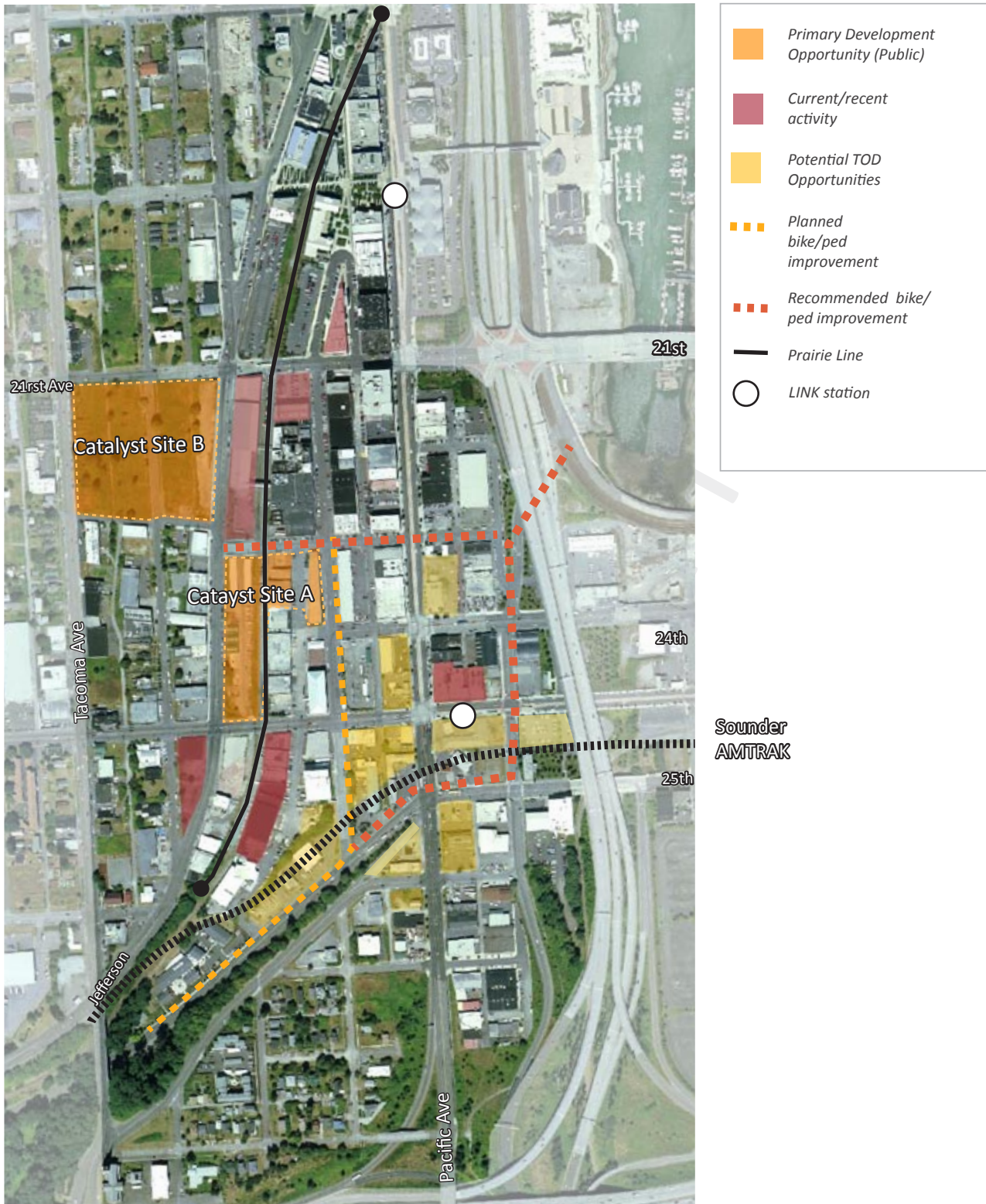
The group of municipal buildings along Holgate between 24th and 23rd is an area with cohesive street character envisioned as the location for a new public destination. *Catalyst Site A* would encompass not only the structures within the City ownership, but also public right-of-way, and adjacent planned infrastructure improvement; the Prairie Line.

In the current economic climate, a phased incremental redevelopment of *Site A* will have the greatest immediate impact on the overall Brewery District. The City should suggest that the City move forward with public realm and lower cost improvements to reshape perception of the area. Furthermore constructing an adaptive re-use project, adding new public or active uses into the City Shops and Stables and other associated structures will alter area perception. By taking on this challenge first, the City may see profound changes to the value of its larger property at *Catalyst Site B*.

Catalyst Site B

Located at 21st and Jefferson, the site consists of two vacant blocks under scrutiny by both City and the UWT. This site is not without interest from the private market, however there is a desire by the community that it be designed with the greatest benefit to the neighborhood and as a complement to the University's existing investments.

During the Brewery District process, stakeholders revealed ambitious plans for the site including large scale mixed use development, civic uses and dense housing. These aspirations must be considered by the City in light of the fact that much of downtown land is not taxable, and the parcel's redevelopment must ensure revenue—business and occupation tax, sales tax and property tax—to the extent feasible. A preliminary capacity study and site evaluation was completed with feedback from stakeholders and the UWT to test ideas. These studies may be used for broader discussion to secure a proof of concept as well as a project proforma which includes a desired level of amenity. Development Concepts are explored in Chapter 4.0, Development Vision-Meeting Objectives.



(Map 14) Study Area Development Overview

02

Advocate for and leverage an integrated approach between transportation access and land use development to spur the creation of a livable, walkable neighborhood and capitalize on the substantial transportation investments in the area.

The study area occupies what should be some of the most valuable real estate in the region; in close proximity to downtown employment, near entertainment and education complexes, and nearby to major amenities such as the Foss Waterway. Furthermore the Brewery District's access to local and regional serving transit will be bolstered by the addition of new AMTRAK and Sounder service at the Dome District Transit Center (See Map 15).

The District's strategic location downtown is only growing in importance, as policy makers realize the full array of cross benefits related to development near transit. While parts of the study area already display characteristics typical of transit oriented development, such as fine grained, pedestrian oriented buildings, and walkable streets, challenges remain.

A summary of primary and collateral benefits of transit oriented development (TOD) are listed below:

Public Benefit:

- Reduce GHG emissions and other air pollution from vehicle use;
- Respond to public health concerns and encourage more walking and cycling;
- Respond to changing demographics by building housing that will meet the needs of current and future residents;
- Support local employment by providing alternative transport modes for employees and lessening congestion;
- Increase property and sales tax revenues.

Private Sector Benefit:

- Increase land values, rents and real estate performance;
- Increase retail sales (through population growth);
- Reduce parking costs by providing alternative choices;
- Increase access to labor pools;
- Improve the affordability of the region by allowing residents to own fewer cars and spend less on transportation.⁶



Current condition at 25th Street and Pacific Avenue



A long term vision for the downtown at 25th and Pacific Ave- this development scenario assumes taller heights can be achieved within the WR zone (accessible via a bonus amenity system).

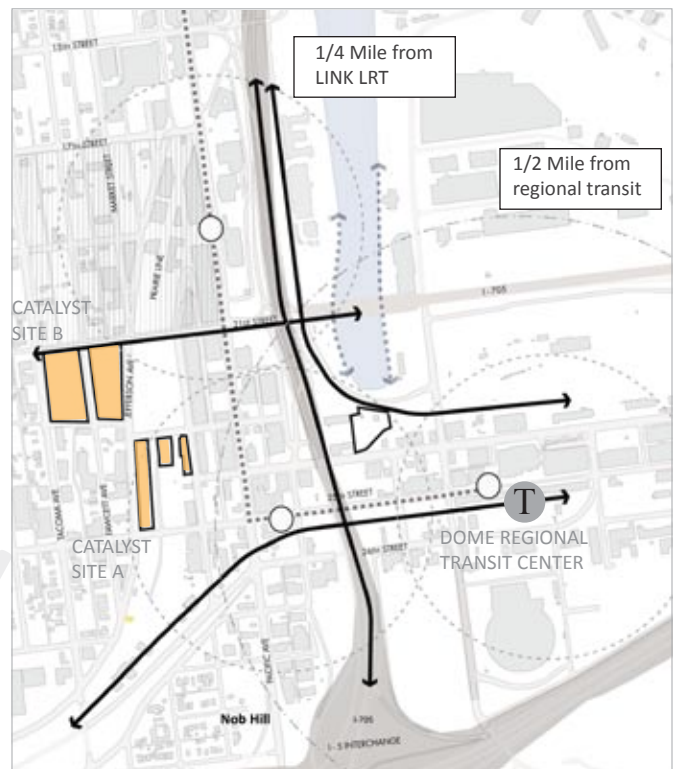
The Sound Transit Board established a TOD program in 2001. The program evaluates “opportunity sites” and existing land uses at station areas, including the Dome District.⁷ However, to date the Sound Transit approach to TOD within downtown Tacoma has been centered upon providing funding support for shared parking structures, including forthcoming mitigation in the ST2 funding package related to the D to M Sounder extension. Wary of falling short of broader TOD objectives, both the Dome District, and Brewery District communities are pushing for an expanded definition of TOD - beyond parking structures- instead to a set of complementary policies that both knit new transit infrastructure into existing community fabric and viable development strategies that will respond to the transit system for more livable, walkable neighborhoods.⁸

02.1 Commuter Rail, Urban Design and TOD

These issues have come to the fore during the D to M Sounder extension project, a regionally/federally funded project that will cut a swath across the study area. The project will have great benefit for south downtown commuters. This will not only improve travel times between Tacoma and Portland on AMTRAK but it will also increase the number of commuter trains adding access to Lakewood and eventually points south to Olympia. The plans include an elevated crossing at Pacific Ave.

Brewery District community members have expressed concern that remnant parcels adjacent to the D to M elevated alignment will be affected by soft market economic realities of the south portion of downtown. Parcels adjacent to or in close proximity to the tracks will be slow, or may fail completely to develop at higher intensities due to a less robust real estate market, significant noise impact, and competing opportunities within the downtown.

The set of clustered sites (shown on the pages following) directly to the south of the D to M alignment are particularly impacted by a sewer line that will be expensive to move. As a result, a thoughtful approach to these sites to incorporate active open space, dog parks or public art with appropriate lighting is required. The intention of the design will be to promote downtown, add visual appeal as an entryway, and create a gateway to the Brewery District, one of Downtown’s most urban neighborhoods.



(Map 15) Access and Station Locations

The areas that can accommodate a 5-minute walk (around 1/4 mile) from LRT and a longer 10-minute walk (1/2 mile) from regional commuter rail are predicted to have a higher level of transit patronage, and are considered station catchment areas for station area planning purposes.



Obstacle or barrier

6. Benefits shown are adapted from the study: National Cooperative Highway Research Program, TRB, (2005). *Transit-Oriented Development: Developing a Strategy to Measure Success*, Research Results Digest No. 294, p 5

7. See Sound Transit website at <http://www.soundtransit.org/documents/html/board/motions/html/MotionM2000-90.html>

8. The City of Tacoma conducted a “Station Area Analysis and Development Strategies” Study in 1999 as a complement to the then new LINK light rail line. A number of these strategies are still applicable and should be pursued with renewed focus and energy.

To this end, partnerships between the City nonprofits and local transit agencies should be designed to help under-utilized residual land evolve into specific opportunities. Exploration of the opportunities adjacent to the alignment is located on page 37.

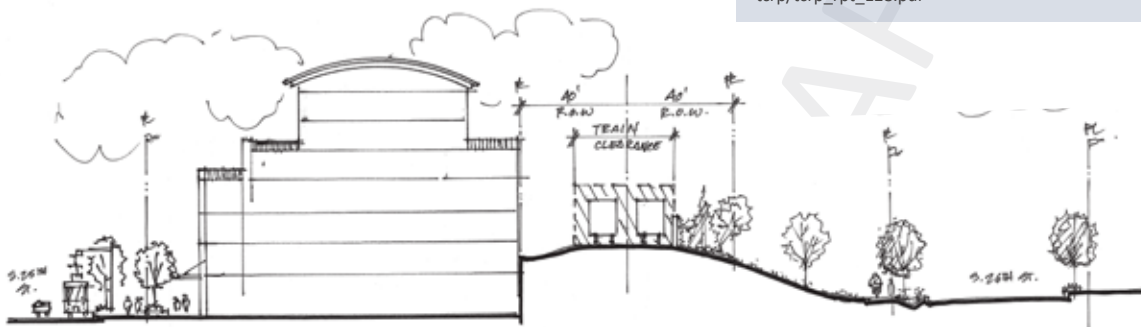
Residual properties to the north of the alignment although they may have an ambitious *long term vision* of full build-out will also need a *temporary vision* for the future. The City and its partners should consider a method to land-bank these areas for future high intensity development so they do not result in additional blight or long term underutilization such as surface parking.

Conceptual diagrams showing community aspiration for urban development adjacent to or near the tracks are found below.

Learning from Best Practice: A 2008 Transportation Research Board report *The Effects of TOD on Housing, Parking and Travel* documents how despite their intensive uses, TOD projects produce considerably *less traffic* than conventional development.⁹

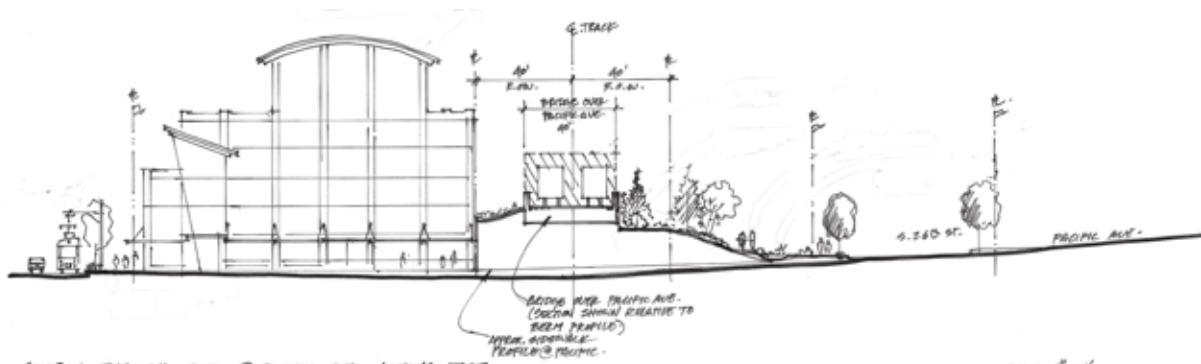
In the study, mid- to high-rise apartment projects near the Washington DC Metro Rail stations were found to have trip generation rates 60% below that predicted by the ITE (Institute of Transportation Engineers) manuals. According to the research, higher density transit-oriented developments result in a high level of trip chaining, generating a significant number of internal trips, due to good walking conditions and integration between diverse uses. As a result, the paper emphasizes that TOD planning should take advantage of locational efficiencies through minimized parking requirements, and a design that seeks to enhance station area walking to and from destinations.

9. Arrington, GB, Cervero, R (2008). *TCRP Report 128 The Effects of TOD on Housing Parking and Travel*, TRB, Retrieved at onlinepubs.trb.org/onlinepubs/tcrp/tcrp_rpt_128.pdf



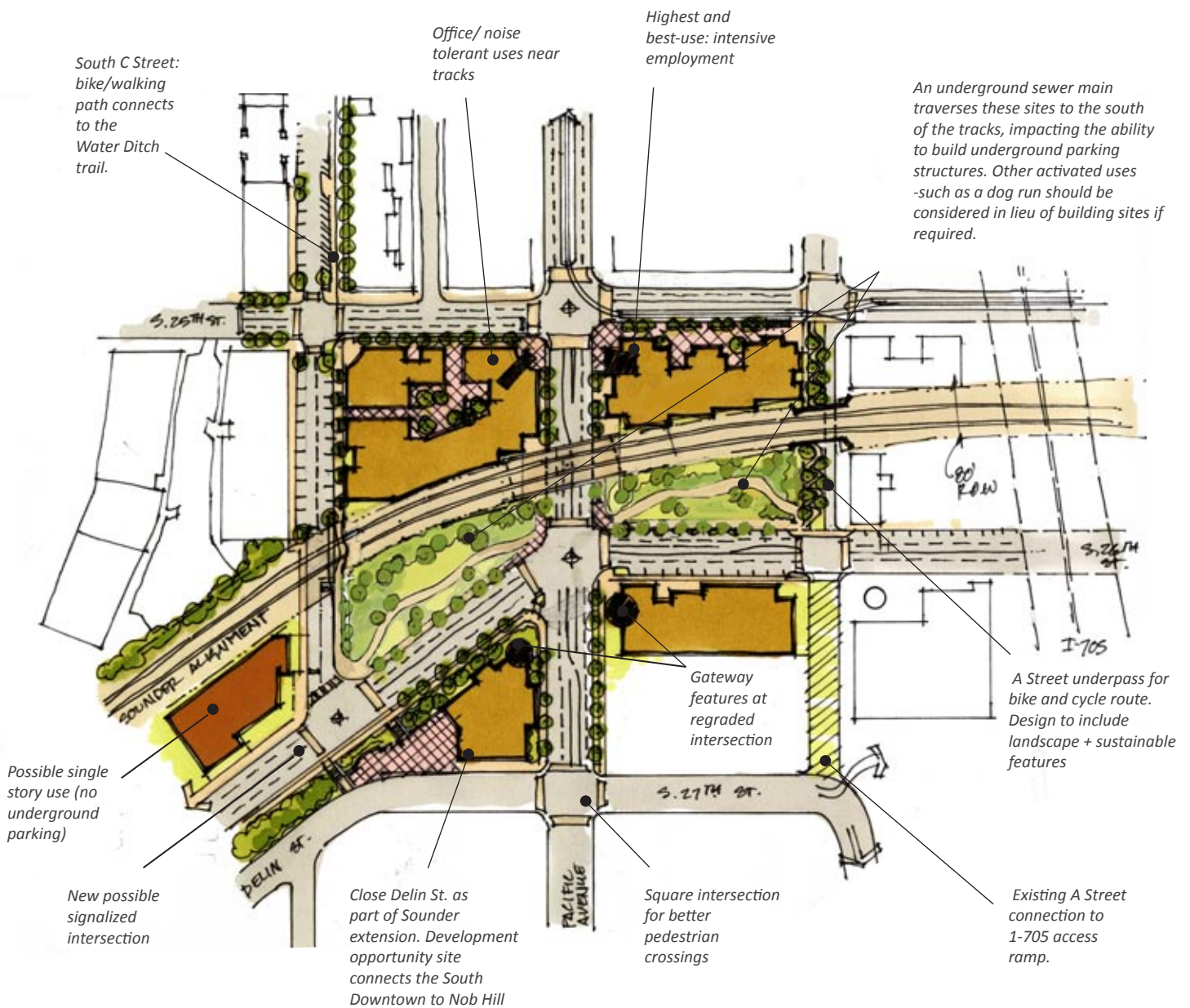
MID-BLOCK SECTION OF S. 26TH - S. 26TH ST. EAST OF PACIFIC AVENUE.

SCALE:
5/8" = 1'



SECTION THROUGH BEEM @ PACIFIC AVE. LOOKING EAST

SCALE: 1/8" = 1'
DATE: D. WILKINSON APR. 05/2010



*D to M Concept Development Plan
BCRA Illustration*

Assumptions and Notes

1. Residual land parcels may be developed against or over the tracks; ST to allow easements upon request.
2. Sound walls on first floors on all buildings abutting the tracks; with a potential for overlooks and windows at higher floors.
3. Potential for lighting and appropriate CPTED (Crime Prevention in Environmental Design) below Pacific Ave crossing. Design challenge to adequately respond to need for surveillance and activated space through landscape, lighting design, and adequate pedestrian space.
4. Pedestrian connections are emphasized with consideration of local and regional transit proximity with activated open space elements.
5. Treatment of the south downtown area with priority urban design, as a "gateway" with appropriate architectural features at corners.

REGULATORY CHANGES	
Require new development within the WR zone to meet best practice TOD principles for pedestrian-oriented design via an overlay, or altering existing zoning. ‘Intent’ of the WR zone should encompass diversity of uses sought in the district beyond industrial, encouraging ground level work-live and/or walk-in trade along Commerce, Holgate and the Prairie Line. The City should also consider placing limits on stand-alone parking garages within this district, and/or ensure that parking garages have adequate activation and high quality urban design.	\$
Consider alternative methods to incentivize development within station catchment areas, this process should conduct a gap analysis of the existing bonus amenity system and work with legal and economic experts to redesign the process.	\$\$
Consider rezoning the Nob Hill R-4 to Downtown Residential to complement its walking location to major transit centers. A related Bonus Amenity incentive program should contain a specific option for enhanced connectivity in exchange for height.	\$\$
Ensure that models/standards related to mixed-use i.e. a) trip estimates, and b) parking requirements within walking distance (1/2 mile of the commuter rail and 1/4 mile of LRT stations) capture best practice thinking related to TOD. Adjusted figures should be circulated, and made available to key parties.	\$\$
WORK WITH PARTNERS	
Continue to meet with local financiers + developers to educate local lenders on the benefits of Transit Oriented Development and encourage inclusion of location efficient mortgage programs.	\$
Collect/share data related to transit use, setting ambitious mode share targets for stations and prioritize investments in these areas to achieve vibrancy and better placemaking.	\$\$
Consider methods to support infrastructure upgrades within the TOD station areas that may be too significant for an individual project to finance.	\$\$\$
D TO M USER BENEFIT + ALIGNMENT INTEGRATION	
Public realm improvements associated with the D to M alignment including, landscaping, public art, bike/ped paths should fit the alignment into existing urban context. These include CPTED and safety considerations, as well as creative, green and efficient use of urban space.	\$\$\$
City Panel may work with Sound Transit to clarify future use and develop an interim or temporary use land policy. For example, Sound Transit should consider a flexible management structure that adds temporary uses to contribute to visible place-making, open space amenities, and discourage the under-utilization of parcels.	\$\$
On-going, cross-sectional partnerships between the City, Pierce Transit, and Sound Transit are needed to realize efficiencies and effort to provide a framework for future public input to address the urban design quality, placemaking and ridership intensification.	\$

Priority Action Steps

FINAL
DRAFT

Use community-based partnerships to diversify risk and incubate local businesses within both renovated and new structures in the District. Encourage the location of companies that produce goods, creative or artistic craft and green technology.

The Brewery District's long term development opportunity lies in building upon already existing downtown clusters. The south downtown, in particular holds a concentration of creative arts and design, existing institutional investment (museums and cultural activities) as well as the human resource power of the University.

Supporting a synergy of creative use is increasingly considered a feasible economic development strategy, both directly in the arts and cultural production, as well as related companies such digital media, design or culinary arts.

Markusen and Schrock write in their article, *The Artistic Dividend*;

Artists create import-substituting entertainment options for regional consumers and spend large shares of their own incomes on local arts output. We take a labor-centered view of the arts economy, hypothesizing that many artists choose a locale in which to work, often without regard to particular employers but in response to a nurturing artistic and patron community, amenities, and affordable cost of living.¹¹

Targeting new creative uses and their prospective workforce helps to feed a downtown quality of life. In fact, a broad consensus among project stakeholders believe the District is ripe for a more a public, accessible, and creative set of uses located within its core (see full survey responses). This use would take full advantage of locational efficiencies summarized in Objective 2, as well as provide a new relevance for the historic neighborhood, bookending downtown with quality destinations.

Their ideas (and the party generally responsible for that idea) are listed following:

- High technology arts performance hall, with modular, flexible programmable spaces - *SOTA*
- Film Center- *SOTA*
- Artisans and Public Market - *New Tacoma Neighborhood Council*
- Live-Work and Artisans - *HDC and others*
- Arts School or Glass Workshop— *Glass Museum*

- Culinary related uses, Food Tourism, MicroBrewery- *Historic Tacoma and Others*
- Artist Lofts/Arts School - *Chihuly Workshop and Real Estate representatives*
- Creative Design Companies- *Economic Development*
- Shared Arts Studio Spaces - *Tacoma Arts Commission*
- Community Gardening or Food related program - *Nativity House, Bates College*

These ideas find additional support in the *2005 Public Market Feasibility Study* jointly commissioned by the Community and Economic Development Department and the New Tacoma Neighborhood Council. The Study selected the Brewery District Municipal Storehouse Annex (Streets and Grounds Facility) as its first choice location for a moderately-sized public market hall of 19,000 gross SF (9,500 net SF of leasable vendor area) which would contain approximately 25 vendors. According to the study, this proposed market is less than half of the 21,000 net SF size of three comparable public markets in the Vancouver BC area, and is roughly 60% the size of the national average (from Urban Land Institute/Project for Public Spaces). The study notes that in lieu of national retailers, the City should work towards creating its own unique draw, building upon existing partnerships for other activated uses. A table on the following page explores the range of potential active uses and a set of community based partners for Catalyst Site A that should be further explored.

This idea is also supported by consultant Paula Rees' work in the *Downtown Tacoma Retail Strategy* developed in 2003.

11. Markusen, A Schrock, G (2006). *The Artistic Dividend: Urban Artistic Specialisation and Economic Development Implications*, Urban Studies, Vol 43, No 10, p 1661-1668

DOWNTOWN ECONOMIC DEVELOPMENT STRATEGIC PLAN
TARGET SECTORS FOR THE SOUTH DOWNTOWN

CREATIVE ARTS
AND DESIGN



Digital Media
and Graphic
Design
Industrial
Design
Artisan Studios
Culinary Arts

IT + SOFTWARE



niche industries

Software Firms
Communication
Services

TRADE +
LOGISTICS SVCS



Logistics and
Freight Fwd.
Consulting
Services



Gooderham and Worts Distillery in Toronto is now a popular destination



Adaptive re-use of an existing warehouse building in Pearl District



The City Museum in St. Louis is inspiring for its activation of an older set of warehouse buildings with a family museum..



Granville Island Vancouver (shown from from the Cambie Street Bridge) is a precedent often mentioned by stakeholders as a model for the Brewery District. Granville Island's carefully crafted economic model incentivized local artisans, with retail as a secondary use.

AMENITY/USE	ISSUES +BENEFITS	ANCHOR TENANT	PARTNERSHIPS
BUSINESS INCUBATOR COMPONENT (UP TO 25,000 SQ FT)	Access to grants, social entrepreneurialism, risk reduction, space for start up organizations. See William M. Factory recent (2009) Feasibility Study for a Clean Technology incubator. ¹⁰	N	MDC, NDC, ShoreBank Enterprise Cascadia, University of Washington, Tacoma, William M. Factory Small Business Incubator, Center for Urban Waters, Washington Technology Center
YOUTH ARTS AND EDUCATION PROGRAMS (CO-LOCATE W/ OTHER)	Workforce development, integrate arts into the community, centralize arts activity in the Brewery District, may be co-located with performance or other gallery/studio space. Builds off of existing SOTA resourcing	Y	SOTA, UWT, FabFive, Museums, Arts commission, Metro Parks, Artist Trust-Seattle, Wallace Foundation, M-Space
ARTIST STUDIOS AND WORK SPACES	Provide low rent, shared space for artists, monthly leases, and possibility for residencies.	N	Tacoma Contemporary , Arts Commission, Tacoma Art Museum, Cornish, Tacoma Art Space, ArtSpace
CHILDREN'S ACTIVITY CENTER	Co-locate activities for all ages, attracts a broader range of users. Children's theater on weekends.	N	Tacoma Children's Museum, School District
MARKET STALLS + FOOD VENDORS	Food and produce vendors on first floor and outdoors seasonally. Also consider an alternative model, of market space as a shared distribution center for a "farm to fork" program (see Marin County) to broaden the impact of Market to institutional users as part of city-wide food system, as well as to limit the number of trips by small producers.	Y	USDA, Rockefeller Foundation, Tacoma Food Co'op, St. Joe's Nutrition, Pierce County Conservation District, Gates Foundation, Tacoma School District school lunch program, Conference Center, other potential institutional clients.
FOOD-EDUCATION; DEMONSTRATION KITCHEN FOR COOKING CLASSES	Include both student curriculum and community classes on canning + storing food, cooking, nutrition classes, and gardening classes.	Y	Bates Technical College, Tacoma Market
MICRO BREWERY OR OTHER FOOD TOURISM	Destination restaurant brings people to the area, historic use, artesian well water, builds on tradition of brewing in the District.	Y	Local entrepreneurs
PERFORMANCE HALL (FLEXIBLE)	Investments in lights and seating for small scale, simple black box theater; flexible space of up to 250 seats. Leverage 450 SOTA students, as well as 1,000 parents coming to downtown.	Y	Pantages, Grand Cinema, SOTA
TECHNOLOGY CENTER MEDIA ARTS, FILM	University of Washington Center for Technology, SOTA, Arts Commission	Y	Microsoft, Adobe, 911Media Arts, NW Film Forum, SOTA, Grand Cinema
DAY CARE	All	N	All

10. Information retrieved from William Factory website, for more information see <http://www.williamfactory.com/review/Building%20Recommendations.htm>, page viewed January 4,2010

03.1 Building Types for Incubation

Land use strategies encouraging creative uses for the Brewery District should encompass both long- and short-term. Short-term includes renting vacant space to artists for below market rates, or upgraded retail fronts to existing buildings. The second, longer-term strategy encourages building types to support production and nascent creative endeavors.

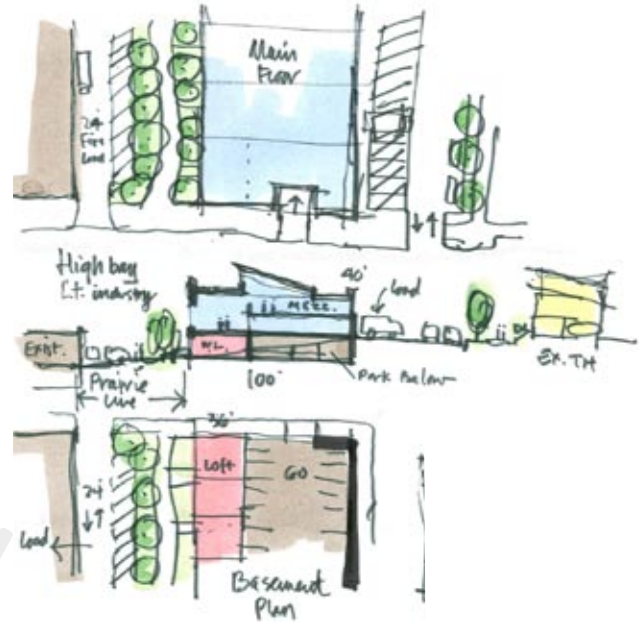
Regulations can affect both production and creativity through live/work and work/live policies. The goal should be the creation of spaces that are legal, functional safe and affordable. In this type of housing, the work-related needs take precedence over a neighbor's expectation for quiet, with respect to odor, noise, employees and customers. Work/live units should be especially sought at the ground floor in new development opportunities along the Prairie Line.

Modular Construction

Parcels with odd geometries or limited depth may incorporate modular or prefabricated construction. The addition of adaptable, lower capital cost building forms creates a framework to treat interim street edge conditions. These modular, or temporary buildings can be added to, or even removed and replaced as the market shifts with longer-term more capital intensive uses. Modular construction may include structures such as rehabbed cargo units, short term installations or higher end buildings such as the South Lake Union Discovery Center (a building that may be disassembled and moved). Users of modular construction might include startup technology, software companies. Artist studios, live/work spaces, or kitchen incubators and small restaurants.

Core Elements:

- Spaces for single to multiple tenants
- 18-20' modules for flexibility of use
- Temporary surface parking lower costs
- Strong visual presence from the street edge



Flex tech/High bay industrial building type planned for opportunity catalyst site along the Prairie Line

Flex / Tech Buildings

These buildings are designed to accommodate an assortment of unrelated businesses in separate suites. A flex/tech building may incorporate the storage space of a warehouse, utilities infrastructure for a technology centers, superior exterior finishes and environmental controls for a retail store. This robust architecture houses flexible space in which office, light industrial, repair, showroom and live/work lofts could be switched in or out.

The robust warehouse building type and may be appropriate for the limited sites for new construction within the district, but it also reflects the adaptive condition of many of the converted warehouse structures already located in the Brewery District.

Sustainability calls upon each of us to consider our resource use within the context of the needs of future generations. The City of Tacoma recently opened an Office of Sustainability and passed its first Climate Action Plan. However planning for sustainability is not just an environmental concern- rather one must also balance long term economic vitality, as well as social, and community health.

With its stock of well loved buildings - one of the most sustainable acts the City could take on is to develop more inclusive methods to renew, optimize and preserve existing infrastructure and construction.

Catalyst projects can also be used to highlight progressive initiatives, incorporating energy-efficient design, the re-use or salvage of historic artifacts and re-engagement with one of the neighborhood's lost attributes - its water, both in the form of flowing storm water, as well as surface springs.

04.1 Sustainability ideas

Sustainability is an approach to City design that incorporates a broader set of feedback loops. Longterm ideas by stakeholders for a sustainable approach to the neighborhood were considered as following;

- Demonstration projects promoting sustainability and providing educational opportunities could be considered for interim use of underutilized public land, provided that they do not preclude future development and are consistent with the overall vision of the neighborhood.
- The City should work with local partners to ensure access to local, nutritious food, and consider partnerships for community based agriculture on currently under-utilized sites.
- Focus improvements on mobility, accessibility, safety with strong pedestrian links to encourage both transit use and walking.



Pacific Avenue activated edge treatment in existing surface lot

- Ensure that the Catalyst Site A activity center builds upon concepts of “triangulation” - adding multiple users that create and build internal energy.
- Leverage the Prairie Line’s potential as a green infrastructure project, and seek outside funding sources to ensure that ambitious goals can be met.
- Encourage robust and flexible building design that can be adapted to varied uses over time, especially important at lower levels of new buildings with adequate floor to ceiling heights.
- Analyze future renewable energy opportunities in partnership with Tacoma Power and the UWT.

COMMUNITY SUSTAINABILITY	Cost
<p>Apply for LEED ND (Leadership in Environmental Design, Neighborhood Development) status when available for the Brewery District, to rebrand and refocus local energy into well served areas.</p> <p>This District could leverage its already existing assets to achieve points such as:</p> <ul style="list-style-type: none"> Historic re-use embodies energy High Walkability High # of services Existing Infrastructure Proximity to transit Bicycle support Local food production 	<p>\$\$</p>
<p>Work with the Department of Public Works to incorporate low impact stormwater solutions into the Prairie Line, Holgate, and South C Street improvement projects.</p>	<p>\$\$\$</p>
<p>Consider achieving LEED status for building renovations in Catalyst Site A, and incorporating LEED or other green building requirements into design criteria for Catalyst Site B.</p>	<p>\$\$\$</p>

 *Priority Action Steps*

05

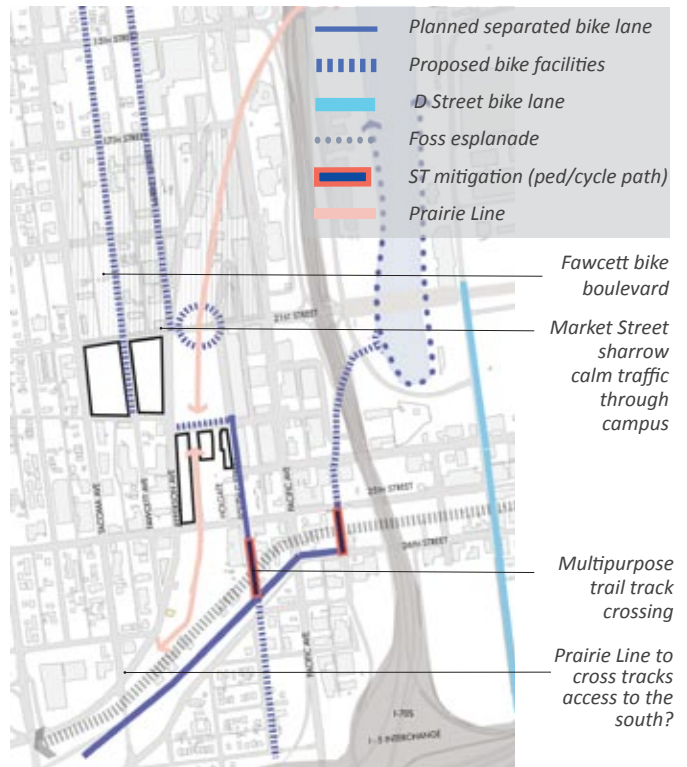
Invest in pedestrian and bicycle system improvements that will continue to realize connections between the Brewery District and surrounding residential and commercial areas particularly the University of Washington Campus.

This section includes both short-term visible projects that have immediate effect as well as a longer term projects such as planning for South Downtown access to the Foss Waterway. Creating visual indicators of change help provide community awareness and support for larger initiatives. Small projects can also build confidence within the community and remind us that change is possible. The Brewery District is a good place to test a *shared use* street, or cycle track concepts (see Holgate Avenue, C Street multipurpose trail).

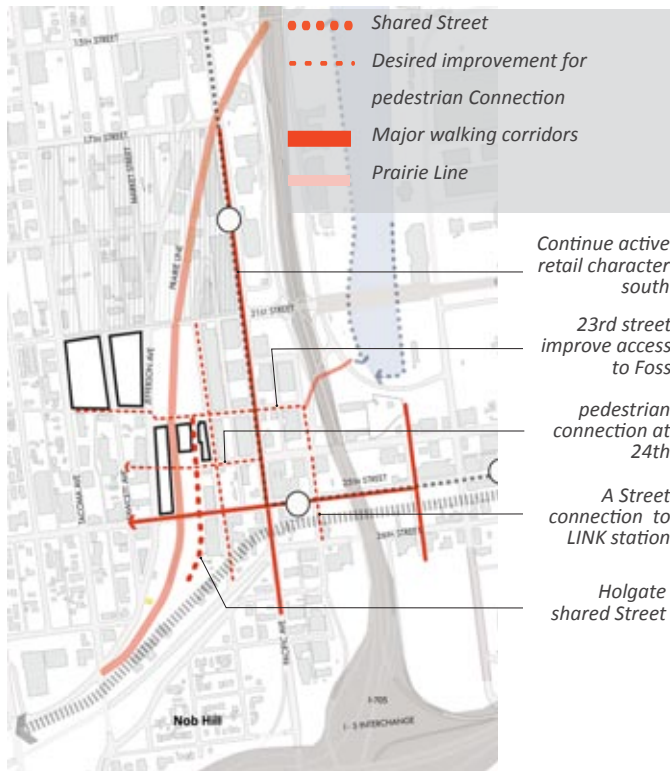
A summary of short and long term priorities are listed in a table listing Objective 5 Next Steps.

05.1 Public Realm

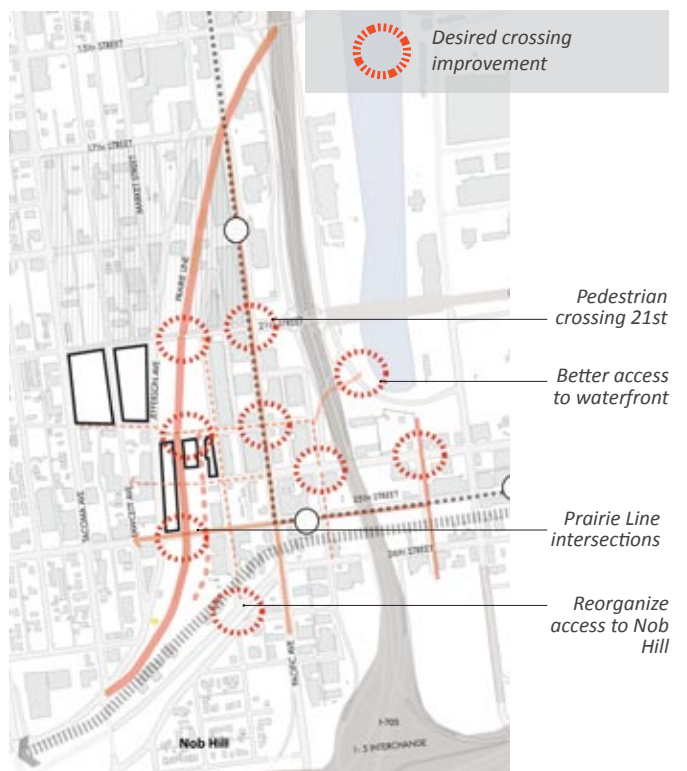
The maps on this page illustrate the general design and access considerations for future growth of the neighborhood; while following is a more detailed set of explorations for street and public realm interventions.



(Map 16) Cycle paths



(Map 17) Walking paths



(Map 18) Connection Improvements

05.2 Street Design

A. South C Street

Objective:

- Balance mobility - bikes, pedestrians, vehicles and freight consistent with City's Complete Street Guidelines and Mobility Master Plan.
- Maximize on-street parking to reduce required private investment
- Reduce lane widths to accommodate slower speeds.

South C Street design recommendation should be coordinated with the Sound Transit D to M mitigation project, currently in design development.

Priority Elements:

- Angle parking - (1 or 2 sides of street; *see options*)
- Improve bicycle access to Water Ditch trail and Prairie Line with a separated bike route on the east side of the street.
- Sidewalks: minimum 10'
- Integrate an amenity zone for street trees at future midblock crossing on both sides of the Street. Street crossings are preferred every 300'.
- Loading spaces, access and dedicated spaces for business

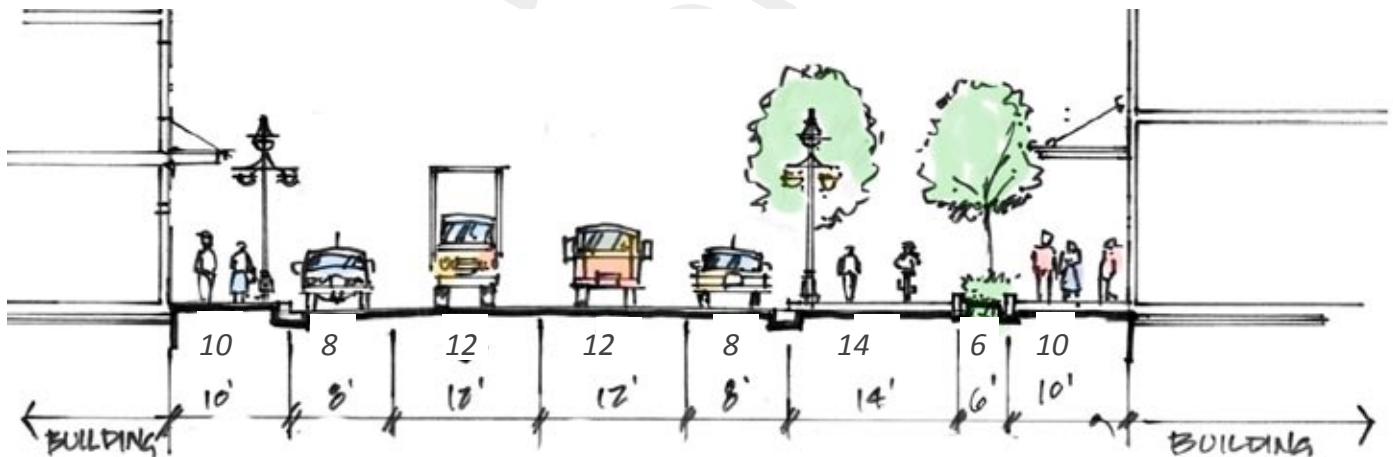
- Parking management should be phased as uses in the Brewery District intensify, including time limited zones, residential permitted parking, and pay parking in the long-term.

OPTION ONE South C Street: Bike Safety + Mobility (shown on page 47 + 48, preferred by stakeholders)

- 12' travel lanes
- Buffered multi-use trail is consolidated on the eastside consisting of cycle path, pedestrian path and low impact landscaping treatment; combined 22-30'. The separated trail may be up to 30' in width to the south of 25th street.
- Angle parking on eastside
- Parallel parking on westside to buffer trail

OPTION TWO South C Street: Maximize Parking (not shown)

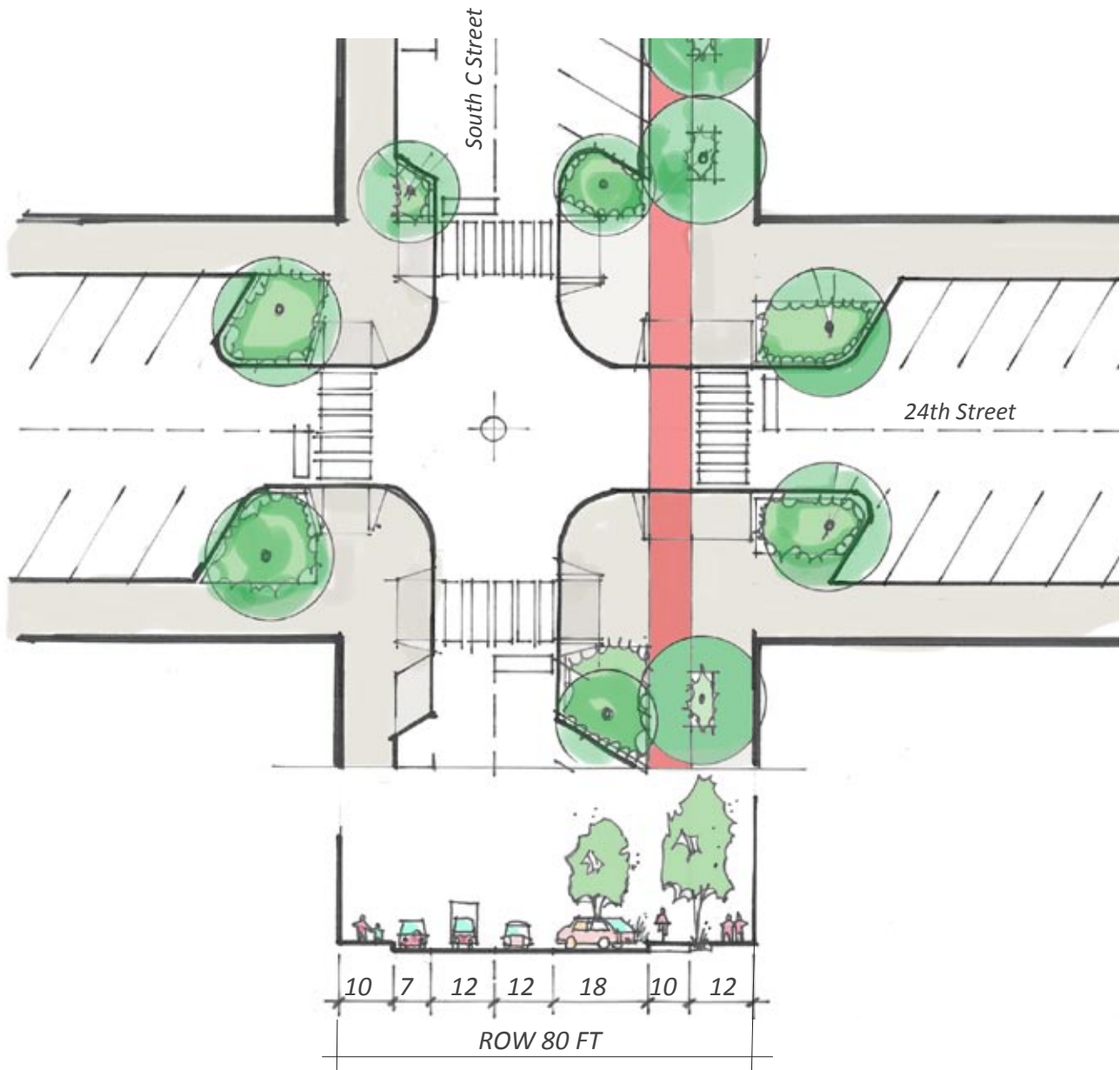
- 14' shared travel lanes with bike friendly element; signage and sharrows
- Angle parking on both sides of street (best practices: back-in angle designs best provide for bike safety)
- 10' sidewalk on both sides of street
- Street-trees at Amenity Zone in midblock crossing area,
- Street may need additional traffic calming at mid block due to broad lane width and resulting higher travel speed.



Maintain existing sidewalk urban character with street trees located at specific amenity zones at midblock crossings and corner bulb-outs.

An expanded 30' multi-use trail at between the D to M Connector and 25th Street provides significant improvement. This is achieved via no angle parking on east side of street. Multi use trail connects to Water Ditch at a possible park space to the south of the tracks.

OPTION ONE South C Street Bike Safety and Mobility Between Sounder Tracks and 25th Street



OPTION ONE South C Street Bike Safety and Mobility

Section at 24th Street intersection (typical configuration)

Multi use seperated bike trail is consolidated to 22' on the east side of the street to accomodate for additional parking.

B. Commerce Street: a low-cost redesign

60' ROW (21st to 23rd Street only)

Objective:

The City should conduct minimal visual street upgrades keeping texture and historic character of street. See before and after diagrams at right.

- Formalize de-facto shared-use street and optimize the social, environmental, and economic benefits while minimizing the safety risks.
- Where necessary use low-cost textured paint to define parking, walking and driving areas.
- Street Design to be consistent with City's Complete Street Guidelines and Mobility Master Plan



Commerce Street: BEFORE

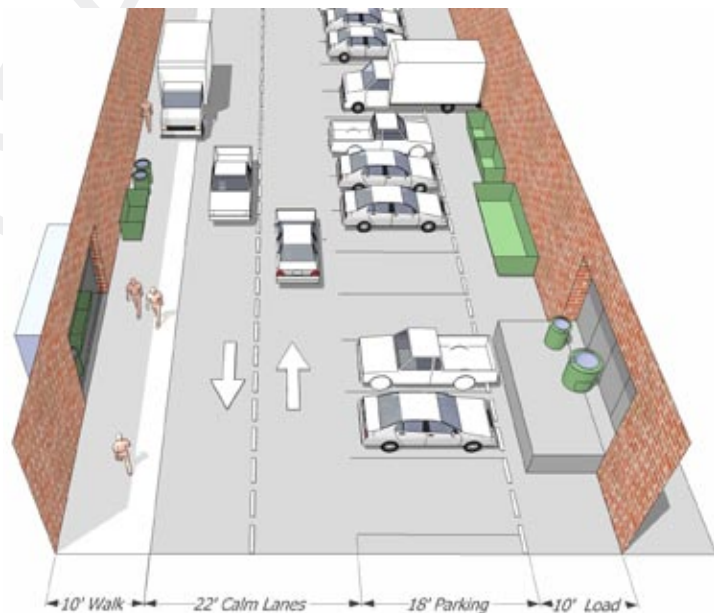
C. Holgate Ave: Shared Street in the New Brewery Center

Objective:

- Holgate shared street design can be considered as a public space that connects the buildings on either side of the street, rather than dividing it.
- The long term view of the street will be for spontaneous interaction.
- Demonstration for shared street type includes exposed brick or other textured surface treatment
- Street closures for events; and compatible with possible future use for an outdoor public market.
- Slow vehicular traffic speeds
- Street Design should be consistent with City's Complete Street Guidelines and Mobility Master Plan

Priority Elements:

- Narrow travel lanes between 9-10' with distinctive paving, rolled curb or minimum change in elevation which designates walking area.
- Maximize angle parking but allow for ample space to walk.
- Consider the use of permeable elements to address drainage and enhance sustainability within the market area.
- New street design should be started concurrent with City Shops Renovations; 300' from 23rd to 24th Street.



Commerce Street: AFTER

Considerations:

- Paint or stripe designated walking path this side.
- As renovations proceed, prefer dumpsters and recycling be located in recessed alcoves behind gates or screens.
- Short term loading may occur if necessary on walking side.

D. 24th and 23rd Streets

Objective:

Enhance streets for pedestrian connections, local access, parking, slow traffic, increased safety. Street design to be consistent with the City's Complete Street Guidelines and Mobility Master Plan.

Priority Elements:

- Low Cost short-term upgrades to maximize parking and minimize street width.
- Restripe ROW to angle parking and maintain existing 10' sidewalk, to slow traffic.
- Higher cost long-term plan should be to introduce street trees at amenity zones, and alter curbs to widen sidewalks to 15' on 24th Street. This street will provide pedestrian connections through the district to the Foss Waterway.



The east side of Commerce Street has some existing sidewalks, loading docks and a de-facto shared use of the street.



Gansvoort Plaza, Meatpacking District, New York City. Streetscape for pedestrians is reclaimed through simple means, such as the use of planter boxes, and stone benches as shown above.



Cady's Alley, Georgetown. A de facto shared-use alley

05.2 Complete the Prairie Line

Running along the west side of Hood Street, the Prairie Line is a former railroad spur of the Burlington Northern Santa Fe Railroad. The rail spur is envisioned as an engaging open space, a aesthetically engaging, walkable and cycle friendly link between the Brewery District and the Foss through the UWT campus.

Within portions of the Brewery District, the City is seeking access to the full right-of-way from property line to property line to minimize risk associated with private land development and to ensure that the Prairie Line can achieve the community's urban design and open space objectives. The Prairie Line will become a major open space asset for the southern portion of downtown.

Objective:

The history of the rail spur and its adjacent buildings make rich design material for a meaningful, linear public space, marking the transformation of the neighborhood to an activated public place. The Prairie Line should maintain a consistent design identity along its three blocks within the Brewery District and make the key connection for both cyclists and pedestrians across 21st Street. At this juncture, Prairie Line design should coordinate with the proposed UWT Design Concept Plans.

Urban Design

- The trail should be designed as a multi-purpose walk and bike path - efforts should be taken to ensure that commuting cyclists do not overpower pedestrians with speed.
- Urban hardscape and activity areas should be available for use in front of street-level use within adjacent buildings.
- Truck loading and other services should be maintained as needed and where feasible for existing businesses through use of bollards; the City should experiment with the use of electric, retractable bollards as a pragmatic design element.

Incorporate History and Local Art Elements

- Design should incorporate small grain details, including natural or salvaged materials from the local environment as well as the rails themselves.
- During interim phases, the City should program temporary contemporary art in, on, and near the Line to highlight the transitional nature of the neighborhood and invite people to experience the dynamic history of the place.
- Ongoing arts projects may incorporate sustainability

What We Heard From Stakeholders:

- Buildings that front on the Prairie Line should take advantage of this opportunity by creating entrances or connections to access the trail.
- Buildings that front the Prairie line should be developed or renovated with windows that overlook the trail to ensure safety and the trail's use.
- Buildings should contain multi-leveled open space and populate the area with activity.
- The Prairie Line should have loading and fire access options for vehicles but minimize vehicular presence elsewhere.
- A grade separated or pedestrian enhanced crossing for the Prairie Line at 21st Street is desired.

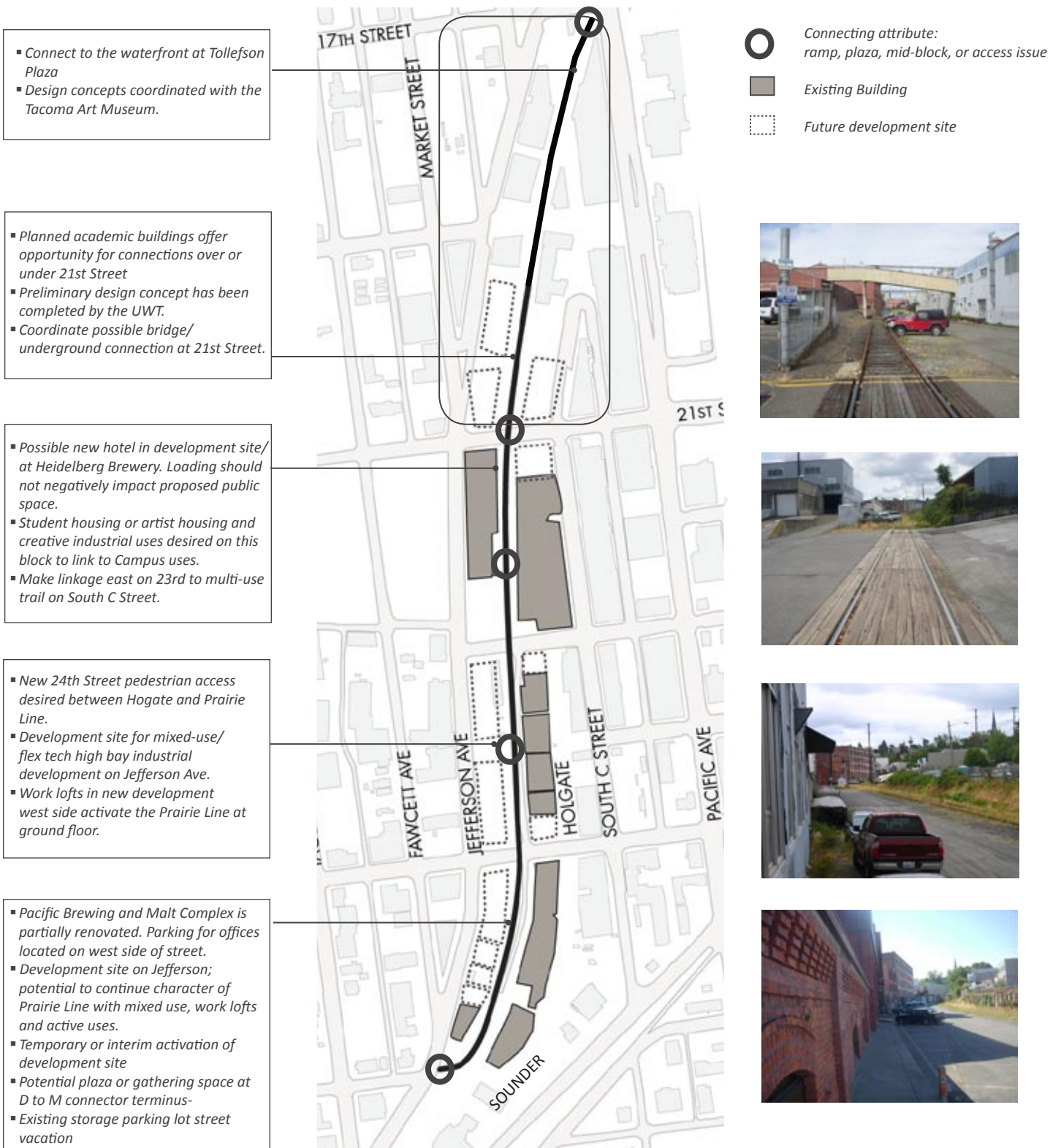


The Highline in New York City featured an architectural design competition and a capital campaign to revitalize an elevated rail line.

concepts, illumination, activity based arts and salvaged materials.

Water Experience and Green Infrastructure

- Prairie Line design should provide for a green infrastructure alternative to the industrial/urban character of the surrounding neighborhood, including low impact development for storm water.
- Celebrate natural spring water with rain gardens, permeable surfaces, bridges, and place-based opportunity for interaction with the water. These aspects should be planned for incorporation as funding allows.



05.3 Prairie Line Connecting Attributes

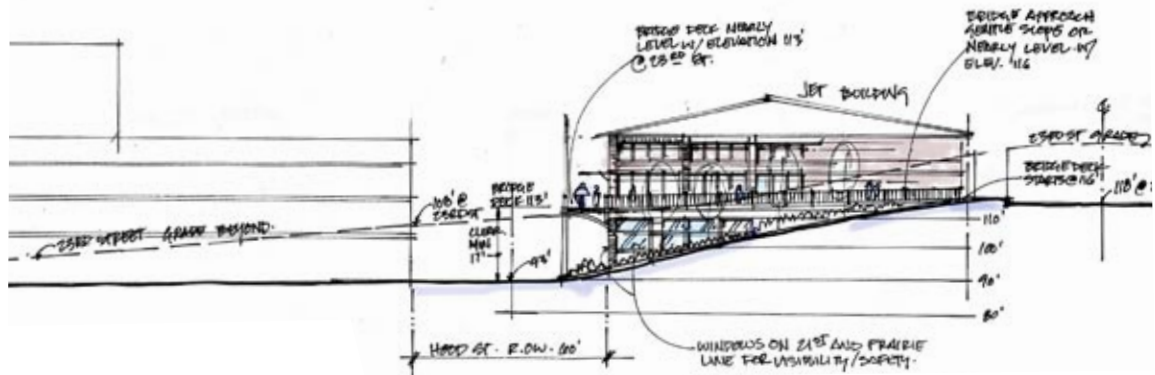
The Prairie Line should be integrated into the Brewery District through a pedestrian connection at 24th Street and an upgraded crossing linking across 21st Street. Stakeholders are consistently cite 21st Street as a major barrier. Pedestrian sightlines for vehicles traveling west are difficult due to the steep grade, and walkers feel exposed due to fast moving, heavy traffic volumes during peak hours.

The project explored several possible solutions making the best use of the change in grade at Jefferson and 21st Street. Both options would require significant public and private investment and a coordinated approach during the build-out and design of the trail. Other interim solutions include more visible crossings, and a timed light for pedestrians/cyclists.

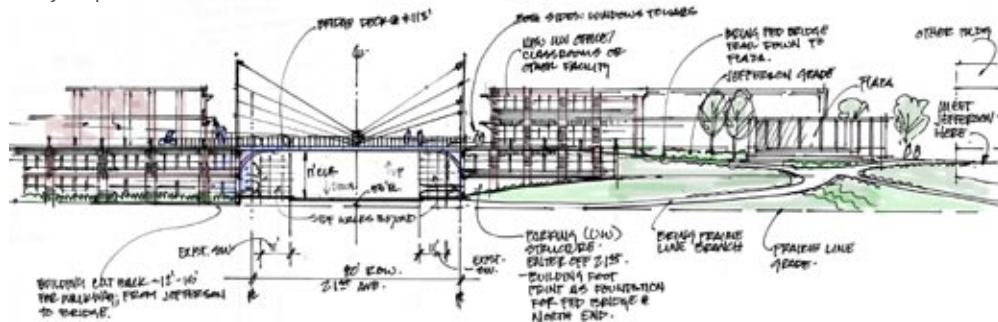
OPTION A: Bridge Crossing Study @ 21st + Prairie Line

This option shown below assumes the cooperation of land owners located at the northern corner of 21st Street and Prairie Line; i.e. the “Jet Building” property and the University of Washington.

A bridge structure would connect the two sides of 21st Street via a cantilevered ramp rising from a slow, accessible grade from South 23rd Street, and connect to the Prairie Line via a landscaped path located to the north on the UWT campus.



Street Section 21st Street and Prairie Line View to South
Option A- Bridge Crossing Study
BCRA Illustration created for Open House



Street Section 21st Street and Prairie Line View to West
Option A Bridge Crossing Study
BCRA Illustration created for Open House

Option A: Strengths

- Bridge components may be designed and purchased as separate items, with clear breakdown of costs.
- Less impact on street and utilities.
- Provides a civic gateway and icon for the neighborhood.

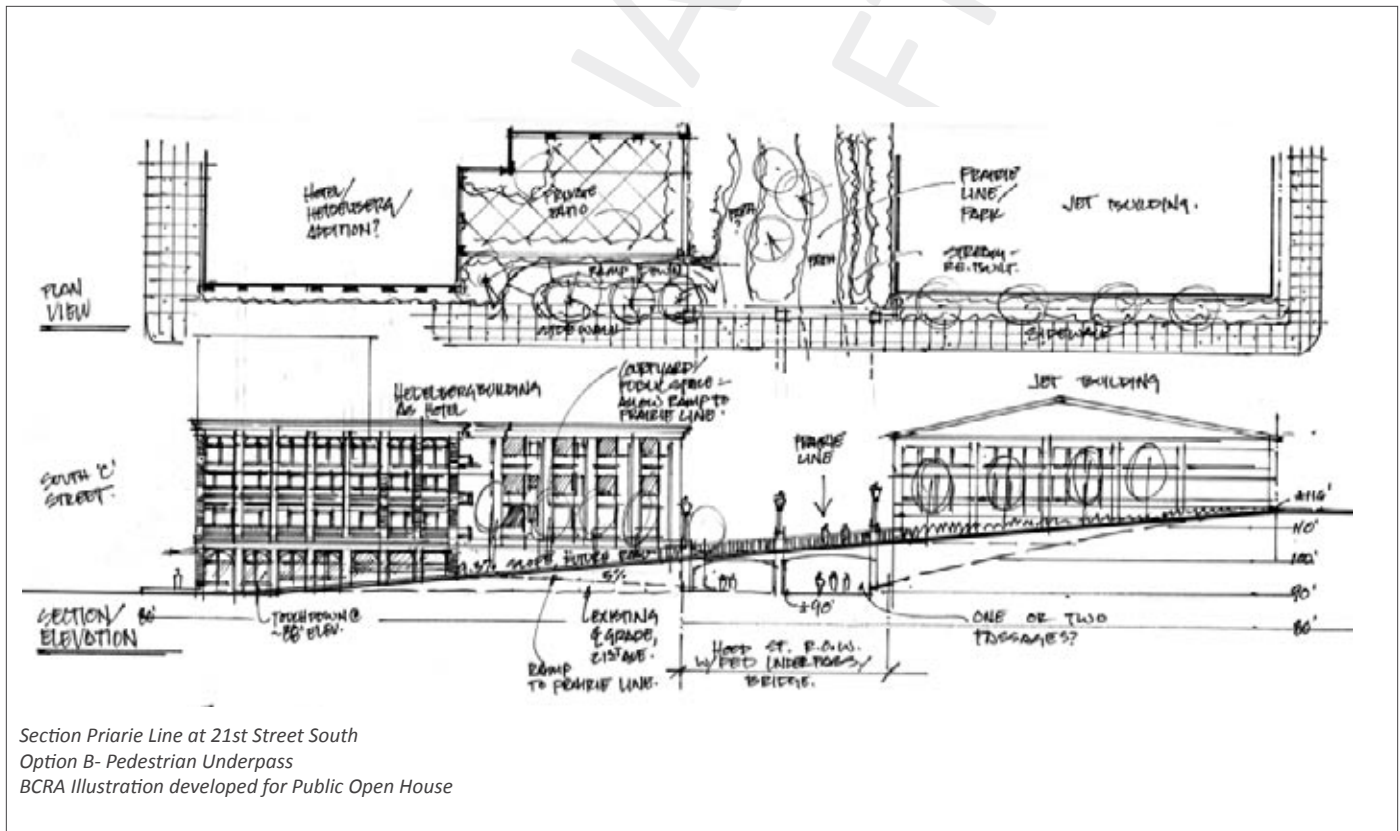
Option A: Constraints

- Risk or liability associated with Prairie Line ramp along Jet Building.
- Access to bridge is at grade along Jefferson but requires walking up one story from the south or north along the Prairie Line. Concern that the public will be dissuaded from using the crossing.

OPTION B - Pedestrian Underpass Study @ 21st and Prairie

Unlike Option A, the Pedestrian Underpass option would likely require the re-grading of 21st Street and a potential utility re-location. This option also requires cooperation from land owners (the Jet Building and the UWT).

While this is the stakeholder preferred option, it may require additional expense and should be studied further. The City should consider this option as utility and re-grading work may be planned as the street undergoes renovations due to the development of Catalyst Site B. Furthermore Phase III of the UWT campus places a building at this corner on Jefferson, providing a possible optimal window of opportunity for an improved crossing.



Section Prairie Line at 21st Street South
 Option B- Pedestrian Underpass
 BCRA Illustration developed for Public Open House

05.4 Foss Waterway Access

A link along 23rd/A Street to the Foss Waterway will enhance quality of life for the changing south downtown neighborhoods, would provide a secondary benefit of better access from existing LRT stations, and help to activate the undefined area to the west of Pacific and east of I-705.

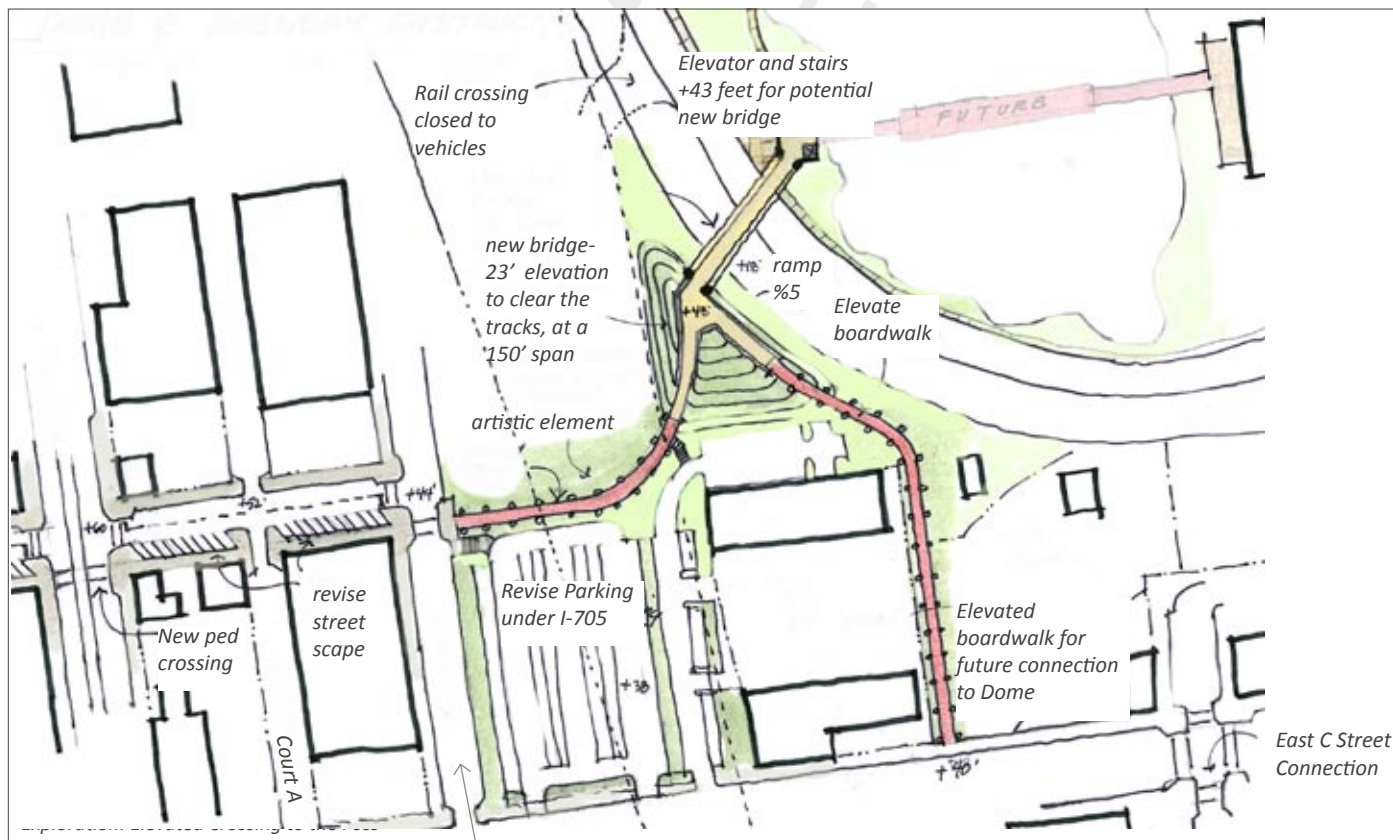
The diagram below explores how the City might achieve an at-grade, or elevated pedestrian crossing. Without a crossing, pedestrians would need to walk around to D Street to access the stairways at the overpass. This link should also connect with the proposed Shoreline and Water Ditch trails.

Crossing considerations and issues:

- Continue 23rd Street revised streetscape from Brewery District and a new signalized crossing at Pacific and 23rd.
- Include an artistic element below I-705, and adequate lighting for CPTED purposes and introduce green infrastructure elements to the west of A Street.

Elevated Option

- Elevate “boardwalk” from A street/23rd Street to maintain grade and achieve a crossing over the tracks;
- Crossing to connect with access from the Dome District at Puyallup Ave (see City of Tacoma, Dome District Development Concept Study, 2008)



A Street cycle connection to LINK and the waterditch trail.

CROSSINGS	
<p>CROSSING AT 21st and PRAIRIE Work with owners of the Jet Building and the UWT as renovation proceeds to complete a grade separated bike/ pedestrian crossing under or over 21st Street as funding allows.</p>	\$\$\$
<p>25th + SOUTH TACOMA WAY Consider a pedestrian controlled traffic light for 25th Street and Holgate Ave as well as South Tacoma Way and South 'C' Street to facilitate movement as uses intensify upon completion of the D to M connector.</p>	\$\$\$
STREET IMPROVEMENTS	
<p>SOUTH C STREET - CYCLE IMPROVEMENT Work with ST during D to M mitigation project to configure cycle lane on east side of street. Consider connecting cycle lane to the Prairie Line on 23rd Street due to minimal grade and plan for future 21st Street crossing.</p>	\$\$\$
<p>SOUTH C STREET - PEDESTRIAN + PARKING Sidewalk improvements for a multi-use trail on the east side of the street per street design concepts should be considered as funding allows. By consolidating green space to the east side, design requirements for street trees needs to be coordinated in the zoning code.</p>	\$\$\$
<p>COMMERCE STREET REDESIGN Conduct low cost experiment with textured paint to formalize already de-facto street space, and reduce travel lane width to enhance safety, as well as provide for building buffer and loading. Change design standards to ensure that dumpsters are adequately screened.</p>	\$
<p>23RD and 24TH STREET Conduct low-cost improvements by narrowing traffic lanes and restriping angle parking to buffer pedestrians. Designate signage to limit both streets' use as a truck through route.</p>	\$\$
<p>HOLGATE AVE SHARED STREET Work with the Public Works Department and Catalyst Site redevelopment team for a shared street design in Phase one of Catalyst Site A project.</p>	\$\$\$
NEW CONNECTIONS	
<p>COMPLETE THE PRAIRIE LINE Complete a landscape and drainage design for the Prairie Line according to the design principles listed in section 4.1, and coordinate with existing University of Washington Design Concepts. Include adjacent land owners to optimize future access and uses lining the Prairie Line.</p>	\$\$\$
<p>CONTINUE 24th WITH A PEDESTRIAN CONNECTION TO JEFFERSON AVE Connect 24th Street to the Prairie Line and Jefferson Ave during project redevelopment. (Must be negotiated with private land owner.)</p>	\$\$\$
<p>PLAN FOR FOSS WATERWAY ACCESS Consider a long-term project to connect the downtown to the Foss Waterway via 23rd Street to mitigate the closure of the 'A' Street rail crossing (see diagram 5.4). Continue Watersitch trail to connect to the boardwalk at "A street."</p>	\$\$\$

 *Priority Action Steps*

FINAL
DRAFT

06

Build city capacity to optimize existing resources through creative, interim and long term land use strategies.

In order to tie together the preceding five Development Objectives, the City should look to a series of creative, supporting land-use strategies. This is because the “soft market” in the Brewery District brings with it opportunities that when used appropriately can usher in change. The intention is to energize immediate low-capital uses to combat vacancies and land underutilization. The long term outlook is to decrease risk and help to achieve greater value for catalyst or other development opportunity in the neighborhood.

The stakeholders and project team reviewed *best practices* from revitalizing warehouse districts around the nation including Minneapolis, Pittsburgh, Providence, Philadelphia and Vancouver’s Granville Island. These precedents show that regulation and city led programs can be aligned to

encourage the co-location of students, artists, and those who are focused on the creative production of goods. Particular attention may be given to existing and sub-optimum spaces to re-brand the Brewery District while incubating the next generation of entrepreneurship.

The following section provides a set of steps and summarizes some of the obstacles to creative or temporary uses. This section includes strategies related to historic preservation. Often these strategies will require a flexible, collaborative approach between the City, its departments, and neighborhood groups.



O6.1 Welcome Time Based Uses

In order to promote long-term sustainability, Tacoma must first ensure the neighborhood’s short term viability. In this way, it will be necessary to develop a private land nuisance abatement strategy that proactively supports the community vision and reduces under-utilized land.

Food vending, art and performance installations, sustainability or education projects are desirable temporary uses now emerging in empty spaces in cities throughout the country. To encourage (allow) these uses Tacoma should explore the creation of a standardized contract that would take on all or a portion of the liability related to public use of private land, in particular for specific identified uses such as local food production, cycle repair, public art, or community gathering space. Liability issues are often cited as a major obstacle to the temporary, low cost re-use of land by not only smaller private land owners but also major public agencies such as Sound Transit.

Strategies may also focus on stages of construction or deconstruction, and phased or temporary occupancy permits to offset the time and expense it takes to complete costly seismic upgrades.

To achieve this goal will require a city-led look at existing regulations, with the goal of finding more flexible methods to encourage growth.

During this process the City should apply best practices from leaders in the field including

- Storefront for Artists in Philadelphia,
- Pennsylvania Arts Initiative, Pittsburgh,
- Chasama, New York City
- Street vending policies, Portland Oregon

Time Based Use Ideas

Conduct a survey to understand the relative need and types of available temporary spaces within downtown
Create a City led Task Force to identify barriers to temporary use; such as access to short-term liability insurance and regulations (such as seismic) that govern change in occupancy to higher or more intensive uses.
Develop a Committee made up of City regulatory agencies including building permitting, health department, and fire department to brainstorm together, as well as earn departmental buy in to reduce barriers and provide code flexibility.
Develop a streamlined and user friendly process that brings property owners with excess or under-utilized space (within buildings or land) together with artists or others who would like to make use of the space, such as an online form or checklist. Provide a standardized contract which also solves the liability obstacle to legitimize process, consider the development of a website to market the initiative.
Focus early efforts on one “temporary use” demonstration project meeting the following criteria: <ol style="list-style-type: none"> a. property owner interest b. within walking distance of Pacific Ave c. low cost d. creatively engages the community
City should work with local partners to initiate a Design Competition for temporary use on existing City/University under-utilized or vacant land.
Encourage the University of Washington as well as other agencies (Sound Transit) to work towards policies that will look after the interim use of under-utilized land to discourage blight, and to empower the local community.

06.2 Historic Preservation

In various states of use, the Brewery District's character giving warehouse buildings are combined with interesting streetscapes, loading docks and a compelling, sloped topography to provide the neighborhood with ample natural landmarks and differentiation. Additionally, with the economy in recession and lenders requiring more equity than in the recent past, this older warehouse district offers an opportunity to pursue tested models of public/private partnerships within a high visibility neighborhood. The pursuit of this type of development can also act as a hedge against other investment risks - such as perceived safety.

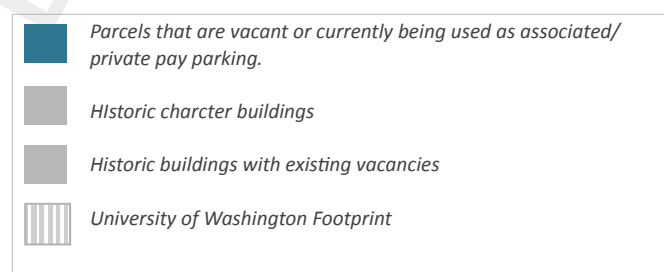
In order to permit the continued use of historic buildings the City should focus efforts on the development of tools and incentives for both preservation and adaptive re-use. The City can move first with a strategy that will gain them the most public benefit for the smallest investment.

1. The Land Use Code special features should consider the inclusion of a transfer of development rights program as one way to allocate funds for the redevelopment of selected historic properties. A portion of this program could be considered as a first tier amenity within a reconsidered "special features" program.

In many historic preservation programs, when property owners preserve (and in many cases restore) a historic landmark, they are allowed to sell the unused potential floor area, meaning the total floor area allowed by the zoning code minus the total floor area in the historic structure.

In order to define a TDR program for the Brewery District the City should define the following:

- Sending *area* (or inventory of eligible buildings)
- Incentives for sending area owners to Transfer Development Rights
- Receiving *area* size, receiving area height or density with TDR
- TDR requirement per unit of bonus
- Balancing TDR supply and demand



In Portland, density may be transferred within the neighborhood where the Historic landmark is located or to any site within two miles of the landmark. By allowing unused development potential to be transferred, redevelopment pressure on the landmark is lessened and a potential source of income is provided, as the owner may sell these rights to the owner or developer of the receiving site. Portland recently adopted zoning changes that extend this capability to “contributing” buildings in the Pearl District or those that are ranked on the City’s Historic Resource Inventory.

2. Complying with building code standards is probably one of the most challenging aspects of adaptive reuse. Intended primarily for new construction, they typically have few exceptions for existing buildings and can act as a disincentive for rehabilitation. Furthermore, within our earthquake prone environment the cost of seismic upgrades have become one of the largest prohibitions to the adaptive re-use of historic structures.

Recently the Building Officials and Code Administrators (BOCA) and the International Conference of Building Officials (ICBO) included amendments to their model codes, the basis

for many states’ building codes, to allow for alternative code solutions on historic preservation projects. For example, Portland now allows phased compliance and developer-municipality compliance agreements as another alternative to put safety improvements within the financial grasp of owners reliant on revenue that doesn’t come in all at once. Portland’s strategy has been to help provide flexibility towards building code standards with several initiatives that provide a good precedent for Tacoma’s exploration including a Seismic Loan Program, Historic TDR, and a Life Safety Guide for Existing Buildings FLEX Guide (available online on the City of Portland Website).

3. Many cities rely upon small grant programs dedicated to the restoration of qualifying historic buildings. The City of Tacoma should consider the development of a facade grant program which reimburses a property owner a percent of the total cost of a façade renovation and construction up to a dollar amount (such as \$10,000.) Additionally a *Design Services Grant* reimburses related facade design services up to dollar amount (such as \$10,000).

Historic Preservation Ideas

Prioritize the completion of the Historic Buildings Inventory for the Brewery District
Explore a provision to incorporate a transfer of development rights program related to historic preservation in the Bonus Amenity System for the WR and DMU zones.
Develop alternative structural solutions for existing historic buildings. The City of Tacoma should commit to the following tasks: <ul style="list-style-type: none"> - Proceed with internal task force to identify obstacles and problems with current code administration for Historic Buildings. - Work with local developers to understand the major obstacles to historic renovation and provide an avenue for technical assistance. - Collaborate with other local municipalities, particularly Portland, to learn from recent best practices.
Consider the development of a Seismic Loan Program to target unreinforced masonry buildings (URMs) and properties designated in the Tacoma Historic Inventory.
Promote Heritage tourism; walking tour collaboration with the WA State History Museum, Historic Tacoma
Consider the creation of dedicated grant programs - such as facade improvement - for qualifying historic buildings.
Open landmark nomination process for City Shops and Stables, and Municipal Complex/Annex on Holgate Ave.

4.0 DEVELOPMENT CONCEPTS -- MEETING OBJECTIVES



The following section highlights strategies to achieve Development Objectives via two preferred catalyst projects.

4.1 Catalyst Site A: New Brewery Center

The City of Tacoma should work with local partners to create an anchoring activity for the South Downtown at the location of Holgate Ave, the existing City Shops and Stables and the Municipal Storehouse Complex. The future uses should help to create a nodal supplement to the UWT campus and establish the real estate market. The City should continue to build a vision, identify partners and develop a market, arts/education related use as listed following. These projects should be closely associated with the future Praire Line as a connecting link between the new center, the campus and the Foss waterway.

Potential uses to include:

- Art galleries, classrooms, and workshops
- Classrooms, pre-schools, childcare
- Vendors of wines, coffees, produce, flowers, etc
- Coffee shop, restaurant, or brewery
- Business incubators for website and electronic media, visual arts, green technology and other creative enterprise.

4.1.2 Building Assessments and Uses

This Study conducted a preliminary analysis of the City Shops and Stables and Municipal Storehouse Complex for adaptive re-use. Results are listed following.

City Shops and Stables

27,000 Gross SF 300' long, 58' wide tapering down to 25' wide.

- Building has heavy timber framing, arched doorways on the ground floor, and large windows on the second floor.
- Original building has historic value and quality
- Tapered building provides unique space for high commercial stalls and is small enough that market-type uses can be phased in along with other non-standard uses.
- Opens to both the west and east sides of the street

Assumed Upgrades:

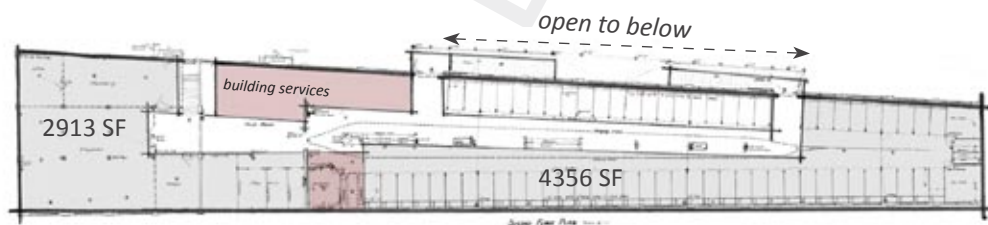
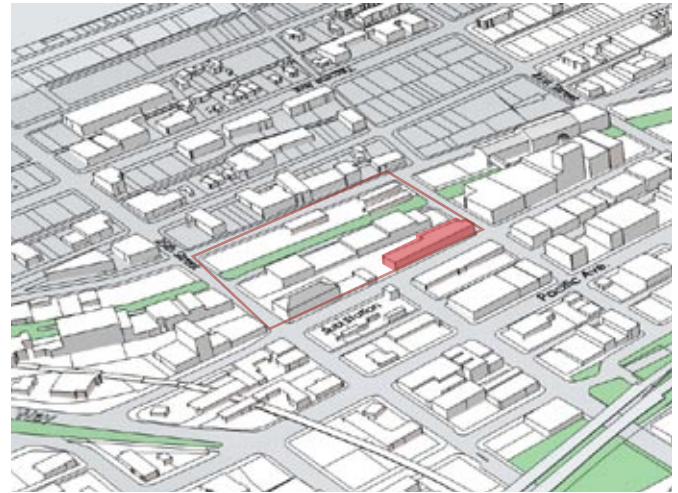
Seismic, ADA, MEP systems, sprinklers, envelope repairs, un-insulated open air market areas new bathrooms, rebuild ramps, demolition of non-historic additions

Rough Cost Estimate

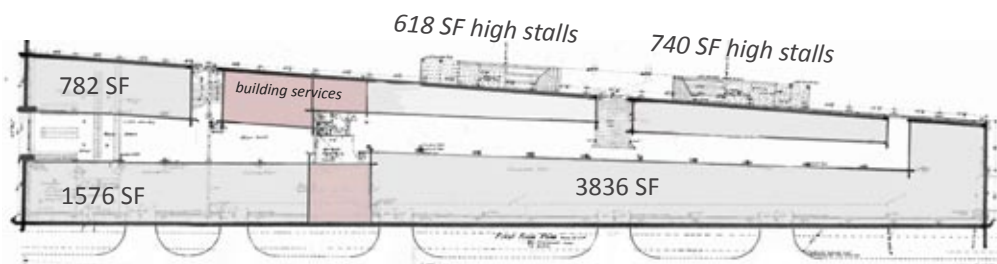
\$2.5 - \$3 million

New Uses

A rough site plan and programmatic diagrams are shown below. Multipurpose ground floor uses include high bay market stalls and access stalls/multipurpose rooms. Upper floor include possible larger workshop area and multipurpose stalls for a range of activated uses.



Upper floor



Ground floor

Municipal Complex (Streets and Grounds Facility)

28,400 Gross SF

- Ground floor garage, and double height second story
- Open Floor Plan
- Building in relatively good condition
- Industrial character
- 14,200 Gross SF per floor

Assumed Upgrades

Conditioned and insulated envelope, seismic, ADA, new MEP systems, sprinklers, new bathrooms, envelope repairs

Rough Cost Estimate

\$3.5 - \$4.2 million. More detailed programming, design and cost estimating needed as a first step.

New Uses

Possible high ceiling gallery/performance or community space on ground floor (12,990 SF)
Upper floor office spaces variable sizes according to uses
Retail

Ancillary Building (Adjacent to Municipal Facility)

7600 Gross SF

Adjacent to the Municipal Storehouse is a proposed two story building to assist in compliance with ADA access elevator and other requirements. New brick and heavy timber construction, includes one elevator for both buildings and lobby.

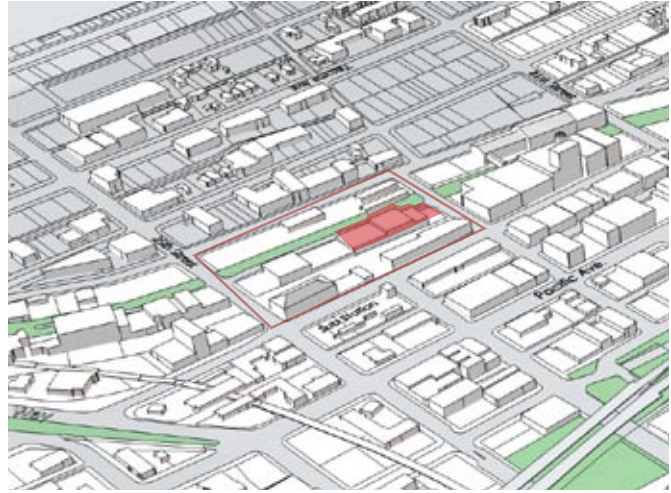
Potential use

Public Art Gallery with an average gallery exhibition space around 3,500 sq ft. Should also include a loading and prep area and storage spaces.

Municipal Warehouse building may also contain at least one studio facility or classroom. Possible ground floor retail.

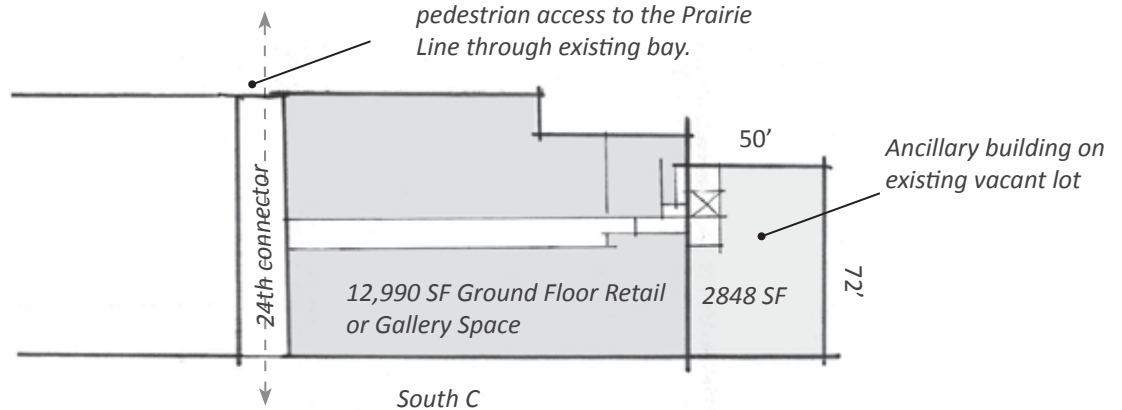
Rough Cost Estimate

\$1.1 million - \$1.4 Million



Holgate Ave - Municipal Complex (Streets and Grounds Facility)

Negotiate agreement with adjacent land owner to build in pedestrian access to the Prairie Line through existing bay.



Municipal Storehouse
Ground floor

South C



**Streets and Grounds Site + Maintenance Yard
Development Opportunity Site**
North Building - 127,000 Gross SF, 297' long
South Building - 112,000 Gross SF, 262' long
Mid-Block Hill Climb and Park at 24th

This site is currently used as a storage yard for City vehicles, gravel and sand.

Possible new uses:

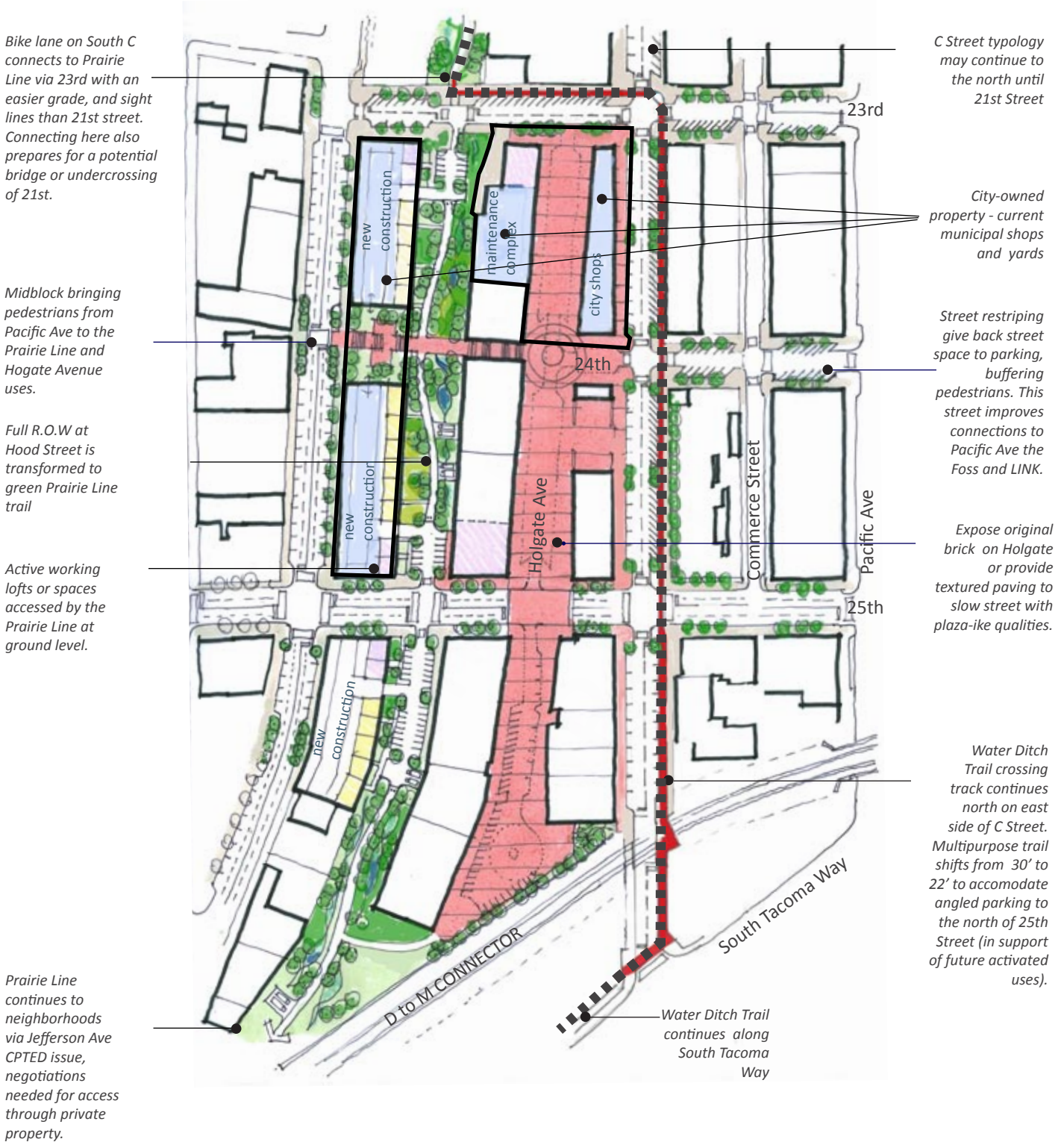
- Two 5- to 6-story mixed-use buildings with dual entrances
- High Bay Flex Tech office space with ground floor work spaces with galleries, and workshops along the Prairie Line.
- Ground floor along Jefferson could be retail stores and services

- Middle level and sub grade parking garage for project occupants
- Other possibility to consider would be mixed-income housing above for:
 - Artists
 - Students
 - Workforce
 - Market place units for individuals/couples

Rough Cost Estimate

Varies with scale, likely to partner or sell to private developer with associated criteria.

4.1.3 New Brewery Center Overall Concept



4.1.4 New Brewery Center Core Design Elements

Scale for New Construction

New construction at the current Maintenance Yards should be redeveloped at a mid-rise (75' tall) scale that will not overwhelm the adjacent historic structures.

New construction should plan for a midblock pedestrian connection for a permeable, pedestrian oriented frontage to the Prairie Line and Jefferson Avenue.

New Uses in Historic Buildings

New construction should contain active, and vibrant work uses at the ground floor, oriented towards either on-site creative production and/or secondary retail to activate the Prairie Line.

Streetscape Experience Holgate Avenue

A strong sense of inter-connection should be encouraged between the buildings and the streetscape by designing Holgate Ave as a “shared-use street.”¹¹ More to do with the way people use it than what it looks like - a shared use street references a time when automobiles did not have priority movement. Rather, Holgate Avenue should have elements of plaza-like space, allowing for slow moving traffic, loading, and a relaxed pedestrian pace.

Design elements could be integrated such as:

- a) Exposing the original brick street surfacing along Holgate Avenue,
- b) Slowing traffic to 10 MPH via signs or narrowing of traffic lanes. A width of 9 feet allows two cars to pass but is narrower than typical travel lanes (11 feet) and is considered appropriate for shared street design.¹²
- c) Angled or parallel parking or other elements such as planter boxes and street furniture elements (benches etc) may be integrated into the street to narrow lanes.

Holgate Ave may also be partially closed to traffic on market or other event days.

Open space/public realm

The public realm is intended to be well connected and accessible. To achieve this goal the City should negotiate a provision for an extended 24th Street connecting between

11. A shared street is a street that is “properly a physical and social part of the living environment, and is used simultaneously for vehicular movement, social contacts, and civic activities...Pedestrians, children at play, bicyclists, parked cars, and moving cars all share the same street space. Even though it seems these uses conflict with each other, the physical design is such that drivers are placed in an inferior position.” Ben-Joseph Enran, (1997). ITE Resource Paper, Traffic Calming and the Neo-Traditional Street, Institute of Transportation Engineers

12. Portland METRO, (June 2002). *Green Streets: Innovative Solutions for Stormwater and Stream Crossings*, First Edition pp 104-105.

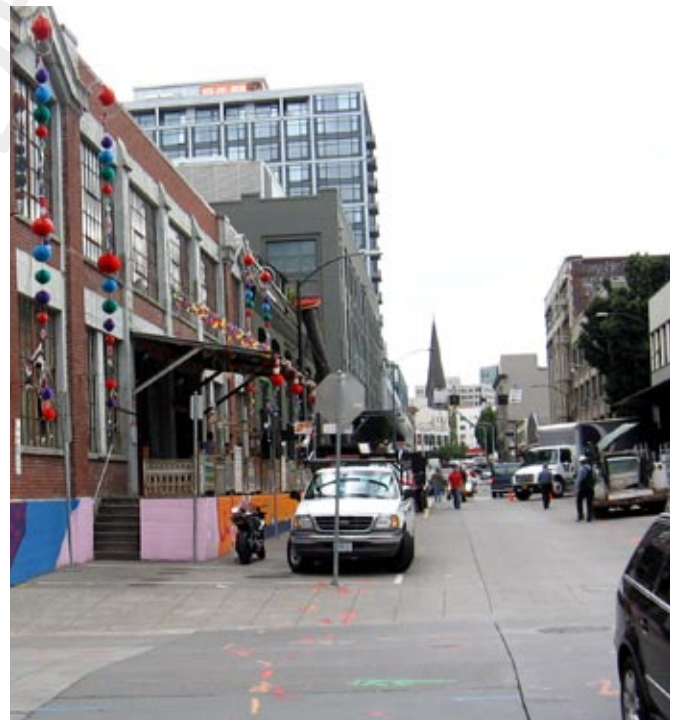
Holgate Ave and the Prairie Line. This new pedestrian/cycle connection will reduce block length and allow for better travel between the Prairie Line, Holgate Ave and the LINK LRT station on Pacific Ave. Connection may be landscaped and incorporate sustainable or green features.

In addition to Holgate Avenue, the Prairie Line is the most significant open space in the New Brewery Center. As discussed in Objective 5, it provides a green contrast to the industrial character of the neighborhood.

Parking

On-street parking is maximized throughout the District to slow traffic and reduce the need for private investment in parking for the short-term. Construction located on the Streets and Grounds Maintenance Yards should be planned with adequate parking for residential and commercial units as well as support the public uses within the new Brewery Center if possible.

Bicycle parking racks and shelters should be located along the Prairie Line, and Holgate Ave and integrated where possible with public art.



Brewery Blocks, Portland

Action Step	Responsibility
1 Conduct preliminary environmental and building assessments for public properties, including as built drawings and inspection reports.	City of Tacoma
2 Conduct appropriate market and economic studies to understand potential market draw, building on the Public Market feasibility study completed in 2005.	City of Tacoma
3 Collaborate with UWT and other organizations to hold a series of forums to discuss food systems, sustainability and livable urbanism to encourage collaboration and inspire grassroots support.	City to lead, in collaboration with other organizations
4 Begin nomination process for City-owned historic structures. Complete District-wide historic preservation inventory and develop process to allow new tools and incentive mechanisms for preservation.	City of Tacoma, Economic Consultant
5 Plan to relocate Public Works into alternative facility	City of Tacoma
6 Charter management entity to coordinate revitalization/development projects within the Brewery District, beginning with the small infill and renovation investments first.	City of Tacoma
7 Host a workshop with local arts organizations or other identified partners to focus reuse of City Shops and Stables, Municipal Storehouse renovation projects and develop generalized spatial attributes of desired spaces. Continue to established program information to inform design.	Management Entity
8 Establish a Steering Committee made up of appropriate partners; pre-commitments help to access funds and financing.	Management Entity
9 Steering Committee to improve understanding of fundraising capabilities and grants, including meetings with community oriented lenders.	Steering Committee
10 Establish who is responsible for the cost of each infrastructure component (sewer, water, streets, sidewalks, street lights, street furniture) and who is responsible for the construction of these improvements.	Steering Committee, City support
11 Prepare a realistic budget and pro-forma for each project, and identify preliminary sources and uses of funds for each.	Management Entity and Design Architect
12 Apply for grants, ensure that these are well coordinated with City-led improvements related to the Prairie Line Corridor and/or begin a Capital campaign.	Steering Committee and consultant

 *Priority Action Steps*

4.1.5 New Brewery Center Strengths and Weaknesses

To implement a more public, activated use in the Brewery District the City has a number of options. It may consider options such as public facilities districts, public development authorities and non-profit corporations that would offer advantages to development not available through traditional means. Some of these advantages include: new sources of revenue, limited liability for the city, more entrepreneurial decision making, opportunities for private citizen involvement and alternative contracting methods. An exploration of the strengths and weakness for the New Brewery Center follows:

Community Benefits

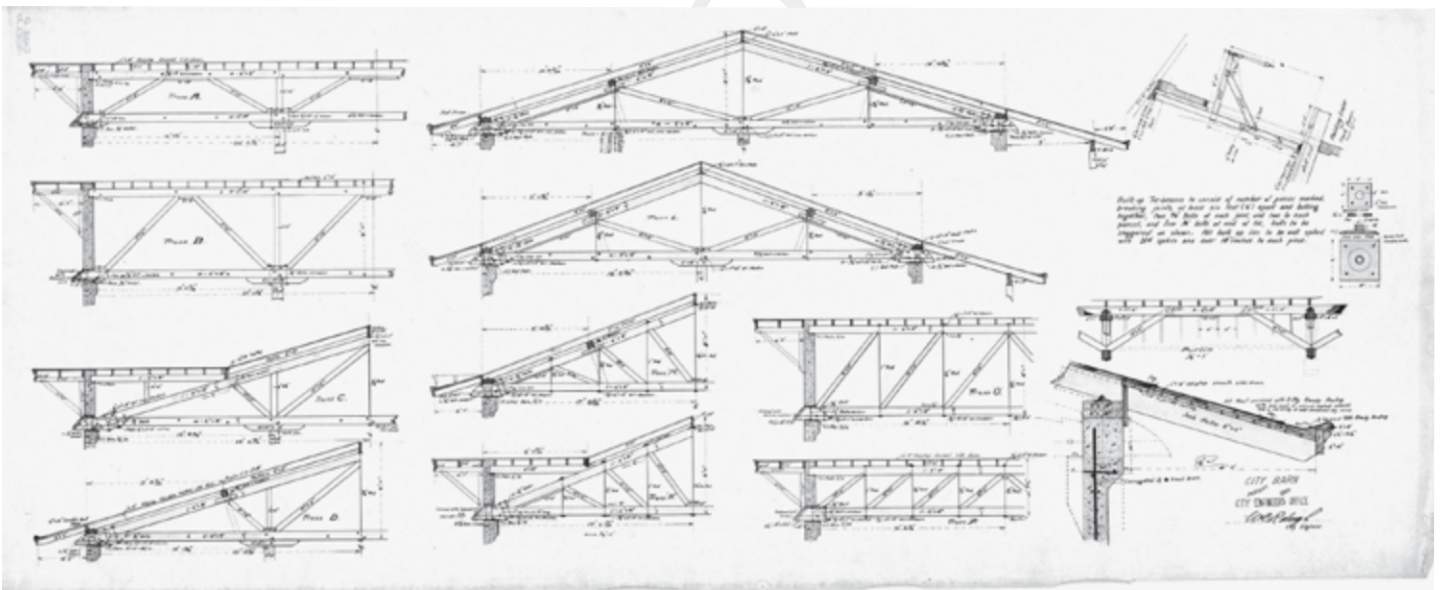
- Introduces public use and activity to neighborhood
- Achieves community vision
- Neighborhood becomes more desirable, resulting value lift in property tax revenue
- Serves diverse populations - teens, youth programs, arts community etc.
- Adjacent new construction inspired by redevelopment could be incentivized to meet workforce housing needs

Strengths

- Immediately improves visual blight
- Revitalization of historic property, strong community priority for long term sustainability
- Brings cohesiveness to neighborhood environment
- Adjacent to Prairie Line to leverage infrastructure improvements
- Within walking distance of the UWT, LINK, Foss waterway, AMTRAK station, and local bus routes
- Lower capital costs for re-use of existing building compared to new structures

Weaknesses

- Buildings in use by Public Works - must re-locate
- Expense related to potential environmental pollution and brownfields mitigation
- Risk and complexity involved in public private partnership transactions (tax credits)
- Potential cost of renovation for two major historic properties if work is extensive
- Administrative burden; may need a non-profit or other organization to undertake the challenge of raising capital.
- Will require access to funding: grant sources, private equity, municipal sources, community supportive banks



Details from the City Shops and Stables circa 1909

4.2 Catalyst Project B: Design Concepts

4.2.1 Concept Vision

Attract a high quality mixed-use development that will capitalize on the site's proximity to the University and local and regional transit connections, and will compliment the area's relationship with an activated Brewery District.

- Create an active center that provides partnering opportunities for local community groups with an arts, sustainability or a medical/wellness focus.
- Provide a project with a diverse mix of uses, including strong employment and commercial activities that will add to City revenue streams.
- Work with the University of Washington, Tacoma to encourage an interchange between the student life on and off campus and include where possible the location of non-academic uses on the site, such as a clinic or other student uses such as housing.
- Use the triple accounts framework of sustainability (environment, economy, and social equity) as a project benchmark during the development process and include sustainability into project proposal with such items as green building technique, life cycle cost analysis, renewable or alternative energies, and low impact stormwater solutions.

The Baseline

The project team conducted several development concept studies of Catalyst Site B. A prototypical build out of mid-rise apartment buildings achieves a 4.3 FAR, with woodframe six story construction between 70-75' in height. Total baseline residential capacity is 528 residential units and 100,000 SF of retail space.

The initial baseline study shows "what the market would deliver." This is also modeled on recent project precedents within Downtown Tacoma such as "The Mercado" project which clarify what the current market will deliver as a product type.

This allowed the team to set a starting point for a set of more ambitious alternative concepts that incorporate desired community elements, as well as preferred uses identified during the stakeholder and district analysis process.

It is recommended that the City work with a consultant team to understand the likely development scenarios and create a ledger of costs associated with desired community benefits, including additional circulations and streets (while promoting walking this also reduces efficient parking geometries due to smaller block size), smaller scale local uses such as retail (these may need subsidy), community centers, and civic open space. It is particularly important to recognize that high quality buildings, civic uses, and green strategies may require additional capital costs offset within a project pro-forma.

Specific public amenity opportunities that were considered during this preliminary alternative development include;

- Gym / community center / a restaurant kitchen incubator / training program
- Clinic and wellness preventative care center
- Student and workforce housing
- Shared parking and arrangements with structured garages
- Hotel
- Small scale playfield
- Internal park/plaza
- Daycare
- Pocket park, children's outdoor play space
- Subsidized small 'mom+pop' local/displaced retail + services

Furthermore while dense housing is desirable because of environmental and social advantages, it is riskier to investors; including greater up-front capital costs, overall cost, type of construction, longer time frames for entitlements, construction, absorption, higher exposure to lawsuits, and larger carrying costs.

A public-private partnership

By clarifying the scope of development supported by the community, the City may reduce associated risk and add value to the site by including access to land, streamlined permitting, and advanced environmental review to help offset costs.

As a Community Initiated Development, upon completion of this report, the City (or chartered management structure) should continue to fully define the terms for a public/private partnership so that development can move forward as the market recovers. A "development ready" package would include:

- Conceptual designs and program with zoning adjustment and incentives with public amenity defined
- Potential phased build out
- Environmental review (SEPA) and traffic concurrency
- Regulatory adjustment
- Mandatory and optional criteria based on community supported project program and uses
- Economic feasibility and pro-forma studies
- Architectural massing and capacity studies to understand the appropriate outcome criteria

After packaging, the City (or other management structure) would proceed with a transparent, competitive, proposal process to solicit/select a private developer best suited to complete the project. In the best case scenario, this process will constitute a revolving fund where the City will be paid back for the property or property option and site packaging/competition costs.

During this process the City should collaborate with the University of Washington to qualify programmatic needs, for student housing, recreation, and other facilities.

4.2.2 Core Design Elements

The following development options, rather than illustrating a particular “site plan” for Catalyst Site B instead help to bring forward the design elements that can continue to help define the scope of the project as well as clarify overall community aspiration.

Core Elements we heard from community stakeholders include:

- Use sustainability as a criteria for the overall design of the site, such as generous access to open space, community agricultural opportunities, waste reduction systems, shared neighborhood heating utility, and water efficiency.
- Incorporate site amenities to compliment the pedestrian such as;
- Streetscape and pedestrian improvements along each side of the project, characterized by street trees, shop windows, street parking, appropriate sidewalk width, good lighting levels, street furniture, and a cohesive building streetwall oriented towards the sidewalk.

View to the east - Tacoma Dome and Heidelberg watertower as seen from Catalyst B Site



- Integrate a civic-use or welcoming plaza at the corner of 21st Street and Jefferson to connect to the University.
- Placement of activated larger scale retail and/or services along Tacoma and/or Jefferson Ave.
- Maintain Fawcett as a narrow street lane, lined with townhouses or other uses to activate ground plane.
- Introduce if feasible, additional circulation such as mid-block connections through the site to minimize block lengths and establish more direct routes to transit.
- Target social equity that will support a diversity of housing types and income levels, including workforce and/or student housing.

Issues for further consideration:

a. Parking and Vehicle Access

Parking adds significant cost to a mixed use development (\$30,000-\$40,000 per average underground stall). The City should ensure that best practices are followed in order to maximize this investment making use of the cross-benefits of TOD development including Transportation Demand Management and commute trip reduction measures.

In addition to using an market-driven parking ratio driven by updated trip generation standards for the site; parking design should include the following considerations:

- All parking should be underground, screened or buffered when above ground;
- Shared use parking access should be encouraged to reduce overall supply where applicable;
- Options on how parking is provided should be actively encouraged; including participation in shared parking garages, electric charging stations, carpool, car sharing or compact spaces in addition to adequate bicycle storage.

b. Density and Floor Area Ratio

The city may wish to consider revising FAR limitations to better match the likely use of height within the proposed development agreement. Density and bulk control should be balanced with open space and incentives, the City should conduct a set of test case scenarios to understand design impacts and bulk control on the site.

c. Height Trade-offs

- Building heights should reflect feasible market realities. For example the economics of high-rise construction suggest heights between 85' and 150' are not as feasible as taller configurations of 240'.
- While lower scaled projects will be more economical, speed absorption and maximize ground coverage they may not result in the highest and best use of the property.
- During design concept study phase, the City may consider options for taller heights than now available under existing regulations. Designs should start low to mid-rise in the first phase, with a taller option in later phases to offset the additional expense of sustainability or other community benefits such as open space and affordable housing.
- Tower forms if applied, should ascribe to best practice design; i.e. minimum tower separation for adequate privacy and bulk controls such as maximum floor plate standards, and setbacks with solar shading analysis to retain views and access to sunlight from civic spaces.

d. Public Amenity

Attention to open space will provide the project with its connection to the adjacent neighborhoods, by inviting residents to walk, live and play in the area.

- The project should develop a plan for dynamic, civic oriented open space enclosed by buildings with active ground floor uses. The open space in a best case would include views towards the Foss Waterway.
- The design of open space should be inviting to people of all ages and have a variety of places to sit and enjoy the activity or visit with friends.
- Hills and walking paths similar to the University's *Campus Steps* to minimize the walking distance to existing LINK service, future streetcar, and local serving bus transit. Internal connecting features should include:
 - Attractive landscaping
 - Fun things for families — water features, play structures and public art
 - Safe and generous pedestrian night time lighting
 - Festive or artistic lighting for dark, winter months

concept framework baseline: Option 1



Circulation

- One internal crossing

- ### Residential
- Midrise throughout site
 - Mixed-use over retail primarily on Tacoma Ave and Jefferson Ave.
 - Line Fawcett with townhouses or work lofts to maintain small scale character
 - Mid-rise hotel/plaza on corner to connect to UWT

- ### Commercial
- Civic plaza at 21st street, with clinic or other service uses on Jefferson

- ### Community Use/Public Benefit
- Small semi-public open space in phase one associated with community center or clinic.

- ### Parking
- Significant parking access located below grade with public shared parking for community and commercial amenities, and associated with residential.

OPTION 1 - Capacity		
TOTALS	Approx Residential units	Commercial sq ft
Phase ONE	261	60,000
Phase TWO	267	40,000
Total	528	100,000

Notes and Assumptions
 All parking is market-based
 Average unit size is 900 sq ft
 Includes a 35,000 sq ft community center in phase one.

Phase Two

Phase One



concept framework amenity: Option 2



Circulation

- Two internal paths/crossings

- ### Residential
- Taller Towers (240'-160') staggered on site - help pay for additional benefit of a civic space in Phase 2.
 - Includes plaza with possible hotel on corner to connect to the UWT in Phase 1.
 - Market rate and workforce housing above retail (affordable buildings have larger floorplates)
 - Work lofts/townhouses line open space

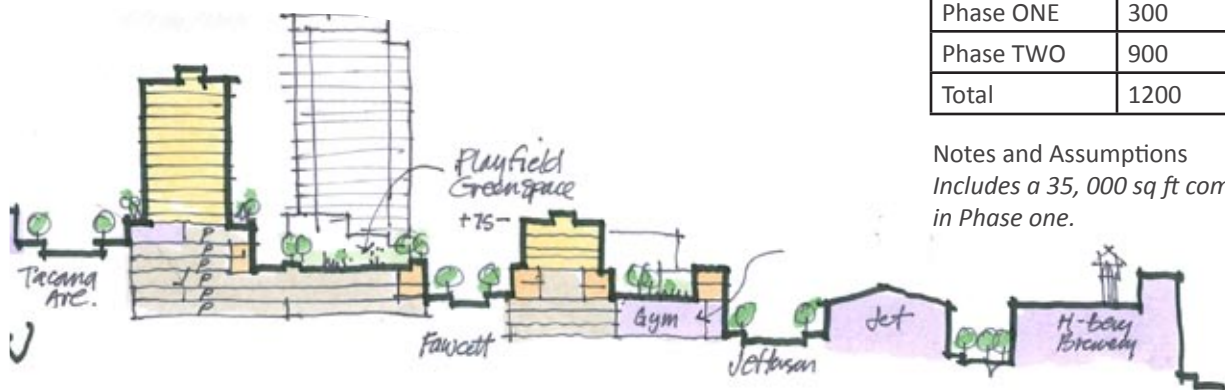
- ### Commercial
- Retail and mixed use on Tacoma and Jefferson Avenues.

- ### Community Use/Public Benefit
- Community center/gym
 - Wellness clinic at Jefferson
 - Large central green space

- ### Parking
- All below grade, shared, large efficient floorplates use grade to maximize efficiency.
 - Significant capacity below open space for shared civic and commercial parking.

- ### Challenges:
- Change of regulatory environment to allow higher buildings in Phase 2.
 - Absorption for larger buildings

Phase Two Phase One



OPTION 2 - High Capacity		
TOTALS	Approx. Residential units	Commercial sq ft
Phase ONE	300	55,000
Phase TWO	900	25,000
Total	1200	110,000

Notes and Assumptions
Includes a 35,000 sq ft community center in Phase one.

4.2.3 Other Considerations from Stakeholders

An interesting Stakeholder comment received during the project was that developing the 6-Acre parcel to its highest and best use including mixed- high intensity housing may limit development opportunity for the private sector in the surrounding area. An alternative design idea was therefore proposed that the Catalyst site instead of being developed, should contain a large scale civic use, such as a park that would help raise property value for the adjacent private sector property.

While there are precedents for this type of development the pursuit of this concept would require further study of the following elements to understand associated costs:

- Potential re-zone around the park site and include an arrangement such as an LID (Local Improvement District) that would contribute funds to civic use;
- Understanding of existing funding sources and options for future maintainance of park;
- A proforma itemizing this alternative as related to overall City budget.

Furthermore, economic development promotes the general idea that activity generates other types of activity, and significant private/public investment in the site would likely help to catalyze rather than detract from future investment.

We therefore believe that it is in the best interest of the City to develop the site according to its high location efficiency and its proximity to the growing UWT campus with a diverse mix of uses and related housing. Furthermore any major civic investment should not compete with the previously identified priority project, the Prairie Line.

4.2.4 Next Steps

- Continue to develop site “proof of concept,” including pro-formas and schematic design to meet where possible, the core design elements of the site. Appendix contains the preliminary square footage and parking per Options 1 and 2.
- Work concurrently with the City’s Capital Division to develop a ledger of public benefits, including costs for additional circulation, low impact development, community centers. The project should develop an understanding of public and private sector responsibilities and highlight the relative costs of providing sustainability premiums via the overall feasibility of the development project.
- The costs of civic oriented uses, and donated space should tested to be adequately offset by revenue sources such as additional housing units in order to ensure the project’s overall feasibility.
- Conduct interviews with potential developers and encourage relationships with developers that have completed similar projects.

CONCLUSION

The associated ideas, strategies and development concepts provided in this Study are intended to provide the City and its neighborhood stakeholders with a solid Vision, and a way to move forward.

The report includes the following;

- Introduction of a set of Development Objectives to guide future public development opportunities within the District;
- Exploration of two ambitious development concepts designed to meet a broader community agenda;
- A set of public realm investments including the Prairie Line, low-cost street improvements and longer term plan for connecting to other neighborhoods;
- A basis to consider regulatory changes to help provide flexibility within the District.

FINAL DRAFT



OBJECTIVES SUMMARY

- 01 Conduct proactive outreach to the private sector to foster public-private partnerships for redevelopment sites in accordance with the community vision.
- 02 Advocate for and leverage an integrated approach between transportation access and land use development to spur the creation of a livable, walkable neighborhood and capitalize on the substantial transportation investments in the area.
- 03 Use community-based partnerships to diversify risk and incubate local businesses within both renovated and new structures in the District. Encourage the location of companies that produce goods, artistic craft and green technology.
- 04 Apply a range of sustainability strategies for the long term health of the neighborhood.
- 05 Invest in pedestrian and bicycle system improvements that will continue to realize connections between the Brewery District and surrounding residential and commercial areas particularly the University of Washington Campus.
- 06 Build city capacity to optimize existing resources through creative, interim and long term land use strategies.

FINAL DRAFT