To: Planning Commission
From: Elliott Barnett, Planning Services Division
Subject: Tacoma Mall Neighborhood Subarea Plan and EIS
Meeting Date: August 2, 2017
Memo Date: July 28, 2017

At this meeting, the Planning Commission will consider authorizing the updated draft of the Subarea Plan, code changes and supporting materials for public review, along with the companion Draft Environmental Impact Statement. The Commission will also consider setting September 6, 2017 as the date for a Public Hearing on the proposals. This will set into motion a broad outreach effort and public discussion of the proposals through August and part of September. After that the Commission will formulate its recommendations to the City Council.

At the meeting, staff will walk through the key changes made to reflect the Commission’s direction. The Commission began its review of a preliminary draft Plan and code changes in December 2016 and has held multiple discussions and works sessions since then. On June 2nd, the Commission directed staff to make a final round of changes both to address substantive topics and to make the materials more effective as communication tools.

Staff will also discuss how the community can learn about and provide input on the proposals. We look forward to continuing the discussion with stakeholders who have been regular participants, to re-engaging with the larger group that provided early input, and to engaging with the whole community. More meetings are being scheduled and will be added to the project webpage.

During the outreach process, Community Attributes, Inc. will complete a case study analysis of the potential economic impacts of the proposals on businesses and commercial property owners. CAI will present their findings at the August 30th Informational Open House which will be held at the Asia Pacific Cultural Center (4851 South Tacoma Way).

Information about the project is available at www.tacomamallneighborhood.com. Please contact Elliott Barnett at (253) 591-5389, or email tacmallneighborhood@cityoftacoma.org with any questions.

Attachments:
1. Project Schedule update
2. Tacoma Mall Actions – Case Study Comparison Analysis update
3. Draft Subarea Plan
4. Appendix LU-1 Proposed Code Changes Overview
5. Appendix LU-2 Proposed Code Changes text
6. Draft Environmental Impact Statement
7. Appendix T-1 Conceptual Streetscape Corridors

c. Peter Huffman, Director
Project Schedule Update
August 2, 2017

The public review draft Subarea Plan and EIS package will include:

- Tacoma Mall Neighborhood Subarea Plan
- Appendix LU-1: Code Change Recommendations
- Appendix LU-2: Proposed Code Changes (track changes)
- Appendix T-3: Conceptual streetscape designs
- Environmental Impact Statement

Technical studies and background information are available on the project webpage.

Schedule Overview

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- Planning Commission Review
- Council Review

Planning Commission Review Schedule

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<td>Topic discussions: Connectivity, Code changes, Residential and neighborhood topics</td>
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<td>June 7th</td>
<td>Direction to finalize public review draft</td>
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<td>August 2nd</td>
<td>Authorize draft Plan for public review</td>
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<td>Public notification &amp; outreach Commercial market study Community stakeholder meetings Outreach to other City Commissions: Transportation Commission – 08/16/17 Bike Ped Technical Advisory Group – 08/28/17</td>
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<td>August 30th</td>
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Tacoma Mall Neighborhood Subarea Plan and EIS
www.tacomamallneighborhood.com
**Tacoma Mall Actions – Case Study Comparison Analysis**  
*Project Update - July 27, 2017*

**PROJECT BACKGROUND PURPOSE**  
CAI has supported the development of the Tacoma Mall Neighborhood Subarea Plan through several phases of demographic, economic and real estate market analysis. The City now seeks to gain a better understanding of the potential impact that proposed actions and investments called for in the plan will have on the neighborhood in the future.

- Existing property owners need more information and context regarding the actions proposed through the subarea plan
- The analysis is focused on the potential value created by the subarea plan and the proposed actions that it includes for the future
- The City has a package of proposals – infrastructure, regulations, new roadways (through connectivity requirement) and wants to illustrate the potential value of these changes for stakeholders and land owners

**APPROACH AND METHODOLOGY**  
In this phase of work, CAI is analyzing case studies relevant to several of the top priority proposed actions. As a first step, CAI compiled a baseline conditions update to expand on CAI’s past work in the Subarea and to prepare for the new case study analysis. Tasks complete or underway include:

- Review and evaluation of proposed actions
- Workshop with the City staff and commercial stakeholders to select actions for further study
- Case study research based on the selected actions

**SUBAREA ACTIONS UNDER REVIEW**  
CAI is now underway with the analysis and is research and compiling data on the following actions proposed under the subarea plan. The analysis framework is focused on examples in cities and neighborhoods where multifaceted investment and action strategies have been implemented. This analysis will demonstrate how similar investments have been made in the region and what type of impact they have had investment in the surrounding area.

**TIMING**  
We will present findings from our analysis at the next public meeting scheduled for the Neighborhood Subarea Plan.
Tacoma Mall
Neighborhood Subarea Plan
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TACOMA MALL NEIGHBORHOOD DESIGN WORKSHOP MANUAL TEAM MANUAL
3 Square Blocks/Seth Harry & Associates, September 21, 2015

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3 Square Blocks, September 28, 2015

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3 Square Blocks, October 2015

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3 Square Blocks, December 2015

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Robinson Noble, February 2016

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3 Square Blocks, March 2016

MULTIFAMILY AND MIXED USE DEVELOPMENT FEASIBILITY ANALYSIS
Community Attributes Inc., October 2016

TACOMA MALL NEIGHBORHOOD SUBAREA COMMERCIAL ACTIONS CASE STUDY
Community Attributes Inc., anticipated September 2017
By 2040 the Tacoma Mall Neighborhood will be a thriving center of regional significance and a distinctive, connected, livable and healthy place with a wide range of opportunities for all people to live, work, invest and fulfill their potential.

The City of Tacoma and the Puget Sound Regional Council have designated the Tacoma Mall Neighborhood a Regional Growth Center (RGC). The Tacoma Mall Neighborhood is located approximately 2.5 miles southwest of downtown Tacoma (Figure I-1).

Already an important employment and population center, the neighborhood is expected to receive a significant portion of the City’s future housing and employment growth. The vision is for a compact, pedestrian-friendly, urban mixed-use neighborhood with a high quality of life, which includes access to healthy lifestyle choices, services and efficient multimodal transportation options. In addition to accommodating growth, the proposals include actions to address long-standing neighborhood issues.

The RGC designation makes the neighborhood a top investment priority for the City and region and is a primary reason for developing this Subarea Plan. Downtown Tacoma is also a designated RGC. Tacoma’s two RGCs are the major centers for future growth in the City, with Downtown planned for the greatest growth. The two RGCs are parts of the City’s network of 16 mixed-use centers, including smaller Crossroads Centers and neighborhood centers.
Figure I-1. Tacoma Mall Neighborhood location.
Neighborhood development began in the late 1800s, and over time the neighborhood has grown into an urban area with a mix of uses including residential, commercial and light industrial that are anchored by the Tacoma Mall, a regional retail destination. In general, the neighborhood is bounded by South Tacoma Way to the west and north; I-5 to the east; and S. 48th and S. 49th Streets to the south. Figure I-2 shows the Tacoma Mall Neighborhood boundaries.
THE SUBAREA PLAN

This Subarea Plan sets forth a vision for the neighborhood’s future as well as goals and actions that provide a road map for City and public and private partners as they work together to achieve the vision. The Subarea Plan is intended to reflect community aspirations for the neighborhood while planning for anticipated growth. It supports creation of a positive identity for the neighborhood, aims to support business expansion and investment, strengthens existing neighborhood assets, improves quality of life, expands transportation and housing choices, and improves water quality.

The Subarea Plan fits under the City’s Comprehensive Plan umbrella, Pierce County Countywide Planning Policies, the Puget Sound Regional Council Vision 2040, and other city and regional plans and policies. These provide high-level guidance for future growth in the Tacoma Mall Neighborhood. Building on the foundation provided by these plans, policies and programs, the Subarea Plan provides specific, detailed guidance for planning future growth so that the neighborhood’s full potential is realized.

NATIONAL ESTUARIES PROGRAM PUGET SOUND WATERSHED PROTECTION AND RESTORATION GRANT

Development of the Subarea Plan was funded through a National Estuary Program (NEP) Puget Sound Watershed Protection and Restoration Grant. The Plan calls for adding green stormwater infrastructure to provide neighborhood amenities and on-site infiltration to improve the health of local watersheds and the Puget Sound.

EXPANDING THE TACOMA MALL REGIONAL GROWTH CENTER

The Subarea Plan recommends expanding the Tacoma Mall RGC’s current boundaries to: better correspond with the Neighborhood boundaries in Figure I-2; and to manage the geographic and land use transitions from urban mixed-use RGC to South Tacoma Way Manufacturing and Industrial Center.

REGIONAL SIGNIFICANCE & GROWTH TARGETS

The Tacoma Mall Neighborhood is a regionally significant jobs-and-housing hub. More than 4,650 people live here and 9,749 work here. The Tacoma Mall and surrounding stores, centrally located and proximate to I-5, serve a large
Figure I-3 Vision 2040
portion of the South Sound and make the Neighborhood one of the most recognizable places in the City. Pierce County government offices are located here as well. The Tacoma Mall RGC has been a designated growth center for twenty years and is one of Tacoma’s fastest-growing centers. Vision 2040 and the City’s Comprehensive Plan call for this area to be second only to Downtown Tacoma in jobs and housing and to be the densest neighborhood in South Tacoma. This Subarea Plan is intended to initiate actions that catalyze further growth and investment, guide regional infrastructure investments per regional growth policy, and elevate this neighborhood’s role as a vibrant urban neighborhood and a gateway to Tacoma and the South Sound.

Consistent with state law and regional planning policies, the City has adopted targets for new employment and population growth through 2040. These targets help the City plan for future growth and ensure that new development supports the City’s vision for the future and is supported by adequate facilities and services. The existing growth targets for the current 485-acre Tacoma Mall RGC are 7,555 new jobs and 8,079 additional people by 2040. This Subarea Plan uses those growth targets but increases them to account for the 116-acre expansion area indicated in Figure I-2 and proposed for incorporation into the Tacoma Mall RGC. The expansion area is assumed to grow at the same rate as the current RGC. The new targets for the enlarged 601-acre Tacoma Mall Neighborhood are 8,385 new jobs and 8,887 additional people by 2040. This equates to approximately three million square feet of commercial space and four million square feet of residential space.

ENVIRONMENTAL IMPACT STATEMENT

The City of Tacoma has prepared a non-project Environmental Impact Statement (EIS) consistent with RCW 43.21C.420 (transit infill), RCW 43.21C.031 (planned action), and RCW 43.21C.229 (infill exemption) for the Tacoma Mall Subarea Plan. Recognizing that RCW 43.21C.420 includes a sunset provision, the City is also proceeding under RCW 43.21C.031 (planned action) and RCW 43.21C.229 (infill exemption) to provide additional SEPA tools if provisions in RCW 43.21C.420(5)(a) and (b) expire.

Photo I-1. Tacoma Mall.
A non-project EIS involves a cumulative environmental impact and mitigation analysis for the entire Subarea, rather than piecemeal analysis on a project-by-project basis. The non-project EIS eliminates the need for subsequent environmental review associated with project-specific development proposals that comply with the Subarea Plan, adopted regulations and EIS mitigation. As such, the non-project EIS provides developer certainty and predictability that will streamline the environmental review process and further State Environmental Policy Act (SEPA) and GMA goals.

The Tacoma Mall EIS analyzes the impacts associated with future development in the Subarea, including additional development and employment and population growth anticipated to occur over the next twenty years. The Subarea Plan adopts the population and job growth targets discussed above for both the existing area and with the proposed expansion.1 The Tacoma Mall EIS analyzes the potential impacts resulting from these levels of growth. Future project-level development proposals that are consistent with the Subarea Plan, adopted regulations and EIS mitigation are not subject to further SEPA review or appeals through SEPA.

MITIGATION STRATEGY

The EIS identifies future mitigations that will be triggered by development that occurs in the Tacoma Mall Neighborhood over time. The Subarea Plan recognizes that the levels of development being considered would require future improvements in infrastructure and amenities to serve significantly higher numbers of residents and employees in the Tacoma Mall Neighborhood. To address the future needs of a growing community, the Plan proposes monitoring systems and development thresholds for infrastructure improvements. Lastly, as documented in the EIS, public utilities and services can be expanded to meet the anticipated demands of future developments as they occur.

1. Some growth analyzed through the EIS occurred while the Subarea Plan was being developed. Data from 2015 estimated that the area had 3,780 residents and 7,171 jobs. In 2017 the Puget Sound Regional Council released updated estimates indicating significant 2010–2015 growth and revised 2015 estimates of 4,657 persons and 8,630 jobs (see Regional Centers Framework Update Project: Stakeholder Working Group Report, February 2017).
Ongoing community participation was an essential part of developing the Subarea Plan. Starting in summer 2015, the City reached out to a broad and diverse range of stakeholders and invited them to participate; the stakeholders included area residents, businesses and property owners, community organizations, public entities and agencies, potential developers and investors, and other interested parties. Outreach and engagement efforts were extensive:

**Public kickoff meeting.** The City held its first community Subarea Plan meeting in August 2015. This was an opportunity for community members to share ideas for the Tacoma Mall Neighborhood’s future and to learn about the planning process. More than fifty people attended.

**Tacoma–Pierce County Health focus groups.** To support the City’s subarea planning process, the Tacoma–Pierce County Health Department hosted three community focus groups during summer 2015 to gather information for a neighborhood livability needs assessment. The Health Department retained a local community outreach consultant, NW Sound Consulting, to employ non-traditional means of community outreach, such as door-to-door outreach to residents of single-family, townhouse and apartment units and local businesses in order to invite local participation in the community conversations. The resulting needs assessment informed Subarea Plan development.

**Stakeholder interviews.** In summer 2015, the City interviewed ten stakeholders knowledgeable about the Tacoma Mall Neighborhood to gather additional insights on the project. The interviewees included residents, property owners, local businesses and representatives from the Tacoma School District, Metro Parks Tacoma, Pierce County and the Tacoma City Council.

**Tours.** To gather input from City advisory groups on the Tacoma Mall Neighborhood’s current conditions and opportunities for the future, during summer and fall 2015 project staff toured the neighborhood with the City Council Neighborhoods and Housing Committee, the Planning Commission and the Bicycle Pedestrian Technical Advisory Group.
Design workshop. The City hosted a four-day design workshop in fall 2015 to engage community members in developing an illustrative community vision plan for the Tacoma Mall Neighborhood. Approximately 90 community members attended including residents, business and property owners, and public agency staff. Focus groups, open studios and design feedback discussions held during the workshop identified ways to strengthen neighborhood identity, culture, economy, environmental quality and sense of place.

Public scoping meetings. Two public scoping meetings were held in fall 2015 to receive comments on issues that should be studied in the EIS. These comments were reviewed and considered as part of developing the Subarea Plan goals and actions.

Stakeholder working group. A volunteer stakeholder working group was formed to review community input and technical analysis and to collaborate on development of the Subarea Plan vision, guiding principles and strategies. The Stakeholder Working Group was composed of residents, business owners, property owners and individuals representing partner agencies such as Metro Parks Tacoma, Pierce Transit, Sound Transit, WSDOT and the Tacoma-Pierce County Health Department. They met five times between the winter of 2015 and summer of 2016 to provide focused input on plan development, then an expanded group continued to meet monthly to provide input into the planning process and to work on implementation actions.

Business community and property owner engagement. Throughout the process, the project team met with individual property and business owners. In fall 2016, the City undertook a focused engagement effort with commercial stakeholders including a series of individual and group meetings. The meetings’ purpose was to determine the best ways for the City to support business retention and development, and to gather input on proposals pertinent to the development of property.

Informational briefings. Throughout the planning process, informational briefings to share project information were given to City groups, public agencies and other interested parties. Briefings were given to: City Council, Planning Commission, Transportation Commission, Bicycle Pedestrian

City Council and City Commissions. Plan development was led by the Planning Commission, which provided overall guidance throughout the process and forwarded its recommendations to the City Council on DATE. The Council took final action on DATE.

TECHNICAL STUDIES

To support the planning effort, the City developed two key technical studies and several supporting ones. The transportation modeling effort analyzed existing conditions and the impacts of growth on transportation systems in the Tacoma Mall Neighborhood without the Subarea Plan compared with the Subarea Plan. The transportation model was central to shaping street network development and other transportation actions described in Chapter 6—Transportation Choices. The stormwater study improved the City’s understanding of soil and groundwater conditions in the subarea. This information enabled the Plan to achieve a high level of specificity and certainty regarding stormwater infiltration potential which informed development of the area-wide stormwater strategy described in Chapter 7—Environment. Other technical information developed for the planning effort is summarized in pertinent chapters and is also included in the EIS for the Subarea Plan.

VISION & GUIDANCE FRAMEWORK

The neighborhood vision and guidance framework grew from ideas shared during the public engagement activities listed above and describe the future that the Tacoma Mall community aspires to achieve.

This Plan lays out policies and actions that will help achieve this neighborhood vision. The Tacoma Mall Neighborhood will benefit from its central location and transportation choices, diverse range of jobs and shopping, unique local character and culture, green features and sustainable infrastructure, and complete neighborhood amenities.
People—Prosperity—Planet

People and Equity includes:
- socioeconomic status
- social organizations
- social interactions and support
- education and coping skills
- gender, race & ethnicity
- safety & security

Research evidence shows that a socially connected and inclusive community that provides fair access to a wide range of affordable housing and community safety nets can reduce the incidence of many chronic diseases such as heart disease, diabetes, depression.

Prosperity and Health includes:
- income
- employment
- working conditions
- trade & market conditions

Research evidence concludes that income and education are two major root factors barring people from achieving their maximum potential, quality of life and good health. Creating a vibrant economy, strengthening our workforce, and encouraging a positive formal and informal learning environment can address health disparities, and improve physical and social wellness.

Planet & health includes:
- air
- water
- land
- natural & wildlife habitats

Access to natural areas and open spaces can enhance tranquility, and relieve anxiety and depression. Health studies have shown that contact with nature— with plants, animals, pleasing landscapes, and wilderness— offers a range of medical benefits, including lower blood pressure and cholesterol levels, enhanced survival after a heart attack, and more rapid recovery from surgery.

ADDRESSING HEALTH EQUITY THROUGH HEALTH-IN-ALL-POLICIES & TRIPLE-BOTTOM-LINE APPROACHES

The Subarea Plan recognizes that health is a vital concern that is interrelated with many policy considerations. Countywide Planning Policies recommend that “each municipality shall incorporate provisions addressing health and well-being into appropriate local planning and decision-making processes.” Specifically, the City of Tacoma and the Tacoma–Pierce County Health Department promote a “health-in-all-policies” approach to address the complex factors that influence health and equity in the neighborhood and broader community, such as access to healthy food, health care, affordable housing, transportation options and neighborhood safety. As adopted by the Pierce County Board of Health, the “health-in-all-policies” approach presents an integrated foundation for a balanced equitable social environment, a viable economy and a livable built and natural environment. The guidance is based on the ideas of the triple-bottom-line of sustainable development, people, prosperity and planet as illustrated below:

Figure I-4. Healthy communities’ interconnective framework.

The goal of a balanced triple-bottom-line guided Subarea Plan development. People, economic prosperity and planet are tied together in a mutually supportive and interdependent manner to support healthy communities.
PRIORITIES FRAMEWORK

The following priorities framework was used with the guiding principles and health-in-all-policies approach to inform development and the priority of actions and implementation steps contained in this Subarea Plan. See Chapter 11—Implementation for more information.

Set priorities for early implementation actions to
• accomplish necessary first steps
• achieve multiple goals and leverage other actions
• leverage investment in areas with active markets
• avoid bigger risk of inaction to preserve key opportunities
• optimize cost-effectiveness
• support neighborhood completeness
• promote equity and empowerment

ILLUSTRATIVE VISION PLAN

During fall 2015, City staff, community members and other project stakeholders worked together in an intensive four-day design workshop to produce the detailed Illustrative Vision Plan that set the course for Subarea Plan development. The Illustrative Vision Plan integrated the key themes of the public input received to that point. The Vision Plan was vetted among project partners and achieved broad support on foundational concepts for the Subarea Plan.

The Illustrative Vision Plan integrated design ideas for streets, parks and open spaces, neighborhood districts and buildings that were intended to strengthen neighborhood identity, culture, economy, environmental quality and livability for area residents, businesses and users. The Illustrative Vision Plan relied on the existing street network to create logical districts within the neighborhood. Two existing major streets, S. 38th St. and S. Pine St., bisect the neighborhood into quarters. Each quarter is roughly equivalent in size to a five-minute-walk neighborhood—a nationally recognized smart-growth principle for creating vibrant urban communities where it is possible to walk from the center to the edge of a neighborhood in about five minutes.

Illustrative Vision Plan development was a key early step in the planning process and informed the development of many goals and actions contained in the Subarea Plan.
MEDIUM- AND LONG-TERM VISION MAPS

Through subsequent discussions with Tacoma’s Planning Commission, the need to bridge the gap between existing neighborhood circumstances and the neighborhood’s long-term vision became clear. To that end, two versions of the Vision were developed—medium-term and long-term.

The medium-term vision is intended to depict the neighborhood largely as it is today and retain existing buildings, with new buildings constructed on vacant sites and surface parking lots along with construction of only top-priority new street connections.

The long-term vision depicts more substantial change and redevelopment, including new buildings oriented toward streets and new street connections. The long-term vision is intended to be illustrative rather than directive and includes alternative site development concepts for several larger sites.

SIX CORE URBAN DESIGN IDEAS

The Illustrative Vision Plan led to the Six Core Design Ideas that form the basic structure for the neighborhood’s future and are summarized as goals and actions in multiple chapters. These foundational elements can transform urban form and thus improve the access, visibility and value of properties. Such transformations improve the investment climate and strengthen housing, retail, services and employment growth.

Over time, these foundational concepts will guide and inspire substantial change but also inform near-term actions. Taken together, implementing these core ideas will help shape the built environment and the Tacoma Mall Neighborhood’s natural realms in order to support a vibrant community, economy and culture. The six core design ideas are foundational to attracting people and investment and to making a unique, delightful and memorable neighborhood.

PLACE-BASED CHARACTER DISTRICTS

The Subarea Plan calls for strengthening and fostering distinct identities for the four place-based character districts shown in Figure I-4: the Madison District, the Northwest District, the Lincoln Heights District and the Mall District. The Districts’ boundaries correspond with the five-minute-walk neighborhoods formed by S. 38th St and S. Pine St. The character of each District is intended to reflect
its historic patterns and the community’s desires for its future.

**FOCUSED DENSITY & TRANSITION AREAS**

Chapter 4—Land Use of this Subarea Plan proposes revised land use and zoning designations for the neighborhood. These designations support a high-density mixed-use urban core for the neighborhood by focusing the greatest intensity of uses around the existing Tacoma Mall and along S. 38th St and S. Pine St, the major thoroughfares in the neighborhood. Adjacent areas are generally planned for moderate to high density, stepping down from the urban core and providing transitions to less intense areas. The residential neighborhood in the Madison District is intended for moderate intensities, which are relatively low compared with the rest of the neighborhood, in keeping with its place-based character.

**INTERNAL LOOP ROAD & PARKS SYSTEM**

The Subarea Plan envisions construction of an internal Loop Road that connects the four districts, provides multimodal transportation options, enables internal trip capture on local streets, incorporates stormwater management features, and includes street trees and landscaping that enhance the public realm, providing environmental benefits. Future parks or open spaces could be planned adjacent to the Loop Road, creating a continuous string of public green spaces accessible to walkers and cyclists as well as those traveling by car. The parks concept envisions a parks and open spaces in each district for residents of all ages to play and gather, and would enhance the overall neighborhood’s green character.

**COMPLETE & CONNECTED STREET NETWORK**

Chapters 4—Land Use and 6—Transportation Choices describe actions to create a complete and connected street network, such as adding new streets and pedestrian and bicycle infrastructure. These improvements are intended to enhance mobility for all modes of travel in the neighborhood. Additionally, new rights-of-way would expand the public realm and create block sizes of a more pedestrian scale.
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Figure I-5. Medium Term Illustrative Vision Map.
Figure I-6. Long Term Illustrative Vision Map.
Chapter 2—Introduction

**GREEN INFRASTRUCTURE SYSTEMS**

The Subarea Plan envisions changes to urban form and the mix of land uses that will improve the natural environment, including installation of green stormwater infrastructure, development of new parks and open spaces, increased tree cover, and expanded transportation choices with complete pedestrian and bicycle networks. These changes will result in improved water quality as a result of increased sizes of the pervious and vegetated areas that absorb and filter surface water runoff and recharge the South Tacoma aquifer. Other benefits will include improved air quality, reduced vehicle use/emissions, increased property values, expanded wildlife habitat, and visual access to trees and landscaping which are aesthetically pleasing and integral to improved mental health. Providing these environmental benefits and amenities will increase quality of life for residents and those that work and visit the neighborhood and have proven in other districts to increase property values.

**NEIGHBORHOOD EDGES & TRANSITIONS**

Neighborhood edges with landscaping, signage and public art can welcome passage into the neighborhood and to support neighborhood identity. There are also opportunities to create smooth transitions into adjacent areas, so that the neighborhood co-exists better with its surroundings. Chapter 3—Urban Form includes guidance to take advantage of the existing natural and man-made features that exist on the edges of the Tacoma Mall Neighborhood, such as roads and bluffs, and to enhance them with trees, landscaping and other features such as signage and public art to better define neighborhood edges, create distinct entry points and create transitions to adjacent areas.

**SUBAREA PLAN BENEFITS**

The Subarea Plan is intended to create multiple benefits for current and future residents, businesses and visitors in the neighborhood, as well as for the City and the region. Some are described below.

**ACCOMMODATING REGIONAL GROWTH**

The Subarea Plan promotes job and housing growth that leverages the Tacoma Mall Neighborhood’s location, assets and infrastructure. In doing so, it supports achievement of regional and City objectives for the Tacoma Mall RGC to accommodate regional growth and to transform into an increasingly vibrant and dense urban center where people
Figure I-7. Internal Loop Road & parks system concept.
live, work and play. The Subarea Plan also helps to preserve regional rural and resource lands such as farms and forests by encouraging growth in the Tacoma Mall Neighborhood and by promoting the neighborhood’s role as a City-designated Transfer of Development Rights (TDR) receiving area.

NEIGHBORHOOD CHARACTER AND ACCESS TO OPPORTUNITY

The neighborhood’s existing character will gradually change into a more attractive urban neighborhood with walking streets, local parks, attractive green infrastructure, increased tree canopy, larger-scale buildings and inviting places. The four neighborhood districts will be characterized by differing jobs, businesses and buildings, while the neighborhood-wide infrastructure and quality of development make an easily identifiable whole. High-capacity transit will serve the neighborhood, provide access to jobs and opportunities across the region.

ENVIRONMENTAL BENEFITS OF IMPROVED INFRASTRUCTURE

The area-wide green stormwater strategy will alleviate current flooding and improve water quality in the neighborhood, the Chambers Flett Creek watershed and the Puget Sound. The completed street network will improve mobility and enable mode shift with expansion of a distinctive, high-quality pedestrian, bicycle, and local and regional transit network. Analyses show that more-dense mixed-use neighborhoods supported by high transportation connectivity and transit result in reduced greenhouse gases and improved air quality.

LIVABILITY AND HEALTH

A neighborhood built on a balanced foundation of people, prosperity and planet can address root causes of health upstream. With the implementation of this plan, people will be able to live closer to work, shopping, health care, parks, community services, and other destinations and services. The amenities associated with living in a transit-oriented, walkable urban mixed-use neighborhood where one can easily access services the meet the needs of daily living can lead to more healthy and active lifestyles and enable more healthy living choices.

ECONOMIC VIBRANCY

More intensive development in the Mall District and on gateway corridors will create a critical mass of people, employment and retail services, providing a longer-term foundation for addition of cultural,
educational, entertainment and health care facilities in the neighborhood. Economic and financial benefits will include new investment in business and housing and increased private development, leading to neighborhood revitalization, joint development opportunities, and potential for increased value for those who own land and businesses in the neighborhood. Financial returns over time can benefit property owners as demand for walkable, transit-oriented neighborhoods continues to grow. Such areas are trending toward increases in property values, have higher residential and commercial rents, retail revenues, and for-sale housing values over time than do less walkable places.

**EQUITY AND ACCESS**

Transportation ranks behind housing as the second highest expense for households. When residents can live near high-capacity transit and in walkable and bikeable communities, they don’t have to drive as much. Typically, some household income that is spent on driving can go toward other household expenses. Studies have shown that living in a transit-oriented community can increase disposable income by reducing household driving costs. The access to many amenities in just a few short blocks can significantly increase a family’s disposable income by eliminating the need for a second car.

**EMPOWERED COMMUNITY**

The Tacoma Mall Neighborhood community members have been powerful advocates for improved quality of life, development of local culture and retaining affordability to curb involuntary displacement. They continue to be active participants in public process and transition into a community-led group known as the “Tacoma Mall Neighbors” in their pursuit of a more healthy and safe community with an improved level of neighborhood infrastructure.

**HOW THIS PLAN IS ORGANIZED**

This plan is organized into eleven chapters. This first chapter provides an introduction to the Subarea Plan and an overview of key concepts and implementation strategies. Chapter 2 provides background information about existing conditions in the Tacoma Mall Neighborhood that informed Subarea Plan development. Chapters 3 through 10 provide goals and actions for the following topics: urban form, land use, housing, transportation, environment, community vitality, utilities and services and
shared prosperity. Chapter 11 describes how the plan will be implemented and includes priority project lists. Goals and actions related to community equity and health are integrated into Subarea Plan chapters.
### CHAPTER 3—URBAN FORM

<table>
<thead>
<tr>
<th>Goal UF-1</th>
<th>Establish a more coherent, cohesive and accessible neighborhood structure by implementing the six foundational elements of neighborhood urban form.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Action UF-1</td>
<td>Establish four neighborhood character districts based on the quarter-mile-walkable-neighborhood concept and the distinct quadrants defined by S. 38th and S. Pine Streets.</td>
</tr>
<tr>
<td>Action UF-2</td>
<td>Foster district identities that respond to the conditions, opportunities and interests of stakeholders in each district and are consistent with the community character envisioned for the entire neighborhood.</td>
</tr>
<tr>
<td>Action UF-3</td>
<td>Update City zoning to implement the focused density and transitions concept, including the near-term package of zoning and height changes.</td>
</tr>
<tr>
<td>Action UF-4</td>
<td>Create a neighborhood “mixed-use town center” in the Mall District with a potential high-capacity transit station and a full mix of land uses.</td>
</tr>
<tr>
<td>Action UF-5</td>
<td>Develop and implement a Master Plan for the entire Loop Road reflecting its urban design, transportation and catalytic objectives.</td>
</tr>
<tr>
<td>Action UF-6</td>
<td>Create a complete and connected street network through both catalytic public investments and private actions as development occurs.</td>
</tr>
<tr>
<td>Action UF-7</td>
<td>Design and implement the Subarea Plan area-wide stormwater management, parks and open space and tree canopy cover strategies.</td>
</tr>
<tr>
<td>Action UF-8</td>
<td>Implement signage, public art, landscaping and other strategies to clarify neighborhood edges, identify entry points, support neighborhood identity and provide transitions.</td>
</tr>
<tr>
<td>Goal UF-2</td>
<td>Transition to a contemporary, self-sufficient, well-connected neighborhood that has employee, resident and visitor activity to support high-capacity transit.</td>
</tr>
<tr>
<td>Action UF-9</td>
<td>Plan for centrally located high-capacity transit station and transit-oriented development that supports both Subarea Plan and transit goals, and implement the plan with transit partners.</td>
</tr>
</tbody>
</table>

### CHAPTER 4—LAND USE

<table>
<thead>
<tr>
<th>Goal LU-1</th>
<th>Ensure future development at a scale and intensity consistent with growth targets that contributes to coherent and consistent urban form, connectivity and land use patterns.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Action LU-1</td>
<td>Adopt and continue to refine land use and zoning requirements to create transitions in scale among core, transition and residential areas, including the proposed package of near-term code updates.</td>
</tr>
<tr>
<td>Action LU-2</td>
<td>Update and continue to refine the list of permitted land uses to provide broad flexibility while ensuring that new land uses are consistent with urban form goals.</td>
</tr>
<tr>
<td>Action LU-3</td>
<td>Adopt and continue to refine a Large Parcel Connectivity Plan requirement to provide for new connections via private property when major development occurs.</td>
</tr>
<tr>
<td>-------------</td>
<td>--------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Action LU-4</td>
<td>Improve the City’s capacity to promote design objectives through development of a design review program with specific guidance for this neighborhood to promote attractive, contemporary building forms, design and materials that provide a vibrant urban experience.</td>
</tr>
<tr>
<td>Goal LU-2</td>
<td>Ensure that site and building design of new development is consistent with the Tacoma Mall Neighborhood vision and urban form goals, with a particular emphasis on creating an inviting atmosphere for pedestrians.</td>
</tr>
<tr>
<td>Action LU-5</td>
<td>Update and continue to refine commercial and residential site design, building design and landscaping standards, including the proposed near-term updates, to ensure that future development contributes to an attractive, pedestrian-oriented environment.</td>
</tr>
<tr>
<td>Action LU-6</td>
<td>Adopt and continue to refine Pedestrian Street designations to establish the corridors where pedestrian environment is a higher priority.</td>
</tr>
<tr>
<td>Action LU-7</td>
<td>Update and continue to refine the City code related to the environment and stormwater to promote innovation and to provide for a safe and healthy environment, including near-term updates.</td>
</tr>
<tr>
<td>Goal LU-3</td>
<td>Provide height and development incentives encourage the provision of public benefits and innovation with development proposals.</td>
</tr>
<tr>
<td>Action LU-8</td>
<td>Update and continue to refine height bonus options in the Mall Neighborhood to reflect community priorities.</td>
</tr>
<tr>
<td>Action LU-9</td>
<td>Establish and continue to refine an optional Development Regulation Agreement process for larger parcels providing public benefits, with criteria tailored to the Mall Neighborhood.</td>
</tr>
<tr>
<td>Goal LU-4</td>
<td>Clarify distinctions and strengthen transitions between the RGC and South Tacoma Way Manufacturing and Industrial Center boundaries.</td>
</tr>
<tr>
<td>Action LU-10</td>
<td>Revise RGC boundary to transition between the mixed-use Tacoma Mall Neighborhood and the industrial character of the Manufacturing and Industrial Center.</td>
</tr>
<tr>
<td>Goal LU-5</td>
<td>Establish collaboration and dialogue with neighborhood stakeholders to promote ongoing improvements to the City’s development review processes.</td>
</tr>
<tr>
<td>Action LU-11</td>
<td>Engage broadly with stakeholders to consider additional steps in the future as the neighborhood grows.</td>
</tr>
</tbody>
</table>

**CHAPTER 5—HOUSING**

**Goal H-1**  
Maintain and broaden the range of housing types consistent with land use and urban design goals and growth targets.
Action H-1  Take steps, including zoning and design standard updates and proactive infrastructure development, to promote attractive, healthy and livable housing and mixed-use development consistent with the neighborhood vision.

Action H-2  Use a variety of incentives and regulations to promote incorporation of public benefits including community spaces, green features and other amenities within housing developments.

Goal H-2  Maintain a range of affordable housing costs in the neighborhood.

Action H-3  Collaborate with housing partners to ensure that at least 25% of new housing is affordable to households earning 80% of Pierce County AMI or less and that at least 12.5% is affordable for those earning 50% of AMI or less.

Action H-4  Provide development incentives, including optional height bonuses, in exchange for incorporating affordable housing.

Action H-5  Seek input to ensure that development standards make it simple and cost-effective to build attractive, contemporary housing units that are also affordably priced.

Action H-6  Work with housing providers and partners to build and maintain very-low-income and special needs housing.

Action H-7  Monitor neighborhood-wide housing costs and take action to ensure that at least 25% of housing units remain affordable to households earning 80% or less of Pierce County AMI and 12.5% are affordable for those earning 50% of AMI or less.

Action H-8  Work with housing partners to provide financial assistance to low- and very-low-income households who are struggling to stay in their homes.

Action H-9  Initiate citywide actions to provide for a range of housing costs in the Tacoma Mall Neighborhood and citywide, including updates to affordable housing incentives and requirements and increased and new funding and financing tools.

CHAPTER 6—TRANSPORTATION CHOICES

Goal T-1  Build a transportation network that supports and reinforces the land use, urban design, economic development, environmental, livability and public health goals of the Subarea Plan.

Action T-1  Accommodate future growth through the development of a multimodal neighborhood transportation network designed to reduce reliance on SOVs.

Action T-2  Design the transportation system to balance livability with retail and employment objectives by maintaining acceptable congestion levels while enhancing the pedestrian and bicycle environment.

Action T-3  Build the Tacoma Mall Neighborhood transportation network using a “layered network” that focuses on how the subarea transportation network can function as a system to meet the needs of all users.
<table>
<thead>
<tr>
<th><strong>Goal T-2</strong></th>
<th><strong>Build a complete and connected transportation network for the Tacoma Mall Neighborhood.</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Action T-4</strong></td>
<td>Design public and private streets consistent with the Subarea Plan Complete Streets design guidelines and City standards.</td>
</tr>
<tr>
<td><strong>Action T-5</strong></td>
<td>Utilize multiple strategies for extending and enhancing the existing grid network. These approaches may include establishment of new connections via fees on new private property development.</td>
</tr>
<tr>
<td><strong>Action T-6</strong></td>
<td>Maintain the existing street grid and seek opportunities to extend the grid on both sides of S. 38th Street to create similarly scaled blocks.</td>
</tr>
<tr>
<td><strong>Action T-7</strong></td>
<td>Street and alley vacations will be allowed only when they foster an attractive pedestrian environment and maintain transportation connectivity in the neighborhood and immediate area.</td>
</tr>
<tr>
<td><strong>Action T-8</strong></td>
<td>Adopt and implement a connectivity requirement to extend and enhance the existing grid network consistent with Subarea Plan connectivity principles and new connection tier priorities.</td>
</tr>
<tr>
<td><strong>Goal T-3</strong></td>
<td><strong>Promote transportation mode shift by enhancing transit, bicycle and pedestrian options, implementing Transportation Demand Management (TDM) measures and implementing access management measures.</strong></td>
</tr>
<tr>
<td><strong>Action T-9</strong></td>
<td>Coordinate with Sound Transit to add Tacoma Mall transit center as a stop on the express bus service from Lakewood to Seattle.</td>
</tr>
<tr>
<td><strong>Action T-10</strong></td>
<td>Enhance transit service and attractiveness by improving multi-modal station access, improving station amenities and aesthetics, and ensuring transit effectively links key City and regional destinations.</td>
</tr>
<tr>
<td><strong>Action T-11</strong></td>
<td>Relocate the existing Tacoma Mall Transit Station to a central location within the Subarea in order to improve access, increase ridership and spur transit-oriented development.</td>
</tr>
<tr>
<td><strong>Action T-12</strong></td>
<td>Advocate for the extension of regional light rail service to the Tacoma Mall Neighborhood RGC and participate actively in the ST3 LINK Extension study.</td>
</tr>
<tr>
<td><strong>Action T-13</strong></td>
<td>Explore feasibility of a Sounder station along the existing rail corridor adjacent to the Northwest District.</td>
</tr>
<tr>
<td><strong>Action T-14</strong></td>
<td>Design and construct the Subarea Plan bike and pedestrian network, including the Loop Road through proactive City investment and in association with street improvements when development occurs.</td>
</tr>
<tr>
<td><strong>Action T-15</strong></td>
<td>Employ transportation demand management (TDM) measures to increase non-single-occupancy vehicle trips, including a strengthened Commute Trip Reduction Program and enactment of a parking management strategy.</td>
</tr>
<tr>
<td><strong>Action T-16</strong></td>
<td>Implement access management principles along major arterials including S. 38th Street, to consolidate access points onto the arterial.</td>
</tr>
<tr>
<td>Goal T-4</td>
<td>Make fiscally responsible, cost-effective investments that serve multiple objectives, improve safety, protect the environment, and make the system more equitable.</td>
</tr>
<tr>
<td>---------</td>
<td>---------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Action T-17</td>
<td>Strive to reduce crashes and collisions by working toward a “target zero” of deaths and injuries using education, enforcement, and engineering to set priorities to address high-crash locations.</td>
</tr>
<tr>
<td>Action T-18</td>
<td>Ensure that transportation investments support equitable modes of transportation and “catch-up” investment for this traditionally underserved neighborhood.</td>
</tr>
<tr>
<td>Action T-19</td>
<td>Consider CPTED principles, aesthetics, safety and walkability in designing and locating transportation facilities.</td>
</tr>
<tr>
<td>Action T-20</td>
<td>Prioritize system preservation, maintenance, and repair to protect existing and future transportation investments.</td>
</tr>
<tr>
<td>Action T-21</td>
<td>Utilize best management practices for stormwater and prioritize green stormwater infrastructure techniques, to ensure runoff does not cause impacts to receiving waters.</td>
</tr>
<tr>
<td>Goal T-5</td>
<td>Proactively and collaboratively implement the Subarea Plan transportation actions concurrent with growth.</td>
</tr>
<tr>
<td>Action T-22</td>
<td>Integrate the Subarea Plan projects and ranking criteria into the City’s Transportation Master Plan.</td>
</tr>
<tr>
<td>Action T-23</td>
<td>Partner on funding and implementation with WSDOT, Sound Transit, Pierce Transit, the Department of Ecology, Metro Parks Tacoma and private parties.</td>
</tr>
<tr>
<td>Action T-24</td>
<td>Coordinate with WSDOT to study, plan, add the project to the WSDOT STIP, fund and construct the I-5 Direct Access Ramp Project.</td>
</tr>
<tr>
<td>Action T-25</td>
<td>Actively coordinate with transit providers and other partners on transit actions including bringing High-Capacity Transit service to the Subarea and constructing a new multimodal transit station.</td>
</tr>
<tr>
<td>Action T-26</td>
<td>Construct the transportation projects based on the near, mid, and long-term prioritization recommendations of this plan, with due consideration to opportunities to complete projects ahead of schedule.</td>
</tr>
<tr>
<td>Action T-27</td>
<td>Utilize the full range of existing funding sources to implement the projects identified in this plan.</td>
</tr>
<tr>
<td>Action T-28</td>
<td>Assess and if appropriate enact new funding sources and mechanisms (i.e., an impact fee program, system completeness fee and a City catalytic fund) to implement the Subarea Plan projects.</td>
</tr>
<tr>
<td>Action T-29</td>
<td>Monitor transportation performance measures as growth occurs and take corrective action if the planned improvements are not adequate to achieve the Plan objectives.</td>
</tr>
</tbody>
</table>
### Goal E-1
Enhance water quality and flow control conditions through implementation of an area-wide stormwater strategy with both centralized and dispersed BMPs that infiltrate runoff, provide flood storage, and reduce effective impervious surface coverage.

| Action E-1 | Implement the area-wide stormwater management strategy through development review and public projects, and disseminate information broadly. |
| Action E-2 | Integrate stormwater infiltration and emergency overflow flood storage and conveyance into new parks and open spaces, and/or rights-of-way. |
| Action E-3 | Encourage the use of the City of Tacoma Payment In-Lieu-of Construction Program as a flow control alternative to site-by-site facilities for new development and redevelopment of neighborhood properties. |
| Action E-4 | Prioritize the construction of permeable pavement in the Madison District residentially zoned areas, as well as in other areas where land use and soil infiltration conditions are ideal. |
| Action E-5 | Preserve existing mature trees and green spaces in association with City actions when feasible, and encourage retention of mature trees when properties are developed. |
| Action E-6 | Encourage property owners to retrofit their properties with green stormwater infrastructure and/or low-impact development best management practices. |

### Goal E-2
Ensure that infiltrated stormwater runoff recharges clean water to the South Tacoma aquifer, consistent with existing City and Tacoma–Pierce County Health Department guidance.

| Action E-7 | Collaborate with the Tacoma–Pierce County Health Department to revise the Tacoma Municipal Code and associated guidance documents to reflect a shared understanding of the circumstances and requirements for infiltration in the South Tacoma Groundwater Protection District. |
| Action E-8 | Ensure that areas of known soil and/or groundwater contamination are considered when reviewing proposals for development or redevelopment. |

### Goal E-3
Achieve 25% tree canopy coverage in the Tacoma Mall Neighborhood Subarea by 2040.

<p>| Action E-9 | Target 25% tree canopy coverage in the Madison District and 20% coverage in other Districts by 2040. |
| Action E-10 | Work with property owners such as WSDOT to increase tree cover on the neighborhood perimeter, focusing on opportunities to provide large swaths of green, mitigate freeway noise and air pollution, and make the neighborhood attractive and inviting. |</p>
<table>
<thead>
<tr>
<th>Action E-11</th>
<th>To increase the identity, canopy cover and green infrastructure value of the Loop Road linear parkway consider planting the largest street trees feasible and appropriate to the design.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Action E-12</td>
<td>Coordinate with parks and open space services providers to strive to meet tree canopy targets within their facilities.</td>
</tr>
<tr>
<td>Action E-13</td>
<td>Seek ways to promote Garry Oaks as a signature native tree species.</td>
</tr>
<tr>
<td>Action E-14</td>
<td>Encourage private property owners to plant trees, particularly when there are opportunities to beautify and promote pedestrian connections through large paved areas.</td>
</tr>
</tbody>
</table>

**Goal E-4**

*Promote regional conservation of farms and forests and protect the health of the Puget Sound by fulfilling the Regional Growth Center role of accommodating a substantial share of growth and by creating incentives for regional conservation through the TDR bonus system.*

| Action E-15 | Promote the use of TDRs in exchange for height bonuses within the RGC by marketing this option to the development community, streamlining its use and taking steps to catalyze growth in the RGC. |

### CHAPTER 8—COMMUNITY VITALITY

**Goal CV-1**

*Foster an identity for the Tacoma Mall Neighborhood that instills pride in a strong community of diverse residents and businesses.*

<table>
<thead>
<tr>
<th>Action CV-1</th>
<th>Work with local residents and businesses to identify the name for the neighborhood that best captures the community’s identity and aspirations for the future.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Action CV-2</td>
<td>Develop distinctive and attractive signage and wayfinding for the neighborhood.</td>
</tr>
<tr>
<td>Action CV-3</td>
<td>Rebrand the neighborhood as a “green neighborhood,” celebrating planned improvements in green stormwater infrastructure, parks and tree cover.</td>
</tr>
</tbody>
</table>

**Goal CV-2**

*Increase the presence of arts and cultural activities, engage community members from diverse backgrounds, build community relationships and foster a positive neighborhood identity.*

<table>
<thead>
<tr>
<th>Action CV-4</th>
<th>Develop a public art strategy for this neighborhood that identifies resources, partnerships and opportunities to foster and support cultural expression, awareness of neighborhood history and a sense of place and local identity.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Action CV-5</td>
<td>Ensure that the City’s land use regulations, and community and economic development programs, support local fabrication and production of arts.</td>
</tr>
<tr>
<td>Action CV-6</td>
<td>Partner with public and private landowners to install public artworks in visible locations and neighborhood gateways that reflect and strengthen community identity.</td>
</tr>
<tr>
<td>Action CV-7</td>
<td>Promote events like farmers markets, live music, festivals, food truck events, and neighborhood parties.</td>
</tr>
</tbody>
</table>

**Tacoma Mall Neighborhood Subarea Plan**

I-28
<p>| Goal CV-3 | <em>Bring more services and amenities to the neighborhood to provide safe and convenient access to the goods and services needed in daily life.</em> |
| Action CV-8 | Recruit, promote or construct a variety of services and amenities that address the evolving needs and desires of residents. |
| Action CV-9 | Work with health services providers to provide better accessible medical services in the neighborhood, including improving financial and cultural access for local residents. |
| Action CV-10 | Work with the Tacoma School District, Tacoma Public Library and other service providers to evaluate the potential of opening a new school, library or other community resource in the neighborhood to serve the growing population. |
| Action CV-11 | Engage the Tacoma School District to develop scenarios for future uses for the Madison School site that would continue the site's legacy as a community hub and open space. |
| Goal CV-4 | <em>Empower all community members to participate in neighborhood planning and change, and cultivate inclusive leadership and decision-making that embrace and celebrate the neighborhood’s diverse community.</em> |
| Action CV-12 | Support formation of a Subarea Plan implementation steering committee to advocate for actions needed to achieve the neighborhood vision. |
| Action CV-13 | Use a combination of engagement methods reflecting the diversity of the community to invite all local populations to participate in planning and implementation activities. |
| Action CV-14 | Monitor demographic characteristics and community participation over time and take steps to support and celebrate the neighborhood’s ethnic, economic and age diversity. |
| Action CV-15 | Work with partners to improve equity and health outcomes by reducing social and economic barriers such as poverty, lack of professional skills and cultural segregation. |
| Action CV-16 | Support existing community organizing efforts, as well as potential new ones such as formation of a Community Development Corporation or Neighborhood Business District. |
| Goal CV-5 | <em>Improve safety for neighborhood residents, employees and visitors at all times of the day.</em> |
| Action CV-17 | Monitor trends in fire and emergency medical services calls and consider this information when planning for future service improvements. |
| Action CV-18 | Work with agencies and stakeholders to improve community safety and disaster readiness and to prevent crime. |
| Action CV-19 | Encourage development on vacant and underutilized lands to catalyze positive change. |</p>
<table>
<thead>
<tr>
<th>Action CV-20</th>
<th>Integrate Crime Prevention Through Environmental Design (CPTED) principles into the design of streets, parks and buildings, as appropriate to a dense urban district.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Action CV-21</td>
<td>Work with stakeholders to identify ways to improve safety and perceptions of safety, particularly along the western edge of the Madison District and the northern boundary of the Tacoma Cemetery.</td>
</tr>
<tr>
<td>Goal CV-6</td>
<td>Collaborate with Metro Parks Tacoma, the Tacoma School District, civic partners and the community to plan and implement the community’s parks and open spaces vision in the Tacoma Mall Neighborhood.</td>
</tr>
<tr>
<td>Action CV-22</td>
<td>Collaborate with Metro Parks Tacoma and others to consider new level of service standards for parks and open space in Tacoma’s densest urban centers.</td>
</tr>
<tr>
<td>Action CV-23</td>
<td>Collaborate with Metro Parks Tacoma and other parks partners to implement parks planning principles for the Tacoma Mall Neighborhood.</td>
</tr>
<tr>
<td>Action CV-24</td>
<td>Collaborate with Metro Parks Tacoma to integrate the Tacoma Mall Neighborhood parks and open space strategies into long-range plans, and current and upcoming capital and programmatic priorities.</td>
</tr>
<tr>
<td>Action CV-26</td>
<td>Work with private property owners and developers to provide open space in various forms such as public plazas and private recreational spaces. Consider revisions to development standards and explore incentives as part of this work.</td>
</tr>
<tr>
<td>Action CV-27</td>
<td>Improve access to nearby parks and recreational assets including South Park, Wapato Hills Park, the Water Flume Trail and the Tacoma Cemetery through pedestrian improvements, wayfinding and other steps.</td>
</tr>
<tr>
<td>Action CV-28</td>
<td>Explore acquisition of any surplus public properties as well as further joint use of publicly owned facilities as recreational amenities, locations for public art or wayfinding, tree planting and passive open spaces.</td>
</tr>
<tr>
<td>Action CV-29</td>
<td>Collaborate with stakeholders to regularly evaluate and develop plans to meet recreational, cultural and educational programming needs for people of all ages.</td>
</tr>
</tbody>
</table>

**CHAPTER 9—SHARED PROSPERITY**

<table>
<thead>
<tr>
<th>Goal SP-1</th>
<th>Support growth of businesses and jobs in a manner that supports the vision for the neighborhood and character of the 4 neighborhood districts.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Action SP-1</td>
<td>Maintain a dialogue with existing businesses to seek ways to support business retention and expansion.</td>
</tr>
<tr>
<td>Action SP-2</td>
<td>Promote businesses and employment in locations that support character district cohesion.</td>
</tr>
<tr>
<td>Action SP-3</td>
<td>Attract new businesses to the Mall District to support creation of a “mixed-use town center” with a mix of regional and local serving retail, entertainment, hotel, education, health care, and commercial and institutional uses.</td>
</tr>
</tbody>
</table>
CONCEPT

CHAPTER 2

TACOMA MALL NEIGHBORHOOD SUBAREA PLAN
CHaPTer 2

CONTEXT

INTRODUCTION
This chapter describes past and current conditions in the Tacoma Mall Neighborhood. Current conditions are the starting point that this plan builds on, including existing neighborhood assets that can be preserved and strengthened, and challenges that can be addressed to improve the neighborhood’s function as a green urban center and an attractive place to live, work and play. This chapter discusses the history of the neighborhood and how this influenced development patterns, current neighborhood assets and challenges, urban form, districts and water quality conditions; and the state, regional and local plans and policies that provide guidance for this Subarea Plan.

HISTORY OF URBAN DEVELOPMENT
The Tacoma Mall Neighborhood was developed with urban land use patterns between the late 1800s and the present. It lies in the traditional territory of the Steilacoom and Puyallup Tribes, though no specific native places have been identified within the neighborhood. Early survey records indicate that the area was originally swamp and prairie land. Land patent records indicate that Euro-American settlers moved into the area in the late 1800s (ESA, 2016). In the 1870s, a railroad corridor was built along the western edge of the neighborhood in the Nalley Valley. Building construction followed the corridor, and to this day it remains a hub for services related to transportation and industry. From the late 1800s to mid-1900s, single-family homes and traditional street grids were developed in parts of the neighborhood, including the Madison District (City of Tacoma, 2016).

The neighborhood experienced a construction boom following the end of World War II (ESA, 2016). This led to a wider range of land uses in the neighborhood, including a more diverse mix of housing types and new shopping options and employment centers such as that were commercial and industrial uses (CAI, 2016). Building design and
The largest single new development during this period was the Tacoma Mall, built in 1965. The mall was designed by John Graham, Jr., who received international recognition for his large-scale shopping complexes and is also known for designing the Seattle Space Needle (ESA, 2016). The mall was a catalyst project that transformed the neighborhood into a regional destination and sparked additional retail and office development, including large shopping centers anchored by big-box retailers. Many buildings in the neighborhood are from this period (CAI, 2016).

Newer construction has occurred as well. For instance, a significant amount of housing development has occurred in the neighborhood since 2000. Most construction during this time was for multifamily and single-family attached housing such as apartments, duplexes, triplexes and townhomes along with commercial construction (CAI, 2016). During this period, much of the older single-family and low-scale attached housing was replaced by denser housing patterns and new commercial businesses. As the neighborhood’s mix of housing types has changed over time, it has maintained a reputation for affordable housing costs that has attracted many current residents to the area.

Today, the Tacoma Mall Neighborhood is home to a diverse community of residents and businesses. The neighborhood plays a regional role as a retail, employment, government and services destination. The Tacoma Mall and other major retail destinations attract people from throughout the

**Neighborhood Profile**

- Acres: 601
- Population: 4,650
- Jobs: 9,749
- Population Change 2000–10: 24.5%
- Jobs Change 2000–10: -7.2%
- Population Change 2010–15: 24.3%
- Jobs Change 2010–15: 36%

**Socioeconomic Characteristics Compared with City as a Whole**
- More 0–5 year olds
- More 20–29 year olds
- Lower education levels
- Lower incomes
- Higher poverty rates
- Same percentage who are nonwhite
- Twice as many of Hispanic origin
- Slightly more who are African American or who identify with two or more races
- Half as many who are Asian alone

**Housing Characteristics**
- Majority of housing is multifamily
- High rental rates, low homeownership rates
- Lower housing costs compared with City and Pierce County

**Employment Characteristics**
- Retail trade is dominant employment sector
- Few residents employed in study area

**Public Health Characteristics Compared with City as a Whole**
- Lower obesity rates*
- Higher rates of diabetes and asthma*
- Shorter life expectancy by eight years


*Note: Asterisks indicate data for zip code 98409, which encompasses the greater Tacoma Mall area.
South Puget Sound region. Pierce County government’s primary location is within the neighborhood. Over 8,000 people work in the neighborhood in a range of retail, office, commercial, medical, government and industrial jobs. The neighborhood’s central location within Tacoma, proximity to Interstate 5 and commuter and freight rail, and adjacency with the South Tacoma Manufacturing/Industrial District provide strong bases for growth.

This Plan identifies strategic actions that build on these assets to catalyze a higher intensity of job and housing growth. The neighborhood is a designated growth center for the City of Tacoma and for the central Puget Sound region. It is intended to be a primary location for future housing and job growth, where an increasingly compact
ASSETS & CHALLENGES

Certain themes emerged during the planning process with regard to existing neighborhood conditions. Through public engagement and technical analysis, it became clear that the neighborhood has assets that can be built upon, as well as challenges to address or overcome in order to improve quality of life, encourage job growth and attract investment. The identified neighborhood assets and challenges are summarized below. They informed the vision, guiding principles, and goals and actions of the Subarea Plan.

The public engagement activities conducted during the planning process are described in Chapter 1—Introduction. Findings from the technical analysis are incorporated throughout the Subarea Plan chapters and are also recorded in greater detail in the Subarea Plan EIS.

ASSETS

- role as a regional retail destination for the South Sound
- diversity of neighborhood residents, including socioeconomic and cultural diversity
- a community of business and property owners with substantial and longstanding investment in the neighborhood
- affordable housing supply
- affordable space for business creation and expansion
- central and highly visible location
- proximity to the South Tacoma Business District and the Sounder station
- established residential areas to the east and south
- transportation accessible to City and regional destinations
- variety of retail and restaurant options
- mix of employers including retail, office, industrial and public sectors
- Tacoma Mall, a regional retail destination and major employer
- Pierce County Annex, a regional public services destination and major employer
- developer interest in multifamily development as demonstrated by ongoing construction starts
- public parks and open spaces including
  - Lincoln Heights Park
  - 40th Street Community Garden
- northern portion of South Park and access to Water Flume Line Trail

urban form, both walkable and pedestrian-friendly, can be developed.
• soil and groundwater conditions very conducive to rainwater infiltration, thus enabling green stormwater infrastructure approaches
• residential neighborhoods in the Madison District and Lincoln Heights District
• Madison School, a former neighborhood elementary that now provides special educational programming
• the Tacoma Mall Neighborhood’s role as a transit hub for Pierce Transit and a potential future station area for Sound Transit bus and/or light rail
• the Tacoma Mall Neighborhood’s designation as a City and regional growth center
• proximity to the South Tacoma Manufacturing/Industrial Center, which is planned for significant future employment growth
• two hills with views of the Cascades and Mount Rainier, one just north of the Mall and the other in the Lincoln Heights District
• stakeholders’ knowledge of history of the area
• relationships formed during the subarea planning process

![Photo C-2. Dense, walkable neighborhood.](image)

CHALLENGES

• no cohesive brand or positive identity for the neighborhood
• history of haphazard growth patterns and a resulting urban form that lacks cohesiveness
• natural and built features (the interstate and topography) create barriers to other neighborhoods
• development regulations do not preserve established residential areas or direct highest intensity growth to specific locations
• dated and vacant buildings
• stagnant commercial property lease rates in some areas
• public safety challenges related to crime and traffic
• incomplete street network and sidewalk system
• traffic, including congestion and cut-through traffic on residential streets
• lack of adequate parking
• poor condition of streets
• lack of stormwater facilities as well as related challenges such as runoff, flooding and watershed pollution
• littering and illegal dumping
• high prevalence of public health risk factors
• few residents employed in the neighborhood
• residents have lower incomes and lower education levels compared with other areas of the City
• lack of organized community groups and neighborhood representation
• loss of former neighborhood amenities such as the Boys and Girls Club and use of the Madison School site as an elementary school
• not enough amenities and services such as
  o safe spaces for kids to play
  o pedestrian and bicycle infrastructure
  o a neighborhood school
  o affordable food sources such as a grocery store or food bank
  o professional development resources
  o health and social services
  o recreational programming for all ages
  o trees and green spaces
  o public art and local cultural activities
Figure C-2. Proposed Subarea Plan character districts
LOCATION & TOPOGRAPHY
The neighborhood is geographically self-contained owing to natural and built edge conditions that include a bluff along its western and northern edges, I-5 along its eastern edge, and a large cemetery and a steep hill along the southern edge. As a result, the neighborhood does not have strong relationships with surrounding areas.

![Photo C-4. South Pine Street and the Nalley Valley](image)

The study area’s topography is relatively flat in most places with a gradual slope downward and west into the Nalley Valley. Some low bluffs run along the edge of the Nalley Valley. The highest point is the hill north of the mall, which is about 400 feet above sea level. Another, smaller hill is within the Lincoln Heights District (USGS, 2016).

DISTRICTS
The Subarea Plan encompasses areas with significant differences in land uses, development and street patterns. S. Pine St and S. 38th St are physical barriers dividing the Tacoma Mall Neighborhood into four districts as shown in Figure C-2. Along the northern and western boundaries, land uses and development patterns transition between urban commercial/mixed-use and industrial.

These patterns characterize the district as having four quadrants sectioned by S. Pine and S. 38th Streets. Though of different sizes and shapes, each district is roughly equivalent to a five-minute-walk neighborhood, where a person can walk from the center of the neighborhood to its edge.
in about five minutes. The defining features and distinct character of each district are summarized in Table C-1.

### Table C-1. District Character

<table>
<thead>
<tr>
<th>DISTRICT</th>
<th>LAND USE</th>
<th>STREETS</th>
<th>SIZE &amp; SCALE OF DEVELOPMENT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Madison</td>
<td>Primarily single-family and low-rise multifamily uses, with commercial and light industrial uses in the north and west</td>
<td>Partially complete traditional neighborhood street grid with alleys</td>
<td>Primarily small parcel sizes, narrow blocks, small-scale buildings</td>
</tr>
<tr>
<td>Northwest</td>
<td>Commercial, industrial and public uses</td>
<td>Limited street network, topography restricts access</td>
<td>Large parcel and block sizes with dispersed large-scale development</td>
</tr>
<tr>
<td>Lincoln Heights</td>
<td>Single-family, low-rise multifamily, commercial, industrial and public uses</td>
<td>Discontinuous and curvilinear streets</td>
<td>Small-scale urban pattern in residential neighborhood, larger-scale commercial and industrial urban pattern in other areas</td>
</tr>
<tr>
<td>Mall</td>
<td>Retail uses anchored by regional mall, with a mix of residential, office and public uses</td>
<td>Limited street network, informal vehicle and pedestrian access in parking lots</td>
<td>Large parcel sizes, big box retail, large scale parking areas with few connections, hill with vacant land, disparate scales in areas with mixed uses</td>
</tr>
</tbody>
</table>

Photo C-5. South 38th Street Subarea
Figure C-3. Tacoma stormwater management watersheds—Thea Foss Waterway and Flett Creek Basin.
WATER QUALITY

The Tacoma Mall Neighborhood is located within two of the City’s nine watershed basins, Thea Foss basin and Flett Creek basin (Figure C-3).

The northern portion of the neighborhood falls within the Thea Foss basin, which discharges stormwater north and east to the Thea Foss Waterway. The southern portion of the neighborhood falls within the Flett Creek basin, which discharges stormwater south toward Flett Creek before it drains to Chambers Creek and out to Chambers Bay. Water quality issues in the basins include runoff from urban development, historic loss of wetlands, reduction of groundwater recharge, and alterations to stream channels and riparian forest (ESA, 2016).

The entire neighborhood is located within the South Tacoma Groundwater Protection Area. This groundwater-protection area was created by the City to protect the quality of water within the South Tacoma aquifer, an important source of drinking water for Tacomans.

Stormwater runoff has impacts on the water quality of the basins and aquifer. The quantity and quality of stormwater runoff relies on land use, traffic, and in particular the percentage of impervious surfaces, which water cannot penetrate. High proportions of impervious surfaces lead to more stormwater runoff and higher stormwater peak flows. Also, impervious surfaces such as streets, parking lots and other transportation structures collect pollutants like heavy metals, grease and oils, and when it rains these pollutants become part of stormwater runoff.

Impervious surfaces cover more than 70% of the Tacoma Mall Neighborhood. Runoff is conveyed out of the neighborhood after draining to catch basins and flowing through pipe infrastructure. The high level of imperviousness and lack of stormwater water-quality treatment indicate that the neighborhood is likely a source of stormwater-borne contaminants such as pathogens, nutrients, metals and organics, to downstream-receiving waters (ESA, 2016).

The presence of trees also has an impact on stormwater conditions. Trees can reduce stormwater runoff by capturing and storing rainfall in their root zones and canopy, thus slowing runoff and providing filtration that improves water quality. Tree coverage is limited in the neighborhood with less than 10% tree cover currently (ESA, 2016).
**PLANS & POLICIES**

The Subarea Plan exists under the umbrella of federal, state, regional and City plans, policies and regulations. These include the Washington State Growth Management Act (GMA), Puget Sound Regional Council (PSRC) Vision 2040, Pierce County Countywide Planning Policies, City’s Comprehensive Plan, City’s Tacoma 2025 Strategic Plan, Tacoma-Pierce County Board of Health Resolutions, and other documents. These are described briefly below with a more detailed policy discussion available in Chapter 3.2 of the EIS for the Subarea Plan. The Subarea Plan is consistent with the guidance provided by these plans.

Tacoma has been a leader in growth management since adoption of the GMA and continues to step forward in implementing the regional vision for growth and development through strategic planning and investment in its Regional Growth Centers (RGCs). Consistent with these policies, this Subarea Plan identifies priority actions for building on the Tacoma Mall Neighborhood’s role as a regional shopping destination and creating a vibrant, transit-ready urban center with a diverse mix of housing and job options.

The plan’s growth targets and area boundaries meet PSRC and Pierce County requirements for RGC jobs, population, housing and size. The plan is also consistent with guidance provided in PSRC’s Regional Center Plans Checklist. The City is committed to implementing this plan, achieving its growth targets and strengthening the Tacoma Mall Neighborhood’s function as a regional destination and urban center.

**GROWTH MANAGEMENT ACT**

The GMA requires municipalities to plan for the accommodation of future growth. It grants counties, in consultation with cities, the authority to assign growth allocations for population and employment. In general, GMA goals support focused growth in designated urban centers with adequate infrastructure, and preservation of rural areas. The Plan helps implement Washington State’s policy on reducing greenhouse gas emissions.

**VISION 2040**

Vision 2040 is the long-range growth management, environmental, economic, and transportation strategy for the central Puget Sound. Consistent with the GMA, it promotes an environmentally friendly growth pattern that contains the expansion of urban growth areas, conserves farm and forest lands, supports compact communities where people
may live and work, and envisions a significant share of new employment and housing to occur in vibrant urban centers. **Vision 2040** promotes the theme “people, prosperity, planet” as a sustainability framework.

Vision 2040 calls for growth to be concentrated within urban centers, which are defined as “locations identified to take a greater proportion of future population and employment in order to curb sprawl.” Centers are characterized by “compact, pedestrian-oriented development, a mix of different office, commercial, civic, entertainment, and residential uses,” along with “improved accessibility and mobility for walking, biking, and transit.”

At the top of Vision 2040’s hierarchy of centers are the RGCs, “envisioned as major focal points of higher-density population and employment, served with efficient multimodal transportation infrastructure and services.” The Tacoma Mall Mixed-Use Center is one of 27 designated RGCs and is second in Tacoma’s hierarchy after the Downtown Tacoma RGC.

Plan Review Manual provides guidance and checklists for aligning plans and policies with Vision 2040 and the GMA. The checklist includes a reporting tool specifically for designated RGCs. Checklist topics include plan concept or vision, environment, land use, housing, economy, public services and transportation. This Subarea Plan was prepared to meet the requirements of the Plan Review Manual.

Multiple regional policy documents support and integrate with Vision 2040, including Transportation 2040, the companion plan to Vision 2040 that directs regional transportation actions to support Vision’s land use patterns. Adoption of this plan fulfills Tacoma’s commitment to plan for RGCs as called for in the Growing Transit Communities Compact.

**PIERCE COUNTY COUNTYWIDE PLANNING POLICIES**

The Pierce County Regional Council maintains the Pierce County Countywide Planning Policies (CPPs) to coordinate planning on a countywide basis. They are one planning tool intended to ensure that Pierce County and cities within the County develop local policies based on shared and agreed upon goals. They are also an important mechanism to coordinate local actions consistent with the GMA and with Vision 2040.

The CPPs provide specific criteria for RGCs and recommend incorporating health in local planning, in addition to policy guidance similar to that provided by **Vision 2040**. Current RGC criteria, which the Subarea Plan satisfies, are
Figure C-4. Enlarged Vision 2040 map.
summarized below:

- a minimum 25 employees per gross acre of nonresidential land;
- minimum 10 households per gross acre; and/or a minimum of 15,000 employees;
- not to exceed a maximum size of 1-1/2 square miles; and
- planning policies that recognize the need to capture a significant share of regional growth

**TACOMA COMPREHENSIVE PLAN**

 Tacoma’s Comprehensive Plan looks forward to Tacoma’s long-term future, ensuring that growth happens in a beneficial, healthy, and sustainable way. It provides a blueprint for the future of the city. It guides decisions on land use, transportation, housing, capital facilities, parks, and the environment. It sets standards for roads and other infrastructure, identifies how they will be paid for, and establishes the basis for zoning and development regulations. It includes policy guidance for the City’s mixed-use centers, including the Tacoma Mall Neighborhood. The Comprehensive Plan was informed by and is consistent with the GMA, Vision 2040, and the Pierce County CPPs. This Subarea Plan is consistent with and supports Tacoma 2025–Tacoma’s Strategic Plan as well as the City’s Climate Action Plan, Greenroads Policy and Complete Streets Resolution. The Plan was informed with and supports partner agency plans including those of Pierce Transit, Sound Transit, Metro Parks Tacoma, and the Tacoma School District.

**U.S. ENVIRONMENTAL PROTECTION AGENCY NATIONAL ESTUARIES PROGRAM WATERSHED PROTECTION & RESTORATION GRANTS**

Puget Sound is one of 28 estuaries of national significance as designated by the National Estuary Program (NEP). Under this program, the U.S. Environmental Protection Agency (EPA) receives federal funding to support local efforts to protect and restore Puget Sound. These funds are used for financial assistance to state, local and Tribal governments for their efforts in implementing the Puget Sound Action Agenda. In January 2011, the EPA selected the Washington Departments of Ecology and Commerce to receive a grant for “Watershed Protection and Restoration.”

The state awarded NEP grant funding to the City of Tacoma for development of the Tacoma Mall Subarea Plan & EIS in recognition of the importance of compact urban development patterns in the regional effort to restore the health of the Puget Sound.
The Tacoma-Pierce County Board of Health recognizes the importance of collaborating with local jurisdictions to create healthy communities. The Board adopted resolutions declaring neighborhoods as determinants of health, encouraging the use of health impact assessments in conjunction with the review of proposed actions under the State Environmental Policy Act, and recommending decision-makers at all levels of local and state government consider health in all policies. Consistent with this guidance, the Subarea Plan employs a health-in-all-policies approach.

REFERENCES

3 Square Blocks, November 2016, Analysis of population and jobs growth rates based on data from Puget Sound Regional Council’s 2014 Centers Monitoring Report.

3 Square Blocks, January 2016, Existing conditions analysis for the Tacoma Mall Neighborhood Subarea Plan.

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Tacoma-Pierce County Health Department (TPCHD), January 2016, Livability Needs Assessment for the Tacoma Mall Neighborhood Subarea Plan.
CHAPTER 3

URBAN FORM

CONTENTS

- urban form goal
- Introduction
- Vision for Urban Form & Structure
- Foundational Neighborhood Elements
- Contemporary Transit-ready Community
- Performance Measures
- References

URBAN FORM GOAL

Establish an urban structure in the Tacoma Mall Neighborhood that fosters a thriving, attractive mixed-use urban center with a unique identity that is walkable, transit-ready and convenient by car.

INTRODUCTION

Urban form—the way human settlement is built and designed—can have a significant impact on the quality of life, environment and economic development potential of an area. This chapter provides a vision, goals and actions for strengthening the urban form and design of the Tacoma Mall Neighborhood. The intent is to promote a shift from a suburban, auto-oriented urban form to a compact, complete and connected neighborhood.

Anchored by the Tacoma Mall, the area is a major retail destination that has long attracted national and local retailers. The Tacoma Mall, combined with the retail businesses that have developed around it, is an important economic engine for the City of Tacoma. The area is also home to many office, warehouse and light industrial businesses.

In the 1950s, prior to development of the Tacoma Mall, the majority of the area consisted of large parcels and farmland. Urban design at the time favored single-use development and automobile travel, with arterial streets and large block patterns established to accommodate the Mall and auto-oriented strip retail businesses. Large arterial streets and large block patterns were established to make room for the new businesses and the surface parking lots that go with them. In contrast, older areas such as the Madison District and the South Tacoma Way edge reflect prewar patterns which are more walkable and less autocentric.
While the neighborhood’s auto-oriented urban form continues to function for its original purpose, new challenges and opportunities are emerging as the City and region become more urban. Broad national trends in the retail sector are aligning with local community aspirations, pointing for the creation of more walkable, distinctive and vibrant places in the Tacoma Mall Neighborhood. The current urban form limits transportation, housing, employment and recreation choices and leads to inefficient use of space. It also limits the transition to the newer walkable mixed-use retail models being embraced by other communities to increase economic performance in similar districts.

This chapter calls for using foundational neighborhood elements of urban form to build on existing strengths in the Tacoma Mall Neighborhood and to transform it into a distinctive, transit-ready urban center, consistent with community input throughout the planning process. Phased implementation of the foundational neighborhood elements articulated in this chapter will improve access, add value to properties, improve the investment climate and strengthen community identity. These actions will also foster a quality of urban design that reflects the community’s vision of a unique, livable and prosperous neighborhood.

**Placemaking Defined**

Placemaking is both an overarching idea and a hands-on tool for improving a neighborhood, city or region. It is how we collectively shape our public realm to maximize shared value, building lively neighborhoods and public places. Placemaking facilitates creative patterns of activities and connections (cultural, economic, social and ecological) that define a place and support its ongoing evolution. (Project for Public Places, 2016)
The neighborhood’s urban form currently consists of partially complete urban systems (streets, parks and infrastructure, trees and vegetation). The foundational neighborhood elements defined in this chapter will support structural neighborhood transformation to a more compact, mixed-use community form that over time provides a richer, more complex, high-amenity urban experience.

DESIGN WORKSHOP FINDINGS & DIRECTION

The foundational neighborhood elements grew out of community input provided throughout the planning process. Community input through public comments, stakeholder interviews, health and equity focus groups and other public engagement efforts identified clear ideas and recommendations to address urban form challenges and opportunities. An intensive, four-day design workshop conducted in the Fall of 2015 enabled the community to work with a design team to produce a detailed vision and foundational concepts to set the course for development of the Subarea Plan. The outcomes of the design workshop have now been broadly vetted and refined into the foundational neighborhood elements described below.

WORKSHOP FINDINGS

These workshop findings informed the development of the Illustrative Vision Plan and workshop recommendations, which have been further refined since that time through community input:

- The current zoning provides development capacity substantially greater than foreseeable demand, and does little to concentrate higher intensity development in core areas.
- Current zoning can be characterized as “one size fits all” with few distinctions or transitions among districts.
- Development is occurring in an uncoordinated pattern which captures low community return on investment.
- The resulting neighborhood lacks an identity as a cohesive whole, appearing instead more like several dissimilar, disconnected areas.
- Large blocks, discontinuous street patterns, site sizes, development patterns and topography produce barriers to visibility, walking, bicycling and circulation.
- Current development patterns in some cases ignore topography in favor of imposing a grid pattern.
Figure UF-1. Medium-term Illustrative Vision plan.
DISTRICTS AND QUADRANTS

The terms “districts” and “quadrants” are used in the Subarea Plan as they relate to urban form. This refers to the four geographic areas of the neighborhood defined by the South Pine and 38th Streets. Each district (quadrant) has its own character defined by topography, infrastructure, land uses and building types.

TRANSPORTATION MASTER PLAN

The City’s Transportation Master Plan sets priorities for infrastructure improvements within and between 20-minute neighborhoods based around Tacoma’s centers for growth and along identified corridors that connect residential areas to schools, local retail, businesses, and community services. The urban structure planned for this neighborhood reflects a desire for an urban form that is more compact and complete. As a smaller unit than the 20-minute neighborhood (an area just under one square mile), the Subarea Plan is built around the quarter-mile concept, which roughly reflects a five-to-ten-minute walking distance from each District of the neighborhood to transit and services.

EFFECTS OF PLACEMAKING

Making places creates community ownership and adds value to neighborhoods and properties.

- Code calibrations could promote a more cohesive neighborhood structure.
- A more complete, compact and connected neighborhood structure would improve the investment climate and the ability to derive multiple and exponential benefits from investments.
- An improved investment climate will yield higher-quality development products, contributions to the public realm, improved livability and higher revenues.
- Better connections are needed both to the neighborhood from outside and within the four districts of the Tacoma Mall Neighborhood.

The goals and actions in this chapter reflect the design direction that was initially established, complemented by detailed community input during the design workshop.

FIVE-MINUTE-WALKING NEIGHBORHOOD

The existing street network creates four logical districts within the neighborhood. Two existing major streets, S. 38th St and S. Pine St, bisect the neighborhood into quarters. Each quarter’s size is equivalent to roughly that of a five-minute-walk neighborhood, a nationally recognized smart growth principle for creating vibrant urban communities. A five-minute walk neighborhood is one in which it is possible to walk from the center to retail and services in about five minutes.

MEDIUM- AND LONG-TERM VISION MAPS

Public input demonstrates that there is generally strong support for the urban form concepts, but also that getting a neighborhood from here to there can raise questions and concerns. When you live and work in the...
neighborhood of today, it is difficult to envision significant changes.

To help people to understand how change would occur over time, both a short-term and a long-term version of the Vision Map were developed. Both integrate design ideas for streets, parks and open spaces, neighborhood districts and buildings intended to strengthen neighborhood identity, culture, economy, environmental quality and livability for area residents, businesses and users.

The medium-term Vision depicts the neighborhood largely as it could be not too many years in the future, retaining existing buildings with new buildings constructed on vacant sites and surface parking lots, and with new construction of only top-priority new street connections. The long-term Vision depicts more substantial change, including redevelopment of many areas and more new street connections. This level of change would occur only when the market supports major redevelopment.

Both Vision Maps are intended to be illustrative rather than directive. The long-term Vision Map includes alternative potential site development concepts for several larger sites in order to convey that intent. The neighborhood’s medium- and long-term Illustrative Visions are shown as Figures UF-1 and UF-2.

**GOAL UF-1**

**Establish a more coherent, cohesive, accessible neighborhood structure by implementing the six foundational elements of neighborhood urban form:**

1. Place-based character districts
2. Focused density & transition areas
3. Internal Loop Road & parks system
4. Complete & connected street network
5. Green infrastructure systems
6. Neighborhood edges & transitions

**1. Place-based Character Districts**

The character of each District is intended to reflect its historic roots, its physical characteristics, and the community’s desires for its future. While these characteristics may be promoted through City action, in many ways implementation depends on the degree to which property owners and developers perceive that they have value. Table UF-1 shows the factors that have influenced current urban form in the four districts.
Figure UF-1. Medium-term Illustrative Vision plan.
Figure UF-2. Long-term Illustrative Vision plan.
Table UF-1. Factors that have Influenced Current Urban Form

<table>
<thead>
<tr>
<th>District</th>
<th>Land Form</th>
<th>Land Use &amp; Character</th>
<th>Street Pattern</th>
<th>Block Size</th>
<th>Urban pattern</th>
</tr>
</thead>
<tbody>
<tr>
<td>Madison</td>
<td>Primarily flat with low slope on western edge near South Tacoma Way</td>
<td>Single-family, multifamily</td>
<td>Mostly neighborhood scale grid pattern with alleys</td>
<td>4–12 acres</td>
<td>Commercial on perimeter streets, single-family, townhouse, 3 &amp; 4 story apartments in internal area</td>
</tr>
<tr>
<td>Northwest</td>
<td>Primarily flat with steep slope on northern and western edges near South Tacoma Way</td>
<td>Regional commercial, heavy commercial/light industrial and public facilities</td>
<td>Large-block grid</td>
<td>1–25 acres</td>
<td>Dispersed development</td>
</tr>
<tr>
<td>Lincoln Heights</td>
<td>Hilly with steep slope on northern edge. Bounded by I-5 to east.</td>
<td>WW2 1–3 unit residential, big box development</td>
<td>Discontinuous curvilinear street pattern</td>
<td>2.5–35 acres</td>
<td>Small residential, large commercial areas and large publicly owned sites</td>
</tr>
<tr>
<td>Mall</td>
<td>Flat commercial areas with retaining walls on 47th/48th and Pine St. perimeter, Dogwood hill with regional views.</td>
<td>Regional mall, big box retail, hill in center, dispersed residential, some undeveloped land on Dogwood Hill.</td>
<td>Discontinuous public streets, informal circulation in Mall area proper</td>
<td>1–50 acres</td>
<td>Large commercial buildings &amp; parking, large and small-format retail areas and limited residential development</td>
</tr>
</tbody>
</table>

**ACTION UF-1**

Establish four neighborhood character districts based on the quarter-mile-walkable neighborhood concept and the distinct quadrants defined by S. 38th and S. Pine Streets.

Desired features common to all character districts:
- completed street network
- distinctive urban infrastructure
- parks & public places
- increased tree canopy
- internal Loop Road
- development oriented to streets, parks and public places
- structured parking with new development
- modern, contemporary building types, forms and materials
- contemporary signage

Characteristics specific to individual districts:
- topography
- land use pattern
- street and block pattern
- building types and scale
- gradations in height, scale and form
- character of local parks
- green stormwater infrastructure
- job types
- housing types
Table UF-2. District Character Vision

This vision is intended to reflect and build upon the assets of each district to inspire creative thinking about future development opportunities.

<table>
<thead>
<tr>
<th>DISTRICT</th>
<th>Land Use Character</th>
<th>Public Land Uses</th>
<th>Development Types</th>
</tr>
</thead>
<tbody>
<tr>
<td>Madison</td>
<td>The Madison District is envisioned to continue to contain mixed-use areas and a residential neighborhood with a mix of housing options, anchored around new public park/community facilities and with improved streetscapes and green stormwater infrastructure.</td>
<td>The Madison School site serves as a neighborhood center, potentially as a mixed-use public campus with recreation, gardens, a public gathering place, school and other public facilities. The Tacoma Cemetery and the greenbelt along South Tacoma Way provide a forested edge to the south and west.</td>
<td>Within the residential core of the district: Townhouses, low- to medium-density multifamily housing including Urban Flats and Courtyard Housing, Duplex and Triplexes. Along the edges: Medium-density multifamily and Mixed-Use development.</td>
</tr>
<tr>
<td>Northwest</td>
<td>The Northwest District is envisioned as a hub of commercial activity, warehouses and light industrial buildings connected by pedestrian-oriented streets and public spaces, with the potential for mixed-use or multifamily in the future.</td>
<td>The Loop Road traverses along the bluff. A potential walking corridor connects the District to South Tacoma Way below, traversing a series of public spaces furnished with elements of a “stormwater pathway.” A local green on the Loop Road provides a gathering place, open space, play features and hosts local events.</td>
<td>Commercial, office, mixed-use, residential, with the tallest buildings generally closer to Pine and S. 38th Street, interspersed with light industrial and mixed-use buildings in areas closer to South Tacoma Way.</td>
</tr>
<tr>
<td>Lincoln Heights</td>
<td>The Lincoln Heights District is envisioned to continue to provide shopping and employment opportunities, with a core residential area that is preserved and strengthened.</td>
<td>Discontinuous and curvilinear streets. The Loop Road is a walking, biking and green street linking local parks. Lincoln Heights Park and other local parks provide neighborhood gathering places, open space and play features.</td>
<td>Townhouses, Urban Flats, Duplex and Triplex in the residential area with commercial mixed-use development on the perimeter. Government and light industrial uses share the area north of S. 35th Street.</td>
</tr>
<tr>
<td>Mall</td>
<td>The Mall District is planned to continue and expand its retail destination role, and to become a “mixed-use town center” with a full complement of entertainment and cultural destinations. This District is envisioned to have the most and broadest range of mixed-use urban infill.</td>
<td>Small green spaces and plazas accentuate corners and changes in the grid. A park on the top of the hill provides an urban refuge among large trees with views in all directions to the immediate surroundings, tree-lined vistas and the Cascade and Olympic Mountain ranges.</td>
<td>Regional retail, commercial mixed-use, big box mixed-use with structured parking, residential mixed-use, civic, medical, educational and cultural facilities.</td>
</tr>
</tbody>
</table>
Figure UF-3. Proposed Character Districts map.
ACTION UF-2

Foster district identities that respond to conditions, opportunities and interests of stakeholders in each district and are consistent with the community character envisioned for the entire neighborhood.

Figures UF-4 through UF-7 provide character sketches of each district intended to illustrate development potential and urban design opportunities.

2. Focused Density and Transition Areas

Much of the Tacoma Mall Neighborhood currently has a suburban development pattern with relatively low development intensities and low-scale buildings. This plan provides guidance to strategically transition the neighborhood to a more urban development pattern, with areas of focused density that have higher development heights and larger-scale buildings, and transition areas between these and lower-height areas. By directing the majority of new growth to focused density areas the City can leverage near-term development activity to create urban nodes that catalyze the transition of the neighborhood from suburban to urban.

The highest height limits are proposed in the Tacoma Mall District and along S. 38th and S. Pine Streets, the major thoroughfares through the neighborhood. Adjacent areas are generally planned for moderate- to high heights, stepping down from the urban core and providing transitions to lower-height areas. See the Land Use Chapter for the land use, zoning and heights planned for regulating the neighborhood’s urban form and scale.

Figures UF-8 through UF-10 also illustrate neighborhood transitions. Figure UF-8 shows the existing development pattern that has occurred under current zoning in the area around South Pine Street south of 38th Street, with no transitions among land uses, building types and scales. This lower-density dispersed development pattern contributes to lack of identity of place, limiting mobility and options for community return on investment. Figure UF-9 shows the mix of uses, building types and scales that could occur in the same area under development regulations that were in place prior to adoption of the Subarea Plan. Figure UF-10 illustrates a conceptual organized, cohesive development pattern that builds a recognizable urban form, manages traffic, circulation and parking more effectively and provides building scale and form transitions as envisioned under the proposals.
Figure UF-4. Madison District character sketch.

Figure UF-5. Northwest District character sketch.

Figure UF-6. Lincoln Heights District character sketch.
Figure UF-7. Mall District character sketch.

Figure UF-8. Madison District existing zoning scale transition sketch.

Figure UF-9. Madison District existing potential zoning scale transition sketch.
**Action UF-3**

Update City zoning to implement the focused density and transitions concept, including the near-term package of zoning and height changes.

**Action UF-4**

Create a neighborhood “mixed-use town center” in the Mall District, with a potential high-capacity transit station location, and a full mix of land uses.

**3. Internal Loop Road & Parks System**

The proposed Loop Road shown in Figure UF-11 will provide a broad 2-1/3-mile-long corridor of urban greenery, significant tree canopy, open space and habitat that is served by green stormwater infrastructure and festival street sections.

The Loop Road connects the four character districts and links the parks in the proposed conceptual future parks system. Designed for walking, bicycling and slow vehicular traffic, the Loop Road provides a unique neighborhood feature that builds connections, character and identity. The Loop Road and parks system can be leveraged to improve livability, social interactions, and quality of life and provide a catalyst for infill and redevelopment.

**Action UF-5**

Develop and implement a Master Plan for the entire Loop Road reflecting its urban design, transportation and catalytic objectives.

The Loop Road will be designed to include common features and specific characteristics for the four character district segments. The Master Plan should ensure that the
Loop Road functions as a linear public green space, links character districts and the proposed parks system, includes trees and green stormwater infrastructure, minimizes location on steep slopes to promote walkability for people of all abilities, includes the potential for festival street sections, and supports community and economic goals and multimodal mobility.

4. Complete & Connected Street Network

In the 1950s much of the neighborhood was platted with a system of streets and blocks similar to those of the Madison District and the system that still exists east of the neighborhood across I-5. The original street pattern of the Lincoln District is less apparent. (The typical historic block size in the Madison District, Downtown Tacoma and other neighborhoods is 4.5 acres. Block sizes for older city districts range from 2.5 to 4.5 acres).
Roughly one-quarter of the original neighborhood street grid remains. The bulk of the neighborhood comprises large blocks and parcels assembled through street vacations for large scale commercial and residential development and serviced by a discontinuous street pattern. Current block sizes vary from approximately 2 to 27 acres.

Optimal typical “walkable urban block” sizes are 2–3 acres. Areas with this block size have high “intersection density” (a regularized system of connected streets with four-way intersections).

The completed street, bicycle and pedestrian networks shown in the Illustrative Vision Maps are designed to provide a compact and walkable block structure that improves access to properties, development sites and the larger neighborhood. The finer grain of streets will reduce walking times, improve connectivity and enliven the neighborhood with increased access to businesses, residences and mixed-use areas. Implementation of the network will also result in lower congestion at major intersections.

ACTION UF-6

Create a complete and connected street network through both catalytic public investments and private actions as development occurs.

5. Green Infrastructure Systems

The Subarea Plan envisions changes to urban form and mix of land uses that will improve the natural environment, including installation of green stormwater infrastructure, development of new parks and open spaces, increasing tree cover and expanding the pedestrian and bicycle network. These changes will be to improve water quality by increasing the amount of pervious and vegetated areas that absorb and filter surface water runoff and recharge the South Tacoma aquifer. Other benefits will include improved air quality, reduced vehicle use/emissions, expanded wildlife habitat and visual access to trees and landscaping which are aesthetically pleasing and have also been found to improve mental health.

The Tacoma Mall Neighborhood lies in the Thea Foss and Flett Creek water basins, which drain into the Puget Sound. The area-wide stormwater strategy improves water quality, reduces flooding, provides urban design amenities and significantly improves street design, appearance and function.

Substrate investigations and urban stormwater modeling identified areas best suited for green infrastructure
systems. These lie primarily in the Madison, Northwest and Lincoln Heights Districts where many neighborhood streets currently flood or lack surface water management infrastructure.

Strategic leveraging of stormwater projects enables the City to fund and achieve multiple neighborhood goals with individual projects, such as providing complete street improvements to include improved curb or storm inlets, gutters, sidewalks, greenery and environmental health.

![Photo UF-3. Green stormwater infrastructure.](image)

**ACTION UF-7**

*Design and implement the Subarea Plan area-wide stormwater management, parks and open space, and tree canopy cover strategies.*

**6. Neighborhood Edges & Transitions**

The neighborhood is physically separated from the surrounding areas by the bluff above South Tacoma Way, SR-16, I-5, topography changes to the south and the Tacoma Cemetery. Despite these physical separations, neighborhood edges and entries are ambiguous.

The edges of the Tacoma Mall Neighborhood provide opportunities to indicate passage into the neighborhood and to support neighborhood identity. Edges also present opportunities to create smooth transitions to adjacent...
areas, so that the neighborhood is in harmony with its surroundings and neighboring residents, businesses and property owners.

**ACTION UF-8**

Implement signage, public art, landscaping and other strategies to clarify neighborhood edges, identify entry points, support neighborhood identity and provide transitions.

**CONTEMPORARY TRANSIT-READY COMMUNITY**

The Tacoma Mall Neighborhood, as a Regional Growth Center within the Sound Transit taxing district, is a likely candidate for future high-capacity transit service. High-capacity transit stations are most successful on both a local and a regional basis when they are supported by an urban form that provides direct access to high concentrations of riders in a pedestrian-friendly environment.

This Subarea Plan identifies a general area for a new potential high-capacity transit station location nearer to the center of within the Tacoma Mall Neighborhood. The Plan calls for a range of actions to make the neighborhood transit-ready, particularly through pedestrian-friendly streetscapes and building design. In addition, the Plan seeks to foster the high-amenity urban services and transportation and housing options preferred by people who choose to live near transit stations.

**GOAL UF-2**

Transition to a contemporary, self-sufficient, well-connected neighborhood that has employee, resident and visitor activity to support high-capacity transit.

**ACTION UF-9**

Plan for a high-capacity transit station and transit-oriented development in a central location in the neighborhood that supports both Subarea Plan and transit goals, and implement the plan with transit partners.
Consider federal funding agency and transit station area location criteria to identify the most beneficial locations, such as:

- high percentage of developable land
- market potential for development
- mixed-use, multifamily, commercial and institutional zoning
- low percentage of fixed land uses such as industrial, military, critical areas, parks and open space, water bodies, major right of ways or other major barriers
- station area and program access characterized by Central Business District or medium- to high-density station typologies
- high pedestrian and bicycle facilities network connectivity and access
- high level of supporting transit network integration such as intermodal facility/transit hubs at stations, local and regional bus connections
- parking facilities, depending on location and transit agency policy
- drop-off/pickup improvements

While light rail is desired, Bus Rapid Transit (BRT) provides a viable high-capacity transit option to light rail that is less costly and can be developed and operational in a shorter time. As one of the most sustainable ways to transport residents quickly, efficiently, and safely, a high-speed BRT system often travels in dedicated lanes and routes. Benefits of BRT include:

- relatively rapid implementation when compared with light rail technologies
- frequent headways, in some places every 5 minutes
- dedicated bus lanes provide travel time savings
- same station area amenities as light rail
- more-closely placed stations
- level boarding eliminates need for lifts
- reduction of greenhouses gases and local air pollution
- increased housing affordability by alleviating the need for individual car ownership and parking costs
- traffic safety improvements
- increased physical activity
- improved property value
- catalyst for development

Photo UF-4. Renton Transit Center.

Figure UF-12. Proposed high-capacity transit center location.
REFERENCES

City of Tacoma, 2015, Transportation Master Plan.


LAND USE

CHAPTER 4

Tacoma Mall Neighborhood Subarea Plan
LAND USE GOAL

Transition the Tacoma Mall Neighborhood into a dense, compact urban mixed-use district with the capacity to accommodate a substantial share of regional growth and with standards that ensure that development contributes to the public realm.

INTRODUCTION

The land uses and developments permitted in the Tacoma Mall Neighborhood shape its structure, function and character—past, present and future. For this reason, the City’s land use and zoning regulations are key tools for implementing the vision, goals and actions of this Subarea Plan. They also ensure adequate land development capacity to accommodate population and employment growth targets for the neighborhood.

LAND USE AND URBAN FORM

Land use, transportation and parks are integrally linked in the urban environment. The “public realm” of a city comprises the interrelationships of the circulation system (streets, trails and paths), parks and public places. “Land use” involves the use of properties, both publicly and privately owned. The design and interaction of the public and private realms creates the desired vision for the neighborhood. Land use and property access are inextricably linked to transportation. This chapter is primarily about land use and the proposed development regulations and guidelines that regulate land use and its relationship to the proposed neighborhood street system.
EXISTING LAND USE & DEVELOPMENT PATTERNS

As described in Chapter 2, urban development occurred in the neighborhood starting in the late 1800s, and the land use patterns and buildings in the neighborhood reflect different periods. The development of the Tacoma Mall, residential neighborhoods in the Madison and Lincoln Heights Districts, and the industrial corridor along South Tacoma Way have greatly influenced land use patterns. In general, existing land use patterns have low to moderate intensities and are auto-oriented, though the Madison District has a more pedestrian-oriented land use pattern due to its traditional street grid. Higher-density multifamily development has occurred recently near the Tacoma Mall.

Existing land uses are shown in Figure LU-1. Overall, the neighborhood has a mix of uses, with concentrations of commercial, residential and industrial distributed in separate areas within the neighborhood. Commercial retail is one of the primary land uses and includes small- and large-format retailers. Retailers are primarily located near the Tacoma Mall and major roads such as S. 38th and S. Steele Streets. Commercial office uses are interspersed with retail in several areas. Industrial uses, including warehousing and manufacturing, are predominantly located in the western and northern portions of the Center near South Tacoma Way. Residential uses are concentrated in the Madison and Lincoln Heights Districts and are mixed with commercial uses in the Mall District.
Figure LU-1. Existing land uses in the Tacoma Mall Neighborhood.
ZONING CONTEXT

In 1995, in response to the newly adopted Growth Management Act, the City of Tacoma designated the Tacoma Mall a Mixed-Use Center and adopted zoning regulations supporting the designation. The zoning adopted at that time established the land use framework that is still in place today, although there have been updates since. Officially the Tacoma Mall Regional Growth Center (RGC), the majority of its zoning allows for zero lot line buildings as high as 60–75 feet, with an option for 120 feet in most of the Center. This zoning is intended to allow and promote transit-supportive densities as well as provide a mechanism, through the height bonus option, to help conserve regional farms, forests, and City open space and historic structures.

Significant development and change has occurred since 1995, particularly in the Madison District and portions of the Mall and Lincoln Heights Districts. During the same period, much of the Center remained largely unchanged. These facts point to opportunities to improve land use and zoning frameworks. This Subarea Plan further refines the land use and zoning framework to better support the Regional Growth Center vision. The first code changes adopted with the plan do not radically change the zoning framework but rather address specific issues identified through the public process. Future zoning changes could go further to reshape how the City reviews development through a new emphasis on design.
CURRENT ZONING

The existing zoning districts apply to several of the City’s mixed-use centers. While many current regulations are appropriate to implement the neighborhood vision in the near term, refinements are needed in order to enact the vision.

Zoning updates would reflect the following characteristics:

• Development capacity far exceeds market demand. This results in a dispersed development pattern that produces a lower capture of investment than what could potentially be achieved.
• The code supports a single scale, which is inconsistent with the goals of District character distinctions and transitions between Districts.
• Mechanisms are lacking for making and managing transitions in existing residential areas.
• No clear approach exists for transitions between light industrial and residential/industrial or residential/commercial mixed-use.
• Townhouse and multifamily standards do not do enough to ensure pedestrian-oriented design.
• The current street system, block sizes and parcel configurations do not support the envisioned walkable, permeable network in some areas.
• Site access to utilities and garbage collection has sometimes been poorly located.
• Limited design direction yields a generic product.
Limited green features can be found in residential areas.

Land use and zoning changes are phased in recognition that development potential is not uniform throughout the Tacoma Mall Neighborhood. Whereas some areas have already seen significant development, it may be some time before others do.

**FUTURE LAND USE & DEVELOPMENT PATTERNS**

This Subarea Plan envisions a future mixed land use and development pattern that builds on existing strengths in urban form; supports the vision for the four character districts; concentrates highest-intensity development in the core of the neighborhood and provides scaled transitions to less intense areas; and is cohesive, compact and pedestrian friendly.

**DEVELOPMENT CAPACITY**

The zoning requirements for Regional Growth Centers require the adequate provision of capacity for planned growth. Neighborhood zoning designations (Figure LU-2) provide development capacity adequate to accommodate neighborhood growth targets of approximately 8,900 new residents and 8,400 new jobs by 2040. The former zoning designations provided capacity for nearly 50,000 additional people and 45,000 additional jobs (Pierce County Buildable Lands Report, 2014). Subarea Plan zoning designations scale back allowable land use intensities in certain areas to support the urban structure envisioned in the plan while still providing ample development capacity to meet future growth. Under the revised zoning, development capacity is now nearly 60,000 additional people and 75,000 additional jobs.

**CHARACTER DISTRICTS**

As discussed in the Urban Form chapter, the Tacoma Mall Neighborhood contains four distinct districts with their own mixes of land uses, design characteristics, street patterns and topography. When growth reflects and contributes to those distinctions, it is likely to heighten the district’s overall cohesiveness and foster a distinct yet connected identity. For people to envision the future shapes of the districts, the City developed future scenario concepts for each. Development and change certainly may take courses that were not anticipated during the planning process, and therefore the Character Districts envisioned here are simply templates to inspire and guide the development and design choices in each district. These concepts are also

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**Mixed-Use Benefits**

Mixing diverse land uses in a compact built environment can encourage the use of alternative transportation, improve air quality and promote social interaction. Research evidence shows a strong relationship between land use and health. (Frank, 2006 and Barton, 2009)
Figure LU-2. Zoning Capacity

Figure LU-3. Existing development with proposed zoning capacity
partly integrated into zoning and other areas, such as transportation project design, within the City’s sphere of influence.

**DEVELOPMENT REGULATIONS**

The City Code’s development regulations, including land use and zoning designations and development standards, control the land uses that can be built in specific areas. Development regulations in place prior to the Subarea Plan are described in the Plan’s Environmental Impact Statement and were updated upon adoption of the Subarea Plan and associated ordinances. Some code changes adopted with the Subarea Plan apply specifically to the Tacoma Mall RGC, whereas others are appropriate for additional neighborhoods and applied more generally.

Recommended code updates include high-priority changes intended to ensure that near-term development actions would be generally consistent with the Subarea Plan and would not preclude implementation of future implementation actions.

The key concepts for code changes are summarized below. See Appendix LU-1 Code Changes Appendix for specifics of the proposals.

**GOAL LU-1**

*Ensure that future development is at a scale and intensity consistent with growth targets and contributes to a*
coherent and consistent urban form, connectivity and land use patterns.

**ACTION LU-1**

Adopt and continue to refine land use and zoning requirements to create transitions in scale between core, transition and residential areas, including the proposed package of near-term code updates.

The draft Subarea Plan includes a package of land use, zoning and height changes intended to catalyze high-density development consistent with the Regional Growth Center policies, support green stormwater, urban design, transportation, livability and other goals. During the planning process, several key concepts that emerged were integrated into the zoning district boundary and height changes summarized below. Proposed changes are intended to accomplish the following:

- Manage transitions and focus growth by establishing gradations in permitted height.
- Establish multifamily residential/green infrastructure areas in Madison and Lincoln Heights.
- Limit residential development in close proximity to Interstate-5 due to air quality concerns.

Note: The Planning Commission has developed two alternative zoning approaches for the Madison District. Both alternatives are included in the public review draft with the intent of soliciting public input. Only one of these will be adopted by the City Council. The alternatives are further described in Appendix LU-1.

**ACTION LU-2**

Update and continue to refine the list of permitted land uses to provide broad flexibility while ensuring that new land uses are consistent with urban form goals.

A review of currently permitted commercial and industrial land uses identified opportunities to better support the Subarea Plan goals or to remove restrictions that are not necessary to meet those goals.

**ACTION LU-3**

Adopt and continue to refine a Large Parcel Connectivity Plan requirement to provide for new connections via private property when major redevelopment occurs.
Figure LU-6. Proposed Zoning.
This proposal would require new street and pedestrian connections with major development activities on large blocks that lack through connections. Connectivity and a completed street network are foundational elements of neighborhood form, and are essential to increasing transportation choices (see the Urban Form and Transportation Choices chapters).

In association with the Subarea Plan transportation analysis, the City identified three tiers of new connections ranked by their importance to the overall transportation system. The Priority New Connections Tiers system is integrated into the Connectivity Requirement and indicates the degree of flexibility in design and alignment for new street connections:

- **Tier 1 Connections** with specific design and location requirements that are critical for the transportation network to handle growth
- **Tier 2 Connections** that create alternative routes to existing major arterials and establish an urban street network framework of approximately 600 x 600 feet
- **Tier 3 Connections** that achieve site access and system connectivity and that promote transportation mode shift

The location of Tiers 1 and 2 are delineated in Figure LU-7—Proposed Street Network Tiers. Tier 3 connections are established through required connectivity plans and must conform to the connectivity standards specified in Appendix LU-1.
Figure LU-7. Proposed Street Network Tiers.

Tier One

Tier Two
URBAN DESIGN

Urban form, building design, public places and quality infrastructure (public and private) are the key components of urban design. Chapter 3 lays out the vision for the cohesive neighborhood structure needed to support infill and development. This chapter adds design direction and code requirements to ensure that site and building development further support the neighborhood vision.

The Subarea Plan code changes will enable the City’s capacity to guide and improve the design quality of streets, public places and buildings. In addition, the City is currently developing proposals for an Urban Design Studio that will identify additional urban design tools. This would be particularly relevant in the Mall Neighborhood.

ACTION LU-4

*Improve the City’s capacity to promote design objectives through development of a design review program with specific guidance for this neighborhood to promote attractive, contemporary building forms, design and materials that provide a vibrant, urban experience.*

GOAL LU-2

*Ensure that site and building design of new development is consistent with the Tacoma Mall Neighborhood vision and urban form goals, with a particular emphasis on creating an inviting atmosphere for pedestrians.*

ACTION LU-5

*Update and continue to refine commercial and residential site design, building design and landscaping standards, including the proposed near-term updates, to ensure that future development contributes to an attractive, pedestrian-oriented environment.*
NEAR-TERM UPDATES:

**Drive-Through Design Standards**

Increase design requirements applicable to drive-throughs to better integrate them into the Tacoma Mall Neighborhood and reduce impacts to the pedestrian environment.

![Photo LU-7. Vegetative screen drive-through.](image)

**Townhouse & Multifamily Design Standards**

Modify the City’s existing townhouse design standards to promote consolidated locations for garbage collection, enhance requirements for pedestrian entrances and design features oriented toward the street, and limit townhouse front doors facing alleys.

**Minimum Residential Density Flexibility**

Relax existing minimum density requirements in some areas, in order to allow single-family housing infill on existing, developed sites that does not fully comply with minimum density requirements.

**Landscaping**

Require street tree planting for 2 and 3-family development, and add a multifamily tree canopy coverage requirement within the Madison and Lincoln Heights residentially zoned areas in order to promote an attractive residential character and meet environmental goals.
ACTION LU-6

Adopt and continue to refine Pedestrian Street designations to establish the corridors where pedestrian environment is a higher priority.

This action adds streets to the City’s existing Pedestrian Street designations. Street design and building design work together to shape the pedestrian environment. Pedestrian
Figure LU-8. Pedestrian Streets.
Streets designated in the Land Use Code call for building and site design features that enhance the pedestrian environment.

**ACTION LU-7**

Update and continue to refine the City code related to the environment and stormwater to promote innovation and provide for a safe and healthy environment, including near-term updates.

**South Tacoma Groundwater Protection District**

Minor revisions to the South Tacoma Groundwater Protection District (STGPD) regulations in order to clarify current circumstances and requirements for stormwater infiltration within the STGPD.

**GOAL LU-3**

*Provide height and development incentives encourage the provision of public benefits and innovation with development proposals.*

**ACTION LU-8**

Update and continue to refine the Height bonus options in the Mall Neighborhood to reflect community priorities.

**ACTION LU-9**

Establish and continue to refine an optional Development Regulation Agreement process for larger parcels providing public benefits, with criteria tailored to the Mall Neighborhood.

**REGIONAL GROWTH CENTER BOUNDARIES**

The Regional Growth Center boundary currently runs south and west of S. Tacoma Way, and thus the area proposed for incorporation into the RGC is light industrial (M-1). It is also within the South Tacoma Manufacturing/Industrial Center. Since designating the center in 1995, the City has shifted the boundary between the center and the industrial area south and west of South Tacoma Way (the currently proposed boundary). It originally encompassed the entire area now proposed for inclusion in the Center. However, current land use patterns are mixed, and the current boundary ignores topography. An existing grade change could serve as a natural transition from urban mixed-use and commercial to light industrial. These factors make the transition area ambiguous and contribute in some areas to an under-utilization of land within that area.
It is difficult to predict today how future development will trend in the transition area. In some locations, there are established light industrial uses, while in others the character more closely reflects the urban development patterns within the current RGC. In its current configuration, there is little opportunity to provide a meaningful land use and character transition between the Tacoma Mall Regional Growth Center and the South Tacoma Way Regional Growth Center. Furthermore, though there is a mix of residential, commercial and light industrial uses, existing regulations lack design controls which could help these uses coexist in a complementary manner.

With proper design standards, these land uses can be complementary and contribute to a unique urban character. The RGC expansion allows a broad range of land uses while ensuring more compatibility through application of the Mixed-Use Centers design standards.

**GOAL LU-4**

*Clarify distinctions and strengthen transitions between the Regional Growth Center and South Tacoma Way Manufacturing and Industrial Center boundaries.*

**ACTION LU-10**

*Revise the RGC boundary to transition between the mixed-use Tacoma Mall Neighborhood and the industrial character of the Manufacturing and Industrial Center.*
Figure LU-9. Proposed Tacoma Mall Neighborhood RGC boundary
INDUSTRIAL LAND

Expanding the Tacoma Mall Neighborhood’s RGC boundary as shown in Figure LU-4 would reduce the City’s total industrial-zoned land. The majority of land in the RGC’s proposed 116-acre expansion is currently zoned M-1. Of this, 82 acres are part of the South Tacoma Manufacturing/Industrial Center. The Subarea Plan proposes to rezone these lands to Urban Center Mixed-Use (UCX) and Commercial Industrial Mixed-Use (CIX) zoning designations.

The City currently has sufficient industrial land capacity. According to analysis conducted by the City in 2013, the Tideflats Manufacturing/Industrial Center has capacity for 57,800 jobs and the South Tacoma Way Manufacturing/Industrial Center has capacity for 22,300 jobs. Each of these centers is targeted for 7,600 jobs by 2040, well within available capacity. The South Tacoma Way Manufacturing/Industrial Center is 690 acres, and rezoning 82 acres for other neighborhood uses would not be a major reduction in size. Furthermore, the CIX zoning designation does not directly reduce industrial capacity since light industrial land uses are permitted within that district.

COLLABORATIVE APPROACH

Development regulations are a tool that cities can use to try to direct growth, which can have significant impacts on the future use of property. Therefore, they must be thoughtfully constructed to avoid negative impacts to current businesses and activities. Federal law protects property owners by prohibiting taking of private property without just compensation. Ultimately, it is property owners and business investment that can transform future visions into realities. Tacoma is committed to working collaboratively with property owners and developers to achieve the mutual interests of the whole community.

The City recognizes the limitations of public planning processes to foresee the shape of future development with any precision. The land use and zoning framework has been crafted to be directive only as necessary to achieve the Subarea Plan vision, and otherwise to leave flexibility for property owners, businesses and developers to pursue their own vision for the future of their property.
GOAL LU-5
Establish collaboration and dialogue with neighborhood stakeholders to promote ongoing improvements to the City’s development review processes.

ACTION LU-11
Engage broadly with stakeholders to consider additional steps in the future as the neighborhood grows.

In the future the City may consider further code changes to achieve the community’s vision for the neighborhood. A more comprehensive future update could provide greater efficiency and effectiveness in accomplishing the objectives of the Subarea Plan. Recommended elements for this code update include:

- a hybrid form-based code for the neighborhood
- streamlined bulk and materials standards that support a more modern, contemporary, Northwest design aesthetic
- updated bonuses for high priority urban structure elements such as street and pedestrian connections and parks
- an overlay district for a future high-capacity transit station

PERFORMANCE MEASURES

- Activity units (AUs) per acre. Regional Growth Centers are required to plan for a minimum 45 AUs/acre by 2040.

REFERENCES

Barton, Hugh, September, 2009, Land Use Planning and Health and Well-being, Land Use Policy 26S S115–S123, Available at:


Frank, Lawrence; et a., 2006, Many Pathways from Land Use to Health: Associations between Neighborhood Walkability and Active Transportation, Body Mass Index, and Air Quality, Journal of the American Planning Association, Vol 72, Issue 1, Available at:

CHAPTER 5

HOUSING

Tacoma Mall Neighborhood Subarea Plan
CHAPTER 5

HOUSING

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Housing Affordability
Performance Measures
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HOUSING QUALITY BENEFITS

Improvements in housing quality can promote general and mental health. Making housing affordable can address homelessness, reduce involuntary displacement and improve mental well-being. (Corporation for Supportive Housing, 2014; Robert Wood Johnson Foundation, 2011; America’s Essential Hospitals 2014)

HOUSING GOAL

Ensure a wide range of quality housing types and costs are available to meet the diverse needs of residents at different stages of their lives, with small and large household sizes, and with different cultural and socioeconomic backgrounds.

INTRODUCTION

This chapter provides goals and actions for maintaining and expanding housing options in the Tacoma Mall Neighborhood. Access to housing provides the opportunities and security that people need to live healthy and successful lives. Cities can influence housing markets using tools such as development regulations, financing options and partnerships, though many aspects of markets are outside their control.

This chapter provides a framework for supporting a fair and equitable housing market in the Tacoma Mall Neighborhood consistent with guidance provided in Chapters 4—Land Use and 8—Community Vitality, the Housing element of the City of Tacoma’s Comprehensive Plan, and regional policy guidance.

Table H-1. Housing Units by Type

<table>
<thead>
<tr>
<th>TYPE</th>
<th>PERCENTAGE, ALL HOUSING UNITS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Multifamily</td>
<td></td>
</tr>
<tr>
<td>Low-Rise Apartments (3 stories or fewer)</td>
<td>44</td>
</tr>
<tr>
<td>Mid- to High-Rise Apartments (4 stories or more)</td>
<td>26</td>
</tr>
<tr>
<td>Multifamily 4–8 Units (2 stories or fewer)</td>
<td>6</td>
</tr>
<tr>
<td>Total Multifamily</td>
<td>76</td>
</tr>
<tr>
<td>Single-Family</td>
<td></td>
</tr>
<tr>
<td>Duplex/Triplex</td>
<td>13</td>
</tr>
<tr>
<td>Detached</td>
<td>8</td>
</tr>
<tr>
<td>Townhome</td>
<td>3</td>
</tr>
<tr>
<td>Total Single-Family</td>
<td>24</td>
</tr>
</tbody>
</table>

Source: Community Attributes, 2016
**HOUSING CHOICE**

The Tacoma Mall Neighborhood has roughly 1,900 housing units, representing about 2% of the City’s housing stock (PSRC, 2014). Over three-quarters are multifamily as shown in Table H-1. In the early- to mid-1900s, single-family detached was the primary housing built. Since then, multifamily housing and single-family attached housing types such as duplexes, triplexes and townhomes have become more common (CAI, 2016). Current City permitting trends indicate continued growth in multifamily housing. Housing stock is concentrated in the Madison and Lincoln Heights residential areas and portions of the Mall District. The Tacoma Mall Neighborhood has a longstanding reputation for moderately and affordably priced housing that has attracted many current residents to the area.

**GOAL H-1**

*Maintain and broaden the range of housing types within the neighborhood consistent with land use and urban design goals and growth targets.*

The land use and zoning designations described in Chapter 4—Land Use provide a framework for future development in the Tacoma Mall Neighborhood. They ensure sufficient development capacity to meet the City’s 2040 housing growth targets. The transit-ready urban structure called for in Chapter 3—Urban Form, and the complete neighborhood services and amenities called for in Chapter 8—Community Vitality, promote expanded urban housing options with lower transportation costs. This includes a wide range of housing types to meet the needs of Tacoma Mall Neighborhood residents of different ages, family sizes, income levels and housing preferences.

**ACTION H-1**

*Take steps, including zoning and design standard updates and proactive infrastructure development, to promote attractive, healthy and livable housing and mixed-use development consistent with the neighborhood vision.*

The Madison and the Lincoln Heights Districts are the two established residential neighborhoods within the Tacoma Mall Neighborhood. The Madison neighborhood has existed since the early 1900s. Over time, the mix of housing types has developed to include single-family detached and attached homes, low-rise apartments and group housing for seniors. The Lincoln Heights neighborhood, developed following World War II, is characterized by modest
single-family detached and attached homes. It was partially redeveloped with commercial and public uses, such as Costco and Police Department facilities, but a core residential area remains centered around Lincoln Heights Park. The zoning designations called for in Chapter 4—Land Use are designed to preserve these areas as residential districts within the Tacoma Mall Neighborhood.
ACTION H-2

Use a variety of incentives and regulations to promote incorporation of public benefits including community spaces, green features and other amenities within housing developments.

HOUSING AFFORDABILITY

Housing costs in the study area are low compared with those of the City and Pierce County, with 84% of housing units costing below $1,500 per month, compared with 66% in the City and 60% in the County (CAI, 2016). The majority of residents rent, with approximately 17% owning homes. Most renters pay under $1,000 per month in combined rent and utility payments (PSRC, 2014). Average rental rates could increase in the future with the addition of new luxury apartment developments such as the Pacifica and the Apex.

Despite comparatively low housing costs, nearly half of residents are cost burdened. Neighborhood average income levels are lower than those in the City and County, and roughly a quarter of households in the study area are below the poverty level (PSRC, 2014).

The generally accepted definition of affordability is that a household spends no more than 30% of its annual gross income on housing, including utilities. Beyond this level, a household is considered cost burdened. As shown in Table...
H-2, 46% of study area households spend more than 30% of their income on housing. Of that 46%, over half spend more than 50% of their income on housing. This suggests the need for additional affordable housing in the study area, including housing affordable for very-low-income households, defined as households that earn less than 50% of Area Median Income (AMI). Career development and family support services in the study area may also need to be increased.

Table H-2. Income Spent on Housing

<table>
<thead>
<tr>
<th>Housing Costs as % of Gross Income</th>
<th>30% or Less</th>
<th>30%–50%</th>
<th>&gt; 50%</th>
<th>Not Computed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Percentage of Households</td>
<td>48</td>
<td>19</td>
<td>27</td>
<td>5</td>
</tr>
</tbody>
</table>

Source: PSRC Regional Centers Monitoring Report, 2014

With growth and rising housing costs in Tacoma and the region, housing costs are likely to increase over time in the Tacoma Mall Neighborhood even if the area remains affordable compared with the rest of the region. Furthermore, the neighborhood improvements and investments called for in the Plan could ultimately contribute to such an increase while also improving livability and opportunities for residents. As a result, proactive steps are needed to prevent involuntary displacement of low- and very-low-income households.

Photo H-4. Accessible townhouses.
GOAL H-2

Maintain a range of affordable housing costs in the neighborhood.

The City of Tacoma has adopted strong policy guidance to promote a mix of housing costs and types in each neighborhood. City and regional policies include guidance for providing access to affordable housing in the Tacoma Mall Neighborhood. Policy H-4.2 of Tacoma’s 2040 Comprehensive Plan calls for at least 25% of City housing growth to be affordable for households earning 80% of AMI or less. This is consistent with the Pierce County Countywide Planning Policies and Multi-County Planning Policies in the Puget Sound Regional Council’s Vision 2040. Given the neighborhood’s population growth targets, roughly 1,000 of the new housing units constructed between now and 2040 would need to be affordable for households earning 80% of AMI or less. A significant proportion of households in the Tacoma Mall Neighborhood, however, earn less than 50% of AMI. These households are at higher risk of involuntary displacement, and specific focus is needed to address their needs.

The City can take a range of actions to promote housing affordability including planning, regulatory actions, and financing approaches to funding housing development. Because the great majority of housing is developed by public and private housing developers, City engagement with those housing partners is essential to achieving affordability goals.

ACTION H-3

Collaborate with housing partners to ensure that at least 25% of new housing is affordable for households earning 80% or less of Pierce County AMI and at least 12.5% is affordable to households earning 50% of AMI or less.

Potential actions could include incorporating further affordable housing incentives into Tacoma’s development regulations, identifying target markets and housing products that would be attractive to those markets and cost-effective for developers and housing partners to build, and identifying potential development sites.

ACTION H-4

Provide development incentives, including optional height bonuses, in exchange for incorporating affordable housing.
Chapter 5—Housing

Photo H-5. Internal court.

Photo H-6. Art benches kids.
ACTION H-5
Seek input to ensure that development standards make it simple and cost-effective to build attractive, contemporary housing units that are also affordably priced.

Currently, two developments offer affordable and special needs housing in the neighborhood—the Vintage at Tacoma and Cascade Park Gardens, with both located in the Madison District. The Vintage at Tacoma has 230 units for seniors over 55 years old, while Cascade Park Gardens has 114 units. In addition to providing affordable housing units for seniors, Cascade Park Gardens also offers memory care and assisted living services for people with disabilities. Although these residential communities provide affordable housing for seniors, securing affordable housing for residents in every age cohort is an important aspect of housing within the Plan.

ACTION H-6
Work with housing providers and partners to build and maintain very-low income and special needs housing.

ACTION H-7
Monitor neighborhood-wide housing costs and take action to ensure that at least 25% of housing units remain affordable to households earning 80% or less of Pierce County AMI and 12.5% are affordable for those earning 50% of AMI or less.

ACTION H-8
Work with housing partners to provide financial assistance to low- and very-low-income households who are struggling to stay in their homes.

The cost of housing is a neighborhood, citywide and regional issue. The Plan includes the specific steps listed above, operating at the neighborhood level. However, citywide action is essential for making a more significant positive impact on housing affordability. The City can consider a range of actions including zoning to promote housing development, incentives or requirements to incorporate affordable housing, and funding and financing options that create incentives, subsidize or fully fund affordable housing projects.

One tool currently used by the City is the Multifamily Tax Exemption (MFTE) program, which offers property tax
exemptions for multifamily projects—8 years for projects with market rents and 12 years for projects incorporating affordable housing. Action H-4 above links the 12-year MFTE program to an optional height bonus. The current MFTE program requires that 20% of new housing units are affordable for households earning up to 80% of AMI. As discussed above, in the Tacoma Mall Neighborhood the most pressing need is for households that earn less than 50% of AMI. To address this, future actions could modify the MFTE program to target those lower-income households or increase the required percentage of affordable units.

**ACTION H-9**

Initiate citywide actions to provide for a range of housing costs in the Tacoma Mall Neighborhood and citywide, including updates to affordable housing incentives and requirements and increased and new funding and financing tools.

PERFORMANCE MEASURES

- 25% of new construction is affordable for households earning 80% of AMI
- 12.5% of new construction is affordable for households earning 50% of AMI
- 25% of the neighborhood is affordable for households earning 80% of AMI
- 12.5% of the neighborhood is affordable for households earning 50% of AMI
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Vintage at Tacoma, August 2015, Personal communication with staff.
TRANSPORTATION

CHAPTER 6

TACOMA MALL NEIGHBORHOOD SUBAREA PLAN
TRANSPORTATION CHOICES GOAL

The Tacoma Mall Neighborhood offers a broad range of high-quality mobility options suitable for a compact, dense urban center and retail destination, including frequent and attractive transit service, safe and comfortable bicycle and pedestrian facilities and convenient vehicular access.

INTRODUCTION

Improving transportation choice in the Mall Neighborhood is a major need and a necessity for achieving the community’s goals for the neighborhood. Today the neighborhood is structured primarily for automobile travel, with gaps and barriers in the pedestrian system and few bicycle accommodations. The existing active transit center is located at the edge of the neighborhood, thus limiting ridership and development opportunities.

The Tacoma Mall Neighborhood Subarea Plan promotes sustainable development in a more compact urban form. This transition in the land use pattern can only be accomplished by a complementary redesign of the transportation system. The long-range goal of this reenvisioned transportation system is to redevelop today’s large auto-oriented blocks into an interconnected multimodal network and improve regional connections to support the area’s role as a Regional Growth Center (RGC).

Current travel patterns reflect the transportation system’s auto orientation. Current commute-mode shares in the Tacoma Mall area are 72% single-occupancy vehicles (SOVs), 8% high-occupancy vehicles, 5% transit, and 4% walk and bicycle. Of those trips, 11% were short internal vehicle trips. In other words, nearly three-quarters of all trips made to or from the Tacoma Mall Neighborhood are via the least-efficient and least-sustainable mode, SOV. The long-term vision for the Tacoma Mall Neighborhood paints a different and more desirable picture. Because vehicular travel will always play a substantial role in the area, this Plan envisions the transition to a multimodal network while still maintaining and improving vehicular capacity.
Investing in the transportation system will provide more travel choices for residents, employees, and visitors of the Tacoma Mall Neighborhood. The improved mobility choices will help attract high-quality mixed-use urban development that in turn supports further sustainable transportation gains. The Subarea Plan sets in motion this cycle of beneficial land use and transportation development. Greater transportation choices and a diverse mixed-use neighborhood are important characteristics sought by millennials and retiring baby-boomers, two of the fastest-growing demographic groups in the region.

While the Subarea Plan provides these benefits to the Tacoma Mall area, auto travel and truck access are still critical to the neighborhood’s success. With both neighborhood and regional traffic growth, access and congestion will become substantial issues for autos, trucks, and buses in the absence of additional state or federal highway improvements. In particular, if the I-5 direct access ramp were not constructed, Tacoma Mall area access would become difficult because of congestion at the intersection of S. Steele St and S. 38th St. The ramp would pull a critical volume of auto traffic away from that intersection, thus reducing congestion and allowing for improved access to the subarea.
SUMMARY OF ACTIONS

The Subarea Plan would result in substantial improvements to the transportation system. The transportation analysis identified deficiencies that would develop in intersection operations, the pedestrian system, and the bicycle system by 2040 if the Subarea Plan were not enacted. Projects outlined in the Subarea Plan would address those deficiencies by providing new pedestrian and bicycle facilities and improving street grid connectivity within the study area. Subarea Plan actions should also result in a lower SOV-mode share that will translate to lower vehicle miles traveled (VMT) and greenhouse gas (GHG) emissions than would occur without plan actions.

To achieve these benefits, the City will pursue the actions outlined in this document and summarized below.

- **Partnerships.** Develop partnerships with other agencies, neighborhoods, and stakeholders to fund infrastructure improvements, in particular with WSDOT to plan and fund the I-5 Direct Access ramp.

- **Transportation system.** Pursue a sustainable transportation system by investing in improvements to
alternate modes, transportation demand management programs and maintenance of existing facilities.

- **Land use.** Accommodate future growth through land use patterns having the density and mix to support a vibrant multimodal transportation system.

- **Connectivity.** Build a street network with increased connectivity, a robust grid to break up large blocks, and a focus on accommodating all surface transportation modes safely.

- **Parking.** Revise parking policies within the subarea as demand increases.

### BENEFITS OF THE PLAN

A key outcome of the Subarea Plan is a change in how people travel. Ample research documents that dense, mixed-use areas with strong transit connections and a well-connected grid of pedestrian and bicycle paths result in less overall vehicular travel. Specific examples are outlined below:

- **Urban form benefits.** Improving connectivity by breaking up large blocks and filling in missing sidewalk connections within the Tacoma Mall Neighborhood will result in benefits to the urban form. A more grid-like urban form with smaller blocks makes walking and bicycling more convenient and reduces the length of car trips by creating a less-circuitous route. Increased intersection density provides network visibility choice and direct routes for all modes of travel.

- **Improved connectivity and access creates value for individual properties.** Assuming that visible street frontage is considered the most desirable for mixed-use and commercial development, creating smaller blocks from larger ones yields increased street parcel frontage that is street-visible. Interior pads and areas with limited street frontage typically command lower lease rates than visible sites with direct access. Therefore, increased site access also increases value.

- **Economic development.** The proposed street network improves access to more properties. Increased property access and visibility will create value throughout the neighborhood for individual properties, but also cumulatively to the district. As a district, the neighborhood will ultimately become more marketable and desirable. Many demand management strategies can provide direct economic benefits, such as congestion reduction, facility cost savings, and vehicle cost savings. This is particularly true of locations near high-capacity transit stations, where reduced private car usage and ownership make housing more affordable.

**Transportation Planning and Public Health**

Transportation planning decisions impact public health in three main ways: through traffic crashes, vehicle pollution, and physical activity. (Litman, T, 2003 and 2016).
- **Travel behavior.** Denser development with better diversity of uses and a pedestrian/bicycle friendly network will allow residents and employees to meet more of their daily needs within the Tacoma Mall Neighborhood and thus reduce car travel to other locations. This results in fewer and shorter vehicle trips. Implementation of the Subarea Plan would result in a 20% drop in SOV-mode share, tripling of the pedestrian/bicycle mode share, and near doubling of the transit-mode share. Without action from the City to advance the Subarea Plan, even modest new development combined with the existing high SOV-trip rate could result in substantial traffic congestion and further hinder further development of the Tacoma Mall Neighborhood.

- **Health benefits.** Providing alternative transportation and complete streets to connect diverse land uses throughout the neighborhood can promote physical health and social well-being, thus bringing in “free” health benefits. This Subarea Plan gives health a higher priority in transportation planning that would emphasize active transportation, injury reduction, public transit, and mobility management strategies, particularly those that increase non-motorized travel.

- **Environmental benefits.** Fewer, shorter vehicle trips translate to lower VMT and in turn lower GHG emissions. Reducing single-occupant vehicle trips results in the same reduction in GHG emissions as achieved by planting more than 150,000 new trees. This directly aligns with the City’s sustainability goals.

**TRANSPORTATION MASTER PLAN**

To achieve a more sustainable transportation outcome, this plan begins with the concepts and goals outlined in the City’s Transportation Master Plan (TMP). While the TMP outlines a citywide strategy to transform Tacoma into a community with more transportation choices and better mobility, more detail is needed at the neighborhood level. This Subarea Plan provides the detail of how the TMP is implemented in this important neighborhood. By implementing the TMP at the neighborhood level, Tacoma will provide transportation infrastructure that complements the urban form, land use and other Subarea Plan goals, consistent with the city and regional planning goals.

These proposals were informed by a transportation-modeling analysis demonstrating their benefits. The technical and methodological analyses are contained in the EIS Transportation chapter.
REGIONAL CONTEXT

While the Tacoma TMP lays out the vision for the City, the Puget Sound Regional Council (PSRC) identifies the regional vision in two documents, *Transportation 2040* and *Vision 2040*.

*Vision 2040* is a regional strategy prepared by the PSRC to accommodate projected growth in the Puget Sound region, and *Transportation 2040* is a regional action plan that identifies the transportation investments needed to serve that growth. A key element of *Vision 2040* is focusing future growth into dense, walkable, mixed-use RGCs, of which Tacoma has two—Downtown and the Tacoma Mall Area. These RGCs are high-priority locations for transportation investments that will reduce VMT and GHG.

The Subarea Plan calls for creating a denser and more diverse mix of land uses with a supporting transportation plan that includes improvements to the street network to increase connectivity, provide greater pedestrian and bicycle mobility, and improve access to transit, thereby improving mobility for all on a balanced transportation network. The Subarea Plan translates overarching citywide and regional land use and transportation goals into specific implementable actions for the Tacoma Mall Neighborhood.
SUPPORTING COMMUNITY GOALS

Transportation is connected in multiple ways to other elements of the Plan. With city investment, a key principle is that each action should achieve multiple goals. Such a strategy is cost-effective and recognizes that streets play many roles—not just moving traffic. Successful transportation access establishes an area’s character, shapes resident and visitor experiences, helps protect the environment and promotes business health.

GOAL T-1

*Build a transportation network that supports and reinforces the land use, urban design, economic development, environmental, livability and public health goals of the Subarea Plan.*

LAND USE AND TRANSPORTATION

Land use type, intensity and distribution resulting from development greatly influence travel choices and decisions about placement of and investments in transportation facilities. Because land use and transportation are fundamentally linked, transportation facilities should be designed to meet both community desires and federal, state, regional and local standards for functionality, safety, service and efficiency. Accommodating a large percentage of future growth through transit-oriented development (TOD) and transit-supportive amenities will help create a safer, more comfortable pedestrian environment, encourage alternative transportation, promote active living and enhance resident quality of life. The transportation system should also be designed to balance livability objectives with the industrial activities that make up an important economic engine within the Subarea.

ACTION T-1

*Accommodate future growth through development of a multimodal neighborhood transportation network designed to reduce reliance on SOVs.*

MULTIMODAL SYSTEM

An efficient multimodal system accommodates the need for safe and efficient movement of people and goods. Effective transportation system management measures should be in place to support safe and efficient travel for all users. This includes alternatives such as skateboards, roller skates and scooters. Tacoma recognizes that transportation needs and travel choices may change over time.
as new alternatives become available. The City further acknowledges that goods movement is critical to Tacoma’s economic development and well-being.

**ACTION T-2**

Design the transportation system to balance livability with retail and employment objectives by maintaining acceptable congestion levels while enhancing the pedestrian and bicycle environment.

**ACTION T-3**

Build the Tacoma Mall Neighborhood transportation network using a “layered network” that focuses on how the subarea transportation network can function as a system to meet the needs of all users.

**COMPLETE AND CONNECTED STREET NETWORK**

The current large-block development pattern is a barrier to creating the urban vision for the neighborhood. Addressing this issue is fundamental to all plan goals including the safety, health and well-being of residents and the ability to promote growth and investment. However, it is important to recognize that the current urban form and transportation system works for many existing businesses that play important community roles. Change should therefore be accomplished in a sensitive manner that avoids negative impacts to existing businesses. Investments should create opportunities and add value, thus promoting the transition from an auto-oriented area to one that is complete and connected.

**GOAL T-2**

*Build a complete and connected transportation network for the Tacoma Mall Neighborhood.*

**COMPLETE STREETS**

Complete Streets is a nationally recognized term referring to streets and sidewalks that are designed, operated and maintained to enable safe and convenient access and travel for multiple users—pedestrians, bicyclists, transit riders and people of all ages and abilities, as well as freight and motor vehicle drivers. The City’s Complete Streets policy states that the City will develop and maintain a safe, accessible, and clean transportation network that accommodates all users, whether moving by an active mode, transit, truck or car, while recognizing that not all streets provide the same quality of travel experience.
Figure T-1. Map of existing street network.

Figure T-2 classifies roads within the subarea into different Complete Streets typologies. The corresponding typology cross sections are shown in Figure T-3. These Complete Streets are designed to take advantage of the major purposes of each roadway while accommodating all modes within the existing rights-of-way on most streets. The cross sections in Figure T-3 are based on Tacoma's adopted Complete Streets Design Guidelines for Mixed-Use Centers. They are designed with substantial flexibility for accommodating existing conditions, right-of-way limitations, and specific project needs.

The Subarea Plan also includes proposed street layouts and street-mix views of three key corridors in the Tacoma Mall Neighborhood: Steele Street, Tacoma Mall Boulevard and 38th Street. These design concepts further refine Complete Streets principles for these priority corridors to inform and spur implementation of future improvements. The three corridor conceptual designs are provided in Figure T-4.
Figure T-2. Subarea Complete Streets typologies.
Figure T-3. Typology cross sections..
Figure T-4. Proposed corridor conceptual designs.
ACTION T-4

Design public and private streets consistent with the Subarea Plan Complete Streets design guidelines and City standards.

STREET NETWORK

The street grid in the area is generally characterized by long distances between through streets (large blocks) and a limited number of connections through the surrounding neighborhoods. Both of these attributes create bottlenecks for vehicles and make walking and biking trips more difficult by increasing their length and concentrating travel along high-traffic roads. Drivers tend to converge on a select few routes to reach their destinations, whether they are making local or regional trips.

Street Network enhancements are vital for providing mobility for all modes throughout the neighborhood. Creating stronger connections between the Water Flume Trail, new grid streets, I-5 and other important geographical areas will improve access for people regardless of mode. Improved connections within and to the Tacoma Mall Neighborhood enables better regional access.

ACTION T-5

Pursue multiple approaches to extend and enhance the existing grid network, including establishing new connections via private property.

ACTION T-6

Maintain the existing street grid and seek opportunities to extend the grid on both sides of S. 38th Street to create similarly scaled blocks.

ACTION T-7

Street and alley vacations will be allowed only when they foster an attractive pedestrian environment and maintain transportation connectivity in the neighborhood and immediate area.

LARGE BLOCK CONNECTIVITY PLANS

This Subarea is characterized by areas with large blocks lacking streets and pedestrian connections. Large blocks in this context are defined as areas larger than 8 acres with no public through connections for travel (streets). This is an issue because large blocks are not well configured for urban-scale development as envisioned by the plan.
To address this, the Subarea Plan will require Large Block Connectivity Plans to be submitted to the City when major development of a large block is proposed. Once adopted, a Large Block Connectivity Plan will guide development of site access and travel through the site as it develops over time. When major development is proposed that substantially increases travel demands, the City will consider imposing requirements to dedicate, adopt easements and construct segments of the planned connectivity system.

**Connectivity Principles**

Large block connectivity plans are a significant undertaking for property owners. The code requirements should be crafted to avoid or minimize negative impacts on existing businesses by allowing tenant improvements, exterior changes and smaller building additions without triggering this requirement. The intent is to allow businesses to continue to operate, improve and expand without hindrance until such a time that there is interest in major change such as construction of new buildings, major additions to existing buildings.

City actions to establish new street network connectivity shall be governed by the following Connectivity Principles:

- Accommodate growth; support transportation, urban form and land use goals.
- Build on and integrate with existing street and pedestrian patterns.
- Seek to achieve multiple benefits.
- Plan proactively for projects of citywide significance.
- Support existing businesses by avoiding requirements that make it overly costly to operate, improve and expand to a reasonable extent.
- Balance predictability and flexibility in determining future street connections.
- Share costs proportionally with benefits at Subarea, quadrant and site levels.
- Avoid or compensate for disproportional impacts.
- Design new connections using Complete Streets principles to support planned future uses, travel modes and traffic volumes.
- Allow design flexibility for local access connections.
- Reflect nexus and proportionality land use legal principles.

**Block size primer**

- Current block sizes in the Subarea: Ranges from 2 to 27 acres (excluding the Mall itself).
- Typical block sizes in the Madison District and Downtown Tacoma: 4.5 acres.
- Typical block sizes in older districts citywide: 2.5 to 4.5 acres.
- Optimal typical “walkable urban blocks”: 2 to 3 acres. The finer grain of the streets reduces walking times, improves connectivity and enlivens the neighborhood with increased access to businesses, residences and mixed-use areas.
Priority New Connections

Through the Subarea Plan transportation analysis, the City has prioritized where new connections are most important, and sorted these into three “tiers”. The tiers establish the priority of new connections and provide general direction for design, ownership and funding roles (see attached map).

**Tier 1—Neighborhood-wide Significance**
- necessary to accommodate 2040 growth
- public ownership
- city leadership on funding

**Tier 2—Urban Framework**
- provides quadrant level transportation benefits
- establishes an approximately 600 x 600 foot block scale
- public ownership
- costs shared between city and private parties

**Tier 3—Urban Design & Site Access**
- planned with development (not mapped in the Subarea Plan)
- public or private ownership acceptable
- privately funded
- priority is pedestrian connectivity

**ACTION T-8**

*Adopt and implement a connectivity requirement to extend and enhance the existing grid network consistent with Subarea Plan Connectivity Principles and priority new connections tiers.*

**TRANSPORTATION FOR ALL TRAVELERS**

To make the transition from the current auto-oriented land use pattern to a complete, compact and connected neighborhood while accommodating planned growth, more trips need to take place via walking, biking, transit and multiple-occupancy vehicles. This section outlines transportation actions to promote transportation “mode shift” from Single Occupancy Vehicle trips to other modes of travel. These goals and actions informed development of the Priority Projects List included in this chapter.
GOAL T-3

Promote transportation mode shift by enhancing transit, bicycle and pedestrian options, implementing Transportation Demand Management (TDM) measures and implementing access management measures.

Table T-1. Mode Share (%)

<table>
<thead>
<tr>
<th>Alternative</th>
<th>SOV</th>
<th>HOV</th>
<th>Walk/ Bicycle</th>
<th>Transit</th>
<th>Internal Vehicle Trips</th>
</tr>
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<tbody>
<tr>
<td>Existing</td>
<td>72%</td>
<td>8%</td>
<td>4%</td>
<td>5%</td>
<td>11%</td>
</tr>
<tr>
<td>Tacoma Mall Neighborhood Plan</td>
<td>52%</td>
<td>9%</td>
<td>12%</td>
<td>9%</td>
<td>18%</td>
</tr>
</tbody>
</table>

Other performance measures for evaluating project include volume-to-capacity ratios, intersection LOS and system completeness.

TRANSIT & TRANSIT-ORIENTED-DEVELOPMENT

Transit will play a major role in achieving the transportation and land use goals of the RGC. While the City does not own or operate transit, it can help improve transit access and performance. The City is looking ahead to potential rail and high-capacity transit (HCT) investments. Tacoma can also invest in transit-supportive actions (signal priority, queue jumps, dedicated rights-of-way, etc.) to support HCT investments by Pierce Transit or Sound Transit.
The area of the neighborhood that would best support a high-capacity transit station with the greatest access, infill support and TOD benefits is identified in Figure T-5. This potential station area was chosen by considering funding agency station location criteria along with the land use strategy for the area where highest-intensity development is identified to occur.

**ACTION T-9**

Coordinate with Sound Transit to add Tacoma Mall transit center as a stop on the express bus service from Lakewood to Seattle.

**ACTION T-10**

Enhance transit service and attractiveness by improving multi-modal station access, improving station amenities and aesthetics, and ensuring transit effectively links key City and regional destinations.

**ACTION T-11**

Relocate the existing Tacoma Mall Transit Station to a central location within the Subarea in order to improve access, increase ridership and spur transit-oriented development.

**ACTION T-12**

Advocate for the extension of regional light rail service to the Tacoma Mall Neighborhood RGC and participate actively in the ST3 LINK Extension study.

**ACTION T-13**

Explore feasibility of a Sounder station along the existing rail corridor adjacent to the Northwest District.

**BI CYCLE & PEDESTRIAN NETWORK**

A connected, convenient, comfortable and safe bicycle and pedestrian network is fundamental to the Subarea Plan vision, and essential to meeting transportation and land use goals. The bicycle and pedestrian network shown in Figure T-6 shows the long-range vision for promoting biking and walking options. The networks were developed in consultation with Tacoma Bicycle Pedestrian Technical Advisory Group (BPTAG) and link to the bike and pedestrian network called for in the Transportation Master Plan.
Expanded Neighborhood Subarea

Potential Sites

Loop Road

Figure T-8. Proposed high-capacity transit center area.
Figure T-9. Map of proposed pedestrian and bicycle facilities.
**ACTION T-14**

Design and construct the Subarea Plan bike and pedestrian network, including the Loop Road through proactive City investment and in association with street improvements when development occurs.

**TRANSPORTATION DEMAND MANAGEMENT (TDM)**

Transportation Demand Management (TDM) refers to a package of actions that can increase mode share in support of major capital improvements. Tacoma’s Climate Action Plan (CAP) establishes carbon reduction goals for the City and community and offers more than 40 new strategies to achieve those goals. The CAP includes goals to increase mode share by non-single-occupant vehicles and develop neighborhoods that welcome walking and biking. Tacoma recently adopted the Environmental Action Plan (EAP) to further refine CAP strategies.

Transportation actions for the Tacoma Mall Neighborhood’s Subarea Plan directly reflect this goal of providing more transportation choices. The neighborhood’s strong transit connections and the options for people to live near their workplace in a dense mixed-use community are strong complements to TDM strategies. The following TDM strategies will be important as the Subarea grows.

**Parking Demand Strategy**

As growth occurs, street parking will likely become more challenging. A parking demand management strategy should be developed, potentially to include:

- deploying the City’s residential parking zones (RPZs) program to set priorities for curb space for neighborhood residents and visitors while maximizing use of rights-of-way with deployment of time stay controls
- reviewing Tacoma parking codes to ensure that they align with the desired urban setting, which may include adopting parking maximums rather than minimums for new developments and major remodels
- encouraging shared parking by development of public parking facilities that promote a “park once” concept. Future developments should embrace, where partnerships make sense, multiuse shared parking facilities where tenant mix allows for maximum use of parking spaces
- eliminating subsidies for drive-alone employees.
Commute Trip Reduction

The City’s CTR Plan is an evolving and frequently updated document that provides guidelines for the City and major employers affected by state law for implementing effective strategies that achieve trip-reduction goals. The CTR Ordinance establishes requirements for affected employers including an appeals process, and procedures for the City’s program administration, monitoring, enforcement and intergovernmental coordination. It is expected that CTR program effectiveness will increase as the neighborhood transforms into a more-urban environment with additional transportation choices.

**ACTION T-15**

*Employ Transportation Demand Management (TDM) measures to increase non-single-occupancy vehicle trips, including a strengthened Commute Trip Reduction Program and enactment of a parking management strategy.*

Photo T-11. 38th Street needs access management.

Photo T-12. Driveway.
ENVIRONMENTAL AND FISCAL STEWARDSHIP AND SOCIAL ACCOUNTABILITY

In years past, municipalities tended to focus on traffic movement and capacity in transportation investments. The field has now evolved to recognize that multiple opportunities can be achieved. In fact, no transportation investment should serve only one purpose. It is also essential to make cost-effective investments recognizing that resources are scarce.

GOAL T-4

*Make fiscally responsible, cost-effective investments that serve multiple objectives, improve safety, protect the environment, and make the system more equitable.*

The City of Tacoma recognizes transportation’s major effects on climate change and our environment. The transportation system needs to be established in the most fiscally responsible manner that serves both today’s users and future generations. The City adopted its Climate Action Plan (CAP) in 2008, which lays out strategies for addressing climate change. In addition, the City of Tacoma became the first “Greenroads Community” in June 2014 through adoption of Resolution 38945. Greenroads is a sustainability ranking system used by the City of Tacoma. This means that the City is committed to developing a policy for the City’s roads and other transportation infrastructure in order to be models of environmental, economic, and social stewardship and by setting community goals of sustainable design, construction, and maintenance.

The strategies outlined in the CAP and the Greenroads policy can be applied to great effect in the Tacoma Mall Neighborhood. The Subarea Plan is expected to reduce SOV use by about 20% compared with existing mode shares. This reduction in SOV-mode share will result in substantial reductions in GHG emissions.

By including environmental justice and health equity considerations in transportation planning, Tacoma considers how multimodal projects can be developed and sited to promote safety, support public transit, reduce motor vehicle use, minimize intermodal conflicts, enhance freight mobility and accommodate the mobility needs of Tacoma residents and visitors, especially those from traditionally underserved neighborhoods or vulnerable populations.

These objectives are relevant in the Tacoma Mall Neighborhood Subarea where there is a current imbalance favoring vehicular transportation, and the subarea is
shifting toward improved balance by building a robust bike and pedestrian networks. This network serves an underserved population and can have a significant benefit to low income households by reducing the dependency on car ownership.

**ACTION T-17**

*Strive to reduce crashes and collisions by working toward a “target zero” of deaths and injuries using education, enforcement, and engineering to set priorities to address high-crash locations.*

**ACTION T-18**

*Ensure that transportation investments support equitable modes of transportation and “catch-up” investment for this traditionally underserved neighborhood.*

**ACTION T-19**

*Consider CPTED principles, aesthetics, safety and walkability in designing and locating transportation facilities.*

**ACTION T-20**

*Prioritize system preservation, maintenance, and repair to protect existing and future transportation investments.*

**ACTION T-21**

*Utilize best management practices for stormwater and prioritize green stormwater infrastructure techniques, to ensure runoff does not cause impacts to receiving waters.*

**IMPLEMENTATION**

Implementation is where the rubber hits the road. The Subarea Plan is an action plan, and this section provides guidance for how to get the job done. The following goal and actions address key implementation considerations including the public and private parties who are essential to implementation, how transportation improvements will be prioritized and funded. The section also calls for ongoing monitoring and corrective actions if transportation goals are not being met.

**GOAL T-5**

*Proactively and collaboratively implement the Subarea Plan transportation actions concurrent with growth.*
INTERGOVERNMENTAL COORDINATION AND CITIZEN PARTICIPATION

Coordinating with other agencies is a vital step in the process of securing improvements and change in the subarea. The City works hand in hand with many other agencies to achieve the community’s transportation and related goals. In turn, the public and private sectors ultimately share common goals for the success and growth of the Subarea. Collaboration is essential to bringing about change.

ACTION T-22

Integrate the Subarea Plan projects and ranking criteria into the City’s Transportation Master Plan.

ACTION T-23

Partner on funding and implementation with WSDOT, Sound Transit, Pierce Transit, the Department of Ecology, Metro Parks Tacoma and private parties.

ACTION T-24

Coordinate with WSDOT to study, plan, add the project to the WSDOT STIP, fund and construct the I-5 Direct Access Ramp Project.

ACTION T-25

Actively coordinate with transit providers and other partners on transit actions including bringing High-Capacity Transit service to the Subarea and constructing a new multimodal transit station.

KEY TRANSPORTATION PROJECTS

This Plan identifies the priority projects that must occur for the City’s vision of the Tacoma Mall Neighborhood to be achieved; these projects will achieve mode shift within the area. A generalized prioritized project list is presented along with a more detailed list of projects identified for near-term (within 5 years), mid-term (5-15 years) and long-term (15+ years) implementation. It should be recognized that changing the fabric of the transportation system in a large neighborhood like Tacoma Mall takes time for the identification of funding and development of supportive land uses. The timelines presented in this section are for general guidance. However, early catalyst projects and planning efforts are critical for beginning the transition.
ACTION T-26

Construct the transportation projects based on the near, mid, and long-term prioritization recommendations of this plan, with due consideration to opportunities to complete projects ahead of schedule.

OVERALL PRIORITY PROJECT LIST

This section describes the overall project priority list for the Tacoma Mall Neighborhood. This list highlights the major projects that the project team identified as being necessary to achieve the urban form and travel choice outcomes identified in this plan. This list was developed by a subcommittee of the project team created who created project prioritization matrix that aligns with the Plan’s goals and actions. All of the projects were evaluated based on the following criteria:

1. Advances land use objectives
2. Safety
3. Stormwater management (regional and subarea treatment)
4. Advances mode split
5. System completeness and connectivity
6. Urban design opportunities
7. Leverage partnerships (WSDOT, Pierce Transit, Sound Transit, Pierce County, FTA, etc.)
8. Capacity enhancements
9. Capital cost to City
10. Feasibility
11. Promotes transit-oriented development

Projects were then ranked by final score and organized as near-, medium-, and long-term priorities. The results are shown in Table T-2. This snapshot of today’s priorities may change over time as the Tacoma Mall Neighborhood is redeveloped. These projects serve various modes and help meet goals set in the Network Priorities section. A brief description of several major projects follows the table. Project maps by priority period are shown as Figures T-7 through T-9.
### Table T-2. Project List

<table>
<thead>
<tr>
<th>PROJECT</th>
<th>DESCRIPTION</th>
<th>POTENTIAL PARTNERS</th>
<th>COST ($000s)</th>
<th>PHASE</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Near-Term Priorities (0–5 years)</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Loop Road Demonstration Project</td>
<td>Initial implementation of a section of the Loop Road—would include a study to identify the best location</td>
<td>Property owners</td>
<td>$1,500</td>
<td>Design, ROW*, construction</td>
</tr>
<tr>
<td>I-5 Direct Access/HOV Ramp—Phase 1</td>
<td>Preliminary engineering study for new direct access/high-occupancy vehicle freeway off-ramp</td>
<td>WSDOT, transit providers, property owners</td>
<td>$900</td>
<td>Design</td>
</tr>
<tr>
<td>Madison District—Green Stormwater Infrastructure Streets—Phase 1</td>
<td>Initial implementation of permeable pavement and rain garden bulb-outs of residential streets</td>
<td>Property owners</td>
<td>$5,000</td>
<td>Design, ROW*, construction</td>
</tr>
<tr>
<td>S. 38th Street / S. Steele Street Intersection</td>
<td>Revise intersection channelization to improve vehicle operations; may require new turn lane</td>
<td>Property owners</td>
<td>$500-1,500</td>
<td>Design, ROW*, construction</td>
</tr>
<tr>
<td>S. Sprague Avenue Bike Connection</td>
<td>Add bicycle connection from I-5 Bike/Ped Bridge along Sprague Ave to Steele Street, S. 35th St and S. Tacoma Way</td>
<td>Property owners</td>
<td>$2,100</td>
<td>Design, ROW*, construction</td>
</tr>
<tr>
<td>Tacoma Mall Transit Center—Phase 1</td>
<td>Location study and preliminary design for new transit center (in conjunction with ST3 high-capacity transit study)</td>
<td>Transit providers, property owners</td>
<td>$900</td>
<td>Design</td>
</tr>
<tr>
<td><strong>Mid-Term Priorities (5–15 years)</strong></td>
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<td></td>
<td></td>
</tr>
<tr>
<td>I-5 Direct Access/HOV Ramp</td>
<td>New direct access/high-occupancy vehicle freeway off-ramp</td>
<td>WSDOT, transit providers, property owners</td>
<td>$27,650</td>
<td>Design, ROW*, construction</td>
</tr>
<tr>
<td>Tacoma Mall Transit Center</td>
<td>New transit center with six bus bays, shelter, layover space, and passenger amenities</td>
<td>Transit providers, property owners</td>
<td>$28,000</td>
<td>Design, ROW*, construction</td>
</tr>
<tr>
<td>I-5 Transit Connector</td>
<td>Enhancements for transit speed and reliability between I-5 and new transit center location</td>
<td>Transit agencies, property owners</td>
<td>$2,450</td>
<td>Design, ROW*, construction</td>
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<tr>
<td>Transit- Supportive Actions</td>
<td>Speed and reliability enhancements to support planned high-capacity transit routes</td>
<td>Transit providers</td>
<td>TBD</td>
<td>Design, ROW*, construction</td>
</tr>
<tr>
<td>S. 38th Street Complete Streets/ Gateway Project</td>
<td>Complete Streets redesign and incorporate gateway features on S. 38th Street between S. Tacoma Way and I-5</td>
<td>Property owners</td>
<td>$10,660</td>
<td>Design, ROW*, construction</td>
</tr>
<tr>
<td>Loop Road—Phase 2</td>
<td>Complete Loop Road-multimodal internal connector emphasizing bike, pedestrian and green stormwater features</td>
<td>Property owners</td>
<td>$12,700</td>
<td>Design, ROW*, construction</td>
</tr>
<tr>
<td>PROJECT DESCRIPTION</td>
<td>POTENTIAL PARTNERS</td>
<td>COST ($000s) PHASE</td>
<td></td>
<td></td>
</tr>
<tr>
<td>---------------------</td>
<td>-------------------</td>
<td>-------------------</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Madison District—Green Stormwater Infrastructure Streets—Phase 2</td>
<td>Property owners</td>
<td>$3,230 Design, ROW*, construction</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Lincoln Heights—Green Stormwater Infrastructure Streets</td>
<td>Property owners</td>
<td>TBD Design, ROW*, construction</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Pine St &amp; 42nd St Signal</td>
<td>Transit providers, Property owners</td>
<td>$300 Design, ROW*, construction</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Pine Street—Complete Streets/ Gateway Project</td>
<td>Transit providers, Property owners</td>
<td>$2,640 Design, ROW*, construction</td>
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<td></td>
</tr>
<tr>
<td>S. 47th/48th Street Complete Streets/Bike Connection</td>
<td>Property owners</td>
<td>$5,040 Design, ROW*, construction</td>
<td></td>
<td></td>
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<tr>
<td>S. 48th Street Overpass</td>
<td>WSDOT</td>
<td>$1,810 Design, ROW*, construction</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Area-wide sidewalk gaps</td>
<td>Property owners</td>
<td>$14,230 Design, ROW*, construction</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Long-Term Priorities (15+ years)**

<table>
<thead>
<tr>
<th>PROJECT DESCRIPTION</th>
<th>POTENTIAL PARTNERS</th>
<th>COST ($000s) PHASE</th>
</tr>
</thead>
<tbody>
<tr>
<td>S. 35th Street Bike Corridor</td>
<td>Property owners</td>
<td>$2,720 Design, ROW*, construction</td>
</tr>
<tr>
<td>S. Fife St to S. 48th St Bike Connection</td>
<td>Property owners</td>
<td>$570 Design, ROW*, construction</td>
</tr>
<tr>
<td>S. 40th St Bike Connection</td>
<td>Property owners</td>
<td>$1,250 Design, ROW*, construction</td>
</tr>
<tr>
<td>Warner St Bike Connection</td>
<td>Property owners</td>
<td>TBD Design, ROW*, construction</td>
</tr>
<tr>
<td>Area-wide Active Transportation Pathways</td>
<td>Property owners</td>
<td>TBD</td>
</tr>
<tr>
<td>Area-wide street grid connections</td>
<td>Property owners</td>
<td>$39,110 Design, ROW*, construction</td>
</tr>
</tbody>
</table>

* ROW = right-of-way.
1. These are order of magnitude cost estimates for planning purposes. No right of way costs are included.
2. The City will pursue funding opportunities as they become available and projects may begin sooner than anticipated.
Figure T-10. Near-term priority project map.
Figure T-11. Medium-term priority project map.
Figure T-12. Long-term priority project map.
Figure T-13. Near-, Medium-, and Long-term priority project map
LOOP ROAD

The Loop Road connects the Tacoma Mall Neighborhood’s four districts together, while also helping to improve connectivity within each individual district. While each section of Loop Road may have a different cross section, they will all create a safer and more usable environment for vehicles, pedestrians, bicycles and other modes. This Loop Road will help to connect the new land uses with each other, as well as create a larger sense of home in the Tacoma Mall Neighborhood. The initial near-term implementation of the Loop Road would serve as a demonstration project to highlight the design features, show a commitment of public investment in the area, and catalyze future redevelopment.

Figure T-14. Loop Road map.
I-5 DIRECT ACCESS RAMP

This project is envisioned as a new southbound off-ramp from I-5 to either Tacoma Mall Boulevard or S. 48th Street (the exact location of the ramp would be determined through a formal scoping and project development process with WSDOT). The ramp would provide a more direct connection to the Tacoma Mall Neighborhood from southbound I-5. Benefits of this project include the following:

- increases safety, improves mobility, reduces congestion and increases travel time reliability
- reduces incidence of off-ramp backups from S. 38th and S. 56th Streets
- improves transit access, on-time performance, and speeds to the Tacoma Mall Neighborhood
- supports growth and mobility goals in Vision 2040, One Tacoma Plan and the Tacoma TMP
- improves distribution of traffic exiting southbound I-5 onto local streets
- supports redevelopment efforts within the Tacoma Mall Neighborhood by improving access to properties and network choices
- improves access for local businesses, freight operators, and emergency response vehicles by filtering traffic through a grid of local streets
- substantially reduces congestion on S. 38th Street between I-5 and S. Steele Street
- redirects some traffic from the congested S. 56th St. and I-5 interchange

Completion of the direct access ramp is projected to serve between 500 and 600 vehicles during the P.M. peak hour. Many of these vehicles would otherwise be traveling through the Steele St and S. 38th St intersection, so the direct access ramp will substantially reduce traffic congestion and improve LOS for buses, trucks and autos.

Table T-2 identifies a near-term project to complete the initial design and permitting studies (known as an Interchange Justification Report). After initial studies are complete, construction of the new ramp has been identified as a mid-term project to ensure adequate transit and vehicle capacity in the subarea.
EXTERNAL CONNECTIONS

Great attention was paid in the neighborhood planning process to strengthening the connections between the Tacoma Mall Neighborhood and surrounding neighborhoods. While the Tacoma Mall Neighborhood does have a boundary, it is important to recognize the interconnections between the Mall area and other parts of the City. The TMP identified many multimodal transportation improvements that are citywide in scale, and provide connections to and through the Tacoma Mall Neighborhood. For example, the S. 38th Street and Pine Street Complete Streets/Gateway projects (Projects 7 and 10 in Table T-2) will improve connectivity to areas outside of the Mall neighborhood, as well as internally. Another bicycle facility is proposed over I-5 at S. 48th Street, helping to remove I-5 as a natural barrier between the Tacoma Mall Neighborhood and other parts of the city and to improve the 47th/48th Street corridor within the neighborhood.

PEDESTRIAN CONNECTIONS

Almost everyone is a pedestrian at some point during the day. The neighborhood plan recognizes the importance of meeting the needs of the pedestrian and gives a high priority to provide accessible, continuous, comfortable network of pedestrian facilities. Therefore, all but one of the key multimodal transportation improvement projects
shown in Table T-2 includes investment in pedestrian facilities.

**TRANSIT INVESTMENTS**

While investments in high-capacity transit service are not specifically identified on the near-term priority list (as the City does not own or operate transit service), a study to explore potential locations and design options for a new Tacoma Mall Transit Center is identified as one of the initial projects. While the final location would need to be identified as part of this study, Figure 46 highlights strong potential locations. In addition to facilitating a new Transit Center, Tacoma has identified a Transit-Supportive Streets Typology that will be applied to transit corridors within the Subarea. This Plan recommends working with Sound Transit and Pierce Transit to explore extension of Sound Transit Express Bus service to the neighborhood and future High Capacity Transit options including bus rapid transit and light rail. The relocated transit center and I-5 direct access ramps will greatly facilitate future transit service to the neighborhood.

**TACOMA MALL BOULEVARD RELOCATION**

While not identified in the list above, the City is evaluating an option to relocate Tacoma Mall Boulevard farther west to allow for additional development potential between the relocated Tacoma Mall Boulevard and I-5. This street would be designed to move vehicles effectively through the neighborhood, providing high visibility for retail and office uses that would locate between the new road and I-5. Movement of traffic would need to be designed in a manner that supports a dense walking district, such as slow vehicular speeds and frequent safe pedestrian crossings, such that the roadway design does not conflict with the walking district character.

The success of the Subarea Plan is not contingent on the ultimate location of Tacoma Mall Boulevard; therefore, it is not shown as a required project in the list and map above. However, depending on the geometric requirements of the I-5 Direct Access Ramp and the desires of landowners in the Mall District of the Subarea Plan, this option may ultimately move forward.

**FUNDING SOURCES**

In order to achieve these project goals, new funding strategies are needed. The total project costs of the short-term priorities are approximately $11 million within 5 years. The
Mid-term projects are $109 million that must be raised within 15 years to stay on course. The long-term projects total $44 million. Note that large projects are typically funded through a variety of different sources, so the projects would not be entirely funded by Tacoma. However, even with grants and other funding sources, the priorities identified in this plan are unlikely to be achievable with current funding sources and some of the strategies listed above must be implemented. Additionally, strategic funding partnerships with other agencies like WSDOT, Sound Transit, and Pierce Transit are critical to implementing the projects identified in this plan.

Specific funding sources have not yet been identified for the projects included in this Plan. The City should pursue grants and other funding sources, including local improvement districts (LIDs), a transportation benefit district, cost sharing with public utilities, the gas tax, real estate excise tax, street vacation, or debt financing. As the Tacoma Mall is part of a designated RGC, it receives priority funding from the PSRC. Additionally, the air quality benefits of the transportation projects in this plan position the area well for Congestion Management Air Quality grants from the federal government.

The City should also consider implementing an impact fee program to contribute funding to these projects. An impact fee could be established for the Tacoma Mall Neighborhood specifically, or across the entire City. A longer-term strategy could include a tax on parking that could be in place if paid parking becomes prevalent in the area. In the absence of an impact fee, new development in the Tacoma Mall Neighborhood could be subject to a fair-share impact mitigation fee, as identified in by the Environmental Impact Statement. The next sections identify a set of potential priorities that could form the basis for the fair-share impact assessment. The projects are identified to encourage initial development and keep fees low to take advantage of the existing infrastructure in the area, with potentially higher fees for later developments to support additional infrastructure needed to support development.

**ACTION T-27**

*Utilize the full range of existing funding sources to implement the projects identified in this plan.*
ACTION T-28
Assess and if appropriate enact new funding sources and mechanisms (i.e., an impact fee program, system completeness fee and a City catalytic fund) to implement the Subarea Plan projects.

PHASING IMPLEMENTATION
The City has determined through the transportation analysis that certain projects become necessary with growth to accommodate traffic impacts. Furthermore, it is recognized that transportation projects are catalytic to positive neighborhood change and growth, and that they achieve multiple objectives particularly when combined with green stormwater features. Therefore, the City has calibrated this phased implementation approach to make a focused effort that builds positive momentum over a relatively short period.

In addition to catalyzing growth through strategic public investment, the City recently adopted system completeness as a concurrency metric. The underlying policy is that the City will build the transportation system as defined in the TMP at a rate equal to or ahead of the pace of development during the planning horizon. This is determined by comparing the progress of development completion and infrastructure completion with the City’s 2040 goals. Therefore, the City will need to monitor the rate of development within the Tacoma Mall Neighborhood and ensure that infrastructure completion is keeping pace.

ACTION T-29
Monitor transportation performance measures as growth occurs and take corrective action if the planned improvements are not adequate to achieve the Plan objectives.

PERFORMANCE MEASURES
The following performances measures would be effective to evaluate the progress of the Subarea Plan:
• mode share—track progress toward achieving the mode split target shown in Table T-1.
• safety—progress toward Target Zero goal.
• system completeness
• volume-to-capacity ratios
• intersection LOS
REFERENCES


ENVIRONMENT GOAL

Maximize the quality and function of the natural environment in the Tacoma Mall Neighborhood in order to provide public benefits such as improved water quality on a watershed basis and improved quality of life.

INTRODUCTION

This chapter provides a vision, goals and actions to enhance the quality and function of the natural environment in the Tacoma Mall Neighborhood. The goals and actions are consistent with the City’s Comprehensive Plan and other relevant guidance such as the City’s Stormwater Management Manual and Urban Forest Manual. They provide a necessary framework to meet the City’s vision for greening the neighborhood and improving stormwater management. One of the primary drivers behind this approach is the need to improve water quality and flow control in the neighborhood and on a watershed-wide basis. The neighborhood is located in two sensitive watersheds and has a high amount of impervious surface coverage and limited tree canopy.

During the planning process, community members expressed a desire for greater access to green spaces. Natural areas provide physical, emotional and mental health benefits. They offer breathing spaces and solitude opportunities for people to live healthy lives, relax and enjoy a respite from stress. Nature has positive impacts on our well-being and provides multiple public health benefits, particularly in an urban setting.

A close link is being made between stormwater, transportation and land use in this plan. Land use adjustments are being made in the Tacoma Mall Neighborhood in part to facilitate the area-wide stormwater management strategy. One of the key features of the Subarea Plan and its implementing development regulations is changes to the development and zoning codes that formerly applied to the neighborhood to

The Influence of Nature

Nature affects our well-being. Contact with nature improves both physical and mental health by reducing blood pressure, heart rate, muscle tension and the production of stress hormones, besides reducing mortality. [University of Minnesota (2014) and Frumkin, H. and Jackson, R., et al. (2002).]
allow for more green space and green infrastructure in some areas. This enables the implementation of the area-wide stormwater management strategy, which would not have been possible under the former codes. Stormwater management has also been integrated into street design, and tree canopy targets have been expanded, as part of this Subarea Plan. Additionally, the Subarea Plan supports regional stormwater management and environmental conservation efforts by promoting participation in the City’s Transfer of Development Right (TDR) program.

The natural environment provides a number of valuable services to people, functioning as green infrastructure. For instance, watershed systems including aquifers and aquifer recharge areas convey and store drinking water. Areas with trees and other vegetation provide benefits such as soaking up rainwater cooling air temperatures, filtering air pollutants, providing wildlife habitat and increasing health, business patronage, and property value.
Science continues to demonstrate that the climate is changing, resulting in increased intensity of storm events among other issues. Reducing greenhouse gas emissions through transportation mode shift is one way the City can help reduce the impacts of climate change. The City is also working to prepare for climate change impacts. The goals and actions in this chapter support both objectives through tree planting, green stormwater infrastructure, and identifying emergency overflow flood storage and conveyance for major storm events.

This Subarea Plan is a model effort that shows how cities can achieve multiple wins without having to choose between goals for growth, livability and the environment. When growth is targeted to the right place and is thoughtfully carried out, these goals are mutually supportive.

**STORMWATER QUALITY & QUANTITY**

The Tacoma Mall Neighborhood is currently highly developed with structures, roadways and other impervious surfaces, with all stormwater conveyed within pipe infrastructure and essentially no surface water features (streams or wetlands) remaining. Land coverage is more than 70% impervious (Figure 52). Based on modeling the stormwater infrastructure is over capacity in many areas, resulting in localized standing water after intense or heavy rain events, and flooding downstream. Most areas were developed more than 20 years ago and do not provide flow control or water quality treatment consistent with the current City Stormwater Management Manual.

Across much of the neighborhood (especially the western half), there is a thick layer of underlying Steilacoom gravel deposits which are well-draining soils that provide significant opportunities to reduce overall stormwater runoff rates with infiltration. This can be completed through converting impervious surfaces into permeable surfaces. In general, maximizing the area of permeable land cover will maximize the amount of water infiltrated, thus reducing the localized flooding and the burden on the stormwater system and receiving waters.

Storm drainage from the Tacoma Mall Neighborhood is roughly divided in half between two of the City’s nine watersheds. The northern portion of the neighborhood drains north and east to the Thea Foss Waterway. The southern portion of the Subarea drains south toward Flett Creek. Subarea Plan actions for improving stormwater quality and quantity were developed to be part of.
Figure E-1 Stormwater Strategies
of the City’s larger Payment In-Lieu-of Construction Program. This includes recognition of the need to mitigate for stormwater impacts, including the use of approaches that rely on City-owned regional stormwater facilities. Use of this Program, adopted by the City in July 2016 (Ordinance No. 28371), allows applicants to mitigate stormwater impacts associated with new development and redevelopment projects by paying a system development charge to the City in-lieu-of constructing stormwater treatment or flow control facilities on the project site. The Flett Creek Watershed has a flow control facility at 2517 South 84th Street (the Gravel Pit Regional Stormwater Facility) that is currently available under this Program at $0.97 per square foot of surface area requiring stormwater mitigation in accordance with Minimum Requirement #7—Flow Control (Ordinance No. 28372). The City intends to expand use of the voluntary Payment In-Lieu-of Construction Program through construction of new or expanded regional stormwater facilities in the future.

The coordinated vision of stormwater management throughout the Tacoma Mall Neighborhood is a result of analysis of the existing conditions and evaluation of future growth and opportunities. Figure 53 shows the stormwater improvement concept plan. Implementation of the Subarea Plan stormwater actions and the Payment In-Lieu-of Construction Program will expand the use of the most effective strategies for City infrastructure projects and retrofit of existing development, increasing near-term benefits (improved water quality, reduced localized flooding, and reduced burden on existing stormwater systems).

**GOAL E-1**

*Enhance water quality and flow control conditions through implementation of an area-wide stormwater strategy with both centralized and dispersed BMPs that infiltrate runoff, provide flood storage, and reduce effective impervious surface coverage.*

**ACTION E-1**

*Implement the area-wide stormwater management strategy through development review and public projects, and disseminate information broadly.*

**ACTION E-2**

*Integrate stormwater infiltration and emergency overflow flood storage and conveyance into new parks and open spaces, and/or rights-of-way.*
The City employed Robinson Noble to aid in the development of an area-wide stormwater management strategy for the subarea. The City’s intent is also to provide developers with baseline subsurface information for applying low-impact development (LID) technologies for stormwater facilities associated with development. A series of 12 boreholes and 5 monitoring wells were drilled as part of the field investigation. The study concluded that there is a unique opportunity to infiltrate stormwater in the Subarea, particularly within the Madison District. This finding is the basis of the green streets approach proposed for the Madison District.

**ACTION E-3**
Encourage the use of the City of Tacoma Payment In-Lieu-of Construction Program as a flow control alternative to site-by-site facilities for new development and redevelopment of neighborhood properties.

**ACTION E-4**
Prioritize the construction of permeable pavement in the Madison District residentially zoned areas, as well as in other areas where land use and soil infiltration conditions are ideal.

**ACTION E-5**
Preserve existing mature trees and green spaces in association with City actions when feasible, and encourage retention of mature trees when properties are developed.

**ACTION E-6**
Encourage property owners to retrofit their properties with green stormwater infrastructure and/or low impact development best management practices.

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**Figure E-3. Surface Geology.**

**Photo E-2. Rain garden.**

**TACOMA MALL NEIGHBORHOOD SUBAREA PLAN**

E-6
Photo E-3. Regional stormwater treatment facility (Pt Defiance Park).

Photo E-4. Permeable pavement roadway (Wapato St, Tacoma).
MITIGATION OF EXISTING CONTAMINATED SITES

The entire Tacoma Mall Neighborhood is located within the South Tacoma Groundwater Protection District that was created to protect the quality of water within the South Tacoma aquifer, an important source of drinking water for the City. The City of Tacoma uses the South Tacoma aquifer as drinking water supply, supplying as much as 40% of total water demand during periods of peak summer use. Groundwater within the aquifer generally occurs with a separation of 30 feet or more feet below the surface throughout the Tacoma Mall Neighborhood, with a gradient sloping down to the west and northwest from 310 feet above sea level (near the Tacoma Mall) to 210 feet above sea level (within the South Tacoma channel) (Robinson and Noble, 2015).

A significant portion of the neighborhood’s soil has permeable Steilacoom gravel deposits, primarily within the western half as well as within a north-south trending corridor running approximately along the Steele Street alignment. Under natural conditions, these deposits would allow rainwater to infiltrate rapidly to the South Tacoma aquifer. Existing development in much of the Neighborhood “caps” the underlying gravel soils with impervious surface. Instead of infiltrating, runoff is directed to stormwater pipes and conveyed north and south, out of the Tacoma Mall Neighborhood.
Infiltration of rainwater is desirable in this area. In 2011, the City of Tacoma and the Tacoma-Pierce County Health Department worked collaboratively to develop guidance for infiltrating stormwater within the South Tacoma Groundwater Protection District (Implementation of Stormwater Infiltration for Pollution Generating Surfaces in the South Tacoma Groundwater Protection District, memo dated January 21, 2011). As part of this subarea planning effort, the Memorandum and code will be updated to be consistent and to reflect current practices and requirements. In addition, City standards for the South Tacoma Groundwater Protection District require that District boundaries be reviewed every 10 years, with the last update having been completed in 2006 (TMC Section 13.09.050.A). Therefore, it is anticipated that the City, Tacoma-Pierce County Health Department, and Tacoma Public Utilities (Tacoma Water) will begin a comprehensive effort to review and consider updates to District boundaries based on current Best Available Science, zoning changes, and development expectations. If District boundaries are changed, stormwater infiltration requirements of the Memorandum and updated code will be applicable throughout the revised District extent.

As part of ensuring compliance with the 2011 memo guidance, proposals for stormwater infiltration should also consider areas of known soil and/or groundwater contamination. Tacoma-Pierce County Health Department and Washington State Department of Ecology records show two contaminated sites: one located at the north end of South Lawrence Street with contaminated soil and groundwater; and the second located near the northeast corner of South Warner Street and South 45th Street with arsenic and metal pollutant contaminated soils (Tacoma-Pierce County Health Department, 2015). In addition to these sites, there are five potential underground storage tank sites within the Tacoma Mall Neighborhood; these tanks are tracked as potential sources of soil and groundwater contamination. These sites are shown in Figure 54.

**GOAL E-2**

Ensure that infiltrated stormwater runoff recharges clean water to the South Tacoma aquifer, consistent with existing City and Tacoma–Pierce County Health Department guidance.
**ACTION E-7**

Collaborate with the Tacoma–Pierce County Health Department to revise the Tacoma Municipal Code and associated guidance documents to reflect a shared understanding of the circumstances and requirements for infiltration in the South Tacoma Groundwater Protection District.

**ACTION E-8**

Ensure that areas of known soil and/or groundwater contamination are considered when reviewing proposals for development or redevelopment.

**TREE CANOPY**

In 2010, the City of Tacoma, through its Urban Forest Policy Element of the Comprehensive Plan, adopted a Citywide tree canopy coverage goal of 30% to be accomplished by the year 2030. This canopy cover goal was in part derived from the extensive work conducted in the Regional Ecosystems Analysis for the Puget Sound Metropolitan Area produced by American Forests in 1998. The report concluded that an overall tree canopy target for the Puget Sound region of 40% would significantly improve air and stormwater quality. Trees provide air quality benefits by removing pollutants such as carbon dioxide and ozone. They provide stormwater management benefits by absorbing surface water runoff and removing pollutants. Additionally, exposure to trees and other natural environmental features has been found to have positive impacts on people’s mental health.

In general, higher intensity land uses such as those in an urban areas are not as conducive to increasing tree canopy coverage as lower intensity land uses, such as in suburban residential areas. The Tacoma Mall Neighborhood currently has a tree cover of 9.5% and has an urban land use pattern that is planned to intensify with future growth. Existing tree cover is shown in Figure 55. To support the City’s adopted goal of 30% canopy coverage and provide the environmental health benefits associated with tree cover to the community, tree canopy targets were developed for the Tacoma Mall Neighborhood and its four Districts. These targets reflect the capacity of planned land use patterns to support tree coverage. The Madison District, which is planned for the lowest-intensity development, has the highest tree canopy target.
Chapter 7—Environment

The Tacoma Mall area is one of the only remaining tracts of native Garry Oak habitat in the City. Garry Oaks depend on well-drained gravelly soils. Though not appropriate in all circumstances, Garry Oaks could be one of the factors that distinguish the neighborhood over time.

**GOAL E-3**
Achieve 25% tree canopy coverage in the Tacoma Mall Neighborhood Subarea by 2040.

**ACTION E-9**
Target 25% tree canopy coverage in the Madison District and 20% coverage in other Districts by 2040.

**Table E-1. Tree Canopy Targets for Character Districts**

<table>
<thead>
<tr>
<th>DISTRICT</th>
<th>ACRES</th>
<th>CURRENT TREE CANOPY (AVERAGE)</th>
<th>GOAL (AVERAGE)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Madison</td>
<td>184</td>
<td>10%</td>
<td>25%</td>
</tr>
<tr>
<td>Lincoln Heights</td>
<td>129</td>
<td>12%</td>
<td>20%</td>
</tr>
<tr>
<td>Northwest</td>
<td>94</td>
<td>7%</td>
<td>20%</td>
</tr>
<tr>
<td>Mall</td>
<td>194</td>
<td>8%</td>
<td>20%</td>
</tr>
<tr>
<td>Subarea</td>
<td>601</td>
<td>9.5%</td>
<td>25%</td>
</tr>
</tbody>
</table>

While these goals represent a significant increase in canopy coverage, they are entirely feasible through street trees, parks and open space plantings, even in a densely built out district like the Tacoma Mall Neighborhood. Canopy coverage of 25% would be equivalent to 142 acres of tree canopy. Achieving these canopy goals can be done mostly through street tree plantings, which are already required with most new development and with roadway construction. The goal could be achieved more rapidly through proactive street tree planting efforts.

Additionally, the City made changes to its development regulations when the Subarea Plan was adopted to increase support for tree canopy goals (Note: these changes are part of the code updates proposed for adoption with the Subarea Plan). One of these changes was modifying the requirements of the Land Use Code to require street trees to be planted for all land uses. The former code exempted single, two and three-family development from the street tree requirement. Another change to the Land Use Code was to require 15% tree canopy coverage on private property within the residential
Figure E-4. Existing Tree Canopy.
Figure E-5. Proposed Tree Canopy.
areas of the Madison and Lincoln Heights Districts, with substantial flexibility and a fee in lieu option. This action extended Tacoma’s previous canopy coverage requirement for multifamily development to the Madison and Lincoln Heights areas that were being rezoned as residential enclaves consistent with the design vision for the neighborhood.
Photo E-7. Cimmaron ash street tree, Tacoma.
The following assumptions underlie development of the canopy targets:

**Table E-2. Tree Canopy Assumptions for Streets, Parks & Open Spaces and Other Properties**

<table>
<thead>
<tr>
<th>TREE PLANTING LOCATION</th>
<th>TARGET TREE CANOPY</th>
<th>2040 CANOPY COVERAGE GOAL (ACRES)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Street Trees</td>
<td>3 trees per 100 ft</td>
<td>88</td>
</tr>
<tr>
<td></td>
<td>25-ft tree crown radius</td>
<td></td>
</tr>
<tr>
<td>Parks &amp; Open Spaces</td>
<td>30% average coverage</td>
<td>14</td>
</tr>
<tr>
<td></td>
<td>60% coverage in Mall District park</td>
<td></td>
</tr>
<tr>
<td>Other Properties</td>
<td>10% average coverage</td>
<td>40</td>
</tr>
<tr>
<td>Total</td>
<td>25%</td>
<td>142 acres</td>
</tr>
</tbody>
</table>

**ACTION E-10**

Work with property owners such as WSDOT to increase tree cover on the neighborhood perimeter, focusing on opportunities to provide large swaths of green, mitigate freeway noise and air pollution, and make the neighborhood attractive and inviting.

**ACTION E-11**

To increase the identity, canopy cover and green infrastructure value of the Loop Road linear parkway consider planting the largest street trees feasible and appropriate to the design.

**ACTION E-12**

Coordinate with parks and open space services providers to strive to meet tree canopy targets within their facilities.

**ACTION E-13**

Seek ways to promote Garry Oaks as a signature native tree species.

**ACTION E-14**

Encourage private property owners to plant trees, particularly when there are opportunities to beautify and promote pedestrian connections through large paved areas. PHOTO: 7. Street Trees 1800 block S Yakima Av, Tacoma.
TRANSFER OF DEVELOPMENT RIGHTS

The Tacoma Mall Regional Growth Center (RGC) is a designated TDR receiving area, providing development height bonuses in exchange for TDRs purchased as part of conserving farms, forests and other sensitive areas. The City’s zoning code offers substantial height bonuses as an incentive to use the program. This market based conservation tool is poised to make a substantial contribution once the market conditions are right.

GOAL E-4

Promote regional conservation of farms and forests and protect the health of the Puget Sound by fulfilling the Regional Growth Center role of accommodating a substantial share of growth and by creating incentives for regional conservation through the TDR bonus system.

ACTION E-15

Promote the use of TDRs in exchange for height bonuses within the RGC by marketing this option to the development community, streamlining its use and taking steps to catalyze growth in the RGC.

PERFORMANCE MEASURES

- Achieve average 25% tree canopy in Tacoma Mall Neighborhood by 2040.
- By 2030, tree canopy should average at least 18%.
REFERENCES


City of Tacoma, 2011, January 21, 2011 Memorandum from R.E. McKinley (Public Works Director) and S. Marek (TPCHD Environmental Health Division Director): Implementation of Stormwater Infiltration for Pollution Generating Surfaces in the South Tacoma Groundwater Protection District.


ESA, January 2016, Existing conditions analysis for the Tacoma Mall Neighborhood Subarea Plan.


Robinson & Noble, 2015, Draft City of Tacoma Hydrogeologic Conditions Report, Tacoma Mall Subarea Infiltration Study.

Tacoma-Pierce County Health Department, 2015, South Tacoma Groundwater Protection District webpage, Accessed July 28, 2015, Available at: www.tpchd.org/stgpd.
CHAPTER 8

COMMUNITY VITALITY

COMMUNITY VITALITY GOAL
Make the Tacoma Mall Neighborhood an attractive place to live and work with a vibrant local culture, strong community engagement, and a robust system of neighborhood services, amenities and gathering places that fosters a sense of identity, empowerment and attachment to place.

INTRODUCTION
This chapter provides a vision, goals and actions for fostering a vibrant local culture, a safe environment for people of all ages, and a complete system of community services and amenities, including parks, open spaces, and community resources. The chapter speaks to the social, cultural, recreational, civic and human service aspects of the Subarea Plan, and describes how community vitality may be strengthened by growing a more resilient and vibrant local culture and identity. These important qualities can be referred to in many ways—in this case, the plan discusses them together as key aspects of community vitality.

Other chapters in this Subarea Plan provide guidance for strengthening community identity and sense of place through improvements to urban form, land use, housing, transportation systems and the environment. While important, these improvements alone cannot create a complete neighborhood. Through accessing community services and amenities in a complete neighborhood, people living and working in the community get to know their neighbors and develop a sense of identity and pride that is rooted in place. They actively participate in neighborhood life, engage in civic matters and gather in parks, schools, libraries and other neighborhood spaces, fostering a vibrant local culture that is expressive of their diverse talents and backgrounds. They desire to remain in the neighborhood and care for it as stewards and are empowered to do so.
The City conducted a naming survey as part of the subarea planning process. The majority of respondents favored finding a new name for the neighborhood, though some felt an attachment to its current name. Multiple names were suggested, with potential options for a new name identified through the survey and stakeholder discussions. Most people also favored referring to each district by its own name (Mall District, Madison District, Northwest District, and Lincoln Heights District).

**LOCAL CULTURE**

**NEIGHBORHOOD NAME & IDENTITY**

Throughout the planning process, a desire was expressed to strengthen community identity. Ideas shared for strengthening community identity included improving safety, providing more parks and public spaces, increasing trees and green features, and increasing access to jobs and services and amenities. To reflect the fact that the neighborhood is larger and more diverse than the Mall itself, the Subarea Plan has established the precedent of referring to the area as the “Tacoma Mall Neighborhood Regional Growth Center,” rather than just “Tacoma Mall Regional Growth Center.” Many participants in the planning process also expressed interest in agreeing on a new name for the neighborhood. A new name would need to go beyond a “branding” effort and be authentically expressive of the neighborhood’s diverse community and its envisioned future.

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**GOAL CV-1**

*Foster an identity for the Tacoma Mall Neighborhood that instills pride in a strong community of diverse residents and businesses.*

**ACTION CV-1**

Work with local residents and businesses to identify the name for the neighborhood that best captures the community’s identity and aspirations for the future.

**ACTION CV-2**

Develop distinctive and attractive signage and wayfinding for the neighborhood.

**ACTION CV-3**

Rebrand the neighborhood as a “green neighborhood,” celebrating planned improvements in green stormwater infrastructure, parks and tree cover.
“Arts, culture, and creativity are essential keys to Tacoma’s unique and distinctive identity. Creativity is also the engine of the new economy. The creative sector contributes directly and indirectly to community prosperity through generating economic activity, providing employment, making Tacoma attractive to today’s mobile knowledge workers, and contributing to Tacoma’s quality of life.” (ArtFull Tacoma, 2016)

The World Health Organization defines health as a state of complete physical, mental and social well-being and not merely the absence of disease. The use of arts in healing complements the biomedical view by focusing on not only sickness and symptoms themselves but the holistic nature of the person. (Furnham and Forey, 1994)

NEIGHBORHOOD ARTS & CULTURE

Local arts and culture present unique options for locally based economic, social and cultural expression that contributes to every facet of community life as well as to people’s health and well-being. Local arts and culture promote formal and informal programs and activities, enjoyable and memorable individual experiences, a sense of connection to place, and economic development and job creation.

GOAL CV-2

*Increase the presence of arts and cultural activities, engage community members from diverse backgrounds, build community relationships and foster a positive neighborhood identity.*

ACTION CV-4

*Develop a public art strategy for this neighborhood that identifies resources, partnerships and opportunities to foster and support cultural expression, awareness of neighborhood history and a sense of place and local identity.*

ACTION CV-5

*Ensure that the City’s land use regulations, and community and economic development programs, support local fabrication and production of arts.*

ACTION CV-6

*Partner with public and private landowners to install public artworks in visible locations and neighborhood gateways that reflect and strengthen community identity.*

ACTION CV-7

*Promote events like farmers markets, live music, festivals, food truck events, and neighborhood parties.*

SERVICES & AMENITIES

Complete neighborhoods have safe and convenient access to the goods and services that support daily living for people of all ages and abilities. These include a variety of commercial and public services including grocery stores, daycare, medical services, educational services, public open spaces and recreational facilities, community hubs, affordable transportation options and civic amenities.
Photo CV-4. Handprints on fence.

Photo CV-5. Community courtesy of Tacoma Farmers’ Market.

Photo CV-6. Tacoma runner.
GOAL CV-3

Bring more services and amenities to the neighborhood to provide safe and convenient access to the goods and services needed in daily life.

ACTION CV-8

Recruit, promote or construct a variety of services and amenities that address the evolving needs and desires of residents.

Through the planning process, the community identified the following local services and amenities as near-term priorities:

- affordable food sources such as a local grocery store or local food bank or farmers market
- professional development training
- affordable childcare
- health and medical services
- social services
- community amenities and facilities such as parks, a community center and a library

ACTION CV-9

Work with health services providers to provide better accessible medical services in the neighborhood, including improving financial and cultural access for local residents.

ACTION CV-10

Work with the Tacoma School District, Tacoma Public Library and other service providers to evaluate the potential of opening a new school, library or other community resource in the neighborhood to serve the growing population.

ACTION CV-11

Engage the Tacoma School District to develop scenarios for future uses for the Madison School site that would continue the site’s legacy as a community hub and open space.

Madison Elementary School was built in 1924 and for many decades served as a community hub for students, their families and other people in the neighborhood. The facility is no longer an elementary school and currently provides programs including Early Childhood Education and Assistance Program (ECEAP), Family Literacy, Head Start and Indian Education. Because it is no longer a neighborhood-serving elementary school, less neighborhood interaction takes place at the Madison School than in the past.
A community for all ages seeks to meet the needs and interests of the very old, the very young and everyone in between. Research shows that communities that meet the needs of its older and younger citizens raise the quality of life for everyone.

During the time the plan was being developed, a group of committed stakeholders self-organized into the Tacoma Mall Neighbors to promote neighborhood engagement and improvements. Within the first six months the group held the neighborhood’s first block party in years, staged an “occupy Lincoln Park” event.

Madison School is an important neighborhood recreational asset where neighborhood children go to play. However, residents report that current conditions are not ideal and that certain areas and play structures are fenced off from local access. The parks goal described below envisions future use of the Madison School property as an accessible park and/or community-facilities center that would provide recreation and green space amenities, reinforce the site’s historic role as a community-gathering place and potentially provide a new elementary school and a new home for the 40th Street Community Garden.

While Tacoma Public Schools could potentially redevelop the Madison School site in the future, which could potentially include construction of a new school or a partnership to develop park space, the District has no plans to do so at this time (Tacoma Public Schools, 2016). Tacoma Public Schools will soon begin work on a master plan for the future of the school district that presents an opportunity to integrate the community’s vision for the Madison School site into the District’s future planning and implementation activities.
During the planning process, local community groups organized events that helped bring activity to the neighborhood. These events included the Tacoma Runners event, Tacoma Kidical Mass family bike ride ending in Lincoln Heights Park, Tacoma Neighbors block party, and “Occupy the Park” events.
COMMUNITY EMPOWERMENT

Community empowerment refers to the process of enabling communities to increase control over the factors and decisions that shape their lives. Implementation of this plan is dependent upon continued community leadership, participation and ownership of the process. Sustained community empowerment and implementation partnerships are essential to the long-term achievement of community goals. Empowerment can be achieved through City efforts to fully engage community members in neighborhood planning processes, and by increasing access to jobs and education and services as called for in the prior section and in Chapter 9 – Shared Prosperity.

GOAL CV-4

Empower all community members to participate in neighborhood planning and change, and cultivate inclusive leadership and decision-making that embraces and celebrates the neighborhood’s diverse community.

ACTION CV-12

Support formation of a Subarea Plan implementation steering committee to advocate for actions needed to achieve the neighborhood vision.

ACTION CV-13

Use a combination of engagement methods reflecting the diversity of the community to invite all local populations to participate in planning and implementation activities.
The McMenamins’ Kennedy School in Portland, Oregon is an example of reimagining a historic public elementary school in a manner that maintains its role as a neighborhood hub. The Kennedy School now offers restaurants, a hotel, a cinema and other amenities to its neighborhood.

**ACTION CV-14**
Monitor demographic characteristics and community participation over time and take steps to support and celebrate the neighborhood’s ethnic, economic and age diversity.

**ACTION CV-15**
Work with partners to improve equity and health outcomes by reducing social and economic barriers such as poverty, lack of professional skills and cultural segregation.

**ACTION CV-16**
Support existing community organizing efforts, as well as potential new ones such as formation of a Community Development Corporation or Neighborhood Business District.

**NEIGHBORHOOD SAFETY**
Neighborhood safety is essential to community well-being, stability, resilience and prosperity. Safety concerns were a common theme expressed during the development of this plan. Concerns about safety affect both perception and behavior in ways that are detrimental to individuals, families, the community and business. Unsafe neighborhoods, and the perception of unsafe neighborhoods, can cause anxiety, depression, stress and disinvestment. Fear
of violence can keep people of all ages indoors, isolating them from neighbors and community resources and reducing opportunities for exercise, play and transit use. Companies may be less willing to invest in unsafe neighborhoods, making jobs harder to find.

“Alternative High School at Northgate Mall provides unique opportunities for teens.” The Seattle School District operates Middle College High School at Northgate Mall (owned by Simon Corporation). Middle College High School is an alternative high school option to earn credits for a high school diploma and preparation for higher education in a small, caring environment, which includes three unique schools. (Seattle School District, 2016)

Healthy People 2020 defines health equity as the “attainment of the highest level of health for all people” (USDHHS, 2016). Community empowerment gives community members opportunities to participate in decisions affecting their lives and neighborhoods to fulfill their aspirations and potential. Continued community engagement can help ensure plan implementation can truly meet their changing needs.

GOAL CV-5

*Improve safety for neighborhood residents, employees and visitors at all times of the day.*

Crime is currently a concern in the community, and evidence of high crime levels is shown in data collected by the Tacoma Police Department. In 2015, the Department recorded 185 crimes against persons and 1,710 crimes against property in the neighborhood. This translates to 49 crimes against persons per 1,000 residents and 450 crimes against property per 1,000 residents. These ratios are significantly higher than the Department’s crime level targets (City of Tacoma Police Department, 2016).

Increased police presence and patrols in the neighborhood could help to strengthen community policing and reduce crime. Additional staffing could potentially be provided out of the Sector 3 substation, which currently serves the neighborhood and has capacity to house additional staff. Police Department staffing is dependent upon available resources and demands.
The Tacoma Fire Department currently receives about 200 calls per 1,000 residents. Based on this annual citywide average, future population growth planned for the Tacoma Mall Neighborhood could result in an increase of approximately 1,600 to 1,800 calls annually by 2040. If an increase of this scale occurred, construction of a new fire station with staff for an additional engine in the study area could be needed (Tacoma Fire Department, 2016).

**ACTION CV-17**

Monitor trends in fire and emergency medical services calls and consider this information when planning for future service improvements.

**ACTION CV-18**

Work with agencies and stakeholders to improve community safety and disaster readiness and to prevent crime.

**ACTION CV-19**

Encourage development on vacant and underutilized lands to catalyze positive change.

**ACTION CV-20**

Integrate Crime Prevention Through Environmental Design (CPTED) principles into the design of streets, parks and buildings, as appropriate to a dense urban district.

**ACTION CV-21**

Work with stakeholders to identify ways to improve safety and perceptions of safety, particularly along the western
PARKS & OPEN SPACES

Parks and open spaces are an important part of urban neighborhoods. They provide access to nature, recreational opportunities, green spaces, urban habitat, stormwater management and public gathering places in a dense urban environment.

Through the planning process, the community developed a robust vision for an integrated system of parks, open space, green infrastructure and public streets including the Loop Road. Achieving that vision will take coordinated action by multiple parties. Metro Parks Tacoma, the City of Tacoma, the Tacoma School District and civic partners work in collaboration to provide public parks, open spaces and schoolyard play space in the Tacoma Mall Neighborhood and throughout the city. The first step in achieving the community’s vision for parks and open space is to collaborate with Tacoma’s parks and open-space providers so that the Subarea Plan parks vision can be integrated into citywide planning efforts, reflect management and funding realities, and ultimately be turned into action. Moving forward, innovative approaches such as public-private partnerships may play a significant role. Finally, private open
spaces, such as the Tacoma Mall’s plazas, also play an important role.

There are currently four existing parks and open spaces of various types within the neighborhood (Figure CV-1): Lincoln Heights Park, the 40th Street Community Garden, the northern portion of South Park and the Water Flume Line Trail. Additionally, there is schoolyard space at the Madison School. Lincoln Heights Park is a neighborhood park with basketball, picnic and play equipment located in the Lincoln Heights District. The 40th Street Community Garden is a new community garden located in the Madison District.

"Right now, there is no safe place for kids to go in the neighborhood. We need safe places for kids, like parks." - Quote from public meeting on August 26, 2015

"Improving safety for all people – whether they are walking, biking, or driving – should be the top priority of this project." – Quote from public comment letter

The City of Seattle has level of service standards that specifically apply to parks in its designated urban centers, including having park space within an eight of a mile within all locations in urban centers. The standards are established in the Seattle Parks and Recreation Development Plan and are recognized in the City’s 2035 Comprehensive Plan.
Figure CV-1. Existing parks and open space map.
South Park is a community park straddling the southwest border of the neighborhood. The portion of the park in the neighborhood includes landscaped areas, trees and utility buildings. The portion to the south includes play equipment, a “sprayground,” a community center, gardens and tree stands. The Water Flume Line Trail runs through South Park, providing opportunities for walking and biking. The Asia Pacific Cultural Center is located adjacent to the trail and South Park, and offers community meeting space and cultural programs and events. In addition, there are several other parks and open spaces located within a short drive, bus or bike ride of the neighborhood: the STAR Center, Wapato Park, Lincoln Park, Wapato Hills, and the Tacoma Nature Center.

Metro Parks Tacoma’s Green Vision 2030 and the City’s Comprehensive Plan establish level of service standards for parks and open space. According to the adopted levels of service standards alone, most of the neighborhood would be considered adequately served by parks. Both Metro Parks Tacoma’s and the City’s level of service standards indicate that there should be a park within three quarters of a mile of all residents. However, this three quarters mile radius is typically measured as the crow flies ignoring barriers such as the freeway, busy arterial streets, lack of pedestrian facilities and topography. Through the stakeholder engagement process, the perception that more and better park facilities are needed was a recurring theme.

**Action CV-22** proposes consideration of additional level-of-service standards designed specifically for Tacoma’s densest urban centers, including the Tacoma Mall Neighborhood. These standards aim to ensure that there are parks within a five-to-ten-minute walking distance of all parts of the neighborhood, and that a minimum amount of parks and open space is provided per person to provide access to green space and “breathing room” in a highly built, populous environment.

**GOAL CV-6**

*Collaborate with Metro Parks Tacoma, the Tacoma School District, civic partners and the community to plan and implement the community’s parks and open spaces vision in the Tacoma Mall Neighborhood.*

Downtown Tacoma and the Tacoma Mall Neighborhood are the City’s densest urban centers and are envisioned to become increasingly urban over time. In the urban context where people may not have private yard space, parks should be closer at hand and within easy walking distance.
A quarter-mile walking distance is roughly equivalent to a five-or-ten-minute walking time for the average person. This is generally considered a distance that most people would choose to walk on a regular basis.

The amount and location of new park and open space must be strategically planned in order to create the most value for the neighborhood and achieve multiple benefits. The following parks planning principles are recommended as guides for improving and expanding the parks system in the Tacoma Mall Neighborhood.

Tacoma Mall Neighborhood Parks Planning Principles:
- a park or open space in each of the four Tacoma Mall Neighborhood districts
- located along the Loop Road to create a continuous string of green public spaces
- provides green stormwater infrastructure and tree canopy
- enhances sense of place and urban design
- meets the recreational programming needs of dense urban neighborhood and diverse communities

In general, priority should be given to making improvements to existing parks and open space assets first rather than creating new ones. When new parks are under consideration, priority should be given to sites with the greatest potential as community gathering places, defining elements of neighborhood identity, and neighborhood catalysts.

Figure CV-2 shows a conceptual future parks system to accomplish these parks planning principles.

Parks located around the Loop Road are easily accessible to pedestrians and cyclists. The Loop Road and parks are envisioned to include green stormwater infrastructure, trees and landscaping features that significantly increase the amount of public green space and attractiveness of the neighborhood. Parks and open spaces are located for maximum visibility and urban design benefit, for instance by being placed where they terminate a vista, at a change in the street grid, or at transitions between different intensities of land uses. They are a range of sizes that can be used to accommodate the programming needs in the neighborhood, from small public gathering spaces to community gardens to sports fields.

Types of parks that could meet the needs of the neighborhood include several types that fit in Metro Parks.
Tacoma’s current range of park typologies, as well as several that do not:

- **Community Park**: A park greater than five acres in size that provides visitors with access to a wide range of urban recreation opportunities, including opportunities for cultural events and community gatherings, or respite from urban activity

- **Neighborhood Park**: A park that provides daily convenient access to basic urban recreation opportunities for residents within walking or biking distance

- **Public Green**: A small park with grass or other landscaped features designed primarily for sitting, picnicking and enjoying nature

- **Public Square**: A small hardscaped public area with design features such as pavement markings, public art and seating

- **Community Garden**: A public garden where community members can participate in growing and harvesting plants

- **Linear Urban Park**: A long, thin park that provides green public space and recreation opportunities. Linear parks may include habitat areas, green stormwater infrastructure, multiuse trails, urban plazas or streets. For linear parks that contain streets, vehicle speeds should be slow and walking areas should be separated from traffic by trees, landscaping or hardscaped areas with pedestrian-friendly design elements such as public art, seating and signage.

Photo CV-17. Empty playground.
Figure CV-2. Conceptual parks & open space plan.
THE NORTHWEST DISTRICT

Through the public process, the initial concept of a park in each of the four districts was modified in regards to the Northwest District. The district is currently almost entirely commercial and light industrial and there is no existing park or open space there. As the neighborhood develops, it is uncertain whether residential development will be part of the mix. Therefore, the intent of creating a park or open space in that area may be served in a different manner. Rather than a traditional park, the approach could instead be a linear park along the Loop Road, a green stormwater feature, joint use of public sites, or private plazas as part of future development. The creation of a new park in the Northwest District should be phased with the prospect of significant development in the area.

JOINT USE

Several Tacoma Public Utilities (TPU) sites serve as passive open space assets and greenbelts, as do other publicly owned sites in the neighborhood. As the neighborhood grows, these could potentially be further enhanced for joint public use, as sites for public art or to publicly accessible green spaces. TPU is responsible first to provide their utility functions. In addition, any publicly owned properties declared surplus should be evaluated as potential open spaces prior to sale for private use. Currently, one such site exists in the Madison Neighborhood at the corner of S. 45th and Warner Streets. A funding source should be pursued to acquire this property as an open space asset.
Photo CV-19. A “festival street” can accommodate regular travel and become a public open space for special events.
Figure CV-2 includes a potential future park on the Madison School property owned by Tacoma Public Schools. Creating a park here would reinforce the school’s historic role as a community gathering place. A park here could potentially be part of a larger campus with a new or reopened elementary school and a new home for the 40th Street Community Garden.

“We see the benefits of love in everything. When children, pets, plants and even objects are loved, they thrive...The same is true of our places. When we have an emotional connection to our place, we are less likely to leave it and far more likely to champion and defend it in the face of criticism. We will fight for it.” (Kageyama, 2008)

**RECREATIONAL OPPORTUNITIES**

Dense urban centers have unique parks and recreation needs. In these environments there is a need for “outdoor breathing space” in an otherwise highly developed built environment. There is also a need for a wide range of recreational programming such as spaces for large and small events and gatherings, cultural programming that celebrates the diverse backgrounds of community members, youth and senior programming, a range of sports and exercise options, community gardens, pet-friendly spaces and arts creation and enjoyment. During the subarea planning process, Tacoma Mall Neighborhood residents expressed a desire for these types of programming and emphasized an immediate need for more safe places for youth and people of all ages to spend their free time.

**ACTION CV-22**

Collaborate with Metro Parks Tacoma and others to consider new level of service standards for parks and open space in Tacoma’s densest urban centers.

**ACTION CV-23**

Collaborate with Metro Parks Tacoma and other parks partners to implement parks planning principles for the Tacoma Mall Neighborhood.

**ACTION CV-24**

Collaborate with Metro Parks Tacoma to integrate the Tacoma Mall Neighborhood parks and open space.
strategies into long-range plans, and current and upcoming capital and programmatic priorities.

**ACTION CV-26**

Work with private property owners and developers to provide open space in various forms such as public plazas and private recreational spaces. Consider revisions to development standards and explore incentives as part of this work.

**ACTION CV-27**

Improve access to nearby parks and recreational assets including South Park, Wapato Hills Park, the Water Flume Trail and the Tacoma Cemetery through pedestrian improvements, wayfinding and other steps.

**ACTION CV-28**

Explore acquisition of any surplus public properties as well as further joint use of publicly owned facilities as recreational amenities, locations for public art or wayfinding, tree planting and passive open spaces.

**ACTION CV-29**

Collaborate with stakeholders to regularly evaluate and develop plans to meet recreational, cultural and educational programming needs for people of all ages.

**PERFORMANCE MEASURES**

- **Parks and Open Space**: Collaboratively develop and regularly assess a parks and open space level of service for the Tacoma Mall Neighborhood.

- **Community Vitality Outreach**: Given the qualitative nature of community vitality, measures of performance must be nuanced. Metro Parks Tacoma, the City of Tacoma and the Tacoma School District should collaborate to solicit input from the community on a regular basis.

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Photo of Chrome Twist by John Rogers, public art displayed at Tacoma Police Headquarters; photo courtesy of the City of Tacoma Arts Commission (City of Tacoma Arts Commission, undated).
CHAPTER 9

SHARED PROSPERITY

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SHARED PROSPERITY GOAL

Promote business retention, growth and investment, and broaden employment opportunities in the Tacoma Mall Neighborhood in order to increase prosperity for the neighborhood, the City and the region.

INTRODUCTION

The Tacoma Mall Neighborhood is a very important economic engine for the City of Tacoma. The mall is the best-known destination in a neighborhood that also contains other major retail destinations, commercial, industrial and office businesses as well as residential areas.

This chapter describes key opportunities to promote economic development that increases prosperity and opportunity for businesses, residents and the City. Promoting business retention, investment and job growth in the Tacoma Mall Neighborhood is a shared public and private goal. Achieving the 2040 growth target of doubling the current number of jobs would bring major local, city and regional benefits. The Mall Neighborhood is well situated and has significant assets to support growth including freeway access and visibility in a core urban area and major businesses and employers. Its Regional Growth Center status channels public resources to the neighborhood.

While this area is a jobs and tax revenue hub for Tacoma, it functions largely according to a suburban economic model that limits its economic potential. The neighborhood was developed at a time when land was more plentiful and auto-oriented development was in its ascendancy. Today, the City and region have grown up around it. Land in core urban areas is becoming more scarce and valuable. Meanwhile, today’s retail economy and market preferences are shifting dramatically forcing cities and businesses to adapt. The same auto-oriented land use patterns and transportation system that brought growth to the area are now becoming barriers to the next phase of growth. The
combination of actions proposed in this Plan will transform the area from a place that people drive through to shop then leave, to a place where people chose to live, work, shop and spend time.

Prosperity is elusive to many residents of this neighborhood where average household incomes are significantly below City and regional averages. While this is a complex problem calling for a broad range of actions to improve the economic opportunities of low-income citizens, progress can be made locally. For example, although this area is home to a mix of jobs and housing today most residents commute out of the area for work, and most businesses serve city or regional markets, rather than serving the local neighborhood. Taking steps to better integrate the disparate districts of the Subarea through urban form and transportation improvements could provide mutual benefits.

This Subarea Plan is an economic development plan intended to initiate actions that will promote, or remove barriers to, growth and investment. As part of the plan development process, the City engaged with local and regional developers and business people. The core message was largely consistent with the input from the broader community—that current land use and transportation patterns, uncoordinated urban form, and lack of neighborhood amenities are holding the area back and contributing to a negative image for the area. The same set of actions to promote the transportation, urban form, neighborhood vitality and environmental goals can also foster economic development.
The Plan actions are intended to result in multiple, exponential benefits thus bringing prosperity to area residents, business and property owners, the workforce, visitors, and the broader Tacoma community. Prosperity benefits the economy, identity of place, the natural environment, health and vitality. Today’s market may not yet be strong enough to support major change, but the trends are in the right direction. It is in the shared interest of the City, neighborhood and the local business community to be proactive rather than be left behind as other cities take advantage of emerging market opportunities.

While the City can remove barriers and increase incentives to private investment, there is no benefit to seeking to impose change before the market is there to support it. The key tools available to the City include the Subarea Plan, up-front Planned Action EIS, coordinated public investments in infrastructure planned transportation and utilities, and use of the Multifamily Property Tax Exemption Program. These tools are intended to support project feasibility and economic performance on an area-wide basis and help streamline and reduce the costs of development permitting while using mitigation approaches to address development impacts and contribute to the vision of a great urban place.

There is fertile ground to collaborate on actions that solve problems and provide mutual benefits. The placemaking approach will create a complete, inviting, distinctive urban form. This in turn will leverage higher quality infrastructure, connectivity and improved property visibility and access, thus attracting jobs and housing to an area with an improved investment climate.

Photo SP-3. Vacant lot outside vacant commercial space.
THE NEIGHBORHOOD TODAY
The Tacoma Mall Neighborhood is named for its super-regional mall. It is currently a predominantly commercial area with residential enclaves in the Lincoln Heights, Madison and Mall Districts. The balance of the neighborhood land contains additional retail, commercial and light industrial offerings, supporting a significant concentration of employment.
Photo SP-6. Metro Plaza.

Photo SP-7. Bradken.

Photo SP-8. Commercial use.
National retailers are concentrated in and around the Tacoma Mall and on S. 38th Street. Multiple national retailers, particularly in the Mall proper, serve more market segments than many regional malls and draw from a larger than average trade area. Other retail, office and commercial development is located throughout the neighborhood except in the residential cores of Madison and Lincoln Heights District.

Development capacity is far greater than 20-year demand. Commercial markets, availability of land, neighborhood location and design preferences have contributed to the current low density, dispersed development pattern. The Tacoma Mall has remained stronger than many regional malls due to its visibility, access and diversity of offerings. Vacancies have historically been lower than other comparable areas, ranging from around 1% from 2007 to 2009, to 2%-3% from 2009 to the end of 2013, likely due to leasing strategies by the Tacoma Mall. However, since the fourth quarter of 2013 vacancy rates have jumped to about 5%, to be in line with suburban Tacoma averages and below rates in the Westfield Southcenter Mall and Northgate Mall areas.

A residential/mixed-use feasibility analysis conducted to understand current real estate dynamics for this sector affirmed that developments similar to recent projects in the area (The Apex and Pacifica) reflect what is currently feasible in those markets. The analysis identifies rents that would need to be achieved to see developments with a higher percentage of structured parking or with more amenities and street presence, such as current development trends in downtown and the Proctor District.

A commercial market analysis was also completed to assess the economic impacts of the proposed plan actions.

**PROSPERITY FOR ALL**

Shared prosperity means shared local, city and regional benefits to the economy, environment, businesses and residents, including current and future residents and generations. Each district benefits through development of its own identity and niches while the entire neighborhood supports people of all incomes and groups.

Actions to achieve shared prosperity include:
  - reinvesting in the neighborhood and each District to capture potential community benefits
• encouraging jobs and housing growth through a strategy that incorporates business retention and job growth
• attracting businesses to invest in this area to improve their businesses, to invest in employees, and to create new job opportunities
• investing in the workforce to increase their career options and earning potential
• making it more possible to live and work in the same neighborhood to reduce cost of living
• providing more jobs close to home for low income household members
• distinguishing the market niche that will attract new investment and customers for each District
• improving livability of all residential areas
• building a more compact, green, walkable mixed-use neighborhood

The Subarea Plan provides a framework for broadening the employment base and development types in more compact formats that, over time, will yield higher economic output.

The smart growth strategies are anticipated to be profitable to everyone in the long term. In the short term, current business models are likely to remain. The Subarea Plan is designed to increase the economic vitality of the neighborhood over time through a strategic package of actions. It is anticipated that improved infrastructure will help raise lease rates, retail sales and incomes, which collectively will affect feasibility and enable significant redevelopment to occur.

**ECONOMIC POTENTIAL OF THE NEIGHBORHOOD**

An Economic and Real Estate Conditions Analysis of existing conditions was developed by Community Attributes Inc. (CAI) in 2016 as a part of this project. A summary of the analysis is provided below.

• Development is occurring in an uncoordinated pattern that captures low community return on investment.

• Employment in the neighborhood is dominated by retail trade, which consists of over 40% of all employment. Accommodation and food services, as well as government services are also key sectors for employment in the neighborhood. Services and manufacturing sectors tend to be much less
represented than in other comparable locations. There are few local serving retail and service businesses in the neighborhood. Opportunities exist to broaden the neighborhood economy to include enterprises that support neighborhood identity. These businesses include local restaurants and food sources, small-scale artisan and “makers” types of fabrication businesses, local artists and small businesses that feature offerings that are unique to this neighborhood.

- Community employment needs are not fulfilled by neighborhood residents, with about 3% of the local population employed within the neighborhood. Employees that work in the area are drawn from communities across the region.

- Retail space in the neighborhood was largely constructed in the 1960s, and is currently dominated by the Tacoma Mall and other large format retailers. However, over the past five years, little to no commercial development activity has taken place. Historically, vacancies have been lower and rents higher than in the rest of the City and the broader area, but current vacancy rates are equivalent to those in the rest of the suburban Tacoma market. Retail rents in the neighborhood currently average about $16–$17/square foot. Over 1 million square feet of retail space in the area is 40–50 years old.

- Office space in the neighborhood includes a significant amount of stock developed in the 1960s, but no significant increases in new office space have occurred since the 1990s. Office vacancy rates until recently have tended to be higher than the City and broader areas, with comparable rents to the rest of the market. Current office rents in the neighborhood are around $20/square foot.

- Minimal industrial space exists within the existing neighborhood with some warehouses developed in the 1990s. The potential Regional Growth Center expansion area has a higher concentration of industrial uses than is typical. Market vacancy rates and rents in the broader area have risen slightly over the past 10 years, with rates around $4–$5/square foot.

- The local economy is dominated by retail (primarily with the Tacoma Mall) and government employment, with less of a focus on services than are often seen in other locations. Diversification of the local economy and a focus on both employment and retail/service offerings that can meet the needs of the local neighborhood should be a focus of ongoing economic development efforts.
THE VALUE OF MIXED USE

A key aspect of reconfiguring a successful mix in to a more broadly based mixed-use District is to identify and maximize the dynamic synergies between uses. The cycle of supporting uses is:

1. Residential attracts retail.
2. Retail supports office.
3. Office supplies restaurants.
4. Restaurants attract residential use.

These synergies are most effective when the uses are close together and it is convenient to move easily from one to another. This is especially true of “vertical mixed use,” integrated into urban streets with ground-level retail and office and residential above. The retail can only typically be supported on major streets and works best in the most urban part of a mixed-use “town center.” (Dunham-Jones, 2009)

- Although building permits demonstrate continuing investment through renovation and remodeling, the future role of the neighborhood as a regional and super-regional center may require more comprehensive redesign to remain competitive.

MALL DISTRICT POTENTIAL

The Tacoma Mall has been the economic driver in the neighborhood for the past 50 years. The land base, proximity to I-5, market conditions, reputation and existing assets are the basis for the Tacoma Mall’s success. Some existing commercial and residential development predated the Mall; however, the majority of commercial development is located there to capture spinoff traffic and business due to proximity to the Mall. The current street network is the result of changing business and development trends and vacation of public rights-of-way. The resulting urban form consists of irregular parcel configurations without public street access. The current form constrains mobility and access to properties and capture of full economic potential.

The potential also exists for significant residential infill with varied contemporary housing types to fulfill market expectations. The completion of an attractive street network, addition of parks, public places is needed to support such economic capture of neighborhood assets and potential.

Emphasis is placed on mixed-use development because it maximizes the multiple and synergistic benefits to be derived. Single use development (residential, institutional and commercial) is also necessary and beneficial. Development supportive of a walkable urban form is the desired format for all development.
SHIFTING TRENDS IN RETAIL ENVIRONMENTS

Economic shifts have occurred with the rebirth of cities and preferences of post-baby boom generations. Contemporary experiences and lifestyles such as in-town living in walkable mixed-use neighborhoods have become mainstream and proven to be economically viable. These types of experiences continue increase as preferred choices among baby boomers and millennials in particular.

This shift has become a powerful driver of the economy, as shown by substantial downtown, major mall and town center redevelopment. The redevelopment of regional malls into mixed-use developments and new, mixed-use “town centers” across the country is the next generation of retail environments taking place in response to significant cultural and retail trends. The photo (captioned Photo SP-11) of Steiner and Associates’ Liberty Center illustrates this type of development. (Urban Land Institute, 2012).
A 2014 Nielsen report on the influential U.S. Millennial population segment—people born between the early 1980s and early 2000s—said that 62 percent of that demographic prefers living in walkable, urban style, mixed-use communities near to their workplaces and to restaurants, shopping and transit.

Top retail developers increasingly respond to these trends. The best of new projects have common characteristics: a significant portion of their public space is outdoors; non-retail leisure time components are a large component of the tenant mix; the design of outdoor public spaces follows traditional urban planning principles, and the non-retail uses like residential, office and hospitality are fully integrated into the design.

Many of the most applicable examples of these projects are not only the commercial, but also the social and civic hubs of the community. Many retail and mall developers believe that Mall environments must respond to these trends to not only thrive, but also survive in this new environment. (Steiner, 2015)

Another significant shift in retail shopping environments is the evolution of “need-based transactions” to “want-based” transactions. The characteristics of each are described in Table SP-1, Need-based and Want-based Shopping Environments. (Steiner, 2015)
### Table SP-1. Need-based and Want-based Shopping Environments

<table>
<thead>
<tr>
<th>Purpose</th>
<th>Characteristics</th>
<th>Locational Needs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Need-based Transactions</td>
<td>Provide for basic everyday needs, draw frequent visits, and involve purchase decisions that are driven primarily by rational criteria</td>
<td>Serve local trade areas and offer functional design and provide convenient access</td>
</tr>
<tr>
<td></td>
<td>Retailers provide value for the dollar, serve local trade areas, offer functional design and provide convenient access.</td>
<td>Shopping environments are essentially part of the basic infrastructure of a community</td>
</tr>
<tr>
<td>Want-based Transactions</td>
<td>Meet aspirational needs, involve discretionary spending and a lower frequency of visits, and inspire purchasing decisions driven primarily by emotional criteria.</td>
<td>Shopping environments serve regional trade areas with regional access, and feature aspirational design elements</td>
</tr>
<tr>
<td></td>
<td>Shopping environments define and add value to a community and contribute to its economic development. Retail environments are enhanced (and enhance in turn) pedestrian friendly, urban/mixed-use fabrics</td>
<td></td>
</tr>
</tbody>
</table>

*Source: Adapted from Emerging Retail Environments, The changing world of regional retail—and design and development guidelines for the next generation of integrated retail developments, by Yaromir Steiner, Chain Store Age, August 2015.*

A successful and sustainable mixed-use “town center,” as envisioned for the Mall District, must be responsive to both the need-based and want-based transactions of its trade area. Both need-based and want-based retail can be integrated, but while all want-based retail is welcome, it is only the high frequency and daily life component of need-based retail that can be successfully mixed with the other uses.

Both drivable suburban and walkable urban forms of development have market support and appeal; it is not as if one is “better” than the other. However, from traffic, energy, environmental and walkability perspectives, more compact mixed-use communities outperform the more dispersed driving-only communities.

The reasons for this shift include preferences for walkable, mixed-use transit-oriented neighborhoods include significant demographic changes (decreased percentages of households with children and increased one and two-person households), absolute increase in suburban traffic congestion, proportional increase in household transportation costs, and an increased appreciation for the convenience, diversity, creativity, and health benefits associated with walkable urban lifestyles. As a result, drivable suburban development has become overbuilt in relation to market demand, as is the case with some of the underused commercial properties in the Tacoma Mall neighborhood.
Vision 2040 requires that cities direct growth into urban core areas. The Puget Sound region, including the City of Tacoma, is planning for significant jobs and housing growth by 2040. Since space in the region is ultimately limited, jobs and population growth are driving market investment into core urban areas where there is development potential, like in Downtown Tacoma and the Tacoma Mall Regional Growth Center (Tacoma Mall Neighborhood).

**WALKABLE URBANISM**

Development of more fine-grained mixed-use walkable places has been demonstrated to provide economic benefit to communities. “Walkable urbanism” has become a powerful economic driver as evidenced by the success of downtowns, major mall and town center transformations into mixed-use walkable districts across the nation. Numerous places originally developed as strip commercial and/or regional malls that have since been urbanized and experience higher economic return.

Over the next generation, walkable urban development will spur even greater economic growth as demand for walkable urban development is met. The future growth of walkable urban places could provide the same economic base in the 21st century that drivable sub-urbanism did in the mid- to late-20th century. However, this growth will not be realized without appropriate infrastructure, zoning, and

You have to create a place that will become the center of people’s lives.”

—Quote from Yaromir Steiner, Chief Executive Officer of Steiner + Associates
“Walkable places perform better economically. Residents of places with poor walkability are generally less affluent...Places with more walkability features have also become more gentrified over the past decade” (Leinberger and Alfonzo, 2012).

Strategies to curb involuntary displacement through community empowerment can be found in Chapter 8—Community Vitality.

financing mechanisms at the federal, state, and local levels (Leinberger, Lynch, 2014).

The Tacoma Mall Neighborhood is in the process of transitioning from a drivable, suburban style area to a walkable urban place. The Tacoma Mall Neighborhood Plan is designed to capture the latent real estate value in the Tacoma Mall neighborhood and with the provision of a more complete infrastructure, amenities and services, support the transition to the envisioned more complete community. It is envisioned to be a neighborhood for everyone—a place for people of all incomes and backgrounds.

IMPROVE IMAGE AND PERCEPTION

Improving the image and the perception of the neighborhood is an important step needed to achieve shared prosperity. Other chapters include goals and actions for improving image and perception, such as taking steps to resolve traffic issues, improve safety and development quality, enhance the pedestrian environment and public realm, and to rebrand the neighborhood. See the Urban Form, Land Use, Transportation, Environment and Community Vitality Chapters.

GROW BUSINESSES & JOBS

Existing established businesses are the basis of current employment and tax revenue generation in the
neighborhood. Their success and growth is the economic and employment engine of the neighborhood. Existing businesses that remain over time and grow in place along with the neighborhood contribute to continuity and stability over time.

The majority of neighborhood jobs today are in retailing and services, with just 3% of employees living in the neighborhood. Broadening business and commercial offerings that will diversify employment opportunities are envisioned for the neighborhood related to the character districts:

- Professional employment in the Mall District (education, medical and professional offices)
- Local artisan and creative culture jobs

**GOAL SP-1**

*Support growth of businesses and jobs in a manner that supports the vision for the neighborhood and character of the 4 neighborhood districts.*

**ACTION SP-1**

*Maintain a dialogue with existing businesses to seek ways to support business retention and expansion.*

**ACTION SP-2**

*Promote businesses and employment in locations that support character district cohesion.*

**ACTION SP-3**

*Attract new businesses to the Mall District to support creation of a “mixed-use town center” with a mix of regional and local serving retail, entertainment, hotel, education, health care, and commercial and institutional uses.*

**ACTION SP-4**

*Work with property owners to understand how existing covenants or other agreements might restrict redevelopment and infill.*

**ACTION SP-5**

*Collaborate between property owners, businesses, the city and others to beautify and activate streets and sidewalks.*
ACTION SP-6
Work with the business community to explore organizing a Business Improvement Area to address shared goals like marketing, maintenance and business recruitment.

ACTION SP-7
Use existing city programs to promote investment and growth such as the Multifamily Property Tax Exemption Program, Tacoma Job Creation Tax Credit, Façade Improvement Program and Business Loan Program.

ACTION SP-8
Establish standards for contemporary signage to improve visibility and image of the neighborhood.

GOAL SP-2
Create a more diverse employment base in the neighborhood to serve both regional markets and neighborhood needs, and to increase the earning capacity of neighborhood residents.

ACTION SP-9
Broaden the range of employment types through recruitment of under-represented institutions and businesses such as medical, office, educational and fabrication facilities.

ACTION SP-10
Promote job training that increases people’s ability to get living-wage jobs with businesses that support and invest in their employees through good benefits and pay.

HIGH-CAPACITY TRANSIT & TOD
Locating a high-capacity transit station in the Tacoma Mall neighborhood could increase business interest in locating to the area. This would in turn support the vision for the neighborhood as a dense urban center with a mix of jobs and housing. Goals and actions that support planning for a high-capacity transit station and transit oriented development are in Chapter 3—Urban Form. Location of higher density housing within walking distance of high-capacity transit supports housing affordability by reducing or alleviating the need for car ownership.
CATALYZE INFILL & REDEVELOPMENT

Successful urban centers result from leadership and partnerships that help to mature development markets with strategically focused and coordinated public and private investments.

Currently there is more redevelopment capacity than market demand for development in the neighborhood. As a result, there are a number of large sites in key locations with redevelopment potential well beyond their current uses.

If redeveloped with more dense, mixed-use urban formats, these sites present significant opportunities to realize much higher economic return while making significant contributions to neighborhood vitality and catalyzing additional development in their vicinities.

A list of potential catalyst sites includes:

1. **Pierce County Annex campus:**

   Large site at the top of the bluff with frontage on S. 35th Street—a proposed Pedestrian Street which will be improved with complete streets features and extended eastward through a capital project. A new north–south street will connect Wright Avenue to S. 35th Street, and a street or pedestrian connection should be established to Sprague Street with redevelopment. This will improve access to the current “back” of the site. The bluff offers the opportunity to showcase vistas over the Nalley Valley.

   Proposed zoning allows buildings up to 120 feet. The site could potentially continue as a government campus with infill commercial or mixed-use development, or any
number of commercial, mixed-use and office concepts. Portions of the site are zoned to allow light industrial uses (maximum height 100 feet), allowing further flexibility to consider establishing a “makers” district.

2. Michael’s Plaza

One of the most prominent sites in the neighborhood, Michael’s Plaza has a strong presence on both Pine and S. 38th Streets, and faces a segment of the Loop Road (S. 36th Street is a segment of the Loop Road). Three frontages of this block will be redesigned as pedestrian-oriented streets. The Loop Road will increase access and visibility along the site’s northern frontage. S. 38th and Pine are both slated for complete streets retrofits and Pine is a transit priority route. Future development will orient toward the abutting streets, particularly these three streets. Connectivity east–west through the site should be established with major redevelopment.

Zoning allows buildings up to 120 feet. The site could be redeveloped as a more-urban pedestrian-oriented retail complex, or any number of commercial, mixed-use and office concepts. A new pedestrian crossing should be evaluated across Pine Street connecting the site to the City Fleet Services site.
Figure SP-1. Catalyst Sites.
3. City of Tacoma Fleet Services

This site is highly visible along Pine Street, a designated pedestrian street slated for a complete streets retrofit. It also fronts on the Loop Road along its northern frontage. The current use presents a blank wall and no street interaction. The site is nestled up to the bottom of a steep slope along its eastern edge.

Given its size, visibility, public ownership and planned streetscape investments the site presents an opportunity to pursue a catalytic redevelopment proposal. The current driveway linking the site to the top of the Lincoln Heights hill (at Fife Street) presents an opportunity to enhance connectivity. A new pedestrian crossing should be evaluated across Pine Street connecting the site to the Michael’s Plaza site.
4. **Lincoln Heights summit (former Star Fitness Center site)**

Located at the top of the Lincoln Heights hill, this site is in a central location that feels like an enclave of calm due to the topography and curvilinear, tree-lined streets. The site includes the former Star Fitness Center building, as well as a surface parking lot across the street from it. A pedestrian connection to Steele Street would link the site to the Loop Road and Lincoln Heights Park, as well as Costco and other commercial offerings.

The location at the top of the hill means that a building would have vistas in all directions above the first story or two. The former fitness center could potentially reopen to provide recreation as the population grows. A taller multifamily building on this site could anchor and catalyze further redevelopment of the Lincoln Heights District’s residential core.

![Photo SP-18. View of Mount Rainier.](image)

5. **Madison School site**

Madison School and playground play an important role as a recreational amenity and gathering space. Its central location in the Madison District means it tends to function as the logical “heart” of the district. When it was a local elementary school, that role was even greater.

The community has expressed strong desire to improve Madison School as a community space. Ideally, it would reopen as a school or become a community center, library or other public gathering space.

Early implementation steps should include relocating the school bus parking from the site to make that space available for higher and better use. Green stormwater...
infrastructure should be prioritized in this location. A new site, potentially on the Madison School campus, should be found for the 40th Street Community Garden prior to construction of S. 40th Street.

Should the School District determine in the future that Madison School will be sold, it is essential that the sale be conditioned on allowing permanent public access to the site as a community amenity that does justice to this site’s essential function for the district. A north–south street or pedestrian connection should be established along the S. Alder Street alignment if the site with substantial construction or redevelopment of the site.

6. **U.S. Post Office Pine Street site**

The Post Office is located along S. Pine Street, a proposed Pedestrian Street that will be improved with complete streets features. Pine Street is also a transit priority corridor. Fife Street, along the site’s eastern frontage, is also part of the transit connection accessed via the future I-5 off ramp.

The Post Office site is located in an area with high potential as a future consolidated transit station serving local and regional transit. The transit station could potentially be located on this site and would definitely be nearby. The site is also in close proximity to the Tacoma Mall and the proposed Mixed-use Town Center concept. As such, it could potentially redevelop in a number of ways that would contribute more to the street life of the area. Zoning allows buildings up to 120 feet.
7. **Tacoma Mall and surrounding retail sites**
   This is the primary urban infill site planned to be a Mixed-use Town Center concept. See the discussion below.
GOAL SP-3
Build critical mass by leveraging partnerships and investments to enable catalytic developments to take place.

ACTION SP-11
Pursue a range of options to highlight the potential, focus business recruitment efforts and prioritize investments that increase access and visibility of catalyst sites, with due consideration of the key opportunities described in this chapter for each site.

ACTION SP-12
Develop new financing mechanisms that equitably distribute the cost of streetscape and infrastructure improvements such as impact fees, fee in lieu of and latecomer fees.

MALL DISTRICT INFILL & REDEVELOPMENT STRATEGY
The Tacoma Mall is the major anchor in the neighborhood and a major contributor to the City of Tacoma and regional economy. While performing at a high level, the buildings and site improvements were mostly built 50 years ago. The Mall owners and the City of Tacoma recognize that that land available to infill and selective redevelopment provides significant opportunities to improve the Mall area and capture the economic value of walkable places and the spending power of the next demographic wave (millenials and baby boomers).

The Simon Company, owner of the Tacoma Mall and approximately 200 malls nationwide, has recognized and capitalized on these opportunities in other locations around the country. The company has the potential to bring that expertise here and work with its willing partner in the City of Tacoma, to move towards investment in growth, diversification and increased shared prosperity over the next years.

The ambitious vision to transform the Mall District and Mall area proper into a Mixed Use “Town Center” will require sustained leaderships, partnerships and coordination. Conditions required to accomplish such a goal would include willingness on the part of the Mall owner, sustained leadership and incentives provided by the City of Tacoma, and shared agreement and participation among numerous property owners and public agencies. Fortunately, such
models exist around the country, as manifested by Simon and other like companies. The photo (captioned Photo SP-11) of Steiner and Associates’ Liberty Center Central Space illustrates this type of development.

Infill and redevelopment of comparable areas in the country provide models for the Tacoma Mall neighborhood transformation.

Opportunities for the Mall include:
- development of new market niches
- developing more direct connections to the neighborhood
- incorporating transit and a more walkable environment
- becoming the central neighborhood place
- becoming a special, walkable place where more people want to work and live
- capturing more upscale markets and need-based/local serving business
- offering memorable, exciting entertainment venues
- becoming more inviting to families and kids with recreational opportunities, special events and a cinema
- educational and medical facilities
- improved vehicular access and a roadway pattern promotes denser development.

**GOAL SP-4**
Create a walkable, urban “Mixed-use Town Center” in the Mall District.

**ACTION SP-13**
Partner with the Simon Properties Group, large land owners, public agencies and other partners to promote and coordinate actions to achieve the Mixed-Use Town Center goal.

**ACTION SP-14**
Identify a leader within the City of Tacoma to lead Mall revitalization, redevelopment and coordination with partners over a period of several years.

**ACTION SP-15**
Develop a strategy for recruiting both public investment and specific business types that can strengthen and
diversify employment, retail and services markets to in Districts and to support daily living.

**ACTION SP-16**

Recruit key land uses and businesses to support transit-oriented development in the future High-Capacity transit station area.

**INSERT LAUREN’S CONCEPT FOR THE MALL DISTRICT**

**MADISON DISTRICT INFILL & REDEVELOPMENT STRATEGY**

The Madison District, located in the southwest area of the Tacoma Mall Neighborhood, will be strengthened by actions described in other document chapters. These include clarity of urban form provided by revised zoning and design guidelines and street connections, public reuse of the Madison School site, transitions to other districts and South Tacoma Way, establishment of a neighborhood park and many community-based actions. Commercial/mixed uses will transition from S. 38th and Pine Street to preservation of the existing residential enclave in the center of the District.

**INSERT LAUREN’S CONCEPT FOR THE MADISON DISTRICT**

**NORTHWEST DISTRICT INFILL & REDEVELOPMENT STRATEGY**

The Northwest District, located on the hillside above South Tacoma Way, has the potential to use topography to create a distinctive district. The area could potentially see infill commercial and light industrial development of surface parking areas, or redevelop in a number of ways. The large blocks present an opportunity to create a more urban retail-shopping destination. The area could also see mixed-use, residential or office redevelopment. Establishing new street and pedestrian connections will be a priority with redevelopment. The Loop Road provides opportunities to enliven abutting portions of the district. A future small park, open space or green stormwater feature could further enhance livability. The NW District has the potential to be a center of local arts, fabrications, food production and “makers” jobs.
LINCOLN HEIGHTS DISTRICT STRATEGY

The Lincoln Heights District, located in the northeast area of the neighborhood, will be strengthened by actions described in other document chapters. These include clarity of urban form provided by revised zoning and design guidelines, addition of missing street connections, and park improvements. Commercial/mixed uses will transition from South 38th Street, South Pine Street, I-5 and the Pierce County properties to the north to preservation of the existing residential area in the center of the District.

PERFORMANCE MEASURES

• Job Growth: By 2040, achieve the RGC planning target of 16,675 jobs (an additional 8,385 from today’s 8,290 jobs.
• Development of Catalyst Sites: Development of the identified catalyst sites has the potential to spur significant change in the neighborhood.

REFERENCES

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McLinden, Steve. 2015, Retail Developers are Increasingly Adding Homes to the Mix, Available at: http://www.liberty-center.com/liberty-blog/retail-developers-are-increasingly-adding-homes-to-the-mix#

Nielsen, 2014, report on the influential U.S. Millennial population segment


Steiner, Yaromir, 2015, Now Trending: Emerging Retail Environments, Available at: http://www.chainstoreage.com/article/now-trending-emerging-retail-environments#


Urban Land Institute, 2013, Case Studies, Available at: http://uli.org/publications/case-studies/

CHAPTER 10

UTILITIES & SERVICES

Tacoma Mall Neighborhood Subarea Plan
INTRODUCTION
This chapter provides goals and actions for utilities and public services. High-quality and dependable utilities and public services, such as clean water, reliable electricity and responsive police and fire services, are essential to the Tacoma Mall Neighborhood’s future success. They support a high quality of life, human and environmental health, efficient provision of infrastructure concurrent with growth and development and an attractive investment climate.

The Public Facilities & Services element of the City’s Comprehensive Plan provides policy guidance for utilities and services, calling for them to support planned growth and enhance quality of life. As part of this policy guidance, the Comprehensive Plan establishes level of service standards to be used in coordination with providers’ current plans and needs analysis to guide improvements to utility systems and public facilities throughout the city. The vision, goals and actions in this chapter are consistent with the Comprehensive Plan and provide an additional framework to support the growth, development patterns and community character envisioned in this Subarea Plan.

A primary objective of this Subarea Plan and EIS is to ensure that utilities, public services and infrastructure are provided concurrent with development. To accomplish that, advance planning based on planned growth targets is essential.
## City of Tacoma Level of Service Standards for Concurrency

<table>
<thead>
<tr>
<th>PUBLIC FACILITIES</th>
<th>LEVEL OF SERVICE STANDARD</th>
</tr>
</thead>
<tbody>
<tr>
<td>Electric Utilities</td>
<td>Voltage level ± 5%; Average annual system outage duration 75 minutes or less</td>
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<tr>
<td>Transportation</td>
<td></td>
</tr>
<tr>
<td>Pedestrian</td>
<td>The system completeness LOS as defined in the Transportation Master Plan</td>
</tr>
<tr>
<td>Bicycle</td>
<td></td>
</tr>
<tr>
<td>Transit</td>
<td></td>
</tr>
<tr>
<td>Auto/Freight</td>
<td></td>
</tr>
<tr>
<td>Sanitary Sewers</td>
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<td>Maximum Month Flow</td>
<td>200 gallons per capita per day (GPCD)</td>
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<tr>
<td>Peak Hydraulic or Peak-Instantaneous Flow</td>
<td>400 gallons per capita per day (GPCD)</td>
</tr>
<tr>
<td>Solid Waste</td>
<td>1.13 tons per capita per year</td>
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<td>Stormwater Management</td>
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</tr>
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<td>Private facilities &lt;24 inches in diameter</td>
<td>10 year, 24 hour design storm</td>
</tr>
<tr>
<td>All public facilities, and private facilities &gt;= 24 inches in diameter</td>
<td>25 year, 24 hour design storm</td>
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<td>Water (Potable)</td>
<td>442 gallons per day per Equivalent Residential Unit (ERU)and/or as contained in Tacoma Water’s current Washington State Department of Health approved water system plan</td>
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</table>

Source: City of Tacoma Comprehensive Plan, Public Facilities + Services Element, 2016
City of Tacoma Level of Service Standards
Not Subject to Concurrency

<table>
<thead>
<tr>
<th>PUBLIC FACILITIES</th>
<th>LEVEL OF SERVICE STANDARD</th>
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</thead>
<tbody>
<tr>
<td>Emergency Medical Services (EMS)</td>
<td>0.016 units per 1,000 people</td>
</tr>
<tr>
<td>Fire</td>
<td>0.109 apparatus per 1,000 people</td>
</tr>
<tr>
<td>Law Enforcement</td>
<td>288.58 square feet of facility space per 1,000 people</td>
</tr>
<tr>
<td>Library</td>
<td>60 square feet per 1,000 circulation</td>
</tr>
<tr>
<td>Parks</td>
<td></td>
</tr>
<tr>
<td>Local</td>
<td>3 acres per 1,000 people, and within ¼ mile of all residents</td>
</tr>
<tr>
<td>Regional</td>
<td>7 acres per 1,000 people</td>
</tr>
<tr>
<td>Open Space/ Wildlife Habitat</td>
<td>2 acres per 1,000 people</td>
</tr>
</tbody>
</table>

Source: City of Tacoma Comprehensive Plan, Public Facilities + Services Element, 2016.

UTILITIES

The Tacoma Mall Neighborhood is currently well served by utilities. Key utilities include electricity, natural gas, solid waste, stormwater, water, wastewater and telecommunications services. The primary utility providers for the Tacoma Mall Neighborhood are listed in Table US-1.

### Table US-1. Utility Providers

<table>
<thead>
<tr>
<th>UTILITY</th>
<th>PROVIDER</th>
</tr>
</thead>
<tbody>
<tr>
<td>Electricity</td>
<td>Tacoma Public Utilities, Tacoma Power division</td>
</tr>
<tr>
<td>Solid Waste</td>
<td>City of Tacoma Environmental Services Department</td>
</tr>
<tr>
<td>Stormwater</td>
<td>City of Tacoma Environmental Services Department</td>
</tr>
<tr>
<td>Wastewater</td>
<td>City of Tacoma Environmental Services Department</td>
</tr>
<tr>
<td>Water</td>
<td>Tacoma Public Utilities, Tacoma Water division</td>
</tr>
<tr>
<td>Telecommunications</td>
<td>Tacoma Public Utilities (Click! division) and Private Providers</td>
</tr>
<tr>
<td>Natural Gas</td>
<td>Puget Sound Energy</td>
</tr>
</tbody>
</table>
Existing utility infrastructure within the neighborhood generally provides adequate service for current users, and providers report that facilities have capacity to accommodate anticipated future uses and development. There are currently limited system upgrades anticipated for aging wastewater and water infrastructure (primarily pipe systems).
As development and redevelopment occurs consistent with the Subarea Plan, utility providers will make system improvements necessary to serve additional demand. Most utility improvements, such as infrastructure upgrades and connections required to serve specific development projects, will be made on a project-by-project basis and will be funded by developers. As infrastructure and public projects are implemented across the neighborhood, the City will encourage coordination among utility providers and property owners to ensure that opportunities for efficient utility system improvements are maximized. Additionally, the City may choose to participate in specific utility project public/private partnerships that will catalyze development to
Public services are covered in greater detail in Chapter 8—Community Vitality. See that chapter for additional background information, goals and actions specific to fire, police, schools and parks.

meet specific goals, provide high-priority facilities, or satisfy land use requirements.

**GOAL US-1**

Ensure availability of utilities at appropriate levels of service to support the Neighborhood’s existing and planned development.

**ACTION US-1**

Review the Tacoma Municipal Code and procedural guidance to ensure that utilities and utility service plans be adequate to support planned growth and zoning capacity.

The location, construction, and day-to-day operations of utilities can have an impact on surrounding residents and businesses. Impacts can include noise, high activity levels and visual appearances that are out of sync with their surroundings. Thoughtful management and design of utilities services and facilities can support neighborhood character and minimize the amount of potentially negative impacts on the community.

Along with considerations for other development types and uses, specifically address utility connections and solid waste collection service for townhouse developments and impacts on surrounding residents and businesses. In recent years, the City reviewed townhouse developments as single-family units, which meant that each unit could have its own garbage collection and utility connections. In addition, the access for many of those developments did not allow for collection in front of each unit meaning there would be a number of garbage bins pushed out to the curb. This pattern of townhouse development has resulted in visual appearance impacts as well as difficulties for solid waste collection. Similarly, dwelling units were designed with separate electricity transformers, which again was unsightly.

**GOAL US-2**

Minimize impacts on adjacent properties and open spaces associated with the siting, development and operation of utility services and facilities.

**ACTION US-2**

Require power and communications distribution lines to be undergrounded whenever feasible.

For new development requiring improvements within the public right-of-way, require existing and new Tacoma
Power distribution lines to be undergrounded by the developer, whenever feasible.

**ACTION US-3**
Revise standard plans to show how co-location of facilities, such as towers, poles, antennae, substation sites, trenches and easements and rights-of-way are to be located and in accordance with prudent utility practices.

**ACTION US-4**
Revise standard plans to show how multiple public use opportunities for utility corridors and facilities, such as pedestrian facilities, open spaces, or other land uses that benefit local residents, employees, and visitors.
ACTION US-5
Revise development regulations to require two-family, three-family and townhouse developments to provide a consolidated location for storage of solid waste containers, direct street access pickup, and if needed space for a shared waste collection service.

ACTION US-6
Revise the Tacoma Municipal Code to require that utility service for new two-family, three-family and townhouse development be designed to minimize visual impact.

PUBLIC SERVICES
Public services in the Tacoma Mall Neighborhood include fire, police, schools and parks. The primary providers of these services are the Tacoma Fire Department, the Tacoma Police Department, Tacoma Public Schools and Metro Parks Tacoma. These providers continually reevaluate how to best use their resources to meet changing demands in the neighborhood and throughout the City. They also participate in regular capital facilities and budgeting planning processes to plan for future service needs.

GOAL US-3
Coordinate with public service providers to ensure that they meet performance standards to support a complete neighborhood.
ACTION US-7

Work with public service providers to monitor the level of public services and address any shortfalls.

ACTION US-8

Coordinate with public service providers to ensure that new facilities take advantage of opportunities to support the goals of the Subarea Plan.

ACTION US-9

When major new public projects are planned for the neighborhood, consider opportunities for public services providers to co-locate facilities.

PUBLIC SITES IN THE SUBAREA

Several publicly owned sites exist in the Tacoma Mall Neighborhood, including the Police Department Headquarters and City Fleet Services buildings, Tacoma Public Utilities facilities, the Pierce County Annex building, US Post Office facilities, as well as the schools and parks facilities discussed in Chapter 8 – Community Vitality. These serve important utility and public service functions. Given their location within the neighborhood, there could be opportunities for them to serve joint purposes or potentially to be redeveloped at the proper time. There is also a placemaking opportunity of adding public art and green features there.
GOAL US-4
Maximize the benefits derived from publicly owned sites and facilities by promoting their placemaking potential.

ACTION US-10
Assess the potential for joint use, beautification, public art, or eventual redevelopment of public sites within the neighborhood while ensuring that the public utility and service functions are fully met.

PERFORMANCE MEASURES
- Meet adopted level-of-service standards.

REFERENCES
3 Square Blocks, January 2016, Existing conditions analysis for the Tacoma Mall Neighborhood Subarea Plan
City of Tacoma, 2016, 2040 Comprehensive Plan
ESA, January 2016, Existing conditions analysis for the Tacoma Mall Neighborhood Subarea Plan
IMPLEMENTATION GOAL

Ensure early strategic investments in neighborhood infrastructure, establishment of partnerships and neighborhood branding will foster phased growth and development that builds momentum to achieve the Subarea Plan vision for this regional growth center.

INTRODUCTION

This chapter lays the foundation for successful implementation of the Tacoma Mall Neighborhood Subarea Plan by the City of Tacoma, its partners and the community. It identifies the big moves—how to successfully leverage priority actions to achieve multiple benefits from investments in capital projects, coordinated leadership, partnerships and increased community equity and empowerment. Additional detailed actions are identified in the individual Subarea Plan chapters.

STRATEGIC DIRECTIONS FOR SUCCESS

The Tacoma Mall Subarea Plan presents an ambitious, detailed vision for the future. To prepare the City, community and community partners for implementation efforts, it is important to ask:

- What are the strategic directions that could be taken to ensure Plan success?
- What are the underlying challenges that could keep this Plan from being successfully implemented?

Table I-1 identifies emergent themes that may impede future success of the Subarea Plan; Table I-2 identifies strategic directions for successful Subarea Plan implementation.
Table I-1. Potential Impediments to Success

<table>
<thead>
<tr>
<th>THEMES</th>
<th>IMPEDIMENTS</th>
</tr>
</thead>
</table>
| Competing Interests and Unclear Benefits | Need for coordinated leadership  
Need clear partnership between public and private interests  
Potential partners have different missions  
Property owners are not local |
| Infrastructure is Expensive   | How can infrastructure be financed?  
How can we achieve and build on early success? |
| Implementation is Risky       | Need good development incentives  
Unproven benefits and markets  
Proposed code takes broader approach |
| Current Perceptions of the Area | Current perceptions driving current quality of development  
Working towards future opportunities not perceived by all  
Plan should not seek just to recruit, but also “keep and grow” those who are here |

Table I-2 identifies emergent themes that would support the achievement of a successful Subarea Plan. Goals and actions are specified for each theme to provide direction for Plan development and implementation.

Table I-2. Strategic Directions for Success

<table>
<thead>
<tr>
<th>THEMES</th>
<th>HOW TO ACHIEVE SUCCESS</th>
</tr>
</thead>
</table>
| Leaderships and Partnerships     | Establish leadership consortium  
Community and leaders are beneficiaries  
Government as partner  
Financial partnerships |
| Demonstrate Early Success        | Capture momentum of active markets with infrastructure investments  
Change perceptions with high-visibility projects |
| Inviting Business Climate        | Smart code conveys and implements vision  
Mitigation-friendly zoning  
Brand the area as green and inviting |
| Develop Marketing Strategy       | Define markets—who and why different  
Recruitment strategy for catalyst uses |
| Strong community development     | Establish community-driven Neighborhood Committee to champion project implementation that includes both current and future residents |
| Demonstrate Benefits of Subarea Plan | Case studies of similar approaches  
Fiscal cost-benefit analysis |
**INFRASTRUCTURE AS ECONOMIC DEVELOPMENT**
Leveraging development of key infrastructure for multiple benefits is one of the most powerful tools available to the City. Given that more developable land is available than there is current market demand, strategic leveraging of mutually supportive infrastructure projects is a priority action that can stimulate economic development.

**PRIORITIZING IMPLEMENTATION ACTIONS**
With a long range plan and multiple implementing actions, it is important to be strategic in determining what to do first. The following criteria were derived from the Tacoma–Pierce County Health-in-all-Policies guidance and project Guiding Principles for that purpose. Set priorities for early implementation actions to:

- accomplish necessary first steps;
- achieve multiple goals and leverage other actions;
- leverage investment in areas with active markets;
- avoid bigger risk of inaction to preserve key opportunities;
- be cost-effective;
- support neighborhood completeness;
- promote equity and empowerment;
- leverage capital project development

---

**RECENT MARKET ACTIVITY IN THE FOUR DISTRICTS**

Madison District: Small- to medium-scale residential infill development (duplex, townhouse and small apartment buildings).

The Northwest District: Currently retail, heavy commercial and light industrial land uses. There has been no significant development activity in this District for several years.

The Lincoln Heights District: Currently big box and retail power centers and single family and duplex development, light industrial and government. There has been no significant development activity for several years.

Mall District: The Tacoma Mall in recent years added a food court and built an addition onto the Mall for a larger Nordstrom Store.

There has been mid-rise residential development activity in the last several years plus limited small commercial infill.

---

**Figure I-1. Prioritizing.**
The Subarea Plan recommends careful leveraging of investment and redevelopment to enable coordinated, phased transformation of urban systems and development pattern to derive multiple mutually beneficial outcomes. It prioritizes early infrastructure projects in Districts where markets are active to build value and stimulate additional development and where level of infrastructure is incomplete.

Planned capital projects for the neighborhood fall into 3 overlapping categories: streets, green stormwater infrastructure and parks. If carefully timed and coordinated, opportunities exist to leverage funding sources to capture multiple benefits of building adjacent projects in the same time frame.

**STREET NETWORK**

Building the complete street network is the most positive and powerful intervention that the City can make towards developing a more cohesive neighborhood structure. A high quality street network provides the basis for accelerated development activity and neighborhood livability.

**ACTIONS COMPLETED WITH PLAN ADOPTION**

With Plan development and adoption, the City took important first steps to support the Tacoma Mall Neighborhood in becoming a thriving urban center. These steps included:

- Establishment of a vision and goals for the neighborhood through a public process
- Identification and prioritization of implementation actions
- Compliance with state and regional requirements to plan for Regional Growth Centers (RGC)
- Identification of a proposed RGC boundary expansion
- Completion of an up-front (Planned Action) EIS
- Adoption of initial development code updates for consistency with the plan and EIS
- Prioritization of capital projects
- Initiation of coordination with partner agencies
- Engagement with the community

The City has also identified the top priority actions from the Subarea Plan that should be implemented in the near-term in order to achieve the vision for the Tacoma Mall Neighborhood. These are summarized in the form of a table below. The complete text is available in each chapter.

**NOTE:** The priority action items identified below retain the action numbers from the individual chapters.
<table>
<thead>
<tr>
<th>ACTION</th>
<th>ACCOMPLISH NECESSARY FIRST STEPS</th>
<th>SUPPORT MULTIPLE GOALS &amp; ACTIONS</th>
<th>LEVERAGE INVESTMENT IN ACTIVE MARKETS</th>
<th>AVOID LOSS OF KEY OPPORTUNITIES</th>
<th>COST EFFECTIVE</th>
<th>SUPPORT NEIGHBORHOOD COMPLETENESS</th>
<th>PROMOTE EQUITY &amp; EMPOWERMENT</th>
<th>LEVERAGE CAPITAL PROJECT DEVELOPMENT</th>
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<tbody>
<tr>
<td>UF-5 Loop Road Master Plan</td>
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<td>T-11 Relocate transit station</td>
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<td>T-28 New funding sources</td>
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<td>E-1 Area-wide Stormwater strategies</td>
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<td>ACTION</td>
<td>ACCOMPLISH NECESSARY FIRST STEPS</td>
<td>SUPPORT MULTIPLE GOALS &amp; ACTIONS</td>
<td>LEVERAGE INVESTMENT IN ACTIVE MARKETS</td>
<td>AVOID LOSS OF KEY OPPORTUNITIES</td>
<td>COST EFFECTIVE</td>
<td>SUPPORT NEIGHBORHOOD COMPLETENESS</td>
<td>PROMOTE EQUITY &amp; EMPOWERMENT</td>
<td>LEVERAGE CAPITAL PROJECT DEVELOPMENT</td>
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<td>E-10 Trees in visible areas</td>
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<td>CV-7 Promote public events</td>
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<td>CV-28 Public and surplus properties</td>
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</table>
EARLY IMPLEMENTATION OF THREE KEY CORRIDORS

Three corridors were selected for early implementation that will immediately improve quality of place, neighborhood image and mobility, as well as stimulate economic development. The corridors are S. 38th Street, the I-5 off-ramp and 45th Street South to Fife Transit connection.

GREEN INFRASTRUCTURE SYSTEM

The Subarea Plan envisions changes to urban form, the mix of land uses, expanded pedestrian and bicycle network, increased tree cover, addition of parks and open space and green stormwater infrastructure to improve environmental quality and human health.

One of the primary benefits of these changes will be dramatically increased amount of pervious and vegetated areas that absorb and filter surface water runoff and recharge the South Tacoma aquifer. Other benefits will include improved air quality; reduced vehicle use/emissions, expanded tree canopy and green features; and visual access to trees and landscaping that are aesthetically pleasing and found to benefit mental health.

CAPITAL PROJECTS

Priority capital projects have been identified for transportation, stormwater and parks projects in the neighborhood. Capital projects and costs are identified in Table I-4 at the end of this chapter.

POTENTIAL FUNDING & DEVELOPMENT STRATEGIES

This section identifies potential funding and development strategies that may be used to implement the Subarea Plan.

CITY CATALYTIC PROJECT FUND

The City currently has a Catalytic Fund that can be used along the public right-of-way to support needed public infrastructure improvements that are triggered when new buildings are constructed. These funds can be combined with the private owner’s required upgrades. If funded, this approach could be utilized to promote property owner buy in with the connectivity improvements required under the plan.
PUBLIC PRIVATE PARTNERSHIPS

Public-private partnerships are one of the most powerful and appropriate tools for promoting catalyst projects in South Downtown. In general, public/private partnerships involve a public entity providing support for a private development in exchange for public benefits provided by the development. Support most often takes the form of discounted land but may also include special loans, tax abatements or exemptions, code departures, or fast-track permitting. The type of public benefit required for a public-private partnership can vary widely. For development projects, it typically involves the provision of extra public amenities such as open space, a community center or affordable housing.

DEVELOPER RFPS

Public-private partnerships can be initiated with a Request for Proposals (RFP) for specific development sites. An RFP spells out the all of the development conditions that must be met, which may include criteria such as program, design standards, financials or specific public benefits. To increase the incentive for developers, RFPs can be crafted for a “development-ready” package that could include: conceptual designs and program or zoning or other regulatory adjustments, incentives for public amenities, mandatory or optional criteria based on community input, economic feasibility and pro forma studies, architectural massing and capacity studies and plans for a phased buildout. After packaging the RFP, the City proceeds with a transparent, competitive process to solicit developer proposals and select a private developer best suited to complete the project.

LAND ACQUISITION

The availability of publicly owned land is a key ingredient for most public-private redevelopment projects. The City of Tacoma, agencies such as the School District and other municipal entities often own properties that they no longer need. These entities are usually required by law to sell their properties at fair market value and offer first right of purchase to government agencies for a public purchase in a specified order of preference before properties can be offered for private sale. A public-private partnership can stipulate that specific public benefits be included in a development that compensate for the sale of the land at below market value. However, in a weak real estate market, any such agreement must be carefully crafted to
ensure that the development requirements do not negate the benefits of reduced land cost. Cities also have the option of proactively assisting in the acquisition and consolidation of land to initiate a desired redevelopment.

The proposed street connectivity requirement (part of the Phase 1 code recommendations) would require right-of-way dedication for new street connections and through-block connections with the assumption that the City would build the streets (dependent upon funding availability).

**PUBLIC DEVELOPMENT AUTHORITIES**

A Public Development Authority (PDA) could be an effective tool for promoting and coordinating redevelopment in targeted areas of the Tacoma Mall Neighborhood. Most important, a PDA would help compensate for the high degree of risk associated with being one of the first private development projects in largely unproven markets in the neighborhood. PDAs are quasi-municipal corporations that are governed by a volunteer board. The City of Tacoma has established several PDAs, including the Foss Waterway Redevelopment Authority (FWDA) and the Tacoma Community Redevelopment Authority.

**COMMUNITY DEVELOPMENT CORPORATIONS**

The City recently investigated the feasibility of forming a Capital Development Corporation however it was not deemed feasible at this time. Community Development Corporations (CDCs) are similar to PDAs in many ways, but they are truly private not-for-profit entities that are independent from the City. CDCs are not bound by laws covering public construction, can access foundation and other philanthropic funds, and can use tax-exempt financing.

For example, the Pierce County CDC focuses on providing low and moderate-income housing. A Community Land Trust (CLT) is a variation on a CDC that acquires and holds land as a means to develop and steward affordable housing, community gardens, civic buildings, commercial spaces or other assets on behalf of a community. A CLT acquires multiple parcels of land throughout a targeted geographic area and retains ownership in perpetuity. Development on the property is owned by individuals, or by nonprofit, governmental, or for-profit entities.

**IMPACT FEES**

One potential tool for generating parks and open space funding is an impact fee on new development. As the real
estate market matures, it may become practical to phase in impact fees to fund parks and open space development. The City has the ability to require developers to pay for the cost of improvements necessary to offset the additional burden created by new development on four types of public facilities: transportation, parks, fire protection and schools. The facilities to which impact fees are applied must be identified in the capital facilities element of the City’s Comprehensive Plan. Impact fees must be expended on the identified projects within ten years or be refunded. The fees may also be charged for improvements that are already constructed, if such improvements serve the new development, but they cannot be used to make up for existing deficiencies. (Revised Code of Washington sections 82.02.050-110)

**LOCAL IMPROVEMENT DISTRICT (LID)**

A Local Improvement District (LID) is an area where a special tax is applied to properties that will benefit from public investment. An LID could be formed to finance debt from the construction of parks and open space that nearby property owners believe would bring value to their property. If certain areas are identified as having a critical need for future open space, a “no protest agreement” could be established that waives a property owner’s right to protest the formation of an LID to finance future improvements.

**PARKS LEVY**

In 2010, the City of Tacoma voters approved a Parks Levy on property taxes to fund Metro Parks Tacoma operations and maintenance. In the future, the increasing need for new open space in the Tacoma Mall Neighborhood could help justify another Parks Levy designed to fund land acquisition and construction on of new parks.

**LATECOMER FEE**

A latecomer fee is a contract between a city or county and a developer for construction of water and sewer facilities. It authorizes, for a 15-year period, reimbursement of a developer by other property owners who did not contribute to the original cost of the facilities and who subsequently tap into or use the facilities. The State of Washington authorizes cities and counties to contract with a developer for the construction or improvement of street projects, and it authorizes, for a 15-year period, reimbursement of the developer by other property owners who subsequently develop their property and who meet certain criteria.
NO-PROTEST AGREEMENTS

In some cases, it may be determined that the development of a property will create impacts that can only be later mitigated through the construction of an area-wide or neighborhood improvement. In these cases, it would be unreasonable to require the full improvement as a condition of the development. In such situations, a city and property owner may enter into a “no-protest agreement” that waives the property owner’s right to protest the formation of an LID to finance future improvements. The agreement must specify the improvements and the term of the agreement, typically not to exceed 10 years.

Numerous cities throughout Washington State have implemented No-Protest Agreements for LIDs. This tool is an appropriate strategy for supporting redevelopment in South Downtown because it helps to ensure that the financing of future infrastructure investments without encumbering near-term, catalytic development projects.

LATECOMER AGREEMENTS

Latecomer agreements, also called recovery contracts or reimbursement agreements, allow a property owner who has installed street or utility improvements to recover a portion of the cost of those improvements from other property owners who later develop property in the vicinity and use the improvements.

GOAL IMPL-1

*Develop a sustainable funding strategy that draws from multiple sources for various aspects of the plan in support of achieving the neighborhood vision.*

ACTION IMPL-1

*Analyze potential new funding approaches, such as impact fees, pursuant to increasing resources dedicated to Subarea Plan actions.*

ACTION IMPL-2

*Develop a funding source for City funding for construction of new connections under the Large Parcel Connectivity Requirement.*
LEADERSHIP & PARTNERSHIPS

ESTABLISH LEADERSHIP CONSORTIUM

Effective partnerships are at the core of many of the efforts that have transformed similar underused low-intensity centers, with public-private partnerships seen as an essential component.

Putting the planning pieces in place—master plans, market studies, infrastructure strategies, fiscal modeling, zoning changes, lobbying—can help facilitate and attract growth. Whether the target for transformation is large scale or site specific, proactive planning can remove uncertainty, speeding redevelopment and ensuring that it happens according to a larger vision for the community. (Urban Land Institute, 2012).

Compact redevelopment of low intensity centers into more compact, mixed-use neighborhoods often requires extensive cross-jurisdictional infrastructure planning and coordination, as well as the commitment of many different players, including sometimes-overlapping local government entities, state departments of transportation, developers, and others. (Urban Land Institute 2012, page 6).

TACOMA MALL IMPLEMENTATION CONSORTIUM

As described above and in Chapter 9—Shared Prosperity, the Subarea Plan recommends the formation of a broad consortium of policy makers, foundations, community organizations and local and regional leaders to join the City of Tacoma in its leadership efforts to transform the Tacoma Mall District into the neighborhood’s mixed-use town center. Such teams of high-level leaders from the public and private sectors have been instrumental in similar areas around the country in enabling promotion and long-term implementation of complex infrastructure and partnership projects. (Urban Land Institute, 2012, p. 34.)

Proposed improvements such as a new I-5 southbound off-ramp that will move traffic directly into the Tacoma Mall area proper would require high-level political leadership to plan and execute the project plus alliances with the Simon Corporation, owner of the Tacoma Mall, and representatives of entities with interest and expertise relative to implementing the Subarea Plan. Key leaders would include Tacoma City Manager or Mayor, Economic Development leadership staff, major property owners, Chamber of Commerce, Sound Transit, Pierce Transit, WSDOT, Tacoma...
School District, Metropolitan Parks District, selected developers and investors and the local community.

**THE CITY OF TACOMA’S ROLE**

City governments’ active leadership role in planning, approval and construction phases is critical to successful implementation of larger, multiparty efforts.

- Provide long-term leadership of an implementation consortium to redevelopment of the Mall District into the neighborhood mixed-use town center.
- Identify a leader with the City of Tacoma to undertake Mall revitalization and redevelopment over a period of several years.
- Leadership in soliciting public input and support
- Adoption of zoning and other regulatory changes to support the project
- Financial participation, particularly in connection with infrastructure and parking costs
- Fiscal modeling to determine cost benefits of infrastructure and capital projects
- Coordination with other public agencies involved in project approval, development, or operations
- Assignment of staff to assist in project management throughout the design, review, and approval process
- Assistance with street connections and reparcelization into smaller sites
- Introduction of civic activities to the project site (such as schools)
- Provide support and assistance to the community-driven organizations such as the Tacoma Mall Neighbors.

**PLAN PERFORMANCE MANAGEMENT**

Performance measures proposed under each chapter are intended to track the success of plan implementation over the planning horizon. The frequency of data tracking depends on many factors, such as the availability of data, etc. Performance measures will be managed by tracking data on a regular basis, informing planners and the local community if the actions and strategies in the Plan are still relevant to achieve the intended outcome. Data tracked and managed may result in proposed new actions or amendments to the Plan. Performance management result should be reported out to the Planning Commission and the City Council at regular intervals to inform budgetary and other decisions.
GOAL IMPL-2
Track and manage performance measures to ensure the plan is relevant in achieving the Neighborhood vision.

ACTION IMPL-3
Identify departmental roles, responsibilities, and data tracking for the performance measures identified in this Plan.

ACTION IMPL-4
Prepare and present a biennial report, in collaboration with the community, to the City Council in time for making budgetary decisions.

REFERENCES

Potential Mall District Evening Venue, From XYZ
Skating Rink, Belmar, Lakewood, Colorado, Shifting Suburbs, Reinventing Infrastructure for Compact Development, Urban Land Institute, page 31.
### Table I-4. Transportation Projects, Listed in Order of Priority
(Note: Projects are keyed to Table T-2, Transportation Projects List Map)

<table>
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<th>Project Description</th>
<th>Potential Partners</th>
<th>Cost ($ Thousands)</th>
<th>Phase</th>
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<tr>
<td><strong>Near-Term Priorities (0–5 years)</strong></td>
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<td>Loop Road Demonstration Project</td>
<td>Initial implementation of a section of the Loop Road—would include a study to identify the best location</td>
<td>$1,500 Design, Right-of-way, Construction</td>
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<td>I-5 Direct Access/HOV Ramp—Phase 1</td>
<td>Preliminary engineering study for new direct access/high occupancy vehicle freeway off ramp</td>
<td>WSDOT, Transit Providers</td>
<td>$900 Design</td>
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<td>Madison District—Green Stormwater Infrastructure Streets—Phase 1</td>
<td>Initial implementation of permeable pavement and rain garden bulb-outs of residential streets</td>
<td>$5,000 Design, Right-of-way, Construction</td>
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<td>S. 38th Street / S. Steele Street Intersection</td>
<td>Revise intersection channelization to improve vehicle operations; may require new turn lane</td>
<td>$500-1,500 Design, Right-of-Way, Construction</td>
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<td>S. Sprague Avenue Bike Connection</td>
<td>Add bicycle connection from I-5 Bike/Ped Bridge along Sprague Ave to Steele Street, S 35th St and S Tacoma Way</td>
<td>$2,100 Design, Right-of-Way, Construction</td>
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<tr>
<td>Tacoma Mall Transit Center—Phase 1</td>
<td>Location study and preliminary design for new transit center (in conjunction with ST3 high capacity transit study)</td>
<td>Transit Providers</td>
<td>$900 Design</td>
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<td><strong>Mid-Term Priorities (5–15 years)</strong></td>
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<td>I-5 Direct Access/HOV Ramp</td>
<td>New direct access/High Occupancy Vehicle freeway off ramp</td>
<td>WSDOT, Transit Providers</td>
<td>$27,650 Design, Right-of-Way, Construction</td>
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<td>Tacoma Mall Transit Center</td>
<td>New transit center with six bus bays, shelter, layover space, and passenger amenities</td>
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<td>$28,000 Design, Right-of-Way, Construction</td>
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<td>PROJECT</td>
<td>DESCRIPTION</td>
<td>POTENTIAL PARTNERS</td>
<td>COST ($ THOUSANDS)</td>
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<td>I-5 Transit Connector</td>
<td>Enhancements for transit speed and reliability between I-5 and new transit center location</td>
<td>Transit Agencies</td>
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<td>Transit-Supportive Actions</td>
<td>Speed and reliability enhancements to support planned high capacity transit routes</td>
<td>Transit Providers</td>
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<td>S. 38th Street Complete Streets/ Gateway Project</td>
<td>Complete Streets redesign and incorporate gateway features on S 38th Street between S. Tacoma Way and I-5</td>
<td>Transit Providers</td>
<td>$10,660</td>
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<td>Loop Road—Phase 2</td>
<td>Complete Loop Road—multimodal internal connector emphasizing bike, pedestrian and green stormwater features</td>
<td>Transit Providers</td>
<td>$12,700</td>
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<td>Pine St &amp; 42nd St Signal</td>
<td>Add a signal at the intersection of Pine St and 42nd St.</td>
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<td>Pine Street—Complete Streets/ Gateway Project</td>
<td>Complete Streets redesign including bicycle and transit service</td>
<td>Transit Providers</td>
<td>$2,640</td>
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<td>S. 47th/48th Street Complete Streets/Bike Connection</td>
<td>Complete Streets redesign incorporating bike connection from I-5 bridge to Water Flume Trail</td>
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<td>S. 48th Street Overpass</td>
<td>Widen existing overpass of I-5 or build a new adjacent bridge for improved bicycle/ pedestrian connection to the subarea</td>
<td>WSDOT</td>
<td>$1,810</td>
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<td>Area-wide sidewalk gaps</td>
<td>As development occurs, connect sidewalk system, addressing gaps and substandard conditions</td>
<td>Transit Providers</td>
<td>$14,230</td>
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<td>PROJECT</td>
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<td>POTENTIAL PARTNERS</td>
<td>COST ($ THOUSANDS)</td>
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<td>S. 35th Street Bike Corridor</td>
<td>Add bicycle facility and extend corridor to South Tacoma Way</td>
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<td>S Fife St to S 48th St Bike Connection</td>
<td>Add bicycle connection between the Lincoln Heights and Mall Districts to S 48th St</td>
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<td>S 40th St Bike Connection</td>
<td>Add bicycle connection from S Tacoma Way to S Fife St</td>
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<td>$1,250</td>
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<td>Warner St Bike Connection</td>
<td>Add bicycle connection from S 38th St to S 47th St</td>
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<td>Area-wide Active Transportation Pathways</td>
<td>Add pedestrian pathways and missing link bike connections called for in the Subarea Plan</td>
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<td>Area-wide street grid connections</td>
<td>As development occurs, add new street connections to enhance overall mobility for all modes</td>
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<td>$39,110</td>
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</tbody>
</table>
Tacoma Mall Neighborhood Subarea Plan & EIS

Appendix LU-1: Code Change Recommendations

August 2, 2017

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I. Introduction

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   1. Zoning District Boundary & Height Changes
   2. Height bonus options
   3. Land Use Table Modifications
   4. Connectivity & Pedestrian Access Requirements
   5. Development Regulation Agreements
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MAPS

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B. Proposed Zoning
C. Proposed Zoning Changes
D. Proposed Priority New Connection Tiers
E. Proposed Pedestrian Streets
I. Introduction

Draft recommendations for amendments to Tacoma’s development regulations were prepared as part of the subarea planning process described in the Land Use chapter of the Tacoma Mall Neighborhood Subarea Plan. The development regulations contained in the Tacoma Municipal Code include land use and zoning designations that control the types of land uses that can be built in specific areas, as well as development standards that direct certain aspects of the design planning, site planning and environmental review for proposed development. This appendix is intended to provide a detailed description of the proposed regulatory changes outlined in the Subarea Plan. The Tacoma Mall Neighborhood Subarea Plan implements the policy direction of the One Tacoma Plan and regional planning frameworks including Vision 2040 and the Pierce County County-wide Planning Policies.

The following Subarea Plan Land Use Goals and Actions specifically direct these code updates:

| Goal LU-1 | Ensure future development at a scale and intensity consistent with growth targets that contributes to coherent and consistent urban form, connectivity and land use patterns. |
| Action LU-1 | Adopt and continue to refine land use and zoning requirements to create transitions in scale among core, transition and residential areas, including the proposed package of near-term code updates. |
| Action LU-2 | Update and continue to refine the list of permitted land uses to provide broad flexibility while ensuring that new land uses are consistent with urban form goals. |
| Action LU-3 | Adopt and continue to refine a Large Parcel Connectivity Plan requirement to provide for new connections via private property when major development occurs. |

| Goal LU-2 | Ensure that site and building design of new development is consistent with the Tacoma Mall Neighborhood vision and urban form goals, with a particular emphasis on creating an inviting atmosphere for pedestrians. |
| Action LU-5 | Update and continue to refine commercial and residential site design, building design and landscaping standards, including the proposed near-term updates, to ensure that future development contributes to an attractive, pedestrian-oriented environment. |
| Action LU-6 | Adopt and continue to refine Pedestrian Street designations to establish the corridors where pedestrian environment is a higher priority. |
| Action LU-7 | Update and continue to refine the City code related to the environment and stormwater to promote innovation and to provide for a safe and healthy environment, including near-term updates. |

| Goal LU-3 | Provide height and development incentives to encourage the provision of public benefits and innovation with development proposals. |
| Action LU-8 | Update and continue to refine height bonus options in the Mall Neighborhood to reflect community priorities. |
| Action LU-9 | Establish and continue to refine an optional Development Regulation Agreement process for larger parcels providing public benefits, with criteria tailored to the Mall Neighborhood. |

| Goal LU-4 | Clarify distinctions and strengthen transitions between the RGC and South Tacoma Way Manufacturing and Industrial Center boundaries. |
| Action LU-10 | Revise RGC boundary to transition between the mixed-use Tacoma Mall Neighborhood and the industrial character of the Manufacturing and Industrial Center. |
II. Intent and Organization of the Regulatory Approach

The proposed land use regulations identified here are intended to implement the Subarea Plan vision, enable development of neighborhood structure elements and enact other Subarea Plan actions that require a legal basis in code. The Subarea Plan’s Land Use chapter articulates the background, intent and policy direction further described in this Appendix.

The existing Mixed-Use Centers code (X Districts) contains requirements that apply to both existing business districts with mature urban forms, and shopping centers where markets still primarily support the current dispersed use auto-oriented pattern. Due to the specific conditions in the Mall Neighborhood, some updates and new regulatory tools are appropriate. These updates implement the Subarea Plan vision, goals and actions as well as the goals and policies of the One Tacoma Plan, Vision 2040, the Pierce County Countywide Policies and other adopted policy guidance.

The updates to be adopted with the Plan include high priority changes to City Code needed to ensure that immediate term development actions would be generally consistent with the Subarea Plan. In addition to recommended code changes to be adopted with the Subarea Plan adoption, the Land Use Chapter also calls for future updates and program enhancements to improve the City’s capacity to guide growth consistent with the Subarea Plan vision. These actions will be for future consideration because implementing them would require additional review and public engagement, or call for a broader citywide policy discussion.

Proposed Code Changes

Proposed code amendments would be adopted with the Subarea Plan to put in place enhancements to existing zoning intended to prevent development in the near term that would preclude longer-term connectivity, provide options for large site flexibility and address specific development standard issues. These high priority changes to existing zoning are intended to ensure that immediate term development actions would be generally consistent with the Subarea Plan and would not preclude future implementation actions.

Proposed code changes fit within the structure of the City’s existing Mixed-Use Centers zoning framework. Some apply specifically within the Subarea. Others were deemed to be minor in scope and generally appropriate for similar neighborhoods, and were applied more generally to other areas of the City. The proposed changes are summarized below. In addition, several non-substantive code clean-ups are included (e.g., correcting outdated references to City department names and code citations).

The development regulations that were in place for the Tacoma Mall Neighborhood prior to adoption of the Subarea Plan are described in the Environmental Impact Statement for this Subarea Plan.

Potential Future Regulatory Changes

- Citywide Urban Design Studio Process

City initiatives currently underway will build upon the Subarea Plan code changes and further enhance the City’s capacity to guide development to be consistent with the Subarea Plan vision. The Planning and Development Services Department (PDS) has initiated discussion of an Urban Design Studio policy initiative that will consider options to develop the City’s capacity to guide design as part of development review. An enhanced City design review process would likely be applicable more broadly, and would be an effective tool to implement the design and neighborhood structure direction of the Subarea Plan.
• A Consolidated Tacoma Mall Neighborhood Regional Growth Center Code Section

Though outside the current scope of work, the City may in the future consider a code reorganization to consolidate code sections pertinent to the Tacoma Mall Neighborhood Subarea. Currently, regulations pertaining to the Mall Neighborhood are contained within the Mixed-Use Center code (TMC 13.06.300), and various other sections governing design, infrastructure, parking, landscaping and other topics. Yet the Tacoma Mall Neighborhood is distinct from other Mixed-Use Centers since it, like Downtown, is a Regional Growth Center. With the adoption of these code updates, some regulations will apply differently to the Mall Neighborhood RGC than to other Mixed-Use Centers. It could, therefore, make the code easier to use and interpret if those regulations were consolidated in a stand-alone code section in a similar manner to the Downtown Tacoma code (TMC 13.06A).

• A Hybrid Form-Based Tacoma Mall Neighborhood RGC Code

In the future, the City may consider developing a separate zoning approach specifically tailored to the Tacoma Mall Neighborhood. The current Mixed-Use Centers (X District) Code is designed to apply to fifteen designated Mixed-Use Centers. The code is most successful in guiding infill to maintain and strengthen neighborhood form and consistency in centers with established traditional neighborhood business districts, such as Proctor, 6th Avenue or the Stadium District. In the Centers with shopping centers or a more auto-oriented form, the code provides for mixed-use infill development that will help transform the urban form to a more walkable, mixed-use area over time.

The Tacoma Mall Neighborhood Regional Growth Center is the largest center where the X District code applies, and the existing code approach is less applicable. First, the code is designed to affect individual site development and was not written to provide the level and scale of urban structure needed in the Tacoma Mall neighborhood. Second, the current code structure would distribute future extensive regulatory changes throughout separate sections that could make it more challenging to comprehensively understand how the elements are intended to work together.

A hybrid form-based code vehicle for a Tacoma Mall Neighborhood-specific code would enable more cohesive district-based development by illustrating and integrating the public and private realms through development standards into one code. Form-based codes typically place emphasis on form (how and where development occurs) to achieve more area-wide cohesion and less emphasis on land use. Form-based codes can better deliver desired results and are simpler to administer because they include all of the urban design elements (land use, street network, parks and public places, connectivity and frontage requirements and building design standards) in one place. A regulating plan typically is the overarching guide that illustrates how the code elements fit together. A hybrid form-based code approach would enable the City to facilitate a more cohesive urban form that integrates buildings, sites, streets and public places, and to support a more modern, contemporary Northwest architecture.
III. Proposed Code Changes

Changes are proposed to multiple chapters and sections of the Tacoma Municipal Code (TMC). The following table provides a key to locate the proposed changes specifically by topic.

<table>
<thead>
<tr>
<th>Code Changes by topic</th>
<th>TMC Code Sections</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Zoning District Boundary &amp; Height</td>
<td>13.06.300.A Mixed-Use Districts</td>
</tr>
<tr>
<td>2. Height bonus options</td>
<td>13.06.300.E Building envelope standards</td>
</tr>
<tr>
<td>3. Land Use Table Modifications</td>
<td>13.06.300.D Land use requirements</td>
</tr>
<tr>
<td>4. Connectivity Requirement</td>
<td>13.04.080 Binding site plan approval</td>
</tr>
<tr>
<td></td>
<td>13.04.120 Conformity to the Comprehensive Plan and the Major Street Plan and</td>
</tr>
<tr>
<td></td>
<td>applicable ordinances, manuals, design specifications, plans and guidelines</td>
</tr>
<tr>
<td></td>
<td>13.06.512 Pedestrian and bicycle standards</td>
</tr>
<tr>
<td></td>
<td>NEW - 13.12.590 Tacoma Mall Neighborhood Connectivity Plans</td>
</tr>
<tr>
<td>5. Development Regulation Agreements</td>
<td>13.05.095 Development Regulation Agreements</td>
</tr>
<tr>
<td>6. Pedestrian Streets Designations</td>
<td>13.06.300.C Applicability and pedestrian streets designated</td>
</tr>
<tr>
<td>7. Drive-Through Standards</td>
<td>13.06.513 Drive-throughs</td>
</tr>
<tr>
<td>8. Townhouse &amp; Multifamily Design</td>
<td>13.04.200 Alleys</td>
</tr>
<tr>
<td>10. Landscaping Code updates</td>
<td>13.06.501 Building design standards</td>
</tr>
<tr>
<td>11. South Tacoma Groundwater</td>
<td>13.09 South Tacoma Groundwater Protection District</td>
</tr>
<tr>
<td></td>
<td>13.12.580 Traffic Impact Assessment</td>
</tr>
</tbody>
</table>
1. Zoning & Height Changes

Overview:

The draft Subarea Plan includes a package of land use, zoning and height changes intended to catalyze high-density development consistent with the Regional Growth Center policies, support green stormwater, urban design, transportation, livability and other goals. During the planning process, several key concepts emerged that suggested that zoning changes could provide more direction to neighborhood development. These concepts have been integrated into zoning district boundary and height changes summarized below. The background and policy intent are in the Subarea Plan Land Use and Urban Form Chapters. Proposed changes are intended to accomplish the following:

- Manage transitions and focus growth by establishing gradations in permitted height
- Establish multifamily residential/green infrastructure areas in Madison and Lincoln Heights
- Incorporate an approximately 116-acre expansion area into the Regional Growth Center
- Limit residential development in close proximity to Interstate-5 due to air-quality concerns
- Allow for innovative proposals through the Development Regulation Agreements option

In developing these recommended zoning changes, the City has sought to support the goals of the Subarea Plan while providing continuity with the existing zoning. For the most part, the existing Mixed-Use Center (X District) zoning is already generally consistent with the Subarea Plan intent. The majority of the area will retain its current Urban Center Mixed-Use (UCX) zoning designation, with no major changes. In addition, the proposals are intended to make zoning consistent with planned complete streets retrofits, follow topography, to avoid splitting parcels when feasible and to avoid making existing uses non-conforming.

Four different zoning districts currently apply to sections of the proposed Subarea (see the Existing Zoning Map). Three Mixed-use zoning districts would apply within the Subarea under the proposed zoning (see the Proposed Zoning Map). For more information on Tacoma’s zoning districts, visit www.cityoftacoma.org/planning and select Zoning Reference Guide.

<table>
<thead>
<tr>
<th>Existing Zoning Districts</th>
<th>Proposed Zoning Districts</th>
<th>General intent of proposed Zoning District</th>
</tr>
</thead>
</table>
| Urban Center Mixed-Use District (UCX) | UCX Core – 75/120 feet height  
UCX Transition – 65/85 feet height  
UCX Commercial (no residential uses) | Provides for dense residential, commercial and institutional development including regional destinations that supports walking and transit-usage. |
| Residential Mixed-Use District (RCX) | Urban Residential Mixed-Use (URX) | Provides for dense housing development in walkable proximity to commercial mixed-use zones. |
| Neighborhood Commercial Mixed-Use District (NCX) | UCX Transition – 65/85 feet height | Provides for dense mixed-use development at a mid-rise height, serves as a transition between higher and lower height areas. |
| Light Industrial District (M-1) | Commercial Industrial Mixed-Use (CIX) | Provides for a mix of commercial, residential and light manufacturing, assembly, distribution and goods storage. |
Recommendation:

Adopt a package of land use, height and design standards changes to support the goals of the Subarea Plan. The following table is keyed to the proposed Zoning District Changes Map, so that you can look at specific locations to understand what is being proposed there.

The table provides a high-level overview of the changes directly related to zoning. Additional proposed regulatory changes would be broadly applicable or apply in multiple locations. Such changes are not called out in the table but are fully addressed in their own sections of this appendix.

<table>
<thead>
<tr>
<th>Proposed Zoning District</th>
<th>Height</th>
<th>Land uses</th>
<th>Design standards</th>
<th>Reasons for change</th>
</tr>
</thead>
</table>
| 1. UCX Core area         | Current: 75 by right/120 feet with bonuses | Current: Broad range of uses permitted | Current: X District design standards | No specific changes proposed.
|                          | Proposed: No change                       | Proposed: No change | Proposed: No change | |
| Proposed UCX Transition areas | Current: 60 feet (RCX); 75 by right/120 feet with bonuses | Current: Broad range of uses permitted | Current: X District design standards | Supports Urban Form and Land Use goals by focusing the highest density in the Core with a transition to areas with lower heights. |
|                          | Proposed: 65 by right/85 feet with bonuses | Proposed: No change | Proposed: No change | |
| 3. Proposed UCX Commercial area (abutting I-5) | Current: 75 by right/120 feet with bonuses | Current: Broad range of uses permitted | Current: X District design standards | Supports economic development and public health goals by setting aside the area nearest to I-5 for commercial development and locating residents further away for air-quality reasons. |
|                          | Proposed: No change | Proposed: Residential uses not permitted | Proposed: X District design standards | |
| 4. RGC Expansion area: Proposed CIX Zoning (north and west of current RGC) | Current: 75 feet | Current: M-1 limits residential land uses | Current: M-1 design standards are minimal | Supports multiple goals by increasing development capacity and land use flexibility, while strengthening building design standards for a smoother transition to the industrial Nalley Valley. |
|                          | Proposed: 75 by right/100 feet with optional height bonuses | Proposed: Allows both light industrial and residential uses | Proposed: X District design standards | |
| 5. RGC Expansion area: Proposed UCX Zoning (north of S. 35th St) | Current: 75 feet | Current: M-1 limits residential land uses | Current: M-1 design standards are minimal | Supports multiple goals by increasing development capacity and providing for an urban mixed-use land use pattern, while strengthening building design standards. |
|                          | Proposed: 75 by right/120 feet with optional height bonuses | Proposed: Allows a broad range of uses, limits light industrial uses | Proposed: X District design standards | |
| 6. RGC Expansion area: Proposed UCX Zoning (west boundary of Madison District) | Current: 75 feet | Current: M-1 limits residential land uses | Current: M-1 design standards are minimal | Supports multiple goals by providing for an urban mixed-use land use pattern, while strengthening building design standards for a smoother transition to the industrial Nalley Valley. |
|                          | Proposed: 65 feet | Proposed: Allows a broad range of uses, limits light industrial uses | Proposed: X District design standards | |
7. RGC Expansion area: Proposed UCX Zoning (currently NCX)

| Current: 45 by right/85 feet with bonuses | Proposed: 65 by right/85 with bonuses | Current: Allows a broad range of uses | Proposed: Allows a broad range of uses | Current: X District design standards | Proposed: X District design standards | Supports multiple goals by making zoning for this small area consistent with the RGC to which it is adjacent. |

8. Multifamily Residential: Proposed URX Zoning (Lincoln Heights)

| Current: 75 by right/120 feet with bonuses | Proposed: 45 by right/65 feet with bonuses | Current: Broad range of uses permitted (min. 30 dwellings/acre) | Proposed: Residential land uses only (min. 25 dwellings/acre) | Current: X District design standards | Proposed: X District design standards | Supports Urban Form and Environmental goals by building on the residential character of the area and enabling and focusing Green Stormwater Infrastructure techniques in this area where soils are conducive to stormwater infiltration. |

9. Multifamily Residential: Proposed URX Zoning (Madison)

| Current: 60 feet | Proposed: 45 feet | Current: RCX permits multifamily and up to 25% commercial uses (min. 30 dwellings/acre) | Proposed: Residential land uses only (min. 25 dwellings/acre) | Current: X District design standards | Proposed: No change | Supports Urban Form and Environmental goals by building on the residential character and scale of the area and enabling and focusing Green Stormwater Infrastructure techniques in this area where soils are conducive to stormwater infiltration. |

**Madison District Zoning Options:**

The Planning Commission is considering two slightly different zoning approaches for the Madison District. In the staff recommended option, the core of the District would be zoned URX with a 45-foot height limit. In the alternative zoning approach, the half blocks facing Warner Street and the Madison School vicinity would have a 45-foot by right height limit with a 65-foot optional bonus height. Only one of these options will be adopted by Council.

**Staff recommended zoning:**

**Alternate zoning proposal:**
Map A. Existing Zoning
Map B. Proposed Zoning
Map C. Proposed Zoning Changes
2. Height Bonus Options

Overview:

The Tacoma Mall Regional Growth Center currently offers height bonuses in the UCX District from the by-right height of 75 feet up to 120 feet. However, the UCX bonus options were not updated as part of the relatively recent updates to the NCX height bonus options. Therefore, the current height bonus options are limited to only two options – the use of Transfer of Development Rights (TDR) and construction of a mixed-use building. Through this code review process, staff noted that the CCX District offers only a limited palette of bonus options similar to that offered in the UCX District.

In contrast, other X Districts have a range of bonus options in four categories: Pedestrian-Oriented Environment, Transit-Oriented Development, Sustainability and Quality of Life. This creates more bonus options and provides an incentive for development to include features that have neighborhood-level benefits.

No height bonus option is currently available in the areas proposed for CIX zoning (M-1 does not offer height bonuses). This proposal would create incentives for additional height along with public benefits through offering the height bonus options in these areas as well. Finally, the area in the Lincoln Heights District proposed for URX zoning is intended to allow 45 feet by right and up to 65 feet with height bonuses.

Recommendation:

Modify the X District height bonus options to integrate the UCX, CIX and URX (Lincoln Heights District) zones within the Tacoma Mall Neighborhood RGC into the existing X District Height Bonus approach. This will increase options for construction of taller buildings and create development incentives to include public benefit features.

In addition, integrate the CCX District into the existing X Districts height bonus approach so that all X District height bonuses will be handled consistently.
3. Land Use Table Modifications

Overview:

A review of current regulations for permitted land uses within the proposed zoning districts identified opportunities to better support the Subarea Plan goals or to remove restrictions that are not necessary to meet those goals. While the current land use regulations are generally appropriate, there are opportunities for minor refinements.

The proposal would change certain land uses that are currently either Permitted or Not Allowed to being Conditional Uses. In some cases, a particular land use could be compatible with the intent of the zoning district, but only if certain conditions are met. For example, a microbrewery could fit well within the UCX District with due consideration of noise, smells and other impacts. The proposal would also limit certain uses that are not consistent with the intent to promote pedestrian-oriented streets.

Recommendation:

Modify the permitted land uses table to better support the goals of the Subarea Plan, as summarized in the following table. For consistency, the proposal makes slight changes to how the designated pedestrian streets requirements apply in X Districts generally. Proposed changes are in shaded boxes.
Table 1. Proposed Land Use Changes. (13.06.300 - Table 3)

<table>
<thead>
<tr>
<th>Land Use</th>
<th>UCX</th>
<th>CIX</th>
<th>URX</th>
<th>Notes</th>
</tr>
</thead>
</table>
| Building materials and services       | P   | CU  | P   | N   | N   | ** Apply the NCX and CCX prohibition at street level along the frontage of designated pedestrian streets to all X Districts. **
| Commercial Parking Facility           | P   | P*  | **  | P   | P*  | ** Prohibit stand-alone surface commercial parking lots within the UCX District. **
| Communication facility                | P   | P*  | P   | N   | N   | ** Apply the NCX and CCX prohibition at street level along the frontage of designated pedestrian streets to all X Districts. **
| Dwellings (all types)                 | P   | P*  | **  | P   | P   | ** Prohibit residential uses within the Commercial only area of the UCX (within proximity of Interstate 5). **
|                                       |     |     |     |     |     | ** Make the designated pedestrian street approach more consistent across X Districts. Add UCX, CCX, CIX and HMX to the current NCX and CCX Districts prohibition at street level along frontage of designated Core Pedestrian Streets. **
| Microbrewery / winery                 | N   | CU  | P   | P   | N   | N   |
| Research and development industry     | N   | CU  | P   | P   | N   | N   |
| Self-Storage                          | P   | P*  | P   | P   | N   | N   | ** Apply the NCX and CCX prohibition at street level along the frontage of designated Core Pedestrian Streets to all X Districts. **
| Transportation/Freight Terminal       | P   | CU* | P   | P   | N   | N   | ** Apply the NCX and CCX prohibition at street level along the frontage of designated Core Pedestrian Streets to all X Districts. **
| Utilities                             | CU  | CU* | CU  | CU* | CU  | CU  | ** Apply the NCX and CCX prohibition at street level along the frontage of designated Core Pedestrian Streets to all X Districts. **
<table>
<thead>
<tr>
<th></th>
<th>UCX</th>
<th>CIX</th>
<th>URX</th>
<th>Ext</th>
<th>Pro</th>
<th>Ext</th>
<th>Pro</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Vehicle Service and Repair, Industrial</strong></td>
<td>P</td>
<td>CU*</td>
<td>P</td>
<td>P*</td>
<td>N</td>
<td>N</td>
<td></td>
<td>* Apply the CCX prohibition at street level along the frontage of designated Core Pedestrian Streets to all X Districts.</td>
</tr>
<tr>
<td><strong>Vehicle storage</strong></td>
<td>N</td>
<td>N</td>
<td>P</td>
<td>P*</td>
<td>N</td>
<td>N</td>
<td></td>
<td>* Prohibit at street level along frontage of designated Pedestrian Streets.</td>
</tr>
<tr>
<td><strong>Warehouse, Storage</strong></td>
<td>N</td>
<td>CU*</td>
<td>P</td>
<td>P*</td>
<td>N</td>
<td>N</td>
<td></td>
<td>* Add UCX and CIX to the current NCX and CCX Districts prohibition at street level along frontage of designated core pedestrian streets.</td>
</tr>
<tr>
<td><strong>Wholesale or Distribution</strong></td>
<td>N</td>
<td>CU*</td>
<td>P</td>
<td>P*</td>
<td>N</td>
<td>N</td>
<td></td>
<td>* Add UCX and CIX to the current NCX and CCX Districts prohibition at street level along frontage of designated core pedestrian streets.</td>
</tr>
</tbody>
</table>
4. Connectivity and Pedestrian Access requirements

Overview:

The Subarea Plan calls for additional street and pedestrian connections to be established across existing large blocks to achieve multiple transportation, urban form and economic development goals.

This proposal would strengthen the City’s authority to require new street and pedestrian connections across large development sites without existing street or pedestrian connections. The proposal has two main code change components; one would apply citywide while the other would only apply in the Tacoma Mall Neighborhood Subarea.

The first is an update to the existing Pedestrian and bicycle standards (TMC 13.06.512) to better address very large sites. The existing standards are adequate for small sites but do not address the circumstances of larger development sites. Larger development sites call for consideration of more robust pedestrian and bicycle connections as well as of how to facilitate travel through the site to adjacent public streets. In addition, the current code sets a high threshold for site alterations before pedestrian access improvements would be required. Since this threshold is rarely exceeded, the City does not have the ability to require incremental pedestrian improvements along with alterations and additions to existing development.

The second is to create a Large Block Connectivity Plan requirement specific to the Tacoma Mall Neighborhood Subarea. The Subarea planning process has identified the lack of streets and pedestrian connections as a major barrier to achieving the community’s vision, warranting actions specific to the neighborhood. This proposal establishes a process that requires planning for the creation of new connections along with new construction and major additions. The intent is to avoid negative impacts on existing businesses by allowing interior improvements and major exterior alterations and additions without triggering any new requirements. Therefore, only when a property owner wishes to pursue major changes would this requirement apply.

In combination, these proposals will make significant progress toward enhancing the City’s capacity to improve connectivity when major development occurs. However, it is important to note that gaps would remain in the City’s toolkit. First, the proposals rely on large-scale redevelopment, which means that the City does not control the timing. Implementation of new connections could take a long time and could be incremental. Second, the proposals do little to address the circumstance of large blocks comprising multiple small parcels. It is challenging to address this scenario through regulatory mechanisms because new connections are by their nature a significant requirement that often may be out of proportion with the impacts of development of smaller sites. Third, other areas of the City also lack adequate connectivity. Further review and consideration is recommended on how to address these issues.

Recommendation:

1. Updates to TMC 13.06.512 Pedestrian and bicycle standards
- Update the applicability thresholds to be consistent with building design requirement thresholds.

TMC 13.06.512 currently requires site access and connectivity from the right-of-way to businesses as well as internal site connectivity. These requirements are applicable to new development and to alterations within a two-year period exceeding 50 percent of the value of existing development or structures. In practice, the 50 percent threshold is rarely met meaning that few connectivity improvements are achieved with incremental development.

Under the proposal, in the case of alterations valued at 15 to 50 percent of improvement value, the area being altered or directly affected by the improvements would now be required to meet the standards. This change is consistent with the city’s current thresholds for building alterations—that new work should generally meet City requirements without requiring the entire site/development to come into compliance. The proposal still allows a significant level of minor alterations without any pedestrian requirements. Above the 15 percent threshold, the proposal links any new requirements (if any are applicable) directly to the area/buildings being altered.

- Update the pedestrian walkway standards to address very large sites.

TMC 13.06.512 currently requires pedestrian walkways every 150 feet connecting from the right-of-way to each building or use, as well as an internal pedestrian network. However, when a large site is developed, the current code does not increase the scale of improvements and does not recognize that large sites may have more than one street frontage.

The proposal would require that through-connections be provided with development of large sites. When sites with 450 feet or more of frontage are developed, the current code requires three or more walkways (one per 150 feet of frontage). The change would require that the middle walkway be designed to a higher width and standard. The through-connection would be required to be designed either as sidewalks along either side of a drive aisle (essentially as a complete street), or as a multi-use pathway wide enough to accommodate bikes and pedestrians. These pedestrian connections would be required to connect through the site to adjacent public rights-of-way.

2. Large Parcel Connectivity Plan requirement for the Tacoma Mall Neighborhood Subarea

This proposal would create a new section of the Environmental Code - TMC 13.12 that would establish thresholds, process and standards for consideration of connectivity requirements for major development activities on large parcels located within blocks lacking in streets and pedestrian connections within the Tacoma Mall Neighborhood Subarea. The proposed code language has been crafted in order to achieve the Subarea Plan goals, to enact the following Connectivity Principles and to reflect the substantial community input and Planning Commission discussion of this topic. The proposal also integrates the connectivity tiers analysis that establishes priorities for the creation of new connections. In addition to creating the new section in TMC 13.12, references would be added for consistency to several other TMC chapters.
Connectivity Principles

City actions to establish new street network connectivity shall be governed by the following Connectivity Principles:

- Accommodate growth, support transportation, urban form and land use goals
- Build on and integrate with existing street and pedestrian patterns
- Seek to achieve multiple benefits
- Plan proactively for projects of citywide significance
- Support existing businesses by avoiding requirements that make it overly costly to operate, improve and expand to a reasonable extent
- Balance predictability and flexibility in determining future street connections
- Share costs proportionally with the benefits at the Subarea, quadrant and site levels
- Avoid or compensate for disproportional impacts
- Design new connections per complete streets principles to support the planned future uses, travel modes and traffic volumes
- Allow design flexibility for local access (Tier 3) connections
- Reflect nexus and proportionality land use legal principles

Priority New Connections Tiers

The Priority New Connections Tiers, identified in the Transportation Choices Chapter of the Subarea Plan, establish the priority of new connections in the Subarea. The following overview summarizes the intent and requirements for each tier (see attached map).

- Tier 1 Connections – Neighborhood-wide significance
  - Necessary to accommodate 2040 growth
  - Public ownership
  - City leadership on funding
  - Designed per Subarea Plan guidance

- Tier 2 Connections – Establish the urban framework
  - Necessary to promote mode shift and land use goals
  - Provides quadrant level transportation benefits
  - Generally 600-by-600 scale (within a 200 foot corridor)
  - Public ownership
  - Costs shared between the City and project proponent
  - Designed per Subarea Plan guidance

- Tier 3 Connections – Pedestrian site access and through-block connections
  - Not mapped in advance, planned with development
  - Implemented through the proposed new TMC 13.06.512 Pedestrian and bicycle standards (discussed above)
o Private funding and ownership
o Priority is pedestrian access

**Large Block Connectivity Plan Requirement**

The proposed requirement integrates the following specifics regarding applicability, thresholds, process and requirements. Again, these specifics have been calibrated to achieve the intent articulated in the Subarea Plan.

- **Applicability:** Sites at least 1 acre in size, located on blocks without street connectivity that are at least 8 acres in size
- **Connectivity Plan thresholds—a plan is required with:**
  - Construction of new buildings
  - Building additions greater than 50% of building footprint or greater than 15% of footprint for a site with multiple buildings
  - Building additions greater than 1,500 square feet within a (200 foot wide) Tier 2 alignment
- **Connectivity Plan requirements—the plan is required to:**
  - Designate Tier 1 and 2 street alignments (consistent with the Subarea Plan street network and City standards)
  - Demonstrate a conceptual approach or alternatives to providing pedestrian and vehicular access consistent with City standards
- **Connectivity Plan process:**
  - Notification to property owners within 400 feet
  - Consultation with affected property owners
  - Adoption through a legally binding commitment (such as a development agreement, property dedication or easements, subdivision, binding site plan, or Development Regulation Agreement) to implement the plan phased with development
  - Flexibility: The Connectivity Plan will establish parameters for flexibility that meets the intent while accommodating changes in development proposals
- **Implementation:**
  - No new construction or building additions larger than 500 square feet allowed within designated alignments
  - Property dedication/easements and construction with full redevelopment of the site adjacent to a segment of the planned network
    - **Adjacent:** Within 100 feet of one or more specific segments of the planned connectivity network
    - **Full redevelopment:** New construction, major additions, remodels within a ten-year period whose cumulative value exceeds 200 percent of the value of the existing development
  - City funding initiatives
    - The City will proactively pursue funding for Tier 1 and 2 connections
• Pursue collaborative funding strategies including impact fees, catalytic street improvement funds, grants, late-comers agreements, and others
Map D. Proposed Priority New Connection Tiers
5. Development Regulation Agreements

Overview:
The Subarea Plan emphasizes the importance of ensuring that the neighborhood benefits from large-scale development. As such, the code includes design, access, height and other requirements intended to ensure positive development outcomes. At the same time, large sites often have unique characteristics and opportunities, particularly when internal street connections are absent. There may be design and development opportunities, such as larger campus-style government or master planned retail developments, that can meet Subarea Plan goals in a manner not specifically foreseen. Large-scale development can also catalyze growth and change in the neighborhood.

Tacoma’s Development Regulation Agreement’s (DRA), currently available primarily within the Downtown Regional Growth Center, provides an optional regulatory process crafted to allow design and site flexibility while achieving significant public benefits.

Recommendation:
Allow DRAs in the Tacoma Mall Neighborhood RGC to provide an optional review process for larger site development incorporating alternative approaches that meet and exceed the Subarea Plan and code intent regarding connectivity, land use and design. Modify the existing DRA criteria to address the Tacoma Mall Neighborhood Subarea Plan vision and goals.

Specifically, the changes would modify TMC 13.05.095 Development Regulation Agreements as follows:

- Allow DRAs within the Tacoma Mall Neighborhood Subarea for sites at least two acres in size with an overall project Floor Area Ratio of at least 1.00. These thresholds are intended to ensure that density consistent with the RGC intent will be achieved.

- Tailor the DRA review criteria to fit the circumstances within the Mall Neighborhood.
  - The existing criteria award points for public benefits including:
    - Balanced economy
    - Achieving vitality downtown
    - Sustainability
    - Quality urban design
  - The proposal would add a fifth category titled, “Achieving vitality in the Tacoma Mall Neighborhood” allotting points for a list of public benefits tailored to address the needs of the Tacoma Mall Neighborhood Subarea, including:
    - Enhanced site connectivity above and beyond requirements
    - Landscaping, pedestrian paving, site features and amenities that demonstrably exceed requirements
    - Provision of public gathering spaces (e.g., for markets, events, festivals)
    - Provision of publicly accessible recreational amenities
    - Provision of neighborhood-serving amenities or services (such as a grocery store, medical clinic, or community center)
    - Distinctive modern, contemporary signage that contributes to the identity of the Subarea
6. Pedestrian Streets Designations

Overview:
Walkability and the quality of the pedestrian environment are priorities in the Subarea Plan. Street design and building design work together to shape the pedestrian environment. Building design, façade details and orientation to the public right-of-way play a major role. Current conditions reflect auto-oriented streets and site development patterns.

The City of Tacoma’s Mixed-Use Centers code includes a hierarchy of pedestrian streets (TMC 13.06.300.C) that includes Pedestrian Streets, Core Pedestrian Streets, and Primary Pedestrian Streets. The purpose is to set priorities for streets where a higher-quality pedestrian environment is intended.

- Pedestrian Streets: Key streets in the development and utilization of Tacoma’s mixed-use centers due to pedestrian use, traffic volumes, transit connections and/or visibility. Development on Pedestrian Streets must meet additional building and site design features that enhance the pedestrian environment. Some land uses are restricted to prevent development that detracts from the pedestrian environment.
- Core Pedestrian Streets: A subset of the “pedestrian streets” for use with certain additional design provisions. Core pedestrian streets have additional land use restrictions to prevent development that detracts from the pedestrian environment.
- Primary Pedestrian Streets: This designation is used to clarify certain requirements when a site abuts more than one designated pedestrian street.

Recommendation:
Designate the following streets as Pedestrian, Core Pedestrian and Primary Pedestrian Streets. These streets play a central role in the urban form and transportation goals of the Subarea Plan and are slated for public capital investments to retrofit them to complete streets standards. Development patterns along these streets play a critical role in achieving the Subarea Plan goals.

This recommendation would enable more cohesive street level pedestrian development on the main east/west and north/south thoroughfares, which are strong retail destinations and on the mixed-use segments of the Loop Road. The Core Pedestrian Streets designation would apply to the primary gateways into the neighborhood – S. 38th Street and the Steele Street segment of the Loop Road.

See the Proposed Pedestrian Streets Map.

• Current designations:
  o Pedestrian Streets:
    ▪ S. 47th/48th Transition Street
    ▪ S. Steele Street*
Core Pedestrian Streets: none

Proposed designations:

Pedestrian Streets:

- S. 35th Street between Pine Street and Sprague Avenue
- S. 36th/S. California Streets between Lawrence and Steele Streets
- S. 38th Street between South Tacoma Way and S. Lawrence Street
- S. 45th Street/future Loop Road between S. Lawrence and S. Steele Streets
- S. 47th/48th Street
- S. Lawrence Street between S. 36th and S. 45th Streets
- S. Pine Street between South Tacoma Way and S. 47th/48th Street

Core Pedestrian Streets:

- S. 38th Street between S. Lawrence and S. Steele Streets*
- S. Steele Street*

* Also designated as “Primary Pedestrian Streets”
Map D. Proposed Pedestrian Streets
7. Drive-Through Design Standards

Overview:

The Subarea Plan calls for more-intensive land use, reduction of the emphasis on cars and enhancements to the pedestrian realm. In contrast, drive-throughs are typically developed at low intensity levels with most of the site devoted to drive aisles and surface parking, to emphasize auto usage, and to increase the frequency of vehicles crossing sidewalks. Design standards can help to integrate drive-throughs into more intensive site plans that better fit the Subarea Plan vision and to screen the auto-oriented elements from public view.

Recommendation:

- The City’s existing Drive-Through code requirements (TMC 13.06.513) require three additional site design requirements for drive-throughs located on designated Pedestrian Streets: 1. Direct drive-through connections to Pedestrian Streets are prohibited; 2. Driveways must be 150 feet from transit stops; 3. Exterior drive-through windows may not face Pedestrian Streets. Therefore, designation of additional Pedestrian Streets (discussed above) will increase drive-through design requirements.

- In addition, the Drive-through Code creates a hierarchy of design standards, with the most stringent requirements applicable in Downtown Tacoma RGC where drive-throughs and stacking lanes must be located entirely within buildings. A less stringent requirement would be applied to the Tacoma Mall Neighborhood RGC requiring that drive through stacking lanes adjacent to the building be partially enclosed within a decorative or vegetated building or trellis structure.

8. Townhouse & Multifamily Design Standards

Overview:

Since the Tacoma Mall area was designated a Growth Center in 1995, the majority of development has been residential including townhouse, lower-scale multifamily and more recently mid-rise multi-family. Community concerns about some of the design outcomes have been a constant during that period. The City has made several code changes to address specific design issues. This package of proposed code changes is intended to address newly identified design issues primarily for townhouses.

Recommendation:

Modify the City’s existing townhouse design standards to promote consolidated locations for garbage collection and to enhance requirements for pedestrian entrances and design features oriented toward the street, and require higher standards when front doors are proposed facing alleys. These changes are intended to better integrate townhouses into the Tacoma Mall Neighborhood and to reduce visual clutter. Since these design considerations are similar in other mixed-use neighborhoods, the proposal is to apply them to all X Districts. Proposed changes include the following:

TOWNHOUSES:

- Clarify intent: Add intent language calling for design that implements the urban form, aesthetic and housing goals of the Comprehensive Plan.
• Street orientation and relationship: Strengthen requirements for townhouses to be oriented toward the street, to incorporate street-facing architectural features, and to make an attractive transition to the public right-of-way.
• Garbage and utilities: Require that applicants demonstrate that garbage and recycling will be managed in an unobtrusive manner and grant Solid Waste the authority to require changes; require that utilities be located in less visible areas.
• Front doors facing alleys: Applications for townhouses with front doors facing alleys would not be approved without demonstration that the alley will provide an attractive living environment, including pavement in good condition, pedestrian access and landscaping. This may require alleys to be widened to accommodate required features.
• On-site open space: Clarify intent that yard space must be functional and attractive.
• Site access: Require that shared vehicular and pedestrian access areas be attractive and safe through distinct paving material for pedestrian pathways or paving that makes it clear that these spaces are for shared access.

MULTIFAMILY:
• Apply the Residential Districts multifamily Transition Areas standard (TMC 13.06.501.D.2.b) to multifamily development in X Districts. This standard requires that the space between the building and the public sidewalk be attractive and prohibits parking in that area.

9. Minimum Residential Density Flexibility

Overview:
Residents in the neighborhood as well as developers have expressed the desire to be allowed to further develop sites where the existing house is to be retained, without being required to meet the minimum density requirement.

The current minimum density in the Madison District is the RCX District minimum of 30 dwelling units per acre. If the rezone to URX is adopted, the minimum density in the Madison District would be reduced to 25 units per acre. However, current code would not allow the conversion of a single-family house to two or more units, the addition of a second house or an ADU on the site unless those actions met the minimum density requirement.

Recommendation:
Allow conversion of single-family houses to multiple units and construction of an ADU or a second single-family house on sites without requiring that the minimum density be met. This change would apply in all X Districts.

10. Landscaping

Overview:
Two distinct issues come together to support consideration of additional landscaping requirements particularly in the proposed residential areas of the Subarea. First, the Plan calls for tree canopy and
increase pervious surface to support environmental goals. Second, the proposal to create residential enclaves suggests that additional green features should be considered to ensure that these areas are livable. In addition, the City has adopted complete streets policies that call for street trees to be a standard feature throughout the City and in particular within mixed-use districts.

Landscaping requirements within the UCX and RCX Districts currently include the following:

- Parking Lot landscaping
- Street trees for developments excepting one-, two- and three-family
- Buffering for lower intensity zoning districts
- Foundation planting

Current landscaping requirements do not require significant planting when townhouses are developed.

Recommendation:

- Extend the street tree requirement to include one-, two- and three-family developments. This change would apply generally within all X Districts.
- Require 15 percent onsite canopy coverage in the proposed URX District to promote livability and green stormwater goals

11. South Tacoma Groundwater Protection District Code Updates

Overview:

The Subarea Plan includes an area-wide stormwater management strategy based largely on stormwater infiltration within the Subarea, when soil and other conditions are appropriate. This approach is becoming standard for the City of Tacoma and is a cornerstone of the current Stormwater Management Manual.

The code section governing the South Tacoma Groundwater Protection District (TMC 13.09) was last updated substantively about ten years ago. Since that time, there have been significant advances in the review processes that public agencies utilize for development within the STGPD, as well as advances in Green Stormwater Infrastructure approaches. While the code does allow for stormwater infiltration in the STGPD when appropriate design criteria are met, the wording and terminology are out of date.

City staff has coordinated with the Tacoma Pierce County Health Department to draft minor revisions to clarify current regulations pertaining to stormwater infiltration within the STGPD. Special attention was paid to ensuring that the intent of the STGPD of protecting the South Tacoma Aquifer will fully be met.

Recommendation:

- Adopt updates to TMC 13.09 to clarify regulations, terminology and review processes for stormwater infiltration in the STGPD.
12. Updates to the City’s Environmental Code

Overview:

The Subarea Plan up front Environmental Impact Statement (EIS) approach shifts environmental review under the State Environmental Policy Act (SEPA) from the project level to the Plan level. As part of that process, updates are called for to the City’s Environmental Code (TMC 13.12) to ensure that project level review for traffic and archaeological resources can be required at the project level without an Environmental Checklist. This approach was taken as part of the Downtown Subarea Plan/EIS adoptions and allows the City to assess and address project impacts as part of permit review.

Recommendation:

- Update the City’s Environmental Code to authorize the City to require assessment of potential impacts at the project level within the Tacoma Mall Neighborhood Subarea, including the following sections:
  - TMC 13.12.570 Archaeological, Cultural, and Historic Resources
  - TMC 13.12.580 Traffic Impact Assessment
NOTE:

As part of the Tacoma Mall Neighborhood Subarea Plan and EIS project, changes are recommended to five chapters of the Tacoma Municipal Code (TMC), as highlighted above.

The code changes and their rationale are detailed in Appendix LU-1: Code Change Recommendations of the Subarea Plan.

The sections included are only those portions of the code associated with these amendments. Proposed new text is underlined in red and text proposed to be deleted is show in red strikethrough.
Chapter 13.04
PLATTING AND SUBDIVISIONS

13.04.075 Vacation.
The vacation of any binding site plan, plat, short plat, or portion thereof, is subject to the procedures set forth in RCW 58.17 and applicable sections of the Tacoma Municipal Code, including Chapter 13.05 Land Use Permit Procedures and shall be reviewed for consistency with the Comprehensive Plan.

13.04.088 Binding site plan approval.
A. Divisions of commercial, mixed-use or industrial zoned land for sale or lease may be permitted by approval of a binding site plan by the Director or designee; provided, that the property to be divided has had land use actions specifying use and building, parking and driveway layouts. An adopted Subarea Plan and SEPA Planned Action EIS, per the provisions of TMC 13.12.550, is an appropriate precedent action.
B. Applications for binding site plans shall be submitted in a manner consistent with applications for short plats.
C. When considering requests for binding site plan approval, the Director shall utilize the criteria for approving short subdivisions. In addition, the binding site plan shall be consistent with the land use action or Subarea Plan precedent to the request for binding site plan approval.
D. After approval of a general binding site plan, subsequent amendments shall be considered by the Director as a modification to the original approval.
E. The approved binding site plan and any modification approved subsequently shall be recorded with the Pierce County Auditor’s office.

13.04.090 Short plat/short subdivision procedures.

E. Approval. The Director or designee shall review the proposed preliminary short subdivision application. The preliminary short plat shall not be approved unless it is found that:

1. Appropriate provisions are made for the public health, safety, and general welfare; and for open spaces; stormwater management; streets or roads; alleys; bike routes; other public ways; transit stops; potable water supplies; sanitary wastes; parks and recreation; playgrounds; schools and school grounds; and all other relevant facilities, including sidewalks and other planning features that assure safe walking conditions for students who walk to and from school and for transit patrons who walk to bus stops or commuter rail stations.
2. The public use and interest will be served by the platting and dedication of such subdivision and dedication as set forth by the Comprehensive Plan and other adopted City ordinances, manuals, design specifications, plans, goals, policies, and guidelines.
13.04.110 General requirements and minimum standards for subdivisions and short subdivisions.
The general requirements and minimum standards of design and development set forth in Sections 13.04.120 to 13.04.230, inclusive, of these regulations, and the City’s Comprehensive Plan, Subarea Plans and applicable ordinances, manuals, design specifications, plans and guidelines in Section 13.04.120, are hereby adopted as the minimum requirements and standards to which a subdivision plat, including short subdivision, must conform for approval. However, the minimum standards found in Sections 13.04.120 to 13.04.230 may be waived as part of a subdivision/short subdivision decision upon a finding by the Hearing Examiner or Director that unique circumstances exist that make the strict application of the standards unreasonable.

13.04.120 Conformity to the Comprehensive Plan and the Major Street Plan and applicable ordinances, manuals, design specifications, plans and guidelines.
The subdivision/short subdivision shall conform to and be in harmony with the Comprehensive Plan, Subarea Plans, Public Works Design Manual, Stormwater Management Manual, Mobility Master Plan Pedestrian and Bicycle Design Guidelines, Complete Streets Design Guidelines, Americans with Disabilities Act Self-Evaluation and Transition Plan, and other adopted guidelines, manuals, and design specifications as currently enacted or as may be hereafter amended.

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13.04.200 Alleys.
A minimum width of an alley in a residential block, when platted, shall be 20 feet. Alleys may be required in the rear of commercial and industrial districts and, where required, shall be at least 20 feet wide. If an alley is utilized for pedestrian access, additional width may be required, per City standards.

***
13.05.095 Development Regulation Agreements.

A. Purpose. Pursuant to RCW 36.70B.170-210, the purpose of this section is to create an optional application procedure that could authorize certain major projects in key locations to be reviewed, rated, approved, and conditioned according to the extent to which they advance the Comprehensive Plan’s goals and policies. In addition to demonstrating precisely how it significantly advances the goals and policies of the Comprehensive Plan by achieving the threshold set forth in subsection 13.05.095(D) TMC, a threshold established based on the Comprehensive Plan goals and policies, a project located within the areas described in B(1) or B(2) must document specific compliance with the policies and standards set forth in the Downtown Element of the Comprehensive Plan, the Tacoma Mall Neighborhood Subarea Plan, and other pertinent Comprehensive Plan goals and policies.

It is anticipated that there will be a degree of flexibility in the application of the City’s development regulations so that any conditions are tailored to the specifics of the proposed project and community vision in such a manner as to ensure that significant public benefits are secured. Project approval is embodied in a contract designed to assure that anticipated public benefits are realized according to agreed upon terms and conditions that may include, but are not limited to, project vesting, timing, and funding of on- and off-site improvements.

The City is authorized, but not required, to accept, review, and/or approve the proposed Development Regulation Agreements. This process is voluntary on the part of both the applicant and the City.

B. Applicability. Development Regulation Agreements shall only be allowed for one of the following project types:

1. Proposed projects located within the International Financial Services Area (IFSA), as defined in the City’s Amended Ordinance No. 27825 and illustrated in Figure 1, with a building footprint of at least 15,000 square feet and a proposed height of at least 75 feet;
2. Proposed projects located within the Downtown Regional Growth Center, as set forth in the [Growth Strategy and Development Concept Element][Urban Form Chapter] of the City Comprehensive Plan, provided that the real property involved is subject to a significant measure of public ownership or control, and provided that the project includes a building footprint of at least 15,000 square feet and a proposed height of at least 75 feet;

3. Proposed projects located within the Downtown Regional Growth Center where the City Landmarks Commission formally certifies that the proposed project is either a historic structure or is directly associated with and supports the preservation of an adjacent historic structure;

4. Proposed projects located on a public facility site, as defined in subsection 13.06.700.P TMC, that are at least five acres in size and are not a public utility site;

5. Proposed projects located within the Tacoma Mall Neighborhood Regional Growth Center, that are located on a development site at least two acres in size and that include an overall project Floor Area Ratio of at least 1.00.

C. Application process. An application for a Development Regulation Agreement may only be made by a person or entity having ownership or control of real property within one of the qualifying areas identified in subsection B above. Applications for a Development Regulation Agreement shall be made with the Planning and Development Services Department, solely and exclusively on the current form approved by said Department, together with the filing fee set forth in the current edition of the City’s Fee Schedule, as adopted by resolution of the City Council. The City Council shall be notified once a complete application has been received. The City shall give notice under Sections 13.02.057 and 13.02.045.H TMC as if the application were for a land use designation change.

D. Review criteria. The City Manager, and such designee or designees as may be appointed for the purpose, shall negotiate acceptable terms and conditions of the proposed Development Regulation Agreement based on the following criteria:

1. The Development Regulation Agreement conforms to the existing Comprehensive Plan. Except for projects on a public facility site of at least five acres in size, conformance must be demonstrated by the project, as described in the Development Regulation Agreement, scoring 800 points out of a possible 1,050 points, according to the following scoring system (based either on the Downtown Element of the City Comprehensive Plan or on the Tacoma Mall Neighborhood Subarea Plan, as applicable):

   a. Balanced healthy economy. In any project where more than 30 percent of the floorspace is office, commercial, or retail, one point shall be awarded for every 200 square feet of gross floorspace (excluding parking) up to a maximum of 290 points.

   b. Achieving vitality downtown (applicable within the Downtown Regional Growth Center). Up to 40 points shall be awarded for each of the following categories: (i) CPTED design (“Crime Prevention Through Environmental Design”), (ii) sunlight access to priority public use areas, (iii) view maximization, (iv) connectivity, (v) quality materials and design, (vi) remarkable features, (vii) access to open space, and (viii) street edge activation and building ground orientation.

   c. Sustainability. Up to 50 points shall be awarded for each of the following categories: (i) complete streets, (ii) transit connections, (iii) energy conservation design to a L.E.E.D. (Leadership in Energy and Environmental Design) certification to a platinum level or certified under another well-recognized rating system to a level equivalent to certification to a platinum level, and (iv) Low Impact Development Best Management Practices and Principles.

   d. Quality Urban Design. Up to 60 points shall be awarded for each of the following categories: (i) walkability, (ii) public environment, (iii) neighborliness, and (iv) support for public art.

   e. Achieving vitality in the Tacoma Mall Neighborhood (applicable within the Tacoma Mall Neighborhood Regional Growth Center). Up to 40 points shall be awarded for each of the following categories: (i) enhanced site connectivity above and beyond requirements (ii) landscaping, pedestrian paving, site features and amenities that demonstrably exceed requirements (iii) provision of public gathering spaces (e.g., for markets, events, festivals) (iv) provision of publicly accessible recreational amenities (v) provision of neighborhood-serving amenities or services (such as a grocery store, medical clinic, or community center) (vi) distinctive modern, contemporary signage that contributes to the identity of the subarea (vii) street edge activation and building ground orientation that demonstrably exceeds requirements (viii) green stormwater infrastructure and tree canopy coverage that demonstrably exceeds requirements.

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6. If applicable, targets and requirements regarding affordable housing are addressed.

7. Provisions are sufficient to assure requirements of parks and open space preservation.
19. The building(s) shall be L.E.E.D. certified to a gold level or certified under another well-recognized rating system to be comparable to a building that is L.E.E.D. certified to a gold level.

F. Public hearing and approval process.

1. If the City Manager deems that an acceptable Development Regulation Agreement has been negotiated and recommends the same for consideration, the City Council shall hold a public hearing and then may take final action, by resolution, to authorize entry into the Development Regulation Agreement. In addition, the City Council may continue the hearing for the purpose of clarifying issues or obtaining additional information, facts, or documentary evidence; advice may be sought from the Planning Commission.
Chapter 13.06
ZONING

13.06.300 Mixed-Use Center Districts.

A. District Purposes. The specific purposes of the Mixed-Use Center Districts regulations are to:

1. Increase the variety of development opportunities in Tacoma by encouraging greater integration of land uses within specific districts in a manner consistent with the Growth Management Act, the Regional Plan: Vision 2040, the County-Wide Planning Policies for Pierce County, and the City’s Comprehensive Plan.

2. Strengthen the City’s economic base by encouraging more efficient use of existing infrastructure and limited land supply through mixed-use, density, and design, as well as transit and pedestrian orientation in specified centers.

3. Allow and encourage a variety of housing options within mixed-use centers, including residences over businesses that can promote live-work arrangements which reduce demands on the transportation system.

4. Help provide employment opportunities closer to home and reduce vehicular trips for residents of the City and surrounding communities by encouraging mixed-use development.

5. Create a variety of suitable environments for various types of commercial and industrial uses, and protect them from the adverse effects of inharmonious uses.

6. Allow commercial and industrial growth in specified centers and/or districts while minimizing its impact on adjacent residential districts through requirements of buffering, landscaping, compatible scale, and design.

7. Accommodate and support alternative modes of transportation, including transit, walking, and bicycling, to reduce reliance on the automobile by making specified centers more “pedestrian-oriented” and “transit-oriented” through the provision of street amenities, landscaping, windows, continuous building frontages, limited curb cuts, and direct pedestrian entrances adjacent to the right-of-way and/or public sidewalk.

8. Locate and design parking to be consistent with the overall intent of providing a pedestrian and transit-supportive environment that encourages human-oriented design instead of vehicle-oriented design and promotes alternatives to single-occupancy vehicles. Examples include building location at the street, parking location behind or within buildings, adequate screening, avoidance of pedestrian-vehicle conflicts, and conveniently located transit stops.

9. Within Centers, the core areas of the district are the central hub and focus for the greatest level of growth and activity. Within these core areas, enhanced standards and design flexibility is appropriate to ensure that they are developed consistent with the community vision and goals for these areas, as outlined in the Comprehensive Plan.

10. To promote and attract dense infill development that may otherwise have resulted in the expansion of the region’s urban footprint into sensitive greenfield areas within the watershed, and to achieve a compact land use pattern that promotes air and water quality, healthy watersheds and the reduction of regional stormwater runoff.

11. To implement the Tacoma Mall Neighborhood Regional Growth Center vision of a thriving center of regional significance and a distinctive, connected, livable and healthy place offering a wide range of opportunities for all people to live, work, invest and fulfill their potential.

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C. Applicability and pedestrian streets designated.

Applicability. The following tables compose the land use regulations for all Mixed-Use Center Districts. All portions of Section 13.06.300 and applicable portions of Section 13.06.500, apply to all new development of any land use variety, including additions and remodels, in all Mixed-Use Center Districts, unless explicit exceptions or modifications are noted. The requirements of Sections 13.06.300.A through 13.06.300.D are not eligible for variance. When portions of this section are in conflict with other portions of Chapter 13.06, the more restrictive shall apply. Refer to 13.06A.052 for Pedestrian Streets within Downtown Tacoma.
The following pedestrian streets are considered key streets in the development and utilization of Tacoma’s mixed-use centers, due to pedestrian use, traffic volumes, transit connections, and/or visibility. They are designated for use with certain provisions in the mixed-use zoning regulations, including use restrictions and design requirements, such as increased transparency, weather protection and street furniture standards. In some centers, these “pedestrian streets” and/or portions thereof are further designated as “core pedestrian streets” for use with certain additional provisions. The “core pedestrian streets” are a subset of the “pedestrian streets,” and thus, those provisions that apply to designated “pedestrian streets” also apply to designated “core pedestrian streets.”

In centers where multiple streets are designated, one street is designated the Primary Pedestrian Street. This is used when applying certain provisions, such as the maximum setback requirements for projects that abut more than one pedestrian street. Primary Pedestrian Streets are denoted with an asterisk.*

<table>
<thead>
<tr>
<th>Mixed-Use Center</th>
<th>Designated Pedestrian Streets (All portions of the streets within Mixed-Use Centers, unless otherwise noted.)</th>
<th>Designated Core Pedestrian Streets (All portions of the streets within Mixed-Use Centers, unless otherwise noted)</th>
</tr>
</thead>
<tbody>
<tr>
<td>6th Avenue Neighborhood Center</td>
<td>6th Avenue</td>
<td>6th Avenue</td>
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<tr>
<td>Narrows Neighborhood Center</td>
<td>6th Avenue</td>
<td>6th Avenue</td>
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<td>McKinley Neighborhood Center</td>
<td>McKinley Avenue from Wright Avenue to East 39th Street*</td>
<td>McKinley Avenue from Wright Avenue to East 36th Street</td>
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<tr>
<td>Lower Portland Crossroads Center</td>
<td>Portland Avenue*, East 32nd Street, East 29th Street</td>
<td>Portland Avenue</td>
</tr>
<tr>
<td>Proctor Neighborhood Center</td>
<td>North 26th Street; North Proctor Street*</td>
<td>North 26th Street; North Proctor Street</td>
</tr>
<tr>
<td>Stadium District – Downtown Regional Growth Center (DRGC)</td>
<td>Division Avenue from North 2nd Street to Tacoma Avenue; Tacoma Avenue*; North 1st Street; North 1st Street</td>
<td>Division Avenue from North 2nd Street to Tacoma Avenue; Tacoma Avenue; North 1st Street</td>
</tr>
<tr>
<td>Hilltop Neighborhood – Downtown Regional Growth Center (DRGC)</td>
<td>Martin Luther King Jr. Way*; South 11th Street; Earnest S. Brazill Street; 6th Avenue, South 19th Street</td>
<td>Martin Luther King Jr. Way from South 9th to South 15th; South 11th Street; Earnest S. Brazill Street</td>
</tr>
<tr>
<td>Lincoln Neighborhood Center</td>
<td>South 38th Street*; Yakima Avenue from South 37th Street to South 39th Street; and South G Street south of 36th Street</td>
<td>South 38th Street</td>
</tr>
<tr>
<td>Lower Pacific Crossroads Center</td>
<td>Pacific Avenue</td>
<td>Pacific Avenue</td>
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<td>South Tacoma Way</td>
<td>South Tacoma Way*; South 56th Street</td>
<td>South Tacoma Way</td>
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<td>Upper Portland Crossroads Center</td>
<td>East 72nd Street; Portland Avenue</td>
<td>East 72nd Street, Portland Avenue</td>
</tr>
<tr>
<td>Upper Pacific Crossroads Center</td>
<td>South 72nd Street; Pacific Avenue*</td>
<td>Pacific Avenue</td>
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<td>Tacoma Central Crossroads Center</td>
<td>Union Avenue*; South 19th Street between South Lawrence Street and South Union Avenue</td>
<td>Union Avenue south of South 18th Street; South 19th Street between South Lawrence Street and South Union Avenue</td>
</tr>
</tbody>
</table>
2. Tacoma Mall Neighborhood Regional Growth Center.

Zoning in the Tacoma Mall Neighborhood Regional Growth Center (RGC) incorporates specific provisions intended to implement the Tacoma Mall Neighborhood Subarea Plan. Refer to TMC 13.12.590 for connectivity requirements pertaining to large parcels in the RGC. Other code provisions have been incorporated into various sections of the TMC.

The Center incorporates the Urban Center Mixed-Use, Urban Residential Mixed-Use and Commercial Industrial Mixed-Use Districts with the following land use and height specifications:

a. Urban Center Mixed-Use – Core: 75 feet maximum height; 120 feet maximum with height bonus.

b. Urban Center Mixed-Use – Commercial: 75 feet maximum height; 120 feet with height bonus; no residential land uses permitted.


e. Urban Residential Mixed-Use – Lincoln Heights District: 45 feet maximum height; 65 feet with height bonus.


g. Commercial Industrial Mixed-Use: 75 feet maximum height; 100 feet with height bonus.

The district boundaries and by right and bonus height limits are illustrated in Figure 1.
D. Land use requirements.

1. Use requirements. The following use table designates all permitted, limited, and prohibited uses in the districts listed. Use classifications not listed in this section or provided for in Section 13.06.500 are prohibited, unless permitted via Section 13.05.030.E.

2. Use table abbreviations.

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>P</td>
<td>Permitted use in this district.</td>
</tr>
<tr>
<td>CU</td>
<td>Conditional use in this district. Requires conditional use permit, consistent with the criteria and procedures of Section 13.06.640.</td>
</tr>
<tr>
<td>TU</td>
<td>Temporary use consistent with Section 13.06.635.</td>
</tr>
<tr>
<td>N</td>
<td>Prohibited use in this district.</td>
</tr>
</tbody>
</table>
### Tacoma Municipal Code

3. District use table.

<table>
<thead>
<tr>
<th>Uses</th>
<th>NCX</th>
<th>CCX</th>
<th>UCX</th>
<th>RCX(^1)</th>
<th>CIX</th>
<th>HMX</th>
<th>URX</th>
<th>NRX</th>
<th>Additional Regulations(^3,4,5) (also see footnotes at bottom of table)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Adult family home</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>Subject to additional requirements contained in Section 13.06.535. See definition for bed limit. Prohibited at street level along designated pedestrian streets in NCX.(^2) Not subject to minimum densities found in Section 13.06.300.E. Prohibited in Commercial-only area of the UCX District.</td>
</tr>
<tr>
<td>Building materials and services</td>
<td>N</td>
<td>P</td>
<td>P</td>
<td>CU</td>
<td>N</td>
<td>P</td>
<td>N</td>
<td>N</td>
<td>Prohibited at street level along frontage of designated core pedestrian streets.(^2)</td>
</tr>
<tr>
<td>Commercial parking facility</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>N</td>
<td>P</td>
<td>P</td>
<td>N</td>
<td>N</td>
<td>Prohibited at street level along frontage of designated core pedestrian streets in NCX and CCX Districts.(^2) Stand-alone surface commercial parking lots are prohibited in the UCX District.</td>
</tr>
<tr>
<td>Commercial recreation and entertainment</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>N</td>
<td>P</td>
<td>N</td>
<td>N</td>
<td>N</td>
<td>Prohibited at street level along frontage of designated core pedestrian streets in NCX and CCX Districts.(^2)</td>
</tr>
<tr>
<td>Communication facility</td>
<td>CU</td>
<td>CU</td>
<td>P</td>
<td>N</td>
<td>P</td>
<td>N</td>
<td>N</td>
<td>N</td>
<td>Prohibited at street level along frontage of designated core pedestrian streets in NCX and CCX Districts.(^2)</td>
</tr>
<tr>
<td>Confidential shelter</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>See Section 13.06.535. Prohibited at street level along frontage of designated core pedestrian streets in UCX, CIX, CCX, HMX and NCX.(^2) Not subject to minimum densities founding Section 13.06.300.E. Prohibited in Commercial-only area of the UCX District.</td>
</tr>
<tr>
<td>Continuing care retirement community</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>See Section 13.06.535. Prohibited at street level along frontage of designated core pedestrian streets in UCX, CIX, CCX, HMX and NCX.(^2) Prohibited in Commercial-only area of the UCX District.</td>
</tr>
<tr>
<td>Dwelling, single-family detached</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>In NCX and CCX Districts, prohibited at street level along frontage of designated core pedestrian streets.(^2) See Section 13.06.300.E for minimum densities. Prohibited in Commercial-only area of the UCX District.</td>
</tr>
<tr>
<td>Dwelling, two-family</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>CU</td>
<td>In NCX and CCX Districts, prohibited at street level along frontage of designated core pedestrian streets.(^2) See Section 13.06.300.E for minimum densities. Prohibited in Commercial-only area of the UCX District.</td>
</tr>
</tbody>
</table>
### Tacoma Municipal Code

<table>
<thead>
<tr>
<th>Uses</th>
<th>NCX</th>
<th>CCX</th>
<th>UCX</th>
<th>RCX^1</th>
<th>CIX</th>
<th>HMX</th>
<th>URX</th>
<th>NRX</th>
<th>Additional Regulations^3,^4,^5 (also see footnotes at bottom of table)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dwelling, three-family</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>CU</td>
<td>Prohibited at street level along frontage of designated core pedestrian streets. See Section 13.06.300.E for minimum densities. Prohibited in Commercial-only area of the UCX District.</td>
</tr>
<tr>
<td>Dwelling, multiple-family</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>N</td>
<td>In NCX, and CCX, UCX, CIX and HMX Districts, prohibited at street level along frontage of designated core pedestrian streets. See Section 13.06.300.E for minimum densities. In the NRX District, multiple-family dwellings lawfully in existence on August 31, 2009, the time of reclassification to this district, shall be considered permitted uses; said multiple-family dwellings may continue and may be changed, repaired, replaced or otherwise modified, provided, however that the use may not be expanded beyond property boundaries owned, leased, or operated as a multiple-family dwelling at the time of reclassification to this district. Prohibited in Commercial-only area of the UCX District.</td>
</tr>
<tr>
<td>Dwelling, townhouse</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>CU</td>
<td>In NCX and, CCX, UCX, CIX and HMX Districts, prohibited at street level along frontage of designated core pedestrian streets. See Section 13.06.300.E for minimum densities. Prohibited in Commercial-only area of the UCX District.</td>
</tr>
<tr>
<td>Dwelling, accessory (ADU)</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>In NCX and CCX Districts, prohibited at street level along frontage of designated core pedestrian streets. See Section 13.06.150 for specific Accessory Dwelling Unit (ADU) Standards. Prohibited in Commercial-only area of the UCX District.</td>
</tr>
<tr>
<td>Emergency and transitional housing</td>
<td>CU</td>
<td>P</td>
<td>P</td>
<td>CU</td>
<td>N</td>
<td>CU</td>
<td>CU</td>
<td>CU</td>
<td>See Section 13.06.535. In NCX and CCX, UCX, CIX and HMX Districts, prohibited at street level along frontage of designated core pedestrian streets. Prohibited in Commercial-only area of the UCX District.</td>
</tr>
<tr>
<td>Extended care facility</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>See Section 13.06.535. In NCX and CCX Districts, prohibited at street level along frontage of designated core pedestrian streets. Prohibited in Commercial-only area of the UCX District.</td>
</tr>
<tr>
<td>Uses</td>
<td>NCX</td>
<td>CCX</td>
<td>UCX</td>
<td>RCX</td>
<td>CIX</td>
<td>HMX</td>
<td>URX</td>
<td>NRX</td>
<td>Additional Regulations (^3, 4, 5) (also see footnotes at bottom of table)</td>
</tr>
<tr>
<td>------------------------------</td>
<td>-----</td>
<td>-----</td>
<td>-----</td>
<td>-----</td>
<td>-----</td>
<td>-----</td>
<td>-----</td>
<td>-----</td>
<td>--------------------------------------------------------------------------------</td>
</tr>
</tbody>
</table>
| Foster home                  | P   | P   | P   | P   | P   | P   | P   | P   | In NCX, and CCX, UCX, CIX and HMX Districts, prohibited at street level along frontage of designated core pedestrian streets. \(^2\) Prohibited in Commercial-only area of the UCX District.  
| Group housing                | P   | P   | P   | P   | P   | P   | P   | P   | In NCX, and CCX, UCX, CIX and HMX Districts, prohibited at street level along frontage of designated core pedestrian streets. \(^2\) Prohibited in Commercial-only area of the UCX District.  
| Intermediate care facility   | P   | P   | P   | P   | P   | P   | P   | P   | See Section 13.06.535. In NCX, and CCX, UCX, CIX and HMX Districts, prohibited at street level along frontage of designated core pedestrian streets. \(^2\) Prohibited in Commercial-only area of the UCX District.  
| Juvenile community facility  | P   | P   | P   | P/CU | P   | N   | P/CU | CU   | In NCX, and CCX, UCX, CIX and HMX Districts, prohibited at street level along frontage of designated core pedestrian streets. \(^2\) See Section 13.06.530 for additional information about size limitations and permitting requirements. Prohibited in Commercial-only area of the UCX District.  
| Live/Work                    | P   | P   | P   | P   | P   | P   | P   | P   | Projects incorporating live/work in new construction shall contain no more than 20 live/work units. Subject to additional requirements contained in Section 13.06.570. Prohibited in Commercial-only area of the UCX District.  
| Microbrewery/ winery         | N   | N   | N   | N   | N   | N   | N   | N   | Microbreweries shall be limited to 15,000 barrels per year of beer, ale, or other malt beverages, as determined by the filings of barrelage tax reports to the Washington State Liquor Control Board. Equivalent volume winery limits apply.  
| Research and development industry | N   | N   | N   | N   | N   | N   | N   | N    |  

\(^3\) Also see footnotes at bottom of table.  

\(^4\) See Section 13.06.531 for additional information about size limitations and permitting requirements.  

\(^5\) See Section 13.06.530 for additional information about size limitations and permitting requirements.
<table>
<thead>
<tr>
<th>Uses</th>
<th>NCX</th>
<th>CCX</th>
<th>UCX</th>
<th>RCX[^1]</th>
<th>CIX</th>
<th>HMX</th>
<th>URX</th>
<th>NRX</th>
<th>Additional Regulations[^3, 4, 5](also see footnotes at bottom of table)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential care facility for youth</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>See Section 13.06.535. See definition for bed limit. In NCX, and CCX, UCX, CIX and HMX Districts, prohibited at street level along frontage of designated core pedestrian streets.(^2) Not subject to minimum densities found in Section 13.06.300.E. <strong>Prohibited in Commercial-only area of the UCX District.</strong></td>
</tr>
<tr>
<td>Residential chemical dependency treatment facility</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>See Section 13.06.535. In CCX, and NCX, UCX, CIX and HMX Districts, prohibited at street level along frontage of designated core pedestrian streets.(^2) <strong>Prohibited in Commercial-only area of the UCX District.</strong></td>
</tr>
<tr>
<td>Retail</td>
<td>P</td>
<td>P/CU~</td>
<td>P/CU~</td>
<td>P</td>
<td>P/CU~</td>
<td>P*</td>
<td>N</td>
<td>N</td>
<td>~ A conditional use permit is required for retail uses exceeding 45,000 square feet. See Section 13.06.640.J. *Limited to 7,000 square feet of floor area, per business, in the HMX District.</td>
</tr>
<tr>
<td>Retirement home</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>See Section 13.06.535. In NCX, and CCX, UCX, CIX and HMX Districts, prohibited at street level along frontage of designated core pedestrian streets.(^2) <strong>Prohibited in Commercial-only area of the UCX District.</strong></td>
</tr>
<tr>
<td>Self-storage</td>
<td>N</td>
<td>P</td>
<td>P</td>
<td>N</td>
<td>P</td>
<td>N</td>
<td>N</td>
<td>N</td>
<td>See specific requirements in Section 13.06.503.B. <strong>Prohibited at street level along frontage of designated core pedestrian streets.</strong></td>
</tr>
<tr>
<td>Short-term rental (1-2 guest rooms)</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>Prohibited at street level along frontage of designated core pedestrian streets in NCX, and CCX, UCX, CIX and HMX Districts.(^2) Subject to additional requirements contained in Section 13.06.575 and 13.06.150. <strong>Prohibited in Commercial-only area of the UCX District.</strong></td>
</tr>
<tr>
<td>Short-term rental (3-9 guest rooms)</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>CU</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>CU</td>
<td>Prohibited at street level along frontage of designated core pedestrian streets in NCX, and CCX, UCX, CIX and HMX Districts.(^2) Subject to additional requirements contained in Section 13.06.575 and 13.06.150. <strong>Prohibited in Commercial-only area of the UCX District.</strong></td>
</tr>
</tbody>
</table>

[^1]: Prohibited in Commercial-only area of the UCX District. **Prohibited in Commercial-only area of the UCX District.**

[^2]: Subject to minimum densities found in Section 13.06.300.E. **Prohibited in Commercial-only area of the UCX District.**

[^3]: Subject to additional requirements contained in Section 13.06.575 and 13.06.150. **Prohibited in Commercial-only area of the UCX District.**

[^4]: **Prohibited in Commercial-only area of the UCX District.**

[^5]: **Prohibited in Commercial-only area of the UCX District.**
<table>
<thead>
<tr>
<th>Uses</th>
<th>NCX</th>
<th>CCX</th>
<th>UCX</th>
<th>RCX(^1)</th>
<th>CIX</th>
<th>HMX</th>
<th>URX</th>
<th>NRX</th>
<th>Additional Regulations(^3, 4, 5) (also see footnotes at bottom of table)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Short-term rental (entire dwelling)</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>Prohibited at street level along frontage of designated core pedestrian streets in NCX, CCX, UCX, CIX and HMX Districts.(^2) Subject to additional requirements contained in Section 13.06.575 and 13.06.150. Prohibited in Commercial-only area of the UCX District.</td>
</tr>
<tr>
<td>Staffed residential home</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>See Section 13.06.535. See definition for bed limit. Prohibited at street level along designated core pedestrian streets in NCX, CCX, UCX, CIX and HMX Districts.(^2) Not subject to minimum densities found in Section 13.06.300.E. Prohibited in Commercial-only area of the UCX District.</td>
</tr>
<tr>
<td>Student housing</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>N</td>
<td>Prohibited at street level along frontage of designated core pedestrian streets in NCX, CCX, UCX, CIX and HMX Districts.(^2)</td>
</tr>
<tr>
<td>Transportation/ freight terminal</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>N</td>
<td>N</td>
<td>Prohibited at street level along frontage of designated core pedestrian streets.(^2)</td>
</tr>
<tr>
<td>Urban Horticulture</td>
<td>N</td>
<td>N</td>
<td>N</td>
<td>N</td>
<td>P</td>
<td>P</td>
<td>N</td>
<td>N</td>
<td>In NCX and CCX Districts. Prohibited at street level along frontage of designated core pedestrian streets.(^2) Not subject to RCX residential requirement.(^1)</td>
</tr>
<tr>
<td>Utilities</td>
<td>CU</td>
<td>CU</td>
<td>CU</td>
<td>CU</td>
<td>CU</td>
<td>CU</td>
<td>CU</td>
<td>CU</td>
<td>In CCX Districts, prohibited at street level along frontage of designated core pedestrian streets.(^2) *Use permitted in the South Tacoma Way Neighborhood Center NCX only, if all activities occur within buildings; outdoor storage repair, and sales are prohibited.</td>
</tr>
<tr>
<td>Vehicle rental and sales</td>
<td>N*</td>
<td>P</td>
<td>P</td>
<td>N</td>
<td>P</td>
<td>N</td>
<td>N</td>
<td>N</td>
<td>In CCX Districts, prohibited at street level along frontage of designated core pedestrian streets.(^2) *Use permitted in the South Tacoma Way Neighborhood Center NCX only, if all activities occur within buildings; outdoor storage repair, and sales are prohibited.</td>
</tr>
<tr>
<td>Vehicle service and repair</td>
<td>N*</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>N</td>
<td>N</td>
<td>N</td>
<td>All activities must occur within buildings; outdoor storage and/or repair is prohibited. Subject to development standards contained in Section 13.06.510.E. In CCX Districts, prohibited along frontage of designated core pedestrian streets.(^2) *Use permitted in the South Tacoma Way Neighborhood Center NCX only, provided all activities occur entirely within buildings; outdoor storage and/or repair is prohibited.</td>
</tr>
</tbody>
</table>
### Uses

<table>
<thead>
<tr>
<th>Uses</th>
<th>NCX</th>
<th>CCX</th>
<th>UCX</th>
<th>RCX(^1)</th>
<th>CIX</th>
<th>HMX</th>
<th>URX</th>
<th>NRX</th>
<th>Additional Regulations(^3,4,5) (also see footnotes at bottom of table)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Vehicle service and repair, industrial</td>
<td>N</td>
<td>N</td>
<td>P</td>
<td>N</td>
<td>P</td>
<td>N</td>
<td>N</td>
<td>N</td>
<td>Subject to additional development standards contained in Section 13.06.510.E. Prohibited at street level along frontage of designated core pedestrian streets.(^2)</td>
</tr>
<tr>
<td>Vehicle storage</td>
<td>N</td>
<td>N</td>
<td>N</td>
<td>N</td>
<td>P</td>
<td>N</td>
<td>N</td>
<td>N</td>
<td>Subject to development standards contained in Section 13.06.510.D. Prohibited at street level along frontage of designated pedestrian streets.(^2)</td>
</tr>
<tr>
<td>Warehouse, storage</td>
<td>N</td>
<td>N</td>
<td>N</td>
<td>P</td>
<td>N</td>
<td>N</td>
<td>N</td>
<td>N</td>
<td>In the UCX, prohibited at street level along frontage of designated core pedestrian streets.(^2)</td>
</tr>
<tr>
<td>Wholesale or distribution</td>
<td>N</td>
<td>N</td>
<td>N</td>
<td>P</td>
<td>N</td>
<td>N</td>
<td>N</td>
<td>N</td>
<td>In the UCX, prohibited at street level along frontage of designated core pedestrian streets.(^2)</td>
</tr>
<tr>
<td>Work/Live</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>P</td>
<td>Projects incorporating work/live in new construction shall contain no more than 20 work/live units. Subject to additional requirements contained in Section 13.06.570. Prohibited in Commercial-only area of the UCX District.</td>
</tr>
</tbody>
</table>

---

**E. Building envelope standards.**

1. The following table contains the primary building envelope requirements. See Section 13.06.501 for additional requirements:

<table>
<thead>
<tr>
<th>UCX</th>
<th>RCX</th>
<th>CIX</th>
<th>HMX</th>
<th>URX</th>
<th>NRX</th>
<th>Additional Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>***</td>
</tr>
</tbody>
</table>

---
<table>
<thead>
<tr>
<th>NCX</th>
<th>CCX</th>
<th>UCX</th>
<th>RCX</th>
<th>CIX</th>
<th>HMX</th>
<th>URX</th>
<th>NRX</th>
<th>Additional Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>45 feet&lt;sup&gt;1&lt;/sup&gt;; 65 feet in the Stadium District of the DRGC.</td>
<td>60 feet&lt;sup&gt;1&lt;/sup&gt;; 75 feet, if at least 25 percent of floor area is residential or through use of TDRs from an identified TDR sending area&lt;sup&gt;2&lt;/sup&gt;</td>
<td>75 feet&lt;sup&gt;1&lt;/sup&gt;; 120 feet, if at least 25 percent of floor area is residential or through use of TDRs from an identified TDR sending area&lt;sup&gt;2&lt;/sup&gt;</td>
<td>60 feet&lt;sup&gt;1&lt;/sup&gt;</td>
<td>75 feet&lt;sup&gt;1&lt;/sup&gt;</td>
<td>150 feet</td>
<td>45 feet&lt;sup&gt;1,2,3&lt;/sup&gt;</td>
<td>35 feet</td>
<td>Height will be measured consistent with Building Code, Height of Building. Maximum heights, shall be superseded by the provisions of Section 13.06.503.A. Certain specified uses and structures are allowed to extend above height limits, per Section 13.06.602.</td>
</tr>
</tbody>
</table>

<sup>1</sup> In designated NCX, RCX, and CIX X Districts, additional height above these standard height limits may be allowed in certain areas through the X-District Height Bonus Program – see Section 13.06.300.E.2.

<sup>2</sup> In the McKinley Neighborhood Center, the portion of the URX District that is north of the alley between East Wright Avenue and East 34th Street has a height limit of 35 feet instead of 45 feet.

<sup>3</sup> In the Tacoma Mall Neighborhood Regional Growth Center, height bonuses are available in designated UCX, CIX and URX Districts as shown on the Tacoma Mall Neighborhood Subarea Plan Zoning Map.

<table>
<thead>
<tr>
<th>Minimum density (units/acre)</th>
<th>NCX</th>
<th>CCX</th>
<th>UCX</th>
<th>RCX</th>
<th>CIX</th>
<th>HMX</th>
<th>URX</th>
<th>NRX</th>
<th>Additional Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>30; 40 on designated pedestrian streets. See Section 13.06.300.C</td>
<td>30; 40 on designated pedestrian streets. See Section 13.06.300.C</td>
<td>40</td>
<td>30; 40 on designated pedestrian streets. See Section 13.06.300.C</td>
<td>None</td>
<td>None</td>
<td>25</td>
<td>None</td>
<td>Projects that do not include residential uses, and mixed-use projects (such as residential &amp; commercial, residential &amp; industrial, or residential &amp; institutional), ADU’s, conversion of existing single-family to more than one unit, and one infill single-family house on sites currently developed with one, are exempt from minimum-density requirements.</td>
<td></td>
</tr>
</tbody>
</table>

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Tacoma Municipal Code

Tacoma Mall Neighborhood Subarea Plan
Appendix LU-2 Proposed Code Changes (08-02-17)
For purposes of this provision, density shall be calculated by dividing the total number of dwelling units in a development by the area, in acres, of the development site, excluding any accessory dwelling units or areas dedicated or reserved for public rights-of-way or full private streets. In the same manner, to determine the minimum number of units required to meet this standard, multiply the size of the property, in acres, by the required minimum density, then round up to the nearest whole number. For example, the minimum number of units required on a 7,000 square foot (.16-acre) property located in the UCX District would be 7 units (.16 x 40 = 6.4, which rounds up to 7 units).

<table>
<thead>
<tr>
<th>Tree Canopy, percentage of lot area</th>
<th>NCX</th>
<th>CCX</th>
<th>UCX</th>
<th>RCX</th>
<th>CIX</th>
<th>HMX</th>
<th>URX</th>
<th>NRX</th>
<th>Additional Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>15(^1)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>applicable only within the URX Districts located within the Tacoma Mall Neighborhood Regional Growth Center.</td>
</tr>
</tbody>
</table>

Calculating Tree Canopy: Tree Canopy is measured as a percentage of the overall lot area. Example: 6,000 square foot lot in the URX District would require a tree canopy of 900 square feet (6000 x .15 = 900). The Urban Forest Manual classifies trees as small, medium, and large based on the overall tree factor, which also weighs growth rate. In meeting the tree canopy requirement planted trees will receive the following canopy credit:

- Small Trees: 300 sq. ft.
- Medium Trees: 500 sq. ft.
- Large Trees: 1000 sq. ft.

900 square feet of tree canopy could be met as one large tree, a combination of one medium and two small trees, or any other combination that meets or exceeds the overall canopy requirement.

The canopy requirement may include the trees located on the lot or from street trees planted in the abutting right-of-way that overhang the lot. Tree canopy provided on the lot as a result of other landscaping requirements of this Chapter may be used to fulfill this requirement.

Other standards and flexibility: Trees planted to meet this requirement are subject to the standards in Section 13.06.502.C General Landscaping Requirements applicable to all required landscaping. Trees may be located within private or common usable yard space. Tree retention credits from Section 13.06.502.D may be applied.

Enforcement: Violations of the provisions of this section are subject to Code Enforcement, per TMC 13.05.100.
2. X-District Height Bonuses. The Height Bonus program provides a mechanism to allow for additional height for projects within certain portions of the Mixed-Use Centers designated in the Comprehensive Plan. It is designed to encourage new growth and foster economic vitality within the centers, consistent with the State Growth Management Act and the City’s Comprehensive Plan, while balancing taller buildings and greater density with public amenities that help achieve the community’s vision for the centers, with improved livability, enhanced pedestrian and transit orientation, and a quality built environment, and realize other City-wide goals. Through this program, projects within certain areas may qualify for additional building height, above and beyond the standard maximum height limits outlined above, under Subsection E.1. In order to achieve these increased height limits, projects are required to provide one or more public benefit bonus features.

a. Applicability. Where applicable in the Mixed-Use Centers, the height bonus provision allows for projects to be eligible to increase the standard maximum height limit through the incorporation of one or more public benefit features into the development of the project. These public benefit features are divided into two levels, each of which is outlined below (see graphic on the next page). The following table details the areas within the various neighborhood centers that are eligible for this height bonus program and the maximum additional height allowed through each of the two bonus levels:

<table>
<thead>
<tr>
<th>Zoning District &amp; Center</th>
<th>Base Height Limit (allowed without any bonus items)</th>
<th>Maximum Height Allowed Through Level 1&lt;sup&gt;3&lt;/sup&gt;</th>
<th>Maximum Height Allowed Through Level 2&lt;sup&gt;3&lt;/sup&gt;</th>
</tr>
</thead>
<tbody>
<tr>
<td>NCX – Neighborhood Commercial Mixed-Use District (Proctor, Lincoln, 6th Ave, McKinley, and Narrows)</td>
<td>45 feet</td>
<td>65 feet</td>
<td>Not Available</td>
</tr>
<tr>
<td>NCX – Neighborhood Commercial Mixed-Use District (Stadium District, DRGC)</td>
<td>65 feet</td>
<td>75 feet</td>
<td>85 feet</td>
</tr>
<tr>
<td>NCX – Neighborhood Commercial Mixed-Use District (South Tacoma Way)</td>
<td>45 feet</td>
<td>65 feet</td>
<td>85 feet</td>
</tr>
<tr>
<td>NCX – Neighborhood Commercial Mixed-Use District (Hilltop Neighborhood, DRGC – property within 200 ft of Core Pedestrian Street)</td>
<td>45 feet</td>
<td>65 feet</td>
<td>85 feet</td>
</tr>
<tr>
<td>NCX – Neighborhood Commercial Mixed-Use District (Hilltop Neighborhood, DRGC – property not within 200 ft of core pedestrian street)</td>
<td>45 feet</td>
<td>65 feet</td>
<td>Not Available</td>
</tr>
<tr>
<td>RCX – Residential Commercial Mixed-Use District (Hilltop Neighborhood, DRGC – east of MLK Jr. Way and between 9th and 13th Streets)</td>
<td>60 feet</td>
<td>70 feet&lt;sup&gt;2&lt;/sup&gt;</td>
<td>80 feet</td>
</tr>
<tr>
<td>CIX – Commercial-Industrial Mixed-Use District (South Tacoma Way, Tacoma Mall Neighborhood RGC)</td>
<td>75 feet</td>
<td>90 feet</td>
<td>100 feet</td>
</tr>
<tr>
<td>CCX – Commercial Core Mixed-Use District</td>
<td>60 feet</td>
<td>75 feet</td>
<td>Not Available</td>
</tr>
<tr>
<td>UCX – Urban Center Mixed-Use District: Core and Commercial</td>
<td>75 feet</td>
<td>100 feet</td>
<td>120 feet</td>
</tr>
<tr>
<td>UCX – Urban Center Mixed-Use District: Transition</td>
<td>65 feet</td>
<td>85 feet</td>
<td>Not Available</td>
</tr>
</tbody>
</table>
URX – Urban Residential Mixed-Use District (Tacoma Mall Neighborhood RGC: Lincoln Heights) | 45 feet | 65 feet | Not Available

**Footnotes:**

1. The 200-foot depth used to define some of the areas eligible for the height bonus program shall be extended to encompass an entire development site when at least 60% of the development site is within the standard 200-foot deep bonus area. For purposes of this provision, the “development site” can include multiple parcels as long as they are part of the same project proposal and are abutting or separated by no more than an alley right-of-way.
2. Within the RCX-zoned area, the “Residential Use” item that is provided within the Level 1 bonus palette is not available.
3. Projects that qualify for this program are still subject to the upper-story stepback restrictions found in Section 13.06.503.A.

b. **Height Bonus Palettes.** The two tables below outline the various public benefit features available for incorporation as part of a project in order to increase maximum height limits, as described above. The following limitations and guidelines apply to the use of the bonus palettes:

---

**X-District Height Bonus Program**

---
### Height Bonus Palette – Level 1

<table>
<thead>
<tr>
<th>BONUS FEATURE</th>
<th>DEFINITION</th>
<th>BONUS HEIGHT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pedestrian-Oriented Environment</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ground Floor Retail or Restaurant</td>
<td>At least 70% of ground floor project street frontage along the designated core pedestrian street designed to accommodate retail and/or restaurant uses. Retail space(s) shall be a minimum of 1,000 square feet and have a minimum depth and width of 25 feet. Restaurant space(s) shall be a minimum of 2,000 square feet and shall incorporate necessary venting and sewer facilities. The space shall have a minimum interior height of 12 feet from the finished floor to the finished ceiling above and have direct visibility and accessibility from the public sidewalk. Projects not fronting on a core pedestrian street are ineligible to use this palette item.</td>
<td>5 feet</td>
</tr>
<tr>
<td>Public Art (1%)</td>
<td>A feature worth 1% of the value of the building (as calculated using the latest Building Valuation Data published by the International Code Council), to be installed on-site, exterior to the building with a location and design that benefits the streetscape, or in an approved off-site location within the same Mixed-Use Center and within 1,000 feet of the project site. Art features shall be coordinated with the City’s Arts Administrator and approved by the Arts Commission.</td>
<td>5 feet</td>
</tr>
<tr>
<td>Structured Parking (50%)</td>
<td>At least 50% of the required parking is provided within the building footprint (above or below ground). For projects that do not require parking but wish to utilize this feature, the amount required shall be based on the amount of parking that would be required for the proposed development if it were not exempted.</td>
<td>10 feet</td>
</tr>
<tr>
<td>Structured Parking (100%)</td>
<td>All parking is provided within building footprint (above or below ground). For projects that do not require parking but wish to utilize this feature, the amount required shall be at least the amount of parking that would be required for the proposed development if it were not exempted.</td>
<td>20 feet</td>
</tr>
<tr>
<td>Transit-Oriented Development</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Transit Stop/Station Improvement</td>
<td>Provide twice the level of improvements that are required by code. If no improvements are required, provide the first level of required improvements. Only applicable to transit stops located within 500 feet of the project site. Must coordinate with Pierce Transit. See Section 13.06.511, Transit Support Facilities.</td>
<td>5 feet</td>
</tr>
<tr>
<td>Residential Use</td>
<td>Residential use for at least 50% of a mixed-use project’s floor area.</td>
<td>10 feet</td>
</tr>
</tbody>
</table>
## Height Bonus Palette – Level 1

<table>
<thead>
<tr>
<th>BONUS FEATURE</th>
<th>DEFINITION</th>
<th>BONUS HEIGHT</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Sustainability</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>LID Stormwater Management</td>
<td>Manage stormwater through an integrated system and management plan that utilizes various low impact development techniques, such as permeable surfaces, roof rainwater collection systems, bioretention/rain gardens, etc. System shall be designed to result in no net increase in the rate and quantity of stormwater runoff from existing to developed conditions or, if the amount of existing imperviousness on the project site is greater than 50%, the system shall be designed to result in a 25% decrease in the rate and quantity of stormwater runoff.</td>
<td>10 feet</td>
</tr>
<tr>
<td>Vegetated Roof</td>
<td>Provide a vegetated roof that covers at least 60% of the building footprint. Vegetated roofs shall conform to best available technology standards, such as those published by Leadership in Energy and Environmental Design (LEED) and be designed in accordance with the City of Tacoma Stormwater Management Manual.</td>
<td>10 feet</td>
</tr>
<tr>
<td>Solar Energy Collection</td>
<td>Install a solar energy collection system on the site that is designed to provide at least 15% of the expected annual operating energy for the building. The system shall be designed and installed under the direction of a professional with demonstrated expertise in the design and construction of such systems.</td>
<td>10 feet</td>
</tr>
<tr>
<td>Adjacent Historic Rehabilitation</td>
<td>Retention, renovation and incorporation of a designated or listed City Landmark adjacent to new construction. Renovation must qualify as a “substantial rehabilitation” as defined in RCW 84.26.020(2). Incorporation and renovation shall be coordinated with the City’s Historic Preservation Officer and approved by the Landmarks Preservation Commission.</td>
<td>10 feet</td>
</tr>
<tr>
<td>Landmark Designation</td>
<td>Voluntary placement of any significant, historic building in the same Mixed-Use Center on the Tacoma Register of Historic Places. Notice of intent to utilize incentive required in writing prior to submittal of Landmark Nomination. Listing is subject to the approval of the Landmarks Preservation Commission and City Council.</td>
<td>10 feet</td>
</tr>
<tr>
<td>Historic Façade Retention</td>
<td>Retention and incorporation of an existing façade that is 50 or more years in age. The project shall retain 100% of the original front wall surface, window and door configurations, cornice line, parapet and any original architectural ornamentation. New construction exceeding the height of the original façade must be setback behind the street-side plane of the original façade. Subject to the approval of the Historic Preservation Officer.</td>
<td>10 feet</td>
</tr>
<tr>
<td>Energy Efficiency</td>
<td>Design the structure to reduce energy usage beyond the prerequisite standards by at least 20% for new structures and 10% for existing structures or existing portions of structures. Project shall utilize an energy cost budget analysis to demonstrate energy savings over current standards.</td>
<td>10 feet</td>
</tr>
</tbody>
</table>
### Tacoma Municipal Code

**Height Bonus Palette – Level 1**

<table>
<thead>
<tr>
<th>BONUS FEATURE</th>
<th>DEFINITION</th>
<th>BONUS HEIGHT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Quality of Life</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Affordable Housing</td>
<td>At least 20% of residential units provided for households making less than 80% of area median income. In order to qualify, the affordable units shall meet all of the standards prescribed through the City’s Multi-family Property Tax Incentive program.</td>
<td>20 feet</td>
</tr>
<tr>
<td>Affordable Housing Trust Fund</td>
<td>Contribution to the City’s Housing Trust Fund in an amount equal to the fee in lieu provisions of TMC 1.39 Affordable Housing Incentives Administrative Code. First priority for the use of the contribution would be within the mixed-use center where the project contribution is being made.</td>
<td>10 feet</td>
</tr>
<tr>
<td>Open Space Fund Contribution (0.5%)</td>
<td>Contribution to the City’s Open Space Fund in an amount equal to 0.5% of the value of the building (as calculated using the latest Building Valuation Data published by the International Code Council). These funds would be utilized for acquisition and management of open spaces within the City, with a particular focus, when appropriate, on acquiring and managing open spaces within and in close proximity to the subject Mixed-Use Center.</td>
<td>10 feet</td>
</tr>
<tr>
<td>Transfer of Development Rights (TDR)</td>
<td>Use of TDRs from an identified TDR sending area.</td>
<td>10 feet</td>
</tr>
</tbody>
</table>

(8) Height Bonus Palette – Level 2:

<table>
<thead>
<tr>
<th>BONUS FEATURE</th>
<th>DEFINITION</th>
<th>BONUS HEIGHT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Quality of Life</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Transfer of Development Rights (TDR)</td>
<td>Use of TDRs from an identified TDR sending area.</td>
<td>10 feet (Stadium Center and MLK Center RCX-zoned area); 20 feet (MLK and 56th &amp; South Tacoma Way Centers); 20 feet (Tacoma Mall Neighborhood Regional Growth Center)</td>
</tr>
</tbody>
</table>
TABLE 13.06.300.G: X-District Residential Yard Space Standards
Required yard space is intended to provide access to fresh air, light and green features and to be functional and attractive as an outdoor extension of the dwelling or a shared space for living, relaxation and social interaction.

1. Duplexes and Triplexes. At least 200 square feet of yard space is required for each dwelling unit. Required yard space could include a combination of front porches, private or shared rear yards, balconies, or rooftop decks. Vehicular access areas and required walkways and buffers shall not count as yard space and front yard areas may not be counted towards this requirement, except for those yard areas set back beyond the minimum requirement.

2. Townhouse Development. At least 200 square feet of yard space is required for each townhouse. Required yard space could include a combination of private front or rear yard space, porches, balconies, rooftop decks, or shared common yard space amongst groups of townhouses. Vehicular access areas and required walkways and buffers shall not count as yard space.

3. Multi-Family and Mixed-Use Development. At least 50 square feet of yard space is required for each dwelling unit. Required setback and buffer areas, vehicular access areas and required walkways and buffers shall not count towards the yard space requirement. This required yard space can be provided through any combination of the following types of areas/features:
   a. Common Yard space. This includes landscaped courtyards or decks, front porches, community gardens with pathways, children’s play areas, or other multi-purpose recreational and/or green spaces. Requirements for common yard spaces include the following:
      (1) No dimension shall be less than fifteen feet in width (except for front porches).
      (2) Spaces shall be visible from multiple dwelling units and positioned near pedestrian activity.
      (3) Spaces shall feature paths, landscaping, seating, lighting and other pedestrian amenities to make the area more functional and enjoyable.
      (4) Individual entries shall be provided onto common yard space from adjacent ground floor residential units, where applicable.
      (5) Space should be oriented to receive direct sunlight for part of the day, facing east, west, or (preferably) south, when possible.
      (6) Common yard space shall be open to the sky, except for clear atrium roofs and shared porches.
      (7) Shared porches qualify as common yard space provided no dimension is less than eight feet.
   b. Private balconies, porches, decks, patios or yards. To qualify as yard space, such spaces shall be at least thirty five square feet, with no dimension less than four feet.
   c. Rooftop decks. To qualify, rooftop decks must meet the following standards:
      (1) Must be accessible to all dwelling units.
      (2) Must include amenities such as seating areas and landscaping.
      (3) Must feature hard surfacing appropriate to encourage residential use.
      (4) Must include lighting for residents’ safety.
      (5) No dimension shall be less than 15 feet in width.
   d. Exceptions:
      (1) Projects located within a quarter mile of a public park or public school that includes accessible and well-maintained outdoor recreational facilities.
      (2) Projects with a minimum floor area ratio (FAR) of 3.
      (3) Projects that meet the ground floor retail/restaurant height bonus requirements.

H. Common requirements. To streamline the Zoning Code, certain requirements common to all districts are consolidated under Sections 13.06.500 and 13.06.600. These requirements apply to Section 13.06.300 by reference.

Refer to Section 13.06.500 for the following requirements for development in Mixed-Use Center Districts:

13.06.501 Building design standards.
13.06.502 Landscaping and buffering standards.
13.06.503 Residential transition standards.
13.06.510 Off-street parking and storage areas.
13.06.511 Transit support facilities.
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13.06.512 Pedestrian and bicycle support standards.
13.06.520 Signs.
13.06.575 Short-term rental.
13.06.602 General restrictions (contains certain common provisions applicable to all districts, such as general limitations and exceptions regarding height limits, yards, setbacks and lot area)

I. Tacoma Mall Neighborhood Regional Growth Center requirements. The Tacoma Mall Neighborhood Subarea Plan and EIS established connectivity requirements applicable to development of large parcels. TMC 13.12.590 lays out requirements applicable to large parcels proposed for substantial development activities, and applies to Section 13.06.300 by reference.

***
**13.06.501 Building design standards.**

***

C. Mixed-Use District Minimum Design Standards.

1. Applicability: The following requirements apply to all development located in any X-District, except where noted or unless specifically exempted.

***

<table>
<thead>
<tr>
<th>8. Pedestrian Standards.</th>
<th>Purpose: The following standards are intended to enhance pedestrian mobility and safety in commercial areas by providing increased circulation, decreasing walking distances required to enter large developments, and providing walkways partially shielded from rain and/or snow.</th>
</tr>
</thead>
<tbody>
<tr>
<td>a. Customer entrances</td>
<td>(1) Additional entrances. An additional direct customer entrance(s) shall be provided to the same building elevation which contains the primary customer entrance so that customer entrances are no further than 250 feet apart when such elevations face the public street or customer parking lot. If a corner entrance is used, this requirement applies to only 1 elevation.</td>
</tr>
<tr>
<td></td>
<td>(2) Designated streets. Non-residential or mixed-use buildings on designated pedestrian streets noted in Section 13.06.200.E or Section 13.06.300.C shall provide at least 1 direct customer entrance, which may be a corner entrance, within 20 feet, facing, and visible to the designated street. For such buildings over 30,000 square feet of floor area, the maximum distance is increased to 60 feet.</td>
</tr>
<tr>
<td>b. Street level weather protection</td>
<td>(1) Weather protection shall be provided above a minimum of 50 percent of the length of hard surfaced, public or private walkways and/or plazas along façades containing customer and/or public building entries or facing public street frontage. Façades or portions of façades where planting strips of more than 5 feet in width separate the walkway from the building wall are exempt from these standards.</td>
</tr>
<tr>
<td></td>
<td>(2) Mixed-Use Center District designated pedestrian streets. Weather protection shall be provided above a minimum of 80 percent of the length of hard surfaced, public or private walkways and/or plazas along façades containing customer and/or public building entries or facing public street frontage.</td>
</tr>
<tr>
<td></td>
<td>(3) Weather protection may be composed of awnings, canopies, arcades, overhangs, marquees, or similar architectural features. It is required to cover only hard surfaced areas intended for pedestrian use and not areas such as landscaping.</td>
</tr>
<tr>
<td></td>
<td>(4) Weather protection must cover at least 5 feet of the width of the public or private sidewalk and/or walkway, but may be indented as necessary to accommodate street trees, street lights, bay windows, or similar accessories to not less than 3 feet in width.</td>
</tr>
<tr>
<td></td>
<td>(5) Weather protection is required for all multi-family building entries. For private entries, required weather protection must be at least 3 feet deep along the width of the entry. For common building entries, the required weather protection shall be 5 feet.</td>
</tr>
</tbody>
</table>
### b. Transition areas

- **(1)** Residential buildings meeting the “build-to” requirements along designated pedestrian streets shall provide a transition area between the public right-of-way and the ground floor dwelling units.
  - **(a)** Transitions can be accomplished through grade changes that elevate the ground floor units and main entry or through landscaping and other design elements, such as plazas, artwork, fountains, bioswales, or other amenities.
  - **(b)** Fences, walls, and gateways may be used to provide some visual separation of private residences, but not to hide the transition area.
  - **(c)** Fences over 3’ in height must be transparent and cannot exceed 5’ in height.
  - **(d)** The transition area may be used to meet usable yard space requirements.
  - **(e)** Parking may not be used as a feature of the transition area.

Examples: The above examples use trees and landscaping, elevation changes, transparent fencing, and arbors to create an effective transition between public and private spaces.


**Purpose:** The following standards are intended to provide for thoughtful placement and design of utilities, mechanical equipment, service areas and fences to mitigate visual impact on public views, general community aesthetics and residential privacy.

***

### b. Fencing type limitation

- **(1)** Chain link fencing, with or without slats, is prohibited for required screening.
- **(2)** Barbed or razor wire. The use of barbed or razor wire is limited to those areas not visible to a public street or to an adjacent residential use.
- **(3)** Chain link. Chain link or similar wire fencing is prohibited between the front of a building and a public street, except for wetland preservation and recreation uses.
- **(4)** Electrified. The use of electrified fencing is prohibited in all zoning districts.
- **(5)** The maximum height of free-standing walls, fences, or hedges between any public street and building shall be 3 feet. Exception: Decorative fences up to 8 feet in height may be allowed between a public street and any residential use provided the portion of the fence between 3 and 7 feet above grade is at least 50 percent transparent and features a planting strip at least 5 feet wide with Type C or D landscaping, **per the standards of TMC 13.06.502**, to soften the view of the fence and contribute to the pedestrian environment. Fences required by the Washington State Liquor Control Board shall also be exempt from the maximum height limitation, provided any portion of the fence between 3 and 7 feet above grade is at least 50 percent transparent.
- **(6)** Fences along alleys are allowed provided fences greater than 3 feet in height are at least 20% transparent between 3 and 7 feet above grade. If no transparency is provided, the maximum height of such fence shall be 3 feet.
| Retaining Walls | (1) Retaining walls located adjacent to public street rights-of-way shall be terraced such that individual sections are no greater than 4 feet in height. Bench areas between retaining wall sections shall be planted with Type C or D landscaping, per the standards of TMC 13.06.502, to soften the view of the wall and contribute to the pedestrian environment. |
E. Single, Two and Three-Family Dwelling Minimum Design Standards.

***

e. The maximum height of free-standing walls, fences, or hedges between any public street and building shall be 3 feet. Exception: Decorative fences up to 8 feet in height may be allowed between a public street and any residential use provided such fence is at least 50 percent transparent and features a planting strip at least 5 feet wide with Type C or D landscaping per the requirements of TMC 13.05.502 to soften the view of the fence and contribute to the pedestrian environment.

F. Townhouse Minimum Design Standards.

1. Applicability. The following requirements apply to all townhouse dwellings in all districts.

2. Purpose. The following standards are intended to implement the urban form, housing and aesthetic goals of the Comprehensive Plan by providing façade articulation that emphasizes individual units and reduces the apparent mass of structures, minimizing impacts of vehicular access and service elements, and emphasizing pedestrian access and building orientation to the street.

3. Building Mass:

a. The maximum number of units in one building is six, with minimum spacing between buildings of 10 feet.

b. Unit articulation. Façades with more than two townhouses facing a street, alley, common open space or common parking area shall be articulated to emphasize individual units. This can be accomplished by either roofline modulation consistent with Section 13.06.501.1 and/or vertical building modulation. To qualify for vertical building modulation, the minimum depth and width of modulation shall be 2 and 4 feet, respectively, if tied to a change in building material/siding style. Otherwise, the minimum depth and width of modulation shall be 10 and 15 feet, respectively.

4. Garage Orientation & Vehicular Access:

a. Garages shall not face any street if vehicular access is available from an alley.

b. Vehicular access and garages for all units shall be placed off of the alley, where suitable access, such as abutting right-of-way that is or can be developed, is available.

c. Where street-front vehicular access is necessary, driveway approaches shall be limited to no more than one for every 9 units in the development.

d. Driveway approaches shall also be consistent with the standards in Section 13.06.510.

5. Pedestrian Orientation:

a. Non X-Districts:

(1) All dwellings shall maintain primary orientation to the adjacent street or right-of-way and not toward the alley or rear of the site, unless otherwise determined by the Director.

(2) Townhouses must have an individual entry that faces and is accessible from the street/sidewalk. Townhouses on corner lots only need to provide such an entry to one of the two adjacent streets/sidewalks.

(3) The building elevation facing the street or right-of-way shall not contain elements commonly associated with a rear elevation appearance, such as loading docks, utility meters, and/or dumpsters.

b. In designated centers:
(1) All townhouses on lots with street frontage must maintain primary orientation to the adjacent street or right-of-way and have an individual entry that faces and is accessible from the street/sidewalk. Townhouses on corner lots only need to provide such an entry to one of the two adjacent streets/sidewalks.

(2) In the case of townhouse buildings that include units without street frontage, such as a mid-block site with a building that is perpendicular to the street, the townhouse unit abutting the street must include an individual entry facing the street, a porch or covered entryway, and other architectural features associated with the front elevation appearance.

(3) Building elevations facing the street or right-of-way shall not contain elements commonly associated with a rear elevation appearance. Any area between the front façade and the sidewalk/right-of-way shall be improved with landscaping, seating or yard space, a front porch or similar features.

(4) Townhouse units with access exclusively from a drive aisle/court shall provide architectural features typically associated with the front elevation facing the elevation facing the drive aisle/court. At least 10 percent of the façade (all vertical surfaces facing the drive aisle/court) shall be comprised of transparent windows and/or doors. Rough openings are used to calculate this requirement.

(5) Townhouses with front doors facing alleys shall not be permitted without a demonstration that alley conditions are appropriate to provide an attractive living environment. The alley must be paved and in reasonable condition from the townhouse out to an intersecting street; a minimum of one tree or 50 square feet of vegetated wall adjacent to the alley must be planted per 50 feet of alley frontage; garbage collection shall be partially enclosed or screened by landscaping; and, if the alley is intended for use as a required pedestrian pathway an additional 5 feet of alley width shall be required and improved per City pedestrian access standards from the frontage of the townhouse to an intersecting public sidewalk.

(26) A continuous pedestrian walkway, which can be a shared walkway, must be provided between the front entrance of each unit and the nearest public sidewalk. In the case of corner lots, at least one walkway shall connect to both sidewalks/rights-of-way unless infeasible due to topography. Walkways shall be either a raised sidewalk, or composed of materials different from any adjacent vehicle driving or parking surfaces. Walkways accessing multiple units shall be a minimum of 5 feet wide. Pedestrian access may be combined with vehicular travel if designed for safe and comfortable pedestrian access as a shared pedestrian/vehicular space, per City standards. Walkways providing access to two or more townhouse units shall be constructed per ADA standards to increase visitability to the site, unless infeasible due to topography.

6. Windows and openings. At least 15 percent of the façade (all vertical surfaces facing the street) shall be comprised of transparent windows and/or doors. Rough openings are used to calculate this requirement.

7. Utilities:
   a. Utility meters, electrical conduit, and other service utility apparatus shall be located and/or designed to minimize their visibility from the street. If such elements are mounted in a location visible from the street, common open space, or shared auto courtyards, they shall be screened with vegetation or by architectural features.

   b. Service, loading, and garbage areas. Developments shall provide a designated area for service elements (refuse and disposal). Such elements shall be sited along the alley, where available. Such elements shall not be located along the street frontage. Where there is no alley available, service elements shall be located to minimize the negative visual, noise, odor, and physical impacts and shall be screened from view from the street and sidewalk. The site shall be designed to ensure that the solid waste utility can provide efficient waste collection service potentially including a consolidated location for storage of solid waste containers, direct street access pickup, and if needed facilities for a shared waste collection service.

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13.06.502 Landscaping and buffering standards.

A. Intent. The landscaping requirements, as a whole, are intended to contribute to the aesthetic environment of the City; enhance livability and foster economic development by providing for an attractive urban setting; provide green spaces that can support the urban citywide tree canopy; wildlife, such as birds, in the urban environment; help reduce storm water runoff; filter pollution; buffer visual impacts of development; and, contribute to the planting, maintenance, and preservation of a stable and sustainable urban forest.

B. Applicability. Unless specifically exempted, landscaping shall be provided consistent with this section for all new development, including structures and/or parking lots, as well as alterations to existing development, and street improvements, as outlined below. Vegetated Low Impact Development Best Management Practices (LID BMPs) designed in accordance with the City of Tacoma Stormwater Management Manual may be counted as landscaping. Trees and landscaping provided as required under this section, may also be counted towards compliance with tree canopy and usable yard space standards.
TMC 13.06.502.E Landscaping requirements applicable to Residential, Commercial, Industrial and Mixed-Use Districts.

The standards of this section are intended to implement the goals of the Comprehensive Plan and the intent of this section. The landscaping standards of this table apply to new development and substantial alterations, as stipulated above, in Residential, Commercial, Industrial and Mixed-Use Centers (X) Districts. LID BMPs may be used to fulfill all or a portion of landscaping requirements, where the vegetation within the LID BMP is compatible to the requirements.

**Exemptions:**

(1) Single, two and three-family and townhouse developments, unless in association with a full plat or a short plat with 5-9 lots, are exempt from all landscaping requirements, with the exceptions that street trees are required in X Districts, and in all districts in association with a full plat or short plat with 5-9 lots.

(2) Passive open space areas are exempt from all landscaping requirements (however development activities on such sites may trigger landscaping requirements).

(3) Park and recreation uses are exempt from the Overall Site, Site Perimeter and Buffer requirements of this section.

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13.06.512 Pedestrian and bicycle support standards.

### A. General Applicability.

1. **Application.** The pedestrian and bicycle support standards **fully** apply to all new development and alterations that, within a two-year period, exceed 50 percent of the value of existing development or structures, as determined by the Building Code, unless specifically exempted herein. The standards do not apply to remodels that do not change the exterior form of the building or change site improvements such as parking areas and plazas. However, if a project involves both exterior and interior improvements, then the project valuation shall include both exterior and interior improvements. Building and site improvements that, within a two-year period, exceed 15 percent of the value of existing development or structures, as determined by the Building Code, shall comply with these standards to the extent that features in the vicinity of the improvements shall be provided if required by the standards of this section. For example, a building addition valued at more than 15 percent of existing development that is adjacent to a street frontage longer than 150 feet without a pedestrian walkway shall provide that walkway. No alteration shall increase the level of nonconformity or create new nonconformities to these standards.

2. **Standards.** Each item of this section shall be addressed individually. Exceptions and exemptions noted for specific development situations apply only to the item noted.

3. **Super regional malls.** Additions to super regional malls which add less than 10,000 square feet of floor area shall be exempt from these standards. Larger additions and changes to parking areas shall meet the requirements of this section to the extent that features in the vicinity of the improvements shall be provided if required by the standards of this section. For example, a building addition adjacent to a street frontage that is longer than 150 feet without a pedestrian walkway shall provide that walkway. Table at a ratio of at least 1 to 3 for the entire mall site (in the same manner described above, under subsection 3), except that additions of an anchor tenant or 140,000 or more square ft. shall require full provision of these requirements for the entire mall site.

4. **Temporary.** Temporary structures are exempt from the standards of this section.

5. **Residential or Mixed-Use.** Residential structures of 4 dwelling units or fewer only need to comply with the standards of subsection B, below. Mixed-use structures shall comply with all of the standards.

6. **Parks, recreation and open space uses shall meet the standards of this table, except as specifically exempted below.**

7. **Historic.** In any conflict between these standards and those applied by the Tacoma Landmarks Preservation Commission, the standards of the commission shall prevail.

8. **Fractions.** Any requirement resulting in a fraction when applied shall be rounded up or down to the nearest whole number.
### B. Bicycle and Pedestrian Connections.

**Purpose:** Pedestrian and bicycle standards encourage a safe, direct, attractive, and usable multimodal circulation system in all developments as well as connections between abutting streets and buildings on the development site, and between buildings and other activities within the site.

1. **Interior Access Roads.** Interior access roads in multi-building developments shall be designed to look and function like public streets. This includes planting strips and street trees, sidewalks on one or both sides, and perpendicular or parallel parking on one or both sides.

2. **Connection between streets and entrances.** There must be a connection between one main entrance of each building on the site and the adjacent street. The route may not be more than 20 feet longer or 120 percent of the straight line distance, whichever is less. Where there is more than one street frontage, an additional connection, which does not have to be a straight line connection, is required between each of the other streets and a pedestrian entrance of each building.

3. **Minimum connection frequency.** Additional walkways are required when needed to provide at least one connection to the public sidewalk for each 150 feet of street frontage or every three parking aisles, whichever is less. Walkways shall be located to provide the shortest practical route from the public sidewalk or walkway network to customer and/or public building entrances. For sites with street frontages of 450 feet in length or greater, the middle of the three required walkways shall meet the through-connection standards described below.

   ![](image)

   This standard does not apply to residential uses containing 4 or fewer dwelling units. Parks and recreation uses (excluding passive open space), or portions thereof, which are undeveloped with buildings, shall provide a minimum of one walkway, and an additional walkway for each additional improved street frontage greater than 500 feet in length (unless topography, critical areas or public safety issues preclude reasonable provision of such additional access points).

4. **Route directness.** Connections to streets shall be designed and located to facilitate direct travel to all abutting public sidewalks, bus stops, transit stations/centers, schools, public bicycle facilities, trails, or shared-use paths in proximity of the development site.

5. **Internal pedestrian system.** On sites larger than 10,000 square feet, and with multiple buildings or uses, an internal pedestrian connection system must be provided. The system must connect all main entrances on the site that are more than 20 feet from the street, and provide connections to other areas of the site, such as parking areas, bicycle parking, recreational areas, common outdoor areas, and any pedestrian amenities. On sites with two or more street frontages each having 150 feet or more in length, the internal pedestrian system shall connect to each of the abutting street frontages to provide a through-connection to and from each street. On larger sites with one frontage 450 feet or more in length, and one or more additional frontage(s) 300 feet or more in length, the more centrally located walkway shall function as an enhanced through-connection. Facility design standards for through-connections are described below. On very large sites, one enhanced through-connection shall be provided every 300 feet of street frontage, on average.
6. Facility Design.
   a. Lighting and landscaping. For walkways that are longer than 25 feet, trees shall be provided adjacent to the walkways at a rate equivalent to the linear requirements for street trees in 13.06.502.C, and pedestrian-scaled lighting shall be provided at a ratio of 2 per 100 feet. Trees shall be planted a minimum of 10 feet from pedestrian light standards or parking lot light standards.

   b. Size and materials.
      (1) Required walkways must be hard-surfaced and at least 5 feet wide, excluding vehicular overhang, except for walkways accessing less than 4 residential dwelling units, where the minimum width shall be 4 feet. When more than one walkway is required, at least one walkway must be 10 feet wide. Permeable pavement surfaces are encouraged where feasible.
      (2) Where the system crosses driveways, parking areas, and loading areas, the system must be clearly identifiable, through the use of elevation changes, speed bumps, a different paving material, or other similar method. Striping does not meet this requirement. Elevation changes and speed bumps must be at least 4 inches high.
      (3) Where the system is parallel and adjacent to an auto travel lane, the system must be a raised path or be separated from the auto travel lane by a raised curb, bollards, landscaping or other physical barrier. If a raised path is used it must be at least 4 inches high and the ends of the raised portions must be equipped with curb ramps. Bollard spacing must be no further apart than 5 feet on center.
      (4) Internal pathways in multi-building residential developments shall be separated from structures at least 3 feet by landscaping, except where adjacent to usable yard spaces or other design treatments are included on or adjacent to the wall that add visual interest at the pedestrian scale. Examples include the use of a trellis with vine plants, sculptural, mosaic, bas-relief artwork, or other decorative wall treatments.

   c. Bicycle facilities. At least one driveway and travel lane on site shall be designed to accommodate bicycles in accordance with the Public Works Design Manual. Where a 10’ walkway is provided, it may be used as a shared-use path for both pedestrians and bicyclists. The route shall include signage to direct bicyclists to on-site bicycle parking facilities.

   d. Through-connections.
      (1) In the case of sites with two frontages each more than 150 feet in length, the required pathway shall be a through-connection. The through-connection shall connect to all abutting street frontages that are 150 feet or more in length, and shall be a minimum of 10 feet in width. Through-connections shall otherwise meet the lighting and landscaping, size and materials standards above. Through-connections shall provide street furniture, outside of the required pathway, at a frequency of one fixed bench or equivalent seating area for every 250 feet of through-connection length.
      (2) In the case of larger sites with one frontage at least 450 feet in length and one or more additional frontages at least 300 feet in length, the most central of the required walkways shall meet enhanced through-connection standards. The enhanced through-connection shall be designed as sidewalks on either side of a roadway. The sidewalks and drive aisles shall meet City complete streets standards. Alternatively, the enhanced through-connection may be designed as a multi-use pathway a minimum of 20 feet in width and designed to facilitate pedestrian, bicycle and emergency access. Enhanced through-connections shall otherwise meet the lighting and landscaping, size and materials standards above. Enhanced through-connections shall provide street furniture, outside of the required pathway, at a frequency of one fixed bench or equivalent seating area for every 150 feet of through-connection length.

C. Street Furniture.
   Purpose: To support transportation choices, including walking, the following standards shall be met to assist pedestrian safety, comfort, and mobility, including resting places at reasonable intervals.

   1. Minimum. A minimum of one fixed bench or equivalent seating area for every 250 feet of street frontage. This requirement determines quantity and not distribution, not required if site has less than 250 feet of street frontage. Projects in the PMI District are exempt from this requirement. Parks, recreation and open space uses are only required to provide street furniture adjacent to buildings fronting on a street.
2. Minimum on designated pedestrian streets in Mixed-Use Center Districts. A minimum of one fixed bench or equivalent seating area for every 150 feet of street frontage. This requirement determines quantity and not distribution, not required if site has less than 150 feet of street frontage. Parks, recreation and open space uses are only required to provide street furniture adjacent to buildings fronting on a street.

3. Design. Furniture shall be consistent with any applicable adopted business area improvement plans and shall utilize designs that discourage long-term loitering or sleeping, such as dividers or individual seating furniture. See examples below.

4. Credit. Any adjacent public street furniture can be counted toward this requirement.

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13.06.513 Drive-throughs.
A. Purpose. The regulations of this section are intended to allow for drive-through facilities while mitigating potential negative impacts they may create. Of special concern are noise from idling cars and voice amplification equipment, aesthetics, and queued traffic interfering with on-site and offsite traffic and pedestrian flow. The specific purposes of this section are to:

Reduce noise and visual impacts on abutting uses, particularly residential uses;

Promote safer and more efficient on-site vehicular and pedestrian circulation;

Promote a pedestrian-oriented environment;

Reduce conflicts between queued vehicles and traffic on adjacent streets.

B. Applicability. The regulations of this section apply only to the portions of the site development that comprise the drive-through facility. The regulations apply to new developments, the addition of drive-through facilities to existing developments, and the relocation of an existing drive-through facility. Drive-throughs are not permitted in some zoning districts—see the permitted uses tables for the applicable zone. Where they are permitted, drive-through facilities are still not always feasible; the size or dimensions of the site, or the size and location of existing structures may make it impossible to meet the regulations of this section.

C. Standards. A drive-through facility is composed of two parts - the stacking lanes and the service area. The stacking lanes are the space occupied by vehicles queuing for the service to be provided. The service area is where the service occurs. In uses with service windows, the service area starts at the service window. In uses where the service occurs indoors, the service area is the area within the building where the service occurs.

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3. The following additional standards apply in X Districts where drive-throughs are permitted:
   a. All exterior vehicle use areas associated with a drive-through shall be located at the side or rear of the building.
   b. Drive-through stacking lanes and service windows shall be fully screened from the view of adjacent properties and the public right-of-way with landscaping and/or structures.
   c. Within NCX Districts, exterior drive-through stacking lanes may be no closer than 25 feet to the property frontage of a designated pedestrian, light rail or streetcar street.
   d. Within UCX Districts, drive-through stacking lanes and service windows shall either be located entirely within buildings, or fully screened from the view of adjacent properties and the public right-of-way with a partially enclosed vegetative wall, decorative grilles, architectural features, artworks, or similar visually attractive features.

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Chapter 13.09

SOUTH TACOMA GROUNDWATER PROTECTION DISTRICT

13.09.010 Background, purpose, and intent.
The South Tacoma groundwater aquifer system serves as a significant source of drinking water for the City of Tacoma. It may supply as much as 40 percent of the City’s total water demand during periods of peak summer usage. For future growth, supplemental supply, and emergency response, this resource will continue to be extremely important to the City of Tacoma.

It has been found and determined that a major cause of historical groundwater contamination in the South Tacoma aquifer system is from accidental or improper release of hazardous substances from spillage, leaks, or discharges from local industry. Due to the large number of potential sources of toxic and hazardous substances within the area which recharges the aquifer system and the possibility of further contamination, the City of Tacoma found that it was necessary and in the public interest to establish the South Tacoma Groundwater Protection District in 1988.

The South Tacoma Groundwater Protection District is an overlay zoning and land use control district specifically designed to prevent the degradation of groundwater in the South Tacoma aquifer system by controlling the handling, storage and disposal of hazardous substances by businesses. The overlay zoning district imposes additional restrictions on high impact land use development in order to protect public health and safety by preserving and maintaining the existing groundwater supply for current and potential users and to protect the City of Tacoma from costs which might be incurred if unsuitable high impact land uses were to reduce either the quality or quantity of this important public water supply source.

It is the intent of this chapter to establish orderly procedures that reduce the risks to public health and safety and to the existing groundwater supply. These procedures shall ensure that within the South Tacoma Groundwater Protection District, facilities with on-site properties that have stormwater infiltration facilities and facilities with properties that store hazardous substances meet appropriate performance standards, and that existing storage facilities those properties are properly maintained, inspected, and tested when necessary.

13.09.020 Declaration of policy.
In order that for the City of Tacoma to maintain its groundwater resources within the South Tacoma Groundwater Protection District as near as reasonably possible to their natural condition of purity, it is the policy of the City of Tacoma to establish strict performance standards which will reduce or eliminate threats to this resource from improper handling, storage, and disposal of hazardous substances by businesses. The City of Tacoma shall require use of all practical methods and procedures for protecting groundwater, while encouraging appropriate commercial and industrial uses to locate and conduct business within the South Tacoma Groundwater Protection District. The Tacoma-Pierce County Health Department ("DepartmentTPCHD") will be responsible for implementing the South Tacoma Groundwater Protection District Ch.regulations established in TMC 13.09. The Tacoma-Pierce County Board of Health may adopt regulations consistent with this section. It is recommended that the DepartmentTPCHD work cooperatively through education with owners and operators of regulated facilities to voluntarily reach compliance before initiating penalties or other enforcement action.

13.09.030 Scope and applicability.
A. The mandates of this chapter shall apply to new and existing developments and facilities as defined herein.
B. All property within the South Tacoma Groundwater Protection District, as defined in Section 13.09.050, shall comply with the requirements of this chapter, in addition to the zoning requirements of the South Tacoma Groundwater Protection District, in addition to the zoning, and any additional requirements of the zoning district in which where the such property is presently located or may later be located in the future. In the event of conflict with the other regulations of the underlying zoning requirements and the mandates of this chapter, the provisions of this chapter shall control.

13.09.040 Definitions.
For the purpose of this chapter, certain words and terms are defined as follows:
A. “Abandoned tank” means an aboveground storage tank, underground storage tank, or other container used for storage of hazardous substances left unused for more than one year, without being substantially emptied or permanently altered structurally to prevent reuse.

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F. “Contamination” means the degradation of any component of the environment by a release of hazardous substance in sufficient quantity to impair its usefulness as a resource or to be a hazard.

G. “Closure” means to cease a facility’s operations related to hazardous substances by complying with the closure requirements in this Chapter and the General Guidance and Performance Standards or to take an underground storage tank out of operation permanently, in accordance with Department of Ecology’s 173-360-385-Washington Administrative Code (WAC) 173-360-385, the Washington State Department of Ecology’s as may be amended from time to time and the Department’s Underground Storage Tank regulations, and TPCHD’s Board of Health (BOH)-Resolution 88-1056, all as may be amended from time to time.

H. “Department TPCHD” means the Tacoma-Pierce County Health Department.

I. “Development” means the construction, reconstruction, conversion, structural alteration, relocation, or enlargement of any building or structure; any use or change in use of any building or land; any extension of any use of land, or any clearing, grading, or other movement of land for which permission may be required pursuant to this chapter.

J. “Director” means the Director of Health of the Tacoma-Pierce County Health Department TPCHD or his or her designee(s).

K. “Disposal” means the discharging, discarding, or abandoning of hazardous wastes or the treatment, decontamination, or recycling of such wastes once they have been discarded or abandoned. This includes the discharge of any hazardous wastes into or on any land, air, or water.


M. “Environment” means any air, land, water, or groundwater.

N. “Facility” means all structures, contiguous land, appurtenances, and other improvements on or under the land within the South Tacoma Groundwater Protection District used as a stormwater infiltration unit, or for recycling, reusing, reclaiming, transferring, storing, treating, disposing, or otherwise handling a hazardous substance which is not specifically excluded by the exemptions contained in Section 13.09.090.

O. “Final Closure” means the proper permanent removal of an underground storage tank that is no longer in service.

P. “General Guidance and Performance Standards” means TPCHD’s the Department’s most recent publication of the technical standards document “General Guidance and Performance Standards for the South Tacoma Groundwater Protection District.”

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U. “Impervious surface” means natural or man-made material on the ground that does not allow surface water or contaminants to penetrate into the soil. Impervious surfaces may consist of buildings, parking areas, driveways, roads, sidewalks, and any other areas of concrete, asphalt, plastic, etc., a non-vegetated surface area which either prevents or retards the entry of water into the soil mantle as under natural conditions prior to development. A non-vegetated surface area which causes water to run off the surface in greater quantities or at an increased rate of flow from the flow present under natural conditions prior to development. Common impervious surfaces include, but are not limited to, rooftops, walkways, patios, driveways, parking lots or storage areas, concrete or asphalt paving, gravel roads, packed earthen materials, and oiled, macadam or other surfaces which similarly impede the natural infiltration of stormwater.

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AA. “Permeable surfaces” means sand, gravel, and other penetrable deposits or materials on the ground which permit movement of materials, such as groundwater or contaminants, through the pore spaces, or active or abandoned wells which permit the movement of fluid to the groundwater.

BB. “Person” means any individual, trust, joint stock company, corporation (including government corporation), partnership, association, consortium, joint venture, commercial entity, state, municipality, commission, political subdivision of a state, interstate body, the federal government, or any department or agency of the federal government.

CC. “Person responsible for the violation” means any person that commits any act or omission which is a violation or causes or permits a violation to occur or remain on the property or regulated facility, and includes but is not limited to owners(s),
lessee(s), tenant(s), or other person(s) entitled to control, use, and/or occupy property or the regulated facility where a violation occurs, and any person who aids and abets in a violation.

DD. “Pollution-generating hard surface (PGHS)” means those hard surfaces considered to be a significant source of pollutants in stormwater runoff. PGHS includes permeable pavement subject to vehicular use. See the listing of surfaces under pollution-generating impervious surface.

EE. “Pollution-generating impervious surface (PGIS)” means those impervious surfaces considered to be a significant source of pollutants in stormwater runoff. Such surfaces include those that are subject to: regular vehicular use; industrial activities (involving material handling, transportation, storage, manufacturing, maintenance, treatment or disposal); or storage of erodible or leachable materials, waste or chemicals, and which receive direct rainfall or the run-on or blow-in of rainfall. Metal roofs are also considered to be PGIS unless they are coated with an inert, non-leachable material. Roofs that are subject to venting significant amounts of dusts, mists, or fumes from manufacturing, commercial, or other indoor activities are considered PGIS.

FF. “Pollution-generating pervious surfaces (PGPS)” means any non-impervious surface subject to vehicular use, industrial activities (as further defined in the glossary of the Stormwater Management Manual for Western Washington involving material handling, transportation, storage, manufacturing, maintenance, treatment, or disposal); or storage of erodible or leachable materials, wastes, or chemicals, and which receive direct rainfall or run-on or blow-in of rainfall, use of pesticides and fertilizers, or loss of soil. Typical PGPS include permeable pavement subject to vehicular use, lawns, and landscaped areas including: golf courses, parks, cemeteries, and sports fields (natural and artificial turf).

GG. “Recharge areas” means areas of permeable deposits exposed at the surface which transmit precipitation and surface water to the aquifer.

HH. “Regulated facility” means any facility with one or more of the following: underground storage tank(s), aboveground storage tank(s), hazardous substances at regulated quantities, or stormwater infiltration unit(s) subject to regulation under section 13.09.080 of this chapter.

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MM. “Stormwater” means water derived from a storm event or conveyed through a storm system that portion of precipitation, including snowmelt, that does not naturally percolate into the ground or evaporate, but flows via overland flow, interflow, pipes and other features of a stormwater drainage system into a receiving water or stormwater facility.

NN. “Stormwater infiltration unit” means an impoundment, typically a pond, trench, or bio-infiltration swale which collects stormwater and allows it to percolate into surrounding soil a component of the stormwater system designed to fully or partially infiltrate stormwater runoff into the native underlying soils.

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13.09.050 General provisions.

A. District Designated (Location). For the purposes of this chapter and to carry out these regulations, the boundaries of the South Tacoma Groundwater Protection District are delineated on a map, and accompanying legal description as now or hereafter updated and supplemented, which are made part hereof by this reference. Planning and Development Services shall maintain this map. Note: Copies of the map are available from Planning and Development Services. The boundaries of the South Tacoma Groundwater Protection District will be reviewed by the Department and the City of Tacoma not less frequently than every ten years to account for best available science, development, and zoning changes. The physical boundaries of the South Tacoma Groundwater Protection District are more particularly described in the General Guidance and Performance Standards.

B. District Designated (Environmentally Sensitive Area). Pursuant to Ecology’s Chapter 197-11-908 WAC and TMC Section 13.12.908 of this title as may be amended from time to time, the area described above is hereby designated as an environmentally (geohydrologically) sensitive area.

C. Development and Adoption of Technical Standards. The Department shall hereafter maintain a document entitled “General Guidance and Performance Standards for the South Tacoma Groundwater Protection District” (hereinafter referred to as the “General Guidance and Performance Standards”). These standards shall prescribe the minimum acceptable best
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management practices and design solutions which are consistent with the requirements of this chapter. This document, to the extent that it assists in meeting the purposes and intent of this chapter and the Critical Areas Preservation Ordinance, is incorporated herein as though fully set forth. This document is available from the DepartmentTPCHD. Periodically, the Department shall review these standards to assure that improvements in technology are considered and that the standards are consistent with this chapter.

D. Permits. Applications for permits as required in Section 13.09.080 shall be filed with the Health DepartmentTPCHD. Application forms shall contain information prescribed by the DepartmentTPCHD.

E. Fees. At the time of filing such application, the applicant shall pay a fee in an amount sufficient to pay the costs of issuing the permits and conducting an initial and one follow-up inspection under this chapter. Fees for permits, permit renewals, and other services rendered under this program shall be included in the Department’s fee schedule, as approved annually by the Tacoma-Pierce County Board of Health. The approved fee schedule is available from the Department.

F. Cost Recovery. In the event that violations of this chapter require the Director to spend more time (Including but not limited to repeat inspections, spill response, remedial action plan review, or other enforcement actions) at a regulated facility than anticipated in the permit fee, permit renewal fee, or other properly established fee, the Department TPCHD may bill such additional time to the regulated facility at an hourly rate approved annually by the Tacoma-Pierce County Board of Health. Such a bill shall be accompanied by a detailed description of the time and activities for which the regulated facility is being billed. Failure to pay cost-recovery bills shall be considered a violation of this chapter.

13.09.060 Prohibited uses.
A. The following “high-impact” uses of land shall hereafter be prohibited from locating within the boundaries of the South Tacoma Groundwater Protection District. Exceptions will be considered by Planning and Development Services, in consultation with the DepartmentTPCHD, only upon conclusive demonstration that the application of new or improved technology-high impact use will result in no greater threat to the groundwater resource than that posed by a compliant nonprohibited use.

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The above high impact uses should be periodically revised, updated, and amended, as appropriate, by Planning and Development Services or its successor agency in consultation with the DepartmentTPCHD in order to take into account other potential high impact uses or improvements in technology, pollution control, and management.

B. Permanent or temporary storage of hazardous substances on sites with permeable pervious surfaces, the disposal of hazardous substances, and the disposal of solid waste is prohibited, unless such discharge or disposal is specifically in accordance with a valid discharge permit, is approved for discharge into the City’s municipal wastewater system pursuant to Chapter 12.08 of the Tacoma Municipal Code as may be amended from time to time or is conducted in compliance with the requirements of a solid waste handling permit issued by the DepartmentTPCHD.

13.09.070 Stormwater infiltration.
A. Stormwater infiltration units used to receive storm water from any street, paved parking area or other pollution-generating impervious surface are prohibited; however, if a business requests to infiltrate under the Exceptions Process outlined in the City of Tacoma Surface Water Management Manual Volume I, Chapter 3.1 as may be amended from time to time and in the opinion of the City of Tacoma Environmental Services Department, or its successor agency, no other reasonable alternative exists to manage stormwater runoff from the site, then the Environmental Services Department, with concurrence of the Department, may approve such private stormwater management system subject to building permit review and approval of a design by a licensed professional engineer.

Stormwater from pollution-generating surfaces may be allowed to infiltrate under specific circumstances and may be subject to additional treatment and monitoring requirements as described in City Policy ESD17-1, “South Tacoma Groundwater Protection District Infiltration Policy”, dated January 9, 2017 or as hereafter amended from time to time. If a property owner proposes to infiltrate and in the opinion of the City of Tacoma Environmental Services, or its successor agency, infiltration would be an appropriate and reasonable stormwater management technique for the site, then Environmental Services, with concurrence of TPCHD, may approve the stormwater management system subject to construction permit review and approval of a design by a licensed professional engineer.

B. If approved, stormwater infiltration unit design standards shall include sampling ports and assurance that the regulated facility shall allow periodic sampling by the Environmental Services Department and/or Tacoma Public Utilities or their successor agencies.
If approved, additional and/or more restrictive design criteria, treatment, monitoring and permitting requirements may be imposed upon the facilities. A Covenant and Easement Agreement to allow for periodic inspection and/or sampling of a regulated facility will be required for private facilities. Sampling may be performed by Environmental Services, Tacoma Public Utilities or TPCHD. The Covenant and Easement Agreement shall be recorded to the property title.

C. Facilities with onsite stormwater infiltration units on-site facilities will be regulated facilities within the South Tacoma Groundwater Protection District. Such regulated facilities will be permitted and receive biennial inspections by the Department TPCHD, Environmental Services or Tacoma Public Utilities to verify maintenance of the unit facility, business practices, and other requirements outlined in the General Guidance and Performance Standards.

D. Existing stormwater infiltration units facilities installed before December 31, 2006, shall be exempt from the requirements of this section, except that a change of use or change of ownership shall trigger review pursuant to TMC 13.09.070(F) and additional requirements as appropriate.

E. Facilities with stormwater infiltration units shall have formal notification on their business license of the on-site stormwater infiltration unit.

F. If ownership or site operations change at a facility with a stormwater infiltration unit facility, the new operations shall be reviewed by the Environmental Services Department and the Department TPCHD or their successor agencies to ensure continued use of the stormwater infiltration unit facility does not present a risk to groundwater quality prior to the Tax & License Division of the Finance Department issuing a new business license. If continued use of the stormwater infiltration unit facility is not acceptable under the new operations, a new private stormwater management system and/or public storm system extension and connection may be required to be designed and constructed per city development standards the City of Tacoma Stormwater Management Manual to permit new operations on the site.

13.09.080 Permits – Construction, modification, operation, change in use

A. It is a violation of this chapter for any person to construct, install, substantially modify, or change the use of a facility or regulated facility as defined herein, or part thereof, without a valid permit or authorization issued by or acceptable to the Department TPCHD. A permit issued for a facility will include appropriate conditions and limitations as may be deemed necessary to implement the requirements of this chapter.

B. It is a violation of this chapter for any person to use, cause to be used, maintain, fill, or cause to be filled any facility with a hazardous substance without having registered the facility on forms provided by the Department TPCHD and without having obtained or maintaining a valid permit issued by the Department TPCHD to operate such facility or part thereof.

C. No permit or authorization to operate a regulated facility as required herein shall be issued by the Department TPCHD or shall be satisfactory to the Department TPCHD unless and until the prospective permittee, at a minimum:

1. Provides a listing to the Department TPCHD of all of the hazardous substances and amounts to be stored, used, or handled at the facility; and

2. Demonstrates that the facility complies with all the provisions of this chapter and the standards set forth in the General Guidance and Performance Standards.

D. It is a violation of this chapter for any person in possession of or acting pursuant to a permit or authorization issued to allow or cause another person to act, in any matter contrary to any provision of said permit or authorization.

13.09.090 Exemptions.

The following facilities shall be exempt from all provisions of this chapter:

A. Any handling, storing, disposing, or generating of 220 pounds (100 kilograms) or less of a hazardous substance per month or batch, unless specifically ruled otherwise by the Department TPCHD on a case-by-case basis. Note: (Refer to 13.09.040.R for definition of hazardous substances.)

K. Any small quantity of hazardous substance intended solely for personal use, unless specifically ruled otherwise by the Department TPCHD on a case-by-case basis, in accordance with the General Guidance and Performance Standards.

(Ord. 27568 Ex. A; passed Dec 19, 2006: Ord. 24083 § 1; passed May 10, 1988)
Tacoma Municipal Code

13.09.100 Hazardous substance storage and management.
Owners and operators of regulated facilities shall as applicable:

A. Store hazardous substances in a container that is in good condition.

B. Label containers in a manner that adequately identifies the major risk(s) associated with the contents of the containers. Labels shall not be obscured, removed, or otherwise unreadable.

C. Remove or destroy labels from empty containers that will no longer be used for hazardous substance storage and label containers as “Empty” or otherwise provide clear indication acceptable to the Department TPCHD that the containers are not useable.

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I. At closure of the facility, all hazardous substances and residues must be removed from the containment system. Remaining containers, liners, bases, and soil containing or contaminated with hazardous substances or residues must be decontaminated or removed to the satisfaction of the Department TPCHD.

J. Ensure that business practices and stormwater infiltration unit facility maintenance minimizes potential releases of hazardous substances to the environment.

The Department TPCHD may require additional storage and management requirements on a case-by-case basis as deemed necessary to reduce risks to public health and safety and to the existing groundwater supply.

13.09.110 Underground storage tanks.

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C. Underground Storage Tank Closures.

1. No person shall abandon or close an underground storage tank, temporarily or otherwise, except as provided in this subsection and in compliance with the General Guidance and Performance Standards and the Department’s TPCHD’s UST regulation (BOH Resolution 88-1056, as may be amended from time to time).

2. An underground storage tank that is temporarily closed, but that the operator intends to return to use within one year, shall continue to be subject to all the permit, corrosion protection, and release detection requirements of this chapter and those established pursuant to the General Guidance and Performance Standards. If the underground storage tank is out of service for more than one year the Department TPCHD, in consultation with the regulated facility owner or operator, will determine whether to implement final closure of the tank or grant an additional one-year period of temporary closure. The Department TPCHD will not allow an underground storage tank at a regulated facility to exist in a temporary closure state for a period greater than two years.

3. No person shall close an underground storage tank unless the person undertakes all of the following actions:

a. Notifies the Department TPCHD and other appropriate agencies at least 60 days in advance of any closing and obtains the proper authorization or permit according to the Board of Health Resolution 88-1056, as may be amended from time to time.

b. Demonstrates to the Department TPCHD that all residual amounts of the hazardous substance which were stored in the tank prior to its closure have been removed and properly disposed.

c. Permanently removes the tank unless the tank is located under a permanent building and cannot be removed without removing the building.

13.09.120 Aboveground storage tanks.

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B. Existing Aboveground Storage Tanks.
1. It shall be a violation of this chapter to substantially modify or cause the substantial modification of any existing aboveground storage facility or part thereof without obtaining a permit or authorization from the Department TPCHD and the Fire Department and without complying with the provisions of this section and the General Guidance and Performance Standards.

2. Inspections, release detection, and corrective action requirements for aboveground storage tanks shall be followed as set forth in this chapter and the General Guidance and Performance Standards.

C. Aboveground Storage Tank Closures.

1. No person shall abandon or close an aboveground storage tank, temporarily or otherwise, except as provided in this section and in compliance with the General Guidance and Performance Standards.

2. No person shall close an aboveground storage tank unless the person demonstrates to the Department TPCHD that all residual amounts of the hazardous substance that were stored in the tank prior to its closure have been removed and properly disposed.

13.09.130 Inspections and testing.

A. Any owner or operator of a regulated facility shall, upon request of any representative of the Department TPCHD, the Environmental Services Department, or the Tax and License Division of the Finance Department, or their successor agencies whose duties entail enforcing the provisions of this chapter, furnish information relating to the regulated facility, conduct monitoring or testing, and permit such representative to have access to and to copy all records relating to the hazardous substances or stormwater infiltration unit at all reasonable times. For the purpose of implementing this chapter including determining whether a facility is a regulated facility, representatives of the above-referenced departments are hereby authorized to:

1. Enter at reasonable times any facility, regulated facility, establishment or other place where tank(s) or hazardous substances in regulated quantities, or stormwater infiltration units are located;

2. Inspect and obtain samples of any known or suspected hazardous substances at the facility; and

3. Conduct monitoring or testing of the tanks and/or hazardous substances containers, associated equipment, contents, or surrounding soils, air, surface water, stormwater or groundwater.

B. During inspections the Department TPCHD will, to the degree practical, provide education and technical assistance and work cooperatively to help the regulated facility’s owner or operator achieve voluntary compliance before initiating enforcement action, imposing penalties, or seeking other remedies.

C. Each inspection shall be commenced and completed with reasonable promptness. If the above-referenced department representative obtains any samples prior to leaving the premises, he or she shall give to the owner or operator a receipt describing the sample(s) obtained and, if requested, a portion of each sample equal in volume or weight to the portion retained. If any analysis is made of the sample(s), a copy of the results of the analysis shall be furnished promptly to the owner or operator. Copies of Department TPCHD inspection forms and reports will be provided to the regulated facility owner or operator upon request.

D. In addition to, or instead of, the inspections specified in subsection A above, the Department TPCHD may require the owner or operator of an underground storage tank or aboveground storage tank to employ, periodically, a service provider certified by the International Code Council to conduct an audit or assessment of the tank(s) to determine whether the facility complies with the design and construction standards of subsection 13.09.110 (Underground Storage Tanks) and 13.09.120 (Aboveground Storage Tanks), whether the owner or operator has monitored and tested the tank required by his permit, and whether the tank is in a safe operating condition. The inspector shall prepare an inspection report with recommendations concerning the safe storage of hazardous substances at the regulated facility. The report shall contain recommendations consistent with the provisions of this chapter where appropriate. A copy of the report shall be filed with the Department TPCHD at the same time the inspector submits the report to the owner or operator of the regulated facility. The owner or operator shall file with the Department TPCHD a plan to implement all recommendations contained in the report, along with any additional requirements imposed by the Department TPCHD within 30 days after receiving the report or within 30 days of receiving additional requirements imposed by the Department TPCHD, whichever is later. Alternatively, the owner or operator may demonstrate within the same period, to the satisfaction of the Department TPCHD, why one or more of these recommendations should not be implemented.

13.09.140 Spill prevention and management.

A. Owners and operators of regulated facilities including businesses, wholesale distributors, processors, and manufacturers must adopt and comply with appropriate spill or leak prevention and management practices in accordance with the General Guidance and Performance Standards. Regulated facilities will be evaluated by the Department TPCHD during initial and
subsequent inspections (not less frequently than biennially) in response to spills or releases to the environment, or as a result of substantial modification or changes in operation to determine if additional requirements are necessary to comply with appropriate spill prevention and management standards.

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13.09.150 Release reporting, investigation, corrective actions.

A. Release Reporting. The owners and operators of a regulated facility shall report within 24 hours, unless otherwise indicated:

1. All belowground releases of a hazardous substance in any quantity, including:
   a. Testing, sampling, or monitoring results from a release detection method that indicates a release may have occurred.
   b. Unusual operating conditions, such as the erratic behavior of product-dispensing equipment, the sudden loss of product from the underground storage tank, an unexplained presence of water in the tank, or the physical presence of the hazardous substance or an unusual level of vapors on the site that are of unknown origin.
   c. Impacts in the surrounding area, such as evidence of hazardous substances or resulting vapors in soils, basements, sewer and utility lines, and nearby surface water.
   d. Other conditions as may be established by the 

   The Department TPCHD, in administering and enforcing this section, may, if appropriate, take into account types, classes, and ages of underground storage tank(s). In making such distinctions, the Department TPCHD may take into consideration factors including, but not limited to: location of the tank(s), soil conditions, use of the tank(s), history of maintenance, age of the tank(s), current industry-recommended practices, hydrogeology, water table, size of the tank(s), quantity of hazardous substance periodically deposited in or dispensed from the regulated facility, the technical capability of the owners and operators, the compatibility of the hazardous substance, and the materials of which the tank(s) is fabricated.

2. All above-ground releases of petroleum to land in excess of 25 gallons, or less than 25 gallons if the release reaches a pervious surface or drain or the owners and operators are unable to contain or clean up the release within 24 hours.

3. All above-ground releases which result in a sheen on the surface water or stormwater.

4. All above-ground releases to land or surface waters of hazardous substances other than petroleum in excess of the reportable quantity established under 40 CFR 302 as may be amended from time to time for the released substance shall be reported immediately.

5. Any known or suspected discharge of hazardous substance to a stormwater infiltration facility.

6. The owners or operators shall provide, within 30 days, any additional information on corrective action as may be required by the Department TPCHD and referenced in the General Guidance and Performance Standards.

B. Investigation and Confirmation.

Unless corrective action is initiated by the owner or operator or is otherwise directed by the Department TPCHD, all suspected releases requiring reporting, as set forth above, must be immediately investigated by the owner or operator using an appropriate procedure as set forth by the Department TPCHD in accordance with the General Guidance and Performance Standards. Such procedures may include, but shall not be limited to, the following:

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C. Corrective Action.

All owners or operators of a regulated facility shall, in response to a suspected or confirmed release, comply with the directives and requirements of the Department TPCHD in accordance with the General Guidance and Performance Standards.

D. A report to the Department TPCHD shall not be deemed compliance with any reporting requirements of any federal or state law.
13.09.160 Recordkeeping.
A. A regulated facility must maintain written records of the following:

1. Hazardous Waste Disposal Records. Hazardous waste disposal records documenting proper disposal must be retained for at least five years from the date the waste was accepted by the transporter. Records may include but are not limited to manifests, bills of lading, and receipts. (Note: The Department TPCHD encourages businesses to retain hazardous waste disposal or recycling records indefinitely.)

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6. Stormwater Infiltration Unit(s) Facility Records. Operation and maintenance inspections by owner or stormwater management professionals.

B. Any other recordkeeping requirement that may be required by a permit issued pursuant to this chapter or as established in the General Guidance and Performance Standards.

1. All records required by this subsection must be maintained:
   a. On-site and be immediately available for inspection; or
   b. At a readily available alternative site and be provided for inspection by the Department TPCHD within 24 hours; and
   c. Retained for no less than five years, unless otherwise specified.

C. All records and information are subject to public disclosure unless protected from disclosure by RCW 42.17.310 as may be amended from time to time, RCW 19.108 et seq., or other state or federal law.

Excavation operations within the boundaries of this district shall be subject to the permit requirements and standards contained in Section 3.06.040 or 2.02.480 of the City Code as considered appropriate.

13.09.170 Waivers.
Any person may apply to the Department TPCHD for a waiver of any requirement imposed by this chapter or any regulation, standard, or ruling generated hereunder; provided, that the waiver request does not conflict with any other local, State, or Federal requirement. In determining whether a waiver is appropriate, the Department TPCHD shall require an applicant to demonstrate by clear and convincing evidence that, because of special circumstances, not generally applicable to other property or facilities, including size, shape, design, topography, location, or surroundings, the application of the standards of this chapter would be unnecessary to adequately protect the soil and groundwaters of the South Tacoma Groundwater Protection District from an unauthorized release, or that strict application would create practical difficulties not generally applicable to other facilities or properties, and that the proposed alternative method or process will still adequately protect the soil and groundwaters of the South Tacoma Groundwater Protection District.

13.09.180 Deferral.
The Department TPCHD may, at its discretion, elect to defer enforcement of specific South Tacoma Groundwater Protection District requirements if other state, local, or federal regulations or permits provide an equivalent or superior level of environmental protection. Such deferrals shall be subject to periodic review by the Department TPCHD and may be revoked or modified upon a finding that an equivalent or superior level of environmental protection is no longer provided.

13.09.190 Enforcement Responsibility.
It shall be the duty of the Director to enforce and administer the provisions of this chapter, except that:

a. It shall be the duty of the Director of the Environmental Services Department or his/her designee to enforce the specific provisions of Section 13.09.060-070 of this chapter.

b. It shall be the duty of the Tax and License Division of the Finance Department of the City or any successor department to suspend or revoke a business license when deemed necessary by the Department TPCHD and the Tax and License Division pursuant to Section 13.09.260(b) of this chapter.

c. It shall be the duty of the Legal Department of the City or any successor department to enforce the criminal penalties as set forth in section 13.09.250 of this chapter.

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13.09.210 Administrative Review.
A. Any person to whom a Notice of Violation or civil penalty has been issued may request an administrative review of the Notice of Violation or civil penalty.

B. A request for an Administrative Review shall be filed with the DepartmentTPCHD no later than 14 days following the date of the Notice of Violation or the first assessed civil penalty. The request shall be in writing and shall state the reasons the Director should review the Notice of Violation or issuance of the civil penalty. Failure to state a basis for the review shall be cause for dismissal of the review.

C. Following review of the information provided the Director shall determine whether a violation occurred. The Director may affirm, vacate, suspend, or modify the Notice of Violation or the amount of any monetary penalty assessed. The Director’s written decision shall be delivered to the appellant by first-class mail and by certified mail, return-receipt requested.

13.09.220 Appeals.
A. Procedures for appeals to the Tacoma-Pierce County Board of Health’s Hearing Examiner from any ruling or decision of the DepartmentTPCHD pursuant to this Chapter shall be taken in accordance with Tacoma-Pierce County Board of Health Resolution No. 2002-3411 as may be amended from time to time.

B. Procedures for appeals to the City of Tacoma Hearing Examiner from any ruling or decision by the Director of Planning and Development Services or the Tax and License Division shall be taken in accordance with Chapter 1.23 TMC as may be amended from time to time.

C. Criminal appeals may be taken in accordance with the law.

13.09.230 Penalties.
Any person responsible for a violation shall be subject to civil and/or criminal (misdemeanor) penalties or additional enforcement procedures on each offense. Each day that a violation continues, or that a person responsible for a violation fails to comply with any of the provisions of this Chapter or refuses or neglects to obey any of the orders, rules or regulations issued by the DepartmentTPCHD or the Tacoma-Pierce County Health Department Board of Health may be considered a separate violation. Imposition of penalties or other enforcement action under this Chapter does not preclude other violations or penalties of law that may be available pursuant to various Federal and State statutes or other laws.

13.09.240 Civil Penalty.

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C. Collection of monetary penalties

1. The monetary penalty constitutes a personal obligation of the person to whom a Notice of Violation is directed. Any monetary penalty assessed must be paid within 10 calendar days from the date of notice from the DepartmentTPCHD that penalties are due.

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13.09.260 Other Remedies.
The DepartmentTPCHD reserves the right to pursue other remedies in order to reduce or eliminate threats to the groundwater resource from improper handling, storage, and disposal of hazardous substances by regulated businesses. Pursuit of other remedies shall generally be reserved for instances in which civil penalties have not been or are deemed unlikely to be effective.

***
Chapter 13.12
ENVIRONMENTAL CODE

13.12.570 Archaeological, Cultural, and Historic Resources.
A. This section sets forth provisions for addressing archaeological, cultural, and historic resources for projects located within the Downtown Tacoma Regional Growth Center and within the Tacoma Mall Neighborhood Regional Growth Center in areas where a Subarea Plan and a companion area-wide, non-project Environmental Impact Statement (EIS) have been completed. The Planning and Development Services Department will use this process and any required assessments to evaluate potential impacts and assist in identifying and establishing appropriate mitigation measures.

A. Purpose and Applicability.
1. This section sets forth provisions for Traffic Impact Assessments for projects located within the Downtown Tacoma Regional Growth Center and within the Tacoma Mall Neighborhood Regional Growth Center in areas where a Subarea Plan and a companion area-wide, non-project Environmental Impact Statement (“EIS”) have been completed. Transportation impacts generally relate to the size of the development, the number of trips generated, and their effect on local and state streets and transportation facilities, transit operations, freight, and pedestrian and bicycling facilities and operations.

The Department of Public Works will use the Traffic Impact Assessment to evaluate impacts and assist in identifying and establishing mitigation measures that will address safety, circulation, and capacity issues; capacity will be addressed in terms of Level of Service established in the City Comprehensive Plan and applicable sub-area plans. In those cases where the Department of Public Works identifies potential impacts to State Highways, they will consult with the Washington State Department of Transportation (“WSDOT”) in identifying mitigation measures.

13.12.090 Tacoma Mall Neighborhood Large Parcel Connectivity Plans
A. Purpose.
1. This section sets forth provisions for evaluating the need for new street and pedestrian connections within the Tacoma Mall Neighborhood Regional Growth Center, where a Subarea Plan and a companion area-wide, non-project Environmental Impact Statement (“EIS”) have been completed. The Subarea Plan and accompanying analysis established that additional street and pedestrian connections are essential to accommodating future growth consistent with the community vision and goals for the neighborhood.

Large scale development activities create transportation impacts at the site level as well as to the neighborhood transportation system. The Subarea Plan and EIS establish coordinated mitigation measures to address those impacts in a manner that achieves the vision and goals. Establishing new connections when major development occurs is an essential mitigation action identified by the EIS. Other steps include City improvements to existing streets and rights-of-way, enhancements to the active transportation and transit networks in the area, and the establishment of new funding sources and mechanisms for transportation improvements.

B. Applicability.
1. The connectivity plan requirement applies to development sites at least one acre in size which are located within a block that is 8 acres or larger in size, within the Tacoma Mall Neighborhood Regional Growth Center. Blocks for this purpose are defined as assemblages of land circumnavigated by the shortest possible complete loop via the public street network.

C. Thresholds.
1. A connectivity plan is required when major development activities are proposed on an applicable site, as follows:
   b. Building additions that increase the footprint of an existing building by 50 percent or more, or that increase the combined footprint of a site with multiple buildings by 15 percent or more, within a 10 year period.
   c. Building additions greater than 1,500 square feet within a 200 foot-wide Tier 2 alignment as depicted in the Tacoma Mall Neighborhood Subarea Plan Transportation Choices Chapter, within a 10 year period.

D. Connectivity Plan requirements.

1. A connectivity plan shall be submitted by the project proponent for City review and approval prior to City issuance of associated permits for the development proposal that triggered the connectivity plan requirement.

2. Connectivity plans shall demonstrate consistency with the Tacoma Mall Neighborhood Subarea Plan transportation goals and actions, and shall meet the following specific requirements:
   a. Designate the alignments of required Tier 1 and 2 street alignments consistent with the Subarea Plan street network and City standards.
   b. Designate additional streets and (Tier 3) pedestrian site access and through-block connection alignments that are associated with the current development proposal, consistent with the requirements of TMC 13.06.512 Pedestrian and Bicycle Access.
   c. Demonstrate a conceptual approach or alternatives to providing pedestrian and vehicular access with future phases of development, consistent with City standards including TMC 13.06.512 Pedestrian and Bicycle Access.

3. Connectivity Plan process.
   a. The connectivity plan process shall be conducted in combination with any associated subdivision or land use permit applications, or if no other applications are applicable shall be subject to an interpretation from the Planning and Development Services Department Director as defined in TMC 13.05 Land Use Permit Procedures. In the circumstance of different notification or process requirements, the greater shall apply.
   b. The project proponent shall provide notification to the owners of property that will be directly affected by any aspect of the subject action and property within 400 feet of the applicable site, and shall endeavor to reach concurrence with the owners of affected property.
   c. The proposed connectivity plan shall include parameters for future modifications that will achieve the intent while accommodating a range of development proposals, and that will be permitted without an official modification to the approved connectivity plan.
   d. Upon approval by the PDS Director, the conditions of the connectivity plan shall be recorded through a development agreement, property dedication or easements, subdivisions, binding site plans, or Development Regulation Agreements, per the applicable substantive and process requirements.
   e. The approved connectivity plan may be modified according to the same process and substantive review required for initial approval.

   a. No new construction, and no building additions larger than 500 square feet, shall be permitted within Tier 1 or 2 alignments designated by an approved connectivity plan. Proposals for new construction or additions within designated Tier 3 alignments must demonstrate overall consistency with the connectivity plan and indicate how the intent will be met.
   b. In reviewing future development proposals located in the vicinity of approved Tier 1 and 2 alignments, the City shall consider those alignments as public streets in terms of determining applicable site, design and land use requirements.
   c. Project proponents shall dedicate or otherwise convey segments of approved Tier 1 and 2 alignments to the City when new construction or Level III alterations, as defined in TMC 13.06.501.2.c, is proposed in areas adjacent to the approved alignments.
   d. Project proponents shall be required to construct segments of Tier 1 and 2 alignments when there is a clear nexus between the transportation impacts of proposed development and the construction of the facility, and when the cost of such action is proportional to those impacts.
Tacoma Mall Neighborhood
Subarea Plan Draft Environmental Impact Statement

City of Tacoma
Planning + Development Services Department
DRAFT
ENVIRONMENTAL IMPACT STATEMENT

for the

TACOMA MALL NEIGHBORHOOD SUBAREA PLAN

Date of Draft EIS Issuance

______, 2017

Date of Draft EIS Public Meeting

______, 2017

Date Comments are due on the Draft EIS

______, 2017
Dear EIS Recipient:

The City of Tacoma invites your comment on the Tacoma Mall Neighborhood Subarea Plan Draft Environmental Impact Statement (Draft EIS), prepared in accordance with the Washington State Environmental Policy Act (SEPA). The proposal considered in this EIS is the adoption of a new subarea plan and implementing regulations for the Tacoma Mall Neighborhood, expansion of the Tacoma Mall Regional Growth Center and approval of the EIS as a document that is adequate for future SEPA compliance, decision-making and implementation of an upfront SEPA process authorized by RCW 43.21C.420, and including additional SEPA tools, including those authorized by RCW 43.21C.021 (planned action) and RCW 43.21C.229 (infill exemption).

The legislative action, if taken, would apply to the Tacoma Mall Neighborhood study area, an approximately a 601-acre area bounded by S Tacoma Way on the west and north, Interstate-5 on the east, and one block south of S 47th and 48th streets on the south.

The Draft EIS considers one action alternative that proposes adoption of a new subarea plan and implementing regulations, together with a No Action Alternative:

- **Alternative 1 (No Action):** retain existing zoning designations and associated development standards within the study area.
- **Alternative 2:** adopt a new subarea plan for the study area establishing a new vision, goals and actions for the area, updated development standards, planned transportation system, stormwater infrastructure, parks and open space improvements, and other public amenities.

This Draft EIS identifies environmental impacts and mitigating strategies for each alternative. Environmental topics evaluated in this Draft EIS include: land use, plans and policies, housing, aesthetics, cultural resources, transportation, public services, and utilities.
Agencies, affected tribes and members of the public are invited to comment during the 30-day comment period established for the Draft EIS. The comment period concludes at 5:00 pm on __________, 2017. Please see the Draft EIS Fact Sheet for information on submitting written comments.

In addition, the City invites your comments on the Draft EIS at an open house and public meeting scheduled for __________, 2017. The open house and public hearing will be held at ______________. Additional information concerning the open house and public hearing is provided on the project website www.tacomamallneighborhood.com and in the Fact Sheet for the Draft EIS.

Following the Draft EIS comment period, a Final EIS will be prepared that addresses written comments and public testimony received during the Draft EIS public comment period.

Thank you for your interest in the Tacoma Mall neighborhood. We welcome your comments.

Sincerely,

Ian Munce, J.D., AICP
SEPA Responsible Official,  
City of Tacoma Planning and Development Services Department
FACT SHEET

NAME OF PROPOSAL
Tacoma Mall Neighborhood Subarea Plan

PROPOONENT
The proponent is the City of Tacoma

LOCATION
The area addressed by this EIS is the Tacoma Mall Neighborhood study area, an approximately a 601-acre area bounded by South Tacoma Way on the west and north, Interstate-5 on the east, and one block south of South 47th and 48th streets on the south.

PROPOSED ACTION
The proposed action consists of several related actions, including:
1. Adoption of a Tacoma Mall Neighborhood Subarea Plan, consistent with the City’s Comprehensive Plan, Vision 2040 (the regional development plan) and the Washington State Growth Management Act (GMA).
2. A set of code changes referred to as Phase I amendments that would be adopted concurrent with the Subarea Plan to support its implementation. These include an area-wide rezone that would include new zoning boundaries, height limits and minimum density requirements; new large parcel standards; additional pedestrian street designations; and new design standards for tree cover, landscaping, parking lots, drive through facilities and other features.
3. Updates to the City’s Comprehensive Plan Future Land Use Map to make the following related changes:
   a. Expand the Mixed Use Center Tacoma Mall Regional Growth Center designation by 116 acres, consistent with the study area considered in this EIS.
   b. Reduce the area of the South Tacoma Way Manufacturing and Industrial Center by 82 acres, and
   c. Reduce the area of the South Tacoma Way Neighborhood Center by 2 acres.

4. Approval of the EIS as a document that is adequate for future SEPA compliance, decision-making and implementation of an upfront SEPA process authorized by RCW 43.21C.420, and including additional SEPA tools authorized by RCW 43.21C.021 (planned action) and RCW 43.21C.229 (infill exemption).

EIS ALTERNATIVES

Alternatives considered in this Draft EIS include No Action—future growth would continue based on existing development regulations—and the Action Alternative—future growth assuming a new vision, subarea plan and updated development regulations for the study area, as briefly summarized below

• **Alternative 1:** This alternative would retain existing zoning designations and associated development standards within the study area. Transportation improvements under the No Action Alternative would include the Tier 1 projects identified in the City’s Transportation Master Plan, projects which are largely within the City’s control. These include the South 38th Street extension, South 48th Street pedestrian overpass, and the Pine Street and Tacoma Mall Boulevard corridor improvements

• **Alternative 2:** Under Alternative 2, a new subarea plan would be adopted for the study area establishing a new vision for the area, updated development standards, transportation system, stormwater infrastructure, parks and open space improvements, and other public amenities. The Tacoma Mall Regional Growth Center would be expanded by 116 acres and a streamlined SEPA review process for development proposals that are consistent with the new subarea plan and analysis in this EIS would be adopted.
LEAD AGENCY

City of Tacoma
Planning and Development Services Department

SEPA RESPONSIBLE OFFICIAL

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FINAL ACTIONS

• Adoption of the Tacoma Mall Neighborhood Subarea Plan;
• Adoption of an expanded RGC boundary of the Tacoma Mall Neighborhood Subarea Plan;
• Adoption of amended Comprehensive Plan land use designations, zoning classifications and other implementing development regulations; and
• Approval of the EIS as a document that is adequate for future SEPA compliance, decision-making and implementation of an upfront SEPA process authorized by RCW 43.21C.420, and including additional SEPA tools authorized by RCW 43.21C.021 (planned action) and RCW 43.21C.229 (infill exemption).

ENVIRONMENTAL REVIEW

If the action alternative is selected by the City, no additional SEPA review will be required for site specific development that is proposed within the Subarea if it (1) is consistent with the Tacoma Mall Neighborhood Subarea Plan and pertinent development regulations,
and (2) vests within 10 years of issuance of the Final EIS. As established by RCW 43.21C.420, any proposed development that is consistent with adopted subarea plan policies and environmentally reviewed pursuant to RCW 43.21C.420, may not be challenged in administrative or judicial appeals as long as all requirements of this section have been satisfied.

After 10 years of issuance of the Final EIS, no additional SEPA review will be required for site specific development that is proposed within the Subarea if it (1) is consistent with the Tacoma Mall Neighborhood Subarea Plan, (2) is consistent with the “Planned Action” ordinance enacted by the City Council, (3) is not an essential public facility, and (4) vests within 30 years of the issuance of the Final EIS.

In addition, if the action alternative is selected by the City, no additional SEPA review will be required for site specific development that is proposed within the subarea if it is exempt under an “infill exemption” ordinance adopted by the City under RCW 43.21.229.

If the No Action Alternative is selected—or development deviates substantially from what is envisioned in this EIS—subsequent site-specific environmental review may be necessary; development regulation agreements pursuant to TMC 13.05.095 are by definition not to be considered as substantial deviations.

In addition, because the Subarea Plan will not be adopted, development would proceed without the benefit of the policy guidance in the Plan, which may increase the potential for adverse impacts of future development.

**REQUIRED APPROVALS AND/OR PERMITS**

The Final Actions section above identifies required City approvals for the proposal. In addition, permits or approvals would be needed in conjunction with future development activity.

Depending on the nature of development and the site, approvals including the following could be required:
State Agencies

Department of Labor & Industries
• Elevator Permits for subsequent development

Regional Agencies

Puget Sound Clean Air Agency
• Asbestos surveys (associated with building renovation/demolition)
• Demolition permits

Tacoma-Pierce Co. Health Department
• Underground storage tank decommissioning permit (site-specific, if applicable)
• South Tacoma Groundwater Protection District (i.e., hazardous material management and stormwater infiltration permits)
• Restaurant, food and drink permits

City of Tacoma

Planning and Development Services Department
• Land Use permits (e.g., conditional use, variance, critical areas)
• Building permits
• Site Development permits (i.e., work order, grading, excavation and erosion control permits)
• Right of Way permits (i.e., street occupancy)
• Subdivision permits
• Mechanical permits
• Plumbing permits
• Concurrency authorization
• Certificate of occupancy

Public Works Department
• Street improvements (i.e., sidewalks, curbcuts, etc.)

Environmental Services Department
• Utility Connection permits
Tax and License Department
• Business licenses

Tacoma Public Utilities
• Electrical permits
• Utility extensions
• Water permits

AUTHORS + PRINCIPAL CONTRIBUTORS TO THIS EIS

This Tacoma Mall Neighborhood Subarea Plan EIS has been prepared under the direction of the City of Tacoma Planning and Development Services Department. Research and analysis associated with this EIS were provided by the following consulting firms:

• **3 Square Blocks LLC**: lead EIS consultant; document preparation; environmental analysis—land use, relationship to plans and policies, housing, aesthetics, cultural resources (impacts and mitigation), public services
• **ESA**: utilities, cultural resources (existing conditions)
• **Fehr & Peers**: transportation

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DATE OF ISSUANCE OF THIS DRAFT EIS

_____ , 2017

DATE DRAFT EIS COMMENTS ARE DUE

_____ , 2017

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DATE OF DRAFT EIS OPEN HOUSE AND PUBLIC HEARING

_____ , 2017

address

Tacoma, WA 98XXX

The purpose of the open house and public hearing is to provide an opportunity for agencies, organizations and individuals to review information concerning the Draft EIS and to present oral comments on the Draft EIS—in addition to submittal of written comments.
AVAILABILITY OF THIS DRAFT EIS

Copies of this Draft EIS have been distributed by CD to agencies, organizations and individuals noted on the Distribution List (Appendix A to this document). Notice of Availability of the Draft EIS has been provided to organizations and individuals that requested to become parties of record.

The Draft EIS can be reviewed at the following locations:

• City of Tacoma Planning and Development Services Department—747 Market Street, Room 1036;

• All branches of the Tacoma Public Library (Main Branch 1102 Tacoma Avenue S)

A limited number of complimentary copies of this Draft EIS are available—while the supply lasts—either as a CD or hardcopy from the City of Tacoma Planning and Development Services Department, which is located at 747 Market Street, Room 345 in Tacoma.

Copies may also be purchased at the Planning and Development Services Department for the cost of reproduction. The Planning and Development Services Department is open 8 AM to 5 PM Monday through Friday.

This Draft EIS and the appendices are also available online at: www.cityoftacoma.org/planning and www.tacomamallneighborhood.com.
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1 Summary

1.1 INTRODUCTION

This Chapter summarizes elements of the proposed Tacoma Mall Neighborhood Subarea Plan (SAP) Draft Environmental Impact Statement (Draft EIS), including the purpose of the proposal and alternatives, a comparison of the impacts of the alternatives, and a summary of potential mitigation measures to reduce environmental impacts.

This Chapter is the first of a series of chapters contained in the Draft EIS that provide a summary and more in-depth environmental review of the proposal and alternatives:

- **Chapter 1 Summary**: Summary of proposal, impacts, and mitigation measures contained in Chapters 2 and 3.
- **Chapter 2 Alternatives**: Comprehensive description of the proposal and alternatives including proposed land use and zoning, transportation systems, parks and open space and stormwater management.
- **Chapter 3 Affected Environment, Significant Impacts, and Mitigation Measures**: Evaluates the current conditions and potential impacts of development that may result from the alternatives described in Chapter 2.
- **References**: A list of documents and personal communications cited in the Draft EIS.
- **Appendices**: Technical information supporting the Draft EIS.

1.2 STUDY AREA

The Tacoma Mall Subarea is located approximately 2.5 miles southwest of downtown Tacoma, see sidebar. The study area is generally bounded by South Tacoma Way on the west and north, Interstate-5 on the east, and a block south of South 47th and 48th streets on the south. As shown in the sidebar, the Tacoma Mall Regional Growth Center (RGC), a designation established by the City of Tacoma and Puget Sound Regional Council, is located within the study area. The Tacoma Mall RGC is approximately 485 acres in size, and the portion of the study area located outside of the RGC consists of approximately 116 acres, for a total study area of approximately 601 acres.
1.3 PROPOSED ACTION

The proposal by the City of Tacoma consists of the following related actions:

1. Adoption of a Tacoma Mall Neighborhood Subarea Plan, consistent with the City's Comprehensive Plan and Washington State Growth Management Act (GMA).

2. A set of code changes referred to as Phase I amendments that would be adopted concurrent with the Subarea Plan to support its implementation. These include an area-wide rezone that would include new zoning boundaries, height limits and minimum density requirements; new large parcel standards; additional pedestrian street designations; and new design standards for tree cover, landscaping, parking lots, drive through facilities and other features.

3. Updates to the City's Comprehensive Plan Future Land Use Map to make the following related changes:
   a. Expand the Mixed Use Center Tacoma Mall Regional Growth Center designation by 116 acres, consistent with the study area considered in this EIS.
   b. Reduce the area of the South Tacoma Way Manufacturing and Industrial Center by 82 acres, and
   c. Reduce the area of the South Tacoma Way Neighborhood Center by 2 acres.

4. Adoption of streamlined SEPA procedures for future project-level review in the Tacoma Mall Neighborhood Subarea Plan area consistent with the optional subarea plan procedures established in RCW 43.21c.420. As part of this Proposed Action, the City is also designating the Tacoma Mall Neighborhood Subarea Plan area as a planned action pursuant to RCW 43.21c.031 and identifying infill exemptions pursuant to RCW 43.21c.420.

1.4 OBJECTIVES OF THE PROPOSAL

The City has identified the following specific objectives of the proposal:

- Promote sustainable growth for a livable, transit-ready neighborhood, while strengthening the Tacoma Mall neighborhood role as a regional retail center
- Provide for the transition from an auto-centric regional shopping area and adjacent residential areas to a compact complete neighborhood
- Enhance the function of the natural environment in the neighborhood, including improving stormwater management
- Strengthen neighborhood identity and culture with 4 distinct character districts and more complete infrastructure
- Improve mobility with a streets network that enables mode shift and increased separation of local and regional trips
- Promote development consistent with Vision 2040, the Puget Sound Action Agenda, and Tacoma’s Comprehensive Plan, Climate Action Plan and Tacoma 2025
- Foster equity and empowerment for area residents and workers
- Leverage public and private partnerships and investment to stimulate large-scale population and employment growth with the study area that:
  » Focuses new jobs and housing in areas with transportation choices
**Vision 2040 & Regional Growth Centers**

VISION 2040 is the Puget Sound Regional Council’s (PSRC) vision and strategy for accommodating the five million people and three million jobs that are expected to be present in the Puget Sound region by 2040, while promoting the “well-being of people and communities, economic vitality, and a healthy environment.” The Tacoma Comprehensive Plan was developed to advance the overall direction established by VISION 2040. The proposed Draft Subarea Plan works to promote both Vision 2040 and the Tacoma Comprehensive Plan, at the neighborhood-level.

A key component of VISION 2040 is its regional growth strategy. It supports a pattern of urbanization that minimizes environmental impacts, supports economic prosperity, promotes adequate and affordable housing, improves mobility, and makes efficient use of existing infrastructure. The strategy is a guide for distributing forecast growth, and it looks to focus that growth primarily within urban centers in designated Urban Growth Areas. Urban Growth Areas are areas that are formally designated by counties, in consultation with their cities, to accommodate future development and growth, consistent with the requirements of the state Growth Management Act.

There are seven types of geographies in the regional growth strategy. Metropolitan Cities and Core Cities are the most intensely urban places in the region. Large Cities are the next tier of cities that have similar amounts of population and employment. Small Cities reflect the wide variety of smaller cities and towns throughout the region. Unincorporated Urban Growth Areas capture a wide variety of urban lands, both lightly and heavily developed. Rural Areas and Natural Resources Lands include different types of unincorporated areas outside of Urban Growth Areas, and include very low-density housing, working landscapes, and open space.

The regional growth strategy focuses the majority of the region’s employment and housing growth into Metropolitan and Core Cities, and particularly into designated Regional Growth Centers (RGCs) within those cities. VISION 2040 describes RGCs as follows: “Regional growth centers are areas of higher-intensity development and contain a mix of land uses and services. Major regional investment for transportation and other infrastructure should be prioritized for these locations.” (PSRC)

Tacoma is one of five designated Metropolitan Cities in the region. As a Metropolitan City, Tacoma serves as a focal point for accommodating forecasted growth and helping to relieve development pressure on rural and natural resource lands. Tacoma has two designated RGCs. One is the Downtown RGC, the other is the Tacoma Mall RGC. The Tacoma Comprehensive Plan seeks to fulfill its role and responsibility as a Metropolitan City by planning for future population, housing and employment that align with VISION 2040 growth targets, including ambitious growth targets for the City’s two RGCs.

The City has adopted subarea plans for the Downtown RGC to encourage and guide growth and development in a manner that supports the neighborhood’s vision for its future character, services and quality of life. The proposed Draft Subarea Plan aims to do the same for the Tacoma Mall neighborhood, and was developed through a robust community engagement process.
» Promotes equity and housing affordability
» Promotes salmon recovery and reduces stormwater impacts
» Contributes to a healthy economy
» Accelerates regional conservation as a Transfer of Development Rights (TDR) receiving area
» Contributes to a unique, vibrant and attractive urban center

• Identify infrastructure improvements to support a healthy environment, support sustainability, and ensure a long-term high quality of life for all residents

1.5 ENVIRONMENTAL REVIEW

The purpose of this EIS is to assist the public and decision-makers in considering the potential environmental effects of the proposed Subarea Plan and implementing regulations.

SEPA requires government officials to consider the environmental consequences of future actions and to consider ways to accomplish the objectives that minimize adverse impacts or enhance environmental quality. They must consider whether the proposed action will have a probable significant adverse environmental impact on the elements of the natural and built environment.

The adoption of a subarea plan and implementing regulations is classified by SEPA as a non-project (also referred to as programmatic) action. A non-project action is defined as an action that is broader than a single site-specific project and involves decisions on policies, plans or programs. An EIS for non-project proposal does not require site-specific analysis; instead the EIS will discuss impacts and alternatives appropriate to the scope of the non-project proposal and to the level of planning for the proposal.

The analysis in the EIS will be used in the future to help inform project-level development proposals. For this EIS, the City has elected to follow the non-project process established under RCW 43.21C.420 (optional subarea plan). Recognizing that RCW 43.21C.420 includes a sunset provision, the City is also proceeding under RCW 43.21C.031 (planned action) and RCW 43.21C.229 (infill exemption), providing the City with additional SEPA tools that may be used if the provisions in RCW 43.21C.420 expire before the City’s vision for the Tacoma Mall neighborhood is achieved. Each of these SEPA processes is described in detail in Chapter 2.

1.6 PUBLIC ENGAGEMENT

The City’s public engagement effort is intended to engage with the broad and diverse range of interested parties including area residents, businesses and property owners, community organizations, public entities and agencies, visitors, potential developers or investors, and the broader planning and scientific communities. The City is providing multiple ways in which stakeholders can participate, including online, social media, public workshops and meetings, stakeholder interviews, and focus groups. Notification of meetings and other opportunities for community engagement is provided
through neighborhood-wide mailings, email and webpage updates, and sign postings consistent with requirements of RCW 43.21C.420. A summary of the City’s public engagement activities to-date is provided in Chapter 2 and additional information can be found at the City’s project website: http://www.tacomamallneighborhood.com/.

1.7 ALTERNATIVES

As described to a greater degree in Chapter 2, alternatives addressed in this Draft EIS include Alternative 1, No Action—future growth would continue based on existing development regulations—and Alternative 2, the Action Alternative—future growth assuming a new vision for the area, updated development standards, transportation system, stormwater infrastructure and other public improvements, and public/private investment. Each alternative is briefly described below and key features of the alternatives summarized in Table 1-1.

Table 1-1 Alternatives Overview

<table>
<thead>
<tr>
<th>Features</th>
<th>Alternative 1 No Action</th>
<th>Alternative 2 Action Alternatives</th>
</tr>
</thead>
<tbody>
<tr>
<td>New Housing Units</td>
<td>4,040 new housing units by 2040</td>
<td>4,444 new housing units by 2040</td>
</tr>
<tr>
<td>Additional Population</td>
<td>8,079 additional persons by 2040</td>
<td>8,887 additional persons by 2040</td>
</tr>
<tr>
<td>New Jobs</td>
<td>7,555 new jobs by 2040</td>
<td>8,385 new jobs by 2040</td>
</tr>
<tr>
<td>New Commercial Square Footage</td>
<td>2,833,125 sf by 2040</td>
<td>3,144,375 sf by 2040</td>
</tr>
<tr>
<td>RGC Area</td>
<td>No change proposed to RGC area</td>
<td>The existing RGC would be expanded by approximately 116 acres to include area located along the north and west boundaries (see Figure 2.2).</td>
</tr>
<tr>
<td>Land Use + Zoning</td>
<td>Existing land use and zoning designations would remain unchanged</td>
<td>Alternative 2 includes an updated land use vision, land use designations, zoning classifications, and development standards, including a set of code changes that would be adopted concurrent with the Subarea Plan, identified as Phase I amendments. Major elements of the Phase I amendments include an area-wide rezone that would include new zoning boundaries, height limits and minimum density requirements; new large parcel standards (including new review process and street connectivity requirements); additional pedestrian street designations; and new design standards for tree cover, landscaping, parking lots, drive through facilities and other features. A future code amendment package, identified as Phase 2 code amendments, may include a hybrid traditional/form-based code, measure to support a...</td>
</tr>
</tbody>
</table>
Features

<table>
<thead>
<tr>
<th>Alternative 1</th>
<th>Alternative 2</th>
</tr>
</thead>
<tbody>
<tr>
<td>No Action</td>
<td>Action Alternatives</td>
</tr>
<tr>
<td>more modern Northwest design aesthetics, and new standards for supporting district identifies.</td>
<td></td>
</tr>
</tbody>
</table>

**Transportation Network**

Alternative 1: Future improvements would continue to occur on an incremental basis as planned by the City’s Transportation Master Plan. The No Action Alternative includes the Tier 1 projects identified in the City’s Transportation Master Plan, projects which are largely within the City’s control. These include the S 38th Street extension, S 48th Street pedestrian overpass, and the Pine Street and Tacoma Mall corridor improvements.

Alternative 2: In addition to the Tier 1 projects identified in the City’s Transportation Master Plan, the Alternative 2 street network would be enhanced to increase connectivity, provide greater bicycle and pedestrian mobility, improve access to transit, and improve vehicle traffic flow. The proposal includes 25 new near-, mid- and long-term transportation projects that are proposed for incorporation into the City’s Transportation Master Plan. The projects reflect Subarea Plan policy priorities such as constructing the Loop Road, improved network connectivity, green streets as part of the area-wide stormwater strategy, locating a high capacity transit station in the subarea, and improving the multi-modal system.

**Stormwater Infrastructure**

Alternative 1: Stormwater improvements as required by City regulations.

Alternative 2: Alternative 2 proposes low impact development (LID) stormwater improvements, including increased green space, permeable pavement, bioretention facilities, a regional treatment facility, and amended development standards to promote sustainable stormwater management.

**Parks + Open Space**

Alternative 1: No plan for new or improved parks or open space.

Alternative 2: The proposal includes an illustrative concept plan for 14 new parks and open spaces. The plan supports a coordinated partnership with Metro Parks Tacoma, the City of Tacoma, the Tacoma School District and civic partners to achieve the subarea plan parks vision and recognizes that integration of the vision into the context of citywide system planning efforts is a first step toward future parks actions.

**ALTERNATIVE 1**

**Future Growth + Development Patterns**

Alternative 1 would continue the current Comprehensive Plan land use designations and zoning classifications. Future growth would occur according to existing land use designations, zoning designations (see Figure 1-1) and development standards.

As shown in Table 1-1, Alternative 1 assumes significant growth in both housing and employment through 2040 within the existing 485-acre Regional Growth Center. However, based on historic development trends in this area, there is high likelihood that future development would be limited and would not achieve the City’s vision for this area.
Private investment in businesses and housing would likely occur in a scattered and incremental fashion and carry forward the existing auto-centric design, with large paved areas and limited amenities, including pedestrian improvements and parks and open space facilities.

**Transportation, Parks, Stormwater Management**

Improvements to the street network, open space and park facilities and stormwater infrastructure would be based on the City’s adopted Capital Improvement Plan and other implementing plans and regulations. It is anticipated that the majority of future public improvements would be developed on a limited and incremental basis as development occurs.

**SEPA Review**

Streamlined SEPA review would not be implemented and each proposed development would be subject to individual environmental review.

**ALTERNATIVE 2**

**Future Growth + Development Patterns**

Under Alternative 2, the RGC would be expanded to include approximately 116 acres focused along the west and north boundary of the study area (see sidebar on p. 1-1). This addition recognizes existing land use patterns, transportation improvements and topographic features in this area. A portion of this proposed expansion area overlaps with other designated centers in the City. Consequently, the proposed expansion would result in small reductions to the South Tacoma Way Manufacturing and Industrial Center and the South Tacoma Way Neighborhood Center.

Overall, Alternative 2 proposes redevelopment of the study area into an area characterized by a cohesive urban form, a complete street system with pedestrian and bicycle connectivity and improved transit access, and green stormwater infrastructure integrated with new parks and open spaces.

Compared to Alternative 1, a slightly higher level of residential and employment growth is anticipated, (see Table 1-1) due to the expanded RGC. Growth would be distributed throughout the expanded RGC according to revised land use designations and zoning classifications as shown in Figure 1-2 and briefly described in Table 1-1.

**Transportation, Parks, Stormwater Management**

A summary of the transportation, parks and stormwater management improvements proposed under Alternative 2 is provided in Table 1-1 and briefly highlighted below.

*Transportation.* The Alternative 2 proposed transportation system would build from the City’s adopted Transportation Master Plan and Complete Streets design guidelines, tailored to add specific improvements to support the vision for the Tacoma Mall neighborhood and to provide equity in
transportation facilities to serve the neighborhood. The proposal plans for transportation improvements that would be provided at a rate equal or ahead of the pace of development during the planning horizon.

**Parks.** Alternative 2 proposes an illustrative concept plan for an integrated system of parks, open space, green infrastructure and public streets including the Loop Road. The plan supports a coordinated partnership with Metro Parks Tacoma, the City of Tacoma, the Tacoma School District and civic partners to achieve the vision.

**Stormwater Management.** Alternative 2 would seek to enhance water quality and water quantity conditions through implementation of an areawide stormwater strategy and Best Management Practices (BMPs) that infiltrate runoff, provide flood storage, and reduce effective impervious surface coverage.

**SEPA Review**
Exemption from the SEPA review process for development proposals that are within the scope of the new Subarea Plan and analysis in this EIS would provide greater efficiency and certainty for new development and increased potential to achieve the vision for compact complete Tacoma Mall community.

### 1.8 MAJOR ISSUES, SIGNIFICANT AREAS OF CONTROVERSY + UNCERTAINTY, + ISSUES TO BE RESOLVED

The major issues under review in this EIS include:

- Future neighborhood urban form and character as expressed through the community vision, proposed land use designations, zoning classifications and development regulations;
- Potential expansion of the existing Tacoma Mall Regional Growth Center;
- Planned transportation network improvements, including connectivity, multimodal circulation, and use of sustainable measures and green infrastructure;
- A proposed conceptual integrated system of parks, open space, green infrastructure and public streets.
- Proposed enhancements to water quality and quantity conditions through an area-wide stormwater strategy.

Issues to be resolved include:

- Determination of the preferred community vision and related implementation measures;
1.9 SUMMARY OF IMPACTS, MITIGATION MEASURES, + SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS

This section contains an abbreviated version of Chapter 3, which contains the full text of the Affected Environment, Significant Impacts, and Mitigation Measures sections. For more information, readers are encouraged to review the more comprehensive discussion of issues in Chapter 3 in order to gain a more complete understanding of impacts associated with the alternatives.
DESCRIPTION OF THE PROPOSAL + ALTERNATIVES

2.1 INTRODUCTION

OVERVIEW OF THE PROPOSED ACTION

The proposal by the City of Tacoma consists of the following related actions:

1. Adoption of a Tacoma Mall Neighborhood Subarea Plan, consistent with the City’s Comprehensive Plan and Washington State Growth Management Act (GMA).

2. A set of code changes referred to as Phase I amendments that would be adopted concurrent with the Subarea Plan to support its implementation. These include an area-wide rezone that would include new zoning boundaries, height limits and minimum density requirements; new large parcel standards; additional pedestrian street designations; and new design standards for tree cover, landscaping, parking lots, drive through facilities and other features.

3. Updates to the City’s Comprehensive Plan Future Land Use Map to make the following related changes:
   a. Expand the Tacoma Mall Regional Growth Center designation by 116 acres, consistent with the study area considered in this EIS;
   b. Reduce the area of the South Tacoma Way Manufacturing and Industrial Center by 82 acres, and
   c. Reduce the area of the South Tacoma Way Neighborhood Center by 2 acres.

4. Adoption of streamlined SEPA procedures for future project-level review in the Tacoma Mall Neighborhood Subarea Plan area consistent with the optional subarea plan procedures established in RCW 43.21c.420. As part of this Proposed Action, the City is also designating the Tacoma Mall Neighborhood Subarea Plan area as a planned action pursuant to RCW 43.21c.031 and identifying infill exemptions pursuant to RCW 43.21c.420.
This chapter describes this proposal and alternatives that are considered in this EIS.

**PROPOSER**

The Tacoma Mall Neighborhood Subarea Plan is proposed by the City of Tacoma. The City is the lead agency for this Draft EIS.

**PROJECT LOCATION**

The Tacoma Mall Subarea is located approximately 2.5 miles southwest of downtown Tacoma, see Figure 2–1. The study area is generally bounded by South Tacoma Way on the west and north, Interstate-5 on the east, and a block south of South 47th and 48th streets on the south. As shown in Figure 2–2, the Tacoma Mall Regional Growth Center (RGC), a designation established by the

Figure 2–1  Vicinity Map
City of Tacoma and Puget Sound Regional Council, is located within the study area. The Tacoma Mall RGC is approximately 485 acres in size, and the portion of the study area located outside of the RGC consists of approximately 116 acres, for a total study area of approximately 601 acres.
Where it would help in understanding the proposal and potential impacts in this EIS, smaller geographic areas within the study area are examined. These smaller areas consist of the four quadrants created by the study area major rights-of-way, shown in Figure 2-3. The Northeast Quadrant consists of 129.2 acres, the Northwest Quadrant 93.8 acres, the Southwest Quadrant 183.7 acres and the Southeast Quadrant 194.2 acres.

**PROJECT BACKGROUND**

**Vision 2040 & Regional Growth Center Designation**

In 1995, the Puget Sound Regional Council (PSRC) designated the Tacoma Mall Regional Growth Center, identifying that the area plays an important role as a center for the region’s most
significant business, governmental and housing growth under PSRC’s Vision 2040 plan. Vision 2040 describes regional growth centers as follows:

Regional growth centers are areas of higher-intensity development and contain a mix of land uses and services. Major regional investment for transportation and other infrastructure should be prioritized for these locations. (PSRC)

Consistent with this regional designation, the Tacoma Comprehensive Plan also designates the Tacoma Mall Regional Growth Center and assigns a significant amount of the City’s planned employment and residential growth to this Center.

NEP Grant & Subarea Planning Process

In 2014, the City was awarded a National Estuary Program (NEP) Puget Sound Watershed Protection and Restoration Grant to prepare an innovative subarea plan and EIS that sets the stage for transition of the Tacoma Mall RGC into a compact, complete neighborhood consistent with Vision 2040, the Puget Sound Action Agenda, the City of Tacoma Climate Action Plan and Comprehensive Plan. The subarea planning process is intended to promote a healthy environment and support regional efforts to reduce stormwater impacts to freshwater systems. The EIS is intended to identify the environmental impacts associated with planned growth and development on an area-wide basis and provide for proportional, substantive mitigation for any identified significant adverse environmental impacts.

Alternatives considered in this Draft EIS include No Action—future growth would continue based on existing development regulations—and the Action Alternative—future growth assuming a new vision for the area and updated development regulations, transportation system, stormwater infrastructure, and parks and open space network.

OBJECTIVES OF THE PROPOSAL

The City has identified the following specific objectives of the proposal:

- Promote sustainable growth for a livable, transit-ready neighborhood, while strengthening the Tacoma Mall neighborhood role as a regional retail center
• Provide for the transition from an auto-centric regional shopping area and adjacent residential areas to a compact complete neighborhood
• Enhance the function of the natural environment in the neighborhood, including improving stormwater management
• Strengthen neighborhood identity and culture with four distinct character districts and more complete infrastructure
• Improve mobility with a streets network that enables mode shift and increased separation of local and regional trips
• Promote development consistent with Vision 2040, the Puget Sound Action Agenda, and Tacoma’s Comprehensive Plan, Climate Action Plan and Tacoma 2025
• Foster equity and empowerment for area residents and workers
• Leverage public and private partnerships and investment to stimulate large-scale population and employment growth with the study area that:
  » Focuses new jobs and housing in areas with transportation choices
  » Promotes equity and housing affordability
  » Promotes salmon recovery and reduces stormwater impacts
  » Contributes to a healthy economy
  » Accelerates regional conservation as a Transfer of Development Rights (TDR) receiving area
  » Contributes to a unique, vibrant and attractive urban center
• Identify infrastructure improvements to support a healthy environment, support sustainability, and ensure a long-term high quality of life for all residents

2.2 PLANNING CONTEXT

TACOMA COMPREHENSIVE PLAN

The Tacoma Comprehensive Plan is a 20-year plan that provides guidance for how Tacoma will accommodate growth in a way that is consistent with the vision of the residents of the City.
The City implements the plan through development and other regulations, primarily found in the City’s zoning map and land use regulatory code (TMC Title 13).

Consistent with the Washington Growth Management Act (GMA), the City adopted an updated Comprehensive Plan that incorporates updated estimates of employment and population growth through 2040. During this time period, the Tacoma Mall RGC is planned to accommodate at least 8,000 new residents and 7,500 new jobs.

The Comprehensive Plan discusses the Tacoma Mall neighborhood in several places, focusing on its economic development role and transportation services. Policy EC-6.8 in the plan’s Economic Development Element calls for completion of a subarea plan consistent with this proposal. The Plan also provides specific guidance for urban form in the Tacoma Mall RGC, including the following goal and policies:

**Goal UF–5** Elevate the Tacoma Mall Regional Growth Center in its role as a regional center of employment, commercial and public services.

**Policy UF-5.1** Strive to achieve the Tacoma Mall Regional Growth Center’s regional allocation of employment and population growth and continue its role as a retail destination while expanding economic opportunities and services. The center should have the largest concentration of housing in South Tacoma.

**Policy UF-5.2** Enhance both the internal pedestrian connectivity and connectivity to regional transportation facilities to promote cohesion of the center and to optimize access to the shopping and employment opportunities.

**Policy UF-5.3** Enhance the public realm to provide a better setting for business and social activity that serves South Tacoma and the region.
EXISTING ZONING

There are four zoning designations within the study area, including two within the RGC, as shown in Figure 2-4 on the following page. These include the Urban Center Mixed-Use (UCX), Residential Commercial Mixed-Use (RCX), Neighborhood Mixed-Use (NCX) and Light Industrial (M-1). The majority of the RGC is zoned UCX, followed by RCX zoning in the southwest quadrant of the RGC. The portions of the study area not included in the RGC are zoned M-1, with the exception of a small area south of South 47th Street which is zoned NCX. These zoning designations are summarized in Table 2-1.

Table 2-1 Study Area Existing Zoning

<table>
<thead>
<tr>
<th>Zoning Designation</th>
<th>Summary</th>
</tr>
</thead>
<tbody>
<tr>
<td>UCX</td>
<td>Intended to provide for dense concentration of residential, commercial, and institutional</td>
</tr>
<tr>
<td>Urban Center Mixed Use</td>
<td>development, including regional shopping centers, supporting business and service uses, and</td>
</tr>
<tr>
<td></td>
<td>other regional attractions. These centers are to hold the highest densities outside the</td>
</tr>
<tr>
<td></td>
<td>Central Business District. An urban center is a focus for both regional and local transit</td>
</tr>
<tr>
<td></td>
<td>systems. Walking and transit use is facilitated through designs which decrease walking</td>
</tr>
<tr>
<td></td>
<td>distances and increase pedestrian safety. Residential uses are encouraged in UCX Districts</td>
</tr>
<tr>
<td></td>
<td>as integrated development components.</td>
</tr>
<tr>
<td>RCX</td>
<td>Intended to provide sites for medium- and high-intensity residential development in centers,</td>
</tr>
<tr>
<td>Residential/</td>
<td>with opportunities for limited mixed use. This district is primarily residential in nature</td>
</tr>
<tr>
<td>Commercial Mixed Use</td>
<td>and provides housing density on the perimeter of more commercial mixed-use zones. Commercial</td>
</tr>
<tr>
<td></td>
<td>uses in this district are small in scale and serve the immediate neighborhood. These uses</td>
</tr>
<tr>
<td></td>
<td>provide opportunities for employment close to home. This district frequently provides a</td>
</tr>
<tr>
<td></td>
<td>transition area to single-family neighborhoods.</td>
</tr>
<tr>
<td>NCX</td>
<td>Intended to provide areas primarily for immediate day-to-day convenience shopping and</td>
</tr>
<tr>
<td>Neighborhood Mixed Use</td>
<td>services at a scale that is compatible and in scale with the surrounding neighborhood,</td>
</tr>
<tr>
<td></td>
<td>including local retail businesses, professional and business offices, and service</td>
</tr>
<tr>
<td></td>
<td>establishments. This district is intended to enhance, stabilize, and preserve the unique</td>
</tr>
<tr>
<td></td>
<td>character and scale of neighborhood centers and require, where appropriate, continuous</td>
</tr>
<tr>
<td></td>
<td>retail frontages largely uninterrupted by driveways and parking facilities with street</td>
</tr>
<tr>
<td></td>
<td>amenities and direct pedestrian access to the sidewalk and street. Residential uses are</td>
</tr>
<tr>
<td></td>
<td>encouraged as integrated components in all development.</td>
</tr>
<tr>
<td>M-1</td>
<td>This designation allow for a variety of industrial uses that are moderate in scale and</td>
</tr>
<tr>
<td>Light Industrial</td>
<td>impact, with lower noise, odors and traffic generation than heavy industrial uses. This</td>
</tr>
<tr>
<td></td>
<td>designation may include various types of light manufacturing and warehousing and newer,</td>
</tr>
<tr>
<td></td>
<td>clean and high-tech industries, along with commercial and some limited residential uses.</td>
</tr>
<tr>
<td></td>
<td>These areas are often utilized as a buffer or transition between heavy industrial areas and</td>
</tr>
<tr>
<td></td>
<td>less intensive commercial and/or residential areas.</td>
</tr>
</tbody>
</table>

Source: City of Tacoma
Figure 2-4  Existing Zoning Classifications

Legend:
- Expanded Neighborhood Subarea
- Existing RGC Boundary
- R2: 1 Family Dwelling
- R2-SRD: 1 Family Dwelling-Special Review
- R3: 2 Family Dwelling
- R4L: Low Density Multiple Family Dwelling
- R4: Multiple Family Dwelling
- T: Transitional
- C1: Commercial
- C1: Commercial
- M1: Light Industrial
- M2: Heavy Industrial
- RCX: Residential Commercial Mixed-Use
- UCX: Urban Center Mixed-Use
- CIX: Commercial Industrial Mixed-Use
- ST-M/IC: South Tacoma Manufacturing/Industrial Center Overlay

Note: entire map extent within the South Tacoma Groundwater Protection Overlay (STGPD).
Source: City of Tacoma, 3 Square Blocks
2.3 PUBLIC OUTREACH

The City’s public engagement effort is intended to engage with the broad and diverse range of interested parties including area residents, businesses and property owners, community organizations, public entities and agencies, visitors, potential developers or investors, and the broader planning and scientific communities. The City is providing multiple ways in which stakeholders can participate, including online, social media, public workshops and meetings, stakeholder interviews, and focus groups. Notification of meetings and other opportunities for community engagement was provided through neighborhood-wide mailings, email and webpage updates, and sign postings consistent with requirements of RCW 43.21C.420. A brief summary of the City’s public engagement activities to-date is provided in Table 2-2 and additional information can be found at the City’s project website: http://www.tacomamallneighborhood.com/.

2.4 ENVIRONMENTAL REVIEW PROCESS

The purpose of this EIS is to assist the public and decision-makers in considering the potential environmental effects of the proposed Subarea Plan and implementing regulations.

PROGRAMMATIC REVIEW

SEPA requires government officials to consider the environmental consequences of future actions and to consider consequences of proposed actions, and to consider ways to accomplish the objectives that minimize adverse impacts or enhance environmental quality. They must consider whether the proposed action will have a probable significant adverse environmental impact on the elements of the natural and built environment.

The adoption of a subarea plan and implementing regulations is classified by SEPA as a non-project (also referred to as programmatic) action. A non-project action is defined as an action that is broader than a single site-specific project and involves decisions on policies, plans or programs. An EIS for non-
### Table 2-2  Public Outreach Summary

<table>
<thead>
<tr>
<th>Date</th>
<th>Activity</th>
</tr>
</thead>
<tbody>
<tr>
<td>April–June 2017</td>
<td>The City Council held a public hearing on <strong>DATE</strong> and took final action to adopt the Plan, EIS and appendices on <strong>DATE</strong></td>
</tr>
<tr>
<td>August 2014–March 2017</td>
<td>Planning Commission held a public hearing on <strong>DATE</strong> and forwarded their recommendations to the City Council on <strong>DATE</strong>. Prior to that, the Commission discussed the project at nine meetings</td>
</tr>
<tr>
<td>June 2016–June 2017</td>
<td>Regular neighborhood stakeholder group meetings to collaborate on refinements to the draft plan and on implementation strategies</td>
</tr>
<tr>
<td>August–October 2016</td>
<td>Focused engagement effort including two large group and 11 small group discussions with commercial property and business owners</td>
</tr>
<tr>
<td>March–May 2016</td>
<td>Three neighborhood stakeholder meetings to collaborate on goals, policies and actions reflecting community input and technical analysis to-date</td>
</tr>
<tr>
<td>November 2015–March 2016</td>
<td>Meetings with the Bicycle Pedestrian Technical Advisory Group, South Tacoma Neighborhood Council, Transportation Commission, Sustainable Tacoma Commission, Simon Corporation, Tacoma School District, Pierce Transit, Sound Transit, Metro Parks, Community Stakeholder Group, WSDOT, Joint Municipal Action Committee, City Council and Planning Commission to share outreach findings and key issues</td>
</tr>
<tr>
<td>October 2015</td>
<td>Second public scoping meeting to comment on issues that should be included in the EIS analysis</td>
</tr>
<tr>
<td>September 2015</td>
<td>Four day design workshop to develop and discuss design concepts and scenarios for future development and an Illustrative Vision Plan</td>
</tr>
<tr>
<td>September 2015</td>
<td>First public scoping meeting to comment on issues that should be included in the EIS analysis</td>
</tr>
<tr>
<td>September 2015</td>
<td>City Bicycle Pedestrian Technical Advisory Group tour to assess current conditions and identify key destinations and potential bicycle routes within and through the neighborhood</td>
</tr>
<tr>
<td>September 2015</td>
<td>Planning Commission walking and bus tour</td>
</tr>
<tr>
<td>August–September 2015</td>
<td>Ten stakeholder interviews to identify issues and potential risks and to generate ideas for the project</td>
</tr>
<tr>
<td>August 2015</td>
<td>General community meeting to introduce the project</td>
</tr>
<tr>
<td>July + August 2015</td>
<td>Three focus group meetings conducted by Tacoma Pierce County Health Department in different neighborhood locations to hear what residents and community partners think is needed to create and sustain a livable community</td>
</tr>
<tr>
<td>July 2015</td>
<td>Walking tour with the City Council Neighborhoods and Housing Committee</td>
</tr>
</tbody>
</table>

project proposal does not require site-specific analysis; instead the EIS will discuss impacts and alternatives appropriate to the scope of the non-project proposal and to the level of planning for the proposal.

The analysis in the EIS may be used in the future to help inform project-level development proposals. For this EIS, the City has elected to follow the non-project process established under RCW 43.21C.420. Recognizing that RCW 43.21C.420 includes a sunset provision, the City wishes to also proceed under RCW 43.21C.031 (planned action) and RCW 43.21C.229 (infill exemption), providing the City with additional SEPA tools that may be used if the provisions in RCW 43.21C.420 expire before the City’s vision for the Tacoma Mall neighborhood is achieved. Each SEPA option is briefly summarized below.

Optional Subarea Plan

As established in RCW 43.21C.420, cities that meet specific criteria may prepare a non-project EIS, assessing and disclosing the probable significant adverse impacts of the optional comprehensive plan element, development regulations and of future development that is consistent with the plan and regulations. The RCW establishes the several requirements for this planning process, listed below.¹

- At least one community meeting must be held on the proposed subarea plan before the scoping notice for the non-project EIS is issued.
- The community meeting notice must include general illustrations and descriptions of buildings generally representative of the maximum building envelope that will be allowed under the proposed plan and indicate that future appeals of proposed developments that are consistent with the plan will be limited. Notice of the community meeting must include signs located on major travel routes in the subarea.
- As an incentive for development authorized under this section, a city shall consider establishing a transfer of

¹ Some of requirements are specifically for a city with a population of over 500,000 residents. Because Tacoma’s population is less than 500,000, these requirements are not included in the summary.
development rights program. If the city decides not to establish such a program, the city must state in the record, the reasons for not adopting the program.

- Any person that has standing to appeal the adoption of this subarea plan or implementing regulations also has standing to appeal this non-project EIS.
- Until July 1, 2018, a proposed development that complies with the subarea plan policies and development regulations adopted under these provisions may not be challenged in administrative or juridical appeals for noncompliance with this chapter as long as a complete application for such development is submitted to the city within a time frame established by the city, but not to exceed ten years from the date of issuance of the Final EIS.
- After July 1, 2018, the immunity from appeals under this chapter of any application that vests or will vest under this process is still valid, provided that the Final EIS on the subarea plan is issued by July 1, 2018.

Consistent with these requirements, the City conducted an initial public meeting on August 26, 2015 and public scoping meetings on September 17 and October 22, 2015. Required information and notice procedures were provided for these meetings.

Planned Action Ordinance

A planned action provides more detailed environmental analysis during the early formulation stages of planning proposals rather than at the project permit review stage. Future development proposals consistent with the planned action ordinance do not have to undergo an environmental threshold determination, and are not subject to SEPA appeals when consistent with the planned action ordinance including specified mitigation measures. Planned actions still need to meet the City’s development regulations and to obtain necessary permits.

According to the SEPA law and rules, a planned action is defined as a project that has the following characteristics:

1. Is designated a planned action by ordinance or resolution adopted by a GMA county/city;
2. Has had significant environmental impacts addressed in an EIS, though some analysis can be deferred at the project level pursuant to certain criteria specified in the law;

3. Has been prepared in conjunction with a comprehensive plan, subarea plan, a fully contained community, a master planned resort, master planned development, a phased project, or in conjunction with subsequent/implementing projects;

4. Is located within an urban growth area;

5. Is not an essential public facility, as defined in RCW 12.36.70A.200, unless an essential public facility is accessory to or part of a residential, office, school, commercial, recreational, service, or industrial development that is designated a planned action; and

6. Is consistent with a comprehensive plan or subarea plan adopted under GMA.

In designating a planned action, the jurisdiction must define of the types of development included and has option to limit the boundaries and to establish a time period during which the planned action will be effective. Review of a planned action is intended to be simpler and more focused than for other projects. If a planned action ordinance is adopted, the City would follow the applicable procedures contained in the ordinance to determine if the proposed project impacts are consistent with the EIS. When a permit application and environmental checklist are submitted for a project that is being proposed as a planned action project, the City must first verify the following:

- The project meets the description of any project(s) designated as a planned action by ordinance or resolution.
- The probable significant adverse environmental impacts were adequately addressed in the EIS.
- The project includes any conditions or mitigation measures outlined in the ordinance or resolution.

If the project meets the above requirements, the project qualifies as a planned action project and a SEPA threshold determination is not required. However, City actions (i.e., the permit process) are still applicable.
Residential Mixed Use/Infill Exemption

Cities or counties that are subject to GMA can use an EIS prepared for their comprehensive plan or subarea plans to establish an exemption for residential, mixed-use, or commercial (non-retail) projects. Based on SEPA (RCW 43.21C.229) the exemption must be limited to new residential or mixed-use development within a designated urban growth area where the existing “density and intensity of use is lower than called for in the goals and policies of the applicable comprehensive plan.” Note that stand-alone retail development would not be covered as part of the exemption and would continue to be reviewed consistent with the City’s project-level SEPA procedures.

Because it is an exemption, the agency should be confident, based on sufficient code requirements, that it does not need its SEPA authority to condition the proposal. When used, the exemption can streamline permitting by requiring less information from the project applicant; for example, a SEPA threshold determination would not be required for an exempt development.

The SEPA Handbook (Washington State Department of Ecology 2003) identifies a recommended procedure for establishing a SEPA infill exemption, summarized below:

1. Identify the density and intensity goals specified in the adopted comprehensive plan for residential and mixed-use development.
2. Evaluate recent residential and/or mixed-use projects to identify a specific area(s) where the density/intensity goals in the comprehensive plan are not being met.
3. If review of the recent development indicates the density or intensity goals are not being met, identify the development level needed to meet the goals within the selected area.
4. Evaluate the EIS prepared for the comprehensive plan and determine if the density and intensity goals have been adequately analyzed.
5. Draft a proposed categorical exemption. The exemption should clearly indicate:
   a. The level of residential or mixed-use development that will be exempt,
b. The area where the exemption will apply, and

c. How the exemption will be applied to a proposed project.

6. Complete SEPA environmental review for the proposed categorical exemption.

7. Invite the public to comment on the proposed exemption.

8. Amend the agency’s SEPA procedures ordinance to include the new categorical exemption. Send a copy of the new exemption(s) to the Department of Ecology.

2.5 PROPOSED ACTION + ALTERNATIVES

The City is considering an updated subarea plan and implementing regulations that would amend the Tacoma Comprehensive Plan and Land Use Code (Tacoma Municipal Code Title 13) to set the stage for transition to a compact, complete neighborhood, consistent with Vision 2040 and City direction for the study area. The proposal would leverage public and private partnerships and investments to address transportation, infrastructure, environmental, community character and other needs in order to stimulate large-scale population and employment growth. The proposal is based on a comprehensive public stakeholder process as summarized in Section 2.3 of this EIS. The legislative action, if taken, would apply within the existing RGC and could include the proposed expansion area considered in this EIS.

Alternatives addressed in this Draft EIS include No Action—future growth would continue based on existing development regulations—and the Action Alternative—future growth assuming a new vision for the area, updated development standards, transportation system, stormwater infrastructure and other public improvements, and public/private investment.

Key features associated with each alternative are summarized in Table 2-3 and each alternative is described in more detail following the table.
Table 2-3 Alternatives Overview

<table>
<thead>
<tr>
<th>Features</th>
<th>Alternative 1 No Action</th>
<th>Alternative 2 Action Alternative</th>
</tr>
</thead>
<tbody>
<tr>
<td>New Housing Units</td>
<td>4,040 new housing units by 2040</td>
<td>4,444 new housing units by 2040</td>
</tr>
<tr>
<td>Additional Population</td>
<td>8,079 additional persons by 2040</td>
<td>8,887 additional persons by 2040</td>
</tr>
<tr>
<td>New Jobs</td>
<td>7,555 new jobs by 2040</td>
<td>8,385 new jobs by 2040</td>
</tr>
<tr>
<td>New Commercial Square Footage</td>
<td>2,833,125 sf by 2040</td>
<td>3,144,375 sf by 2040</td>
</tr>
<tr>
<td>RGC Area</td>
<td>No change proposed to RGC area</td>
<td>The existing RGC would be expanded by approximately 116 acres to include area located along the north and west boundaries (see Figure 2-2).</td>
</tr>
<tr>
<td>Land Use + Zoning</td>
<td>Existing land use and zoning designations would remain unchanged</td>
<td>Alternative 2 includes an updated land use goal, land use designations, zoning classifications, and development standards, including a set of code changes that would be adopted concurrent with the Subarea Plan. Major elements of these amendments include an area-wide rezone that would include new zoning boundaries, height limits and minimum density requirements; new large parcel standards (including new review process and street connectivity requirements); additional pedestrian street designations; and new design standards for tree cover, landscaping, parking lots, drive through facilities and other features. A future code amendment package may include a hybrid traditional/form-based code, measures to support a more modern Northwest design aesthetics, and new standards for supporting district identities.</td>
</tr>
<tr>
<td>Transportation Network</td>
<td>Future improvements would continue to occur on an incremental basis as planned by the City’s Transportation Master Plan. The No Action Alternative includes the Tier 1 projects identified in the City’s Transportation Master Plan, projects which are largely within the City’s control. These include the S 38th Street extension, S 48th Street pedestrian overpass, and the Pine Street and Tacoma Mall corridor improvements.</td>
<td>In addition to the Tier 1 projects identified in the City’s Transportation Master Plan, the Alternative 2 street network would be enhanced to increase connectivity, provide greater bicycle and pedestrian mobility, improve access to transit, and improve vehicle traffic flow. The proposal includes 25 new near-, mid- and long-term transportation projects that are proposed for incorporation into the City’s Transportation Master Plan. The projects reflect Subarea Plan policy priorities such as constructing the Loop Road, improved network connectivity, greening streets as part of the area-wide stormwater strategy, locating a high capacity transit station in the subarea, and improving the multi-modal system.</td>
</tr>
</tbody>
</table>

Source: City of Tacoma, 3 Square Blocks (continued on following page)
Table 2-3 Alternatives Overview (cont.)

<table>
<thead>
<tr>
<th>Features</th>
<th>Alternative 1 No Action</th>
<th>Alternative 2 Action Alternative</th>
</tr>
</thead>
<tbody>
<tr>
<td>Stormwater Infrastructure</td>
<td>Stormwater improvements as required by City regulations</td>
<td>Alternative 2 proposes low impact development (LID) stormwater improvements, including increased green space, permeable pavement, bioretention facilities, a regional treatment facility, and amended development standards to promote sustainable stormwater management.</td>
</tr>
<tr>
<td>Parks + Open Space</td>
<td>No plan for new or improved parks or open space</td>
<td>Alternative 2 proposes an illustrative concept plan for enhancements to existing and development of new parks and open spaces. The plan supports a coordinated partnership with Metro Parks Tacoma, the City of Tacoma, the Tacoma School District and civic partners to achieve the subarea plan parks vision and recognizes that integration of the vision into the context of citywide system planning efforts is a first step toward future parks actions.</td>
</tr>
</tbody>
</table>

Source: City of Tacoma, 3 Square Blocks

SUBAREA PLAN

As noted previously, the proposed action includes adoption of a subarea plan for the Tacoma Mall neighborhood. The proposed Subarea Plan includes the following elements:

1. Introduction
2. Context
3. Urban Form
4. Land Use
5. Housing
6. Transportation Choices
7. Environment
8. Community Vitality
9. Shared Prosperity
10. Utilities and Services
11. Implementation

The draft Subarea Plan identifies goals and actions for each topic area and specifically addresses the goals of the City’s NEP grant. Public comment is invited on both the draft Subarea Plan and the Draft EIS.
ALTERNATIVE 1: NO ACTION

Future Growth + Development Patterns

Alternative 1 would continue the current Comprehensive Plan land use designations and zoning classifications. Future growth would occur according to existing land use designations, zoning designations and development standards. See Figure 2–4 on page 2-9 for existing zoning designations.

As shown in Table 2-3 on the previous pages, Alternative 1 assumes significant growth in both housing and employment through 2040 within the existing 485-acre Regional Growth Center. However, based on historic development trends in this area, there is high likelihood that future development would be limited and would not achieve the City’s vision for this area. Private investment in businesses and housing would likely occur in a scattered and incremental fashion and carry forward the existing auto-centric design, with large paved areas and limited amenities, including pedestrian improvements and parks and open space facilities.

Transportation, Parks, Stormwater Management

Improvements to the street network, open space and park facilities and stormwater infrastructure would be based on the City’s adopted Capital Improvement Plan and other implementing plans and regulations. It is anticipated that the majority of future public improvements would be developed on a limited and incremental basis as development occurs.

SEPA Review

Streamlined SEPA review would not be implemented and each proposed development would be subject to individual environmental review.
ALTERNATIVE 2

Future Growth + Development Patterns

Under Alternative 2, the RGC would be expanded to include approximately 116 acres focused along the west and north boundary of the study area (see Figure 2-2 on page 2-3). This addition recognizes existing land use patterns, transportation improvements and topographic features in this area. A portion of this proposed expansion area overlaps with other designated centers in the City. Consequently, the proposed expansion would result in reduction of the South Tacoma Way Manufacturing and Industrial Center by 82 acres and the South Tacoma Way Neighborhood Center by 2 acres.

Overall, Alternative 2 proposes redevelopment of the study area into an area characterized by a cohesive urban form, a complete street system with pedestrian and bicycle connectivity and improved transit access, and green stormwater infrastructure integrated with new parks and open spaces.

Compared to Alternative 1, a slightly higher level of residential and employment growth is anticipated, (see Table 2-3 on page 2-17) due to the expanded RGC. Growth would be distributed throughout the expanded RGC according to revised land use designations and zoning classifications as shown in Figure 2–5 and Figure 2–6 on the following pages and briefly described below.

Land Use Designations

In general, the new designations would carry forward the mixed use character of the study area, but would provide greater guidance for the amount of development density and intensity at different locations in the study area. Specifically, areas with the greatest density and intensity of development would be focused around the existing Tacoma Mall and along South 38th Street, South Pine Street, and Tacoma Mall Boulevard, the major thoroughfares through the neighborhood. Moderate to high densities and intensities would be accommodated in much of the balance of the study area, with the exception of the Southwest Quadrant. In the Southwest Quadrant, the existing residential area would be designated for moderate to low development intensity and density.
Figure 2-5  Land Use Designations, Alternative 2
Development Regulations

Alternative 2 would include a series of regulatory amendments to be adopted concurrent with the updated Subarea Plan, identified as Phase I amendments. An overview of proposed code amendments includes the following:
An area-wide rezone that would include new zoning boundaries, height limits and minimum density requirements:

Zoning re-classifications. Area-wide rezones would correspond to the density and intensity levels established by the new land use designations. Areas with the greatest density and intensity would continue to be zoned Urban Mixed Use (UCX).
and would be focused around the existing Tacoma Mall, and along South 38th Street, South Pine Street and Tacoma Mall Boulevard. Small areas in the northeast and southwest corners of the study area currently zoned Light Industrial (M-1), as well as a small area currently zoned NCX in the southwest corner of the study area, would be rezoned UCX at a moderate to high density/intensity level. Portions of the northeast and southwest quadrants would be rezoned from UCX and RCX to Urban Residential Mixed Use (URX), at moderate and low intensity levels, respectively. Property along South Tacoma Way in the southwest, northeast and northwest quadrants of the study area between South 40th Street and South Sprague Avenue that is currently zoned M-1 would be rezoned to Commercial Industrial Mixed Use (CIX) at moderate to high intensities. A small area in the center of the southwest quadrant would be rezoned from RCX to Neighborhood Commercial Mixed Use (NCX). Zoning classifications proposed under Alternative 2 are briefly summarized in Table 2–4, above.

Building Heights. Proposed building height limits would correspond to zoning classifications and land use

<table>
<thead>
<tr>
<th>Existing Zoning Districts</th>
<th>Proposed Zoning Districts</th>
<th>General intent of proposed Zoning District</th>
</tr>
</thead>
<tbody>
<tr>
<td>Urban Center Mixed-Use District (UCX)</td>
<td><strong>UCX Core - 75/120 feet height</strong>&lt;br&gt;<strong>UCX Transition - 65/85 feet height</strong>&lt;br&gt;<strong>UCX Commercial (no residential uses)</strong></td>
<td>Provides for dense residential, commercial and institutional development including regional destinations that supports walking and transit-usage.</td>
</tr>
<tr>
<td>Residential Mixed-Use District (RCX)</td>
<td><strong>Urban Residential Mixed-Use (URX)</strong></td>
<td>Provides for dense housing development in walkable proximity to commercial mixed-use zones.</td>
</tr>
<tr>
<td>Neighborhood Commercial Mixed-Use District (NCX)</td>
<td><strong>UCX Transition - 65/85 feet height</strong></td>
<td>Provides for dense mixed-use development at a mid-rise height, serves as a transition between higher and lower height areas.</td>
</tr>
<tr>
<td>Light Industrial District (M-1)</td>
<td><strong>Commercial Industrial Mixed-Use (CIX)</strong></td>
<td>Provides for a mix of commercial, residential and light manufacturing, assembly, distribution and goods storage.</td>
</tr>
</tbody>
</table>

Source: City of Tacoma
designations. In the area of greatest density and intensity, maximum base building heights would range from 65–75 feet, with a height bonus option to a maximum of 120 feet. Lowest building height limits are located in the Southwest Quadrant, with a 45 foot height limit in the URX zone and in the NCX zone. In moderate to high density/intensity areas, base building heights range between 45–65 feet, with maximum heights ranging between 65–75 feet.

Base building heights represent the maximum height that is permitted outright. Additional bonus height, up to the maximum indicated for each zone, may be added if the development proposes incorporation of residential into a mixed use project or the use of Transfer of Development Rights (TDR). See Figure 2–6 on page 2-22 for proposed building height limits. Under Alternative 2, amenities to achieve bonus heights may incorporate bonus standards as currently defined in TMC 13.06.300 Ex District Height Bonus Program, or may identify new standards tailored for the Tacoma Mall neighborhood.

- New large parcel standards, including new review procedures and street connectivity requirements in specific geographic areas;
- Additional pedestrian street designations (which are associated with certain design requirements in existing code);
- New design standards for tree cover, landscaping, parking lots, driveways, drive-throughs, and trash container placement (townhomes and multifamily uses only); and
- Minor revisions to the South Tacoma Groundwater Protection District regulations.

Phase I will also include policy guidance for development of future building design guidelines.

Additional planned future code amendments, identified as Phase II code amendments, include:

- A new hybrid traditional/form-based code for the subarea
- New bulk and materials standards that support a more modern, contemporary Northwest design aesthetic; and
- New standards to support district identities, including building height, scale and transition areas.
Loop Road/Linear Park

A major organizing element of the Subarea Plan is to establish a loop road/linear park system through the study area (see Figure 2-7 on page 2-26). This internal road would be approximately 2.3 miles long and would provide for walking, bicycling, slow vehicular traffic, stormwater infrastructure, greenery and tree canopy, and internal connections between parks or other community facilities and the neighborhood quadrants.

Character Districts

In addition, each of the four quadrants would be planned for a unique urban character and form, summarized below.

Northwest District. The NW District would transition from an area with dispersed heavy commercial and light industrial activity to focus on mixed use, including residential, artisan fabrication and production activity. Mixed use buildings, live/work, apartment buildings, urban flats, warehouses, and industrial buildings will be connected by comfortable walking streets, distinct public spaces and connections to the Water Flume Trail.

Lincoln Heights District (Northeast Quadrant). This District would provide a mix of retail, commercial and would also include a residential core anchored around Lincoln Heights Park. In the residential core, apartment buildings, courtyard developments, urban flats and townhouses would be located along connecting curvilinear residential streets that are oriented to topography, views, local parks and public places.

Mall District (Southeast Quadrant). The Mall District is envisioned for the most dense urban infill and would be the activity and services center for the Tacoma Mall neighborhood. With the Tacoma Mall as its anchor, this District would serve regional shoppers and provide residential development, employment, and retail services complemented by educational, medical, civic and community services. Entertainment and cultural venues would attract local and regional visitors.

Madison District (Southwest Quadrant). The heart of the Madison District would be a mixed-scale residential neighborhood characterized by local streets and alleys bordered by houses,
**Figure 2-7** Street Network + Loop Road Concept, Alternative 2

**LEGEND**

- Expanded Neighborhood Subarea
- Water Flume Trail
- Street Network*
  - Loop Road
  - Alternate Loop Road
  - Street
  - Alley
  - Vacated Streets

*New streets are shown dashed.

Tier 1 and Tier 2 streets shown on this map. Tier 3 streets will be added to the network as they are set through Connectivity Plans.

Source: City of Tacoma, Fehr & Peers, 3 Square Blocks
duplexes, townhouses and apartments. The former Madison School complex at its center would serve as a large public anchor that provides multiple community uses and purposes including open space, play space and a community garden. The district's edges would include a mix of uses that provide services and amenities for residents as well as transitions to adjacent areas.

**Transportation**

The proposed transportation system would build from the City's adopted Transportation Master Plan and Complete Streets design guidelines, tailored to add specific improvements to support the vision for the Tacoma Mall neighborhood and to provide equity in transportation facilities to serve the neighborhood (see Figure 2–7). The proposal plans for transportation improvements that would be provided at a rate equal or ahead of the pace of development during the planning horizon.

Key transportation features include:
- Significantly improved area-wide street connectivity, including improvement projects to subarea access points and primary street corridors and a new Loop Road to facilitate internal trips and new local street connections
- Improved area-wide bicycle and pedestrian connectivity
- Designate the majority of streets in the Subarea as Complete Streets based on the City’s Complete Streets Standards
- Development of a loop road that enhances internal connectivity and links the four neighborhood districts
- Planning for potential rail and high capacity transit investments
- Enact a parking demand management strategy that includes deploying the City's residential parking zones program to prioritize curb space for residents
- Vacation of a limited number of public rights-of-way to remove system redundancy or isolated street segments as connectivity and intersection density increases
- Planning for an I-5 direct access ramp onto Tacoma Mall Boulevard for southbound vehicles
The mode split describes the percentage of travelers using a particular type of transportation.

The proposed street network would accommodate future growth through a more traditional small-block street system, a safe and comfortable pedestrian environment, and investment in alternative transportation choices that promote active living. By 2040, the plan seeks to achieve a mode split of 52 percent single occupant vehicles, 9 percent high occupancy vehicles (carpools), 12 percent walking/bicycle, 9 percent transit use and 18 percent internal vehicle trips.

The proposal specifically includes 25 new near-, mid- and long-term transportation projects that are proposed for incorporation into the City’s Transportation Master Plan. The projects reflect proposed Subarea Plan policy priorities such as constructing the Loop Road, greening streets as part of the area-wide stormwater strategy, locating a high capacity transit station in the subarea, and improving the multi-modal transportation system. The six near-term, and highest priority, proposed projects are:

- Loop Road Phase I Demonstration Project
- I-5 Direct Access/HOV Ramp Study
- Madison District Green Streets/Stormwater Infrastructure Improvements—Phase I
- South 38th Street and South Steele Street intersection
- South Sprague Avenue Bicycle connection
- Tacoma Mall Transit Center Location Study

Parks + Open Space

The subarea plan describes the community vision for an integrated system of parks, open space, green infrastructure and public streets including the Loop Road. The plan supports a coordinated partnership with Metro Parks Tacoma, the City of Tacoma, the Tacoma School District and civic partners to achieve the vision and recognizes that integration of the subarea plan parks vision into the context of citywide system planning efforts is a first step toward action. Within this context, key proposed parks and open space features include:

- An emphasis on collaboration and coordination with Metro Parks Tacoma and other parks partners to consider recommended parks actions in the subarea plan
- An illustrative concept plan identifying 14 new parks and open spaces, as shown in Figure 2–8
• Suggested level of service standards and parks planning principals
• A recommendation for discussions with parks partners to review and update level of service standards for urban parks and parks planning principals as a first step before making decisions about new parks

Figure 2-8  Park Improvements, Alternative 2

LEGEND

Source: City of Tacoma, 3 Square Blocks
Best Management Practices consist of activities, systems, prohibitions of practices, and maintenance procedures that are implemented to prevent or reduce water pollution, erosion and flooding.

Bioretention cells are landscape elements designed to intercept, detain, filter and infiltrate stormwater. They are generally facilities located at the edge of a road or parking area. They may be also located in widened landscape areas between the sidewalk and curb, referred to as bioretention cell bulb-outs.

- Coordination with the Tacoma School District about the potential use of the Madison School site for parks or other public uses
- Exploration of options for relocating the 40th Street Community Garden out of the right-of-way in order to reconnect the street grid at this location
- Work with private developers to provide parks and open spaces
- Engaging with the community to create recreational opportunities for all

Stormwater Management

Alternative 2 would seek to enhance water quality and water quantity conditions through implementation of an areawide stormwater strategy and Best Management Practices (BMPs) that infiltrate runoff, provide flood storage, and reduce effective impervious surface coverage. Proposed stormwater strategies are shown in Figure 2-9 and include:

- Development of at least one regional water quality, infiltration and/or flood storage facility in the northwest quadrant (which is an area with high soil permeability). It is anticipated that these facilities would be designed in tandem with new flood overflow pathways. These overflow pathways would be designed to convey peak storm event flood flows to specific areas along South Tacoma Way to the north, reducing localized flooding impacts to development and other infrastructure.

- Incorporation of permeable pavement and bioretention cell bulb-outs in street improvement projects for streets with lower traffic volumes, including every street in the Madison District (which is an area with high soil permeability) as well as streets in the center of the Lincoln Heights District and more limited improvements in the Mall District based on soil permeability conditions. These improvements would improve water quality and reduce runoff in areas where existing stormwater infrastructure is overcapacity. The transportation project list in the Subarea Plan supports the areawide stormwater strategy by including green streets projects in the Madison and Lincoln Heights Districts.
Figure 2-9  Stormwater Improvements, Alternative 2

- Retention and development of green space and tree canopy to maximize infiltration and reduce impervious runoff. Phase 1 code amendments support this with increased requirements for tree plantings and landscaping.

LEGEND

- Expanded Neighborhood Subarea
- Proposed Right-of-way
- Stormwater Improvements
  - Regional Treatment + Emergency Overflow
  - Permeable Roadway

Source: City of Tacoma, ESA, 3 Square Blocks
SEPA Review

A streamlined SEPA review process for development proposals that are consistent with the new Subarea Plan and analysis in this EIS would provide greater efficiency and certainty for new development and increased potential to achieve the vision for compact complete Tacoma Mall community.

2.6 BENEFITS + DISADVANTAGES OF DEFFERING IMPLEMENTATION

Deferring implementation of the proposal would allow for residential and commercial development to continue to occur as established by existing land use and zoning designations. In the absence of a catalyst for redevelopment and neighborhood revitalization, there is increased risk that development would occur gradually and adopted housing and employment targets may not be met. In addition, there is increased likelihood that, over time, key transportation intersections would begin to fall below adopted levels-of-service, which could result in a reduced potential for new development and growth. Deferring implementation of the proposal would also mean that pedestrian and bicycle improvements would be less likely to be developed. Consequently, there would be fewer opportunities for active transportation and related health benefits.

Benefits of new housing, employment, and civic uses—such as opportunities for improving physical, social and mental health and well-being, building social capital and a sense of community, healthy active lifestyles, and greater local employment—in the study area would occur more slowly.

City models show that current stormwater systems do not provide sufficient capacity to meet the City’s level of service standards. Stormwater improvements would likely be made as development occurs and as funding is available. Compared to the proposed approach, it is likely that this would not achieve comparable net improvements in utility service and water quality.

Each development would undergo separate environmental review, which would allow public comment on each individual development proposal, but would also lengthen permit review time.
3.1 Land Use

3.1.1 EXISTING CONDITIONS

LAND USES

Existing land use patterns in the study area are shown in Figure 3.1-1 and are shaped by the Tacoma Mall’s role as a regional retail destination and the S. Tacoma Way corridor’s industrial character. Retail is a primary land uses and includes small- and large-format retailers. Retailers are primarily located near the Tacoma Mall and major roads such as S. 38th and S. Steele Sts. Office and industrial uses, including warehousing and manufacturing, are interspersed with retail. The proportion of land used for industrial purposes in the study area, located near S. Tacoma Way, is significantly higher than the proportion found in the Regional Growth Center (RGC) overall. In general, retail, office and industrial buildings are low-rise and on large lots with surface parking.

Residential uses make up the majority of the Madison District and include a mix of single-family detached dwellings, single-family attached units (duplexes/triplexes/townhomes) and apartment buildings. The Mall District includes apartment buildings north of the mall as well as a few single-family uses. The Lincoln Heights District includes single-family detached and attached homes in the residential neighborhood north of Costco and off S. 37th St. The Northwest District includes a small number of single-family residential uses.

The two established residential neighborhoods in the study area are Madison and Lincoln Heights. The Madison residential neighborhood covers most of the Madison District in an area roughly bounded by S. 40th St., S. Junett St., S. 47th St. and S. Puget Sound Avenue. The Lincoln Heights residential neighborhood is in the central-northwest area of the Lincoln Heights District and includes homes along S. California Avenue, Nevada Avenue, S. Arizona Avenue and the northern portion of S. Oregon Avenue.

Other land uses in the study area include government and educational uses, vacant lands, parks and other community and public uses. Government and educational uses include the Tacoma Police Department headquarters and fleet services facilities, Pierce County Annex Building (within the study area but not the RGC), Tacoma Public Schools facilities that provide specialized programming and bus storage at the Madison School site, and US Postal Service general mail and distribution facilities. Vacant lands are distributed throughout the study area. Parks are located in the Lincoln Heights and Madison Districts. The Lincoln Heights District includes Lincoln Heights Park. The Madison District includes a community garden located at the Madison School site and
the northernmost part of South Park (within the study area but not the RGC). Other community and public uses include utility facilities, transit facilities and churches.

Table 3.1-1 shows existing land uses in the study area and RGC. The most common uses in both areas are commercial followed by multifamily residential. Both areas generally have the same mix of existing uses except industrial—the percentage of industrial land in the study area is roughly five times that of the RGC overall.

Table 3.1-1 Existing Land Uses

<table>
<thead>
<tr>
<th>Land Use</th>
<th>Alt. 1 (Ac)</th>
<th>% of Total</th>
<th>Alt. 2 (Ac)</th>
<th>% of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Commercial</td>
<td>228</td>
<td>47%</td>
<td>255</td>
<td>42%</td>
</tr>
<tr>
<td>Multifamily Residential</td>
<td>74</td>
<td>15%</td>
<td>76</td>
<td>13%</td>
</tr>
<tr>
<td>Government/Education</td>
<td>33</td>
<td>7%</td>
<td>44</td>
<td>7%</td>
</tr>
<tr>
<td>Single-Family Residential</td>
<td>30</td>
<td>6%</td>
<td>32</td>
<td>5%</td>
</tr>
<tr>
<td>Industrial</td>
<td>5</td>
<td>1%</td>
<td>33</td>
<td>5%</td>
</tr>
<tr>
<td>Vacant/Developable</td>
<td>15</td>
<td>3%</td>
<td>18</td>
<td>3%</td>
</tr>
<tr>
<td>Parks</td>
<td>3</td>
<td>1%</td>
<td>6</td>
<td>1%</td>
</tr>
<tr>
<td>Other Uses</td>
<td>17</td>
<td>4%</td>
<td>21</td>
<td>3%</td>
</tr>
<tr>
<td>Areas Outside of Tax Parcels (inc. rights-of-way)</td>
<td>81</td>
<td>17%</td>
<td>117</td>
<td>19%</td>
</tr>
<tr>
<td>Total Acres</td>
<td>485</td>
<td>—</td>
<td>601</td>
<td>—</td>
</tr>
</tbody>
</table>

Note: Totals may not sum to 100% or the total of individual line items due to rounding.
Source: 3 Square Blocks, 2016; Pierce County Assessor Data, 2014.

SURROUNDING LAND USES

Uses surrounding the study area and RGC are similar. The study area’s northern border is within the City’s designated South Tacoma Manufacturing/Industrial Center, and the RGC’s northern border is adjacent. Uses in this area of the South Tacoma Manufacturing/Industrial Center include industrial, retail, office, public and institutional uses, transportation and vacant land. This land use mix continues on the study area and RGC’s western side, along with some residential uses adjacent to the RGC’s western border. Heavy industrial and commercial uses are closer to the study area border than to the RGC border. One reason for this is that the study area includes the slope of the Nalley Valley that drops down to S. Tacoma Way as well as some of the valley floor. An active rail line runs through the Nalley Valley and adds to the industrial character of the area as well as providing Sounder Rail service between Tacoma and Lakewood.

The Nalley Valley, northwest of the study area, is a major Tacoma industrial area. It was named after the Nalley pickle factory, and the name has remained over time.
The mix of uses around the southwest corner of the study area and RGC includes residential, industrial, retail, office, public and institutional, transportation and vacant land. The northern portion of South Park is in the study area’s southwest corner just outside the RGC and continues to the south. The Tacoma Mall Cemetery and Oakwood Hill Cemetery are just east of South Park. Land uses between the cemeteries and the study area’s southeast corner are primarily single-family residential. Exceptions include low-rise apartment uses at the northeast corner of the Tacoma Cemetery and a few retail and office uses concentrated along Tacoma Mall Boulevard. The majority of the study area’s eastern border and RGC is adjacent to Interstate 5 (I-5). A small area between the northeast border and I-5 is characterized by a mix of retail and utility uses including automobile dealerships and a telecommunications-switching center.

ZONING

The study area has four zoning designations while the RGC has two, as shown in Figure 3.1-1. These include Urban Center Mixed-Use (UCX), Neighborhood Mixed-Use (NCX), Residential Commercial Mixed-Use (RCX) and Light Industrial (M-1). The majority of the study area is zoned UCX, and all districts include this zoning designation. The portions of the study area not included in the RGC in the Madison, Northwest and Lincoln Heights Districts are zoned M-1 with the exception of a small area south of S. 47th St. zoned NCX. The remainder of the area, including most of the Madison District, is zoned RCX.

The study area and RGC are located within the South Tacoma Groundwater Protection District zoning overlay (STGPD). The STGPD zoning overlay is designed to prevent degradation of groundwater in the South Tacoma aquifer system by controlling the handling, storage and disposal of hazardous substances (Tacoma Municipal Code 13.09.010). The study area, but not the RGC, is within the South Tacoma Manufacturing/Industrial Center zoning overlay. The ST-M/IC zoning overlay is intended to protect industrial and manufacturing uses for the long term by placing restrictions on incompatible uses (Tacoma Municipal Code 13.06.400).

UCX Zone

Title 13 of the City of Tacoma Municipal Code establishes zoning regulations. Section 13.06.300 defines the purpose of the UCX zone as follows:

To provide for a dense concentration of residential, commercial, and institutional development, including regional shopping centers, supporting business and service uses, and other regional attractions. These centers are to hold the highest densities outside the Central Business District. An urban center is a focus for both regional and local transit systems. Walking and transit use is facilitated through designs which decrease walking distances and increase pedestrian safety. Residential uses are encouraged in UCX Districts as integrated development components.

A wide range of uses are allowed in the UCX zone including single-family detached and attached, multifamily, group homes, accessory dwelling units, retail, entertainment,
office, business services, craft production, child care, public facilities, and religious assembly facilities. Industrial uses are not allowed, including light industrial, warehousing and wholesale distribution.

The maximum height of structures in the UCX zone is 75 feet, or up to 120 feet when developers make use of the City’s X-District Height Bonus Program and design buildings to include features such as 25% residential floor area or use Transfer of Development Rights (TDR) credits. The maximum floor area in the UCX zone is 45,000 square feet per business for retail uses unless a greater amount is approved with a conditional use permit. The minimum density for residential developments is 40 units per acre; mixed-use projects containing residential units are exempt from this requirement (Tacoma Municipal Code 13.06.300).

**NCX Zone**

The purpose of the NCX zone is defined in the Tacoma Municipal Code as follows:

> To provide areas primarily for immediate day-to-day convenience shopping and services at a scale that is compatible and in scale with the surrounding neighborhood, including local retail businesses, professional and business offices, and service establishments. This district is intended to enhance, stabilize, and preserve the unique character and scale of neighborhood centers and require, where appropriate, continuous retail frontages largely uninterrupted by driveways and parking facilities with street amenities and direct pedestrian access to the sidewalk and street. Residential uses are encouraged as integrated components in all development.

All uses allowed in the UCX zone are also allowed in the NCX zone except for building services and materials, fueling stations and self-storage. Outdoor vehicle sales, storage and repair are also prohibited, though these uses are permitted within buildings. Industrial uses are not allowed.

The maximum height of structures in the NCX zone is 45 feet. Through the X-District Height Bonus Program, maximum heights of 65 feet or 85 feet may be allowed in certain areas, including the adjacent South 56th and South Tacoma Way Center. The maximum floor area in the RCX zone is 30,000 square feet per business or 45,000 square feet for full-service grocery stores. The minimum density of housing units for residential developments is 30 units per acre, or 40 units per acre on designated pedestrian streets. The study area’s NCX zone has one designated pedestrian street, South Tacoma Way (Tacoma Municipal Code 13.06.300).

**RCX Zone**

The purpose of the RCX zone is defined in the Tacoma Municipal Code as follows:

> To provide sites for medium- and high-intensity residential development in centers, with opportunities for limited mixed use. This district is primarily residential in nature and provides housing density on the perimeter of more commercial mixed-use zones. Commercial uses in this district are small in scale and serve the immediate neighborhood. These
uses provide opportunities for employment close to home. This district frequently provides a transition area to single-family neighborhoods.

Allowable uses in the RCX zone are more limited than those in the UCX and NCX zones. The same residential uses are allowed but fewer other types of uses are permitted. Allowed nonresidential uses include office, retail, craft production, personal services, home occupations, public facilities and religious assembly. The following nonresidential uses are allowed in UCX and NCX zones but not permitted in the RCX zone: cultural institutions, drive-throughs, animal sales and service, business support services, commercial parking, entertainment, funeral homes, hotels, marijuana retailers, nurseries, repair services, and vehicle retail and sales.

The maximum height of structures in the RCX zone is 60 feet. Through the City’s X-District Height Bonus Program, maximum heights of 70 feet or 80 feet may be allowed in certain areas. The maximum floor area in the RCX zone is 30,000 square feet per business, or 45,000 square feet for full service grocery stores. The minimum density of housing units for residential developments is 30 units per acre, or 40 units per acre on designated pedestrian streets. The study area’s RCX zone has one designated pedestrian street, the S. 47th/48th Transition Street running east to west near the study area’s southern border (Tacoma Municipal Code 13.06.300).

**M-1 Zone**

The purpose of the M-1 zone is defined in the Tacoma Municipal Code as follows:

>This district is intended as a buffer between heavy industrial uses and less intensive commercial and/or residential uses. M-1 districts may be established in new areas of the City. However, this classification is only appropriate inside Comprehensive Plan areas designated for medium and high intensity uses.

Permitted uses in the M-1 zone are light industrial and a limited range of other uses including entertainment, business services, commercial parking, childcare, drive-throughs, eating and drinking establishments, small-scale retail and office, and vehicle services. Certain public facilities are permitted; schools are not allowed in M-1 zones within the South Tacoma Manufacturing/Industrial Center zoning overlay. Mixed-use multifamily housing is allowed in the M-1 zone; the only type permitted in M-1 zones within the South Tacoma Manufacturing/Industrial Center zoning overlay is workers’ housing. Heavy industrial uses are not permitted in the M-1 zone.

The maximum height of structures in the M-1 zone is 75 feet in most cases. There is no maximum lot coverage (Tacoma Municipal Code 13.06.400).

**SURROUNDING ZONING**

The area surrounding the study area has a range of zoning designations. In general, the majority of land north and west of the study area is zoned industrial, and the majority of land south and east is zoned residential with some limited commercial zoning. The specific zoning designations surrounding the study area and RGC are described below.
Land north and west of the study area and RGC is zoned M-1 and Heavy Industrial (M-2) and primarily located within the South Tacoma Manufacturing/Industrial Center zoning overlay (ST-M/IC). Due to differences in boundaries between the study area and the RGC, the study area is closer to M-2 uses.

Surrounding zones southwest of the study area and RGC include M-1, M-2, Community Commercial (C-2), NCX, RCX and Commercial Industrial Mixed-Use (CIX). The Tacoma Cemetery and Oakwood Hill Cemetery south of the study area and RGC are zoned Two Family Dwelling (R-3). New cemeteries are not permitted in this zone, but existing cemeteries may be expanded with conditional use permits (Tacoma Municipal Code 13.06.100). Immediately east of the cemetery are two parcels zoned Low Density Multiple Family Dwelling (R-4-L) and Neighborhood Commercial (C-1). The majority of land south of the study area and RGC is zoned Single-family Dwelling (R-2); however, a few parcels to the southeast are zoned C-1, C-2 and Transitional (T).

The predominantly R-2 zoning pattern continues around the eastern side of the study area and RGC until S. 38th St. From there north, adjacent zones include M-1, C-2, R-3 and Multiple Family Dwelling (R-4).

All zones adjacent to the study area and the RGC are within the STGPD zoning overlay.

**FUTURE LAND USE**

The City of Tacoma’s Future Land Use Map illustrates the intended future generalized land use pattern in the City (Figure 3.1-2). The City updated the Future Land Use Map in 2015 when it updated its Comprehensive Plan. The future land use designations were determined through analysis of urban form policies, existing land use and zoning, development trends, anticipated land use needs and desirable growth and development goals. Various types of zoning and land use may be permitted within each future land use designation (City of Tacoma Planning and Development Services, 2015).

The study area has four future land use designations and the RGC has two, including the Tacoma Mall RGC, Neighborhood Mixed-Use Center, Light Industrial, and Parks and Open Space. The Tacoma Mall RGC designation corresponds with the RGC boundary. The RGC also includes a Parks and Open Space designation that corresponds with Lincoln Heights Park. The study area’s southwest corner (outside the RGC) contains lands designated Parks and Open Space that correspond with South Park, and includes a small area designated Neighborhood Mixed-Use Center inside the current boundaries of the South Tacoma Way Neighborhood Mixed-Use Center. The remainder of the study area is designated Light Industrial.

The Tacoma 2040 Comprehensive Plan defines future land use designations. The Tacoma Mall RGC designation is specifically for the RGC and establishes a minimum allowable site density of 25 dwelling units per net acre. The Neighborhood Mixed-Use Center designation applies to seven designated neighborhood mixed-use centers in the City including the South Tacoma Way Neighborhood Mixed-Use Center located around S. Tacoma Way and S. 56th St. and includes the Sounder South Tacoma Station. The South Tacoma Way Manufacturing Industrial Center (MIC) designation includes the
study area expansion area and adjoins the RGC to the north and west. In this area, the South Tacoma Way MIC is also designated as Light Industrial, which allows for a variety of uses that have moderate scale and impact compared with heavy industrial uses. The Parks and Open Space designation is intended to conserve and enhance open, natural and improved areas that provide environmental and recreational benefits.

SURROUNDING FUTURE LAND USE DESIGNATIONS

The areas adjacent to the study area and RGC have the following future land use designations: Light Industrial, Heavy Industrial, Neighborhood Mixed-Use Center, Parks and Open Space, Multifamily (Low Density), Single-family Residential, Neighborhood Commercial and General Commercial. These designations roughly correspond with the previously discussed existing land use patterns and zoning designations around the study area and RGC.

POPULATION + EMPLOYMENT

The study area currently comprises 3,788 people and 8,290 jobs (3 Square Blocks, 2016). Comparatively, the RGC currently has 3,761 people and 7,171 jobs (PSRC, 2014). The small difference in population and larger difference in jobs between the RGC and the study area is due to the predominantly industrial and commercial land uses in the proposed expansion area.

Compared with the City as a whole, the population of the study area tends to have a greater representation of 20–29 and <5 age cohorts, adults without a college education, and households with lower incomes. Additionally, rates of poverty are higher than for the City as a whole (CAI, 2016). The population’s racial diversity is similar to that of the city overall, except that it has twice as many people of Hispanic origin, slightly more people who are African American or who identify with two or more races, and half has many people who are Asian alone (Tacoma-Pierce County Health Department, 2016).

Employment in the study area is dominated by retail trade, which makes up over 40% of total employment. Accommodation and food services, as well as government services, are also key sectors for employment in the neighborhood. Services and manufacturing are less represented (CAI, 2016).

Local employment needs are generally not met by residents. About 3% of the local population is employed within the study area. Employees that work in the area are drawn from communities across the region (CAI, 2016).

DEVELOPMENT CAPACITY

Since 1997, Pierce County and its 23 cities and towns have worked collaboratively through the Buildable Lands Program to collect annual permitting data, inventory developable lands and meet Growth Management Act requirements to ensure that Urban Growth Areas are of sufficient size to accommodate anticipated population growth (Pierce County, 2014). The 2014 Pierce County Buildable Lands Report contains an estimate of existing development capacity in the RGC. The report estimates that the RGC has the capacity to accommodate an additional 49,862 people and 44,760 jobs. This estimate is based on
many factors including existing zoning designations, a definition of developable parcels and a set of assumptions about household size, unit size, lot coverage and square feet of floor space per employee (Pierce County, 2014). The report does not provide an estimate of development capacity for the portion of the study area outside the RGC. It does provide general information suggesting that this area has employment development capacity but little residential development capacity, consistent with zoning and land use patterns.

The Buildable Lands Program maintains an inventory of vacant and underutilized land in Pierce County. Based on that inventory, approximately 55% of parcels in both the study area and the RGC are vacant or underutilized. Figure 3.1-3 shows the locations of these parcels.

3.1.2 SIGNIFICANT IMPACTS

IMPACTS COMMON TO BOTH ALTERNATIVES

Under both alternatives, zoning regulations would provide sufficient development capacity to meet 2040 growth targets and allow for intensive land use and building patterns to support City and regional planning goals for regional centers. The likelihood of this level of development occurring varies between alternatives.

As discussed under Existing Conditions, development capacity in the existing RGC is sufficient to accommodate growth targets under Alternative 1. Alternative 2 proposes an expansion of the RGC and changes to the City’s zoning regulations for the study area. To understand how these changes would impact future growth, the City generated an estimate of the development capacity under Alternative 2 using the same methodology used for the 2014 Pierce County Buildable Lands Report. Based on this estimate, future capacity would accommodate an additional 46,304 people and 63,761 jobs.

Under both alternatives, the study area is assumed to experience new growth and development that will result in a greater mix of uses and building intensities than under existing conditions. These types of impacts have the potential to cause corresponding land use compatibility impacts. Specific impacts to the existing land use pattern vary between alternatives.

Under both alternatives, short-term development would likely occur on the vacant or underutilized lands shown in Figure 3.1-3. Sites not shown in Figure 3.1-3 could also redevelop.

IMPACTS OF ALTERNATIVE 1 (NO ACTION)

Alternative 1 assumes significant development will occur within current RGC boundaries consistent with existing land use and zoning regulations. Development would occur on a project-by-project basis and land use impacts would be evaluated on a site-specific basis in conjunction with each proposed project.
Land Use Patterns + Growth Distribution

Development Intensity

Existing land use regulations allow for high development intensities throughout the RGC. As discussed in Existing Conditions, building heights are currently allowed in the RGC of up to 60–120 feet. Past and current development trends for the RGC are for much lower intensities than allowed under current zoning. Most existing buildings in the RGC are under four stories. The gap between allowed land use patterns and development trends creates uncertainty about the intensity of future development patterns. It is possible that development under the No Action would not achieve the 2040 growth targets and city and regional goals for the Tacoma Mall RGC.

Mix of Land Uses

Existing land use regulations allow for a mix of housing- and job-supporting land uses throughout the RGC. As discussed in Existing Conditions, two zoning districts will guide future use and intensity in the RGC under Alternative 1. The UCX zone corresponds to the Northwest, Lincoln Heights and Mall Districts, and the RCX zone corresponds to the Madison District, excepting the north portion and southeast corner of the Madison District that is zoned UCX. Housing and employment growth are permitted in both zones. Based on the range of allowable uses in each zone, the majority of employment growth would likely occur in the UCX zone and there would likely be a higher proportion of residential uses in the RCX zone.

Northwest, Lincoln Heights + Mall Districts. The UCX zone permits a wide range of uses as discussed in Existing Conditions. Infill and redevelopment in this zone could result in a greater mix of uses than currently exist, as well as intensification of development. One area with potential for a significant increase in mix of uses is the Northwest District. This area is currently predominantly commercial and infill development could result in the introduction of residential and other uses.

Another area with the potential for change in mix of land uses is the Lincoln Heights residential neighborhood in the Lincoln Heights District. The neighborhood has been partially redeveloped with commercial and public uses in the past. While there has been no recent redevelopment in the neighborhood, given the wide range of uses allowed in the UCX zone there is the potential that the remaining single-family and single-family attached uses could continue to be replaced by other types of land uses.

The Mall District is unlikely to experience significant changes in mix of land uses. The Tacoma Mall is within this district and is an anchor for surrounding retail uses. Also, the district already has a mix of retail, office, residential and other uses.

Madison District. The types of infill and redevelopment that could occur in the RCX zone are limited in comparison with those in the UCX and include residential uses and neighborhood-scale commercial uses. The area of the Madison District zoned RCX contains the Madison residential neighborhood that has been transitioning from a land use pattern typical of single-family neighborhoods build in the early 1900s to a mix of residential uses
with higher densities. Existing land use regulations allow for continued intensification of residential uses as well as incorporation of neighborhood-scale commercial uses.

**Compatibility of Uses**

There is the potential for land use compatibility issues when land use patterns change. If future developments take advantage of allowed building heights and scales in the RGC, there may be abrupt transitions as they infill around existing smaller buildings. Due to the uncertainty about future development patterns under Alternative 1, it is unclear whether such abrupt transitions would continue to exist for a long period or building heights and scales would become more consistent in a shorter time.

An increased mix of uses is possible throughout the RGC under Alternative 1; however, the uses allowed in the UCX and RCX zones are designed to be compatible and support the Tacoma Mall RGC generalized future land use designation. If future development results in an increased mix of uses in the RGC, residents, visitors and business owners may experience short-term impacts as they adjust to new local conditions, but no long-term significant conflicts between land uses are expected. Development under Alternative 1 is expected to occur incrementally over time, which would help prevent sudden occurrences of major changes to the mix of land uses. In addition, the City's existing development standards, including building character, noise, light and glare standards, would mitigate potential impacts (see Section 3.4—Aesthetics and Urban Design).

**Adjacent to the RGC**

There is little potential for land use conflicts adjacent to the RGC. To the west and north, light industrial zoning provides a transition between the RGC and higher-intensity industrial uses. To the east, the strong boundary provided by I-5 minimizes the potential for land use conflicts with development in adjacent areas. To the south, the Mall District is adjacent to a residential neighborhood. A change in topography and a lack of street connectivity create a buffer between the Mall District and the residential neighborhood. The Madison District is adjacent to a cemetery. The residential character of the Madison District is compatible with the character of the cemetery. Furthermore, lack of street connectivity between the two creates a buffer.

**IMPACTS OF ALTERNATIVE 2**

Alternative 2 assumes significant development in the study area under a new future land use plan and the suggested zoning designations shown in Figures 2.5 and 2.6. These are intended to support a cohesive urban form by focusing highest-intensity uses to create an urban core for the neighborhood and creating transitions between different types and intensities of land uses. Development would occur incrementally over time and be subject to area-wide environmental review standards.
Land Use Patterns + Growth Distribution

Development Intensity

Based on the zoning classifications proposed by Alternative 2, the highest-intensity development and tallest buildings would occur around the Tacoma Mall and along portions of S. 38th St., S. Pine St. and Tacoma Mall Boulevard, which are major transportation corridors in the study area. Maximum building heights in those areas would range from 65 to 120 feet. Moderate- to low-intensity development would occur in the Madison residential neighborhood. The maximum building height in that area would be 45 feet. Moderate- to high-intensity development would occur throughout the remainder of the study area. Building heights in those areas would range from 45 to 75 feet. Maximum building heights in the Lincoln Heights residential neighborhood would range from 45 to 65 feet.

The finer-grained focus of the proposed land use plan and zoning designations would create a greater level of certainty about future land use patterns compared with Alternative 1. Additionally, Alternative 2 assumes major improvements to multimodal transportation, stormwater and parks & open space systems. These improvements could create development incentives and help achieve the 2040 growth targets and city and regional goals for the Tacoma Mall RGC.

The expansion of the study area to include 116 acres west and north of the RGC would distribute development demand for the Tacoma Mall neighborhood over a larger area. Alternative 2 proposes to update the City’s Comprehensive Plan Future Land Use Map to extend the Mixed-Use Center Tacoma Mall RGC designation to the entire study area with the exception of existing designated parks and open spaces. Expansion of urban centers has the potential to lower overall development intensity. The suggested zoning regulations and other subarea plan features proposed under Alternative 2 are designed to direct sufficient development to areas around the Tacoma Mall and along major transportation corridors to create a dense urban core appropriate for a regional urban center.

Mix of Land Uses

The zoning designations proposed under Alternative 2 are Urban Center Mixed-Use (UCX), Commercial-Industrial Mixed-Use (CIX), Neighborhood Commercial Mixed-Use (NCX) and Urban Residential Mixed-Use (URX). Proposed height limits for specific locations within the study area are shown in Figure 2.6. Also, the area zoned UCX next to I-5 would only be permitted for commercial uses. The study area currently has UCX, M-1, NCX and RCX designations, which are described in the Existing Conditions section. Under Alternative 2, the M-1 and RCX zoning designation would no longer apply to the study area. The two new zoning designations for the study area, CIX and URX, are described in Chapter 2. The CIX designation would allow for a mix of commercial establishments and light industrial activities and would permit residential uses. The URX designation would allow for medium-intensity residential development, being residential in nature and prohibiting most other types of uses (TMC 13.06.300).
As shown in Figure 2.6, under Alternative 2 the UCX designation would make up the largest portion of the study area; covering most of the Mall District, areas in the study area’s center along S. Pine St and S. 38th St, and portions of the study area’s southwestern and northeastern corners. The CIX designation would only apply along the study area’s northwestern edge, most of which is adjacent to S. Tacoma Way. URX designations would be located in the Madison and Lincoln Heights Districts and generally correspond with their associated residential neighborhoods. The NCX designation would cover the smallest portion of the study area, a few parcels inside of the Madison District.

In addition to the new zoning designations, expansion of parks and open space is proposed under Alternative 2. The study area currently contains 6 acres of parks and open space. Alternative 2 proposes that the City work with Metro Parks Tacoma and other parks partners to develop new levels of service for urban parks in the study area and Tacoma’s other urban centers, and to develop new parks-planning principles for the study area. The subarea plan includes parks-planning principles for consideration as well as an illustrative concept plan for potential locations of future parks (Figure 2.8). The suggested parks-planning principles call for public parks and open spaces in each of the four quadrants, locating them along the Loop Road, providing green stormwater infrastructure and tree canopy, enhancing sense of place and urban design, and meeting the recreational programming needs of dense urban neighborhoods and diverse communities. Once new level-of-service standards and parks-planning principles are established, the City would work with Metro Parks Tacoma and other parks partners to enhance existing parks and to acquire and develop new parkland in the study area. Acquisition of parkland would take place over time based on the availability of grants and other funding sources, and may not take place in the locations shown in Figure 2.8.

Alternative 2 envisions a significant increase in the use of land for public purposes. In addition to new parks and open spaces, there would be numerous new public street segments, shown in Figure 2.7. Depending upon real estate market conditions and other factors, it might not be possible to acquire land in the exact locations shown in Figures 2.8 and 2.7 for parks and open spaces and public rights-of-way. Development could preclude their development as shown on the concept maps. Other factors that could prevent development as shown could include capital improvement planning needs of parks partners or issues identified during review of specific streets projects. Once land was acquired for public purposes it would be unavailable for other uses for the long term.

**Northwest, Lincoln Heights, Mall + Madison Districts.** Changes to the mix of land uses in the four districts would be similar to those discussed under Alternative 1, with some notable exceptions discussed below.

The Northwest and Lincoln Heights Districts encompass a larger area under Alternative 2, and most of the additional area currently contains industrial and commercial uses. Alternative 2’s proposed zoning designations would allow for a mix of uses in these areas including light industrial, commercial and residential, whereas they would continue to be zoned light industrial under Alternative 1.
The proposed URX zoning designation in the Lincoln Heights and Madison Districts would help create stable long-term residential areas in the remaining portions of long-time residential neighborhoods in the study area, whereas Alternative 1 would allow for a mix of uses in these areas.

The proposed Commercial Only UCX zoning designation adjacent to I-5 would preserve the existing commercial character of this area, providing a permanent buffer between the interstate and areas to the west with mixed uses. Under Alternative 1, residential and other uses would be allowed in this area.

Compatibility of Uses

The proposed zoning designations are designed to produce future development patterns in the study area that minimize incompatibilities between land uses through transitioning and buffering. For instance, moderate-intensity areas are located to provide buffers between high- and low-intensity uses. Also, the proposed zoning designations allow for fine-grained control of the range of land uses allowed within small areas, grouping similar land uses together and reducing the potential for incompatibilities. There may be some short-term compatibility impacts similar to those described under Alternative 1 as the study area transitions to the new land use vision, but the long-term effects of Alternative 2 on land use compatibility are anticipated to be positive. Short-term compatibility impacts would be mitigated by the City’s existing development standards. Additionally, there may be positive health benefits associated with the proposed zoning designations, to the extent that they result in a more cohesive and compact urban form, such as improved livability, social cohesion and walkability.

Adjacent to the Study Area

There is little potential for land use conflicts adjacent to the study area to the east and to the south, for the same reasons discussed under Alternative 1. There is also little potential for land use conflicts to the north and west under Alternative 2.

Alternative 2 expands the Tacoma Mall Neighborhood boundary west and north to S. Tacoma Way between S. 38th St and S. Fife St. The adjacent area from immediately north of Union Ave. to S. Fife St. is zoned heavy industrial. Alternative 2 creates a transition between this industrial zone and the UCX and RCX designations in the study area by applying a CIX designation along that segment of S. Tacoma Way. The S. Tacoma Way right-of-way also contributes to this transition. The other portions of the western and northern boundaries of the study area are adjacent to existing light industrial zoning designations that provide a transition between UCX and CIX designations in the study area and heavy industrial uses to the west and north of the light industrial designations.

Industrial Lands

The majority of land in the RGC’s proposed 116-acre expansion area is currently zoned M-1. Of this, 82 acres are part of the South Tacoma Manufacturing/Industrial Center. Alternative 2 proposes to rezone these lands to CIX and UCX zoning designations and remove them from the South Tacoma Manufacturing/Industrial Center. The City’s
Comprehensive Plan and Vision 2040 contain policy guidance to protect industrial lands and related employment centers. Alternative 2 would reduce total industrial-zoned land in the City, and it is unlikely that this area would be rezoned industrial once designated part of the Tacoma Mall Neighborhood and rezoned for a mix of uses.

The CIX zone allows a similar range of light industrial uses as those in the M-1 District, while also allowing mixed-use, commercial and residential development. Thus the area rezoned CIX would still be available for industrial use. The UCX zone does not permit industrial uses. By rezoning the portion of the study area currently zoned M-1 and removing this area from the Manufacturing/Industrial Center, the City creates the possibility for existing uses to transition to mixed-industrial or nonindustrial uses and for future development of mixed-industrial and nonindustrial land uses. The design standards for the CIX and UCX Districts provide tools to ensure compatibility between uses and a smooth transition between the study area and industrial areas to the northwest.

The City currently has sufficient industrial land capacity. According to analysis conducted by the City in 2013, the Tideflats Manufacturing/Industrial Center has capacity for 57,800 jobs and the South Tacoma Way Manufacturing/Industrial Center has capacity for 22,300 jobs. Each of these centers are targeted for 7,600 jobs by 2040, well within available capacity. The South Tacoma Way Manufacturing/Industrial Center is 690 acres, and rezoning the 82 acres the study area would not significantly impact the MIC’s ability to meet the 2040 target. Also, the CIX zoning designation would continue to allow for a similar range of light industrial uses to those permitted in the current zoning designation.

3.1.3 MITIGATING MEASURES

INCORPORATED PLAN FEATURES
Mitigation contained in plans and policies adopted or planned for adoption as part of the proposed action:

- Under Alternative 1, the City’s Comprehensive Plan establishes future land uses that would provide sufficient development capacity to meet the City’s 2040 growth targets, allow for intensive land use and building patterns that would support City and regional planning goals for regional centers, and mitigate potential land use compatibility impacts.

- Under Alternative 2, new future land use designations are proposed that would provide sufficient development capacity to meet the City’s 2040 growth targets for the study area and for the South Tacoma Way/Manufacturing Industrial Center, allow for intensive land use and building patterns that would support City and regional planning goals for regional centers, and mitigate potential land use compatibility impacts.

REGULATIONS + COMMITMENTS
Mitigation contained in regulations or other requirements adopted or planned for adoption as part of the proposed action
• Under both alternatives, existing City development standards for building character, noise, light and glare are anticipated to help mitigate potential compatibility impacts.

• Under both alternatives, the zoning regulations that implement the City’s current Comprehensive Plan would provide sufficient development capacity to meet the City’s growth targets, support goals for regional centers and mitigate potential land use compatibility impacts.

• Under Alternative 2, proposed Phase I code amendments would further promote land use compatibility, providing a fine-grained distribution of land use density and intensity throughout the neighborhood and new design standards to enhance community character.

OTHER MITIGATION MEASURES

Any mitigation not contained in the categories above

• Under both alternatives, monitor development trends to evaluate whether they support achievement of the 2040 growth targets and city and regional goals for the Tacoma Mall neighborhood, and consider development incentives or other measures if needed.

3.1.4 SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS

No significant unavoidable adverse land use impacts are anticipated under either alternative.

3.1.5 SOURCES

City of Tacoma, Tacoma 2040 Comprehensive Plan, December 2015.


Community Attributes Inc. (CAI), Existing conditions analysis for the Tacoma Mall Neighborhood Subarea Plan, January 2016.

Pierce County Planning and Land Services, Buildable Lands Report, June 2014.

Puget Sound Regional Council (PSRC), Centers Monitoring Report, February 2014.


Tacoma-Pierce County Health Department, A Guide to Integrating Health into State Environmental Policy Act Review, July 2013.

Tacoma-Pierce County Health Department, Existing conditions analysis for the Tacoma Mall Neighborhood Subarea Plan, January 2016.

3 Square Blocks, Analysis of existing land uses using 2014 Pierce County Assessor Data, January 2016.

3 Square Blocks, Analysis of existing population and jobs in the study area using data from the PSRC Centers Monitoring Report and TAZ data for Tacoma from Fehr & Peers, January 2016.
Figure 3.1-1  Existing land use.

Source: City of Tacoma, 2016; 3 Square Blocks, 2016.
Figure 3.1-2 Existing Comprehensive Plan future land use.

Source: City of Tacoma, 2016; 3 Square Blocks, 2016.
Figure 3.1-3  Buildable lands.

Source: City of Tacoma, 2016; 3 Square Blocks, 2016.
3.2 Plans + Policies

3.2.1 INTRODUCTION
This section of the Draft EIS describes pertinent plans, policies, regulations and programs that guide or inform the proposal. Federal, state and regional plans and policies evaluated in this section include the US Environmental Protection Agency National Estuaries Program, Washington State Growth Management Act, Puget Sound Regional Council Vision 2040, Puget Sound Partnership Action Agenda and the Pierce County Countywide Planning Policies, each establishing a regulatory or policy framework with which a subarea plan must be consistent. Local policy guidance evaluated in this section includes the City of Tacoma Comprehensive Plan, the Tacoma 2025 Strategic Plan and the Tacoma Climate Action Plan. A comprehensive review of potentially applicable plans and policies developed as part of the subarea planning process is included Appendix B of this EIS.

3.2.2 EXISTING CONDITIONS
US ENVIRONMENTAL PROTECTION AGENCY—NATIONAL ESTUARIES PROGRAM WATERSHED PROTECTION + RESTORATION GRANTS
Puget Sound is one of 28 estuaries of national significance designated by the National Estuary Program (NEP). Under this program, the US Environmental Protection Agency (EPA) receives federal funding to support local efforts to protect and restore Puget Sound. These funds are used for financial assistance to state, local and Tribal governments for their efforts to implement the Puget Sound Action Agenda. In January 2011, the EPA selected the Washington Departments of Ecology and Commerce to receive a grant for “Watershed Protection and Restoration.” The state awarded the City of Tacoma NEP grant funding for development of the Tacoma Mall Neighborhood Subarea Plan & EIS in recognition of the importance of compact urban development patterns in the regional effort to restore the health of the Puget Sound.

WASHINGTON GROWTH MANAGEMENT ACT
The Washington State Growth Management Act (GMA) was adopted in 1990 in response to concerns over uncoordinated growth and its impacts on communities and the environment. The GMA includes 13 planning goals to help guide its implementation. These goals address (1) encouraging growth in urban areas, (2) reducing sprawl, (3) encouraging multimodal transportation systems, (4) encouraging a variety of housing types, including affordable housing, (5) encouraging economic development, (6) recognizing property rights, (7) ensuring timely and fair permitting processes, (8) protecting agricultural, forest and mineral lands, (9) retaining and enhancing open space and supporting recreation opportunities, (10) protecting the environment, (11) encouraging citizen involvement in planning processes, (12) ensuring adequate public facilities and services, and (13) encouraging historic preservation.
A fourteenth goal was added to the GMA to reference the use preferences of the Shoreline Management Act.

In 2005, the legislature amended the GMA to require communities to adopt and implement plans and strategies to promote an increase in physical activity among Washington State citizens. In response to this requirement, jurisdictions are required to update transportation elements to include a pedestrian and bicycle component as well as identify planned improvements for those facilities and corridors. This can encourage physical activity and improve health and well-being.

Comprehensive plans are mandated by the GMA to include specific chapters, referred to as elements. Required elements include land use, housing, capital facilities, utilities, transportation, economic development, and parks and recreation. The GMA and other state and regional policies provide specific guidance for the contents of these elements. Cities are also allowed to include optional elements in their comprehensive plans, such as subarea plans.

The entire comprehensive plan, including the required and optional elements, must be internally and externally consistent. Internal consistency means that all elements of a plan are consistent with the future land use map contained in the land use element and that the different elements are mutually supportive. For instance, the transportation projects outlined in the transportation element must support the land use patterns called for in the land use element. The requirement for external consistency means that the comprehensive plan must be coordinated with adjacent jurisdictions.

The GMA also requires that plans address provision of sufficient land capacity to meet growth targets, establishment of level of service (LOS) standards, and public participation. A city must designate adequate land to accommodate twenty-year growth forecasts from the Office of Financial Management based on the requirement to provide sufficient capacity to meet growth targets. A comprehensive plan must include LOS standards for transportation facilities and may include LOS standards for other types of public facilities as well. The comprehensive planning process must include a public participation program providing for early and continuous opportunities to share input and ideas for the plan and its implementation.

Implementation of comprehensive plans is accomplished largely through development regulations and capital budget decisions. The GMA states that jurisdictions’ development regulations and budget decisions must conform to their comprehensive plans.

**VISION 2040**

Vision 2040, developed by the Puget Sound Regional Council (PSRC) and its member governments in King, Kitsap, Pierce and Snohomish Counties, is the regional plan for where and how growth will occur in the four-county region. Vision 2040 includes a regional growth strategy, an environmental framework, policies to guide growth and development, implementation actions and measures to track progress. The growth strategy is based on a centers concept, in which the majority of the region’s growth
is directed to centers within five Metropolitan Cities and 13 Core Cities. Vision 2040 designates Tacoma as a Metropolitan City and the Tacoma Mall neighborhood as a Regional Growth Center (RGC). As an RGC, the Tacoma Mall neighborhood is required to establish residential and employment growth targets that accommodate a significant share of the City’s growth. The Tacoma Mall RGC also receives priority when applying for federal funding for infrastructure, such as transportation facilities, due to its RGC designation.

Vision 2040 includes multicounty planning policies with which all jurisdictions in the four-county area are required by the GMA to comply. Vision 2040 divides the multicounty planning policies into three categories: (1) general, (2) environment and (3) development patterns. The general policies call for coordinated planning, monitoring Vision 2040’s implementation and performance, and overcoming fiscal challenges to find the revenues necessary to maintain and operate services and facilities and fund and develop new facilities to serve growth. The environmental policies call for greater environmental sustainability through improved coordination and increased commitment to protecting habitat, restoring natural systems, conserving resources and developing green technologies. The development pattern policies call for concentrating growth and future development into existing urbanized areas in order to create more vibrant communities, reduce reliance on the automobile, minimize growth in the region’s rural areas, protect resource lands and ensure that resources are available to meet the needs of future generations.

Vision 2040 acknowledges that the health and well-being of the region’s people is fundamental to maintaining and improving the region’s sustainability and quality of life. Multicounty planning policies call for designing transportation facilities to serve all users safely and efficiently. This includes building and improving sidewalks, bike lanes, trails and paths, and adopting land use strategies to bring homes closer to jobs, shopping, services and recreation activities. Vision 2040 also states that health considerations should be addressed in regional and local planning and decision-making processes. It encourages design guidelines in the construction of buildings and facilities and regional farming and food production.

The PSRC measures the density and intensity of development in centers by adding together total population and employment. The total of population plus employment is referred to as total activity units, which are used to measure the degree to which the vision for urban centers as a focus for growth is being achieved. For example, the Tacoma Mall RGC is described as having a total of 10,932 activity units (based on 2010 census data), with a focus on employment activity (66% jobs/34% residents) and a moderate density of activity (22.5 activity units per gross acre). For comparison, the average activity level identified for all RGCs in the PSRC 2013 Regional Growth Centers Monitoring Report was approximately 42 activity units per gross acre.

Vision 2040 is implemented through PSRC’s policy and plan review of each county and city comprehensive plan and its amendments, including center plans such as the Tacoma Mall Neighborhood Subarea Plan. This analysis uses the PSRC criteria for reviewing center plans, as established in the Regional Center Plans Checklist, as
a framework for considering consistency with PSRC policy guidance. The Checklist is intended to assist jurisdictions in developing, updating and amending their center plans and provides the key expectations for RGC plans. The Checklist includes seven topics: center plan concept (vision), environment, land use, housing, economy, public services and transportation. Please see Appendix C for the complete Checklist, and the Impacts section for a discussion of the consistency of the proposal and alternatives with these topics.

**PUGET SOUND ACTION AGENDA**

In 2007, the Washington Legislature created the Puget Sound Partnership to coordinate the regional effort to clean up Puget Sound. Updated in 2014, the Action Agenda recognizes that city and county governments are the primary implementers of many near-term actions described in the Action Agenda.

Applicable policy guidance found in the Puget Sound Action Agenda includes

- **A2.3**—Implement restoration projects in urban and developed areas while accommodating growth, density and infill development.
- **A3.1**—Use integrated market-based programs, incentives and ecosystem markets to steward and conserve private forest and agricultural lands.
- **A4**—Encourage compact regional growth patterns and create dense, attractive, and mixed-use and transit-oriented communities.

  “Encouraging compact urban patterns would direct development away from working farms and forestlands and protect food and fiber production, wildlife habitat, ecosystem functions and water quality. Compact development patterns reduce impervious cover that leads to run-off pollution, and decrease shoreline development that leads to erosion and habitat destruction. Finally, compact development is more energy efficient, reducing energy-related pollution including greenhouse gas emissions.”

- **C2.1**—Manage urban runoff at the basin and watershed scale.

  **Built Environment Runoff—the Challenge**

  Urban stormwater runoff poses a high risk to the health of Puget Sound by causing two major problems. First, the runoff transports a mixture of pollutants such as petroleum products, heavy metals, bacteria, nutrients and sediments from construction sites, roads, highways, parking lots, lawns and other developed lands with the following consequences.

**PIERCE COUNTY COUNTYWIDE PLANNING POLICIES**

The Pierce County Countywide Planning Policies (CPPs) were developed by the Pierce County Regional Council (PCRC) and last amended in July 2014. The CPPs address growth management issues and support Vision 2040 and the GMA. The GMA requires that local comprehensive plans be consistent with the CPPs.
Topics addressed in the CPPs include affordable housing; agricultural lands; buildable lands; community and urban design; economic development and employment; education; fiscal impact; health and well-being; historic, archaeological and cultural preservation; natural resources, open space, protection of environmentally sensitive lands, and the environment; rural areas; siting of essential capital facilities of a countywide or statewide significance; transportation facilities and strategies; and urban growth areas.

Policies for urban centers, such as the Tacoma Mall RGC, are addressed in the Urban Growth Areas section. In this section, the narrative discussion of centers provides the following guidance:

- Centers are to be areas of concentrated employment and/or housing that serve as the hubs of transit and transportation systems. Centers should do the following:
  - Be priority locations for accommodating growth.
  - Strengthen existing development patterns.
  - Promote housing opportunities close to employment.
  - Support development of an extensive multimodal transportation system that reduces dependency on automobiles.
  - Reduce congestion and improve air quality.
  - Maximize the benefit of public investment in infrastructure and services.

Applicable goals and policies are listed below.

**Overall Policies for Nonindustrial Centers**

- Centers shall be characterized by all of the following:
  - clearly defined geographic boundaries
  - intensity/density of land uses sufficient to support high-capacity transit
  - pedestrian-oriented land uses and amenities
  - pedestrian connections shall be provided throughout
  - urban design standards that reflect the local community
  - provisions to reduce single-occupancy vehicle use especially during peak hours and commute times
  - provisions for bicycle use
  - sufficient public open spaces and recreational opportunities
  - uses that provide both daytime and nighttime activities
  - locations in urban growth areas (13.6 and 13.6.1–13.6.10)

- Infrastructure and services shall be either present and available, or planned and financed, consistent with the expected rate of growth (14.1).
- Priority for transportation and infrastructure funds shall be given to designated centers (14.2).
• Centers shall provide necessary capital facilities needed to accommodate the projected growth in population and employment. Facilities include, but are not limited to, roads, sewers and other utilities, schools, parks, and open space. In order to provide balance between higher-intensity uses within centers, public and/or private open space shall be provided (UGA-16).

• Streetscape amenities (landscaping, furniture, etc.) shall be provided within centers to create a pedestrian friendly environment (UGA-17).

• Adopt development standards that encourage pedestrian-scaled development such as those that address
  □ interconnections between buildings and sidewalks;
  □ pedestrian links between residential and nonresidential areas;
  □ street trees/furniture; and
  □ minimizing separations between uses (18.1 and 18.1.1–18.1.4).

• Centers should receive a high priority for the location of high-capacity transit stations and/or transit centers (UGA-20).

• Create a high-density and high-intensity core area to support transit and high-occupancy vehicle use (UGA 21, 21.1–21.3).

• Provisions for nonmotorized transportation shall be provided, including
  □ bicycle-friendly roadway design;
  □ wider outside lane or shared parking/bike lanes;
  □ bike-activated signals;
  □ covered, secure bicycle parking at all places of employment;
  □ bicycle racks; and
  □ pedestrian pathways (UGA-23, 23.1–23.6).

**Regional Growth Centers**

**Concepts + Principles**

• RGCs include a dense mix of business, commercial, residential and cultural activity within a compact area. RGCs are targeted for employment and residential growth and provide excellent transportation service including fast, convenient high-capacity transit service as well as investment in major public amenities (UGA-31).

• RGCs shall plan to meet the following criteria:
  □ a minimum of 25 employees per gross acre of nonresidential lands; and
  □ a minimum of 10 households per gross acre; and/or
  □ a minimum of 15,000 employees; and
  □ not to exceed a maximum size of 1-1/2 square miles; and
  □ planning policies recognizing the need to receive a significant share of regional growth (UGA-32 and 32.1–32.5).
**Overarching Policies for Health + Well-Being**

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

- The County and each municipality in the County shall incorporate provisions addressing health and well-being into appropriate regional, countywide, and local planning and decision-making processes.

To support this CPP element, the Tacoma–Pierce County Health Department encourages the incorporation of health in major decisions and reviews, such as EIS.

**TACOMA 2025**

Prepared in 2014, Tacoma 2025 is a strategic plan and vision for the future of Tacoma. Tacoma 2025 was developed to guide the City in decision-making and resource allocation as well as performance tracking and reporting. It has seven focus areas: Health & Safety, Human & Social Needs, Economic Vibrancy & Employment, Education & Learning, Arts & Cultural Vitality, Natural & Built Environment, and Government Performance. It includes the following vision for the City’s future:

*A Vision for Tacoma’s Future*

*Tacoma is one of the nation’s healthiest, safest, and most playful cities. We have daily access to stunning natural surroundings and a great quality of life. We are Washington’s most diverse big city, with arts, culture, parks, and recreational opportunities that are envied by much larger cities. We recognize how lucky we are, but we know we can make it better.*

—Tacoma 2025

Core values—consisting of opportunity, equity, partnerships and accountability—shaped the discussion of the future and helped identify key issues and opportunities for the future.

**TACOMA COMPREHENSIVE PLAN**

Tacoma’s Comprehensive Plan looks forward to Tacoma’s long-term future, ensuring that growth happens in a beneficial, healthy, and sustainable way. In 2015, Tacoma was the second-largest city in the Puget Sound region and the most important business employment center in the South Sound region. Recognizing Tacoma’s role in the region, the PSRC designated Tacoma as a Metropolitan City, serving as Pierce County’s civic, cultural and economic hub and a focal point for future population and employment growth. The Comprehensive Plan was informed by and is consistent with the GMA, *Vision 2040*, and the CPPs. Relevant to the proposal, applicable goals and policies in the Urban Form, Design and Development and Economic Development elements are listed below.
Urban Form Element

This chapter includes policies that support enhancing centers across the city as anchors to complete neighborhoods, providing Tacomans with convenient access to local services. Relevant policies are listed below.

Citywide Design + Development

- Promote the development of compact, complete and connected neighborhoods where residents have easy, convenient access to many of the places and services they use daily including grocery stores, restaurants, schools and parks that support a variety of transportation options and are characterized by a vibrant mix of commercial and residential uses within an easy walk of home (Policy UF-1.3).
- Direct the majority of growth and change to centers, corridors, and transit station areas, allowing the continuation of the general scale and characteristics of Tacoma’s residential areas (Policy UF-1.4).
- Strive for a safe, healthful, and attractive environment for people of all ages and abilities (Policy UF-1.5).
- Support energy-efficient, resource-efficient, and sustainable development and transportation patterns through land use and transportation planning (Policy UF-1.6).
- Integrate nature and use appropriate green infrastructure throughout Tacoma (Policy UF-1.7).
- Encourage high-quality design and development that demonstrates Tacoma’s leadership in the design of the built environment, commitment to a more equitable city, and ability to experiment and generate innovative design solutions (Policy UF-1.8).
- Evaluate the impacts of land use decisions on the physical characteristics of neighborhoods and current residents, particularly under-served and under-represented communities (Policy UF-1.10).

Land Use Designations

The land use designation for the Tacoma Mall RGC is described below, and a minimum allowable site density of 25 dwelling units/net acre is established:

The urban center is a highly dense self-sufficient concentration of urban development. Buildings can range from one to twelve stories and activity is greater than in most areas of the city. It is an area of regional attraction and a focus for both the local and regional transit systems. Many major city arterials connect to the urban center and nearby freeway access is present. Parking is provided both in surface lots and within structures. Internal streets and pathways provide connections among the developments within the center.
Centers
The Comprehensive Plan designates four types of centers including the Tacoma Mall RGC. Policies identify essential elements and functions of centers that will be enhanced over time.

• Focus growth in a citywide network of centers that provide healthy, equitable and sustainable access to services and housing and preserve the city’s character and sense of place (Goal UF-2).
• Connect centers to each other and other key destinations (Policy UF-2.2).
• Strictly limit the expansion of the mixed-use center boundaries except where it can be shown that the center has maximized its development potential, has achieved a full range of uses, and the proposed area of expansion will be developed to the fullest extent possible (Policy UF-2.4).
  □ Support boundary expansion only when a center demonstrates a sustained level of growth consistent with the centers strategy and planned densities, where the demand for additional growth exists, and where the capacity for additional growth is limited (Policy UF-2.4 (a)).
• Design centers to be compact, safe, attractive and accessible, with safe and attractive street environments for people of all ages and abilities (Policy UF-3.1).
• Provide housing capacity to support commercial uses and focus higher-density housing within a half-mile of the core (Policy UF-3.2).
• Encourage residential development for mixed income levels in all centers (Policy UF-3.3).
• Encourage schools and colleges, health services, community centers, daycare, parks and plazas, library services and justice services (Policy UF-3.4).
• Incorporate arts and culture as central components of centers (Policy UF-3.5).
• Encourage public and private investment (Policy UF-3.6).
• Reduce dependence on automobile use (Policies UF-3.7 and UF-3.8).
• Include areas outside the core where commercial uses are restricted, and emphasize low-rise multifamily development more compatible with adjacent single-family development (Policy UF-3.9).
• Integrate nature and green infrastructure and enhance public views and connections to the surrounding natural features (Policy UF-3.10).

Tacoma Mall Center
• Elevate the Tacoma Mall RGC in its role as a regional center of employment, commercial and public services.” (Goal UF-5).
• Strive to achieve the Tacoma Mall RGC’s regional allocation of employment and population growth and continue its role as a retail destination while expanding economic opportunities and services. The center should have the largest concentration of housing in South Tacoma” (Policy UF-5.1).
• Enhance both the internal pedestrian connectivity and connectivity to regional transportation facilities (Policy UF-5.2).
• Enhance the public realm (Policy UF-5.3).
• Transit Station Areas
  □ Promote future residential and employment growth in coordination with transit infrastructure and service investments (Goal UF-9).
  □ Encourage transit-oriented development and transit-supportive concentrations of jobs and housing (Policy UF-9.1).
  □ Integrate station areas into the neighborhood (Policy UF-9.2).
  □ Enhance pedestrian and bicycle connections and safety (Policy UF-9.3).
  □ Promote high-density concentrations of housing and commercial uses (Policy UF-9.4).
  □ Encourage concentrations of jobs and employment-focused land uses (Policy UF-9.5).
• Enhance connections between major destinations and transit facilities (Policy UF-9.6).

**Design + Development Element**

The policies in this chapter encourage development that respects context, promotes accessible and attractive public environment and contribute to a welcoming and attractive public realm.

**Design + Development of Centers + Corridors**

• Create a pedestrian-oriented environment and provide places for people to sit, spend time, and gather with windows, entrances, pathways, and other features that provide connections to the street environment (Policy DD-5.2).
• Responsive to street space width, allowing taller buildings on wider streets (Policy DD-5.4).
• Provide frequent street connections and crossings (Policy DD-5.5).
• Site and design new developments with safe, convenient, connected and attractive pedestrian access (Policy DD-5.6).
• Provide bicycle facilities (Policy DD-5.7).
• On streets with high motor vehicle volumes, encourage landscaped front setbacks, street trees, and other design approaches to buffer residents from street traffic (Policy DD-5.8).
• Integrate natural and green infrastructure, such as street trees, native landscaping, green spaces, green roofs, gardens, and vegetated stormwater management systems, into centers and corridors (Policy DD-5.9).
• Locate public squares, plazas, and other gathering places in centers (Policy DD-5.10).
• Protect and enhance defining places and features of centers and corridors, including landmarks, natural features, and historic and cultural resources (Policy DD-5.11).

• Encourage new development and public places to include design elements and public art that contribute to the distinct identities of centers and corridors, and that highlight the history and diverse cultures of neighborhoods (Policy DD-5.13).

• Within core commercial areas, encourage uses at street level that generate pedestrian activity and support transit ridership (Policy DD-5.16).

• Centers must remain compact enough to increase densities, facilitate economical and efficient provision of utilities, public facilities and services, and support more walking, bicycling, and transit use (Policy DD-5.17).

• Provide incentives to encourage a variety of development, including recognizing that mixed-use centers are appropriate “receiving areas” for the transfer of development rights, providing the multifamily tax incentive, and others (Policy DD-5.18).

Scenic Resources

• Wherever possible, engage artists to create context sensitive additions that enhance these places (Policy DD-6.1).

• Encourage public and private development to create new public views of Mount Rainier, Commencement Bay, Tacoma Narrows, bridges, gulches, the Downtown skyline and other landmark features (Policy DD-6.3).

• Reduce and minimize visual clutter related to billboards, signs, utility infrastructure and other similar elements (Policy DD-6.5).

• Set priorities for undergrounding of utilities in designated centers (Policy DD-6.6).

Safer By Design

• Promote a sense of safety and foster positive social interaction to help to prevent crime (Goal DD-8 and Policy DD-8.1).

Transitions + Off-Site Impacts

• Support development patterns that result in compatible and graceful transitions between differing densities, intensities and activities (Goal DD-9).

• Minimize the impacts of auto-oriented uses, vehicle areas, drive-through areas, signage, and exterior display and storage areas on adjacent residential areas (Policy DD-9.4).

• Buffer between designated Manufacturing/Industrial Centers and adjacent residential or mixed-use areas to protect both the viability of long-term industrial operations and the livability of adjacent areas (Policy DD-9.6).

• Limit and/or mitigate negative air quality and noise impacts particularly in areas near freeways, high traffic streets (Policy DD-9.7).
**Healthy Food**

- Ensure that all citizens have nearby, convenient and equitable access to healthy foods (Goal DD-10).
- Recruit and or/retain and expand grocery stores and neighborhood-based markets offering fresh produce in or in close proximity to designated centers (Policy DD-10.1).

**Economic Development Element**

**Regional Growth Centers**

- Maintain the Tacoma Mall RGC as a regional retail destination (Policy ED-6.5).
- Support the development of ancillary businesses that build on the strength of current retail attractions (Policy ED-6.6).
- Support additional high-density residential infill that drives new markets for commercial development in the Tacoma Mall Regional Center (Policy ED-6.7).
- Conduct a subarea plan for the Tacoma Mall RGC and pursue funding, incentives and strategies to implement the plan (Policy ED-6.8).

**Industrial/Manufacturing Centers**

- Strictly limit Comprehensive Plan amendments that convert industrial land (Policy ED-6.20).

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**CITY OF TACOMA ENVIRONMENTAL ACTION PLAN**

As described in the Environmental Action Plan (EAP), it “is a list of meaningful, high-priority actions that the City of Tacoma and our community will take between 2016 and 2020 to meet the environmental goals outlined in the Tacoma 2025 Strategic Plan. The EAP consolidates the priorities of multiple city departments, providing a centralized plan and reporting system for tracking progress toward environmental goals. In this way, it functions both as a management tool for city staff and as a public document providing transparency on the actions the city is taking on behalf of the broader community.”

The EAP is organized into six main areas: Buildings and Energy; Transportation; Materials Management; Natural Systems; Air and Local Food; and Climate Resilience. Each section includes a long-term goal and near-term targets, and describes specific actions that the City will take to improve its own operations as well as farther-reaching actions that affect general life in Tacoma. Actions that individuals can take to contribute to progress in these areas are also highlighted. Actions and targets are monitored, reviewed and adjusted on an annual basis.

**CITY OF TACOMA CLIMATE ACTION PLAN**

In 2006, the Tacoma City Council adopted a resolution calling for a reduction in greenhouse gas emissions in City operations and pursuing reductions in community emissions through cooperative programs and policies including reusing older buildings, pursuing regional transfer of development rights and enhancing compact and walkable...
neighborhoods. In 2007, the City Council appointed the Green Ribbon Climate Action Task Force, which published the Tacoma Climate Action Plan in 2008. The City recently updated the Climate Action Plan as part of the EAP. One of five recommended strategies in the Climate Action Plan is “Enhancing Compact/Livable Neighborhoods”:

[The] City should implement smart growth principles—including compact, transit-oriented development within the City’s mixed-use centers—to promote mixed-use developments, affordable housing, green building, green site development, and bike- and pedestrian-friendly neighborhoods. Policies should increase mobility while decreasing dependence on private vehicles.

**TACOMA–PIERCE COUNTY BOARD OF HEALTH RESOLUTIONS**

The Board of Health recognizes the importance of collaborating with local jurisdictions to create healthy communities. The Board adopted resolutions declaring neighborhoods determinants of health (2014-4416), encouraging the use of health impact assessments in conjunction with the review of proposed actions under the State Environmental Policy Act (2016-4482, 2016-4483 and 2016-4484), and recommending decision-makers at all levels of local and state government consider health in all policies (2016-4495). These resolutions provide guidance as to how to integrate health into all planning elements of this EIS.

**3.2.3 SIGNIFICANT IMPACTS**

**IMPACTS COMMON TO BOTH ALTERNATIVES**

**US Environmental Protection Agency—National Estuaries Program Watershed Protection + Restoration Grants**

Consistent with the requirements of the NEP grant awarded to the City of Tacoma, the City has undertaken the planning process described in the EIS to prepare an innovative subarea plan and EIS that sets the stage for transition of the Tacoma Mall RGC into a compact, complete community. The subarea planning process promotes a healthy environment and supports regional efforts to reduce stormwater impacts to freshwater systems. This EIS identifies the environmental impacts associated with planned growth and development on an area-wide basis and provides for proportional, substantive mitigation for any identified significant adverse environmental impacts.

**Washington Growth Management Act**

Both alternatives are consistent with the intent of the GMA goals. However, Alternative 2 allows the City new momentum in focusing growth in the Tacoma Mall RGC. See Table 3.2-1 for a summary assessment of consistency of the alternatives with GMA goals.
### 3.2-1 Consistency with Growth Management Act Goals

<table>
<thead>
<tr>
<th>GMA Goal</th>
<th>Discussion</th>
</tr>
</thead>
<tbody>
<tr>
<td>Encourage growth in urban areas</td>
<td>Both alternatives focus growth in the Tacoma Mall RGC consistent with the City’s adopted growth targets, although Alternative 2 would focus slightly more growth in the study area. Alternative 1 (No Action) plans for 4,040 new households and 7,555 new jobs in the existing RGC. Alternative 2 plans for slightly higher levels of growth in an expanded RGC, with 4,444 new households and 8,385 new jobs.</td>
</tr>
<tr>
<td>Reduce sprawl</td>
<td>Both alternatives either meet or exceed the City’s adopted growth targets for the study area. By accommodating growth in the RGC, both alternatives contribute to reducing sprawl. Alternative 2 would guide relatively more growth in the study area, compared with Alternative 1.</td>
</tr>
<tr>
<td>Encourage an efficient multimodal transportation system</td>
<td>Both alternatives would promote an efficient multimodal transportation system consistent with the City’s Comprehensive Plan. However, under the No Action Alternative, projected increases in vehicular traffic could result in intersection failures and the current street network is not conducive to efficient bicycle and pedestrian circulation. Comparatively, Alternative 2 incorporates transportation improvements that focus on bicycle/pedestrian mobility, increased transit service and access, multimodal mobility, and green infrastructure. Collectively, these improvements would support an efficient multimodal transportation system to a greater extent than potential improvements under Alternative 1 (No Action).</td>
</tr>
<tr>
<td>Encourage a variety of housing types, including affordable housing</td>
<td>Both alternatives plan for a diversity of housing, including affordable housing. Comparatively, Alternative 2 would also set up a monitoring system and provide for actions to achieve no net loss of affordable housing in the subarea.</td>
</tr>
<tr>
<td>Promote economic development</td>
<td>All alternatives would accommodate the City’s adopted employment targets. Alternative 2 would plan for the greatest amount of employment growth (8,385 jobs), compared with Alternative 1 (7,555 jobs). Alternative 2 would also take significant steps to catalyze growth and investment, providing greater support for economic development compared with the No Action Alternative.</td>
</tr>
<tr>
<td>Recognize property rights</td>
<td>None of the alternatives would restrict or constrain reasonable use of property in the Tacoma Mall study area.</td>
</tr>
<tr>
<td>Ensure timely and fair permit procedures</td>
<td>Both alternatives are consistent with the goal of timely and fair permit procedures. The proposal does not include any changes to permit procedures, and it is anticipated that the City will continue to process permits consistent with its adopted code. Under Alternative 2, a streamlined process for SEPA environmental review is proposed. This streamlined process would increase predictability and efficiency of the SEPA review process for development projects consistent with the Tacoma Mall Neighborhood Subarea Plan.</td>
</tr>
<tr>
<td>GMA Goal</td>
<td>Discussion</td>
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<tr>
<td>---------------------------------------------------</td>
<td>----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Protect agricultural, forest and mineral lands</td>
<td>The Tacoma Mall RGC is not located near and would not affect any designated agricultural, forest and mineral lands.</td>
</tr>
<tr>
<td>Retain and enhance open space and support recreation opportunities</td>
<td>Both alternatives could similarly incorporate policy guidance from the City’s Comprehensive Plan and support continued coordination with Metro Parks Tacoma. In addition, Alternative 2 proposes an enhanced park and open space system that includes both linear and nodal urban parks.</td>
</tr>
<tr>
<td>Protect the environment</td>
<td>Future development under both alternatives would be subject to requirements of the City’s adopted critical area and stormwater regulations. In addition, Alternative 2 includes specific stormwater measures intended to enhance water quality and quantity through implementation of an area-wide stormwater strategy and Best Management Practices that infiltrate runoff, provide flood storage and reduce effective impervious surface coverage.</td>
</tr>
<tr>
<td>Foster citizen participation</td>
<td>Both of the alternatives allow for citizen participation. The draft Subarea Plan has been developed through a public outreach process that began in 2015 and has included walking tours, a four-day design workshop, community meetings, focus group meetings, stakeholder meetings, communication through a project website and other measures. In addition, the Subarea Plan calls for actions to foster community engagement and empowerment to help guide the neighborhood in achieving its future vision. Additional public outreach is planned for this Draft EIS (see Draft EIS Fact Sheet).</td>
</tr>
<tr>
<td>Ensure adequate public facilities and services</td>
<td>As required by GMA, planning and development under both alternatives is required to apply adopted City level of service standards for public services and utilities.</td>
</tr>
<tr>
<td>Encourage historic preservation</td>
<td>The proposal does not include any changes to the City’s current regulations protecting cultural and historic resources. These regulations would continue to apply under both of the alternatives.</td>
</tr>
</tbody>
</table>


Vision 2040

Table 3.2-2 provides a short summary of the criteria found in the Regional Center Plans Checklist, together with a discussion of consistency of the proposal and alternatives to each criterion. It should be noted that under Alternative 2, the City may expand the RGC designation to include 116 acres along the west and north boundary of the existing RGC. As noted previously, the Checklist is intended to assist jurisdictions in developing, updating or amending their center plans and provides the key expectations for RGC plans. As discussed in Table 3.2-2, the proposed action is consistent with checklist criteria. See Appendix C for the complete Checklist.
### 3.2-2 Puget Sound Regional Council Vision 2040—Center Criteria Evaluation

<table>
<thead>
<tr>
<th>Vision 2040, Summary of Centers Criteria</th>
<th>Discussion</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Center Plan Concept (or “Vision”): Concept/vision should show commitment to human scale urban form and the relationship of the plan to the City’s comprehensive plan, Vision 2040, and CPPs.</td>
<td>Under both of the alternatives, the proposed focus and concentration of growth in the Tacoma Mall study area is consistent with the overall concept for an RGC. Alternative 2 proposes a new vision and guiding principles that demonstrate commitment to a human scale urban form and support taking multiple steps to improve the built environment and enhance public spaces. As discussed in this Plans and Policies discussion, the proposal is consistent with Vision 2040 and the Pierce County CPPs.</td>
</tr>
<tr>
<td>2. Environment: Protect critical areas, address parks and open space including public and civic spaces, provide for innovative treatment of stormwater and drainage, reduce air pollution and greenhouse gases.</td>
<td>Under both alternatives, critical areas would continue to be protected and low impact development techniques promoted through the existing regulatory framework. Compared with Alternative 1, Alternative 2 provides greater specific guidance to promote parks and open space, stormwater and drainage and multimodal measures to reduce air pollution and greenhouse gas emissions.</td>
</tr>
<tr>
<td>3. Land Use: Demonstrate compact and walkable boundaries, accommodate a significant share of jurisdiction’s growth, provide appropriate capacity in residential densities and building intensities, provide a mix of uses, include design standards for pedestrian friendly, transit oriented development.</td>
<td>Both alternatives plan for a walkable urban center with capacity for planned residential and employment growth. A mix of uses and a multimodal transportation system are planned. Alternative 2 plans for specific steps to promote growth consistent with the RGC goals, seeking to catalyze infill and redevelopment and enhance design standards and multimodal transportation systems, which is expected to help achieve growth allocations. Because the No Action Alternative does not include these measures, there is greater risk that future development would not achieve the City’s vision for this area. Using the PSRC’s activity unit calculation as a measure, Alternative 1 would provide an estimated 15,634 additional activity units, Alternative 2 an estimated 17,272 additional activity units.</td>
</tr>
<tr>
<td>4. Housing: State existing and projected housing units; provide for a variety of housing types addressing density standards, affordable housing and special housing needs; include implementation strategies and monitoring program.</td>
<td>All alternatives guide a significant amount of additional housing growth to the Tacoma Mall study area, with the greatest concentration proposed under Alternative 2 (4,444 households) and the least under Alternative 1 (4,040 households). A range of housing densities and types would be accommodated under all alternatives. Alternative 2 calls for monitoring and appropriate actions to ensure availability of affordable housing.</td>
</tr>
<tr>
<td>Vision 2040, Summary of Centers Criteria</td>
<td>Discussion</td>
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<td>-----------------------------------------</td>
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</tr>
<tr>
<td>5. Economy:</td>
<td>All alternatives would accommodate the City’s adopted employment targets for the Tacoma Mall study area. Alternative 2 plans for the largest amount of employment growth, followed by Alternative 1. Alternative 2 also refines zoning, establishes character areas and takes other steps to support economic growth.</td>
</tr>
<tr>
<td>Describe the economic and residential role of the center in the city and region; describe key sectors and industry clusters in the center.</td>
<td></td>
</tr>
<tr>
<td>6. Public Services:</td>
<td>Draft EIS sections 3.7 and 3.8 describe public services and utilities in the Tacoma Mall area. Levels of service as adopted by the City and its partner agencies in delivering public services and utilities would continue to serve as the standard for urban services under both alternatives. In addition, under Alternative 2, planning for some utilities, such as stormwater, would be designed to address specific needs in the study area and may exceed adopted standards.</td>
</tr>
<tr>
<td>Describe existing and planned capital facilities as well as their financing (e.g. sewer, water, gas, electric and telecommunications). Explain strategies to ensure facilities are provided consistent with targeted growth.</td>
<td></td>
</tr>
<tr>
<td>7. Transportation:</td>
<td>Both of the alternatives would support the mobility improvements planned or being considered for the study area. However, under the No Action Alternative, projected increases in vehicular traffic could result in some intersection failures and the current street network is not conducive to efficient bicycle and pedestrian circulation. Comparatively, Alternative 2 includes transportation improvements that focus on bicycle/pedestrian mobility, increase transit service and access, multimodal mobility, and green infrastructure by priority. In addition, the mixed-use land use pattern proposed by Alternative 2 supports greater internal trip capture, which helps to reduce overall trip generation. Collectively, these improvements would support an efficient multimodal transportation system to a greater extent than potential improvements under Alternative 1 (No Action).</td>
</tr>
<tr>
<td>Provide a mix of complementary land uses, provide connectivity, design for pedestrians and bicyclists, provide usable open spaces, manage parking, promote on-street parking, develop an integrated multimodal transportation network, address transit, develop complete streets, develop context sensitive and environmentally friendly streets, develop mode split goals.</td>
<td></td>
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</tbody>
</table>

*As noted in the Affected Environment discussion, the Tacoma Mall RGC was designated in 1995 and these criteria were adopted in 2009. Although the proposal considered in this EIS is not subject to these criteria, they provide a framework for assessing the consistency of the proposal with PSRC policy intent for urban centers.

**Puget Sound Action Agenda**

The proposal is consistent with Puget Sound Action Agenda strategies. Under Alternative 1, water quality measures would be implemented consistent with the City’s adopted regulations and policies. Under Alternative 2, specific measures would be adopted and implemented to promote improved Puget Sound water quality. Please see the description of Alternative 2 in Chapter 2 for description of specific stormwater measure included in Alternative 2.

**Pierce County Countywide Planning Policies**

The proposal is consistent with the Pierce County Countywide Planning Policies (CPPs). Table 3.2-3 summarizes consistency of the alternatives with pertinent CPPs.

### 3.2-3 Consistency with Applicable Pierce County Countywide Planning Policies

<table>
<thead>
<tr>
<th>Policy Topics</th>
<th>Discussion</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Centers</strong></td>
<td>The proposal is consistent with general centers guidelines contained in the CPPs. Both alternatives would support the future growth of the Tacoma Mall RGC as an area of concentrated employment and housing that would serve as a future hub of transit and transportation. Compared with the No Action Alternative, Alternative 2 provides greater guidance for design, transportation and environmental measures to achieve the vision for the RGC.</td>
</tr>
<tr>
<td><strong>Nonindustrial Centers</strong></td>
<td>The proposal is consistent with the overall policies for nonindustrial centers. Because Alternative 2 provides specific guidance for streetscape amenities, transit, nonmotorized transportation, public open spaces and development standards to encourage pedestrian-scaled development, it would provide the greatest opportunity to achieve these elements of the nonindustrial centers policies.</td>
</tr>
<tr>
<td><strong>Tacoma Mall RGC</strong></td>
<td>Both alternatives are consistent with the description of RGCs contained in UGA-31 and meet the planning criteria for RGCs. However, Alternative 2 takes multiple actions to catalyze growth consistent with the RGC goals and is more likely to achieve adopted growth targets, compared with the No Action Alternative.</td>
</tr>
<tr>
<td><strong>Health and Well-being</strong></td>
<td>Consistent with CPP guidance, the proposed subarea plan adopts a health in all policies approach to address physical, social and mental well-being in each planning element. This EIS incorporates consideration of health to address potential impacts of the proposal wherever possible.</td>
</tr>
</tbody>
</table>

*Source: Pierce County, 2014; 3 Square Blocks, 2016.*

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*Internal trip capture is the portion of trips generated by a mixed-use development that both begin and end within the development. The importance of internal trip capture is that those trips satisfy a portion of the total development’s trip generation and they do so without using the external road system (Texas Department of Transportation, 2007).*
**Tacoma 2025**

The proposal is consistent with the vision established in Tacoma 2025. Through the planning process for the Tacoma Mall neighborhood, the core values of opportunity, equity, partnerships and accountability shaped the discussion and helped identify key issues and opportunities for the future. Similarly, the planning process considered the Tacoma 2025 focus areas to ensure that all plan measures support the vision established for each focus area. In addition, the Plan initiates actions to support ongoing community engagement and empowerment.

**Tacoma Comprehensive Plan**

Except as noted below, the proposal is generally consistent with applicable Comprehensive Plan policy guidance. Consistency of the alternatives with goals and policies in the Urban Form, Design and Development, and Economic Development elements is summarized in Table 3.2-4.

### 3.2-4 Consistency with Applicable Tacoma Comprehensive Plan Policies

<table>
<thead>
<tr>
<th>Goals + Policies</th>
<th>Discussion</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Urban Form Element</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Citywide Design + Development</strong></td>
<td>Both alternatives would direct growth to the Tacoma Mall RGC as established by the Comprehensive Plan. Because Alternative 2 provides specific guidance for streetscape amenities, transit, nonmotorized transportation, public open spaces and development standards to encourage pedestrian-scaled development, it would provide the greatest opportunity the development of a compact, completed and connected neighborhood. Alternative 2 would also include design guidelines specific to the Tacoma Mall neighborhood in order to promote high-quality design and to ensure that land use decisions reflect the physical characteristics of the neighborhood.</td>
</tr>
<tr>
<td><strong>Land Use Designations</strong></td>
<td>Both alternatives are consistent with the definition of the Tacoma Mall RGC.</td>
</tr>
<tr>
<td><strong>Centers</strong></td>
<td>Both alternatives would focus growth in the Tacoma Mall RGC consistent with the City’s 2040 growth targets. Alternative 2 proposes an expansion to the RGC that recognizes existing topography, development patterns and existing and proposed transportation improvements, but is not based on a demonstrated sustained level of growth by which the center has maximized its development potential. Accordingly, the expansion of the RGC proposed as part of Alternative 2 is not consistent with Comprehensive Plan Policy UF-2.4. Alternative 2 provides specific policy guidance for achieving the development character, amenities, transitions and functions called for in the Comprehensive Plan’s centers policies. As such it would provide greater opportunity to achieve these policies, compared with Alternative 1.</td>
</tr>
<tr>
<td>Goals + Policies</td>
<td>Discussion</td>
</tr>
<tr>
<td>-----------------</td>
<td>------------</td>
</tr>
<tr>
<td>Tacoma Mall Center</td>
<td>Both alternatives would seek to elevate the Tacoma Mall RGC in its role as a regional center for employment, commercial and public services. Through adoption of a new subarea plan, Alternative 2 supports new momentum in focusing growth in the Tacoma Mall RGC and achieving the transportation and public realm vision described in the Tacoma Mall Center policies.</td>
</tr>
</tbody>
</table>

**Design + Development Element**

<table>
<thead>
<tr>
<th>Design + Development of Centers + Corridors</th>
<th>Both alternatives support the transportation improvements, character, amenities, land use relationship and infrastructure described in the policies. Because Alternative 2 provides specific policy guidance for pedestrian improvements, street network connectivity, landscaping, public gathering spaces, compact development and green stormwater infrastructure, it would provide greater opportunity to achieve these policies, compared with Alternative 1.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Scenic Resources</td>
<td>Under both alternatives, protection of scenic resources would be as established in the City of Tacoma development regulations. Alternative 2 promotes urban design and placemaking actions that reflect topography and views.</td>
</tr>
<tr>
<td>Safer By Design</td>
<td>Both alternatives would promote a sense of safety and positive social interaction as described in the policies. Alternative 2 would include policy guidance for public gathering places and an active public realm, which could further promote a sense of safety. Alternative 2 also makes substantial safety improvements in the transportation system.</td>
</tr>
<tr>
<td>Transitions and Off-Site Impacts</td>
<td>Compared with Alternative 1, Alternative 2 provides for great transitions among high-, medium- and low-intensity development internally, and minimizes the impacts of auto-oriented uses on residential areas. Both alternatives provide for appropriate transitions to the adjacent South Tacoma Manufacturing/Industrial Center (MIC). In particular, it should be noted that, under Alternative 2, the proposed UCX and CIX zones in the RGC expansion area would help buffer residential development in the proposed URX zone from industrial uses in the South Tacoma MIC.</td>
</tr>
<tr>
<td>Healthy Food</td>
<td>Both alternatives would seek to establish the population and employment density and intensity that would support a greater number of grocery stores and neighborhood-based markets that offer fresh produce and healthy foods. Alternative 2 calls for actions to empower the local community to advocate and take actions to promote healthy food availability.</td>
</tr>
</tbody>
</table>

**Economic Development Element**

| Regional Growth Centers | Consistent with the RGCs policies, the proposal considered in this EIS is for a subarea plan for the Tacoma Mall RGC. Both alternatives considered in this EIS would maintain the RGC as a regional retail destination, support businesses that build from current retail attractions and support additional high-density residential infill development. Through adoption of a new subarea plan, up front EIS and proactive infrastructure improvements, as well as through placemaking actions, Alternative 2 may support new momentum in focusing growth in the Tacoma Mall RGC and achieving the economic growth described in the policies. |
## Goals + Policies

<table>
<thead>
<tr>
<th>Manufacturing/Industrial Centers</th>
<th>Discussion</th>
</tr>
</thead>
<tbody>
<tr>
<td>Alternative 1 would not result in the conversion of land designated for industrial development. Alternative 2 would convert approximately 116 acres of land designated as Light Industrial to Tacoma Mall RGC. This area would also be rezoned from M-1 (Light Industrial) to CIX (Commercial Industrial Mixed-Use) and UCX (Urban Center Mixed-Use). Policy ED-6.20 states that comprehensive plan amendments to convert industrial land should be strictly limited, but does not identify criteria for evaluating proposed conversions. In this case, because the proposed CIX zone allows light industrial uses mixed with other uses, it would result in a partial conversion of industrial lands. The proposed UCX zone would result in a conversion of industrial lands. The areas proposed for CIX and UCX zoning are adjacent to proposed URX (Residential/Commercial Mixed-Use) zones, which are intended primarily for residential development. The proposed zoning changes would help buffer residential development in the RCX zones from industrial uses in the South Tacoma MIC, allowing a gradual transition between the industrial and residential areas, consistent with Comprehensive Plan Goal DD-9 and Policy DD-9.6. Because this change would enhance consistency with an adopted Comprehensive Plan goal and policy, the City concludes that it is also consistent with policy guidance established in Policy ED-6.8.</td>
<td></td>
</tr>
</tbody>
</table>

Source: City of Tacoma, 2016; 3 Square Blocks, 2016.

### Tacoma Environmental Action Plan

The proposal is consistent with environmental direction established in the EAP. In particular, Alternative 2 would contribute to the furthering EAP goals with respect to transportation, natural systems, air and local food, and climate resilience as described below:

- **Transportation.** Proposed transportation measures would increase access to multimodal options, help to minimize greenhouse gas emissions and air pollution levels, and set priorities for the movement of people and goods.

- **Natural systems.** The proposal seeks to increase green open space and tree canopy, enhance stormwater quality and promote low-impact development.

- **Air and local food.** As noted above, proposed measures to increased multimodal transportation options, increase green open space and expand the tree canopy would support city air quality goals. With respect to local food, the proposal seeks to recruit and promote affordable food sources, such as a local grocery store, local food bank or farmers market.

- **Climate resilience.** Please see the discussion of the Tacoma Climate Action Plan, below.

### Tacoma Climate Action Plan

The proposal is consistent with the direction established in the Climate Action Plan. Both alternatives would help implement smart growth principles, including compact, transit-oriented development in the Tacoma Mall RGC. In addition, Alternative 2 specifically promotes increased green open space, improved pedestrian and bicycle...
access, green stormwater infrastructure, and increased mobility while decreasing
dependence on private vehicles. This leads to air and water quality improvements,
increased public health and other benefits. In addition Alternative 2 establishes tree
canopy goals. Both alternatives seek to promote regional conservation through Transfer
of Development Rights (TDRs). Alternative 2 makes this more likely by taking a range
of actions to catalyze growth that could seek to utilize the height bonus through TDRs.
Additionally, the downzoning in parts of the study area proposed under Alternative 2
could increase developer demand for TDR credits.

**Tacoma-Pierce County Board of Health Resolutions**
The proposal is consistent with the Board of Health Resolutions by integrating health
impacts and benefits in this EIS. Alternative 2 could provide many health benefits,
such as promoting physical activity through improved pedestrian and bicycle access,
fostering social interaction through better provision of parks and gathering spaces, and
improving walking conditions and air quality through increased tree canopy. Alternative
2 could also better address social and economic root causes of health by providing
better access to a variety of affordable housing, living wage jobs, healthy foods,
recreation opportunities and transportation choices.

### 3.2.4 MITIGATING MEASURES

**INCORPORATED PLAN FEATURES**
Mitigation contained in plans and policies adopted or planned for adoption as part of
the proposed action:

- Both alternatives would accommodate the 2040 growth targets for housing and
  employment identified in the Comprehensive Plan, as well as the future vision for
  land use, housing and community character in the Tacoma Mall RGC.

**REGULATIONS + COMMITMENTS**
Mitigation contained in regulations or other requirements adopted or planned for
adoption as part of the proposed action:

- As required by the GMA, the City will submit the new Subarea Plan and updated
  regulations to the WA Department of Commerce for review and comment by the
  state prior to final adoption.
- Consistent with PSRC’s processes for designated RGCs, the City will submit the
  proposed Subarea Plan and RGC boundary expansion to PSRC for review and
  approval prior to final adoption.

**OTHER PROPOSED MITIGATION MEASURES**
Any other mitigation not contained in the categories above:

- In order to achieve consistency with Comprehensive Plan policy UF-2.4, the policy
  should be revised concurrent with the proposed future expansion to the RGC to
  recognize the topographic, transportation and land use features that are the basis
for the proposed expansion. Alternatively, the City could elect to maintain the existing policy and not expand the RGC as proposed.

- Proposed development standards should be reviewed to ensure consistency with adopted comprehensive plan policy guidance.

### 3.2.5 SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS

No significant unavoidable adverse impacts on plan and policy consistency are anticipated.
3.3 Housing

3.3.1 INTRODUCTION
This section provides information on existing housing conditions within the study area. It includes a discussion of housing stock, housing costs, affordable housing and existing housing policy and development regulations. Because nearly all housing in the study area is within the RGC, housing data for the RGC is assumed to represent the entire study area. Of approximately 1,900 housing units in the study area, only 20 are estimated to be outside the RGC (Fehr & Peers, 2016).

HOUSING STOCK
The study area comprises roughly 1,900 housing units representing about 2% of the entire City of Tacoma housing stock (PSRC, 2014). Analysis based on 2015 data from the Pierce County Assessor-Treasurer shows that the type of housing built in the study area has changed over time (Community Attributes, 2016). From the early- to mid-1900s, the primary type of housing built was single-family detached. In the mid-1900s, single-family attached housing such as duplexes, triplexes and townhomes, as well as multifamily housing, began to be built (Figure 3.3-1 and Figure 3.3-2). A construction boom occurred between 2000 and 2010. During that time, the number of housing units nearly doubled (PSRC, 2014), and new construction focused on multifamily and single-family attached housing such as townhomes, duplexes and triplexes (Community Attributes, 2016). Current permitting trends indicate continued growth in multifamily housing; city permit records show that between 2010 and 2015, twelve permits were issued for multifamily apartment developments on nine parcels in the study area Madison and Tacoma Mall Districts.

Today over three-quarters of housing units in the study area are multifamily (Table 3.3-1). Single-family detached housing makes up only 8% of total housing units and is concentrated in the Madison District and Lincoln Heights District residential neighborhoods.
**Figure 3.3-1. Single-Family Housing by Year Built**

Source: Community Attributes, 2016, based on Pierce County Assessor data on building records through 2015.

**Figure 3.3-2. Multifamily Housing Units by Year Built**

Source: Community Attributes, 2016, based on Pierce County Assessor data on building records through 2015.
### Table 3.3-1  Housing Units by Type

<table>
<thead>
<tr>
<th>Type</th>
<th>% of Housing Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>Multifamily</td>
<td>76</td>
</tr>
<tr>
<td>Low-Rise Apartments (3 stories or less)</td>
<td>44</td>
</tr>
<tr>
<td>Apartments (4 stories or more)</td>
<td>26</td>
</tr>
<tr>
<td>Multifamily 4–8 Units (2 stories or less)</td>
<td>6</td>
</tr>
<tr>
<td>Single-Family</td>
<td>24</td>
</tr>
<tr>
<td>Duplex/Triplex</td>
<td>13</td>
</tr>
<tr>
<td>Single-Family Detached</td>
<td>8</td>
</tr>
<tr>
<td>Townhome</td>
<td>3</td>
</tr>
</tbody>
</table>

Source: Community Attributes, 2016.

Apex Apartments, Mall District

Pacifica Apartments, Mall District

Townhomes, Madison District

Fourplex, Madison District
Housing costs in the study area are low compared with those of the City and Pierce County, with 84% of housing units in the study area costing below $1,500 per month compared with 66% in the City and 60% in the County for the same housing cost (Community Attributes, 2016).

Most people living in the study area are renters, and the majority of multifamily units are for rental occupancy (PSRC, 2014). As shown in Table 3.3-2, the majority of renters pay under $1,000 per month in combined average rent and utility payments. About a third of renters pay $1,000-$1,500 per month. About 2% pay over $1,500 (PSRC, 2014). Average rental rates may increase in the future as a result of new luxury apartment developments, such as the Pacifica.

### Table 3.3-2 Gross Rental Costs

<table>
<thead>
<tr>
<th>Percent of Renters</th>
<th>&lt; $500</th>
<th>$500-$999</th>
<th>$1,000-$1,500</th>
<th>$1,500-$2,000</th>
<th>$2,000+</th>
<th>No Cash Rent¹</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1</td>
<td>61</td>
<td>30</td>
<td>2</td>
<td>0</td>
<td>6</td>
</tr>
</tbody>
</table>

*Note 1: No cash rent refers to renter-occupied housing units without payment of rent. The unit may be owned by friends or relatives who live elsewhere and who allow occupancy without charge. Rent-free houses or apartments may also be provided to compensate caretakers, ministers or others.*


Multifamily housing vacancy rates in the study area were high during the early 2000s, but recently dropped significantly, suggesting that the rental market may be getting tight, which could in turn lead to price increases (Figure 3.3-3).

Source: Community Attributes, 2016.

Homeownership rates in the study area are low. Seventeen percent of households in the study area are homeowners, compared with 52% in the City and 62% in Pierce County (Community Attributes, 2016). The cost of owning a home in the study area is relatively affordable for the region. Over 90% of owner-occupied units are valued at less than $300,000, and 44% are valued at less than $200,000 (Table 3.3-3).
AFFORDABLE HOUSING

The need for housing affordable to all community members is an issue facing Tacoma, the Puget Sound region and many other metropolitan areas across the United States. Lack of affordable housing is a significant social determinant of health. Affordable housing can help to reduce involuntary displacement and help to address homelessness, and as a result can have positive impacts on mental well-being.

Twenty-three percent of households in the study area are below the poverty level (PSRC, 2014), and high demand exists for housing affordable to people who have low and very-low incomes.

The generally accepted definition of affordability is for a household to pay no more than 30% of its gross income on housing, including utilities. Households paying over
this amount are considered cost burdened. As shown in Table 3.3-4, 46% of the households in the study area spend more than 30% of their income on housing. Of this 46%, over half spend more than 50% of their income on housing, which the US Census Bureau identifies as a “severe housing cost burden” (PSRC, 2014). This suggests the need for more affordable housing in the study area, despite the fact that housing costs in the study area are already low in comparison with the City and Pierce County. It also suggests that a significant number of households may be at risk of displacement or homelessness if their income were to decline or housing costs were to increase.

Table 3.3-4  Income Spent on Housing

<table>
<thead>
<tr>
<th>Percentage of Households</th>
<th>30% or Less</th>
<th>30%–50%</th>
<th>&gt; 50%</th>
<th>Not Computed</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>48</td>
<td>19</td>
<td>27</td>
<td>5</td>
</tr>
</tbody>
</table>


Annual and monthly affordable housing costs for low- and very-low-income Tacoma households were estimated based on the assumption that low-income households earn 80% to 50% of the median income for Pierce County, and that very-low-income households earn 50% or less (Table 3.3-5). This is consistent with income definitions used for federal housing assistance programs (HUD, 2015). The estimates also assume that housing costs of 30% or less of household income are affordable. Comparing these estimates with the rental costs for the study area show in Table 3.3-2, a significant portion of the rental market is affordable to low-income households. Access to affordable housing for very-low-income households appears more limited.

Table 3.3-5  Estimated Affordable Housing Costs for Low- + Very-Low-Income Tacoma Households

<table>
<thead>
<tr>
<th></th>
<th>Annual Cost</th>
<th>Monthly Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Low-Income Households</td>
<td>$14,210 to $8,880</td>
<td>$1,180 to $740</td>
</tr>
<tr>
<td>Earning 80% to 50% of Pierce County median income¹</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Very-Low-Income Households</td>
<td>$8,880 to $0</td>
<td>$740 to $0</td>
</tr>
<tr>
<td>Earning 50% or less of Pierce County median income¹</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Note 1: Pierce County’s median household income is roughly $59,200, based on US Census Bureau American Community Survey 2013 5-year estimates.
Source: 3 Square Blocks, August 2015.

Affordable + Special Needs Housing Developments

Housing developments within the study area that currently provide affordable housing were identified using data from PSRC’s Subsidized Housing Database and by contacting housing development managers. Two private developments were identified
that offer affordable housing for seniors and people with disabilities, the Vintage at Tacoma and Cascade Park Gardens. The Vintage was built with tax credits that require capped rents as defined by the State of Washington, and Cascade Park Gardens offers affordable units registered with the State. Both buildings are located in the Madison District—Cascade Park Gardens is just outside the border of the current RGC, but within the study area. The Vintage at Tacoma has 230 units for seniors over 55 years old and Cascade Park Gardens has 114 units. In addition to providing affordable housing units for seniors, Cascade Park Gardens also offers memory care and assisted living services for people with disabilities.

![The Vintage at Tacoma](image1.jpg)  ![Cascade Park Gardens](image2.jpg)

**HOUSING POLICY GUIDANCE**

Housing policy guidance for the study area is provided by Tacoma’s 2040 Comprehensive Plan, Tacoma’s Consolidated Plan (which provides a five-year framework for addressing housing, human services, community and economic development needs), the Pierce County Countywide Policies and Vision 2040. These policies are designed to ensure that there is sufficient development capacity to accommodate 2040 housing growth targets, that healthy and safe housing stock is built, and that a wide range of housing options are available to accommodate the needs of diverse populations, including people who are low-income, have special needs or require transitional housing.

Policy H-4.2 in Tacoma’s 2040 Comprehensive Plan calls for ensuring that at least 25% of the City’s housing targets are affordable to households earning 80% or less of area median income. This is consistent with the Pierce County Countywide Policies and Vision 2040. Given the population growth targets for both the study area and the RGC, in order to meet this policy guidance roughly 1,000 of the new housing units constructed between now and 2040 would need to be affordable to households earning 80% or less of area median income.

**EXISTING HOUSING REGULATIONS**

A wide range of housing types are permitted under current zoning in the study area (TMC 13.06.300–400). The majority of the study area is within one of the following X-District zones: UCX, RCX and NCX. Residential uses allowed in all of these zones
include single-family, single-family attached, multifamily, group homes and accessory dwelling units. The other zone in the study area is M-1, and part of this zone is within the South Tacoma Manufacturing/Industrial Center zoning overlay. Mixed-use multifamily housing is allowed in the M-1 zone; the only type permitted in M-1 zone within the overlay is workers’ housing. Additionally, in the Tacoma Mall RGC density bonuses are available in exchange for including 25% or more residential in mixed-use buildings, under the City’s X-District Bonus Program (TMC 13.06.300).

**Affordable Housing Development Incentives**

Affordable housing incentives are included in the City’s Municipal Code. Chapter 1.39 of the City’s Municipal Code outlines incentives that could help to encourage affordable housing in the study area. These include financial incentives such as expedited permit processing and fee reductions for developments providing affordable units. These incentives are resource dependent and are not guaranteed.

In addition, the City’s Multifamily Tax Exemption Program creates incentives for multifamily and affordable housing development in Tacoma’s mixed-use centers. The program offers an 8-year tax exemption for all multifamily developments, and a 12-year tax exemption in exchange for incorporating at least 20% affordable units in multifamily developments. Under the program, affordability is defined as 80% or less of Area Median Income (City of Tacoma, 2016).

### 3.3.2 SIGNIFICANT IMPACTS

**IMPACTS COMMON TO BOTH ALTERNATIVES**

**2040 Growth Targets + Jobs Housing Balance**

Anticipated 2040 housing growth is similar for both alternatives. Under Alternative 1, the 2040 growth target for the RGC is 4,040 new housing units. Under Alternative 2, the proposed study area growth target is 4,444 new housing units. The zoning regulations studied under both alternatives would provide more than adequate development capacity for either alternative.

The 2014 Pierce County Buildable Lands Report contains an estimate of the development capacity in the RGC based on current zoning, and finds that the RGC has the capacity to accommodate an additional 49,862 people, or 24,931 new housing units assuming two people per household (Pierce County, 2014). This is over six times the capacity needed under Alternative 1 for future housing growth. Alternative 2 proposes an expansion of the RGC and changes to the City’s zoning regulations for the study area in order to focus growth in the existing commercial areas and to maintain moderate and moderate to low development intensity in the balance of the study area. To understand how these changes would impact future growth, the City generated an estimate of the
development capacity that would exist under Alternative 2 using the same methodology as was used for the 2014 Pierce County Buildable Lands Report. Based on this estimate, there would be capacity to accommodate an additional 46,304 people, or 23,152 housing units. This is over five times the capacity needed for the Alternative 2 housing growth targets. Enough housing units can be built on vacant or redevelopable lands within the RGC or study area to accommodate targeted future population growth.

With an existing jobs-to-housing balance in the study area of roughly four to one, existing land use is heavily weighted toward jobs. This balance would shift to be closer to two and a half to one under the alternatives (Table 3.3-6). The alternatives’ 2040 growth allocations would roughly triple the number of existing housing units and double the number of jobs, creating a neighborhood environment that, while still weighted toward jobs, is somewhat more balanced between jobs and housing.

**Table 3.3-6 Current + Targeted 2040 Jobs Housing Balances**

<table>
<thead>
<tr>
<th></th>
<th>Current</th>
<th>2040 Target</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Jobs Housing Balance</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>RGC</td>
<td>3.81</td>
<td>2.49</td>
</tr>
<tr>
<td>Study Area</td>
<td>4.38</td>
<td>2.63</td>
</tr>
<tr>
<td><strong>Total Jobs</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>RGC</td>
<td>7,171</td>
<td>14,726</td>
</tr>
<tr>
<td>Study Area</td>
<td>8,290</td>
<td>16,675</td>
</tr>
<tr>
<td><strong>Total Households</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>RGC</td>
<td>1,881</td>
<td>5,920</td>
</tr>
<tr>
<td>Study Area</td>
<td>1,894</td>
<td>6,336</td>
</tr>
</tbody>
</table>

*Note: Assumes two people per household.*

*Source: 3 Square Blocks, May 2016.*

**Housing Types**

Zoning regulations studied under both alternatives allow for a variety of housing types ranging from single-family to multifamily to group housing. Existing housing development throughout the study area reflects the allowed range of housing types, with low to medium building intensities throughout. For example, existing development typically has fewer stories or smaller footprints than the maximum allowed under current zoning. The building envelope for residential development in the study area will likely increase in size and scale over time, in order to accommodate planned growth and to fully utilize building height and bulk permitted through the City’s development regulations.
Affordability

Housing in the study area is currently affordable compared with affordability in the City and Pierce County as a whole. Housing costs and home values may rise under the alternatives as development patterns intensify and older housing stock is replaced. It is possible that some residents may be displaced or choose to move elsewhere due to factors such as increasing rental costs, increasing property valuation, and redevelopment of existing rental units. At the same time, new housing development would increase the overall housing inventory, which could help limit upward pressure on rental prices. The City’s current affordable housing development incentives, discussed earlier in this section, could also help to ensure an adequate inventory of affordable housing.

Of the two affordable housing developments in the study area, the Vintage at Tacoma and Cascade Park Gardens, neither is likely to redevelop in the near future. Neither is located on property identified as underutilized (see Figure 3.1-3 in Section 3.1—Land Use). Also, the Vintage at Tacoma was recently constructed, suggesting it is likely to remain in the neighborhood for some time. As the population of the study area grows, there will likely be additional demand for affordable and special needs housing facilities.

IMPACTS OF ALTERNATIVE 1 (NO ACTION)

Alternative 1 assumes significant development on a project-by-project basis within current RGC boundaries consistent with existing development regulations.

2040 Growth Targets

Current residential development trends in the RGC are for lower intensities than allowed under current zoning. The gap between allowed and existing intensities creates uncertainty about the nature of future development. Long-term future development trends will depend on many factors including those that cannot be predicted; given current development trends, however, under the No Action Alternative, future residential development activity possibly would not meet the City’s 2040 growth target for the Tacoma Mall RGC. See Section 3.1—Land Use for additional discussion.

Madison + Lincoln Heights Residential Neighborhoods

Existing zoning regulations allow for mixed uses throughout the RGC, with no areas zoned exclusively for residential uses. The RGC includes two existing residential neighborhoods. The Madison District residential neighborhood was established in the early 1900s, and the Lincoln Heights District residential neighborhood was established around World War II. Over time the character of both neighborhoods has changed. The Madison neighborhood has transitioned from predominantly single-family homes to a mix of single-family, single-family attached and multifamily housing types. The Lincoln Heights neighborhood has decreased in size due to partial redevelopment of the original neighborhood with commercial and public uses. Under existing zoning regulations, these types of changes could continue to occur. Land uses within both
impacts of alternative 2
alternative 2 assumes that significant development will occur incrementally over time in the study area under the proposed future land use plan, zoning and regulatory changes, public infrastructure improvements and policy guidance described in chapter 2.

2040 growth targets
as discussed under alternative 1, long-term residential development trends depend on a wide range of factors and are difficult to predict. however, alternative 2 has features that could create development incentives and increase the likelihood of meeting the 2040 housing growth targets. under alternative 2, new zoning standards would provide greater detail and a higher level of certainty about the types of uses and building intensities allowed in specific locations within the study area compared with current zoning. new design standards would require more street trees and are designed to improve aesthetics and sense of place for the study area. proposed major infrastructure improvements to multimodal transportation, stormwater, and parks and open space would improve quality of life. policies in the subarea plan would support attracting additional services and amenities to the neighborhood, increasing safety, strengthening the neighborhood’s identity and integrating more arts and culture into the neighborhood. area-wide environmental review standards would be adopted as described in this eis to streamline the permitting process. collectively, these measures could support and encourage increased residential development in the study area.

madison + lincoln heights residential neighborhoods
the urx zoning designation proposed under alternative 2 would help protect the study area's two established residential neighborhoods, madison and lincoln heights, designating them for residential uses. housing types in these neighborhoods would likely intensify over time, but the neighborhoods would remain residential enclaves in the tacoma mall mixed-use urban center, providing housing choices for people who prefer to live in residential areas, including existing residents.

expansion area
the city proposes to expand the tacoma mall rgc under alternative 2 to include areas currently zoned m-1 and to rezone these areas to ucx and citx, as described in chapter 2. this would significantly increase the range of housing types allowed in the expansion area. also, action h-3 in the draft subarea plan call for encouraging live/work, artist studio housing in the portion of the expansion area proposed to become part of the northwest district. if this action were successfully implemented it would introduce a new type of housing to the study area, increasing housing choice.
Affordability

The discussion of housing affordability under Common to All Alternatives applies to Alternative 2; additionally, Alternative 2 has unique characteristics that could affect the real estate market. Planned improvements to the public realm such as new parks, sidewalks and street trees could potentially lead to increased housing demand in the study area. The creation of a more cohesive land use pattern and development of four distinct character districts envisioned under Alternative 2 could also affect housing costs. It is difficult to accurately predict future real estate market conditions in the study area because many additional unknown factors would be at play including the state of the economy, real estate development in competing housing markets, and changes in housing preferences over time.

The draft Subarea Plan includes police guidance to mitigate potential affordability impacts, including involuntary displacement of current low-income residents. Goals and actions in the Housing Chapter call for maintaining affordability and a wide range of quality housing choices in neighborhood. Actions H-6 through H-9 specifically address affordability. Action H-6 calls for meeting with developers and housing partners to discuss potential housing strategies for ensuring that at least 25% of new housing built in the Tacoma Mall Neighborhood is affordable to households earning 80% or less of Pierce County area median income. Action H-7 calls for seeking input from developers and housing partners to ensure that development standards for the Tacoma Mall Neighborhood make it simple and cost effective for developers to build moderately and affordably priced housing. Action H-8 calls for working with partners to identify opportunities for very low and special needs housing. Action H-9 calls for monitoring the supply of affordable housing and maintaining no net loss of the current stock; if this performance standard is not met Action H-9 calls for exploring additional steps the City can take to improve housing affordability outcomes. The impacts of these policies will depend upon how they are implemented, but could have a positive impact on affordability.

Additionally, the transportation improvements proposed in the Subarea Plan could help to reduce the cost burden of living in the Tacoma Mall Neighborhood. The Plan includes transportation projects and policies designed to expand transportation choices throughout the study area through complete streets, bicycle network improvements, increased intersection frequency and enhanced transit service. Transportation costs often make up a significant portion of household expenditures. By promoting these transportation choices, the Subarea Plan could have a positive impact on the affordability of the neighborhood.

3.3.3 MITIGATING MEASURES

INCORPORATED PLAN FEATURES
Mitigation contained in plans and policies adopted or planned for adoption as part of the proposed action:
• Under Alternative 2, the Subarea Plan includes specific policy strategies for promoting affordable housing, including working with partners to ensure that 25% of new housing built in the study area is affordable to households earning 80% or less of Pierce County median income, that development standards enable construction of moderately and affordably priced housing, for identifying opportunities for very-low and special needs housing, and for monitoring the supply of affordable housing and maintaining no net loss of the current stock.

• Under Alternative 2, the transportation improvements proposed under the Subarea Plan could reduce transportation costs for neighborhood residents, which could have a positive impact on housing affordability.

• Under both alternatives, the City’s Comprehensive Plan provides guidance to ensure that at least 25% of the City’s housing targets are affordable to households earning 80% or less of area median income.

**REGULATIONS + COMMITMENTS**

*Mitigation contained in regulations or other requirements adopted or planned for adoption as part of the proposed action:*

• Under Alternative 1, existing zoning regulations allow for a wide range of housing types.

• Under Alternative 2, proposed zoning designations would allow for a wide range of housing types.

• Under both alternatives, the City’s Multifamily Tax Exemption Program enhances incentives for affordable housing development in the RGC, and Chapter 1.39 of the City’s Municipal Code outlines other incentives that could be used by the City in the future to encourage affordable housing in the study area, if resources are available to implement them.

**OTHER MITIGATION MEASURES**

*Any other mitigation not contained in the categories above:*

• Under Alternative 1, consider a new commitment similar to that proposed under Alternative 2 to monitor housing trends to evaluate whether they support the 2040 growth targets and City and regional housing goals, and consider regulatory changes or other measures if needed.

• Under both alternatives, consider updating the X-District Height Bonus Program to include affordable housing incentives in the Tacoma Mall RGC.

**3.3.4 SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS**

No significant unavoidable adverse housing impacts are anticipated under either alternative.
SOURCES
Cascade Park Gardens, Personal communication with staff, December 2015.
City of Tacoma, 2040 Comprehensive Plan, August 2015.
City of Tacoma, Municipal Code, Sections 13.06.300–400, Revised September 2016.
City of Tacoma, Permit data provided by staff, August 2015.
Community Attributes Inc. (CAI), Existing conditions analysis for the Tacoma Mall Neighborhood Subarea Plan, January 2016.
Fehr & Peers, Transportation Analysis Zone data from transportation model for Tacoma, January 2016.
Pierce County Planning and Land Services, Buildable Lands Report, June 2014.
Puget Sound Regional Council (PSRC), Centers Monitoring Report, February 2014.
PSRC, Subsidized Housing Database, Updated 2013.
Vintage at Tacoma, Personal communication with staff, August 2015.
3.4 AESTHETICS + URBAN DESIGN

3.4.1 EXISTING CONDITIONS

AREA CONTEXT

The study area was developed with urban land use patterns beginning in the late 1800s and continuing to present day. The design and appearance of existing buildings and infrastructure in the study area are reflective of the different periods in which they were constructed and the development regulations then in place. In the early 1800s much of the study area was farmland or was undeveloped (ESA, 2016). By the 1870s, a railroad corridor was built along the western edge of the study area and buildings were constructed along it related to rail activities—to this day the corridor remains a hub for services related to transportation and industry. Through the mid-1900s small scale single-family homes and traditional street grids developed within the study area, including in the Madison District residential neighborhood (City of Tacoma, 2016).

View north along Pine Street across the Nalley Valley

Bradken Fabrication, a machine shop located in the study area
Beginning around the mid-1900s, a building boom resulted in a wider range of land uses and building types throughout the study area, including more-auto-oriented commercial and industrial uses with generally larger parcel and building sizes. Street design also changed from the traditional grid style to more curvilinear and discontinuous streets. The Lincoln Heights residential neighborhood was built during this time, with urban design typical of suburban development around World War II. In 1965 the Tacoma Mall was built. Designed by nationally recognized architect John Graham, Jr., the mall was a catalyst project that turned the study area into a regional destination and that sparked additional retail and office development, including large shopping centers anchored by big-box retailers (ESA, 2016).

Much of the study area’s commercial building stock was built during the 1960s. New commercial construction has occurred at a slower pace since then, with the amount of new space built declining each decade since 1990 (CAI, 2015). Industrial stock in the study area is also aging; most was built between the 1940s and the 1990s, and there has been no new construction since then. There was a housing boom in the 1940s during which time the mix of housing types in the study area became more diverse with the introduction of single-family attached and multifamily structures. There was another housing boom in the 2000s in which these were the primary types of new development. Today most housing stock falls into one of these two categories. In recent years two new luxury apartment developments have been built, the Apex and the Pacifica. Other recent development activity has been for additions and improvements to the Tacoma Mall and other existing large-format retail in the study area (CAI, 2015).

**EXISTING CHARACTER**

As discussed in Chapter 2, the study area can be divided into four districts whose boundaries align with features of urban form. Two major arterials, S. 38th St. and S. Pine St., divide the study area into quarters. I-5 forms its eastern border. A low bluff above S. Tacoma Way along the western boundary of the study area
Way defines parts of its northern and western borders. A large cemetery defines part of its southern border. The thumbnail at right shows the four districts. The defining features of each district are summarized in Table 3.4-1.

Table 3.4-1 District Features

<table>
<thead>
<tr>
<th>District</th>
<th>Land Use Character</th>
<th>Urban Pattern</th>
<th>Streetscape + Public Realm</th>
</tr>
</thead>
<tbody>
<tr>
<td>Madison District</td>
<td>Primarily single-family attached and low-rise multifamily uses, with commercial</td>
<td>Primarily small parcel sizes, narrow blocks, small scale buildings</td>
<td>Partially complete traditional neighborhood street grid with alleys, access to community garden, park and multiuse trail</td>
</tr>
<tr>
<td></td>
<td>and light industrial uses in the north and west</td>
<td></td>
<td></td>
</tr>
<tr>
<td>North-west District</td>
<td>Commercial, industrial and public uses</td>
<td>Large parcel and block sizes with dispersed large-scale development</td>
<td>Limited street network, topography restricts access</td>
</tr>
<tr>
<td>Lincoln Heights District</td>
<td>Single-family attached, low-rise multifamily, commercial, industrial and public</td>
<td>Small-scale urban pattern in residential neighborhood, larger-scale commercial and industrial urban pattern in other areas</td>
<td>Discontinuous and curvilinear streets, access to neighborhood park</td>
</tr>
<tr>
<td></td>
<td>uses</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mall District</td>
<td>Retail uses anchored by regional mall, with a mix of residential, office and public</td>
<td>Large parcel sizes, big box retail, large scale parking areas with few connections, hill with</td>
<td>Limited street network, informal vehicle and pedestrian access in parking lots, access to private gathering spaces in the Tacoma Mall</td>
</tr>
<tr>
<td></td>
<td>uses</td>
<td>vacant land, disparate scales in areas with mixed uses</td>
<td></td>
</tr>
</tbody>
</table>

Source: 3 Square Blocks, 2016

Madison District

Land Use Character

The Madison District is primarily residential with a mix of single-family detached housing; single-family attached housing such as duplexes, triplexes and townhomes; and multifamily housing including apartments and other developments with more than four units. The residential neighborhood occupies most of the district, with the exception of the nonresidential uses developed along S. 38th St. and a portion of S. Pine St. Near S. 38th St., land uses include a mix of public, commercial and light industrial uses. This is also true of the western border of the district for the study area. The western border of the current RGC does not extend as far west and is defined by residential uses. Vacant lots are distributed throughout the district.
Urban Pattern

The urban pattern of the district reflects its history as a single-family residential neighborhood that was established in the early 1900s, with consistent and small block and parcel sizes. The average parcel size is 0.21 acres and parcels range in size from 0.02 acres to 5.30 acres, with the smallest parcel sizes for townhome units (3 Square Blocks, 2015). The average block size of the original street grid was approximately 4 acres (3 Square Blocks, 2016); many blocks remain this size while others have expanded due to vacated rights-of-way. Figure 3.4-1 shows parcel and block sizes.

The bulk and scale of buildings in the district has transitioned over time, changing from small single-story detached homes to a mix of larger-sized building types. Single-family attached buildings such as duplexes, triplexes and townhomes replicate some of the elements of the remaining single-family homes in the neighborhood, such as small-scale design and pitched roofs, but they generally have larger building envelopes and some have primary entrances oriented to alleys rather than streets. Most apartment buildings in the district are a story or two taller than single-family detached and single-family attached buildings, and have larger building footprints and envelopes. The mix of commercial, public and light industrial buildings in the northern and western portions of the district generally have larger building footprints and private parking areas than the apartments, while being closer in height to the single-family and single-family attached buildings.

Streetscape + Public Realm

The district has a partially complete traditional neighborhood street grid with alleys, shown in Figure 3.4-2. Areas of the street grid with small block sizes and high intersection density contribute to the human-scale character of the district. The grid’s intersection density and overall connectivity has decreased over time due to vacation of public rights-of-way. One example of this is along S. 47th St. where parcels have been assembled to create development sites for large apartment complexes.

The majority of street infrastructure in the district is aging and was built under prior standards that required fewer pedestrian- and environmentally friendly design elements than current City requirements. Many street segments have poor pavement conditions, wide travel lanes, and lack sidewalks, crosswalks, curbs, gutters, designated on-street parking areas and street trees. Overhead powerlines are also a prominent visual feature in the district. Some recent right-of-way improvements have been made concurrent with new development; these are generally located along the frontage of newer buildings.

In addition to public rights-of-way, the public realm in the district includes the 40th Street Community Garden and a portion of South Park including the Water Flume Trail just outside the RGC boundary. The Madison School is also located in the district; it provides specialized educational programming and there is limited public access to school facilities and grounds. These three facilities provide the primary green features in the district. Other green features include landscaped areas around the edges of private and public buildings, and private gardens. The southern portion of South Park
and the privately owned Tacoma Cemetery are the nearest green spaces of significant size; they are adjacent to the study area’s southwest border and provide visual access to nature.

*Images of the Madison District*

**Northwest District**

**Land Use Character**

Commercial and industrial are the primary land uses in the Northwest District. Land uses are organized around S. 38th and a low bluff in the northwestern corner of the district. Retail centers are located along S. 38th St. and a mix of office, retail and industrial uses are located between S. 38th St. and the top of the bluff. Industrial and commercial uses are located at the toe of bluff along S. Tacoma Way. Public uses and vacant lands are interspersed with the industrial uses in the district.
**Urban Pattern**

The district has large block and parcel sizes that reflect its current land use and street patterns. The average parcel size is 0.81 acres, and parcel sizes range from 0.10 acres to 15.37 acres (3 Square Blocks, 2016). The building pattern is dispersed in the district, as shown in Figure 3.4-3. Paved and gravel parking areas predominate. Buildings have large footprints and are generally one to two stories tall.

**Streetscape + Public Realm**

The District is bounded by major streets that provide a high level of automobile access to and from district edges. Street connectivity within the District is limited; there is no east–west through street and only one continuous north–south through street. There is informal vehicle and pedestrian access through private parking lots in the district. Sidewalk character is fair to good, although some streets are missing sidewalks (see Section 3.6—Transportation for more information). Most streets do not have street trees.

The majority of the District lacks green features such as trees and other landscaping. One exception is the vegetated slope in the northwestern corner of the District; it is interrupted by buildings and paved areas but is a recognizable natural feature. Other green features in the District include limited landscaping around parking areas and around the edges of buildings. The district currently has no parks.

**Lincoln Heights District**

**Land Use Character**

There is a wide range of land uses in the Lincoln Heights District including single-family detached, single-family attached, public, commercial and industrial uses. Residential uses are concentrated in the Lincoln Heights residential neighborhood, extending southeast from the northwest corner of the RGC boundary and including the public Lincoln Heights Park. Public uses also include the Tacoma Police Department’s headquarters and fleet buildings along the western border of the district, and the Pierce County Annex Campus in the northern part of the district. Commercial uses are located along the western, southern and eastern edges of the district with access to
major roads. They consist primarily of destination large format retailers and shopping centers. Industrial uses are located north of S. 35th St., around the Pierce County Annex Campus. With the exception of some vacant property in the Lincoln Heights residential neighborhood, the majority of this District is developed.

**Urban Pattern**

There is variation among parcel and building sizes within the district. Parcel sizes and building footprints and envelopes in the Lincoln Heights residential neighborhood are much smaller than in other areas of the District. Buildings are also generally taller in areas outside the residential neighborhood, but most are under three stories.

**Streetscape + Public Realm**

The street pattern reflects the topography and the development history of the district. There is a hill in the center of the district and Montana Avenue, S. California Avenue and S. Steele St. generally run along the edges of the hill. Low bluffs in the northern portion of the district limit transportation access. Both of these topographic features limit vehicle and pedestrian visibility. Streets within the Lincoln Heights residential neighborhood are curvilinear, reflective of the World War II era in which they were built. As residential uses have been replaced by commercial and public uses in this district, the existing Lincoln Heights residential neighborhood and its distinctive curvilinear street network represents the remaining residential community that once occupied much of the district. Redevelopment in the south half of the district has resulted in street vacations, increased block sizes and a disconnected street network. There is also a lack of connection across S. 35th St. within the district.

Most streets in the district have sidewalks in fair to good condition, although some areas, primarily the residential neighborhood, are missing sidewalks. Public street trees and mature trees on private property are adjacent to streets.

The Lincoln Heights district has more green features compared with the other districts. It contains Lincoln Heights Park, a neighborhood park that serves as the primary public space in the district, as well as two undeveloped open space properties with grass and trees owned by Metro Parks Tacoma. Steele St. limits access to the park for residents living to the west of the street, due to its busy traffic, limited pedestrian crossings and change in gradient. Most private residences in the district have yards with mature trees, lawns or gardens. Undeveloped property, such as the bluff in the northern portion of the district and a large undeveloped area along the west side of S. Steele St. contain some vegetation and greenery as well. Landscaped and grass-covered areas can be found in parking lots and around building edges.
Mall District

Land Use Character

The Tacoma Mall is the defining feature of the Mall District and is located in the southern half of the district. It serves as an anchor for surrounding uses, which are predominantly large-format retail. The district’s northwestern corner has a greater mix of uses including residential, retail, office and public. North of the mall, vacant parcels are clustered on the north and west sides of a hill. South of the Mall, the Pierce Transit Tacoma Mall Transit Center on S. 48th St. serves hundreds of riders each day (Fehr and Peers, 2015).

Urban Pattern

The district has large parcel sizes consistent with its land use pattern. The average parcel size is 1.75 acres, and parcel sizes range from 0.11 acres to 48.5 acres (3 Square Blocks, 2016). Parcel sizes in the northern part of the district are slightly smaller than in the southern part, reflecting the greater mix of land uses north of the mall.

The study area has three buildings with five or more stories, all located in the Mall District. These include two recently constructed apartments, the Apex and the Pacifica, each of which is a relatively large building with a somewhat abrupt transition to smaller scale adjoining development. In particular, the Apex is located on a hill and has the highest rooftop elevation in the study area. The Tacoma Mall is also relatively tall and has the largest building envelope in the study area, but the relationship with surrounding uses does not appear abrupt due to similar building heights and the development patterns around the Mall that occurred organically over time. Other buildings in the district have relatively consistent bulk and scale.

Streetscape + Public Realm

There is a limited public street network within the District. S. 47th/48th St. provides east-west access through the southern portion of the district. The center of the district currently has no public rights-of-way, though the Tacoma Mall parking lot provides internal connectivity for vehicles and pedestrians. Local streets in the northern portion of the district are characterized by a low connectivity.

Pedestrian improvements in the district consist primarily of discontinuous sidewalks and informal pedestrian routes through parking lots. Sidewalk conditions connecting to the
Pierce Transit station on S. 48th St. are good to fair. The long distance between the station and the nearest street intersections may be a barrier for some users.

The most significant green feature in the district is the partially wooded vacant property on the hill north of the mall. There is also a vegetated area near the intersection of S. 47th/48th St. and S. Pine St. Other green features include landscaped areas in parking lots and trees and grass around the edges of private buildings.

**LIGHT + GLARE**

The study area has typical urban lighting sources including illuminated street signs; street, parking lot, and building lights; vehicle headlights; and security lighting. Lighting sources differ within the study area depending upon existing uses. For instance, lighting sources around the Tacoma Mall and in commercial corridors are taller, brighter and have wider coverage than in residential neighborhoods. Lighting sources are typical of the time periods when they were constructed.

**COMPREHENSIVE PLAN POLICY**

The Tacoma Comprehensive Plan provides guidance for urban form in the Tacoma Mall RGC, including the following and policies:

*Policy UF-5.2* Enhance both internal pedestrian connectivity and connectivity to regional transportation facilities to promote cohesion of the center and to optimize access to the shopping and employment opportunities.
Policy UF-5.3  Enhance the public realm to provide a better setting for business and social activity that serves South Tacoma and the region.

DESIGN STANDARDS
The City’s current development standards help to mitigate potential negative impacts to aesthetics and urban design associated with new development in the study area. Tacoma Municipal Code 13.06.501 describes design standards for development in the Mixed-Use Center X-District zoning designations, which currently apply to RGC and would apply to the study area under Alternative 2, with some modifications (see Section 3.1—Land Use). Applicable design standards include

- façade articulation options intended to help reduce the apparent mass of structures and achieve a more human scale environment
- façade surface standards to help reduce the apparent mass of structures and achieve a more human scale environment, especially at the first story
- maximum façade widths for upper story façades of buildings greater than 120 feet in width, to break up the massing of the building and add visual interest
- window and openings requirements to increase visibility, provide visual interest to pedestrians, provide natural light and provide architectural detailing
- standards to enhance the pedestrian environment related to customer entrances and street level weather protection
- standards to ensure thoughtful placement and design of utilities, service areas, fencing and retaining walls

In addition to the design standards listed above, additional standards apply to buildings on designated pedestrian streets. In the study area, the designated pedestrian streets are portions of S. Steele St., S. 47th/48th St. and the portion of S. Tacoma Way in the South Tacoma Way Neighborhood Mixed-Use Center. Standards specific to these street frontages include

- maximum building setbacks from the public right-of-way
- façade detail and decorative requirements intended to create an inviting pedestrian environment
- upper floor setback standards intended to reduce the appearance of bulk and reduce the potential for shade and shadow impacts on pedestrian streets

Currently, a portion of the study area outside the RGC is zoned M-1. This light industrial district currently has no design standards (TMC 13.06.501), but does have building envelope standards for maximum height and setbacks (TMC 13.06.400.D). Additionally, the City code establishes landscape and buffering requirements for both the M-1 zone and the Mixed-Use Center X-District zones that contribute to aesthetics and urban design (TMC 13.06.502.E). The landscaping standards establish overall site landscaping minimums and requirements for site perimeter landscaping, parking lot landscaping, plantings, street trees and buffers in areas adjacent to residential districts.
3.4.2 SIGNIFICANT IMPACTS

IMPACTS COMMON TO BOTH ALTERNATIVES
Under both alternatives the character of the study area is anticipated to become increasingly urban over time, with a greater intensity and mix of land uses. With new development, there would be a corresponding increase in the average height, bulk and scale of buildings. These changes in urban form could result in impacts to shade, views and light and glare in the study area under both alternatives.

Shade + Shadow
The alternatives allow for development of buildings ranging in height from 45 feet to 120 feet throughout the study area. Generally, as infill development occurs on undeveloped and under-developed sites, as shown in Figure 3.1-3, there would be an increased potential for local shadows on streets and adjacent properties. The potential for shade and shadow impacts would depend on proposed and existing building locations, topography and proposed building height and bulk. Overall, shade and shadow impacts would be typical of an urbanizing area changing from lower-intensity development to more-intensive development.

Views
Similar to the discussion under shade and shadow, infill development on undeveloped and under-developed sites could increase the potential blockage of views from various locations in the study area, including views from private properties of Mount Rainier and the Cascades and territorial views of the Nalley Valley and surrounding neighborhoods. Views within the study area of existing low-rise structures would be affected as neighboring buildings are demolished and redeveloped with taller structures. Recently constructed low-rise buildings will likely be the last to redevelop and would experience the most impacts. As noted previously, the study area does not contain any designated view corridors or view overlays. As future development occurs, consideration should be given to protecting scenic views from public places within the study area.

The view impacts described above could result from development under either alternative. Because Alternative 2 would not result in the potential for increased view impacts compared with the No Action Alternative (Alternative 1), no significant impacts are anticipated to result from Alternative 2.

Light + Glare
New and renovated structures would provide additional light sources within the study area, including interior and exterior building lighting and security lighting. Additional

Alternative 1 (No Action) and Alternative 2 (Action Alternative)
Alternative 1 (No Action) would maintain the existing RGC boundaries and growth targets as well as the City’s current development regulations for the subarea. Alternative 2 (Action Alternative) proposes to expand the RGC boundaries, increase growth targets for the subarea to account for this expansion, and adopt and implement the Tacoma Mall Neighborhood Subarea Plan including changes to zoning and development regulations.
vehicular traffic is also anticipated within the study area and would result in additional light from vehicles entering and leaving the area. The primary sources of glare from development would be direct glare from lighting sources, (such as building and security lighting, vehicle headlights) and reflective glare (such as reflective surfaces on building facades and vehicles). New sources of light and glare would be similar to those that currently exist in the study area and could be perceived as a continuation of existing light and glare in the area. Additionally, the Tacoma Municipal Code includes lighting standards that limit illumination and glare from off-site parking areas and signs (TMC 13.06.510, 13.06.521), and that minimize light pollution to low-intensity residential neighborhoods adjacent to the study area (TMC 13.06.503).

The light and glare impacts described above could result from development under either alternative. Because Alternative 2 would not result in the potential for increased light and glare impacts compared with the No Action Alternative (Alternative 1), no significant impacts are anticipated to result from Alternative 2.

**IMPACTS OF ALTERNATIVE 1 (NO ACTION)**

Alternative 1 assumes significant development within current RGC boundaries consistent with existing land use and building regulations. Development would occur on a project-by-project basis and impacts would be evaluated on a site-specific basis in conjunction with each proposed project.

**Land Use Character**

Under Alternative 1, the existing land use character in the study area has the potential to change under existing zoning and development regulations. Areas currently developed as primarily single-use and zoned for mixed-use could potentially experience the greatest change in character with future development. These include the Northwest District and residential areas in the Madison and Lincoln Heights Districts. The Northwest District currently has no residential uses but is zoned for a mix of uses including residential. The Madison District and Lincoln Heights District residential neighborhoods are residential but are zoned for a mix of uses, including small-scale commercial uses in the Madison District residential neighborhood and a wider range of uses in the Lincoln Heights District residential neighborhood. If current development trends are assumed indicative of the future, it is unlikely that these potential changes would occur. However, long-term real estate market development activity depends on a variety of factors and is difficult to predict.

**Urban Pattern**

As discussed in Section 3.1—Land Use, existing building heights throughout the study area are much lower than allowed under current zoning. Compared with Alternative 2, Alternative 1 allows the greatest building heights and mass and, as such, has the greatest potential for increases in building bulk and scale. While this potential exists, past and current real estate market trends in the study area have been primarily for low- and mid-rise development. The gap between allowed urban patterns and development trends creates uncertainty about the intensity of future urban patterns.
**Streetscape + Public Realm**

No major improvements to the streetscape and public realm are planned under Alternative 1. There would be incremental improvements to the streetscape as new development occurred consistent with current City standards. As described in Existing Conditions, the City’s Comprehensive Plan identifies pedestrian connectivity and an enhanced urban realm as priorities in the RGC. The City’s current building design standards address building massing and creation of pedestrian-friendly street-level environments. The City’s development regulations also establish standards for landscaping and street trees that apply to the study area (TMC 13.06.502.E).

As discussed in Existing Conditions, there is a history in the study area of public rights-of-way being vacated to allow for large-scale new development, including developments built in recent years. Under Alternative 1, there is the potential for continued vacating of public rights-of-way that would reduce the amount of public streetscape. Chapter 9.22 of the Tacoma Municipal Code describes the process for petitioning the City for street vacation. The City considers criteria including impacts to public need and mobility when reviewing street vacation petitions, which could help to mitigate significant negative impacts to the public streetscape; however, continued reduction of public rights-of-way could result in further loss of street connectivity, degradation of the human-scale character of the street grid and decreased mobility for pedestrians and vehicles.

**Shade + Shadows**

The City’s upper floor setback requirements for development on designated pedestrian streets, discussed under Existing Conditions, would help reduce shading impacts on S. Steele St., S. 47th/48th St. and a small portion of S. Tacoma Way in the southwest corner of the neighborhood. In areas without designated pedestrian streets, new development could increase shade and shadow on streetscapes and other public spaces, making them less friendly and inviting to the public. As development occurs, consideration should be provided to protect public spaces from increased shade and shadow, such as parks, schools and popular pedestrian routes not designated as pedestrian streets.

**IMPACTS OF ALTERNATIVE 2**

Alternative 2 aims to create a cohesive urban form for the study area that supports a vibrant, attractive and pedestrian-friendly living environment. Policy guidance in the Draft Subarea Plan proposes a new future land use and zoning plan that would be implemented through the proposed Phase 1 code amendments. The Draft Subarea Plan also includes policy guidance to focus density in the core of the study area and step down intensities in surrounding areas; proposes four character districts, each with their own unique sense of place that would contribute to the overall identity of the study area; identifies priority transportation projects that would significantly improve the public realm and street systems while at the same time improving stormwater management; and proposes tree canopy targets that would more than double overall tree cover in the neighborhood over time.
The draft Subarea Plan also includes policy language for improving urban design in the study area. The proposed Phase 1 code amendments under Alternative 2 include new design standards for tree cover and landscaping, parking lots and driveways, drive-through and garbage container placement. These represent initial actions to implement urban design policy guidance in the Subarea Plan; the Land Use Chapter of the Subarea Plan also proposes that the City adopt a Phase 2 code amendment in the future with more extensive urban design standards. The Phase 1 code amendments additionally include new street connectivity requirements for large parcels, which are intended to help increase intersection density and walkability in the study area over time consistent with policy guidance in the plan.

**Land Use Character**

The proposed land use designations and zoning classifications studied under Alternative 2 (shown in Figures 2.5 and 2.6) are intended to group similar land uses and create transitions between different types and intensities of land uses. These redesignations and rezones would provide for changes in the mix of land uses in certain areas and continuation of existing land use character in others.

- The area along the western and northern edges of the study area currently zoned light industrial would be rezoned for mixed-use development in CIX and UCX zoning classifications. This could lead to different land use character compatible with surrounding light industrial, commercial and mixed uses.
- The proposed CIX zone in the Northwest District would help create a transition from an adjacent heavy industrial zone to the adjacent UCX zone. The remainder of the Northwest District, which is currently predominantly commercial, would be zoned for mixed use that could result in changes to the existing land use pattern similar to those discussed under Alternative 1.
- The Madison District and Lincoln Heights District residential neighborhoods would be rezoned for residential uses. This would allow the residential character legacy of these neighborhoods to continue into the future.
- The area between the Tacoma Mall and I-5 would be limited to commercial uses only. This would continue the commercial character of this area over time and create a long-term buffer between residential uses and the freeway.
- The area around the Tacoma Mall and the study area’s major streets that Alternative 2 envisions as the urban core of the study area would continue to be zoned for a mix of uses. Existing uses are primarily commercial.

The draft Subarea Plan calls for distinct identities to be fostered for the four districts in the study area (Action UF-2). The Madison District is envisioned to continue as a mixed-scale residential neighborhood, anchored around a new public park complex and with improved streetscapes and stormwater infrastructure. The Northwest District is planned to be a hub of artisan fabrication and production activity, with apartment buildings, urban flats, warehouses and light industrial buildings connected by pedestrian friendly streets and public spaces. The Lincoln Heights District would continue to provide shopping and employment opportunities and the Lincoln Heights District...
residential neighborhood at its core would be preserved and strengthened. The Mall District is envisioned for the densest urban infill and as the entertainment and cultural center of the study area. The impacts of these policies would depend upon how they are implemented; they could result in significant changes to land use character but are intended to have a positive impact on aesthetics and urban design.

**Urban Pattern**

Under Alternative 2, new future land use plan and zoning intensities are intended to create an urban core for the neighborhood by focusing highest-intensity uses along portions of S. 38th St., S. Pine St. and Tacoma Mall Boulevard, and by downzoning noncore areas for moderate-to-high and low-to moderate intensities. Maximum building heights of 65 to 120 feet would be allowed in core areas. Adjacent areas would step down to 65 to 75 feet. In the least intensive areas, maximum building heights would be limited to 45 to 65 feet in the Lincoln Heights District residential neighborhood and to 45 feet in the Madison District residential neighborhood. Although Alternative 2 would decrease maximum building heights in certain areas, almost all existing uses would be in conformance due to existing low-to moderate-intensity building patterns in the study area. Consideration should be given to adopting standards for nonconforming development such as those that the City has in place for the Downtown zoning districts. By directing highest-intensity development to specific areas, Alternative 2 could reduce the potential for abrupt transitions in building scale over the long term.

The street network proposed under Alternative 2 (Figure 2.7) would also have a significant impact on the urban pattern of the study area, by increasing the density of the street grid and creating smaller blocks. Under Alternative 2, new street improvements would be accomplished partly through City-funded projects and partly through developer improvements made in accordance with the new street connectivity requirements for large parcels proposed as part of the Phase 1 code amendments. If successfully implemented, the proposed street network is expected to have positive impacts on urban pattern by creating a more pedestrian scale environment.

**Streetscape + Public Realm**

Extensive improvements to the streetscape and public realm are planned under Alternative 2. Goals and actions in the Urban Form, Land Use, Transportation, Environment and Community Vitality chapters of the Draft Subarea Plan call for improvements including new public rights-of-way to increase street connectivity, a Loop Road to provide multimodal access and to create a continuous green space through all districts, new parks and open spaces along the Loop Road, and a number of green infrastructure improvements to improve surface water management and increase tree coverage in the study area. These improvements would require significant capital investments and would likely set priority levels and be funded through the City’s annual capital improvement planning and budgeting process, being built incrementally over time as resources allowed. They would likely have a positive impact on aesthetics and urban design and expand the public realm, which could limit the land available for future development to some degree.
While Alternative 2 envisions significant new public right-of-way and streetscape, it also plans for some minor street vacations as needed for public purposes such as potential future parks development, shown in Figure 2.7. As discussed in Section 3.6—Transportation, planned transportation projects would improve overall mobility in the study area. The Draft Subarea Plan includes new policy guidance to approve street and alley vacations only for public purposes (Action T-4).

The Draft Subarea Plan includes a goal to increase tree canopy from 9.5% to 25% in the study area, with specific targets for each district (Action E-9). Implementation of this goal could enhance the public realm, increase the green character of private development and contribute to improved water quality and reduced stormwater runoff. The new tree coverage requirements in the proposed Phase 1 code amendments would help to implement this policy guidance. The Phase 1 code amendments also include other measures to improve the aesthetic quality of the public realm such as standards for landscaping, parking lots and driveways, drive-thoughts and garbage container placement.

**Shade + Shadows**

The Phase 1 code amendments proposed under Alternative 2 would designate additional pedestrian streets in the study area. Combined with the City’s existing upper floor setback requirements for development on designated pedestrian streets, this would reduce potential future shading impacts on a larger area of the public realm compared with Alternative 1. See Figure 3.4-4 for the proposed pedestrian street designations. The lower building height limits proposed under Alternative 2 in the Madison District and Lincoln Heights residential neighborhoods and along the western edge of the study area would also reduce the potential for future shading impacts compared with Alternative 1.

### 3.4.3 MITIGATING MEASURES

**INCORPORATED PLAN FEATURES**

*Mitigation contained in plans and policies adopted or planned for adoption as part of the proposed action*

- Under both alternatives, consistent with the Tacoma Comprehensive Plan, enhance the public realm, internal pedestrian connectivity and connectivity to regional transportation facilities.
- Under Alternative 2, policy guidance for urban design in the Draft Subarea Plan discussed above would reduce the potential for incompatible land uses and abrupt transitions in scale, if successfully implemented.
- Under Alternative 2, policy guidance for the streetscape and public realm in the Draft Subarea Plan discussed above is expected to have positive impacts on
• Under Alternative 2, if successfully implemented policy guidance in the Draft Subarea Plan would provide stricter standards for street vacations than are currently in place, which would have positive impacts on the streetscape and public realm.

REGULATIONS + COMMITMENTS

Mitigation contained in regulations or other requirements adopted or planned for adoption as part of the proposed action

• Under Alternative 2, new future land use designations and zoning designations are proposed that would prevent incompatible land uses and reduce the potential for abrupt transitions in building bulk and scale over the long term.

• Under Alternative 1, existing land use designations and zoning designations would prevent incompatible land uses.

• Under Alternative 2, new tree canopy standards, design standards, street connectivity requirements and pedestrian street designations are proposed that would expand the streetscape and public realm as well as improving its aesthetic quality, mitigating increased demand for these amenities as growth occurred. Additionally, current City development regulations not changed by the Phase 1 code amendment would help to mitigate negative impacts to aesthetics and urban design.

• Under Alternative 1, new development would occur under the City’s existing standards for building design, pedestrian designated streets, landscaping and buffering, which would help to strengthen the existing pedestrian environment, add green features and provide buffers between different types of land uses.

• Under Alternative 2, expanded pedestrian street designations are proposed that would mitigate shading impacts on those streets.

• Under Alternative 1, existing City building standards are expected to mitigate shading impacts on currently designated pedestrian streets.

• Under both alternatives, existing City standards for light and glare and expected to mitigate impacts of new light sources generated by future development.

• Under both alternatives, existing City criteria for street vacations are anticipated to mitigate significant negative impacts to the public streetscape if future developers petition the City for street vacations in the study area.

OTHER MITIGATION MEASURES

Any other mitigation not contained in the categories above

• Under both alternatives, monitor new development trends and consider additional regulations if needed to strengthen aesthetics and urban design.

• Under both alternatives, consider adoption of shade and shadow measures to protect public places other than those on currently designated pedestrian streets, such as parks, schools and other popular pedestrian routes.

• Under both alternatives, consider application of the City’s View-Sensitive Overlay
District, or other measures, to protect public places that have scenic views.

- Under Alternative 1, consider adopting regulations to preserve the character of the Madison District and Lincoln Heights District residential neighborhoods, similar to those proposed under Alternative 2.
- Under Alternative 2, consider adopting standards for nonconforming development such as those that the City has in place for the Downtown zoning districts.
- Under Alternative 2, after adoption of the Subarea Plan and the Phase 1 code amendments identify additional code changes and other actions needed to implement policy guidance in the plan related to aesthetics and urban design, as called for in the Land Use Chapter of the Subarea Plan.

3.4.4 SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS

No significant unavoidable adverse to aesthetics and urban design are expected under either alternative.

SOURCES

3 Square Blocks, GIS analysis of City parcel data, 2016.
3 Square Blocks, Site visits, 2015.
City of Tacoma, January 2016, Existing conditions analysis for the Tacoma Mall Neighborhood Subarea Plan.
City of Tacoma, Municipal Code, Section 13.06.300.
Community Attributes Inc. (CAI), Existing conditions analysis for Tacoma Mall Neighborhood Subarea Plan, January 2016.
Environmental Science Associates (ESA), Existing conditions analysis Tacoma Mall Neighborhood Subarea Plan, January 2016.
Fehr and Peers, Existing conditions analysis Tacoma Mall Neighborhood Subarea Plan, January 2016.
Puget Sound Regional Council (PSRC), Centers Monitoring Report, February 2014.
Figure 3.4.1. Existing parcel boundaries.

Source: City of Tacoma, 2016; 3 Square Blocks, 2016.
Figure 3.4-2. Existing street network.

Source: City of Tacoma, 2016; 3 Square Blocks, 2016.
Figure 3.4-3. Existing figure ground.

Existing: Figure Ground
November 2016

Source: City of Tacoma, 2016; 3 Square Blocks, 2016.
Figure 3.4-4. Proposed pedestrian streets.

Proposed: Pedestrian Streets
November 2016

Source: City of Tacoma, 2016; 3 Square Blocks, 2016.
### 3.5 Cultural Resources

**3.5.1 EXISTING CONDITIONS**

#### HISTORY

The Tacoma Mall Neighborhood study area lies in the traditional territory of the Steilacoom and Puyallup Tribes, whose members are part of the larger Southern Coast Salish Lushootseed linguistic group (Suttles and Lane, 1990). Several permanent villages and place names along the marine shores of Tacoma and its waterways have been noted in the historical record.

Southern Coast Salish villages consisted of one or more plank houses with a few smaller structures. The Southern Coast Salish used canoes for transportation along waterways, with several designs made for specific transport needs. Despite Tacoma’s shores and inland areas having experienced consistent use during the precontact period, no specific native places have been identified within the study area.

Early survey records indicate that the study area vicinity was originally swamp and prairie land (US Surveyor General, 1867). The earliest documented road was located approximately one mile north of the Tacoma Mall, running east/west from Commencement Bay (US Surveyor General, 1867). Land patent records indicate that Euro-American settlers started occupying the study area in the late 1800s, including George O. Kelly (US Department of the Interior Bureau of Land Management [BLM], 1874), Martin H. Smith (BLM, 1883), Cornelius Wing (BLM 1884), and Aaron G. Vradenburg (BLM, 1889).

Tacoma boomed in the 1870s and 1880s when it was selected as the western terminus of the Northern Pacific Railroad in 1873, followed by the completion of the transcontinental link in 1883. A bust came during the Panic of 1893, but the city rebounded in the early 1900s with its warehouses, lumber industry and grain terminals. A second slump hit Tacoma following World War I when there was a steep drop in the price of lumber. Again, the city persevered with the expansion of Camp Lewis (becoming Fort Lewis) and the defense build-up for World War II.

The study area experienced a housing boom starting in 1943 as soldiers returned from World War II. This, in concert with urban renewal, transformed the city. The addition of the Tacoma Narrows Bridge in 1950 and I-5 in 1965 made travel by car more convenient than by ferry and rail (Wilma and Crowley 2003). This new infrastructure also made it easier for families to travel farther out of their neighborhoods to shop for goods in centralized shopping areas. The Tacoma Mall was built in response to this opportunity in 1965. The Mall was designed by John Graham, Jr., who received international recognition for his large-scale shopping complexes. Graham was instrumental in conceiving the model for the suburban shopping center and the Tacoma Mall is the first ever large-scale, indoor suburban shopping complex. Graham is also famous for designing the Seattle Space Needle (MacIntosh 1998). Because of these factors, the Tacoma Mall is likely eligible for listing on the National Register.

#### PREVIOUSLY IDENTIFIED CULTURAL RESOURCES

Archival research shows only one nearby property as being listed on the Washington State Register and the National Historic Register—the Tacoma Mausoleum. This structure, located a half mile southwest
of the Mall and constructed in the Beaux Arts style, was built in 1910 by architects George Gove and Silas Nelsen (Department of Archaeology and Historic Preservation [DAHP] 1981). Other nearby historic resources are the cemeteries situated three blocks southwest of the Mall—the 1875 Tacoma Cemetery (Department of Archaeological and Historic Preservation [DAHP] 2005), which contains many of the cities founding fathers, the 1885 Pauper Cemetery (DAHP 2008), and the 1874 Oakwood Hill Cemetery (DAHP 2005). None of these resources are listed on an historic register. The Tacoma Historic Register does not have any properties listed in the Mall vicinity or Tacoma Mall Neighborhood study area.

The Washington State Department of Archaeology and Historic Preservation (DAHP) requires that historic property inventory forms be completed for all properties within a project area that are 50 years of age or older, and for larger scale projects, they recommend that a survey cut-off date of 40 years be implemented. Based on these guidelines, the Tacoma Mall itself qualifies as an historic property (having been built in 1965), and most of the homes in the study area, including in the Lincoln Heights residential neighborhood, meet the same requirements for recording. The same guidelines indicate that the Groit’s Garage building (located at 3333 S. 38th St. and built in 1950) and the Madison School building (located at 3111 S. 43rd St. and built in 1955) may also qualify as historic properties.
As part of historic preservation efforts, a 2005 report on the South Tacoma and South End neighborhoods recommended identifying potential Historic Districts and mid-century resources in these areas, including the Tacoma Mall Neighborhood study area (Eysaman & Company 2005).

The study area has no known cultural or archaeological resources. An examination of DAHP’s predictive model, a tool used to calculate the probability of encountering precontact resources based on landform and proximity to known activity areas, indicates that there is a moderate to high risk for cultural resources within the study area. However, this model is only a “first step” in cultural resources investigations, and does not account for modern impacts such as urbanization, which would lower the risk of a project affecting intact cultural resources.

**Figure 3.5-1  Tacoma Mall, Rendering of the Interior (1963–1964)**

In addition to historically designated or eligible sites, landmarks are familiar and recognizable features of the neighborhood. One example is the characteristic Arby’s sign located on S. 38th St. shaped like a
cowboy hat. These features may be valued by the community and contribute to a sense of neighborhood identity.

3.5.2 SIGNIFICANT IMPACTS

IMPACTS COMMON TO BOTH ALTERNATIVES

No significant differences between the alternatives were identified with respect to potential cultural resource impacts and impacts discussed below are assumed common to both alternatives.

Historic Resources

As described above, the study area does not contain any historic resources listed on the Washington State Register, the National Historic Register or the Tacoma Historic Register. However, one listed property is located about a half mile from the study area and other historic resources are located in the vicinity of the study area. In addition, based on DAHP guidance, the Tacoma Mall, Groit’s Garage building, the Madison School building and many of the homes in the study area, including in the Lincoln Heights residential neighborhood, may qualify as historic properties. In recognition of these potential resources, a 2005 report on the South Tacoma and South End neighborhoods recommended identifying potential historic districts and mid-century resources in these areas, including the Tacoma Mall study area.

Both alternatives could potentially affect buildings identified as eligible for historic status. Impacts could include demolition, inappropriate rehabilitation and reuse, or changes in the physical context (i.e. new construction adjacent or across the street) as a result of development pressure that could damage integrity of individual buildings and the character of the street. Conversely, a more economically vibrant community could spur investment in character and historic properties and could advance historic designations among the apartment buildings in the study area to take advantage of rehabilitation tax incentives.

Cultural Resources

As noted above, the study has no known cultural or archaeological resources, but DAHP’s predictive model indicates a moderate to high for cultural resources within the study area.

Archaeological resources could be encountered during any projects within the study area that involve ground disturbance. Ground disturbance may include trenching or building for infrastructure (water, sewer, power and telecom), transportation corridor construction and maintenance, building foundations, stormwater management, grading, filling and planting.
3.5.3 MITIGATING MEASURES

INCORPORATED PLAN FEATURES
Mitigation contained in plans and policies adopted or planned for adoption as part of the proposed action

- Under both alternatives, the Tacoma Comprehensive Plan Design and Development Element includes Goal DD-13: Protect and preserve Tacoma’s historic and cultural character. This goal is supported by ten policies intended to ensure that valuable historic and cultural resources are identified, protected and restored.

- Under both alternatives, Tacoma’s Historic Preservation Plan, adopted in 2011, contains goals, policies and actions that provide clear policy guidance for historic preservation and protection of cultural resources.

REGULATIONS + COMMITMENTS
Mitigation contained in regulations or other requirements adopted or planned for adoption as part of the proposed action

- Under both alternatives, Tacoma Municipal Code Section 13.07, Landmarks and Historic Special Review Districts, states that the purpose of the City’s goals and responsibilities is to promote preservation, enhance awareness and protect the finite resources that define the community. It establishes criteria for the designation of buildings and districts, as well as policies and review procedures for their treatment.

- Under both alternatives, Tacoma Municipal Code Section 1.42 establishes the Landmarks Preservation Commission (LPC). The Commission reviews and approves applications for changes to registered landmarks and buildings within local historic districts, reviews nominations and advises City Council regarding additions to the Landmarks Register, and participates in the planning process.

- Under both alternatives, applicable state regulations include RCW Chapter 27.44 (Indian graves and records) and Chapter 27.53 (Archaeological sites and records). Development or uses that could impact these sites must comply with the State’s guidelines on archaeological excavation and removal as described in WAC 25-48.

OTHER MITIGATION
Any other mitigation not contained in the categories above

- Under Alternative 2, amend Tacoma Municipal Code Section 13.12.570 that sets forth provisions for addressing archaeological, cultural and historic resources in the Downtown Tacoma RGC to reflect adoption of the Subarea Plan and completion of this EIS.

- Under both alternatives, continue to evaluate opportunities for identifying and protecting cultural resources. Possible future actions, depending on community interests, include:

  » Provide funding for a comprehensive survey of study area buildings eligible for nomination to the Washington State Register, the National Historic Register or the Tacoma Historic Register.

  » In preparing design guidelines, consider how new development can complement and support historic character, context and general treatment of historic resources. Besides guidelines on scale, height, mass and materials of new and infill buildings, attention
should be given to signage, accessibility issues, and appropriate seismic and energy retrofits in older buildings.

» Consider the use of zoning incentives to protect and promote identified historic resources and conservation districts.

» Actively seek partners to build a cultural resources information database to identify geographic areas with the highest probability for encountering significant resources.

» Identify and seek partnerships with existing agencies or institutions with an interest in history and preservation.

3.5.4 SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS

No significant unavoidable adverse impacts to historic or cultural resources are anticipated under either alternative.
SOURCES


3.6 Transportation

This section summarizes current and future transportation conditions in the Tacoma Mall Neighborhood study area. It describes characteristics for all modes of transportation, intermodal connections in the vicinity, and safety. The traffic operations section also covers level of service (LOS) for key intersections. Figure 3.6-1 shows the area included in the proposal together with the slightly larger area used in analyzing transportation impacts.

The impact analysis considers long-term changes in land use, the roadway network, nonmotorized systems, public transportation, parking and freight under action and no-action alternatives. It also identifies planned projects in the area’s vicinity that could contribute to cumulative impacts if combined with impacts of the proposal. Potential mitigation activities to reduce those impacts are also described.

3.6.1 PLANS + REGULATIONS

This section provides a brief overview of analysis methodology and regulatory context. The analysis of local traffic impacts was guided by policy direction established in plans and policy documents adopted by the City of Tacoma, WSDOT, Sound Transit and Pierce Transit. These include

- Puget Sound Regional Council (PSRC) Transportation 2040
- City of Tacoma Comprehensive Plan 2015
- City of Tacoma Transportation Master Plan (TMP) 2015
- City of Tacoma Six-Year Transportation Improvement Program 2016
- Pierce Transit Transit Development Plan: 2016–2021
- Pierce Transit Destination 2040 Long-Range Plan
- WSDOT Statewide Transportation Improvement Program 2016–2018
- City of Tacoma Complete Streets Design Guidelines 2009
- Sound Transit ST3 2016

Complete Streets is a nationally recognized term referring to streets and sidewalks designed, operated and maintained to enable safe and convenient access and travel for all users—pedestrians, bicyclists, transit riders and people of all ages and abilities, as well as freight and motor vehicle drivers.

ANALYSIS METHODOLOGY

Roadway conditions were evaluated using two metrics, intersection LOS and volume-to-capacity (V/C) ratios along roadway segments. Roadway LOS is a measure of a transportation facility’s operating performance. Traffic condition quality is evaluated as one of six LOS designations—A, B, C, D, E or F:

- A and B: minimal delay
- C and D moderate delay
- E traffic volume approaching capacity
- F congested conditions with demand exceeding capacity

Intersection LOS and segment V/C ratios are described in more detail below.

Roadway Segment Level of Service

The City of Tacoma adopted LOS standards in the Transportation Element of the Comprehensive Plan for areas within designated centers, including the Tacoma Mall Regional Growth Center (RGC). The standard is determined by the V/C ratio of arterial lane miles (ALMs), which is the ratio of peak-hour
traffic volume to the segment’s hourly capacity. Capacities are extracted from the City’s travel demand model for each study segment. A ratio greater than 1.0 indicates that demand exceeds the roadway segment’s capacity, resulting in congestion. The City’s standard states that 85% of ALMs must have a V/C ratio no greater than 0.99. This equates to 85% or more of ALMs operating at LOS E or better.

**Intersection Level of Service**

Methods described in the *Highway Capacity Manual* (Transportation Research Board 2010) are used to calculate LOS for signalized and stop-controlled intersections as summarized in Table 3.6-1.

Intersection LOS is determined by the average delay experienced by vehicles at the intersection. For stop-controlled intersections, LOS depends on the average delay experienced by drivers at stop-controlled approaches having the worst movement. Thus for two-way or T-intersections, LOS is based on the average delay experienced by vehicles entering the intersection on minor (stop-controlled) approaches. For all-way stop-controlled intersections, LOS is determined by the average delay for all movements through the intersection. The LOS criteria for stop-controlled intersections have different threshold values than those for signalized intersections, primarily because drivers expect different levels of performance from distinct types of transportation facilities. In general, stop-controlled intersections are expected to carry lower volumes of traffic than signalized intersections. Thus, less delay is expected at stop-controlled intersections than at signalized intersections for an equivalent LOS.

**Table 3.6-1 Intersection Level of Service Criteria**

<table>
<thead>
<tr>
<th>Level of Service</th>
<th>Signalized Intersection</th>
<th>Nonsignalized Intersection</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>≤ 10</td>
<td>≤ 10</td>
</tr>
<tr>
<td>B</td>
<td>&gt; 10–20</td>
<td>&gt; 10–15</td>
</tr>
<tr>
<td>C</td>
<td>&gt; 20–35</td>
<td>&gt; 15–25</td>
</tr>
<tr>
<td>D</td>
<td>&gt; 35–55</td>
<td>&gt; 25–35</td>
</tr>
<tr>
<td>E</td>
<td>&gt; 55–80</td>
<td>&gt; 35–50</td>
</tr>
<tr>
<td>F</td>
<td>&gt; 80</td>
<td>&gt; 50</td>
</tr>
</tbody>
</table>


For purposes of this study, intersection LOS E is assumed the standard for determining impacts. This is consistent with the roadway segment LOS standard but provides additional details about performance at key bottlenecks—something the roadway segment analysis does not identify. Pedestrian, bicycle, transit, parking and safety impacts are evaluated qualitatively. An evaluation of system completeness, Tacoma’s new concurrency measure, is also included. A technical memo with more details on analysis methodology may be found in Appendix D.
3.6.2 EXISTING CONDITIONS

This section summarizes operations in the transportation analysis area (TAA) for all modes of transportation, including information on safety and parking.

STREET NETWORK

Lying approximately two miles southwest of Downtown Tacoma, the Tacoma Mall Neighborhood is an important retail district within the City. The street grid in the TAA is generally characterized by long distances between through-streets (large blocks) and limited connections through the surrounding neighborhoods (Figure 3.6-1). Both attributes create bottlenecks for vehicles and make walking and biking trips more difficult because they increase trip distance and concentrate travel along high-traffic roads. Drivers tend to converge on a select few routes to reach their destinations, whether making local or regional trips. These streets include S. Tacoma Way, S. Pine and S. Oakes Sts., Tacoma Mall Boulevard, S. 38th St., S. 47th/48th Sts. and S. 56th St. These arterials also serve as important walking and biking routes to and from the Mall because of limited street-network connectivity and barriers such as the Tacoma Mall and Tacoma Cemetery.

Another factor limiting pedestrian, biking, and transit travel is the dispersed land use pattern within the study area. Residential development consists primarily of medium-density residential with some higher-density development closer to the Mall itself. Single-family homes are common in the study area’s southwest quadrant, and their relatively low density creates larger distances between travel origins and destinations that can be difficult to serve effectively with transit, walking or biking. The discontinuous street grid, dispersed land use pattern, and limited number and quality of pedestrian and bike facilities within the area contribute to low levels of walking, biking and transit and encourage travel by single-occupant vehicle.

MODE SHARE

In 2010, the Tacoma Mall RGC’s commute-mode share was 83% single-occupancy vehicle (SOV), 8% high-occupancy vehicle (HOV), 4% walk and bicycle and 5% public transit (PSRC, 2010). These mode shares are comparable to the region-wide average and mode shares documented at the Northgate Mall, a subarea that was similar to the Tacoma Mall area but that has been transformed into a multimodal mixed-use densified area. The existing mode split data are shown in the graph below.

![Mode Share Graph]

PEDESTRIAN CONDITIONS

Overall, sidewalk and crosswalk infrastructure is incomplete, with many existing facilities in need of maintenance and replacement (Figure 3.6-2). Less than half of sidewalks in the TAA were identified as being in good condition based on pavement wear. About a quarter of streets either have sidewalks in poor condition with severe cracking and heaving, or do not currently have sidewalks. Nearly all intersections have at least one light pole, whereas only 17 of 151 intersections evaluated have at least one marked crosswalk. The coarse street grid, curvilinear patterns such as those in Lincoln Heights, and barriers such as large parking lots and arterial streets make pedestrian mobility difficult.

The City of Tacoma TMP, adopted by the City Council in December 2015, identifies the entire TAA as a 20-minute neighborhood, meaning that it is within a 20-minute walk from the center of a designated Mixed-Use Center (MUC). The TMP recommends assessing pedestrian-facility quality on the presence or absence of sidewalks and the frequency of crosswalks, as summarized in Table 3.6-2. To meet an acceptable quality level, arterials and collectors should have complete sidewalks, and crosswalks should be present every 600 feet. As shown in Figure 3.6-2, no arterials (S Tacoma Way, S. Pine St./S Oakes St., Tacoma Mall Boulevard, S. 38th St., S. 47th/S 48th Sts., and S. 56th St.) and collectors (Puget Sound Ave., S. Cedar St., S. Sprague Ave., S. 35th St., and S. 36th St.) within the TAA meet this standard for both sidewalks and crosswalks. Within the TAA, only Puget Sound Ave., S. Sprague Ave., and S. 56th St. have complete sidewalks, and none of the arterials and collectors have crosswalks every 600 feet.

Table 3.6-2 Quality of Pedestrian Facilities

<table>
<thead>
<tr>
<th>Quality of Facility</th>
<th>Within 20-Minute Neighborhood</th>
<th>Other Areas</th>
</tr>
</thead>
<tbody>
<tr>
<td>High</td>
<td>Complete sidewalks with buffers on both sides of arterials and collectors</td>
<td>Complete sidewalks on both sides of arterials and collectors</td>
</tr>
<tr>
<td>Acceptable</td>
<td>Complete sidewalks without buffers on both sides of arterials and collectors</td>
<td>Sidewalks present</td>
</tr>
<tr>
<td>Needs Improvement</td>
<td>Incomplete or no sidewalk</td>
<td>Incomplete or no sidewalk</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Quality of Facility</th>
<th>Within 20-Minute Neighborhood</th>
<th>Other Areas</th>
</tr>
</thead>
<tbody>
<tr>
<td>High</td>
<td>Crossing every 300’ in pedestrian activity area or downtown that meets Tacoma’s current best design practice</td>
<td>Existing marked crossings meet Tacoma’s current best design practice</td>
</tr>
<tr>
<td>Acceptable</td>
<td>Crosswalks present every 600’</td>
<td>Crosswalks present</td>
</tr>
<tr>
<td>Needs Improvement</td>
<td>No crosswalks within 600’</td>
<td>No crossings present</td>
</tr>
</tbody>
</table>

Source: City of Tacoma TMP, 2015.
BICYCLE CONDITIONS

The TAA currently has two bicycle facilities. Each is a portion of the Historic Water Flume Line Trail—one an on-street bicycle lane on S. Tacoma Way and the other a stretch of shared-use path, as shown in Figure 3.6-3. Many through streets in the study area are arterials with high automobile volumes, high speeds, and few safe crossings, thus discouraging bicycling. The coarse grid, lack of facilities, and auto-oriented design of the Mall and some surrounding neighborhoods also contributes to the incomplete bicycle network.

PUBLIC TRANSPORTATION FACILITIES

Tacoma Mall is a major destination for bus public transit and an important intermodal station for regional travelers given its proximity to the South Tacoma Sounder Station and Tacoma Mall Transit Center. Eight Pierce Transit bus routes and one Intercity Transit weekend route serve the Tacoma Mall Transit Center and surrounding area. In addition, the South Tacoma Sounder Rail Station just south of the study area provides regional connections. Figure 3.6-4 shows existing transit routes and stops in the study area.

Pierce Transit bus routes serving the study area connect Tacoma Mall to all areas of the City and many surrounding jurisdictions. All routes operate all-day service (i.e., from 6:00 am to 10:00 pm on weekdays) with frequencies of 30 minutes or greater (Pierce Transit, 2016). The Intercity Transit 620 bus provides weekend service from Olympia to the Tacoma Mall Transit Center every 60–90 minutes. Stop density in the area is relatively high, with stops every one to two blocks on transit corridors. The transit corridors themselves are spaced approximately a half-mile apart, allowing riders to access a bus stop within a quarter-mile or less. All but one stop have accessible boarding areas for persons with disabilities. Approximately half the stops that meet Pierce Transit’s ridership thresholds for benches and shelters have these amenities.

One challenge for transit riders in the study area is bus frequency. Routes serving the area currently have frequencies, or “headways,” of 30 minutes or more, often leading to long wait times for riders. No express transit service to Seattle currently exists. Access to transit can also be a barrier to some transit riders, as many streets have no sidewalks/crosswalks, or they are inadequate. The Tacoma Mall Transit Center, although located along S. 47th St. near the Tacoma Mall, is at the Subarea’s edge and some distance from many higher-density residential areas.

Transit Load Factors

Transit load factors assess how many people use the bus and whether overcrowding occurs. The load factor is the ratio of passengers to seats. For example, a load factor of 0.5 indicates that half the seats are occupied, whereas a load factor greater than 1.0 indicates that some passengers are standing. Pierce Transit’s maximum acceptable load factor is 1.5.

Table 3.6-3 summarizes load factors during the peak periods of 6–9 a.m. and 3–6 p.m. for Pierce Transit’s eight bus routes and Intercity Transit’s one bus route operating within the TAA. The load

---

1 The South Tacoma Way and South 54th St. stop is not accessible for people with disabilities.
Factors range from approximately 0.3 to 0.5, indicating that during peak hours, buses are operating with less than half their seats full on average. This range is an average for all hours, however, and may obscure brief periods with heavy ridership. The load factor for Route 57, which serves the Tacoma Mall, is actually higher during periods outside those indicated above, as its peak periods occur at times different from those of typical commutes. The 0.35 load factor shown in the table represents the typical peak hour, whereas the route experiences a 0.46 load factor during midday.

Table 3.6-3  Transit Routes + Load Factors (a.m. + p.m. peaks)

<table>
<thead>
<tr>
<th>Route</th>
<th>Destination</th>
<th>Load Factor</th>
</tr>
</thead>
<tbody>
<tr>
<td>3</td>
<td>Lakewood–Tacoma</td>
<td>0.49</td>
</tr>
<tr>
<td>52</td>
<td>TCC–Tacoma Mall</td>
<td>0.40</td>
</tr>
<tr>
<td>53</td>
<td>University Place</td>
<td>0.47</td>
</tr>
<tr>
<td>54</td>
<td>S 38th St</td>
<td>0.29</td>
</tr>
<tr>
<td>55</td>
<td>Tacoma Mall–Parkland</td>
<td>0.35</td>
</tr>
<tr>
<td>56</td>
<td>S 56th St</td>
<td>0.43</td>
</tr>
<tr>
<td>57</td>
<td>Tacoma Mall</td>
<td>0.35</td>
</tr>
<tr>
<td>300</td>
<td>S Tacoma Way</td>
<td>0.29</td>
</tr>
<tr>
<td>620</td>
<td>Olympia/Lacey–Tacoma Mall*</td>
<td>0.33</td>
</tr>
</tbody>
</table>

*Intercity Transit operates this route Saturday and Sunday only.

FREIGHT
Figure 3.6-5 shows the Freight Priority Network identified by the adopted Tacoma TMP within the TAA. Three facilities designated as part of the Freight Priority Network border the TAA: S. Tacoma Way on the north and west, S. 56th St. on the south and Interstate 5 (I-5) on the area’s eastern edge. The truck percentage on S. Tacoma Way ranges from 7% to 11%, demonstrating substantial freight demand along the corridor. South 38th and S. Pine Sts. also serve freight, and S. 38th St. is a key access route to the Nalley Valley, an established industrial area.

TRAFFIC OPERATIONS
Figure 3.6-6 shows study area intersections where LOS was evaluated as described in the methodology section. Existing intersection peak hour turning movement counts were collected on June 9, 2015 when school was in session. Vehicle volumes were highest between 4:00 p.m. and 5:00 p.m., and that period was determined as the p.m. peak hour for analysis. Other times of day can also experience high vehicle volumes, such as lunch hour when people visit the Tacoma Mall. Streets that provide connections to I-5 and State Route 16 experience high vehicle volumes during the morning and evening peak periods because motorists use the freeways to travel to other destinations in the region.

Table 3.6-4 and Figure 3.6-7 show intersection-level vehicle delay and LOS for the p.m. peak hour. One intersection, S. Fife and S. 38 operates at LOS F, below the City’s standard, during the weekday p.m.
peak hour: S. Fife and S. 38th Sts. Because this intersection has side street stop control, that level of
delay is experienced by a relatively low share of motorists on the minor roadway (S Fife St.) rather than
motorists on the S. 38th St. arterial. The remaining study intersections operate at LOS E or better
during the weekday p.m. peak hour.

Table 3.6-4  Existing Intersection Level of Service

<table>
<thead>
<tr>
<th>ID</th>
<th>Intersection</th>
<th>Control Type</th>
<th>LOS</th>
<th>Delay (sec/veh)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>S Pine St. &amp; S. Tacoma Way</td>
<td>Signal</td>
<td>C</td>
<td>23</td>
</tr>
<tr>
<td>2</td>
<td>S Tacoma Way &amp; S. 35th St</td>
<td>Signal</td>
<td>A</td>
<td>4</td>
</tr>
<tr>
<td>3</td>
<td>S Lawrence St. &amp; S. Tacoma Way</td>
<td>Side St. Stop¹</td>
<td>B</td>
<td>12</td>
</tr>
<tr>
<td>4</td>
<td>S Pine St. &amp; S. 36th St</td>
<td>Signal</td>
<td>A</td>
<td>6</td>
</tr>
<tr>
<td>5</td>
<td>S Tacoma Way &amp; S. 38th St</td>
<td>Signal</td>
<td>A</td>
<td>9</td>
</tr>
<tr>
<td>6</td>
<td>S Warner St./ S. Union Ave &amp; S. 38th St</td>
<td>Signal</td>
<td>B</td>
<td>18</td>
</tr>
<tr>
<td>7</td>
<td>S Lawrence St. &amp; S. 38th St</td>
<td>Signal</td>
<td>B</td>
<td>11</td>
</tr>
<tr>
<td>8</td>
<td>S Cedar St. &amp; S. 38th St</td>
<td>Signal</td>
<td>B</td>
<td>14</td>
</tr>
<tr>
<td>9</td>
<td>S Pine St. &amp; S. 38th St</td>
<td>Signal</td>
<td>D</td>
<td>42</td>
</tr>
<tr>
<td>10</td>
<td>S Fife St. &amp; S. 38th St</td>
<td>Side St. Stop¹</td>
<td>F</td>
<td>74</td>
</tr>
<tr>
<td>11</td>
<td>S Steele St. &amp; S. 38th St</td>
<td>Signal</td>
<td>E</td>
<td>64</td>
</tr>
<tr>
<td>12</td>
<td>I-5 NB On-Ramp &amp; S. 38th St</td>
<td>Signal</td>
<td>A</td>
<td>8</td>
</tr>
<tr>
<td>13</td>
<td>S Steele St. &amp; Tacoma Mall Blvd</td>
<td>Signal</td>
<td>B</td>
<td>19</td>
</tr>
<tr>
<td>14</td>
<td>S Tacoma Way &amp; S. Washington St./ S. 41st St</td>
<td>Signal</td>
<td>B</td>
<td>16</td>
</tr>
<tr>
<td>15</td>
<td>S Pine St. &amp; S. 42nd St</td>
<td>Side St. Stop¹</td>
<td>C</td>
<td>19</td>
</tr>
<tr>
<td>16</td>
<td>S Pine St. &amp; S. 45th St</td>
<td>Signal</td>
<td>B</td>
<td>13</td>
</tr>
<tr>
<td>17</td>
<td>S Tacoma Way &amp; S. 47th St</td>
<td>Signal</td>
<td>B</td>
<td>13</td>
</tr>
<tr>
<td>18</td>
<td>S Lawrence St. &amp; S. 47th St</td>
<td>Side St. Stop¹</td>
<td>C</td>
<td>16</td>
</tr>
<tr>
<td>19</td>
<td>S Oakes St. &amp; S. 47th St</td>
<td>Signal</td>
<td>C</td>
<td>26</td>
</tr>
<tr>
<td>20</td>
<td>Tacoma Mall Blvd &amp; S. 48th St</td>
<td>Signal</td>
<td>B</td>
<td>19</td>
</tr>
<tr>
<td>21</td>
<td>S Lawrence St. &amp; S. 56th St</td>
<td>Side St. Stop¹</td>
<td>D</td>
<td>32</td>
</tr>
</tbody>
</table>

1. LOS for side street stop-controlled intersections is based on the leg with longest delay—i.e. the minor street with stop sign control.

Segment Volume-to-Capacity Ratios
Figure 3.6-8 presents corridor V/C ratios within the study area based on weekday p.m. peak-hour traffic volumes. All roadway segments operate at LOS E or better, exceeding the City standard of 85%. Only two arterial segments currently operate below LOS C: southbound S. Oakes St. between S. 47th and S. 56th Sts. at LOS E; and S. 38th St. eastbound from S. Steele St. to the I-5 northbound on-ramp at LOS D.
Safety
Safety was evaluated using data collected from 2010 to 2014 from the Washington State Department of Transportation. Figure 3.6-9 lists all injury and noninjury crashes that occurred within the TAA during the five-year period, as well as the five intersections having the most injury collisions. No fatalities occurred within the TAA during the period. Collisions were concentrated mostly on arterials and collectors such as S. 38th St. between S. Cedar and S. Fife Sts., Tacoma Mall Boulevard between S. 48th and S. 54th Sts., and S. 48th St. between S. Pine St. and Tacoma Mall Boulevard. The intersections with the most injury collisions were

- S 48th St. and Tacoma Mall Boulevard (19 injury collisions)
- S 56th St. and S. Puget Sound Ave. (14)
- S 56th and S. Oakes Sts. (13)
- S 43rd and S. Steele Sts. (12)
- S 38th and S. Pine Sts. (12)

As shown in Figure 3.6-10, there were three bicycle collisions and 24 pedestrian collisions reported between 2010 and 2014. Nearly all pedestrian and bicycle collisions occurred along arterial streets in the area. South 56th and S. 47th/48th Sts. had the most pedestrian collisions with seven and five, respectively.

The City of Tacoma completed a safety evaluation of the study area in fall 2016 that found conditions including high speeds along several corridors, limited intersection lighting, crossing facilities that do not meet ADA standards, faded and missing pavement markings and sight distance obstructions. A variety of countermeasures are included to improve safety for all modes—for example, access management, traffic calming treatments, and improved pedestrian and bicycle facilities. Many of these are incorporated into the proposed Subarea Plan. The full report is included in Appendix E.

PARKING
Parking supply in the Tacoma Mall area comprises off-street surface lots, on-street spaces, and one small parking structure at the Mall—area-wide parking appears adequate to meet demand. Some incidents of semi-type trucks parking in neighborhoods have been reported. This undesired activity is managed on a report basis and at times results in new on-street parking controls.

Parking resource management is vital to the success of many businesses and retailers and can help reduce the need for additional parking capacity. Transportation demand management is one tool shown to be effective in the management of parking. The goal of Tacoma’s parking system is to maximize use of the right-of-way while encouraging behavior consistent with the priority user of each district or area. For example, the parking priority users in downtown are customers, clients and visitors. Tacoma currently manages short-term on-street parking supply using various tools to influence desired parking behaviors.

Transportation Demand Management describes a set of strategies intended to reduce the demand for travel by single occupancy vehicles. Examples of TDM measures include transit pass subsidies and incentives, flexible work schedules, parking management and others.
In areas immediately outside the downtown core, such as the Tacoma Mall area, parking is almost entirely managed with time restrictions and enforcement patrol. Parking spaces throughout the system are managed on a first-come, first-served basis. The City allows certain uses by parking permits. Parking with access to the Tacoma Mall is free with unlimited duration.

3.6.3 SIGNIFICANT IMPACTS

The future year analysis was completed for a horizon year of 2040. The roadway network assumed differs between alternatives. Alternative 1 includes the Tier 1 projects identified in the TMP, and Alternative 2 includes additional local projects identified in the Subarea Plan. Key elements of the proposal included in Alternative 2 and not included in Alternative 1 are listed below:

- 5 35th St. connection to S. Tacoma Way, including bike improvements
- Loop road connecting the four quadrants
- I-5 direct access ramp onto Tacoma Mall Boulevard for southbound vehicles
- area-wide street grid connections
- area-wide sidewalk gap connections
- The City is proactively planning for potential rail, streetcar, or other High-Capacity Transit (HCT) projects, including investing in transit-supportive technology or infrastructure, such as relocating the transit center to a more central location, adding signal-priority intersections and dedicated rights-of-way, and business access and transit (BAT) lanes, to lay the groundwork for future HCT corridor projects by either Sound Transit or Pierce Transit.
- Transportation investments recommended in the Subarea Plan give precedence to pedestrians throughout the area. New roadways will include pedestrian facilities, while sidewalks in poor condition or missing altogether will be replaced with facilities designed to current City standards. This will usually take place within larger transportation projects.

FORECASTING METHODOLOGY

This evaluation used the City of Tacoma’s travel demand model and the PSRC 2040 regional model to forecast future travel demand for each alternative. The travel forecasts are estimates of trip volumes and travel modes under each alternative. Land uses assumed for each alternative are described in Chapter 2. The roadway network of each model reflects the assumptions summarized in the previous section.

For existing conditions, Alternative 1 and Alternative 2 mode share was estimated using an enhanced trip generation tool called MainStreet.\(^3\) MainStreet integrates traditional trip-generation methods with

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\(^2\) The TMP defines Tier 1 projects as those that fall within the fiscally-constrained 25-year scenario.

\(^3\) Formerly called MXD
modern knowledge and current practices to more accurately estimate vehicle trips and modes. The tool accounts for unique environmental characteristics of the project site including demographics, land-use diversity, transit access, and intersection density. MainStreet is sensitive to higher densities, unique demographics, higher transit levels, and a well-developed pedestrian system. Factors that differentiate Alternatives 1 and 2 were input to determine changes in mode share. The MainStreet MXD calculation worksheet can be found in Appendix F.

IMPACTS COMMON TO BOTH ALTERNATIVES

While new development in the Mall Neighborhood is expected to continue to provide off-street parking, increased densities tend to result in parking fees that could cause spillover parking demand into adjacent neighborhoods. Alternative 2 includes the addition of new streets, some of which would provide on-street parking. This new supply is likely to outweigh any loss in parking availability caused by modifications to existing roadway cross-sections. Under both scenarios, more active parking management and control techniques may be required in order to maintain reasonable on-street parking availability throughout the study area. Figure 3.6-11 presents the Parking Management Toolbox included in the City of Tacoma’s TMP. If parking demand exceeds the City’s 85% target, the City may employ some strategies described below. Because the City would actively manage parking demand using the strategies shown in Figure 3.6-11 and described in the Subarea Plan, no impacts to parking are projected for either alternative.

Alternative 1 (No Action)

Thresholds of Significance

Analytical results of the No Action Alternative are summarized in this section. Future deficiencies in the City’s roadway LOS standards are defined if the No Action Alternative would:

- cause an intersection to operate below the City’s LOS E standard
- cause less than 85% of ALMs to operate with V/C ratios less than 0.99

Roadway LOS Results

Roadway operations affect autos, freight and transit because they travel on the same facilities throughout the study area. Table 3.6-5 summarizes intersection LOS results for Alternative 1 compared with existing conditions. This represents the change in operations within the TAA if the Subarea Plan is not implemented. The following intersections have a forecast LOS of F:

- S Lawrence St. and S. Tacoma Way
- S Fife and S. 38th Sts.
- S Steele and S. 38th Sts.
- S Pine and S. 42nd Sts.

The intersections at S. Lawrence/S Tacoma Way, S. Fife/S 38th Sts., and S. Pine/S 42nd Sts. are all side-street stop intersections. For side-street stop intersections, delay and LOS are calculated for the minor-street approach. In all cases, heavy cross traffic on the main arterial causes long side-street delays. The S. Steele/S 38th St. intersection is the busiest in the study area and is particularly congested during the p.m. peak hour. This high volume along with relatively inefficient north–south split-signal phasing results in LOS F operations at this intersection.
The city requires 85% of all segment V/C miles to be at or better than LOS E. Despite the congested intersections described above, 97% of ALMs in alternative 1 meet that threshold. Appendix G shows V/C calculations.

Table 3.6-5  Intersection Level of Service, Alternative 1 (2040)

<table>
<thead>
<tr>
<th>ID</th>
<th>Intersection</th>
<th>Control Type</th>
<th>Existing</th>
<th>Alternative 1 (No Action)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>LOS</td>
<td>Delay (s/veh)</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>C</td>
<td>E</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>23</td>
<td>60</td>
</tr>
<tr>
<td></td>
<td>S Pine St. &amp; S. Tacoma Way</td>
<td>Signal</td>
<td>A</td>
<td>B</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>4</td>
<td>15</td>
</tr>
<tr>
<td>3</td>
<td>S Lawrence St. &amp; S. Tacoma Way</td>
<td>Side St. Stop</td>
<td>B</td>
<td>F</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>12</td>
<td>96</td>
</tr>
<tr>
<td></td>
<td>S Pine St. &amp; S. 36th St</td>
<td>Signal</td>
<td>A</td>
<td>B</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>6</td>
<td>12</td>
</tr>
<tr>
<td>5</td>
<td>S Tacoma Way &amp; S. 38th St</td>
<td>Signal</td>
<td>A</td>
<td>D</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>9</td>
<td>45</td>
</tr>
<tr>
<td>6</td>
<td>S Warner St./ S. Union Ave &amp; S. 38th St</td>
<td>Signal</td>
<td>B</td>
<td>C</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>18</td>
<td>22</td>
</tr>
<tr>
<td>7</td>
<td>S Lawrence St. &amp; S. 38th St</td>
<td>Signal</td>
<td>B</td>
<td>C</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>11</td>
<td>33</td>
</tr>
<tr>
<td>8</td>
<td>S Cedar St. &amp; S. 38th St</td>
<td>Signal</td>
<td>B</td>
<td>A</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>14</td>
<td>10</td>
</tr>
<tr>
<td>9</td>
<td>S Pine St. &amp; S. 38th St</td>
<td>Signal</td>
<td>D</td>
<td>E</td>
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<td>59</td>
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<td>F</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>74</td>
<td>&gt;150</td>
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<tr>
<td>11</td>
<td>S Steele St. &amp; S. 38th St</td>
<td>Signal</td>
<td>E</td>
<td>F</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>64</td>
<td>144</td>
</tr>
<tr>
<td>12</td>
<td>I-5 NB On-Ramp &amp; S. 38th St</td>
<td>Signal</td>
<td>A</td>
<td>B</td>
</tr>
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<td></td>
<td></td>
<td></td>
<td>8</td>
<td>13</td>
</tr>
<tr>
<td>13</td>
<td>S Steele St. &amp; Tacoma Mall Blvd</td>
<td>Signal</td>
<td>B</td>
<td>A</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>19</td>
<td>16</td>
</tr>
<tr>
<td>14</td>
<td>S Tacoma Way &amp; S. Washington St./ S. 41st St</td>
<td>Signal</td>
<td>B</td>
<td>C</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>16</td>
<td>26</td>
</tr>
<tr>
<td>15</td>
<td>S Pine St. &amp; S. 42nd St</td>
<td>Side St. Stop</td>
<td>C</td>
<td>F</td>
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<tr>
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<td></td>
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<td>&gt;150</td>
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<td></td>
<td>13</td>
<td>12</td>
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<tr>
<td>18</td>
<td>S Lawrence St. &amp; S. 47th St</td>
<td>Side St. Stop</td>
<td>C</td>
<td>C</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>16</td>
<td>21</td>
</tr>
<tr>
<td>19</td>
<td>S Oakes St. &amp; S. 47th St</td>
<td>Signal</td>
<td>C</td>
<td>C</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
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<td>32</td>
</tr>
<tr>
<td>20</td>
<td>Tacoma Mall Blvd &amp; S. 48th St</td>
<td>Signal</td>
<td>B</td>
<td>D</td>
</tr>
<tr>
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<td></td>
<td></td>
<td>19</td>
<td>43</td>
</tr>
<tr>
<td>21</td>
<td>S Lawrence St. &amp; S. 56th St</td>
<td>Side St. Stop</td>
<td>D</td>
<td>D</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>32</td>
<td>41</td>
</tr>
</tbody>
</table>
1. LOS for Side St. stop-controlled intersections is based on the leg with highest delay, i.e. the minor street with the stop sign control.

**Pedestrian System**

Pedestrian trips are expected to increase from growth set to occur between 2017 and 2040 under Alternative 1 conditions. While new development will likely provide sidewalks to match current City standards where gaps exist, no City projects have been committed to address the lack of pedestrian facilities within the study area under this alternative; therefore, a pedestrian system deficiency is identified for Alternative 1, indicating that the pedestrian environment will not meet city standards under this scenario.

**Bicycle System**

Bicycle trips are expected to increase from growth set to occur between 2017 and 2040. Bicycle routes in the TMP could be implemented during this period, but future design details would need to be identified prior to bicycle project implementation. The TMP identifies a reasonable set of bicycle improvements that could be in place by 2040 to provide general access to the Tacoma Mall Subarea. However, no provision has been made for a bicycle network to facilitate bicycle travel within the subarea. Based on the lack of internal bicycle infrastructure, a future bicycle travel deficiency is identified for Alternative 1.

**Safety**

Vehicle trips would increase from expected growth within the Tacoma Mall subarea and beyond; therefore, an increase in collisions compared with existing conditions is expected. However, increased collision rates are not indicated, and therefore no deficiency is identified for Alternative 1.

**Alternative 2**

This section describes anticipated transportation impacts under Alternative 2.

**Thresholds of Significance**

The No Action Alternative serves as the baseline for identifying impacts to transportation facilities caused by the action alternative. The No Action baseline is the most common way to assess potential impacts that could result from implementing a plan like the Tacoma Mall Neighborhood Subarea Plan. A significant transportation impact is identified if Alternative 2 would

- cause an intersection that meets the City’s LOS E standard under the No Action Alternative to deteriorate to LOS F
- cause at least one additional second of delay to an intersection that operates at LOS F under the No Action Alternative
- cause the percentage of ALMs operating at V/C ratios less than 0.99 to fall below 85% and be at least one percentage point lower than that of the No Action Alternative

**Roadway LOS Results**

Table 3.6-1 summarizes intersection LOS results for Alternative 2 compared with the No Action Alternative. These results reflect conditions for autos, freight and transit.

One intersection, S. Lawrence St./S Tacoma Way, is expected to operate at LOS F under Alternative 2. The LOS F condition expected at that intersection is due to long delays on stop-controlled S. Lawrence
St. Although the volume of affected vehicles is very low, it is higher than with Alternative 1 (15 versus 10 vehicles per hour); therefore, this intersection is considered to have an adverse impact under Alternative 2.

The other LOS F intersections identified in Alternative 1 have substantially improved operations under Alternative 2 because of traffic congestion and access improvement projects incorporated into the plan. These projects are summarized in Table 3.6-7.

### Table 3.6-6  Intersection Level of Service, Alternative 2 (2040)

<table>
<thead>
<tr>
<th>ID</th>
<th>Intersection</th>
<th>Control Type</th>
<th>LOS</th>
<th>Delay (s/veh) Alternative 1 (No Action)</th>
<th>LOS</th>
<th>Delay (s/veh) Alternative 2</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>S Pine St. &amp; S. Tacoma Way</td>
<td>Signal</td>
<td>E</td>
<td>60</td>
<td>E</td>
<td>60</td>
</tr>
<tr>
<td>2</td>
<td>S Tacoma Way &amp; S. 35th St</td>
<td>Signal</td>
<td>B</td>
<td>15</td>
<td>B</td>
<td>16</td>
</tr>
<tr>
<td>3</td>
<td>S Lawrence St. &amp; S. Tacoma Way</td>
<td>Side St. Stop¹</td>
<td>F</td>
<td>96</td>
<td>F</td>
<td>&gt;150</td>
</tr>
<tr>
<td>4</td>
<td>S Pine St. &amp; S. 36th St</td>
<td>Signal</td>
<td>B</td>
<td>12</td>
<td>B</td>
<td>14</td>
</tr>
<tr>
<td>5</td>
<td>S Tacoma Way &amp; S. 38th St</td>
<td>Signal</td>
<td>D</td>
<td>45</td>
<td>C</td>
<td>30</td>
</tr>
<tr>
<td>6</td>
<td>S Warner St./ S. Union Ave &amp; S. 38th St</td>
<td>Signal</td>
<td>C</td>
<td>22</td>
<td>C</td>
<td>24</td>
</tr>
<tr>
<td>7</td>
<td>S Lawrence St. &amp; S. 38th St</td>
<td>Signal</td>
<td>C</td>
<td>33</td>
<td>D</td>
<td>49</td>
</tr>
<tr>
<td>8</td>
<td>S Cedar St. &amp; S. 38th St</td>
<td>Signal</td>
<td>A</td>
<td>10</td>
<td>B</td>
<td>11</td>
</tr>
<tr>
<td>9</td>
<td>S Pine St. &amp; S. 38th St</td>
<td>Signal</td>
<td>E</td>
<td>59</td>
<td>D</td>
<td>49</td>
</tr>
<tr>
<td>10</td>
<td>S Fife St. &amp; S. 38th St</td>
<td>Side St. Stop¹</td>
<td>F</td>
<td>&gt;150</td>
<td>C</td>
<td>21</td>
</tr>
<tr>
<td>11</td>
<td>S Steele St. &amp; S. 38th St</td>
<td>Signal</td>
<td>F</td>
<td>144</td>
<td>D</td>
<td>38</td>
</tr>
<tr>
<td>12</td>
<td>I-5 NB On-Ramp &amp; S. 38th St</td>
<td>Signal</td>
<td>B</td>
<td>13</td>
<td>B</td>
<td>13</td>
</tr>
<tr>
<td>13</td>
<td>S Steele St. &amp; Tacoma Mall Blvd</td>
<td>Signal</td>
<td>B</td>
<td>16</td>
<td>C</td>
<td>22</td>
</tr>
<tr>
<td>14</td>
<td>S Tacoma Way &amp; S. Washington St./ S. 41st St</td>
<td>Signal</td>
<td>C</td>
<td>26</td>
<td>C</td>
<td>26</td>
</tr>
<tr>
<td>15</td>
<td>S Pine St. &amp; S. 42nd St</td>
<td>Side St. Stop¹</td>
<td>F</td>
<td>&gt;150</td>
<td>D</td>
<td>26</td>
</tr>
<tr>
<td>16</td>
<td>S Pine St. &amp; S. 45th St</td>
<td>Signal</td>
<td>B</td>
<td>16</td>
<td>D</td>
<td>46</td>
</tr>
<tr>
<td>17</td>
<td>S Tacoma Way &amp; S. 47th St</td>
<td>Signal</td>
<td>B</td>
<td>12</td>
<td>B</td>
<td>13</td>
</tr>
<tr>
<td>18</td>
<td>S Lawrence St. &amp; S. 47th St</td>
<td>Side St. Stop¹</td>
<td>C</td>
<td>21</td>
<td>B</td>
<td>14</td>
</tr>
<tr>
<td>19</td>
<td>S Oakes St. &amp; S. 47th St</td>
<td>Signal</td>
<td>C</td>
<td>32</td>
<td>D</td>
<td>43</td>
</tr>
<tr>
<td>20</td>
<td>Tacoma Mall Blvd &amp; S. 48th St</td>
<td>Signal</td>
<td>D</td>
<td>43</td>
<td>D</td>
<td>43</td>
</tr>
<tr>
<td>21</td>
<td>S Lawrence St. &amp; S. 56th St</td>
<td>Side St. Stop¹</td>
<td>D</td>
<td>41</td>
<td>D</td>
<td>33</td>
</tr>
</tbody>
</table>

¹. LOS for Side St. stop-controlled intersections is based on the leg with highest delay, i.e. the minor street with the stop sign control.
Table 3.6-7  Proposed Improvements to LOS F Intersections, Alternative 2

<table>
<thead>
<tr>
<th>Intersection</th>
<th>Alternative 1 LOS</th>
<th>Alternative 2 LOS</th>
<th>Proposed Improvements</th>
</tr>
</thead>
<tbody>
<tr>
<td>S Fife St/S 38th St</td>
<td>F</td>
<td>C</td>
<td>Signalization</td>
</tr>
<tr>
<td>S Steele St/S 38th St</td>
<td>F</td>
<td>D</td>
<td>Alter signal timing to remove split phase. Revise lane assignments for north and south approaches</td>
</tr>
<tr>
<td>S Pine St/S 42nd St</td>
<td>F</td>
<td>D</td>
<td>Signalization</td>
</tr>
</tbody>
</table>

Two key projects could result in improved overall traffic LOS within the study area. The first is the Loop Road, which redistributes some traffic that will result from redevelopment away from the congested S. Pine/S 38th St. corridors. Additionally, the I-5 direct access ramp alters travel patterns and allows vehicles to bypass the S. Steele/S. 38th St. intersection, substantially reducing congestion at the intersection and the potential for vehicle queues to extend onto I-5 from the S. 38th St. off-ramp.

Implementing major projects like the Loop Road and the I-5 direct access ramp would require substantial funding commitments and long lead times. Further, the I-5 direct access ramp proposal must be vetted through WSDOT’s Interchange Justification Report process. The project team prepared a threshold analysis to determine how much of Alternative 2’s proposed development could be accommodated before these key projects (or another congestion relief project with a similar expected outcome) would be needed. The analysis focused on the intersection of S. Steele/S 38th Sts. because it is the most congested of those in the study area. The threshold analysis indicates that 52% of the Tacoma Mall Subarea Plan’s proposed development could be accommodated before the intersection LOS at S. Steele/S 38th Sts. would deteriorate to LOS F conditions. This 52% portion translates into roughly 5,570 new p.m. peak-hour trips. If the direct access ramp or another traffic congestion relief project for the intersection cannot be implemented concurrent with 52% build-out of the Tacoma Mall Neighborhood Subarea, a new environmental review would be required before permitting further development.

The roadway segment analysis indicates that Alternative 2 results in 97% of ALMs operating at LOS E or better, exceeding the City threshold of 85%. Appendix G shows V/C calculations.

Table 3.6-8 shows changes in mode share between scenarios. Note the large decrease in SOV trip mode share between Existing Conditions and both Alternatives 1 and 2. This reduction in SOV trip generation is related to the increased land use density and mix of uses expected in the Mall Neighborhood by 2040 and reflects the Mall Neighborhood’s RGC designation under both scenarios. The additional decrease in SOV trips under Alternative 2 is a direct result of the improved transportation system and additional land use refinements that lead to higher incidence of HOV, bike and transit trips. The network is better equipped to handle this mode shift with the improvements delineated in the project list. It should be noted that the Subarea Plan (Alternative 2) is explicitly intended to catalyze growth and development while contributing to regional efforts to bend regional growth trends by attracting and concentrating a larger share of overall growth within RGCs. While the distinctions between Alternatives 1 and 2 may not
seem striking, it is safe to state that actual growth is much more likely to meet plan targets with implementation of the catalytic actions laid out in the Subarea Plan than it is under No Action Alternative 1.

### Table 3.6-8 Mode Share (%)

<table>
<thead>
<tr>
<th>Alternative</th>
<th>SOV</th>
<th>HOV</th>
<th>Walk/Bike</th>
<th>Transit</th>
<th>Internal Vehicle Trips*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Existing</td>
<td>72%</td>
<td>8%</td>
<td>4%</td>
<td>5%</td>
<td>11%</td>
</tr>
<tr>
<td>Alternative 1</td>
<td>57%</td>
<td>8%</td>
<td>11%</td>
<td>8%</td>
<td>16%</td>
</tr>
<tr>
<td>Alternative 2</td>
<td>52%</td>
<td>9%</td>
<td>12%</td>
<td>9%</td>
<td>18%</td>
</tr>
</tbody>
</table>

* Internal vehicle trips include a mix of SOV and HOV trips. They are relatively short trips that stay within the subarea. Source: Fehr & Peers, 2016.

**Pedestrian System**

A safe and well-connected pedestrian network is important in order to encourage people to walk to nearby designations and services, thereby increasing physical activity and fostering social interaction. Pedestrian deficiencies are addressed through the project list. By connecting the sidewalk system as well as addressing gaps and substandard conditions, pedestrians will have a more complete system to use in Alternative 2.

Sidewalks will be maintained or replaced throughout the neighborhood depending on walkway conditions and in accordance with street typologies. Sidewalks will be: expanded from the curb and furnished with street trees along connector streets; installed at rights-of-way edges and furnished with street trees on urban residential streets; and installed on rights-of-way edges and furnished with bulbouts or rain gardens, where feasible, as recommended by the Tacoma Complete Streets Design Guidelines.

Improvements to the pedestrian network proposed under Alternative 2 are expected to accommodate the associated growth in pedestrian trips; therefore, no impact to the pedestrian system is expected under Alternative 2.

**Bicycle System**

Bicycle corridors are being added in Alternative 2, specifically on S. 35th St., S. 38th St., S. 47th St., Sprague Ave., Warner St., 40th St., and the connection from S. Fife St. to S. 48th St. The loop road will also have bicycle facilities (bike lanes, sharrows, shared-use paths, etc.), and the complete streets will be bicycle friendly. Improvements to the bicycle network proposed under Alternative 2 are expected to accommodate the associated growth in bicycle trips; therefore, no impact to the bicycle system is expected under Alternative 2.

**Safety**

The infrastructure projects proposed under Alternative 2 would result in improved access management and fewer uncontrolled left turns. This is expected to result in a decreased collision rate compared with Alternative 1. Moreover, speeds may decrease, as grid network roadways will tend to have fewer lanes
and visual narrowing effects resulting from landscaping and other treatments. Lower speeds would also reduce crash severity; therefore, Alternative 2 is not expected to result in a safety impact.

**CONCURRENCY**

This EIS considers two methodologies in evaluating concurrency. The first is roadway segment LOS, measured as the percentage of ALMs operating at LOS E or better. The second is system completeness, a multimodal metric recently adopted by the City of Tacoma. The underlying policy is that the City will build the transportation system defined in the TMP at a rate equal to or ahead of the pace of development during the planning horizon. This is determined by comparing the progress of development and infrastructure completion as they relate to the City’s 2040 goals.

**Roadway Segment Level of Service**

As described in the Impacts section, both Alternatives 1 and 2 are expected to result in 97% of ALMs operating at LOS E or better; therefore, both alternatives exceed the City’s 85% threshold and meet concurrency.

**System Completeness**

The progress of development and infrastructure completion is compared below:

- Development completion: development in the Tacoma Mall subarea proposed by the Subarea Plan compared with that proposed for the area by 2040 in the TMP.
- Infrastructure completion: dollar amount of projects to be completed under the Subarea Plan compared with that of the TMP 25-year project list. Only projects serving the Tacoma Mall subarea are considered. This measure considers all types of projects, including those benefitting autos, freight, pedestrians, bicycles and transit.

Because Alternative 1 is consistent with the TMP in terms of both land use and Tier 1 project assumptions, it is by definition concurrent. Alternative 2 would include an additional 404 housing units and 830 jobs in the Tacoma Mall subarea, a small fraction compared with the 127,000 new residents and 97,000 new jobs planned citywide in the TMP. The TMP includes projects totaling $399 million citywide; the Subarea Plan proposes additional projects totaling $145 million, roughly 36% greater than the total for the TMP project list; therefore, the Subarea Plan would meet the City’s concurrency requirement.

**IMPACT SUMMARY**

The following table summarizes the impacts identified for each alternative. As shown below, Alternative 1 is expected to have deficiencies related to intersection operations, the pedestrian system, and the bicycle system. Alternative 2 generally incorporates transportation projects that better accommodate land use growth projected for the study area; however, this alternative is expected to have one intersection LOS impact.

---

4 TMP Tier 1 projects that also appear on the Subarea Plan list are omitted from this total.
Table 3.6-9  Summary of Impacts

<table>
<thead>
<tr>
<th>Impact</th>
<th>Alternative 1</th>
<th>Alternative 2</th>
</tr>
</thead>
<tbody>
<tr>
<td>Intersection LOS</td>
<td>Deficiency: four intersections</td>
<td>Impact: one intersection</td>
</tr>
<tr>
<td>Roadway LOS</td>
<td>—</td>
<td>—</td>
</tr>
<tr>
<td>Pedestrian System</td>
<td>Deficiency</td>
<td>—</td>
</tr>
<tr>
<td>Bicycle System</td>
<td>Deficiency</td>
<td>—</td>
</tr>
<tr>
<td>Safety</td>
<td>—</td>
<td>—</td>
</tr>
<tr>
<td>Parking</td>
<td>—</td>
<td>—</td>
</tr>
</tbody>
</table>


3.6.4 Mitigating MEASURES

INCORPORATED PLAN FEATURES
Mitigation contained in plans and policies adopted or planned for adoption as part of the proposed action

- For both alternatives, the City of Tacoma TMP and Transportation Element of the Comprehensive Plan identifies recommended transportation improvement projects and policy guidance to promote multimodal mobility and safety.
- For both alternatives, the City of Tacoma Complete Street Guidelines provides guidance for the development of streets to enable safe and convenient access and travel for all modes of travel.
- Under Alternative 2, City of Tacoma Draft Tacoma Mall Neighborhood Subarea Plan, if adopted, would provide guidance for enhancements beyond those provided in the TMP, including increased connectivity, greater bicycle and pedestrian mobility, improved access to transit and improved vehicular traffic flow.

REGULATIONS + COMMITMENTS
Mitigation contained in regulations or other requirements adopted or planned for adoption as part of the proposed action

- For both alternatives, Tacoma Municipal Code Section 13.15—Commute Trip Reduction helps to reduce peak hour congestion.
- For both alternatives, Tacoma Municipal Code Section 13.16—Concurrency Management System ensures that transportation improvements that address the impacts of development are provided concurrent with the development.

OTHER MITIGATION
Any other mitigation not contained in the categories above

- Under Alternative 2, operations at S. Lawrence St/S Tacoma Way should be monitored and access restrictions should be considered if long delays materialize. For example, S. Lawrence St. could be restricted to right-in–right-out operations at this intersection.
3.6.5 SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS

The mitigation measures recommended for the S. Lawrence St/S Tacoma Way intersection are expected to reduce the impact to a less than significant level; therefore, no significant unavoidable adverse impacts to transportation and parking are expected.
Figure 3.6-1  Transportation Study Area

Source: City of Tacoma, 2016; Fehr & Peers, 2016; 3 Square Blocks, 2016.
Figure 3.6-2  Existing Sidewalk + Crosswalk Conditions

Source: City of Tacoma, 2016; Fehr & Peers, 2016; 3 Square Blocks, 2016.
Figure 3.6-3  Existing Bicycle Infrastructure

Existing: Bicycle Facilities
November 2016

Source: City of Tacoma, 2016; Fehr & Peers, 2016; 3 Square Blocks, 2016.
Figure 3.6-4  Existing Transit Routes + Stops

Source: City of Tacoma, 2016; Fehr & Peers, 2016; 3 Square Blocks, 2016.
Figure 3.6-5  Existing Freight Priority Network

Source: City of Tacoma, 2016; Fehr & Peers, 2016; 3 Square Blocks, 2016.
Figure 3.6-6  Study Intersections

Existing: Study Intersections
November 2016

Source: City of Tacoma, 2016; Fehr & Peers, 2016; 3 Square Blocks, 2016.
Figure 3.6-7  Existing Weekday P.M. Intersection Level of Service

Source: City of Tacoma, 2016; Fehr & Peers, 2016; 3 Square Blocks, 2016.
Figure 3.6-8  Existing Weekday P.M. Peak House Segment Level of Service + V/C Ratio

Source: City of Tacoma, 2016; Fehr & Peers, 2016; 3 Square Blocks, 2016.
Figure 3.6-9  Collisions, 2010–2014

Existing: Collisions 2010-2014
November 2016

Source: City of Tacoma, 2016; Fehr & Peers, 2016; 3 Square Blocks, 2016.
Figure 3.6-10 Pedestrian + Bicycle Collisions

Existing: Pedestrian / Bicycle Collisions
November 2016

Source: City of Tacoma, 2016; Fehr & Peers, 2016; 3 Square Blocks, 2016.
Figure 3.6-11 Parking Management Toolbox

PARKING MANAGEMENT TOOLBOX

A parking demand management strategy can include some but is not limited to the following:

- Once on-street parking supply utilization exceeds 85 percent on roadway segments during business hours, consider the appropriate tools necessary to ensure the priority users for the area remain the priority. If parking spillover is determined to be an issue on residential streets, deploy the City’s residential parking zones (RPZs) program to prioritize curb space for neighborhood residents and their visitors while maximizing the use of the right-of-way with deployment of time stay controls.

- As centers develop, review Tacoma’s parking codes to ensure they align with the desired urban setting. This may include adopting parking maximums rather than minimums for new developments and major remodels.

- Encourage more shared parking by developing public parking facilities that promote a “park once” concept. Additionally, future developments should embrace, where partnerships make sense, multi-use shared parking facilities where the tenant mix allows for the maximum use of the parking space.

- Eliminate subsidies for drive-alone employees.

- Continue to encourage Tacoma area employers to offer incentives for commute options including use of carpools/vanpools, fully paid transit passes, and parking cash out programs that encourage multi-occupant commuting through employees’ monetary benefits rather than free parking.

Source: City of Tacoma TMP, 2015.
Appendix A

MXD

The table below highlights the three key variables adjusted in MXD.

<table>
<thead>
<tr>
<th>Period</th>
<th>Vehicle Ownership</th>
<th>Intersection Density</th>
<th>HH Size</th>
</tr>
</thead>
<tbody>
<tr>
<td>2015</td>
<td>1.36</td>
<td>50</td>
<td>2.48</td>
</tr>
<tr>
<td>2040 NB</td>
<td>1</td>
<td>85</td>
<td>2.13</td>
</tr>
<tr>
<td>2040 Build</td>
<td>1</td>
<td>110</td>
<td>2.13</td>
</tr>
</tbody>
</table>

Notes:
Vehicle Ownership: Figures for 2015 are based on ACS data. Values for 2040 are assumed lower to reflect a higher-density, more urban area.
Intersection Density: This variable is a way to describe the quality of the walking environment. The 2015 value was based on information from the EPA Smart Location Database. The 2040 No Build and Build numbers were based on a count of the number of new streets with improved sidewalks and streetscape.
Household Size: Census data from 2010 were used for 2015 values, while 2040 assumes a lower HH size based on a higher proportion of multifamily units in the area.

Existing results:

```
<table>
<thead>
<tr>
<th>Period</th>
<th>Vehicle Trip Generation Reductions</th>
<th>AM</th>
<th>PM</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Internal Capture</td>
<td>7.872</td>
<td>1.158</td>
</tr>
<tr>
<td></td>
<td>Shift to Transit</td>
<td>1.01%</td>
<td>212</td>
</tr>
<tr>
<td></td>
<td>Shift to Walk/Bike</td>
<td>1.661</td>
<td>268</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Period</th>
<th>Vehicle Trip Generation Reduction Percent</th>
<th>AM</th>
<th>PM</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Internal Capture</td>
<td>13.4%</td>
<td>17.3%</td>
</tr>
<tr>
<td></td>
<td>Shift to Transit</td>
<td>1.9%</td>
<td>3.5%</td>
</tr>
<tr>
<td></td>
<td>Shift to Walk/Bike</td>
<td>2.9%</td>
<td>4%</td>
</tr>
</tbody>
</table>
```
**Alt 1 results:**

<table>
<thead>
<tr>
<th></th>
<th>Daily</th>
<th>AM</th>
<th>PM</th>
</tr>
</thead>
<tbody>
<tr>
<td>Internal Capture</td>
<td>19,830</td>
<td>2,680</td>
<td>2,350</td>
</tr>
<tr>
<td>Shift to Transit</td>
<td>3,226</td>
<td>642</td>
<td>893</td>
</tr>
<tr>
<td>Shift to Walk/Bike</td>
<td>1,092</td>
<td>214</td>
<td>242</td>
</tr>
</tbody>
</table>

**Alt 2 results:**

<table>
<thead>
<tr>
<th></th>
<th>Daily</th>
<th>AM</th>
<th>PM</th>
</tr>
</thead>
<tbody>
<tr>
<td>Internal Capture</td>
<td>20,662</td>
<td>3,973</td>
<td>3,764</td>
</tr>
<tr>
<td>Shift to Transit</td>
<td>6,296</td>
<td>1,129</td>
<td>1,329</td>
</tr>
<tr>
<td>Shift to Walk/Bike</td>
<td>2,938</td>
<td>454</td>
<td>378</td>
</tr>
</tbody>
</table>

**MXD+ Vehicle Trip Generation Reduction Percent**

<table>
<thead>
<tr>
<th></th>
<th>Daily</th>
<th>AM</th>
<th>PM</th>
</tr>
</thead>
<tbody>
<tr>
<td>Internal Capture</td>
<td>10.2%</td>
<td>22.0%</td>
<td>10.2%</td>
</tr>
<tr>
<td>Shift to Transit</td>
<td>3.1%</td>
<td>5.4%</td>
<td>7.3%</td>
</tr>
<tr>
<td>Shift to Walk/Bike</td>
<td>1.0%</td>
<td>2.6%</td>
<td>2%</td>
</tr>
</tbody>
</table>
3.7 Public Services

3.7.1 FIRE + EMERGENCY SERVICES

EXISTING CONDITIONS

Services
The Tacoma Fire Department provides fire protection and emergency medical services (EMS) in Tacoma, including the study area, and in Fife, Fircrest and unincorporated areas within Pierce County Fire District No. 10. The Department has service agreements in place with Pierce County Fire District No. 10 and the City of Fircrest (Tacoma Office of Management and Budget (OMB), 2014).

Resource Inventory
The Department operates 15 staffed stations with 13 fire engines, 4 ladder trucks, 5 medic companies, 2 squad companies and 3 battalion command vehicles. A cross-staffed hazardous materials response team is located at Fire Station 12, in Fife. A cross-staffed technical rescue team is located at Station 8, in South Tacoma. Cross-staffed marine emergency response fireboats are operated out of Station 14, in North Tacoma. As of 2015, the Department had 389.5 full-time equivalent staff (Tacoma Fire Department, 2015).

The closest fire stations to the study area are Station 7 and Station 8, located at 5488 S. Warner St. and 4911 S. Alaska St., respectively (City of Tacoma OMB, 2014). Station 8 has a ladder truck equipped to respond to fires in multistory buildings (Tacoma Fire Department, 2016).

Performance
The Department currently responds to about 125 911 calls per day (Tacoma Fire Department, 2016). During 2015 the Department responded to 45,266 emergency incidents. Of these, 1,301 were found to be fires, 30,552 were EMS incidents and 13,413 were other types of incidents (Tacoma Fire Department Fire Department, 2016). Examples of other types of emergency incidents include hazardous conditions search and rescue and responses for automatic fire alarms (Tacoma Fire Department Fire Department, 2015).

The Department monitors the time elapsed from when it receives a 911 call to when the first responders arrive on scene. This is referred to as the total response time and is considered an industry best practice for reporting performance. The total response time goal for this area for fire and EMS is six and a half minutes. Current total response time performance for this area is roughly eight and a half minutes for 90% of critical incidents (City of Tacoma Fire Department Fire Department, 2015).

Fire Department Plans
In 2011 the Department completed a comprehensive assessment of its facilities needs with the goal of more effectively mitigating risk to the community and as part of its Commission on Fire Accreditation International (CFAI) reaccreditation effort. It recommended that the Department replace and remodel existing facilities and create a campus facility to improve operational efficiency. Seventy-two percent of existing fire stations and facilities are between 40–100 years old and many are well beyond their life
expectancy (Tacoma Fire Department Fire Department, 2011). Based on the Department’s facilities assessment, the two stations closest to the study area are in need of improvement.

The Fire Department Facilities Master Plan calls for replacing Station 7 and remodeling Station 8. The Facilities Master Plan also calls for creating one new station to help meet future citywide demand. A location for the new station has not yet been identified.

Funding to carry out the Department’s Facilities Master Plan has not yet been secured. City staff had planned to propose a multiyear levy or capital bond to help finance new facilities but this was deferred due to the Great Recession. Also due to the Great Recession, funding for the Department has decreased, which has led to reductions in staffing and the closing of one fire station located in the City’s tideflats (1015 East F Street; Tacoma OMB, 2014). The Department has been focused on identifying and implementing operational efficiencies to help balance current resources with projected increases in demand for services (Tacoma Fire Department Fire Department, 2014).

The City’s 2015–2020 Capital Facilities Program includes plans for maintenance and renovation of existing fire facilities. It also calls for major improvements to the Marine Security and Operations Center and remodeling of existing facilities in the tideflats that can be used to base first responders (Tacoma OMB, 2014).

**SIGNIFICANT IMPACTS**

**Impacts Common to Both Alternatives**

Under both alternatives significant housing and jobs growth is expected to occur, average building heights are expected to increase in various amounts and locations in the study area, and construction and redevelopment are expected to occur. Population growth is anticipated to generate new demands for fire and EMS services within the study area, and an increase in the number of multistory buildings in the study area is expected to increase the potential for emergencies requiring a ladder truck response. These impacts are discussed in greater detail below. Increased construction activities could result in an increase in demand for fire and EMS services because the Tacoma Fire Department makes service calls related to inspection of construction projects and responds to construction-related accidents.

**Public safety directly impacts health and well-being. Access to fire department service in a timely manner saves lives.**

Growth and development are expected to occur incrementally under both alternatives as new developments are built over time, and the associated impacts are expected to occur incrementally as well. This would allow time for the Tacoma Fire Department to address future needs for fire and EMS in the study area through planned facilities improvements such as replacement of Station 7 and remodeling of Station 8. Additionally, the study area could be considered the future location of the new station called for in the Facilities Master Plan. In

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addition to addressing the impacts of growth, these improvements would address existing identified facility needs and help improve the Department’s response times in the study area.

As discussed under Existing Conditions, currently the City has no funding in place to implement the Department’s Facilities Master Plan. Identifying funding sources to implement planned capital improvements in the study area is recommended as part of the City’s ongoing capital improvement planning and budgeting processes.

**Population Growth**
The City’s Comprehensive Plan establishes level of service (LOS) standards for fire and EMS apparatus to assist in determining the need for additional apparatus. The LOS for fire apparatus is 0.109 apparatus per 1,000 people and the LOS for EMS apparatus is 0.016 units per 1,000 people. Based on these levels-of-service, under both alternatives there would be a need for one additional staffed fire engine.

The Fire Department is in the process of developing information on the number of calls received compared with the number of people in different areas of the City, in order to assist with planning efforts. The Fire Department does not currently track the number of calls received per person in the study area. Based on the Fire Department’s existing citywide level of about 200 calls per 1,000 residents (Tacoma Fire Department, 2016), the population increases targeted under the alternatives could result in an increase of approximately 1,600 to 1,800 calls annually by 2040. Given the level of density proposed under alternatives, and related increases in call volumes, construction of a new fire station with staff for an additional engine in the study area may be needed. Development of finer-grained data for the study area would assist the Tacoma Fire Department in forecasting future capital facilities needs (Tacoma Fire Department, 2016).

**Impacts of Alternative 1 (No Action)**
No impacts other than those described under Impacts Common to All Alternatives.

**Impacts of Alternative 2**
The Draft Subarea Plan includes policies intended to strengthen provision of public services in the Tacoma Mall Neighborhood, including fire and emergency medical services. Action US-8 calls for coordinating with public service providers to ensure that any plans for new fire, police, school or park facilities in the neighborhood take advantage of opportunities to support the goals of the Subarea Plan. Action CN-18 specifically calls for monitoring trends in fire and emergency medical services calls in the neighborhood, and taking this information into account when planning for future service improvements with neighborhood leaders. If successfully implemented, these actions are expected to have positive impacts on fire and emergency services in the study area.

**MITIGATING MEASURES**

**Incorporated Plan Features**

*Mitigation contained in plans and policies adopted or planned for adoption as part of the proposed action*

- Under Alternative 2, successful implementation of Actions US-8 and CN-18 are expected to increase coordination of planning efforts for provision of fire and emergency medical services in the study area.
Regulations + Commitments
Mitigation contained in regulations or other requirements adopted or planned for adoption as part of the proposed action

- Under both alternatives, ongoing City capital facilities improvement, budgeting, and operational planning efforts are anticipated to address incremental increases and other changes in demand for fire services, including the need for facility improvements and additional apparatus.
- Under both alternatives, all potential new development in the study area would be constructed in compliance with the City’s current fire code.
- Under both alternatives, a portion of the tax revenue generated from potential redevelopment in the study area would accrue to the City and be used to help fund fire and emergency services.

Other Mitigation Measures
Any other mitigation not contained in the categories above

- Under both alternatives, as part of the City’s ongoing capital facility improvement, budgeting and operational planning efforts, set priorities for identification of funding for the facility improvements needed to serve planned growth in the study area.
- Under Alternative 1, consider collaboration between the Tacoma Fire Department and Planning and Development Services to develop data on the number of calls in the study area and the current and projected daytime populations in order to assist in forecasting future facilities needs to serve the study area, similar to what is proposed under Alternative 2.

SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS
No significant unavoidable adverse impacts to fire and emergency services are anticipated.

3.7.2 POLICE

EXISTING CONDITIONS

Services
The Tacoma Police Department provides law enforcement in the City of Tacoma, including the study area. The Department’s services include patrol, investigations, special weapons and tactical response, marine services, traffic enforcement/investigations, special investigations (narcotics and vice), animal control and compliance, officer training, youth education, crime prevention and community-oriented policing (City of Tacoma OMB, 2014).

Resource Inventory
The Department is organized into three bureaus: Administrative Services, Investigations and Operations. The Administrative Services Bureau oversees divisions responsible for the investigation of police conduct and citizen complaints and that manage hiring, accreditation, finance, crime analysis, information technology and community relations. The Operations Bureau includes a Patrol Division that provides 24/7 patrol coverage and a Community Policing Division that focuses on prevention and crime reduction through collaborative efforts with the community and public and private entities. The
Investigations Bureau conducts follow-up investigations of crimes against persons and property (City of Tacoma OMB, 2014).

The Department’s inventory of facilities includes Police Headquarters, six substations, a warehouse that houses Fleet Services and Police Special Operations, and a firing range (City of Tacoma OMB, 2014). All facilities are within Tacoma city limits. The City’s 2015–2016 Adopted Biennial Operating and Capital Budget provides funding for 375.5 full-time equivalent Police Department staff, including ten new positions in Community Oriented Policing Services (City of Tacoma OMB, 2014).

The study area contains Police Headquarters and the Department’s warehouse. These facilities are located at 3701 S. Pine St. and 3639 S. Pine St. respectively (City of Tacoma OMB, 2014). Headquarters facility staffing includes investigations, patrol and administrative personnel. Community police are located at sector substations. Community police responding to calls in the study area are generally from the Sector 3 substation, located outside the study area. Both the headquarters facility and the Sector 3 substation currently have capacity to accommodate additional police personnel (Tacoma Police Department, 2016).

Performance

The Department has a number of metrics that it uses to track performance. A selection of these metrics is provided in Table 3.7-1, including the Department’s 2014 performance level and 2015 target.

Table 3.7-1 Police Department Metrics (Citywide)

<table>
<thead>
<tr>
<th>Metric</th>
<th>2014 Actual</th>
<th>2015 Target</th>
</tr>
</thead>
<tbody>
<tr>
<td>Average Response Time</td>
<td>3:54</td>
<td>4:00</td>
</tr>
<tr>
<td>Average police response time to emergency calls</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Citizen Complaints</td>
<td>142</td>
<td>122</td>
</tr>
<tr>
<td>Number of citizen complaints about police conduct</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Crimes Against Persons</td>
<td>21.1 per 1,000 residents</td>
<td>19.6 per 1,000 residents</td>
</tr>
<tr>
<td>Includes homicide, sex offenses, assault and abduction</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Crimes Against Property</td>
<td>101.1 per 1,000 residents</td>
<td>102.1 per 1,000 residents</td>
</tr>
<tr>
<td>Includes arson, burglary, destruction/vandalism, fraud, larceny, motor vehicle theft, robbery, and stolen property</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Case Clearance Rate for Group A Offenses</td>
<td>20%</td>
<td>27%</td>
</tr>
<tr>
<td>Calculated by the number of incidents and the cases cleared by arrest or exception</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fatal Traffic Accidents</td>
<td>9</td>
<td>6</td>
</tr>
<tr>
<td>Number of fatalities resulting from traffic accidents</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: City of Tacoma 2015–2016 Adopted Biennial Operating & Capital Budget

The Department tracks crime statistics including information on the number of crimes against persons, crimes against property, crimes against society and nonfatal traffic accidents. Crimes against persons and crimes against property are defined in Table 3.7-1. Crimes against society include narcotics,
pornography, prostitution and weapon law violations. Nonfatal traffic accidents include those that result in injuries as well as those that do not (City of Tacoma Police Department, 2016).

The population of the study area is approximately 3,800 (3 Square Blocks, 2016). In 2015, the Department recorded 185 crimes against persons and 1,710 crimes against property in the study area. This translates to 49 crimes against persons per 1,000 residents and 450 crimes against property per 1,000 residents. These ratios are much higher than the Department’s 2015 targets and indicate that criminal activity is a challenge facing the Tacoma Mall Neighborhood.

Over the past five years in the study area, the number of crimes against persons has decreased and the number of crimes against property has fluctuated but remained relatively constant. The number of crimes against society has decreased. The number of nonfatal traffic accidents has increased (Figure 3.7-1). Trends in the Tacoma Mall Regional Growth Center (RGC) mirror those of the study area.

**Figure 3.7-1  Crime Trends in the Study Area**

Source: City of Tacoma Police Department, 2016

**Police Department Plans**

The majority of Department facilities are in good condition. This is partly due to the fact that in 2002 voters approved a bond that funded construction of a new Police Headquarters, construction of four new substations and a remodel of the warehouse facility (City of Tacoma OMB, 2014).
The City’s 2015–2020 Capital Facilities Program includes plans for improvements to the two law enforcement facilities located in the study area. Police Headquarters plans include Leadership in Energy & Environmental Design (LEED) improvements. Warehouse plans include conducting building site and interior improvements and replacing rooftop heating/ventilation units that have reached the end of their useful life.

The City’s 2015–2016 Adopted Biennial Operating and Capital Budget lists major Police Department initiatives for 2015–2016. One of these is to develop a new strategic plan. Other notable Department initiatives include working toward Accreditation for Law Enforcement Agencies (CALEA) Reaccreditation and working to reduce crime through operational tools such as predictive police software (City of Tacoma OMB, 2014).

**SIGNIFICANT IMPACTS**

**Impacts Common to Both Alternatives**
Impacts are anticipated to police services associated with the population growth, increased building heights and increased construction activity proposed under both alternatives. The Tacoma Police Department predicts that increased population in the study area would result in an increase in crime; however, the amount of increase would depend on a number of factors including characteristics of new businesses and residents in the study area, as discussed below. An increase in population could also result in the need for more police facility space and personnel. An increase in average building heights could potentially have an impact on police response times, depending upon the ability of the Department to put agreements in place with building managers for emergency building access (see additional discussion below). Potential construction activities under all the alternatives could result in an increase in demand for police services, because the Police Department responds to construction-related service calls such as construction site theft and vandalism. Existing departmental resources are anticipated to be sufficient to handle an increase in demand related to construction.

As discussed in Existing Conditions, crime rates in the study area are currently higher than the Police Department’s targets and crime is a concern in the community. The Police Department is continually evaluating how to best address crime and strengthen community policing efforts. Infill development envisioned under both alternatives could have a positive impact on crime by reducing the number of vacant and underutilized parcels. Infill development could also increase the number of “eyes on the street”—community members who are watching streets and other public spaces in the study area at any given time and who contribute to neighborhood safety.

**Facilities + Personnel**
The City’s Comprehensive Plan establishes an LOS standard for police facilities of 288.58 square feet of facility space per 1,000 people. Based on this LOS, another 2,300 to 2,600 square feet of police facility space would be needed by 2040 to serve the targeted population growth under both alternatives. In the short term, the Tacoma Police Department does not anticipate a need for new police facility space to
serve the study area. There is currently capacity at both the police headquarters facility and the station serving the study area. Population growth in the study area is anticipated to occur incrementally, and the Department would be able to plan for long-term facility needs through the City’s capital facilities planning processes.

Additional staffing is currently a higher priority than additional facilities. Additional staff resources could help the Tacoma Police Department to strengthen community policing in the study area now and in the future as the population grows.

**Emergency Building Access**

The study area and other areas served by the Sector 3 substation currently have a limited number of large multistory buildings. Larger buildings can include a number of police obstructions such as security gates, security doors, elevators and stairs that police must get past in order to respond to a call. Additionally, it can be time consuming for police to find the specific location from which a call was made in a large multistory building. For these reasons, an increase in multistory buildings in the study area has the potential to impact police response times. Establishing emergency building access agreements and procedures with building managers in the study area would help to mitigate such impacts.

**Impacts of Alternative 1 (No Action)**

No impacts other than those described under Impacts Common to All Alternatives.

**Impacts of Alternative 2**

The Draft Subarea Plan includes policies intended to strengthen provision of public services in the Tacoma Mall Neighborhood, including police services. Action US-8 calls for coordinating with public service providers to ensure that any plans for new fire, police, school or park facilities in the neighborhood take advantage of opportunities to support the goals of the Subarea Plan. Actions CN-19, CN-20, CN-22 and CN-23 specifically address police services, crime and safety. They call for working with community partners to prevent crime and improve safety, as well making changes to development patterns and building design such as encouraging development on vacant or underutilized lands and integrating Crime Prevention Through Environmental Design (CPTED) into the development regulations for the study area. The Subarea Plan also contains a wide range of goals and actions that support enhancing the public realm including parks and sidewalks, which could lead to more people using and taking ownership of these spaces and a related decrease in criminal activity. If successfully implemented, these policies are expected to have positive impacts on police services.

**Mitigating Measures**

**Incorporated Plan Features**

*Mitigation contained in plans and policies adopted or planned for adoption as part of the proposed action*

- Under Alternative 2, successful implementation of policy guidance in the Draft Subarea Plan described above would likely have positive impacts on police services in the study area by increasing coordination on planning for police services, engaging community partners in improving safety, encouraging development of underutilized lands, integrating CPTED
principles into the development code, and encouraging more people to make use of and take ownership of public spaces.

**Regulations + Commitments**

*Mitigation contained in regulations or other requirements adopted or planned for adoption as part of the proposed action*

- Under both alternatives, ongoing City capital facilities and operational planning efforts are anticipated to address changes in demand for police services, including staffing needs and trends in call service types and locations over time.
- Under both alternatives, a portion of the tax revenue generated from potential redevelopment in the study area would accrue to the City and be used to help fund police services.

**Other Mitigation Measures**

*Any other mitigation not contained in the categories above*

- Under both alternatives, engage in coordination between the Tacoma Police Department, Planning and Development Services and building managers in the study area to establish emergency building access agreements and procedures to help mitigate impacts on police response time related to multistory buildings.
- Under both alternatives, anticipated development of vacant and underutilized parcels in the study area may help to reduce crime.
- Under Alternative 1, consider including CPTED design as a development review criteria for the Tacoma Mall neighborhood, similar to what is proposed under Alternative 2.
- Under Alternative 1, consider increasing current efforts to work with local organizations and neighborhood groups to reduce crime rate and improve public safety, similar to what is proposed under Alternative 2.
- Under Alternative 1, consider enhancing streets and public spaces to encourage more people to make use of and take ownership of these facilities, similar to what is proposed under Alternative 2.

**SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS**

No significant unavoidable adverse impacts to police services are anticipated.

### 3.7.3 SCHOOLS

**EXISTING CONDITIONS**

**Services**

Tacoma Public Schools is the fourth largest district in Washington State serving more than 28,000 children in preschool through grade 12th in the City of Tacoma and the greater area, including the study area. In partnership with parents and the community, the District provides a comprehensive educational program designed to be rigorous, individualized and to enable students to contribute to a changing and diverse world. In addition to educational services, the District offers student support services and community resources (Tacoma Public Schools, 2015).
Resource Inventory
The District has 35 elementary schools, nine middle schools, five comprehensive high schools, 14 alternative learning sites and a number of facilities used for support services and other purposes. These facilities are located throughout neighborhoods in Tacoma and Fircrest. The District has more than 5,000 employees (Tacoma Public Schools, 2015).

The District has two facilities in the study area: the Madison School and the District Bus Center. The Madison School provides programs including Early Childhood Education and Assistance Program (ECEAP), Family Literacy, Head Start and Indian Education. The District Bus Center is where buses are stored when not in use. The two facilities are located next door to each other at 3101 S. 43rd St. and 4002 S. Cedar St. No elementary, middle or high schools are located within the study area. Based on current District attendance areas, students living within the study area attend Reed Elementary School (1802 S. 36th Street), Giaudrone Middle School (4902 S. Alaska Street) and Foss High School (2112 S. Tyler Street; Tacoma Public Schools, 2015).

Performance
Graduation rates are a common performance measure for school districts. Tacoma Public Schools has been working to address low graduation rates over the past decade and in 2012 set a new target of reaching an 85% graduation rate by 2020 (Tacoma Public Schools, 2015). This target was significantly higher than the 2010 graduation rate of 58%. Preliminary results show that graduation rates across Tacoma have risen to 85%, thus the District may have already reached the goal set for 2020 (Tacoma Public Schools, 2017).

Foss High School is the high school that students from the study area attend, and it is seeing increases in graduation rates consistent with district-wide trends. Between 2013 and 2015 there was a 4.7% increase in graduation rates, from 64.9% to 69.6%. In 2014, the graduation rate was as high as 74.1% (Tacoma Public Schools, 2017).

Another performance measure for school districts is how students fare on standardized tests. In Washington State, the Measurements of Student Progress (grades three through eight) and the High School Proficiency Exam are used to test students. According to the District’s 2013–2014 Performance Report, students in the District scored lower than the state average in all areas of these assessments (Tacoma Public Schools, 2015). Foss High School students scored about the same as the district average in all areas except for End of Course (EOC) math and biology, where they scored lower. Giaudrone Middle School students scored at the same level or higher than the district average in all areas. Reed Elementary School students scored worse than the district average in all areas except 3rd Grade reading (Tacoma Public Schools, 2015).

School District Plans
The District is currently replacing and modernizing 14 schools and making nearly 200 other improvements to District facilities using bond funds approved by voters in 2013. The 14 schools planned for replacement or modernization have an average age of 74 years and are located throughout the District. None of the schools in the attendance areas for students living in the study area are planned for replacement or modernization, but they are planned for improvements and safety upgrades (Tacoma Public Schools, 2015).
The current bond funds projects through 2021 and the District has capital improvement plans in place through that year. The District is in the early stages of future planning beyond 2021. It is working with a demographer to update enrollment projections and will be conducting building conditions assessments and master planning in anticipation of starting the process for a new bond request in 2019 or 2020 (Tacoma Public Schools, 2016).

**SIGNIFICANT IMPACTS**

**Impacts Common to Both Alternatives**
Under both alternatives significant housing growth is expected to occur. As new housing units are developed over time, an increase in the population of public school students in the study area is anticipated. Growth in the study area would likely result in incremental increases in the public school student population and associated incremental impacts on public schools. This would allow the District to respond through ongoing capacity management planning. The District and the City regularly share information such as enrollment projections and population targets and provide input on each other’s planning processes to help ensure adequate school services are provided in the City.

The District has a plan in place to meet projected student demand citywide through 2021, by making facility improvements funded by its 2013 bond. The District does not anticipate a need to make school facility improvements in the study area prior to 2021 and is in the process of evaluating longer-term facility needs. In the event of a shortfall in student capacity at the schools serving the study area, the District could address this in several ways such as adjusting school boundaries, adding or removing portables, remodeling existing schools and constructing new schools.

It is possible that the District would redevelop the Madison School facility at some point in the future, but no current plans exist to do so. During the Subarea planning process, community members expressed a desire for the Madison School site to function as a community hub, with part of the school grounds continuing to be made available for public recreational use, as well as public facility improvements such as a library, community center, and additional public parks and open space. The District is open to discussions about the future of the site but has not committed to anything at this time. District staff have indicated an interest in hearing from the community as they undertake their upcoming planning effort in order to understand community interests and priorities.

**Impacts of Alternative 1 (No Action)**
No impacts other than those described under Impacts Common to All Alternatives.

**Impacts of Alternative 2**
The Draft Subarea Plan includes policies intended to increase coordination with the Tacoma School District and to consider opportunities for enhancing school services and other public services and amenities in the study area through redeveloping the existing Madison School site in the community or
adding a new school site (Actions US-8, CN-11, CN-12, CN-28, and Goals CN-7 and CN-8). If successfully implemented, these policies are anticipated to have positive impacts on access to school services and quality of life in the study area.

**MITIGATING MEASURES**

**Incorporated Plan Features**

*Mitigation contained in plans and policies adopted or planned for adoption as part of the proposed action*

- Under Alternative 2, successful implementation of policy guidance in the Draft Subarea Plan described above would likely have positive impacts on school services by enhancing or adding new school facilities in the study area.

**Regulations + Commitments**

*Mitigation contained in regulations or other requirements adopted or planned for adoption as part of the proposed action*

- Under both alternatives, ongoing Tacoma Public Schools capital facilities management planning is anticipated to be sufficient to address increases in student population.

- Under both alternatives, continued sharing of information between the City and the District, including population targets and enrollment projections, is expected to inform each other’s long-range planning efforts and help to prevent shortfalls in school capacity.

**Other Mitigation Measures**

*Any other mitigation not contained in the categories above*

- Under Alternative 2, encourage participation by the City and community stakeholders in the Tacoma Public Schools upcoming Master Planning effort to ensure that the Subarea Plan growth targets and policy guidance are considered.

**SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS**

*Any other mitigation not contained in the categories above*

No significant unavoidable adverse impacts to school services are anticipated.

### 3.7.4 PUBLIC PARKS + OPEN SPACES + RECREATION FACILITIES

**EXISTING CONDITIONS**

*Services*

Metro Parks Tacoma, the City of Tacoma and other public and private partners work in collaboration to provide active parks and passive open spaces in Tacoma, including the study area. Active parks are intended to meet community needs for a wide range of recreational activities, such as participating in cultural and recreational programs, playing team sports, practicing individual physical activities such as running or bicycling, and playing on play equipment. Passive open space, on the other hand, is intended to be left primarily in its natural state with minimal facility improvements such as soft surface trails and benches. Both Metro Parks Tacoma and the City of Tacoma provide cultural and recreational programming for community members at their facilities (City of Tacoma Planning and Development Services (PDS), 2016).
**Resource Inventory**

The City of Tacoma contains approximately 1,480 acres of active parks and 3,900 acres of passive open space (City of Tacoma PDS, 2015). Park and open space areas are distributed throughout the City.

Four public parks and open space assets are contained within or intersect with the study area (Figure 3.7-2):

1. **Lincoln Heights Park** is provided by Metro Parks Tacoma and is a neighborhood park of about 2 acres in size with basketball, picnic and play equipment located in the Lincoln Heights District.

2. **The 40th Street Community Garden** is a new community garden a third of an acre in size located next to the Madison School. It is provided through a community-led effort with support from the City of Tacoma and Pierce Conservation District.

3. **South Park** is provided by Metro Parks Tacoma and is an active park located partially within the boundaries of the study area along S. Tacoma Way between S. 43rd St. and S. 48th St. It continues south of the study area. The portion of the park in the study area is about 4 acres and includes landscaped areas, trees and utility buildings. The portion south of the study area includes play equipment, a sprayground, gardens and tree stands. It is located next to the Asia Pacific Cultural Center, which is an important community resource offering classes, meeting space, and cultural events. These resources are located closest to the Madison District and are a half mile or more from other portions of the study area.

4. **The Water Flume Line Trail** runs through South Park and follows the western border of the study area along S. Tacoma Way. The trail is a bicycle and pedestrian facility providing opportunities for physical activity and is provided by the City of Tacoma.

Other notable green spaces near the study area include the privately owned Tacoma Cemetery and Oakwood Hill Cemetery. These two facilities are located adjacent to each other just south of the study area, next to South Park. They provide visual access to nature and, though not directly accessible from all areas within the study area, are open for walking during certain hours.

Private facilities also play a role in meeting community open space and recreation needs. At least two private spaces serve a community open space function to some degree. The Tacoma Mall has begun to provide outdoor gathering space through recent expansions to the south side of the building. These added two outdoor plaza areas that serve as an entrance to the Mall as well as a place for social interaction and access to fresh air. The Tacoma Friends Meeting, a community group, maintains a Peace Garden that is accessible to community members by invitation. Additionally, private developers may provide private recreational amenities in apartment and mixed-residential buildings.

Five other Metro Parks Tacoma parks and open space resources located about one to two miles from the study area are the STAR Center, Wapato Park, Lincoln Park, Wapato Hills, and the Tacoma Nature Center. Due to their distance from the study area and the presence of obstacles, such as S. Tacoma Way and I-5, these facilities are likely to be accessible from the study area only by car. The STAR Center is located on S. 66th St. and S. Tacoma Way and offers a wide range of recreational activities as part of the SERA (South End Recreation Center) Campus; the 75-acre SERA Campus provides community space and programs offered Metro Parks Tacoma, Tacoma Public Schools and the Boys & Girls Club of
South Puget Sound. Wapato Park is located off I-5 on S. 72nd St. and provides amenities such as walking trails around Wapato Lake, an off-leash dog park, picnic shelters, gardens and a play area. Wapato Hills, located just south of the study area at S. 54th and Tacoma Mall Boulevard includes the Skip & Laura Vaughn Playground, hiking trails, basketball courts and ballfield. Lincoln Park just east of the study area at S. 37th St. and S. Thompson Avenue, adjacent to Lincoln High School includes a playground, ballfield, basketball courts and strolling paths. The Tacoma Nature Center is located off State Route 16 and S. Tyler St., in a 71-acre nature preserve encompassing Snake Lake and the surrounding wetlands and forest. The center offers a variety of nature-related programs and a system of walking trails.

**Performance**

The City’s Comprehensive Plan and Metro Parks Tacoma’s Green Vision 2030 establish LOS standards for parks and open space. A LOS standard in both plans is that there should be a park within three quarters of a mile of all residents. A gap analysis based on this standard shows that there is a small service area gap in the southeast corner of the study area (Figure 3.7-4). The study area has no parks near its center, but that area is not considered to have a service gap based on adopted LOS standards.

**Parks + Open Space + Recreation Facilities Planning**

Metro Parks Tacoma’s Green Vision 2030 provides long-term strategic direction for providing parks and open space services and achieving its mission to create healthy opportunities for community members to play, learn and grow. The Parks and Recreation Element of the City’s 2040 Comprehensive Plan provides the same type of direction for City-provided parks and open space services. Both plans call for increasing access to parks, environmental stewardship and providing programming that supports cultural vitality. Additionally, Metro Parks Tacoma adopted the Mission-Led Comprehensive Program Plan in 2016 to guide program priorities for improvements of services provided to the community over the next six years. This plan focuses on three Mission-Led program areas: active and community wellness, nature and environment, and culture and heritage.

Metro Parks Tacoma and the City have identified a need to maintain and expand parks facilities in the future. Metro Parks Tacoma has over 70 capital projects planned through 2025, according to their current Capital Improvement Plan. Planned projects include improvements to existing facilities and construction of new facilities. One of these projects is for the Lincoln Heights Park and consists of fencing, irrigation, field improvements, playground upgrades, pathway accessibility upgrades, landscaping and signage. Another project is for South Park and includes building upgrades, parking lot lighting, landscaping, site furnishings and drainage improvements. The timeframe and funding sources for these projects have yet to be determined (Metro Parks Tacoma, 2016).

The City of Tacoma 2015–2020 Capital Facilities Program includes ten parks and open space improvement projects as well as over 30 nonmotorized transportation and streetscape projects. Two of these projects are for connectivity and access improvements to the Water Flume Line Trail (City of Tacoma OMB, 2014).

The Subarea planning process brought attention to an existing recognized need for collaboration between the City, Metro Parks Tacoma, parks partners and community members on how best to serve high-density urban centers like the Tacoma Mall RGC, including consideration of the importance of
being within walking distance of parks, public places and open spaces and the kinds of amenities and programs desired in compact urban neighborhoods. The City’s Comprehensive Plan calls for establishing specific targets for open space, park and recreation facilities to meet needs in mixed-use centers (P-7.5), and for continuing to work in close partnership with Metro Parks Tacoma including updates to long-term plans for parks and open space systems (Policy P-2.2). Metro Parks Tacoma’s Green Vision Plan also recognizes that there is a need for future park LOS assessment including consideration of parks within walking distance (pg. 36–37). Metro Parks Tacoma’s Mission-Led Comprehensive Plan calls for coordinating planning areas and LOS standards with the City of Tacoma to facilitate information sharing and joint planning (pg. 6), and generally provides guidance that updates to LOS standards should support program improvement needs identified in the plan.

SIGNIFICANT IMPACTS

Impacts Common to Both Alternatives

Growth in residential and worker populations in the study area proposed under both alternatives is expected to result in increased use of existing parks, public places and open space facilities in the study area, and corresponding increases in operations and maintenance needs.

Both alternatives are evaluated for the purposes of this EIS based on the currently adopted parks LOS standards. As discussed above, these standards may be updated in the future as a result of coordinated planning between the City, Metro Parks Tacoma, other parks partners and the community. Under the currently adopted LOS standards there is an existing identified need to address a small parks service gap in the southeast corner of the study area. As population grows in the study area, this gap will affect a greater number of people.

Growth is anticipated to occur incrementally under both alternatives. This would allow the City of Tacoma and Metro Parks Tacoma to respond to corresponding increases in need through ongoing parks and open space resource management planning efforts.

Impacts of Alternative 1 (No Action)

No impacts other than those described under Impacts Common to All Alternatives.

Impacts of Alternative 2

The Draft Subarea Plan describes the community vision for an integrated system of parks, public places, open space, green infrastructure and public streets that emerged through the planning process. The plan supports a coordinated partnership with Metro Parks Tacoma, the City of Tacoma, other parks partners and the community to achieve the vision and recognizes that integration of the vision into the context of citywide system planning efforts is a first step toward action.

Policy guidance in the Draft Subarea Plan includes collaborating with parks partners to establish a shared definition of LOS standards for urban parks and a shared understanding of how best to serve the parks, public places and open space needs and vision of Tacoma’s densest urban centers, as well as adopting the following parks planning principles for the Tacoma Mall Neighborhood. The LOS standards and parks planning principles are meant to be a starting point for future discussion and adoption by parks partners.
Tacoma Mall Neighborhood Planning Principles Proposed for Consideration by Parks Partners

- a park or open space in each of the four Tacoma Mall Neighborhood districts
- located along the Loop Road to create a continuous string of green public spaces
- provides green stormwater infrastructure and tree canopy
- enhances sense of place and urban design
- meets the recreational programming needs of dense urban neighborhood and diverse communities

The Draft Subarea Plan includes an illustrative concept plan for an expanded parks system in the study area based on the parks and public places planning principles proposed for consideration by parks partners, as shown in Figure 2.8. This map is meant to serve as a starting point for discussion about developing new parks in the Tacoma Mall Neighborhood based upon public placemaking and urban design principles articulated in the Subarea Plan. Future parks are not likely to be in these exact locations, configurations or sizes. Once parks facilities priorities were determined by parks partners, acquisition of future parkland would take place over time based on the availability of grants and other funding sources. The Draft Subarea Plan also recognizes the public open space, placemaking function and cultural value of carefully located public places in the Tacoma Mall Neighborhood not captured by current parks typologies or LOS standards.

The Draft Subarea Plan includes policy guidance to collaborate with parks partners to develop plans, implementation, funding and maintenance strategies for a network of parks, public places and open spaces in the Tacoma Mall Neighborhood. Additional policy guidance includes coordinating with the Tacoma School District about the potential use of the Madison School site for parks or other public uses, as discussed under School Services, exploring options for relocating the 40th St Community Garden out of the right-of-way in order to reconnect the street grid at this location, working with private developers to provide parks and open spaces, and engaging with the community to create recreational opportunities for all ages, household types, cultural backgrounds, income levels and interests.

Development of new parks and open space facilities and programming based on the policy guidance in the Draft Subarea Plan would require significant capital investments. Metro Parks Tacoma is the primary provider of parks and open space services in Tacoma and may be able to provide some of the new services, but the City would likely need to partner with additional partners as well. Metro Parks’ current service model does not support a large number of small parks in close proximity to each other. Other potential providers of public parks and open spaces for the study area include the City of Tacoma, private developers, nonprofits and community organizations.

MITIGATING MEASURES

Incorporated Plan Features
Mitigation contained in plans and policies adopted or planned for adoption as part of the proposed action
• Under Alternative 2, successful implementation of policy guidance in the Draft Subarea Plan described above would likely have positive impacts on parks and open space services by expanding facilities and programming in the study area through collaboration with parks partners.

**Regulations + Commitments**

*Mitigation contained in regulations or other requirements adopted or planned for adoption as part of the proposed action*

• Under both alternatives, ongoing parks and open space resource management planning efforts would allow the City and Metro Parks Tacoma to plan for changes in demand for parks and open space and in facilities maintenance and development needs over time.

**Other Mitigation Measures**

*Any other mitigation not contained in the categories above*

• Under Alternative 1, continue the ongoing discussion about how best to serve high-density urban centers like the Tacoma Mall RGC, including consideration of new LOS standards for urban parks, similar to what is proposed under Alternative 2.

**SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS**

No significant unavoidable adverse impacts to parks and open space services are anticipated.
SOURCES

City of Tacoma Fire Department, Annual Report, 2014.
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City of Tacoma Fire Department, Personal communication with staff, August 2015.
City of Tacoma Fire Department, Personal communication with staff, March and June 2016.
City of Tacoma Planning and Development Services, Comprehensive Plan, December 2015.
City of Tacoma Police Department, Personal communication with staff, March 2016.
City of Tacoma Police Department, Data on crime provided by staff, June 2015 and January 2016.
Metro Parks Tacoma, Personal communication with staff, March 2016.
Metro Parks Tacoma, Capital Improvement Plan, 2016.
Metro Parks Tacoma, Green Vision 2030, February 2012.
Puget Sound Regional Council (PSRC), Centers Monitoring Report, February 2014.
Tacoma Public Schools, Personal Communication with Staff, January 2017.
Tacoma Public Schools, Personal Communication with Staff, March 2016.
Tacoma Public Schools, About Us, Accessed online August 2015, http://www.tacoma.k12.wa.us/information/Pages/AboutUs.aspx.
Tacoma Public Schools, Boundaries, Accessed online August 2015 and December 2015, http://www.tacoma.k12.wa.us/Schools/Pages/Boundaries.aspx.
Tacoma Public Schools, Personal communication with staff, 2015.
Tacoma Public Schools, Tacoma 2012 Graduation Rate Increases 6%, January 2013.
3 Square Blocks. 2016. Analysis of existing population and jobs in the study area using data from the 2013 PSRC Monitoring Report and from Fehr & Peer’s 2016 TAZ data for the City of Tacoma, January 2016.
Figure 3.7-2 Existing Forest Canopy + Parks

Existing: Tree Canopy
November 2016

Source: City of Tacoma, 2016; 3 Square Blocks, 2016.
Figure 3.7-3  Existing Parks + Open Spaces

Existing: Parks + Open Space
November 2016

Source: City of Tacoma, 2016; 3 Square Blocks, 2016.
Figure 3.7-4  Existing Active Parks Gap Analysis

Existing Conditions: Active Parks Gap Analysis
June 2016

Source: City of Tacoma, 2016; 3 Square Blocks, 2016.

I doubt she replaced this one, so if not use this version.
3.8 Utilities

3.8.1 INTRODUCTION

This section describes the existing status of utility service and evaluates the impacts of household and employment growth on utility service within the Tacoma Mall Neighborhood study area. Utilities discussed in this section include water, wastewater, stormwater, electricity, natural gas, solid waste, and telecommunications. Generally, the study area is well served by existing utilities, with some system upgrades anticipated for aging water, wastewater, and stormwater infrastructure (primarily pipe systems).

Table 3.8-1 displays the purveyors for each of the key utilities serving the study area. A description of each service provider follows the table.

<table>
<thead>
<tr>
<th>Utility</th>
<th>Provider</th>
</tr>
</thead>
<tbody>
<tr>
<td>Water</td>
<td>Tacoma Public Utilities, Tacoma Water division</td>
</tr>
<tr>
<td>Wastewater</td>
<td>City of Tacoma Environmental Services Department</td>
</tr>
<tr>
<td>Stormwater</td>
<td>City of Tacoma Environmental Services Department</td>
</tr>
<tr>
<td>Electricity</td>
<td>Tacoma Public Utilities, Tacoma Power division</td>
</tr>
<tr>
<td>Natural Gas</td>
<td>Puget Sound Energy</td>
</tr>
<tr>
<td>Solid Waste</td>
<td>City of Tacoma Environmental Services Department</td>
</tr>
<tr>
<td>Telecommunications</td>
<td>Tacoma Public Utilities (Click! division) and private providers</td>
</tr>
</tbody>
</table>

Source: ESA, 2016

Tacoma Public Utilities (TPU) was formed in 1893 when the City of Tacoma purchased the water and electrical systems from the Tacoma Water and Light Company. TPU provides water and electricity to the greater Tacoma area, including the study area, as well as telecommunications and freight rail services. The Tacoma City Charter provides for TPU to be governed by a five-member Public Utility Board. The Tacoma City Council appoints the five Public Utility Board members to five-year terms. While the Public Utility Board is the governing body and provides policy guidance, some matters, such as issuing bonds and fixing utility rates, also require formal Tacoma City Council approval. TPU operates as Tacoma Water, Tacoma Power (which includes the telecommunications section, operating as Click! Network), and Tacoma Rail (City of Tacoma, 2015a).

City of Tacoma Environmental Services Department provides wastewater management, solid waste management, and surface water management across the City. The Environmental Services Department has oversight from the City Council, City Manager, and the Environmental Services Commission. The Environmental Services Commission was established to review and make recommendations to the Environmental Services Department, as well as the City Council and City
Manager, on wastewater, surface water and solid waste rates and rate structures, as well as services, policies and programs developed by the Environmental Services Department. The Environmental Services Department operates consistent with their 2013–2018 Strategic Plan, which establishes vision, mission and values; provides goals and objectives; establishes LOS standards, and aids in decision-making (City of Tacoma, 2014a).

Puget Sound Energy (PSE) provides natural gas service to Tacoma residents and businesses. PSE is a private utility providing natural gas and electric service to homes and businesses in the Puget Sound region of Western Washington and portions of Eastern Washington, covering eight counties and approximately 6,000 square miles.

### 3.8.2 WATER SYSTEM

**EXISTING CONDITIONS**

Tacoma Water, a division of TPU, provides potable water to residences, businesses, and industries located in the cities of Tacoma, University Place, Ruston and portions of the cities of Puyallup, Bonney Lake, Fircrest, Federal Way, and portions of Pierce and King Counties. TPU also provides wholesale water supplies to independent water purveyors operating in Pierce and King Counties, and is a participant in a regional partnership known as the Regional Water Supply System formed by Tacoma Water, the Lakehaven Utility District, the City of Kent and the Covington Water District. Tacoma Water sources its water primarily from the surface waters of the Green River and groundwater sources in the Green River watershed. As reported in the Executive Summary of Tacoma Water’s 2006 Comprehensive Water System Plan, TPU owns wells located in and around the city with a “short-term combined pumping capacity of approximately 60 million gallons a day (mgd)” (TPU, 2007). This is understood to suggest that this is the maximum capacity of TPU wells in and around the City, and that sustained pumping at this maximum capacity does not frequently occur. Four wells are located within the study area (City of Tacoma, 2014b; TPU, 2007):

- Well #9A—4.5 mgd sustained withdrawal rate, located at Tacoma Mall Center (S. 36th St. and S. Lawrence Street);
- Well #12A—4.3 mgd sustained withdrawal rate, located at S. 36th St. & S. Pine Street;
- Well #6B—6.1 mgd sustained withdrawal rate, located at S. 43rd St. & S. Tacoma Way (reported as 4.2 mgd capacity in City of Tacoma, 2014b); and
- Well #11A—8.3 mgd sustained withdrawal rate, located at S. 43rd St. & S. Tacoma Way.

These wells and other wells in and near the City (collectively referred to as the Service Area Wells within the 2006 Comprehensive Water System Plan) serve to augment water supply provided by the Green River during low water periods, generally in summer months. On an annual basis, these groundwater sources supply approximately 15% of TPU’s total annual water supply need (TPU, 2007). When operational and pumping, Service Area Wells within the study area draw groundwater and provide water supply along with supply from the Green River. Together, these supplies support fire flows and domestic use throughout the Tacoma Water service area. Together, Tacoma Water’s current available
water supply (110 million gallons per day) far exceeds the average use (55 million gallons per day) (Tacoma Water website, 2016).

Citywide, Tacoma Water’s facilities include distribution mains, distribution lines, pump stations, reservoirs, standpipes and 20 wells (TPU, 2007; City of Tacoma, 2015a). Almost two-thirds of these in-City wells are within the South Tacoma area (referred to by Tacoma Water as the South Tacoma wellfield), extending to the south of the study area. The water supply system in the study area includes a combination of cast iron, ductile iron, and asbestos cement (AC) pipe. The AC pipe is located mostly in the Lincoln Heights area in the vicinity of Lincoln Heights Park (Figure 3.8-1). The water system was installed over the years to meet fire hydrant spacing and fire flow requirements to serve existing development. Within the study area, the water distribution mains range in size from six inches to 12 inches in diameter, and there is a 30-inch water transmission main in S. Lawrence St. Water pressure ranges from 35 to 75 pounds per square inch (psi) (email communication with G. Whitley, 2015 and 2016). Water fire flow capacity in the study area is provided via the main in S. Lawrence St. and is adequate for future growth. Development is required to pay for and provide all water service infrastructure required as a result of the development.

The City’s adopted LOS standard for water is 442 gallons per day (gpd) per Equivalent Residential Unit (ERU). The 442 gpd per ERU represents a four-day peak period demand, with a peak factor of 2.01 times the actual average daily residential water consumption of 220 gpd per ERU. The four-day peak water demands drive the new water system facility requirements for meeting new customer growth. The four-day peak (maximum) is defined as the average use per day of the four highest consecutive days of water use in the summer months (City of Tacoma, 2015a and 2014b).

Based on Tacoma Water demand forecast, the current Tacoma Water water supply facilities have sufficient capacity to meet projected growth rates until 2060 (City of Tacoma, 2014b).

**SIGNIFICANT IMPACTS**

**Impacts Common to Both Alternatives**

Due to similarities in anticipated growth under both alternatives, corresponding increases in water utility demand would be similar.

Both alternatives would increase the demand for water, and higher growth would correspond to higher demands on the water supply. However, the capacity of the existing utility in the study area exceeds demand, and adopted LOS standards for water flow and pressure are anticipated to be met with existing water supplies and adequately routed through the existing water transmission main (in S. Lawrence Street) and distribution mains infrastructure. While some localized capacity upgrades could be required to supply new development, no major new projects or initiatives
are anticipated to be necessary for projected growth within the subarea. Localized improvements to water distribution mains necessary to support specific development projects would be funded and completed by the developer consistent with City of Tacoma concurrency standards.

**Impacts of Alternative 1 (No Action)**
No impacts other than those described under Impacts Common to All Alternatives.

**Impacts of Alternative 2**
The Draft Subarea Plan includes policy guidance to support provision of public services in the study area. Goal US-1 calls for ensuring that utilities are available at an appropriate LOS to support the neighborhood’s existing and planned development. This is consistent with current City practices. Successful implementation of this goal is anticipated to have positive impacts on water service as the Draft Subarea Plan is implemented over time.

**MITIGATING MEASURES**

**Incorporated Plan Features**
*Mitigation contained in plans and policies adopted or planned for adoption as part of the proposed action*
- Under Alternative 2, successful implementation of Goal US-1 is expected to help ensure adequate provision of water services in the study area. Proposed development in the subarea would be reviewed for consistency with this goal and other policy guidance in the Subarea Plan, as well as any associated regulatory requirements.

**Regulations + Commitments**
*Mitigation contained in regulations or other requirements adopted or planned for adoption as part of the proposed action*
- Under both alternatives, TPU currently plans to replace aging cast iron water pipes ranging in size from six inch to 12 inch diameter located in Union Avenue from S. 38th St. to S. 47th Street (personal communication with Tacoma Public Utility staff [G. Whitley], August 2015). The segments planned for replacement are shown in Figure 3.8-1.
- Under both alternatives, proponents of future development will be required to pay for utility system improvements necessary to facilitate the development projects.

**Other Mitigation Measures**
*Any other mitigation not contained in the categories above*
- Under both alternatives, continue ongoing water conservation measures and programs within the Subarea, as supported by One Tacoma Comprehensive Plan Policy PFS-7.10 (Promote water reuse and water conservation opportunities that diminish impacts on water, wastewater, and surface water systems). Implement programs to educate water users on conservation measures at home and at work, and encourage implementation of emerging approaches to conserve water, including use of incentives programs.

**SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS**
No significant unavoidable adverse impacts are anticipated related to the projected growth in demand for domestic water service within the Tacoma Mall Neighborhood study area.
3.8.3 WASTEWATER

EXISTING CONDITIONS

City of Tacoma’s Environmental Services Department provides sanitary sewer service to Tacoma, Ruston, Fircrest, Fife, Milton, and parts of unincorporated Pierce County. The City owns two wastewater treatment plants: the Central Wastewater Treatment Plant (CTP) and the North End Wastewater Treatment Plant (NETP), as well as sanitary sewer pipes and pump stations. The City also has an agreement with Pierce County to use their Chambers Creek Facility for sewage treatment (City of Tacoma, 2015a). Wastewater from the entire study area flows to the Central Wastewater Treatment Plant (CTP) located on the southwest shoreline of the Puyallup River below the State Route 509 bridge, and accessed via East Portland Avenue and Cleveland Way.

Capacity in the City's wastewater system for collecting and treating wastewater is a function of both the quantity of flow generated by the City's customers and the amount of inflow and infiltration of stormwater runoff and groundwater that enters the wastewater collection system through cracks in pipes or other defects. Inflow refers to sources of stormwater runoff (roof, foundation and yard drains, and other stormwater pipes) entering sanitary sewers from inappropriate connections, with highest levels of inflow occurring during storm events. Infiltration refers to groundwater entering sanitary sewers through defective pipe joints, cracks, or broken pipes; typically, as the infrastructure ages, defects allow for increasing infiltration. The wastewater system within the study area includes concrete, PVC and cured in place pipe (CIPP) ranging in age from 2 to 75 years old, with the majority of the sanitary pipes installed in the 1940s and 1950s. A few years ago, about 32% of the system in the study area was rehabilitated.

Wastewater is conveyed by gravity in pipes ranging in size from eight-inch to 18-inches in diameter (Figure 3.8-2). Though the study area has no major pump stations or trunk mains, the area south of S. 38th St. flows through a large pump station behind the Tacoma Public Utility building.

The LOS standard for wastewater is 200 gallons per capita for each day during the maximum month wastewater flow. In addition, the City has a daily 400 gallons per capita LOS standard for peak hydraulic capacity (the capacity for a peak instantaneous flow). These LOS standards are subject to state and City concurrency standards (City of Tacoma, 2015a and 2014b). As reported in the City’s 2015 One Tacoma Comprehensive Plan, the existing “treatment capacity, and the capacity of the overall collection system, is sufficient to meet anticipated demand for the next six years or more” (City of Tacoma, 2015a). The One Tacoma Plan goes on to stipulate that “collection system capacity is not uniformly distributed throughout the system and no guarantee can be made that there is capacity in every line for every new development.” Across the City’s wastewater system service area, the Tacoma 2015 Capital Facilities Program details that $47-million in collection system project spending is anticipated between 2015 and 2020 (more than 50% of all wastewater capital project spending). All funding for these projects is from utility participation fees (City of Tacoma, 2014b).
SIGNIFICANT IMPACTS

Impacts Common to Both Alternatives

Due to similarities in anticipated growth under both alternatives (see Draft EIS Chapter 2), corresponding increases in wastewater utility demand would be similar.

It is not anticipated that growth associated with the No Action or Action Alternative would result in significant capacity implications for the existing conveyance systems or result in temporary or permanent reduction in LOS for residents or businesses within the study area. City of Tacoma Environmental Services Department would continue its practice of developers upgrading the utility with anticipated growth throughout their service area to ensure adequate infrastructure is provided. While there would be increased demand on the wastewater system under either alternative, the Environmental Services—Wastewater Department follows city policy to address system capacity issues and to incorporate improvements and repairs in association with City infrastructure projects and other major development activities (City of Tacoma, 2014a and 2015b). Due to sufficient capacity within the existing wastewater treatment plant, and ongoing Environmental Services Department programs and planning, increased demand for wastewater service under either alternative is not considered a significant impact.

As detailed above, the City’s treatment plants have capacity available to absorb anticipated growth in utility customers and still meet wastewater treatment LOS requirements for the next six years. As growth across the service area approaches existing capacity, the Environmental Services Department will continue to make improvements to wastewater collections systems, the CTP, and the NETP. Improvements will be completed consistent with the current 2015–2020 Capital Facilities Program (City of Tacoma, 2014b), future capital facilities program updates, and policies within the One Tacoma Comprehensive Plan (City of Tacoma, 2015a). Consistent with concurrency requirements, proponents of new or redevelopment may be required to upsize systems based on new peak flows, including consideration of future upstream conveyance conditions. These developer-funded and implemented conveyance system improvements will be paired with City implementation of 2015–2020 Capital Facilities Program project priorities for both wastewater conveyance and treatment systems, as supported by utility participation fees.

What is Concurrency?
Concurrency ordinances are legal requirements for a development to assess whether the existing public infrastructure and services are adequate to support the increased demands generated by the proposed development. If adequate facilities are not in place, the applicant is required to provide the additional facilities needed, wait until adequate facilities are available, or provide some form of alternative mitigation (often a financial contribution to offset demands on the system).

Impacts of Alternative 1 (No Action)

No impacts other than those described under Impacts Common to All Alternatives.

Impacts of Alternative 2

The Draft Subarea Plan includes policy guidance to support provision of public services in the study area. Goal US-1 calls for ensuring that utilities are available at an appropriate LOS to support the neighborhood’s existing and planned development. This is consistent with current City practices.
Successful implementation of this goal is anticipated to have positive impacts on wastewater service as the Draft Subarea Plan is implemented over time.

**MITIGATING MEASURES**

**Incorporated Plan Features**

*Mitigation contained in plans and policies adopted or planned for adoption as part of the proposed action*

- Under Alternative 2, successful implementation of Goal US-1 is expected to help ensure adequate provision of wastewater services in the study area. Proposed development in the subarea would be reviewed for consistency with this goal and other policy guidance in the Subarea Plan, as well as any associated regulatory requirements.

**Regulations + Commitments**

*Mitigation contained in regulations or other requirements adopted or planned for adoption as part of the proposed action*

- Under both alternatives, wastewater system improvements will occur over time, including replacement and up sizing of aging sanitary sewer pipes and extensions as a result of new development or redevelopment (Dressler, 2016; personal communication with City Environmental Services staff, August 2015).
- Under both alternatives, wastewater system capacity determinations and upgrade requirements will be made by the City on a case-by-case basis for development projects resulting in greater than 20 dwelling units, and commercial or industrial developments that will result in a peak daily flow of more than 5,000 gpd.

**Other Mitigation Measures**

*Any other mitigation not contained in the categories above*

- Under both alternatives, new development and redevelopment may reduce per-capita water demand (and therefore, wastewater service demand) by using newer, low- or no-flow plumbing fixtures and equipment.
- Under both alternatives, ongoing implementation of TPU’s *Ways to Save at Home* program may extend per-capita water demand reductions to existing residences within the study area.

**SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS**

No significant unavoidable adverse impacts are anticipated related to the projected growth in demand for wastewater service within the Tacoma Mall Neighborhood study area.

**3.8.4 ENVIRONMENTAL CONDITIONS, WATERSHEDS, + STORMWATER**

**EXISTING CONDITIONS**

**CONTAMINATED SITES**

The Tacoma-Pierce County Health Department and the Washington State Department of Ecology monitor contamination of soil and groundwater in Pierce County. Their records show two contaminated sites in the study area (Figure 3.8-5). The northernmost site is located at the north end of S. Lawrence St. and has contaminated soil and groundwater. The other site, located in the Madison District near the
northeast corner of S. Warner St. and S. 45th St., has soil contaminated with arsenic and metal pollutants (Tacoma-Pierce County Health Department, 2015).

Leaking underground storage tanks (UST) are a common source of soil and groundwater contamination. USTs are used by gas stations and other businesses to store and manage hazardous materials on site. Hazardous materials can leak from USTs that have not been properly maintained or have been abandoned. Figure 3.8-5 shows sites where abandoned underground storage tanks may be present based on site history. Five recorded UST sites are within the study area, two of which are in the existing Tacoma Mall Neighborhood Regional Growth Center north of S. 38th St. between S. Pine St. and S. Cedar St.

**GROUNDWATER CONDITIONS**

In 2015, Robinson Noble conducted a geologic assessment of the Tacoma Mall subarea describing the geologic context and stormwater infiltration potential in different parts of the study area. The surface geology of the Tacoma Mall Subarea is glacial in origin and consists of four primary units. Three of the units—Steilacoom gravels, Vashon advance outwash, and Vashon recessional outwash—are highly permeable, coarse grained sand and gravel deposits. Where these deposits occur without overlying impervious cover, precipitation is likely to infiltrate to the groundwater table. The fourth unit, Vashon till, is a low-permeability layer of silt and clay-bound sand. Precipitation onto areas of Vashon till is not likely to infiltrate quickly, resulting in surface runoff. Of these, highly permeable Steilacoom gravel (occurring generally in the western portion of the study area) and low-permeability Vashon till (occurring generally in the eastern portion) are the most prevalent geologic units in the subarea (Robinson Noble 2015).

Areas of Steilacoom gravel deposits range from ten feet to more than thirty feet thick, with infiltrated stormwater migrating generally westward toward the South Tacoma Channel west of the study area. Infiltrated flows recharge to aquifer resources within South Tacoma Aquifer System, which consists of several aquifer units separated by intervening aquitard soil units (Robinson Noble, 2015).

Due to these geologic conditions, the western portion of the study area and portions of the eastern portion provide opportunity for groundwater recharge; in these areas, infiltration of stormwater may have the potential to help minimize localized flooding and reduce peak flows to downstream resources. The prevalence and depth of highly permeable soils, and the minimum approximately 30-foot separation from the ground surface down to the most shallow groundwater contour elevations suggest stormwater infiltration as an effective management strategy within the majority of the study area (Robinson and Noble, 2015).

The entire study area is located within the South Tacoma Groundwater Protection District (STGPD) that was created to protect the quality of water within the South Tacoma aquifer, an important source of drinking water for the City. The City uses the South Tacoma aquifer as drinking water supply, supplying as much as 40% of the total water demand during periods of peak summer use (on an annual
basis, all TPU wells in and near the City provide approximately 15% of the utility’s total annual water supply need; TPU, 2007). The STGPD program is managed by the Tacoma-Pierce County Health Department. Requirements for the STGPD are established through TMC 13.09 and Tacoma-Pierce County Health Department guidelines. Facilities that use, store, dispose or otherwise handle hazardous materials, have a stormwater infiltration unit on-site and are not categorically exempt must submit a STGPD permit application for review by the Health Department (City of Tacoma, 2015a; Memo from City of Tacoma Public Works and Tacoma-Pierce County Health Department, 2011).

LAND COVER CONDITIONS

The quantity and quality of stormwater runoff is highly dependent on land use, traffic, and particularly on the amount of effective impervious surface. Effective impervious surfaces are defined in this document as hard surfaces (typically pavement or buildings) that allow no infiltration into the soil and contribute directly to the stormwater conveyance system. High amounts of impervious surfaces lead to more stormwater runoff and higher stormwater peak flows. Streets, parking lots and other transportation structures make up the bulk of impervious surface area in most watersheds and collect pollution such as heavy metals, grease and oils. Stormwater runoff from these surfaces can transport these pollutants to streams, lakes and other waterbodies.

Impervious surfaces, which cover more than 70% of the study area, dominate stormwater runoff processes in the study area, with runoff conveyed out of the study area after draining to catch basins and flowing through pipe infrastructure. The high level of imperviousness and lack of stormwater water quality treatment indicates that this area is likely a source of stormwater-borne contaminants to downstream receiving waters, such as pathogens, nutrients, metals and organics.

Stormwater conditions also experience impacts from the presence of trees. Trees can reduce stormwater runoff by capturing and storing rainfall in their root zones and canopy, slowing runoff and providing filtration that improves water quality. In the study area, the urban forest canopy cover is less than 10% of the area (Figure 3.7-2). Limited public parks and open spaces exist within the study area and comprise less than 7 acres with little forest canopy. See Chapter 3.7—Public Services for additional information on parks and open spaces.

Privately owned lands with urban forest cover are also limited within the study area. A contiguous block of forested property is located north of Tacoma Mall, made up of up of larger lot residential uses and vacant properties. The only other areas where tree canopy is present is within the single-family residential neighborhoods in the Lincoln Heights and Madison districts. Even within these single-family areas, however, existing development patterns have resulted in very low urban forest canopy and moderately high levels of impervious surface cover.

Compared with paved and built areas, all pervious areas within the study area (and urban forest areas in particular) have greater potential to intercept rainfall, reducing surface water inputs to adjacent stormwater systems. Table 3.8-2 summarizes impervious surface and forest canopy cover within each basin.
### Table 3.8-2  Total Impervious Surface within Tacoma Mall Study Area

<table>
<thead>
<tr>
<th>Basin</th>
<th>Tacoma Mall Neighborhood Study Area (acres)</th>
<th>Total Impervious Area Acres</th>
<th>Total Forest Canopy Area Acres</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Thea Foss Waterway</td>
<td>267</td>
<td>196</td>
<td>24</td>
<td>73%</td>
</tr>
<tr>
<td>Flett Creek</td>
<td>333</td>
<td>237</td>
<td>33</td>
<td>71%</td>
</tr>
</tbody>
</table>

*Source: City of Tacoma GIS Data, provided in 2015.*

**Watershed Context**

Storm drainage from the study area is divided approximately in half between two of the City's nine watersheds. The northern portion of the study area is within the Thea Foss Waterway watershed, discharging surface runoff north and east to the Thea Foss Waterway. The southern portion of the study area is within the Flett Creek watershed, discharging stormwater south toward Flett Creek before draining to Chambers Creek and out to Chambers Bay (Figure 3.8-3; City of Tacoma, 2012).

The Thea Foss watershed includes residential and commercial land uses, the I-5 corridor, and the Thea Foss Waterway that supports industrial and commercial businesses. The basin extends across the northern half of the study area, including areas surrounding S. Steele St. and the intersection of S. Pine St. and S. 38th St. that primarily support commercial uses (Figure 3.8-4).

The Flett Creek watershed is predominantly residential, with commercial and light industrial uses in localized areas. The basin extends across the southern half of the study area, including the majority of the existing Tacoma Mall area and the Madison District to the west. Critical issues in the Flett Creek basin include typical water quality issues associated with runoff from urban development, historic loss of wetlands, reduction of groundwater recharge, and alterations to stream channels and riparian forest. Existing centralized stormwater management facilities in the lower Flett Creek Basin, including the detention pond at 2517 S. 84th St., Lakewood WA (aka Gravel Pit), Flett Creek holding basins, provide flow control downstream of the study area.

**Stormwater Infrastructure**

Stormwater infrastructure in the study area comprises mostly concrete and PVC pipes ranging from 2 to 70 years old. The majority of the stormwater infrastructure was installed between the 1960s and 2000s, and is conveyed by gravity in pipes ranging in size from four inch to 48 inch in diameter (Figure 3.8-4). The study area has no major pump stations. Because most of the City’s stormwater system was constructed before stormwater regulations required construction of stormwater treatment and flow control facilities, most runoff from the study area discharges untreated into the Thea Foss Waterway and Flett Creek.
According to recent system modeling completed by the City, some areas of the existing stormwater system do not have capacity to sufficiently convey stormwater runoff to meet City stormwater level of service (LOS) standard (City of Tacoma, 2015b). The LOS standard requires a minimum 0.5 feet of vertical distance (or “freeboard”) between the water surface and the top of any manhole / catch basin for a 25-year, 24-hour design storm. The vertical distance provides a measure of safety intended to compensate for extreme events or unknown factors that could cause water levels to overcome system design, resulting in localized flooding. The adopted LOS standard allows overflow (typically as shallow water on the edge of roadways) of the pipe conveyance system for the 100-year, 24-hour design storm, but requires that the additional flow shall not extend beyond half the lane width of the outside lane of travel and shall not exceed four inches in depth at its deepest point (City of Tacoma, 2015b).

Study results identified widespread system capacity issues in the study area for the 25-year, 24-hour and the 100-year, 24-hour design storms. Areas with the highest concentration of insufficient stormwater capacity are in the Madison District residential neighborhood, along S. Pine St. and at the intersection of Tacoma Mall Boulevard and S. Steele St. Individual surcharged pipes and overflowing manholes occur throughout the study area (City of Tacoma 2015b). Overcapacity stormwater pipes can result in localized flooding.

Regulatory Context
The City’s stormwater system is regulated as a Municipal Separate Storm Sewer System (MS4) under the City’s Phase 1 National Pollutant Discharge Elimination System (NPDES) permit—(WAR044003). Under this set of regulations, the City maintains measures to protect and improve runoff conditions in relation to the receiving waters. Tacoma’s stormwater management requirements and ongoing efforts are included in:

- Tacoma Municipal Code 12.08
- 2016 Stormwater Management Manual (hereafter the 2016 Manual; City of Tacoma, 2016a)
- Stormwater Management Program Plan (City of Tacoma, 2016b)

The 2016 Manual became effective on January 7, 2016, and contains the stormwater mitigation requirements (referred to as the Minimum Requirements) for all new and redevelopment projects (specific requirements vary depending on watershed, and the type and size of the project). The Minimum Requirements are met through the use of Best Management Practices (BMPs) that prevent pollutants from entering stormwater, treat stormwater runoff, and divert and reduce the flow of runoff into the stormwater system. Some examples of stormwater best management practices include reducing impervious surfaces, maintaining vegetation, and managing stormwater through infiltration.
For any stormwater project proposing infiltration of treated stormwater, additional regulatory considerations are required to ensure protection of the aquifer resources (detailed under the Groundwater Conditions section). Groundwater Protection District regulations (TMC Chapter 13.09) control handling, storage and disposal of hazardous substances throughout the South Tacoma aquifer area. The City Stormwater Manual includes requirements for stormwater treatment where infiltration is proposed within this area, with standards developed consistent with the January 2011 Memorandum from the City Public Works Director and the TPCHD Division Director for Environmental Health (Implementation of Stormwater Infiltration for Pollution Generating Surfaces in the South Tacoma Groundwater Protection District, January 21, 2011).

**SIGNIFICANT IMPACTS**

**Impacts Common to Both Alternatives**
City models show that current stormwater systems do not provide sufficient capacity to meet the stormwater LOS standard, under both existing and future developed conditions (City of Tacoma, 2015b). As future growth occurs, all new development and redevelopment would be required to make stormwater system improvements consistent with the adopted Stormwater Management Manual, including providing flow control and water quality BMPs as necessary.

No impacts are anticipated under either alternative related to known contaminated sites and potential contaminated sites in the study area. Investigation of conditions and potential clean-up would be required at potential contaminated sites (including the two known contaminated sites, and the five listed underground storage tank sites) prior to new development or redevelopment (Tacoma-Pierce County Health Department, 2015).

**Impacts of Alternative 1 (No Action)**
Stormwater impacts under Alternative 1 would be consistent with those described as common to both alternatives. As sites redevelop, implementation of stormwater management best management practices required under the Stormwater Management Manual would continue to reduce adverse impacts that would otherwise occur under existing conditions.

As discussed in Chapter 3.1 Land Use, while the growth targets for Alternative 1 and Alternative 2 are similar, the likelihood of growth targets being reached varies between alternatives. Past and current development trends for the RGC are for much lower intensities than allowed under current zoning. The gap between allowed land use patterns and development trends creates uncertainty about the intensity of future development patterns under Alternative 1. In comparison, Alternative 2 includes proposals intended to encourage development, including updated development regulations and major improvements to multimodal transportation, stormwater and parks and open space systems. The City’s Stormwater Management Manual requirements are triggered when new development occurs. Because there would potentially be less redevelopment under Alternative 1, there could be less implementation of stormwater management BMPs under Alternative 1 than under Alternative 2. Additionally, existing zoning regulations under Alternative 1 effectively prohibit the type of area-wide stormwater strategy proposed under Alternative 2.
Impacts of Alternative 2
Under Alternative 2, the City would utilize an integrated approach for improving the study area stormwater infrastructure as part of the proposal. Draft Subarea Plan Goal E-1 calls for enhancing water quality and flow control conditions in the Tacoma Mall Neighborhood through implementation of an area-wide stormwater strategy including a variety of centralized and dispersed stormwater BMPs. Additional Plan goals and actions call for integrating stormwater infiltration and emergency overflow flood storage and conveyance into new parks and open spaces, and/or rights-of-way (Action E-2), prioritizing the construction of permeable pavement in the Madison District residentially zoned areas, as well as in other areas where land use and soil infiltration conditions are ideal (Action E-4) and preserving existing mature trees and green spaces when feasible.

The City currently encourages property owners to retrofit their properties and to make use of the Payment In-Lieu-of Construction Program and these practices are expected to continue under Alternative 1. By adding policy statements in support of these current practices, the proposed Subarea Plan emphasizes their importance.

Figure 2–9 shows the concept plan for the area-wide stormwater strategy provided in the Draft Subarea Plan. It includes a regional water quality and/or flood storage facility in the northwestern quadrant. It also includes permeable pavement for streets in areas with high soil permeability and with lower traffic volumes, including the Madison District and potentially the Lincoln Heights District. Corresponding permeable pavement projects for the Madison and Lincoln Heights Districts are included in the Draft Subarea Plan Transportation Chapter’s list of priority transportation improvements.

The Phase 1 development regulations proposed under Alternative 2 include increased standards for street trees and landscaping. These standards would expand the amount of “green infrastructure” in the study area over time, contributing to the area-wide stormwater strategy.

The area-wide stormwater strategy would benefit from a coordinated implementation approach by taking advantage of economies of scale. Alternative 2 provides the City with direction to implement this approach, expanding the use of the most effective strategies for City infrastructure projects and retrofit of existing development.

MITIGATING MEASURES

Incorporated Plan Features
Mitigation contained in plans and policies adopted or planned for adoption as part of the proposed action

- Under Alternative 2, successful implementation of goals and actions in the Draft Subarea Plan described above would likely have positive impacts on stormwater service in the study area. Proposed development in the subarea would be reviewed for consistency with the Subarea Plan, as well as any associated regulatory requirements.

Regulations + Commitments
Mitigation contained in regulations or other requirements adopted or planned for adoption as part of the proposed action

- Under Alternative 2, proposed Phase 1 code amendments to implement the Subarea Plan include new design standards including increased requirements for tree plantings and landscaping, which would support stormwater management.
Under both alternatives, Tacoma’s stormwater management requirements and ongoing efforts would support stormwater service. These are described in:

- Tacoma Municipal Code 12.08
- 2016 Stormwater Management Manual (City of Tacoma, 2016a)
- Stormwater Management Program Plan (City of Tacoma, 2016b)

Under both alternatives, update the requirements for the South Tacoma Groundwater Protection District included in Tacoma Municipal Code 13.09 and Tacoma-Pierce County Health Department guidelines to maintain consistency with agreed upon South Tacoma Groundwater Protection District guidelines and other stormwater management requirements.

Other Mitigation Measures
Any other mitigation not contained in the categories above:

- None.

SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS
No significant unavoidable adverse impacts are anticipated related to stormwater infrastructure, flow quantities, or quality within the Tacoma Mall Neighborhood study area.

3.8.5 ELECTRICITY

EXISTING CONDITIONS
Tacoma Power, one of three business units that make up TPU, serves a 180-square mile area that includes the City of Tacoma and surrounding areas. Tacoma Power acquires its electricity from a diverse mix of resources of which over 90% is hydroelectric power, including the utility’s seven hydroelectric dams, contract purchases from Bonneville Power Administration, and regional hydroelectric resources owned by others. Additional power supplies are procured from the wholesale energy market on an as needed basis. Tacoma Power’s transmission system is interconnected with the regional transmission network and includes high-voltage 230 kilovolt (kV) facilities and high-voltage 115 kV facilities.

Within the study area, Tacoma Power owns, operates, and maintains 12,470 volt overhead and underground distribution facilities to serve its customers. Tacoma Power’s Cedar Substation, with a total capacity of 50MW, is located in the northwest portion of the study area and serves the majority of the study area. Two additional substations, located outside the study area, provide additional load support to the study area. According to Tacoma Power staff, the study area’s existing facilities have no deficiencies, and significant capacity upgrades are not planned for the foreseeable future (J. Rempe, 2016).

The adopted LOS standard for electric utilities specifies a voltage level and an average annual system outage duration of 75 minutes or less (City of Tacoma, 2014b). As development within the study area increases, Tacoma Power will make improvements as necessary to serve the additional electrical load. Tacoma Power recognizes that new technologies will impact future electrical needs; frequently new technologies (energy efficient appliances and fixtures, modern electric heating and/or cooling along
with improved building heat efficiency) will improve energy efficiency and reduce consumption by individual customers even as overall residential and jobs populations increase within the study area.

In all cases, system improvements required to serve specific development projects will be funded by the developer. Concurrency requirements necessitate that these improvements are available to serve the population at the same time or within a reasonable amount of time without decreasing current service levels below locally established minimum standards (City of Tacoma Comprehensive Plan—Utilities Element).

**SIGNIFICANT IMPACTS**

**Impacts Common to Both Alternatives**

Future population growth and development will increase demand for electrical energy in the study area. Due to similarities in anticipated growth under both alternatives, corresponding increases in electricity demand would be similar.

It is not anticipated that growth associated with the No Action or Action Alternative would place significant pressure on the existing electrical system or result in not meeting the LOS standard for residents or businesses within the study area. Tacoma Power would continue its practice of upgrading the electrical system, commensurate with anticipated growth in the study area and throughout their service area, in order to ensure adequate electrical services are provided. The rate structure would reflect the cost of adding new service and additional resources and infrastructure, as warranted. The City and Tacoma Power would continue to pursue energy efficiency measures to reduce energy consumption, thereby reducing stress on the utility as residential and jobs growth occurs.

**Impacts of Alternative 1 (No Action)**

No impacts other than those described under Impacts Common to All Alternatives.

**Impacts of Alternative 2**

The Draft Subarea Plan includes policy guidance to support provision of public services in the study area. Goal US-1 calls for ensuring that utilities are available at an appropriate LOS to support the neighborhood’s existing and planned development. This is consistent with current City practices. Additionally, Action US-2 calls for requiring existing and new distribution lines to be placed underground at the time of new development, when feasible. Successful implementation of this policy guidance is anticipated to have positive impacts on electric service as the Draft Subarea Plan is implemented over time.

**MITIGATING MEASURES**

**Incorporated Plan Features**

*Mitigation contained in plans and policies adopted or planned for adoption as part of the proposed action*

- Under Alternative 2, successful implementation of Goal US-1 and Action US-2 is expected to support adequate provision of electric services in the study area and encourage undergrounding of electrical infrastructure. Proposed development in the subarea would be reviewed for consistency with this and other policy guidance in the Subarea Plan, as well as any associated regulatory requirements.
Regulations + Commitments

Mitigation contained in regulations or other requirements adopted or planned for adoption as part of the proposed action

- Under both alternatives, TPU will continue investments in conservation to lower overall energy usage. Conservation is an integral component in TPU’s resource strategy, and as a result has contributed to reported annual load reductions as high as 35 MW (City of Tacoma, 2015a).

Other Mitigation

Any other mitigation not contained in the categories above

- None.

**SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS**

No significant unavoidable adverse impacts are anticipated related to the projected growth in demand for electrical service within the Tacoma Mall Neighborhood study area.

### 3.8.6 NATURAL GAS

**EXISTING CONDITIONS**

To provide the City of Tacoma and adjacent communities with natural gas, Puget Sound Energy (PSE) builds, operates, and maintains a system consisting of transmission and distribution natural gas mains, odorizing stations, pressure regulation stations, heaters, corrosion protection systems, above ground appurtenances and metering systems. Transmission and distribution mains are located along public rights-of-way throughout the city (City of Tacoma, 2015a).

PSE natural gas lines provide utility service throughout the study area (Bates, 2015). In addition, the PSE Tacoma Field Office is located within the study area at 3130 S. 38th St.

Tacoma does not have an adopted LOS standard for natural gas provision. The existing natural gas system within the study area provides adequate service for existing natural gas utility users, however, and has capacity to accommodate anticipated future uses and development (J. Payne, 2016).

**SIGNIFICANT IMPACTS**

**Impacts Common to Both Alternatives**

Due to similarities in anticipated growth under both alternatives, corresponding increases in natural gas demand would be similar.

Both alternatives propose continued growth and development, with slightly more growth and development anticipated under the Action Alternative. Additional development will increase the overall demand for natural gas within the study area; however, per capita demand is anticipated to remain relatively constant, and adequate infrastructure and supply exist to expand service provision.

**Impacts of Alternative 1 (No Action)**

No impacts other than those described under Impacts Common to All Alternatives.
Impacts of Alternative 2
The Draft Subarea Plan includes policy guidance to support provision of public services in the study area. Goal US-1 calls for ensuring that utilities are available at an appropriate LOS to support the neighborhood’s existing and planned development. This is consistent with current City practices. Successful implementation of this goal is anticipated to have positive impacts on natural gas service as the Draft Subarea Plan is implemented over time.

MITIGATING MEASURES

Incorporated Plan Features
*Mitigation contained in plans and policies adopted or planned for adoption as part of the proposed action*

- Under Alternative 2, successful implementation of Goal US-1 is expected to help ensure adequate provision of natural gas service in the study area. Proposed development in the subarea would be reviewed for consistency with this goal and other policy guidance in the Subarea Plan, as well as any associated regulatory requirements.

Regulations + Commitments
*Mitigation contained in regulations or other requirements adopted or planned for adoption as part of the proposed action*

- Under both alternatives PSE would continue its practice of modifying its natural gas delivery system every year to address existing and new customer growth, load changes that require system reinforcement, rights-of-way improvements, and pipeline integrity issues. In addition, PSE continuously adds and modifies infrastructure to meet gas volume and pressure demands (City of Tacoma, 2015a).

- Under both alternatives, PSE would continue to maintain its Integrated Resource Plan (IRP), which is updated every two years. The IRP identifies methods to provide dependable and cost effective natural gas service that addresses customer demands. During the summer months, when wholesale gas prices and customer demand are low, PSE buys and stores significant amounts of natural gas in large underground facilities. The gas is then withdrawn in winter when customer usage is highest, ensuring a reliable supply is available (City of Tacoma, 2015a).

Other Mitigation
*Any other mitigation not contained in the categories above*

- None

SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS

No significant unavoidable adverse impacts are anticipated related to the projected growth in demand for natural gas service within the Tacoma Mall Neighborhood study area.

3.8.7 SOLID WASTE

EXISTING CONDITIONS
City of Tacoma’s Environmental Services Department provides solid waste collection service for residential, commercial and industrial customers within city limits. Tacoma owns and operates its own fleet of collection vehicles, and every-other-week garbage collection service is mandatory for all

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residents. Recycling and yard waste collection is an optional biweekly service available at no additional cost to residential customers. The City operates the Tacoma Landfill as a base of operations, transfer station, and material recovery facility, but it closed for waste disposal in 2012. The City, under a 20-year contract with Pierce County that was established in 2000, delivers all items that cannot be processed, nonrecyclable materials, and waste to the 304th St. Landfill located in Pierce County (City of Tacoma, 2015a).

Solid waste services are provided to the customers in the study area similar to the rest of the city. The LOS standard is set at 1.13 tons per capita per year. Under current city-wide population projections, capacity for approximately 39,563 additional tons of solid waste will be available through 2020, including nonrecyclable, noncompostable material, compostables, and recyclables (Table 3.8-3; City of Tacoma, 2014b). Based on the 1.13 tons per capita per year LOS standard, this equates to a reserve capacity that could serve 35,011 additional residents through 2020.

### Table 3.8-3  Solid Waste Capacity through 2020

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<tbody>
<tr>
<td>203,926</td>
<td>1.13 tons / capita / year</td>
<td>270,000 tons</td>
<td>230,437 tons</td>
<td>39,563</td>
</tr>
</tbody>
</table>

Source: City of Tacoma, 2014b

The City of Tacoma has planned for solid waste services through 2020. Under existing conditions, current landfill capacity is expected to be sufficient until at least 2020 (City of Tacoma, 2015a). Before the City’s contract with Pierce County expires in 2020, the City will have the option to extend or renegotiate the contract, or to put out a bid for alternative landfill services. The City does not anticipate constructing a new landfill in the future. The City is currently working to develop a waste management plan with a planning horizon out to 2040 and is studying ways to divert waste from the landfill, which may help to reduce the rate of increasing demand for solid waste service. Upgrades and maintenance to the landfill are anticipated to occur through 2020, with utility participation funding the upgrades and maintenance (City of Tacoma, 2015a).

**SIGNIFICANT IMPACTS**

**Impacts Common to Both Alternatives**

Due to similarities in anticipated growth under both alternatives, corresponding increases in solid waste utility demand would be similar.

Solid waste utility needs will grow under both alternatives, and the additional population growth associated with the Action Alternative will result in additional corresponding demand. However, ample capacity exists at the City’s landfill to absorb increased waste as a result of more people living and working in the study area. The City’s capacity to absorb solid waste generated by an additional 35,011 residents (city-wide) through 2020 exceeds projected growth in the study area and throughout Tacoma in the next four years. It is anticipated that capacity will continue to exceed projected growth and solid waste utility demand through 2040 for both the No Action and Action Alternatives. The City will need to maintain and replace fleet vehicles and other resources used to administer solid waste collection, as
necessary. This includes ensuring that curb-side pickup policies and procedures are in place to meet growing demand from an increased density of commercial and residential customers, and that customer education and enforcement programs are supported.

**Impacts of Alternative 1 (No Action)**
No impacts other than those described under Impacts Common to All Alternatives.

**Impacts of Alternative 2**
The Draft Subarea Plan Goal US-2 provides policy direction to minimize impacts on adjacent properties and open spaces associated with the siting, development and operation of utility services and facilities as future development and redevelopment occurs. Associated Action US-6 specifically addresses the need to update development regulations to ensure that adequate and consolidated space is provided for solid waste containers, especially for higher-density residential uses anticipated for previously detached single-family areas (new two-family, three-family and townhouse developments). Development standards in the Phase 1 Code Amendments proposed under Alternative 2 would help to implement this policy guidance.

Also, the Draft Subarea Plan includes policy guidance to support provision of public services in the study area. Goal US-1 calls for ensuring that utilities are available at an appropriate LOS to support the neighborhood’s existing and planned development. This is consistent with current City practices. Successful implementation of this goal is anticipated to have positive impacts on solid waste service as the Draft Subarea Plan is implemented over time.

**MITIGATING MEASURES**

**Incorporated Plan Features**
- Under Alternative 2, successful implementation of Goal US-1, Goal US-2 and associated actions is expected to help ensure adequate provision of solid waste service in the study area and to address needs for minimizing impacts of solid waste service on adjacent properties. Proposed development in the subarea would be reviewed for consistency with this and other policy guidance in the Subarea Plan, as well as any associated regulatory requirements.

**Regulations + Commitments**
- Under Alternative 2, proposed development standards in the Phase 1 code amendment package would mitigate impacts of solid waste service on adjacent properties, helping to implement related policy guidance in the Draft Subarea Plan.

**Other Mitigation**
- Under both alternatives, the Environmental Services Department should review policies and programs that direct solid waste collection practices, as well as enforcement for solid waste customers. As future development within the study area and throughout the City increases demand, the Environmental Services Department must ensure that adequate curb-side service is provided and container set-out guidelines are enforced. Customer education should be supported so as to reduce overall waste generation, divert garbage waste to optional recyclable and yard waste collection services, and maximize compliance with solid waste set-out guidelines.
SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS
No significant unavoidable adverse impacts are anticipated related to the projected growth in solid waste service needs within the Tacoma Mall Neighborhood study area.

3.8.8 TELECOMMUNICATIONS

EXISTING CONDITIONS
Telecommunications utilities in the city are provided by private companies and by TPU’s Click! service. The majority of Tacoma is served by private telecommunication providers. Their infrastructure is located throughout the city and includes lines, poles, cables, antenna, towers and system hubs. TPU’s Click! Service is a fiber network used by Tacoma Power to transmit data from substations and other data gathering devices to a central Energy Control Center for load monitoring and management. The network includes one of the largest two-way smart meter pilot projects in the country. Click! is also offered to the public as a service for cable television, high-speed data transport and internet access (City of Tacoma, 2015a).

Telecommunication utilities in the study area are not subject to adopted LOS standards or concurrency. The available telecommunications utilities expand infrastructure and service as needed to support additional customers, and the capacity and condition of existing infrastructure is currently adequate (City of Tacoma, 2015a). Telecommunications infrastructure is generally co-located with TPU power facilities along public rights-of-way (City of Tacoma, 2015a).

SIGNIFICANT IMPACTS

Impacts Common to Both Alternatives
Due to similarities in anticipated growth under both alternatives, corresponding increases in telecommunications services demands would be similar for both Alternative 1 and Alternative 2.

Additional development will increase the demand for telecommunications services. However, it is anticipated that this demand can be met by existing telecommunications infrastructure and demand-driven improvements without impacts to capacity or service. As new customers enter into the system, service and infrastructure will be expanded to meet the new demand. The cost of system upgrades would be shared amongst rate-payers.

Impacts of Alternative 1 (No Action)
No impacts other than those described under Impacts Common to All Alternatives.

Impacts of Alternative 2
The Draft Subarea Plan includes policy guidance to support provision of public services in the study area. Goal US-1 calls for ensuring that utilities are available at an appropriate LOS to support the neighborhood’s existing and planned development. This is consistent with current City practices. Successful implementation of this goal is anticipated to have positive impacts on telecommunication service as the Draft Subarea Plan is implemented over time.
MITIGATING MEASURES

Incorporated Plan Features

Mitigation contained in plans and policies adopted or planned for adoption as part of the proposed action

• Under Alternative 2, successful implementation of Goal US-1 is expected to help ensure adequate provision of telecommunication service in the study area. Proposed development in the subarea would be reviewed for consistency with this goal and other policy guidance in the Subarea Plan, as well as any associated regulatory requirements.

• Under both alternatives, consistent with Comprehensive Plan policy, the City will work with service providers to maintain existing infrastructure and invest in expanded or new infrastructure to support planned growth and the development patterns called for in the Comprehensive Plan’s Land Use Element (City of Tacoma, 2015a).

Regulations + Commitments

Mitigation contained in regulations or other requirements adopted or planned for adoption as part of the proposed action

• None

Other Mitigation

Any other mitigation not contained in the categories above

• None

SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS

No significant unavoidable adverse impacts are anticipated related to the projected growth in telecommunications needs within the Tacoma Mall Neighborhood study area.


City of Tacoma. 2011. January 21, 2011 Memorandum from R.E. McKinley (Public Works Director) and S. Marek (TPCHD Environmental Health Division Director)—Implementation of Stormwater Infiltration for Pollution Generating Surfaces in the South Tacoma Groundwater Protection District.


Dressler, Teresa. 2016. City of Tacoma Environmental Services. Email to Aaron Booy regarding existing wastewater service within the Tacoma Mall Neighborhood Study Area, March 28, 2016.


Figure 3.8-1  Existing Water Mains

Source: City of Tacoma, 2016; ESA, 2016; 3 Square Blocks, 2016.
Figure 3.8-2  Existing Wastewater Pipes

Source: City of Tacoma, 2016; ESA, 2016; 3 Square Blocks, 2016.
Figure 3.8-3 Exisiting Watersheds + Basins

Source: City of Tacoma, 2016; ESA, 2016; 3 Square Blocks, 2016.
Figure 3.8-4  Existing Storm Basin + Stormwater Pipes

Existing: Storm Basin + Stormwater Pipes
November 2016

Source: City of Tacoma, 2016; ESA, 2016; 3 Square Blocks, 2016.
Figure 3.8-5  Existing Contaminated Sites + Potential Sites for Abandoned Storage Tanks

Source: City of Tacoma, 2016; ESA, 2016; 3 Square Blocks, 2016.
APPENDIX A

DISTRIBUTION LIST

(from City)
INTRODUCTION

The objectives and policies of the Tacoma Mall Neighborhood Subarea Plan are well aligned with, and strongly supported by, an abundance of existing plans policies at the Federal, State, regional, and local levels. These plans and policies have been put in place to foster the outcomes sought by the Tacoma Mall Neighborhood Subarea Plan: Fostering the development of a sustainable, livable, vibrant, mixed-use community that accommodates a substantial share of regional growth and offers a robust range of housing, transportation, employment, and neighborhood amenities. Policies at all levels further call for equity and empowerment steps to ensure that everyone has the opportunity to help shape the vision for the neighborhood, and to foster a community that is a welcoming place to work or live for people of all cultures, ages, and incomes.

The Puget Sound region is forecast to become home to 5 million people and 3 million jobs by 2040. Our historic regional population growth has been associated with an outward urbanization of ecologically and agriculturally sensitive areas, while some urban areas have struggled to keep pace. Policies at all levels call upon local jurisdictions to take decisive steps to bend these trends, contain the outward expansion of the urban footprint and direct growth to compact urban centers.

In support of this regional growth strategy, in 1993 the City of Tacoma and the Puget Sound Regional Council designated the Tacoma Mall Neighborhood as a regional growth center—a focal point for future jobs/housing concentration. Tacoma then adopted mixed-use zoning and development regulations to allow more intensive development consistent with that vision. Over 20 years later, the community has recognized needs and opportunities to do more to catalyze and direct positive change in the neighborhood. This plan is a major opportunity to ensure that growth in the Tacoma Mall Neighborhood contributes not only to accommodating Tacoma’s share of regional growth, but also to the creation of an equitable, healthy, sustainable, livable and unique neighborhood.
The following policy documents have informed and directed the development of this Plan, as summarized below:

- U.S. Environmental Protection Agency - National Estuaries Program Watershed Protection & Restoration Grants
- Washington State Growth Management Act
- Washington State Policy on Greenhouse Gas Emissions
- Puget Sound Regional Council - VISION 2040
- Puget Sound Regional Council - Transportation 2040
- Puget Sound Regional Council – Plan Review Manual
- Growing Transit Communities Compact
- Puget Sound Action Agenda
- Pierce County Countywide Planning Policies
- City of Tacoma Strategic Plan: Tacoma 2025
- City of Tacoma Comprehensive Plan: One Tacoma
- City of Tacoma Complete Streets Design Guidelines
- City of Tacoma Greenroads Policy
- City of Tacoma Climate Action Plan
- City of Tacoma Human Services Strategic Plan
- City of Tacoma Consolidated Plan
- City of Tacoma Neighborhood Action Strategies (1999)
- City of Tacoma current initiatives:
  - Auto Row Design Plan
  - Arts Master Plan
  - Environmental Action Plan
- Metropolitan Parks District – Green Vision 2030 Strategic Plan Interim Update
- Sound Transit Long-Range Plan
- Pierce Transit Performance Measures & Service Guidelines
- Tacoma-Pierce County Health Department

U.S. ENVIRONMENTAL PROTECTION AGENCY - NATIONAL ESTUARIES PROGRAM WATERSHED PROTECTION & RESTORATION GRANTS

Puget Sound is one of 28 estuaries of national significance as designated by the National Estuary Program (NEP)¹. Under this program, the US Environmental Protection Agency (EPA) receives federal funding to support local efforts to protect and restore Puget Sound. These funds are used for financial assistance to state, local and Tribal governments for their efforts to implement the Puget Sound Action

Agenda. In January 2011, EPA selected the Washington Departments of Ecology and Commerce to receive a grant for “Watershed Protection and Restoration”.

The state awarded the City of Tacoma NEP grant funding for development of the Tacoma Mall Subarea Plan & EIS in recognition of the importance of compact urban development patterns in the regional effort to restore the health of the Puget Sound.

WASHINGTON STATE GROWTH MANAGEMENT ACT

Adopted in 1990, the Growth Management Act (GMA) requires municipalities to plan for accommodating growth and grants counties, in consultation with cities, the authority to assign growth allocations for population and employment. In general, GMA goals support focused growth in designated urban centers with adequate infrastructure, while preserving the rural area around the urban centers. The GMA identifies specific requirements for comprehensive plans, focused primarily on the required land use, housing, transportation, utilities and capital facilities elements.

The Growth Management Act (GMA) sets forth 13 goals to guide planning and development regulations for cities and counties. Most of these pertain to the Tacoma Mall Neighborhood Subarea Plan, including the following that are most directly aligned with the overall objectives of this Plan:

- Urban growth. Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
- Reduce sprawl. Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
- Transportation. Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.
- Housing. Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
- Economic development. Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.
- Open space and recreation. Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.
- Environment. Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.

2 GMA link
• Citizen participation and coordination. Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.

• Public facilities and services. Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.

The GMA requires municipalities to plan for accommodating growth, and grants counties, in consultation with cities, the authority to assign growth allocations for population and employment. In general, the regional and local governments of the Puget Sound region have agreed that the goals of the GMA will be most successfully achieved by maximizing the portion of growth that can be accommodated in urbanized areas with adequate infrastructure. Assigned by the Pierce County Regional Council (within parameters set by the PSRC), the City of Tacoma’s allocations are 127,000 new residents and 97,000 new jobs by the year 2040\(^3\). The Tacoma Mall Neighborhood Subarea Plan is intended to play a key role in helping the City plan for accommodating these allocations, as required by the GMA.

Within Tacoma, one of the key strategies to achieve GMA goals is to maximize accommodation of the growth allocations within designated Mixed-Use Centers. This concentrates growth and development where there is plentiful development capacity, a concentration of employment, and significant infrastructure and transit service, while preserving lower-density neighborhoods and regional natural and resource lands. Downtown Tacoma is planned to accommodate the largest share of that growth, including 67,900 jobs and 76,200 residents by 2040. The Tacoma Mall Mixed-Use Center is designated as the next highest concentration of growth, with an additional 7,555 jobs and 8,079 residents by the year 2040. Should the additional 116 acres be added, those growth allocations would increase to 8,385 jobs and 8,887 residents by 2040. A 2013 City of Tacoma study estimated that the 485-acre Tacoma Mall Center has the capacity to accommodate an additional 44,760 jobs and 33,570 residents as currently zoned.

Accommodating growth in designated centers can only be successful through a holistic approach that makes these Centers attractive places to live and work. The intent is not just growth, but growing well in livable, sustainable and unique neighborhoods with the infrastructure, services and amenities that make them great urban neighborhoods. This Plan is intended to guide and catalyze growth and positive change consistent with the GMA goals and meeting Tacoma’s aspirations for sustainability and equity in a great urban neighborhood.

The Tacoma Mall Neighborhood is one of Tacoma’s highest concentrations of jobs, and a growing number of residents call the area home. With major assets including the Tacoma Mall, access and visibility from Interstate 5, Pierce Transit bus service, existing street and utilities infrastructure, and affordable housing options the area has many assets to promote positive growth and change. At the same time, community outreach has highlighted issues and missing components of a great urban neighborhood including parks and open space, walkability and bicycle access, access to healthy foods and other components, concern about public safety. Finally, the area is important as the headwaters of two sensitive watersheds—thus growth in the area requires forethought to protect and enhance the environment.

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\(^3\) Link to Buildable Lands analysis/Via 2013 report
WASHINGTON STATE POLICY ON GREENHOUSE GAS EMISSIONS

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

VISION 2040

VISION 2040 is the PSRC’s vision and strategy for accommodating the five million people and three million jobs expected to be present in the Puget Sound region by 2040, while promoting the “well-being of people and communities, economic vitality, and a healthy environment.” It is the long-range growth management, environmental, economic, and transportation strategy for the central Puget Sound. VISION 2040 promotes an environmentally friendly growth pattern that will contain the expansion of urban growth areas, conserve farm and forest lands, support compact communities where people may both live and work, and envisions that a significant share of new employment and housing will occur in vibrant urban centers. VISION 2040 promotes the theme of “people, prosperity, planet” as a sustainability framework.

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

At the top of VISION 2040’s hierarchy of centers are the Regional Growth Centers, “envisioned as major focal points of higher density population and employment, served with efficient multimodal transportation infrastructure and services.” The Tacoma Mall Mixed-Use Center is one of the 27 designated Regional Growth Centers, and is second in Tacoma’s hierarchy after the Downtown Tacoma Regional Growth Center.

TRANSPORTATION 2040

Transportation 2040 is an action plan for transportation in the central Puget Sound region for the next 30 years. Transportation 2040 identifies investments to support expected regional growth and improve the service transportation provides to people and businesses. It lays out a financing plan that suggests a long-term shift in how we fund transportation improvements. Transportation 2040 also proposes a strategy for reducing transportation’s contribution to climate change and its impact on important regional concerns such as air pollution and the health of Puget Sound.

4 Vision 2040 link
PSRC’s Plan Review Manual provides guidance and checklists for aligning plans and policies with VISION 2040 and the GMA. The checklist includes a reporting tool specifically for designated Centers. The checklist includes the following:

- **Plan Concept or Vision:**
  - Describe the Center’s role in the city and region and commit to compact, pedestrian and transit-oriented development
  - Clearly identify the area and describe the relationship to other plans
  - Include a market analysis

- **Environment**
  - Identify and protect critical and environmentally sensitive areas
  - Describe and encourage public access to parks, open space and civic spaces
  - Include innovative stormwater management
  - Reduce air pollution and greenhouse gas emissions

- **Land Use**
  - Defined boundaries and shape for the Center
  - Establish residential and employment growth targets
  - Describe and map existing and future land uses
  - Establish design standards for pedestrian-friendly and transit-oriented development

- **Housing**
  - Document existing and targeted housing units
  - Provide for a variety of housing types, affordability and special housing needs
  - Include implementation strategies

- **Economy**
  - Describe key sectors and industry clusters
  - Address economic development

- **Public Services**
  - Describe local capital plans for infrastructure and financing consistent with targeted growth

- **Transportation**
  - Integrated multimodal transportation network, including pedestrian and bicycles, and linkages to adjacent neighborhoods
  - Develop in relation to regional and local transit
  - Provide Complete Streets that serve all users
The objectives of the Tacoma Mall Neighborhood Subarea Plan are entirely consistent with VISION 2040's intention to target growth and leverage the potential of Regional Growth Centers, while enhancing the qualities which make them great places to live, work and shop.

**GROWING TRANSIT COMMUNITIES COMPACT**

The City of Tacoma has signed on to a regional pact committing to taking the following steps:

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

**PUGET SOUND ACTION AGENDA**

In 2007, the Washington Legislature created the Puget Sound Partnership to coordinate the regional effort to clean up Puget Sound. Updated in 2014, the Action Agenda recognizes that City and county governments are the primary implementers of many of the near-term actions described in the Action Agenda.

Strategies proposed through this Plan directly support the 2014 Action Agenda for Puget Sound strategies, including:

- A2.3 Implement restoration projects in urban and developed areas while accommodating growth, density, and infill development
- A3.1 – Use integrated market-based programs, incentives, and ecosystem markets to steward and conserve private forest and agricultural lands.
- A4. Encourage Compact Regional Growth Patterns and Create Dense, Attractive and Mixed-Use and Transit-Oriented Communities

“Encouraging compact urban patterns would direct development away from working farms and forestlands and protect food and fiber production, wildlife habitat, ecosystem functions and water quality. Compact development patterns reduce impervious cover that leads to run-off pollution, and decrease shoreline development that leads to erosion and habitat destruction.”

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5 [www.psp.wa.gov](http://www.psp.wa.gov)
Finally, compact development is more energy efficient, reducing energy-related pollution including greenhouse gas emissions."

- C2.1 Manage urban runoff at the basin and watershed scale

"Built Environment Runoff—The Challenge

Urban stormwater runoff poses a high risk to the health of Puget Sound by causing two major problems. First, the runoff transports a mixture of pollutants such as petroleum products, heavy metals, bacteria, nutrients, and sediments from construction sites, roads, highways, parking lots, lawns, and other developed lands with the following consequences."

PIERCE COUNTY COUNTYWIDE PLANNING POLICIES

In accordance with the Washington GMA, the Pierce County Regional Council maintains the Pierce County Countywide Planning Policies (CPPs) to coordinate planning on a countywide basis. They are one planning tool intended to ensure that Pierce County and cities within the County develop local policies based on shared and agreed upon goals. They are also an important mechanism to coordinate local actions to be consistent with the state Growth Management Act and with VISION 2040.

Most recently updated in 2014, the PCCPPs direct Pierce County and municipalities to the following policy objectives:

**Housing**

- Meet housing needs for all economic segments of the population
- Coordinate countywide to meet affordable housing needs
- Consider the location of jobs, transportation choices and services in housing strategies
- A minimum of 25% of the growth population allocation should be affordable to households earning 80 percent or less of Area Median Income
- Consider incorporating affordable housing allocations as part of RGC growth targets
- Contribute to meeting the countywide need for special needs housing opportunities
- Plan for a range of strategies to meet the need for safe and healthy housing choices

**Agricultural Lands**

- Help preserve agricultural lands by designating receiving areas for a regional Transfer of Development Rights program

**Community & Urban Design**

- Develop high quality, compact communities that:
  - Impart a sense of place
  - Preserve local character
  - Provide for mixed uses and choices in housing types
  - Encourage walking, bicycling, and transit use
• Design public buildings and spaces to contribute to a unique sense of community and of place
• Design transportation and infrastructure projects to achieve community objectives
• Transportation facilities should fit in the context of the communities and meet urban design principles in centers and transit station areas

**Economic Development & Employment**

• Work to achieve a prospering and sustainable regional economy by supporting business and job creation, investing in all people, sustaining environmental quality, and creating great central places, diverse communities, and high quality of life, through steps including:
  o Designating land and planning for future commercial and industrial development
  o Providing sufficient land for projected growth within designated urban centers
  o Providing adequate public facilities and services to employment centers and an adequate supply of housing with good access to employment centers
• Promote diverse economic opportunities for all citizens, especially the unemployed, disadvantaged persons, minorities and small businesses. Measures may include:
  o Determining a reasonable “jobs/housing” balance accessible to employment centers;
  o Encouraging redevelopment of underutilized commercial areas;
• Develop zoning and land use controls that are flexible while ensuring sound design and development standards
• Encourage economic development in areas served by transit and transportation facilities
• Promote educational, job training, and cultural opportunities for all
• Plan for economic growth and development by:
  o Reducing inefficient, sprawling development patterns;
  o Reducing transportation demand;
  o Coordinating the provision of public facilities and services and/or insuring that new development supports the cost of public facility and service expansions
  o Promoting development in areas with existing available public facility capacity;
  o Encouraging joint public/private development as appropriate;
  o Concentrating a significant amount of economic growth in designated centers;
  o Ensuring the efficient flow of people, goods, services, and information in and through the region, particularly in and connecting designated centers
  o Streamlining permit processing;
  o Striving to maintain adequate public facilities and service levels;

**Economic Development – Education**

• Encourage joint use of playgrounds, parks, open-spaces and recreational facilities;
• Initiate dialogues with school districts about school district boundaries and service areas in relation to designated urban growth areas
**Health and Well-Being**

Promote and develop transportation systems and options that minimize negative impacts to human health by:

- Improving safety and striving to achieve the state’s goal of zero deaths and disabling injuries
- Designing streets for walking, bicycling, and transit use to enhance communities, connectivity, and physical activity

**Archaeological & Cultural Preservation**

- Utilize urban design strategies and approaches to ensure that changes to the built environment preserve and enhance the region’s and the county’s unique attributes and each community's distinctive identity in recognition of the economic value of sense of place

**Natural Resources, Open Space, Protection of Environmentally-Sensitive Lands, & the Environment**

- Protect and enhance natural resources
- Utilize transfer of development rights or other approaches
- Educate the community concerning the importance of environmental objectives;
- Prevent air and water quality degradation
- Maintain natural hydrological functions, ecosystems and watersheds and, where feasible, restore to a more natural state
- Identify and address the impacts of climate change on hydrological systems
- Protect and restore natural habitat critical for the conservation of salmonid species listed under the federal Endangered Species Act

**Watersheds**

Coordinate watershed planning and land use planning and implementation activities including:

- Evaluate the use of vegetation retention, tree conservation, and maximum impervious surface standards
- Utilize watershed boundaries instead of jurisdictional boundaries for plans and studies
- Consider impacts on natural environmental and built systems that are located outside jurisdictional boundaries but within the shared watershed;
- Incorporate information in watershed plans in planning efforts

**Climate Change**

- Address adaptation and mitigation strategies from the effects of climate change in plans
- Promote green development standards in public and private development and operations
• Encourage carbon sequestration through increasing vegetation and canopy cover in urban areas
• Cooperate to develop strong regional public transportation options
• Increase alternatives to driving alone
• Encourage transit oriented development

Transportation

• Promote a sustainable transportation system that assures the ability of future generations to provide transportation infrastructure and services in an effective, efficient, clean, and cost effective manner
• Improve safety in the transportation system by working toward the state’s “zero death and disabling injury” target
• Plan, design, construct and operate transportation facilities for all travel modes
• Use low-impact development practices or environmentally appropriate approaches for the design, construction and operation of transportation facilities
• Promote alternatives to automobile travel and/or reduce the number of vehicle miles traveled (modal split, trip generation and trip length)

Urban Growth Areas, Promotion Of Contiguous & Orderly Development & Provision Of Urban Services To Such Development

• Centers are to be areas of concentrated employment and/or housing which serve as the hubs of transit and transportation systems. Centers are to:
  o Be priority locations for accommodating growth
  o Strengthen existing development patterns
  o Promote housing opportunities close to employment
  o Support development of an extensive multimodal transportation system which reduces dependency on automobiles
  o Reduce congestion and improve air quality
  o Maximize the benefit of public investment in infrastructure and services
• Tacoma is a Metropolitan City with two Regional Growth Centers: The Tacoma Central Business District and the Tacoma Mall
• The South Tacoma Manufacturing/Industrial Center is a candidate regional growth center

Overall Policies for Non-Industrial Centers

Centers shall be characterized by all of the following:
• Clearly defined geographic boundaries
• Intensity/density of land uses sufficient to support high-capacity transit
• Pedestrian-oriented land uses and amenities
• Pedestrian connections shall be provided throughout
• Urban design standards which reflect the local community
• Provisions to reduce single-occupancy vehicle use especially during peak hours and commute times
• Provisions for bicycle use
• Sufficient public open spaces and recreational opportunities
• Uses which provide both daytime and nighttime activities
• Infrastructure and services shall be either present and available or planned and financed consistent with the expected rate of growth
• Priority for transportation and infrastructure funds shall be given to designated centers
• Create a high density and intensity core area to support transit and high occupancy vehicle use
• Provisions for non-motorized transportation shall be provided, including:
  o Bicycle-friendly roadway design
  o Wider outside lane or shared parking/bike lanes
  o Bike-activated signals
  o Covered, secure bicycle parking at all places of employment
  o Bicycle racks
  o Pedestrian pathways

**Regional Growth Center**

**Concepts and Principles:**

“Regional Growth Centers are locations that include a dense mix of business, commercial, residential and cultural activity within a compact area. Regional Growth Centers are targeted for employment and residential growth, and provide excellent transportation service, including fast, convenient high capacity transit service, as well as investment in major public amenities”.

- Regional Growth Centers shall plan to meet the following criteria:
- A minimum of 25 employees per gross acre of non-residential lands; and
- A minimum of 10 households per gross acre; and/or
- A minimum of 15,000 employees; and
- Not to exceed a maximum of 1-1/2 square miles in size; and
- Planning policies recognizing the need to receive a significant share of the regional growth.

The Tacoma Mall Neighborhood Plan is required to and shall meet the policy direction of the PCCPPs.
TACOMA 2025

Prepared in 2014, Tacoma 2025 is a strategic plan and vision for the future of Tacoma. Tacoma 2025 was developed to guide the City in decision-making and resource allocation, as well as performance tracking and reporting. It focuses on seven focus areas: Health & Safety, Human & Social Needs, Economic Vibrancy & Employment, Education & Learning, Arts & Cultural Vitality, Natural & Built Environment, and Government Performance.

A Vision for Tacoma’s Future
“Tacoma is one of the nation’s healthiest, safest, and most playful cities. We have daily access to stunning natural surroundings and a great quality of life. We are Washington’s most diverse big city, with arts, culture, parks, and recreational opportunities that are envied by much larger cities. We recognize how lucky we are, but we know we can make it better”. -Tacoma 2025

Core values—consisting of opportunity, equity, partnerships and accountability—shaped the discussion of the future and helped identify key issues and opportunities for the future.

The Comprehensive Plan, and this Subarea Plan, share and support these core values and the direction established in all of the Tacoma 2025 focus areas:

- Natural and Built Environment
- Economic Vibrancy and Employment
- Health and Safety
- Arts and Cultural Vitality
- Human and Social Needs
- Education and Learning
- Government Performance

TACOMA COMPREHENSIVE PLAN

Tacoma’s Comprehensive Plan looks forward to Tacoma’s long-term future, ensuring that growth happens in a beneficial, healthy, and sustainable way. In 2015, Tacoma is the second largest city in the Puget Sound region and the most important business employment center in the South Sound region. Recognizing Tacoma’s role in the region, the Puget Sound Regional Council designated Tacoma as a Metropolitan City, serving as Pierce County’s civic, cultural and economic hub and a focal point for future population and employment growth. The Comprehensive Plan was informed by and is consistent with the GMA, Vision 2040, and the PCCPPs.

VISION 2040 designates Tacoma as one of five Metropolitan Cities in the region. As a Metropolitan City, Tacoma is to serve as a focal point for accommodating forecast growth and helping to relieve development pressure on rural and natural resource lands. By planning for future population, housing and employment that align with targets, the Tacoma Comprehensive Plan seeks to fulfill its role and responsibility as a Metropolitan City. At the same time, the Comprehensive Plan seeks to ensure that the vision for Tacoma’s character, services and quality of life are maintained and enhanced as the city
grows. Accordingly, the Plan supports allocation of resources where the greatest amount of growth is forecast. The Comprehensive Plan advances a sustainable approach to growth and future development and a healthy environment for future generations of Tacomans.

In 2014, Tacoma participated in a collaborative county-wide effort led by Pierce County to prepare an updated Buildable Lands Report. This report documents development trends and the capacity of the County’s UGAs, and served as the basis for the growth targets incorporated into this plan.

The following summarizes the most pertinent policy direction of Tacoma’s Comprehensive Plan:

**Comprehensive Plan: Community Engagement Element**

Tacoma is committed to engaging the interests of the entire community in planning for the future. The City will strive to build and sustain robust partnerships with individuals, neighborhoods, businesses, organizations, institutions and other government agencies, and to ensure that city decision-making processes are clear and transparent.

Tacoma is committed to inclusive and equitable community engagement consistent with the Equity and Empowerment Initiative framework adopted by City Council in September 2015.

Subarea Plans for smaller geographic areas allow for a more detailed consideration of specific goals, needs and interests within a specified area.

**Comprehensive Plan: Public Facilities Element**

Tacoma strives to provide adequate public facilities and services, as efficiently and cost-effectively as possible, to serve both existing and new development. Such facilities and services will be designed to meet the capital facility needs of the community and to support Tacoma’s land use growth and development concepts. Tacoma will coordinate with other agencies for their provision of public facilities and services for which they are responsible, as well as with businesses and citizens.

Tacoma’s public facilities priorities supportive of this Subarea Plan:

- Meet multiple objectives with public facilities
- Financial responsibility, e.g. avoiding future costs
- Reduce greenhouse gas emissions or supports the adaptation to climate change
- Stimulate or respond to growth and development within the designated centers
- Catalyze development, attract and retain private enterprise and residents
- Stimulate the economy by expanding employment opportunities, strengthening the tax base or providing for private investment opportunities
- Consider a range of funding strategies, including impact fees, grants, public/private partnerships, and investments by businesses, and Local Improvement Districts
- Design natural infrastructure into projects whenever feasible
- Incorporate consideration of physical health and well-being
Incorporate community values and goals
Support and implement sustainability
Use environmentally sensitive building techniques and low impact surface water methods
Whenever feasible, ensure that utilities in designated centers are undergrounded
Meet adopted levels of service

**TABLE 9.** Level of Service Standards Not Subject to Concurrency

<table>
<thead>
<tr>
<th>PUBLIC FACILITIES</th>
<th>LEVEL OF SERVICE STANDARD</th>
</tr>
</thead>
<tbody>
<tr>
<td>Emergency Medical Services (EMS)</td>
<td>0.016 units per 1,000 people</td>
</tr>
<tr>
<td>Fire</td>
<td>0.109 apparatus per 1,000 people</td>
</tr>
<tr>
<td>Law Enforcement</td>
<td>288.38 square feet of facility space per 1,000 people</td>
</tr>
<tr>
<td>Library</td>
<td>60 square feet per 1,000 circulation</td>
</tr>
<tr>
<td>Parks</td>
<td></td>
</tr>
<tr>
<td>Local</td>
<td>3 acres per 1,000 people, and within ¼ mile of all residents</td>
</tr>
<tr>
<td>Regional</td>
<td>7 acres per 1,000 people</td>
</tr>
<tr>
<td>Open Space/Wildlife Habitat</td>
<td>2 acres per 1,000 people</td>
</tr>
</tbody>
</table>

Note: These LOS standards are subject to periodic review and updates by providers. This table will be updated to reflect current information as part of the annual Comprehensive Plan review process.

“Provide public facilities that address past deficiencies, particularly those in underserved areas, meet the needs of growth, and enhance the quality of life through acceptable levels of service and priorities”.

“Use capital facility improvements within mixed-use centers to enhance and revitalize these areas, support compact development and encourage transit use”.

“Design, locate and provide public facilities with features and characteristics that support the environment, energy efficiency, aesthetics, technological innovation, cost-effectiveness, livability, sustainability, and equity”.

**Comprehensive Plan: Urban Form Element**

Tacoma’s Urban Form policies articulate the need to plan for growth and change in a manner that concentrates development in livable, dense, compact, complete communities with all the amenities necessary to make them attractive places to live and work, with full range of transportation options, with parks and open spaces, with the necessary services and shopping, with streets that are safe, comfortable and welcoming.

Over the past recent decades, the Tacoma Mall neighborhood has developed without the benefit of a vision or framework for how to become a place that people want to live, work and grow in. The result is that recent development has not contributed to the neighborhood as much as it might have.
The following terms and policies will guide development of the Tacoma Mall Neighborhood Plan:

“The term “complete neighborhood” describes a neighborhood with safe and convenient access to the goods and services needed in daily life. This includes a variety of housing options, grocery stores and other commercial services, quality public schools, public open spaces and recreational facilities, affordable transportation options and civic amenities. An important element of a complete neighborhood is that it is built at a walkable and bikeable human scale, and meets the needs of people of all ages and abilities”.

Policy UF–1.3 “Promote the development of compact, complete and connected neighborhoods where residents have easy, convenient access to many of the places and services they use daily including grocery stores, restaurants, schools and parks, that support a variety of transportation options, and which are characterized by a vibrant mix of commercial and residential uses within an easy walk of home”.

Key policy direction for the Tacoma Mall Neighborhood Plan:

- Direct the majority of growth and change to centers, corridors, and transit station areas
- Safe, healthful, and attractive environment for people of all ages and abilities.
- Support energy-efficient, resource-efficient, and sustainable development and transportation patterns through land use and transportation planning.
- Integrate nature and use appropriate green infrastructure throughout Tacoma.
- Encourage high quality design and development that demonstrates Tacoma’s leadership in the design of the built environment, commitment to a more equitable city, and ability to experiment and generate innovative design solutions.
- Leverage the power of the arts, culture and creativity, builds character and quality of place.
- Evaluate the impacts of land use decisions on the physical characteristics of neighborhoods and current residents, particularly under-served and under-represented communities.

Comprehensive Plan: Land Use Designations

Tacoma Mall Regional Growth Center

“The urban center is a highly dense self-sufficient concentration of urban development. Buildings can range from one to twelve stories and activity is greater than in most areas of the city. It is an area of regional attraction and a focus for both the local and regional transit systems. Many major city arterials connect to the urban center and nearby freeway access is present. Parking is provided both in surface lots and within structures. Internal streets and pathways provide connections among the developments within the center.”

Minimum Allowable Site Density: 25 dwelling units/net acre

Centers

“Centers are compact, walkable and pedestrian-oriented urban places. They are connected by public transit and active transportation networks. They anchor complete neighborhoods with retail stores
and businesses (grocery stores, restaurants, markets, shops, etc.) civic amenities (libraries, schools, community centers, places of worship, etc.), housing options, health clinics, daycare centers, employment centers, plazas and parks and other public gathering places”.

• Centers will be the primary areas for growth and change in Tacoma over the next 25 years.
• “Focus growth in a citywide network of centers that provide healthy, equitable and sustainable access to services and housing and preserve the city’s character and sense of place”.
• Connect centers to each other and to other key destinations
• Accessible street environment- safe and attractive for people of all ages and abilities
• Focusing higher-density housing within a half-mile of the core.
• Mixed income levels in all centers.
• Encourage schools and colleges, health services, community centers, daycare, parks and plazas, library services, and justice services.
• Incorporate arts and culture as central components of centers
• Encourage public and private investment
• Reduce dependence on automobile use
• Mixed-use centers should include areas outside of the core where commercial uses are restricted and low rise multifamily development that is more compatible with the scale, massing and form of adjacent single family development is emphasized.
• Integrate nature and green infrastructure
• Enhance public views and connections to the surrounding natural features.
• Enhance both the internal pedestrian connectivity and connectivity to regional transportation facilities
• Enhance the public realm.
• Integrate both the placemaking and transportation functions when designing and managing streets
• Strictly limit the expansion of the mixed-use center boundaries except where it can be shown that the center has maximized its development potential, has achieved a full range of uses, and the proposed area of expansion will be developed to the fullest extent possible.
  o Support boundary expansion only when a center demonstrates a sustained level of growth consistent with the centers strategy and planned densities, where the demand for additional growth exists, and where the capacity for additional growth is limited.
• Tacoma Mall Center:
  o After the Downtown center, the Tacoma Mall area is the next highest area of concentrated development in the city
  “The Tacoma Mall regional growth center will remain as the city’s major retail center and is planned to accommodate at least 8,000 new residents and 7,500 new jobs”.
  “Elevate the Tacoma Mall Regional Growth Center in its role as a regional center of employment, commercial and public services”.
“Policy UF–5.1
Strive to achieve the Tacoma Mall Regional Growth Center’s regional allocation of employment and population growth and continue its role as a retail destination while expanding economic opportunities and services. The center should have the largest concentration of housing in South Tacoma.”

- Transit Station Areas
  - Promote future residential and employment growth in coordination with transit infrastructure and service investments.
  - Encourage transit-oriented development and transit-supportive concentrations of jobs and housing
  - Integrate station areas into the neighborhood
  - Enhance pedestrian and bicycle connections and safety
  - Promote high density concentrations of housing and commercial uses
  - Encourage concentrations of jobs and employment-focused land uses
  - Enhance connections between major destinations and transit facilities

- Enhance the design and transportation function of Centers, Corridors, Transit Station Areas, and Signature Trails.

- Residential Pattern Areas: the Madison Neighborhood is in Pattern Area 5: Mid-century Expansion
  “Pattern Area 5: Mid-century Expansion
This area contains a general mix of residential styles, though mid-century homes are fairly common. These post-war homes frequently emphasize garages, and though alleyways exist throughout, though to a lesser extent, they are used less than in other areas. The street grid begins to shift in this area, and blocks become longer, limiting more walkable route directness”.

- Promote the unique physical, social and cultural character Historic Residential Pattern Areas as integral to Tacoma’s sense of place.

- Promote infill development within the residential pattern areas that respects the context of the area and contributes to the overall quality of design

Comprehensive Plan: Parks & Recreation Element

“Strive to provide safe, convenient, and equitable access to high-quality parks, natural areas, trails, and recreational opportunities and contribute to the health and well-being of all Tacomans”.

Key policy direction relevant to the Tacoma Mall Neighborhood:

- Provide and maintain an adequate supply and variety of parkland and recreational facilities to serve the city’s current and future population based on identified level-of-service standards and community needs.

- Meet the City’s adopted Levels of Service:
  - The Tacoma Mall currently meets this, except for a small portion of the southeast corner. However with substantial growth, a geographically focused assessment would
likely show the neighborhood would exceed the per capita LOS of 3 acres per 1,000 people.

- Prioritize investment where the greatest population growth is occurring or forecast, such as the mixed use centers.
- Provide a variety of recreational facilities and services that contribute to the health and well-being of Tacomans of all ages and abilities.
- Partner with Metro Parks Tacoma, public-private partnerships, School District
- Seek innovative implementation and funding approaches
- Consider adopting a fee-in-lieu program that would allow development to contribute toward open space, park, community garden or recreational space within a mixed-use center rather than providing on-site open space.

This Element defines a Complete Park System with several types of parks. Several specific designations are relevant in the Tacoma Mall Neighborhood.

- **Neighborhood Parks**: Within the Tacoma Mall Neighborhood, there is currently one park—Lincoln Heights Park which is designated a Neighborhood Park

  “Neighborhood parks provide daily convenient access to basic recreation opportunities for nearby residents by foot or bicycle. Generally small in size, neighborhood parks are developed primarily for spontaneous and non-structured recreation activities”.

  - Provide convenient, daily walking access to basic recreational opportunities for nearby residents living within a 3/4-mile radius of the park.

- **Urban Parks** are specifically called out as appropriate within Centers

  “Urban parks are a special type of open space serving the unique lifestyles and recreation needs of those who live or work in or close to downtown and designated centers. While urban parks often serve as neighborhood parks for their nearby residents, they may also provide opportunities for community events and district-wide gatherings. They contribute to place-making by enhancing the quality of life and the identity of the urban core and the mixed-use districts. Creating a network of linear urban parks connected with public squares, gardens and plazas will allow urban residents or workers to walk to public spaces or destinations designed for art displays and other leisure pursuits”.

  “Plan for the acquisition and design of urban parks within the Downtown and designated centers”

- Establish specific targets for open space, park, and recreation facilities to meet needs within mixed-use centers.
- Ensure park and recreation opportunities are provided in the mixed-use centers as the population in the center increases.
- Coordinate the development of linear urban parks with the design of designated corridors and signature trails.
- **Community Gardens**: there is an existing Community Garden in the Madison Neighborhood.
  - Enhance existing and support new community gardens within parks and on appropriate public and private lands.
March 2016

- Trails – the Water Flume Trail runs along the western boundary of the Tacoma Mall Neighborhood:
  - Establish, improve, and maintain a citywide system of public trails that are a component of a larger network of bicycle and pedestrian facilities.

**Comprehensive Plan: Economic Development Element**

As one of five designated Metropolitan Cities in the Puget Sound Regional Council’s (PSRC) VISION 2040, Tacoma must strategically attract and grow businesses to increase the number of jobs in the city.

Key policy direction relevant to the Tacoma Mall Neighborhood:

- Diversify and expand Tacoma’s economic base to create a robust economy that offers Tacomans a wide range of employment opportunities, goods and services
- Ensure that there is sufficient zoning and development capacity to accommodate the 2040 employment growth allocations
- Cultivate a business culture that allows existing establishments to grow in place, draws new firms to Tacoma and encourages more homegrown enterprises
- Support efforts to attract, expand and retain businesses
- Promote key retail, office and manufacturing opportunity sites
- Support establishment of temporary markets (farmers’ markets, craft markets, flea markets, etc.) and other temporary or mobile vending structures in the public realm
- Promote the establishment of Business Improvement Areas
- Proactively invest in transportation, infrastructure and utilities
- Improve the transportation network as necessary to facilitate the efficient movement of goods and attract economic activity
- Create a city brand and image
- Improve Tacoma’s community appearance problems (graffiti, litter, abandoned vehicles, illegal dumping, weed abatement, property maintenance, illegal signs, etc.)
- Make Tacoma a destination city
- Leverage Tacoma’s major institutions
- Create robust, thriving employment centers and strengthen and protect Tacoma’s role as a regional center for industry and commerce
- Regional Growth Centers Facilitate infrastructure improvements to support mixed use and job creation projects in Regional Growth Centers
- Maintain the Tacoma Mall Regional Growth Center as a regional retail destination
- Support additional high density residential infill that drives new markets for commercial development in the Tacoma Mall Regional Center
- Conduct a subarea plan for the Tacoma Mall Regional Growth Center and pursue funding, incentives and strategies to implement the plan
• Manufacturing/Industrial Centers
  “Provide industrial land and encourage investment in necessary services
  Strictly limit Comprehensive Plan Map amendments that convert industrial land”

Comprehensive Plan: Housing Element

“Diverse + Expanding Housing Supply: The City is planning to accommodate up to 59,800 new
housing units between 2010 and 2040. This figure includes new units necessary to replace units lost
as a result of new development.”

VISION 2040 allocates 127,000 new residents to Tacoma by 2040. These allocations are significantly
higher than current forecasts and represent a shift in current trends.

Accommodating planned growth will require predominantly multifamily construction over the next
several decades and expanding the range of housing choices will be essential to meeting the evolving
demographics of our region.

Relevant policy direction for the Tacoma Mall Neighborhood:
• Promote access to high-quality affordable housing
• Apply zoning in and around centers that allows for and supports a diversity of housing types.
• Ensure equitable access to housing
• Evaluate plans and investments for the potential to cause displacement in areas with
  concentrations of communities of color, low- and moderate-income households, and renters.
  o When plans and investments are anticipated to create neighborhood change, pursue
corrective actions to address involuntary displacement of under-served and
under-represented people.
  o Use public investments, incentives, and programs, and coordinate with nonprofit
housing organizations, to mitigate the impacts of market pressures that cause
involuntary displacement.
• According to a Puget Sound Regional Council analysis, much of Tacoma, including this
  neighborhood, is characterized as Very Low Opportunity
• Promote housing that provides convenient access to jobs and to goods and services that meet
daily needs
  “Locate higher density housing, including units that are affordable and accessible, in and around
designated centers to take advantage of the access to transportation, jobs, open spaces, schools,
and various services and amenities”.
  “Strive to accommodate 80% of the City’s housing targets within and around designated
centers”.
  “Improve equitable access to active transportation, jobs, open spaces, high-quality schools, and
supportive services and amenities in areas with high concentrations of under-served populations
and an existing supply of affordable housing”.

PP-21
“Encourage housing that provides features supportive of healthy and active living, such as high indoor air quality, useable open areas, recreation areas, community gardens, and crime-preventative design”.

“Encourage site designs and relationship to adjacent developments that reduces or prevents social isolation”

Comprehensive Plan: Environment Element

The following policy direction is pertinent to the Tacoma Mall Neighborhood Plan:

- Tacoma’s built and natural environments are resilient to climate change and natural hazards
  “Coordinate transportation and stormwater system planning in areas with unimproved or substandard rights of way to improve water quality, prevent localized flooding, enhance pedestrian safety and neighborhood livability”.

- Use watershed existing conditions analysis to inform decisions about future land use, stormwater planning and urban forest and open space management

- Plan at a watershed scale to restore and protect watershed health
  “Within the Tacoma Mall Neighborhood Subarea, watersheds include the Flett Creek watershed Critical issues in the Flett Creek watershed include chronic water quality issues in Wapato Lake that currently keep the lake closed to fishing and swimming, and loss of wetlands and riparian forest. The Thea Foss watershed Critical issues include water quality and degraded conditions along the nearshore and adjacent upland areas”.

- Promote community resilience through climate change adaptation strategies

- “Ensure that all Tacomans have access to clean air and water, can experience nature in their daily lives”

- Manage the quality and quantity of stormwater runoff entering Tacoma waterbodies, so as to protect public health and safety, surface and groundwater quality and the ecological functions of natural drainage systems

- Encourage infiltration of stormwater to promote aquifer recharge and assure continuous and adequate groundwater supply
  “The Clover-Chambers Creek Watershed aquifer system is a large groundwater resource area which encompasses central Pierce County, areas to the south and west of Tacoma and extends into Tacoma city limits, most notably in the South Tacoma area”.

  “Climate change has and will continue to impact water resources in Tacoma, led by changes to the timing and quantity of snow accumulation in the Cascade mountains, soil moisture and streamflow”.

- Improve Water Quality
  “Ensure that plans and investments are consistent with, and advance, efforts to improve watershed hydrology by achieving more natural flow patterns in rivers, streams, floodplains, wetlands and groundwater aquifers”.

- Improve protections to watershed processes by tailoring zoning and regulations
• Strive to achieve a citywide tree canopy cover of 30 per cent by the year 2030 (“30-by-30”)
• Invest in tree planting and maintenance, especially in low canopy areas, neighborhoods with underserved or under-represented communities
• Actions should achieve multiple urban forestry, open space, water quality and stormwater management objectives
• Support the reduction of Tacoma’s greenhouse gas emissions
  “Enhance compact and livable neighborhoods by instituting smart growth principles and by increasing tree canopy and open space”
• Plan for reduce and address the impacts of climate change

Comprehensive Plan: Design & Development Element

• Design new development to respond to and enhance the distinctive physical, historic, aesthetic and cultural qualities of its location, while accommodating growth and change
• Design buildings and streetscape of a human scale to create a more inviting atmosphere for pedestrians
• Encourage development that responds to and enhances the positive qualities of site and context—the block, the public realm, and natural features
• Encourage development, building and site design that promote active living
• Encourage the continued use of alleys
• Parking area design and management balances the needs of all users, supports modal priorities, and is responsive to site context
• Minimizes the impacts of vehicular access and parking lots on pedestrian safety and the visual environment through a range of site, parking and building design approaches
• Ensure that new building and site development practices promote environmental health and ecosystem services, such as pollutant reduction, carbon sequestration, air cooling, water filtration, or reduction of stormwater runoff
• Infuse the City’s built environment with creative expression and design that encourages expressions of creativity and results in vibrant public spaces where people want to be
• Increase the opportunities for the public to provide place-making in neighborhoods and business districts to help reflect, define and celebrate distinct areas
• Create spaces that are consistently interesting and have active presences to the street
• Design civic spaces to include public art and to highlight the culture of neighborhoods and diverse communities
• Develop and implement arts experiences that shape the identity of place

Centers

• Ensure Centers become places where people want to live and gather, and where getting around by walking, biking, or wheelchair is an attractive choice
• Create a pedestrian-oriented environment and provide places for people to sit, spend time, and gather with windows, entrances, pathways, and other features that provide connections to the street environment
• Responsive to street space width, allowing taller buildings on wider streets
• Provide frequent street connections and crossings
• Site and design new developments with safe, convenient, connected and attractive pedestrian access
• Provide bicycle facilities
• Integrate natural and green infrastructure, such as street trees, native landscaping, green spaces, green roofs, gardens, and vegetated stormwater management systems, into centers and corridors
• Locate public squares, plazas, and other gathering places in centers
• Protect and enhance defining places and features of centers and corridors, including landmarks, natural features, and historic and cultural resources

“Encourage new development and public places to include design elements and public art that contribute to the distinct identities of centers and corridors, and that highlight the history and diverse cultures of neighborhoods”.

• Within core commercial areas, encourage uses at street level that generate pedestrian activity and support transit ridership
• Centers must remain compact enough to increase densities, facilitate economical and efficient provision of utilities, public facilities and services, and support more walking, bicycling, and transit use
• Mixed-use centers are appropriate “receiving areas” for the transfer of development rights
• Provide the multifamily tax incentive
• Wherever possible, engage artists to create context sensitive additions that enhance these places
• Create new public views of Mount Rainier, Commencement Bay, Tacoma Narrows, bridges, gulches, the Downtown skyline and other landmark features
• Reduce and minimize visual clutter related to billboards, signs, utility infrastructure and other similar elements
• Prioritize undergrounding of utilities in designated centers
• Promote a sense of safety and foster positive social interaction to help to prevent crime
• Compatible and graceful transitions between differing densities, intensities and activities
• Minimize the impacts of auto-oriented uses, vehicle areas, drive-through areas, signage, and exterior display and storage areas on adjacent residential areas
• Buffer between designated Manufacturing/Industrial Centers and adjacent residential or mixed-use areas to protect both the viability of long-term industrial operations and the livability of adjacent areas
• limit and/or mitigate negative air quality and noise impacts particularly in areas near freeways, high traffic streets
• Ensure that all citizens have nearby, convenient and equitable access to healthy foods
• Recruit and or/retain and expand grocery stores and neighborhood-based markets offering fresh produce in or in close proximity to designated centers

Comprehensive Plan: Transportation Master Plan

Tacoma’s Transportation Master Plan (TMP) is Tacoma’s policy direction on transportation issues, as well as including the City’s transportation projects list. The TMP integrates Tacoma’s Mixed-Use Centers vision and calls for Centers to be well served by a range of transportation choices and investment in creating Complete Streets. The TMP also reflects the Regional Growth Centers vision calling for centers to be high priority locations for transportation investments that will reduce overall vehicle miles travelled and greenhouse gas emissions.

Vision

“Tacoma is a sustainable community with many diverse residents, businesses, and visitors who have various transportation priorities. The City is strategic in how it plans its transportation system with an emphasis on carrying the people and goods that foster Tacoma’s culture, character, and competitiveness. The transportation system offers multimodal travel options that provide safe access for all users and neighborhoods”.

Guiding Principles

• Support all modes: Account for all modes of travel in planning Tacoma’s streets, sidewalks, trails, and other facilities
• Land use and Transportation: Link transportation with community priorities and existing plans for land use
• Sustainability: Provide a transportation system that supports triple bottom line of environmental, fiscal, and social sustainability
• Coordination: Work with other agencies and levels of government to put funds toward transportation priorities

The TMP includes a prioritized list of transportation projects for the Tacoma Mall Neighborhood Subarea. The TMP also recognizes that this Subarea Plan will further refine transportation strategies, priorities and project lists for the Subarea.

Pedestrian Priority Network

The TMP applies the concept of 20-minute neighborhoods around designated mixed use centers (MUCs). These neighborhoods are built on the idea that most walking trips in the US are less than one mile and while all streets in Tacoma will be used by pedestrians, these areas are likely to serve the greatest number of people.

Within the Tacoma Mall subarea the MUCs are the Tacoma Mall and 56th and S Tacoma Way. Nearly the entire Tacoma Mall subarea is within 20 minute walking distance to one of these growth centers. These
are areas that already have, or are planned to realize more dense residential uses and a mix of nearby destinations that people can walk to. The Tacoma Public Library: South Tacoma, South Park and Edison Elementary School are key pedestrian destinations within the subarea.

**Bicycle Priority Network**

Tacoma’s Bicycle Priority Network presented above seeks to build a continuous network of crosstown corridors in order to facilitate comfortable and safe bicycle travel for people of all ages and abilities.

The most significant planned bicycle facilities within the Tacoma Mall subarea are the north/south protected bike facility on Pine St/Oakes St and the east/west bike lanes on 56th St and 47 St. The existing shared use Water Flume Trail is another major north/south bicycle connection within the subarea.

**Transit Priority Network**

Transit will be prioritized over other modes on certain streets, which is illustrated in the transit priority network shown below. This map highlights the streets where transit will be prioritized and indicates the level of transit service intensity that the City could support in the future.

Within the Tacoma Mall Neighborhood there is an existing South Tacoma Sounder Rail Station on S Washington St just south of 58th St, which goes runs north/south between Lakewood and Seattle. Medium and high intensity transit could be supported east/west on 38th, 47th, and 56th Streets, as well as low intensity transit north/south on Pine St/Oakes St.

**Potential Sound Transit High Capacity Transit and City of Tacoma Streetcar Corridors**

In addition to the street-level planning for transit in Tacoma, the City is also looking ahead to potential rail and high capacity transit investments. The Sound Transit Long Range Plan Update, under way in 2014 and 2015, identified several areas in Tacoma that could be connected well via light rail, streetcar, or bus rapid transit.

The City has also identified potential corridors for a future streetcar network. The network connects many of Tacoma’s mixed use centers and key destinations.

Within the Tacoma Mall subarea there are recommended city streetcar lines on Union Ave, 38th St, Pine St, 47th/48th St, and South Tacoma Way. There is also a long range plan for high capacity transit between South Downtown and Tacoma Mall.

**Freight Priority Network**

There are no heavy haul network roads within the subarea, but South Tacoma Way, I-5, and Union Ave are primary streets which are planned to carry the most freight movements through the Tacoma Mall subarea.

**Auto Priority Network**

The auto priority network, shown below, provides guidance for future right-of-way improvements, recognizes the limitations associated with street widening, and attempts to balance the access and
mobility needs of all users including motorists, pedestrians, bicyclists, transit, and freight while responding to anticipated growth.

The primary streets designated for auto travel within the Tacoma Mall subarea are South Tacoma Way, Pine St, Tacoma Mall Blvd, and I-5 in the north/south directions and 38th St and 56th St in the east/west directions.

**Comprehensive Plan: Historic Element**

While the Tacoma Mall Neighborhood has few known historic or archaeological resources, this Plan identifies and calls for preservation of those that do exist. The plan recognizes a strong connection between preserving historic and cultural resources and economic and neighborhood improvements.

- Integrate Tacoma’s historic resources into community planning efforts.
- Preserve archaeological resources as part of Tacoma’s rich history.

**CITY OF TACOMA COMPLETE STREETS DESIGN GUIDELINES**

The City Council directed that streets within designated Mixed-Use Centers be designed consistent with these street design guidelines. The Guidelines provide both required features and minimum dimensions of street features (such as sidewalks), as well as a preferred range in recognition of different street widths and current improvements. The Guidelines include recommended Complete Streets Typology designations for streets within the Tacoma Mall Center, which the City has now integrated into the 2015 Public Works Design Manual update. Finally, the Guidelines provide implementation recommendations, including potential funding approaches.

**Complete Streets Goals**

- Make transportation mode shift possible by safely and efficiently accommodating bicycles, transit, pedestrians, and automobiles.
- Design streets to accommodate larger vehicles such as buses, fire service vehicles, and freight delivery trucks without compromising pedestrian and bicycle safety.
- Support the livability of Mixed-use Centers by providing transportation choices and integrating amenities that create a safe and inviting pedestrian environment.
- Support the City’s efforts to reduce environmental impacts.
- Allow for design flexibility to better respond to different street functions and neighborhood contexts.
- Consider all users and transportation modes in the planning, design, building, and operating of streets within Mixed-use Centers.
- Use infrastructure to create or contribute to neighborhood character and identity.

**Typologies for Complete Street Implementation**

Tacoma Mall RGC currently has two designated Pedestrian Streets. The first, Steele Street, is a major arterial adjacent to the mall itself. The other Pedestrian Street is South 47th/South 48th Street, a minor
arterial near the southern boundary of the RGC. Although there being a wide range of existing conditions among Pedestrian Streets within Mixed-use Centers, there are predominant roadway and right-of-way widths.

Table 2.1 provides a summary of the four Complete Street typologies developed for Pedestrian Streets within Mixed-use Centers.

<table>
<thead>
<tr>
<th>Land Use</th>
<th>Objective</th>
<th>Attributes</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Mainstreet</strong></td>
<td>Walking is primary emphasis</td>
<td>Two travel lanes (potential center median with turn pockets)</td>
</tr>
<tr>
<td></td>
<td>High quality, attractive pedestrian environment, including</td>
<td>On-street parking both sides</td>
</tr>
<tr>
<td></td>
<td>wide sidewalks, vegetation, seating, public art, etc.</td>
<td>Generous sidewalks &amp; amenity zones</td>
</tr>
<tr>
<td>Buildings oriented toward and pulled up to street, parking in rear</td>
<td>Accessible features are to be systematically distributed</td>
<td>Curb extensions at intersections</td>
</tr>
<tr>
<td></td>
<td>Congestion is accepted as a positive traffic-calming effect</td>
<td>Short blocks (300'-400')</td>
</tr>
<tr>
<td></td>
<td>Frequent and convenient transit service</td>
<td>Driveways are minimized</td>
</tr>
<tr>
<td></td>
<td>Bicycles accommodated in bicycle lanes or shared lanes</td>
<td>Separate bicycle lanes preferred approach, Sharrow适当 in some cases</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Consistent street trees</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Maximum posted and design speed 25 mph</td>
</tr>
<tr>
<td><strong>Avenue</strong></td>
<td>Balance safety, comfort, and service for all modes</td>
<td>Three to five travel lanes</td>
</tr>
<tr>
<td></td>
<td>Perform an important mobility function in larger network</td>
<td>On-street parking both sides in most cases</td>
</tr>
<tr>
<td></td>
<td>Vehicle capacity not to be expanded/outcome congestion expected</td>
<td>Separate bicycle lanes preferred approach</td>
</tr>
<tr>
<td></td>
<td>High quality, attractive pedestrian environment, including wide sidewalks</td>
<td>Mid-block crossings on long blocks (500'-600')</td>
</tr>
<tr>
<td></td>
<td>vegetation, seating, public art, etc.</td>
<td>Driveways allowed, but minimized</td>
</tr>
<tr>
<td></td>
<td>Accessible features are to be systematically distributed</td>
<td>Curb extensions or small curb radii at intersections</td>
</tr>
<tr>
<td></td>
<td>High levels of transit accessibility</td>
<td>Median on long segments with turn pockets</td>
</tr>
<tr>
<td></td>
<td>Bicycles accommodated in bicycle lanes</td>
<td>Posted and design speed 30-35 mph</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Consistent street trees</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Transit Priority</strong></th>
<th>Land Use</th>
<th>Objective</th>
<th>Attributes</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>High-density, people-intensive uses</td>
<td>Convenient, frequent transit service is primary emphasis</td>
<td>Two shared travel lanes (potential center median, restricted turn)</td>
</tr>
<tr>
<td></td>
<td>Local-serving retail/mixed use</td>
<td>High quality, attractive pedestrian environment, including wide sidewalks</td>
<td>On-street parking both sides</td>
</tr>
<tr>
<td></td>
<td>Buildings oriented toward street, &amp; pulled up to street, parking in rear</td>
<td>Vegetation, seating, public art, etc.</td>
<td>Generous sidewalks &amp; amenity zones</td>
</tr>
<tr>
<td></td>
<td>May be designation for specific niche markets</td>
<td>Accessible features are to be systematically distributed</td>
<td>Curb extensions at intersections</td>
</tr>
<tr>
<td></td>
<td>Connects key destinations, i.e., hospitals, major employers, downtowns</td>
<td>Vehicles are provided access, but flow is regulated/</td>
<td>Driveways are minimized</td>
</tr>
<tr>
<td></td>
<td>or schools</td>
<td>delayed by frequent transit stops and pedestrian crossings</td>
<td>Bicycles have separate lane where enough ROW and no conflicts with transit.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Bicycles accommodated in bicycle lanes, shared lanes, or on parallel</td>
<td>Sharrow适当的 in some cases</td>
</tr>
<tr>
<td></td>
<td></td>
<td>route</td>
<td>Consistent street trees</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Max posted and design speed 25 mph on streetcar routes, 30-35 mph</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Urban Residential</strong></th>
<th>Land Use</th>
<th>Objective</th>
<th>Attributes</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Multi-family residential</td>
<td>Provide livable streets for residents within MUCs</td>
<td>2 travel lanes’ 10’ minimum, slow travel speeds</td>
</tr>
<tr>
<td></td>
<td>Limited retail commercial or professional offices in mixed use buildings</td>
<td>Support enhanced pedestrian environment, including wider sidewalks,</td>
<td>Angled/90°/parallel parking on at least one side of street</td>
</tr>
<tr>
<td></td>
<td>Most proximity to primary pedestrian street</td>
<td>Vegetation, seating, public art, etc.</td>
<td>Pedestrian amenities, e.g. lighting, seating, gardens</td>
</tr>
<tr>
<td></td>
<td>Parking lots/or structures</td>
<td>Accessible features are to be systematically distributed</td>
<td>Bicycle lanes, or sharrow适当的 in some cases</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Support opportunities for low impact development</td>
<td>Ampel parking</td>
</tr>
<tr>
<td></td>
<td></td>
<td>test projects</td>
<td>UDO - Biometric statues, rain gardens, additional street trees,</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>previous pavement</td>
</tr>
</tbody>
</table>

**CITY OF TACOMA GREENROADS POLICY**

The City of Tacoma became the first "Green Roads Community" in June 2014 through adoption of Resolution 38945. This means that the City is committed to developing a Policy for the City's roads and other transportation infrastructure in order to be models of environmental, economic, and social stewardship and by setting community goals of sustainable design, construction, and maintenance.

Greenroads is a sustainability ranking system used by the City of Tacoma. As the community with the highest concentration of Greenroads certificated in the nation, we are pleased to share our perspective on what Greenroads brings to our community.

Greenroads is a certification program created by the University of Washington in collaboration with consulting firm CH2M HILL. A Greenroad is defined as a roadway project that has been designed and
constructed to a level of sustainability that is substantially higher than current common practice. It is designed for the construction of both new and renovated roads; Greenroads uses credits to determine the extent to which a project implements sustainable practices.

Through Resolution 38945 the City Council resolved to:

Develop a Green Roads Policy and Program, which shall include the following goals:

- Strive to achieve an equivalent of Greenroads certification for all new road construction and full road right-of-way reconstruction projects as financially feasible, excluding alleys.
- Strive to certify an example of each form of road type by Greenroads. Road types include arterial, residential, alley, trail, and bridge.
- Strive for Greenroads Gold, or equivalent rating system, certification on all new road construction and full road right-of-way reconstruction projects over $5 million.
- That the Program will be operationalized in the City's design manual, standards, and specifications.

**CITY OF TACOMA CLIMATE ACTION PLAN**

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

"[The] City should implement smart growth principles— including compact, transit-oriented development within the City’s mixed-use centers – to promote mixed-use developments, affordable housing, green building, green site development, and bike- and pedestrian-friendly neighborhoods. Policies should increase mobility while decreasing dependence on private vehicles."

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

**CITY OF TACOMA HUMAN SERVICES STRATEGIC PLAN**

The Tacoma Human Services Division implements the City's human services initiatives and oversees the numerous services and programs under contract with the City to help meet the needs of Tacoma residents. The services and programs funded by the City strengthen the community by working to provide basic needs such as food, shelter, and safety, increase adult self-sufficiency by education and employment services, and help our youth overcome barriers to success and develop the skills necessary to become productive citizens.
The purpose of the City’s Human Services Strategic Plan is to provide a roadmap for investing in community priorities over the next five years. The City’s Equity and Empowerment Initiative was used as a framework for the development of this plan and serves as a powerful charge and a driving force to break down the structural barriers that keep racial inequity in place and that marginalize other community members based on their age, sexual orientation, immigration status, or physical ability.

The Plan recognizes that much of Tacoma, including the Tacoma Mall Neighborhood, is considered to have a Very Low “Access to Opportunity”. “Access to Opportunity” is defined as: a situation or condition that places individuals in a position to be more likely to succeed and excel (Kirwan Institute for the Study of Race and Ethnicity).

**Tacoma’s Human Services Vision**

The vision for the human services system in the City of Tacoma is that all Tacoma residents have access to the opportunities and pathways that will lead them to well-being and prosperity. *This vision is achieved through a robust and integrated system of culturally appropriate services that are equitable, easy to access and navigate, and available in locations where the needs exist.*

2015-2019 Strategic Priorities:
- Strategic Priority 1: Meet Basic Needs of Tacoma Residents
- Strategic Priority 2: Prepare Children and Youth for Success
- Strategic Priority 3: Increase Employability, Self-Determination and Empowerment for Adults
- Strategic Priority 4: Enhance Mental Health/Substance Use Disorder Services

**CITY OF TACOMA CONSOLIDATED PLAN**

The Consolidated Plan establishes local priorities consistent with national objectives and priorities established by HUD (US Department of Housing and Urban Development) to utilize funds allocated by the Community Development Block Grant (CDBG), the HOME Investment Partnership Program, and the Emergency Solution Grant (ESG). Over the five-year period covered by the Consolidated Plan over $20 million is expected to be available through these programs, including allocations and program income.

As determined in the assessment of needs and market analysis included in this plan, three broad needs were identified. The first was the need for affordable housing choice, including safe housing in good condition for all residents. In response to that need a goal was set to increase and preserve affordable housing choice which will be accomplished through projects such as home repair, down payment assistance, supporting development of new housing, rental housing rehabilitation and providing permanent supportive housing.

The second priority need established is to reduce homelessness and increase stability for all residents, including support for self-sufficiency. In response to this need a corresponding goal was set to reduce homelessness and increase stability. Projects meeting this goal include interventions across a broad spectrum, such as supportive and emergency services, transitional housing and shelters, homeless interventions and prevention, and activities to increase self-sufficiency (e.g., job training, employment readiness, and education).
The third priority need established in the planning process is the need for community and economic development and the corresponding goal is to improve infrastructure, facilities and economic opportunities. Projects to meet this goal will include extensive work with infrastructure, which is seen in both Tacoma and Lakewood as essential in encouraging stability in neighborhoods, increasing access to persons with disabilities, and attracting and retaining businesses. Projects will also support micro-enterprises and business development. Projects will also support public facilities, parks, and transportation improvements.

CITY OF TACOMA NEIGHBORHOOD ACTION STRATEGIES (1999)

The 1999 Neighborhood Action Strategy notes the following in regards to the Tacoma Mall Urban Center (as it was then designated):

The center includes both Lincoln Heights and Madison neighborhoods described separately. This center borders I-5 and is the most active retail area in Tacoma and results in the city’s busiest intersection and freeway interchange at S. 38th Street. Nearly all vacant land except for parking lots has been developed. Large scale developments serve auto traffic but create barriers to internal pedestrian circulation. Current zoning allows mixed-use development but does not mandate residential development.

Although the urban center was created to receive residential growth, existing housing instead could be displaced by commercial development. Without amenities such as parks, residential development will be difficult to market. Improvements to I-5 will impact the S. 38th Street interchange area, especially when that bridge is temporarily closed. The area’s assets are its commercial economic density which generate significant employment and public revenues, access to the freeway, and large areas of parking lots which could be converted to productive use. Problems include:

- An excess of traffic impacts
- Poor pedestrian access throughout commercial areas
- Poor nonmotorized access to the neighborhood across the freeway
- Lack of a street plan which fosters circulation among developments
- Lack of a business district association
- Core commercial area has few residents
- Lack of residential representation in neighborhood council affairs
- Current zoning does not mandate residential development

The area has potential to increase density with better transportation options and where parking garages replace surface lots, and redevelopment with a street network which fosters residential development.

Madison

The Madison neighborhood on the west is a mix of single family and multifamily dwellings with the Continuous Progress Center and Alternative Middle School (formerly Madison Elementary School). At the western boundary and northern boundary are industrial uses, and to the south, the Edison Gray neighborhood. Assets include its established residential land uses, relatively level grades, the schools, proximity to employment, shopping and Pierce Transit’s transit center on S. 48th Street and some views of the mountains. Problems include:
- Poor pedestrian access to elementary and high schools
- Lack of curbing and sidewalks
- Poor pedestrian access throughout commercial areas
- Current zoning does not mandate residential or street patterns
- An excess of traffic impacts
- Poor nonmotorized access to the neighborhood across the freeway
- Lack of a business district association
- Core commercial area has few residents
- Unimproved streets
- Lack of residential representation in neighborhood council affairs

The area has potential as a high quality mixed residential area with improved pedestrian and bicycle access, improved streetscapes and drainage, and recreational facilities.

**Lincoln Heights**

This small area of low density housing, part of the Urban Mixed-use Center, is isolated from other residential areas by industrial areas to the north, the freeway and commercial areas to the east, the Tacoma Mall Urban Center to the south and commercial and industrial areas to the west. Lincoln Heights Park serves the core of this area. The housing is vintage 1940 without architectural distinction. The area has been considered to be an area for commercial expansion north of South 38th Street and this has gradually occurred along the southern, eastern and western fringe. The area’s assets are its access to the urban center and other nearby commercial and the I-5, the pedestrian bridge to the Jenny Reed Elementary School across the freeway in the South End Neighborhood Council Area. The curvilinear street system, its grades and isolation tend to discourage redevelopment. Problems include:
- Levels of noise
- Access to the rest of the city by transit
- Poor pedestrian and bicycle access to other areas
- Low income levels
- Poorly maintained park facilities
- Insecure development climate

The area has potential as a mixed-use area of high design standards with improved recreation facilities, mountain views, a new gridded street system, and improved bicycle and pedestrian access to the south, north and east or as a development site for a large “big box” retail outlet.

**Area Vision**

South Tacoma will see continued development and redevelopment with expected regional growth, especially in the two designated mixed-use centers.

The South Tacoma Neighborhood Council envisions
• An economically healthy and livable community with diverse opportunities for employment, housing and commercial activities.
• Livable neighborhoods with completed infrastructure, proximity to goods and services, and well-developed transportation options.

The development concept is to enhance existing residential areas through public improvements and design controls, to enhance small business districts and centers through increases in density and transportation options and other public improvements and transportation improvements and to direct new industrial growth into the recognized industrial areas.

**Economic Development Strategy - Tacoma Mall Urban Center**

Arterials and I-5 supporting the Tacoma Mall have little capacity to handle additional traffic. Expansion of I-5 will offer marginal relief to commercial development, and will exacerbate traffic congestion on supporting arterials. Consequently, continued economic growth will depend upon improvements to other transportation modes. Newfound consideration of the centers as livable well rounded neighborhoods is an important step in their improvement. Zoning alone is not enough to ensure a livable environment. The addition of medium to high density residential is one of the best ways to support such economic growth; however, amenities such as trees, walkways and bikeways, parks, crosswalks, lighting, and friendly streetscapes that support residential and commercial development are essential.

**UPCOMING CITY PLANNING INITIATIVES:**

The following City initiatives are pertinent to the Tacoma Mall Neighborhood planning effort. The City shall strive to coordinate and inform these initiatives as appropriate:

• **“Auto Row” Design Plan:**
  o The City of Tacoma is developing design guidelines for S Tacoma Way adjacent to the Tacoma Mall Neighborhood. The guidelines will reflect and support a unique sense of place along this historical auto retail corridor, and promote marketing opportunities for businesses.

• **Arts Master Plan:**
  o The City of Tacoma is developing an Arts Plan that will create a five year action plan to enhance the City’s role in supporting the arts. A priority is to further position art as an economic driver. The plan vision, goals, and strategies will identify potential barriers and opportunities for a thriving arts community. The Plan will also identify partners who contribute to the arts ecosystem and can help advance the creative economy in Tacoma.

• **Environmental Action Plan:**
  o The City of Tacoma is developing an Environmental Action Plan which will update the 2008 Climate Action Plan, outlining strategies for reducing climate-changing greenhouse gas emissions and making other improvements to the local environment.
METRO PARKS TACOMA GREEN VISION 2030

Metro Parks Tacoma is Tacoma’s lead agency for parks and recreation. To provide future direction for the District, the Board of Park Commissioners adopted its first 20-year Strategic Parks and Program Services Plan (SPPSP) in 2006. In 2012 MPT adopted the Green Vision 2030 – Strategic Plan Interim Update. MPT’s vision, mission and goals are as follows:

Vision

Metro Parks Tacoma envisions a vibrant, active and engaged community.

Mission

Creating healthy opportunities to play, learn and grow.

Goals

- Goal 1: Foster active lifestyles to support a healthy community.
- Goal 2: Foster appreciation and stewardship of wildlife and natural resources.
- Goal 3: Foster appreciation of culture and heritage.
- Goal 4: Be an accountable and responsive agency that contributes to a sustainable and livable city.

“Good parks, open space and program services contribute to economic development by fostering economic benefits and promoting tourism. Environmentally, they provide green infrastructure and help manage climate change. Socially, they revitalize communities, create safer neighborhoods, help children learn and grow, improve public and environmental health, and support smart growth. Culturally, open space and program services can nurture a sense of place in the community, and provide opportunities to engage the public of diverse backgrounds”.

The Tacoma Mall Neighborhood is located in MPT’s Southwest (SW) Planning Area. Lincoln Heights Park is located within the Subarea, and South Park is just outside the southwest corner of the Subarea within the S. 56th and South Tacoma Way Neighborhood Mixed-Use Center.

Open Space Classification, LOS Standard and Design Guidelines

MPT uses a classification system to characterize its parks and provide general guidance regarding their function, design and features, and Level Of Service (LOS). LOS analysis is a method to determine whether neighborhoods are adequately and equitably served by park facilities. Lincoln Heights Park is classified as a Neighborhood Park, characterized as follows:

Neighborhood Park

- Definition and Function: Neighborhood parks provide daily convenient access to basic recreation opportunities for nearby residents by foot or bicycle. Generally small in size, neighborhood parks are developed primarily for spontaneous and non-structured recreation activities. Neighborhood parks should be designed to enhance neighborhood identity, preserve neighborhood open space and improve the quality of life of nearby residents.
- Service Area LOS: ¾-mile service radius.
Urban Park

Though none exist within the Tacoma Mall Neighborhood Subarea today, MPT’s Urban Park category may be the best fit for some of the parks improvements proposed through this planning effort.

- **Definition and Function:** Offering outdoor breathing space in an otherwise concrete built environment, urban parks are a special type of open space serving the unique lifestyles and recreation needs of those who live or work in or close to downtown and mixed-use areas. While urban parks often serve as neighborhood parks for their nearby residents, they may also provide opportunities for community events and District-wide gatherings. They contribute to place-making by enhancing the quality of life and the identity of the urban core and the mixed-use districts. Creating a network of linear urban parks connected with public squares, gardens and plazas will allow urban residents or workers to walk to public spaces or destinations designed for art displays and other leisure pursuits. Urban parks may be developed and/or managed by other public or private agencies or in partnership with them, depending on their locations and forms of development.

- **Service Area LOS:**
  - 3/4-mile service radius for residents living in Tacoma’s 16 mixed-use areas to serve a neighborhood park function.

- **Design Guidelines:** There are mainly two forms of urban parks: nodal urban parks for social gathering; and linear urban parks for active recreation such as walking and bicycling. Urban parks may be turfed or paved. Examples of nodal urban parks include public squares, urban plazas, landscaped courtyards and community gardens. Linear urban parks include widened boulevards and landscaped promenades adorned with street furniture, water features and art work, and completed with bike facilities."

**Level of Service (LOS) Analysis**

MPT strives to provide a parks system in which all residents are within the Service Area LOS radius for each park designation. According their current analysis, the Tacoma Mall Neighborhood Subarea is adequately served by existing parks based on this Service Area LOS radius assessment method. However, the Green Vision 2030 states the following:

“...a growing health interest has surfaced in recent years supported by research evidence reaffirming that “park proximity” is a key driver for park usage, conducive to active lifestyle and integral to healthy communities. With this in mind, MPT plans to revisit the park LOS in order to truly allow people of all ages and abilities to access their neighborhood parks within 20 minutes of walking distance”.

This change to LOS approach would be likely to identify gaps in LOS within the Tacoma Mall Neighborhood Subarea.

**SOUND TRANSIT LONG-RANGE PLAN**

Sound Transit is the provider of regional transit service within the Puget Sound region. In 2014 Sound Transit’s Board of Directors adopted an updated Long-Range Plan, which serves as the basis for where mass transit should expand after the current set of projects funded through Sound Transit 2 are
complete in 2023. In 2015 the Sound Transit Board began the process for shaping a Sound Transit 3 (ST3) ballot measure identifying further transit expansions for voter consideration as soon as November 2016.

**Sound Transit Long-Range Plan Goals**

- Provide a public high capacity transit system that helps ensure long-term mobility, connectivity and convenience
- Strengthen communities' use of the regional transit system
- Create a financially feasible system
- Improve the economic vitality of the region
- Preserve and promote a healthy and sustainable environment

The Plan calls for reliable, convenient, and safe public transportation services between regional growth centers, and integration of the transportation and land-use development at the regional, local and community levels.

> “Local jurisdictions should develop land-use and transportation plans and regulations that support transit-oriented development... Examples of supportive actions include building sidewalks to transit facilities, and changing zoning to encourage development of urban centers”.

Light rail transit is included in the plan to connect Everett, Seattle, Tacoma, and Bellevue/Redmond. Light rail is the highest capacity mode included in the plan, and is a cost-effective way to serve the core of the regional system where transit ridership is the highest. Sound Transit’s ST3 project list, subject to voter approval, includes the extension of the Central Link system to the Tacoma Mall Regional Growth Center.

**PIERCE TRANSIT PERFORMANCE MEASURES & SERVICE GUIDELINES**

Pierce Transit operates one Transit Center and several bus routes within the Tacoma Mall Neighborhood Subarea. Pierce Transit is currently developing a Long Range Plan titled Destination 2040 which will guide the Agency in providing dependable, safe, efficient, and fully integrated public transportation services to the South Puget Sound region.

Current Pierce Transit Performance Measures and Service Guidelines call for Pierce Transit to design services and facilities appropriate to the land use characteristics, and to coordinate with local jurisdictions to integrate public transportation services.

Transit centers will be constructed at locations which permit the operation of a timed transfer system, and which permit convenient access to major passenger destinations. Appropriate roadway and development improvements in the vicinity of transit centers shall include:

- Sidewalks, roadway crossings and street lighting to provide pedestrian access
- Roadway improvements that permit unimpeded travel for transit vehicles
- Bicycle facilities that link the transit center with surrounding neighborhoods
- Transit-supportive land uses and densities
Tacoma-Pierce County Health Department (TPCHD) envisions “healthy people in healthy communities”. Healthy communities are healthy and sustainable places built on a balanced foundation of “people, prosperity and planet”. The integration of these three elements generates livable communities characterized by a thriving natural and built environment, a viable economic development, and an equitable and socially-supportive environment.

The Department’s mission is to protect and improve the health of all people and places (neighborhoods) in Pierce County. Ensuring all communities to enjoy health equity and fairness across places is its overarching direction.

In 2014, Tacoma-Pierce County Board of Health adopted a resolution declaring neighborhoods as deciding root factors affecting our health and achieving healthy equity (Resolution No. 2014-4416: A Resolution Declaring Neighborhoods as Determinants of Health). The way we plan, design, build and invest in our neighborhoods today will affect the health and well-being of this and the future generations.

Health equity is the “attainment of the highest level of health for all people” (Healthy People 2020). To ensure full and fair access to opportunities for all to lead healthy lives and enjoy physical, emotional and social well-being, TPCHD’s Healthy Community Planning Program provides technical assistance and resources to reach out to underserved communities in order to understand their needs and aspirations. The Program provides a Healthy Community Planning Toolbox (TPCHD, 2013) (http://www.tpchd.org/environment/planning-healthy-communities/healthy-community-planning-toolbox/) to help planners create healthy communities by integrating health throughout all planning policy documents, including comprehensive plans and subarea plans.

The health connection described in the introduction of each element in this plan is derived from the series of logic models (http://www.tpchd.org/files/library/e04bfc61fb350295.pdf) depicting the causal relationship of built environment interventions on quality of life. The toolbox contains sample policies (http://www.tpchd.org/files/library/43a6827686380c71.pdf) to achieve the following six healthy build environment outcomes (http://www.tpchd.org/files/library/9f8937e58af92c5d.pdf):

- Increased physical activity;
- Increased access to healthy food;
- Improved safety and reduced injury;
- Stronger placemaking;
- Increased equitable access to opportunities; and
- Improved natural environment.

To help planners identify health impacts and health-related mitigation measures in environmental impact statements, the Department offers a Guide to Integrate Health into SEPA Review (https://www.tpchd.org/files/library/a6bd730e70512250.pdf).
APPENDIX D

TACOMA MALL SUBAREA PLAN
TRAVEL DEMAND MODELING
DETAILED INFORMATION
APPENDIX F

MAIN STREET MXD
ASSUMPTIONS AND RESULTS
### Basic Output

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### Methodology Comparison

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## External Vehicle Trip Generation

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### Methodology Comparison

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APPENDIX G

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Percent of Arterial Lane-Miles, LOS E or better: 97%
Tacoma Mall Neighborhood Subarea Plan
Transportation Choices Chapter – Appendix T-1
August 2, 2017

Conceptual Streetscape Corridors

The implementation strategies for this plan place strong emphasis on infrastructure improvements. Public investment in streets and infrastructure projects have been selected for their potential to achieve multiple benefits including transportation, place-making, safety, environmental, long term cost-effectiveness and their function as strategic economic catalysts. One strategy has been to develop concepts for 3 priority corridors selected through the stakeholder engagement and technical analysis process. These projects will be among the first that the City will pursue once the Plan is adopted.

The following section provides conceptual plan and profile views of several key corridors in the Tacoma Mall Area – S 38th Street, S Steele Street/Loop Road, Tacoma Mall Boulevard, and S 43rd Street/Transit Priority Corridor. The streetscape concepts highlight several important design recommendations for key streets in the Tacoma Mall Neighborhood and are an extension of the City’s Complete Street Design Guidelines. Specifically, the streetscape concepts focus on the following outcomes:

- Improve the pedestrian environment by providing wider sidewalks, increased landscaping opportunities, and filling in key gaps in the pedestrian network
- Improve the bicycle environment by implementing a mixed-use path along the Loop Road, providing bike lanes on other corridors to connect to nearby neighborhoods, and reducing conflicts between cyclists and vehicles
- Incorporate green stormwater infrastructure
- Provide an improved transit route through the neighborhood
- Improve safety by consolidating driveway access as redevelopment occurs
- Provide additional streets to support higher density development while spreading out traffic to manage congestion

It is important to recognize the conceptual nature of the streetscapes presented in this section. These are intended to serve as a starting point for discussions between the City, property owners, and other agencies. Some of the improvements will require right-of-way and are not likely to be implemented until redevelopment occurs. Additional studies will be prepared to refine the specific designs and the City will closely coordinate with property owners before any access management (medians or curbs) solutions are installed. Key features for each of the corridors are identified on the following maps.