

#### **Agenda**

Meeting No. 18: Regular Meeting (virtual)

Monday, June 21, 2021, 4:00 pm Date/Time:

**Zoom Info:** https://us02web.zoom.us/j/87155008977 Link:

> Dial-in: +1 253 215 8782 871 5500 8977 ID:

	ITEM	LEAD	DURATION
Ca	all to Order		
1.	Review of Meeting Notes of May 17, 2021 (Attachment 1) Public Comment (Written comments only; e-mailed to planning@cityoftacoma.org, due by 2:00 p.m. of meeting day)	Chair Bahbah	5 min.
Di	scussion / Action Items		
1.	Quiet Zone Update (Attachment 2)	Mark D'Andrea	15 min.
2.	TOD Roundtable Series Wrap-up – Final Draft "Tacoma TOD Toolkit" (Attachment 3)	Brian Boudet, City of Tacoma Kate Howe, VIA Architects Kokila Lochan, VIA Architects	45 min.
3.	TDLE Portland Avenue Station Location Options – Draft Progress Report No. 2 (Attachment 4)	Brian Boudet Lihuang Wung	45 min.
Co	ommunication Items		
1.	TODAG Schedule (Attachment 5)	Brian Boudet	1 min.
2.	Agenda Items for Future Meetings (tentative):  a. TDLE – Portland Avenue Station Area  b. Puyallup Avenue Design Project  c. Bus Rapid Transit Project  d. Continued Review of ULI Report and Subarea Plans  e. Quiet Zone Update  f. TOD Toolkit and TOD Applications Citywide	Chair Bahbah	1 min.

3. Closing Comments / New Business

Chair Bahbah

2 min.

#### Adjournment

#### **Next Meeting:**

• Monday, July 19, 2021, 4:00 p.m.

#### Attachments:

- 1. Meeting Notes of May 17, 2021
- 2. Quiet Zone Update (PowerPoints)
- 3. TOD Roundtable Series Wrap-up Draft "Tacoma TOD Toolkit"
- 4. TDLE Portland Avenue Station Location Options Draft Progress Report No. 2 and Cover Letter
- 5. TODAG Schedule

## CITY of TACOMA TRANSIT ORIENTED DEVELOPMENT ADVISORY GROUP (TODAG) MEETING NOTES

MEETING NO.: 17

**MEETING DATE:** May 17, 2021

**Members Present:** Vice-Chair Don Erickson, Adam Cook (in place of Kim Bedier), Daren Crabill, David D'Aniello, Ryan Givens, Kerri Hill, Chris Karnes, Janice McNeal, Cathy Reines, Roberta Schur, Rick Semple, Laura Svancarek, Christine Wolf

**Visitors:** Kate Howe (VIA), Dan Kennedy (VIA), Jennifer Kammerzell (COT/PW), Erika Barlett (COT/CED), Sue Comis (Sound Transit)

Staff Support: Brian Boudet (COT), Lihuang Wung (COT), BT Doan (COT), Mary Crabtree (COT)

#### **ITEM 01: CALL TO ORDER**

Vice Chair Don Erickson called the meeting to order at 4:05 p.m.

- 1. The meeting notes of the April 19, 2021, meeting were reviewed.
- 2. There was no public comment.

#### **ITEM 02: DISCUSSION/ACTION ITEMS**

#### 1. TOD Roundtable Series Wrap-up – Draft Toolkit "Tacoma TOD"

- (a) Brian Boudet reviewed background information regarding the draft toolkit.
- (b) Kate Howe presented the draft toolkit, including the five principles of Transit Oriented Development (TOD), noting multimodal integration, economic development, placemaking and urban form, social and cultural vibrancy, and community benefit; the evaluation matrix; implementation; and next steps.
- (c) The group discussed and provided feedback regarding multimodal integration, economic development, the evaluation matrix, and implementation, including the following:
  - i. Integrating the toolkit into the One Tacoma Plan and ensuing that the principles are oriented into existing policy framework.
  - ii. Providing a checklist identifying major players.
- (d) The group was asked to provide comments regarding the draft toolkit by May 31, 2021.

#### 2. TDLE Portland Avenue Station Location Options – Summary of Evaluation

- (a) Lihuang Wung presented a summary of evaluation conducted by some TODAG members on the location options of the Tacoma Dome Link Extension's (TDLE) Portland Avenue Station, including vote results and a summary of comments for each design principle; and requested further feedback from TODAG members regarding the performance of the "Span" and "Block (Non-Span)" options, scoring methods, and next steps.
- (b) The group discussed issues regarding concerns and opportunities for each location option; the ultimate goal of TOD for the station area; alternative transportation; TODAG's focus; and preparing a progress/status report on station preference with pros and cons, including a reflection of minority comments in the report.

City of Tacoma TODAG Meeting Notes

Meeting Date: May 17, 2021

#### **ITEM 03: COMMUNICATION ITEMS**

- 1. Sound Transit Program Realignment Joint Letter of Recommendations (4/30/21)
  - (a) Lihuang stated the letter was a joint letter with TODAG, Transportation Commission, and the Bicycle and Pedestrian Technical Advisory Group; and it was sent out on April 30, 2021.
- 2. TODAG Schedules
  - (a) Lihuang provided the upcoming schedule, stating the next meeting will include the following items:
    - i. TOD Roundtable Series Wrap-up
    - ii. TDLE Portland Avenue Station Area
    - iii. Quiet Zone Update
- 3. Tentative Agenda Items for Future Meetings:
  - (a) Puyallup Avenue Design Project
  - (b) Bus Rapid Transit Project
  - (c) Continued Review of ULI Report and Subarea Plans
  - (d) TOD Applications Citywide

The meeting was adjourned at 5:44 p.m.

## Dome District Quiet Zone Update





Transit-Oriented Development Advisory Group (TODAG) June 21, 2021

### Dome District Noise Abatement History

- In 2012, wayside horns installed at E. C St., E. D St. and S. C. St. as part of development agreement for extension of ST rail service to Lakewood.
- Wayside horns sound for an extended period of time (during arrival, loading and departure).
- August 2012, wayside horns deactivated following complaints of excessive noise. On-board train horns used in place of wayside horns.
- In 2013, Dome District representatives request the City pursue a Quiet Zone for the area.



### City Actions



#### **2013**

- Requested ST investigate feasibility of improving wayside horn operations (activation, duration, etc.)
- Contracted with a rail consultant to identify conceptual Quiet Zone alternatives for the three crossings

#### 2014-2017

- Filed a Quiet Zone Notice of Intent with rail operators and regulatory agencies
- Coordinated with ST, WSDOT and Amtrak regarding station relocation, track operations, train schedule, horn type & use, crossing procedures, vehicle preemptions and LINK coordination (Amtrak began operations in December 2017).
- Rail Crossing Improvements Study initiated at six public crossing locations

### City Actions

#### **2018-2020**

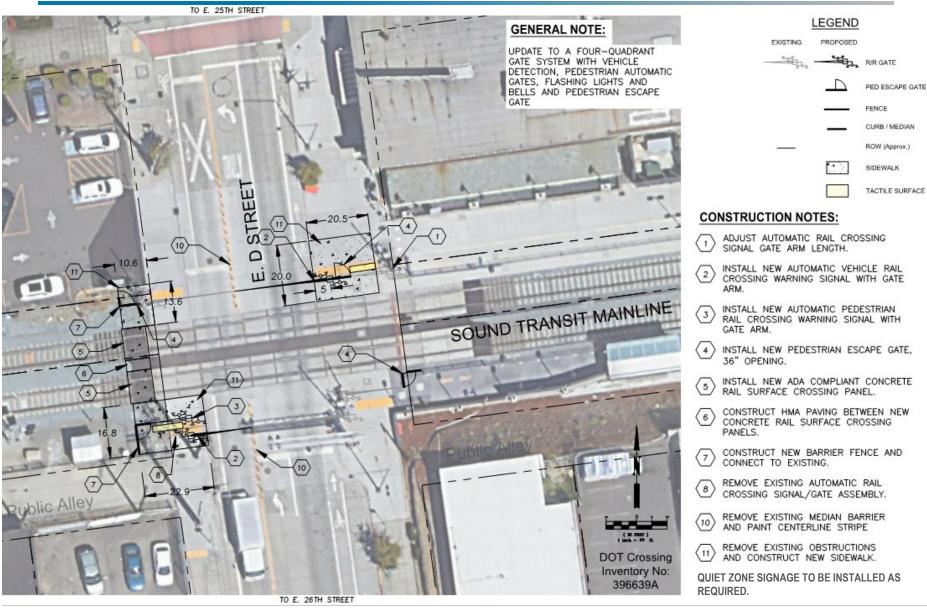
- Rail Study complete, October 2018
- \$985,000 Allocated for Dome District Improvements
- Quiet Zone Rail Diagnostic Meeting held onsite, May 2019
- Contract discussions begin with ST:
  - ST construction improvements estimated at \$900,000 (2019, design & other soft costs not included)
  - Additional City improvements (design, right-of-way, construction) required
- COVID: Project budgets impacted across City Dome Quiet Zone improvements put on hold

### Late 2021 – Mid-Biennium Budget Adjustment

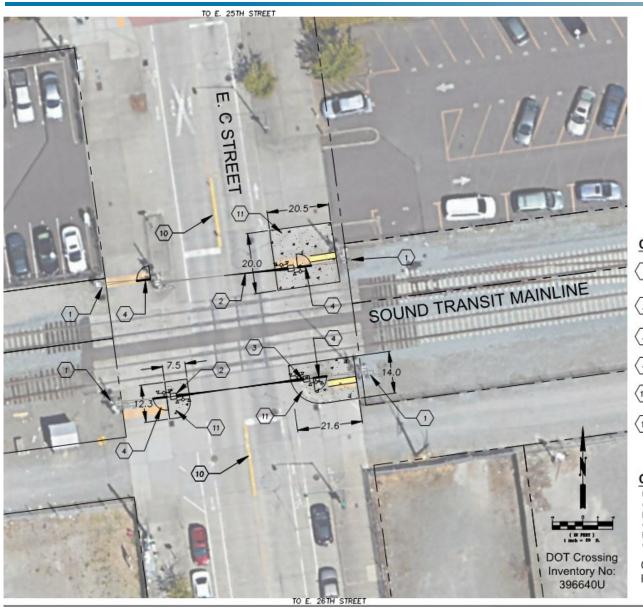
Request project funds in next budget cycle (funds available in November)

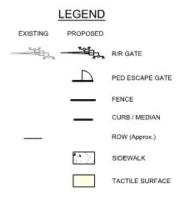


## Proposed E. D Street Crossing Improvement



### Proposed E. C Street Crossing Improvement





#### CONSTRUCTION NOTES:

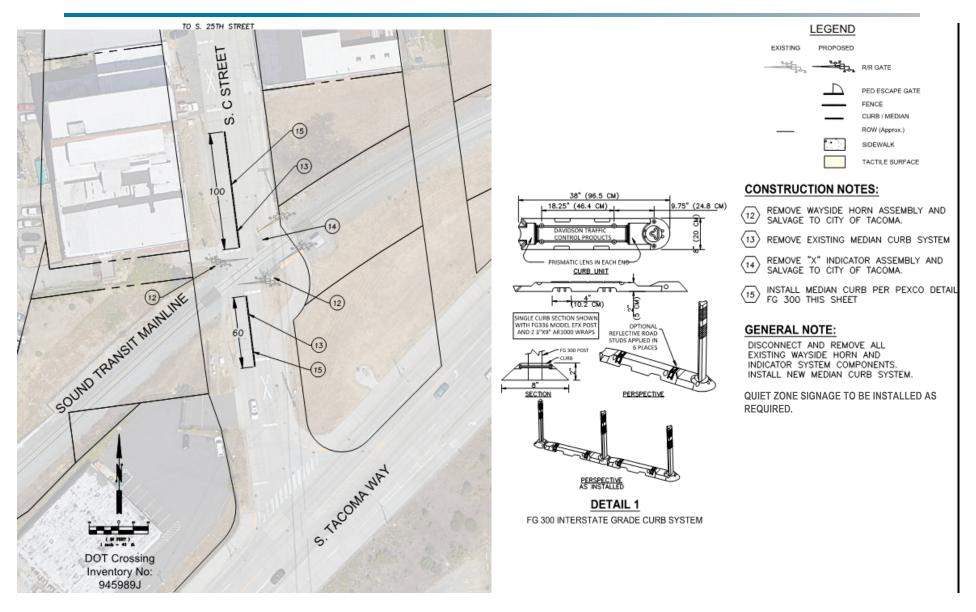
- ADJUST AUTOMATIC GATE ARM LENGTH TO OVER SIDEWALK TO CONVERT TO A PEDESTRIAN GATE.
- 2) INSTALL NEW AUTOMATIC EXIT GATE WITH FLASHING LIGHTS.
- 3 INSTALL NEW AUTOMATIC ENTRANCE GATE WITH FLASHING LIGHTS.
- 4 INSTALL NEW PEDESTRIAN ESCAPE GATE, 36" OPENING.
- 10 REMOVE EXISTING MEDIAN BARRIER AND PAINT CENTERLINE STRIPE
- REMOVE EXISTING OBSTRUCTIONS AND CONSTRUCT NEW SIDEWALK.

#### **GENERAL NOTE:**

UPDATE TO A FOUR-QUADRANT GATE SYSTEM WITH VEHICLE DETECTION, PEDESTRIAN AUTOMATIC GATES, FLASHING LIGHTS AND BELLS AND PEDESTRIAN ESCAPE GATE

QUIET ZONE SIGNAGE TO BE INSTALLED AS REQUIRED.

### Proposed S. C Street Crossing Improvement



## Dome District Quiet Zone Update

## Questions?

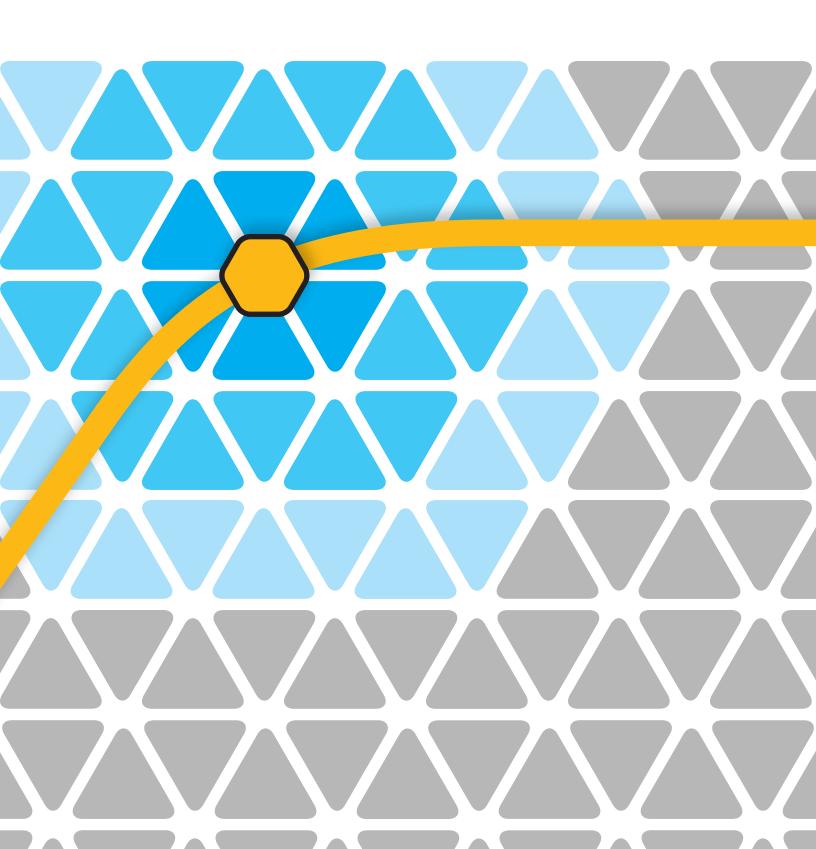


# TACOMA TOD



#### ANTICIPATING TRANSIT ORIENTED COMMUNITIES IN THE CITY OF TACOMA

A first step in growing great places that promote transportation choices, housing and employment opportunities, cultural vibrancy, and resilient communities.



# Acknowledgement

#### **TODAG Members**

Imad Bahbah, Chair Donald Erickson, Vice-Chair

Adam Cook

Daren Crabill

David D'Aniello

Kerri Hill

Chris Karnes

Justin Leighton

Janice McNeal

Cathy Reines

Roberta Schur

Rick Semple

Andrew Strobel

Lauren Svancarek

Christine Wolf

Ryan Givens (resigned June 2021)

Evette Mason (resigned May 2021)

Ben Ferguson (resigned March 2021)

Amber Stanley (resigned December 2020)

#### **TOD Roundtable Presenters:**

#### **Session #1 (January 25, 2021)**

Cathy Reines, Koz Development Jill Sherman, Gerding Edlen Pat Beard, City of Tacoma

#### **Session #2 (February 22, 2021)**

Maggie Moore, Puget Sound Regional Council Tim Bates, Sound Transit Tina Lee, Pierce Transit Brian Boudet, City of Tacoma

#### Session #3 (March 15, 2021)

Katherine Howe, VIA Architecture Kokila Lochan, VIA Architecture Matt Roewe, VIA Architecture

#### **Supporting Staff**

Brian Boudet, Planning Manager, Planning & Development Services Department
Lihuang Wung, Senior Planner, Planning & Development Services Department
BT Doan, Administrative Assistant, Planning & Development Services Department
Mary Crabtree, Administrative Assistant, Planning & Development Services Department
Pat Beard, Business Development Manager, Community & Economic Development Department
Dana Brown, Assistant Division Manager, Transportation Planning, Public Works Department
Jennifer Kammerzell, Principal Engineer, Traffic Programs, Public Works Department
Mark D'Andrea, Project Manager, Engineering Project Management, Public Works Department
VIA Architecture, Consultant Team Support

# Introduction

Transit Oriented Development (TOD) is the practice of concentrating land uses such as housing, retail, and offices near transit nodes to support transit access, ridership, and improve public health outcomes. When guided by a cohesive vision, TOD has a strong track record of delivering on many social, financial, and environmental benefits and greatly contributing to civic engagement, community cohesion, and public health.<sup>1,2</sup> TOD also represents a critical opportunity to strive for social equity, racial iustice, and a fair and inclusive urban environment.

TODs follow a set of universal principles. They are walkable, pedestrian-oriented environments, that comprise a mix of uses, incomes,

and densities that support transit use<sup>3</sup> while recognizing and building on the existing land use context. Studies show, that in a TOD, the character of the built environment matters. These are places that by design, allow people to drive less and walk more. To achieve a functioning "TOD environment" isn't always easy. Well coordinated land use

3) *The Growing Transit Communities Strategy,* Puget Sound Regional Council, 2013

and transportation planning is fundamental, and the practice of valuing public-private partnerships, flexibility and creativity can make the difference between a compelling transformation or business as usual. Our conception of TOD is a holistic approach; spanning beyond individual sites to encompass the local community or district and the residents, property owners, developers and public sector contributors who comprise it.



A mix of housing types, creatively addressing parking, and creativity of street grid with great pedestrian amenities including live/work and retail spaces to activate streets makes Orenco station a pioneering model of TOD.

We acknowledge that we are on the traditional homelands of the Puyallup Tribe. The Puyallup people have lived on and stewarded these lands since the beginning of time, and continue to do so today. We recognize that this land acknowledgement is one small step toward true allyship and we commit to uplifting the voices, experiences, and histories of the Indigenous people of this land and beyond.



# TOD advisory group

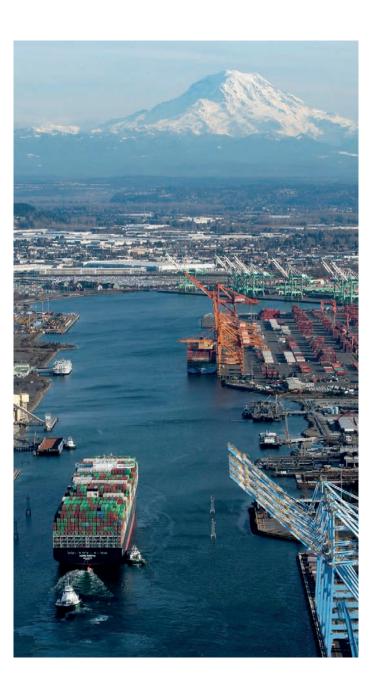
The Tacoma TOD Advisory Group, established by City Council in 2019 per Resolution No. 40303 was tasked to review three current projects: the Tacoma Dome Link Extension (TDLE), the Pierce Transit Pacific Avenue Bus Rapid Transit (BRT) project, and the City's pending Puyallup Avenue design project. A two year process assessing transportation project designs, and deliberating TOD principles and applicability in Tacoma through a 3-session TOD Roundtable has resulted in this tool kit.

This paper offers a baseline measure for what we might envision in our transit oriented communities as well as a way to create an on-going City dialog that helps leverage forthcoming transit and transportation investments.

**The Tool Kit:** Consistent with Sound Transit's TOD approach<sup>1</sup> and the Puget Sound Regional Council (PSRC) Regional Transportation Plan<sup>2</sup>, the following provides a "primer" to summarize what, how and why we should consider local social, cultural and community priorities as we design and implement our transit projects.

- 1. Five principles help us understand the benefits of a TOD approach, and provide evaluation criteria that help the city and its community members engage productively with proposed infrastructure projects.
- 2. A sample evaluation framework offers a method to promote, illustrate, and refine projects by assessing proposed project alternatives.
- 3. An implementation discussion highlights the role the city and its departments can take over the life of these multi-year and phased projects.

<sup>2)</sup> Regional Transportation Plan, Puget Sound Regional Council 2018



<sup>1)</sup> Measuring Benefits of Transit Oriented Development, Mineta Transportation Institute, 2014

<sup>2)</sup> Transit Oriented Communities: a Blueprint for Washington State, Transportation Choices Coalition, 2009

<sup>1)</sup> Transit-oriented development: Boosting ridership and creating vibrant neighborhoods within walking distance to transit, Sound Transit, 2021

# Principles

1. MULTIMODAL INTEGRATION

The access needs of all users of the space should be organized and prioritized within a single cohesive system. Transfers from one transportation mode to another should be legible, safe, transparent, and convenient.

2. ECONOMIC DEVELOPMENT

Enable opportunities for new or stabilized housing, employment, community assets and civic uses, as appropriate per TOD area. Work with project partners to improve outcomes for all.

3. PLACEMAKING AND URBAN FORM

Apply pedestrian-oriented urban design that frames, connects, and activates civic spaces, transit nodes, and local destinations.

Principles drive strategies for long term

The city of Tacoma's Transit Oriented Development Advisory Group (TODAG) endorses the five principles to guide TOD throughout the City of Tacoma. Benefits, evaluation criteria, and strategies for each principle are expanded on in the following pages. Note that not all principles will be applicable in all phases of transit and transportation infrastructure decision making.



Celebrate the cultural attributes of a space and its users through artwork and open space programming.
Retain, protect, and celebrate historic structures.

5. COMMUNITY BENEFIT Help achieve long standing community objectives and work with project partners to incorporate these ideas into neighborhood planning.



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# 1. Multimodal Integration

#### **EVALUATION CRITERIA**

When evaluating projects or alternatives in the TOD area, consider how they relate to the following aspects of multimodal integration:

- Direct and Convenient Transfer: Does the design enable direct and safe connections between different modes? Is it well connected to the street network? Do paths provide high visibility and shorter walks?
- **Legible:** Does the design provide for legible wayfinding and intuitive navigation to, from, and within the site? Does the design reduce leftover spaces, or confusing paths of travel?
- Safe: Does the design prioritize ease of access by pedestrians, cyclists, and people experiencing disability? Does it reduce or mitigate conflicts? Does the plan include safe, frequent and convenient crossings and sidewalks? Can a user of the space see and be seen by others without cameras?
- Accessible: Does the design improve on traffic and other modes' circulation and management needs (access to parking, station or entertainment activities)?

What: Modal integration supports continuity of experience for the transit user. It helps encourage transit use by providing for the comfort and convenience of access from one mode to another. Multimodal environments enhance flow within or between modes (walk, bike, auto, transit, etc.) and services such as transit, shared use mobility, passenger drop offs, and last mile connections from the surrounding area.

- OPPORTUNITY TO FOCUS INVESTMENT
- TRANSIT IS MORE TIME COMPETITIVE AND EFFICIENT
- GREATER CONVENIENCE AND ACCESSIBILITY
- CONCENTRATED SERVICES FOR TRAVELLERS
- PEDESTRIAN ACTIVITY ACTIVATES PLACES
- REDUCED CONFLICTS AND COLLISIONS



Why: Studies show that high quality (relatively fast, convenient, comfortable and integrated) transit can attract discretionary travelers who would otherwise drive. This reduces traffic problems including congestion, parking costs, accidents and pollution emissions.<sup>1</sup>

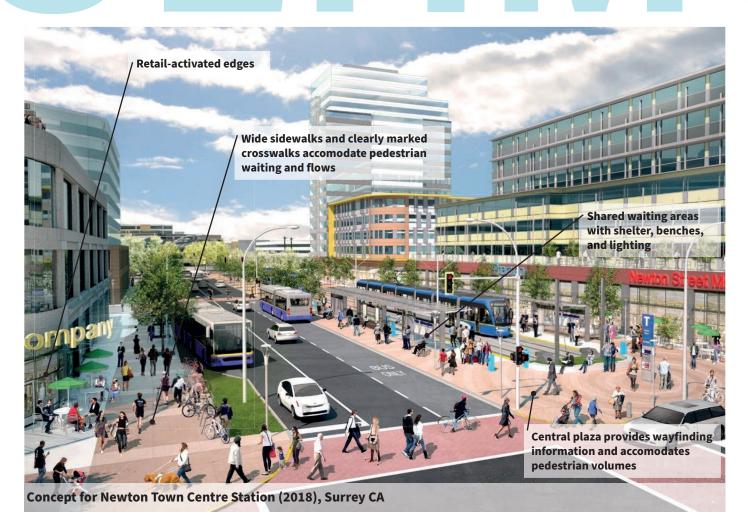
**How**: Means to achieve good modal integration include schedule and fare coordination, comfortable and safe

1 Victoria Transportation Institute Evaluating Public Transit Benefits and Costs, https:// www.vtpi.org/tranben.pdf p3 places to wait between connections, signage, and accessible non-motorized facilities.

#### What does this mean for Tacoma?

There is a strong convergence between the urban design strategies that promote multimodal integration and those that promote good placemaking and transit oriented communities.

When designing new transportation projects, priority should be given



to the quality of the transit user's experience, with consideration given to treatments that make places feel integrated. This approach helps ensure places work together despite being made up of a diverse set of actors or modes, including regional commuter or light rail, street car, and local bus service.

The design of each site and corridor must make tradeoffs around the allocation of right of way between modes, and must be responsive to a clear modal hierarchy. The City has already taken steps to define this in its Comprehensive Plan.

Multimodal hubs are an opportunity for Tacoma to draw on its partnership with the Vision Zero Action
Network to implement design features that prioritize pedestrian safety.<sup>2</sup> Modal integration requires strong collaborations across city departments and transit agencies in

2) What is Vision Zero?, Vision Zero Network, 2018

all areas of service.3

Design of individual elements should be informed by current industry best practices such as the National Association of City Transportation Officials' Urban Street Design Guide<sup>4</sup> as well as anticipate the array of potential future needs regarding freight, delivery, autonomous vehicles, and other innovations.

<sup>3)</sup> The Path to Partnership: How Cities and Transit Systems Can Stop Worrying and Join Forces , Transit Center, 2018

<sup>4)</sup> Urban Street Design Guide, NACTO, 2013

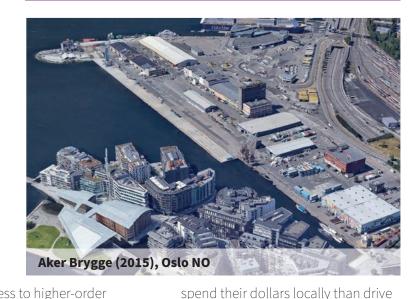
# 2. Economic Development

#### **EVALUATION CRITERIA**

When evaluating projects or alternatives in the TOD area, consider how they relate to the following aspects of economic development:

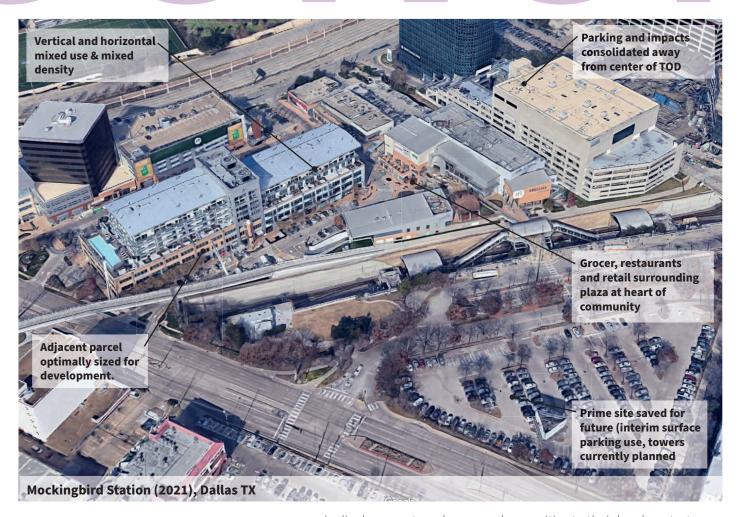
- Enable future investments: Does the design leave residual parcels of a size, geometry, and relative orientation to the station favorable for development?
- **Permit Higher Intensity Uses:** Is marketappropriate height and density permitted, and is there infrastructure to support it? Have parking requirements been reduced?
- Strategic Employment Opportunities: Does the TOD provide a place-appropriate balance of housing and employment? Is there space for civic services and amenities? Is there a wide range of employment opportunities?
- **Phasing:** Are retail and services targeting riders in place upon station opening? How will construction staging and surplus property be handled? Does new development have a transportation demand management (TDM) strategy that leverages the station?
- **Why:** Access to higher-order What: Transit infrastructure, like transit enables a greater intensity other transportation infrastructure, of and mix of uses. This results in a represents a major public investment compounding economic benefit of both in terms of tax dollars and time. well-planned density. Studies show Paying special attention to economic that as economic activity intensifies, development opportunities broadens the amount of external economic access to this public investment, development generated increases.1 and can help to further attract In TODs, the diverse concentration significantly greater sums of private of market-appropriate uses is as investment. The focus also helps significant a factor in reducing car cities achieve complementary, timedependency as the transit itself. When appropriate actions over the full life planned and executed well, more cycle of project development. people will choose to stay, walk and
  - 1) Agglomeration, Productivity, and Transportation Investment, Journal of Transport Economics and Policy, 2007

- GREATER RETURN ON TRANSIT INVESTMENT
- MORE AMENITIES FOR TRAVELLERS AND COMMUNITY
- MORE FUNDING FOR PUBLIC SPACE IMPROVEMENTS
- MORE HOUSING AND EMPLOYMENT OPPORTUNITIES
- DEVELOPMENT OF LOCAL EMPLOYMENT
- INCREASED CITYWIDE ECONOMIC HEALTH



elsewhere.<sup>2</sup>

How: A focus on public investments that maximize private dollars helps to make constrained public resources go further. Understanding the project's phasing, and engaging on in multi-agency coordination for partnerships can result in more effective investments around transit when expansions.



TODs also benefit from district land use strategies from parking to housing to employment strategies. For example, parking near a transit station can be carefully managed as a district asset.<sup>3</sup> This in turn reduces the burden for each site's provision of parking.

Similarly in locations that have not yet seen property value increases due to transit investment, strategies can be implemented before, during, and after the project to avoid residential

3 Access and Parking strategies for TOD https://todresources.org/resources/access-andparking-strategies-for-tod/ or economic displacement, and reinforce long term affordability.

#### What does this mean for Tacoma?

Tacoma's transportation investments should enable a dense<sup>4</sup> and diverse mix of uses and align with regional goals for housing and jobs. Density within a quarter mile of a station should be at least 30 housing units per acre or 50 employees per acre<sup>5</sup> to support the station. Economic Development opportunities must

4) The simple math that can save cities from Bankruptcy, Bloomberg CityLab, 2012
5) TOD Toolbox - Chapter 4, Citizens for Modern Transit, 2011 be sensitive to their local context. The City should consider how economic development opportunities can account for the changes to land value over time, and work with neighborhood organizations, residents, and property owners to plan for the sites<sup>6</sup> best poised to take advantage of transit ridership.

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<sup>2)</sup> Transit Might Not Be Essential To Transit Oriented Development, Bloomberg CityLab, 2013

<sup>6)</sup> *The Impact of Transit-Oriented Development on Residential Property Value*, University of Washington, 2015

# 3. Placemaking and Urban Form

#### **EVALUATION CRITERIA**

When evaluating projects or alternatives in the TOD area, consider how they relate to the following aspects of placemaking and urban

- Enhance District and Neighborhood **Identity:** Does the plan draw upon and reinforce existing neighborhood assets?
- Create a Great Public Realm: Are streets, parks, and civic open spaces framed, activated, and well connected to the transit node and existing or future development? Do they prioritize the experience of the pedestrian? Is parking tucked away?
- Responsive Station Design: Does the station design, location, and orientation enhance the public realm?
- Systems of Elements: Consider the quality and approach to public art, benches, shelter, paving, lighting, wayfinding, etc.

- PROVIDES SPACE FOR OUTDOOR COMMUNITY PROGRAMS
- INFRASTRUCTURE APPROPRIATE TO PLACE
- EASY TO NAVIGATE
- CONTRIBUTES TO LOCAL NEIGHBORHOODS
- ENHANCES LAND VALUE AND PROMOTES DEVELOPMENT
- SAFE AND WELCOMING URBAN ENVIRONMENTS



What: "Placemaking" is a term popularized by the NYC nonprofit Project for Public Spaces (PPS). This practice is responsive to and builds from careful observation of how people use urban spaces. Over the past half century, "placemaking" has evolved into an inclusive community approach that is realized via both urban design and programming of public spaces.1

1) What is Placemaking?, Project for Public Spaces, 2018

**Why**: A placemaking approach is not just about the design of the physical environment, but also calls attention to the user, and how appropriate programs, maintenance and care contribute to vitality, upkeep and a place's long term stewardship.

**How**: Great places are those that naturally protect, comfort, and delight their occupants<sup>2</sup> and successfully apply design elements that shelter

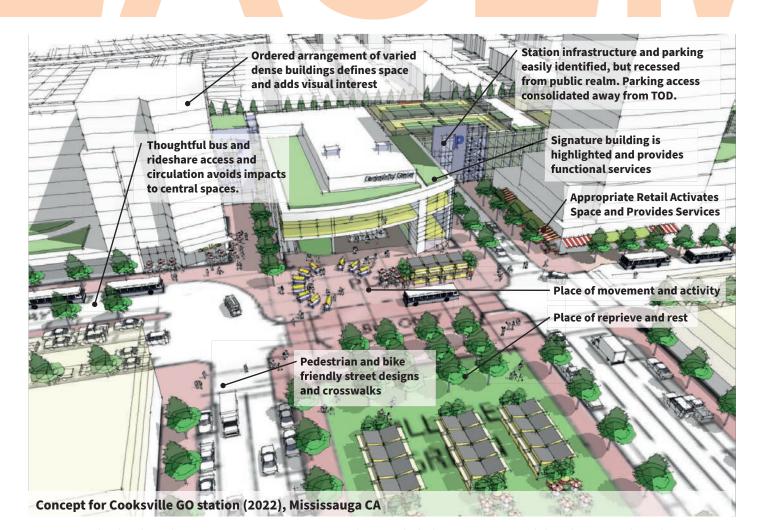
2) Seattle – Public Space Public Life. Gehl Architects, 2009

users from wind, rain, noise, and the impacts of traffic. Great places also host opportunities to sit, walk and observe and a built environment that is appropriately scaled, arranged, and sited for a comfortable and interesting experience.

#### What does this mean for Tacoma?

What if all our neighborhoods were designed to be great places?

Siting transportation infrastructure



practices in both urban design and programming. Transportation infrastructure siting and design should follow at minimum, best practices around pedestrian comfort and safety - i.e. designing for a sense of enclosure,<sup>3</sup> provide a sequence of legible, human scaled connections, and support our natural tendencies for privacy, prospect, surveillance, and engagement. Where "leftover"

3) Getting Enclosure Right: Creating a

spaces cannot be avoided, they should be mitigated by a high quality of design and programming.

Similarly, attention to detail, material choice, aesthetics, scale, and quality are essential to placemaking. In coordination with agencies, the city can develop working design guidelines and principals to help achieve a TOD as a "great place."

Regulatory policy (TOD Overlay Zones, Design Review, Design

Guidelines) may apply in these areas. as well as active coordination with private and community partners.

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Comfortable Public Room, Michigan State can make use of placemaking University, 2014

# 4. Social and Cultural Vibrancy

#### **EVALUATION CRITERIA**

When evaluating projects or alternatives in the TOD area, consider how they relate to the following aspects of social and cultural vibrancy:

- Support Culturally Sensitive and Significant Resources: Does the plan enhance views to built and natural landmarks? How does the plan address tribal trust lands and other tribal cultural resources? Does it promote the viability and use of city designated historic structures?
- **Public Art Enhancements:** Is public art or opportunities for public art considered as part of the project? Can public art be used to reorient visual impacts of infrastructure into a community benefit?
- Street Level Activation: Does the station design, location, and orientation promote ground-level activation? Do structures near the station have ground level retail or programmable community space? Are plazas and open spaces activated through active edges, art, or programming?

What: Tacoma has a rich history, changing from a Puyallup tribe settlement, to Railroad boom town, to today's port and military industries, tourism, education, and arts based revival. Made up of distinct neighborhoods, Tacoma's new transit and transportation investments offer opportunities to enhance neighborhood characteristics, cultural expression, as well as celebrate its past through historic preservation.

• RETAIN AND GROW CULTURAL CAPITAL

FOSTER SENSE OF OWNERSHIP AND BELONGING

A MORE VIBRANT, UNIQUE PUBLIC REALM

STIMULATE CULTURAL TOURISM

RECOGNIZE HISTORICAL LEGACIES

• CONTINUE TO TELL THE STORY OF PLACE



**Why**: Public transit systems act as recognizable symbols for cities, attracting local riders, tourists, and attendees of national and international events. Architecture and the urban landscape surrounding transit centers represent an

opportunity to express the cultural

attributes of the place.

Public Art in particular been shown to be one of many ways transit agencies and communities can work together to mediate change, and knit new infrastructure into neighborhoods. Beyond just an aesthetic treatment, Public Art also contributes to the creation of a welcoming experience for passengers, station identity and legibility, and can activate public spaces through both interaction and engagement.<sup>1,2</sup>

New infrastructure may impact identified historic resources in some areas. As feasible, TOD planning

1) Art in Transit, The Artful City, 2016 2) Dawoud Bey on Crown Fountain and New Burnham Pavilions, Chicago Now, 2009



should integrate transit infrastructure with historic resources. Historic preservation has been shown to result in broad benefits including job creation, property value stabilization and growth, cultural tourism as well as a host of sustainability benefits.<sup>3,4</sup>

**How**: Giving a community the

3) *Sustainability and Historic Preservation*, Washington State Department of Archaeology and Historic Preservation, 2011

4) Economic Impact of Historic Resource Preservation, California Cultural and Historical Endowment, 2012 opportunity to collaborate on distinctive station or project design opportunities results in a direct, visible, and tangible way to establish the social health and cultural identity of a TOD. This process also helps build long standing working relationships between organizations, individuals, and agencies and provides ways for a community to grow and collaborate together.<sup>5,6</sup>

5) Why Public Art Matters, Americans for the Arts 2018

6 Best Practices for Integrating Art into Capitol Projects, APTA, 2013

#### What does this mean for Tacoma?

Infrastructure investment offers an opportunity to highlight historic and/or cultural resources of an area. Projects (often during the final design of project) can bring forward historic and cultural character through art, street level activation, and highlighting historic resources.

# 5. Community Benefit

#### **EVALUATION CRITERIA**

When evaluating projects or alternatives in the TOD area, consider how they relate to the following aspects of community benefit.

- **Employment:** Will the project protect and enhance living-wage jobs and community anchors such as professional services, skilled trades, or major institutions?
- Affordable Housing: Will the project remove affordable housing, or contribute to neighborhood affordability objectives.
- **Consistency with City Plans:** Is the project consistent with the vision and goals of city and neighborhood planning documents?
- **Local Business:** Does the project include mitigations or strategies to retain, foster, or attract local businesses?
- **Community uses:** Are there opportunities for community programs as associated with the project- i.e. farmers markets, outdoor concerts, movie nights, or desired uses?

- MORE COMMUNITY AMENITIES AND ASSETS
- INVESTMENT IN SOCIAL INFRASTRUCTURE
- INCREASED SOCIAL EQUITY
- COMMUNITY PRIDE AND IDENTITY
- ADVANCE CITYWIDE GOALS AND POLICIES
- MORE RESPONSIVE TO COMMUNITY CONCERNS



What: Beyond just the cost savings in household expenditures associated with living or working near transit, Community Benefits associated with a TOD might include enhanced environmental performance for buildings (helping to meet LEED or other climate resiliency standards), provision of certain types of housing (affordable, family, student, and senior), and improved connections to community assets (grocery store, schools, libraries or institutions), and supporting Tacoma's Child Centered

and Aging in Place policies. However, what is most relevant, or feasible to each project site or TOD depends on its location and context. For example, one location may seek to catalyze new affordable housing through a joint development, while another seeks to enhance employment opportunity, while another would like access to open space.

**Why:** Transportation-related public investment can spur development of

infrastructure and/or attributes that complement transit service. This can help meet long standing, or newly identified community objectives.

**How:** Community Benefit can be achieved through smart planning, regulatory requirements, incentives, partnerships and other mechanisms. In many locations Community Benefit is tied to the increase in land value that results from public infrastructure investment.



A Case Study: During the design process, Wyandanch Station in Long Island was oriented to open onto a large parcel assembly, now known as Wyandanch Village, shown above. It contains public art, outdoor programming, and ground level retail that help to bring the community into the station.

Sidewalks and streetlights provided by the project were also greatly needed by the neighborhood. The central community space now has flexible year-round programming, such as ice skating in winter and concerts in summer. The outcome was the result of public-private partnerships and a process led by local community leaders. It was also an opportunity for the county to achieve its goals for more multi-family and affordable housing.

#### What does this mean for Tacoma?

Community priorities should be defined within a neighborhood planning process, and can also help mitigate the growing intensity of use introduced by TOD and transit.

# Evaluation

Evaluation criteria serves as a framework for Tacoma to measure anticipated benefits of plans, investments, and policy changes pertaining to TOD.

This matrix can be used by community stakeholders to compare plans or strategies anticipated to have an effect on a TOD. The aim of this matrix is to organize communication to decision makers and confirm City and community values. Communicating stakeholder feedback and the outcomes of planning processes in a timely and organized matter is a critical part of achieving successful implementation. The matrix is designed to be flexible - it could contain anything from a numerical scoring system to qualitative notes depending on the specific comparative evaluation need.

The matrix can be filled out individually and compiled, but may provide more focused direction when filled out as a group in a workshop setting. It is critical that all reviewers have a complete understanding of the alternatives. Where the alternatives are not specific, assumptions should be agreed on and documented by all reviewers.

Topic and Evaluator	Alternative 1	Alternative 2	Alternative 3	Alternative 4
MULTIMODAL INTEGRATION				
<ul><li>Convenient Transfer</li><li>Legible</li></ul>				
· Safe				
• Accessible				
ECONOMIC DEVELOPMENT				
• Enable future investments				
• Permit Higher Intensity Uses				
• Employment Opportunities				
• Phasing				
URBAN DESIGN AND				
PLACEMAKING				
<ul><li>Neighborhood Identity</li><li>Create a Great Public Realm</li></ul>				
Responsive Station Design				
· Systems of Elements				
SOCIAL AND CULTURAL		$\overline{}$		
VIBRANCY				
<ul><li>Significant Resources</li><li>Public Art Enhancements</li></ul>				
• Street Level Activation				
COMMUNITY BENEFITS				
• Employment				
• Affordable Housing				
<ul><li>Consistency with City Plans</li><li>Local Business</li></ul>				
· Community uses				
Assumptions and Notes				
_				

# Implementation

Achieving alignment both internally among city departments as well as externally between the city, agencies, and other stakeholders, is critical to implementing a successful TOD.

1. **Align** drivers and **mitigate** risks

The city is likely to find the most support where drivers align, and where shared risks can be mitigated. The primary driver for the city is to create a TOD that embodies TOD principles and achieves the land use vision identified by its stakeholders and articulated in its planning policies.

Transit agencies seek reduced cost and time to build capital improvements as well as increasing ridership while minimizing operating costs.

Both Cities and Agencies would like to reduce barriers to access, and both would benefit from designing and delivering projects on time, in budget, and within scope resulting in a highquality customer focused system and experience

Both the City and Transit Agencies are also beholden to sources of funding, such as federal grants, which may come with specific stipulations regarding the process, components, or outcome of a project. Other stakeholders with different drivers and risks include community residents, regional agencies, and private developers, and business development groups.

2. **Define** roles and responsibilities

The transit agency plans, constructs, and operates the transit system.

Municipalities, aided by the community and advisory groups, articulate a vision for the area and implement land use and transportation policy changes that help to enable this. These policy changes include zoning reform, incentives, and transportation demand management strategies. Roles can overlap and must be negotiated in areas such as the design and implementation capital improvements to the public

realm surrounding the station. City control of ROW can serve as a starting point. Ways to accelerate the project, such as early identification of utilities, should be identified.

3. **Clarify** the decision making process and project timeline

Working with intra-agency and cross departmental teams is a requirement for transit projects. It is important to establish early on who makes what decisions, and establishing a joint organizational chart with clearly defined processes for how issues are communicated, escalated, and resolved. This should be closely aligned with a timeline that works backward from the completed vision to define timeframes for key decisions. From here, timelines should be established to ensure decision makers have the information they need including technical data, planning process outcomes, and community feedback in time to make those decisions. For this reason, involvement of subject matter experts early on in the process is critical.

PLANNING ~6 YEARS (10% Design)

A strategy is developed with local planning and community engagement. A preferred alternative is selected. Conceptual design focuses primarily on the project footprint/major characteristics.

DESIGN
~2 YEARS
(30% Design)

DEIS is published, costs are refined, funding is partially secured. Schematic design describes both typical "look and feel," and typical solutions for cost estimates.

ENGINEERING
~2 YEARS
(100%)

Designs are advanced to construction drawings and all funding is secured. Property acquisition and construction preparation begins. Design confirms finishes, materials, and individual solutions.

CONSTRUCTION ~2-6 YEARS

Construction takes place and is finalized, service begins, and staging areas and surplus property are vacated and ready for new Region Local Community

Development Industry

A City/Agency MOU should document concurrence on drivers, roles, decision making, and timelines as early on in the project as possible.



TRANSIT AGENCY
Portland Mall - Portland OR

After Portland Mall was built by the city in the 70s, and light rail was added by TriMet in the 80's and 90's, divestment and maintenance issues accrued. The city and transit agency perceived the mall as needing revitalization, so they partnered in 2009 to undertake a streetscape improvement and modernization project. **TriMet led** 

the effort with a team of urban design consultants working in close coordination with the Portland Bureau of Transportation and the local community. The initial project was financed primarily by TriMet, with various departments of the city of Portland taking primary responsibility for maintenance of the corridor. Portland transit mall's unique block-by-block approach provided a cohesive series of improvements

**corridor.** Portland transit mall's unique block-by-block approach provided a cohesive series of improvements, coordinated property owner investments, and improved passenger experience and safety resulting in significant increased to ridership.



Denver's Waterfront Park neighborhood, adjacent to the Union Station depot, was developed over the course of 25 years. Throughout the process, the city worked closely with developers to craft an entitlement process that would ensure project success. Public realm improvements included a major park and a pedestrian bridge. **Commons** 

**PRIVATE SECTOR** 

Park, which delivered regional benefits and enhanced connectivity to nearby neighborhoods, was paid for by the city. Millennium Bridge, which connected the station to the development and the park, was financed by both the developer and the city, with the city's stake ensuring iconic architectural quality. The project has generated over 400 million dollars in value and associated tax revenue while often being credited with catalyzing the revival of the wider downtown area. This case study further illustrates how community benefits and economic development reinforce one another.

# **Looking Forward**

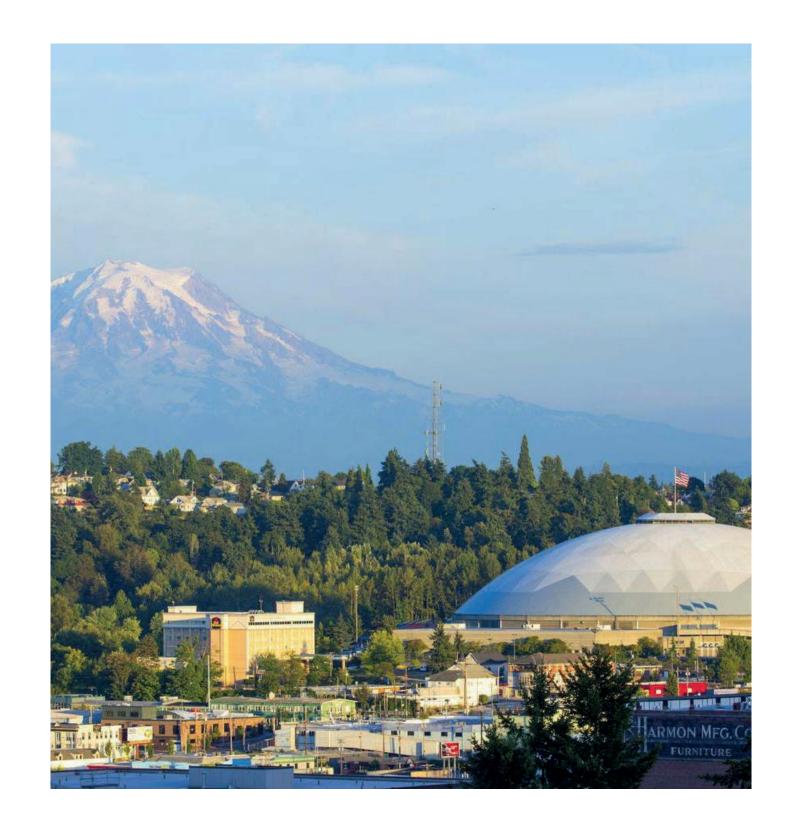
Tacoma is not alone in navigating the challenges that face cities around the world. Environmental degradation, the high cost of housing, and barriers to accessing public spaces, services, and employment threaten to undermine the environmental, economic, and social sustainability of the built environment. These are not separate issues, but rather a complex system of interconnected challenges<sup>1</sup>.

Tacoma recognizes that Transit Oriented Developments, when properly implemented, provide our neighborhoods and region with an array of well documented benefits and the ability to more efficiently leverage public investment in the built environment. With incoming investment by Sound Transit, Tacoma believes that now is the time to begin planning to maximize the value of this investment in the region's future by ensuring it helps catalyze more livable, diverse, and resilient communities, and a public realm that reflects these values.

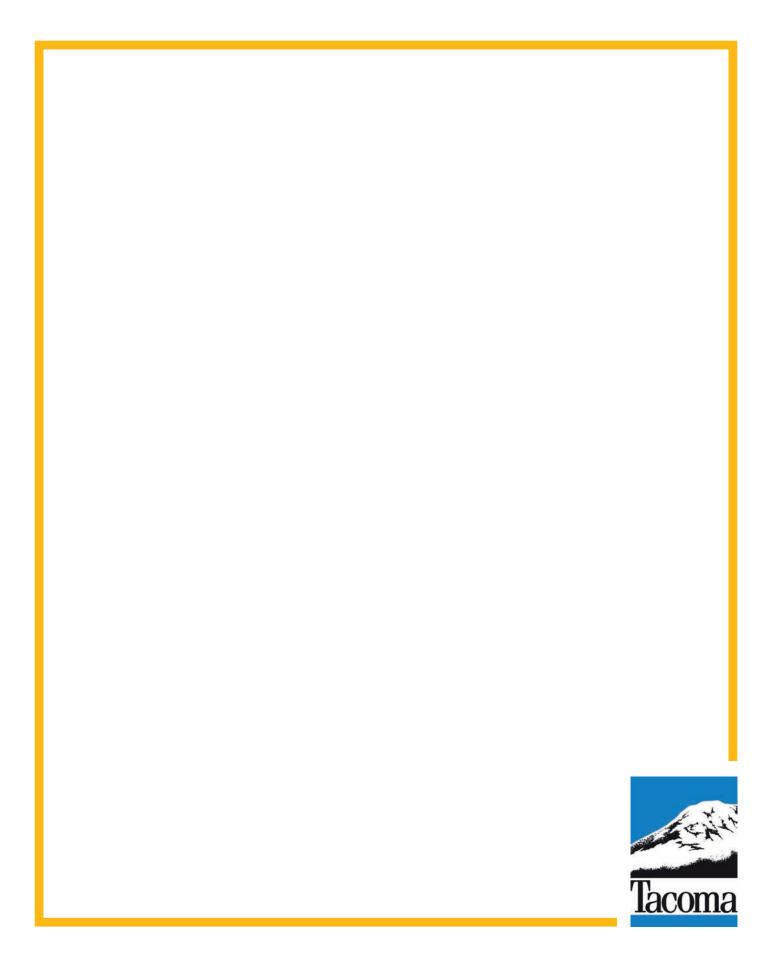
This tool kit aims to help the city and its community members partner with transit agencies, private developers, and other stakeholders to improve both the quality and function of the built environment. To that end, Tacoma will develop an integrated land use and transportation framework and approach for TODs that balances public benefits across a multitude of stakeholder priorities. The approach will integrate lessons learned in past projects, build on prior relationships with local stakeholders, actively and creatively grow new relationships, and be tailored to context. TODs will be driven by, and enhance, the unique characteristics and qualities of each place.

Next steps for the City of Tacoma may include the following:

- Integrate an equity-rooted approach into the City's upcoming Transportation Master Plan which positions the city to take a leadership role in the advancement of TOD.
- Conduct subarea planning, massing and connectivity analysis, and parking studies for station areas.
- Develop a workplan to collaborate both interdepartmentally and with external stakeholder groups:
- Residents, Employees, and Local Businesses
- Property Owners
- Sound Transit
- Local Developers
- PSRC
- Tribal Government
- Pierce County, including Pierce Transit
- Others as needed
- Review, monitor, and develop recommendations for other transportation projects by Sound Transit, the City of Tacoma, and Pierce County.
- Continue to refine urban design principles and priorities.
- Emphasize meaningful engagement with local communities and the value of design in enhancing cultural vibrancy.
- Further develop an implementation strategy to align drivers and mitigate risks, define roles and responsibilities, and clarify the decision making process and project timeline.
- Develop a capital improvement plan and financing strategies and, if appropriate, a Public Development Authority.



<sup>1)</sup> The Social Pillar of Sustainable Development A literature review and framework for policy analysis, Institute of Technology Blanchardstown Dublin. 2014



June 21, 2021

Jane Moore and Gerrit Nyland, Co-Chairs Tacoma Transportation Commission 747 Market Street, Room 644 Tacoma, WA 98402

RE: Transit-Oriented Development Advisory Group – Progress Report No. 2

Dear Co-Chairs Moore and Nyland,

On behalf of the Tacoma Transit-Oriented Development Advisory Group (TODAG), I am forwarding our Progress Report No. 2 (attached) to the Transportation Commission. This report is a sequel of Progress Report No. 1, issued in May 2020, and summarizes our current thoughts and recommendations concerning Sound Transit's Tacoma Dome Link Extension project, with a focus on the East Tacoma Station Area.

The TODAG has reviewed and evaluated two station options in the subject area, i.e., the Portland Avenue Station Option (or "Non-Span Option") and the Portland Avenue Span Station Option ("Span Option"). The TODAG recommends that:

- 1. The Span Option is generally preferred over the Non-Span Option.
- 2. Both the Span and Non-Span Options are expected to bring about significant TOD opportunities and benefits. There are some concerns and issues that must be properly addressed or mitigated regardless of which option is eventually selected.
- 3. The TODAG recommends a focused, station-area planning effort be considered for the area to help achieve/realize its full potential and urges Sound Transit, Pierce Transit, WSDOT, the Port of Tacoma, the Puyallup Tribe, and the City of Tacoma to work closely together and in collaboration with the community to ensure the successful development of the area.

This Progress Report No. 2 is being forwarded to the Transportation Commission, per the requirement of the City Council's Resolution No. 40303 (April 16, 2019) that "proposals by the TODAG will be forwarded to and reviewed by the City's Transportation Commission, for concurrence with adopted transportation and land use plans and policies." We are confident that our thoughts and recommendations are consistent with all TOD-related policies of the *One Tacoma* Comprehensive Plan.

We are hereby respectfully soliciting the Transportation Commission's feedback on the report. We are also requesting that the Commission, upon completing your review, forward this report to the City Council and Sound Transit for their consideration.

Transportation Commission

TODAG Progress Report No. 2 June 21, 2021 Page 2 of 2

If you have any questions about this submittal, please contact TODAG's staff liaison, Brian Boudet, Planning Manager, Planning and Development Services Department, at (253) 573-2389 or boudet@cityoftacoma.org.

Respectfully,

**Imad H. Bahbah**, RA, SARA Chair of TODAG

Enclosure: TODAG Progress Report No. 2, June 21, 2021

## TRANSIT-ORIENTED DEVELOPMENT ADVISORY GROUP PROGRESS REPORT NO. 2

June 21, 2021 Draft

#### A. Executive Summary

This Progress Report No. 2 summarizes the Transit-Oriented Development Advisory Group's (TODAG) current thoughts and recommendations concerning Sound Transit's Tacoma Dome Link Extension (TDLE) project, with a focus on the Portland Avenue Station Area (or East Tacoma Station Area).

This report is a sequel of Progress Report No. 1, issued May 2020, and follows up on one of the recommendations contained therein, which states:

"For the East Tacoma Station area, we defer our recommendation at this time, since we feel further study and engagement with the Puyallup Tribe and WSDOT are required for making a sound recommendation. We expect to formulate our recommendation for this station area in a subsequent Progress Report No. 2 in the near future."

Two station options in the subject area were reviewed and evaluated, i.e., the Portland Avenue Station Option (or "Non-Span Option") and the Portland Avenue Span Station Option ("Span Option"). The TODAG recommends that:

- 1. The Span Option is generally preferred over the Non-Span Option.
- 2. Both the Span and Non-Span Options are expected to bring about significant TOD opportunities and benefits. There are some concerns and issues that must be properly addressed or mitigated regardless of which option is eventually selected.
- 3. The TODAG recommends a focused, station-area planning effort be considered for the area to help achieve/realize its full potential and urges Sound Transit, Pierce Transit, WSDOT, the Port of Tacoma, the Puyallup Tribe, and the City of Tacoma to work closely together and in collaboration with the community to ensure the successful development of the area.

This report includes the following sections:

- A. Executive Summary
- B. Station Options Reviewed
- C. Evaluation Methodology
- D. Conclusions and Recommendations
- E. Future Considerations
- F. Acknowledgement
- G. Appendix "A"

About the TODAG – The TODAG is a broad-based advisory group established by the City Council on April 16, 2019, per Resolution No. 40303, to review and make recommendations on the various projects impacting regional and local public transportation facilities in neighborhoods and business districts where TOD opportunities are transpiring. Specifically, the TODAG is tasked to review three projects, i.e., the TDLE, Pierce Transit's Pacific Avenue Bus Rapid Transit (BRT) Project, and the City of Tacoma's Puyallup Avenue Design Project. (<a href="https://www.cityoftacoma.org/TODAdvisoryGroup">www.cityoftacoma.org/TODAdvisoryGroup</a>)



#### **B. Station Options Reviewed**

The TODAG reviewed the following two station location alternatives and the associated preliminary design concepts in the Portland Avenue Station Area:

- 1. Portland Avenue Station Option Located along East 26<sup>th</sup> Street to the east of Portland Avenue (see Figure 1 below); and
- 2. Portland Avenue Span Station Option Located along East 26<sup>th</sup> Street straddling Portland Avenue (see Figure 2 below).

For either station option, there could potentially be a pedestrian/bicycle bridge built over I-5 to connect the station area with the Lower Portland Avenue Mixed-Use Center, Puyallup Tribe casino facility, and other amenities to the south of I-5. Two alternative layouts for such overpass have been identified for each station option (see Figure 3 below).

For more information about the station options and the associated pedestrian/bicycle overpass options, please visit the TDLE project's website at <a href="https://www.soundtransit.org/tdlink">www.soundtransit.org/tdlink</a>.

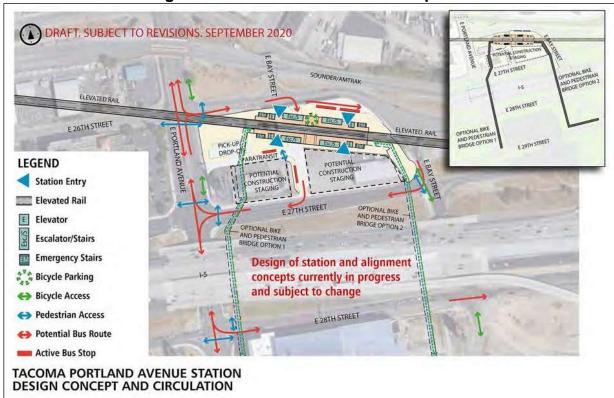


Figure 1. Portland Avenue Station Option

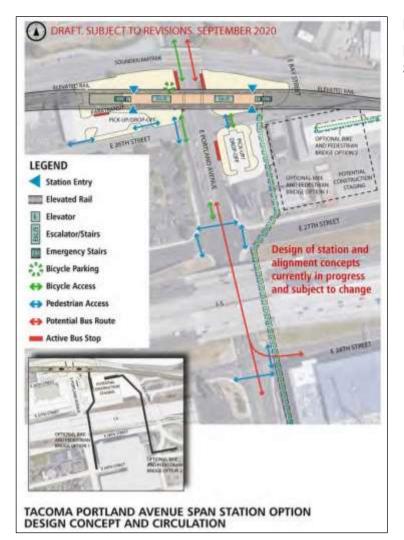
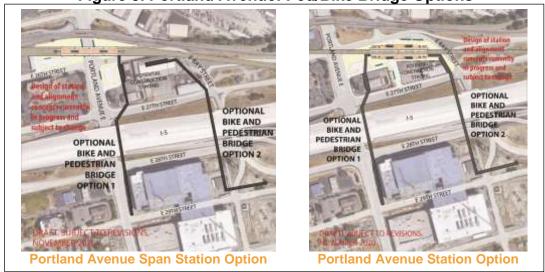


Figure 2.

Portland Avenue Span Station Option

Figure 3. Portland Avenue: Ped/Bike Bridge Options



#### C. Evaluation Methodology

The "Governance and Guidance" associated with the establishment and operations of the TODAG, as documented in Progress Report No. 1, continued to serve as the guiding principles for our evaluation of the Portland Avenue Station Area.

As also mentioned in Progress Report No.1, we built our knowledge base for the review of the TDLE's Tacoma Dome Station Area primarily through the review of a number of materials, reports, documents, and case studies between August 2019 and February 2021. We continued to apply the acquired knowledge to the review of the Portland Avenue Station Area.

We conducted a Multi-Jurisdictional Roundtable on the Portland Avenue Station Area on November 16, 2020, to hear from Sound Transit, the Puyallup Tribe of Indians, the Port of Tacoma, the Washington State Department of Transportation, Pierce Transit, and the City of Tacoma on their respective perspectives, issues, concerns, expectations and suggestions on the future development of the station and the surrounding areas.

We also conducted a three-session TOD Roundtable Series on January 25, February 22, and March 15, 2021, with each session focused on a different topic, i.e., "Economic Development, Finance, and Development", "Regional and Local Policies", and "Placemaking, Design Principles & TOD Examples/Tools", respectively. These workshops were designed to provide us a "toolkit" for review and evaluation of various development projects from the TOD perspective.

The primary tool that we used for the review and evaluation of the Portland Avenue Station Area is the same as that for the review of the Tacoma Dome Station Area, i.e., the "Design Principles, Review Criteria and Evaluation Matrix." The Design Principles refer to the following:

- (1) Multimodal Connectivity
- (2) Economic Development Opportunities
- (3) Placemaking/Urban Form
- (4) Social + Cultural Impacts
- (5) Community Benefit

A summary of the Design Principles and the associated Reviews Criteria is depicted in Figure 4 below, followed by Figure 5 that illustrates how the Evaluation Matrix works.

TODAG members used the tool to conduct reviews and evaluations of the Portland Avenue Station Area, independently, during February-May 2021. At the meeting on May 17, 2021, we reviewed the consolidated feedback from individual members (see **Appendix "A": TODAG Evaluation of TDLE Portland Avenue Station Area – Voting Results and Summary of Comments**), and subsequently established our conclusions and recommendations.

#### Figure 4. Design Principles and Review Criteria

(Transit-Oriented Development Advisory Group, December 2019)

## TACOMA DOME LINK EXTENSION STATION LOCATION AND DESIGN REVIEW CRITERIA/PRINCIPLES

Sound Transit is seeking input on the 6 preliminary station locations and design concepts as presented as part of the Draft EIS process. The TODAG is asked to consider Sound Transit's proposed Guiding Principles as well as the Design Principles presented and provide input on the preliminary designs. The TODAG input is NOT intended compare the 6 alternatives at this time (that will happen later in the process), but rather provide input on each alternative presented, taking into consideration how the preliminary, high-level station and track alignments may be adjusted (basic layout, location, station components, and access features), if at all, to better address the Design Principles below.

#### **Multi Modal Connectivity**

- -Does the option enable multiple modal connections in close proximity to the station location?
- -Does the option provide direct and safe connections between the station and Sounder, Tacoma Link, city bus, Amtrak Station and others?
- -Does the option provide for legible wayfinding and navigation?
- -Does the option optimize pedestrian and bike safety / security?
- -Does the option help improve traffic management (access to parking, Amtrak Station, Tacoma Link, businesses, residential uses, and Dome entertainment activities)?

#### **Economic Development Opportunities**

- -Is the station located in a way to stimulate development / redevelopment opportunities?
- -Does the option provide for opportunities to support new mix-use, affordable housing and/or civic spaces adjacent to the station site?
- -Will the station location help promote employment opportunities in the area?

#### Placemaking / Urban Form

- -Does the option provide for a unique placemaking experience?
- -Does the station provide for a potential iconic architectural response (if desired?)
- -Does the option enhance the District neighborhood identity?
- -Does the option provide for a signature amenity space or other public spaces?

#### Social + Cultural

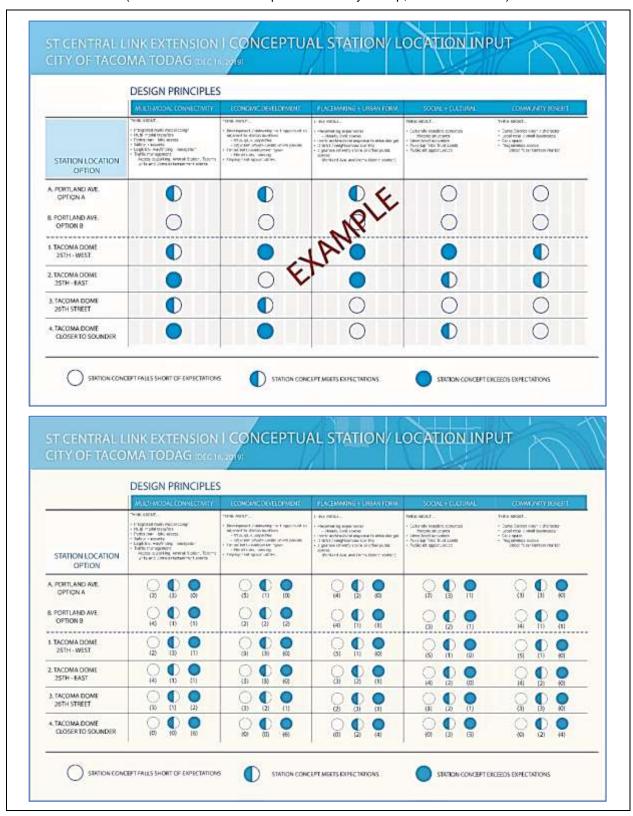
- -Does the option support local culturally sensitive / significant resources (building structures)?
- -Does the option provide for street level activation?
- -Does the option provide opportunities for future public art enhancements?

#### **Community Benefit**

- -Is the option consist with the District's vision and character objectives?
- -Does the option support local retail businesses at and around the station location?
- -Does the option provide opportunities for future programmed events? (Farmers markets, Dome events)

#### **Figure 5. Evaluation Matrix**

(Transit-Oriented Development Advisory Group, December 2019)



#### D. Conclusions and Recommendations

The TODAG reviewed two station options for the TDLE's Portland Avenue Station Area, i.e., the Portland Avenue Station Option ("Non-Span Option") and the Portland Avenue Span Station Option ("Span Option") (Figures 1, 2 and 3), using the tool of "Design Principles, Review Criteria and Evaluation Matrix" (Figures 4 and 5), and based on the "Voting Results and Summary of Comments" (Appendix "A"), established the following conclusions and recommendations.

We understand that both station options are being considered in the Draft Environmental Impact Statement (DEIS) process, which is expected in late 2021. We offer our conclusions and recommendations for Sound Transit's consideration during the DEIS process.

- 1. The Span Option is generally preferred over the Non-Span Option.
  - By TODAG's evaluation, both options are expected to be comparably competitive in terms of fulfilling the five design principles, while the Span Option scores higher than the Non-Span Option, albeit by a small margin.
  - The Span Option is more preferable primarily because of its unique location that allows prominent station design, a more user-friendly center platform layout, easier wayfinding, a safer walking environment for riders (less at-grade crossing of Portland Avenue), and more direct bus connections in the area. It also better encourages development on both sides of Portland Avenue and could allow the City a unique opportunity to reinstate a regular street grid on the eastern side of Portland Avenue.
- 2. Both the Span and Non-Span Options are expected to bring about significant TOD opportunities and benefits, such as:
  - Multimodal Connectivity In addition to the multimodal transfers and connections that
    will occur within and adjacent to the station area, there are opportunities for an additional
    connection to the casino/south of I-5 area with a pedestrian overpass, a pedestrian
    bridge north-south across Sounder tracks (at the Span Option station area) to help
    broaden access on the eastern side of Portland Avenue, improved bicycle accessibility,
    and enhanced traffic circulation and freight mobility.
  - Economic Development There are parcels with development or redevelopment potential within and adjacent to the station area that are available. There are opportunities for these parcels to be developed, individually or collectively, for housing, commercial services, employment uses, industrial/manufacturing-compatible development, amenities (such as child care, grocery, and dry cleaners), greenspace, or any appropriate combinations thereof.
  - Placemaking and Urban Form There is an opportunity for an eye catching and
    prominent station design to celebrate light rail and the local community. There are
    opportunities for placemaking through integration of signature amenity civic space, iconic
    architecture, and neighborhood identity. There is also a unique opportunity for the City
    to reinstate a regular street grid on the eastern side of Portland Avenue (if the Span
    Option is selected).
  - Social and Cultural There are opportunities for street level activation on Puyallup Avenue and both sides of Portland Avenue that enhances/allows impactful art and design, civic vitality, and improved safety. The pedestrian overpass, if built, could also allow public art with potential design concepts that take cues from art at the casino.

- Community Benefit There are opportunities for programmed community events, local businesses, and development of District vision and character. The station area could also serve as a small commercial center (satellite) for housing on Tribal property and areas south of I-5.
- 3. There are some concerns and issues that must be properly addressed or mitigated regardless of which option is eventually selected.
  - Traffic Management Concerns Traffic impacts are expected to be significant due to increased vehicular and bicycle traffic, higher pedestrian crossing volumes, complicated bus circulations, multimodal transfer activities, limited parking and pickup/drop-off areas, and increased social and community functions.
  - Development Opportunity Concerns Specifically with respect to the Non-Span Option, the station is couched away, setback from the main street, self-contained, with limited visual profile, and less integrated into the surrounding blocks. Development opportunities are bounded by I-5, the BNSF railyard, SR-509, Portland Avenue and the Puyallup River, with corresponding noise and air quality impacts. Housing development could unnecessarily introduce environmental injustices that do not exist today. Remnant property from the station is unlikely to be developed from the smaller and less regular shape. Adjacent parcels' developability is possibly impacted by the guideway as well.
  - Public Space Concerns Public spaces for public art and social functions are dispersed and limited in size.
  - Location Concerns The area is outside of and less competitive than the Dome District, where there are more local retail and community activities (e.g., Farmers Market) that are easier to reach. Also this is the industrial end of Puyallup Avenue, with less likelihood for high quality connections to both the west and south.
  - Safety Concerns Safety, security, and crime issues remain to be of great concern.
- 4. The Portland Avenue Station Area is very different than many other TOD sites. It requires and deserves substantial attention in planning and community development to help achieve/realize its full potential.
  - Focused Station-area Planning This area lies at the intersection of the Downtown, Port
    of Tacoma, Lower Portland Mixed-Use Center, and Puyallup Tribe's core of services, but
    does not have a clear vision. The planned light rail station should be viewed as a
    catalyst for the initiation of a station-area planning effort to develop and implement
    comprehensive strategies addressing such important issues as land use, transportation,
    urban form and placemaking, infrastructure, sustainability, economic development, and
    community revitalization.
  - Jurisdictional Collaboration In addition to Sound Transit, Pierce Transit, WSDOT, and the City of Tacoma, successful development of the area requires the active participation of two critical partners, namely, the Port of Tacoma and the Puyallup Tribe. Working together, we can turn many concerns and issues mentioned above into opportunities and benefits; for example, unless we work closely with the Tribe, there will not be much economic vibrancy in the area or appropriate and desired incorporation of Tribal culture into the station design and public art. TOD does not occur in a vacuum. We continue to advocate and urge that these agencies work together and in close collaboration with the community at large to ensure that the development of this station area successfully realizes the TOD Design Principles that we have developed.

#### E. Future Considerations

A list of 27 work items (not in order of priority) was included in Progress Report No. 1 to serve as a potential TODAG Work Plan for 2020-2021. The work plan was further reviewed by the TODAG in August and September 2020, and modified, as presented below. The TODAG recommends that the City of Tacoma carry out the work plan with the assistance of the TODAG or its successor group and in collaboration with appropriate agencies.

#### A. TODAG Review Items:

Pric	ority Review Items (Items are numbered for identification purpose)	I	Lead Agencies		
Rev	iew/monitor TDLE/ST3 (Sound Transit) projects	ST	PT	СОТ	
1.	Review TDLE Station Design concepts for Tacoma Dome District	✓			
2.	Review TDLE Station Design concepts for Portland Avenue Area	✓			
3.	Review Sound Transit ridership and projected ridership demographics for light rail	✓			
4.	Review Tacoma Link ("streetcars") Hilltop Extension	✓			
5.	Review Tacoma Dome Link Extension DEIS	✓			
Rev	iew/monitor Pierce Transit related projects				
6.	Review Pierce Transit's ridership and projected ridership demographics for bus transit		✓		
7.	Review Pierce Transit's Pacific Avenue Bus Rapid Transit (BRT) project		✓		
8.	Review Pierce Transit's infrastructure/capital improvements program		>		
Rev	iew/monitor City of Tacoma (COT) related projects				
9.	Review City's Puyallup Avenue design project			✓	
10.	Review the Dome District Report by Urban Land Institute's Tech. Assistance Panel			✓	
11.	Review Tacoma Dome District Parking and Access Report			✓	
12.	Review upcoming non-public new development plans and initiatives			✓	
13.	Review affordable housing issues in relation to TOD			✓	
14.	Review historic preservation and owner rehab programs in relation to TOD			✓	
15.	Review public/private partnership strategies/tools such as a Public Development Authority, business improvement district, etc.			<b>✓</b>	
16.	Review City Street Operations & Maintenance Program			✓	

#### **B. TODAG Action Items:**

- 1. Develop recommendations for TDLE's Portland Avenue Station.
- 2. Develop recommendations for Pierce Transit's Bus Rapid Transit Project.
- 3. Develop recommendations for the City of Tacoma's Puyallup Avenue Design Project.
- 4. Refine Urban Design Program Priorities applicable to project areas under TODAG's review (district characteristics/identity, wayfinding, pedestrian amenities, public open spaces, lighting, paving, landscaping, etc.)

#### C. Staff/Consultant/Agency Activities:

- 1. Conduct subarea master planning updating the South Downtown Subarea Plan.
- 2. Conduct massing analysis.
- 3. Conduct connectivity and accessibility analysis.
- 4. Conduct parking studies.
- 5. Develop capital improvement program and financing strategies.
- 6. Explore the formation of a Public Development Authority (PDA) if deemed appropriate.

#### F. Acknowledgment

#### **TODAG Members**

- Imad Bahbah, Chair
- Donald Erickson, Vice-Chair
- Adam Cook
- Daren Crabill
- David D'Aniello
- Kerri Hill
- Chris Karnes
- Justin Leighton
- Janice McNeal
- Cathy Reines

- Roberta Schur
- Rick Semple
- Andrew Strobel
- Lauren Svancarek
- Christine Wolf
- Ryan Givens (resigned June 2021)
- Evette Mason (resigned May 2021)
- Ben Ferguson (resigned March 2021)
- Amber Stanley (resigned December 2020)

#### Presenters - Multi-Jurisdictional Roundtable on Portland Avenue Station Area

(November 16, 2020)

- Tim Bates, Sound Transit
- Andrew Strobel, Puyallup Tribe
- Christine Wolf, Port of Tacoma
- Phillip Harris, WSDOT
- Tina Lee, Pierce Transit
- Josh Diekmann, City of Tacoma

#### <u>Presenters – TOD Roundtable Series</u>

Session #1 (January 25, 2021)

- Cathy Reines, Koz Development
- Jill Sherman, Gerding Edlen
- Pat Beard, City of Tacoma

#### Session #2 (February 22, 2021)

- Maggie Moore, Puget Sound Regional Council
- Tim Bates, Sound Transit
- Tina Lee, Pierce Transit
- Brian Boudet, City of Tacoma

#### Session #3 (March 15, 2021)

- Katherine Howe, VIA Architects
- Kokila Lochan, VIA Architects
- Matt Roewe, VIA Architects

#### Supporting Staff

- Brian Boudet (Planning Manager, Planning & Development Services)
- Lihuang Wung (Senior Planner, Planning & Development Services)
- BT Doan (Administrative Assistant, Planning & Development Services)
- Mary Crabtree (Administrative Assistant, Planning & Development Services)
- Pat Beard (Business Development Manager, Community & Economic Development)
- Dana Brown (Assistant Division Manager, Transportation Planning, Public Works)
- Jennifer Kammerzell (Principal Engineer, Traffic Programs, Public Works)
- Mark D'Andrea (Project Manager, Engineering Project Management, Public Works)

### G. Appendix "A" - TODAG Evaluation of TDLE Portland Avenue Station Area - Voting Results and Summary of Comments

#### 1. Voting Results:

(Based on votes from 10 TODAG members; the vote from an additional member to "eliminate this East Tacoma Station entirely, both as a cost cutting measure and to allow us to focus on the Tacoma Dome Station implementation" cannot be reflected in this chart.)

DESIGN PRINCIPLES		MULTI-MODAL CONNECTIVITY	ECONOMIC DEVELOPMENT OPPORTUNITIES	PLACEMAKING + URBAN FORM	SOCIAL + CULTURAL IMPACTS	COMMUNITY BENEFIT				
STATION OPTIONS	Scoring Methods*	<ul> <li>Integrated multi-modal design</li> <li>Multi-modal transfers</li> <li>Pedestrian + bike access</li> <li>Safety + security</li> <li>Legibility, wayfinding + navigation</li> <li>Traffic management         <ul> <li>Access to parking, Amtrak</li> </ul> </li> </ul>	THINK ABOUT  Development / redevelopment opportunities adjacent to station locations  ST surplus properties  Adjacent private development parcels  Future infill development types  Mix of uses, housing  Employment opportunities	THINK ABOUT  Placemaking experiences - Streets, civic spaces  Iconic architectural response (station design)  District / neighborhood identity  Signature amenity space or other public spaces - Portland Ave. and Dome District station	THINK ABOUT  Culturally sensitive resources     Historic structures  Street level activation  Puyallup Tribe Trust Lands  Public art opportunities	THINK ABOUT  Dome District vision / character  Affordable housing  Local retail / small businesses  Civic space  Programmed community events  Street fairs / farmers market				
A. PORTLAND AVENUE	Tally	<b>0</b> <sub>1</sub> <b>0</b> <sub>5</sub> <b>0</b> <sub>4</sub>	<b>0 0 7 0 3</b>	<b>●</b> <sub>1</sub> <b>●</b> <sub>6</sub> <b>○</b> <sub>3</sub>	0 08 02	<b>●</b> <sub>1</sub> <b>●</b> <sub>6</sub> <b>○</b> <sub>3</sub>				
STATION	Weighted	3	4	5	6	5				
B. PORTLAND AVENUE	Tally	3 05 02	<b>O</b> <sub>3</sub> <b>O</b> <sub>5</sub> <b>O</b> <sub>2</sub>	<b>O</b> <sub>3</sub> <b>O</b> <sub>2</sub>	<b>●</b> 1 <b>●</b> 6 <b>○</b> 3	3 05 02				
SPAN STATION	Weighted	9	9	9	5	9				
	Station concept exceeds expectations  Station concept meets expectations  Station concept falls short of expectations									

<sup>\*</sup> Scoring Methods:

<sup>•</sup> Tally Method – Showing the number of votes for each diagram; for example, <u>\$\sqrt{1}\sqrt{5}\sqrt{4}\sqrt{4}\sqrt{1}\$</u> indicates that 1 person believes the station concept exceeds expectations when evaluated against this particular design principle, 5 persons believe it meets expectations, and 4 persons believe it falls short of expectations.

<sup>•</sup> Weighted Method – Assigning 2 points for , 1 point for , and -1 point for ; for example, 15 4 equates to 2x1 + 1x5 + (-1)x4 = 3, which means the station concept receives 3 points when evaluated against this particular design principle. Note that the points are relative, not representing absolute values; in other words, a 9 vs. 3 situation means the 9-pointer performs much better than the 3-pointer, but not necessarily 3 times as good.

### 2. Summary of Comments – Principle #1:

DESIGN PRINCIPLE	MULTI-MODAL CONNECTIVITY								
STATION OPTIONS	Opportunities	Concerns							
A. PORTLAND AVENUE STATION	<ul> <li>Easier (density of design) and safer (less crossing of Portland Ave.) multimodal transfers for high-volume bus transfers, including paratransit and kiss-n-ride.</li> <li>Less impact on throughput on Portland Ave. (no in-lane bus stops and lower pedestrian crossing volumes).</li> </ul>	<ul> <li>Traffic; complicated bus circulation; indirect transit routing; inconvenient transfers; unsafe crossing (of Portland Ave.).</li> <li>No parking; limited pickup/drop-off area.</li> <li>Bicycle access is currently nonexistent.</li> <li>Side platform station requires redundant escalator/stairs and emergency stairs and can be confusing to new users. Wayfinding will be more complex to produce at a dataset level that can be used by Google Maps, etc.</li> <li>Bridges may be resources better spent on at-grade improvements to access for bicyclists and pedestrians</li> <li>Safety; security; crime.</li> <li>You have to take the link to Tacoma Dome station to get better access.</li> </ul>							
B. PORTLAND AVENUE SPAN STATION	<ul> <li>Better in-line pull-offs for bus stop connections; direct for transit; station adequately designed for paratransit users.</li> <li>Pickup/drop-off at the west station entrance appear easier to navigate than the pickup/drop-off requiring riders to cross the street.</li> <li>Safe for pedestrians (less crossing of Portland Ave.).</li> <li>No added traffic impacts to E. 27th Street.</li> <li>Bicycle access can potentially be facilitated via side streets (E. 26th).</li> <li>On-street angled parking could help to expand access in Portland Ave. area on side streets.</li> <li>Prominent location for station allows easier wayfinding and center platforms are more easily understood by riders.</li> </ul>	<ul> <li>Location undesirable.</li> <li>Less integration of different transit modes and less convenient multimodal transfers.</li> <li>No parking; limited pickup/drop-off area.</li> <li>Bicycle access is currently nonexistent.</li> <li>Higher impact on throughput on Portland: In-lane bus stops, higher pedestrian crossing volumes (but one less crossing compared to other station).</li> <li>Potentially duplicative bus platform northbound at E. 26th Street.</li> <li>Would require longer bridge to the casino/south of I-5 area. Bridges may be resources better spent on at-grade improvements to access for bicyclists and pedestrians.</li> <li>Safety; security; crime.</li> <li>You have to take the link to Tacoma Dome station to get better access.</li> </ul>							

### 3. Summary of Comments – Principle #2:

DESIGN PRINCIPLE											
STATION OPTIONS	Opportunities	Concerns									
A. PORTLAND AVENUE STATION	<ul> <li>Redevelopment, in particular amenities like child care, grocery/pharmacy/dry cleaners can be integrated into station location—no-one has to cross the street.</li> <li>Provides on-site employment opportunities and maintains capacity for industrial/manufacturing-compatible development along Puyallup Ave. that can support and grow family wage industrial jobs in the Tideflats.</li> <li>Two small parcels would be potentially available for redevelop opportunity.</li> <li>Access to Tribal property and job center is supported.</li> </ul>	<ul> <li>Remnant property from the station is unlikely to be developed from the smaller and less regular shape. Adjacent parcel to the west developability is possibly impacted by guideway as well.</li> <li>The station completely consumes a key potential infill site that could be used for infill housing, commercial services, or employment uses.</li> <li>Development opportunities are bounded by I-5 and the BNSF railyard/705, East Portland Ave. and the Puyallup River, with corresponding noise and air quality impacts. Housing development could unnecessarily introduce environmental injustices that do not exist today.</li> <li>Density of design could create opportunity for on-site businesses, but</li> </ul>									
B. PORTLAND AVENUE SPAN STATION	<ul> <li>More regular and larger shape from construction staging parcel – though partially impacted by guideway on the east. Other adjacent properties better positioned for future development.</li> <li>Some redevelopment potential: One large parcel within walking distance of bidirectional access to the station. Larger parcel has more potential to serve as a center of mixed use structures with greenspace.</li> <li>Spanning Portland Ave. enables access to a wider extent of developable land on E. 26th and E. 27th east of Portland Ave.</li> <li>Access to Tribal property and job center is supported.</li> </ul>	<ul> <li>smaller size would limit the available commercial space on-site.</li> <li>Less opportunity for integration of amenities like child care, grocery/pharmacy/dry cleaners.</li> <li>Not much for economic activity unless you work closely with the Puyallup Tribe.</li> </ul>									

### 4. Summary of Comments – Principle #3:

DESIGN PRINCIPLE		PLACEMAKING + URBAN FORM											
STATION OPTIONS		Opportunities	Concerns										
A. PORTLAND AVENUE STATION	•	Larger contiguous site provides greater opportunity for placemaking through integration of signature amenity civic space, iconic architecture, and neighborhood identity.  Shorter, more direct connection to the casino/south of I-5 area.	<ul> <li>Station couched away, setback from the main street, self-contained, with limited visual profile, and less integrated into the surrounding blocks.</li> <li>Public space dispersed and limited in size.</li> <li>Run of the mill architecture, similar to Mt. Baker Station, will not differentiate this station from other LINK stations.</li> </ul>										
B. PORTLAND AVENUE SPAN STATION	•	Opportunity for a very eye catching and prominent design to celebrate light rail (akin to Angle Lake Station).  Larger public space, along with escalators/stairs, should bridge the space on both sides, allowing for events or public art.  A pedestrian bridge north-south across Sounder tracks would help broaden access on the eastern side of Portland Ave.  Opening up eastern side of Portland Ave. allows City to reinstate a regular street grid by splitting superblocks at more regular intervals (e.g. East M Street).	<ul> <li>No great opportunities for placemaking.</li> <li>Long, skinny site provides fewer opportunities for integrated development and iconic architecture with civic element.</li> <li>Little opportunity for integration of bridge to the casino/south of I-5 area.</li> </ul>										

### 5. Summary of Comments – Principle #4:

DESIGN PRINCIPLE		SOCIAL + CULTURAL IMPACTS						
STATION OPTIONS		Opportunities	Concerns					
A. PORTLAND AVENUE STATION	•	Greater opportunity for public art both on site and the pedestrian bridge connecting to the casino/south of I-5 area, with potential for a design concept that takes its cues from art at the casino.  Opportunity to serve as a small commercial center (satellite) for housing on Tribal property and areas south of I-5.  Could help with street level activation.	<ul> <li>Smaller station public space allows for less public art.</li> <li>Activation of one sides of Portland Avenue limits benefits.</li> <li>No culturally sensitive structures.</li> <li>Tribe has not given us input to what they want.</li> <li>Dome district station should activate Freighthouse Square area and help with art, etc.</li> </ul>					
B. PORTLAND AVENUE SPAN STATION	•	Opportunity for street level activation on Puyallup Ave. and both sides of Portland Ave. that enhances/allows impactful art and design, civic vitality, and community grow.	This is the industrial end of Puyallup Ave., with less likelihood for high quality connections to both the west and south.					

### 6. Summary of Comments – Principle #5:

DESIGN PRINCIPLE	СОМ	UNITY BENEFIT				
STATION OPTIONS	Opportunities	Concerns				
A. PORTLAND AVENUE STATION	<ul> <li>Opportunity to serve as a small commercial center (satellite) near housing south of I-5.</li> <li>Opportunity for programmed community events, local businesses, District vision and character (similar to the Capitol Hill station).</li> <li>Can help with affordable housing south on Portland Ave.</li> <li>ST can write requests for development proposal to ensure that community benefits are integrated.</li> </ul>	<ul> <li>Limited public space and station accessibility.</li> <li>Limited safe access to Eastern side of Portland Ave. reduces potential for redevelopment and support of local retail with residential redevelopment.</li> <li>If included, single use pedestrian bridges will pull activity off of the street.</li> <li>This station is outside of the Dome District, where there are more local retail and community activities (e.g., Farmers Market) that are easier to reach.</li> </ul>				
B. PORTLAND AVENUE SPAN STATION	<ul> <li>More abundant public space, better station accessibility and more prominent station allows for easier wayfinding and enhancement of district character.</li> <li>Safe access to Eastern side of Portland Ave. enhances potential for redevelopment and support of local retail with residential redevelopment.</li> <li>A safe street level crossing for Portland Ave. could promote development on either side.</li> <li>Can help with affordable housing south on Portland Ave.</li> </ul>	<ul> <li>Narrow footprint and lack of integrated development opportunities make it harder to provide community benefit. More dependent on developers doing the right thing out of their own volition.</li> <li>If included, single use pedestrian bridges will pull activity off of the street.</li> <li>This station is outside of the Dome District, where there are more local retail and community activities (e.g., Farmers Market) that are easier to reach.</li> </ul>				

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### **Tentative TODAG Meeting Scheduling**

June 18, 2021

	Aug-20	Sep-20	Oct-20	Nov-20	Dec-20	Jan-21	Feb-21	Mar-21	Apr-21	May-21	Jun-21	Jul-21	Aug-21	Sep-21
<b>Project Schedules</b>														
Sound Transit – TDLE	Station Access Outreach Station Access Feedback												(DEIS issued	in 2022)
Pierce Transit – Pacific Ave. BRT	60% Design Outreach					SEPA Dete	ermination	90% Desig	n Outreach					
Tacoma – Puyallup Ave. Redesign		-	Outreach view	reach Grant Review (internal)			Concept Alternative Development			Design Phase Begins				
TODAG Meetings														
TDLE	TDLE – Update		TDLE – Station Access; Open House thru 10/28	TDLE – Portland Ave. Station Multi- jurisdictional Discussion	TDLE – Portland Avenue Station Debrief	TDLE – Portland Avenue Station Discussion	Sound Transit Program Realignment;  TDLE – Portland Avenue Station Discussion	TDLE – Portland Avenue Station Discussion	Letter on Sound Transit Program Realignment;  TDLE — Portland Avenue Station Discussion	TDLE – Portland Avenue Station Discussion	TODAG Progress Report No. 2 (Draft) – Portland Avenue Station Evaluation	TODAG Progress Report No. 2 (Final) – Portland Avenue Station Evaluation		
BRT	BRT – Intro			BRT – Open House 12/10	BRT – Update									
Puyallup Ave.		Puyallup – Intro	Puyallup – Check-in	Puyallup – Check-in	Puyallup – Grant Acceptance	Puyallup – Grant Acceptance Letter of Recommendation							Puyallup – Check-in	
TOD Roundtable						1/25 ECONOMIC DEVELOPMENT/ FINANCE / DEVELOPER	2/22 REGIONAL / COMPREHENSIVE PLAN POLICY	3/15 URBAN DESIGN / PLACEMAKING	4/19 FRAMEWORK FOR WHITEPAPER/ TOOL KIT	5/17 DRAFT WHITEPAPER	6/21 FINAL WHITEPAPER			
Other		Dome District Parking and Access	ULI TAP – Review Report								Quiet Zone Update			