

CUSHMAN AND ADAMS SUBSTATIONS PROJECT

Background and Existing
Conditions Report

FEBRUARY 2024



Table of Contents

History and Background	2
Description of the Sites and Surrounding Context.....	4
Existing Zoning	7
Demographics.....	9
Transportation	16
Condition Assessment of the Buildings	19
Market Analysis	39
Adaptive Reuse Precedent Projects/Case Studies	56
Potential Redevelopment Considerations	60
Summary of Preliminary Analysis.....	64

Appendices

- 2017 City Council Resolution 39741, Adding the Cushman Substation and Adams Street Substation to the Tacoma Register of Historic Places Nomination Form
- 2017 Tacoma Register of Historic Places Nomination Form
- 2018 City Council and TPU Board Memorandum of Understanding (Updated in 2024)
- 2018 Resolution No. 40429—A Resolution Amending the Policy for the Sale/Disposition of City-Owned General Government Real Property to Better Align with Current City Goals to Increase Prioritization for Affordable Housing and Equity
- 2020 Tacoma Public Utilities Surplus Real Property Disposition Policy 121
- 2024 Cushman Adams Substations Feedback Summary Report
- 2024 Cushman-Adams Future Use Study Community Engagement Plan

History and Background

The Cushman and Adams substations were built in the mid-1920s to bring electricity from the Cushman Dam to Tacoma. For many years, the substations served as active parts of the electrical system. The substations operated to distribute hydroelectric-generated power by Cushman No. 1 Dam, which was one of the first major dams in the Pacific Northwest. It was symbolically activated in 1926 when President Calvin Coolidge pressed a button in the White House during a ceremony to energize the project. Just downstream, the Cushman No. 2 Dam was completed in 1930, and formed the 150-acre Lake Kokanee.

The hydroelectric energy moves from the Cushman Hydro Project to Tacoma on a 40-mile-long transmission line. Stretching the line across the Tacoma Narrows in 1926 was a notable engineering achievement at the time. It spans more than a mile and a quarter between towers in Tacoma and Gig Harbor. The original all-steel conductors were replaced with steel reinforced aluminum conductors in 2007.

For many years, the substations served as active parts of the electric system, but in recent decades the substations were taken out of active operation related to power distribution. In 2009, Tacoma Public Utilities (TPU) declared the Adams substation as surplus to utility needs. At this time, Tacoma Public Utilities is still actively using the Cushman building and has plans to vacate and surplus the building by 2027, following construction of a replacement facility located elsewhere. TPU continues to utilize and maintain the structures and site.

On Jan. 12, 2009, Tacoma Power, the Skokomish Tribal Nation, and state and federal agencies signed a settlement agreement that resolved a \$5.8 billion damages claim and long-standing disputes over the terms of an extended license for the Cushman Hydroelectric Project. The agreement included provisions for improving water flow and water quality, flood reduction, and improving fish passage and fish and wildlife habitat. More information is available [here](#).

While the Cushman Substation building was placed on the National Register of Historic Places in 2014, the Tacoma City Council placed both the Cushman and Adams Substations on the Tacoma Register of Historic Places in 2017 through the adoption of Resolution 39741. The City of Tacoma designation includes the exteriors of both buildings and the sites surrounding them. Refer to the Tacoma Register of Historic Places nomination form, an appendix to this report.

In July 2018, a Memorandum of Understanding (MOU) signed by the City of Tacoma's General Government and TPU directed the City of Tacoma's General Government and Tacoma Public Utilities (TPU) to work collaboratively to engage the community to gather input on future redevelopment options for these historic properties. The 2018 MOU, which was recently updated in 2024, and is provided as an appendix to this report

The MOU initiated the Cushman-Adams Future Use Study process in 2019, which was placed on pause in 2020 due to impacts resulting from the pandemic. The study process restarted in 2022-2023, and related public engagement efforts are restarting in 2024 to collect input on possible redevelopment options. Public engagement efforts will collect input on the vision and possible future

redevelopment options for the Cushman and Adams sites and buildings. Refer to the Cushman-Adams Future Use Study Community Engagement Plan, an appendix to this report.

The MOU designated that the General Government would lead, with TPU support, an engagement effort to ensure broad community involvement and input regarding future reuse of the properties. TPU is continuing its work to identify alternatives for the equipment repair and storage currently taking place at Cushman Substation. TPU has also been working to identify environmental clean-up needs. The facility replacement and clean-up initiatives are ongoing and will be executed according to the terms of the MOU and informed by any future adaptive reuse plan(s) for the properties approved by the Tacoma Public Utility Board and Tacoma City Council.

The MOU established a goal that the operational replacement of storage facilities would be supported by completion of an environmental assessment. The City of Tacoma and TPU agreed to allocate financial and operational responsibility for cleanup once the environmental assessment was completed. The MOU also instructed the City and TPU to get an independent appraisal to determine the fair market value of the properties upon the conclusion of the environmental assessment.

City of Tacoma and TPU staff have been laying the groundwork for the public engagement effort to support analysis of future reuse options for the substation sites and have coordinated with the North End Neighborhood Council and Friends of Cushman with various engagement efforts to date. On September 22, 2018, the Neighborhood Council hosted a well-attended public event titled “Discover Cushman!” and gathered initial input from the public regarding potential future use alternatives. Feedback gathered is summarized in the Cushman and Adams Substations Feedback Summary Report, which is an appendix to this report.

In 2019, City of Tacoma and TPU began the Future Use Study with the main purpose of producing a comprehensive report that will evaluate future use options for the substations sites and gather public input on these options. In addition to a broad and inclusive community and stakeholder engagement process, the Future Use Study will evaluate the facilities for compliance with citywide and neighborhood priorities.

In 2019, staff gave a presentation to the TPU Board about the adaptive reuse project that included a guiding framework for decision-making as follows:

- Transparent, open public process
- Timely and feasible reuse
- Equity and access to opportunity
- Historic significance
- Neighborhood enhancement
- Public space and amenities
- Affordable housing

As mentioned above, during the 2020-2022 COVID-19 pandemic, the Future Use Study was paused based on policymaker feedback. Due to the need for intensive community engagement, the City directed the project team to wait until such engagement could include in-person activities. In the fall of 2022, the City began the Proctor Neighborhood Plan, which was adopted in February of 2024. Input gathered relevant to the future use of the Cushman and Adams substation sites will be considered as part of the Future Use Study. The Future Use Study will proceed with ongoing technical analysis and its own specific community engagement process in mid-2024, concurrent with engagement efforts.

This document provides analysis of existing conditions related to the two Cushman and Adams substation sites and the buildings. Condition assessments of the two buildings and considerations related to historic designations also are presented. A market analysis is included, along with precedent studies (case studies) of similar types of reuse projects and their outcomes.

Later in 2024, the technical team will further assess potential future use options considering the analysis and recommendations related to historic designations, site environmental conditions, and architectural suitability studied in this report, and based on public input gathered as part of ongoing community engagement activities.

Given the history of the buildings and sites, gathering public input about future use options at the Cushman and Adams substation sites from throughout the City of Tacoma, Native American tribal governments, and other key voices will be important.



Historic photograph of the Cushman substation site

Source: Tacoma Public Utilities



Present-day photograph of the Cushman substation site

Source: Brian Rich, Richaven Architecture & Preservation

Description of the Sites and Surrounding Context

The Cushman and Adams substations are in the North End Neighborhood of Tacoma, between N. 19th Street and N. 21st Street and on the west and east sides of N. Adams Street. There are two buildings that exist—the Adams substation, west of Adams Street, and the larger Cushman substation, east of Adams Street. The Cushman and Adams sites are located in the North End neighborhood of Tacoma, approximately a half mile south of the Proctor neighborhood and four blocks northwest from the University of Puget Sound.

The Cushman parcel is 83,200 square feet (1.91 acres). The Cushman substation has a building footprint of 10,032 square feet. The Adams parcel is 20,400 square feet (0.47 acres) and the Adams substation has a building footprint of 1,440 square feet. Both sites are owned by the City of Tacoma, a municipal corporation, and under management by Tacoma Power, a division of the Tacoma Public Utilities (TPU) Department. Neighborhood shops, restaurants, grocery, pharmacy, and other services are available a few blocks to the north in the Proctor District.

The location of the substation sites and surrounding context are shown in Figures 1 through 3.



Figure 1—Local Area Map



Figure 2—Location of Substation Sites



Figure 3—Bird’s Eye Aerial View of Substation Sites

Existing Zoning

Zoning of Substation Sites

The Cushman site, Adams site, and surrounding parcels are zoned R-2 (Single Family Dwelling). The standard lot size for R-2 properties is 5,000 square feet.

With potential changes in land use, such as for mixed use, commercial, and multi-family, the sites would need to go through a discretionary land use permit process (a rezone, Conditional Use Permit or Development Regulatory Agreement). The nearby Proctor District has multiple zoning categories, including NCX, Neighborhood Commercial Mixed-Use District, which allows for mixed use, multifamily, and commercial development; RCX, Residential Commercial Mixed-Use District; and URX, Urban Residential Mixed-Use District. A Conditional Use Permit could allow a limited range of multifamily and non-residential uses. A Development Regulatory Agreement could also allow flexibility regarding permitted uses and development standards.

[Home in Tacoma](#), Phase 1 policy guidance, adopted in 2021, related to the City’s housing growth strategy, changed the zoning for the Cushman parcel to a mix of “Low-Scale Residential” (see yellow portion of the map in Figure 4—Map of Proposed *Home in Tacoma* Zoning) and “Mid-Scale Residential” (see mauve color portion of the map in Figure 4). The Adams parcel is designated “Mid-Scale Residential.” According to the *Home in Tacoma* adopted Comprehensive Plan policies, Low-Scale Residential could include a range of middle housing types including houses, duplexes, triplexes, townhouses, cottage housing and in some circumstances small multifamily housing. The Mid-Scale Residential designation would allow for the same housing types, as well as fourplexes and multifamily.

In 2023, the Washington State Legislature adopted statewide mandates related to residential zoning (including House Bill 1110, the “middle housing” bill). Both the Phase 1 policies and the state’s legislative direction are now being integrated into proposed zoning and standards through the Home In Tacoma Phase 2 process. Neither the Low-scale nor the Mid-scale designations allow development to incorporate large scale retail space, office space, or other non-residential uses. However, Home In Tacoma and other policies do support limited, neighborhood-serving non-residential as a component of primarily residential development, and use of historic properties for a range of specified non-residential uses continues could be proposed as a Conditional Use.

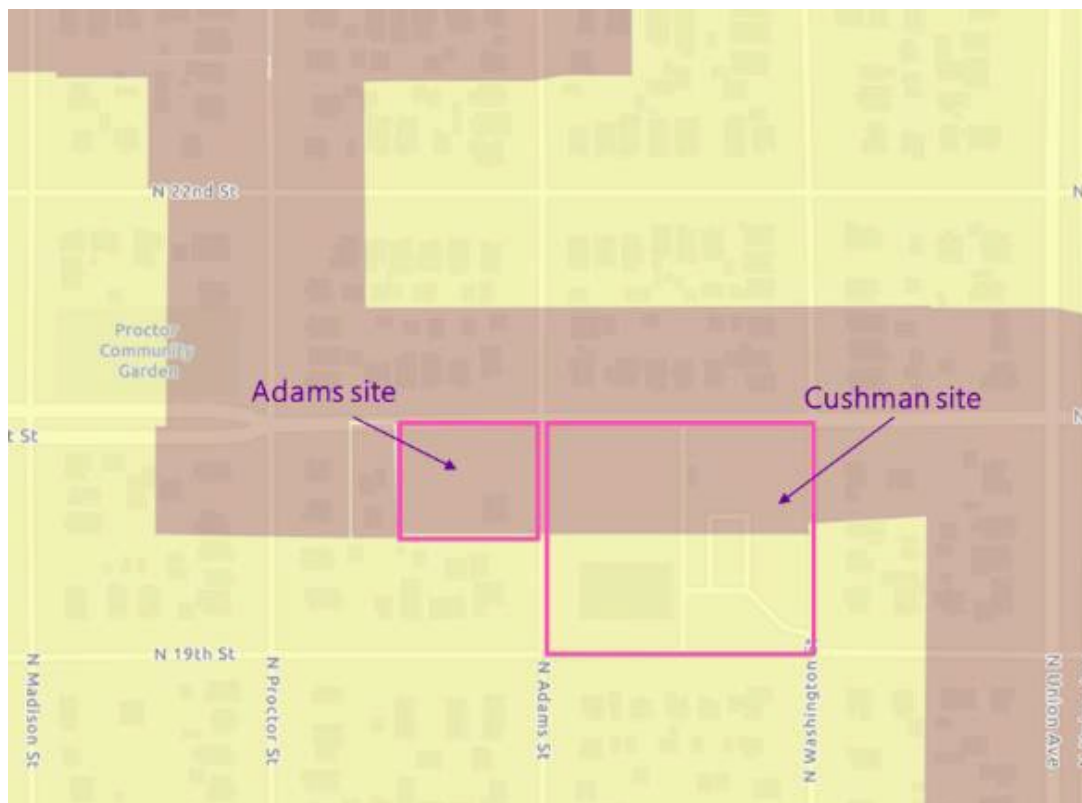


Figure 4—Map of Home in Tacoma Low-scale and Mid-scale Residential Land Use Designations
Source: City of Tacoma – City Council Housing Growth Strategy.

Home In Tacoma Phase 2, which is further refining the adopted Phase 1 map shown above, is now underway and will develop zoning, standards, and other actions to implement both the Home In Tacoma Phase 2 policies and the state’s legislative direction. While not yet adopted by the City Council, key components of the Home In Tacoma Phase 2 package have been prepared for public review and comment. Specifically, the Mid-scale Residential portion of the sites will likely be zoned Urban Residential 3 (UR-3), allowing 8 to 12 dwellings per typical (6000 square foot) site, and the Low-scale portion of the site will be zoned Urban Residential 2 (UR-2) allowing 6 to 10 dwellings per typical site. Both will allow a range of housing types including houseplexes, backyard buildings, cottages, rowhouses and multiplexes and will also allow an expanded list of non-residential uses. The Home In Tacoma Phase 2 package is currently scheduled to be adopted in the third quarter of 2024.

Should a reuse option be selected that is not consistent with the applicable zoning rules, several options exist to propose changes. These include an application to rezone the site to a different zoning district or a Development Regulatory Agreement, both of which would be subject to City Council approval. Another option would be a Conditional Use Permit for adaptive use of historically designated sites, which may be required anyway related to the change in use for the historic structure.

Options for reuse may explore flexible uses for the public streets in proximity to the Cushman and Adams sites, including the segment of N. Adams Street between N. 21st Street and N. 19th Street. The potential for this street segment to be vacated will be explored as part of assessing potential configurations for redevelopment. If street vacation were ultimately needed, the applicant would be required to follow the City of Tacoma street vacation requirements applicable through Tacoma Municipal Code 9.22. The petition to vacate right-of-way and related requirements can be accessed [here](#).

Proctor District Neighborhood Center Zoning

The Cushman and Adams substation sites are located about one half mile south of the Proctor mixed use district and four blocks northwest of the University of Puget Sound. While the Cushman and Adams parcels are zoned to accommodate housing rather than mixed use development, it would not be out of character for the neighborhood if commercial development were to be allowed on these sites, particularly along N. 21st Street.

A portion of the Proctor district, just north of the Cushman and Adams sites, is zoned NCX: Neighborhood Commercial Mixed Use (see Figure 5). The [NCX zone](#) includes the following building standards:

- Minimum lot area: 0 square feet
- Maximum height of structures: 45 feet (65 feet in the Stadium Mixed-Use Center)
- Maximum business occupancy (GFA): 30,000 square feet (45,000 square feet for full-service grocery stores)
- Minimum density: 30 units per acre (40 on designated streets)
- The City provides a 5- to 20-foot height bonus for meeting criteria related to pedestrian-oriented environments, transit-oriented development, sustainability, and quality of life

Proctor Neighborhood Plan

The City of Tacoma recently completed the [Proctor Neighborhood Plan](#). Appendix E to the Proctor Neighborhood Plan provides the “Cushman Adams Substations Feedback Summary Report,” which summarizes feedback related to this process. It is also included as an appendix in this report.

Demographics

The study team completed an analysis of demographics and related data as part of the early stages of work on the Future Use Study in 2019 through 2023. Some data sources below date back to 2019, while others are dated as recently as 2023. When the full study document is completed in 2025, all referenced data will be updated to the most recent sources available at that time.

Household incomes are higher, and the residents are younger in the area surrounding the Cushman and Adams sites (North End Neighborhood and Proctor District) than the incomes and ages of the City as a whole. The area also includes a higher number of families with children under 18.

The 2022 median household income for Census Tract 607, where in which the Cushman and Adams sites are located was \$118,596. In Census Tract 605, where the Proctor District is located immediately to the north, the 2022 median household income was \$163,935. The 2022 citywide median household income was \$80,784. In terms of education levels, approximately 79.8 percent of residents in Census Tract 607, located in close proximity to the University of Puget Sound, have a bachelor’s degree or higher.

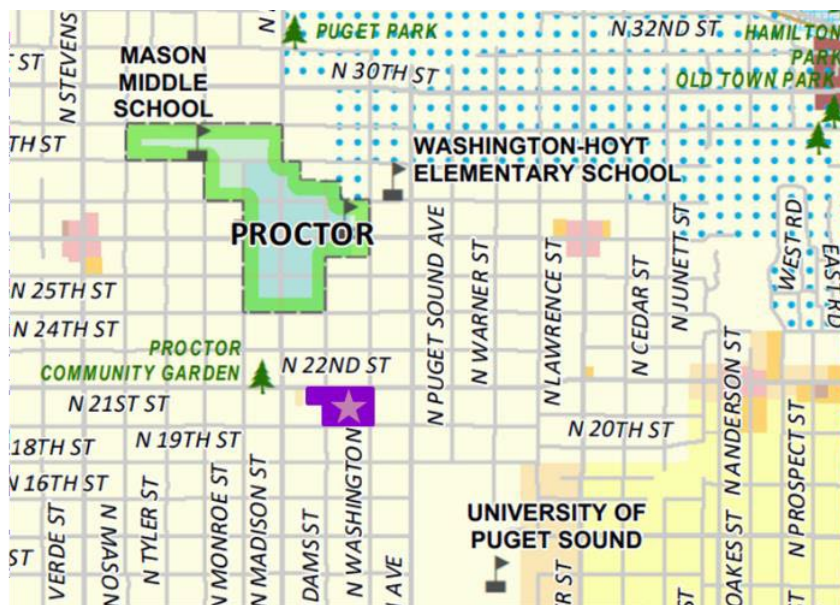


Figure 5—Proctor District Zoning

Source: City of Tacoma

Due to the site’s proximity to the University of Puget Sound and the high number of households in the area with children under 18, the immediate area around the substation sites has a relatively young population, with a median age of 25. Within a one-mile radius, the median age is 38.9. 11.3 percent of residents in this census tract and 13.2 percent of residents within a one-mile radius are between the ages of 25 and 34. In this census tract, 55.32 percent of non-related households have one person, while 20.57 percent have two people.

In addition, the Cushman and Adams substations are located in a census tract with a high percentage of white, non-Hispanic residents, which also is characteristic of the surrounding North End Neighborhood area. 83.09 percent of the Census tract and 86.8 percent of the population within a one-mile radius is white, non-Hispanic. Within five miles of the Cushman site, 70.3 percent of the population is white, non-Hispanic.

Figures 6 through 12 provide depictions of demographic conditions surrounding the substation sites.

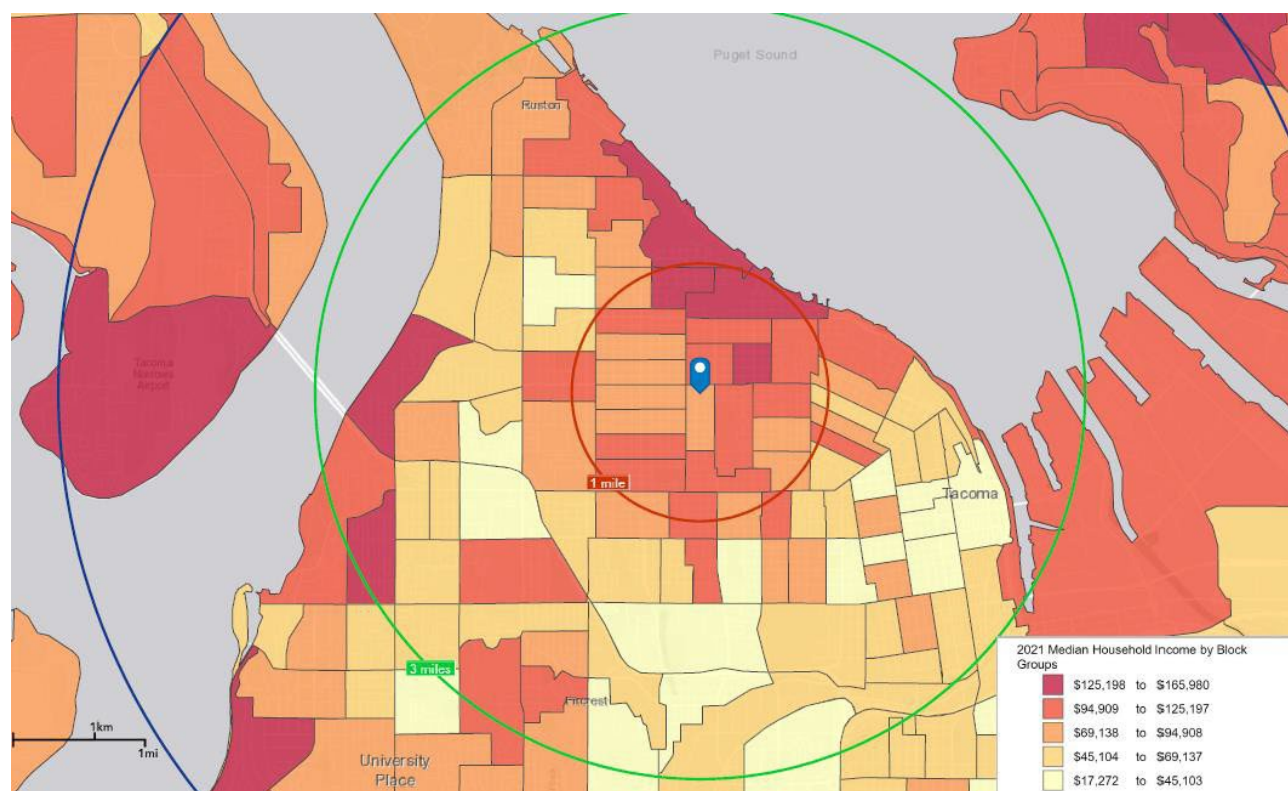


Figure 6—Median Household Income

Source: ESRI Business Analyst Online, based on US Census.

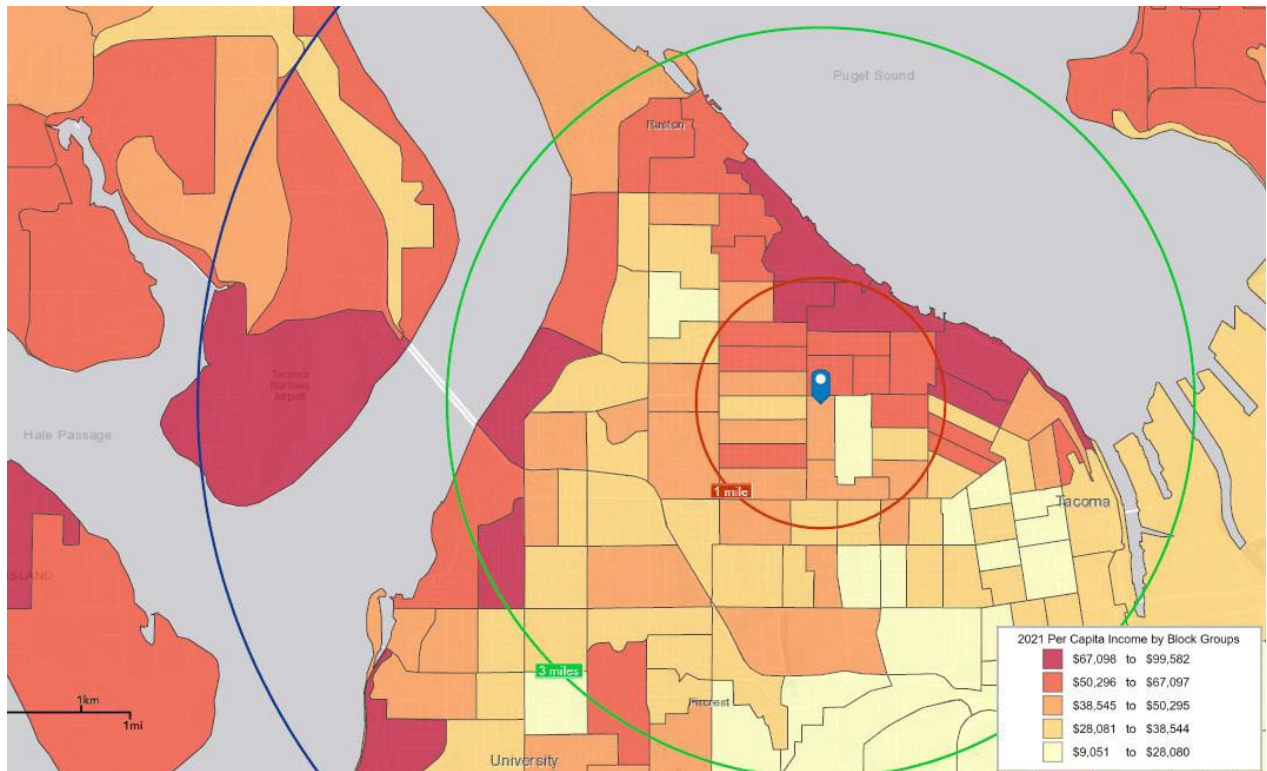


Figure 7—Median Per Capita Income

Source: ESRI Business Analyst Online, based on US Census.

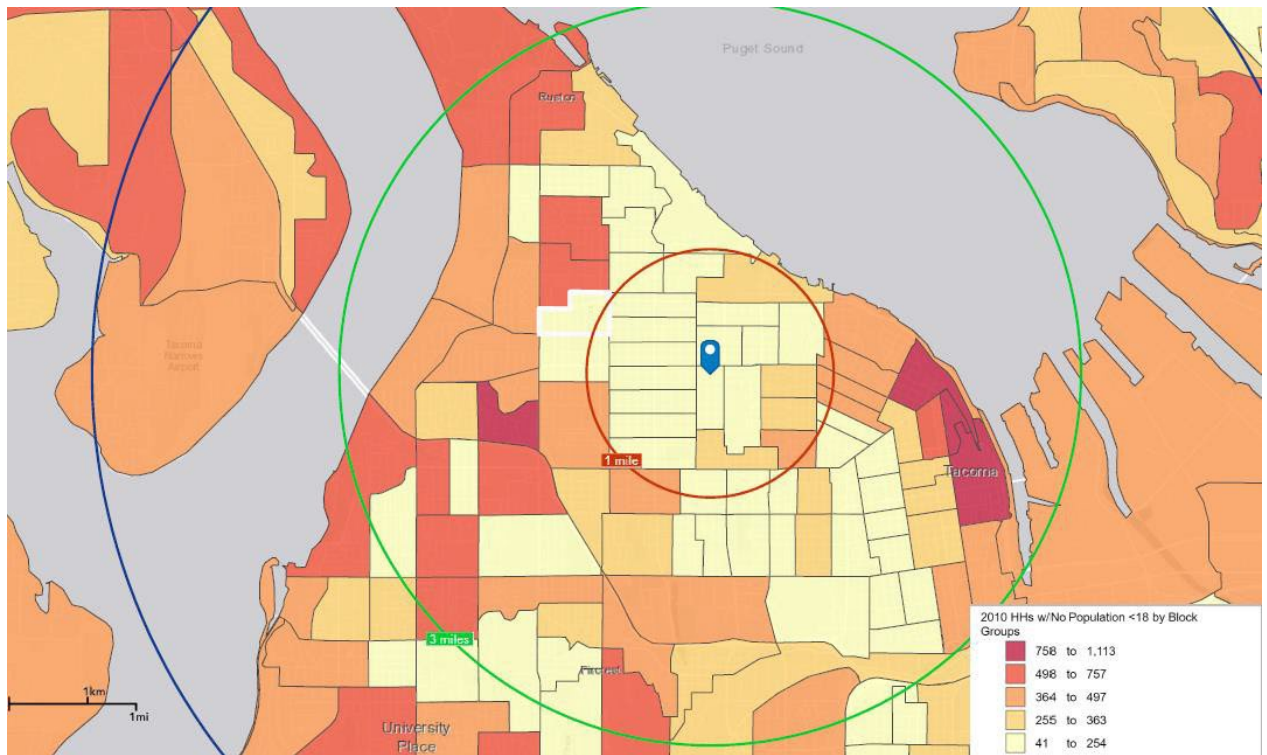


Figure 8—Number of Households without Children

Source: ESRI Business Analyst Online/US Census, Leland Consulting Group.

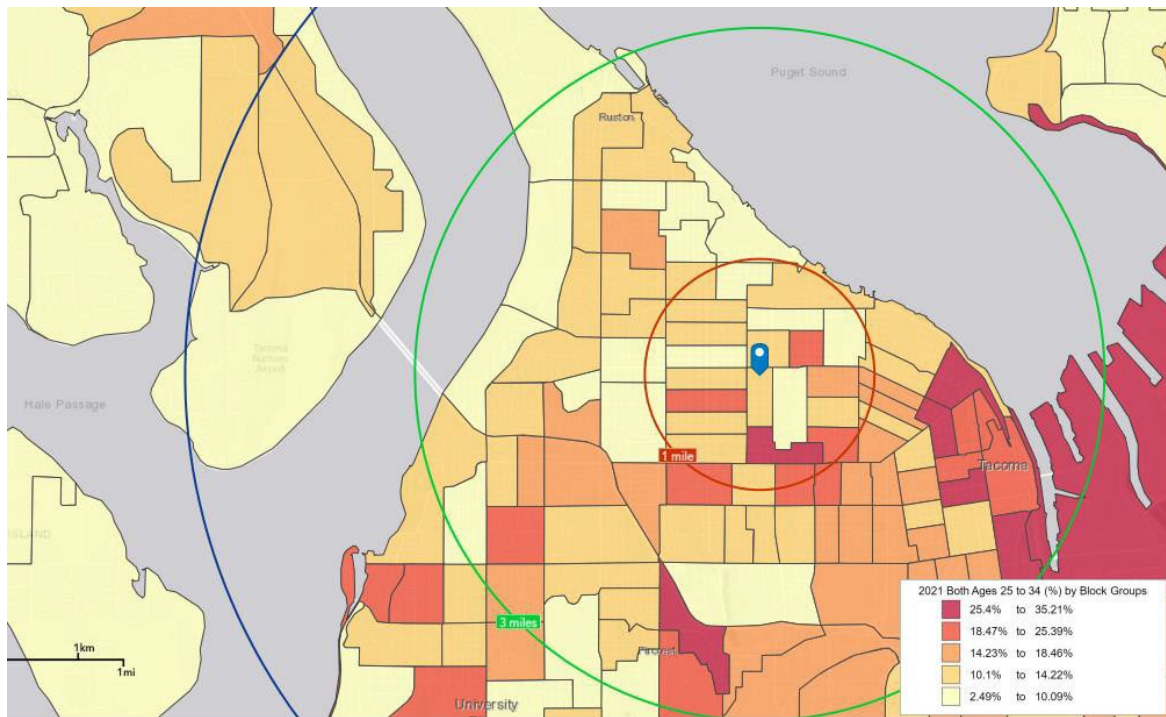


Figure 9—Percentage of Residents between the Ages of 24 and 34
 Source: ESRI Business Analyst Online/US Census, Leland Consulting Group.

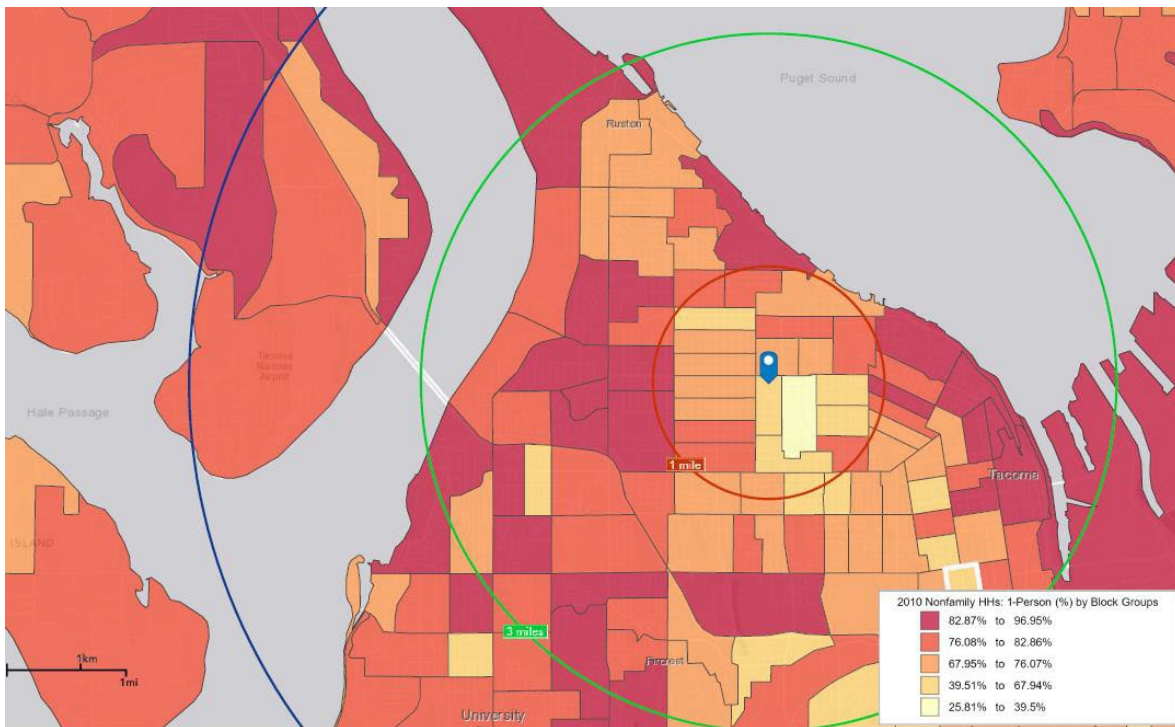


Figure 10—Percentage of One Person Households
 Source: ESRI Business Analyst Online/US Census, Leland Consulting Group.

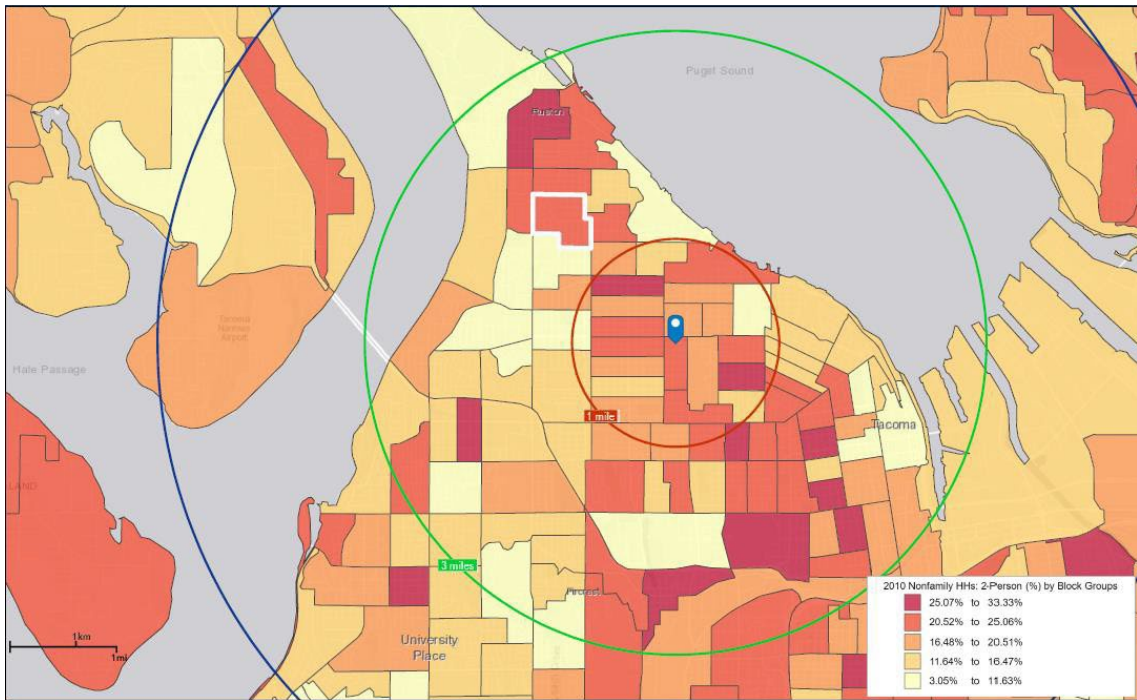


Figure 11—Percentage of Two Person Households

Source: ESRI Business Analyst Online/US Census, Leland Consulting Group.

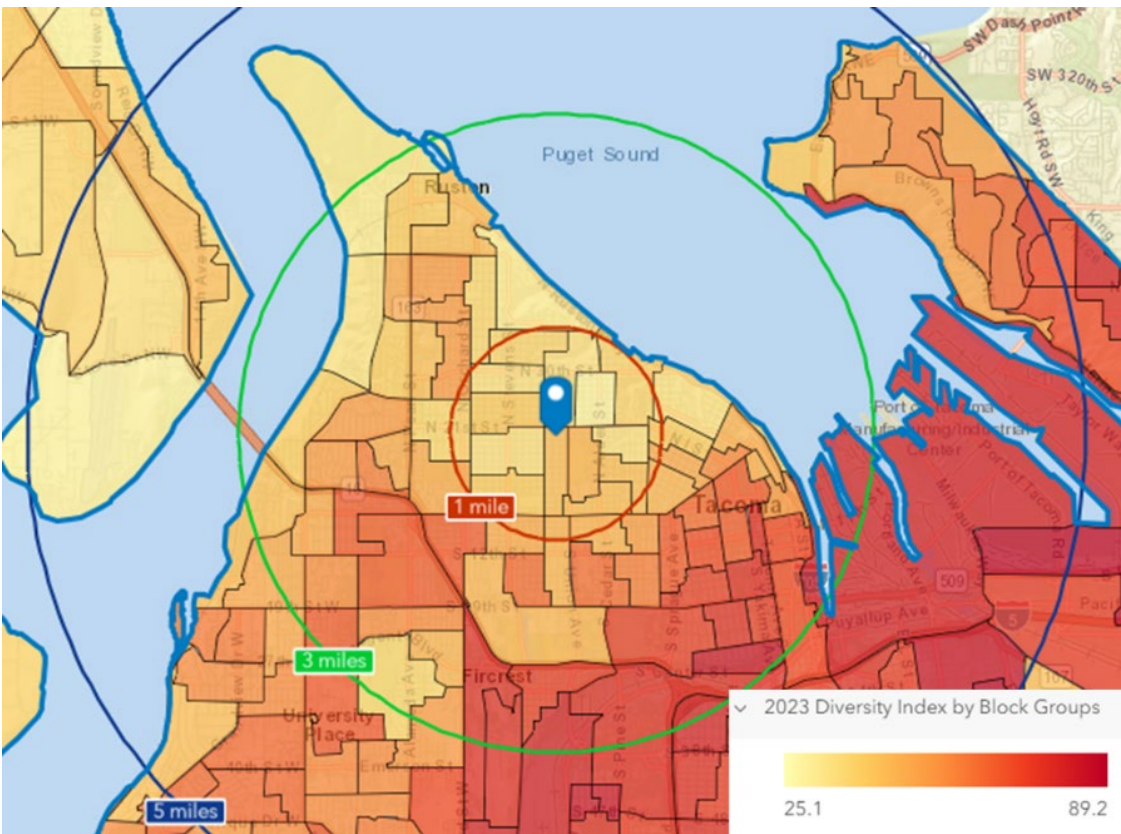


Figure 12a—ESRI Diversity Index by Census Block Group (2023)

Source: ESRI Business Analyst Online/US Census, Leland Consulting Group.

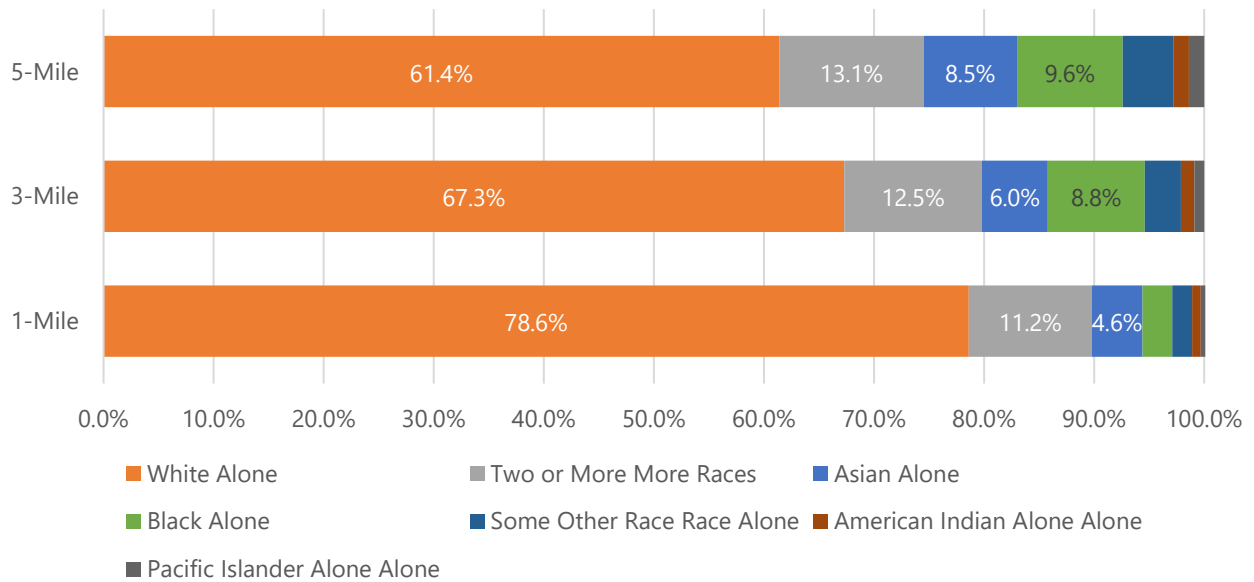


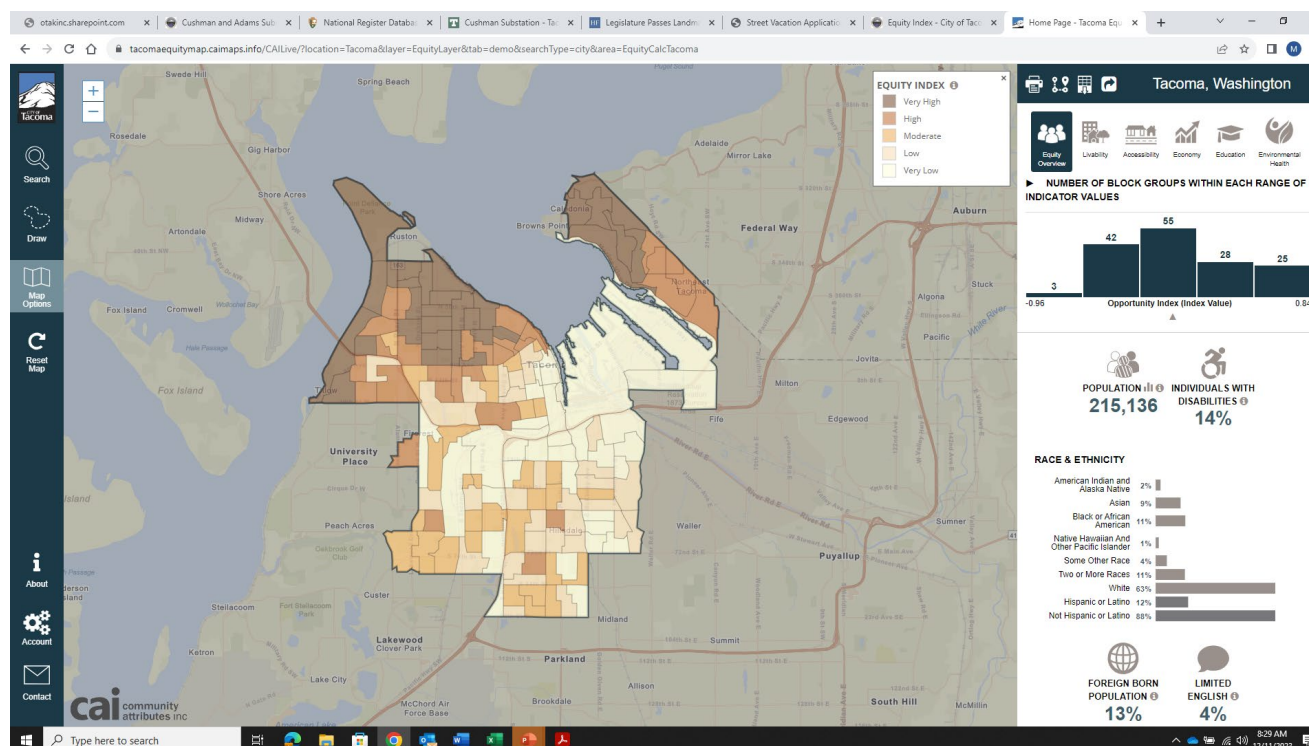
Figure 12b—Population by Race within 1, 3, and 5 Miles of the Cushman Substation, 2023
 Source: ESRI Business Analyst Online/US Census.

	1-Mile	3-Mile	5-Mile
Total Population	19,778	104,984	213,949
White Alone	78.6%	67.3%	61.4%
Black Alone	2.7%	8.8%	9.6%
American Indian Alone Alone	0.8%	1.2%	1.4%
Asian Alone	4.6%	6.0%	8.5%
Pacific Islander Alone Alone	0.4%	0.9%	1.4%
Some Other Race Race Alone	1.8%	3.3%	4.6%
Two or More More Races	11.2%	12.5%	13.1%
Hispanic Origin	6.9%	9.6%	11.4%

The demographic composition of this area and the surrounding North End can be linked to the impacts of the historical practice of redlining. Redlining is the practice of denying or limiting financial services to certain neighborhoods based on racial or ethnic composition without regard to the residents’ qualifications or creditworthiness. As an original member of the national real estate board, Tacoma was particularly active in the practice of redlining, and the impact is still being felt in neighborhoods today. In five out of the eight areas in Tacoma that received a fourth-grade red rating, the presence of African Americans was specifically named as the reason the area received little or no financial investment in Tacoma. While the property itself and the length of the transmission lines along N. 21st Street to the west of the property also received a red rating, it was due to the potential danger of the transmission lines themselves. Despite this historical rating on the map, this area has benefited from investment and has not seen the kinds of detrimental impacts of redlining that other areas of the City have seen.

The City of Tacoma has developed an Equity Index as a data-driven tool that shows how projects, policies, programs, and services can have the largest impact on addressing inequity and where investment can provide the biggest improvement in factors that impact life outcomes. The City uses the Equity Index to identify, track, and close disparities and to prioritize investments based on where and who has access to opportunity—such as the opportunity to safely walk to school, earn a living wage job, access healthy food, and have safe and healthy environmental interactions. There are 32 indicators used to assess community strengths and disparities and to help identify how the City can invest to increase resources and interrupt inequity. As shown in the figure below, the Equity Index shows very high potential for access to opportunity in the area around the Cushman and Adams substations.

The Equity Index may be accessed [here](#):



Screenshot of Tacoma’s Equity Index

Source: City of Tacoma

Multimodal Transportation

The Cushman and Adams substation sites are located on two blocks in the North End Neighborhood of Tacoma, which has a well-connected transportation grid that serves all modes of transportation. The area is very walkable, with a Walk Score of 75—meaning most errands can be accomplished on foot, although there are some segments of sidewalk in a state of disrepair along the surrounding streets. The area is also generally bikeable, although specific bicycling facilities are limited.

While the area is generally walkable, there are issues related to accessibility. Some sidewalks are in need of repairs to be fully accessible in compliance with Americans with Disabilities Act (ADA)

requirements. Crossing improvements such as ramps, markings, and electronic devices are needed in some locations to support people who have mobility challenges and sensory impairments, including those who use wheelchairs, walkers, canes, or other devices.

Transit services are available via the 11 Pierce Transit bus line in Tacoma, with a bus stop located one block west of the Adams site, at N 21st Street and N Proctor Street. The 11 bus connects the area with Point Ruston, Downtown Tacoma, and the 10th Street Commerce Transit Center. There is also a 13 bus stop just north of the site at N 24th Street and N Proctor Street. The 13 connects the Proctor neighborhood with Downtown Tacoma. Figures 13 and 14 depict these transit lines. Pierce Transit recently discontinued Route 13 and replaced it with local “runner” services.

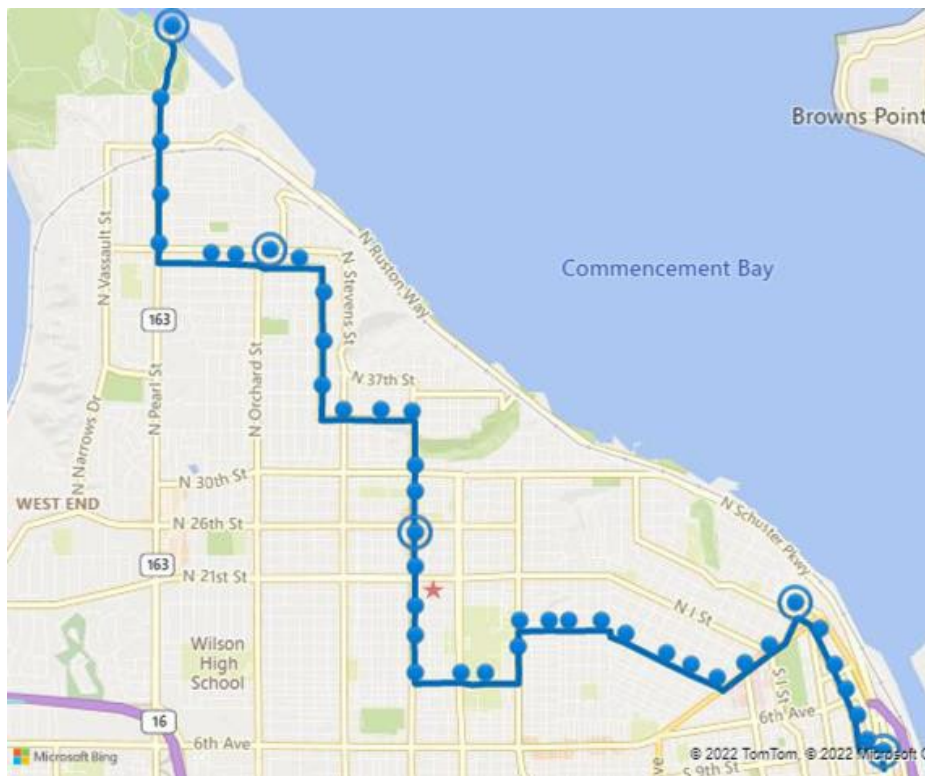


Figure 13—Pierce Transit Number 11 Bus Route.

Source: Pierce Transit.

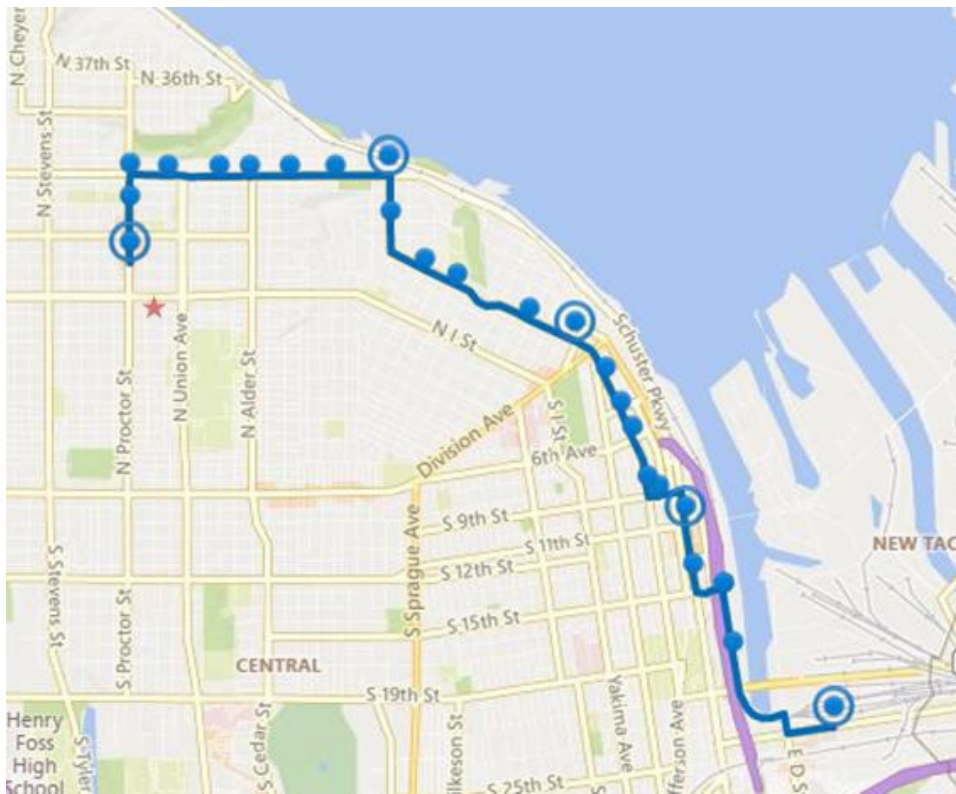


Figure 14— Pierce Transit Number 13 Bus Route (which will be transitioning to runner service)
 Source: Pierce Transit.

Traffic Volumes

There are two traffic counters on N 21st Street near the Cushman and Adams sites that track weekday average traffic counts:

- Between Stevens Street and Mason Avenue
 - Eastbound: 5,411 trips per day
 - Westbound: 6,064 trips per day
- Between N Puget Sound Avenue and Warner Street
 - Eastbound: 6,175 trips per day
 - Westbound: 6,158 trips per day

This portion of N 21st Street has a significantly higher traffic volume than N 26th Street and N Washington Street in the Proctor neighborhood, which sees 2,802 eastbound and 3,128 westbound vehicles on average each day. N 21st Street is shown as an arterial in the online GIS street mapping that the City publishes, and the corridor serves as a heavily used connection between the North End Neighborhood and Downtown Tacoma.

Condition Assessment of the Buildings

Introduction

Richaven Architecture & Preservation completed a condition assessment of the buildings, through in-person observations, as well as review of plans, documents, and digital imagery. As determined through consultation with TPU (the department responsible for management and use of the properties and buildings), research was conducted about the building and past maintenance and improvement projects through files obtained from Pierce County Public Records, City of Tacoma Register of Historic Places, and architectural drawings from the Cushman Power Project.

Summary of Findings

Given the age of the buildings, the Cushman and Adams substations are generally in fair condition. Critical issues observed include significant and ongoing damage to the concrete surfaces, spalling, and cracking. Soiling and water intrusion occur at the parapets. Soiling of the concrete exterior occurs due to corrosion on the steel windows. Corroded window frames and sashes exist on all elevations of the building. Additional important issues include sealant failure at penetrations and features. Note that the observations are limited to what was observable from the street level and what could be reached from the adjacent sidewalk. The upper portions of the exterior walls were not able to be accessed.

Summary of Deficiencies

A summary of the average condition of each building system observed at the Cushman and Adams substations is provided on the following pages. The deficiency summaries shown are an average of the conditions across the entire building. In all systems, there are instances of more and less severe conditions. Richaven recommends addressing building systems with an average score of 3 or higher and certain specific deficiencies in lower scored systems.

Recommendations

As a result of the limited access to the building surfaces noted above, it is recommended that a complete assessment of the building providing access to all exterior wall surfaces be completed. In addition, immediate attention to masonry elements is recommended due to the potential for life safety impacts should one of the elements come loose. It is also recommended that attention to exterior envelope issues be addressed as soon as possible to prevent further deterioration of the building. It also is recommended to complete further research on the history of capital improvements to the building in building department archives and elsewhere. Such an understanding is important to knowing what had previously been completed and anticipating potential problems with treatments to be implemented in the future.

On-Site Assessment Methodology

The objective of the walk-through survey was to observe, visually, the properties and buildings so as to obtain information on material systems and components for the purposes of providing a brief

description, identifying physical deficiencies to the extent that they are easily visible and readily accessible. The buildings were visually examined and photographed, accessing as many spaces as possible without interior observation or destructive investigation. Photos were taken with a digital SLR camera. Additional agencies, persons, or authorities having jurisdiction were not interviewed for this assessment. Testing of materials and diagnostic non-destructive testing techniques were not conducted.

Building Condition Documentation, Methodology, and Summary

The major concerns are indicated on the following pages and discussed in the detailed discussion for each building. To identify deficiencies, in-person observations and digital images were examined to identify deficiencies, evaluate the severity of the observed deficiencies, and identify areas where further investigation is recommended. The owner-provided floor plan drawings were annotated to reflect the current configuration of the building (as needed) and were marked up to indicate specific deficiencies.

As part of the building condition summary, critical life safety issues were observed in some areas of the building. Exterior building components and systems that were observed for each building and given an average rating.

Building Elevations

Building elevations used in this condition assessment are owner-provided drawings from a prior capital project. The veracity and accuracy of the drawings has not been confirmed and may be incomplete and incorrect in some locations. The drawings are, however, generally sufficient to document the location of building deficiencies. The recommendations section of this report includes a recommendation that accurate as-built drawings be completed of the buildings to accurately locate deteriorated building enclosure components. Shapes and colors used on the marked up drawings are explained on legends on each sheet of the drawings.

Detailed Deficiency Photos

Detailed photos of selected exterior and/or interior deficiencies were taken to document examples of building deficiencies. Included in the report are selected photos that are representative of the deficiencies observed. Detailed deficiency photos for the exterior are labeled to indicate which elevation, section of elevation, and deficiency observed.

Limitations and Exceptions

The following statements outline our observations and opinions in relation to the condition of the property as reasonably accessed. This report relates only to that which was readily viewable. No warranty of opinion is made on that which was not readily observed. The observers did not enter or inspect areas where safe, unobstructed, and legal access was not available. The extent of accessible areas, as defined by the presence of what is safe and reasonable was determined by the observers, based on the conditions encountered at the time of the site visit. This report is limited to a visual observation which only covered the readily accessible areas of the exterior of each building and

site that safe and reasonable access was permitted at the time of site visits. Limited interior observations may be noted to confirm observations from the exterior of the building, but a detailed assessment of interior conditions was not completed.

The observations and opinions contained in this report are to assist the user of the report in developing a general understanding of the physical condition of the subject buildings. It is not the intent of this assessment to prepare or provide exact costs, exact quantities, or identify the exact locations of items or systems as a basis for preparing cost estimates.

This condition assessment was designed to reduce, but not eliminate the uncertainty regarding the potential for component or system failure, within reasonable limits of time and cost, and no warranty is implied. This assessment does not constitute a regulatory or code compliance audit of the building systems that may be present at the subject buildings. Testing, measuring, or preparing calculations for any system or component to determine adequacy, capacity, or compliance with any standard is not included in this scope of work.

Richaven Architecture & Preservation has no ongoing obligation to obtain and include information that was not reasonably ascertainable, practically reviewable, or provided to Richaven in a reasonable time frame to formulate an opinion and complete the assessment by the agreed upon due date.

Any fungi or mold reference included in this report does not constitute a professional mold inspection and is not based upon any sampling, testing, and/or abatement. Richaven Architecture & Preservation merely notes the visual presence or absence of fungi or mold while in the course of preparing this report.

BUILDING DESCRIPTION—CUSHMAN SUBSTATION

Historic Building Name(s):

- Cushman Substation

Common Name:

- Cushman & Adams Street Substations

Addresses:

- 3713 N 19th St, Tacoma WA, 98406

Parcel Configuration:

- Rectangular, full block

Location:

- UTM:
- Lat/Long: 47°16'0" N / 122°29'12" W
- Section -Township - Range: T21R02E36

Historic Landmark Designation Listing:

- Tacoma Register of Historic Places, 2017
- National Register of Historic Places, 2014

Assessor's Parcel Number:

- 7475021970

Assessor's Short Legal Description:

- 2ND SCHOOL LD ADD B 103 E 170 FT OF N 1/2 & W 150 FT OF N 1/2 & S 1/2 ALLEY VAC NE 36 21 2 ITEM 1 THRU 3

Date of Construction:

- 1926

Original and Prior Uses:

- Electrical generation substation

Present Use:

- Utility storage and utility-related operations

Original Owner:

- Tacoma City Light, a Division of the City of Tacoma, a municipal corporation

Present Owner:

- City of Tacoma, a municipal corporation (under management by Tacoma Public Utilities)

Original Designer:

- Verne Grongwer (Architect / Engineer)
- James Parker (Engineer)

Additional Designer(s):

- Alvin F. Darland (Electrical construction)

Original Builder:

- Dougan & Chrisman

Zoning:

- *Home in Tacoma* designations of “Low-Scale Residential” and “Mid-Scale Residential” along N 21st Street. For other uses, rezoning would be needed as previously described in this report.

Property Size:

- Site Area: 83,200 square feet (+/- 1.91 acres)

Building Size:

- Gross Building Area: 10,032 square feet
- Net Building Area:
- Basement Area:
- Height: 3 stories + basement

Characteristics:

<u>Category</u>	<u>Item</u>
Foundation	Concrete - Poured, board form
Form Type	Commercial - Two-Part Vertical Block
Roof Type	Shallow-pitch gable roof
Cladding	Concrete - Poured, board form Structural System; Reinforced Concrete
Plan	Rectangular
Roof Material	Concrete - Poured
Styles	Late 19th and 20th Century Revivals
Period Style Details	Classical Revival; Neoclassical Revival

BUILDING DESCRIPTION—ADAMS STREET SUBSTATION

Historic Building Name(s):

- Adams Street Substation

Common Name:

- Cushman & Adams Street Substations

Addresses:

- 1920 North Adams St, Tacoma WA, 98406

Parcel Configuration:

- The site is a square parcel encompassing a partial block.

Location:

- UTM:
- Lat/Long: 47°16'45" N / 122°29'93" W
- Section -Township - Range: 02-21-36-14

Historic Landmark Designation Listing:

- Tacoma Register of Historic Places, 2017

Assessor's Parcel Number:

- 7475021883

Legal Description:

- 2ND SCHOOL LD ADD 170 FT OF N 120 FT OF B 102 DC2/12/99JU

Date of Construction:

- 1926

Original and Prior Uses:

- Electrical generation substation

Present Use:

- Building is in surplus status

Original Owner:

- Tacoma City Light, a Division of the City of Tacoma, a municipal corporation

Present Owner:

- City of Tacoma, a municipal corporation (under management by Tacoma Public Utilities)

Original Designer:

- Verne Grongwer (Architect / Engineer)

Additional Designer(s):

- Richard T. Nightingale, (Designer)
- Ralph H. Ballock (Designer)

Original Builder:

- Dougan & Chrisman

Zoning:

- *Home in Tacoma* designations of “Low-Scale Residential” and “Mid-Scale Residential” along N 21st Street. For other uses, rezoning would be necessary as previously described in this report.

Property Size:

- Site Area: 20,400 square feet (+/- 0.47 acres)

Building Size:

- Gross Building Area: 1,440 square feet
- Net Building Area:
- Basement Area:
- Height: 2 stories + basement

Characteristics:

<u>Category</u>	<u>Item</u>
Foundation	Concrete - Poured, board form
Form Type	Commercial - Two-Part Vertical Block
Roof Type	Flat with Parapet
Cladding	Concrete - Poured, board form Structural System; Reinforced Concrete
Plan	Square
Roof Material	Concrete - Poured
Styles	Late 19th and 20th Century Revivals
Period Style Details	Classical Revival; Neoclassical Revival

The Cushman and Adams Substations—Summary of Tacoma Register of Historic Places Nomination Form

The National Register of Historic Places and the Tacoma Register of Historic Places both recognize the Cushman and Adams substations as historic places. The following descriptions are based on information in both nomination forms.

The Cushman and Adams Substations were both originally designed and engineered in 1925, with construction beginning in 1925. The substations were then placed into service in 1926 (Tacoma Register Nomination Form).

The Cushman Substation building is rectangular in plan and three stories tall on basement. The building is constructed of board-formed poured concrete, including the foundation, walls, and exterior cladding. Seven bays wide by four bays deep, the building has a shallow-pitched gable roof with a concrete parapet. The roof also features a shed-roof penthouse in the northwest corner that denotes the location of the interior elevator shaft. Below the parapet, a projecting concrete cornice articulates the top of a full entablature, supported by engaged pilasters. Designed in the Tuscan order, the simplified Doric pilasters that define the second and third floors sit atop a pedestal (the first floor) comprising a raked dado and unadorned plinth.

The main entrance is centrally located on the south façade and is adorned with a monumental distyle temple front. Accessed via concrete stairs that define the stereobate, the pediment, tympanum, and Tuscan columns of the temple-front entryway are unadorned; the fully articulated entablature features the words “Cushman Substation” in the frieze. The tripartite doorway has a single-light wood door accentuated by engaged Tuscan Doric columns and flanked by twelve-light sidelights of beveled glass with engaged pilasters at the corners. The doorway also features an entablature, with decorative dentils below the frieze. Original metal hardware on the door appears to be intact.

The west side is devoid of entrances; other entryways, found on the north and east elevations, are industrial and/ or utilitarian. These include the large metal roll-up door on the east elevation, with an inset pedestrian door; the second-floor entrance on the west elevation, accessed via an exterior metal stairway; the ground-floor pedestrian door on the east corner of the north elevation; and the metal roll-up door located in the center bay of the north elevation. With the exception of the main entryway door on the south elevation and the large metal roll-up door on the east elevation, all other doors appear to be modern.

The most predominant feature of the Cushman Substation is the metal-sash windows. Found on all stories on each side of the building, the window bays comprise three banks of 24-light windows separated by metal mullions, for a total of 12-light by 6-light window bays. Each bay includes two operable 8-light hoppers, one each in the outside bank. The only exception to this configuration is on the second floor of the east side, where a doorway has been added to one of the window bays.

Original cast-iron light poles flank the stairway to the main entrance. The light poles are also located on the corners of the south elevation, as well as symmetrically arranged on the west elevation, for a total of seven poles currently extant. The light poles originally featured glass globes, though these have been replaced with plastic globes or, in some cases, are missing altogether.

The interior of the Cushman Substation maintains the original massing and form as originally constructed; however, all operating equipment has been removed, and the building is used primarily for storage. The south half of the building is one large open room, three stories tall, historically known as the Condenser Room. This main area once housed the machinery (condensers) necessary for the substation, and still features original details such as sconces with glass globes; gantry crane; engaged pilasters on both the exterior and interior walls; and the exposed, board-formed concrete beams and ceiling that support the roof structure. Some modern lighting has been installed on the ceiling beams. One original metal stair, with industrial “pipe-fitting” style handrails, accesses the second floor from the main room; a second stairwell was historically present, but has been removed.

The Adams Street Substation is rectangular in plan, a tall single-story building in height, with a daylight basement and fronts on the Adams Street property line near the southeast corner of the property. Like the Cushman Substation, the building is constructed of reinforced board-formed concrete, which was mixed on-site and poured in place. The building’s façade is broken into five bays on the east and west sides, and four bays on the north and south, by pilasters that rise from grade up to the cornice line of the building. A shallow cornice extends around all four sides of the building, presenting a finished appearance on all sides. Above the cornice is a parapet wall with an articulated cap reflecting the pilaster located below. A shallow shed roof sloping to the west is hidden behind the parapet wall. The building is finished to the same level of finish and form on all four sides.

Each of the four facades varies in window and door arrangement and appearance due to the split-level floor lines found within. The main entry door, a two-panel wood door, is located in the southern bay of the Adams Street façade, its threshold a few feet above grade. To the right of the entry door in the next bay is a nine-pane steel window at the upper level with a vertical louver above. All three of the remaining bays to the north have a metal louver in the upper third and are currently boarded off below the louver but once contained a roller grill to access the transformers. The space behind these openings and similar openings on the west side allowed ventilation to the large transformers that occupied the tall single-story space within. The south façade is symmetrical in appearance, with a six-pane steel window on the first floor and a nine-pane window above, in the first and fourth bays. In the two center bays is a short vertical louver low on the wall into the first floor; high on the wall at these two bays are the remnants of the openings by which power entered the building from an adjacent set of poles long gone. A ventilation shaft has been added to the eastern bay covering the windows from grade to the roof. The west side of the building is similar to the east, the Adams Street facade, with three large openings on the northern bays. An entry door with a three light transom is located slightly below grade, accessed by a concrete stair and metal railing to the basement floor below. Above the door is a nine-pane steel window on the upper level with a louver. A similar window is found in the second bay but with a six-pane steel window below on the first floor. The north façade is symmetrical with a pair of two-panel doors with three-pane transom windows above in both of the central bays.

Interior:

The building includes internal divisions that are not visible from the exterior: the building's south end is divided into two floors, one partially submerged by roughly 5.5 feet (7 feet with the foundation). The building's north end is a single, ground-level story. Metal stairs or ladders provide access between floors. Building plans from 1925 refer to the building's lower story on the south end as the regulator room and upper story as the switch room. The building's northern end, divided into two rooms by a north–south concrete wall, was referred to collectively as the transformer rooms.

A single, open volume, the regulator room includes a concrete floor and board-formed concrete walls and ceiling (concrete left in its natural state after the removal of board forms). The room is accessed from the primary entry door on the east elevation, which leads to a metal-grate platform and metal ladder against the south wall that provides access down to the floor itself. As of this writing, the room is used for storage. From the interior, it is clear that original doors and steel-framed windows remain in place, although the windows, generally filled with safety glass, are damaged and boarded over.

Although the building no longer includes any of the mechanical systems typically found in a substation, steel-doored electrical panels and connectors installed in the ceiling between the two floors remain visible.

The Cushman property and structures collectively occupy an entire city block bordered to the south by North 19th Street, the west by North Adams Street, the north by North 21st Street, and the east by North Washington Street. The Adams Street site is located on a partial block, south of Adams Street, between North 21st Street and the mid-block alley to the south.

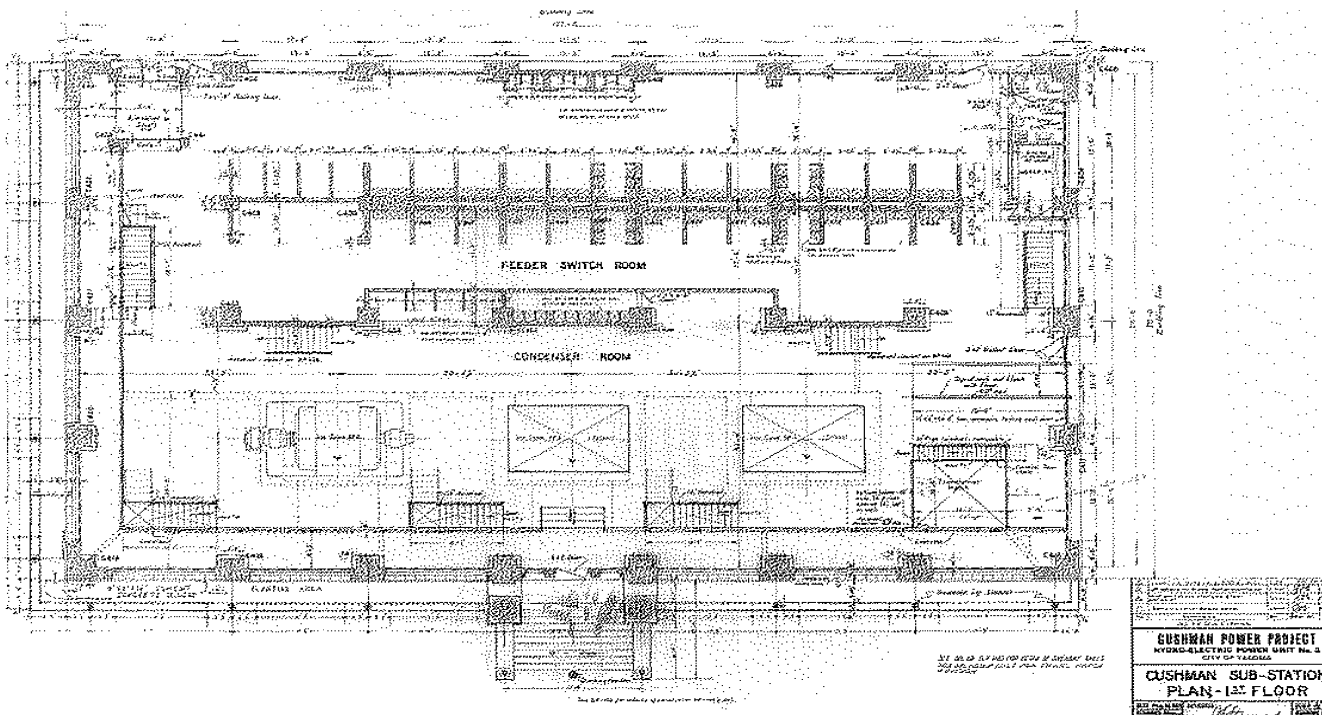
Descriptions have been taken directly from the National Register of Historic Places Registration Form, prepared by Greg Rainka, Historic Research Associates, Inc., for the City of Tacoma, 2014, No. 14001108. Refer to the National Register Nomination form, an appendix to this report, for additional information and property descriptions.



Present-day photo of the Cushman substation building and site



Design drawings, Cushman Substation, South Elevation, December 1924.
 Source: Tacoma Public Utilities.



Design drawings, Cushman Substation, Plan of Second and Third floor, December 1924.
 Source: Tacoma Public Utilities.

History and Capital Improvements

The Tacoma Register of Historic Places Nomination Form further describes the history of the building as follows.

By 1917, Tacoma was experiencing a population explosion and needed a new source of electric power to meet the increasing demands of domestic labor-saving devices and power-dependent industries. Public Utilities Commissioner Ira S. Davisson and Tacoma City Light reselected the Lake Cushman site for a new hydroelectric complex. The City applied for water rights and reservoir permits in 1919 and began condemnation proceedings the same year for the needed land.

Bidding for constructing the Cushman Substation was closed in December 1924. Sixteen contractors submitted twenty proposals, with cost estimates ranging from \$166,470.80 to \$241,656.05. Dougan & Chrisman of Seattle received the lowest bid. It included the construction of the substation building, the tunnels, footings for the exterior switchyard equipment, and the steel structures to support the heavy bus connectors. The firm was officially awarded the contract for the Cushman Substation in January 1925 and began work on the building shortly after that.

Concrete for the foundations of the Cushman Substation was poured in March of 1925, with deep excavations required to allow for the huge generators the building would house. The roof of the substation was poured in August. By October, the distinctive metal windows were being installed, and much of the heavy electrical equipment had been installed in the adjoining switchyard. In January 1926, “a giant 80- ton condenser” was the first piece of machinery tested at the substation; the success marked that the building and associated transmission lines and operating equipment were to receive power from the Skokomish River.

The cornice, pilasters, moldings, and structures were all formed and poured in place. The exposed concrete surfaces have a “rubbed finish.” This finish consists of rubbing the concrete surfaces with a rough carborundum stone until all film and unevenness disappear. Then painting with neat cement grout and rubbing in with a fine carborundum stone until only enough material is left on the surface to fill all of the voids and produce a smooth sandstone-like appearance.

By March 1926, there was sufficient water in the Lake Cushman reservoir to begin producing power. The 44-mile-long Transmission Line, extending from the Cushman No. 1 powerhouse to the Cushman Substation in Tacoma, was first energized on March 23, 1926. At the formal dedication held in May, the current from the dam was turned on in Washington, D.C., by President Calvin Coolidge using a key made by Lincoln High School students, which included gold from a Northern Pacific Railroad souvenir spike. The Cushman system has provided power for the city of Tacoma ever since.

From its inception in 1893, Tacoma’s public utility had sold power for commercial purposes to reduce the cost of residential power and light. The move to promote industrial expansion within the city directly influenced municipal power development. Following the opening of Cushman No. 1 and the Cushman Substation in 1926, several large industrial enterprises located plants in Tacoma. A consequent population boom and the availability of inexpensive electricity also encouraged consumers to purchase electric stoves, refrigerators, washing machines, and smaller appliances. Demand was so great that by 1927, a year after Cushman No. 1 came online, the City Light department was promoting

a second dam on the Skokomish River with the dire prediction that, without increased electrical output, Tacoma would “face a power shortage within three years.”

In spring 1929, Tacoma City Light began constructing the second power plant on the Skokomish River, 2 miles downstream from the first. With the water discharged from Cushman No. 1, Cushman No. 2 utilized the remaining 480-foot elevation drop to the Hood Canal, a 240-foot-high arch dam, and a 13,000-foot-long tunnel to provide additional power for the city. Construction of Cushman No. 2 began none too soon: extreme drought in the fall of 1929 forced the city to rely partly on supplemental power supplied by the U.S.S. Lexington, which remained anchored in Tacoma harbor from December 18, 1929, through January 16, 1930. The combined Cushman Nos. 1 and 2 systems were poised to bring 140,000 horsepower to Tacoma - 50,000 from Cushman No. 1 and 90,000 from Cushman No. 2.

By 1947, the City of Tacoma, Department of Public Utilities, Light Division, had begun construction on the Pearl Street Substation in Tacoma; in 1949, the transmission line was rerouted from the Cushman Substation to the Pearl Substation.³² Blueprints for the “Pearl Street Switching Station Control House” are dated June 7, 1949, approved by engineer A. W. Francis. Although the transmission line continues to the Cushman Substation, the historic alignment and terminus of the line have been altered. The Cushman Substation is now a storage building, and all original interior equipment has been removed. The switchyard, located on the Cushman Substation property, is still active, although it contains only modern equipment.

Historically, the substation was an integral part of the Cushman Hydroelectric Project, acting as the terminus for the transmission line and an essential resource directly related to the production and transmission of hydroelectric power to the citizens of Tacoma. The building is an excellent example of neoclassical-revival architecture and has seen few alterations; apart from the interior removal of equipment, the building’s basic form, massing, scale, interior, and exterior, are intact.

The interior of the Cushman substation maintains its original massing and form as initially constructed; however, all operating equipment has been removed, and the building is primarily used for storage. The condenser room still features original details such as sconces with glass globes, a gantry crane, engaged pilasters on interior walls, and the exposed board-formed concrete beams and ceiling that support the structure. Some modern lighting has been installed on the ceiling beams. One original metal stair with industrial pipe-fitting-style handrails accesses the second floor from the main room. A second stairwell was historically present but was removed at one unknown date.

With the exception of the removal of equipment in the interior, alterations to the Cushman substation have been minor. For example, a door on the second floor of the east elevation was cut into a window; this change utilized the existing window space and, with the exception of removing some window panes, did not require the removal of the building’s fabric. Other alterations include the removal of light poles on the exterior of the building. Analysis of historic photos indicates that the substation originally had eight-light poles on the south side and five on both east and west sides.

The switchyard is located adjacent to the Cushman Substation building, occupying the northwest quadrant of the block. The eastern half is partially graveled, partially paved, and features concrete pad foundations for equipment no longer extant at the site. The switchyard was constructed concurrently with the substation, but has been modified over the years as bussing and other

equipment was upgraded for efficiency and safety standards. The switchyard is a non-contributing, functionally-related structure to the Cushman Substation nomination.

Some descriptions have been taken directly from the National Register of Historic Places, Registration Form prepared by Greg Rainka, Historic Research Associates Inc. for the City of Tacoma, 2014, No. 14001108. Refer to National Register Nomination form for additional information and property descriptions. *Please note: information should be verified by the City's Historic Preservation Officer as discrepancies and inaccuracies may exist in the descriptions herein, which are based on the registration form for nomination.*

Historic Features of Significance/Statement of Significance & Designation Criteria

The following summary of the significance of the Cushman and Adams Substations from the Tacoma Register of Historic Places Nomination Form, which places both the Cushman Station and the Adams Street Substation on the Tacoma Register of Historic Places.

The Cushman Substation was listed on the National Register at the local level for significance under Criterion A, associations with broad patterns of history, for the role it played in the growth of the city of Tacoma and the region due to the development of hydroelectric generation and its subsequent effect on the availability of affordable electricity. The Cushman Substation complex has been listed in the Tacoma Register based on these same reasons.

The Cushman Substation complex is the urban embodiment of the City of Tacoma's achievement in hydroelectric power production via development of the Cushman Hydroelectric Project. The substation housed the means for efficient and economical distribution of electricity, which enabled the region to grow and expand and, therefore, made the Cushman Substation one of the most important and influential buildings of its time.

The monumental architectural style reflected this ideology, creating a visual statement as to the importance of the city's recently completed municipal hydroelectric system. As such, the building is also eligible for listing in the NRHP at the local level for significance under Criterion C, architecture.

The Cushman Substation is an excellent example of neoclassical revival style architecture, with which the City of Tacoma built the Cushman Hydroelectric Project facilities in the 1920s.

The period of significance is 1926 - 1949: the date construction was completed through the date the transmission line was rerouted to terminate at the Pearl Street Substation.

Although the Adams St. Substation was not included in the original nomination, it is significant as a functionally related unit to the Cushman Substation, as it was also critical to the efficient and economical distribution of electricity.

The Adams St. Substation, constructed in the same year as the Cushman Substation and designed by engineers and draftspersons in the City of Tacoma's Light Department, was the first district substation constructed to serve the Cushman Substation. It was the final stop in a long journey between Lake Cushman and the Tacoma City Light customer. Electricity traveled from Lake Cushman to the Cushman Substation and then to the Adams St. Substation, where it was stepped down to a safe and efficient voltage for delivery to local homes and businesses. Access to inexpensive, reliable power was a

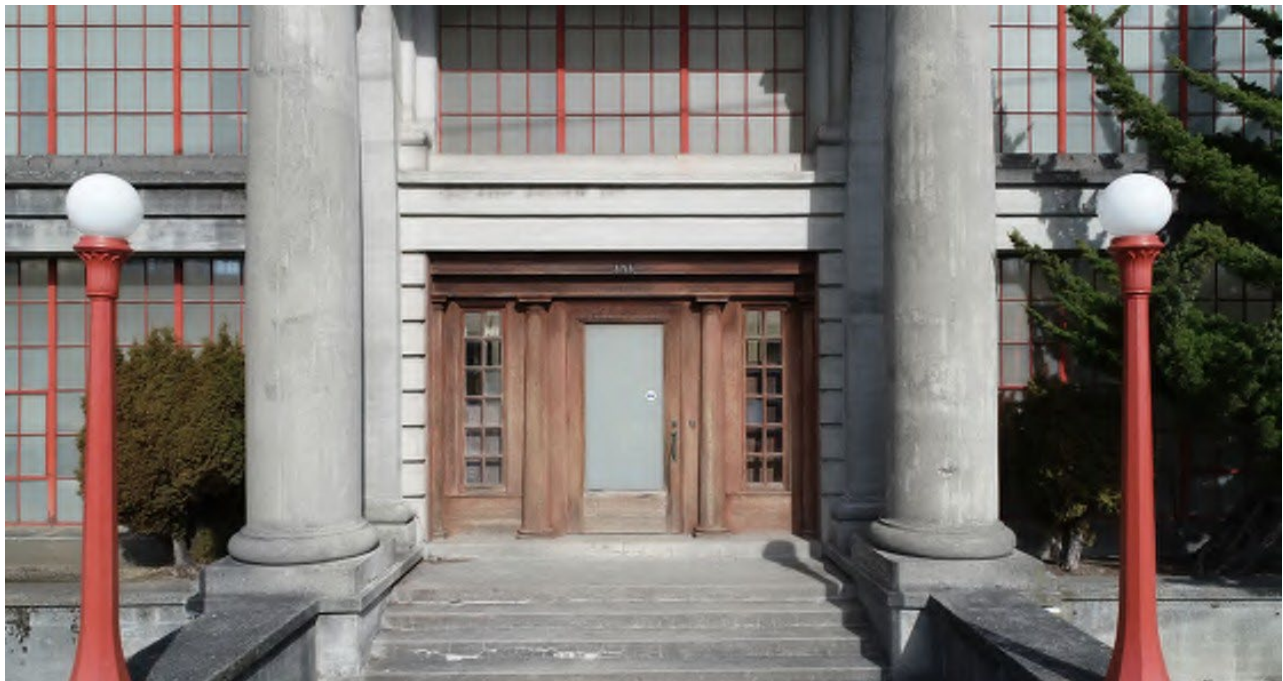
significant catalyst for Tacoma’s twentieth century growth and development. As such, the Adams St. Substation is significant under Criterion A for its association with broad patterns and trends in local history and deserves to be recognized along its neighbor and partner in power distribution, the Cushman Substation.

Although the Adams St. Substation does not possess the high- style architectural character of the Cushman Substation, it was designed to complement the Cushman Substation, featuring similar Classical Revival massing and incorporating many of the same materials as its larger counterpart, including board- formed concrete surfaces, classically defined bays, pilasters, and steel-sash windows. As a functionally related unit to the Cushman Substation, the Adams St. Substation is significant under Criterion C as an example of its type.

Like the Cushman Substation, its period of significance dates extend from its completion in 1926 to the rerouting of the system in 1949.

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Refer to National register Nomination form for additional information and property descriptions. *Please note: information should be verified by the City’s Historic Preservation Officer as discrepancies and inaccuracies may exist in the descriptions herein, which are based on the registration form for nomination.*



South facing elevation of the Cushman Substation.

Source: Richaven Architecture & Preservation. 200224 CoT CAS EL-S DJI_0026.JPG



Adams Substation West and South elevations.

Source: Richaven Architecture & Preservation. 200224 Cot CAS EL-S-W DJI_0065.JPG

Condition Assessments of the Cushman and Adams Substation Buildings

The building condition assessment work observed deficiencies of various aspects of the Cushman and Adams substation buildings, including concrete conditions, soiling and staining, steel windows, wood features, architectural metals, interior features, ornamental cast iron lamp posts, and roof conditions. Recommendations for restorative measures on historic materials of the buildings are summarized on the following pages.

Historic Materials Recommendations

In general, further investigation of critical issues is recommended to confirm the causes of deterioration and develop appropriate and historically sensitive restoration recommendations. Verification of locations of hazardous materials is recommended for all restoration work on historic building materials. For specific materials, the following recommendations for restoration include:

BRICK AND MORTAR

Deficiency: Masonry veneer anchorage

- Recommendation: As recommended in the 2011 Report, full anchorage of the masonry cladding on the north and east elevations is recommended, if it has not been completed already.

Deficiency: Mortar joints

- Recommendation: 10-20 percent repointing of brick masonry joints and 50-60 percent of terra cotta joints on the north and east elevations is recommended. Complete mortar sampling, testing and analysis to ensure a compatible repointing mortar in terms of aesthetics and physical properties. Mortar joints are where water vapor primarily escapes the wall assemblies. Do not install sealant in mortar joints and do not apply sealers to the surface of the mortar which would prevent water vapor transmission.

Deficiency: Missing and broken masonry units

- Recommendation: Where masonry units are missing or broken, replacement is recommended. Remove mortar around the units and salvage broken units for re- installation in alternate locations in the future. Source brick that matches the existing historic color, size and texture of the masonry units. As noted above, repointing should be completed with a compatible repointing mortar.

TERRA COTTA

Deficiency: Crazing of terra cotta glazing

- Recommendation: Terra cotta crazing is common and not a significant defect of the terra cotta in and of itself. As described by Arthur L. Sanders and Kara L. Shypula, crazing occurs as freshly fired terra cotta units slowly expand as they reabsorb moisture, putting the glaze under tension. For terra cotta glazing that is crazed, no action is recommended unless it begins to fail and delaminate from the surface of the terra cotta (see below).

Deficiency: Failed terra cotta glazing

- Recommendation: Where terra cotta glazing has failed and is delaminated from the substrate, the soft water absorptive fired clay core of the material is exposed to the weather. This exposed material is subject to water absorption and accelerated damage due to water saturation and freeze/thaw action in addition to other deterioration mechanisms. These areas should be coated with an appropriate breathable coating to allow the material to blend in with the adjacent color and surfaces. Coatings may include mineral paints or other high vapor permeability coatings. In addition, where glazing has completely failed, replacement of the terra cotta piece is recommended.

Deficiency: Chipped and spalled terra cotta

- Recommendation: Clean exposed substrate material of the terra cotta unit. Ensure that a solid substrate that is appropriate to the repair material is provided. At a minimum, coat the surface with a breathable masonry paint or acrylic paint product that matches the color of the adjacent terra cotta. Where damage is significant, replacement of the terra cotta unit is recommended. Cementitious patching is not recommended due to incompatibility of the materials and the high likelihood of repeated failure.

Deficiency: Cracks in terra cotta block.

- Recommendation: Where terra cotta has cracked, water intrusion and accelerated deterioration are more likely. Mild steel components within the terra cotta will corrode at an accelerated rate and lead to accelerated deterioration of the terra cotta block. Where minor cracking is present, pinning may be possible, though with several caveats. Helical pins will significantly damage the surface of the terra cotta and be visually intrusive at glazed areas. Ideally cracked terra cotta and corroded mild steel elements are removed and replaced, especially where the steel corrosion is determined to be the cause of the terra cotta deterioration. Generally, best practices indicate that replacement terra cotta units should not be filled with grout, mortar, or bricks as this can trap moisture in the assembly and lead to future deterioration.

Deficiency: Corroded embedded steel

- Recommendation: At a minimum, ensure that all mortar joints are repointed at terra cotta to prevent moisture intrusion that accelerates corrosion. A detailed survey of the embedded steel is recommended, including further exploratory openings to determine condition of steel and potential scope of work for restoration. Where possible, remove terra cotta elements to allow cleaning and recoating and/or replacement of deteriorated steel components. If possible, replacement of corroded steel with stainless steel components is recommended. Where terra cotta elements have cracked or broken due to rust jacking, it may be possible to pin the pieces together, though that will likely not prevent further deterioration. It is recommended that cracked and broken pieces be removed and replaced with new glazed terra cotta units to match the existing historic building materials.

Deficiency: Sky facing mortar joints

- Recommendation: Install zinc strip seals at joints where water may be able to intrude in the future. Ensure that lead strips are not in locations that can be accessed by people to protect human health. Verify local code requirements to ensure lead strips are acceptable. If not, provide mortar joint repairs as noted in this report. Sealant is not recommended due to the likelihood that it will fail.

STUCCO**Deficiency: Failing elastomeric coatings**

- Recommendation: Additional investigation is recommended to determine what the coating products have been used, if they are “breathable” coatings and whether multiple applications are compromising the movement of water vapor that may be harmful to the coatings and the substrate materials.

Deficiency: Delaminating stucco

- Recommendation: Determine areas of delaminating stucco for the full height of all facades. Remove loose stucco, sample and test for physical properties. Repair with historically

compatible stucco and coat with breathable finish such as mineral coatings rather than elastomeric coatings for long term durability.

WOOD

Deficiency: Failing coating systems

- Recommendation: Verify potential locations of hazardous materials prior to beginning work. Gently strip and prep existing materials for recoating. Patch and fill deteriorated wood where possible. Where wood materials are too deteriorated to allow repair, provide in-kind replacement of wood materials to match the existing historic construction.

Deficiency: Severe rotting at wood framing

- Recommendation: Cordon area of rotting materials to prevent potential injuries. Remove existing rotted framing members and replace in-kind with materials matching the size, shape and material species. Coat the new framing to match existing adjacent material.

ARCHITECTURAL METALS

Deficiency: Corrosion and paint coating failure

- Recommendation: Remove architectural metal components for cleaning and recoating. Remove all paint finished and corrosion product to bare clean metal. Immediately recoat all surfaces, including portions that will be embedded in the masonry. Use of a high quality epoxy coating system is recommended to maximize service life.

Deficiency: Loose anchorage points

- Recommendation: Remove architectural metal component and adjacent brick at anchorage locations. Provide remedial anchoring system to provide additional support for the architectural metal component. Reinstall restored historic architectural metal component and masonry to match historic appearance as noted in this section.

SEALANTS

Deficiency: Failed sealant joints

- Recommendation: Carefully remove all failed sealant in joints to prevent damage to adjacent substrates. Clean and prepare joints to ensure proper adhesion of sealant to the substrates. Install new bond breaker tape, backer rod, and high quality sealant. Verify that sealant is not being installed in locations intended as weeps for masonry and stucco cladding systems. Verify that sealant is not being installed in mortar joints at masonry cladding systems.

SOILING

Deficiency: Atmospheric and minor biological soiling

- Recommendation: Clean the entire building with gentle washing technique. Use tools that provide a maximum of 400 psi pressure. Lower pressures are better, if possible. Cleaning

agents may be used, though specific products should be carefully reviewed for potential to damage the existing historic materials.

Deficiency: Organic growth

- Recommendation: Plant growth should be immediately removed to prevent further damage to the existing historic materials. Clean out all organic materials and fill locations with appropriate material (mortar, sealant, etc.).

MISCELLANEOUS

Deficiency: Unsealed wall penetrations

- Recommendation: Where pipes and other penetrants through walls are present, seal the annular space around them to prevent water and animal intrusion. Prep annular space to ensure proper adhesion of sealant.

Deficiency: Light well walls

- Recommendation: Where light well walls are tilting away from the building, it is recommended that they be reconstructed with new concrete walls that are anchored into the foundations. Leveling of the existing light well enclosures may also be possible - further investigation is recommended.

Considerations Related to Potential Adaptive Reuse

In addition to the restorative work described above, significant upgrades to the buildings would be needed to meet current building code requirements related to seismic retrofitting, plumbing, electrical, fire protection, water and energy use, accessibility, public safety and security, and other building and site features with adaptive reuse for public, residential, office, commercial, and/or other uses. As the project moves forward with analysis potential reuse options and selection of preferred options, the level of building upgrades required to support various types of use will need to be further assessed. Completion of further research on the history of capital improvements to the building in building department archives and elsewhere is also recommended. Such an understanding is important to knowing what had previously been completed and anticipating potential problems with treatments to be implemented in the future.

Market Analysis

Leland Consulting Group (LCG) prepared the following high level market analysis to support potential considerations related to future reuse options at the Cushman and Adams sites. Data sources were from 2019 through 2023. When the full study document is completed in 2025, all referenced data will be updated to the most recent sources available at that time.

National Development Environment

Figure 15 below shows how real estate developers and other members of the Urban Land Institute (ULI) evaluate the desirability of development for various property types nationwide. The ULI is the leading national professional association for developers of infill and mixed-use projects. This chart shows that developers are shifting away from building hospitality, office, and retail properties in favor of industrial, single family, and multifamily housing. While this chart reflects national sentiment, LCG’s assessment is that it applies to the subject sites. In other words, setting aside any constraints imposed by the existing buildings or historic nature of the property, the highest and best use (highest value) of the property would almost certainly be as either multifamily housing or single family/middle housing.

Even prior to the pandemic, the demand for industrial space was growing due to the need for warehouses closer to urban centers to solve the “last mile” problem of delivery-based retail. In addition, the persistent shortage of housing in cities of all sizes has led to low vacancy rates and bolstered developer interest in the housing sector. While retail has been on the decline for several years due to changing consumer preferences, interest in hotels and office properties dropped off significantly because of the COVID-19 pandemic. While the hospitality sector appears to be bouncing back slightly, developers nationwide are still wary of building new projects. There is continued uncertainty in the office market as workers seek to continue taking advantage of work from home policies. Organizations are starting to reassess how much space they need to accommodate a remote or hybrid workforce. Developer interest in building new office space increased slightly in 2022, but there is still significantly less interest in building new office space than there is for industrial, single-family, and multifamily housing.

Development Prospects

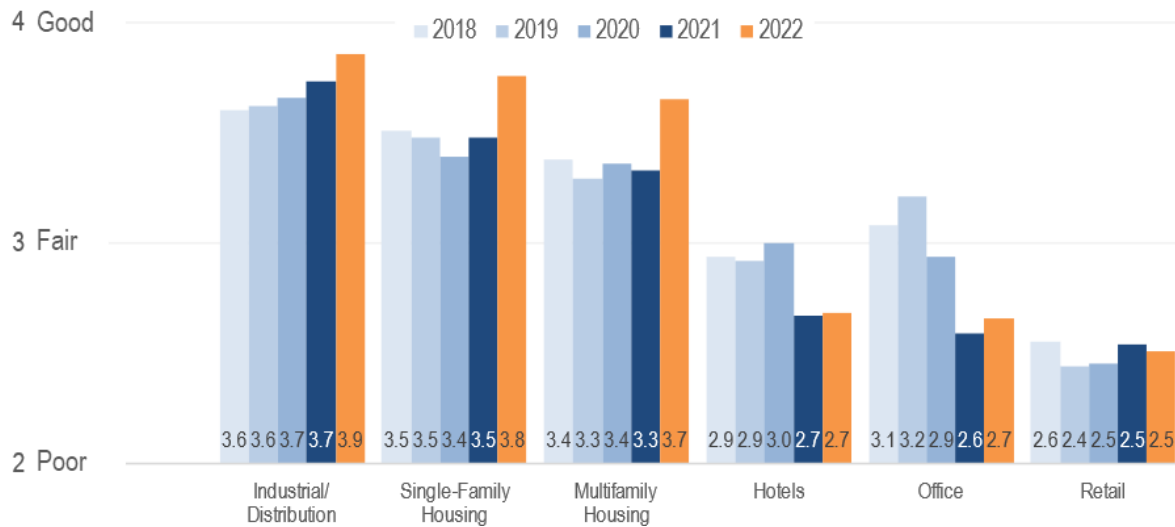


Figure 15—Developer Interest by Property Type, 2018-22

Source: ULI Emerging Trends 2022.

Multifamily Housing

Any plans for the Cushman and Adams sites must be in line with the [Tacoma 2025 Framework](#) and the [One Tacoma Comprehensive Plan](#). The 2025 Framework includes five goal areas: equity and accessibility, livability, civic engagement, education, and economy and workforce. While the framework does not explicitly call for the creation of new housing, the livability goal emphasizes the need to create “Complete Compact Communities” and reduce the percentage of households that are cost burdened due to housing and transportation costs. In addition, the economy and workforce arm of the framework includes a strategy for increasing the number of people relocating to the city and the affordability of housing. Rezoning the site to allow for multifamily or middle housing (including townhomes or cottage clusters) could help the City meet its housing targets. Mixed use development with a housing element also aligns with the City’s goal of creating more complete compact communities. Potential pathways for changing site zoning were discussed earlier in this report.

According to CoStar, the vacancy rate for the Tacoma submarket is 4.3 percent as of Q2 2022, below the Seattle Metro average of 5 percent. The submarket’s vacancy rate hit a low of 3.8 percent in Q2 of 2021 but has started to rise with the completion of 617 new units. 1,842 units are currently under construction in Tacoma. 64 percent of these units are 4- and 5-star properties. No new units are expected to be delivered in Q4 2022 or Q1 2023, though 835 units are expected to open later in 2023.

Despite the new construction and increase in vacancy rates (see Figures 16 and 17), rents in Tacoma have continued to rise (see Figure 18). Both asking and effective rent have grown by 7.1 percent since Q2 2021. The vacancy rate for all multifamily properties is expected to drop to 4.1 percent in the beginning of 2023 due to a lack of new deliveries expected at the end of this year. The vacancy rate for stabilized properties is currently 3.2 percent. Two-bedroom units currently have the lowest vacancy rate in the Tacoma submarket at 3.9 percent, while studio apartments have the highest at 5.6 percent. As of June 2022, average rent per square foot in Tacoma is \$1.86, up from \$1.74 in June 2021.

VACANCY RATE

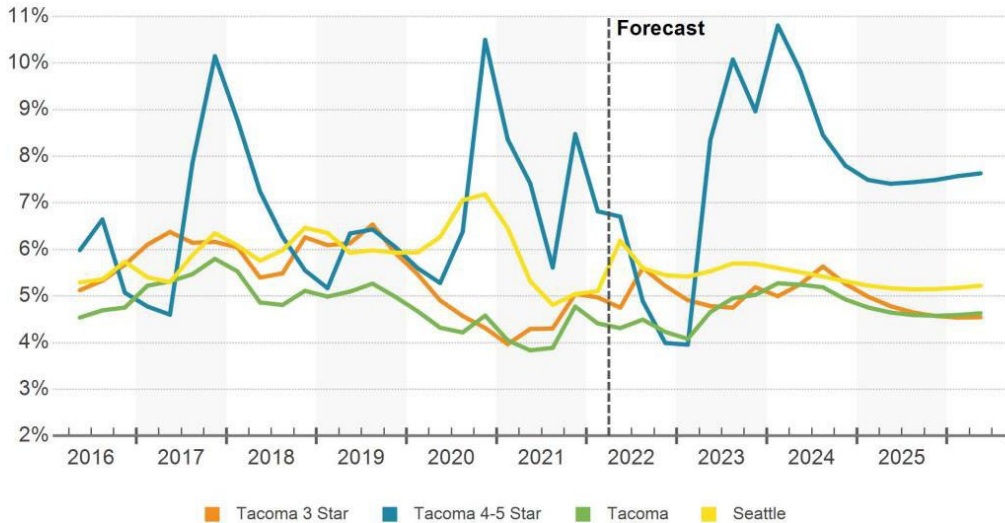


Figure 16—Multifamily Vacancy Rates in Tacoma and Seattle
Source: CoStar.

OVERALL & STABILIZED VACANCY

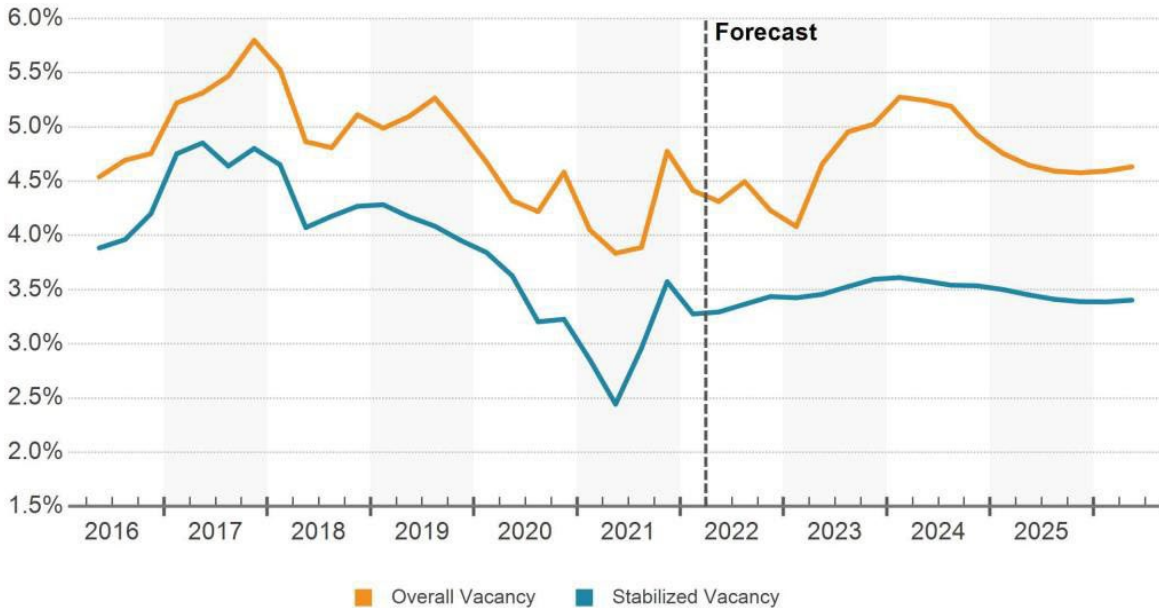


Figure 17—Overall vs. Stabilized Vacancy Rates for Tacoma Multifamily Properties
Source: CoStar.

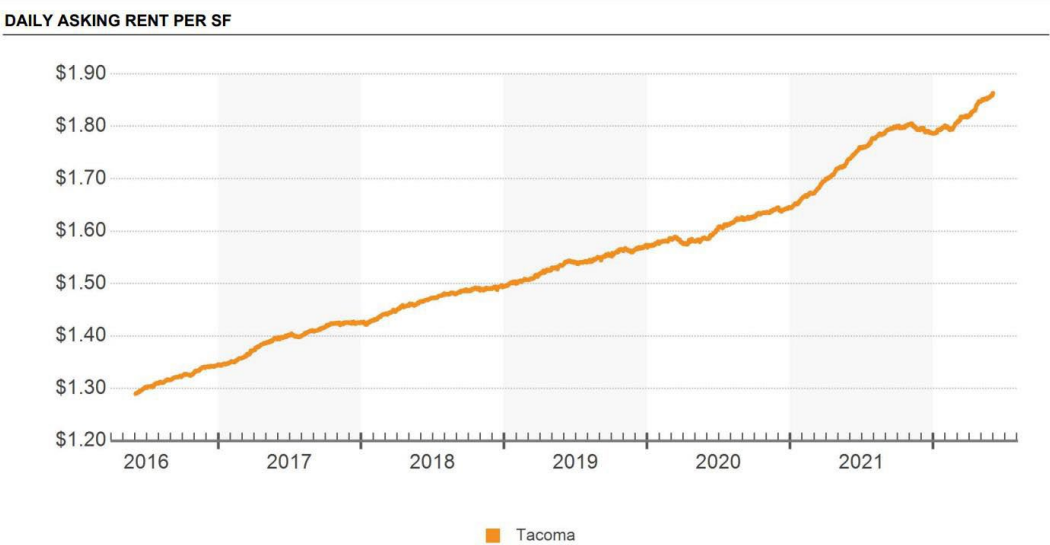


Figure 18—Tacoma Asking Rent per Square Foot, 2016-22
Source: CoStar.

Within a one-mile radius of the property, rents are \$2.47 per square foot, significantly higher than the submarket average, and are expected to continue to rise (see Figure 19). By the end of 2026, CoStar expects rents in this area to reach \$3.04 per square foot. This smaller area has a vacancy rate of 5.5 percent with 800 existing units across 62 properties as well as 93 units currently under construction. For stabilized properties in this area, the vacancy rate is just 2.8 percent, indicating a need for more housing. Central Tacoma, and particularly Downtown Tacoma, have seen a very high number of apartment units built and under construction in recent years—more than any other location in the South Sound. Higher density mixed-use apartment buildings have also been built in the Proctor neighborhood and Ruston Way, further to the north of the subject sites. Therefore, LCG’s assessment is that this site would be highly desirable for future apartment development.

Market Asking Rent Per SF

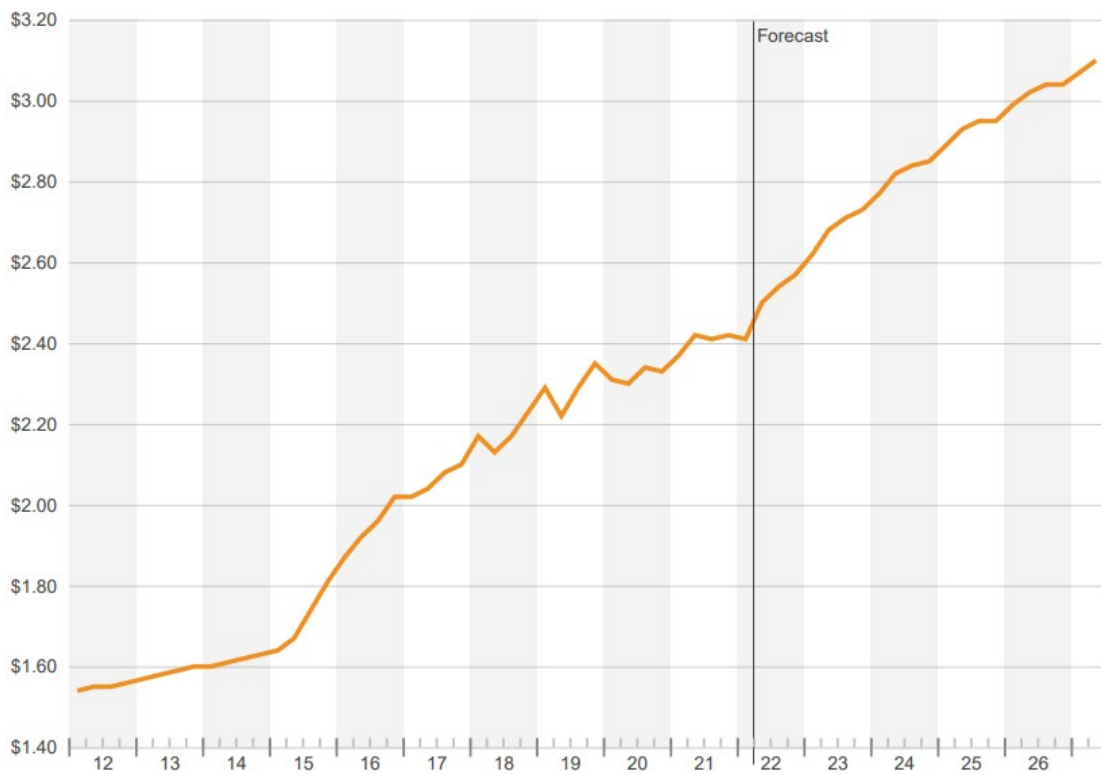


Figure 19—Market Asking Rent per SF within One-Mile of Cushman/Adams Sites

Source: CoStar.

Despite the above average median household income in the area surrounding the site, nearby residents are experiencing significant cost burdens. In the Census tract that houses the Cushman and Adams sites, the average household spends \$32,920 on housing – roughly 40 percent of the median income. See Figure 20.

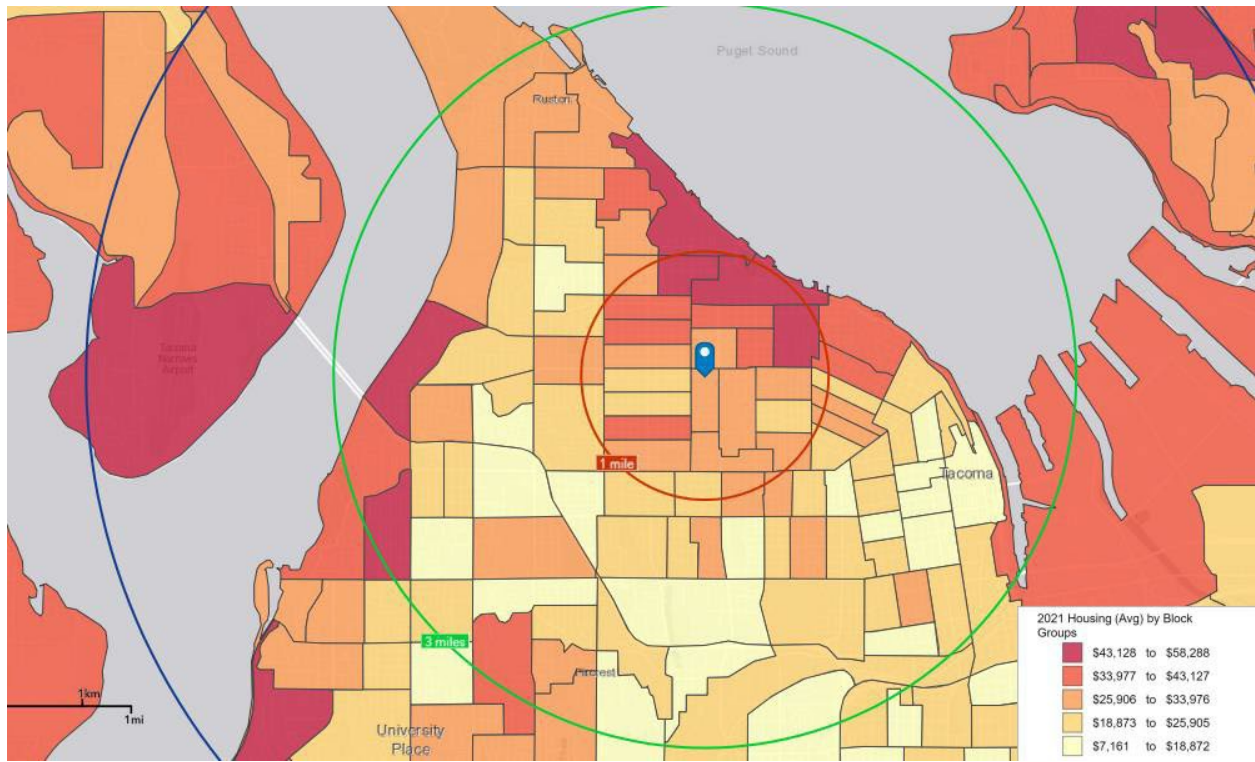


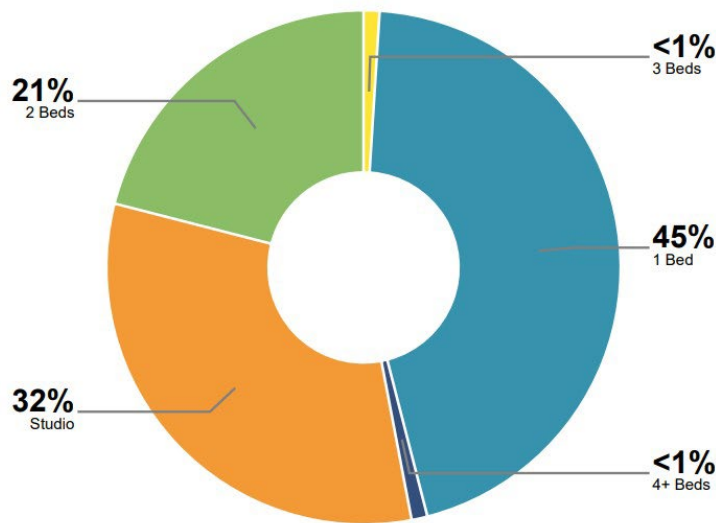
Figure 20—Average Housing Costs, 2021
Source: ESRI Business Analyst Online/US Census, Leland Consulting Group.

In addition, although the neighborhood has a large number of households with children, 77 percent of apartments within a one-mile radius of the site are studios or one-bedroom units. See Figure 21.

The major challenges to building multifamily housing on this site are the current zoning, the need for environmental remediation, and the form of the existing historic structures. Current zoning on this site allows for varying densities of residential; however, changes to zoning may be needed through multiple pathways as previously described in this report. For the full Future Use Study, to be developed in 2025, a more detailed review of existing zoning parameters will be completed. A rezone may be needed to increase density on the site. At the time of completion of this report, *Home in Tacoma*, Phase 2, has not yet been adopted.

If the City chooses to build lower density residential structures, including townhomes or cottage clusters, environmental remediation would be needed. While podium-style construction (often implemented with mixed use redevelopment with wood frame floors over a concrete podium base level of one or two floors) could reduce the extent of needed remediation, it would require a more significant rezone. In addition, neither the Cushman nor Adams buildings are currently suitable for multifamily units. Building out the internal infrastructure for multi-family use (plumbing, energy, fire protection, electrical, etc.) could be costly, deterring potential development partners.

Total Units By Bedroom



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6/3/2022

Figure 21—Apartment Unit Types within One-Mile of Cushman/Adams Sites

Source: CoStar.

Affordable Housing

The [One Tacoma Comprehensive Plan’s housing strategy](#) includes affordable housing goals to ensure that all Tacomans have a safe place to live. These goals include:

- Promoting access to high-quality affordable housing
- Ensuring equitable access to housing
- Promoting safe, healthy housing with access to jobs, goods, and services
- Supporting an adequate supply of affordable housing
- Encouraging resource efficient and high-performance housing

If the City of Tacoma and TPU intend to pursue a housing strategy at the Cushman and Adams sites, incorporating affordable multifamily housing would help meet these goals. Tacoma’s 2018 [Affordable Housing Action Strategy](#) found that the majority of households making 80 percent AMI or less were cost burdened. 75 percent of those making below 30 percent AMI were spending over 50 percent of their income on housing. Even for those households with moderate incomes (between 81 percent and 120 percent AMI) 28 percent spent over 30 percent of their income on housing. At the same time, there were only 87 affordable and available units for every 100 low-

income households in the city. In addition, 326 federally subsidized units were expected to have subsidies expire by 2021. There is a pressing need for affordable housing in the City of Tacoma, particularly in areas with access to services and amenities. See Figure 22.

In addition to the regulatory provisions described above, there are specific policies that apply to the provision of affordable housing with disposition of City of Tacoma-owned real property. See Resolution No. 40429, an appendix to this report, which is a resolution amending the Policy for Sale/Disposition of City-owned General Government Property to better align with current City goals to increase prioritization for affordable housing and equity. See also Policy #121, an appendix to this report, which provides direction to the City of Tacoma, Department of Public Utilities and the TPU Real Property Services section for the disposition of TPU surplus real property with considerations for affordable housing and equity goals, tribal and other jurisdictional interests, TPU board strategic directives, and fair market value requirement (except for affordable housing).

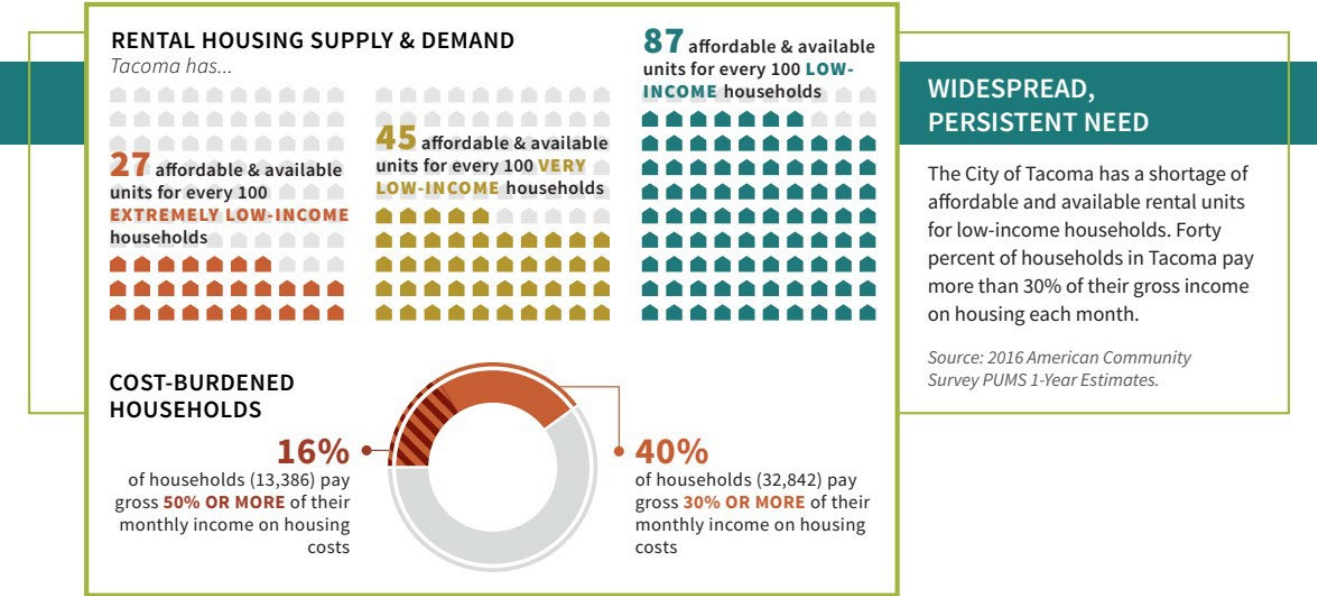


Figure 22—Affordable Housing Demand in Tacoma
Source: City of Tacoma Affordable Housing Action Strategy.

Adding affordable housing to the city’s North End aligns with the One Tacoma Comprehensive Plan’s housing strategy, and the Affordable Housing Action Strategy, and could support increasing the racial, ethnic, and income diversity in the neighborhood. Also important to restate here that historical practices like redlining have created disparities in various outcomes like education, and the legacy of those practices continue to limit access to opportunity. Policy H-3.6 of the One Tacoma Plan instructs city leaders to “Locate new affordable housing in areas that are opportunity rich in terms of access to active transportation, jobs, open spaces, high- quality schools, and supportive services and amenities.” The North End neighborhood is one of these high-opportunity areas. *Niche* named the North End the best neighborhood to live in Tacoma because of its above-average schools and access to amenities like restaurants, bars, coffee shops, and parks.

The City’s policies related to affordable housing also align with state legislation under House Bill 1220, which calls for local governments to “plan for and accommodate” housing affordable to all income levels.

The neighborhood where the Cushman and Adams sites are located is served by Jefferson Elementary School, Mason Middle School, and Stadium High School. Students at both Jefferson and Mason outperform their statewide peers in math, English, and science. Stadium High School has AP course participation well above the statewide average, with nearly a third of students taking AP science classes. In addition, 88 percent of low-income students at Stadium High School demonstrate college readiness, compared with 75 percent of low-income students statewide. Affordable housing with family-sized units would increase the number of low-income students who are able to take advantage of the opportunities available at these high performing neighborhood schools.

The adopted Proctor Neighborhood Plan also includes affordable housing goals. Specifically, the plan calls for ensuring that new housing is attainable for diverse incomes and needs, including families, multi-generational, and seniors (e.g., mandatory affordability in new buildings; identify opportunity sites for affordable housing), in alignment with the Affordable Housing Action Strategy:

- Support for housing affordability requirements/inclusionary zoning for new and/or existing development;
- Conduct a study/code review to identify locations that can support affordable housing;
- Support matchmaking between affordable housing developers and opportunity sites; and
- Identify specific opportunity sites (e.g., sites with large parking lots or other conditions indicating opportunity for development)

Owner-Occupied Housing

Although condominiums are difficult to build in Washington due to liability laws, the North End neighborhood is home to some small townhome developments. These townhomes are mainly located in the southeastern portion of the neighborhood, near the Stadium District and Central Tacoma, and along the water in Old Town. There is one 5-unit townhome development on Fife Street, just north of N 21st Street. One of these townhomes sold for \$580,000 (\$324 per square foot) in June 2021. These townhomes were built in 1969 and remodeled in 2013. Townhomes at 2204-2208 N 8th Street that were built in 2009 and recently remodeled sold for between \$625,000 and \$685,000 (between \$370 and \$405 per square foot) in 2021 and 2022. All of these North End townhomes have sold for significantly higher than the median home price for townhomes in Tacoma, which was \$410,000 as of May 2022. According to Redfin, the median sale price for single family homes in the North End neighborhood is \$650,000. As of June 2022, Movoto estimates that the median price per square foot in the neighborhood is \$375, up from \$313 per square foot in 2021. A 0.3-acre lot zoned RCX at 1506 S Yakima Avenue is currently for sale at \$76 per square foot.

The townhomes on Fife Street are zoned R-4L (Low Density Multiple Family Dwelling District), while the N 8th Street townhomes are located in an Urban Residential Mixed-Use District (URX). The Cushman and Adams sites are zoned R-2 (Single Family Dwelling District). With implementation of

Home in Tacoma plan duplexes, townhomes, or cottage clusters could be built on either site, though the southern portion of the Cushman site would still have a low-density zoning. Under HB 1110, this area would be eligible for duplex construction or construction of four housing units per lot with affordable housing on at least one unit.

The Cushman and Adams sites would be ideal locations for middle housing development—a variety of housing options that are in scale with single family development (such as duplexes, townhomes, multi-plexes, etc.). The sites are proximate to the University of Puget Sound as well as the Proctor neighborhood. They are also just a third of a mile away from the Safeway supermarket and the Metropolitan Market, and two miles from the Stadium District. If these lots can be subdivided to allow for middle housing such as townhome developments or if other types of residential development could occur, the sales of these new parcels could help fund the restoration of the historic substations. The standard lot size for R-2-zoned lots in Tacoma is 5,000 square feet. Together, the Cushman and Adams sites are 103,600 square feet. Subdividing these lots would increase the amount of housing that could be built on site.

Retail

The North End of Tacoma is located within the Tacoma Non-CBD Retail Submarket. According to CoStar, the submarket’s retail vacancy rate is 2.7 percent and the average market rent is \$22 per square foot. The vacancy rate is highest for Neighborhood Centers (5.5 percent) and lowest for General Retail (1.7 percent). 3,000 square feet of general retail is currently under construction with expected completion in Q4 2022. Over the past year the overall retail vacancy rate has declined by 0.2 percent and the rent has grown by 2.6 percent. In the first quarter of 2022 the submarket lost over 100,000 square feet of retail when a former K Mart was converted to apartments. See Figure 23.

According to Esri, outside of shelter, food at home, and health care, the largest expenditures for residents within 1 mile of the Cushman and Adams sites are entertainment and food away from home, indicating a high demand for experience-based retail. Due to the size and locations of the Cushman and Adams sites, retail should not be the only use, though it could be a complement to housing, flexible office space, or community uses. See Figure 24.

DELIVERIES & DEMOLITIONS

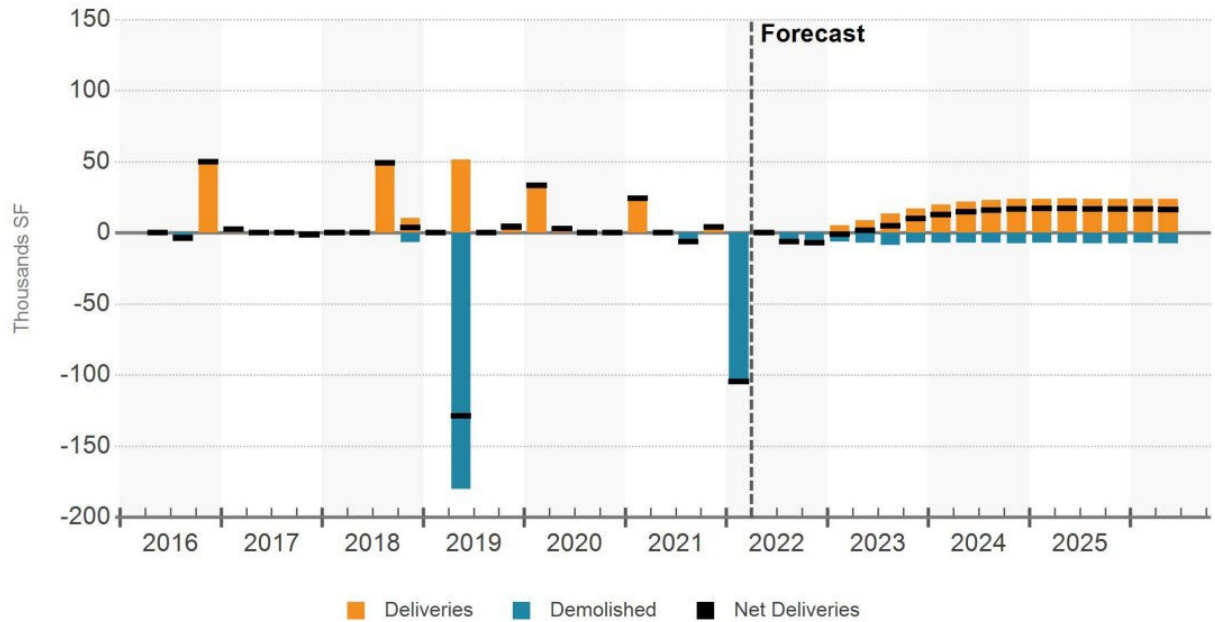


Figure 23—Retail Deliveries and Demolitions in the Tacoma Non-CBD Submarket, 2016 to 2025
 Source: CoStar.

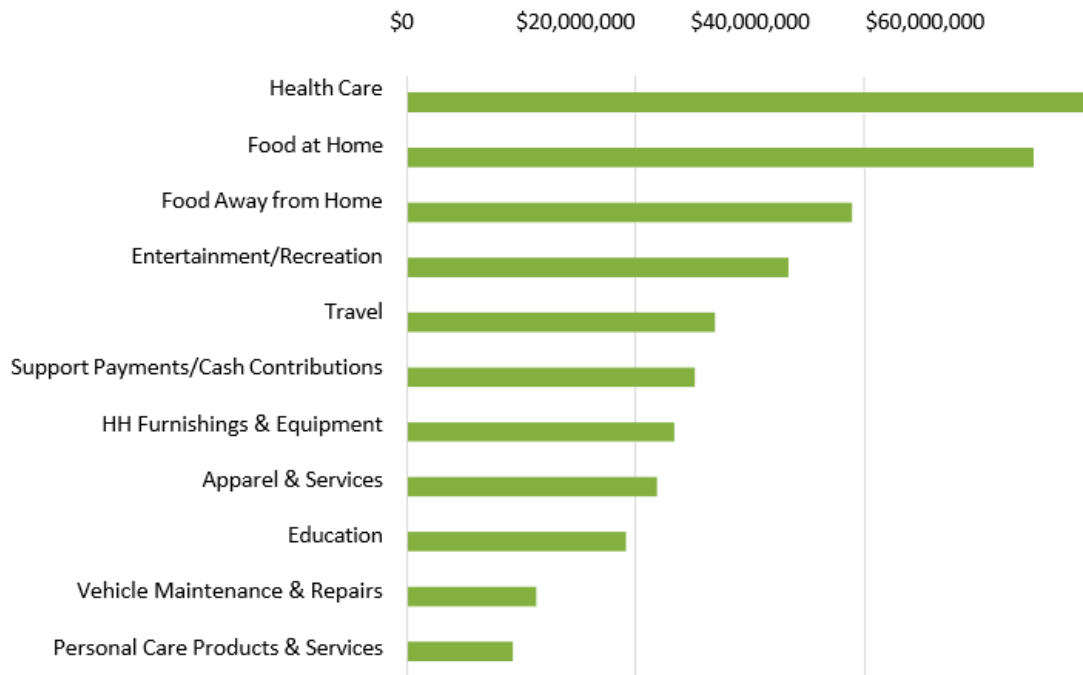


Figure 24—Total Consumer Spending within One-Mile of Cushman/Adams Sites
 Source: ESRI Business Analyst Online, based on US Census.

As shown by Figure 25 below, the neighborhoods surrounding the Cushman and Adams sites to the west and east are experiencing high levels of retail leakage, indicating that there is significant demand for retail services in this area that is not met by existing establishments. The money residents in this area are spending on food, entertainment, and recreation is going to other areas.

2017 Leakage/Surplus Factor by Industry Subsector

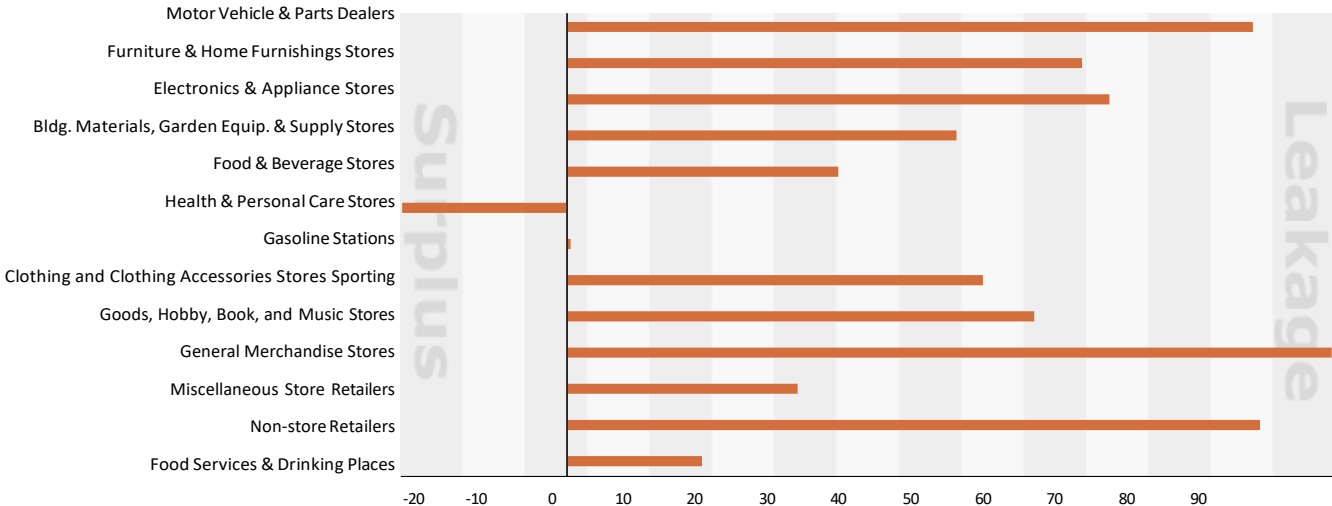


Figure 25—2017 Total Retail Leakage within One-Mile Radius of Cushman Substation

Source: ESRI Business Analyst Online/US Census, Leland Consulting Group.

According to CoStar, the vacancy rate for office space in the Tacoma Non-Central Business District (CBD) office submarket is 2.9 percent, below the 10-year average. The vacancy rate for 4- and 5-star office space in the submarket is currently 0 percent and is not expected to increase above 2 percent in the next four years. There is currently no office space under construction and demolitions are expected to continue. Over the past year, overall office rent has increased by 3.9 percent. See Figure 26.

DELIVERIES & DEMOLITIONS

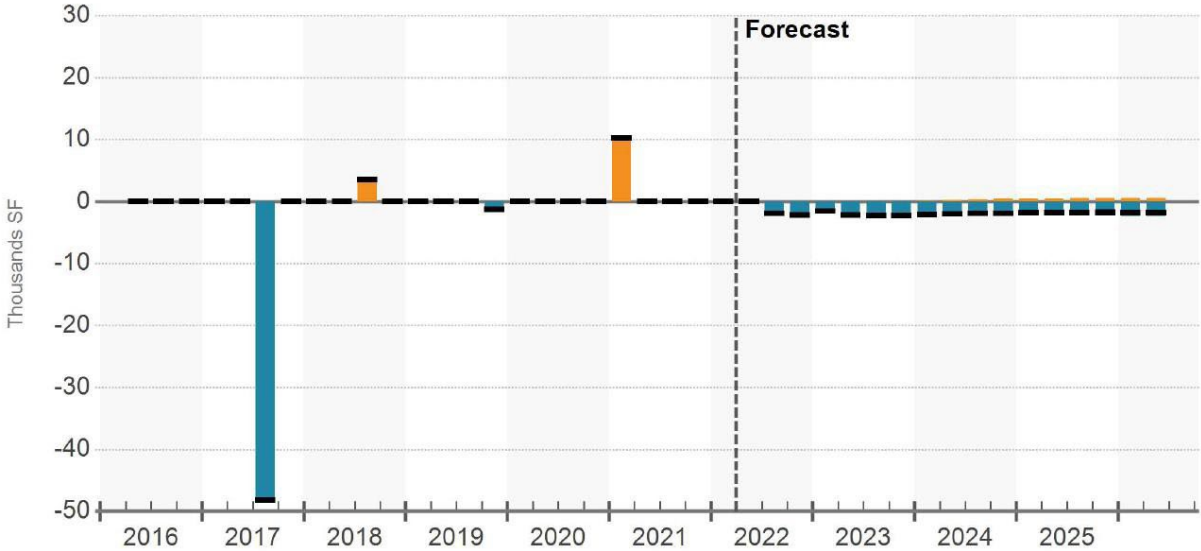


Figure 26—Office Deliveries & Demolitions in Tacoma Non-CBD, 2016 to 2025
Source: CoStar.

While office rents per square foot outside of Tacoma’s Central Business District are not significantly lower than those in the central business district, they are likely not high enough to support new office construction. See Figure 27.

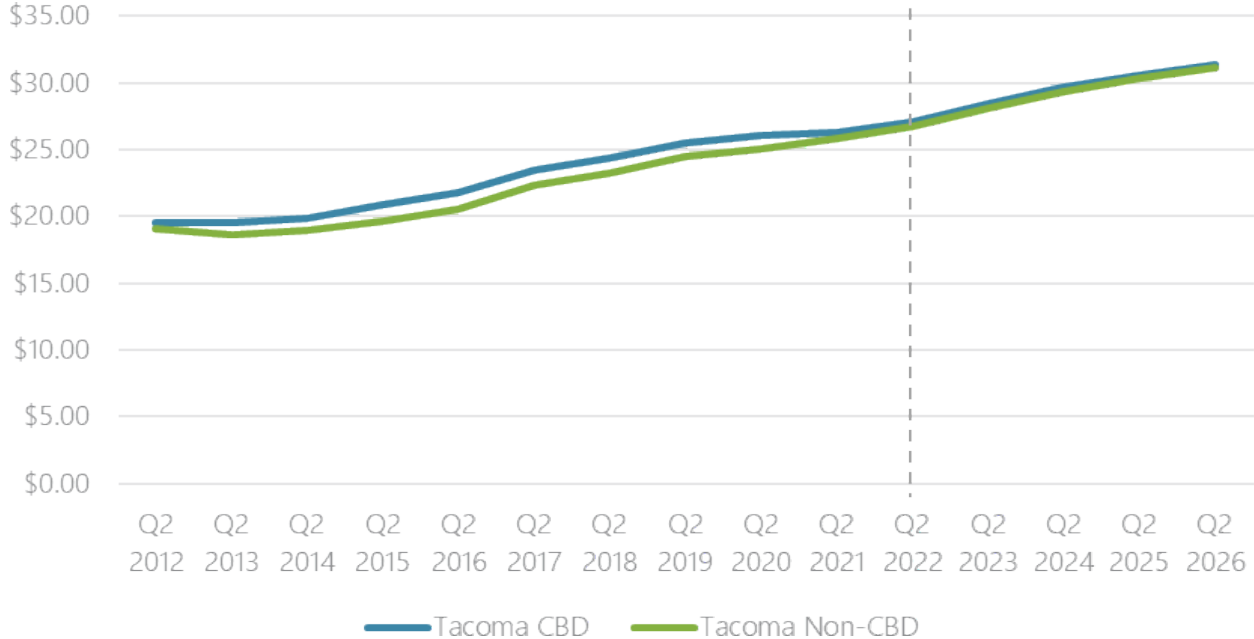


Figure 27—Market Office Rent per Square Foot, Tacoma CBD vs. Non-CBD

Source: CoStar.

Within a one-mile radius of the Cushman and Adams sites, 73.3 percent of residents work white collar jobs. 33.7 percent of these workers are categorized as professional, while 20.8 percent work in management, business, or financial positions. 28.7 percent of residents in this area have a bachelor’s degree and 26.4 percent have a graduate or professional degree. Goal EC-3 of the One Tacoma Plan outlines the City’s aim to “cultivate a business culture that allows existing establishments to grow in place, draws news new firms to Tacoma, and encourages more homegrown enterprises.” Incorporating some flexible or creative office space into the planned redevelopment would benefit local small businesses and startups. Live-work space could also potentially be incorporated into the Cushman building. However, given the uncertainty in the office market due to the COVID-19 pandemic, traditional office space is unlikely to be the highest and best use for this space.

Outside of traditional office space, the sites offer an opportunity to support local entrepreneurs and small business owners through pop-up or temporary events. Policy EC-3.12 of the One Tacoma Plan is to “support establishment of temporary markets (farmers’ markets, craft markets, flea markets, etc.) and other temporary or mobile vending structures in the public realm.” This policy could be incorporated into plans for community space on site whether the City sells the land to a private investor or turns substations into public facilities. This option would require restoration of the historic buildings without the need for a complete rebuild of the interior space.

Hospitality

The location of the Cushman and Adams sites suggest that development of a hotel on the site is unlikely, though not impossible. Hotels are most often built in close proximity to demand drivers of overnight stays. Typically, demand drivers include large employment centers, tourism destinations and/or views, and major transportation routes such as freeways. The subject sites are not clearly exceptional in terms of proximity to any of these drivers. That said, the sites are close to the University of Pacific Sound and within a very charming neighborhood setting. In addition, the current zoning does not allow a hotel. To accommodate hotel space, the site would need to be rezoned to C-2, HM, PDB, NCX, CCX, UCX, or CIX. Additional details are covered below.

According to CoStar, the Tacoma/Olympia hospitality submarket currently has 9,024 rooms, with 124 rooms under construction. The current occupancy rate is 64.7 percent and the ADR is \$116.10.

See Figures 28 and 29.

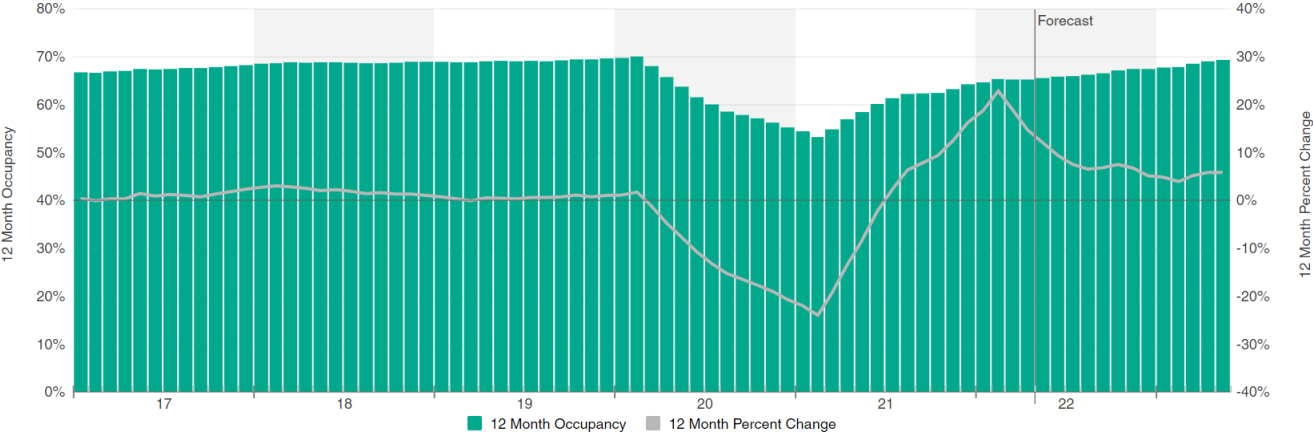


Figure 28—Tacoma/Olympia Submarket 12-Month Hospitality Occupancy Rate, 2017-22
Source: CoStar.

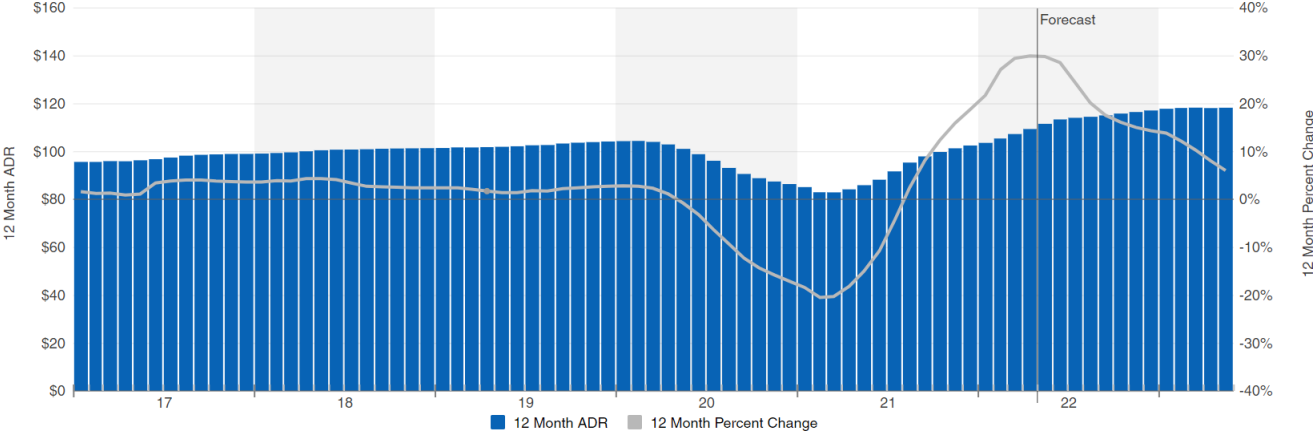


Figure 29—Tacoma/Olympia Submarket 12-Month ADR, 2017-22
Source: CoStar.

RevPAR (the daily average room rate multiplied by occupancy rate) for the submarket is \$75.12, just under the total market RevPAR of \$75.38. See Figure 30.

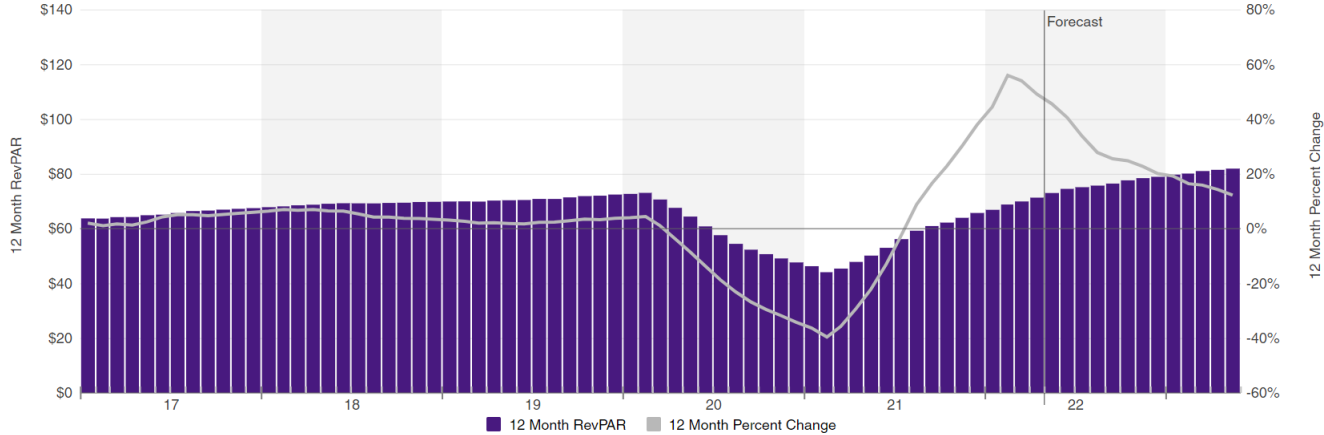


Figure 30—Tacoma/Olympia Submarket REVPAR, 2017-22

Source: CoStar.

While demand dropped due to the pandemic in 2020 and the beginning of 2021, it has since increased significantly and is expected to normalize by the end of 2022. Over the last three years, 870 hotel rooms have been built and 220 were demolished. A new Courtyard by Marriott hotel will bring 124 new hotel rooms to Olympia by the end of 2023. CoStar forecasts that the average occupancy rate will be 69.4 percent, suggesting that there is not a pressing need for more hotel rooms in this submarket. See Figure 31.

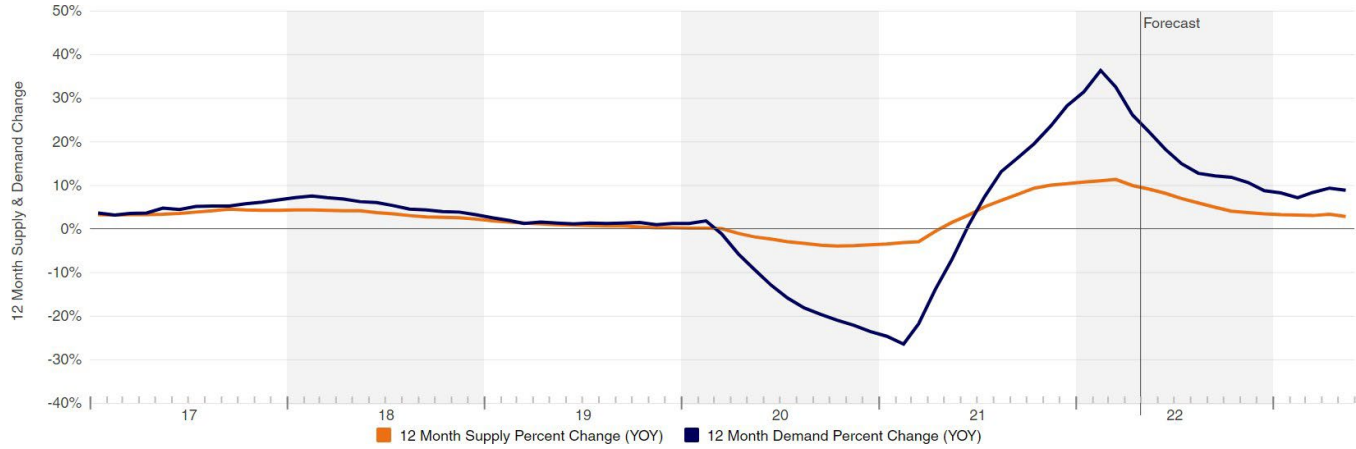


Figure 31—Change in Supply and Demand for Hotel Rooms in the Olympia/Tacoma Submarket, 2017-22

Source: CoStar.

Public Use/Community Space

The Cushman and Adams sites could be used for public purposes/community space, potentially including a recreation center, parks, and/or indoor and outdoor gathering spaces. It is difficult for LCG to assess the market demand or feasibility of such uses for several reasons. First, they are not precisely defined at this point: “community use” could mean a small pocket park or a large recreation/aquatic center, which have vastly different costs and operating requirements. Second, the feasibility of such uses is typically evaluated by parks agencies, in this case Metro Parks Tacoma (MPT), using service standards that differ from those used to evaluate the feasibility of private development.

MPT set a goal that, by 2023, 90 percent of Tacoma residents have access to a park or open space within a 10-minute walk of their residence. The goal was based on analysis conducted by the Trust for Public Land (TPL). In a March 2020 plan produced by TPL for MPT and Tacoma Public Schools, it was reported that 31 percent of Tacoma residents could not access parks and open spaces within a 10-minute walk of their homes. However, the neighborhood surrounding the Cushman and Adams sites is not shown on the TPL maps to be in a gap of park or open space availability. TPL maintains maps on their publicly accessible website known as ParkServe, an interactive map in which individuals can search and explore the locations of parks in their communities.

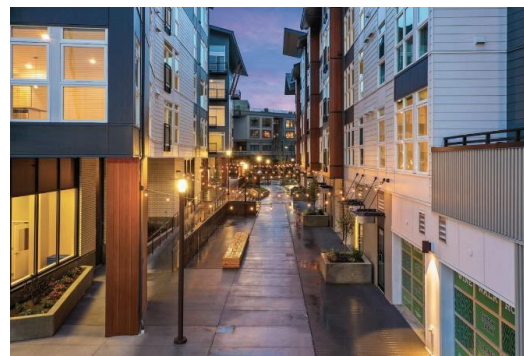
One or more small public open spaces could be built on the site by MPT or others (non-profit or private developer for example). The cost of such space may mean a reduction in the land’s purchase price.

Tacoma does not have specific zoning for community use sites. The existing community centers are located in commercial zones, including C-1 and NCX. Tacoma’s C-1 zone has a 35-foot height limit, no minimum lot area, and no maximum gross floor area per building. Neither restaurant nor hospitality uses are allowed in the C-1 zone.

Adaptive Reuse Precedent Projects/Case Studies

Leland Consulting Group (LCG) prepared the following summary of adaptive reuse project precedents and case studies.

Old Woodinville School/Schoolhouse District—Woodinville, WA



Summary Information:

- Location: 13205 NE 175th Street, Woodinville, WA 98072
- Site size: 131,795 square feet (3.02 acres)
- Building size: 15,176 square foot schoolhouse; 246,113 square feet mixed use with underground parking
- Uses: Restaurant, apartments (mixed use including retail and office space)
- Previous Owner: City of Woodinville
- Current owner/developer: WCCP LLC (Mainstreet Property Group)
- Year of development/groundbreaking/completion: 2021
- This project was led by LCG

Key Lessons Learned:

- The City viewed the schoolhouse renovation as an opportunity to expand the rec center and create new public spaces.

- The developer chose to put retail businesses in the schoolhouse and build two new apartment buildings on the adjacent land. 40,000 square feet was designated public open space.
- The City had previously used the schoolhouse as City Hall, but after purchasing the site from the school district in 2021 the City built a new City Hall. The City started seeking out opportunities for public-private partnerships for the building in 2005.

Challenges:

- The City had struggled to find a way to restore the historic school building. This was ultimately accomplished through partnership with a private developer that was able to combine the restoration with a larger project that incorporated public and private spa.

Links:

- [The Schoolhouse District](#)
- [Northside News – Schoolhouse District to House Award-Winning Restaurants](#)
- [The Woodinville Weekly – Schoolhouse District Will Provide a “Personal Experience”](#)
- [Washington Trust for Historic Preservation – Old Woodinville School](#)
- [The Woodinville Weekly – Schoolhouse District Prepares to Open this Fall](#)

Pybus Public Market—Wenatchee, WA



Summary Information:

- Location: 3 N Worthen Street, Wenatchee, WA 98801
- Site size: 2.5 acres
- Building size: 28,000 square feet
- Uses: Farmers market, restaurants, shop & tasting room, community meeting space, event space, commercial kitchen
- Previous Owner: Riverpark Plaza LLC
- Current owner/developer: City of Wenatchee
- Year of development/groundbreaking/completion: 2013

Key Lessons Learned:

- Restoration and adaptive reuse of the site aligned with the Port’s goals of cleaning up and developing Wenatchee’s riverfront. The success of this type of project depends on its location – riverfront and downtown areas are most suitable for large public parklets
- Local philanthropists Mike and JoAnn Walker set up a non-profit organization to fund the redevelopment. The Pybus Market Charitable Foundation continues to support the market and the community by offering programming in support of the arts, education, and other local non-profits.
- The site’s location is adjacent to the Apple Capital Recreation Loop, which improves non-car access to the site.
- The goal of the adaptive reuse project was to stabilize the existing structure rather than completing a full rebuild.

Challenges:

- In 2018 an additional \$1.2 million funded renovation of the events space at Pybus. The Pybus Foundation was able to contribute \$700,000 but the remainder of the funding was donated by the community. The nonprofit operating structure of Pybus Market enables a wider variety of programming and activities, but there is limited funding for ongoing facilities improvements and operating costs.
- This type of project requires significant capital. The Port of Chelan County acquired the property for \$1.3 million and contributed \$5.6 million to construction, while the City of Wenatchee contributed \$1.4 million, and the Walkers provided \$3 million. The Port of Chelan County leased the site for 50 years to the Walker’s non-profit organization.

Links:

- [Seattle Refined – The Secrets of Wenatchee’s Pybus Market](#)
- [Pybus – About the Market](#)
- [Chelan Douglas Regional Port Authority – Pybus Public Market](#)
- [Graham Baba Architects – Pybus Market](#)
- [Wenatchee World – Who Owns Pybus Market? All of Us](#)

Redd on Salmon Street—Portland, OR



Summary Information:

- Location: 831 SE Salmon Street, Portland, OR 97214
- Site size: East Site is 40,040 sf (0.92 ac), West Site is 36,000 sf (0.83 acres)
- Building size: East Campus is 32,344 sf, West Campus is 54,178 sf
- Uses: East Campus is an events space with a test kitchen and parking lot; West Campus is a combination of warehouse, shared office space, commissary, and distribution center for food startups.
- Current owner/developer: Ecotrust
- Year of development/groundbreaking/completion: 2019

Key Lessons Learned:

- The project solves the problem of food distribution for mid-sized farmers and producers (“Agriculture of the Middle”) and connects Portland residents and businesses with suppliers in a more efficient way. While this is an unusual use for a redevelopment project, it has been successful.
- As an environmental-focused nonprofit, Ecotrust was able to take a mission-driven approach to redevelopment. The success of the Redd enables Ecotrust to continue supporting its mission and programs.

Challenges:

- Due to unexpected expenses in the redevelopment process, hard costs totaled \$537 per square foot.

Links:

- [Portland Tribune - Food Hub’s Other Half Set to Open](#)
- [Field Guide to a Regenerative Economy – The Redd on Salmon Street](#)
- [Ecotrust – Rolling out the Redd: Celebrating the Launch of our New Food Campus](#)

Olympia Armory—Olympia, WA



Summary Information:

- Location: 515 Eastside Street SE, Olympia, WA 98501
- Site size: 75,000 square feet (1.72 acres)
- Building size: 41,160 square foot Armory, 9,700 square foot outbuilding (50,860 sf total)
- Current Use: Unoccupied.
- Proposed Uses: Creative campus, dedicated arts space
- Previous Owner: Washington Military Department
- Current owner/developer: City of Olympia
- Year of development/groundbreaking/completion: The property was transferred to the City in March 2022. The City Council plans to adopt the final plan in the Summer of 2022.

Key Lessons Learned:

- Through public engagement with the community and the Olympia Historical Society the City determined that there was significant interest in keeping the site publicly owned.

Challenges:

- In April 2022, the City of Olympia passed a 0.1% increase in local sales tax to fund access to the arts. Unfortunately, the City is unable to use revenue from this tax on the adaptive reuse of the armory. However, the City and local nonprofits will be able to use this funding for arts programming within the armory once it reopens as a creative campus. The City of Olympia did receive a \$75,000 grant from the National Endowment for the Arts.

Links:

- [JOLT – Armory Turnover to Olympia Finalized](#)
- [Engage Olympia – Olympia Armory Building: Creative Campus](#)
- [Washington Military Department – Historic Olympia Armory Looks to Past for a Bright Future](#)
- [JOLT – Inslee Signs Declaration to Transfer Washington National Guard Armory Property to the City of Olympia](#)
- [City of Olympia – City to Receive \\$75,000 grant to support the Armory Creative Campus](#)

McMenamins Elks Temple Hotel—Tacoma, WA



Summary Information:

- Location: 565 Broadway, Tacoma, WA 98402
- Site size: 15,211 square feet (0.349 acres)
- Building size: 44,361 square feet
- Uses: Restaurant, hotel, bar, concert venue
- Previous Owner: unknown
- Current owner/developer: Elks Temple Properties LLC (McMenamins)
- Development/groundbreaking/completion: construction began in 2017; hotel opened in 2019

Key Lessons Learned:

- McMenamins was not only able to honor the history of the building as an Elks Lodge, but they also incorporated the history of others who have used the site, including graffiti artists and people of color.
- McMenamins' experience with reusing historic properties contributed significantly to the success of this project.

Challenges:

- The building was vacant for 33 years prior to reopening as the McMenamins Elks Temple.
- Prior to renovation, the inside of the building consisted of large open spaces.
- McMenamins purchased the property in 2007. Due to the recession that followed, McMenamins did not break ground on the renovation until 2017. The total renovation cost was \$34 million.
- Redevelopment required graffiti mitigation and significant clean up.

Links:

- [South Sound Magazine – The Rich History of McMenamins Elks Temple](#)
- [McMenamins – Elks Temple](#)
- [Curbed – Historic Tacoma Elks Lodge Will Reopen as a McMenamins Complex in April](#)
- [South Sound Talk – McMenamins Elk Temple in Tacoma Will Open in April 2019](#)

Downtown Riverfront Steam Plant—Eugene, OR



Summary Information:

- Location: 701 E 8th Avenue, Eugene, OR 97401
- Site size: 1.18 acres
- Building size: 28,000 sf
- Uses: Hotel, restaurant, public performance space, coworking, rooftop bar
- Previous Owner: Eugene Water & Electric Board (EWEB)
- Current owner/developer: Urban Renewal Agency of the City of Eugene; developers are Mark Milksis and Mark Frohnmayer
- Year of development/groundbreaking/completion: Construction to begin no later than September 30, 2023

Key Lessons Learned:

- The City conducted twelve months of outreach to create a community-designed plan to ensure that the redevelopment aligns with community values.
- The steam plant was labeled one of Eugene’s “special places” – adaptive reuse of the site should “reveal its layers of history.”

Challenges:

- The City of Eugene chose a private developer whose vision is aligned with the EWEB Riverfront Master Plan, which is based on input from a robust stakeholder process. The Steam Plant property is considered the signature piece of the 16-acre EWEB property redevelopment. The focus of this project is on reconnecting the City and its residents and visitors with the river. Incorporating the City’s goals for the project and feedback from public engagement is essential to the success of this project
- The location along the river includes sensitive natural habitat.

Links:

- [City of Eugene – Downtown Riverfront Steam Plant](#)
- [City of Eugene – Request for Qualifications Steam Plant Redevelopment](#)
- [City of Eugene – Eugene Steam Plant Redevelopment](#)
- [YouTube – City Launches Redevelopment of EWEB Property](#)
- [KLCC – Steam Plant Proposal Gets the Green Light from Eugene City Council](#)

Georgetown Steam Plant—Seattle, WA



Summary Information:

- Location: 6605 13th Avenue S, Seattle, WA 98108
- Site size: 317,500 square feet (7.3 acres)
- Building size: 20,000 square feet
- Uses: Education, arts and sciences hub
- Previous Owner: Seattle City Light
- Current owner/developer: Seattle City Light; primary lease held by The Georgetown Steam Plant Community Development Authority (nonprofit organization)
- Year of development/groundbreaking/completion: Expected completion by 2025

Key Lessons Learned:

- Seattle City Light began bringing people to the site before renovating. They started opening the plant to the public for four hours per month in 2014, and as of 2020 was hosting quarterly art performances.
- The nonprofit is led by Sam Farrazaino who previously redeveloped the INS Building into an arts studio complex. Farrazaino’s vision for the Steam Plant does not include overhauling the building’s interior or adding permanent seating or stages. The \$10 million renovation includes accessibility and seismic upgrades.
- Funding for maintenance will come from renting out the space as a venue for a variety of events.

Challenges:

- The building needed seismic upgrades as well as a new roof. These are being paid for with preservation grants and philanthropy dollars.
- The COVID-19 pandemic delayed renovation plans as well as performances and tours.

Links:

- [Crosscut – Georgetown Steam Plan to Become an Innovative Arts and Science Hub](#)
- [Seattle City Light – Georgetown Steam Plant](#)
- [Crosscut – ArtSEA: Georgetown Steam Plant Reopens, Powered by Dance](#)
- [Georgetown Steam Plant Community Development Authority](#)

Potential Redevelopment Considerations

Introduction

Leland Consulting Group (LCG) also prepared the following analysis of potential redevelopment options and considerations in 2019-2020.

Key Challenges Related to the Cushman and Adams Sites

Key potential challenges impacting potential redevelopment of the Cushman and Adams sites are summarized below.

- **Building Conditions:** The buildings will require substantial alterations to bring them into code compliance. These alterations include fire and energy code compliance, seismic retrofit, and ADA improvements, as well as new mechanical, electrical, plumbing and fire protection (MEP/FP) systems, and other improvements.
- **Environmental Remediation:** An investigation of soil conditions at the Adams Street substation was conducted in 2008 and a Phase II Environmental Site Assessment was completed in 2018. The results of these studies indicated that environmental remediation will be necessary as part of adaptive reuse and/or future redevelopment.
- **Title Risk:** There may be historical easements or covenants that could impact how the site is used.
- **Historic Building Regulations:** Rules governing how the historic buildings can be altered can impact the feasibility of some uses more than others.
- **Competing Visions for Site Use:** Full engagement is yet to be completed for the project; some constituents have indicated that the sites should be converted to full public use; however, this is in conflict with City affordable housing policies and surplus policies. At this time there is not yet clarity about potential public/private partnership and/or potential ownership and redevelopment structures for the sites. There is yet not clarity related to terms of potential sale or long-term lease of the sites.
- **Location:** The sites are located in a residential area outside of a designated center.
- **Zoning:** Current zoning allows a mix of uses including varying residential densities; however, depending upon the Future Use Study, a conditional use permit or zoning change may be needed to implement mixed use redevelopment, community uses, retail uses, and/or multifamily housing.
- **Financing/Loan Availability:** Acquiring financing for historic buildings can be difficult, especially if the buildings include unreinforced elements. A structural engineer would need to evaluate the buildings to determine the need for reinforcement.
- **Parking:** On-site parking may be needed to attract visitors to the site, but it would limit the space available for redevelopment. Geotechnical investigations are needed to determine if below grade parking would be feasible.

It is critical to recognize that reuse proposals for historic properties must be informed by a wide range of analyses that go well beyond the factors considered in this high-level market analysis. For example, the capacity to reuse or redevelop historic properties is often impacted by the analysis of soils, geotechnical, and environmental conditions; building conditions including foundations,

structure, envelope, mechanical systems, design and circulation; property title issues including easements and covenants; and regulation specific to historic properties. Reuse is also affected by non-technical considerations including the goals of the property owner and community input. While the consultant team has attempted to incorporate these considerations into this report, we have not reviewed environmental, structural, title, or other technical analyses for the subject properties.

As stated previously, a conditional use permit or zoning change may be needed for future redevelopment. This process can be time consuming, adding to the cost of the project and threatening feasibility. However, this could be mitigated through the City processing any needed zoning changes as part of a public/private partnership agreement or exchange of the property.

In addition, the sites’ previous industrial use as substation facilities increases the likelihood that environmental remediation will be necessary before anything is built on site. Lower density residential housing could require more thorough environmental remediation than larger podium-style buildings or other site uses. Converting some portion of the sites to park space would also likely require significant remediation.

The location of the sites presents a lesser challenge. They are located outside of Tacoma’s central business district and though proximate to the Proctor district, they are situated within a residential area to the south, which may not be compatible with various uses.

Potential Redevelopment/Partnership Structure

Potential redevelopment/partnership structure options available to the City include selling the site to a private developer, retaining the site for public community uses, or forming a public private partnership with the aim of achieving a development with a mix of public and private uses. See the table below for example options.

	ASAP Sale to Private Developer	Public Private Partnership including Sale to Private Developer	Sale to Nonprofit Entity	Public Use (e.g., Community Recreation Center)
Strengths	City does not take on development risk. Costs would be absorbed by a private party.	Assumes City selects a developer via a competitive process which results in a development agreement between public sector and developers.	A mission-driven nonprofit could activate the space in a way that serves the community’s needs	There is strong public support for community use of the site, particularly from the North End Neighborhood Council.

	ASAP Sale to Private Developer	Public Private Partnership including Sale to Private Developer	Sale to Nonprofit Entity	Public Use (e.g., Community Recreation Center)
	City receives some funds asap.	<p>City takes on less development risk.</p> <p>Can partner with a non- profit to manage Cushman.</p> <p>Site and building uses- - including mix of uses on site, types of community uses, and reuse of Cushman Building--can be controlled by development agreement. Additional parties such as non-profits can be members of the master development team.</p> <p>This is similar to the Woodinville Schoolhouse model.</p> <p>There are some funding opportunities available to public entities/ agencies that are not available to private developers.</p>	<p>City would not be responsible for ongoing maintenance of the site.</p> <p>There are some funding opportunities available to public entities/ agencies that are not available to private developers.</p>	<p>The City would maintain full control over the site and the adaptive reuse project.</p> <p>There are some funding opportunities available to public entities/ agencies that are not available to private developers.</p>
Challenges	<p>Public agencies have less control over what, if anything, is built on site.</p> <p>Land value is likely to be lower, without additional due diligence (e.g., environmental, structural) or rezoning</p>	<p>The allocation of risk and financial responsibility will be determined by the ability of both sides to negotiate.</p> <p>Likely requires more investment of time from staff, elected leadership, and</p>	<p>Few nonprofits have the funds, expertise, and capacity to lead renovation and operations of the Cushman Building, and redevelopment/ use of the entire site.</p>	<p>All costs and redevelopment risk would fall on the owner including development, remediation, and ongoing maintenance.</p>

	ASAP Sale to Private Developer	Public Private Partnership including Sale to Private Developer	Sale to Nonprofit Entity	Public Use (e.g., Community Recreation Center)
	that enables a wider variety of market-rate development on the site. Without direct financial interest, it may be harder to negotiate for public space.	potentially consultants. May result in higher or lower land value—TBD depending on goals and process.		

Summary of Preliminary Analysis

A general summary of preliminary analysis completed to date for the City of Tacoma for the Cushman and Adams Substation sites based on this early stage of work is provided below.

Regarding the next steps and future steps of the process:

- The City will continue with the **public engagement process** in 2024 to inform the vision and goals for the sites to guide the process going forward as part of the next phases of work. The two-step VISIONING and SCENARIOS engagement process planned should include presentation of precedents and realistic ideas and options for feasible uses that align with city and community goals.
- Given the **historic importance of the substations to the entire community of Tacoma**, it will be important to gather input citywide, as well as engaging residents of the surrounding neighborhoods.
- Beyond the visioning and scenarios development and analysis being completed in the next phases of work, **more information will be needed in the future** regarding the condition of the buildings and sites to determine the feasibility of the possible redevelopment options and a preferred scenario as part of future work.
- Additional environmental analysis and a more thorough Building Conditions Assessment likely will need to be conducted to evaluate structural, mechanical, plumbing, and electrical needs and inform specific adaptive reuse solutions.

Here is a summary of observations from this early stage of preliminary analysis:

- **The current zoning of the site could be a barrier to certain uses** and accomplishing the community’s vision. A conditional use permit or rezoning would be needed if the City intends to move forward with certain uses (such as community/public use or certain commercial uses). Potential future options or pathways for rezoning of the site include a zoning change, which would need to be approved by City Council; a Development

Agreement, which would be eligible under certain scenarios; or a Conditional Use Permit, which may be required anyway related to the change in use for the historic structure.

- Per the market analysis, **housing could be a feasible use for these sites**. While it is possible that office (such as perhaps work share space) or retail could work in this location, hospitality may not be as likely as a future use, and zoning changes would be needed. There is the potential that some neighborhood scale retail uses could be in demand as an extension of those available in the Proctor District.
- **Surplus policies of the Tacoma General Government and TPU, as well as affordable housing policies that also align with state legislation (House Bill 1220) requiring local governments to “plan for and accommodate” housing affordable to all income levels and HB 1110 related to middle housing**, are an important consideration in evaluating future use options for the Cushman and Adams sites. Zoning being implemented under *Home in Tacoma* recognizes the important need for middle housing options, in alignment with state legislation under House Bill 1110.
- **Reserving these sites for community uses would require ongoing operating capital**. The City would need to identify a highly resourced nonprofit organization interested in pursuing this as a long-term project, as in the Pybus Market and Redd on Salmon Street case studies.
- **Use of the buildings for housing could be challenging**. It is most likely that standalone adaptive reuse of the buildings would be costly given the code upgrades/updates that would be needed. With future consideration of this potential option, more clarity will be needed pertaining to the City of Tacoma Historic Register requirements pertinent to the buildings and site.
- **The adaptive reuse and redevelopment of the sites will require gap financing**, which could be reduced through the utilization of the Special Tax Valuation, as well as other potential historic incentives.
- The City could consider various options for future redevelopment of the sites, including:
 - **A public-private partnership(s) (P3)**, which is as an effective way to deliver a mix of community uses, housing, commercial space, and public open space; or working with a development partner to **ensure that any adaptive reuse project or redevelopment of the site includes community benefits**.