



# Memorandum

**To:** Lauren Perez Hoogkamer, MSUP/MSHP  
Principal Planner, City of Tacoma

**From:** Mandi Roberts, AICP, PLA, Senior Vice President and Principal Planner,  
Otak, Inc.

**Date:** March 25, 2025

**Subject:** Submission of Future Use Study Elements for April 1, 2025 City Council Meeting

**Project:** Tacoma Cushman and Adams Substations Future Use Study

Otak is in the process of completing work on the Tacoma Cushman and Adams Substations Future Use Study and we have drafted several elements of the study, which are attached as background for the April 1, 2025 City Council meeting. The details of the sections of the draft study being provided are highlighted in yellow in the attached draft table of contents, immediately following this memorandum. We have also included several appendices that provide information relevant to the attached draft elements of the study, listed below.

- Presentation of Engagement Summary and Potential Future Use Scenarios
- Engagement Summary—in addition to a summary of input includes information about the introduction, purpose, timeline, and study process), along with a summary of input gathered from various engagement efforts.
- Potential Future Use Scenarios—includes description of the study context and site areas, as well as scenarios under study, evaluation criteria and key considerations, scenarios analysis, and a description of next steps. Evaluation of the scenarios is still in process and an evaluation matrix will be provided with the full draft study.
- Appendices included with this packet:
  - [2024 Cushman-Adams Future Use Study Community Engagement Plan](#)
  - 2018 Cushman [Phase II Environmental Site Assessment Report](#)
  - [2008 Adams Street Substation Soil Investigation](#)
  - [2025 Preliminary Building Conditions Report](#) (Note: This report was originally developed between 2018 and 2020, with some revisions made in 2024 and publishing occurring as a precursor to the 2025 Future Use Study)2018-2022 North End Neighborhood Council Gathered Input and Letter to City Council
  - 2018-2022 North End Neighborhood Council Gathered Input and Letter to City Council

# Tacoma Cushman and Adams Substations Future Use Study

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- [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
- City of Tacoma Surplus Property Disposition Policy, Resolution 41126  
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- [2020 Tacoma Public Utilities Surplus Real Property Disposition Policy 121](#)
- [2024 Cushman Adams Substations - Proctor Neighborhood Plan Feedback Summary Report](#)
- [2024 Cushman-Adams Future Use Study Community Engagement Plan](#)
- 2018 Cushman [Phase II Environmental Site Assessment Report](#)
- [2008 Adams Street Substation Soil Investigation](#)
- [2025 Preliminary Building Conditions Report](#) (Note: This report was originally developed between 2018 and 2020, with some revisions made in 2024 and publishing occurring as a precursor to the 2025 Future Use Study)
- [City Council and TPU Board Memorandum of Understanding \(July 24, 2018\)](#)
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- 2024 VISIONING Survey Results/Summary Report
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# Tacoma Cushman and Adams Substations Future Use Study

## ENGAGEMENT SUMMARY (DRAFT)

March 24, 2025

### Introduction

The City of Tacoma is studying potential future uses for the historic Cushman and Adams substation sites and buildings, with the goal of identifying ways these spaces can serve both surrounding neighborhoods and the broader city in the years to come. This is a unique opportunity to study potential future uses for these building and sites that serve the whole city and surrounding neighborhoods. Tacoma Public Utilities (TPU) is still actively using and maintaining the building and site and plans to vacate and surplus it by 2027 following construction of an off-site replacement facility.

During the course of 2024, the study team, in partnership with the City of Tacoma and Tacoma Public Utilities, facilitated an inclusive citywide engagement that included a variety of methods, workshops, and outreach events for the overarching purpose of gathering input on the vision for the future of the substation sites and buildings and potential future use scenarios. A project-specific engagement plan was developed in April 2024 and is available here: [2024 Cushman-Adams Future Use Study Community Engagement Plan](#).

The Future Use Study engagement process has included a variety of methods to ensure inclusivity, with the intent to gather feedback from a diverse array of community members, identify common themes, and understand any conflicting perspectives that may arise. The process included a number of engagement approaches, multilingual translated documents, event tabling, activities, and two separate public workshop series (in person) and online engagement (online open house and survey)—a VISIONING workshop series in June 2024 focused on gathering additional input to help shape the vision for potential future uses of the substation sites; and a SCENARIOS workshop series held in October 2024, focused on gathering input on potential mixes of future uses of the substation buildings and sites.

Input gathered from the recent Proctor Neighborhood Plan process was also reviewed and considered as part of the study. A summary of the Proctor Neighborhood Plan public input can be viewed here: [2024 Cushman Adams Substations - Proctor Neighborhood Plan Feedback Summary Report](#), and includes Appendix E, which provides an overview of key feedback related to the Cushman and Adams sites.

Community input gathered by the Northend Neighborhood Council was also reviewed and considered as part of the study process (see summary of this input later in this chapter).

### Community Engagement Goals and Intended Outcomes

City of Tacoma's Commitment to Diverse Methods for Engagement Tacoma is committed to broad and authentic public engagement and careful consideration of a wide variety of methods to ensure inclusive and equitable community engagement; provide language access options; tailor activities to the diverse demographics of Tacoma; and leverage lessons learned to promote the most meaningful participation possible.

Overall, the intent has been to provide equitable and broad opportunities for meaningful participation in the process. Activities were designed to engage the full community and gather input from diverse interests—including residents from the surrounding area, citywide residents, and groups with specific interests. Through

the process of two separate series of online surveys and workshop sessions, the project team identified common themes and interests, as well as areas of potential conflicting perspectives and interests that need to be addressed.

The City has adopted goals and policies in the Comprehensive Plan to guide engagement activities:

- **Goal AD-1 Engage the interests of the entire community in planning for the future.**
  - Policy AD-1.2 Ensure that community engagement opportunities are broadly accessible and incorporate a range of locations, times, and formats, including accommodations that allow people with disabilities, people with childcare responsibilities, and people with first languages other than English to fully participate.
  - Policy AD-1.4 Collaborate with communities to design culturally appropriate processes to meet the needs of traditionally under-served and under-represented groups.
- **Goal AD-2 Build and sustain robust partnerships with individuals, neighborhoods, businesses, organizations, institutions, and other government agencies.**
  - Policy AD-2.1 Maintain partnerships and engagement with:
    - Individual community members
    - Historically under-served and under-represented communities, including low-income communities and communities of color
    - Neighborhood and business associations, including groups without formal affiliations
    - Businesses, unions, employees, and related organizations
    - Interest and affinity organizations and groups
    - Institutions, governments, and tribal sovereign nations
- **Goal AD-3 Ensure that city decision-making processes are clear and transparent, with good understanding from the community about who is responsible for making decisions and how community input is taken into account.**
  - Policy AD-3.1 Establish and communicate clear roles, rights, responsibilities and timeframes for participants and decision-makers.
  - Policy AD-3.2 At each stage of the planning process, identify what topics can be influenced or changed through community input, and what ones are being guided by established regulations or policies.

**Intended Outcomes from the VISIONING phase of work during the study included:**

- Gather input from a diversity of interests on the potential future vision for the sites.
- Gain an understanding of community and neighborhood interests and needs.
- Through visual preference tools, gather input on scale, character, pattern of potential uses that could fit in with the neighborhood.
- Generate enthusiasm for participating in the planning process and for the project overall.
- Inform about the schedule, next steps, and Fall 2024 scenarios workshop.

## Intended Outcomes from the SCENARIOS phase of work during the study included:

- Gather input from a diversity of interests on the potential future use scenarios (mixes and combinations of uses for the sites and buildings) and potential preferences.
- Understand community perspectives on needs around neighborhood connectivity, wayfinding, and enhancements that may be needed to support the future use scenarios.
- Understand community and neighborhood interests and needs.
- Through reference imagery, gather input on scale, character, pattern of potential uses that could fit in with the neighborhood.
- Continue to generate enthusiasm for participating in the planning process and the project overall.
- Inform about the schedule, next steps, and when the draft study will be completed and the future review process for the draft study.

## How Community Input Helped to Inform the Study Process

All community input gathered through the study process, past engagement efforts, and input gathered by the Northend Neighborhood Council was reviewed and assessed as part of the study process. Engagement was designed around two phases of gathering input: VISIONING—to identify potential ideas and options for future uses of the buildings and sites; and SCENARIOS—to frame potential combinations and mixes of future uses for the buildings and sites. Input gathered through these phases also helped to inform how scenarios could be further refined and the criteria to be used for scenarios evaluation.

Public input is one of the evaluation criteria being used to assess the scenarios, along with the other criteria: alignment with City policies including surplus policies and comprehensive plan policies, alignment with City zoning provisions, costs, needs analysis, public input, sustainability (environmental and operational), and technical feasibility. Community feedback gathered through the workshops, outreach, and surveys has helped to provide an understanding of community interests, inform potential future uses and mixes of uses, and provide a basis for assessing the public input evaluation criterion. The purpose of engagement was to gather a full spectrum of ideas and opinions. The process was not intended to function as a voting mechanism for preferences, but rather as a means to hear participants' perspectives and gather input from people in surrounding neighborhoods as well as citywide.

Tacoma City Council and the Public Utility Board will make final determinations regarding future uses of the sites. This decision-making process will begin in 2025 and likely will require completion of additional follow-on technical studies to help inform final decisions.

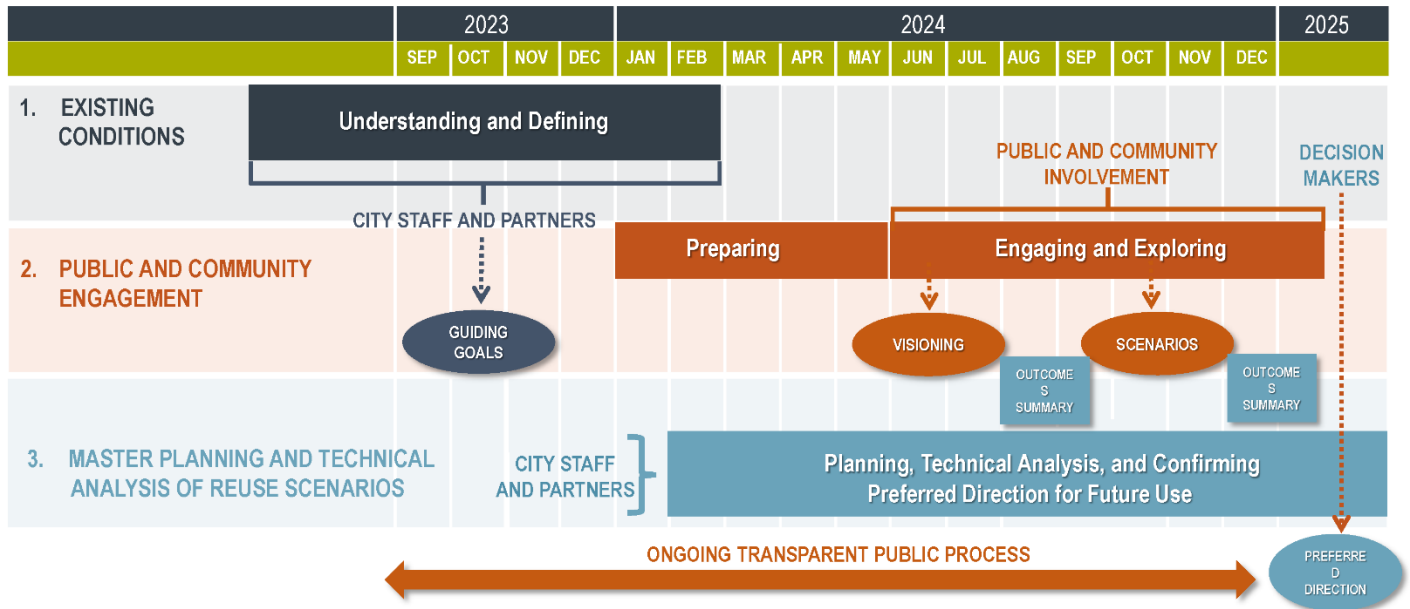
## Past Engagement Efforts

In anticipation of the conversion of the Cushman and Adams substations to other future uses, the City and TPU staff have been laying the groundwork for an extensive public and community engagement effort as part of the Future Use Study. Staff also have supported the North End Neighborhood Council with various outreach efforts, including the well-attended “Discover Cushman!” event held on September 22, 2018, hosted by the North End Neighborhood Council. Initial input gathered from the public regarding potential future use alternatives was documented and has been made available to the consultant team as background for the Future Use Study. In addition, the City engaged residents as part of development of the Proctor

Neighborhood Plan and gathered input relevant to the Cushman-Adams substations site as part of that engagement. More information is available in the separate Feedback Summary Report for the Proctor Neighborhood Plan. Common themes from the input gathered as part of these earlier engagement efforts included a broad interest in public access to the site and potential reuse as a community facility, as well as preserving and providing public understanding of and access to sites of historic significance.

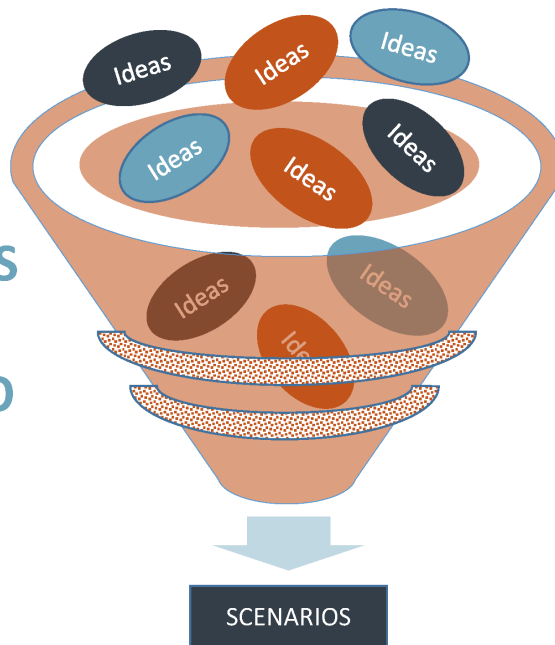
## Overall Study and Engagement Activities Timeline

The overall study timeline and process charts are shown below, followed by a timeline of the specific engagement activities conducted during the study process.



### FUTURE USE STUDY PROCESS

### FROM IDEAS TO SCENARIOS



- 1. VISIONING WORKSHOPS:** Ideas and opportunities generated
- 2. SCENARIOS WORKSHOPS:** Scenarios shaped from ideas
- 3. FILTERING:** Market analysis and technical evaluation of scenarios
- 4. OUTPUTS:** Short list of future use scenarios to inform decision-making and additional feasibility analysis

Below is the timeline of specific community engagement and outreach events that occurred during the study process. The robust process successfully reached thousands of people and gathered input and comments from hundreds, helping to inform the study process and outcomes.

<b>Study Engagement Timeline of Events</b>			
<b>Event/Activity and Type of Engagement:</b>	<b>Timeline/Dates:</b>	<b>Location:</b>	<b>Estimated # of People Reached:</b>
<b>Ongoing Outreach Activities (see list)</b>	Spring 2024 through Present	Online/Websites and Engagement Platform	Thousands
<b>VISIONING Tabling Events/Engagement:</b>	Summer 2024	Citywide	Hundreds
<b>Juneteenth Celebration</b>	June 19, 2024	Steward Heights Park, 5715 Reginald Gutierrez Lane	
<b>Broadway Farmers' Market</b>	July 11, August 8, September 12, and October 3, 2024	Broadway and South 9 <sup>th</sup> Street	
<b>Eastside Community Center Block Party</b>	July 14 <sup>th</sup> , from 1:00 pm to 4:00 pm	Eastside Community Center	
<b>Proctor Farmers' Market</b>	July 6, 2024	North 27 <sup>th</sup> Street and North Proctor Street	
<b>Proctor Arts Fest</b>	August 3, 2024	North 26 <sup>th</sup> Street and North Proctor Street	
<b>VISIONING Public Survey</b>	May 31 to September 7, 2024	Online	613
<b>VISIONING Public Workshop Sessions</b>	June 22, 2024—Two Sessions: 10:30 am to Noon and 3:30 pm to 5:00 pm	Wheelock Library, 3722 North 26 <sup>th</sup> Street	50+
<b>Historic Cushman Street Fair</b>	September 7, 2024	North 19 <sup>th</sup> Street and North Adams Street	More than 100 providing specific input on the study

SCENARIOS Online Open House and Public Survey	October 21, 2024 to November 24, 2024	Online	394
SCENARIOS Public Workshop Sessions	October 21, 2024 (Two Sessions) October 26, 2024 (Two Sessions)	University of Washington Tacoma Wheelock Library, 3722 North 26 <sup>th</sup> Street	50+
Meetings and <b>Presentations and Updates to Groups, Boards, and Commissions</b> (NENC representatives, Landmarks Commission, City Council, Public Utility Board, Parks Tacoma, Tacoma Housing Authority, and other interests and experts)	Various Dates in 2024 and 2025	Various Locations	Many
<b>NENC</b> gathering of input, ideas, and uses (separate from the study process)	Separate events 2018 through 2024	Various locations	3,000+ focused on input from North End residents

## Description of Engagement and Outreach Tools and Activities

A variety of outreach and engagement activities and tools utilized during the study process as described below. The following methods and tools were provided to provide ongoing outreach and information to the public during the study process and to gather input (via online and in-person methods).

### Fact Sheet

A project fact sheet was developed early in the study process and made available in multiple languages:

- [Project Factsheet](#) available in [English](#)
- ¿Necesita esta información en español? [Spanish](#)
- Quý vị có cần nhận được thông tin này bằng tiếng Việt không? [Vietnamese](#)
- Вам нужна эта информация на русском? [Russian](#)
- Чи потрібна вам ця інформація українською мовою? [Ukrainian](#)

## **Websites**

Multiple websites and the online engagement platform were used to provide ongoing outreach and to gather input during the study process.

The engagement web presence is located:

<https://engagepiercecounty.mysocialpinpoint.com/cushmanadams-substation-reuse>

Project information is also available at: [City of Tacoma project website](#) has provided ongoing updated postings of information so everyone can check in on the project at any time and understand the status: [https://www.cityoftacoma.org/government/city\\_departments/planning\\_and\\_development\\_services/planning\\_services/current\\_initiatives\\_and\\_projects/cushman\\_and\\_adams\\_substations](https://www.cityoftacoma.org/government/city_departments/planning_and_development_services/planning_services/current_initiatives_and_projects/cushman_and_adams_substations)

Tacoma Public Utilities online information is available at: <https://www.mytpu.org/community-environment/projects/power-towers-north-21st-street/cushman-substation/> and at My TPU: [www.cityoftacoma.org/cushman](http://www.cityoftacoma.org/cushman)

## **Points of Contact/Feedback Loop**

The public had the opportunity to submit input at any time through the Planning and Development Services (PDS) Department. Inquiries could be emailed to [neighborhoodplanning@cityoftacoma.org](mailto:neighborhoodplanning@cityoftacoma.org), and made to Lauren Hoogkamer, Principal Planner at (253) 591-5254 or [LHoogkamer@cityoftacoma.org](mailto:LHoogkamer@cityoftacoma.org).

Inquiries to Tacoma Public Utilities could be directed to Dr. John Gaines, Senior Government Affairs Advisor, at [JGaines1@cityoftacoma.org](mailto:JGaines1@cityoftacoma.org) or (253) 441-4661.

## **Listserve**

An electronic mailing list was used to provide updates to interested parties regarding meetings, events, and progress on the project. PDS built the contacts list of interested people and organizations as work on the project proceeds. The study team also collaborated with the North End Neighborhood Council, who distributed project updates to their Listserve contacts.

## **Social Media**

The City of Tacoma, Planning Tacoma, and TPU maintain accounts on Facebook, Twitter/X, and Instagram, which were used to announce project meetings and events and to make connections to the website and project information updates.

## **Responses to Frequently Asked Questions (FAQs)**

The study team developed a set of FAQs about the project and made them available on the City's website.

## **Media/Press Relations**

City staff coordinated with the media and press contacts to provide updates and press releases during the course of the project. Announcements for key events were distributed to local media outlets including the Daily Index and The News Tribune, KNKX Public Radio, and other outlets.

## **TV Tacoma**

The City supported engagement efforts through announcements and videos on TV Tacoma.



## **TPU Supported Outreach**

TPU assisted the project team with various postings and outreach activities including posting information about the project on MyTPU.org at the website where people pay bills and check their water and power usage. TPU also supported the process by publishing e-news articles and other web notices to advertise upcoming meetings.

## **Tabling at Special Events, Farmers Market, Historic Cushman Street Fair, and Other Events**

The study team distributed fact sheets and information about the project and directed people to the websites and upcoming workshop events as part of tabling at special events, the Farmers Market, Historic Cushman Street Fair, and other events. Outcomes from some of these events are further described on the following pages.

## **Presentations and Updates to Groups, Boards, and Commissions**

City staff and study team provided periodic updates to organizations and formal boards and commissions of the City throughout the process. Updates to the North End Neighborhood Council, City Council, TPU Board, the Landmarks Preservation Commission, Parks Tacoma (formerly Tacoma Metro Parks), Tacoma Housing Authority, and others were provided.

## **Online Open Houses/Surveys**

The study team invited comments and shared information through online forums hosted on the Social Pinpoint web platform. Online workshops were designed to broaden public access and understanding to the project and provided enhanced opportunities to comment. Online materials included video and pictures of the site, background information and studies, presentation materials from public events, work products, and an opportunity for interactive public comments/survey. See summaries of the two online open houses/surveys on the following pages.

## **Engagement through Two Separate Workshop Series—VISIONING AND SCENARIOS**

The VISIONING Workshop Series in June 2024 and SCENARIOS workshop series in October 2024, along with input gathered, are summarized on the following pages. These in-person, interactive sessions gathered input on all ideas through an open dialogue. The team presented the public with an overview of background information about the site and the City's policies and displayed examples of other adaptive use projects/precedents at the VISIONING workshop sessions. For the SCENARIOS workshop series, the study team gathered input on development and analysis of potential future use scenarios—mixes and combinations of various types of uses, as well as key criteria for use in evaluation of scenarios, as further described on the following pages.

## **VISIONING Workshop Series**

The study team prepared a summary of the input gathered at the VISIONING workshops on June 22, 2024, for the Cushman and Adams Future Use Study. The study team held two interactive workshop sessions (one from 10:30 am to noon and the other from 3:00 pm to 4:30 pm) at the Wheelock Library to share information about the purpose of the Cushman and Adams Future Use Study and to engage participants in a visioning exercise and gather ideas about potential future uses for the sites and buildings.

The intent of these VISIONING workshop sessions was to gather community input regarding the vision and potential future uses that should be explored for the Cushman and Adams substation sites and buildings. This event provided the community an opportunity to get involved and provide input based on their interests and ideas. This earlier phase of the study was focused at the conceptual level. Community feedback



gathered at the event helped to inform the team’s ongoing work on the study and development of potential future use scenarios.

**Participation and Partners:** There were about 50 attendees across the two workshop sessions. In addition to members of the general public and community, there were representatives from the following organizations:

- Tacoma City Council
- Tacoma Public Utility Board/Tacoma Public Utilities
- Metro Parks Board
- North End Neighborhood Council
- Friends of Tacoma’s Cushman Substation

**Workshop Exercises:** At the Tacoma Cushman and Adams Future Use Study workshop sessions, roughly 50 attendees took the opportunity to provide input for preferences on future uses by placing green dots on example images on display boards and participating in a conceptual site planning exercise. During the site planning exercise, participants placed post it notes on a map of the Cushman and Adams sites and buildings to convey preferences for the types of future uses they prefer, as well as where these various types of uses could potentially be located.

### SUMMARY OF WHAT WE HEARD AT THE VISIONING WORKSHOP SESSIONS

We asked participants to place dots on various future use examples across several vision boards, organized into three categories. These categories were developed based on past community feedback and City of Tacoma surplus policies: Historic Building Adaptive Reuse; Community Uses/Public Spaces; and

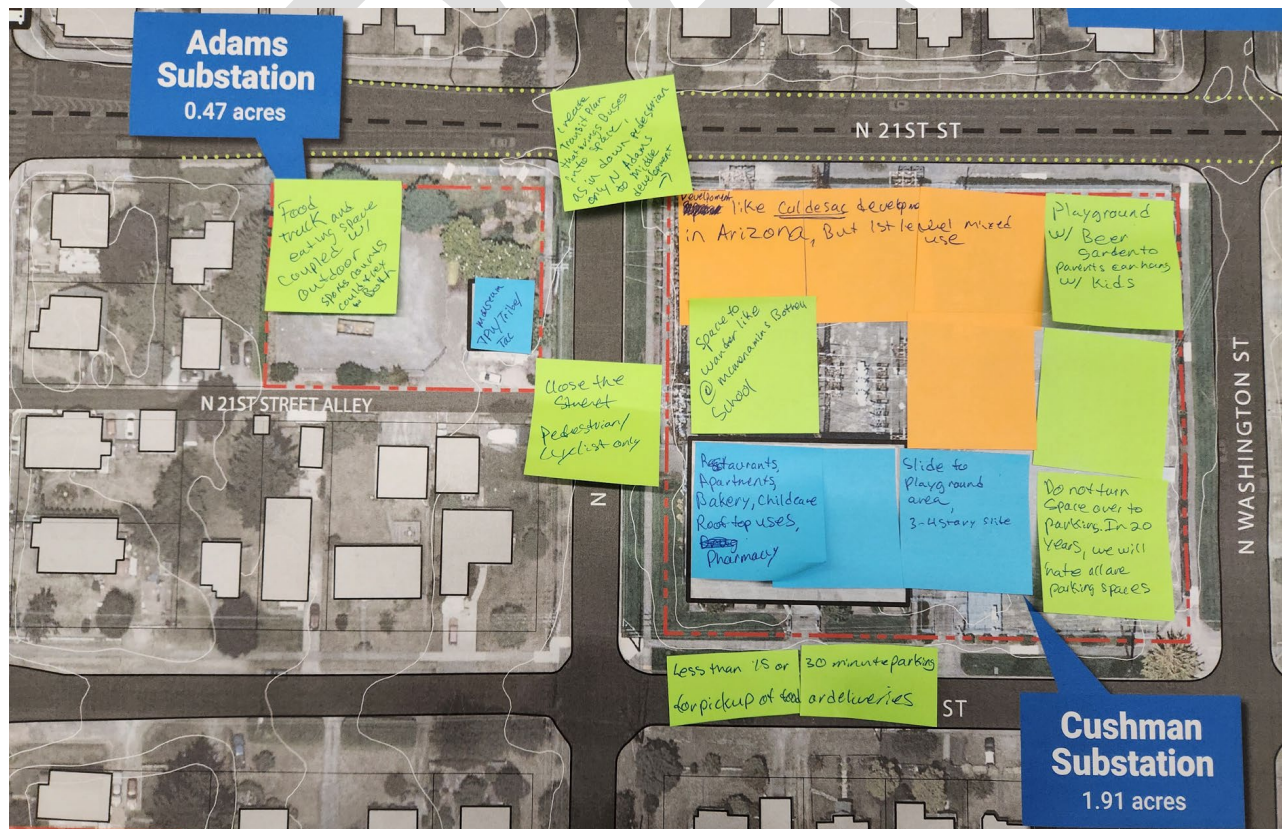


Affordable Housing, Residential, and Mixed Uses. Participants placed dots on a wide variety of images across all three categories; in both workshops, there was a strong interest in uses that allow for public access to the sites, uses including parks and recreation uses of the sites. Refer to the attached boards showing the dots placed next to images by participants of each of the two workshop sessions.

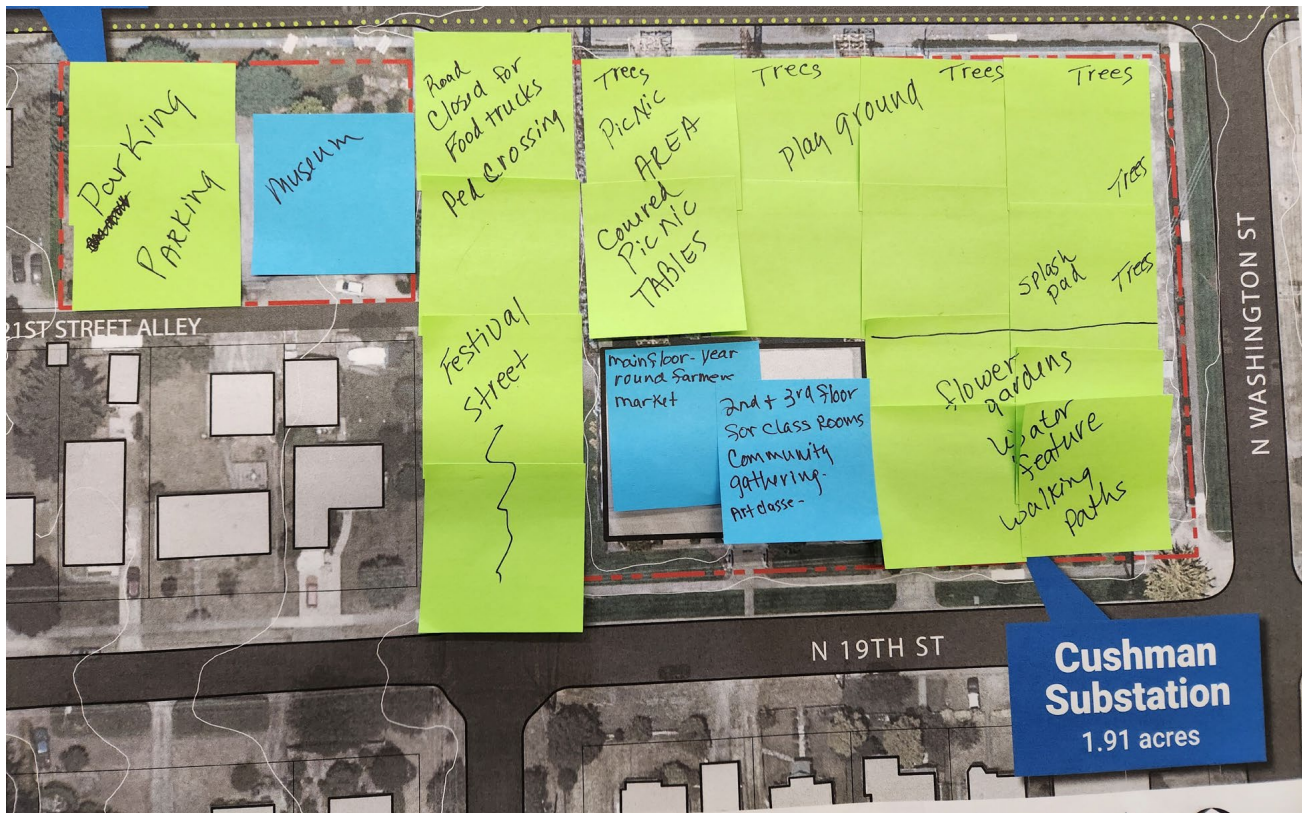
We also asked participants to work with their tables to develop conceptual site plan uses across the sites and buildings. These site plans are helping to inform potential uses for the sites at the conceptual stage and will be summarized in more detail later in the study process, once more input is

gathered from the VISIONING process, including the online survey. Participants clipped and pasted green post-its to represent park and open space areas; orange post-its to represent housing and mixed use areas; and blue post-its to represent adaptive reuses of the historic building areas. Here are a couple of examples of the conceptual site planning ideas that participants generated—these are just two of many submissions.









**Photos above represent a sampling of activities and feedback received at the VISIONING workshop sessions. A full compilation of all responses received from both workshop series and online surveys will be provided in the appendix to this study.**

**Common Themes:** The table below summarizes some of the common themes and key areas of input gathered at the workshop sessions.

Topics	Interests
<b>HISTORIC BUILDING ADAPTIVE REUSE</b>	<ul style="list-style-type: none"> <li>• Makerspaces</li> <li>• Art studios</li> <li>• Classrooms/community learning spaces</li> <li>• Gathering spaces</li> <li>• Museum/local history information</li> <li>• Cafes/coffee shops/local food options</li> <li>• Market spaces</li> <li>• Roof access – green roof/roof activities/solar panels</li> <li>• Office spaces for community and public services</li> </ul>
<b>COMMUNITY USES / PUBLIC SPACES</b>	<ul style="list-style-type: none"> <li>• Playgrounds and kid-friendly amenities</li> <li>• Family friendly</li> <li>• Picnic tables/benches</li> <li>• Sculptures/sculpture gardens and art installations</li> <li>• Small scale performance/concert space</li> <li>• Dog park/smaller scale would be okay</li> <li>• Open space/trees, green spaces</li> <li>• Walking paths around and within the sites</li> <li>• Park uses</li> <li>• Community garden, native plants, and pollinator supporting plantings</li> <li>• Sports courts</li> <li>• Covered open spaces, shade, courtyards</li> <li>• Spaces that are more active, as well as some spaces that are more quiet</li> <li>• Festival Street/shared street (focused on Adams)</li> <li>• Public restrooms</li> </ul>
<b>AFFORDABLE HOUSING, RESIDENTIAL, AND MIXED USES</b>	<ul style="list-style-type: none"> <li>• Neighborhood scale housing options</li> <li>• Senior housing</li> <li>• Affordable housing options in scale with the surrounding neighborhood and historic buildings</li> <li>• Places to gather and play as part of housing uses; trees and open space/green space as part of site development</li> <li>• Mixed use with retail and active uses at the ground floor level</li> </ul>

**Other Key Notes about Desired Qualities:**

- Multi-generational
- Events throughout the year, day/evening
- Accessible to everyone/for everyone
- The Cushman and Adams sites help to connect people and the neighborhood
- Relationship between art studio and installations in the park or in café
- Highlight the local history / original use of the space
- Partner with Metro Parks to develop gardens/canopy along site perimeters

- Continuation of sidewalks surrounding the Cushman and Adams sites
- Consider makerspaces, such as Equinox Studio (Georgetown, Seattle)
- Accessible walking and outdoor recreation space, such as at the University of Puget Sound

The full summary of the event is available here: [summary of the event](#), and the workshop presentation is available here: [presentation](#).

Some of the feedback from participants that was collected through a [dot-voting exercise](#) and a [site planning activity](#) also can be viewed online. *Note: these images are just a compilation of overall feedback; comments are being recorded and analyzed with the additional input as part of the study.*

## VISIONING Survey

The VISIONING online survey was open from May 31 through September 9, 2024 and received 613 responses. The survey was shared on City of Tacoma social media, project website, online engagement hub, and via QR code at in-person engagement and tabling outreach at more than 10 citywide events. The VISIONING survey builds on past feedback we have heard from the community and the feedback gathered helped to inform the SCENARIOS stage of the study effort. A full summary of the survey results can be viewed here: [summary](#), and survey data may be viewed here: [survey data](#). Most of the responses to the online VISIONING survey were from people who live in the North End.

### SUMMARY OF WHAT WE HEARD FROM THE VISIONING SURVEY

Following is a summary of common themes from the survey responses.

- Public/community access was the most important value referenced by respondents.
- Sense of place—a place that enhance the neighborhood and broader community and that acknowledges the significance and story of the sites' history was the second most important value mentioned.
- Arts and culture with opportunities to celebrate Tacoma's diverse cultures and inspire arts, crafts/makerspaces, locally made goods, incubator spaces, and performance spaces was the third most important value selected by respondents.

We asked to “think several years into the future, when the Cushman and Adams substations sites transition to new uses” and to imagine what might be seen when visiting the sites and seeing uses that you love, the following responses were offered and are organized in a word cloud on the next page. (Note: the word cloud is automatically generated based on word frequency in the responses.)





Respondents also stated that they wanted to see that:  
*“The historical aspects of the building are intact and improved.”*

*“History of the land, water, utilities, significant buildings and people are showcased...Honoring and healing legacy of resource extraction and displacement, and also city building and renewable energy through interpretive and site features.”*

Types of potential future uses most commonly mentioned by respondents included:

- Space for artists/makers and featuring public art (including Indigenous art, live music)
- Museum(s) and historic storytelling, sometimes combined with other uses (e.g., public gathering space, small retail, cultural spaces, housing, etc.)
- A “Community Center” (facility)
- A community “center” (e.g., small retail mixed-use; some including residential)
- Community services
- Small businesses, small business incubation, not large chains
- Affordable housing (often combined with other uses, e.g., public gathering space, small retail, cultural space, etc.)
- A park/public plaza/greenspace (skatepark; dog park)
- Indoor farmers market
- Athletic space (ballcourts/sports courts, competitive swimming, etc.)

When providing input on community space options, representative responses included:

- *“Meeting spaces where neighbors can hold book groups, playtimes, classes for arts and crafts, seminars on various topics; An independent coffee shop with some food choices, makers markets...”*
- *“The buildings would be used to support and engage the community... the possibilities are*

*endless as long as the focus is on creating a community space - not one closed off...*

- *“I would love to see a combination of a park, with green space and a community center that has rooms for classes, a small performance stage, and perhaps space for people to participate in art”*

When commenting on potential mixed use and residential use, representative responses included:

- *“I could see the lower level of the Cushman Substation used as an indoor market space for events such as farmers markets, night markets, etc. Upper floor could be used for community services or upstart business office space... Adams site could potentially provide a space for lower rise housing development.”*
- *“...Build high density housing at the southern "edge" of Proctor that incorporates ground-level retail and affordable housing. Stop building high density in Proctor and put it at the edge to bring these two important locations (Proctor and the substation site) together.”*
- *“Unique mixed-income housing with a balance of common and private spaces.”*
- *“Mixed-use building with potential for community gatherings, farmers/night markets, restaurants, small businesses...and a playground and skatepark outdoors.”*

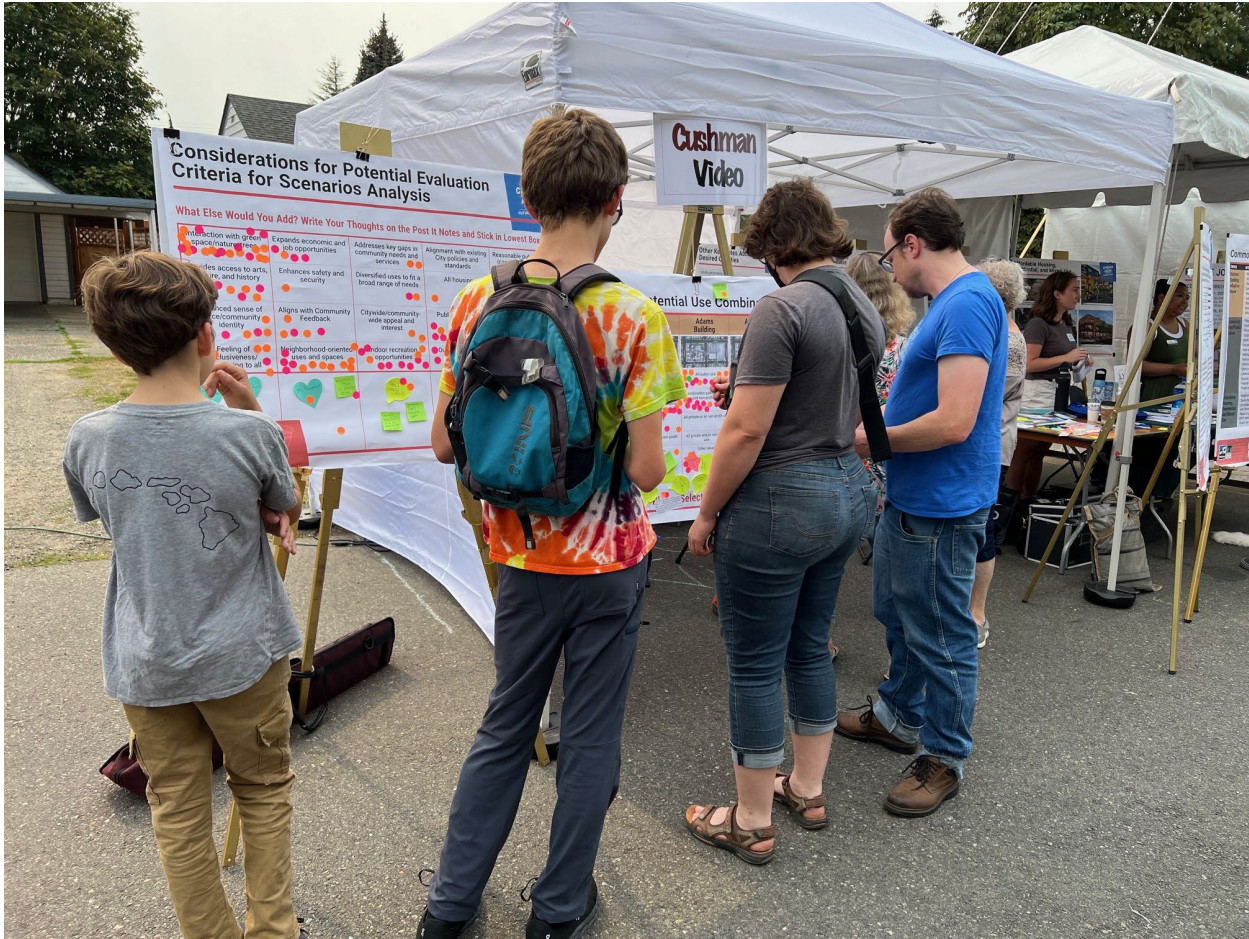
## Historic Cushman Street Fair Event

The study team gathered input at the Historic Cushman Street Fair on September 7, 2024, where displays were used to collect comments and ideas from attendees at the street fair. The City of Tacoma and consultant team hosted two booths and set up various project displays and gathered input to help shape the ongoing process of the Future Use Study. The study team gave a brief presentation at the event, orienting attendees to the project and the displays at the booths and inviting participants to come and provide input for the ongoing study. The upcoming October 21 and 26, 2024 Scenarios Workshop sessions were also announced.

Of the many attendees at the Street Fair, more than 100 people stopped by the City/project booths and viewed the display materials and provided input. Many attendees were from the surrounding North End neighborhoods. In addition to members of the community, there were representatives from the following organizations, among others:

- Tacoma City Council
- Tacoma Public Utilities
- Metro Parks Tacoma
- North End Neighborhood Council
- Friends of Tacoma’s Cushman Substation
- Historic Tacoma





**Participants posting preferences and comments on the displays at the street fair.**

The following information was displayed and attendees were invited to post comments on some of the displays.

- Boards and a rolling presentation showing the results of the June 2024 workshop sessions—including common themes from input, the most popular images selected by participants in the workshop sessions, and site mapping exercise results.
- A board listing key values and considerations related to potential evaluation criteria for future use scenarios that participants were asked to comment on.
- A board showing potential future use combinations for the Cushman and Adams buildings and sites that participants were asked to place dots on to show their preferences.
- A digital 3-D conceptual/diagrammatic model of the Cushman substation building.
- Site mapping exercise materials for those who wanted to provide specific input on the uses they would like to see at the buildings and sites.
- Other project information, including the project purpose, timeline, and other background, as well as a link to the VISIONING Survey, held open through September 9, 2024.

The intent of having a presence at the Street Fair was to inform the community about what we have



been hearing in the study process and to gather future community input regarding the vision and potential future uses that should be explored for the Cushman and Adams substation sites and buildings. This event provided the community an opportunity to get involved and provide input based on their interests and ideas. Community feedback gathered at the event was referenced to inform the team’s ongoing work on the study and development of potential future use scenarios.



**Displays and team members at the Street Fair.**

### **SUMMARY OF WHAT WE HEARD AT THE HISTORIC CUSHMAN STREET FAIR**

Participants placed dots on display boards listing potential future uses and statements representing key values and evaluation criteria displayed at the Street Fair. They also placed post-it notes with their comments on the boards. People also shared verbal feedback in conversations with members of the consultant team, which is reflected below in the feedback. Overall, people were excited about future use possibilities of the buildings and sites. The following common themes emerged from the input received:

**Public/Community Use for the Cushman Building:** Many participants expressed an interest in having the Cushman building as a community space and/or open for community and public uses. The majority of participants said that they would like to see at least a portion of the Cushman building be publicly accessible.

**Park and Open Space:** Many participants were from the surrounding North End neighborhoods and stressed the perceived need for a neighborhood-scale/community park with a variety of uses that would serve the needs of surrounding residents. From several conversations, individuals perceived there to be a lack of sufficient park and open space serving the neighborhood. Several mentioned the Proctor Community Garden as a form of open space but mentioned that it is not a public park space with activities and recreational opportunities. Some people at the event pushed for the entirety of the site to be dedicated to park/open space and recreational uses, but others were supportive of a variety of uses being present on the site as long as there was some open space provided.

**Housing:** The project team told attendees that housing, and in particular affordable housing, needed to be evaluated as a future use based on City and TPU surplus policies. While the project team mentioned that the Cushman building likely would be difficult to convert entirely to housing (due to Building Code upgrades that would be needed), a variety of housing types could be explored for portions of the Cushman and Adams site. Some people were supportive of housing, and some indicated the importance of considering housing that is designed in scale with the surrounding neighborhood and historic sites and buildings. Others mentioned the importance of having affordable apartment options for various residents as well as for seniors looking to find options to stay in the neighborhood while downsizing from their single-family homes. In general, there was more support for middle housing. Some people did not want to see housing at all on the future site.

**Public Uses of Site:** Many participants expressed interest in a wide array of potential public uses for the sites and buildings. A common theme of the input received related to providing access to arts, culture, and history. A variety of recreational opportunities were mentioned. People seemed very enthusiastic about including information regarding the history of the site. This included conveying information related to the Puyallup Tribe and tribal history at the site.

**Other Feedback Gathered:**

- On the display board showing options for uses of the buildings and sites, the strongest interest was in public uses, following by a combination of public/private/non-profit uses and housing. No one expressed interest in “all private” uses.
- Several individuals had questions regarding the Puyallup Tribe’s involvement in the project and regarding their first right of refusal for the project.
- Many people explicitly mentioned the need for a dedicated park option to be considered for the Cushman site and expressed a strong interest in the value “Interaction with green space/nature, trees.” However, beyond the need for green space, nature, and trees, people expressed interest in a variety of recreational options—such as a dog park, skate park, walking paths, and other activity spaces.
- People did not initially perceive Adams Street as part of the project. They were told that it was being included in the scenarios planning and could be designed as a festival street or vacated and used for development of parking or other uses. Many expressed interest in the festival street option.
- There was a strong interest in the Cushman Building being in public use/operated as a community space; but there also was a large amount of support expressed for spaces that would be operated by private entities or non-profits that maintain public access to the site (such as leased spaces for restaurants, local shops, cultural uses, etc.).
- People supported the idea of the Adams building becoming a small café or other revenue-generating facility.
- Similar to the Cushman site, many expressed an interest in the Adams site being used

as a park/open space area for public use space. However, the Adams site also saw the most preference expressed for housing compared to other options.

- When shown the renderings and the videos of the Cushman building, people seemed to realize the constraints of the space, but also the opportunities. People were very excited about the open front side of the building and the potential uses for the various floors.
- A large number of the written comments for potential use combinations centered around various public uses and recreational activities as well as other types of uses (such as having a Fire Station in the Cushman building). Various uses mentioned included:
  - Community center
  - Trees (magnolia trees in streetscape), access to green space
  - Dog park
  - Walking paths
  - Outdoor historic interpretation/commemorative park
  - Swimming pool (indoor)
  - Skate park and bike park
  - Senior center
  - Kids' educational/science center
  - Multigenerational activities
  - Lifelong learning opportunities: writing, cooking, other classes
  - Art gallery space (indoor/outdoor)
  - Playground/play spaces
  - Water park/splash pad
  - Rock climbing gym
  - YMCA operated facility/activities
  - Dance/yoga/fitness classes
  - Community kitchen space/cooking classes
  - Makers' spaces; local shops
  - Brewery/wine tasting
  - Café space
  - Music hall; indoor and outdoor small-scale concert space
  - Ballroom
  - Food truck spaces
  - Childcare
  - 24-hour clinic; healthcare services
  - Fire station
- Several people were concerned about the Cushman building facade being changed or about the potential for the building to be demolished as part of the redevelopment project and were relieved to hear that these types of changes would be very unlikely due to both sites' listing on the Tacoma Register of Historic Places.
- The project team let people know that the final decision about how the buildings and sites

would be used in the future would be up to City Council and the TPU Board, and that likely more feasibility study, planning, analysis, and design would be required before construction on potential solution could begin. Several people were eager to see something happen and expressed frustration that the process has been taking so long. Some expressed disappointment that TPU is expected to occupy the Cushman building and site until 2027.

- Many people expressed concern about how future uses would be implemented and funded. Several expressed concerns about the City of Tacoma being able to fund what the community wants to see in the future.

A full summary of input gathered is available here: [Event Summary](#)

## SCENARIOS Online Open House and Survey

From October 21 to November 24, 2024, the City facilitated an online open house and survey to collect feedback on four earlier draft SCENARIOS. The survey was posted on the City’s online engagement hub, Social Pinpoint, and received 394 responses. The online open house and survey walked through project background and different scenarios before asking participants to share feedback on different scenarios, uses, and activities for the sites.

The survey was shared on City of Tacoma social media, project website, online engagement hub, and via QR code at in-person engagements. Other engagement opportunities included four “SCENARIOS workshops” held in October 2024. The SCENARIOS survey builds on past feedback we have heard from the community during the VISIONING phase and helped inform the final development of scenarios to be shared with the City Council and Tacoma Public Utility Board to inform future decision making.

Detailed responses collected through the SCENARIOS survey are summarized on the following pages. The survey included multiple-choice and open-ended questions, as well as optional demographic questions. The summary below reflects the variety and diversity of perspectives we received. The responses to this survey, as well as other feedback from community engagement opportunities were integral to informing the Cushman and Adams Substations Future Use Study.

There was also an online survey that provided opportunities for input (see image to right for a screenshot of the online survey). People were able to view the scenario and could share what specific elements of each scenario that they like or disliked via a select-by-image question. The percentages of what people liked are summarized on the following pages.

### SCENARIO A



Scenario A includes the following proposed uses:

- **PURPLE** Public Use in the Cushman Building
- **LIGHT GREEN** Active Open Space on Cushman Site
- **ORANGE** Residential with Mixed-Use on Cushman Site
- **ORANGE** Ground Floor Leased Space on Cushman Site
- **DOTTED PURPLE** Public Use + Leased Space in the Adams Building
- **DARK GREEN** Passive Open Space on Adams Site
- **LIGHT GREEN** Active Open Space on Adams Site
- **LIGHT GREEN** Adams Street vacated and used as active open space

Please tell us which of the following site uses you LIKE in this scenario (select all images that apply):

Please note - the photos below are only examples of the different kinds uses and activities and do not reflect any specific designs for the site.



(Purple) Public Use in Cushman Building



(Light Green) Active Open Space on Cushman Site



While the survey was advertised via multiple citywide channels, of those who shared demographic information, most (88%) respondents were from four ZIP codes in North and West Tacoma (98406, 98407, 98405, and 98403).

The remaining 12% of the respondents were from other ZIP codes, with no more than 2% of the total responses from any one ZIP code.

83.4% of the respondents who shared demographic information stated they were homeowners.

## **SUMMARY OF WHAT WE HEARD FROM THE SCENARIOS ONLINE OPEN HOUSE AND SURVEY**

Several overall key points related to the survey results include the following:

- Most respondents preferred public open space and public building uses to be included in the mix of uses. For example, for Scenario A, 77% “liked” public use in the Cushman building and 74.2% “liked” active open space on the Cushman site. For Scenario B, 71.6% “liked” public use in the Cushman building and 73.2% “liked” public open space on the Cushman site.
- Support for public open space across all the scenarios was very high – with expressed support of roughly 70 to 80% across all scenarios.
- There was a mixed response to various housing elements within the various scenarios. Support was higher for housing options in the scenarios that showed residential above ground floor active uses/retail/commercial spaces rather than in lower scale middle housing options. In comments, many people indicated that they preferred these housing types because they are more likely to be affordable. For example, in Scenario D, only 14.1% of the respondents indicated they “liked” the low-scale residential on the north part of the Cushman site; while in Scenario A, 34.9% indicated they “liked” residential with mixed use on the Cushman site, and 48.1% indicated that they liked the ground floor with leased space.
- Opinions about housing were mixed. Across all four scenarios, a majority of respondents “did not like” housing elements on the Cushman and Adams sites. As noted above, with those who did support housing options, support was higher for mixed-use/residential. Some respondents felt that none of the scenarios contained dense enough housing for the site and would like to see more dense housing provided to support affordability.
- There was moderate support for leased spaces in the existing buildings (about 53% to 62% across the scenarios), as well as for ground floor leased space in new residential buildings (48%).

A full summary of the SCENARIOS survey results is available here: [Survey Summary](#) and the data can be viewed here: [Survey Data](#)

## **SCENARIOS Workshop Series**

The “SCENARIOS” focused workshop series included four workshop sessions held in October 2024: two sessions at the UW Tacoma Campus on Monday, October 21, 2024; and two at the Wheelock Library Branch in the Proctor District on Saturday, October 26, 2024 from 1:30 pm to 3:00 pm and from 3:30 pm to 5:00 pm. The workshop sessions were all identical in content and activities and were held for the purposes of sharing information and updates about the Cushman and Adams Substations Future Use Study and for

discussing and gathering input on potential scenarios for future uses at the sites and in the buildings.

There were about 50 attendees across the four workshop sessions, with many of the attendees being from the North End neighborhoods. In addition to members of the community, which mostly included residents, there were representatives from the following organizations:

- Tacoma City Council (observing)
- Tacoma Public Utility Board/Tacoma Public Utilities (observing)
- Metro Parks
- Tacoma Housing Authority
- North End Neighborhood Council
- West End Neighborhood Council
- Friends of Tacoma’s Cushman Substation
- Historic Tacoma

In addition to the workshop sessions, the City also hosted an online open house and survey for the SCENARIOS phase of the project, which provided background information on the potential scenarios and provided an opportunity to gather additional input.



Community input, as well as technical feasibility, will be used to further develop, refine, and analyze different potential future use scenarios.

The full summary of the SCENARIOS workshop series can be viewed here: [Summary](#), and the presentation from the workshop sessions is available here: [Presentation](#).

Most participants took the opportunity to provide input on potential future uses of

the buildings and areas of the site in the Tacoma Cushman and Adams Substations study area by filling out worksheets and discussing their perspectives at the workshop sessions. (Note: Sign-in sheets from the workshop sessions were collected, but not all attendees signed in.)

The presentation from the workshop sessions is provided in the appendix to the Future Use Study. Four initial conceptual scenarios were presented for input, and participants were encouraged to comment on these scenarios, as well as to make their own recommendations. The workshop agenda was as follows:

1. Orientation to the Site and Buildings and Conceptual Scenarios
2. Filling Out Worksheets and the Smaller Group Work Tables and Holding Table Discussions
3. Full Group Discussion (Report Outs from Each Table) and General Commentary
4. Summary of Next Steps in the Study Process

As part of orientation to the site and buildings, background information was provided in the presentation that included an overview of decision-making criteria and key considerations, as follows:

- Public Input
- Feasibility
- Cost
- Sustainability (Environmental and Operational)
- Community Need
- Alignment with City Policies (Including Surplus Properties)

Participants were also reminded that the project should follow the City’s existing surplus policies, including first right of refusal to local tribes, and that the City Council and Public Utility Board will be making the final decisions on determining the future uses and implementation pathway for the sites and buildings.

### **SUMMARY OF WHAT WE HEARD FROM THE SCENARIOS WORKSHOP SESSIONS**

Following is a summary of some of the common themes and perspectives that emerged from the workshop sessions and input gathered from participants. Refer to the SCENARIOS presentation to reference the scenarios that were presented and commented on. A variety of mixed opinions were shared on the Scenarios:

- Many commented that more “passive” open space should be reflected in the scenarios—providing more of a balance between active open space and passive open space.
- Most participants in the workshop sessions acknowledged the need for housing options in Tacoma. A range of housing types were discussed, from middle housing options such as multiplexes and townhomes to mixed use residential over active ground floor buildings.
- Several participants stated that the housing types should be designed to be in scale with the surrounding neighborhood (3 stories maximum).





- A few participants did not want housing at all and only wanted public use of the Cushman building and only public/park uses on the sites.
- Several expressed concerns about private development and how it would be controlled; others felt that having some amount of leased commercial and/or non-profit space could help the financial viability of future solutions.
- Several participants were concerned about how open space is shown as broken up in Scenario B, but others felt that it was positive to have open space on both sides of the Cushman building.
- Several stated to need to make sure open space is well connected across the two sites/Adams Street with lots of public corridors, courtyards, etc.
- Many participants were concerned about making sure sidewalk connectivity, street crossings, parking quantities, and traffic control are sufficiently addressed with redevelopment of the sites.
- There were concerns about the level of traffic carried by North 21st Street and vehicles traveling at higher speeds; people stated that countermeasures are needed to slow traffic and make pedestrian and bicycle crossings more safe.
- Many favored the idea of potentially vacating and closing North Adams Street to eliminate through traffic and using that space for parking and open space.
- Several participants stated the need for better transit service to this area, and one person suggested that there should be a transit center at the Cushman site.
- A few participants asked why a “community center” was not listed as a specific use, and the planning team explained that the “public use” category was meant to encompass a range of possible public uses including community center type uses.
- There was a lot of positive feedback on Scenarios B and C, but some concerns expressed about these scenarios as well. Some participants suggested new scenarios, which the planning team will review when generating the final scenarios.
- Several participants stated that there should be a scenario with housing provided along North Washington Street.
- A couple of participants stated that if there is living space in the Cushman building, it should be living/working space for artists and/or workers from the sites.
- Some were concerned about housing use west of the Adams building and the scale of housing given the surrounding neighborhood; others felt that was a good place for housing to be explored (instead of the Cushman site).
- Among other concerns and ideas mentioned:
  - The need for more trees and expanding the urban tree canopy was mentioned by many.
  - A few participants stated concerns about the level of remediation that may be needed





at the sites and buildings and if remediation extents/costs might be prohibitive to future use.

- Several participants stated a need for having a variety of activities for kids and families as part of future use of the buildings and sites.
- The need to create a thriving neighborhood gathering place was a common desire mentioned by several workshop participants.

## Input Gathered by the North End Neighborhood Council (NENC) and Correspondence from the NENC

The study team reviewed summaries of past input provided by the Tacoma North End Neighborhood Council (NENC) and considered this input as scenarios were developed for further study. The input gathered was from primarily North End Neighborhood residents and responses were collected separately from those collected as part of the Future Use Study. The data NENC collected focused on big picture ideas for future uses of the Cushman and Adams buildings and sites. The process did not consider technical feasibility or potential mixes of uses in scenarios.

The NENC provided a database of comments broken down over three separate time periods. The data was collected by the NENC independently from the study process at the Cushman and Adams events and Proctor Arts Fest from 2018 through 2024.

More than 3,000 separate responses were gathered on potential ideas and uses in these separate events from 2018-2024. Some of the ideas and uses most commonly mentioned included:

- Conversion of the Cushman building into a community center with a wide variety of recreational and educational/classroom spaces for the community to access
- Development of the Cushman and Adams sites into park and garden space (public open space) with a wide range of ideas mentioned for uses—including playgrounds, skateboarding area, dog park, farmers'/public market and event spaces, sculpture garden and other types of gardens, etc.
- Conversion of building space for events and museum activities, including places for public and private events, historical and interpretive displays, places for music and performances, art gallery/art center and studio spaces, and various other activities (food/restaurants/café spaces, business center, makerspaces, and other uses).

In addition to these points drawn from a review of the data the NENC collected, the NENC provided a letter summarizing comments and input they collected and NENC's perspectives about future use of the Cushman and Adams sites and buildings. The letter is being provided as an appendix to the Future Use Study.

## Conclusion

Overall, public engagement and outreach efforts conducted as part of this Future Use Study and by the NENC have been robust and have included a variety of methods and opportunities for people to provide input on ideas and potential future uses through the VISIONING activities, as well as on how uses could be combined and configured in the buildings and at the sites through the SCENARIOS activities. Through online activities, tabling at events, in-person meetings and workshops, and other activities, the process reached thousands of people and gathered meaningful and constructive input from hundreds. While input received was predominantly from North End Neighborhood residents, as not as representative of citywide interests as originally hoped, the extensive amount of input gathered has helped to inform the scenarios that were analyzed in the study and possible future implementation options for the Cushman and Adams substation buildings and sites.

DRAFT

# Tacoma Cushman and Adams Substations Future Use Study

## POTENTIAL FUTURE USE SCENARIOS (DRAFT)

March 24, 2025

### Introduction

An evaluation of a range of potential future use scenarios has been completed to help inform decision-making about the next steps ahead for the Cushman and Adams substations. The study scope of work called for developing and analyzing a variety of potential scenarios. Scenarios and criteria were formulated based on an understanding of the City of Tacoma’s policy framework, information about the building and site, site design and architectural considerations, analysis of market potential, and community input on potential uses gathered through the VISIONING stage of the study via an online open house survey and workshops held during the SCENARIOS stage of the study.

A range of draft scenarios was presented in community workshops in September and October 2024, where the project team gathered input on these from workshop participants. In addition, meetings were held with subject matter experts to discuss potential scenarios and design professionals in architecture and engineering were consulted to vet the potential scenarios prior to taking them through analysis.

### Study Area Context and Site Plan

The study area encompasses both the Cushman and Adams historic buildings, as well as both the remaining open portions of the sites, the North Adams Street right-of-way and surrounding street frontages. Figures 1 and 2 provide orientation to the sites and buildings and surrounding context, important for understanding potential future use scenarios. Figure 3 depicts the study area site plan.

**Figure 1 Study Area Orientation (View is Looking Toward the Northeast)**





**Figure 2 Study Area Orientation (View is Looking Toward the Southwest)**



**Figure 3 Study Area Site Plan**





**Neighborhood Context**—The Cushman and Adams substation sites are located in the North End Neighborhood of Tacoma, within walking distance of the Proctor District mixed-use center and the University of Puget Sound campus.

Tacoma’s mixed-use centers function as hubs of activities for various districts and areas in the city. Centers are compact, walkable, pedestrian-oriented urban places. They are connected by public transit and active transportation networks. They anchor complete neighborhoods with retail stores and businesses (grocery stores, restaurants, markets, shops, etc.), civic amenities (libraries, schools, community centers, places of worship, etc.), housing options, health clinics, daycare centers, employment centers, plazas and parks, and other public gathering places. Mixed-use centers are the basis for achieving neighborhoods where residents can meet more of their everyday needs within an easy walk of their home.

The Proctor District is designated as a “neighborhood center” classification of mixed-use center, generally associated with a neighborhood-serving business district and are part of the Tacoma’s historic fabric. They have a concentrated mix of development that primarily serves the daily needs of residents and the immediate surrounding area. The Proctor District has a range of building types and forms, from one to seven stories, and a mix of uses including commercial and retail (shops and restaurants), offices, civic/public/institutional, faith-based, educational, and other types of uses.



***The Proctor District in the North End of Tacoma***

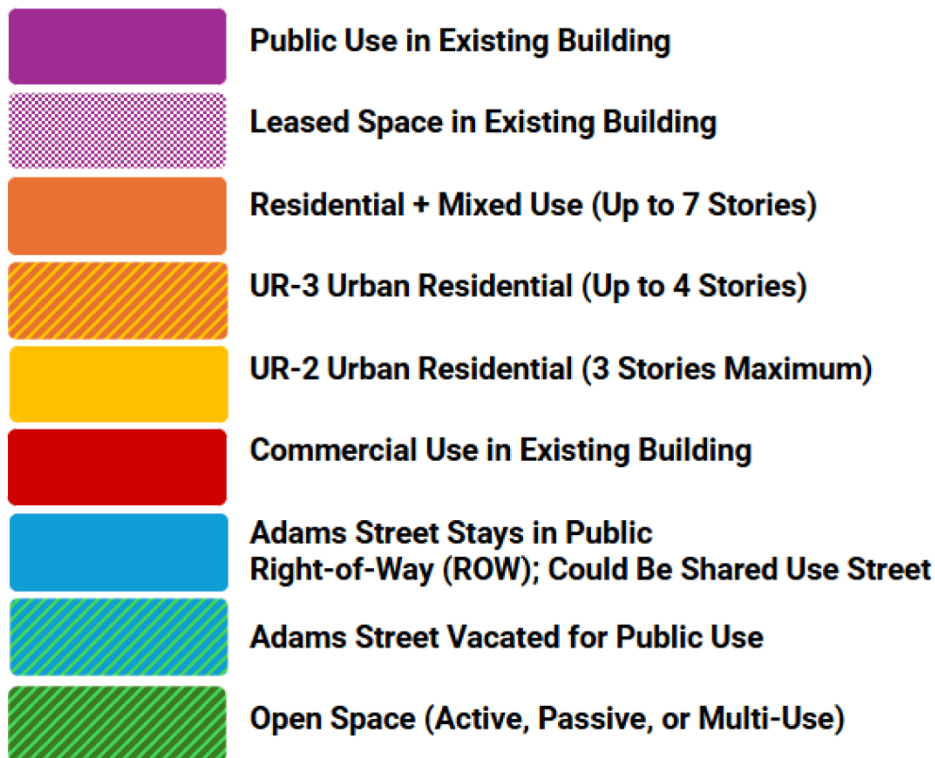
Source: Move to Tacoma.com

## Types of Possible Future Uses Studied

Extensive community input was gathered in the VISIONING stage of the study on potential future uses for the Cushman and Adams sites and buildings, previously framed by the study team’s planners, architects, and engineers with redevelopment feasibility in mind. Because both the Cushman and Adams buildings are historically significant, the scenarios assume that these existing buildings would be preserved and renovated to accommodate the future uses studied. **No scenarios call for removal/replacement of the existing buildings.**

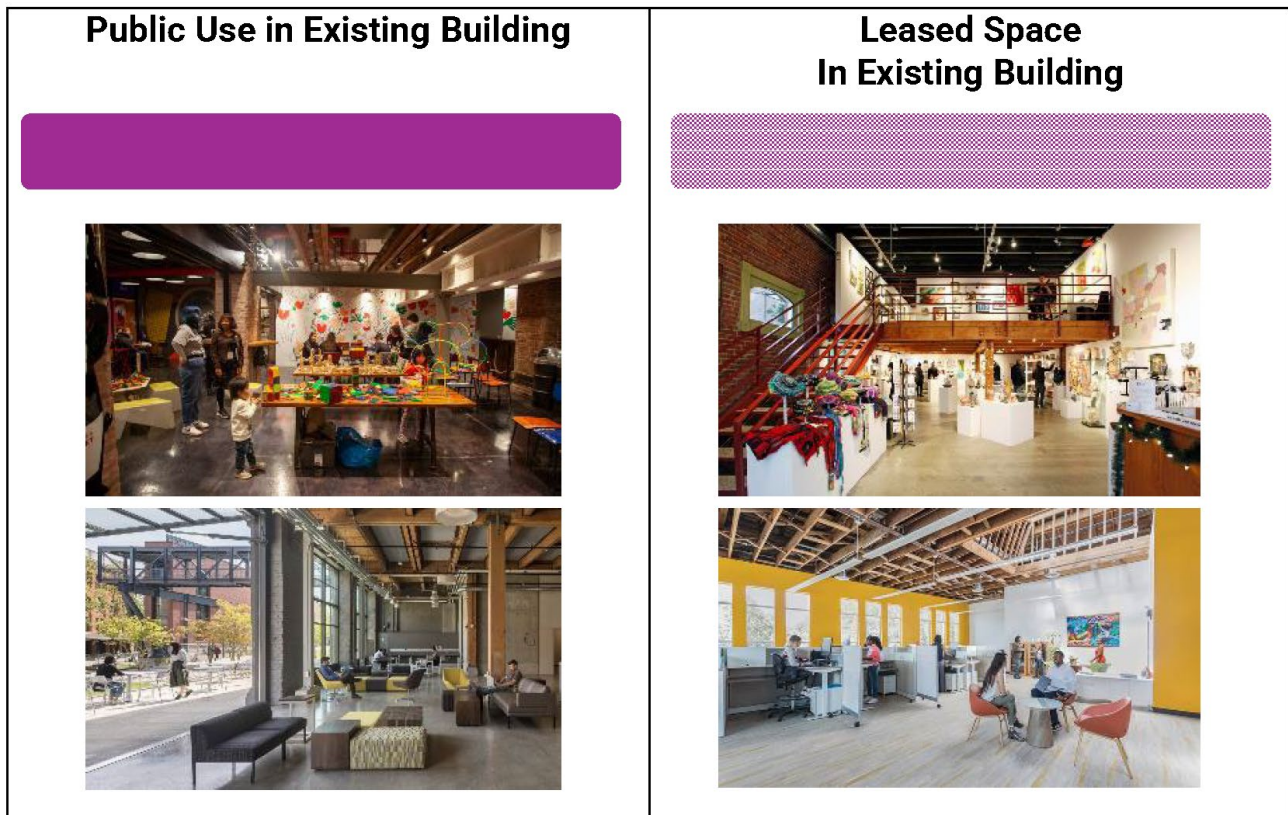
Figure 4 shows the possible building and site uses studied in the scenarios with colors and patterns keyed to the scenarios in Figures 8, 9, 10, and 11. Examples of the types of uses studied are shown in photographs in Figures 5, 6, and 7 on the following pages and in examples later in this chapter. These examples are conceptual, provided for reference and comparison purposes only.

**Figure 4 Possible Building and Site Uses Studied in the Scenarios (Keyed to Uses Examples and Scenarios Maps)**





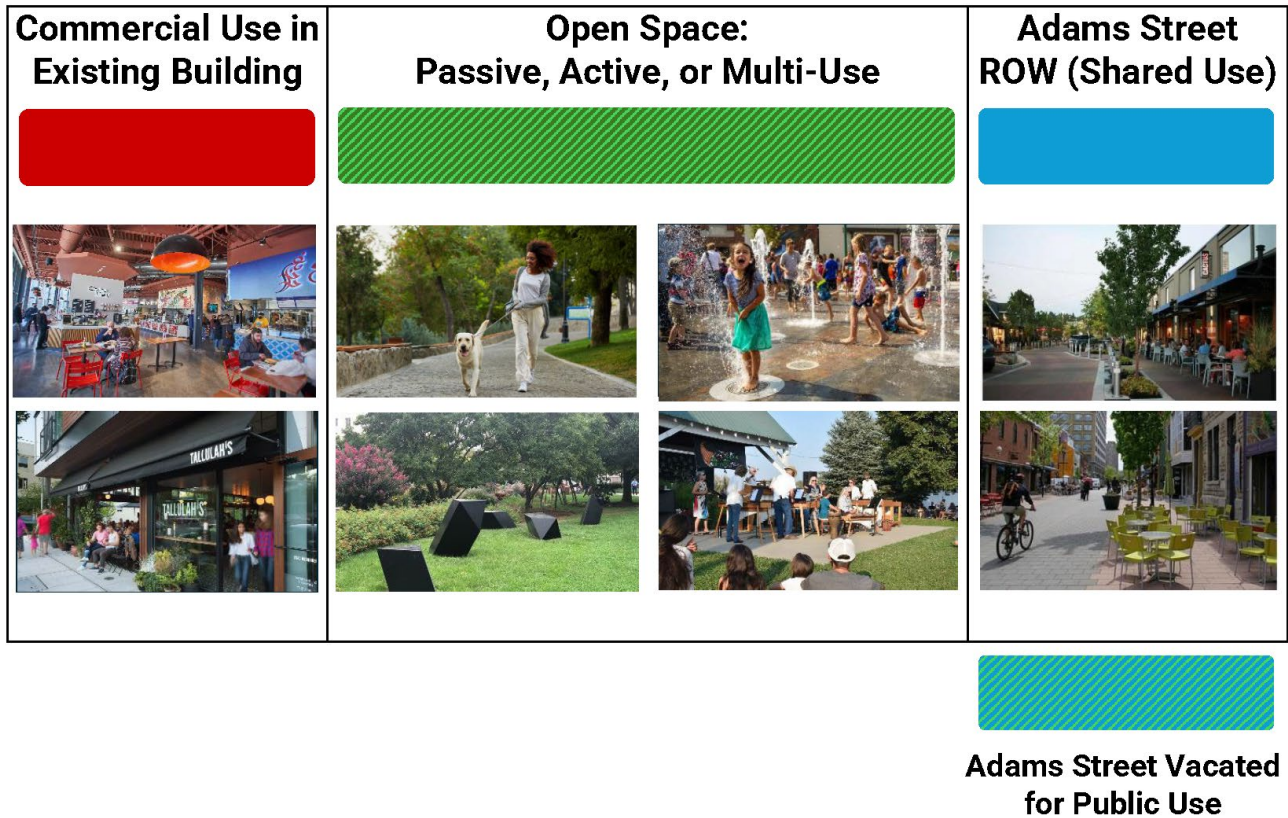
**Figure 5 Examples of Possible Uses**



**Figure 6 Examples of Possible Uses**



Figure 7 Examples of Possible Uses



## Description of the Four Scenarios for Further Analysis

Based on the input gathered and the outcomes of the study process described above, the draft scenarios were revised into four scenarios for further analysis—Scenario A, Scenario B, Scenario C, and Scenario D. These are described and illustrated below and on the following pages, and the analysis results are presented later in this chapter.

It is important to remember that these scenarios are CONCEPTUAL—they are not actual proposals, but rather “potential” future use scenarios created for the purposes of study and analysis. As such, these scenarios are theoretical and are not actual proposals or proposed design concepts. At this time, it is not known what the future use framework will be for the Cushman and Adams substations. **Future uses will be determined by the final decision makers—the City of Tacoma City Council and the Tacoma Public Utilities Board.**

All square footages and densities provided for the scenarios in the descriptions on the following pages are ESTIMATED and approximate. Future architectural and site design will occur to a greater level of detail and will then confirm actual dimensions for each phase or portion of the future project.

In addition, estimates of parking quantities required for each scenario are provided and discussion of parking capacity occurs later in this chapter, in the “Other Important Considerations” section—see “Parking and Public Access.” It should be noted that, at the time of this report’s drafting, there is legislation under consideration by the Washington State Legislature related to ESSB 5184 (and potentially other legislation) that would limit minimum parking requirements. If adopted, there could be lower parking quantities required in the future than shown in this study’s estimates.



The Tacoma Municipal Code contains extensive regulations related to site development and parking requirements. For example, structures and sites that are individually listed on the Tacoma Register of Historic Places are exempt from all parking quantity requirements (except when located within Historic Special Review District overlay zones; not applicable to the Cushman and Adams properties). There are a number of other exemptions that could apply to future use (e.g., live/work units in UR Districts also are exempt).

The Tacoma Municipal Code includes provisions for requesting variances to parking requirements. Applicants must be subject to the following circumstances to support the potential to decrease off-street parking quantities:

- A parking study demonstrating that the individual characteristics of the use at that location require less parking than is generally required for a use of this type and intensity;
- An approved carpooling/vanpooling or commute trip reduction program consistent with TMC Chapter 13.15;
- Availability of private, convenient transportation services to meet the needs of the use;
- Accessibility to and frequency of public transportation; or
- For residential uses, availability of pedestrian access due to proximity to health and medical facilities, shopping facilities and other services providing for everyday needs and amenities.

When future uses at the Cushman and Adams substation sites are implemented, the design process will require a thorough review of all Tacoma Municipal Code regulations and confirm quantity requirements as part of the permitting process.

A comparison of the different types of land uses in Scenarios A-D is provided as Figure 12 (with pie charts showing approximate portions of each type of use).

## **Scenario A—All Public Use**

Scenario A evaluates the potential for all public use of both buildings and sites and with the vacation of North Adams Street for public use. Uses studied include:

- Public Uses in Existing Buildings
- North Adams Street Vacated for Public Use
- Public Open Spaces (with a variety of active, passive, and multi-use options)
- Assumes east-west alley way between North Adams Street and North Proctor Street would remain operational; however if vacated, a turn-around would be required

Scenario A would convert the site from industrial/utility use to public use, with the following uses studied:

- 20,400 gross square feet (GSF) in the Cushman building, renovated for public use (such as for community uses, indoor recreation, classes, and/or other public purposes)
- 1.68 acres on the Cushman site in public open space
- 1,440 GSF in the Adams building, renovated for public use
- .29 acres on the Adams site in public open space
- .5 acres of North Adams Street vacated for additional public use (park/open space)

While structures and sites that are individually listed on the Tacoma Register of Historic Places are exempt from all parking quantity requirements, it is reasonable to assume that some parking will be needed for public uses of the buildings and sites. The Tacoma Municipal Code (TMC) was referenced to estimate a potential a parking range quantity for this scenario, based on information in Chapter 13, Table 1—Required

## Off-Street Parking Spaces in the TMC.

Various public institutional and recreational uses are listed in Table 1 that show requirements of 2.5 to 7.5 spaces per 1,000 square feet of building space. There is also a note that “recreational uses not listed elsewhere” should follow retail requirements for parking, which typically range from 2.5 to 6 spaces per 1,000 square feet.

Based on a high-level analysis of existing TMC requirements for similar types of uses and not an actual parking study of demand, it is estimated that 55 to 164 spaces could be argued for, depending upon the future uses. The required parking quantity is likely to be at the lower end of the range due to the potential sizes of various uses, and as noted above, projects may be eligible for exemptions and variances under certain circumstances. There also is substantial on-street parking capacity in the vicinity of the sites that could be leveraged to help fulfill parking requirements (see discussion later in this chapter of the study). This would avoid needing to take up large portions of the sites for parking. A parking study will be needed with project implementation to justify proposed parking quantities.



***Bell Tower Green, Salisbury North Carolina—an example project highlighted on the Friends of Tacoma’s Cushman Substation Facebook page; the project was implemented through a public – private partnership, managed by a non-profit dedicated to the ongoing operations of the park.***

Source: Friends of Tacoma’s Cushman Substation, Jeff Ryan



**Figure 8 Scenario A—All Public Use**



### **Scenario B—Public Use with Mid-Scale Middle Housing (UR-3 Residential)**

Scenario B combines public uses of the buildings and portions of the sites with low-scale (up to four stories allowed in UR-3), medium density and middle housing possibilities within the project sites:

- Public Use in Existing Buildings
- North Adams Street as Shared Use Street (Not Vacated—See Figure 9, next page)
- Public Open Spaces (with a variety of active, passive, and multi-use options)
- UR-3 Residential (up to 4 stories)
- Assumes east-west alley way between North Adams Street and North Proctor Street would remain operational; however if vacated, a turn-around would be required

Scenario B uses studied include the following:

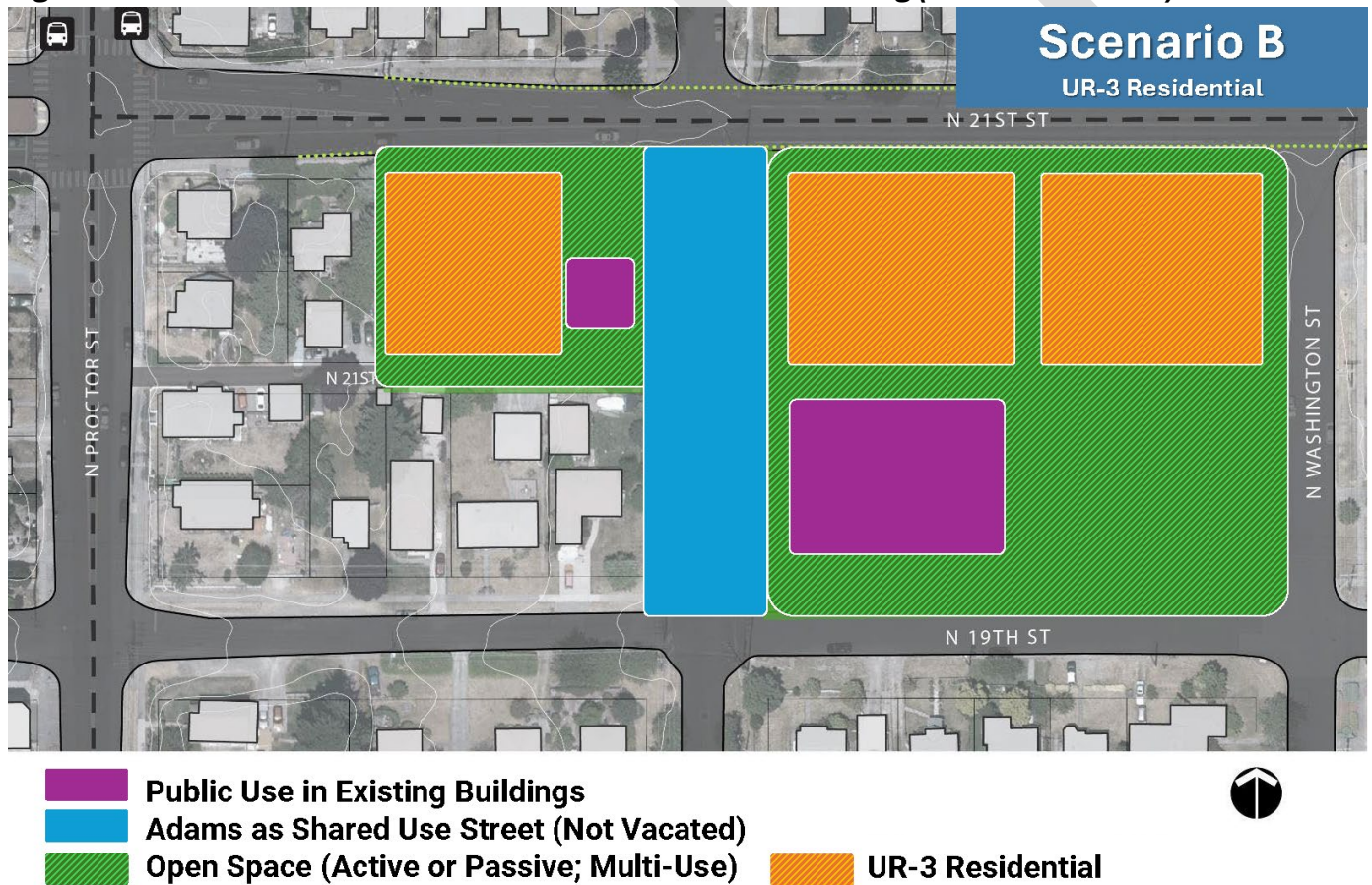
- 20,400 GSF in the Cushman building, renovated for public use (such as for community uses, indoor recreation, classes, and/or other public purposes)
- .5+ acres on the Cushman site in public open space
- .88 acres in UR-3 Residential on the Cushman site with an estimated number of units of:
  - 51 units maximum (1/750 SF Base Requirements for UR-3) -or-
  - 77 units maximum (1/500 SF Bonus 1) -or-
  - 102 units maximum (1/375 SF Bonus 2)
- 1,440 GSF in the Adams building, renovated for public use

- .44 acres in UR-3 Residential on the Adams site with an estimated number of units of:
  - 26 units maximum (1/750 SF Base Requirements for UR-3) -or-
  - 38 units maximum (1/500 SF Bonus 1) -or-
  - 51 units maximum (1/375 SF Bonus 2)
- 3,760 SF on the Adams site in public open space
- .5 acres of North Adams Street retained as shared street for parking and vehicle circulation

The parking quantity required for the Cushman and Adams buildings would be the same as estimated under Scenario A (55 to 164 spaces depending upon the actual uses implemented and likely at the lower end of this range). For the residential uses under Scenario B, (for up to 77 units under Base Requirements; no parking required for Bonus units), another 39 spaces would be needed, applying the .5 spaces per unit requirements of the UR-3 zone.

As with Scenario A, there is substantial on-street parking capacity in the vicinity of the sites that could be leveraged as well (see discussion later in this chapter). A parking study will be needed to justify parking proposed quantities as part of implementation.

**Figure 9 Scenario B—Public Use with Mid-Scale Middle Housing (Residential UR-3)**





## Scenario C—Leased Spaces, Public Open Space, Low Scale Residential (UR-2), and Mixed-Use Residential

Scenario C incorporates the following uses:

- Leased Space in the Existing Buildings
- North Adams Street as Shared Use Street (Not Vacated)
- Public Open Spaces (with a variety of active, passive, and multi-use options)
- UR-2 Residential (up to 3 stories)
- Mixed-Use with Residential Floors above and active uses at the ground floor level (estimated heights of up to 7 stories with wood frame over concrete podium assumed construction type)\*

\* Under UR-3, mid-rise middle housing can extend to a height of 45 feet (typically 4 stories), with 5 stories allowed with 100% affordability as a bonus. Higher buildings could be allowed through a Development Regulation Agreement (DRA) process or through a rezoning application. Wood frame over concrete podium is a feasible construction type in the local and regional market, as evidenced by buildings of this type in the nearby Proctor District. See photographic examples in Figure 6 and later in this chapter.

In Scenario C, a portion of North Adams Street would be converted into a shared use space that can function as a pedestrian plaza, used for parking and vehicle circulation for most of the time, and closed to prohibit vehicles for events and festivals periodically. The street would not be vacated but rather designed and permitted for this shared use. The potential for UR-2 residential, as well as mid-rise mixed-use residential is also studied in this scenario, which is consistent with the zoning and aligns with the City's surplus policies.

The mixed-use residential could include a non-residential component such as retail shops or restaurants, permitted by right (subject to limitations in the code, with North 21<sup>st</sup> Street designation as a pedestrian street, and/or through a DRA or rezoning process).

The Cushman and Adams buildings would be repurposed as leasable space for private/commercial, nonprofit, or community tenants.

For Scenario C, the following uses are studied:

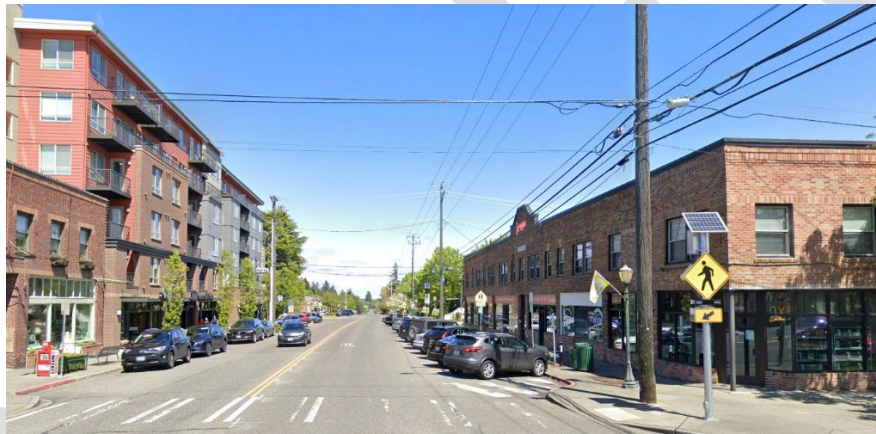
- 20,400 GSF in the Cushman building, renovated for leased spaces (such as restaurants, cafes, market hall, crafts spaces, offices, and other types of uses)
- .59+ acres on the Cushman site in public open space
- .44 acres on the Cushman site in Mixed-Use Residential at an estimated density of approximately 102 units, as well as up to approximately 19,000 GSF ground floor active use
- .44 acres on the Cushman site in UR-2 Residential with an estimated number of units of:
  - 19 units maximum (1/1000 SF Base Requirements for UR-2) -or-
  - 26 units maximum (1/750 SF Bonus 1) -or-
  - 38 units maximum (1/500 SF Bonus 2)
- 1,440 GSF in the Adams building, renovated for leased spaces
- .4 acres in Mixed-Use Residential on the Adams site at an estimated density of approximately 100 units as well as up to approximately 18,000 GSF ground floor active use
- 3,760 SF on the Adams site in public open space
- .25 acres of North Adams Street as public open space (northern portion); connected to Adams open space

- .35 acres of North Adams Street retained as shared street for parking and vehicle circulation (southern portion)

The parking quantity required for the Cushman and Adams buildings would be the same as estimated under Scenarios A and B (55 to 164 spaces depending upon the actual uses implemented and likely at the lower end of this range). For the residential uses under Scenario C, for up to 240 units (38+102+100), another 120 to 180 spaces would be needed, applying .5 to .75 spaces per unit, but some exemptions may be applicable with affordable housing and other bonus provisions.

With the building construction type of wood frame over concrete podium (up to 7 stories), it likely would be technically feasible to construct structured parking (parking within a partial ground floor level as well as potentially above and/or below grade levels) on site. Residential parking potentially could be shared with other site uses (including active ground floor uses) that may have parking demand during the work day when residential parking spaces are less utilized.

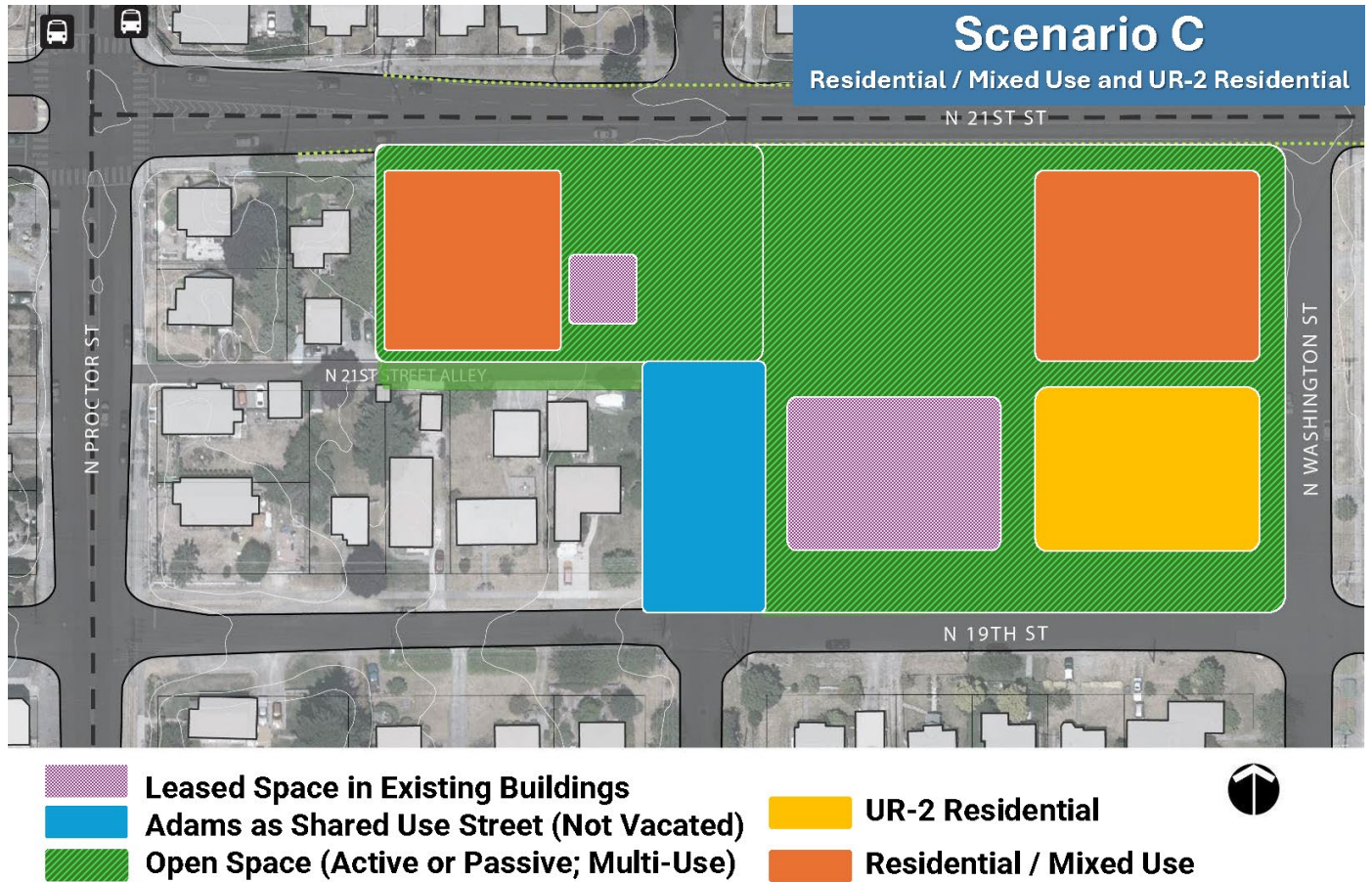
As with Scenarios A and B, there is substantial on-street parking capacity in the vicinity of the sites that could be leveraged as well (see discussion later in this chapter). A parking study will be needed to justify parking proposed quantities as part of implementation.



***Examples of Mixed-Use Residential Buildings nearby in the Proctor District, Six Stories with Integrated Structured Parking***

Source: Google Earth

**Figure 10 Scenario C— Leased Spaces, Public Open Space, Mixed-Use Residential, and Low Scale Residential (UR-2)**



**Scenario D Commercial, Leased, and Public Uses in Existing Buildings, Public Open Space, and Mixed-Use Residential**

Scenario D also proposes a mix of potential uses:

- Commercial Space in the Adams Building
- Mix of Leased Space and Public Uses in the Cushman Building
- North Adams Street as Shared Use Street (Not Vacated)
- Public Open Spaces (with a variety of active, passive, and multi-use options)
- Mixed-Use with residential floors above and active uses at the ground floor level; estimated heights of up to 7 stories (wood frame over concrete podium construction type at maximum height)

In Scenario D, all of North Adams Street would be converted into a shared use space that functions as a pedestrian plaza, used for parking and vehicle circulation for most of the time, and closed to prohibit vehicles for events and festivals periodically. The street would not be vacated but rather designed and permitted for this shared use. The potential for mixed-use residential is also studied in this scenario, which is consistent with the zoning and aligns with the City’s surplus policies. The mixed-use residential would be subject to approval through the City’s Development Regulation Agreement process. Public open space would be provided on both sites with a focus of park space on the southeast corner of the Cushman site.



Scenario D evaluates the potential for commercial use of the Adams building (in private ownership) and a mix of leased space and public uses in the Cushman building. As under Scenario C, leasable space could be for private/commercial, nonprofit, or community tenants. Scenario D uses studied include the following:

- 20,400 GSF in the Cushman building, with a portion retained in public use and a portion renovated for leased spaces (such as restaurants, cafes, market hall, crafts spaces, offices, and other types of uses)
- .5+ acres on the Cushman site in public open space
- .88 acres on the Cushman site in Mixed-Use Residential at an estimated density of approximately 204 units, as well as up to approximately 38,000 GSF ground floor active use (under a Development Regulations Agreement process)
- 1,440 GSF in the Adams building, renovated for privately owned commercial use
- .4 acres in Mixed-Use Residential on the Adams site at an estimated density of approximately 100 units, as well as up to approximately 18,000 GSF ground floor active use
- 3,760 SF on the Adams site in public open space
- .5 acres of North Adams Street retained as shared street for parking and vehicle circulation

The parking quantity required for the Cushman and Adams buildings would be the same as estimated under Scenarios A, B, and C (55 to 164 spaces depending upon the actual uses implemented and likely at the lower end of this range). For the residential uses under Scenario D, for up to 304 units, another 152 to 230 spaces would be needed, applying .5 to .75 spaces per unit, but some exemptions may be applicable with affordable housing and other bonus provisions.

With the building construction type of wood frame over concrete podium (up to 7 stories), it likely would be technically feasible to construct structured parking (parking within a partial ground floor level as well as potentially above and/or below grade levels) on site. Residential parking potentially could be shared with other site uses (including active ground floor uses) that may have parking demand during the work day, when residential parking spaces are less utilized.

As with Scenarios A, B, and C, there is substantial on-street parking capacity in the vicinity of the sites that could be leveraged as well (see discussion later in this chapter). A parking study will be needed to justify parking proposed quantities as part of implementation.

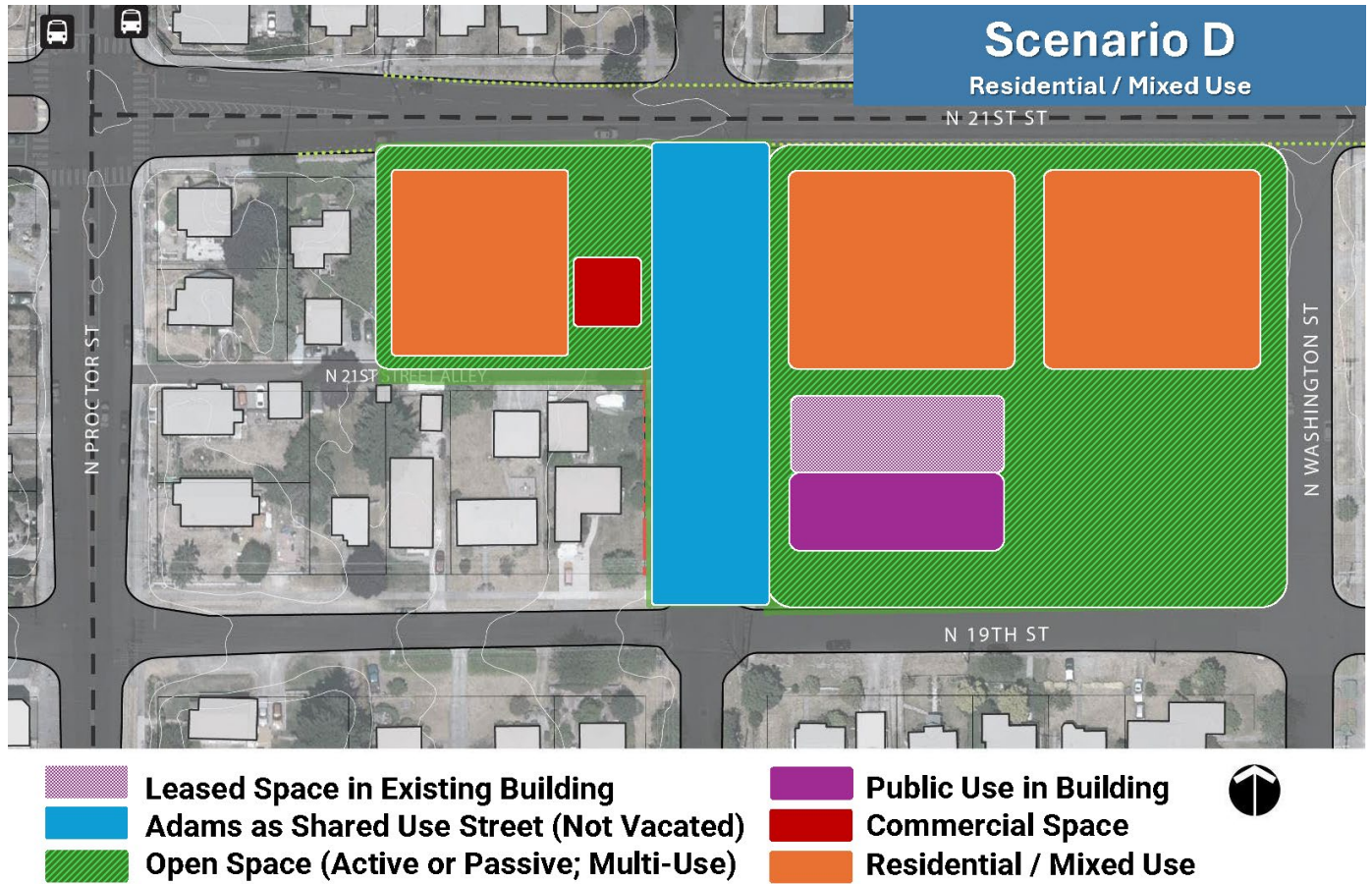
Several examples of mixed-use residential buildings are provided below and on the following pages.



**Examples of 5 to 7 Story Mixed-Use Residential Buildings in Downtown Kirkland, WA**

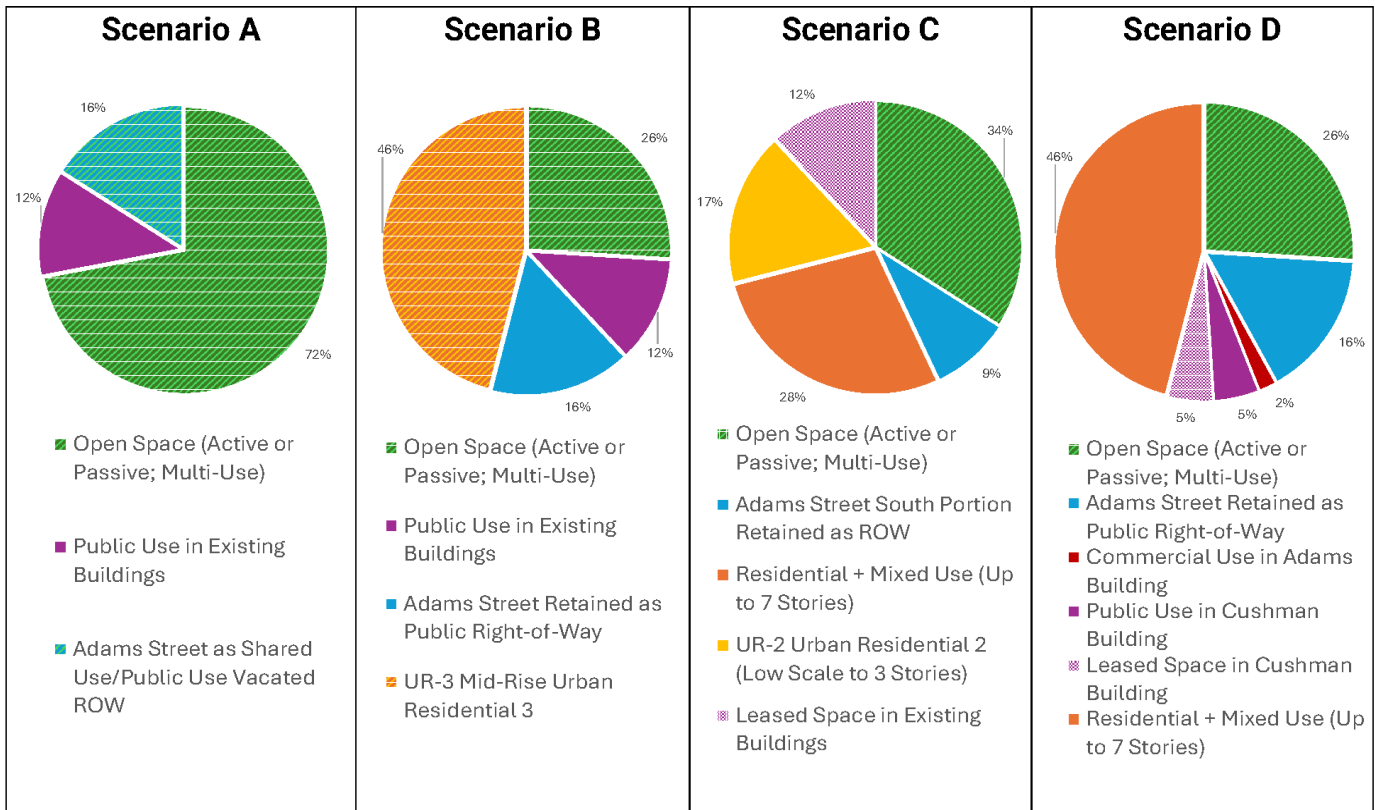
Source: Google Earth

**Figure 11 Scenario D— Commercial, Leased, and Public Use in Existing Buildings; Public Open Space, and Mixed-Use Residential**





**Figure 12 Comparison of Land Uses for Scenarios A-D**



**Note: Percentages in charts are approximate.**



**Roberto Maestas Plaza (Mixed-Use) and El Centro de la Raza Cultural Center (historic preservation) project on Beacon Hill in Seattle is a precedent project that was considered in development of the scenarios.** Source: City of Seattle





***The Woodinville Schoolhouse District is a mixed use redevelopment on five acres with adjacent park/open space area in Downtown Woodinville, WA, with a mix of multifamily residential and commercial uses, and the restoration of the 18,000 square-foot historic schoolhouse (built in 1909) with commercially leased restaurant and brewery spaces (implemented through historic preservation).***

Source: City of Woodinville

## Evaluation Criteria for the Analysis of the Four Scenarios

Scenarios A, B, C, and D were further evaluated in accordance with the following evaluation criteria. These criteria were formulated at the beginning of the study process (listed in alphabetical order):

- Alignment with City Policies (Including Surplus Properties Policies)
- Alignment with City Zoning Provisions
- Costs
- Needs Analysis
- Public Input
- Sustainability (Environmental and Operational)
- Technical Feasibility

Key considerations related to each criterion are described below and on the following pages. These considerations help to inform the preliminary analysis and findings of this study. Figure 13 summarizes these key considerations related to each of the criteria.

### Alignment with City Surplus Property Disposition Policies and Other Policies

#### ***Surplus Properties Policies and Provisions***

The City of Tacoma's objective in owning real property is to use that property for public service or necessity. In the rare event the City no longer needs a property for public purpose, the City will declare that property surplus to our needs. If a property is declared surplus, the City has policies and processes for disposition of both General Government and Tacoma Public Utility properties. The City has three established processes for disposing of surplus real property:

1. Direct negotiated disposition
2. Request for proposal process
3. Bid sale to the highest bidder

Having several tools for the disposition of City property gives the City useful options and flexibility when disposing of property to meet the needs of the City and community. Which process is used is determined by:

- What funds were used to purchase the property (Utility funds vs other funds)
- Land Use Designation
- Assessed Value
- Size of parcel
- Significance of the real property to the City as a whole

General Government adopted policies related to the surplus of city-owned properties that are applicable to this project are described in Real Property Resolution 41126:

[https://www.cityoftacoma.org/UserFiles/Servers/Server\\_6/File/cms/PublicWorks/Surplus%20Property/Disp\\_Policy\\_GG\\_Real\\_Property\\_Res\\_41126.pdf](https://www.cityoftacoma.org/UserFiles/Servers/Server_6/File/cms/PublicWorks/Surplus%20Property/Disp_Policy_GG_Real_Property_Res_41126.pdf)

Tacoma Public Utilities (TPU) surplus property provisions are described in adopted Policy #121:

[https://www.cityoftacoma.org/UserFiles/Servers/Server\\_6/File/cms/Planning/Cushman%20and%20Adams%20Substations/TPU%20Surplus%20Real%20Property%20Disposition%20Policy%20121.pdf](https://www.cityoftacoma.org/UserFiles/Servers/Server_6/File/cms/Planning/Cushman%20and%20Adams%20Substations/TPU%20Surplus%20Real%20Property%20Disposition%20Policy%20121.pdf)

Policy #121 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. Given that TPU owns a variety of properties to meet its utility-related needs but disposes of properties that do not meet these needs, there are requirements that must be met as part of the surplus process. For example, unless otherwise authorized in accordance with applicable laws, TPU must receive at least fair market value for the property. TPU considerations for surplus real property dispositions include:

- Fair Market Value Requirement (except for Affordable Housing)
- City of Tacoma Affordable Housing and Equity Goals
- Tribal and Other Jurisdictional Interests (Right of First Refusal Offered)
- TPU Board Strategic Directives

While there is typically a requirement that all City real property must be sold for fair market value, RCW 39.33.015 does provide a discretionary exception in certain circumstances that allow the surplus property to be transferred at no cost if the property is to be entirely used for affordable housing.

### ***One Tacoma Comprehensive Plan Policies and Provisions***

The City of Tacoma has adopted a substantial framework of goals and policies in its most recent comprehensive plan—One Tacoma:

[https://www.cityoftacoma.org/government/city\\_departments/planning\\_and\\_development\\_services/planning\\_services/one\\_tacoma\\_comprehensive\\_plan](https://www.cityoftacoma.org/government/city_departments/planning_and_development_services/planning_services/one_tacoma_comprehensive_plan)

One Tacoma supports everyone's need for a city that keeps people safe, supports living sustainably with our land and water, and contributes to residents' physical, social, and economic health. Tacoma's Comprehensive Plan is an important tool that establishes the City's future vision and policy direction, as well as guiding growth and development over the next 25 years. The goals and policies in One Tacoma, and the City's supporting zoning provisions and requirements (see below) are central to how future uses should be considered for the Cushman and Adams substations buildings and sites.

### **Alignment with City Zoning Provisions**

The City of Tacoma administers zoning through the Planning and Development Services Department ([https://www.cityoftacoma.org/government/city\\_departments/planning\\_and\\_development\\_services](https://www.cityoftacoma.org/government/city_departments/planning_and_development_services)). The Tacoma Municipal Code (<https://www.cityoftacoma.org/cms/one.aspx?portalId=169&pageId=2255>) includes Title 13, the Land Use and Regulatory Code, and Title 2, the Building and Development Code, as well as other provisions that would be applicable to the future uses of the Cushman and Adams substations buildings and sites.

The Home in Tacoma Zoning and Standards package, approved by the City Council in November 2024, is now in effect with new zoning regulations with Urban Residential zones that expand housing options, allowing more housing types like backyard cottages, rowhouses, and more in Tacoma neighborhoods. The Cushman and Adams sites are zoned UR-3 and UR-2. An overview of zoning provisions applicable to the Cushman and Adams sites is provided in Existing Conditions chapter of this study. Further planning and design will be required to ensure that future use options comply with these provisions and standards.

Home in Tacoma zoning also updated parking rules, promotes tree preservation, and enables flexible lot use. The study team has reviewed these provisions as part of the future use study, including:

- Home In Tacoma Code Updates- [Title 1: Administration and Personnel](#) and [Title 13: Land Use Regulatory Code](#)
- [Interactive Zoning Map](#)



- [Home In Tacoma Development and Design Standards](#) - Details on the new Urban Residential zoning code and standards
- [Urban Forest Manual](#)- Guide to facilitate the planning, design, installation and maintenance of trees and landscaping required for new development and redevelopment

Topic summary sheets provide a summary overview of key changes on specific topics under Home In Tacoma:

- [Home In Tacoma standards summary](#)
- [Zoning](#)
- [Housing Types](#)
- [Affordability and Retention Bonuses](#)
- [Parking](#)
- [Amenity Space and Trees](#)
- [Unit Lot Subdivision](#)
- [Non-Residential Uses](#)
- [Environmental Review Summary](#)

Tip sheets provide detailed information and code guidance for major updates under Home In Tacoma:

- [Urban Residential 1 \(UR-1\)](#)
- [Urban Residential 2 \(UR-2\)](#)
- [Urban Residential 3 \(UR-3\)](#)
- [Housing Types in UR Zones](#)
- [Landscaping and Trees](#)
- [Accessory Dwelling Units](#)

## Costs

Cost considerations are evaluated at a high level in this future use study. More analysis, planning, design, and engineering will be needed to confirm the detailed costs of development, including site remediation, building renovation, new development, and other activities associated with a preferred reuse scenario.

Costs include anticipated public investment costs (capital improvements; maintenance and operations) and potential private investment costs (selling and/or leasing of spaces; redevelopment and construction of new buildings on portions of the sites). All scenarios would result in costs in the many millions of dollars. Some would have higher public investment costs, and some would have higher private investment costs.

Public and private investment costs are categorized as:

\$ High  
 \$\$ Higher  
 \$\$\$ Highest

## Needs Analysis

Needs analysis considerations include the level of demand for certain uses within the community. For example, there is a high demand throughout the region for affordable housing and housing choices that accommodate diverse income levels. This need is particularly profound in the site vicinity, which has a very notable lack of affordable housing choices. Parks, open space, recreation opportunities, and community services are also in demand. Nevertheless, through its most recent Strategic Plan Parks Tacoma reports that there is stronger demand and need for these types of uses in other parts of the city compared to the North End Neighborhood.

## Public Input

Gathering public input on potential future uses (VISIONING) and on combinations of uses (SCENARIOS) was a central focus of this future use study. Input was gathered through workshops, attendance at events, and online polls (see the Engagement Summary chapter). The level of public support for and interest in various scenarios will be considered as part of determining future uses, along with other considerations, as further discussed below.

While the study team made a strong effort to gather public input citywide, given the community importance of the Cushman and Adams substations, most input provided came from residents of North End neighborhoods who live in proximity to the sites. In review of input gathered from residents of North End neighborhoods, there is a strong interest in public uses in the buildings and public park spaces on the sites. There was support from various North End residents for housing solutions, but the level of support for housing is greater in the input gathered from citywide residents compared to North End residents. Many North End residents indicated a strong interest in ONLY public uses of the sites and buildings.

## Sustainability (Environmental and Operational)

Sustainability considerations include environmental benefits as well as sustainability related to long-term operations of the buildings and sites. Key considerations of environmental sustainability include:

- Reuse of existing buildings (a given under all scenarios)
- Potential creation of public open space and retaining and installing new trees and landscaping
- Neighborhood access and walkability (reduced trips and greenhouse gas emissions)

Operational sustainability considerations include:

- Potential long-term maintenance and upkeep
- Various potential management frameworks that would support long-term maintenance and operations

## Technical Feasibility

Technical Feasibility encompasses technical considerations related to the viability of development and reuse of the sites and buildings for each scenario. The study team met with subject matter experts from City departments including Planning and Development Services, Community and Economic Development, and Public Works, as well as peer agencies such as Parks Tacoma and the Tacoma Housing Authority to gather insights on feasibility. The study team also developed the scenarios based on architectural, landscape architectural, and engineering best practices and an understanding of market demands and housing needs in Tacoma.

Site remediation requirements were also considered, and preliminary indications based on site and building environmental analyses completed to date show that remediation would be required for any of the scenarios. While it is not anticipated that remediation would be a major impediment to future development and use, there would be costs associated with varying levels of remediation that may be required. More detailed analysis will be needed to confirm site remediation approaches, the level of remediation required, and relative costs associated with the preferred future use scenario.

**Figure 13 Criteria and Key Considerations for Each**

<p><b>Alignment with City Policies (Including Surplus Properties Policies)</b></p> <ul style="list-style-type: none"> <li>• Alignment with One Tacoma Comprehensive Plan policies</li> <li>• Alignment with surplus properties policies of the City of Tacoma and Tacoma Public Utilities</li> <li>• Alignment with other applicable policies</li> </ul>
<p><b>Alignment with City Zoning Provisions</b></p> <ul style="list-style-type: none"> <li>• Tacoma Municipal Code requirements</li> <li>• Adopted Home in Tacoma Development and Design Standards</li> </ul>
<p><b>Costs</b></p> <ul style="list-style-type: none"> <li>• Level of public investment (capital improvements; operations and maintenance; and long-term management)</li> <li>• Level of private investment (selling and/or leasing of spaces; redevelopment and construction of new buildings on portions of the sites; operations and maintenance; and long-term management)</li> </ul>
<p><b>Needs Analysis</b> Data supported/demonstrated need for types of uses</p>
<p><b>Public Input</b></p> <ul style="list-style-type: none"> <li>• Public input gathered through the study process by the City and by others (including the North End Neighborhood Council)</li> </ul>
<p><b>Technical Feasibility</b></p> <ul style="list-style-type: none"> <li>• Viability of development and reuse of the sites and buildings</li> <li>• Subject matter experts’ insights</li> <li>• Architectural, landscape architectural, and engineering best practices</li> <li>• Potential remediation considerations</li> </ul>
<p><b>Sustainability (Environmental and Operational)</b></p> <p><i>Environmental:</i></p> <ul style="list-style-type: none"> <li>• Reuse of existing buildings (a given under all scenarios)</li> <li>• Potential creation of public open space; more trees and landscaping</li> <li>• Neighborhood access and walkability</li> </ul> <p><i>Operational:</i></p> <ul style="list-style-type: none"> <li>• Potential long-term maintenance and up-keep</li> <li>• Various potential management frameworks supporting long-term maintenance and operations</li> </ul>

## Other Important Considerations

In addition to the key considerations related to the evaluation criteria described above, there are other important considerations that will influence future decision making, including historic preservation, parking and public access, and neighborhood compatibility. Each of these is described below.

**Historic Preservation**—Given the historic designations of the Cushman and Adams buildings and sites, historic preservation will be a regulatory requirement fundamental to future redevelopment, with required design review by the Landmarks Preservation Commission. The City of Tacoma has one of Washington's oldest historic preservation programs, dating back to 1973 and maintains the Historic Preservation Office that supports the Landmarks Preservation Commissions review of landmark nominations and applications for changes to historic landmarks. The City of Tacoma recognizes the importance of historic preservation in retaining the unique identity and sense of place of Tacoma, offering a glimpse into the history of those who



came before, and contributing to our understanding of our history.

Further analysis related to future uses and project development should examine potential eligibility for the Historic Rehabilitation Tax Credit (HRTC) program, which offers a one-time 20% federal income tax credit—an historic preservation incentive program administered by the National Park Service and the Internal Revenue Service in coordination with the Washington State Department of Archaeology and Historic Preservation and City of Tacoma.

The Special Tax Valuation (STV) Program is another financial incentive program to be evaluated for property owners who complete a substantial rehabilitation within a period of two years. If eligible property owners may benefit from reduced property taxes for a period of ten years.

For future design considerations, the Historic Preservation Office follows the Secretary of the Interior's Standards and Guidelines for Rehabilitation of Historic Buildings, first published in 1976 by the National Park Service. The Secretary of the Interior's Standards and Guidelines for Rehabilitation of Historic Buildings are the primary basis for reviewing changes to historic properties. The Standards are to be applied to specific rehabilitation projects in a reasonable manner, taking into consideration economic and technical feasibility:

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
4. Most properties change over time. Those changes that have acquired historic significance in their own right shall be retained and preserved.
5. Distinctive features, finishes and construction techniques or examples of craftsmanship that characterize a property shall be preserved.
6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
7. Chemical or physical treatments, such as sandblasting that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
8. Significant archaeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
9. New additions, exterior alterations or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.

10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

All of the scenarios studied generally align with historic preservation requirements, including the potential rehabilitation of the buildings into future uses while retaining their historical qualities. Any of the scenarios could be planned and designed to comply with these standards. Any proposed changes would be required to go through design review by the Landmarks Preservation Commission. Photographs on the preceding pages and in Figures 5, 7, and 7 show some examples of mixed-use projects in the region that have been developed in accordance with historic preservation standards and regulations. See more discussion in the Scenarios Analysis section.

Commercial developments in many of Tacoma's neighborhood centers, including Proctor were originally built around streetcars and were designed with walking and window shopping in mind. These areas tend to have grid block patterns, with buildings that are built up to the sidewalk. Surface parking is typically accessed from side streets or alleys at the rear or side of buildings. On-street parking is also present in all neighborhood centers.

Surrounding land uses in the vicinity of the Cushman and Adams substation sites include low density residential of typically one to three story homes, as well as a variety of other middle housing and multifamily residential, commercial, office, and mixed uses with varying building heights in the nearby Proctor District and University of Puget Sound campus area. Buildings in the Proctor District range in height from one story to up to seven stories.

All potential future uses studied in the scenarios would be compatible with this neighborhood context. Thoughtful architectural design will be important to ensure that design features are context-sensitive and provide enhancements to the neighborhood setting.

**Parking and Public Access**—Any scenario selected to move forward will have parking requirements that will need to be addressed in the design and permitting process, as described previously in the descriptions of the scenarios. Parking and public access were commonly mentioned concerns in public meetings and polls for the study. While sufficient parking must be part of future uses at the Cushman and Adams sites, residents echo City policies that emphasize the importance of good safe and connected walking and bicycling access from the surrounding neighborhoods and districts and the importance of providing access from other areas in Tacoma via bus services. Several participants in the study process mentioned the need for intersection improvements along key walking and bicycling routes to the sites to facilitate better public access.

### **On-Street Parking Capacity**

In addition to the potential to create a limited amount of on-site parking as part of site redevelopment, there is significant on-street parking capacity in the blocks surrounding the Cushman and Adams sites. There is also the potential to convert North Adams Street between North 21<sup>st</sup> Street and North 19<sup>th</sup> Street into a more formal parking area that could help to serve the future needs of the two sites. Parking management tools, including timed parking, bike parking, and flexible spaces, will be part of the parking strategy plan. In a study of existing multimodal transportation conditions and potential on-street parking capacity (see Figures 15 through 19), the planning team confirmed the following:

- The intersection of North 21<sup>st</sup> Street and North Proctor Street has been improved with marked

crosswalks and bike lanes have been installed along portions of North 21<sup>st</sup> Street (see Figure 14). No on-street parking is allowed on North 21<sup>st</sup> Street (in the vicinity of the study sites). The City will continue to evaluate possible improvements in the vicinity of Cushman and Adams, including the intersection and crosswalks at other intersections along North 21<sup>st</sup> Street and North 19<sup>th</sup> Street (at North Adams Street, North Washington Street, etc.).

- On-street parking is allowed on the streets besides North 21<sup>st</sup> Street in the vicinity of the study sites. If street segments were formally striped for parallel parking in the vicinity of the study sites, each street segment would have capacity for approximately 12 parking stalls on the shorter lengths of blocks (305 feet in length) and 30 parking spaces on the longer lengths of the blocks (370 feet in length).

This calculation assumes parallel parking on both sides, 20-foot stall lengths, 20-foot setbacks from intersections, and no parking in front of driveways. This means that if the street segments located within a two-block distance in all directions of the Cushman and Adams study sites (fifteen blocks total not including North 21<sup>st</sup> Street and North Adams Street, in between the two sites—see below) were formally striped for on-street parallel parking, approximately 560 parking spaces would be available. More on-street parking is/would be available on other streets outside of this distance, but still within walking distance of the study sites, whether formally striped or not.

- If North Adams Street between North 19<sup>th</sup> Street and North 21<sup>st</sup> Street (that is, the one block between the Cushman and Adams sites) were converted into more of a formal parking area, with parking on both sides of the street, the design would yield approximately:
  - 24 stalls of parallel parking -or-
  - 30 stalls of 60 degree angled parking -or-
  - 40 stalls of 45 degree angled parking (front in or back in) -or-
  - 60 stalls of 90 degree parking

This amount of parking would be in addition to the 560 on-street parking spaces estimated above within the immediate surrounding area. North Adams Street could continue to serve through two-way traffic even if designed with on-street parking in any of these configurations. Or North Adams Street could be designed and signed to be only open for Cushman and Adams sites' parking and circulation (if the right-of-way were vacated). If North Adams Street were designed as a shared street or festival street, it could be designed to include both parking and pedestrian facilities and could still be closed intermittently for special events. The ongoing need for parking during these closures would need to be more closely evaluated under any of the future use scenarios.

### **Pedestrian Priority Streets and Completing the Pedestrian and Bicycling Networks**

"Pedestrian Streets" are defined in the Tacoma Municipal Code (TMC 13.06.010.D) as streets throughout the city that are considered key streets for integrating land use and transportation and achieving the goals of the Urban Form and Design and Development Elements of the Comprehensive Plan. There are various classifications of pedestrian streets, and in the vicinity of the Cushman and Adams study sites. It should be noted that these designations could be subject to change with future code amendments. The following streets are currently designated (see Figure 20):

- Pedestrian Streets:
  - North 21<sup>st</sup> Street from Division Avenue (near Downtown) to North Union Avenue
  - North 26<sup>th</sup> Street from North Union Avenue to the west
  - North Union Avenue from North 26<sup>th</sup> Street to the south



- Primary Core Pedestrian Street:
  - North Proctor Street from North 24<sup>th</sup> Street to North 28<sup>th</sup> Street
  
- Core Pedestrian Street:
  - North 26<sup>th</sup> Street from North Washington Street to North Madison Street in the Proctor District

As the planning for the future uses of the Cushman and Adams substations sites continues, the City may explore the potential for extending these pedestrian street designations to include the walking routes to and from the study sites and to create a continuous walking route between the Proctor District and the University of Puget Sound campus as part of this network. Expanding bicycle facilities in the same vicinity should also be evaluated to create a more complete bicycling network.

### **Traffic Calming and Neighborhood Traffic Management**

Neighborhood traffic calming can help promote safety and livability on neighborhood streets. As future uses are implemented at the Cushman and Adams sites, it will be important to explore potential neighborhood traffic calming options (typically for non-arterial streets) in order to enhance pedestrian and bicycle access and safety in the vicinity. Such options may include curb extensions/curb bulbs at intersections (to improve pedestrian visibility and reduce crossing distances), street trees and streetscape features, traffic circles at intersections, diverter islands, and other options).

Tacoma’s Neighborhood Traffic Calming Program responds to residents’ questions and concerns regarding reducing vehicle speeds and/or cut-through volumes on non-arterial neighborhood streets. With limited annual funds and many requests and potential locations within the purview of the program, *not all requests will result in mitigative actions*, and as such the program relies on a transparent process developed to prioritize locations and to focus program-related efforts. It is recommended that with implementation of future uses at the Cushman and Adams sites, neighborhood traffic calming needs be further evaluated and a holistic approach to traffic calming be implemented in the project vicinity.

### **Transit Services**

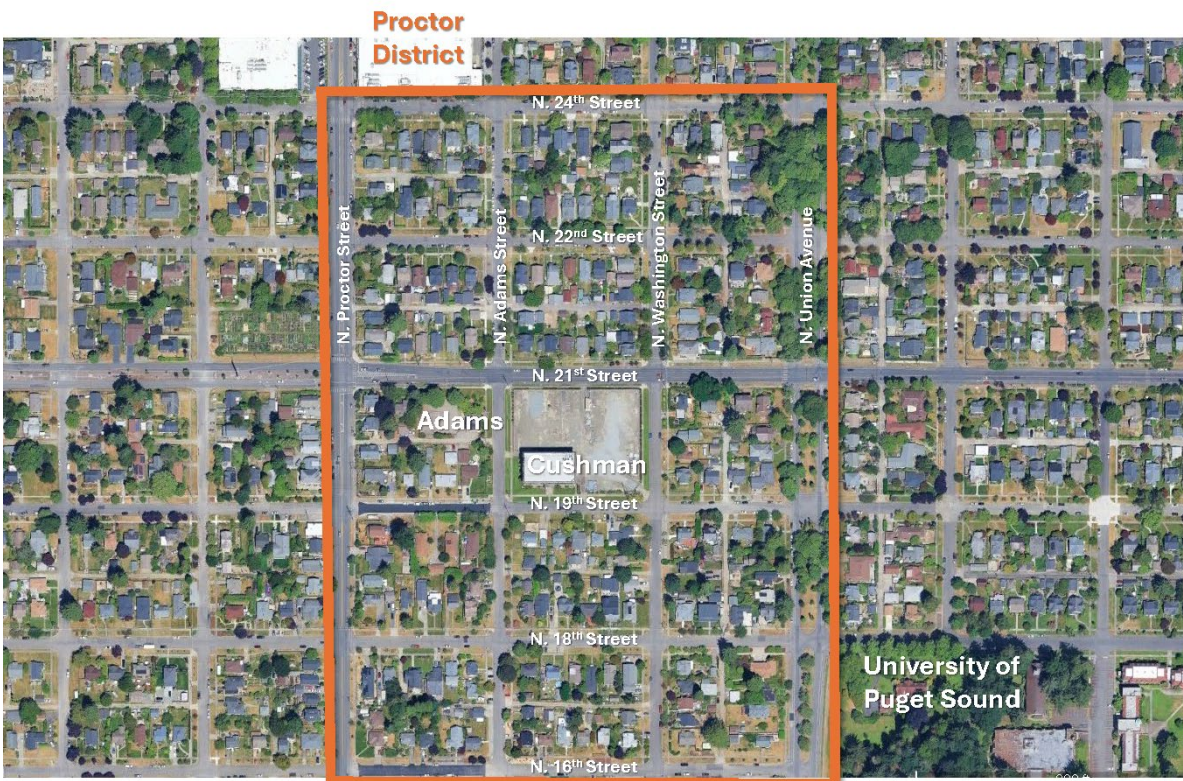
As in the Existing Conditions chapter, Pierce Transit provides bus transit services throughout Tacoma. In the vicinity of the Cushman and Adams substation sites, Route 11 provides services between Downtown Tacoma and Point Defiance, operating every 30 to 60 minutes. Route 11 extends along North Proctor Street from North 11<sup>th</sup> Street through the Proctor District (with stops near the Cushman and Adams sites on North Proctor Street). Route 16 operates east-west through the Proctor District on North 26<sup>th</sup> Street, also at 30 to 60 minute service frequencies. See Figure 20.

As conditions change in the Proctor District and with implementation of future uses at the Cushman and Adams sites, the City will continue to coordinate with Pierce Transit on evolving transit service needs. The need for more frequent local bus service in the North End Neighborhood was frequently mentioned during public meetings during the study process.

**Figure 14 Intersection Improvements at North 21<sup>st</sup> Street and North Proctor Street**

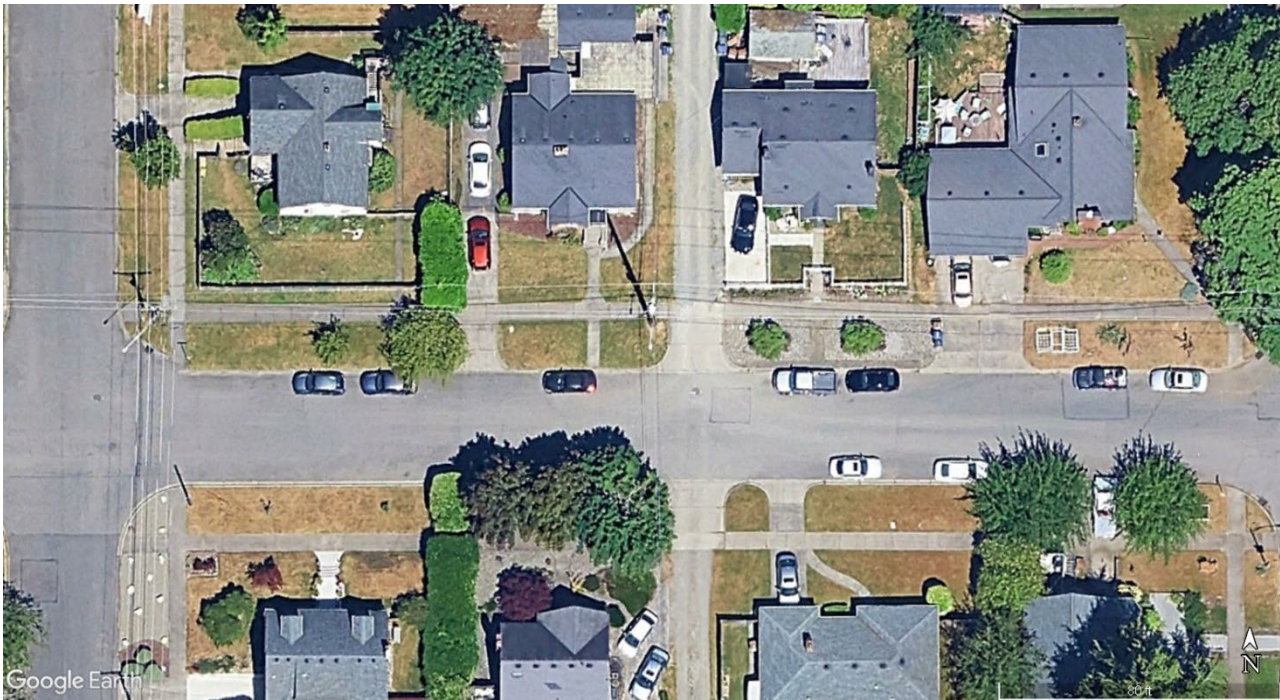


**Figure 15 On-Street Parking Capacity Study Area in the Immediate Vicinity of the Cushman and Adams Substation Sites**





**Figure 16 On-Street Parking on North 19<sup>th</sup> Street, East of North Washington Street**



**Figure 17 On-Street Parking on North 19<sup>th</sup> Street, West of North Adams Street**

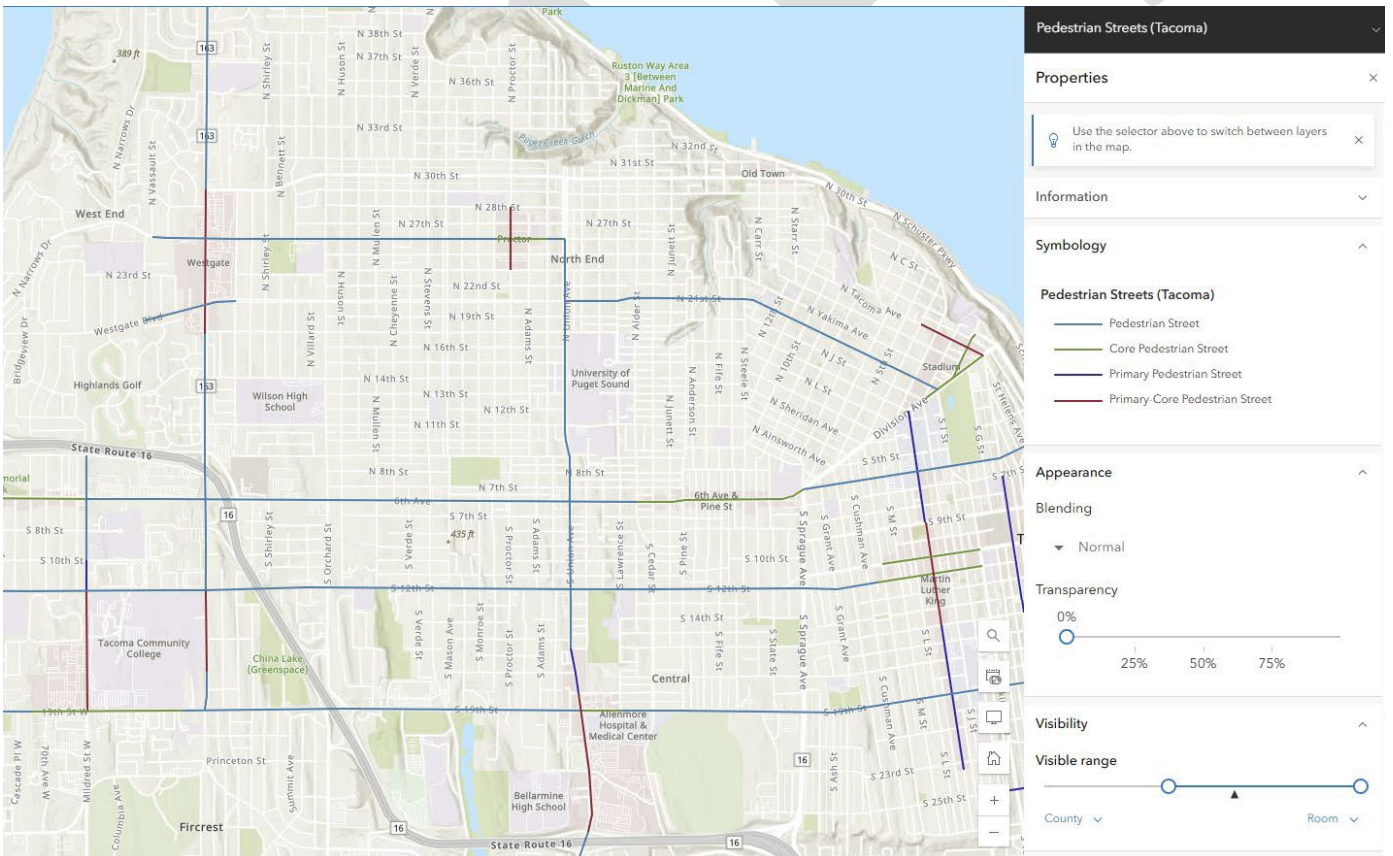




**Figure 18 On-Street Parking on North Washington Street**



**Figure 19 Designated Pedestrian Streets**



**Figure 20 Current Bus Service in the Study Area Vicinity (North End of Tacoma)**



**Route Types**

**Frequent** Trunk routes run earlier, later and more often along major streets.

**Standard** Routes connect urban and suburban areas to transit centers, typically every 30-60 minutes (see schedules).

**Express** Faster and more direct AM/PM service connects major destinations with fewer intermediate stops.

**Seasonal** Local service only operates for a few months every year.

**Stream** Stream Community Line has frequent AM/PM rides and fewer stops.

**Pierce Transit SYSTEM MAP**

**Map Icons**

- Transit Center
- Park & Ride
- Sounder Train Station
- Ferry
- Government
- School
- Library
- Hospital

**Map Areas**

- Pierce Transit Service Area
- Joint Base Lewis-McChord
- Shopping Center
- Park
- Water Body
- Pierce Transit Runner Zone (JBLM Runner Pick Up)

Ready to plan your trip? Visit: [TripPlanner.PierceTransit.org](http://TripPlanner.PierceTransit.org)

# Scenarios Analysis

## Introduction

The following preliminary findings are based on an early assessment of each scenario's (A, B, C, and D) alignment with the evaluation criteria described earlier in this chapter: (listed in alphabetical order):

- Alignment with City Policies (Including Surplus Properties Policies)
- Alignment with City Zoning Provisions
- Costs
- Needs Analysis
- Public Input
- Sustainability (Environmental and Operational)
- Technical Feasibility

Figure 21 presents a matrix of the results of this analysis (draft—currently in development).

## Scenario A—All Public Use

Scenario A evaluates the potential for all public use of both buildings and sites and with the vacation of North Adams Street for public use. The types of public uses on the sites would include a mix of active, passive, and multi-use options (including parks and various outdoor recreation and events spaces). The existing buildings would be repurposed for various indoor public/community and recreation uses.

**Alignment with City Policies (Including Surplus Properties Policies)**—This scenario would not address existing housing needs or the City of Tacoma's land surplus policy requirements, and as such, would not be fully in alignment with the City's policies in the Comprehensive Plan. This scenario does not align with the City and Tacoma Public Utilities surplus policies.

**Alignment with City Zoning Provisions**—While this scenario does not directly align with the City's UR-2 and UR-3 zoning designations at the sites, which call for a focus on residential use, the potential uses under this scenario could be permitted through a Conditional Use Permit (CUP) process and would be allowed assuming compliance with CUP criteria.

**Costs**—This scenario would have the highest public costs, and funding would be necessary to support the building renovation/historic preservation and site redevelopment capital costs, as well as for ongoing maintenance and operations over the long term. At this time there is not a dedicated public funding source to implement this scenario.

**Need Analysis**—While there is strong interest on behalf of the North End Neighborhood for a full public use scenario (public open space/park uses and public uses of the buildings), the need for these types of facilities is greater in other parts of Tacoma than in the North End. In discussions with Parks Tacoma and review of the Parks System and Strategic Plan (2024-2030) as well as the online Needs Assessment tool and mapping including the Tacoma Equity Index, the North End is shown to have higher opportunity and access to for parks and open space than other areas of Tacoma.

**Public Input**—Public input gathered during the study process and separately by the North End Neighborhood Council indicates a strong interest in a full public use scenario by those living in the neighborhoods surrounding the Cushman and Adams sites. That said, there also was some public interest



expressed in potential housing solutions, including affordable housing, and citywide there is a high demand for housing. Scenario A does not include housing solutions. It is also important to note that while the study team sought to gather public input from throughout the entire community, most input received (via online surveys and in public meetings) was from residents living in the North End, and as such is not representative of citywide interests.

**Sustainability (Environmental and Operational)**—Scenario A would be developed in accordance with environmental sustainability practices, as would all the scenarios. With the creation of public open space, preservation of existing trees, and installation of new trees and landscaping associated with the uses, green sustainability solutions would be implemented. The historic buildings would be renovated in accordance with historic preservation standards. There likely would be challenges with long term sustainability of operations of public uses in the buildings and at the sites due to the costs and resources that would be required to sustain a full public use scenario.

**Technical Feasibility**—Development of the site for public use and conversion of the buildings for public uses would be technically feasible. More analysis and study would be needed to determine remediation approaches and design parameters based on the selected uses.

### **Scenario B—Public Use with Middle Housing (a.k.a., UR-3 Residential)**

Scenario B combines public uses of the buildings and portions of the sites with low-scale (up to four stories) medium density and middle housing options within the project sites. Portions of the sites would be converted to public open space with a variety of active, passive, and multi-use options. North Adams Street would be redeveloped as a shared use street with parking and vehicle circulation (not vacated) and could be designed as a festival street and used for special events intermittently.

**Alignment with City Policies (Including Surplus Properties Policies)**—Scenario B partially aligns with the City’s and Tacoma Public Utilities’ policies related to surplus properties by exploring the potential for affordable housing solutions, as well as Comprehensive Plan policies. However, more analysis will be needed to determine if the housing types (low scale, up to four stories) would fit the current demand and needs of income levels in Tacoma. Affordable housing solutions may be less feasible in this scenario due to the scale of potential redevelopment and quantity of units.

**Alignment with City Zoning Provisions**—Scenario B would include residential solutions, which is consistent with the UR-3 zoning on the north portion of the sites. Public uses of the existing buildings, as well as public uses of portions of the properties would be allowed through a Conditional Use Permit process.

**Costs**—Estimated public and private costs for this scenario would be more in balance with each other compared to Scenario A (which calls for all public use). Investments by private sector, non-profit, and other interests and the potential for public-private partnerships could be leveraged through this scenario for some of the capital costs. Private sector investment also could help to defray the costs of needed environmental remediation at the sites. However, with the existing buildings in all public use, initial capital costs associated with building renovations, as well as long term maintenance and operations costs would be a public responsibility. At this time there is not a dedicated public funding source to implement the public use portions of this scenario.

**Needs Analysis**—There is a strong need and demand for a range of housing solutions in Tacoma. The North End Neighborhood Council has expressed a strong interest in public open space and public use of the

buildings, and while the need and demand for these types of facilities may be higher in other areas of Tacoma, the public uses under this scenario would help to fulfill the interests and needs of the local neighborhood, as expressed through public input.

**Public Input**—This scenario would help to address the strong public interest of those living in the North End Neighborhood for public uses of the buildings and also would address public interest expressed in potential housing solutions, including affordable housing. However, more analysis would be needed to determine if the type and scale of housing under this scenario would be effective in meeting the demand of varying income levels in Tacoma. With the southwest portion of the Cushman site dedicated for public open space (at one-half acre in size, consistent with a neighborhood park scale) and a portion of the Adams site dedicated for public open space, this scenario also partially aligns with the public interest in public uses of the sites.

**Sustainability (Environmental and Operational)**— Scenario B would be developed in accordance with environmental sustainability practices, as would all the scenarios. With the creation of some areas of public open space, preservation of existing trees, and installation of new trees and landscaping, green sustainability solutions would be realized. The historic buildings would be renovated in accordance with historic preservation standards.

**Technical Feasibility**—Development of Scenario B would be technically feasible. More analysis and study would be needed to determine remediation approaches and design parameters based on the selected uses.

### **Scenario C—Leased Spaces, Public Open Space, Residential UR-2 Middle Housing, and Mixed-Use Residential**

Scenario C incorporates leased spaces in the existing building, public open space areas, residential use in alignment with UR-2 zoning, and Mixed-Use Residential in mid-rise buildings (up to 7 stories). North Adams Street would be converted for shared use for parking and vehicle circulation (not vacated) and could be designed as a festival street to accommodate special events and public uses intermittently. Public open space would be provided on both sites, with the north half of North Adams Street also being converted to public open space.

**Alignment with City Policies (Including Surplus Properties Policies)**—Scenario C would align with the City’s and Tacoma Public Utilities’ policies related to surplus properties by exploring the potential for a range of housing solutions (including affordable options) and also would align with the City’s Comprehensive Plan policies. More analysis will be needed to determine if the housing types would fit the current demand and needs of income levels in Tacoma, but compared to Scenario B, Scenario C offers more potential for varied types of housing to meet different income levels.

**Alignment with City Zoning Provisions**—Scenario C would include residential use that aligns with the UR-2 residential zoning, as well as mid-rise mixed-use residential that would be consistent with the zoning to meet the strong demand for housing citywide. The mixed-use residential would be subject to approval through the City’s Development Regulations Agreement process. The scale of the mid-rise mixed-use residential (up to 7 stories) is consistent with other mixed-use residential developments in the nearby Proctor District.

**Costs**—Scenario C would result in less public costs, but more private costs/investment than under

Scenario A or B; however, public investment would still be needed to implement the public open space in this scenario. Implementing a mix of future uses provides the opportunity for multiple partners and funding entities to move redevelopment forward supported by a variety of funding sources.

Investments by private sector, non-profit, and other interests and the potential for public-private partnerships would be leveraged through this scenario for some of the capital costs, as well as long term maintenance and operations costs. Costs (all or a portion) associated with the capital improvements for the public open space portion of this scenario could potentially be covered by the private sector as part of a Development Regulations Agreement process. Private sector investment also could help to defray the costs of needed environmental remediation at the sites.

**Need Analysis**—There is a strong need and demand for a range of housing solutions in Tacoma. While the North End Neighborhood Council has expressed a strong interest in public open space and public use of the buildings, the need and demand for these types of facilities appears to be higher in other areas of Tacoma based on Parks Tacoma analysis. That said, the public open space proposed as a portion of this scenario would help to fulfill the interests and needs of the local neighborhood, as expressed through public input. Scenario C proposed more public open space than Scenario B with the vacation of the north portion of the North Adams Street right-of-way and overall provide the opportunity to create a neighborhood-scale park to serve surrounding residents.

The Cushman and Adams buildings would be repurposed as leasable space for private/commercial, nonprofit, and/or community tenants, which could fulfill a variety of community needs for services, retail, and dining options. These uses, along with redevelopment of other portions of the site would help to enhance the neighborhood by introducing more neighborhood destinations and services (such as cafes, shops, etc.) along with streetscape and pedestrian improvements at the ground floor level.

**Public Input**—This scenario would result in a mix of private, non-profit, and public uses, and as such would help to address public interest expressed in potential housing solutions, including affordable housing. It also would help to address the strong public interest by those living in the North End Neighborhood for public open space at the sites. Scenario C provides more of an opportunity to offer a range of housing types that could be effective in meeting the demand of varying income levels in Tacoma. Likely some of the leased spaces in the buildings (existing and new) would offer a variety of community services, shops, and dining options that were mentioned in public meetings and survey responses as being desirable.

**Sustainability (Environmental and Operational)**—Scenario C would be developed in accordance with environmental sustainability practices, as would all the scenarios. With the creation of areas of public open space, preservation of existing trees, and installation of new trees and landscaping, green sustainability solutions would be realized. The historic buildings would be renovated in accordance with historic preservation standards. With private and/or non-profit investment and leases of spaces in the buildings, long term sustainability of maintenance and operations could be better supported under this scenario.

**Technical Feasibility**—Development of Scenario C would be technically feasible. More analysis and study would be needed to determine remediation approaches and design parameters based on the selected uses.



## Scenario D Commercial, Leased, and Public Uses in Existing Buildings, Public Open Space, and Mixed-Use Residential

Scenario D also proposes a mix of potential uses including commercial space in the Adams building, a mix of leased space and public uses in the Cushman building, public open space areas on both sites with a variety of active, passive, and multi-use options, and mixed-use residential (up to 7 stories) with active uses at the ground floor level. A neighborhood-scale public park space would occur in the southeast corner of the Cushman site. Some open space also would be provided at the Adams site. Public open space areas would offer a mix of active, passive, and multi-use options.

Under Scenario D, all of North Adams Street would not be vacated but could be converted into a shared use space that feels like a pedestrian plaza, used for parking and vehicle circulation for most of the time, but closed to vehicles for events and festivals periodically. The street could be intentionally designed and permitted for this shared use.

**Alignment with City Policies (Including Surplus Properties Policies)**—Scenario D would align with the City’s and Tacoma Public Utilities’ policies related to surplus properties by exploring the potential for affordable housing solutions, while also aligning with and supporting Tacoma’s Comprehensive Plan policies. Scenario D offers the most potential for integral affordable housing solutions to meet the current demand and needs of income levels in Tacoma, compared to the other scenarios, due to the scale of redevelopment and quantity of units that could be built under this scenario.

**Alignment with City Zoning Provisions**—The Scenario D mid-rise mixed-use residential would be consistent with the zoning, subject to approval through the City’s Development Regulations Agreement process. The scale of the mid-rise mixed-use residential (up to 7 stories) is consistent with other mixed-use residential developments in the nearby Proctor District.

**Costs**—Scenario D would result in least proportion of public costs of all the scenarios and more private costs/investment than under the other scenarios. However, public investment would still be needed to implement the public open space in this scenario. Scenario D considers the potential for private ownership and commercial use of the Adams building and a mix of leased space and public uses in the Cushman building. As under Scenario C, leasable space could be for private/commercial, nonprofit, or community tenants. Implementing a mix of future uses provides the opportunity for multiple partners and funding entities to move redevelopment forward supported by a variety of funding sources.

Investments by private sector, non-profit, and other interests and the potential for public-private partnerships would be leveraged through this scenario for some of the capital costs, as well as long term maintenance and operations costs. Costs (all or a portion) associated with the capital improvements for the public open space portion of this scenario could potentially be covered by the private sector as part of a Development Regulations Agreement process. Private sector investment also could help to defray the costs of needed environmental remediation at the sites.

**Needs Analysis**—There is a strong need and demand for a range of housing solutions in Tacoma, and housing as a potential future use received some support in comments and feedback gathered in the study engagement process. When housing was mentioned as a preference through engagement feedback, more density in the type of housing provided was preferred by those respondents.

While some residents in the North End Neighborhood have expressed a strong interest in public open

space and public use of the buildings (and with some preferring no housing as a future use), the need and demand for public parks and facilities appears to be higher in other areas of Tacoma based on Parks Tacoma analysis. That said, the public open space proposed as a portion of this scenario would help to fulfill the interests and needs of the local neighborhood, as expressed through public input.

Redevelopment of portions of the sites and commercially-operated and leased spaces in existing buildings could help to provide choices in the neighborhood, by introducing more local restaurants and shops along with streetscape and pedestrian improvements at the ground floor level.

**Public Input**—This scenario proposes a mix of private and public uses, and as such would help to address public interest expressed in potential housing solutions, including affordable housing. It also would help to address the strong public interest by those living in the North End Neighborhood for public open space at the sites with dedication of the southeast corner of the Cushman site for neighborhood park use. Scenario D provides the greatest level of opportunity to offer a range of housing types that could be effective in meeting the demand of varying income levels in Tacoma due the scale of redevelopment and quantity of units.

**Sustainability (Environmental and Operational)**—Scenario D would be developed in accordance with environmental sustainability practices, as would all the scenarios. With the creation of some areas of public open space, preservation of existing trees, and installation of new trees and landscaping, green sustainability solutions would be realized. The historic buildings would be renovated in accordance with historic preservation standards. With private and/or non-profit investment and leases of spaces in the buildings, long term sustainability of maintenance and operations could be better supported under this scenario.

**Technical Feasibility**—Development of Scenario D would be technically feasible. More analysis and study would be needed to determine remediation approaches and design parameters based on the selected uses.

**Figure 21 Evaluation Matrix (DRAFT—A filled-out evaluation matrix will be provided soon, in Full Draft Study)**

<b>Evaluation Criteria:</b>	<b>Scenario A</b>	<b>Scenario B</b>	<b>Scenario C</b>	<b>Scenario D</b>
Alignment with City Policies (Including Surplus)				
Alignment with City Zoning Provisions				
Costs Public Investment Costs Private Investment Costs	\$\$\$ 0	\$\$ \$\$	\$\$ \$\$\$	\$ \$\$\$
Needs Analysis				
Public Input				
Sustainability (Environmental and Operational)				
Technical Feasibility				

**LEGEND:**

**Alignment With Criteria:**



**Least Aligned**

**Partially Aligned**

**Most Aligned**

**Costs:**

\$ High

\$\$ Higher

\$\$\$ Highest



## Next Steps

The blend of preservation and reuse of the buildings, mixed-use residential in separate buildings, and public uses studied in the scenarios presents varying approaches to potential redevelopment that also honor the historical integrity of the sites and buildings. The next steps in the study process will further evaluate these potential scenarios, with City Council and the TPU Board selecting a preferred process forward. The anticipated timeline forward is as follows:

*2025-2026*—Decision-making about future use begins; permitting and constructing TPU’s off-site maintenance replacement facility.

*2025-2027*— Surplus and design process (steps may not occur in this order):

- First right of refusal to local tribes;
- Exploring affordable housing options as required by the City;
- Request for proposal from developers and/or other partners;
- Environmental remediation of the sites/buildings based on future uses;
- Determination of future ownership and operational structures based on future uses; and
- Further planning, analysis, and design.

*2027-Beyond*—Tacoma Power vacates the Cushman Substation; implementation of recommended steps.

# **COMMUNITY ENGAGEMENT PLAN**

## **Cushman—Adams Future Use Study**

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April 2024 Update

### **Project Background and Context**

The Cushman and Adams electrical substations, located in the North End Neighborhood of Tacoma between N 19<sup>th</sup> Street and N 21<sup>st</sup> Street and on the west and east sides of N Adams Street, were built in the mid-1920s to bring electricity from the Cushman Hydroelectric project to Tacoma. For many years, the substations served as active parts of the electric system. Adams Substation was declared surplus to utility needs in 2009. Cushman Substation has not yet been declared surplus to TPU's needs and anticipates the potential to surplus the property pending the outcome of a study of potential future uses (Future Use Study). Refer to Figure 1 for the Context Map of the Study Area.

In June 2017, the Tacoma City Council placed the exteriors of both substations on the Tacoma Register of Historic Places and directed the City of Tacoma's General Government and Tacoma Public Utilities (TPU) to work collaboratively and engage the community on future redevelopment of the properties. A Memorandum of Understanding (MOU) signed by the City of Tacoma's General Government and Tacoma Public Utilities in July 2018 and updated in 2024 designates the General Government will lead, with TPU support, an outreach effort to ensure broad community involvement and input regarding future re-use of the properties.

In the first quarter of 2024, staff will restart the project and resume community engagement to collect input on possible future use options in two phases: VISIONING and SCENARIOS development. Tacoma Public Utilities is still actively using the building and has plans to vacate and surplus the building by 2027, following construction of a replacement facility. Tacoma Public Utilities (TPU) continues to utilize and maintain the structures and site.

### **Purpose of the Future Use Study and Key Considerations**

City of Tacoma and TPU retained a consultant team in late 2019 to conduct a study of potential future uses of the Cushman and Adams substation sites and buildings. The consultant team, led by Otak, Inc. an interdisciplinary planning and design firm, and supported by Richaven Architecture & Preservation and Leland Consulting Group, will provide expertise in urban design, architecture, historic preservation and reuse, planning for public/public-private and community uses, development and financial feasibility analysis, and public outreach. The consultant team has experience directing successful community-based workshops resulting in a clear vision statement and community support. The future use study will be guided by the following key considerations:

- **COMMUNITY GOALS:** Identify community goals and explore options to maximize the potential to meet those goals.
- **HISTORIC SIGNIFICANCE:** Understand the potential to facilitate historic preservation goals, including improved public understanding and access to historic resources.
- **NEIGHBORHOOD ENHANCEMENT:** Consider methods to harmonize with and enhance neighborhood aesthetics, livability, and quality of life.
- **PUBLIC AMENITIES:** Evaluate options to integrate publicly accessible spaces and amenities beneficial to the immediate neighbors, the North End, and the city as a whole.
- **HOUSING:** Pursuant to the City’s adopted policy for the sale/disposition of City-owned general government real property to better align city goals to increase prioritization for affordable housing and equity (Resolution 38529), the Future Use Study will evaluate the potential for housing at the Cushman-Adams sites as part of at least one future use scenario studied.
- **PRELIMINARY ANALYSIS OF MARKET AND FINANCIAL VIABILITY:** Evaluate the potential for long-term financial sustainability of potential reuse alternatives, and assess a range of public, public-private, and private ownership and management approaches.



**Figure 1 Cushman–Adams Future Use Study Context Map**



## **Draft Guiding Principles for the Future Use Study**

The project team, together with City and TPU staff, have started the process of identifying and confirming guiding principles for the Future Use Study, expanding upon the key considerations stated above. A draft of these initial guiding principles is provided below.

- The Future Use Study will support future Tacoma City Council and TPU Board decision-making regarding future use/reuse of the substation properties by providing a timely report that presents a feasible range of potential reuse alternatives.
- The study process will be transparent, equitable, and open to input from all members of the Tacoma community and general public.
- The study will evaluate and confirm the implications of the historical significance and historic designations associated with the properties and how these affect future reuse scenarios.
- The study will evaluate adopted City policies and plans so that scenarios studied align with these as relevant.
- The process will support key values of the Tacoma community, including equity and access to opportunity, sustainability, neighborhood and community vitality, stewardship of public resources and assets, and transparent public decision-making.
- A range of scenarios will be studied to fit a variety of potential future uses and needs.
- Scenarios studied will consider uses and design approaches to harmoniously fit with and enhance neighborhood scale, patterns, and aesthetics.
- Scenarios studied will include vibrant community gathering spaces and public spaces and amenities consistent with goals and needs identified through the study process, engagement results, and consultation.
- Pursuant to the housing policies as well as the City's adopted policy for the sale/disposition of City-owned general government real property (Resolution 40429) to better align city goals to increase prioritization for affordable housing and equity (Resolution 38529), the Future Use Study will evaluate the potential

for housing at the Cushman-Adams sites in at least one future use scenario studied.

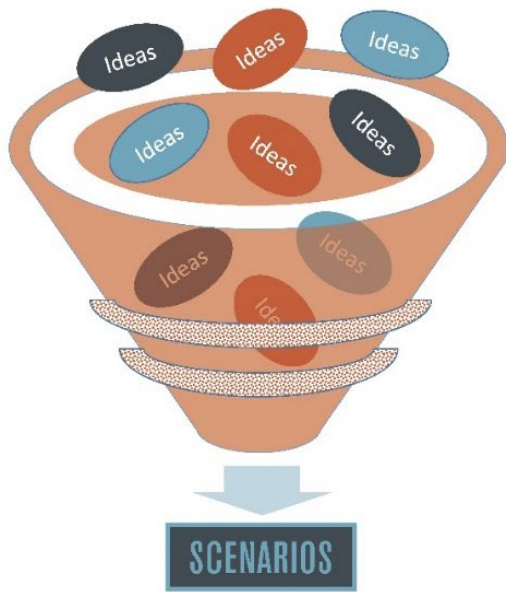
- Potential solutions studied will be scalable to be accomplished in phase over time.
- In accordance with the City of Tacoma Policy for the Sale/Disposition of City-owned General Government Real Property (Resolution 40429), where a General Government surplus property lies within the historical geographical boundaries of relevant tribe(s) existing prior to the Medicine Creek Treaty, the City shall give the relevant tribe(s) the first right of refusal to either purchase the property or to exchange tribal property or property rights for the surplus property. This will depend upon which surplus property applies. The City will invite tribal representatives to participate in the future use study as they may choose. Subsequent to the future use study, the City will follow the surplus policy by offering the first right of refusal to relevant tribe(s), subject to any specific Council direction regarding future use and disposition of the site(s).
- The decision-making process following the Future Use Study and to determine the preferred path forward for the properties will be well-defined and made clear to the public as a key outcome of the study.

## **The Importance of Community Involvement to the Outcomes of the Future Use Study**

Given the key considerations of the project stated above, it will be essential for the Future use concepts and scenarios studied in this project to be shaped by input from the Tacoma community (citywide) as well as residents from the surrounding neighborhood, and a full diversity of the community and people who have interest in the project. A diversity of engagement activities will provide opportunities for everyone to have input throughout the course of the study effort.

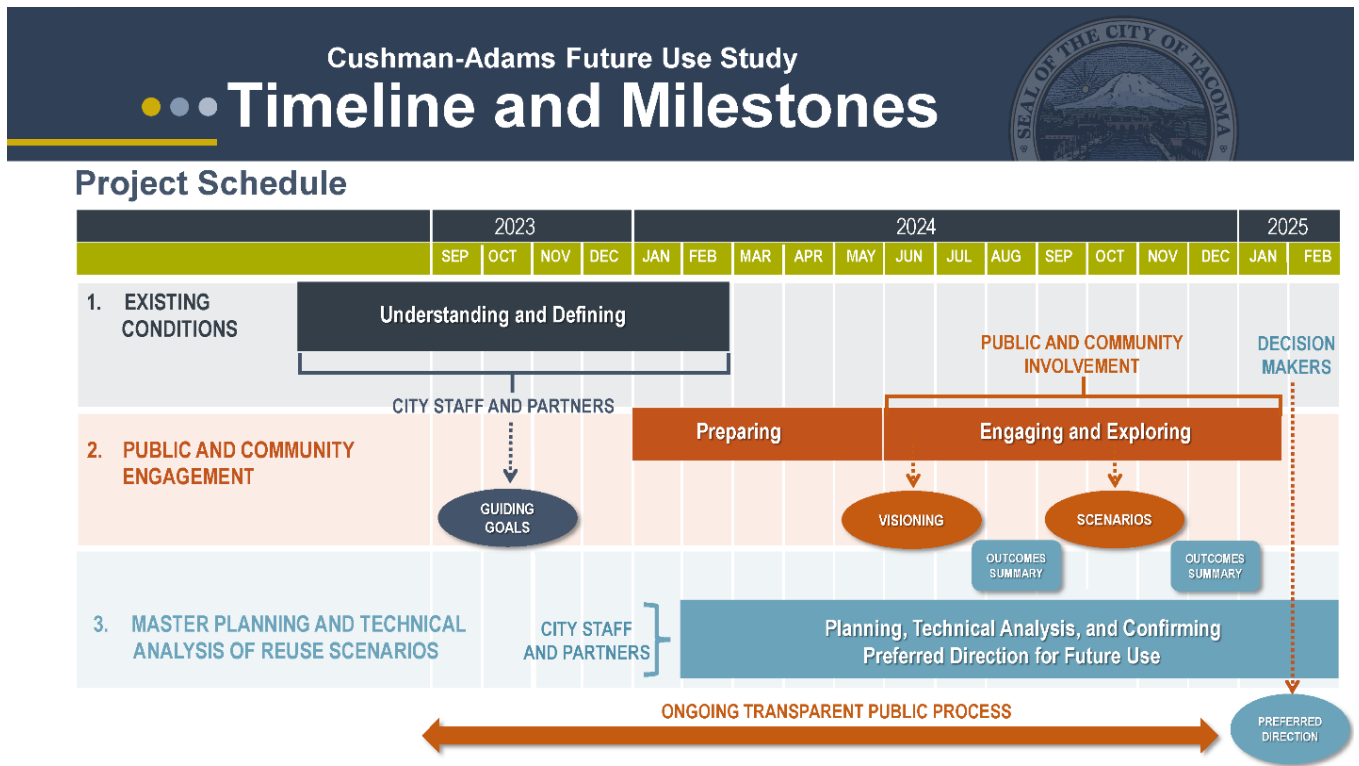
## **From Ideas to Scenarios and Project Timeline**

An important part of the engagement process will be gathering input and ideas and testing these through analysis of various potential future use scenarios, as shown in the diagram in Figure 2 below. The Future Use Study will extend through mid-2025, following the process in the timeline chart in Figure 3.



- 1. VISIONING WORKSHOPS:**  
Ideas and opportunities are generated
- 2. SCENARIO WORKSHOPS:**  
Scenarios are shaped from ideas
- 3. FILTERING:**  
Market analysis and technical evaluation of scenarios
- 4. OUTPUTS:**  
Alternatives for decision-making and additional feasibility analysis

**Figure 2 Future Use Study Process**



**Figure 3 Future Use Study Timeline**



## Engagement Methods—Past, Present/Ongoing, and Future

### **City of Tacoma’s Commitment to Diverse Methods for Engagement**

Tacoma is committed to broad and authentic public engagement and careful consideration of a wide variety of methods to ensure inclusive and equitable community engagement, diverse demographics, and lessons learned to promote the most meaningful participation possible.

### **City of Tacoma Engagement, Administration, and Implementation Goals and Policies**

These goals and policies from the City of Tacoma Comprehensive Plan are important considerations as a foundation for engagement activities. The following goals and policies specifically set the tone for engagement activities.

#### **Goal AD–1 Engage the interests of the entire community in planning for the future.**

Policy AD–1.2 Ensure that community engagement opportunities are broadly accessible and incorporate a range of locations, times, and formats, including accommodations that allow people with disabilities, people with childcare responsibilities, and people with first languages other than English to fully participate.

Policy AD–1.4 Collaborate with communities to design culturally appropriate processes to meet the needs of traditionally under-served and under-represented groups.

#### **Goal AD–2 Build and sustain robust partnerships with individuals, neighborhoods, businesses, organizations, institutions, and other government agencies.**

Policy AD–2.1 Maintain partnerships and engagement with:

- a. Individual community members
- b. Historically under-served and under-represented communities, including low-income communities and communities of color
- c. Neighborhood and business associations, including groups without formal affiliations
- d. Businesses, unions, employees, and related organizations
- e. Interest and affinity organizations and groups
- f. Institutions, governments, and tribal sovereign nations

**Goal AD–3 Ensure that city decision-making processes are clear and transparent, with good understanding from the community about who is responsible for making decisions and how community input is taken into account.**

Policy AD–3.1 Establish and communicate clear roles, rights, responsibilities and timeframes for participants and decision-makers.

Policy AD–3.2 At each stage of the planning process, identify what topics can be influenced or changed through community input, and what ones are being guided by established regulations or policies.

### **Past Engagement Efforts**

In anticipation of the conversion of the Cushman and Adams substations to other future uses, the City and TPU staff have been laying the groundwork for an extensive public and community engagement effort as part of the Future Use Study. Staff also have supported the North End Neighborhood Council with various outreach efforts, including the well-attended “Discover Cushman!” event held on September 22, 2018, hosted by the North End Neighborhood Council. Initial input gathered from the public regarding potential future use alternatives was documented and has been made available to the consultant team as background for the Future Use Study.

In addition the City engaged residents as part of development of the Proctor Neighborhood Plan and gathered input relevant to the Cushman-Adams substations site as part of that engagement. More information is available in the separate Feedback Summary Report.

Among the key themes of these early conversations are a broad interest in public access to the site and potential reuse as a community facility, as well as preserving and providing public understanding of and access to sites of historic significance.

### **Proposed Engagement Efforts as Part of the Future Use Study**

Community input will be gathered throughout the course of the Future Use Study through a variety of specific activities described below. Overall, the intent will be to provide equitable and broad opportunities for meaningful participation in the process. Activities will engage the full community and gather input from diverse interests—including residents from the surrounding area, citywide residents, and groups with specific interests. Through the process of workshop sessions, the project team will identify common themes and interests, as well as areas of potential conflicting perspectives and interests that need to be addressed. For the Future Use Study, the following engagement efforts are proposed.

## Tools for Notification and Gathering Public Input on an Ongoing Basis

**Website**—A project web presence is in development and located:

<https://engagepiercecounty.mysocialpinpoint.com/cushmanadams-substation-reuse>

Project information is also available at: [City of Tacoma website](#) and [TPU](#) with ongoing updated postings of information so everyone can check in on the project at any time and understand the status. Information also is available at:

<https://www.mytpu.org/community-environment/projects/power-towers-north-21-street/cushman-substation/> and at My TPU: [www.cityoftacoma.org/cushman](http://www.cityoftacoma.org/cushman)

**Points of Contact/Feedback Loop**—The public will have the opportunity to submit input at any time through the Planning and Development Services Department. Inquiries can be emailed to [neighborhoodplanning@cityoftacoma.org](mailto:neighborhoodplanning@cityoftacoma.org), and may be made to Lauren Hoogkamer, Principal Planner at (253) 591-5254 or [LHoogkamer@cityoftacoma.org](mailto:LHoogkamer@cityoftacoma.org). Inquiries to Tacoma Public Utilities should be directed to Dr. John Gaines, Senior Government Affairs Advisor, at [JGaines1@cityoftacoma.org](mailto:JGaines1@cityoftacoma.org) or (253) 441-4661.

**Listserve**—An electronic mailing list will be used to provide updates to interested parties regarding meetings, events, and progress on the project. PDS will build a contacts list of interested people and organizations as work on the project proceeds. We will also collaborate with the North End Neighborhood Council, who have committed to distribute project updates to their Listserve contacts.

**Social Media**—The City of Tacoma, Planning Tacoma, and TPU maintain accounts on Facebook, Twitter/X, and Instagram, which can be used to announce project meetings and events and to make connections to the website and project information updates.

**Responses to Frequently Asked Questions (FAQs)**—the City will develop a set of FAQs about the project and make them available on the City's website.

**Media/Press Relations**—City staff will be coordinating with the media and press contacts to provide updates and press releases during the course of the project. Announcements for key events will be distributed to local media outlets including the Daily Index and The News Tribune, KNKX Public Radio, and other outlets.

**Presentations and Updates to Groups, Boards, and Commissions**—City staff will be providing periodic updates to organizations and formal boards and commissions of the City throughout the process. Updates to City Council, TPU Board, the Landmarks Preservation Commission, Tacoma Metro Parks, neighborhood groups, and others are anticipated.



**Online Open Houses/Surveys**—The City will invite comments and share information through online forums hosted on the Social Pinpoint web platform. Online workshops will be designed to broaden public access and understanding to the project and enhanced opportunities to comment. The open house will include video and pictures of the site, background information and studies, presentation materials from public events, work products, and an opportunity for interactive public comments/survey.

**TV Tacoma**—The City will supplement engagement efforts through announcements and videos on TV Tacoma.

**TPU Supported Outreach**—TPU is assisting the project team with various postings and outreach activities including posting information about the project on MyTPU.org at the website where people pay bills and check their water and power usage. TPU also will support publishing e-news articles and other web notices to advertise upcoming meetings.

**Tabling at Special Events, Farmers Market**—Distributing information about the project, such as a project information sheet that directs people to the website and invites people to workshop events, could occur as part of tabling at special events and the Farmers Market.

## Planned Engagement through Two Separate Workshop Series

**VISIONING Workshop Series, June 22, 2024 and September 7, 2024 Discover Cushman Event**—A series of workshop sessions with community and neighborhood groups will be held at the Wheelock Library Branch. Two identical public workshop sessions will be held—one at 10:30 am to Noon and one from 3:30 pm to 5:00 pm, with the public asked to attend the workshop session that is most convenient for them. As an outcome of this workshop series, the planning team will develop a strong draft vision statement and guiding principles as a foundation for future scenarios to be analyzed.

In addition, on **September 7, 2024, Discover Cushman**, a special event open to the general public at the Cushman site, will be held to share information and goals for the project and to gather input on the draft vision statement and guiding principles for future use.

The Visioning Workshops will take place via in-person meetings and via the online open house, with opportunities to participate in either method. The Visioning Workshops will invite all ideas and open dialogue. The team will present the public with an overview of background information about the site and the City's policies. We will display examples of other adaptive use projects/precedents.

***Intended Outcomes:***

- Input from a diversity of interests on the potential future vision for the sites.
- Understanding of community and neighborhood interests and needs.
- Through visual preference tools, gather input on scale, character, pattern of potential uses that could fit in with the neighborhood.
- Generate enthusiasm for participating in the planning process and for the project overall.
- Inform about the schedule, next steps and Fall 2024 scenarios workshop

Upon completion of the Visioning Workshops, the planning team will proceed to prepare a draft vision statement and revise/expand the guiding principles for the project to encompass community input and perspectives.

The team also will be continuing to complete feasibility and technical analyses to better inform feasible uses for the properties. From here we will frame out potential scenarios to present at the Fall 2024 Scenarios Workshops. We will also integrate input from others who will be briefed at regular intervals during the project including City Commissions.

**SCENARIOS Workshop Series, Fall 2024**—A second series of workshop sessions with interest groups and a general public workshop. This workshop series will focus on development and analysis of potential future use scenarios, as well as key criteria for use in evaluation of scenarios.

The Scenarios Workshops will take place via in person at meetings and an online open house, with opportunities to participate in either method. The Scenarios Workshops will begin with a presentation on outcomes of the team’s technical and feasibility analysis and show a range of potential feasible uses for the two sites, framed into potential scenarios. The scenarios will be grounded in implementation, funding, community input, and feasibility considerations. We will gather community input on these scenarios through interactive tools/polls. We will seek to gain an understanding of community interests in the key concepts and scenarios, as well as potential additional uses/program elements that could/should be considered, as well as identifying potential refinements to the scenarios that may be needed. Presentation of potential future neighborhood scale connectivity, wayfinding, and enhancements needed to support the future use scenarios.

***Intended Outcomes:***

- Input from a diversity of interests on potential future use scenarios for the sites and potential preferences.

- Input on neighborhood scale connectivity, wayfinding, and enhancements that may be needed to support the future use scenarios.
- Ongoing understanding and more in-depth building of this understanding of community and neighborhood interests and needs.
- Through sketch up illustrations and renderings, gather input on scale, character, pattern of potential uses that could fit in with the neighborhood.
- Continue to generate enthusiasm for participating in the planning process and the project overall.
- Inform about the schedule, next steps and when the draft study will be completed and the future review process for the draft study.

Upon completion of the Scenarios Workshops, the planning team will proceed to prepare the full draft study and continue with technical and feasibility analysis related to the refined scenarios to determine a potential future direction for the sites, considering community input and technical feasibility, costs, funding potential, and other influences. We will also integrate input from others who will be briefed at regular intervals during the project including City Commissions. When the draft study is complete, we will support the City in facilitating the formal review process.

**City Council and Board Decisions**—The full draft Future Use Study will be prepared and brought forward to decision makers—City Council and the Tacoma Public Utilities Board in 2025. The full draft Future Use Study will include a complete record of the process and engagement efforts, the range of concepts and scenarios studied and how these align with technical considerations, costs and funding opportunities, and community interests. The study will present an understanding of the costs and tradeoffs and make recommendations for an implementation pathway forward.

The elected officials with City Council and the Tacoma Public Utilities Board will determine the next steps for the future of these important assets based on the outcomes of the Future Use Study process.

## Who Will Be Engaged?

Everyone will have opportunities to be involved and provide input into this important project for the City of Tacoma. Future use of the Cushman and Adams substations has the potential to benefit residents surrounding the site, as well as others throughout the Tacoma community. At the same time, future use scenarios will need to harmonize with and enhance the character of North Tacoma. Accordingly, this engagement plan includes activities and methods for engaging all interests—the general public, local neighborhood, and various interest groups, including but not limited to:

- North End neighborhood residents



- North End Neighborhood Council
- Friends of Cushman
- Proctor District residents and visitors
- Other residents throughout the City of Tacoma
- Historic preservation groups and interested people
- Parks, recreation, cultural, arts, and other similar interests
- Housing interests/developers, affordable housing program representatives, advocates and professionals
- Businesses and employees from surrounding areas
- Tacomans generally, all of whom have a share in the utilities paid for by Tacoma property owners

## **Key Messages to the Community and Engagement Participants**

There are a variety of important opportunities that will be explored in the Future Use Study, and these opportunities can be woven into key messages published about the project. These include:

1. Maximizing opportunities for historic preservation, access, and interpretation
2. Telling and sharing the story of Tacoma Public Utilities
3. Exploring adaptive reuse options associated with the two historic buildings
4. Creating spaces and amenities for public access, use and enjoyment
5. Enhancing the appearance, aesthetics, and livability in harmony with the neighborhood
6. Increasing equitable access to community assets and neighborhood opportunities
7. Meeting Tacoma's housing supply, choice, and affordability goals
8. Creating capacity for culture, art, and learning
9. Creating space for local business, shopping, and dining
10. Promoting economic development and increasing public revenue/sustainable revenue
11. Promoting sustainability, trees, and green features
12. Scale and massing of development on the two sites