



Brewery District Plan

City of Tumwater
Thurston Regional Planning Council

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Acknowledgments

Tumwater City Council

Pete Kmet, Mayor
Joan Cathey
Ed Hildreth
Nicole Hill
Neil McClanahan
Tom Oliva
Debbie Sullivan
M. John Way

Planning Commission

Sally Nash, Chair
Leatta Dahlhoff
Terry Kirkpatrick
Dennis Morr Jr.
Deborah Reynolds
Nancy Stevenson
Eric Tompkins

Tumwater City Staff

John Doan, City Administrator
Mike Matlock, Community Development Director
Jay Eaton, Public Works Director
Tim Smith, Planning Manager
David Ginther, Senior Planner

Thurston Regional Planning Council

Lon Wyrick, Executive Director
Jared Burbridge, Assistant Director
Veena Tabbutt, Senior Planner

Focus Group Members

Jim Cooper, Olympia City Council
Linda Carter, Linda's Hair Design
Nancy Stevenson, Tumwater Planning Commission
Ted Hulbert, Tumwater Massage Clinic
Kim Adney, ASI AccountSource, Inc.
Jay Fuller, Fuller and Fuller Attorneys
Mary Henley, Resident
Dennis Bloom, Intercity Transit
Jon Potter, Old Brewhouse Representative
Tim Brewer, Resident
David Nicandri, Tumwater Historic Preservation Commission
Renee Ries, Fairchild Record Search
Derek Lathrope, Olympia Masonic Group
Don Chalmers, Sparrowhawk Consulting Company, Inc.
Neil McClanahan, Tumwater City Councilmember
Dan O'Neill, Olympia Tumwater Foundation

Consultants

SERA Architects, Planning and Urban Design (Project Lead)
SCJ Alliance, Transportation
J Robertson and Company, Public Involvement
ECONorthwest, Market Analysis
David Wright, Illustrator

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Photos from the north study area

Section 1

Project Background and Purpose

Project Purpose

The commercial area surrounding the former Olympia Brewery property (referred to as the Brewery District) was the site of Tumwater’s historic business district, and though much of the fabric of the historic downtown was removed during the construction of I-5 in 1956, the Brewery District still functions as an important commercial center for Tumwater and residents of south Olympia. The District is roughly bounded by I-5 to the west, the cemeteries on Cleveland Avenue to the east, the historic commercial area and Tumwater Historical Park to the north, and E Street and the Tumwater Valley Golf Course to the south (see Figure 1.2 for a map of the study area).

In 2011, the community engaged in a Visioning exercise for the former Olympia Brewery site, creating a vision that calls for redeveloping those properties into a high-profile, mixed-use complex with residential, commercial, and public uses serving the city and the region as a whole. While the community continues to work with private land owners and developers to realize the public’s vision for the former Brewery properties, public officials, property owners, and local residents recognize that the surrounding commercial district has the potential to transform from an auto-oriented commercial node into a vibrant, multi-modal “town center.” While transitioning the District into a pedestrian-friendly, mixed use neighborhood center will work in tandem with, and be complementary to, a potentially high-profile, regionally serving redevelopment at the former brewery site, private redevelopment and public realm improvements in the Brewery District may occur independently of a brewery redevelopment.

The purpose of the Brewery District Planning Project, therefore, is to develop a land use and transportation plan that guides (re)development in the District so as to create a multi-modal activity center with a mixture of housing and neighborhood-serving businesses. This document presents the “Preferred Alternative,” a land use / transportation plan that is the culmination of an approximately year-long community planning process through which residents and stakeholders created a detailed vision for how the community would like to see the Brewery District transform over time. The Brewery District Plan includes a series of recommended transportation enhancements, public realm improvements, a vision for building character and development intensity, and a set of implementation and phasing strategies.

Funding for this project is provided by a U.S. Department of Housing and Urban Development (HUD) Sustainable Communities Challenge Grant awarded to Thurston Regional Planning Council. The purpose of the grant is to promote sustainable economic development and community livability in the cities of Lacey, Olympia, and Tumwater, with a focus on neighborhood districts.

BREWERY DISTRICT VISION

The Tumwater Brewery District is a vibrant, neighborly mixed-use urban community with abundant shopping and business services, safe and accessible transportation options and outstanding recreational amenities. As the heart of Washington State’s “original city,” the Brewery District continues to serve as an historic destination, even as it evolves to provide new homes and economic opportunity for a growing regional population. The District infuses the best of past and present urban development through the preservation of critical heritage sites, incorporation of modern urban design practices and emphasis on creating a unique sense of place.

Process

Throughout the project, a project team of City staff and consultants worked with key stakeholders and the public at large to verify project assumptions and to collaboratively develop and document concepts for a revitalized Brewery District neighborhood. A Focus Group, comprising business and property owners, stakeholders, residents, and public and agency officials met on a regular basis to review and provide guidance on the Plan as it evolved. Additionally, the project team convened a series of three Community Open Houses in order to garner public input on key decisions and Plan elements as they were developed.

Project Vision and Goals

At the outset of the Brewery District Project, the project team worked closely with the Focus Group and community members to define a future Vision for the Tumwater Brewery District as a vibrant, highly livable neighborhood (see sidebar for the full Brewery District Vision). This vision guided the creation of more specific planning goals and objectives pertaining to placemaking, transportation improvements, economic vitality, and enhancing the character of the district (see Figure 1.1 for the Project Goals and Objectives).

Throughout the course of the project, the team regularly tested the anticipated outcomes of different District alternatives for compliance with these stated project goals and objectives, using them as a guide for analyzing the various land use / transportation alternatives, and for developing the Preferred District Alternative.



Community open houses provided opportunities for local residents to help guide the project at key junctures.

PROJECT GOALS	OBJECTIVES
1. Create a stronger sense of place by facilitating pedestrian access, establishing gathering places for residents and fostering a distinct District identity	a. Evaluate opportunities for a pedestrian-oriented “Main Street”
	b. Consider opportunities for reducing /redistributing wide rights-of-way, where appropriate
	c. Introduce public uses that bring people to the District (suggestions include mini-parks, green spaces, Farmers’ Market and establishing a Timberland Library satellite facility in the District)
	d. Evaluate the possibility of creating gateways at key entry points to the District and/or the City, where appropriate and feasible
	e. Facilitate opportunities for pedestrian-oriented, mixed-use and commercial development
	f. Consider providing public art at key locations
	g. Consider use of distinct “branding” through signage and other means to increase sense of place
	h. Work with the Washington State Department of Transportation and other partners to paint murals on the I-5 wall along Deschutes Way that celebrate the history of the District.
2. Improve transportation options, safety and access within and across the District	a. Reduce pressure on over-burdened intersections
	b. Improve transit, bicycle and pedestrian access into the District
	c. Prioritize and implement safety and comfort enhancements for non-motorized users
	d. Update current parking and access management framework
3. Expand economic opportunity and activity	a. Create opportunities for the development of “third-place”(places people can gather outside of work and home) activity and retail hubs (identified community targets include micro-brewery, coffee shop, senior center)
	b. Attract mixed use, high-density residential uses to increase “foot-traffic” customers in the District
	c. Provide for a mix of home-business and retail uses in the Bates Neighborhood
	d. Identify potential redevelopment scenarios for key opportunity sites with willing land owners
	e. Coordinate with regional workforce, business and economic development partners to track and implement location-appropriate job and industry development opportunities
	f. Implement a Main Street Program or similar effort to actively engage local businesses, land owners and other stakeholders in the revitalization program
4. Improve the function and appearance of the built environment	a. Use design / development standards to create high quality development and create a quality public domain (lighting, sidewalks, signs, etc), and a cohesive look and feel
	b. Explore strategies for minimizing the negative impacts of on-site surface parking
	c. Preserve, highlight and celebrate the District’s historic heritage

Figure 1.1: Brewery District Plan Goals and Objectives

Study Area

The plan provides land use and transportation concepts for two “focus areas” within the 300-acre Brewery District, as shown in the study area map in Figure 1.2. These focus areas roughly correspond to the commercial node centered on the intersection of Custer Way and Cleveland Avenue (34.8 acres), and the small commercial node south of Tumwater Falls Park between I-5 and Capitol Boulevard (16.1 acres). This plan does not specifically address existing parks and open spaces, the Tumwater Historic District, the Old Town Center, or the former brewery properties which were the subject of a community visioning project in 2011. However, it should be noted that these surrounding land uses influenced the land use and transportation concepts created for the focus areas, as new development in the focus areas must be complementary and provide excellent connections to surrounding cultural, civic, and natural resources.

“The Triangle” is an existing commercial node lying approximately north of Custer and on either side of Cleveland. It currently serves as a neighborhood center for surrounding residents, including those in the Carlyon North and Governor Stevens neighborhoods (which lie immediately to the north and east) and the neighborhoods of Deschutes (located east of the cemeteries), Tumwater Hill (to the west), and Capitol Boulevard (to the south). The area currently provides a mix of small businesses, consisting primarily of office, retail, and restaurant uses. Commercial uses in the area are generally one-story, single-use structures, and development is primarily auto-oriented in nature, with surface parking lots often located between the building and the street. Due to its proximity to established residential neighborhoods and to future high-density residential and commercial uses in the former brewery site, the Plan envisions this area developing into a vibrant, walkable, mixed-use neighborhood center that provides a variety of services, public amenities, and opportunities for housing.

Existing development in the “Bates Neighborhood” south of Custer is less intense. Most structures in this sub-area are Craftsman-style residential structures, providing a mixture of residential and commercial uses. Most development in this area is one or two stories, with landscaped setbacks between the building and the street.



Development in the Triangle area is typically single-use, one-story commercial with large surface parking areas.



In the Bates Neighborhood south of Custer Way, buildings are typically one or two story residential structures oriented to the street and minimally set back behind landscaped areas.



Brewery District Study Area and Focus Area Boundaries

TUMWATER BREWERY DISTRICT PLAN

City of Tumwater
 Thurston Regional Planning Council
 SERA Architects
 J Robertson and Company
 Shea Carr Jewell
 ECORNorthwest

-  Brewery District Plan study area
-  Brewery District Plan focus area
-  Brewery-related property
-  City boundary
-  Park / Open Space
-  Trail

12 MARCH 2013

0 200 400 800 Feet

1 inch = 200 feet



Figure 1.2

In addition to the Triangle commercial node, the Brewery District Plan evaluates potential land use, circulation, and zoning changes for the small commercial node located just south of Tumwater Falls Park. This South Focus Area is somewhat disconnected, and is bounded by I-5 to the west, Capitol Boulevard and the Deschutes River to the east, and Tumwater Falls Park to the north. Due to its isolation, the proposed land use and zoning changes for this area vary in character from the more neighborhood-oriented center at Custer / Cleveland.

While the land use concepts and zoning changes generated as part of this Brewery District Plan primarily focus on these two existing commercial nodes, it is understood that improving circulation and connectivity within these areas requires a wider examination of transportation patterns, and as such, the project includes multimodal transportation and circulation recommendations for roadways and facilities throughout the entire study area.

In addition to acknowledging the surrounding historic, natural, and civic resources, the Brewery District Plan responds to the District's location and role within the city and the region as a whole. Capitol Boulevard, a major regional arterial, links the District to both the southern portion of the city (including Tumwater Town Center and the Olympia Airport), and to Downtown Olympia. The plan for the Brewery District therefore complements both the character and building form of these other important nodes along the Capitol corridor. Furthermore, the proximity of the Brewery District to the City of Olympia illustrates the intertwined relationship between both cities and recognizes that the Brewery District does not serve the citizens of Tumwater alone.

It should be noted that, concurrent to this project, the City engaged in a project to introduce streetscape, land use, transportation, and multimodal improvements along Capitol Boulevard south of the Brewery District boundary (from M Street to Israel Road). Because Capitol Boulevard itself extends north through the Brewery District, concepts for Capitol within the study area dovetail with the concepts developed for the Capitol Boulevard Planning Project, and future zoning recommendations for implementing the Brewery District Plan will be compatible with the recommended code amendments associated with that project.



Development in the South Focus Area tends to be single-story with large surface parking areas, though some more recent office-commercial developments in the area are two or three stories.

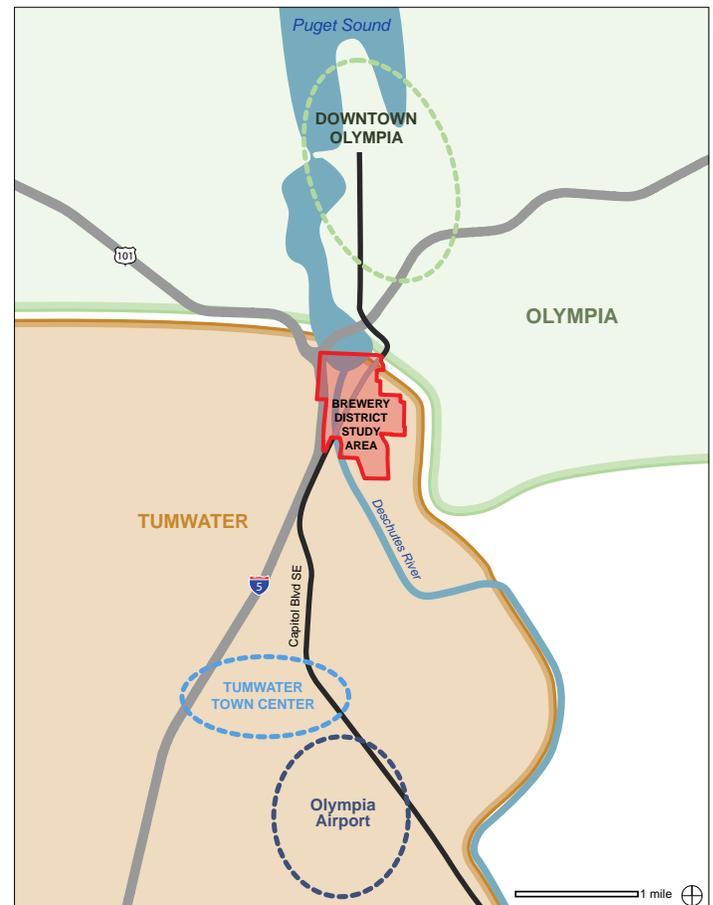


Figure 1.3: Brewery District Regional Context

Summary of Existing Conditions and Challenges

The following is a summary of existing land use and transportation challenges within the study area that the Brewery District Plan seeks to address.

- **Auto-Oriented Development Patterns:** Buildings within the study area are typically one-story, commercial-only structures built since World War II. Building orientation and site development patterns are typical of automobile-oriented, post-war commercial development. These sites often contain buildings that are oriented to and / or set back behind off-street parking areas, which are often located along the public rights-of-way between the building and the street. Buildings set back from public sidewalks and located behind large fields of surface parking can make pedestrian and bicycle navigation somewhat difficult.
- **Dominated by Surface Parking Lots:** Much of the land in the study area is used by surface automobile parking. The prevalence of parking lots between buildings and the street make for an unattractive streetscape, perpetuates a “drive-by” instead of “walk-to” culture, and, with cars pulling in and out of many driveways, creates potential conflicts for pedestrians and bicyclists. Surface parking lots also take up potentially valuable land that could be used for denser commercial and mixed-use development.
- **Wide Rights-of-Way:** Many of the streets in the district are wide thoroughfares, which cater to the needs of motorists and create an intimidating environment for prospective pedestrians and bicyclists.



Commercial development is typically auto-oriented, and is set back behind surface parking areas.

TRANSPORTATION CHALLENGES

The Brewery District is an important historic area within the City of Tumwater, with many cultural and recreational opportunities. Tumwater Falls Park, Tumwater Valley Municipal Golf Course, Crosby and Henderson House Museums, Tumwater Historical Park, and Tumwater Old Town Center are all regional attractions that serve local residents and bring visitors to the area. The area is also an established commercial core with dozens of businesses providing services such as retail sales, restaurants, and professional services. Many of the roads that serve these businesses and attractions are also relied upon as major commute routes that provide access to Interstate 5 and US 101.

Congestion

The confluence of local activities and regional commuting, coupled with the difficult topography within the area, creates challenges in meeting the transportation demands for all types of users. Within the study area, some roadways currently experience periods of excessive congestion and queuing. The Custer Way corridor currently experiences heavy commuter traffic westbound in the AM peak hour and eastbound in the PM peak hour. (See Figures 1.4 and 1.5 for a summary of AM and PM peak hour volumes throughout the District.)

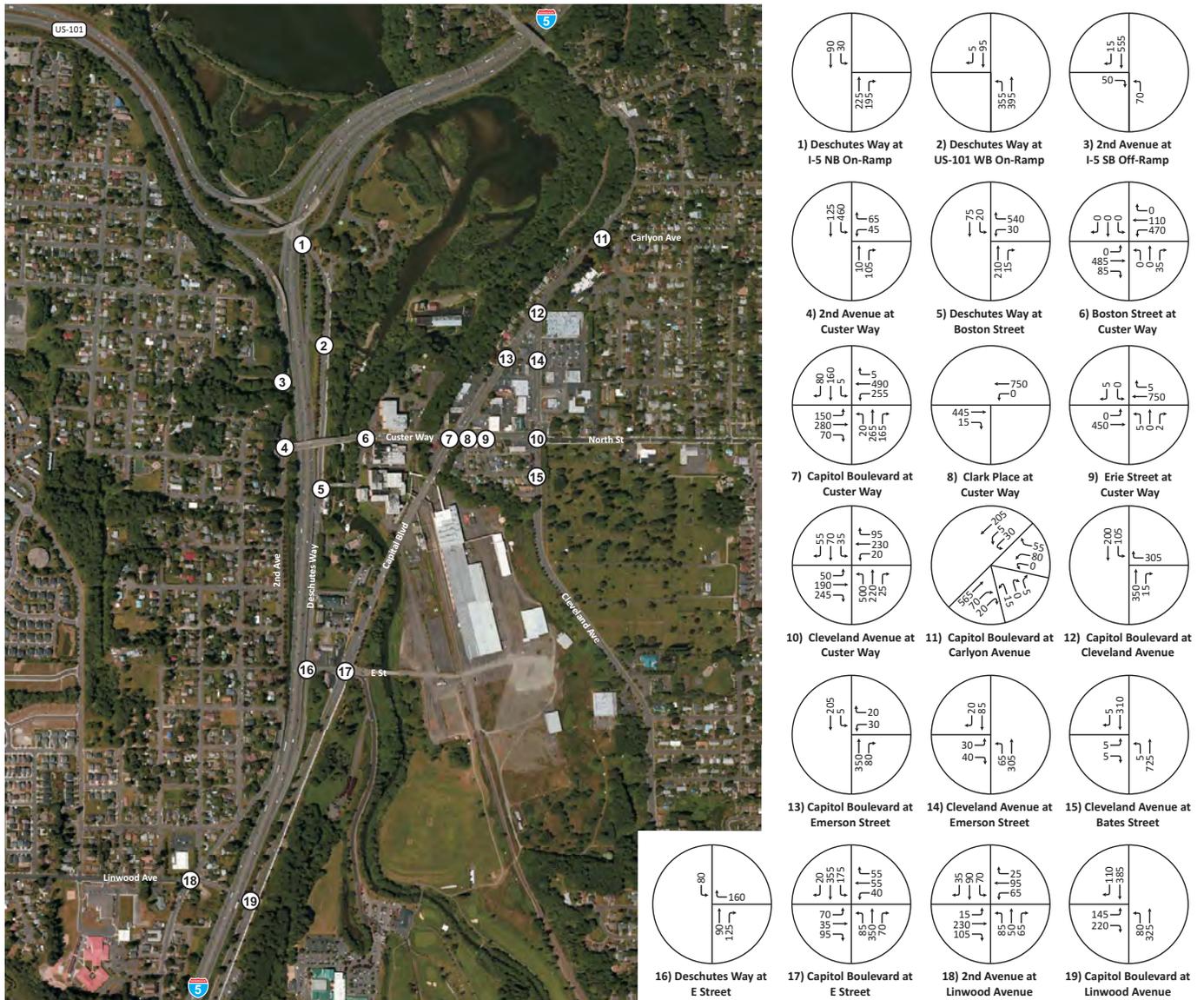


Figure 1.4: Existing 2012 AM Peak Hour Traffic Volumes

The Capitol Boulevard/Custer Way intersection experiences significant traffic volumes in the peak hours. During parts of the day, the existing traffic signal cannot accommodate the demand; multiple signal cycles are sometimes required for vehicles to get through the intersection. The queuing affects access to businesses along the corridor and makes non-motorized travel difficult. (See Appendix 2, Existing Conditions Report, for a detailed discussion of existing levels of service for intersections in the Brewery District).

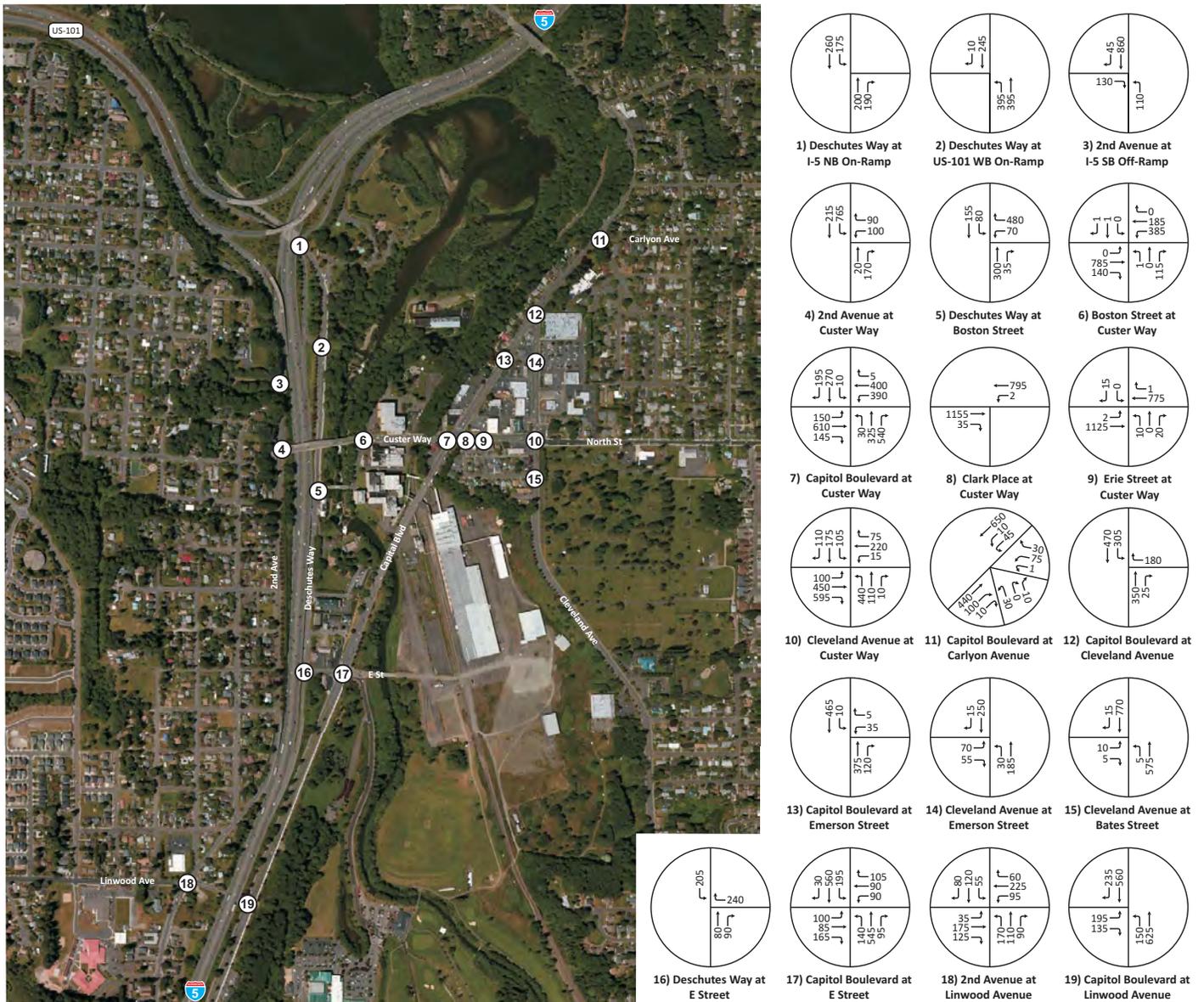


Figure 1.5: Existing 2012 PM Peak Hour Traffic Volumes

Non-Motorized Deficiencies

There are many uses in the area that attract casual pedestrian and bicycle activities. However, there are gaps in the available sidewalk system on sections of Deschutes Way, Cleveland Avenue, E Street, and 2nd Avenue. Also, many of the existing sidewalks lack sufficient width and amenities to provide pedestrians comfortable separation from vehicle traffic. Most of the sidewalks were constructed years ago and were not designed to current standards; for example, some crosswalks lack adequate ADA ramp accessibility. Bicycle lanes are currently available on each of the major routes in the study area (Capitol Boulevard, Cleveland Avenue, Deschutes Way, and North Street) but the bicycle lanes end as the roadways enter the Brewery District itself. Bicyclists are required to either enter the vehicle travel lanes or use the sidewalks to travel through the study area.

Street	Segment	ROW	Lanes	Appr. Lane Width	Center Lane	Sidewalks ¹	Bike Lanes	On Street Parking
2 nd Avenue	Linwood Ave to Desoto St	60'	2	12'	None	6' (West Side Only)	Partial	West Side
Deschutes Way	Boston St to NB I-5 On-Ramp	60'-150' ²	2	12'	None	6' (East Side Only)	Yes	Partial
Deschutes Way	NB I-5 Off-Ramp/E St to Boston St	55' ²	2	11'	None	6' (East Side Only)	None	West Side
Capitol Boulevard	Linwood Ave to E St	110'	4	11'	Raised Median	10' (East) 6' (West)	Yes	None
Capitol Boulevard	E St to Custer Way ³	100'	4	10'	None	6'	None	None
Capitol Boulevard	Custer Way to Carlyon Ave/Sunset Way	90'	5	11'	TWLTL ⁴	6'	None	West Side
Cleveland Avenue	South St to Custer Way	80'	4	11'	None	6' (East Side Only)	Yes	None
Cleveland Avenue	Custer Way to Capitol Blvd	60'	3	13'	TWLTL ⁴	6'	None	Both Sides
Custer Way	2 nd Ave to Cleveland Ave	60'	4	10'	None	6'	None	None
Boston Street	Boston Street Bridge to Custer Way	60'	2	12'	None	6' (West Side Only)	None	None
Boston Street Bridge		60'	2	9'	None	6'	None	None
E Street	Deschutes Way to Capitol Blvd	60'	2	12'	None	None	None	None
Linwood Avenue	Lake Park Dr to 2 nd Ave	60'	2	10'	None	6'	Yes ⁵	Both Sides
Linwood Avenue	2 nd Ave to Capitol Blvd	65'	2	12'	None	6'	None	None

¹ Sidewalk widths approximate

² Measurement from I-5 retaining wall to outside edge of sidewalk

³ This section of Capitol Boulevard is largely a bridge spanning the Deschutes River. The bridge is 60' across.

⁴ Two Way Left Turn Lane

⁵ Bike lanes are striped but not designated

Figure 1.6: An inventory of roadways within the Brewery District indicates that many existing sidewalks lack sufficient width to provide a comfortable experience for pedestrians and bike lanes are missing on many key roadways.

MARKET CONDITIONS

A market analysis conducted in the early phases of the Brewery District Planning Project revealed that both the residential and commercial market in Tumwater weathered the recent economic downturn reasonably well, and is currently growing gradually (see Appendix 2, Existing Conditions Report, for the full market analysis). Vacancy rates for both rental housing and commercial spaces are low, and home sales have rebounded to a steady rate. Within this environment, there are strategic opportunities to provide new housing and commercial development within the study area.

The existing housing stock in Tumwater is almost exclusively single-family detached; medium-density multi-family apartments, condominiums, and townhouses could provide a broader ranges of rental and ownership units to help attract young professionals and families, and to provide housing for aging populations who wish to remain in town and downsize their homes and gain better access to the core area's mix of business, service, and entertainment options. The Triangle could be an ideal area to support new medium-density housing, as this product type does not exist currently in this area. New, medium density housing could be provided as condominiums or as rental apartments, as demand exists for both.

The commercial market in the study area is currently a mix of retail and office uses. The area has reasonably high rents, relative to the broader market, and low vacancy rates. Overall, the commercial viability of the study area is strong. The area's good access, visibility, and central location ensure that it will remain a desirable location for offices and retail uses.

Existing sales patterns indicate retail competition is strong, but rental rates and low vacancies in the study area indicate it is doing well. The area has a mix of successful service-oriented offices, restaurants, and retail, and has two key positive attributes in its favor:

- Cleveland, Custer, and Capitol all have access to large volumes of drive-by traffic.
- It is centrally located.

The first is a double-edged sword. The heavy traffic volumes mean the area is highly visible to anyone in an automobile. However, the heavy volumes cut the area into segregated blocks. The roads make it difficult to walk from one part to another, even though businesses are physically close. The three main roads have created islands.

The second advantage means that the study area, and the Triangle in particular, is close to many households. The Safeway helps to define the area as a central part of Tumwater. A retail gap analysis shows that existing restaurants are primarily serving nearby households. In some ways, the Triangle area serves as a city center.

Existing, viable retail uses in the District (including specialty stores for running apparel, bike shops, swimming apparel shops, and specialty clothing stores) are compatible with the Brewery District Plan as described in Section 3 of this document. In addition to these existing retail uses, the area's central location and good access make it a good location for additional retail types that require a physical, "bricks and mortar" presence, and cannot be purchased via the internet. Such goods and services include:

- services, such as hair salons, massage therapists, medical offices, and computer repair shops;
- food services, including full-service and limited-service restaurants;
- drive-by convenience, including coffee kiosks and dry cleaners;
- fresh goods, such as baked pastries and flowers; and
- recreational activities for children

Section 2

Initial Land Use / Transportation Alternatives

To address the vision, goals, objectives, and challenges for the Brewery District, the project team began by conducting “Opportunity and Constraints” and urban design analyses of the study area, and then used these analyses as a foundation for devising a series of land use / transportation alternatives for the study area. These three alternatives presented the Focus Group and the public at large with distinct choices for how the District might transform in the future. Each of the alternatives is premised on three very different methods for addressing circulation and mobility in and around the Brewery District.

This section presents each of these three initial land use / transportation alternatives, as presented to the Focus Group and the public, and establishes the Preferred Alternative for the Brewery District as determined by the public at large at a Community Open House in June, 2013.

Opportunities & Constraints and Urban Design Framework

In preparation for creating the initial land use / transportation alternatives for the Brewery District, the project team conducted an “Opportunities and Constraints” analysis of the study area (Figure 2.2). This analysis was intended to help the project team document and understand physical conditions within the study area, including key assets and potential opportunities for improvement. The diagram and accompanying chart were created and refined with input from the Focus Group, and outline existing opportunities and constraints relating to multi-modal transportation and land use within the study area.

The project team subsequently used this Opportunities and Constraints analysis to create an “Urban Design Framework” for the District (Figure 2.1), which served as a guide for creating the initial alternatives. The Urban Design Framework diagram translates the key opportunities and constraints into a general guide, or framework, for developing detailed concepts and

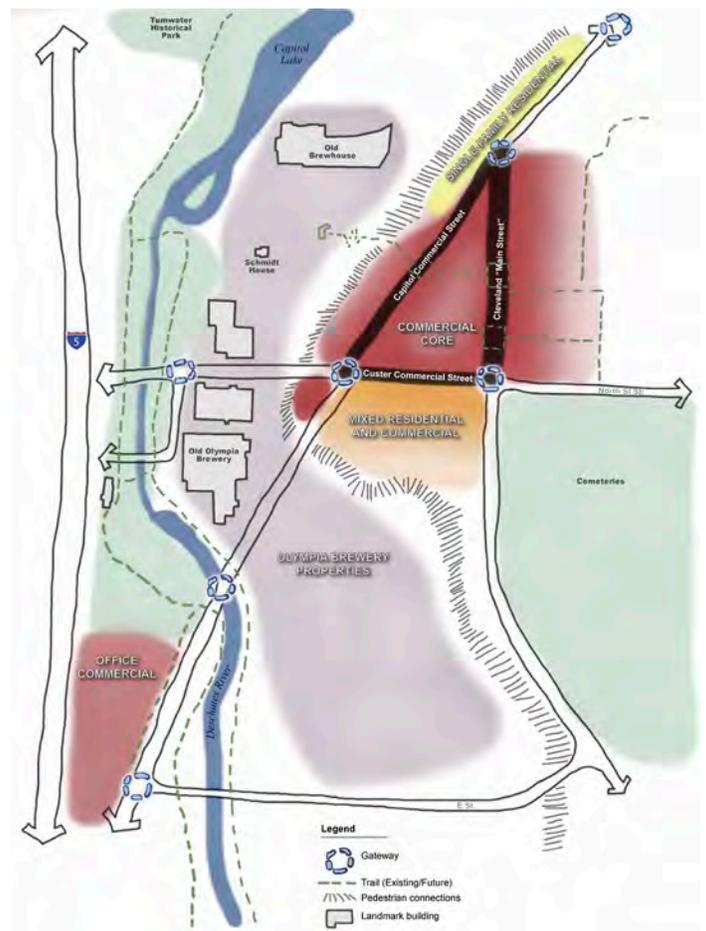
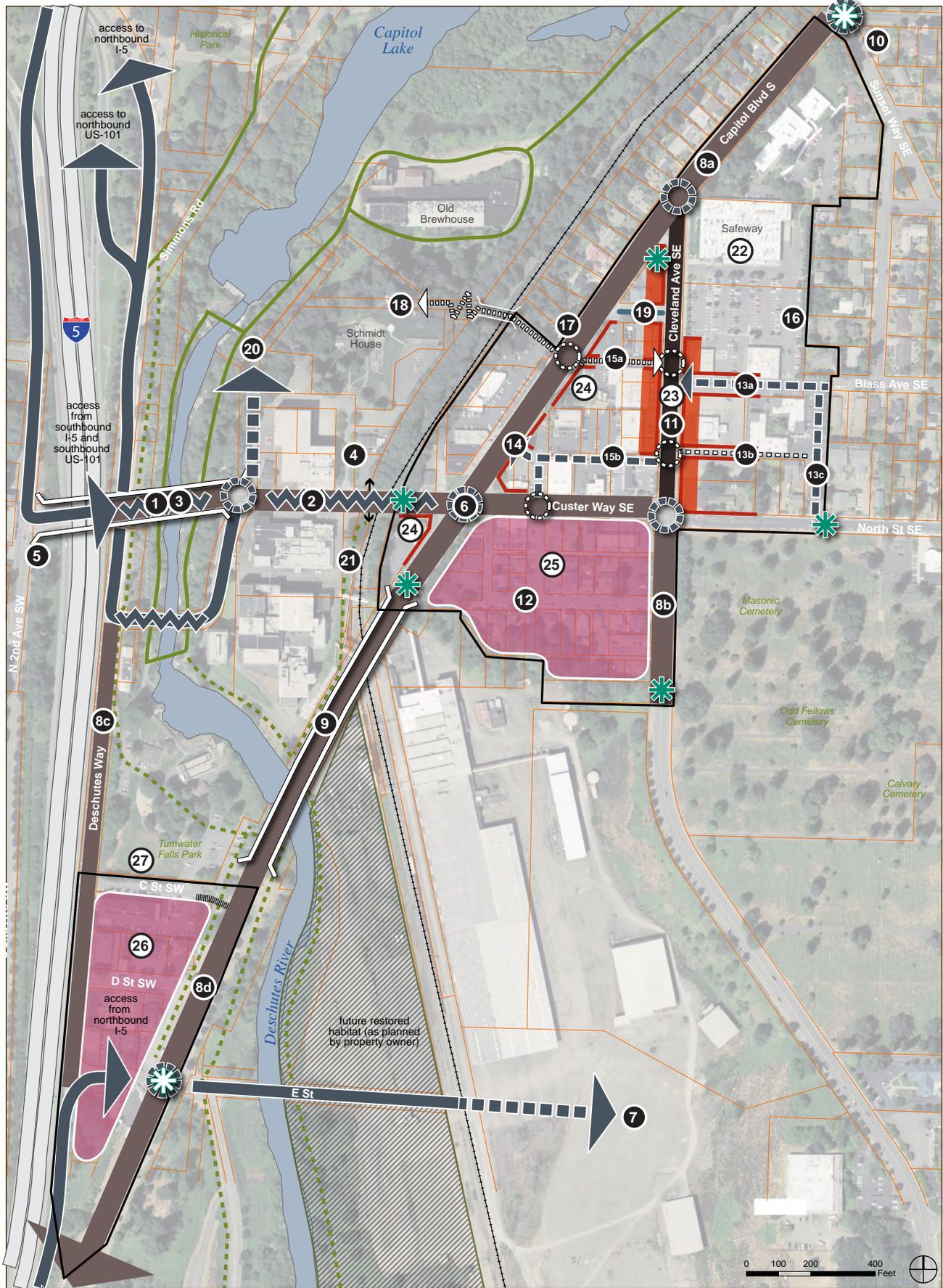


Figure 2.1: Brewery District Urban Design Framework



Opportunities and Constraints

Figure 2.2 (this page and next)

MULTI-MODAL TRANSPORTATION AND STREETSCAPE OPPORTUNITIES AND CONSTRAINTS

- 1 Access to / from I-5 is limited, and most traffic travelling to / from the interstate is funneled to the Custer Bridge, contributing to queuing backups in this segment.
- 2 Significant queuing constraints on Custer between Capitol Blvd. and I-5, and between Capitol and Cleveland.
- 3 Sidewalk on south side of bridge only, with sidewalk immediately adjacent to vehicular traffic. Pedestrian / bicycle enhancements constrained by bridge width.
- 4 Opportunity to take advantage of existing pedestrian tunnel.
- 5 Existing stairs provide important pedestrian connection to surrounding neighborhoods (opportunity to provide public art in the way of painted murals on the vertical face of the steps).
- 6 Opportunity to consider series of roundabouts to relieve pressure on congested intersections and queuing on the Custer Bridge (subject to community discussion, feasibility analysis, and potential physical constraints).
- 7 Opportunity to extend E Street to Cleveland Avenue to help relieve pressure on intersections at Capitol / Custer and Cleveland / North.
- 8 Opportunity to improve pedestrian / bicycle facilities and introduce aesthetic improvements to streetscapes.
- 9 Pedestrian / bicycle improvements constrained by width of existing bridge. Historic status may further constrain redesign opportunities.
- 10 Opportunity to address safety concerns at Sunset / Carlyon with roundabout.
- 11 Opportunity to provide "Main street" treatments along Cleveland Ave. as one potential design alternative (may include incorporating excess right-of-way into wider sidewalks, signature landscaping, bike lanes, on-street parking, special paving treatments, enhanced pedestrian crossings, etc.)
- 12 Opportunity for streetscape enhancements and to provide more on-street parking. Opportunity to evaluate existing 1-way circulation pattern and potentially reallocate excess right-of-way.
- 13 Opportunity to convert existing access drives into public streets (or formalized pedestrian connections), thereby creating new, developable block faces.
- 14 Opportunity to convert existing public right-of-way into formal streets / access drives, potentially to access new development and / or centralized public parking facilities.
- 15 Opportunity to formalize existing public right-of-way into mid-block pedestrian routes, or into full access or one-way streets (if ROW width allows), potentially to access new development and / or centralized public parking facilities.
- 16 Opportunity to formalize existing pedestrian connection behind Safeway into the adjacent neighborhood.
- 17 Opportunity to provide enhanced pedestrian crossing (potentially pedestrian-activated signal).
- 18 Slope and active railroad constrain pedestrian / bicycle access to parks and cultural resources. Opportunity to provide a pedestrian / bicycle bridge and switchback, and connect to existing trail network.
- 19 Opportunity to expand transit center and explore alternatives relocating it to Emerson St. (may take advantage of potential redevelopment opportunities within adjacent parcels for structured park and ride and / or transfer center).
- 20 Opportunity for roundabout to improve access to Old Brewhouse (subject to community discussion, feasibility analysis, and potential physical constraints).
- 21 Opportunity for trail connection from pedestrian underpass.

LAND USE OPPORTUNITIES AND CONSTRAINTS

- 22 Safeway store a strong anchor to the District.
- 23 Opportunity to encourage pedestrian-oriented commercial frontages along Cleveland Ave.
- 24 Opportunity for private realm frontage improvements at key intersections and along key streets (may include building and / or landscaping improvements).
- 25 Small parcels and parcelization a constraint to redevelopment south of Custer.
- 26 Opportunity to enhance the look and feel of development in this area through design / development standards.
- 27 Trees and fencing creates a barrier between Tumwater Falls Park and development to the south.

Initial Land Use / Transportation Alternatives

recommendations for land use, transportation, and urban design. The Framework diagram suggests that the study area be conceived as three distinct “sub-areas,” each with distinct identities in terms of development character.

“The Triangle” area (roughly corresponding to the triangular shaped land area between and around Custer Avenue, Capitol Boulevard, and Cleveland Avenue) is envisioned as providing pedestrian-oriented, neighborhood-serving commercial uses and mixed-use development in proximity to surrounding residential neighborhoods. As shown in both the Urban Design Framework and Opportunities and Constraints analysis, this revitalized neighborhood center should be focused around Cleveland Avenue, which would serve as the District’s central “Main Street.”

In contrast, the Bates Neighborhood sub-area (south of Custer Way) should have a less intense development character. New mixed use and/or commercial development in this sub-area should be compatible with the small-scale, residential style structures currently seen here.

Finally, the Urban Design Framework (and Opportunities and Constraints analysis) suggest that the South Focus Area (located in the southernmost portion of the study area) primarily cater to office / commercial uses. While this sub-area is somewhat isolated from the rest of the study area (and from surrounding residential neighborhoods), and therefore unlikely to develop as a neighborhood center, there is an opportunity to enhance the look and feel of development in this area through targeted design and development standards.

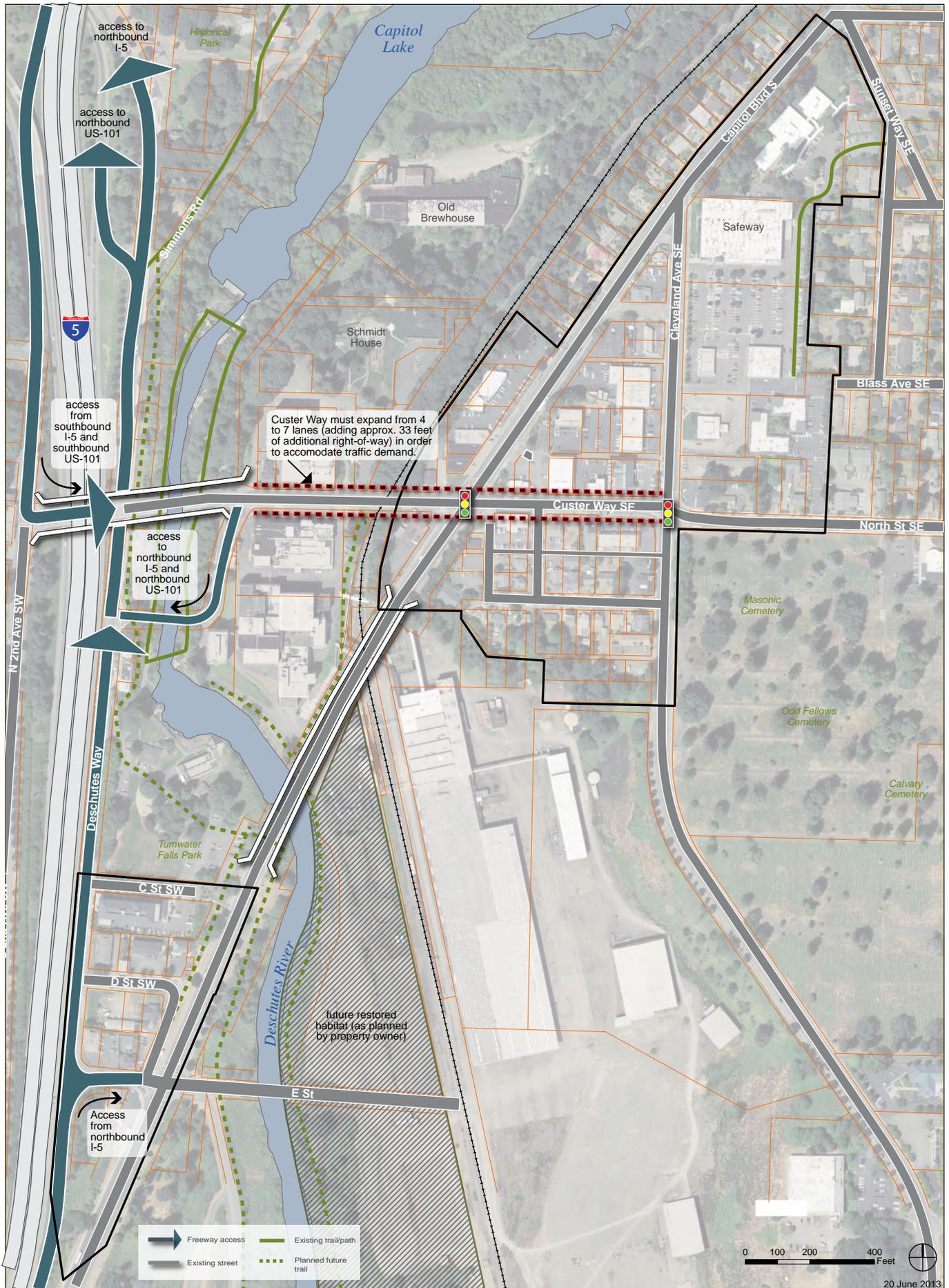
Upon vetting the Opportunities and Constraints analysis and Urban Design Framework with the Focus Group, the project team used this understanding to develop three initial land use / transportation alternatives for stakeholders and the public to consider.

Each of the three alternatives were intended to present clear and distinct options for the District, based on key transportation decisions. Traffic congestion is expected to grow considerably in the District, and accommodating this demand is key to allowing the area to redevelop in a more pedestrian-friendly manner. In reviewing existing and projected traffic demand, it became clear that Custer Way is the critical piece of the puzzle. Successfully managing congestion along Custer requires either extensive widening of the roadway or finding a viable alternate route to reduce traffic on Custer Way. The proposed E Street extension illustrated in Alternatives #2 and #3 provides the alternate route that would disperse traffic throughout the area, and is a necessary component of the overall transportation strategy for the area. This extension of E Street then makes it possible to repurpose rights-of-way in the District to provide wider sidewalks, bicycle facilities, signature landscaping, and general streetscape improvements.

The three alternatives were presented to the public at a Community Open House in June of 2013 for general comment, at which time event participants were asked to vote for a preferred alternative. The three land use / transportation alternatives were as follows:

ALTERNATIVE #1: EXISTING ALIGNMENT (WITHOUT E STREET CONNECTION)

The first scenario illustrates the implications of choosing to not provide an extension of E Street between Capitol Boulevard and Cleveland Avenue (see Figure 2.3). Because this “no change” scenario provides no outlet for growing congestion resulting from vehicles seeking freeway access, Custer Way would need to be expanded from four lanes to seven lanes in order to fully accommodate future demand. This would require adding approximately 33 feet of additional right-of-way width along Custer, negatively



#1: Existing Alignment (without E Street connection)

Figure 2.3

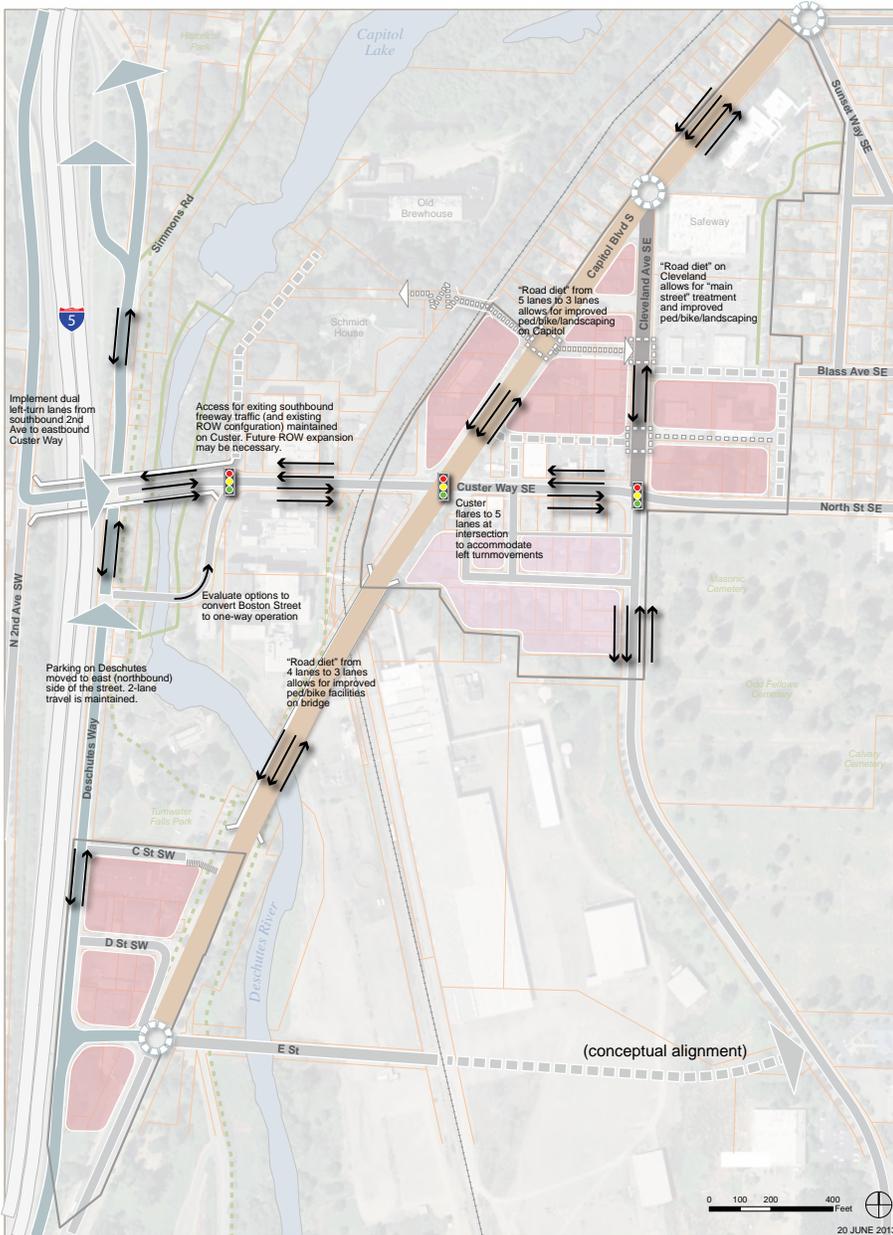
impacting property owners, and in some cases, existing structures. Furthermore, significantly widening Custer Way to accommodate vehicular demand would effectively bisect the core commercial area with a major automobile thoroughfare, which conflicts with the community's stated desire for a pedestrian-oriented neighborhood center.

ALTERNATIVE #2: SIGNALIZATION ALTERNATIVE

The second alternative hinges upon extending E Street between Capitol Boulevard and Cleveland Avenue, thereby re-routing a significant amount of vehicular traffic around the District and relieving congestion along Custer (see Figure 2.5). Because the E Street extension reduces some of the capacity needed along other roadways in the District, this scenario allows for "road diets" along Capitol Boulevard and Cleveland Avenue. Along Capitol, the E Street extension reduces demand such that only three travel lanes would be necessary (as opposed to the

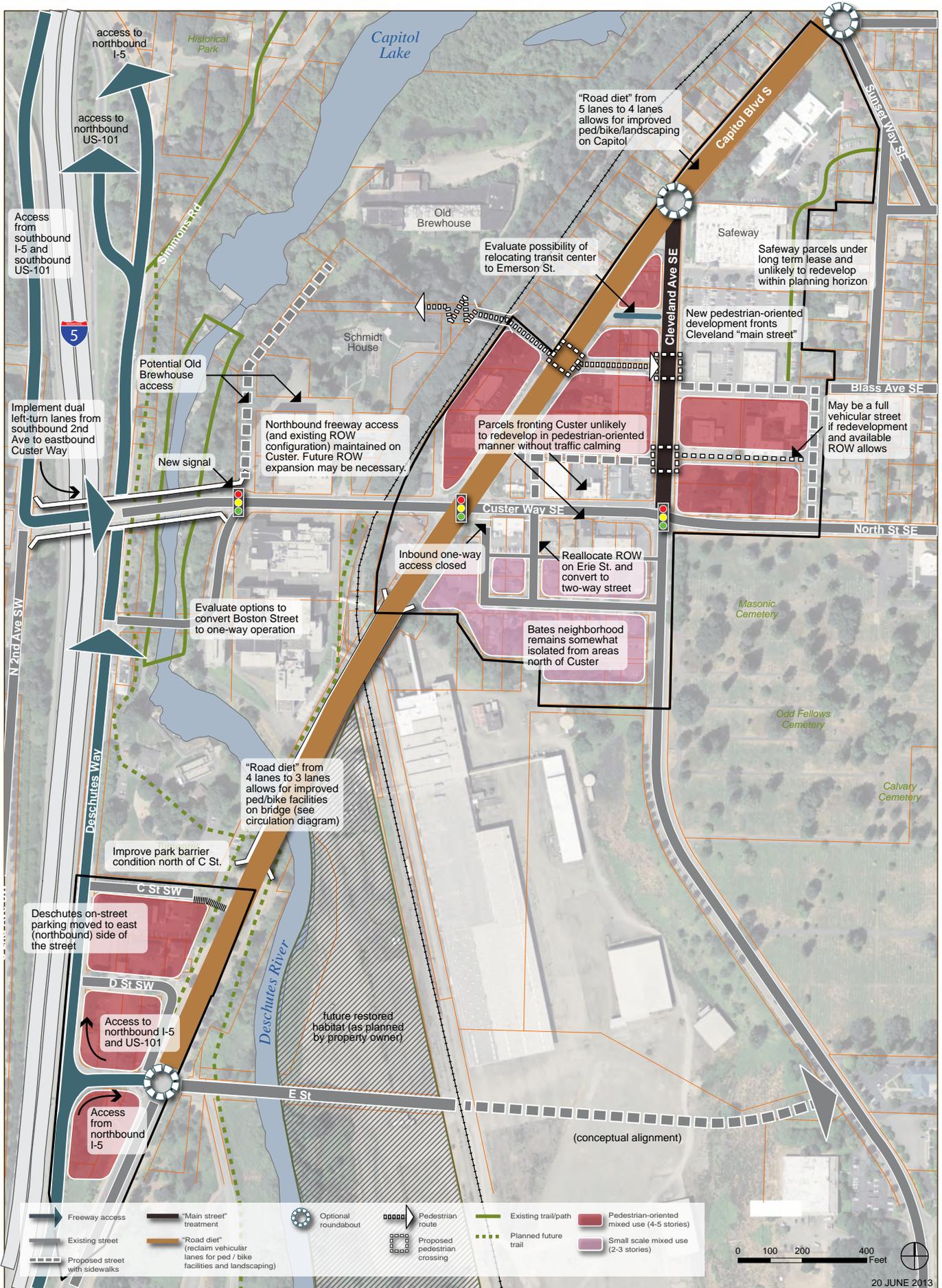
current five-lane configuration north of Custer, and four lanes south of Custer; see Figure 2.4). Similarly, north of Custer, demand is reduced along Cleveland Avenue such that only two lanes are required. This "road diet" along Cleveland creates an opportunity to redesign the roadway to create a "Main Street" treatment by reallocating existing right-of-way to improved pedestrian and bicycle infrastructure and enhanced landscaping treatments. This enhanced public realm along Cleveland creates a central axis for pedestrian-oriented, mixed-use development north of Custer.

While Alternative 2 suggests that new development up to five stories in height might occur in the area north of Custer, it proposes that south of Custer, new development be less intense, limited to 2-3 stories in order to reflect the single-family detached structures currently seen throughout this area. Though new development would be required to be compatible with existing single-family structures (in terms of height, scale, and landscaping requirements), the Bates Neighborhood is envisioned as providing a mixture of retail, office, and residential uses.



#2: Signalization Alternative: Circulation

Figure 2.4



#2: Signalization Alternative

Figure 2.5

Because Alternative 2 proposes controlling intersections with traffic signals, some intersections (including Custer Way at Capitol Boulevard) would need to be widened and reconfigured to accommodate more turning and through lanes. Similarly, because traffic signals will continue to create queuing impacts, Alternative 2 does not allow for a reduction in vehicular capacity, or for any new or enhanced pedestrian or bicycle amenities along Custer, particularly given that right-of-way along this segment is limited. Without any new traffic calming measures, parcels fronting Custer are unlikely to redevelop in a pedestrian-oriented

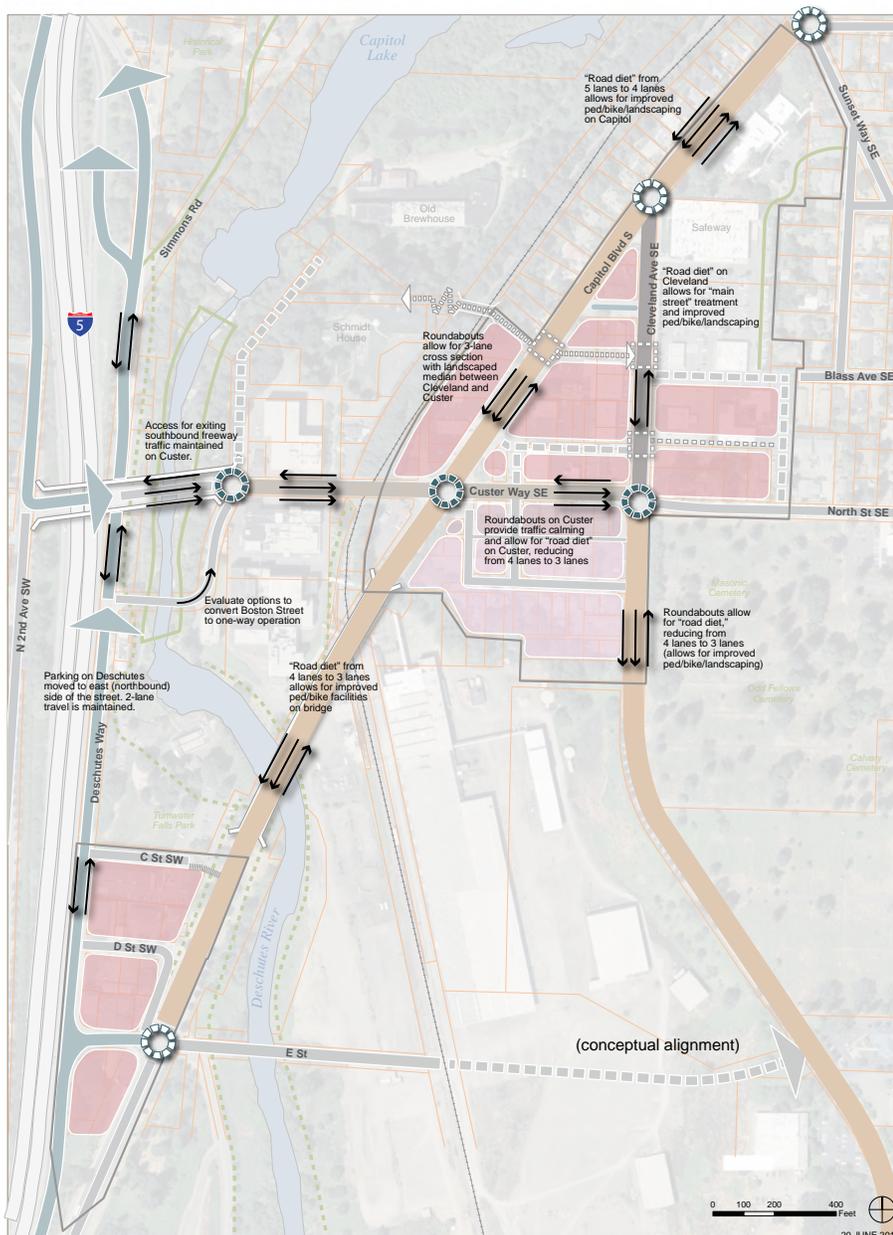
manner, potentially leaving the Bates Neighborhood somewhat isolated from new development in the Triangle area.

ALTERNATIVE #3: ROUNDABOUT ALTERNATIVE

While many of the land use and transportation recommendations presented in Alternative 2 are also suggested in Alternative 3, this third scenario suggests one key difference for meeting vehicular capacity demands. In lieu of signals, Alternative 3 proposes the use of roundabouts at key intersections to improve intersection

performance, reduce queuing impacts, and calm traffic (see Figure 2.7).

The scenario proposes a series of roundabouts along Custer Way: at Boston, Capitol, and Cleveland. It is important to note that because these three intersections are so closely spaced, all three roundabouts would be required in order to prevent queuing impacts. Because roundabouts are able to handle large volumes of traffic much more efficiently than signals, fewer through lanes would be required along Custer, allowing the right-of-way along this segment to be reallocated to provide for enhanced pedestrian and bicycle facilities. This enhanced pedestrian environment and associated traffic calming would create a more attractive environment for new mixed-use development along both sides of Custer.



#3: Roundabout Alternative: Circulation

Figure 2.6

PREFERRED ALTERNATIVE

Each of these three land use / transportation alternatives were presented to the public at a Community Open House in June 2013. At that event, participants were asked to comment on and help refine the three alternatives, and ultimately, to help assemble a preferred alternative for transforming the Brewery District into a multi-modal neighborhood center. Stakeholders and the public overwhelmingly chose roundabouts and the E Street extension as the most appropriate method for addressing vehicular circulation and mobility within the District, as illustrated in Alternative 3. The project team then spent the subsequent months refining this scenario to reflect ongoing Focus Group and public comments and concerns, thereby developing a Preferred Alternative for the Brewery District.

Section 3

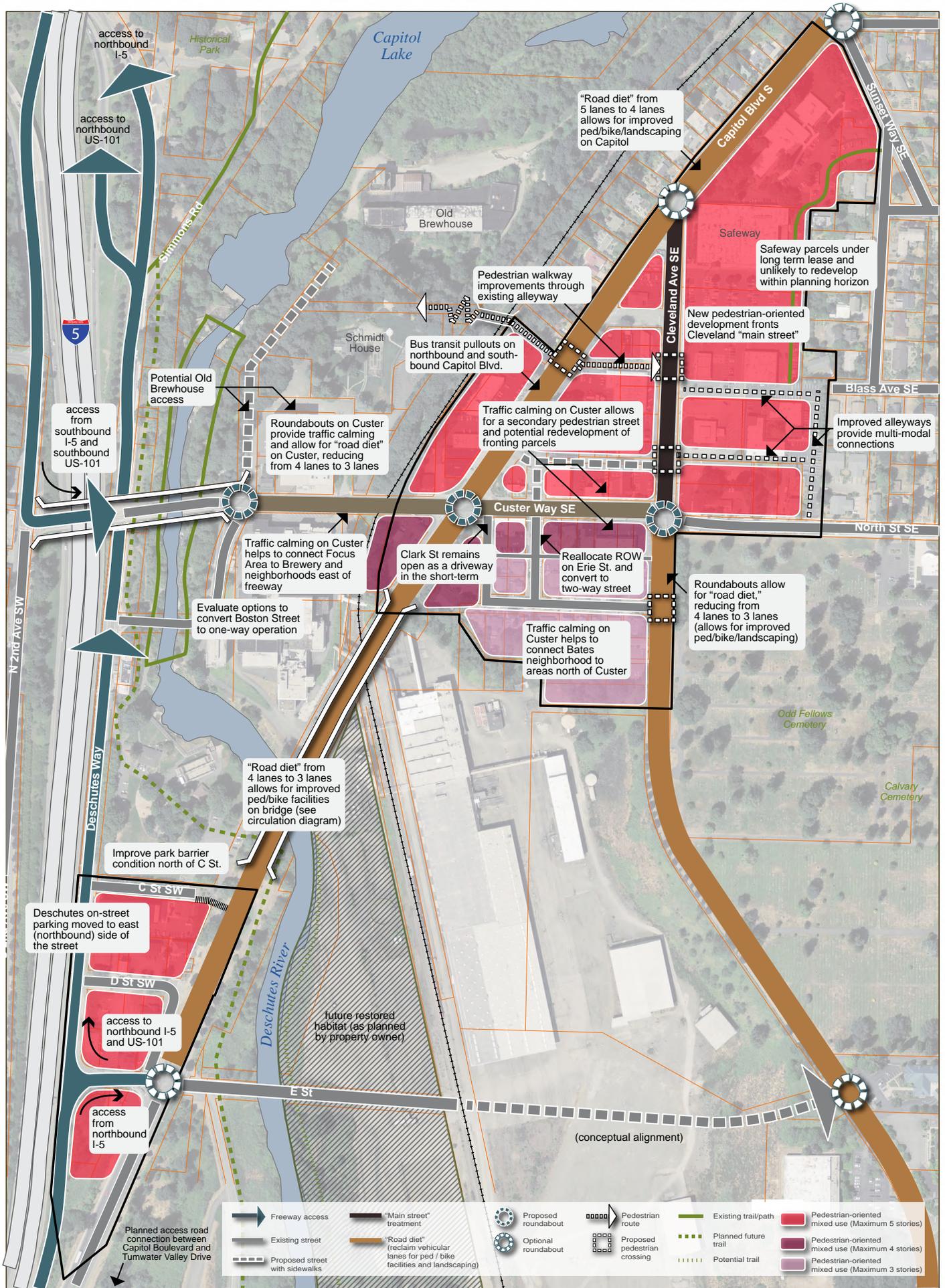
Preferred Land Use / Transportation Alternative

The Preferred Alternative provides a framework for transforming the Brewery District from a largely auto-oriented commercial node, into a lively, walkable, and economically vibrant neighborhood center. Toward this end, the Plan recommends a series of strategies intended to create a more walkable and attractive public and private realm. Such strategies include calming traffic, reallocating wide rights-of-way to create a safer and more attractive pedestrian experience (and a stronger sense of “place”), creating

a central “Main Street” to serve as the spine for the Brewery District, and encouraging new housing and mixed-use development, as well as lower cost facade improvements to existing buildings and auto-oriented site development patterns. (See Figure 3.2 for an overview of the Preferred Alternative.) This section presents the detailed land use and transportation recommendations included within the Preferred Alternative that will guide public and private realm improvements in the Brewery District.



Figure 3.1: Conceptual rendering of the Cleveland “Main Street” and proposed roundabout at the Cleveland/Custer intersection. The Preferred Alternative envisions transforming Cleveland into a pedestrian-oriented main street with signature landscaping, enhanced pedestrian amenities, and ground-floor commercial uses oriented to the sidewalk.



Preferred Alternative
TUMWATER BREWERY DISTRICT PLAN

Figure 3.2

LAND USE

In accordance with the Urban Design Framework, the Preferred Alternative suggests that the Brewery District be conceived as three distinct “sub-areas,” each with distinct identities in terms of development character. Those sub-areas are “the Triangle,” the Bates Neighborhood, and the South Focus Area. The following sections describe the desired building and development character for each of these three sub-areas as the Brewery District transforms over time.

1. “THE TRIANGLE”

Roughly corresponding to the area located north of Custer and on either side of Cleveland, this area is envisioned as the heart of the Brewery District. Given its proximity to surrounding residential neighborhoods, the potential for a large scale redevelopment at the nearby brewery properties, and the area’s excellent visibility and access from I-5 and major urban corridors, the Triangle area has the most potential to transform into a mixed-use, multi-modal neighborhood center. Accordingly, the Plan proposes targeted public realm improvements intended to create an attractive, highly walkable neighborhood center, as well as private development that provides opportunities for new housing and pedestrian-oriented, “active” ground-floor uses. The key elements defining the desired future character and quality of development in the Triangle area are described on subsequent pages.

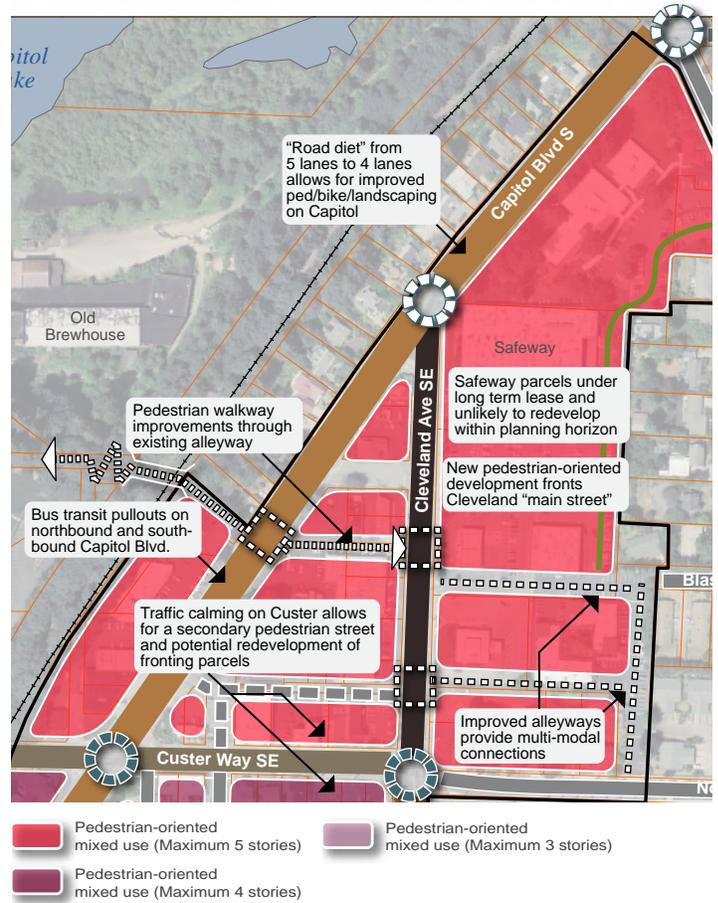


Figure 3.3: Key recommendations for the Triangle.



Bird’s-eye view of existing commercial development in the Triangle area.

Cleveland “Main Street”

Because the roundabouts and the extension of E Street proposed within the Preferred Alternative effectively reduce capacity demand along several streets within the Brewery District (see page 36 for detailed description of these transportation recommendations), the Preferred Alternative proposes that a “road diet” be applied to Cleveland north of Custer, reallocating excess right-of-way currently allocated to vehicular uses and thereby transforming it from a three-lane, automobile-oriented street into a pedestrian-oriented “Main Street.” (See page 45 for details regarding the proposed cross section for Cleveland Avenue). This enhanced public realm along Cleveland creates a central

organizational axis for new, pedestrian-oriented, mixed-use development in the Triangle area. Figure 3.4 illustrates a how this wide right-of-way can be redesigned to create an enhanced public realm and a truly multi-modal street with on-street parking, bicycle lanes, signature landscaping and stormwater facilities, and wider sidewalks with pedestrian-scaled amenities.

This figure also illustrates how new mixed-use development and targeted facade improvements to existing buildings can help create an engaging pedestrian environment by minimizing setbacks and surface parking along the

Figure 3.4: A road diet on Cleveland Avenue will include adding bicycle facilities, widening sidewalks, and installing street trees and stormwater facilities. The calmed streetscape allows easier pedestrian crossings and creates a more welcoming environment for mixed-use (re)development along the “main street”.



Potential to rehab existing development to be more pedestrian-oriented

New development built up against the sidewalk (parking in rear)

Housing above ground floor commercial



Wide right-of-way redistributed to pedestrians, bicycles, and landscaping

Well-marked pedestrian crossing

Pedestrian-scale lighting and streetscape elements

Active ground floor building design

sidewalk as well as by providing active ground floors and pedestrian-oriented architectural elements.

The following sections provide recommendations for guiding private (re)development in the Triangle, including recommendations for building character, use, form, and site design.

Building Use and Character

The plan recommends that new Triangle area development be permitted to reach a building height of up to five stories. This height allows for the provision of new multi-family housing, which will help invigorate the District and provide demand for nearby retail and commercial uses. (See the Market Analysis in Appendix 2: Existing Conditions Report for further detail.) Fronting Cleveland, buildings should reinforce the Main Street and create an engaging sidewalk experience by providing active ground-floor commercial uses, including retail, restaurants, services, office uses, and residential lobbies.

Throughout the Triangle, buildings should generally be oriented to sidewalks, and provide minimal setbacks along street frontages. Accordingly, off-street parking and vehicular circulation should be located to the sides or ideally behind buildings in order to create a safe and attractive walking environment. Ground floors should be designed to create an engaging pedestrian experience, with large windows, weather protection, pedestrian-oriented signage, and primary building entrances that are directly connected to the sidewalk. Detailed recommendations for specific design and development standards to implement this vision for private development are presented in Section 4 of this document.

Redevelopment Strategies

As discussed in Section 1 of this report, sites within the Triangle area often display similar site development patterns. Many sites currently provide buildings that are set back from the street behind surface parking. Given this common condition, the project team created a series of “redevelopment prototypes,” illustrating options for how new pedestrian-oriented development in the Brewery District might occur on a prototypical site.



Mixed-use buildings may be up to five stories, and will feature pedestrian-oriented ground-floor uses with office and/or residential spaces on the upper stories. (Top and middle: Portland, OR; Bottom: Bainbridge, WA)

1. Full Site Redevelopment

This scenario illustrates a full-scale redevelopment of an existing site, including demolishing any existing structures in order to build a new, multi-story building along the sidewalk. This scheme locates parking and vehicular circulation areas to the side and rear of the building (see Figure 3.5).

While new mixed-use and housing development will certainly help to transform the Triangle area into a vibrant, pedestrian-oriented activity center, this type of large-scale development project may or may not be feasible as market demand varies over time. A detailed Development Opportunity Study conducted for two specific sites within the Triangle sub-area indicate that, depending upon

specific site details as well as construction cost and market demand assumptions, full-scale redevelopment may be an attractive investment in some instances, but only marginally viable in others (see Appendix 5: Development Opportunity Study). In some instances, large-scale, new construction may require public financial assistance to be viable. (See Section 4, page 70 for a detailed discussion.)

Given that market conditions may not always allow for this type of full scale, large development project, the plan for transforming the Brewery District also considers other, lower-cost strategies for improving automobile-oriented site development patterns in the Triangle area.

Before: Parking in front



After: Full redevelopment



Figure 3.5: The redevelopment scenario and photos above illustrates a typical redevelopment of a full site, demolishing existing structures to provide a new building with minimal setbacks. (Photos: Portland, OR)

2. Reclaiming Surface Parking

While new, large scale redevelopment projects can certainly have a major impact in terms of transforming a given area into a vibrant, mixed-use neighborhood, lower cost strategies focused on improving the appearance and function of existing development can also have a major impact on a district's look and feel. Such strategies include "reclaiming" surface parking areas for building expansions and semi-public gathering areas, or implementing targeted building facade improvements designed to create more attractive, pedestrian-oriented buildings. Figure 3.6 illustrates how existing, auto-oriented sites with buildings that are set back behind parking can provide new building expansions that extend into surface parking areas in order to engage the sidewalk and create a public or semi-public plaza area. When combined with building facade improvements, this strategy can dramatically improve the look and function of existing developments.



Facade improvements designed to provide more pedestrian-oriented building design elements (including large storefront windows and pedestrian-oriented signage and lighting) can be a relatively low cost strategy for improving the look and feel of the District (Image courtesy: Portland Development Commission)

Before: Isolated building



After: Building addition



Figure 3.6: The redevelopment scenario illustrates how a building may expand into surface parking areas in order to engage the sidewalk and create public or semi-public gathering areas (see photo at right for an example). This strategy can be combined with building facade improvements to dramatically improve the aesthetic appeal (and potentially the value) of existing buildings. Image at right shows the conversion of a former loading dock into a semi-public plaza and outdoor dining area (Portland, OR).



Similarly, Figure 3.7 illustrates how developments with surface parking within the front setback can potentially meet parking needs with on-street parking while simultaneously – and with relatively low cost site improvements – create outdoor dining areas and/or semi-public gathering spaces in areas formerly dedicated to parking. (The illustration below shows that, in this case, there would be no net loss of parking). This strategy has become increasingly popular in urban areas as a method for creating lively, attractive building frontages on sites already developed in an auto-oriented manner. The photos below and on the following page illustrate this technique at use in cities in the Pacific Northwest and beyond.

Redevelopment strategies based on reclaiming existing surface parking areas can be a low-cost, low-risk way to dramatically enhance the aesthetic appeal (and potentially the value) of a building and the District as a whole. Because this technique can displace existing parking in some cases, such strategies hinge upon meeting parking requirements or access demands by other means. Solving these issues may entail examining existing on-site parking requirements within the District, as well as exploring opportunities for shared parking. (See page 64 for a more detailed discussion of District parking strategies.)

Before: Parking in front



After: Reclaimed surface parking

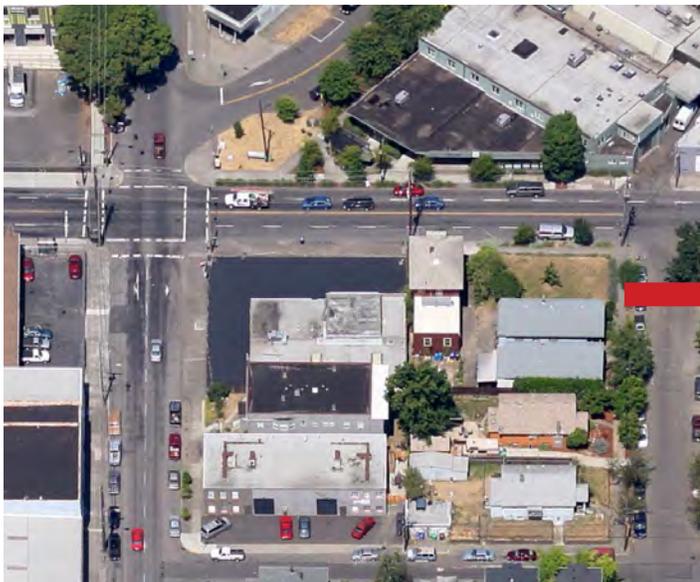
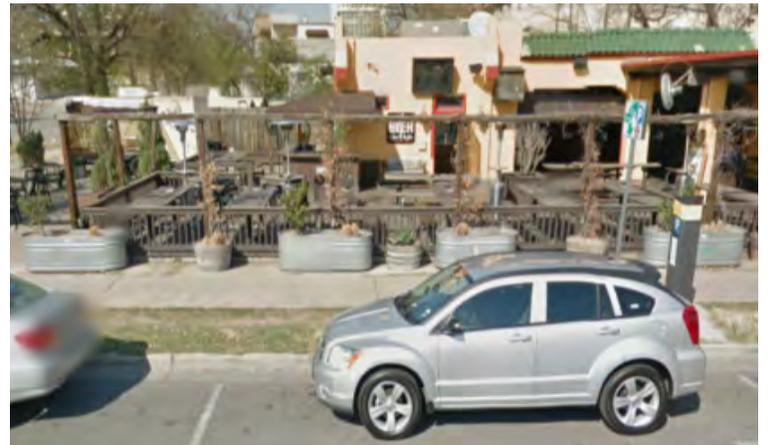


Figure 3.7: This redevelopment strategy creates outdoor dining and semi-public gathering areas on existing surface parking areas. It assumes that parking needs can be met on-street, or through a shared parking arrangement. (Portland, OR)



Examples of parking lots reclaimed as outdoor dining, retail, and gathering spaces. (1st row: Portland, OR; 2nd and 3rd rows: Austin, TX; 4th row: Seattle, WA, Austin, TX)

2. THE BATES NEIGHBORHOOD

Existing development in the Bates Neighborhood is significantly less intense than the larger-scale commercial development north of Custer, as most buildings in this area are one or two-story Craftsman-style residential structures that house a mix of residential and commercial uses.

The Plan envisions the Bates Neighborhood as an active, engaging, pedestrian-oriented area with a variety of commercial and residential uses. However, in contrast to the Triangle's larger-scale development, the Preferred Alternative proposes that development in the Bates sub-area be more limited in scale. Figure 3.8 shows that for parcels north and south of Bates Street, buildings be limited to a maximum height of three stories. This is intended to ensure that new development reflects and is compatible with the detached, single-family structures currently seen in this area. While uses within these structures may be commercial or residential, buildings in this area should continue to be residential in character, mirroring not only surrounding building heights, but also providing site development and building design elements (including setbacks, landscaping, building materials, and architectural elements) that are consistent with the surrounding residential character. Specific recommendations for design and development standards for the Bates area are presented in Section 4 of this document.



Aerial view of the Bates Neighborhood

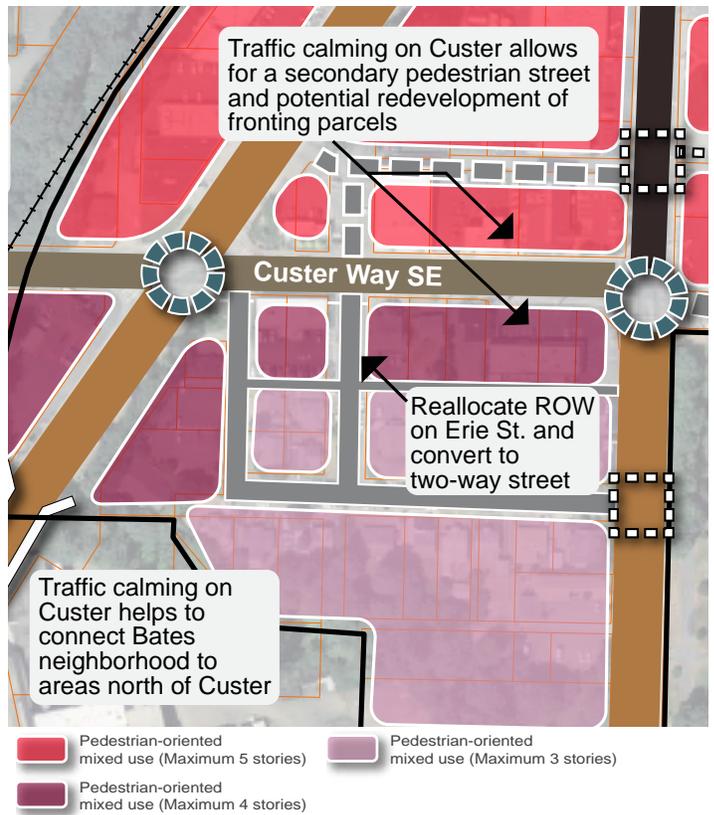


Figure 3.8: Key recommendations for the Bates Neighborhood.



The drawing above illustrates the land use concept for the interior of the Bates Neighborhood, designated for a mix of commercial and residential uses, with structures and site development characteristics that are residential in character and reflective of the area's existing architecture.



Above: Examples of commercial uses within residential-style structures.

While building height and intensity will be limited within the interior of the neighborhood, the Preferred Alternative proposes that development located at the perimeter of the neighborhood (along Custer and west of Clark Street) be slightly more intense, thereby creating a transition between the small-scale, residential style interior and the higher-intensity commercial areas in the Triangle and along Capitol. Within these perimeter areas, buildings may provide more commercial style buildings elements, including large ground floor windows, articulated architectural bays, and masonry facades. Additionally, buildings in this area may be permitted to reach up to four stories in height.



The drawings at left and photos above suggest that new development within the Bates Neighborhood on parcels fronting Custer and adjacent to Capitol may provide more commercial-style buildings, with elements such as large ground floor windows, defined architectural bays, flat roofs, and masonry facades. (All photos Portland, OR; bottom image courtesy Portland Development Commission)

SOUTH FOCUS AREA

The Preferred Alternative refers to the area located roughly between Capitol Boulevard and Deschutes Way at C, D, and E Streets as the South Focus Area. Because it is geographically isolated from the remainder of the District (bounded by I-5 to the west, Capitol Boulevard to the east, and the park to the north), and does not benefit from proximity to established residential neighborhoods, new development in this area may be of a somewhat different character than in the northern portions of the study area. However, because the area benefits from excellent freeway access as well as high volumes of pass-by traffic (which may increase upon completion of the E Street extension), this area may experience increased development pressure in the future.

Given its relative separation, new development in the South Focus Area will likely remain dependent upon automobile access for its success. Such new development may include a mixture of office and retail uses, as well as housing (which may be desirable adjacent to the park). The mixed-use zone currently applied to this area permits this wide array of land uses, and allows buildings to reach up to five stories in height. While the Preferred Alternative does not recommend any dramatic changes to the permitted land uses and building heights currently allowed in the South Focus Area, the Plan does recommend adopting new design and development standards intended to improve the character of development in this area. New development standards, focused on decreasing the visibility of surface parking areas and improving building frontage conditions along key rights-of-way, will be an important tool for improving the appearance of this gateway into the Brewery District. Detailed recommendations for new design and development standards for the South Focus Area are presented in Section 4.



Bird's-eye view of the South Focus Area

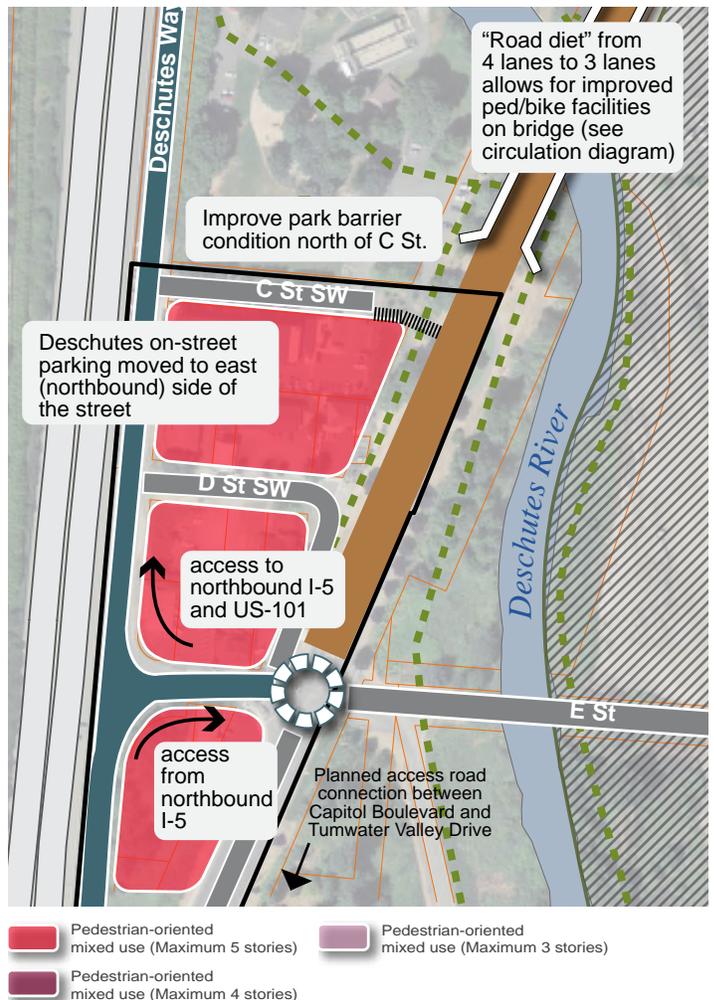


Figure 3.9: Key recommendations for the South Focus Area



Above: New site development standards focused on decreasing the visibility of on-site parking and improving building frontage conditions along the sidewalk may help to improve the look and feel of development in the South Focus Area, an important gateway into the District.

Key Transportation Elements

A package of transportation improvements are proposed to address existing deficiencies, accommodate projected growth in the area, and meet the goals established at the beginning of this study process. (See Figure 3.10 for an overview of the proposed transportation package.)

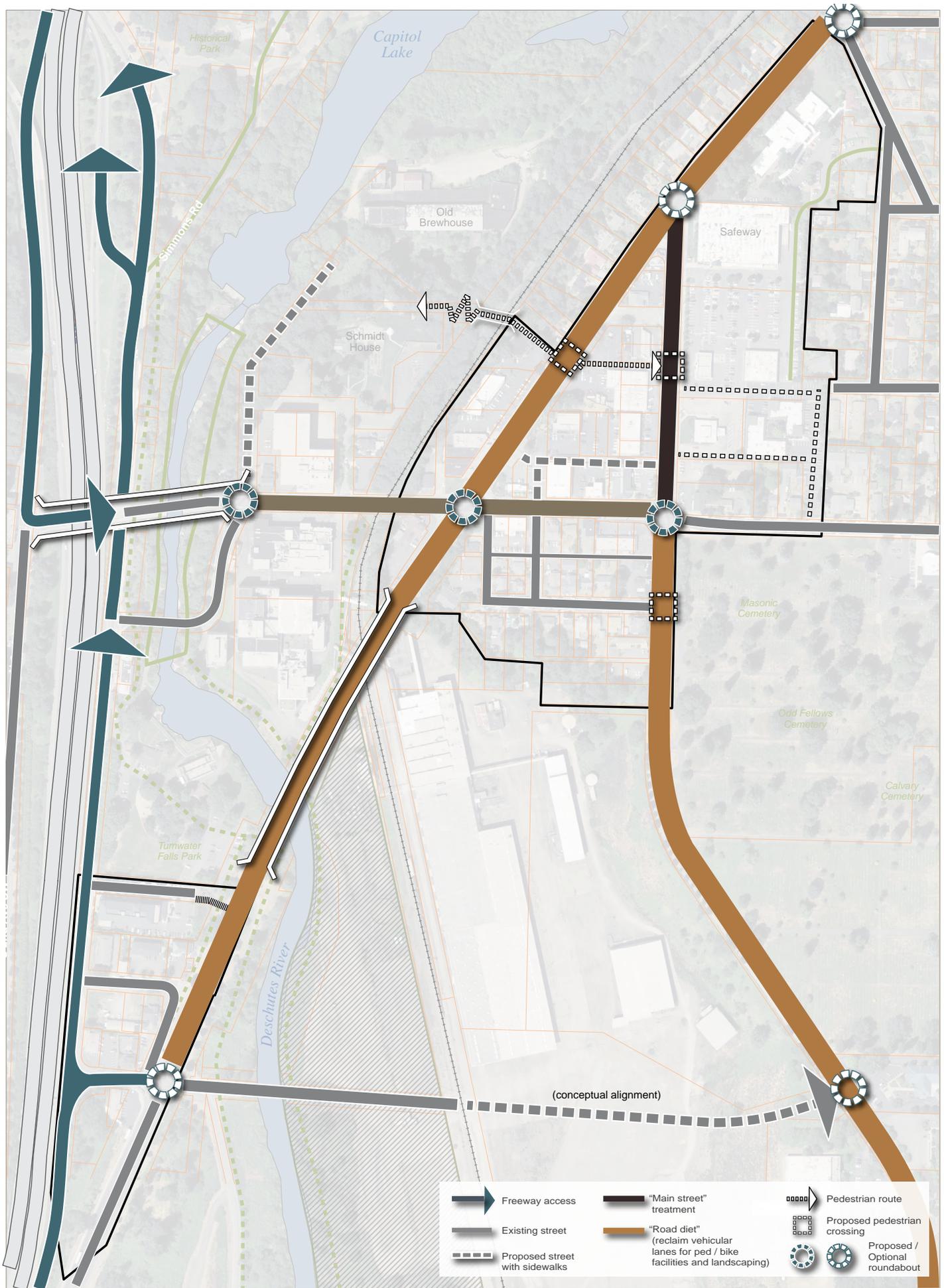
Proposed improvements include upgrades to roadways, intersections, sidewalks, and bike facilities. Additional strategies have been identified to enhance transit accessibility and provide ample vehicle parking.

The preferred package of transportation improvements was identified through a thorough visioning process including City leaders, the technical team, and significant input from area stakeholders. A large number of alternatives were explored and analyzed to determine which provided the most benefit with the least cost or impact.

The transportation package within the Preferred Alternative meets the following important goals:

- Provides adequate capacity for existing and future vehicle travel;
- Provides an enhanced network of non-motorized facilities and complete bicycle lane connections through the area;
- Provides quality access to all businesses and residences;
- Allows safe interaction between all users of the facilities, including commuters, local residents, shoppers, bikers, walkers and transit users;
- Limits the impact to existing properties along the study roadways;
- Creates specific “human-scale” commercial corridors that are more amenable to non-motorized use;
- Ensures optimum accessibility for people with physical limitations.

The following sections outline the key transportation elements proposed within the Preferred Alternative.



Preferred Alternative: Transportation Framework

Figure 3.10



E STREET EXTENSION

A significant amount of commute traffic uses Custer Way to cross the Deschutes River, primarily to/from Interstate 5. This “pinch-point” creates extended periods of congestion along Custer Way. (See Figure 3.11 for a diagrammatic illustration of current and forecasted traffic flow conditions.) A majority of vehicles traveling on Custer Way are regional trips with destinations as far east as East Olympia, Lacey, and Yelm. The E Street extension would provide an alternative route for these regional trips, removing them from Custer Way and allowing more capacity for local trips with an origin or destination in the immediate study area. (See Figure 3.12 for a visual representation of the impact of an E Street connection on traffic volumes.)

The City has been studying opportunities to construct an east-west roadway across the Deschutes River to connect Capitol Boulevard and Cleveland Avenue. Analysis conducted for the Brewery District study has confirmed the benefit of constructing such a connection. A new roadway built between Capitol Boulevard and Cleveland Avenue would draw up to 25,000 vehicles per day by the 2035 horizon. Many of these trips would otherwise be traveling through the Custer Way corridor. This significant shift in traffic would create the opportunity for repurposing some of the existing right-of-way that is currently used for vehicle travel lanes and using that area for bicycle and pedestrian improvements.

The E Street Connection is a necessary component of the overall improvement package for the Preferred Alternative and is required to meet the overall goals established for the study area.

Legend

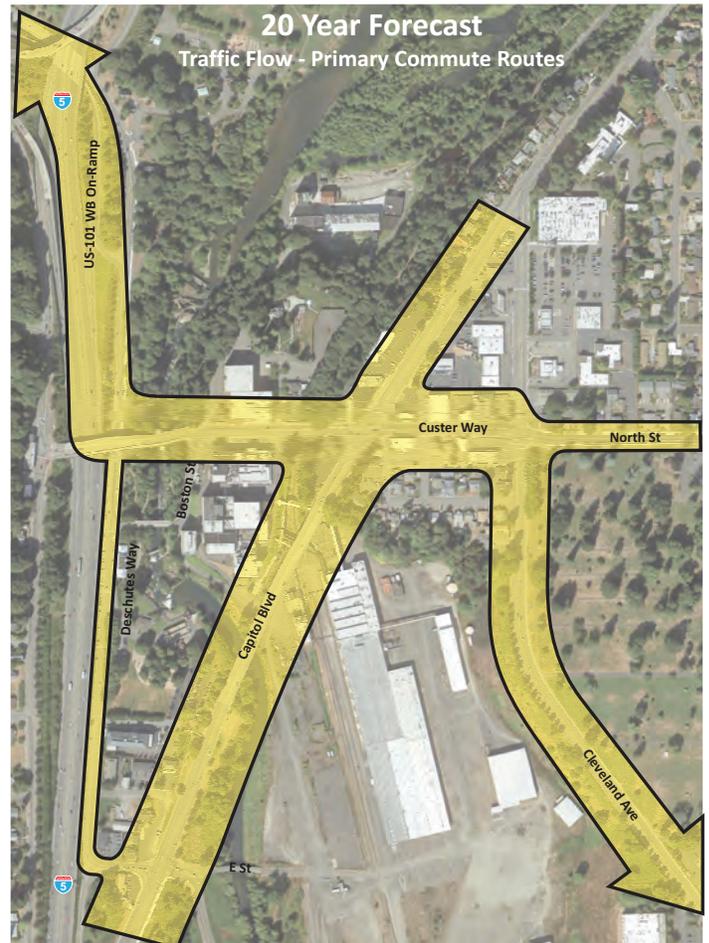
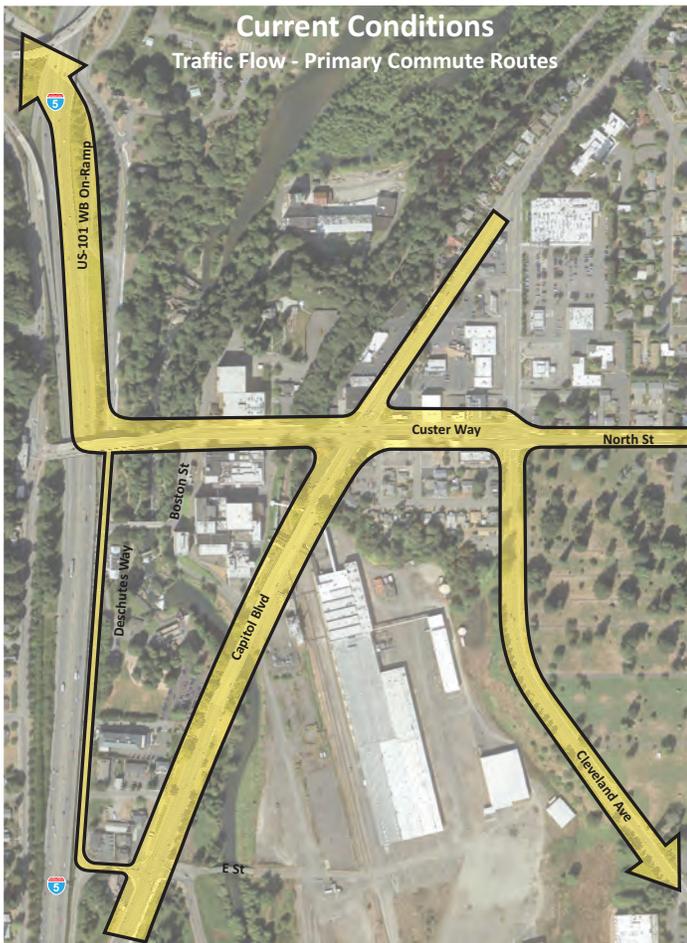


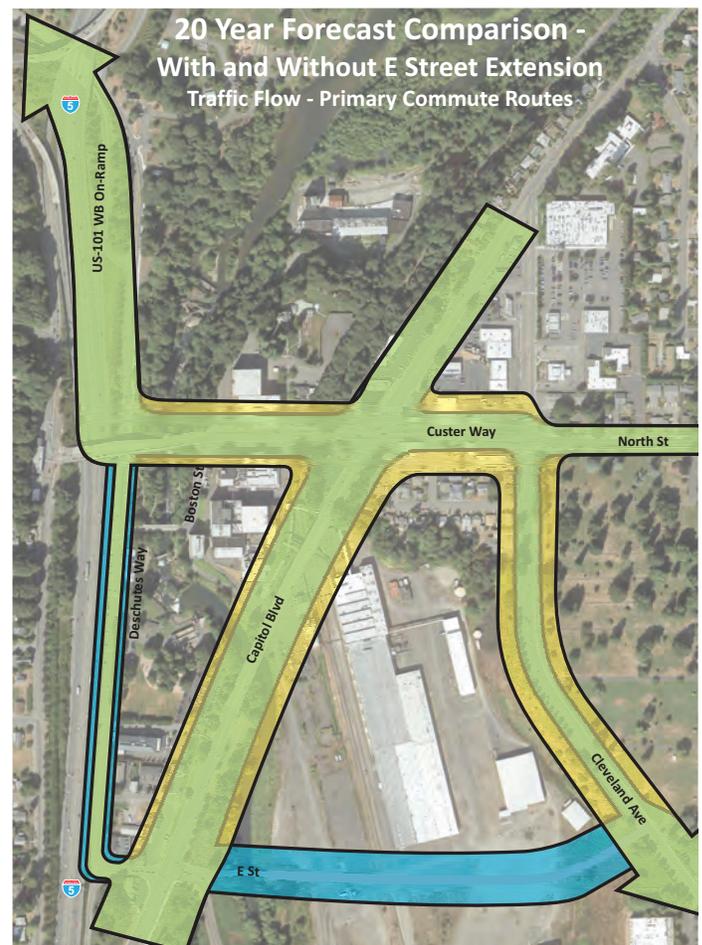
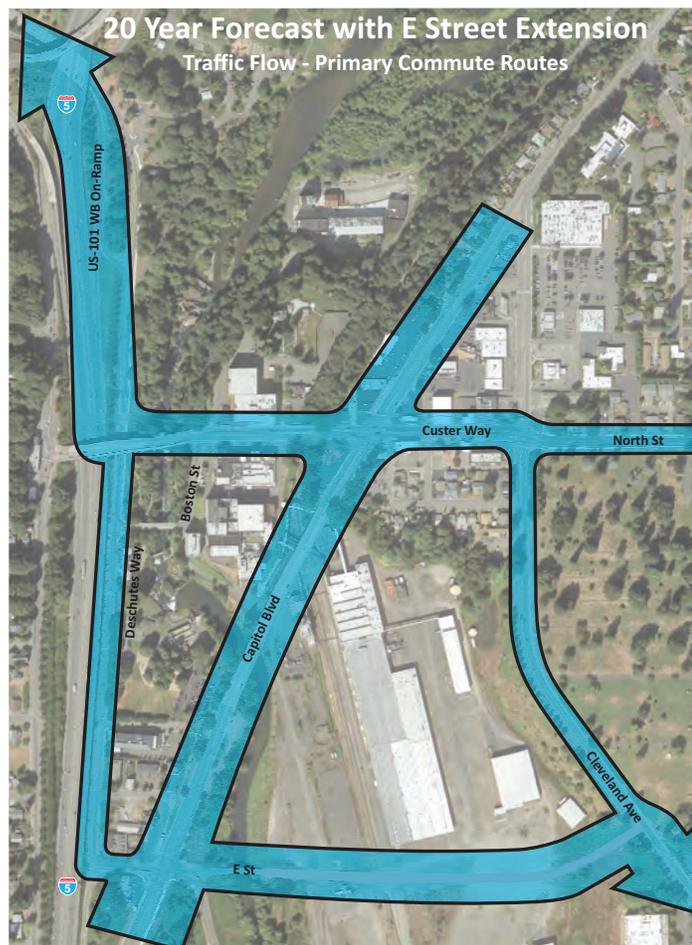
Figure 3.11: Current (top) and forecasted (bottom) traffic flow conditions without an additional east/west connector.

Alignment Alternatives

While a specific alignment has not been identified, reasons the E Street area was selected as the optimum location for a new river valley crossing over other options include:

- The E Street Connection aligns with an existing intersection (Capitol Boulevard/E Street) that provides access to Interstate 5 and US 101;
- It is near enough to Custer Way to provide an attractive alternative for commute traffic; the further south the route moves, the less benefit this extra route provides to Custer Way;
- It provides opportunities to improve access to the Olympia Brewery properties;
- It is nearly the shortest distance between Capitol Boulevard and Cleveland Avenue. The further south, the longer the route would be, thereby increasing the cost and impact to sensitive areas.

While the benefit and need for the E Street Extension has been established, the route will continue to be evaluated to identify the optimum location and alignment for the proposed route. Many of the improvements listed below as part of the overall transportation strategy for the area will require the eventual construction of a new east-west connection to disperse traffic and allow redesign and improvement of other key facilities.



Legend



Figure 3.12: Forecasted traffic flow conditions with an east/west connector at E Street.

LEGEND

- Area required for roundabout but not for signal
- Area required for signal but not for roundabout

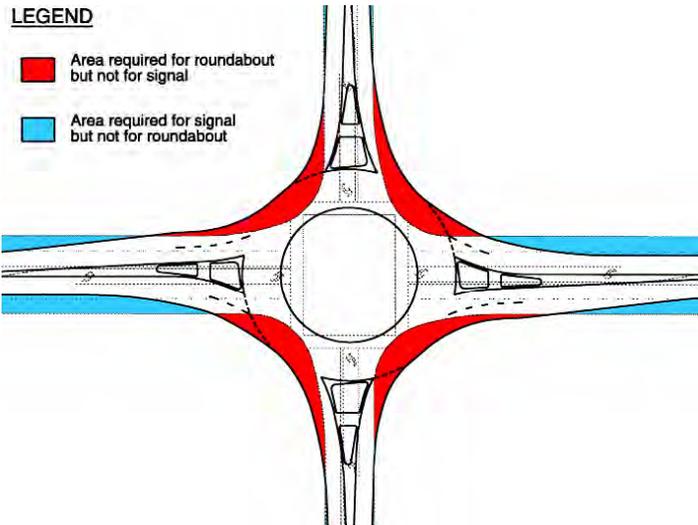


Figure 3.13: Roundabouts, when compared to traffic signals, often require a larger footprint at intersections but they allow for a narrower roadway section between intersections.



Top to bottom: example of a landscaped median; example of a raised “C” curb; example of a mountable median for emergency vehicles.

ROUNDAOBOUTS

A primary consideration for accommodating vehicle traffic is to limit the impact to existing properties that front the area roadways. This means limiting right-of-way impacts and providing optimum access to homes and businesses. These needs led the team to consider roundabout corridors as a strategy. Modern roundabouts provide a means of improving the capacity of a corridor while limiting the roadway width required (see Figure 3.13).

While a modern roundabout typically requires a slightly larger footprint than a comparable signalized intersection, it allows a narrower cross-section between intersections because roundabouts do not need long storage lanes for vehicles waiting to turn. Traffic at a roundabout is continuously moving and there are no left-turns (every vehicle enters and exits the roundabout with a right-turn). An additional benefit of a roundabout corridor is the ability to maintain driveway access control through use of a raised median between intersections. This reduces conflicts along the major street and improves the capacity of the roadway. Drivers wishing to access a property on the other side of the road can use the roundabouts to perform a u-turn.

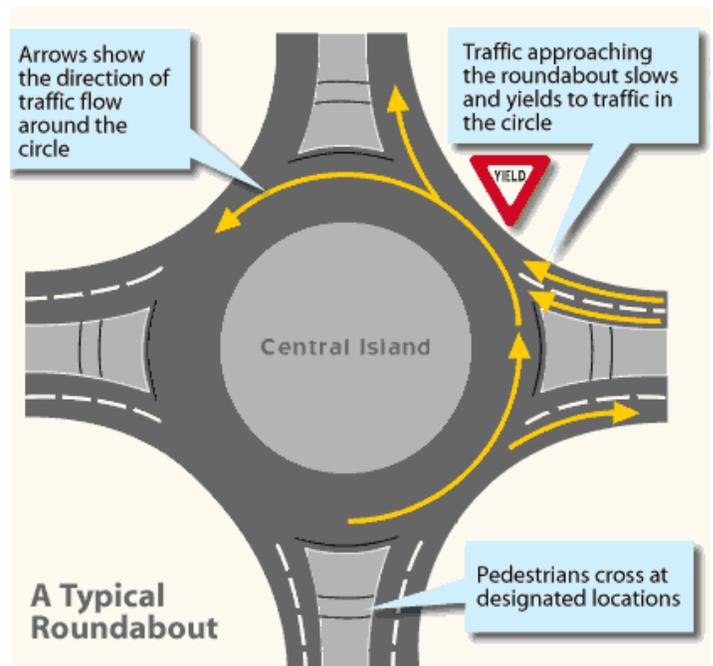


Figure 3.14: Typical design and basic function of a modern roundabout. Roundabouts allow for “left-turns” without stopping all conflicting traffic.

Pedestrian Crossings at Roundabouts

An important element of all the intersection improvements is the how they will address safety for pedestrian crossings. There are currently multiple systems available that can provide protected crossing times for pedestrians at roundabouts. The technology used for these systems is constantly improving, and since many of these intersection improvements are several years in the future, this study is not proposing a specific solution. Rather, as each intersection becomes constructed, research will be done to identify the most appropriate technology at that time.

Safety

Roundabouts constructed throughout the United States have established a solid record for safety. A key feature of a modern roundabout is the reduced number of conflict points where collisions typically occur (see Figure 3.15). Also, when crashes do happen, they tend to be lower speed 'glancing-blow' collisions with less risk of injury.

Data provided by the Federal Highway Administration (FHWA) indicate that by converting from a signalized intersection to a roundabout, a location can experience a 78% reduction in severe crashes and a 48% reduction overall. By converting from two-way stop control to a roundabout, a location can experience an 82% reduction in severe crashes and a 44% reduction overall.

Another important element of roundabouts is pedestrian crossing safety. Pedestrian crossings at roundabouts are installed across the "splitter islands" which creates two-stage crossing with a refuge on the island. A pedestrian only has to cross one direction of travel at a time.

Vision-Impaired Design Considerations

People with vision impairment have unique difficulties crossing intersections and are reliant on visual and tactile cues as well as familiarity. The geometries of a roundabout are different than conventional intersections which can result in additional difficulty crossing such as:

- Audible cues are difficult to detect with continuous traffic flows;
- The location of the crossing points can be more difficult to identify.

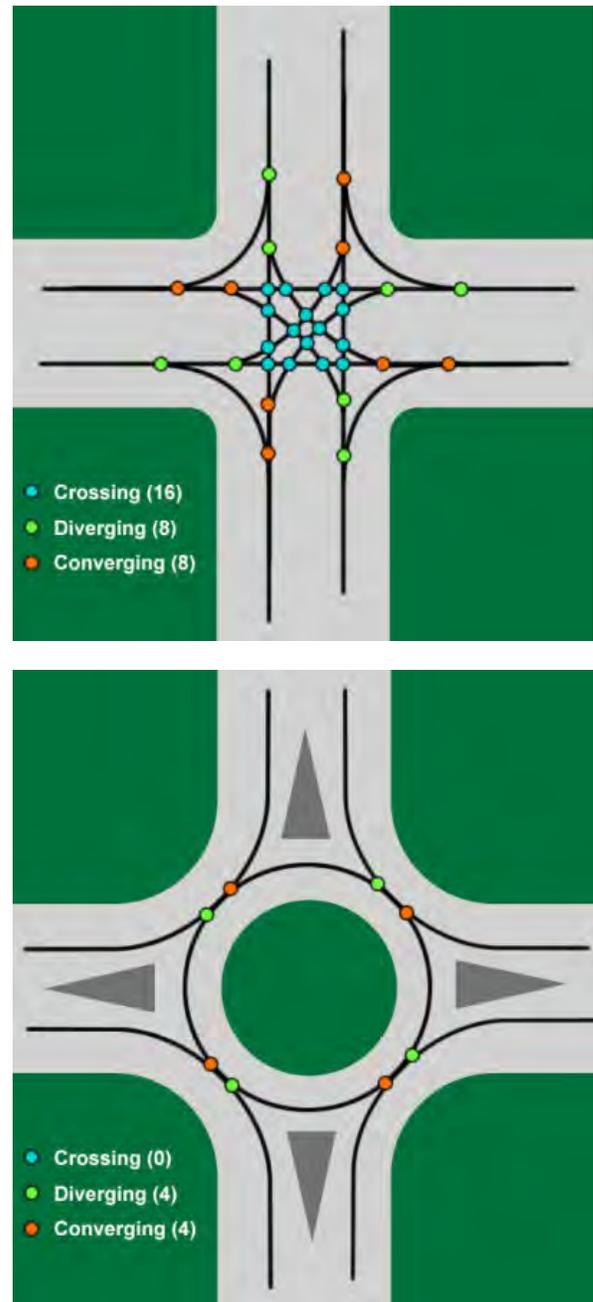


Fig. 3.15: A safety comparison between roundabouts and conventional intersections regarding the number and type of conflict points where vehicle collisions would typically occur. Roundabouts have only eight conflict points compared to thirty-two at a conventional intersection.

RECOMMENDED INTERSECTION IMPROVEMENTS

There are several locations within the study area where intersection improvements are being proposed in order to accommodate projected traffic volumes. While some intersections in the study area can achieve acceptable operation and traffic flow with lane improvements and / or upgrades to traffic signals, in several intersections, the proposed improvement is the construction of a modern roundabout (see Figure 3.10). In some cases, a roundabout addresses existing safety concerns due to unusual alignment. In addition to efficient traffic flows and other benefits, implementing modern roundabout intersections allows for:

- Narrower roadway sections between intersections (allowing for the re-purposing of existing rights-of-way for pedestrian and bicycle improvements, as discussed in greater detail on page 44).
- Construction of center medians to minimize mid-block conflicts with driveways

For many of the intersections listed below, modern roundabouts became the preferred alternative because of these benefits. Specifically, modern roundabouts are required as part of the overall strategy for the following roadway sections:

- Modern roundabouts on Custer Way at Boston Street, Capitol Boulevard and Cleveland Avenue are required to allow the preferred cross-section for Custer Way (see page 47).
- Modern roundabouts on Capitol Boulevard at Custer Way and Cleveland Avenue are required for the preferred cross-section on Capitol Boulevard (see pages 49-53).
- Modern roundabouts on Cleveland Avenue at Custer Way and Capitol Boulevard are required for the preferred cross-section on Cleveland Avenue (see page 45).

Efficient driveway access is a key element of each roadway in the study area. As each roadway section is designed, individual driveway accesses will be reviewed to identify opportunities to consolidate or relocate driveways to maintain effective access and minimize disruption to the primary roadways. A key feature of a roundabout corridor is that it minimizes the need to make difficult left-turn

There are currently design solutions available that can address these difficulties and improve the safety and predictability for vision-impaired users. Current design solutions include:

- Installing landscaping and/or detectable surfaces to clearly delineate and separate the circulating roadway from the pedestrian facility;
- Installing pedestrian-activated signals, such as the HAWK (High-intensity Activated Cross-Walk) beacon (described in Figure 3.16), which provides a signalized crossing similar to the pedestrian-activated crossing at a conventional signalized intersection;
- Tactile and audible indicators on the signal push-button.



The technology used for these systems is constantly improving, and since many of these intersection improvements are several years in the future, this study is not proposing a specific solution. Rather, as each intersection is designed, research will be done to identify the most appropriate technology at that time. The following images and figures illustrate some of the current technologies.

Tactile and audible push-button at crosswalks signals make it easier for the visually- and hearing-impaired to safely cross streets.

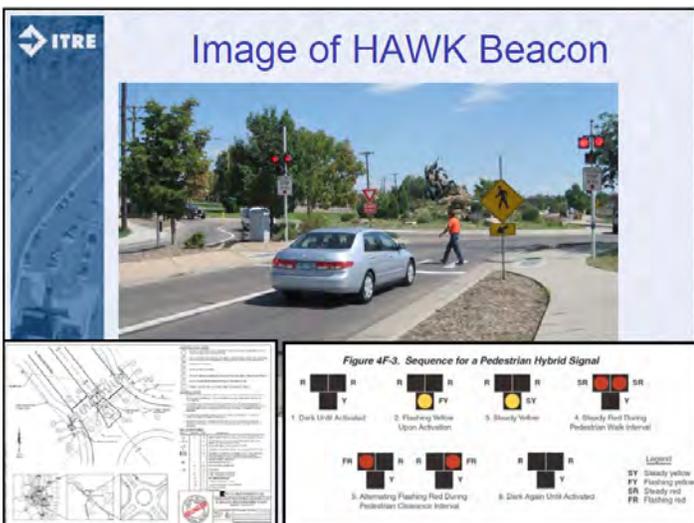


Figure 3.16: HAWK (High-intensity Activated Cross-Walk) beacons help warn drivers to the presence of pedestrian in crosswalks.

maneuvers from driveways onto busy roadways. Instead, drivers can make an easier right-turn onto the major roadway and perform a U-turn at the nearest roundabout. Constructing roundabouts will result in increased right-of-way needs at some intersections to accommodate the larger footprint of the center island and circulating lanes which will require that particular consideration be given to driveways near intersections.

Below is a description of the recommended intersection improvements.

Custer Way / 2nd Avenue

The Custer / 2nd intersection is currently signalized, with the predominant movement being the southbound left-turn from I-5 and US-101 onto Custer Way. Currently there is a single left-turn lane for this movement. Conversion of the existing southbound through lane into a shared through-left lane will allow two continuous lanes from the southbound I-5 off-ramp onto eastbound Custer Way. This improvement is independent of the work planned for Custer Way.

Carlyon Avenue / Capitol Boulevard

The Carlyon / Capitol intersection is not expected to experience an operational failure in the future. The proposed conversion to a roundabout is to address the awkward geometric layout and improve safety at the intersection. Currently, there are two different westbound approaches (Sunset Way and Carlyon Avenue) which can create driver confusion, specifically with regards to taking free right turns on red lights. It can also create a less safe experience for pedestrians. Constructing a roundabout at this location will also provide U-turn opportunities for vehicles on Capitol Boulevard.

Cleveland Avenue / Capitol Boulevard

The Cleveland / Capitol intersection is currently a skewed "T" intersection, with northbound Cleveland Avenue to southbound Capitol Boulevard left-turns prohibited. With the proposed construction of a roundabout, as well as realigning Cleveland Avenue to better connect into Capitol Boulevard, this roundabout would be expected to work with the Carlyon / Capitol roundabout to allow a median to be installed onto Capitol Boulevard. Additionally, a roundabout would provide full access to all approaches.

This intersection is also a key location for an area gateway, and the center island of a roundabout presents great opportunities for signage, landscaping, and/or public art identifying entry into the Brewery District.

Deschutes Way / Boston Street

The Deschutes / Boston intersection is currently stop-controlled on all approaches. With the construction of the E Street extension, this intersection is projected to experience operational problems. This is a unique intersection, with very little availability for expansion due to the location of I-5, the Deschutes River, the historic Boston Street bridge, and a popular local restaurant. Additionally, there are several potential improvement plans for Boston Street, which would all result in different needs at this intersection. An improvement plan for this intersection will be identified at a later date when the Deschutes Way and Boston Street improvements have been identified.

Some intersection improvements in the District are dependent upon the E Street extension. These include:

Custer Way / Boston Street

The Custer / Boston intersection is proposed to become one of a series of roundabouts along Custer Way. With the eventual redevelopment of the brewery properties north of Custer Way, this intersection would function as a four-way intersection and would require operational improvements; a roundabout would handle 2035 volume conditions. Currently, vehicles moving north on Boston can only turn eastbound onto Custer Way. A roundabout at this location would allow vehicles to use the roundabout to turn westbound onto Custer Way. The construction of a roundabout at Capitol Boulevard/Custer Way would allow U-turns to improve the access to eastbound Custer Way from what it is today. This improvement would be constructed as part of the reconstruction of Custer Way.

Custer Way / Capitol Boulevard

The Custer / Capitol intersection is proposed to be converted to a roundabout. This improvement would be part of the greater redevelopment of both Custer Way and Capitol Boulevard. This roundabout would also allow for the partial connection of Clark Place with Custer Way, which is discussed above in the redevelopment of the

RECLAIMING RIGHT-OF-WAY

Bates Neighborhood access. While Custer Way and Capitol Boulevard are going to be reconstructed to offer one lane westbound and one lane northbound, these approaches would widen out to provide additional lanes at the roundabout. This intersection could also provide a potential gateway opportunity.

Custer Way / Cleveland Avenue

This is the third of three roundabouts planned as part of the redevelopment of Custer Way. This improvement would be built with the Custer Way improvements, including the roadway median treatment along Custer Way. This roundabout would work with the Custer Way / Capitol Boulevard roundabout to provide access to the Custer Way properties using U-turn movements. It would provide full access to all approaches and provide the opportunity to better align Custer Way and North Street. This roundabout is a proposed gateway opportunity for the study area.

E Street / Capitol Boulevard

The E Street / Capitol intersection would need to be completely reconstructed to accommodate the extension of E Street across the Deschutes River valley. This intersection improvement has been analyzed as both a signal and a roundabout. It is anticipated that either intersection control can be built to accommodate the projected traffic volumes. Further study of the E Street extension is planned and the eventual intersection improvements will be identified in this future study.

A currently-planned new access road connecting Capitol Boulevard directly to Tumwater Valley Drive (as shown in Figure 3.17) will help divert this local traffic away from the E Street / Capitol Boulevard intersection and improve overall circulation near the south end of the Brewery District.

A priority of this study was to identify ways to improve the travel experience for all modes within the study area. While the existing conditions analysis identified some operational issues for vehicles, what became clear was the lack of quality bicycle and pedestrian facilities throughout the area. With the combination of existing bridges, significant grades, and built-out properties, widening existing facilities was not deemed a viable option. That meant to provide improved bicycle and pedestrian facilities, repurposing existing right-of-way was the best option. This re-claiming of right-of-way is possible largely because of the dispersion of traffic that will occur in the area following the construction of the E Street crossing, reducing the demand on Custer Way, Cleveland Avenue and Capitol Boulevard. By redistributing a significant portion of the vehicles from Capitol Boulevard and Custer Way, additional bicycle and pedestrian facilities can be retrofitted within the existing right-of-way. Additionally, as described on page 42, reallocating right-of-way from vehicular users to improved sidewalks and bike lanes on Cleveland, Custer, and Capitol depends upon providing a series of roundabouts on Custer Way, at Boston Street, Capitol, and Cleveland (as shown in Figure 3.10).

The Plan recommends the following conceptual roadway reconfigurations as a way to calm traffic, improve bicycle and pedestrian access, and promote a move vibrant commercial core within the Brewery District. The following cross sections are intended to represent a generalized condition, and as such, will vary at intersection and roundabout approaches.

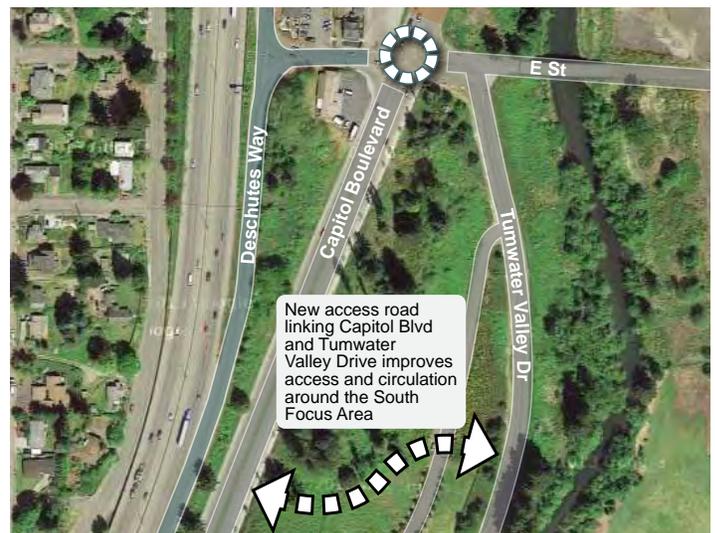


Figure 3.17: Currently-planned new access road between Capitol Blvd. and Tumwater Valley Dr.

CLEVELAND AVENUE

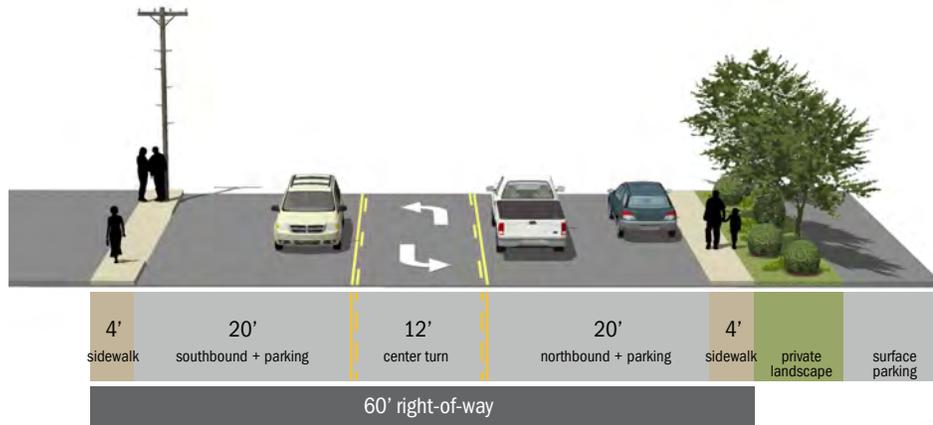
Capitol Boulevard to Custer Way - Cleveland "Main Street"

This segment of Cleveland Avenue currently has a three-lane section with wide lanes and on-street parking. While there are no operational deficiencies projected, the pedestrian and bicycle facilities are not constructed to the standard desired. To improve the multi-modal operation of this roadway and to create an urban walkable environment, the center turn lane should be removed to provide a single travel lane in each direction. Space garnered from the removal of the center turn lane should be reallocated to allow for bicycle lanes, wider sidewalks, and landscaping. On-street parking should be maintained, but should be

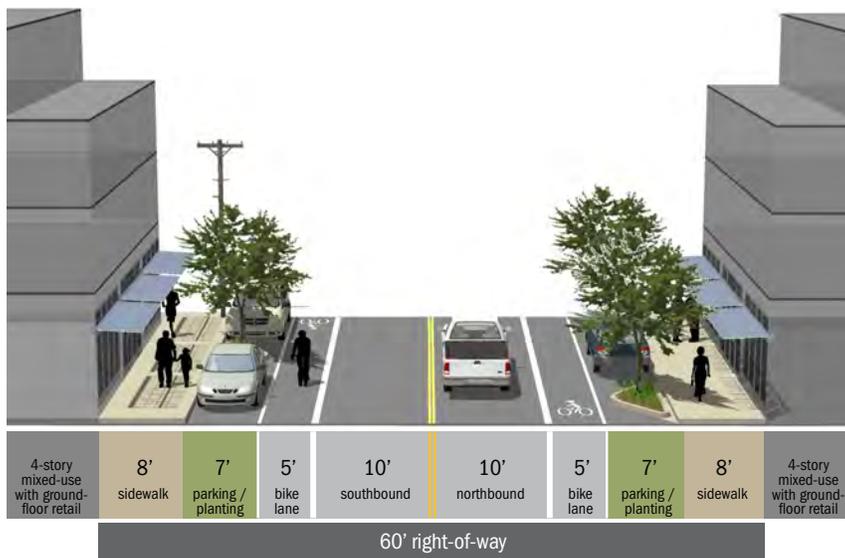
interspersed with street trees. Travel speeds will remain low on this roadway and the design will encourage a mix of motorized and non-motorized users. Well-marked pedestrian crossings should be placed at appropriate locations to facilitate movement between the businesses on either sides of the street.

Street markets can add vibrancy to the District by encouraging pedestrian activity and fostering community cohesion. The City should work closely with area businesses, property owners and other stakeholders on the concept of temporary closures of Cleveland Avenue for seasonal markets and other similar types of activities.

Cleveland Avenue - Custer Way to Capitol Boulevard
Existing Condition



Cleveland Avenue - Custer Way to Capitol Boulevard: Proposed Cross Section



Location of depicted improvements to the Cleveland Avenue "Main Street"

CLEVELAND AVENUE

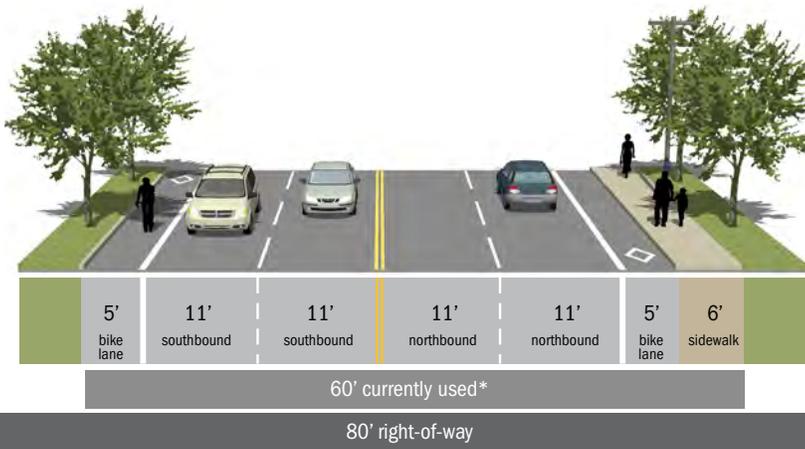
E Street Extension to Custer Way

This segment of Cleveland Avenue currently has a four-lane section with sidewalks. Bike lanes are present at the southern end of this segment but end near Custer Way. With the construction of the E Street extension, the four-lane section will not be necessary to accommodate the projected traffic volumes. This allows this roadway section to be reduced to one northbound lane and two southbound lanes providing space for bicycle lanes.



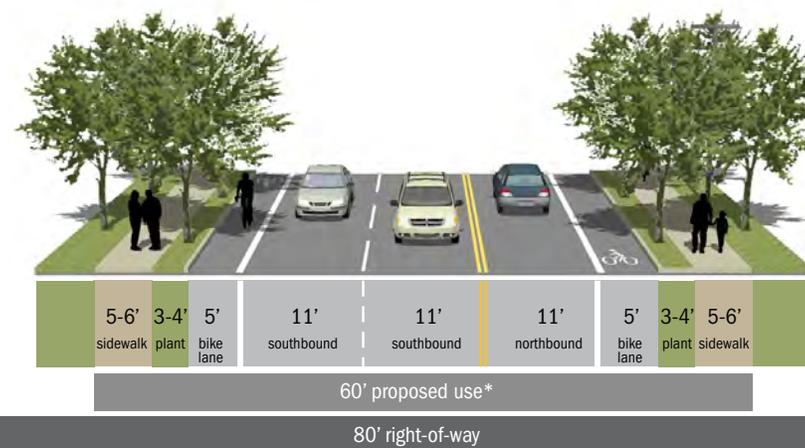
Location of depicted improvements to Cleveland Avenue south of Custer Way

Cleveland Avenue - E Street Extension to Custer Way Existing Condition



*Typical condition - cross section illustrates conditions 500' south of Custer Way

Cleveland Avenue - E Street Extension to Custer Way Proposed Cross Section



*Typical condition - cross section illustrates conditions 500' south of Custer Way

CUSTER WAY

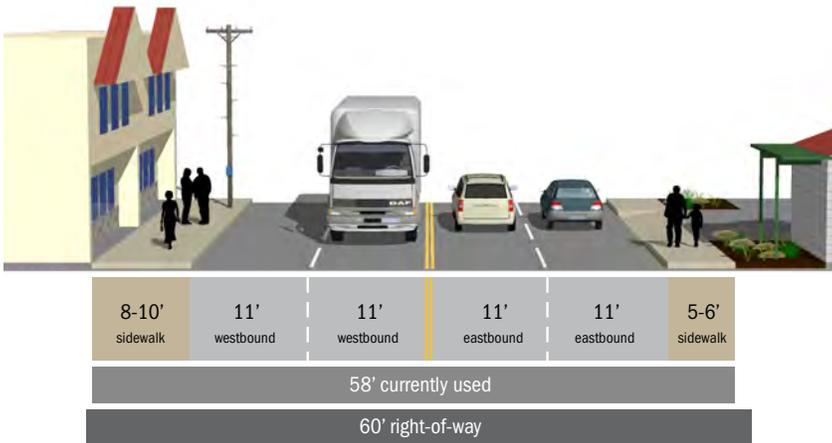
Custer Bridge to Cleveland Avenue

The Custer Way corridor currently has a four-lane section with sidewalks. This corridor currently experiences periods of congestion that result in long delays and queuing during the peak commute times. With no improvements, the congestion will worsen and affect more hours of the day. However, the proposed construction of the E Street extension will remove a significant portion of the volume projected to use Custer Way. The traffic loading will allow this roadway to be redesigned to reduce the roadway section to three lanes (one westbound and two eastbound) and to construct roundabouts at the three major intersections within the corridor. The construction of the roundabouts allows for a median treatment to be used through the corridor, removing the need for left-turn storage on Custer Way. These vehicle improvements will provide the opportunity for sidewalk improvements and an eastbound, uphill direction bicycle lane to be constructed.



Location of depicted improvements to Custer Way between the bridge and Cleveland Avenue

Custer Way - Custer Bridge to Cleveland Avenue Existing Condition:



Custer Way - Custer Bridge to Cleveland Avenue Proposed Cross Section:

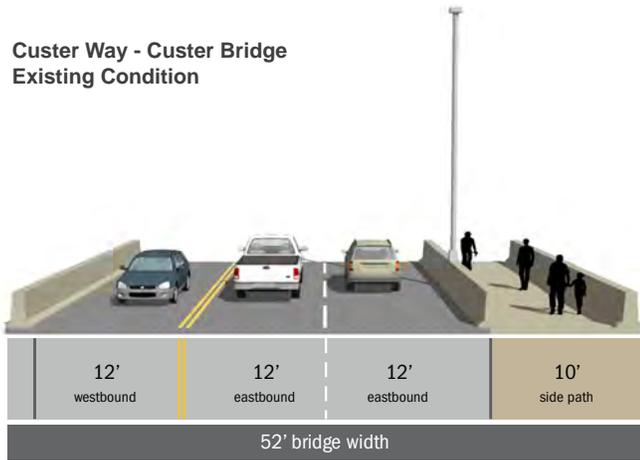


CUSTER WAY

Custer Bridge

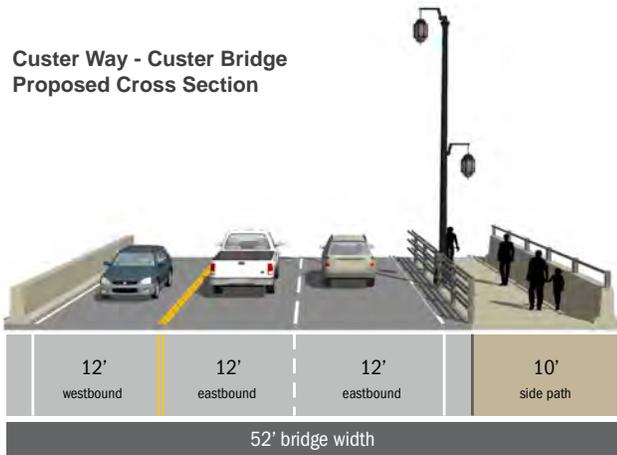
The configuration of Custer Bridge will remain largely the same. The side path will be improved with additional lighting, higher quality railing barriers, and pavement markings.

**Custer Way - Custer Bridge
Existing Condition**



Location of depicted improvements to the Custer Street bridge

**Custer Way - Custer Bridge
Proposed Cross Section**



CAPITOL BOULEVARD

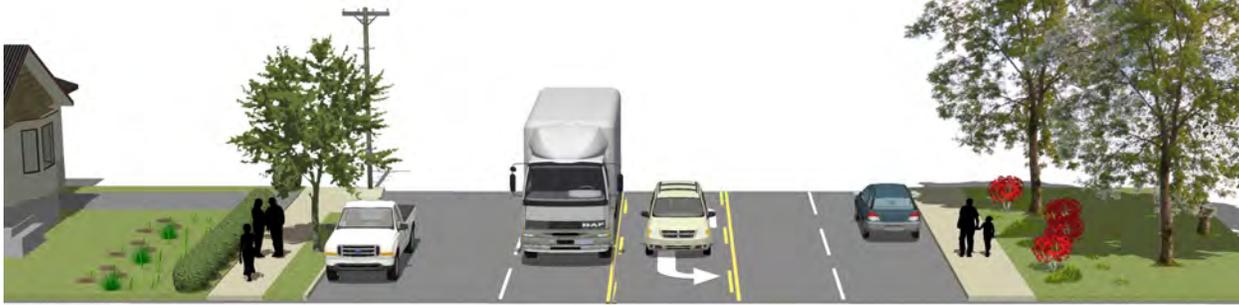
Cleveland Avenue to Carlyon Avenue

This segment of Capitol Boulevard has a five-lane section with sidewalks. Intersections within this segment of Capitol Boulevard are projected to experience operational problems in the future, but the roadway is projected to function well. The proposed improvements will replace the center turn lane with a raised, potentially landscaped median through the section, with roundabouts being constructed at both Carlyon and Cleveland Avenues to maintain access to adjacent properties. Available right-of-way will be used for the construction of bicycle lanes and improvements to the existing sidewalks.



Right:
Location of depicted
improvements to Capitol
Boulevard between
Cleveland Avenue and
Carlyon Avenue

Capitol Boulevard - Cleveland Avenue to Carlyon Avenue Existing Condition



5'	4'	7'	11'	10'	11'	10'	11'	6'
sidewalk	plant	parking	southbound	southbound	center turn	northbound	northbound	sidewalk

75' currently used*
90 right-of-way

*typical condition

Capitol Boulevard - Cleveland Avenue to Carlyon Avenue Proposed Cross Section



5'	4'	7'	6'	11'	11'	1'	10'	1'	11'	11'	6'	6'
sidewalk	plant	parking	bike lane	southbound	southbound	median	northbound	northbound	northbound	northbound	bike lane	sidewalk

90 right-of-way

CAPITOL BOULEVARD

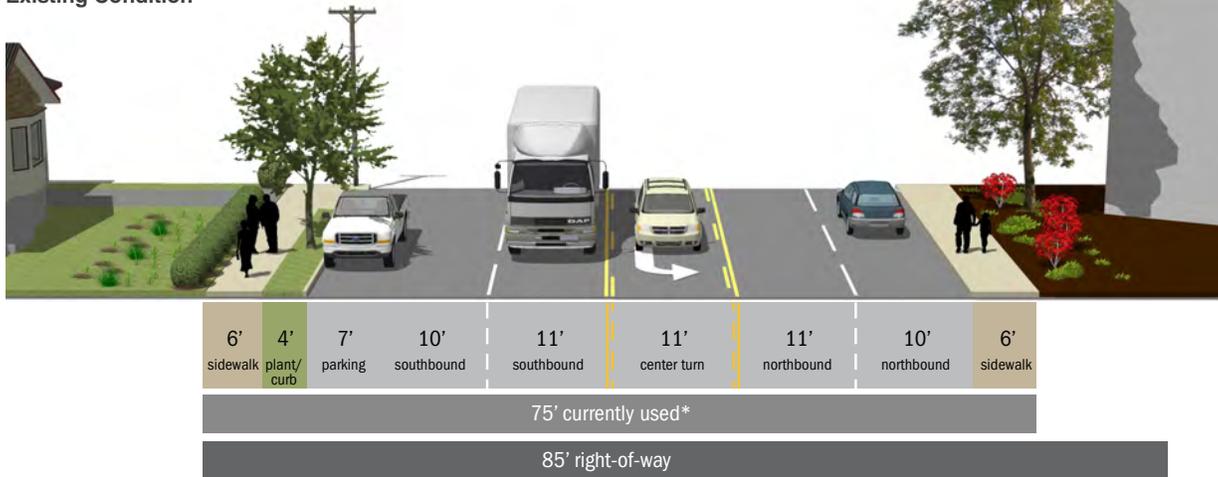
Emerson Street to Cleveland Avenue

Capitol Boulevard currently has a five-lane section (two northbound lanes, two southbound lanes, and a center left-turn lane) at this location with sidewalks and no bike lanes. The roadway is not projected to have any operational issues. The improvement plan includes reducing the five-lane section to three lanes, with one northbound lane, two southbound lanes, and a raised median to restrict left-turn movements. Additionally, roundabouts are proposed at both the Custer Way and Cleveland Avenue intersections. The extra space provided by this lane reduction will allow bicycle lanes and sidewalks to be constructed. This general configuration also applies to Capitol Boulevard between Custer Way and Emerson Street.



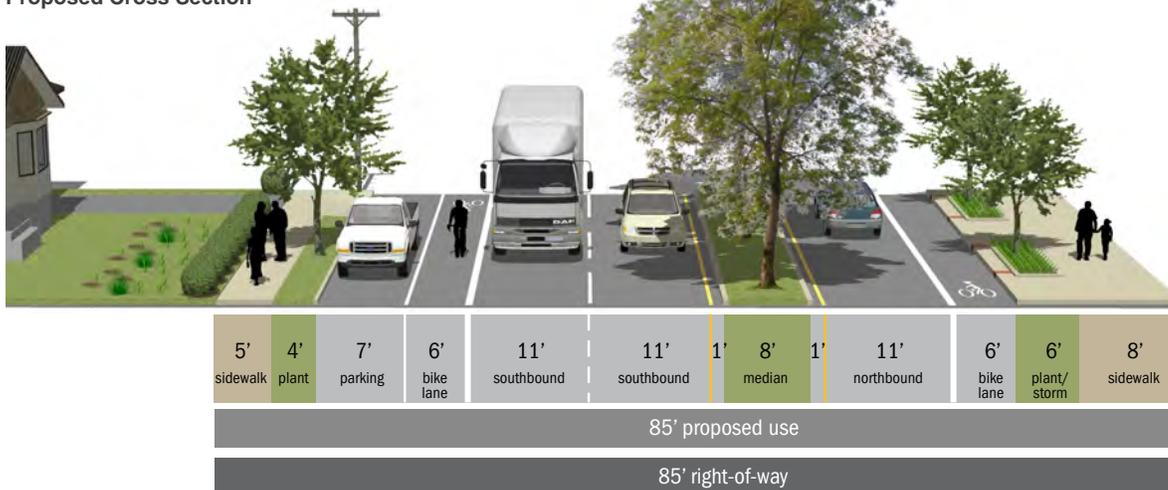
Right: Location of depicted improvements to Capitol Boulevard between Emerson Street and Cleveland Avenue

Capitol Boulevard - Emerson Street to Cleveland Avenue Existing Condition



*typical condition

Capitol Boulevard - Emerson Street to Cleveland Avenue Proposed Cross Section



CAPITOL BOULEVARD

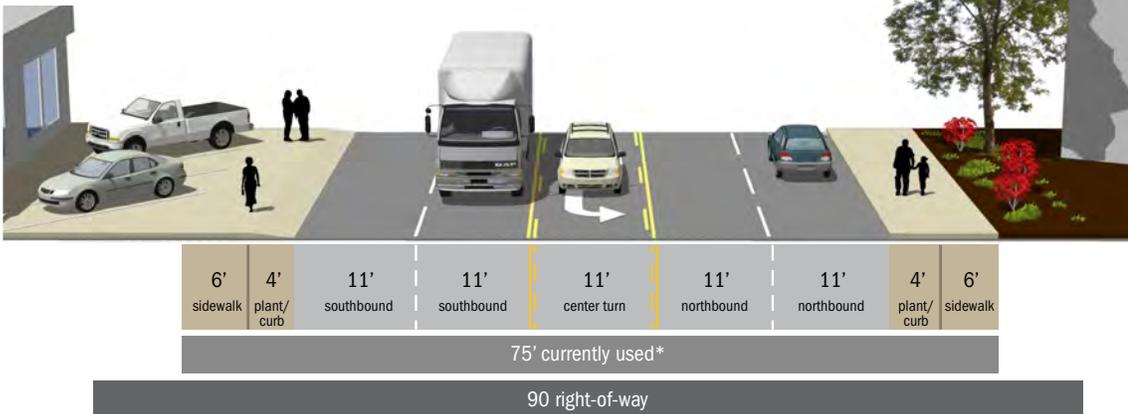
Custer Way to Emerson Street

The stretch of Capitol Boulevard between Custer and Emerson will be very similar to the stretch between Emerson and Cleveland (as described on the previous page), except that no on-street parking will be provided on the west side of the road. Five lanes will be reduced to three lanes, making room for a center landscape median, bicycle lanes, and widened sidewalks. While not illustrated within this representative cross section, the Plan recommends evaluating the feasibility of relocating the Tumwater Transfer Station currently located on Cleveland Avenue to this segment of Capitol Boulevard, including providing new bus pullouts (see page 63 for details).



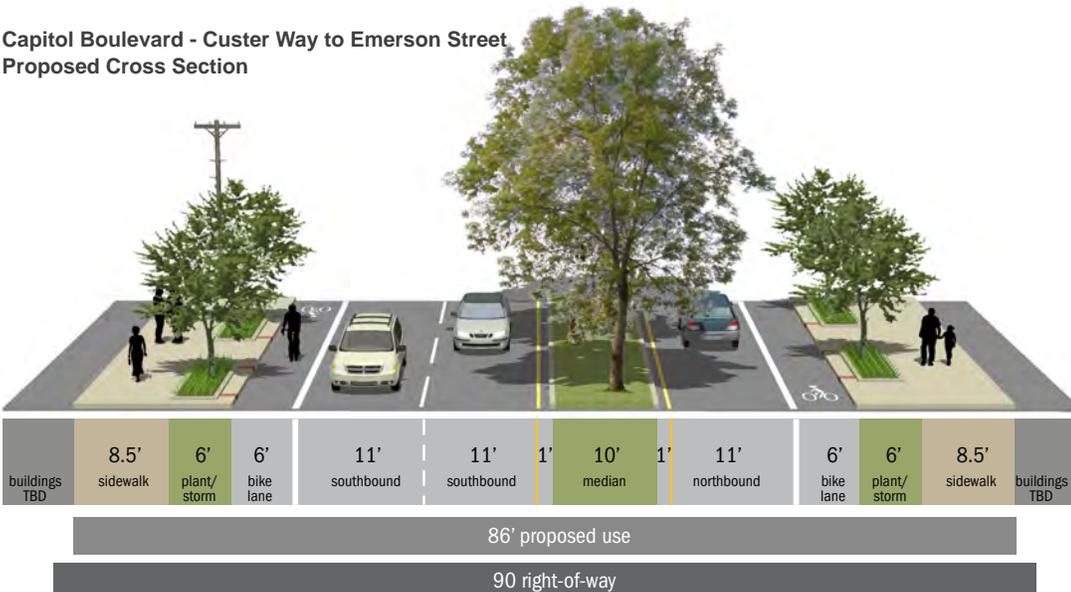
Right:
Location of depicted
improvements to Capitol
Boulevard between Custer
Way Emerson Street

Capitol Boulevard - Custer Way to Emerson Street Existing Condition



*typical condition

Capitol Boulevard - Custer Way to Emerson Street Proposed Cross Section



CAPITOL BOULEVARD

Capitol Boulevard Bridge

The Capitol Bridge will be reduced from four to three lanes in keeping with the general configuration of Capitol Boulevard throughout the District. The elimination of one 12-foot automobile lane will make room for dual six-foot bicycle lanes, helping to link the north and south focus areas for bicyclists.

Capitol Boulevard Bridge Existing Condition



Location of depicted improvements to the Capitol Boulevard Bridge

Capitol Boulevard Bridge Proposed Cross Section



CAPITOL BOULEVARD

E Street to Capitol Boulevard Bridge

This segment of Capitol Boulevard has a four-lane section (two northbound lanes and two southbound lanes) with sidewalks. While intersections within the corridor are projected to experience operational difficulty in the future, the roadway itself is not projected to have capacity problems. Within this section of Capitol Boulevard is a historic bridge, which limits the ability to provide additional facilities for bicycles. However, with the construction of the E Street extension, the volume of vehicles using Capitol Boulevard will be significantly reduced. This reduction in volume will create the opportunity to improve the pedestrian and bicycle facilities through this section of Capitol Boulevard. The improvement plan will remove a northbound travel lane (leaving one northbound lane and two southbound lanes) and construct bicycle lanes in both directions.



Location of depicted improvements to Capitol Boulevard between E Street and the Capitol Boulevard Bridge

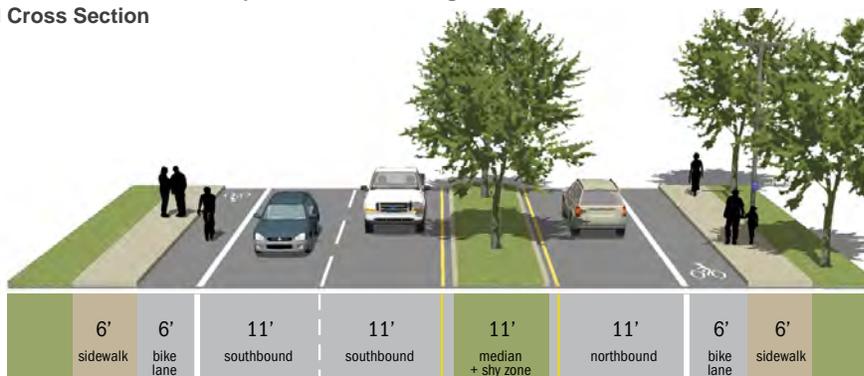
Capitol Boulevard - E Street to Capitol Boulevard Bridge Existing Condition



68' currently used*
110' right-of-way

*Typical condition

Capitol Boulevard - E Street to Capitol Boulevard Bridge Proposed Cross Section



68' proposed use*
110' right-of-way

*Typical condition

DESCHUTES WAY

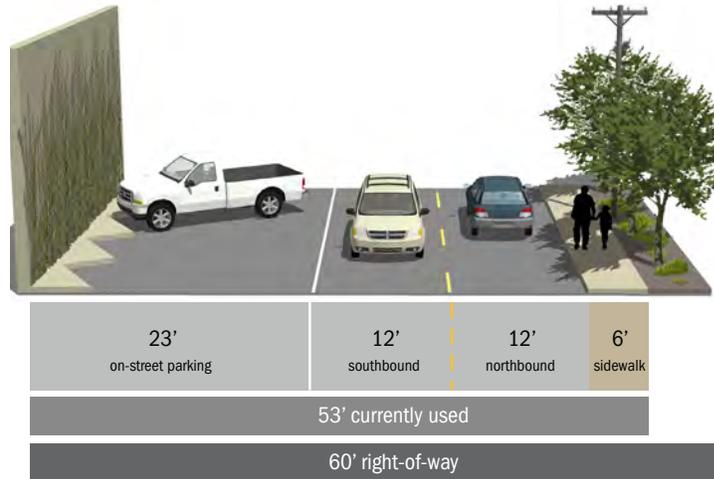
Deschutes Way currently has a two-lane section with on-street parking; it provides access to the Tumwater historic parks and the I-5 and US 101 highways. With the construction of the E Street extension, this roadway is expected to see a manageable increase in northbound traffic. On-street parking is currently located on the west side of Deschutes Way (abutting the freeway) and across from the amenities it serves. Moving the parking to the east side of the roadway will improve pedestrian safety by reducing pedestrian/vehicle conflict. There are currently two different improvement concepts that relocate most of the parking to the east side of Deschutes Way.

The first concept proposes providing bicycle lanes in both directions and a wider northbound sidewalk, and converting the on-street parking from angled to parallel. The second concept proposes moving the angled parking on the south end of Deschutes Way to the east side of the roadway and retaining the angled parking along the commercial frontage (see Figure 3.18). This would involve routing Deschutes Way through a roadway chicane, then moving the travel lanes back to the original alignment along the commercial

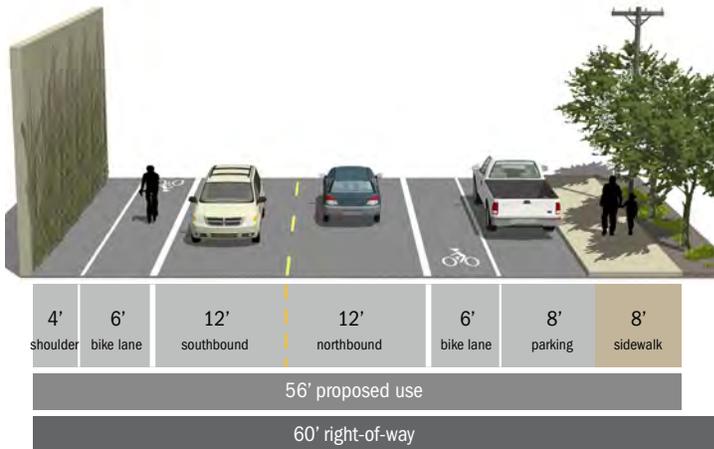


Location of depicted improvements to Deschutes Way

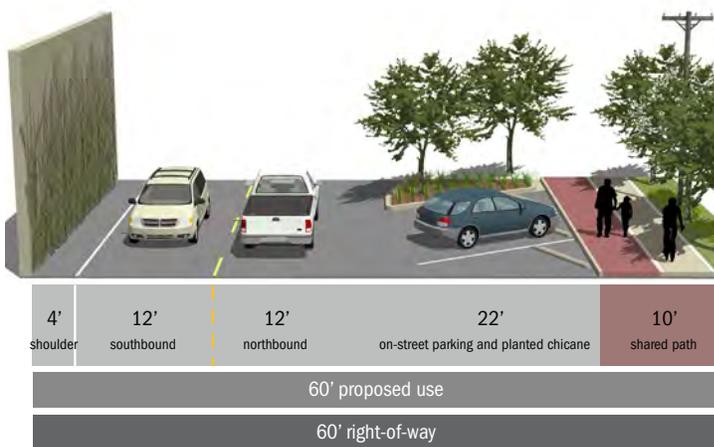
Deschutes Way Existing Condition



Deschutes Way Concept 1 Cross Section (Bicycle Lane Option)



Deschutes Way Concept 2 Cross Section (Angle Parking with Chicane Option)



frontage. This approach maintains most of the parking stalls and the chicane would help calm traffic speeds through the neighborhood. Because this concept does not allow for bicycle lanes within Deschutes Way, a wider multi-use path on the east side of the road provides off-street travel for pedestrians and bicyclists. The ultimate layout of Deschutes Way will be further evaluated and determined in a 2014-2015 study of the E Street Extension. Public safety for non-motorized and motorized transportation users and provisions of adequate on-street parking to support businesses along the corridor need to be high priorities when selecting the final cross-section design.

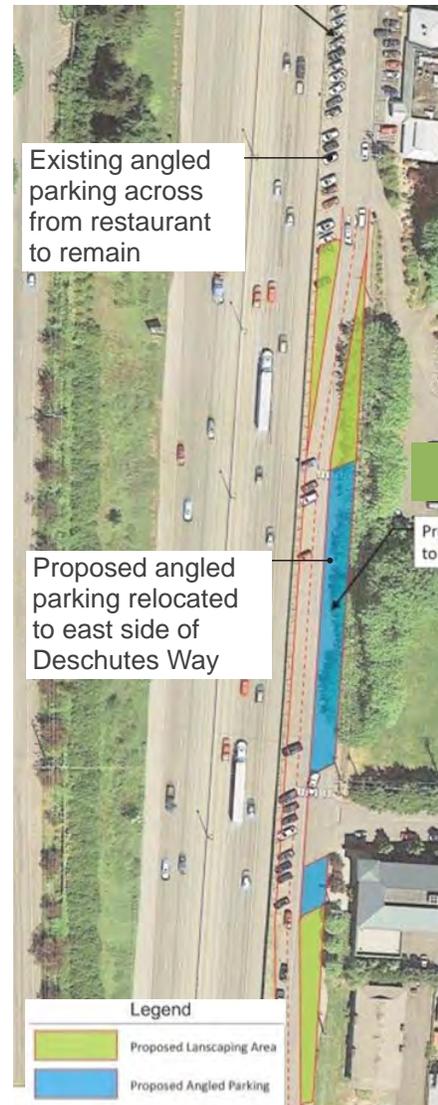


Figure 3.18: Concept 2 proposes alternating angled parking from the east to west side of the street, creating a chicane to calm traffic, and preserving parking capacity near businesses.

BOSTON STREET

In order to provide additional room for multi-modal improvements, it has been proposed that Boston Street be converted to a one-way street for vehicular travel. This would allow the existing pavement width for one of the existing lanes to be converted to use for pedestrian and bicycle facilities. This would better facilitate non-motorized connections from the upper geographic area of Custer/Capitol to the lower area of Deschutes Parkway.

The proposed conversion of Boston Street to one-way is not required as a means to improve vehicle capacity and is not a required component of the overall transportation strategy for the area. The decision as to whether or not to actually convert the street to one-way can be made at a future time (when more information about the implementation of the various plan projects is known).

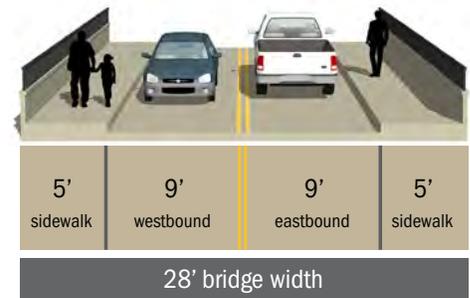
The one-way travel direction, if implemented, could be in either direction (uphill or downhill). Making the one-way travel direction southbound and westbound (downhill from Custer) would retain the ability for traffic from the Tumwater Hill area, and other traffic from the West, to have direct access to I-5 and SR101 via Deschutes Parkway, and is the preferred directional alternative.

The future E Street Corridor Study will assess the configuration of the intersection at Deschutes Parkway and Boston Street. That assessment will analyze the intersection operations using the preferred directional alternative. Consideration of one-way travel direction in the eastbound and northbound (uphill) direction would only be considered if the operational analysis identifies significant operational challenges resulting from the preferred alternative.

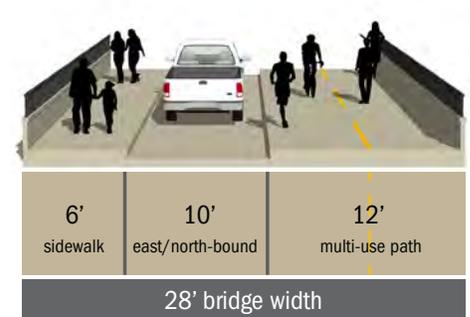


Location of depicted improvements to the Boston Street Bridge

Boston Bridge Existing Condition



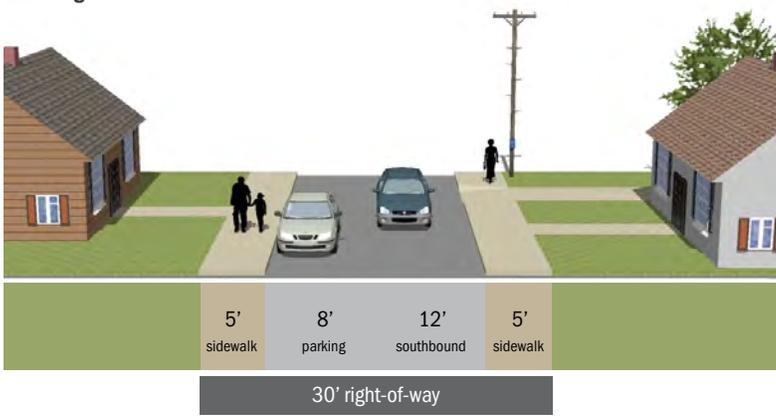
Boston Bridge Proposed Cross Section



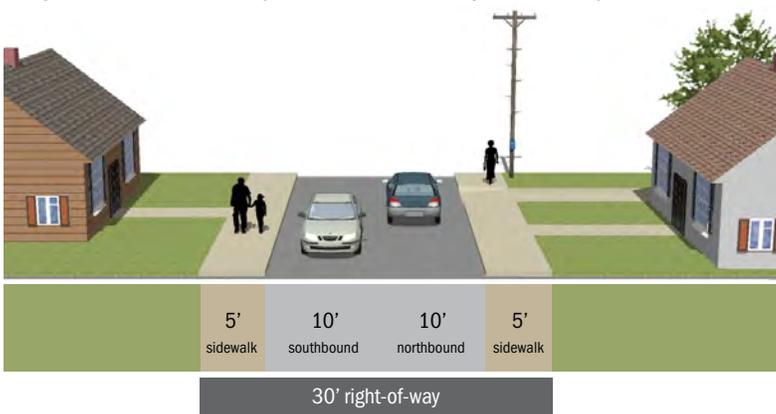
CLARK PLACE

Clark Place currently provides one-way travel (southbound) connecting Custer Way to Bates Road. Clark Place will become a two-way street with a partial closure at Custer Way allowing right turns from Custer onto Clark but preventing traffic from exiting Clark onto Custer. The configuration and circulation on Clark Place will be reevaluated as properties redevelop in the area.

Clark Place Existing Condition



Clark Place Proposed Cross Section (converted to two-way circulation)

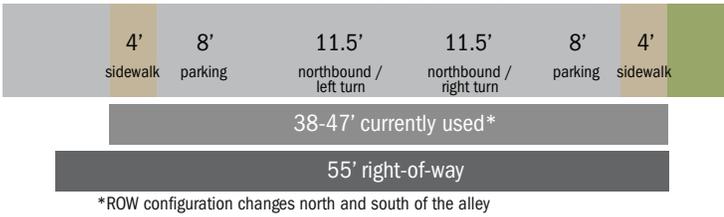
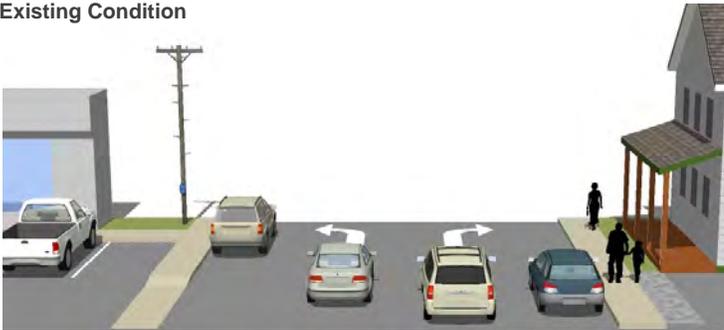


Location of depicted improvements to Clark Place

ERIE STREET

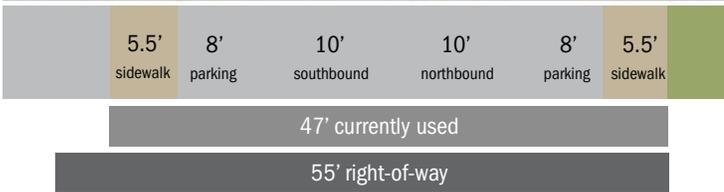
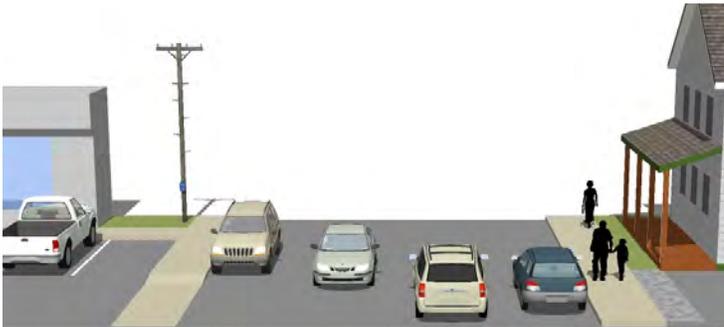
Erie is currently a one-way street that exits northbound onto Custer Way. The Plan proposed converting Erie to two-way travel and preserving on-street parking. This will provide better access to a redeveloping Bates neighborhood. Access from Erie at Custer will be right-in right-out only.

Erie Street Existing Condition



Location of depicted improvements to Erie Street

Erie Street Proposed Cross Section (converted to two-way travel)



BATES STREET

Bates Street currently serves the houses and small businesses south of Custer Way between Capitol Boulevard and Cleveland Avenue. This road is not projected to have any operational problems in the future. The improvements planned for this road, and the Bates Neighborhood overall, are based on improving access to the area and providing better facilities within the neighborhood. The Plan proposed two different possible future configurations for Bates Street.

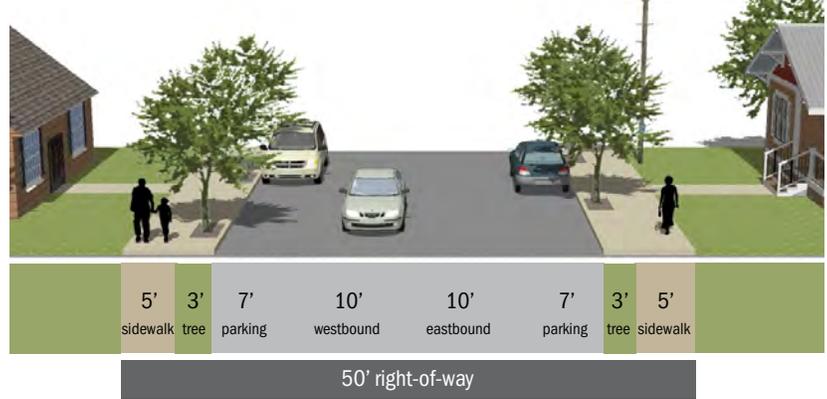
The first converts Bates to two-way travel, narrows the travel and parking lanes, and makes room for wider sidewalks and plantings. This option would be suitable for Bates if it remains a primarily single-family residential street.

The second option is to introduce chicanes to the street by building angle parking and curb extension planters on alternative sides of the street. This will provide parking and help calm traffic on what could be a busier commercial-fronting street. This option is more suitable if the parcels on the north side of Bates are expected to redevelop with more intense mixed-uses. The chicane option might interfere with driveway access to existing homes; this will need to be studied further.

Bates Street Existing Condition



Bates Street Proposed Cross Section Alt 1 - Enhanced Pedestrian Realm and Landscaping



Bates Street Proposed Cross Section Alt 2 - Chicane, Angle Parking, and Curb Planters



Location of depicted improvements to Bates Street

PEDESTRIAN AND BICYCLE ACCESS IMPROVEMENTS

The comprehensive changes to the Brewery District's streetscape will allow vast improvements in the pedestrian and bicycle network throughout the area. (See Figures 3.20 and 3.21 for an overview of the pedestrian and bicycle networks as proposed within the Preferred Alternative). Existing sidewalks will be improved and new sidewalks will be constructed with all future road rebuilding. New or improved bicycle facilities on key roads such as Cleveland, Capitol, Custer, and Deschutes will make it easier for people to bicycle between nearby destinations.

In addition to providing improved pedestrian and bicycle facilities within streets, the Preferred Alternative proposes improving existing public alleyways in the Triangle area to create a network of high quality, multi-modal connections (see Figure 3.19). Not only can such improved alleyways provide comfortable, attractive pedestrian connections, but these improved pedestrian-ways also can provide additional opportunities for ground-floor uses to engage with the public realm by providing building entries, landscaping, and / or outdoor seating within a formerly underutilized public space.

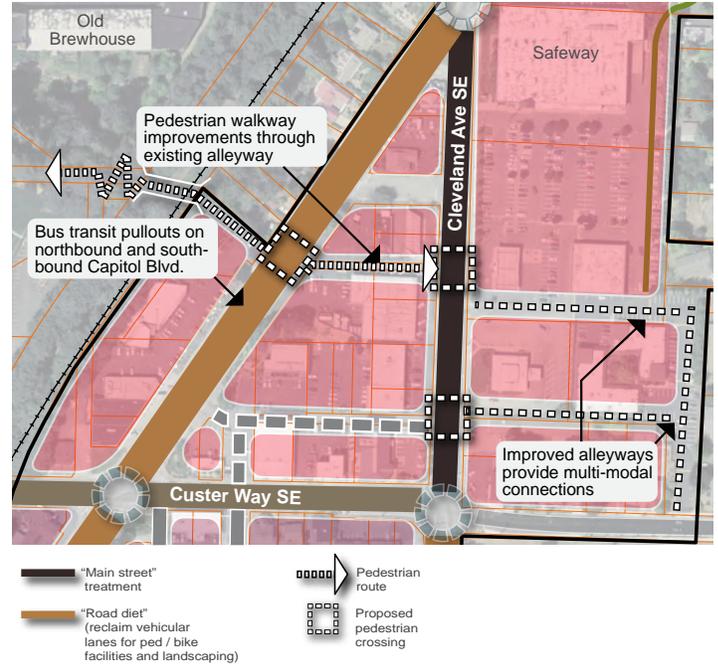
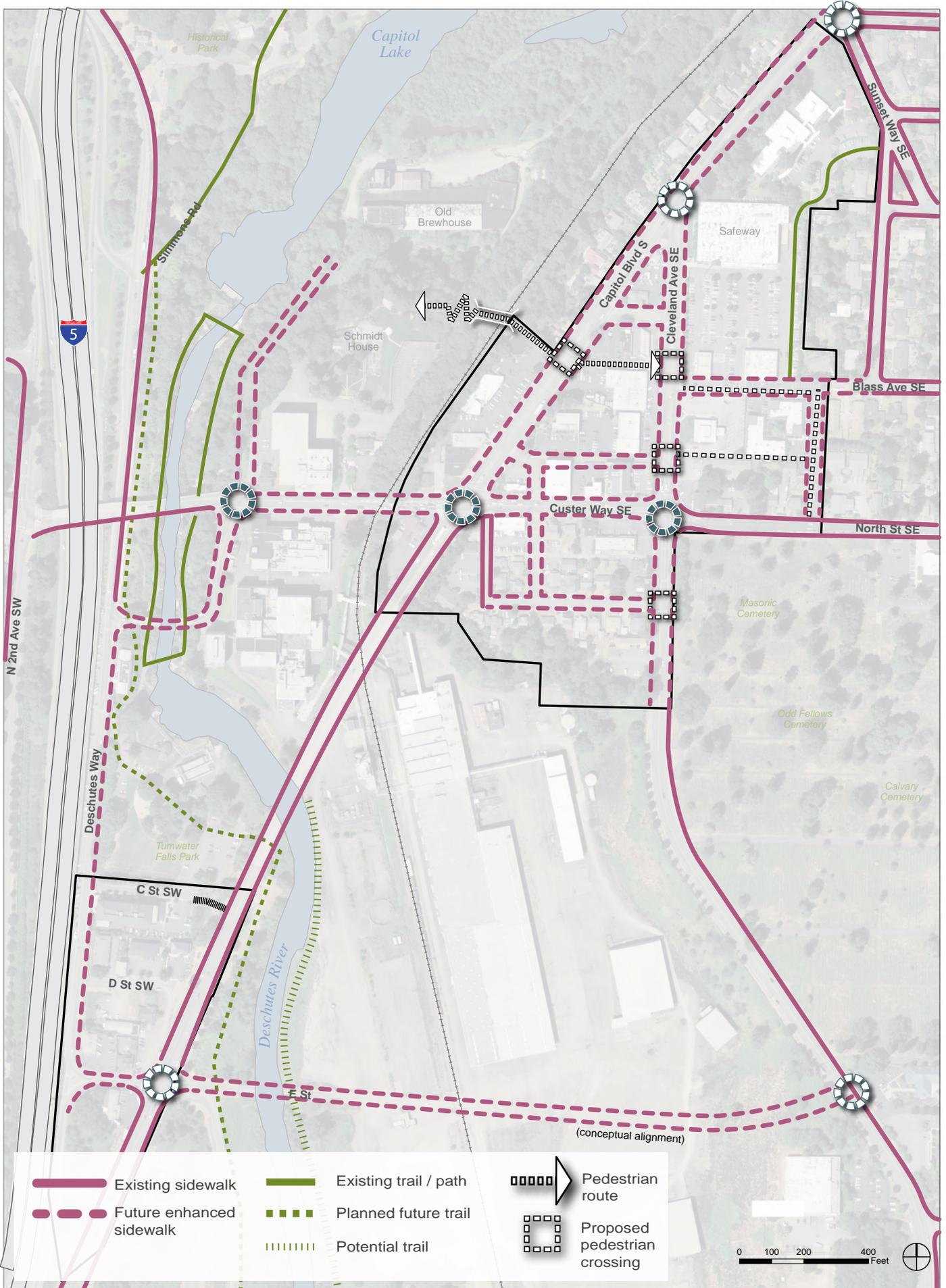


Figure 3.19: The Plan for the Triangle area suggests converting existing, publicly-owned alleyways into a network of pedestrian / bicycle connections in order to improve multi-modal circulation. It also suggests that well-marked pedestrian crossings be provided at key locations.

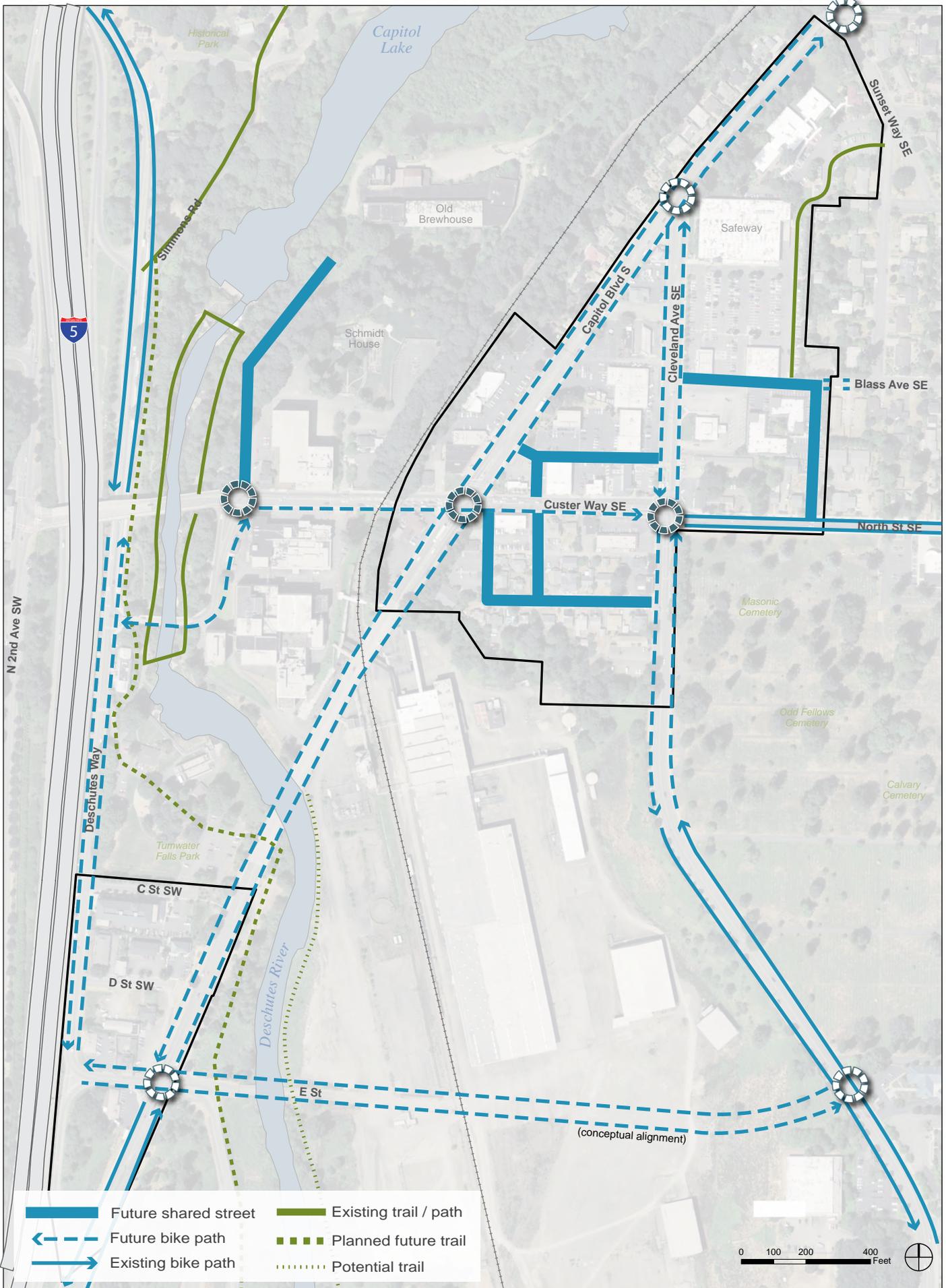


The photos above illustrate how alleyways can be improved to provide comfortable pedestrian / bicycle connections. The photos also demonstrate how improved pedestrian-ways can provide additional opportunities for ground-floor uses to engage with the public realm via building entries, landscaping, and / or outdoor seating. (Top row: Portland, OR; Bottom row, left-to-right: location unknown; Philadelphia, PA)



Preferred Alternative: Pedestrian Network

Figure 3.20



Preferred Alternative: Bicycle Network

Figure 3.21

TRANSIT

The Tumwater Transfer Station is currently located on Cleveland Avenue near Emerson Street. Over 600 transit passengers per day travel through this Intercity Transit hub. Transit buses stop and occasionally dwell on both sides of Cleveland Avenue. At times, up to four buses may be simultaneously stopped on the east side of Cleveland (northbound) and up to two on the west side (southbound).

Continuing to accommodate the temporary queuing needs for transit buses on Cleveland Avenue restricts the ability to implement the proposed cross-section to achieve the Main Street vision. Other alternatives were explored with Intercity Transit staff that could provide similar or improved service to transit users and free up right-of-way on Cleveland Avenue for enhanced non-motorized facilities, landscaping and parking.

After some evaluation, locating the transfer station on Capitol Boulevard between Custer Way and Cleveland Avenue surfaced as a promising alternative. Moving the transfer station to this location could provide many benefits, including:

- Depending on the direction of arrival, some buses are currently required to circulate around the Triangle to orient to the correct direction for loading or unloading passengers. Delay incurred would be reduced by relocating the transfer station to Capitol Boulevard.
- As the area redevelops, there will likely be increased attraction to businesses within the Triangle and within the two Brewery Properties north and south of Custer Way (as well as the rest of the district). The Capitol Boulevard transfer station location would be more centrally located within the Brewery District.
- The right-of-way along Capitol Boulevard is very wide currently, with adequate room to locate transit pull-outs on both sides of the roadway within the existing right-of-way.

Relocating the transfer station to Capitol Boulevard will require additional analysis and would likely be incorporated into the design and construction of the proposed Capitol Boulevard improvements recommended in this Plan. This analysis should evaluate the installation of pedestrian-activated signals such as the HAWK (High-Intensity



Figure 3.22: Concept for relocating Intercity Transit bus stops from Cleveland Avenue to new pullouts along Capitol Boulevard. Transit stops on Capitol will be linked to the Cleveland Main Street via an improved pedestrian pathway in an existing public alley.



Tumwater Square Transfer Station on Cleveland Ave. between Custer Way and Capitol Blvd.

Activated Cross-Walk) or similar technology which provide a signalized crossing similar to the pedestrian-activated crossing at a conventional signalized intersection. These types of features will stop traffic on Capitol Boulevard and improve pedestrian safety.

PARKING STRATEGIES

Vehicle parking in the area is primarily provided by off-street parking lots in front of or adjacent to businesses; some on-street parallel parking is also provided. Fully realizing the development strategy for the area will require adequate parking facilities and strategies, and these are described below.

Shared Parking

In mixed-use districts, shared parking facilities can be an effective means of providing adequate parking in minimum space. Different types of developments tend to have different peak parking characteristics, and parking lots that are used by multiple businesses can operate very efficiently. For example, office buildings tend to fill up in the morning and remain relatively full throughout the workday and are nearly empty after 5pm. In contrast, restaurants and lounges often have very little usage in the daytime hours and are at their peak sometime after 5pm.

The City should consider implementing design and development standards that include a provision for shared parking to encourage and streamline the process for developments to efficiently share smaller parking fields. Shared parking lots could be publicly or privately owned depending on the circumstances.

Other Code Measures

The City should also explore other measures for reducing the amount of parking required for new development. These measures, discussed in depth in Section 4 of this Plan, may include reducing parking requirements for mixed-use and/or transit-oriented development or in response to the provision of long-term bicycle parking, on-site car-sharing services, or subsidized transit passes.

Public or Private Parking Lots

Constructing and maintaining small public or private parking lots can help to meet district parking demand where on-site or on-street parking is limited. The Bates Neighborhood and Tumwater Falls Park area are two locations where public or private parking lots should be considered.

Structured Parking

In areas where space is at a premium and where multiple-story building heights are expected, development densities may encourage the use of structured parking. This may be particularly effective in the Triangle, where the site grades often puts the ground level well below the street level. In these locations, ground-floor parking could raise the first-floor business fronts to existing street level.

STRATEGY CORRIDORS

The Preferred Alternative posits a growth future for the Brewery District that features more intense commercial and residential uses throughout all three focus areas. While these new and expanded developments will generate additional demand for the local transportation system, many of the roadways have limited room for widening without significant impact to existing properties, buildings, or the natural environment.

To manage this issue, the City should consider designating one or multiple roadways in the study area as “strategy corridors” that recognize limitations to additional widening and allow for the tailoring of the level of service standards to align with the goals for the district. Strategy corridors can be exempted from the City’s level of service standards with the understanding that certain measures will be required to mitigate the impacts of specific developments. Such strategies could include an appropriate mix of:

- High quality and fully-integrated bike, pedestrian, carpool, vanpool, and transit facilities and services;
- Complete and connected street grids;
- Transportation technology measures that improve overall system operating efficiency and safety;
- Access management;
- Parking management;
- Aggressive transportation demand management strategies.

GATEWAYS

Gateway treatments in the form of signage, public art, and / or signature landscaping can improve wayfinding, enhance sense of “place,” and create an arrival sequence for visitors as they enter the Brewery District and its distinct sub-areas. Figure 3.23 below suggests that six key intersections feature distinct gateway elements that welcome visitors to the Brewery District. Some of these gateway treatments will coincide with new roundabouts.

Figure 3.24 details specific recommendations for gateway treatments at each of these six gateways. The first three (Cleveland / Capitol, Cleveland / Custer, Capitol / Custer) are “inner-ring” gateways - those that form the three points of the Triangle - and may be treated differently than the “outer-ring” gateways (Custer / Boston, Capitol / E Street, and E Street / Cleveland).



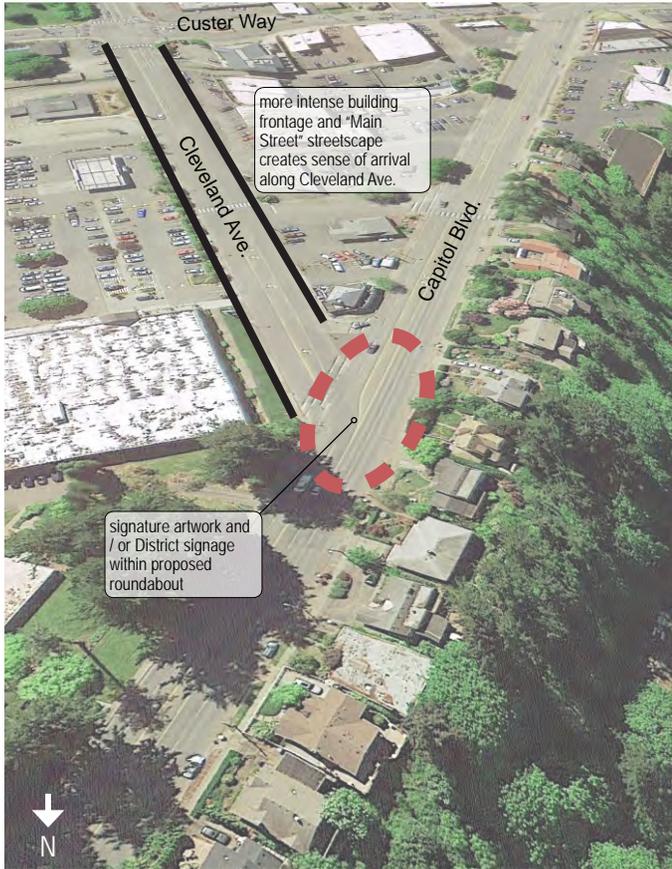
-  Inner ring gateway
-  Outer ring gateway
-  Strong lot frontage (building and/or landscaping)



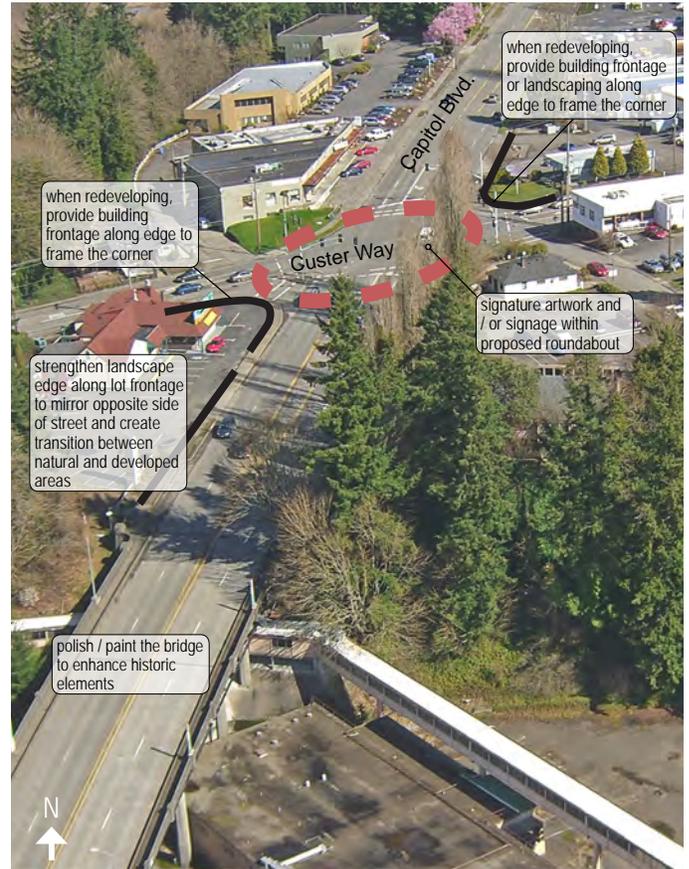
Above: Gateways can be quite literal in form (top: Redmond, OR), include unique landscape/streetscape elements (middle: Pendleton, OR), or feature unique art pieces that become wayfinding landmarks (bottom: Bend, OR)

Figure 3.23 (left): The Preferred Alternative suggests that key intersections be conceived as “gateways,” with enhanced treatments such as signature landscaping, directional/District signage, and/or public art to create an arrival sequence into the Brewery District. Figure 3.23 provides detailed recommendations for each inner and outer ring gateway.

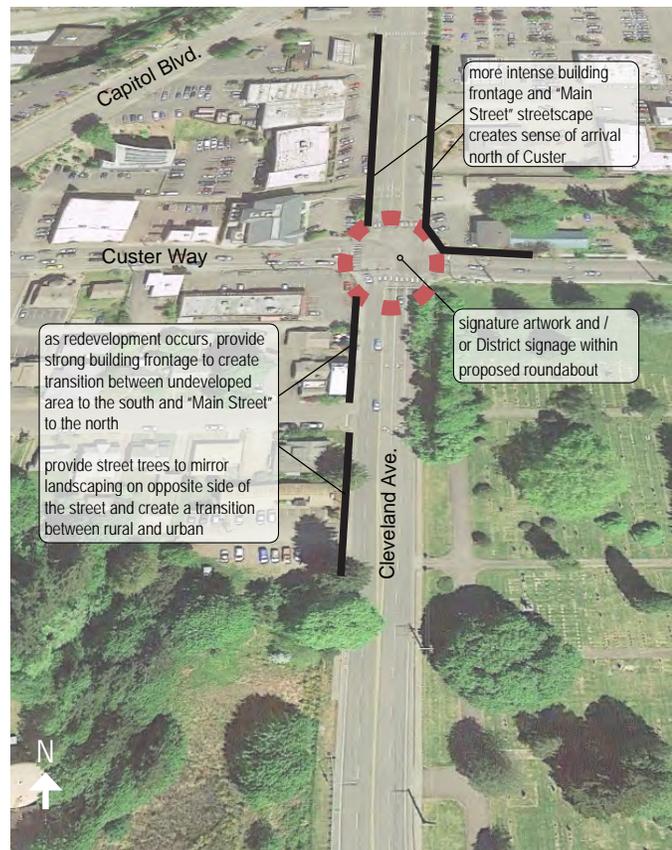
1. From Capitol Blvd. (north)



2. From Capitol Blvd. (south)



3. From Cleveland Ave.



4. From Custer Way

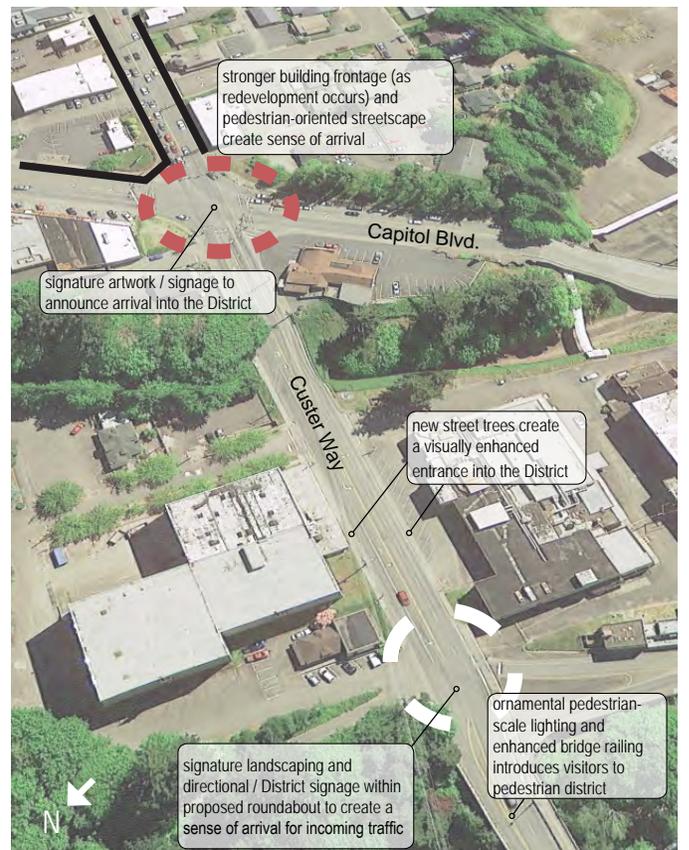


Figure 3.24 (this page and next): Detailed recommendations for “inner ring” (numbers 1-3) and “outer ring” (numbers 4-6) gateways intended to create an arrival sequence for visitors entering the Brewery District.

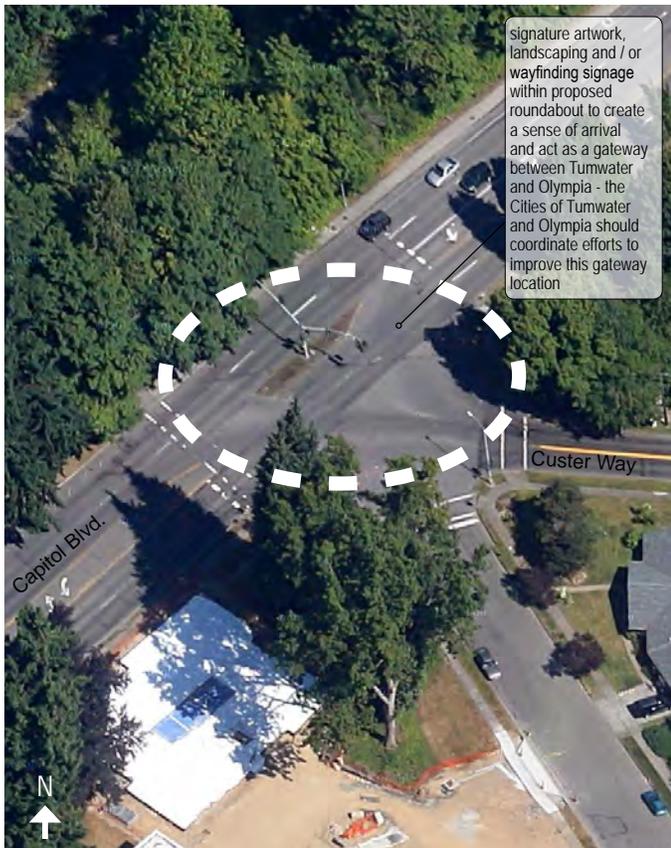
5. From E Street @ Capitol Blvd.



6. From E St. @ Cleveland



7. Capitol Blvd. @ Carlyon



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Section 4

Implementation

The Brewery District Plan is intended to serve as the guiding document for public improvements and private development in the District. In order to help implement the land use and transportation improvements recommended within the Plan, this section provides a set of strategies to help guide public investment in the Brewery District. Included are general strategies for phasing key transportation and public realm improvements, mechanisms to help encourage and facilitate private (re)development, and general concepts for updating zoning regulations in Title 18 of the Tumwater Municipal Code to reflect the recommendations in the Brewery District Plan.

Transportation Improvement Phasing

The package of transportation improvements proposed for the study area range from relatively small local improvements to a new regional arterial roadway. Some of the projects are independent of the rest but some require the construction of other improvements on the list. To provide a general context for the inter-relatedness of the proposed roadway and intersection improvements, they have been organized as “Tier 1” through “Tier 4” based on the following descriptions:

Tier 1 - Improvements that could be built right away and the success of which are not contingent on any of the other improvements

Tier 2 - Improvements that can also be built soon, but present more complications than tier 1, or require the construction of other improvements within tiers 1 and 2

Tier 3 - Roadway projects that could be considered in the short term but present additional challenges

Tier 4 - All of the improvements that are dependent on the construction of the E Street extension

The project list organized by tier is provided on Figure 4.1

E STREET EXTENSION

The E Street Extension is required for the success of many of the other projects. Because of the complicated nature of constructing a new arterial roadway across the Deschutes River valley, it is important to begin the process soon. Advancing the E Street Extension project will allow for future improvements to Custer Way, Capitol Boulevard and Cleveland Avenue. For these reasons this improvement was given highest priority.

CUSTER WAY IMPROVEMENTS

Improvements to Custer Way will require additional right of way and modifications to driveway accesses to properties adjacent to Custer Way. To help define ROW needs and provide a framework for future development along Custer Way, a preliminary design study for the Custer Way corridor is recommended as high priority project.

Brewery Area Study Proposed Roadway Improvements All Tiers

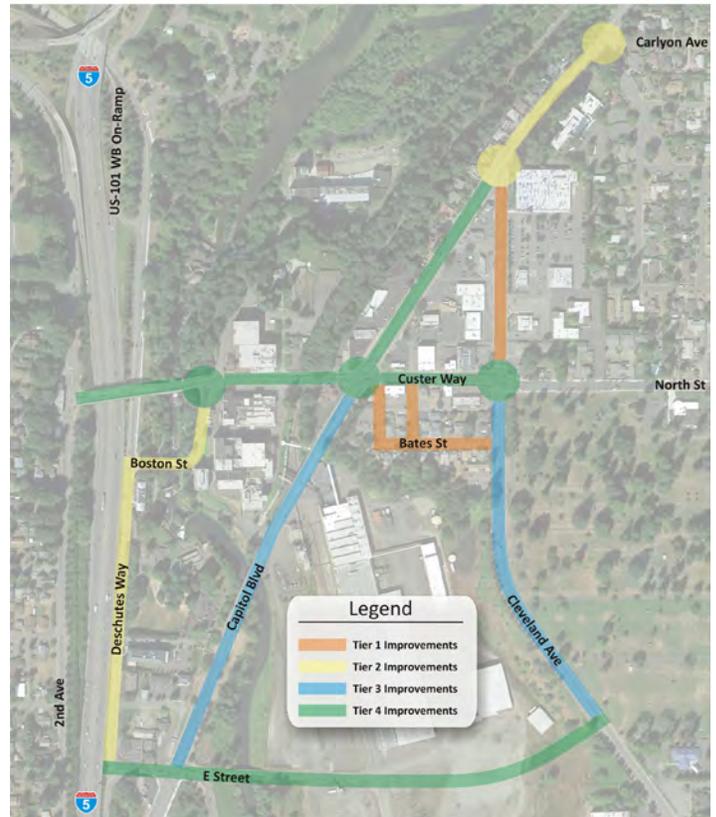


Figure 4.1 (this page and next): Recommended “Tiers,” or groups of transportation improvements.

TUMWATER TRANSFER STATION

It has been recommended to relocate the Tumwater Transfer Station from Cleveland Avenue to Capitol Boulevard. Completing the northern portion of the Cleveland Avenue “Main Street” improvements will require this relocation. The Transfer Station relocation is listed as part of the Capitol Boulevard improvement, but it is possible that the relocation could occur independently of the other improvements to Capitol Boulevard. Also, the southern portion of the Cleveland Avenue Main Street improvements could be constructed first, with the northern portion being constructed after the Transfer Station is relocated.

PROJECT IMPLEMENTATION PRIORITY

Figure 4.2 provides a list of all of the roadway and intersection improvements and a recommended priority for implementation. The actual schedule for constructing the improvements will be dependent on the availability of funding.

PRIORITY	ROADWAY OR INTERSECTION PROJECT	DESCRIPTION	NOTES
1	E Street Extension - Deschutes Way to Cleveland Avenue	Construct a new arterial roadway	Required to accommodate future improvements to Custer Way and Capitol Blvd.
2	Custer Way Corridor Preliminary Design Study	Preliminary design to identify roadway and intersection footprint and ROW requirements	Provides a framework to guide future development along Custer Way
3	2nd Avenue/Custer Way Intersection	Restripe southbound approach to add a second left-turn movement	Lower cost project that could be implemented independent of other projects
4	Bates Neighborhood Circulation	Restripe Erie Street or other low cost projects to improve circulation and add landscaping improvements to neighborhood streets	Lower cost project that could be implemented independent of other projects
5*	Custer Way Corridor – Boston Street to Cleveland Avenue	Remove eastbound vehicle lane and left-turn lanes through corridor. Construct roundabouts at Boston Street, Capitol Boulevard and Cleveland Avenue. Construct a raised median and add non-motorized and landscaping improvements	This project is required in order to allow the improvements listed in projects #6 and #7
6	Capitol Boulevard/Carlyon Avenue Intersection	Construct roundabout	Required for future median section on Capitol Blvd.
7	Capitol Boulevard/Cleveland Avenue Intersection	Construct roundabout	Required for future median section on Capitol Blvd.
8	Relocate Tumwater Transfer Station	Construct bus pullouts on Capitol Boulevard and relocate the stops from Cleveland Avenue to Capitol Boulevard.	Required for Cleveland Avenue improvements
9*	Capitol Boulevard – Custer Way to Cleveland Avenue	Remove the center-turn lane and a northbound vehicle lane. Construct a raised median and add non-motorized and landscaping improvements.	
10	Cleveland Avenue – Capitol Boulevard to Custer Way	Remove the center-turn lane and add non-motorized and landscaping improvements	Could be constructed in phases (northern portion requires relocating Tumwater Transfer Station)
11*	Capitol Boulevard – E Street to Custer Way	Remove a northbound vehicle lane and add non-motorized improvements	
12*	Cleveland Avenue – E Street Extension to Custer Way	Remove a northbound vehicle lane and add non-motorized improvements	
13	Capitol Boulevard – Cleveland Avenue to Carlyon Avenue	Remove the center-turn lane and construct raised median. Add non-motorized and landscaping improvements	

*Projects 5, 9, 11, and 12 are dependent upon completion of the E Street extension in order to be viable

Figure 4.2: Transportation Improvement Priority Table

Public Realm Improvements

As streets within the District are improved in accordance with the phasing recommendations above and the streetscape concepts presented in Section 3, careful attention should be given to providing high quality public realm improvements in order to create a sense of “place” within the District and to help “brand” the area. Such public realm elements may include public art, District and / or directional signage, pedestrian-scale lighting, banners and / or plant baskets, landscaping (including stormwater planters), benches, and signature paving materials in sidewalks and crosswalks. Particular focus should be placed on providing these pedestrian-scaled streetscape amenities along Cleveland Avenue. An ongoing maintenance plan will ensure that new streetscape amenities and planters remain attractive and function through many years of use.

The exact type, location, and style of these public realm elements should be part of future schematic designs for streetscape improvements that are based on the right-of-way concepts presented within this Plan.



Signature public art and / or District signage (see page 65)

Landscaping enhancements (potentially as stormwater planters)

Flowers and / or banners on streetlights



Public realm improvements including signage, public art, pedestrian-scale lighting, landscaping, planters, and signature paving can help create a sense of “place” in the District. The provision of these elements should be part of future schematic designs based on the streetscape concepts presented in this Plan.

Special paving at pedestrian crossings (and potentially in sidewalks)

Pedestrian-scale lighting and streetscape elements

Potential Redevelopment Challenges and Financing Tools

This section discusses the economic challenges the Brewery District is likely to face during the implementation phase of the redevelopment plan and identifies recommendations to overcome those challenges.

EXISTING BUSINESSES MAY RESIST CHANGE

The Brewery District has a low vacancy rate. Most of the existing structures have occupants who have located in the area because of its existing conditions: high traffic volume, good visibility, and relatively easy access. The access is decent for automobiles coming into and going out of the area; it is difficult, however, to get from one business to another within the District, especially on foot.

The existing businesses in the district may have a preference for the area to remain as it is. They have chosen to locate in the area because it suits their needs. For many commercial interests in the area, they are likely to perceive that the area does not need ‘improving.’ Businesses that are succeeding in the existing environment will be less likely to want to invest their own dollars in improvements or to support public improvements that may temporarily disrupt the flow of traffic. To overcome these challenges, the City has two potential tools: communicate with property owners and businesses in the District and use Community Development Block Grant funds to support improvements to existing businesses:

- The City should develop and implement a communications strategy to ensure that property owners and businesses in the District are well informed about the planning process and implementation activities as they occur. The City has already built up relationships with many of the property owners and businesses as part of this and other planning efforts in the area. The City should have systems in place so that business and property owners receive early and regular notices about any construction projects that may impede traffic. The City also should elicit owner input about means to minimize disruptions and take their concerns seriously. Good communication will not resolve all disagreements, but maintaining ongoing communication will help the private sector to see the City as a partner.
- The City can also make the Brewery District a priority for funds available from the Community Development

Block Grant (CDBG) program. A portion of the funds could be explicitly used to provide grants to existing businesses to pay for façade improvements.

Financial viability for new construction is on the edge. The Project Team conducted analyses of the financial feasibility of a variety of potential development types in the Brewery District. The analyses estimated the cost of construction and potential revenue for three different hypothetical building types: a restaurant, townhouses, and a mixed-use structure with ground-floor retail and residential units above. The analyses showed that each of these development types were on the edge of financial viability. If the assumptions behind the analyses were incorrect—that is, if we over-estimated revenues or under-estimated costs—the development types will not be viable, from a financial perspective.

The City can help improve the financial viability of new development in the Brewery District using three different tools: it can lower its own development fees; it can reduce the tax burden for new development; and/or it can use the Section 108 loan guarantee provision of the CDBG program.

- The City of Tumwater charges non-residential impact fees for transportation. Residential development impact fees include transportation, parks, and schools in coordination with the Olympia and Tumwater School Districts. To encourage development in the Brewery District, the City could provide some reduction in those fees within the District’s boundaries (this approach is consistent with recommendations within the Capitol Boulevard Plan). Although the fees make up a small portion of the overall costs of development, the reduction in total costs could be a key factor that shifts a new development to becoming financially viable.
- The City of Tumwater should establish a Multifamily Property Tax Exemption program and the Brewery District should be a residential targeted area where the program can be implemented. The State of Washington allows cities with a population greater than 15,000 to create a program that exempts new multifamily properties from property taxes for eight years (if a market-rate project) or for twelve years (if 20 percent of the project is affordable). By reducing

a residential project's property tax burden, the City can help to reduce the project's financing costs. Tumwater has plans to create such a program; we recommend that the Brewery District be identified as a residential target area.

- Section 108 is the loan guarantee provision of the CDBG program. It provides communities with a source of low-cost financing for economic development, housing rehabilitation, public facilities, and large-scale physical development projects. Section 108 allows a City to transform a small portion of their CDBG funds into federally guaranteed loans. If new development proves to be financially infeasible, a Section 108 loan can be used to close the financing gap. The funds can be used to finance a portion of a development project, reducing the amount of financing the developer needs to obtain from a private bank. Although the developer pays the debt service on the Section 108 loan, the local government must pledge their current and future CDBG allocations to cover the loan amount as security for the loan.

UNTESTED MARKET FOR MEDIUM-DENSITY RESIDENTIAL PRODUCT

The market analysis found that the Brewery District would be a good location for medium-density housing products. Many of Tumwater's residents have lived in the community for decades. As elderly residents age, they may become less able and willing to maintain their single-family detached homes, but they are likely to want to remain in the community. The District offers essential retail goods and services within walking distance, and a housing product that requires little maintenance will provide an opportunity for these households to live independently in their own communities as they age. These older individuals, as well as younger people looking to enter the homeownership market, provide potential demand for medium-density housing in the Brewery District.

The residential area directly east of the Brewery District is mostly single-family detached housing, a well-tested housing product in the Tumwater market. A medium-density, owner-occupied product would be the first of its

kind in the Brewery District and will be seen as a risky real estate investment. It may be a challenge to attract a residential developer to the Brewery District to build this kind product.

The City's first step to encourage residential development should be to change the zoning to allow mid-density housing as a permitted (as opposed to conditional) use within the District.

As discussed above, the City of Tumwater should establish a Multifamily Property Tax Exemption program and the Brewery District should be a residential target area where the program can be implemented. In addition to reducing overall development costs, making the District a residential target area will raise the profile of the area to residential developers.

WEAK DEMAND FOR ADDITIONAL BRICKS-AND-MORTAR RETAIL

Attracting new retail to the area may be challenging. The market analysis found that the Brewery District and Tumwater provide retail goods and services to many households that live outside the area. In addition, retailers everywhere must compete against the internet for customers.

Although many stakeholders throughout the planning process have expressed a desire for a diversification of retail goods and services in the Brewery District, it is likely that there is not sufficient demand to support multiple new restaurants and retailers.

The City can manage this challenge by not requiring ground-floor commercial activity in new development. Instead, the Code can require architectural features that give the appearance and feel of ground floor activity. But requiring a full floor of retail space could lead to a full floor of vacant space. The Code should allow a flexibility of uses on the ground floor to encourage new, denser development. If there is demand for new retail services, the space will develop to accommodate that use. But the City cannot generate demand for retail space by requiring new development to include retail space.

RECOMMENDATIONS

The different challenges to redevelopment in the Brewery District will all benefit the City establishing a mix of tools to overcome the challenges.

- Work with property owners and businesses in the District. Build on the relationships developed throughout this planning process to ensure they are fully informed about private and public developments in the District.
- Reduce the City's impact fees in the District. The City's impact fees make up a small portion of overall development costs, but reducing those costs may help shift a new project to becoming financial viable.
- Establish the Brewery District as a residential target area eligible for a multifamily property tax exemption.
- Make the Brewery District a priority for funds available from the Community Development Block Grant (CDBG) program. A portion of the funds could be explicitly used to provide grants to existing businesses to pay for façade improvements and other smaller projects.
- Use the Section 108 loan guarantee provision of the CDBG program if new development proves to be financially infeasible. The low-cost financing tool can reduce the cost of financing and make a project feasible.

A new development may require a mix of the different tools to become viable. It is essential that the City work with the private sector so that it understands that these tools are available and what types of projects are eligible. The City could create a webpage specific to the District, providing a place to describe all the tools available to property owners, businesses, and potential developers. The webpage could also be used as a tool to communicate plans and expected construction activity.

Main Street Workshop

In addition to the publicly-driven implementation mechanisms outlined above, in the months following the adoption of the Brewery District Plan, City staff and project team members plan to organize a “Main Street Workshop” for District business and property owners. The event is intended to bring stakeholders together to devise specific strategies for creating a vital commercial district, as envisioned within the Brewery District Plan. It will be facilitated by experts from the Washington State Main Street Program, which helps communities across the state revitalize the economy, appearance, and image of their commercial districts. As articulated by the Washington State Main Street Program, the four points of the Main Street approach include:

- **Economic Restructuring:** This element involves strengthening existing economic assets while diversifying the commercial district. This goal is accomplished by identifying potential market niches, finding new uses for vacant or underused spaces and improving business practices.
- **Design:** Utilizing appropriate design concepts, the visual quality of the commercial district (buildings, signs, window displays, landscaping, and environment) is enhanced. This creates a safe, vibrant environment for all downtown users, improving and enhancing consumer and investor confidence in the community.
- **Organization:** Each community has many groups of people who are interested in and are willing to work toward the goal of a revitalized commercial district. The organizational element brings together the public sector, private groups and individual citizens to provide effective, ongoing management and advocacy for the district.
- **Promotion:** By promoting the downtown in a positive manner, a community can begin to focus on the commercial district as a source of community pride, social activity and economic development potential. Advertising, special events and retail promotions communicate your commercial district's unique characteristics, business establishments and activities to shoppers, investors, potential business and property owners, and visitors.



Photos top to bottom: Sisters, OR; Lake Oswego, OR; Portland, OR.

Code Concepts

This section presents general recommendations for amending Title 18 of the Tumwater Municipal Code (TMC) to reflect the land use and development character for the various sub-areas within the Brewery District Plan. This section also provides an outline of the key design and development standards needed to successfully implement the land use and building character for each sub-area. These Code Concepts are intended to help establish an agreed upon approach for revising the TMC to reflect the Brewery District Plan, and as such, it does not provide any recommended code language or specific development metrics at this time.

Upon review by staff, these general Code Concepts will be reviewed by the Focus Group, Planning Commission, and City Council. The consultant team will then prepare detailed, adoption-ready code amendments based on the agreed-upon approach developed within the Code Concepts phase.

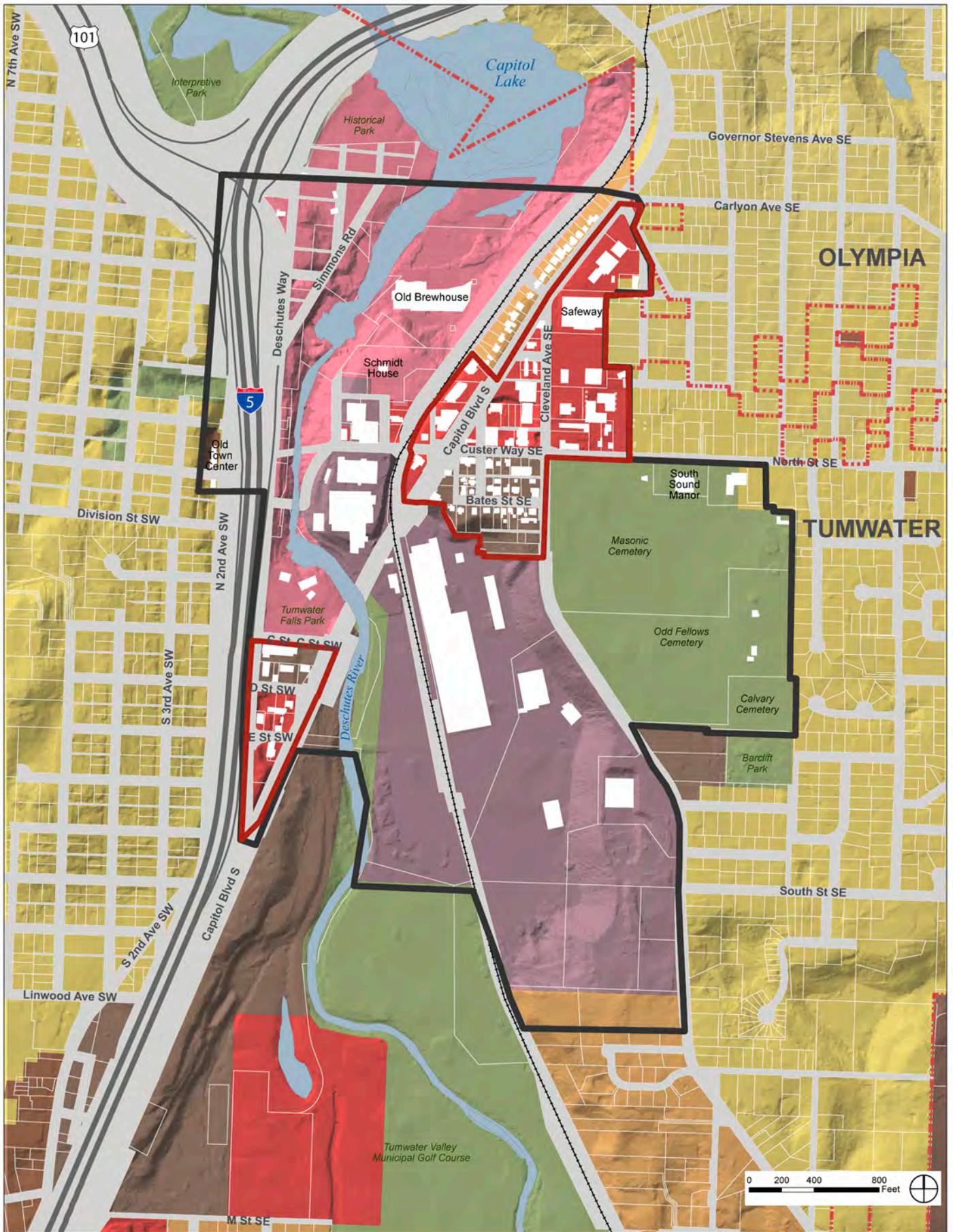
BREWERY DISTRICT SUB-AREAS AND EXISTING ZONING

A key factor in considering potential zoning approaches for the Brewery District is the need to facilitate different development types, building character, and development standards across the various Brewery District sub-areas. For example, though a wide mixture of residential and commercial uses are envisioned throughout the District, the forms these uses take will be quite different depending on the sub-area. While the Plan proposes that future development in the Triangle provide up to five-story, mixed-use development with ground floors that engage the sidewalk and buildings that provide medium-density housing, future development in the Bates Neighborhood (particularly within the interior of the neighborhood) will be much less intense, with more residential-style structures, significantly lower building heights, and wider, landscaped front setbacks. The Plan recommends that development in the South Focus Area be similar in scale and use as that in the Triangle, though with perhaps fewer pedestrian-oriented services and amenities. These very different visions for the style and scale of development within the Brewery District's various sub-areas will require a zoning approach that carefully calibrates design and development standards to achieve the vision for each unique sub-area.

The Triangle and portions of the South Focus Area are currently zoned General Commercial (GC) (See Figure 4.3: Existing Zoning). The intent statement for the GC zone indicates that the district is to provide for commercial uses and activities which are dependent on convenient vehicular access. The uses permitted within the GC zone, including automobile service stations, car washes, and parking lots (as a primary use) reflect the auto-oriented nature of this zone. Because the Brewery District Plan envisions the Triangle transforming from a primarily auto-oriented commercial node into a highly pedestrianized neighborhood center with development that engages the sidewalk (particularly along Cleveland Avenue) – and that provides a wide variety of uses (including housing), the GC zone may not be the most appropriate for the Triangle area moving forward.

While the Brewery District Plan does not necessarily envision the South Focus Area developing with the same intensity of pedestrian-oriented services and amenities as the Triangle, the Plan does suggest that development in the South Focus Area should be similar in scale to the Triangle. (The Plan recommends that new development in both sub-areas be permitted a building height of up to five stories). Furthermore, like the Triangle, the Brewery District Plan recommends that new development in the South Focus Area provide a wide variety of uses. (New commercial and office development may be particularly attractive in this area given the projected increase in vehicular traffic with the E Street extension).

This similarity in building scale and mixed-use vision suggests that a similar set of development regulations may be used for both the Triangle and the South Focus Area. While parcels in the Triangle (and specifically, parcels fronting Cleveland Avenue) may be subject to more rigorous pedestrian design standards (discussed in greater detail below), the Brewery District Plan proposes improving the quality and appearance of development in the South Focus area as well. Therefore, a similar set of design and development standards relating to height, mass, setbacks, orientation, frontage, and building design (among others) may be applicable to both sub-areas. (An expanded discussion of specific standards and how they might be calibrated to individual sub-areas is presented in subsequent sections of this document.)



24 JANUARY 2013

Existing Zoning TUMWATER BREWERY DISTRICT PLAN

City of Tumwater
Thurston Regional Planning Council
SERA Architects
J Robertson and Company
Shea Carr Jewell
ECONorthwest

- | | | |
|---|--|---|
| Mixed use | Multifamily res. 9-15 | Brewery District Plan study area |
| General commercial | Single family res. 6-9 | City boundary |
| Historic commercial | Single family res. 4-7 | Brewery District Plan focus area |
| Light industrial | Open space | Taxlot |

Figure 4.3

In contrast, the Bates Neighborhood sub-area is currently zoned Mixed Use (MU). The intent statement for the MU zone indicates that this zone is to provide for transit oriented and pedestrian-friendly development that provides a wide array of uses. While this intent is consistent with the desired development character for the Bates Neighborhood, the zone's existing development standards allow for significantly more intense development than the Plan proposes for this sub-area. The Plan recommends that for parcels north and south of Bates Street, within the interior of the subarea, buildings be limited to a maximum height of three stories, significantly smaller in scale than the 5 stories permitted by the subarea's current zoning designation (see Figure 4.4). This proposed three-story height limit is intended to ensure that new development reflects and is compatible with the detached, single-family structures currently seen in this area. While uses within these structures may be commercial or residential, buildings in this area should continue to be residential in character, mirroring not only surrounding building heights, but also providing site development and building design elements (including setbacks, landscaping, building materials, and architectural elements) that are consistent with the surrounding residential character. An expanded discussion of the specific standards needed to implement this vision for the internal portions of the Bates sub-area are discussed in greater detail below.

While building height and intensity will be limited within the interior of the Bates Neighborhood, the Plan recommends that development located at the perimeter of the Bates sub-area (along Custer and west of Clark Street) be slightly more intense, thereby creating a transition between the small-scale, residential style interior and the higher-intensity commercial areas in the Triangle and along Capitol. The Plan recommends that within these perimeter areas, buildings may be more commercial in style, with architectural elements such as large ground floor windows, articulated architectural bays, masonry facades, and limited front setbacks. This commercial-style architecture and site design is similar to the desired building character for the Triangle and South Focus Area. However, while the Plan proposes that buildings in the Triangle and South Focus area be permitted to reach up to 5 stories, buildings in the periphery of the Bates sub-area will be limited to 4 stories in height. Given this only very slight modification, the general set of site development and building design standards applied to the Triangle and South Focus



New development in the Triangle and South Focus Area will be up to five stories, and will be designed with pedestrian-oriented ground floors. This vision for the scale and character of development in both sub-areas suggests that a similar set of design and development standards be used (though individual zoning metrics may vary). (Top photo: Portland, OR)

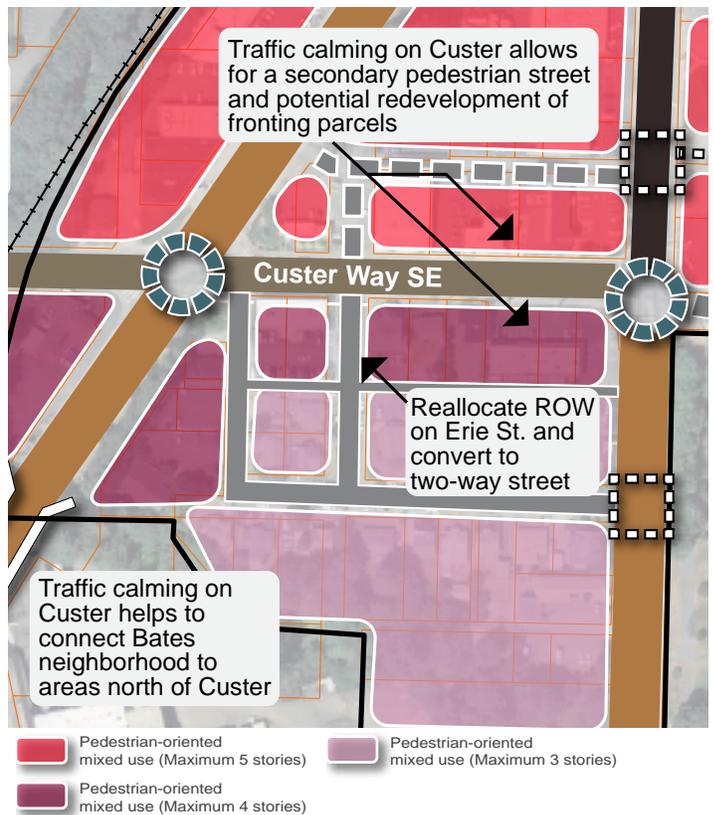


Figure 4.4: The Plan recommends buildings up to 4 stories in the periphery of the Bates Neighborhood, and buildings up to 3 stories in the interior portions of the sub-area.

the vision for each sub-area. Each of these recommended design / development standards can be written in clear and objective language, illustrated with code graphics (as described above), and be contained entirely within the zoning district –thereby creating a streamlined yet comprehensive approach for regulating development in the Brewery District.

RECOMMENDED APPROACH

Based on the above considerations, the consultant team proposes creating a new, mixed-use zoning district for the Brewery District. This new district would permit a wide range of commercial and residential uses throughout all of the Brewery District sub-areas. However, because the vision for the character and scale of development differs substantially between sub-areas, this new zoning district would need to provide design and development standards that are specifically tailored to the Triangle, Bates Neighborhood, and South Focus Area. Note that there is precedent within the TMC for providing design/development standards specific to individual sub-areas, as this approach is employed within the Town Center Zone District (wherein building heights, setbacks, and building design standards are calibrated for individual sub-districts within the zone).

Under this approach, the list of recommended design / development standards for the Triangle, South Focus Area, and the periphery of the Bates sub-area would be similar, given that the Plan recommends a similar scale and style of development and mix of uses in these areas. While the list of regulated items would apply to all three of these areas, the specific metrics for building height, building frontage, and lot coverage may vary slightly between these sub-areas, and parcels fronting Cleveland Avenue would be subject to higher building frontage requirements and more rigorous pedestrian design standards. In contrast, the list of design / development standards for the interior of the Bates sub-area would be calibrated to facilitate residential-style structures and site development patterns. A preliminary outline of recommended design / development standards for the various sub-areas are discussed below.

This approach has the benefit of creating a single, unified zoning district to guide development in the various Brewery District sub-areas. Furthermore, because the zone will regulate development according to defined subareas, this approach also provides an avenue for integrating regulations for the former brewery properties within the zone (zoning regulations for the former brewery properties are currently provided within an interim zoning district).

RECOMMENDED DESIGN / DEVELOPMENT STANDARDS

The following provides a general list of important design / development standards needed to successfully implement the vision for new development in the Triangle, South Focus Area, and Bates Neighborhood. Depending upon the general zoning approach recommended by staff, these development standards may either be added to the existing MU and NC districts as applicable specifically to the Brewery District sub-areas only, or presented and organized by sub-area within a new Brewery District zone.

Note that the general outline of key design / development standards below is not provided in code-ready language, nor does the discussion below provide specific, recommended metrics or dimensions at this time.

1. Triangle, South Focus Area, and Bates Periphery

As discussed above, the general vision for the style, scale, and character of development in these three areas is similar. The Plan suggests that these three areas will provide commercial-style ground floors that are oriented to sidewalks. While specific metrics for regulating height, setbacks, building coverage, and building frontage may vary slightly across these three sub-areas, the general set of design and development standards will be similar, and as such, the consultant team recommends that regulations for these sub-areas be contained within a single zone, or sub-zone.

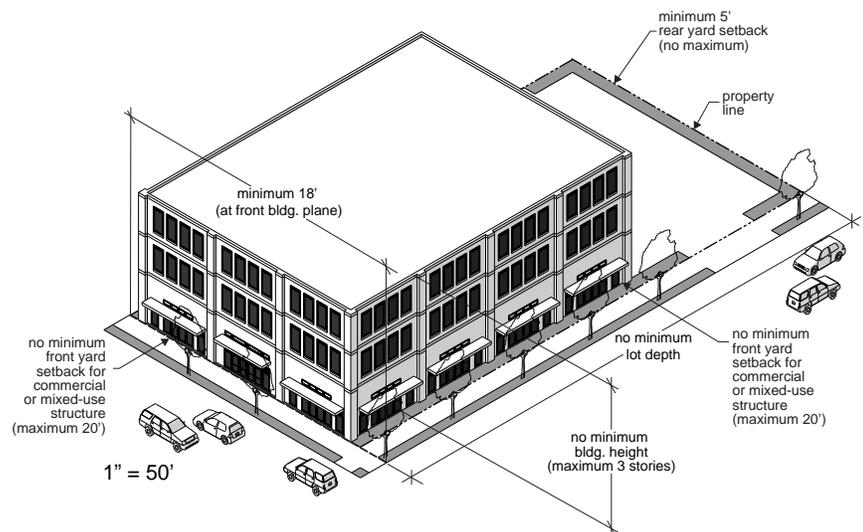
The following is a suggested list of design / development standards needed to adequately implement the vision for the quality and character of development in the Triangle, South Focus Area, and the periphery of the Bates Neighborhood.

Site Development / Building Envelope Standards Currently Addressed within Commercial Zones:

- Density (FAR and Residential Density):** Most existing commercial and mixed-use zones within the TMC use FAR as a metric for regulating building mass. It is important to note that using FAR to regulate building mass (as opposed to a combination of building height and lot coverage) may inadvertently dis-incentivize structured parking if the code does not explicitly exclude structured parking from allowable FAR. For example, within the MU zone,

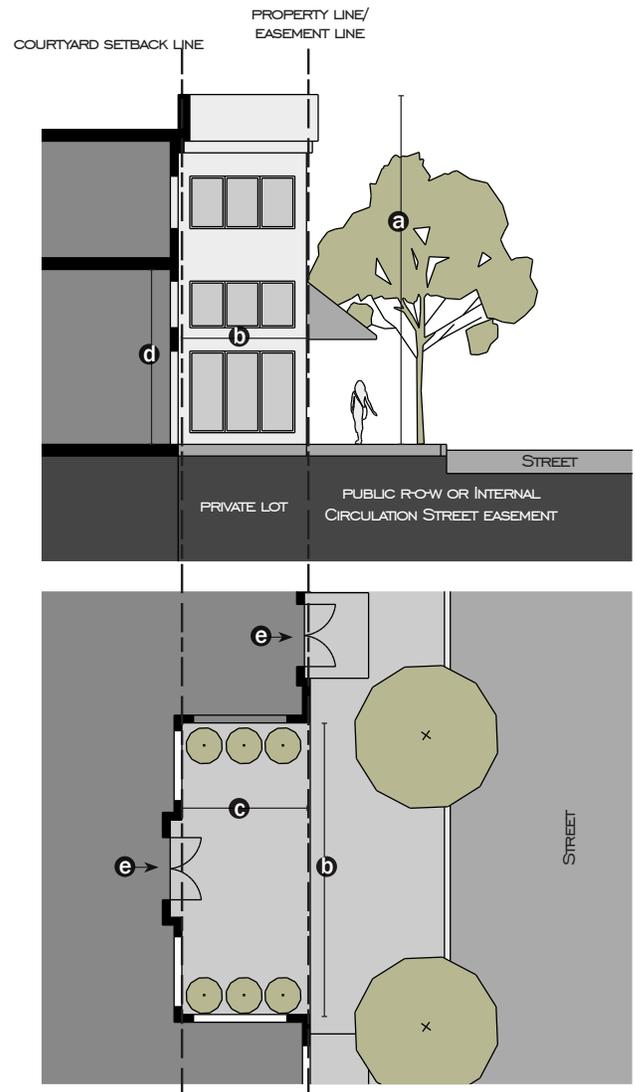
maximum FAR is limited to 2.0. Given an allowable lot coverage of 85% (as provided in 18.20.060.B), developments providing structured parking and using the full lot coverage allowance would only be able to provide a building approximately 2 ½ stories tall, and would therefore not be able to attain the full 5 stories permitted within that zone. During the code drafting process, the project team will work with staff to develop metrics for controlling building massing in the Triangle and South Focus Area. Options may include using FAR (though calibrated to allow structures to max out building height allowances), or using a combination of maximum height and maximum lot coverage standards. In addition to regulating building mass, the code will establish a minimum residential density for developments providing housing.

- Lot Coverage:** Commercial zoning districts within the TMC currently provide maximum lot coverage requirements. This standard can work in tandem with maximum building height standards to control overall building mass. Maximum lot coverage allowances may be somewhat higher for parcels fronting Cleveland Avenue than for elsewhere in the Triangle and South Focus Area.



Illustrated code diagrams can help to translate development and building envelope standards for building mass, height, lot coverage, and setbacks into a consolidated vision for building character.

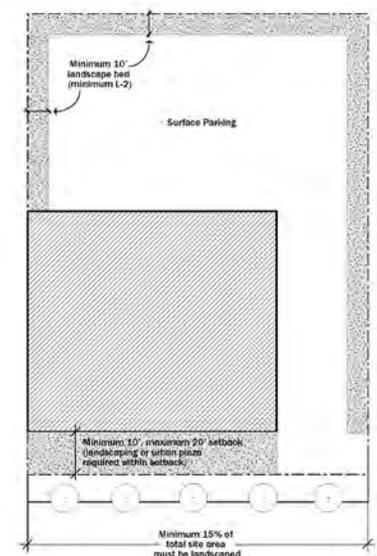
- Setbacks and Yard Area:** This section should establish maximum street-facing setbacks in order to ensure that new development is generally related to the sidewalk. Maximum setbacks should be calibrated to allow for (and encourage) the provision of forecourts / plazas along the sidewalk. While maximum setbacks may be more limited in the Triangle, and particularly along the Cleveland Main Street, new development in the South Focus Area and Bates periphery may provide a somewhat more generous street-facing setback for portions of the building frontage in order to provide landscaping between the building and the street. Larger minimum setbacks may be required for parcels adjacent to single-family zones in order to create a transition to lower intensity residential areas.
- Open Storage:** Existing commercial zones within the TMC prohibit open storage, with the exception of nurseries. This standard is compatible with the vision for the Brewery District.
- Building Height:** Establish a maximum building height of 55 feet, or five stories, for the Triangle and South Focus Area, and a maximum height of 45-feet, or four stories, for the periphery of the Bates neighborhood.
- Signs:** An audit of TMC Chapter 18.44 will be required during the code writing process to determine if existing signage regulations are suitable as written for the Brewery District sub-areas. In particular, signage regulations will need to provide guidance on pedestrian-oriented ground floor signage.
- Pedestrian Access:** Existing commercial zones within the TMC require on-site pedestrian circulation linking building entrances with public sidewalks. This standard is compatible with the vision for the Brewery District.



- a** building height = 20 ft min
- b** courtyard length = 20 ft min/50% of building frontage max
- c** courtyard setback = 10 ft min/30 ft max
- d** ground floor height = 15 ft min floor-to-ceiling
- e** primary entry

Top: Building frontage and setback standards should be written so as to allow for (and encourage) forecourts / plazas along the sidewalk.

Bottom: Diagrams illustrating site development standards can address setbacks, building frontage, parking location, driveway width, and landscaping requirements.

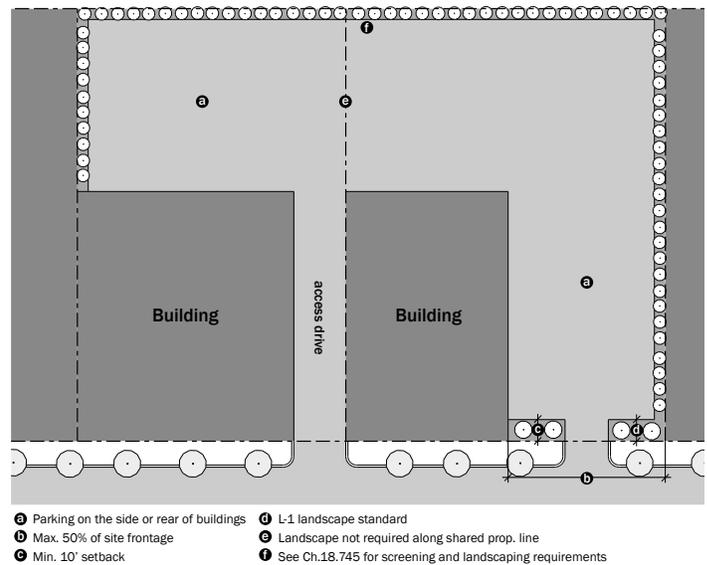


Recommended Additional Site Development / Building Envelope Standards:

In addition to the development standards typically provided within commercial zoning districts, the consultant team recommends providing the following site development / building envelope standards to help foster high quality, pedestrian-oriented, mixed use development in the Triangle, South Focus Area, and the periphery of the Bates Neighborhood.

- **Building Orientation:** Buildings must be oriented to public rights-of-way, and primary building entries must be provided along public sidewalks. This helps to ensure that buildings are not oriented to surface parking lots, and that they create an engaging experience along the sidewalk.
- **Building Frontage:** Minimum building frontage standards work in tandem with maximum street-facing setback requirements (discussed above) and surface parking location requirements to ensure that buildings adequately frame the street and create an engaging sidewalk experience, and that street frontages are not dominated by surface parking. This standard typically requires that building wall be provided along a minimum percentage of the street-facing frontage and within the allowable setback range.
- **Minimum Building Frontage:** Minimum building frontage requirements should be provided for the Triangle, South Focus Area, and the periphery of the Bates Neighborhood. Note that minimum building frontage requirements may be higher along Cleveland Main Street than within the remainder of the Triangle in order to ensure that new development along Cleveland adequately encloses the street and provides a building wall along the sidewalk. Conversely, building frontage requirements may be somewhat lower in the South Focus Area (though sufficient to improve the relationship between buildings and streets in this area) and in the periphery of the Bates Neighborhood.
- **Required Building Frontage Locations:** The City may choose to establish areas where building frontage is required (specifically, where improved building frontage conditions are recommended in order to create gateways into the District).

- **Surface Parking Location and Vehicular Circulation:**
 - Surface parking should be located to the side or the rear of the building, and should not be located between the building and the street. When visible from a public street, parking should be screened from view via a landscaped buffer.
 - Prohibit vehicular circulation between the building and the street.
- **Driveways and Access:**
 - Establish maximum curb cut widths to minimize conflict areas for pedestrians.
 - Maximum of one driveway/curb cut per street frontage for new development.
 - Require vehicular access to be from secondary streets or from alleys, when possible, for parcels fronting the Cleveland Main Street.
- **On-Site Pedestrian Ways:** Establish design criteria (including dimensions, hardscape, and landscape requirements) for any on-site pedestrian/bicycle way (as illustrated for the Triangle area in the Brewery District Plan).



Example of a code diagram illustrating regulations pertaining to setbacks, building frontage, parking location, driveway width, and screening requirements.

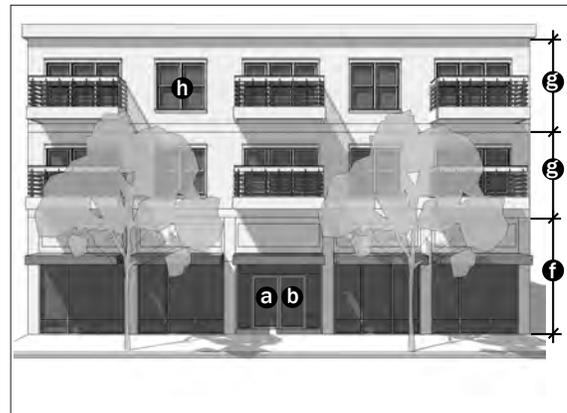
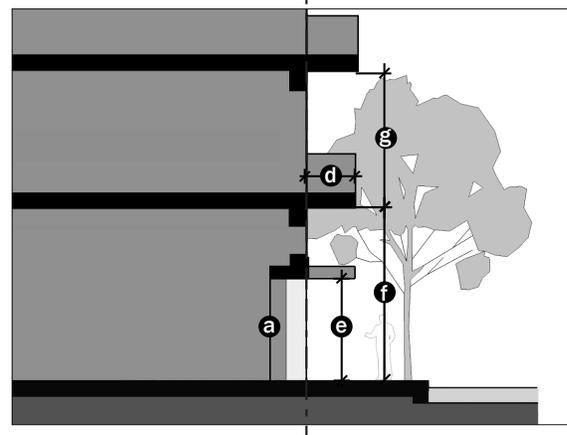
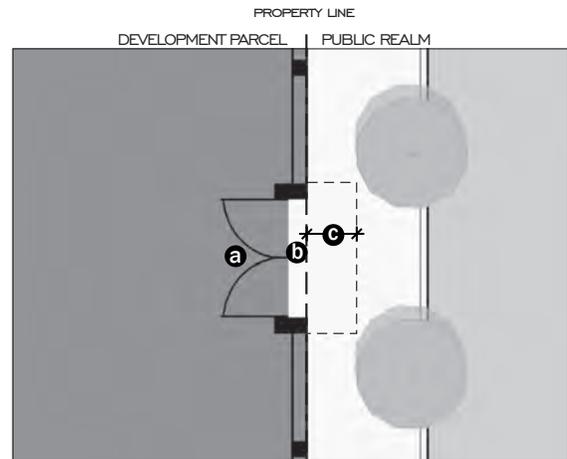
- **Stormwater Management:** Require compliance with the City stormwater design manual.
- **Mechanical Screening:** Require building mechanical equipment and service areas to be screened so as to not be visible from public sidewalks. Screening can be accomplished using parapets or architectural screens, and/or by setting back rooftop mechanical equipment.

Recommended Building Design Standards:

The following building design standards are recommended to ensure that new development in the Triangle and South Focus Area provides high quality, well-designed buildings with pedestrian-oriented ground floors, particularly along Cleveland Avenue.

- **Pedestrian-Oriented Ground Floors**

- **Active Ground Floor Uses:** Along the Cleveland Main Street, active ground-floor uses should be required. Active ground-floor uses include retail and other commercial uses (though residential lobbies should also be permitted).
- **Ground Floor Height:** Establish a minimum height for ground floors throughout the District to ensure that they are suitable for retail uses (or convertible to retail uses over time). This standard would ensure that outside of the Cleveland Main Street, where active ground floor uses are not required, ground floors are designed to accommodate retail and commercial uses as market demand shifts over time.
- **Architectural Bays:** Street-facing ground floors should be divided into distinct architectural bays (the standard may provide a minimum horizontal dimension). Such bays helps to create visually engaging and human-scaled buildings along the sidewalk.
- **Ground-Floor Windows:** Establish a minimum fenestration requirement for street-facing ground floors, which may be higher along the Cleveland Main Street than elsewhere in the District.
- **Building Entries:** Ground-floor building entries should be oriented to, and directly connected to, the sidewalk.



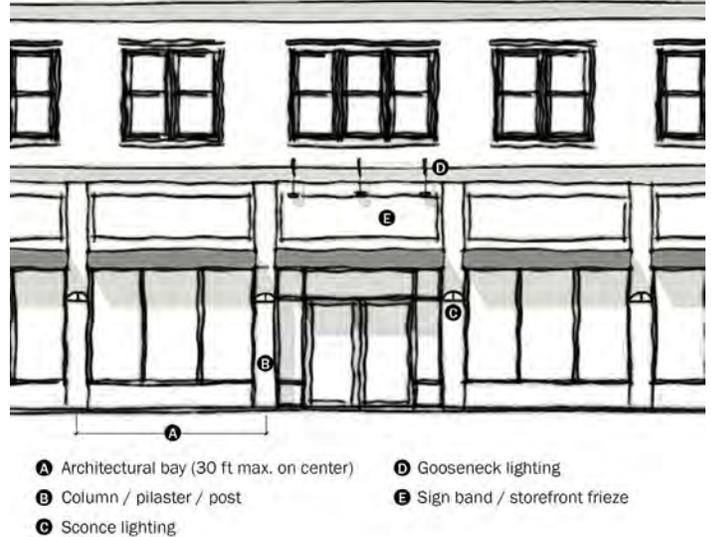
- **a** Primary entry door oriented to street or public space
- **b** Entrance is covered and/or recessed behind facade
- **c** Min 3'; Max 6' projection
- **d** Max 6' balcony/deck projection
- **e** Min 10' clearance
- **f** Min 60% windows
- **g** Min 30% windows
- **h** Upper windows vertically oriented

Diagram illustrates required building facade design and ground floor pedestrian-oriented design requirements.

- **Weather Protection:**

- Weather protection in the form of awnings or canopies should be provided along the Cleveland Main Street. This standard should include a required minimum dimension along the building frontage.
- Weather protection must be provided at all building entries.
- Establish minimum dimensions for awnings/canopies, including clearance requirements and minimum extension from building.
- Prohibit canvas awnings and awnings/canopies that are not architecturally integrated into the building.

- **Building Lighting:** Pedestrian-oriented building lighting in the form of sconces or gooseneck fixtures should be required on all street-facing building elevations (and a maximum dimension between fixtures should be set), as well as at all building entries. Lighting must meet City of Tumwater lighting standards.



Design standards may address ground floor building design, requiring active ground floor uses, defined architectural bays, ground floor windows, pedestrian-scale building lighting, and weather protected building entries.

- **General Building Design**

- **Building Articulation:** Establish a maximum horizontal dimension for unarticulated, street or public space facing building facades. Require changes in building plane, and /or changes in color / material.
- **Building Materials:**
 - Require masonry ground floors.
 - Establish any prohibited building materials.
- **Upper Floor Windows:** Consider establishing a minimum glazing requirement for street-facing upper floors. This helps create an attractive, articulated building façade and increased transparency and safety.
- **Corner Treatments:** Offer a range of building design options for architecturally addressing building corners.
- **Rooflines:** Require projecting cornices for flat-roof structures (may establish a minimum height and projection).



Design standards may provide a clear and objective palette of options for architecturally addressing building corners.

- Historic Treatments:** In addition to other building design requirements suggested for this sub-area, buildings in the South Focus Area between E and C Streets may be required to provide building facades that compliment recently constructed buildings in the area and are compatible with the nearby Historic District and Tumwater Falls Park. Such provisions may include requiring buildings to provide a “tripartite” facade, with a defined base, middle, and top, in order to mirror historic building design. Similarly, masonry may be required on street-facing building facades.



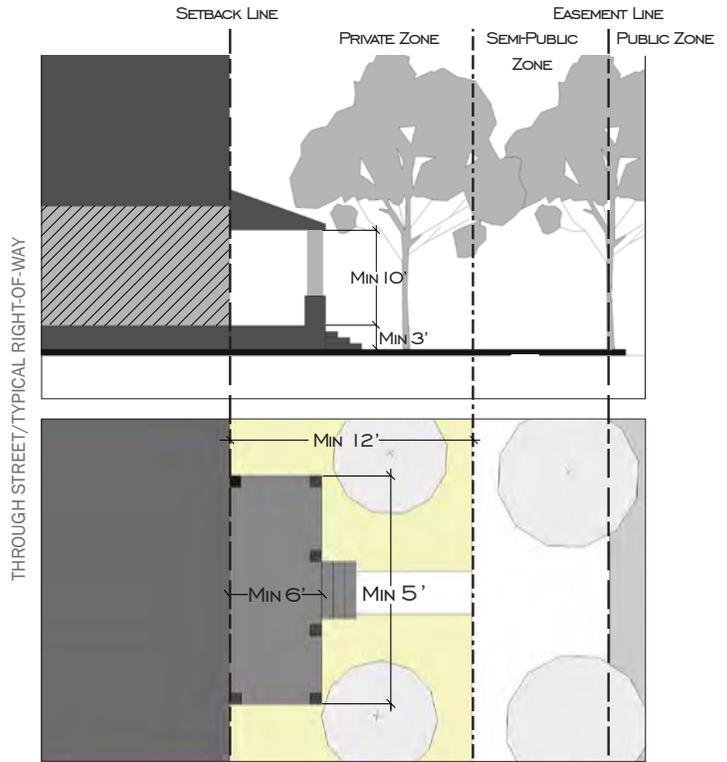
Requiring “tripartite” facades with a defined base, middle, and top can help ensure that new buildings mirror historic building design.

2. Bates Neighborhood

While development in the Triangle, South Focus Area, and the periphery of the Bates Neighborhood will provide more commercial-style structures with pedestrian-oriented ground floor building design and minimal street-facing setbacks, development in the interior of the Bates Neighborhood will take on a very different form. Development in this area, though mixed-use, will be residential in character. Accordingly, new site development, building envelope, and building design standards will be crafted to ensure that new development reflects the area’s existing residential-style architecture. Key regulations will include:

Recommended Site Development / Building Envelope Standards:

- Building Height:** Building height in the interior portions of the Bates Neighborhood will be limited to 3 stories, or 35 feet.
- Street-Facing Setbacks and Landscaping:** Minimum street-facing setbacks should be established, and landscaping should be required within all required setbacks. Landscaped street-facing setbacks are typical of residential neighborhoods generally, and of the Bates sub-area specifically, and will be critical for ensuring that new development reflects the character of the surrounding neighborhood. Plants should ideally be drought tolerant, native species.
- Lot Coverage:** A maximum lot coverage should be established. Combined with maximum building height, this will help to control overall building mass.



Site development and building design standards for the interior of the Bates Neighborhood may require landscaped front setbacks, porches or stoops, and direct pedestrian connections.

- **Building Orientation and Pedestrian Access:**

Buildings should be oriented to public rights-of-way, and primary building entries should provide a direct connection to the sidewalk.

- **Building Frontage:** Minimum building frontage standards help ensure that buildings adequately frame the street and create an engaging sidewalk experience. This standard typically requires that building wall be provided along a minimum percentage of the street-facing frontage and within the allowable setback range.

- **Surface Parking Location and Vehicular Circulation:**

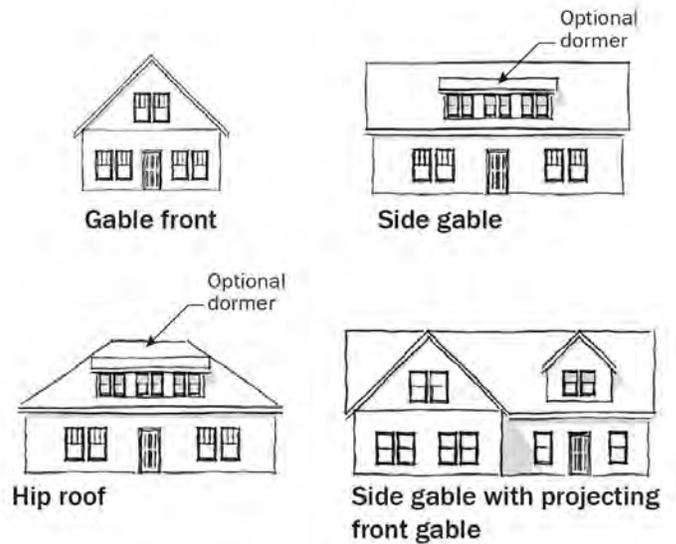
- Surface parking should be located to the side or the rear of the building, and should not be located between the building and the street.
- Prohibit vehicular circulation between the building and the street.

- **Driveways and Access:**

- Establish maximum curb cut widths to minimize conflict areas for pedestrians.
- Maximum of one driveway/curb cut per street frontage for new development.
- Establish a minimum width for driveways accessed from public streets.
- Require vehicular access to be from alleys, when provided.

- **Stormwater Management:** Require compliance with the City stormwater design manual.

- **Fences:** Fences within street-facing setbacks should be limited to 36" in height, and required to be a minimum of 50% transparent to ensure visibility. Chain link and metal fencing should not be permitted.



In order to ensure that new development reflects the surrounding Craftsman style architecture, the City may choose to regulate building elements such as roof forms and eaves and overhangs.

Recommended Building Design Standards

To ensure that new buildings in the interior portions of the Bates Neighborhood reflect the area's existing Craftsman-style architecture, the City may consider the following building design standards:

- **Porches / Stoops:** Buildings should provide a porch or stoop at front entries. The standards may provide minimum dimensions. Stoops should be weather protected.
- **Roofline:** Pitched roofs (hip or gable) should be required. The standard may establish a minimum roof pitch. Flat-roofed structures should not be permitted.
- **Building Materials:** May establish a list of permitted building materials that are typical of Craftsman style architecture, including stucco, shingle, brick, stone, wood or wood/fiber-based horizontal siding, or a combination thereof.
- **Windows:** May require molding on all windows and doors.
- **Eaves/Overhangs:** Roof overhangs are typical of Craftsman-style architecture, and the City may choose to require roof overhangs and establish a minimum dimension.

OFF-STREET PARKING

Large off-site parking requirements can negatively impact the viability of new development and often result in large fields of surface parking. Minimum parking standards can be one of the primary factors limiting development within commercial / mixed use districts. Facilitating redevelopment in the District and transitioning current auto-oriented site development patterns to reflect the more urban, pedestrian-oriented vision presented within the Brewery District Plan may require reducing existing off-site parking requirements.

In addition to the centralized, shared parking strategies presented within the Plan, the consultant team recommends amending Chapter 18.50 of the TMC to provide “by-right” reductions in required off-site parking for mixed-use developments within the Brewery District. Parking reductions for mixed-use buildings are often incorporated into development codes, particularly given that parking demand for ground floor commercial uses and upper floor residential uses often do not occur during the same hours of the day. Additionally, such deductions help to account for the decrease in parking demand associated with pedestrian-oriented, mixed-use districts.

Furthermore, the consultant team recommends making these off-site parking deductions automatic, or “by-right,” as opposed to granting them through an administrative modification process. By-right parking deductions for mixed-use buildings can help to provide more certainty, enabling developers to work with (and be confident of) reduced parking requirements during the early feasibility stages of a project. Similarly, the City may consider providing an automatic parking reduction for developments within 1/4 mile of transit (reductions for transit adjacent developments are currently provided through an administrative review process).

Furthermore, additional on-site parking reductions may be provided for developments providing transportation demand management (TDM) strategies, including providing on-site bicycle parking, car-share services, and subsidized transit passes for employees and / or residents.

