

**C O N F E R E N C E   R E P O R T**

May 27-29, 1997 • Tacoma, Washington



ENERGY OUTREACH CENTER

Puget Sound Regional Council

**PSRC**

ENERGY OUTREACH CENTER

512 East Fourth Avenue

Olympia, Washington 98501

(360) 943-4595 • FAX (360) 943-4977

e-mail: [eoc@olywa.net](mailto:eoc@olywa.net)

PUGET SOUND REGIONAL COUNCIL

1011 Western Avenue • Suite 500

Seattle, Washington 98104-1035

(206) 464-7090 • FAX (206) 587-4825

<http://www.psrc.org>

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## CONFERENCE SUMMARY

Uttering the “D” word (density) often provokes a storm of opposition among neighborhood residents and skepticism about “market demand” among developers. But showing them examples of good redevelopment can generate enthusiasm for creating more walkable, compact neighborhoods, and maybe even for eliminating a few parking lots.

Using images of well-designed redevelopment to “sell” similar projects to neighborhoods, developers, elected officials and lenders emerged as a recurring theme at the **Redevelopment for Livable Communities** conference May 27-29, 1997 in downtown Tacoma.

“The power of an image is extraordinary,” said architect Michael Pyatok. Real-life examples of projects that have transformed deteriorating neighborhoods into highly desirable places to live — and have made a profit for developers — can change negative perceptions of high-density, multifamily areas. Similarly, using drawings and models to communicate a strong vision for a potential redevelopment area can help galvanize a community around redevelopment.

More than 200 people from Washington State and other parts of the country attended the conference, which was sponsored by the Energy Outreach Center and the Puget Sound Regional Council, as well as dozens of other supporters and contributors (a complete list of sponsors is in the appendix of this report).

The conference focused on what makes redevelopment work, and featured provocative speakers, presentations, and hands-on work sessions aimed at overcoming barriers to successful redevelopment. A walking tour of Tacoma’s revitalized downtown and a visual feast of case studies at the conference offered participants real-world proof that redevelopment, though difficult, can succeed.

Trends in “new urbanism” that recall the walkable, convenient, friendly neighborhoods common in American cities in the first half of this century were a frequent topic of discussion, as participants stressed the importance of looking to the past to find models for good urban design.

“I’m not saying we should repeat the past, but we should actively learn from it,” said Harrison Rue, a community planner and educator based in Florida. Using a community’s “historic fragments” can create authentic redevelopment linked to a community’s past and a “sense of place” that is absent in typical urban and suburban sprawl development.

Convincing developers and lenders to invest in urban redevelopment projects is particularly challenging, since many prefer “greenfield” development on the suburban fringe to dealing with the complexities involved in redevelopment.

“Developers are not altruists,” said Sandy Desner, a developer and principal of Deskoba, Inc. in Olympia, noting that increased building requirements for seismic upgrades, energy efficiency, accessibility for the disabled, as well as a more complex “regulatory matrix” created by the Growth Management Act, all affect the economic costs of projects. The public sector can encourage redevelopment by investing in infrastructure and amenities. Ultimately, however, the project must be profitable if it is to be successful, with a rate of return relative to the risk involved.

Rates of return aren't the only issues that come up in redevelopment, especially when an area is perceived as a "bad neighborhood." Rich Juarez, who has been involved in redeveloping San Diego's Barrio Logan neighborhood, expressed his frustration that major supermarkets are still afraid to move into the neighborhood, which in turn affects whether lenders will approve financing for a new commercial center.

The Barrio Logan example underscored the importance of community energy in making redevelopment projects work. Despite lack of support from the private sector, city officials, and financial institutions, the residents of Barrio Logan have begun to transform their neighborhood by building affordable housing, a community health center, and a permanent school.

A number of speakers provided additional examples of "citizen-led" planning efforts, and offered insights into how to build community support for redevelopment. "Involvement should start before any line is drawn, so the community shapes the project, rather than just choosing from pre-packaged options," Pyatok said.

In addition to investing in public infrastructure, methods for promoting private investment discussed at the conference included streamlining regulations, fast-tracking permit processes in targeted areas, equalizing impact fees among jurisdictions, and providing financial incentives or disincentives supportive of redevelopment.

Current zoning laws and other requirements were much-maligned in the discussion, and many conference participants said it was time for serious reform, especially with regard to parking requirements. Cities often require too much parking, which takes a great deal of land and discourages pedestrians and transit. Also, in lower income areas, where more people rely on transit, it doesn't make sense to require a lot of parking.

Mark Hinshaw, an architect and Seattle Times columnist, suggested a novel approach to zoning: do the opposite. For example, instead of maximum building heights, require minimum heights; instead of minimum parking requirements, establish maximum parking ratios; instead of minimum setbacks, have maximum setbacks; and instead of maximum densities, set minimum densities.

The final day was devoted to hands-on work sessions, in which participants discussed barriers to redevelopment and generated possible approaches to move redevelopment forward (see page 31 for summaries of these sessions). A few of the ideas that surfaced included:

- taking action to allow tax increment financing in Washington State. Tax increment financing allows local governments to invest money in an area to spur private development; that investment is then recouped by the increased tax revenues from the development. Though allowed in many states, it is constitutionally prohibited in Washington.
- using impact fees to pay for public transportation.
- creating a "level playing field" among jurisdictions through consistent parking, design and permit review processes.

- using meaningful community input and detailed graphics to create a “vision” of a potential redevelopment area that is attractive to investors and community leaders.
- using more detailed “sub-area” plans such as are already in use in Vancouver B.C. and Oregon.
- establishing design review boards as “keepers of the community vision.”
- understanding the importance of broad community support.

Participants agreed that redevelopment can be a long, difficult process. Redmond Planning Director Roberta Lewandowski urged patience: “The towns we love weren’t built during a single generation — only the ones we’re trying to transform were.”



## INTRODUCTION

The Redevelopment for Livable Communities conference kicked off with a walking tour on the afternoon of Tuesday, May 27. Participants saw first-hand the renaissance of downtown Tacoma's redevelopment area, including the Broadway Theater District, Union Station and federal courthouse, the University of Washington branch campus now under construction, and the Thea Foss Waterway project. The last stop on the walking tour was the new Washington History Museum, for an opening reception.

The conference agenda on Wednesday, May 28, was packed with presentations and case studies by experts from around the country who shared their ideas about key factors in successful redevelopment programs. After welcoming remarks by Moderator Mark Hinshaw, Tacoma Mayor Brian Ebersole, and Regional Council President Dave Russell, participants heard a keynote address by Judy Corbett, Executive Director of the California Local Government Commission.

The rest of the morning was devoted to panel presentations and discussion of four themes for successful redevelopment: community support, environment and design, mixed use and housing, and finance. During lunch, Doug Porter, Executive Director of the Growth Management Institute, spoke on infrastructure and redevelopment, taking a hard look at current research on the relationship of density to the costs of development and infrastructure. In the afternoon, speakers presented four case studies: Barrio Logan (San Diego), Downtown Wenatchee, the State-Thomas Neighborhood (Dallas), and Sinclair Landing (Bremerton). The full day was capped off with a comprehensive slide-show presentation during dinner on the history of Tacoma's redevelopment efforts by Tacoma Planning Director Juli Wilkerson.

The final day was devoted to smaller work sessions centered around five "implementation issue areas": *federal and state legislative changes; local planning, codes, and procedures changes; community education and involvement; promoting private investment in mixed use and housing; and promoting public investment to support redevelopment*. The sessions offered opportunities to draw on the knowledge and expertise of all conference participants, to come up with some possible approaches to issues stalling redevelopment. During lunch, Harrison Rue, a community planner and educator based in Florida, shared often humorous insights and guiding principles for community involvement gleaned from conducting Citizen Planner training. A final afternoon discussion attempted to pull together the ideas generated in the morning work sessions.

The following are summaries of key themes presented by speakers and other participants at the conference; detailed reports on each work session begin on page 31. The appendix includes conference speaker biographies, a list of sponsors, and a recommended reading list. Note that the written summaries present only "half the story," since many of the speakers made extensive use of slides and other graphics for the case studies and to illustrate design concepts. Contact information is listed along with each speaker biography in the appendix, for those interested in further details on any of the projects mentioned in this report.

## Conference Welcome

**MARK HINSHAW** • *Moderator, FAIA, AICP*

The long winding road can be less stressful, more interesting, and probably can get you to the same place at the same time, though you just may have to smell some manure along the way. The three-legged stool of redevelopment includes economic feasibility, sustainability (protecting and respecting the environment) and sociability — communities that are designed for people to interact with each other. Too many communities try to deal with just one or two legs. The stool tips over, and you're in the manure.

**BRIAN EBERSOLE** • *Mayor, City of Tacoma*

A total of \$400 million in public funds has been invested in Tacoma over the last 10 years, for three reasons: to enhance neighborhoods, to promote economic development, and for public safety. Good design is not just improving buildings and the physical environment, but also can affect the way people behave, creating a more social fabric in which people enrich each other — a stark contrast to the current trend toward gated communities that keep people away from each other. We need to listen to the people who know what good design can do, and don't give it up to the people with no imagination or vision. With a little imagination, we can make our cities and rural communities more livable.

**DAVE RUSSELL** • *Councilmember, City of Kirkland*  
*President, Puget Sound Regional Council*

The rediscovery of the Pacific Northwest adds urgency to redevelopment efforts. In the next 20 years, another million people will live here — the equivalent of two Seattles. The question is: where are we going to put them? The rules have got to change. There's an abundance of land and an abundance of opportunity out there — and an abundance of great plans. But plans and policies don't mean a thing without private investment, which really requires a knowledgeable public and public investments. We shouldn't shy away from copying each other, and we need to celebrate our successes so others can learn from them. There's a lot at stake — the alternative is a swarm of strip malls and parking lots.

## KEYNOTE ADDRESS: REDEVELOPMENT, AN OVERVIEW OF THE FUTURE

JUDY CORBETT • *Executive Director, California Local Government Commission*

We are indeed part of a revolution to change our vision of the American Dream and return to an updated version of traditional development patterns. People all around the country are rejecting the way we have been building our cities for the past 50 years, and are saying there must be a better way.

Since World War II, the American Dream has been a big house, on a big, isolated lot, and a big car — the bigger the better. But somehow we were blind to the totality of what we were building and what it would add up to, and the kind of lifestyle we were creating.

Now, 50 years later we see these building patterns have led to ugly suburban sprawl. For example, in Chicago, the developed area has grown by 46 percent, while population has increased only 4 percent. Cleveland expanded 33 percent, despite an 11 percent *decrease* in population. All of this adds up to more time spent in the car.

Do these numbers mean we're achieving the "manor house" ideal, with more green space around our homes? More and more land is being paved over for wider roads and bigger parking lots. And what seems to be the worst part of sprawl is an overwhelming feeling of loss of a sense of place.

One of most important books on the effects of sprawl is Myron Orfield's *Metropolitics*, which clearly documents that tax dollars are being drained from the inner core of cities to finance development on the fringe — the sprawl that we dislike so much.

But the tide has turned, and we're now talking about reviving our community cores and older neighborhoods, to perform "CPR on the very hearts of our communities." This conference is about working on the hearts of our communities. And our most valuable tool is partnerships.

One small example is the **R Street rail corridor in Sacramento**, one of the city's oldest neighborhoods. A new specific plan for a mixed use urban village was barely complete when a developer came in and wanted to knock down some of the old buildings and create the "crystal palace," a high-rise office building. The residents got very worried and came to the Local Government Commission for help. At the first meeting, the residents decided that they needed someone from the planning department, the redevelopment agency, and the city council to be involved. By the third meeting, it all started to come together. The redevelopment agency knew of some local builders who might be interested in building infill projects. The councilmember suggested the creation of a permit-free zone as an incentive to builders. The planning department offered to find some likely sites, where owners would be willing to sell or partner and they offered to perform some financial feasibility studies on the sites. We located a couple of developers from other states who were interested in doing larger housing projects. While the Local Government Commission had initially been viewed as the "experts" by the neighbors, all we really had to do was sit in the corner and watch. All it took was to "bring all the right people into the room."

*We're now talking about reviving our community cores and older neighborhoods, to perform CPR on the very hearts of our communities.*

— JUDY CORBETT

*The councilmember suggested the creation of a permit-free zone as an incentive to builders.*

— JUDY CORBETT

These kinds of success stories are everywhere. In **Hanford, Calif.**, local businesses voluntarily doubled their license fees to spur redevelopment through street and other improvements. The city also enacted an ordinance against leapfrog development, to support the redevelopment effort.

In **Pasadena**, the mayor took the lead in building support for a controversial city plan and involved hundreds of residents in the planning process. Voters eventually passed the plan with a 65 percent majority. The plan targeted areas where growth would be focused and increased densities in the older part of town, near the light-rail station.

Another example is the **Tower District of Fresno**, previously a sort of “dumpy” and deteriorating neighborhood. Redevelopment efforts began when a theatre opened in the neighborhood, followed by a new restaurant. Citizens asked the city for street improvements, and developed a plan to make the neighborhood the “cultural center” of the Fresno area, to upgrade housing, and make it more compact and walkable.

Other examples include **Mountain View, Calif.**, a traditionally “blue collar” area now experiencing a renaissance; and the **Uptown District of San Diego**, where residents helped design a new neighborhood of 500 people, connected by a traditional, walkable street grid, on the 14-acre site of an abandoned Sears store and parking lot. The neighborhood is now the site of one the first grocery stores with underground parking, and has enjoyed extraordinary economic success.



Over the next few days of the conference, you will be looking at a variety of strategies for making your existing communities better through large and small projects. The over-all purpose will be to improve your community, preserve your history, and create a sense of place. And when all is said and done, you’ll have helped your community become a more wonderful place to live — and a more wonderful place for Californians to visit.

## FOUR THEMES FOR SUCCESSFUL REDEVELOPMENT

MARK HINSHAW • *Moderator*

### Community Support

KRISTIE LANGLOW • *Principal, Langlow Associates, Inc. Seattle, Wash.*

Every situation, community, group of neighbors, is a different kind of challenge. No formula exists for creating community support for redevelopment — nothing's an absolute guarantee. The fact is that most people get involved in issues because they find something they're opposed to because it's easier to say no than yes. Apprehensiveness about change motivates participation; hope for new possibilities does not have the same cachet. The challenge is to find things people are going to say a resounding yes to — then to find ways to motivate citizens and foster useful participation.

I'm working with a Seattle neighborhood now that is in an interesting position: the city has given them actual dollars to create a neighborhood plan. For the most part, these folks are citizen activists who have gotten their energy from what they were opposed to, so now that the city is saying "tell us what you're in favor of," they're struggling. They are what I like to call "a neighborhood in search of themselves." But what has emerged from this lengthy, sometimes tedious process is agreement on the values expressed in the community's vision statement which gives them a common touchstone and is a motivator.

Chances are you're going to have to create a community of common interest and build that community by talking one on one. While we expect that a single community that can offer support already exists, it probably doesn't. You may need to create a community of common interest.

Hearings and other public discussions foster polarization. Building community requires dialogue, not traditional discussion or debate. Dialogue is about exploring possibilities in an environment that encourages thoughtful discussion and collaborative thinking.

Another important element is to define your story and tell it. The story of what a redevelopment project might accomplish will attract attention, approval and backers — both financial and political. When influential, visible individuals and groups with many separate interests come together as a community to support redevelopment, that agreement will serve as a magnet, capable of attracting additional advocates and resources. If you tell your story well, community support will come.

### Environment and Design

MICHAEL PYATOK • *Professor, University of Washington & Pyatok Associates, Oakland, Calif.*

You may not believe it, but this Brooklyn tenement — 100 units to the acre and located across the street from a three-story factory — was a wonderful environment in which to grow up. The neighborhood had affordable housing, jobs were plentiful, mass transit and shopping were available within walking distance, and the shops were locally owned. I know this for a fact because I spent the first 22 years of my life

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— KRISTIE LANGLOW

*Community participation in redevelopment is absolutely critical; involvement should start before any line is drawn, so the community shapes the project, rather than just choosing from pre-packaged options.*

— MICHAEL PYATOK

*The single most important policy shift that needs to happen is to totally re-examine your parking requirements, especially for affordable housing projects, where residents don't own 2.5 cars per unit.*

— MICHAEL PYATOK

living on the top floor of one of these buildings. Unfortunately, today these supports are gone: the jobs base is gone, mass transit is more expensive, the housing subsidy (rent control) is eroding, and the locally owned shops have disappeared because of mega stores.

Community participation in redevelopment is absolutely critical; involvement should start before any line is drawn, so the community shapes the project, rather than just choosing from pre-packaged options. Many non-profits are recognizing the importance of a holistic approach in developing housing. Usually, it's not just a housing problem, it's a jobs problem — so redevelopment should incorporate an economic development strategy. The single most important policy shift that needs to happen is to totally re-examine your parking requirements, especially for affordable housing projects, where residents don't own 2.5 cars per unit.

In East Oakland, we worked together with a joint venture between an Asian non-profit and an African-American non-profit to develop housing. Some of the features of the development included: a community center, child care, training programs, space for (formerly illegal) street vendors; and “inner sanctums” that provide residents a safe place to gather off the street. We also “pre-graffiti-ed” the buildings — incorporating a variety of artwork that establishes the identity of this very diverse neighborhood (none of the project's artwork or structures have been defaced by graffiti).

Economic development can also occur on a smaller level than traditional retail. There are numerous examples in this neighborhood of houses where residents use part of the space for home-based businesses. We're dealing in many cases with homesteads, not just homes, that take advantage of smaller economic opportunities that are especially important for recent immigrants. Although zoning often does not allow this, we have to make an effort to permit this kind of indigenous formation of entrepreneurs. We're now working with a non-profit to developing housing with space for home-based businesses, but still have to get the zoning approved.

A place we're putting some of these ideas to work is the Jingtowntown neighborhood, also in the Oakland area. The neighborhood was concerned that the Roadway company was planning to use a vacant lot as a storage yard for semi-trucks — a use that is not a job generator, and likely a pollution creator. Residents got together to develop an alternative, and after a two-year fight with the city to change zoning to allow both commercial and residential, a non-profit came in to develop housing for first-time homebuyers, at 50-60 percent of median income. The project is 25 units to the acre, and faces three auto-pedestrian courtyards. Each house has an “in-law suite” separate from the main living area, and a front room on the ground floor that can serve as a workplace for a home-based business. Also, the houses come with an unfinished attic which, if expanded, can provide more space as a family grows.

## Mixed Use and Housing

**ROBERTA LEWANDOWSKI** • *Planning Director, City of Redmond, Wash.*

Redmond's story is one of a car-oriented suburban city seeking to develop a downtown with a sense of place, some neighborhood commercial nodes, and places for all

generations to live. “Mixed use” is an important part of our transformation strategy: it allows the market to do what is hot at the time, and the word has a lot more community acceptance than, for example, “condos” or “multifamily.”

Redmond’s car-oriented downtown was built in the ‘50s and ‘60s — as Ralph Nader said of a certain car: “unsafe at any speed.” But the vision for downtown expressed by citizens has been very consistent: a downtown with historic district characteristics and a sense of place.

Our first “lucky break” was the YWCA Family Village, a homeless shelter located in downtown, which has become the most beloved building in town. It’s a mixed-use project with day care and offices on the first floor with housing above. The YWCA did a wonderful job of involving the community, so we didn’t get the typical reaction to a homeless shelter. Citizens are proud of how it looks and what the shelter does, and the project has proved 100 times over the power of a good example. The YWCA project helped inspire preservation of an old school building that would have been torn down and now is being turned into a community center.

The Lions Gate project is an experimental rental housing development downtown (200 units, 30 units/acre) that is now 100 percent occupied. Some of the units have home offices on the street that are a new way of mixing uses. Though not “affordable” (a large unit rents for about \$3000/month), the project’s occupancy rate shows that people do want to live in this kind of environment.

Another example is the Rivertrail project, townhouse condos adjacent to downtown built on vacant land. This project has been an important example for the city council — a city councilmember even moved in, and has attracted many “empty-nesters.” The condos are wildly popular on the market, though the neighbors still don’t like the development.

In another instance, for a small mixed-use project in an area zoned for residential, the developer wanted housing *or* office *or* retail. The city obliged, as long as the housing was located above, which showed people what you could do with a mixed-use project in the suburbs that included retail.

To make redevelopment successful, you need to retain flexibility, while staying true to the community’s vision. Redmond’s approach is to focus on design, not use, and downtown has a specific plan with lots of detail. We set up zoning as “predominant use” as opposed to exclusive use; for example, in a commercial area, we allow housing on the upper floors, and in a residential area, we allow offices if they’re designed to look residential. We also decreased setback requirements, and reduced parking requirements from 10 to 2 spaces per 1000 square feet. After we did this, every vacant space downtown was suddenly filled with a restaurant.

Public investment in infrastructure helps encourage private investment. Be clear about what you want with developers and use pictures — they usually don’t want any hassles and will do what you want. Also, we have one person in charge of downtown and that helps encourage the kinds of projects and design consistent with our vision. Get some good examples going that show people what’s possible. During “boom” times, get as much done as you can (don’t sit back) so you’re prepared for the inevitable economic downturn.

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— ROBERTA LEWANDOWSKI

Finally, a message to city councils, the public, and especially planners: take the long view. “The towns we love weren’t built during a single generation; only the ones we’re trying to transform were.”

## Finance

**SANDY DESNER** • *Principal, Deskoba, Inc. Olympia, Wash.*

I’m going to focus on economics, the market place, and how projects are financed, and have tailored this discussion to frame the issues surrounding redevelopment projects from the perspective of a small developer working within the smaller cities and communities of Washington State.

Why do redevelopment projects occur? The golden era of redevelopment (1976-1986) is over.

The revision of the federal tax code in 1986 took away incentives and tax credits for redevelopment, undercutting the primary financial incentive for historic preservation and/or redevelopment. The revisions limited the use of passive investment losses against ordinary income, and reduced the ability of investors to use Historic Investment Tax Credits. In fact, subsequent to the tax code changes of 1986, the National Park Service saw a decrease of 70 percent in the number of applications filed for Historic Tax Credit Projects.

While we’d like to think that developers are altruists, I think we all know better. Developers may pick a project because of a sense of community or social responsibility, but ultimately, the project must be profitable if it is to be successful, with a rate of return relative to the risk involved. If banks are paying a 5-6 percent return for federally insured investments, and good conservative mutual funds are paying 7-8 percent or better, then it’s going to be difficult to lure investment capital for a project that offers an 8 percent or lower return per annum, unless there are substantial other types of benefits, such as appreciation.

A number of other changes over the last 10 years have affected the environment for redevelopment projects. Projects must meet increased requirements for seismic upgrading of existing buildings, increased energy code requirements, increased accessibility for the disabled, and a general, overall increase in construction requirements within the Uniform Building Code. Each of these requirements carries an economic cost which must ultimately be paid for by someone — in most cases, the end user.

The Growth Management Act (GMA) also has created a regulatory matrix affecting all aspects of development. Many communities have adopted design review requirements, as well as requirements for reduced surface parking. Again, I’m not making any judgment of these requirements. Rather, I believe that each requirement, although it carries an economic cost for a project, will in the long run provide a better quality development and healthier community. However, these requirements do impact the economics of projects.

Part of what created the need for growth management was the rapid growth we’ve seen in most of our communities over the last 10-15 years. This growth has pushed up real

estate values. Today, the same partially vacant unrenovated building, which 10-15 years ago could have been bought for slightly more than land value, is nowhere to be found.

Now on top of all these other elements are impact fees. Developers benefited disproportionately prior to GMA and the advent of impact fees. They could develop projects where land was cheapest and regulation minimal, leaving cities to pay for extending infrastructure, schools, etc. Impact fees were supposed to equalize the playing field. However, this hasn't happened because certain rural counties were allowed to opt out of GMA requirements, and individual cities were allowed to set their own rates for impact fees.

Unfortunately, the current state of affairs doesn't favor redevelopment projects. For most developers, the economic incentive is not to change from the type of projects they are currently developing, but rather to seek out areas and niches where they can continue to do business as usual and continue to make a profit.

Ultimately, the difficulty from an economic perspective lies not in the project's cost as much as in what the end user is willing and able to pay. If an urban redevelopment project costs 15 percent more than a similar project built elsewhere, the end user must pay more or the developer must accept a lower return on investment.

Time itself is probably the most important step in redevelopment becoming the primary thrust of the development community. Over the next 7-10 years, the likelihood is that cheap land will disappear, and communities will equalize impact fees. In the meantime, we can take other steps to facilitate redevelopment. Most cities with impact fees have set rates based upon the type of proposed project use rather than on where the project is being built. Cities could instead charge reduced impact fees for building a project in an area where we want projects, rather than in an area that requires the extension of infrastructure. Another step is making design requirements for development in outlying areas similar to what a redevelopment project faces within an urban core. Requirements for buildings to front on the street, and to be pedestrian friendly, could well spell the end or substantial reduction for strip mall and big box store development.

## Panel Discussion

Moderator Mark Hinshaw suggested moving away from “numbers” with regard to density. People just naturally rise up in opposition to the “the D-word” — density. “Pick the number and it's always too dense,” but the number actually has nothing to do with quality of life, he said.

Hinshaw also suggested taking all of the existing zoning standards and doing exactly the opposite. Instead of maximum building heights, require minimum heights; instead of minimum parking requirements, establish maximum parking ratios; instead of minimum setbacks, have maximum setbacks; and instead of maximum densities, set minimum densities. All of this goes back to the 200 years of good development in this country; we don't have to go to Europe for good models, he said.

Michael Pyatok said that the “power of an image is extraordinary” in building support for well-designed redevelopment. He also said we're “over-requiring” for parking in

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— SANDY DESNER

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— SANDY DESNER

many instances, and predicted that in the future, automobiles will be regarded as negatively as tobacco is today; a second car will be the equivalent of second-hand smoke. The more difficult we make parking, the more pressure will be on people to change, he said. Desner agreed that parking requirements have negative effects on redevelopment, and said that parking can be a “psychological hurdle,” both for retailers and shoppers. The same people who don’t mind driving to a mall and walking long distances to get to a store won’t go to a shop downtown unless they can find a parking space in the same block as their destination, he said.

Ted Bradshaw, a member of the Shoreline Planning Commission, asked panel members for insights into why mixed-use hasn’t been more successful in Seattle, commenting that this experience has made developers leery about doing mixed-use in other areas of the region. Pyatok suggested that this was related to a design and policy issue. Many mixed-use projects have combined housing and retail, but Pyatok noted that many other kinds of uses besides retail could occupy the ground floor. Sandy Desner agreed, adding that Seattle has a high lease cost, which it makes it difficult for retailers to survive.

## INFRASTRUCTURE AND REDEVELOPMENT

**DOUG PORTER** • *Executive Director, Growth Management Institute*

Historically, Americans have practiced the art of throwaway cities, and “continue to show allegiance to sprawl.” Over the past 70 years, we have replaced virtually all the physical development that occurred prior to 1920.

Many forces impel people to move out to greener pastures; the urge to move to the countryside is an age-old phenomenon. One urban historian has quoted a clay tablet dating back to 539 B.C.: “Our property seems to me to be the most beautiful in the world. It is so close to Babylon that we enjoy all the advantages of the city, but when we come home we are away from all the noise and dust.”

Generations of planners have made the case that we can’t go on affording the infrastructure costs of sprawl. These costs need to be accounted for, so we can make the case to fellow citizens, voters and public decision-makers.

Trends in infrastructure investments have put stress on our traditional ways of funding facilities. The federal government is contributing less for infrastructure, and we’re relying more on state and local sources. We’re increasingly shifting infrastructure responsibilities to the private sector through impact fees. Special taxing districts and funding sources are being created, and we’re instituting more user fees. Services are becoming regionalized, which improves efficiency, but overlooks costs of serving different areas. Finally, standards are rising, for environmental reasons, or because we expect higher class facilities, such as libraries with the latest CDs and computers.

Most believe that intensive development can more efficiently provide services. However, we don’t know enough about this to be highly persuasive.

A 1970s study by the Real Estate Research Corporation, titled *Costs of Sprawl*, found that extending urban services to low-density development costs more than higher-density development. However, the study had major flaws: many of the costs were borne by the developer or resident, which didn’t affect the public sector budget. The study assumed the need for urban-level services in more rural areas, and there was no accounting for land cost differentials. The study didn’t take into account the different population characteristics for different housing types. For example, apartments had fewer students so had lower education costs. Finally, the study didn’t factor in revenues from those different development patterns that might compensate for costs.

Since the *Costs of Sprawl*, there have been a number of other studies less comprehensive in nature. In 1989, Jim Frank, from Florida State University, compared nine studies between 1955 and 1986, and concluded streets, sewers, water systems, storm drainage, and schools were the biggest ticket items. On average, low-density cost about \$35,000/unit, and up to \$92,000/unit if very low-density (1 unit/4 acres) and 10 miles from the main treatment center and employment. Moderate density (12 units/acre) cost \$24,000. If moderate density and in a central location, the costs are reduced to \$18,000.

Since Frank’s work, a number of fiscal impact studies have been used to evaluate fiscal costs and benefits of projects. One of the best known was carried out for the

*Over the past 70 years, we have replaced virtually all the physical development that occurred prior to 1920.*

— DOUG PORTER

New Jersey Development and Redevelopment Plan from 1991 to 1992, and compared “trend and plan scenarios.” The plan called for focusing growth in urban areas and limiting new growth in rural areas. The study found the plan would save \$1.3 billion over 20 years (a 10 percent savings).

A similar study was conducted for California’s Central Valley, which compared the fiscal impacts of two plans — low-density and compact density. The study found low density would result in a \$945 million annual loss after 45 years, while the compact development plan would mean \$217 million net revenue.

Both studies suggest fiscal benefits to compact development — perhaps not gigantic, but important nonetheless.

Another study by Bob Burchell and Paul Tischler, presented at the 1996 American Planning Association national conference, found that some infrastructure costs are not reflected in public budgets. Local road costs, which increase by 25 percent in sprawl development, are often built by developers. Water and sewer costs are reimbursed by raising rates. Also, capital costs usually represent only 10 percent of local budgets; the biggest costs by far are for operating costs.

In a working paper prepared for the Lincoln Institute of Land Policy, Burchell found that revenues generated by various categories of land use can offset costs. He found that some land uses usually generate a surplus of revenues, such as research office and business parks, industrial development, high-rise and garden apartments (1 bedroom or less), senior housing, garden condominiums (1-2 bedrooms), and open space lands.

Land uses that usually break even include: retail stores and shopping centers, townhouses (2-3 bedrooms), expensive single-family homes.

Land uses that generate net costs are all residential: townhouses (with 3+ bedrooms), inexpensive single-family homes, garden apartments with 3+ bedrooms, and mobile homes.

There are two reasons why some uses generate surpluses and others costs. Our current tax system favors the middle class who live in single-family homes. We tax industrial and business uses, and 1-2 person households to pay for public services for the rest of us.

Second, we subsidize education. Nationwide, education accounts for 40 percent of local government costs. Any land use that generates needs for educational services will result in more expenses than revenues.

So, single-family neighborhoods, mostly moderate to middle-income, require subsidies for public services and facilities, while apartments, businesses, townhouses — more intensive development that is more likely to cluster in built-up centers — generate surpluses under our taxing systems.

Beyond the question of immediate fiscal benefits, what are the long-term costs? Environmental concerns, such as extensive use of septic tanks and wells and dependence on cars, may offset fiscal benefits. What are the costs of disinvestment in existing areas? Can we afford to let public facilities continue to deteriorate?

It's clear that the infrastructure efficiency argument for urban restoration is only partly successful. We need to know more. It must be bolstered by other arguments, including air and water quality, social equity, and economic efficiency.

There was a book many years ago — *The City is the Frontier*. I like to think we're going back to that idea. The new frontier in community development is restoring cities.

*It's clear that the infrastructure efficiency argument for urban restoration is only partly successful. We need to know more. It must be bolstered by other arguments, including air and water quality, social equity, and economic efficiency.*

— DOUG PORTER



## SUCCESSFUL REDEVELOPMENT PROJECTS

### Barrio Logan, San Diego, Calif.

**RICH JUAREZ** • *Director of Community Development, MAAC Project*

Barrio Logan is located one and a half miles from downtown San Diego. Before the freeway came through, the area was a thriving commercial core for the Mexican-American community.

In the late 1960s and early 1970s, the construction of Interstate 5 and the Coronado Bay Bridge divided the neighborhood, leaving concrete pillars and dirt in its wake. Another major problem in the neighborhood was its zoning designation. Some of the area was zoned “M1,” which literally means anything was permitted. Other parts were zoned “M2,” which allowed almost anything, with the exception of a few really noxious uses — rendering plants, for example. The neighborhood was “junkyard central in San Diego.” The community did not have a permanent school because the school district, along with the planners, assumed that the neighborhood would become an industrial area and that everyone would move away.

But the community never surrendered: they organized in the early 1970s to protest a proposed highway patrol substation, occupying the property 24 hours a day for 12 days. This action eventually led to the creation of Chicano Park, where artists have painted world famous murals on the concrete pillars — “people come from all over the world to see them.” The spirit of the community is reflected in one of the murals: an Aztec prince put to death by Cortez because he refused to surrender. The creation of Chicano Park was the community saying, “Stop assuming we’re going to move away. This is our land; this is our neighborhood.”

In the mid-1970s, the City of San Diego sponsored the Barrio Logan Community Improvement Study. After extensive community meetings, the study made a number of recommendations to the city, one of which was to appoint a person to assist in rehabilitation efforts in Barrio Logan. Ten years after the plan, nothing was being done; a person to coordinate redevelopment efforts was never appointed because the city never really cared to do it.

But the community refused to give up. Different groups took on different projects; we took on the physical environment; others developed a community health center and a permanent school. The Mercado Apartments, a 144-unit affordable housing development, was completed in 1994. It was the first new residential development in the neighborhood in 50 years. Community services are incorporated into the project, including a child care center, community meeting facility, a social service office, and Head Start space. The \$12.3 million development was financed using a variety of sources, including a \$3 million permanent loan from Bank of America. The bank initially rejected the project (“the reaction was ‘in that neighborhood?’”), but now they are so proud of it — it’s in the middle of their brochure to show what a great job they do in inner city projects. They made a ton of money on it.

Redevelopment continues to be difficult, in part because the neighborhood is still “fighting the fears” of those in power. Another major project, the Mercado Commer-



*Different groups took on different projects; we took on the physical environment; others developed a community health center and a permanent school.*

— RICH JUAREZ

cial Center, has had difficulty getting financing because lenders are afraid of the neighborhood. They would trust us if a supermarket would guarantee a lease, but major supermarkets and other major credit tenants, such as Blockbuster and Hollywood Video, are afraid to come in. If they were banks, we'd call this redlining. So, we're creating our own grocery store focused on the needs of the local population that will offer Hispanic products that people can't get in traditional stores. The store will be designed to be a draw for people outside the neighborhood.

The redevelopment agency can guarantee the loan for the center, but legally they aren't allowed. All partners need to come together to change the financial system in terms of inner city economic development. We've done it with affordable housing; we need to do the same thing in retail and industrial development.

## **Wenatchee Downtown, Wenatchee, Wash.**

**ALLISON WILLIAMS** • *Executive Director, Wenatchee Downtown Association*

The City of Wenatchee is the commercial hub for the surrounding, predominately agricultural, area, and has a population of about 22,000 in the city itself and 50,000 in the greater Wenatchee area. So far, our downtown redevelopment has attracted \$6 million in private investment, along with \$22 million in public investment.

Before our Streetscape Project, downtown Wenatchee was very auto-oriented, with wide streets, reflecting the fact that a state highway used to go through downtown. Through the Streetscape Project, we've narrowed streets, added brick pavers, tree grates, and flower baskets. Local property owners taxed themselves through a Local Improvement District (LID) to finance the project. Like many things in Wenatchee, the project was controversial at first, but people liked it once it was built and they saw the results. We also completed a 14-mile loop trail system that connects downtown to the river.

The "Main Street Approach" (a program of the National Trust for Historic Preservation) was an invaluable tool, and helped us understand that our redevelopment strategy had to include four elements: organization, promotion, design, and economic restructuring. As part of the Main Street program, a consultant came in, and helped the community realize that we had a history to uncover. To encourage downtown rehabilitation, we instituted two incentives: a low-interest loan program, and a certified local government program, which is a property tax abatement. It allows businesses that spend 25 percent of the building's value, minus land, on rehabilitation, to "top off" property taxes for 10 years. Buildings in the program are also put on the local register of historic places.

Throughout the redevelopment process, the city worked closely with local media to celebrate successes — for every grand opening, ribbon-cutting, or other event, we had a story in the newspaper. We worked in partnership with the North Central Washington Museum to identify and put up plaques at 21 historic sites around downtown, and formed a walking tour. The "Art on the Avenues" program features 24 pieces of loaned art on pedestals around the community for all to enjoy. Another of our partnerships is with our two-county bus system. They used ISTE funding to build a new multimodal transportation center, Columbia Station. The station will anchor

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— ALLISON WILLIAMS

mixed-use development in our warehouse district, located between the downtown core and the riverfront. Retail is fragile these days; businesses can go under easily, so it's very important to develop 24-hour life in the city.

The community's vision is to make downtown Wenatchee "the employment, arts, and cultural center for north central Washington." We're on the way, but the work never ends. Once the momentum starts, there are plenty more projects to do.

## State-Thomas Neighborhood, Dallas, Texas

**JOHN ALLUMS** • *Vice-President, Development, Columbus Realty Trust*

Land speculation in the '70s and '80s devastated State-Thomas, a neighborhood located within two miles of downtown Dallas. Speculators bought up land, bulldozed houses, expecting to build high-rise commercial development. But when the real estate market crashed, the area was left with a substantial amount of vacant land, and the neighborhood deteriorated. The crash of the '80s basically saved the neighborhood, redefining the "highest and best use" of the land. Previously, developers had planned commercial buildings, but the highest and best use turned out to be mixed-use, higher density housing close to downtown. The impetus for redevelopment began in the mid-'80s when local neighborhood activists developed a vision and plan for the neighborhood; our redevelopment projects are based on this plan.

Columbus Realty Trust — "contrarian developers who go where no one else goes" — began developing housing in the State-Thomas neighborhood in 1989. Columbus now is a publicly traded company that develops, constructs and manages projects, with the long-term perspective of an owner; we retain ownership for an average of about 15 years. The company focuses on new development and adaptive re-use on a large-scale, and recognizes that "old trends in development are best, and most authentic to the neighborhood." The core part of the company's strategy is to identify urban centers that have everything — jobs, entertainment, retail — except housing, then aggressively buy properties for high-density housing, and work with the city to create a high-quality pedestrian environment.

Steps for good redevelopment include establishing district boundaries with "portals," or signs that let you know you're entering the neighborhood; instituting design guidelines with neighborhood involvement; establishing a design review board to review proposed projects; creating a pedestrian orientation; and providing a mix of uses. Columbus doesn't do gated communities because we try to promote interaction, and encourage "eyes on the street." We don't have any surface parking for our projects; instead, we build elevated parking structures in the middle and surround them with apartments and courtyards.

I can't stress enough the importance of public investment in infrastructure. The City of Dallas initially provided \$3.8 million in seed money for infrastructure in State-Thomas; and we've formed a public-private partnership using tax increment financing to do streetscape improvements, including street trees, brick sidewalks, and tree grates. Also, through a Public Improvement District, business owners pay a 60-cent assessment per 100 square feet to maintain street trees and street lights.



*Steps for good redevelopment include establishing district boundaries with "portals," or signs that let you know you're entering the neighborhood; instituting design guidelines with neighborhood involvement; establishing a design review board to review proposed projects; creating a pedestrian orientation; and providing a mix of uses.*

— JOHN ALLUMS

*Good design also means reclaiming the history of the neighborhood.*

— JOHN ALLUMS

Good design also means reclaiming the history of the neighborhood. We named one street after a woman who was well known in the neighborhood, and conducted an archeological study at the site of one of our projects. We've also put a lot of energy into designing inner courtyards and other gathering spots off the street, to try to promote community. With space limitations, you have to capture space where you can, with a rooftop garden, for example. Also, remember that mixed use doesn't have to be just retail and housing; it can be "flex space," with a mix of retail, office, or residential.

## **Sinclair Landing, Bremerton, Washington**

**MARY McCLURE** • *Executive Director, Sinclair Landing Association*

One of the things we were asked to keep in mind as we were preparing our remarks was, "what if there's no money?" Sinclair Landing is very much the story of "what if there's no money?"

Bremerton has a long history of decline, with decreasing or stagnant population since World War II; the city is only now starting to grow, but much slower than the rest of the region. Yet Bremerton is designated as an urban center for Kitsap County, so there is tremendous impetus to "do something" in downtown Bremerton.

Most of downtown has been in the hands of a few families who have not reinvested in downtown commercial redevelopment. The opening of Kitsap Mall in 1985 in Silverdale stripped downtown of much of its retail vitality, as many anchor tenants relocated to the mall. Two-thirds of the homes in Bremerton are owned by absentee landlords, and the city has a significant transient population due to the Navy base. The Navy presence also means the city lacks an important tax base.

But there are positive signs that downtown is turning the corner. The Pendergast regional sports facility, which brings regional youth sports teams to the area, opened in 1995; the Gold Mountain golf course opened in 1996; the Sinclair Landing permit was issued in 1997; and in July 1997, Pope Resources will break ground on a new industrial complex in downtown Bremerton. In August of this year, we'll break ground on the Bremerton Transportation Center; in 1998, the commercial element of Sinclair Landing will begin construction; and the grand opening is scheduled for April 2000.



The Sinclair Landing plan is to reorient downtown to the waterfront, build a new multimodal transportation center, and introduce a mix of uses to the surrounding area, including retail, commercial, residential, and entertainment. The retail concept for the project is unusual: two-thirds of the space on the ground floor will be for high-end factory outlet stores.

The project has a complex organization, with many partners, including the Fletcher Wright Design Team, the Washington State Department of Transportation, Kitsap County, the City of Bremerton, Kitsap Transit, and the Port of Bremerton. The

Sinclair Landing Association, a non-profit corporation, was established as the vehicle for the public-private partnering. The Board of Directors for the Association includes community leaders from Bremerton, and the “Directors of Counsel” — non-voting members of the board — include representatives from the port, city, county, and Kitsap Transit, allowing for a constant interface with the public agencies.

The structure of the deal is also complex. About \$45 million in public investment will pay for the transportation center, parking garages, open space and pedestrian plazas, the ground connection to the state highway system, and ferry system upgrades. A total of \$112 million in private investment includes “commuter” retail space in the transportation center, neighborhood retail, commercial offices, a movie theater, residential units, day care, restaurants, and a health club.

A Business Improvement District will pay for common open space areas. The developer will build the parking garages, which will be sold back to the city after a year of operation, in an informal tax-increment scheme.

Funding for the transportation center comes from a variety of sources: 15 percent local, 21 percent state, 34 percent federal, and 11 percent from the private sector, for the commuter retail building. Twenty percent is still undetermined, but we anticipate a significant chunk will come from Kitsap Transit or Washington State Ferries. Finding the money has been an all-consuming task — all state and federal money has tremendous strings attached in terms of design/build contracts.

Land costs are a big issue in any downtown redevelopment. Our approach is to share the costs of land between the municipal parking garage and the retail space built on top of the garage. In some instances, we’re building multiple stories, reducing the per square foot costs even more.

There is an enormous amount of creativity out there among developers. But expect “value clashes” between developers and the public sector. With regard to timing and scheduling, planners tend to work forward, while a developer works back from opening day. Typically, the maximum amount of time developers will allow a commitment to “sit” before a project opens is 18 months. And, while elected officials want certainty in project definition, the reality is that developers can’t know the exact retail mix so far in advance. Elected officials and public agencies need and expect information on which to base their decisions, while developers more often do deals based on a handshake — “trust me vs. show me.”

*Our approach is to share the costs of land between the municipal parking garage and the retail space built on top of the garage. In some instances, we’re building multiple stories, reducing the per square foot costs even more.*

— MARY McCLURE



## THE TACOMA REDEVELOPMENT STORY

**JULI WILKERSON** • *Director, Planning and Development Services, City of Tacoma*

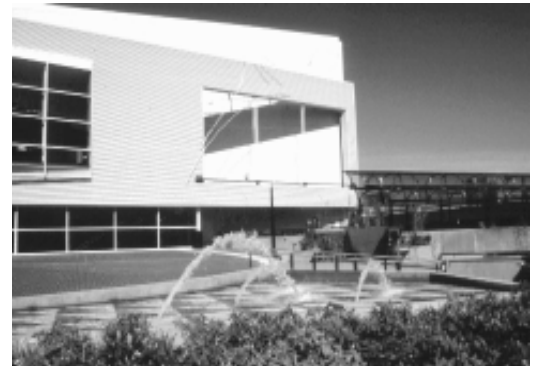
We are experiencing the reinvention of Tacoma. We don't want to be Seattle or Portland, and no longer need to apologize or be embarrassed about our city.

Tacoma is in the right place at the right time, with market trends starting to favor reinvestment in city centers. Tacoma still has relatively cheap land and low lease rates. A typical space downtown is \$8-14/square foot; in Seattle or Portland, the cost is \$14-24/square foot. We also have a growing reputation as a good place for business.

I call Tacoma's approach to redevelopment "21 steps to the 21st century." The first step is to get organized — look at what we have and build from there. The next step is to have a vision. The city's adopted vision is to be "recognized as a livable, progressive international city regarded for the richness of its multicultural population and natural setting." The building blocks of this vision are: cultural and historic resources; natural resources; economic resources; and people resources.

Our rich cultural and heritage resources are a key to redevelopment. Today, three city-owned theaters anchor the Broadway Theater District.

Arts as a strategy for urban renewal began with the restoration of the Pantages Theater, which reopened in 1983. The Pantages restoration inspired the refurbishment of the Rialto, a smaller theater half a block from the Pantages in 1991, and the new construction of the Theater on the Square. Theater Square Park, a popular gathering spot and outdoor performance area, was built on the rooftop of Pierce Transit's bus turnaround facility. The city purchased the air rights of the garage which allowed for the construction of the Theater on the Square and the public park. Beginning this summer, outdoor movies will be shown at night on a wall of the old Woolworth's building.



Other features of the Broadway Theater District include galleries, a children's museum, boutiques, art studios, public art works, and "antique row," a two-block area with antique dealers, restaurants, and second-hand stores. A large multiplex movie theater is also proposed for the area. The city has enacted a controversial zoning ordinance which restricts movie theaters larger than six screens to the downtown area as an economic incentive.

In other parts of downtown, we've found that many older buildings are being abandoned because of the high costs of redevelopment, so this year we went to the legislature for help. The Urban Stabilization Act would allow cities to use the incremental increase in excise taxes as a result of development within a district to fund improvements. We were unsuccessful this year, but will be returning again next year.

The restoration of Union Station symbolizes the new vitality of downtown. It was restored as part of a new federal courthouse adjacent to the north wing. Completed in 1992, the \$57 million project was a partnership between the federal government, the state, city and citizens, and was cited as one of the best in the United States by the National Trust for Historic Preservation. The city's share of the cost was \$11.8 million.

*The city has enacted a controversial zoning ordinance which restricts movie theaters larger than six screens to the downtown area as an economic incentive.*

— JULI WILKERSON



The rotunda of Union Station exhibits glass art by Tacoma native Dale Chihuly. Chihuly’s art is behind two other major redevelopment projects in the district: a pedestrian bridge with five glass and steel pavilions that will display Chihuly’s glass sculptures and will connect the downtown to the adjacent Thea Foss Waterway, and a proposed privately funded International Glass Museum on the Foss Waterway adjacent to the waterfront side of the glass bridge.

The new Washington State History Museum opened last August adjacent to Union Station. The \$41 million structure is built on 2.5 acres of city-owned land.

*The Urban Stabilization Act would allow cities to use the incremental increase in excise taxes as a result of development within a district to fund improvements.*

— JULI WILKERSON

A new University of Washington branch campus is located across the street from the courthouse and museum. The first phase — a 10-block urban campus — will open this September. The first phase cost is \$29 million.

In the fall, Tacoma will be the site for an intensive planning workshop — the Regional Urban Design Assistance Team (R/UDAT) — sponsored by the American Institute of Architects. This team will study an underdeveloped area in the heart of downtown.

The city’s natural resources also play a big part in our redevelopment efforts. The many miles of shoreline are a primary focus of redevelopment especially in the downtown. The city is working in partnership with the Environmental Protection Agency, the state Department of Ecology, and other regulatory agencies to clean up past contamination of the Thea Foss waterway. A public development authority formed earlier this year to oversee development and management of public properties in the waterfront area.

We also continued to capitalize on one of our other natural resources — our naturally deep harbor. The Port of Tacoma is the sixth largest container port in U.S., and ranks in the top 25 for worldwide container trade. To accommodate today’s larger ships, the city, port and the Puyallup Tribe negotiated a deal to widen the waterway and build a new cross-waterway bridge (SR-509) which didn’t interfere with shipping. The new highway cost \$163 million, and the bridge \$21 million. Hyundai Merchant Marine recently announced it would relocate from Seattle. The agreement for the new road also provided the Puyallup Tribe with waterfront land for a new \$21 million stationary riverfront casino.

Another environmental project is the cleanup of the old ASARCO (American Smelting and Refining Company) site. ASARCO formed a partnership with the City of Tacoma, the City of Ruston, and the Metropolitan Park District to work with the EPA to develop a plan. This January, an agreement with EPA was approved which will allow contaminated soils to be capped on site, saving \$60 million in clean-up costs. The estimated completion of clearing and cleanup is 2003.

As for our economic resources, Tacoma has taken several steps to ensure that our businesses remain competitive. The city’s electrical utility will build a fiber optic network citywide. Tacoma’s downtown, port and adjacent neighborhoods have been designated an empowerment zone by federal and state governments. One of the first projects of the new regional transit system will be a commuter rail link offering two-



way rush service between downtown Tacoma and downtown Seattle. In addition, the Regional Transit Authority will construct an 1.5-mile light rail link between the Tacoma Dome and the downtown core. Pierce Transit, the city and the business district are working to transform the area surrounding the Tacoma Dome into a transportation hub and mixed use neighborhood.

The “Train to the Mountain” is another project that is intended to capitalize on the area’s natural and economic resources. With an abandoned rail line donated by the Weyerhaeuser Company, the city envisions creating a 67-mile excursion ride from downtown Tacoma to Mt. Rainier National Park. Also, freight service is already operation and provides a much-needed link to southeast communities and businesses.

The most important component of a city is its people. When we looked at rebuilding our city, we knew we needed partners. Both citizen-led neighborhood councils and business district organizations have been important partners. Also, Pierce Transit has been a partner in both projects and planning. Last year Tacoma adopted new zoning regulations to support transit-friendly mixed use design in 15 centers in the city.

Public dollars are the catalyst for private investment. The public sector has invested over \$400 million in the last 10 years and we’re now starting to see some results. Some executives from Frank Russell, a pension management firm, are leading an effort to establish an International Services Zone that would feature streamlined regulations, tax benefits and incentives for qualifying businesses.

Also, housing is returning to downtown. In 1995, we successfully changed state law to provide a 10-year property tax exemption for new multifamily development or rehabilitation in the downtown and other urban centers. In the first year, we had 300 new units (\$14 million investment); and another 280 units this year (\$12 million).

Retention is more important than recruitment. Ninety percent of your downtown is already there doing business. Take a look around and remember to find a place for those who already have made an investment.

*In 1995, we successfully changed state law to provide a 10-year property tax exemption for new multifamily development or rehabilitation in the downtown and other urban centers.*

— JULI WILKERSON



## MAKING IT WORK: THE FIRST STEPS

**HARRISON RUE** • Director, Citizen Planner Institute, Miami, Florida

Some of the things we know it takes to make redevelopment work are: people, place, problem, purpose, process, partnership, participation, principles, planning, play, persistence, patience, prayer, power, purse, publicity, project, and priorities. Instead of a list, this is actually a circle of “doors” — you can gain entry through most any, but you usually can’t leave any of these out.

It starts out with people, and making places for people. Sometimes the place itself is the problem, and at times these problems seem insurmountable. In many cases, we’ve ended up with relentlessly tacky places that don’t work for people. Issues are different for each place. In a small town, it might be preserving the last piece of farmland left in town. In Tallahassee, a place that might be a wonderful park downtown is instead poisoned with hazardous waste.

By choice, I only work in existing downtowns instead of new development. We’ve got enough room in our existing cities — unfortunately, it’s much harder to develop these areas.

How do we get people more involved in making their places? We can’t continue to blame the traffic engineers, and it’s not just the job of planners and builders. We should concentrate our efforts to develop workable, efficient processes that gather community input. The key is to try to get everyone involved; if people are missing, the people who do come need to “sell” the project to their neighbors.

Involving citizens includes educating them about basic principles, involving them in a design charette, and getting them excited about their history. The principles of good redevelopment are pretty simple. Citizen Planner workshops recognize that “the neighbors know best”; they are the experts on their own neighborhood and its problems. Another principal is, as Albert Einstein once said, “The problems we have created cannot be solved with the same thinking that created them.” If we’re making our societal decisions on the basis of trends, we can be 100 percent sure that we are making the wrong decisions. The car was originally marketed as something that would reduce pollution (from livestock on roads) — we missed that one.

To make the change, we can’t build on the trends. We should look to the past and find places that were designed to govern people’s behavior. Well-designed places include a defined center and defined edges that relate themselves to the natural environment, meaning that if you ask somebody to meet you downtown, they know where to go. Don’t lose the “eyes on the street” by putting walls around communities. Create “outdoor rooms,” and look for historic fragments and build around them. I’m not saying we should repeat the past, but we should actively learn from it.

Pick one place to be a model project. In South Miami, the neighborhood purposely chose one block that was visible from the freeway as a model project. The city built the infrastructure; the Rotary Club paid for the benches and street trees; and bricks for the sidewalks (with people’s names on them) were paid for through private donations.

Heighten people’s awareness of a place by the way you design it. Instead of worrying about zoning and uses, just build it right — a structure in the right place can be used for anything over time.

*Well-designed places include a defined center and defined edges that relate themselves to the natural environment, meaning that if you ask somebody to meet you downtown, they know where to go.*

— HARRISON RUE



# SUMMARY OF “ISSUES TO ADDRESS” SESSIONS

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## Tackling Redevelopment Issues: An Overview of the Work Sessions

The focus of Thursday’s agenda was on providing opportunities for conference participants to talk together about the barriers and issues they must address in their own redevelopment work. Wednesday afternoon each participant had been asked to identify the single most serious issue or barrier that needed to be dealt with to improve redevelopment programs. These issues had to fall within five “implementation issue areas”:

1. Federal and State Legislative Changes
2. Local Planning, Codes, & Procedures Changes
3. Community Education and Involvement
4. Promoting Private Investment: Priority — Mixed-Use and Housing
5. Promoting Public Investment to Support Redevelopment

Overnight the issues identified were consolidated into sets of eight to 10 issues per implementation issue area and a worksheet was prepared for each issue.

Thursday morning conference participants met in five breakout rooms, one for each implementation issue area. Each room had a facilitator, recorder, and three or four “resource panelists” to assist with group deliberations. The resource panelists were experts drawn from various disciplines key to the implementation issue area.<sup>1</sup> They were invited to (a) introduce the issue area and informally discuss the issues that had been identified; (b) work with participants to identify possible ideas communities could use to address these issues, and (c) help participants summarize the approach they would recommend communities consider for dealing with that particular issue area.

Thursday afternoon the five breakout groups reported on their findings. This was followed by round-table discussions with mixed groups of participants.<sup>2</sup> At the tables, participants were asked to discuss what common themes had emerged in the five morning breakout groups and what ideas they could synthesize from those common points. Each table reported on its discussion, wrapping up the “issues to address” portion of the agenda.

### Evaluation

From the standpoint of the conference organizers, the issues-to-address sessions, an experiment, worked remarkably well. A large number of participants, most of whom were strangers to each other, worked together productively on a set of very complex issues. While the outcomes might not be as sophisticated as some might wish, the ideas will be worth examining by communities tackling the complex issues that are affecting the initiation or conduct of a redevelopment effort.

Some of the problems participants encountered were:

- Differing levels of expertise and experience;
- Differing degrees of engagement on the parts of both participants and resource panelists;
- Confusion as to session process and the expected outcomes; and
- An overly complex process.

<sup>1</sup> A list of resource panelists follows this section of the conference report.

<sup>2</sup> Participants had been asked to be sure someone from each of the five morning groups was at their tables. They were also asked to sit with people they had not worked with in the morning.

## Key Ideas

While each work group developed recommendations focused on particular redevelopment barriers, a number of ideas and broad themes emerged in all discussions. These included the need for early public involvement to establish and maintain a vision for a redevelopment project, providing a variety of means for communication and participation to ensure broad community input, and building support by publicizing urban redevelopment successes.

Participants agreed that a redevelopment plan should come from the “bottom up” rather than top-down, and must engage the community at all levels, and that the redevelopment vision should be one that can be articulated to lenders, city officials, and other interests.

With regard to regulatory reform, many participants suggested coordinating permit review processes, impact fees, and other regulations among jurisdictions, streamlining regulatory processes, and instituting more flexible parking standards. The groups also noted that public investment in infrastructure is a key element in attracting private investment.

### Specific ideas and recommendations included:

- amending the state constitution to allow lending of credit, targeted to redevelopment.
- prioritizing state transportation, school, and housing funding to support center development.
- establishing “location-efficient mortgages” that offer more borrowing power for buyers of homes in areas where concentration of transit and other services reduce personal spending on transportation.
- allowing eastern and western Washington to each establish their own policies and priorities for transportation funding.
- establishing a two-tier permit process: an expedited process for projects that follow codes and design guidelines exactly, and a second flexible process that would allow development beyond “the prescriptive option.”
- using subarea or smaller plans to fulfill SEPA and other requirements, eliminating the need for each project within that subarea to go through the process separately.
- using design review boards as “keepers of the vision” and using “visual codes” to integrate design into regulations.
- using a neutral facilitator to help a community develop a project vision.
- providing opportunities for small start-up businesses in redevelopment areas through farmers markets and festivals.
- providing incentives, such as density bonuses, for developers who maintain affordable rents, to help offset gentrification.

The following are summaries of the work session discussions. The summaries were compiled from issue-specific work sheets prepared by the participants, notes kept by recorders, and flip chart “reports” prepared by each group. The summaries have been reviewed and corrected by the work session facilitators.

## ISSUE AREA I: CHANGING FEDERAL AND STATE LEGISLATION

### Issue Area Description:

Local government, and by extension, the private sector, is enabled or constrained in what it does by state and federal legislation. Communities carrying out redevelopment programs may need legislative changes to reflect changing conditions and new priorities. In particular, state and federal regulations play a large role in determining local government's taxing authority and how local tax revenues can and cannot be used for redevelopment. State and federal regulations also play a large role in development of affordable housing. Continually resurfacing in the discussions of urban redevelopment was tax increment financing<sup>3</sup>, which plays a central role in redevelopment in other states but is prohibited under Washington State law.

### Key Ideas:

In general, the group felt that local redevelopment efforts would be more effective if state legislation could increase the funding base for transportation investments and focus more on funding multimodal transportation, while allowing different regions (i.e., eastern vs. western Washington) flexibility in setting funding priorities. The group developed key long-term and short-term strategies for legislative change. In the short term, the various interest groups involved need to work toward an adopted state policy that targets existing state funding in ways that support urban infill and redevelopment. All state funding sources should be evaluated, and particular focus should be given to transportation, education, capital facilities, and housing funding sources. In the long term, state legislation — including the state constitution — needs to be changed so that government can “lend credit” and “give gifts” that benefit private development partners when this is specifically targeted to a legitimate public redevelopment program. This, in effect, would open the door to allowing tax increment financing and other innovative techniques for encouraging redevelopment.

### Specific Issues Considered and Discussed:

#### A. How can state policy be changed so that more funding is directed to programs and incentives that support center development and redevelopment?

##### Discussion:

State funding can have a significant impact on how, where and when redevelopment occurs. This includes state transportation funding as well as other major state funding sources, such as funding for schools, affordable housing, and a broad range of capital facilities. Where there is flexibility, the state should consider the potential impacts on redevelopment and infill as a primary objective in the funding decisions they make.

##### Possible Ways to Address This Issue:

1. Prioritize state transportation, school, and housing funding to support development/redevelopment.

*The Land Use Study Commission and the Governor's Transportation Blue Ribbon Commission should lead the effort to reform legislation. Awareness efforts to the public and decision-makers of how tax dollars currently drive sprawl and how we*

<sup>3</sup> Tax increment financing allows a local government to make an investment in a specific area that will in turn spur private development, then recoup the cost of the investment (and make additional public improvements) using the new tax revenues generated by the private development for that specific area.

can “spend smarter.” A “catch phrase” is needed to promote the issue through the media. Jurisdictions doing good planning that are in need of infrastructure should be rewarded.

2. Establish “location-efficient mortgages” that offer more borrowing power for buyers of homes in areas where a concentration of transit and other services reduces personal spending on transportation.  
*Costs could be covered by state housing bond funds or state transportation funds. This could be advocated by a coalition of developers, home builders, realtors, local officials, utilities, and affordable housing advocates.*
3. Publicize urban redevelopment successes using tours, television, and other means.  
*This can be done by the Association of Washington Cities, League of Women Voters, and 1,000 Friends of Washington.*

**B. Can/should state laws be changed to make land assembly for redevelopment easier, for example by broadening condemnation powers or allowing cities to buy land and then resell it for private development?**

**Discussion:**

Small lot patterns, multiple ownerships, and financial feasibility often require that a number of parcels be acquired before a redevelopment project can even be considered. The difficulty of assembling land for infill projects can often be a major obstacle to redevelopment in urban areas. State laws which limit the potential for land assembly can be traced to the restrictions on lending state credit in the state constitution. Easing these restrictions could go a long way in improving opportunities for development in existing built-up urban areas.

**Possible Ways to Address This Issue:**

1. Amend the state constitution to remove prohibitions against public agencies lending credit to private parties, and add provisions authorizing land assembly/resale.  
*Cities, urban counties, and regional planning organizations could lead this effort.*
2. Establish a public education program to build support for legislative change.
3. Identify local and state elected representatives who are willing to lead a concerted effort necessary to amend the state constitution.

**C. Are there ways that state laws can be used to encourage neighboring jurisdictions to shape revenue and reduce competition for profitable land uses?**

**Discussion:**

Often, redevelopment projects do not occur because of competition between jurisdictions over tax revenues generated from commercial developments. There is little incentive for jurisdictions to work together to get the best possible projects. In addition, jurisdictions are often tempted to allow development in locations where it may be easy to develop but may not be the type of redevelopment project that the city really wants to encourage.

**Possible Ways to Address This Issue:**

1. State government could set up a “carrots and sticks” process to get local jurisdictions to share revenues.  
*This could involve additional tax options and flexibility in the ways tax revenues can be spent.*

**D. What legislative changes are needed to increase flexibility in how transportation funding is used?**

**Discussion:**

As discussed previously, state funding, especially transportation funding, can have a significant influence on the feasibility of urban redevelopment. In some cases, state agencies have limited flexibility on how funds are used because of restrictions under state law. Looking at these restrictions to allow more flexibility in state transportation funding may improve conditions for redevelopment projects in the future.

**Possible Ways to Address This Issue:**

1. Give more weight to building a multimodal transportation network than to accommodating single-occupant-vehicle travel.  
*The Association of Washington Cities and the Washington Association of Counties should be the lead advocates, and the effort should involve transportation advocacy groups, environmental groups, 1,000 Friends of Washington, progressive business groups, the State Department of Transportation, Washington State Transit Association, service clubs, and the Washington section of the American Planning Association. These groups should push for changes in prioritization of transportation funding in state legislation and by the State Department of Transportation, and should educate municipalities about legislative issues.*
2. Allow western and eastern Washington to each establish their own policies and priorities for transportation funding.  
*A coalition similar to that above should advocate for needed legislative change. In addition, ports, granges, farm bureaus, agricultural businesses, and freight industries should be involved.*
3. Expand “the pie” of taxes that support transportation funding, including gas tax, Motor Vehicle Excise Tax, impact fees, and local option funding.  
*A coalition that has the previously mentioned participants plus road construction and tourism representatives should take the lead. The focus should be on development of multimodal transportation systems and maintaining existing infrastructure.*

**E. What legislative changes are needed to help redistribute “hidden” public subsidies from auto and air travel to transit and passenger rail travel?**

**Discussion:**

Development of public transit and passenger rail facilities can be a catalyst for urban redevelopment projects. In addition, transit can help allow urban areas to grow while not suffering from traffic gridlock. Currently, public expenditures that benefit auto and air travel vastly exceed those for public transit or passenger rail. Investment in highways, in particular, has been the driving force behind suburban sprawl and the concurrent disinvestment in existing urban areas. Many of these expenditures are hidden or not fully understood. For instance, air transportation benefits financially from the federally funded air traffic control system and auto travel receives both federal and state funds beyond what is collected from transportation user fees (e.g., gas tax, Motor Vehicle Excise Tax). Narrowing the gap between the subsidies provided to these travel modes could improve the potential for redevelopment.

### **Possible Ways to Address This Issue:**

1. Public awareness on hidden costs/subsidies.  
*This might include a “buyer beware” notification to people who move to outlying areas, saying that roads won’t be improved, etc.*
2. Legislative changes that have road costs paid by user fees (in the form of gas taxes, tolls, etc.)

## **ISSUE AREA II: LOCAL PLANNING, CODES, AND PROCEDURES**

### **Issue Area Description:**

Redevelopment programs need detailed plans — a community may not have such a plan. Redevelopment requirements may run counter to many existing codes and regulations or project review procedures. What works for “new development” may not work for “redevelopment.” As a result, communities may need to rethink their planning processes, their zoning and design codes, and even the way they process permits.

### **Key Ideas:**

The project review process should be refined to include two tracks for redevelopment projects. One track should use flexible performance-based criteria; the other should use streamlined specific standards.

Develop subarea plans and/or specific strategies for redevelopment areas. These plans should include a vision for the area, objectives, and specific actions. SEPA requirements should also be addressed at this stage. The plan should be designed to provide direction for development proposals by addressing citizen-based objectives, infrastructure needs, procedures for additional environmental review, and possible models for action.

### **Specific Issues Discussed:**

#### **A. What should be the role of design in the regulatory process?**

##### **Discussion:**

Design is the visual quality that goes beyond basic function, and is integral to realizing the overall vision. It is crucial to have design guidelines to explain the vision.

##### **Possible Ways to Address This Issue:**

1. Use subarea or specific plans to implement the vision for the redevelopment area.  
*Vancouver, B.C., and Oregon use these detailed master plans to assure design that is appropriate for the project. They can be requested and can be done as a comprehensive plan’s specific area plan.*
2. Use the design review board as the keepers of the vision.  
*The vision is where character is established and is crucial to integrating design into a plan. Guidelines need to be used to explain the vision.*
3. Visual codes can be used to integrate design into regulations.  
*Visual codes use pictures to explain how design fits with code provisions — such codes cannot stand alone, but need some explanatory information. One option is*

to use a “menu approach” listing different design concepts that fit the regulations. Creative design should be allowed.

**B. In local development codes and regulations, how do you allow for flexibility while still ensuring quality and desirable redevelopment projects?**

**Discussion:**

Quality means well built, lasting, aesthetically pleasing; public needs and objectives should be satisfied. This means projects are consistent with subarea plans and the comprehensive plan. The project also must fit the site, match the already existing “fabric,” and add to the community.

How is flexibility achieved? Allowing for planned unit developments and variances; working with design review boards and planners; using performance standards. Diversity and change need to be allowed — listen to everybody about technology changes and changing needs. We need data to back up flexibility and justify it (e.g., parking data). Too much flexibility can be a problem — use minimum standards. Need to plan for unforeseen situations — unforeseen *solutions* should be allowed.

**Possible Ways to Address This Issue:**

1. Create a two-tiered approach to design standards and permitting procedures.
  - a. Use fairly restricted design standards for fast, expedited administrative project reviews.
  - b. Allow flexible, performance-based standards, but with a higher level of review.
2. Create very small districts with distinct guidelines that accommodate redevelopment.
3. Re-examine codes for new ways to handle fire and transportation to allow urban design that the municipality wants.

*Transportation has to be used in a rational manner in urban design, rather than dictating urban form the way the car has in the past.*
4. Develop “planned infrastructure” concepts to be used as private sector development incentives.

**C. How do we create a level playing field between jurisdictions concerning regulations?**

**Discussion:**

The objective here is to create inter-jurisdictional consistency to prevent developers from playing off between jurisdictions.

**Possible Ways to Address This Issue:**

1. Create a cooperative attitude between neighbors to encourage area-wide targets and goals.

*Regional governments can help local governments discuss common issues and develop consistent regulations relating to the Growth Management Act, minimum densities, big box retail, etc.*
2. Create consistent parking standards and consistent fire access and street design standards.

*Public works departments can work together to create common standards to level the costs of infrastructure that developers pay.*
3. Create consistent permit review processes that are predictable, but allow flexibility to meet unique conditions.

**D. How can the project review process be streamlined and still ensure quality development and redevelopment?**

**Discussion:**

The key is having good standards, based on the community's vision, which can form the basis for the reviews. Using visuals and lots of dialogue can help ensure standards are met.

**Possible Ways to Address This Issue:**

1. Create staff resource pools to provide adequate staffing to monitor reviews.  
*Using resource pools allows a jurisdiction to manage fluctuations in review volumes.*
2. Use subarea plans/specific plans, based on the vision, that include regulations for projects and only trigger reviews if performance falls below established performance standards.  
*It is important to coordinate the vision and plans with partners early to start consensus building.*
3. Allow two review "paths": one, based on set criteria, that is streamlined; the other, based on performance-based triggers, that allows more flexibility, requires negotiations, and may be more customized.
4. Use "planned-action" SEPA up-front to reduce project level SEPA requirements and speed up project reviews.

**E. What changes could be made to regulations to minimize negative impacts of parking?**

**Discussion:**

Current parking standards often work against the redevelopment of buildings and areas that were developed before current codes were put on the books. Often, the current standards for parking cannot be met or pose serious problems for redevelopment.

**Possible Ways to Address This Issue:**

1. Use different strategies for different situations, depending upon transit access, etc., and as determined by a needs analysis process. Avoid rigidity of rigid minimum/maximum standards.  
*The city should take the lead, but involve city departments, developers, citizens. This could be a role for the planning commission.*
2. Use a cohesive, coordinated parking plan that allows conditional uses (like Portland) and emphasizes the parking management function of the city.  
*The city should take the lead with regulations based on the Commute Trip Reduction Act and provide incentives to reduce the need for parking.*

**F. How can public transportation amenities be effectively integrated into local codes?**

**Discussion:**

Redevelopment projects may be located in areas where public transportation is readily available. Development codes should take advantage of the opportunity for providing access to these areas with transit and nonmotorized transportation.

**Possible Ways to Address This Issue:**

1. Create an interconnected street and sidewalk system.  
*Promote creation of pedestrian path cut-throughs between buildings to access vanpool and transit stops. Require sidewalks on both sides of streets and require that property owners maintain them. Promote development of alleys to give pedestrians a choice of routes. Require bicycle lanes in street improvement projects and bicycle parking and showers for larger businesses. Bike parking should also be required for higher residential densities*
2. Use impact fees to provide for public transportation facilities and amenities.

**G. How is historic preservation incorporated into the redevelopment process?**

**Discussion:**

Given regulatory concerns for safety and environmental issues, how can the integrity of older buildings be respected if the buildings are not in compliance with contemporary codes?

**Possible Ways to Address This Issue:**

1. Institute separate codes for historic and new buildings.
2. Use subsidies and incentives to protect and rehabilitate older buildings.  
*Public policy determines where subsidies/incentives can play a role. Specific conditions will determine what constitutes historical significance for the community. The city should establish criteria: What is historic? Valuable? Cities should look to see if existing criteria are out of date or do not reflect current values.*

**H. Can we integrate big box retail into pedestrian-friendly, mixed-use redevelopment projects?**

**Discussion:**

Integration is possible, but depends ultimately on the priorities of the community. The community — in all its diversity — needs to be brought in at the planning stage.

**Possible Ways to Address This Issue:**

1. Create design regulations that permit this kind of development within the context of community priorities and values.
2. Require the building to conform to urban fabric (be pedestrian friendly, have a pleasing facade, etc.).
3. Remain flexible — allow for unknowns in the future including density changes, market shifts, etc.

**ISSUE AREA III: INVOLVING THE COMMUNITY**

**Issue Area Discussion:**

Often redevelopment projects run into serious opposition from some segment of the community. Building and maintaining community support means informing, listening to, and involving everyone with an interest in the redevelopment program throughout the program.

## Key Ideas:

By open, honest communication through a variety of means, establish a rapport with neighborhood/community groups so that a supportive, mutually reinforcing relationship is created. This means:

- Identify interest (not “position”) groups, their leaders and structures;
- Create a variety of communication methods that address culture (both ethnic and in the broad sense, e.g. bankers, etc.), history, language, etc.;
- Determine commonalities — commonly held issues, goals, concerns; and
- Recognize and respect the contributions of all.

## Specific Issues Discussed:

### A. What are the major steps necessary to remove the barriers to communication among different race, class, linguistic, and ethnic groups and to promote civic dialogue?

#### Discussion:

Many different approaches are needed. A key is assuring that staff has appropriate sensitivity training first. It is important to bring interest groups in early. Recommended resource: *Getting to Yes*.

#### Possible Ways to Address This Issue:

1. Identify the constituencies for the program and raise awareness of everyone involved about their needs including: who the leaders are (if any), what their goals, values and special issues are, and what special needs (language, transportation, etc.) they may have.  
*This should be undertaken by any leaders who have emerged around the redevelopment program. Those leaders need to bring in everyone they know who is affected by the program and use those contacts to seek out and work with other affected groups. Groups affected by the program should be asked to name a representative to help the leadership understand how the group communicates internally and then work with leadership to share that information with the broader community.*
2. Use existing leadership structures to facilitate communications.  
*The methods should be tailored to the nature of the group.*
3. Identify common goals and concerns among all the groups.  
*Doing this helps leaders, participants, and communicators become sensitive to commonly held values as well as group-specific issues, needs, barriers. [These may not be specific to the redevelopment program.]*
4. Pay attention to the nuts and bolts of specialized communication in order to show respect for specific groups.  
*Use a third party to facilitate discussions. Consider location, transportation, and access issues that create barriers to communications. Special attention should be given to the quality of materials, setting (food), and the facilitator. Provide a variety of opportunities to get involved; provide a sense of time and closure; communicate all the way through the program (over months, years), and afterwards. Create an atmosphere of “stewardship.”*

**B. What can be done so community advocates, planners, engineers, developers, bankers, and architects use the same language to develop a common vision?**

**Discussion:**

Different interest groups may use different language or jargon, making it difficult for the “person on the street” to understand. This problem is compounded if people bring different visions and cultural differences to meetings.

**Possible Ways to Address This Issue:**

1. Identify each group’s interests (rather than positions) and use this as a foundation for each meeting.

*These interests should be recorded on paper and, where necessary, special concerns, including those related to cultural differences, should be included.*

*All the participants need to buy into this.*

*A neutral facilitator can be key to the success of this process. Local educational institutions can provide facilitator training.*

2. Establish ground rules for expressing the participants’ interests in non-jargon language.

*These rules might say “all jargon and acronyms will be explained in a glossary provided to all participants,” [discussion of the glossary itself could be a useful communications exercise] or “no acronyms will be used. . . period.” [One group charged 25¢ for each acronym and then bought the group ice cream with the proceeds.]*

*The leader should not be a person [or represent an entity] with a vested interest, but should be a neutral facilitator who can keep meetings on track and is trusted.*

3. Information that is going out to the public needs to be edited by someone who can put it in “plain speak.”

*Recognize that there are many “publics” and that external information will have to be prepared in ways that reach those diverse publics — using different languages, graphics, different media, etc.*

**C. How can we build community support before a specific proposal arises?**

**Discussion:**

People get information from the media that may cultivate fears of conspiracy and from schools which may be deficient in teaching civic responsibility. People react to pocketbook issues and to change. When people react to issues, is it due to a lack of information and involvement?

**Possible Ways to Address This Issue:**

1. Promote, support, and strengthen neighborhood watchdog groups.

*Meet with groups to talk about current issues, what’s coming along. The objective is to have these groups prepared for the issues when they arrive. Local government could create a contact person, a liaison, to work with these groups. City council members, community leaders, other officials, and media representatives could join this effort. The local government and community groups could provide “seed money” for newsletters, other informational materials, approaches.*

2. The local government should be proactive in its support of neighborhood activities. *The objective here is to establish networks between neighborhoods and government by facilitating communications between residents and the fire department, police, and other government agencies and programs. Again, by working together in advance of projects, the networks will be in place when the projects come. The local government could provide resources to do phone surveys and other media programs to inform and gather responses about current or pending community issues.*
3. Require developers to hold community meetings at the start of project planning. *These meetings could mitigate against the typical planning and city council meetings that attract very angry people who have had little opportunity to learn about the project.*

#### **D. How do we promote community involvement in the governmental process?**

##### **Discussion:**

By open, honest communications through a variety of means, establish rapport with neighborhood/community groups so that a supportive, mutually reinforcing relationship is created. This requires identifying all interest groups and their leaders and becoming educated about them.

##### **Possible Ways to Address This Issue:**

1. Create a communications approach that will reach a variety of constituents. *This means providing multiple ways for participation and communication to occur. Make sure communication is two-way by providing a variety of ways for people to respond and ask questions. The City Council needs to be the lead, but involve developers, other government agencies, and all appropriate stakeholders. Funding for this effort needs to be provided by the local government and proponents of the redevelopment program.*
2. Government needs to make a full disclosure of redevelopment issues and actions including time frames, affected constituents, etc. *While the local government should take the lead, other interests need to be brought into this process to assure it is comprehensive.*
3. Engage the media, community colleges, and the local education system to provide long-term information about how government works and how people can get involved. *Community activities, working with local government, local newspapers, radio, television, the Parent-Teachers Association, the Superintendent of Public Instruction, and local school districts, can create this type of program.*

#### **E. How can we address the effects of redevelopment on low income communities?**

##### **Discussion:**

As areas redevelop, there can be “gentrification” that drives out lower-income residents and businesses. Ideally communities can be redeveloped “so you can never tell the distinction.” However, as property values rise, taxes and other costs will too. Government and non-profits can intervene with subsidies and other support. Acceptance of lower income residents/businesses calls for community awareness to

overcome perceptions and negative images of low income housing. Techniques to expand home ownership, property maintenance, and preservation of small businesses need to be developed. A major problem is absentee landlords for whom building maintenance and improvements may not be a priority.

**Possible Ways to Address This Issue:**

1. Guarantee that a percent of the tenants/residents must be low income.  
*Local government should consider adopting this kind of requirement, making it consistent with state and federal laws. Community groups and developers need to be involved in developing these rules. Needed subsidies could come from government incentives, non-profit agencies and other private funding.*
2. Start business ownership programs.  
*Create opportunities for small start-up businesses through farmers markets, festivals, niche markets, etc. Recognize that big chains can out-compete any “ma and pa” business, so if small business is desired, the local government needs to use zoning, design guidelines, and incentives such as tax credits to help.*
3. Low income people need to come together to learn about and participate in the public and private sector development processes.  
*If the lower income community members are involved in the community processes, they are at the same “level” as everyone else. Working together can help reduce fear and confusion, and build coalitions with other groups.*

**F. How can we address the implications of people shopping at large retail chains [at regional malls] instead of supporting locally owned [in-town] businesses?**

**Discussion:**

Locally owned businesses contribute to a sense of neighborhood, and local owners generally support neighborhood development.

**Possible Ways to Address This Issue:**

1. Use zoning and incentives to encourage developers to keep small stores.
2. Secure a large anchor store and place smaller stores around it.
3. Create a downtown association to hold regularly scheduled events, build political support for the downtown, and make improvements.  
*Downtown businesses should take the lead with the support of their customers, property owners, and local government. Funding and other resources may be available from the Small Business Administration, local government, and the businesses themselves.*

**G. How can we make public transit attractive to everyone, not just the transit captive?**

**Discussion:**

Transit has to be made safer, more convenient, but we also need to change our expectations — transit can work well in activity centers, but it’s not going to work well in small communities or appeal to everyone.

**Possible Ways to Address This Issue:**

1. Focus transit improvements, including higher frequency service, in activity centers with compact land use.

2. Apply the “boutiquing” concept to transit.  
*Provide extras and a few luxuries (like Starbucks on the bus). Emphasize better use of commute time (opportunities to read, nap). Provide ‘specialized’ service — vans vs. buses, dial-a-ride vs. fixed route. Provide high quality service in buses that look cool, clean. Higher fares could be charged for better service.*
3. Provide better information at the bus stop.  
*One way would be to provide electronic information to let you know where the bus goes, when you’ll get to your destination, how much longer you’ll wait. Information could be tailored to special groups such as seniors.*

## **ISSUE AREA IV: PROMOTING PRIVATE INVESTMENT (PRIORITY: MIXED USE AND HOUSING)**

### **Issue Area Description:**

Private projects make up the bulk of most new development, particularly for commercial, housing, and mixed use projects. Most private developers and their financiers would prefer to do “green field” development and not deal with problems associated with “pre-used land” or infill. Few developers have experience and the inclination toward the financial risk associated with redevelopment projects, mixed use development, and affordable housing projects. Finding new sources and innovative ways of financing private redevelopment, as well as leveraging private investment through strategic public investment, are major issues for communities undertaking redevelopment.

### **Key Ideas:**

This group felt that public sector action would be key to attracting private development money. Government needs to lead by example, putting money into redevelopment-supportive infrastructure and not into roads that will induce sprawl and competition for private investment. The public sector also needs to take a strong role in supporting affordable housing and a joint effort is needed to ensure lower-income housing is well managed over the long term. The public sector must also create a positive environment by streamlining development regulations and providing regulatory incentives and, where possible, tax breaks. In terms of attracting private money and reducing the perception of risk associated with investing in redevelopment areas, the group came to the consensus that having a clear, well-articulated vision is the key. By “vision,” the group meant a complete package, including graphics showing how the area could look after redevelopment, specific plans and design standards that show a clear commitment to quality design, and a well thought out implementation program that identifies public and private funding sources. The vision should be financially feasible, and should demonstrate broad benefits to a variety of groups.

### **Specific Issues Discussed:**

**How can redevelopment projects be made more financially attractive compared with new development?**

#### **A. Discussion:**

The group determined that the financial disincentive for redevelopment projects stems from the following:

1. Lack of or inadequacy of utility infrastructure, which does not compare favorably to current efficient techniques for installing utilities for new development on a per-development basis;
2. A tax structure that penalizes improvement of existing ‘affordable’ housing development;
3. Comprehensive plans that allow new, low-density development outside the city core where property valuations are artificially low and infill and compact redevelopment are not yet financial feasible;
4. Inadequate explanation of the long-term fiscal costs of urban sprawl compared to long-term fiscal benefits of redevelopment, and inadequate capacity to measure the intangible benefits of compact redevelopment; and
5. Failure to model holistically the long-term financial returns resulting from redevelopment.

#### **Possible Ways to Address This Issue:**

1. Use incentives, such as allocation of public funds and infrastructure, flexible development regulations, and density bonuses, to attract private investment. At the same time, discourage sprawl by not investing public funds in outlying areas. *Local governments and special districts should take the lead, with support from developers, local businesses, lenders, and taxpayers.*
2. Provide updated infrastructure for the redevelopment area, including utilities, schools, parks, etc. *Local governments and special districts should take the lead, with support from developers, local businesses, lenders, and taxpayers.*
3. Create a broadly supported, highly graphic vision representing the community’s plan and shared agreements. *Community leaders, including the mayor, church officials, business leaders, etc., should take the lead, with support from developers, local businesses, lenders, civic groups, residents/users, and the media.*

#### **What can be done to increase the availability and flexibility of money from commercial banks and other private lending institutions?**

#### **B. Discussion:**

Bankers may need more exposure and access to stakeholders and the physical and economic characteristics of the project neighborhood than they now have. Financial interests must be brought in earlier in the project formulation process to influence the fiscal characteristics of the project at that early stage. By becoming familiar with the project in such a manner, they can help assure that all potential financial returns are accounted for.

#### **Possible Ways to Address This Issue:**

1. Bring together bankers, developers, and public sector representatives to discuss feasibility of redevelopment vision. *A “community development group” could take the lead in organizing discussions.*

*Community stakeholders and property owners should be involved.*

2. Educate bankers and lenders about the neighborhood (and really know the specifics about the neighborhood that will help “sell” it).

*A community group could take the lead in neighborhood promoting, along with local business groups. Public and private partnerships could fund such work.*

3. Clearly define the community’s vision and articulate it to all players.

*A “community development group,” perhaps with the local chamber of commerce, could take the lead in creating and articulating the vision. Community stakeholders, property owners, and residents should be involved. Some public sector support, in the form of money and/or staff time, is warranted.*

### **How can we establish a more dynamic, productive dialogue between all actors in development — public, planning, developer, financial, permitting, etc.?**

#### **C. Discussion:**

The theme of early involvement continues as a method to encourage productive dialogue between stakeholders. The group noted good results when local government staff had expertise in project financing. Early involvement was deemed necessary to influence general project objectives for fiscal feasibility even before financial backing was sought.

#### **Possible Ways to Address This Issue:**

1. Developers should seek, and local governments should offer, early consultation with staff and stakeholders so that issues can be addressed before money has been spent on project design.

*Local government is the lead in establishing preliminary project review procedures.*

*Other public agencies, private developers, and engineers should be involved.*

2. A “dynamic dialogue” should be created by having more structure in process, more flexibility in development regulations.
3. A more productive dialogue should focus on education and creating efficient communication avenues.

### **What steps can lead to better project visioning by civic leaders?**

#### **D. Discussion:**

The group presented several scenarios for imparting a project vision, involving as visionaries individual community leaders, the cadre of key players/boosters, and the resource team. Establishment of a design review board/process was noted as a very effective vehicle to improve the fit of a potential project to its surroundings. The design review process, as implemented by appointed and skilled professionals, can act to further the ‘vision’ of a project in both planning and design terms.

#### **Possible Ways to Address This Issue:**

1. Create a cookbook of successful examples and processes, and develop a resource team to help local communities initiate and carry out local projects.

2. Bring to the table the key players who can help in defining the vision.

*A strong leader is needed, with participation from developers, bankers, planners, architects, and citizens. Funding could come from grants and local government funding.*

3. Test the vision against a problem statement, economic feasibility, marketability, and identify benefits to participants.

**What sort of incentives can we provide to private funding sources and developers to energize them and encourage innovative planning, design, and execution?**

**E. Discussion:**

‘Predictability’ is a term used by natural resource extraction interests in the Northwest to explain their need for a stable law and policy base through which to run their businesses efficiently over time. This same term could be used in examining the necessity for a calculated return on investment by financial interests, and a permit process that makes it likely that an application will be approved within a specified time. This group started with the premise of predictability and proceeded to suggest improvements in the speed and flexibility for project approvals. The consensus was that traditional zoning itself was, in many cases, a major impediment to redevelopment, and that local government flexibility in applying zoning was key. This flexibility may take the form of a problem-solving approach to ameliorate the gap between project features and the zoning ordinance. The permit process was found to be a main complaint of redevelopers; the concept of ‘fast tracking’ was suggested as an option. This group noted that utilities and infrastructure designed to accommodate innovative project plans and planning techniques were essential.

**Possible Ways to Address This Issue:**

1. Flexibility in development regulations, including zoning, design, and building codes, would be incentives to developers.  
*Local government is the lead in revising codes and local review procedures. Other public agencies, private developers, property owners, and financial institutions should be involved.*
2. Streamlining permit processing and more certainty about time/outcomes of development review would attract innovative developers.
3. Better design can be accomplished with greater flexibility in development review and a more cooperative attitude by local governments.

**How can new private funding sources be identified and captured?**

**F. Discussion:**

Private landowners from the area surrounding redevelopment sites are potential investors. Through public land records, these landowners may be identified for outreach efforts. The issue of how to extract potential private funding from a small, cash-heavy, real-estate oriented family estate was discussed. It was agreed that partnering with a non-profit organization could hold several potential advantages for both the estate and the non-profit:

1. efficient management of the project by the non-profit;
2. some potential for tax breaks for the estate;
3. potential that the estate will settle for less than a market rate of return because of offsetting tax breaks and the internalizing of the social value of the project; and
4. minimization of ‘strings’ and red tape associated with local private funds.

*The Redmond YWCA project was mentioned as exemplary .*

### **Possible Ways to Address This Issue:**

1. Lenders and non-profit organizations should conduct marketing and outreach aimed at potential investors.  
*Marketing and outreach could be led by lenders and non-profit groups (such as churches and citizen groups), as well as state housing and financing agencies. Citizens groups and chambers of commerce could also be involved. Some potential sources of funding might include federal government (Community Reinvestment Program), city and non-profit agency budgets.*
2. Local governments should use financial incentives, such as property tax relief, relaxation of building codes, and variances from land use regulations, to make investment more attractive.  
*Financial incentives could be initiated by local planning departments and local taxing authorities. Lenders should be consulted, as well as agencies overseeing state and federal tax regulations.*
3. Public funding should be used to attract and match private investment.  
*Local and federal governments could take the lead, while non-profit developers could be the “hub of the wheel” in combining various funding sources.*

### **Why is high density viewed negatively, and what can be done about it?**

#### **Discussion:**

Again, a holistic ‘vision’ developed by the project neighborhood can be presented to potential investors to garner support by explaining the positive effects of higher density on returns, as well as examples of existing attractive higher density living. This could counter the current bias towards low density. Here again a design review process may enhance perception of higher density projects.

### **G. Possible Ways to Address This Issue:**

1. Show positive images of successful, higher density development. These example projects must ‘pencil out’.  
*This effort should be led by a team facilitator, with participation by planners, researchers, lenders, developers, chambers of commerce, and users.*
2. Develop a clear vision of what a successful, higher density community would look like (one that creates a sense of community); address needs of the community, developers, and business users.  
*This effort will require a community leader and visionary, but should take place in a balanced forum including public and private sectors, citizens, business representatives, schools and civic organizations. Funding could come from a combination of local, state, and federal sources.*
3. Combine surveys and market analysis, master plan, and development standards in a comprehensive package, and follow through with them.

### **How can we integrate lower-cost housing into mixed use developments, especially in downtown areas where there tend to be large numbers of lower-wage service jobs?**

#### **H. Discussion:**

This is a problem whose solution depends upon the application of innovative, possibly non-traditional planning, design, and development strategies. Often in the past, lower-

cost housing has carried with it the ‘stigma’ of high density and a lack of amenities. Excellent examples presented at the conference suggest that the stigma of higher density can be canceled by including amenities such as good design. The community needs a more insightful vision of the way good housing design can actually enhance social interaction. And a more insightful vision of the way people can be employed within a redevelopment project can turn innovative commercial spaces into community assets. For example, owner-occupants can help make such projects self-sufficient.

**Possible Ways to Address This Issue:**

1. Housing and mixed use projects should be designed to fit into their surroundings and include amenities so that they don’t present a “low-income” appearance. *Local governments, in coordination with developers and architects, should set design guidelines. Business organizations, such as chambers of commerce, should be consulted, as well as charitable organizations. The needs of the homeless should also be represented. Financing for design and amenities might include conventional financing, low income tax credits, private contributions, and matching funds.*
2. Long-term management of lower income housing projects needs to be ensured. *Project owners should require management agents to ensure project upkeep. Local government can contribute through code enforcement. Lenders participate by inspection of properties in which they’ve invested. Education of tenants about upkeep is needed.*
3. Project “ownership” needs to be promoted among tenants and residents of lower-income projects. *Local governments could provide funding and tax incentives. Lenders, non-profit organizations, and universities could also help with funding. Charitable organizations could also participate.*

**I. Gentrification often “improves” an area beyond the means of its original residents and businesses. What can be done to avoid displacing the residents and businesses of areas being redeveloped?**

**Discussion:**

Housing subsidies to maintain a mix of income levels within a redevelopment project are appropriate, and prior planning for relocation can work to mitigate impacts on existing residents.

**Possible Ways to Address This Issue:**

1. Subsidies, including rent support for tenants and incentives such as density bonuses for developers who maintain affordable rents, could help offset gentrification. *Local government should take the lead in establishing incentive programs to keep rents down. Developers, tenants, and non-profit organizations should be involved. Funding might include federal Housing and Urban Development funds, Small Business Association loans, private money, state funds, grants, and bonds.*
2. A relocation plan, including inventories, needs assessments, and financing options, could help alleviate impacts of rent increases. *Local government should take the lead in relocation planning. Developers, tenants, and property owners should be involved. Public and private funding is appropriate.*

3. Developing more subsidized housing, both new and in rehabilitated buildings, would provide new locations for dislocated residents and businesses.  
*Local government should take the lead in encouraging more subsidized housing. Developers, tenants, and non-profit organizations should be involved. Funding might include federal Housing and Urban Development funds, Small Business Association loans, private money, state funds, grants, bonds, and historic and low-income tax credits.*

## ISSUE AREA V: PROMOTING PUBLIC INVESTMENT TO PROMOTE REDEVELOPMENT

### Issue Area Description:

Public investment is often the catalyst for redevelopment. By building public facilities, upgrading infrastructure and services, and improving transportation, the public sector can prove that it is serious about redevelopment. However, the public sector is hampered by legal constraints, competing needs, and limited revenues.

### Key Ideas:

Establish and maintain a vision through a coordinated stakeholder' group. Develop public/private partnerships on a foundation of the community's comprehensive plan, the redevelopment plan, and streamlined regulatory processes.

### Specific Issues Discussed:

- A. **How do you encourage public leadership to support public investment in an environment where “growth is intended to pay for growth” and where the investment is the catalyst for redevelopment?**

#### Discussion:

This issue recognizes that public investment and leadership can be the catalyst for redevelopment.

#### Possible Ways to Address This Issue:

1. Establish and maintain a vision through a coordinated stakeholders' group.  
*The community, including elected officials, citizens, owners/users, and interest groups, needs to establish an overall vision. A core group is needed to get the momentum started. In creating the vision, the community needs to remain focused on design and implementation in incremental steps. All affected groups need to buy into the vision and agree on priorities. Private sector participation should be solicited early. Planners tend to get caught up with the latest visioning trend, but citizens may have their own vision. If you ask people to critique a vision — and really listen to their answers — you can begin to find a path of least resistance. To avoid neighborhood friction, a city might establish two groups, one with a focus on downtown and another on neighborhoods. Funding sources for vision-making should include private and public, possibly federal money and state money and/or technical assistance. It is at the nuts-and-bolts level of actually allocating money that the going gets tough. Regional funding is especially politicized.*

2. Establish and maintain a base of support for the vision. *Citizens, elected officials, owners/users, developers, financiers, and interest groups need to become champions and stewards of the redevelopment vision and program. Constant publicity and peer group buy-in are needed. Each individual project should be measured by how it supports the vision; each project should serve as a reminder of the vision. Skeptics and others who aren't showing up to meetings need to be brought in by focus groups and other means. Use the schools, who communicate directly with parents.*
3. The vision needs to be continually promoted and maintained over the long term. *Awareness and involvement must be on-going, and should be coordinated with election cycles. The vision needs to be institutionalized into land use and capital improvements plans. An assigned person can keep the project on track. Successes should be celebrated, and "thank yous" given all around. Expect people to get impatient for results. Promotion can be done by the neighborhood or city staff. Elected officials, private sector leaders, and the media should be involved.*

**B. How can different sources of funding (e.g., public and private) be combined to meet downtown redevelopment goals?**

**Discussion:** (No discussion notes were submitted.)

**Possible Ways to Address This Issue:**

1. Have the public sector lay the planning groundwork (comprehensive planning and regulatory processes). *While the public sector should lead, all stakeholders should be involved. Early involvement of the private sector is key to getting private support.*
2. Develop public/private partnerships on a foundation of the comprehensive plan, the redevelopment plan and streamlined regulatory processes. *This depends on someone moving into a leadership role to begin this process. All stakeholders should be involved, and both public and private funds used.*

**General Discussion:**

Growth generally will support itself; the question is, who is going to assume the risk?

A lack of a sense of community makes it difficult to address downtown needs when neighborhoods also have needs. A related problem is that jobs are being lost and then replaced by lower paying jobs that don't include benefits.

The tax system favors a very small spectrum of economic development.

Downtown redevelopment may be more complex than suburban development, but it is not necessarily more expensive. If infrastructure is not adequate for the planned redevelopment, then costs can go way up. Land assembly is generally more difficult in redevelopment situations.

Energies are probably better spent on existing mechanisms, rather than "new" sources of funds. Local improvement districts are weak; tax increment financing is seen as the "silver bullet," but there are examples from other states where the investment did not generate the expected return.

In Washington State, state law requires that any use of public funds be tied to a public purpose. Lower income housing is one type of project that qualifies. Three existing mechanisms for funding are: general funds (budget and bonds — gas taxes and revenue sharing need to be considered); grants, which are driven by need; and developer contributions, including exactions and local improvement districts.



## ISSUES FOR FUTURE EXPLORATION

In conference evaluations, participants mentioned a number of other topics/issues that could be addressed at a future redevelopment conference, including:

- Role of growth boundaries in Washington and Oregon
- Public/private partnerships
- Where redevelopment didn't work, what's missing
- Financing and in-depth presentations on tax-increment financing
- Encouraging private investment
- Presentations by developers and bankers on problems and disincentives for redevelopment
- Redevelopment in small towns
- Assembly of small parcels into critical mass
- Design review
- Housing and neighborhood design, especially family-oriented design in redevelopment
- Step-by-step community involvement
- Opportunities with Regional Transit Authority development
- Converting strip development to a town center



## APPENDIX

### List of Speakers

#### Major Speakers

**JUDY CORBETT** • *Executive Director, Local Government Commission (LGC)*  
1414 K Street, Suite 250 • Sacramento, CA 95814 • (916) 448-1198 • FAX (916) 448-8246

In addition to directing the LGC, Judy Corbett is Director of the new Center for Resource-Efficient Land Use Planning/Livable Communities. She is co-developer of the Village Homes community in Davis, California, internationally recognized for its resource efficiency and exemplary design. Prior to leading the LGC, Judy served as an environmental consultant and directed the SolarCal Local Government Commission of Conservation and Renewable Resources. She has taught environment and residential design courses for the University of California and has authored or edited nearly four dozen books and articles on land use, design, and environmental issues. She is a frequent speaker on land use, design, and environmental issues.

**DOUGLAS R. PORTER** • *President, The Growth Management Institute*  
5406 Trent Street • Chevy Chase, MD 20815 • (301) 656-9560

Douglas Porter is considered one of the nation's leading authorities on growth management techniques and issues at the state, regional, and local levels. He has published several books and many articles and regularly speaks at national and regional conferences on growth management topics. He brings a breadth of expertise that bridges interdisciplinary boundaries to focus on urban development. In 1992, he formed the Growth Management Institute as a non-profit center for research, education, and information exchange about growth management policies and practices. Douglas has advised numerous state and local governments, corporations, and environmental organizations. From 1979 to 1991 he directed the public policy research program of the Urban Land Institute.

**HARRISON BRIGHT RUE** • *Director, Citizen Planner Institute*  
2469 Flamingo Place, #2 • Miami, FL 33140-4376 • (305) 538-0966 • FAX (305) 538-4186

Harrison Bright Rue is a housing developer, urban planner, and community development consultant with more than 20 years of planning, services, and development experience. He originated the Citizen Planner Program, designed to give average citizens and public officials the knowledge, tools, and motivation to redevelop neighborhoods according to traditional design principles. The Citizen Planner classes and workshops have gained national attention for their practical, hands-on approach to complex urban design issues. Harrison is currently designing and conducting workshops for public agencies and community organizations, teaching at Miami-Dade Community College, and writing a Citizen Planner training manual.

**JULI WILKERSON** • *Director, Department of Planning and Development Services*  
747 Market Street, Room 1036 • Tacoma, WA 98402-3793 • (206) 591-5200

Juli Wilkerson has over 20 years of experience in public administration, management, and planning at both the state and local levels. In her current position, Julie directs planning for the Puget Sound region's second largest city, where she has a staff of 100 and a budget of nearly \$20 million. She has a strong legal background and is a member of several civic organizations involved in the arts and downtown revitalization.

### **Wednesday Panelists and Case Study Presenters**

**JOHN ALLUMS** • *Vice President of Development, Columbia Realty Trust*  
15851 Dallas Parkway, Suite 855 • Dallas, TX 75248 • (972) 770-5121  
FAX (972) 770-5129

John Allums is an expert in real estate investment, asset management, and construction management. He is currently Vice President of a successful, self-administered and self-managed real estate investment trust. John is responsible for the development of residential communities in Dallas' Uptown District and State Thomas Neighborhood, and in Fort Worth. He has managed construction on over \$300 million worth of high rise office projects, including the 55-story Texas Commerce Tower. John is a member of the McKinney Avenue Transit Forum and other civic organizations with redevelopment interests.

**SANDY DESNER** • *President, DESKOB, Inc.*  
112 Fourth Avenue East • Olympia, WA 98501 • (360) 352-4861 • FAX (306) 943-8646

Sandy Desner is a real estate investment and development expert specializing in downtown revitalization and housing projects. His firm has been involved in the revitalization of several historic buildings in Tacoma and Olympia and is involved in the development of a number of elder housing projects. DESKOB also has expertise in working with non-profit organizations and experience with environmentally sensitive development sites. Sandy is a past President of the Olympia Downtown Association and is currently a member of the Olympia Design Review Board.

**RICHARD JUAREZ** • *Director, Community Development Department of the Metropolitan Area Advisory Committee (MAAC Project)*  
1770 Fourth Avenue • San Diego, CA 92101 • (619) 595-7077

Richard Juarez has been involved in inner-city community development in San Diego, California, for more than 25 years. He currently directs the MAAC Project, a community-based non-profit organization focused on affordable housing and economic development in low income communities. Richard has coordinated the development of innovative affordable housing and mixed use projects and is currently coordinating development of El Mercado, a 120,000 square foot retail center in San Diego's Barrio Logan. He currently serves on the Board of Directors of the Southeastern Economic Development Corporation and several other boards involved in development and environmental issues. Richard has taught urban planning and social service planning for the University of California at San Diego and courses in community reinvestment and redevelopment.

**KRISTIE LANGLOW** • *Principal, The Langlow Associates, Inc.*  
2033 Sixth Avenue, Suite 1010 • Seattle, WA 98121-2526 • (206) 441-4255

Kristie Langlow advises cities, counties, and other public agencies on ways to achieve useful public discussions of complex policy issues. Kristie's firm has provided public involvement services to government for more than 20 years, the last five concentrating on land use and planning issues. The Langlow Associates designs issue assessments and opinion research, conducts workshops and focus groups, and creates communication and education programs with a goal of eliciting and including many different viewpoints on controversial issues.

**ROBERTA LEWANDOWSKI** • *Director of Planning and Community Development,*  
*P.O. Box 97010 • Redmond, WA 98073-9710 • (425) 556-2427 • FAX (425) 556-4242*

Roberta Lewandowski has served since 1989 as Redmond's planning director. She is responsible for long range land use and transportation planning, development review, community outreach, and human services. Her prior experience was with King County, where she served as Chief of the Comprehensive Planning section. Roberta has several years of experience in growth management planning and served as lead planner for developing an economic development plan for King County.

**MARY McCLURE** • *Executive Director, Sinclair Landing Association*  
*P.O. Box 29 • Bremerton, WA 98337 • (360) 377-9460 • FAX (360) 377-5308*

Mary McClure has 25 years of experience in communication, public policy, and marketing. This includes redevelopment projects in several large cities in the U.S. and Canada, and a broad experience in Kitsap County planning and development issues. Mary currently directs the Sinclair Landing Association, a non-profit corporation set up to coordinate a public-private partnership working on the redevelopment of downtown Bremerton's waterfront. She is the Principal of McClure Consulting Company, a firm specializing in inter-agency facilitation, project management, and public involvement.

**MICHAEL PYATOK** • *FAIA, Principal, Pyatok Associates*  
*339 15th Street, Suite 212 • Oakland, CA 94612 • (510) 465-7010 • FAX (510) 465-8575*

Michael Pyatok has been a practicing architect and a professor of architectural design for 28 years. In his practice, Michael serves non-profit corporations and private developers building affordable housing, and he has helped form and manage non-profit housing corporations. He has designed more than 4,000 units of affordable housing and has won numerous local and national design awards. Michael has taught in numerous schools of architecture, including MIT, U.C. Berkeley, and Penn State, and co-authored a book on neighborhood planning and design for affordable housing. He is currently a full professor at the University of Washington in Seattle.

**ALLISON WILLIAMS** • *Executive Director, Wenatchee Downtown Association,*  
*207 Orlando, Suite 1 • Wenatchee, WA 98801 • (509) 662-0059 • FAX (509) 665-9889*

Allison Williams has directed the Wenatchee Downtown Association (WDA) for the past five years. During this period, she helped guide the WDA from being a promotional organization to a comprehensive Main Street™ program. Since 1992, downtown Wenatchee has seen over \$6 million in private investment and over \$22 million in public improvements. The WDA is a regional advocate of the Main Street™ approach to downtown economic development.

## **Thursday Resource Panelists**

### **Legislative Change**

**RANDALL LEWIS** • *Government Relations Officer*  
*747 Market Street, Room 1200 • Tacoma, WA 98402 • (253) 591-5122*

Randy Lewis leads the City of Tacoma's state, regional, and federal lobbying efforts and represents the City on a number of boards and commissions. He coordinates policy on annexations, growth management, and interlocal agreements between the

City and other governments. He is presently a member of City teams charged with improving the business climate and developing the City's Internet presence. Before joining the City of Tacoma, Randy worked in government relations for the Clover Park School District and Tacoma-Pierce County Chamber of Commerce. He also has a background in broadcast journalism.

**HARRY REINERT** • *Executive Director, Land Use Study Commission*

906 Columbia Street SW • P.O. Box 48300 • Olympia, WA 98501 • (360) 586-1274

Harry Reinert is an attorney with more than 14 years of experience in state government. He worked for 11 years as an attorney for several committees of the Washington State House of Representatives, where his assignments included the Judiciary, Energy and Utilities, and Environmental Affairs Committees. In 1994, Harry moved to the Office of Financial Management to staff the Governor's Task Force on Regulatory Reform. He currently directs the Land Use Study Commission which has been charged by the State Legislature with coming up with a program of land use and environmental regulation reforms.

**DAVE WILLIAMS** • *Municipal Policy Associate, Association of Washington Cities,*

1076 Franklin Street SE • Olympia, WA 98501 • (360) 753-4137 • FAX (360) 753-4896

Dave Williams joined the Association in 1986 and for the past eight years has been its lead Olympia lobbyist on land use and environmental issues. He has been involved in all of the statewide "battles" over the Growth Management Act and is currently focused on how to facilitate GMA implementation with urban growth area boundaries. A former city planner in Boise, Idaho, and staff member of the Association of Idaho Cities, Dave earned his Bachelor's Degree from Ohio Wesleyan University.

### **Local Planning and Regulations**

**DENNIS EGNER** • *AICP, Planning Manager, SRI/SHAPIRO*

1650 NW Front Avenue, Suite 302 • Portland, OR. 97209 • (503) 274-9000

FAX (503) 274-0123

Dennis Egner has more than 19 years of experience in land use and environmental planning, citizen involvement, and community development. Prior to joining SRI/SHAPIRO, he was planning director for the City of Newberg, Oregon. He has worked as a planner for several other communities, and has managed comprehensive plan reviews and updates for six cities. In 1995, Dennis led Transportation and Growth Management Projects in seven Oregon cities. He is a member of the American Planning Association Oregon Chapter's Board, and is a frequent speaker at conferences and workshops on planning and community development.

**DAVID KOENIG** • *Manager for Long Range Planning and Community Development,*

3002 Wetmore Avenue • Everett, WA 98201 • (425) 259-8731 • FAX (425) 259-8628

David Koenig has 20 years of experience in local planning, most of it with local governments in Washington State. Dave has been involved with the City of Everett's downtown redevelopment program since the 1980s. His background and expertise span comprehensive planning, code development, and commercial and residential rehabilitation using historic and low-income tax credits. Dave has a background in architecture and has also been involved in streetscape improvement projects.

**JOHN OWEN** • *Partner, MAKERS Architecture and Urban Design*

506 Second Avenue, Suite 2112 • Seattle, WA 98104 • (206) 623-7843 • FAX (206) 623-6597

As an architect and urban designer for the past 20 years, John Owen has assisted numerous communities in building successful downtowns. His experience includes downtown plans, streetscape improvements, historic preservation, waterfront development, parks and public facilities design. In this work, John has emphasized public participation and strategic implementation of community objectives through a combination of public and private efforts. Several of John's community revitalization projects have won national and local awards, including the Mill Creek Town Center Plan and Redmond City Center Plan. John has also produced urban design/redevelopment guidelines for Snohomish County, the Puget Sound Regional Council, and several cities.

### **Community Education and Involvement**

**MARIZA CRAIG** • *Economic Development Specialist*

747 Market Street, Room 836 • Tacoma, WA 98402-3793 • (253) 591-5209

FAX (253) 591-5050

Mariza Craig coordinates the City of Tacoma's multi-district neighborhood Business District Revitalization Program, which currently includes nine districts. As coordinator of the program, she is involved in providing direct technical assistance in the areas of district and merchant organizing, planning and implementing streetscape plans, district events, promotions, marketing, and economic restructuring. Mariza's experience includes nine years in community economic development, both with City government and with Tacoma's Economic Development Board.

**MARK L. HINSHAW** • *FAIA, AICP, Consultant*

Maritime Building • 911 Western Avenue • Seattle, WA 98104 • (206) 622-1162

FAX (206) 292-8824

Mark Hinshaw has more than 23 years of experience as an architect, city planner, and urban designer. He has worked both for private firms and public agencies and currently practices as a consultant providing urban design and community planning services to local governments. Mark's clients have included numerous cities in the Northwest and Canada, as well as private developers such as the Koll Development Co., Intracorp, and The Rainier Fund. Prior to setting up his practice, Mark was Principal Urban Designer for the City of Bellevue and was responsible for guiding downtown redevelopment, including preparing policies, codes, and guidelines. These policies and codes have helped guide the transformation of Downtown Bellevue from a suburban commercial center to a major mixed-use urban center. Mark has served on the Seattle Design Review Board, is active in the American Planning Association, and writes a column on planning and design for the Seattle Times.

**KATHY McCORMICK** • *Senior Planner, Thurston Regional Planning Council*

2404 Heritage Court SW, Suite B • Olympia, WA 98502-6031 • (360) 786-5480

In her 12 years with Thurston Regional Planning Council, Kathy McCormick has performed a wide range of community planning services for the Council and its member governments. Her experience and expertise cover transportation policy and planning, rail corridor preservation, comprehensive planning, zoning code and design guideline development, and public involvement and education. Kathy is currently

working on an update to the Regional Transportation Plan, the North Olympia Downtown Planning Area Study, and Olympia's comprehensive plan amendment process. She was lead transportation policy staff for the development of the award winning Thurston Regional Transportation Plan, and authored the award-winning 1996 public education program, "Olympia Plans to Grow Smart."

**DAN SEACHORD** • *Community Development Consultant*

20848 Occidental Avenue South • Des Moines, WA 98198 • (206) 870-1196

FAX (206) 878-3385

Dan Seachord began his career in economic development in 1988 as the Director of the Auburn Downtown Association. From 1991 to 1996 he directed the Puyallup Main Street Association, where he helped bring more than \$28 million of private investment and 162 new jobs. "My greatest success in Puyallup," Dan said, "was in finding a way to break the deadlock in the downtown street project." On hold since 1964, the project began construction this spring. Dan has a professional background that includes public relations, economic development finance, real estate finance, and retailing. He recently left the Puyallup Main Street Association to write and to start a new consulting business. This summer, Dan and his wife and 11-year-old daughter will bicycle across the United States.

#### **Private Investment**

**SANDY DESNER** • *President, DESKOPA, INC. (See bio under "Wednesday Panelists.")*

**SUSAN M. DUREN** • *Vice President and Director of Lending*

*for the Washington Community Reinvestment Association (WCRA)*

1325 Fourth Avenue, Suite 918 • Seattle, WA 98101 • (206) 292-2922 • FAX (206) 292-0782

Before joining WCRA, Susan Duren served as Executive Director of a commercial real estate development company and as Vice President in Commercial Real Estate Lending for First Interstate Bank. She is a member of the Department of Community, Trade, and Economic Development Housing and Finance Unit's Policy Advisory Team, Washington Community Development Loan Fund Region 2 Credit Committee, King County Low Income Housing Finance Advisory Committee, and a board member of the Office of Rural and Farmworker Housing. Susan is a graduate of the Pacific Coast Banking School and the National School of Real Estate Finance.

**CARLA OKIGWE** • *Executive Director, King County Housing Development Consortium, 1000 8th Avenue, Suite 105 • Seattle, WA 98104 • (206) 682-9541 • FAX (206) 623-4669*

Carla Okigwe is a low-income/special needs housing expert and advocate with an extensive background in community planning, redevelopment, nonprofit housing development, and innovative financing of housing projects. In 1988, she helped form, and now directs, the King County Housing Development Consortium, an association of nonprofit housing developers who have developed more than 7,000 low income housing units in the Puget Sound region. Carla currently serves on the State Affordable Housing Advisory Board, Fannie Mae Seattle Office Advisory Board, and King County Growth Management Planning Council's Housing Finance Implementation Committee. She has served as Chair of the Federal Home Loan Bank of Seattle's Affordable Housing Advisory Council, Chair of the Washington Low Income Housing Congress, and has participated in and advised several other nonprofit housing development boards.

**BRUCE RANNEY** • *Vice President/Relationship Manager, U.S. Bank of Washington*  
*P.O. Box 720 WWH784 • Seattle, WA 98111-0720 • (206) 344-4437 • FAX (206) 344-5393*  
Bruce Ranney is a real estate finance and lending expert with 26 years of experience in both construction financing and permanent financing for residential and commercial projects. He recently completed a five-year term as a Planning Commissioner for the City of Mercer Island.

### **Public Investment**

**JOHN V. ARROYO** • *Trustee and Chief Investment Officer, Forest, Henley & Zander,*  
*1605 116th Avenue NE, Suite 208 • Bellevue, WA 98004-3034 • (425) 453-7885*  
*FAX (425) 453-8060*

Most construction industry professionals know John Arroyo as the Executive Director of the Northwest Cement Producers Group (NWCPG), an industry technology transfer organization that provides technical assistance about concrete to architects, engineers, public agencies, and the construction professions. He is currently Vice President of a private trust management firm, and spent 15 years as Vice President of a private real estate and investment firm with interests in commercial and industrial properties. His background includes working with a publicly-held industrial distribution business that built and operated facilities in several states.

**PATRICK L. DUGAN** • *Director of Community Development*  
*415 SW 150th Street • Burien, WA 98166 • (206) 241-4647 • FAX (206) 248-5539*

Patrick Dugan has nearly 30 years of experience in community planning and development. He has worked in both the public and private sectors, and at all levels of government. He spent several years working as chief fiscal officer in a local government and is a recognized leader in linking comprehensive planning with public finance.

**JOHN L. HUBBARD** • *AICP, Senior Planner, Pierce Transit*  
*P.O. Box 99070 • Tacoma, WA 98499-0070 • (253) 581-8137 • FAX (253) 581-8075*

John Hubbard is a community development expert specializing in building stronger links between land use and transportation. As Senior Planner with Pierce Transit, John works with the cities of Pierce County on their planning, economic development, and land development activities to promote land use patterns that make transit a more efficient and attractive travel mode. John has an extensive background in community planning, both in the public and private sectors. He recently co-managed a project to rewrite the Tacoma Zoning Code to promote development/redevelopment of mixed use centers and transit-support design. John manages capital projects and recently co-managed the Sumner Rail Station Planning Study and the Tacoma Dome Area Plan, both award winning subarea plans focused on facility siting and land use-transit links.

**DIANE WHITE** • *Manager of Development Services, City of Mercer Island*  
*9611 SE 36th Street • Mercer Island, WA 98040 • (206) 236-3260 • FAX (206) 236-3651*

Diane White has more than 23 years of experience in California and Washington, including nine years as Planning Director for the City of Carmel, California. Since 1993, she has managed planning, building, and capital improvement projects for the City of Mercer Island. In the past three years, Diane has overseen \$5 million in street, sidewalk, and bicycle facility improvements in its downtown.

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### **These organizations and companies have contributed their associates' time and energy to be conference speakers and panelists**

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**DICK WINCHELL** • *Professor, Department of Urban Planning EWU*

## Redevelopment for Livable Communities Conference Suggested Readings

Ainger, Paul and Richard Kelley. "The Low-Income Housing Tax Credit: How it Works," *Pacific Mountain Review*.

Bernick, Michael. "The Bay Area's Emerging Transit-Based Housing," in *Urban Land* (July 1993).

Bookout, Lloyd W. "The Future of Higher Density Housing," in *Urban Land* (September 1992).

Brunn, Eric C, and Preston L. Schiller. "Improving Transit: Difficult But Possible," in *Urban Transport International* (September/October 1996).

Cole, Rick, Nancy Bragado, Judy Corbett, and Sharon Sprawls. "Building Livable Communities: New Strategies for Promoting Urban Infill," in *Urban Land* (September 1996).

Kunstler, James Howard. "Home From Nowhere," in *Atlantic Monthly* (September 1996).

Lagerfeld, Steven. "What Mainstreet Can Learn from the Mall," in *Atlantic Monthly* (November 1995).

Lassar, Terry, "Shopping Centers Can Be Good Neighbors," in *Planning* (October 1995).

Post, Nadine M. "All Aboard For Building Near Transit," in *ENR* (May 6, 1996).

Roupe, Martin. "Planning for Downtown Housing," in American Planning Association, *PAS Memo* (January 1997). Contains a short bibliography on downtown housing.

Surface Transportation Policy Project, Progress, Volume VII, Number 2, March 1997. Issue addresses land use and transportation linkages with ideas and examples.

*The Return to the Livable City: Learning From America's Best* (1985), published by Partners for Livable Places, 1429 21st Street NW, Washington, D.C., 20036 (\$15.00).

Tillet, Paddy. "Retrofitting the Suburbs: The Gresham Civic Neighborhood," in American Planning Association *PAS Memo* (November 1995).

*Top Five Barriers to Smart Development*, an issue paper from Livable Oregon. For information, call Lynn Weigand at Livable Oregon at (503) 222-2182.

Urban Land Institute, *Downtown Bellevue, an Evaluation of Development Potential and Recommendations for Strategies to Shape a Vibrant Central Business District* (October 1996).

Urban Land Institute. *Urban Land*, Volume 56, Number 4 (April 1997). Issue focuses on redeveloping St. Louis, urban neighborhoods.

*Understanding and Paying for Joint Public Ventures*, a publication of the Metropolitan Affairs Corporation, 660 Plaza Drive, Suite 1901, Detroit, MI 48226-1207 (January 1995)

## Publications Worth Exploring

*A Brief Guide To An Effective Community Involvement Program* (1995), available from Carolyn Browne Associates/GMA Research Corporation, 16820 NE 11th Place, Bellevue, WA 98008.

*Beyond Sprawl: New Patterns of Growth To Fit the New California*, a publication of The Center for Livable Communities, 1414 K Street, Suite 250, Sacramento, CA 95814 (August 1995).

*Building Livable Communities: A Policymaker's Guide to Infill Development*, a publication of The Center for Livable Communities, 1414 K Street, Suite 250, Sacramento, CA 95814 (August 1995).

*Communities of Place*, a publication of the New Jersey State Development and Redevelopment Plan, prepared by the New Jersey State Planning Commission (June 12, 1992).

*Creating Transit Supportive Regulations, A Compendium of Codes, Standards & Guidelines*, compiled by the Municipal Research & Services Center of Washington for King County Department of Metropolitan Services & WSDOT Office of Urban Mobility (August 1995).

*How Superstore Sprawl Can Harm Communities: And What Citizens Can Do About It*, available from the National Trust for Historic Preservation, 1785 Massachusetts Avenue NW, Washington D.C. 20036.

*In-City Planned Development: Case Studies of Selected North American Cities, a Report to a Committee for the Seattle Commons*, December 1992, prepared by the Institute for Public Policy and Management Graduate School of Public Affairs, and the Growth Management Planning and Research Clearinghouse, College of Architecture and Urban Planning, at the University of Washington. For information regarding this report, contact Lynne Iglitzin, Associate Director, IPPM, DC-1 4, University of Washington, Seattle, WA 98195.

*Land Use Strategies for More Livable Places*, a publication of The Center for Livable Communities, 1414 K Street, Suite 250, Sacramento, CA 95814.

*Landlines: Newsletter of the Lincoln Institute of Land Policy*, published six times per year, available from Lincoln Institute of Land Policy, 113 Brattle Street, Cambridge, MA 02138-3400.

*Livability Directory*. Directory listing 117 local and national organizations involved in improving the quality of life of communities; listings describe the mission of each organization, its programs and services, and its major areas of expertise, published by Partners for Livable Places, 1429 21st Street NW, Washington, D.C., 20036 (\$15.00).

*Livable Places Update: Emerging Trends in Community Planning and Design*, a project of the Local Government Commission, 1414 K Street, Suite 250, Sacramento, CA 95814. Short reports on urban design, environmental and pedestrian-supportive land use projects (\$18 subscription).

*Main Street Handbook: A User's Guide to Main Streets*, published by the Portland-area elected regional government, Metro (March 1996).

*Main Street*, a publication of the National Trust for Historic Preservation, 1785 Massachusetts Avenue NW, Washington D.C. 20036.

*On the Ground: The Multimedia Journal on Community, Design, and Environment*, published quarterly by Thousand Words, P.O. Box 95452, Seattle, WA 98145-2452 (\$36 subscription).

*Project Reference File*, published quarterly by the Urban Land Institute, 1009 Vermont Avenue NW, Washington, D.C. 20005.

*The Growth Management Reporter: Newsletter of the Growth Management Institute*, Douglas R. Porter, Editor. Available from the Institute, 5406 Trent Street, Chevy Chase, MD 20815.

*The Impact of High Capacity Transit on Development in Central Business Districts*, prepared for the City of Everett by The Snohomish County Transportation Authority, Community Transit and Everett Transit (December 1990).

*The Neighborhood Works*, published bimonthly by the Center for Neighborhood Technology, 2125 W. North Avenue, Chicago, IL 60647 (\$26.60 subscription).

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