#### Members

Kevin Bartoy, Chair Jennifer Mortensen, Vice Chair Jonathan Hart Sarah Hilsendeger Alex Morganroth Lysa Schloesser Jenny Sullivan Carol Sundstrom Jeff Williams George Zeno

Deborah Cade, North Slope Ex-Officio Leah Jaggars, Wedge Ex-Officio

#### Staff

Reuben McKnight, Historic Preservation Officer Susan Johnson, Historic Preservation Coordinator Mary Crabtree, Administrative Assistant

## **Agenda**



# Landmarks Preservation Commission Planning and Development Services Department

Date: March 9, 2022 Time: 5:30 p.m.

Location: Virtual (see below)

#### INFORMATION ABOUT VIRTUAL MEETINGS

In response to social distancing recommendations in regards to the COVID-19 pandemic, this meeting will be conducted virtually. The meeting can be attended at <a href="https://zoom.us/i/84794178334">https://zoom.us/i/84794178334</a>, or by dialing +1 (253) 215-8782 and entering the meeting ID 847 9417 8334 when prompted.

Microphones will be muted and cameras turned off for all participants during the meeting, except for the Commissioners and presenters.

The public may submit general comments in writing prior to the meeting, by 4:00 p.m., on March 9th, or comment during the meeting on regular agenda items for which a hearing has not already been held. Please e-mail your comments to <a href="mailto:landmarks@cityoftacoma.org">landmarks@cityoftacoma.org</a>, put in the subject line "LPC Meeting 3/9/22", and clearly indicate which agenda item(s) you are addressing.

## 1. ACKNOWLEDGEMENT OF INDIGENOUS LANDS

PAGE # TIME

### 2. ROLL CALL

#### 3. CONSENT AGENDA

A. Excusal of Absences

B. Approval of Minutes: N/A

C. Administrative Review: N/A

#### 4. DESIGN REVIEW

A.	405 Broadway	Jennifer Weddermann	8	10 m
	Security grilles			

## 5. BOARD BRIEFINGS

A.	511 N L St (North Slope Historic District)	David Weisser	21	10 m
	Proposed DADU (new construction)			

B. College Park Historic District Staff 30 25 m

Review of testimony

## 6. BOARD BUSINESS/COMMUNICATION ITEMS

A. Events & Activities Staff 10 m

7. CHAIR COMMENTS

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¿Necesitas información en español? 한국어로 정보가 필요하십니까? Cần thông tin bằng tiếng Việt? Нужна информация на усском? ត្រូវការព័ត៌មានជាភាសាខ្មែរ? 🕿 Contact **TacomaFIRST 311** at **(253) 591-5000** 

## **Landmarks Preservation Commission**

## **Planning & Development Services Department**



STAFF REPORT March 9, 2022

## **DESIGN REVIEW**

## **AGENDA ITEM 4A: 405 Broadway (YWCA)**

Weddermann Architecture, PLC

## **BACKGROUND**

Built in 1927, this is an individually listed property in the Tacoma Historic Register. The building was originally constructed for the YWCA in 1927. The building provides secure emergency shelter for victims of domestic abuse. The applicant proposes to add security grilles to the first floor windows along the Broadway façade, immediately adjacent to the sidewalk, following an act of vandalism that resulted in the first floor windows being smashed. The grilles would be visible from the right of way. There is no information about the window repair or replacement that may be needed at this time. As an individual landmark, the design of alterations defaults to the Secretary of the Interior's Standards for Rehabilitation.

## **PRIOR ACTION**

The Landmarks Commission was briefed on this project on January 26, 2022. The Commission was generally supportive of the request but recommended that the motifs be more subtle/less ornamented in order to be more compatible with the building's architecture.

## **STANDARDS**

Staff recommends consideration of this proposal using the Secretary of the Interior's Standards, specifically 9 and 10.

- 9. New additions, exterior alterations or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.
- 10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

## **ANALYSIS**

- 1. The property at 405 Broadway was added to the Tacoma Register of Historic Places on July 12, 1977. As such it is subject to design review requirements per TMC 13.05.040, and requires Landmarks Commission approval prior to those alterations being made or permitted.
- 2. The security grilles are proposed as a response to an act of vandalism that destroyed the first floor windows, as well as due to the need for security at the YWCA due to the nature of the services it provides.
- 3. The applicant briefed the commission on January 26, 2022 to receive feedback on the proposed design. The reception was generally favorable, but several commissioners expressed concerns about the visual compatibility of the grilles with the historic building.
- 4. The installation of the grilles will not destroy historic materials and will be differentiated from the original building. The grilles will be removable without altering the essential form and integrity of the property, thus meeting Standards #9 and 10.

## **ACTION REQUESTED**

Staff recommends approval of either sketch design.

Sample motion for approval:

"I move that the Landmarks Preservation Commission adopt as findings the staff analysis and approve the application for security grilles at 405 Broadway as submitted."

Sample motion for denial:

"I move that the Landmarks Preservation Commission deny the proposed security grilles at 405 Broadway, finding that it does not meet the following Secretary of the Interior's Standards [cite standards]."

## **BOARD BRIEFING**

## AGENDA ITEM 5A: 511 N. L Street (Detached Accessory Dwelling Unit)

David Weisser

## **BACKGROUND**

This is a design briefing for a proposed DADU to be constructed in the rear yard of the home at 511 N L Street. The new structure will replace an existing dilapidated garage. It will be clad in Hardiplank in a horizontal pattern and will utilize windows that are set into the wall, similar to the traditional "punched in" look of historic buildings. The DADU will be minimally visible from the public right of way at the front of the house but will be visible on the alley.

Included in the packet is a plan set for a two bedroom DADU, a rendering showing a similar design (but for a one bedroom), as well as a photographic examples of similar builds.

This item is scheduled for formal design review on March 23, 2022.

## **GUIDELINES**

The North Slope/Wedge Neighborhood Design Guidelines apply to this proposal, specifically, guidelines regarding Parking and Accessory Structures, as follows:

- 2. Minimize views of parking, accessory structures and garages from the public right-of-way. Parking areas and garages should be set toward the rear of the lot to minimize visibility from primary rights of way. Parking lots and banks of garage doors along the front facade of a building do not conform to the character of the neighborhood. Where it is not possible to locate a parking structure to conceal it from view, it should be set well back from the front plane of the primary structure on the property. New accessory structures should be clearly subservient to the primary structure on the lot. Off-street parking lots have no historic precedent in the residential areas of the neighborhoods and should be located behind the building and away from the street.
- 5. New accessory structures such as garages and detached accessory dwelling units should utilize a similar material palette and configuration to historic primary structures on the lot. New accessory structures should meet the guidelines for new construction exterior materials, windows and roof form and shape. Garages should orient vehicle doors to the alley when possible and maintain a simple roof plan.

## **ACTION REQUESTED**

Design feedback prior to final submittal.

## **AGENDA ITEM 5B: College Park Historic District**

Staff

## **BACKGROUND**

The Commission is scheduled to begin its discussion of findings and recommendations regarding the College Park Historic District, which has been under Commission review since June 2021. Staff has created a draft document for discussion that attempts to balance the various issues and observations that have been raised during the course of this review, and particularly following the Public Hearing on February 9, 2022. The discussion document is attached to this staff report.

The document is divided into separate sections, including a discussion of eligibility criteria, boundaries, discussion of issues raised by the Commission and public, and set of findings and recommendations that is intended to reflect the consensus of the Commission. It is hoped that this will serve as the basis for a discussion that will provide staff with guidance to finalize a set of recommendations to the Planning Commission for the meeting on March 23.

## **PRIOR ACTIONS**

Date	Subject
6/23/21	Introduction of nomination request; discussion of review schedule
7/21/21	Adoption of review schedule; approve public notice of nomination
8/11/21	Review district significance, first public information session
8/25/21	Review proposed boundaries, buildings inventory, design guidelines
9/8/21	Second public information session
10/13/21	Recap of previous discussions; discussion of opinion survey; revise review schedule
10/20/21	Release opinion survey
11/3/21	Survey response deadline
11/10/21	Discuss results of survey; discussion of preliminary recommendations
12/8/21	Discussion of preliminary recommendations
1/12/22	Adopt preliminary recommendations; set hearing date
2/9/22	Public Hearing
2/23/22	Review of hearing testimony; discussion of issues and observations
3/9/22	Discuss findings and recommendations
3/23/22	Adopt Findings and Recommendations

## STANDARDS AND PROCESS

## **CRITERIA**

Tacoma Municipal Code 13.07.040 provides the criteria for consideration of new historic districts, as follows:

- 2. Designation Criteria: ... a property may be designated to the Tacoma Register of Historic Places if it:
  - a. Is associated with events that have made a significant contribution to the broad patterns of our history; or
  - b. Is associated with the lives of persons significant in our past; or
  - c. Embodies the distinctive characteristics of a type, period, or method of construction, or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components may lack individual distinction; or
  - d. Has yielded or may be likely to yield, information important in prehistory or history; or
  - e. Abuts a property that is already listed on the Tacoma Register of Historic Places and was constructed within the period of significance of the adjacent structure; or
  - f. Is already individually listed on the National Register of Historic Places; or
  - g. Owing to its unique location or singular physical characteristics, represents an established and familiar visual feature of the neighborhood or City.
- C. Special Criteria for the Designation of Historic Special Review Districts and Conservation Districts. The City Council may find it appropriate to create Historic Special Review or Conservation Districts for the purposes of encouraging the preservation of character within established neighborhoods and districts, protecting such areas from adverse effects to their cultural and historic assets resulting from unsympathetic development activities, and for the purpose of promoting economic development and neighborhood identity.
  - 1. Historic Special Review Districts. Historic Special Review Districts are areas that possess a high level of historic integrity in existing architecture, development patterns and setting, in which these characteristics should be preserved. In addition to the threshold criteria listed in Section 13.07.040.B.1, a proposed Historic Special Review District should meet the following specific criteria:
    - a. It is associated with events or trends that have made a significant contribution to the broad patterns of our history; and
    - b. It is an area that represents a significant and distinguishable entity but some of whose individual components may lack distinction;
    - c. It possesses a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development.

## **PROCESS**

Tacoma Municipal Code 13.07.060 outlines the nomination and designation process for Historic Special Review and Conservation Districts, as follows:

- A. Members of the City Council or Landmarks Preservation Commission may propose consideration of a Historic Special Review or Conservation District. A proposal may come in response to a request made by residents or community groups. Such requests should be prioritized using the following criteria:
  - 1. Appropriate documentation of eligibility is readily available. Survey documentation is already prepared or could be easily prepared by an outside party in a timely manner; and
  - 2. For proposed historic districts, the area appears to possess a high level of significance, based upon existing documentation or survey data; or
  - 3. For proposed conservation districts, preliminary analysis indicates that the area appears to have a distinctive character that is desirable to maintain; and
  - 4. A demonstrated substantial number of property owners appear to support such a designation, as evidenced by letters, petitions or feedback from public workshops; and
  - 5. Creation of the district is compatible with and supports community and neighborhood plans; or
  - 6. The area abuts another area already listed as a historic district or conservation district; or
  - 7. The objectives of the community cannot be adequately achieved using other land use tools.
- B. District Designation Landmarks Preservation Commission.
  - Public Hearing. Following a request by the City Council or by a quorum vote of the members of the Landmarks Preservation Commission regarding such a request, Planning and Development Services staff shall:
    - a. Notify other City Departments and Divisions, as appropriate, of the proposed designation.
    - b. Schedule a public hearing.
    - c. Give written notice, by first-class mail, of the time, date, place, and subject of the Commission's meeting to consider designation of the district as a Historic Special Review District.
    - d. This notice shall be given not less than 14 days prior to the meeting to all taxpayers of record of the subject property, as indicated by the records of the Pierce County Assessor, taxpayers of record of properties within 400 feet of the subject property, and to the Neighborhood Council of the affected area. Notice shall also be submitted for publication to the newspaper of record.
    - e. .Conduct the public hearing in accordance with the notice given, at which the owner or owners of the property involved, the owners of all abutting property, and other interested citizens or public officials shall be entitled to be heard.
  - 2. The Landmarks Preservation Commission shall, by a majority vote of quorum, recommend to the Planning Commission approval, disapproval, or approval with modification of a proposed Historic Special Review or Conservation District based upon the criteria for designation listed in this chapter, the goals and purposes of this chapter and the goals and policies contained within the Preservation Plan element of the Comprehensive Plan.

## **ACTION REQUESTED**

This is a briefing for feedback and guidance from the Commission, with the objective of finalizing a set of findings and recommendations for the next Landmarks Commission meeting on March 23, 2022.

## **BOARD BUSINESS/COMMUNICATION ITEMS**

## AGENDA ITEM 6A: Events & Activities Update

Staff

### 2022 Events

1. Preservation Month theme and events are in the planning stages.

## **Landmarks Preservation Commission**

**Planning and Development Services Department** 



747 Market Street | Room 345 | Tacoma WA 98402-3793 | 253.591.5220

## APPLICATION FOR DESIGN REVIEW

Permit Number: HDR22-0009

## PROPERTY INFORMATION

Building/Property Name: YWCA offices building window grilles

Building/Property Address: 405 BROADWAY

Historic/Conservation District: N/A

Applicant's Name: Weddermann Architecture PLLC

Applicant's Address: 1201 Regents Blvd, Suite A Fircrest, WA 98466

Applicant's Phone: 2539736611

Applicant's Email: jennifer@weddermann.com

Property Owner's Name: YWCA PIERCE COUNTY

## PROJECT SCOPE AND DESCRIPTION

## **Project Details**

**Application Type:** Commercial

Type of Work: Other Minor Work

**Estimated Valuation:** 3000

## **Application Checklist**

## **Features to be Modified:**

window grilles

Program of Work:	9
Specifications of Materials and Finishes:	
steel painted bronze color	

Ε	Building/Roofing Information 10
	Roof Height:
	Roof Pitch:
	Roof Material:
ļ	Size of
	Proposed Material:
	steel grilles
T	Exterior Material:
V	Vindow Information
	Window Types:
Γ	Window Trim:
T	Window Material:
T	Window Locations:
	oor Information
	Door Types:
t	Door Materials:
+	Door Locations:
	Door Locations.
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Sign/Awning Information		
Existing Signage:	No	
Sign Dimensions:		
Sign Material:		
Logo and Letter Size:		
Lighting Specifications:		
Removing or Relocating Signage:		
Method of Attachment:		



# Submittal Information Permit: HDR22-0009

Applied: 02/28/2022

Planning & Development Services 747 Market St. Tacoma, WA 98402

## **ADDITIONAL INFORMATION**

Proposed Material steel grilles

## **APPLICATION CHECKLIST**

Elevation DrawingsUNCHECKEDFeatures to be Modifiedwindow grillesIllustrationsUNCHECKEDMaterial SamplesUNCHECKEDPhotographsUNCHECKEDSite PlanUNCHECKED

Specifications of Materials and Finishes steel painted bronze color

## HISTORIC DISTRICT

District N/A

Guideline Certification UNCHECKED

## PARCEL AND ZONING INFORMATION

Accessibility Index Very Low BLDINSPAREA Downtown Economy Index Moderate Education Index High

Erosion Control Inspector Scott Haydon

Land Use Designations Downtown Regional Growth Center

Liquefaction Susceptibilityvery lowLivability IndexLowMixed Use CenterDowntownMixed Use Center TypeCBD

Neighborhood Council District NEW TACOMA

Overall Equity IndexLowSITEINSPAREANorthTacoma RegisterYWastewater SubbasinC05Wind Zone2Zoning DistrictDR

## **PROJECT DETAILS**

Estimated Valuation 3000

REVIEW TYPE		13
Application Type	Commercial	
Type of Work	Other Minor Work	
SIGN/AWNING INFORMATION		
Existing Signage	No	
Contacts:		
Contact Type Applicant Owner	Name Weddermann Architecture PLLC Weddermann Architecture PLLC	Email jennifer@weddermann.com jennifer@weddermann.com

## YWCA Pierce County—request for window security grill installment March 2022

- 1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment. The historic purpose of the property will continue; there will be no changes to the actual defining characteristics of the building. In this case, the brick facade, wood window trim, wood windows, etc. will remain unchanged.
- 2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided. The historic character of the property is preserved in that the most predominant features of the façade will remain unchanged. While the security grills do add a change to the street view of the building, they do not cover any historic feature in an opaque manner; the original features are still visible. No historic materials will be removed to complete the installation.
- 3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken. The newly submitted window security grill design features only design elements and motifs found at the 405 property. The design is a literal transfer of existing motifs to the window security grills; specifically, the ceiling motif of the front entry vestibule and/or the leaded glass motifs from the front entry.
- 4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved. This section does not apply to this request. There have been no significant changes to the façade of the building over time, excepting those that were previously approved by the commission.
- 5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved. The distinctive features of the YWCA façade, specifically the window placement, number, scale, and construction and the brick exterior, as well as the columns and fan motif at the front entrance and balustrades at the parapet wall are all remaining as original. The window security grills are an addition for necessary safety for the building, programming inside the building, and current conditions of the neighborhood.
- 6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence. This work for the damaged windows is currently in the bid process and will come before the commission in a separate application. It is not relevant to the request for the installation of security grilles.
- 7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible. This does not apply to this application. There will be no such activities necessary for or related to the addition of security grilles for this building.

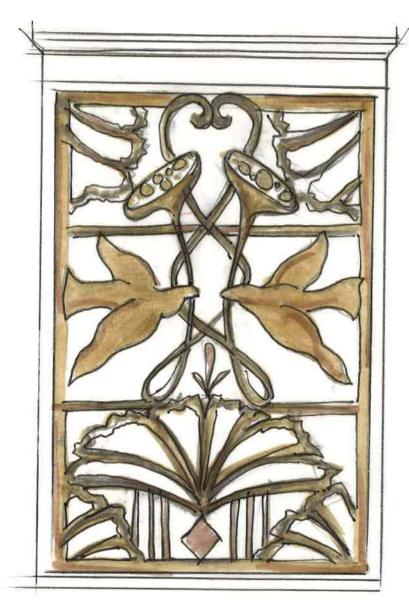
## YWCA Pierce County—request for window security grill installment March 2022

- 8. Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken. This section is not applicable to this request. There are no archeological impacts to this project.
- 9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment. As discussed and generally agreed on at the previous commission meeting where this request was presented, the security grills will be affixed in such a way that they do not cover the historic wood window trim, nor will they be affixed to brick or any material where a) the installation is not reversible and b) any lasting or significant damage would occur as a result of the installation. The newly submitted designs were revised to specifically address the comments of the commissioners, in that the design is in keeping with motifs from only the 405 Broadway historic building, are neither too modern nor too historic to be jarringly out of keeping with the building design but will also clearly not be original to the building, and do protect the historic integrity of the property by incorporating period-specific elements.
- 10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired. See note above in #9; the installation will only impact exterior window trim; it will not create any issues should the security grilles need to be removed in the future. There will be no damage to the brick façade, nor would the future removal of the installation change any historic feature of the building.









# PROPOSED DETACHED ACCESSORY DWELLING UNIT $$511\ N\ L$$ BRIEFING PACKAGE



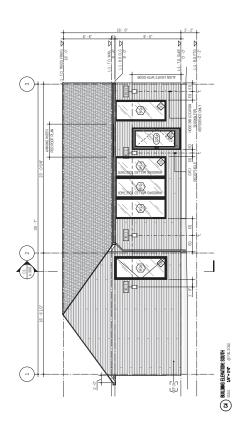


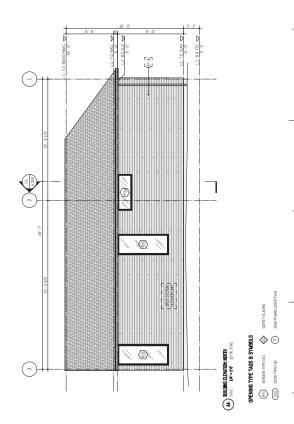
TACOMA, WASHINGTON 98406 3706 N. 16TH ST.

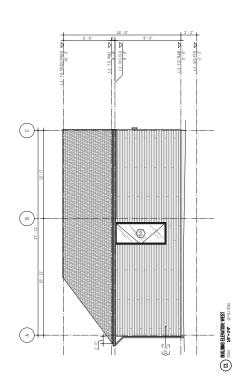
PERMIT SET XX.XX.2021

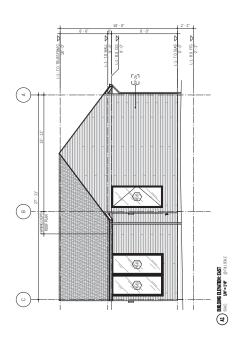
SPETTINE BUILDING ELEVATIONS

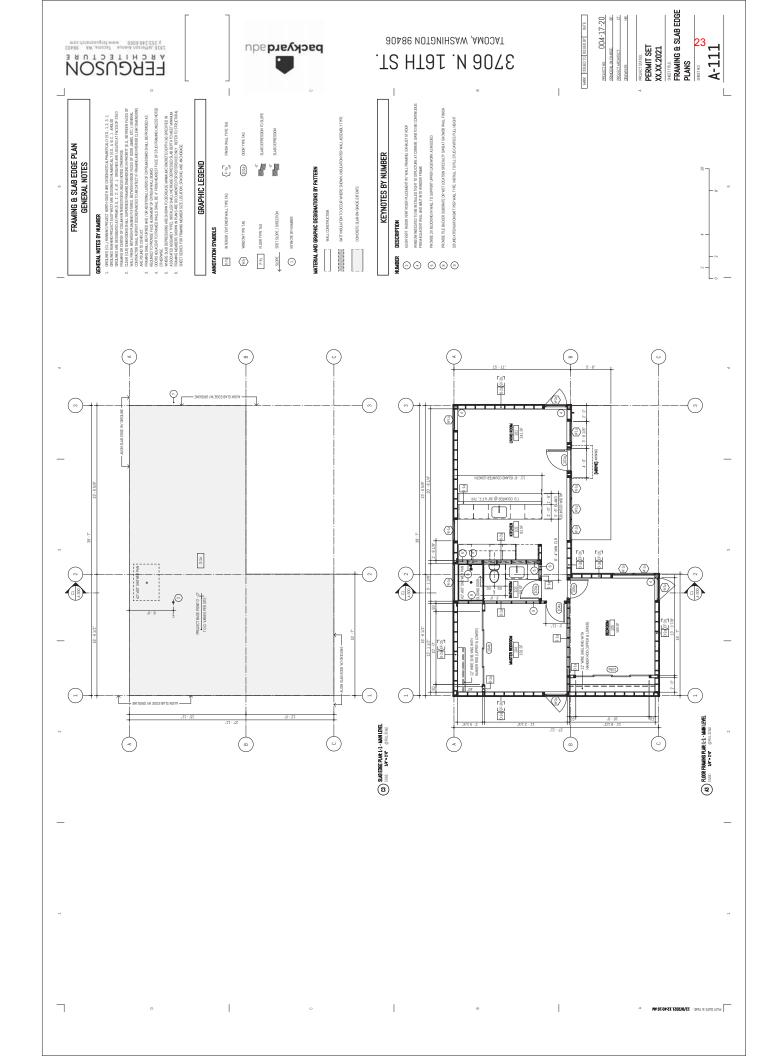


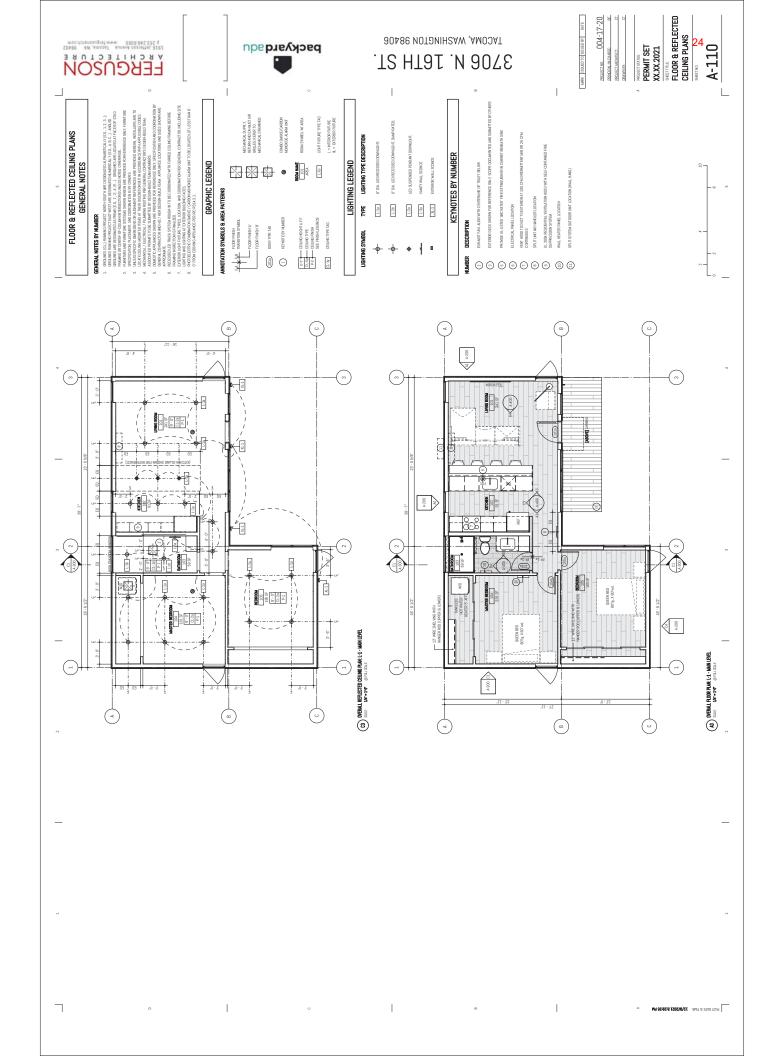


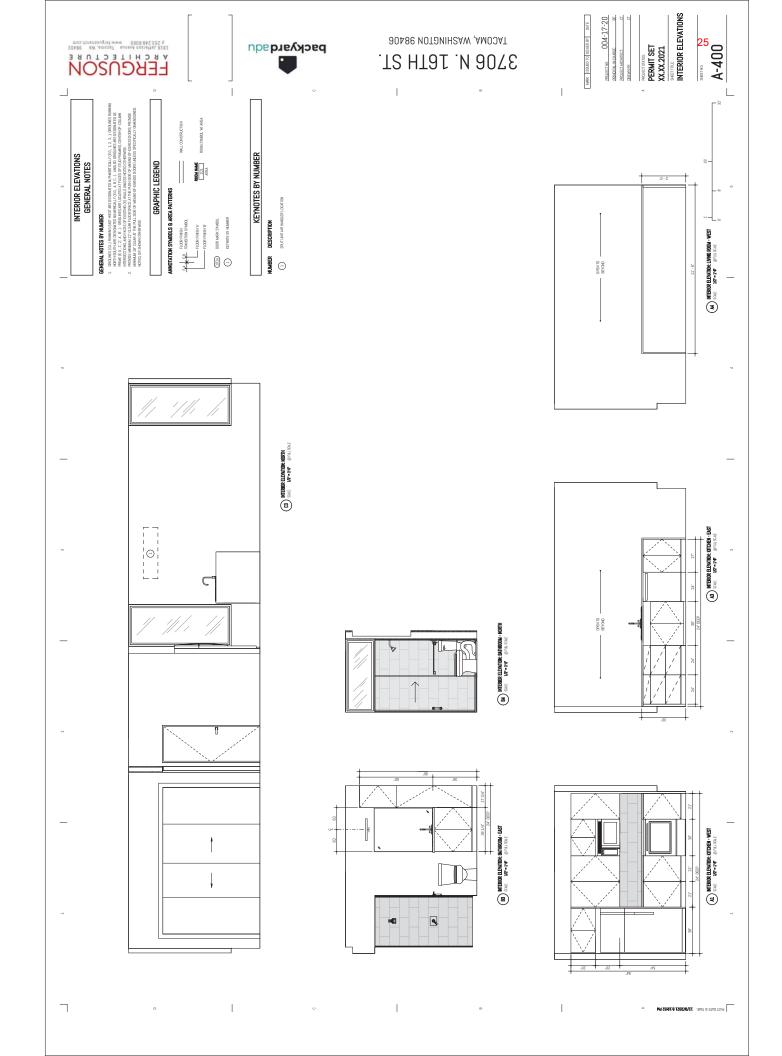




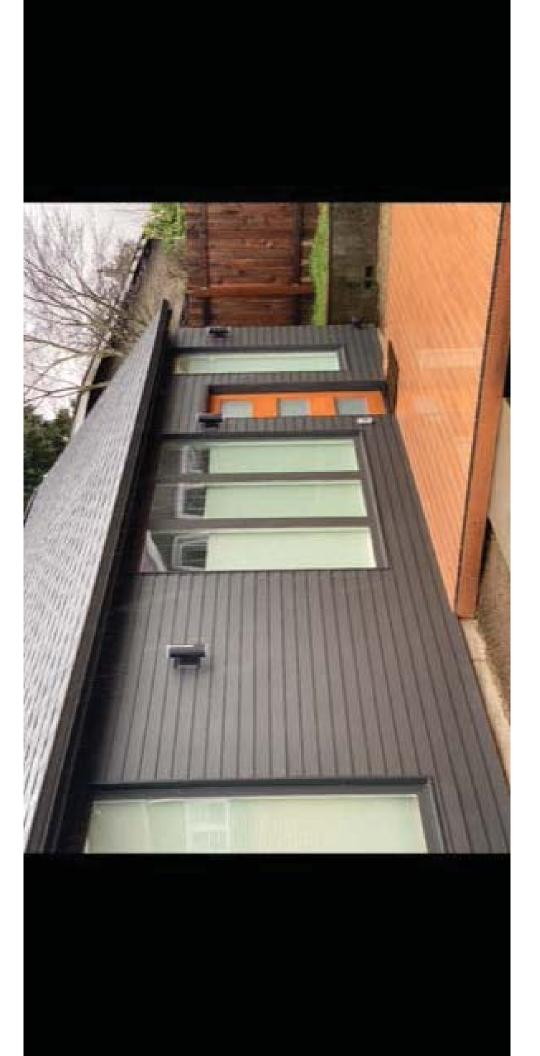


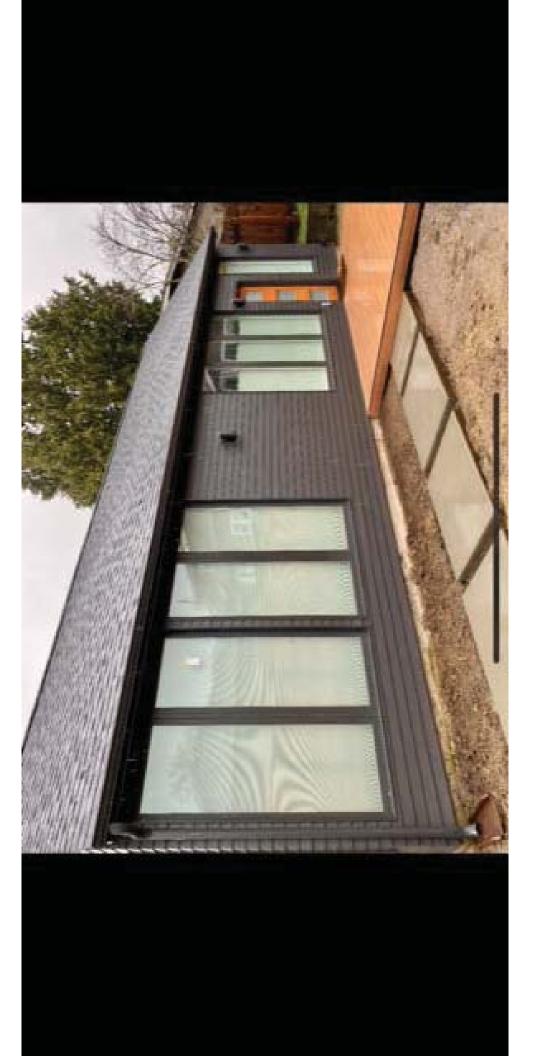












# COLLEGE PARK HISTORIC SPECIAL REVIEW DISTRICT (PROPOSED) DRAFT FINDINGS AND RECOMMENDATIONS LANDMARKS PRESERVATION COMMISSION MARCH 9, 2022

## A. About the Proposal

On May 3, 2021, a resident of the "College Park" Neighborhood near the campus of the University of Puget Sound submitted a written request for consideration of the neighborhood as a historic special review district overlay zone. This would create a new Tacoma Register Historic District. The proposed area extends roughly from North 21st St to the north, to North Pine Street to the east, along North 8th to the south, along the eastern boundary of the University of Puget Sound Campus along Alder Street to the west, and along the northern boundary of the university campus on North 18th Street to North Union Avenue on the west.

The area included within the proposed local historic district is already listed on the National Register of Historic Places and the Washington State Heritage Register as the College Park Historic District, added in 2017. The nomination for the local register proposes to use the same boundaries as the National Register District.

The College Park National Register Historic District is located in the North End, forming an inverted L shape that borders the University of Puget Sound campus to the north and east. It is south of the Proctor Business District and north of Sixth Avenue commercial corridor. The district is nominated as an example of a cohesive neighborhood that reflects the broad patterns and history of Tacoma as well as for the distinctive characteristics of its structures, which embody early twentieth century architecture.

The period of significance in the district begins in 1890, the year of the oldest structures in the district and shortly after the streetcar lines were extended along Sixth Avenue to Glendale, the establishment of the Point Defiance Line along N 21<sup>st</sup> turning north on Alder street and the end of the N. K street line at N. 12<sup>th</sup> and Pine St. The period of significance ends in 1960, at which point 94% of primary structures were completed, with only a few infill structures built on undeveloped lots over the last sixty years.

The district consists of approximately 582 structures, 509 of which are classified as "contributing" in the preliminary building inventory submitted with the nomination package (for the local historic register, accessory structures are not inventoried, and this number reflects only the primary structures on the lot). The district consists primarily of detached residences built prior to World War II, with most constructed between 1910 and 1940 with an average construction date of 1924.

The underlying zoning is presently R2-SRD in the core area of the district, with a small area of R3 south of North 9<sup>th</sup> Street and R2 north of N 18<sup>th</sup> Street.

The nominators propose using the existing Wedge-North Slope Historic District Design Guidelines, with certain district specific amendments, as the basis for project review.

## B. Evaluation of Significance

The Tacoma Municipal Code 13.07.040 provides a set of criteria by which a proposed historic district should be evaluated. In addition, TMC 13.07.060 provides guidance to the City regarding prioritizing such requests.

The basic historic designation criteria are listed below:

- a. Is associated with events that have made a significant contribution to the broad patterns of our history; or
- b. Is associated with the lives of persons significant in our past; or
- c. Embodies the distinctive characteristics of a type, period, or method of construction, or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components may lack individual distinction; or
- d. Has yielded or may be likely to yield, information important in prehistory or history; or
- e. Abuts a property that is already listed on the Tacoma Register of Historic Places and was constructed within the period of significance of the adjacent structure; or
- f. Is already individually listed on the National Register of Historic Places; or
- g. Owing to its unique location or singular physical characteristics, represents an established and familiar visual feature of the neighborhood or City.

In addition, the code provides specific criteria for historic districts, as follows:

- a. It is associated with events or trends that have made a significant contribution to the broad patterns of our history; and
- b. It is an area that represents a significant and distinguishable entity but some of whose individual components may lack distinction;
- c. It possesses a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development.

The College Park Historic National Register District was added to the National Register in 2017 under Criteria A and C, which are the same as their counterparts in the Tacoma Register of Historic Places. The Tacoma nomination also included Criterion G, which is unique to the Tacoma Register of Historic Places. Individual discussion of the criteria follows below in the Findings section.

## C. Other Criteria

District Prioritization. TMC 13.07.060 provides additional criteria for "prioritizing" historic district review as follows:

1. Appropriate documentation of eligibility is readily available. Survey documentation is already prepared or could be easily prepared by an outside party in a timely manner

The nomination form and building inventories are complete.

2. For proposed historic districts, the area appears to possess a high level of significance, based upon existing documentation or survey data

The district was listed on the National Register of Historic Places in 2017, so the existing documentation is recent. The NR documentation is submitted in lieu of a separate Tacoma Register Nomination form as provided for in the municipal code.

3. For proposed conservation districts, preliminary analysis indicates that the area appears to have a distinctive character that is desirable to maintain

See above.

4. A demonstrated substantial number of property owners appear to support such a designation, as evidenced by letters, petitions or feedback from public workshops

The nomination was accompanied by a petition and postcard survey, and staff has received a number of emails as well. The combined public comment to date is 283 individuals in support of a local historic district and 28 opposed. \*Please see additional notes about public support and outreach, below.

5. Creation of the district is compatible with and supports community and neighborhood plans

There has been extensive discussion about the compatibility with Home In Tacoma policies, which are discussed below.

6. The area abuts another area already listed as a historic district or conservation district

The neighborhood abuts the Buckley Addition National Register District, but is not near any locally designated historic districts. The North Slope Historic District, Buckley's Addition and College Park form a contiguous area of neighborhoods currently listed on the National Register of Historic Places, from North Union to Division Avenue.

7. The objectives of the community cannot be adequately achieved using other land use tools.

Under current land use regulations, there are no alternatives to the public design review process and demolition protections that are part of historic district regulations. Should the historic district not be adopted, it is unlikely that there will be a similar set of regulations addressing community concern regarding compatibility of infill construction and/or demolition of viable structures within the district. Please see additional discussion below.

#### D. Boundaries

The area included within the proposed local historic district is already listed on the National Register of Historic Places and the Washington State Heritage Register as the College Park Historic District, added in 2017. The nomination for the local register proposes to use the same boundaries as the National Register District.

The guidance in TMC 13.07 is that boundaries should be based upon a definable geographic area that can be distinguished from surrounding properties by changes such as density, scale, type, age, style of sites, buildings, structures, and objects or by documented differences in patterns of historic development or associations. Although recommended boundaries may be affected by other concerns, including underlying zoning, political or jurisdictional boundaries and property owner sentiment, to the extent feasible, the boundaries should be based upon a shared historical or architectural relationship among the properties constituting the district.

According to the National Register nomination, the College Park Historic District proposed boundary:

...uses the accepted neighborhood boundary recognized by the residents and community. The boundary follows arterial streets and established boundary lines between neighborhood districts; boundary lines between dissimilar land use zones and the property owned by the University of Puget Sound. To the south of the district is the Sixth Avenue Business District, the boundary line was selected at a natural transition between the newer commercial district and the residential district. The western boundary runs along North Alder Street an arterial street, which is also the principal boundary for the University. A portion of the southern boundary also runs along the boundary of the University

at North 18th Street. Both Union Avenue to the west and 21st Street to the north are higher traffic arterial streets. To the east the boundary represents the recognized boundary for Buckley Addition.

The district includes all or part of several historic plats, including:

- Badgerow Addition (1907), which lies in the northern part of the proposed district and extended from N 18<sup>th</sup> to N 22<sup>nd</sup> Street north to south, and from both sides of Lawrence Street to Pine Street west to east. This location took advantage of streetcar lines running along N 21<sup>st</sup> and Cedar Streets
- Bullitt Addition (1909), which lies just west of the Badgerow Addition from N 22<sup>nd</sup> southerly to both sides of N 18<sup>th</sup> (including property that is now part of the UPS campus), overlapping the Badgerow Addition at Lawrence Street to the east and ending at Union Street to the west.
- Baker's 1<sup>st</sup> Addition (1889), extending from N 17<sup>th</sup> to both sides of N 13<sup>th</sup> to the south, and from both sides of Alder Street to Pine Street.
- College Addition (1923), immediately south of Baker's Addition, including both sides of Alder Street and Cedar Street from Bakers Addition south to N 11<sup>th</sup> Street.
- Muller-Lindahl Addition (1912) from both sides of Alder Street to Pine Street west to east, from north of N 10<sup>th</sup> Street to the north, to the centerline of N 9<sup>th</sup> to the south.

Many of the historical plats extend beyond the historic district area, which is a characteristic shared by other historic districts in the city, although all the plats along the eastern edge terminate at N Pine Street.

The underlying zoning within the College Park Neighborhood includes primarily R2 and R2-SRD. There is an area designated as R3 in the northeastern corner of the proposed district at 21<sup>st</sup> and Pine Streets, and in the southern part of the district south of North 9<sup>th</sup> Street.

## E. Public Outreach

There has been extensive public outreach regarding the College Park Proposal, which has involved significant advocacy by the nominators, postcard surveys, email distribution lists, a dedicated website and public information sessions, in addition to a public hearing.

## Outreach by Supporters

Outreach leading up to the nomination was substantial and included in-person visits to every property in the proposed local historic district. Postcards were mailed to every house, and there has been a Facebook page and website posted for over five years. There have also been three articles written in The News Tribune and Tacoma Weekly. The original submittal contained a petition and a postcard survey, completed by the nominator. The total of public response in the submittal was 283 individuals in support, 28 opposed. Outreach efforts by supporters continues.

## Outreach by the City

Upon receipt of the nomination, the Landmarks Commission established a dedicated website (<a href="www.cityoftacoma.org/collegeparkHD">www.cityoftacoma.org/collegeparkHD</a>) and mailed a postcard to all occupants and taxpayers of record within a 400' radius of the district boundaries, announcing two Public Information Sessions and directing interested parties to the website. The Commission also established a College Park Historic District email distribution list that includes 143 recipients. Between June and December 2021, the Commission received over 60 written comments on the College Park proposal.

The Commission has held 14 meetings so far to discuss College Park. In addition to its normal meeting schedule, the Commission held 2 public information sessions dedicated to College Park, on August 11 and September 8, 2021.

On October 10, 2021, the Commission released an opinion survey online and in post card format. The survey was sent to the email distribution list, posted online, and mailed to over 1300 addresses, representing taxpayers of record and occupants of addresses within a 400' radius of the proposed district. By the November 3 deadline, 340 responses had been received.

On February 9, 2022, the Landmarks Commission held a public hearing and received 60 comments. Notice was mailed to taxpayers of record and occupants within 400' of the proposed district boundaries, sent via email distribution list, posted online and in social media, and published in The News Tribune on February 2.

## Summary of Public Outreach

There is clear and consistent public support for this proposal, as evidenced by outreach conducted by the nominator as well as the City. The nominators indicate a support level of over 80%, based upon their petition drive, post card mailers, emails, and social media contacts.

Outreach by the Commission has also indicated a high level of support, between 55 and 60%. For example, the post card opinion survey conducted by the Commission indicated an overall support level of slightly over 52%; among property owners in the district, the percentage was higher at over 58%. Among renters, the support level was 54%.

At the February 9 Public Hearing, 60 comments were received; 67% of the comments (40) were supportive of the district.

## Issues Identified from Public Comment and Commission Discussion

- 1. Questions about the Landmarks Commission review process for College Park, the role and purview of the Commission, and the review criteria. The Commission's review process is defined at 13.07.060, and includes:
  - TMC notes that the Commission or members of the City Council may propose a new historic special review overlay district.
  - Criteria for the prioritization designation of historic district proposals.
  - Other considerations for the Landmarks Commission such as goals and policies in the Comprehensive Plan and Council direction regarding diversity, equity and inclusion.
- 2. Questions regarding the scope/requirements for design review, noting that there have been shifts in the proposed requirements during the Commission's review.
  - Initial proposal as described on the College Park Historic District Association website
    described the design review process as being focused on the front façade and stated the
    intent to follow the model of the Wedge Neighborhood Historic District, which delegates
    changes that are not visible from public rights of way to staff review (thus not requiring
    formal design review by the Commission).
  - During the public information sessions on 8/11 and 9/12/21, staff also discussed the district requirements as being similar to the Wedge requirements.
  - At the Commission meeting of 1/12/22, the Commission discussed releasing two
    alternative versions of the district, including one that reduced the requirements for design
    review (including exempting window changes in existing openings on secondary
    elevations, and exempting work that is not visible from right of way), and an alternative
    that was identical to the North Slope Historic District (design review required for all
    exterior alterations). The Commission voted to release the more restrictive version for
    public comment.
- 3. Equity considerations. The proposed district and its impact on diversity, equity and inclusionary efforts of the City has been a significant topic during the review of the proposal, including public comments and discussion by the Commission.

- Although there are broad policy guidelines adopted by City Council regarding diversity, equity and inclusion, there is not language in preservation policies or regulations specifically addressing these policy objectives; likewise these policy objectives do not appear in the criteria for significance and evaluation of nominations in the historic preservation code.
- The College Park Neighborhood scores "high" to "very high" on the Tacoma Equity Index map. This is a combined index using indicators such as livability, accessibility, economy, educational attainment and environmental health.
- According to the nominator, 103 properties have a taxpayer mailing address outside of the district. These include addresses elsewhere in Tacoma and the United States, and P.O. Boxes. This may indicate rental/investment properties, but it could also include households who prefer to receive their Pierce County Assessor correspondence at a different address. This suggests that the owner-occupied rate is near 80% (103 properties out of 538 parcels).
- The Commission has requested information on social outcomes resulting from historic district designation. The most applicable study found and reported to the Commission in October concluded that generally, the socioeconomic status of neighborhoods with historic districts increases following designation. This includes an observed decrease in poverty, perhaps due to increased home ownership rates and corresponding reductions in rental housing, general increase in income levels, and an increase in the number of college-educated residents. The study did not find a statistically significant change in racial or ethnic composition following historic district designation. Likewise, there was not an observed increase in rental rates, although the authors note that this may be due to the observation that neighborhoods with higher rents are more likely to become historic districts. (Journal of the American Planning Association, titled "Does Preservation Accelerate Neighborhood Change: Examining the Impact of Historic Preservation in New York City.")
- The Landmarks and Planning Commissions recommended the inclusion of an historical overview of redlining and its effect on the College Park Neighborhood. This is to ensure that the historical narrative is inclusive and complete. A statement regarding redlining was added to the nomination document.

#### Discussion has included:

- The Historic Preservation Program has finite resources. There will be an impact to
  program resources as a result of adding a new historic district, requiring resources that
  could be deployed to meet other program objectives. However, it is also possible that an
  additional historic district could provide support for program expansion that would allow
  the program to broaden its reach to other neighborhoods.
- A related observation is that, as long as the City relies on neighborhood advocacy to
  promote new historic districts, equitable distribution of preservation services will continue
  to be an issue. Currently program resources limit the amount of proactive work that can
  be done; thus, residents that are familiar with historic preservation and planning tools will
  have better access to them.
- Another measure of equity is the impacts to Tacoma residents resulting from historic designation. Impacts include the financial costs of complying with district requirements for design review and meeting the design guidelines, as well as perceived and real institutional barriers of the design review process. Conservative application of district requirements will have a financial impact on district residents.
- 4. Several public comments along with commission discussion have questioned the relationship between the College Park Historic District proposal and the Home In Tacoma project. Specifically, concerns from residents both opposed to the district and in support, have questioned the effect of the historic district on Home In Tacoma zoning and policy changes.

- The College Park Historic District would not exempt the neighborhood from zoning changes brought forward by Home In Tacoma. The local historic district would not regulate use.
- However, creation of the district would strongly discourage demolition of existing historic homes. There is already a demolition review requirement for the existing National Register Historic District; however, the demolition protections that come with local district listing are stronger.
- New infill construction within the district would require design review to ensure compatibility with the existing context.

Home In Tacoma's policy framework has deliberately included language supporting the objectives of historic preservation and providing guidance for future policy development. For example, the land use descriptions for both Low and Mid-Scale residential development include the following statement: "Infill in historic districts is supported to expand housing options consistent with the [land use designation], but must be consistent with the neighborhood scale and defining features, and with policies discouraging demolition." Some of the applicable Comprehensive Plan and Home In Tacoma policies addressing this question include:

**GOAL DD–1** Design new development to respond to and enhance the distinctive physical, historic, aesthetic and cultural qualities of its location, while accommodating growth and change.

**Policy DD–1.5** Encourage building and street designs that respect the unique built natural, historic, and cultural characteristics of Tacoma's centers, corridors, historic residential pattern areas and open space corridors, described in the Urban Form chapter.

**GOAL DD-13** Protect and preserve Tacoma's historic and cultural character.

**Policy DD–4.1** Ensure that new development is responsive to and enhances the quality, character and function of Tacoma's residential neighborhoods.

**Policy DD—4.13** Review and update Tacoma's zoning and development standards for residential development to seek opportunities to promote housing supply, choice and affordability while ensuring that infill housing complements neighborhood scale and patterns. Incorporate design standards to achieve quality, context-sensitive infill development in neighborhoods, centers, corridors, and designated historic districts.

**Policy DD-4.16** Infill design controls shall be heightened for larger projects as well as for projects located within transition areas such as around Centers and in historic areas.

**Policy DD—13.10** Encourage and support adaptive reuse and conversions of historically significant and existing viable older structures through methods including:

- a. Create regulatory incentives that favor housing unit conversion in existing buildings over demolition and replacement
- b. Evaluate subdivision standards for opportunities where flexibility could allow retention of an existing structure
- c. Evaluate incentives and support for reuse and conversion of abandoned houses
- d. Evaluate non-life safety Building Code flexibility for conversion of existing structures (such as ceiling height)
- e. Designate land available for houses being relocated as part of redevelopment

**Policy DD-13.11** Discourage the unnecessary demolition of older viable and historically significant structures through a range of methods including:

a. Develop regulations that encourage new development on vacant or underutilized spaces and reuse of existing structures

- b. Develop a proactive survey program for the identification, documentation and preservation of historically and culturally significant buildings in all areas of the City, particularly those historically underserved and underrepresented
- c. Expand current demolition review code language to protect structures of historical or cultural significance outside of current historic districts
- d. Avoid creating an economic incentive for demolitions within Historic Districts

**Policy DD-13.12** Encourage infill that is architecturally compatible within surrounding contexts through appropriate scale and design controls both within Historic Districts and citywide.

**Policy DD–13.2** Encourage development that fills in vacant and underutilized gaps within the established urban fabric, while preserving and complementing historic resources and neighborhood patterns.

5. Neighborhood objectives and need. During the district review process, comments from the public and commission discussion have questioned the need for an historic district to preserve the character and quality of the neighborhood. A typical comment from an individual opposed has been, "the neighborhood has been fine without additional restrictions." Earlier in the process, the nominator stated that the objective is to preserve the character of the neighborhood.

It is likely that zoning changes will create upward development pressure within this neighborhood, as it will in other areas of the city. As it currently sits, there are limited provisions for demolition review and no specific design review requirements.

Currently, due to its status as a National Register District, any proposed demolition of an historic contributing building within College Park will require demolition review. This process, which was most recently used for the Wahlgren's Flower Shop discussion, requires that the Commission review any demolition for individual eligibility for listing on the Tacoma Register of Historic Places.

In order to prevent demolition, the City Council must concur with the Commission's findings and adopt a resolution that individually adds the structure to the Tacoma Register of Historic Places. In practice, this process is lengthy and cumbersome, and does not directly address the potential impacts to the neighborhood, nor does it consider the merits of a building as a part of the district. Thus designation of a local historic district, which has its own demolition process that presumes a building is historically significant and is designed to identify alternatives to demolition, is a much stronger tool for the prevention of demolition.

Likewise, there currently is no design review component to Home In Tacoma. Although the City is currently developing an urban design framework through its Urban Design Studio, it is unlikely to have any effect on neighborhoods such as College Park, at least in the foreseeable future. Most low and mid-scale infill development will fall below the initial thresholds set by the Urban Design Studio.

## **DRAFT FINDINGS**

## A. Eligibility

 The Commission finds that the proposed district meets Criterion A, for its association with the development of Tacoma, which is reflected in the architectural character and development patterns of the neighborhood. The Commission also recommends that a statement providing an overview of the practice of 'redlining" be included in the nomination document.

The College Park Historic District in Tacoma, Washington, is nominated as a cohesive and highly-intact neighborhood of dwellings that is significantly associated with and reflect Tacoma's early development period, and that represents the broad patterns of social and economic history of Tacoma. The nomination focuses on the themes of

railroad era development and speculation, the streetcar system and period of rapid economic growth prior to 1940, and the World War II period.

This criterion is the same for both individual landmark nominations as well as historic districts.

2. The Commission finds that the district meets Criterion C, by virtue of the many excellent examples of representative styles. This criterion is similar to both B and C of the district designation criteria.

The district is in an area that embodies the distinctive characteristics of dwellings built in Tacoma from the late 19th to mid-20th century. Many of the homes in the district were constructed for resale, but there are also many examples of architect designed houses as well. Styles in the district reflect the period of significance and include strong examples of residential architectural styles commonly found in other older neighborhoods of the Pacific Northwest: Queen Anne, Craftsman, Tudor Revival, and Colonial Revival, along with other styles/types including American Foursquare, Prairie and Spanish Revival. Styles from the Post-World War II period are found in smaller numbers, which include Minimal Traditional, and Ranch.

- 3. The Commission finds that the proposed district does not meet Criterion G. This criterion suggests that the area possesses physical characteristics and/or a location that sets it apart from other areas of a similar age, context or character. The Commission finds that the district does not possess association significant such that the neighborhood contrasts or is set apart from the surrounding areas, and thus does not meet this criterion.
- 4. In conclusion, the Commission finds that the College Park Neighborhood is eligible for designation to the Tacoma Register of Historic Places.
- B. Other District Criteria. The Commission finds that the College Park Neighborhood Historic District proposal meets the "priority" criteria outlined in TMC 13.07.060. Specifically:
  - 1. There is appropriate documentation of eligibility available and survey documentation is already prepared. The nomination form and building inventories are complete.
  - 2. The College Park Neighborhood appears to possess a high level of significance, based upon existing documentation or survey data. Specifically, the district was listed on the National Register of Historic Places in 2017.
  - 3. The Commission finds that a demonstrated substantial number of property owners appear to support such a designation, as evidenced by letters, petitions or feedback from public workshops. Outreach conducted by the nominator and by the City, in the form of surveys, email comments, petitions and oral testimony, indicates a high level of support for the district.
  - 4. The Commission finds that the creation of the district is compatible with and supports community and neighborhood plans. Specifically, there has been significant discussion regarding the compatibility with Home In Tacoma (HIT). The Commission supports the Home In Tacoma policy framework to increase housing availability and choice within Tacoma, and believes that the historic district design review process can be compatible with Home In Tacoma's policy objectives.
  - 5. The College Park Neighborhood area abuts another area already listed as a historic district or conservation district. Specifically, College Park is adjacent to the Buckley Addition National Register District, but is not near any locally designated historic districts. The North Slope Historic District, Buckley's Addition and College Park form a contiguous

- area of neighborhoods currently listed on the National Register of Historic Places, from North Union to Division Avenue.
- 6. Under current land use regulations, the objectives of the community, principally to preserve the existing historic built environment of the neighborhood, cannot be adequately achieved using other land use tools. Currently, there are no alternatives to the public design review process and demolition protections that are part of historic district regulations. Should the historic district not be adopted, it is unlikely that there will be a similar set of regulations addressing community concern regarding compatibility of infill construction and/or demolition of viable structures within the district.

### C. Boundaries.

1. The Landmarks Preservation Commission finds that the boundaries proposed for the College Park Historic District are appropriate, and reflect historic development patterns, street and arterial boundaries, other adjacent historical districts.

## D. Equity and Inclusion

- The Commission finds that the College Park Neighborhood is in a High to Very High Opportunity Area in Tacoma's equity map. The neighborhood has historically been an economically stable neighborhood with high livability, which is a characteristic that remains true today.
- 2. The neighborhood was graded A and B on the Home Ownership Loan Corporation redlining map, both of which are "low risk" ratings on the redlining map for Tacoma.
- 3. The Commission finds that the distribution of historic districts in Tacoma is inequitable, and notes a concentration of historic districts in the North End of Tacoma, including Stadium-Seminary National Register Historic District, the North Slope Historic District (listed both on the National and Tacoma Registers of Historic Places), the Wedge Neighborhood Historic District (also listed on the National and Tacoma Register), and Buckley's Addition National Register Historic District. The Commission believes that additional proactive advocacy work by the City within underserved geographies is required to address this issue (see recommendations).

## **DRAFT RECOMMENDATIONS**

The Landmarks Preservation Commission makes the following recommendations:

- 1. The College Park Historic Special Review District should be established as an overlay zone with the boundaries consistent with the nomination document.
- 2. Design review in the district should be conducted consistent with the other residential historic districts in Tacoma, as follows:
  - a. Exterior alterations that require permits are subject to design review by the Landmarks Preservation Commission consistent with TMC 13.05.040. Interior alterations and alterations that do not require permits are exempt from historic district requirements.
  - b. Demolition of structures and new construction within the district is subject to Landmarks Commission approval.
  - c. In order to reduce the burden on property owners and residents within the district, the Commission makes the following recommendations:
    - i. Alterations to non-visible elevations should be exempted from the historic district design review requirements. Other exemptions consistent with the existing exemptions in the Wedge and North Slope Historic Districts should be maintained for College Park.
    - ii. When adopted, the design guidelines should give weight to the impact of proposed projects to the overall district, and less weight on individual properties.

- iii. The Commission further recommends that window design guidelines for secondary elevations be relaxed when district design guidelines are adopted.
- 3. Additional resources should be identified to support administering and the proactive creation of historic districts, especially in areas that are underserved by historic preservation.
- 4. The Commission recommends that the Historic Preservation Comprehensive Plan Element and associated regulatory codes be reviewed during the next code and policy amendment process specifically for the following:
  - i. Evaluate compatibility with the broad City policy of objectives concerning diversity, equity and inclusion, to identify barriers, gaps in preservation policy, and criteria used by the Commission.
  - ii. Review the historic district designation process and clarify the roles and scope of the review by the Landmarks Commission and Planning Commission.

