

# Facility Advisory Committee: Final Report

SUBMITTED TO THE INFRASTRUCTURE, PLANNING, AND  
SUSTAINABILITY COMMITTEE – SEPTEMBER 27, 2023

PREPARED BY THE OFFICE OF MANAGEMENT AND BUDGET, IN  
ASSOCIATION WITH PARAMETRIX, INC.

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## 2 EXECUTIVE SUMMARY

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The City of Tacoma is a significant property owner. The general government portion of the City owns over 70 buildings around Tacoma, across different service areas. These include the Tacoma Public Libraries system, the Tacoma Venues and Events facilities, and the facilities managed by the Public Works Facilities division (such as Tacoma Fire facilities, Tacoma Police facilities, and other facilities). City staff and members of the public utilize these facilities every day to access the services provided by the municipal government and its component departments.

Unfortunately, it has become clear in recent years that the current state of the general government facility portfolio is inadequate. The problem has been described in the following statement crafted by City staff: “A majority of General Government Facilities are aging beyond their useful life, and many do not meet operational or level-of-service requirements.” In other words, the City’s building portfolio is outdated, the services they provide has changed, and community needs have evolved.

There are a number of reasons the City’s building portfolio has arrived in this state. Among these reasons is a lack of focus on repair and replacement investments as the facilities aged, a problem that stretches back years. The poor resource allocation in this area has contributed to a current situation that raises, primarily, safety concerns for workers and members of the public. Secondly, service delivery concerns are another issue facing City facilities is the evolving services and their standards which have changed faster than the facilities that house them. Although the City Council has made recent efforts and investments in these areas, the problem is now spread across many different service areas. This has made the problem more complex.

Recognizing this complexity, the City Council and City staff formed a Facility Advisory Committee (FAC), comprised of community members, to review the City’s portfolio, understand the issues, and create a list that aims to prioritize essential facility investments. This group was formed in early February 2023. Members toured a representative sample of City facilities to view facility and operational issues up close. They also met every two weeks beginning in March 2023 until August 2023 to discuss the complex issues facing each City department and many of the City-owned facilities.

This report represents the findings of the FAC over the course of their 7-month project. The findings are as follows:

- Safety of City staff and the public is paramount and must be prioritized when considering future facility investments
- There has been under-investment in City-owned facilities
- Facility inadequacies cut across many different service areas

Based on these findings, the FAC created a scoring system to measure facility issues across different service areas. They created a prioritized project list based on the scoring system. For a longer discussion of the scoring system and prioritized list, please see Sections 4 and 5 of this report.

The prioritized list revealed several recommendations. These recommendations are split into two categories: facility recommendations and other recommendations. First, the facility recommendations are:

- Investment in employee and public safety are paramount
  - The FAC voiced strong concern with the working conditions of City employees in several service areas, particularly the Tacoma Fire Department and the Public Works Street Operations Services
  - Facility inadequacy seemed particularly acute in emergency service facilities, such as the Tacoma Fire Department and Public Works Street Operations Services
  - Facility investments should prioritize rectifying these safety issues, which are both short-term and long term in nature
- Facility issues are spread across many different service areas
- Any investment program will take time and resources
- Due to the timeline of an investment plan, and the desire of the FAC for the City to improve and provide community amenities in a funding package, facilities beyond public safety and emergencies are recommended for inclusion in a funding package. The specific facilities recommended for inclusion are:
  - The Historic Rialto Theater
  - A New Hilltop Library Branch
  - A New Eastside Library Branch
- Additional facility funding will have impacts on the City's operational finances. Adding additional library branches and additional fire apparatus bays will influence the City's General Fund financial position.
- The City Council should consider the future of services at the Tacoma Municipal Complex and its Community Centers, Senior Centers, and City-owned Parks. Further study of these sites is recommended before any investment beyond critical updates (such as the exterior of the Tacoma Municipal Building) are undertaken.

Beyond these recommendations, the FAC offered additional considerations for the City Council as it implements the facility recommendations above. Those include:

- Leveraging funding from additional sources, such as:
  - Other levels of government (county, state, and federal)
  - Private sector partners
  - Peer municipalities, where appropriate
- Continued investment in repair and replacement projects is essential across the City's portfolio. The City Council should ensure these investments, which were funded in the 2023-2024 Biennial Budget, are continued into future biennial budgets
- Design and construction of future investments should consider:
  - Worker safety is always paramount
  - Life cycle costs—if an upfront investment can save dollars down the road, the City should take advantage
  - Adaptive reuse of spaces—the City tends to hold its facilities for a long time; therefore, design should consider ways in which facilities can be adapted for different uses or changes over time
  - Local economic considerations—investments can help create jobs in the local area, including systemically distressed areas throughout our city. Careful consideration should

be paid to ensure investments improve the economic conditions of Tacoma. To that end, City Council should examine policies and ensure contracts and work are supported with goals that put Tacomans to work, lessening wealth and income inequality as described in the disparity study.

- Climate Change and Decarbonization—the City should plan ahead for the impacts of climate change on the built environment and the region more broadly. It should also mitigate its carbon footprint (both present and future) to the extent possible through any investment plan
- The City Council should create an accountability mechanism for any approved funding plan. The public and Council should receive regular updates on the progress of projects as well as any project modifications or implementation changes
- For facilities that are unlikely to receive funding in a financial package, the City should consider a strategic review of programmatic offerings, facility usage, and, in some cases, whether the organization is the best suited to provide certain services

The FAC recognizes the scale of the facility investment challenge. Any funding package will likely fail to address all issues across the City’s general government portfolio. This recognition suggests that deferring action on creating an investment plan is not a viable solution for the City. Nor will repair and replacement investments alone be enough to address the issue as many facilities are operationally obsolete. Funding repair and replacement projects has been deferred too long and therefore a longer-term strategy is now required. With that in mind, the FAC emphasizes again that any funding and long-term strategy must prioritize worker safety.

Ultimately, the FAC recommendations are a starting point for the City. Many difficult decisions lie ahead. Yet the City of Tacoma has the opportunity to make investments in essential services and pursue other goals—such as equity, climate action, and its Tacoma 2025 goals—as it implements a larger investment program.

For additional information the City will establish an FAC website.

## 3 OVERVIEW

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The age and deteriorating condition of City owned facilities has emerged as an organizational issue in recent years. Staff has engaged outside consultants to being to understand the scope of the problem. However, it is now clear that the scope of the issue outstrips the ability of the organization to correct within its current resources. Part of the issue lies in the age of the buildings. There are some buildings that are over 100 years old in the building portfolio. Of course, a well-maintained building could still be functional. Even while these buildings have aged, however, the services provided out of them have also evolved dramatically. For example, some facilities were built when horses and carriages were in use and therefore were designed to accommodate the horses and carriages. Transportation technology has changed dramatically in the years since. Changing technology, such as larger fire suppression apparatus, and the changing nature of the needs and expectations of the Tacoma community combine to create a complex picture of the significant facility investment needed across the organization. Thus, the age and condition of City owned facilities are not the only factors leading to the need for investment. Evolving technological and community needs are also factors.

City staff has defined the problem through the following statement: “A majority of General Government Facilities are aging beyond their useful life, and many do not meet operational or level-of-service requirements.” Put another way, the City’s buildings are operationally antiquated, technology has evolved, and the community context has changed. Because this has happened in many City-provided service areas, the organization needs a method to inform it on prioritizing its investment efforts.

Of particular concern is that many of the current facilities are unsafe for the people who work in them. Most of the fire stations, for example, do not provide adequate separation and ventilation to limit contamination of living areas from elements encountered in fires and other emergencies. This puts emergency workers’ health at risk. The antiquated street maintenance facilities also pose, in the view of the FAC, an unacceptable level of risk to worker safety. Other issues identified, including but not limited to the exterior façade of the Tacoma Municipal Building, water infiltration at the Rialto Theater, and poor working conditions at fire stations and the Public Works Street Operations Campus demonstrate that facility issues have enveloped many City service areas. All these issues could pose a risk to the health and safety of the City’s workforce and members of the public.

Engagement with the City Council has been sporadic over the past several years on this topic. But, in late 2022, a sustained effort began that led to the formation of the Facility Advisory Committee (FAC), comprised of community members. Councilmembers were taken on tours of City facilities to refresh their memories of the issues in different service areas in late 2022. After that, Council debriefed the tours and directed staff to form the FAC, with recommendations for potential members.

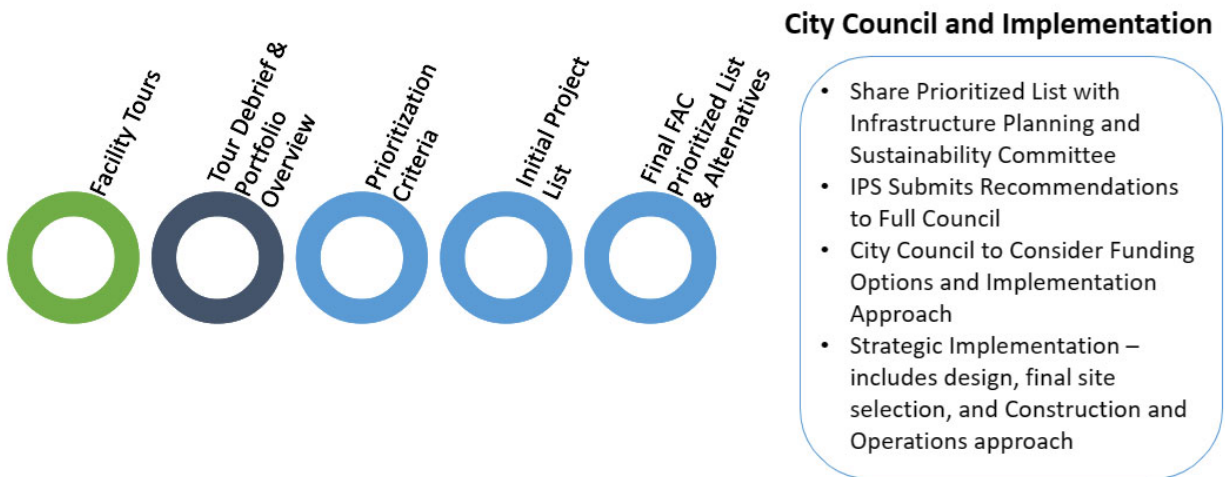
### 3.1 PROCESS OVERVIEW

Under direction from the City Council, staff created a series of meetings that would help FAC members understand the issues facing each service area. The first step for the FAC was to tour different City facilities, including fire stations, libraries, City owned venues, and other facilities essential to the organization’s day-to-day operations and emergency response. The next step was formal meetings that dove into depth on each service area and its facility deficiencies and needs. The next step, led by the

FAC, was to create prioritization criteria to evaluate each facility. The aim of the criteria, when coupled with an FAC-developed scoring system, was to evaluate areas of the greatest need from a community perspective. From this scoring system, a prioritized list of projects was created.

Staff offered additional context to the FAC on ongoing efforts related to facility planning (such as a Fire Department Facility Master Plan, a Library Location Siting Study, Public Works Street Operations Master Plan, among others). The goal of these briefings was to help the FAC contextualize organizational work and adjust their list accordingly, if appropriate.

The process can be visualized below:



### 3.2 FACILITY ADVISORY COMMITTEE MEMBERSHIP

With recommendations from City Councilmembers and others, staff invited many members of the community to join the Facility Advisory Committee. Below is the list of members who accepted the invitation and gave their time and effort to this task.

| Name             | Council District | Past or Present City of Tacoma Affiliations  |
|------------------|------------------|--|
| Kevin Bartoy     | District 2       | Chair, Landmarks Preservation Commission   |
| Nathe Lawver     | District 1       | Community Workforce Agreement task force, Environmental Services Advisory Committee                        |
| Anthony Steele   | District 1       | City Planning Commission, City Hilltop Engagement Committee, Hilltop Business Association                  |
| Tracy Oster      | District 1       | Board member 2nd Cycle, Board member Qualstar Credit Union, Sound Transit Community Oversight Panel member |
| Brett Santhuff   | District 3       | Planning Commission, Neighborhood Councils (New Tacoma)  |
| Paul Franetovich | District 1       | No City affiliations. Local business owner.  |
| Maricres Castro  | District 5       | Commissioner for the Tacoma Commission for Immigrant & Refugee Affairs.                                    |
| Scott Heinze     | District 2       | Tacoma School Board Director, Tacoma Human Rights Commission   |



| Name                   | Council District    | Past or Present City of Tacoma Affiliations  |
|------------------------|---------------------|--|
| Lydia Zepeda           | District 3          | Commissioner, Commission on Immigrant and Refugee Affairs  |
| Liz Collins            | District 1          | Nature and Environment Advisory Council (former) -- Metro Parks  |
| David Schroedel        | District 1          | Past City of Tacoma Fiscal Sustainability Task Force Member; Current Downtown on the Go Board Member; Current Fire Chief's Community Advisory Committee Member; Past North End Neighborhood Council Board Member |
| Justin Everman         | District 4          | Currently active in forming the McKinley Hill Business district assoc.   |
| DJ Dean                | Outside City Limits | No City affiliations. Local architect with many years of experience in Tacoma.   |
| Sharon Chambers-Gordon | Outside City Limits | Board of Directors Hilltop Artists, Girls Scouts, Palmer Scholars Mentor, Realtor Association, City of Tacoma Recognition Committee some years ago.  |
| Ben Ferguson           | Outside City Limits | Co-Vice Chair Permit Advisory Group, member Board of Building Appeals (architecture representative), member Urban Design Review Professional Advisory Group  |
| Ashley Brewster        | District 5          | Mayor's Youth Commission of Tacoma   |
| Hayes Alexander III    | District 3          | Hilltop Library Planning Committee, Peoples Center Steering Committee, Tacoma Tool Library   |
| Jacki Skaught          | District 2          | League of Women Voters   |
| Susanne Marten         | District 4          | Non-profit Board member which received a Tacoma Arts Commission grant (2021-23) and Community and Economic Division grant (2022)   |

### 3.3 STAFF SUPPORT

Staff supporting the Facility Advisory Committee included a broad team from across the City of Tacoma as well as support from an outside consultant. In addition, the complexity of this task requires significant coordination across multiple governmental organizations. Thus, staff from Tacoma Public Schools and MetroParks Tacoma were kept current on the FAC's activities. Below is the list of staff support from the City, followed by outside organizations, and consultant.

| Name              | Title                                 | City of Tacoma Department                         |
|-------------------|---------------------------------------|---|
| Kurtis Kingsolver | Deputy City Manager                   | City Manager's Office                             |
| Katie Johnston    | Budget Officer                        | Office of Management and Budget                   |
| Reid Bennion      | Financial Services Manager            | Office of Management and Budget                   |
| Nick Anderson     | Financial Services Analyst, Principal | Office of Management and Budget                   |
| Perry Spring      | Sustainability Analyst, Senior        | Office of Environmental Policy and Sustainability |
| Deborah Trevorrow | Contract/Program Auditor              | Community and Economic Development Department     |
| Teresa Green      | Business Services Manager             | Tacoma Fire Department                            |

| Name           | Title                                  | City of Tacoma Department           |
|----------------|--|-------------------------------------|
| Sam Benscoter  | Business Services Manager              | Tacoma Public Libraries             |
| Justin Davis   | Division Manager, Fleet and Facilities | Public Works Facilities             |
| Josh Clarke    | Assistant Division Manager             | Public Works Facilities             |
| Josh Kropf     | Assistant Director                     | Tacoma Venues and Events            |
| Vicky McLaurin | Assistant Director                     | Neighborhood and Community Services |
| Josh Diekmann  | Interim Director                       | Public Works Department             |

In addition to these staff who attended on a regular basis, the FAC also received briefings from:

- Toryono Green, Chief, Tacoma Fire Department
- Adam Cook, Director, Tacoma Venues & Events
- Kate Larsen, Director, Tacoma Public Libraries
- Lisa Woods, Director, Office of Equity and Human Rights
- Chelsea Talbert, Strategic Initiatives Programs Coordinator, Office of Strategy
- Lucas Smiraldo, Equity Programs Consultant, Office of Equity and Human Rights

Staff kept important governmental partners involved in this process. Staff members from the following organizations attended several FAC meetings and were otherwise kept informed of its activities:

- Alicia Lawver, Tacoma Public Schools
- Morris Aldridge, Tacoma Public Schools
- Alisa O’Hanlon Regala, MetroParks Tacoma
- Marty Stump, MetroParks Tacoma

Finally, this process and creation of materials was supported and facilitated by Jim Dugan of Parametrix, Inc. Mr. Dugan also assisted all three governmental organizations in coordination of capital planning activities.

### 3.4 FACILITY TOURS

Below is a summary of tours and locations visited by FAC members.

| Tour         | Destinations   | FAC Member Attendees   | Tour Date    |
|--------------|--|--|--------------|
| Tour Group 1 | Tacoma Municipal Building, New Fire Station #5, Public Works Street Operations, Beacon Center, Tacoma Public Libraries Main Library, Tacoma Public Libraries Wheelock Branch, Fire Station #14, Tacoma | Sharon Chambers-Gordon<br>DJ Dean<br>Liz Collins<br>Nathe Lawver<br>Jacki Skaught<br>Hayes Alexander III | Feb 27, 2023 |

| Tour                                | Destinations   | FAC Member Attendees   | Tour Date         |
|-------------------------------------|--|--|-------------------|
|                                     | Police Department Sector 2 Substation  |  |                   |
| Tour Group 2                        | Tacoma Municipal Building, New Fire Station #5, Fire Station #10, Tacoma Public Library Fern Hill, Lighthouse Center, Public Works Street Operations, Tacoma Police Department Sector 1 Substation | Kevin Bartoy<br>Tracy Oster<br>Scott Heinze<br>Lydia Zepeda<br>Brett Santhuff<br>Ben Ferguson<br>David Schroedel             | March 3, 2023     |
| Tour Group 3                        | Tacoma Municipal Building, New Fire Station #5, Public Works Street Operations, Fire Station #8, South Tacoma Library, Fire Garage, Fire Station #9  | Maricres Castro, Anthony Steele, Susanne Martin, Paul Franetovich  | March 20, 2023    |
| Tacoma Venues and Events Venue Tour | Tacoma Dome, Greater Tacoma Convention Center, Theaters  | Ben Ferguson<br>David Schroedel<br>Hayes Alexander III<br>Kevin Bartoy<br>Anthony Steele<br>Paul Franetovich<br>Nathe Lawver | February 18, 2023 |
| Tacoma Venues and Events Venue Tour | Tacoma Dome, Greater Tacoma Convention Center, Theaters  | Lydia Zepeda   | April 15          |
| Tacoma Venues and Events Venue Tour | Tacoma Dome, Greater Tacoma Convention Center, Theaters  | Jacki Skaught, Susanne Martin  | April 25          |

### 3.5 MEETING CALENDAR DETAIL

Below is a list of topics discussed at each FAC meeting. Meetings were recorded, with each recording available on the FAC website ([LINK HERE](#)). You can also find agendas for each meeting at the website.

| Meeting Topic  | Meeting Date     | Duration      | Venue   |
|--|------------------|---------------|---------|
| Setting Expectations, Meet and Greet, Calendar Discussion  | February 9, 2023 | 30-45 minutes | Virtual |
| Tour Debrief, Meeting Expectations, Review of Building Portfolio, City regulations (e.g., decarbonization) | March 9, 2023    | 1 Hour        | Hybrid  |

| Meeting Topic  | Meeting Date       | Duration      | Venue           |
|--|--------------------|---------------|-----------------|
| How Did We Get Here?, General Government Facilities  | March 23, 2023     | 1.5 Hour      | Hybrid          |
| Breakouts from March 23, Equity Discussion   | April 6, 2023      | 1.5 Hour      | Hybrid          |
| Library Current Portfolio and Brief Library Studies Preview  | April 13, 2023     | 2 Hours       | Hybrid          |
| Fire Stations  | April 27, 2023     | 2 Hours       | Hybrid          |
| Process Refresh, Prioritization Criteria, Draft List   | May 11, 2023       | 2 Hour        | Hybrid          |
| Prioritization Criteria (Cont.), Draft List Discussion   | May 25, 2023       | 2 Hours       | Hybrid          |
| Continued Discussion of Draft List, Scoring Method Finalized   | June 8, 2023       | 1.5 Hour      | Hybrid          |
| Continued Discussion of Draft List   | June 22, 2023      | 1.5 Hour      | Hybrid          |
| Refresh on Project List, Budget Discussion, Alternative Discussion, Draft Presentation to IPS  | July 27, 2023      | 1.5 Hours     | TMB 243, Hybrid |
| Staff-led Study Updates (TFD Master Plan, Library Siting Study, Public Works Master Plan, TVE Condition Assessment, Decarbonization Study), Continue Alternatives Discussion | August 10, 2023    | 2 Hours       | TMB 243, Hybrid |
| Finalize Recommendation, Report, Presentation  | August 24, 2023    | 2 Hours       | TMB 243, Hybrid |
| Present Findings and Final Report to City Council (IPS Committee)  | September 27, 2023 | 30-45 minutes | Hybrid          |

### 3.6 COMMITTEE TOUR AND STAFF PRESENTATION OBSERVATIONS

From the FAC’s tours, it became clear that the City has fallen behind on its investment in its general government facility portfolio. FAC members expressed dismay at the current working conditions for City employees. This was particularly true for some of the emergency service facilities, such as the Street Operations Campus and several fire stations. “We have to do better,” one FAC member observed. As a result of these tours, there was complete consensus within the group that worker safety must be the primary goal of improving facilities.

There are some bright spots in the City's portfolio. Recent renovations at the Pantages Theater, for example, produced a beautiful room for live theater. New Fire Station #5 in the Tideflats is also an excellent building; though, the FAC noted that the call volume of

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*"We have to do better."  
-Sharon Chambers-Gordon, FAC Member*

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this station was low compared to others in the TFD system. The refresh project at the Main Library branch, just getting underway, was also seen as a positive investment by the FAC.

However, the overall sense of the group was that most facilities were in poor condition and did not meet the needs of the employees or the community.

Staff sought to contextualize how we arrived in this situation and provide additional information on facility needs of different service areas. These staff briefings were extensive at the outset of the FAC's meeting schedule. The issues presented by facility deficiencies are surprisingly complex. For example, the facilities in the Fire Department's portfolio represent a response system which includes the coverage of apparatus, call volumes from different areas of the city, and call response times. Analyzing these data became as important as understanding the specific nature of each individual facility. This complexity is reflected across different service areas and magnified by the fact that there has been a significant backlog of capital renewals/investment in the general government facility portfolio.

### 3.6.1 Deferred Repair and Replacement

Staff briefings demonstrated that one significant factor in the current state of City facilities is the deferral of repair and replacement projects. While there are many reasons these projects have been deferred, including the City's financial situation and structural deficit, it is clear that the City can no longer continue with business as usual. It cannot defer these projects any longer.

The FAC notes that the City Council funded a deferred repair and replacement program in the 2023-2024 Biennial Budget, which is a good start. However, these investments must continue, for two reasons. The first is that deferral is a significant reason the City finds itself in its current situation. The second is that the public's confidence in the stewardship of the organization's buildings is essential for it to raise funds for these projects. Additionally, the City must live up to its goals stated in its Life Cycle Replacement Resolution and its Green Building Resolution. Funding these projects are avenues to pursue these goals.

While deferred repair and replacement is not the only reason for the current situation, clearly, deferral is no longer an option. The FAC therefore strongly recommends the continuation of funding for the deferred repair and replacement program, and, with due consideration of financial resources, enhancement of the current funding levels.

## 4 CRITERIA AND SCORING SYSTEM DEVELOPMENT

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### 4.1 SCORING METHOD

One of the main functions of the Facility Advisory Committee was to compare facilities across different service delivery areas. This is a difficult task. City staff often struggle with this comparison. Members of the FAC were aware of the challenge, and to begin to tackle it, they developed a scoring method.

This method required the development of criteria that FAC members found important. There was significant discussion about what these criteria should be. A detailed definition and application of the criteria is discussed below. After the development of the criteria, a weighting score was applied to each. The top criteria, Public and User Safety, was assigned a weighting score of 5. City Vision and Goals, on the other end of the weighting spectrum, was assigned a 1. Although the FAC was conscious of the potential costs of these investments, this was not considered during this portion of the analysis process.

After the criteria development, each FAC member evaluated facilities against them. They were tasked with scoring each facility and its influence on each criterion. For example, for Fire Station #1, an FAC member would assign a Public and User Safety score, ranging from 1 to 3. A score of 1 indicates a low influence on the criterion, a 2 indicates moderate influence, a 3 is a high degree of influence. All FAC member scores were averaged for each facility. To continue the Fire Station #1 example, the average Public and User Safety score was 2.58. The weighting score was then applied to the score. The weighting score of 5 multiplied by the average score of 2.58 yielded a result of 12.78 for Fire Station #1. Once this scoring was completed for one criterion, it was repeated for the other 4. The “Condition” criterion was added later in the process but was meant to capture the current state of facilities. A score of 3 in this area indicated a poor overall current condition (based on data provided by City staff).

The final step of this process was to add all criteria average scores together. This resulted in one score for each facility. This resulted in the “Ranking Score” that could then be used to evaluate facilities against each other. The highest score this system could produce is 52.5.<sup>1</sup> The facility to receive the highest score in this method was the New Street Operations Campus at 48.37. The lowest score was for the Greater Tacoma Convention Center at 25.25. Please see Section 5.1 for the complete Combined Project List and Ranking Scores. Most FAC members completed the scoring of individual facilities. Those that did not complete the individual scores were consulted by City staff, and, after review of the combined scores, concurred with the overall scoring and prioritized list.

This scoring system produced nearly 6,500 datapoints. These scores allowed for some common comparisons of facilities across different service areas. There was a recognition among FAC members that this scoring system could only take the evaluation to a certain point. A qualitative view of the facilities was also needed in addition to this quantitative method. There is more discussion on the qualitative evaluation in Section 5 of this report.

An example, as described above, of this system is shown in the table below. The multiplier amount is indicated in the parentheses after the Criteria Area. The total score is indicated at the far right.

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<sup>1</sup> 15 + 12 + 9 + 7.5 + 6 + 3 = 52.5

| Facility        | Public and User Safety (5) | Emergency Services (4) | Equity (3) | Condition (2.5) | Community Value (2) | City Vision and Goals (1) | Ranking Score |
|-----------------|----------------------------|------------------------|------------|-----------------|---------------------|---------------------------|---------------|
| Fire Station #1 | 12.89                      | 11.79                  | 6.95       | 7.50            | 5.26                | 2.26                      | 46.66         |

#### 4.2 CRITERIA

Each criterion is defined, and the scoring application is discussed below. Ultimately, each FAC member made their own determination on how each facility influenced any given criterion. There was some discussion over the course of three FAC meetings on this topic. To mitigate some of the subjectivity inherent in this process, the average score for each criterion was the number that was multiplied by the weighting score.

#### 4.2.1 Public and User Safety

*4.2.1.1 Definition. There were two components examined under this criterion. The first component was safety of members of the public, particularly facility condition issues that pose a risk to the public. The second component is employees who use the buildings. This component includes operational risks as well as long-term health risks. This criterion emphasizes risk, both for current operations as well as long-term issues.*

*4.2.1.2 Application. Public and User Safety aimed to capture some of the more acute facility issues. During the facility tours, for example, the FAC witnessed some working conditions that seemed inadequate for the employees in select facilities. They also saw some issues of deterioration that may pose a risk for members of the public in the future, if left unaddressed. These issues seemed widespread enough that the FAC chose to weight them more heavily than other criteria. An individual facility score of 3 by FAC member suggests a risk to public and user safety.*

#### 4.2.2 Emergency Services

*4.2.2.1 Definition. Includes facilities that provide safety services from them. This includes obvious safety facilities, like fire stations; it also may include facilities such as street operations. Emergencies range in Tacoma from earthquakes to fires to volcanic eruptions to weather-related issues. These latter emergencies—such as excessive heat or more severe cold weather events—may become more prevalent over time. City response to each emergency may be different, but the reliability of facilities to respond to these issues is essential.*

*4.2.2.2 Application. The FAC took a broad view of emergency facilities, especially given the changing nature of weather and health events of recent years. Keeping roads clear is an essential function in cold weather and snow events, for example. City crews often work around the clock to provide for clear roads. There is a knock-on effect of clear roads, as they are essential for the timely delivery of other emergency services such as fire and medical responses. Thus, a facility like the street operations campus, can be as important as a fire station in certain conditions. While this broad view may have led to different score applications, fire stations and police facilities scored highly in this criteria area.*

#### 4.2.3 Equity

*4.2.3.1 Definition. Examines the distribution of investment across the City as well as service areas provided by particular facilities. Remembering that equity and equality are different, investments may not be equally distributed, but they should be targeted to where they are needed. There may be differences for different service areas.*



4.2.3.2 *Application. Equity considerations can be somewhat difficult to parse in the facility context. Location is not always the best indicator of equity, depending on the service provided. A Tacoma Dome-sized facility, for example, is probably not needed in every neighborhood. Access to services, fire and emergency service call volumes, historical investment considerations, and future community needs may be additional factors that come in to play for individual facilities. FAC members were invited to utilize the City’s Equity Index as they evaluated this criteria area. The Equity Index attempts to distill the many factors that influence opportunity across neighborhoods. It provided some guidance for scoring application.*

#### 4.2.4 Community Value

4.2.4.1 *Definition. This criterion asks if the City is the best organization in the community to provide a service from a particular facility and examines whether there are other organizations available to provide the service. This criterion also evaluates the value of a particular facility (and its services) to the community. This criterion should balance the risk mitigation lens utilized by the “Public Safety” criterion. In other words, Community Value may take a longer-term view of an investment and its improvement to services levels and overall impact to the community and quality of life more broadly.*

4.2.4.2 *Application. This criterion allowed FAC members to evaluate the services provided by facilities in the City’s portfolio. After all, the buildings are built for the purpose of providing certain services to the public. Scores could help decipher whether buildings are doing that or not. Additionally, the FAC was very interested in evaluating facilities based on whether the City, as an organization, was the best service provider. There may be other organizations better suited to providing certain services in certain cases. The criterion allowed FAC members to apply a numeric value to these thoughts.*

*Of note is that this criterion was subject to significant discussion among FAC members. Originally, this criterion was labeled “Return on Investment.” That label, however, did not adequately capture the nuance the FAC attempted to quantify. Put another way, the FAC looked to quantify some intangible qualities—such as a sense of place and wellbeing in a neighborhood—with some that are perhaps more concrete—whether a given investment is producing results. These somewhat dueling mandates made this a criterion that required discussion. The FAC decided that the name change to “Community Value” captured their application of scores.*

#### 4.2.5 City Vision and Goals

4.2.5.1 *Definition. Incorporates other planning documents that the City has already adopted. It can include resolutions adopted by Council, the Tacoma 2025 goals, the Climate Action Plan, or other documents identified by the FAC. This criterion was applied at the conclusion of the prioritization process to ensure alignment and to prepare for the final recommendation to the City Council.*

4.2.5.2 *Application. The City, as an organization, has sought out significant public engagement to guide its plans and actions across several issue areas. The broadest document perhaps is the Tacoma 2025 Plan. This plan includes goals, visions, and metrics to achieve them. In addition to Tacoma 2025, there are documents such as the Climate Action Plan, existing Council Resolutions such as the Green Building Resolution, the Decarbonization Resolution, and the Life Cycle Replacement Resolution. Further still are historical preservation regulations adopted by the City and other governmental entities. This criterion area encapsulates all those goals, regulations, and directives. It was weighted lower than other criteria due to its broad nature.*

#### 4.2.6 Condition

4.2.6.1 *Definition. This criterion was added to capture the current condition of facilities as indicated in the 2018 Facility Condition Assessment, a report managed and presented by Public Works Facilities staff.*

4.2.6.2 *Application. This criterion was scored by City staff. It was a straightforwardly quantitative measure without much room for interpretation. Facilities that were rated as "Poor" in the 2018 Facilities Condition Assessment received a 3 and then the weighting score was applied. "Fair"-rated buildings received a 2 while facilities rated "Good" received a 1. Proposed projects that would construct new facilities received a .5 initial score. FAC members suggested this criterion be included after an initial review of the combined scores. The group wanted to ensure that facilities in poor condition received prioritization over facilities in relatively better condition.*

### 4.3 QUANTITATIVE RESULTS

Because the weighting mechanisms tilted toward public safety facilities, many Fire Stations rose to the top of the list. Of the top 10 scoring projects, for example, eight (8) were Fire Stations or fire department facilities (see Combined List below). The FAC recognizes the need is significant in this area. Many of the fire stations in the Tacoma Fire system are operationally deficient and undersized for the call volumes they service. Safety of firefighters was also a paramount consideration for FAC members. While some steps have been taken to improve firefighter health over the long term, improvements to old, inadequate facilities is essential to improve the conditions of firefighters on the job.

The facility that received the top Ranking Score was the New Street Operations Campus. The current campus is located in the Brewery District of downtown Tacoma and comprises several buildings that are over 100 years old. The potential for redevelopment in that location coupled with the inadequacy of the current facility were the major driving features that produced this high Ranking Score. Indeed, the lens of employee safety was top of mind for many FAC members when this facility was evaluated.

Finally, FAC members observed that the scoring system was weighted heavily toward public safety facilities. As stated, the need in public safety facilities is significant for both members of the public and employees who work and deliver services from these facilities. However, there are other considerations for investments in public facilities. As such, the FAC recommended a few facilities that are oriented toward public access be included in any implementation and funding package. This observation will be discussed further in the next section.

## 5 PRIORITIZED PROJECT LIST

There were two ways the FAC analyzed the scoring system. The first was to look at the combined scores by service area. These service areas were divided into: Fire Department Facilities, Library Facilities, Tacoma Venues and Events Facilities, Community Facing Facilities and Other General Government Facilities. The second way the FAC viewed the scoring system combined all projects in all service areas together. The primary way the FAC views the scores included all service areas together. A service area-specific view was also developed. Please see the Excel attachment for the service area scores.

The FAC recognized the challenge in evaluating facilities that provide different services against one another. Clearly, a fire station provides different services to the community than a library. The value they provide to the community is also somewhat subjective. The FAC’s scoring system weighted public safety facilities more heavily than other facilities, and it was clear that the need in this service area is significant. But, recognizing the importance of other facilities to the community led the FAC to recommend some modifications to the project list.

As the implementation of any capital investment plan takes time, and because community-oriented space is important to the life of a city, the FAC recommends the inclusion of library projects and the renovation of the historic Rialto Theater in any funding package. These facilities did not score as highly as fire stations or other emergency services facilities. This does not reflect the FAC’s view on the relative importance of any facility over another. Rather, a complete implementation should take multiple service areas into account. Indeed, it is quite difficult to compare a fire station to a library or a theater in a quantitative or qualitative manner. But because there has been significant deterioration across the portfolio and because implementation will take time (and significant financial resources), service areas outside of public safety should not wait.

Below the combined list shows each facility ranking score in descending order. These scores reflect the compiled scores, as described in the previous section.

### 5.1 COMBINED PROJECT SCORES

| Facility   | Ranking Score | Department             |
|--|---------------|------------------------|
| New Street Operations Campus   | 48.37         | Public Works           |
| Fire Station #1  | 46.66         | Tacoma Fire Department |
| Temporary Fire Station #15   | 46.55         | Tacoma Fire Department |
| Fire Station #4  | 46.31         | Tacoma Fire Department |
| Street Operations Campus<br>(Historic Barn, Grounds/Sign & Upper Yard) | 46.23         | Public Works           |
| New Fleet Shop & Logistics   | 46.06         | Tacoma Fire Department |
| Fire Station #11   | 46.00         | Tacoma Fire Department |
| Fire Training Center   | 44.06         | Tacoma Fire Department |
| Former Fire Station #7   | 44.06         | Tacoma Fire Department |
| Fire Station #6  | 43.94         | Tacoma Fire Department |
| Fire Station #2  | 43.44         | Tacoma Fire Department |
| Fire Station #18 & Moorage   | 43.31         | Tacoma Fire Department |

| Facility  | Ranking Score | Department                                |
|---|---------------|---|
| Fire Administration   | 42.30         | Tacoma Fire Department                    |
| Former Fire Station #10                                     | 42.25         | Tacoma Fire Department                    |
| Fire Station #13  | 42.19         | Tacoma Fire Department                    |
| Fire Communications<br>& Former Emergency Operations        | 41.25         | Tacoma Fire Department                    |
| Fire Station #9   | 41.25         | Tacoma Fire Department                    |
| New Fire Station #10  | 40.63         | Tacoma Fire Department                    |
| Fire Station #3   | 40.44         | Tacoma Fire Department                    |
| Electrical Maintenance Building                             | 39.06         | Tacoma Fire Department                    |
| Former Fire Station #14                                     | 38.94         | Tacoma Fire Department                    |
| Tacoma Municipal Building                                   | 38.77         | Public Works                              |
| New Fire Station #7   | 38.63         | Tacoma Fire Department                    |
| New Infill Stations<br>(Potentially South, Central & North) | 38.29         | Tacoma Fire Department                    |
| Traffic Signal Shop   | 37.93         | Public Works                              |
| New Fire Station #14  | 37.25         | Tacoma Fire Department                    |
| Fire Station #17 (Fircrest)                                 | 36.63         | Tacoma Fire Department                    |
| TPD Substation Sector 4 (Stewart Heights)                   | 36.63         | Tacoma Police Department                  |
| Fire Station #16  | 36.50         | Tacoma Fire Department                    |
| Fire Station #12 (Fife)                                     | 36.44         | Tacoma Fire Department                    |
| TPD Substation Sector 1 (Central)                           | 36.43         | Tacoma Police Department                  |
| Asphalt Plant   | 36.40         | Public Works                              |
| Police Headquarters   | 36.17         | Tacoma Police Department                  |
| Fleet & Police Warehouse                                    | 35.93         | Tacoma Police Department/Public Works     |
| Beacon Center   | 35.63         | Community Facing Facility (NCS)           |
| TPD Substation Sector 3 (Wapato)                            | 35.43         | Tacoma Police Department                  |
| New Satellite Incumbent Training                            | 35.37         | Tacoma Fire Department                    |
| Harrison Range  | 35.17         | Tacoma Police Department                  |
| Lighthouse Center   | 35.17         | Community Facing Facility (NCS)           |
| Fire Station #8   | 35.13         | Tacoma Fire Department                    |
| Tacoma Dome - Exhibition Hall                               | 34.81         | Tacoma Venues and Events                  |
| People's Community Center                                   | 34.00         | Community Facing Facility<br>(MetroParks) |
| Rialto Theater  | 33.88         | Tacoma Venues and Events                  |
| New Eastside Branch Library                                 | 33.85         | Tacoma Public Libraries                   |
| Marine Security Operations Center                           | 33.75         | Tacoma Fire Department                    |
| Cavanaugh Building  | 33.63         | Public Works                              |
| New Hilltop Branch Library                                  | 33.60         | Tacoma Public Libraries                   |
| Fire Station #5   | 33.34         | Tacoma Fire Department                    |
| Former Fire Station #15                                     | 33.25         | Tacoma Fire Department                    |
| Main Library (& Carnegie Building)                          | 32.71         | Tacoma Public Library                     |

| Facility                             | Ranking Score | Department                      |
|--------------------------------------|---------------|---------------------------------|
| TPD Substation Sector 2 (North)      | 32.57         | Tacoma Police Department        |
| Point Defiance Senior Center         | 32.50         | Community Facing Facility (NCS) |
| Tacoma Dome - Main                   | 32.00         | Tacoma Venues and Events        |
| TPD Substation Sector 1 (Northeast)  | 31.90         | Tacoma Police Department        |
| Tacoma Municipal Building North      | 31.53         | Public Works                    |
| Fern Hill Branch Library             | 31.50         | Tacoma Public Libraries         |
| South Tacoma Branch Library          | 30.81         | Tacoma Public Libraries         |
| Swasey Branch Library                | 30.56         | Tacoma Public Libraries         |
| Municipal Service Center (TV Tacoma) | 29.93         | Public Works                    |
| Moore Branch Library                 | 29.38         | Tacoma Public Libraries         |
| Mottet Branch Library                | 29.38         | Tacoma Public Libraries         |
| Theater on the Square                | 27.44         | Tacoma Venues and Events        |
| T.A.C.I.D.                           | 27.30         | Community Facing Facility (TCC) |
| Pantages Theater                     | 26.88         | Tacoma Venues and Events        |
| Kobetich Branch Library              | 26.00         | Tacoma Public Libraries         |
| Wheelock Branch Library              | 25.81         | Tacoma Public Libraries         |
| Tacoma Learning Center               | 25.50         | Community Facing Facility (TCC) |
| Convention Center                    | 25.25         | Tacoma Venues and Events        |

## 5.2 PROJECT LIST RECOMMENDATIONS

### 5.2.1 Safety is Paramount

The FAC emphasized the need for ensuring safe working conditions for City staff and members of the public. In particular, the working conditions in several facilities seemed inadequate to members of the FAC. These facilities were concentrated in public safety facilities, such as fire stations and public works facilities like the street operations campus. The FAC would also note the poor and deteriorating condition of the façade of the Tacoma Municipal Building. These issues point to under investment in these facilities over an extended period, something the FAC recommends the City Council correct.

The safety of City employees was a theme that continually emerged as a topic of conversation. Facilities across the portfolio require investment to correct the inadequacy of the current state. It is essential for the City as an organization to ensure the safety of its employees and provide an environment that is healthy. This is important to the retention of employees but also for the City as a competitive employer. It also matters for members of the public to ensure the wellbeing and proper environment for emergency responders.

### 5.2.2 Emergency Response Facilities in Need

As mentioned above, safety is paramount. Many of the issues seemed particularly acute in emergency facilities. This indicates that investments in these facilities are overdue. Fire stations are among the facilities with the most wide-spread issues. The FAC observed these deficiencies on their tours and received briefings from the Fire Department that fire fighters do much more than fight fires. Accordingly, the FAC recommends a focus on these facilities because of the clear need for facilities that support the health, recruitment, and retention of staff to provide response to the day to day

emergencies as well as potential disasters. The short- and long-term health and safety of emergency responders must be a cornerstone of any investment package.

This was also true of the Street Operations Campus. The employees working in this facility are also emergency responders; they help keep City streets clear in snow emergencies, repair street deficiencies, and maintain the upkeep of many City grounds and rights-of-way. The historic nature of the structures and campus can be preserved, and the FAC encourages the City to ensure preservation of historic assets in any future plan. In any case, the inadequacy of this facility, coupled with the development potential of the site, and the investment in the Prairie Line Trail suggests that the functions housed in the current campus could be relocated. Doing so may help to correct the current facility deficiencies and provide an opportunity to redevelop a significant portion of the Brewery District. The FAC recommends the Council and staff continue to work on identifying the best path forward on this site.

Ultimately, the FAC emphasizes the need for investment in public safety facilities due to the poor current state of these facilities.

### 5.2.3 Investment in Community Space Essential

Although the need is significant in Emergency Response facilities, such as the fire stations and the City's Street Operations Campus, the magnitude of the issue suggests that it may be several years before the initial investment projects are complete. As discussed above, this means that the FAC recommends including the New Hilltop Library branch and the New Eastside Library branch in a funding package. In addition, the poor condition of the historic Rialto Theater means that investment is needed to preserve and enhance utilization of this space and thereby promote community arts programs. These three projects represent space for community use, which is minimal or absent in many public safety facilities. The FAC also notes that access to library services in the Hilltop and Eastside neighborhoods has been inequitable. The Hilltop area has experienced underinvestment while the Main Library is not considered a neighborhood location by neighborhood residents. Access in the Eastside has similarly been inequitable, with branch locations at geographic areas that are difficult to reach. These reasons—the length of time required for implementation, the need for community space, equity of access to services, and the inclusion of diverse service areas—have led the FAC to recommend the inclusion of these projects.

### 5.2.4 Operating Impacts

The FAC recommends the inclusion of two new library facilities for the reasons stated above. However, the committee is aware that such a recommendation means that there will be additional on-going costs associated with staffing and maintaining these new facilities. Library funding has traditionally come from the City's General Fund, meaning that, absent new revenue sources, these additional facilities will add to the City's structural deficit.

The FAC project list also recommends adding new fire station facilities and in some cases the expansion of current facilities. The expansion of services through additional facilities or expanding current facilities will also create additional operating costs. The Fire Department splits its funding between the Emergency and Medical Service fund and the General Fund, but the Council should be aware that there will likely be some additional costs in each fund associated with these new facilities. In particular, the addition of new stations, in several cases, means that additional apparatus bay space will be added. The cost of purchasing these new apparatuses as well as paying for the additional staff to serve on them,

maintain them, and operate them daily will likely fall on the General Fund. These services are needed, in the view of the FAC. Nonetheless, implementing these recommendations poses other ancillary financial burdens and will affect the financial position of the organization, particularly the General Fund.

### 5.3 NOTEWORTHY FACILITIES AND RECOMMENDATIONS

There were several facilities that generated some discussion among FAC members. These facilities are discussed below. They are noted here because they may require additional action, study, or coordination with another governmental unit before project implementation could begin.

#### 5.3.1 Tacoma Municipal Complex (Tacoma Municipal Building and Tacoma Municipal Building – North)

The Covid-19 pandemic altered the typical office routine. Remote work became the norm in many workplaces around the world. With the end of the pandemic, employers in many different sectors are evaluating their future space needs. The City of Tacoma should be no different. As such, the FAC recommends that the City Council and City Manager begin to examine what the future of work looks like for the organization.

Understanding the future of work was an area of agreement for the FAC. The group was less sure on what the future of the two buildings in the Tacoma Municipal Complex should look like. Some members noted that the building is an important symbol for the city and a historic building. Others suggested that it may be antiquated and could serve a different function, such as residential space. Still others observed that the buildings are overdue for maintenance and investment, particularly the exterior of the building. Preservation and sustainability should be important considerations in any investment opportunities. Yet, it will be costly to repair and upgrade the buildings, so the City must understand its future needs. The organization should seek to answer the following questions: What would be the City's role and space needs in any future development of the buildings? Does the organization require the full space? And what should become of the North building? Should there be more public-facing services in that portion of the municipal complex? There may be other questions to explore.

The lack of consensus among FAC members suggests that further study is needed. This study should address the questions outlined above, but it should be comprehensive in its approach to understanding the City's space needs. The outcome of that study can guide future investment decisions. Investments that go beyond repairing the exterior façade, which is in poor and deteriorating condition, are not recommended until there is a clearer picture of the future space needs of the organization.

#### 5.3.2 Senior Centers, Community Centers, and City-Owned Parks

The FAC looked at facilities that span many different service areas, including senior centers, community centers, and city-owned parks. Most of these facilities scored lower than the public safety and emergency services facilities. Upon examination of the use of some of these facilities and the potential overlap with other service providers, the FAC recommends that the City Council evaluate the future of the programs in these spaces before significant capital investment. Perhaps the use of these facilities could be enhanced with improved programmatic offerings or other strategies. Perhaps some of the programs—and possibly facilities—could be transitioned to other service providers. Perhaps there are other unexplored alternatives. Whatever the case, the FAC encourages further study and investigation.

### 5.3.3 Street Operations Campus

The Street Operations Campus includes several buildings and a storage yard in Tacoma’s Brewery District, bounded by South 23<sup>rd</sup> and South 25<sup>th</sup> Streets and Jefferson Avenue and South C Street. Some of the buildings, like the Historic Barn, are over 100 years old. The age of the buildings is apparent, and their current state is far below standards. The substandard working environment at this facility raised safety concerns among FAC members, like other facilities that scored highly in the quantitative analysis. There were also some concerns about the recruitment and retention of employees in these divisions considering the inadequate working environment. Employees working in this facility manage the road conditions of the city and provide snow removal services during winter-weather events. This makes them essential to day-to-day city operations as well as emergency responders. Additionally, the area has seen substantial development in recent years, mostly in multi-family housing projects. These facts indicate that the Street Operations Campus could be examined for redevelopment opportunities.

Most importantly, the street operations functions and its employees deserve modern and functional buildings. If the redevelopment of the site is explored, the community could see transformation of their existing historic facilities as a community amenity. There may be opportunities to capitalize on the value of the properties to help fund other priorities, but the City and community should maintain these historic assets. These buildings could be reimaged. If the organization considers redevelopment, it should be deliberate and seek housing and retail paired with, for example, a market district that repurposes the Historic Barn as a market hall. Surrounding buildings could support, as another example, incubators, entrepreneurial space, and artist quarters.<sup>2</sup> The City should be selective in a developer to ensure that redevelopment of the current site that harmonizes preservation, economic development, and community needs, if it pursues the relocation of current functions and redevelopment of the current site.

Notably, a new Street Operations Campus scored the highest in the FAC prioritization process. Although this will likely require a significant investment of funds, whichever direction is chosen, the committee encourages the Council to pursue this project, especially to provide a better working environment for the employees who are essential to keeping the city, its residents, and economy moving.

### 5.3.4 Shared Fire Stations

There are two fire stations currently staffed and operated by the Tacoma Fire Department that lie outside of city limits. These are Fire Station #12 in Fife and Fire Station #17 in Fircrest. The FAC encourages further discussion with Fife and Fircrest to explore partnership projects that can improve these facilities. Although these stations are within the Tacoma Fire service area, coordination with these municipal governments and fire districts is recommended.

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<sup>2</sup> These examples are suggestions and not necessarily recommendations. There are other possibilities that could be explored.



## 6 ADDITIONAL RECOMMENDATIONS

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### 6.1 LEVERAGE ADDITIONAL FUNDING

There are many additional funding sources available to the City beyond its property tax base. While the FAC recognizes that a funding mechanism will likely rely on municipal bonds backed by property taxes, the committee would like to emphasize the need for leveraging funding from other sources as much as possible. These sources include higher levels of government (such as county, state, and federal entities), loans, philanthropic sources, and other private funders. The FAC encourages City staff and the City Council to be as creative as possible in leveraging funds from different entities.

Staff has emphasized, however, that additional funding sources are likely dollars that can carry a project over the finish line. Put another way, the organization is unlikely to receive sufficient funds from other sources to construct or renovate facilities. Thus, the need for locally raised funds remains present. The FAC recognizes this reality but recommends a vigorous pursuit of these funds in order to maximize the local contribution to these projects.

### 6.2 CONTINUED INVESTMENT IN THE DEFERRED REPAIR AND REPLACEMENT PROGRAM

As mentioned in Section 3.6.1, a significant reason for the City's current situation is the deferral or repair and replacement projects. The FAC reiterates its recommendation that the City Council prioritize this program in its operating budget discussions in the future. Investments made in the 2023-2024 Budget Cycle were a start, but continued investment over time is essential in ensuring that the organization does not continue to fall behind on its facility investments. Further, the one-time investment in replacing or renovating a portion of the general government portfolio does not mean the organization can scale back in this area. Rather, any funding mechanism will not fix every problem in the facility portfolio. Continued investment is essential to maintain facilities and ensure that the services they deliver are safe and reliable for Tacoma residents.

### 6.3 IMPLEMENTATION PROCESS CONSIDERATIONS

As the City begins to implement the investment program, it should take a long-term perspective before shovels are even in the ground. The FAC offers some attendant recommendations below.

#### 6.3.1 Design for Future Uses and Adaptive Reuse

To the extent possible, the FAC recommends that facility design incorporate the possibility of adaptive reuse of space. As the current situation of City facilities demonstrates, it can be difficult to convert a facility from one purpose to another. As Tacoma becomes denser and land comes at a premium, it will be prudent to maximize the organization's real estate footprint. Designing facilities that can be converted from one use to another can help the City adapt to changing technology, evolving service delivery, and unanticipated community needs. Another application of this forward-looking design recommendation could include the potential for expanded service needs, such as additional apparatus bays at fire stations or continued street operations activities that may be supported through the Streets Initiative. Whatever form these projects ultimately take, the FAC emphasizes the need for the City to be forward-thinking, starting in the design process, as it implements any investment program.

### 6.3.2 Consider Life Cycle Costs

The Council has directed staff to consider life-cycle costs through Resolution 38188, but the FAC would like to re-emphasize that commitment. Often, building systems or other strategies that could reduce operating costs for facilities are removed from a project at the design stage of a project to keep the project as a whole within the approved budget. This may happen because there is an up-front cost associated with installation. However, the FAC recommends that a reduction in costs over the course of the life of the facility should be considered, even if the initial project budget escalates as a result.

### 6.3.3 Local Economic Considerations

In addition to the design considerations, the FAC recommends that the Council identify current policies and, where necessary, strengthen policies that help employ local talent on these projects. Doing so will help keep these locally raised funds in the local economy. It will also provide pathways for residents to gain experience and develop their skills. Priority should be placed on job pathways; one example may be the utilization of registered apprentices for the work to be completed. Focus in this area could help build the future workforce. More broadly, careful consideration of these policies will ensure investments improve the economic conditions of Tacoma. The FAC therefore recommends that City Council examine policies and ensure contracts and work are supported with goals that put Tacomans to work, lessening wealth and income inequality as described in the disparity study.

### 6.3.4 Climate Change and Decarbonization

As it implements any investment program, the City should be cognizant of the impacts of climate change in the built environment. It should carefully consider the materials it utilizes, plan for a weather pattern that may be different than historical experience, and incorporate a sustainable approach to construction, in accordance with the Council's Green Building Resolution (38249). Additionally, the City should seek to reduce its carbon footprint through an investment program, in accordance with the Council's Decarbonization Resolution (40776).

## 6.4 ACCOUNTABILITY MECHANISM

As the Council moves forward with its discussion on the funding mechanism needed to implement the FAC's recommended project list, the committee recommends the creation of an accountability mechanism for the public to track the progress of these projects over time. This recommendation is based on the recognition that there will necessarily be timing and strategic considerations that go into any capital investment plan. Accordingly, the FAC recognizes that implementation will not follow the prioritization list in a linear manner. Nonetheless, the list and additional FAC recommendations should provide the backbone for the implementation strategy.

It is essential for the success of this long-term project that the City report on its strategy and implementation to the public. Transparency is essential for the public to maintain confidence in the City's ability to deliver on projects and that it is a responsible steward of public funds. Plans change and opportunities arise from time to time. The public and residents of Tacoma must be kept up to date on these developments.

Review of the implementation process should not be limited to simply financial considerations. Of course, these are important. But there are other City goals that can be achieved through the implementation of this investment strategy. Those goals include the life-cycle replacement resolution,

green building resolution, and the City's Climate Action Plan and decarbonization goals. The FAC recommends that staff provide an update on these goals in conjunction with a broader progress update.

There are a few options the City Council can explore for this essential public reporting and accountability mechanism. It should consider the proper venue for these reports. The FAC would recommend that members of the public be briefed on the progress of implementation. This suggests that there are two possible venues. First, like the Street's Initiative reporting structure to the Transportation Commission, progress reports and presentations given to the Planning Commission. The advantage of the Planning Commission as a venue is that it already exists as a body and regularly reports to Council on various topics. The disadvantage is that the Planning Commission has an extensive work plan onto which this responsibility would be piled. Alternatively, Council could create a new body focused exclusively on monitoring this capital investment process. Other options and venues could also be explored.

Whichever venue Council chooses for the community review of this process, staff should also report to the Council itself on progress. The FAC recommends that the report come after the community review, but report frequency should occur no less than once a year. Since this is a city-wide initiative, the FAC would recommend Study Session or Committee of the Whole as venues for this report.

Ultimately, the proper place for reporting on the progress of these investments matters less than the fact that they happen on a regular basis. While it is within Council's discretion of the timing and venue for these reports, the FAC emphasizes the need for them. In the view of the FAC, this is an essential recommendation for the success of the investment initiative.

## 7 CONCLUSION

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The City's general government facility portfolio is in need of investment. They are antiquated and many do not meet the needs of the community, or the services provided by City staff. Additionally, the FAC is concerned for the health and safety of the City's workforce. There are many reasons the organization is in this situation including a lack of investment in repair and replacement projects and the evolution of services without the corresponding evolution in facility updates. New investments are required.

The FAC recognizes that the scope of this problem is large and multifaceted. Its recommendations reflect this complexity. These recommendations emphasize the need to continue funding repair and replacement projects, investing in projects that ensure the safe working environment for City staff and the public that utilizes the facilities, and planning for the future of different City-owned facilities. Clearly, an additional infusion of funds will be necessary to address these and other facility issues.

Indeed, any investment program will take time to implement. Cognizant of this reality, the FAC recommends that there are additional facilities included in a funding package beyond public safety and emergency services facilities. These include library facilities and the historic Rialto Theater. Further, implementation of the funding plan should incorporate ways for the community to benefit as well as oversee the progress of the program. Therefore, the Council should examine its policies and provide updates where needed so that local investments go toward local pocketbooks. Accountability will also be key; the Council should ensure that regular updates are provided to it and to a community-facing body.

Any investment strategy will not solve all the problems with City-owned facilities. But, the current state of these facilities makes inaction unpalatable. The FAC recommended list provides guidance for the City Council as they consider implementation of facility projects. Improving these facilities is essential for the City as an organization and the community it serves.

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*"We're behind. Because we're behind, we won't solve all the problems with these investments."*

*-Kevin Bartoy, FAC Member*

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### End of Report

### Attachments

1. Detailed Scoring Spreadsheet (Excel)
2. Project Lists with Preliminary Cost Estimates (Excel)
3. Project Lists by Service Area (Excel)