

# Tacoma Station Area Plan

Draft Plan



Task 5.2  
February 7, 2013

City of Milwaukie

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# Executive Summary

## Overview and Planning Process

This Plan provides a foundation for future development in the Tacoma Station Planning area – located in the City of Milwaukie south of the future Tacoma Light Rail Station. It incorporates a set of recommendations for future land uses, new and improved transportation facilities, design concepts and standards for future development in the area. It also includes a proposed set of strategies to implement the Plan. The Plan will ultimately become a supporting document of the City of Milwaukie Comprehensive Plan and the city's Development Code will be updated to help provide for future implementation of the Plan.

Goals and objectives of this Plan include the following:

- Promote an active station area community while addressing barriers to future redevelopment.
- Increase employment intensity and the number of high paying jobs in the area while supporting existing businesses and complementing development goals in the nearby downtown.
- Improve access to the Tacoma light rail station, particularly for bicyclists and pedestrians.
- Design local streets and intersections and improve circulation in the planning area for all types of transportation modes and people, including pedestrians, bicyclists, drivers, trucks and transit users.
- Address current and future parking needs within the area by providing an adequate supply of on and off-street parking and managing parking in a way that meets this objective while also encouraging use of alternative modes of travel.
- Design future buildings and public facilities to make the area attractive for businesses, residents and visitors.
- Develop an achievable plan that is acceptable to stakeholders and policy-makers.

The Station Area planning and community engagement process included the following activities:

- Interviews with local stakeholders at the outset of the project, including local property and business owners, neighborhood representatives and others. Participants provided feedback on their goals and future needs in the planning area.
- Four sets of meetings with a technical advisory committee and stakeholder advisory group. These groups represented a wide range of interests and provided guidance at key junctures during the planning process.
- Two community meetings to review preliminary redevelopment scenarios and a draft of the Station Area Plan.
- Regular meetings with the Milwaukie City Council and Planning Commission to review key work products and provide guidance on policy options and issues.
- Additional communication via the City Web site, direct e-mails and phone calls and contact with the media. All project materials were available for review via the City's Web site.

More information about this process and community outreach activities can be found in Section 1 of this Plan.

The project team and community members developed and evaluated a set of three different “redevelopment scenarios” for the planning area. More detailed information about those scenarios and the results of their evaluation can be found in Section 1 of this Plan and in a separate report prepared earlier in the planning process.

## Land Use Recommendations

Recommendations for future development in the planning area are organized by four sub-areas shown in Figure ES-1. The recommendations are illustrated in Figure ES-3. These recommendations include:

- **Sub-Area 1** (also identified in the Plan as Opportunity Site A) is currently owned and operated by Pendleton Woolen Mills. It is located directly adjacent to the future Light Rail Transit (LRT) station and is planned for a mix of retail and commercial uses, with upper story housing also potentially allowed. It is envisioned that the existing structure on the site could be renovated to accommodate a variety of retail and commercial uses that would cater to light rail users and surrounding businesses and neighborhood residents. Additional enhancements to the site would improve connections to the station, other portions of the planning area and surrounding neighborhoods.
- **Sub-Area 2** is planned for a mix of employment and residential uses, including live/work and possibly other types of residences. It should be noted that this area is also in close proximity to Johnson Creek and portions of the land may be within the city’s Natural Resource Overlay zone intended to protect water quality resources.
- **Sub-Area 3** would include a broad mix of employment uses, with generally higher employment densities than existing uses. Uses could include light manufacturing, research and development, commercial uses, and a limited amount of retail and office use to support other employment uses, as well as area workers and nearby residents. Residential uses also would be allowed in this area as conditional uses. They are not envisioned as a dominant use.

This sub-area includes “Opportunity Site B” which is currently owned and operated by the Oregon Department of Transportation. This site includes a historic structure that would be repurposed or renovated (consistent with Historic District requirements) to become an eating/drinking establishment or other appropriate use that would serve local

Figure ES-1. Tacoma Station Planning Area Subareas

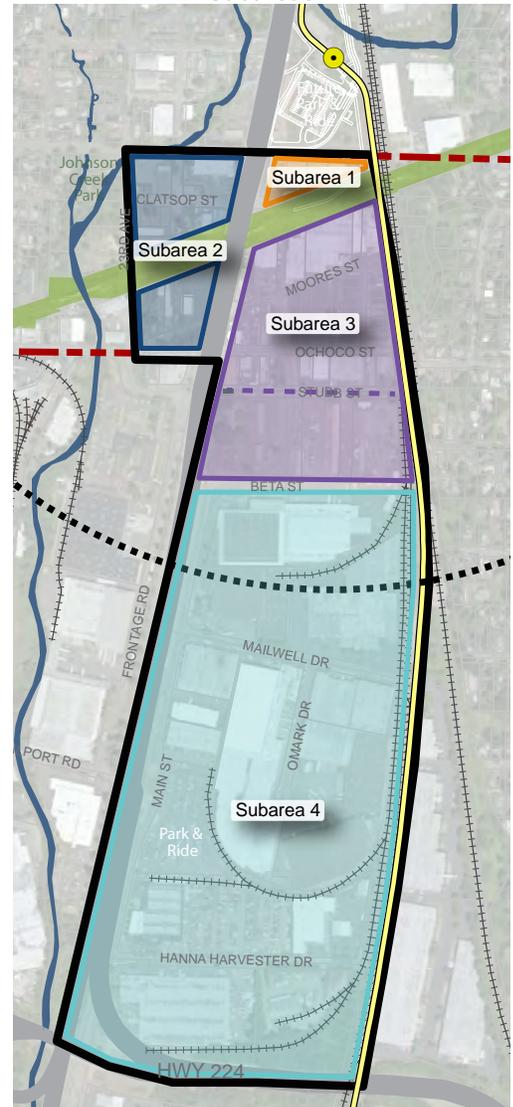
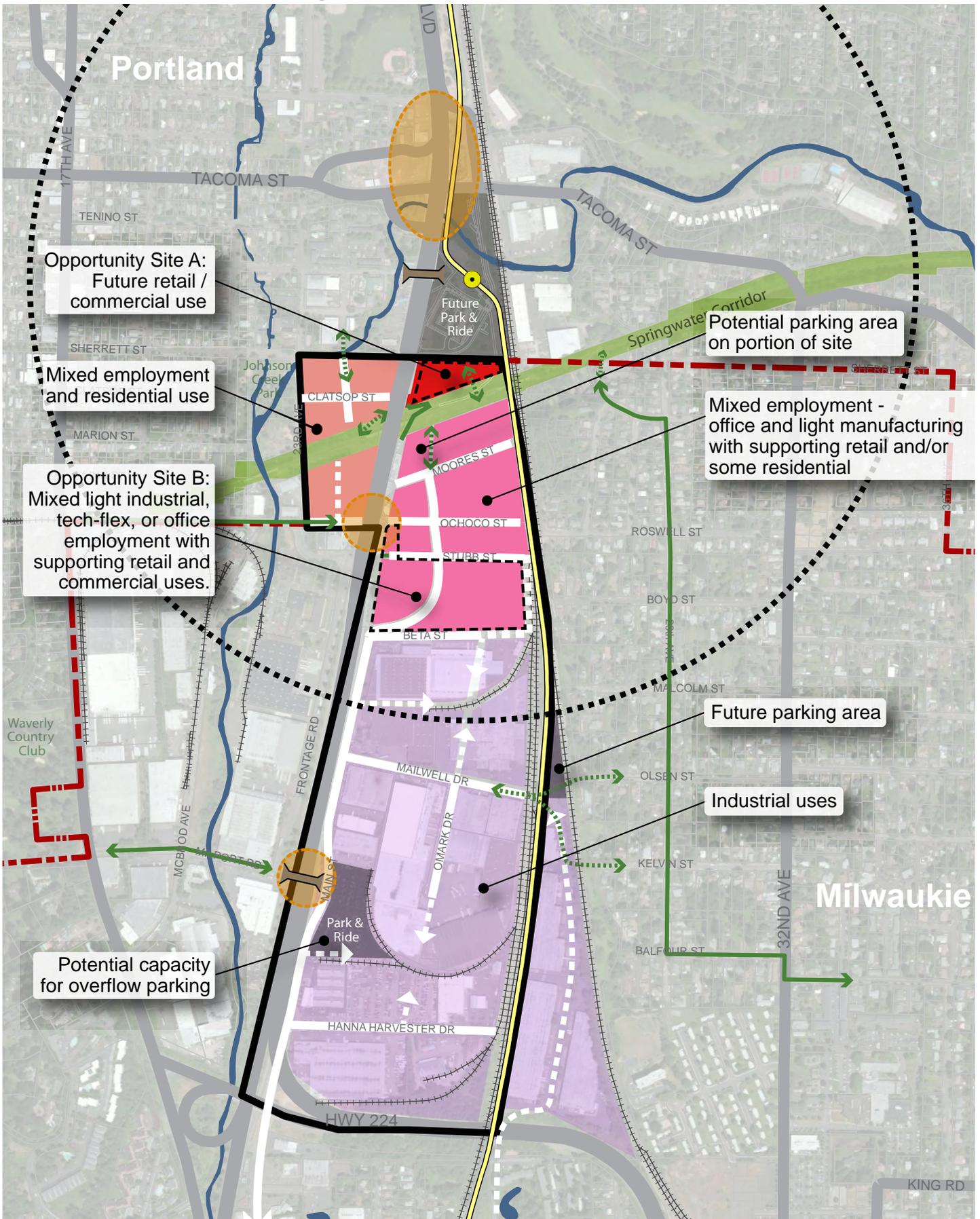


Figure ES-2. Conceptual Site Plan for Redevelopment of Opportunity Site B



Figure ES-3. Preferred Redevelopment Scenario



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workers and nearby residents. The remainder of the site would be developed as a mix of employment uses. The exact type or mix of uses is not prescribed in this report but should support the overall vision for the planning area and take advantage of the relatively large size of the site and opportunity to incorporate improved amenities for area workers (e.g., small plazas or gathering spaces, pedestrian pathways, high-quality building and site design, etc.). An example of one approach to the future design of the site is shown in Figure ES-2 but many other designs could be appropriate for this site.

- **Sub-Area 4** would generally continue to be used primarily for industrial, manufacturing or other employment uses. Over time, employment uses in this area could transition to other industrial or manufacturing uses with higher employment densities. In addition, smaller scale commercial or office uses also would be allowed.

These recommendations are described in more detail in Section 2 of this Plan.

## Urban Design Strategies

Future development in the planning area (new development or major renovations to existing buildings or sites) should be designed to create an attractive area for future workers, residents and visitors. In part, this will be accomplished through enhanced street designs and other public improvements described in the next section. In addition, the city will apply a variety of design standards to new development. Standards will address site design issues such as constructing buildings closer to the street, enhancing landscaping and signage and improving connections between buildings and adjacent streets. Building designs will promote adequate window coverage, avoid large blank walls, emphasize the design of corner buildings, orient building entrances to the street and sidewalk, and use a variety of colors and materials. Design standards are expected to be more stringent for commercial, retail and residential uses and less prescriptive for manufacturing or industrial uses. Selected images illustrating these principles are shown here. Additional examples are included in Section 2 of this Plan.

## Transportation Facility Improvements

A variety of transportation improvements are recommended to support future development in the area, improve access between the planning area and adjacent areas (including the LRT station, downtown Milwaukie and surrounding neighborhoods) and enhance the ability of all transportation users (pedestrians, bicyclists, drivers, freight operations and transit users) to move through and within the area. Different types of improvements are summarized below and identified on Figure ES-4; they are also described in more detail in Section 3 of this Plan.

- **Design of Main Street and other local streets, including “Key Streets”:** This Plan includes recommended enhanced future street designs, with particular focus on Main and Ochoco Streets, as well as other local streets in the planning area (projects 1 and 14). The proposed new street designs focus on making these streets more walkable and bikeable; improving their appearance with street trees, landscaping areas and other features; and establishing a stronger sense of place through the use of different paving types, street furniture and other amenities. They also allow for continued or new on-street parking, where appropriate. Different street designs also reflect varying available rights-of-way and the relative function of streets in terms of providing freight vs. pedestrian and bicycle access. An example is shown here for a portion of Main Street. Other street designs are shown in Section 3 and Appendix A.
- **Highway 99E Intersection Safety Improvements:** Improvements to several intersections or interchanges on Highway 99E are recommended to enhance safety for bicycles and pedestrians, freight vehicles, and/or passenger vehicles. Projects range from minor enhancements that are already programmed (at the Tacoma

Street Interchange) to long-term hypothetical projects, such as a potential left-turn lane from McLoughlin heading southbound to access Ochoco Street (projects 8, 9 and 10).

- **New or improved bicycle and pedestrian pathways and connections:** A variety of projects are recommended to improve access into, out of and within the planning area for bicyclists and pedestrians. They include better connections to and from the Springwater trail corridor (projects 3, 6, 7 and 16); and improved connections between adjacent neighborhoods and the station area (projects 2, 11 and 15).
- **Potential new pedestrian/bicycle crossings over McLoughlin Boulevard:** In addition to, and/or in lieu of, pedestrian crossing improvements to intersections at Ochoco and Milport, possible new pedestrian overcrossings could be constructed to make it easier and safer to cross McLoughlin at Ochoco and near Umatilla Street (projects 4 and 18).
- **Top priority improvements identified by Station Area Plan advisory committee members include:**
  - » Main Street improvements, coupled with a more direct and improved connection from the north end of Main Street to the light rail station.
  - » Pedestrian and bicycle connections from adjacent neighborhoods to the study area.
  - » Improved ability to cross McLoughlin Blvd.
  - » Enhanced connections to the Springwater Corridor.
  - » Truck signage improvements at the intersection of Ochoco Street and McLoughlin Boulevard.

More detailed descriptions of these projects are found in Section 3 of the Plan. Cost estimates for these projects are found in Section 3 and in Appendix E.

Figure ES-4. Proposed Transportation Improvements

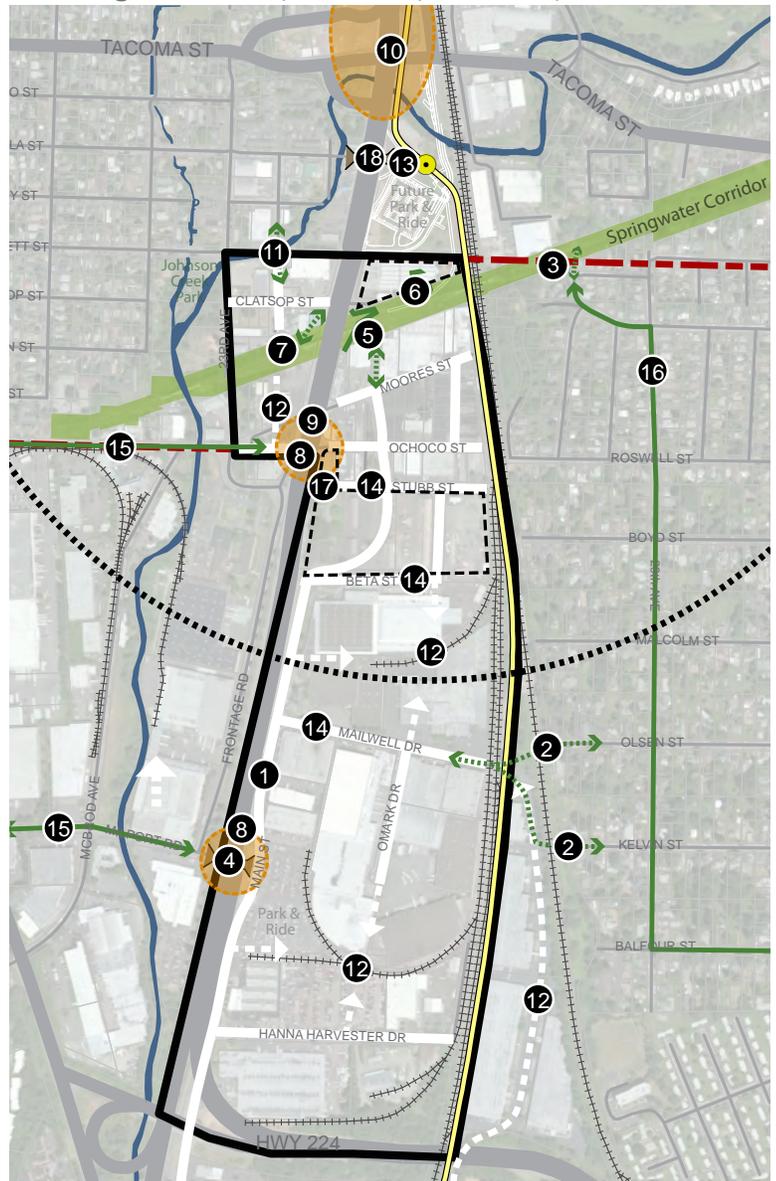


Figure ES-5. Conceptual Cross-Section for Main Street North of Beta Street



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## Implementation of the Plan

A variety of strategies will be needed to implement the Station Area Plan. They are expected to include the following.

- **Comprehensive Plan Amendments.** The city intends to adopt the Tacoma Station Area Plan as an ancillary document to the Comprehensive Plan. This means the plan will remain a stand-alone document that is referenced and supported in the Comprehensive Plan through the addition of policy language that is consistent with the primary goals and objectives of the Plan.
- **Zoning Ordinance Amendments.** Several different sections of the city’s zoning ordinance will be updated to implement the Plan. Types of amendments will include:
  - » Use of a “Station Area Overlay” zone to define how allowed uses and other development standards will differ from standard requirements for the base zone in the planning area. The sub-areas described previously will be used to guide different types of development in specific portions of the planning area. This will include different standards for allowable uses, application of site and building design standards, and parking standards (see below).
  - » Manufacturing zone amendments. A variety of amendments will be proposed for the “M” zone which will remain as the base zone for the station area. These amendments will need to be coordinated with the overlay provisions to ensure consistency with Station Area Plan goals and policies.
  - » Parking standards. Some changes to off-street parking ratio requirements may be proposed for the planning area. Several options have been identified and are discussed in Section 5 of the Plan.
- **Transportation System Plan (TSP) Updates.** Several sections of the city’s TSP will need to be updated to ensure consistency with the Station Area Plan. This will include Chapters 2 (Goals and Policies), 5 (Pedestrian Element), 6 (Bicycle Element), 8 (Auto Street Network Element), 10 (Street Design Element) and 13 (Funding and Implementation Plan).
- **Transportation and Parking Demand Management.** The topic of parking supply, demand and management has been a key issue for property and business owners in the study area. The Plan includes a number of strategies to manage the future demand for parking based on an assessment of existing parking utilization and future demand prepared during this process. Strategies to reduce future auto trips and/or manage parking demand include elevated use of transit, walking, bicycling and other alternative modes of travel; employee ride-share, telecommuting and marketing programs; shared parking agreements; provision of public or shared business parking; and transit shuttle services, among others. These strategies are described in more detail in Section 5 of the Plan.
- **Funding Strategies.** The Station Area Plan includes transportation improvements totaling over \$30 million. A variety of funding sources and strategies will be needed to pay for these improvements. They are expected to include use of local and regional transportation funds, developer contributions and agreements, system development charges (limited contribution), local improvement districts, state and federal grant programs and possibly other options.
- **Marketing and Development Partnerships.** The city will need to work closely with local business and property owners and others in the development committee to implement future development and redevelopment projects, particularly for the two opportunity sites described in this Plan. Strategies may include the following:

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- » **Communication.** Regularly communicate with property owners and prospective developers to provide clarity and certainty about design and permitting process. This helps developers save time, make decisions to proceed, and avoid costly surprises further along in the process. Examples can include preparing brief handouts or other informational materials that describe permitting and development review processes; designating a specific staff person to respond to inquiries about development in the Planning area; and ensuring that development code provisions are clearly written and easy to understand and use.
  - » **Development Incentives.** A variety of incentives can be considered, as appropriate and consistent with other Station Area Plan goals. These can include allowing for higher development densities; assisting with land assembly; providing tax credits; reducing development fees or technical requirements; phasing development; or providing subsidies to development in the form of land, infrastructure or other incentives that reduce development costs.
  - » **Marketing specific sites.** The city can be proactive about working with prospective developers to provide information or guidance about development goals for specific sites in the study area, with Opportunity Site B as a prime example. One approach would be to work with the current land owner (the Oregon Department of Transportation) to offer this sites as a public/private development opportunity through a formal RFP process . This type of process can ensure that development of these key sites meets the goals and intent of the Station Area Plan. In doing so, it will be important for the public partner to strike the right balance between ensuring that the goals and vision for the Station Area development are achieved, while allowing the developer flexibility to create a successful development within those parameters.

These approaches are described in more detail in Section 5 of this plan.

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# Section 1: Background and Planning Process

## Project Overview

### Background

The Portland to Milwaukie Light Rail line is expected to open for service in 2015 and will include a station near the McLoughlin Boulevard/Tacoma Street interchange, just north of the Milwaukie city limits. The Tacoma Station Area Plan (Plan) is being developed by the City of Milwaukie in coordination with others to examine opportunities for redevelopment and investment in the vicinity of the new light rail station. Plan development began in summer 2012, with completion by June 2013. Participation from area property owners, tenants, interested community members and affected public agencies was an essential component of preparing the Plan..

### Study Area Boundary

The Project Study Area is generally bounded by McLoughlin Boulevard (OR 99E) on the west, the railroad on the east, the Tacoma Station on the north and Highway 224 on the south. The Study Area also includes the area west of McLoughlin within the City of Milwaukie between Ochoco Street and the Springwater Corridor. The larger planning area around the station includes areas within the city of Portland; however, most recommendations in the final Plan will be limited to those areas within the City of Milwaukie (see Map 1: Tacoma Station Planning Area on page 2).

Since the project is being undertaken by the City of Milwaukie, the Study Area was defined to focus on areas near the station within Milwaukie (rather than Portland). Because limited funds were available for the Study, the size of the Study Area was limited to include the area most affected by the station and with fewer barriers to the station. Because McLoughlin Boulevard acts as a physical barrier to the station, areas west of McLoughlin Boulevard, particularly south of Ochoco, are expected to be less affected by the light rail station and are not included in the Study Area boundary. Nearby residential neighborhoods (e.g., Ardenwald) were not included in the boundary because they are not expected to change in terms of land uses and zoning. However, connections between the Study Area and these neighborhoods are important and are being considered in the project.

This report also includes references to the “Station Area.” This is generally defined as the area within approximately one-half mile from the light rail station, as depicted by the circle around the station in Map 1. As part of this project a “Station Community Boundary” will be recommended and may be adopted by the cities of Milwaukie and/or Portland as part of this project or a future adoption process. The Station Community Boundary is described in more detail in Section 5 of this Plan.

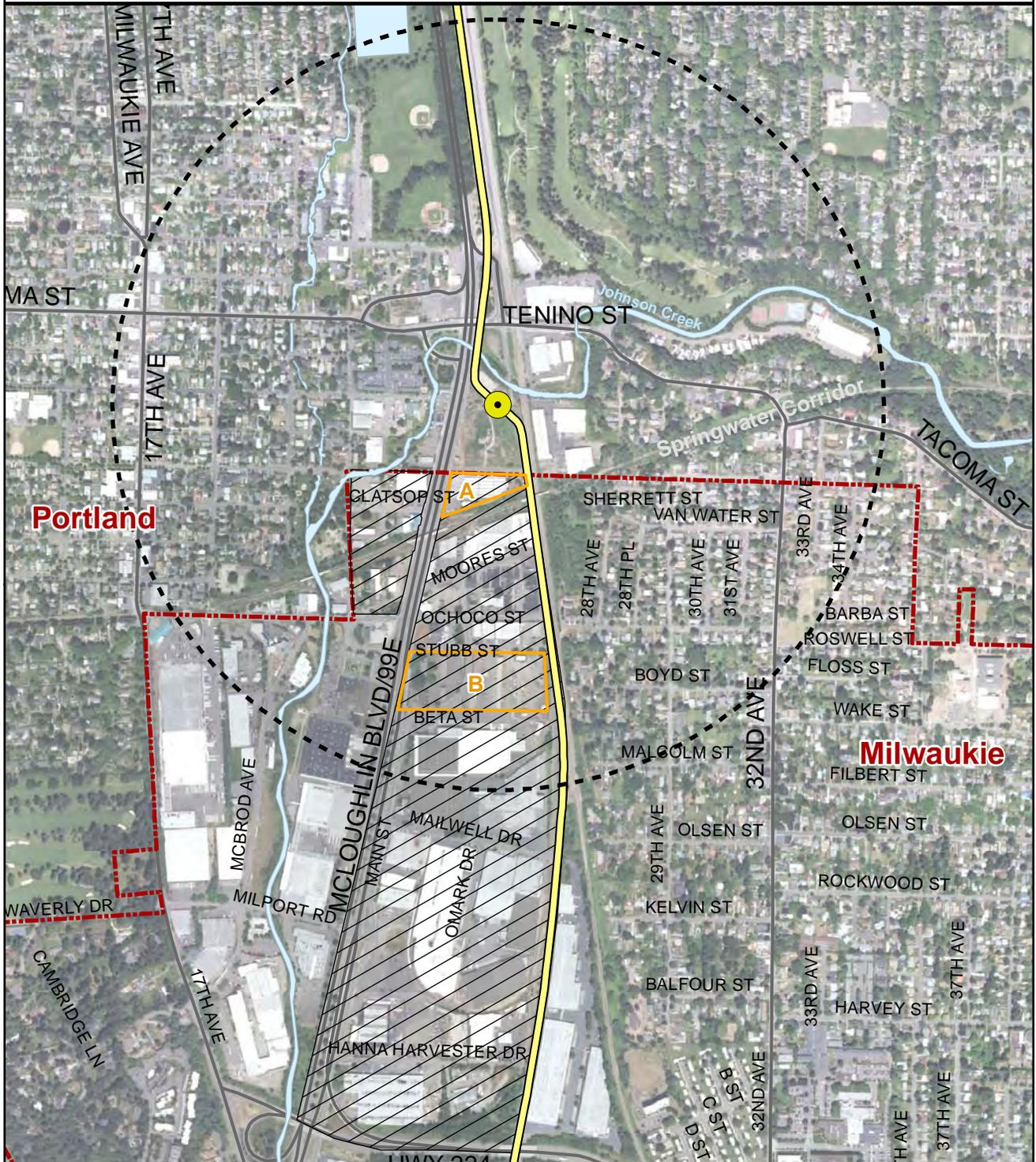
### Project Goals and Objectives

Goals and objectives of this Plan include the following:

- Promote an active station area community, while addressing barriers to future redevelopment.
- Increase employment intensity and the number of high paying jobs in the area while supporting existing businesses, and complementing development goals in the nearby downtown.
- Improve access to the Tacoma light rail station, particularly for bicyclists and pedestrians.
- Design local streets and intersections and improve circulation in the planning area for all types of transportation modes and people, including pedestrians, bicyclists, drivers, trucks and transit users.

# Tacoma Station Area Plan Project Context Map

-  Project Study Area
-  City Boundary
-  Opportunity Sites
-  Station Area (1/2 mile radius)
-  LRT Station
-  Water
-  LRT Alignment



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- Address current and future parking needs within the area, including providing an adequate supply of on and off-street parking and managing parking in a way that meets this objective while also encouraging use of alternative modes of travel.
  - Design future buildings and public facilities to make the area attractive for businesses, residents and visitors.
  - Develop an achievable plan that is acceptable to stakeholders and policy-makers.

## Planning Process and Outreach

After gathering and synthesizing information on existing land use and transportation conditions within the Project Study Area and the larger station area, three potential scenarios for future use and development or redevelopment of the opportunity sites and other portions of the Project Study Area were developed. These scenarios were refined based on comments from project advisory committees and other community members. They were evaluated against a set of measures developed at the outset of the planning process, which are tied to the project goals and objectives related to land use, transportation and implementation. The results of the evaluation led to development of a preferred scenario, which was reviewed with project advisory committees and other community members and subsequently refined. This draft Station Area Plan for the Tacoma Station Area is based on that refined preferred scenario.

As described above, community members have been actively involved in the station area planning process. The city and consulting team have conducted the following activities to provide information to a variety of stakeholders and solicit their opinions and guidance in the planning process.

- **Informational materials.** The City has made all project reports and other information available via its website and encouraged community members to review and comment on these materials. Advisory committee meeting agendas and summaries also are posted to the city's website and community meetings have been announced on the City's website, as well as via public notices and coordination with the local media.
- **Advisory Committee meetings.** The project team met four times with members of a Technical Advisory Committee (TAC) and a Stakeholder Advisory Group (SAG) to review and discuss key project results and recommendations. The TAC includes representatives of partnering public agencies including the Oregon Department of Transportation, TriMet, City of Portland, Metro and the Oregon Department of Land Conservation and Development. The SAG includes local property and business owners, neighborhood association representatives, nearby residents, the Milwaukie Chamber of Commerce, the City's Planning Commission and other community groups. These groups will continue to review and comment on this and subsequent drafts of the Station Area Plan as the project proceeds.
- **Stakeholder Interviews.** The project team conducted interviews with a number of business and property owners and other stakeholders at the outset of the study to identify their goals and concerns related to future planning and development in the station area.
- **Additional outreach to station area property and business owners.** City staff has contacted all property owners in the planning area directly by e-mail or phone to encourage them to review information about the project via the City's website and to attend advisory committee and public meetings.
- **Community Meetings.** The project team conducted a community meeting to review and discuss preliminary redevelopment scenarios. A second Community Meeting will be held to review and solicit comments on a draft of this Plan.

- **Expert Panel meeting.** In addition to review by the groups noted above, the project team facilitated a meeting of developers and economists who have participated in a variety of commercial, residential, mixed use and other developments throughout the Portland Metro region to advise the team on the economic feasibility of different redevelopment scenarios and other implementation issues.

This process is illustrated in Figure 1.

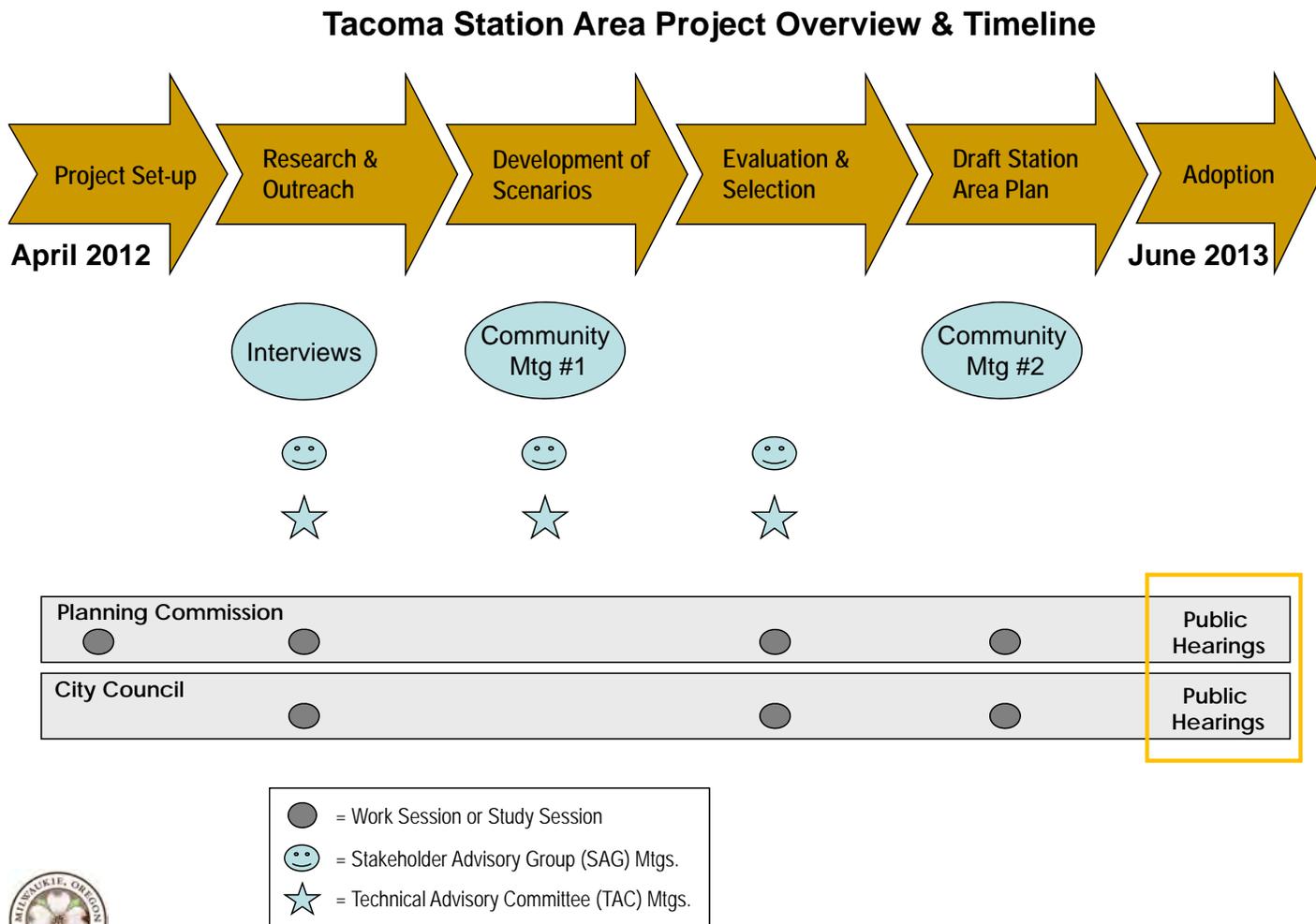


Figure 1. Tacoma Station Area Project Overview and Timeline

## Study Area Overview

### Existing Conditions

The entire Project Study Area is currently zoned Manufacturing (M) by the city. The M zone allows any combination of manufacturing, office and commercial uses as long as 25 percent of the total project involves an industrial use. Natural resource extraction and high-impact commercial uses (those uses which would result in significant amounts of traffic or noise) are allowed conditionally in the M zone. New residential construction, churches and schools are not permitted although other community and public facilities are allowed under certain conditions. A number of the properties within the Project Study Area and north of Stubb Street have been designated by the city as (Metro) *Title 4 Employment Lands*; none of the Project Study Area has been designated as *Title 4 Industrial Lands*. The *Employment Land* designation means that retail uses are limited to 5,000 square feet per building or 20,000 square feet for multiple retail uses. As part of this project, the city is

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considering amendments to the M zone that will help clarify existing requirements and improve enforceability of the chapter. Additional amendments may also be applied to the Project Study Area specifically to support and implement the Tacoma Station Area Plan. These potential amendments are described in Section 5 of this Plan and in Appendices F and G.

The Study Area has a number of unique strengths and weaknesses that affect future redevelopment opportunities in the area. These include:

- The area is adjacent to but physically separated from several adjacent neighborhoods, including the Sellwood Moreland neighborhood in Portland to the west and north, the Ardenwald neighborhood in Milwaukie to the east and Downtown Milwaukie to the south. While the Ardenwald and Sellwood Moreland neighborhoods include residents who could potentially take advantage of future amenities and/or retail shopping opportunities in the study area, those residents face physical barriers to accessing the area, including McLoughlin Boulevard, the Springwater Corridor berm and rail lines on the eastern edge of the study area.
- Downtown Milwaukie represents both opportunities and barriers for future redevelopment of the Study Area. Improved connections to the Downtown could provide workers in the study area with better access to Downtown shopping and other opportunities. At the same time, the Downtown will compete with the study area for the location of future office or other non-industrial businesses. Given the importance of the City's Downtown to the community's economic success, competition between the two areas should be avoided.
- Limited access to the study area and the physical barriers described above represent constraints to development of significant retail, commercial and residential uses within the Study Area. Noise and other factors associated with nearby rail facilities also represent constraints to residential development within the portion of the Study area east of McLoughlin Boulevard.
- Rail facilities serving the Study Area provide a unique regional asset for businesses located within the area. They provide direct access to rail freight movement to locations within and outside the study area. Regional highway facilities within or close to the study area (McLoughlin Boulevard and OR 224) provide similar opportunities for freight moved by truck.

### Identified Opportunity Sites

Two properties within the Project Study Area have been identified as "Opportunity Sites" A and B due to their size location, ownership and other characteristics (see Map 1). They are the Pendleton Woolen Mills property (Opportunity Site A) located between the future LRT station and the Springwater Corridor trail and the property owned by the Oregon Department of Transportation located east of McLoughlin Boulevard, between Stubb and Beta Streets (Opportunity Site B). They are described in more detail in the Redevelopment Scenarios Report and in subsequent sections of this report.<sup>1</sup>

## Redevelopment Scenarios Development and Evaluation

### Summary of Redevelopment Scenarios

As noted above, three scenarios were developed and refined through a collaborative process with city staff, the consulting team assisting with the project, and members of the project technical and stakeholder advisory committees, Planning Commission, City Council and other community members. The three scenarios differed primarily in terms of the land uses envisioned for the northern portion of the study area (north of

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<sup>1</sup> More information about conditions, opportunities and constraints in the area can be found in a detailed report available on the city of Milwaukie's web site (<http://www.ci.milwaukie.or.us/planning/tacoma-station-area-plan-0>) and by request from city staff.

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Mailwell Drive). In Scenario 1, the area is anchored by a large civic or entertainment use on Opportunity Site B, with supporting commercial uses. In Scenario 2, the area becomes an employment-based transit-oriented development area with higher-density redevelopment through new multi-story buildings; Opportunity Site B becomes new creative office/flexible employment uses. In Scenario 3, the area is mainly industrial and manufacturing, with an improved circulation network; the historic ODOT building found on Opportunity Site B would be reused for dining/entertainment, with the remainder of the site for industrial use. A number of bicycle and pedestrian improvements were identified, which were common to all scenarios. These have been refined and incorporated into the preferred scenario, and are discussed in that section.<sup>2</sup>

## Evaluation Criteria and Process

As a preliminary step in the Tacoma Station Area planning process, the consultant team developed measures to evaluate the proposed redevelopment scenarios. The evaluation measures are consistent with the project goals and objectives as well as the requirements of the Transportation and Growth Management (TGM) Program Grant for the Tacoma Station Area Plan. They include a combination of qualitative and quantitative indicators that provide a comprehensive assessment of the redevelopment scenarios. The evaluation criteria address factors including:

- How well the scenarios generate land uses and densities that meet the project’s objectives (i.e. transit-supportive uses and densities with an emphasis on high-paying employment uses);
- How realistic the scenarios are based on market feasibility and redevelopment costs;
- How much support the scenarios have from area property owners, how much they would impact existing industrial businesses, and to what extent they would provide amenities for existing workers and residents;
- How much the scenarios impact traffic operations on Highway 99E;
- How much the scenarios improve bike/pedestrian connectivity and potentially shift travel behavior towards these modes of travel; and
- How much the scenarios improve roadway safety and freight access.

Several of the measures address sustainable planning goals, including addressing health and safety issues, promoting use of more active modes of transportation and fostering economic sustainability by creating the opportunity to generate additional jobs in the area.<sup>3</sup>

## Evaluation Analysis and Results

Each of the three redevelopment scenarios was assessed against each evaluation measure and a “score” was assigned using the appropriate qualitative or quantitative indicator. Highlights of the evaluation results for each scenario are summarized below. A more detailed summary of the evaluation is found in Appendix D.

- **Scenario 1:** Scenario 1 would result in the lowest impact in terms of total vehicle miles traveled within the study area. This is due to the sporadic, non-peak hour traffic that would be generated by the large civic/entertainment use. This scenario would also be moderately supportive of transit-oriented development and a mix of uses that will benefit future workers and visitors to the area. However, challenges presented by Scenario 1 include a potential lack of high-paying jobs and minimal connectivity through Opportunity Site B.

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<sup>2</sup> Additional detail on the three scenarios can be found in the Scenarios Evaluation Report, available on the city of Milwaukie’s web site (<http://www.ci.milwaukie.or.us/planning/tacoma-station-area-plan-0>) and by request from city staff.

<sup>3</sup> The full list of evaluation criteria and the outcomes of the evaluation for the three redevelopment scenarios analyzed can be found in the Scenarios Evaluation Report, available on the city of Milwaukie’s web site (<http://www.ci.milwaukie.or.us/planning/tacoma-station-area-plan-0>) and by request from city staff.

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- **Scenario 2:** Scenario 2 provides the most benefit in terms of land use, including creation of higher paying jobs, increases in employment densities, and greater cost/market feasibility. This scenario also has the potential to provide the most improvement to connectivity in the study area and bicycle/pedestrian mode share increases. However, because Scenario 2 represents the most intensive development, it also generates the most vehicle miles traveled at peak hours, which could result in negative impacts to manufacturing uses in the study area. While not explicitly addressed in the evaluation criteria, it also could hamper development in the downtown by creating a competing area for office or commercial development.
  - **Scenario 3:** The greatest benefit from Scenario 3 comes from its focus on maintaining existing industrial uses while enhancing access for those uses. This scenario is the most feasible from a market perspective and has more support from property owners than the other two scenarios. Scenario 3 falls short of meeting project goals, however, because it likely would not support transit-oriented development or create new services or amenities for employees or nearby residents. This scenario does also not necessarily support increased employment density or bicycle/pedestrian mode share outside of implementing a variety of bicycle and pedestrian-oriented transportation improvements.

### Preferred Scenario

Based on the results of the Scenarios evaluation, as well as feedback from project advisory committee members and other community members, the project team has identified a proposed preferred redevelopment scenario for the study area. It incorporates elements of Scenarios 1 and 2, including the proposed transportation improvements common to all three scenarios. It also addresses the strengths and obstacles associated with the Study Area described in the previous section.

Generally speaking, the preferred scenario was chosen because it achieves a high level of consistency with the project evaluation criteria, and is consistent with feedback received from advisory groups, local property owners, an “expert panel” of developers and economists, and other community members.

- This scenario represents a relatively intensive level of redevelopment that would support an increase in transit, bicycle and pedestrian mode share while balancing redevelopment expectations with results of market analyses for the area and allowing the majority of industrial uses in the area to continue with minimal disruption. At the same time, the amount of potential commercial and office use would not be expected to compete with or draw resources and market activity away from the Downtown.
- This scenario allows for transit-supportive development, including potential employment densities of 45 employees per acre within the primary redevelopment portion of the study area. It also allows for large-scale redevelopment of Opportunity Site B and of the surrounding area, pending market support for a transition to non-industrial uses north of Beta Street, which are identified as feasible from a market perspective in the long-term. The overall mix of land uses proposed for the area represents more of a mixed “Employment Transit Oriented Development” (ETOD) pattern, as opposed to a more traditional TOD area. The inner Southeast area in Portland could serve as a model for this area.
- Proposed land uses in the preferred scenario would benefit future residents and workers in the area to the same (high) degree as Scenario 2.
- This alternative would have the highest or second highest level of consistency with all transportation-related evaluation measures compared to the redevelopment scenarios evaluated in this report. A variety of transportation improvements are identified to improve access from this area to adjacent neighborhoods and to help overcome existing surrounding physical barriers.
- The scenario is identified as feasible by local developers and economists.

- 
- The scenario allows for and envisions a modest amount of residential use west of McLoughlin Boulevard where it is deemed to be most appropriate and feasible from a market perspective. Residential uses would be allowed as conditional uses east of McLoughlin Boulevard and north of Beta Street but would not be considered a predominant use and would likely be limited, given barriers to residential use in that area.
  - The scenario will not necessitate off-site transportation capacity improvements and will ensure that the Plan is consistent with the state's Transportation Planning Rule.

The Preferred Scenario has been refined to become the basis for this Station Area Plan, and is described in greater detail in the following sections.

---

## Section 2: Station Area Plan Land Use and Urban Design Recommendations

### Overall Goals and Assumptions

Land use and urban design recommendations for the Tacoma Station Area are organized by subarea. The four subareas within the Station Area are shown on Map 2 on page 10. Land uses are also illustrated on Map 3: Tacoma Station Planning Area Land Use.

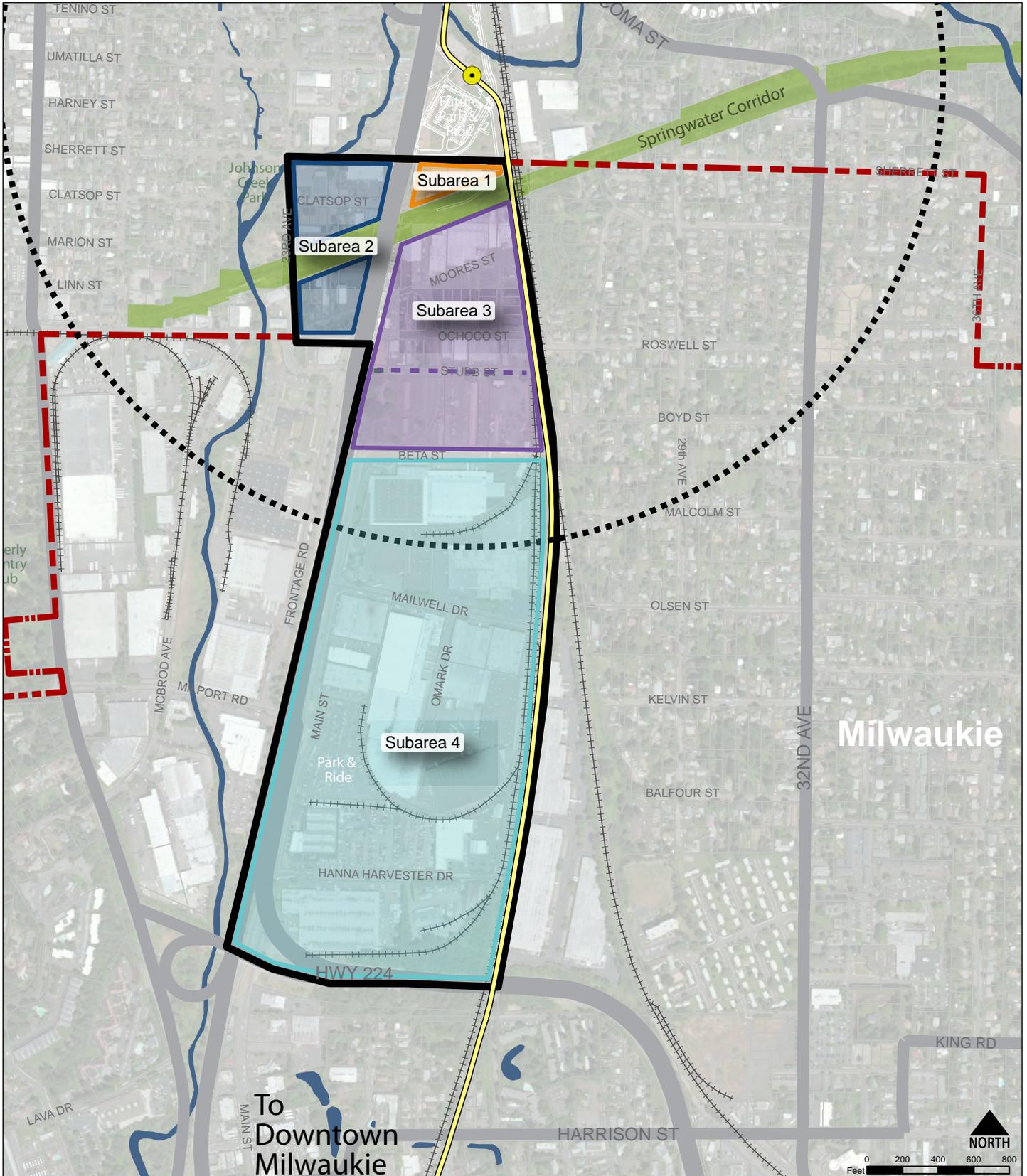
Changes in land use are focused primarily north of Beta Street (subareas 1, 2, and 3). This portion of the Station Area is closest to the future light rail station (approximately one-third mile or less) and is expected to see the greatest impact from the station in terms of land value. This proximity to the station will facilitate transit-supportive development and higher employment densities and generate more bicycling or walking trips to the station, compared to properties located further away. Limiting the most significant redevelopment to this area also will reduce impacts on the surrounding transportation system, will help preserve the remainder of the area for continued manufacturing and other industrial uses, and reduce competition between this area and the Downtown for office or other commercial uses, consistent with project goals and city policies. At the same time, supporting retail, office and commercial uses will be allowed in this area. While redevelopment in this area occurs, a high degree of flexibility and support for existing businesses will be important.

### Land Use Recommendations by Subarea

#### Subarea 1

Subarea 1 (which is the same as Opportunity Site A, identified in the previous section) is planned for commercial uses. This is due to its close proximity to the Tacoma LRT station, park and ride lot and Springwater Corridor. The site was identified as the most viable location for commercial uses that will serve users of those nearby amenities. It is envisioned that the existing structure on the site could be renovated to accommodate commercial uses such as a small brewery, flexible office/incubator space, dining, coffee shop and café, convenience market, bicycle shop, and/or potentially second story small offices or possibly upper story residential units. Redevelopment of this site also could incorporate improvements to the building façade (e.g., introduction of more windows) and to the parking area (e.g., inclusion of trees or other landscaping). Excellent pedestrian and bicycle connections to and from Tacoma Station and the Springwater Corridor will help draw people into the redeveloped site.

Map 2: Tacoma Station Planning Area Subareas



**Study Sub-Areas**  
TACOMA STATION AREA PLAN

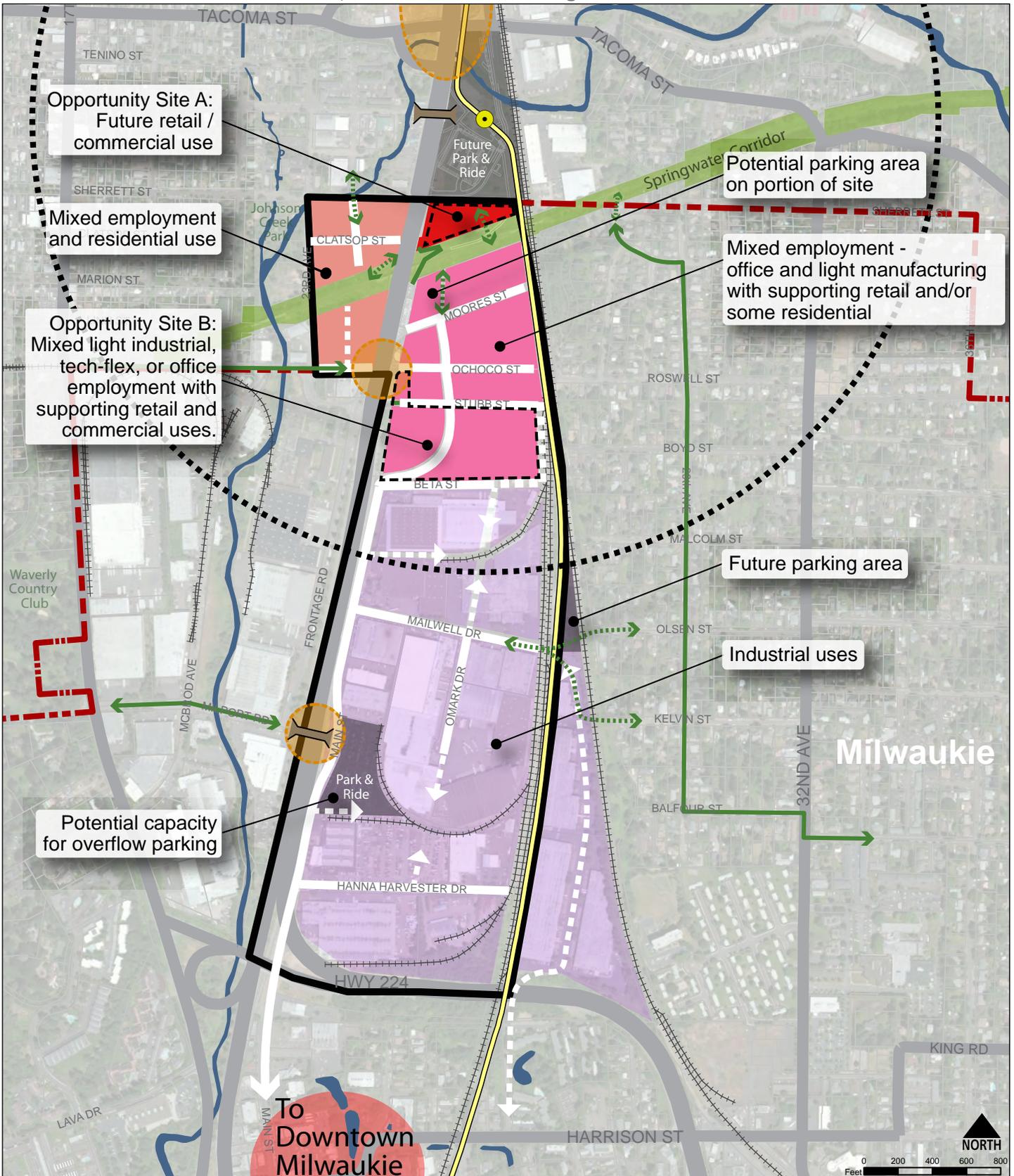
4 February 2013

- Subarea 1: Opportunity Site A
- Subarea 2: Area west of McLoughlin
- Subarea 3: South of Springwater and North of Beta, including Opportunity Site B (this subarea split into two parts for the transportation analysis)
- Subarea 4: South of Beta

- Project Study Area
- Station Area (1/2 mile radius)
- City Boundary
- LRT Station
- LRT Alignment



Map 3: Tacoma Station Planning Area Land Use



**Preferred Concept Alternative**  
TACOMA STATION AREA PLAN

4 February 2013

- |  |                            |                                |
|--|----------------------------|--------------------------------|
| <span style="color: red;">■</span> Commercial                                    | Study Area Streets         | Project Study Area             |
| <span style="color: orange;">■</span> Live Work (Mixed Residential / Employment) | New Street Connections     | Station Area (1/2 mile radius) |
| <span style="color: blue;">■</span> Civic / Entertainment                        | Bike / Ped Improvements    | City Boundary                  |
| <span style="color: pink;">■</span> Mixed Employment                             | New Bike / Ped Connections | LRT Station                    |
| <span style="color: purple;">■</span> Existing Industrial Uses                   | Intersection Improvements  | LRT Alignment                  |



**Site A - Preferred Pendleton “Marketplace” Concept**  
TACOMA STATION AREA PLAN

15 January 2013

Figure 2. Conceptual Site Plan for Redevelopment of Opportunity Site A

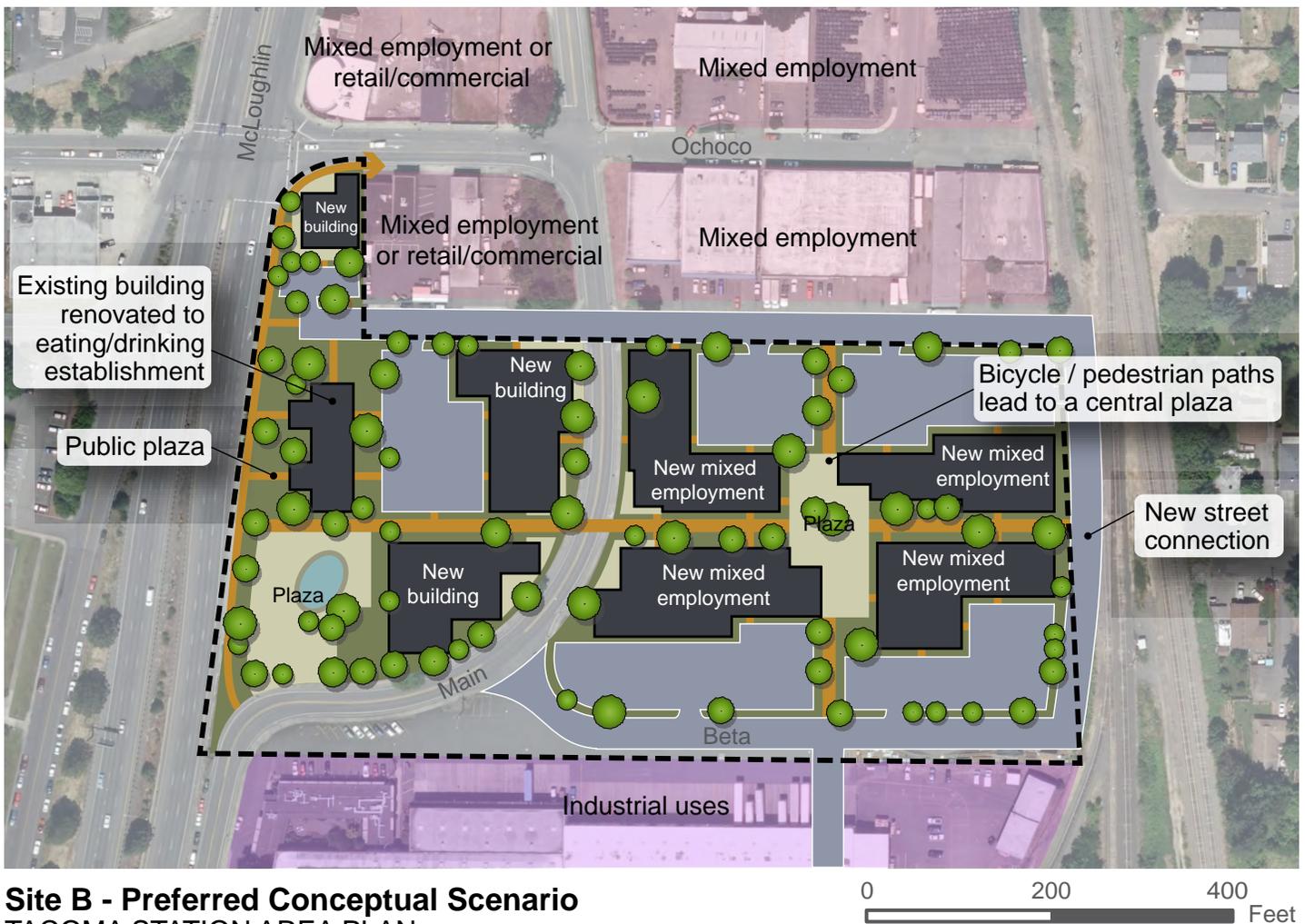
### Subarea 2

Subarea 2 is planned for a mix of employment and residential uses, including live/work and possibly other types of residences. This would create a more transit-supportive mix of land uses in one of the areas closest to the LRT station. This area is adjacent to other residential areas and not directly adjacent to rail lines in the area, making it relatively more appropriate for residential use than other portions of the Station Area. It should be noted that this area is also in close proximity to Johnson Creek and portions of the land are subject to the city’s Natural Resource regulations, intended to protect water quality resources. Development within the Natural Resource Overlay may be limited and/or subject to additional levels of review, necessitating careful siting and planning of future development in this area.

### Subarea 3

A mix of employment uses is envisioned for Subarea 3, with generally higher employment densities than existing uses but a limited amount of office use to avoid pulling potential office uses away from downtown Milwaukie. The mix of employment uses could include light manufacturing, commercial, and a limited amount of retail and office use. This supports the goal of increasing employment densities and providing a mix of land uses that will help maximize use of the new LRT station.

The vision for Opportunity Site B, which is located in this subarea, is that the historic building on the western half of Opportunity Site B would become an eating and drinking establishment or other appropriate use that would serve local workers and nearby residents. The remainder of the site would be developed as a mix of employment uses. The exact type or mix of uses is not prescribed in this Plan but should support the overall vision for the planning area and take advantage of the relatively large size of the site and opportunity to incorporate improved amenities for area workers (e.g., small plazas or gathering spaces, pedestrian pathways, high-quality building and site design, etc.). An example of one approach to the future design of the site is shown in the diagram below but many other specific designs could be appropriate for this site. This is consistent with the goal of providing a mix of uses within the station area that will serve future workers, visitors and residents; facilitating transit-supportive development and potentially achieving higher employment densities.



**Site B - Preferred Conceptual Scenario**  
TACOMA STATION AREA PLAN

4 February 2013

Figure 3. Conceptual Site Plan for Redevelopment of Opportunity Site B

The existing alignment of Main Street through Opportunity Site B would be preserved. The site also would incorporate community gathering spaces, including several small plaza areas, as shown on Figure 3. These would serve as places where local workers could congregate for lunch or other activities. They would be oriented both to eating/drinking uses on this opportunity site and to Main Street due to its role as a key street and transportation spine for the area. The plazas would provide amenities such as benches or other seating, tables, pedestrian scale lighting, trees or other landscaping and/or special paving, as illustrated in the

example photo from North Mississippi Avenue in Portland below. The exact combination of amenities will be determined as part of future detailed design and development processes.



Figure 4. North Mississippi Avenue in Portland

#### Subarea 4

Minimal changes to the basic land use pattern are recommended for Subarea 4. Over time, employment uses in this area could transition to other industrial or manufacturing uses with higher employment densities. However, such uses also should take advantage of the unique rail infrastructure assets in this portion of the study area. This recommendation is based on comments from property owners in this area who note that the area remains a viable industrial area where industrial uses are expected to continue operating through the planning horizon (20 years). In addition, given that this portion of the study area is more than a half-mile from the LRT station, impacts of the LRT station on redevelopment potential in this portion of the study area are expected to be limited. At the same time, smaller scale commercial or office uses also would be allowed in this sub-area to allow for land use and development flexibility over time.

### Building and Site Design Elements

In order to promote quality development in the Station Planning Area and support the objectives of the Plan, the city will likely implement a number of development and design standards that will help achieve a more active and pedestrian-oriented district, while preserving the industrial character of the district.

Throughout the Portland region there are examples of how existing industrial/employment areas can successfully accommodate new and expanding uses that cater to local residents and employees. In particular, Portland's Eastside Industrial District, the MAX Yellow Line's Mississippi/Albina Station, and the former industrial areas of the Pearl District illustrate how the existing industrial character of the local building stock can be leveraged to create a unique sense of place for a burgeoning retail and entertainment destination and in some cases also maintain the integrity of surrounding employment uses. The photographs on this and the

following pages provide some examples of recent developments in these three areas which might serve as a precedent for the type and character of development envisioned for the Tacoma Station Area.



Figure 5. New commercial uses including restaurants, coffee roasters, and architectural salvage companies have opened near the Albina/Mississippi MAX station. The district is a precedent for how industrial areas can accommodate an expanding array of uses while preserving the industrial character of the district.



Figure 6. The River East building in the Central Eastside Industrial District has been converted from a defunct warehouse into ground floor retail and office space for several major tenants, bringing over 300 employees to the area. The development illustrates how new project can successfully coexist with existing industrial development.



Figure 7. This new employment incubator project within the Central Eastside Industrial District provides affordable office and artist space. The building illustrates how new development can relate to the surrounding industrial character by using “industrial” building materials, and also demonstrates how buildings can provide architectural elements to address the corner.

Potential development and design elements are described below and are incorporated into the code amendment discussion in Section 5 beginning on page 35. The code amendment discussion provides an outline for a possible overlay zone that could be used to implement these standards within the various subareas of the Station Area. Development and design standards are included in the outline and apply primarily to retail, office and stand-alone multifamily development, with more limited design standards for manufacturing or other industrial uses.

## Site Design Elements

- **Building setbacks:** Building setbacks should be minimized wherever possible, but particularly along key streets, in order to create a sense of enclosure along the sidewalk. Forecourts and other public spaces along the sidewalk should be allowed and potentially encouraged along key streets, including adjacent to Main Street on Opportunity Site B associated with proposed civic/gathering spaces there, and where sidewalks are narrower than ideally desired. On-site surface parking should be oriented to secondary streets rather than to key streets, wherever possible.
- **Building Orientation and Entrances:** Buildings should be oriented to and provide entrances that are directly connected to public sidewalks. Building entrances should provide lighting that is architecturally consistent with the overall building design. For corner parcels (particularly at important corners along key streets), buildings should ideally orient to the corner and/or provide architectural elements that address the corner. This may include projecting bays or articulated elements (as seen in Figure 10), chamfered corners, or changes in color/material.
- **Landscaping:** Where on-site surface parking is located adjacent to a sidewalk, dense landscaping should be provided in order to create a visual buffer.



Figure 8. Landscaping buffers a parking area adjacent to the sidewalk. When mature, the landscaping will provide a visual buffer between the sidewalk and the parking area.

## Building Design Elements

- Weather Protection:** At a minimum, building entrances should provide ample weather protection in the form of horizontal awnings; more continuous awnings that extend beyond the building entrance may also be provided (both variations are shown in Figure 9). Retrofitting existing industrial buildings to accommodate retail, office, or other commercial or employment uses may also create opportunities to incorporate other industrial building elements such as loading docks and covered bays, as shown in Figure 10.



Figure 9. Retrofitted Industrial Buildings with Horizontal Awnings



Figure 10. Incorporating existing elements such as loading docks and covered bays can help retain the area's unique character

- **Fenestration:** When retrofitting existing industrial buildings, increasing ground floor transparency is crucial in terms of improving the pedestrian experience along the sidewalk. In many instances this may require increasing the size and number of ground floor windows. Figure 12 illustrates the importance of avoiding blank walls along the sidewalk, and provides a contrast to the renovated buildings with expanded ground floor windows shown in Figure 11. A minimum transparency requirement along ground floors can ensure that windows are provided; the minimum may be higher along key streets or other desired pedestrian routes than elsewhere in the district.



Figure 11. These examples of retrofitted industrial buildings illustrate how existing buildings can be rehabilitated to accommodate commercial, employment, or other uses. This type of redevelopment often includes improving the pedestrian experience by increasing the size and/or number of windows along the ground floor. These redevelopments should be encouraged, as they help create a unique “industrial” character for new development within a district.



Figure 12. Blank walls should be avoided along sidewalks.

- **Building Height:** Minimum building heights within transitioning industrial areas should be avoided, as this often precludes the renovation of existing buildings. Due to building code requirements, buildings in the Tacoma Station area are unlikely to be taller than 5 stories.
- **Building Materials and Articulation:** A variety of materials and color and/or changes in building articulation should be provided to visually break up large building planes and to create visual interest. Figure 7 illustrates how change in color and material can be used to visually break up a building’s mass. The new building shown in Figure 7 also illustrates how “industrial” materials (in this case, metal) can be used to relate to the district’s surrounding industrial character. Figure 9 illustrates how articulated ground floor bays can create visual interest along the sidewalk by avoiding large, uninterrupted building planes.
- **Building Signage:** Pedestrian-oriented building signage in the form of blade signs, awning signs, building signs, or projecting signs should be provided where uses are transitioning to retail or commercial uses (see Figure 13 as well as other examples on the following page).



Figure 13. Retrofitted Industrial Buildings with Pedestrian-Oriented Signs



Figure 14. Examples of façade improvements to existing industrial uses

- **Design of industrial uses.** Design standards for new or redeveloped industrial uses would be less strict than for commercial or retail uses and would focus primarily on landscaping, street design, parking area and signage, as illustrated in Figure 15. Some window coverage requirements also may be implemented.



*Figure 15. Examples of landscaping, parking lot and sidewalk improvements in an existing industrial area*

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# Section 3: Transportation Analysis of Proposed Land Use Plan

## Traffic Analysis

In order to determine whether the proposed Station Area Plan is likely to create more demands on the transportation system than the existing zoning, a trip generation analysis was conducted. Trip generation refers to the number of vehicles coming and going from a specific destination or land use. The analysis was based on the estimated number of dwelling units and the leasable square feet of various land uses (industrial, retail, and office) that would potentially be built in the planning area under existing zoning and under the recommended Station Area Plan. Standard trip generation rates associated with these land uses were used. The analysis was broken down by the subareas shown in Map 2 on page 10. The land use assumptions for the purposes of the transportation analysis are considered “reasonable worst-case” from a trip generation perspective – “worst case” in the sense that they assume the most trip-intensive land uses allowed under the existing or proposed zoning (as applicable) and “reasonable” in the sense that they are feasible from a market perspective. For the recommended land use scenario, a 30% reduction in trip generation was assumed for land uses north of Stubb Street based on proximity to the LRT station, improvements to bicycle and pedestrian infrastructure, and the presence of transit-supportive mixed use development.<sup>4</sup>

The reasonable worst case of land uses for the Station Area Plan generates 12 fewer peak hour trips than the existing Manufacturing zoning. The recommended land use scenario includes more retail, which typically yields high trip generation, but this is offset by new residential uses and less office than in the existing zoning, along with the 30% trip reduction in the area north of Stubb Street. This means that this plan does not trigger Transportation Planning Rule requirements and no changes are needed to address capacity of Highway 99E or other transportation facilities in the area beyond those that are currently planned to address deficiencies under existing zoning.<sup>5</sup>

## Parking Analysis

This section provides a brief summary of key issues and findings regarding parking demand and management for the proposed Station Area Plan.

### Existing Parking Utilization

The supply of on-street and off-street parking varies throughout the study area, with some locations near capacity and some relatively empty. Existing parking utilization on parcels throughout the study area is shown in Figure 16. Not all of the potential parking supply was available due to lots being used for purposes other than parking. For example, some parking areas are currently used for outdoor storage of equipment and expected to be used for this purpose for the foreseeable future.

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<sup>4</sup> The assumed 30% reduction in trip generation is allowed under Metro’s Urban Growth Management Functional Plan for Station Areas where certain conditions are met, including those identified above and adoption of a TDM and/or parking management plan that helps meet regional mode split goals.

<sup>5</sup> The Transportation Planning Rule (Oregon Administrative Rule 660-012-0060) restricts amendments to City plans and regulations that would “significantly affect” a state highway. Because the recommended land use scenario would produce fewer trips than the existing zoning in the area, it does not “significantly affect” the highway and does not require additional analysis or off-site transportation mitigation measures.

## Off-Street Parking Utilization

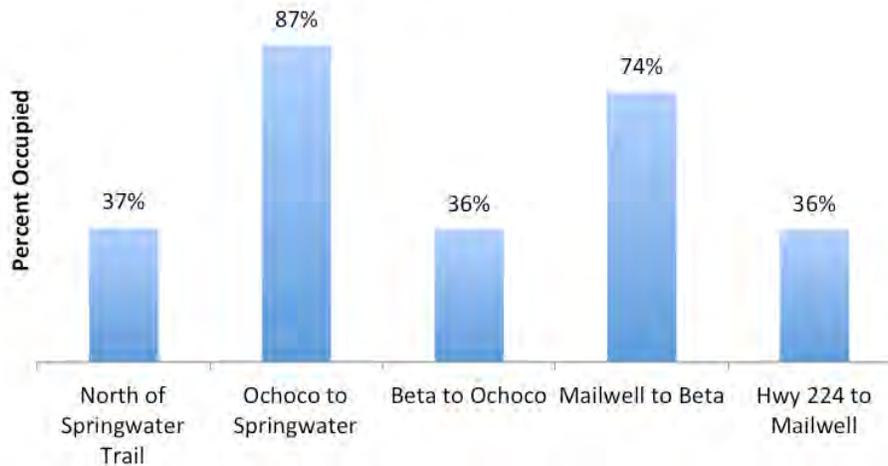


Figure 16. Existing Weekday Off-Street Parking Utilization

Generally, conditions were near capacity north of Stubb Street, while parking facilities to the south were less than 85% full. A notable exception was the TriMet park and ride facility, where 316 out of 329 available spaces were occupied (over 95% occupancy).

The accompanying chart shows generally how well off-street parking is utilized throughout the area. For this analysis, the TriMet park-and-ride lot was not included, as its function will be replaced with a new park-and-ride at the Tacoma LRT station. Parking lots that were partially or fully occupied by non-parking uses were excluded as well. The issue of non-parking uses is covered later in this section. Head-in parking along streets was considered off-street parking for this analysis.

Additional information about the supply and utilization of parking can be found in Appendix B.

### Projected Parking Demand and Supply

Parking demand was estimated for the land uses proposed in this Plan using the leasable square footage assumptions for each land use and typical parking demand profiles for each land use, with a 30% reduction in demand assumed for areas north of Beta Street. Minimum required off-street parking supply was calculated based on the same leasable square footage assumptions by land use and the requirements specified in the city code. On-street parking is included in the supply as well.

Analysis shows that parking demand under this Plan is forecast to significantly exceed the supply that would be provided per minimum requirements of the City's Development Code, particularly south of Beta Street. In order to meet a target of 85% on-street occupancy, assuming off-street parking is occupied at the same rate, additional capacity beyond the minimum is needed in these areas. Table 1 shows the results of this supply and demand analysis.



Table 1. Preferred Redevelopment Scenario Supply vs. Demand

Subarea	Supply provided on street and in code	Demand	Additional supply needed to meet 85% occupancy target
Subarea 1	179	140	0
Subarea 2	86	61	0
Subarea 3A	186	152	0
Subarea 3B	263	306	97
Subarea 4	1,515	1,997	834
TOTAL	2,229	2,656	931

The imbalance between parking capacity and parking demand highlights the importance of demand-oriented strategies (discussed in Section 4 of this Plan) and shared parking among different land uses. This is true particularly north of Beta Street, where the proposed mix of uses includes residential and significant retail. South of Beta Street (Subarea 4), however, the imbalance between supply and demand means additional strategies need to be considered:

- Repurposing the existing TriMet park-and-ride lot to provide more parking capacity
- Changing the code for the Manufacturing zone to increase the proportion of industrial use required
- Changing the code to increase the minimum off-street parking requirements for office and retail uses

To illustrate how these strategies might work, two alternative parking scenarios were developed: one that relies on additional capacity from the TriMet lot, and one that makes more substantial code changes that eliminate the need for the TriMet lot.

### Alternative Parking Scenario 1

This scenario combines all three strategies in order to balance supply with demand. It assumes the following changes from the baseline scenario analyzed above:

- The TriMet lot (329 spaces) is repurposed as general parking for the surrounding land uses.
- The Manufacturing zone code is modified (or an overlay zone created) that requires 50% industrial use rather than the current 25%.
- The parking code is modified to require a minimum of 2.5 spaces per 1,000 square feet for office uses (rather than the current 2) and 3.5 spaces per 1,000 square feet for retail uses (rather than the current 2.5).

Industrial uses tend to generate the least parking demand out of all of the allowed Manufacturing zone uses. Also, the city code's parking minimums for industrial uses are generally in line with likely demand. Therefore, increasing the proportion of industrial use and increasing parking minimums for other uses helps balance supply with demand.

### Alternative Parking Scenario 2

This scenario avoids using the TriMet property for parking, making it a candidate redevelopment site instead. It assumes the following changes from the baseline scenario analyzed above:

- The Manufacturing zone code is modified (or an overlay zone created) that requires 75% industrial use rather than the current 25%.

- The parking code is modified to require a minimum of 3 spaces per 1,000 square feet for office uses (rather than the current 2) and 4 spaces per 1,000 square feet for retail uses (rather than the current 2.5).

To avoid the need for the TriMet lot’s additional capacity, more substantial changes to the code are needed. The proportion of industrial use south of Beta Street must be increased further, and the parking minimums for other uses are increased as well.

Table 2 shows how the supply and demand for parking south of Beta Street (Subarea 4) differ between the two alternatives.

*Table 2. Alternative Parking Scenario Supply vs. Demand*

<b>Scenario</b>	<b>Demand</b>	<b>Supply provided on street, in TriMet lot, and in code</b>	<b>Supply needed to meet 85% occupancy target</b>
Baseline	1,997	1,515	2,349
Alternative Scenario 1	1,509	1,816	1,775
Alternative Scenario 2	1,053	1,273	1,239

While both alternatives address both supply (parking minimums and potential TriMet lot use) and demand (reduced parking intensity from land use), they arrive at significantly different supply and demand totals. A more aggressive change to the land uses allowed south of Beta Street, as in Alternative 2, reduces both supply and demand significantly below baseline conditions. A less aggressive change to the land use mix reduces demand more modestly, and still requires more capacity (1,816 spaces vs. 1,515) than is provided under baseline conditions.

Other combinations of changes in allowable land uses, parking minimum change, and TriMet lot use are possible. Deciding which combination of strategies is most desirable will require further assessment of market conditions for the TriMet lot, as well as the desirability of the code changes described above.

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## Section 4: Station Area Plan Transportation Recommendations

This section describes recommended transportation improvements and strategies, including improvements to Study Area streets and intersections, bicycle and pedestrian Facility Improvements, and parking and transportation demand management strategies.

### Transportation Infrastructure Improvements

Recommended infrastructure improvements are illustrated on Map 5: Proposed Transportation Improvements on page 27.

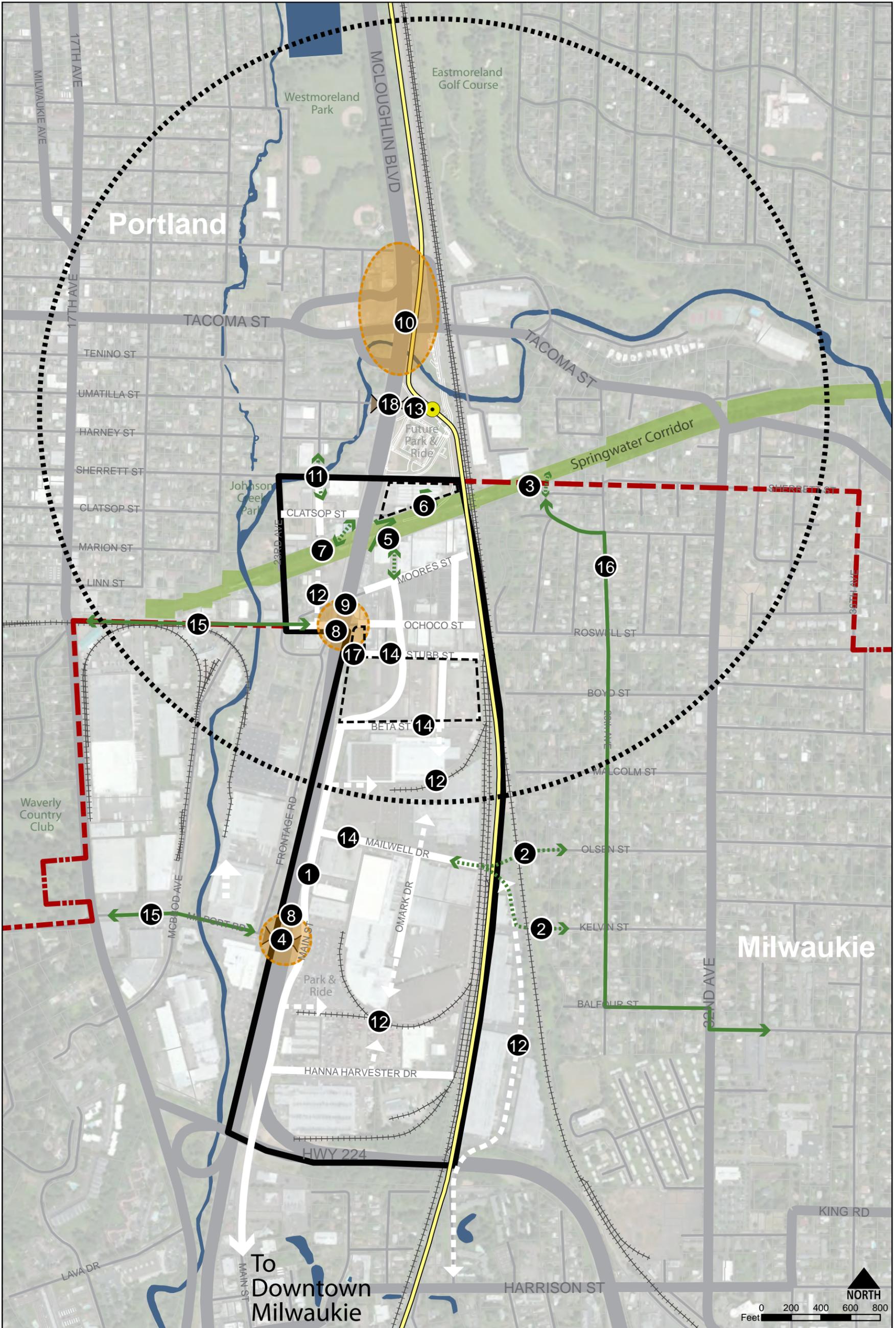
### Street and Intersection Improvements

While no off-site (i.e. outside the Station Area) roadway capacity improvements are required, improvements are proposed to the local streets within the Station Area and several intersections with McLoughlin Boulevard. In addition, several non-capacity (connectivity) improvements are recommended outside the Study Area.

### Station Area Streetscapes

Improvements to all streets within the study area are recommended to provide easy access within and through the Station Area, including linking pedestrians to the station and surrounding neighborhoods. Recommended designs are illustrated by street cross-sections shown in Appendix A: Design and Access Improvements by Street, and indicated on the map on page 27 as projects #1 (Main Street) and #14 (other local streets).

Two “key streets” are given special design treatment in order to emphasize their role within the district. Both Main and Ochoco Streets provide key gateways into the Tacoma Station Area. Main Street connects the study area to Downtown Milwaukie to the south, and serves as the primary local access into the site. Ochoco Street is the primary entrance into the site for northbound and southbound vehicular traffic from McLoughlin Boulevard (for southbound traffic, it is the only entrance into the Station Area). Given that they both function as important gateways into the site, and given that Main Street is the primary north/south spine within the district, Main and Ochoco Streets are the primary streets where the majority of redevelopment will likely occur in the district. Accordingly, the conceptual street designs are intended to reflect the key role that these streets play within the district. One of the primary design goals for Main Street is to provide a continuous north/south pedestrian and bicycle connection from the light rail station to Downtown Milwaukie. The conceptual cross-section for the portion of Main Street north of Beta Street is shown in Figure 17 as an example. (Cross-sections for the rest of Main Street and other Planning Area streets are included in Appendix A: Design and Access Improvements by Street.)



**Station Area Transportation Improvements**  
TACOMA STATION AREA PLAN

4 February 2013

- Study Area Streets
- New Street Connections
- Bike / Ped Improvements
- New Bike / Ped Connections
- Intersection Improvements
- Project Study Area
- Station Area (1/2 mile radius)
- City Boundary
- LRT Station
- LRT Alignment

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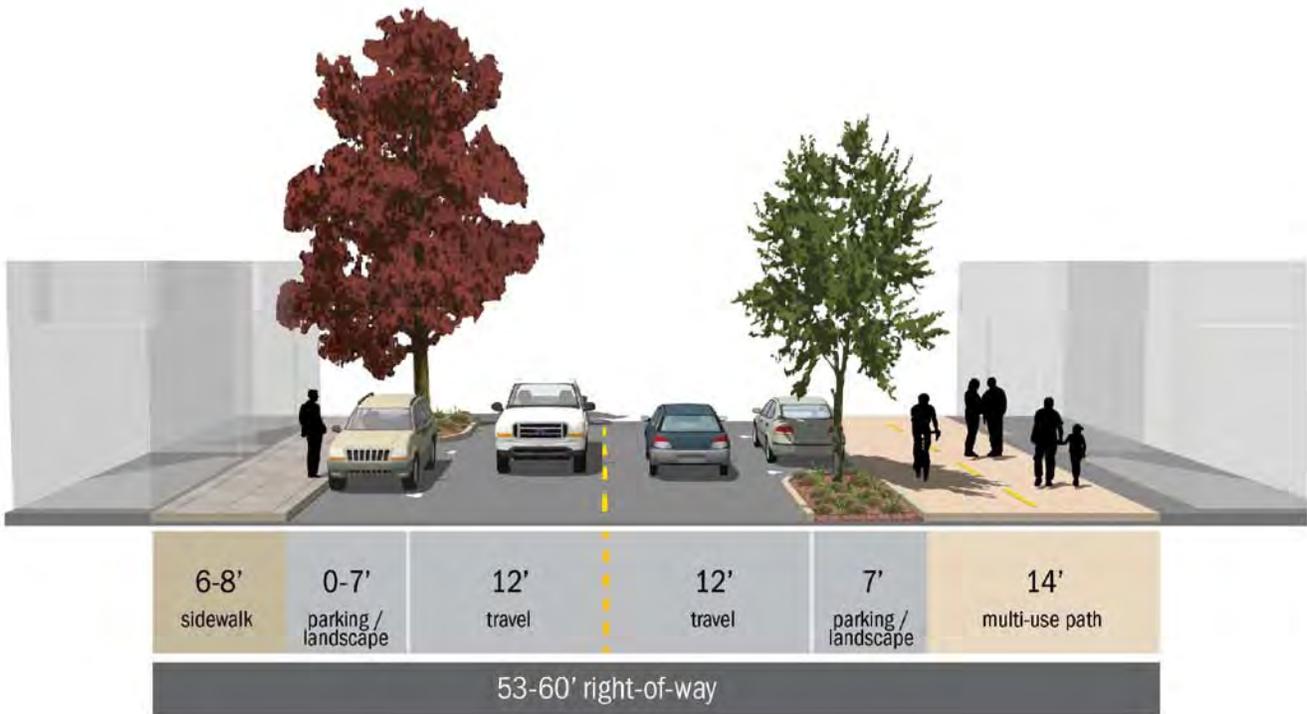


Figure 17. Conceptual Cross-Section for Main Street North of Beta Street (looking north)

In addition, special street trees, paving, stormwater treatments, street “furniture” (e.g. benches, water fountains, pedestrian scale street lighting, and/or newspaper boxes), and wayfinding signage and/or public art are recommended for these streets (see details in Appendix A: Design and Access Improvements by Street).

### New Street Connections

If larger blocks in the southern portion of the area are redeveloped in the future, additional local street connections would be recommended or required to break up large blocks and improve local access and connectivity. (This is keyed to the map on page 27 as project #12.) Future block lengths associated with residential, commercial or office use are recommended to be 250-530 feet, consistent with existing city standards. Block sizes for industrial uses may be larger (e.g., 600-1,200 feet), given the need to accommodate larger industrial users and associated infrastructure (e.g., rail lines and spurs). In addition, future additional local street connections are proposed at two other locations: (1) Through the industrial park east of the rail lines, connecting Mailwell Street to Harrison Street; and (2) An additional north/south local street between Ochoco Street and the Springwater Corridor west of McLoughlin Boulevard to improve local connectivity and access to future land uses in this area.

### Highway 99E Intersection Safety Improvements

Improvements to several intersections/interchanges on Highway 99E are recommended to enhance safety for bicycles and pedestrians, freight vehicles, and/or passenger vehicles. Projects range from minor enhancements that are already programmed to long-term hypothetical projects. The project numbers below correspond to the numbers shown on Map 5 on page 27.

8

Pedestrian/bicycle safety/crossing improvements at Ochoco Street and Milport Road intersections with McLoughlin Boulevard, with specific design options to be identified at a later date.

- 
- 9 Additional signage and enhanced circulation and /or geometric improvements are recommended at the Ochoco Street intersection to improve truck operations and queuing conditions along McLoughlin Boulevard.
  - 10 Programmed safety improvements at the Tacoma Street interchange as part of an ODOT re-striping project that will change lane configurations on McLoughlin Boulevard southbound near the Tacoma Street interchange.

### Bicycle/Pedestrian Facility Improvements

In addition to improvements to sidewalks and bike facilities on the local street network and at key intersections, several new or improved bicycle/pedestrian facilities are recommended within the Station Area. The project numbers below correspond to the numbers shown on Map 5 on page 27.

#### Improved Connections to LRT station and Springwater Corridor from within the Tacoma Station Area

A variety of projects are proposed to better connect the Springwater Corridor trail with both the LRT station and the broader Tacoma Station Area. New or improved ramps or stairs from the Springwater Corridor to the light rail station have been planned or proposed and are shown as project #6. A proposed new connection from the Springwater Corridor to the west side of McLoughlin Boulevard is shown as project #7. Three potential options for an improved direct connection from the north end of Main Street to the LRT station are indicated as project #5. In order of preference (highest to lowest), these options would include (5C) a direct connection (undercrossing) from the end of Main Street to the LRT station; (5B) widening of the existing undercrossing and pathway adjacent to McLoughlin Boulevard to more safely and comfortably accommodate both pedestrians and bicyclists; and (5) a pathway from the south side of the Springwater Corridor up to the trail. In addition, potential future Portland Bicycle Share station and car share spaces are recommended at the LRT station (project #13).

An additional short bicycle/pedestrian connection is recommended from the existing dead end at west end of Stubb Street to McLoughlin Boulevard (project #17).

#### Improved Bicycle/Pedestrian Connections to and within Adjacent Neighborhoods

Existing bicycle and pedestrian connections to the Tacoma Station Area are limited in some places due to the presence of the railroad on the east and McLoughlin Boulevard on the west, as well as Johnson Creek and adjacent commercial/industrial development. The following projects would improve bicycle and pedestrian access to the LRT station and the Tacoma Station Area from surrounding neighborhoods.

- 2 Bicycle/pedestrian connection from the eastern neighborhoods to the Tacoma Station Area across the railroad tracks (underpass or overpass) at approximately Kelvin or Olsen Streets.
- 3 Improvements to access at the Springwater Corridor from the west end of Sherrett Street (connecting to #16).
- 4 At Milport Road, where existing at-grade pedestrian and bicycle crossings of Highway 99E are very difficult, pedestrian overcrossings of McLoughlin Boulevard could be considered; however, overcrossings would be extremely expensive and challenging to design and locate.
- 11 New bicycle/pedestrian bridge over Johnson Creek at SE 23rd Avenue to improve access into this relatively isolated portion of the Tacoma Station Area.
- 15 Improvements to bicycle/pedestrian facilities along Ochoco Street and Milport Road west of the Tacoma Station Area.

16

Improvements to SE 29th Avenue and Sherrett Street bicycle route to Springwater Corridor from neighborhoods east of the Tacoma Station Area.

18

At Umatilla Street, where existing at-grade pedestrian and bicycle crossings of Highway 99E are very difficult, pedestrian overcrossings of McLoughlin Boulevard could be considered; however, overcrossings would be extremely expensive and challenging to design and locate.



Figure 18. Example of pedestrian undercrossing, Washougal, WA.

## High Priority Projects

Top priority improvements identified by Station Area Plan advisory committee members include:

- Main Street improvements, coupled with a more direct and improved connection from the north end of Main Street to the light rail station.
- Pedestrian and bicycle connections from adjacent neighborhoods to the study area.
- Improved ability to cross McLoughlin Boulevard.
- Enhanced connections to the Springwater Corridor.
- Truck signage improvements at the intersection of Ochoco Street and McLoughlin Blvd.

## Coordination with Improvements Already Included in the City's Transportation System Plan

Several of the transportation improvements and strategies recommended in the Tacoma Station Area Plan are related to projects that were included in the City of Milwaukie's 2007 Transportation System Plan (TSP). Table 3 lists the TSP projects and identifies the related Tacoma Station Area Plan projects.

Table 3. Transportation System Plan projects and Related Tacoma Station Area Plan projects

Project Name	Project Description	From	To	Related TSAP project
Intersection Improvements at Main and Mailwell	Upgrade intersection turning radii to better accommodate freight movements	Location specific	Location specific	1
Main Street Bike Lanes	Fill in gaps in existing bicycle network with bike lanes	Harrison Street	Moore Street	1
Ochoco Street Sidewalks	Construct sidewalks on Ochoco Street to connect bus stops to Goodwill	19th Avenue	McLoughlin Boulevard	15
Springwater Trail Ramp Improvement	Improve ramp at Springwater Trail and McLoughlin Boulevard	Location specific	Location specific	5
Intersection Improvements at Mailwell and Omark	Upgrade intersection turning radii to better accommodate freight movements	Location specific	Location specific	14
Milwaukie Transportation Management Association Program	Implement a transportation management association for employers	Milwaukie Town Center	Milwaukie Town Center	See project TDM strategies

The multi-use path on Main Street proposed in this plan would replace the bike lane project listed in the TSP, while general improvements to Main Street and Mailwell Drive would allow for reconstruction of intersections to improve turning radii as needed for freight. The transportation demand management strategies for the Station Area, discussed below, would be combined with similar efforts for Milwaukie Town Center, creating organizational efficiencies that benefit the larger area.

## Parking and Transportation Demand Management Strategies

The preferred redevelopment scenario will require a mix of Transportation Demand Management (TDM)<sup>6</sup> and parking management strategies in order to minimize parking supply needs and traffic generation. They will be essential to achieving the 30% share of non-auto trips assumed in the traffic and parking analysis conducted for this report. Improving the multimodal infrastructure connecting the study area to adjacent areas and the Tacoma LRT station is likely to reduce the share of trips made by motor vehicle. However, infrastructure improvements are much more effective when leveraged by TDM and parking management policies and programs. TDM and parking management can work together, as strategies that regulate, price, or restrict parking can also shift travel behavior. Parking and transportation demand management elements relevant to the Tacoma Station Area are described below.

### Transportation Demand Management Strategies

TDM refers to various strategies that increase overall system efficiency by encouraging a shift from single-occupant vehicle (SOV) trips to non-SOV modes, or shifting motor vehicle trips out of peak periods. Non-SOV modes may include walking, cycling, ridesharing (HOV/carpool), and public transit. In the case of the Tacoma Station area, which has been and will continue to be a major employment area, TDM solutions will be geared primarily towards employees. Metro requires a TDM plan for Station Areas to qualify for the 30% reduction in trip generation described in Section 3. Elements of such a TDM plan include:

<sup>6</sup> Transportation Demand Management refers to various strategies that increase overall system efficiency by encouraging a shift from single-occupant vehicle (SOV) trips to non-SOV modes, or shifting motor vehicle trips out of peak periods. Non-SOV modes may include walking, cycling, ridesharing (HOV/carpool), and public transit.

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- **Individualized marketing programs:** An individualized marketing program promotes a variety of alternatives to motor vehicle travel rather than focusing on just a single option. It aims to raise awareness of potential travel options in a targeted geographic area through strategies such as consistently branded information, programmed walks and bike rides, and incentives for people to try different transportation modes. The opening of the new light rail service in particular provides a uniquely powerful opportunity to raise awareness of the alternatives to driving. Research has shown that an individualized marketing program can reduce vehicle trips by 5-8%.
  - **Rideshare programs:** Ridesharing reduces motor vehicle demand by taking advantage of vehicle seats that would otherwise be unoccupied. Carpooling, which relies on participants' own vehicles, and vanpooling, which uses vans supplied by employers, non-profits, or government agencies, are typical forms of ridesharing. A rideshare program will typically be administered by an employer commute trip reduction plan or an organization coordinating multiple employers. The program may use incentives such as preferential parking, awards, or cash payments. According to research, ridesharing can reduce vehicle trips to employment areas by 5-15%.
  - **Employer transportation programs:** These programs, sometimes called commute trip reduction (CTR), focus on creating incentives to use alternatives to the motor vehicle as well as encouraging alternative work hours and telecommuting. A CTR program often includes strategies such as:
    - » Commuter financial incentives (such as a subsidized transit pass)
    - » Guaranteed ride home (for transit users occasionally needing to return home at a time when transit is not a viable option)
    - » Secure bicycle parking and/or end-of trip facilities (i.e., showers)
    - » Ridesharing (discussed above)

This type of program is typically administered by individual employers or building managers, but could also be administered effectively by a larger organization coordinating multiple employers. The effectiveness of a CTR in reducing vehicle trips depends on which strategies are included. A 50% subsidized transit pass, guaranteed ride home, and end-of-trip facilities have been shown to reduce vehicle trips by approximately 10%, 2%, and 2% respectively.

These and other potential TDM strategies have the potential to limit motor vehicle traffic generation, positively affecting performance measures such as VMT and duration of congestion. Programs that depend on promoting use of transit will be most effective for employees and businesses in closer proximity to the future light rail station.

## Parking Management Strategies

In addition to the TDM strategies above, the following strategies can specifically help manage parking demand:

- Shared parking to serve multiple users and destinations
- Parking regulations (time, limits, loading zones)
- Financial incentives and unbundling of parking costs
- Parking pricing (viable when demand exceeds 85% of capacity)
- Preferred parking for carpools and vanpools
- Overflow parking plans
- Bicycle parking facilities

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All elements listed above are viable management strategies that can mitigate the need to devote additional valuable land area to parking. In general, a parking management approach seeks to make access and parking for short-term visitors, customers, and deliveries more convenient while promoting and incentivizing alternatives to parking for everyday users such as employees.

### **Transit Service**

Establishing light rail transit service will be a significant strategy in reducing automobile trips, including allowing for workers in the area to walk or bicycle from the station to local businesses. At the same time, in combination with LRT service, some local bus service will be discontinued, leaving some gaps in local transit service. Establishing some type of shuttle service between the LRT station, the study area, the downtown and other adjacent neighborhoods could improve use of transit in the area and further reduce automobile trips and parking needs.

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## Section 5: Implementation Strategies

A variety of implementation strategies will be required to achieve the Station Area Plan, starting with updating planning and regulatory documents to support, allow, and/or require the land use and transportation recommendations contained in the plan. This includes amendments to the City’s comprehensive plan policies and Transportation System Plan to incorporate policy-level changes to support this Plan and amendments to zoning regulations to ensure that future development and redevelopment implement the desired land use and development pattern for the Tacoma Station Area. Subsequent steps will include:

- addressing current and future parking needs in the area through a comprehensive system of parking regulation and management strategies;
- funding proposed public improvements in the area through a combination of public and private sources;
- establishment of a “Station Community Boundary” consistent with Metro rules which will enable the area to be eligible for regional investments to implement the preferred redevelopment scenario;
- working with property owners and prospective businesses to attract businesses with higher levels of employment;
- working with ODOT and future property owners or developers to plan for the future use of Opportunity Site B through contacts with specific end users, possible use of a request for proposal process to identify potential target developments, use of available public funding to help finance supportive infrastructure improvements and/or assistance with more detailed site planning efforts; and
- considering formation of a local business association to enable property owners, businesses and other stakeholders to remain engaged in the redevelopment of the station area over time.

### Comprehensive Plan and Development Code Amendments

#### Comprehensive Plan Policy Updates

The city intends to adopt the Tacoma Station Area Plan as an ancillary document to the Comprehensive Plan. This means the plan will remain a stand-alone document that is referenced and supported in the Comprehensive Plan through the addition of some policy language. Potential policy language for inclusion in the Comprehensive Plan is shown below:

**CHAPTER 4 - LAND USE**

**ECONOMIC BASE AND INDUSTRIAL/ COMMERCIAL LAND USE ELEMENT**

**OBJECTIVE #15 - TACOMA STATION AREA**

*To adopt and implement the Tacoma Station Area Plan as an ancillary document to the Comprehensive Plan and acknowledge the Tacoma Station Area and Subarea boundaries as shown on **Map X**.*

**Planning Concepts**

*The Tacoma Station Area Plan establishes a future land use framework for the Tacoma Station Area that promotes the following:*

- *An active station area employment district*
- *Multi-modal access to the Tacoma Light Rail Station and enhanced connections within the station area*

- *Increased employment intensity and number of high paying jobs in the area*
- *Support for existing businesses*
- *Complementing development goals in the nearby downtown area*
- *A more transit-supportive mix of employment uses in the long term*
- *A balanced approach to parking demand management*

**Policies**

1. *The Tacoma Station Area Plan is hereby adopted as an ancillary document to the Comprehensive Plan and will be implemented through these policies and associated Tacoma Station Area Overlay in the zoning code.*

2. *The Tacoma Station Area Overlay boundary will include those lands indicated on Map 7.*

***[Note: The land use designation map, Map 7 of the Comprehensive Plan, should also be amended to show the Tacoma Station Area Overlay boundary.]***

Other potential places for policy language/revisions:

**ECONOMIC BASE AND INDUSTRIAL/COMMERCIAL LAND USE ELEMENT**

**OBJECTIVE #1 ECONOMIC DEVELOPMENT [OR #2 EMPLOYMENT OPPORTUNITY]**

*The City will implement the Tacoma Station Area Plan to promote economic development and employment opportunities.*

**OBJECTIVE #4 INDUSTRIAL LAND USE**

3. *Lands designated for industrial use as shown on Map 7, Land Use, should be reserved for industrial, manufacturing, distribution, and supporting land uses, except where otherwise indicated in the Tacoma Station Area Plan.*

**Zoning Code Amendments**

Implementation of the Tacoma Station Area Plan will be done primarily through amendments to the Milwaukie Municipal Code, Title 19 Zoning. The amendments will be focused on two areas: the existing Manufacturing (M) zone and creation of a new Tacoma Station Area Overlay zone. Recommended amendments to the M zone are discussed in the section below, followed by an overview of the Station Area Overlay zone. Generally speaking, the M zone would remain the base zone and the new overlay zone would apply on top of the M zone to those properties within the Project Study Area as identified in Map 1 on page 2.

**Manufacturing Zone**

One of the preliminary steps in this planning process was to draft recommended amendments to the city’s M zone, both to address previously identified existing deficiencies and to support implementation of the Tacoma Station Area Plan. Those draft amendments were provided to the city and project management team for review and were intended to remain in draft form until this point in the project. The draft amendments are provided in a memo dated May 7, 2012, attached as Appendix F. Generally, the draft amendments recommend the following:

- A new list of permitted use categories to replace the more specific list in the current code. The draft amendments eliminate existing language that allows “any combination of manufacturing, office, and/or commercial uses...when at least 25% of the total project involves an industrial use...”
- Retail and office uses are allowed only as accessory uses to the primary allowed uses. Language includes size limitations on retail and office space that do not exist in the current code.
- New development standards to regulate outdoor storage uses, location of parking and loading areas, external effects and mechanical equipment.
- A placeholder for the existing density standard of 10 employees per acre if the city opts to retain this requirement. If so, additional language will be needed to clarify how the density standard is applied, defined and enforced.
- New transition area standards similar to those found in Chapter 19.504.6.

The most relevant of the above recommended amendments are those that pertain to allowed uses in the M zone and the employment density standard. The current code allows up to 75% of a “project” to be non-manufacturing uses and only limits the size of retail uses in those areas that are designated “Employment” or “Industrial” areas as shown on the Comprehensive Plan Title 4 Lands Map (which does not apply in the station area). The recommended amendments in the memo significantly limit the amount of non-manufacturing uses allowed in the zone by requiring that retail, commercial and office uses be accessory to a primary permitted use. The amendment language also limits “retail commercial and professional service” uses to a total of 20,000 square feet per project.

While the recommended amendments may be appropriate for the M zone in other parts of Milwaukie, they may not be supportive of the type of development that is anticipated for the station area. One goal of the station area is to promote intensification of the area and allow a broader mix of retail, office and commercial in addition to manufacturing uses. Therefore, the approach taken with the M zone amendments will impact the approach taken with the proposed overlay district. If the M zone is amended to further limit non-manufacturing uses, then the overlay district will need to allow a mix of uses that supersedes the list in the M zone. Further guidance from the city and project team will be needed to clarify the appropriate approach to amending the M zone and ensuring consistency between the base zone and overlay zone.



Figure 19. Industrial development with no setback from the sidewalk and parking lot landscaping.

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## Station Area Overlay

As mentioned previously, recommended amendments to the zoning code will create a station area overlay zone intended to accomplish the following:

- Maintain the Manufacturing (M) designation as the base zone and describe the boundary of applicability for the overlay. The boundary will be the Project Study Area as shown in the Station Area Plan.
- Create an appropriate mix of uses for the station area and allow uses beyond what would be permitted by the M Zone (this assumes the city plans to amend the M Zone as discussed in Section iii).
- Generally support intensification of uses in the Project Study Area with a focus on increasing employment densities near the Tacoma Station.
- Identify four distinct subareas within the station area overlay boundary:
  - » **Subarea 1:** the Pendleton Woolen Mills site
  - » **Subarea 2:** the area west of McLoughlin Boulevard and north of Ochoco Street.
  - » **Subarea 3:** the area east of McLoughlin, between Beta Street and Springwater Corridor
  - » **Subarea 4:** the area east of McLoughlin, south of Beta Street

These subareas are expected to have different land uses and characteristics, which will be reflected in the permitted use lists and development standards for each subarea. The types of uses to be permitted are generally described in Section 2 of this Plan and are listed in Appendix G, as noted below.

- Identify or reference street design cross sections that are included in the Station Area Plan.
- Establish building design standards, in appropriate subareas, to encourage new development that caters to local residents and employees while preserving the industrial character of the district. In other subareas, design standards intended to support a more pedestrian-oriented retail/commercial environment may be appropriate.

Appendix G provides a more detailed discussion of the recommended station area overlay, which would likely be located in Chapter 19.400 Overlay Zones and Special Areas. This outline assumes the station area overlay would comprise a new sub-section located at the end of the chapter.

## Parking Ratio Standards

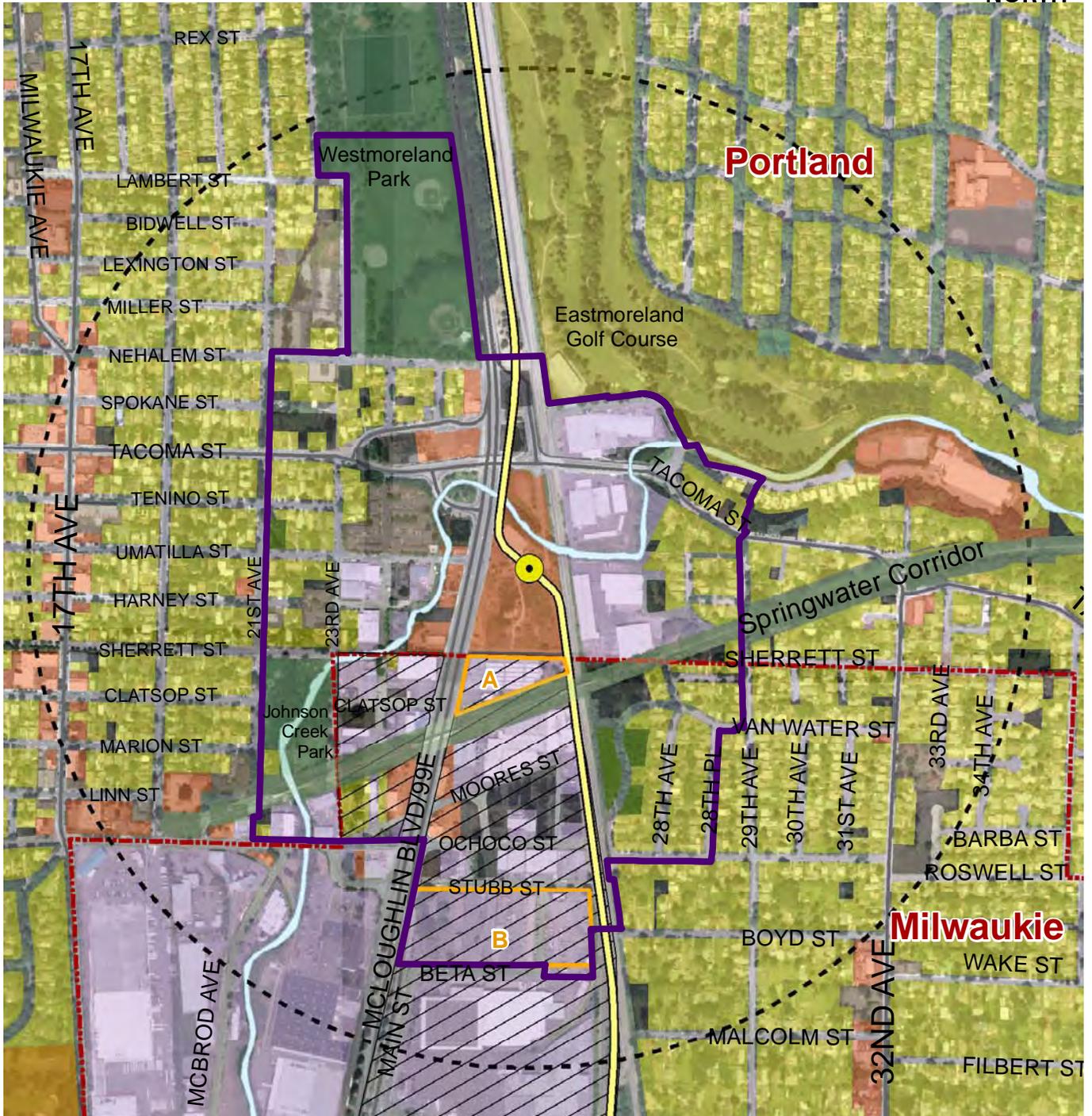
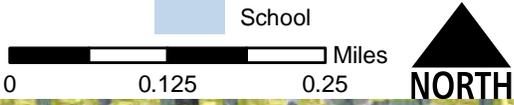
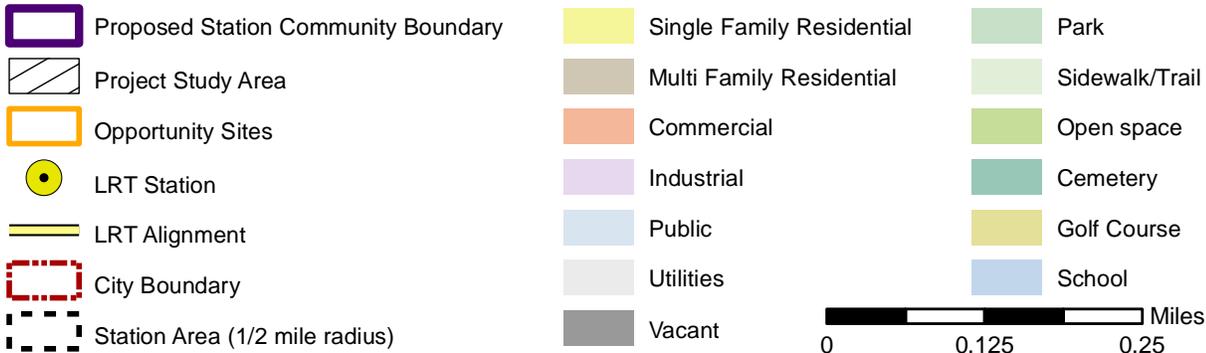
As noted in Section 3 of this report, the demand for off-street parking in the Station Area is predicted to exceed the amount that would be supplied under the city's current parking standards. This section builds on that analysis as it relates to potential changes to the city's parking requirements, which are found in Chapter 19.600 of the Zoning Code.

While parking management strategies such as shared parking, shuttle services, pricing and parking permits may help mitigate the need for additional parking, the city may also want to consider revising the parking requirements for certain uses to address anticipated demand. This could be implemented in the Station Area through the overlay zone.

The city's Zoning Code currently requires the following amount of off-street parking for office, retail and manufacturing uses (these are the uses most relevant to the Station Area):

- **General office:** Minimum requirement is 2 spaces per 1,000 square feet of floor area. Maximum allowed is 3.4 spaces per 1,000 square feet.

Map 6: Proposed Tacoma Station Community Boundary



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- **Manufacturing:** Minimum requirement is 1 space per 1,000 square feet of floor area. Maximum allowed is 2 spaces per 1,000 square feet.
  - **General retail:** Minimum requirement is 2 spaces per 1,000 square feet (includes grocery stores, convenience stores, specialty retail and shops). Maximum allowed is 5 spaces per 1,000 square feet.

All three of the above uses have off-street parking requirements (both minimums and maximums) that are notably lower than those recommended in the Metro Regional Transportation Functional Plan (RTFP) Regional Parking Ratios Table (Table 3.08.3, including RTFP maximum standards for “transit and pedestrian accessible areas”). However, simply increasing the minimum parking requirement in the Station Area may conflict with the objective of creating a more intensified development pattern and promoting alternative modes of transportation (transit, biking and walking). An oversupply of parking also could potentially reduce the amount of land available for employment, public space or other desirable/valuable uses. At the same time, developers and economists who advised on this project note that providing an inadequate amount of parking also could make properties less marketable or viable for future redevelopment.

In finding the balance between parking supply and demand in the Station Area, the city could consider the following general approaches:

- **Option 1:** Leave the existing parking requirements as they are and rely entirely on parking management strategies to address parking demand. Parking management strategies are discussed in Section 4 of this report.
- **Option 2:** Leave the existing minimum parking requirements as they are but increase the parking maximums for office, retail and manufacturing to allow the option for more parking.
- **Option 3:** Increase both minimum and maximum parking requirements for office, retail and manufacturing uses to be similar to those recommended in the RTFP. The RTFP recommends the following:
  - » **General office:** Minimum of 2.7 spaces per 1,000 square feet of gross leasable area, maximum of 4.1 spaces per 1,000 square feet
  - » **Manufacturing:** Minimum of 1.6 spaces per 1,000 square feet of gross leasable area, no maximum
  - » **Retail/commercial:** Minimum of 4.1 spaces per 1,000 square feet of gross leasable area, maximum of 6.2 spaces per 1,000 square feet

Again, this discussion focuses only on revisions to the Zoning Code. As noted in the parking analysis in Section 3, it is likely that a combination of actions will be needed to ensure adequate parking in the Station Area; and that combination may or may not include revisions to the parking standards in the Zoning Code. Other elements (in addition to parking management strategies) may include repurposing the existing TriMet parking lot to provide additional parking capacity south of Beta Street and/or revisions to the Manufacturing Zone that reduce the amount of non-manufacturing uses allowed (thus reducing parking demand).

### Station Community Boundary

Per Title 6 of Metro’s Urban Growth Management Functional Plan, a city must take certain actions in order to be eligible for regional investment in a Station Community. Those actions include establishing a boundary for the Station Community that is consistent with Metro’s land use final order for the light rail project. The final order identified the location of the light rail alignment, the Tacoma station and the adjacent park and ride. However, it did not specify or provide additional direction for defining the Station Community boundary. Station Communities typically have a mix of uses that is intended to contribute to an active, pedestrian-friendly

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environment that is transit supportive. An appropriate mix of uses includes commercial uses such as grocery stores and restaurants; institutional uses such as schools, hospitals and medical offices; civic uses including government offices, parks and libraries; and a mix of housing types. In Station Communities established in an industrial area, industrial employment uses are also considered appropriate.

In general terms, the Station Community boundary will consist of land within approximately a one-quarter mile radius of the Tacoma LRT station, similar to Station Communities in other parts of the region. (See Map 6 for more detail.) For the proposed boundary, the southern end of the Station Community would be Beta Street in order to include Opportunity Site B and to generally include the area with the greatest mix and intensities of proposed future land uses. The western edge of the boundary would follow 21st Avenue north across Tacoma Street to Nehalem Street, jog east and potentially encompass Westmoreland Park. The eastern edge would be defined by approximately SE 29th Avenue and would taper west until it meets Beta Street at the southern end. This boundary includes a mix of uses appropriate for a Station Community, including parks; future commercial, retail and possible civic/entertainment uses on Opportunity Sites A and B; a mix of housing densities in Milwaukie and Portland; and some existing and future industrial employment uses.

A map and description of the Station Community Boundary would need to be adopted, possibly by resolution by the City of Milwaukie in coordination with the City of Portland, either as part of the adoption of the Tacoma Station Area Plan or as a separate effort. The City of Portland would need to concur with the portion of the boundary within Portland and would need to adopt a similar map as a follow-up to this planning process.

## Transportation System Plan Amendments

The Milwaukie Transportation System Plan (TSP) is the city's long-term plan for transportation improvements and includes policies and projects that could be implemented through the City Capital Improvement Plan, development review, or grant funding. In order to ensure consistency between the TSP and the Station Area Plan, a number of amendments to the TSP may be needed. The city is currently working on an update to the TSP; it is not considered a full update but rather is a "clean up" of certain sections along with updates to ensure consistency with state and regional requirements. Ideally, any amendments needed for the Tacoma Station Area Plan would be rolled into the current TSP update project.

The following is a summary of the types, and location, of potential amendments to the TSP.

- **Chapter 2 Goals & Policies.** Generally, the goals and policies in this section of the TSP support the Station Area Plan. However, policy language may be needed under Goal 9 Economic Vitality that specifically addresses parking management in the Tacoma Station Area, similar to Policy (f), which states: "Manage parking in downtown to support revitalization, according to the vision in the Milwaukie Downtown and Riverfront Plan. The purpose of, and priority for, on-street parking in downtown is to support the vitality of the retail core."
- **Chapter 5 Pedestrian Element.** Pedestrian improvement projects included in the Tacoma Station Area Plan will need to be added to Figure 5-1 Pedestrian Master Plan and Table 5-1 Pedestrian Master Plan Projects. Pedestrian improvement projects added to the figure and table would potentially include: Projects 1-8, 11 and 15-17.
- **Chapter 6 Bicycle Element.** Similar to Chapter 5, bicycle improvement projects included in the Station Area Plan will need to be added to Figure 6-2 Bicycle Master Plan and Table 6-2 Bicycle Master Plan Projects. Possible projects from the Station Area Plan include: Projects 1-5, 8, 11 and 15-17.

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- **Chapter 8 Auto Street Network Element.** The Proposed Street Connectivity and Functional Class Change map (Figure 8-3a) and street network project list (Table 8-8) may need to be updated to indicate street connectivity improvements proposed in the Station Area Plan. Those projects may include: Projects 9, 10 and 12-14. In addition, the current TSP update project will include a new section for this chapter pertaining to Transportation Demand Management (TDM) and Transportation Systems Management and Operations (TSMO); any TDM or TSMO elements specific to the Tacoma Station Area should be included with the new section. Parking management approaches could also be included here.
  - **Chapter 10 Street Design Element.** This chapter contains the street design cross sections for all arterial, collector and local/neighborhood streets in Milwaukie. The cross sections developed for the Tacoma Station Area Plan may need to be added to this chapter. Alternatively, language could be added to this chapter to reference the Station Area Plan and note that it contains specific cross sections that may be different than the ones identified in this chapter. The city will need to decide which approach is more appropriate.
  - **Chapter 13 Funding & Implementation Plan.** This chapter contains the Prioritized Master Plan Project List for the city (Table 13-3). This list identifies all city transportation projects and provides a brief description, project location, project type, relevant TSP chapter and cost estimate for each project. The projects are identified as high, medium or low priority. This list will need to be updated to include projects from the Tacoma Station Area Plan.

## Funding Public Improvements

### Planning Level Cost Estimates

Approximate planning-level cost estimates have been prepared for the transportation improvements identified in this draft Plan. These cost estimates are approximate and general in nature and are intended to provide a sense of the potential order of magnitude of transportation facility costs. They are not based on detailed facility designs and may not reflect issues specific to individual site conditions. They should be used for general planning purposes only. General assumptions related to these estimates include:

- Most costs are based on unit costs (e.g., costs per linear feet of sidewalk, road or pathway construction) which are in turn based on industry rules of thumb and experience with similar projects in a range of communities.
- Some costs have been based on the costs of similar facilities built elsewhere, including in the general vicinity of the study area (e.g., potential pedestrian/bicycle overcrossings of McLoughlin Boulevard).
- All costs have been computed in 2012 dollars; they should be further updated in future years based on changes in the cost of materials, labor and other elements.
- Costs typically include land acquisition, construction, design and contingency costs, unless otherwise noted.
- Identification of potential responsible parties does not denote a commitment to future funding. In all cases, availability of funding will depend on a variety of factors and funding is not guaranteed at this time.

Table 4 on page 43 summarizes planning level cost estimates. More detailed estimates for individual projects are found in Appendix E: Transportation Project Cost Estimate Details of this draft Plan. As shown in the table, the total cost for all transportation improvements is about \$37 million. A number of projects have potential costs of close to \$3 million or more (projects 1, 2, 8, 12 and 14), while others are comparatively much less costly. Several are estimated to cost \$100,000 or less (projects 3, 5B, 6, 9 and 16). Approximately \$6.35 million is attributable to the construction of bicycle and pedestrian improvements, excluding bicycle/

pedestrian overcrossings of McLoughlin Boulevard and project 5B (tunnel from Main Street to the LRT station). Those projects are estimated to cost an additional \$5.7 million. Improvements to Main Street which would benefit all transportation modes are estimated to cost approximately \$2.9 million. Improvements to other existing local streets are estimated at \$8.3 million. Costs to improve the intersection of McLoughlin Boulevard with Ochoco Street and Milport Road are estimated at about \$5.3 million.

Table 4. Transportation Project Cost Estimates

Project #	Project Description	Approximate Cost	Potential Funding Sources	Possible Phasing
1	Improvements to Main Street	\$2,920,000	Developer, SDCs, state/fed grants	M/L
2	Bike/ped connection from eastern neighborhoods to study area	\$3,990,000	Federal/State/regional grants, local funds	M/L
3	Improvements to access at Springwater Corridor to connect to west end of Sherrett Street to the trail	\$20,000	Federal/State/regional grants, local funds, developer funds	S
4	Ped overcrossings of McLoughlin Boulevard (at Milport Road)	\$2,240,000	Federal/State/regional grants, local funds	L
5A	Improved existing connection from Springwater Corridor to Pendleton site (long ramps from each side of trail)	\$630,000	TriMet (funded)	S
5B	Improved existing connection from Springwater Corridor to Pendleton site (widened Trail undercrossing along 99E)	\$100,000	Federal/State/regional grants, TriMet, local funds	S/M
5C	Improved existing connection from Springwater Corridor to Pendleton site (tunnel under Springwater Trail)	\$1,200,000	Federal/State/regional grants, TriMet, local funds	M/L
6	Stairs/improved connection from Springwater Corridor to LRT station	\$80,000	Federal/State/regional grants, TriMet, local funds	S/M
7	Stairs/improved connection from Springwater Corridor to McLoughlin Boulevard	\$500,000	Federal/State/regional grants, local funds	S/M
8	Ped/bike safety/crossing improvements at Ochoco St. and Milport Road with McLoughlin Boulevard (full intersection improvements are needed to accommodate this, per ODOT)	\$8,320,000	Federal/State/regional grants	M/L
9	Truck signage improvements at Ochoco Street	\$20,000	State grant	S/M
10	Safety improvements at Tacoma Street interchange	Already funded		
11	Bike/ped connection over Johnson Creek	\$440,000	Federal/State/regional grants, local funds	M/L
12	Additional local street connections	\$8,120,000	Developer, local funds	M/L
13	Future Portland Bike Share station and car share spaces at LRT station	\$70,000	Local funds, private sponsorships	S/M
14	Local street improvements to Stubb, Beta, Ochoco, Hanna Harvester, and Mailwell	\$5,280,000	Developer, local funds	M/L
15	Improve bike/ped connections from and within neighborhood to the west along Ochoco & Milport	\$520,000	Federal/State/regional grants, local funds, developer funds	M/L

Project #	Project Description	Approximate Cost	Potential Funding Sources	Possible Phasing
16	Connection from SE 29th Ave bike route to Springwater Corridor	\$50,000	Federal/State/regional grants, local funds	S/M
17	Bike/ped connection between McLoughlin Boulevard and west end of Stubb Street	\$20,000	Federal/State/regional grants, local funds, developer funds	M/L
18	Ped overcrossing of McLoughlin Boulevard at Umatilla Street	\$2,240,000	Federal/State/regional grants, local funds	L
	Total	\$36,760,000		

Phasing: S=Short term; M=Medium term; L=Long term

## Funding Sources and Strategies

A variety of mechanisms would be used to pay for the cost of needed transportation improvements in the planning area as development occurs. In many cases, property owners or developers would be expected to pay for or build facilities needed to serve proposed development. For example, developers typically are required to construct local streets and on-site stormwater filtration and detention facilities, as well as a portion of the cost of trails or pathways that would help serve existing or future businesses or residents. However, facilities that serve or provide a benefit to the larger community or region typically would be financed by a combination of funds from the developer and the city, state, or federal government.

In general, available funding sources for capital improvements include the following:

- **Developer land or facility dedications.** As noted above, developers are typically required to build and pay for public facilities that are needed specifically to serve new residents and/or businesses within or adjacent to the development, including local streets and pathways.
- **Fee In Lieu of Construction.** This fee is collected when required street frontage improvements, typically associated with residential construction, are impractical to build at the time of development. These funds are limited in both how and where they can be spent.
- **Development agreements.** These agreements are typically used to help pay for improvements that are not funded through the other sources identified here. This could be a particularly appropriate way to fund a portion of the improvements identified on or adjacent to Opportunity Site B, particularly if the entire site is acquired and redeveloped by a single entity.
- **System development charges and other fees.** System development charges (SDCs) are fees assessed at the time of development (or connection to city services) that can be used to pay for the capital and planning costs associated with public facilities required to support new growth and development. The city of Milwaukie currently has an SDC for transportation. Because the Plan area is an existing area and most improvements would not add new capacity to the transportation system, most identified improvements would not be eligible for SDC funding. The one exception may be a portion of the cost of proposed improvements to Main Street. To enable the use of SDCs to pay for a portion of improvements in this area, the City also would need to update the capital improvements list associated with SDC-eligible projects.
- **General obligation, revenue and other bonds.** Bonds are typically purchased by local governments to pay for the capital costs of construction of public facilities. Costs are then repaid over time through increased tax rates and user fees. Milwaukie could choose to fund selected improvements through a bond measure.

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While most communities do not finance road improvements using bonds, some do use bond measures to finance trail improvements, particularly if they serve a broader geographic area.

- **Full Faith and Credit Obligation.** This tool dedicates all existing revenue sources of the City for repayment (although the City may intend to use a specific revenue stream). An example would be the League of Oregon Cities Capital Access Program (LOCAP). Unlike general obligation bonds, this mechanism does not require voter approval.
- **State and federal grants or appropriations.** A variety of state and federal grant programs can be used to help pay for the costs of infrastructure, particularly facilities that serve broader community or statewide needs. While these grants are generally competitive, they can be a promising source of funds, particularly for park and trail facilities. Specific opportunities include the following:
  - » **Metropolitan Transportation Improvement Program (MTIP).** This program identifies how all federal transportation money is to be spent in the region in two-year increments. Each time the MTIP is developed, Milwaukie competes with other jurisdictions in the region for federal “regional flexible funds” that can be used for most aspects of the local transportation system.
  - » **Congressional Appropriations.** It is possible to make federal funds available to Milwaukie through the sponsorship of a U.S. congressperson. Such appropriations are highly sought after and are not easily secured. However, Milwaukie has had some success in receiving appropriations.
  - » **Statewide Transportation Improvement Program (STIP).** This is ODOT’s project funding and scheduling document. The STIP makes funds available to cities, through a highly competitive process, for expansion, preservation, safety, and other system enhancements. The STIP programs expenditures from both State revenues and some federal programs.
  - » **Other state and federal grant programs.** A variety of additional state and federal grant programs can be used for specific types of improvements. For example state Technical Enhancement (TE) grants can be used for eligible improvements to state highway facilities. Various state grants for bicycle, pedestrian and trail improvements also may be an option for selected bicycle and pedestrian improvement projects in the study area. A list of specific grant programs will be provided in an appendix to a subsequent draft of this Plan.
- **State Highway Trust Funds.** Another source of state revenue is the city’s share of the taxes and fees assessed on Oregon motorists and freight haulers is paid to the City annually on a per capita basis. The primary sources are the State motor vehicle fuel tax, a weight-mile charge on heavy trucks, and vehicle registration fees. ODOT requires that cities set aside one percent of the local share of Highway Trust Fund proceeds for the construction and maintenance of bicycle facilities.
- **Local improvement districts.** These districts are sometimes formed to pay for the cost of facilities within a very specific geographic area. They are more typically used to pay for needed upgrades to facilities than for new facilities and require approval by a majority of residents or property owners within a given area.
- **Serial levies/local option taxes.** Local governments sometimes use this tool to pay for facility improvements or operations. These levies may be imposed up to the less of either ten years or the life of the asset for capital projects/assets. They require voter approval and essentially increase each resident’s property tax rate.
- **Urban renewal districts and tax increment financing.** This tool uses future gains in taxes to finance the current improvements that will create those gains. When a public project (e.g., sidewalk improvements)

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is constructed, surrounding property values generally increase and encourage surrounding development or redevelopment. The increased tax revenues are then dedicated to finance the debt created by the original public improvement project. Tax Increment Financing (TIF) typically occurs within designated Urban Renewal Areas (URA) that meet certain economic criteria and approved by a local governing body. This tool is generally used in areas where tax revenues are expected to increase more quickly or significantly than in other areas of the city (e.g. in downtown or other commercial or industrial areas). While this is listed as a potential tool here and the City of Milwaukie has used urban renewal funding to pay for improvements in other parts of the City (e.g. the Downtown), city staff has indicated that use of urban renewal funding in the Tacoma Station Area is relatively unlikely in the foreseeable future, in part because the planning area currently is within a city Enterprise Zone.

## **Implementing Transportation Demand Management**

A variety of management strategies are proposed in this memo, many of which cannot be administered at the employer and/or building owner level. Therefore, coordination of businesses throughout the study area, and potentially beyond, may be needed.

A Transportation Management Association (TMA) is an association of businesses and other transportation system users in an area that promotes an efficient, balanced transportation system. Typically, a TMA focuses on demand management and marketing, and is able to administer programs than would be inefficient to run on a business-by-business basis. The following are TDM and parking management areas that would benefit from a Milwaukie area TMA.

- Coordination of rideshare/vanpool
- Management of travel incentives (transit/bike/rideshare)
- Coordination of guaranteed ride home program
- Development and administration of branded, individualized marketing
- Management of shuttle services
- Development of user information and maps for parking, walking, and transit access
- Overflow/event parking planning
- Ongoing parking data collection to determine potential pricing and other demand strategies as the area develops

Because a TMA tends to function better at a larger scale than the study area, it is recommended that the City work with business owners to form a TMA that includes both the study area (or portions of it) and downtown Milwaukie.

## **Developer and Property Owner Coordination**

The following strategies are recommended to work with property and business owners and developers to implement specific development projects within the planning area.

### **Communication with the Development Community**

Private market developers appreciate clarity and certainty in the design and permitting process. Certainty helps the developer save time, make decisions to proceed, and avoid costly surprises further along in the process. In some cases, a developer will even prefer the certainty of a clear process even if it has greater requirements and fees, over a complex and unclear process with nominally lower requirements and fees. This means that City development code, design review process, permitting process, fees etc. should be as easy to

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understand and navigate for the developer as possible. These are some general ways that a city can facilitate communication with the development community:

- Ensure that primary documents such as the Development Code and design guidelines are easy to use for a person moderately informed in the design or development process;
- Provide knowledgeable staff to answer questions regarding the entire process from planning to permitting;
- Create additional materials such as one page handouts that summarizes relevant code and process information, even if it is already available in longer documents;
- Assign a single contact person to facilitate the development process in the case of projects the City deems particularly important, such as a large-scale development, prominent site location, or catalyst project;
- Provide as much of this information in advance as possible. Try to provide estimates of time, requirements and fees to the extent practicable, while emphasizing that these are all preliminary estimates that may change. Avoid processes which require developers to commit extensive time and money before key requirements or public processes become apparent.

### Development Incentives

A variety of incentives may be appropriate for future consideration in this area, potentially including the following:

#### Allowing Dense Development

The impact on viability of allowing density via increased permitted densities, density bonuses, development rights transfers or mixed use zoning will only be effective in areas where higher densities are viable from a market perspective.

#### Reduced Planning and Information Costs

Specific strategies can include streamlined permitting processes, reduced requirements for traffic impact analyses or other technical requirements, or reduced planning, permitting or development fees. The reduction of planning and information costs improves viability in a number of ways. Increased certainty regarding what will be approved and abbreviated approval timelines lowers the level of uncertainty associated with entitlement, which lowers holding costs and may lower the required return parameters. This can have a substantial financial impact on the development, as well as lowering the required yield to induce new development. Readily available and current information lowers predevelopment costs. More importantly, it can broaden interest in the area by lowering the “learning costs” associated with understanding the local market.

#### Land Assembly

By assisting in land assembly, the City can reduce the developer’s carrying costs (i.e. cost of financing land during predevelopment phase) as well as uncertainty.

#### Tax Abatement

Measures to reduce ongoing property taxes have a significant impact on viability. Tax abatement programs are the most commonly used of these types of measures, typically with a term of ten years on qualifying projects. One approach is to maintain the tax on the underlying land, but exempt some or all of the built structure for the specified time period. The savings on tax costs changes the operating pro forma and makes more costly development feasible.

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The trade-off is that for the abatement period, the site is not generating new tax increment other than appreciation on the land.

### Phased Development

Phased development, or shadow platting, is an aggressive tool to ensure that current development does not preclude future development at greater densities. It is generally applied to larger sites that have the land area to accommodate multiple phases. A common approach is to allow for future development on surface parking lots of earlier development phases.

Depending on how this is handled the cost to the developer can be low to high. If the phasing does not significantly disrupt what was planned for the current development, then costs will be low. If the phasing plan does change the current plan in significant ways, requiring redesign, the costs to the developer could be large. Phased development should be carefully designed and well-promoted to ensure property owners and developers understand it is in place and the types of requirements it brings with it.

### Direct Grants/ Parking Subsidy

These types of actions have a direct impact on the bottom line, delivering a large impact but at a large cost. The present value of grants is fairly straightforward to calculate, as is removing the cost of structured parking from a project. Low interest loans provide a number of benefits. First of all, they typically reduce the equity requirement for the project, with equity carrying a relatively high cost for the development. This can be through a better debt coverage ratio associated with lower-cost funds, and/or a lower equity requirement per the terms of the debt.

### Subordinated Debt

A commonly used tool for providing subsidy is subordinated or second position debt, which is a loan to the developer which is subordinate to senior lenders. This type of debt is not typically available in the market, as it is not adequately secured by real property. Nevertheless, senior lenders often accept it as a form of equity, and therefore it doesn't reduce senior loan amounts.

Subordinated debt is often provided with favorable terms and lower-than-market interest rates. It is used to reduce equity requirements for the developer, and directly impact the feasibility gap in the project. If the project is successful, the loan provides a return of principal with modest interest gains. Due to the investment and favorable terms, subordinated debt should be used on projects meeting key public goals, such as provision of affordable housing, public amenities, or a catalyst project.

The administration of a direct grant or loan program often requires access to a program such as Urban Renewal or an Improvement District to provide a large-enough dedicated source of funding.

### Marketing of specific sites

Key public sites in the study area offer the opportunity to create catalyst projects and set development benchmarks for the area. The public ownership of these potential redevelopment sites gives greater control over what will happen there, and the opportunity to offer developer incentives through discounting the purchase price.

Offering these sites as public/private development opportunities through a formal RFP process can ensure that development of these key sites meets the goals and intent of the Station Area Plan. Simply selling the land for development may achieve the market price, but leaves only the standard City processes such as development

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code requirements to guide the private development there. An RFP process can explain what the public owner is trying to achieve on the site, and make it requirement of forming the public/private partnership.

While the RFP process offers greater control, it is also important that the process not be too prescriptive on the private partner. The developer should bring expertise in the development process, including development programming, site and building design, private financing, construction, and end marketing. It is important that the public partner strike the right balance between ensuring that the goals and vision for the Station Area development are achieved, while allowing the developer flexibility to create a successful development within those parameters.

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