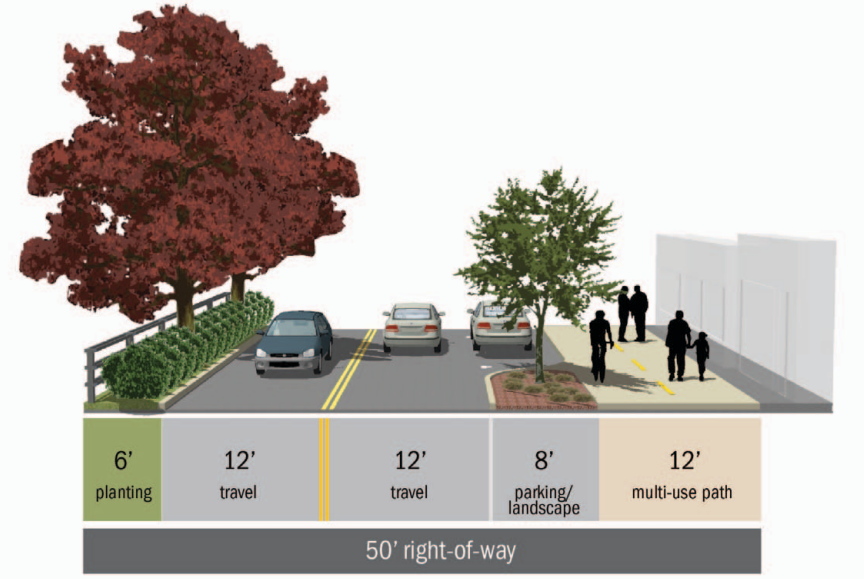
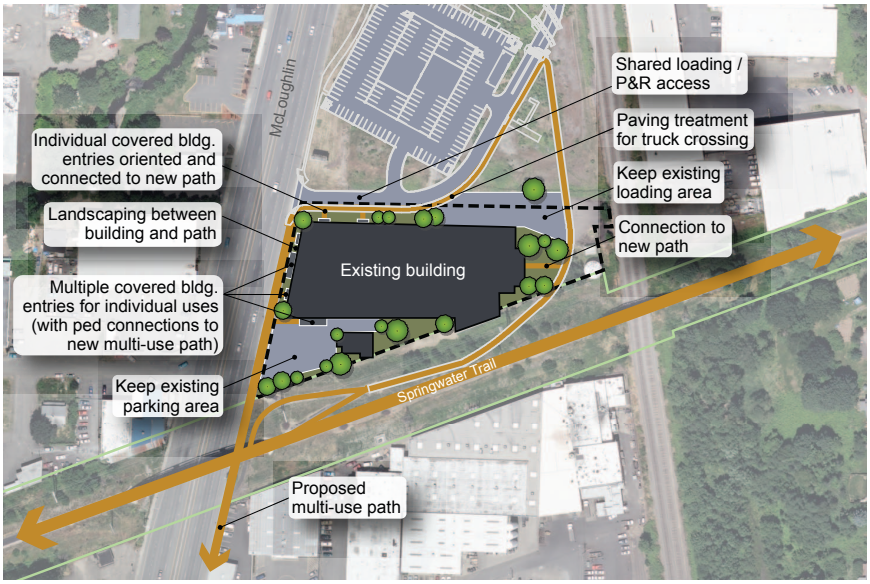
Tacoma Station Area Plan

Redevelopment Scenarios Evaluation Report





Task 4.3
November 2012

City of Milwaukie

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Executive Summary

Overview

This report builds on previous work conducted for the Tacoma Station Area Planning process. The process is being undertaken to develop a proposed land use plan, transportation facility improvements and implementation measures for the area generally bounded by the Milwaukie city limits to the north, the future Milwaukie to Portland light rail line to the east, McLoughlin Boulevard to the west and Highway 224 to the south. The bordering features, along with changes in topography make access into and out of the area challenging. At the same time, access to freight rail facilities, the future light rail station and regional roadways present opportunities. The area currently is zoned entirely for industrial/manufacturing use and most properties within the area are used for that purpose.

Primary goals identified during the early stages of the project include:

- Develop a proposed future land use scenario for the Project Study Area that promotes an active station area community, addresses barriers to redevelopment and establishes the area as a community destination.
- Develop a transportation plan for the Tacoma Station Area that provides multi-modal access to the Tacoma light rail station and the Project Study Area.
- Develop an achievable plan that is acceptable to stakeholders and policy-makers.

Other important objectives include increasing employment intensity and the number of high paying jobs in the area while supporting existing businesses, complementing development goals in the nearby downtown area, and creating a more transit-supportive mix of employment uses in the long term.

This document evaluates three "redevelopment scenarios" formulated during a previous phase of the process, using a set of evaluation criteria developed during the early stages of the planning process. The report also describes a preliminary preferred scenario based on the results of the evaluation and comments provided to date by the project advisory committees and other members of the community.

The scenarios described in this Report incorporate a number of refinements and additions, including proposed "place-making" strategies, street designs, parking supply and management tools, and architectural and design principles, as well as a preliminary summary of proposed implementation measures.

The next in this process will be to prepare a draft Station Area Plan. It will build on the Preferred Redevelopment Scenario identified in this document, incorporating feedback from advisory committee members. It also will address remaining questions and recommend specific options related to parking supply and management and future street and building design. And it will expand on implementation strategies described in this Report.

Redevelopment Scenarios

Three redevelopment scenarios have been developed as part of this process:

- **Scenario 1:** This scenario assumes redevelopment of a large site in the study area currently owned by the Oregon Department of Transportation (ODOT) into a large scale civic or entertainment use, with complementary retail and commercial uses located to the north and west. It also assumes a transition to a combination of office and light manufacturing uses in the far northwest corner of the study area. And like the other two scenarios, it assumes redevelopment of the property due north of the Springwater Corridor trail (owned by Pendleton Woolen Mills) into a mix of retail and commercial uses. This alternative also

assumes that Main Street would be realigned to the eastern edge of the study area between Stubb and Beta Streets.

- **Scenario 2:** This scenario assumes a fairly significant level of redevelopment with transition to a mix of office and other more intensive employment uses north of Mailwell Street, with the most intensive use taking place on the ODOT site described above. This scenario also assumes some future residential use on both sides of McLoughlin Boulevard north of Ochoco Street and south of the Springwater Corridor.
- **Scenario 3:** This scenario represents a continuation of current land uses, with the exception of a transition to retail uses both north of the Springwater Corridor (at the Pendleton site) and on the western portion of the ODOT site.

All three alternatives include a generally common set of transportation improvements. Most of these improvements represent new bicycle or pedestrian facilities to improve safety and access into, out of and within the study area for workers, residents and visitors who are traveling by foot, bicycle or transit. Some transportation improvements also would help improve access to the study area by vehicles, including trucks. These elements are described in "Local Circulation and Access Improvements Common to All Scenarios" on page 20 and illustrated on Map 2 on page 6 as well as on the Redevelopment Scenario maps shown on pages 25-33.

Scenarios Evaluation and Preferred Scenario

One of the primary focuses of this report is an evaluation of the Redevelopment Scenarios. The evaluation is related to criteria that generally assess consistency with project goals and objectives, including:

- Meeting general and specific land use goals for redevelopment, including a providing for a supportive mix of land uses while also supporting existing businesses and increasing the number of relatively high paying jobs in the area.
- Improving transportation access, safety and connectivity, particularly for bicycles and pedestrians but also for freight movement.
- Ensuring that the proportion of trips made by bicycling and walking meet targets for the area while also making sure that auto congestion along McLoughlin Boulevard does not significantly increase and there is not a need for capacity improvements to that roadway.
- Creating a plan that is economically viable and generally supported by local property and business owners.

These criteria and the evaluation of scenarios are described in more detail in Section 3 beginning on page 7. In general, the analysis indicates the following:

- All scenarios do a good job of meeting bicycle and pedestrian connectivity goals for the area by incorporating a wide range of improvements for those types of facilities. Scenario 2 is more effective than the other scenarios in promoting a mix of land uses that is likely to generate more bicycle and pedestrian travel.
- Scenario 1 generally does a moderate to good job of meeting land use goals, including the goal of creating a community destination. However, it has somewhat less support from area property owners than the other scenarios. It also scores lower on connectivity because it would potentially change the alignment of Main Street in a portion of the area. It also likely would not generate additional high-paying jobs in the study area. Overall, it ranks #2 out of the three scenarios.
- Scenario 2 does the best job of meeting most of the land use, economic and employment goals compared to the other alternatives. However, it is the most challenging from a market feasibility perspective. It scores in the middle in terms of property/business owner support. It scores relatively high in meeting

most of the transportation goals, including generating the most potential revenue in terms of increases in land value to pay for needed transportation improvements. At the same time, it also generates the most additional traffic. Overall, this scenario receives the top ranking of the three alternatives.

- Scenario 3 scores higher than the other alternatives in terms of property owner/business support, market feasibility and protection of existing businesses. However, it scores relatively low in terms of meeting most other land use and redevelopment goals associated with a transit supportive land use mix, amenities for residents and workers and the ability to accommodate large-scale redevelopment. It also is likely to generate the lowest amount of money in increased tax revenues and make funding proposed transportation improvements relatively challenging, compared to the other scenarios. It scores the lowest overall of the three scenarios.

Based on the results of this evaluation, as well as comments from two project advisory committees, other community members and participants on an "expert panel" of development and economic advisors, the project team has developed a preliminary "Preferred Scenario." This scenario attempts to balance both the high-performing aspects of the three scenarios as described above and the feedback received from advisory groups and community members. Key recommendations for the Preferred Scenario and the reasoning behind them include the following:

- More significant changes in land use are focused primarily north of Beta Street, similar to Scenario 1. This portion of the study 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. As such, this scenario will facilitate transit-supportive development and higher employment densities. It will also 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 and will help preserve the remainder of the area for continued manufacturing and other industrial uses, consistent with project goals and city policies. While redevelopment in this area occurs, a high degree of flexibility and support for existing businesses in this portion of the study area also will be important. A mix of employment uses is envisioned, with generally higher employment densities but a limited amount of office use to avoid pulling potential office uses away from the downtown.
- Over time, employment uses south of Beta Street 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.
- Opportunity Site A would be redeveloped for a combination of retail and commercial uses catering to light rail users (e.g., coffee shop/café, convenience market, bicycle shop, and/or potentially small scale 2nd floor office). Similarly, the historic building on the western half of Opportunity Site B would become an eating and drinking establishment, also as described for all redevelopment scenarios. These elements were strongly supported by all project participants, generally considered economically feasible and represent transit-supportive land uses. This is consistent with the goal of providing a mix of uses within the station area that will serve future workers, visitors and residents.
- The eastern portion of Opportunity Site B incorporates some type of large-scale civic, recreational or entertainment use, including plazas and/or other gathering spaces. This will facilitate transit-supportive development and potentially achieve higher employment densities. In addition, this element will encourage development of other uses and amenities that will benefit visitors and employees in the area, consistent with project goals, objectives and evaluation criteria. Advisory committee and other community members generally voiced support for this type of use at this site. In addition, this type of use is more likely to create a community destination in the study area than a general office or commercial use would. It is recommended that the city consider or pursue a use for this site that operates multiple days a week during a substantial portion of the year to help energize surrounding retail or commercial businesses which are also envisioned in the preferred scenario.

- The existing alignment of Main Street through Site B would be preserved. This would help maintain and enhance local connectivity and circulation in comparison to Scenario 1, which shifts the Main Street alignment to the eastern edge of the study area.
- The area east of Main Street and generally between Ochoco Street and the Springwater Corridor would be used for a broad mix of employment uses. This mix of uses would balance the desire to develop more transit-supportive land uses (i.e., those with higher employment densities) while continuing to support existing businesses in this area. Again, 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.
- Areas west of McLoughlin Boulevard and due north and south of the Springwater Corridor would include 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 the area, particularly in the portion of the study area 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 study area. This proposed mix of land uses was deemed economically feasible by our development advisors.

The Preferred Scenario is described in more detail in Section 4 beginning on page 13 of this report.

Redevelopment Scenarios Refinements and Implementation

This report describes a number of changes to the Scenarios developed in previous stages of the project and includes more information about street and building design, parking supply and management and "place-making" strategies. The report also identifies other strategies needed to implement land use and transportation objectives for the area.

- **Modest changes:** A number of modest changes or additions were made to the three scenarios based on feedback from project team and advisory committee members. These include several additional potential bicycle and pedestrian improvements, revised schematic drawings for opportunity site redevelopment concepts and revisions to specific street design ideas.
- **Design of Streets, including "Key Streets":** This report includes a variety of options for enhancing the design of streets in the study area, with particular focus on Main and Ochoco Streets which serve as important gateways into the area and, in the case of Main Street, as the primary north/south transportation spine. The designs described in the report 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 vegetated stormwater management facilities. Alternative options for 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. These examples are shown on pages 31-39.
- **Recommendations for future building and site design:** Strategies include designing new buildings or renovating exiting structures to add windows, avoiding large blank walls, emphasizing the design of corner buildings, orienting building entrances to the street and sidewalk, and using a variety of colors and materials. Site design techniques include constructing buildings closer to the street, enhancing landscaping and signage. Numerous visual examples of these techniques are provided in the report in Section 7 on pages 48-50.
- **Parking issues:** The issue of parking supply, demand and management has been a key issue for property and business owners in the study area. This Report includes an analysis of existing and future parking supply and demand based on existing conditions as well as future demand associated with the redevelopment

scenarios. The Report also describes strategies to manage parking demand, including shared parking, financial incentives, and shuttle services, among others, as well as the . potential for shared public parking south of Beta Street to serve existing and potential new uses in that part of the study area. (For more on parking issues and strategies, see Section 5 beginning on page 40.)

Next steps in the planning process will include:

- Review of the recommendations in this Report by members of the project Technical Advisory Committee and Stakeholders Advisory Group.
- Briefings with the City's Planning Commission and City Council.
- Resolution or refinement of issues and options related to parking management, street and building design.
- Preparation of a draft Tacoma Station Area Plan, including more detailed implementation strategies.
- Preparation of implementing Comprehensive Plan and Development Code amendments.
- Review by community members and adoption by the City's Planning Commission and Council.

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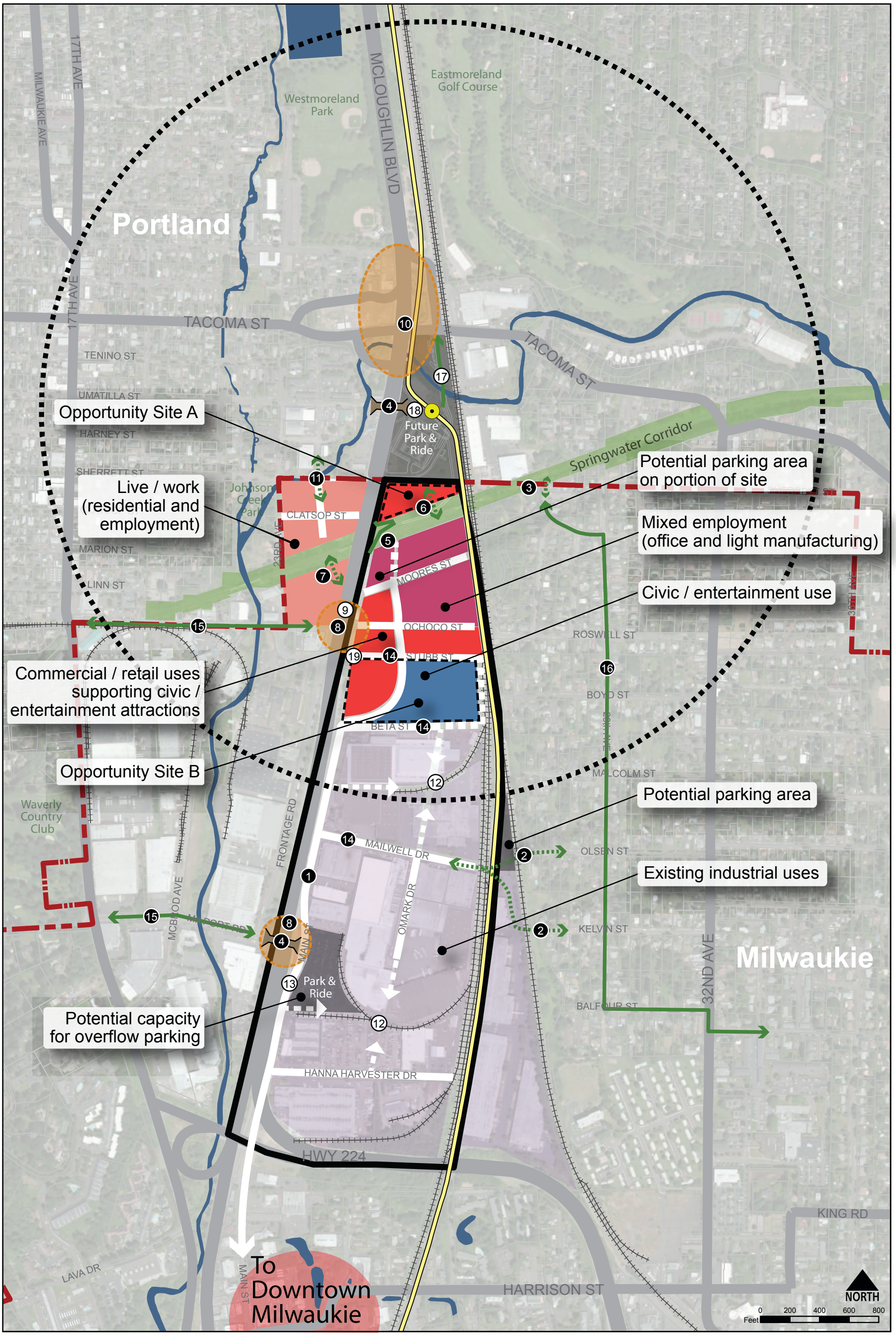

Preferred Concept Alternative
TACOMA STATION AREA PLAN
SERA 26 OCTOBER 2012