



## Memorandum

To: Kenny Asher, Community Development and Public Works Director

From: Li Alligood, Associate Planner

Date: August 17, 2012

Re: Downtown Plan Refresh Background Memo #5:  
Milwaukie Light Rail Station Area Zoning Analysis

---

### EXECUTIVE SUMMARY

The purpose of this analysis is to examine the existing conditions and regulations for the area within ½ mile of the downtown Milwaukie light rail station. This memo describes desired future conditions for a typical walk-up light rail station, and identifies issues and policy gaps between the existing and desired conditions.

- Within ½ mile of the Milwaukie light rail station at Lake Road, there are currently approximately 1,900 employees and 1,510 residents in the study area, for a total of 3,410 people.<sup>1</sup> The existing residential density is 8.1 dwelling units per net acre, far below the City's zoned capacity and goals for the area. The existing commercial floor-to-area ratio (FAR) is 0.16:1, well below the required FAR range for the DS, DC, and DO zones, which varies from 0.3:1 to 4:1. The current population and employee density of approximately 12.6 people per net acre is well below Metro's target Station Area density of 45 people per net acre.
- The zoning in place today for all but the low-density zones allows, and in some cases requires, that new development occur at higher residential and employment densities. The zoned capacity of the residential zones (including the DR zone, but no other downtown zones) would permit the construction of a total of 3,541 housing units. The zoned capacity of the remaining downtown zones would allow the development of approximately 5,236,255 sf (or 120 ac) of office, retail, and commercial uses.
- The existing zoning regulations for the land around the station should be reviewed because they do not allow for the mix of residential, commercial, and retail uses that would be necessary to create a vital and comfortable area, and the off-street parking requirements are so high they could effectively block development around

---

<sup>1</sup> Based on 2010 data from Metro RLIS

the station.

## **BACKGROUND**

Planning in downtown Milwaukie takes place within a broader regional context due both to its designation as part of a regional Town Center and location along a busy rail and automobile corridor.

Currently, four City policy documents guide development in the station area:

- Regional Center Master Plan (“RMCP”)<sup>2</sup>
- Downtown and Riverfront Land Use Framework Plan (“Framework Plan”) and the streetscape and transportation plans outlined in the Downtown Public Area Requirements (“PARs”)
- Downtown Milwaukie Design Guidelines (“Design Guidelines”). The design guidelines apply to new development or substantial rehabilitation in the downtown zones; because design review is a discretionary review process, the design guidelines are not addressed in this analysis.
- South Downtown Concept Plan (“Concept Plan”). Implementation of the Concept Plan is linked to the zoning around the light rail station.

For more information on these documents, see the related memo entitled “History of Downtown Milwaukie Programs, Studies, and Plans”, May 2010.

## **EXISTING CONDITIONS**

### **A. Location**

The Milwaukie light rail station site is located in an area known as the South Downtown blocks, which is roughly the area bounded by Washington St to the north, McLoughlin Blvd/Kellogg Creek to the west, Lake Rd/Kellogg Lake to the south, and 21<sup>st</sup> Ave to the east. South Downtown has been the focus of a number of plans and studies in the past: it is identified as an Arts and Entertainment Anchor area in the Framework Plan; it will be the location of the downtown Milwaukie light rail station; it anchors the south end of the Main St retail armature; and is the focus of the South Downtown Concept planning effort completed in 2011.<sup>3</sup>

The study area includes three neighborhoods: Historic Milwaukie (which includes downtown Milwaukie); Lake Road; and Island Station.

---

<sup>2</sup> Metro revised Milwaukie’s designation from “Regional Center” to “Town Center” in 1999, though the title and contents of the RCMP remain unchanged. For more information on Milwaukie’s compliance with the Metro Regional Functional Plan, see the related memo entitled “Metro Functional Plan Compliance History,” June 2010.

<sup>3</sup> Adopted by City Council September 6, 2011, by Res. 82-2011.

## **B. Methodology**

This analysis focuses on the existing and proposed conditions of the ½ mile area surrounding the station site. Studies show that people will walk ½ mile to a transit station; people tend to walk further if the transit service is frequent and walking conditions are comfortable.<sup>4</sup>

Using 2010 Metro RLIS Lite data, a shapefile containing tax lots within of ½ mile from the transit station was created. Metro RLIS Lite data provided information regarding: zoning; land use; area; building sizes; and the number of multi-family housing units in the area.

This analysis evaluates the following characteristics of the downtown Milwaukie station area:

- Zoning and Opportunity Sites
- Land Use
- Transportation, Parking, and Pedestrian Environment
- Design

For the purpose of this analysis, public right-of-way, properties within the DOS zone; and properties with the “Rural” land use designation<sup>5</sup> have been subtracted from the study area to provide a more accurate estimate of existing and potential residential and commercial densities.

## **ANALYSIS**

### **A. Zoning**

The ½ mile radius from the station includes primarily Downtown and Residential zones (see Figure 1 – Study Area Zoning). It also contains small portions of the General Commercial Zone C-G, Neighborhood Commercial Zone C-N, and Limited Commercial Zone C-L.

The Downtown zoning code was written to support the vision of the multimodal environment outlined in the Framework Plan. The zoning regulations allow or require mixed use development, employment and residential density, multimodal transportation access, and assume public and private sector redevelopment. The existing zoning is fairly prescriptive regarding the types of development permitted in different areas of downtown, and ambitious regarding the density of development expected to occur in downtown Milwaukie.

---

<sup>4</sup> Victoria Transport Policy Institute; available at <http://www.vtpi.org/tdm/tdm45.htm>. Accessed June 11, 2010.

<sup>5</sup> Lands with “Rural” within the study area are schools and churches.

The zoning code for the Downtown Zones implements the Framework Plan by defining the following aspects of a project:

- **Development Standards:** The code specifies building height, setback from the sidewalk, where ground-floor windows are required, housing density, etc.
- **Land uses:** Downtown is divided into five zones, each with a different emphasis. Retail and restaurants are emphasized in the Main St corridor, taller office buildings are encouraged at the north and south ends of downtown, and residential buildings are planned as a buffer between the commercial area and existing residential neighborhoods to the east. Mixed uses (combining residential, commercial, and office uses in a single building) are allowed in all downtown zones, though many zones significantly limit specific uses.
- **Public improvements:** Most types of development trigger a requirement to construct improvements to the public realm.
- **Design Standards:** Objective standards for new and major remodeling projects. These standards include requirements for wall materials, window proportions, and roof type.

There are five “downtown zones” within the study area: Downtown Office (DO); Downtown Commercial (DC); Downtown Residential (DR); Downtown Storefront (DS); and Downtown Open Space (DOS). There are six “residential zones” within in the study area: Residential-Business Office-Commercial Zone R-1-B; Residential Zone R-1; Residential Zone R-2; Residential Zone R-3; Residential Zone R-5; and Residential Zone R-7. Finally, there are three “commercial zones” within the study area: Limited Commercial C-L; Neighborhood Commercial C-N; and General Commercial C-G. However, the combined area of these three commercial zones is minimal, and they are not included in this analysis.

The allowed, restricted, and prohibited uses in each zone are described below.

### Downtown Zones

Generally, several uses are prohibited throughout the downtown zones, including single-family detached residential; industrial; automobile service stations; and adult entertainment uses. Specifically, the downtown zones permit the following:

- **Downtown Office (DO):**
  - Building heights: 25 to 65 feet
  - Minimum lot size: 5,000 sf
  - FAR between 0.5:1 and 3:1
  - No minimum residential density minimum.
  - Housing allowed only on the second floor or above.

- Allows a wide range of commercial and office uses.
- Restricts eating/drinking establishments and retail uses to 5,000 sf per use. These limited uses are only allowed as part of a mixed use building that supports a primary allowed use (i.e. office, hotel, or financial institution).
- Downtown Commercial (DC):
  - Building heights: 25 to 55 feet
  - Minimum lot size: 10,000 sf
  - FAR between 0.3:1 and 2:1
  - No residential density minimum.
  - Allows a range of housing types.
  - Allows a wide range of retail, commercial, and office uses.
- Downtown Residential (DR):
  - Building height: 0 to 65 feet
  - Minimum lot size: 750 sf (for townhouses only) or 5,000 sf
  - Residential density: minimum 10-30 du/acre, no maximum
  - Allows a range of housing types; townhouse development allowed within the Transitional Residential Area and portions of the Village Concept Area (i.e. North Main Village).
  - Restricts office, personal service, and retail uses to 5,000 sf per use. These limited uses are only allowed on the ground floor as part of a mixed use building that includes housing.
- Downtown Storefront (DS):
  - Building height: 35 to 55 feet
  - Minimum lot size: 750 sf
  - FAR between 1:1 and 4:1
  - No residential density minimum.
  - Housing allowed on the second floor or above.
  - Allows a wide range of commercial and office uses.
  - Restricts townhouse and multi-family/condominium uses to the Transitional Residential and Village Concept Areas (i.e. North Main Village).
  - In buildings facing Main St between Scott St and Washington St:

- Restricts personal service businesses to 25 percent of the ground floor area.
- Restricts office uses to the second or higher floor.
- Downtown Open Space (DOS):
  - Allows limited parking facilities; marinas and boat ramps; and parks, plazas, and open spaces.
  - Applied to publicly-owned properties including Riverfront Park, Kellogg Park, Dogwood Park, and Scott Park, among others.

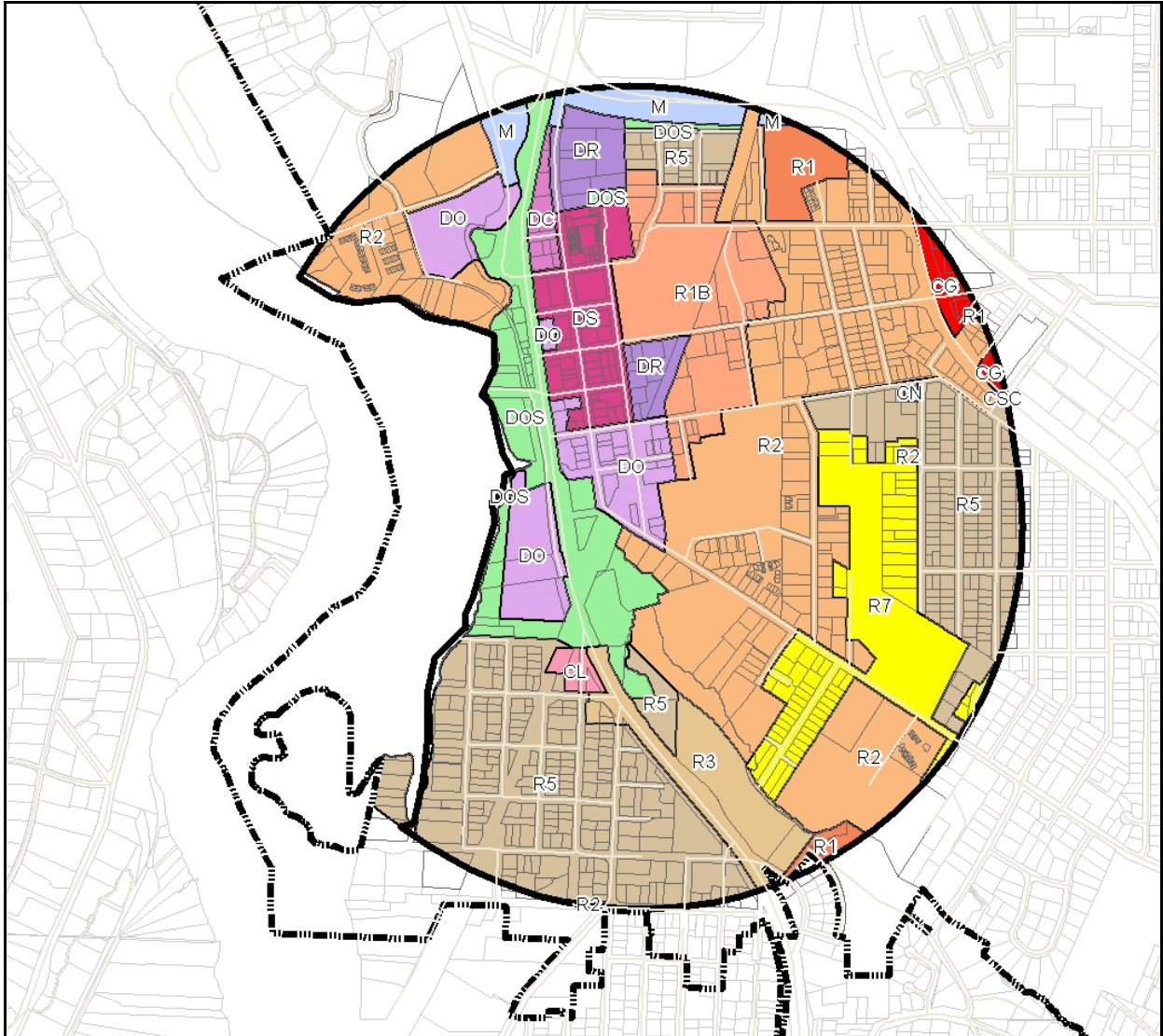
### Residential Zones

The residential zones within the study area range from high-density to low-density residential zones, and single-use to mixed use residential zones. Generally, within the high-density residential zones (R-1-B, R-1, R-2, and R-3), industrial uses are prohibited and limited commercial and office uses are allowed. Within the moderate- and low-density residential areas (R-5 and R-7), only single-family housing and agricultural uses are allowed outright; office uses and limited commercial uses are allowed only as home occupations. Specifically, the residential zones allow the following:

- Residential Zone R-1:
  - Building height: 3 stories or 45 feet, whichever is less
  - Minimum lot size: 5,000 sf
  - Residential density: 25 to 32 du/acre
  - Allows a range of housing types.
  - Restricts non-residential uses to Conditional Uses.
  - Restricts commercial uses to the ground floor, and office uses to the ground and first floors.
  - Restricts non-residential uses to less than 50 percent of the floor area within a project.
- Residential-Business Office-Commercial Zone R-1-B:
  - Building height: 3 stories or 45 feet, whichever is less
  - Minimum lot size: 5,000 sf
  - Residential density: 25 to 32 du/acre
  - Allows a range of housing types.
  - Allows a range of office uses.
  - Restricts commercial uses to Conditional Uses.
- Residential Zone R-2:

- Building height: 3 stories or 45 feet, whichever is less
- Minimum lot size: 5,000 sf for 1 unit; 2,500 for each du over 1
- Residential density: 11.6 to 17.4 du/acre
- Allows a range of housing types.
- Restricts office and commercial uses to Conditional Uses.
- Residential Zone R-3:
  - Building height: 2.5 stories or 35 feet, whichever is less
  - Minimum lot size: 5,000 sf for 1 unit; 3,000 sf for each single family attached unit
  - Residential density: 11.6 to 14.5 du/acre
  - Allows single family attached and detached housing.
  - Restricts other types of housing, office, and commercial uses to Conditional Uses.
- Residential Zone R-5:
  - Building height: 2.5 stories or 35 feet, whichever is less
  - Minimum lot size: 5,000 sf per du
  - Residential density: 7.0 to 8.7 du/acre
  - Allows single family attached and detached housing.
  - Restricts other types of housing to Conditional Uses.
  - Does not permit office or commercial uses.
- Residential Zone R-7:
  - Building height: 2.5 stories or 35 feet, whichever is less
  - Minimum lot size: 7,000 sf per du
  - Residential density: 5.0 to 6.2 du/acre
  - Allows single family attached housing.
  - Restricts other types of housing to Conditional Uses.
  - Does not permit office or commercial uses.

Figure 1. Study Area Zoning



Source: City of Milwaukie; 2010 Metro RLIS Lite data.



## B. Existing Land Use

The most prevalent land uses in the study area are residential, commercial, and vacant or public land, with a very small percentage of industrial uses (see Figure 2 – Existing Land Use in Study Area). The industrial uses are contained within the Kellogg Treatment Plant, which is located between the Willamette River and McLoughlin Blvd. Generally, non-residential uses in the study area are characterized by a combination of low rise (one- or two-story) single-use buildings with office or commercial tenants.

For the purpose of this analysis, 978 tax lots were identified within the study area. A majority of the properties within ½ mile of the station are in single-family residential use. Most of the single-family residential uses are located in the R-2, R-5, and R-7 zones within the study area. The industrial uses in the study area are fully contained on the Kellogg Treatment Plant site. Public/Rural uses are school properties (Portland Waldorf School, Milwaukie High School, and Milwaukie Elementary School) and church properties (Presbytery of Portland, St. Johns Catholic Church).

### Intensity of Development

The study area contains approximately 270 developable acres.<sup>6</sup> Generally, development and population densities within the study area are well below those required by existing zoning and encouraged by Metro's Station Area policies (see Figure 3 – Existing Development Densities):

- The current residential density within the study area is 8.1 dwelling units per net acre, which is at the low end of the Comprehensive Plan and residential zone targets of a minimum of 5.0 du/net acre in the R-7 zone, and well below the maximum of 32 du/net acre in the R-1 and R-1-B zones.
- The existing commercial floor-to-area ratio (FAR) is 0.16:1.<sup>7</sup> This is well below the required FAR range for the DS, DC, and DO zones, which varies from a minimum of 0.3:1 in the DC zone to a maximum of 4:1 in the DS zone.

There are currently approximately 1,900 employees and 1,510 residents in the study area, for a total of 3,410 people.<sup>8</sup> The current population and employee density of approximately 12.6 people per net acre is well below Metro's target Station Area density of 45 people per net acre<sup>9</sup> (see Figure 4 – Existing Population and Employment Densities). In order to meet a transit-supportive population and employee density, an increase of 4,870 employees and residents within the study area is necessary.

---

<sup>6</sup> Does not include public right-of-way; properties with the "Rural" land use designation; and parks outside of the DOS zone.

<sup>7</sup> Includes properties currently in commercial and industrial use.

<sup>8</sup> 2007 MetroScope Transportation Analysis Zones (TAZ) data from the Metro Data Resource Center.

<sup>9</sup> Metro, "2004 Performance Measures Report," Figure 2.6. Available online at [http://library.oregonmetro.gov/files/full\\_2004\\_perf\\_meas\\_report\\_.pdf](http://library.oregonmetro.gov/files/full_2004_perf_meas_report_.pdf).

The low residential densities, FAR, and population densities may be due in part to the inclusion of the R-5 and R-7 zone areas in the study area analysis; the Island Station and Lake Road neighborhoods are made up of primarily low-density single-family uses. The numbers also reflect the underutilization of many sites within the study area.

#### Development Opportunity Sites

Development opportunity sites are vacant or underutilized sites within the study area that have the potential to develop or redevelop within the next 20 years. Development of opportunity sites can generate significant private investment, employment, and residents, and act as a catalyst for other projects.

A 2009 technical memorandum prepared by Urban Land Economics et al<sup>10</sup> identified 10 opportunity sites within the study area (see Figure 5 – Urban Land Economics et al Opportunity Sites). Although some of the opportunity sites are located outside of the study area (notably the Murphy and McFarland sites, the current Milwaukie Bowl site, and a large vacant site in the Waverly neighborhood), development on these sites stands to benefit from the proximity of the light rail station and expected transit-supportive development on adjacent sites.

The identified opportunity sites generally shared these characteristics:

- Known development program from property owner
- Active effort and/or assistance by City for specific property
- Low improvement-to-land ratio
- Proximity to light rail (MAX) station
- Minimum 10,000 square feet
- Current land use nonconforming to development code
- Age and condition of improvements
- High potential of zoning standard vs. current use

The report concluded that the opportunity sites adjacent to the future light rail alignment and station were expected to increase significantly in value and intensity of use.

The Portland-to-Milwaukie Light Rail Project Conceptual Design Report<sup>11</sup> also identified opportunity sites in the station area. The sites generally shared these characteristics:

---

<sup>10</sup> “Market Analysis and Projected Redevelopment” memo, prepared May 2009, as part of an urban renewal feasibility analysis by Urban Land Economics; Tashman Johnson LLC; and Elaine Howard Consulting LLC.

<sup>11</sup> TriMet, “Portland-to-Milwaukie Light Rail Project Conceptual Design Report: Public Discussion Draft,” February 18, 2010.

- Land is vacant, or value of existing improvements is low compared to the value of the land.
- Zoning permits mixed use development.
- Within a 5-minute walk of the station area.

Generally, the TriMet report concurs with the significant downtown redevelopment sites identified by Urban Land Economics et al (see Figure 6 - TriMet Opportunity Sites).

Due to differing selection criteria, the two reports do not identify all of the same opportunity sites. However, there are a number of identified sites within the station area that can accommodate significant development or redevelopment. As discussed below, the majority of the commercial capacity in the station area can be accommodated by sites in the DO zone, specifically the light rail station site and the Kellogg Treatment Plant site.

**Figure 2. Existing Land Use in Study Area**

	#of Tax lots	% of Total
SFR	586	60%
MFR	184	19%
Commercial	138	14%
Industrial	3	0.3%
Vacant	55	6%
Public/Rural	6	1%
None	6	1%
<b>Total</b>	<b>978</b>	<b>100%</b>

Source: 2010 Metro RLIS Lite data.

**Figure 3. Existing Development Densities**

	Residential Density <sup>12</sup>	Commercial FAR <sup>13</sup>
SFR	3.3	-
MFR	5.5	-
Commercial	-	0.16
Industrial	-	0.15
<b>Total</b>	<b>8.1</b>	<b>0.16</b>

Source: 2010 Metro RLIS Lite data.

<sup>12</sup> Residential Density=Number of People/Size of the Area for each housing type in the study area.

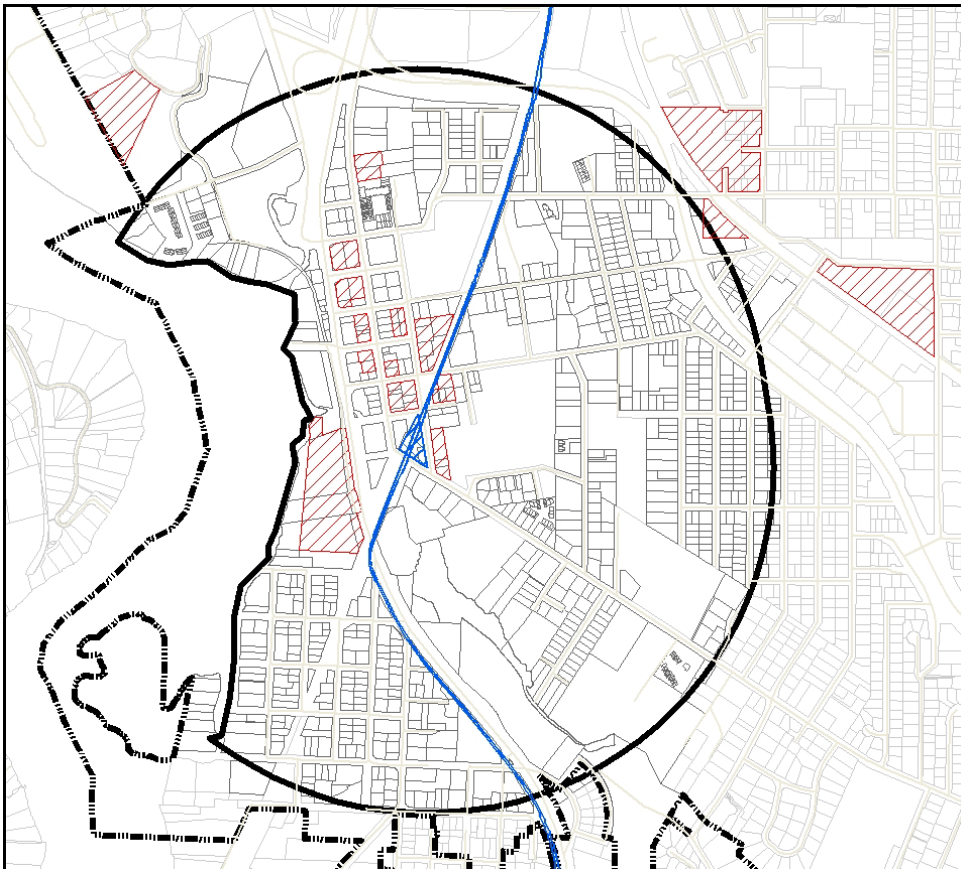
<sup>13</sup> FAR=Total Area of Commercial or Industrial Buildings/Total Commercial or Industrial Lot Area in the study area.

**Figure 4. Existing Population and Employee Densities**

	<b>Existing Densities</b>	<b>Station Area Target Densities</b>	<b>Increase Needed</b>
Employees and Residents	3,410	8,280	4,870
Study Area in net acres	270	270	0
People/net acre	12.6	30.6	18.0

Source: 2010 Metro RLIS Lite data, 2007 MetroScope TAZ data.

**Figure 5. Urban Land Economics et al Opportunity Sites (within ½ Mile of Station Area)**



Source: City of Milwaukie; Urban Land Economics et al; 2010 Metro RLIS Lite data.

**Figure 6. TriMet Opportunity Sites (within ¼ Mile of Station Area)**



Source: TriMet

### **C. Transportation, Parking, and Pedestrian Environment**

#### Transportation

Limited bicycle facilities currently exist to serve the station. The Kellogg Creek Trail provides a pedestrian/bicycle route behind the treatment plant, providing an access from the Island Station neighborhood to the station via Washington Street. Bike lanes on McLoughlin exist between the Kellogg Lake trestle and Adams Street, and on Lake Road. Monroe St is a bike boulevard and provides connections between the Lake Road neighborhood and the station area.

Downtown transit needs are served by the Jackson St bus hub, which is located on Jackson St between Main and 21<sup>st</sup>. The Southgate Park and Ride was completed at the north end of downtown in 2010 and appears to be heavily used.

There are several bus stops within the study area; significant transit stops are located at Washington St and 21<sup>st</sup> Ave and Jackson St at Main St and 21<sup>st</sup> Ave.

The upgraded bus hub at Washington and 21<sup>st</sup> will provide connections for light rail users. See Figure 7 – Existing Transportation Systems.

### Parking

The City has a downtown parking management plan in place to ensure adequate on- and off-street parking for downtown business owners, employees, and residents. Some uses in the downtown zones, specifically in the DC, DR, DOS, and portions of the DO zone, require development to provide off-street parking.

On-street parking and three permit parking lots are managed by the City; some on-street and off-street parking spaces will be removed by the light rail project.

Properties in the station area will benefit from current off-street parking policies that allow a 25 percent reduction in the number of required parking stalls for sites within 1,000 feet of a light rail transit stop.<sup>14</sup> However, as described later in this analysis, the current off-street parking requirements are still a significant consideration in any development.

### Pedestrian Environment

Pedestrian utilization of commercial centers is encouraged by retail and commercial services; compact development; pedestrian facilities such as sidewalks; and controlled traffic. The study area includes some retail and commercial services, but it is not continuous.

A complete sidewalk network exists throughout the study area, and traffic is controlled by a combination of four-way stops and signaled intersections. The study area also contains three parks and four schools, which are important hubs of pedestrian activity; nearby institutions can benefit from transit service and provide pedestrian vitality.

Currently, pedestrian connections to adjacent neighborhoods are challenging.

- Connections to the Lake Road neighborhood to the east of the station are difficult due to a lack of through streets.
- Connections to the future Riverfront Park is complicated by the barrier posed by McLoughlin Blvd to the west.
- There is no direct pedestrian connection between the station and the Island Station neighborhood to the south, and much of that neighborhood is located further than ½ mile walking distance from the train station. However, the City recently secured a grant to construct a pedestrian and bicycle bridge concurrently with the Kellogg Lake light rail bridge. This bridge will connect the light rail station to the Island Station neighborhood, making it far more convenient for residents of the neighborhood to use light rail.

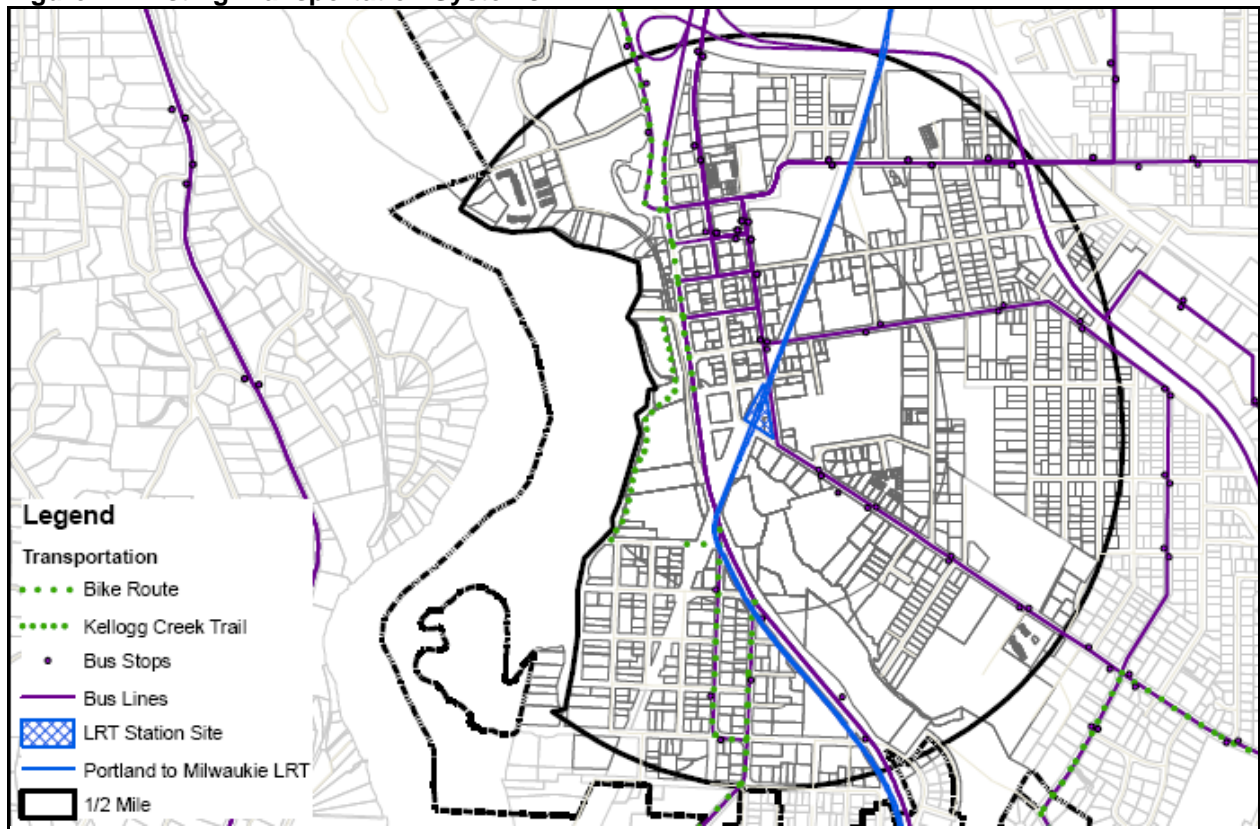
---

<sup>14</sup> This reduction does not apply to single-family attached and detached dwellings.

- The DO zone immediately surrounding the station site severely limits retail and commercial uses, which could potentially have a negative effect on the pedestrian environment.

The light rail project will construct public improvements in the blocks surrounding the station area, which will improve the pedestrian environment and may encourage the transformation of existing low-density nonconforming uses to higher-density, pedestrian- and transit-supportive land uses.

**Figure 7. Existing Transportation Systems**



Source: City of Milwaukie; 2010 Metro RLIS Lite data.

#### **D. Design**

Generally, successful station areas include a variety of housing types and densities, as well as street-level retail, restaurant, and other commercial uses. Compact development can be made more appealing through design standards and the provision of public amenities for residents and users.

Currently, design standards within the downtown zones address the bulk, height, setbacks, materials, and ground-floor uses of development in the study area. New development downtown is also subject to discretionary review for

compliance with the Design Guidelines. However, until recently residential areas outside of downtown have not been subject to design standards and the resulting development has been haphazard.

The station site is surrounded by low-density office and government uses and is adjacent to the Kellogg Lake natural area. Currently, the area is lacking a variety of housing types and densities as well as retail, restaurant, and other commercial uses.

The station site is well-located in regards to local institutions: it is within  $\frac{1}{4}$  mile of Milwaukie High School, the Portland Waldorf School, and Dark Horse Comics (the largest employer in downtown Milwaukie); and within  $\frac{1}{2}$  mile of Milwaukie Elementary School. The station will also serve the future Riverfront Park and Kellogg Creek areas.

## **DESIRED CONDITIONS FOR A TYPICAL STATION AREA**

Per the Victoria Transport Policy Institute (VTPI), moderate densities of 12+ dwelling units per net acre and 50 people per net acre can support appropriate levels of transit demand for a light rail station; per Metro, the desired Station Area residential density is 45 people per net acre. Various sources suggest that the minimum transit-supportive commercial FAR is 0.5:1. The downtown zones currently require FARs of 0.3:1 to 4:1.

A successful light rail station area is lively during the day and in the evening; provides amenities for residents and visitors; and provides strong pedestrian, bicycle, and transit connections to other areas of the city and the region. Development that supports the station area would provide housing and employment to increase the number of people living and working within walking distance of the transit station; buildings and activities that provide “eyes” on the station and station area and to increase security; amenities that will encourage use of the station and station area by residents, employees, and visitors alike; and design that supports the importance of the station and station area and increases the success of its buildings.

To encourage development that supports the future light rail station, transit-supportive zoning should **allow** the following:

- Mixed-use buildings that include housing, commercial, office, and retail uses.
- Multifamily housing, such as townhouses, condominiums and apartments, as stand-alone uses.
- Lots smaller than 5,000 sf.
- Transit facilities.
- Informal commercial uses such as food carts to provide interim activity in the south downtown plaza area.
- Amenities such as financial institutions, health clubs, restaurants, theaters, university classes, etc. for employees and residents.



- “Light industrial” and creative uses, such as bookbinding, yarn-dying, and small-scale production to support planned live/work spaces.
- Parking facilities to serve residents, employees, and visitors.

To encourage development that supports the future light rail station, transit-supportive zoning should **require** the following:

- Minimum residential densities of 12 dwelling units per net acre.
- FARs of 0.5:1 and higher.
- Design standards for all commercial and residential development within the study area.
- Active uses at the ground floor of buildings to provide “eyes” on the street and station area.

Finally, transit-supportive zoning should **prohibit** the following:

- Single family detached housing.
- Auto-oriented uses such as gas stations and drive-through facilities.
- Large-scale or heavy industrial uses.
- Development that does not meet adopted design standards.

Future redevelopment in the study area could result in transit-supportive residential and employment densities. The RCMP and Downtown Framework Plan assume that much of the Town Center residential density will occur outside of the downtown area, in the surrounding high-density residential zones. For this reason, the recently-adopted design standards for these areas will be a very important determinant in the success of future development.

## ISSUES AND OPPORTUNITIES

### A. Zoning

The May 2009 technical memorandum prepared by Urban Land Economics et al determined that:

“Much of the potential for redevelopment downtown is due to the future light MAX service, with parcels directly adjacent to the planned station expected to increase significantly in value and intensity of use, as witnessed elsewhere in the MAX system. Uses with the greatest benefit from transit, i.e. employment and housing, will predominate new development, with retail as an important supporting use.”<sup>15</sup>

---

<sup>15</sup> “Market Analysis and Projected Redevelopment” memo, prepared May 2009, as part of an urban renewal feasibility analysis by Urban Land Economics; Tashman Johnson LLC; and Elaine Howard Consulting LLC.

Currently, the station site is surrounded by the DO zone, which does not allow multifamily housing and severely restricts eating/drinking, retail and commercial uses. This runs counter to the development of station-adjacent transit-supportive uses such as multifamily housing, eating/drinking, retail, and commercial uses.

Though the current downtown zoning does require minimum residential densities and FARs, development at these densities has not occurred to date. The residential zones within the study area require residential densities ranging from 5.0 du/net acre to 32 du/net acre. The current residential density of 8.1 du/net acre at the low end of existing minimum required residential densities, and well below the recommended transit-supportive density of at least 12 du/net acre.

As noted earlier, there are approximately 270 developable acres within the study area (this area excludes properties zoned DOS, properties with a "Rural" land use designation, and public right-of-way). General conclusions regarding the development capacity of the study area can be drawn from the area it contains, the maximum FARs, and the maximum residential densities permitted in each zone.

According to 2010 Metro RLIS Lite data, the zoned capacity of the residential zones (including the DR zone) would permit the construction of 3,541 housing units (see Figure 8 – Dwelling Unit Capacity). Almost half of these housing units could be accommodated within the high-density R-2 zone to the east of downtown.

The zoned capacity of the remaining downtown zones would allow the development of approximately 5,236,255 sf (or 120 ac) of office, retail, and commercial uses (see Figure 9 – Commercial and Office Capacity).<sup>16</sup> As shown below, 60% of that capacity is located within the DO zone near the light rail station.

Generally, the existing zoning allows for development of residential and commercial densities needed to support a light rail station. However, density alone cannot guarantee success of the station area. The zoning adjacent to the station area does not permit the range of residential, commercial, and retail uses that would be necessary to create a vital and comfortable area.

---

<sup>16</sup> The following uses were removed from the individual zone calculations: public right-of-way; properties in the DOS zone; and properties with the "Rural" land use designation.

**Figure 8. Dwelling Unit Capacity**

	Net Area (in ac)	Max du/ac	Dwelling Unit Capacity
R-2	99.1	17.4	1,724
R-5	76.2	8.7	663
R-1-B	13.3	32	427
DR	9.0	30	271
R-1	6.7	32	215
R-3	9.8	14.5	142
R-7	16.1	6.2	100
<b>Total</b>	<b>230.2</b>		<b>3,541</b>

Source: City of Milwaukie; 2010 Metro RLIS Lite data.

**Figure 9. Commercial and Office Capacity**

	Net Area (acres)	Max FAR	Additional Capacity (sf)
DO	24.1	3:1	3,144,413
DS	10.7	4:1	1,861,773
DC	2.6	2:1	230,070
DOS	0.0	0:0	0
<b>Total</b>	<b>40.1</b>		<b>5,236,255</b>

Source: City of Milwaukie; 2010 Metro RLIS Lite data.

## **B. Transportation, Parking, and Pedestrian Environment**

### Transportation

The guiding policy documents agree on the overall vision for downtown, but disagree on how it is achieved. The Framework Plan includes a new TriMet Bus Transit Center and the closure of Main Street to the south of Washington St. The South Downtown Concept Plan retains Main St as a through street and includes a light rail platform and station building at the intersection of Lake Rd/Main St and 21<sup>st</sup> Ave.

The City has received funding, in partnership with TriMet, to construct a pedestrian and bicycle bridge across Kellogg Lake to provide pedestrian access to the Island Station neighborhood.

The light rail project will construct bicycle facilities and other public improvements in the area directly surrounding the station site, which will improve pedestrian connections to the station.

### Parking

The existing parking code requires minimum and maximum parking throughout the station area, with the exception of the DS zone and the DO zone north of

Washington St and east of McLoughlin Blvd. The station area is not exempted from minimum parking requirements.

The current off-street parking regulations include provisions for reduced minimum parking within 1,000 ft of a light rail station. Based on rough calculations, an office development at 0.5:1 FAR in the DO zone would need to dedicate 24 percent of a 1-block (44,520 sf) site to surface parking; at the maximum FAR of 3:1, a 3-story development would need construct a 1.5-level parking facility to accommodate required off-street parking. On a smaller site of ½ block (22,260 sf), surface parking increases to 49 percent of the site and structured parking increases to 3 stories. Though these numbers are much lower than previously required, this requirement quickly drives up project costs, reduces the leasable floor area, and makes an overall project less feasible.

The parking requirements for the downtown zones have the potential to make the redevelopment of areas in the DO, DR, and DC zones less feasible, as structured parking would often be necessary to meet the minimum parking requirements. Currently, there is no existing structured parking facility in the downtown area, so individual property owners desiring to build to maximum permitted FARs would be required to fund parking facilities as part of their project. Per Urban Land Economics et al, the cost of structured parking is approximately \$30,000 per space, which makes it unlikely that new development will meet the minimum transit-supportive FAR of 0.5:1.<sup>17</sup>

### Pedestrian Environment

The City has received funding, in partnership with TriMet, to construct a pedestrian and bicycle bridge across Kellogg Lake to provide pedestrian access to the Island Station neighborhood.

The North Clackamas Parks and Recreation District began construction on the Trolley Trail in summer 2010, which will provide direct pedestrian and bicycle access to the station area via a the pedestrian/bicycle bridge over Kellogg Lake.

The light rail project will construct sidewalks and other public improvements in the area directly surrounding the station site, which will improve pedestrian connections to the station.

## **B. Design**

The downtown zones are subject to development and design standards; this component of new downtown residential development will be very important to insure high-quality development that can attract transit-supportive residents and uses.

---

<sup>17</sup> Urban Land Economics et al

The City began work on residential design standards in late 2010, and City Council adopted those standards in October 2012.<sup>18</sup> These standards are applicable to residential development outside of downtown Milwaukie.

## **RECOMMENDATIONS**

### **A. Zoning**

- Generally, downtown zoning supports the residential density and commercial FARs necessary for transit-supportive station area development. However, specific zones tend to be limited to particular uses and do not necessarily permit the combination of activities needed to create a lively station area.
- The residential zones near the station area are a combination of low, moderate, and high-density areas. The R-7 and R-5 zones do not allow the residential density necessary to support the transit station. The density requirements of the remaining residential zones, which make up the majority of the residential area, support the necessary residential density and provide many opportunities for redevelopment. The City recently adopted new residential development and design standards; no additional changes to the residential zones are recommended.
- The station area is located within the DO zone. The DO zone severely restricts commercial and retail development, and permits housing on the second floor only. This zone does not encourage the mix of office, commercial, retail, and residential uses necessary to support a station area. The City should consider revising the current DO zone or developing a new zone that allows the mixed office, commercial, retail, and residential densities needed to support a station area.
- Though the existing zoning supports transit-supportive development densities, the developed residential and commercial densities are far lower than what is allowed by the zoning. Public incentives (i.e. provision of necessary streetscape improvements, utilities, and other infrastructure components) may be necessary to encourage new development that meets minimum transit-supportive FAR and residential densities.

### **B. Transportation, Parking, and Pedestrian Environment**

- Update the Framework Plan and downtown zones to reflect changes in nature and location of the transit station.
- The nature of desired development in the station area is incremental and human-sized; current parking policies encourage large, full block developments. Due to the high cost of structured parking, the existing

---

<sup>18</sup> Ordinance #2051, adopted October 2, 2012.

parking requirements in the non-exempt downtown zones may act as a disincentive for development at the maximum permitted densities.

- Consideration should be given to City-funded parking facilities downtown, or a fee in lieu of construction (FILOC) option that could be directed at the development of a downtown parking facility.

**C. Design**

- The success of the high-density development anticipated as part of the future station area will be heavily influenced by its design. The City has adopted design standards for residential areas adjacent to the station area to ensure successful, high quality development.