

DATE: November 25, 2013

ECO Project #: 21485

TO: Milwaukie City Council

FROM: ECONorthwest

SUBJECT: **MOVING FORWARD MILWAUKIE – POTENTIAL DEVELOPMENT CONCEPTS**

The Moving Forward Milwaukie project includes the identification of three draft development concept for each of seven opportunity sites in Downtown and Central Milwaukie. The development concepts will be modeled using Envision Tomorrow software, and will include site diagrams, building programs, illustrations and visualizations, and financial pro formas.

City staff and the consultant team have brainstormed numerous potential development concepts. The list of potential development concepts in this memorandum was developed based on conversations with property owners and key stakeholders, input received from several public workshops, recommendations from the Project Advisory Committee (PAC), and the professional opinions of City staff and the consultant team. Note that the options that most closely align with recommendations of the PAC are listed in bold.

City staff and the consultant team have identified their selections for the top three options for each site, but need direction from City Council to confirm or change the three draft development concepts that will be refined and presented at a January public workshop. Key factors to consider when deciding which potential development concepts to select as the draft development concepts include:

- The opinions of the general public.
- The opinions and recommendations of the PAC.
- The opinions of the property owners.

Texaco

The Texaco site is comprised of two tax lots of equal size. The western tax lot, fronting McLoughlin Blvd, is owned by Metro and was purchased with state funds in 2006 in anticipation of a joint development with the City. The eastern tax lot, fronting Main St, is owned by the City. The options below include half block and full block concepts.

Figure 1. Texaco site boundary options



Top three options

- **Metro half block: three stories – ground floor commercial, residential above.**
Milwaukie half block: public plaza.
- **Full block: four stories – ground floor commercial, residential above. U-shaped building with public plaza in the U.**
- Metro half block: three stories – ground floor commercial, office above.
Milwaukie half block: four stories – ground floor commercial, residential above.

Other options

- **Full block: public plaza**
- Full block: four stories – ground floor commercial, residential above.
- Full block: five stories – ground floor commercial, residential above. Metro half block: three stories – ground floor commercial, residential above.
Milwaukie half block: surface parking.

Dark Horse

The boundary of the Dark Horse Site has a few possible options. The official opportunity site boundary includes only the properties fronting SE 21st Ave (approximately the eastern 1/3 of the block).

The property owner, however, is open to development concepts that would include the adjacent surface parking lot (as long as that parking is replaced), as well as development concepts that include the other Dark Horse-owned properties on the block. These alternative site boundaries

are shown below in Figure 2. All development concepts for the Dark Horse Site assume boundary #1, unless otherwise stated.

Figure 2. Dark Horse Site boundary options



Source: ECONorthwest, 2013

Top three options

- **Four stories – ground floor commercial, office above.**
- **Four stories – ground floor commercial, residential above.**
- Three stories – live/work units

Other options

- **Three stories – multifamily residential**
- Four stories - include all Dark Horse properties on block (boundary #3). Adaptive reuse of ground floor of existing Dark Horse office, to convert to commercial uses. New building (on boundary #2) would be four stories, connecting to existing Dark Horse office. New building would be ground floor structured parking (partially wrapped with commercial), with three floors of office above.
- Five stories - include all Dark Horse properties on block (boundary #3). Demolish, and build new Dark Horse office space. Five stories – Ground floor structured parking wrapped by commercial, four floors of office above.
- Three stories - adaptive reuse of Sully's building. Three stories of live/work units on remainder of site.

Graham

Figure 3. Graham Site boundary



Top three options

- **Two stories – adaptive reuse of existing building for commercial use, adding an additional floor, and a rooftop patio/bar/restaurant as a top level.¹**
- **Three stories – new development, ground floor commercial with residential above.**
- **One story – adaptive reuse of existing building for commercial use; utilize existing parking lot for the adjacent commercial use**

Other options

- **Three stories – new development, ground floor commercial with office above.**
- **One story – adaptive reuse of existing building for commercial use, and add a rooftop patio.**
- **Three stories – new development, top floor restaurant above two floors of office/commercial.**

Cash Spot

For all Cash Spot development concepts, the number of stories refers to the building height at Main Street level, and ground floor refers to use on Main Street. Note that building heights may be restricted to 35 ft on the western half of the site due to the Willamette Greenway overlay on

¹ Note that additional analysis would be required to determine if this is structurally possible without being prohibitively costly.

that portion of the property. The site is comprised of four tax lots covering almost an entire block. The northeast corner of the site is privately-owned and is not included in the proposed concepts. The options below include half block and full block concepts.

Figure 4. Cash Spot image



Top three options

- **Three stories – ground floor commercial with office above and structured parking below.**
- **Four stories – ground floor commercial with residential above and structured parking below.**
- Three stories - half-block building fronting Main Street. Ground floor commercial with office above; “tuck under” parking below. Interim surface parking on McLoughlin frontage. No structured parking.

Other options

- Two stories – ground floor commercial with restaurant/bar above, and structured parking below.
- Two – three stories - two separate buildings: Building 1 (on McLoughlin Blvd): two stories – commercial. Building 2 (on Main): three stories – commercial with office above. No structured parking. Tuck under parking, and surface parking between the two buildings.
- Four stories – ground floor commercial with office above and structured parking below.
- Three stories – ground floor commercial with residential above and structured parking below.
- Two stories – structured parking, with commercial on Main Street

- Two stories – standalone structured parking

Triangle

The Triangle site is fairly level, with the ground floor at grade on its SE 21st Ave frontage. The light rail station platform to the west of the site is elevated and would be level with the second story of a building. An additional platform could be constructed as part of the development on this site, but is not assumed. No off-street parking is assumed in these development concepts.

Figure 5. Triangle Site boundary



Top three options

- **Two stories – ground floor commercial, office above.**
- **Food cart pod**
- Three stories – ground floor commercial, office above.

Other options

- **Two stories – commercial**
- **Public plaza**
- Three stories – ground floor commercial, residential or office above.
- Four stories – ground floor commercial, residential or office above.
- Five stories – ground floor commercial, residential or office above.

Murphy

This site is a large, mostly vacant parcel (~7 acres). Development options on this site assume multiple buildings and inclusion of streets or drive aisles providing access to the buildings.

Figure 6. Murphy Site boundary



Top three options

- **Four stories – Mixed-use (residential, office, and commercial)**
 - Senior housing
 - Medical offices
 - Small commercial component
 - Green space (with big trees) to buffer railroad
- **Four stories - Mixed-use (residential, commercial, and employment)**
 - Multifamily residential
 - Mixed-use residential with ground floor commercial
 - Flex space² on western portion of site to provide buffer for railroad noise
- **One-two stories – Mixed use (commercial and employment)**
 - Light industrial and flex space on the majority of the site.
 - Commercial development along the perimeter of the site (along 32nd and Harrison).

² Flex space is a type of building designed to be versatile and which may contain a combination of office, research and development, wholesale, light industrial, warehouse, and/or distribution uses.

Other options

- **Three stories - Indoor/outdoor sports and recreation complex (examples include driving range, health club, skating rink, field house, etc.)**
- Five stories - mixed-use development (residential, office, and commercial)
- One –two stories - mixed use development (employment and residential)
 - Flex space along railroad
 - One and two story cottage homes and rowhouses
- Three stories - multifamily residential
- Four stories - office park

McFarland

This site is a large, mostly vacant parcel (~7 acres). Development options on this site assume multiple buildings and inclusion of streets or drive aisles providing access to the buildings. Project staff has learned that contamination issues on the fenced-off SE corner (~2.5 acres) of the site would require mitigation that would make residential development prohibitively expensive. Other uses may involve mitigation, but not to the same level as required for residential uses. The options below reflect this limitation on residential uses.

Figure 7. McFarland Site boundary



Top three options

- **Mixed-use (flex and residential)**
 - One story - flex space along railroad tracks as sound buffer

- Five stories - multifamily residential (no residential on SE parcel with contamination issues).
- Five stories - residential above ground floor commercial around perimeter of site (37th, Monroe, Oak).
- Include existing local park.
- **Mixed-use (recreation and residential)**
 - Community sports/rec center
 - Four stories - Multifamily residential
 - Green space (with big trees) to buffer railroad
- **Mixed use (office and residential):**
 - Five stories - office space along railroad tracks as sound buffer
 - Five stories - multifamily residential on NW parcel
 - Five stories - mixed-use, residential above ground floor commercial for perimeter of site.
 - Include existing local park.

Other options

- Mixed-use (residential and office)
 - Two stories - multifamily residential on NW parcel
 - Two-three stories - office on SE parcel
- Mixed use (office and light industrial)
 - Three stories - office park
 - One story - flex space buffer along tracks.