

# Detailed Development Program

DEVELOPMENT PLAN FOR WALNUT STATION MIXED USE CENTER - PHASE II

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*The TGM program supports community efforts to expand transportation choices for people. By linking land use and transportation planning, TGM works in partnership with local governments to create vibrant, livable places in which people can walk, bike, take transit, or drive where they want to go.*

*Unless it has been adopted by a duly authorized body, this report does not represent an official policy position of the State of Oregon.*

# Introduction

In 2005, the City of Eugene funded Phase I of the Walnut Station Study which provided the vision and planning for transit-oriented, pedestrian-friendly land uses on Franklin Boulevard and in the Walnut Station Mixed-Use Center (Phase I Report, May 2006). Phase I provided a market-based framework plan for redevelopment of the area, and concluded with substantial agreement, by most stakeholders, on many elements of the plan. The Emerging Vision that resulted from Phase I represented a conceptual transportation and land use plan.

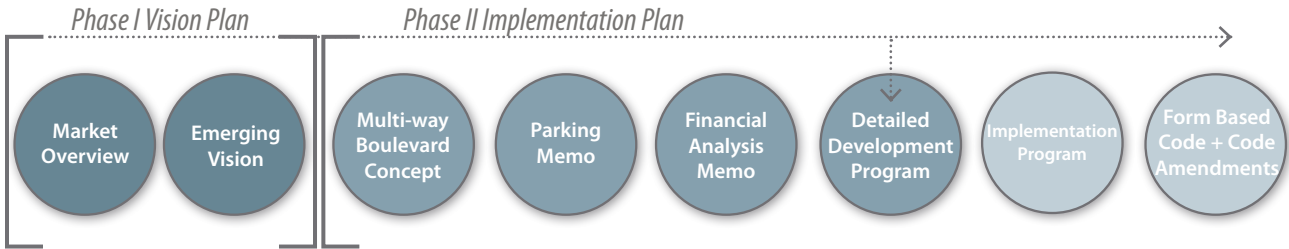
In 2006 ODOT funded Phase II of the project to focus on implementation of the Emerging Vision, resolve remaining design issues, and provide an implementation strategy to make the plan a reality. The Phase II project has continued to build upon the Phase I vision to transform the district from an auto-oriented, suburban area to a vibrant, mixed-use, pedestrian-oriented neighborhood.

As part of the Phase II implementation focus, several technical analyses to resolve transportation design issues have been completed, including:

- Transportation Forecast and Evaluation of the Preferred Transportation Alternative for Franklin Boulevard (2007);
- Qualitative and Quantitative Assessment of the Multi-way Boulevard Concept for Franklin Boulevard (completed June 2007);

As a result of this work, the Phase I scenario “Multi-way Boulevard” has been conceptually accepted for Franklin Boulevard. Next, a series of land use technical studies were completed to address specific land use implementation challenges. These include:

- Parking Memorandum, a technical report on different options for providing parking within the study area (July 2008), and
- Financial Analysis Memorandum, assessing the financial viability of desired development types in the study area (October 2008).



Walnut Station Mixed Use Center Phase I and Phase II timeline

This document, “Detailed Development Program,” is intended to synthesize all the previous studies and provide baseline information for participants to refer to as the city undertakes the final effort in the Phase II process: developing the Specific Area Plan and the form-based code for the district.

The diagrams on the following pages depict the district’s development potential, and test three different approaches that the city may take toward parking, parcel consolidation, and height limitations, for example, and the urban form that would result from each approach. The three approaches, or scenarios, are not intended to represent specific site designs or final urban form proposals for the district. Rather, they are intended to demonstrate the effect of different policies on the urban form and provide a comparison between the three different policy approaches. The three policy approaches are:

- Base Case
- Form Follows Parking
- Maximizing Urban Form through Managed Parking

This report is intended to provide a quantitative view of the development potential versus the development capacity. This will allow the qualitative aspects of land use and urban form to be addressed through the form-based code and the Specific Area Plan.

### **Relationship between development capacity and the form-based code**

The form-based code channels development potential into a pre-defined urban form envelope that is consistent with the community’s vision for the area.

Besides the form-based code, other factors that influence urban form include:

- Base zone parking requirements
- District-wide parking management practices that remove the burden on each individual site to provide its own parking
- Policies and regulations that support and encourage the transition from surface parking to structured parking
- Lot consolidation

The form-based code is a rational approach to regulating urban form by controlling the shape and character of buildings through non-discretionary development standards such as setbacks, step-backs, building heights and required ground-floor architectural treatment. In exchange for more specific development standards, the form-based code gives property owners and developers much greater flexibility with land uses.

The form-based code specifies an ideal urban form, derived from the community vision for the area. This urban form, or building envelope, is somewhat separate from issues of development capacity. However, in order to responsibly account for the development capacity currently allowed by zoning, a form-based code should be preceded by realistic assessment of the development capacity as allowed by zoning, once all other factors have been assessed, such as parking (required by the code or by the market) and lot consolidation, for example. The three scenarios illustrated on the following pages provide this assessment.

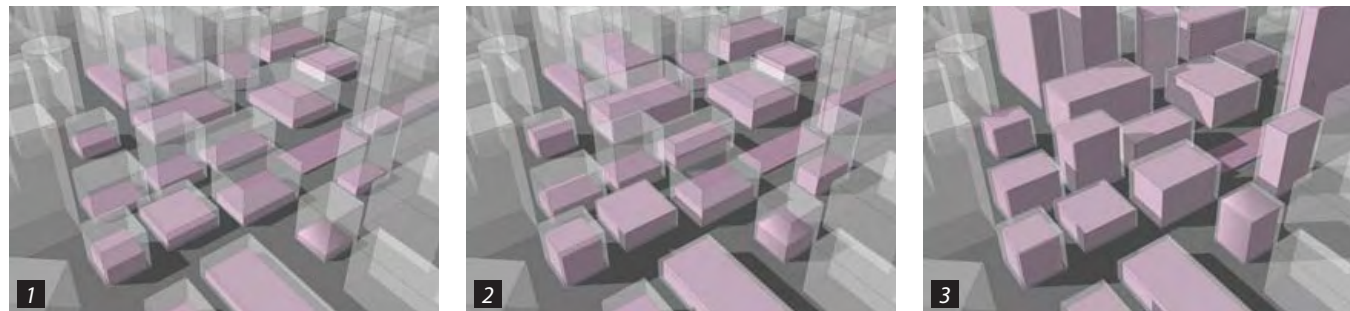
Other questions addressed by this study include:

**Does the current zoning allow the entire development program to be utilized?**

The report prepared for Phase I / Walnut Station Vision Plan by Strategic Economics (Key Findings from the Market Overview for Walnut Station and Implications for Future Development, 2006) found that the Walnut Station area presented an excellent location with good market potential; that in Eugene and the study area there was a demand for higher-density housing; that the area was underserved by some retail markets; that there was limited demand for office and the possibility of additional lodging in the future. By 2025, the Walnut Station Mixed-Use neighborhood has the potential to accommodate a significant number of additional residential units, and some additional retail and hospitality uses.

Using this development potential as the baseline for the district development program, the next step to answering this question is to determine if the building envelope defined by current zoning would allow the development program to be realized.

Current zoning development standards allow significant building mass and buildings as tall as 120 feet. This seems like a lot of development capacity; however, the stacking studies on the following pages demonstrate that, even if all new buildings



**Illustration of form based code and development potential.** *The transparent grey boxes represent a district's ideal urban form; the purple boxes represent the development capacity at a particular point in time. Frames 1, 2 and 3 illustrate how a district's urban form can transform as the district adds development over time. Development capacity can be defined by the existing code or the future form-based code and code amendments.*

took advantage of the building envelope allowed by zoning, the development program may not entirely be utilized. This is largely due to existing parking requirements. Furthermore, low land values in the district and, on the north side of Franklin, constrained lot sizes effectively limit the ability for most new development to capture very much of this zoned-in capacity, let alone maximize the development program.

**What would need to change in order for the entire development program to be utilized?**

The first two scenarios demonstrate that without lot consolidation, relaxed parking requirements and district-wide parking management, very little of the development potential will be realized. The third scenario (both option 1 and option 2) assumes that these issues are addressed and, subsequently, utilizes the entire development program and comes close to achieving the desired building form that was articulated in the Phase I Vision Plan.

**Next Steps**

This information is intended to guide the remaining Phase II technical studies, which include the Implementation Plan, the Specific Area Plan, and the Form-Based Code. It quantifies and graphically depicts Walnut Station's **development potential**, as defined by the market analysis, and quantifies current and future **development capacity**, as defined by current zoning and future policy and regulatory amendments.

The form-based code effort is about defining the ideal urban form for the district that best reflects the community's vision for a vibrant, mixed-use, pedestrian-oriented neighborhood. At the same time, the form-based code must respect property owners' development rights and help them realize the area's development potential.

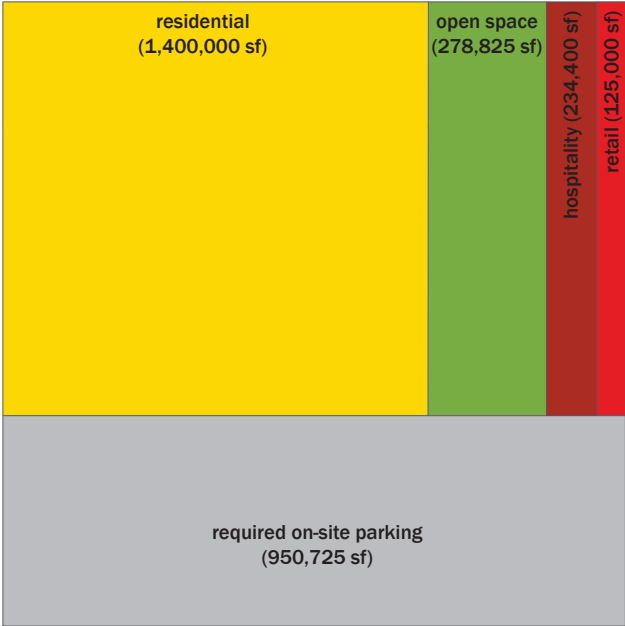
# Development Program Overview

By 2025, the Walnut Station Mixed Use Neighborhood has the potential to accommodate up to an additional 1,400 residential units (between 1 and 1.4 million square feet), 200,000 square feet of retail, and 278,825 square feet of open space, totaling over 1.8 million square feet. While approximately 234,000 square feet of hospitality land uses exists in the district today, it is likely to redevelop as the district changes and, as such, has been added as a component of the future program. Adding the parking required by current city code brings the sum to just over 3 million square feet. The amount of land available to develop or redevelop is 2,341,787 square feet, broadly illustrating that if the district is to realize its full development potential, the urban form must evolve to one that is a more compact and efficient use of land – and one that is very different from than what is in the district today. The questions to ask then are: Can the development program be accommodated within the existing regulatory framework? If the development program cannot be accommodated, what specifically needs to change? To what extent does the urban form have to change and what could it look like?

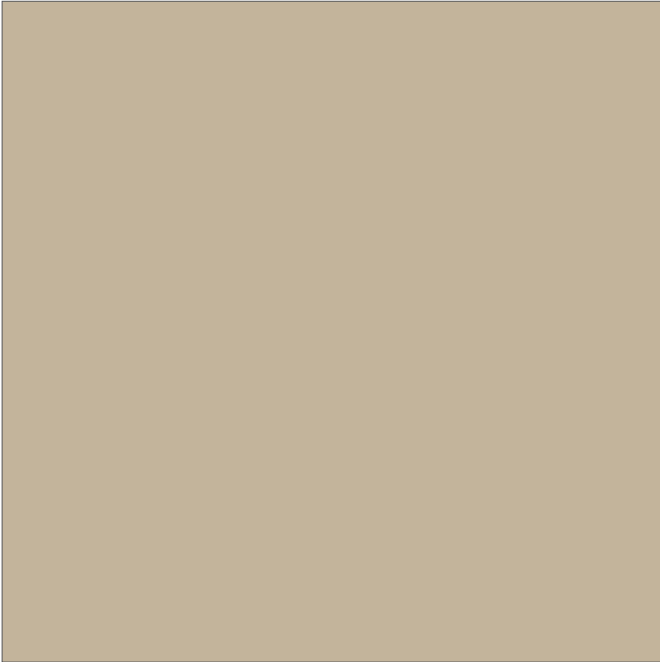
Table 1. Walnut Station 2025 Development Program

<b>Residential</b>	
All residential– conservative estimate	1,000 units (1,000,000 sf)
All residential– maximized estimate	1,400 units (1,400,000 sf)
Required parking–High (existing code)	490,000 sf
<b>Retail</b>	
Hiron's/Market of Choice (existing)	32,000 sf
All retail–no new I-5 interchange estimate	125,000 sf
All retail–new I-5 interchange estimate	200,000 sf
Required parking–High (existing code)	212,125 sf
<b>Hospitality*</b>	
Approximate square-footage (existing)	234,400 sf
Required parking (existing code)	248,600 sf
<b>Open Space</b>	
Existing square-footage	198,195 sf
Future square-footage	278,825 sf

\* Represents approximate existing hotel and motel square footage, not additional program. It is assumed that the existing hospitality uses will redevelop over time as lodging needs for the area change.



Total Development Program (including required parking) = 2,988,650 sf



Total Site Area (including streets and already developed parcels) = 3,342,787 sf

The diagram at far left graphically illustrates the total development program outlined in the table above, as well as the proportion of the program allocated to each land use. The diagram also shows the total square footage required to provide on-site parking for the projected development program according to current code requirements. The result is an illustration of the total land needed to accommodate the entire development program compared against the total site area. It is important to note that the total site area includes street rights-of-way and parcels with existing development. The comparison helps illustrate that the land needed for the projected development program are much greater than what is available today.

## Stacking Diagrams

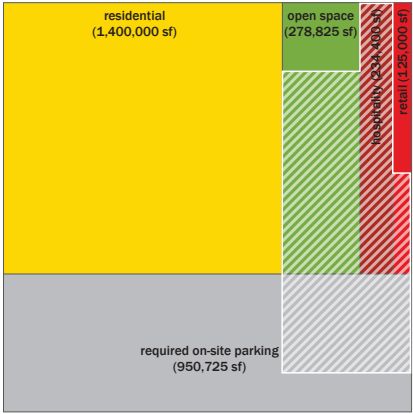
A series of stacking diagrams were used to test four potential development scenarios to answer these questions. The scenarios build on previous work of the Walnut Station Mixed Use Center project, including the development program established by Strategic Economics, the development prototypes and financial analysis by Johnson Gardner, the parking analysis memorandum by SERA Architects, and the Phase 1 Report by Urbsworks, Strategic Economics, and Nelson Nygaard. The intent of the stacking diagrams is to graphically demonstrate how the development program can be accommodated when tested under different assumptions that are based on a prescribed level of public investment, regulatory modification, implementation, and private investment. The stacking diagrams also help articulate findings about what steps and trade-offs are necessary to transform this district into a truly mixed use, transit-oriented, pedestrian-friendly neighborhood. These assumptions and findings are discussed in detail in the following pages.

The stacking diagrams represent reasonable architectural floor plates and parking layouts, and include the development pro formas developed during previous phases of the Walnut Station Mixed Use Center project (as discussed in the memorandum “Financial Analysis of Selected Redevelopment Programs in the Walnut Station Mixed Use Center in Eugene, Oregon” by Johnson Gardner, July 2008). It is important to note that the stacking diagrams are simple graphic representations of the development program and not fully vetted site analyses or plans. The stacks have exaggerated heights for graphic legibility.

Adjacent to each stacking diagram is a diagrammatic representation of the total development program utilized within each scenario. The variations of program utilization between the three scenarios is a result of changing assumptions regarding base zone parking requirements, district-wide parking management practices, other policies reducing on-site parking requirements, and lot consolidation (it is important to note the relationship illustrated in these diagrams between the amount of parking required to be provided on-site and the amount of feasible development program attainable). These varying assumptions are clearly stated within the synopsis of each of the three development scenarios.



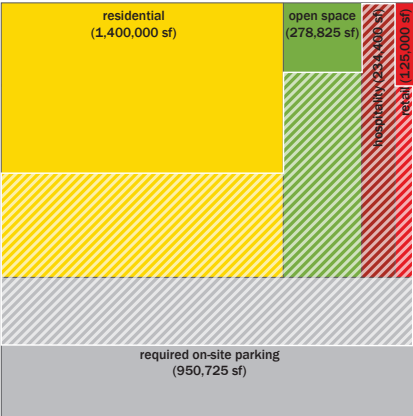
Scenario 1, "Base Case"



**Note:** The hatched area represents the total development program attainable within each scenario.

Scenario 1 illustrates the "Base Case" scenario, whereby the existing hospitality uses, open space, and Hiron's/Market of Choice remains (only the parking currently provided to accommodate these uses is shown). No additional residential units are provided.

Scenario 2, "Form Follows Parking"

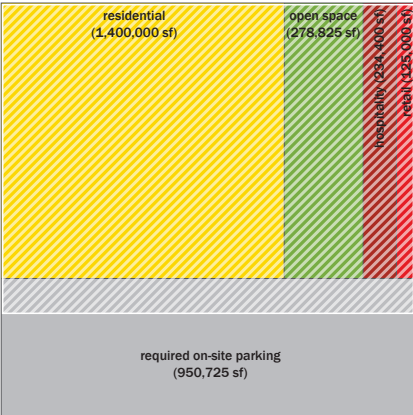


Scenario 2, or "Form Follow Parking" illustrates the existing conditions outlined in Scenario 1, and extends the attainable development program by assuming build-out of the Franklin Multi-Way Boulevard. This combined with other public infrastructure improvements increase the availability of on-street parking, and assuming changes to the zoning code allowing retail uses to use on-street spaces to meet required minimums, required on-site parking is reduced, thereby permitting greater development capacity.

Scenario 3, "Maximizing Urban Form Through Managed Parking"

Option 1

Option 2



Scenario 3, or "Maximizing Urban Form Through Managed Parking" illustrates two different development scenarios utilizing the same set of assumptions and the same amount of development program. In addition to the infrastructure improvements assumed in Scenario 2, Scenario 3 assumes that parcels are assembled, and that shared, structured parking is provided throughout the district, thereby reducing the need to provide parking on each individual development site. Those two public interventions combine to maximize the amount of development program attainable..

## Graphic Development Program

As mentioned previously, the Walnut Station Mixed Use Center can be expected to accommodate an additional 1.6 million square feet of residential and retail development over the next 20 years. This information was derived from analyses by Strategic Economics (“Key Findings from the Market Overview for Walnut Station and Implications for Future Development”, Strategic Economics, May 2006) who indicate that the Walnut Station Mixed Use Center area is favorably poised to be a successful mixed use, transit-oriented district. The development program has been expressed graphically in Figure 1.

The colored squares illustrate the area required for each land use category in the projected program (e.g., yellow is residential, green is open space); the adjacent square, in a similar but lighter color, is the parking area required for that particular land use. If a square has a smaller square within it, the smaller square represents the conservative program estimate. For example, the red retail square show two inset boxes: the smallest square represents the square footage of Hiron’s / Market of Choice, the middle square represents the more conservative program estimate for all retail, including Hiron’s / Market of Choice, and the whole square represents the more generous program estimate for all retail, including Hiron’s / Market of Choice and new large format retail that may be attracted to the area if a new interchange at I-5 is constructed. (The alternatives analyzed in Phase I included an I-5 interchange. Because of required transportation and state highway planning, an I-5 interchange east of the study area is no longer being considered.) Each square is scaled proportionally to the map beneath it to show how much area the program would require if it was built on a single plane. The purpose of this diagram is to graphically illustrate that the land needs for the projected development program are much greater than what is available today and that the urban form will need to change to accommodate the new development. The following development scenarios and stacking diagrams take a closer look at how the urban form could change and what adjustments to the regulatory framework, physical infrastructure and market and project feasibility trends are needed to facilitate those changes.

Hospitality uses were not specifically identified in the development program provided by Strategic Economics. However, approximately 230,000 square feet of hotel and motel uses exist in the district today and these uses are likely to transform as the district becomes more of a mixed use, transit-oriented district, particularly after the University of Oregon arena is built. As such, portions of the hospitality program aren’t shown on the stacking diagrams until Scenario 3, when the physical and economic conditions of the district would facilitate such a change.

Graphic Development Program



<b>Residential</b>		<b>Hospitality</b>		<b>Taxlots</b>	
All residential— conservative estimate	1,000 units (1,000,000 sf)	Approximate square-footage (existing)	234,400 sf	Existing square-footage	2,341,787 sf
All residential— maximized estimate	1,400 units (1,400,000 sf)	Required parking (existing code)	248,600 sf		
Required parking—High (existing code)	490,000 sf				
<b>Retail</b>		<b>Open Space</b>		<b>Right-of-Way</b>	
Hiron's/Market of Choice (existing)	32,000 sf	Existing square-footage	198,195 sf	Existing square-footage	1,001,000 sf
All retail—no new I-5 interchange estimate	125,000 sf	Future square-footage	278,825 sf		
All retail—new I-5 interchange estimate	200,000 sf				
Required parking—High (existing code)	212,125 sf				

## Scenario 1: Base Case

The Base Case scenario of the Walnut Station Mixed Use Center illustrates how the development program is affected after analyzing possible developments using current development and parking standards. This scenario reflects the present regulatory and economic condition of the district and how the program would be affected if the regulatory framework did not change but modest improvements were made to parts of Franklin Boulevard.

### Scenario 1 Assumptions

- Implementation of first phase improvements to the Franklin Multi-way Boulevard
  - Access management (driveway consolidation and parking reorganization) along portions of the north side of Franklin
  - A new 10-foot sidewalk along the north side of Franklin
  - Garden Alley is improved so that businesses can utilize access from the rear in the block between Orchard and Walnut
  - No change to the south side of Franklin
- No operational or physical transit improvements
- No change to the existing zoning and development code or parking policies
- No structured parking
- No changes to existing on-street parking configurations
- No Special Overlay Area and Overlay District and /ND Nodal Development overlay zone is assigned
- Hospitality program is shown as it exists currently in the district; no redevelopment or reorganization

Parking accommodations were calculated using 1 space/330 sq ft for retail/ commercial and 1 space/dwelling unit for residential - no developments take advantage of the 25% outright reduction allowed under current zoning code.

### Scenario 1 Findings

As shown on the stacking diagram graphic on the opposite page), very little of the projected development program is utilized. This condition is due primarily to the lack of public investment in the area; property values are not likely to increase without significant public infrastructure or development investment. Current parking codes limit the type of development that can be actualized in the area. New development, if any occurs, will likely continue to be of the type and quality that exists today.



Scenario 1: Base Case—Stacking Diagram



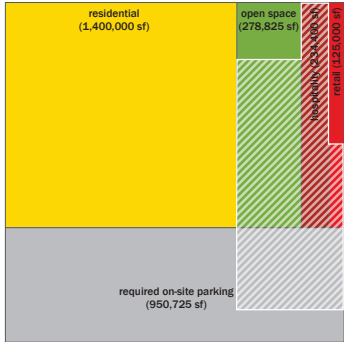
Utilized Development Program:

Residential		utilization
All residential— conservative estimate	1,000 units (1,000,000 sf)	0%
All residential— maximized estimate	1,400 units (1,400,000 sf)	-
Required parking—High (existing code)	490,000 sf	-

Retail		utilization
Hiron's/Market of Choice (existing)	32,000 sf	100%
All retail—no new I-5 interchange estimate	125,000 sf	0%
All retail—new I-5 interchange estimate	200,000 sf	-
Required parking—High (existing code)	212,125 sf	-

Hospitality		utilization
Approximate square-footage (existing)	234,400 sf	-
Required parking (existing code)	248,600 sf	-

Open Space		
Existing square-footage	198,195 sf	
Future square-footage	278,825 sf	



Note: Hatched area represents total development program attainable.

This scenario reflects the present regulatory and economic condition of the district and how the program would be affected if the regulatory framework did not change but modest improvements were made to parts of Franklin Boulevard.



*Scenario 1: potential development massing view along Franklin Multiway Boulevard*

## Scenario 2: Form Follows Parking

In order to see the urban form start to significantly change in the Walnut Station Mixed Use Center, Scenario 2 makes some assumptions to allow a modest amount of the residential and retail program to be actualized in the district. The Form Follows Parking phase of the Walnut Station Mixed Use Center illustrates how the development program is affected after Franklin is converted into a full multi-way boulevard and other public infrastructure improvements are implemented.

A fully constructed Franklin Multi-Way Boulevard creates a district amenity that includes increased transit service and capacity, bicycle access, a retail-friendly pedestrian realm, and on-street parking. These elements are key ingredients for a new mixed use residential district, as they provide a foundation for new development to build off. **There is an opportunity to accommodate 30% of the residential program and 69% of the retail program on the south side of Franklin without using structured parking** with additional public investments, like reconfiguring Villard, Orchard and Walnut to accommodate angle parking, establishing a new 14th Street connection from Walnut to Villard, and modifying the zoning code to allow up to 50% of required retail parking to be accommodated on-street.

**Full block developments are largely possible due to the existing single ownership structure of the parcels south of Franklin.** These conditions provide an excellent opportunity for either the public or private sector (or joint venture) to develop cost-efficient mixed use and residential developments without excessive land assembly costs and the need for structured parking, if the current property owners are willing participants and/or project partners. Mixed use developments along Franklin will be more viable due to their proximity to desirable urban amenities, like rapid transit, a major thoroughfare, neighborhood retail, and close-by parks, trails and open space.

Generally speaking, **this scenario tests the program without structured parking in order to lower development project costs. Subsequently, the new buildings will only be three to four stories tall (between 45-feet and 55-feet).** Taller buildings require more parking that cannot be accommodated on-site without structured parking or a dramatic reduction in required residential parking, which the market may or may not support. Three or four story buildings can also be a less expensive construction type and thus more cost-efficient.

In Scenario 2, the stacking diagrams illustrate that only the area south of Franklin is likely to redevelop as a mixed use center, and that it may not realize all of its development potential due to the adjacent neighborhood's desire to have compatible (one or two story) development on the 15th Street edge. Only a modest amount of retail is realized in the program due to the limited availability of property along the north side of Franklin in the Station Core. **Significant new development north of Franklin is only likely to occur on larger parcels under single ownership**, as shown in the stacking diagram. More intensive development north of Franklin will require assembling numerous parcels and working with multiple property owners.



## Assumptions and Findings

Full construction of the Franklin Multi-Way Boulevard, including 15-foot sidewalks with landscaping and street furniture, 16-foot local access lanes with on-street parking and shared bicycle access, four travel lanes, and 36-foot wide EmX corridor with landscaped buffers

- No parcel assembly
- Increased on-street parking capacity by reconfiguring Villard, Orchard and Walnut for angle parking south of Franklin, which yields an approximately 60% gain in existing on-street spaces
- Additional transit capacity and service on the EmX line due to full build out of a dual guideway
- Improved pedestrian and bicycle access along the entire Franklin Boulevard corridor
- Cooperation with the University of Oregon to redevelop the blocks south of Franklin, including a new 55,000 sf Hiron's / Market of Choice mixed use development
- A new east-west 14th Avenue connection paralleling Franklin is established as the blocks redevelop, including a landscaped pedestrian way / woonerf between Villard and Orchard to buffer lower-intensity development from higher-intensity development
- Zoning code is modified to allow retail uses to count on-street parking spaces for up to 50% of the development's on-site parking requirements. Parking accommodations were calculated using 1 space/330 sq ft for retail/commercial (with up to 50% of required spaces met on-street) and 1 space/dwelling unit for residential (with some residential developments taking the 25% outright parking reduction)
- Most residential parking spaces are provided in surface lots, all attached single-dwelling units have private garages, and two instances of tuck-under structure parking are utilized
- Hospitality uses stay as current uses

In order to see the urban form start to significantly change in the Walnut Station Mixed Use Center, the City and its partners will need to support four key elements:

- Full construction of the Franklin Multi-way Boulevard: a public amenity that provides comprehensive and complete access for transit, bicyclists, pedestrians and motorists.
- Changes in the zoning and development code to allow up to 50% of required on-site parking for retail uses to be accommodated on-street.
- Lot consolidation
- Cost-efficient, mixed-use development types with little to no "gap" (building types that can be built tomorrow without significant public subsidy)

These elements are consistent south of Franklin Boulevard in Scenario 2.

*The following notes refer to elements shown on the stacking diagram on page 17.*

- ① *No parcel assembly on the north side of Franklin*
- ② *Fifty-six percent of Hiron's / Market of Choice on-site parking requirement (approximately 94 spaces) is met on a surface parking lot behind the building; the remaining 72 spaces are accommodated in on-street spaces on Franklin, Orchard and Walnut. The parking spaces for the 115 residential units above the grocery are accommodated on a surface lot behind the development*
- ③ *A new east-west 14th Avenue connection paralleling Franklin is established as the blocks redevelop, including a landscaped pedestrian way / woonerf between Villard and Orchard to buffer lower-intensity development from higher-intensity development*
- ④ *Residential building with 161 units (~161,500 sf), 24 tuck under parking spaces and 164 surface parking spaces*
- ⑤ *Flats with hillside tuck-under parking and cottages on the one large site under single ownership (96 units)*
- ⑥ *Mixed-use residential building: 6,700 sf of programmed retail in the station core, 104 residential units (~104,500 sf) and 113 surface parking spaces*
- ⑦ *Townhomes and cottages along 15th Street edge (~96 units) with private garages for parking*



Scenario 2: Form Follows Parking—Stacking Diagram



Utilized Development Program:

Residential		utilization
All residential—conservative estimate	1,000 units (1,000,000 sf)	40%
All residential—maximized estimate	1,400 units (1,400,000 sf)	-
Required parking—High (existing code)	490,000 sf	40%

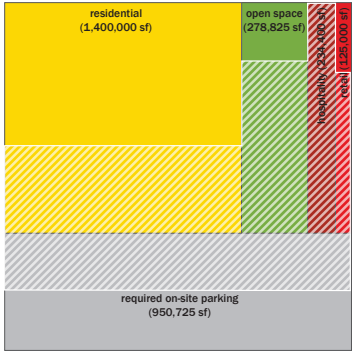
  

Retail		utilization
Hiron's/Market of Choice (existing)	32,000 sf	-
All retail—no new I-5 interchange estimate	125,000 sf	72%
All retail—new I-5 interchange estimate	200,000 sf	-
Required parking—High (existing code)	212,125 sf	30%

Hospitality		utilization
Approximate square-footage (existing)	234,400 sf	-
Required parking (existing code)	248,600 sf	-

Open Space		utilization
Existing square-footage	198,195 sf	-
Future square-footage	278,825 sf	-



Note: Hatched area represents total development program attainable.

The following notes refers to elements shown at right.

- ① Full construction of the Franklin Multi-Way Boulevard, including 15-foot sidewalks with landscaping and street furniture, 16-foot local access lanes with on-street parking and shared bicycle access, four travel lanes, and 36-foot wide EmX corridor with landscaped buffers
- ② Additional transit capacity and service on the EmX line due to full build out of a dual guideway
- ③ Improved pedestrian and bicycle access along the entire Franklin Boulevard corridor
- ④ Garden Alley improvements for rear access to businesses
- ⑤ Increased on-street parking capacity by striping angle parking on Orchard, Villard and Walnut
- ⑥ Cooperation with the University of Oregon to redevelop the blocks south of Franklin, including a new 55,000 sf Hiron's / Market of Choice mixed-use development



The graphics above generally show what development mass and the multi-way boulevard would look like under Scenario 2.

## Scenario 3: Maximize Urban Form through Managed Parking

Scenario 3 tests two development patterns in which high-intensity residential and mixed use with retail frontage is focused around the EmX stations, including at all four corners of Walnut Station and the two northern corners at Agate Station.

Option 1 tests program stacks in a consistent edge along Franklin Boulevard between Walnut and Moss with 4-story mixed use residential developments on the north side and 3- and 4-story mixed use and residential developments on the south side. **The intent of Option 1 is to show how the program can be accommodated in a judicious manner throughout the district, but may impact views of the river cottonwoods.**

**Option 2 tests the program stacks by concentrating most of the residential development in three towers along Franklin Boulevard, which would soften the northern edge of Franklin, potentially improve views to the river cottonwoods, and allow reconfigured auto-oriented uses along Franklin Boulevard away from the station areas.**

**Parcel assembly is critical to the success of Option 1**, as the north side of Franklin is a mosaic of various taxlots and property owners. The larger mixed-use and residential developments shown in the stacking diagrams need at least block-sized areas to be cost-efficient and accommodate parking.

**Structured parking is also necessary to utilize the entire development program and to provide more flexibility with building form and land use.** Development sites that utilize structured parking typically have better urban edges, can provide substantially more public and private open space, and can manage and treat stormwater run-off more effectively. The long term value of consolidated development and efficient land use can help justify the cost of the structure, particularly if the costs are shared between private and public entities. Parking could be provided in structures located throughout the district that could be publicly owned and leased, or built as part of a public/private partnership to catalyze development. District businesses could pay a “fee in lieu” to support the municipal parking instead of providing parking on-site.

The success of Scenario 3 – Option 1 also depends on a comprehensive transportation management association (TMA) and parking management program. Establishing a Transportation Management District and employing a TMA in the Walnut Station area will help comprehensively manage all facets of transportation in the area, including parking. A parking management program can help manage the supply and demand for on- and off-street parking throughout the district and allow the City to focus parking policies and strategies on the needs of the entire study area instead of on a site by-site basis.

As with Scenario 2, a fully constructed Franklin Multi-Way Boulevard creates a district amenity that includes increased transit service and capacity, bicycle access, a retail-friendly pedestrian realm, and on-street parking that provides the backbone of a vibrant and successful mixed use center.



**Scenario 3 Assumptions** *(Note: Assumptions are the same for Options 1 and 2)*

- Full construction of the Franklin Multi-Way Boulevard, including 15-foot sidewalks with landscaping and street furniture, 16-foot local access lanes with on-street parking and shared bicycle access, four travel lanes, and 36-foot wide EmX corridor with landscaped buffers
- Garden Alley is improved between Orchard and Walnut
- Increased on-street parking capacity by reconfiguring Villard, Orchard and Walnut for angle parking south of Franklin
- Additional transit capacity and service on the EmX line upon full build-out of a dual guideway
- Improved pedestrian and bicycle access along the entire Franklin Boulevard corridor
- Cooperation with the University of Oregon to redevelop the blocks south of Franklin, including a new 55,000 sf Hiron's / Market of Choice mixed use development
- A new east-west 14th Avenue connection paralleling Franklin is established as the blocks redevelop, including a landscaped pedestrian way / woonerf between Villard and Orchard to buffer lower-intensity development from higher-intensity development
- Unified parcel assembly north of Franklin Boulevard, between Walnut and Moss (Option 1 only)
- Limited parcel assembly north of Franklin Boulevard, between Walnut and Orchard (Option 2 only)
- Implementation of a district-wide transportation management and parking program, including a change in zoning code to reflect the new parking policies and requirements
- Relaxed on-site parking requirements for retail, commercial and residential
- Public/private mixed use parking garage project provides liner retail, University of Oregon arena parking, public district parking, and private residential parking
- New mixed use hospitality complex with some structured parking

**Scenario 3 Findings**

**Option 1**

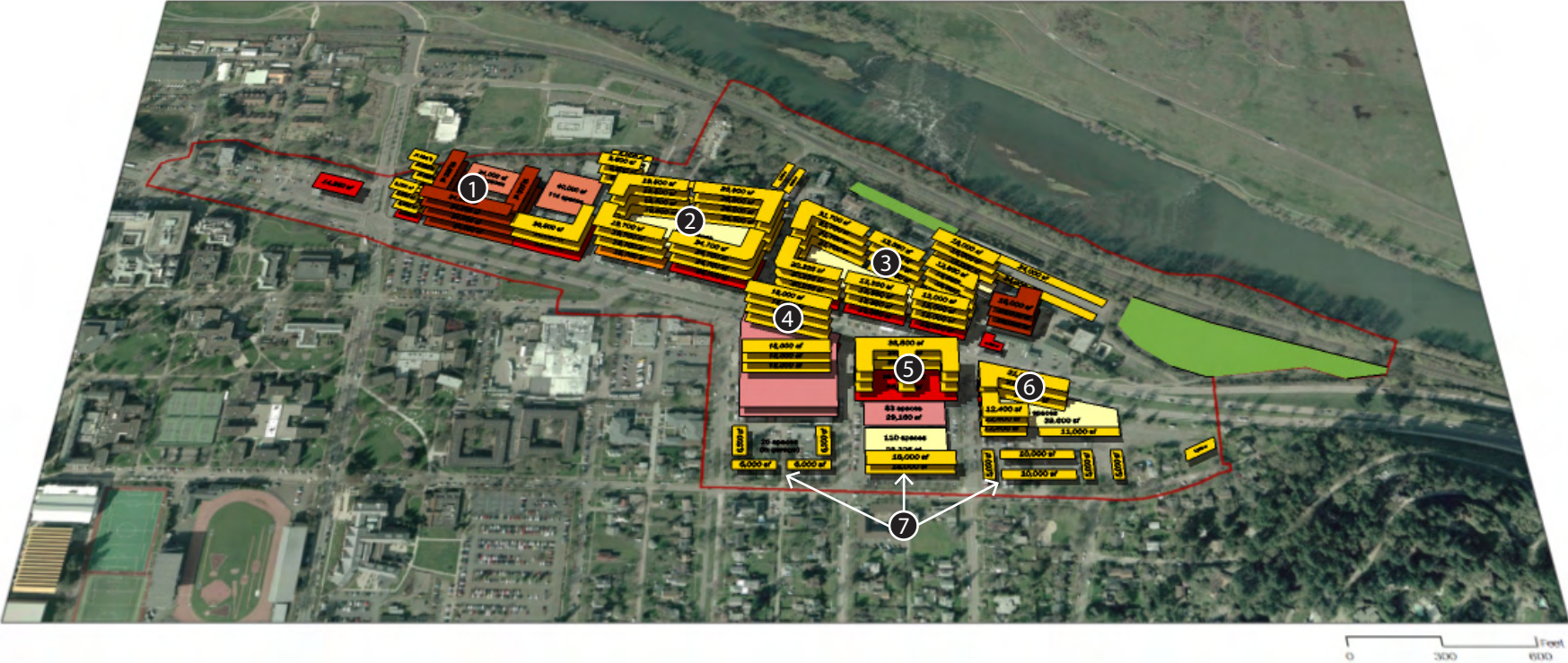
The full development program can be accommodated in Scenario 3 – Option 1 without maximizing height as allowed by current zoning code (120-feet), impacting “historic” properties along Garden and impacting views and access from the Fairmount neighborhood to the south. The following elements are critical for the success of Option 1:

- The ability to assemble multiple parcels with multiple property owners in strategic locations

*The following notes are matched to the labels on the stacking diagram on page 21.*

- ① *New hospitality complex with some surface and structured parking: 218,000 sf hotel with full amenities*
- ② *Mixed-use residential complex: 19,700 sf of unprogrammed retail\* on Franklin, 24,700 sf of retail, 314 residential units (~314,000 sf) and 283 surface parking spaces*
- ③ *Mixed-use residential complex: 45,575 sf retail facing Franklin, 325 residential units (~325,125 sf), and 244 surface parking spaces*
- ④ *Mixed-use parking structure with 17,500 sf of liner retail along Franklin, 126 residential units (~126,000 sf), and 738 structured parking spaces*
- ⑤ *Mixed-use residential building: 6,700 sf of programmed retail, 104 residential units (~104,500 sf) and 113 surface parking spaces*
- ⑥ *Mixed-use residential building: 6,700 sf of programmed retail, 104 residential units (~104,500 sf) and 113 surface parking spaces*
- ⑦ *Townhomes and cottages along 15th Street edge (~96 units) with private garages for parking*

Scenario 2: Maximize Urban Form through Managed Parking, Option 1—Stacking Diagram



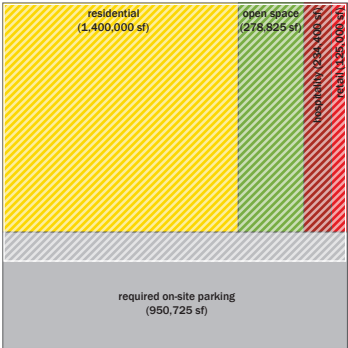
Utilized Development Program:

Residential		utilization
All residential— conservative estimate	1,000 units (1,000,000 sf)	-
All residential— maximized estimate	1,400 units (1,400,000 sf)	100%
Required parking—High (existing code)	490,000 sf	100%

Retail		utilization
Hiron's/Market of Choice (existing)	32,000 sf	-
All retail—no new I-5 interchange estimate	125,000 sf	-
All retail—new I-5 interchange estimate	200,000 sf	100%
Required parking—High (existing code)	212,125 sf	100%

Hospitality		utilization
Approximate square-footage (existing)	234,400 sf	100%
Required parking (existing code)	248,600 sf	100%

Open Space		
Existing square-footage	198,195 sf	
Future square-footage	278,825 sf	



Note: Hatched area represents total development program attainable.

(Findings cont.)

- A central public/private structured parking facility supported by smaller secondary structured facilities throughout the district
- Establishing a district-wide transportation management association and parking management program to manage transportation and parking
- A public district amenity that provides comprehensive and complete access for transit, bicyclists, pedestrians and motorists



- The following notes are matched to the labels on the drawings at right.
- 1 Full construction of the Franklin Multi-Way Boulevard, including 15-foot sidewalks with landscaping and street furniture, 16-foot local access lanes with on-street parking and shared bicycle access, four travel lanes, and 36-foot wide EmX corridor with landscaped buffers.
  - 2 Additional transit capacity and service on the EmX line upon full build-out of a dual guideway.
  - 3 Good pedestrian and bicycle access along the entire Franklin Boulevard corridor.
  - 4 Increased on-street parking capacity by reconfiguring Villard, Orchard, and Walnut for angled parking south of Franklin
  - 5 Unified parcel assembly north of Franklin Boulevard, between Walnut and Moss





### Scenario 3 Assumptions *(Note: Assumptions are the same for Options 1 and 2)*

- Full construction of the Franklin Multi-Way Boulevard, including 15-foot sidewalks with landscaping and street furniture, 16-foot local access lanes with on-street parking and shared bicycle access, four travel lanes, and 36-foot wide EmX corridor with landscaped buffers
- Garden Alley is improved between Orchard and Walnut
- Increased on-street parking capacity by reconfiguring Villard, Orchard and Walnut for angle parking south of Franklin
- Additional transit capacity and service on the EmX line upon full build-out of a dual guideway
- Improved pedestrian and bicycle access along the entire Franklin Boulevard corridor
- Cooperation with the University of Oregon to redevelop the blocks south of Franklin, including a new 55,000 sf Hiron's / Market of Choice mixed use development
- A new east-west 14th Avenue connection paralleling Franklin is established as the blocks redevelop, including a landscaped pedestrian way / woonerf between Villard and Orchard to buffer lower-intensity development from higher-intensity development
- Unified parcel assembly north of Franklin Boulevard, between Walnut and Moss (Option 1 only)
- Limited parcel assembly north of Franklin Boulevard, between Walnut and Orchard (Option 2 only)
- Implementation of a district-wide transportation management and parking program, including a change in zoning code to reflect the new parking policies and requirements
- Relaxed on-site parking requirements for retail, commercial and residential
- Public/private mixed use parking garage project provides liner retail, University of Oregon arena parking, public district parking, and private residential parking
- New mixed use hospitality complex with some structured parking

### Scenario 3 Findings

#### Option 2

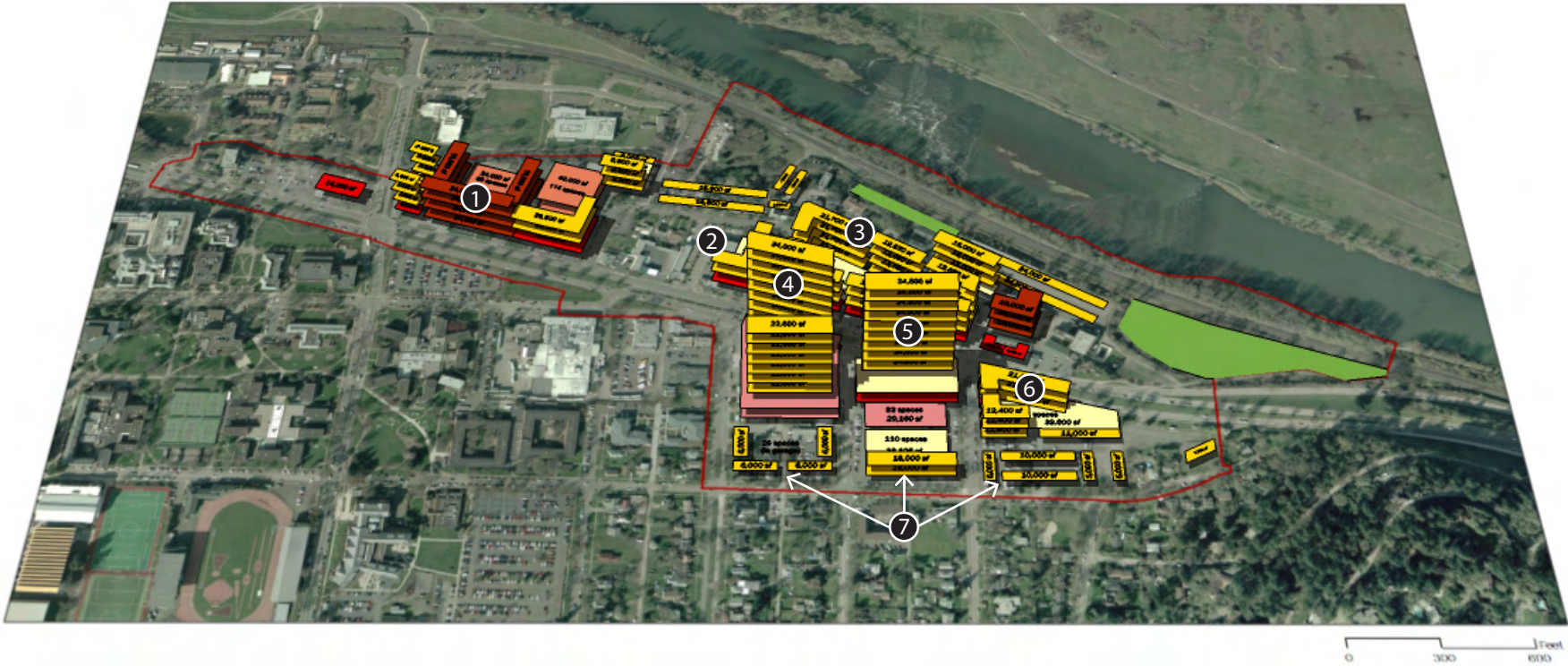
By concentrating most of the residential program into three 11-story towers along the southern edge of Franklin, areas along the northern edge of Franklin are able to be left as existing auto-oriented uses with key mixed-use developments in the station cores to help reinforce the important corners in the corridor. The lower building form on the northern edge of Franklin allows for better views of the Willamette cottonwoods and a more conventional, lower-

*The following notes are matched to the labels on the stacking diagram on page 25.*

- 1 New hospitality complex with some surface and structured parking: 218,000 sf hotel with full amenities
- 2 Small amount of new development on the block between Moss and Orchard due to the challenges of assembling multiple parcels. Two story mixed use building on the corner of Orchard and Franklin: 20 units (~20,225 sf), 20,225 sf of retail, and 30 surface parking spaces
- 3 Four story mixed-use building with 273 units (~273,000 sf), 251 surface parking spaces, and 12,000 sf retail
- 4 Two 120-foot residential towers over parking structure with 17,500 sf of liner retail along Franklin: 375 units (~ 375,600 sf); parking structure accommodates 738 parking spaces
- 5 Hiron's / Market of Choice mixed-use 120-foot tower: 223 units (~223,200 sf residential), 55,000 sf retail, 142 structure parking spaces, 110 surface parking spaces, 83 retail surface parking spaces, Mixed use residential building: 6,700 sf of programmed retail, 104 residential units (~104,500 sf) and 113 surface parking spaces
- 6 Mixed-use residential building: 6,700 sf of programmed retail, 104 residential units (~104,500 sf) and 113 surface parking spaces
- 7 Townhomes and cottages along 15th Street edge (~96 units) with private garages for parking



Scenario 2: Maximize Urban Form through Managed Parking, Option 2—Stacking Diagram



Utilized Development Program:

Residential		utilization
All residential— conservative estimate	1,000 units (1,000,000 sf)	-
All residential— maximized estimate	1,400 units (1,400,000 sf)	100%
Required parking—High (existing code)	490,000 sf	100%

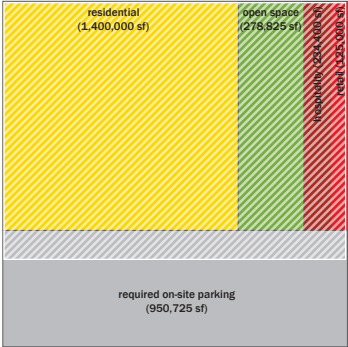
  

Retail		utilization
Hiron's/Market of Choice (existing)	32,000 sf	-
All retail—no new I-5 interchange estimate	125,000 sf	-
All retail—new I-5 interchange estimate	200,000 sf	100%
Required parking—High (existing code)	212,125 sf	100%

Hospitality		utilization
Approximate square-footage (existing)	234,400 sf	100%
Required parking (existing code)	248,600 sf	100%

Open Space	
Existing square-footage	198,195 sf
Future square-footage	278,825 sf



Note: Hatched area represents total development program attainable.

**(Findings cont.)**

intensity edge. The towers also provide excellent views of the Willamette River and surrounding hills and neighborhoods, which could be considered a lucrative residential amenity for private development.

All of the elements that were critical to Scenario 3 – Option 1’s success are also critical for Scenario 3 – Option 2’s success: parcel assembly, structured parking, district-wide transportation and parking management, and a fully constructed Franklin Multi-way Boulevard.

Parcel assembly is less critical in Option 2 as most of the residential development program would be accommodated on the south side of Franklin on parcels under single ownership. It would only be necessary to work with the property owners to consolidate property north of Franklin between Orchard and Walnut.

# Walnut Station Development

## Introduction

Based on the emerging vision from Phase 1 of the project, the Walnut Station Mixed-Use Center is envisioned to be a lively, pedestrian-oriented, mixed-use urban neighborhood focused along a new Franklin Multi-way Boulevard, around the EmX stations, and adjacent to existing and future University of Oregon developments. The following design principles were used to help shape the district framework and the resulting work on parking analyses, development prototypes and a detailed development program.

*What makes a neighborhood mixed-use?*

### The essential characteristics of mixed-use developments are:

*Design elements that support pedestrian-friendly environments and encourage transit use, walking, and bicycling, that promote a sense of community and that improve livability;*

*A transit stop which is within walking distance (generally 1/4 mile) of anywhere in the development;*

*Mixed land uses that offer a variety of services, activities and destinations within easy, comfortable walking and biking distance of most homes;*

*Public spaces such as parks, public and private open space, and public facilities that can be reached without driving; and*

*A mix of housing types and residential densities that achieve an overall net density of at least 12 dwelling units per net acre.*

**Create a Mixed-Use Neighborhood.** Incorporate a mix of land uses and design elements to create a walkable, complete neighborhood. Mixed-use development emphasizes higher densities, mixed land uses, human-scaled design, transportation options, neighborhood cohesiveness and convenience, and livability. Mixed-use centers concentrate population and jobs in locations with good transit service and promote a mix of diverse and compatible activities. The strategy encourages development of walkable neighborhoods and design of pedestrian-friendly public and private improvements.

## Circulation Network

**Access management.** Access management is a comprehensive approach to the management and regulation of driveways, medians, median openings and traffic signals. The goal of access management is to limit and separate traffic conflict points, thereby reducing conflicts. Access management controls can result in improved safety for all modes of transportation and can significantly improve traffic operations. A key tool of access management efforts is elimination of curb cuts in select locations along major streets. Eliminating curb cuts where possible reduces the number of potential pedestrian-vehicle conflicts, specifically, which can be especially important on a major arterial street. Fewer curb cuts result in fewer vehicles crossing the sidewalk to access parking and businesses. It also means there is a more continuous protected zone for street furnishings, street trees and the pedestrian “through zone,” all of which contribute to pedestrian comfort.

Access management plays a key role in the first phase of development along Franklin Boulevard by consolidating driveways and reconfiguring parking for properties along the north side of the highway.

**Improving connectivity.** Increasing local street connections helps to improve pedestrian and bicycle movements through the neighborhood. There is less of an impact on automobile movements through the study area. More connections also provide more potential retail frontage. The realignment

of intersections is particularly important—properly aligned intersections would increase pedestrian safety when crossing Franklin Boulevard.

**Sidewalk design.** There are many factors that influence a person’s decision to walk, including distance, perceived safety and comfort, convenience and visual interest. The design and width of the sidewalk is a critical component in providing a sense of safety and comfort. The buffer provided by on-street parking, “setback” sidewalks, street trees and street furnishings all contribute to a sense of comfort. A sidewalk without these elements typically leaves pedestrians feeling exposed and vulnerable. The sidewalk also serves visual, aesthetic and social purposes, by providing space for socializing and for commercial activities, including sidewalk cafes, plazas, seating areas and public art. The design of these elements can contribute to or strengthen the personality of a particular neighborhood. Sidewalks should have well-defined zones so that the pedestrian throughway or “through zone” is clearly demarcated.

Sidewalks throughout the Walnut Station Mixed-Use Center will be constructed, widened and improved for district-wide pedestrian access. Fifteen-foot sidewalks along the Franklin Multi-way Boulevard provide ample room for pedestrians, street trees, furniture, and display of retail wares. Sidewalks on the local streets (Garden, Orchard, Moss, Villard, Walnut, and 15th) will be improved to be 12-feet wide with street trees. Additional pedestrian access ways (i.e., 14th Avenue) will help improve overall pedestrian connectivity by breaking up large blocks of development.

**On street parking provisions.** On-street parking serves several critical needs on urban and neighborhood streets. It supports retail uses, increases pedestrian comfort by providing a buffer between the sidewalk and moving traffic and provides space for on-street loading and unloading of trucks. On-street parking signals to motorists driving through the area that they are entering an area of low or moderate travel speed. In addition, on-street parking supports local businesses by reducing the amount of on-site parking they may have to provide.

On street parking is key to the success of the Walnut Station Mixed-Use Center development program. On-street parking is increased throughout the district by creating on street parking along the Franklin Multi-way Boulevard frontage roads, and by reorganizing the right-of-way along Orchard, Walnut and Villard to increase on street parking by approximately 60%.

## Land Use

**Relocating and reconfiguring parking.** Relocating parking to the sides or behind buildings can occur as individual properties are redeveloped. This helps to facilitate access management, development of street-facing storefronts, and well-designed sidewalks along the street. Access to reconfigured parking lots would move, preferably, to either side streets or to alleys and rear accessways. These lots can also share curb cuts with neighboring lots to reduce the number of potential pedestrian-vehicle conflicts on the sidewalk.

Superblocks provide inherent challenges to the movement of pedestrians and bicycles. Their large size creates barriers to movement through the neighborhood. They also tend to promote development types that are not as suitable for a mixed-use, pedestrian-oriented district, such as big box retail or apartment campuses. Providing a connection through these superblocks would help to create a more pedestrian- and bicycle-friendly environment. As mentioned above, improved connectivity could provide access to parking for new developments on the interior of the block. The connection could also help to dissuade some of the bigger “big box” retailers from locating along Franklin Boulevard.

**Street-facing storefront businesses.** Street-facing storefront businesses provide a more attractive pedestrian environment than typical auto-oriented businesses, which tend to be set far back from the sidewalk and are typically oriented to a parking lot. They provide more of a “presence” on the street with window displays and doors opening onto sidewalks along the street. They also help to provide a sense of enclosure—like walls enclosing a room.

Almost all of the retail program for the Walnut Station Mixed-Use Center is oriented to Franklin Boulevard, a few side streets (i.e., Villard) and concentrated at the two station core areas.

**Create a system of parks, open spaces and trails throughout the district.** There is an increasing need for more parks and open space throughout the area, and this need will only increase as more residents move into the area. There are currently no programmed neighborhood parks on the north side of Franklin within the Study Area, although the Millrace recreation trail to the west of Millrace Drive and Franklin Park open space do provide a substantial, if incomplete, contribution to the neighborhood. In addition to neighborhood parks, providing greater access to the Willamette River and connecting the neighborhood to the river are design goals that received wide support in discussions with area stakeholders. Improvements to the Millrace corridor, both ecological and recreational, are also important.

The Walnut Station district is anchored by a large open space at the east end of the district and is connected to the area through a network of on- and off-street trails, sidewalks and bikeways. There is the opportunity for a new open space along the Mill Race, as well as numerous opportunities to integrate plazas and other public spaces into new development in the district. Developments in Scenario 3 show the most promise for providing additional greenspace and open space opportunities as part of the site.

**Provide visual connections to the Willamette River.** The Willamette River itself is not visible due to the area’s topography. However there are views of the tall cottonwoods and other trees that line the river’s edge. These visual connections could be maintained along Orchard and Walnut Streets by restricting building heights at the north end of these streets. Alternatively, the Fairmount Neighborhood Association has recommended a “step-down” approach in building heights to maintain visual connections to the river.

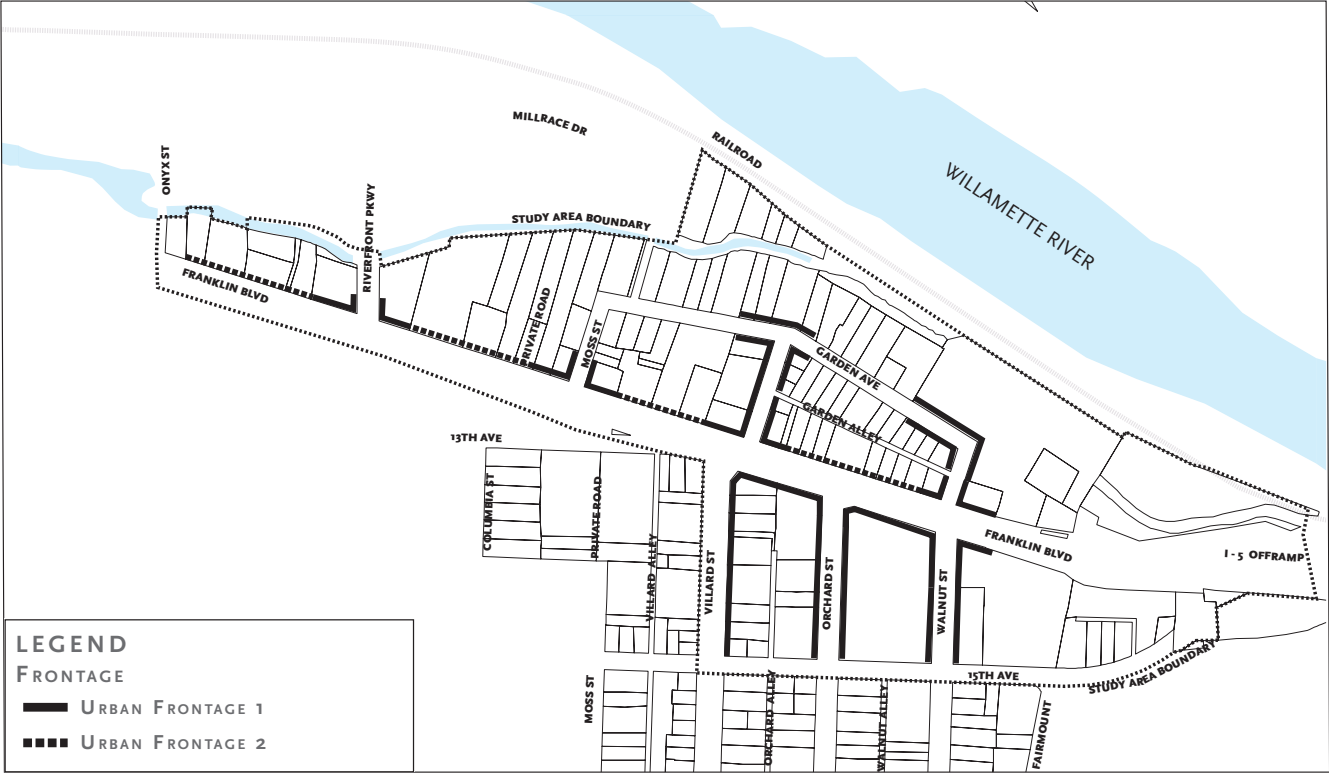
The stacking diagrams in Scenario 3 respect the neighborhood’s desire to “step-down” development to maintain visual connections to the river. Development along the north side of Garden Avenue consists of one or two story buildings with taller buildings along Franklin. Development steps down in a similar way from Franklin to 15th Street.

### Development Pattern and Intensity

The Regulating Plan and Frontage Type maps below and at right are intended to implement the elements of the Walnut Station Emerging Vision discussed above. What follows is a discussion of the various subareas within the Walnut Station planning area and the development character, building type, building mass, and use characteristics associated with each subarea.







MAP 2—REGULATING PLAN—FRONTAGE TYPES

24 MAY 2007





### Station Core

This subarea is focused around the Walnut Street EmX station and is intended to foster the development of an active station center. It provides for pedestrian-oriented commercial uses located in ground floor street frontages, with residential and/or commercial uses above. Allowed intensities are highest in this subarea.

Allowed residential densities could range from 60-120 dwelling units/acre. Buildings would be 5-7 stories or taller. Single level buildings (such as auto-oriented retail) would be required to be at least 20 feet tall along the primary street frontage.

At the terminus of Walnut street (north of Garden), view corridors may be maintained through lower height buildings. South of Franklin, the highest intensity buildings may be north of 14th Street.







**Franklin Corridor**

This subarea is focused along the length of Franklin Boulevard and portions of Villard Street. It provides for pedestrian-oriented commercial and residential mixed uses and limited expansion of auto-oriented uses.

Single level buildings (such as auto-oriented retail) would be required to be at least 20 feet tall along the primary street frontage, although mixed-use buildings would be 5-7 stories or taller. Parking would be located to the side or rear of the building, and buildings would be required to orient entrances toward important streets. Retail would be allowed at the ground floor of buildings.



At the terminus of Orchard street (north of Garden), view corridors may be maintained through lower height buildings. South of Franklin, highest intensity buildings may be north of 14th Street. On the north side of Franklin, and south of Garden, allowed residential densities could range from 60-80 dwelling units/acre. Buildings would be 4-5 stories tall.

North of Garden, allowed residential densities could range from 40 to 60 dwelling units/acre. Buildings would be 3-5 stories tall.



Along Franklin Boulevard at Agate Street (EmX) Station, high intensity residential and mixed use may be north of Franklin; institutional uses as described in the University of Oregon Campus Plan would occur on the south side.



### Urban General

This subarea is located to the north and south of Franklin Boulevard. It provides for medium-intensity commercial and residential mixed uses. Allowed residential densities could range from 24-40 dwelling units/acre. Buildings would be 1-4 stories tall. Residential types would include ownership and rental housing; primarily attached, including rowhouses, flats and live/work residential, although small cottage clusters would also meet the standards. Retail would be allowed at the ground floor of buildings.







**Transition Edge (north)**

This subarea is located along both sides of the Millrace where it is intended to provide a transition in building scale and massing near the Millrace to provide for greater light and air penetration.

Allowed residential densities could range from 12-24 dwelling units/ acre. Buildings would be 1-3 stories tall. Residential types would include ownership and rental housing; primarily attached, including rowhouses, flats and live/work residential, although small cottage clusters would also meet the standards. Retail would be allowed at the ground floor of buildings.





### Transition Edge (south)

This subarea is located along the north side of 15th Avenue and is intended to provide a transition in building and urban scale and massing from the Walnut Station Mixed Use Development Plan Area to the adjoining Fairmount Neighborhood.

Allowed residential densities could range from 12-24 dwelling units/acre. Buildings would be 1-3 stories tall. Residential types would include ownership and rental housing: primarily attached, including rowhouses, flats and live/work residential, although small cottage clusters would also meet the standards. Retail would be allowed at the ground floor of buildings.





### Urban Frontage 1

Retail would be allowed on the ground floor of any building within the Walnut Station Mixed-use District; however, buildings in the Urban Frontage 1 zone would be required to provide storefront design that could accommodate retail in the future, if retail wasn't viable at the time of construction.

### Urban Frontage 2

Retail would be allowed on the ground floor of any building within the Walnut Station Mixed-use District; however buildings in the Urban Frontage 2 zone would not be required to provide retail frontage. Buildings would be required to orient entrances toward important streets, and would be required to locate parking to the side or rear of the building.

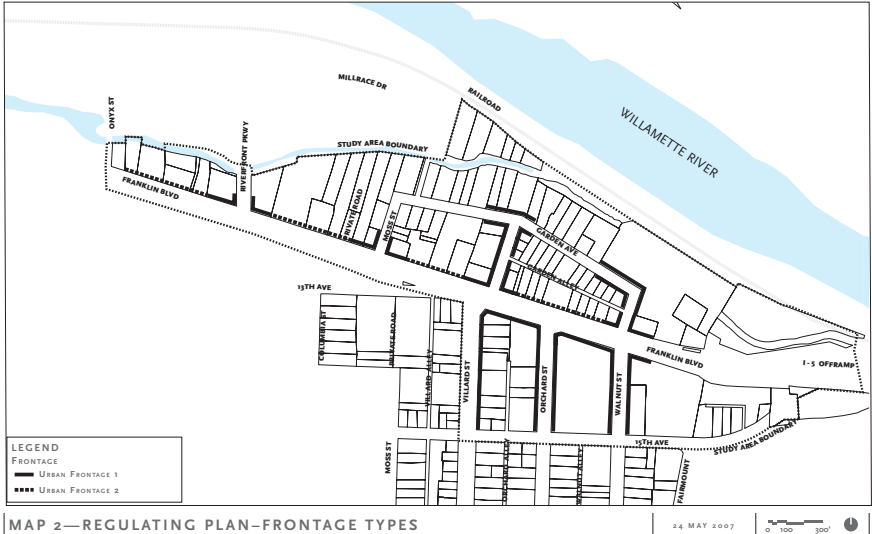
### Other Zones

#### Parks Recreation and Open Space

This subarea is located along the Millrace and is intended for development as parks, natural open spaces, and recreational parkways.

#### Natural Resource

This subarea is located along the Willamette River and is intended to leave land undeveloped as natural riparian habitat.



Urban Frontage 1 Examples

Urban Frontage 2 Examples