
Neighborhood Main Streets Project



Final Recommendations

June, 2012



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INTRODUCTION

This document presents Horizon Planning's recommendations for the *Neighborhood Main Streets Project*. Recommendations are divided into three main sections: The first addresses changes to the City's zoning code, describing what uses are allowed and proposing revised development standards. The second is recommendations for changes to the City's Transportation System Plan and transportation projects that the community can support through programs like Walk Safely Milwaukie. And finally, there are recommendations for economic development programs and assistance that the City and community can work together on to support existing businesses while encouraging new economic activity.

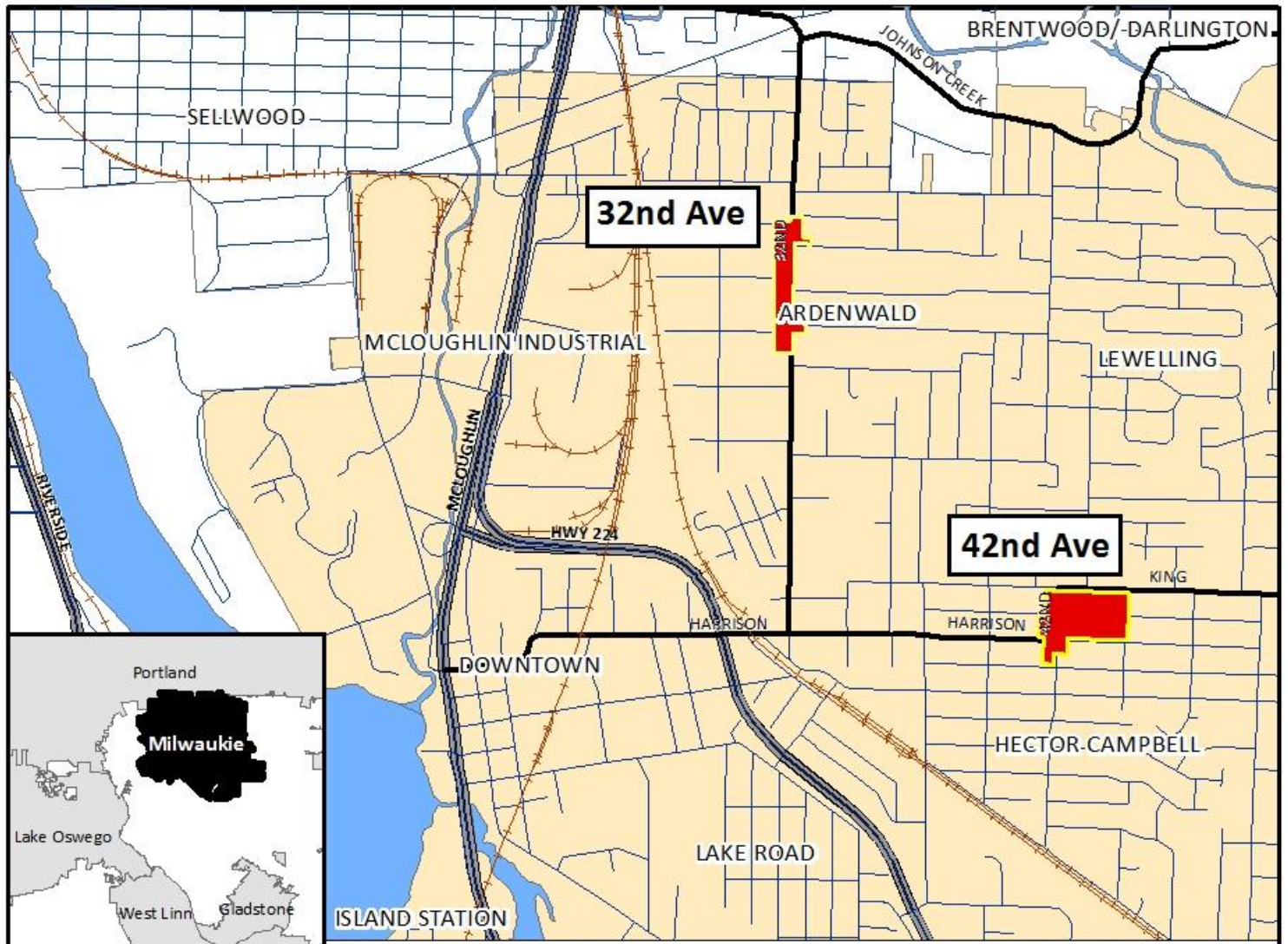
Each section is organized by recommendations, which correlate to the recommendations described in the Project's final report. Some recommendations, such as creating a new zone, are fairly complex, and are described by a series of strategies that contribute to the overall recommendation. Each recommendation and strategy has an explanation, a description of the rationale for the recommendation, and any remaining questions or considerations that may need to be addressed before the City can move forward.

The development of these recommendations and strategies was guided by the framework of the Community Vision Statement, which Horizon Planning developed through extensive outreach to the Milwaukie community. The recommendations were then shared with the public through email, twitter, and the city's website, plus with the 34 people who attended our Open House. Feedback from the Open House and through email was used to help prioritize the recommendations. This public input is captured in the rationale provided for recommendation and strategy.

From our priority recommendations, we have identified a few action items the City can implement with minimal time, cost and effort. We recommend the City take these actions as soon as possible:

1. Adopt new zoning controls for the 32nd and 42nd Ave. commercial areas (page 3)
2. Install better wayfinding signage at the 28th Ave. connection to the Springwater Corridor (page 39)
3. Install bicycle racks in the sidewalk zone at 42nd Ave. and Harrison and 42nd Ave. at Llewelyn (page 45)
4. Make community visioning report available for business and property owners (page 54)

Figure 1. Context Map



ZONING AND MUNICIPAL CODE RECOMMENDATIONS

Land use and urban design are two of the major tools for encouraging redevelopment in Milwaukie's neighborhood main streets. They dictate the kinds of businesses that can operate, what the buildings will look like, and how the street will feel to pedestrians, cyclist or drivers. Zoning and other development standards are a clear and powerful method for helping to shape the use and design of an area.

Through our public outreach, we have identified the aspects of the 32nd and 42nd Ave. commercial areas that are most important to the community now, and what they want to see change in the future. In this first section we present the three main recommendation areas for changes to Milwaukie's Municipal code.

1. Create a New Commercial Zone with neighborhood-serving Uses for the New Zone*
2. Establish Development Standards for the New Zone*
3. Expand the Spatial Extent of the New Zone*

* Highest priority recommendations

We believe that these recommendations and the strategies that accompany them will help achieve the community's vision for the neighborhood main streets. They also address complexities and inconsistencies in Milwaukie's current code that may pose additional barriers to new development.

PRIORITY RECOMMENDATION: CREATE A NEW COMMERCIAL ZONE

We recommend the creation of a new commercial zone that would apply specifically to the 32nd and 42nd Ave. commercial areas. Recommended uses and development standards for this new zone (described below) would apply to all new construction permitted after the adoption of the new zone.

We recommend that some variation of the following description be used as an “introduction” to this new commercial zone in the Milwaukie code:

The new commercial zone is established to support the “Neighborhood Main Street” commercial areas that are located within Milwaukie’s residential neighborhoods. This zone allows for a mix of small-scale retail, services, and offices, as well as some residential [uses]. The commercial uses meet everyday shopping and convenience needs for residents of immediate neighborhoods, while a few specialty retailers draw in customers from outside the neighborhood. The desired character of the zone is small-scale commercial that fits in well to the surrounding established residential neighborhoods. Tree-lined streets and attractive storefronts with minimal setbacks create a pleasant and safe pedestrian environment.

RATIONALE

This alternative is selected over two other alternatives: 1) adjusting uses permitted in the existing C-L and C-G zones and 2) adding an overlay to identify uses and design characteristics specific to the Neighborhood Main Streets. The content and land use outcomes would likely be the same regardless of which alternative is used; the main advantage of the recommended approach, creating a new zone, is that it simplifies the code, so that it is more clear and concise and thus performs better for both the public and for the city. Making changes to current C-L and C-G zones would impact the other areas of Milwaukie in those zones - something that this alternative avoids.

The 32nd and 42nd Ave. commercial areas currently have different commercial zoning, C-L and C-G respectively. But the areas are more alike than they are different. One of the main characteristics of these areas is that they are small commercial areas surrounded by residential neighborhoods, and thus have a different scale and identity than many of Milwaukie’s other larger commercial areas that are located on major arterials or highways and are not surrounded by residential uses. Additionally, when asked what uses they wanted to see in the future, residents identified uses that were almost identical in both areas. Also, people liked the idea of limiting the size and scale of commercial development in the future for both the areas.

Currently, the C-L and C-G zones do not have descriptions to set up the overall expectations for the zone. This, coupled with the different zoning applied to them, could lead to development that does not reflect the neighborhood setting that these commercial areas share. Providing a zone description is considered a “best practice,” and helps future developers to understand the overall intent and character of an area. This approach has already been used for Milwaukie’s

downtown zones as well as a few other City zones. The zone's purpose/description reflects the desired character for these two specific commercial areas.

REMAINING QUESTIONS & CONSIDERATIONS

1. The City will need to identify what to call the new zone. Using C-L or C-N would mean that it applies to other properties in the City, which may not be appropriate.
2. The City will need to decide what should be done with the remaining three C-L parcels. We suggest that the City combine them with the three scattered C-N lots in Milwaukie into one zone (potentially C-L). We see this as a way to simplify the Milwaukie code, as all of these have similar uses and similar scales (single lots). However this will require additional outreach to those business and property owners and surrounding residents.

STRATEGY: IDENTIFY NEIGHBORHOOD-SERVING USES FOR THE NEW ZONE

We recommend specific permitted, conditional and prohibited uses for the new zone, discussed on the following pages.

RATIONALE

The current permitted and conditional uses for the 32nd and 42nd Ave. commercial areas were identified by city staff at the beginning of this project as potential barriers to healthy commercial growth and development. For example, neighborhood-serving uses such as eating establishments are not currently permitted (conditionally or outright) within the 32nd Ave. commercial area. Conversely, on 42nd Ave. there are a number of businesses permitted that may not be appropriate for the neighborhood setting, such as automobile sales and marina.

Permitted Uses

Rationale for all permitted use recommendations are provided in Tables 1 and 2 on the following pages. In general, permitted uses represent uses that were the public's top priorities throughout the project.

Table 1. Permitted Uses, Rationale, and Remaining Questions

| Permitted Uses | Rationale | Remaining Questions |
|---------------------------------------|--|---|
| Mixed Use | There was mild interest in and support for mixed uses at the Workshop and the walking tour on 32nd Ave., and second floor housing received the highest number of priority stickers of all the more controversial use options at the Open House. People were also open to mixes of commercial and office, so the term mixed use is provided rather than “second floor housing.” | Should the City add a definition of mixed use to its definitions section, or simply use “second floor housing?” |
| Commercial Recreation | About 70% of our survey respondents wanted to see “fitness, health or wellness businesses”, some of which fall under the city’s definition of commercial recreation. Also, theaters and arcades were supported at the Workshop. And about 65% of survey respondents wanted to see arts, entertainment, and recreation uses. | It is unclear if commercial recreation includes theaters, which were supported by the public. |
| Eating establishment | Eating establishments were supported by more than 95% of our survey respondents, they were the top response for desired businesses during our community visioning Workshop, and a high priority for people who stopped by the Open House. | None |
| Financial institution | Favored overall in the survey and Workshop. | None |
| Offices | Favored overall in the survey and Workshop. | None |
| Personal and business services | 70% or more of our survey respondents wanted to see Fitness, health or wellness businesses, personal care services | None |
| Child care | Favored at the Open House, received no opposition | None |
| Retail Trade | About 80% of our survey respondents favored specialty retail and food stores, and retail was supported at the Workshop. | None |
| Repair, maintenance or service | Repair of goods that are allowed to be sold in the zone was favored overall in the survey and Workshop | None |
| Community Service Uses | Libraries and other community or public uses were widely supported in the survey, walking tour, and Workshop. | Clinics could be added to the definition of community service uses |
| Parks/Plazas/Open Space | Gatherings spaces and parks were favored in the survey, Workshop, and Open House. | None |

Table 2. Conditional Uses, Rationale and Remaining Questions

| Conditional Uses | Rationale | Remaining Questions |
|---|---|---|
| Single-family residential (detached) | The neighborhood setting and residential-commercial mix were noted as two of the top strengths for the 32nd Ave. commercial areas during the Visioning Workshop. Making residential uses conditional for future development gives priority to commercial expansion while recognizing the importance of the residential mix. | None |
| Townhouse (attached) | See above. In addition, increased residential density could help support expanded commercial development. | None |
| Multi-family residential | See above. In addition, increased residential density could help support expanded commercial development. | None |
| Senior and Retirement Housing | See above. | None |
| Automobile Service Station | Through our walking tours and Workshop we determined that people were supportive of existing auto services on both 32nd and 42nd Aves., such as the Harrison Mart and Luther Davis Auto Repair, but did not want to see more | None |
| Commercial School | This was neither supported strongly nor disliked at the Workshop. The major concern was that it would result in long term parking. | None |
| Drive-thru | Workshop participants were tolerant of existing drive-thrus on 42nd Ave., but did not think it was appropriate on 32nd Ave. | None |
| High Impact Commercial | High impact commercial received some support but did not fit as well with the overall character the community wanted for these areas. Some people wanted theaters, but opinions about drinking establishment were mixed. Hotels were not discussed. Noise was also a concern. | City could consider establishing conditions such as hours of operation. |
| Liquor/wine store | Wine stores were supported at the walking tour and Workshop, but liquor stores received negative reactions. | City could consider establishing conditions such as hours of operation. |
| Vehicle Repair | Through our walking tours and Workshop we determined that people disliked auto sales (which are not allowed in our proposal), but were supportive of existing auto services on both 32nd and 42nd, such as the Harrison Mart and Luther Davis Auto Repair. | None |
| Agricultural/horticultural | Agricultural uses were supported in the Workshop but were not top priority uses. | None |

Conditional Uses

Most of our conditional uses were so designated because we received mixed responses from the public, because they were favored for one commercial area but not the other, or because they did not fit perfectly within the overall character of the zone. The conditional use designation and the process that accompanies it was a way to protect existing uses that might fall into this category (instead of making them non-conforming), while giving the community some control and discretion over future proposed uses.

Prohibited Uses

We recommend that the following uses be prohibited:

- Adult Entertainment
- Vehicle Sales

Adult entertainment is currently the only prohibited use in both the C-L and C-G zone, and we determined early on that this was appropriate to carry forward. We did not ask about this use in any of our public outreach, though someone mentioned it on their own at the Workshop as a use they did not want to see. Automobile sales was the least favored use in the survey (more than 75% did not want to see it). This point was reiterated on the walking tours, in interviews, and in the Workshop, where it was the top response for not wanted uses. We expanded the prohibited uses to Vehicle sales, so as to include sale of similar products like boats, trailers, etc.

REMAINING QUESTIONS & CONSIDERATIONS

1. The City should reconsider its definition of drinking establishments. The city's current definition seems to include both bars, which the public was not in favor of at the Workshop and Open House, as well as pubs or brewpubs, which the public supported on the walking tours, Workshop and the Open House. Noise and impacts on residential areas was a concern for residents, as well as the safety of bar patrons leaving late at night. The City may not find it necessary to separate these uses, but could still address the community's resistance to bars through tools such as a limit on the operating hours of businesses.
2. The City could consider how it might address live-work spaces. We did not conduct any specific public outreach on this type of use, although mixed use, office, retail, and housing were all supported individually. This use could be considered mixed use within the City's definitions or defined separately.

STRATEGY: SUPPORT TEMPORARY EVENTS AND USES

Farmers markets, festivals, sidewalk sales, and other similar activities should be allowed in the new commercial zone. We also recommend that temporary uses be allowed to use the entire parking lot, as opposed to the current maximum of 10%.

RATIONALE

Temporary uses increase activity in the area and bring life to the neighborhood. Farmers markets were widely supported by residents and property owners at our walking tours, Workshop, and Open House.

The current temporary use approval criteria (Section 11.04.060) are adequate except #4, that no more than 10% of parking spaces can be displaced or occupied. This requirement would disallow farmers markets in underutilized parking lots, so we suggest removing this restriction for these areas.

REMAINING QUESTIONS & CONSIDERATIONS

1. Some permitting requirements and insurance costs may be prohibitive for community groups or small businesses that want to hold temporary events. While we have not identified specific solutions, the City could explore ways to bring down the costs of holding such events.
2. The City should consider establishing a public notice process for larger events like festivals and fairs to notify neighbors about possible impacts like increased traffic and noise.

PRIORITY RECOMMENDATION: ESTABLISH PEDESTRIAN-SCALE DEVELOPMENT STANDARDS

STRATEGY: RESTRICT SINGLE USE SIZE

We recommend that the City establish a limit on the size of any single commercial use for future development in the new zone, probably between 10,000 and 15,000 square feet. A single commercial building containing multiple commercial uses could be larger.

RATIONALE

Small scale commercial uses were categorized as a top “wanted” use during the Visioning Workshop activities, with 15,000 square feet listed most frequently as the maximum desired size. We determined that use size was more important than a maximum lot or building footprint: Maximum lot size is not especially relevant to these commercial areas, as the areas are largely built out and the scale is well established. In addition, we encourage uses like co-working spaces, which might use a large building but retain smaller individual uses.

REMAINING QUESTIONS & CONSIDERATIONS

1. The square footage range we have recommended is supported by the comments from the Workshop, but we believe the City should evaluate precise size limitations. See Table 3 for building size reference.

Table 3. Business size comparison

| Business | Square Footage |
|---------------------------------|----------------|
| Super Burrito | 2,400 |
| Milwaukie 7-Eleven | 2,700 |
| Applebee's (typical size) | 5,000 |
| Lisac's Stoves | 9,300 |
| Trader Joe's (typical size) | 10,000-15,000 |
| Walgreens (typical size) | 14,500 |
| Blue Awning Building (32nd Ave) | 15,000 |

Possible methods for implementation include:

- Limiting outright the maximum use size to about 10,000 or 15,000 square feet.
 - Pro: Maintains small scale of development in an easily-enforceable format
 - Con: Limits flexibility for different or innovating development in the future
- Require all future proposed uses above 10,000 square feet to follow a Type III Review process, similar to the process for conditional uses. A neighborhood meeting should also be required.
 - Pro: Gives the community some level of control over scale of future development
 - Con: Does not guarantee small scale uses
- Use a combination of the above methods - for example, anything over 10,000 square feet must go through a Type III process and anything over 15,000 or 20,000 square feet is prohibited.

STRATEGY: REQUIRE BUILDING ENTRANCES ORIENTED TO THE STREET

Every lot in the new zone shall abut a public street other than an alley for at least 35' feet (20 feet for condominium units). At least one primary entrance for buildings within the new zone shall face the neighborhood main street.

RATIONALE

This requirement carries over from the current C-L zone. We retained the standard and added to it because we felt that the main intent - to ensure that buildings and their entrances are oriented towards main public streets - is important to the desired character of neighborhood main streets. This was not discussed directly with the public, but there was public support for buildings that engage with the street and sidewalk, particularly on the walking tours.

REMAINING QUESTIONS & CONSIDERATIONS

None.

STRATEGY: REGULATE BUILDING HEIGHT

All buildings within the new commercial zone should be limited in height to 3 floors or 45 feet, the current limit for the C-L and C-G zones. The following additional regulations should also apply:

- All new commercial ground floor interior heights must be a minimum of 15 feet
- The building height restrictions do not apply to accessory structures

RATIONALE

Maximum building height standards promote compatible building scale and relationship to one another, and establish a consistent streetscape. Through our walking tours and visioning Workshop, we found that the community desires small scale development that fits in with the neighborhood, and people seemed satisfied with the height of existing buildings. Currently, the tallest building in the study areas is two stories, though the zoning allows three stories (or 45 feet). In addition, Open House participants responded positively to the recommendation of allowing a maximum of 3 floors. Thus we determined no change was needed to the height regulations in the immediate future.

REMAINING QUESTIONS & CONSIDERATIONS

1. There is an option in the current zoning code of increasing the height by one story for an additional 10% of landscaping that the city should consider changing. Though the incentive could be attractive to developers to increase square footage, the current tradeoff may not be appropriate for the neighborhood main streets: A greater percent of landscaped area could encourage or necessitate larger setbacks and is not necessarily compatible with the community desire for pedestrian-friendly design and building up to the street. Other bonus height incentives to consider are excluding the new zone from the option, or changing qualifications for the bonus to include mixed uses, minimizing parking, green roof, etc.
2. The City could consider height step-down requirements for commercial buildings next to low density residential uses. This option is discussed in “Transition Areas.”

3. The City could also consider basing the allowed height on the height of neighboring buildings. This standard would create more flexibility if attitudes towards development change in the future, and could lead to a gradual increase in intensity of development over time, allowing buildings to be one story taller than the tallest neighboring building. There should probably be an overall limit on how tall buildings can be under this standard.

STRATEGY: MINIMIZE BUILDING SETBACKS

Buildings are encouraged to build up to the sidewalk in the new commercial zone, with a maximum front setback of 5 feet from the “Front Yard Exception” point described in Subsection 19.501.2.A. Side and rear setbacks are discussed in the transitional area regulations (page 16).

RATIONALE

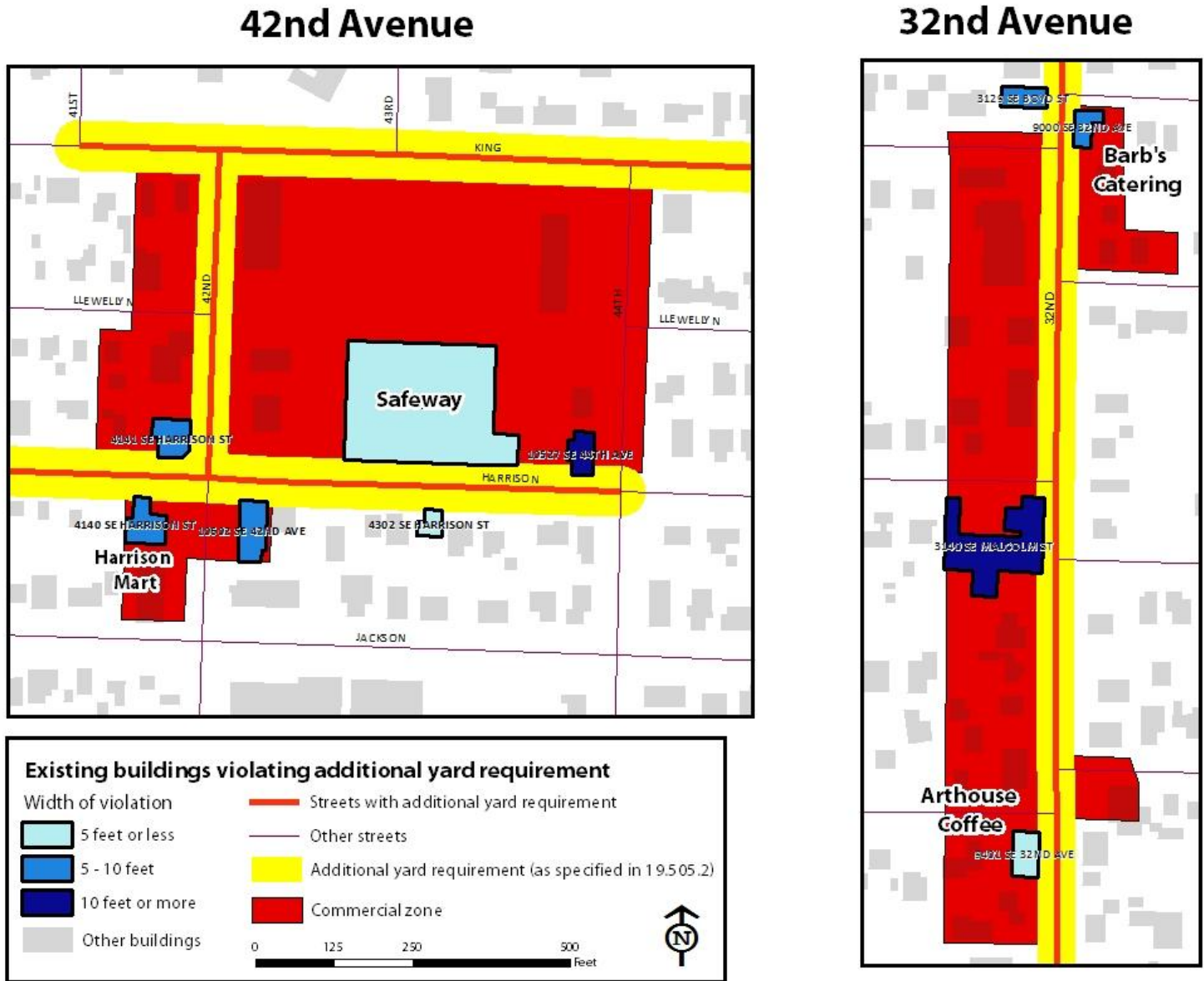
We had specific conversations on our walking tours about setback, and people clearly preferred commercial buildings that were built up to the side walk, such as the Art House Cafe on 32nd Ave., because it drew them in and encouraged them to look inside. Even more importantly, we heard numerous complaints on the walking tours, in the survey responses, and in the visioning Workshop about the dominance of asphalt, particularly in the 42nd Ave. commercial area.

As a result, we set the minimum setback at zero and the maximum at 5 feet from Front Yard Requirement point (not from the sidewalk). We felt that 5 feet would still allow for some limited uses like outdoor patio seating or merchandise display that could allow for increased activity on the street that might draw in potential customers without being overwhelming. This number is also based on calculations related to the Front Yard Exception discussed in “Remaining Questions” below.

REMAINING QUESTIONS & CONSIDERATIONS

1. The Front Yard Requirement described in Subsection 19.501.2.A is at odds with the goal of having small setbacks, and requires additional study and evaluation by the City. The requirement establishes a minimum distance from the center of right of way to the closest edge of a building to enable the City to purchase more right of way for future street

Figure 2. Existing Buildings that violate the Additional Front Yard Requirement

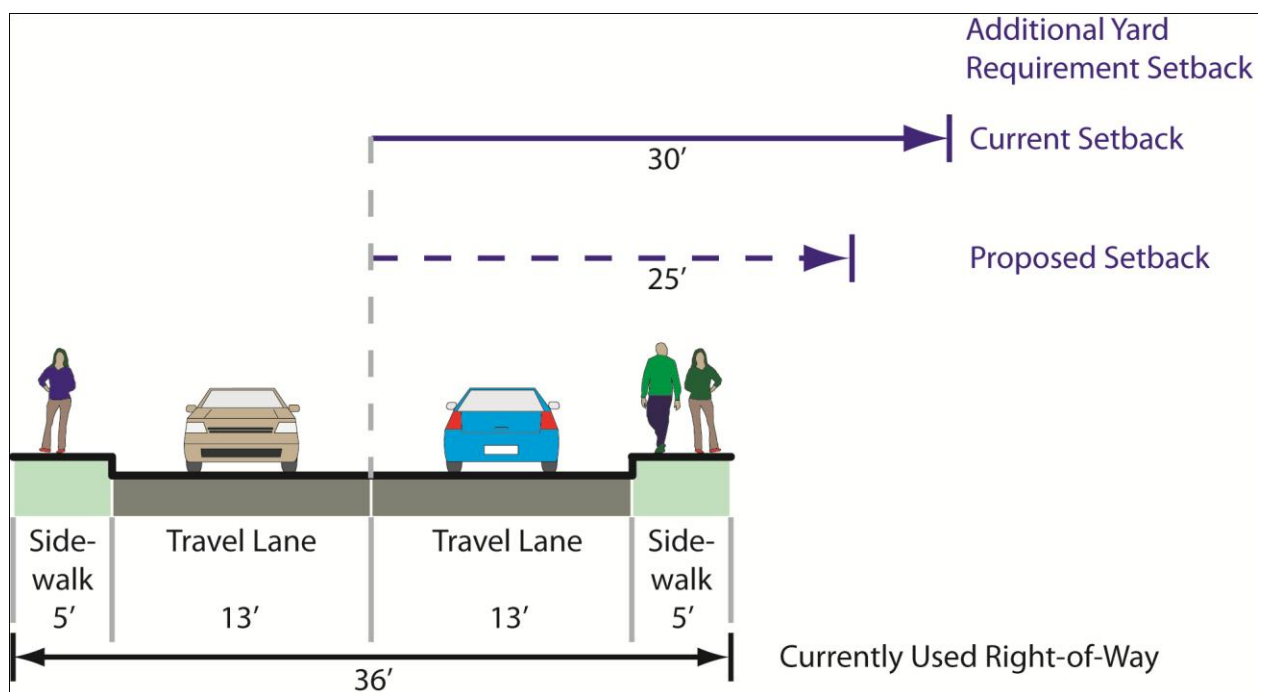


widening. The setback is currently 30 feet for the length of 32nd and 42nd Aves. within the neighborhood main street boundaries and 40 feet for King Rd. and Harrison St. Figure 2 on the previous page shows existing buildings that are within that requirement.

32nd Ave. Commercial Area

On 32nd Ave., the average right of way is 40 feet, but the total width of streets with current sidewalks is 36 feet. When the 30 foot additional yard requirement is added, this creates an actual minimum building setback for new development from the current sidewalk of 12 feet (see Figure 3 below). If our recommended 5 foot maximum setback was applied, then a building could potentially be 17 feet from the back edge of current sidewalks, which does not achieve the intent of the regulation.

Figure 3. Current Street Cross Section with Additional Yard Requirement



If the City believes that future street widening beyond the four feet it currently has in additional right of way is unlikely for 32nd Ave., then we recommend that the City consider getting rid of the 30 foot additional yard requirement completely for this commercial area and instead increasing the setback maximum to 10 feet from current sidewalks. This would still allow for some creative uses like sidewalk seating that we encourage.

However if future street widening is a possibility, we suggest that the Front Yard Requirement be reduced rather than eliminated on 32nd Ave. Reducing the Front Yard

Exception to 25 feet would mean that a building could potentially be set back a maximum of 12 feet from the current sidewalk and a minimum of 7 feet. If, as recommend in this document, the City prohibits parking in front of buildings, it is unlikely that a developer would use this full 12 foot setback unless to provide sidewalk seating or other similar amenities. A 25 foot front yard requirement also allows for potential future expansion of 32nd to include full width sidewalks on both sides of the street, on-street parking along the west side (which would act as a buffer) and a landscaped buffer on the east side.

42nd Ave. Commercial Area

42nd Ave. has an average right of way width of 52 feet, so the effective building setback with the existing 30 foot Front Yard Requirements would be a maximum of 4 feet from the current sidewalk on average. With our recommended 5 foot maximum setback, buildings could be set back between 4 and 9 feet from the current sidewalk, which is acceptable and thus the 30 foot front yard requirement does not need to be changed. In addition, as is shown in Figure 2, very few buildings within the 42nd Ave. commercial area currently violate the additional front yard requirement.

2. Side and rear setbacks are not recommended unless the lot is adjacent to residential uses, as described in transition area regulations (below). We have no recommended FAR or lot coverage regulations, as building size will be adequately limited by height standards, transition requirements, and the realities of loading, parking, and storage.

STRATEGY: ADOPT TRANSITION AREA REQUIRMENTS

We recommend the city adopt transition area requirements for commercial development or commercial storage yards adjacent to or facing properties zoned for residential uses.

Recommended Regulations

- Transition Area Screening: Commercial uses that abut or are adjacent to a residential use shall provide natural vegetation, landscaping, or fencing to the 6 foot level to screen lower-density residential uses from direct view across the open space

Regulations for Consideration

- Transitional building height step-down
- Transition area side and rear setbacks between 5 and 15 feet

RATIONALE

These additional requirements are intended to minimize impacts on lower-density residential uses. A major component of what people wanted in a neighborhood main street was for the commercial area to fit in well with the surrounding residential neighborhood - this was noted in comments on our walking tours, survey and visioning Workshop as something people liked about 32nd Ave. Noise from future expanded uses was also noted as a concern in the survey.

We see transitional setbacks, step-downs and screening as an important way to help these commercial uses to transition and blend into their neighborhood setting. This is especially important because we are recommending some uses such as eating establishments that could be higher impact than 32nd Ave. has had. Thus to ease concerns of neighboring residents, we believe screening to be very important.

REMAINING QUESTIONS & CONSIDERATIONS

1. We recommend that the City establish transitional area setback requirements of between 5 and 15 feet. However we have not determined the best way to achieve this, and recommend that the City look further into options for this.
2. The City could also consider adopting building height step-down requirements for commercial buildings adjacent to residential buildings or residential zones. For example, Washington County has transitional requirements stating that for any building or building section within twenty feet of another district with a lower height restriction, the height restriction of the adjacent district shall apply.¹ This could constrain development, particularly along 32nd Ave. where there are so many single family homes within the commercial zone. However, it could also help the area retain its neighborhood scale and encourage commercial edges that blend into the neighborhood.

¹ <http://www.co.washington.or.us/LUT/Divisions/CurrentPlanning/Code/community-development-code.cfm>, Section 419-1

STRATEGY: REQUIRE GROUND FLOOR WINDOW/DOOR COVERAGE

The city should establish a minimum of 25-50% of the ground floor of commercial buildings that must consist of openings, i.e. windows or doors. For walls abutting streets which do not have entrances, the coverage requirement should be reduced and may be replaced with a mural through the Milwaukie mural program.

RATIONALE

This strategy describes ground floor level features of interest to pedestrians in new zone. Minimum openings are not currently called out in either the C-L or C-G zones. However we heard many complaints in our walking tours and visioning Workshop about boarded up storefront windows and the unattractive blank back wall of the Safeway building, which some residents said made them uncomfortable and hurt adjacent properties (higher tenant turnover, etc.). In addition, on our walking tour people commented on how buildings with small setbacks and windows encouraged them to look inside and then to possibly go inside. For these reasons we believe that establishing a minimum window/door opening standard is important.

However we also recognize the limitations of this. For example, it isn't entirely feasible for the back wall of Safeway to be covered in windows as it is not a main entrance. Similarly, on our walking tour of 42nd Ave. we had a conversation about the new building in the King Road shopping center on the east side of 42nd Ave. at the intersection with King Rd. Those businesses have darkened windows facing 42nd Ave., but the business entrances are on the other side of the building, facing the parking lot. The darkened windows do not achieve an inviting or engaging effect for pedestrians walking by, since you cannot see what is behind them (most likely storage), and since the entrance is not visible at all.

For this reason we reduced the "opening" requirement to 15% for building faces that do not have an entrance, and encourage the replacement of windows with a mural through the Milwaukie Mural program currently being developed. A mural is likely to be livelier and eye-catching, creating the same effects as openings would but without requiring additional windows and/or entrances that the businesses would need to monitor.

REMAINING QUESTIONS & CONSIDERATIONS

1. We have not presented a clear recommendation of what an appropriate standard for the neighborhood main streets would be because this was not a point discussed specifically with the public. We recommend that the city look into this issue further. Downtown Milwaukie's standard for this is 50%, however this may not be entirely necessary or appropriate for the neighborhood setting. This could be reduced, perhaps 30% coverage, and building facades not facing a main street could get an additional reduction to perhaps 15% or more, particularly if a mural is painted.

STRATEGY: ENCOURAGE CREATIVE LANDSCAPING SOLUTIONS

We recommend that development within the new zone maintain a minimum of 15% of lot area required for landscaping, as currently specified for Milwaukie's C-L and C-G commercial zones. However, we recommend this standard be achievable through alternative methods such as courtyards, roof gardens, balconies, terraces, porches, planters, and any landscaping required for parking areas. The 15% standard could be reduced if such approaches are used.

All materials in the minimum required landscaped area shall be live plant material. Materials such as bark or river rock may be used only if approved as part of overall landscaping plan.

RATIONALE

In general, landscaping requirements are established to provide amenities and attractive pedestrian environment, and to help soften the effects of built and paved areas. The "greenness" of a neighborhood main street was very important to people who attended our walking tours and Workshops. For 32nd Ave., people repeatedly identified the lush and mature trees as a strength of the commercial area. Conversely, the lack of green trees and plant life was identified as a weakness for the 42nd Ave. commercial area, with some participants saying it was a major reason for not walking to or even going to the area.

The current minimum requirement for landscaping in the C-L and C-G zones is 15% of lot area. We felt that excessive landscaping requirements would not achieve what the community was describing to us, as it might result in developers putting it in the back of the lot which would not

achieve the vision for the areas. For that reason we identified a number of alternative ways that the requirement could be met which address those concerns, which were received favorably at the Open House.

REMAINING QUESTIONS & CONSIDERATIONS

1. The City will need to devise a method for calculating the 15% lot requirement when using alternative landscaping methods like balconies and hanging baskets. It is possible that having a percentage standard may not be appropriate in such cases.

STRATEGY: ADJUST PARKING REQUIREMENTS

We recommend that all uses within the new zone have no minimum number of parking spaces required. This replaces the 50% minimum reduction currently called out in Subsection 19.605. The maximum number of parking spaces should stay the same as they currently are in Subsection 19.605. In addition, no off-street parking should be permitted in the front of commercial buildings. Shared parking is permitted, as described in Subsection 19.605.4.

We also recommend that the city maintain its bicycle parking standards for new development laid out in Subsection 19.609. Capital project and program incentive ideas to help provide additional bicycle parking for existing businesses are described in the transportation and economic development sections (pages 45 and 50).

RATIONALE

The commercial areas along 32nd and 42nd Aves. are currently entitled to an outright reduction in parking spaces of up to 50% of minimums. Since one key feature of a neighborhood main street is that it is pedestrian-friendly and encourage neighboring residents to walk, we decided to reduce this to zero. And developers should not be forced to build a minimum amount of parking, but should be allowed to build parking if they feel the market requires it. In addition, we heard numerous complaints on our walking tours about the prevalence of asphalt from front parking lots. Prohibiting front parking lots will bring buildings closer to the sidewalk and help pedestrians to engage more with businesses.

We felt that the City's shared parking requirements worked to the same goal and vision for neighborhood commercial areas, by potentially reducing parking. This is especially the case for 42nd Ave., where the Safeway has ample parking available and the public complained that the lot dominates the character and look of the area, discouraging pedestrian activity.

Finally, bicycle parking is an important amenity to attract customers to a commercial area. Currently there is no bicycle parking in the 32nd Ave. commercial area, and only limited parking in the 42nd Ave. commercial area, all within the Safeway development. The need for bike parking was noted by walking tour participants. And at the Open House, one woman who is involved in the Milwaukie co-op noted that bicycle parking was necessary if the co-op was to grow and establish itself in a commercial building.

We feel that the City's bicycle parking standards for new development are adequate, and provide ideas for adding bicycle parking to existing businesses in the transportation and economic development sections of this report (pages 45 and 50).

REMAINING QUESTIONS & CONSIDERATIONS

1. If required parking is minimized, it is possible that it could at times spill into the intersecting residential streets. Participants on both of our walking tours mentioned that those neighboring residents might be very resistant to people parking in front of their homes. The City should consider this sentiment, and can consider reaching out to those residents if the parking standards are changed.

STRATEGY: UTILIZE FEE-IN-LIEU OF TRANSPORTATION FACILITY REQUIREMENTS

We recommend that all development within new zone be assessed the fee-in-lieu of the Transportation Facility Requirements laid out in Subsection 19.700. These fees should be put towards transportation capital improvement projects described in the following section.

RATIONALE

Though we appreciate the aim of the standards set out in the current Transportation Facilities Requirements section of the code, we worried that if they were applied to infill or new

construction on 32nd or 42nd Ave. it could have a net negative impact. For example, widening sidewalks and adding a vegetative buffer with trees to one lot along an existing street would result in an inconsistent patchwork quality of the sidewalk, and cause discontinuity of movement for pedestrians along a sidewalk.

Thus we recommend that for the neighborhood main streets the city collect a fee-in-lieu which can be combined and (eventually) used for more comprehensive street scape projects, such as widening sidewalks and adding a buffer along the 32nd Ave. commercial area, or providing sidewalk infill to streets that connect to the commercial area. These options are discussed more in “Remaining Questions” below.

REMAINING QUESTIONS & CONSIDERATIONS

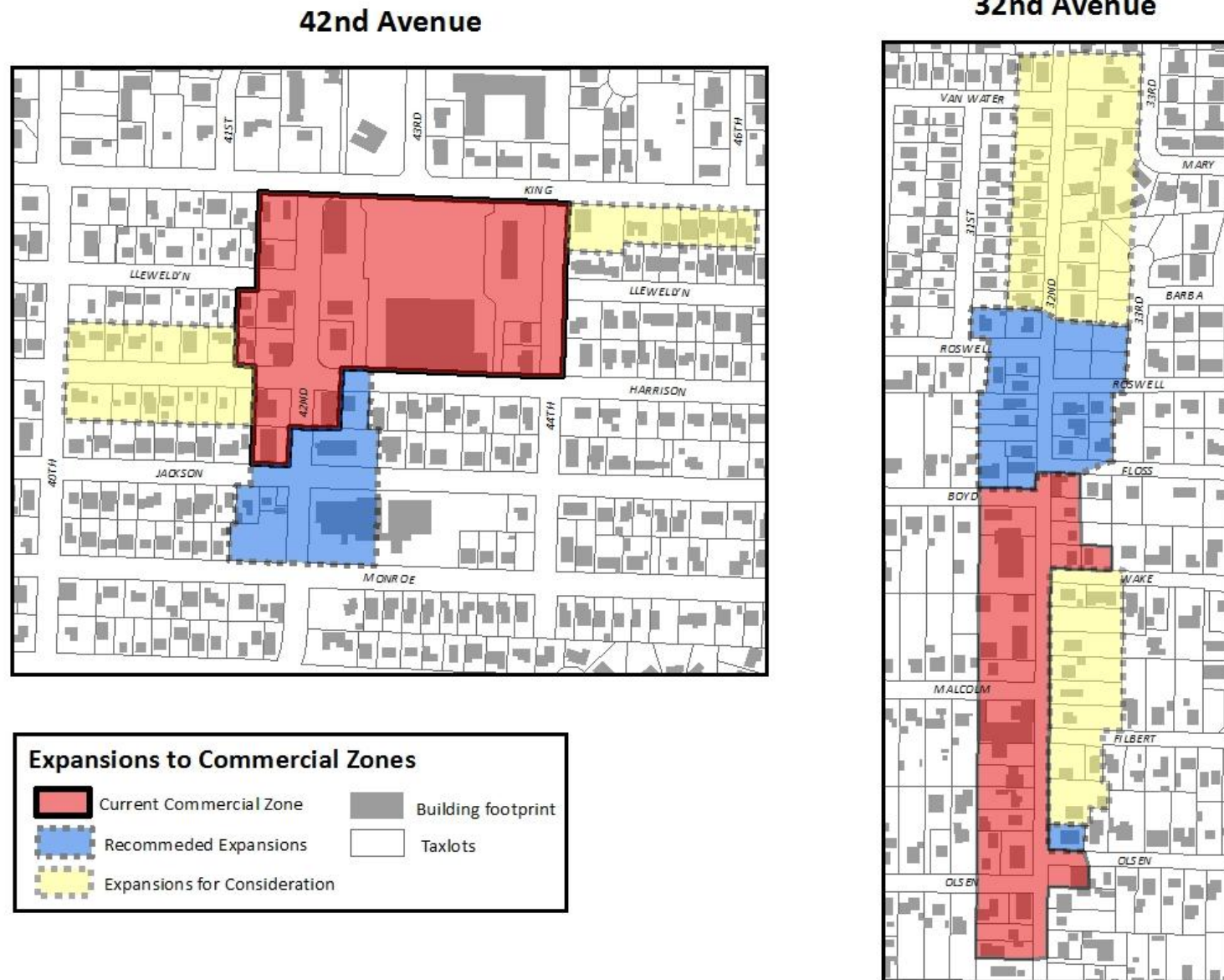
1. The City will need to work with public works and look into the legality of this approach.
2. The City will also need to clearly identify what the fee revenue would be used for. We heard some concern from property owners that there should be accountability for how fees are used in these cases. It could be kept for much longer-term improvements such as widening the street to accommodate on street parking. Alternatively it could be used for shorter-term and less expensive improvements such as striping buffers on the street next to the curb, for which there is room in the current right of way. It could even be allocated for Walk Safely Milwaukie projects within the commercial areas.

PRIORITY RECOMMENDATION: EXPAND THE SPATIAL EXTENT OF THE NEW ZONE

In addition to including the two existing commercial areas within the new zone (the current C-L zone along 32nd Ave. and the current C-G zone along 42nd Ave. at King Rd.), we recommend that the zone be expanded. Figure 4 on the following page shows the boundaries of the recommended expansions.²

² The owner of the properties on the southeast corner of 32nd Ave. and Floss St. attending our Workshop and Open House, and expressed concern that the front half of his properties are zoned commercial while the back half are zoned residential. If the City moves forward with rezoning, the property owner would like to have the entire lots zoned commercially.

Figure 4. Proposed Zone Expansions



Recommended Expansions

- Properties on 42nd Ave. between Harrison St. and Monroe St.
- Properties on 32nd Ave. between Floss and Roswell St.
- Property on 32nd Ave. at Olsen

Expansions for Consideration

- North on 32nd Ave. to Van Water
- East side of 32nd Ave. between Olsen and Floss St.
- King Rd. to the east of 44th Ave.
- Along Harrison St. west of 42nd Ave.

RATIONALE

The physical dimensions of our proposed zone expansions are based in part on an analysis of development potential for parcels in and around the study areas. This analysis was based on the building to land value ratio, and the results are shown on Figure 5 on the following page.

Recommended Expansions:

Properties on 42nd between Harrison St. and Monroe St.

Expanding the zone on 42nd will allow temporary commercial uses (food carts, farmers markets, and fairs) in the church parking lot on Monroe and 42nd. Under the current residential zoning, those types of activities are prohibited. A few business and property owners within the 42nd Ave. commercial area expressed interest in expanding the commercial zone to help solidify the area as a commercial hub. The proliferation of home businesses already operating in and around the 42nd Ave. commercial area is another reason to support the expansion - commercial activity itself has already expanded outside the official commercial zone boundaries.

Discussion at the public Workshop supported expanding the zone on 42nd to Monroe. The option of expanding the zone was also presented to the public at the Open House in May, and received one of the highest numbers of “priority” stickers of any recommendation, both for 32nd and 42nd Aves. This was supported by residents as well as business and property owners.

Figure 5. Map of Development Potential



Properties on 32nd between Floss and Roswell

There are four vacant lots at 32nd Ave. and Roswell St. (about 30,000 square feet) that represent the only vacant land in either commercial area. This corner site also represents a good potential business location, as Roswell has complete sidewalks east of 32nd leading to Ardenwald Elementary, meaning there is fairly high foot and automobile traffic. Having businesses on all four corners of an intersection contributes to an active main street, but currently this does not occur anywhere along the 32nd Ave. commercial area.

In addition, members of Horizon Planning spoke with the property owner, who expressed interest in possibly selling the lots. If the City wants to support new commercial development in the area, we believe that changing the zoning on this property is important now, before the properties are bought and built as they are currently zoned and platted.

Property on 32nd at Olsen

As mentioned previously, having commercial activity on all four corners of key intersections can help highlight nodes of a small commercial area. Currently, the corner of Olsen is the closest to this, as it has businesses on three corners currently. Expanding the commercial zone to properties on the corners would make 4-corner retail/ commercial possible in the future.

Expansions for Consideration:

East side of 32nd Ave. between Olsen and Floss St.

When the 32nd Ave. commercial area has become stronger and demand has outgrown existing commercially-zoned lots, a logical place for commercial expansion would be the east side of 32nd Ave. This would create a balanced corridor feel for the area, and is desirable for maintaining cohesion.

North on 32nd Ave. to Van Water

A few project participants expressed interest in connecting the 32nd Ave. commercial area to the commercially-zoned lots at 32nd and Van Water. However, it is not clear if this would help support the commercial area at this time, as there are already vacancies.

King Rd. east of 44th Ave.

There are already a number of businesses that exist outside of the 42nd Ave. commercial area, east on King Rd. Expanding the zone to encompass these businesses is an option if commercial development pressure rises in the future.

Along Harrison St. west of 42nd Ave.

As with the previous option, a number of businesses already exist along Harrison outside of the 42nd Ave. commercial area. Harrison is also a collector, and high traffic volume could help support growing commercial uses. Business and property owners from the area suggested that expanding the zone to encompass these businesses could help attract additional businesses such as restaurants to the area.

REMAINING QUESTIONS & CONSIDERATIONS

1. The recommended alternative will require additional targeted outreach to business and property owners within the expansion areas.
2. The “Expansions for Consideration” are presented as options for zone expansion farther in the future. These represent suggestions made by just a few people, mostly for business purposes. We do not think these expansions are critical or urgent, but wanted to point them out because they were identified by some members of the public, and expansion on 32nd would enhance the commercial corridor when development pressure arises.
3. The City will need to decide how the Safeway building or site should be treated. The site could be excluded from the new zoning (it would stay as C-G). If excluded, future redevelopment of the site would not be subject to pedestrian-scale design standards. If included in the new zone, which prohibits uses as large as Safeway (which is over 40,000 square feet), then Safeway would become nonconforming and would never be allowed to be rebuilt as the same size. The community likes Safeway, but they want to limit additional large scale uses. We think Safeway or another grocery use on that site should be allowed, at its current size. Thus an exception to the size limit rule should be made for this building within the new zone.

Another consideration for the long term is the parking lot in front of Safeway. If exempt from these standards or not included in the new zone, any redevelopment that would occur would not be subject to pedestrian-scale development standards. In the long term, we see the possible extension of Llewelyn St. through to 44th and redevelopment of the parking lot into a commercial or mixed use strip built up to the sidewalk. The new zone and all development standards should apply to this property in order to ensure development with the neighborhood main street character rather than auto-oriented development.

TRANSPORTATION CAPITAL

IMPROVEMENTS RECOMMENDATIONS

While land use and urban design are important tools to help shape commercial character for Milwaukie's neighborhood main streets, transportation access is essential to connecting nearby residents with the businesses and amenities the areas provide. This point was reiterated by members of the public throughout the project's outreach, and is captured in the Community Vision Statement goal of Safe, Accessible Streets.

The following capital improvement recommendations reflect the community's goals, and address issues of traffic calming, connections, and parking.

1. Make sidewalks on the neighborhood main streets safer and more comfortable*
2. Improve connections to surrounding neighborhoods*
3. Improve pedestrian crossings at key intersections
4. Add bicycle parking on the neighborhood main streets
5. Improve on-street parking

* Highest priority recommendations

It should be noted that these recommendations have not been presented to or discussed with the City's public works or engineering departments. The City will need to do so before it can move forward with any of the recommended capital improvements.

PRIORITY RECOMMENDATION:
MAKE SIDEWALKS ON THE NEIGHBORHOOD MAIN STREETS SAFER AND MORE COMFORTABLE

STRATEGY: CREATE A BUFFER BETWEEN PEDESTRIANS AND AUTOMOBILES ALONG 32ND AVE.

In order to create a more inviting pedestrian environment on 32nd Ave., we suggest that the City consider creating a buffer between auto traffic and the sidewalk.

Recommended Options

- 2 foot buffer with striping or temporary concrete planter boxes
- Corner bulb-outs

Other Options for Consideration

- Reconstruct street using the full 40 foot right-of-way, adding 6 foot sidewalks with a 3 foot planted buffer
- Obtain more right-of-way and reconstruct street, expanding it to 50', adding wide sidewalks with a planted buffer on one side and on-street parking on the other side

RATIONALE

Participants on the walking tour said that walking on 32nd Ave. was uncomfortable because of the narrow sidewalks (currently 5 feet) and being close to heavy traffic. Similarly, 30% of survey respondents indicated that they do not walk or bike to the commercial areas because the amount of car traffic makes them uncomfortable, and Workshop participants indicated busy traffic as a top weakness of 32nd Ave. Residents from Hillside Manor noted the sidewalks on 32nd Ave. are not wheelchair accessible because of their narrow width and insufficient curb cuts. And finally, although the street is classified as a “shared street,” meaning that it shares space with autos and bicycles, walking tour participants indicated that the street was too narrow for autos to comfortably pass cyclists.

Creating a physical barrier between traffic and the existing sidewalk will improve comfort levels for pedestrians. Our recommended option of a two-foot striped buffer would be the simplest, least expensive, and easiest to implement option, and would narrow travel lanes from 13 feet to 11 feet³ (see Figure 7 below) Concrete planter boxes in the striped area are another buffering option used in New York City. They can provide additional greenery to the street, and can be easily removed if the city decides to implement a different long term solution, such as those described on the following pages.

³ As a collector and transit route, the absolute minimum lane width as described in Section 19.708.2 is 10 feet. However, the City may not want to decrease width to 10 feet due to the presence of buses and emergency vehicles.

Figure 6. Current Street Cross Section

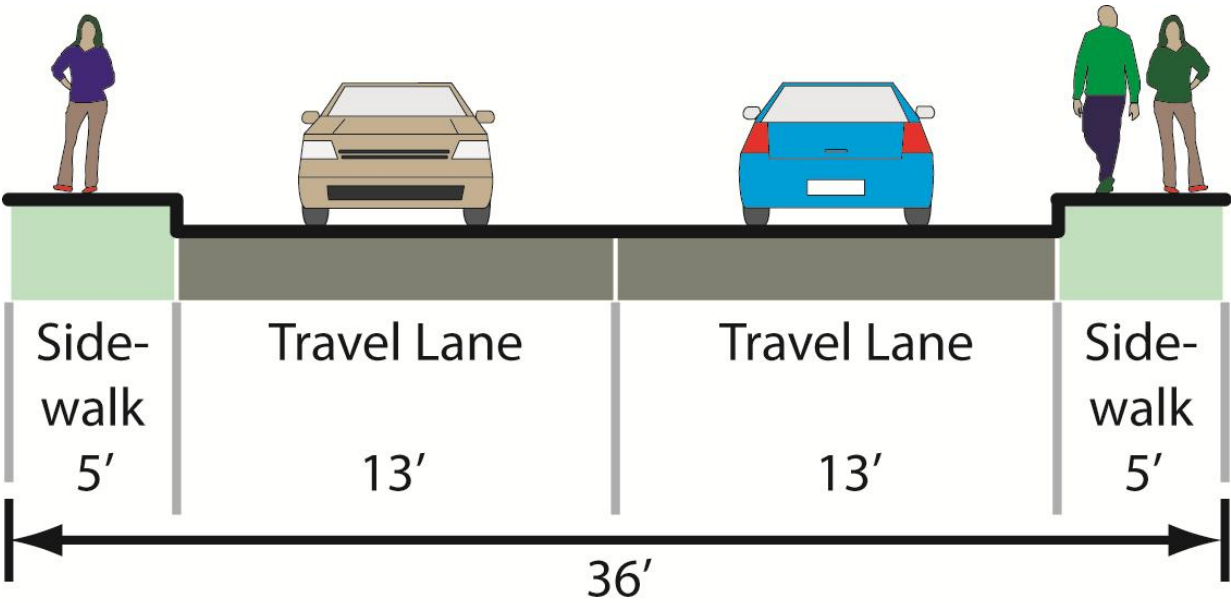
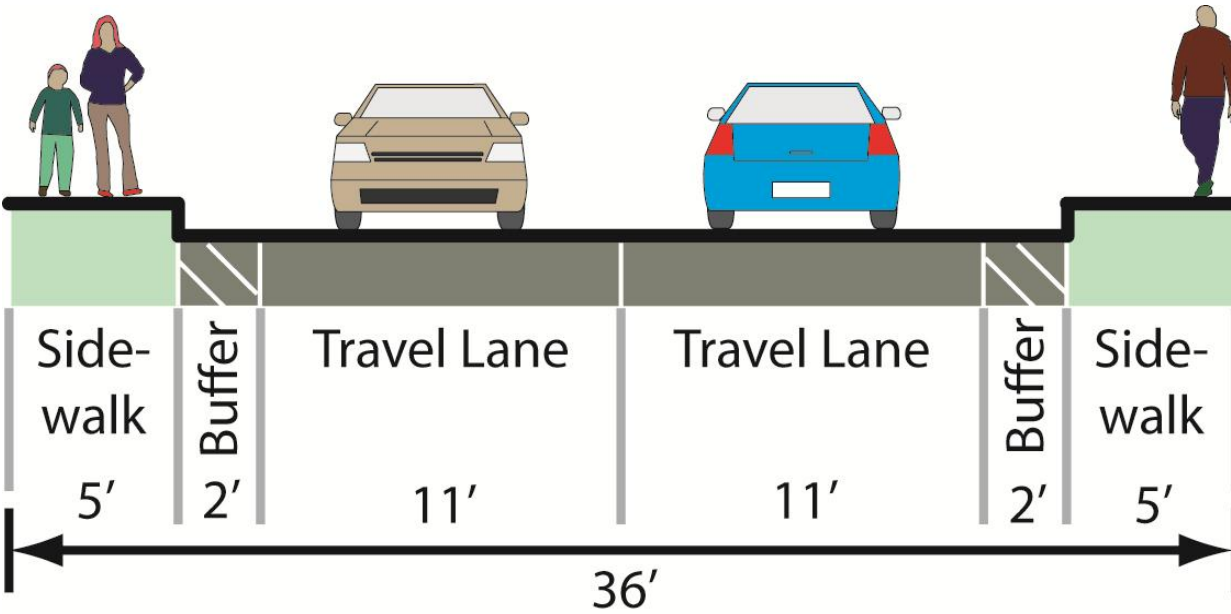
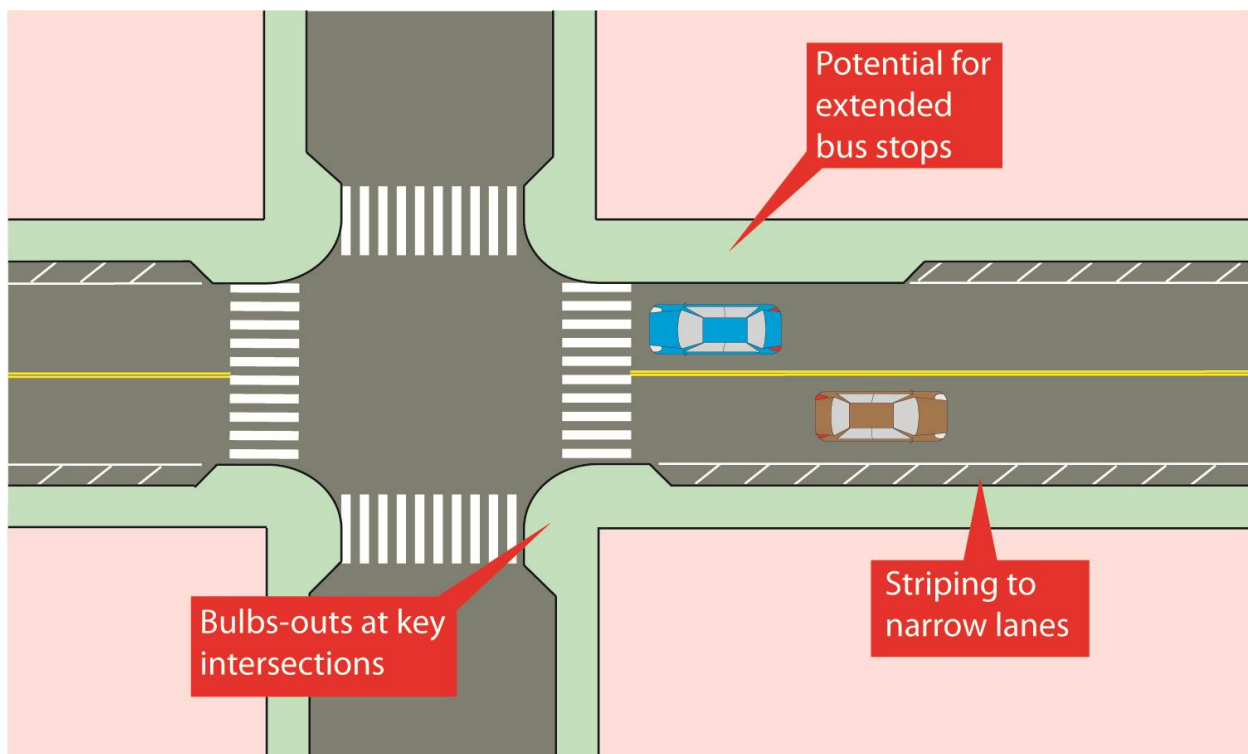


Figure 7. Cross Section with Potential Striped Buffer Solution



An additional option is to augment street striping with corner bulb-outs at the key intersections described in the “Pedestrian crossings” recommendation later in this section (page 40). Bulb-outs improve pedestrian visibility and decrease crossing distance at important intersections. This can also help to calm traffic along the busy street. Possible configurations are shown in Figure 8 below.

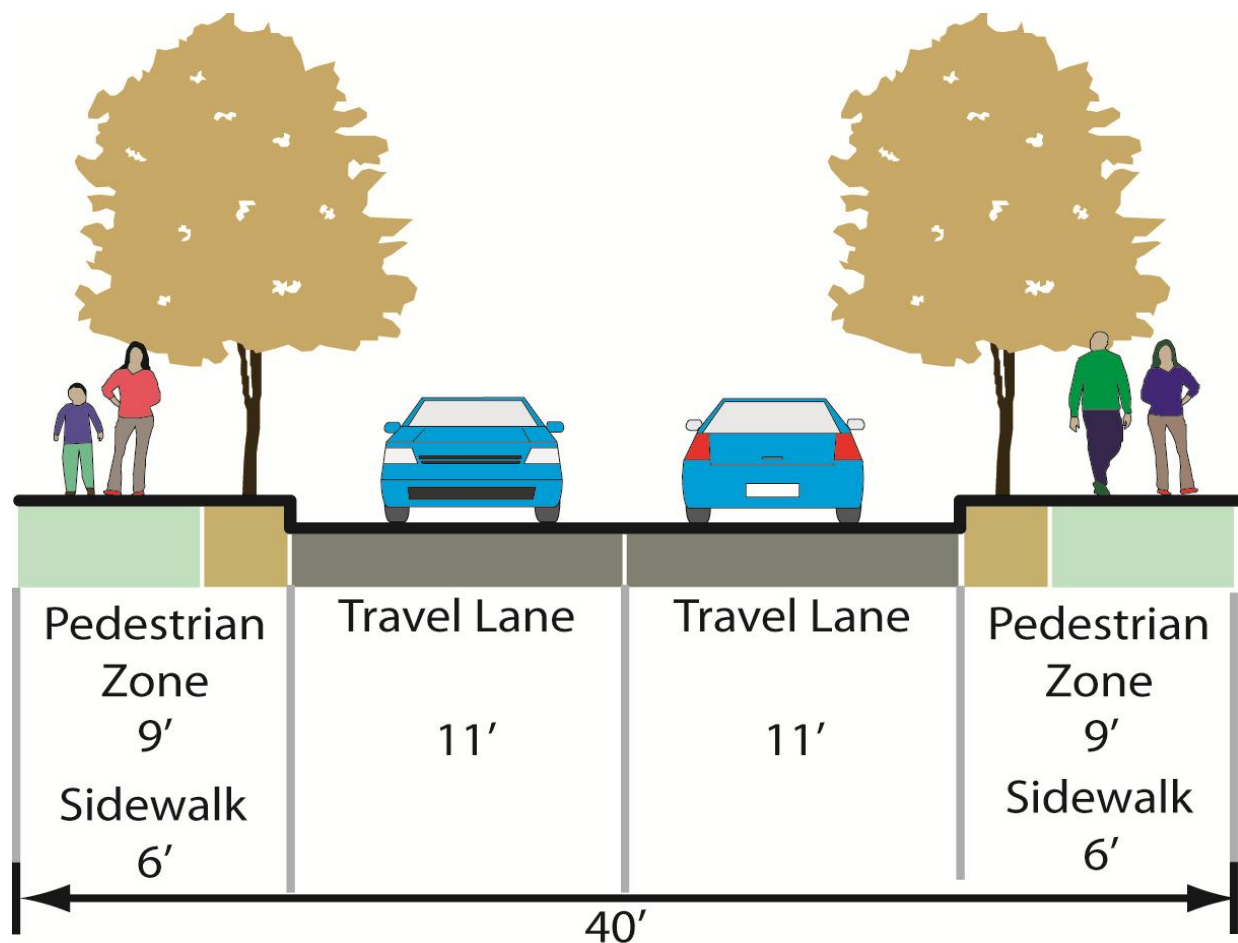
Figure 8. Diagram of Potential Striping and Bulb-out Options



The recommended option can be achieved without major structural changes to the street or sidewalk. However, the impact of this recommendation on pedestrian safety and comfort will be limited. We do not think this solution by itself will create a completely adequate “main street” pedestrian environment in the long term, as wider sidewalks are crucial to creating a vital pedestrian realm and strong main street feel on 32nd Ave.

While we realize the expense is great, we provide the following additional options that would allow for widened sidewalks: The first is to reconstruct the street, narrowing the travel lanes, widening existing sidewalks and adding a buffer. This could be accomplished within the City’s existing 40 foot right of way; however it would require taking the two feet of right of way currently used as residents’ front yards on each side of the street. This option is shown in Figure 9 on the following page.

Figure 9. Cross Section of Potential Long-term Street Configuration



A final option is to reconstruct the street to provide both widened sidewalks and on-street parking. The current street and sidewalk width is about 36 feet, which does not allow for on street parking. If the city were to obtain more right of way, as discussed in the zoning “Setbacks” strategy (page 13), then the street could be completely reconfigured to include travel lanes, on-street parking, wide sidewalks and buffers. However this approach is by far the most expensive and difficult to implement. In addition, the community indicated that the parking supply is not currently an issue on 32nd Ave. as most businesses have front parking lots.

REMAINING QUESTIONS & CONSIDERATIONS

1. If the City believes that a temporary, low-impact buffering options such as striping or planter boxes is an appropriate and possible strategy, the City will need to discuss the option with the public works and engineering departments. The City will also need to vet

the specific strategy used with the public, as our outreach addressed the buffering option generally and not specifically.

2. If the City chooses a buffering option this will narrow the lane width, which would also declassify the street as shared. If this approach is taken, we recommend that the city develop 29th Ave. into a low stress bicycle route for the entire length between Springwater corridor trail and Harrison St., so that cyclists don't need to switch back and forth from 29th to 32nd Ave. See the "Connections" map and explanation in the following recommendation.
3. Our recommended option utilizes the current average right of way of 36 feet for the 32nd Ave. commercial area. However, as discussed in the zoning recommendation on "Setbacks" (page 13), the City has established Additional Yard Requirements to allow them to obtain additional right of way in the future. The likelihood of this should be taken into consideration before deciding on a buffering approach.

**PRIORITY RECOMMENDATION:
IMPROVE CONNECTIONS TO THE SURROUNDING NEIGHBORHOOD**

Table 4. Summary of Recommended Projects

| Project | Current TSP Priority | Estimated Cost in TSP |
|--|-----------------------------|------------------------------|
| STRATEGY: SIDEWALK INFILL | | |
| 43rd Avenue (Covell St. to King Rd.) | Low | \$550,000 |
| King Road (32nd Ave. to 40th Ave.) | --- | Unknown |
| Harrison Street (42nd Ave. to Home Ave.) | --- | Unknown |
| STRATEGY: BICYCLE IMPROVEMENTS | | |
| Harvey Street / 29th Avenue / 40th Avenue Bicycle Boulevard | High | \$200,000 |
| Monroe Street Bicycle Boulevard | High | \$300,000 |
| Harrison Street (42nd Ave. to Downtown Milwaukie) Bicycle Lane | Low | \$13,000 |
| 43rd Avenue (Covell St. to King Rd.) Bicycle Lane | Low | \$1,014,000 |
| STRATEGY: PATHWAY CONNECTIONS | | |
| 29th Avenue - C Street pathway | --- | Unknown |
| 28th Avenue - Springwater Corridor Trail connection improvement | --- | Unknown |

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STRATEGY: SIDEWALK INFILL

We recommend that the City prioritize sidewalk infill for the following street segments:

- 43rd Avenue (Covell St. to King Rd.)
- King Road (32nd Ave. to 40th Ave.)
- Harrison Street (42nd Ave. to Home Ave.)

RATIONALE

The condition of the pedestrian network is a major deterrent to residents who wish to walk and bike to the 32nd and 42nd Ave. commercial areas. Half of our survey respondents indicated that incomplete and damaged sidewalks were a significant reason they do not walk or bike to the commercial areas. The area lacks sidewalks throughout the majority of the network, and the fragmented street network was identified in the walking tour as confusing to people, especially those from outside the neighborhood.

43rd Avenue (Covell St. to King Rd)

Sidewalk infill on 43rd Ave., between King Rd. and Covell St. would create a safe connection between the 42nd and 32nd Av. commercial areas, as Olsen St., which connects to 32nd Ave., is already equipped with sidewalks. This is our highest priority recommendation for pedestrian connection improvements. This street has relatively high volumes of traffic, providing a direct and vital connection for neighbors accessing the site from the northeast. However the street has no pedestrian amenities, and participants in our walking tours and our survey said they felt unsafe walking on this corridor, and that there are few alternatives available.

If funding is limited, sidewalks on the east side of the street should be prioritized, as it offers a greater number of connections to the neighborhood, with sidewalks on both sides recommended for the long term.

King Road (32nd Ave. to 40th Ave)

Hillside Manor and Hillside Park, Clackamas County Housing Authority properties, are located immediately south of the 32nd Ave. area and west of the 42nd Ave. area and are within walking distance (1/2 mile) of both commercial areas. We believe the properties should be a strong focal point for improving connections.

Residents of Hillside Manor expressed that the lack of sidewalks on King Rd. was a strong deterrent for walking to 42nd Avenue, as this is the most direct route. A particular area of concern is the “jog” at 34th Ave. from King Rd. to Llewellyn St. (see map), which is narrow, and a “blind” area for approaching autos. In the short term, a sidewalk or pedestrian path at this corner, similar to the new Home Ave. path, would improve this connection. For the long term, we recommend complete sidewalk infill on King Rd. from 32nd Ave. to 40th Ave.

Harrison Street (42nd Ave. to Home Ave)

Harrison St. is another important connector to the 42nd Ave. commercial area. Sidewalks are provided on both sides of the street, east of 42nd Ave., with gaps between 44th Ave. and Home Ave.

In the short term, we recommend sidewalk infill between 44th Ave. and 47th on the north side of Harrison St., which would provide a solid pedestrian connection from the 42nd Ave. commercial area to Home Ave., which is a north/south connector east of the site. In the long term, we recommend sidewalk infill on both sides of Harrison St. from 42nd Ave. to Home Ave.

REMAINING QUESTIONS & CONSIDERATIONS

None.

STRATEGY: BICYCLE IMPROVEMENTS

We recommend that the City prioritize the following bicycle improvements:

- Harvey Street / 29th Avenue / 40th Avenue Bike Boulevard
- Monroe Street Bike Boulevard
- Harrison Street (42nd Ave. to Downtown Milwaukie) Bike Lane
- 43rd Avenue (Covell St. to King Rd.) Bike Lane

RATIONALE

Harvey Street / 29th Avenue / 40th Avenue Bicycle Boulevard

This bike route provides a low-stress alternative for cyclists uncomfortable travelling along busier, parallel streets: 29th is an alternative to 32nd Ave., Harvey St. is a low-traffic east/west route, and 40th Ave. is an alternative to the busier 43rd Ave. Although signage has been installed on these routes, “sharrows” would greatly increase their visibility. This is especially important as the route turns and meanders at several points. The majority of the route carries low volumes of auto traffic, but traffic calming on some higher traffic segments, such as 40th Ave. north of King Rd. would improve safety and comfort level for cyclists.

Monroe Street (Downtown Milwaukie to Linwood Ave) Bicycle Boulevard

Monroe St. is a vital connector to the 42nd Ave. commercial area from areas south of the site. Currently, the street is inhospitable for cyclists and pedestrians with high traffic flows, narrow travel lanes and no sidewalks. The city has identified Monroe St. as a bike boulevard, and improvements to calm and discourage through traffic on Monroe St. will improve conditions for cyclists and pedestrians. Treatments may include speed humps, traffic diverters, and chicanes. Bicycle Boulevard treatments on Monroe will slow and divert traffic on this major east/west collector, improving safety for bikes and pedestrians.

A major concern for bicycle traffic is lack of visibility of the bike network. Signage is provided on the major bikeways, but painting “sharrows” or similar pavement markings would increase the visibility of the bikeway network for cyclists travelling to both commercial areas and alert motorists to the presence of cyclists.

Harrison Street (42nd Ave. to Downtown Milwaukie) Bicycle Lane

Currently, cyclists may access the 42nd Ave. commercial area from the East as King Road has bike lanes between 42nd and 82nd Ave. However Harrison St., which connects to Downtown Milwaukie, does not have bike lanes. One participant at the Open House stated that she avoids this street when cycling because of the lack of separation from high volumes of traffic. Bike lanes on Harrison St. between 42nd Ave. and Downtown Milwaukie would improve access for cyclists traveling to various destinations along this corridor. Although bike boulevard treatments on Monroe Street would provide a low stress alternative for many residents, this street is inaccessible via 32nd Ave. or from the proposed 29th Ave. Bike Boulevard extension. Therefore, this treatment is necessary to bind the network together.

43rd Avenue (King Rd. to Covell St.) Bicycle Lane

Although there are low-stress alternatives to 43rd Ave. for north/south travel, such as 40th Ave., for many residents north of King Rd., 43rd Ave. is the only viable alternative without the necessity of travelling long distances out of the way. Similar to the provision for sidewalks on 43rd Ave. for pedestrian access, the addition of bike lanes would greatly improve connectivity and access for cyclists. Because 43rd Ave. connects directly to 32nd Ave. via Covell/Olsen St., the addition of bike lanes would also improve bike access to the 32nd Ave. commercial area.

REMAINING QUESTIONS & CONSIDERATIONS

1. As intended, traffic calming measures included in bike boulevard improvements will divert traffic to other streets in the area. Monroe St. carries a significant amount of auto traffic, much of which would likely be diverted to Harrison St., King Rd., and Railroad Ave. depending upon the level of traffic calming and diversion. Traffic diversion to Harrison St. might warrant a stop light at 42nd Ave., which is currently in the Transportation System Plan. The City will need to consider these impacts before moving forward with projects.
2. The City will need to consider where there is sufficient right of way to accommodate bike lanes most easily. According to Section 19.708 (Transportation Facility Requirements), bike lanes should be 5-6 feet wide. Therefore, striping bike lanes requires 10-12 feet of the right of way. In some cases, bike lanes can be narrower, but especially on streets such as Harrison St., which carries high volumes traffic, it creates uncomfortable conditions for cyclists.

The right of way on Harrison is 60 feet and there is currently sufficient space for bike lanes along the majority of the roadway. However, in some sections, striping bike lanes would require the elimination of on-street parking. For 43rd Ave., the right of way is 50 feet, but the current pavement width is too narrow to stripe bike lanes. Adding bike lanes on 43rd Ave. would only be appropriate as part of a streetscape project including sidewalk infill.

STRATEGY: PATHWAY CONNECTIONS

We recommend the creation of or improvement to the following pathway connections:

- 29th Avenue - C Street pathway
- 28th Avenue - Springwater Corridor Trail connection

RATIONALE

29th Avenue - Bike and Pedestrian Extension

Many neighbors, including residents of Hillside Manor indicated that sidewalks on 32nd Ave. were uncomfortably narrow. 29th Ave. is a low-stress alternative to 32nd Ave. for pedestrians and cyclists travelling from areas to the west. However, the street dead-ends at Hillside Manor. A shared-use pathway from 29th Ave. to C St. (Figure 11) would improve safety and access for Hillside residents, while lengthening the 29th Ave. bike blvd. to Meek Street, just two blocks north of Harrison St. In the future, we recommend lengthening this connection to Harrison St. to would provide a more direct connection to downtown and the 42nd Ave. commercial area.

Figure 11. Proposed Path Connection



Improve Connection to Springwater Corridor Trail

Currently, cyclists and pedestrians may access the Springwater Corridor Trail via 28th Ave. on an unimproved gravel pathway. Although way-finding signage is provided near the site, its subtle presence makes it unclear of its intended purpose as a connection to the neighborhood.

The gravel pathway is impassable for some cyclists, and it connects to a gravel residential driveway, adding to the confusion for trail users.

We recommend enhancing this connection by paving the surface and adding sharrows connecting to the 29th Ave. bicycle boulevard. This connection is especially important because it will be the primary access point for pedestrians and cyclists wishing to access the Future Tacoma Street MAX Station.

REMAINING QUESTIONS / CONSIDERATIONS

1. The pathway connecting 29th Avenue to C Street in Hillside Park would likely require a partnership with the City of Milwaukie and the Clackamas County Housing Authority. The area between the two streets is currently used by residents as a shared recreational space. The pathway would likely cut directly through this space. Residents on C St. and 29th Ave. would likely have concerns about foot and bicycle traffic through an area that currently has little activity.
2. The improvements to the Springwater Connection will likely require a partnership with the City of Portland.

RECOMMENDATION: IMPROVE PEDESTRIAN CROSSINGS AT KEY INTERSECTIONS

STRATEGY: IMPROVE CROSSINGS ALONG 32ND AVE.

Pedestrian safety improvement elements can be constructed at key intersections to facilitate safer pedestrian crossings of 32nd Ave. and to connect commercial businesses on the street with the surrounding neighborhood. Key intersections for connected businesses are 32nd Ave. at Boyd and at Olsen. Key intersections for connecting Ardenwald Elementary and the future MAX station to the commercial district are 32nd Ave. at Roswell and Van Water St.

Possible improvements include:

- Corner bulb-outs
- Painted and/or raised crosswalks
- In-pavement warning lights at crosswalks
- 4-way stop

RATIONALE

The community has expressed interest in safer walking conditions on and safer crossings of 32nd Ave. Although crosswalks are currently installed on several key intersections including at Olsen, Wake, Floss, and Roswell, participants at the walking tour and at the Hillside Manor Resident Association indicated crossing 32nd Ave. to be difficult and unsafe in accessing commercial businesses and moving around the neighborhood. Additionally, the community expressed interest in connecting the commercial district to nearby destinations, such as Ardenwald Elementary and the future MAX station.

Our recommendations will enhance the safety of connections to the commercial district and within the neighborhood. Installing corner bulb-outs at key intersections, such as Olsen, Floss, and Roswell would improve pedestrian visibility and decrease crossing distance. Installing warning signs and lights to alert motorists of pedestrians waiting to cross and have proven to decrease wait time and improve safety for crossing pedestrians. Raised crosswalks slow traffic, while providing a more visible crossing for pedestrians. Raised crosswalks are currently installed at Roswell and at Wake and should be considered at Olsen and at Floss.

A four-way stop at a key intersection, such as Olsen or Roswell would allow for safer pedestrian crossing, slow traffic along the corridor and improve access for autos entering 32nd Ave., which currently has no stop signs for the entire length of the street between Johnson Creek Blvd. and Harrison St. A stop sign near businesses in the commercial area might call attention to their presence and promote patronage.

REMAINING QUESTIONS & CONSIDERATIONS

The suggested improvements may decrease traffic flow along 32nd Ave. While the impact upon the transportation system as a whole should be considered, the goal of a pedestrian environment that meets the neighborhood main street vision should be given preference.

STRATEGY: IMPROVE SAFETY AT 42ND AVENUE AND KING ROAD

To improve safety of this intersection, we recommend crossing improvements and improved visibility for the intersection at 42nd Ave. and King Rd.

Possible improvements include

- Add corner bulb outs or pedestrian refuge island and signal beacons on east side of intersection
- Create 3-way stop
- Add crosswalk on south side of intersection, with pedestrian refuge islands and signal beacons

RATIONALE

Community members on the walking tour identified crossing 42nd at King to be inconvenient and unsafe. Currently, the intersection does not have a crossing on the south side of the intersection, causing pedestrians to take an indirect route to access the King Rd. shopping center. The crossing on the east side of the intersection is difficult for pedestrians must watch for fast moving traffic on both 42nd and King, as cars turning south and east have the right-of-way through the intersection. The city can consider including pedestrian crossing improvements at the south and east side of the intersection, including a bulb out, a pedestrian refuge islands, and/or signal beacons to alert motorists of pedestrians crossing the street.

Another option is creating a 3-way stop at this intersection. From the pedestrian's perspective, this option is likely more desirable than the aforementioned recommendation as it not only alerts speeding motorists, but causes them to stop, giving them sufficient time to yield to pedestrians. Finally, the City could add a crosswalk across 42nd along the south side of King Rd. However, this would create redundant crossings in this area, and thus may not be the best alternative.

REMAINING QUESTIONS & CONSIDERATIONS

1. Although enhancing crossings at this intersection will improve access and safety for pedestrians within the 42nd Ave. commercial area, the improvements will likely disrupt

traffic flow. This is undoubtedly true if the intersection became a 3-way stop. King/Harrison Road is one of the only major east/west auto routes in Milwaukie. This intersection was recently reconfigured to maximize traffic flow along this route. In this case, pedestrian improvements conflict with traffic flow objectives.

STRATEGY: IMPROVE SAFETY AT 42ND AVE. AND HARRISON STREET

We recommend a slight lane reconfiguration to improve the predictability of the intersection. This project might be most appropriate to be implemented as part of a signal installation, identified in the Transportation System Plan. See Figure 12 on the following page.

RATIONALE

At the walking tour, Workshop, and Open House the public indicated that the intersection at 42nd and Harrison is confusing for motorists traveling south, as the intersection requires motorists continuing south on 42nd to change to the left lane to continue straight, which is counter-intuitive and signals to motorists that they are discouraged from travelling further south bound on 42nd Ave. Although subtle, it breaks up the corridor nature of the street.

A solution would be to place better signage and clearer road markings to indicate vehicle positioning prior to the intersection. To facilitate westbound traffic flow to Harrison St., a right-turn only lane is appropriate, but bending the through lane to the left, while causing traffic turning right to change lanes would create more predictable movement of vehicles and improve the corridor nature of 42nd Ave.

REMAINING QUESTIONS & CONSIDERATIONS

1. This intersection was recently reconfigured to the present condition, which, similar to the King Rd. / 42nd Ave. intersection was intended to maximize through movement along the King Rd/ Harrison St. corridor. Another reconfiguration may add to the complexity of a street segment to which motorists have only recently become accustomed.

Figure 12. Proposed Lane Reconfiguration



RECOMMENDATION: ADD BICYCLE PARKING ON THE NEIGHBORHOOD MAIN STREETS

We recommend that city consider installing inverted-U bicycle racks in the furnishing zone between the sidewalk and the roadway at the following locations:

- Near the northwest corner of Harrison St. and 42nd Ave.
- Near the bus stop on 42nd and Llewelyn

Another possibility is to construct in-street bicycle parking areas to serve a number of businesses at once. These should have several bicycle racks and be separated from on-street vehicle parking by reflective poles and curbs to prevent vehicle encroachment.

RATIONALE

There is currently no bike parking within the 32nd Ave. commercial area, and very little within the 42nd Ave. commercial area (all in the Safeway shopping center). The city's current bicycle parking requirements establish adequate bike parking for new development, but do nothing to address the lack of parking for current businesses. The recommended locations currently have sufficient sidewalk width to accommodate bicycle parking.

There are no areas on 32nd Ave. at this time with adequate space for bicycle parking, and thus we do not recommend specific projects. However, there is plenty of space for bike parking in existing parking lots on 32nd Ave. In our section on economic development, we describe possible programs to encourage current business and property owners to convert under-utilized parking lot space to uses including bike parking (page 50).

REMAINING QUESTIONS & CONSIDERATIONS

1. The City may want to reach out to business and property owners near these locations before installing the bicycle racks.

RECOMMENDATION: IMPROVE ON-STREET PARKING

We recommend that city consider adding signage on 42nd to denote where on-street parking is allowed and possibly limit the duration of parking.

RATIONALE

On-street parking is desirable because it acts as a pedestrian buffer and reduces the need for off-street parking. Currently it is unclear that on-street parking is allowed on 42nd south of Harrison due to the lack of signage.

The public had concerns about businesses in which customers stay for long periods of time, occupying parking spaces for several hours. On-street parking that has limited duration (1 or 2 hours) would avoid this problem for on-street spaces, allowing more customers to utilize the parking.

The 42nd Avenue commercial area has approximately 300 off-street parking spaces. The public's dislike for large seas of asphalt led us to recommend that parking minimums be eliminated and parking be disallowed in front of buildings (page 20). Thus, more on-street parking may be needed in the future as development occurs and more businesses open.

REMAINING QUESTIONS & CONSIDERATIONS

1. If more parking is needed in the future, the right-of-way of 42nd is wide enough to accommodate more on-street parking, particularly between King and Harrison. This would require a reconfiguration of the travel lanes. On 32nd, current right-of-way is too narrow to accommodate parking.
2. Parking durations must be enforced. The City will have to investigate the feasibility of adding this to police duties.

ECONOMIC DEVELOPMENT PROGRAM

RECOMMENDATIONS

In addition to Zoning updates and improved access, economic development programs and activities are imperative to help increase the number of neighborhood-serving businesses in the two commercial areas and to increase the level of commercial and neighborhood activity.

In this section we discuss the following recommendations:

1. Start a seasonal farmers market on underutilized parking lots*
2. Fill vacant storefronts with non-traditional uses such as co-working spaces, business incubators, pop-up shops, and cooperatives*
3. Start a parking lot conversion program
4. Create places for people to gather
5. Support community events
6. Promote local businesses through buy-local campaigns
7. Strengthen commercial identity through place-making
8. Provide economic development technical assistance
9. Establish a storefront improvement program

* Highest priority recommendation

Many of these strategies can be implemented by community members and business or property owners, while others will require funding from the City or a nonprofit entity. The community and business owners will need to organize and coordinate more than they currently are in order to implement these strategies. A business association would be an ideal actor for some of these strategies, particularly buy-local campaigns, events, and parking conversion.

PRIORITY RECOMMENDATION: START A SEASONAL FARMERS MARKET ON UNDER-UTILIZED PARKING LOTS

Temporary uses like farmers markets will help to activate under-utilized front parking lots that currently detract from the pedestrian shopping experience on 32nd and 42nd Avenues. Besides offering local access to fresh produce, it would also offer social opportunities for neighborhood residents to gather, an aspect people are looking for in their neighborhood commercial areas.

RATIONALE

Organizing a farmers market is something that the community can tackle, the City only needs to make it possible through temporary use policies, discussed in the Zoning and Municipal Code recommendations section (page 9). Lisac's Stoves has expressed interest in holding a farmers market in the parking lot or side storage area. Several community members suggested it be held during a weekday to avoid competition from the farmers market in downtown. The increased activity at the market would build the reputation of the commercial areas as good places to congregate.

REMAINING QUESTIONS & CONSIDERATIONS

1. The City would need to determine who would manage the farmers market. A community organization or business would need to contact vendors and farmers that would be interested in participating. Whoever organizes and manages the downtown Milwaukie farmer's market could perhaps be a partner in this.

PRIORITY RECOMMENDATION: FILL VACANT STOREFRONTS WITH NON-TRADITIONAL USES

Co-working space is a shared office where entrepreneurs can rent cubicles or individual offices by the hour, day, or month. It reduces overhead costs, allows for expansion, and for former home occupations can offer a better work environment and a chance to network with other entrepreneurs. Examples of this type of office building are Activspace⁴ and NedSpace⁵, both found within the Portland region. A business **incubator** that offers reduced rent to promising start ups is also a possibility.

⁴ www.activspace.com

⁵ www.nedspace.com

Cooperatives and other community-owned or nonprofit businesses, like Food-front co-op in Northwest Portland and TaborSpace Coffee House in Southeast Portland, where a nonprofit coffee shop shares space with a church, are also possible.

Vacant commercial spaces could also be filled with **pop-up shops**, which are short term reduced price or free leases offered to businesses, artists, or community members to run seasonal retail businesses or show artistic displays.⁶ These short term (one to two-month) agreements would showcase the commercial space, bring more activity to the neighborhood, and reduce the prevalence of empty storefronts and the negative impact they have on neighboring businesses.

Potential locations include vacant storefronts in the King Road Shopping Center, the Art House coffee site, or the vacant building on 32nd and Malcolm St.

RATIONALE

These community-driven solutions would fill up vacant spaces and increase the number of local businesses and services. Milwaukie is full of entrepreneurs, evidenced by the prevalence of home occupations in the city (there are about 270 home occupations in Milwaukie). It is important to have spaces for these businesses to expand and grow in close proximity.

These solutions would also keep more spending local, boosting the Milwaukie economy. These uses activate vacant spaces, increasing activity and interest in the commercial areas and allowing property owners to showcase their spaces.

REMAINING QUESTIONS & CONSIDERATIONS

1. For pop-up shops, funding may be needed for utilities, reduced rent, and indoor furnishings.
2. While it is unclear how open property owners are to these ideas, those who attended the Open House expressed interest and curiosity in the suggestions.

⁶ . For pop-up shop resources and ideas - <http://www.inc.com/magazine/20100701/how-to-open-a-pop-up-store.html>

RECOMMENDATION: START A PARKING LOT CONVERSION PROGRAM

This program would encourage existing business and property owners to convert portions of under-utilized parking lots into outdoor seating, bicycle parking, or landscaping. Neighborhood associations, the city, or another nonprofit organization could provide small grants to finance the conversion.

RATIONALE

Sidewalks in these areas are fairly narrow, which is a major barrier to having outdoor seating and lots of greenery. Many buildings are either built up to the sidewalk or fronted by an asphalt parking lot, which is the only open space where these amenities – bicycle parking, outdoor seating, landscaping - could go. We heard from the public that more greenery on these streets is desired, and parking conversion is one way to accomplish it. The public also expressed that too much asphalt is a problem in the 42nd Ave. area.

This program would eliminate asphalt and beautify the street at the same time, adding needed amenities like bicycle parking, outdoor seating, and greenery.

REMAINING QUESTIONS & CONSIDERATIONS

1. The City may have to change the parking requirements for these businesses so that converting a parking spot would not cause businesses to violate parking requirements. Our recommendation to reduce parking minimums to zero would settle this issue if adopted.
2. Encouragement or incentives will be needed - businesses will probably not do this on their own. Investing in a demonstration project may spur other businesses to participate in the program. The City of Redmond found that after the first storefront improvement project was completed and successful, others quickly signed on.

RECOMMENDATION: CREATE PLACES FOR PEOPLE TO GATHER

Implementing the zoning recommendations will allow the development of more restaurants, pubs, and cafes that can serve as gathering places. To create public gathering spaces, both the City and the community have the opportunity to contribute the following:

- The Milwaukie Community Club Center on 42nd Ave. could expand the number and type of activities it hosts and become more involved in the neighborhood.
- When adding services like parks and libraries, the City should consider locations within the neighborhood main streets.

RATIONALE

Walking tour and Workshop participants as well as survey respondent identified the lack of gathering places in both commercial areas as a weakness.

REMAINING QUESTIONS & CONSIDERATIONS

None.

RECOMMENDATION: HOLD COMMUNITY EVENTS

We recommend that the City support community events along the neighborhood main streets.

RATIONALE

Events like festivals and street fairs could promote the area while adding activity to the neighborhood. Holding events is something that the community can tackle; the city only needs

to make it possible through temporary use policies, discussed in the Zoning recommendations section (page 9). Activity in the areas in the form of events would build the reputation of the commercial areas as good places to gather.

REMAINING QUESTIONS & CONSIDERATIONS

1. Street fairs may not be feasible on 32nd due to the proximity of the hospital and need for emergency vehicle access.

RECOMMENDATION: PROMOTE LOCAL BUSINESSES THROUGH BUY-LOCAL CAMPAIGNS

Buy-local campaigns are often organized by business associations and can include window posters or decals for members, and a local business directory or neighborhood guide to local businesses. Sometimes business alliances will publish local coupon booklets and promote a buy-local month or week. Many advertise the “Ten Reasons to Shop Local” and create shopping bags, bumper stickers, and t-shirts that promote local businesses.⁷

RATIONALE

Business owners will likely benefit from being part of an organized group that promotes independent businesses. Many people at our public outreach events expressed their desire for small, locally-owned businesses and their dislike for more chains and big box stores in the neighborhood. This indicates that there is pent-up demand for local businesses and that a buy-local campaign would be supported by the community.

The more spending that is kept within the neighborhood, the better off local businesses and the entire community will be. A buy local campaign can shift spending from businesses outside the community to businesses inside the community, which helps keep money circulating locally through the multiplier effect.

⁷ <http://static.ilsr.org/retail/slides/index.html>

REMAINING QUESTIONS & CONSIDERATIONS

1. Currently many goods and services are not provided in Milwaukie, so local buying is not possible for all types of goods. With an increase in the number and variety of businesses in Milwaukie, a buy-local campaign would be more feasible and effective.
2. Requires time and effort from local business owners.
3. Milwaukie's income levels are moderate, and dramatic increases in spending will be limited.

RECOMMENDATION: STRENGTHEN COMMERCIAL IDENTITY THROUGH PLACEMAKING

“Placemaking” involves creating and promoting an identity for each commercial area. This can help to increase community pride, boost local business recognition, and establish an identity for the neighborhood main street.

Signage would be required to denote the “main street” boundary so people know when they are entering the area. Possible ‘**nicknames**’ for 32nd could include Ardenwald District, Main Street Ardenwald or Ardenwald Square, and possibilities for 42nd include Midtown Milwaukie, the Grange District or Lower 42nd. **Streetscaping** improvements could reinforce identity with banners, murals, planters, and street furniture.

RATIONALE

The 32nd Ave. commercial area currently does not have a name, and the 42nd Ave. area is referred to as the “King Road Shopping Center,” which connoted a different kind of commercial atmosphere than what the community identified through the visioning process. When we asked survey, walking tour and Workshop participants about what they call the area there was no unified response or no response at all. When building an identity, a common, well-known name can go a long way. Signage is another low cost addition that could go a long way to reinforcing the identified name and commercial identity of the areas.

Streetscaping improvements can increase the attractiveness of the main street by adding consistent amenities like benches and trashcans. The sidewalks on 42nd Ave are currently wide enough to accommodate some streetscaping elements. We recommend this as a possible long term project that is not crucial to the success of the neighborhood main streets.

REMAINING QUESTIONS & CONSIDERATIONS

1. What would the “nicknames” be? The community should be able to choose and have ownership of their commercial areas.

Some suggestions from the Open House include:

- Ardenwald District for the 32nd Ave. area
- Midtown for the 42nd Ave. area

RECOMMENDATION: PROVIDE ECONOMIC DEVELOPMENT TECHNICAL ASSISTANCE

A City staff person or a chamber of commerce would provide technical assistance to prospective business owners in Milwaukie. This person would be a liaison between the business community, the city, and entrepreneurs.

Recommended services

- Location assistance through a vacant lands and available building space inventory
- Step-by-step guide to city and state permits/licensing
- Information on local market and demographics
- Excerpts from the Community Vision Statement or Public Involvement Report outlining the types of businesses and designs residents desire

Much like the demographic information currently housed on the City of Milwaukie’s website, this information should be posted on a site that acts as a “one stop shop” for business owners. PDC operates one such website for Portland⁸, and the City of Lakeport, California’s vacant lands

⁸ www.portland4bix.com

inventory provides a good example of the type of information that could be provided.⁹

RATIONALE

Information is an important resource for small businesses, but they generally lack the time and expertise to acquire information that could help them succeed. Having technical assistance readily available is a big part of creating a business-friendly environment, and will increase the likelihood of businesses opening in Milwaukie due to open information and ease of the process.

We heard from a few prospective business owners that finding information about potential sites or commercial spaces was difficult. The Clackamas County Economic Development department mostly deals with larger sites and businesses and does not have detailed information on small sites or buildings in Milwaukie.

REMAINING QUESTIONS & CONSIDERATIONS

1. Who would host this information and keep it current? Options include the City of Milwaukie, Clackamas County, North Clackamas Chamber of Commerce, or a new business association.

RECOMMENDATION: ESTABLISH A STOREFRONT IMPROVEMENT PROGRAM

Small low interest loans and/or grants would be available to businesses to make facade improvements. This program would be structured similar to the downtown program. If implemented, we recommend the program be structured to encourage greenery and bicycle racks in addition to storefront improvements. This program could be funded through a local improvement district, micro-URA, or nonprofit entity.

⁹ <http://www.cityoflakeport.com/docs/Lakeport-Vacant-Commercial-Inventory-7-1-75201165610PM.pdf>

RATIONALE

Several of the commercial properties in the Study Area are older and unattractive. Many of the participants in our public involvement outreach commented on the poor appearance of buildings in the commercial areas. 73% of survey respondents said attractive and well-maintained buildings are an important part of a neighborhood main street. Others commented that they do not visit the commercial areas because they are not very visually pleasing. Improving the appearance and facades of these buildings would create a more appealing environment for pedestrians and residents, and could attract private investment.

REMAINING QUESTIONS & CONSIDERATIONS

1. At this time we are unsure of the level of interest among business owners in the study area. Outreach to them would be helpful to determine the level of interest and the feasibility of loans versus grants, and other requirements of the program.
2. This program requires a funding source.
3. Business owners would have to get permission and possibly matching funds from property owners.
4. The downtown Milwaukie Facade Improvement Program has seen a tepid response from business owners so far. Beginning with an investment in a demonstration project may spur other businesses to participate in the program. For example, the City of Redmond, Oregon found that after their first storefront improvement project was completed and shown to be successful, other property owners quickly signed on to the program.