

Neighborhood Main Streets Existing Conditions Report

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EXISTING CONDITIONS REPORT

Executive Summary

The *Neighborhood Main Streets Project* is a joint effort between the City of Milwaukie Planning Department and Horizon Planning, a consultant group of graduate Planning students from Portland State University. The purpose of the *Project* is to assist the City of Milwaukie, Oregon and its residents and business owners in developing a vision for their neighborhood commercial areas, and to devise potential collaborative solutions to reach that vision. This Existing Conditions report provides a foundation of data and information for the *Neighborhood Main Streets Project*.

This Report begins with an overview to the project study area, including a physical characteristics and demographic data, and history of the study area. Neighborhood commercial areas are defined in this project as commercial areas surrounded by residential uses, and they focus on the commercial areas along 32nd Avenue between Olsen St. and Floss St., and 42nd Avenue between King Rd. and Harrison Rd.

Further Chapters provide description and analysis of the 32nd and 42nd Ave. commercial areas according to the three main components of the *Neighborhood Main Streets Project*:

- Land use and urban design
- Transportation access
- Economic development

The findings from each of these Chapters are described in the sections below. It is important to note that the research for this Report looked quantitatively and objectively at the study area characteristics. A more qualitative analysis of the study areas was achieved through the public involvement processes described in the Community Vision Statement document.

This Existing Conditions Report seeks to answer two major questions that are central to the planning process: Where are we? And where can we go? In answering these questions, this Report will provide a base line for the alternatives and recommendations developed through the *Neighborhood Main Streets Project* process.

Land Use and Urban Design

Chapter 2 of the Existing Conditions Report focuses on Land Use and Urban Design within the 32nd and 42nd Ave. commercial areas. It describes current uses and business types, and what uses are allowed according to the zoning. It also provides some analysis of content and organization of the zoning code itself, and how that may impact development in the neighborhood commercial areas.

The 32nd Ave. commercial area is zoned Limited Commercial (C-L), which permits a wide variety of office, retail, and personal service uses, with single and multi-family residential uses allowed conditionally. The 42nd Ave. commercial area is zoned General Commercial (C-G), and permits a greater variety of uses including eating establishments, larger retail stores, and a variety of auto-oriented businesses, though no residential uses. The 42nd Ave. area is also surrounded by a number of home businesses, which have a number of subjective and discretionary regulations regarding use and design, and specific regulations regarding signage.

Overall, the existing uses within the zones conform fairly well to the permitted and conditional uses for the area, though there are exceptions such as the Art House Café on 32nd Ave. They conform much less to the limited form and design criteria provided by the code, which includes height and setback requirements, limited landscaping requirements, and parking standards.

The Milwaukie Code was first developed about 60 years ago, and there are many characteristics of the code's organization which reflect its incremental evolution over time. This includes the long detailed lists of permitted and conditional uses, and the patchwork application of the C-G and C-L zones throughout the city, which has the effect of creating some mixed-use areas. There is a newly established city-wide development review process, but no design review process outside of the downtown zones. And few of the City's zoning designations, including the C-L, C-N and C-G zones, provide an overall description, goal or vision for the zone.

These characteristics combine to make the zoning code "complicated, inconsistent and cumbersome," according to the City.¹ They may also have made it more difficult for the areas to develop a commercial identity, as they are in some ways dominated by the residential neighborhoods surrounding them. The City has already completed a land use and development review "Tune-Up Project" focused on procedural updates, and aimed at making the code more "smart, flexible and local." The *Neighborhood Main Streets Project* has the same goal, geared specifically towards Milwaukie's smaller scale commercial areas.

¹ City of Milwaukie. Land Use Development Review Code Tune-Up Project. Accessed from <http://www.ci.milwaukie.or.us/planning/land-use-and-development-review-code-amendment-project>

Transportation Access

Chapter 3 focuses on transportation access to the study areas. Part of the impetus for the *Neighborhood Main Streets Project* came from residents in the area expressing interest in having destinations to walk and bike to in their own neighborhood. Though land use plays a large part in regulating such destinations, they are also influenced by the quality, attractiveness, and safety (both perceived and real) of the transportation network in and around them.

The “walksheds” for 32nd and 42nd Ave. commercial areas, that is the area within 20 minute walking distance, have relatively low sidewalk coverage, low street density (intersections per square mile), and a low share of those intersections that are 4-way. Both commercial areas also have physical barriers within the walksheds, namely steep grades, though this is more significant for the 32nd Ave. area. The 42nd Ave. area also has the barriers of Highway 224 and the railroad tracks. Thus, although the commercial areas are not physically far from many nearby areas, they are somewhat isolated due to these physical barriers.

We found that bicycle access is somewhat better, though not without challenges. Overall, we found the 32nd Ave. commercial area to be well-connected to areas directly adjacent to the study area, and to destinations far from it thanks to the Springwater Corridor. But connections were lacking to areas in between. The 42nd Ave. commercial area is fairly hospitable to bicyclists within the immediate area, but further out the network faces the same physical barriers described for pedestrians. For both commercial areas, we found through our public outreach that despite the existence of bicycle facilities, residents still consider bicycle access difficult.

Finally, we found fairly good access to both areas by transit, including both current bus lines and the future Portland-Milwaukie light rail line. As for automobile access, both areas have somewhat limited parking, though on 42nd Ave. the large Safeway parking lot tends to serve the whole area.

As neighborhood commercial areas, the 32nd and 42nd Ave. areas do not have the same automobile visibility and access as some of the other commercial areas in Milwaukie. However the residential setting also provides opportunities that other areas don’t have, namely potential customers who live within easy walking distance. Thus it is likely that the *Neighborhood Main Streets Project* will focus on alternatives geared towards that unique potential customer base. A number of bike and pedestrian improvements are already planned through the City’s Transportation System Plan and the Walk Safely Milwaukie program, and the *Neighborhood Main Streets Project* hopes to build on those.

Economic Development

The final Chapter of the Existing Conditions Report looks at the market characteristics of the 32nd and 42nd Ave. commercial areas, as a way to try and understand the potential for economic development in the study area.

The analysis defined the “market areas” for the commercial areas as the Ardenwald, Lewelling and Johnson Creek neighborhoods. Census data revealed that overall, these areas were somewhat older and less ethnically diverse than the region overall, and had higher shares of middle income residents. This demographic information was then matched with spending patterns from a national consumer expenditure survey, and with a study of existing businesses, to understand where there might be “leakages” in spending, or money being spent by residents outside of their neighborhoods that could be captured by strengthening the neighborhood commercial areas.

What this analysis found is that while most businesses in the study area are and will likely continue to be convenience businesses, there is purchasing power to support more business activity, particularly in the 32nd Ave. commercial area. There are also some gaps in the business mix. For example on 32nd Ave. there is a lack of food service establishments. And in both commercial areas there are no banks, though there is an ATM in King Road Shopping Center. However the vacancies in the King Road Center make questionable the viability of increasing commercial space, or increasing the physical size of the commercial zone.

When compared to other shopping areas with similar demographics, 32nd Ave. has significantly fewer businesses. Since 32nd Ave.’s current retail space is mostly made up of one specialty retailer, it is likely that 32nd Avenue is capable of supporting more retail business. As 42nd Ave. already has a large amount of retail space and a varied business mix, support for more retail business is less certain. However, business and land owners in the commercial area would love to see it thrive and be supported both by the City and the neighboring residents.

As with the transportation information from the previous section, it is important to note while there is potential to expand the number and/or size of businesses in the area, there may be even more potential to support the existing businesses through other economic development methods, such as building stronger relationships between business owners and the city. In addition, urban design improvements, improvements to the quality of the pedestrian environment, or better transportation connections between the commercial areas and surrounding neighborhoods could also support economic development.

Conclusion

This Existing Conditions Report provides a quantitative and objective analysis of Milwaukie's 32nd and 42nd Ave. commercial areas. That analysis seeks to answer the first two of the four main questions asked in any planning process:

1. Where are we?
2. Where can we go?
3. Where do we want to go?
4. How do we get there?

The third question will be addressed in the *Neighborhood Main Streets Project* Vision Statement document, and the final question will be the focus of the Project's Final Report to the Milwaukie Planning Commission. But the foundation for both those documents is found here, in the Existing Conditions Report, where we identify where we are and where we can go.

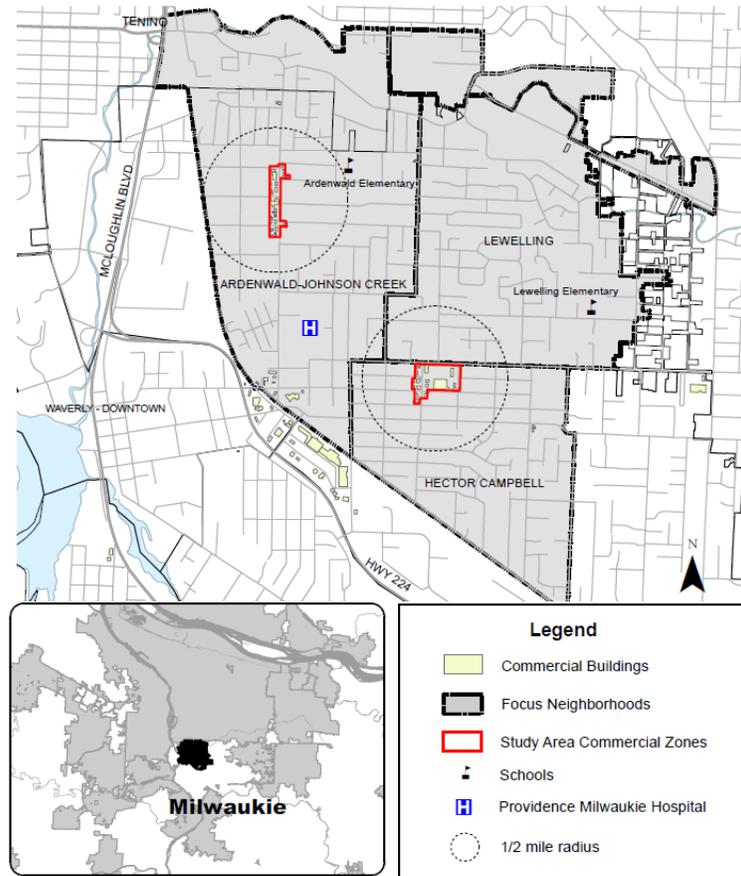
Despite the challenges of the zoning code, transportation access, and market described in this document, we have identified many aspects of the 32nd and 42nd Ave. commercial areas that are unique within the City of Milwaukie, and offer opportunity to help strengthen the commercial areas: The 32nd and 42nd Ave. commercial areas are the only commercial areas in the City that are oriented along existing corridors and yet completely surrounded by relatively low-density residentially zoned properties; the two areas have access to transit; the areas contain smaller lots with a mix of low-rise commercial building types, a scale which is more similar to that of downtown Milwaukie, though at a lower-intensity of use and development.

It is these unique characteristics of the 32nd and 42nd Avenue commercial areas that distinguish them from other commercial areas in Milwaukie, and provide potential to transform them into Neighborhood Main Streets.

Chapter1. Introduction and Overview

Milwaukie is a small city just south of Portland, Oregon. An inner-ring suburb, it boasts just over 20,000 residents and encompasses about five square miles. Throughout this document we will discuss and refer to the “study areas” of the 32nd and 42nd Avenue commercially zoned areas. These are shown in Figure 1.1, and are described in more detail in the sections below.

Figure 1.1. Neighborhood Main Streets Project Study Area



The study areas are surrounded by fairly low-density residential uses, which have dominated the character of the commercial areas up to this point. However, this residential setting provides opportunity for the project, offering a significant customer base within walking distance. Other commercial areas in Milwaukie are located next to major arterials or highways that can be barriers for people on foot or bike. The size and scale of the study areas also offers unique opportunities, and the mix of parcel sizes in each of the study areas might help to foster a variety of commercial uses.

Study Area Description

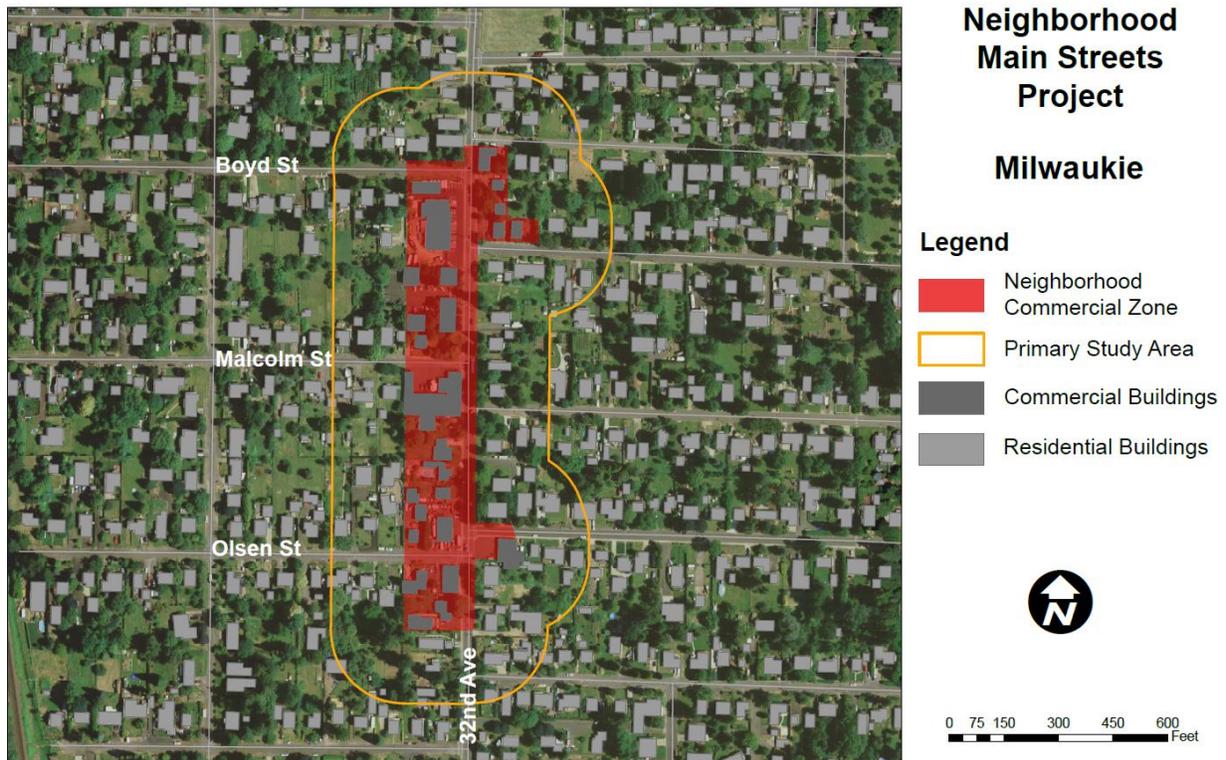
32nd Avenue

The 32nd Ave. commercial area is comprised of just six businesses along 1050 feet, between Olsen St. and Floss St. The look and feel of the street is dominated by residential structures with a scattering of six commercial buildings. According to 2010 Census data, the population of the 32nd Ave market area, defined as the Ardenwald-Johnson Creek neighborhood, is 4,475.

The area is zoned Limited Commercial (C-L) primarily along the west side of the street. There are six parcels zoned C-L on the east side of 32nd Ave., but only two are in commercial use, at opposite ends of the commercial area. Of the 22 lots that are zoned C-L, five have active businesses. The remainder of the lots are either currently vacant or are single family houses, two apartment complexes and a single story commercial building with no active businesses. All buildings within the C-L zone along 32nd Ave. contain approximately 66,934 square feet of space, which could be used for commercial space. This is far less than the maximum allowable space according to the development standards, due the low-rise, single-story quality of the commercial buildings.

More detailed information on the businesses within this area is provided in Chapter 4.

Figure 1.1. 32nd Ave. Commercial Area



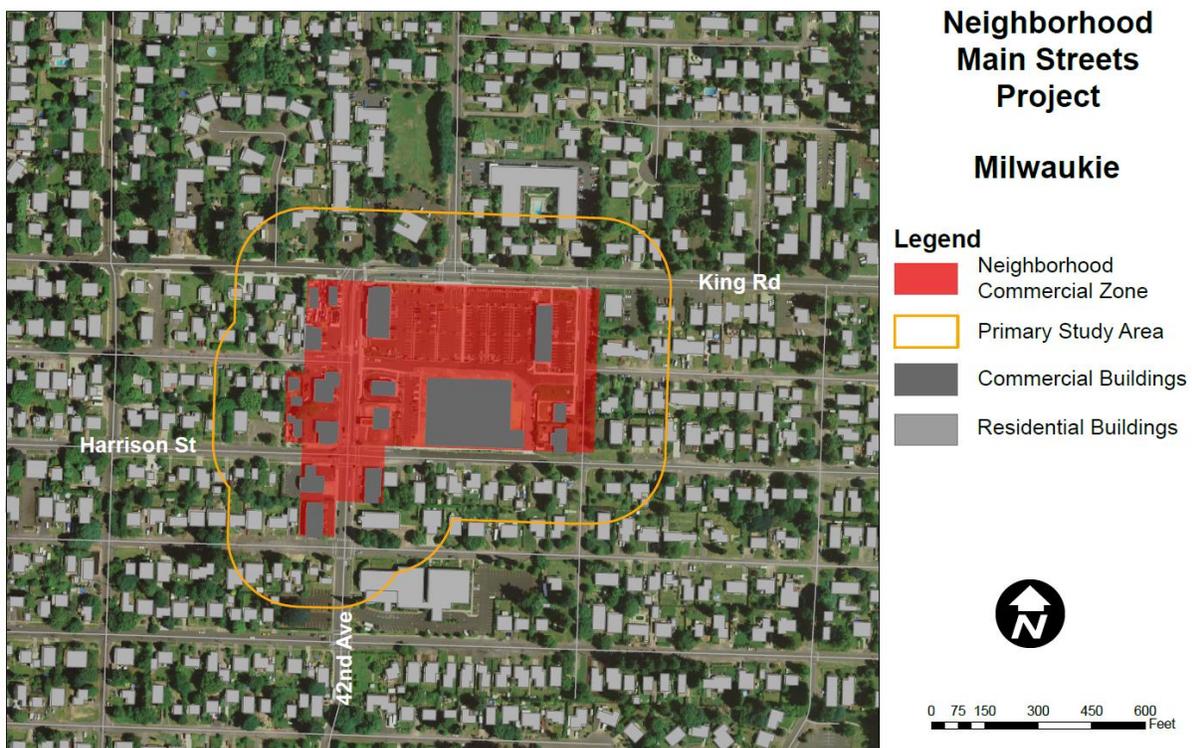
42nd Avenue

The 42nd Ave. commercial area is 750ft along 42nd Avenue from Jackson St. to King Rd., shown in Figure 1.2. A large portion of the district is defined by the King Road Center, a Safeway-anchored development (500ft by 640ft) with five buildings and entrances on both 42nd Avenue and King Road. The look and feel of the 42nd Ave. study area is primarily commercial due to the presence of signage and the large commercial buildings in the King Road Center which differ in style and scale from the surrounding residential areas. The population of the 42nd Ave. market area, defined as the Ardenwald-Johnson Creek, Lewelling, and Hector Campbell neighborhoods and thus containing the 32nd Ave. area, is 10,661 according to the 2010 Census.

The area is zoned as General Commercial (C-G) and contains approximately 38 businesses on 15 tax lots. The current buildings within the C-G zone along 42nd Ave. contain approximately 97,969 square feet of commercial space, again much less than the maximum allowable space. which has to do with the fact that the buildings are nearly all single-story. This commercial area appears more established than the 32nd Ave. area, and has begun to attract a number of home-based businesses (conditional uses) in the surrounding neighborhood.

More detailed information on the businesses within this area is provided in Chapter 4.

Figure 1.2. 42nd Ave. Commercial Area

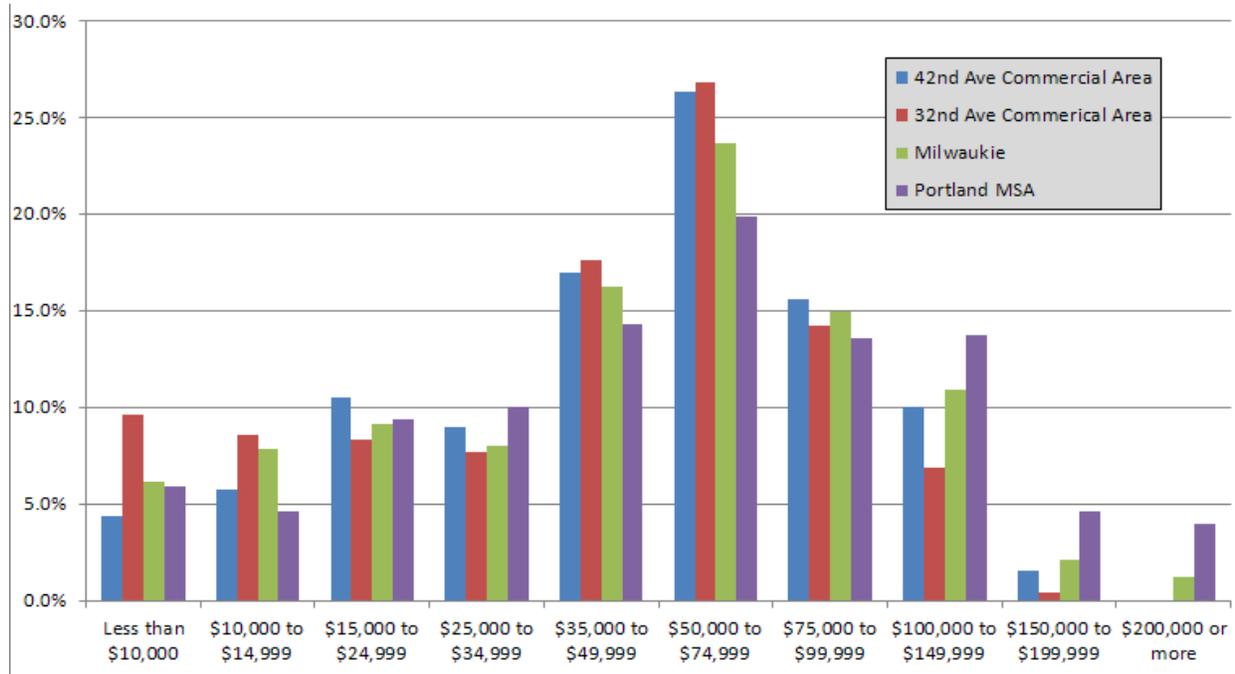


Demographics

Census data shows that in general, households and individuals in our study areas are slightly older and less ethnically diverse than the metropolitan area as a whole. Additionally, a greater percentage of the households are middle income (\$35,000 to \$75,000 per year) than metro-wide households, which have larger percentages of very high income households, and fewer in the middle income ranges. The 32nd Ave. market area has a lower average income than the 42nd Ave. market area, which is likely due to the presence of an affordable housing site, but they are very similar in most other respects. This income data is shown in Figure 1.3 below.

Detailed tables of census demographic data for the area are provided in Appendix 1.

Figure 1.3. Percent of Households by Income Level, 2006-2010 ACS Estimates



Study Area History

Milwaukie was first incorporated as a city in 1903, but the area was settled and developed beginning in 1848 by Lot Whitcomb and the brothers Henderson and Seth Lewelling. Before that, the area was home to the Clackamas Indians. Within just two years of settlement, Milwaukie had approximately 500 people, and was centered around lumber, milling, and shipbuilding industries, and later around agriculture.

By 1863 a wagon road connected Milwaukie to Portland, followed in 1869 by the East Side Railroad, and finally an electric streetcar line in 1893. These developments allowed Milwaukie's businesses to ship goods, and provided transportation to growing Portland. But despite this proximity and connectivity, the city's population remained low, with development focused almost entirely around the downtown until the rise of the automobile in the 1930s.²

By 1950, Milwaukie had developed street lighting, sidewalks, and a sewer system, but still had only about 5,000 people. Most of Milwaukie's neighborhoods, including those encompassing the 32nd and 42nd Ave. commercial areas, developed during the suburban boom following WWII, and within 15 years, the city's the population and land area had tripled. Beginning in the 1970s, the Milwaukie's downtown began to decline, with little growth in population or economic development. But in recent years this has begun to change, as the Portland region grows and more families are looking for an affordable community to live in.³

32nd Avenue Commercial Area

32nd Ave. had marked the eastern boundary of Milwaukie's original plat from 1865. It later became Ardenwald Ave., when in 1909, a widow named Ellen Rockwood subdivided the land which was to become the Ardenwald neighborhood, and dedicated the roads and rights of way to the public.⁴ See Appendix 2 for historic neighborhood Maps.

As the area's population began to grow in the 1920s and 1930s, businesses opened along 32nd Ave., or what was then known as "Main Street Ardenwald,"⁵ though most of the area north of Harrison St. was developed after 1950.⁶ During this early time, 32nd Ave. businesses included a piano shop, a grocery store at the current site of Lisac's Fireplaces and Stoves, a blacksmith, barber shop and beauty store at the current site of Barb's catering, a garden supply store, and Renard's Hardware at the currently vacant storefront at 32nd and Malcolm.⁷

The commercial area has seen decline since the 1960s, though businesses such as Lisac's have remained strong regional draws. And with the recent opening of the Art House Café, and the renewed community interest in the *Neighborhood Main Streets Project*, the area may be poised to be revived as a local neighborhood center.

² Olsen, Charles Oluf. The History of Milwaukie, Oregon. Milwaukie Historical Society, 1965. Retrieved from <http://ir.library.oregonstate.edu/xmlui/bitstream/handle/1957/13795/hismilore.pdf?sequence=1>

³ City of Milwaukie. Milwaukie History Series #1: Downtown Development Patterns. Retrieved from <http://www.ci.milwaukie.or.us/planning/milwaukie-history-series-articles>

⁴ Knapp & Mackey's Plat of Ardenwald, 1909. Retrieved from the Clackamas County Surveyor 3/18/12.

⁵ Ardenwald Neighborhood District Association. (2003). Historic Ardenwald Johnson Creek Walking Tour.

⁶ City of Milwaukie. Milwaukie History Series #1: Downtown Development Patterns. Retrieved from <http://www.ci.milwaukie.or.us/planning/milwaukie-history-series-articles>

⁷ Brenneman, J., personal communication, March 21, 2012.

42nd Avenue Commercial Area

The 42nd Ave. commercial area, originally known as the Minthorn Addition, was platted in 1890 as entirely residential neighborhood, though it was not annexed until the later suburban expansion of Milwaukie. An early plat is shown in Appendix 2.

In the 1950s the Mayor of Milwaukie approached Mr. Dieringer, who owns what is now the King Rd. Shopping Center.⁸ Mr. Dieringer was a local business man and developer of a shopping center on Woodstock which had a modern Safeway, which the Mayor wanted replicated in Milwaukie. By 1959 the new shopping center on King and 42nd opened. Half of building was used for a grocery store, with the other half devoted to smaller uses, including a Kentucky Fried Chicken, Tastee Freeze, and a gasoline station. The center had three entrances, and was surrounded by ample parking spaces. Across and down along 42nd Ave. were a few smaller businesses as well, including Nisbett Jewelers and later 7-Eleven.

The shopping center struggled in its later years as larger commercial competitors opened nearby, such as the Fred Meyer on 82nd Ave. and Johnson Creek Blvd. In the 1970s and 80s, the shopping center was anchored by a U-Market, with smaller businesses such as a hi-school pharmacy. But by the 1990s, the building had become outdated and was struggling to keep tenants. It sat vacant for several years, until in the early 2000s, Dieringer's two sons began a redevelopment of the site. After a few failed attempts to attract various grocery store chains, the Dieringers approached Safeway, whose market study told them the location was a good one. Safeway was sold the largest portion of the site, and the remaining area was used for two small commercial strips, a gas station, and a drive-thru restaurant.

Figure 1.4. King Road Shopping Center, 1960s⁹



⁸ Dieringer, G. & P., personal communication, March 18, 2012.

⁹ Harbarger, M. (March 9, 2012). Milwaukie Residents Invited to Two Walking Tours to Influence Code Changes.

Accessed from http://www.oregonlive.com/milwaukie/index.ssf/2012/03/milwaukie_residents_invited_to_1.html

Chapter 2. Land Use and Urban Design

This Chapter is based on the City of Milwaukie's zoning code, which was originally created 60 years ago, with major revision in 1968. Over time, the code has been updated incrementally, resulting in what the city describes as "complicated, inconsistent and cumbersome."¹⁰ In 2009 the Oregon Department of Land Conservation and Development awarded the City of Milwaukie a Transportation and Growth Management grant to modernize its code. An initial assessment of the code was completed by Angelo Planning Group, and many of the comments made in that assessment are affirmed in this document.¹¹

This Chapter will provide an overview to the current land uses and design characteristics and zoning requirements of the 32nd and 42nd Ave. commercial areas. The Chapter is organized into a section on land use, which describes 32nd and 42nd Ave. separately, and a section on Urban Design, which is organized categorically. These sections are intended to be descriptive, though the conclusion will provide some overall reflections.

Land Use

This section will describe the zoning for 32nd and 42nd Ave. commercial areas according to sections 19.312 and 19.313 of the Milwaukie Municipal Code.¹² This includes permitted and conditional uses, existing square feet of commercially-zoned space, and the potential maximum commercial square footage according to existing zoning designations. For this Chapter, please refer to the zoning map in Figure 2.1.

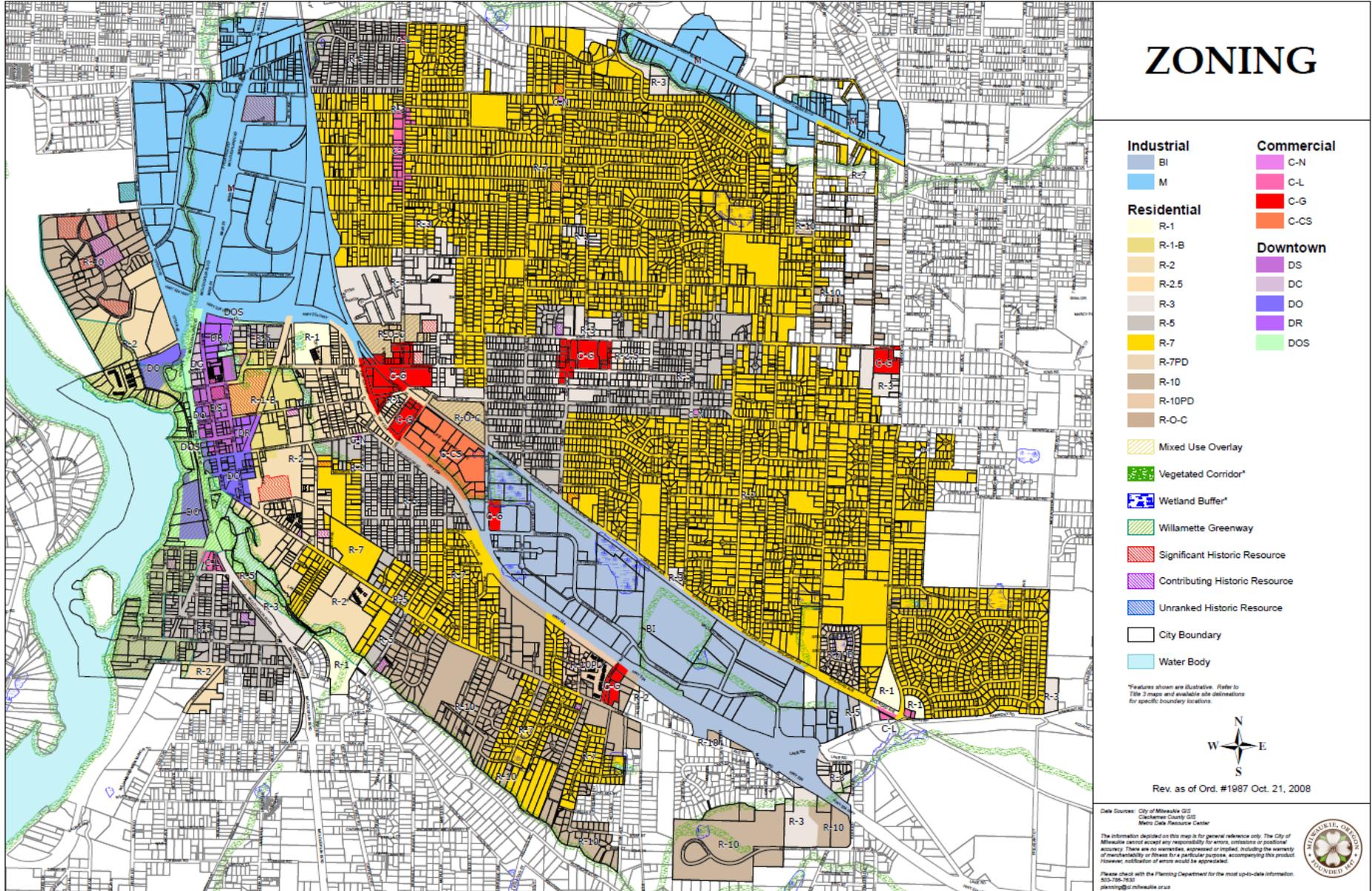
The 32nd Ave. commercial area contains 20 tax lots and a total of 4.76 developable acres. There are currently six businesses, only four of which clearly fall under the permitted uses described below. Numerous other lots within this zone host conditional uses, including single and multifamily residential. Conversely, essentially every building within the 42nd Ave. commercial area is currently being used in some commercial capacity which can be interpreted as falling within the permitted and conditional uses for the C-G zone. In total the 42nd Ave. area contains 15 tax lots and a total of 8 developable acres.

¹⁰ City of Milwaukie. Land Use and Development Review Code Tune-Up Project. Accessed from <http://www.ci.milwaukie.or.us/planning/land-use-and-development-review-code-amendment-project>

¹¹ Angelo Planning Group. (2009). Final Report, City of Milwaukie Code Assessment. Accessed from http://www.ci.milwaukie.or.us/sites/default/files/fileattachments/codeassessmentfinal_reportaugust2009_0.pdf

¹² Milwaukie Municipal Code. <http://www.qcode.us/codes/milwaukie/view.php?&frames=on>

Figure 2.1. Milwaukie Zoning Map¹³



¹³City of Milwaukie. Planning Maps. Accessed from <http://www.ci.milwaukie.or.us/gis/planning-maps>

32nd Avenue Zoning Regulations

The commercial area along 32nd Ave. between Floss St. and Rockwood St. is designated as a Limited Commercial Zone (C-L), with no overlay zone. The permitted and conditional uses for this zone are described in Table 2.1 below.

Table 2.1. Limited Commercial Zone Use Summary (Chapter 19.312)

Permitted Uses	Conditional Uses
<ul style="list-style-type: none"> Professional offices, studios or clinics (Ex: accountants, architects, artists, attorneys, authors, writers, dentists, designers, engineers, investment counselors, landscape architects, management consultants, physicians, surgeons, psychologists) Offices (Ex: administrative, editorial, educational, executive, financial, governmental, philanthropic, insurance, real estate, religious, research, scientific, statistical) Retail trade establishments (Ex: food store, drugstore, gift shop, hardware store) Personal services business (Ex: barber shop, tailor shop, laundry, dry cleaning) Any other use similar to the above and not listed elsewhere 	<ul style="list-style-type: none"> Funeral home Marina and boat sales Parking facility Repair, maintenance, or service Financial institution Trade or commercial school Single-family detached dwelling Agricultural or horticultural use Single-family attached dwelling, multifamily apartment or condominium Senior and retirement housing Residential home Congregate housing High-impact commercial Any other use similar to the above and not listed elsewhere
<p>Prohibited Uses: "Adult entertainment"</p>	

There are currently six operating businesses within the 32nd Ave. commercial area. These are:

- Fireplace and stove store
- Convenience store/market
- Catering
- Pet styling
- Auto repair
- Coffee shop

Though the first four items above can be interpreted as permitted or conditional uses according to Chapter 19.313, the last two cannot. Auto repair may be a “repair, maintenance or service” use, but in the General Commercial zone described in the following section, automobile sales and service are called out as separate uses, and therefore it is unclear if it qualifies within the C-L zone. Finally, the C-L zone does not permit eating establishments, a use permitted explicitly in the C-G zone, and under which “coffee shop” would probably fall.

42nd Avenue Zoning Regulations

The commercial area along 42nd Ave. between Jackson St. and King Rd. is designated as a General Commercial Zone (C-G), with no overlay zone. The permitted and conditional uses for this zone are described in Table 2.2 on the following page. In general, the list of permitted uses is broader for C-G zones than C-L, but does contain everything permitted outright in C-L.

There are approximately 38 businesses in the 42nd Ave. commercial area. These include:

- Grocery
- Eating establishments (4)
- Salon/barbershop/spa (3)
- Alteration/laundry/shoe repair (3)
- Convenience store (2)
- Tae Kwon Do/dance (2)
- Other retail (2)
- Community/prayer centers (2)
- Book store
- Used car sales
- Auto glass
- Gas station
- Chiropractor office
- Realtor office
- Insurance office

Zoning in Surrounding Neighborhoods

The neighborhood surrounding the 32nd Ave. commercial area is zoned almost entirely R-7 (minimum lot size of 7,000 square feet per unit), and includes the vacant lot at 32nd and Roswell. The exception to this zoning is two lots on the north side of Boyd St. at 32nd Avenue, which is the north end of the commercial area. These lots are zoned R-3 (minimum lot size of 3,000 square feet per unit).

Table 2.2. General Commercial Zone Use Summary (Chapter 19.313)

Permitted Uses	Conditional Uses
<ul style="list-style-type: none"> • Professional offices, studios or clinics (Ex: accountants, architects, artists, attorneys, authors, writers, dentists, designers, engineers, investment counselors, landscape architects, management consultants, physicians, surgeons, psychologists) • Offices (Ex: administrative, editorial, educational, executive, financial, governmental, philanthropic, insurance, real estate, religious, research, scientific, statistical) • Retail trade establishments (Ex: food store, drugstore, gift shop, hardware store) • Personal services business (Ex: barber shop, tailor shop, laundry, dry cleaning) • A use permitted outright in this zone with drive-in service facilities • Funeral home • Eating establishment • Marina • Parking facility • Repair, maintenance, or service of goods found in any permitted retail establishment • Financial institution • Trade or commercial school • Department or furniture store • Automobile, boat, trailer, or other vehicle or equipment sales and service • Car wash • Carpenter or cabinet shop • Furniture upholstery • Building material supply • Plumbing, heating, ventilation, or electrical • Printing plant • Repair garage • Automobile service station • Sing painting shop • Tire shop • Any other use similar to the above and not listed elsewhere 	<ul style="list-style-type: none"> • Animal hospital or boarding kennel • Auditorium or stadium • Contractor’s storage yard • Sheet metal shop • Agricultural or horticultural use • Drinking establishment • High-impact commercial • Any other use similar to the above and not listed elsewhere
<p>Prohibited Uses: “Adult entertainment.”</p>	

The area immediately surrounding the 42nd Ave. commercial area is zoned R-3. This zone stretches about ½ block west of the commercial area, and about one full block in the other directions. Beyond this, the neighborhood is zoned R-5. The only exception is two lots just off 44th Ave. between Lewelling and Harrison St, which are zoned R-2.5 (minimum lot size of 2,500 square feet per unit).

Home Occupations

There are a number of home businesses in the residential neighborhoods surrounding the study areas, particularly around the 42nd Ave. commercial area. Home businesses are allowed as an accessory use to all permitted residential uses according to section 19.507 of the Milwaukie Municipal code, which “support and encourage home occupations but at the same time protect the residential character of the City’s residential neighborhoods.”

The City has identified specific standards for home businesses. Home businesses must be clearly accessory and incidental to the residential use, and must be owned and operated by an occupant of the dwelling. Only one occupation is allowed per residence (two under certain circumstances), and the only uses prohibited outright are motor vehicle, boat or trailer repair. Additional form and design standards are discussed under Urban Design.

Similarly-zoned Commercial Areas

The 32nd Ave. commercial area is the main section of Milwaukie to be zoned C-L. Outside this corridor, there are three small isolated collections of lots with this same designation, all of which are corner convenience stores: There is one less than half a mile north of the 32nd commercial area at 32nd Ave. and Van Water, one in the southeast corner of Milwaukie at Railroad Ave. and Harmony Rd., and one in the southwest of Milwaukie at 22nd Ave. and McLoughlin Blvd.

The 42nd Ave. commercial area is one of four areas in Milwaukie to be zoned C-G: There is a large commercial area west of 42nd Ave. at Campbell St. and Harrison St. that contains a Quick Mart, Bowling Alley and Drive In. There are also two smaller shopping areas - one south of the study area at 37th Ave. and International Way, and one on the eastern edge of Milwaukie at King Rd. and Linwood, with mostly convenience store uses.

Beyond the C-L and C-G designations, the City of Milwaukie has one additional small-scale commercial category: Neighborhood Commercial, or C-N. This category applies to only three lots scattered throughout the City. One is east of the 32nd Ave. commercial area at 42nd Ave.

and Roswell, one is just east and south of the 42nd Ave. commercial area at Home Ave. and Monroe St., and the final one is west, at 30th Ave. and Washington St. All are surrounded by low-density residential properties, though the site at 30th Ave. is only a few blocks from the large scale Milwaukie Marketplace along Highway 224. There are no uses permitted outright for this lot, but the conditional uses allowed describe the convenience business currently there.

It should be also noted that Milwaukie has no true specially designated “mixed-use” zone outside of downtown, though the effect is achieved through other tools. For example C-L allows residential use conditionally, and the 32nd Ave. commercial area does contain one older mixed-use building; Downtown Milwaukie contains five separate zones, most of which permit residential and mixed-use, all in tight proximity to one another, and thus functioning to some extent like a broader mixed-use zone; the Residential-Office- Commercial (R-O-C) zone, which applies to a few large parcels northeast of Highway 224 and Harrison St, functions as a “mixed-use” zone, as residential, office and commercial uses are permitted outright. Interestingly, the mix of specific permitted uses in the R-O-C zone is very similar to those allowed (both conditionally and outright) in the C-L zone.

Urban Design

While the C-L and C-G zoning designations are very specific with regards to use, they are very vague with regards to form and design, as laid out in the zones’ development standards. What is provided is essentially the same for both Limited Commercial and General Commercial Zones, and so the two will be described together in this section.¹⁴ The exception is standards for home businesses, discussed at the end of this section.

In general, neither the 32nd or 42nd Ave. commercial areas consistently reflect the sparse form and development standards described below. The commercial area along 32nd Ave. is characterized by an eclectic mix of building and use types ranging from one to two stories. Setbacks are inconsistent, with some buildings having none at all and others having large setbacks taken up by parking lots. Landscaping is equally inconsistent, and none of the lots have anything close to the minimum. Due in part to these inconsistencies, and in part to the residential uses mixed in, the area contains far less commercial space that is allowed according to the development standards described below.

¹⁴ Note that the standards described in this section do not apply to residential properties, which are conditional uses within the Limited Commercial zoning along 32nd Ave.

The 42nd Ave. commercial area also has an eclectic mix of building types, though almost all are single story. The exception is the building on the north east side of the Safeway development, at 43rd Ave. and King Rd., which has two stories to accommodate the sloped site. Though a few lots have little or no setback, most buildings are fronted by parking lots which dominate the character of the area. The Safeway development, which is only a few years old, is the only part of the area that adheres to setback and landscaping requirements. As with the 32nd Ave. commercial area, commercial buildings in the 42nd Ave. area do not consistently conform to the design guidelines laid out in the code. One result is again a much lower amount of commercial space than the maximum allowed.

Building Form Requirements

According to Subsections 19.312.3 and 19.313.3 of the code, there are no minimum or maximum lot sizes within either the C-L or C-G zones, and the maximum building height is the lesser of 3 stories or 45 feet. Additional standards apply to lots within 500 feet of a transit route (which includes all the commercially zoned lots along 32nd and 42nd Aves.), described in Subsection 19.505.2. The primary entrance must be oriented towards and visible from the transit street, and must be accessible by a sidewalk connected to public right-of-way.

Setback Requirements

There are no setback requirements described in the commercial zone, though “frontage requirements” state that every lot must abut a public street for at least 35 feet.¹⁵ There are also additional yard requirements for specific road segments described in Subsection 19.501.2. The requirement for the commercial areas along 32nd and 42nd Ave. is 30 feet from center of right-of-way to closest point of any building, according to 19.501.2. In addition, commercially zoned lots that abut a lot zoned for lower density residential must have a minimum yard space matching that of the abutting residential property. That yard must be maintained as “open space,” with fencing or vegetation to 6 feet in height as a visual screen.

Landscaping Requirements

For both C-L and C-G zones (subsections 19.312.3 and 19.313.3) require landscaping, or “vegetation” to cover a minimum of 15% of the lot. There are no further regulations for

¹⁵ Subsection 19.504.5 also makes the following statement: “Where a side or rear yard is not required and a structure is not to be erected at the property line, it shall be set back at least 3 feet from the property line.” It is unclear from the language of the code if this setback applies to the 32nd and 42nd Avenue commercial areas.

landscaping, except as relates to parking, described in the section below. Landscaping requirements defined in that section can count towards the 15% minimum.

Parking Requirements

Parking is not an urban design element per se, but it does influence site layout, and thus is described here. Parking space minimums and maximums, described in Table 19.605.1 in the Milwaukie code, are designated by specific use, and thus are not uniform across the C-L or C-G zones. The quantity of parking required is generally determined by the square footage of the development. See Appendix 4 for specific parking requirements by use.

Individual developments can request modifications to the amount of required parking by meeting specific criteria. However the City of Milwaukie offers by-right reductions or exemptions to commercial developments without having to go through the normal modification request. There are numerous parking reductions laid out in Subsection 19.605.3 (B) that apply to projects with proximity to transit, car share parking, bicycle parking, etc. However the commercial areas directly along 32nd and 42nd Aves. are described in this section as “Neighborhood Commercial Areas,” and as such are eligible for a 50% reduction in the minimum parking standards by right.

In addition to parking space minimum and maximums, there are design standards associated with parking. This include the size of various spaces, paving and striping, pedestrian circulation, and lighting. There are also landscaping requirements specific to parking lots. This includes perimeter and interior landscaping for parking lots, and additional requirements for large lots with more than 100 spaces or parking lots adjacent to residential areas. These standards are described in detail in section 19.606.2.

Home Business Design Standards

According to section 19.507, home occupations must maintain and not detract from the “residential character of the building and premises,” and cannot “have the outward appearance of a business.” This is achieved by prohibiting outside display or storage, and “Noise, odor, smoke, gases, vibration, heat, or glare that is detectable beyond the limits of the property.”

In addition, only one sign is permitted on a property. This sign cannot be larger than 3 feet in height, 4 feet in area, cannot be illuminated, and cannot be placed in the public right-of-way.

The Organization of the Zoning Code

There are a number of characteristics of Milwaukie's code which reflect its incremental evolution over time, and which in part have made the code "complicated, inconsistent and cumbersome."¹⁶ This includes the patchwork quality of the C-G and C-L zones within the city, and the single-parcel application of the C-N zone. Although there is a chapter of the zoning code (19.800) that deals specifically with nonconforming uses, the zoning code's long and specific use designations minimize their occurrence.

These long specific lists tend to take the functional place of "mixed-use" zone, particularly in the C-L zone, which permits residential uses. They also serve to limit the discretion of planners when making land use decisions on development proposals. However the final "permitted use" for both the C-L and C-G zone is "Any other use similar to the above and not listed elsewhere," which allows for greater discretionary control of the long lists.

There are very few design standards for the city's commercial zones, and the only current Design Review process applies exclusively to the downtown zones, and is carried out by the Design and Landmarks committee according to Subsection 19.312.7 of the Municipal Code. Finally, with very few of the City's zone designations outside of downtown provide an overall description, goal or vision for the zone.

Most of these comments are noted in some form or another in the 2009 Smart Code Assessment by Angelo Planning discussed at the beginning of this document. They make the code "cumbersome," but may also have made it more difficult for the study areas to develop vibrant or coherent commercial character, particularly since they are surrounded by low-density residential uses.

The City has already conducted a land use and development review "Tune-Up Project" focused on procedural updates, and aimed at making the code more "smart, flexible and local."¹⁷ The amendments, adopted in 2011, provide new organization for the code, address such elements as nonconforming and conditional uses, and create a new development review application. The City is also currently working on new residential development standards that will apply to new infill construction and to the expansion of existing homes.¹⁸

¹⁶ City of Milwaukie. Land Use and Development Code Review Tune-Up Project.

¹⁷ *ibid*

¹⁸ City of Milwaukie. Residential Development Standards Update Project. Accessed from <http://www.ci.milwaukie.or.us/planning/residential-development-standards-update-project>

The projects above represent three of the City's four priorities it identified in the 2009 Smart Code Assessment. The fourth is use and design standards for commercial zones, and is the focus of the *Neighborhood Main Streets Project*. The overview to the Limited Commercial and General Commercial zones described in this document, as they apply to the 32nd and 42nd Ave. commercial areas, will provide a base line for alternatives and recommendations developed through the *Neighborhood Main Streets Project* process.

Chapter 3. Transportation Access

This Chapter analyzes the transportation access to, from, and within the 32nd and 42nd Ave. commercial areas. This has significant impacts on the economic vitality of the areas, the safety and comfort of potential customers, and the overall identity of the commercial areas. The Chapter begins with a walkshed analysis of the two commercial areas, which is a study of how accessible the areas are to bikes and pedestrians. It will then describe transit service and automobile accessibility via parking. Finally, it will touch on some current plans and projects for improvements within or near the study areas.

Walkshed Analysis

The purpose of the walkshed analysis is to identify strengths and weaknesses in the street network within reasonable walking distance of each site. We defined this as a 10 minute (½ mile) and 20 minute (1 mile) catchment area along the street network, radiating from the perimeter of each site (see Figure 3.1 on the following page). This analysis will discuss physical barriers within the walksheds, assess the street connectivity and sidewalk coverage, identify major obstacles within the walksheds and discuss the extent and quality of the bicycle network.

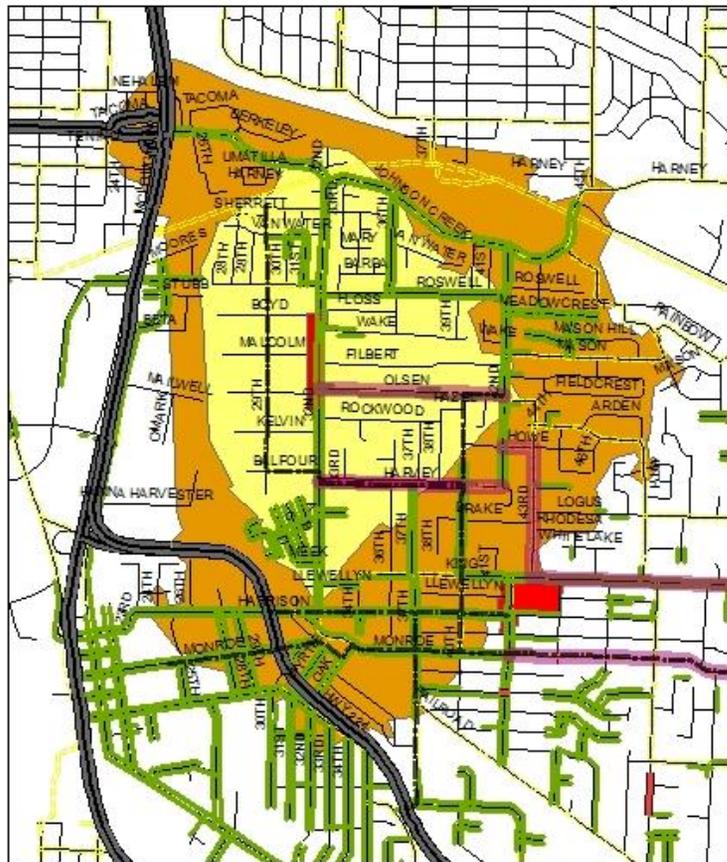
Physical barriers

32nd Avenue: The 32nd Ave. commercial area is located midway between Johnson Creek Boulevard to the north and Harrison St. to the south, and is surrounded on all sides by residential development. Within the 10 minute catchment area, the speed limit for 32nd Ave. is 25 MPH. While there are no major traffic barriers to bicycle and pedestrian traffic, the steep topography on the northern and western edges of the catchment areas is a significant physical barrier to leaving and entering the site.

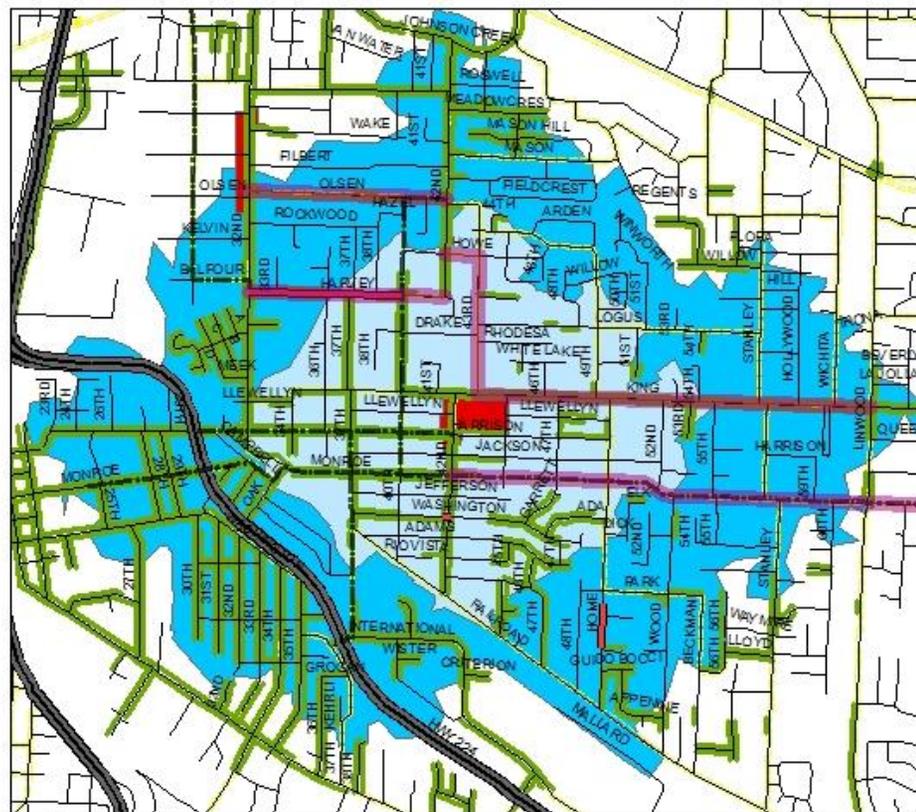
North of Johnson Creek Boulevard there are no access points into the study area between 32nd and 45th Ave. This is due to the steep geography, leading down to Tideman Johnson City Park, a natural area which acts as a natural buffer between Eastmoreland and the Ardenwald Neighborhood. The Springwater Corridor Trail travels through this natural area, a former rail right-of-way, but is only accessible from 29th and Johnson Creek Blvd. at 45th Ave. To the west of the site between Johnson Creek and Harrison St there is a steep bluff leading to the McLoughlin Industrial Area below. This bluff is a significant edge as there are no roads or pedestrian infrastructure in the network leading down the slope.

Figure 3.1. Neighborhood Commercial Area Walksheds

32nd Ave Walkshed



42nd Ave Walkshed



Existing Facilities

- Highway
- Street
- Sidewalk
- Bike route
- Commercial Area

32nd Ave Walkshed

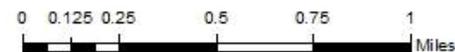
- 10 minutes
- 20 minutes

42nd Ave Walkshed

- 10 minutes
- 20 minutes

Pedestrian Improvement Projects Identified in the TSP

- Planned pedestrian improvement
- Walk Safely Milwaukee Project
- Planned bike improvement



42nd Avenue: As with 32nd Ave., the 42nd Ave. commercial area is completely encompassed by residential development, which is an asset to attracting foot traffic to the commercial area. In addition to the close proximity for residents, the area is also without major traffic barriers, which often deter people from walking. The busiest street within the 10 minute walkshed is King Road, which is a three lane arterial, carrying approximately 11,450 vehicles per day.¹⁹ Within the commercial area, the speed limit for King Rd. is 25 MPH, rising to 35 MPH, east of the site. East/west King Road traffic takes a two block “jog” south on 42nd Ave., before travelling west on Harrison St. toward Downtown Milwaukie. With the exception of King Rd. and Harrison St., all other streets predominantly carry only neighborhood traffic.

Within the 10 minute walkshed, the lack of busy streets and other physical barriers provides an opportunity to strongly orient this district toward the 42nd Ave. commercial area without the need for major crossing treatments for bicyclists and pedestrians. However, topography is still a challenge for the 42nd Ave. commercial area, West of the study area is a fairly steep grade and many of the streets do not have sidewalks.

Beyond the 10 minute catchment area, there lie two major barriers to pedestrian and bicycle traffic to the south and west: the railroad tracks and Highway 224. Highway 224 is a regional limited-access expressway, carrying approximately 37,500 vehicles per day.²⁰ Shown on Figure 3.1, the highway runs diagonally southwest, dividing the area from Downtown to the west and the Lake Road Neighborhood to the south. Although there are signaled crossings at Harrison, Monroe, Oak, and 37th Ave., the five lane highway is a major psychological barrier to both pedestrians and cyclists. The railroad tracks, which run roughly parallel to Highway 224, are also a major “edge” to the neighborhood. This is especially true between 37th Ave. and Linwood Ave. (62nd Ave.), where there are no crossings over the tracks.

Street Density

One of the major indicators of the potential for increased pedestrian traffic and decreased vehicle miles travelled (VMT) is the level of connectivity in a street network.²¹ A dense, well-connected street network gives bicyclists and pedestrians a wide range of options when choosing a route, and helps to decrease the speed of motor vehicles.

¹⁹ Clackamas County. Clackamas County Traffic Counts Average Daily Traffic. Accessed from <http://www.clackamas.us/docs/dtd/trafficcount.pdf>

²⁰ *ibid*

²¹ Ewing, R. and R. Cervero, 2010. Travel and the built environment: a meta-analysis. *Journal of the American Planning Association*, 76, pp. 265-294.

Two measures that are commonly used to gauge the street connectivity are: 1) number of intersections per square mile, and 2) proportion of 4-way intersections as a share of all intersections. Utilizing GIS network analyst, we calculated these figures for each of the 20 minute walksheds, comparing each of the study areas to the nearby Sellwood Neighborhood, which has similar market and physical characteristics as the Milwaukie neighborhood commercial areas. Results are summarized in Table 3.1 below.

Table 3.1. Street Density within 20 minute Walkshed

	Number of Intersections	Area (sq. mi.)	Intersections per sq. mile	Share 4-Way Intersections
32nd Ave.	243	1.63	150	18%
42nd Ave.	344	1.47	233	19%
Sellwood	342	1.44	289	74%

The presence of sidewalks is an important attribute for urban streets as it provides a refuge for pedestrians from motor vehicles. To better understand the quality and extent of the pedestrian network, we calculated the proportion of sidewalk coverage for each walkshed. The results of these calculations are provided in Table 3.2 below. Sidewalks are also mapped in Figure 3.1.

Table 3.2. Sidewalk Coverage within 20 minute Walkshed

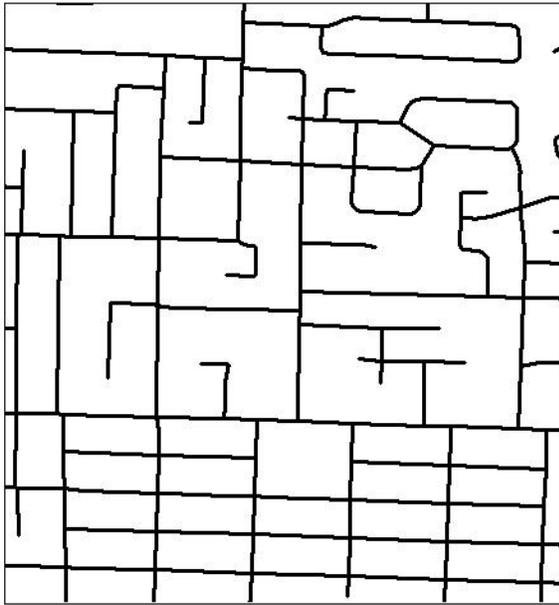
	Actual Sidewalks Coverage (Miles)	Total Potential Miles	Share of Sidewalk Coverage
32nd Ave.	21	52	41%
42nd Ave.	38	80	38%
Sellwood	N/A	N/A	N/A

32nd Avenue: The street grid within the 20 minute walkshed of 32nd Ave. commercial area is fairly fragmented and less connected than 42nd. The walkshed averages 150 intersections per square mile, compared to 233 for 42nd Ave. and 289 for Sellwood. Only 18% of the intersections are four-way within the 32nd Ave. walkshed, comparable to the 42nd Ave. walkshed. See Figure 3.2 on the following page for a comparison on the 32nd Ave. street grid with that of the nearby Sellwood neighborhood.

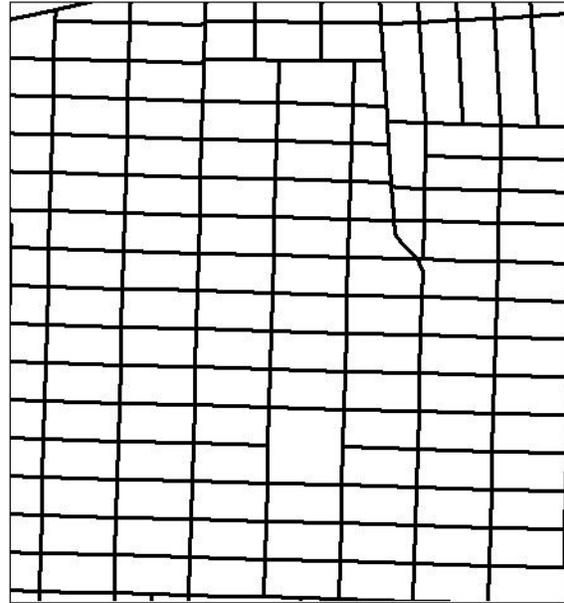
Although overall the street network within the 32nd Ave. walkshed is disconnected with dead-ends and long blocks, there is still good connectivity within commercial area itself. Cross streets on 32nd Ave. are relatively frequent, spaced approximately 400 feet apart. Several of the streets that intersect with 32nd Ave. connect with other destinations and corridors, such as

Ardenwald Elementary School and the 29th Ave. Bike Boulevard, which connects to the Springwater Corridor Trail. In general, the street network is fairly well-connected to the commercial area within 10 minutes of the site, becoming less connected in the 20 minute catchment area.

Figure 3.2. Street Grid Comparison



Ardenwald, Hector-Campbell, Lewelling neighborhoods have a fragmented street network, featuring long blocks and dead-ends with some integration of grid patterns.



In the nearby Sellwood neighborhood, the street grid is more cohesive, with short blocks, which calm traffic and allow for more pedestrian route choices

Both Figure 3.1 and Table 3.2 show clearly that overall sidewalk coverage within the 32nd Ave. walkshed is quite low at 41%. Sidewalks approximately 5 feet in width span the length of 32nd Ave, providing a consistent and fairly hospitable space for those walking along this street, though without any kind of buffer to the street. However, very few cross streets have consistent sidewalk coverage with the exception of Roswell St. and Olsen St. In general these streets carry low volumes of traffic, but the lack of sidewalk infrastructure may be a deterrent to many of the residents wishing to walk to 32nd Ave. commercial area.

42nd Avenue: Within the 20 minute catchment area surrounding 42nd Ave. the street network is relatively well-connected in some areas, and fragmented in others. In the area immediately south of the site, between 37th Ave. and Home Ave., there is a fairly cohesive grid of twenty-five 660 X 260 foot blocks. Beyond this area, the street network becomes more fragmented, with longer blocks, three way intersections and several dead-ends, shown in Figure 3.2 above.

Overall, the area has approximately 233 intersections per square mile, 19% of which are four-way. This compares to 289 intersections per square mile in Sellwood, which has a very well connected grid (74% of intersections are four-way, with three way intersections only on the periphery of the neighborhood and few dead-ends)

Sidewalks are present in 38% of the street grid in this 20 minute walkshed. Most of the major streets have good sidewalk coverage; with the exception of Railroad Ave. Absent sidewalks are mainly concentrated on low-traffic streets, many of which are on streets immediately adjacent to the 42nd Ave. commercial area. However, on King Rd., on a long stretch of road east of the commercial area, sidewalks are very narrow, with few curb cuts. And there are almost no sidewalks on King Rd. west of the commercial area. Monroe St., a key east/west route also lacks sidewalk coverage.

Improvements are planned in the TSP for both of these areas. But further study is suggested and more improvements likely will be necessary for this area to significantly increase walkability.

Bicycle Network

32nd Avenue

In general, low traffic and speeds on streets perpendicular to 32nd Ave. may make areas within ½ mile of the site attractive and safe for cyclists. Traffic calming measures on 32nd Ave. lower the speed of traffic making this street fairly hospitable to more experienced cyclists wishing to access businesses on the last leg of their journey. Those that are uncomfortable travelling along 32nd Ave. may travel on 29th Ave., a designated bike route, then access businesses via cross-streets. Please see Figure 3.1 for reference.

Beyond the ½ mile buffer, the fragmented street network can be a deterrent to those travelling from other nearby neighborhoods. And outside of the City of Milwaukie, the site is well-connected to the regional network of bikeways, as it is only ½ mile from the Springwater Corridor Trail, which travels east-west from Downtown Portland to Boring, Oregon.

42nd Ave.

Because of low volumes and speeds on the majority of through streets near the site, the environment may be quite hospitable to cyclists in areas within ½ mile of the 42nd Ave. commercial area. However, beyond this buffer zone, bicycle travel becomes more difficult to

the site. As noted above, Hwy. 224 and the railroad tracks are major barriers to those wishing to access the site from areas west and south (see Figure 3.1).

In addition, although many of the streets carry low volumes of traffic at low speeds, the fragmented network can be confusing and unwelcoming to cyclists searching for a direct route to the site. For example, although there is a low stress route following 29th Ave., Harvey St., and 40th Ave., the number of “jogs” in this route may discourage some cyclists. Despite these deficiencies in the network, there are a number of routes that allow access to the commercial areas.

For those travelling from the east of the site, bike lanes on King Rd. make this a quick route to the site for those that are comfortable riding near traffic. Monroe St. is designated as a bike route, which connects downtown Milwaukie to Clackamas Town Center, is planned to receive bike boulevard improvements. But our observations from the walking tour revealed that high speeds of traffic, poor road surface conditions, and a lack of a shoulder currently make this street inhospitable to cyclists.

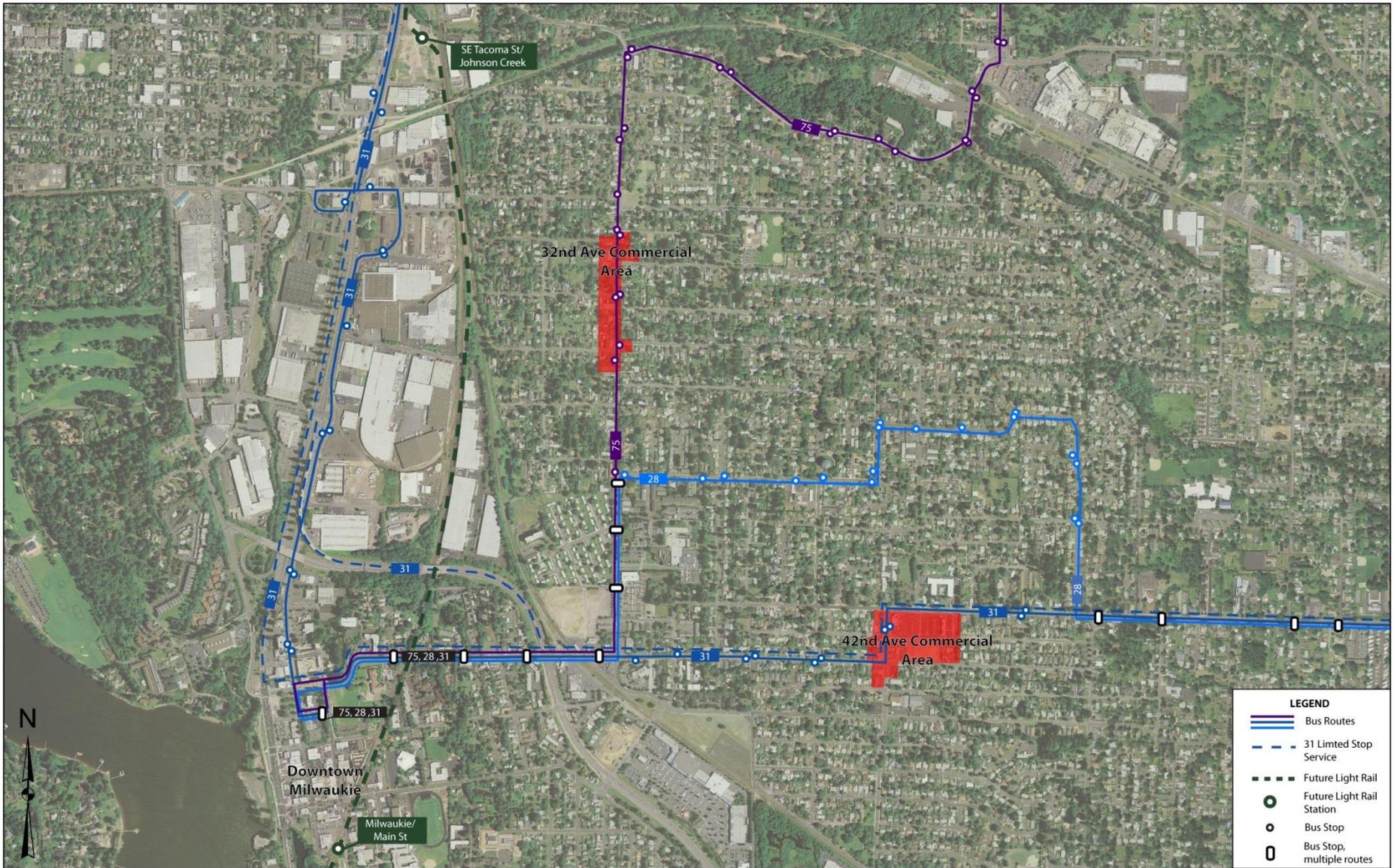
Transit Service

Bus Service

The bus lines that serve the study areas are shown in Figure 3.3 on the next page. All bus stops in the commercial areas are served with sidewalks, however the sidewalks on 32nd Ave. are narrow. Most bus stops on 32nd Ave. are simply a sign post with the exception of the stops at the hospital having a shelter and bench. The bus stop at the 42nd Ave. commercial area for the 31 bus heading towards downtown Milwaukie has a shelter and bench, though it abuts a parking lot. In general, the bus stops for the commercial areas are utilitarian in nature with few amenities for riders.

32nd Avenue: The 32nd Ave. commercial area is served by Tri-Met routes 75 and 28. Route 75 connects the 32nd area with downtown Milwaukie and Providence Milwaukie Hospital, and travels north from the area into Portland on SE Cesar Chavez Blvd. It makes connections with multiple east-west bus lines, including the MAX at Hollywood Transit Center, and terminates in the Saint Johns neighborhood in North Portland. The 75 is a frequent service route, with buses running every 10-16 minutes during the weekday morning and afternoon rush. During the weekday afternoon, buses run every 17-19 minutes. The route runs approximately every 20 minutes during the weekend.

Figure 3.3. Transit Routes and Stops



0 0.125 0.25 0.5 Miles

42nd Avenue: The 42nd Ave. commercial area is served by routes 31 and 28. Route 31 connects the 42nd commercial area with Clackamas Town Center and MAX Transit Center, downtown Milwaukie, and downtown Portland. During the weekday morning and afternoon rush, the bus runs approximately every 15-30 minutes. On Saturdays the bus runs every 35 minutes, and on Sundays the bus runs every hour.

Route 28, a local route, serves both commercial areas, but does not stop directly in the commercial zones. The route has a stop just south at SE Harvey St. on 32nd Ave., and a stop east of the 42nd Ave. area at SE Home Ave. The route connects both areas with downtown Milwaukie, the Providence Milwaukie Hospital, Water Tower Park, Harmony Road Neighborhood Park, and Clackamas Town Center and Transit Center. The route runs infrequently, with a bus every 70 minutes on weekdays.

Portland-Milwaukie Light Rail Transit Project

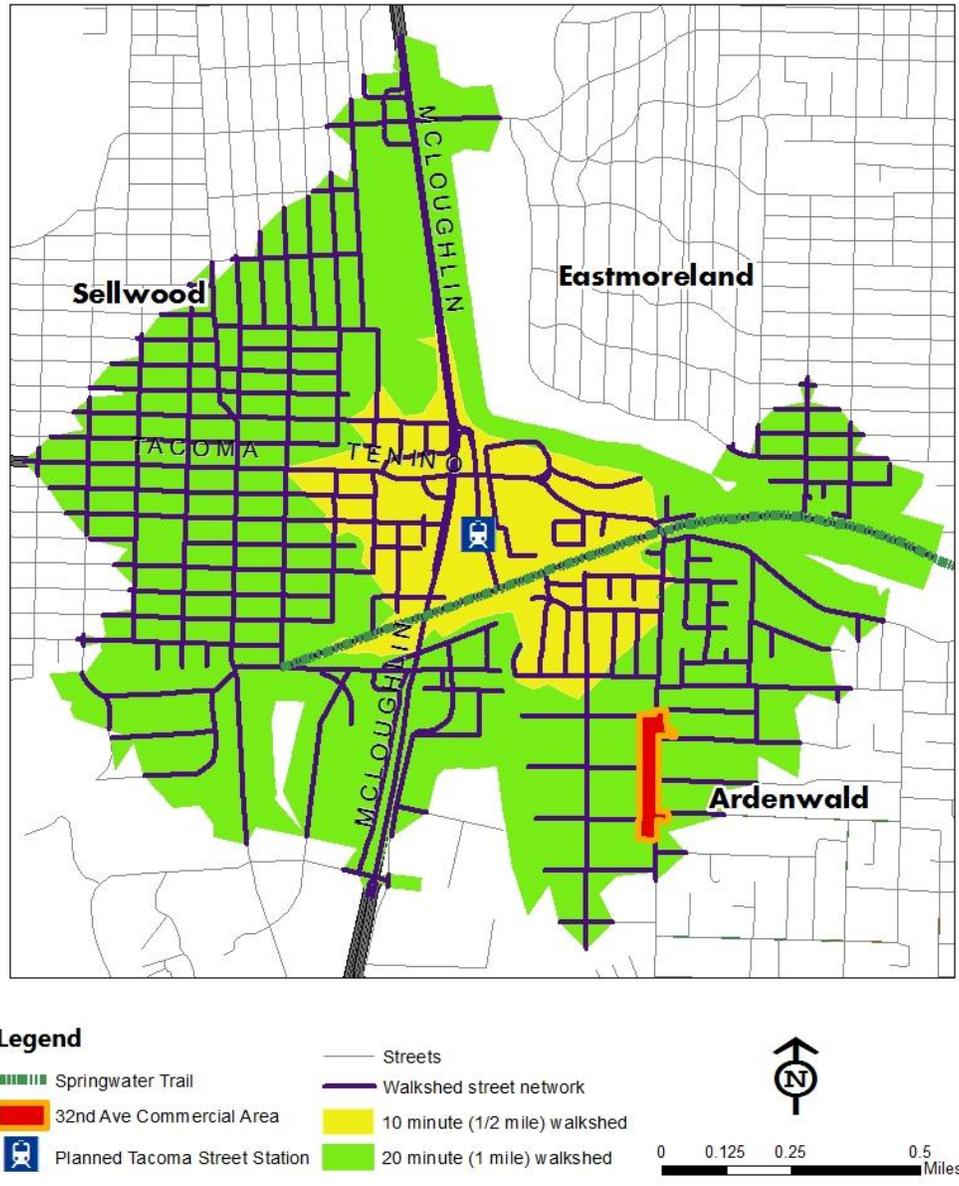
The Portland-Milwaukie Light Rail Transit Project (PMLRT) is a 7.3 mile project that will connect Downtown Portland with inner Southeast Portland and Milwaukie using light rail, and is scheduled to open in 2015.²² While the line will run outside of the study area, the two stations in Milwaukie are still relatively close to the study area and may impact it. See Figure 3.3 above for location of the future line and stops.

The station at SE Tacoma St/Johnson Creek is adjacent to the Ardenwald-Johnson neighborhood. It is approximately ½ mile away from the north end of the 32nd Ave., which is within the station's 20-minute walkshed shown in Figure 3.4 on the next page. The other station in Milwaukie is near SE Adams and 21st Ave. in Downtown Milwaukie, much further from the study areas and not in easy walking distance.

There are both positive and negative potential impacts that these stations may have on the study areas. The most likely impact of the light rail's extension to Milwaukie is it may attract new residents who are supportive of compact commercial areas within walking distance. In addition, the Tacoma St. station may also attract new customers and businesses, particularly with the access to 32nd Ave. via the Springwater Corridor Trail. On the other hand, the Downtown station could strengthen the downtown commercial area, which could compete with both 32nd and 42nd Ave. However, the physical barriers between downtown Milwaukie and its neighborhoods suggest that the Downtown station may not be able to draw the same customers within walking distance as our study area.

²² Tri-met. Portland-Milwaukie Light Rail Transit Project. Accessed from <http://trimet.org/pm>

Figure 3.4. Tacoma Street Light Rail Station Walkshed



Automobile Access

For this analysis, automobile access is described in terms of available parking. The 32nd Ave. commercial area has no on-street parking spaces with the exception of two on-street spaces at 32nd Ave. and Olsen St. Parking is provided in front parking lots for three of the businesses, for a combined approximate total of 50 off-street parking spaces. Parking is on side streets for all other businesses.

The 42nd Ave. commercial area is anchored by Safeway, which has two separate parking lots: A larger lot at 43rd and King Rd containing 225 parking spaces, and a smaller lot facing 44th Ave. having 31 spaces, for a total of 256 off-street parking spaces. Of those spaces, 12 are ADA accessible parking spaces. The other businesses on 42nd Ave. have a combined approximate 44 off-street parking spaces. An auto service business on the corner of King Rd. and 42nd Ave. has an indeterminate amount of off-street spaces for vehicle storage. On-street parking is not available on King Rd or 42nd Ave. between King Rd. and Harrison St., but is available on Harrison St. and 44th Ave. and 42nd Ave. near Jackson St.

Parking Requirements for new developments are discussed in detail in Chapter 2 on Land Use. However it is important to note that most of the 32nd 42nd Ave. commercial areas are eligible for up to 50% reductions in required parking due to their neighborhood location and character.

Current Plans and Projects

Transportation System Plan

Milwaukie's Transportation System Plan (TSP), which was last updated in 2007, is the "long-term plan for transportation improvements and includes policies and projects that could be implemented through the City Capital Improvement Plan, development review, or grant funding."²³ All jurisdictions in Oregon are required to complete and update their TSP as part of the State-wide comprehensive planning requirements.

The TSP focuses its improvements in three areas:

- Connections that cross major barriers, such as highways and railroad tracks.
- Connections to schools, shopping, parks, and other key destinations.
- Improvements in areas that already contain some pedestrian infrastructure, but need some additional improvements to complete the network.

The TSP is organized into pedestrian, bicycle, transit, and motor vehicle sections. Each section contains an action plan which prioritizes identified improvements based on funding that is available. This overview will focus on the pedestrian and bicycle elements, as those are most in need of improvement within the 32nd and 42nd Ave. commercial areas.

²³City of Milwaukie. Milwaukie Transportation System Plan, Chapter 1. Executive Summary. Accessed from http://www.ci.milwaukie.or.us/sites/default/files/fileattachments/tsp_ch_1_exec_summary_0.pdf

Pedestrian Element. The pedestrian element of the TSP emphasizes that the most common overall need is to provide a safe and interconnected system that makes pedestrian travel a viable option, especially for residential trips less than one-half mile in length and recreational trips less than one mile in length. Improvements are needed in two key areas - crossing improvements at most highways, railroads and arterials, and connections to schools, parks and transit routes. With this goal in mind, the TSP disperses transportation projects throughout the city to increase access to safe pedestrian facilities.

TSP Pedestrian Projects that are in close proximity to the 32nd and 42nd Ave. commercial areas and that would directly affect them shown in Table 3.3 below. None of these projects have yet been implemented. In-depth descriptions of the Projects are provided in Appendix 5.

Table 3.3. Transportation System Plan Pedestrian Projects in or near the Study Area

Commercial Area	TSP Project	TSP Priority
32nd Ave.	Harvey St./Olsen St. Sidewalks	low
42nd Ave.	King Rd. Boulevard Treatments	high
	Monroe St. Sidewalk Infill	high
	43rd Ave. Sidewalk Infill	low

Bicycle Element. The TSP states that “Milwaukie needs a safe and interconnected bicycle system that provides options for all types of users.” Within the NMS study area there are a number of improvement projects that are aimed to achieve this goal. A combination of bike lanes on higher volume roadways and low-stress bike boulevards on neighborhood streets will create a denser bike network for residents wishing to access these neighborhood main streets from areas throughout the city.

TSP Bicycle Projects that are in close proximity to the 32nd and 42nd Ave. commercial areas and would directly affect them are shown in Table 3.4 below. To date, the only project that has been started is the 40th/29th/Harvey Bike Boulevard. In-depth descriptions of the Projects are provided in Appendix 5.

Table 3.4. Transportation System Plan Bicycle Projects in or near the Study Area

Commercial Area	TSP Project	TSP Priority
32nd & 42nd Ave.	37th Ave. Bike Lanes	low
	40th/29th/Harvey Bike Boulevard	high
42nd Ave.	Harrison St. Bike Lanes	low
	Monroe St. Bike Boulevard	high

In addition to new improvement projects, the city requires sidewalks for all new development. Although the city does not currently require a new development to provide facilities to areas that are not adjacent to the site, the TSP recommends exploring new policies to collect impact fees to provide connections to areas that are not necessarily directly adjacent to the site.

Both the 32nd and 42nd Ave. commercial areas are designated in the TSP as “transit/mixed use streets.” They are identified to be “important pedestrian streets” as they are expected to generate substantial pedestrian traffic due to quality transit service, neighborhood oriented retail, schools, and parks. The pedestrian environment should include “wide sidewalks with buffering from traffic, pedestrian-scale lighting, benches, bus shelters, and street trees.”

Walk Safely Milwaukie

Realizing that the most valuable point of information about the walking environment is the residents themselves, the City of Milwaukie launched a three-year pilot program to empower neighborhoods to identify local projects that will make the walking environment more comfortable and attractive for the city’s residents.²⁴ With the assistance of the Pedestrian Safety Advisory Committee, Neighborhood District Associations (NDAs) make recommendations to the city for education and awareness, in addition to pedestrian improvement projects such as traffic calming, sidewalks, and crossing treatments.

Since the program began in 2010, the NDAs included in the *Neighborhood Main Streets Project* have identified three projects in close proximity to the study areas, shown below in Table 3.5. To date, all of these projects have either been completely implemented or started.

Table 3.5. Walk Safely Milwaukie Projects in the Study Area

Commercial Area	Walk Safely Project
32nd Ave.	Harvey Street Sidewalks
42nd Ave.	Home Ave. Path
	42nd Ave. at Washington St. Crossing

²⁴ City of Milwaukie. Walk Safely Milwaukie. Accessed from <http://www.ci.milwaukie.or.us/communitydevelopment/walk-safely-milwaukie>

Chapter 4. Economic Development

This chapter identifies market characteristics and business potential of the 32nd and 42nd Ave. commercial areas. It describes the current businesses and characteristics of their market area. Descriptions of similar business centers in the Portland metropolitan area are provided for comparison to suggest what future neighborhood main streets could look like. Finally, this Chapter looks at the market “leakage” of the 32nd and 42nd Ave. commercial areas, through comparison of the supply of commercial activity against the potential amount that an average resident could spend.

Market Area and Characteristics

Most of the businesses in our Study Areas are convenience businesses rather than destination businesses. Convenience businesses are neighborhood-serving and do not tend to attract customers from outside of a fairly small radius. The exceptions in our study area are Lisac’s Stoves, Clackamas Book Exchange, Nisbett Jeweler’s, and West Coast Tae Kwon Do, which may attract more people from outside the neighborhood. A complete list of study area businesses, including square footage and business type is provided in Appendix 6.

Because of the existence of nearby shopping centers that compete with many of the convenience businesses in our study area, it is likely that the primary market areas are fairly small, consisting of people who live very close by or travel by our study area regularly. Customers also may include employees in the vicinity of the Study Area, especially the Providence Milwaukie Hospital employees. There are about 13,200 people employed within the City limits of Milwaukie as of 2009, and 3,300 employed in the involvement area of the three neighborhoods. Since very few of those employed in Milwaukie live within the city limits these employees may also be considered potential customers.

Based on the above information, the market area for the 32nd Ave. commercial area is defined in this study as the Ardenwald-Johnson Creek neighborhood boundary, shown on Figure 1.1 from Chapter 1. The market area for the 42nd Avenue commercial area is much larger, and is defined as the boundaries of the Ardenwald-Johnson Creek, Lewelling, and Hector Campbell neighborhoods, also shown in Figure 1.1. These boundaries also represent the areas that are generally within walking distance of each commercial area.

32nd Avenue

The 32nd Ave. commercial area is zoned Limited Commercial (C-L). Of the 22 lots within the zone, six have active businesses, shown on Figure 4.1 below. Of the 36,000 square feet of commercial space the apparently vacant commercial building represents 14,800 square feet, which is 41% of the total. The remainder of the lots are single family houses and apartment complexes.

Figure 4.1. Map of 32nd Ave. Businesses



The business mix along 32nd Ave. is representative of convenience services for a neighborhood-serving commercial area. Shown in Figure 4.2 below, businesses located on 32nd Ave. include a coffee shop, grooming, catering, and auto repair businesses with one specialty retailer (stove) and one convenience food store. Estimated lease rates for 32nd Ave businesses are about \$10-13/sq ft per year. See Table 4.1 for a full list of businesses.

Figure 4.2. 32nd Ave. Business Type Mix (in square feet)

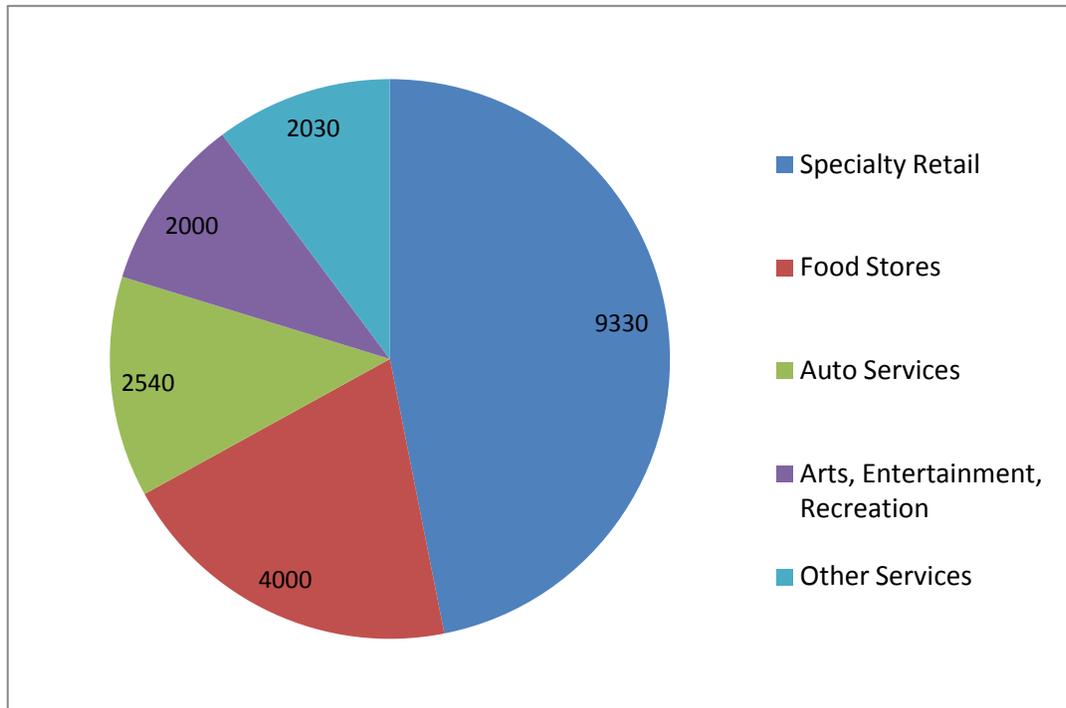


Table 4.1. 32nd Ave. Businesses by Type

Business Type	Number	Businesses
Apparel		
Arts Entertainment, Rec	1*	
Business and Professional		
Fitness, Health, Wellness		
Food Stores	1	Eric's Market
Restaurants	1*	Art House Coffee
Medical Offices		
Other Services	2	Cheryl Canine Styling, Barb's Catering
Personal Care Services		
Specialty Retail	1	Lisac's Fireplaces and Stoves
Auto Services	1	Luther Davis Auto Repair
Total Businesses	6	

* The Art House Café on 32nd Ave. is both an art gallery and coffee house

42nd Avenue

The 42nd Ave. commercial area is zoned CG- general commercial and contains approximately 38 businesses within 18 buildings on 15 taxlots. The businesses and their types are shown in Figure 4.3 below and summarized in Figure 4.4 and Table 4.2 on the following page. All commercial buildings along 42nd Ave. are occupied, with the area's vacancies all found in the King Road Shopping Center, a large development between 42nd and 44th Ave. on the south side of King Rd. anchored by a Safeway. It appears that the 42nd Ave. commercial area is a focal point for commercial activity as many small businesses have located near-by in residential buildings.

The King Road Center has three businesses with their own buildings; Safeway, a burrito shop with drive-thru, and a gas station. All other businesses in the Center share two outpad buildings. One is single story and the other is two story, with the top floor facing the shared Safeway parking lot due to sloping of the site and the bottom floor facing 44th Avenue. The vacant retail spaces in the outpad buildings constitute 13% of the one story building and 54% of the two story building. These vacancies are mostly in the lower level of the two story building which is hard to see from King Rd. Lease rates for the King Road Shopping Center are \$10-16/sq ft per year.

Figure 4.3. Map of 42nd Ave. Businesses



Figure 4.4. 42nd Ave. Business Type Mix (in square feet)

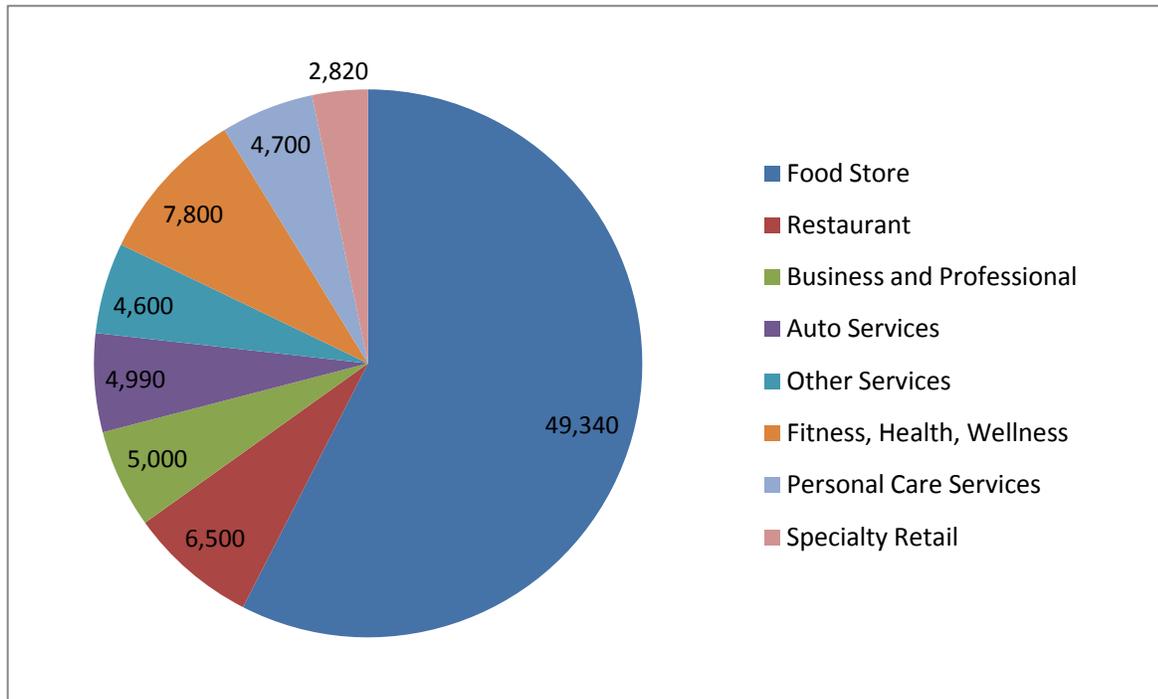


Table 4.2. 42nd Ave. Businesses by Type

Business Type	Number	Businesses
Apparel		
Arts Entertainment, Rec		
Business and Professional	6	Mike’s Drive in HQ, Iona Lockwood Tax Service, Pete Anderson Realty, Edward Jones Financial Advisors, Law office, Jackson Hewitt Tax Service
Fitness, Health, Wellness	2	Snap Fitness, West Coast Tae Kwon Do
Food Stores	3*	Safeway, 7-11, Harrison Mart
Restaurants	3	Super Burrito Express, Thai King Curry, Papa Murphy’s
Medical Offices	1	Cedar Chiropractic
Other Services	6	Marian Prayer Center, B&J Coin Laundry, Alteration services, Mail House Plus, Sweet Pea Preschool, Community Club Center
Personal Care Services	6	Jasmine Nails, Off the Top, Professional Hair Salon, Nails by Nancy, Becky’s House of Haircuts, Hair Etc
Specialty Retail	2	Nisbett Jeweler, Clackamas Book Exchange
Other - Auto Services	3*	Safeway Gas, Harrison Mart Gas, Premier Auto Wholesale
Total Businesses	31	

*Harrison Mart counted in auto services and food stores.

Tapestry Market Segments

The Environmental Systems Research Institute (ESRI) uses what it calls “Tapestry Segmentations” to classify neighborhoods based on consumer behavior of residents. ESRI uses variables “from household characteristics like income and family type to personal traits such as age, education, or employment and even to housing choices” and groups neighborhoods with similar characteristics together.

The top three Tapestry Segments for the zip code 97222, which encompasses the 32nd and 42nd Ave. commercial areas and beyond, are displayed in Table 4.3. Based on this data, the Tapestry Segmentation of the market allows us to compare the needs of these expected shoppers with the existing business areas and with data collected by the survey and at our workshop. Almost half of the households are categorized as “Main Street USA,” and another 18% are “Aspiring Young Families.” What is important here is the preferences of each group, which show that family restaurants are in demand in this zip code and that a large portion of households own pets and perform their own home improvements, which suggests businesses related to those activities would have ample customers.

Table 4.3. Top Three ESRI Tapestry Segments for Milwaukie Zip code 97222

Percent of Households	Tapestry Segment	Household/ Family Type	Median Income	Median Age	Preferences
48%	Main street USA	Married couple families and single person or shared households	\$57,196	36.8	Pet owners, eat at family restaurants, perform their own home improvements and landscaping and enjoy basketball, baseball, and swimming.
18%	Aspiring Young Families	Young married couples with or without children and single parents	\$52,487	30.5	Spend most of discretionary income on baby and children’s products, toys, home furnishings, cameras, and video game systems. Eat at family restaurants and fast food establishments, enjoy bowling and going to the movies.
7%	In Style	Professional couples or singles mostly without children	\$70,745	40	Frequently use the internet, invest in the stock market, hire professionals for household services and improvements. Enjoy hiking, golfing, eating healthy and attending live performances.

Economic Development in Milwaukie

The City of Milwaukie does not have its own Economic Development Department – many economic development functions are provided by Clackamas County. There is also no Milwaukie chamber of commerce or business association. The North Clackamas Chamber of Commerce is the organization that serves businesses in Milwaukie who are members. The City website states that the existence of no sales or inventory tax, no City of Milwaukie business income or payroll tax, and no county business income tax makes the City a great place to do business at a low cost.

Economic development programs in Milwaukie are currently focused on Downtown. There is a new Main Street program for the downtown area that includes a façade improvement grant program for businesses there. The light rail stations being planned in Milwaukie will bring MAX through downtown, which will further spur development there when service begins in 2015. The City is also exploring the idea of a minor league baseball facility north of downtown.

Currently, there are no economic development programs or projects that operate in or near the 32nd or 42nd Avenue commercial areas. Home occupations, however, represent an opportunity for economic or business development in the study area. Milwaukie also has a large number of home occupations, which means there are a lot of entrepreneurs living in the City that may eventually demand commercial spaces.

Market Competitors

The stores and shopping centers described below and shown in Figure 4.5 on the next page represent the main competition for our commercial areas, especially for customers who are driving.

Because Safeway is the anchor of the 42nd Avenue commercial area, competitors were identified by looking for other nearby supermarkets and the commercial businesses that surround them. Albertson's Supermarket is 0.8 miles from the 42nd Ave. commercial area (4 minute drive time) and is located off of Highway 224. This shopping center contains a Dollar Tree, Rite Aid, Starbucks, Fashion Bug, JoAnn Fabrics, Tuesday Morning, Walgreens, Taco Bell, Shari's Restaurant, McGraths Fish House, Subway Sandwiches, Payless Shoes, and McDonald's. Very few residences are within walking distance to this area, and the auto-oriented scale of the area likely discourages pedestrian and bicycle activity. While this area is a market competitor, it offers a very different commercial experience than the 32nd and 42nd Ave. commercial areas.

Figure 4.5. Market Competitors



A small-scale commercial area is 0.9 miles (2 minute drive) away from the 42nd Ave. commercial area, at King Rd. and Linwood Avenue. It lacks an anchor (former anchor Save-a-Lot closed) but includes Witchita Town Pub, Zappo's Pizza, Mo Betta Deli, Hong Kong 97 (a restaurant), Northwest Family Services, Linwood Animal Clinic, Chevron, and a convenience store. Some residents of Hector Campbell and Lewelling neighborhoods may be within closer walking distance to this area than they are to the 42nd or 32nd Ave. commercial areas.

Downtown Milwaukie, less than a mile from the study areas, contains numerous shops and restaurants, but is cut off from the study areas by railroad tracks and Highway 224, making neighborhood residents less likely to walk there for convenience shopping or dining. Finally, the large-scale 82nd Ave. shopping area is approximately two miles away, which includes a Walmart, WinCo Foods, many other restaurants and shopping destinations. Clackamas Town Center Mall, also on 82nd Ave., is 2.9 miles away from the 42nd Ave. commercial area.

Other individual businesses not part of a shopping center near our Study Areas include:

- Domino's Pizza at 32nd Ave. and Harrison St.
- Panaderia/Taqueria and a Minimart at 32nd Ave. and Johnson Creek Blvd.
- Roswell Market at 42nd Ave. and Roswell St.

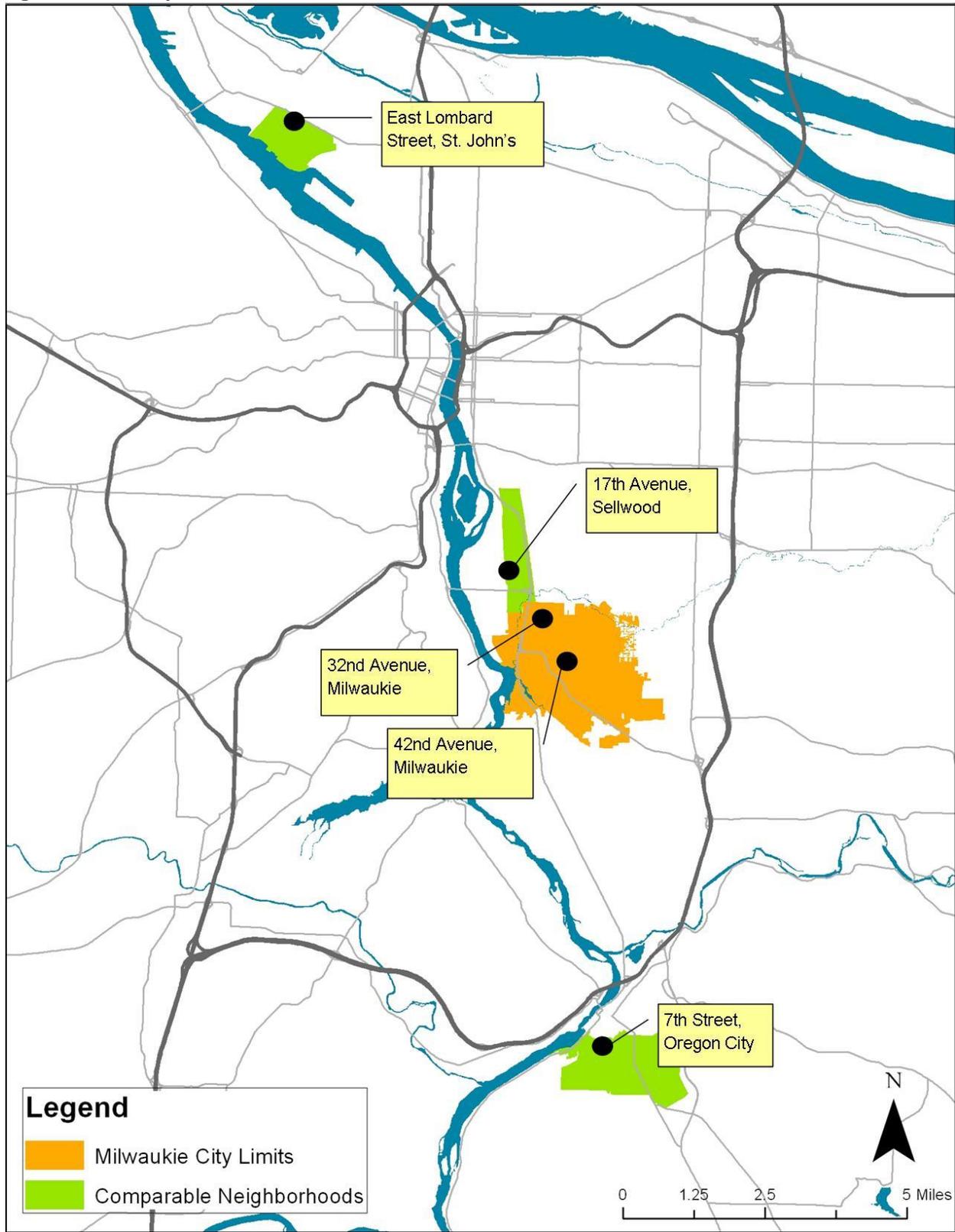
Comparable Commercial Areas

Many neighborhoods in the Portland metro area have similar density, size and income level as the three Milwaukie neighborhoods that make up the market area. However, most of these places have only auto-oriented businesses on large arterial roads, or are adjacent to much denser districts that support many more neighborhood businesses than are currently supported in Milwaukie.

The following neighborhoods in the metropolitan area were found to have similar population size, density, and income level as our study area in Milwaukie. They also have somewhat walkable commercial areas within them, which may indicate possibilities for the 32nd and 42nd Ave. commercial areas. They are shown on the Map in Figure 4.6 on the following page.

- 17th Avenue in Sellwood
- Lombard Street, before downtown St. John's
- 7th Street in Oregon City

Figure 4.6. Comparable Commercial Areas



In Table 4.4 below, each of these neighborhoods is compared to the Milwaukie commercial areas in terms of income, density, and walkscore. Walkscore, from walkscore.com, claims to measure the “walkability” of a place based only on the number and diversity of businesses in walking distance of a place. The score ranges from 0-100 where 90 to 100 is a “walker’s paradise” and anything under 50 is considered “auto dependent.”

Table 4.4. Comparable Commercial Areas

Neighborhood	Walkscore	Population	Median HH Income (\$)	Persons per square mile
Milwaukie 32nd Ave.	54	4,475	53,444	5,575
Milwaukie 42nd Ave.	74	10,661	59,613	5,306
Sellwood, 17 th Avenue	77	5,777	44,167	6,281
St. John’s, Lombard Street	86	5,802	50,729	4,771
Oregon City, 7 th Street	86	3,968	42,988	3,346

The low score for the 32nd Ave. is likely due both to the small size of the commercial area and the high number of residential buildings in the area leaving less businesses to walk to. What is more promising is that the 42nd Avenue walkscore is very close to the 17th Ave Sellwood walkscore.

Though 32nd Ave. has significantly fewer businesses overall, the general business mix for both the study areas are not completely different from the comparable commercial areas. The major difference is in the number of eating establishments and arts/entertainment/recreation businesses. The three comparable areas contain a far greater number and variety of these types businesses than 32nd and 42nd Aves. In addition, neither commercial area in Milwaukie has a bank, a service common in the comparable commercial areas.

It is important to note that none of these measures of comparable neighborhoods take into account things like limited or poor quality sidewalks or street connectivity of the area described in Chapter 3. But what it does indicate is the potential of the areas to become more thriving neighborhood scale commercial areas. For 32nd Ave. it will require more businesses, particularly restaurants and services; for 42nd Ave., which already has a strong mix of businesses, redevelopment might be supported if the quality of the pedestrian environment within the walkshed is improved.

Market Potential

The final piece of the Economic Development Chapter is to look at the market potential for the study area, meaning how much commercial activity the area can realistically support. A summary of this analysis and the data used is displayed in Table 4.5 on the following page.

Table 4.5. Spending Potential Data for Study Area

Spending Category	Current Businesses	Local square footage	Sales per square foot*	Current Local Sales	Spending Potential of the market area	Spending Leakage (Spending Potential minus local sales)	Share of Spending that Occurs Outside the Study Area
Food and drinks at home	Safeway (minus pharmacy), 7-Eleven, Harrison Mart, Eric's Market	52,840	\$ 347	\$ 18,335,480	\$ 17,056,414	\$ (1,279,066)	-7%
Food and drinks away from home	Papa Murphy's, Super Burrito, King Curry	6,500	\$ 224	\$ 1,456,000	\$ 11,814,335	\$ 10,358,335	88%
Home Maintenance, repairs, insurance, other expenses	-	0	\$ 143	\$ -	\$ 4,985,640	\$ 4,985,640	100%
Apparel and services		0	\$ 168	\$ -	\$ 6,075,422	\$ 6,075,422	100%
Drug store/medical purchases	Safeway Pharmacy	4,000	\$ 408	\$ 1,632,000	\$ 2,792,845	\$ 1,160,845	42%
Entertainment	Art House, Snap Fitness, West Coast Tae Kwon Do	6,400	\$ 86	\$ 550,400	\$ 10,580,195	\$ 10,029,795	95%
Personal care products and services	Jasmine Nails, Off the Top, Professional Hair Salon, Nails by Nancy, Becky's House of Haircuts, Hair Etc	4,500	\$ 127	\$ 571,500	\$ 2,473,125	\$ 1,901,625	77%
Reading	Clackamas Book Exchange	1,800	\$ 163	\$ 293,400	\$ 473,865	\$ 180,465	38%
Home furnishings	Lisac's Fireplaces and Stoves	9,300	\$ 142	\$ 1,320,600	\$ 6,238,871	\$ 4,918,271	79%
TOTAL					\$ 62,490,711	\$ 38,331,331	61%

47 * Sales per square foot generated from the Urban Land Institute's Dollars and Cents of Shopping Centers, 2004.

A complete list of all businesses, including their square footage and business type category is provided in Appendix 6.

As shown in Table 4.5, to generate retail spending potential, household expenditures on different consumer goods were first calculated for the census tracts within the study area based on the national Consumer Expenditure Survey's estimates by income level. Next, we used GIS data to identify existing retail square footage within the study area, and to approximate retail sales based on the 2004 Dollars and Cents of Shopping data. Potential consumer expenditures were then compared to potential sales, resulting in a leakage of spending from the study area. The leakage provided in the last column of Table 4.5 represents our approximation of what amount of current spending could be accommodated inside the neighborhood, based on what services are available now.

This analysis shows that there is a spending leakage in almost all business categories, meaning people that live in the 32nd and 42nd Ave. market areas go outside of their neighborhood for a large portion of their purchases. The exception is "food and drinks at home," which shows that the Safeway and other smaller food stores are large enough to serve the neighborhood on their own. The negative figure for leakage in that category is probably due to people from outside the neighborhood (people who work in Milwaukie or travel through Milwaukie) purchasing food and drinks from these stores.

While it is unlikely that the study area will, in the near future, be a place where people purchase a lot of apparel or furniture, some of the categories in Figure 4.7 do seem realistic for the area. For example, 88% (over \$10 million per year) of restaurant spending (food and drinks away from home) occurs outside of the neighborhood. If just a quarter of that spending shifted to the study area, it would require another 11,000 square feet of space devoted to eating establishments. There may also be potential in the area for more businesses related to home maintenance and entertainment.

Finally, we combined this information with sales per square foot for the different retail types to see how much commercial space the study areas, with their current demographic information, could potentially support. The 42nd Avenue Market Area, with 4,400 households in the market area, could support 30,000-100,000 sq ft of retail space and currently supports approximately 82,000 sq ft.²⁵ This does not show a significant amount of growth potential and city strategies may need to focus around business retention and support.

²⁵ Easton, G and Owen, J. (2009). Creating Walkable Neighborhood Business Districts. Retrieved from http://makersarch.com/articles/Creating_Walkable_Neighborhood_Districts.pdf

The current high vacancy rate in the King Road Center also raises some concern over likelihood of an increase in new businesses in the area, or the expansion of the zone. With the approximately 1,900 households in the 32nd Ave. Market Area the area could support between 10,000-30,000 sq ft of retail space and currently supports approximately 20,000 sq ft. Because 9,000 sq ft of the 32nd Ave. commercial area is dedicated to one specialty retailer the actual total to consider is around 11,000 sq ft. Thus the 32nd Ave. commercial area may be able to support several new locally serving businesses.

Appendix

1. Market Area Demographics

The following data tables are estimates based on Census boundary approximations and estimates from the American Community Survey. Margins of error are provided where appropriate.

Table 5.1. Population Data (Source: Census 2000 and 2010)

Population Data	32nd Avenue Market Area	42nd Avenue Market Area	City of Milwaukie	Metropolitan Area
Total Population, 2000	4,756	10,736	20,490	1,918,009
Total Population, 2010	4,475	10,661	20,291	2,226,009
Percent Change in Population, 2000 to 2010	-6%	-1%	-1%	16%
Persons per Square mile, 2010	5,011	5,278	4,039	333
Occupied housing units, 2010	1,913	4,418	8,667	867,794
Ownership Rate,2010	58.2	65.6	58.6	61.7
Vacancy Rate,2010	4.9%	4.6%	5.2%	6.2%
Average Household Size, 2010	2.34	2.41	2.28	2.51
Median Age, 2010	39.5	39.2	39.9	36.7
Percent under 18, 2010	21%	22%	20%	26%
Percent over 65, 2010	10.4%	11.7%	12.7%	10.9%
Percent of households with children under 18, 2010	31% +/- 5%	29% +/- 5%	26%	33%

Table 5.2. Race/Ethnicity Data (Source: Census 2000 and 2010)

2010 Race/Ethnicity Data	32nd Avenue Market Area	42nd Avenue Market Area	City of Milwaukie	Metropolitan Area
Percent White	92.8%	92.2%	88.5%	81%
Percent Black or African American	3%	2.1%	1.3%	3.9%
Percent Hispanic	5.7%	6.3%	7.0%	10.9%
Percent American Indian or Alaska Native	3%	2.8%	1.3%	2.2%
Percent Asian	2.5%	3.1%	2.5%	7.2%
Percent Native Hawaiian or Pacific Islander	0.6%	0.5%	0.3%	0.9%

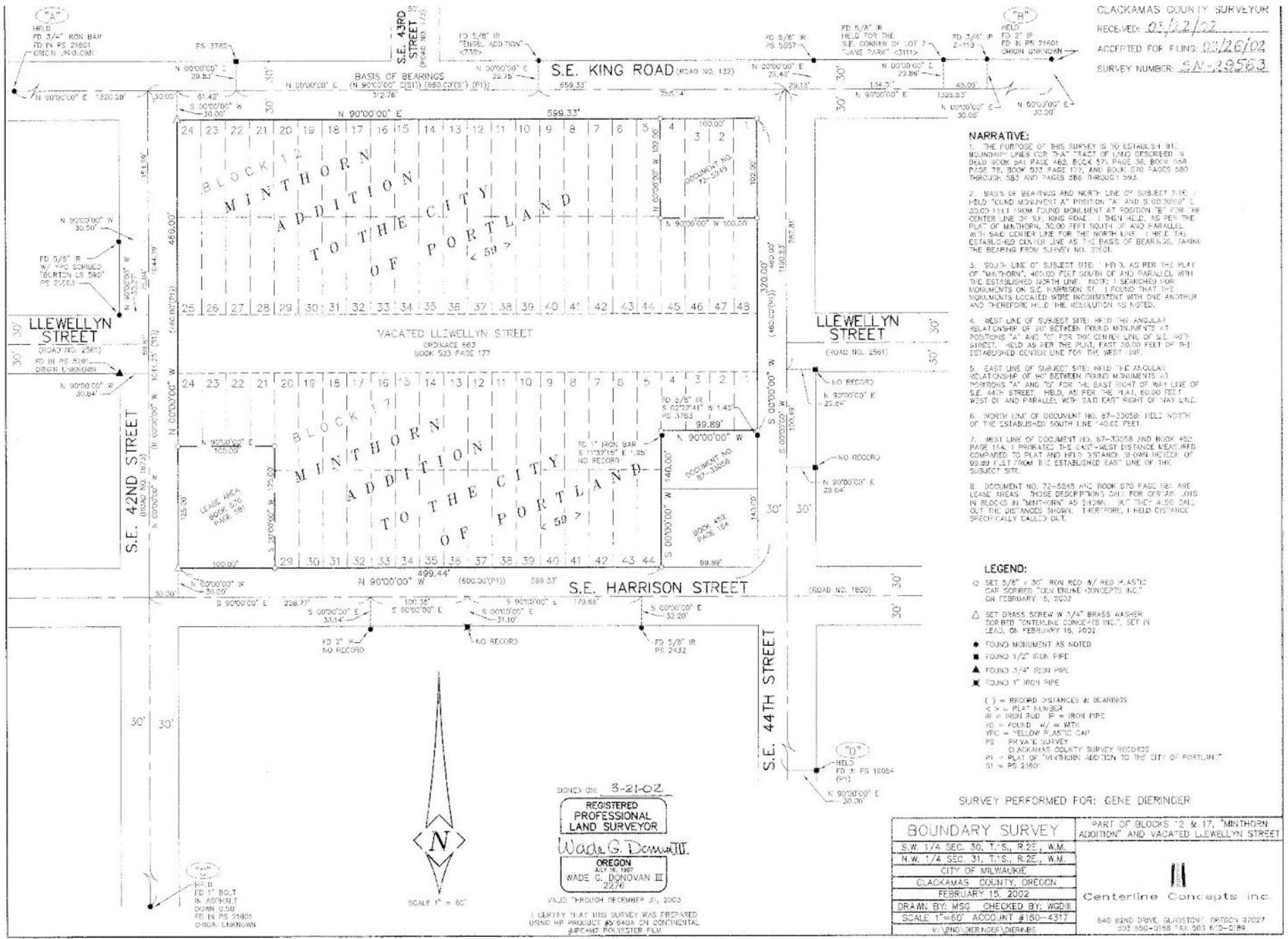
Table 5.3. Economic Data (Source: American Community Survey 5-year estimates)

2006-2010 Economic Data	32nd Avenue Market Area	42nd Avenue Market Area	City of Milwaukie	Metropolitan Area
Percent adults over 25 with bachelors degree or higher	22.2% +/- 6.0%	20.5% +/- 5.4%	22.3%	33.4%
Percent of adults over 25 with at least a high school degree	89.9% +/- 2.9%	90.9% +/- 3.1%	91.5%	90%
Percent walking to work	4.1% +/- 3.0%	3.4% +/- 2.8%	2.5% +/- 1.4%	3.3%
Median Family Income	\$53,444 +/- \$13,852	\$59,613 +/- \$19,000	\$64,020 +/- \$4,491	\$68,924

Table 5.4. Household Income Data (Source: American Community Survey 5-year estimates)

2006-2010 Household Income Levels	32nd Ave. Market Area	42nd Ave. Market Area	City of Milwaukie	Metropolitan Area
Less than \$10,000	9.6%	4.4%	6.1%	5.9%
\$10,000 to \$14,999	8.6%	5.8%	7.8%	4.6%
\$15,000 to \$24,999	8.3%	10.5%	9.1%	9.4%
\$25,000 to \$34,999	7.7%	9.0%	8%	10%
\$35,000 to \$49,999	17.6%	17.0%	16.2%	14.3%
\$50,000 to \$74,999	26.8%	26.3%	23.7%	19.9%
\$75,000 to \$99,999	14.2%	15.6%	14.9%	13.6%
\$100,000 to \$149,999	6.9%	10.0%	10.9%	13.7%
\$150,000 to \$199,999	0.4%	1.5%	2.1%	4.6%
\$200,000 or more	0%	0%	1.2%	4%

Figure 2.2. 42nd Ave., 1890 (from the Clackamas County Surveyor, Retrieved 3-18-2012)



CLACKAMAS COUNTY SURVEYOR
 RECEIVED: 02/12/02
 ACCEPTED FOR FILING: 02/26/02
 SURVEY NUMBER: SA-22563

NARRATIVE:

1. THE PURPOSE OF THIS SURVEY IS TO ESTABLISH THE BOUNDARY LINES FOR 7-A TRACT OF LAND DESCRIBED IN BOLD BOOK 341 PAGE 482, BOOK 571 PAGE 35, BOOK 158 PAGE 78, BOOK 521 PAGE 173, AND BOOK 570 PAGES 580 THROUGH 583 AND PAGES 286 THROUGH 293.
2. BASIS OF BEARINGS AND NORTH LINE OF SUBJECT SITE: I HELD "FOUND MONUMENT" AT POSITION "A" AND S 02°00'00" E 33.00 FEET FROM FOUND MONUMENT AT POSITION "B" FOR THE CENTER LINE OF S.E. KING ROAD. I THEN HELD AS PER THE PLAT OF MINTHORN 30.00 FEET SOUTH OF AND PARALLEL WITH SAID CENTER LINE FOR THE NORTH LINE. I HELD THE ESTABLISHED CENTER LINE AS THE BASIS OF BEARINGS, TAKING THE BEARING FROM SURVEY NO. 3163.
3. SOUTH LINE OF SUBJECT SITE: HELD AS PER THE PLAT OF "MINTHORN" 460.00 FEET SOUTH OF AND PARALLEL WITH THE ESTABLISHED NORTH LINE. NOTE: I SEARCHED FOR MONUMENTS ON S.E. HARRISON ST. I FOUND THAT THE MONUMENTS LOCATED WERE INCONSISTENT WITH ONE ANOTHER AND THEREFORE HELD THE RESOLUTION IS NOTED.
4. WEST LINE OF SUBJECT SITE: HELD THE ANGULAR RELATIONSHIP OF 90° BETWEEN FOUND MONUMENTS AT POSITIONS "A" AND "C" FOR THE CENTER LINE OF S.E. 40TH STREET. HELD AS PER THE PLAT, EAST 30.00 FEET OF THE ESTABLISHED CENTER LINE FOR THE WEST LINE.
5. EAST LINE OF SUBJECT SITE: HELD THE ANGULAR RELATIONSHIP OF 90° BETWEEN FOUND MONUMENTS AT POSITIONS "A" AND "D" FOR THE EAST RIGHT OF WAY LINE OF S.E. 44TH STREET. HELD AS PER THE PLAT, 60.00 FEET WEST OF AND PARALLEL WITH SAID EAST RIGHT OF WAY LINE.
6. NORTH LINE OF DOCUMENT NO. 87-13058: HELD NORTH OF THE ESTABLISHED SOUTH LINE 40.00 FEET.
7. WEST LINE OF DOCUMENT NO. 87-13058 AND BOOK 452 PAGE 154: I PROPORTIONED THE EAST-WEST DISTANCE MEASURED COMPARED TO PLAT AND HELD 31.00 FEET WEST OF 99.89 FEET FROM THE ESTABLISHED EAST LINE OF THE SUBJECT SITE.
8. DOCUMENT NO. 72-5245 AND BOOK 570 PAGES 161 ARE LEASE AREAS. THOSE DESCRIPTIONS CALL FOR OFFERS ONLY IN BLOCKS IN "MINTHORN" AS SHOWN, BUT THEY A.S.G. CALL OUT THE DISTANCES SHOWN. THEREFORE, I HELD DISTANCE SPECIFICALLY CALLED OUT.

LEGEND:

- SET 5/8" x 30" IRON ROD W/ RED PLASTIC CAP SCRIBED "GEN LINE CONCEPTS INC." ON FEBRUARY 15, 2002
- △ SET BRASS SCREW W 1/4" BRASS WASHER SCRIBED "CENTERLINE CONCEPTS INC." SET IN LEAD, ON FEBRUARY 15, 2002
- FOUND MONUMENT AS NOTED
- FOUND 1/2" IRON PIPE
- ▲ FOUND 3/4" IRON PIPE
- ✱ FOUND 1" IRON PIPE
- () = REQUIRED DISTANCES & BEARINGS
- < > = PLAT NUMBER
- IR = IRON ROD IP = IRON PIPE
- FD = FOUND W/ WITH
- YPC = YELLOW PLASTIC CAP
- PS = PRIVATE SURVEY
- CLACKAMAS COUNTY SURVEY RECORDS
- PI = PLAT OF "MINTHORN ADDITION TO THE CITY OF PORTLAND"
- SI = PS 2160

SIGNED ON: 3-21-02
 REGISTERED PROFESSIONAL LAND SURVEYOR
 Wade G. Donovan III
 OREGON
 A.L.T. # 199
 MADE C. DONOVAN II
 2276
 VALID THROUGH DECEMBER 31, 2003
 I CERTIFY THAT THIS SURVEY WAS PREPARED USING HP PRODUCT #5 8404 ON CONTINENTAL #8PCMT POLYESTER FILM

BOUNDARY SURVEY		PART OF BLOCKS 12 & 17, "MINTHORN ADDITION" AND VACATED LLEWELLYN STREET
S.W. 1/4 SEC. 30, T.1S., R.2E., W.M.		
N.W. 1/4 SEC. 31, T.1S., R.2E., W.M.		
CITY OF MILWAUKEE		
CLACKAMAS COUNTY, OREGON		
FEBRUARY 15, 2002		
DRAWN BY: MSG CHECKED BY: WGD/II		
SCALE 1"=60' ACCOINT #180-4317		
V:\PHOTO\DIERRINGER\		
Centerline Concepts Inc.		
640 82ND DRIVE, GILGOSTON, OREGON 97027		
503-350-0188 FAX: 503-670-0189		

3. Land Use Definitions

(From Chapter 19.201 of the Milwaukie zoning code)

Agricultural/horticultural uses: Provided that 1. A retail or wholesale business sales office is not maintained on the premises, and 2. Poultry or livestock other than usual household pets are not housed or kept within 100 ft of any dwelling not on the same lot nor on a lot less than 1 acre, nor having less than 10,000 sq ft per head of livestock;

Congregate housing facilities: A multidwelling-unit, permanent housing center with individual or common housekeeping facilities and services provided for residents who require or desire a more supportive living environment than typically available to residents in traditional apartment or single-family residential housing. These facilities may provide regular on-premises supervision by registered medical staff or care providers. Occupants of these facilities may include the elderly, disabled, handicapped, or other persons as defined in the Federal Fair Housing Amendments Act of 1988.

Eating establishment: “Eating establishment” means a restaurant or other similar business establishment with the primary function of serving food, prepared to order, to the public, and may serve alcoholic beverages at the dining table. This establishment may or may not have an attached drinking establishment.

Residential homes: A dwelling unit operated as a single housekeeping unit for the purpose of providing a residence which includes food, shelter, personal services, and care, on a permanent basis, for the elderly, disabled, handicapped, or others requiring such a residence as defined by the Federal Fair Housing Amendments Acts of 1988.

Single-family attached dwelling: Townhouse

Type 2 accessory dwelling unit: “Accessory dwelling” means a dwelling unit that is clearly incidental and subordinate to a detached single-family dwelling, located in a single-family structure designed for occupancy by a housekeeping unit, and not containing more than 1 cooking facility. For the purpose of this definition “cooking facility” means an oven, stove, range, or other device used or intended for the preparation or heating of food.

- “Type 1 accessory dwelling” means an accessory dwelling unit not less than 225 sq ft net floor area and not more than 600 sq ft net floor area and meeting the requirements of Subsection 19.910.1. For the purpose of this chapter, net floor area is measured from the inside face of walls enclosing the unit including all storage space, closets, halls, stairwells, and rooms.
- “**Type 2 accessory dwelling**” means an accessory dwelling unit other than a Type 1 accessory dwelling unit, as permitted by Subsection 19.910.2.

Transition area: An area where new multifamily projects in R-3, R-2, and R-1 Zones that are adjacent to areas designated for lower densities have required transition measures (described in 19.504.6)

4. Parking Requirements for New Development

(From Chapter 19.605 of the Milwaukie zoning code)

Table 19.605.1		
Minimum To Maximum Off-Street Parking Requirements		
Use	Minimum Required	Maximum Allowed
A. Residential Uses		
1. Single-family dwellings, including manufactured homes.	1 space per dwelling unit.	No maximum.
2. Multifamily dwellings containing 3 or more dwelling units (includes senior and retirement housing).		
a. Dwelling units with 800 sq ft of floor area or less.	1 space per dwelling unit.	2 space per dwelling unit.
b. Dwelling units with more than 800 sq ft of floor area.	1.25 spaces per dwelling unit.	2 spaces per dwelling unit.
3. Residential homes and similar facilities allowed outright in residential zones.	1 space per dwelling unit plus 1 space per employee on the largest shift.	Minimum required parking plus 1 space per bedroom.
4. Accessory dwelling units (ADU)—Types I and II.	Property containing an ADU and primary dwelling must have 2 spaces.	No maximum.

Minimum To Maximum Off-Street Parking Requirements		
Use	Minimum Required	Maximum Allowed
B. Community Service and Other Public Uses		
1. Religious institutions.	1 space per 4 seats.	1 space per 2 seats.

2. Day-care center (“family day-care” as defined in Section 19.201 has no parking requirements).	2 spaces per 1,000 sq ft of floor area.	3.5 spaces per 1,000 sq ft of floor area.
3. School—elementary or junior high.	1 space per classroom.	2 spaces per classroom.
4. School—senior high.	0.25 spaces per student, plus 1 space per staff.	0.33 spaces per student, plus 1 space per staff.
5. Meeting room, club, lodge, or association.	5 spaces per 1,000 sq ft of floor area, or 1 space per 4 seats if seats are permanently installed.	16.66 spaces per 1,000 sq ft of floor area, or 1 space per 3 seats if seats are permanently installed.
6. Library, museum, art gallery.	1 space per 1,000 sq ft of floor area.	1.2 spaces per 1,000 sq ft of floor area.
7. Nursing, convalescent, and extended-care facilities.	1 space per 4 beds.	1 space per 3 beds.
C. Lodging Places		
1. Motel, hotel, boarding house.	1 space per lodging unit.	1.5 spaces per lodging unit.
2. Bed and breakfast establishments.	1 space per lodging unit, plus 1 space for the permanent residence.	1.5 spaces per lodging unit, plus 2 spaces for the permanent residence.
D. Commercial Uses—Recreational		
1. Indoor recreation, such as a health club, gym, bowling alley, arcade, etc.	3 spaces for each 1,000 sq ft of floor area.	5.5 spaces per 1,000 sq ft of floor area.
2. Theater, auditorium, or stadium.	1 space per 4 seats.	1 space per 3 seats.
E. Commercial Uses—Retail Goods		
1. Eating and drinking establishments.	4 spaces per 1,000 sq ft floor area.	15 spaces per 1,000 sq ft of floor area.
2. General retail—grocery stores, convenience stores, specialty retail and shops.	2 spaces per 1,000 sq ft of floor area.	5 spaces per 1,000 sq ft of floor area.

3.	Bulk retail—furniture and home furnishings, appliances, vehicles, building materials, and similar large items.	1 space per 1,000 sq ft of floor area.	3 spaces per 1,000 sq ft of floor area.
4.	Gas stations.	No minimum.	1.25 spaces per 4 pumps.
F. Commercial Uses—Services			
1.	General office, including banks.	2 spaces per 1,000 sq ft of floor area.	3.4 spaces per 1,000 sq ft of floor area.
2.	Medical/dental office (nonhospital), veterinary clinic.	3.9 spaces per 1,000 sq ft of floor area.	4.9 spaces per 1,000 sq ft of floor area.
3.	Personal services, such as a barbershop, beauty parlor, etc.	4 spaces per 1,000 square floor area.	5.4 spaces per 1,000 sq ft of floor area.
4.	Commercial services, such as dry cleaners and repair shops (does not include vehicle repair).	2.8 spaces per 1,000 sq ft of floor area.	5.1 spaces per 1,000 sq ft of floor area.
5.	Vehicle repair.	2 spaces per 1,000 sq ft of floor area.	2.5 spaces per 1,000 sq ft of floor area.
6.	Quick vehicle repair and servicing, such as oil change and tire shops.	2 spaces per service bay.	3 spaces per service bay.
7.	Mortuary/funeral home.	1 space per 5 chapel or parlor seats.	1 space per 3 chapel or parlor seats.
8.	Car wash.	No minimum.	2 spaces per wash bay for self-service washes, or 2 spaces per 1,000 sq ft of floor area for full-service washes.
G. Industrial Uses			
1.	Manufacturing.	1 space per 1,000 sq ft of floor area.	2 spaces per 1,000 sq ft of floor area.
2.	Storage, warehouse, wholesale establishment less than 150,000 sq ft.	0.5 spaces per 1,000 sq ft of floor area.	1 space per 1,000 sq ft of floor area.

3. Storage, warehouse, wholesale establishment 150,000 sq ft or greater.	0.3 spaces per 1,000 sq ft of floor area.	0.4 spaces per 1,000 sq ft of floor area.
4. Mini-warehouse; self-service storage.	1 space per 45 storage units, plus 1 space per employee of the largest shift.	1 space per 20 storage units, plus 1 space per employee of the largest shift.

5. Existing Transportation Projects

The first two items in this section describe pedestrian and bicycle projects that have already identified in the Transportation System Plan, but which have not necessarily been implemented or begun.

Transportation System Plan Pedestrian Element

King Road Boulevard Treatments: On a high traffic arterial that directly connects surrounding residents to the 42nd Ave. Neighborhood Main Street, this project proposes to install boulevard treatments, widen sidewalks and improve crossings. Currently, the sidewalks on this corridor are very narrow (less than 4') and in disrepair. This project is designated as a “high” priority and is mentioned in the Action Plan of the TSP.

Monroe Street Sidewalk Infill: On a long, local traffic corridor that provides connections from Downtown Milwaukie to Clackamas Town Center on 82nd Ave, sidewalk infill is proposed, better connecting residents to the East to the 42nd Ave. NMS. This project is designated as a “high” priority and is mentioned in the Action Plan of the TSP.
(Show TSP map with commercial areas and walkshed overlay)

43rd Ave. Sidewalk Infill: This would provide a key connection from the Llewelling and Ardenwald Neighborhood to the 42nd Ave. commercial area on a moderately busy street that currently lacks any separated space for the pedestrian to travel. It is designated as a “low” priority in the TSP.

Harvey Street/Olsen Street Sidewalk Infill: Provides east/west connections from the residential neighborhood to of the 32nd Ave. commercial area. Both streets currently has sidewalks in some locations. These improvements would fill in empty gaps. Both of these streets are designated as a “low” priority in the TSP.

Transportation System Plan Bicycle Element

40th/29th/Harvey Bike Boulevard: This bike boulevard will provide a low-stress north/south connection to the 32nd and 42nd Ave. NMS, the Springwater corridor trail, and the new Tacoma St. light rail station (approximately 0.5 mi. from 32nd neighborhood com. Area). Specific improvements include signage, pavement markings, intersection treatments, and traffic calming. This project is listed as a high priority and is on the transportation action plan.

Monroe St. Bike Boulevard: At the southern end of 42nd Ave. NMS, this route will provide a low-stress east/west connection from this neighborhood main street to downtown Milwaukie and Clackamas Town Center. Specific improvements include signage, pavement markings, intersection treatments, and traffic calming. This project is listed as a high priority and is on the transportation action plan.

Harrison St. Bike Lanes: This is a relatively low speed street with a moderately high volume of traffic. Installation of these bike lanes will connect the 42nd Ave. Main Street to Downtown Milwaukie and lengthen the bike lanes that travel along King Road to 82nd Ave. This project is listed as a low priority.

37th Ave. Bike Lanes: This route will be the primary connection from both neighborhood main streets to points south of the railroad tracks and Highway 224, including the International Avenue Industrial Area and the Lake Road Neighborhood. This project is listed as a low priority.

Walk Safely Milwaukie

Home Avenue Path: Located approximately 10 minutes walk to the southeast of the 42nd Ave. NMS, the Home Avenue Path will fill a small 290' gap in the pedestrian network. Currently, the sidewalk ends at the base of a hill with limited visibility. The path will increase safety and attractiveness for pedestrians on a stretch that residents of the Hector-Campbell NDA identified as very unsafe. This project also includes a bio-swale design to retain storm water run-off.

Harvey Street Sidewalks: The Ardenwald NDA recommended sidewalk infill on Harvey Avenue, from 32nd Ave. to 40th Ave. This project would greatly improve pedestrian access to residents in the neighborhood wishing to access the 32nd Ave. NMS. It is also a transit corridor for the Number 28 bus. This improvement is included in the TSP.

42nd Ave. @ Washington St. Crossing: The Hector-Campbell NDA recommended installation of a crosswalk at an already high-utilized crossing. The NDA notes that in addition to school children, this crossing is used often by pedestrians accessing the 42nd Ave. NMS, located two blocks to the north.

6. Study Area Businesses

Location	Business Name	Square Feet (approximate)	Business Type
32nd	Luther Davis Auto Repair	2540	Auto services
32nd	Eric's Market	4000	Food Store
32nd	Art House Coffee	2000	Arts, Entertainment, Recreation
32nd	Barb's Catering	1000	Other Services
32nd	Cheryl's Canine Styling	1030	Other Services
32nd	Lisac's Fireplaces & Stoves	9330	Specialty retail
42nd	Premier Auto Wholesale	1240	Auto services
42nd	Harrison Mart	3550	Auto services
42nd	Safeway Gas	200	Auto services
42nd	Iona Lockwood Tax Service	600	Business and Professional
42nd	CMS Group	1800	Business and Professional
42nd	Mike's Drive-In Headquarters	730	Business and Professional
42nd	Edward Jones & Company	1100	Business and Professional
42nd	Pete Anderson Realty	770	Business and Professional
42nd	Snap Fitness	3000	Fitness, Health, Wellness
42nd	USWC Taekwondo	1400	Fitness, Health, Wellness
42nd	Cedar Chiropractic Physicians	3400	Fitness, Health, Wellness
42nd	7-Eleven	2730	Food store
42nd	Safeway	46610	Food store
42nd	Alteration Services	1400	Other services
42nd	B & J Coin Laundry	1400	Other services
42nd	Mail House Plus	1100	Other services
42nd	Marian Prayer Center	700	Other services
42nd	Hair Etc	1400	Personal Care Services
42nd	Jasmine Nails Spa	600	Personal Care Services
42nd	Off The Top	1100	Personal Care Services
42nd	Professional Hair Styles	700	Personal Care Services
42nd	Nails By Nancy	700	Personal Care Services
42nd	Becky's House Of Haircuts	200	Personal Care Services
42nd	Papa Murphy's	3000	Restaurant
42nd	King Curry Thai Cuisine	1100	Restaurant
42nd	Super Burrito	2400	Restaurant
42nd	Clackamas Book Exchange	1800	Specialty retail
42nd	Nisbett Jewelers, Inc	1020	Specialty retail