

# CULLY COMMERCIAL CORRIDOR AND LOCAL STREET PLAN



**Ordinance No. 185611**

**Resolution Nos. 36952 and 36953**



**Adopted by City Council • September 12, 2012**



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# Table of Contents

<b>Executive Summary .....</b>	<b>1</b>
<b>Plan Adoption Process .....</b>	<b>2</b>
<b>Introduction .....</b>	<b>3</b>
Background.....	3
<b>Equity and Understanding and Addressing Gentrification and Displacement.....</b>	<b>6</b>
<b>Public Outreach and Engagement .....</b>	<b>9</b>
<b>Comprehensive Plan Map and Zoning Map Amendments: Discussion and Analysis .....</b>	<b>13</b>
Zoning Proposal Evaluation Criteria .....	14
Area 1: Cully Boulevard South .....	15
Area 2: Cully Boulevard and Prescott Intersection .....	19
Area 3: Cully Boulevard North .....	22
Area 4: Killingsworth Street .....	25
Area 5: Werbin Neighborhood Park .....	29
Transportation Analysis of the Rezoning Proposals .....	31
<b>Cully Local Street Plan.....</b>	<b>32</b>
Overall Transportation Strategy .....	32
Local Street Plan Criteria .....	34
Local Street Plan Proposals.....	35
<b>Appendices</b>	
Appendix A: Needs Zoning for New Main Street Businesses .....	48
Appendix B: Map of Study Area and Zoning Proposals.....	49
Appendix C: Residential and Commercial Zone Comparisons.....	50
Appendix C: Residential and Commercial Zone Comparisons .....	51
Appendix D: Transportation System Plan Map .....	52
Appendix E: Transportation System Plan (TSP) Project List Recommendations .....	53

## Executive Summary

Cully area residents and business owners have long expressed desires for a vital and attractive main street that reflects the needs and aspirations of current and future Cully residents, supports the diverse interests of the Cully community, and fits with and complements Cully's neighborhood character. In response, the Cully Commercial Corridor and Local Street Plan Report includes a set of strategic rezoning proposals to meet the community's goal for a vibrant pedestrian-oriented Cully commercial corridor area with more neighborhood-serving businesses. It also provides a master local street plan to address the transportation infrastructure and street connectivity needs of the Cully neighborhood. City staff developed this report taking into consideration existing conditions, analysis of collected data, and public input received through the planning process over the course of a year.

This plan flows from the Cully-Concordia Community Assessment and Action Plan in which community participants expressed a strong desire for the City to expand local economic opportunities and invest in neighborhood infrastructure. The rezoning and street infrastructure proposals presented here act on these desires.

The report includes the following:

- A description of the plan adoption process
- A description of public outreach and engagement efforts
- A discussion on equity and understanding gentrification and displacement
- Descriptions, evaluations and maps of the recommended Comprehensive Plan and Zoning Map proposals
- A set of transportation proposals to improve network connectivity, expand options for improving substandard local streets, ensure a safe multimodal system, improve storm water management, and develop a strategy for implementation that focuses investments on priority locations and identifies potential funding opportunities.

**Cully Vicinity Map**



## PLAN ADOPTION PROCESS

# Plan Adoption Process

## Portland Planning and Sustainability Commission

On May 22, 2012, the Planning and Sustainability Commission held a public hearing on the *Cully Main Street and Local Street Plan Implementation Report* and unanimously recommended that City Council take the following actions:

1. Adopt an ordinance that amends the Portland Comprehensive Plan Map and Portland Zoning Map as shown in the report.
2. Adopt a resolution that:
  - Directs the Bureau of Planning and Sustainability and other bureaus to implement Portland Plan Action 97 by using Cully as a case study for developing policies and strategies that anticipate and address the displacement impacts of gentrification. This proactive approach will consider the transformation of the Cully neighborhood over time.
3. Adopt a resolution that:
  - Directs the Bureau of Transportation to address the policy, active transportation network and projects list changes in this report as part of the City's next update to the Transportation System Plan.
  - Considers this report as the strategy for creating a sustainable transportation system in Cully by improving network connectivity and safety for all travel modes, exploring more, context-based options for improving substandard local streets and focusing investments based on community priorities.

## Portland City Council

On August 29, 2012 Portland City Council held a public hearing at Rigler School in Cully. The City Council voted unanimously to adopt Ordinance No. 185611 as amended on September 5, 2012, which included the Comprehensive Plan Map and Zoning Map amendments.

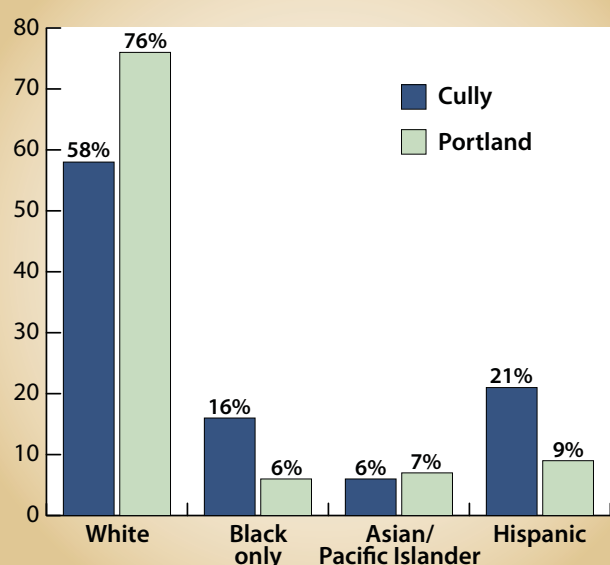
The City Council also voted unanimously to adopt Resolution No. 36953 as amended to use Cully as a case study to implement Portland Plan Action 97 related to gentrification and displacement, and Resolution No. 36952 as amended, to adopt the transportation recommendations of the local street plans.

# Introduction

## Background

The Cully neighborhood is a large, predominantly residential neighborhood of over 13,000 residents in central northeast Portland. It is more racially and ethnically diverse than the City of Portland as a whole according to U.S. Census 2010 data. The data indicates that 58 percent of the population is White, 21 percent is Hispanic and 16 percent is Black (Figure 1). The neighborhood household median income of \$39,650 is lower than the citywide median of \$48,841 (ACS, 2005-2009). There are more children per household in Cully than in the rest of the city; one in every four residents is under the age of 18 compared to one in five citywide.

**Figure 1: Cully Racial Demographic, 2010**



Source: U.S. Census 2010

Only two percent of land in Cully is currently zoned commercial while a rate of 10 percent is more common for neighborhoods citywide. NE Cully Boulevard and an adjacent segment of NE Killingsworth Street between NE 60th Avenue and Cully Boulevard are designated as a main street in the Metro Region 2040 Growth Concept Plan and the City of Portland's Transportation System Plan. However, the commercial corridor area is hindered by zoning designations that do not match the needs or desires of the community nor the characteristics of a Metro regional plan designated main street. See (Appendix A). Properties along the Cully Boulevard and Killingsworth Street are mostly zoned residential. Existing commercial uses do not fully meet the needs of residents and tend to be auto-oriented with a large proportion of them being alcoholic beverage establishments. A market analysis performed by Marketek confirms that Cully residents must exit the neighborhood to meet many of their daily needs, especially in the general merchandise and restaurant categories (Marketek, 2011). A number of existing businesses are located on residentially zoned land, classifying them as non-conforming uses. This situation makes it difficult for them to change uses, renovate, or expand their businesses.

## INTRODUCTION

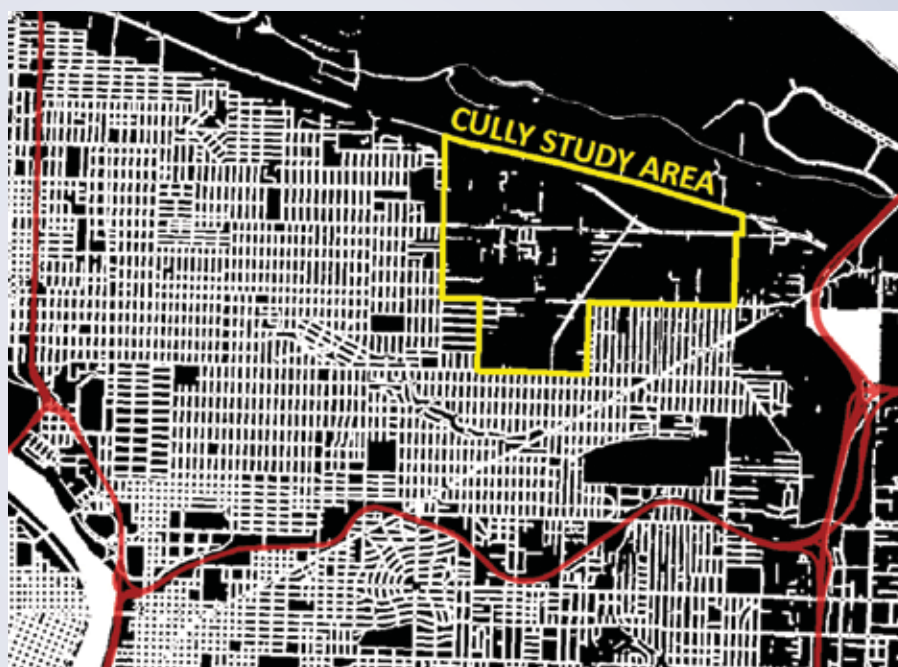
The Cully neighborhood suffers from poor street connectivity and a lack of basic infrastructure. Of all Portland neighborhoods, Cully ranks second in the most number of miles of unpaved streets, and only 34 percent of all streets in the project study area have a sidewalk (Figure 2). The lack of a dense grid requires out-of-direction travel that deters walking and bicycling. Storm water runoff treatment is also inadequate. The traditional approach of improving all roadways to the same full-street standard has proven cost prohibitive for residents, due to modest income levels in Cully. This has resulted in persistent gaps in the local street network. Given the deficiencies of the street network, it is necessary to consider other design and phasing options that reduce the financial burden on adjacent property owners while improving local access on quiet residential streets.

The project grew out of community engagement and priorities identified through the City Council approved Cully-Concordia Community Assessment and Action Plan (2008), the Portland State University Planning Workshop Cully Main Street: A Plan for Community-

Serving Improvements (2009), and most recently the reports generated for this project including: Cully Neighborhood Roll and Stroll Event Summary, Existing Conditions Report, Marketek's Redevelopment Analysis Report, the Land Use Needs, Opportunities and Constraints Report and the Developing Land Use Solutions Report.

The Cully commercial corridor rezoning sets the framework for the 2012 Portland City Council approved and community driven Cully Boulevard Alliance Neighborhood Prosperity Initiative (NPI), adopted by City Council in 2012. The Cully NPI is closely aligned with the main street area boundary and will be implemented as a small urban renewal area. Over the next ten years, business and property owners and community members will develop a vision, strategize, and implement projects and programs to transform the Cully commercial corridor area. Their desire is for an attractive main street for residents to gather with locally-run family-serving businesses that reflect the diversity of community.

**Figure 2:**  
**Completed Sidewalks in**  
**Cully Study Area**  
**Compared to NE Portland**



## Relation to Portland Plan

The Portland Plan identifies goals, policies, and actions that enhance equity, youth education, economic development and healthy connected communities. The changes described in this report are consistent with and implement several Portland Plan concepts; it promotes healthy and connected neighborhoods, provides more opportunities for employment, and seeks the equitable provision of goods, services, and infrastructure in a historically under-represented community.

## Relevant Portland Plan Goals, Policies and Actions

### Goals and Objectives

<b>6</b>	Wellness
<b>15</b>	Neighborhood business vitality
<b>22</b>	Complete neighborhoods
<b>25</b>	Active transportation
<b>27</b>	Parks and nature in the City
<b>30</b>	Quality public infrastructure

### Guiding Policies

<b>T-14</b>	Support schools with capital investments in sidewalks and safe crossings
<b>P-10</b>	Innovation in public projects related to transportation and environmental services
<b>P-39</b>	Expand access to affordable transportation options
<b>P-27</b>	Improve access to jobs in priority neighborhoods
<b>H-23</b>	Invest in underserved areas
<b>H-27</b>	Locate neighborhood greenways to serve underserved communities
<b>H-28</b>	Design neighborhood greenways to integrate safe and accessible facilities for pedestrians and cyclists

### Actions

<b>38</b>	Safe routes to schools
<b>72</b>	Neighborhood business development
<b>74</b>	Land use support for neighborhood business districts
<b>79</b>	Equity in neighborhood change
<b>97</b>	Mitigate negative social impacts
<b>107</b>	Transit and active transportation
<b>110</b>	Designs for community use of streets
<b>124</b>	Alternative right-of-way projects
<b>125</b>	Unimproved right-of-way alternatives
<b>126</b>	Sidewalk infill and pedestrian facilities

# Equity and Understanding and Addressing Gentrification and Displacement

## Equity

The Portland Plan (2012) defines equity as everyone having access to the opportunities necessary to satisfy their essential needs, advance their well being and advance their full potential. It means that healthy communities benefit everyone and everyone should have access to basic services, decent housing and healthy food among other provisions. The recommendations in this report address two priorities for a healthy and an economically prosperous community: more local opportunities for community members to access basic goods and services, and improvements to the local street system infrastructure.



## Defining Gentrification and Displacement

As cities grow and develop, they often experience a rise in property values and a change in demographic and economic conditions in neighborhoods. The term gentrification applies when these changes are part of a shift from lower-income to higher-income households and often when there is a change in racial and ethnic make up of a neighborhood's residents and businesses.

Gentrification can be spurred by public or private investments that increase a neighborhood's attractiveness. At the same time, improving neighborhoods is often a public goal held by current residents.

Gentrification often means that the change has resulted in involuntary displacement of residents and businesses. It can occur as the result of rising property values, redevelopment of land or land clearance. Most often, lower income populations, renters and the businesses that serve them are displaced and/or separated from community and social support systems.

Portland has a history of redevelopment that has displaced lower income residents and businesses which has particularly impacted communities of color. As a community, we are determined not to let this history repeat by assuring that communities are involved in planning and prioritizing improvements,

and that investments improve opportunities for existing residents.

## Why is this of Concern in Cully?

Historically, the Cully neighborhood developed as an unincorporated neighborhood in Multnomah County and, as such, did not receive urban-level investments in street system infrastructure, parks and recreation facilities and services. Similarly as a primarily residential neighborhood, Cully was not planned with enough commercial zoning to allow business opportunities that meet local needs for basic goods and services. New opportunities for private and public investment in this neighborhood, sparked by this plan and other activities, can create a rise in property values as the neighborhood becomes a more desirable place to live. This in turn, can lead to gentrification and involuntary displacement.

Cully is a large racially and ethnically diverse community with a range of household incomes and a sizeable lower income population. Community members have expressed concerns about impacts of proposals in this report. They want to see conditions monitored over time and strategies implemented that help to minimize future involuntary displacement of vulnerable residents. These residents may not have the income or the stability of home ownership to afford to

## EQUITY AND UNDERSTANDING AND ADDRESSING GENTRIFICATION AND DISPLACEMENT

remain in the neighborhood if gentrification were to occur. Small local businesses including those that serve ethnic populations may also experience displacement as business rents may increase and/or redevelopment by property owners to other uses occurs.

Implementation of this planning effort is an opportunity to transform the Cully neighborhood over time, positioning public agencies, current neighborhood residents, businesses and community organizations as full partners. This transformation can be carried out in a way that a) builds on the positive planning and redevelopment efforts already undertaken by neighborhood residents, businesses and organizations, and b) anticipates and addresses the potential negative consequences of redevelopment and infrastructure improvements. Key to this approach is meaningful involvement of community members in decision-making around implementation and its economic, cultural and social impacts. The successes and shortcomings of this community planning effort can be utilized as an opportunity for learning and improvement of future neighborhood redevelopment efforts.

### Understanding Cully Today

Cully is a neighborhood that has attributes that both make it resilient and may make it vulnerable to gentrification and displacement over time.

#### Characteristics of Cully's resiliency are:

- Cully has a homeownership rate similar to the City overall at 57% of households. This is significantly higher than many of the inner neighborhoods that have experienced gentrification and displacement.
- Cully has a stable stock of affordable housing in non-profit ownership, including approximately 300 units owned and managed by Hacienda Community Development Corporation.
- Cully is an affordable neighborhood for home buyers.
- Cully has numerous active non-profit organizations that are working (together) to improve the lives of diverse lower income residents including education, parks and recreation, job training

and placement programs. Organizations include the Native American Youth and Family Center, Hacienda Community Development Corporation, and Verde, to name a few.

- Portland's recent adoption of the Cully Boulevard Alliance Neighborhood Prosperity Initiative aims to build local capacity and cooperation for improvements to the Cully main street area that better serves residents and provides local business opportunities for the diverse Cully population.

#### Characteristics of Cully's challenges are:

- The Cully main street area, once rezoned, increases the opportunity for redevelopment of existing uses and vacant land and increase property values along the main street.
- Infrastructure facility and service improvements can lead to increased property values.
- The Cully main street area, once rezoned, may bring in new and wealthier property owners, developers and business people; and these folks increase the risk of displacement for current low-income residents and may benefit economically more than current residents.
- Cully residents experience a higher rate of poverty than the City overall and hence are more vulnerable to neighborhood level changes.
- Affordable housing needs to be maintained, improved and expanded to enhance the quality of life for residents.
- Energy efficiency retrofits for affordable rental housing and modest value single-family homes in Cully are needed to increase economic stability for current residents, create local job and contracting opportunities and contribute to the Portland's carbon reduction goals.
- Education levels and language barriers may limit living wage job opportunities for residents to improve their household prosperity.
- Lack of direct transit service to downtown may hinder resident access to Portland's major employment center.

## EQUITY AND UNDERSTANDING AND ADDRESSING GENTRIFICATION AND DISPLACEMENT

### Current Strategies

There are notable examples of recent partnerships formed between the City and grassroots organizations that are active within Cully. One involves Verde Nursery's collaboration with the Bureau of Environmental Services (BES) on the Cully Boulevard Green Street Project. Verde, a local nonprofit working to build environmental wealth in communities, recently served as the primary contractor for revegetation work on the NE Cully Boulevard Green Street project. Years prior to this project, Verde had received training by BES staff on the proper techniques for landscaping and stormwater management. Over the past several years, Verde honed their skills through ongoing maintenance of these types of facilities as part of a City of Portland annual supply contract for these services. On Cully Boulevard, Verde crews handled plant installation, establishment of vegetation and routine maintenance of stormwater planters. Verde has been an active participant in Cully by employing local residents to help with this project and to provide educational seminars for the adults and children in the Cully neighborhood, including one at a local Hacienda CDC housing site. Subsequent to the Cully Boulevard project, Verde has gone on to work on other green street projects within the City, including being selected to do landscaping work on the SW Moody Avenue project as a subcontractor to the firm Stacy and Witbeck following a competitive bid process.

Another recent public and private partnership model also completed in Cully is the Clean Energy Works Portland (CEWP) Pilot Project. This was an innovative effort to deliver home energy upgrades to save energy, reduce carbon emissions, improve home comfort and values, and create new jobs and career paths for Portland residents. Numerous public, trades and nonprofit organizations were parties to a Community Workforce Agreement that sought to train and hire local employees as contractors to complete home energy retrofits. The targeted contractors and workforce were historically disadvantaged and underrepresented, including people of color, women and low income residents. This program helped create living wage jobs and new contracting opportunities for minority-owned and women-owned businesses. CEWP's Phase 5, the neighborhood-based approach, targeted Cully through an outreach partnership, which included Hacienda CDC, NAYA, the Metropolitan

Alliance for the Common Good, the Cully Association of Neighbors and weatherization contractors.

### Recommendations

Below are actions to proactively address the potential issue of gentrification and displacement in Cully:

1. Direct the Bureau of Planning and Sustainability, Portland Housing Bureau, and Portland Development Commission to work together and with interested Cully community organization representatives to implement Portland Plan Action 97 and align existing policies, strategies and investments, and where needed develop policies and strategies that anticipate and address the displacement impacts of gentrification.
2. Direct the Bureau of Planning and Sustainability to convene a committee within 60 days of the plan approval on additional land use and zoning tools to advance community goals and to avoid gentrification and displacement and to report back on additional tools that the City has at its disposal or that the City might choose to advocate for changes in State law.
3. In order to effectively carry out Portland Plan Action 97, direct City staff to compile, monitor and evaluate historic, current, and future demographic, housing and market data for the Cully neighborhood every year, beginning in fall 2012, and share with community partners like the Portland Plan to inform and adjust local strategies as necessary.
4. Direct Bureau of Transportation staff to support local economic development that benefits people who live in this ethnically diverse and modest income community by supporting a permitting process that enables the hiring of qualified local workers for design, construction or maintenance activities.
5. Direct Portland Parks and Recreation staff through encouragement to consider more public-private partnerships that could employ qualified local contractors in the design, construction, and maintenance of parks.

## Public Outreach and Engagement

Project staff conducted three major public outreach and engagement events to solicit ideas and comments from affected property owners and the interested public. All events included materials and event interpretation in English and Spanish. At each event public input was collected through surveys, dialogue with staff, and the use of comment boards. Over 200 people participated in these activities, along with 90 people who completed an online survey.

The first event was a Roll and Stroll event held in the study area on June 25, 2011, where Cully-interested adults and youth walked/rolled the main street area or bicycled around the neighborhood (Figure 3). This event was designed to be inclusive and accessible to participants with disabilities. During the event, which coincided with a community celebration of the new Cully Boulevard Green Street hosted by the Cully Association of Neighbors, people learned about the project and shared their visions and aspirations for the main street area and neighborhood street system with staff.

On October 27, 2011 an Open House event was held at Rigler School for public review of the existing conditions, needs, opportunities and constraints report that staff compiled related to the Cully regional plan designated main street area and the local street system. The public commented on the materials presented, offered their thoughts on existing conditions, and shared ideas about what a future successful main street and local street system would look like (Figures 4 and 5).

Staff then took all of the data and public input collected to date and developed an initial Cully main street rezoning proposal and local street plan concepts for public review at a Community Workshop at Rigler School on March 7, 2012. The comments from this workshop served as the basis for proposal revisions that informed the recommendations in this report.

A Project Working Group (PWG) made up of diverse community stakeholders, was instrumental in the success of this project because of members role in community outreach, on -the-ground knowledge of the area and issues, and great collaborative problem solving. The PWG met at five strategic times during



*Figure 3: Staff and residents discuss ideas at Roll and Stroll.*

the process to review and comment on staff generated materials and public process. Their comments were invaluable to staff. For a list of PWG members, please see the acknowledgements page of this report.

Project staff attended and participated at different community meetings to raise project awareness, solicit participation, and gather comments on project-related matters. As examples, staff participated at Rigler School PTA, Hacienda Somali and Latino resident meetings, and Cully Association of Neighbors (CAN) meetings. In addition, staff presented the project to the City's Pedestrian Advisory Committee, the Bicycle Advisory Committee and the Portland Commission on Disabilities.

For other outreach, project staff maintained a visible project web page of materials and event notifications for the project. CAN, Hollywood Star, Oregonian, Central Northeast Neighbors Coalition and the Bureau of Planning and Sustainability provided media coverage of project information and news. Finally, project staff maintained a mailing list throughout the project and sent postcards and e-notices of project events.

## PUBLIC OUTREACH AND ENGAGEMENT

Figure 4: Regional Plan Designated Main Street Area – Needs, Opportunities and Constraints

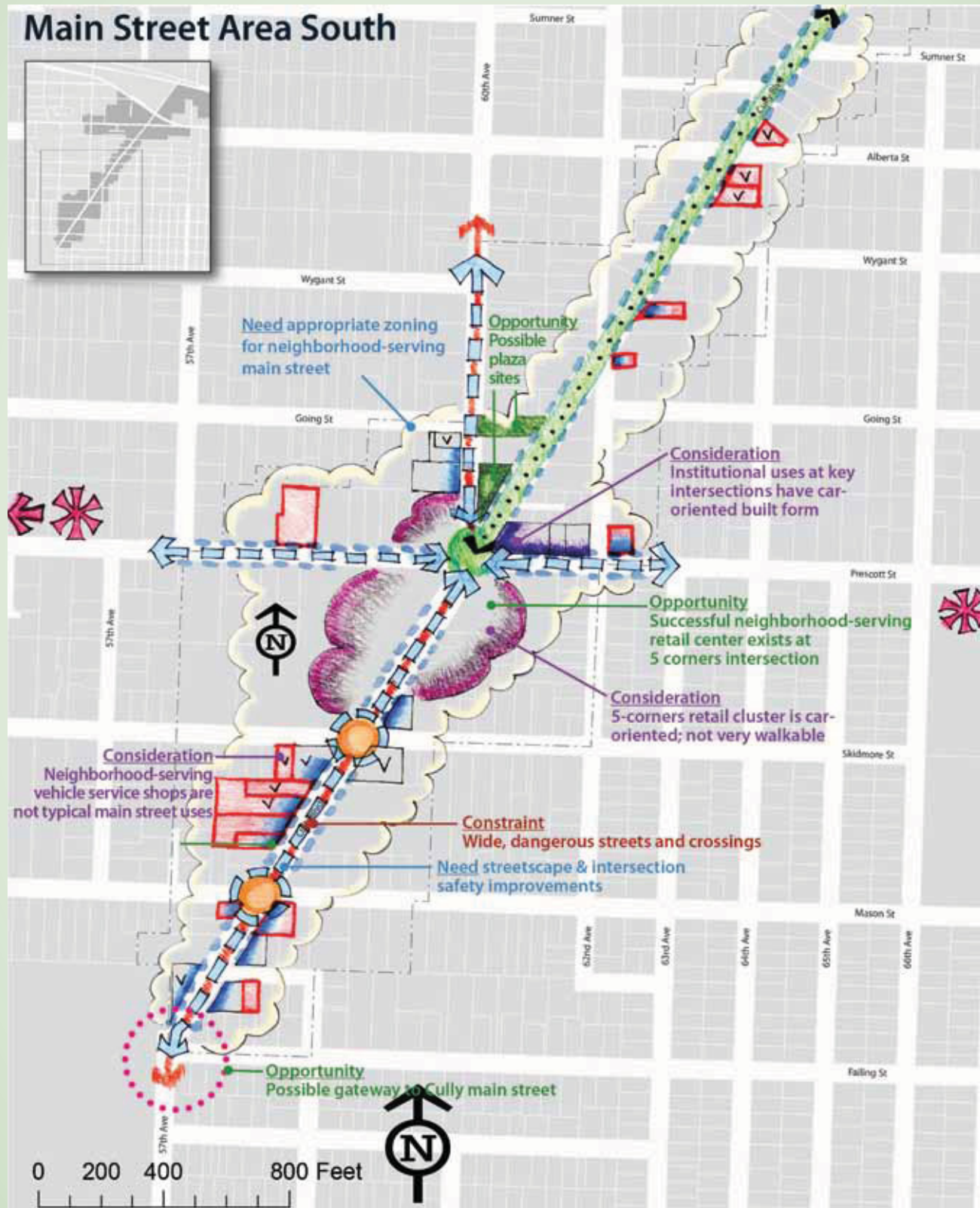


Figure 5: Regional Plan Designated Main Street Area – Needs, Opportunities and Constraints



## PUBLIC OUTREACH AND ENGAGEMENT

### Public outreach and engagement revealed the following:

#### To succeed Cully main street needs ...

- More neighborhood-serving businesses
- Business opportunities for locals; promote the well-being of existing local businesses
- Fewer adult-themed businesses
- Safer streets, marked crosswalks, new sidewalks, street lighting
- More benches and other outdoor amenities
- A community center or more public gathering spaces

#### The priorities are ...

- Ability to run daily errands
- Family-friendly businesses
- Walkable/bikeable/attractive places with people around
- A safe environment for walking and for children to play
- Community center
- Cully's diversity and residential character

#### The important aspects of the main street area and the neighborhood are ...

- The unique quiet and residential down-home feel
- Racial, economic and cultural diversity

#### Over the next 25 years businesses should locate ...

- Near the largest concentration of homes and apartments
- Where they improve derelict structures
- Where they cluster for easy walking

#### New development should look like ...

- Mixed-use, commercial with housing above
- Small and medium-sized businesses
- Preferably between 2 to 4 stories
- Only have the minimum parking needed, on-street preferred
- Minimal landscaping

#### Types of businesses that are lacking include ...

- Café, pizza joint and other food establishments
- Dentist office, clinic medical office
- Book shop
- Barber shop
- Affordable grocery store
- Culturally appropriate businesses
- Fitness club

#### Unpaved (gravel) streets in the neighborhood should be improved to ...

- Install walkways, roadway paving and bicycle improvements
- Preserve low automobile volumes and speeds, mature trees and space for play and leisure

#### Existing paved streets without curbs should be improved to ...

- Introduce safe walkways
- Plant trees and other vegetation
- Manage stormwater
- Make bicycle improvements
- Provide better pedestrian crossings of busy streets
- Preserve low automobile volumes and speeds, mature trees and space for play and leisure

# Comprehensive Plan Map and Zoning Map Amendments: Discussion and Analysis

## Overall strategy

A map of the overall zone changes can be found in Appendix B. It focuses on areas along Cully Boulevard, Prescott Street, and Killingsworth Street that are best suited for commercial, residential, and mixed-use development opportunities. New zoning designations have been selected because they promote a main street character: walkability and accessibility for people on bikes and mobility devices, attractive storefront design, commercial activity at the ground floor level, and in some places residential uses on the upper floors. Proposals also focus on changing the zone on some properties so that the current use becomes an allowed use under the new designation. These non-conforming uses are valued by the community and contribute to Cully's economic activity.

In total, the zone changes increase the amount of commercial/retail properties by close to 9 acres and the amount of employment properties by about 2.5 acres. The total is similar to that recommended in the Marketek redevelopment analysis which estimates that an additional 6.3 acres of retail and 1.7 acres of office zoned land are needed to accommodate the needs of residents by 2035.

One important consideration is that the City of Portland Zoning Code allows for residential development on commercially zoned land. Parcels whose zoning designations are changed from residential to commercial may continue to use properties as residential. The objective is to allow for commercial growth in the main street over the next twenty years given proper market conditions and property owner willingness.

Additional residential opportunities are proposed along Cully Boulevard and along Killingsworth Street to provide for more residents and support local business viability. As the corridor area matures, more residents will live within walking distance of the businesses along the boulevard. The Storefront Commercial (CS) and Mixed Use Commercial (CM) designations are typically employed in main street zones to produce

multi-story mixed-use and residential developments. The Neighborhood Commercial One (CN1) and Neighborhood Commercial Two (CN2) zones are less likely to produce residential above commercial due to development standards, and are therefore applied on a limited basis. On the segments of Cully Boulevard marked by a strong residential character, proposed zones were selected to increase the potential for more housing, but still within the general character of the Cully neighborhood as a whole.

The Cully commercial corridor map amendments are divided into five areas, each with a distinct character and potential for main street-type development. They are:

- Area 1, Cully Boulevard South
- Area 2, Five Corners and Prescott Street
- Area 3, Cully Boulevard North
- Area 4, Killingsworth Street
- Area 5, Werbin Neighborhood Park\*

The overall approach considered rezoning possibilities based on existing context, potential opportunities, constraints, and community desires. It balanced the desire to provide more development opportunities with the desire to preserve the character of the Cully neighborhood. Cully is characterized by its relatively low density housing pattern. For this reason nearly all of the map changes described in this report avoid high intensity residential and commercial zoning designations.

Appendix C provides a comparison of the different residential and commercial zones considered for the Cully. This information was provided to the public at the Community Workshop held on March 7, 2012.

\* Area 5 is outside of the main street area, but is an important community asset.

## COMPREHENSIVE PLAN MAP AND ZONING MAP AMENDMENTS

### Zoning Proposal Evaluation Criteria













The project team applied a set of criteria in order to decide the parcels in Cully proposed for zone changes and what the new designation should be. Criteria were developed by planning staff based on information gathered during the early phases of the project, public input from public outreach events, and guidance from the Project Working Group. Community members reviewed the criteria at the Community Workshop and overwhelmingly agreed with them.

- 1. Commercial Growth Potential** – Increase the available land zoned commercial for retail and service establishments. There should be enough to meet existing and future neighborhood demand. Land parcels or a cluster of parcels should be an adequate size to accommodate a commercial development.
- 2. Neighborhood Serving** – Allow family-friendly, neighborhood-serving commercial retail and service uses. Maximize the possibility of locally-owned small businesses to incubate. Promote the growth of already existing small businesses.
- 3. Minimize Non-conforming Uses** – Wherever it makes sense, bring existing non-conforming uses into compliance, especially those that are popular in the community because they provide needed goods and services. Avoid creating new non-conforming uses.

***Non-conforming Use** – A use that was allowed by right when established or a use that obtained a required land use approval when established, but that subsequently, due to a change in the zone or zoning regulations, the use or the amount of floor area of the use is now prohibited in the zone (Portland Zoning Code). This means that non-conforming businesses are very limited in their efforts to remodel or expand and are prohibited from changing to a new kind of business.*

- 4. Land Use Pattern** – Arrange zoning designations in a way that promotes business district success and a pedestrian friendly main street character. The project redevelopment analysis suggests that to ensure greater success the Cully main street area needs to develop its built environment according to the following:
  - Concentrate and focus retail in clusters
  - Retail on both sides of the street with continuous retail storefronts, retail on all four corners of key intersections
  - Attractive buildings, storefronts and spaces
  - Active uses on sidewalks
- 5. Additional Residential Opportunities** – Provide opportunities for additional residences that support the viability of commercial corridor/main street-type businesses. Increase the intensity of residential zoning designations to a level that is still within the general character of the Cully neighborhood as a whole.
- 6. Pedestrian Accessibility** – Locate commercial designations along streets with existing or planned pedestrian and bicycle facilities so community members can roll, stroll, or bicycle to main street destinations.

#### Zone Definitions (see Appendix C for Development Parameters)

 <b>CN1</b> Neighborhood Commercial 1	 <b>R1</b> Residential 1,000 sq. ft. lots
 <b>CN2</b> Neighborhood Commercial 2	 <b>R2</b> Residential 2,000 sq. ft. lots
 <b>CS</b> Storefront Commercial	 <b>R3</b> Residential 3,000 sq. ft. lots
 <b>CM</b> Mixed Commercial	 <b>R5</b> Residential 5,000 sq. ft. lots
 <b>EXd</b> Central Employment with design overlay	 <b>R7</b> Residential 7,000 sq. ft. lots
 <b>EG1</b> General Employment 1	 <b>OS</b> Open Space

## Area 1: Cully Boulevard South

Area 1, Cully Boulevard South contains a beauty salon, two auto repair establishments, two bars, and an appliance sales store. Some of these businesses are currently non-conforming and the remainder are zoned Neighborhood Commercial 2 (CN2), which is a low intensity, auto oriented designation that requires off-street parking. Because of its limitations on development, CN2 does not support mixed-use development. It allows drive-throughs and vehicle quick servicing establishments like gas stations, same day oil changes, and car washes. These businesses are not a high priority to the community and can already locate in the adjacent General Commercial area (Five Corners) and at other main street locations with a CN2 designation. CN2 does not meet the current and future desired land use pattern, pedestrian accessibility, and residential opportunity criteria.

Area 1 is a logical location for focusing future pedestrian-oriented commercial and mixed-use development within the Cully commercial corridor because businesses in this area are already clustered in a storefront arrangement that come right up to the street. In general, the zoning changes reinforce storefront development along street-fronting properties. Storefront Commercial (CS) and Mixed Commercial (CM) are proposed because both have development standards appropriate to a main street character and they allow neighborhood serving retail uses and services, such as day care, grocery stores, and restaurants to be built alongside residential

opportunities. Full development of a property zoned CS could yield ground floor retail with three stories of housing above and a building height maximum of 45 feet. Any new project of this scale would have building setback and landscaping requirements when adjacent to the neighboring Residential 7,000 (R7) zone. These requirements would apply to all new development projects in commercial zones that abut residential zones. See table below:

Minimum Commercial Building Setbacks from Residential Zone Lot Lines [1]		
Height of the building wall	Lots abutting a side lot line for an R zone lot	Lots abutting a rear lot line of an R zone lot
15 ft. or less	5 ft.	0
16 to 30 ft.	8 ft.	8 ft.
31 to 45 ft.	11 ft.	11 ft.
46 ft. or more	14 ft.	14 ft.
Notes: [1] Does not apply to lot lines that abut lots in the RX zone.		

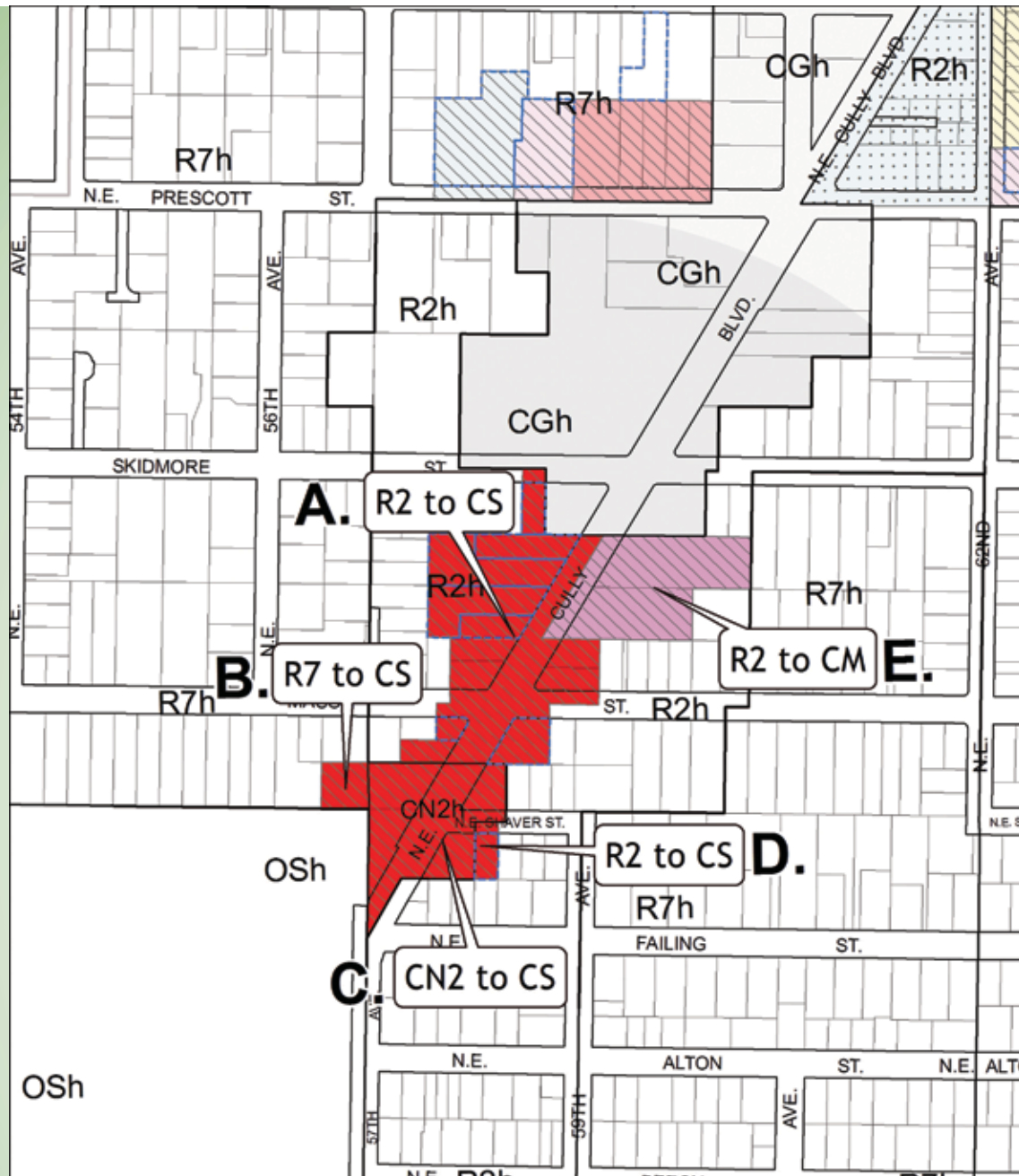
With the map changes, Area 1 becomes ready to grow into a strong commercial and mixed-use location that includes a strong pedestrian environment and a storefront character.

This stretch of Cully Boulevard was not part of the Cully Boulevard Green Street Improvement completed in 2011. It warrants an improvement project to enhance pedestrian safety and access across what is a wide section of roadway. Public input has confirmed a desire for improvements.



*Storefront businesses along Cully Boulevard*

# COMPREHENSIVE PLAN MAP AND ZONING MAP AMENDMENTS



## Cully Commercial Corridor & Local Street Plans Project Area 1: Cully Blvd South Adopted Zoning & Comprehensive Plan

Existing Zoning	Adopted Zoning
Existing Zoning	Open Space (OS)
Zone Change	Single Dwelling Residential 5,000(R5)
Comprehensive Plan Change	Low Density Multi-Dwelling Residential 2,000(R2)
Nonconforming Use	Medium Density Multi-Dwelling Residential 1,000(R1)
Commercial Zones (no change)	Storefront Commercial(CS)
	Mixed Commercial(CM)
	Neighborhood Commercial 1(CN1)
	Neighborhood Commercial 2(CN2)
	General Employment 1(EG1)
	Central Employment(EXd) w/design overlay(d)

NOTE: Zoning overlays do not change unless indicated. Entire area is in the airport height (h) overlay.

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# COMPREHENSIVE PLAN MAP AND ZONING MAP AMENDMENTS

## Area 1

### Changes from CN2, R2 and R7 to CS

Criteria	Comments
✓ Commercial Growth Potential	▪ Create additional potential for retail and other businesses and mixed-use development
✓ Neighborhood Serving Uses	▪ Allow neighborhood-serving uses
✓ Minimizes Non-conforming Uses	▪ Bring several existing non-conforming uses into compliance, so that their use matches what is allowed
✓ Land Use Pattern	▪ Promote compact commercial and mixed-use development, fits existing character of buildings to street
✓ Residential Growth Potential	▪ Increase opportunity for residential, including mixed-use development
✓ Pedestrian Accessibility	▪ Enhance pedestrian access with buildings closer to street, no drive-through uses, and bus service along the street

### Change from R2 to CM

Criteria	Comments
✓ Commercial Growth Potential	▪ Create additional potential for retail and other businesses and mixed-use development
✓ Neighborhood Serving Uses	▪ Allow neighborhood serving uses
Minimizes Non-conforming Uses	▪ Promote commercial as part of a new residential mixed-use development, across the street from existing uses
✓ Land Use Pattern	▪ Increase opportunity for residential, including mixed-use development
✓ Residential Growth Potential	▪ Enhance pedestrian access with buildings closer to street, prohibiting drive through uses, and capitalizing on bus service along the street
✓ Pedestrian Accessibility	

# COMPREHENSIVE PLAN MAP AND ZONING MAP AMENDMENTS



*Existing Business at Five Corners Intersection*

## Area 2: Cully Boulevard and Prescott Intersection

Area 2 is the center of the Cully commercial corridor and is known as five corners because of the convergence of Cully Boulevard with Prescott Street and 60th Avenue. The existence of General Commercial (CG) zoning and large lots with community desired uses makes it the most commercially active segment of the study area. Businesses located in Area 2 include national chains like Auto Zone, Albertson's, Seven-Eleven and Rite Aid. The current character is auto-dominated with extensive building setbacks and large parking lots. There is also a gas station. These established commercial uses serve as anchors for future economic growth in the neighborhood and, given the large parking lots, offer possibilities for infill development over time.

Map amendments in this area target existing non-conforming small businesses that are outside of the existing General Commercial zone. These uses, which include a restaurant, café, hair/nail salon, and a small tienda (Mexican market), represent the type of locally oriented business that Cully residents have prioritized. The goal is to bring these businesses into zoning compliance. The Neighborhood Commercial (CN1) zoning designation is recommended to maintain compatibility with the neighboring residential uses that border the businesses and promote development that is pedestrian oriented. The intent of the CN1 zone is to allow small scale neighborhood commercial opportunities for properties that are adjacent to residential uses. Development is and will be in scale with neighborhood uses.

Six single family properties across the street from Albertson's on Prescott Street are rezoned from Residential 7,000 (R7) to Storefront Commercial (CS). This completes the central main street node by providing enhanced opportunities for commercial and mixed-use developments. The elongated shape and relatively small size of the lots are compatible with live/work arrangements. This change helps to shift the Five Corners area into a more pedestrian oriented place than it is today.

Additionally, on Prescott Street there is a non-conforming apartment building that is currently zoned for single family housing and is brought into compliance with the low density multi-dwelling zoning—Residential 2,000 (R2).

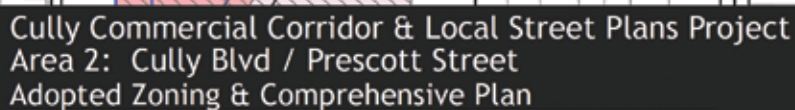
On the north east side of the five corners intersection is a triangular island that includes Grace Presbyterian Church, parking, and residences. For these parcels current residential (R2) zoning is retained, but a different long range Comprehensive Plan map designation of Urban Commercial (UC) is applied. This enables a long term transition to commercial, residential, and mixed-use development if and when it is desirable to do so.

Four residential properties are upzoned on the east side of NE 62nd. This brings the existing single family residential properties closer into conformance. The lots are small in size, approximately 4,000 square feet, and are impractical for the existing R7 designation. This change provides a transition from the R2 zoning along Cully main street to the west and the larger lots with R7 zoning to the east.

## Area 2

### Change from R2 to R2 (UC)

Criteria	Comments
✓ <b>Commercial Growth Potential</b>	■ Allow property owner to request a zone change to either Commercial Storefront (CS) or Mixed Commercial (CM) if it is desired in the future
✓ <b>Neighborhood Serving Uses</b>	■ Add potential for retail and permit neighborhood serving uses after rezoning to CS or CM
✓ <b>Minimizes Non-conforming Uses</b>	■ Support compact commercial and mixed-use development with future rezoning
✓ <b>Land Use Pattern</b>	■ Support increased opportunity for residential development as exclusive use or part of a mixed-use development
✓ <b>Residential Growth Potential</b>	■ Enhance pedestrian access with new development after rezoning as buildings will be closer to the street, prohibit drive-through uses, capitalize on bus service along Prescott Street and nearby Cully Boulevard
✓ <b>Pedestrian Accessibility</b>	



A north arrow pointing upwards with the word "NORTH" below it. Below the arrow is a scale bar with markings at 0, 150, and 300 feet.



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## COMPREHENSIVE PLAN MAP AND ZONING MAP AMENDMENTS

### Changes from R2 and R7 to CN1

Criteria	Comments
✓ Commercial Growth Potential	▪ Create additional potential for retail and other businesses
✓ Neighborhood Serving Uses	▪ Allow neighborhood serving uses on a limited basis
✓ Minimizes Non-conforming Uses	▪ Bring five existing non-conforming businesses into compliance, so their use matches what is allowed
✓ Land Use Pattern	▪ Support small scale neighborhood commercial uses on small sites
Residential Growth Potential	▪ Enhance pedestrian access with new development as buildings will be closer to the street, prohibit drive-through uses, capitalize on bus service along the street
✓ Pedestrian Accessibility	

### Change from R7 to CS

Criteria	Comments
✓ Commercial Growth Potential	▪ Create additional potential for retail and other businesses and mixed-use development
✓ Neighborhood Serving Uses	▪ Allow neighborhood serving uses
Minimizes Non-conforming Uses	▪ Promote compact commercial and mixed-use development, fits existing character of buildings to street
✓ Land Use Pattern	▪ Increase opportunity for residential, including in mixed-use development
✓ Residential Growth Potential	▪ Enhance pedestrian access with new development after rezoning as buildings will be closer to the street, prohibit drive-through uses, capitalize bus service along nearby Cully Boulevard
✓ Pedestrian Accessibility	

### Change from R7 to R2

Criteria	Comments
Commercial Growth Potential	▪ Bring two existing multi-dwelling residential uses into compliance, so their use matches what is allowed
Neighborhood Serving Uses	▪ Provide a transition from commercial zones/uses to other residential zones/uses
✓ Minimizes Non-conforming Uses	▪ Achieve pedestrian access adjacent to major streets: Prescott and Cully Boulevard
✓ Land Use Pattern	
Residential Growth Potential	
✓ Pedestrian Accessibility	

### Change from R7 to R5

Criteria	Comments
Commercial Growth Potential	▪ Better matches what is built with what is allowed
Neighborhood Serving Uses	▪ Provide a transition between R2 zoning to the west and R7 zoning to the east
✓ Minimizes Non-conforming Uses	▪ Will likely not prompt additional housing opportunities
✓ Land Use Pattern	
Residential Growth Potential	
Pedestrian Accessibility	

## COMPREHENSIVE PLAN MAP AND ZONING MAP AMENDMENTS

### Area 3: Cully Boulevard North

Area 3 is a section of Cully Boulevard between the Five Corners intersection and Killingsworth Street. It is primarily residential in character. The existing residential zoning is Residential 3,000 (R3), a low density multi-dwelling zone that the City adopted from Multnomah County when Cully was annexed. It typically encourages detached housing and townhouses. Lots are relatively small along the entire Cully Boulevard frontage. Along this stretch there are three successful local businesses that are operating as non-conforming uses, including a tienda and two automobile repair shops. This is the area that received the Cully Green Street improvements in 2011 and is now more pedestrian and bicycle accessible, with some on-street parking.

Map amendments are meant to incrementally increase the opportunity for long-term residential growth that will support business viability in the Cully commercial corridor. The residential map amendment to Residential 2,000 (R2) will allow garden apartments as an additional housing type. The addition of commercially zoned parcels will bring existing business



*Existing non-conforming use, Mexican grocery store (tienda)*

uses into compliance and create/reinforce a small cluster of main street-like activities on the east side of Cully Boulevard between the main street's primary activity areas of Killingsworth Street/Cully Boulevard and Five Corners.



*Green street improvement in the Cully Boulevard north area, completed 2011*



## COMPREHENSIVE PLAN MAP AND ZONING MAP AMENDMENTS

### Area 3

#### Change from R3 to CS

Criteria	Comments
✓ Commercial Growth Potential	▪ Create additional potential for retail and other businesses and mixed-use development
✓ Neighborhood Serving Uses	▪ Allow neighborhood serving uses
✓ Minimizes Non-conforming Uses	▪ Bring two existing auto service businesses into compliance, so their use matches what is allowed
✓ Land Use Pattern	▪ Promote compact commercial and mixed-use development
✓ Residential Growth Potential	▪ Increase opportunity for residential
✓ Pedestrian Accessibility	▪ Enhance pedestrian access with buildings closer to the street, prohibit drive-through uses
	▪ Capitalizes on the Cully Green Street improvement

#### Change from R3 to R2

Criteria	Comments
Commercial Growth Potential	▪ Allow single family to multifamily residential fronting main street
Neighborhood Serving Uses	▪ Increase opportunity for additional residences over time
Minimizes Non-conforming Uses	▪ Benefit pedestrians with Cully Green Street improvement, residents can access nearby businesses
Land Use Pattern	
✓ Residential Growth Potential	
✓ Pedestrian Accessibility	

#### Change from R3 to CN1

Criteria	Comments
✓ Commercial Growth Potential	▪ Create additional potential for retail and other businesses
✓ Neighborhood Serving Uses	▪ Allow neighborhood-serving uses on a limited basis
✓ Minimizes Non-conforming Uses	▪ Bring one existing market into compliance, so its use matches what is allowed
✓ Land Use Pattern	▪ Support a cluster of small scale neighborhood commercial uses
Residential Growth Potential	▪ Enhance pedestrian access with buildings closer to the street, parking is not required, though allowed
✓ Pedestrian Accessibility	

#### Change from R7 to CN1

Criteria	Comments
Commercial Growth Potential	▪ Allow neighborhood-serving uses on a limited basis
✓ Neighborhood Serving Uses	▪ Bring one existing restaurant into compliance, so its use matches what is allowed
✓ Minimizes Non-conforming Uses	▪ Enhance pedestrian access with buildings closer to the street, parking is not required, though allowed
Land Use Pattern	
Residential Growth Potential	
✓ Pedestrian Accessibility	

## Area 4: Killingsworth Street

Area 4 encompasses a major activity area in the vicinity of Killingsworth Street and Cully Boulevard as identified by community members. This is a high traffic and transit area because of two high volume streets, Killingsworth Street and Northeast Portland Highway. Frequent service bus line #72 serves the area. The existing Neighborhood Commercial 2 (CN2) zone is a low intensity and automobile-oriented zone that requires businesses to provide a minimum amount of parking. CN2 allows drive-throughs and quick vehicle services.

The two cluster areas for new commercial and employment zones along Killingsworth Street (at Cully Boulevard and at 60th Avenue) provide additional business and mixed-use development opportunities, including some housing. It also legitimizes non-conforming uses at the intersection of 60th Avenue/Killingsworth Street and at NE Portland Highway at Simpson Street.

The large triangular property fronted by Killingsworth Street, Cully Boulevard and NE Portland Highway is proposed for up-zoning to Central Employment (EXd) due to its location at what is identified as the northern gateway to the Cully commercial corridor area. It is an ideal location along primary streets with excellent transit service and can support the needs of neighboring apartment dwellers and the broader community. The map amendment provides the most urban scale of pedestrian-oriented mixed-use development opportunities (employment, commercial, and residential) for the Cully commercial corridor

area. The EXd zone allows buildings from one to six stories and is being recommended as a transition from the General Employment 2 (EG2) zoning to the north, northwest, and west. Lower intensity, commercial and residential zones border it to the south. EXd comes with a design review (d) overlay to ensure that development at this scale is attractive, pedestrian-oriented, and compatible with the local context.

The map amendment from CN2 to CS for the southern side of Killingsworth Street by Cully Boulevard is an opportunity for storefront type commercial and mixed-use development, which promotes pedestrian activity. It prohibits drive-through and vehicle quick services at this location, although those uses continue to be allowed in the CG zone at Five Corners and at the CN2 locations at the intersection of Killingsworth Street and 60th Avenue. It provides a buffer between proposed EXd zone and the rest of the Cully neighborhood to the south.

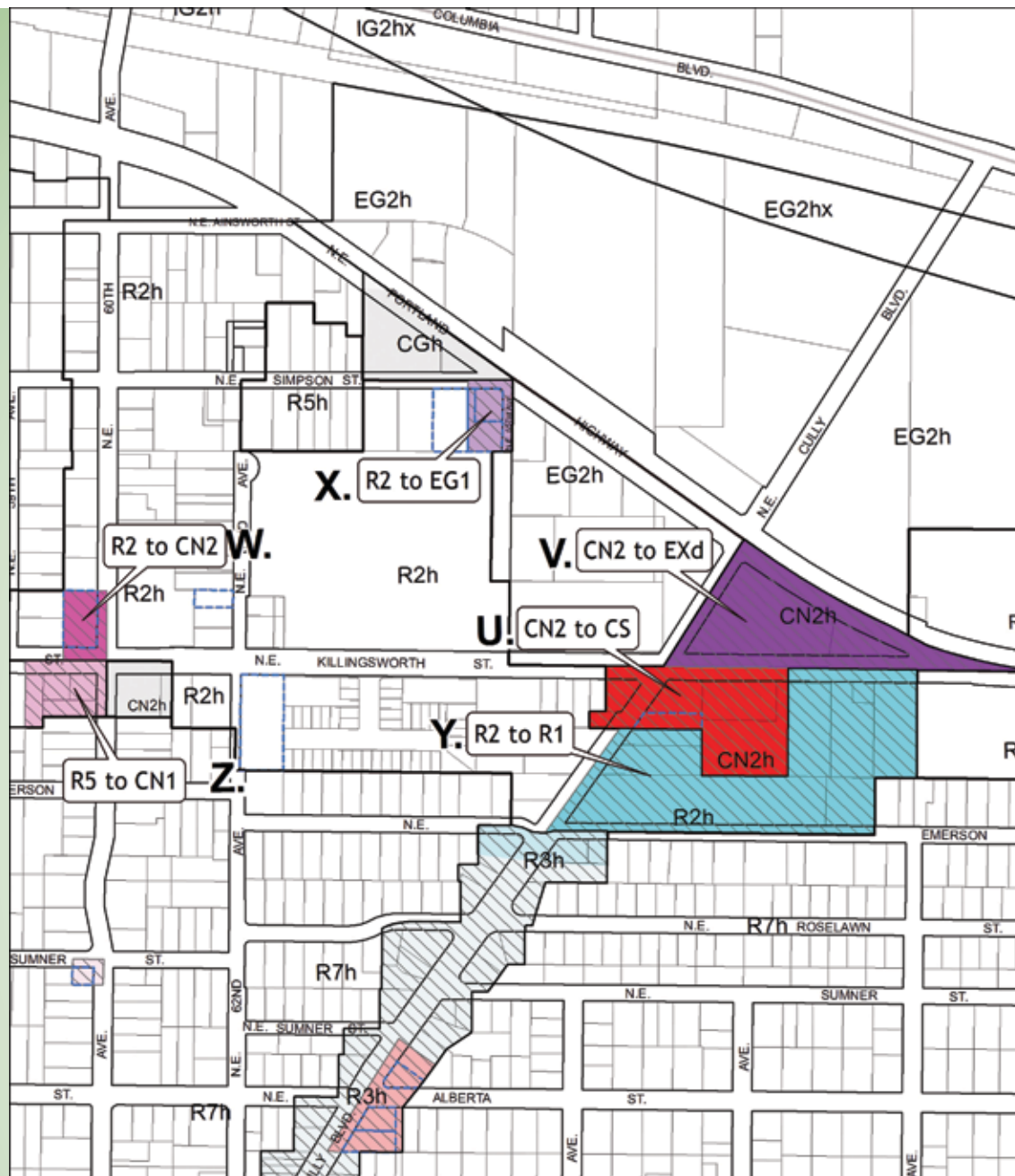
The map amendment from R 2,000 (R2) to R 1,000 (R1) on the southeast side of Killingsworth Street and Cully Boulevard adds to the residential capacity of the area. It benefits long term business viability and promotes a pedestrian oriented environment.

The rezoning from Residential 5,000 (R5) to Neighborhood Commercial One (CN1) completes a commercial intersection at 60th and Killingsworth Street that provides small scale neighborhood-serving pedestrian oriented business opportunity in context with the surrounding R5 residences.



*Existing non-conforming business at NE Killingsworth Street and 60th Avenue*

# COMPREHENSIVE PLAN MAP AND ZONING MAP AMENDMENTS



## Cully Commercial Corridor & Local Street Plans Project Area 4: Killingsworth Street Adopted Zoning & Comprehensive Plan

Existing Zoning	Adopted Zoning
Existing Zoning	Open Space (OS)
Zone Change	Single Dwelling Residential 5,000(R5)
Comprehensive Plan Change	Low Density Multi-Dwelling Residential 2,000(R2)
Nonconforming Use	Medium Density Multi-Dwelling Residential 1,000(R1)
Commercial Zones (no change)	Storefront Commercial(CS)
	Mixed Commercial(CM)
	Neighborhood Commercial 1(CN1)
	Neighborhood Commercial 2(CN2)
	General Employment 1(EG1)
	Central Employment(EXd) w/design overlay(d)

NOTE: Zoning overlays do not change unless indicated. Entire area is in the airport height (h) overlay.

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# COMPREHENSIVE PLAN MAP AND ZONING MAP AMENDMENTS

## Area 4

### Change from CN2 to CS

Criteria	Comments
✓ Commercial Growth Potential	▪ Create additional potential for retail and other businesses and mixed-use development
✓ Neighborhood Serving Uses	▪ Allow neighborhood-serving uses
✓ Minimizes Non-conforming Uses	▪ Bring one existing non-conforming use into compliance, so its use matches what is allowed
✓ Land Use Pattern	▪ Promote compact commercial and mixed-use development by key intersection
✓ Residential Growth Potential	▪ Increase opportunity for residential
✓ Pedestrian Accessibility	▪ Enhance pedestrian access with buildings closer to the street, prohibit drive-through uses, capitalize on nearby frequent bus service

### Change from CN2 to EXd

Criteria	Comments
✓ Commercial Growth Potential	▪ Create additional potential for retail and other businesses and mixed-use development
✓ Neighborhood Serving Uses	▪ Allow neighborhood serving uses
Minimizes Non-conforming Uses	▪ Provide prime location for commercial and employment at an urban scale
✓ Land Use Pattern	▪ Transition from employment zones and uses to the north and commercial/residential zones and uses to the south
✓ Residential Growth Potential	▪ Increase opportunity for residential, though not a prime location
✓ Pedestrian Accessibility	▪ Enhance pedestrian access with buildings closer to the street, prohibit drive-through uses, capitalize on nearby frequent bus service

### Change from R2 to CN2

Criteria	Comments
✓ Commercial Growth Potential	▪ Add to commercial opportunities at a key intersection
✓ Neighborhood Serving Uses	▪ Allow some neighborhood serving uses
✓ Minimizes Non-conforming Uses	▪ Bring one existing auto service business into compliance, so its use matches what is allowed
✓ Land Use Pattern	▪ Promote car oriented commercial at an intersection that already is established to serve neighborhood auto needs
Residential Growth Potential	▪ Capitalize on nearby to frequent bus service
✓ Pedestrian Accessibility	

### Change from R2 to EG1

Criteria	Comments
✓ Commercial Growth Potential	▪ Create limited commercial growth
Neighborhood Serving Uses	▪ Bring one existing auto service business into compliance, so its use matches what is allowed
✓ Minimizes Non-conforming Uses	▪ Will be adjacent to other employment and commercially zoned properties
Land Use Pattern	
Residential Growth Potential	
Pedestrian Accessibility	

## COMPREHENSIVE PLAN MAP AND ZONING MAP AMENDMENTS

### Change from R2 to R1

#### Criteria

Commercial Growth Potential  
 Neighborhood Serving Uses  
 Minimizes Non-conforming Uses

- ✓ Land Use Pattern
- ✓ Residential Growth Potential
- ✓ Pedestrian Accessibility

#### Comments

- Adjacent to commercial and employment uses
- Increase opportunity for additional residences over time
- Benefit pedestrians, residents can access nearby businesses

### Change from R5 to CN1

#### Criteria

- ✓ Commercial Growth Potential
- ✓ Neighborhood Serving Uses
- Minimizes Non-conforming Uses
- ✓ Land Use Pattern
- Residential Growth Potential
- ✓ Pedestrian Accessibility

#### Comments

- Add to commercial opportunities at a key intersection
- Allows neighborhood-serving uses
- Support small scale neighborhood commercial uses on small sites
- Enhance pedestrian access with new development as buildings will be closer to the street, prohibit drive-through uses, capitalize on bus service along the street

## Area 5: Werbin Neighborhood Park

Area 5 is outside the commercial corridor study area, but is important to help achieve a major community priority that is reiterated whenever staff receives public input—the need for public recreation and open space. This zoning map amendment is for an Open Space (OS) designation on land that the City of Portland purchased in 2009 for a neighborhood park.

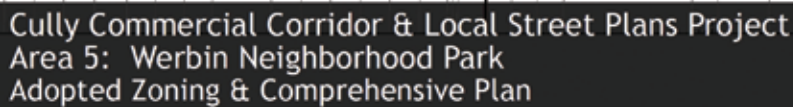
This large 2.4 acre property is located at the southeast corner of NE Alberta Street and NE 52nd Street. During the next couple of years Portland Parks and Recreation in partnership with community

stakeholders has committed to planning and developing Cully's first complete neighborhood park. Even though the property is outside of the Cully commercial corridor study area, it makes sense to include it in conjunction with this project's zoning map amendment process since the OS designation is typically applied to park locations.

The six rezoning criteria were not applied to this amendment because it has a broader purpose than main street development.



*Werbin Neighborhood Park site*



Existing Zoning	Adopted Zoning
Zone Change	Open Space (OS)
Comprehensive Plan Change	Single Dwelling Residential 5,000(R5)
Nonconforming Use	Low Density Multi-Dwelling Residential 2,000(R2)
Commercial Zones (no change)	Medium Density Multi-Dwelling Residential 1,000(R1)
	Storefront Commercial(CS)
	Mixed Commercial(CM)
	Neighborhood Commercial 1(CN1)
	Neighborhood Commercial 2(CN2)
	General Employment 1(EG1)
	Central Employment(Exd) w/design overlay(d)

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## Transportation Analysis of the Rezoning Proposals

The Portland Bureau of Transportation Planning Division prepared a transportation analysis of the Cully commercial corridor rezoning proposals, which consists of transportation modeling along with a policy assessment of the findings. This assessment addressed provisions of the State Transportation Planning Rule (Plan and Land Use Regulation Amendments, OAR 660-012-0060) and provides residents and decision-makers with information related to traffic impacts resulting from this proposal. Analysis was conducted to determine if the zoning recommendations would degrade the performance of Oregon Department of Transportation (ODOT) facilities.

The Cully commercial corridor area Comprehensive Plan Map and Zoning Map proposals primarily create relatively small-scale, community-serving housing, commercial and office development opportunities, which are not anticipated to add significant trip demand onto the regional transportation system. In order to address concerns about the proposal to rezone the triangular parcel at the Killingsworth and Cully intersection from Neighborhood Commercial (CN2) to Central Employment (EX), staff conducted a more detailed analysis of this site and the potential impacts on the Killingsworth and I-205 interchange. The analysis assumed a redevelopment scenario consisting of commercial, office and industrial uses with relatively high trip generation rates, without assuming a residential component, which would result in lower trip generation rates. The resulting trip generation in the PM peak hour would add 100 additional trips compared to the reasonable worst case under existing Neighborhood Commercial 2 (CN2) zoning, of which approximately 23 trips would be assumed to travel to the Killingsworth and I-205 interchange in 2035 (the transportation analysis' horizon year).

In December 2011, revisions to the Highway Mobility Policy (1F) of the Oregon Highway Plan (OHP) modified the threshold for adequate mitigation of significant effects above the mobility targets. Action 1F.5 of the OHP states that "ODOT considers calculated values for volume-to-capacity (v/c) ratios that are within 0.03 v/c of the adopted target to be considered in compliance with the target." Because the forecasted 23 additional trips at the Killingsworth interchange constitutes less than a 0.03 v/c degradation, mitigation is not required to support the rezone proposals.

# Cully Local Street Plan

## Overall Transportation Strategy

The Cully Local Street Plan aims to enhance local access to neighborhood destinations like schools, parks and the envisioned regional plan designated Cully main street, as well as to existing multi-modal infrastructure. It does this by addressing the need for greater connectivity, safer walking and bicycling routes, and basic local street infrastructure.

Much of this part of the city developed prior to the 1960s; however, unlike neighborhoods just to the west, Cully at the time was outside Portland's city limits and not subject to the same connectivity standards or infrastructure development requirements. Cully was not fully annexed into the City of Portland until the mid-1980s. As a result, the neighborhood has larger block sizes and fewer street connections. This street pattern creates significant out-of-direction travel, which serves as a disincentive for walking or bicycling. Only about one-third of streets have a sidewalk, and there are 3.8 miles (more than 50 blocks) of unimproved (unpaved) roads. See table below and Figure 5: Street Level of Improvement map which highlights existing conditions on the next page.

## Street Level of Improvement

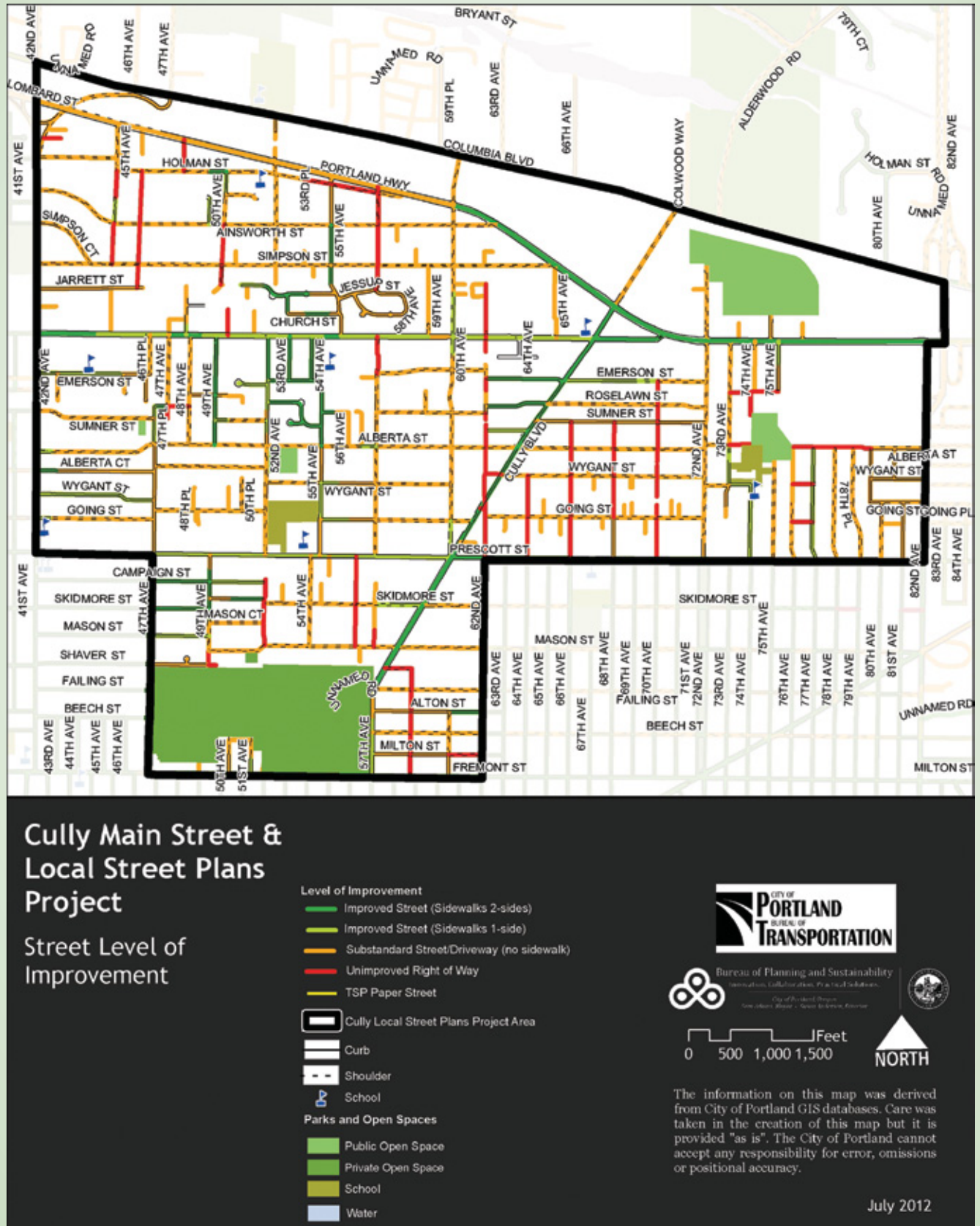
Street Condition	Miles	Percent
Improved Street (sidewalks on both sides)	9.8	22%
Improved Street (sidewalks on one side)	5.0	11.5%
Substandard Street/Driveway (paved with curb)	6.9	16%
Substandard Street/Driveway (paved no curb)	18.1	41.5%
Dirt or Gravel Street	3.8	9%

The overall strategy developed for the Cully Local Street Plan focuses on the three objectives listed below with the specific recommendations aimed at achieving each one. The plan identifies priority routes and allows for more options for the improvement of local streets. Appropriate transportation solutions will account for the unique traffic functions of individual streets within the network. The approach to implementing the plan will target the area with the highest concentration of unimproved streets for a program to allow (and test) new street improvement options and to explore additional opportunities for funding.

1. Creating a more connected local street network and prioritizing the most important routes to local destinations, including the Cully main street, schools and parks.
  - New street and pathway connections
  - New typology for local street
  - Priority neighborhood routes to walk, bicycle and access transit
2. Expanding options for improving local streets.
  - More design options for the improvement of local streets
3. Identifying an implementation strategy to meet the unique needs within the Cully neighborhood.
  - Target area program to achieve economies of scale and pilot new options for improving streets
  - Alternative funding opportunities for infrastructure projects on local streets

## CULLY LOCAL STREET PLAN

Figure 5: Street Level Improvement Map



## Local Street Plan Criteria

Staff researched dozens of current and innovative practices, or tools, for addressing identified network (street system) and infrastructure needs as part of the development of this local street plan. The research documented the application, pros, cons and implementation obstacles for each tool. This information, along with a set of evaluation criteria, was used to determine appropriate solutions for the Cully neighborhood. For identified transportation solutions, the following two sets of evaluation criteria – one for network solutions and one for local street improvement tools – were initially reviewed by the Project Working Group and were used based upon public input gathered at the Roll and Stroll, Open House and Community Workshop events.

### Evaluation criteria for street network tools:

- Make direct connections to key destinations, such as regional plan designated Cully main street, parks, schools and transit stops, and serve more residents
- Improve accessibility for local residents for improved community health
- Reduce negative traffic impacts, including noise and air pollution, the risk of accidents, and divisive social impacts
- Preserve the desirable qualities within the neighborhood, such as mature trees and low traffic speeds/volumes
- Create opportunities for sustainable infrastructure, such as green streets and pathways
- Fill critical gaps in the system, including auto, pedestrian and bicycle networks
- Benefit active transportation, namely people walking or bicycling
- Improve safety for vulnerable roadway users, including seniors, children, and those living with a disability
- Allow greater flexibility in implementation

### Evaluation criteria for local street improvement tools:

- Be delivered in an equitable and cost effective manner
- Recognize diverse interests of residents and diverse functions of right-of-way
- Preserve the desirable qualities within the neighborhood, such as low traffic speed and volume
- Ensure safety for all users, especially vulnerable roadway users, namely pedestrians and bicyclists, seniors, children, and those with disabilities
- Improve accessibility for local residents for improved community health
- Benefit active transportation, namely people walking or bicycling
- Expand usable public space for local residents
- Allow more affordable street designs
- Reduce impact on the environment and minimal impervious surface
- Allow greater flexibility in implementation
- Fewer negative (calms) traffic impacts, including noise and air pollution, the risk of accidents, and divisive social impacts
- Less long-term maintenance required

## Local Street Plan Proposals

### 1. Create a street plan identifying new street and pathway connections and defining a new typology for local streets

Historic development patterns in the Cully neighborhood make it difficult to meet City street connectivity guidelines, i.e. a full street every 503 feet and pedestrian-bicycle connection every 330 feet. Due to existing street patterns and built structures, several of the street connections currently proposed in the City's Transportation System Plan (TSP) remain unimproved (Approximately 4 miles). Rather than proposing several new connections to meet connectivity standards (which would require removal of existing homes and other structures), staff identified select opportunities for new street or pedestrian/bicycle connections given what currently exists. Refer to Figure 6.

**Recommendation:** Adopt a Cully Neighborhood Local Street Plan identifying new street or pedestrian/bicycle connections to improve street connectivity and address gaps in transportation networks. See Figure 6: Future Off-Street Path or Local Street Connections Map, below.

**Figure 6: Master Street Plan Map – Future Off-Street Path or Local Street Connections**



Designated local service streets in Cully (as in much of Portland) range from quiet unimproved streets to wide streets with a high rate of cut-through traffic. Most Cully streets carry very low volumes of automobile traffic (i.e. a few hundred cars per day) and primarily serve adjacent residences. Some serve higher volumes of traffic (i.e. a few thousand cars per day). Street standards do not currently vary for local streets with different traffic functions. The intent of the local street typology is to provide a framework to define when variation to the typical street configuration may be acceptable.

## CULLY LOCAL STREET PLAN

**Recommendation:** Introduce a local street typology (for classified local service traffic streets) to allow more improvement options on streets with very low traffic functions. See table below.

Local Street Typology for Local Service Traffic Streets					
Local Street Types	Traffic Level (vehicles/day)	User	Continuous Blocks	Destinations	Design Speed
Local Accessway	Max: 1,000 Target: 500	Residents of that street/ neighborhood	Few	Local residences	Walking/ bicycling pace <20 mph
Local Distributor	More than 1,000	Neighborhood and district residents	Few or many	Some neighborhood attractors	20 or 25 mph

## 2. Safer neighborhood routes to walk, bicycle and access transit

Common neighborhood designations in Cully, such as schools or shops, are often within a reasonable walking and bicycling distance. However, the infrastructure required to facilitate the movement of pedestrians and bicycles is severely deficient. Lack of connectivity and basic infrastructure, such as sidewalks, makes walking and cycling more difficult and fosters dependency on the automobile.

Of the 13 miles of bikeway recommended in the study area by the Portland Bicycle Plan for 2030, less than half (6.2 miles) have been built. Only two east/west bikeway connections exist through the neighborhood. One of them runs along one of the most heavily trafficked streets in Cully, NE Killingsworth Street. There is only one improved bikeway serving north/south trips, NE Cully Boulevard. There are significant network gaps.

Poor street connectivity results in unnecessary out-of-direction travel for both pedestrians and bicyclists. Given the scale of deficiencies within the neighborhood, it is necessary to prioritize the most important connections for establishing a basic active transportation network (i.e. walk and bicycle trips). This local street plan identifies routes to schools and neighborhood greenways as the primary focus for investments in the active transportation network. Primary routes were identified based on adopted plans, community priorities, their role in the citywide network, and their role serving the Cully commercial corridor, parks, schools and other local destinations.

### Neighborhood Greenways and Transportation Demand Management Strategy

Neighborhood greenways are low-traffic streets that comprise a citywide network of safe, traffic calmed green streets where people on foot, bicycle and at play are given priority. Surface stormwater treatment systems can be integrated along neighborhood greenways to improve safety at intersections for people walking and bicycling, to enhance watershed health, and to provide for aesthetic streetscapes.

Transportation demand management (TDM) holds significant promise to change travel behavior and shift drive alone trips to walking, bicycling or transit in order to improve performance of the transportation system. A TDM plan for the neighborhood can include a variety of strategies to encourage more efficient use of the existing transportation system and reduce reliance on the personal automobile.

Figure 7: Routes to School Map

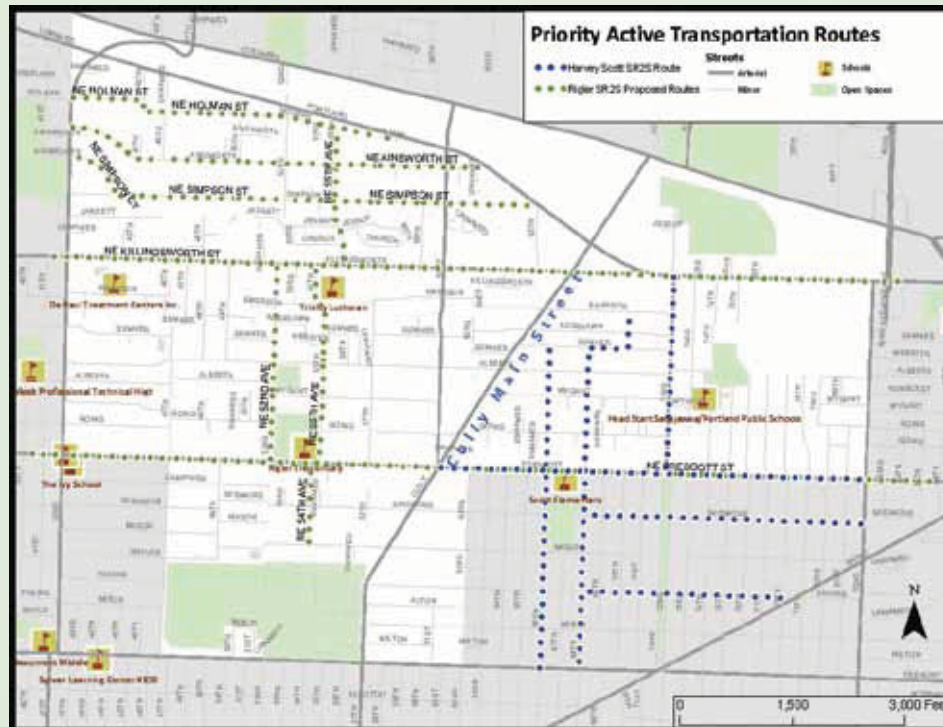
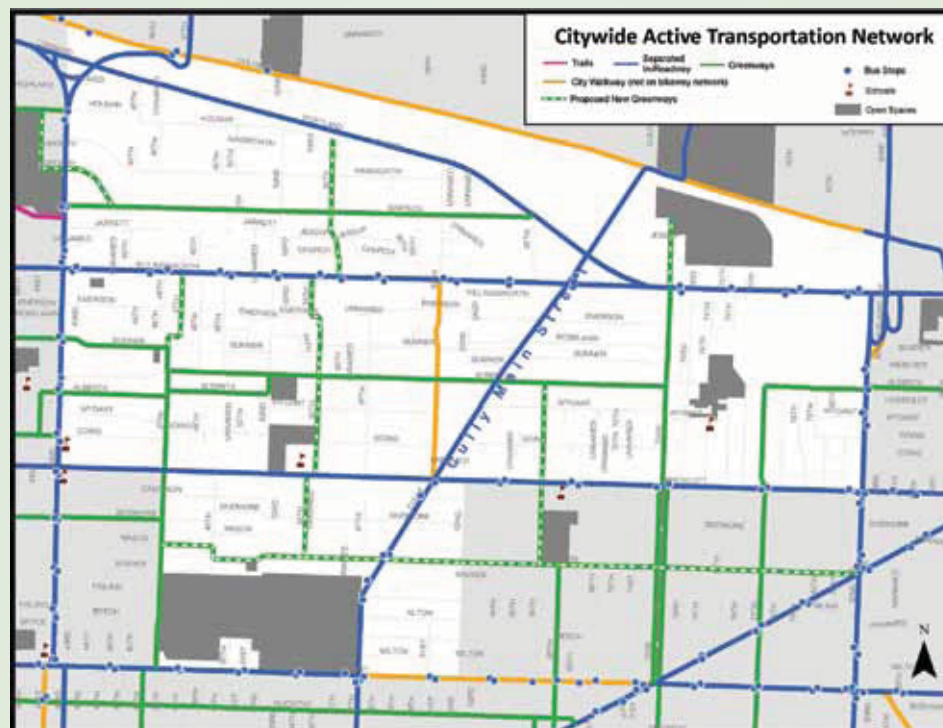


Figure 8: Pedestrian-Bicycle Routes Map



Note: Potential alignments for proposed projects are conceptual until detailed project development work is conducted.

## CULLY LOCAL STREET PLAN

### Recommendations:

- Implement safety improvements on identified walking and bicycling routes to Rigler and Harvey Scott elementary schools and recommended neighborhood greenways that serve the citywide network of priority walking and bicycling routes. See Figure 7: Routes to School, next page.
- Incorporate recommended walking and bicycling routes into the City's Transportation System Plan by updating the pedestrian and bikeway classifications and the list of major transportation improvements. See Figure 8: Pedestrian-Bicycle Routes, prior page and in Appendices D and E.
- Explore funding opportunities for active transportation projects based on community priorities identified as part of Cully Commercial Corridor and Local Street Plan process.
- Work with the Portland Bureau of Transportation to develop a Transportation and Parking Demand Management Plan, tailored to the commercial corridor and broader neighborhood, to improve community economic, environmental and equity outcomes by increasing the percentage of walk, bike, transit and carpool trips.

### 3. More design options for improvement of local streets

The majority of streets in Cully do not meet city standards. Unimproved and substandard streets exacerbate accessibility and mobility issues for people who walk, drive, bicycle or use a mobility-device and cause concerns for managing stormwater runoff. Currently, the cost of improving local streets is the sole responsibility of adjacent property owners. It is often cost prohibitive for a group of residents to pool together enough funds to improve their street to meet current standards. Given the deficiencies of the local street system in Cully, it is necessary to explore alternative street design options to reduce the financial burden on local property owners.

The high concentration of unimproved and substandard streets in the Cully neighborhood also creates stormwater issues. Gravel streets used by motor vehicles can compact the roadway surface to a degree that inhibits water infiltration. More than half of Cully streets lack a curb or stormwater facility to help manage runoff. The soil conditions and topography in the neighborhood offer opportunities for onsite infiltration and innovative stormwater management.

#### Recommendation:

Test new and innovative designs for local streets to reach stormwater management, multi-modal travel and neighborhood livability objectives. See Local Street Improvement Options and Application Table.

#### Basic improvements for substandard streets

Given the desire to explore more affordable local street options, the plan recommends allowing basic infrastructure improvements to be made on substandard streets in the Cully Neighborhood. Streets lacking walkable, bikeable, drivable and wheelchair accessible surfaces create significant barriers to the movement of Cully residents. The infill development that occurred since the area was annexed in the 1980s did not result in a connected system of improved streets. Some properties were granted waivers for a future improvement, due to the lack of pre-existing curbs and sidewalks on adjacent properties, rather than requiring the frontage of their property to be built at the time of construction. Also, the cost of fully improving these streets according to current standards (i.e. high-performance roadway surface, curbs and gutters, street trees and sidewalks on both sides) is often more than adjacent property owners can afford.

Most local streets in Cully primarily provide access to local residences (i.e. local accessways) with more than 70 percent serving less than 500 vehicles per day. It is therefore desirable on these residential streets with a relatively low traffic function to eliminate gaps in the street network by allowing more affordable basic improvements to be made. At the March 2012 community workshop 75 percent of survey respondents stated

that they prefer to build a portion of the street sooner if it is too costly to build a street to the current standard.

The following basic improvements should be allowed on local streets which lack these fundamental elements based on existing conditions and desired future roadway functions (for both traffic and livability). Refer to Figure 9.

- Base street
- Walkway only
- Stormwater feature
- Shared street

The **Base street** comprises a paved roadway with separated walkway for pedestrians. Only 37 percent of paved streets in the Cully Neighborhood have a sidewalk (on either one or both sides). Walkways such as sidewalks or pathways provide a separated surface for pedestrians buffered from the roadway. In some cases it may be appropriate to install the **walkway only** on an unpaved street to fill critical gaps in the pedestrian network.

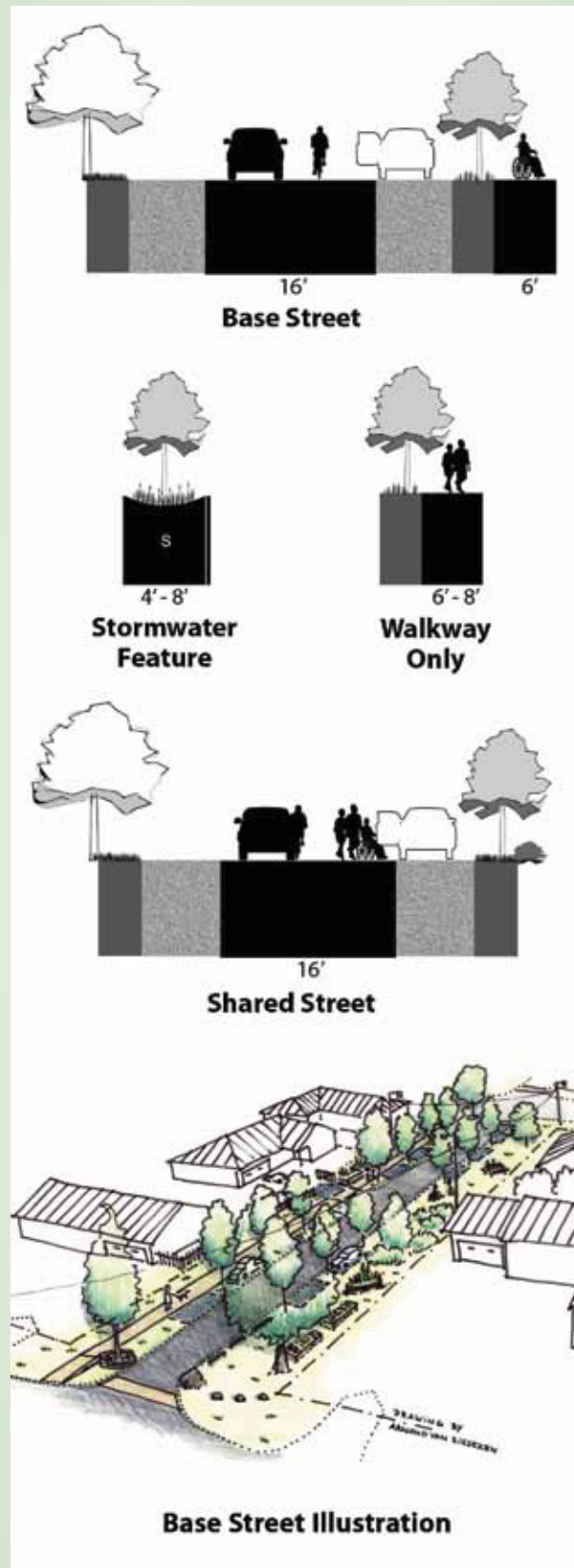
Stormwater runoff from impervious surfaces can pollute streams, destroy habitat, and cause flooding and erosion. A range of **stormwater features** are commonly used in the roadway, including swales, planters or ditches, to capture, slow and treat runoff. Stormwater facilities can be integrated with other street features to facilitate safe walking and bicycling access and as a way of improving aesthetics in the streetscape.

**Shared streets** are narrow, often curbless, roadways designed so pedestrians, motorists and people on bikes can share the same space. These streets are often referred to as pedestrian-priority streets. The principle behind this design is that if all users move at a walking pace then they can safely mix on the same surface in the roadway. PBOT is in the process of developing a set of criteria (including traffic volume/speeds, cross-slope, local attractors, etc.) to define when a shared street meets the requirements for ADA (Americans with Disabilities Act), safety and comfort.

#### Recommendation:

Allow basic improvements on local streets in the Cully neighborhood including paving the roadway, installing a walkway and/or managing stormwater runoff.

**Figure 9: Basic Improvements**



## CULLY LOCAL STREET PLAN

### Improvement options for neighborhood streets

No two streets are exactly alike. The streets in Cully fall within a wide range of condition, size and utility, from puddle-filled gravel streets to the recently constructed Cully Boulevard with sidewalks, cycle tracks and green street features. While residents are eager to see gravel streets paved and sidewalk corridors completed, there is also a strong desire to preserve the qualities of these streets that contribute to neighborhood livability, such as few cars, mature trees and places to play.

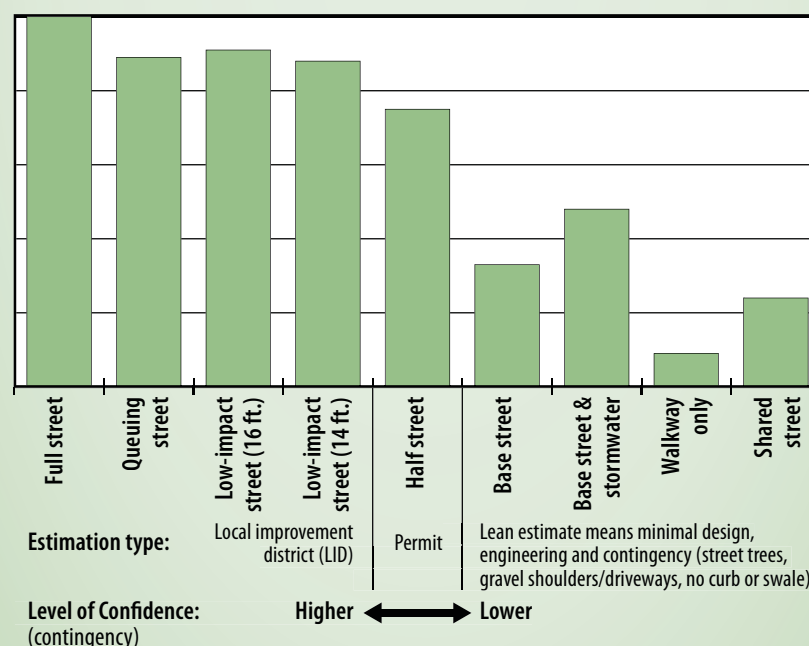
Figure 10 summarizes the range of options for improving deficient local streets in the Cully neighborhood. This list of options is not intended to be exclusive, rather it reflects the street designs explored as part of the plan process. Other options deemed acceptable within the broader City should also be allowed in the Cully neighborhood. Additionally, each option can vary based on the construction materials used, the vegetation and trees planted, the placement of parking, shifts in the street centerline or a variety of other details related to the specific design or context of the roadway.

The proposed application of each street section is identified in the table as neighborhood (n'hood) wide or recommended for testing as part of a pilot project. Each improvement option offers unique benefits and tradeoffs. The survey of current and innovative practices, completed as part of this project, documented the specific application, pros, cons and implementation obstacles for each design.

**Figure 10: Local Street Improvement Options and Application**

Improvement Option	Application	
	N'hood Wide	Pilot
<b>Basic Improvements</b>		
Base street	●	
Walkway	●	
Shared street		●
<b>High Performance Street Options</b>		
Full street	●	
Queuing street	●	
Half street (development infill)	●	
Low-impact street		●
<b>Stormwater Management – Green streets</b>		
<b>Typical facilities/features</b> <ul style="list-style-type: none"> <li>Swale/planter</li> <li>Street trees</li> </ul>	●	
<b>Currently not approved facilities</b> <ul style="list-style-type: none"> <li>Grass filter strip</li> <li>Green gutter</li> <li>Ditch system (design for water quality)</li> <li>Pervious pavers/pavement</li> </ul>		●

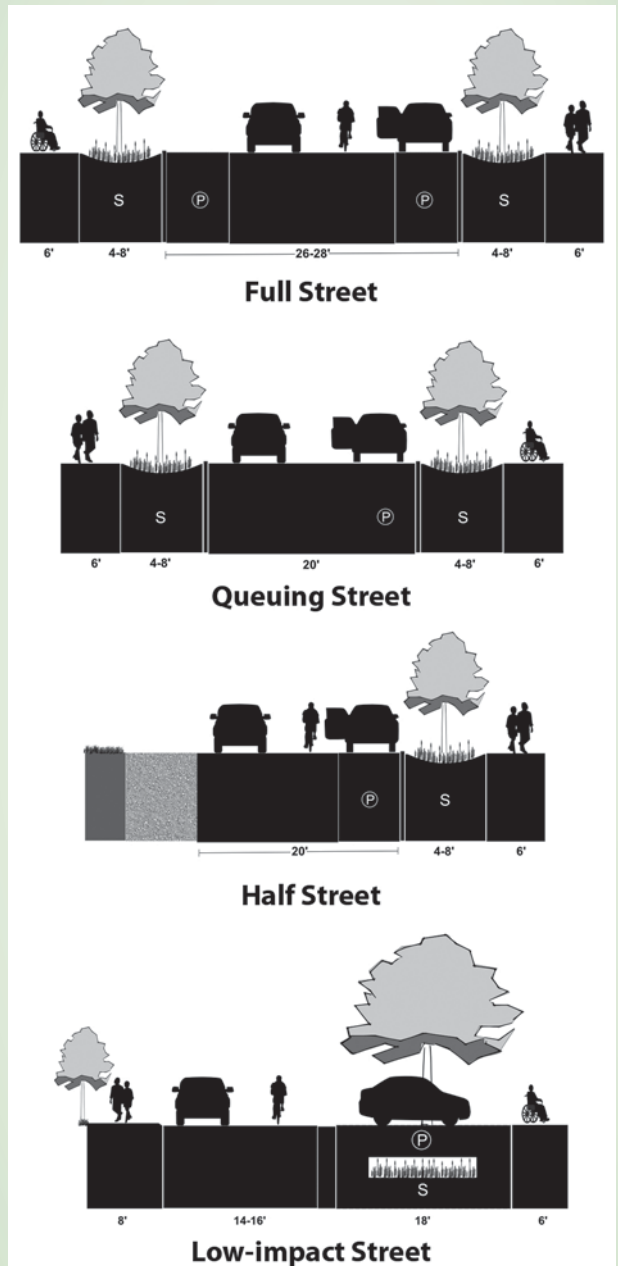
### Relative Cost of Improvement Options



The traditional configuration of a local street, designed per current City standards, comprises a paved roadway ranging from 20 to 28 feet wide with a curb, gutter and sidewalk on each side that is separated from the roadway by a planting strip. See Figure 11. **Full Street** improvements are mostly common built 26-feet wide allowing for parking on both sides. In some cases, due to topography or right-of-way constraints, local streets will be constructed as **Queuing Streets** at 20-feet wide which allows parking on one side only. **Half Street** improvements are commonly introduced as a requirement of a development infill. This option includes the improvement of the parking realm, curb, stormwater facility and sidewalk on one side of the street. These three traditional local street options, called for in current city standards, are recommended for application throughout the neighborhood.

The **Low-impact street** prototype is another option which is a new concept proposed for pilot. It includes built-in traffic calming elements for local streets and meets emergency access and stormwater requirements. This low impact street design proposes minimum roadway dimensions and conveys stormwater runoff along a valley gutter to a vegetated stormwater facility. This design moves parked cars off the travelway thus requiring a smaller footprint and offering benefits for preserving low travel speeds and reducing the amount of impervious surface. Surplus right of way that is not required for traffic or stormwater functions is available for landscaping, open space or recreational use.

**Figure 11: High Performance Street Options**



## CULLY LOCAL STREET PLAN

### 4. Define an implementation strategy to meet the unique needs of the Cully Neighborhood

#### Target area program

The project evaluated the location of unimproved streets in the study area using Geographic Information Systems (GIS) tools to determine the areas with the highest concentration of gravel streets. See Figure 12. The area bounded by NE Sumner, NE Prescott, NE Cully and NE 70th contains an estimated 35 percent of all the gravel streets within the study area. In addition, this area has five consecutive blocks of north-south gravel streets which severely limits local accessibility.

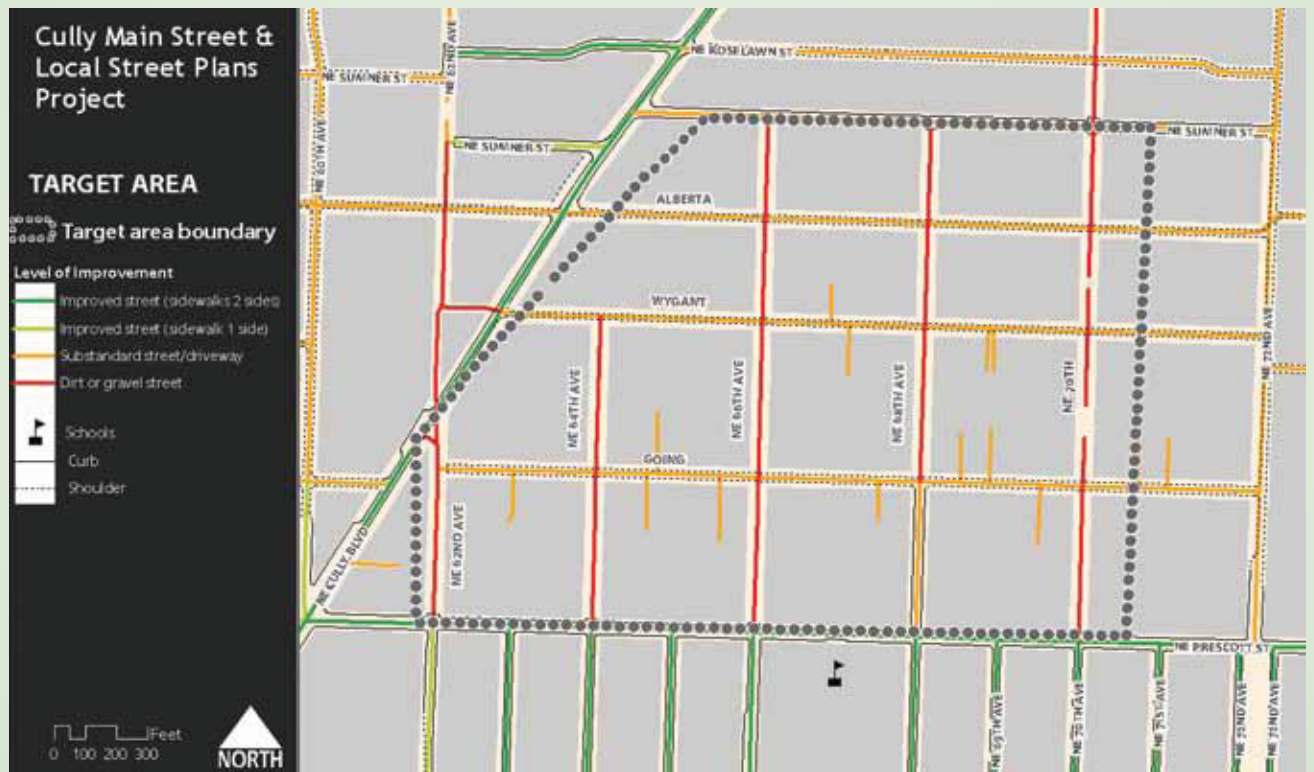
**Figure 12: Concentrations of gravel streets in Cully**



This target area was defined to facilitate the implementation of the solutions in the local street plan. Residents in the target area would be engaged in the project development when the program is implemented. The target area program will serve as a focus for addressing site specific condition, testing new options for improving streets, and facilitating plan implementation in the following areas:

- Determine potential for economies of scale;
- Select appropriate improvements for specific streets;
- Determine more specific costs;
- Define what is affordable for adjacent residents; and
- Evaluate eligibility for different funding sources.

### Figure 13: Target Area



- Implement a program in the designated target area (bounded by Cully, Sumner, 68th and Prescott streets) to explore opportunities for economies of scale in improving multiple blocks on local streets.
- Implement pilot projects to test the performance of a range of street improvement options.

In the City of Portland, property owners are typically responsible for funding local street improvements, and this is often done when a property is developed or redeveloped, or when a group of property owners decide to form a Local Improvement District. Currently, the City does not have funding to share in the cost of bringing streets in Portland up to City standards.

In the Cully Neighborhood, the cost burden of paying for street improvements would be significant for many households. Therefore a number of federal, state, and foundation grant programs have been identified for consideration as a source of funds for different kinds of projects (Figure 15). For example, some projects may be eligible for funding sources to pilot new green street improvements.

## CULLY LOCAL STREET PLAN

### Community priorities for street improvements

Community members had the opportunity to identify the streets they would like to see improved in the neighborhood at both the first Open House in October and the second public event in March. The most frequent response when asked what street to improve if money becomes available was by far NE 60th Avenue. The other top-five ranked street included busy streets like Prescott, Killingsworth, Cully and NE 72nd Avenue in addition to Alberta Street, a primary east-west bikeway.

The priorities shown in Figure 14 represent the streets identified as most deserving improvement by those who commented at the two public events. However, this ranking does not necessarily reflect all the priorities of the broader Cully neighborhood. For example, NE 72nd Avenue received the sixth most votes, but it serves as a key connection to neighborhood schools and will likely increase in importance with the development of Thomas Cully and Sacajawea Parks.

### Recommendation:

- Explore funding opportunities for infrastructure projects on local streets and arterial streets using the input collected for this project on community priorities.

The required funding amounts vary depending on project type and size. In order to determine eligible funding sources, projects were grouped into four categories, i.e. priority routes, demonstration projects, local street improvements and maintenance. Each project category has been matched with potential funding sources in Figure 15. The funding levels displayed in the table describe typical grant amounts based on past projects that might be similar to projects in Cully. These funding levels vary depending on project details, and several programs encourage or require collaboration with other agencies or funding sources.

The Oregon Department of Transportation (ODOT) administers several programs that distribute state and federal funds, often for bicycle and pedestrian projects (Transportation Enhancements, Flexible Funds, Bicycle and Pedestrian Program, and Safe Routes to School). A few agencies grant funds to projects that improve transportation options for disadvantaged or under-developed communities. The Federal Department of Housing and Urban Development (HUD) administers Community Development Block Grants (CDBG), Sustainable Communities Grants, and Choice Neighborhood Implementation Grants.

Several organizations fund projects that address water pollution issues such as run-off or that demonstrate innovative approaches to conservation. The Oregon Department of Environmental Quality (DEQ) administers the federal Nonpoint Source Implementation Program for projects that address water pollution issues.

**Figure 14: Community Event Input**

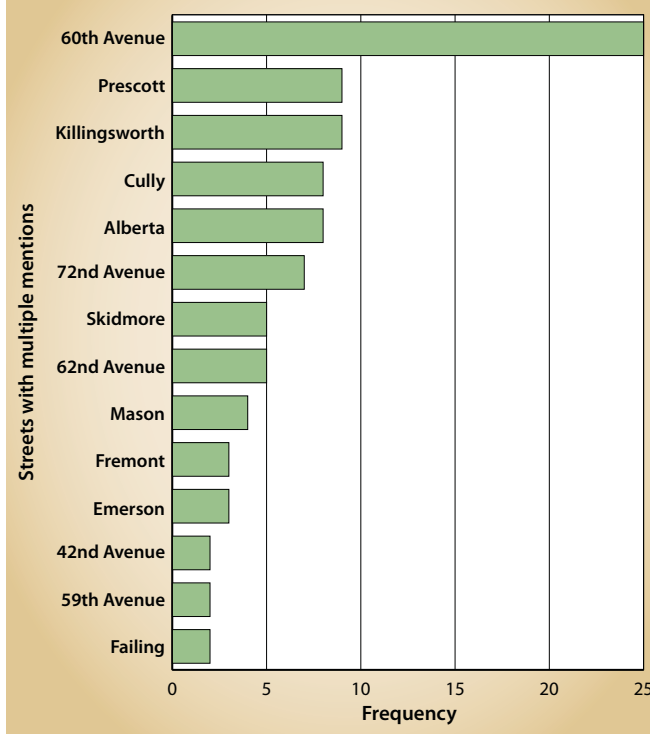


Figure 15: Potential grant sources

Grant Source	Administering Agency	Typical Grant Amount*	Past Application Deadlines	Potential eligibility for project type:			
				Active Transport	Pilot Innovative/ Green Streets	Local Street Improvements	Maintenance
Transportation Enhancements	ODOT	\$\$\$	June	●			
Choice Neighborhoods Implementation Grants	HUD	\$\$\$	April		●	●	
ODOT Flexible Funds	ODOT	\$\$	October	●			
Community Development Block Grants	HUD	\$\$	Annual formula allocation		●	●	
Transportation, Community, and System Preservation Program	FHWA	\$\$	January			●	●
Community Transformation Grants	CDC	\$\$	None at this time	●	●		
Sustainable Communities Grants	HUD	\$\$	August	●	●		
USDA Conservation Innovation Grant	Oregon NRCS	\$\$	May		●		
ODOT Bicycle & Pedestrian Grants	ODOT	\$	June	●			
Safe Routes to School (SRTS)	ODOT	\$	November	●			
Recreational Trails Program	Oregon Parks & Recreation	\$	October	●			
Kaiser Permanente Healthy Eating Active Living (HEAL) Initiative	NW Health Foundation	\$	None at this time	●			
Kaiser Permanente (KP) Community Fund	NW Health Foundation	\$	May	●			
Bikes Belong Grant Program	Bikes Belong	\$	February	●	●		
Social Innovation Fund	Corp. for National & Community Service	\$	March	●	●		●
Nonpoint Source Implementation Grants	Oregon DEQ	\$	December		●	●	
One Percent for Green	BES	\$	May/Nov		●	●	
Grey to Green Initiative	BES	\$	Open Deadline		●	●	
Metro Nature in Neighborhoods Capital Grants	Metro	\$\$	Open Deadline		●		

Notes: \*Typical Grant Amounts: \$ = \$0 - \$500,000 / \$\$ = \$500,000 - \$1,000,000 / \$\$\$ > \$1,000,000

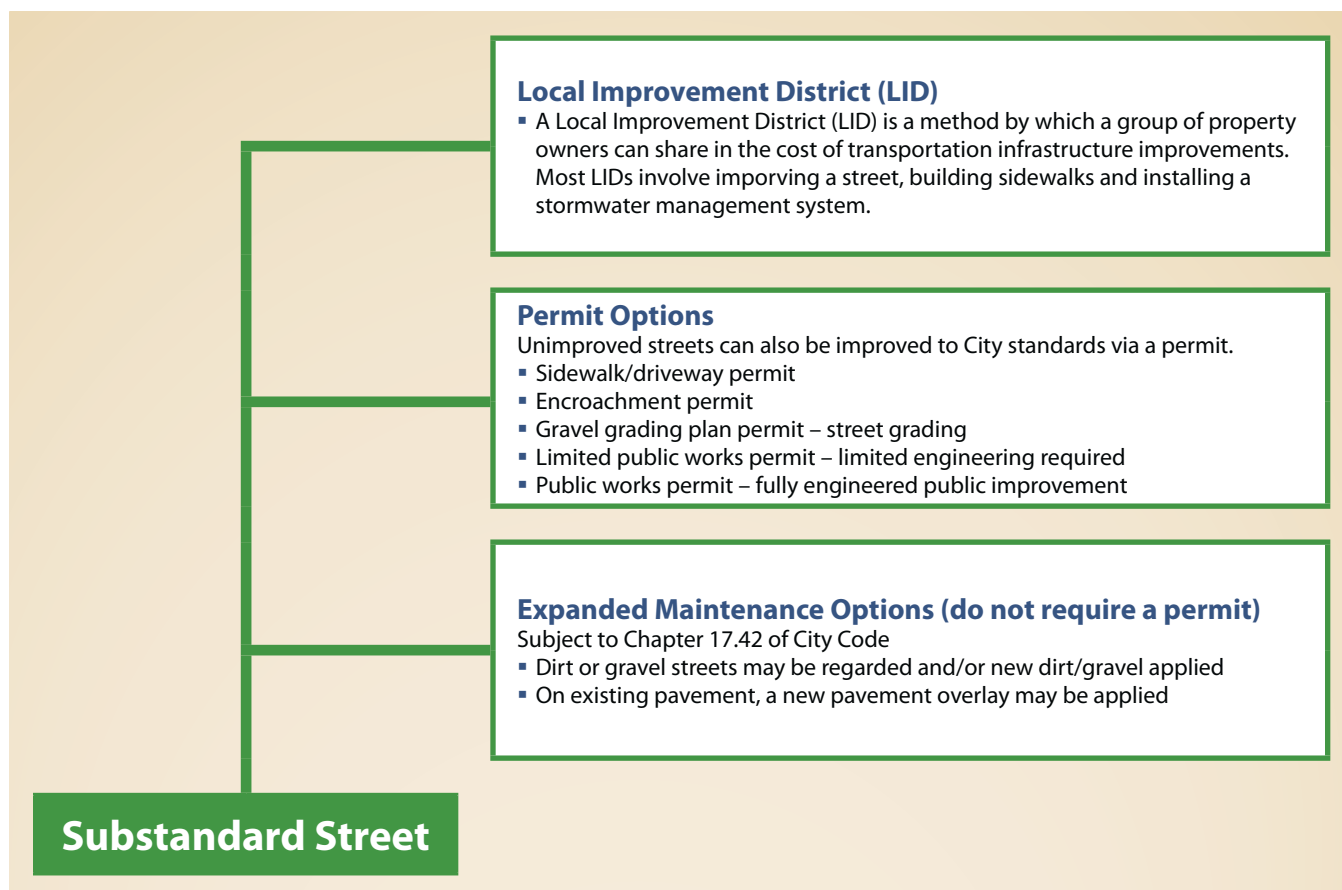
Agencies: BES - Bureau of Environmental Services, CDC - Centers for Disease Control and Prevention, FHWA - Federal Highway Administration, HUD - US Department of Housing and Urban Development, Oregon DEQ - Department of Environmental Quality, Oregon NRCS - Natural Resources Conservation Service

## CULLY LOCAL STREET PLAN

### Options to address substandard streets

The City does not maintain unimproved streets or pavement that was installed without a permit. Abutting property owners are responsible for maintenance until the street has been improved to City standards. The two options for improving an unimproved street in the public right-of-way, Local Improvement District or Permit, require the street to be built to the full city standard.

1. Local Improvement District (LID) process – Property owners agree to assume responsibility to pay for the direct expenses (including engineering and construction) of the project. The City designs, engineers and manages the project; however in most cases, the City does not actually build the improvement..
2. Public Street Improvement Permit - This option allows privately funded public improvements to be constructed by a private developer once the design for improvements in the public right-of-way has been reviewed and approved by City of Portland.



In order to reduce the amount of unpaved streets in Cully and the city as a whole, new options should be considered for permitting improvements that do not become the responsibility of the City to maintain. The plan recommends exploring new process options that allow residents to make basic improvements (only allowed under current city rules by exception) if they agree to take full responsibility for the cost of design, construction and ongoing maintenance.

**Recommendations:**

- Explore options to permit basic improvements on local streets, which could be allowed programmatically (and permit required), that create improved functionality.

**Maintenance options**

Residents who own property along unimproved streets often are unaware of their options or requirements for maintaining their adjacent street. City Code places the responsibility for maintaining unimproved streets on the abutting property owner until the street has been improved to City standards. The Expanded Maintenance Options program allows landowners to perform basic maintenance to unimproved rights-of-way adjacent to their property. This ordinance became effective on January 10, 2003. Property owners were previously limited to the use of hand tools in maintaining unimproved streets.

**Recommendation:**

- Target outreach to residents who live along unimproved streets to inform them of Expanded Maintenance Options approved by Council in 2003 (Ordinance #177124).

**Enhancing transit options**

Currently, two bus lines travel through the Cully neighborhood and another two bus lines border sections of the neighborhood. None of these lines provide direct routes to downtown Portland. Only one of the lines providing service within the Cully neighborhood is a designated Frequent Service Route, meaning with 15 minute headways or better during peak travel times. This Frequent Service bus line also has the second highest ridership of all Portland region bus lines provided by TriMet. There are 49 bus stops in the Cully neighborhood that serve the two bus lines, however the poor street network connectivity and street conditions of the neighborhood restrict the safety and accessibility for pedestrians to reach the bus stops.

The Coalition for Livable Future published The Regional Equity Atlas in 2007 using Census data (from 2000) which provides a series of livability and equity related metrics available by neighborhoods. The Atlas reports that the Cully neighborhood has a relatively low level of transit service, specifically 161 total residents for every transit trip available per hour (compared to seven residents for every transit trip per hour for Downtown Portland). Given the desire to have transit service along the length of the regional plan designated Cully Boulevard main street, the current deficiencies in transit service and the dependence of many Cully residents on bus service, it is important to initiate a dialogue with TriMet about enhancing transit provision within the neighborhood.

**Recommendation:**

- Work with TriMet to explore the potential for bus service along the regional plan designated Cully Boulevard main street and to pursue the community desires for better transit connections to the City Center, East and North Portland.

## APPENDIX A

# Appendix A: Needs Zoning for New Main Street Businesses

## .....CULLY MAIN STREET.....

### Needs Zoning for New Main Street Businesses

- Only 2% of Cully is zoned commercial (10% is more common in Portland)
- Most properties are zoned residential
- Many businesses are residentially zoned, limiting their ability to renovate and grow
- The Cully Blvd area needs zoning that allows neighborhood-serving businesses

#### Opportunities

- Portland has commercial/mixed-use zoning options that support main street development
- Increasing the number of residences along the main street could help support businesses
- Employment zoning (north of the study area) allows some commercial and office uses

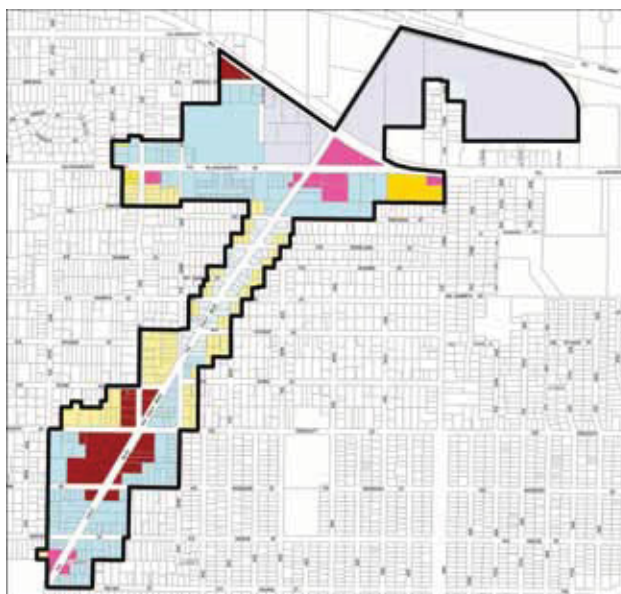
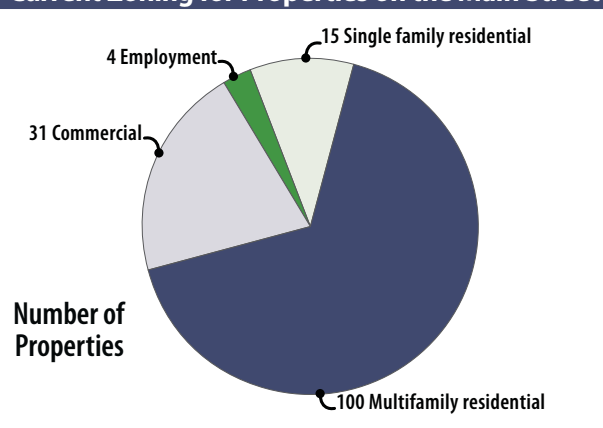
#### Considerations and Constraints

- Must use Portland's existing zoning types
- Employment zoning is difficult to change due to regional and local policies
- Many properties are small or oddly configured for development



Many of the successful neighborhood-serving businesses in Cully are zoned residential, limiting their ability to do upgrades, expand or change uses.

#### Current Zoning for Properties on the Main Street



#### Cully Main Street & Local Street Plans Project

##### Zoning

Open Space	Multi-Dwelling Residential 2,000
Single Dwelling Residential 7,000	Neighborhood Commercial 2
Single Dwelling Residential 5,000	General Commercial
Single Dwelling Residential 2,500	General Employment 2
Multi-Dwelling Residential 3,000	General Industrial 2
	Cully Main Street Study Area

June 14, 2011  
City of Portland, Oregon // Bureau of Planning & Sustainability // Geographic Information System

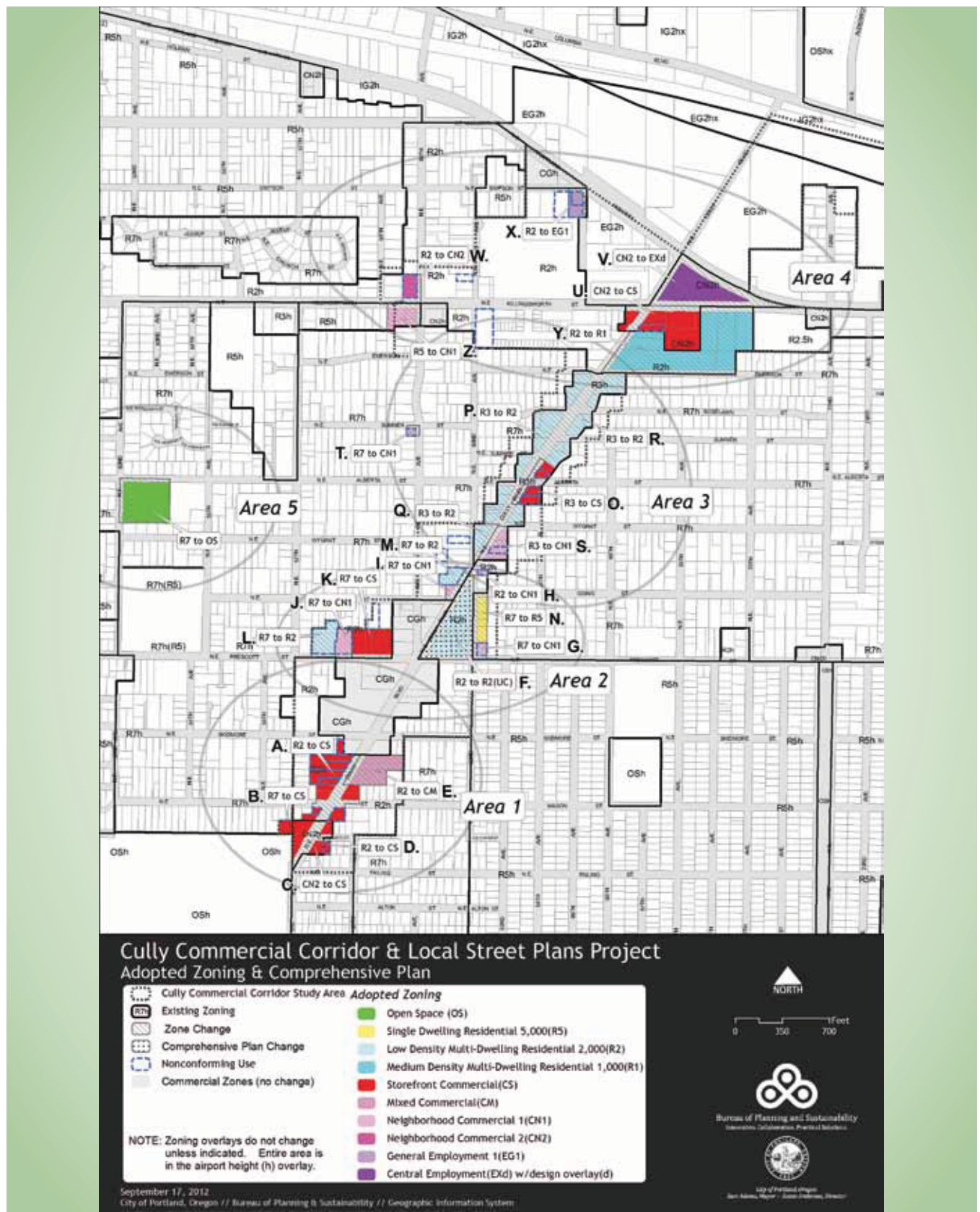
Find more information about the Cully Main Street Plan:  
[www.portlandonline.com/bps](http://www.portlandonline.com/bps)



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## Appendix B: Map of Study Area and Zoning Proposals






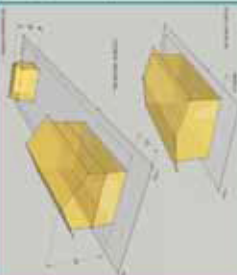


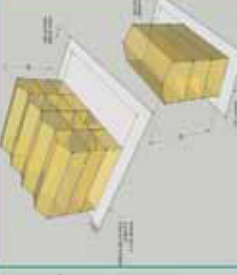
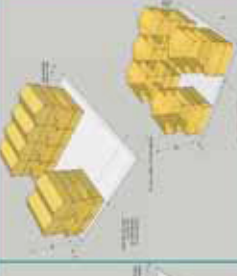


## APPENDIX C

## Appendix C: Residential and Commercial Zone Comparisons

## How the different residential zones look

Five of Portland's residential zones are being considered for Cully main street

	Single Dwelling Residential		Multi Dwelling Residential		
	R7 – 7,000	R5 – 5,000	R3 – 3,000	R2 – 2,000	R1 – 1,000
Examples Built examples from around Portland					
Housing Type Allowed	<ul style="list-style-type: none"><li>House</li><li>Attached house</li><li>Accessory Dwelling Unit</li><li>Duplex, corners and lots next to nonresidential zones</li></ul>	<ul style="list-style-type: none"><li>House</li><li>Attached house</li><li>Accessory Dwelling Unit</li><li>Duplex, corners and lots next to nonresidential zones</li></ul>	<ul style="list-style-type: none"><li>House</li><li>Attached house</li><li>Accessory Dwelling Unit</li><li>Attached duplex</li><li>Multi dwelling structure, up to eight units per structure</li></ul>	<ul style="list-style-type: none"><li>House</li><li>Attached house</li><li>Accessory Dwelling Unit</li><li>Attached duplex</li><li>Multi dwelling structure, apartments, townhouses and rowhouses</li></ul>	<ul style="list-style-type: none"><li>House</li><li>Attached house</li><li>Accessory Dwelling Unit</li><li>Attached duplex</li><li>Multi dwelling structure, apartments, townhouses, rowhouses and condominiums</li></ul>
Maximum Height	30 ft.	30 ft.	35 ft.	40 ft.	45 ft.
Minimum Setbacks	Front 15 ft. Side 5 ft. Rear 5 ft.	10 ft. 5 ft. 5 ft.	10 ft. varies 5-14 ft. varies 5-14 ft.	10 ft. varies 5-14 ft. varies 5-14 ft.	3 ft. varies 5-14 ft. varies 5-14 ft.
Lot Areas	4,200 sq. ft. 12,000 sq. ft.	3,000 sq. ft. 8,500 sq. ft.	Depends on development type n/a	Depends on development type n/a	Depends on development type n/a
Dwelling Units per Acre	6	9	15	22	44
Development Illustration					

# Appendix C: Residential and Commercial Zone Comparisons

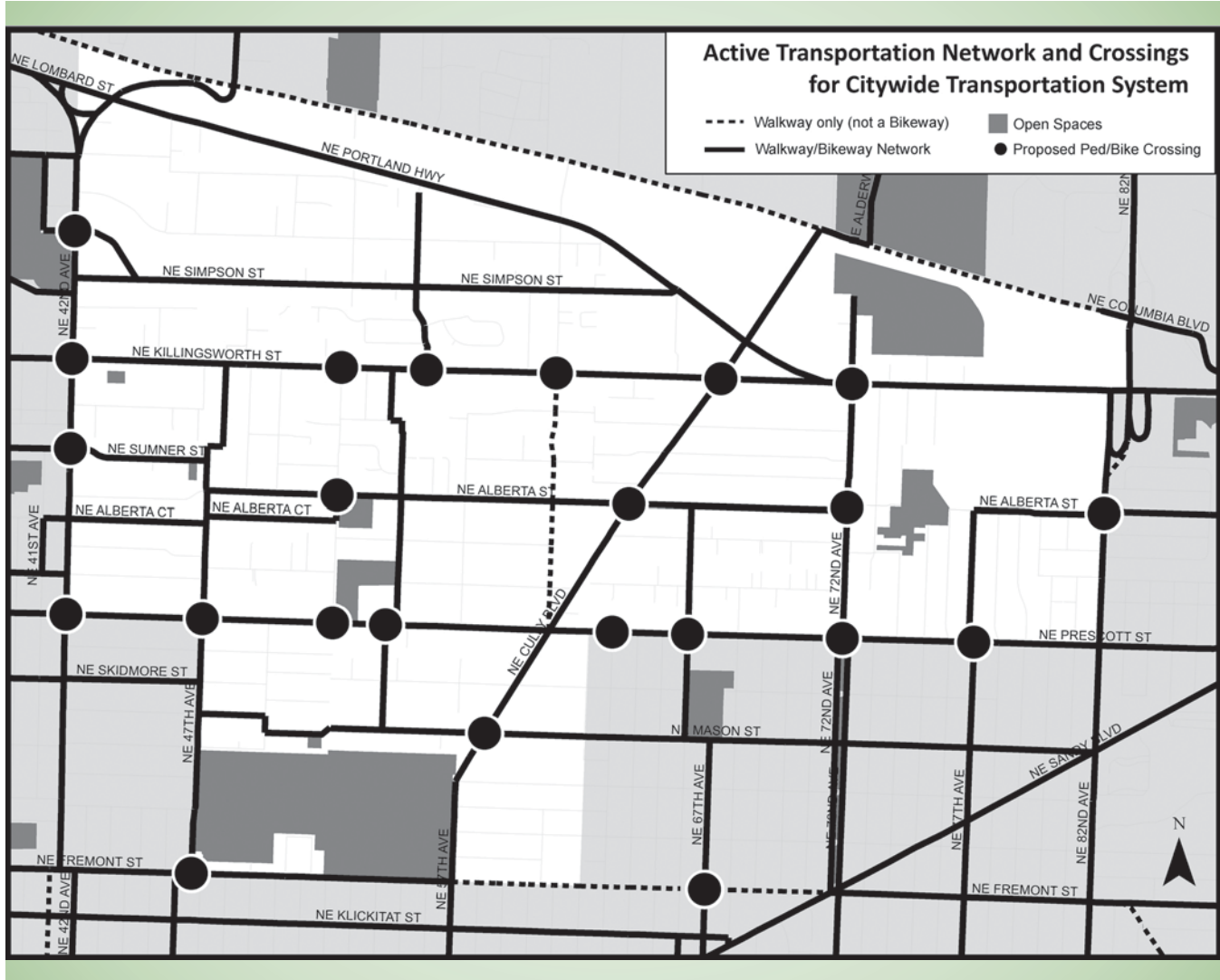
## How the different commercial zones look

Five of Portland's eight commercial zones are being considered for Cully main street

	General Commercial (CG)	Neighborhood Commercial 2 (CN2)	Neighborhood Commercial 1 (CN1)	Storefront Commercial (CS)	Mixed Commercial/Residential (CM)
<b>Examples</b> Built examples from around Portland					
<b>Permitted Uses</b> Uses that are always allowed					
<b>Limited Uses</b> Allowed, but with limitations, or subject to additional city review					
<b>Building and Site Requirements</b> FAR = total building floor area (all floors)* size in area of the property *Excludes residential floor area.					
<b>Floor Area Ratio (FAR) 1:1 Ratio</b> No parking required on frequent transit streets, Ellingworth is a frequent transit street, Cully Blvd is not.					

## APPENDIX D

# Appendix D: Transportation System Plan Map



## Appendix E: Transportation System Plan (TSP) Project List Recommendations

### Transportation System Improvements (TSP Chapter 3)

Portland's TSP complies with the state Transportation Planning Rule (TPR) mandate to list major planned facilities and system improvements. The TSP major transportation improvements list serves as the primary source of new large-scale projects for PBOT's Capitol Improvement Programs (CIP). The following projects are currently identified in the City's adopted TSP.

TSP #	Project Name
40010	60th Ave, NE (Killingsworth – Going/Cully): Pedestrian Improvements
40041	60th / Going / Cully, NE: Intersection Improvements
40037	Cully, NE (Columbia Blvd – Fremont): Multi-modal Improvements
40052	Killingsworth, NE (42nd – 72nd): Pedestrian Improvements
40065	Prescott, NE (47th – I-205): Pedestrian and Bicycle Improvements
40039	Fremont, St NE (42nd-52nd) Ped/Safety Improvement
40082	Seventies Green Street and Bikeway, NE 72nd (Killingsworth – I-84): Pedestrian and Bicycle Improvements
40012	72nd, NE (Killingsworth – Prescott): Pedestrian Improvements

### Portland Bicycle Plan for 2030

Several neighborhood greenway projects located within the Cully Neighborhood are identified in the Portland Bicycle Plan (PBP) for 2030, which was adopted by City Council in 2010. These projects will be incorporated into the Transportation System Plan, per the approved City Council resolution, as part of the next scheduled TSP update.

PBP #	Project Name
8257	NE Simpson Street, NE 33rd Ave to Portland Hwy
8180	NE Alberta Street, east end of the NE Going Bikeway
8054	NE Going Street, NE 41st Ave to NE 72nd Ave
8210	Outer Skidmore, NE 33rd Ave to NE 72nd Ave
8034	NE Cully Blvd, NE Killingsworth to Columbia Blvd
8250	NE Seventies, NE Killingsworth to NE Prescott
8105	Lower NE 77th Ave, NE 72nd Drive to NE Alberta

## APPENDIX E

### Refinements to Adopted Project Lists

Recommended refinements to project lists adopted in the Transportation System Plan (TSP) and the Portland Bicycle Plan for 2030 (PBP) are listed in the following table. Three new neighborhood greenway projects were identified based on the public input collected as part of the Cully Main Street and Local Street Plans project. These greenways fill gaps in the pedestrian and bicycle networks within the Cully Neighborhood.

Change	Project Name
Modify TSP 8250	NE Seventies, NE Killingsworth to Thomas Cully Park <i>Notes: Extend the project north to the future Thomas Cully Park site</i>
Modify TSP 40037	Cully, NE (Columbia Blvd – Fremont): Multi-modal Improvements <i>Notes: Remove completed segment of NE Cully Blvd from Killingsworth-Prescott</i>
Add to TSP	54th/55th Ave, NE (Holman to Skidmore)
Add to TSP	66th/67th Ave, NE (Alberta to Sandy)
Add to TSP	Mason, NE (NE 47th to Sandy) Replaces Outer Skidmore Project
Remove PBP 8210	Outer Skidmore, NE 47th Ave to Sandy <i>Notes: This project is replaced by the new NE Mason project</i>
Remove PBP 8054	NE Going Street, NE 41st Ave to NE 72nd Avenue <i>Notes: This project was considered redundant with the east-west neighborhood greenway on NE Alberta Street, two blocks north</i>