

# CULLY MAIN STREET AND LOCAL STREET PLANS IMPLEMENTATION REPORT



Proposed Draft • May 2012

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This project is partially funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development.

This TGM grant is financed, in part, by federal Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), local government, and State of Oregon funds.

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# Introduction

## Plan Overview

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 Proposed Cully Main Street and Local Street Plans Implementation Report recommends a set of strategic rezoning proposals to meet the community's goal for a vibrant pedestrian-oriented Cully main street area with more neighborhood-serving businesses. It also recommends 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.

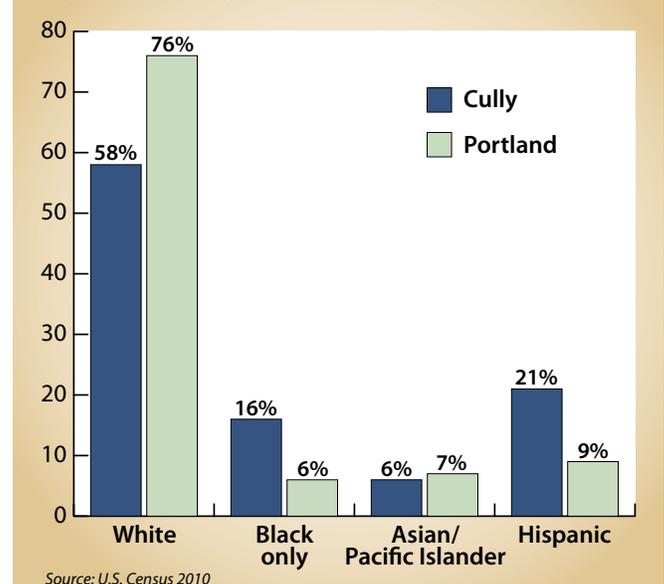
The report includes the following:

- Recommended actions for the Planning and Sustainability Commission
- A description of public outreach and engagement efforts
- Descriptions, evaluations and maps of the draft 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.

## 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**



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 main street area is hindered by zoning designations that do not match the needs or desires of the community nor the characteristics of a main street. See (Appendix A).

## INTRODUCTION

Properties along the main 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.

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 main street 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 main street 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 proposals 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

## Staff Recommendations

The Bureaus of Planning and Sustainability and Transportation recommend the following actions by the Portland Planning and Sustainability Commission:

1. Recommend that City Council adopt an ordinance that amends the Portland Comprehensive Plan Map and Portland Zoning Map as shown in this report.
2. Recommend that City Council direct the Bureau of Planning and Sustainability, Portland Housing Bureau, and Portland Development Commission to implement Portland Plan Action 97 by using Cully as a case study for developing policy and strategies that anticipate and address the displacement impacts of gentrification. This proactive approach considers the transformation of the Cully neighborhood over time.
3. Recommend that City Council adopt an ordinance in order to:
  - Update the TSP project list
4. Recommend that City Council adopt a resolution directing the Bureau of Transportation to:
  - Incorporate the Cully Local Street Plan, including future master street plan connections and the local street typology, into the City's Transportation System Plan.
  - Address the recommended bicycle/pedestrian classification and project list changes in an update of the City's Transportation System plan.
  - 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.
  - Test interim and alternative designs for local streets to employ innovations that achieve objectives for stormwater management, multimodal travel and neighborhood livability.
  - Develop a local street improvement program in the designated target area (bounded by Cully Boulevard, Sumner Street, 68th Avenue and Prescott Street) to achieve economies of scale; test alternative (interim or full) street improvement options; and to inform residents along unimproved streets of existing Expanded Maintenance Options.
  - Explore funding opportunities for local street and major transportation improvements based on identified community priorities.
  - Work with TriMet to explore the potential for bus service along the designated main street and to pursue the community desires for better transit connections to the City Center, East and North Portland.

## 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.

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, 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 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 the process to review and comment on staff generated materials and public process. Their comments were



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

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.

Figure 4: Main Street Area South – Needs, Opportunities and Constraints

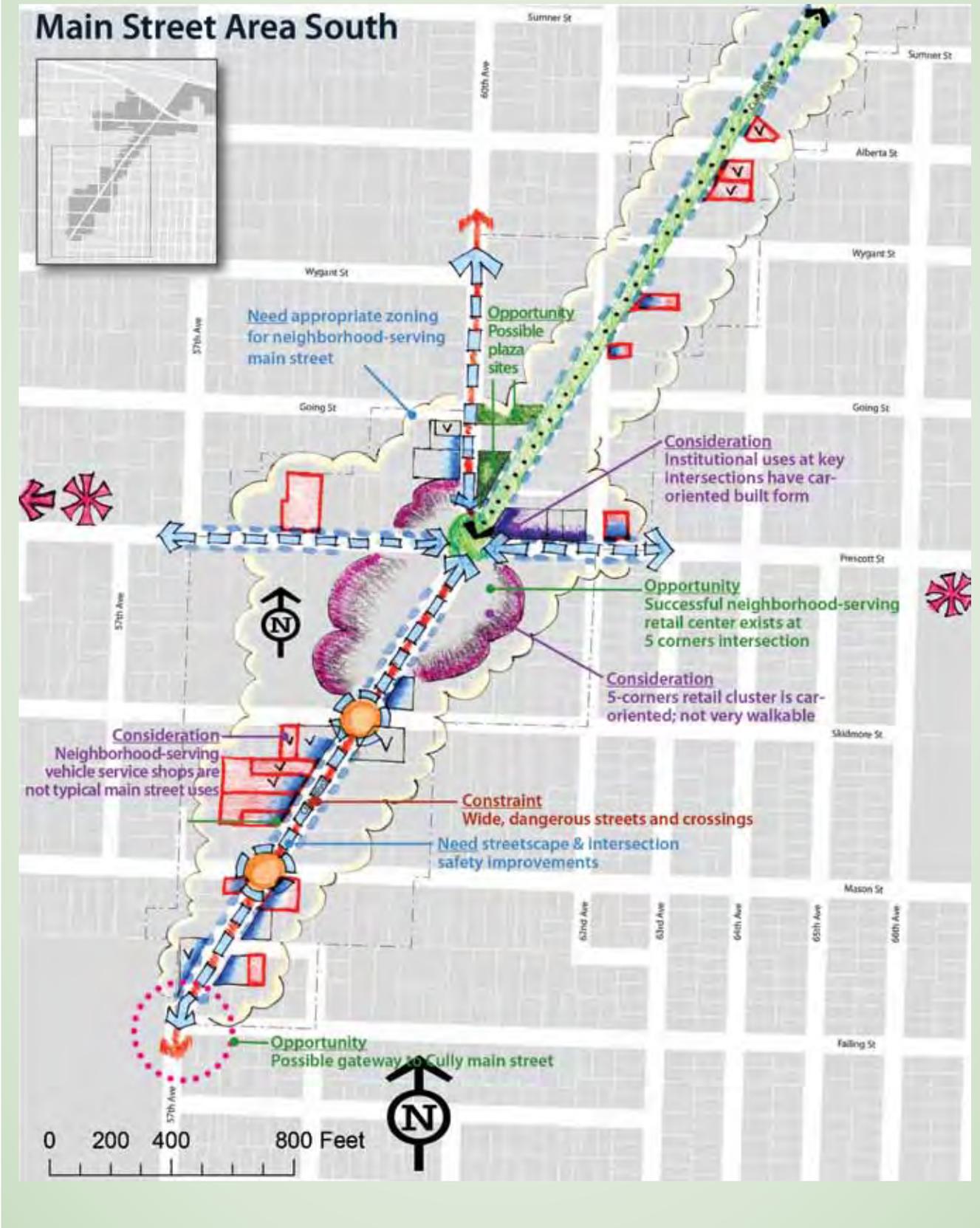
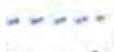
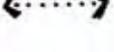


Figure 5: Main Street Area North – Needs, Opportunities and Constraints



Legend

-  Area to consider zoning changes
-  Cluster of successful car-oriented businesses
-  Nonconforming commercial use
-  Institutional or affordable housing at key intersection
-  Existing pedestrian-scale development
-  Vehicle service businesses
-  Employment zoning
-  Cully Green Street
-  Fast, heavy traffic
-  Need streetscape & safety improvements
-  Underutilized on-street parking
-  Bus connection needed
-  Existing community asset
-  Development opportunity site
-  Open space opportunity site

**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 change proposals can be found in Appendix B. Proposals focus 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 proposals increase the amount of commercial/retail properties by approximately 8 acres and the amount of employment properties by about 2.5 acres. The total approximately matches what is 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 main street 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.

For discussion purposes Cully main street area proposals are divided into five areas, each with a distinct character and potential for main street 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 has been to consider rezoning possibilities based on existing context, potential opportunities, constraints, and community desires. The proposals attempt to balance 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 proposals 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 main street area. 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.

## 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 main street 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

## Proposals for 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 main street corridor because businesses in this area are already clustered in a storefront arrangement that come right up to the street. In general, the proposed 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.

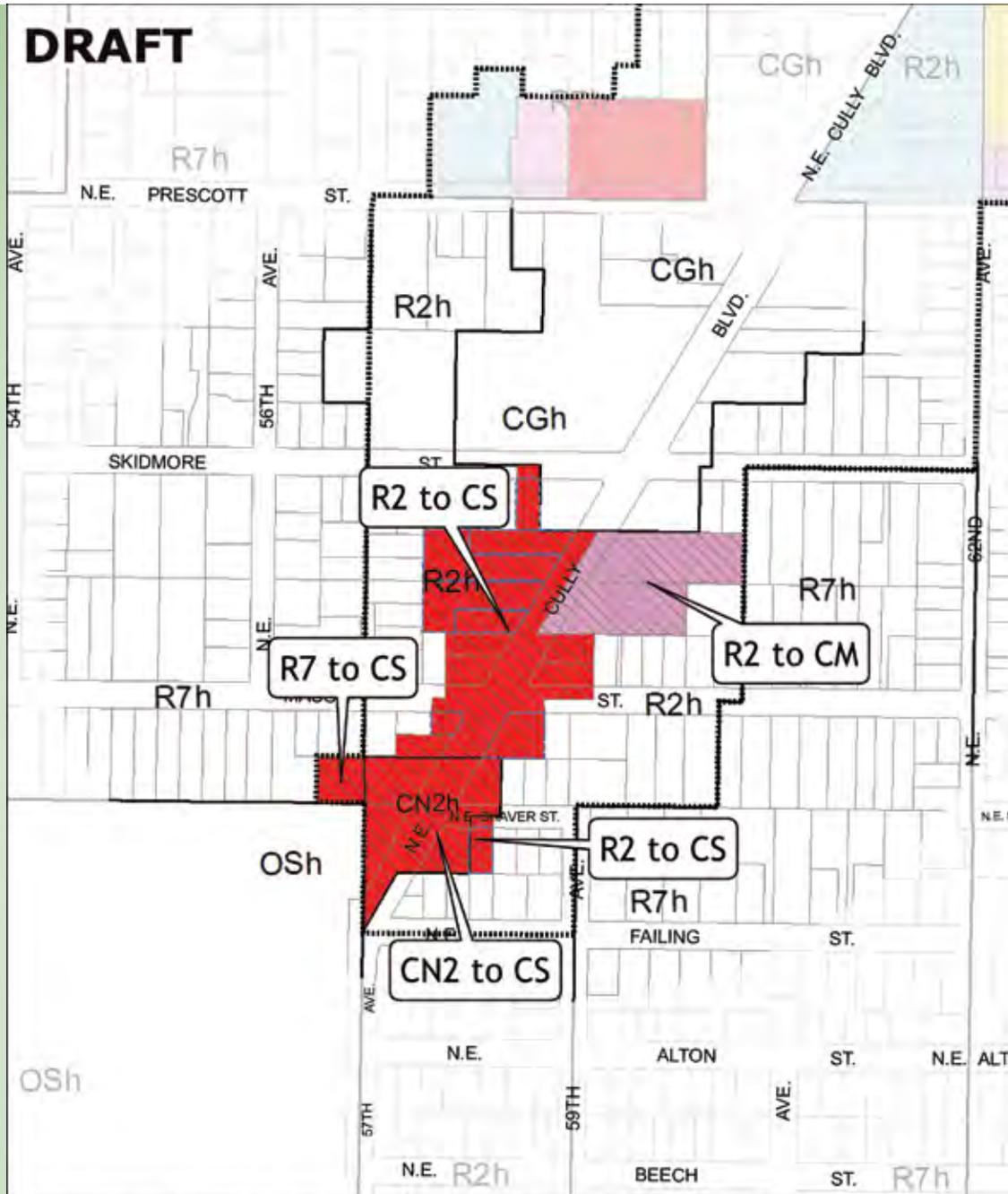
With the proposals, Area 1 becomes ready to grow into a strong commercial and mixed-use location that includes a strong pedestrian environment and a storefront character.

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*

**DRAFT**



**Cully Main Street & Local Street Plans Project - Area 1: Cully Blvd South**  
 Discussion Draft Proposed Zoning & Comprehensive Plan

Cully Main Street Study Area		Discussion Draft Proposed Zoning	
	Existing Zoning		Open Space (OS)
	Proposed Zone Change		Single Dwelling Residential 5,000(R5)
	Proposed Comprehensive Plan Change		Low Density Multi-Dwelling Residential 2,000(R2)
	Nonconforming Use		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)

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



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**Area 1**

**Proposed change 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

**Proposed 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	



*Existing Business at Five Corners Intersection*

## Proposals for Area 2: Cully Boulevard and Prescott Intersection

Area 2 is the center of the Cully main street 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 main street today. 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.

Proposals 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 recommended for

rezoning from Residential 7,000 (R7 )to Storefront Commercial (CS). This zoning map amendment 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 recommended for low density multi-dwelling zoning—Residential 2,000 (R2)—to bring it into conformance.

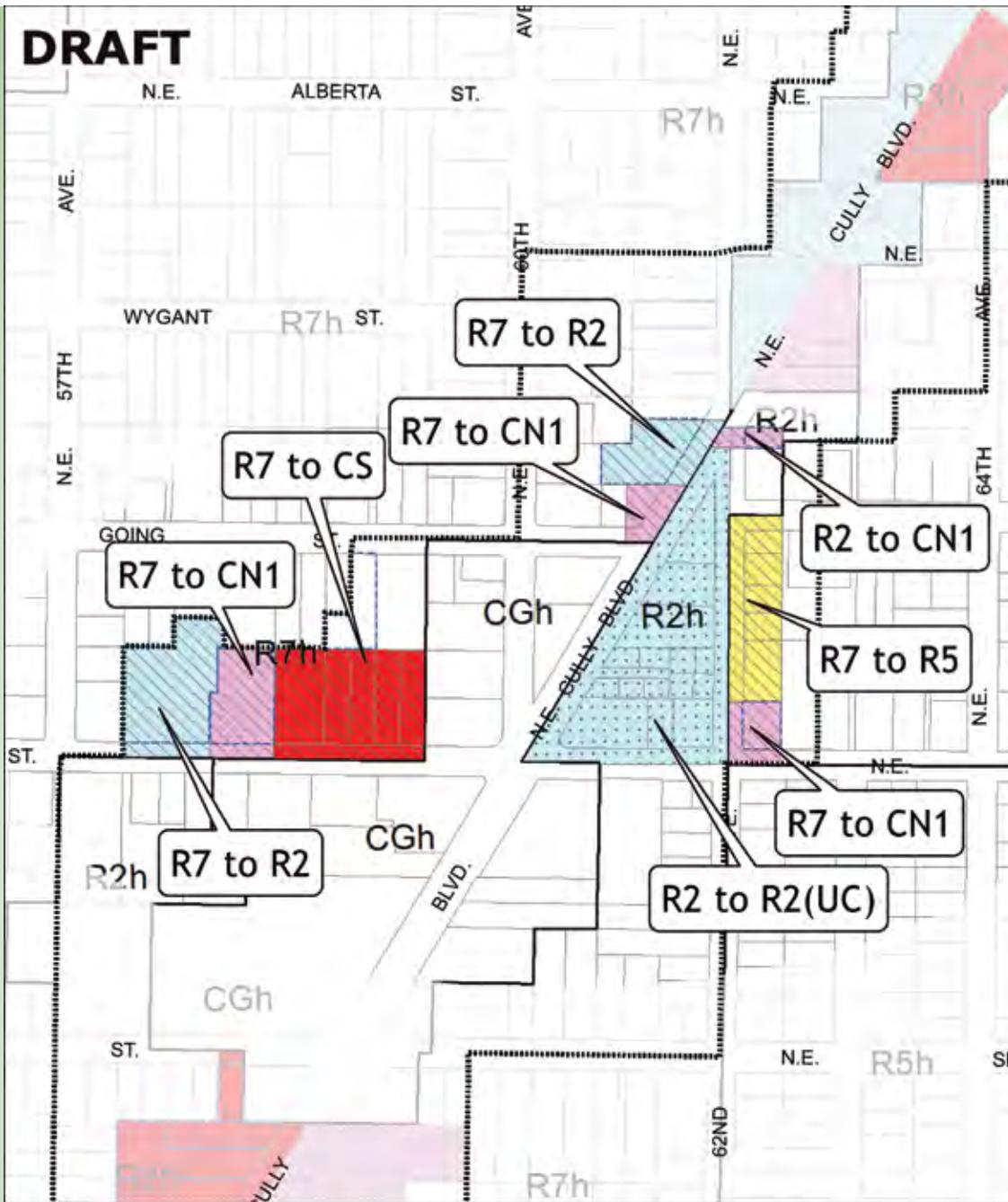
On the north east side of the five corners intersection is a triangular island that includes Grace Presbyterian Church, parking, and residences. Staff’s recommendation for these parcels is to retain the current residential (R2) zoning, but apply a different long range Comprehensive Plan map designation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

Residential up-zoning is proposed for four properties on the east side of NE 62nd. The proposed up-zone would bring 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

#### Proposed change from R2 to R2 (UC)

Criteria	Comments
✓ Commercial Growth Potential	<ul style="list-style-type: none"> <li>▪ Allow property owner to request a zone change to either Commercial Storefront (CS) or Mixed Commercial (CM) if it is desired in the future</li> <li>▪ Add potential for retail and permit neighborhood serving uses after rezoning to CS or CM</li> <li>▪ Support compact commercial and mixed-use development with future rezoning</li> <li>▪ Support increased opportunity for residential development as exclusive use or part of a mixed-use development</li> <li>▪ 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</li> </ul>
✓ Neighborhood Serving Uses	
Minimizes Non-conforming Uses	
✓ Land Use Pattern	
✓ Residential Growth Potential	
✓ Pedestrian Accessibility	



Cully Main Street & Local Street Plans Project - Area 2: Cully Blvd/Prescott Street Discussion Draft Proposed Zoning & Comprehensive Plan

Cully Main Street Study Area		Discussion Draft Proposed Zoning	
Existing Zoning	Open Space (OS)	Single Dwelling Residential 5,000(R5)	
Proposed Zone Change	Low Density Multi-Dwelling Residential 2,000(R2)	Medium Density Multi-Dwelling Residential 1,000(R1)	
Proposed Comprehensive Plan Change	Storefront Commercial(CS)	Mixed Commercial (CM)	
Nonconforming Use	Neighborhood Commercial 1(CN1)	Neighborhood Commercial 2(CN2)	<p>Bureau of Planning and Sustainability Innovative. Collaborative. Practical Solutions.</p>
	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.

March 23, 2012  
City of Portland, Oregon // Bureau of Planning & Sustainability // Geographic Information System

Proposed change from R2 and R7 to CN1

Criteria	Comments
<ul style="list-style-type: none"> <li>✓ Commercial Growth Potential</li> <li>✓ Neighborhood Serving Uses</li> <li>✓ Minimizes Non-conforming Uses</li> <li>✓ Land Use Pattern</li> <li>Residential Growth Potential</li> <li>✓ Pedestrian Accessibility</li> </ul>	<ul style="list-style-type: none"> <li>▪ Create additional potential for retail and other businesses</li> <li>▪ Allow neighborhood serving uses on a limited basis</li> <li>▪ Bring five existing non-conforming businesses into compliance, so their use matches what is allowed</li> <li>▪ Support small scale neighborhood commercial uses on small sites</li> <li>▪ 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</li> </ul>

Proposed change from R7 to CS

Criteria	Comments
<ul style="list-style-type: none"> <li>✓ Commercial Growth Potential</li> <li>✓ Neighborhood Serving Uses</li> <li>Minimizes Non-conforming Uses</li> <li>✓ Land Use Pattern</li> <li>✓ Residential Growth Potential</li> <li>✓ Pedestrian Accessibility</li> </ul>	<ul style="list-style-type: none"> <li>▪ Create additional potential for retail and other businesses and mixed-use development</li> <li>▪ Allow neighborhood serving uses</li> <li>▪ Promote compact commercial and mixed-use development, fits existing character of buildings to street</li> <li>▪ Increase opportunity for residential, including in mixed-use development</li> <li>▪ 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</li> </ul>

Proposed change from R7 to R2

Criteria	Comments
<ul style="list-style-type: none"> <li>Commercial Growth Potential</li> <li>Neighborhood Serving Uses</li> <li>✓ Minimizes Non-conforming Uses</li> <li>✓ Land Use Pattern</li> <li>Residential Growth Potential</li> <li>✓ Pedestrian Accessibility</li> </ul>	<ul style="list-style-type: none"> <li>▪ Bring two existing multi-dwelling residential uses into compliance, so their use matches what is allowed</li> <li>▪ Provide a transition from commercial zones/uses to other residential zones/uses</li> <li>▪ Achieve pedestrian access adjacent to major streets: Prescott and Cully Boulevard</li> </ul>

Proposed change from R7 to R5

Criteria	Comments
<ul style="list-style-type: none"> <li>Commercial Growth Potential</li> <li>Neighborhood Serving Uses</li> <li>✓ Minimizes Non-conforming Uses</li> <li>✓ Land Use Pattern</li> <li>Residential Growth Potential</li> <li>Pedestrian Accessibility</li> </ul>	<ul style="list-style-type: none"> <li>▪ Better matches what is built with what is allowed</li> <li>▪ Provide a transition between R2 zoning to the west and R7 zoning to the east</li> <li>▪ Will likely not prompt additional housing opportunities</li> </ul>

## Proposals for 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 of the main street that received the Cully Green Street improvements in 2011 and is now more pedestrian and bicycle accessible, with some on-street parking.

Proposals in this area are meant to incrementally increase the opportunity for long-term residential growth that will support business viability in the Cully main street area. The residential rezoning proposal to Residential 2,000 (R2) will allow garden apartments as an additional housing type. The addition of commercially zoned parcels will bring existing business

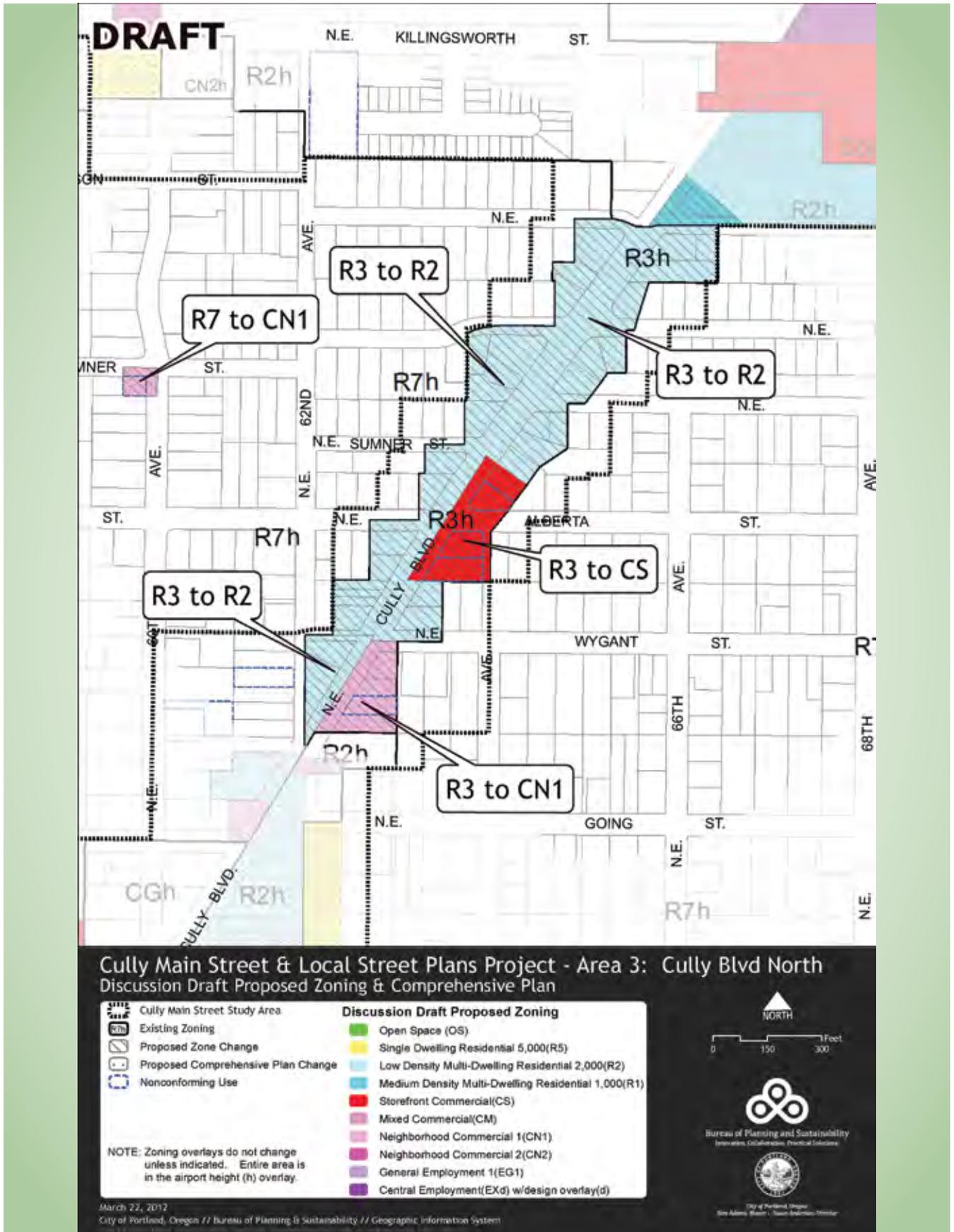


*Existing non-conforming use, Mexican grocery store (tienda)*

uses into compliance and create/reinforce a small cluster of main street 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*



Area 3

Proposed change from R3 to CS

Criteria	Comments
<ul style="list-style-type: none"> <li>✓ Commercial Growth Potential</li> <li>✓ Neighborhood Serving Uses</li> <li>✓ Minimizes Non-conforming Uses</li> <li>✓ Land Use Pattern</li> <li>✓ Residential Growth Potential</li> <li>✓ Pedestrian Accessibility</li> </ul>	<ul style="list-style-type: none"> <li>▪ Create additional potential for retail and other businesses and mixed-use development</li> <li>▪ Allow neighborhood serving uses</li> <li>▪ Bring two existing auto service businesses into compliance, so their use matches what is allowed</li> <li>▪ Promote compact commercial and mixed-use development</li> <li>▪ Increase opportunity for residential</li> <li>▪ Enhance pedestrian access with buildings closer to the street, prohibit drive-through uses</li> <li>▪ Capitalizes on the Cully Green Street improvement</li> </ul>

Proposed change from R3 to R2

Criteria	Comments
<ul style="list-style-type: none"> <li>Commercial Growth Potential</li> <li>Neighborhood Serving Uses</li> <li>Minimizes Non-conforming Uses</li> <li>Land Use Pattern</li> <li>✓ Residential Growth Potential</li> <li>✓ Pedestrian Accessibility</li> </ul>	<ul style="list-style-type: none"> <li>▪ Allow single family to multifamily residential fronting main street</li> <li>▪ Increase opportunity for additional residences over time</li> <li>▪ Benefit pedestrians with Cully Green Street improvement, residents can access nearby businesses</li> </ul>

Proposed change from R3 to CN1

Criteria	Comments
<ul style="list-style-type: none"> <li>✓ Commercial Growth Potential</li> <li>✓ Neighborhood Serving Uses</li> <li>✓ Minimizes Non-conforming Uses</li> <li>✓ Land Use Pattern</li> <li>Residential Growth Potential</li> <li>✓ Pedestrian Accessibility</li> </ul>	<ul style="list-style-type: none"> <li>▪ Create additional potential for retail and other businesses</li> <li>▪ Allow neighborhood-serving uses on a limited basis</li> <li>▪ Bring one existing market into compliance, so its use matches what is allowed</li> <li>▪ Support a cluster of small scale neighborhood commercial uses</li> <li>▪ Enhance pedestrian access with buildings closer to the street, parking is not required, though allowed</li> </ul>

Proposed change from R7 to CN1

Criteria	Comments
<ul style="list-style-type: none"> <li>Commercial Growth Potential</li> <li>✓ Neighborhood Serving Uses</li> <li>✓ Minimizes Non-conforming Uses</li> <li>Land Use Pattern</li> <li>Residential Growth Potential</li> <li>✓ Pedestrian Accessibility</li> </ul>	<ul style="list-style-type: none"> <li>▪ Allow neighborhood-serving uses on a limited basis</li> <li>▪ Bring one existing restaurant into compliance, so its use matches what is allowed</li> <li>▪ Enhance pedestrian access with buildings closer to the street, parking is not required, though allowed</li> </ul>

## Proposals for 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 proposed for new commercial and employment zones along Killingsworth Street (at Cully Boulevard and at 60th Avenue) seek to provide additional business and mixed-use development opportunities, including some housing. The proposals also legitimize 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 main street 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 proposal will provide the most urban

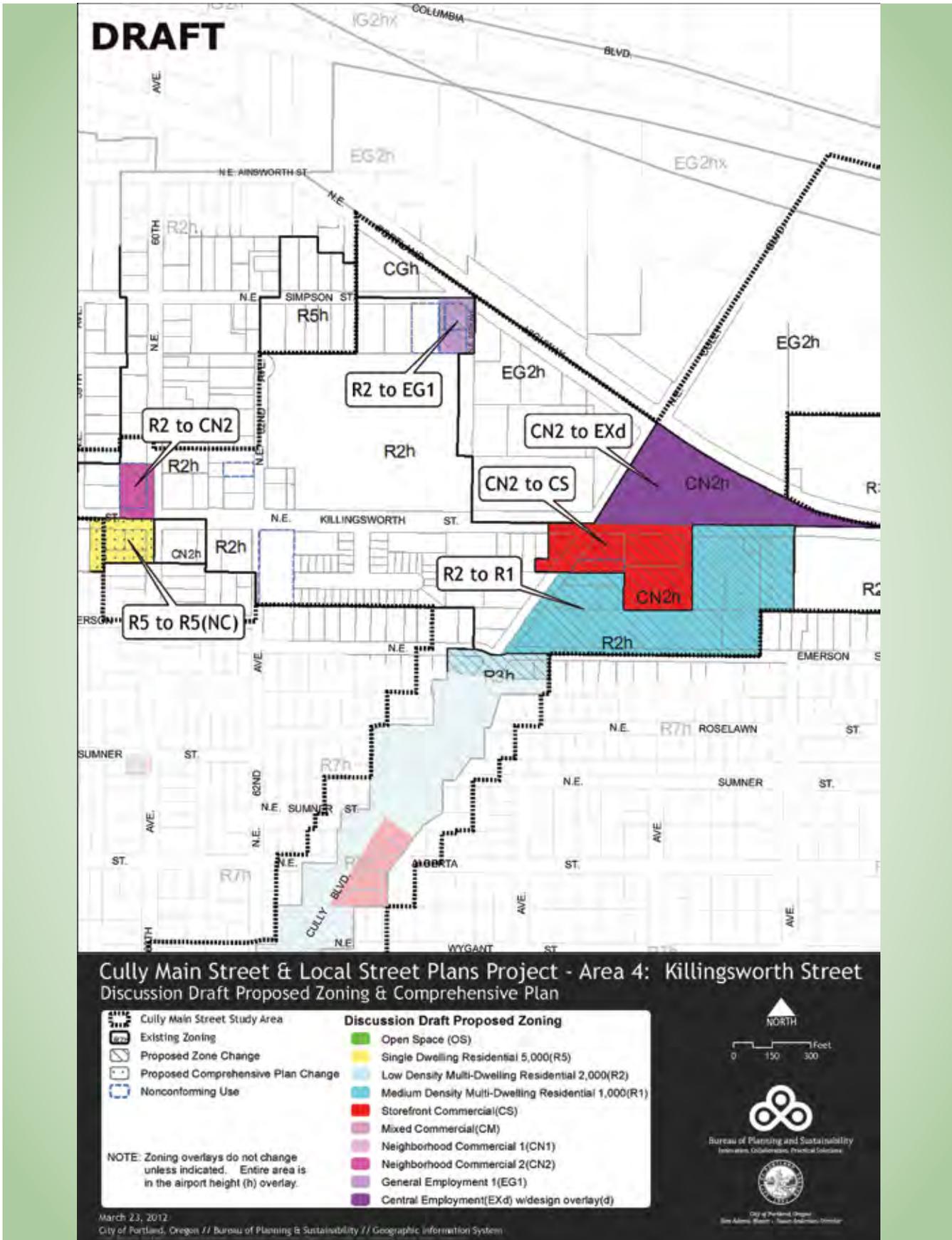
scale of pedestrian-oriented mixed-use development opportunities (employment, commercial, and residential) for the Cully main street area. The EXd zone allows buildings from one to six stories and is being recommended as a transition from the General Employment 2 (EG2) zoning to the north, northwest, 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 proposal to up-zone 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 will prohibit 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 will provide a buffer between proposed EXd zone and the rest of the Cully neighborhood to the south.

The proposal to up-zone 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.



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



**Area 4**

**Proposed change from CN2 to CS**

Criteria	Comments
<ul style="list-style-type: none"> <li>✓ Commercial Growth Potential</li> <li>✓ Neighborhood Serving Uses</li> <li>✓ Minimizes Non-conforming Uses</li> <li>✓ Land Use Pattern</li> <li>✓ Residential Growth Potential</li> <li>✓ Pedestrian Accessibility</li> </ul>	<ul style="list-style-type: none"> <li>▪ Create additional potential for retail and other businesses and mixed-use development</li> <li>▪ Allow neighborhood-serving uses</li> <li>▪ Bring one existing non-conforming use into compliance, so its use matches what is allowed</li> <li>▪ Promote compact commercial and mixed-use development by key intersection</li> <li>▪ Increase opportunity for residential</li> <li>▪ Enhance pedestrian access with buildings closer to the street, prohibit drive-through uses, capitalize on nearby frequent bus service</li> </ul>

**Proposed change from CN2 to EXd**

Criteria	Comments
<ul style="list-style-type: none"> <li>✓ Commercial Growth Potential</li> <li>✓ Neighborhood Serving Uses</li> <li>Minimizes Non-conforming Uses</li> <li>✓ Land Use Pattern</li> <li>✓ Residential Growth Potential</li> <li>✓ Pedestrian Accessibility</li> </ul>	<ul style="list-style-type: none"> <li>▪ Create additional potential for retail and other businesses and mixed-use development</li> <li>▪ Allow neighborhood serving uses</li> <li>▪ Provide prime location for commercial and employment at an urban scale</li> <li>▪ Transition from employment zones and uses to the north and commercial/residential zones and uses to the south</li> <li>▪ Increase opportunity for residential, though not a prime location</li> <li>▪ Enhance pedestrian access with buildings closer to the street, prohibit drive-through uses, capitalize on nearby frequent bus service</li> </ul>

**Proposed change from R2 to CN2**

Criteria	Comments
<ul style="list-style-type: none"> <li>✓ Commercial Growth Potential</li> <li>✓ Neighborhood Serving Uses</li> <li>✓ Minimizes Non-conforming Uses</li> <li>✓ Land Use Pattern</li> <li>Residential Growth Potential</li> <li>✓ Pedestrian Accessibility</li> </ul>	<ul style="list-style-type: none"> <li>▪ Add to commercial opportunities at a key intersection</li> <li>▪ Allow some neighborhood serving uses</li> <li>▪ Bring one existing auto service business into compliance, so its use matches what is allowed</li> <li>▪ Promote car oriented commercial at an intersection that already is established to serve neighborhood auto needs</li> <li>▪ Capitalize on nearby to frequent bus service</li> </ul>

**Proposed change from R2 to EG1**

Criteria	Comments
<ul style="list-style-type: none"> <li>✓ Commercial Growth Potential</li> <li>Neighborhood Serving Uses</li> <li>✓ Minimizes Non-conforming Uses</li> <li>Land Use Pattern</li> <li>Residential Growth Potential</li> <li>Pedestrian Accessibility</li> </ul>	<ul style="list-style-type: none"> <li>▪ Create limited commercial growth</li> <li>▪ Bring one existing auto service business into compliance, so its use matches what is allowed</li> <li>▪ Will be adjacent to other employment and commercially zoned properties</li> </ul>

**Proposed change from R2 to R1**

Criteria	Comments
Commercial Growth Potential Neighborhood Serving Uses Minimizes Non-conforming Uses	<ul style="list-style-type: none"> <li>▪ Adjacent to commercial and employment uses</li> <li>▪ Increase opportunity for additional residences over time</li> <li>▪ Benefit pedestrians, residents can access nearby businesses</li> </ul>
✓ Land Use Pattern	
✓ Residential Growth Potential	
✓ Pedestrian Accessibility	

**Proposed change from R5 to R5 (NC)**

Criteria	Comments
✓ Commercial Growth Potential Neighborhood Serving Uses Minimizes Non-conforming Uses	<ul style="list-style-type: none"> <li>▪ Over time with property owner rezoning, complete the small cluster of increased commercial opportunities at a key intersection</li> <li>▪ Benefit pedestrians, residents can access nearby businesses</li> <li>▪ Close to frequent bus service</li> </ul>
✓ Land Use Pattern	
Residential Growth Potential	
✓ Pedestrian Accessibility	

## Proposals for Area 5: Werbin Neighborhood Park

Area 5 is outside the main street 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 proposes 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 main street 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*



# Cully Local Street Plan

## Overall Transportation Strategy

The proposed Cully Local Street Plan aims to enhance local access to neighborhood destinations like schools, parks and the envisioned 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, next page.

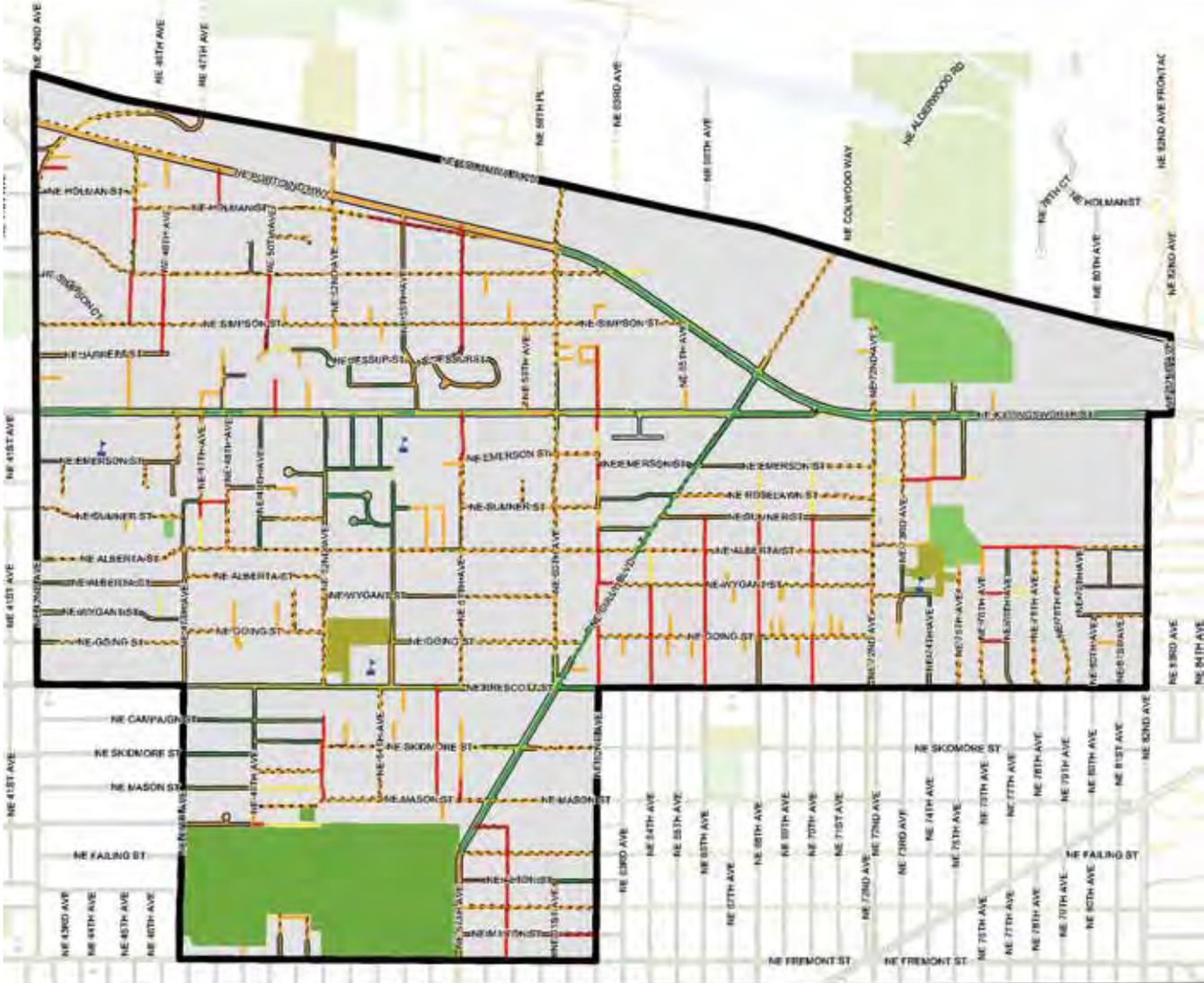
### Street Level of Improvement

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 full and interim 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

Figure 5: Street Level Improvement Map



## Cully Main Street & Local Street Plans Project

### Street Level of Improvement

- Cully Local Street Plans Project Area
- Level of Improvement**
  - Improved Street (Sidewalks 2-side)
  - Improved Street (Sidewalks 1-side)
  - Substandard Street/Driveway (no sidewalk)
  - Unimproved Right of Way
  - TSP Paper Street
- Study area
- Curb
- Shoulder
- School
- Parks and Open Spaces**
  - Public Open Space
  - Private Open Space
  - School
  - Water



Bureau of Planning and Sustainability

Business, Education, Project Services

City of Portland

1000 NE Oregon Street, Portland, Oregon 97232



The information on this map was derived from City of Portland GIS databases. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions or positional accuracy.

June 14, 2011

## 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 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 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.

**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: Pedestrian-Bicycle Connection 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.

**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 main street, parks, schools and other local destinations.

**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, next page.
- Explore funding opportunities for active transportation projects based on community priorities identified as part of Cully main street and Local Street Plan process.

Figure 7: Routes to School Map

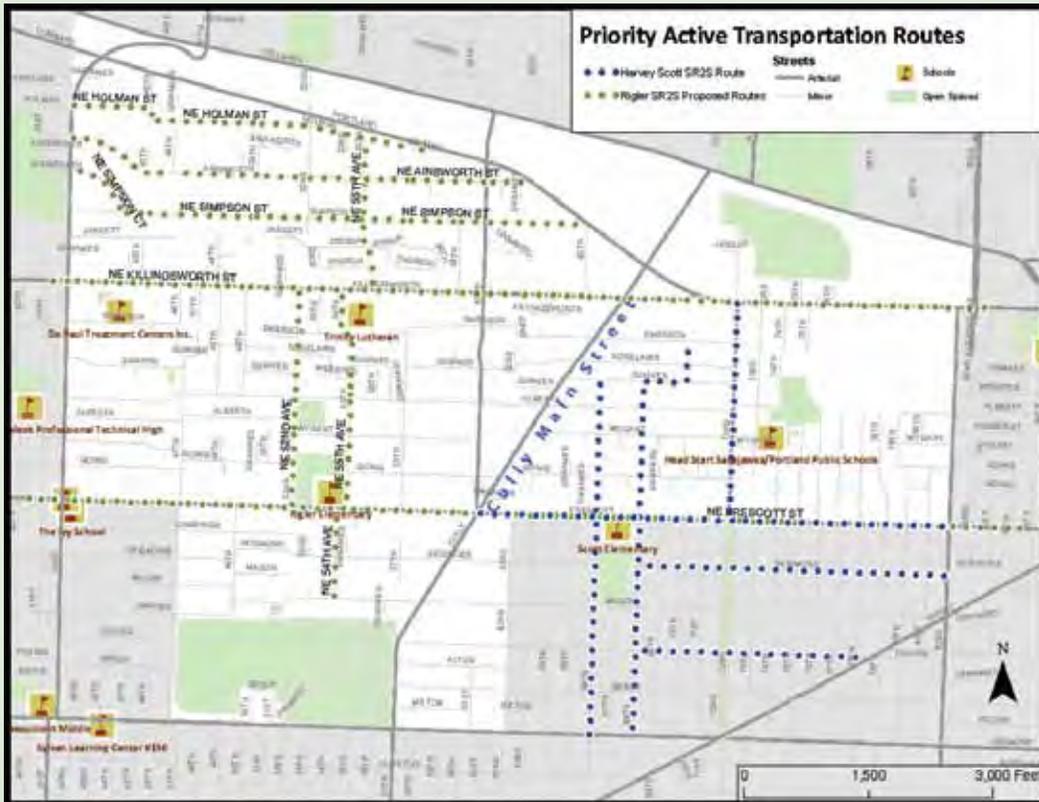
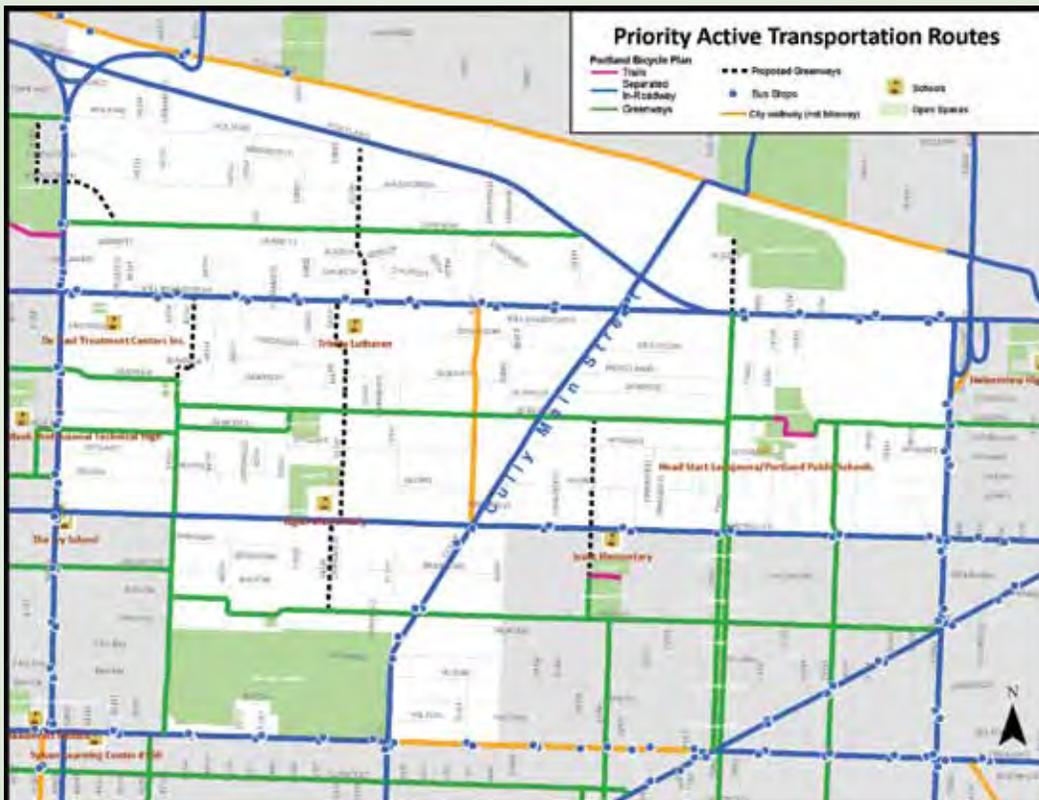


Figure 8: Pedestrian-Bicycle Routes Map



### 3. More design options for full and interim 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, 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. Without financial assistance, it is often cost prohibitive for a group of residents to pool together enough funds to improve their street to meet 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 facilities.

**Recommendation:** Test alternative and innovative designs for local streets to reach stormwater management, multi-modal travel and neighborhood livability objectives. See Alternative Street Designs Table below.

The following table summarizes the recommended options for improving deficient local streets in the Cully neighborhood. The proposed application of each street section is identified in the table as neighborhood (nbhd) wide, limited to low density residential streets, 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 the project, documented the specific application, pros, cons and implementation obstacles for each design.

#### Alternative Street Designs Table

Improvement Option	Preliminary Cost Estimates (per linear foot)	Application		
		Nbhd Wide	Limited*	Pilot
Typical 28, 26 or 20 ft street with curb separated sidewalk	In process of being finalized.	●		
Curbless street (26 ft) with 6 ft concrete separated walkway on one side			●	
Low-impact street (14 or 16 ft)				●
Curbless street (26 ft) with 6 ft concrete flush-tight sidewalk on one side				●
26 ft asphalt shared street with curbs				●
26 ft porous asphalt shared street with curbs				●
<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>	Cost varies	●		
<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>	Cost varies			●

\* Estimate limited to 26 ft. asphalt street with curbs, trees and landscaping. Other features (i.e. parking area) not included.

The configuration of the **typical local street**, designed per current City standards, comprises a paved roadway ranging from 20 to 28 feet wide with curb and gutter and sidewalks on both sides that are separated from the roadway by planting strips. The most common street width in low-density residential areas is 26 feet allowing for parking on both sides. In some cases, due to topography constraints, local streets will be constructed to a 20-foot width, which allows parking on one side only. The typical local street, called for in current city standards, is recommended for application neighborhood wide.

Offering residents more options for improving local streets allows them to select the solution that most closely matches the character of their street and their ability to pay their share of the costs. A **curbless street** design is recommended for limited application on local streets in low-density residential streets (zoned R5, R7, R10 or R20), so long as, walkways are separated from the roadway by a buffer, e.g. planting strip. Three other street improvement options are recommended initially for pilot projects to test their performance and appeal for broader application, including:

- Low-impact street
- Curbless street with flush-tight sidewalk
- Shared street

The **low-impact street** prototype is a new concept developed to offer another solution for low traffic residential streets, which still meets emergency access and stormwater requirements. The low impact local street design proposes minimum roadway dimensions (while still providing sufficient width for fire suppression vehicles to set up) and conveys stormwater run-off along a valley gutter to a vegetated stormwater facility. This design requires a smaller footprint for the travelway offering benefits for preserving low travel speeds and reducing the amount of impervious surface. There is the option of providing a 14-foot or 16 foot wide travelway. Surplus right of way that is not required for traffic or stormwater functions is available for landscaping, open space or recreational use.

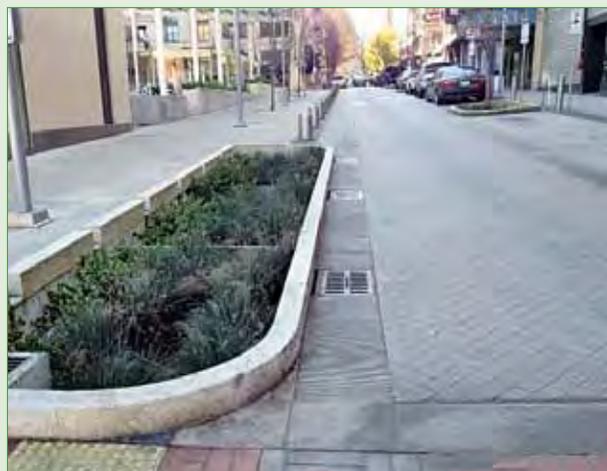
There are a few examples of **curbless streets with flush-tight sidewalks** that have been built in other cities, including the Street-Edge-Alternative (SEA) streets in Seattle, Washington, and Crown Street in Vancouver, BC, Canada. A concept for a flush-type sidewalk with curbs, referred to as the Community



*Curbless street with separated walkway, Washington County, Oregon*



*Low-impact street concept*



*Flush tight sidewalk, SW 9th Avenue, Director Park*

Street, has been developed by the City of Portland, but it has not yet been implemented. The Community Street prototype, incorporates the sidewalk along one side of the roadway inside a standard curb.

**Shared streets** are narrow roadways designed so pedestrians, motorists and people on bikes can share the space. These streets are often referred to as pedestrian-priority streets. The principle behind this design is that if all users move at appropriately slow speeds, typically a walking pace of less than 10 mph, then they can be safely mixed on the same surface in the roadway.

**Interim street improvement phasing**

Given the desire to explore more affordable local street options, the plan recommends allowing interim improvements to be made to introduce basic infrastructure, such as a walkway or roadway paving. At the March 2012 community workshop, 75 percent of survey respondents stated that they prefer to build a portion of the street sooner if the full street is too costly rather than wait to build it all at once. It is possible to phase the improvement of the typical (current standard) local street and the low-impact street configurations. See Figure 9.

**Recommendation:** Allow improvements to be built in phases, based on acceptable interim conditions which do not preclude construction of the full street in the future.

The table below summarizes the estimated costs for different components of the low-impact street concept. Acceptable interim improvements (to introduce individual elements or combinations of these components) should be determined to allow phased construction of substandard streets in the neighborhood.



Shared street in South Waterfront



Figure 9: Diagram of low impact and standard streets

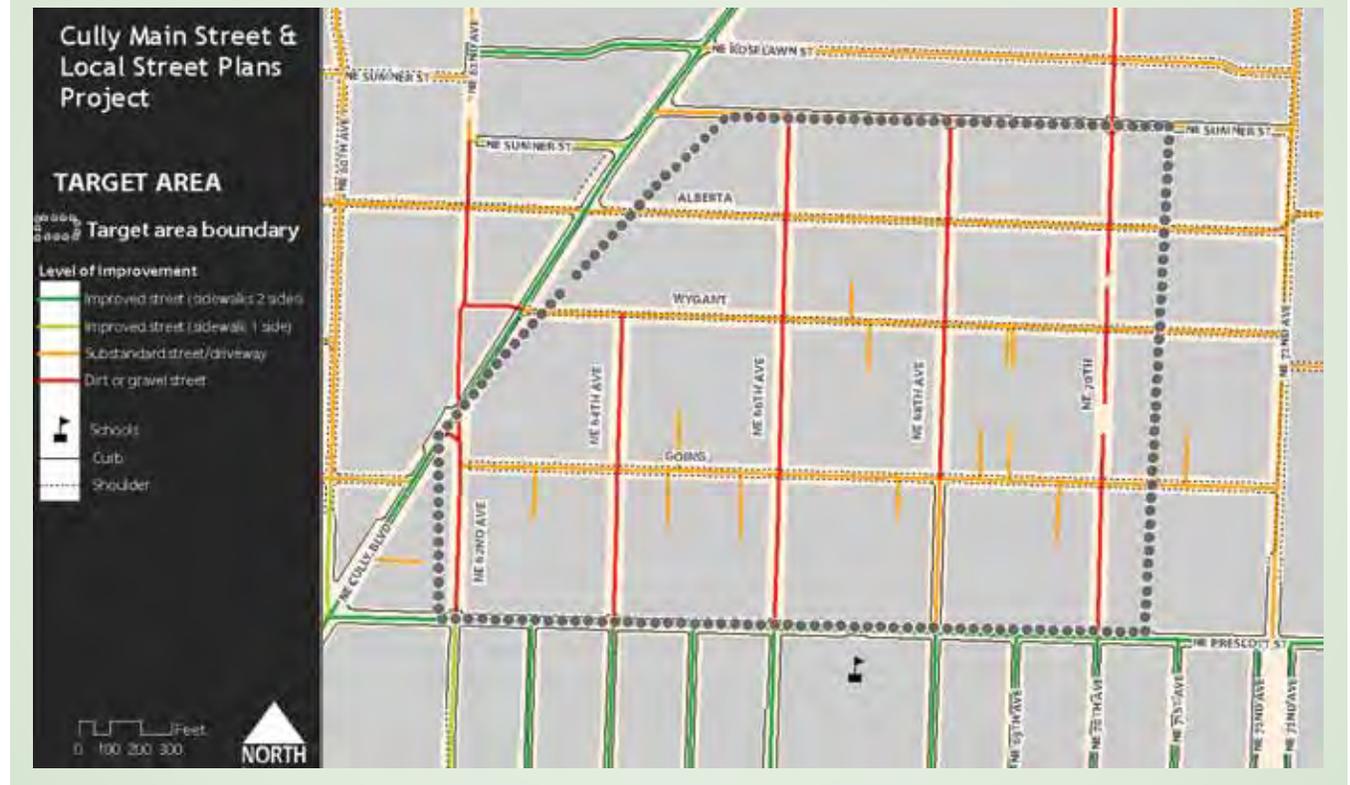
**Break out of cost for components of the low-impact street**

Street Components	Estimated cost per linear foot	Percent of Full Street
Walkway – 6 ft	In process of being finalized	In process of being finalized
Sidewalk – 8 ft		
Roadway – 16 ft		
Drainage: valley gutter and swale		
Parking/common area		



None of the streets within the target area currently has a sidewalk. The target area includes 14 blocks of unimproved gravel streets (on NE 62nd, NE 64th, NE 66th, NE 68th and NE 70th) and 11 blocks of substandard, centerstrip-paved streets (on NE Alberta, NE Wygant and NE Going). Each of these streets have a low traffic function falling under the local accessway category of the local street typology.

**Figure 11: Target Area**



**Recommendation:**

- 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 interim and innovative street improvement options.

**Potential funding 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 12). For example, some projects may be eligible for funding sources to pilot new green street improvements.

**Community priorities for street improvements**

Community members had the opportunity to identify their top priority streets 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 and Cully, in addition to Alberta Street, a primary east-west bikeway. The streets that the community would most like to see improved should be considered as funding opportunities become available.

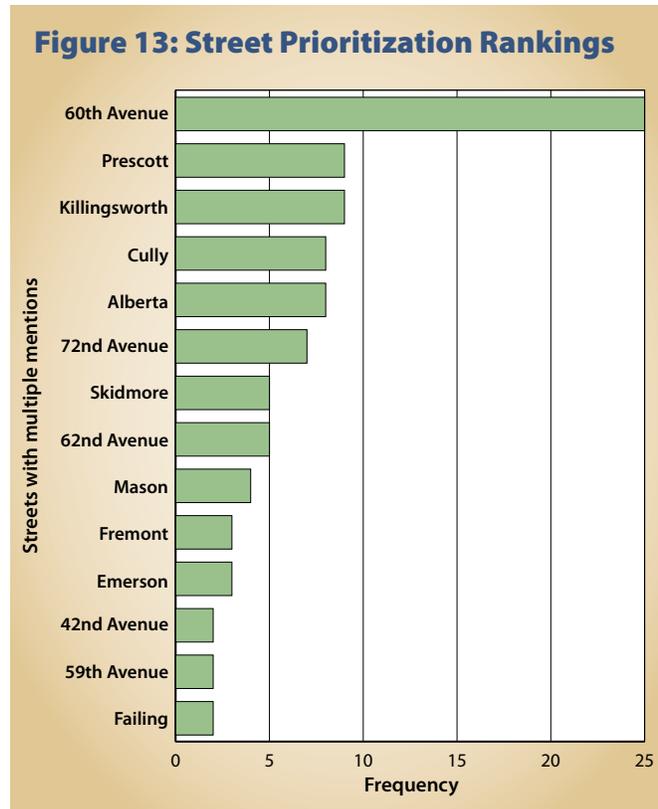
**Recommendation:**

- Explore funding opportunities for infrastructure projects on local streets and arterial streets based 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 14. 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: Potential grant sources**

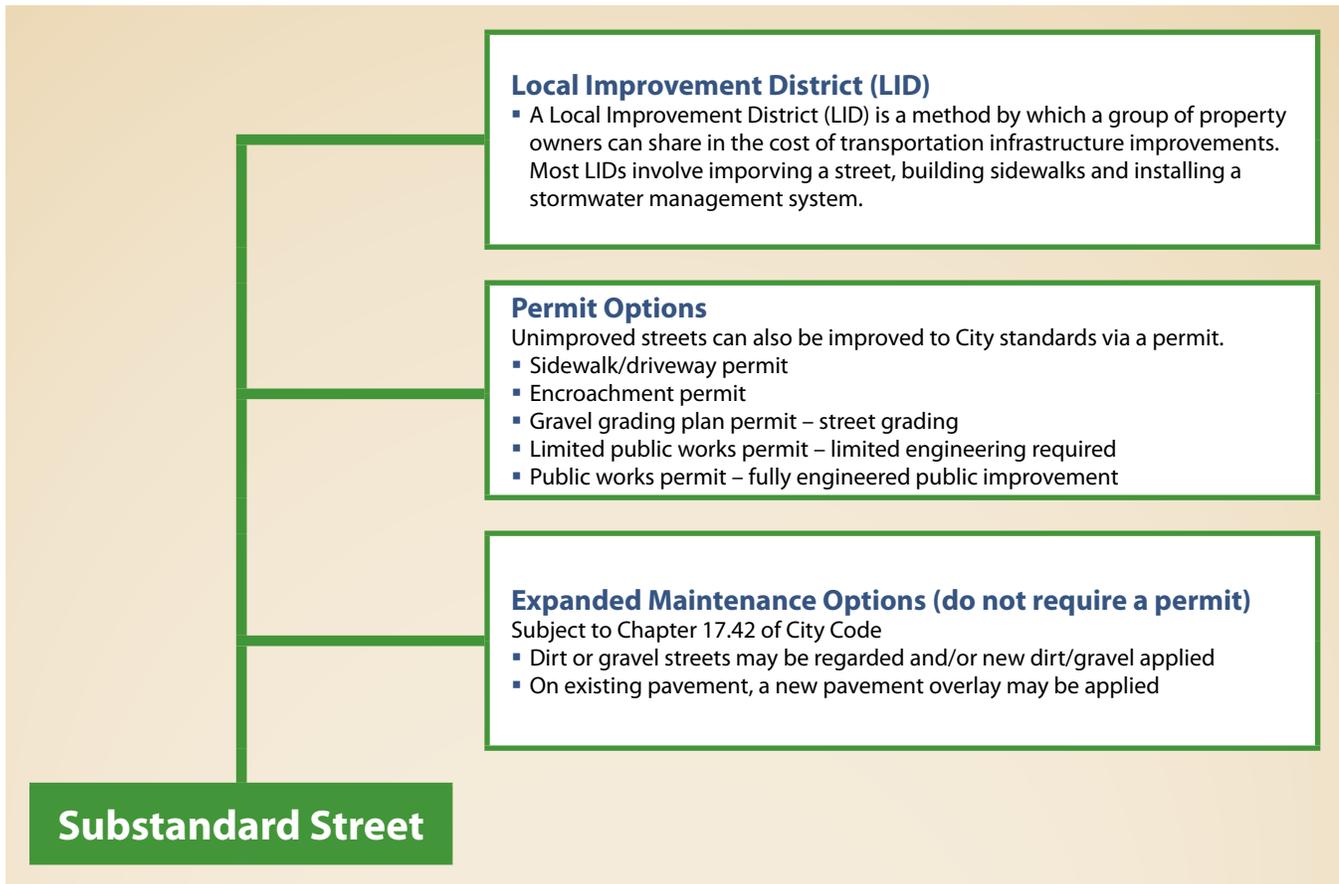
Grant Source	Administering Agency	Typical Grant Amount*	Past Application Deadlines	Potential eligibility for project type:			
				Active Transport	Pilot Innovative/ Green Streets	Local Street Improvements	Maintenance
Transportation Enhancements	ODOT	\$\$\$	June	●			
Choice Neighborhoods Implementation 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		●	●	

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

**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 interim 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. It is believed that expanding the spectrum of approved process (and construction) options will result in more contracting, training and employment opportunities for local residents.

**Recommendations:**

- Explore options to permit interim improvements on local streets, which could be allowed programmatically (and permit required), that create improved functionality in the near-term but do not preclude construction of a fully functional/high performing street in the future
- Support local economic development that benefits people who live in this ethnically diverse and modest-income community by giving neighborhood contractors more options for improving or maintaining streets that offer hands-on training opportunities for under-skilled workers and by supporting a permitting process that allows residents to choose local contractors to hire for design, construction or maintenance activities.

**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.

Given these approved Expanded Maintenance Options, the recommended target area program should explore the possibility of supporting residents who do not live on a city maintained street in organizing together to maintain their adjacent rights-of-way. Streets in the target area that are not maintained by the City include the unpaved north-south streets and the NE Wygant. The program could inform residents of the Expanded Maintenance Options and encourage them to join together in the ongoing maintenance of their gravel street in hopes of improving roadway conditions and reducing the cost to individual property owners.

**Recommendation:**

- Explore the possibility of supporting residents within the target area who do not live on a city maintained street in joining together on maintenance activities that do not require a permit.
- 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 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 designated main street and to pursue the community desires for better transit connections to the City Center, East and north Portland.

# Appendix A: Needs Zoning for New Main Street Businesses

## CULLY MAIN STREET

### Needs Zoning for New Main Street Businesses

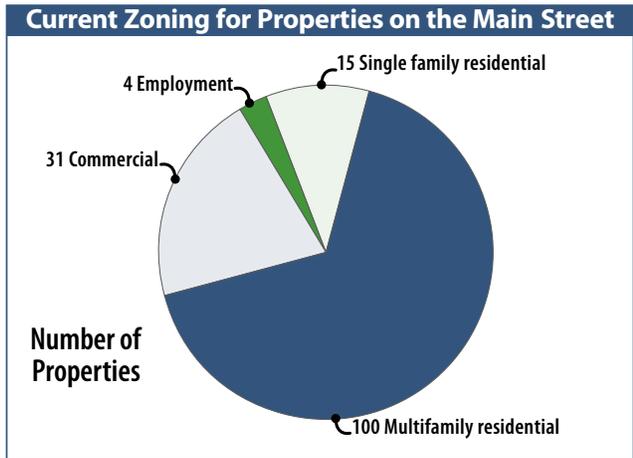
- Only 2% of Cully is zoned commercial (10% is more common in Portland)
- Most properties are zoned residential
- Many businesses are residentially zoned, limiting their ability to renovate and grow
- The Cully Blvd area needs zoning that allows neighborhood-serving businesses

#### Opportunities

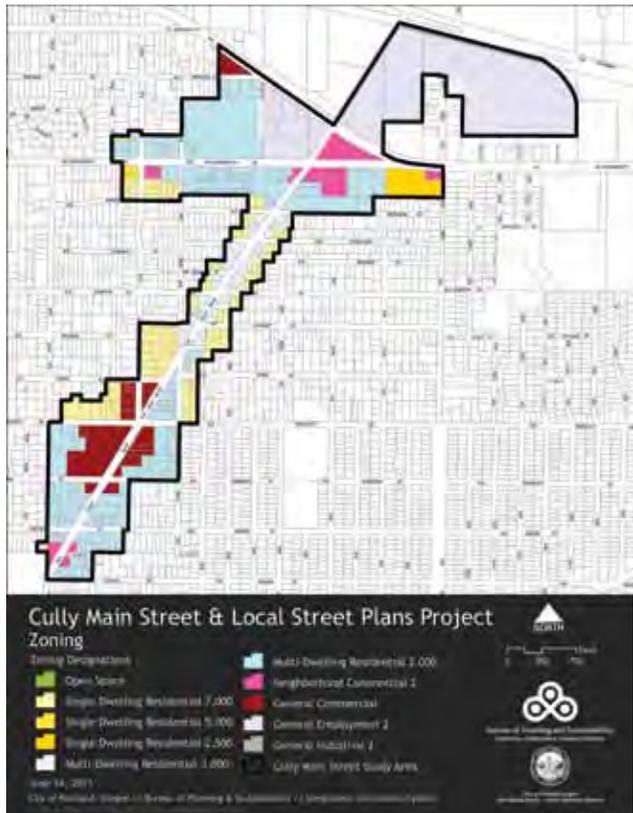
- Portland has commercial/mixed-use zoning options that support main street development
- Increasing the number of residences along the main street could help support businesses
- Employment zoning (north of the study area) allows some commercial and office uses

#### 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



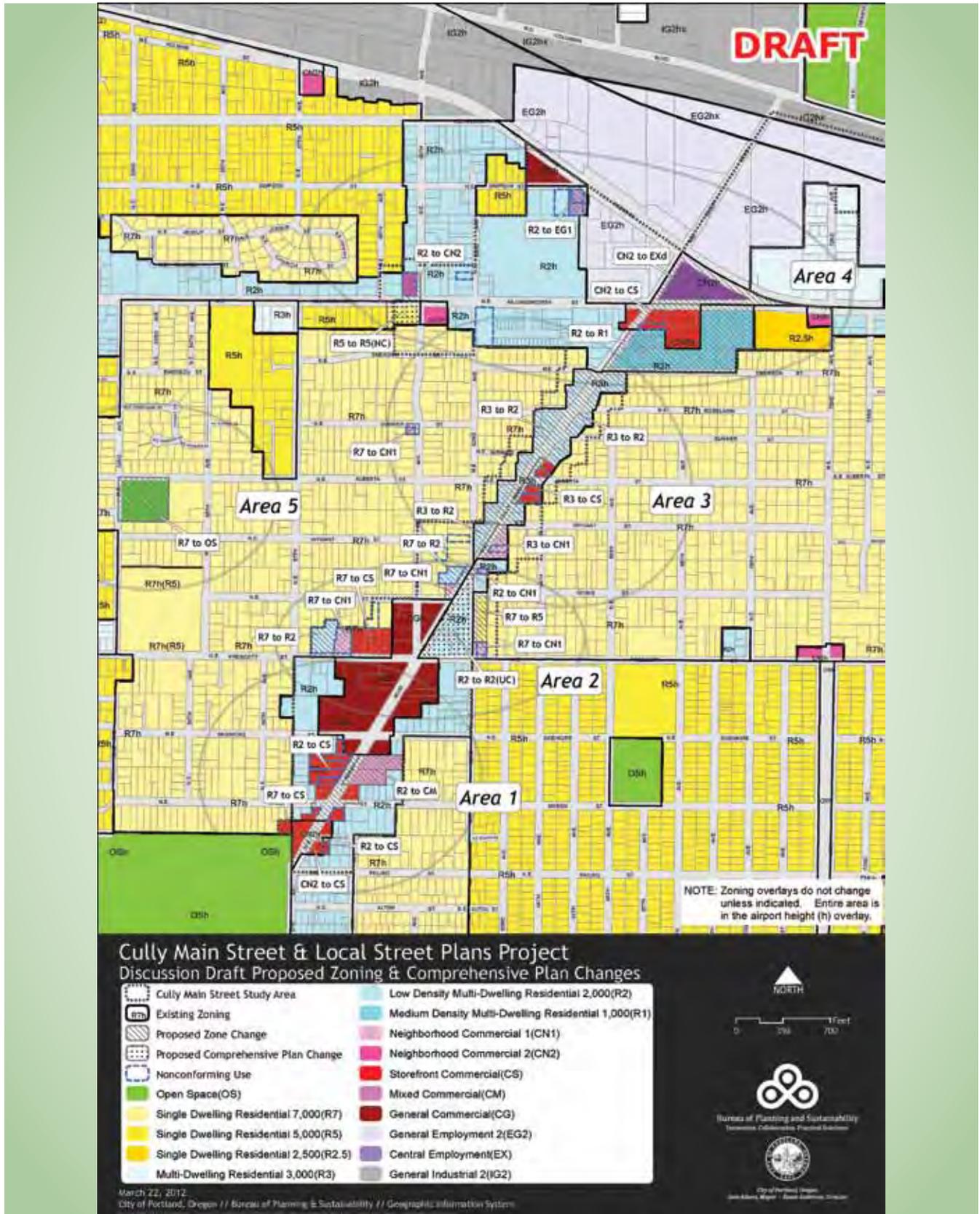
Many of the successful neighborhood-serving businesses in Cully are zoned residential, limiting their ability to do upgrades, expand or change uses.



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

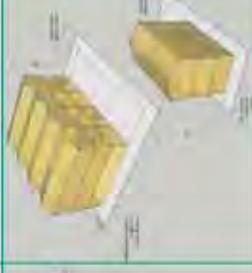


# Appendix B: Map of Study Area and Zoning Proposals



# 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			
<b>Examples</b> Built examples from around Portland				
<b>Housing Type Allowed</b>	<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>
<b>Maximum Height</b>	30 ft.	30 ft.	35 ft.	40 ft.
<b>Minimum Setbacks</b>	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.	3 ft. varies 5-14 ft. varies 5-14 ft.
<b>Lot Areas</b>	Minimum 4,200 sq. ft. Maximum 12,000 sq. ft.	3,000 sq. ft. 8,500 sq. ft.	Depends on development type n/a	Depends on development type n/a
<b>Dwelling Units per Acre</b>	6	9	15	22
<b>Development Illustration</b>				

# 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 = $\frac{\text{Total building floor area (all floors) size in area of the property}}{\text{Total residential floor area}}$ *Excludes residential floor area. Floor Area Ratio (FAR) 1:1 Ratio *No parking required on frequent transit streets. Edgewater is a frequent transit street, Cully Blvd is not.					

