

# Cully Main Street

## A PLAN FOR COMMUNITY-SERVING IMPROVEMENTS





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# 1. Introduction

## 1.1 Existing Conditions

The Cully Neighborhood is located in Northeast Portland. Its boundaries are the Portland Airport to the north, NE 42nd Ave to the west, NE 82nd Ave to the East, and sections of NE Fremont St and NE Prescott St to the South.

Because Cully was originally developed as a semi-rural area, the neighborhood does not feature a strong center or main street. In other neighborhoods, such areas provide valuable space where community members can fulfill their daily needs, in addition to meeting and congregating with their neighbors. As a result, Cully has traditionally lacked adequate neighborhood-serving retail and central public spaces.

However, Metro's Region 2040 Plan has designated a Main Street in the neighborhood. The Main Street vision is further reflected in the goals of the Cully Concordia Action Plan (CCAP), which call for more community-serving commercial development in the area. The designated Main Street runs on NE Cully Blvd between NE Mason St and NE Killingsworth St, and on NE Killingsworth St between NE 60th Ave and NE Cully Blvd. The Main Street and its surrounding area are mapped on page 3.

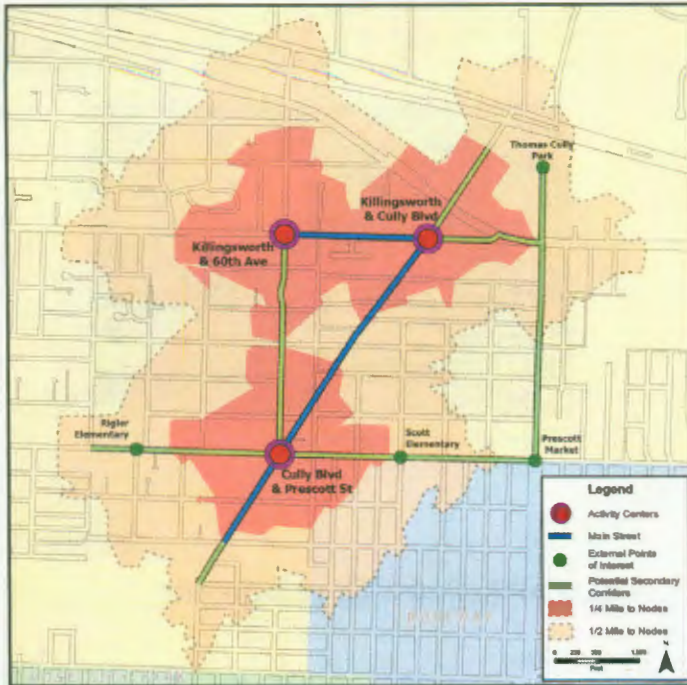
Many obstacles will have to be overcome for the Cully Main Street to become a reality. In addition to restrictions due to existing zoning designations and a short supply of developable land, Cully Boulevard lacks sidewalks or adequate bicycle facilities, and crime is a major neighborhood concern. Nevertheless, change is on its way.

The Portland Bureau of Transportation is currently finalizing the Cully Boulevard Improvements Project, bringing major changes to the layout of Cully Boulevard between Prescott and Killingsworth Streets. These will include a new side walk, cycle track and green infrastructure. By creating a more user-friendly environment, this project will set the stage for further improvements.

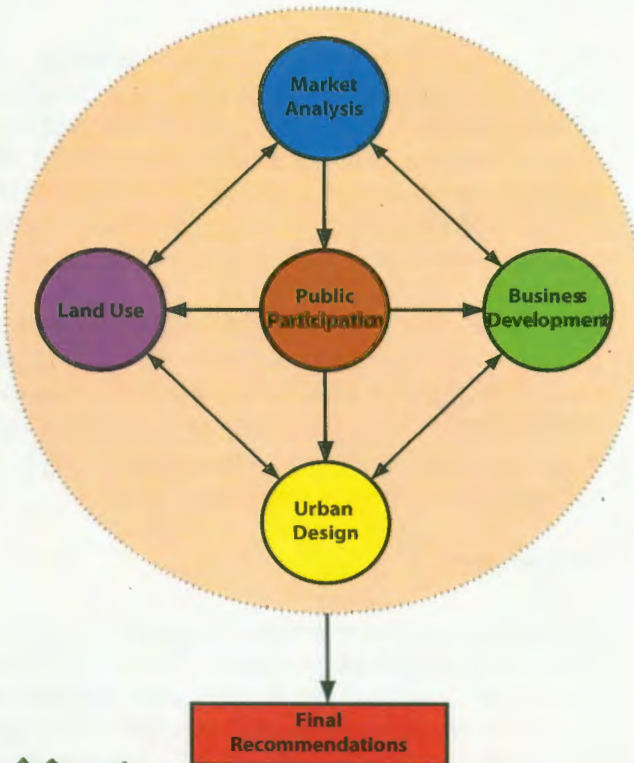
The Cully Main Street project has been constituted as a way to develop a plan for what those improvements could and should be.







Note the Main Street in blue. Red dots denote the 3 major intersections at Cully & Prescott, Cully & Killingsworth and Killingsworth & 60th.



### 1.2 Our Goals

The overall goal of this plan is to provide written recommendations to the Portland Bureau of Planning and Sustainability (BPS) for community-serving improvements within the Cully Neighborhood. Explicit actions recommended within the CCAP provide reference for the direction and goals of this plan. Specifically:

**Action 2.D.** Develop a strategy to implement commercial corridor development and/or revitalization.

**Action 2.E.** Explore and support measures to promote commercial revitalization that benefits and serves the existing community and minimizes the negative effects of gentrification.

Our mission is to provide the Cully community with a plan to encourage the location of more and better neighborhood businesses and public services within a short distance of their homes in a safe, walkable and bikeable environment. We will rely on the Cully community for public input on their preferences concerning the appearance, function, and specific business types for their Main Street. Our approach is grounded in the belief that economic development at the local level should benefit the current community, by maintaining and promoting neighborhood livability and safety.

### 1.3 Project Workflow

The goals and modalities of this project have been developed with in agreement with our clients, Debbie Bischoff and Alma Flores of the Portland Bureau of Planning and Sustainability. Our relationship with Debbie and Alma is defined through the Memorandum of Understanding (see Appendix A).

This plan will be developed through an iterative process, where different work components will feed into and inform one another (see flowchart opposite). Conclusions reached for each components will all contribute equally to making final recommendations.

This cyclical work-flow is necessary because the various issues affecting Main Street planning for Cully are highly intertwined. Working in this manner will allow us to form context-sensitive solutions to emerging issues.



## 2. Project Components

### 2.1 Market Analysis

#### Description

The Market Analysis component of the project will help determine what kinds of services are in demand in our study area. This information will be used to determine potential for new neighborhood-serving commercial activity and local retail job development.

After defining the exact extent of the Cully Main Street market area, we will carry out an initial analysis using the ESRI Business Analyst application at the Bureau of Planning and Sustainability. Results of this analysis will be supplemented by further analysis of economic survey and other data provided by BPS.

Outputs of the Market Analysis will help us gauge the capacity for expansion of commercial activity on and near the Main Street.

#### Deliverables

The final output of the Market Analysis component will be a summary of existing and potential business conditions in our study area. This will include a written narrative illustrated by graphs, tables, and possibly maps. Results of the Market Analysis will both be informed by and feed into Land Use, Business Development and Urban Design considerations.



*Auto repair shop on Cully.*



*Food Cart near Cully & Prescott.*

### 2.2 Local Business Development

#### Description

Businesses on the Cully Main Street should both serve the community and be drawn from it. Therefore, the promotion of local business is tied to the overall mission of the Cully Main Street project.

The Local Business Development component will therefore use Market Analysis data, and supplement it with interviews and focus groups to determine the types of business that have both theoretical potential and expressed community interest. A key aspect of this strategy is to explore how existing resources can be used to promote new business recruitment and retention.

Parties to be consulted through this information-gathering process will include existing business operators, Hacienda Community Development Corporation, the Alliance of Portland Neighborhood Business Associations, the Native American Youth & Family Center, Mercy Corps, and Portland Development Commission.

#### Deliverables

This project component will yield a written evaluation of the current business environment and barriers to business establishment and success. This evaluation will form the basis for a set of recommended strategies for bringing new, locally-owned businesses into the Cully Main Street, as well as supporting existing small businesses.



### 2.3 Land Use Analysis

#### Description

The Land Use Analysis will begin with a detailed analysis of each block of the Main Street corridor. Existing zoning, ownership, lot size and depth and effective land use will all be examined. These land use characteristics will inform our study as we seek to identify locations for their development, re-zoning and business clustering potential.

Currently, the study area has little commercial zoning away from the Cully & Killingsworth and Cully & Prescott intersections. In addition there is no mixed use zoning and lot sizes limit potential for change.

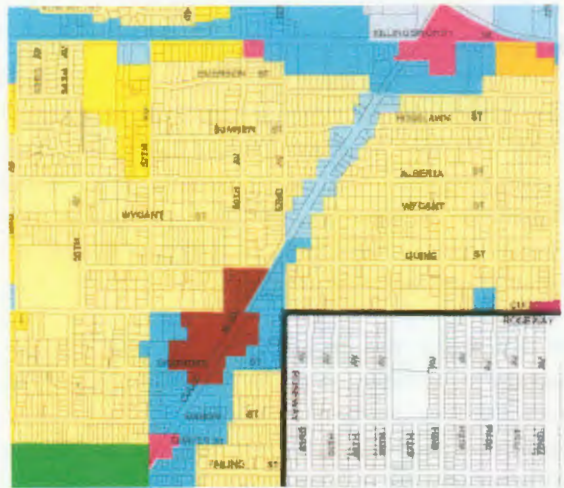
The Land Use Analysis will therefore provide recommendations to facilitate the emergence of community-desired land uses in line with our Market Analysis and Local Business Development components.

#### Deliverables

For each block along the Main Street, we will produce a report including an evaluation of current lot sizes, shapes, depths, ownership and zoning. These block reports will form the basis for a written evaluation detailing the potential for lot consolidation and re-zoning in support of identified Main Street uses.



New housing built by Hacienda near Cully & Killingsworth.



Zoning in the Main Street area. Blue and yellow areas are designated residential, brown and pink are commercial.

### 2.4 Urban Design Analysis

#### Description

The Urban Design Analysis component will examine how to create a comfortable, easily navigated environment on the Cully Main Street.

We will look for ways to enhance street legibility, connectivity and safety by examining Main Street plans in other locations, and look for adaptations of the solutions they propose to the Cully Main Street. These may include such elements as trees, benches, lighting, signage and building design guidelines. In addition, we will specifically target the creation of public spaces such as a plaza, where community members can gather and interact.

The Public Participation process will play an integral role in creating a vision for the main street informing the Urban Design component. Potential design elements and guidelines will be evaluated by the public at a public workshop and during our focus groups.

#### Deliverables

We will produce a report on design considerations including diagrams, illustrations and narrative describing potential improvements. Place-making recommendations will draw on design theory and output from public participation efforts. Recommendations will specifically target ways to improve public space, the pedestrian environment and on-street infrastructure.



### 2.5 Public Participation

#### Description

Public input is the cornerstone of realizing and creating effective community serving improvements in a neighborhood. We will therefore rely on Public Participation as the glue linking our other project components and enabling us to make informed, place-based decisions and recommendations.

Cully has been the focus of many public outreach endeavors. A number of plans (see Appendix C) have characterized and engaged the Cully neighborhood in the planning process. These plans have a wealth of community information that we will draw from. We will, however, also seek direct community involvement through:

**1. Community Advisory Committee (CAC).**

The CAC consists of community leaders who will help guide our process. We will hold three CAC meetings at strategic points in the project to consult with these leaders before we make decisions on our next steps.

**2. Public Workshop.** We will conduct a public workshop in the neighborhood during the month of April. At this event, we will be asking community members for direct input on what their Main Street should look like and what it should provide for them.

**3. Youth Focus Group.** Youth are a habitually under-served group who rely on public services for safety, health and recreation. The goal of this event will be to assess how a Main Street can meet the needs of youth through, among others, walkability and safety improvements. We also hope to uncover other issues of concern to inform the planning process.

**4. Interviews with Business Owners.** Existing businesses have often not been actively engaged in Neighborhood Association or other community efforts. In order to gather information from them, the CAC has suggested that we conduct personal interviews with business owners. These interviews will specifically help inform the Local Business Development component of the project.

#### Deliverables

Output from our Public Participation process will be an integral part of deliverables for other project components. In addition, we will compile information gained through the Public Participation process in a document outlining the results of workshops, focus groups and surveys carried out for the project. This appendix will contain tabular data, interview and focus group notes, and direct quotes from members of the public.



*Tienda on Cully Boulevard between Prescott and Killingsworth.*



*Mobile Home Park on Killingsworth Street near the intersection with Cully Boulevard.*

Section 1.1: Introduction

Section 1.2: Objectives of the Study

Section 1.3: Scope of the Study

Section 1.4: Methodology

Section 1.5: Results and Discussion

Section 1.6: Conclusion

Section 1.7: Acknowledgements

Section 1.8: References

Section 1.9: Appendix A

Section 1.10: Appendix B

Section 1.11: Appendix C

Section 1.12: Appendix D

Section 1.13: Appendix E



# 1. Appendix A: Memorandum of Understanding

## Memorandum of Understanding

### Cully Main Street Project: A Plan for Community Serving Improvements

**THIS AGREEMENT** is entered into on the       day of       2009, between the Bureau of Planning and Sustainability and Columbia Ridge Planning (the "Project Team").

#### 1. Purpose

This project is part of the Master's of Urban and Regional Planning Program at Portland State University and will be conducted in order to apply skills learned during the team members' studies. This project will build on existing planning projects that have been conducted in the Cully Neighborhood, including the Cully-Concordia Community Assessment and Action Plan (2008). The Project Team will explore ways to enhance the existing social and economic fabric by encouraging neighborhood-serving business development on and near Cully Boulevard. Specifically, the project will primarily seek to address the following actions outlined in the Action Plan:

**Action 2.D.** Develop a strategy to implement commercial corridor development and/or revitalization.

**Action 2.E.** Explore and support measures to promote commercial revitalization that benefits and serves the existing community and minimizes the negative effects of gentrification.

#### 2. Study Area

The study area for this plan is NE Cully Boulevard between NE Mason and NE Killingsworth St, and NE Killingsworth St. between NE Cully Boulevard and NE 60<sup>th</sup> Avenue. This area is the designated Main Street in the Metro 2040 growth plan. Additional centers of activity in the one mile area may be considered for connectivity. However, attention will be most focused on Cully Boulevard itself.

#### 3. Tasks

Project tasks will include the use of outreach and market analysis tools in support of recommendations for re-zoning and other public actions. The outreach component will focus on a planning process that will further inform our project by allowing residents to (a) identify gaps in locally-available products and services and (b) provide their input on what Cully Boulevard and the surrounding area could look like in the future in both conceptual and visual terms. Market analysis will be done through a combination of spatial analysis and interviews with local business owners and operators.

#### 4. Mission Statement

Our mission is to provide the Cully community with a plan to encourage the location of more and better neighborhood businesses and public services within a short distance of their homes in a walkable and bikeable environment. Our approach is grounded in the belief that economic



development at the local level should benefit the current community by maintaining and promoting neighborhood livability and safety improvements along and to Cully Boulevard.

### 5. Deliverables

The project team will work directly with Debbie Bischoff and Alma Flores at the Bureau of Planning and Sustainability from January 15<sup>th</sup>, 2009 to June 9<sup>th</sup>, 2009. The project team will also be advised in its efforts by a Community Advisory Committee formed of community stakeholders. The Project Team will provide BPS with the following task deliverables:

**Plan Review:** A written summary of existing plans formulated by Metro, the Portland Bureau of Transportation, the Bureau of Planning and Sustainability, Portland Parks & Recreation and any other stakeholder with publicly expressed intentions. This will include a synthesis of how these plans fit together in the context of the Cully Boulevard Main Street.

**Market Analysis:** A summary of existing and potential business conditions in our study area based upon qualitative and quantitative information provided by the Economic Planning unit at the Bureau of Planning and Sustainability. This will include a written narrative illustrated by graphs, tables, and possibly maps. Results of the Market Analysis will both be informed by and feed into Land Use, Business and Urban Design considerations.

**Local Business Development:** A written evaluation of the current business environment and barriers to business establishment and success. This evaluation will form the basis for a set of recommended strategies for bringing new, locally-owned businesses into the Cully Main Street, as well as supporting existing small businesses.

**Land Use Analysis:** For each block along the Main Street, a report including a comprehensive evaluation of current lot sizes, shapes, depths, ownership and zoning. These block reports will form the basis for a written evaluation detailing the potential for lot consolidation and re-zoning in support of identified Main Street uses. Specific short- and long-term re-zoning recommendations will be drawn from this analysis.

**Urban Design Analysis:** A written report on neighborhood design considerations, including diagrams, illustrations and recommendations for improvements to Main Street public space. Place-making recommendations will draw on design theory and be based on the results of a visual preference survey carried out in the course of our public participation efforts. Recommendations will specifically target ways to increase and improve neighborhood public space, the pedestrian environment and on-street infrastructure.

**Public Participation:** The Public Participation component includes four elements:

1. Community Advisory Committee (CAC). This committee will meet three times throughout the project with the following tentative dates: March 3, April 21, June 2
2. A focus group with Cully Neighborhood school aged children: Late April- Early May
3. Interviews with business owners and economic development professionals: Throughout May



## Appendix A: Memorandum of Understanding - cont'd

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### 4. Public Workshop: Mid April

To compile information gained through the Public Participation process, we will produce a document outlining the results of workshops, focus groups and surveys carried out for the project. This appendix will contain tabular data, interview and focus group notes, and direct quotes from members of the public.

A **Final Document** will serve as a compilation of the reports produced for each of the above tasks. In addition, this document will summarize the tasks, explain how different analyses fed into each other, and detail the nature and recommended timeline for the full set of policy recommendations drawn from the project.

## 6. Responsibilities

### 6.1 Client

Debbie Bischoff, Senior Planner, NE District Liaison, and Alma Flores, Economic Development Planner at the Bureau of Planning and Sustainability ("BPS") will provide guidance and insight into the project and neighborhood. Debbie will be considered the lead client, and will make decisions on the directions and objectives of the project in coordination with the Project Team. Alma will interact with the group on the economic planning aspects of the project. The project team will report to both Debbie and Alma. In this capacity, their responsibilities will include:

- Meeting with the Project Team a minimum of once every two weeks to answer questions, review completed work and provide feedback on future courses of action (Debbie and Alma)
- Providing the Project Team with access to BPS' ESRI Business Analyst reports and associated economic and market data for Cully. Explanation of data will be provided as necessary (Alma)
- Providing the Project Team with the following data:
  - ArcGIS shapefiles (or a similar format) for the Cully area, including current zoning, comprehensive plan designations and land use as inventoried for the Cully-Concordia Community Assessment (Debbie and Alma)
  - Any survey or economic analysis data obtained as part of the Cully-Concordia Community Assessment, so long as this does not violate confidentiality agreements made with individual neighborhood residents and businesses (Debbie and Alma)
- Convening the first meeting of the Community Advisory Committee ("CAC") and providing the Project Team with the CAC members' contact information so that we may arrange subsequent meetings (Debbie)
- Providing timely response and assistance to Project Team members in need of contact information for key neighborhood stakeholders or persons of interest at the City of Portland (Debbie and Alma)



## **Appendix A: Memorandum of Understanding - cont'd**

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In addition, BPS will provide the following:

- Printing and production capacity for project documents, including:
  1. 10 copies of each of the project deliverables outlined above.
  2. Any posters or other props to be used in the public outreach process
  3. Promotional documents used to advertise public outreach events
- Refreshments at the following three public events: Public Workshop, Focus Group with Youth, and the final Community Presentation.

### **6.2 Project Team**

Columbia Ridge Planning will complete the tasks described in this Memorandum of Understanding in accord with the Mission Statement above. The completion of these tasks will be demonstrated through:

1. A public presentation given at the College of Urban Policy and Administration at Portland State University
2. The presentation of the deliverables outlined above to Debbie Bischoff and Alma Flores at BPS by the 9th of June, 2009
3. Community presentation of the project at a general meeting of the Cully Association of neighbors in May or June.



**Appendix A: Memorandum of Understanding - cont'd**

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**Signatures**

**Bureau of Planning and Sustainability**

\_\_\_\_\_  
Debbie Bischoff, Senior Planne

\_\_\_\_\_  
Date

\_\_\_\_\_  
Alma Flores, Economic Development Planner

\_\_\_\_\_  
Date

**Project Team**

\_\_\_\_\_  
Daniel Costantino

\_\_\_\_\_  
Date

\_\_\_\_\_  
Lani Edghill

\_\_\_\_\_  
Date

\_\_\_\_\_  
Mary-Rain O'Meara

\_\_\_\_\_  
Date

\_\_\_\_\_  
Jason Wallace

\_\_\_\_\_  
Date







# Appendix B: Project Timeline

	Jan 15 <sup>th</sup> - 30 <sup>th</sup>	Feb 1 <sup>st</sup> - 15 <sup>th</sup>	Feb 15 <sup>th</sup> - 28 <sup>th</sup>	March 1 <sup>st</sup> - 15 <sup>th</sup>	March 16 <sup>th</sup> - 31 <sup>st</sup>	April 1 <sup>st</sup> - 15 <sup>th</sup>	April 16 <sup>th</sup> - 30 <sup>th</sup>	May 1 <sup>st</sup> - 15 <sup>th</sup>	May 15 <sup>th</sup> - 31 <sup>st</sup>	June 1 <sup>st</sup> - 15 <sup>th</sup>	Lead
<b>PLAN REVIEW</b>											
Read Plans											Lani
Summarize in Relation to Relevance to Cully & Main Street Planning				1-15-16 1-16-16							Lani
<b>MARKET ANALYSIS</b>											
Define exact geographic area for market study				15-16-16							Daniel
Meet with Alma Flores to gather existing data for the study area				20-16-16 20-16-16							Daniel & Mary-Rain
Obtain BPS ESRI Business Analyst raw data and summary of market conditions in the study area				20-16-16							Daniel & Mary-Rain
Obtain pre-existing BPS survey data about economic conditions in Cully				20-16-16							Daniel & Mary-Rain
Analyze all above data for any information not included in the Business Analyst report. Make sure to characterize & identify:						6-Apr					Daniel
Existing Business Types/Functions						6-Apr					Daniel
Existing Business Development Patterns						6-Apr					Daniel
Service Areas						6-Apr					Daniel
Areas of Deficient Service Coverage/Access						6-Apr					Daniel
Barriers To Greater Service Coverage/Access						6-Apr					Daniel
Based on the above data and analysis, produce a summary report detailing economic conditions in the Cully Main Street area, and implications for our plan						6-Apr					Daniel
<b>LAND USE ANALYSIS</b>											
Acquire GIS layer files from Debbie; existing zoning, comp plan designation, Land use				15-16-16							Lani & Daniel
Create spreadsheet that includes that includes each lot along corridor evaluating: location, lot size, depth, ownership, zoning, cost of land and improvements, existing land use, data on land tenure						6-Apr					Lani & Jason
Integrate these data into report form for each block on the Main Street						30-Apr					Lani & Daniel
Use this information along with market analysis, urban design and public input to come up with viable lot consolidation options									25-May		Lani & Jason
Written report that includes the details of lot consolidation potential and re-zoning recommendations									25-May		Lani & Jason
<b>URBAN DESIGN</b>											
Characterize Current Urban Design Environment				23-16-16							Daniel & Jason
Obtain & Incorporate Photos				23-16-16							Daniel & Jason
Document/Incorporate Upcoming PDOT Street Improvement Plan				25-16-16							Daniel
Incorporate/Create Images				29-16-16							Daniel
Find and review urban design components of professionally-produced Main Street plans for small towns and comparable neighborhoods in Portland or other cities (review other workshop plans)						10-Apr					Jason & Lani
Review design theory on neighborhood centers and main streets in general						10-Apr					Jason & Lani
Produce a survey to be handed out at a public participation workshop, including:						1-Apr (Draft)	10-Apr (Final)				Daniel & Jason



## Appendix B: Project Timeline - cont'd

[illegible]



# Appendix C: Plan Review

## Cully-Parkrose Community Plan

**Date:** 1986

**Agency:** Bureau of Planning

This plan was conducted in 1986 right after the neighborhood was annexed into the City of Portland. Within the plan it considers Cully Boulevard as a major commercial area and recognizes the commercial nodes at Cully & Killingsworth and Cully & Prescott. The plan also considered Cully as a location for future redevelopment and urbanization and states that the main goal for Cully Boulevard is to create a multiple use area.

## Cully Neighborhood Plan

**Date:** 1992

**Agency:** Bureau of Planning

The Cully Neighborhood Plan was conducted in order to reveal the history of the neighborhood and provide insight into existing conditions within the neighborhood. In addition the plan sought to solicit information from community members about current land uses, concerns and ideas.

The study revealed that community members liked the country character of the neighborhood and were worried that street improvements and sewer improvements will change that. It also revealed that crime was a concern, Cully is under-served by Tri-Met, most community members use the auto as their main mode of transportation and community members are concerned about bars and strip clubs being too numerous.

In terms of ideas there was a discussion of a gateway to the neighborhood at Cully & Prescott intersection. The plan considered the neighborhood commercial center to be located at the intersection of Cully Boulevard & Prescott and discussed land use objectives that included restricting commercial zone changes to mixed use that include storefront commercial.

## Cully-Concordia Community Assessment

**Date:** 2008

**Agency:** Bureau of Planning

This assessment characterized and updated information about the Cully Neighborhood such as the fact that Cully has become a center for community-based development. In addition the study also revealed that the area is under-served by retail businesses and Cully residents would like to see more family-oriented restaurants and retailers in the neighborhood (as opposed to alcoholic beverage establishments and adult uses). The plan discussed the lack of commercial zoning in the area as a big part of the issue. The plan included the Portland Bureau of Transportation's Street Improvements Project along Cully which will upgrade the roadway and begin its evolution as a main street. In addition the plan included a lot of public participation that also revealed that gentrification is a concern for community members but they also expressed the need for more opportunities for job creation and economic development.

## Cully-Concordia Action Plan

**Date:** 2008

**Agency:** Bureau of Planning

This Action Plan came out of the Cully-Concordia Community Assessment. The main function of the Action Plan was to come up with goals and action items that would help to move the Cully and Concordia Neighborhoods toward their goals that were revealed through the assessment.



### Thomas Cully Park Master Plan

**Date:** 2008

**Agency:** Portland Parks and Recreation

The Thomas Cully Park Master Plan proposes a general concept that will guide the preparation of detailed designs and construction documents. This plan comprises a set of recommendations and a development concept along with an outline of initial implementation steps.

### Cully Boulevard Improvements Project

**Status:** Ongoing

**Agency:** Portland Bureau of Transportation

Cully Boulevard is one of streets within Portland that still does not have sidewalks and street improvements. This project is working with an 80 ft right of way most of the way down Cully Boulevard from Prescott to Killingsworth. This plan incorporates street improvements such as a sidewalk, cycle track, bioswales, street trees, curb cuts, pedestrian crossings and street parking along Cully. In addition the intersection of Cully and Prescott will be signalized in order to increase safety for bikers, pedestrians and drivers. This improvement project is funded by the federal government and therefore not paid for by the Cully community. The project is slated to start in summer 2009.

### Region 2040 Growth Concept

**Status:** Ongoing (latest public map, 2008)

**Agency:** Metro

Metro's 2040 growth concept map designates Cully Boulevard as a Main Street and Corridor. They are defined as follows:

**Main streets-** Similar to town centers, main streets have a traditional commercial identity But are on a smaller scale with a strong sense of the immediate neighborhood. Examples include Southeast Hawthorne in Portland, the Lake Grove area in Lake Oswego and the main street in Cornelius. Main streets feature good access to transit.

**Corridors-** Corridors are major streets that serve as key transportation routes for people and goods. Examples of corridors include the Tualatin Valley Highway and 185th Avenue in Washington County, Powell Boulevard in Portland and Gresham and McLoughlin Boulevard in Clackamas County. Corridors are served extensively by transit.