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Cully Main Street: A Plan for Community-Serving Improvements

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Cully Main Street

A PLAN FOR COMMUNITY-SERVING IMPROVEMENTS

TEAM MEMBERS:
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FINAL REPORT
About the Authors

Columbia Ridge Planning is a team of students in the Master of Urban and Regional Planning (MURP) program at Portland State University.

Mary-Rain O’Meara is a native Oregonian from The Dalles. She graduated from The Evergreen State College in Olympia, Washington with a Bachelor's Degree in Social Policy in 2006. She had so much fun helping to start a Community Development Organization in Olympia, she decided to pursue a Master's Degree in Urban Planning. Her specialization is in Community Development, and she hopes to continue to work in the field with communities as they plan for more equitable and sustainable futures.

Lani Edghill was born and raised in Barbados. She moved to the US in 1999, and obtained a Bachelor's in Environmental Studies from the University of Utah in 2005. She then obtained a degree in Psychology in 2007, while volunteering at the Lowell Bennion Community Service Center where she gained experience as a coordinator and a student leader. Following graduation from the MURP program, Lani will be returning to Barbados to work with the island’s Town and Country Development Planning Office.

Daniel Costantino was born and raised in Washington, DC. He obtained a Bachelor’s degree in Geography from McGill University in Montreal, Quebec. His undergraduate thesis involved working on the bus system in Montreal, and he later worked at a public transit consulting firm in the DC area. He moved to Portland to pursue his passion for transportation and urban infrastructure issues in the Master of Urban and Regional Planning program at PSU.

Jason Wallace is a Portland native. He received his B.Sc. from PSU in Community Development. He has constructed eight ecoroofs in public locations around the Portland-Metro region. He has written several successfully-awarded grants and has extensive project management experience. His passion for sustainability, social equity and community involvement in planning processes led him to specialize in Land Use in the MURP program.
We would like to thank the following individuals and establishments who offered invaluable advice, guidance and support throughout the planning process.

Community Members and Professionals

Lul Abdulle, Community Outreach, Central Northeast Neighbors (CNN)
Galadriel Breezy, Administrative Coordinator, Alliance of Portland Neighborhood Business Associations
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Family Tradition Tattoo
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George Flores, Interpreter, Immigrant and Refugee Community Organization (IRCO)
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Marilyn Fultz, Amyira Spa
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Shawn V. Guffy, Store Director, Albertson’s Cully Neighborhood Market
Carmen Gutierrez, Project Hope
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Sandra Lefrancois, Community Program Director, Central Northeast Neighbors
Jason Long, Native American Youth and Family Center (NAYA)
Randy Pearson, Minister, Word of Life Church
Jeanne Quan, Jeanne Quan Fine Food Marketing, Inc.
Virginia Salinas, Program Development Specialist, Multnomah County Department of Human Services
Vecinos en Alerta

Community Advisory Committee

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Robert Granger, Cully Association of Neighbors (CAN)
Claudia Plaza, Senior Project/Program Coordinator, Portland Development Commission (PDC)
Steve Yett, Cully Association of Neighbors

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Tessara Dudley, District Liaison Youth Program Aide
Alma Flores, Economic Development Planner
Pamela Phan, Youth Program Coordinator
Carmen Piekarski, GIS Specialist

Portland Office of Transportation

Winston Sandino, Project Manager
Executive Summary

In 2008 the Portland Bureau of Planning and Sustainability (BPS) published the Cully/Concordia Community Assessment and Action Plan (CCAP). The CCAP identified four main goals and related actions to improve social, economic and physical conditions in the area. This plan carries out action items from the CCAP and builds on them by including goals determined for this project.

Cully is a unique neighborhood. It is one of the most ethnically diverse places in Portland, and has residents of all income levels. The neighborhood is also unique in its spatial layout, with blocks over twice the size of those found in surrounding areas. Cully Boulevard runs diagonally through the neighborhood and contains the central commercial area.

The neighborhood’s population continues to grow every year, but the neighborhood lacks community-serving businesses, services and the infrastructure to provide safe places for people to walk and interact. Currently, only 3% of land in the neighborhood is commercially zoned (7% is average for Portland neighborhoods). As a result, many community members must leave the neighborhood to meet their daily needs.

The primary study area for this project is Cully Boulevard from Failing Street to Portland Highway, and Killingsworth Street from 60th Avenue to 72nd Avenue. This area is based on and builds upon the Cully Main Street corridor designated in Metro’s Region 2040 plan. The overall goal of this project is to recommend strategies that government departments and the community can take in order to create a full-service Main Street in the study area.

This study was divided into three sections to analyze existing conditions and formulate recommendations: Land Use, Urban Design, and Local Business Development. The following is a summary of our main findings and recommendations.

Land Use

The Main Street area is overwhelmingly zoned for single- and multi-family housing, with industrial uses at the northern end. Nevertheless, we found an abundance of non-conforming commercial land uses and vacant lots along Cully Blvd. As a result, we are recommending re-zoning for more commercial uses. Portland’s commercial zoning designations can accommodate a variety of development types. We weighed the pros and cons of the most appropriate options for the study area, focusing on zoning to encourage pedestrian-friendly storefront development.

Urban Design

There is a critical need for better infrastructure and new public space to meet the community’s desire for an accessible and safe Main Street. Poor access to the Main Street is a key hindrance: many side streets are unpaved, with virtually no sidewalks. We are therefore recommending a series of street improvements. New public space should be placed around two central nodes: the intersection of Cully Blvd, Prescott St and 60th Ave, and the intersection of Cully Blvd and Killingsworth St. These separate the Main Street into distinct Northern, Central and Southern sections.

Business Development

Business development along the Main Street is challenged by a shortage of commercially-zoned land and storefront space, and the need for a stronger business community. We are recommending measures to enable new commercial development and promote an active small-business community. These recommendations are based on community input on topics such as storefront improvement grants, crime prevention, and start-up loans. We also heard a strong desire to reduce the number of adult and alcoholic beverage establishments, and equally strong support for new commercial uses such as restaurants, cafés, and small markets.
# Summary of Recommendations

<table>
<thead>
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<th>Plan Component</th>
<th>Main Street Sections</th>
<th>Recommendation</th>
<th>Key Players</th>
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<tr>
<td>Business Development</td>
<td>All</td>
<td>Pursue the establishment of a farmer’s/community market</td>
<td>Community members, CAN, Hacienda, NAYA</td>
</tr>
<tr>
<td>Business Development</td>
<td>All</td>
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<td>Businesses, CAN, APNBA, and interested community members</td>
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<td>Business Development</td>
<td>North</td>
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<td>BPS, Hacienda, NAYA, PDC, CAN, community members</td>
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<tr>
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<td>BPS, Hacienda, PDC, CAN, community members</td>
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<tr>
<td>Land Use</td>
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<td>Rezone toward commercial designations that encourage pedestrian-friendly development and community-serving businesses. Discourage off-street parking in front of buildings.</td>
<td>BPS, community members</td>
</tr>
<tr>
<td>Land Use</td>
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<td>BPS, community members</td>
</tr>
<tr>
<td>Land Use</td>
<td>North</td>
<td>Explore means to redevelop the Pink Marlin site</td>
<td>BPS, PDC, Hacienda, CAN, community members</td>
</tr>
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<td>Land Use</td>
<td>South</td>
<td>Rezone sections between Skidmore St and Failing St to accommodate existing uses.</td>
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</tr>
<tr>
<td>Land Use, Urban Design</td>
<td>All</td>
<td>Work toward new public gathering spaces at Five Corners and at Cully &amp; Killingsworth that meet community needs</td>
<td>BPS, community members</td>
</tr>
<tr>
<td>Urban Design</td>
<td>All</td>
<td>Mobilize the community to look out for opportunities to add “great street” design elements along Cully Blvd.</td>
<td>Property owners, developers, businesses, community members</td>
</tr>
<tr>
<td>Urban Design</td>
<td>All</td>
<td>Make infrastructure improvements gradual and adaptive to conditions on the ground</td>
<td>PBOT, community members</td>
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<tr>
<td>Urban Design</td>
<td>All</td>
<td>Pursue infrastructure improvements to local streets to provide better pedestrian and general access to the Main Street</td>
<td>PBOT, BPS, community members</td>
</tr>
<tr>
<td>Urban Design</td>
<td>North, South</td>
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<td>PBOT, BPS, community members</td>
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North Section: Killingsworth Street from 60th to 72nd Ave, Cully Blvd north of Killingsworth St

Central Section: Cully Blvd between Prescott St and Emerson St

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1. Introduction

1.1 About the Project

What is the project and who is the client?

This project was born when PSU Urban Planning Students approached Debbie Bischoff at BPS to inquire about project needs. Debbie informed them of the Cully-Concordia Action Plan (CCAP) and the Cully neighborhood’s need for improvements.

This project examines the potential for community-serving improvements along the Metro-designated Main Street in the Cully neighborhood. BPS Planners Debbie Bischoff, and Alma Flores are the clients for this project.

Why is this project important and what will it produce?

The study area has some of the characteristics of a Main Street but lacks an urban environment that encourages alternative methods of transportation such as public transit use. It lacks the infrastructure for a safe pedestrian environment and does not have adequate amounts of public space for community enjoyment and interaction.

The Cully Main Street also does not provide enough community-serving businesses and services for the neighborhood population. This may be due to the fact that area is lacking in commercial zoning and spaces where local small business could locate.

This document describes the outcome of five months of work, including a retail market analysis, small business development study, a land use analysis, and an urban design analysis. Throughout our process, we continually gathered community input to assess existing conditions and neighborhood needs.

We conclude with a set of recommendations targeted at BPS and various community stakeholders to help implement Main Street-related goals and actions of the Cully-Concordia Action Plan.

1.2 Study Area and Goals

Study Area

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.

The specific study area for this plan started as the Main Street corridor designated in Metro’s Region 2040 plan: from NE Mason St north along Cully Boulevard to Killingsworth St, and from Cully Boulevard east along Killingsworth to NE 60th Ave. As our study progressed, we also included areas on Cully Blvd south of Mason St, areas on Killingsworth St east of Cully Blvd, and areas north of Killingsworth St.

Cully/Concordia Action Plan

Actions recommended within the city-council endorsed 2008 Cully/Concordia Action Plan (see Appendix C) provide reference for the direction of this plan. We are especially interested in:

- Action 2.D. Develop a strategy to implement commercial corridor development and/or revitalization including consideration of expanded business districts.
- 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.
- Action 3.B. Identify priorities for street infrastructure improvements, including sidewalks in the Cully area, and advocate for funding and implementation.
- Action 3.G. Advocate for additional open spaces and local access to these spaces in the Cully-Concordia area.
**Project 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 in the Cully Neighborhood related to the Main Street. More specifically, we would like to:

- Encourage **commercial and mixed use redevelopment** of empty lots, adult businesses and dilapidated housing.

- Promote the establishment of new small and **locally-oriented businesses** that serve the existing population.

- Ensure that any new development includes **spaces that are affordable and accessible** to the existing community.

- Prioritize **local infrastructure and street improvements for improved walkability**, as well as improved bicycle, transit and automobile access.

- Plan for a central **community gathering space** in the heart of the Cully neighborhood.

*Neighborhood Map. Areas in orange are within the Cully neighborhood boundaries. The Main Street study area is marked out in red.*
1.3 History and Demographics

Neighborhood History

Prior to European settlement, native peoples settled at a number of locations along and near the Columbia River, including locations in and near Cully. It is said that the path borrowed by Cully Blvd may have once been used as a native trail. Today’s Cully neighborhood is named after one of the area’s early white settlers, Thomas Cully. Thomas Cully was born in England in 1810 and settled on his donation land claim farm in the Columbia Slough in 1846. Until the end of World War II the neighborhood was home to Italian truck gardens and Swiss-German dairy farms.

Cully has a history of being semi-rural, with large lots and unpaved streets remaining even after homes, businesses and some apartments started being built in the 1950s during the post-war housing boom. In 1985, the Cully neighborhood was annexed into the City of Portland. Today, the neighborhood boasts a diverse array of cultural backgrounds: according to the 2000 census Cully is one of the most culturally diverse neighborhoods in the city including Caucasian, Hispanic, Southeast Asian, African American, Russian, Hmong, Native American and Somali community members.

Population Change Over Time

The Cully neighborhood is one of the most socially, economically and racially diverse neighborhood in Portland. It has also become a center for community-based development that offers affordable housing for minority and low income community members.

Within the study area, the population has steadily increased in size in the past nineteen years and is projected to continue to increase. The cultural and racial makeup of the neighborhood has shifted in this period. Minority ethnic groups now constitute 40% of the local population, with especially large Hispanic and Somali communities.

While children and people of child-raising age make up the dominant population group in Cully, this is projected to slip in coming years, as older adults (age 45-64) account for a significant and growing share of the area’s population.
1.4 Project Work

Project Components

This project is comprised of three main work components: business development, land use and urban design. Preliminary evaluations were conducted for each component, establishing a baseline for current conditions. These evaluations were supplemented by guidance from the Community Advisory Committee (CAC) formed to assist in this project (see Acknowledgements). We then looked for opportunities for improvement, regularly consulting with our CAC.

Business Development

The business development component used ESRI Business Analyst to examine market conditions within the study area. This attempted to measure which types of businesses and services are in demand but missing. Interviews with current and potential business owners as well as economic development professionals were also conducted to gather further information on local needs and development potential.

Land Use

The land use component consisted mainly of a land use inventory (LUI) that we performed with assistance and field sheets from BPS. The information gathered included current land use and building conditions (see Appendix for details). The LUI covered lots within 200 feet of Main Street as well as several large lots to the north. Findings from the LUI were used to make recommendations for rezoning in the area.

Urban Design

The urban design component focused on infrastructure and architecture. Initial site visits included walking around the study area and taking pictures, while we researched design theory and past Main Street plans for other locations. We also documented community members’ urban design preferences through questions and exercises at a public event and in an online survey.
1.5 Public Process

Elements

Community Advisory Committee

The CAC provided guidance and oversight for public involvement processes and for the overall direction of the project. Three CAC meetings were held at strategic times during our planning process to inform our decisions and next steps.

Public Workshop

The public workshop was an open-house Main Street Visioning Session. It featured an introductory exercise focusing on identifying where attendees felt the center of their neighborhood was. The 30+ attendees were then divided into three groups. Each group spent 15-20 minutes at themed stations to share information and ideas for the future. The stations consisted of a business development station, neighborhood connectivity station and an urban design station.

Interviews and Focus Group

Several interviews were conducted with actual and potential business owners as well as economic development professionals. In addition, a focus group was held with Vecinos en Alerta, a neighborhood organizing association formed by residents of Hacienda’s housing developments along NE Killingsworth Street.

Surveys (in English and Spanish)

- Adult - an online survey was distributed through various social networks. It consisted of questions similar to those asked at our public workshop. A total of 72 respondents participated in this survey.
- 8th grade- a paper survey very similar to the adult survey was administered to 44 8th graders at the Madison High School 8th Grade Academy.

Limitations of the Process

Although we made the best efforts to be all-inclusive in engaging the community, it should be noted that participation in the public processes and the feedback received do not necessarily reflect the feelings or concerns of the entire neighborhood, nor are any such results meant to be fully representative of the entire neighborhood.

Many efforts were made to gather meaningful data, but the approaches and techniques employed to gather public feedback have limitations based on sample size and representativeness. This will affect the generalizability of the data and information gathered.

Nevertheless, we feel we have gathered a wide range of views which enable us to make meaningful recommendations.
2. Land Use

In order to facilitate the creation of a Main Street within the study area that emphasizes community serving improvements an extensive study of current land uses and their relationship to existing zoning was required. Lots in this area vary in size, shape and orientation to the street, posing a challenge and an opportunity for creative community based alternatives to the Main Street concept. We explored alternative options based on research, community input and existing conditions in order to come up with the best place-based solutions to improving this area as a community-serving Main Street.

2.1 Determining Existing Conditions

As a first step, we required data on baseline conditions of the land and built environment in our study area. A walk in the neighborhood and a look at a zoning map of the area showed that current uses did not always correspond with existing zoning. Lack of accurate documented information about current land uses in the study area led us to conduct a land use inventory.

With the help of the Bureau of Planning and Sustainability’s GIS specialists we developed a strategy to gather information. This resulted in an extensive study conducted with field sheets provided by BPS (see Appendix G). We gathered this data on three occasions in late April 2009. Each lot was evaluated by two group members at the same time, to help ensure consistency in our conclusions.

This was necessary because certain information categories are highly subjective. Other issues we encountered included unrecorded lot subdivisions and inconsistencies between ground conditions and public property maps usually involving the presence or absence of a street or its right-of-way.

Nevertheless, we were able to document local land use conditions throughout the Main Street area. Findings based on this inventory and existing zoning are summarized in this section.

2.2 General Findings

The study area is made up of mostly residential housing except for the development to the northern end of the neighborhood north of Portland Highway that is zoned and used for industrial purposes.

Historically, the area has been mostly populated with low-density single family homes. However, in the past decade there has been an influx of newer multifamily apartment developments. These developments are concentrated along Killingsworth St between 60th Avenue and Cully Boulevard. The concentration of activity at the northern end of the study area has created a natural node at the intersection of Cully Blvd and Killingsworth St.

The Cully Boulevard corridor between Killingsworth St and Prescott St mostly consists of single family dwellings and some multifamily residences. There is a concentration of nonconforming uses within this area. These occur where businesses have located in areas zoned for residential development.

The Five Corners intersection, where Cully Blvd, 60th Ave and Prescott St meet, is currently the largest concentration of commercial activity within the study area.
2.3 Specific Findings

Northern Section: Killingsworth St and Industrial Areas

Low-cost and subsidized housing developments dominate on Killingsworth St between 60th and 72nd Avenues.

The largest of these is Hacienda CDC’s Clara Vista Apartments. This development is relatively new and includes apartments and townhouses. Attached to the development is the Ortiz Center, a social services center for the neighborhood. Other nearby developments include the Gardens of Peace apartments near 60th Ave, new single-family homes built by Host Development around 64th Ave, and a large manufactured home park across the street. The area is appropriately zoned for these types of developments, with a multifamily (R2) designation.

There are several small commercial lots near the intersection of Killingsworth St and Cully Blvd.

These properties are zoned Neighborhood Commercial 2 (CN2), a designation intended for small commercial sites in less dense residential neighborhoods, and allows auto-oriented uses such as drive-thrus and parking lots.

The northeast corner of this intersection features a large site currently occupied by an adult entertainment complex.

This site was once a commercial center referred to as “Town Plaza”, but is now known by various names including the “Sugar Shack” and “Pink Marlin”. The current use seems incompatible with the family-oriented housing developments and community center across the street. Many members of the community oppose this use and think that it detracts from the livability and future potential of the area. The site is currently zoned CN2 and has an adjoining vacant lot to the east that is being used for a taco stand.

North of Portland Hwy, the Main Street area and residential section of Cully end abruptly, replaced by industrial land on large lots.

Much of this land is used as a sand and gravel quarry. There have been past discussions concerning the placing of large retail on some of these lots.

New subsidized homes built by Host Development

Manufactured homes north of Killingsworth St

Clara Vista townhomes near Cully & Killingsworth, across the street from:

Sugar Shack adult entertainment complex
Central Section: Cully Blvd between Prescott and Killingsworth Streets

Most lots in this section are occupied by single-family detached housing.

Although the majority of this area is currently zoned for low-density multifamily residential uses (R2), local lots are too small for such developments. As a result, most of Cully Blvd is bordered by detached houses. This zoning designation is a legacy from county zoning prior to incorporation.

There are several vacant lots fronting Cully Blvd in this section.

There is a parking lot on the east side of the street south of Wygant St, a grassy lot on the west side north of Wygant St, and another grassy lot between Emerson St and Killingsworth St.

This section is zoned exclusively for residential development, but several nonconforming commercial uses have nevertheless appeared.

This concentration of nonconforming uses may be due to the area’s position between the two main traffic nodes in the neighborhood. Two Latino-oriented tiendas (convenience stores selling a wide range of goods and services) have opened on this stretch between Going St and Wygant St. There are also two auto body repair shops located at the intersection of Cully Blvd and Alberta St. Auto body shops are a prominent feature throughout the neighborhood and up and down Cully Blvd.

Cully Blvd cuts through the street grid diagonally, resulting in lots with non-standard sizes, shapes and street orientation.

In addition to having triangular intersection corners, lots appear to have been subdivided in a range of different ways. These conditions offer opportunities for creative development that accentuates the uniqueness of the area.
Southern Section: Five Corners and Cully Blvd south of Prescott St

The Five Corners intersection features the neighborhood’s main commercial area, with both national chains and neighborhood businesses.

The largest retail business in the neighborhood is the Albertson’s grocery store located on the southwest corner of this intersection. This Albertson’s and its management have cultivated a special relationship with the Cully Association of Neighbors by supporting and hosting community events and leading neighborhood litter cleanups.

Other national entities in the area include Auto Zone, Rite Aid and 7-Eleven. There are also a handful of local small businesses such as a diner, a bar, a tattoo shop, nail and hair salons and a couple of mini-marts. This node has the most potential to set a precedent and lead the way into the future for the Cully Main Street.

South of Five Corners, Cully Blvd is zoned R2 for multifamily residential uses but this is not the type of development it has attracted.

Auto body repair shops dominate the west side of Cully Blvd on this stretch and are the main element defining its character. There are also several bars, a motorcycle repair shop and two appliance stores along the stretch between Prescott St and Failing St. As with the businesses north of Prescott St, most of these do not conform with local zoning.

The triangular lot on the north of the Five Corners intersection has potential to host a neighborhood plaza.

There are currently no buildings on this lot, though several food carts use the site and there appears to be an effort to make this use more permanent. However, this lot has emerged through our public input process as a place where community members envision the center of their neighborhood and may like to see a public space.
2.4 Recommendations

General Recommendations

Rezoning is necessary to increase the amount of commercially zoned land on the Main Street.

The Cully Main Street area lacks enough commercially zoned land to serve current needs for community-serving businesses and services. There is not enough space for new commercial businesses and services to locate. Thus, rezoning should occur in the area.

The zoning designations most appropriate to foster a Main Street are CN1, CM and CS.

All of these designations promote a more pedestrian-friendly environment and encourage community-serving spaces, but each offers different development opportunities. CN1 mostly requires street-facing buildings and storefronts, while CM is targeted toward combined commercial and residential development and CS focuses on storefront character and allows commercial use without requiring residential development. A detailed breakdown of rezoning alternatives is given in a table on page 14.

Rezoning should discourage parking between the street and buildings.

Currently, most lots located along Cully Blvd have front parking in between the street and the building. This encourages primary auto use and hinders Main Street walkability. Parking should be located behind buildings and buildings should have front entrances along a sidewalk in order to foster a pedestrian-friendly environment.

The Main Street needs public gathering space such as a neighborhood plaza.

Public space is necessary for a cohesive neighborhood center. A safe community space will encourage social bonds and pride of place. Specifics on this are given in sub-section 3.4 on page 23.

Northern Section: Killingsworth Street

Consider zoning changes around the intersection of Killingsworth St and Cully Blvd to encourage pedestrians and community-serving businesses.

There is a critical lack of businesses catering to the needs of the diverse ethnic and cultural groups residing in the many affordable housing developments nearby. Rezoning should focus on small-scale development that could host businesses started by and for members of these communities. Existing commercial zoning has allowed for auto oriented development that does not promote a walkable environment.

Explore means to redevelop the Pink Marlin site.

The Pink Marlin has the potential to house businesses serving many local residents. Community members and leaders have expressed that the current use is neither desirable nor appropriate, and have begun to discuss how this location could serve the community. The property is valued at above a million dollars, which could be a deterrent for reuse and redevelopment. Nevertheless, it appears that the political will and community interest is there to change this site.

Central Section: Cully Blvd between Prescott St and Killingsworth St

Consider rezoning to a commercial zoning designation that accommodates existing businesses and creates potential to expand upon them into a new commercial cluster.

The abundance of non-conforming uses between Alberta St and Going St indicates a lack of designated commercial space. This is illustrated by the presence of the two tiendas and two auto body shops. Rezoning should focus on designations that bring these uses into conformance while creating potential for community-serving redevelopment.
Southern Section: Five Corners and Cully Blvd south of Prescott St

Explore the potential for re-zoning five corners to encourage pedestrian-oriented development.

Currently uses in this area are mainly auto-oriented commercial developments that do not encourage people to walk around and experience a Main Street.

Consider rezoning Cully Blvd between Skidmore St and Failing St to a commercial designation that allows for existing uses while encouraging an improved Main Street environment.

The abundance of non-conforming auto repair businesses along this stretch of the Main Street indicates a need to rezone the area. The process should also consider the need for more pedestrian-oriented uses to locate along this stretch of the Main Street.

<table>
<thead>
<tr>
<th>Commercial Rezoning Alternatives for the Main Street Area</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Pros</strong></td>
</tr>
<tr>
<td>Neighborhood Commercial 1 (CN1)</td>
</tr>
<tr>
<td>Mixed Use Commercial (CM)</td>
</tr>
<tr>
<td>Commercial Storefront (CS)</td>
</tr>
<tr>
<td>General Commercial (CG)</td>
</tr>
</tbody>
</table>

For more detailed information on commercial re-zoning alternatives, refer to Appendix D: Commercial Zoning and Appendix H: Land Use and Development Standards.
3. Urban Design

Urban design can be defined as the intersection of architecture and infrastructure. We think of Cully’s neighborhood architecture as the area’s typical building uses and forms. Cully’s infrastructure reflects the division of unbuilt space into roadways, parks and utilities. Architecture generally belongs to the private realm, while infrastructure is mostly public. Good design builds a relationship between the public and private sphere that expresses itself in a comfortable and easily navigated environment. Familiar examples of well-designed places might include the downtown Transit Mall, 72nd Avenue in Roseway, downtown Saint Johns or the Alameda commercial district on NE Fremont St. The Urban Design component of this project has therefore examined how to enhance individuals’ experiences on the Main Street area of Cully Boulevard and Killingsworth Street through improved infrastructure and public spaces.

3.1 Related Tasks

Overview

To gain an understanding of local urban design conditions, we gathered information on both the past and present of the neighborhood. This information was taken from documents and pictures, our personal experiences in the Cully neighborhood, and communication with local residents and stakeholders. The following is a list of specific tasks directly informed our findings.

Background Research

- Examined historical pictures and newspaper articles about Cully at the Oregon Historical Society.
- Read 2008 Cully/Concordia Community Assessment and earlier plans for the neighborhood (see Appendix C).
- Discussed PBOT’s Cully Boulevard Improvements Project with Winston Sandino, project manager at the Portland Bureau of Transportation.
- Examined local maps, including aerial photos produced by Metro, publicly-available street maps and property and zoning maps produced by BPS.
- Read design theory and Main Street plans for comparable places, to learn about what has worked elsewhere and could be adapted to Cully (see Appendix I: Bibliography).

Field Work

- Informal walks along Cully Blvd, Killingsworth St and through the neighborhood from January to March. Informal meetings in the neighborhood before and after our Land Use Inventory.
- Took over 600 pictures of architecture and infrastructure on and near Cully Blvd, Killingsworth St, 60th Ave, 72nd Ave, Prescott St and Alberta St.

Public Involvement

- Discussed design improvements and changes with our Community Advisory Committee (CAC).
- At the public workshop, held exercises related to urban design issues asking:
  * What is the center of the neighborhood?
  * What new street design elements would be appealing to the community?
  * Are you interested in a community gathering space, and what elements should this space include?
  * Which local streets most need improvements, and what types of improvements are most important?
- Asked similar questions in our on-line survey of adults and paper survey of eighth-graders at Madison High School.
3.2 Findings

Neighborhood Structure

Two nodes lie at the center of the neighborhood: Five Corners and the intersection of Cully Blvd and Killingsworth St.

These are the largest intersections in the neighborhood. Zoning maps place both at the center of a gradient of desired land uses ranging from commercial at the center to multifamily housing to single-family housing (see maps in Section 2 - Land Use). In practice, Five Corners is the main commercial center, while Cully & Killingsworth is at the center of the largely Latino residential community served by Hacienda Community Development Corporation.

Both nodes were identified as neighborhood centers at our public workshop and in surveys. Though most respondents identified primarily with Five Corners, youth survey respondents and Latino community members at the workshop often opted for Cully & Killingsworth.

Different parts of the Main Street have distinct visual identities and neighborhood functions.

There is a clear distinction between areas south and north of Five Corners on Cully Blvd. To the south, the roadway is over 60 ft wide, with sidewalks and bike lanes. Commercial buildings front the street, and businesses range from auto body shops to a mini-mart, a hair salon, bars and appliance stores.

To the north, the road shrinks to two lanes and a bike lane. Trees and expansive vegetation grow in yards near the road. Buildings consist of houses and sheds set back more than 20 ft, and the only businesses are two auto body shops and tiendas.

Killingsworth St has a different character from either section of Cully Blvd. It shares the wide road and open feel of the area south of Five Corners, but is mostly bordered by residential uses. These range from manufactured home parks to apartment buildings to small and large houses.
Neighborhood Structure - cont’d

The actual “Main Street” extends beyond the boundaries designated in Metro’s Region 2040 Plan.

Although Region 2040 does not count them, several areas directly adjacent areas should not be separated from the Main Street for planning purposes. The most important among these are:

- Cully Boulevard south of Mason Street, which is a direct extension of the blocks to the north. The real cut-off happens where 57th Avenue turns into Cully Boulevard.

- Killingsworth Street directly west of Cully Boulevard. This stretch has high traffic, businesses and large amounts of multifamily housing, continuing the conditions at the intersection of Cully & Killingsworth.

60th Avenue is a critical link connecting different parts of the Main Street and the neighborhood.

60th Ave carries heavy traffic as a conduit from Columbia Blvd, Portland Hwy, Killingsworth St and the northern end of the Cully neighborhood to the Five Corners intersection. Because of its central position in the neighborhood and the bus stops located at Five Corners and at 60th & Killingsworth, it also attracts many pedestrians. Nevertheless, it lacks any traffic signals, sidewalks or crosswalks.

Online survey respondents and public workshop attendees both identified 60th Avenue as needing improvements more often than any other street.
Infrastructure Issues

- Unimproved or Gravel Streets
- Sidewalks
- Northern Section
- Central Section
- Southern Section
Neighborhood Image and Infrastructure

The neighborhood has traditionally cherished its semi-rural image, but is now urbanizing so much that preserving that image at the cost of leaving infrastructure unimproved is no longer viable.

For many years, Cully residents resisted infrastructure improvements in order to restrict urban development and keep the area somewhat rural. Residential lots were required to be larger than the Portland average specifically so that densities would remain low and infrastructure would not be needed.

Despite this, Cully’s population has grown steadily thanks to its affordability and relatively close-in location. Although Cully retains a laid-back feel, almost all lots are somewhat developed and the area is surrounded by urban land on all sides. Sub-standard streets and sewers struggle to serve a population of over 14,000 residents. Responses from our public workshop and surveys indicate that there is now a recognition from much of the Cully community that certain improvements need to be made.

There is a chronic lack of infrastructure coordination on the Main Street.

Throughout the length of the Main Street, sidewalks and curbs appear and disappear and crosswalks are essentially absent. Sewers exist in some areas but not others, and there is no consistent way to tell where property lines fall and the street begins. Some of these infrastructure inconsistencies may be due to incorrect public records concerning property ownership. We found several locations where streets exist in reality but not on property maps, or unimproved streets have become obstructed or encroached upon by neighboring owners or tenants.

Many local streets are unpaved, and there are virtually no sidewalks. Lack of pedestrian comfort and safety is one of the primary impediments to Main Street access and development.
Public Space, Design Elements and Community Priorities

There is strong support for multiple forms of public green space and gathering space in the center of the neighborhood.

Nearly every member of the public we reached expressed a strong interest in new public space on or near the Cully Main Street. However, different elements of our public involvement process showed a variety of desires for the uses of such space.

Opinions gathered at our public workshop indicated that there was consensus backing for the idea of a public plaza at the center of the neighborhood. However, online survey respondents were primarily interested in park-type public space, with nearly all respondents indicating that they wanted “trees and vegetation” as well as a “farmers/community market” on a hypothetical plaza.

Youth survey responses were more divided, though the most frequently mentioned desired element was for “event space”. This mirrors the finding of the Cully/Concordia Community Assessment that there is a lack of activities for children and youth in the area.

There is a strong desire for improved pedestrian amenities and better neighborhood walkability.

This is indicated by responses to our online survey, where 46 of 53 respondents identified “pedestrian amenities” as one of the elements they would “most like to see along the Cully Main Street”.

In addition, workshop responses to the exercise on street improvements yielded a large number of comments on the lack of sidewalks and crosswalks, the need for simple street pavement so that children would not walk in the mud, and the potential for lower-impact pedestrian treatments more reflective of Cully’s laid-back character.

The PBOT Cully Boulevard Improvements Project will bring striking changes to Cully Boulevard between Prescott and Killingsworth streets.

This area, which is currently the least developed stretch of the Main Street, will be reborn as a “green street”. The entire 80 foot right-of-way will be incorporated in the new design, which will incorporate sidewalks, bioswales, on-street parking and a protected bicycle track, in addition to the existing two-lane roadway. There are also plans to fully signalize the Five Corners intersection (see Appendix C).
Inspiration for public spaces (1): Jamison Square in the Pearl District combines a hardscaped surface, water elements, event space and greenery.

Inspiration for public spaces (2): Laurelwood Park at SE Holgate Blvd & SE Foster Rd makes use of a small triangular area similar to what is found on Cully Blvd.

Cross-section of Cully Blvd between Prescott St and Emerson St (Central Section) after the Cully Boulevard Improvements Project is completed. (Source: PBOT)
3.3 Recommendations

Create new public spaces at both Five Corners and the intersection of Cully Blvd and Killingsworth St.

Both nodes are critical to the success of the Main Street. Public space at these intersections will tie together the different sections of the Main Street, and bring multiple places for community members of all backgrounds to mingle. Given the limited available space at either intersection, creating two smaller spaces rather than one central plaza or park would allow for different uses at the different nodes. Based on the wishes expressed by community members and our evaluation of existing assets at the, we would recommend:

- A mixed green/hard space incorporating park benches, resting places and greenery with a mercado or small food/farm stands at Cully & Killingsworth Street
- A larger space with room for bigger trees, a neighborhood gateway element, and occasional large community-wide events at the Five Corners intersection

Both spaces should seek to combine the concept of the hardscaped plaza with that of the pocket park.

Extend full-service pedestrian and bicycle infrastructure to cover all of Cully Blvd from Failing St to Killingsworth St and Killingsworth St from 60th Ave to 72nd Ave.

The PBOT Cully Boulevard Improvements Project will bring very visible changes to the central part of the Main Street, between Five Corners and the intersection of Cully Blvd and Killingsworth St. These changes will improve safety for all users while making the street a showcase in Portland.

Overall, the community seems eager for the improvements. Those familiar with the Cully Boulevard Improvements Project expressed the wish for similar improvements to be extended to the rest of Cully Boulevard. However, this project was largely made possible by federal grant money, and will be hard to reproduce entirely.

Nevertheless, small but significant improvements can be made to help improve the consistency and quality of the Main Street environment, and improve pedestrian, bicycle and traffic safety. These are listed here in order of importance:

Cully Boulevard south of Five Corners:
1. Add crosswalks and pedestrian islands at all street crossings.
2. Re-stripe Cully Blvd for narrower traffic and middle turn lanes, and use the added space to make wider sidewalks.
3. Move and widen bike lanes to the outside of on-street parking, continuing the “cycle track” feel.
4. Add a landscaped median in places where there are no turnoffs.

Killingsworth Street from 60th Ave to 72nd Ave:
1. Add marked crosswalks and pedestrian islands near 62nd Ave, 64th Ave, 65th Ave/Clara Vista entrance.
2. Add a pedestrian-activated crossing signal at 64th Ave.
3. Pave all sidewalks to ADA standards.
4. Move and widen bike lanes to the outside of on-street parking, continuing the “cycle track” feel.
5. Add a landscaped median in places where there are no turnoffs.

Make improvements to neighborhood streets that provide access to the Main Street and nearby community institutions.

We have drawn up a prioritized list of improvements to local streets. Its order is based on the number of community comments we received at the public workshop and in our surveys, and the urgency of these comments. Where appropriate, we have added suggestions for alternative treatments that could achieve similar results.
Urban Design - cont’d

For street improvements, the focus should be on gradual adaptive changes, and alternative treatments should be considered that can achieve similar results but are more place-appropriate, cost-effective and ecologically friendly.

This is important because of the unique character of the Cully neighborhood. Because of its unique street configuration, Cully will remain distinct from other neighborhoods in inner Northeast, and the community has expressed the desire to maintain this distinctness on many occasions. Therefore, the best improvements are those with the highest improvement in service combined with the lowest visual impact. For example, it may be enough to add a sidewalk to an unpaved street without paving the roadway, or vice versa.

Looking to the future, mobilize property owners, developers, businesses and the community at large to look out for opportunities to add “great street” design elements along Cully Blvd.

This could include finding ways to add more trees, planters, garbage cans, public art, improved street signage, lighting and wayfinding elements. Such elements could be placed on public or private property, and do not necessarily need to fit into a cohesive structure, so long as the environment as a whole is consistently walkable and comfortable.

<table>
<thead>
<tr>
<th>Order</th>
<th>Street</th>
<th>Stretch</th>
<th>User Groups</th>
<th>Improvements</th>
<th>TSP Designations</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>60th Ave</td>
<td>Cully Blvd to Killingworth</td>
<td>Pedestrians, Bicyclists</td>
<td>Sidewalks, Crosswalks, Traffic Calming</td>
<td>Community Transit St, City Walkway</td>
</tr>
<tr>
<td>2</td>
<td>60th Ave</td>
<td>Killingworth St to Portland Hwy</td>
<td>Pedestrians, Bicyclists</td>
<td>Sidewalks, Crosswalks, Traffic Calming</td>
<td>City Walkway, City Bikeway</td>
</tr>
<tr>
<td>3</td>
<td>72nd Ave</td>
<td>Prescott St to Killingworth St</td>
<td>Pedestrians, Bicyclists</td>
<td>Sidewalks, Bike Lanes</td>
<td>City Walkway, City Bikeway</td>
</tr>
<tr>
<td>4</td>
<td>72nd Ave</td>
<td>Killingworth St to Thomas Cully Park</td>
<td>Pedestrians, Bicyclists</td>
<td>Sidewalks, Bike Lanes</td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>Prescott St</td>
<td>52nd Ave to Cully Blvd</td>
<td>Pedestrians, Bicyclists</td>
<td>Consistent Sidewalks, Bike Lanes</td>
<td>Neighborhood Collector, Transit Access St, City Walkway, City Bikeway</td>
</tr>
<tr>
<td>6</td>
<td>Prescott St</td>
<td>Cully Blvd to 72nd Ave</td>
<td>Bicyclists, Pedestrians</td>
<td>Bike Lanes, Wider Sidewalks</td>
<td>Neighborhood Collector, Transit Access St, City Walkway, City Bikeway</td>
</tr>
<tr>
<td>7</td>
<td>Going/52nd</td>
<td>Intersection with Cully Blvd</td>
<td>All</td>
<td>Pavement, Crosswalks, Markings to indicate proper traffic pattern</td>
<td></td>
</tr>
<tr>
<td>8</td>
<td>70th Ave</td>
<td>Prescott St to Killingworth St</td>
<td>Pedestrians</td>
<td>Sidewalks and/or pavement</td>
<td></td>
</tr>
<tr>
<td>9</td>
<td>Alberta St</td>
<td>52nd Ave to Cully Blvd</td>
<td>Bicyclists, Pedestrians</td>
<td>Traffic Calming, Bike Boulevard</td>
<td></td>
</tr>
<tr>
<td>10</td>
<td>Alberta St</td>
<td>Cully Blvd to 72nd Ave</td>
<td>Bicyclists, Pedestrians</td>
<td>Traffic Calming, Bike Boulevard</td>
<td></td>
</tr>
<tr>
<td>11</td>
<td>57th Ave</td>
<td>Fremont to Falling</td>
<td>Pedestrians</td>
<td>Wider Sidewalk</td>
<td>Neighborhood Collector, Transit Access St, City Walkway, City Bikeway, Community Corridor</td>
</tr>
<tr>
<td>12</td>
<td>62nd Ave</td>
<td>All north of Cully Boulevard</td>
<td>All</td>
<td>Pavement, Sidewalks, throughway from Emerson to Killingworth</td>
<td></td>
</tr>
<tr>
<td>13</td>
<td>64th Ave</td>
<td>Prescott St to Wygant St</td>
<td>Pedestrians, Bicyclists</td>
<td>Pavement, Sidewalks</td>
<td></td>
</tr>
<tr>
<td>14</td>
<td>66th Ave</td>
<td>Prescott St to Summer St</td>
<td>All</td>
<td>Pavement, Sidewalks</td>
<td></td>
</tr>
<tr>
<td>15</td>
<td>66th Ave</td>
<td>Prescott St to Summer St</td>
<td>All</td>
<td>Pavement, Sidewalks</td>
<td></td>
</tr>
</tbody>
</table>

TSP: City of Portland Transportation System Plan. TSP Designations reflect city policy to improve and maintain streets to certain standards.
4. Local Business Development

4.1 Overview and Issues

Cully has a limited supply of commercially-zoned land. Only 3% of the neighborhood is designated for commercial use, compared to 7% city-wide. In terms of neighborhood-serving retail businesses, Cully has its needs met in some areas but not others.

The Five Corners intersection has a full service grocery store and a large pharmacy. The neighborhood is also home to several tiendas and taquerias that help to diversify the range of businesses in the area. However, there is no active Business Association in the Cully area, and thus there is a lack of unified voice for current and potential business owners.

In the 2008 Cully/Concordia Community Assessment, residents expressed an interest in increasing the number of family-serving establishments in the area, and reducing the number of bars, strip clubs and liquor stores.

The Local Business Development component of the Cully Main Street Plan explores the community’s needs and desires, identifies challenges and barriers, and provides recommendations for business development resources that might benefit the Cully Main Street.

Opportunities for new local business development in the area will depend both on zoning changes and on the availability of business planning resources for those interested in starting a business. For more information on zoning and land use issues, see Section 2 – Land Use.
4.2 Tasks and Approach

We gathered quantitative data on local retail needs through a market analysis, while a two-phase public input provided a wealth of qualitative information.

Market Analysis

The retail market analysis examined the areas within a half-mile and 1-mile distance from three key intersections along the Cully Main Street. The ESRI Business Analyst tool at the Bureau of Planning and Sustainability estimated total demand and supply for a range of retail goods in this area, based on information from the U.S. Census and the InfoUSA marketing database. This gave us a measure of how well local businesses are capturing local spending. We then used this information to produce estimates of the numbers and categories of new businesses that the neighborhood could support.

Public Input

The first phase of public input involved asking community members what businesses they would like to see in the neighborhood and what challenges exist to current and potential businesses. This was achieved through public input received at our public workshop held on April 22nd, a focus group with Vecinos en Alerta (a neighborhood organization based out of the Clara Vista Housing development at NE Cully and Killingsworth), interviews with local business owners and would-be entrepreneurs, and our community-wide online survey.

The second phase involved compiling a list of local business development resources that could be useful for the Cully neighborhood. This was achieved by conducting interviews with several local organizations about what services they provide, and highlighting those services that are applicable to Cully. These resources are available in Appendix B.
4.3 Market Analysis

Description

This analysis identifies needs and potential for various retail sectors in the Main Street area. The loss of retail sales that occurs when people leave the area to shop is referred to as retail leakage. Conversely, if sales within the area exceed what can be generated locally, there is a retail surplus. Leakage in a given market sector suggests opportunities for more businesses. A surplus indicates that there are probably already as many businesses of that type as the area can support.

In this retail analysis, we emphasized retailers that provide goods and services purchased on a regular basis. These businesses include places like grocery stores, convenience stores, coffee shops, drug stores, dry cleaners, video rental stores and hair salons. These neighborhood retailers tend to serve small areas. Their customer base is comprised primarily of neighborhood residents and local workers.

<table>
<thead>
<tr>
<th>NAICS* Category</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>4422</td>
<td>Home Furnishings Stores</td>
</tr>
<tr>
<td>4441</td>
<td>Building Materials (Hardware)</td>
</tr>
<tr>
<td>4451</td>
<td>Grocery Stores</td>
</tr>
<tr>
<td>4452</td>
<td>Specialty Food Stores</td>
</tr>
<tr>
<td>446</td>
<td>Health &amp; Beauty</td>
</tr>
<tr>
<td>4481</td>
<td>Clothing Stores</td>
</tr>
<tr>
<td>4482</td>
<td>Shoe Stores</td>
</tr>
<tr>
<td>4511</td>
<td>Hobby Stores</td>
</tr>
<tr>
<td>4512</td>
<td>Book and Music Stores</td>
</tr>
<tr>
<td>4531</td>
<td>Florists</td>
</tr>
<tr>
<td>4532</td>
<td>Office Supplies, Gift Stores</td>
</tr>
<tr>
<td>7221</td>
<td>Full-Service Restaurants</td>
</tr>
<tr>
<td>7222</td>
<td>Ltd-Service Restaurants</td>
</tr>
</tbody>
</table>

*NAICS: North American Industry Classification System
**Findings**

There is local demand for all sectors included in this study.

The highest demand is for everyday sectors like groceries, restaurants and clothing. Some more specialized sectors such as florists and shoe stores show less potential, but overall most sectors have fairly healthy demand.

There is a severely limited supply of retail on and near the Main Street.

There are no known sales in the immediate area from five of the thirteen sectors examined, including high-demand sectors like clothing and department stores. Although there are some sales in all neighborhood retail sectors in the 1-mile area, the home furnishings, bookstore and hobby store sectors all have demand estimated at over $1 million yet generate less than $800,000 in sales.

Seven retail sectors have high unfulfilled sales potential.

These include limited-service restaurants, clothing stores, hardware, health and personal, and home furnishings stores. These sectors each have unfulfilled sales over $1 million in the 1-mile area, and 3 of the 5 lose over 50% of potential sales to local residents to businesses located in other geographic areas.
Local Business Development - cont’d

This implies that there is room in the market for new retail businesses to succeed if they can establish themselves on the Main Street.

We used figures on average sales per business based on the market analysis data and on figures used by the Urban Land Institute to form an estimate of the number of additional businesses we believe could be supported by the 1-mile market in the Main Street area. According to this analysis, there is potential for new businesses in at least 12 neighborhood-serving retail sectors.

The highest market potential for new businesses appears to be in limited-service restaurants, clothing stores, electronics and appliance stores, and building materials and supplies.

<table>
<thead>
<tr>
<th>Estimated Potential New Main Street Businesses by Retail Sector</th>
<th>Low</th>
<th>High</th>
</tr>
</thead>
<tbody>
<tr>
<td>Limited-Service Restaurants</td>
<td>3</td>
<td>8</td>
</tr>
<tr>
<td>Clothing Stores</td>
<td>2</td>
<td>5</td>
</tr>
<tr>
<td>Building Materials (Hardware)</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td>Health &amp; Personal Care</td>
<td>1</td>
<td>4</td>
</tr>
<tr>
<td>Home Furnishings Stores</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Sporting Goods/Hobby Stores</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Full-Service Restaurants</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Florists</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Grocery Stores</td>
<td>0</td>
<td>1</td>
</tr>
</tbody>
</table>

*) According to ESRI Business Analyst’s Retail Market Analysis figures

<table>
<thead>
<tr>
<th>Average Sales per Business*</th>
<th>Retail Sector</th>
<th>1 Mile Area</th>
<th>Citywide</th>
</tr>
</thead>
<tbody>
<tr>
<td>Home Furnishings</td>
<td>$ 396,133</td>
<td>$ 879,201</td>
<td></td>
</tr>
<tr>
<td>Building Materials</td>
<td>$ 474,352</td>
<td>$ 575,169</td>
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</tr>
<tr>
<td>Grocery Stores</td>
<td>$ 5,619,203</td>
<td>$ 3,163,382</td>
<td></td>
</tr>
<tr>
<td>Specialty Food</td>
<td>$ 316,891</td>
<td>$ 248,070</td>
<td></td>
</tr>
<tr>
<td>Health &amp; Beauty</td>
<td>$ 594,174</td>
<td>$ 890,321</td>
<td></td>
</tr>
<tr>
<td>Clothing Stores</td>
<td>$ 105,264</td>
<td>$ 930,798</td>
<td></td>
</tr>
<tr>
<td>Shoe Stores</td>
<td>N/A</td>
<td>$ 756,017</td>
<td></td>
</tr>
<tr>
<td>Hobby Stores</td>
<td>$ 188,402</td>
<td>$ 426,495</td>
<td></td>
</tr>
<tr>
<td>Books and Music</td>
<td>$ 383,570</td>
<td>$ 1,039,311</td>
<td></td>
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<tr>
<td>Florists</td>
<td>$ 81,526</td>
<td>$ 87,018</td>
<td></td>
</tr>
<tr>
<td>Office Supplies, Gifts</td>
<td>$ 430,094</td>
<td>$ 352,328</td>
<td></td>
</tr>
<tr>
<td>Restaurants</td>
<td>$ 338,705</td>
<td>$ 455,691</td>
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<tr>
<td>Ltd-Service Restaurants</td>
<td>$ 439,707</td>
<td>$ 952,133</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Avg. Needed Sales according to ULI*</th>
<th>Retail Sector</th>
<th>ULI proxy category</th>
<th>Sales per sq.ft</th>
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<tbody>
<tr>
<td>Home Furnishings</td>
<td>F-01</td>
<td>$ 161.41</td>
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<td>Building Materials</td>
<td>S-99</td>
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<tr>
<td>Grocery Stores</td>
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<tr>
<td>Specialty Food</td>
<td>B-11</td>
<td>$ 353.64</td>
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<tr>
<td>Health &amp; Beauty</td>
<td>S-09</td>
<td>$ 214.44</td>
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</tr>
<tr>
<td>Clothing Stores</td>
<td>D-02</td>
<td>$ 209.61</td>
<td></td>
</tr>
<tr>
<td>Shoe Stores</td>
<td>E-01</td>
<td>$ 122.96</td>
<td></td>
</tr>
<tr>
<td>Hobby Stores</td>
<td>S-99</td>
<td>$ 146.14</td>
<td></td>
</tr>
<tr>
<td>Books and Music</td>
<td>N-03</td>
<td>$ 182.32</td>
<td></td>
</tr>
<tr>
<td>Florists</td>
<td>S-04</td>
<td>$ 163.43</td>
<td></td>
</tr>
<tr>
<td>Office Supplies, Gifts</td>
<td>N-03</td>
<td>$ 182.32</td>
<td></td>
</tr>
<tr>
<td>Restaurants</td>
<td>C-02</td>
<td>$ 273.31</td>
<td></td>
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<tr>
<td>Ltd-Service Restaurants</td>
<td>C-01</td>
<td>$ 194.16</td>
<td></td>
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</tbody>
</table>

4.4 Community and Expert Input

Interviews and Focus Group

Interviews and a focus group were conducted with local business owners, community members interested in starting a business, and economic development professionals. The input received at these sessions highlighted that the barriers to establishing and maintaining a local business in Cully are varied. The most significant barriers mentioned were lack of building and commercial space, poor accessibility to the Main Street, negative perception of the neighborhood caused by crime and safety issues, and the lack of a supportive business community.

Economic development professionals helped to highlight local services and opportunities that could assist and promote local business development in Cully. These recommendations included the potential for development of a neighborhood-serving commercial marketplace at the North end of the Main Street, the need for coordinated efforts in business development strategies, and benefits that could be gained through the establishment of a neighborhood Business Association.

Many services offered by the Portland Development Commission (PDC) could assist Cully in the development of improved commercial business spaces. Some of these programs are only available to businesses located within an Urban Renewal Area (URA) and others are available city-wide. A list of these programs is provided on page 32.

Although Cully is not located in a URA, this may be the case in the future. Nearby non-URA areas receiving PDC storefront improvement assistance include the International District on Sandy Blvd between 57th Ave and 82nd Ave. PDC’s storefront improvement grants are available city-wide on a first come, first serve basis.

Workshop and Survey

We asked questions at the public workshop and on both the online and youth surveys with regards to business development. These included:

- What Cully businesses do you go to at least twice a month?
- What businesses outside of Cully do you go to at least twice a month?
- What are the kinds of businesses and services you would like to see added to Cully?
- What types of programs do you think would most help new and existing businesses succeed in Cully?

Adults and youth differed slightly in terms of services and businesses they would like to see on the Main Street. From the online survey, the top three requested businesses were restaurants, cafes, and small grocery stores. The youth’s top three requests were retail, recreation (movie theaters, swimming pools, art classes, etc), and restaurants.

For needed business improvements, the top three services selected in the online survey were storefront improvement grants, improved safety and crime prevention, and start up loans. The youth and public workshop participants were not asked this specific question.
Public Input Findings

- **Lack of commercial space** is the most salient limitation to new local business development in Cully.

- There is **lack of identification with a common business district** or unified mission.

- Many **commercial buildings lack identifiable or distinguished storefronts**.

- **Poor neighborhood accessibility to the Main Street** is a major barrier to the establishment of additional businesses on the Cully Blvd. This is discussed in more detail in Section 3 - Urban Design.

- There is a **strongly expressed community desire for more neighborhood-serving commercial establishments**. Restaurants, small retail, cafes and grocery stores are amongst the most frequently requested.

- There is a need for business development improvements and services. The most popular of these from the online survey were **storefront improvement grants**, **improved safety and crime prevention**, and **start up loans for new businesses**.
<table>
<thead>
<tr>
<th>Portland Development Commission Business Services Summary</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>PDC Program</strong></td>
</tr>
<tr>
<td><strong>Main Street Program</strong></td>
</tr>
<tr>
<td><strong>Development Opportunity Services Grant (DOS)</strong></td>
</tr>
</tbody>
</table>
| **Commercial Property Redevelopment Loan Program** | Provides loans to assist with redevelopment, new development and tenant improvements that encourage property revitalization and wealth creation. Funds can be used for:  
- development feasibility analysis  
- property acquisition associated with a redevelopment project  
- environmental analysis and remediation  
- seismic and tenant improvements and other construction costs  
- public infrastructure improvements related to a development project. | Yes |
| **Storefront Improvements Grant** | Provides cash grants and technical assistance to business and property owners to make improvements to their storefronts. Recipients can use funds for a variety of improvements, ranging from repainting to purchase of new windows and awnings. | No |
| **Retail Retention and Improvements Loan Program** | Provides loans to retail property owners and lessees in order to:  
- attract new destination retailers  
- attract key retailers to commercial corridors  
- outside the downtown area  
- retain existing key retailers to a retail area  
- infill or improve the quality of retailers at catalytic locations | Yes |
4.5 Recommendations

Develop a community-serving marketplace and commercial hub for the north end of the Main Street.

Hacienda CDC, NAYA, the Cully Association of Neighbors and other interested community groups should continue to work together to create a strategy for development of a neighborhood serving marketplace near the intersection of Cully Blvd and Killingsworth St.

This could provide an anchor on the north end of the Main Street serving community members and attracting others to the area. This is the section of the Main Street with the highest housing density and most new housing developments. Their continuing growth indicates local needs will also continue to grow.

This could be a mixed commercial development offering opportunities for additional small vendors and restaurants to establish themselves in the Cully Neighborhood.

Pursue the establishment of a Farmers/Community market for Cully.

Farmers and Community Markets allow for temporary commercial activity that adds vibrancy and opportunities for local small business development. Cully has many privately-owned vacant or lightly used lots that could host community market space, until a new permanent community marketplace can serve as an ongoing venue for small, start up, and local businesses.

Community members could become involved by organizing a committee to look into options and negotiate with owners for temporary use of space. This could help establish a regular event that could then continue when a permanent community space is built (see subsections 2.4 and 3.3). The Oregon Farmers Market Association is a good resource for tips on how to start a market. Its website is at www.oregonfarmersmarkets.org.

Explore the development of a Business Association for the Cully neighborhood.

Business Associations help to maintain healthy and vibrant commercial districts by allowing an established voice to issues concerning businesses at a neighborhood level. Portland is home to many active business associations who often work hand-in-hand with neighborhood associations on joint projects such as murals, neighborhood clean ups, community gardens, monthly district “nights” and the promotion and protection of neighborhood assets.

One benefit of establishing a Business Association in Cully would be the creation of a venue for discussion and development of the Main Street. A Business Association could also help to attract and promote local business, develop themes and cultural events, and add an additional avenue for political participation representing the neighborhood's interests.

A Business Association could also help provide mentorship, training and resources that assist small business development and create a mutually supportive commercial district. Once a Business Association is established, it can apply for grants and funding from agencies such as PDC.

Expand and support existing businesses in the Central section of the Main Street.

A small commercial node has emerged in the center section of the Main Street between Going St and Alberta St. This area is currently home to two Latino markets which serve local residents. Since this is an area where many buildings are dilapidated, there is good potential for redevelopment adjacent to these businesses. This can be achieved by changing the zoning to allow for the development of commercial businesses (see subsection 2.4 in Land Use), pursuing storefront developments that can add to the already vital local mix, and by supporting local small business development through loans and supportive services.

Expand the relationship between the Portland Development Commission’s activities and the Cully Main Street Area.

The City of Portland and the Portland Development Commission (PDC) should take a more active role in supporting local business development and in the construction of new commercial buildings in the Cully Main Street Area. Currently, PDC’s redevelopment funding is largely dedicated to Urban Renewal Areas, but the city has set aside general funds for projects outside of URA districts. Cully could benefit from such public intervention because of the need for seed funding for redevelopment and commercial start-up loans that would otherwise be difficult to obtain. See page 32 for more details on PDC’s services to businesses.

Nevertheless, any increased local involvement on the part of the Portland Development Commission should be based on a collaborative planning effort between community members and active organizations such as Hacienda CDC, NAYA, Cully Association of Neighbors, current business owners and residents.
## Appendix A: Acronyms

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
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<tbody>
<tr>
<td>ADA</td>
<td>Americans with Disabilities Act</td>
</tr>
<tr>
<td>BPS</td>
<td>Portland Bureau of Planning and Sustainability</td>
</tr>
<tr>
<td>CAC</td>
<td>Community Advisory Committee</td>
</tr>
<tr>
<td>CAN</td>
<td>Cully Association of Neighbors</td>
</tr>
<tr>
<td>CBIP</td>
<td>Cully Boulevard Improvements Project</td>
</tr>
<tr>
<td>CCCA</td>
<td>Cully/Concordia Community Assessment</td>
</tr>
<tr>
<td>CCAP</td>
<td>Cully/Concordia Action Plan</td>
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<tr>
<td>CDC</td>
<td>Community Development Corporation</td>
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<tr>
<td>CG</td>
<td>General Commercial Zone</td>
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<tr>
<td>CM</td>
<td>Commercial Mixed Use Zone</td>
</tr>
<tr>
<td>CNN</td>
<td>Central Northeast Neighbors</td>
</tr>
<tr>
<td>ESRI</td>
<td>Environmental Systems Research, Inc.</td>
</tr>
<tr>
<td>GIS</td>
<td>Geographic Information Systems</td>
</tr>
<tr>
<td>LUI</td>
<td>Land Use Inventory</td>
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<tr>
<td>MURP</td>
<td>Master in Urban and Regional Planning</td>
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<tr>
<td>NAICS</td>
<td>North American Industry Classification System</td>
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<tr>
<td>NAYA</td>
<td>Native American Youth and Family Center</td>
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<tr>
<td>NC1</td>
<td>Neighborhood Commercial Zone 1</td>
</tr>
<tr>
<td>NC2</td>
<td>Neighborhood Commercial Zone 2</td>
</tr>
<tr>
<td>NE</td>
<td>Northeast</td>
</tr>
<tr>
<td>PBOT</td>
<td>Portland Bureau of Transportation</td>
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<tr>
<td>PDC</td>
<td>Portland Development Commission</td>
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<tr>
<td>PSU</td>
<td>Portland State University</td>
</tr>
<tr>
<td>R2</td>
<td>Residential Medium Density Zoning</td>
</tr>
<tr>
<td>R7</td>
<td>Residential Single Family Zoning</td>
</tr>
<tr>
<td>ULI</td>
<td>Urban Land Institute</td>
</tr>
<tr>
<td>URA</td>
<td>Urban Renewal Area</td>
</tr>
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</table>
Appendix B: History and Changes

Neighborhood History

The Cully neighborhood was named after one of the area’s early settlers, Thomas Cully. Thomas Cully was born in England in 1810 and settled on his Donation Land Claim farm in the Columbia Slough in 1846. Donation land claims were part of the Donation Land Act of 1850 meant to encourage settlement of the Pacific Northwest. The results brought many settlers on the Oregon Trail to the new territory. Thomas Cully was one of these, and brought with him a trade much needed at the time. Cully was a stonemason and built the first chimney in Oregon. Prior to this the area was historically inhabited by native tribes who used what is now known as Cully Blvd as a trail.

The Cully neighborhood has a history of being culturally diverse. Until the end of World War II the neighborhood was home to Italian truck gardens and Swiss-German dairy farms. Cully kept its rural feel with large lots and unpaved streets even after homes and businesses started being built in the 1950s during the post-war housing boom. Cully has also been known historically for its affordability. These characteristics of the neighborhood are still valued today and should continue to be an important factor to keep in mind when planning for the area.

In 1985 the Cully neighborhood was annexed into the City of Portland. There was considerable pushback from the community at the time. Many felt that this would bring about increased urbanization and higher taxes, ruining the rural feel of the area. City officials, however, felt the need for the area to be included in the city due to its proximity to downtown Portland. Prior to annexation, the area had been known variously as Cully-Parkrose, Rose City or Columbia Ridge. Incorporation into the city limits meant residents would face higher property taxes, but should in return receive improvements in infrastructure and amenities. Evidence of the unresolved issues of this period remain throughout the neighborhood in the form of unpaved roads, houses operating on septic systems rather than through city sewer connections, and relatively few sidewalks.

Today the neighborhood still boasts a diverse array of cultural backgrounds. According to the 2000 census Cully is the most ethnically diverse neighborhood in the city including Hispanic, Asian American, African American, Russian, Hmong, Native American and Somali communities. This diverse array of backgrounds offers a unique opportunity in Portland to promote the neighborhood in a special way by accentuating the things that make it unique.

Change Over Time

The Cully neighborhood is the most socially, economically and racially diverse neighborhood in Portland. It has also become a center for community-based development that offers affordable housing for minority and low-income community members, especially along Killingsworth St. Within the study area the population has steadily increased in size in the past nineteen years and is projected to continue to increase. While children and people of child-raising age make up the largest group in Cully, this is projected to slip in coming years, as older adults (age 45-64) account for a growing share of the area’s population. Steady growth indicates the potential for development opportunities and pressures thus the need to plan for future growth.

The neighborhood’s physical character has also changed. The portion of Cully Blvd north of Prescott St is distinctly different from the southern portion. Areas south of Prescott are urbanized and consist of primarily multifamily zoning, have sidewalks and include business of varying sizes. In addition there are bicycle lanes, clear lines separating public and private property, and some consistency in storefront designs. Areas north of Prescott are zoned for residential use, but several businesses have nonetheless emerged in recent decades. The lines between public and private land are not clearly delineated, most of this area currently does not have sidewalks, and pedestrian pathways have consequently been created through patches of gravel, mud, and trampled grass. The northern edge of the study area consists of almost exclusively industrial properties.
Appendix C: Relevant Past and Present Plans

**Cully-Parkrose Community Plan**

**Date:** 1986  
**Agency:** Bureau of Planning

This plan was completed in 1986, after the neighborhood was annexed into the City of Portland. The plan considers Cully Boulevard as a major commercial area and recognizes the commercial nodes at Cully & Killingsworth and Cully & Prescott. It identifies 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 plan revealed that community members liked the country character of the neighborhood and were worried that street improvements and sewer improvements would change that. It also revealed that crime was a concern, that Cully is underserved by TriMet, and that most community members use the auto as their main mode of transportation. In addition, community members were concerned about the number of bars and strip clubs in the area.

Ideas generated in the plan include a gateway to the neighborhood at Cully & Prescott intersection, a neighborhood commercial center to be located at the intersection of Cully Boulevard & Prescott Street, and land use objectives that included restricting commercial zone changes to mixed use designations that require street-facing storefronts.

**Cully/Concordia Community Assessment**

**Date:** 2008  
**Agency:** Bureau of Planning (BPS)

This report characterized and updated information about the Cully and Concordia neighborhoods looking at physical, economic and social conditions, especially from the perspective of the needs of families and children.

The assessment reported that Cully has become a center for community-based development, but 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.

In addition the report included a lot of public input 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 fact-finding and public outreach process. 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 addressing the issues and desires that were revealed through the assessment.

Both the Assessment report and Action Plan were endorsed by Portland City Council in November 2008. The City and community partners are currently engaged in Action Plan implementation, of which this Main Street plan is a part.
Appendix C

Thomas Cully Park Master Plan

Date: 2008
Agency: Portland Parks and Recreation

The Thomas Cully Park Master Plan was adopted by Portland City Council and proposes a general concept map of park amenities 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

Much of Cully Boulevard still does not have sidewalks and street improvements. This project is working with an 80 ft right-of-way on Cully Blvd from Prescott St to Emerson St. This federally and locally funded plan incorporates improvements such as a sidewalk, cycle track, bioswales, street trees, curb cuts, pedestrian crossings and street parking along Cully. In addition the Five Corners intersection will be signalized in order to increase safety for pedestrians, bikes and drivers. The project is slated to start in summer 2009 and should be completed in Fall 2010. See pages 39-41 for more information on the CBIP.

Portland Transportation Systems Plan

Date: 2004
Agency: Portland Bureau of Transportation

This plan highlights the future of transportation in the Portland in a 20 year plan for improvements. The goal of the TSP is to provide guidelines, policies and transportation options for residents, employees, visitors and firms doing business in Portland. The TSP is the transportation element of the City of Portland’s Comprehensive Plan.

Region 2040 Growth Concept

Date: 1994, with ongoing amendments
Agency: Metro

Metro’s 2040 growth concept map is a regional land use and transportation framework plan that designated centers and corridors as places for mixed-use development and accommodation of job and population growth. It designates Cully Boulevard as a Regional Main Street and Corridor.

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.

Portland Comprehensive Plan

Date: 1980, with ongoing amendments
Agency: Portland Bureau of Planning

This plan guides future growth and development in the city. It includes the current adopted land use plan for the City of Portland and associated goals and policies. The state definition of “comprehensive plan” is: a generalized, coordinated land use map and policy statement of the governing body of local government that interrelates all functional and natural systems and activities relating to the use of lands including but not limited to sewer and water systems, transportation systems, educational facilities, recreational facilities, and natural resources and air and water quality management programs.
The following graphic represents the state of design for the CBIP as of late April 2009. This graphic was presented at our public workshop for reference. To the best of our knowledge, it is not final, though it does represent a fairly advanced stage of design work.

On this graphic, an aerial photograph of Cully Boulevard from Prescott St to Emerson St underlays CAD drawings showing proposed improvements. Light blue is used to denote sidewalks, dark blue to denote the cycle track, and green areas will be planters and bioswales used for stormwater capture. Accommodations for driveways and roadway markings are in orange and red.

The following pages contain a series of graphics that were used in the CBIP process and help to illustrate that project.
Existing Transportation Information

Bicycle/Pedestrian Environment
- The pedestrian environment lacks sidewalks that could help provide valuable connectivity for pedestrians.
- Bicycle lanes exist in the northbound travel direction along NE Cully Boulevard.

Transit Environment
- TriMet operates two transit routes near the study area:
  - Route 71 (Killingsworth Street)
  - Route 72 (Cully Boulevard south of Prescott Street then east on Prescott Street)
- There is no transit service along NE Cully Boulevard from NE Prescott Street to NE Killingsworth Street

Motor Vehicle Environment
- Typical "commuter" peak traffic with an AM and PM period peak
- PM peak hour has approximately 1/3 higher traffic volumes than the AM peak hour
- NE Cully/NE 60th/NE Prescott does not meet City of Portland operating standards in the PM peak hour, and meets signal warrants today

Safety
- Collisions mainly occur at higher volume intersections, which are at the north and south ends of the study area

Collisions by Type

Collisions by Location

24-hour Volume Count on NE Cully Boulevard parwith the intersection
Potential Transportation Concepts for NE Cully Boulevard/NE Prescott/NE 60th Avenue

**Concept A: Traffic Signal**
- **General Description:** Remove all-way stop control and install a traffic signal at the intersection. Traffic signal could allow for protected turns and would have a separate phase for NE 60th Avenue.
- **Opportunities:**
  - Improves intersection operations
  - Retains all movements at intersection
  - Minimal right-of-way impact
  - No out of direction travel
  - Safety benefits for all modes of travel
- **Constraints:**
  - Multiple approaches at intersection
  - Increased costs per year for maintenance
  - Potentially more vehicle delay than other options

**Concept B: Road Closure**
- **General Description:** Retain all-way stop control, but close access to intersection at NE 60th Avenue and redirect vehicles to use NE Cully Boulevard and NE Going Street to get in and out of the neighborhood.
- **Opportunities:**
  - Improves intersection operations
  - Reduces right-of-way impact
  - Some safety benefits
  - Could include a signal (Option A)
  - Potentially better pedestrian/bicycle environment than today
- **Constraints:**
  - Slightly better intersection operations
  - Some safety concerns
  - Out of direction travel for users of NE 60th Avenue

**Concept C: Roundabout**
- **General Description:** Remove all-way stop control and install a single lane “roundabout” at the intersection.
- **Opportunities:**
  - Improves intersection operations
  - Retains all movements at intersection
  - Gateway treatment for entry into neighborhood
  - No out of direction travel
  - Potentially better pedestrian/bicycle environment than today
- **Constraints:**
  - Significant right-of-way needed
  - Some safety concerns with close intersection legs
  - Large initial cost to implement

Next steps ... develop, refine and evaluate options for future operations.
Appendix D: Commercial Zoning

Zone Designations

Neighborhood Commercial 1

The Neighborhood Commercial 1 (CN1) zone is intended for small sites in or near dense residential neighborhoods. The zone encourages the provision of small scale retail and service uses for nearby residential areas. Some uses which are not retail or service in nature are also allowed, enabling a variety of uses may locate in existing buildings. Uses are restricted in size to promote a local orientation and to limit adverse impacts on nearby residential areas. Development is intended to be pedestrian-oriented and compatible with the scale of surrounding residential areas. Parking areas are restricted, since their appearance is generally out of character with the surrounding residential development and the desired orientation of the uses.

Neighborhood Commercial 2

The Neighborhood Commercial 2 (CN2) zone is intended for small commercial sites and areas in or near less dense or developing residential neighborhoods. The emphasis on the zone is on enabling services for the nearby residential areas, and on other uses which are small scale and have little impact. Uses are limited in intensity to promote their local orientation and to limit adverse impacts on nearby residential areas. Development is intended to be predominantly auto accommodating, except where the site is adjacent to a transit street or in a Pedestrian District. The development standards reflect that the site will generally be surrounded by more spread out residential development.

Commercial Office 1

The Commercial Office 1 (CO1) zone is used on small sites in or near residential areas or between residential and commercial areas. The zone is intended to be a low intensity office zone that allows for small scale office in or adjacent to residential neighborhoods. The allowed uses are intended to serve nearby neighborhoods and/or have few detrimental impacts on the neighborhood. Development is intended to be of a scale and character similar to nearby residential development to promote compatibility with the surrounding area. Development should be oriented to pedestrians along transit streets and in Pedestrian Districts.

Commercial Office 2

The CO2 zone is a low and medium intensity office zone generally located on Major City Traffic Streets as designated by the Transportation Element of the Comprehensive Plan. Uses are limited to those in the office category and may have a local or regional emphasis. The zone is intended to prevent the appearance of strip commercial development by allowing office uses but not other commercial uses. Commercial uses are also restricted to limit detrimental impacts on nearby residential areas. Development is expected to be somewhat auto-accommodating. Where the site is adjacent to a transit street or in a Pedestrian District, development should be oriented to pedestrians. The development standards allow for more intense development than in the CO1 zone, but not as intense as the CG zone.

Mixed Commercial/Residential

The Mixed Commercial/Residential (CM) zone promotes development that combines commercial and housing uses on a single site. This zone allows increased development on busier streets without fostering a strip commercial appearance. This development type will support and provide new housing opportunities.
in the City. The emphasis of the nonresidential uses is primarily on locally oriented retail, service, and office uses. Other uses are allowed to provide a variety of uses that may locate in existing buildings. Development is intended to consist primarily of businesses on the ground floor with housing on upper stories. Development is intended to be pedestrian-oriented with buildings close to and oriented to the sidewalk, especially at corners.

**Storefront Commercial.**

The Storefront Commercial (CS) zone is intended to preserve and enhance older commercial areas that have a storefront character. The zone allows a full range of retail, service and business uses with a local and regional market area. Industrial uses are allowed but are limited in size to avoid adverse effects different in kind or amount than commercial uses and to ensure that they do not dominate the character of the commercial area. The desired character includes areas which are predominantly built-up, with buildings close to and oriented towards the sidewalk especially at corners. Development is intended to be pedestrian-oriented and buildings with a storefront character are encouraged.

**General Commercial**

The General Commercial (CG) zone is intended to allow auto-accommodating commercial development in areas already predominantly built in this manner and in most newer commercial areas. The zone allows a full range of retail and service businesses with a local or regional market. Industrial uses are allowed but are limited in size to avoid adverse effects different in kind or amount than commercial uses and to ensure that they do not dominate the character of the commercial area. Development is expected to be generally auto-accommodating, except where the site is adjacent to a transit street or in a Pedestrian District. The zone's development standards promote attractive development, an open and pleasant street appearance, and compatibility with adjacent residential areas. Development is intended to be aesthetically pleasing for motorists, transit users, pedestrians, and the businesses themselves.

**Central Commercial**

The Central Commercial (CX) zone is intended to provide for commercial development within Portland's most urban and intense areas. A broad range of uses is allowed to reflect Portland's role as a commercial, cultural and governmental center. Development is intended to be very intense with high building coverage, large buildings, and buildings placed close together. Development is intended to be pedestrian-oriented with a strong emphasis on a safe and attractive streetscape.

**Remarks**

Some commercial zoning codes require specific design elements such as maximum setbacks that are relatively pedestrian friendly. Commercial zoning codes CS and CM (with a couple of exceptions) require a maximum building setback of 10 feet. At least 50 percent of the length of the ground level street-facing facade of buildings must be within 10 feet of the street lot line. The main exception to these zoning regulations are for buildings where all the floor area is in residential use, the street-facing facade of an open porch, which meets specific code standards is acceptable.

Other commercial zoning codes require specific amounts of window area. Commercial zones CN 1 & 2, CO 1 & 2, CM, CS, CG and CX require street-facing facades on the ground level which are 20 feet or closer.
to the street line must incorporate windows that are at least 50 percent of the length and 25 percent of the ground level wall area.

**Relevant Portland Overlay Zones**

**Alternative Design Density (a)**

The purpose of the Alternative Design Density Overlay Zone is to focus development on vacant sites, preserve existing housing and encourage new development that is compatible with and supportive of the positive qualities of residential neighborhoods. The concept for the zone is to allow increased density for development that meets additional design compatibility requirements.

**Design (d)**

The Design Overlay Zone promotes the conservation, enhancement, and continued vitality of areas of the city with special scenic, architectural, or cultural value. This is achieved through the creation of design districts and applying the Design Overlay Zone as part of community planning projects, development of design guidelines for each district, and by requiring design review or compliance with the Community Design Standards. In addition, design review or compliance with the Community Design Standards ensures that certain types of infill development will be compatible with the neighborhood and enhance the area.

**Main Street Node (i)**

The Main Street Node overlay zone regulations encourage a mix of residential, commercial, and employment opportunities within identified centers of activity along Sandy Boulevard. The zone allows for efficient use of land at increased densities for the mutual reinforcement of public investments and private development. Allowing additional height and floor area for all uses encourages transit-supportive densities and a mix of uses and activities.

**Main Street Corridor (m)**

The Main Street Node overlay zone regulations encourage higher density residential uses by allowing greater building heights, reducing required building coverage for residential development; and allowing more flexibility in site design. The intent of the zone is to provide transit-supportive levels of residential uses, in addition to commercial uses along the Sandy Boulevard main street, between centers of commercial and mixed-use activity.
Appendix E: Economic Development Resources

Loans and Financial Services for Businesses

Albina Community Bank
5636 NE Sandy Boulevard
Portland, OR 97213
503-445-8700
www.albinabank.com

Point West Credit Union
718 NE 12th Avenue
Portland, OR 97232
503-546-5000
www.pointwestcu.com

Mercy Corps NW
2069 NE Hoyt Street
Portland, OR 97232
503-236-1580
www.mercycorpsnw.org

Shorebank Enterprise Cascadia
2069 NE Hoyt Street
Portland, OR 97232
503-235-9635
www.sbpac.com

Business Development Assistance and Education

Alliance of Portland Neighborhood Business Associations (APNBA)
107 SE Washington, Suite 244
Portland, OR 97214
503-477-9648
www.apnba.com

Hacienda CDC Micro Mercantes Program
5136 NE 42nd Avenue
Portland, OR 97218
503-595-2111
www.haciendacdc.org

Hispanic Metropolitan Chamber
333 SW 5th Avenue, Suite 100
Portland, OR 97204
503-222-0280
www.hmccoregon.com

Mercury Corps NW
2069 NE Hoyt Street
Portland, OR 97232
503-236-1580
www.mercycorpsnw.org

Oregon Association of Minority Entrepreneurs
4134 N Vancouver Avenue
Portland, OR 97217
503-249-7744
www.oame.org

Portland Development Commission
222 NW Fifth Avenue
Portland, OR 97209
503-823-3200
www.pdc.us

Small Business Development Center
2025 Lloyd Center Mall,
Portland, OR 97232
503-978-5080
www.pcc.edu/business/small-business-development/
Appendix F: Public Participation Materials

Online Survey Questions

1. In your opinion, where is the center of the Cully Neighborhood?

   Five Corners Intersection (Albertson’s, Cully and NE Prescott and 60th)
   Cully and Killingsworth/ Ortiz Center
   Killingsworth and NE 60th
   Other (Please indicate in box below).
   Why did you choose this as the center?

2. Please indicate which of these streets you feel are in unsafe or unacceptable condition?

   Killingsworth St east of Cully
   Killingsworth St west of Cully
   Alberta St east of Cully
   Alberta St west of Cully
   Prescott St east of Cully
   Prescott St west of Cully
   60th Ave south of Killingsworth
   60th Ave north of Killingsworth
   72nd Ave south of Killingsworth
   72nd Ave north of Killingsworth
   Additional Comments/Specific Suggestions

4. Which Cully Businesses do you go to at least twice a month? Please list up to three.

5. What businesses outside of Cully do you go to at least twice a month? Please list up to three.

6. What are the kinds of businesses and services you would like to see added to Cully? Please list up to three.

7. Do any of the following apply to you?

   I own a business in Cully.
   I work for a business in Cully.
   I would like to start a business in Cully.
   None of the above apply to me.

8. What types of programs do you think would most help new and existing businesses succeed in Cully?

   Storefront improvement grants.
   Improved safety and crime prevention.
   Increase available land and/or buildings for business location.
   Small business education and training.
   Start up loans.
   Other (please specify)
Appendix F

9. Which of the following elements would you most like to see along the Cully Main Street? Please choose up to three.

Small Parks
Art Elements
New Building Designs
Pedestrian Amenities
Neighborhood Signs
Plaza/Event Space
Other (please specify)

10. Which of the following would you most like to see in a Cully Neighborhood public plaza? Please choose up to three.

Events
Farmers/Community Market
Food Carts
Interactive Water Fountain
Neighborhood Bulletin Board
Public Art (Mural, Sculptures)
Trees and Vegetation
Other (please specify)

Youth Survey Questions

1. In your opinion, where is the center of the Cully Neighborhood?

_____ Five Corners Intersection (Albertson’s, Cully and NE Prescott)
_____ Cully and Killingsworth/ Ortiz center
_____ Killingsworth and NE 60th
_____ Other: _______________________________________

Why did you choose this as the center of the Neighborhood?

2. Are there any streets any the Cully Neighborhood that you think need improvements? If so, what are the streets and what kinds of improvements do they need?

3. Which Cully Businesses do you go to at least twice a month? Please list up to three.

I ___________________________________________________
II ___________________________________________________
III ___________________________________________________

4. What businesses outside of Cully do you go to at least twice a month? Please list up to three.

5. What are the kinds of businesses and services you would like to see added to Cully? Please list up to three.
6. Which of the following elements would you most like to see along the Cully Main Street? Please choose up to three.

___ Neighborhood Signs
___ Small Parks
___ Pedestrian Amenities
___ New Building Designs
___ Plaza/Public Event Space
___ Public Art
___ Other: ________________________________

7. Which of the following would you most like to see in a Cully Neighborhood public plaza? Please choose up to three.

___ Events
___ Farmers/Community Market
___ Food Carts
___ Interactive Water Fountain
___ Public Art (Murals, Sculptures)
___ Trees and Vegetation
___ Other: ________________________________

8. Any other ideas about what could make the Cully Main Street Area a better place for the neighborhood?

**Business Interview Questions**

1. Do you currently have a business in the Cully Neighborhood?
2. If so, how long has your business been located in the Cully neighborhood?
3. What is the name of your business and what services does it provide?
4. What challenges have you faced as a business owner in the success of your business? Or, what challenges do you face to start a business?
5. Which of the following are challenges for businesses in the Cully neighborhood: Safety/ Crime, Appearance of buildings, accessibility of the neighborhood, insufficient income/ clientele, incompatibility of area businesses?
6. Which of the following could support you as a business owner in Cully? Storefront improvement funding, business management classes, starting a Cully Business Association.
7. Do you have plans to move or relocate your business out of the Cully area? If so, what is the reason? Is there any assistance that if offered, would help you to stay in the area?
8. Any additional thoughts on what could help you or other potential/current business owners in Cully?
Public Workshop Materials - Neighborhood Connectivity Issues Map

Legend
- Unimproved or Gravel Streets
- Sidewalks
- Neighborhood Landmarks
- Parks and Green Spaces

Neighborhood Connectivity Issues
Appendix F

Public Workshop Materials - Local Business Identification Map

What Local Businesses Do You Go to at Least Twice a Month?
## Appendix G: Sample LUI Field Sheet

### BUREAU OF PLANNING AND SUSTAINABILITY
#### CULLY LAND USE INVENTORY 2009

<table>
<thead>
<tr>
<th>AREA NUMBER</th>
<th>STATE ID</th>
<th>OWNER 1</th>
<th>OWNER ADDR</th>
</tr>
</thead>
<tbody>
<tr>
<td>PROP ID: 112</td>
<td>SITE ADDR</td>
<td></td>
<td></td>
</tr>
<tr>
<td>ZONE DESG: R2</td>
<td>PROPERTY ID</td>
<td></td>
<td></td>
</tr>
<tr>
<td>COMP PLAN: R2</td>
<td>LAND USE: RES</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**PRPCD DESG:** VACANT LAND

<table>
<thead>
<tr>
<th>Mixed Use?</th>
<th>Non-Conforming?</th>
<th>BUILDING INFORMATION</th>
<th>BUILDING CONDITION</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Single Tenant Design?</td>
<td>New?</td>
</tr>
<tr>
<td></td>
<td></td>
<td># of Stories:</td>
<td>Good?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Off Street Parking?</td>
<td>Good/Fair?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Parking Fronting Street?</td>
<td>Fair/Poor?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Building Fronting Street?</td>
<td>Poor?</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>N/A?</td>
</tr>
</tbody>
</table>

### USE #1 Primary Use?

**COMMERCIAL:** Retail, Office, Vehicle, Recreation

**HOUSING:** SFR, MFR, Duplex, Group Living

**VACANT:** Building, Parcel

**INDUSTRIAL**

**INSTITUTIONAL**

**OPEN SPACE**

**OTHER**

Detailed Land Use (Write-in):

Business Name:

NOTES:

### USE #2 Primary Use?

**COMMERCIAL:** Retail, Office, Vehicle, Recreation

**HOUSING:** SFR, MFR, Duplex, Group Living

**VACANT:** Building, Parcel

**INDUSTRIAL**

**INSTITUTIONAL**

**OPEN SPACE**

**OTHER**

Detailed Land Use (Write-in):

Business Name:

NOTES:
Appendix H: Land Use and Development Standards

The following tables are taken directly from an appendix to the Bureau of Planning and Sustainability’s Killingsworth Rezoning Project (March 2008). They detail standards relating to most of the zones discussed in Section 2 - Land Use.

<table>
<thead>
<tr>
<th>Allowable Uses by Zone</th>
<th>Development Standards by Zone</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Use Categories</strong></td>
<td><strong>Standard</strong></td>
</tr>
<tr>
<td><strong>R1</strong></td>
<td><strong>CNI</strong></td>
</tr>
<tr>
<td><strong>CM</strong></td>
<td><strong>CS</strong></td>
</tr>
<tr>
<td>Residential Categories</td>
<td>Maximum Density</td>
</tr>
<tr>
<td>Household Living</td>
<td>1 unit per 1,000 sf</td>
</tr>
<tr>
<td>Group Living</td>
<td>75 to 1</td>
</tr>
<tr>
<td>Commercial Categories</td>
<td>Minimum Density</td>
</tr>
<tr>
<td>Retail Sales And Service</td>
<td>none</td>
</tr>
<tr>
<td>Office</td>
<td>1 sf of residential per sq ft of commercial (downtown)</td>
</tr>
<tr>
<td>Quick Vehicle Servicing</td>
<td>N</td>
</tr>
<tr>
<td>Vehicle Repair</td>
<td>N</td>
</tr>
<tr>
<td>Commercial Parking</td>
<td>N</td>
</tr>
<tr>
<td>Self-Service Storage</td>
<td>N</td>
</tr>
<tr>
<td>Commercial Outdoor Recreation</td>
<td>N</td>
</tr>
<tr>
<td>Major Event Entertainment</td>
<td>N</td>
</tr>
<tr>
<td>Industrial Categories</td>
<td>Maximum Height</td>
</tr>
<tr>
<td>Manufacturing And Production</td>
<td>25/45 ft (25 ft only within 10 ft front setback)</td>
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<tr>
<td>Wholesale Sales</td>
<td>30 ft</td>
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<tr>
<td>Industrial Service</td>
<td>45 ft</td>
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<tr>
<td>Railroad Yards</td>
<td>0</td>
</tr>
<tr>
<td>Waste Related</td>
<td>0</td>
</tr>
<tr>
<td>Institutional Categories</td>
<td>Min. Building Stories</td>
</tr>
<tr>
<td>Basic Utilities</td>
<td>3 ft</td>
</tr>
<tr>
<td>Community Service</td>
<td>5-15 ft</td>
</tr>
<tr>
<td>Parks And Open Areas</td>
<td>0</td>
</tr>
<tr>
<td>Schools</td>
<td>0</td>
</tr>
<tr>
<td>Colleges</td>
<td>0</td>
</tr>
<tr>
<td>Medical Centers</td>
<td>0</td>
</tr>
<tr>
<td>Religious Institutions</td>
<td>0</td>
</tr>
<tr>
<td>Cemetery</td>
<td>0</td>
</tr>
<tr>
<td>Other Categories</td>
<td>0</td>
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<tr>
<td>Agriculture</td>
<td>0</td>
</tr>
<tr>
<td>Aviation And Surface Passenger Terminals</td>
<td>0</td>
</tr>
<tr>
<td>Detention Facilities</td>
<td>0</td>
</tr>
<tr>
<td>Mining</td>
<td>0</td>
</tr>
<tr>
<td>Radio Frequency Transmission Facilities</td>
<td>0</td>
</tr>
<tr>
<td>Rail Lines And Utility Corridors</td>
<td>0</td>
</tr>
</tbody>
</table>

*Specific details about how these standards apply can be found in applicable code sections.

Y=Yes  N=No  L=Limited  CU=Conditional Use Review

FAR—Floor Area Ratio is the ratio of allowed square footage of development per site area. Example a 10,000 square foot site with an allowed FAR of 3:1 can build 30,000 square feet of development.

Sf=Square feet  ft=Feet
Appendix I: Bibliography


