



Oregon

Theodore R. Kulongoski, Governor

Department of Land Conservation and Development

635 Capitol Street, Suite 150

Salem, OR 97301-2540

(503) 373-0050

Fax (503) 378-5518

www.lcd.state.or.us



NOTICE OF ADOPTED AMENDMENT

09/24/2012

TO: Subscribers to Notice of Adopted Plan
or Land Use Regulation Amendments

FROM: Plan Amendment Program Specialist

SUBJECT: City of Portland Plan Amendment
DLCD File Number 005-12

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. Due to the size of amended material submitted, a complete copy has not been attached. A Copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office.

Appeal Procedures*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: Tuesday, October 09, 2012

This amendment was submitted to DLCD for review prior to adoption pursuant to ORS 197.830(2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

*NOTE: The Acknowledgment or Appeal Deadline is based upon the date the decision was mailed by local government. A decision may have been mailed to you on a different date than it was mailed to DLCD. As a result, your appeal deadline may be earlier than the above date specified. **NO LUBA Notification to the jurisdiction of an appeal by the deadline, this Plan Amendment is acknowledged.**

Cc: Debbie Bischoff, City of Portland
Gordon Howard, DLCD Urban Planning Specialist
Anne Debbaut, DLCD Regional Representative
Gary Fish, DLCD Transportation Planner
Thomas Hogue, DLCD Economic Development Policy Analyst
Angela Lazarean, DLCD Regional Representative

<paa> YA



FORM 2

DLCD

Notice of Adoption

Ordinance findings, ex B

In person electronic mailed

DATE
STAMP

DEPT OF

SEP 19 2012

LAND CONSERVATION
AND DEVELOPMENT

For Office Use Only

This Form 2 must be mailed to DLCD within 5-Working Days after the Final Ordinance is signed by the public Official Designated by the jurisdiction and all other requirements of ORS 197.615 and OAR 660-018-000

Jurisdiction: **Portland**

Local file number:

Date of Adoption: **September 12, 2012**

Date Mailed: **September 18, 2012**

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD? Yes No Date:

Comprehensive Plan Text Amendment

Comprehensive Plan Map Amendment

Land Use Regulation Amendment

Zoning Map Amendment

New Land Use Regulation

Other:

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached".

Cully Blvd. area is a regional plan designated main street and is mostly zoned residential in the commercially under-zoned large neighborhood of Cully (pop. 13,000+) in NE Portland. The adopted map amendments enhance commercial and other main street opportunities. The project is consistent with and implements numerous state, regional and local plans.

Does the Adoption differ from proposal? Yes, Please explain below:

Four parcels at the SW corner of NE Killingsworth St and NE 60th Ave were rezoned from Residential 5,000 (R5) to Neighborhood Commercial One (CN1). The proposed amendment kept the R5 zoning but changed the Comprehensive Plan Map designation to Neighborhood Commercial.

Plan Map Changed from: **See attached list**

to: **See attached list**

Zone Map Changed from: **See attached list**

to: **See attached list**

Location: **See attached map in Appendix B of adopted plan**

Acres Involved: **32**

Specify Density: Previous: **See attached list**

New: **See attached list**

Applicable statewide planning goals:

1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19

Was an Exception Adopted? YES NO

Did DLCD receive a Notice of Proposed Amendment...

35-days prior to first evidentiary hearing?

Yes No

If no, do the statewide planning goals apply?

Yes No

If no, did Emergency Circumstances require immediate adoption?

Yes No

DLCD file No. 005-12 (19296) [17173]

Please list all affected State or Federal Agencies, Local Governments or Special Districts:

DLCD, ODOT, Metro, Trimet, Multnomah County

Local Contact: **Debbie Bischoff**

Phone: (503) 823-6946 Extension:

Address: 1900 SW 4th Ave. Suite 7100

Fax Number: 503-823-7800

City: Portland

Zip: 97201-

E-mail Address:

Debbie.Bischoff@portlandoregon.gov

ADOPTION SUBMITTAL REQUIREMENTS

This Form 2 must be received by DLCD no later than 5 working days after the ordinance has been signed by the public official designated by the jurisdiction to sign the approved ordinance(s) per ORS 197.615 and OAR Chapter 660, Division 18

1. This Form 2 must be submitted by local jurisdictions only (not by applicant).
2. When submitting the adopted amendment, please print a completed copy of Form 2 on light green paper if available.
3. Send this Form 2 and one complete paper copy (documents and maps) of the adopted amendment to the address below.
4. Submittal of this Notice of Adoption must include the final signed ordinance(s), all supporting finding(s), exhibit(s) and any other supplementary information (ORS 197.615).
5. Deadline to appeals to LUBA is calculated **twenty-one (21) days** from the receipt (postmark date) by DLCD of the adoption (ORS 197.830 to 197.845).
6. In addition to sending the Form 2 - Notice of Adoption to DLCD, please also remember to notify persons who participated in the local hearing and requested notice of the final decision. (ORS 197.615).
7. Submit **one complete paper copy** via United States Postal Service, Common Carrier or Hand Carried to the DLCD Salem Office and stamped with the incoming date stamp.
8. Please mail the adopted amendment packet to:

**ATTENTION: PLAN AMENDMENT SPECIALIST
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT
635 CAPITOL STREET NE, SUITE 150
SALEM, OREGON 97301-2540**

9. **Need More Copies?** Please print forms on 8½ -1/2x11 green paper only if available. If you have any questions or would like assistance, please contact your DLCD regional representative or contact the DLCD Salem Office at (503) 373-0050 x238 or e-mail plan.amendments@state.or.us.

Cully Main Street and Local Street Plans Project: Summary of Comprehensive Plan Map
and Zoning Map Changes

(Comprehensive Map) Zone Map Changes	Previous Density Range (Min/Max)	New Density Range (Min/Max)	Acres
(Neighborhood Commercial) CN2 to (Urban Commercial) CS*	n/a	n/a	3.48
(Neighborhood Commercial) CN2 to (Central Employment) EX	n/a	n/a	2.17
(Low Density Multi Dwelling) R2 to (Urban Commercial) CM*	21.8/32 DUA	Requires 1 SF of residential for 1 SF commercial	1.44
(Low Density Multi Dwelling) R2 to (Neighborhood Comm.) CN1	21.8/32 DUA	n/a	.07
(Low Density Multi Dwelling) R2 to (Neighborhood Comm.) CN2	21.8/32 DUA	n/a	.41
(Low Density Multi Dwelling) R2 to (Urban Commercial) CS*	21.8/32 DUA	n/a	2.63
(Low Density Multi Dwelling) R2 to (Mixed Employment) EG1	21.8/32 DUA	n/a	.47
(Low Density Multi Dwelling) R2 to (Med. Density Residential) R1	21.8/32 DUA	43/65 DUA	6.52
(Low Density Multi Dwelling) R2 to (Urban Commercial) R2	21.8/32 DUA	21.8/32 DUA	1.88
(Townhouse Multi Dwelling) R3 to (Neighborhood Comm.) CN1	14.5/21 DUA	n/a	.58
(Townhouse Multi Dwelling) R3 to (Urban Commercial) CS*	14.5/21 DUA	n/a	.73
(Townhouse Multi Dwelling) R3 to (Low Density Multi Dwell.) R2	14.5/21 DUA	21.8/32 DUA	4.65
(High Density Single Dwell.) R5 to (Neighborhood Comm.) R5	8.7 DUA	8.7 DUA	.7
(Medium Density Residential) R7 to (Neighborhood Comm.) CN1	6.2 DUA	n/a	.86
(Medium Density Residential) R7 to (Urban Commercial) CS*	6.2 DUA	n/a	1.54
(Medium Density Residential) R7 to (Low Density Multi Dwell.) R2	6.2 DUA	21.8/32 DUA	1.34
(Medium Density Residential) R7 to (High Density Single Dwell) R5	6.2 DUA	8.7 DUA	.58
(Medium Density Residential) R7 to (Open Space) OS	6.2 DUA	n/a	2.43

*The CS and CM zones often produce multi-story mixed-use projects with ground floor commercial and housing above and can produce 100% residential developments

ORDINANCE No. 185611 *As Amended*

Amend Portland's Comprehensive Plan Map and Zoning Map for properties along and near the Cully Boulevard Commercial Corridor (Ordinance; amend Title 33, Comprehensive Plan Map)

The City of Portland Ordains:

Section 1. The Council finds:

1. Portland's *Comprehensive Plan* was adopted on October 16, 1980, acknowledged for compliance with Statewide Planning Goals on May 3, 1981, and again on January 25, 2000, and updated as a result of periodic review in June 1988, January 1991, March 1991, September 1992, and May 1995.
2. Oregon Revised Statute (ORS) 197.628 requires cities and counties to review their comprehensive plans and land use regulations periodically and make changes necessary to keep plans and regulations up-to-date and in compliance with Statewide Planning Goals and State laws. Portland is also required to coordinate its review and update of the *Comprehensive Plan* and land use regulations with State plans and programs.
3. Portland *Comprehensive Plan* Goal 10, Plan Review and Administration, states that the *Comprehensive Plan* will undergo periodic review to ensure that it remains an up-to-date and workable framework for land use development.
4. Portland *Comprehensive Plan* Policy 10.2, Comprehensive Plan Map Review, establishes a community and neighborhood planning process for the review and update of the Portland Comprehensive Plan Map.
5. NE Cully Boulevard and NE Killingsworth Street are designated as the Cully Boulevard main street in the *Metro Region 2040 Growth Concept Plan* (1994) and herein after referred to as the Cully Commercial Corridor.
6. In April 2012, City Council adopted (Resolution #18525) the Neighborhood Prosperity Initiative's Cully Boulevard Alliance focus area, to promote (re)development of this small business district, which aligns with the Cully Boulevard commercial corridor area.
7. The Cully Boulevard commercial corridor area map amendments are intended to promote a pattern of land use that encourages and contributes to the economic, social, and physical health, welfare, and safety of the neighborhood and the city; in a neighborhood that is underserved in commercial zoning and businesses that provide goods and services to the local community.
8. Information used for the formulation of the map amendments for the Cully Boulevard commercial corridor area was based on a review of existing land uses and historic zoning pattern, public comments from meetings, presentations, and internet and email comments, as well as a transportation analysis.
9. The Bureau of Planning and Sustainability developed the map amendment recommendations for the Cully Boulevard commercial corridor area that are found in the Recommended *Cully Boulevard Commercial Corridor and Local Street Plan* report with

- participation from interested neighborhood and business associations, property owners, business persons, and community members with cooperation from other City bureaus and agencies.
10. Public involvement and outreach activities included three public events attended by about 200 people. Staff also participated at neighborhood, business association and community meetings.
 11. The Cully Boulevard commercial corridor area map amendments in the *Recommended Cully Boulevard Commercial Corridor and Local Street Plan* report implement or are consistent with the Statewide Planning Goals, the Oregon Transportation Planning Rule, the Metro Region 2040 Growth Concept Plan, the Metro Urban Growth Management Functional Plan, and the Portland Comprehensive Plan, as explained in the *Cully Boulevard Commercial Corridor Map Amendments : Findings* report attached as Exhibit B and incorporated as part of this ordinance. These rules, policies, plans, provide a basis for integrating new commercial, employment and residential activities into the study area.
 12. The Notice of Proposed Action and copies of the Proposed Draft of the *Cully Boulevard Main Street and Local Street Plans Implementation Report* were mailed to the Oregon Department of Land Conservation and Development as required by ORS 197.610 on April 13, 2012.
 13. Written notice of the May 22, 2012, Portland Planning and Sustainability Commission public hearing on the Proposed Draft of the *Cully Boulevard Main Street and Local Street Plans Implementation Report* was mailed to 928 interested parties on April 20, 2012. Measure 56 notification of the May 22, 2012, Portland Planning and Sustainability Commission public hearing on the Proposed Draft of the *Cully Boulevard Main Street and Local Street Plans Implementation Report* was also mailed to all property owners affected by changes to the base zone or allowed uses of property on April 20, 2012.
 14. On May 22, 2012, the Portland Planning and Sustainability Commission held a public hearing on the Proposed Draft of the *Cully Boulevard Main Street and Local Street Plans Implementation Report*. At the hearing, the Planning and Sustainability Commission accepted public testimony, discussed the rezoning proposal, and unanimously recommended that City Council adopt the *Recommended Cully Boulevard Main Street and Local Street Plan* report.
 15. Written notice of the August 29, 2012 City Council public hearing on the *Cully Boulevard Commercial Corridor and Local Street Plan - Recommended Draft* report was mailed to all owners of properties in the study area, the legislative mailing list, the Planning Commission, and other interested individuals on August 13, 2012.
 16. It is in the public interest that the map amendment recommendations contained in the *Cully Boulevard Commercial Corridor and Local Street Plan – Recommended Draft* report be adopted to direct change in the study area. These recommendations are consistent with Statewide Planning Goals, Metro’s Functional Plan and the City’s Comprehensive Plan for the reasons stated in the findings in Exhibit B.

NOW, THEREFORE, the Council directs:

- a. The Planning and Sustainability Commission's *Cully Boulevard Commercial Corridor and Local Street Plan – Recommended Draft*, dated August 2012, and contained in the attached Exhibit A, is hereby adopted.
- b. The Portland *Comprehensive Plan* Map and the Zoning Map of the City of Portland are amended, as shown on the Recommended Zoning Map for Project Area in Appendix B of Exhibit A.
- c. The commentary in Exhibit A is adopted as legislative intent and as further findings.
- d. The *Cully Boulevard Commercial Corridor Map Amendments, Exhibit B: Findings*, dated August 2012, which contains findings of compliance with applicable statewide planning goals, the Transportation Planning Rule, the Metro functional plans, and Portland *Comprehensive Plan*, is adopted as findings of fact to support the actions in the above directives.

Passed by the Council,

SEP 12 2012

Mayor Sam Adams
D. Bischoff
August 2012

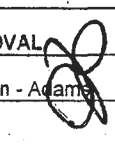

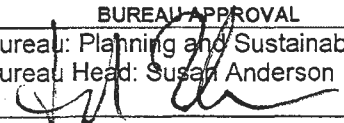
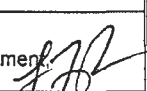
LaVonne Griffin-Valade
Auditor of the City of Portland

By *Gayla Jennings*

Deputy

Agenda No.
ORDINANCE NO. 185611 As Amended
Title

Amend Portland's Comprehensive Plan Map and Zoning Map for properties along and near the Cully Boulevard Main Street (Ordinance; amend Title 33, Comprehensive Plan Map)

INTRODUCED BY Commissioner/Auditor: Mayor Adams	CLERK USE: DATE FILED <u>AUG 24 2012</u>
COMMISSIONER APPROVAL 	LaVonne Griffin-Valade Auditor of the City of Portland
Mayor—Finance and Administration - Adams	By:  Deputy
Position 1/Utilities - Fritz	ACTION TAKEN:
Position 2/Works - Fish	AUG 29 2012 PASSED TO SECOND READING As Amended SEP 05 2012 9:30 A.M.
Position 3/Affairs - Saltzman	SEP 05 2012 PASSED TO SECOND READING As Amended SEP 12 2012 9:30 A.M.
Position 4/Safety - Leonard	
BUREAU APPROVAL	
Bureau: Planning and Sustainability Bureau Head: Susan Anderson 	
Prepared by: Debbie Bischoff Date Prepared: August 15, 2012	
Financial Impact & Public Involvement Statement Completed <input checked="" type="checkbox"/> Amends Budget <input type="checkbox"/>	
Portland Policy Document If "Yes" requires City Policy paragraph stated in document. Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>	
Council Meeting Date August 29, 2012	
City Attorney Approval: required for contract, code, easement, franchise, comp plan, charter 	

AGENDA
TIME CERTAIN <input checked="" type="checkbox"/> 1 of 3 Start time: 6:00 PM
Total amount of time needed: 2 (for presentation, testimony and discussion)
CONSENT <input type="checkbox"/>
REGULAR <input type="checkbox"/> Total amount of time needed: _____ (for presentation, testimony and discussion)

FOUR-FIFTHS AGENDA	COMMISSIONERS VOTED AS FOLLOWS:	
	YEAS	NAYS
1. Fritz	1. Fritz <input checked="" type="checkbox"/>	
2. Fish	2. Fish <input checked="" type="checkbox"/>	
3. Saltzman	3. Saltzman <input checked="" type="checkbox"/>	
4. Leonard	4. Leonard <input checked="" type="checkbox"/>	
Adams	Adams <input checked="" type="checkbox"/>	

Cully Boulevard Main Street Map Amendments

Exhibit B: Findings

August 2012



Bureau of Planning and Sustainability

Acknowledgements

Portland City Council

Sam Adams, Mayor
Amanda Fritz, Commissioner
Nick Fish, Commissioner
Randy Leonard, Commissioner
Dan Saltzman, Commissioner

Portland Planning and Sustainability Commission

André Baugh, Chair
Michelle Rudd, Vice Chair
Howard Shapiro, Vice Chair
Karen Gray
Don Hanson
Mike Houck
Lai-Lani Ovalles
Gary Oxman
Jill Sherman
Chris Smith
Irma Valdez

Portland Bureau of Planning

Sam Adams, Mayor, Commissioner-in-Charge
Susan Anderson, Planning Director
Joe Zehnder, Chief Planner
Deborah Stein, Principal Planner
Debbie Bischoff, Senior Planner, NE District Liaison
Ricardo Banuelos, Planning Intern

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Introduction

The Cully Main Street and Local Street Plan project addresses a shortfall of commercially zoned land and local-serving businesses in central Cully along the regionally designated Cully Boulevard main street area. The project also includes strategies to improve multi-modal local street connectivity and safety in the Cully neighborhood.

The findings presented in this report only consider the Comprehensive Plan Map and Zoning Map proposals for the Cully main street area. Local street plan recommendations that update the Transportation System Plan (TSP) will be addressed with findings at a future date when amendments to the TSP are proposed.

For the purposes of this exhibit, the Comprehensive Plan Map and Zoning Map proposals will be referenced as "Cully Main Street Proposal".

Relationship to Statewide Land Use Planning

Comprehensive land use planning in Oregon was mandated by the 1973 Legislature with the adoption of Senate Bill 100 (ORS Chapter 197). Under this Act, the State Land Conservation and Development Commission (LCDC) was created and directed to adopt statewide planning Goals and Guidelines. These Goals and Guidelines were adopted by LCDC in December 1974 and became effective January 1, 1975. Under state law, comprehensive plans must comply with the statewide planning goals. Portland's *Comprehensive Plan* meets this requirement. The Cully Main Street Proposal revises Portland's *Comprehensive Plan* map only and not the *Comprehensive Plan's* goals and policies.

The zoning code is a municipal tool for carrying out the intent of the Comprehensive Plan. The Cully Main Street Proposal revises the Zoning Map only and does not amend any zoning code language.

How This Document is Structured

This document is organized into four sections: Statewide Planning Goals Findings, *Metro Urban Growth Management Functional Plan* Findings, Portland *Comprehensive Plan* Findings, and *Cully Neighborhood Plan* Findings. Within these sections, the individual findings generally consist of two parts: (1) a brief explanation of the criteria (goal, policy, objective, further statement, etc. against which the Cully Main Street Proposal is judged for consistency; and (2) statements that support a determination of consistency. If a finding on a given measure (goal, title, policy, objective, further statement, etc.) is not included in this document, it is because it has been determined to be inapplicable to the Cully Main Street Proposal.

Statewide Planning Goals Findings

State planning statutes require cities to adopt and amend comprehensive plans and land use regulations in compliance with state land use goals. Only the state goals addressed below apply to the Cully Main Street Proposal.

1. **Goal 1, Citizen Involvement**, requires provision of opportunities for citizens to be involved in all phases of the planning process. Preparation of the Cully Main Street Proposal provided numerous opportunities for public involvement, including:
 - a. A public outreach program beginning in April 2011 and continuing through the first public hearings with the Portland Planning Commission on May 22, 2012.
 - b. On April 8, 2011 an e-mail was sent to the public to introduce the project and ask for members to join the Project Working Group.
 - c. On June 21, 2011 the Project Working Group met to discuss the existing conditions in the neighborhood.
 - d. On June 25, 2011 a Roll and Stroll event was held where residents walked or bicycled around the main street area. People learned about the project and shared their vision and aspirations for the area.
 - e. On October 18, 2011 the Project Working Group met to discuss the needs, opportunities, and challenges identified for the Cully neighborhood. Zoning designation options were presented and main street character was defined.
 - f. On October 27, 2011 an Open House was held at Rigler Elementary School for public review of the existing conditions, needs, opportunities and constraints report. Attendees offered their thoughts on existing conditions and shared ideas about what a future successful main street and local street system would look like.
 - g. On January 17, 2012 the Project Working Group met to discuss the draft set of rezoning proposals and gather feedback on whether they met community expectations.
 - h. On February 21, 2012 the Project Working Group met to discuss a draft set of proposals for achieving Cully's transportation infrastructure and funding needs.
 - i. On March 7, 2012 a Community Workshop was held where staff presented an updated rezoning proposal for questions, discussion and comments. Information regarding transportation proposals was also presented.
 - j. Staff participated at Rigler School PTA, Hacienda Somali and Latino resident meetings, and Cully Association of Neighbors meetings. Presentations were made to the Pedestrian Advisory Committee, Bicycle Advisory Committee, and the Portland Commission on Disabilities.
 - k. Planning staff periodically met with and engaged in telephone and email exchanges with property owners, developers, members of the business community and other interested parties in regard to the project.
 - l. The project website was regularly updated to include notices of upcoming events and other pertinent information. Press releases about the project were widely distributed at key milestones/events.
 - m. The project received media coverage from the Oregonian, periodically from the Hollywood Star, the Daily Journal of Commerce, and Cully Neighbor News.
 - n. Notice of Proposed Amendment was sent to the State Department of Land Conservation and Development (DLCD) and Metro on April 13, 2012.

- o. A public hearing notice regarding the May 22, 2012 Portland Planning Commission hearing on the Cully Main Street Proposal was sent to over 928 interested parties on April 20, 2012.
- p. Measure 56 notification of the May 22, 2012 public hearing on the Cully Main Street Proposal was sent to all property owners potentially affected by proposed zoning map changes on April 20, 2012.
- q. On May 9, 2012, the Bureau of Planning and Sustainability published the *Draft Cully Main Street and Local Street Plans Implementation Report*, planning staff's proposal to the Portland Planning and Sustainability Commission. The document was made available to the public through the project website on May 9, 2012 and hard copies of the document were available at the bureau office.
- r. The Portland Planning and Sustainability Commission held an evening hearing regarding the Cully Main Street Proposal on May 22, 2012 at Rigler Elementary School in Cully. The community had the opportunity to offer public testimony on the proposal.
- s. A public hearing notice regarding the August 29, 2012 City Council public hearing on the Cully Main Street Proposal was sent to [redacted] interested parties on August [redacted], 2012.
- t. On August 15, 2012, the Bureau of Planning and Sustainability published the *Cully Main Street and Local Street Plan – Recommended Draft*, the Planning and Sustainability Commission's recommendation to City Council. The document was made available to the public through the project website on August 15, and hard copies of the document were available at the bureau office.
- u. The Portland City Council held an evening public hearing regarding the Cully Main Street Proposal on August 29, 2012 at Rigler School in Cully. The community had an opportunity to offer public testimony on the proposal.

2. Goal 2, Land Use Planning, requires the development of a process and policy framework that acts as a basis for all land use decisions and assures that decisions and actions are based on an understanding of the facts relevant to the decision. The amendments are consistent with this goal because:

a) The Zoning Code contains procedures that were followed and criteria that have been satisfied for the development and adoption of the Cully Main Street Proposal. The amendments are consistent with this goal because the required legislative process as described in Portland City Code 33.740 was followed. In addition, the applicable approval criteria for legislative Comprehensive Plan Map Amendments, described in 33.810, for Goal, Policy, and Regulation Amendments, described in 33.835, for Zoning Map Amendments, described in 33.855, and have been evaluated and satisfied as described in the findings below.

b) *Portland Comprehensive Plan* findings on Goal 1, Metropolitan Coordination, and its related policy also support this goal.

3. Goal 9, Economic Development, requires provision of adequate opportunities for a variety of economic activities vital to public health, welfare, and prosperity.

The Cully Main Street Proposal supports this goal by increasing the availability of commercially zoned parcels in a neighborhood where currently only two percent of land is zoned for commercial activity, compared to ten percent, which is more common for other Portland neighborhoods. It prioritizes commercial zoning designations that have traditionally encouraged a greater mix of commercial and residential activity, such as Storefront Commercial (CS), Mixed Commercial (CM), Central Employment (EX), and Comprehensive Plan designation Urban Commercial (UC). The welfare of residents is advanced by providing greater opportunity for uses like child day care, local restaurants, and general retail. Access to these goods and services by Cully residents is likely to improve as businesses develop within the designated main street area.

Proposed changes foster a positive identity for the area, support a local economy, and encourage housing to support and retain other community amenities. Proposed increases in housing and mixed-use development intend to strengthen existing and future commercial development by expanding the base of potential customers and employees located within close proximity. See finding for Portland Comprehensive Plan *Goal 5, Economic Development*.

- 4. Goal 10, Housing**, requires provision for the housing needs of citizens of the state. The Cully Main Street Proposal supports this policy because it up-zones a stretch of Cully Boulevard from very low density multi-dwelling residential (Residential 3,000) to a slightly more dense multi-dwelling residential designation (Residential 2,000). It also up-zones 6.5 acres from low density multi-dwelling residential (Residential 2,000) to a medium density multi-dwelling residential (Residential 1,000) designation. The zones allow for a variety of housing types that include duplexes, town homes and apartments.

Additionally, proposed Storefront Commercial (CS) and Mixed Commercial (CM) zoning designations are expected to develop with housing, based on development trends in those zones across other parts of the city. The CS zone allows up to 100 percent housing projects, as well as a combination of commercial retail and housing. Multi-story residential development such as apartments, condominiums, and townhouses often occur in the CS zone. The CM zone requires at least 50 percent of a new development's square footage to be for housing.

Of the acreage that is currently zoned residential, but proposed to change to non-residential designations, 57 percent is being converted to either CS or CM. A conservative development scenario finds that the Cully Main Street Proposal increases residential units by eleven percent from 427 units to 476. That projection does not include the possibility for more housing in properties that are rezoned to Central Employment (EX). See finding for Portland Comprehensive Plan *Policy 4.2* below.

- 5. Goal 11, Public Facilities and Services**, requires planning and development of a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for development. The Cully main street proposal includes strategic map changes in an area with a basic level of urban public facilities and services. Transportation, storm water management, water, fire and police protection, sewer, and solid waste collection systems are in place especially along location where the bulk of the map amendments are proposed. This includes the recent completion of the multi-modal Cully Blvd. Green Street. The local street plan portion of the project aims to see enhancements to the local street system to better serve Cully. The zoning amendments increase intensity of commercial and residential use at a small scale and can be accommodated by the existing and planned infrastructure improvements. One of the rezoning proposals to Open Space is for City parks property currently under planning for a soon to be constructed neighborhood park. See findings for Portland Comprehensive Plan *Policy 6.18* and *Goal 11A*. Also see findings for *Statewide Goal 12, Transportation*.
- 6. Goal 12, Transportation**, requires provision of a safe, convenient, and economic transportation system.

The Cully Main Street and Local Street Plans aim to promote a vibrant pedestrian oriented Cully main street area that is served by a balanced multi-modal transportation system, which is consistent with the city's Transportation System Plan and Comprehensive Plan. Supporting this plan are numerous implementing actions addressing enhancements needed to improve local circulation.

The Portland Bureau of Transportation Planning Division prepared a transportation analysis of the Cully Main Street rezoning proposal, which consists of transportation modeling along with a policy assessment of the findings. This assessment addresses provisions of the State Transportation Planning Rule (Plan and Land Use Regulation Amendments, OAR 660-012-0060) and provides residents and decision-makers with information related to traffic impacts resulting from this proposal.

Analysis was conducted to determine if the zoning proposal would degrade the performance of Oregon Department of Transportation (ODOT) facilities. This analysis addresses provisions of the State Transportation Planning Rule (Plan and Land Use Regulation Amendments, OAR 660-012-0060) as they relate to ODOT facilities.

Section 660-012-0045 of the Transportation Planning Rule (TPR) requires local governments to adopt land use regulations that designate "types and densities of land uses adequate to support transit" and those that "reduce reliance on the automobile and allow transit-oriented developments on land along transit routes."

The Cully main street rezoning and local street proposals support these requirements by fostering an accessible main street with mixed-use development (Storefront Commercial (CS), Mixed Commercial (CM), Central Employment (EX), and Comprehensive Plan Urban Commercial designations) near two transit lines (TriMet routes #71 and #72). The proposed plan aims to improve access to the commercial area for people traveling by foot, bicycle, or transit, thereby reducing reliance on the automobile.

The TPR requires certain findings if the rezone proposal will significantly affect an existing or planned transportation facility. Section 660-012-0060(1) of the TPR requires "amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation that would significantly affect an existing or planned transportation facility," to ensure that allowed land uses are consistent with the identified function, capacity and performance standards of the affected facility.

The proposed rezone would primarily create relatively small-scale, community-serving housing, commercial and office development opportunities, which are not projected in the Cully Main Street rezoning proposal transportation analysis to add significant trip demand onto the regional transportation system.

In order to address concerns about the proposal to rezone the triangular parcel at the Killingsworth and Cully intersection from Neighborhood Commercial (CN2) to Central Employment (EX), staff conducted a more detailed analysis of this site and the potential impacts on the Killingsworth and I-205 interchange.

The analysis assumed a redevelopment scenario consisting of commercial, office and industrial uses with relatively high trip generation rates, without assuming a residential component, which would result in lower trip generation rates. The resulting trip generation in the PM peak hour would add 100 additional trips compared to the reasonable worst case under existing CN2 zoning, of which approximately 23 trips would be assumed to travel to the Killingsworth and I-205 interchange in 2035 (the transportation analysis' horizon year).

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

- 7. Goal 13, Energy Conservation**, requires development of a land use pattern that maximizes the conservation of energy based on sound economic principles.

The Cully Main Street Proposal is consistent with this goal because its Comprehensive Plan Map and Zoning Map amendments generally promote the establishment of a compact urban form, including a mix of uses. Allowing more businesses to locate in the neighborhood reduces the need for residents to take basic need trips (grocery store, barber shop, day care, café) outside of the neighborhood. This urban form together with local street plan efforts to improve the multi-modal transportation system may result in decreased use of single-occupancy vehicles and a reduction of

fuel consumption. Also, recent completion of multi-modal Cully Boulevard Green Street supports more walking and bicycling along the main street area.

Findings on Metro Urban Growth Management Functional Plan

Metro has adopted an Urban Growth Management Functional Plan (UGMFP) that requires local jurisdictions to adopt and amend comprehensive plans and land use regulations that are not inconsistent with its provisions. The following elements of the *Metro Urban Growth Management Functional Plan* are relevant and applicable to the Cully Main Street Proposal.

8. **Title 1, Requirements for Housing and Employment Accommodation**, requires that each jurisdiction contribute its fair share to increasing the development capacity of land within the Urban Growth Boundary. This requirement is to be generally implemented through citywide analysis based on calculated capacities from land use designations. The Cully Main Street Proposal is consistent with this title because it will increase the development capacity of the city by applying Urban Commercial/Commercial Storefront, Medium Density Multi-Dwelling, Central Employment, and General Employment designations to the project area that enable retail, housing, and employment opportunities beyond what is currently allowed. See findings under Portland Comprehensive Plan *Goal 4, Housing* and *Goal 5, Economic Development*. Also see findings for Statewide *Goal 9, Economic Development* and *Goal 10, Housing*.
10. **Title 3, Water Quality and Flood Management Conservation**, calls for the protection of the beneficial uses and functional values of resources within Metro-defined Water Quality and Flood Management Areas by limiting or mitigating the impact of development in these areas. This Metro title is generally implemented in Portland through citywide planning processes. On April 10, 2003 Metro Council adopted a Compliance Order that declares that Portland is in full compliance with the Urban Growth Management Functional Plan. The Cully Main Street Proposal is consistent with this title for the reason that proposals therein are in accord with the Portland Comprehensive Plan.
11. **Title 4, Industrial and Other Employment Areas**, limits retail and office development in employment and industrial areas to those that are most likely to serve the needs of the area and not draw customers from a larger market area. The City implements this title through regulations governing land in industrial zones. The Cully Main Street Proposal is consistent with this title because it does not propose to weaken or modify existing regulations protecting industrially-designated lands
12. **Title 7, Affordable Housing**, ensures opportunities for affordable housing at all income levels, and calls for a choice of housing types. This proposal is consistent with this title because it promotes opportunities for a diversity of additional housing types along sections of NE Killingsworth Street and NE Cully Boulevard. The proposal adds Residential 1,000 (R1), Residential 2,000 (R2), Storefront Commercial (CS), Mixed Commercial (CM), and Central Employment (EX) designations to the zoning mix of the neighborhood. Proposals allow for a variety of housing options such as duplexes, townhouses, condominiums and row houses. Hacienda Community Development Corporation, an affordable housing developer who has nearly 300 units of affordable housing in Cully, owns a portion of the up-zoned area, making an increase in affordable housing more likely. Proposals increase the number of multi-dwelling lots, which will increase opportunity for affordable rentals or ownerships in an area consisting primarily of single family lots. See statewide planning *Goal 10, Housing*.

Findings on Portland's Comprehensive Plan Goals, Policies, and Objectives

Portland's Comprehensive Plan was adopted on October 16, 1980 through Ordinance No. 150580 and acknowledged for compliance with Statewide Planning Goals on May 3, 1981. On January 25, 2000, the Land Conservation and Development Commission completed its review of the city's final local periodic review order and periodic review work programs, and re-acknowledged the plan's compliance with the statewide planning goals. The following goals, policies and objectives of the Portland Comprehensive Plan are relevant and applicable to the Cully Main Street Proposal.

- 13. Goal 1, Metropolitan Coordination**, calls for the Comprehensive Plan to be coordinated with federal and state law and to support regional goals, objectives and plans. The Cully Main Street Proposal is consistent with this goal because proposals therein do not change policy or intent of existing regulations relating to metropolitan coordination and regional goals. The comprehensive plan map, zoning map changes, and strategic transportation plan proposals put forth are to be implemented within the existing regional goals, objectives and plans.
- Cully Boulevard and portions of Killingsworth Street have been identified in the Metro 2040 Growth Concept Plan as a main street. The proposals in this plan align the Portland Comprehensive Plan map and zoning map to an existing Metro policy.
- 14. Policy 1.4, Intergovernmental Coordination**, requires continuous participation in intergovernmental affairs with public agencies to coordinate metropolitan planning and project development and maximize the efficient use of public funds. Regional and State agencies were noticed and participated in the project. The Oregon Department of Transportation was consulted on the traffic analysis findings. Staff recommendations include for BPS and PBOT to work with the TriMet transit agency on a strategy to improve transit service along the main street corridor.
- 15. Goal 2, Urban Development**, calls for maintaining Portland's role as the major regional employment and population center by expanding opportunities for housing and jobs, while retaining the character of established residential neighborhoods and business centers. The Cully Main Street Proposal supports this goal because the land use and zoning pattern proposed for the Cully main street area increases opportunity for additional residential and commercial use along two main corridors (Cully Boulevard and Killingsworth Street), that make up the Cully main street area, while retaining the single family character of the overall neighborhood area. Zoning proposals are modest and tailored to small scale development that is geared towards local, not regional consumption. Small scale development is more likely to preserve Cully's cultural diversity and residential character. Proposals add or up-zone a combined eleven acres of land to be dedicated to commercial and employment development. Thirteen acres are up-zoned to a higher residential density. Additional capacity for housing development is added as part of the Storefront Commercial (CS), Mixed Commercial (CM), and Central Employment designations.
- 16. Policy 2.1, Population Growth**, calls for accommodating the projected increase in city households. The Cully Main Street Proposal supports this policy because the proposals expand the potential to develop additional housing units in the area. Zoning changes from Residential 3,000 (R3) to Residential 2,000 (R2) and from R2 to Residential 1,000 (R1) increase the maximum allowed number of housing units in the neighborhood. Comprehensive Plan Amendments to Urban Commercial in Area 2 accommodates for an even longer term need for housing. The Storefront Commercial (CS) and Mixed Commercial (CM) designations have development potential for residential units to be built above retail establishments, or to be entirely residential projects. See findings for Metro Urban Growth Management Functional Plan *Title 1, Housing and Employment Accommodation*.
- 17. Policy 2.2, Urban Diversity**, calls for promoting a range of living environments and employment opportunities in order to attract and retain a stable and diversified population. The Cully Main Street Proposal supports this policy by proposing eight acres of residential rezoning to commercial and two acres of rezoning to employment. The increase in commercially zoned lots increases opportunities for a variety of local business and local employment. The Cully Main Street Proposal also increases housing stock availability of various types (townhouses, duplexes, apartments, and condominiums) within one of Portland's most racially diverse neighborhoods—Cully has sizeable Hispanic, Black, and Asian populations. It does so through rezoning proposals to Residential 2,000 (R2), Residential 1,000 (R1), Storefront Commercial, (CS), Mixed Commercial (CM), and Central Employment (EX). The rezoning to EX allows a diverse set of commercial, employment, and housing uses to occur within the same lot. Proposals to rezone non-conforming residential lots to Neighborhood Commercial (CN1), Neighborhood Commercial 2 (CN2), General Employment 1

(EG1), and Storefront Commercial (CS) bring approximately six acres with non-conforming uses into compliance. Doing so supports diversity of businesses in size and by uses.

18. **Policy 2.6, Open Space**, requires that opportunities for recreation and visual relief be provided. The Cully Main Street Proposal supports this policy because of a proposal to designate a future neighborhood park site with an Open Space (OS) Comprehensive Plan and Zoning Map classification.
19. **Policy 2.9, Residential Neighborhoods**, calls for allowance of a range of housing types to accommodate increased population growth while improving and protecting the city's residential neighborhoods. See findings for Portland Comprehensive Plan *Policy 2.1 and 2.2* and Metro Urban Growth Functional Plan *Title 7, Affordable Housing*.
20. **Policy 2.12, Transit Corridors**, calls for providing a mixture of activities along major transit routes and main streets that supports the use of transit and is compatible with the surrounding area. The Cully Main Street Proposal supports this policy because it promotes development that includes a variety of transit-supportive commercial, residential, and employment zoning and future development opportunities along TriMet frequent service bus route #72 and also route #71. Specifically, zones such as CS, CM, R2, R1, and Comprehensive Plan Urban Commercial (UC) provide short to long term additional density and intensity of uses. Inclusion of the Central Employment (EX) designation adds significantly to the mix and takes advantage of the proximity to employment zones to the north. EX brings an opportunity for a larger number of daily trips by transit.
21. **Policy 2.18, Transit-Supportive Density**, calls for establishing average minimum residential densities of fifteen units per acre within one quarter mile of existing transit streets and main streets. Killingsworth Street is classified as a Major Transit Priority Street and Cully Boulevard is classified as a Transit Access Street in the Comprehensive Plan (Amended 2006). Despite its Transit Access Street designation Cully Boulevard does not have continuous service along its entire stretch through the neighborhood. By increasing the housing density and encouraging commercial and mixed-use development along the street, the Cully Main Street Proposal increases the feasibility of contiguous and more frequent bus service.

Portions of Killingsworth Street and Cully Boulevard are designated as main streets in the Metro 2040 Growth Concept Plan. The Cully Main Street Proposal supports this policy because several proposals therein change existing residential densities along Cully Boulevard to Residential 2,000 (R2) and Residential 1,000 (R1) levels, twenty-two dwelling units per acre (DUA) and forty-three DUA respectively. Storefront Commercial (CS) and Mixed Commercial (CM) designations typically result in denser residential development than the existing zoning. This increase along the road frontage will boost the overall average density within a quarter mile of the transit street.

22. **Policy 2.19, Infill and Redevelopment**, calls for encouraging infill and redevelopment as a way to implement the Livable City growth principles and accommodate expected increases in population and employment. The Cully Main Street Proposal supports this policy because it allows future residential, commercial, and mixed-use development opportunities along a centrally located designated main street area that has lacked redevelopment opportunities especially for businesses. Overall the set of proposals increase commercially zoned land by eight acres, employment by two acres, and housing density is increased along the corridor as well. The increases in intensity and density are meant to accommodate increases in population and employment. See findings for Statewide Planning *Goals 9, Economic Development and Goal 10, Housing*.
23. **Policy 2.20, Utilization of Vacant Land**, calls for providing for full utilization of existing vacant land except in those areas designated as Open Space. The Cully Main Street Proposal supports this policy because it provides land use and zoning designations that encourage development of vacant land and redevelopment of underutilized parcels. The area has enough demand to accommodate growth in local businesses according to the Redevelopment Analysis report that Marketek prepared

for the project. Lack of commercial zoning designations have been a barrier to development and meeting local consumption needs. The proposals remove this barrier.

24. **Policy 2.22, Mixed-use**, calls for continuation of a mechanism that will allow for the maintenance and enhancement of areas of mixed-use character where such areas act as buffers and where opportunities exist for the creation of mixed-use nodes. The Cully Main Street Proposal supports this policy because it preserves and enhances an older commercial area with traces of storefront character. It promotes new development that is compatible with this desired character and provides opportunity for a range of retail, services, housing and employment uses to develop at select locations that will enhance the mixed-use character. Proposals include the Storefront Commercial (CS), Mixed Commercial (CM), and Central Employment (EX) zones to establish mixed-use commercial clusters, including the intersection of Cully Boulevard and Prescott Avenue and the corner of Killingsworth Street and Cully Boulevard. Longer term mixed-use opportunities are provided with parcels recommended for Urban Commercial (UC) Comprehensive Plan Map designations.
25. **Policy 2.23, Buffering**, calls for mitigating the impacts from non-residential uses on residential areas through the use of buffering and access limitations, in particular when residentially zoned lands are changed to commercial, employment, or industrial zones. The proposals rely on Portland Zoning Code development standards for setbacks and other buffering regulations to mitigate impacts between commercial and residential uses. Required setbacks of commercial buildings adjacent to residential lots vary by building height and could be as much as fourteen feet (Title 33, Table 130-4). The minimum setback must include a five-foot deep landscaped area that complies with at least the L3, High Screen standard as stated in chapter 33.248. The standard requires vegetation screening of a minimum height of six feet to provide the physical and visual separation between uses.

Neighborhood Commercial designations allow small scale retail, services, and other uses that are restricted in size to promote a local orientation and to limit adverse impacts on nearby residential areas. The Central Employment (EX) proposal is buffered from single family residential to the south by Killingsworth Street, which is a wide street (approximately 50 feet), and by other commercial uses.

26. **Goal 3, Neighborhoods**, calls for the preservation and reinforcement of the stability and diversity of the city's neighborhoods while allowing for increased density. The Cully Main Street Proposal supports this goal by strategically focusing areas of rezoning along street fronting properties in an under-utilized section of NE Cully Boulevard. Limiting rezoning to this area maintains the overall single family residential character of the neighborhood as a whole, while increasing its stability by improving access to local goods and services. Where appropriate, proposals benefit existing non-conforming businesses with an increased ability to renovate, expand, or build a new. Businesses like the two tiendas along Cully Boulevard would be brought into compliance and have an opportunity to expand. Proposed housing density increases—Residential 2,000 (R2) and Residential 1,000 (R1)—attempt to sustain future commercial activity. R2, R1, Storefront Commercial (CS) and Neighborhood Commercial (CN2) designations support Hacienda Community Development Corporation's mission to retain and grow a diverse population as well as incubator business opportunities. Overall rezoning to R2, R1, CS, Mixed Commercial (CM), and Central Employment (EX) encourages a variety of housing types.
27. **Policy 3.2, Social Conditions**, calls for providing and coordinating programs to promote neighborhood interest, concern and security and to minimize the social impact of land use decisions. The Cully Main Street Proposal supports this policy by recommending the City take steps to implement Portland Plan Action 97; using Cully main street as a case study to develop policies and implementable strategies that anticipate and address displacement impacts of gentrification. Staff sought to minimize the social impact of land use decisions by involving the diverse Cully community throughout the planning process, and shaping recommendations based on public input. See findings for Statewide Planning *Goal 1, Citizen Involvement*.

28. **Policy 3.3, Neighborhood Diversity**, calls for promoting neighborhood diversity and security by encouraging diversity in age, income, race and ethnic background within the city's neighborhoods. The Cully Main Street Proposal is consistent with this policy because it allows for a variety of residential housing types and commercial uses that provide for a broader array of opportunities for the neighborhood. It brings into zoning compliance two Hispanic heritage grocery stores called tiendas. Ownership by Hacienda Community Development Corporation of some of the lots identified for rezoning makes it more likely that affordable housing will increase to meet the needs of the lower income non-White populations. The proposed opportunity for apartment, rowhouse, and condominium housing stock diversifies the predominantly single family residential neighborhood. See findings for Comprehensive Plan *Policy 2.1 and 2.2*.
29. **Policy 3.5, Neighborhood Involvement**, provides for the active involvement of neighborhood residents and businesses in decisions affecting their neighborhood. The Cully main street rezoning supports this policy because local neighborhood associations, business associations, and the community at large were invited to and participated at project-related events. Their input was used in developing elements the map proposals. See findings for Statewide Planning *Goal 1, Citizen Involvement*.
30. **Policy 3.6, Neighborhood Plan**, calls for maintaining and enforcing neighborhood plans that are consistent with the Comprehensive Plan and that have been adopted by Council. The Cully Main Street Proposal is subject to the Cully Neighborhood Plan adopted in 1992. See Findings for Cully Neighborhood Plan below.
31. **Goal 4, Housing**, calls for enhancing Portland's vitality as a community at the center of the region's housing market by providing housing of different types, tenures, density, sizes, costs, and locations that accommodates the needs, preferences, and financial capabilities of current and future households. The Cully Main Street Proposal is consistent with this goal because it generally increases the variety and supply of residential developments. The proposed map designations provide a broader array of housing opportunities to serve a variety of incomes, ages, races, and ethnicities. These include multi-dwelling units, rowhouses, and mixed-use and live/work residential situations. See findings for Comprehensive Plan *Policy 2.1 and 2.2*.
32. **Policy 4.1, Housing Availability**, calls for ensuring that an adequate supply of housing is available to meet the needs, preferences, and financial capabilities of Portland's households now and in the future. The Cully Main Street Proposal generally supports this policy because it offers the potential of a variety of housing types. It generally increases the opportunity for new housing units in the neighborhood. Hacienda Community Development Corporation, a significant provider of affordable housing in Cully, can continue to provide affordable housing based on the rezoning proposals from R2 to R1. The zone changes should also make it easier for private developers to produce a variety of housing types that may be affordable. Changes that only affect Comprehensive Plan Map designations while preserving the existing Base Zones are meant to better meet long term needs. Two existing non-conforming properties in close proximity to the main street area that add to the housing availability of the area are rezoned to Residential 2,000 (R2), in order to bring them into compliance.
33. **Policy 4.2, Maintain Housing Potential**, calls for retaining housing potential by requiring no net loss of land reserved for, or committed to, residential or mixed-use. The Cully Main Street Proposal supports this policy because it provides for an increase in residential development potential within the study area by encouraging mixed-uses in the proposed CS, CM, and EX zones, and by upzoning parcels from Residential 3,000 (R3) to Residential 2,000 (R2) and others from R2 to Residential 1,000 (R1). See findings for Statewide Planning *Goal 10, Housing*.
34. **Policy 4.3, Sustainable Housing**, calls for encouraging housing that supports sustainable development patterns by promoting the efficient use of land; conservation of natural resources; easy access to public transit and other efficient modes of transportation; easy access to services

and parks; resource efficient design and construction; and the use of renewable energy resources. The Cully Main Street Proposal promotes efficient use of land and resources by providing increased opportunity for residential and mixed-use developments located near transit—TriMet route #71 and route #72—, parks, schools, and other community resources. The decreased dependence on the automobile results in reduced fuel consumption and thus conserves natural resources.

35. **Objective C** encourages development of housing at transit-supportive densities near transit streets especially where schools and parks are present. See finding for *Policy 2.18*.
36. **Policy 4.7, Balanced Communities**, calls for striving for livable mixed-income neighborhoods throughout Portland that collectively reflect the diversity of housing types, tenures, and income levels of the region. The Cully Main Street Proposal supports this policy because it provides the potential for multi-dwelling units, rowhouses, and mixed-use and live/work residential situations that will support households of different incomes. See Comprehensive Plan *Policies 2.1, 2.2 and 3.3*.
37. **Objective G** seeks to encourage the development and preservation of housing that serves a range of household income levels at locations near public transit and employment opportunities. The Cully Main Street Proposal increases housing opportunities along bus lines #72 on Killingsworth Street and #71 along part of Cully Boulevard. The addition of commercial zones (CN1, CN2, CS and CM) and EX zoned properties makes it possible to improve proximity to employment. See findings for Metro Urban Growth Management Functional Plan *Title 7* and Comprehensive Plan *Policy 2.17*.
38. **Objective K** seeks to discourage the involuntary displacement of low-income residents from their community as neighborhoods evolve. A Cully Main Street Proposal staff recommendation proposes that the Bureau of Planning and Sustainability, the Portland Housing Bureau, and Portland Development Commission be tasked with implementing Portland Plan Action 97, using Cully as a case study in developing policies and strategies that anticipate and address the involuntary displacement impacts of gentrification. Other City and community-based partnerships and initiatives such as the Cully Boulevard Alliance Neighborhood Prosperity Initiative, intend to encourage local business development to create local wealth and minimize displacement of lower income especially communities of color in Cully.
39. **Policy 4.10, Housing Diversity**, calls for promoting creation of a range of housing types, prices, and rents to (1) create culturally and economically diverse neighborhoods; and (2) allow those whose housing needs change to find housing that meets their needs within their existing community. See findings for Comprehensive Plan *Policy 2.1 and 2.2*.
40. **Policy 4.11, Housing Affordability**, calls for promoting development and preservation of quality housing that is affordable across the full spectrum of household incomes. By increasing supply of housing units the Cully Main Street Proposal will better meet demand and thus maintain housing cost stability. Ownership by Hacienda Community Development Corporation of some of the lots identified for rezoning makes it more likely that affordable housing will increase to meet the needs of the lower income population. Housing options for higher income individuals may develop in Storefront Commercial (CS), Mixed Commercial (CM), Central Employment (EX) lots where condominium apartments are allowed. See finding for *Policy 3.3*.
41. **Goal 5, Economic Development**, calls for promotion of a strong and diverse economy that provides a full range of employment and economic choices for individuals and families in all parts of the city. The Cully Main Street Proposal is consistent with this goal because it enacts zoning changes that encourage a variety of commercial and employment opportunities designed to stimulate the area's economy and meet local goods and service needs of Cully residents. Currently only two percent of land in Cully is zoned for commercial use, while ten percent is more common for neighborhoods in Portland. The addition of Storefront Commercial (CS), Mixed Commercial (CM), Central Employment (EX), and Neighborhood Commercial (CN1 and CN2) designations strengthens existing businesses and may attract new businesses to support a local economy.

Sufficient demand exists to accommodate new businesses according to the Marketek Redevelopment Analysis performed for this project. The report recommends a retail and office inventory of approximately eight acres to meet demand in 2035, which is similar in amount to the new commercial and employment designated parcels being proposed.

The up-zoning of residentially zoned parcels encourages business supportive housing by allowing for an increase in potential customers and employees located within close proximity. The Marketek Redevelopment Analysis report performed for this project describes this essential element for the main street's success, stating that the size and scope of the consumer market must expand so as to promote economic development in the project area.

Another Marketek strategy for economic success is a strong concentration of retail that is focused rather than scattered. Proposals adhere to this advice and concentrate commercial designations in clusters along the main street area. See findings for Statewide Planning *Goal 9, Economic Development*.

42. **Policy 5.1, Urban Development and Revitalization**, calls for encouraging investment in the development, redevelopment, rehabilitation and adaptive reuse of urban land and buildings for employment and housing opportunities. The Cully Main Street Proposal is consistent because the conversion of parcels from residential to commercial, employment, and Comprehensive Plan Map designations will broaden opportunities for development, redevelopment, rehabilitation and adaptive reuse of buildings. Several proposals in the package bring existing legally non-conforming commercial uses into compliance, reducing regulatory and financing barriers for improving their property, thus enabling them to expand and/or rehabilitate the building stock.
43. **Policy 5.2, Business Development**, calls for sustaining and supporting business development activities to retain, expand, and recruit businesses. The Cully Main Street Proposal supports this policy by bringing non-conforming uses into compliance and removing the financing and regulatory barriers to business expansion associated with non-conformance. The proposal also includes Comprehensive Plan Map and Zoning Map amendments to encourage new businesses to locate in rezoned commercial and employment zoned locations.
44. **Policy 5.3, Community Based Economic Development**, calls for supporting community-based economic development initiatives consistent with the Comprehensive Plan and compatible with neighborhood livability. The Cully Main Street Proposal advances this policy by setting up a framework for more opportunities for community based economic development; it increases the supply of commercial and employment zoning. Ongoing efforts from the Cully Boulevard Alliance Neighborhood Prosperity Initiative with community based partners will work to further this policy.
45. **Policy 5.4, Transportation System**, calls for promoting a multi-modal regional transportation system that stimulates and supports long term economic development and business investment. The Cully Main Street Proposal achieves this policy in several ways. It proposes zoning designations that do not require off-street parking, such as Neighborhood Commercial 1 (CN1), Storefront Commercial (CS), and Mixed Commercial (CM). Limiting off-street parking discourages auto use and makes walking or bicycling for short trips more convenient, especially for local residents. Additionally, CS and CM zones consist of development standards that encourage bicycling and walking, such as the maximum ten foot setback and required ground floor windows.

The Cully Main Street Proposal also recommends coordination with TriMet to improve and enhance transit service along the main street area, where some transit service exists including the frequent services bus line #72 along Killingsworth St. Increasing density along the Cully Boulevard main street area makes improved transit service that is continuous with shorter headways feasible.

Recent Green Street improvements to Cully Boulevard have made the pedestrian and bicycling experience more pleasant and safe. The rezoning recommendations provide an opportunity to attract more pedestrians and bicyclists to utilize the recent improvements as businesses are established and patronage increases.

46. **Objective D. of Policy 5.4** calls for supporting transit-oriented development and redevelopment along designated transit streets and in the vicinity of transit stations. See findings for Comprehensive Plan *Policies 2.12 and 2.18* above.
47. **Objective E of Policy 5.7**, calls for concentrating the expansion of commercial and mixed-use activities near the intersections of major city traffic or transit streets. The intersection of Cully Boulevard and Prescott Avenue is of two Transit Access streets. The intersection of Killingsworth Street and NE Portland Highway is the intersection of a major transit priority street and a major city traffic street. These intersections are treated as nodes for the concentration of commercial, employment, and residential expansion within the Cully Main Street Proposal.
48. **Goal 6, Transportation**, calls for developing a balanced, equitable, and efficient transportation system that provides a range of transportation choices; reinforces the livability of neighborhoods; supports a strong and diverse economy; reduces air, noise, and water pollution; and lessens reliance on the automobile while maintaining accessibility. The Cully Main Street Proposal is consistent with this goal because commercial and residential zoning amendments and/or Comprehensive Plan Map amendments encourage land use patterns compatible with a transportation system that supports a strong and diverse economy, reduces pollution, and offers greater mode choice by lessening reliance on the automobile. It accomplishes this through compact urban form that more efficiently utilizes heating and cooling systems, water distribution systems, and other infrastructure. Commercial, employment and residential uses become accessible by walking, bicycling, transit, and other non single occupancy vehicle modes, reducing levels of vehicular carbon emissions.
49. **Policy 6.1 Coordination**, calls for carrying out a public involvement process that provides information about transportation issues, projects, and processes to citizens, businesses and other stakeholders, especially those traditionally underserved. See findings for Statewide Planning *Goal 1, Citizen Involvement* and Comprehensive Plan *Policy 3.5* above.
50. **Objective B of Policy 6.6, Major Transit Priority Streets**, states that Major Transit Priority Streets are intended to provide high-quality transit service and that transit-oriented land uses are encouraged to locate along these streets. NE Killingsworth Street is classified as a Major Transit Priority Street and this proposal is consistent because it will allow transit-oriented land uses to occur at the intersection of NE Killingsworth Street and Cully Boulevard with the implementation of Storefront Commercial (CS), Central Employment (EX) and Residential 1,000 (R1) zoning.
51. **Objective C of Policy 6.6, Transit Access Street**, states that Transit Access Streets are intended for district oriented transit service serving main streets, neighborhoods, and commercial, industrial and employment areas. Cully Boulevard and Prescott Street are both designated as Transit Access streets. The Cully Main Street Proposal supports this objective because it provides increased opportunities for transit oriented land uses and development along the main street area. Zones used in the proposal such as Central Employment (EX), Storefront Commercial (CS), Mixed Commercial (CM), Comprehensive Plan Urban Commercial (UC), Residential 2,000 (R2) and Residential 1,000 (R1) tend to be transit supportive because of their density, intensity of use, and shorter distance between uses.
52. **Objective D of Policy 6.11, Community Main Streets** states that Community Main Streets are designed to accommodate motor vehicle traffic, with special features to facilitate public transportation, bicycles, and pedestrians. Sections of Cully Boulevard are designated as Community Main Streets. The Cully Main Street Proposal supports this objective by rezoning along the main streets to increase the commercial activity and residential density of the area to promote this community main street. The proposals include commercial zones and comprehensive plan designations that foster pedestrian and bicycle activities through development standards. See findings for Comprehensive Plan *Goal 6, Transportation* above.
53. **Policy 6.18, Adequacy of Transportation Facilities**, calls for ensuring that amendments to the Comprehensive Plan (including map amendments) zone changes, etc. that change allowed land

- uses are consistent with the identified function and capacity of, and adopted performance measures for affected transportation facilities. The Cully Main Street Proposal meets this policy and its objectives. See finding for Statewide Planning *Goal 12, Transportation*.
54. **Policy 6.19, Transit-Oriented Development**, seeks to reinforce the link between transit and land use by encouraging transit-oriented development and supporting increased residential and employment densities along transit streets et al. See findings for Policy 2.12, 2.18, and Objective C of 6.6 above.
 55. **Objective A. of Policy 6.19** calls for considering the existing and planned availability of high-quality transit service when adopting more intensive residential, commercial and employment designations. The Cully Main Street Proposal supports this objective as the application of commercial, residential, and employment designations support existing quality (TriMet Route #72) and future anticipated quality transit service (Route # 71) along the complete main street area.
 56. **Objective B. of Policy 6.19**, seeks to focus medium-density and high-density development, including institutions, in transit-oriented developments along transit lines. See findings for Policy 2.12, 2.18 and *Objective A of Policy 6.19* above.
 57. **Goal 7, Energy**, calls for promotion of a sustainable energy future by increasing energy efficiency in all sectors of the city by ten percent by the year 2000. The Cully Main Street Proposal is consistent with this goal because it promotes a pedestrian and transit-oriented development pattern. This development pattern is likely to reduce the need for single-occupant vehicle trips and encourages transit use, bicycling and walking. Having goods and services available locally may reduce auto use to destinations outside of the neighborhood, thus conserving fuel resources. See finding for Statewide Planning Goal 13 and Policy 7.A.
 58. **Policy 7.4, Energy Efficiency through Land Use Regulations**, calls for promoting residential, commercial, industrial, and transportation energy efficiency and the use of renewable resources. Cully Main Street Proposal supports this policy because the proposed land use pattern makes efficient use of land resources and concentrates development into an area served by existing and planned transit services and infrastructure in several ways: (1) it focuses and reinforces commercial activities along a designated main street through use of commercial, multi-dwelling residential, and employment zones; (2) it adds to the housing capacity of the area; (3) it allows for and fosters mixed-use development, which reduces dependency on single occupancy vehicles powered by petroleum based fuels; and (4) it provides opportunity for common wall construction of row houses and multi-dwelling units in commercial, residential and employment zones.
 59. **Policy 7.6, Energy Efficient Transportation**, calls for providing opportunities for non-auto transportation and for reducing gasoline and diesel use by increasing fuel efficiency. The Cully Main Street Proposal supports this policy because it provides for a transit-supportive development pattern that will increase opportunities for using transit, walking, and bicycling to destinations for those living, visiting, and doing business in and around the Cully main street area. It also helps reduce trips to destinations outside the neighborhood to fulfill local needs.
 60. **Goal 8, Environment**, calls for maintaining and improving the quality of Portland's air, water, and land resources, as well as protecting neighborhoods and business centers from noise pollution. The Cully Main Street Proposal is consistent with this goal because it will facilitate efficient use of land resources, through increasing development opportunities in select locations within an area that is designated as a main street and served by public facilities including some high-quality transit service. Also see findings for Comprehensive Plan *Goal 7, Energy* and Policy 7.4.
 61. **Goal 9, Citizen Involvement**, calls for improved methods and ongoing opportunities for citizen involvement in the land use decision-making process, and the implementation, review, and amendment of the Comprehensive Plan. This project followed the process and requirements specified in Chapter 33.740, Legislative Procedure. The Cully Main Street Proposal supports this goal. See the findings for Statewide Planning *Goal 1, Citizen Involvement*.

62. **Policy 9.1, Citizen Involvement Coordination**, calls for encouraging citizen involvement in land use planning projects through coordination with community organizations, availability of planning reports and notice of public hearings. The proposal supports this policy because it was developed with feedback and input from representatives of local neighborhood and business associations, property owners, local residents, and other interested people. Community organizations were informed of the process and given project updates; participation from these groups and individuals was also solicited. See the findings for Statewide Planning *Goal 1, Citizen Involvement*.
63. **Policy 9.3, Comprehensive Plan Amendment**, calls for allowing for the review and amendment of the adopted *Comprehensive Plan* which ensures citizen involvement opportunities for the city's residents, businesses, and organizations. The proposal supports this policy because a public review process including public hearings on the proposed amendments to the Comprehensive Plan Map and Zoning Map was conducted with input and feedback from local neighborhood and business associations, local residents, and other groups and individuals. See findings for Statewide Planning *Goal 1, Citizen Involvement*.
64. **Goal 10, Plan Review and Administration**, states that Portland's Comprehensive Plan will be implemented in accordance with State law and the Goals, Policies and Comprehensive Plan Map contained in the adopted Comprehensive Plan. The Cully Main Street Proposal is consistent with this goal based on Exhibit A and the findings in this exhibit, as described in more detail in the findings for Policies 10.6-10.8.
65. **Policy 10.6, Amendments to the Comprehensive Plan Goals, Policies, and Implementing Measures**, requires that all proposed amendments to implementing ordinances be reviewed by the Planning and Sustainability Commission prior to action by the City Council. The Cully Main Street Proposal supports this policy because the Planning and Sustainability Commission reviewed the proposed Comprehensive Plan Map and Zoning Map amendments, took public testimony, and finalized its recommendations to City Council at a public hearing on May 22, 2012. The Planning and Sustainability Commission's recommendations were forwarded to City Council for a public hearing to be held on August 29, 2012.
66. **Policy 10.7, Amendments to the Comprehensive Plan Map**, requires that amendments be supportive of the overall *Comprehensive Plan (Amended 2006)* and Comprehensive Plan Map, be consistent with the Statewide Planning Goals, and be consistent with any adopted applicable area plans. When the amendment is from a residential or urban commercial to another non-residential designation, the policy requires that there be no net loss of housing units. The Cully Main Street Proposal supports this policy because a conservative development scenario finds that the Cully Main Street Proposal increases residential units in Cully by eleven percent from 427 units to 476. Even though some residentially zoned parcels are being rezoned to non-residential, this is offset by the up-zoning of thirteen acres of residential parcels to a higher allowed density—for example the up-zone from Residential 3,000 (R3) to Residential 2,000 (R2). Additionally, housing is expected to occur to some degree in the Storefront Commercial (CS) lots. Not included in the projection is the possibility that the properties rezoned to Central Employment (EX) could redevelop with housing, although it is not an ideal location for housing. See findings for Statewide Planning *Goal 10, Housing*.
67. **Policy 10.8, Zone Changes**, states that base zone changes within a Comprehensive Plan Map designation must be to the corresponding zone stated in that designation. When a designation has more than one corresponding zone, the most appropriate zone will be applied based on the purpose of the zone and the zoning and general land uses of surrounding lands. Zone changes must be granted when it is found that public services are presently capable of supporting the uses allowed by the zone. The Cully Main Street Proposal supports this policy because base zone changes conform to the Comprehensive Plan Map designations. For example, existing Neighborhood Commercial lots are rezoned to Storefront Commercial (CS) zones along with a change to the corresponding Comprehensive Plan designation Urban Commercial.

There are two exceptions to this dual change requisite, a change from Residential 2,000 to Residential 2,000 (Urban Commercial) and a change from Residential 5,000 to Residential 5,000 (Neighborhood Commercial). These changes allow for long term opportunities for commercial and/or mixed-use development at specific main street locations. Statewide Planning Goals guidance allows for base zones to remain only if they are less intense than the Corresponding Zone. Residential zones are less intense than the corresponding Urban Commercial zone (Comprehensive Plan, p.10-6).

Care was taken in choosing designations to apply new zones where public services are presently capable of supporting the uses that the zone allows. The context of surrounding land uses was also considered.

68. **Goal 11 A, Public Facilities, General**, calls for provision of a timely, orderly, and efficient arrangement of public facilities and services that support existing and planned land use patterns and densities. The Cully Main Street Proposal is consistent with this goal because the area that includes the proposal is supported by a basic level of sewer, water, police, and fire service; and with a neighborhood park in the planning and development stage. The main street area where most of the rezoning proposals are situated is served by adequate streets with storm water management. Some of the local streets surrounding the main street study area are deficient in street amenities and storm water management. The broader Cully Main Street and Local Street Plan proposal includes a City Council resolution for adoption that is for a local street plan that will improve street connectivity and affordable options for implementation of local streets as part of the future Transportation System Plan update. See finding for Statewide Planning *Goal 12, Transportation*.
69. **Policy 11.2, Orderly Land Development**, states that urban development should occur only where urban public facilities and services exist or can be reasonably made available. See finding for *Goal 11A*.
70. **Policy 12.2, Enhancing Variety**, calls for promoting the development of areas of special identity and urban character. The Cully Main Street Proposal supports this policy because it recognizes the unique character of the Cully neighborhood and applies land use and zoning designations designed to maintain and enhance community-desired qualities, like a “quiet residential down home feel” and “racial, economic and cultural diversity” (Implementation Report Page 8, Exhibit A). Neighborhood Commercial designations are used when development would be in the presence of a primarily residential area. Storefront Commercial is used only along Cully Boulevard, Prescott Street, and Killingsworth Street frontages. Up-zoned residential intensity is capped at medium density, Residential 1,000. The existence of Residential 2,000 zoning in the neighborhood prior to these proposals suggests compatibility with multi-dwelling residential uses.
71. **Policy 12.6, Preserve Neighborhoods**, calls for preserving and supporting the qualities of individual neighborhoods that help to make them attractive places. The Cully Main Street Proposal includes minimal changes to the residential area outside the Cully Boulevard and Killingsworth Street frontage, preserving the stability of established residential areas while providing opportunity for economic development at two main intersections—Cully Boulevard and Prescott Street & Cully Boulevard and Killingsworth Street.

Cully Neighborhood Plan Findings

Portland Comprehensive Plan Policy 3.6 - Neighborhood Plan encourages the creation of neighborhood and area plans that address issues and opportunities at a scale that is more refined and more responsive to neighborhood needs than can be attained under the broad outlines of the Comprehensive Plan. Area and neighborhood plans describe and promote land use patterns, urban design, infrastructure facilities and services that encourage and contribute to the economic, social, and physical health, welfare, and safety of the specific area or neighborhood and the city as a whole. The Cully Main Street Proposal is consistent with the Cully Neighborhood Plan as described below.

72. **Policy Area IA, Develop a strong neighborhood identity**, calls for creating a sense of place and belonging for residents of the neighborhood and unifies residential, commercial, and industrial interests into a cooperative force for mutual improvement and advancement. The proposal allows for a transformation of the main street area to a mixed-use neighborhood center of activities that creates a sense of place. Adding acreage of commercial and employment zoned land allows more opportunity for locally serving businesses that contribute to a distinct Cully identity. The pedestrian oriented nature of the zoning designations will promote a locally accessible community gathering place.
73. **Objective 4 of Policy Area IA, Beautify the appearance of the Cully Neighborhood**, calls for upgrading specific buildings and landscaping. Investments of new development and redevelopment along the main street area is expected to improve the quality of existing building stock, or create new building stock that conforms to development standards. The application of Neighborhood Commercial 1 (CN1), Storefront Commercial (CS), and Mixed Commercial (CM) designations minimizes off-street parking lots and maximizes the construction of welcoming storefront facades. The rezoning of nonconforming businesses to commercial zones allows the buildings for these uses to be renovated and upgraded to be more attractive.
74. **Objective 3 of Policy Area IB**, calls for promoting sensible and balanced solutions to the transition or intensification of commercial and industrial uses. It also calls for discouraging incompatible uses. The Cully Main Street Proposal is consistent because the proposals were carefully selected to fit within the existing mostly residential neighborhood context. The zones proposed such as CS, CM, Central Employment (EX), and CN1, CN2 are located along neighborhood collector streets that already serve some commercial establishments. The proposals balance the need to serve the existing population and accommodate a forecasted population with basic goods and services while maintaining the overall single dwelling residential feel of the neighborhood. Focusing future growth along the main street corridors of Cully Boulevard and Killingsworth Street accomplishes the growth objectives while maintaining the character of the bulk of the neighborhood.
75. **Objective 2 of Policy Area 2A, Develop neighborhood “gateway” areas with family oriented businesses**, calls for a strategy to support family oriented businesses. The Cully Main Street Proposal recognizes two gateways into the Cully neighborhood, one at Cully Boulevard and NE Portland Highway and another at Shaver and Cully Boulevard. Proposals amend the Comprehensive Plan Map and zoning map so these gateways can become centers of activity and be able to accommodate family oriented businesses.
76. **Policy Area 2B, Urban character and historic preservation**, calls for maintaining and improving the historic character of the neighborhood’s existing physical environment while attracting compatible development. The Cully Main Street Proposal is consistent with this proposal because it expands commercial and multi-dwelling zoning in the main street area where such uses already exist. In places like along Cully Boulevard south of Prescott Street, the proposed CS designations respond to existing building stock with street front characteristics.
77. **Objective 4 of Policy Area 2B, Careful planning and design**, calls for the careful planning and design of new development and redevelopment to enhance neighborhood livability. The Cully Main Street Proposal is the result of a one year public engagement process. It involved input from a body of interested local residents and community members organized into a Project Working Group. See

finding for Statewide Planning Goal 1 for additional public input opportunities in the planning and design of the Cully main street area's future. Proposed comprehensive plan and zoning map designations are chosen to see a more pedestrian oriented main street transformed with new businesses, housing, and mixed use development over time. Overall, the scale of new development will be similar to what is allowed today.

78. **Objective 2 of Policy 2C, Improved safety**, calls for encouraging appropriate landscaping, lighting and environmental design to create safer streets, yards and open spaces. The Cully Main Street Proposal supports this objective by increasing the activity potential of the Cully main street corridor. More formal activity and eyes on the street from new businesses and residents tends to discourage illicit activity. Landscaping, lighting and general design parameters are found in the zoning code.
79. **Policy Area 3A, Preserve Housing and Promote New Development**, calls for preserving, protecting, and improving existing housing stock while providing opportunities for new housing for people of all ages, family types and income levels. The Cully Main Street Proposal accomplishes this policy by focusing new development along main street areas where there is opportunity for infill and where redevelopment would have minimal impact on the majority of the Cully neighborhood single family residential housing stock. Even while protecting the bulk of Cully's existing housing stock, the proposals promote new housing and mixed use development along the main street area through commercial zones like Storefront Commercial (CS) and Mixed Commercial (CM). Housing potential is increased because CS does not have maximum density limitation. Goal 3 of the Cully Neighborhood Plan describes NE Cully Boulevard as a potential corridor for new multifamily development. The Cully Main Street Proposal reinforces this concept and increases the density along the residential segment of the corridor from the existing Residential 3,000 to a proposed Residential 2,000 that will allow the construction of apartments, townhouses and common wall construction row houses. (See findings for Statewide Planning Goal 10, Housing)
80. **Objective 2 of Policy Area 3A, Improved and maintained residential properties**, calls for encouraging multifamily development on properly zoned land with access to transit service, within walking distance to commercial, schools and parks. The Cully Main Street Proposal accomplishes this by up-zoning to provide multi-dwelling and commercial opportunities mostly along streets with existing access to transit—TriMet routes #71 and #72. A strategy recommendation to be adopted by resolution requests that TriMet be asked to consider bus service along the entire Cully Boulevard main street corridor. (See findings for Comprehensive Plan Policy 2.12, 2.18, and Goal 4, Housing)
81. **Objective 4 of Policy Area 3A, Owner Occupied Multi-Family**, calls for encouraging good quality owner-occupied multi-family residential use on transit arterials. The Cully Main Street Proposal is consistent with this policy by increasing opportunity for owner occupied multi-family, especially in the proposed Central Employment (EX) designation, which could result in condominium units. The lots are located on Killingsworth Street along TriMet route #72.
82. **Goal 4, Land Use and Recreation**, states that the existing land use in the Cully neighborhood is predominantly single family residential, with some multi-family uses and central commercial node at Five Corners—the Cully Boulevard, Prescott Street and NE 60th Street intersection. The Cully Main Street Proposal honors this concept of the existing neighborhood. It makes minimal zoning changes to the bulk of Cully's existing single dwelling zoned housing stock while concentrating rezoning along the Cully main street area where existing multi-family residential is located. The Five Corners commercial node is recognized and expanded towards the south along Cully Boulevard, while a new node at Killingsworth and Cully Boulevard is developed in recognition of recent opportunities, proximity to major transportation infrastructure (Portland Highway is a Regional/Major City Traffic Street, Killingsworth Street a District Collector, and the node falls within a recognized *community main street* as specified in Metro's 2040 Growth Concept Plan.)

Rezoning proposals address a shortfall of local retail goods and services to meet resident needs. A Marketek redevelopment analysis report states that local residents are meeting these needs by

traveling outside of the neighborhood. The most accessible and compatible location in the Cully neighborhood to ameliorate this need is along the designated main street area.

83. **Objective 1 of Policy 4B, New Business**, calls for encouraging new businesses to locate within the Cully neighborhood on commercially zoned properties. The Cully Main Street Proposal addresses the lack of business opportunity in Cully due to insufficient commercial zoning. It strategically identifies lots in the designated main street area where future commercial growth should locate. The proposed zoning helps to reduce haphazard commercial and employment growth within the entire neighborhood area, concentrating it instead along a corridor with adequate transportation infrastructure and complementary land uses. It provides appropriate commercial zoning for existing local businesses that had been residentially zoned.
84. **Objectives 3 and 4 of Policy 4D, Recreation**, calls for preserving and encouraging open space within the neighborhood, as well as establishing community gardens and community outdoor activities. The Cully Main Street Proposal supports this policy through its proposal to rezone a property under planning for a neighborhood park to Open Space (OS).
85. **Objective 3 of Policy Area 6B, Transit Service**, calls for improving, maintaining and encouraging greater use of transit service and transit incentives. See findings for Comprehensive Plan *Policy 2.12* and *2.18*.
86. **Objective 1 of Policy Area 6C, Pedestrians and Bicycling**, encourages bicycling and walking as an alternative to automobile trips. The Cully Main Street Proposal carries out this policy objective in two ways: 1) utilizing main street zoning designations like Storefront Commercial (CS), Mixed Commercial (CM), and Neighborhood Commercial 1 (CN1) that create storefront development that is more accessible to pedestrians and bicyclists; 2) providing more opportunity for residents to meet their needs locally and in closer proximity, thus reducing dependence on the automobile.
87. **Objective 1 of Policy Area 7A, Appearance of Commercial and Industrial Areas**, calls for effective buffers between industrial and commercial land uses and residential land uses to mitigate noise, traffic and unsightliness in residential areas. See findings for Comprehensive Plan *Policy 2.23*
88. **Objective 4 of Policy Area 7A, Business Growth and Development**, calls for retaining and expanding existing businesses and employment opportunities and encouraging new commercial uses which provide goods and services to the local residents and industrial activities to locate in appropriately zoned areas. The Cully Main Street Proposal supports this objective by addressing the shortage of commercially zoned land and local serving businesses in the neighborhood. It adds eight acres of commercial land while simultaneously increasing the housing capacity. The additional commercial and employment zoned land creates opportunities for local employment, the provision of needed goods and services. Proposals bring non-conforming uses into compliance and remove barriers for expanding existing businesses. See findings for *Statewide Goal 9, Economic Development and 10, Housing*)

CULLY COMMERCIAL CORRIDOR AND LOCAL STREET PLAN



Ordinance No. 185611

Resolution Nos. 36952 and 36953



Adopted by City Council • September 12, 2012



Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.





The Bureaus of Planning and Sustainability and Transportation are committed to providing equal access to information and hearings.

If you need special accommodation, please call 503-823-7700, the City's TTY at 503-823-6868, or the Oregon Relay Service at 1-800-735-2900.



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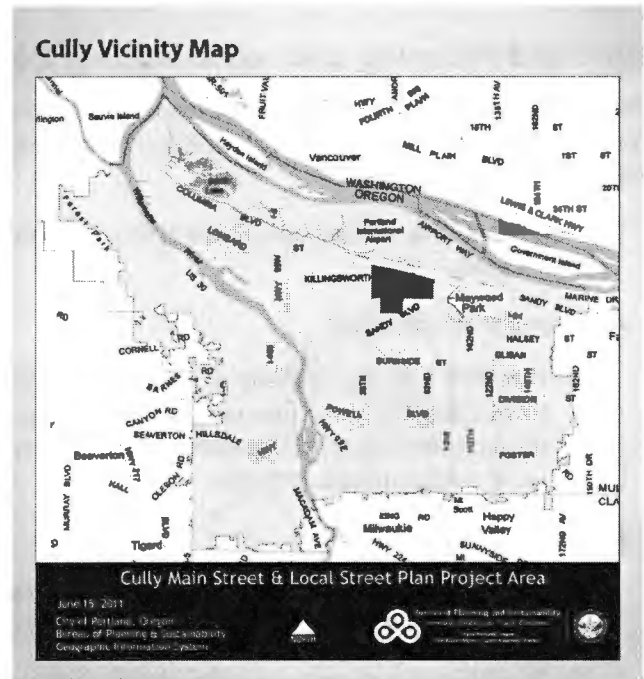
Executive Summary

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

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

The report includes the following:

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



Plan Adoption Process

Portland Planning and Sustainability Commission

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

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

Portland City Council

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

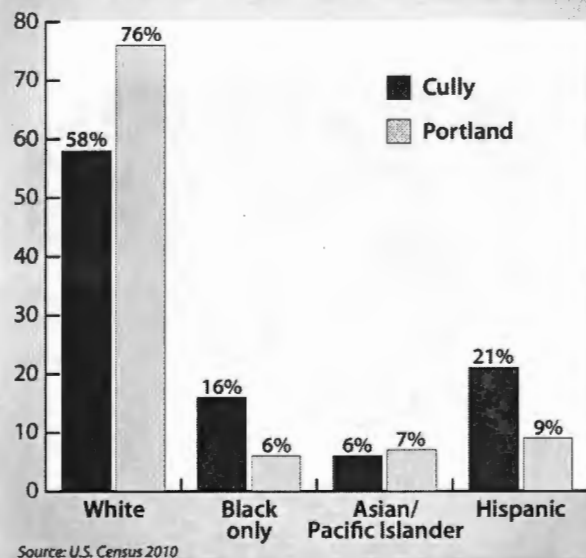
The City Council also voted unanimously to adopt Resolution No. 36953 as amended to use Cully as a case study to implement Portland Plan Action 97 related to gentrification and displacement, and Resolution No. 36952 as amended, to adopt the transportation recommendations of the local street plans.

Introduction

Background

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

Figure 1: Cully Racial Demographic, 2010



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

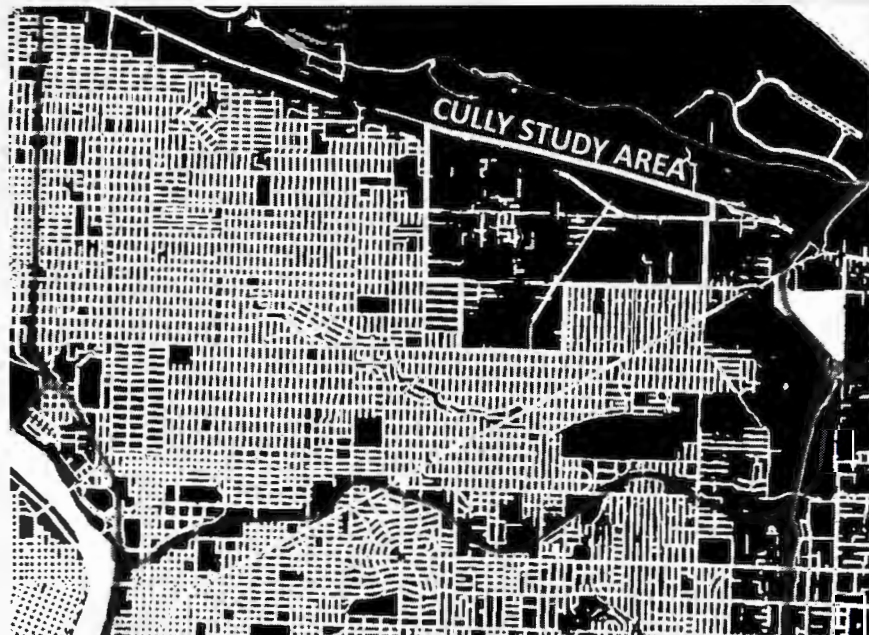
The Cully neighborhood suffers from poor street connectivity and a lack of basic infrastructure. Of all Portland neighborhoods, Cully ranks second in the most number of miles of unpaved streets, and only 34 percent of all streets in the project study area have a sidewalk (Figure 2). The lack of a dense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

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

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

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

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



Relation to Portland Plan

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

Relevant Portland Plan Goals, Policies and Actions

Goals and Objectives

- | | |
|-----------|--------------------------------|
| 6 | Wellness |
| 15 | Neighborhood business vitality |
| 22 | Complete neighborhoods |
| 25 | Active transportation |
| 27 | Parks and nature in the City |
| 30 | Quality public infrastructure |

Guiding Policies

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

Actions

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

Equity and Understanding and Addressing Gentrification and Displacement

Equity

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



Defining Gentrification and Displacement

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

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

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

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

and that investments improve opportunities for existing residents.

Why is this of Concern in Cully?

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

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

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

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

Understanding Cully Today

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

Characteristics of Cully’s resiliency are:

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

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

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

Characteristics of Cully’s challenges are:

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

Current Strategies

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

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

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

Recommendations

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

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

Public Outreach and Engagement

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

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

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

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

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



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

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

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

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

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

Main Street Area South

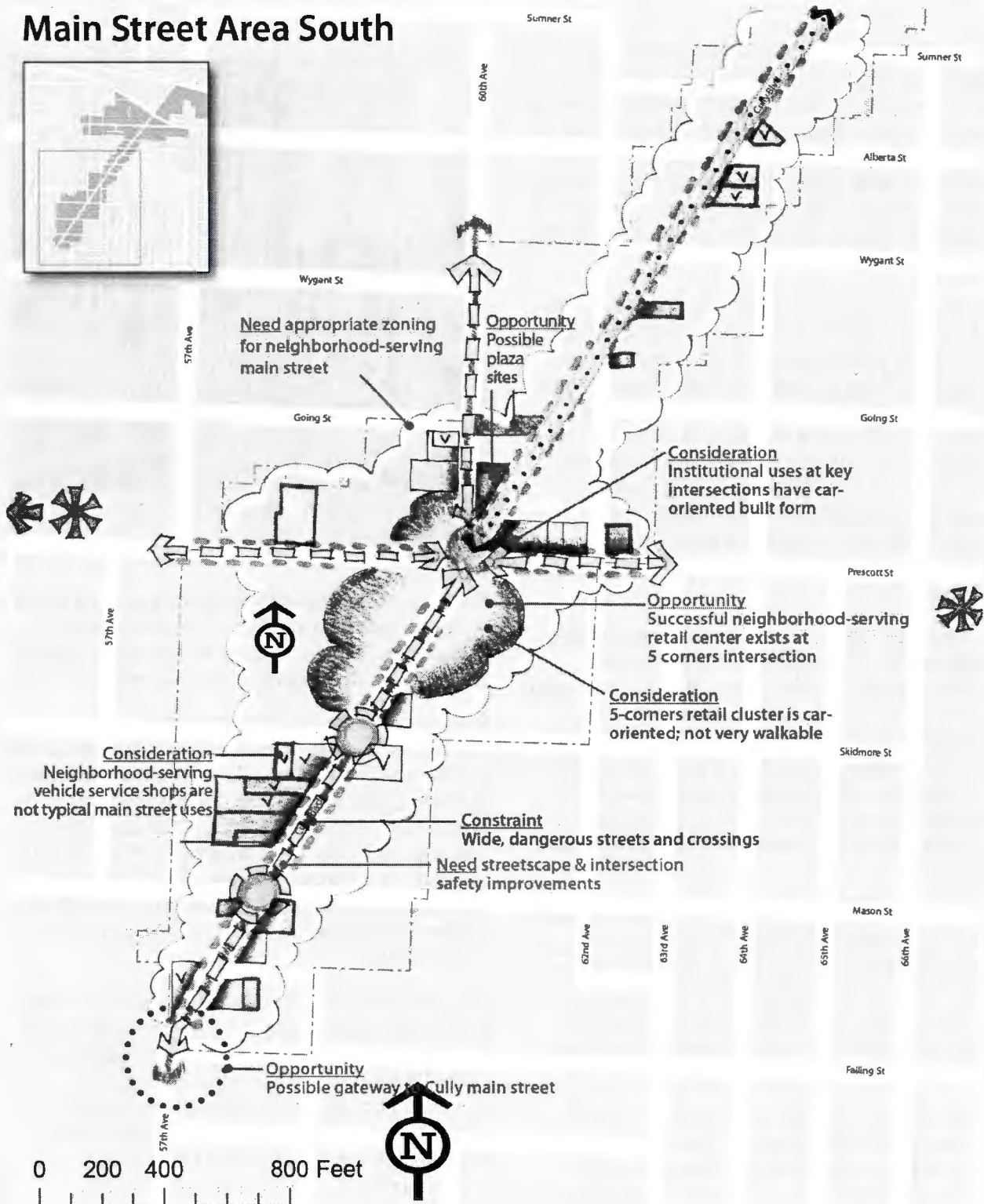


Figure 5: Regional Plan Designated Main Street Area – Needs, Opportunities and Constraints

Main Street Area North



Legend

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

Public outreach and engagement revealed the following:

To succeed Cully main street needs ...

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

The priorities are ...

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

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

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

Over the next 25 years businesses should locate ...

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

New development should look like ...

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

Types of businesses that are lacking include ...

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

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

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

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

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

Comprehensive Plan Map and Zoning Map Amendments: Discussion and Analysis

Overall strategy

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

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

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

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

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

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

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

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

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

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

Zoning Proposal Evaluation Criteria













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

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

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

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

Zone Definitions (see Appendix C for Development Parameters)

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

Area 1: Cully Boulevard South

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

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

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

Minimum Commercial Building Setbacks from Residential Zone Lot Lines [1]		
Height of the building wall	Lots abutting a side lot line for an R zone lot	Lots abutting a rear lot line of an R zone lot
15 ft. or less	5 ft.	0
16 to 30 ft.	8 ft.	8 ft.
31 to 45 ft.	11 ft.	11 ft.
46 ft. or more	14 ft.	14 ft.

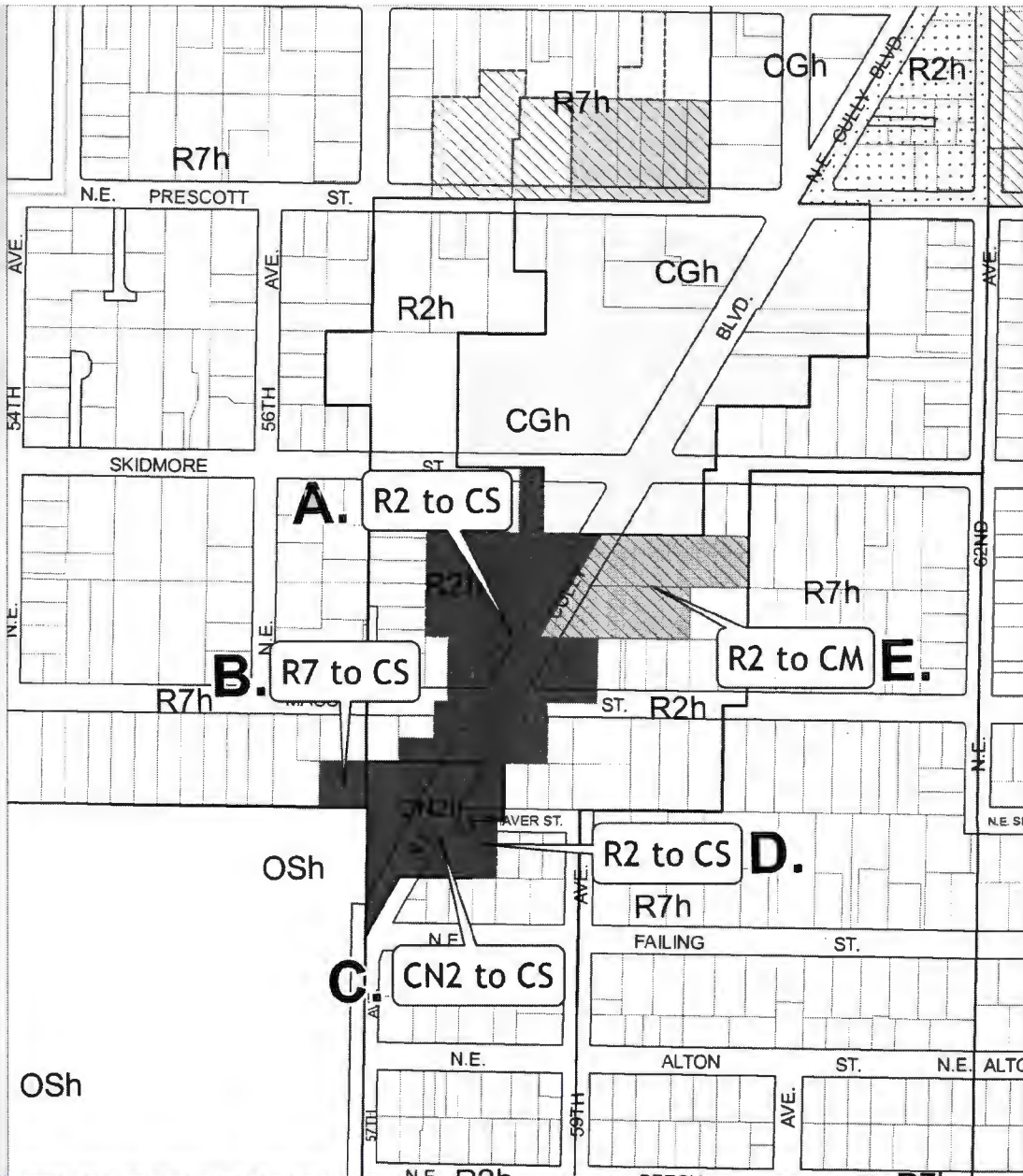
Notes:
 [1] Does not apply to lot lines that abut lots in the RX zone.

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

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



Storefront businesses along Cully Boulevard



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

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

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

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Area 1

Changes from CN2, R2 and R7 to CS

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

Change from R2 to CM

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



Existing Business at Five Corners Intersection

Area 2: Cully Boulevard and Prescott Intersection

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

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

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

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

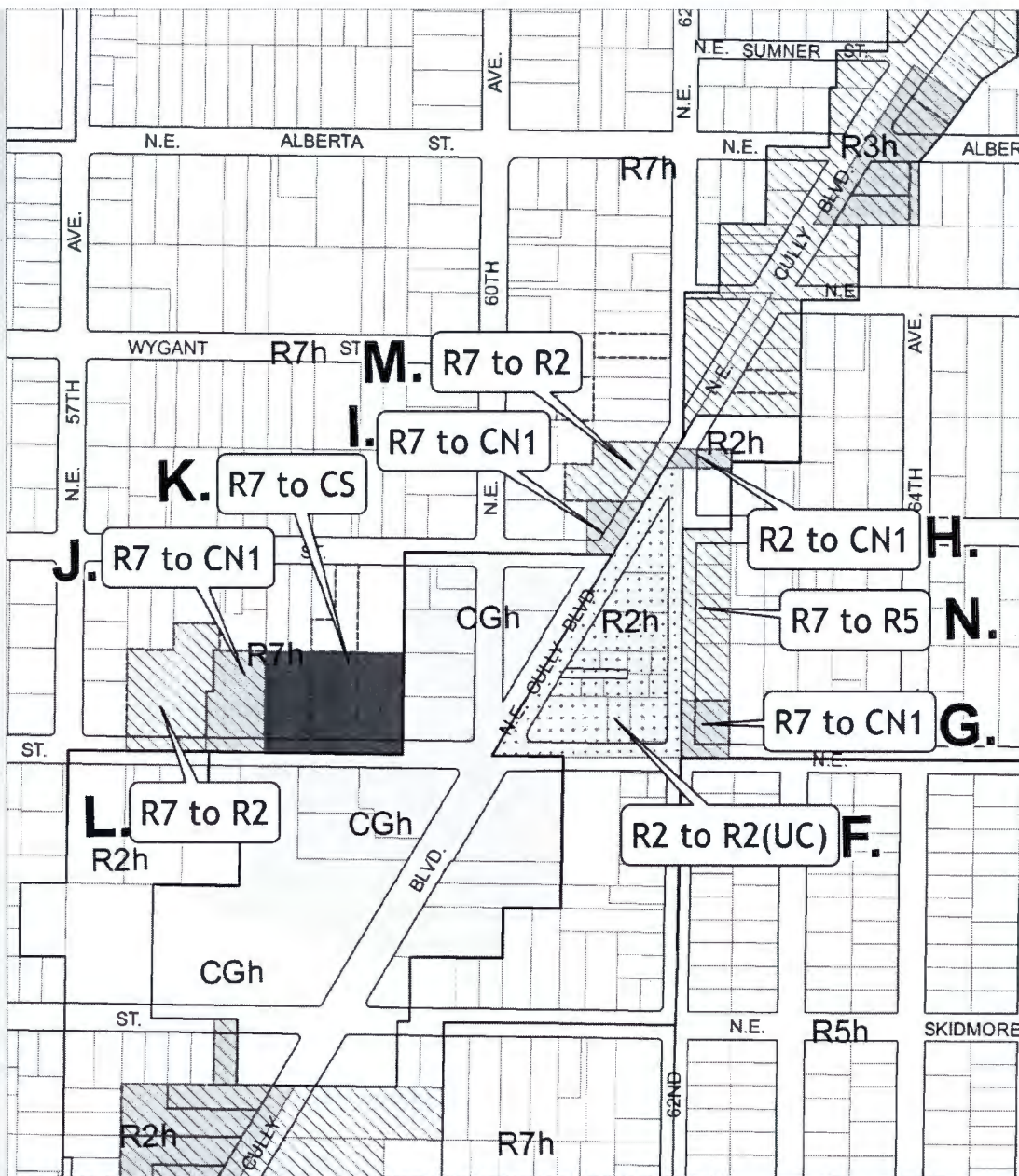
On the north east side of the five corners intersection is a triangular island that includes Grace Presbyterian Church, parking, and residences. For these parcels current residential (R2) zoning is retained, but a different long range Comprehensive Plan map designation of Urban Commercial (UC) is applied.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

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

Area 2

Change from R2 to R2 (UC)

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



**Cully Commercial Corridor & Local Street Plans Project
Area 2: Cully Blvd / Prescott Street
Adopted Zoning & Comprehensive Plan**

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

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

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Changes from R2 and R7 to CN1

Criteria	Comments
<ul style="list-style-type: none"> ✓ Commercial Growth Potential ✓ Neighborhood Serving Uses ✓ Minimizes Non-conforming Uses ✓ Land Use Pattern Residential Growth Potential ✓ Pedestrian Accessibility 	<ul style="list-style-type: none"> ▪ Create additional potential for retail and other businesses ▪ Allow neighborhood serving uses on a limited basis ▪ Bring five existing non-conforming businesses into compliance, so their use matches what is allowed ▪ Support small scale neighborhood commercial uses on small sites ▪ Enhance pedestrian access with new development as buildings will be closer to the street, prohibit drive-through uses, capitalize on bus service along the street

Change from R7 to CS

Criteria	Comments
<ul style="list-style-type: none"> ✓ Commercial Growth Potential ✓ Neighborhood Serving Uses Minimizes Non-conforming Uses ✓ Land Use Pattern ✓ Residential Growth Potential ✓ Pedestrian Accessibility 	<ul style="list-style-type: none"> ▪ Create additional potential for retail and other businesses and mixed-use development ▪ Allow neighborhood serving uses ▪ Promote compact commercial and mixed-use development, fits existing character of buildings to street ▪ Increase opportunity for residential, including in mixed-use development ▪ Enhance pedestrian access with new development after rezoning as buildings will be closer to the street, prohibit drive-through uses, capitalize bus service along nearby Cully Boulevard

Change from R7 to R2

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

Change from R7 to R5

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

Area 3: Cully Boulevard North

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

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

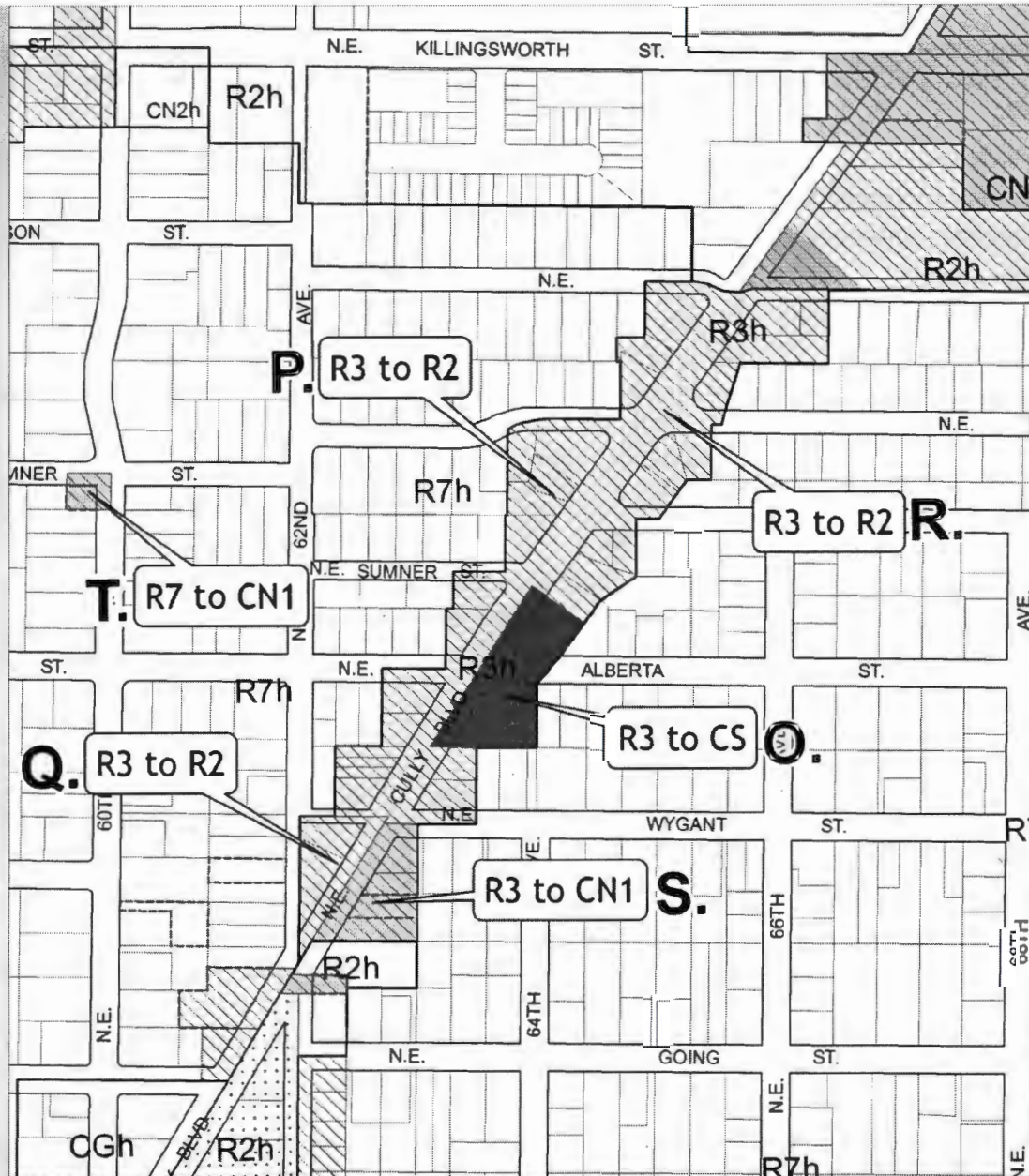


Existing non-conforming use, Mexican grocery store (tienda)

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



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



**Cully Commercial Corridor & Local Street Plans Project
Area 3: Cully Blvd North
Adopted Zoning & Comprehensive Plan**

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

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

September 17, 2012
City of Portland, Oregon // Bureau of Planning & Sustainability // Geographic Information System



COMPREHENSIVE PLAN MAP AND ZONING MAP AMENDMENTS

Area 3

Change from R3 to CS

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

Change from R3 to R2

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

Change from R3 to CN1

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

Change from R3 to CN1

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

Area 4: Killingsworth Street

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

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

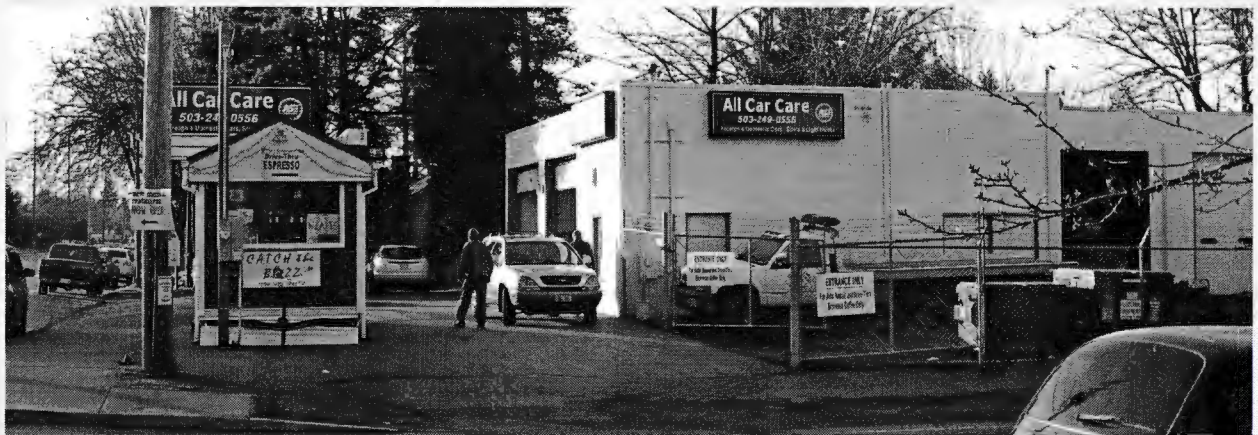
The large triangular property fronted by Killingsworth Street, Cully Boulevard and NE Portland Highway is proposed for up-zoning to Central Employment (EXd) due to its location at what is identified as the northern gateway to the Cully commercial corridor area. It is an ideal location along primary streets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

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

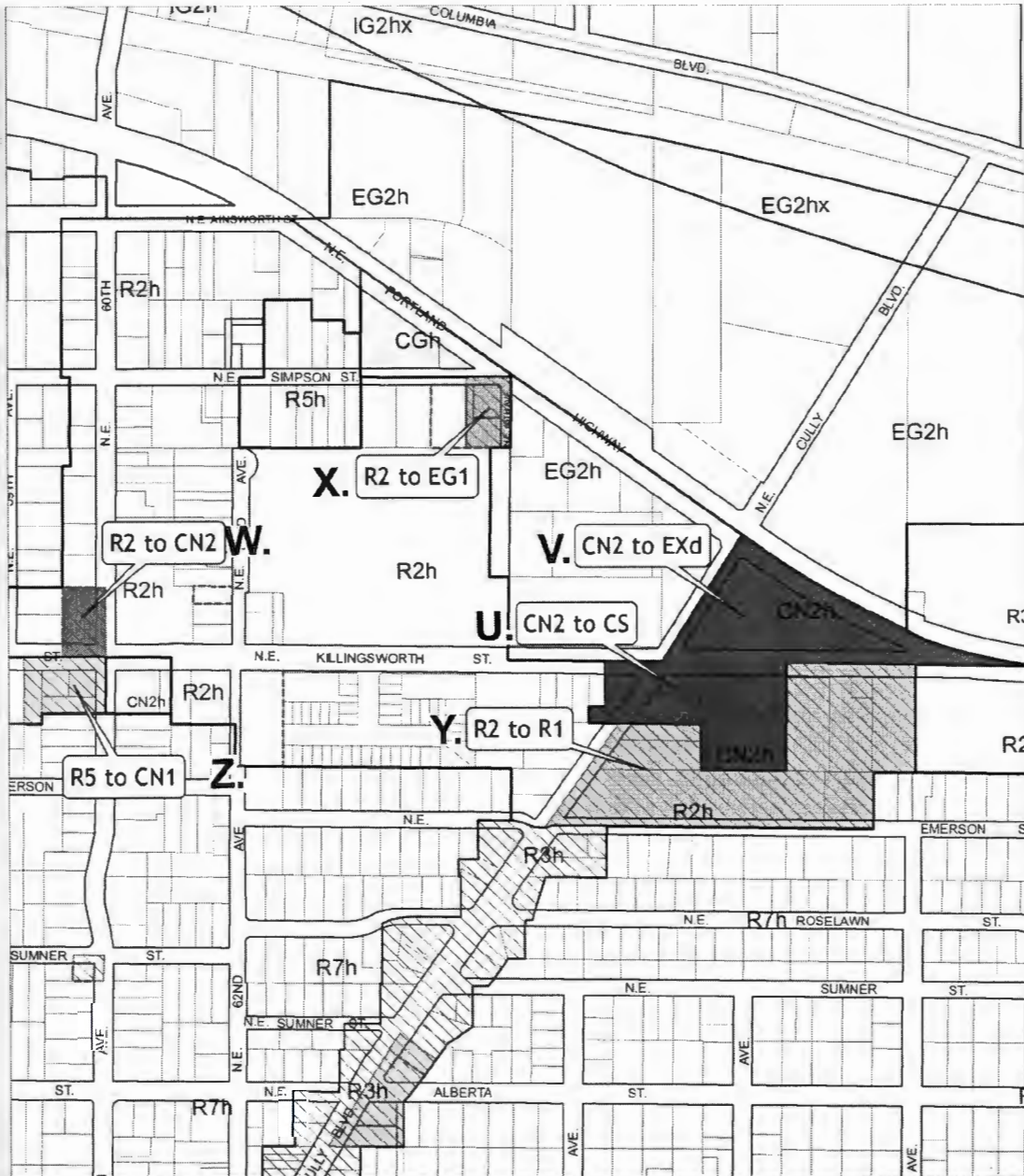
The map amendment from CN2 to CS for the southern side of Killingsworth Street by Cully Boulevard is an opportunity for storefront type commercial and mixed-use development, which promotes pedestrian activity. It prohibits drive-through and vehicle quick services at this location, although those uses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

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

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



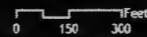
Existing non-conforming business at NE Killingsworth Street and 60th Avenue



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

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

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



Bureau of Planning and Sustainability
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City of Portland
Sara Adams, Mayor - Jane Anderson, Director

Area 4

Change from CN2 to CS

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

Change from CN2 to EXd

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

Change from R2 to CN2

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

Change from R2 to EG1

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

COMPREHENSIVE PLAN MAP AND ZONING MAP AMENDMENTS

Change from R2 to R1

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

Change from (CS to CN)

Criteria	Comments
✓ Commercial Growth Potential	<ul style="list-style-type: none"> ▪ Add to commercial opportunities at a key intersection ▪ Allows neighborhood-serving uses ▪ Support small scale neighborhood commercial uses on small sites ▪ Enhance pedestrian access with new development as buildings will be closer to the street, prohibit drive-through uses, capitalize on bus service along the street
✓ Neighborhood Serving Uses	
Minimizes Non-conforming Uses	
✓ Land Use Pattern	
Residential Growth Potential	
✓ Pedestrian Accessibility	

Area 5: Werbin Neighborhood Park

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

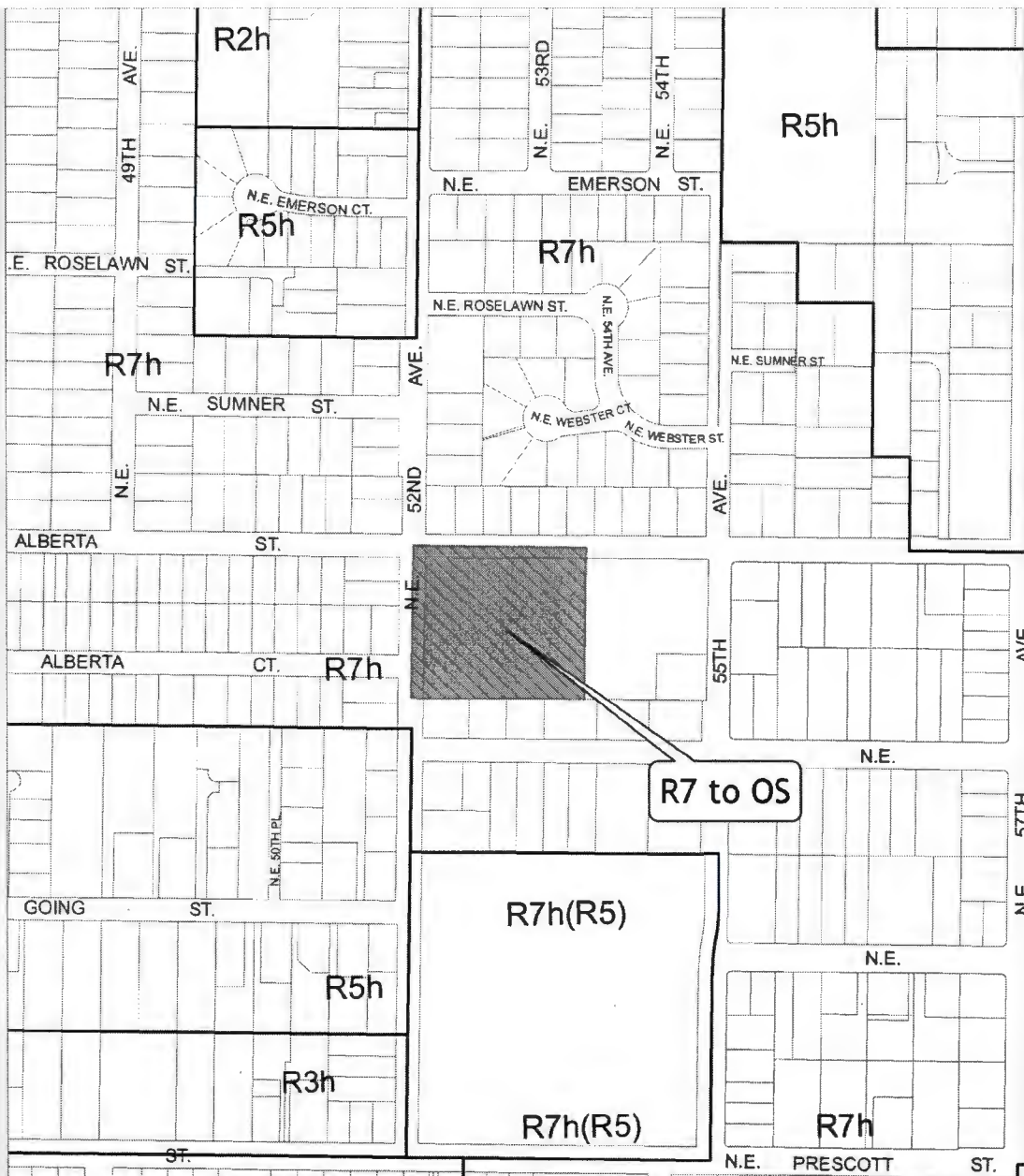
This large 2.4 acre property is located at the southeast corner of NE Alberta Street and NE 52nd Street. During the next couple of years Portland Parks and Recreation in partnership with community

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

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



Werbin Neighborhood Park site



**Cully Commercial Corridor & Local Street Plans Project
Area 5: Werbin Neighborhood Park
Adopted Zoning & Comprehensive Plan**

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

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



Transportation Analysis of the Rezoning Proposals

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

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

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

Cully Local Street Plan

Overall Transportation Strategy

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

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

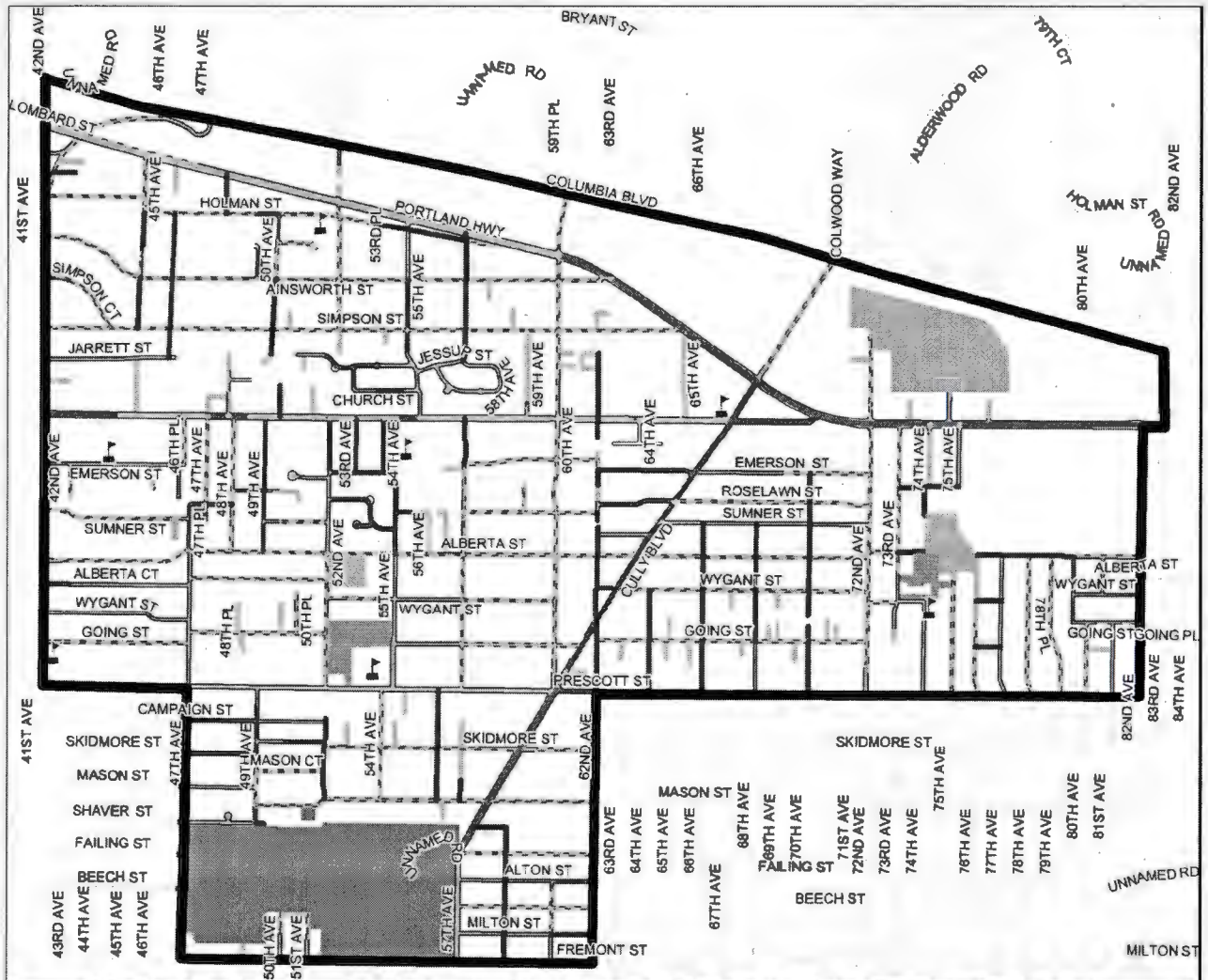
Street Level of Improvement

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

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

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

Figure 5: Street Level Improvement Map



Cully Main Street & Local Street Plans Project

Street Level of Improvement

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



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

July 2012

Local Street Plan Criteria

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

Evaluation criteria for street network tools:

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

Evaluation criteria for local street improvement tools:

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

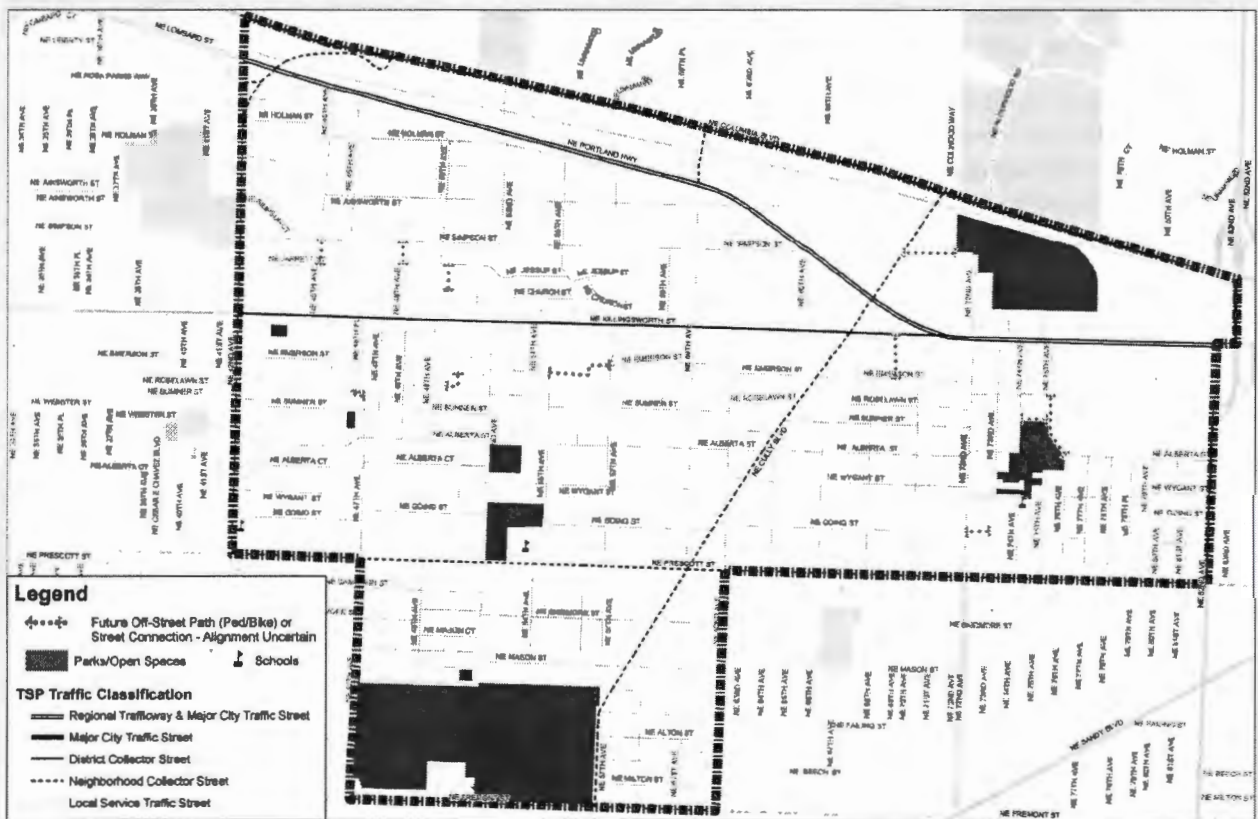
Local Street Plan Proposals

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

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

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

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



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

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

Local Street Typology for Local Service Traffic Streets

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

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

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

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

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

Neighborhood Greenways and Transportation Demand Management Strategy

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

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

Figure 7: Routes to School Map

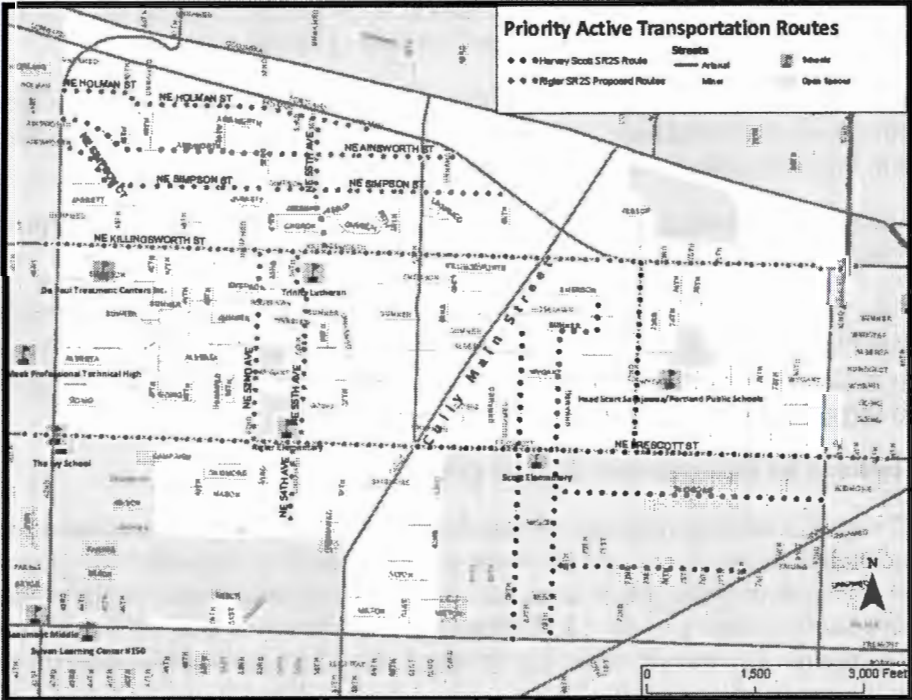
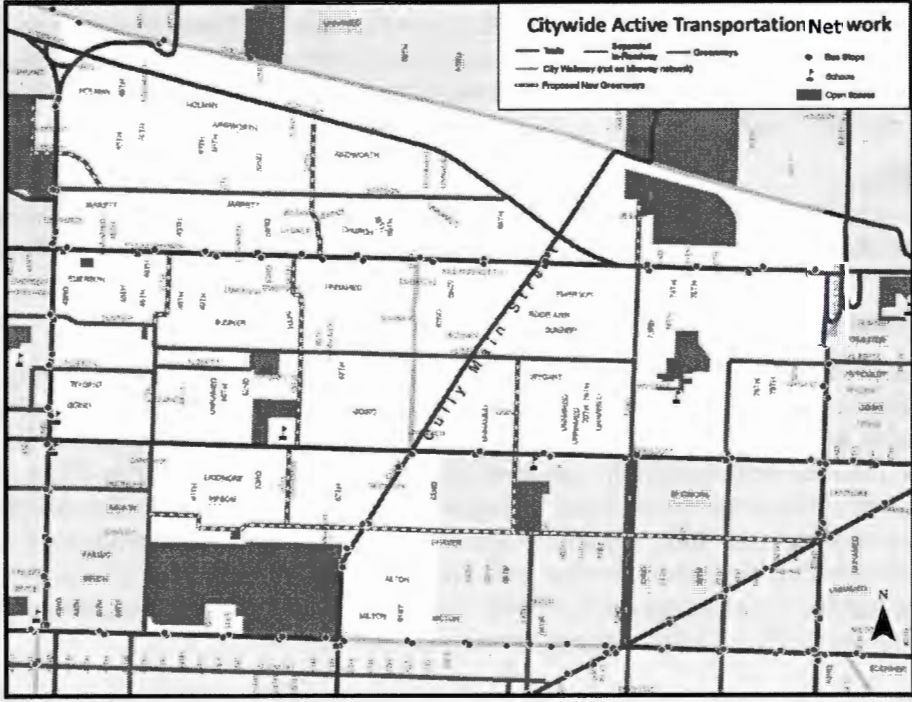


Figure 8: Pedestrian-Bicycle Routes Map



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

Recommendations:

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

3. More design options for improvement of local streets

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

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

Recommendation:

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

Basic improvements for substandard streets

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

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

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

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

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

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

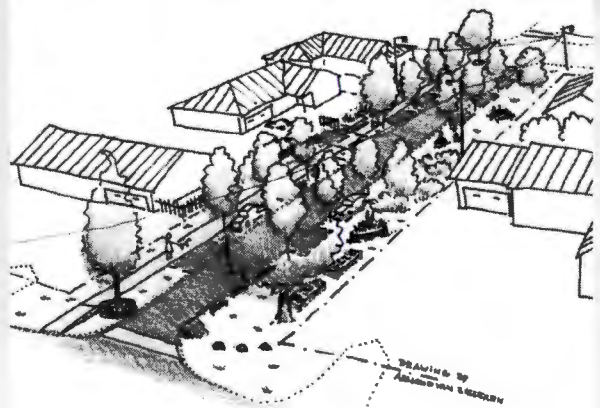
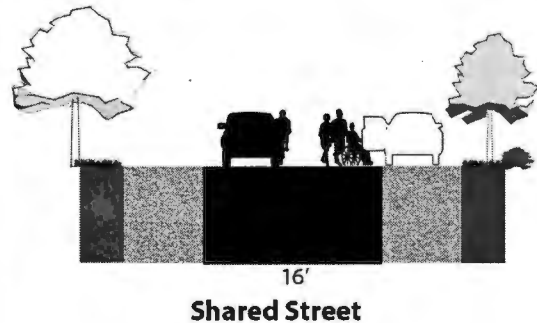
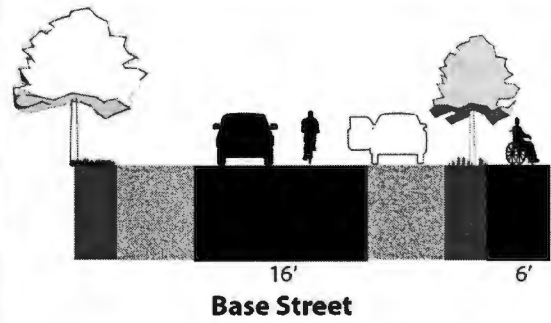
Stormwater runoff from impervious surfaces can pollute streams, destroy habitat, and cause flooding and erosion. A range of **stormwater features** are commonly used in the roadway, including swales, planters or ditches, to capture, slow and treat runoff. Stormwater facilities can be integrated with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

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

Recommendation:

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

Figure 9: Basic Improvements



Improvement options for neighborhood streets

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

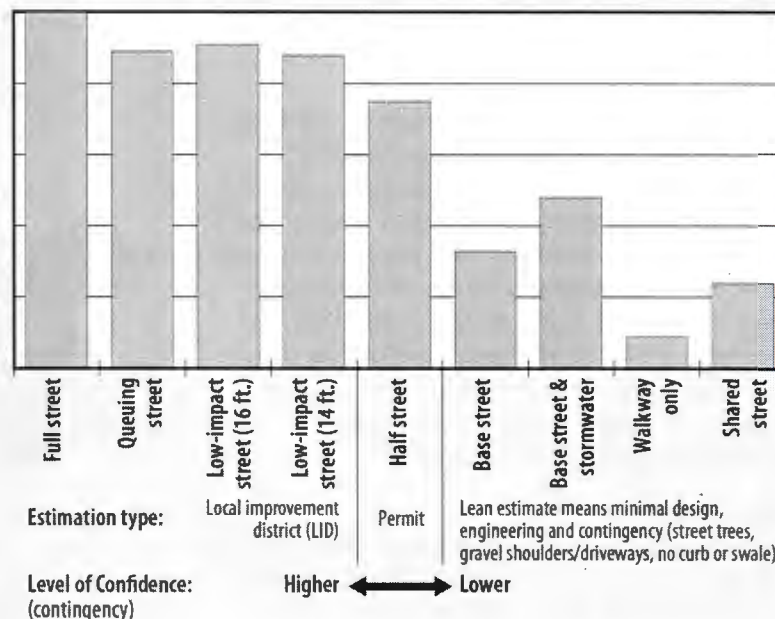
Figure 10 summarizes the range of options for improving deficient local streets in the Cully neighborhood. This list of options is not intended to be exclusive, rather it reflects the street designs explored as part of the plan process. Other options deemed acceptable within the broader City should also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

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

Figure 10: Local Street Improvement Options and Application

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

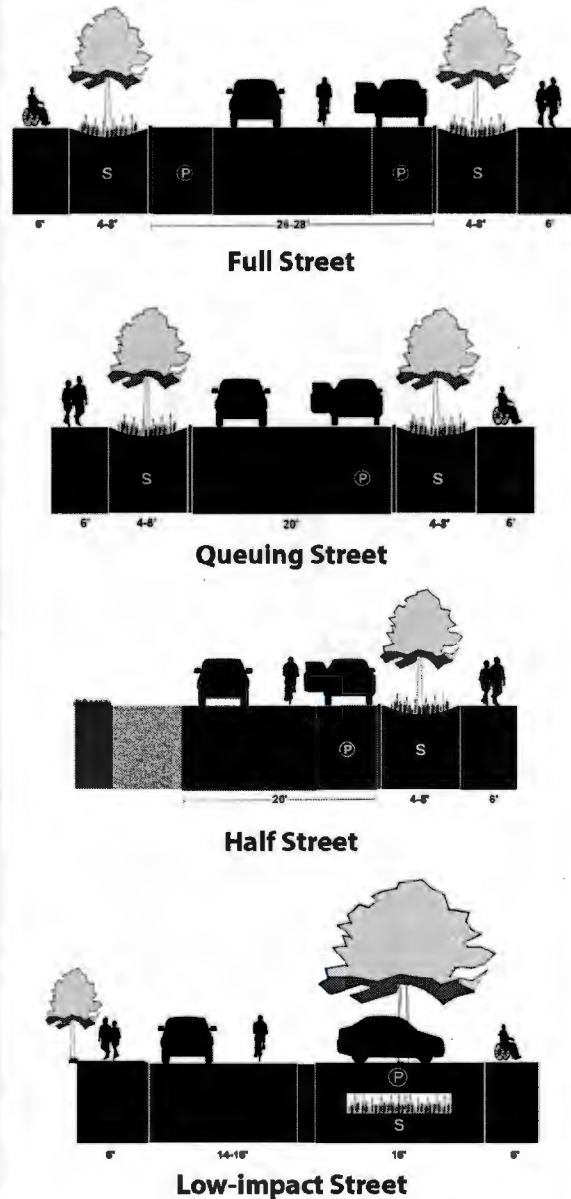
Relative Cost of Improvement Options



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

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

Figure 11: High Performance Street Options



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

Target area program

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

Figure 12: Concentrations of gravel streets in Cully



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

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

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

Figure 13: Target Area



Recommendation:

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

Potential funding options

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

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

Community priorities for street improvements

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

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

Recommendation:

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

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

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

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

Figure 14: Community Event Input

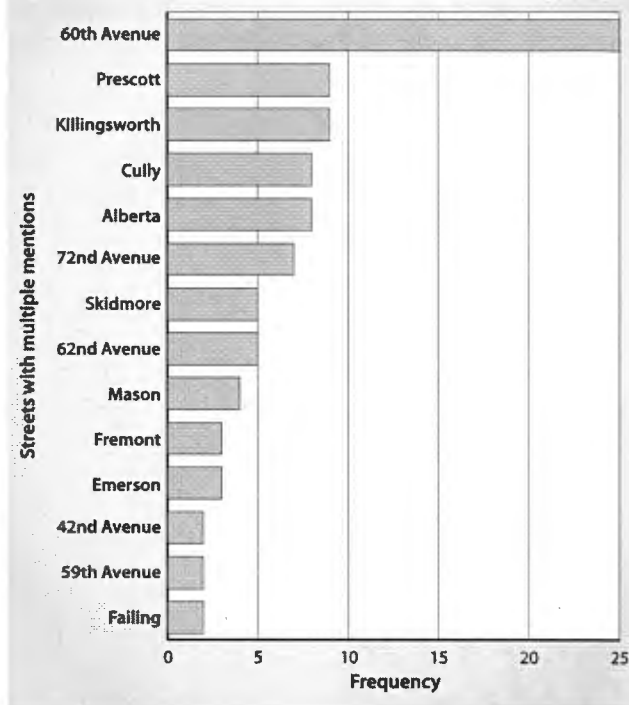


Figure 15: Potential grant sources

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

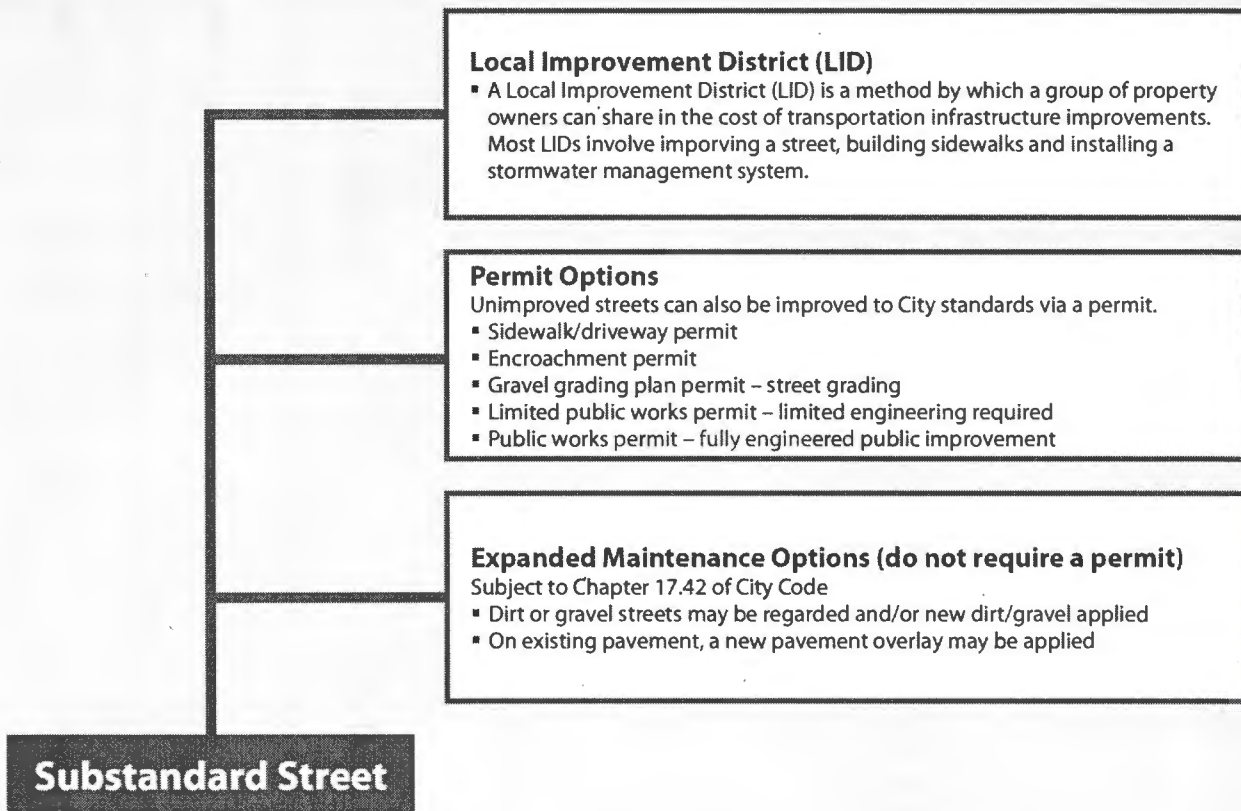
Notes: *Typical Grant Amounts: \$ = \$0 - \$500,000 / \$\$ = \$500,000 - \$1,000,000 / \$\$\$ > \$1,000,000

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

Options to address substandard streets

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

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



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

Recommendations:

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

Maintenance options

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

Recommendation:

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

Enhancing transit options

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

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

Recommendation:

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

Appendix A: Needs Zoning for New Main Street Businesses

CULLY MAIN STREET

Needs Zoning for New Main Street Businesses

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

Opportunities

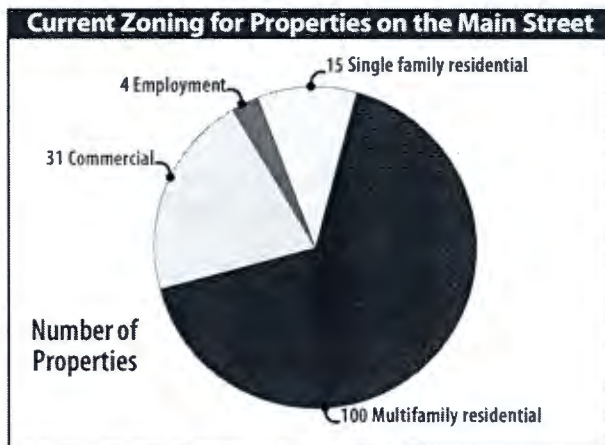
- Portland has commercial/mixed-use zoning options that support main street development
- Increasing the number of residences along the main street could help support businesses
- Employment zoning (north of the study area) allows some commercial and office uses

Considerations and Constraints

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



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



Cully Main Street & Local Street Plans Project Zoning!

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

Zoning Designations	Count
Open Space	0
Single Dwelling Residential	7,000
Single Dwelling Residential	5,000
Single Dwelling Residential	2,500
Multi-Dwelling Residential	3,000
Multi-Dwelling Residential	2,000
Neighborhood Commercial	2
General Commercial	2
General Employment	2
General Industrial	2
Cully Main Street Study Area	0

Scale: 0, 350, 700 Feet
Bureau of Planning and Sustainability
www.portlandonline.com/bps

Find more information about the Cully Main Street Plan: www.portlandonline.com/bps



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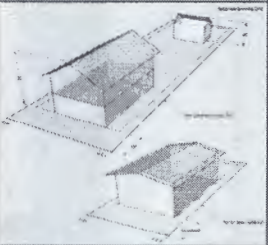
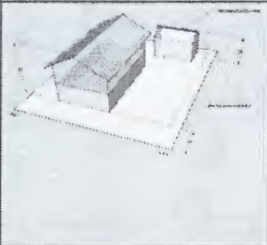
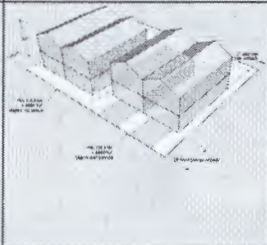
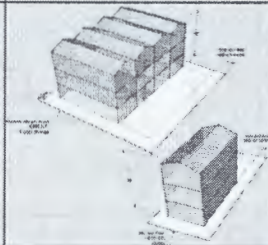
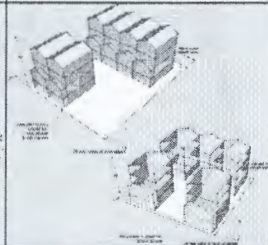


Appendix B: Map of Study Area and Zoning Proposals



How the different residential zones look

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

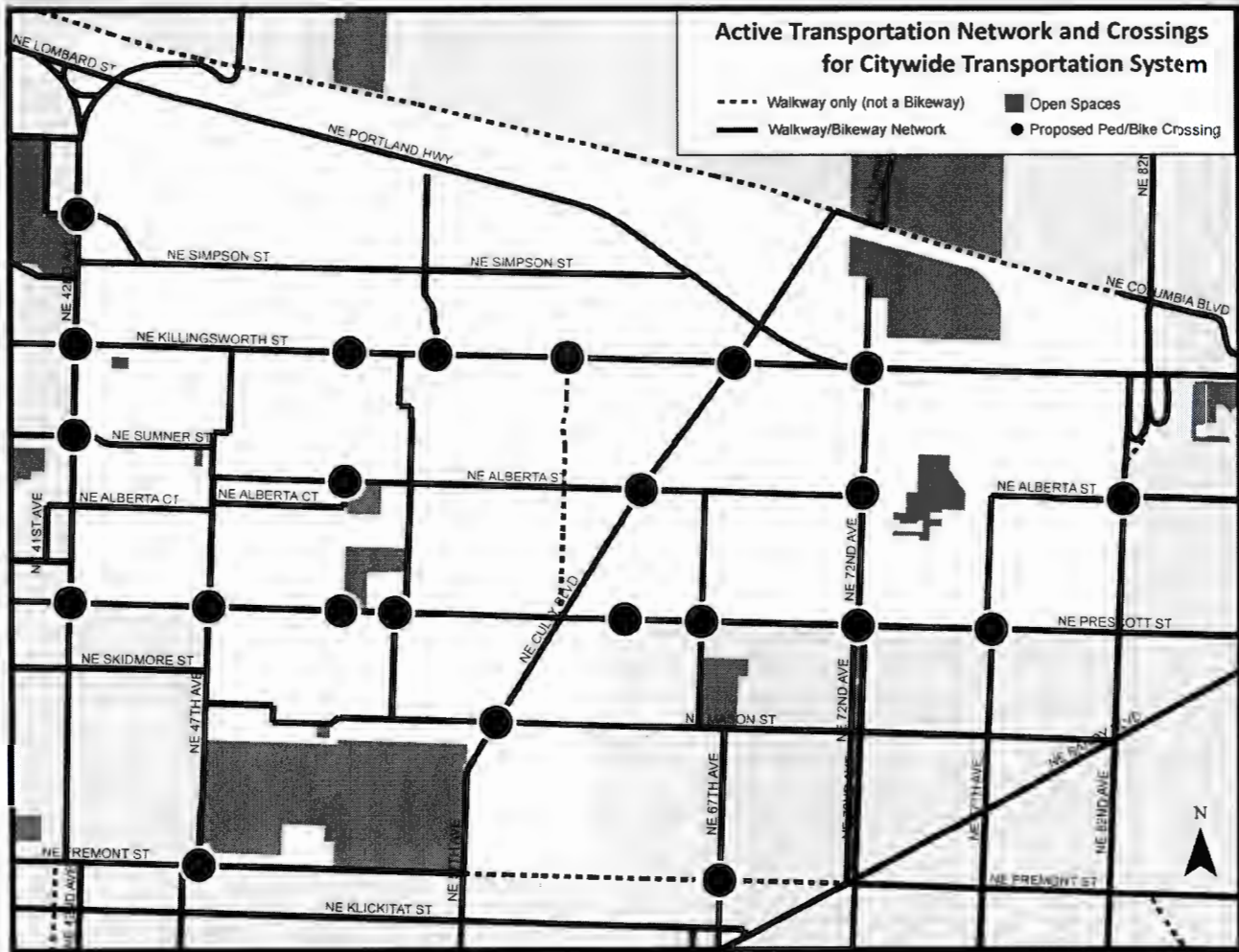
	Single Dwelling Residential		Multi Dwelling Residential		
	R7 – 7,000	R5 – 5,000	R3 – 3,000	R2 – 2,000	R1 – 1,000
Examples Built examples from around Portland					
Housing Type Allowed	<ul style="list-style-type: none"> House Attached house Accessory Dwelling Unit Duplex, corners and lots next to nonresidential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

How the different commercial zones look

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

	General Commercial (CG)	Neighborhood Commercial 2 (CN2)	Neighborhood Commercial 1 (CN1)	Storefront Commercial (CS)	Mixed Commercial/Residential (CM)
	Commercial development designed for access by motor vehicles.	Meant for small sites near less dense residential neighborhoods. Designed for access by motor vehicles.	Meant for small sites near denser residential neighborhoods. Uses are limited in size to keep a local feel.	Meant to preserve or enhance older commercial areas that have a walkable, storefront character.	Promotes development with commercial and housing uses on the same site. Residential uses are required.
Examples Built examples from around Portland					
Permitted Uses Uses that are always allowed					<p>Requires that at least half of all new development be residential uses.</p>
Limited Uses Allowed, but with limitations, or subject to additional city review					
Building and Site Requirements	<p>Height: 27' High (12' Limited) MAX</p> <p>FAR: 3/1</p> <p>Lot Coverage: 60% MAX</p> <p>On-site Parking Required**</p> <p>Minimum Landscaping Required</p> <p>Buildings: Corner lot, Interior lot</p> <p>Site Plans: Corner lot, Interior lot</p> <p>Parking: Corner lot, Interior lot</p>	<p>Height: 27' High (12' Limited) MAX</p> <p>FAR: .75/1</p> <p>Lot Coverage: 40% MAX</p> <p>On-site Parking Required**</p> <p>Minimum Landscaping Required</p> <p>Buildings: Corner lot, Interior lot</p> <p>Site Plans: Corner lot, Interior lot</p> <p>Parking: Corner lot, Interior lot</p>	<p>Height: 27' High (12' Limited) MAX</p> <p>FAR: .75/1</p> <p>Lot Coverage: 60% MAX</p> <p>On-site Parking Required**</p> <p>Minimum Landscaping Required</p> <p>Buildings: Corner lot, Interior lot</p> <p>Site Plans: Corner lot, Interior lot</p> <p>Parking: Corner lot, Interior lot</p>	<p>Height: 27' High (12' Limited) MAX</p> <p>FAR: 3/1</p> <p>Lot Coverage: 60% MAX</p> <p>On-site Parking Required**</p> <p>Minimum Landscaping Required</p> <p>Buildings: Corner lot, Interior lot</p> <p>Site Plans: Corner lot, Interior lot</p> <p>Parking: Corner lot, Interior lot</p>	<p>Height: 27' High (12' Limited) MAX</p> <p>FAR: 1/1</p> <p>Lot Coverage: 60% MAX</p> <p>On-site Parking Required**</p> <p>Minimum Landscaping Required</p> <p>Buildings: Corner lot, Interior lot</p> <p>Site Plans: Corner lot, Interior lot</p> <p>Parking: Corner lot, Interior lot</p>
<p>FAR = total building floor area (all floors)* size in area of the property</p> <p>*Excludes residential floor area.</p> <p>Floor Area Ratio (FAR) 1:1 Ratio</p> <p>**No parking required on frequent transit streets. Killingsworth is a frequent transit street. Cully Blvd is not.</p>					

Appendix D: Transportation System Plan Map



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

Transportation System Improvements (TSP Chapter 3)

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

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

Portland Bicycle Plan for 2030

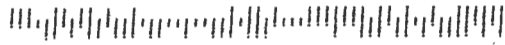
Several neighborhood greenway projects located within the Cully Neighborhood are identified in the Portland Bicycle Plan (PBP) for 2030, which was adopted by City Council in 2010. These projects will be incorporated into the Transportation System Plan, per the approved City Council resolution, as part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

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

Refinements to Adopted Project Lists

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

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



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