

# Cully-Concordia Community Assessment

A summary of Physical, Social and Economic Conditions in Cully and Concordia

September 2008



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# Executive Summary

The Cully-Concordia Community Assessment is a partnership between the City of Portland, Portland Public Schools and community members. This effort has been designed to address the educational, economic, social service, public facility and service needs of families and children in a diverse and growing area of Northeast Portland.

This project is an outgrowth of Portland's Schools/Families/Housing Initiative — an initiative launched in 2006 to recognize the critical interplay between healthy, family-friendly cities; stable, affordable housing; and community-serving amenities, infrastructure and services. Underlying this effort is the premise that strong schools and strong neighborhoods are inextricably linked.

This background report describes the physical, social, and economic characteristics of the Cully-Concordia area — the community's assets as well as its challenges.

The Cully-Concordia area, one of Portland's most socially and economically diverse areas, encompasses portions of two neighborhoods, three public schools, and one vacant ten-acre public school site. The study area population, including the number of children, is increasing at a rate greater than the City overall. It is a multi-cultural and multi-lingual area; one out of five residents speaks Spanish, many Native Americans, Asians, and African Americans as well as a number of Somali families, live in this area. A significant percentage of households live in poverty. Gang activities occur in this area. This area of central Northeast Portland lacks infrastructure and services — with no publicly developed parks or community centers, no library, and a majority of streets that are

substandard and missing sidewalks. Gaps exist in transit service, and there is a lack of neighborhood-serving commercial uses and jobs.

While Portland Public Schools' enrollment district-wide has declined, schools in this area are significantly overcrowded and in need of renovation and expansion to address the physical and programmatic needs of their growing multi-cultural student population. Public and non-profit schools in the Cully-Concordia area currently serve the community with needed programming and services to the extent that funding and physical space allows, but community members are consistent in their message that more is needed.

This report provides a snapshot of the Cully-Concordia landscape that can be used to inform and guide agencies, organizations, and individuals as they forge new partnerships to build stronger schools and a more livable community in central Northeast Portland.





Cully-Concordia Community Assessment • September 2008

# Introduction

## What is the Cully-Concordia Community Assessment?

In April 2006, Portland's City Council launched the 'Schools, Families, Housing' initiative. It recognizes that city policies in areas like housing, transportation, and land use planning have critical impacts on the ability of schools to thrive in Portland, and the ability of students to thrive in schools. The initiative is a vehicle to achieve Portland's goal to be a great city for families with children.

The Cully-Concordia Community Assessment began as a 'Schools, Families, Housing' pilot project. The Assessment explores how to increase and sustain the attractiveness and livability of the Cully-Concordia area for families with school-age children and for the community as a whole. It is intended to result in an "action list" of locally developed priorities, and the initiation of partnerships to follow through on these priorities.



## Key Questions

### Growth, School Capacity, and Neighborhood Livability

How do existing conditions and anticipated changes in the study area influence local school capacity and viability? How do they affect neighborhood livability?

### Amenities and Infrastructure

What improvements to amenities and infrastructure would have the most meaningful impact on livability for residents, including families with children?

### Schools as Centers of Community

What is the potential for schools to serve as multipurpose centers of community life in a way that also benefits their educational mission?

### Redevelopment Serving Community Goals

How can redevelopment activities in Cully-Concordia help advance community goals?

# Assessment Process

## Interviews and Analysis

The first stage of the Assessment was conducted between November 2007 and March 2008. The project team researched Cully-Concordia's demographics, land use and infrastructure, schools and community organizations, development and population trends. Staff also interviewed community members, school staff, neighborhood groups, public agency staff, non-profit organizations, and parents of school-aged children.

This report summarizes findings from interviews and focus groups, and compiles information from our research. It discusses the implications of conditions and trends on area schools and on public facilities and services.

New family-oriented housing in Cully.



School/community border at Faubion



Unimproved street off Cully



## Community Dialogue

A community discussion group convened in April 2008 and met five times. This group reviewed Assessment data and helped develop a list of near- to long-term actions that address community aspirations and needs, and has identified partnerships to carry out actions. These recommendations have been the subject of a larger community discussion.

## Action List

A refined action list with short to longer term strategies to pursue was developed, indicating potential partners and resources. The assessment will be presented to City Council and Portland Public Schools for endorsement. This is anticipated to occur in fall 2008.

# The Study Area and Setting

## Setting

The study area is in central northeast Portland, approximately five miles from downtown. The Cully and Concordia neighborhoods slope gently to the north, facing away from the city center and toward the Columbia River's industrial and natural bottomlands.

## The Neighborhoods in Brief

Cully-Concordia is one of Portland's most socially diverse areas, and is currently experiencing considerable change. Much of Cully was annexed by the City in the 1980s. Even now, its streets and sidewalks are incomplete, and it has a shortage of public open space and recreation. Cully has attracted significant new populations, and has become a center of community-based development. Concordia is long-established, with complete infrastructure and housing. It has been a relatively stable neighborhood, and is now experiencing an influx of young families who bring a new sense of vitality.

Potential redevelopment site



Rigler School



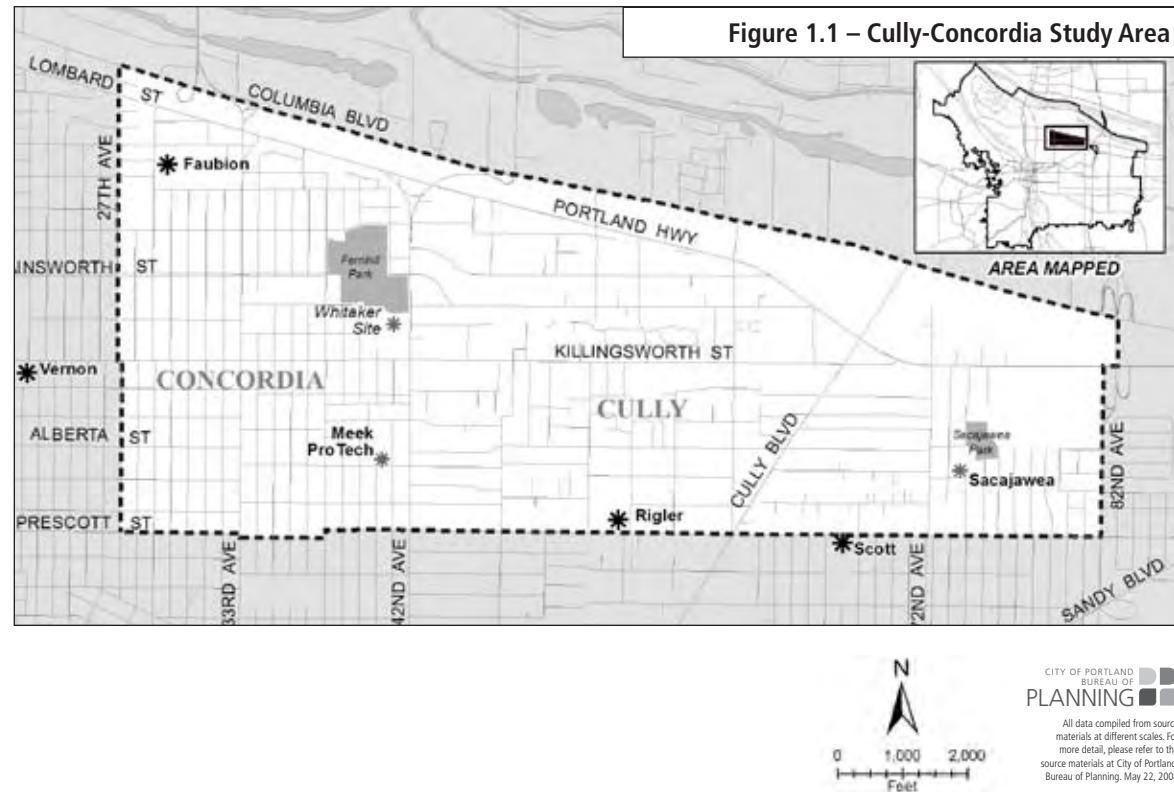
View north from Cully neighborhood to industrial area



## Boundaries

The emphasis of the *Cully-Concordia Community Assessment* is on improving the area's livability for families with children. It has two relevant geographies: neighborhoods, and school attendance areas. Because these geographies do not have common boundaries, the study area was drawn for clarity and for focus on a core area in need of consideration.

The study area is bounded by NE Prescott Street on the south and NE Columbia Boulevard on the north, and extends from NE 27<sup>th</sup> Avenue to NE 82<sup>nd</sup> Avenue. It includes most of the Cully and Concordia neighborhoods, and a small part of Beaumont-Wilshire. It also includes some or most of the attendance areas for four public schools serving the lower grades: Faubion, Rigler, Harvey Scott, and Vernon<sup>1</sup>; the primary focus is on the first three of these.



<sup>1</sup>These four schools are all in transition from a K-5 (elementary) to a K-8 (kindergarten through 8<sup>th</sup> grade format).

# Report Organization

The Cully-Concordia Community Assessment is organized according to the following sections.

- **Chapter 1, Introduction,** provides a brief overview of the Assessment, identifying its goals and process and study area.
- **Chapter 2, People,** describes the area's demographic profile and trends. *What do demographic changes suggest in terms of future school enrollment and social needs? How does a clearer understanding of growth dynamics inform quality of life priorities?*
- **Chapter 3, Business and Economy,** details the study area's commercial services and retail potential, and its economic relationships with the larger city. *Could more local businesses and jobs improve the quality of life for families? What goods and services would be best supported locally, and how might they be attracted?*
- **Chapter 4, Land, Housing, and Development,** describes the area's development patterns and trends, and housing characteristics. *How might anticipated new development contribute positively to livability?*
- **Chapter 5, Public Facilities and Services,** discusses the study area's streets, sidewalks, and public open spaces, and its transportation, recreation, and public safety services. *What amenities and services are most lacking in the study area? Which improvements are crucial to support livability?*
- **Chapter 6, Schools,** describes the schools serving the study area, especially, but not limited to, the public K-8 schools. *Is there potential for schools to function more completely as centers of community? Can synergy be found between schools, parks, and redevelopment opportunities?*
- **Chapter 7, Community Network,** highlights many of the neighborhood associations, community developers, social service providers, advocacy organizations and churches which help to shape life in Cully-Concordia. *How is the work of these organizations linked now, and what partnership opportunities could be activated to improve livability?*
- **Chapter 8, Community Voices,** provides a summary of interviews held as part of the assessment process, and also reviews the Neighborhood Livability Survey conducted in 2007. *With support from the information in this report, how can the issues identified by Cully-Concordia community members be prioritized as actions?*
- **Appendices** include further information on zoning, development projections, school enrollment trends, and stakeholder interviews.



# People

*Who lives in Cully-Concordia? This chapter presents the study area in terms of understanding its make-up, education and employment, and income and poverty levels. It describes key characteristics of the area on its own and in relation to the city, as well as patterns within the study area. What does this information suggest in terms of school enrollment and programs and social needs? How does a clearer understanding of growth dynamics inform quality of life priorities?*



National Night Out parade

## Population Growth

The population of the study area increased nearly 7% during the 1990s, to a count of 18,158 in the 2000 Census. From 2000 to 2007, the study area's population is estimated to have grown 4%, and it is projected to increase another 2.3% by 2012.<sup>1</sup>

The area has grown somewhat more slowly than the city as a whole, but the city's overall growth in this period has been driven mainly by annexation and new development on the fringes. Unlike many established neighborhoods, the study area is growing, indicating that it contains development opportunities and it is attracting newcomers.

Table 2.1 Population, 1990-2012

Population	1990	Annual growth 1990-2000	2000	Annual growth 2000-2007	2007	Annual growth 2007-2012	2012
Study Area	17,035	0.7%	18,158	0.5%	18,737	0.5%	19,168
City of Portland	486,600	0.9%	529,121	0.6%	551,302	0.6%	567,030
<b>Households</b>							
Study Area			6,763	0.3%	6,925	0.4%	7,059
City of Portland			223,737	0.7%	234,726	0.6%	241,809

Data Courtesy of ESRI Business Analyst, 2007.

## Household Type and Age

### Household Size

A household refers to the related or unrelated individuals living in one house or apartment. Census data show that the typical Cully-Concordia resident lives in a large household relative to the citywide average: the study area's average household size in 2000 was 2.64, compared with 2.3 for Portland. The current difference is probably greater than the 2000 Census data suggest. Interviews with school officials and housing advocates reveal a common view that actual households are larger than reported, especially in Cully.

Larger households in the study area may indicate the need for housing with more bedrooms, and for more affordable units, allowing extended families currently living together to have more living space. If Census data is unreliable in reflecting true household size, school forecasts need to better account for this gap.

<sup>1</sup>The analysis here and throughout this chapter is based on the U.S. Census from 1990 and 2000, adjusted from census tract block group boundaries to study area boundaries using ESRI Business Analyst. Estimates for 2007 and projections for 2012 are ESRI's.

## Families with Children

As of 2000, 32.6% of Cully-Concordia's families included children, compared to 26.4% for the city. Together, the 19-and-under and 20-44 age groups — a combination that might be called the "young families with children" demographic, made up 70% of Cully-Concordia's population.

These families were not evenly distributed throughout the study area. They were much more prevalent in Cully than in Concordia, and particularly between Cully Boulevard and 72<sup>nd</sup> Avenue, south of Killingsworth Street. The areas with the greatest number of children are in Rigler's and Harvey Scott's attendance areas. This has implications for the capacity of those schools, and brings attention to school locations and boundaries. The availability of sidewalk and public open space and recreation opportunities are also especially relevant in areas with a concentration of families with children; here, the area with the highest concentration of children is also the area least-served by parks and is noticeably lacking in sidewalks (see Chapter 5).

## Growing Older

While children and people of child-raising age make up the dominant population group in Cully-Concordia, this is projected to slip in coming years, as older adults (age 45-64) account for a significant and growing share of the area's population. This trend seems to reflect the aging of the area's residents, broader population trends, and perhaps the increasing difficulty of young families to enter the local housing market.

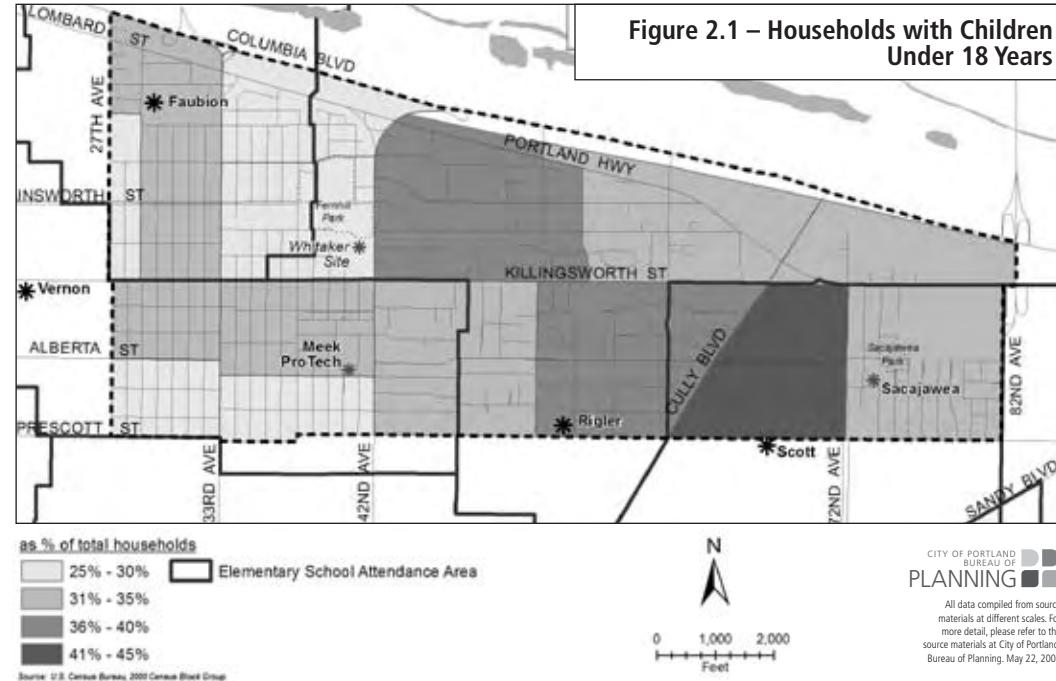
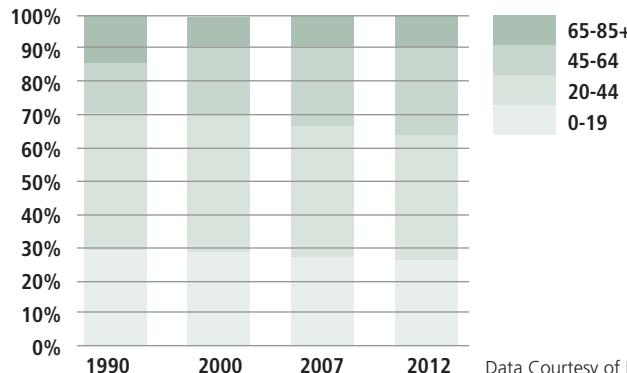


Figure 2.1 – Households with Children Under 18 Years

CITY OF PORTLAND  
BUREAU OF PLANNING  
All data compiled from source materials at different scales. For more detail, please refer to the source materials at City of Portland, Bureau of Planning. May 22, 2008

Figure 2.2 Study Area Population by Age, 1990-2012



Data Courtesy of ESRI Business Analyst, 2007.

## Race and Ethnicity

### Cully-Concordia's Diversity

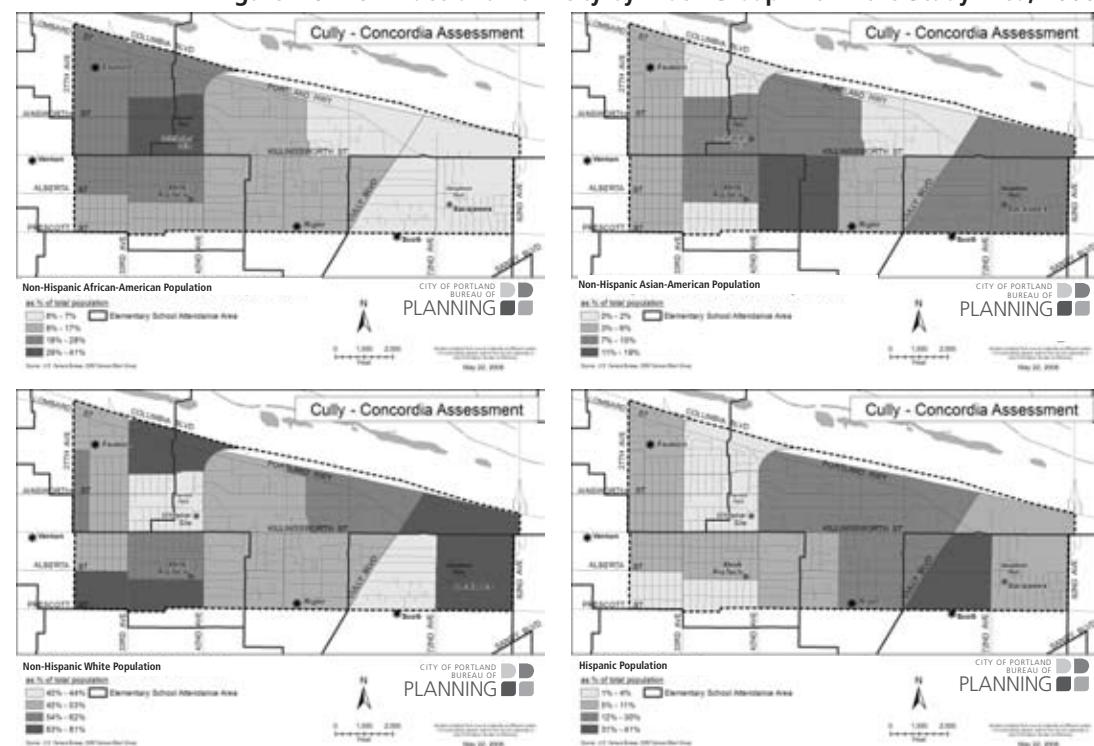
The study area is one of Portland's most ethnically and racially diverse areas, and its diversity is expanding more quickly than that of the city's overall population. The proportion of Cully-Concordia's population that is Hispanic in origin grew from 4% to 16% between 1990 and 2000, and is estimated to have grown to nearly 20% by 2007. Asian-Americans have also grown as a share of the local population, from 5% in 1990 to 7% in 2000 and a projected 9% by 2012. According to the 2000 Census, some 22% of the study area's population spoke a language other than English at home.



42<sup>nd</sup> Avenue banner.

The area also has a significant African-American population, representing 16% of the total in 2000, projected to grow very slightly. Non-Hispanic whites make up the majority of Cully-Concordia's population, but their share is projected to decline from 60% in 2000 to about 53% by 2012.

Race and ethnicity are not easily defined, and racial/ethnic categories may obscure important differences, as in the case of Somali immigrants and native-born African-Americans in Cully-Concordia. Research indicates that the Census undercounts certain population groups as well, among them



African-American males, persons of Hispanic origin, and Native Americans living in urban areas. The Portland area has a relatively large population of Native Americans, and independent studies identify a higher figure (31,000) than does the 2000 Census (between 6,785 and 14,701.) Portland's Native American population is dispersed, though there is some concentration in the study area.<sup>1</sup>

<sup>1</sup>Consolidated Plan (2005-10). CDBG Consortium of Cities of Portland and Gresham and Multnomah County, Oregon (Fall 2005). Population estimates are courtesy of Native American Rehabilitation Association (NARA) and Native American Youth Association (NAYA).

## Spatial Patterns

There are distinctions within the Cully-Concordia study area in terms of racial and ethnic composition. In 2000, Caucasians were the majority in the southwest section of the study area, as well as east of 72<sup>nd</sup> Avenue. African-Americans were present in greatest numbers in the northwest part of the study area. Latinos made up a sizable component of Cully's population, especially in the area between Cully and 72<sup>nd</sup> and south of Killingsworth Street. Asian-Americans had a significant presence in the central study area. In fact, while the study area as a whole is very diverse, this is most true in its center.

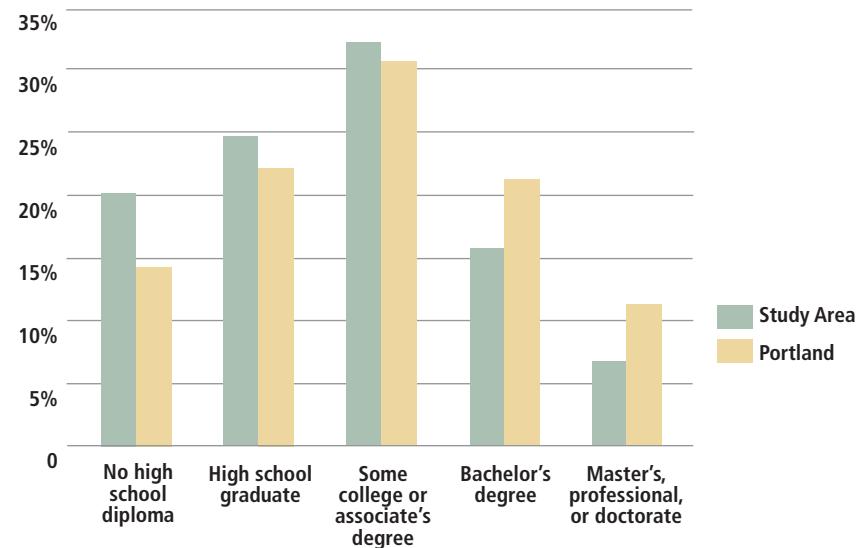
The map shows racial and ethnic distribution at a fixed point in time. It obscures the processes of change captured in that snapshot, including the increase of Caucasians in parts of Concordia, and the growth of the Hispanic population in Cully.

## Education and Employment

### Educational Attainment

As of 2000, one-fifth of the study area's residents did not have a high school diploma, and only a slightly higher proportion (23%) had a college or graduate degree. In some cities these figures would be high, but in Portland, where only 14% of residents did not complete high school and one-third had a Bachelor's degree or more, Cully-Concordia falls somewhat behind.

Figure 2.7 – Educational Attainment in the Study Area and the City, 2000.



Data Courtesy of ESRI Business Analyst, 2007.

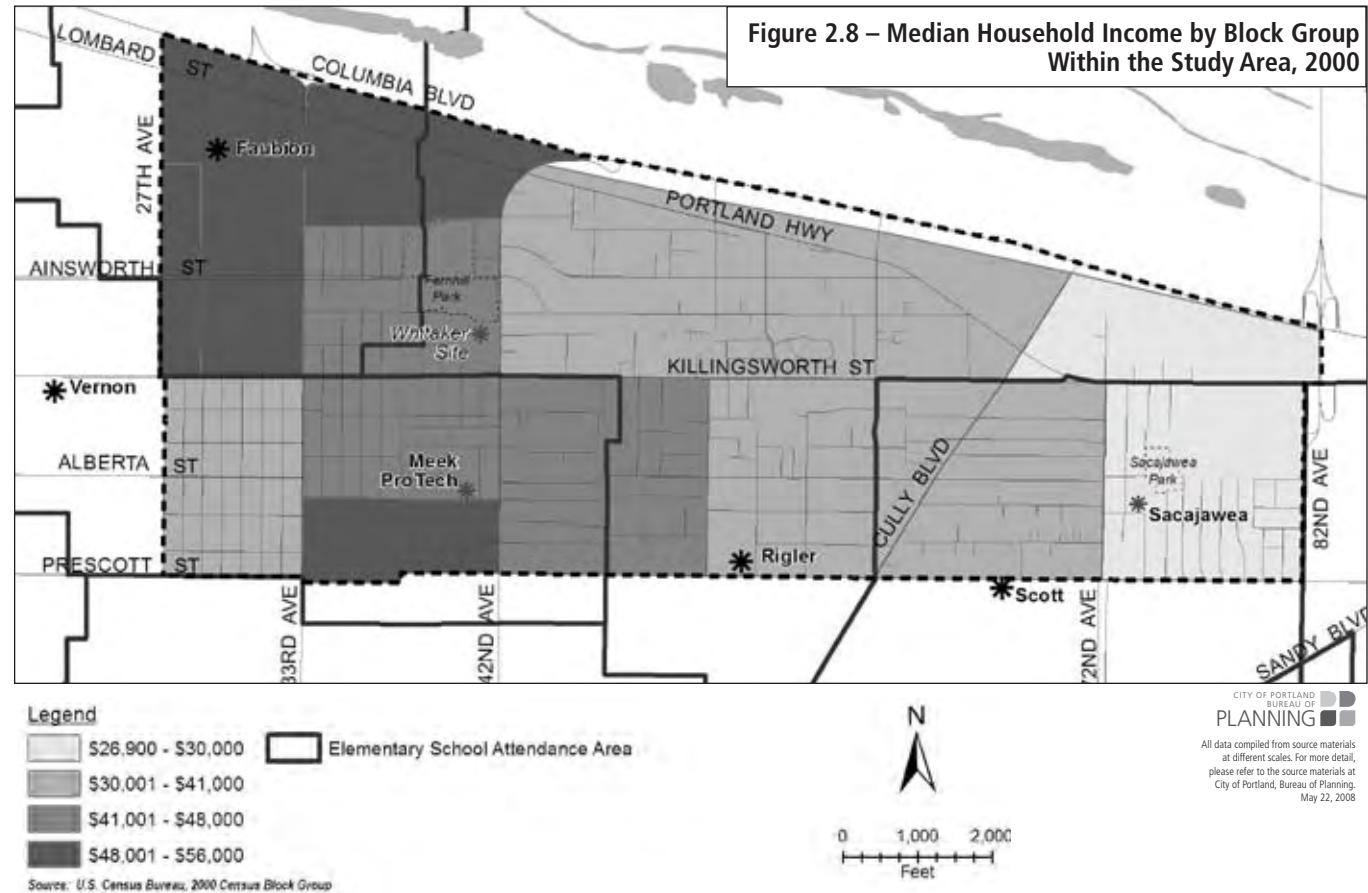
### Employment

Nearly half the study area's workers had jobs in service industries, a nearly identical rate as the city overall. The next two most represented sectors were manufacturing and retail sales, respectively. For Portland overall, the relative weight of these sectors was reversed, and Cully-Concordia workers' greater representation in manufacturing is echoed by similarly higher levels of employment in transportation and warehousing.

## Income and Poverty Two Neighborhoods

Median household income for the study area was \$40,013 in 2000. It was estimated to have grown to about \$52,000 in 2007 and projected to reach \$63,000 by 2012. These figures match almost exactly those for the city overall but do not demonstrate geographically-based income distinctions that exist within the study area.

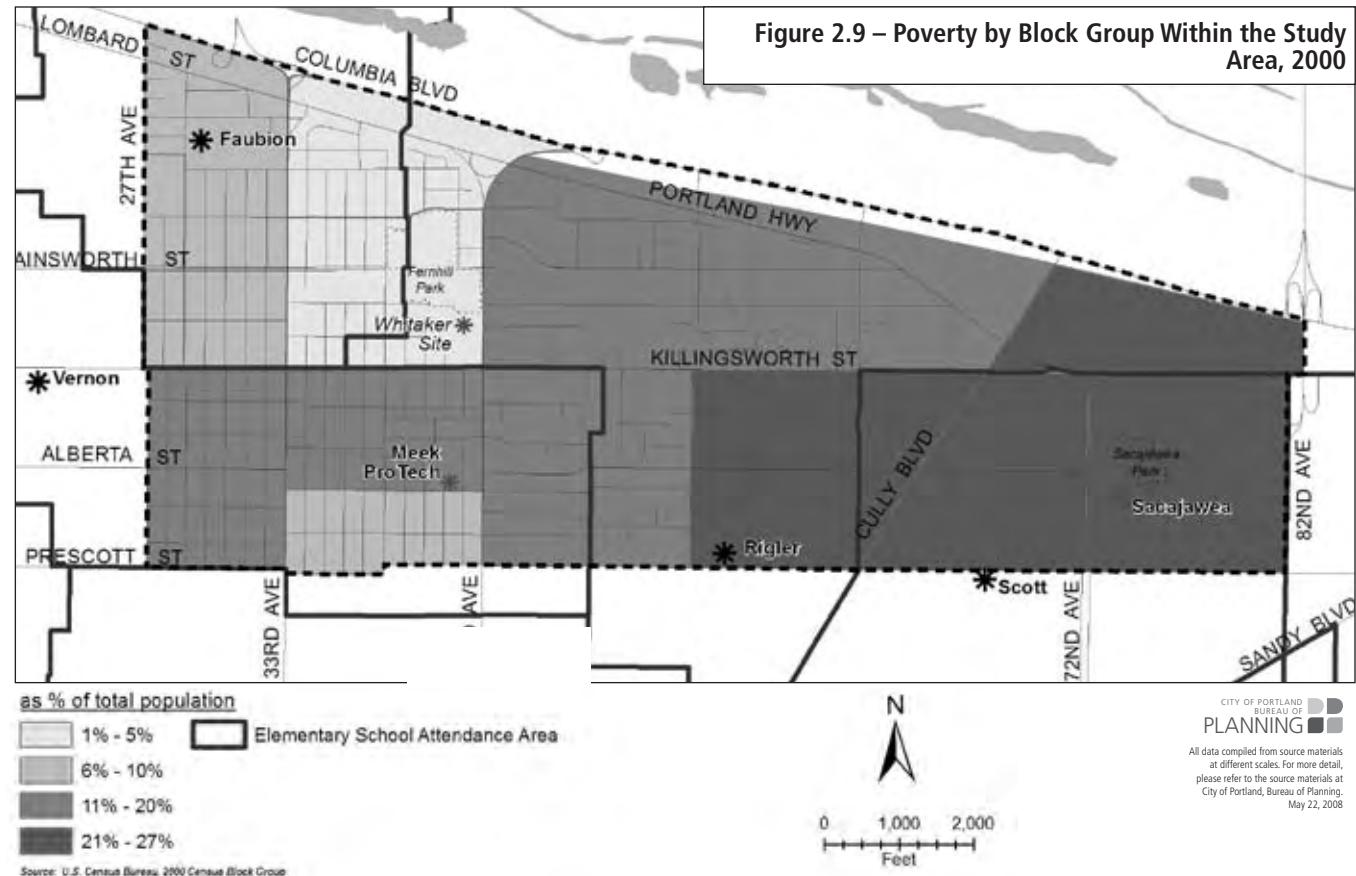
In the Concordia neighborhood north of Killingsworth Street, median household income was in the \$50,000 range in 2000, while it was under \$30,000 at the eastern end of Cully. Concordia had its lower-income pocket south of Killingsworth Street, but incomes have likely risen there in the years since, with the revitalization of Alberta Street.



## Poverty in Cully

A map of poverty in the study area reads like a reverse image of the income map above. The poverty rate was over 20% in the southeastern half of the Cully neighborhood, while it was between 1% and 6% in Concordia north of Killingsworth Street. There were three times as many people experiencing poverty in the Cully portion of the study area (2,130) as in the Concordia part (691).

Persons in poverty make up a somewhat higher share of the study area's population than the city's as a whole, though this gap lessened in the 1990s. (As yet, we cannot assess trends since the 2000 Census.) Cully-Concordia's poverty rate in 2000 was 12.5%, down from 16% in 1990.



# Business and Economy

*This chapter details the study area's commercial services and retail potential, and its economic relationships with the larger city. The study area is under-served by retail business. What goods and services would be best supported locally, and how might they be attracted? Far more people live in the study area than work there. Would Cully and Concordia be better off if there was more local employment?*

## Commercial Cully and Concordia

### By the Numbers

According to data from the State of Oregon Employment Department, the two industry sectors employing the most workers in the study area as of 2006 are construction, with nearly 500 employees (15% of the total), and educational services, with 450 (13%). These are followed by food services and accommodation, with 424 workers, and retail, with 413. Together these sectors employ over half of those who work within the study area. These sectors provide opportunities for living-wage work, but also include many jobs with low entry requirements and little career advancement.



### Business Geography

Businesses are clustered within the study area. Virtually all of the construction, manufacturing, and warehousing activity occurs along the northern edge, north of NE Lombard Street/Portland Highway. These businesses hardly feel a part of the neighborhoods to the south, separated as they are by traffic and topography.

NE 42<sup>nd</sup> Avenue, from Jarrett to Prescott Streets, is the study area's main business district. It has one of the area's only banks and a mix of general-interest businesses: convenience stores, cafes, personal, professional, and auto services. There is an organized effort by the local business association to improve the area and assert a sense of place.

NE 33<sup>rd</sup> Avenue has a smaller commercial district, but recent investment has created a strong mix of consumer goods and entertainment, anchored by New Seasons Market and the McMenamins Kennedy School.

NE Alberta Street has become a thriving retail corridor in the Concordia neighborhood. The theme here is eclectic artsy district, with independent businesses catering to a local and regional clientele and reflecting the changing identity of the neighborhood. Other small commercial corners in Concordia provide additional commercial opportunities for local clientele.

The scattered commercial intersections in the Cully neighborhood tend to have convenience stores and bars. Adult businesses are a particular element of Cully Boulevard, which also has a scattering of auto service businesses, near Prescott Street, where a major grocery store and pharmacy serve the area population.

## Retail Potential

The study area's households are estimated to have a mean disposable income of \$39,015 (in line with the city as a whole), which translates to an estimated potential for \$170 million in retail sales in the study area. The area captures only an estimated \$105 million in retail trade, suggesting a significant opportunity for the Cully-Concordia in the area of commercial business development.<sup>1</sup>

There are shortfalls in local supply in almost all sectors, representing both lost business opportunity and inconvenience for residents. The sectors estimated to have the largest gap between supply and demand in the study area are general merchandise stores, home furnishings stores, and clothing stores.

Meanwhile food and beverage stores come up as the only industry category significantly overrepresented in the study area. However, this number is inflated by the presence of many convenience stores and several liquor stores in the

<sup>1</sup>Estimates are generated by ESRI Business Analyst, 2007, using business data provided by InfoUSA.

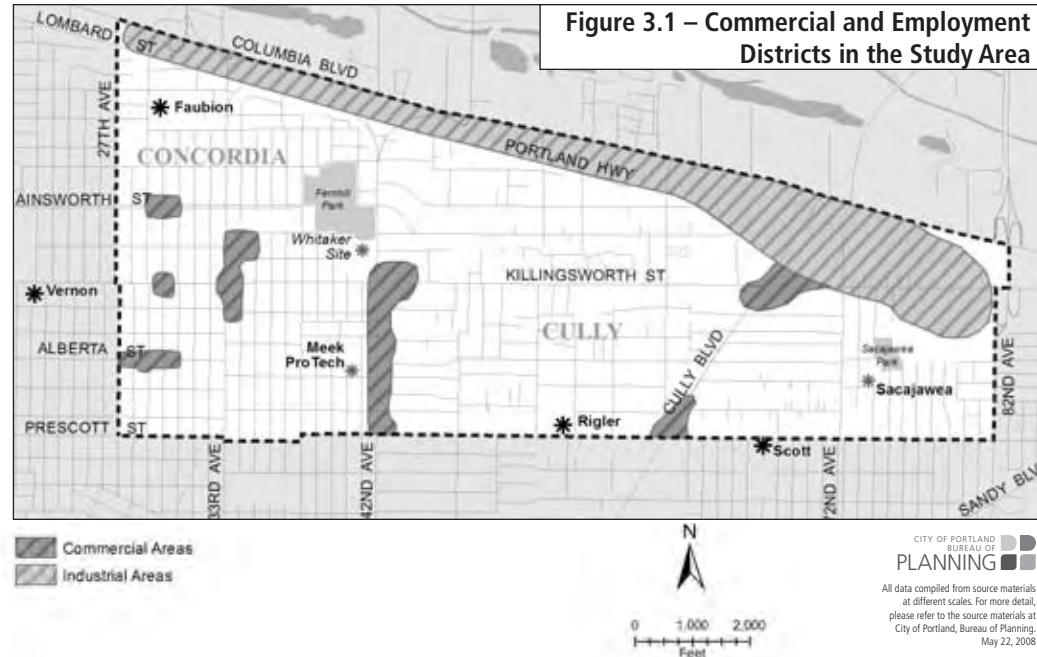


Figure 3.1 – Commercial and Employment Districts in the Study Area

NE Alberta Street



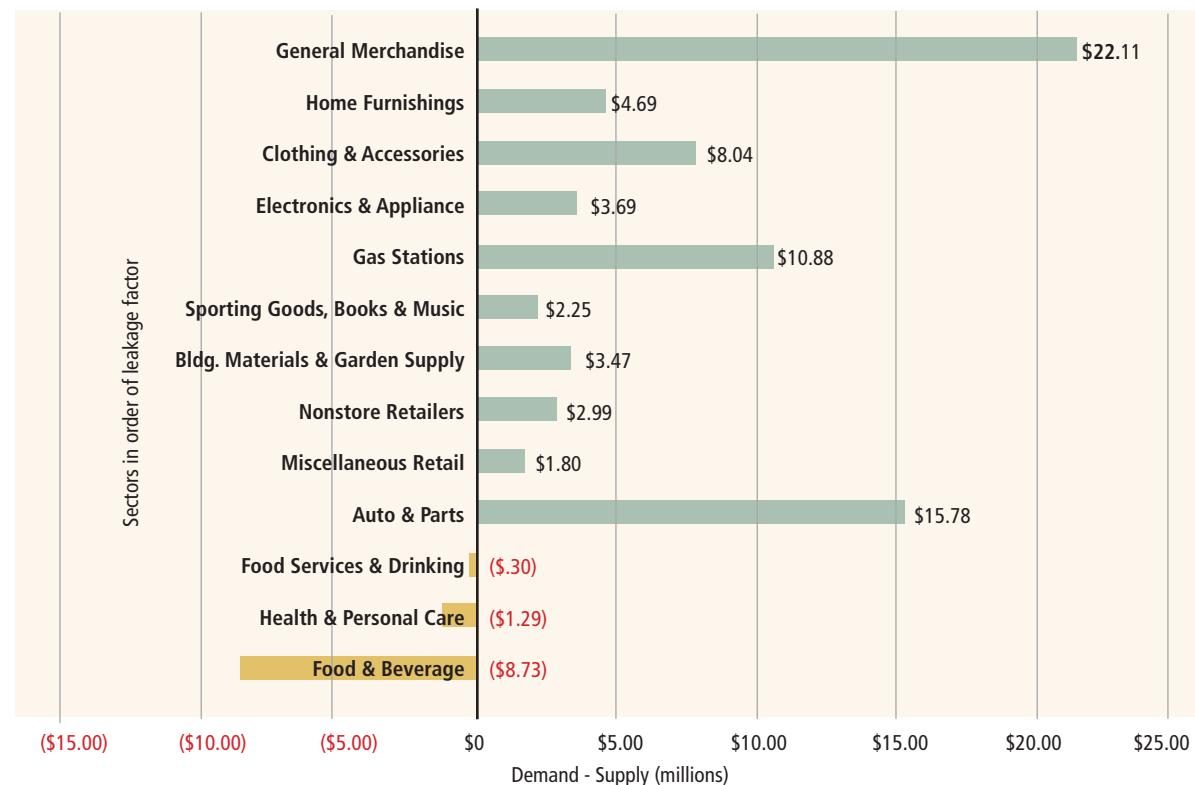
NE Cully Blvd. and Killingsworth Street



area, and does not reflect true local access to affordable, nutritious food. There are only two, full-service grocery stores in the area, one in Concordia and one in Cully. Cully residents would like to see more family-oriented restaurants and retailers in the neighborhood as opposed to alcoholic beverage establishments and adult uses.

Given the lack of commercial zoning to accommodate certain local retail and commercial businesses in the study area, further actions need to be explored, through City planning and economic development agencies, to address this issue.

**Figure 3.2 – Estimated Gap between Demand and Supply by Retail Sector in the Study Area, 2006.**



Horizontal bars to the left of the baseline (\$0) indicate demand for retail good that is fulfilled by local retailers.

Horizontal bars to the right of the baseline indicate demand for retail goods that is not met within the study area.

Source: ESRI and infoUSA, 2007. Note: "leakage factor" is a measure of the relative proportion of demand that is captured locally.

## Economic Connections to the City

Altogether there are an estimated 3,365 jobs in the study area – far fewer than the area's 18,737 residents in the area. While some Cully-Concordia residents work within the study area, the great majority commute elsewhere.

### Columbia Corridor

The study area itself may be short on jobs and businesses, but it lies directly south of the large industrial and employment area extending along the Columbia Boulevard corridor, and around Portland International Airport. According to the City's *Industrial Districts Atlas* from 2004, the Airport area includes 24% of all jobs in the city's industrial and general employment zones — the largest share of any district in both categories.

Columbia corridor warehouses



### Commuting Patterns

While some of the 24,000 Airport area jobs are held by study area residents, a look at the commuting patterns of residents suggests that the area retains a traditional neighborhood-downtown relationship, in which most residents travel to the central city each day for work.<sup>2</sup>

This pattern is not matched with the public transportation system, which connects Cully-Concordia more directly with broad stretches of Portland's east side than with downtown. Still, while most workers drive alone (63%) or carpool (15.3%), the study area has slightly higher transit ridership (13.5%) than the city as a whole.<sup>3</sup>

<sup>2</sup>This analysis uses the U.S. Census Bureau's Longitudinal Employer-Household Dynamics (LEHD) for 2004.

<sup>3</sup>US Census, 2000.

# Land, Housing and Development

*What are the physical characteristics of Cully-Concordia, and how is the area likely to change in coming years? This chapter surveys the study area's built environment and housing characteristics. It considers the ways in which zoning and the market have shaped development in recent years, and how development might take shape in the future. Here the report aims to help answer the question of how development could contribute positively to livability.*

## Physical Environment

### Two Neighborhoods

The Cully and Concordia neighborhoods are both characterized primarily by single-family housing, but they exhibit two distinct land use patterns. West of NE 42<sup>nd</sup> Avenue, in the Concordia part of the study area, there is a consistent street grid, standard urban lot sizes, an old housing stock, and compact local commercial areas. East of 42<sup>nd</sup> Avenue, the Cully neighborhood's grid is somewhat fragmented, house lots are varied in size and generally larger, housing is somewhat newer, and commercial development is suburban in character. Multifamily, multi-building residential projects are prevalent in Cully, and not Concordia.



### Major Corridors

NE Killingsworth Street is the east-west spine linking the Cully and Concordia neighborhoods with each other, with inner Northeast Portland to the west and industrial areas to the east. Killingsworth Street is where most of the study area's multi-family housing is clustered, especially east of 42<sup>nd</sup> Avenue, where there are numerous apartment complexes and three mobile home parks, among older single-family houses.

If Killingsworth Street is the area's main spine, 42<sup>nd</sup> Avenue is the seam between the Cully and Concordia neighborhoods, and is the study area's commercial core. It provides one of the study area's few connections across the railroad to the industrial area to the north, and to the Hollywood district and the heart of Portland to the south.

The study area's northern edge is a distinct environment. Here, Portland Highway and Columbia Boulevard bracket a freight rail line, and make up a regional traffic corridor in a generally industrial environment.

## Schools and Open Space

Parks, schools and school grounds create an open space pattern in the neighborhood fabric. Most of the school sites operate as schools, with two exceptions: the Kennedy School on NE 33<sup>rd</sup> Avenue has been restored as an hotel/restaurant/events center, and the Whitaker site is vacant, awaiting redevelopment. Schools are especially relevant in Cully-Concordia because they provide recreational space in a study area otherwise short of it. Fernhill Park is the only complete park in the study area, making it very significant.

## Zoning and Plans

Zoning is the main regulatory tool governing land use. Zoning establishes the permissible uses, and the size, density and form of built improvements. Development standards apply by zone designation (and often by use) and set terms for the amount and location of parking, the size of signs, landscaping standards, and other aspects of development.

Zoning generally reflects an area's character. Zoning changes are typically justified when they reflect the city's and community's long-term vision for urban development, represented by the Comprehensive Plan map. Thus every property has two map designations: its zoning designation, which controls current development, and its Comprehensive Plan designation, which indicates the desired long-term development pattern. In most of the study area, the zoning and Comprehensive Plan map designations are one and the same.

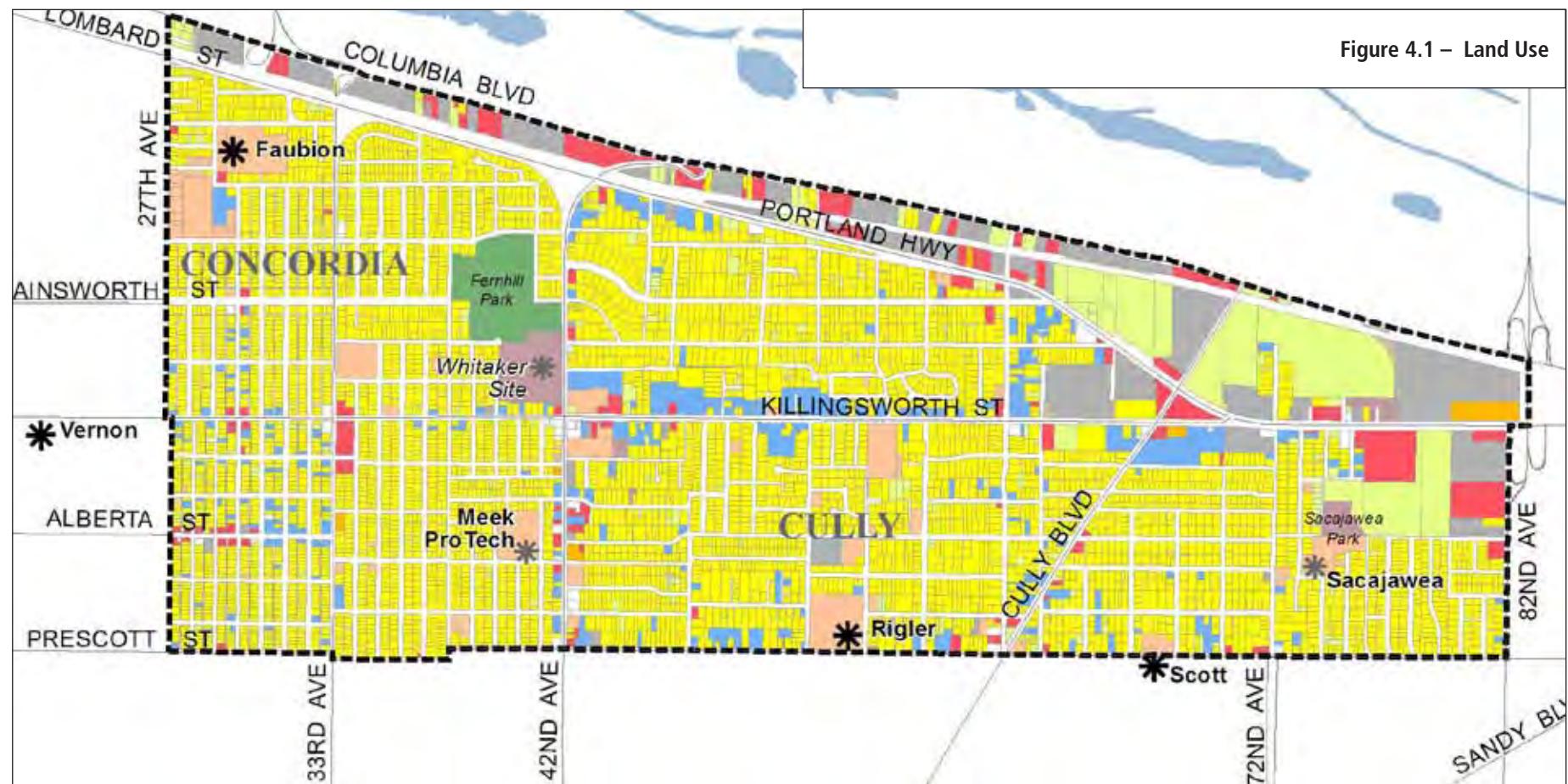
## Zoning in the Study Area

More than three-quarters of the study area is zoned for residential uses, and most of this area allows only single-family housing. The zoning both reflects and reinforces the area's residential character. The area also includes a large amount of land — 332 acres — devoted to industry or employment uses. A scant 3.5% of the study area is available for retail-oriented commercial development. This is considerably lower than the average for Portland neighborhoods, which comes to about 10%.

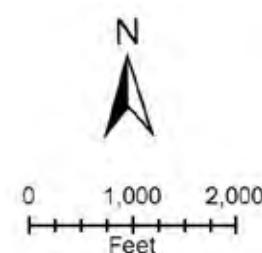
**Table 4.1 – Study Area Zoning by Acreage**

Zone	Acres	% of total	Portland % of total
<b>Total Residential</b>	<b>1417.2</b>	<b>76.6%</b>	<b>53.1%</b>
General Commercial	26.0	1.4%	5.3%
Neighborhood or Storefront Commercial	38.5	2.1%	1.3%
<b>Total Commercial</b>	<b>64.5</b>	<b>3.5%</b>	<b>6.5%</b>
Employment	121.5	6.6%	3.0%
Industrial	210.3	11.4%	19.7%
<b>Total Employment and Industrial</b>	<b>331.8</b>	<b>17.9%</b>	<b>22.7%</b>
<b>Open Space</b>	<b>35.5</b>	<b>1.9%</b>	<b>17.7%</b>
<b>Total</b>	<b>1849.9</b>	<b>100.0%</b>	<b>100.0%</b>

As with land use, zoning is broadly different on either side of NE 42<sup>nd</sup> Avenue. To the west, the predominant zoning class is Residential 5,000 (R5), allowing single-family residential development on lots as small as 5,000 square feet, the standard lot size for inner Portland neighborhoods like Concordia. East of 42<sup>nd</sup>, the Residential 7,000 (R7) zone predominates, setting a minimum lot size of 7,000 square feet. Lot sizes in Cully are highly variable, and many are quite large. R7 zoning has allowed many lots to be subdivided and further developed with more homes.



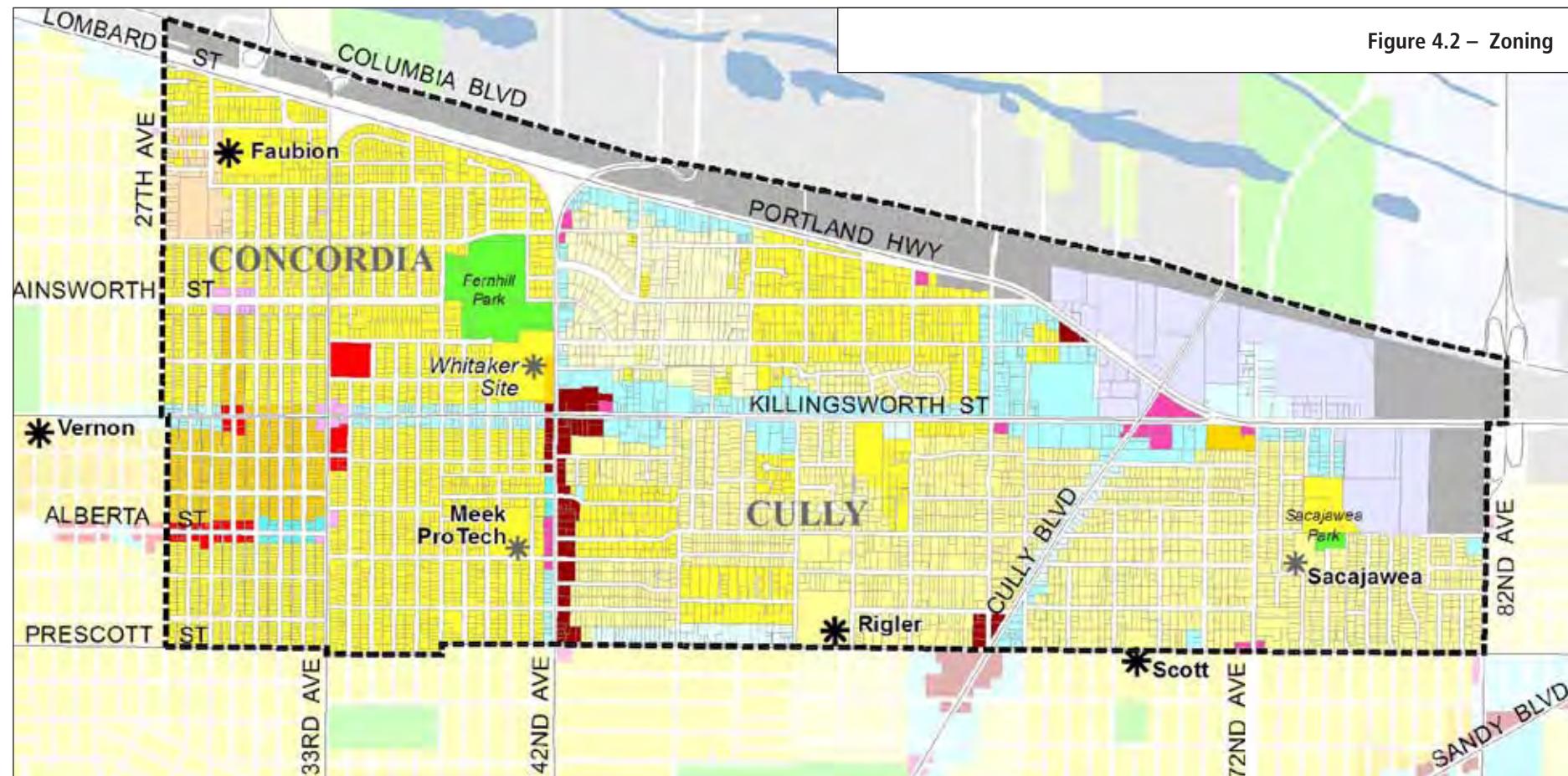
- |                          |                           |
|--------------------------|---------------------------|
| Parks/Open Space         | Industrial                |
| Single Family Dwelling   | Other                     |
| Multi-Family Residential | Vacant                    |
| Commercial               | Utility or Railroad Owned |
| Office                   | Null Value                |
| Institutional            |                           |



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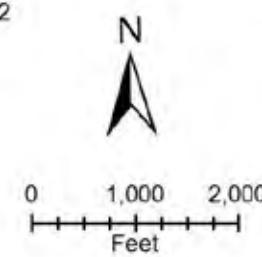
All data compiled from source materials  
at different scales. For more detail,  
please refer to the source materials at  
City of Portland, Bureau of Planning.  
May 22, 2008

Figure 4.2 – Zoning



Open Space	Residential MD 3,000
Residential Farming	Low Density MD 2,000
Residential 20,000	Medium Density MD 1,000
Residential 10,000	High Density Residential
Residential 7,000	Central Residential
Residential 5,000	Institutional Residential
Residential 2,500	Neighborhood Commercial 1

Neighborhood Commercial 2
Storefront Commercial
Mixed Commercial
General Commercial
Central Commercial
General Employment 2
General Industrial 2



All data compiled from source materials  
at different scales. For more detail,  
please refer to the source materials at  
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May 22, 2008

Much of NE Killingsworth Street has Residential 2,000 (R2) zoning, setting the template for the low-density, multi-family housing which has been developed incrementally. High-density single-family Residential 2,500 (R2.5) zoning, meanwhile, has had little effect where it has been mapped between NE Alberta and Killingsworth Streets in Concordia. In this area, there are few oversized or vacant lots lending themselves to redevelopment with attached houses. Storefront Commercial (CS) zoning on Alberta Street west of 31<sup>st</sup> Avenue has helped to define this street's character as it has thrived in recent years. These and other relevant zoning districts are outlined in Appendix A.

## Comprehensive Plan Implications

Certain portions of the study area have Comprehensive Plan designations which differ from their zoning, and suggest a future development pattern. The Residential 10,000 (R10) zone covers a low-density neighborhood area east of 42<sup>nd</sup> and north of Killingsworth Street. The Comprehensive Plan implies an eventual "upzoning" to R5, which would permit land subdivisions and additional single-family houses on 5,000-square foot lots. Meanwhile, in Concordia several R5-zoned blocks directly north of Killingsworth Street are shown in the Comprehensive Plan as prospective additions to the R2.5 zone. Overall, rezonings to the Comprehensive Plan designations may be sought by individual property owners on a lot by lot basis and might be approved by the city provided there are adequate public facilities to meet the prospective zone.

## Neighborhood Plans

Neighborhood plans were completed by the City of Portland for Cully in 1991 and for Concordia in 1993. They were adopted by City Council

ordinances, and their policies were thereby made part of the *Portland Comprehensive Plan*.<sup>1</sup> The plans were developed through community involvement processes, and are composed of policies and objectives concerning neighborhood identity; public safety; transportation; economy; public services; housing and development.

Broadly, the Cully plan arose to address the needs and desires of this large, central Northeast neighborhood that had been annexed into the city in 1985. Residents were concerned that the neighborhood's character would be disrupted when urban services were installed, and that these services would lead to more development. They were also concerned about the cost of urban services and desired improvements to the housing stock, alternatives to the automobile, and parks and recreation facilities and services.

The Concordia plan's focus includes the desire for neighborhood revitalization without displacement of a diverse population. The Concordia plan seeks to stimulate economic revitalization, especially along NE Alberta Street, and also calls for linkages between the business community and the local workforce.

Both Cully and Concordia plans identify the need for more workforce development programs. Both plans identify the need to minimize traffic impacts on local streets, and to improve substandard streets. The latter is a much more important issue in the Cully plan and particular streets are identified as priorities. Public safety and the perception of crime are

<sup>1</sup>One policy in the Concordia Plan was adopted separately by resolution, and is intended not as a regulatory tool but as a guide for local action. The Plan's "action charts" are similarly intended as guides.

important concerns in both neighborhood plans, which call for more community policing, better environmental design, and targeting of abandoned houses and autos.

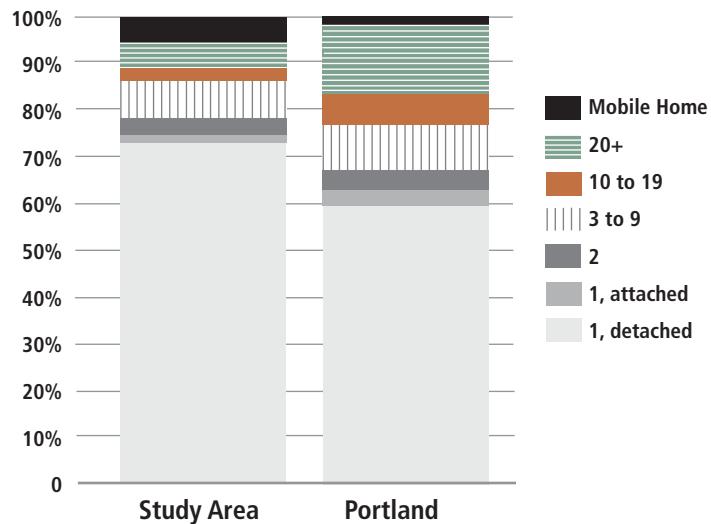
Both plans call for preserving residential character, and for providing new housing choices. The Cully plan encourages multi-family development where it is well-served by transit and other services, and also recommends that certain multi-family complexes along NE Killingsworth Street be targeted for improvements. The Concordia plan emphasizes homeownership and housing rehabilitation, as well as removing regulatory barriers to infill development. It encourages new development to be compatibly designed.

## Housing Characteristics

### Housing Predominates

As of 2000, nearly three quarters of Cully-Concordia's housing stock was stand-alone, single-family homes, compared to 60% for the city as a whole. Another 5.1% of the study area's housing units were mobile homes, compared to just 1.4% for the city. Conversely, just 20% of the study area's housing was multi-family, compared with 35.5% for Portland. However, apartments have accounted for a large share of recent development in the study area — mostly along Killingsworth Street in Cully — and the area's share of multi-family housing is catching up with the city's.

**Figure 4.3 Units in Housing Structure, 2000**

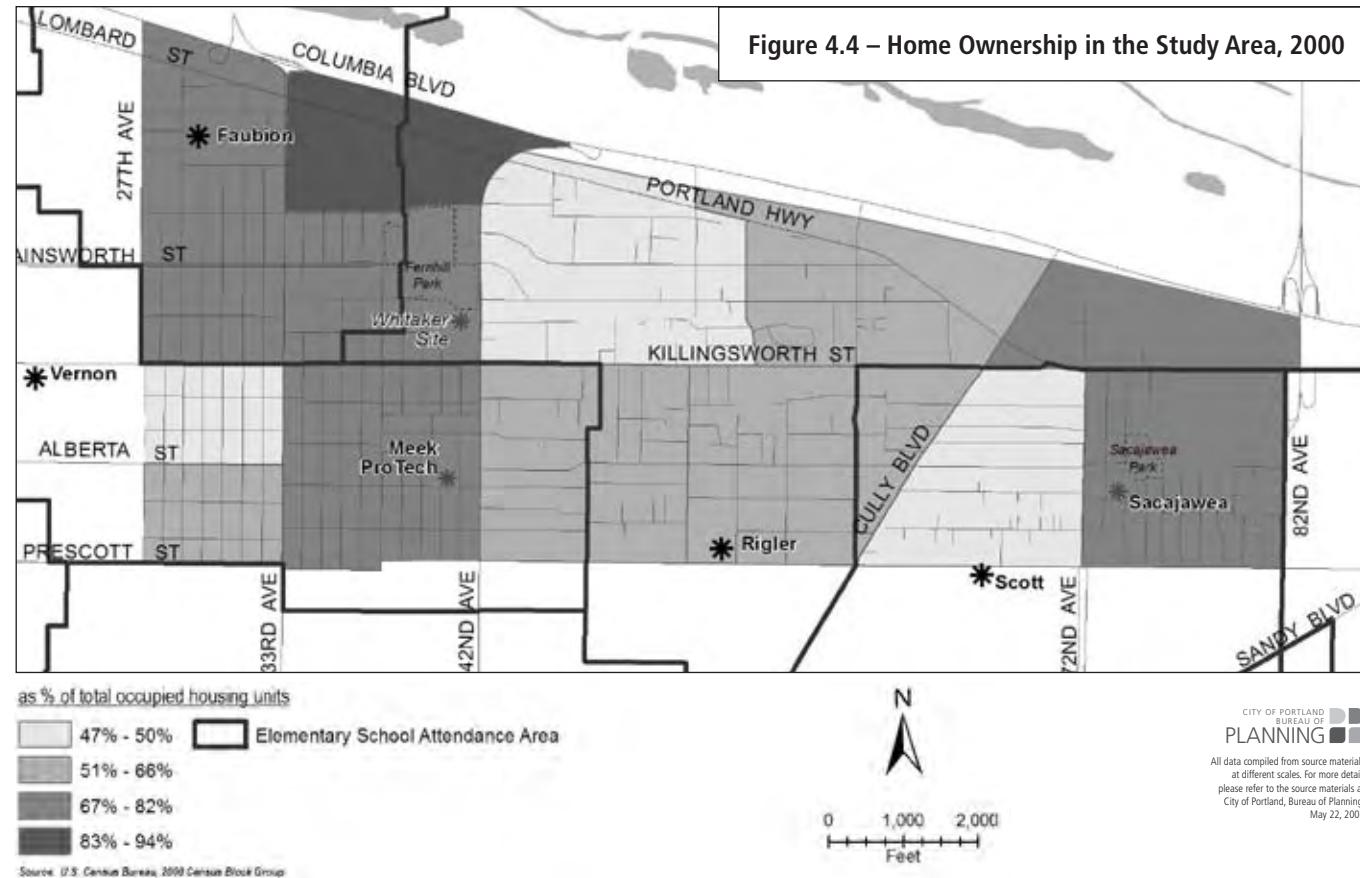


Source: ESRI Business Analyst, 2007.

## Homeownership

Most of the study area's homes are owner-occupied, and the share of homeowners has grown, from about 58% in 1990 to an estimated 63.3% by 2007. This is significantly higher than Portland's homeownership rate of about 53%. The rise of home values in recent years has meant an increased tax burden for study area homeowners, and also a growing base of equity.

There is considerable difference across the study area in terms of homeownership. A higher proportion of Concordia households owned their homes than their counterparts in Cully, though the homeownership rate is under 50% in parts of both neighborhoods, including around the NE Alberta Street retail district, and in the area between NE Cully Boulevard and 72<sup>nd</sup> Avenue, where high poverty is also observed.



## Relative Affordability

Home values in the study area are relatively low compared to the city. The area's median home value in 2000 was \$134,841, \$20,000 or 15% less than for Portland as a whole. But home values across Portland have soared in recent years. By 2007, median home values had risen to an estimated \$243,000 in the study area and \$281,000 citywide. According to Coalition for a Livable Future, by 2004 the median home prices in Cully and Concordia were out of reach for a family of four with the area median income. There is still a need for multi-generational affordable housing in this area.

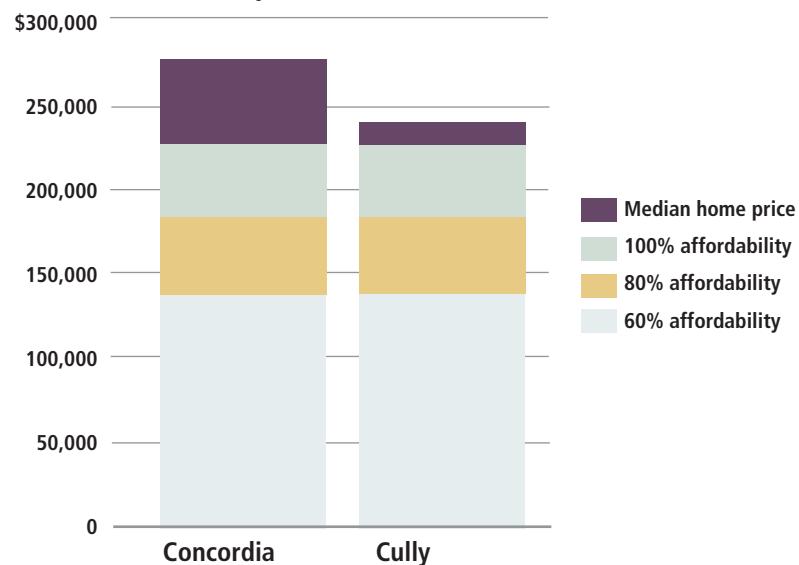
## Homebuyer Opportunity Areas

The Portland Development Commission identifies certain "distressed neighborhoods" where incentives for revitalization apply. All of the study area east of NE 42<sup>nd</sup> Avenue, as well as the section south of NE Killingsworth Street and west of NE 33<sup>rd</sup>, are in this category, and are mapped as "homebuyer opportunity areas." In these areas, buyers of new homes — provided they live in the new home — are eligible for a 10-year property tax abatement on the built improvements. From 1988 through June, 2008, 79 households in the study area have taken advantage of this program and received limited tax exemptions. This incentive has the potential to make infill development and homeownership more attractive in most of the study area.

## Cost-burdened Renters

As of 2000, rents were somewhat lower in the study area than in the city as a whole; median rent was \$538 in Cully-Concordia, compared to \$562 in Portland. Still, renter households in Cully-Concordia spent more of their

**Figure 4.5 – Affordability of Median-valued Home to Median-income family, 2004**



income on rent than their counterparts citywide, and at 29.3%, nearly at the upper limit of what is considered supportable.

Over the past four years, metropolitan Portland's rental housing market has been strong, making conditions challenging for renters. Average rents in the metro area rose 9% between spring 2006 and spring 2008, and vacancy hit a low of under 3% in the fall of 2007. The Metro Multifamily Housing Association tracks rental and vacancy rates by market sub-sector. While data specific to the study area is not available, Inner and Central Northeast Portland has the third highest rent per square foot of the 20 metropolitan sectors, and a vacancy rate lower than the average. As of

Spring 2008, average rents in Inner and Central Northeast ranged from \$573 for a studio to \$925 for a 3-bedroom, 2-bathroom unit.<sup>8</sup>

The study area contains several income-restricted properties, where rents are pegged to match 30% of a household's income at various thresholds below Area Median Income. These create a much needed pool of units available at below market rents; an informal survey of the City's Housing Connections website ([www.housingconnections.org](http://www.housingconnections.org)) in May 2008 revealed open waiting lists but no current vacancies at these properties.

In addition to rental costs, some of the stakeholders interviewed have expressed concerns about the unhealthy and unsafe conditions of rental housing stock in the Cully-Concordia area. More building code enforcement of these "nuisance" properties is needed.

## Development Trends

### Retail Resurgence

NE 33<sup>rd</sup> Avenue began its transformation in 1997 with the reopening of the Kennedy School as a restaurant/hotel/event center, and continued with the opening of a neighborhood shopping center featuring New

Seasons Market and Walgreens in 2001. Meanwhile a cluster of new eateries has developed at the eastern end of the Alberta Street retail corridor and at NE 30<sup>th</sup> and Killingsworth Street. 42<sup>nd</sup> Avenue has received attention in recent years, with storefront improvement grants and business district promotion by the 42<sup>nd</sup> Avenue Business Association.

### Residential Infill

In recent years, small residential lots have been carved out of larger ones, and rare vacant residential lots have been or are being developed. This process appears to have been driven by the growing desirability of the

New affordable housing in Cully



Concordia neighborhood, and pressure on the Cully area to absorb demand for additional housing.

### Well-Designed Affordable Housing

Hacienda Community Development Corporation has been an active developer of affordable housing in Cully. Between 1995 and 2004, the

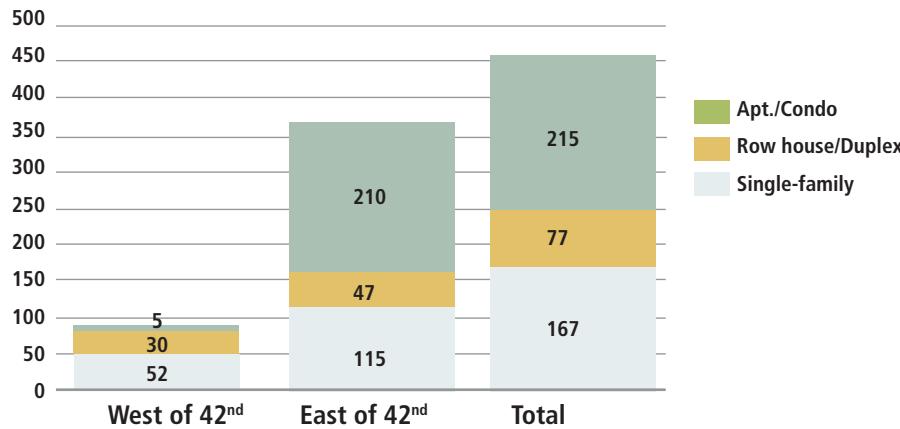
organization built or rehabilitated 300 rental units in five projects; most of the units are sized for families with children. The developments, with their bold color schemes and design quality, and their clustering along Killingsworth Street east of 42<sup>nd</sup>, have made a noticeable impact.

<sup>8</sup>Metro Multifamily Housing Association, The MMHA Apartment Report, Spring 2008.

## Understanding the Extent of Recent Residential Development

City building permit data shows that 459 new housing units were built in the study area between 2000 and 2007. Four out of five of these new units were built in the Cully section of the study area. Overall, the greatest number of new units were in apartment buildings or condominiums, and virtually all of this multi-family housing was built in Cully. West of 42<sup>nd</sup> Avenue, most new units were single-family houses.

**Figure 4.6 – New Residential Development in the Study Area, 2000-07**



## Development Potential

Future growth in the study area is anticipated, but estimates of the amount and location can only be approximate because the market can shift, zoning can change, and the decisions of landowners and developers are unpredictable. This section presents a modeled growth projection for the study area, and then considers opportune development sites that could have significant individual impacts on schools and surrounding neighborhoods.

## Housing Development Projections

ESRI Business Analyst (a GIS software program) projects a net increase of 224 housing units – mainly rental units – between 2007 and 2012 in the study area.

**Table 4.2 – Estimated and Projected Housing Development in the Study Area**

	2000	Estimated Change, 2000-07	2007	Projected Change 2007-12	2012	Average Annual Change
Owner-occupied housing units	4,482	268	4,750	65	4,815	0.6%
Renter-occupied housing units	2,273	-105	2,169	80	2,249	-0.1%
<b>TOTAL UNITS</b>	<b>7,217</b>	<b>287</b>	<b>7,504</b>	<b>224</b>	<b>7,728</b>	<b>0.6%</b>

Source: ESRI Business Analyst, 2007.

Meanwhile, Portland State University's Population Research Center has done in-depth enrollment projections for Portland Public Schools, most recently in August 2007. While both analyses incorporate housing development trends and expected future development, PSU's study does not provide housing projections. Rather, it applies development assumptions toward a forecast of enrollment change. For more information on the projection methodologies, see Appendix B.

**Table 4.3 – School Enrollment Projections**

School	Approx. capacity	PSU Forecast		
		Enrollment '07-08	Projected Enrollment Change, 2007-08 to 2011-12	Projected Enrollment 2007-08 to 2015-16
Faubion	354	355	-7	6
Rigler	456	562	38	74
Harvey Scott	479	540	127	129
<b>TOTAL</b>	<b>1289</b>	<b>1457</b>	<b>158</b>	<b>209</b>

Sources: PSU Population Research Center, 2006; Portland Public Schools, 2008.

Enrollment projections will be discussed again in Chapter 6. Here, it is enough to note that ESRI projects 224 net new units in the study area over the 2007-12 period, while PSU projects enrollment growth of 158 students at neighborhood schools, with most of that increase occurring at Harvey Scott.

PSU's study assumes that current district-wide "student generation" rates from new housing units continue. Citywide, new multi-family units have yielded fewer students than new single-family units, so projected

multi-family development is assumed to yield few new students. It might be argued that new multi-family units in the study area are significantly more likely to house more school-aged children than multi-family units in Portland as a whole, a possible source of under-projection for area schools.

**Undeveloped site, eastern Cully**



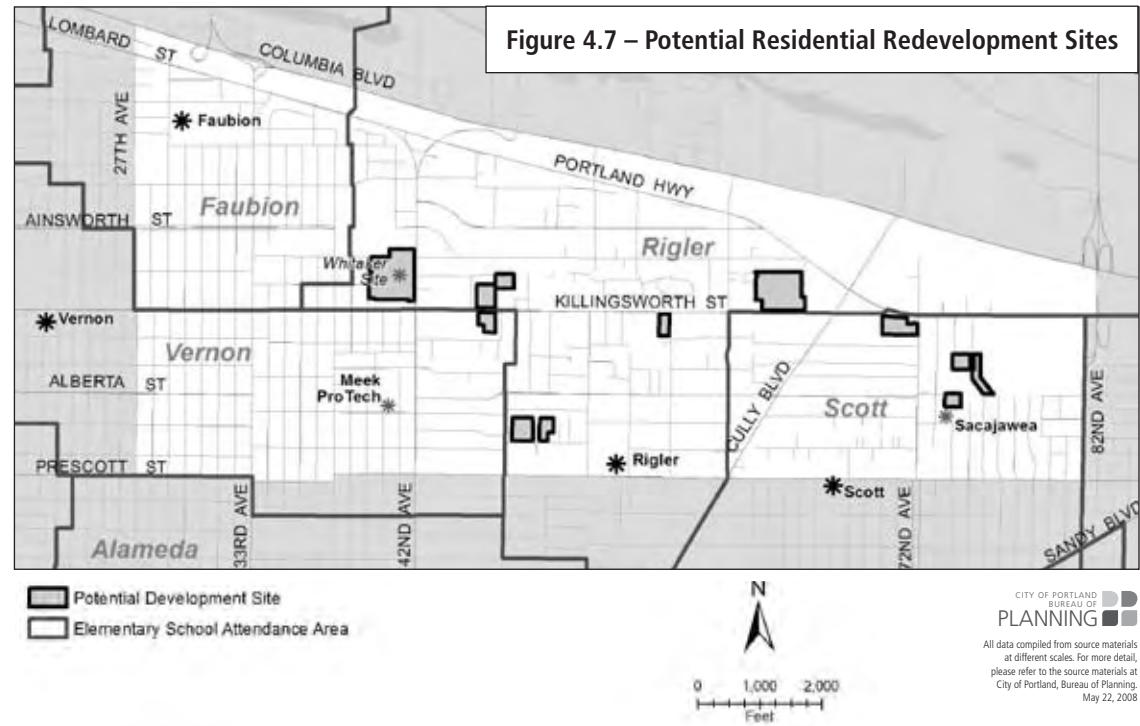
**Land division in Cully**

## Major Development Opportunity Sites

The Cully-Concordia study area is nearly all developed, though a few substantial vacant or redevelopable pieces of land remain. There is also potential for continued land divisions in Cully, resulting in infill housing developments.

Large sites (more than one acre) were identified for this assessment, to indicate any significant opportunities for redevelopment in the study area. If, when, and at what density these sites develop is unpredictable. For example, whether property is developed by a community-based non-profit or a traditional builder will influence the type of housing and the prevalence of children. If these large sites were to be redeveloped at their maximum potential, they could have disproportionate and uneven impacts on school enrollment, which may differ from PSU's enrollment projections.

Figure 4.7 – Potential Residential Redevelopment Sites



# Public Facilities and Services

*What amenities and services are most lacking in Cully and Concordia? Which deficiencies, if they were corrected, would have the greatest positive impact on livability? This chapter aims to help answer these questions. It describes the study area's utilities, streets, sidewalks, parks and community facilities, and key public services: transit, fire, and police.*

## Water

The study area is fully integrated into Portland's municipal water system, managed by the Water Bureau. The city is known for the high quality of its drinking water. There are relevant issues concerning wastewater and stormwater services, however, especially concerning the Cully neighborhood. These are covered below.

## Wastewater

Until about twenty years ago, only the western part of the study area was within the city, and served by the municipal sewer system. Sewers in the Cully neighborhood were constructed in the late 1980s by the City of Portland as part of the Mid-County Sewer Project. This project was paid for using a combination of sources, including contributions from local property owners, federal grants, State loans and City funds.

Cully's initial lack of sewers accounted in part for the neighborhood's low-density development, since lots had to be large enough to accommodate a drainfield. The large lots increased the per-unit costs for sewer improvements, which required property owner contributions. Today, some of these large lots are being subdivided or built with apartments, bringing change to the neighborhood.



"Green Street" treatment.

## Stormwater

Portland's stormwater management practices are currently undergoing significant change and investment. To satisfy provisions of the federal Clean Water Act, the City is required to carry out programs that reduce, to the maximum extent practicable, industrial and waste-related pollution of lakes, rivers and streams.

To this end, Portland is undertaking two broad stormwater management initiatives. First, it is separating and adding capacity to its sewer and

stormwater pipes to prevent what are known as "Combined Sewer Overflows (CSOs)" into the river during rain events. Second, the City is pursuing and promoting sustainable practices that prevent stormwater from entering pipes in the first place, by designing streets and development projects so that runoff is diverted to natural systems, preferably on-site.

Runoff in the study area flows toward the Columbia Slough, a polluted urban waterway. The Bureau of Environmental Services has significant plans to reduce stormwater outfalls in the Slough, but these investments will be made adjacent to the Slough itself, and in the industrial district around it.

No stormwater-related capital improvements are anticipated for the study area itself. But it is evident that the presence of so many unimproved and substandard streets presents a real opportunity to improve stormwater management locally. These streets currently allow significant infiltration of water, a positive attribute. Still, their improvement would benefit the neighborhood, and could be carried out incorporating good stormwater practices.

One such example is the Cully Boulevard Improvement Project that recently achieved full funding after many years of City and community advocacy. The City of Portland Office of Transportation (PDOT), in coordination with the Oregon Department of Transportation (ODOT), is developing a conceptual streetscape plan for NE Cully Boulevard between NE Prescott Street and NE Killingsworth Street. The streetscape plan will identify street improvements such as sidewalks, street trees, bicycle lanes, stormwater management facilities, illumination, etc. The new sidewalks would connect to existing sidewalks on Cully Boulevard south of Prescott Street. These improvements would separate pedestrians, cyclists, and vehicles from each other and greatly increase safety. New street corners would tie into the side streets, narrowing the existing wide intersections and improving visibility and safety. The street improvements would also upgrade the roadway to begin its evolution as a main street as it was identified in the *Metro 2040 Growth Concept Plan*.

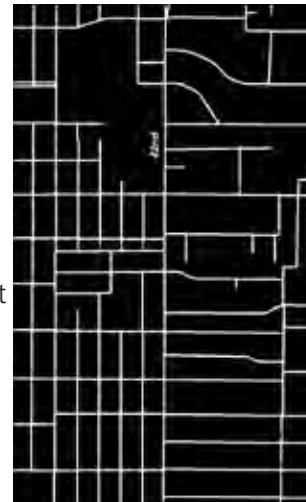


Figure 5.1 - Street Network Detail

The plan will also analyze the 5-way intersection of Cully/60<sup>th</sup>/Prescott and propose an alternative to improve safety conditions. Traffic signals or a roundabout would provide clear guidance for all modes maneuvering through the intersection. Improvements at this intersection would also include any accommodations for pedestrian access to transit and rider amenities.

The final planning report on the Cully Boulevard Improvement Project will be issued in January 2009. The design and construction phases will follow with anticipated completion of a new Cully Boulevard in fall 2010.

## Streets, Sidewalks, and Transportation

Here we will look at the conditions and opportunities of the study area's streets and sidewalks. Streets and sidewalks are the most widespread element of the public realm, and have an important influence on people's sense of place and on their ability to get around. How does this infrastructure affect neighborhood quality of life? How well does the study area function for people on foot, on bicycles, in buses and in cars?

### Connectivity

West of NE 42<sup>nd</sup> Avenue, the study area has a highly regular and connective street network. Most blocks are approximately 200 feet by 400 feet, typical of Portland's older neighborhoods. East of 42<sup>nd</sup>, in Cully, it is typical for streets to go a quarter-mile between intersections in one direction, but be only 200 feet apart in the other direction.

A connective street system provides options with many available routes for transport. It can also be accessible, providing direct and pedestrian-friendly

routes to destinations and to public transit. The Concordia neighborhood benefits from a mostly complete and connective street system, while Cully does not.

## Street Improvement

West of NE 42<sup>nd</sup> Avenue, almost all the streets are fully improved, with pavement, sidewalks, and curbs. Cully, on the other hand, was developed as an unincorporated area and still includes many streets that have never been paved, some of which are difficult to pass over in a car. Other streets are "substandard:" they are paved, but lack curbs, proper drainage and sidewalks. Still more streets have curbs but no sidewalks. On all these streets, pedestrians must share the road with vehicles.

The Cully and Concordia sections of the study area straddle the citywide average in terms of street conditions. The study area streets west of 42<sup>nd</sup> Avenue are almost all paved and have curbs (94.6%, compared to 80% citywide), while just over 50% of the streets east of 42<sup>nd</sup> Avenue in the study area meet these standards. 10% of the streets in the



Cully section are dirt and gravel, compared to just a fraction of the streets in the Concordia section.

Portland does not have the funds to meet citywide needs for local street improvements. Certain projects, generally on major traffic streets, are included in the City's Capital Improvement Plan (CIP) and are built with public money (though often many years after the project is identified). CIP-designated streetscape improvements for Cully Boulevard are currently in the planning and design stage; they will bring sidewalks, landscaping, and bike lanes to this key circulation route through the Cully neighborhood.

More typically, streets are improved or sidewalks are added as a required element of new residential or commercial developments. Usually, the improvement does not extend beyond the development site. Here, the effect of new housing can be seen on NE 60<sup>th</sup> Avenue: a new sidewalk, but just on one side of the street.

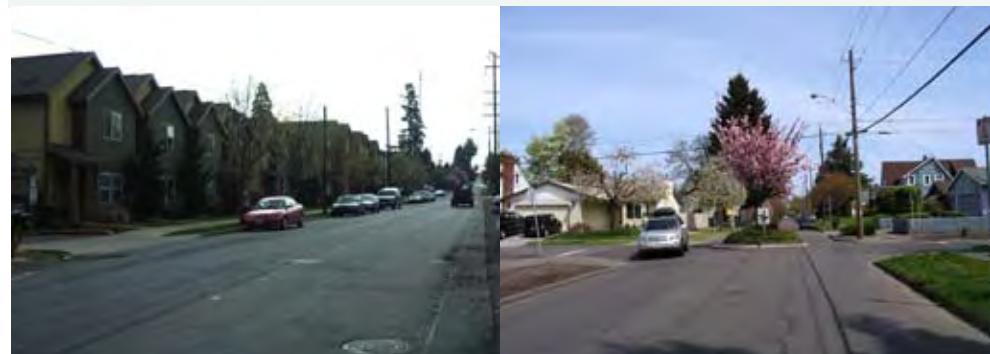
Finally, property owners can form a Local Improvement District (LID) to share in the costs of infrastructure development, a mechanism requiring organization and significant contributions from property owners. Prior to 2001, LIDs were eligible to receive Community Development Block Grant (CDBG) funding, easing the burden on local property owners, and LIDs paid for improvements on two streets in Cully (a few blocks of NE 47<sup>th</sup> Place and NE 55<sup>th</sup> Avenue) in the late 1990s.

In the absence of a good source of public funding, local property owners typically must pay a share of improvements that comes to 3% to 6% of

**Table 5.1 - Unimproved and Substandard Streets in the Study Area and Citywide**

Street Improvement	Study Area West of 42 <sup>nd</sup>		Study Area East of 42 <sup>nd</sup>		Study Area Proportion	City of Portland Proportion
	Street Miles	Proportion	Street Miles	Proportion		
Dirt & Gravel	0.3	1.1%	2.9	9.8%	5.6%	3.1%
Other Substandard	1.2	4.3%	11.7	39.1%	22.4%	17.7%
Standard	26.3	94.6%	15.4	51.1%	72.0%	79.2%
Total	27.8	100%	30.1	100%	100%	100%

New housing and street improvements, NE 60<sup>th</sup> Ave      Traffic island, NE Holman Street, Concordia



their assessed property value, making LIDs a cost-prohibitive option. No LIDs have been undertaken in the study area since CDBG funding ended. LIDs have been used to make significant local street improvements in the Lents neighborhood in recent years. There, the Portland Development Commission has covered all costs over \$0.62 per assessable square foot, and more for low-income homeowners, using urban renewal funding. The creation of an urban renewal district in Cully could be considered as a mechanism for making significant improvements to local streets.

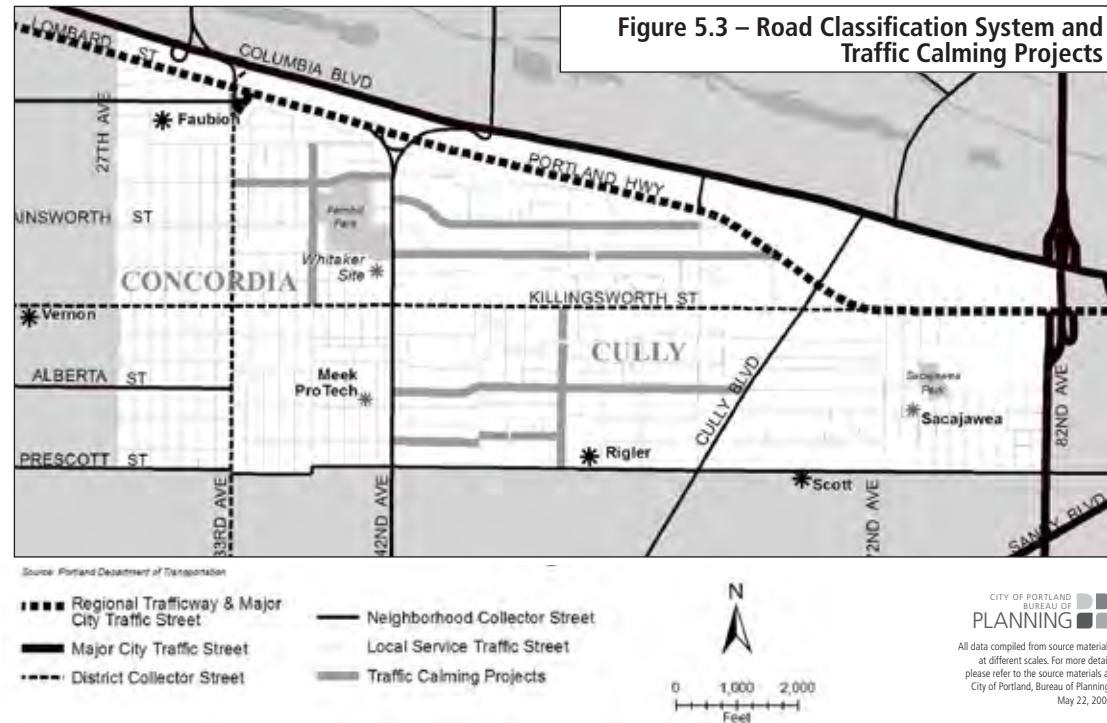
## Traffic Calming

Some non-arterial streets in the study area receive a significant flow of traffic, creating conflicts between autos and pedestrians. Several of these have received "traffic calming" investments in recent years, which made for safer conditions and an improved public realm. NE Holman Street was augmented with traffic circles between 33<sup>rd</sup> and 42<sup>nd</sup> Avenues in 1988, and NE 33<sup>rd</sup> Avenue received a similar treatment in 1997.

In Cully, where a less connective grid contributes to undesirable traffic volumes on local through streets, speed bumps have been added to stretches of NE Ainsworth, Simpson, Alberta, and Going Streets east of 42<sup>nd</sup> Avenue, and to NE 52<sup>nd</sup> Avenue between Prescott and Killingsworth Street. Speed bumps are to be built this year on NE 37<sup>th</sup> between Rosa Parks and Killingsworth Street.

## Safer Routes to School

Pedestrian safety is especially an issue for children, and is most relevant close to schools. This is the focus of the City's "Safer Routes to Schools" program, a partnership between the Portland Office of Transportation (PDOT) and the non-profit Bicycle Transportation Alliance, with support from the state and federal governments. It aims to make it easier and safer for children to walk or bike to school, through improvements in five areas (or "E's"): education, encouragement, enforcement, engineering, and evaluation.

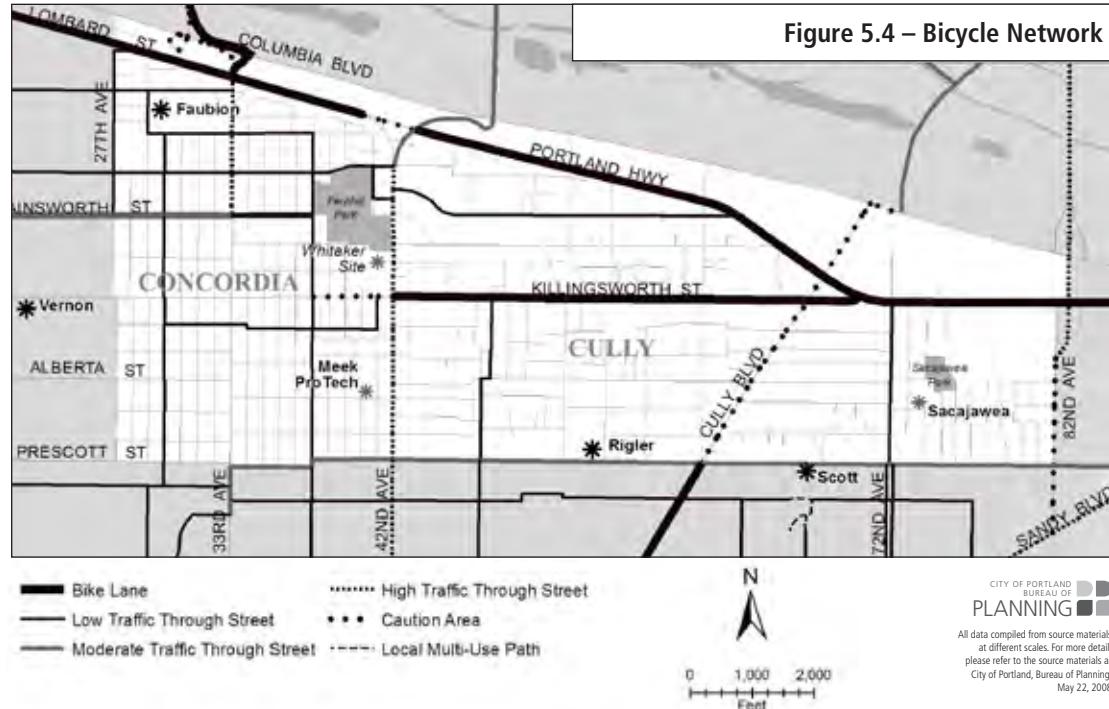


"Safer Routes" programs have been started in 25 Portland schools, including Faubion and Harvey Scott in the study area. At Faubion, a community "walk-about" led to the identification of top priorities for infrastructure improvements (the "engineering" component of the program.) The recommended actions, estimated to cost a total of just over \$50,000 to build, range from adjusting school crossing signs to improving sidewalks, and are now moving toward construction. The program at Harvey Scott has very recently been established and has not yet yielded recommendations and funding for improvements is not currently available. There is no program at Rigler, where children could benefit from pedestrian improvements and other program activities.

## Cully-Concordia by Bike

Over the past decade, bicycling has become a more mainstream transportation mode in Portland, and in April 2008, it became the first large city to earn a "Platinum" designation from the League of American Bicyclists. Portland is implementing a citywide network of bike lanes and marked shared-use lanes, introduced specially treated "bike boulevards," and added "bike boxes" at key intersections.

With that said, bicycling infrastructure is incomplete in the study area. There are designated bike lanes on only two corridors, NE Killingsworth Street and NE Lombard/Portland Highway – through routes, but with high volumes of auto traffic. Both corridors are interrupted by sections noted for being hazardous for cyclists. The Concordia section of the study area has a complete network of local streets that carry little traffic, creating good cycling conditions, but the same is not true in Cully. Here, there are only two north-south streets identified as being good for cyclists, NE 47<sup>th</sup> and NE 72<sup>nd</sup>, and neither continues north of Killingsworth Street. The planned enhancements to Cully Boulevard will improve the situation with bicycle lanes being constructed, but the problem of a patchwork grid of streets, many of them unpaved and in poor condition, will continue to make the area difficult to navigate by bicycle.



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Safer Routes to School



Bike route and speed bumps, NE Ainsworth Street, Cully.

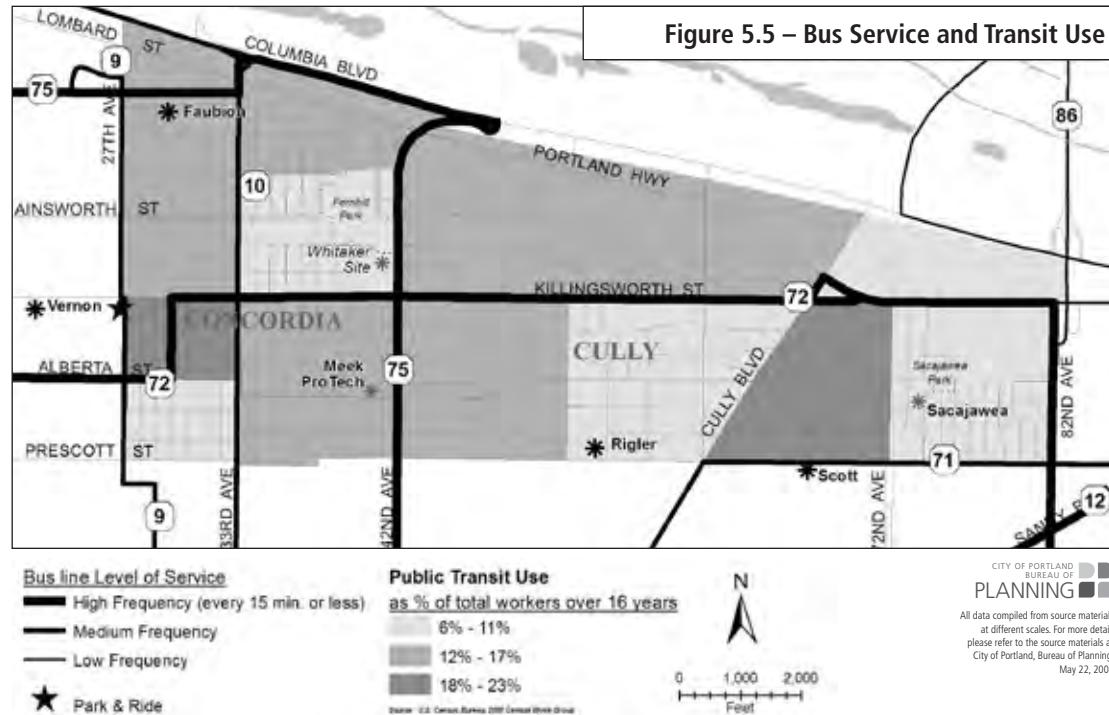


## On the Bus

The heart of the study area is served by two of TriMet's highest-frequency and most-used bus lines, the 72 and the 75. These lines connect Cully-Concordia to broad sections of Portland's east side, including major employment and shopping areas and transit centers. A third cross-town route, line 71, travels along Prescott Street between Cully Boulevard and 82<sup>nd</sup> Avenue, and the limited-service line 86 shuttles area residents to the Alderwood employment area.

On the other hand, only two of the six bus routes through the study area go to the central city, and these operate at a medium level of service. Both bus lines are at the western edge of the study area, directly serving Concordia: the 9 on 27<sup>th</sup> Avenue, and the 10 on 33<sup>rd</sup> Avenue. Residents in most of the study area must use a cross-town line and transfer to light rail to reach downtown. As of 2000, most Cully-Concordia workers commuted to the central city, and a slightly higher proportion used transit (13.5%) than workers in the city as a whole (12.3%).

Within the study area, transit use is highest (23% of commuters in 2000) in the "walkable" urban neighborhood between NE Alberta and Killingsworth Streets west of 33<sup>rd</sup> Avenue, and in the area between NE Cully Boulevard and 72<sup>nd</sup> Avenue which includes Cully's highest concentration of multi-family housing and low-income families. In the part of the study area best served by high-frequency bus lines, on the



other hand, transit use ranges from 9% to 13% – lower than the study area average. Community input on transit service issues in the study area has identified gaps in service to families along Cully Boulevard and Prescott Street by Rigler School.

## Complete Streets

Portland is working to create a balanced transportation system for all travel modes, one that is safe and humane for pedestrians and cyclists, efficient for transit and automobiles, and functional for freight movement. The street system also has potential to benefit the environment, by incorporating stormwater management techniques. Complete streets can create an enhanced public realm, an amenity for everyone. Based on the previous streets information, Portland has a long way to go to achieve complete streets in the study area, especially in Cully.



A "complete" stretch of NE Killingsworth Street

## Public Open Space and Recreation

Cully-Concordia has a real deficiency of publicly accessible open space, developed parks, and recreational programming, but it also has great potential for improvement. This could come in the form of more parkland, developed park facilities, and new indoor recreation space in the form of a community center. It could also mean a better integrated open space system, and better use of existing spaces, with more recreational programming. Additionally, there is rich cultural history in the area such as past Native American settlements, that should be recognized through educational markers, for example, as park facilities are developed.

## Fernhill and Sacajawea Parks

Fernhill Park is the study area's largest and only fully-developed park, covering 27 acres between NE 37<sup>th</sup> and 42<sup>nd</sup> Avenues and Simpson and Holman Streets. While Fernhill Park is located in Concordia, it does provide some recreational opportunities for nearby Cully residents. It includes baseball, softball, and soccer fields, as well as a track and tennis court, making it a valuable hub for active recreation. Fernhill Park also has picnic tables, a playground, and a dog off-leash area, as well as mature trees, grassy lawns, and nice topography. On the southern edge of the park is the vacant Whitaker site, which could have a great interplay with the park in the future.

The Cully portion of the study area, stretching from 42<sup>nd</sup> to 82<sup>nd</sup> Avenue, has just one small neighborhood park, Sacajawea Park, at NE 76<sup>th</sup> and Alberta Street, adjacent to the Sacajawea Head Start Center. Only a fraction of this 5-acre park is currently improved and open to the public, and it is a designated off-leash dog area. Most of the "park" is currently undeveloped, inaccessible land that was given to the City as part of the recent rezoning of the large, vacant area northeast of the park. Directly

### Fernhill Park



Sacajawea Park, with school playfield and undeveloped park piece behind fences



to the west, Sacajawea Head Start's play field is barely developed as usable park space, and not linked to the park. Altogether there are three potential park fragments at Sacajawea, and no public funds identified for master planning or park development.

### Thomas Cully Park (proposed)

Portland Parks and Recreation owns a nearly 25-acre site south of NE Columbia Boulevard and east of 72<sup>nd</sup> Avenue. A former landfill, it will be converted to a community park serving Cully and other Northeast neighborhoods with baseball and soccer fields, walking trails, and a playground. Master planning and design is underway for this site, known as Thomas Cully Park. The existing system for channeling methane must be accommodated, tree roots cannot go deeper than two feet, and roads and structures must be built to withstand differential settling. But the site offers great potential, with open views to Mt. Hood and Mt. St. Helens, and the opportunity to transform a damaged landscape and create much-needed public open space. Funding is not yet secured for park construction.

### Neighborhood Park Land Acquisition

Portland Parks & Recreation staff are pursuing acquisition of another neighborhood park site in the



Thomas Cully Park Design Workshop



Approaching Rigler's ballfields

central-western part of the Cully neighborhood. Parks staff has an allotment of about \$1 million and is seeking a one-acre site to serve this parks-deficient area.

### Community Gardens

The study area includes three community gardens managed by Portland Parks & Recreation, each under ½-acre in size. These are the Cully Community Garden, off of 42<sup>nd</sup> and Killingsworth Street; the Kennedy Community Garden, adjacent to the Kennedy School; and the Rigler Community Garden, on the school grounds along Prescott Street. The Rigler garden, spearheaded by volunteers in 2004, is operated on a lease with Portland Public Schools, and is intended to be used as part of the educational program.



Rigler Community Garden



Meek playfield, through the fence

### School Grounds

The Parks 2020 Vision recommends more coordination between Portland Parks & Recreation and the schools to share grounds, develop new sports fields, and conduct recreational programming. This highlights the relevance of school grounds to a discussion of public open space, especially in neighborhoods with a scarcity of parks. (Recreation programming will be discussed

further along.) Currently, Portland Parks and Recreation is revisiting their recreational programming school grounds agreement.

Faubion, Meek, Rigler, and Harvey Scott schools are on 5- to 9-acre sites distributed across the study area (or just outside it, in Harvey Scott's case). All have some combination of covered and open asphalt play areas, play structures, and ball fields. Rigler's site is the largest, most visible, most developed for playing, and most widely used by the community. Faubion's play field is quite hidden.

Sacajawea Head Start sits on a small, 3.5-acre site next to Sacajawea Park. The school and park sites are not linked, and what could be a "whole greater than the sum of its parts" is not. Incorporating these areas in a parks master plan and development strategy is worth considering.

This parks and recreation-deficient area could greatly benefit, especially in the interim, from increased parks programming at local school grounds.

## SUN Schools

The potential of good linkages between parks and schools is clear, and has been for a long time. In fact, Portland Parks & Recreation and Portland Public Schools have worked at co-location and cross-programming for decades. Since the 1970s, Parks has operated before- and after-school recreation and enrichment programs at PPS (and later, other district) schools.

This 'community schools' model was given new life in 1999 with the creation of the Schools Uniting Neighborhoods (SUN) program,

administered by Multnomah County. SUN schools, of which there are now 54 in Multnomah County, are meant to enrich the experience of low-income children in particular, and to strengthen the connection between families and schools.

Two of the study area schools, Faubion and Rigler, are home to SUN Community Schools. The SUN programs have diverse offerings, and are covered more in the next chapter. Concerning recreational programming, Faubion's SUN school joined a "positive play" soccer league, which has been embraced by its older students and their families. Tennis, basketball, and dance are among other after-school activities at Faubion. Rigler's SUN school gives kids the opportunity to have structured after-school basketball and soccer play, and has instructors for martial arts and theater. Together, the two SUN schools are estimated to have served some 460 youth during the 2006-07 school year, along with many parents and members of the community.

There is no SUN program at Harvey Scott School. However, Multnomah County is seeking funds to expand SUN to more schools. Serving families with the greatest economic need is the program's main criterion, and Harvey Scott is near the top among schools with high poverty and no SUN program.



Sports at Fernhill Park

## Parks Programming

Portland Parks & Recreation operates both Parks facilities and school gyms and fields during after-school hours. Parks staff schedule the use of facilities by leagues and community groups, and to varying degrees provide on-site staffing for games or other activities.

There is a high demand for sports fields and gyms, and Portland Parks & Recreation aims to satisfy it. But the reservation system does not always result in the optimal use of facilities, and no preference is given to local groups for use of local facilities. There have not been adequate resources to consistently make gyms and fields available on weekends, or to provide programming for children during the crucial summer months.

Rigler's ball fields are used by an adult soccer league and others. There is support in the community for more organized, staffed programming for children and youth, at Rigler, Scott (where school grounds are adjacent to Wellington Park), and other possible locations serving the study area.

## Public Indoor Recreation

The Baltazar Ortiz Community Center, co-located with Hacienda Community Development's master-planned community at NE Cully Boulevard and Killingsworth Street, has provided a much needed place for community interaction. Some social and recreational programming is

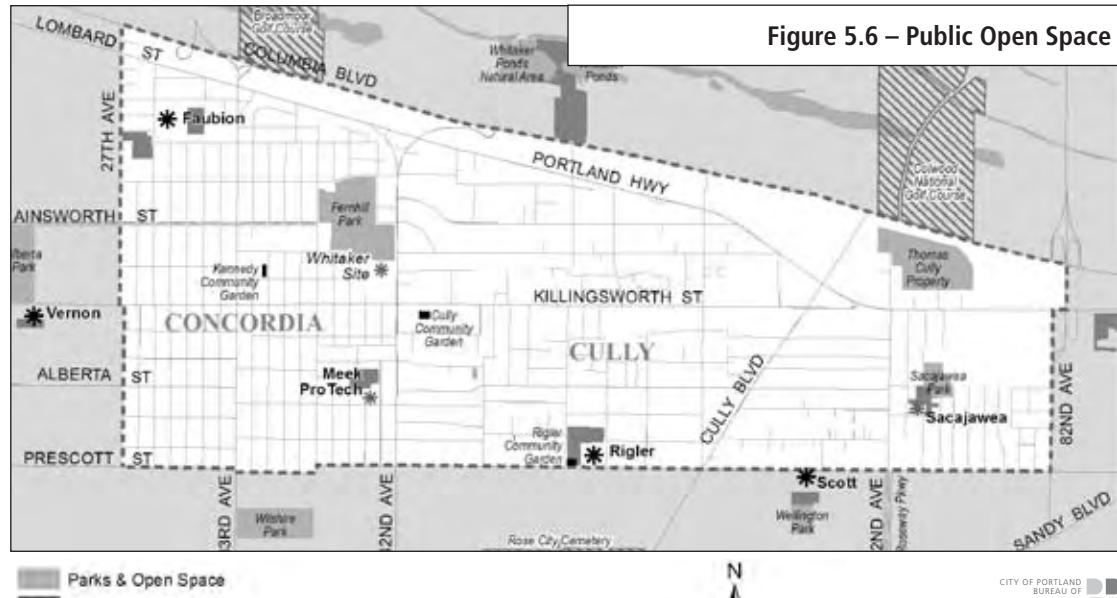


Figure 5.6 – Public Open Space

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provided there, coordinated in part by the Montavilla Community Center. But the study area does not have its own publicly-operated community center providing indoor recreation. The Parks 2020 Vision plan calls for the development of a full-service community center in the Cully-Parkrose area on the site of a new community park. One possible location for such a community center is the site of the former Whitaker Middle School, near NE 42<sup>nd</sup> and Killingsworth Street. Still, the Washington-Monroe site in inner Southeast Portland is Parks & Recreation's top community center priority, and there is no current funding for such a project.

## Park Deficiency

Portland Parks & Recreation has set a goal to provide a “neighborhood park” within one-half mile (an estimated ten-minute walk), and a “community park” within one mile, of every Portland resident. The study area falls well behind these standards. The Coalition for a Livable Future’s *Regional Equity Atlas*, produced in 2006, determined that Cully has the smallest amount of parkland per capita, and the largest population living more than half a mile from a park, of any Portland neighborhood. In Cully, there are 2,780 residents per park acre compared with 40 for the city as a whole. Even more important may be the actual proximity of parks to homes, which greatly influences whether people will walk to use the park. While half of Portland residents live within a quarter-mile of a park, only 24% of Cully’s population does.

## Greenways

Ainsworth Street is a boulevard with a linear arboretum, linking Fernhill Park with Alberta Park and beyond. Another parkway exists along 72<sup>nd</sup> Avenue between Prescott and Fremont streets. With the new understanding of environmentally “green streets,” and a generally disconnected set of open spaces in and around the neighborhood, further linear green amenities might be considered. For example, there may be interesting potential for extending Ainsworth’s green quality to the east, as far as Thomas Cully Park, or for a green link between Sacajawea Park,

Ainsworth Street



Columbia Slough

Thomas Cully Park, and potentially beyond (see below).

## Access to Natural Areas

The Parks 2020 Vision finds that “the Columbia Slough and the 40-Mile Loop are important resources in the area, but industrial uses and a lack of safe crossings at major highways often obstruct access to them.” The study area itself does not include “natural” environments, but it is very close to the Columbia Slough and the Columbia River beyond. Access to the north could be improved, most notably toward Whitaker Ponds (at NE 47<sup>th</sup> Avenue) and from the Thomas Cully Park site. Such improvements could provide Cully-Concordia residents access to nature, and reduce the barrier created by the NE Portland Highway, the railroad tracks, and Columbia Boulevard.

The 138-acre Colwood National Golf Course extends three-quarters of a mile northward from

Columbia Boulevard, creating a large green swath directly north of the proposed Thomas Cully Park. Colwood’s owner has applied to change the zoning and Comprehensive Plan designations for most of the property from Open Space to Industrial, with 22.5 acres retained as open space. The application was recommended for denial by the Hearings Officer in May 2008. The Portland City Council will hold a public hearing on

the matter in September and may decide to support or overturn this recommendation, or overturn and apply conditions of approval to the rezoning request. There is much community interest in seeing this property remain open space, and possibly be purchased in the future by a public or non-profit entity. There may be an opportunity for a future connection from Cully to open space and natural areas to the north.

## Public Safety

Personal safety is a key ingredient of neighborhood livability. Safe neighborhoods are composed of many things, including access to work and services, well-designed public spaces, people watching out for one another — and good police and fire protection.

### Falling Crime Rate

The study area is served by the Portland Police Bureau and Portland Fire & Rescue. The Police Bureau's 1,000 sworn officers serve the city from five precinct offices, each divided into patrol districts. Cully and Concordia are in the Northeast Precinct.

In the one-year period beginning in March 2007, 769 "Part I" crimes (the more serious personal and property offenses) were recorded in the Cully neighborhood, and 447 were logged in Concordia. Of these, the most common were theft from vehicles and larceny. Among personal crimes, aggravated assaults were most common. These numbers ranked the neighborhoods 11<sup>th</sup> and 28<sup>th</sup>, respectively, of Portland's 95 neighborhoods. However, when the relative population of neighborhoods is factored in, the two neighborhoods drop to 48<sup>th</sup> and 61<sup>st</sup>, falling below

**Table 5.1 – Select Crime Variables, 2003 to 2007**

	Cully and Concordia					% FY 03'-07'	N.E. Precinct					% FY 03'-07'
	2003	2004	2005	2006	2007		2003	2004	2005	2006	2007	
Homicide	3	2	1	1	1	-200%	12	11	7	5	8	-50%
Robbery	54	40	33	37	30	-80%	335	273	254	244	200	-68%
Assault	158	113	247	104	70	-125%	676	545	497	440	318	-112%
Burglary	289	321	247	295	186	-55%	1247	1360	1133	1250	780	-59%
Weapons	27	21	22	18	15	-80%	127	107	129	90	82	-55%
Drugs	126	109	100	120	83	-52%	812	810	790	839	579	-40%

the citywide average in terms of Part I crimes per 1000 residents.

Over a five-year period, crime in study area neighborhoods has dropped considerably, and its decline has been more significant than the decline experienced in the Northeast Precinct as a whole, as Table 5.1 shows.

### Gang Activity and Response

The reported drop in crime in Cully and Concordia does not mean there are no worries. Gang activity has become a growing concern, especially in Cully. School administrators report gang recruitment of seventh-grade students by older members, and gang influence is recognized as a day-to-day part of life for many families.

To deal with the growth of gang activity in the area, Portland police officer Angel Ocasio has initiated the nationally-used Gang Resistance Education and Training (G.R.E.A.T.) program in Cully. The G.R.E.A.T.

program has been used elsewhere in Portland, but this is the first time the program has been conducted at a local community center, and in Spanish. Officer Ocasio has led a sequence of Saturday meetings at the Ortiz Center, in which participating families learn communication and bonding strategies. He has also brought the curriculum to sixth-graders at Rigler School.<sup>6</sup> There may be similar programming needs for Harvey Scott school. The program exemplifies the “community policing” model that Portland’s Police Bureau has been developing over many years.

## Fire and Emergency Response

Portland Fire & Rescue provides fire, emergency medical, and special response services to the city. Emergency medical response has become the Bureau’s most critical service, and accounts for by far the greatest number of incidents. The Bureau serves neighborhoods from 30 fire stations around the city; three of these serve different parts of the study area.



Incident response, NE Killingsworth Street

Station 14, at NE 19th and Killingsworth Street, handles calls for Concordia and western parts of the Cully neighborhood. Station 28, at NE 56<sup>th</sup> and Sandy Boulevard, covers southern Cully, and Station 12, at NE 86th and Sandy, covers eastern Cully. Station 12 is one of four new stations built with General Obligation bond funding intended to improve service in deficient areas.

In the 2006-07 fiscal year, the three stations responded to 9,067 incidents. Station 14, which covers the largest part of the study area, was the busiest. The Bureau has a performance standard for response times, aiming for 90% of responses to occur within 5 minutes, 20 seconds. It has not been able to meet this standard. For fiscal years 2004-05 through 2006-07, the Bureau achieved the 5:20 goal an average of 70% of the time for fire incidents and 67% of the time for medical incidents.

Response time increases with distance from fire stations, a fact attested to by Fire Bureau maps. The part of the study area furthest from fire stations – north of NE Killingsworth Street between 42<sup>nd</sup> and 60<sup>th</sup> Avenues, experiences typical response times of over 9 minutes. For the short- to medium-term, attempts to fill service gaps will likely involve adding additional units to existing stations. The Fire Bureau’s request to fund an additional unit for Station 14 was not included in the City’s budget for Fiscal Year 2008-09.

<sup>6</sup>“Latino Families Fight Lure of Gangs,” *The Oregonian*, March 31, 2008.

# Schools

The 'Schools, Families, Housing' initiative aims to respond to the dynamics affecting public schools, including aging facilities, changing enrollment patterns, and demographic shifts in neighborhoods. In the Cully-Concordia area, schools face a unique set of issues and opportunities. Cully and Concordia have a high proportion of children and youth, compared with Portland overall, with greater needs. School facilities in the area are likely to be the subject of investment decisions in the coming years. Is there potential for schools to function more completely as centers of community? Can synergy be found between schools, parks, and redevelopment opportunities?

## Public Schools in Cully-Concordia: General Themes

### Major Facilities Changes

In recent years, the study area's public schools underwent major changes. Whitaker Middle School was closed in 2001, and its students went to other schools. Meek was closed in 2003, and its students were absorbed by the neighboring elementary schools. Then Vernon (in 2006), Faubion, Rigler and Harvey Scott (2007) began transitioning to the Kindergarten to 8<sup>th</sup> grades (K-8) format, according to new Portland Public Schools District (PPS) policy. It is these last three schools that are the main focus of this study.

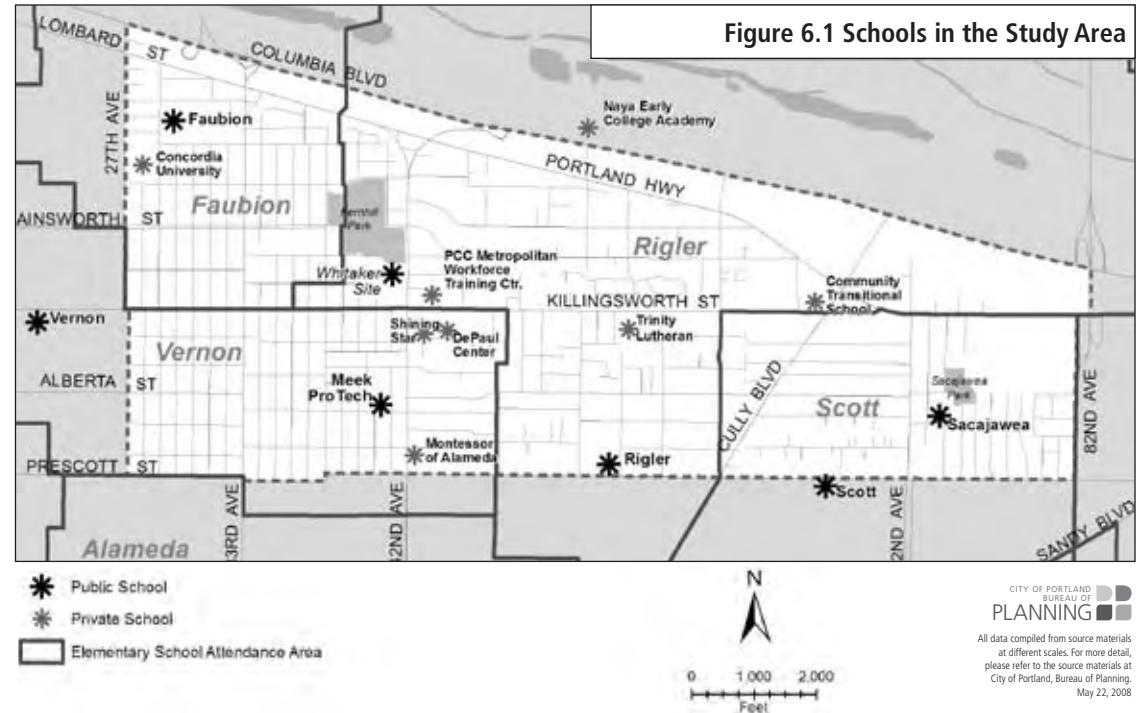
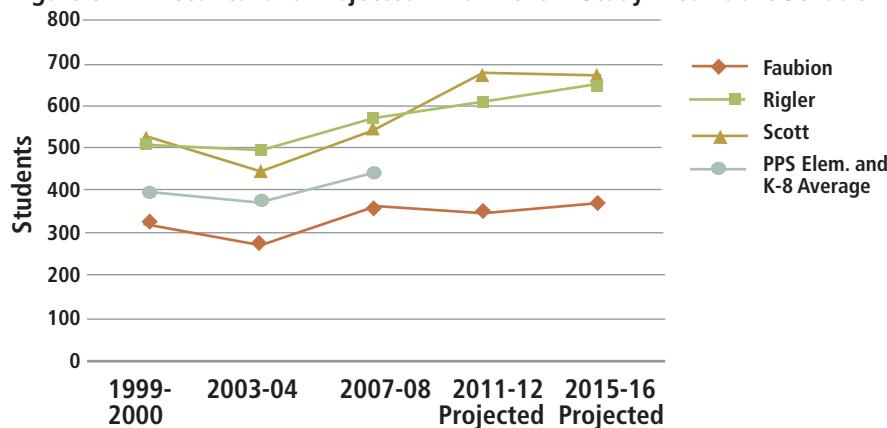


Figure 6.1 Schools in the Study Area

### Enrollment Growth

While enrollment at PPS' elementary and K-8 schools has grown slightly over the last five years, it has declined over the longer term, and is projected to continue to decline slightly before leveling off. Faubion, Rigler and Scott have grown more than PPS' elementary and K-8 schools overall in the last five years (21% compared to 8%) and are projected to grow more in the coming decade – especially Harvey Scott.

**Figure 6.2 – Historical and Projected Enrollment in Study Area Public Schools**

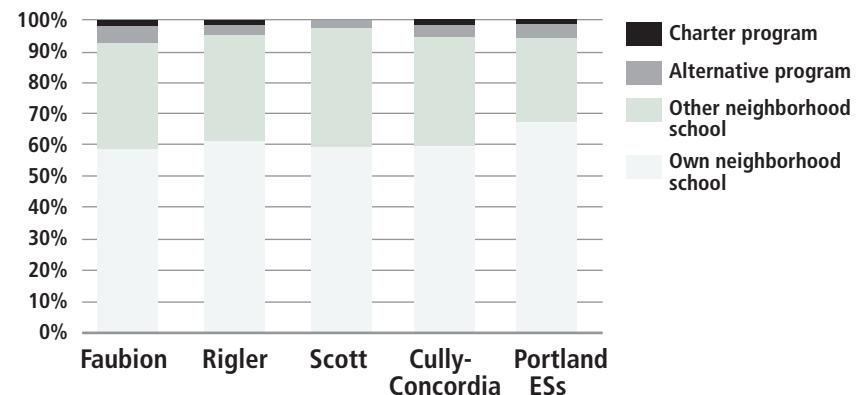


Source: Portland Public Schools (2007) and Portland State University Population Research Center (2007).

### Low Capture Rate

Recent growth in Cully-Concordia's public K-8 schools would have been even more significant if a greater share of area children were enrolled there. In 2006-07, only 60% of public school children in the Faubion, Rigler and Harvey Scott attendance areas were enrolled in their own neighborhood school, compared with 67% for the district overall. (Vernon's capture rate is even lower.) In other words, a significant number of families in and around the study area were sending their children to schools outside their own neighborhood.

**Figure 6.3 – Attendance Patterns of PPS Students in the Study Area**



Data courtesy of Portland Public Schools (2007).

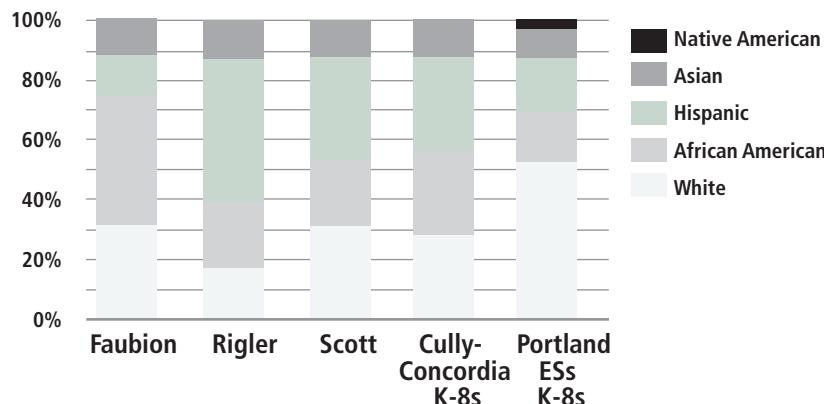
### Promising Signs for Performance

Study area schools' low capture rate might be a reflection of parents' lack of confidence in their local schools. Yet by the simple measure of state reading and writing tests, the schools in the study area do not fare poorly. At Rigler and Scott, the percentage of students meeting or exceeding state standards averaged just over 70% in 2006. At Faubion, meanwhile, an average of 90% of test takers met benchmarks, slightly edging the citywide average (Vernon students also performed at this level). State standards are a convenient way to assess student achievement; but this assessment can only present a partial view of the actual school environment.

## Student Diversity

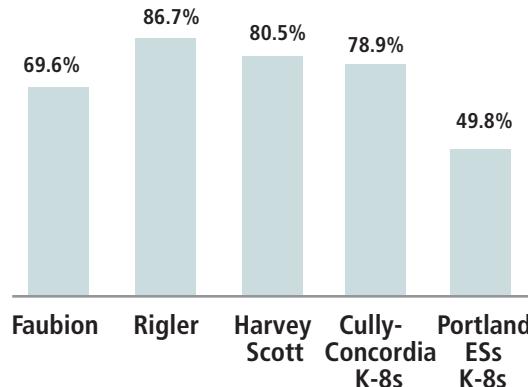
At the three area schools, African-Americans, Latinos, and non-Hispanic whites each make up between 26% and 31% of the student population, and Asian Americans another 11%. By comparison, Portland Public Schools' student population is less diverse, with a 52% white student population. The three area schools have twice the proportion of English Language Learners (26.8%) as PPS elementary and K-8 schools as a whole (13.6%).

**Figure 6.4 – Racial and Ethnic Diversity in Cully-Concordia Public Schools, 2007-08**



Source: Portland Public Schools (2007).

**Figure 6.5 –Eligibility for Free or Reduced-Price Lunch at Cully-Concordia Schools, 2007**



Source: Portland Public Schools (2007).

## Student Poverty

Poverty is a feature of life for many children and youth in the study area. The average percentage of students eligible for free or reduced lunch at Faubion, Rigler and Scott was 80% in 2006. Four out of five children at these schools were in poverty by this measure, compared to just half of children in Portland Public Schools as a whole.

## Each School is Unique

As our interviews reinforced (see Chapter 8), each school has distinct qualities: in its community of staff and families, and in its facilities, enrollment trends, demographics, program characteristics, and academic performance. Schools will be looked at briefly, one by one, starting with the public K-8s, then the area high schools, the local alternative programs, and private schools. Please see Appendix C for detailed tables on school enrollment characteristics.

## Public Schools One by One

### Faubion

Faubion School is located off of NE Dekum Street and 29<sup>th</sup> Avenue, next to Concordia University. The school, built in 1950, is a one-story structure on an 8-acre site that includes paved play areas and ball fields. The school has little physical visibility from primary streets. Formerly an elementary school, it is in transition to a Pre-kindergarten-to-8<sup>th</sup> Grade format.

Portland Public Schools (PPS) recently completed a comprehensive assessment of all the district's facilities. The assessment had two basic parts: a physical survey of building conditions, and an analysis of enrollment trends and programmatic goals. Assessment findings identified Faubion to be in poor physical condition. In March 2008, PPS staff made facilities planning recommendations to the School Board, and included Faubion among ten schools that should be replaced in a bond-financed investment program. As of this writing, the School Board has not chosen a course of action.

Faubion School



Faubion School - aerial

#### Faubion School

Grade Configuration	Pre-K-7
School Capacity	354
Enrollment, 2007-08	355
Projected Enrollment, 2011-12	348
Year Built	1950
School Size (square feet)	52,264
Site Size (acres)	7.9
Facility Condition	Poor

Faubion's attendance area draws students from the northwest portion of the study area and more of the Concordia neighborhood to the west. The school's enrollment was recently declining, but in the past three years this has reversed, due to the addition of 6<sup>th</sup> and 7<sup>th</sup> grades. This year, enrollment stands at

355, almost exactly the building's estimated capacity. Enrollment is likely to rise, at least in the short term, as 8th Grade is to be added next year. Portland State University's 2007 enrollment study forecast slow growth at Faubion over a 10-year period.

The school currently attracts only 58.3% of the public school children in its attendance area. It would be a mark of success if the school were to attract more neighborhood children, but it raises the question again: could the school accommodate them?

The greatest number of Faubion students are African-Americans (just over 40%) followed by non-Hispanic whites at 30%. Nearly 70% of the school's students are eligible to receive free or reduced-price lunch; as high as that figure is, it is lowest among study area K-8 schools.

The school received the 'Excellence in Education' award from the Portland Schools Foundation in 2006, which recognized public schools with "a high percentage of students of color, second-language learners

and children from low-income families that are making remarkable improvement in both reading and math." A quick look at the school's progress on the state tests indicates why. In 2006, an average of 89.5% of Faubion students taking the state's 3rd and 5th grade reading and math tests met or exceeded state standards. This figure represents a 30-percentage-point rise since 2002, and puts the school slightly ahead of the district average. The school's African-American and Hispanic students are closing the achievement gap. Faubion is one of a small number of schools in Portland with pre-Kindergarten and free full-day Kindergarten.

Faubion is home to a SUN Community School program<sup>7</sup>, and this has contributed to the success of its students and its connection with the neighborhood. Through a great array of activities, Schools Uniting Neighborhoods (SUN) supports children's education, strengthens families, and enriches community life. SUN's offerings at Faubion include homework tutoring, dance and drama, and a soccer league emphasizing positive competition. In 2006-07 the program served 219 students, at an attendance rate of 95%. Most participating students improved their scores on reading and math tests, and teachers reported strong gains in terms of character. In addition, nearly 1,500 people participated in SUN-sponsored community events.

<sup>7</sup>Schools Uniting Neighborhoods (SUN) began in 1999 as a partnership between the City and County governments and the schools. There are currently 54 SUN Community Schools in Multnomah County.

## Rigler

Rigler is Cully-Concordia's largest school and the one whose attendance area accounts for the greatest part of the study area. Built in 1931, it is a 2-story structure with a handsome façade, set back from NE Prescott Street at 55<sup>th</sup> Avenue. The site, at 8.8 acres, accommodates ballfields and grassy areas which may not be used to their full potential.

The recently completed PPS facilities assessment determined Rigler to be in "very poor" condition. The staff recommendation calls for Rigler to receive a full modernization; improvements could involve replacements of building systems, reconfiguration of interior spaces for better learning environments, and expansion to accommodate enrollment growth and programmatic needs such as a media center.

Rigler School



Rigler School - aerial

<b>Rigler School</b>	
Grade Configuration	Pre-K-7
School Capacity	456
Enrollment, 2007-08	562
Projected Enrollment, 2011-12	600
Year Built	1931
School Size (square feet)	60,212
Site Size (acres)	8.8
Facility Condition	Poor

Rigler began its transition to K-8 in 2005-06. While enrollment fell by 100 students in the eight previous years, it has more than recovered that loss in the two years since. This year, the school has 562 students in Kindergarten through 7<sup>th</sup> grade. This is already over the building's estimated capacity, and given PSU's projection of continued

slow growth, it is likely to become more so unless changes are made. The district has already determined that the area's 8<sup>th</sup> grade students be placed in a separate academy at Madison High School next year instead of going to Rigler, a move that may not be welcome to parents.

Rigler currently enrolls 61% of the public school children in its attendance area, below the district-wide average. This figure could change depending on the school's success in providing a good environment for its students.

More than three quarters of Rigler's students are non-white, a higher proportion than at either Faubion or Harvey Scott. Forty four percent of the school's students are Hispanic. The high percentage of Latino and Asian students is echoed by one of the district's highest rates of English Language Learners, at 36.5% (Harvey Scott comes close). 86.7% of Rigler students qualify for free or reduced lunch, a greater proportion than at the other study area schools, and far above the district average.

Rigler has created a two-way Spanish immersion program which is expanding one grade per year. Like Faubion, Rigler is home to a SUN Community School, which offers a wide array of after-school enrichment activities for students, as well as adult language classes. The program coordinates with community-based groups, including Juntos Aprendemos, which recently received a 'Schools, Families, Housing' grant from the City to expand its parent engagement activities. The SUN school is reported to have served 243 youth and 55 adults and reached many more in community events in 2006-07. As at Faubion, participating students showed marked improvement in academic performance and attitude.

Rigler identifies high achievement as among its top priorities, and there is progress to be made. The average percentage of Rigler students who met or exceeded state standards on the 3rd and 5th grade tests in 2006 was 70%, representing very modest improvement from 2002, and far under the district average of 88%.

## Harvey Scott

Harvey Scott School is twelve blocks east of Rigler along NE Prescott Street. It was built in 1949, one year before Faubion; while similar in its size and low-slung form, it has a more public profile. The 5.7-acre site accommodates a playground and two play fields, augmented by Wellington Park directly to the south. The recent PPS assessment determined Harvey Scott to be in "marginal" condition — a relatively positive conclusion — and staff has recommended that the school be renovated and expanded. The school district is evaluating this situation and possible options to relieve overcrowding.

Scott's attendance area covers the part of the study area south of NE Killingsworth Street and east of 60th Avenue, and about the same amount of territory south of Prescott Street in the Roseway neighborhood. Mirroring the experience of Faubion and Rigler, its enrollment dropped substantially in the decade leading up to 2005-06. The combination of transitioning

Harvey Scott School



Harvey Scott School - aerial

### Harvey Scott School

Grade Configuration	Pre-K-7
School Capacity	479
Enrollment, 2007-08	539
Projected Enrollment, 2011-12	667
Year Built	1949
School Size (square feet)	68,628
Site Size (acres)	5.7
Facility Condition	Marginal

to K-8 and demographic factors have caused Scott's enrollment to rebound. PSU's study forecasts significantly more growth at Scott than at the other schools, however, projecting enrollment to level off around 670 by 2011. The current facility is estimated to have a capacity of 479, indicating a space shortage in the present

becoming worse unless conditions change. As at Rigler, the school district is placing what would have been Harvey Scott's 8<sup>th</sup> grade class in an academy at Madison next year.

Many of Harvey Scott's students are poor: four out of five are eligible for free or reduced-price lunch. Two-thirds of the students are Hispanic or non-white, with Latinos the most-represented group at 34.5%. A similar proportion of students are learning English at school.

Harvey Scott describes itself as "truly a neighborhood school," with strong community support. Harvey Scott offers full-day kindergarten, and on-site childcare is provided before and after school by YMCA staff. Some other after-school activities are organized at Scott, but there is no SUN Community School. SUN has prioritized future expansion according to a poverty index, and Scott is near the top of the list.

Harvey Scott's curriculum is focused on literacy and math, and structured to meet the school's goal of every child meeting state benchmarks by 5th

grade. But its progress on the state tests has been modest, from average meeting/exceeding scores of 64% in 2002 to 71% in 2006. By this measure, Harvey Scott and Rigler are now separated from Faubion and Vernon and the citywide average by about 20 percentage points.

## Vernon

Vernon School is located on NE Killingsworth Street at 22<sup>nd</sup> Avenue, five blocks outside the study area. Its attendance area includes the study area's southwest corner, between Killingsworth Street and Prescott Streets from 27<sup>th</sup> to 47<sup>th</sup> Avenues.

Vernon was built in 1931, the same year as Rigler; it is nearly the same size and has a similar structural character. The PPS assessment found the building to be in "poor" shape, and staff has recommended a full modernization.

Vernon School	
Grade Configuration	Pre-K-7
School Capacity	432
Enrollment, 2007-08	453
Projected Enrollment, 2011-12	366
Year Built	1931
School Size (square feet)	62,963
Site Size (acres)	3.8
Facility Condition	Poor

trend, or more success at attracting neighborhood children. In 2006-07, Vernon had the lowest capture rate of any elementary/K – 8 school in the district, at 41.9%. Its student population is 58% African-American, and 84.5% qualify for free or reduced-price lunch.

Vernon outperformed the other study area schools on state tests in both 2002 and 2006, and its gains between those years put its student achievement above the citywide average. The school was one of six statewide receiving a "Celebrating Student Success" award in 2005. Last year, it began an International Baccalaureate program for its 6<sup>th</sup> and 7<sup>th</sup> grade students; this is likely to act as a magnet for enrollment. Vernon also has half-day pre-school and free full-day kindergarten.

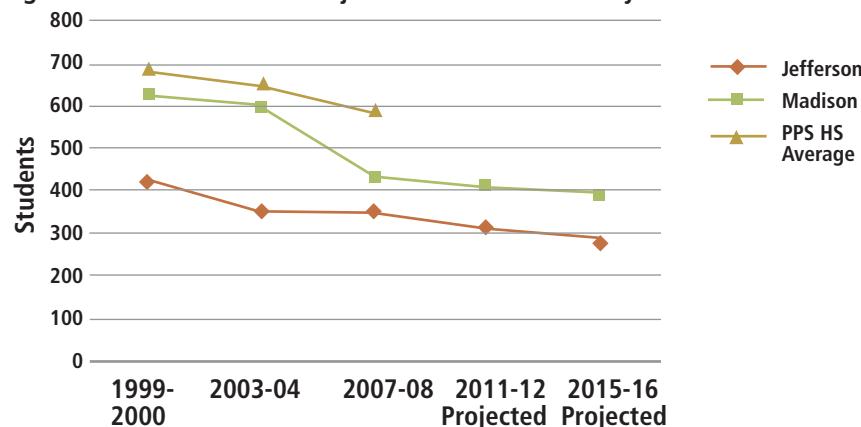
## Madison and Jefferson

Rigler and Harvey Scott Schools feed into Madison High School, on NE 82<sup>nd</sup> Avenue. Madison's enrollment is down 30% over the last ten years, a decline caused by changing demographics and students opting for other high schools. Madison has responded by trying to sharpen its image and improve its learning environment, through the creation of schools-within-a-school. Today its students affiliate with one of three programs, defined by varying educational approaches, and may also join one of three career pathways. As noted earlier, the school district plans to place Rigler and Scott area 8th grade programs in the Madison building next year.

Jefferson High School, located off NE Killingsworth Street a few miles west of the study area, serves students from Faubion and Vernon. Despite a capture rate of just 26%, Jefferson's enrollment decline was actually slower than Madison's over the past ten years, and it gained students last year. Jefferson, too, has adopted a 'small schools' format, with themed academies for "arts and technology" and "science and technology," and single-sex academies for boys and girls.

Student success on state tests at younger grade levels declines by high school, and the case is worse at Madison and Jefferson. While 10<sup>th</sup> Grade reading and math benchmarks were met by an average of just over 50% of students district-wide in 2006, this figure was 30% for Madison, and 22% for Jefferson.

**Figure 6.6 – Historical and Projected Enrollment in Study Area Public Schools**



Data courtesy of Portland Public Schools (2007) and Portland State University Population Research Center (2007).

## Alliance High School @ Meek ProTech

Most students who opt out of Jefferson or Madison go to one of the district's other general or special-focus high schools. One of these alternative programs is housed in the former Meek Elementary School, at NE 41<sup>st</sup> Avenue and Alberta Court in the study area.

Meek is a simple, one-story school building from 1953; it is smaller both in square feet and site area than the others in the study area, and with declining enrollment, it was closed in 2003. In 2004, the district moved its vocational high school program to Meek, and later aligned it with night school programs at Benson and Madison and a non-conventional special program at Madison, under the name Alliance High School. Altogether, the four Alliance programs enrolled 292 students this year. Just under half of these (140) attended Alliance High School @ Meek ProTech, as the program at Meek is called.

Alliance @ Meek ProTech



Alliance @ Meek ProTech - aerial

Meek ProTech is aimed at 16- to 21-year-old students who have not succeeded in traditional high school settings. It provides individualized advising, and technical training to prepare for employment. Students can earn dual credits toward academic and professional/technical degrees.

Alliance @ Meek's students come from all over the city, for a program that aims to help them on a career path. With this in mind, the current site, while relatively convenient, may not be optimally located for students.

## Community-based Alternatives and Private Schools

Portland stands out among cities for the high proportion of its children enrolled in public schools. The rate of public school enrollment in the PPS district declined slightly in the 1990s, but remained high at 87.1% in 2000.

Some 369 high school students in the Madison and Jefferson clusters attended "community-based alternative" programs in 2006, and a share of these certainly lived in the study area. While they may attend any of the 22 community-based programs recognized by Portland Public Schools, three programs are worth discussing briefly because they are in or near the study area. There are two private schools in the study area, and these are also outlined briefly.

### DePaul Center

The DePaul Center, located off NE 42<sup>nd</sup> and Killingsworth Street in the heart of the study area, provides residential and outpatient treatment to youth with drug and alcohol dependencies, and the DePaul Alternative High School. The school gives youth the ability to continue their education during treatment. Its enrollment has stayed between 18 and 27 students per year each of the last ten years, and stood at 20 in 2007-08. DePaul is the only service of its type for youth with substance abuse problems in northwestern Oregon, so it draws from a large area.

### Helensview

Helensview School, operated by the Multnomah Education Service District, is just east of the study area in the Sumner neighborhood, at NE 87th and Killingsworth Street. Helensview serves students between the ages of 12 and 21 who are at risk of falling out of the education system because they are pregnant or parenting, on parole or probation, or have been referred by other schools for behavioral problems. It typically enrolls between 20 and 30 students each year. While it may or may not serve youth from the study area, its proximity and potential relationship make it relevant.

### NAYA Early College Academy

Just north of the study area is the new home of the Native American Youth and Family Center, in PPS' Lakeside facility on NE Columbia Boulevard. In fall 2007, it opened the NAYA Early College Academy, one of ten similar schools in the northwest, with funding from the Bill & Melinda Gates Foundation. The school aims to provide a "hands-on, culturally relevant, student-centered learning environment," and offers

a curriculum which can fulfill high school requirements and up to two years of college credit. In its first year, enrollment fluctuated between 30 and 70 students who represented a diversity of backgrounds. The NAYA Family Center has maintained a particular interest in the Cully and Concordia neighborhoods, including a potential partnership in the development of the Whitaker site.

### Community Transitional School

The Community Transitional School, an independent, non-profit K-8 program for homeless youth, carried out a successful capital campaign and built a permanent school after years of continual relocation. The new school, on a 2.35-acre site at NE Killingsworth Street and Cully Boulevard, was completed ahead of schedule, and the first day of classes there was held April 24, 2008. A track and field facility was recently built on the site.

Approximately 70 students attend the school. Students come from various parts of the city, and the school provides transportation using its four buses.



Community Transitional School

### Trinity Lutheran School

Trinity Lutheran School and its associated church moved to the current site at NE Killingsworth Street at 55<sup>th</sup> Avenue in 1959. The private school emphasizes student growth in a Christian environment, and has 190 students in pre-school through 8th grade.

### Shining Star School

Shining Star School, also private, opened five years ago in the school space connected to St. Charles Catholic Church on NE Emerson Street just off 42<sup>nd</sup>. The school follows the Waldorf model, with an emphasis on the school community and on the individual development of each child. This year it enrolled 110 students in pre-school through 5<sup>th</sup> grade, and expects 140 next year.

### Early Childhood Education

Pre-school is an important contributor to successful child development, especially for families needing additional support. While not every school has an on-site preschool option, the majority of Portland Public elementary and K-8 schools do offer full-day kindergarten. This chapter looks briefly at the area's early childhood education options.

### PPS Kindergarten

Half-day kindergarten has long been available at all district elementary schools. Portland Public Schools currently provides at least one free full-day kindergarten at every Title I school in the district. A handful of schools still offer half-day kindergarten classroom but that is the exception not the rule. Faubion, Rigler, and Scott offer only full-day,

free kindergarten. The school district also offers full-day kindergarten at another 24 schools for a fee, but those schools must have a student population in which fewer than 40% are eligible for Free and Reduced Priced meals. It is worth considering whether there is demand for additional kindergarten classes at Rigler and Scott schools, and if so how might this demand be met, in light of school space constraints.

### PPS Pre-Schools and Pre-Kindergarten

Public pre-school or pre-Kindergarten classes are offered in 22 PPS schools. Ten of these programs are pre-Kindergarten classes run by Portland Public Schools, for 4-year olds. In the study area, Faubion offers free full-day pre-Kindergarten, and Vernon offers half-day pre-Kindergarten. Another 11 are operated by the Multnomah Early Education Program, a division of the Multnomah Education Service District. These classes make up a program called PEER, which brings together typically developing 4-year-olds with 3- and 4-year olds with special needs.

### Juntos Aprendemos

Latino Network, a community organization active in the area, operates pre-school programs at Rigler and Scott Schools through a program called Juntos Aprendemos. The program is open to 3- and 4-year-olds, and aims to prepare both children and their parents for success in school. Due to space constraints at Scott School, the pre-school program currently uses space provided by Northeast Baptist Church, across NE Prescott Street. It is worth considering whether there is demand and desire for more preschool or pre-Kindergarten classes at schools in the study area, and if so, how this demand might be met, in light of the schools' space constraints.

Sacajawea Head Start Center



Sacajawea Head Start Center - aerial

### Head Start

In addition to the pre-school programs discussed above, Portland Public Schools sponsors eight Head Start programs. One of these is located at Sacajawea, a PPS facility at NE 73<sup>rd</sup> and Wygant Street, in the Cully neighborhood. Sacajawea currently serves 122 pre-school children from income-qualified families, virtually all from the neighborhood; the facility also houses PPS' Head Start office. Sacajawea Head Start is at capacity and has a waiting list.

According to local educators and parents, there is demand

for more pre-school programming in the area, particularly in Cully, and not just for the poorest families who qualify for Head Start. Whether more demand could be met at the current facility, and whether additional local pre-school programs and after school care can be located together in another facility (ies) should be explored and implemented if needed to service local families. At Sacajawea, there is a playfield to the north of the building which is in poor condition and seldom used. It is adjacent to Sacajawea Park, itself barely developed, and to a piece of vacant land

recently rezoned for single-family residential use. There is potential for the Sacajawea site and/or program to be expanded as part of an integrated larger residential and open space design.

### Montessori of Alameda

Montessori of Alameda opened in 2005 in a small commercial building at NE 42<sup>nd</sup> and Going Street. The school serves infants and toddlers and pre-school-aged children, and it expects to grow, adding four classrooms to its existing seven. The school uses Montessori teaching methods, and integrates music and Spanish language. It offers a variety of class schedules, as well as after-school programs and summer camp. Montessori of Alameda is private.

However, an affiliated group sought to open a public charter school in Northeast Portland, for the 2008-09 academic year. The school, to be called The Ivy School, would have served 1st through 8th Grade students in mixed-age classrooms taught using the Montessori method. The group withdrew its application in February 2008 in response to district enrollment cap requirements, but may seek to open the school by other means.



Concordia University campus

## Higher Education and Workforce Development

Colleges and universities are oriented far beyond neighborhood boundaries, but they have local impacts and create local opportunities. Colleges and universities can generate conflicts with adjacent neighborhoods over parking and housing. In attracting students and staff to live near campus, they also tend to add vibrancy to the neighborhood. They often provide programs and events that the local community can participate in. They are major employers, and can create a market for local businesses. They raise the profile of the

neighborhood in the city.

### Concordia University

Concordia University is a Lutheran liberal arts college with a current enrollment of about 1,600. The campus, located between NE 27<sup>th</sup> and 29<sup>th</sup> Avenues, Holman and Liberty Streets, is both very compact (13 acres) and tucked away in a residential neighborhood that is named after this institution.

Concordia was established in 1905, at its current site, by the Lutheran Church. It became a four-year college in 1977, and a university in 1995. Today it offers Master's degrees in teacher education and business administration, and has undergraduate colleges of Theology, Arts and Sciences, and Health and Human Services. The University is also

developing an athletic identity. Tuition in 2007-08 was \$20,900.

Concordia seeks to integrate service to the community into its educational mission. With the University's particular strength in education, much of its service is related to local public schools. Concordia students are frequently student teachers, interns, and tutors at Faubion, and elsewhere. The University opens its library, tennis courts and gym for use by the Faubion community, and has worked with Faubion on special programs in music and literature. Concordia students teach English as a second language to adults in partnership with Hacienda Community Development Corporation, and the University is interested in creating an early childhood education center.

The University has also strived to contribute positively to its neighborhood. It has opened its nursing center as a community health facility. It has built student housing, to diminish the pressure that the student rental market puts on longtime neighborhood residents. And it has opened its new university bookstore at NE 30<sup>th</sup> and Ainsworth, where it will serve both students and the neighborhood. The University has maintained a cooperative and active relationship with the Concordia Neighborhood Association.

Concordia University, 29<sup>th</sup> Avenue



Concordia University and vicinity

## Concordia's Campus Expansion

Concordia's enrollment has grown in recent years, and the University is preparing to expand. In 2002, it gained approval for an Impact Mitigation Plan for a 15-year program of campus improvements. It is now taking steps toward realizing key goals: building a library/student center on the site of its current sports field, and building new fields for baseball and soccer on a new 'superblock' occupying two residential blocks north of campus.

Concordia's expanding campus is directly across the street from Faubion School. During construction of the new ball fields, the University and the school have agreed to share Faubion's play field, which would be upgraded by the University.

In light of PPS staff's recent recommendation to replace Faubion, there may be real opportunities to more deeply integrate the two schools, or

to relocate Faubion to a different site and create more room for the university to grow. Regardless, it seems likely that Concordia University will continue to partner with Faubion School.

## Portland Community College

The role of Portland Community College (PCC) is to "make high quality education accessible" in the Portland metropolitan area. It offers a broad range of courses and programs, including two-year associate degrees and dual credits for four-year degrees, basic skills and pre-college preparation for adults, and community education (learning for its own sake). One of its three campuses, Cascade, is located a few miles west of the study area along NE Killingsworth Street.

## PCC Metropolitan Workforce Training Center

The Cascade Campus is directly accessible to Cully-Concordia residents via the 72 bus along Killingsworth Street. PCC's Portland Metropolitan Workforce Training Center (PMWTC), located in the study area at NE 42<sup>nd</sup> Avenue and Killingsworth Street. As part of PCC's Extended Learning Campus, PMWTC's primary program is called Steps to Success, an employment and training program designed to help people receiving public assistance develop and position themselves to be competitive for family-wage jobs. PMWTC Center offers skills-building classes, including computer training, English as a Second Language, and GED classes. Some PCC Community Education classes are also offered here. PMWTC hosts job fairs and maintains relationships with area businesses and employers. The Oregon Department of Human Services (DHS) has offices in the building, and directs many of its clients into the Steps to Success program.

## Portland Metropolitan Workforce Training Center



Portland Metropolitan Workforce Training Center - aerial

The Portland Metropolitan Workforce Training Center is located at the crossroads of the city's two highest-capacity bus routes (#75 and #72), and is in the center of a neighborhood with significant economic needs. Many of the Center's users are from the neighborhood. PMWTC seeks to find synergy with other neighborhood partners and ensure maximum utilization of its space, and contribute to the vitality of the Cully-Concordia area. For example, Portland Public Schools' Meek ProTech program may be complementary.

## The Whitaker Site

The 10-acre site of the former Whitaker Middle School has a prime position in the study area, one block north of NE Killingsworth Street between NE 39<sup>th</sup> and NE 42<sup>nd</sup> Avenues, bordering Fernhill Park. Since the school was closed in 2001, the site has also been the subject of much planning and community interest. It is a key redevelopment opportunity site in the Cully-Concordia area.

Built in 1967 as Adams High School, the facility became a middle school as district enrollment patterns shifted. In 2000, school district consultants determined that the building had serious structural and public health problems and should not be repaired. Portland Public Schools closed the building the following spring, and relocated the middle school program to two

nearby school facilities.

After a public involvement process in 2001, Portland Public Schools' superintendent recommended that a new middle school be built on the Whitaker site, and that potential redevelopment opportunities be identified to help defray the costs of a new school. These recommendations were taken up in a community decision-making process led by a Stakeholders Advisory Committee with a consulting team, resulting in the Whitaker-Adams Middle School Site Development Plan Report.

This report, completed in 2003, recommended that the School District make a new "state-of-the art middle school" its first priority for the Whitaker site, that 3.5 acres be retained for the school, and that the remainder be sold for housing, at a maximum return for the School District. The report also concluded that the site could accommodate 55 to 65 dwellings, "from a regulatory, market, and neighborhood perspective."

It presented various site configurations, all of which assumed current R5 and R2.5 zoning, and the creation of one new street and two new pedestrian rights-of-way through the site.

Portland Public Schools has taken steps toward the realization of these recommendations. The Whitaker Middle School was among six schools closed in 2005 as part of a reorganization involving the conversion of many of PPS' elementary schools to K-8s, including those in the Cully-Concordia area. The school

Whitaker Site



Whitaker Site - aerial

building was demolished in the summer of 2007. In November, PPS applied for land use approval to adjust the site's lot line with Fernhill Park, ceding the portion of the running track on school property to Portland Parks & Recreation. Other than that, the future of the PPS Whitaker School site is undetermined. PPS is currently focused on a district facilities plan and school re-organization. PPS is committed to a community engagement process when it is ready to make decisions on the future uses of this property.

Two alternative redevelopment proposals for the Whitaker site have been conceived in the past year. One is for a community center, which would function both as a venue for Concordia University collegiate athletics and for community recreation. The proposed facility would include two indoor soccer fields, two basketball/volleyball courts, and room for up to 3000 spectators on one level, with gyms, locker rooms, class rooms and meeting space for the community (and potentially an adjacent school). The project could fit on a 6.5-acre portion of the site, and thus satisfy the recommendations of the 2003 report; or it could occupy the whole site, allowing for more parking spaces.

A second proposal calls for a new K-8 school, together with a community recreation facility and a compact mixture of single-family, townhouse, and apartment units. The proposed school would make use of Fernhill Park, and share the adjacent new recreation facility with the community (the school's library and auditorium would also be made available for community use.) The housing proposed for the site is intended to provide a variety of choices, and contribute to the diversity of the neighborhood.

# Community Network



Fernhill Park Concert Series

*An array of local organizations is active in the Cully-Concordia area, serving its communities in various ways. This chapter aims to briefly describe the mission and activities of some of the area's most prolific neighborhood and business associations, community organizations and developers, health service providers, and churches. What relationships*

*are active now? How might new roles and partnerships spur progress in addressing identified needs in the study area?*

## Neighborhood and Business Associations

Sections of the study area are represented by the Concordia Neighborhood Association and the Cully Association of Neighbors (a small part is covered by the Beaumont-Wilshire Neighborhood Association). The organizations are generally focused on livability issues such as crime and safety, land use and transportation. They aim to raise awareness locally, and have influence in the city, through Portland's official neighborhood system. The neighborhood associations hold regular meetings, publish newsletters, and organize special events. For example, the Cully Association of Neighbors claims the city's largest one-day neighborhood clean-up event in each of the last three years.

There are two active business associations in the study area. The NE

**42<sup>nd</sup> Avenue Business Association** represents the commercial district along 42<sup>nd</sup> from Prescott to north of Killingsworth Street, while the **Fox Chase Neighborhood Business Association** represents the area around NE 30<sup>th</sup> and Killingsworth Street. The business associations function much like their neighborhood counterparts.

The neighborhood and business associations are supported by umbrella networks, which provide technical support and address common problems.

**The Northeast Coalition of Neighborhoods**, of which the Concordia association is a member, manages a Youth Gang Outreach Program and a Rider Advocate Program. **Central**

**Northeast Neighbors** is a consortium of eight neighborhoods and five business districts, including Cully and 42<sup>nd</sup> Avenue. Its resources include crime prevention services and outreach to the Somali community. The **Association of Portland Neighborhood Business Associations (APNBA)** acts as liaison and advocate for the city's local business districts.

NE Alberta Street is represented by **Art on Alberta**, a non-profit whose mission is to nurture the area's distinct identity as a combination art hub and neighborhood gathering place. Art on Alberta organizes the annual Art Hop and the Alberta Street Fair, and helps promote the monthly "Last

Cully Clean Up



42nd Avenue banner

Thursday" gallery openings. A new non-art based business association has formed along Alberta Street.

## Community Development Corporations

**Portland Community Reinvestment Initiatives, Inc. (PCRI)** was formed in the early 1990s to take over the Northeast Portland housing portfolio of a predatory real estate company. PCRI has rehabilitated about 350 single-family houses and small apartment complexes scattered throughout the area, which it maintains as affordable rental units for low-income families. It has more recently begun an initiative aimed at reducing the "homeownership gap" (in Portland, 69% of white households own their homes, compared with 33% for minority households), and is undertaking for sale infill development and rehabilitation.

**HOST (Home Ownership One Street at a Time) Development** is wholly dedicated to creating homeownership opportunities for working families, and has helped 300 renters become homeowners since 1991. HOST develops housing and manages homeownership programs through employers; most recently, it has been trying to better link the two, making its developments better integrated into community life. HOST currently

has one project under construction in the study area. Helensview, at NE 64<sup>th</sup> and Killingsworth Street, will have 40 single-family houses, and a number of condominium units. The project will be Portland's first *subdivision* to earn Leadership in Energy and Environmental Design (LEED) status.

Helens View subdivision



Baltazar Ortiz Community Center

### Hacienda Community Development Corporation

**Corporation**'s mission is to build dignified, affordable housing for Latino and other immigrant families in the Portland area. Since 1992 Hacienda has developed 350 units, the great majority of which are in Cully. These units have 1,800 residents, of whom half are children. 85% of Hacienda's tenants are Latinos, and another 10% are Somali families.

Hacienda's first project in Cully was the acquisition and rehabilitation in 1995 of a 133-unit apartment complex renamed Villa de Clara Vista. This was followed by three new-construction developments in the neighborhood: Villa de Suenos (28 units, 1999), Los Jardines de la Paz (43 units, 2002), and Villa de Mariposas (71 units, 2004.) Most recently, the organization has incorporated Villa de Clara Vista into a master-planned development featuring new townhouses and the Baltazar Ortiz Community Center. The developments are notable for their vibrant colors, community-oriented design, and family-sized units.

Hacienda CDC has also started a homeownership program, with first-time homebuyer skill-building and downpayment assistance. Hacienda CDC's emphasis on building thriving communities is apparent in its culturally-specific programs. These programs are geared toward youth and adults, are offered at the Ortiz Center and in partnership with area schools, and range from micro-enterprise development to health care.

## Health and Social Services

**Multnomah County** is the key public provider of social and health services in Portland. The County's Schools Uniting Neighborhoods (SUN) Initiative is discussed elsewhere in this report, and has been a valuable format for connecting families with support services, through schools. The County also administers programs dealing with domestic violence, gang prevention, adult home care, health services, and others.

The County's services are provided through its main offices downtown and clinics dispersed in neighborhoods. One of these clinics, **La Clinica de la Buena Salud**, is housed within the Ortiz Community Center on Killingsworth Street east of Cully Boulevard. The clinic offers primary care, family planning, immunization, mental health services, and assessment for drug and alcohol dependencies.

Multnomah County's services are complemented by non-profit providers. De Paul Treatment Centers, which provides residential and outpatient services to persons with chemical dependencies, has its youth residential treatment center just off NE 42<sup>nd</sup> and Killingsworth Street. The center includes an alternative high school program, as discussed in Chapter 6.

**Cascadia Behavioral Health Care**, the state's largest non-profit service

provider for persons with mental illness, operates a residential facility eight blocks further east on Killingsworth Street.

**Portland Impact** operates citywide, providing a wide spectrum of services to children, families, and seniors in poverty. Its offerings include basic "safety net" services like rent assistance and shelter for homeless families, as well as services aimed to build self-sufficiency, like education and employment support. Portland Impact helps to staff the SUN program at Rigler School.

## Advocacy and Capacity Building Organizations

The **Native American Youth and Family Center** (NAYA Family Center) has been in Portland for over 30 years, working to "enrich the lives of Native youth and families through education, community involvement, and culturally specific programming." The organization provides many services to Native American youth, from individual tutoring and student advocacy to summer camps and academic programs. It seeks to support families in areas like domestic violence prevention, parenting skills, and conflict resolution. And it helps community members find housing and employment. One of its most recent and largest initiatives, the NAYA Early College Academy, is discussed in Chapter 6.

Since 2001, the **Latino Network** has grown to take on a formal role in efforts to deal with systematic problems affecting Latinos in metropolitan Portland, in the areas of justice, health, and education. Two of Latino Network's efforts, Juntos Aprendemos and the Parent Organizing Project, are helping families support their children's education at Rigler and Harvey

Scott Schools. Other initiatives are geared toward providing older youth with positive activities and leadership skills, and reintegrating youth on probation. Latino Network also supports the development of other emerging organizations in the community. One of these is Vecinos en Alerta, a tenant group in the Cully neighborhood.

The **Black Parent Initiative** (BPI) is a fairly new organization focused on the “continuing educational gap between African-American students and their counterparts in Portland schools.” Similar to programs provided by NAYA and Latino Network, BPI provides leadership training whose goal is developing a strong contingent of African-American parents engaged in their children’s education and school communities. BPI has also established twice-weekly academic tutoring, in partnership with Concordia University education students. The organization works closely with Northeast Portland churches.

Northeast Baptist Church



St. Charles Catholic Church and DePaul Alternative High School

## Faith-based Community

Many Christian congregations are present in the study area, though other religious groups are not well-represented. Among the area’s Christian churches, some clusters stand out: there are three Lutheran churches, three Baptist churches, and several non-denominational churches that might be described as either evangelical or Pentecostal. Also in the study area are churches belonging to Seventh-Day Adventist, Church of Christ, United Church of Christ, and Presbyterian denominations, a Roman Catholic church, and a Church of Latter Day Saints congregation. Non-Christian faiths do not seem to have places of worship in the study area.

Several of these churches place emphasis on serving the local community. Northeast Baptist Church shares its space and parking as needed with Harvey Scott School, across NE Prescott Street. St. Charles Catholic Church leases its school building to a Waldorf School and to the De Paul Center. The Word of Life Church near Rigler

School is exploring potential church-community connections that could benefit from its under-utilized building space. These examples point to good potential for partnerships.

# Community Voices

*This chapter distills key themes that emerged from interviews and focus group meetings held as part of this Assessment. It also summarizes the results of the 2007 Resident Survey on neighborhood livability conducted by the City's Auditor's Office. Do these responses confirm and validate information in the previous chapters? Are there elements in the responses that seem to conflict with or give new meaning to that information?*

*What are the implications for the key livability issues in Cully and Concordia, and how we might address them?*

## Stakeholder Interviews

As an essential part of gathering information about the study area, the project team interviewed a cross-section of interested stakeholders: neighborhood residents, school staff, businesses, churches, community organizations, city bureau staff, students and parents with school aged children. Interviews were conducted in-person and by telephone with nearly 70 people. Interviewees were asked to share their perceptions to help answer the assessment's essential questions around:



Student survey

- Schools: community connections, facilities, programs
- Families: amenities and infrastructure that affect neighborhood livability for residents, including families with children
- Housing: opportunities and challenges

This section reflects the advice, feelings and attitudes of those interviewed. It is not intended to provide a scientifically valid profile of community opinion as a whole. Instead, this summary of comments, together with the rest of the report, is meant to support the identification of issues and strategies for action to enhance livability.

## Key Findings

### Schools

- One-size-fits-all solutions do not apply for the study area's public schools; each has unique student populations, attributes and challenges.
- Each school has deficiencies in facilities, equipment and resources that are increasingly apparent as they accommodate the addition of upper grade levels. The schools' capacity to serve as "centers of the community" is hampered by these deficits.
- Each school has partnerships and programs that serve youth and families (though more are desired); funding uncertainties can affect continuity of these opportunities.

- There is broad interest in a “Rosa Parks School” model for the Whitaker site, combining a school with other uses such as housing, a community or athletic center, and/or commercial space. All see great potential for this being a catalyst development for the neighborhood.

## Families

- Diversity, involved people, and trusted community organizations are seen as strengths of the community.
- There are several programs and services in the area serving youth and families; funding uncertainties can affect continuity of these opportunities.
- The Cully and Concordia parts of the study area have different amenities, infrastructure conditions and issues. In Cully, the lack of sidewalks, paved streets and public transit options, particularly those supporting safe access to schools, are major concerns. Concordia is supported by more well-developed neighborhood infrastructure.
- The shortage of neighborhood parks and open space, and safe, family-oriented recreational activities and gathering spaces — including shops and restaurants — are noted, particularly in Cully.



- Perceptions about personal and public safety seem to revolve around gang influences, drugs and drug dealing, and the presence of adult businesses.

## Housing

- “A mix of housing that fits with the character of the neighborhood” is desired, though the definition of this mix varies.
- There is widespread support for: well-maintained and well-managed rental housing that is integrated into the community, along with home ownership initiatives and support for long-time residents to remain in their homes.
- Gentrification is reported as a concern in both Cully and Concordia. It is associated with both positive and negative implications.
- The lack of opportunities for local economic development and job creation are seen as an important and overlooked element of affordability.

More detailed results of the interviews are included in Appendix D, along with a list of persons interviewed and their affiliations.

## Values and Themes

Certain values and themes emerge from the interviews, and these might guide our thinking around future development and school enhancement in the Cully-Concordia area. This represents both the most abstract and fundamental element of the interviews.

- Family-oriented development is desired. Development should contribute to greater “connectedness” and stability in the community, and should create a place where people stay and businesses invest.
- Expansion of business opportunities and job skills training in the area is encouraged. Change in the area should increase the potential for neighborhood residents to thrive economically.
- Youth are supported and engaged. Positive activities in school and the wider community should be available and accessible.
- Diversity is embraced as an asset. Neighbors should continue to improve communications and address tensions resulting from differences in world view, culture, economic level and other factors.
- Actions should contribute to community-building. Partnerships should be strengthened to collaboratively enhance livability in Cully and Concordia.

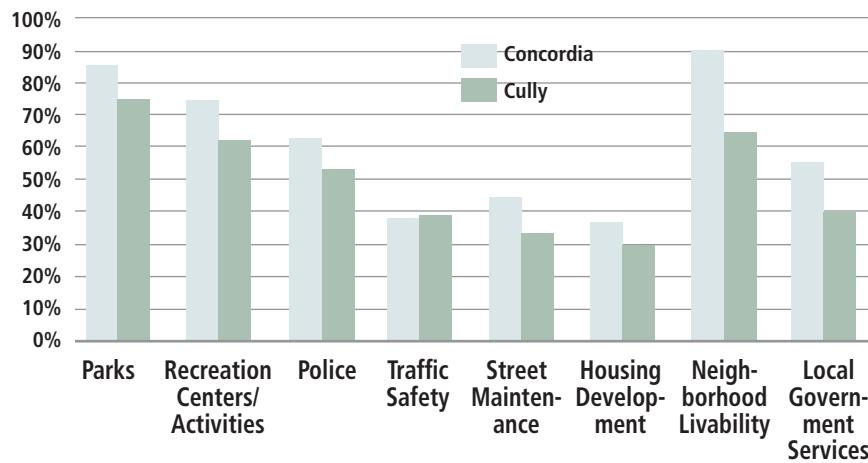
## Neighborhood Livability Survey

The Auditor’s Office for the City of Portland conducts an annual survey of Portland neighborhoods, gauging residents’ perceptions of quality of life and city services, called the Neighborhood Livability Survey.

Residents in Cully and Concordia — and citywide — ordered the quality of major categories in nearly the same way, with parks being viewed as “good” or “very good” by the greatest proportion, followed by recreation activities, police, traffic and streets (in Cully, traffic safety received higher marks than street maintenance, while the reverse was true in Concordia). The quality of housing development received the lowest scores in both neighborhoods.

In every major category surveyed, a higher proportion of Concordia residents ranked quality of life and city services “good” or “very good” than their counterparts in Cully. A 7 to 12 percent spread in respondents with positive views was demonstrated in all the categories listed above with the exception of traffic safety. Overall neighborhood livability was considered “good” or “very good” by about 90% of Concordia residents, compared to about 65% of Cully residents. About 55% of Concordia respondents felt positive about the overall performance of local government, a feeling shared by only about 40% of those in Cully.

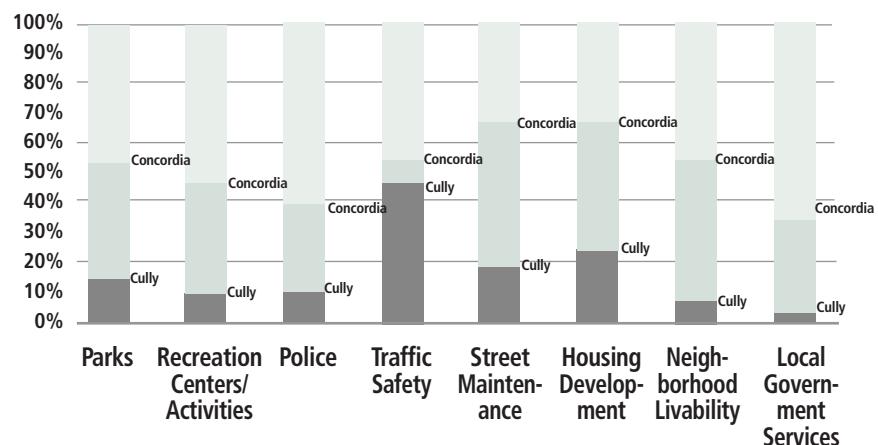
**Figure 8.1 – Percent Positive Ratings by Category, Neighborhood Livability Survey, 2007**



Source: City of Portland Office of the Auditor, 2007

Among 75 Portland neighborhoods analyzed for the survey, Concordia residents consistently rated quality of life and public services near or above the citywide average. Cully, on the other hand, was among the neighborhoods with the least positive views on quality of life issues. Cully residents rated their neighborhood quality of life lower than did residents of all but four other neighborhoods, and were third from the bottom in their assessment of local government services.

**Figure 8.2 – Concordia and Cully’s Ranking Among Portland Neighborhoods by Survey Response, 2007**



Source: City of Portland Office of the Auditor, 2007

# Appendix

## Zoning Designations

A

### Residential 5,000 – R5

- Permits single-family residential development on lots as small as 5,000 square feet – standard lot size for inner Portland neighborhoods like Concordia
- Covers most of study area west of 42<sup>nd</sup> Avenue
- Portions of area east of 42<sup>nd</sup> are also zoned R5. Unlike west of 42<sup>nd</sup>, these areas include many large lots, which could be subdivided

### Residential 7,000 – R7

- Allows single-family residential development on lots no smaller than 7,000 square feet
- Covers most of area east of 42<sup>nd</sup> and south of Killingsworth Street
- A portion of R7 zone has been designated R5 in the Comprehensive Plan

### Residential 10,000 – R10

- Permits single-family residential development on lots no smaller than 10,000 square feet
- Covers a section of the study area north of Killingsworth Street and east of 42<sup>nd</sup> Avenue. Comprehensive Plan indicates this area should be rezoned to R5, which would allow most lots to be subdivided

### Residential 2,500 – R2.5

- Facilitates detached or attached single-family residential development on lots as small as 2,500 square feet
- Applied to several blocks at western end of study area, between Alberta and Killingsworth Streets. Very little subdivision and redevelopment has taken place
- Comprehensive plan recommends R2.5 on certain blocks north of Killingsworth Street

### Residential 3,000 – R3

- Intends for development of low-density, multi-family housing at 14.5 units per acre. Meant to be compatible with adjacent, low-density areas
- Mapped along parts of Prescott Street, Cully Boulevard, and 72<sup>nd</sup> Avenue north of Killingsworth Street. This portion is treated as part of surrounding employment area in the Comprehensive Plan

### Residential 2,000 – R2

- Multi-family housing zone permitting somewhat higher density (21.8 units per acre). Meant to facilitate development of townhouses and garden apartments
- Applied to most of Killingsworth Street in the study area, and also to east side of 42<sup>nd</sup> Avenue north of Killingsworth Street, south side of Portland Highway between 42<sup>nd</sup> and 50<sup>th</sup>, and a few blocks north of Killingsworth Street and east of 60<sup>th</sup>

### **Residential 1,000 – R1**

- Allows medium-density, multi-family residential development at about 43 units per acre, translating to buildings of up to 4 stories. Typically applied near commercial areas and transit streets
- Mapped along a few blocks of Alberta Street and 42<sup>nd</sup> Avenue

All of the R zones allow certain non-residential activities as "conditional" or "accessory" uses. Among these are schools, and in fact, most of the school sites in the study area have residential zoning.

### **Neighborhood Commercial – CN1 and CN2**

- Meant to promote local-serving businesses on small parcels. CN1 intended for higher-density, pedestrian-oriented environments. CN2 more auto-accommodating
- CN1 applied to the Killingsworth Street and 33<sup>rd</sup>, and Ainsworth and 30<sup>th</sup>
- CN2 applied to certain parts of 42<sup>nd</sup> Avenue, and around Killingsworth Street and Cully Boulevard

### **Storefront Commercial – CS**

- Aims to support main-street-style commercial districts, with mixed-use buildings up to 4 stories high
- Mapped along the retail stretch of Alberta, commercial node at 30<sup>th</sup> and Killingsworth Street, and Kennedy School

### **General Commercial – CG**

- Meant for commercial districts whose form accommodates the automobile, and whose stores and services are geared to either local or regional markets
- Applied along 42<sup>nd</sup> Avenue from Killingsworth Street to Prescott, and also at Cully/Prescott intersection

All of the C zones allow residential uses alone or as part of mixed-use projects.

### **General Employment – EG2**

- Encourages a broad range of non-retail commercial uses, in low-density buildings on large lots
- Covers significant portion of the northeast part of the study area

### **General Industrial – IG2**

- Sets terms for relatively low-density industrial development on large lots
- Mapped in a ribbon north of Portland Highway, and over handful of very large parcels at the east end of the study area

### **Open Space – OS**

- Prescribes public open space uses
- Applied to Fernhill Park and the partially developed portion of Sacajawea Park
- Comprehensive Plan anticipates further application to complete Sacajawea Park

# Appendix

## Development Projection Methodologies

B

Two forecasts for the study area are presented in the Assessment. Their methodologies are summarized below.

### ESRI Demographic Update Methodology

This model estimates current population and household change at the block group level and the county level. 2000 Census data is updated using two main, additional sources: monthly, address-matched counts of residential deliveries from the U.S. Postal Service; and residential construction data from Hanley Wood Market Intelligence.

The latter source serves to both corroborate the Postal Service data, and to add planned construction for upcoming years into population projections. This and other residential construction data is used to estimate the number and type of new and projected housing units.

For more information on this model, please refer to ESRI Demographic Update Methodology: 2007/2012, published by ESRI and available online at [http://www.esri.com/data/community\\_data/demographic/methodology.html](http://www.esri.com/data/community_data/demographic/methodology.html).

### Portland State University Population Research Center Enrollment Forecast Methodology

The PSU Population Research Center used as sources the 1990 and 2000 Census data, Portland Public Schools enrollment data, Oregon Center for Health Statistics data on fertility, and housing development information from the City of Portland, Metro, and Multnomah County. The key factors in the demographic analysis were population and age group trends, birth and fertility rate trends, housing growth and characteristics, Portland Public Schools enrollment trends, and the observed rate of "student generation" from new housing.

The Center developed three scenarios, each assuming the same mortality and fertility rates, the same "capture rates," and the latest (as of April 2007) School Board policies regarding student transfers and school attendance boundaries. The three scenarios differ in their assumptions about migration rates for families with children; the "medium" growth scenario was used to forecast enrollment. Assumed net migration into the school district was based on recent trends, "modified to reflect most likely future migration patterns." This was influenced by current, planned, and forecasted housing development.

# C Appendix

## School Enrollment Trends and Student Demographics

Table C1 – School Enrollment Trends in the Cully-Concordia Study Area

	1999-00	4-year change	2003-04	4-year change	2007-08	4-year change, projected	2011-12 projected	4-year change, projected	2015-16 projected
Faubion	319	-14.7%	272	30.5%	355	-2.0%	348	3.7%	361
Rigler	506	-3.4%	489	14.9%	562	6.8%	600	6.3%	638
Scott	520	-15.0%	442	21.9%	539	23.7%	667	0.3%	669
Vernon	521	-14.6%	445	1.8%	453	-19.2%	366	-2.2%	358
<b>Study Area K-8s</b>	<b>1866</b>	<b>-11.7%</b>	<b>1648</b>	<b>15.8%</b>	<b>1909</b>	<b>3.8%</b>	<b>1981</b>	<b>2.3%</b>	<b>2026</b>
<b>Portland ESs, K-8s</b>	<b>25,469</b>	<b>-11.2%</b>	<b>22,605</b>	<b>8.0%</b>	<b>24,404</b>				
Jefferson	842	-16.6%	702	0.7%	707	-12.2%	621	-8.5%	568
Madison	1236	-3.4%	1194	-28.1%	859	-4.2%	823	-6.0%	774
<b>Study Area HSs</b>	<b>2078</b>	<b>-8.8%</b>	<b>1896</b>	<b>-17.4%</b>	<b>1566</b>	<b>-7.8%</b>	<b>1444</b>	<b>-7.1%</b>	<b>1342</b>
<b>Portland HSs</b>	<b>13,549</b>	<b>-4.2%</b>	<b>12,982</b>	<b>-10.4%</b>	<b>11,629</b>				

**Table C2 – Study Area Attendance Patterns, 2006-07**

	Own Neighborhood School (%)	Other Neighborhood School (%)	District-based Alt/Special Focus	Community-based Alt Program (%)	Special Services (%)	Charter Program (%)	PPS Students in Neighborhood	2006-07 Enrollment
Faubion	58.3	32.7	5.6	0	0.5	2.9	410	332
Rigler	61.1	33.9	2.9	0	0.2	1.9	579	538
Scott	58.6	38.9	1.9	0	0.2	0.5	589	440
Vernon	41.9	46.6	6.0	0	0.4	5.1	732	404
<b>Study Area K-8s</b>	<b>55.0</b>	<b>38.0</b>	<b>4.1</b>	<b>0.0</b>	<b>0.3</b>	<b>2.6</b>	<b>2310</b>	<b>1714</b>
<b>Portland ESs, K-8s</b>	<b>67.4</b>	<b>26.0</b>	<b>4.4</b>	<b>0.0</b>	<b>0.3</b>	<b>1.9</b>	<b>22,607</b>	<b>22,607</b>
Jefferson	26.0	29.6	25.8	13.0	2.9	2.7	1751	566
Madison	46.0	18.6	21.8	9.8	1.2	2.6	1455	936
<b>Study Area HSs</b>	<b>36.0</b>	<b>24.1</b>	<b>23.8</b>	<b>11.4</b>	<b>2.1</b>	<b>2.7</b>	<b>3206</b>	<b>1502</b>
<b>Portland HSs</b>	<b>59.6</b>	<b>15.9</b>	<b>12.2</b>	<b>8.6</b>	<b>2.6</b>	<b>1.1</b>	<b>13,823</b>	<b>11,950</b>

**Table C3 – Student Demographics, 2007-08**

	White (%)	African-American (%)	Hispanic (%)	Asian (%)	Native American (%)	English Language Learners (%)	Free or Reduced Lunch Eligibility (%)
Faubion	29.9	40.8	12.7	9.6	0.8	10.4	69.6
Rigler	17.8	22.4	44.1	10.7	1.2	36.5	86.7
Scott	30.6	20.8	34.5	9.8	1.1	33.6	80.5
Vernon	13	58.1	19.4	5.7	0.9	9.5	84.5
Study Area K-8's	22.8	35.5	27.7	9.0	1.0	22.5	83.9
Portland ES's, K-8's	51.9	16.1	15.7	10.9	1.6	13.6	49.8
Jefferson	17.3	62.9	11.5	4.1	2.3	8.6	72.6
Madison	42.5	21.3	16.4	15.7	2	14.1	64.4
Study Area HS's	29.9	42.1	14.0	9.9	2.2	11.4	68.5
Portland HS's	58.1	16.1	11	11.3	1.8	7.1	39

# Appendix

## Interview Responses and Participants

Chapter 8 distills the responses to the many stakeholder interviews and discussions held for this Assessment. Here, responses are presented in more depth, following the Assessment's general "schools," "families," and "housing" categories. Following the responses is a list of initial interview participants.

### Schools

***What benefits could be gained from strengthening the neighborhood schools and their community partnerships?***

***In what ways do you see Faubion, Rigler, and Harvey Scott schools currently acting as centers of community life?***

***In what ways would you like to see the schools serving as centers of community life?***

***What challenges do you see that limit the ability of these schools to carry out their educational mission, serve as centers of community life, and improve neighborhood livability?***

### Enrollment and Facilities

- Some 60% of students in the catchment area for each school attend their neighborhood school. Though people see benefits to increasing that percentage, all three schools are experiencing capacity issues, particularly Harvey Scott and Rigler, with the addition of upper level grades in the K-8 transition.

- A high rate of student turnover during the school year, impacting learning and family stability, is cited as an issue, particularly at Faubion and Rigler.
- School staff feels that gentrification is bringing families with more resources and stable housing situations to the area, but these families do not automatically choose to enroll their children in neighborhood schools. Concerns about test scores, behavioral environment, high school choice and resources play into school choice decisions.
- The three schools have unique challenges and student capacity issues, affecting both existing and desired future programs.
- Rigler has critical capacity issues. These are due to the K-8 transition; a small gym and deficient library facilities and resources for older grades or community use; school grounds lacking organized activities for students and the local community; lack of on-site childcare — a missed opportunity to involve families with pre-school aged children; and language barriers can limit full parent participation.
- Scott has critical capacity issues due to the K-8 transition and a relatively stable student population during the year. While proportionately fewer Harvey Scott students are drawn from the area south of Prescott (and in the study area), last year saw an influx of Somali families when school transportation boundaries changed. Harvey Scott's gym is a Parks & Recreation site, as is Wellington Park, behind the school; the principal would like to see amenities and activities there that benefit the school community first. Harvey Scott

D

lacks a SUN program; parent groups want to add ongoing adult classes (ESL, diploma completion, social activities) in the evenings; language barriers can limit full parent participation.

- Faubion is at or beyond capacity with addition of 8<sup>th</sup> grade next year. Its low "catchment rate" allows for small classes; there is a shortage of computing resources and technology; the building has access issues and poor visibility; and the school needs more, and more culturally appropriate, outreach.
- The accommodation of middle school-aged students is also hampered by programming and resource deficiencies, such as diminished class offerings, library or computer deficits and a lack of sports team programs.

## Community Connections

- Each of the three schools has current partnerships, activities and programs that serve students and their families, and connect them to the wider community.
- Northeast Baptist Church is reportedly referred to as "the annex" by staff at Harvey Scott School, across Prescott Street, as related programs and activities for children and families occur at the church..
- Rigler and Faubion have vibrant SUN programs with a variety of classes and activities. Fluctuations in funding, partners and commitment can impact these offerings year-to-year, creating uncertainty about continuation of programs, classes and services.

A priority is to "connect the dots that already exist and maintain programs that are working."

- Many express support for the goal of schools that are multi-purpose centers of the community. A typical message was that "schools should be seen as safe places, warm and friendly, resource-rich, connected with the community and welcoming to all."
- Suggestions for new or enhanced programs that would support the goal of "schools as centers of the community" include:
  - Activities and resources for upper grade level students: technology, library resources, sports teams, social services and clubs;
  - Offerings for parents and the community, including ESL, parenting classes;
  - Neighborhood-oriented activities that celebrate and activate cultural diversity;
  - Pre-school classes and activities that bring young families "into the pipeline;"
  - A 'Safer Routes to Schools' program at Rigler;
  - Transportation for students who stay for after-school activities, particularly at Rigler;
  - A SUN program at Harvey Scott.
- PPS facility use policies are seen by some as barriers to neighborhood use of kitchens, meeting spaces, libraries, gyms, etc.

- Many observers feel that priority for use of buildings and adjacent park space should be for students, families and the local community.

## Families

**What is your overall impression of the Cully-Concordia area's strengths? What are the area's challenges?**

**What key missing neighborhood amenities, programs and infrastructure affect livability for residents, families with children, and businesses?**

**To enhance neighborhood livability, what would be your top priorities for amenity, program and infrastructure improvements?**

## Amenities and Infrastructure

- Concerns about lack of infrastructure and local amenities are expressed in Cully more than in Concordia. These concerns include:
  - Shortage of sidewalks and paved streets;
  - Shortage of neighborhood gathering spaces;
  - Shortage of local parks, recreation and open space accessible on foot;
  - Lack of transit options and access to city amenities;
  - Presence of adult businesses and lack of suitable businesses along key corridors;
  - Personal safety, increasing gang activity, drugs and crime.

- Desired amenities suggested to address these deficits include:
  - Sidewalks and paved streets along priority routes;
  - Full-service community center, library and well-designed and programmed school facilities;
  - Park space adjoining schools that is programmed and equipped with children and families as the priority;
  - Improved public transit; especially, a Prescott bus route;
  - Neighborhood shops and businesses with safe pedestrian access;
  - Programs that address crime and personal security issues, generally and in specific areas.

## People and Relationships

- Proactive, committed residents, businesses and organizations are making positive things happen. Indications of this are reflected in new and growing parent groups in the schools, the recent Spirit of Portland awards for both Cully and Concordia neighborhoods, recognition of the schools and partnering organizations, and expanded connections amongst community groups. The area has numerous community-based organizations, churches and other advocates that provide an impressive array of resources, activities and services that support families and improve livability. "There is a lot going on in this area and people seem energized to participate." "Apathy is going away."

- Diversity is seen as a strength in both Cully and Concordia. At the same time, people acknowledge that diversity of interests, culture, language and background can sometimes lead to misunderstandings, feelings of exclusion and tension. There is a need, both in the schools and in other facilities, for additional, sustained culturally-specific resources for parents whose first language is not English. *"This will help us to better support our children and become more involved in the community."*
- People hope to stay in the area because of strong family connections, community support and a sense of belonging. As one homeowner stated: *"When my husband and I decided to buy a house, we only looked in the Cully area because we wanted our children to stay at Scott School and this is where our community is."*
- School staff, housing advocates, business owners, members of neighborhood associations and of culturally-specific groups share a goal to improve livability in Cully-Concordia. But some feel that, at times, their contributions are not fully appreciated by others in the neighborhood.

*"I wish others would understand that our work will help improve the neighborhood, not run it down."*      - Affordable housing advocate

*"We don't quite feel welcome in some neighborhood meetings, but we keep trying."*    - Community member

*"There is a small group of people that feel as if they're carrying the burden of work in this neighborhood, and it's tiring."*

- Neighborhood activist

*"If more people knew what we offer, they'd want to come here. It's a challenge to get beyond our reputation."*      -School administrator

- There is sincere interest in improving communications to resolve issues and form partnerships to improve the neighborhoods in ways that will benefit everyone. As one group reports, "Trusted community organizations in the area are reaching out to the diverse community. People are learning how to access services and get involved with processes that affect the community. The time is ripe to build upon these growing connections."

## Housing

***What benefits could be gained from addressing affordable housing availability in the area? Challenges?***

***What is your overall impression of the Cully-Concordia area's strengths? Challenges?***

## Options, Gentrification, and Affordability

- Ensuring a range of housing options for families of varying sizes is seen as a way to help stabilize schools and neighborhoods.

- The quality and reputation of the neighborhood school is a key decision factor for homebuyers.
- The term “affordable housing” signifies different things to different people; some of the connotations are negative while others are positive.
- Gentrification and displacement are reported as concerns in both Cully and Concordia areas. *“The last thing we want is for improvements to cause the downside of gentrification.”*
- There is general agreement around housing priorities for both Cully and Concordia, and support for:
  - \* Well-maintained and well-managed rental properties that are integrated into the community, and that – by good design and management – are safe, attractive and have family-oriented amenities;
  - \* Homeownership initiatives and opportunities for families to improve their economic situations;
  - \* A range of housing options for families, students, employees of local businesses;
  - \* Support for long-time residents to remain in the area and in their homes.
- In Concordia, people point to the traditionally high percentage of ownership for the modestly-sized, well-maintained single family homes in the area. They feel the percentage of homeowners in the area is growing, in part due to condo conversions. There are few empty lots or larger tracts for development; infill development is carefully scrutinized by the neighborhood.
- Concordia is attractive for young, first-time homebuyers due to its relative affordability, close-in location, transit, neighborhood feel, presence of amenities (Fernhill Park, Concordia University,) local business areas and walkability.
- The conversation about housing affordability in both areas includes concerns about the availability in the local community of economic development opportunities and family-wage jobs.
- Cully is seen as having more affordable housing than Concordia. There are more rental housing units and service-supported complexes, as well as more parcels for potential housing development or re-development. This is seen as presenting both benefits and challenges.
- New development is seen as having some potential livability benefits, where: sub-standard parcels are redeveloped; site amenities such as community spaces and family support services are included; larger units to accommodate families are offered; more opportunities for affordable home ownership are provided.
- The potential for more development, especially in Cully, also elicits concerns about: increased population without accompanying infrastructure improvements; maintenance and management

issues, particularly at some rental complexes and trailer parks; traffic congestion and on-street parking; and concentration of low-income rental units, at the expense of single-family housing and homeownership opportunities.

## Interview Participants

Following is a list of persons interviewed in the initial stage of the Assessment.

Additional individuals, groups and agencies have participated through Community Discussion Group meetings, community/school presentations and other conversations about the Cully-Concordia Schools/Families/Housing Assessment.

### **Black Parent Initiative**

Charles McGee, President & CEO; Concordia resident

### **Central NE Neighbors**

Lul Abdulle, Community Outreach

Sandra Lefrancois, Community Program Manager

Stefanie Adams, Crime Prevention Coordinator

### **Concordia Neighborhood Association**

Anne Rothert, George Bruender, Tony Fuentes, Katie Ugolini

### **Concordia University**

Gary Withers, Executive Vice President

Mark Wahlers, Provost

Denny Stoecklin, CFO

Randy Dalzell, Athletics Dept.

### **Cully Neighborhood Association**

Kathy Furstenau, Dan Berkman, Alisa Fairweather, Rich Gunderson

### **Cully-Concordia Area Churches**

Karen Wrye – congregation president, St. Michael's Lutheran Church

Darcy Paape – church youth leader, St. Michael's Lutheran Church  
Randy Pearson – Word of Life Community Church

Joan Winchester – Relational Development, St. Charles Borromeo Catholic Church

Don Hanson - NE Baptist Church

Alfonso Rodriguez Portland Spanish Foursquare Church

Marysol R. Jimenez; Portland. Spanish Foursquare; Central City Concern

### **Faubion School**

Molly Chun, Principal

PTA presentation – 7 participants)

### **Faubion SUN School (Portland Parks & Recreation)**

Ashley Coltin, Coordinator

### **42nd Ave. Business Association – 11 participants**

Tony Fuentes: area business owner, Concordia resident and parent

### **Hacienda CDC**

Pietro Ferrari, Executive Director

### **Harvey Scott School**

Deanne Froehlich, Principal

### **Harvey Scott School**

Padres Motivados (5 participants – Spanish-speaking parents)



**Native American Youth and Family Center (NAYA)**

Nichole Maher, Executive Director

**Portland Community Reinvestment Initiative (PCRI)**

Maxine Fitzpatrick, Executive Director

**Portland Impact**

Susan Stoltenberg, Executive Director

**ReMax Realtor**

Joe Stilwell

**Rigler School**

Kristie Cunin, Principal

Karen Pinder, Vice Principal

**Rigler SUN School Coordinator (Portland Impact)**

Jill Nicola

**Rigler PTA & Site Council**

Jonathan Steinhoff

Mari Bartoo Jacobson

Fernando Madrid

Sarhris Barton

Joana Kirchhoff

**Rigler students**

3 student surveyors/focus group

35 surveys from 1st – 7th graders

**Portland Bureau of Housing and Community Development**

Daniel Ledezma

**Portland Bureau of Planning**

Joe Zehnder, Principal Planner

**Portland Bureau of Parks and Recreation**

Jennell Andrews – Center Director, Montavilla Community Center

Seve Ghose – N/NE Facilities Manager

David Yamashita – Landscape Architect/Parks Planning

Mary Richardson – Supervisor, SUN Community Schools

Dunetchka Otero-Serrano, Latino Outreach Program

Max Behrens, Alliance Coordinator

**Portland Office of Transportation**

Lore Wintergreen, Stephanie Noll – Safer Routes to Schools

John Gillam, Andrew Aebi, Winston Sandino, Dan Layden –  
Planning and Engineering staff

