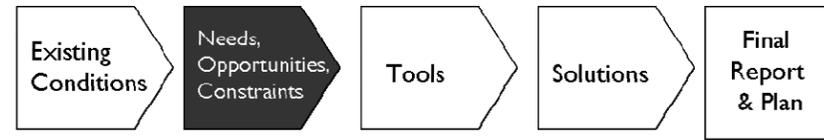


Cully Main Street & Local Streets Plan Project
Needs, Opportunities, and Constraints Matrix
Main Street Study Area



Objective: Create a vibrant Cully neighborhood commercial district that serves and reflects Cully’s unique, diverse population and culture that is safe, appealing, and accessible for all modes of transportation—particularly walking and bicycling.

Needs	Opportunities	Considerations and Constraints
<p>Appropriate zoning for main street commercial development. The current comprehensive plan and zoning map designations in the main street study area are inappropriate for a main street.¹ Most properties in the main street area are zoned for residential uses, and the few commercially-zoned parcels are zoned for low-density development. Cully has far less commercially-zoned land than comparable Portland neighborhoods. In addition, the future Thomas Cully Park site is currently zoned for employment uses; this will need to change before the park can be developed.</p> <p>The project should:</p> <ul style="list-style-type: none"> • Determine appropriate zoning designations to promoting increased business development and main street-like development character. • Determine appropriate places for rezoning. • Bring nonconforming uses into conformance with zoning code where possible. • Remove split-zone designations from Cully properties. • Follow a public involvement process with the Cully community in order to ensure that the recommended zoning changes promote community needs and desires. • Rezone the future Thomas Cully Park site from an employment to an open space designation. 	<p>Portland has numerous commercial and mixed-use zoning code map designations that support main street development. Part of the needs, opportunities and constraints analysis will compare the pros and cons of different zoning designations in the Cully contexts.</p> <ul style="list-style-type: none"> • Portland has several commercial zoning designations that have been designed to facilitate main street-type development in terms of allowed uses and the standards for the built form of new development. • Residential- and mixed-use-development are allowed in all of Portland’s commercial zones, allowing for a great deal of flexibility for existing property owners and developers as the neighborhood changes over time. <p>Up to 60,000 sq feet or 1:1 floor area ratio (FAR) of retail uses, and up to 1:1 FAR of office uses are allowed in the employment-zoned large parcels in the northern part of the study area.² These areas can be developed for commercial or office uses without eliminating the employment zoning designation, a task that would be very difficult to achieve.</p> <p>Upzoning some of the residential properties could provide opportunities for more housing in the area, which could further support main street businesses. The current residential zoning in many parts of the main street area is for low-density residential development, and much of it is currently characterized by single-family housing. Upzoning for greater residential density could support main street businesses. This possibility should to be discussed with the Cully community. It should also be kept in mind that most of the residential parcels in the main street area that do not already have multifamily development on them are small in size, and may not be suitable for multifamily development in their current configurations.</p>	<p>Land use and zoning tools are limited to Portland’s current map designations</p> <ul style="list-style-type: none"> • This project will not introduce any new land use or designations; rezoning options must work within existing comprehensive plan and zoning code. <p>Non-conforming sites that are being moved to legal, commercial zoning status may need environmental review</p> <ul style="list-style-type: none"> • If possible, the city should seek to facilitate this process to minimize the burden on property and business owners. <p>Employment zoning for several parcels along the northern end of the main street</p> <ul style="list-style-type: none"> • Development standards for properties with employment zoning do not lend themselves to main street-type development and built form. <p>Many properties in the main street area are small or oddly configured for development, in part because Cully Blvd runs diagonally.</p> <ul style="list-style-type: none"> • Small and oddly shaped lots are difficult for developers to utilize. • The project may need to consider recommending zoning changes more than a single parcel deep in places, so that property owners and developers have the option of developing several contiguous properties at once in order to make a development project feasible.

¹ Every property in Portland has two designations: a comprehensive plan map designation and a zoning designation. In most cases these are essentially the same designation. This project will recommend changes in both the comprehensive plan and zoning map designations for the Cully main street area. For simplicity this document will primarily refer to changes in zoning map designations, but it should be assumed that comprehensive plan map designation changes will be explored in tandem.

² FAR, or floor area ratio, refers to the ratio of building floor area that that is permitted in development per square foot of land area of the property. A floor area ration of 1:1 means that for every square foot of land area on the property, one square foot of building floor area is allowed. For example, you could build up to a single-story building covering the entire property, a two-story building covering exactly half of the property, or any other combination that adds up to the equivalent of the property’s land area or less.

	Needs	Opportunities	Considerations and Constraints
2	<p>More neighborhood-serving retail and service uses in the main street area</p> <ul style="list-style-type: none"> • The Cully community wants to see more neighborhood-serving commercial establishments. • In particular they want to see more grocery/market options (especially affordable options), affordable day care, and professional services like doctors and dentists. • Desire for local business development by Cully residents. • Offset the many bar/adult entertainment uses with neighborhood-serving family-friendly businesses. • Need for a Cully Blvd business association or similar organizing group to continue local collaboration and business development activities, and serve as a strong advocate for Cully main street businesses and business development. 	<p>Substantial unmet market demand for retail sales and services</p> <p>The <i>Cully Main Street Project Redevelopment Analysis</i> predicts that over the next 25 years the Cully main street area can support:</p> <ul style="list-style-type: none"> ▪ 136,956 sq ft of new or rehabilitated retail space ▪ 36,087 sq ft of new or rehabilitated office space <ul style="list-style-type: none"> • There is specifically unmet market demand for many of the types of retail sales and services desired by the community. Amongst others these include: <ul style="list-style-type: none"> ▪ Community fresh foods market ▪ Small grocery ▪ Child care ▪ Health service providers ▪ Dollar store ▪ Ethnic cuisine ▪ Bakery ▪ Coffee shop <p>The market area study identifies three areas as good candidates for future commercial nodes:</p> <ul style="list-style-type: none"> • Cully Blvd and Killingsworth St, including triangle-shaped opportunity site property • 5-corners intersection (Cully Blvd, Prescott St, 60th Ave) and the immediate surrounding area • Cully Blvd from Prescott St to Failing St <p>Hacienda CDC Mercado Project</p> <ul style="list-style-type: none"> • The Mercado is an economic development project under development by Hacienda CDC with emerging partners. It is imagined to be a local and regional destination marketplace with a concentration of small stalls and businesses oriented toward lower-income and minority entrepreneurs, and would likely be part of a mixed-use project. • The Mercado project is being actively pursued by Hacienda CDC and other Portland groups, and the intersection of Cully Blvd and Killingsworth St, in the Cully main street area, is one of several sites under review for its possible location (though it is not the only location under consideration) <p>Motivated local partners to help foster successful businesses and business environment (please see need, opportunities and constraints #3 for further information). In addition, the 42nd Avenue Business Association and Main Street Collaborative is interested in partnering, supporting the emerging commercial district as part of a consortium of area business districts including the Beaumont Business Association.</p>	<p>Limited tools for attracting and prohibiting specific retail and service uses. It is difficult to encourage desired uses, such as fresh markets, and impossible to zone out certain undesired uses, such as adult entertainment businesses. Local actors, such as neighboring business associations, the Cully Association of Neighbors, and existing business leaders in Cully will need to play a large role in lobbying for the types of businesses they would like to see.</p> <p>There is no active business association in the Cully main street area to promote new neighborhood-serving businesses. Ideally a business organization should be formed by motivated existing business leaders in Cully.</p> <p>Many possible methods for encouraging successful retail areas are outside the scope of government and/or far outside the scope of this particular project. In addition, some economic development tools used by the City are not currently available in Cully.</p> <p>The current economic climate is restrictive.</p>

	Needs	Opportunities	Considerations and Constraints
3	<p>Desire to maintain Cully’s diversity, affordability and uniqueness amidst neighborhood change</p> <ul style="list-style-type: none"> • Cully is very diverse, ethnically, racially, and economically. • It is very important to the Cully community that the changes from this project benefit and provide opportunities for existing Cully residents from all backgrounds and across the economic spectrum. • Though gentrification and displacement are not fully understood, the City and the Cully community must take steps from the beginning to ensure that changes in Cully benefit existing residents and contribute to community stability. 	<p>Strong involvement by and ongoing partnerships with existing Cully residents and organizations.</p> <p>Motivated local partners that are committed to local economic development and affordable housing opportunities in Cully. The City has an opportunity to further explore the roles that these groups can play in the equitable development of a Cully main street. Examples of key partners include:</p> <ul style="list-style-type: none"> • Hacienda CDC • Verde • 42nd Avenue Business Association and Main Street Collaborative • City of Portland (multiple city agencies) and City programs. Especially: <ul style="list-style-type: none"> ○ Portland Development Commission, which has various programs and opportunities, especially through the Neighborhood Economic Development Strategy ○ Portland Housing Bureau • Cully Association of Neighbors • Venture Portland (formerly Alliance of Portland Neighborhood Business Associations) • Chambers of commerce • NAYA Youth and Family Center • Rigler and Harvey Scott schools <p>Existing affordable housing and substantial home-ownership rates will help prevent displacement of current residents.</p> <ul style="list-style-type: none"> • Hacienda CDC and others will continue to provide affordable housing options. • Hacienda CDC and NAYA have home-ownership assistance programs. • Though Cully is a lower-income neighborhood, its home-ownership rate is the same as that of the city as a whole. • Single Family New Construction Limited Tax Exemption. The entire Cully neighborhood (with the exception of the portion north of HWY 30) is in Portland’s Homebuyer Opportunity Area. This means that new home buyers with incomes below a certain income cap, who buy newly constructed homes in the area worth less than \$275,000 (as of 2010) receive a substantial property tax reduction for ten years. <p>Local small business development can help to build wealth and prevent displacement in the existing Cully community and contribute to creating businesses and a main street environment that serve the needs and character of existing neighborhood residents. Concentrated education and job training and placement programs can also assist in this area.</p> <p>This project presents an opportunity to focus a variety of efforts on creating positive neighborhood change that minimizes displacement in a neighborhood that is already considered at-risk for gentrification with or without the Cully Main Street and Local Street Plans Project. Cully is already considered at-risk for gentrification based on a number of indicators, and property values have been rising in the neighborhood in recent years. This project puts a focus on Cully, and can galvanize and combine the efforts of multiple parties to maintain a large stock of affordable housing, and promote local economic development for existing residents.</p> <p>Some research suggests that neighborhood retail revitalization is consistent with mixed-income neighborhoods, which are considered the most beneficial neighborhoods to existing low-income residents. So long as existing residents are able to remain in the neighborhood if they choose to, and so long as new businesses in the neighborhood serve their needs, then neighborhood revitalization, a greater mix of incomes in the neighborhood, and greater business development can have positive effects for existing lower-income residents.</p>	<p>Gentrification and displacement are complex issues that are not fully understood Addressing them requires sustained efforts by various actors at multiple scales over time.</p> <p>Many methods for minimizing displacement are outside the scope of government and/or the scope of this particular project. Though there may be a role for the City and PDC to help in these efforts, much of it will fall to private actors such as community development corporations and other community-based organizations. The scope of the Cully Main Street component of this project is for rezoning of properties in the main street area only, and does not extend to economic or affordable housing development.</p>

	Needs	Opportunities	Considerations and Constraints
4	<p>Buildings and streets with a safe and welcoming main street character The Cully main street streetscape and development style will play a central role in creating an identity for the main street.</p> <p>According to the business development analysis, in order to ensure greater success the Cully main street area needs to develop its built environment according to the following:</p> <ul style="list-style-type: none"> • Concentrate and focus retail in clusters • Retail should line both sides of the street, with continuous retail storefronts • Retail on all 4 corners of key intersections • Active uses on sidewalks • On-street parking in front of stores • Easy pedestrian circulation paths that encourage walking • Pedestrian-friendly streetscape improvements on Cully Blvd, Prescott St and Killingsworth St, including narrowing Cully Blvd south of Prescott, improving pedestrian crossings, and adding amenities such as wider sidewalks and landscaping • Attractive buildings, storefronts and spaces <p>In the Cully main street area currently:</p> <ul style="list-style-type: none"> • Most buildings are auto-oriented with large parking lots fronting the street, especially at key intersections for future commercial development (5-corners, Killingsworth/Cully) • Many of the commercial buildings are large-scale, not pedestrian scale • Few ground-floor windows in building facades that face the streets • Need wider sidewalks and safer crossings on Killingsworth and on Cully N. of Emerson, S. of Prescott • Need streetscape that feels safe (lighting, benches, trees, etc). 	<p>The main street area has some main-street like features including substantial on-street parking, some existing pedestrian-scale development, and the new Cully green street.</p> <ul style="list-style-type: none"> • Cully Blvd already has a substantial supply of on-street parking. Based on casual observation the parking appears to be underutilized at most times. This will benefit main street development; as the main street grows and on-street parking demand increases, parking management methods (such as time-limited parking or meters) may become appropriate. • Cully Blvd already has some pedestrian-scale development, particularly south of Prescott St. Retrofitting these areas main street-pedestrian-oriented businesses could be low-hanging fruit for developers. • The Cully Blvd green street provides a safe, walkable, bikeable and inviting arterial street for accessing the future Cully main street. Community members have thus far expressed highly favorable opinions about the new street. Some have suggested that the remainder of Cully Blvd, south of Prescott St, should receive similar improvements. <p>Several of Portland’s commercial zones have development standards that will lead to main-street-type development. In addition, Killingsworth St has a frequent service bus line, meaning that new development on this street will typically not require the provision of off-street parking.</p> <p>Wider sidewalks and new street trees will be required with all new development. However, this is only a partial measure. These requirements will not create adequate improvement to the streetscape or pedestrian/bicycle environment on their own, and will not result in street narrowing; street narrowing is a high priority for the Cully community, and the <i>Cully Main Street Project Redevelopment Analysis</i> assumes street narrowing and more robust streetscape improvements (e.g. safe pedestrian crossings) as a prerequisite for a successful main street environment.</p> <p>Opportunity to document community concerns about the safety and accessibility of the arterial streets, document the current conditions, and make recommendations for the types of streetscape improvements that should be made in future projects.</p> <p>Opportunity to create gateways into Cully main street from the north and south</p>	<p>Existing commercial concentrations are spread out, not contiguous, making it difficult or impossible to create a single compact commercial node in the main street area</p> <p>The <i>Cully Main Street Project Redevelopment Analysis</i> recommends concentrating new businesses tightly to maximize the success of the businesses in the main street area. However, based on the Cully Main Street Area’s existing commercial and street configurations at least two separate nodes will likely be developed.</p> <p>Existing successful neighborhood-serving businesses at key intersection locations mostly have auto-oriented built forms with large parking lots These businesses form an important part of the local Cully business environment and economy, but do not have built forms in a main street-type form; yet they are located in key areas, such as the 5-corners intersection.</p> <p>There are currently institutional and affordable housing uses present on properties at the two key intersections for commercial development Properties at both the 5-corners and Cully Blvd/Killingsworth St intersections have institutional or affordable housing uses. These properties, including a church, a school for at-risk youth, and the rental offices of a large neighboring affordable housing development, represent important institutions in the community. Yet these do not have built forms that are conducive to a main street environment.</p> <p>There are numerous neighborhood-serving vehicle service uses on Cully Blvd. These businesses are an important part of the local Cully economy and valued by the Cully community, but do not have built forms that are conducive to a main street environment. Vehicle services are also not typical uses for main streets, particularly because they tend not to have main street-type built forms. Incorporating these businesses successfully will take extra care.</p> <p>Cully Blvd and Killingsworth St do not feel safe or welcoming to pedestrians. Though this is a major barrier to creating a successful neighborhood commercial district, streetscape, bicycle, and pedestrian improvements on these streets are not part of the scope of this project; the local street plans component of the project addresses local streets only.</p> <p>New development is subject to standard off-street parking requirements since Cully Blvd does not have a frequent service bus line.</p>

	Needs	Opportunities	Considerations and Constraints
5	<p>Neighborhood gathering and/or recreational spaces</p> <ul style="list-style-type: none"> The Cully neighborhood has no developed parks and only one small community center with few programs or services Though parts of Cully are served by parks in other nearby neighborhoods, the main street area is not. This is particularly importance since Cully has a particularly large number of families with children; the area around Killingsworth St is home to a particularly dense concentration of families with children, yet there are no nearby parks or gathering spaces. Though there is currently a small triangular public space at the 5-corners intersection, created by a large curb extension from the Cully Boulevard Improvement Project, it is too small to be any kind of useful public space. However, it is adjacent to the parking lot opportunity site discussed in “opportunities” at left 	<p>Opportunity site: future Thomas Cully park site</p> <ul style="list-style-type: none"> Thomas Cully will be a large community-serving park at the northern edge of the neighborhood. The park has been master-planned with the help of the community. Though there are not yet funds to develop it, doing so is a high priority for the City. The project presents a potential opportunity to rezone the park site from an employment to an open space zoning map designation. <p>Opportunity site: triangular lot at Cully Blvd and 60th St</p> <ul style="list-style-type: none"> The triangular parking lot in the middle of the 5-corners intersection, or some portion of that property, would be a great location for a small public plaza or park. In addition to being located in the activity center of Cully, it is an open site that has private development on one edge only, lending itself to the design of a highly defensible space with many “eyes on the park.” The parking lot currently hosts several food carts and a small burger restaurant. These uses could be continued on or next to a public plaza or park. There are a few other vacant sites along Cully Blvd that might theoretically serve as opportunity sites for open spaces, but they are located in areas that are further from the activity centers of Cully, and would be less easily made into a defensible space, since they are surrounded by private property on three sides out of four. <p>Opportunity park sites outside of the main street area The City of Portland owns two properties somewhat near the main street area, that are designated for future parks. One of these is at 52nd Ave and Alberta St, and the other is the Sacajawea park site around 74th St and Alberta St.</p> <p>Possibility of Closing Going St between 60th Ave and Cully Blvd PBOT could choose to study the possibility of closing this block of Going that is near the 5 corners intersection to automobile traffic. A pedestrian- and bicycle-only street might also serve as a public or festival street.</p> <p>A public/private approach to developing the Cully Blvd/60th St site into a public plaza could encourage creative approaches to business development in the area, and engage the community.</p>	<p>Opportunity sites along the main street area are privately owned. Developing them would require property owner willingness and funds to create a public gathering space.</p> <p>No current funding source for parks or recreation-related land acquisition or development in Cully. However, it is expected that Thomas-Cully Park will likely be developed with the next successful Portland Parks bond measure.</p>
6	<p>Safe access to and through the main street for pedestrians, cyclists and public transit</p> <ul style="list-style-type: none"> Cully’s local residential streets are not well-connected; in addition most are substandard and many are unimproved. This creates long walking distances, and limits accessibility for the elderly, people with disabilities, pedestrians with strollers, and cyclists. Bus access to and along the main street area is poor. There is a high frequency bus on Killingsworth St, but it does not connect directly to downtown. The only bus on Cully Blvd is not a frequent bus, does not serve the entire length of Cully, and also does not connect directly to downtown. 	<p>The PBOT Local Street Plans portion of the project will address the issues around local residential streets in Cully:</p> <ul style="list-style-type: none"> Prioritizing which local streets most need improvements Identifying possibilities for creating new bicycle and pedestrian street connections in the neighborhood Identifying new methods for improving residential streets that will be inexpensive, and not change stormwater drainage, increase traffic, or substantially change the character of the local streets Identify new funding sources for improving local streets Make recommendations for increased/improved bus service through the main street area See PBOT needs, opportunities, constraints document for discussion of opportunities around improving local residential streets 	<p>See PBOT needs, opportunities, constraints document for discussion of constraints to improving local residential streets and transit service.</p>
Miscellaneous		<p>Synergy with other local programs and planning efforts will provide opportunities that cut across all aspects of the project.</p> <p>Related projects include:</p> <ul style="list-style-type: none"> Safe Routes to Schools SUN Community Schools and other local programs Thomas Cully Park planning effort Implementation of the PDC Neighborhood Economic Development Strategy City health initiatives, including Healthy Kids Healthy Communities, and the Portland Grocery Store Initiative Cully-Concordia Early Childhood Needs Assessment Green Energy Works Implementation of the Cully-Concordia Community Action Plan Portland Brownfield Program 	<p>Possibility of soil contamination could make development more difficult and/or expensive. Anecdotally and based on some of the existing uses in the main street area, some properties may be brownfield sites. It is unclear at this time how many sites, or which ones, may have this problem.</p>