

Montgomery Park to Hollywood Transit and Land Use Development Strategy



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PWG 10-14-2020



PBOT
PORTLAND BUREAU OF TRANSPORTATION



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

PWG Agenda

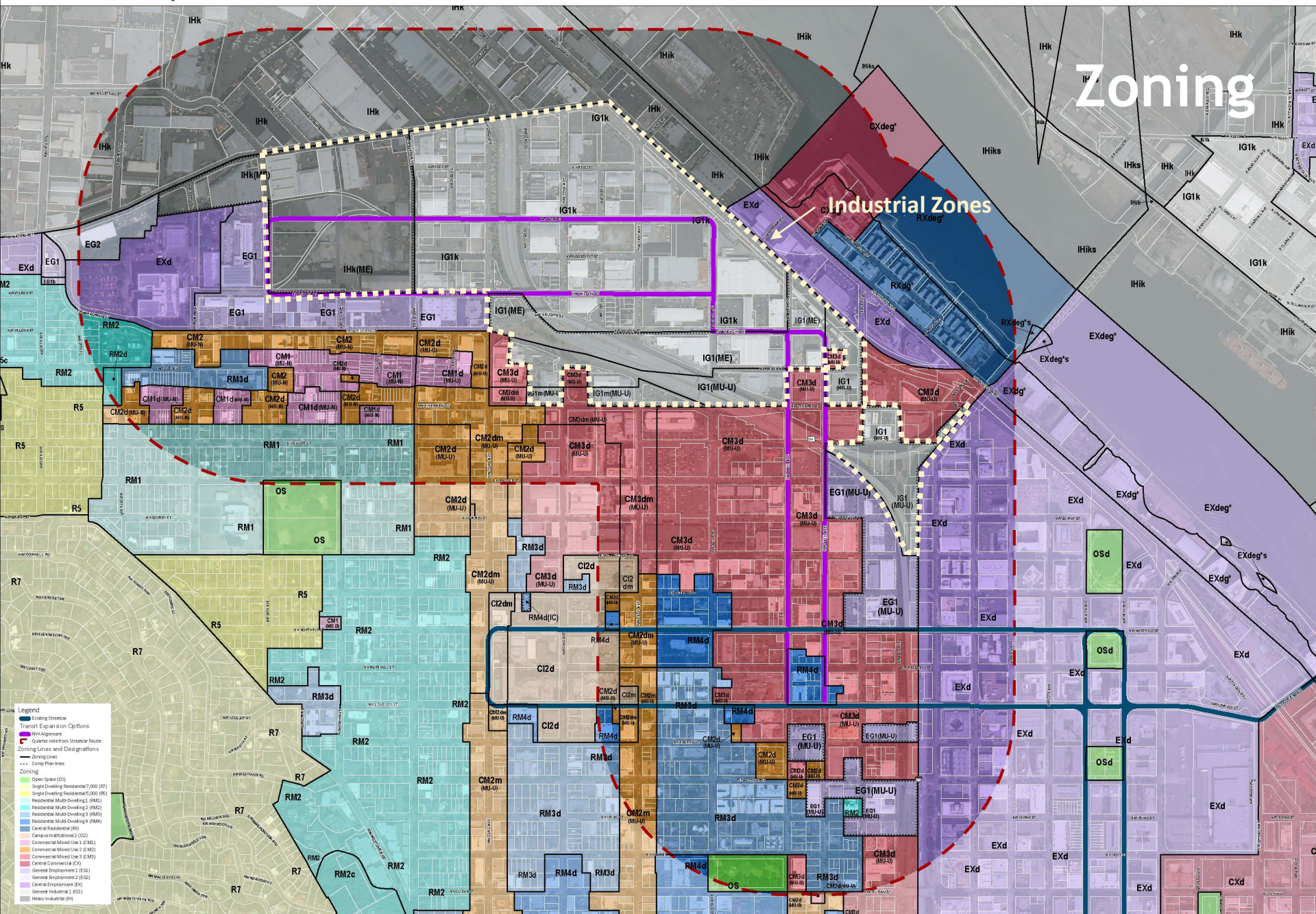
- 4:00 Welcome and Introductions
- 4:10 Project Updates/Housekeeping
- *Meeting Notes*
 - *Project updates (revised schedule)*
 - *PWG items and Public Comments*
- 4:15 CBO Outreach Findings
- *Friendly House and NIBA/CCA findings*
 - *Relationship to equity/public benefits work*
- 4:35 Recap and Review UD Scenarios
- *Land Use/Economic analysis*
 - *Transportation model analysis*
 - *Potential Scenario 4 - Hybrid*
 - *PWG Discussion*
- 5:50 Next Steps/Public Comment
- *Next meeting/topics*
- 6:00 Adjourn

Montgomery Park to Hollywood Study
Project Milestones and PWG Meeting Schedule – Revised
October 6, 2020

Date	Meeting/Event	Topic/Agenda/Milestone
05/13/2020	PWG Meeting 1	Introductions, Project Background, Group Charter and housekeeping, process moving forward
06/10/2020	PWG Meeting 2	Share and discuss Urban Design Concepts for NW Portland; Discuss/advise on public event (Zoom)
07/2020	Public Workshops	<i>Public workshops (Zoom events) for NW Portland and NE Portland to preview Urban Design Concepts (NW and NE) and gather public feedback.</i>
08/12/2020	PWG Meeting 3	Discuss PWG and public feedback for selection of preferred scenario alternative. Review economic land development modeling data.
10/14/2020	PWG Meeting 4	Continue review of community feedback and technical analysis. Discuss preferred or hybrid scenario and preliminary zoning concepts.
11/11/2020	PWG Meeting 5	Review preferred land use scenario; discuss/review Discussion Draft zoning implementation approach; preview preliminary transportation directions. Review and discuss CBO outreach findings and preliminary issues for equitable development strategy.
12/2020	Discussion Draft; Public Workshops	<i>Release public Discussion Draft of implementation measures and strategies (NW) and alignment preferences and needs (NE). Workshops to provide information and gather public feedback.</i>
02/10/2021	PWG Meeting 6	Discuss feedback on Discussion Draft and identify changes to create Proposed Land Use/Zoning. Discuss Draft Transportation Plan. Discuss Equitable Development Strategy.
04/14/2021	PWG Meeting 7	Review and feedback on Proposed Land Use/Zoning Draft; Equitable Development Strategy, and Draft Transportation Plan.
05/2021	Proposed Draft; Public Open House; PSC Briefing	<i>Release public Proposed Draft of implementation measures and strategies (NW) and alignment preferences and needs (NE). Open House to provide information and gather public feedback. Planning and Sustainability Commission (PSC) briefing.</i>
07/2021	PSC Hearing	<i>Planning and Sustainability Commission public hearing on Proposed Land Use/Zoning and Transportation Plans for implementation.</i>
09/2021	Recommended Draft	<i>Release Recommended Draft Land Use/Zoning and Transportation Plan</i>
10/2021	City Council Hearing	<i>Portland City Council public hearing on Recommended Land Use/Zoning and Transportation Plan.</i>
12/2021		<i>City Council Adoption of As-amended Plans.</i>

Zoning

Industrial Zones



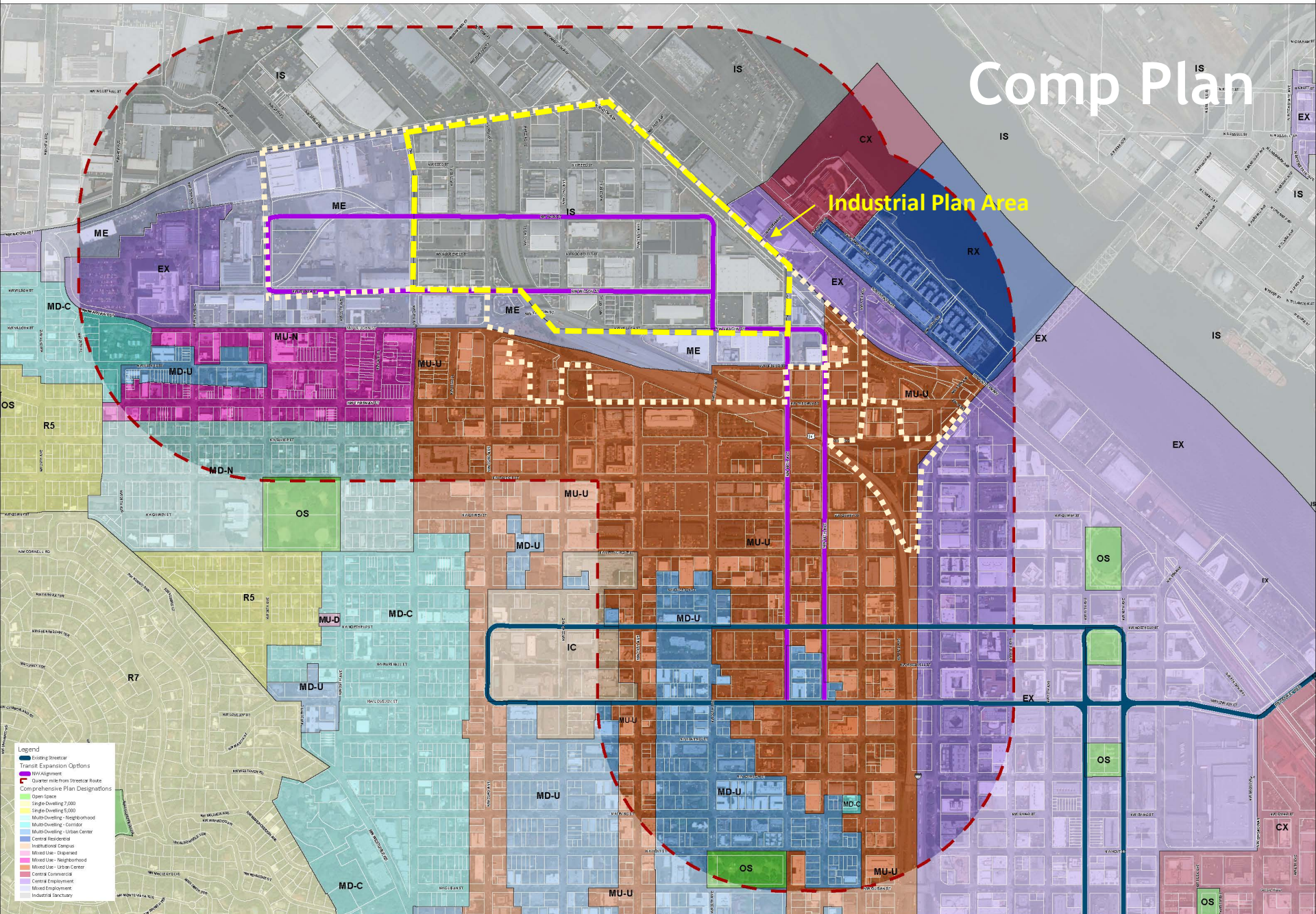
Legend

- Existing Street
- Transit Expansion Options
- Development
- Quarter Station Street Route
- Zoning Lines and Designations
- Zoning Lines
- Complete Streets
- Zoning
- Open Space (OS)
- Single-Dwelling Residential 7,000 (R7)
- Single-Dwelling Residential 5,000 (R5)
- Residential Multi-Dwelling 1 (RM1)
- Residential Multi-Dwelling 2 (RM2)
- Residential Multi-Dwelling 3 (RM3)
- Residential Multi-Dwelling 4 (RM4)
- Central Residential (CR)
- Community Institutional 2 (C2)
- Commercial Mixed-Use 1 (CM1)
- Commercial Mixed-Use 2 (CM2)
- Commercial Mixed-Use 3 (CM3)
- Central Commercial (CC)
- General Employment 1 (EG1)
- General Employment 2 (EG2)
- General Employment (EG)
- General Industrial 1 (GI1)
- Heavy Industrial (IH)



Comp Plan

Industrial Plan Area



Modeling Summary - Development

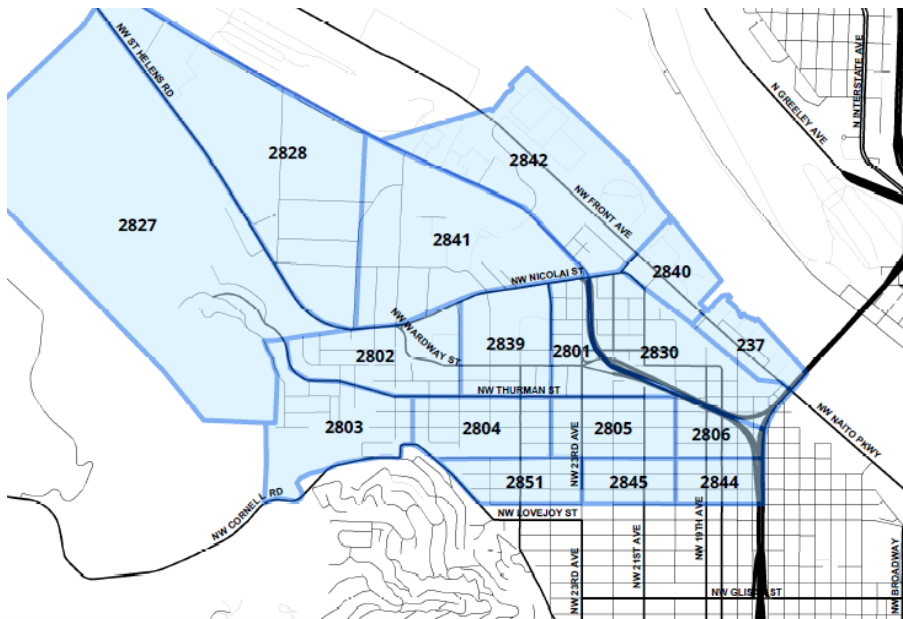
- EcoNW develops MapCraft Lab (MCL) model for study area with various building types and development economics parameters (land costs, development costs, cap costs, assumed rents, rates of return, etc.)
- Development scenarios presented to EcoNW by city team, with assumptions about possible zoning provisions that define allowances, limitations and building/use types
- EcoNW runs MCL model for each scenario that assumes build-out of parcels resulting market capacity numbers for:
 - Land/Development Value
 - Jobs by Type
 - Housing Units
 - Affordable units (IH requirements)

Modeling Summary - Allocation

- Development model from EcoNW provides estimation of jobs and housing units at parcel level. City team aggregates to Transportation Analysis Zones (TAZ).
- City assigns assumptions about development build out over a 20-year period to each TAZ based on city Buildable Lands Inventory (BLI) model and localized assumptions. These build-outs range from 20% to 75% of capacity depending on location within the study area.
- Jobs and housing are “offset” in TAZs in other parts of the City so that the total of jobs and housing units is held constant in the model (the model does not assume additional growth, only redistribution of expected growth).
- These offset areas are primarily the Central City, Central Eastside, and the Inner Neighborhood centers and corridors.

Modeling Summary - Transportation

- The resulting jobs and housing units fall within Transportation Analysis Zones (TAZ) that are used to analyze trip patterns. A travel demand model generates estimated trips based on numbers/ types of jobs and housing within each zone.
- The model makes a conservative estimate about mode split based on similar land uses and transportation characteristics elsewhere in the City



- Demand model estimate PM peak hour trip volumes and patterns
- We looked at:
 - how many added trips to the district
 - where congestion is added or worsened
 - where volumes increase or decrease on local streets
 - travel behavior shifts

NW Urban Design Scenarios

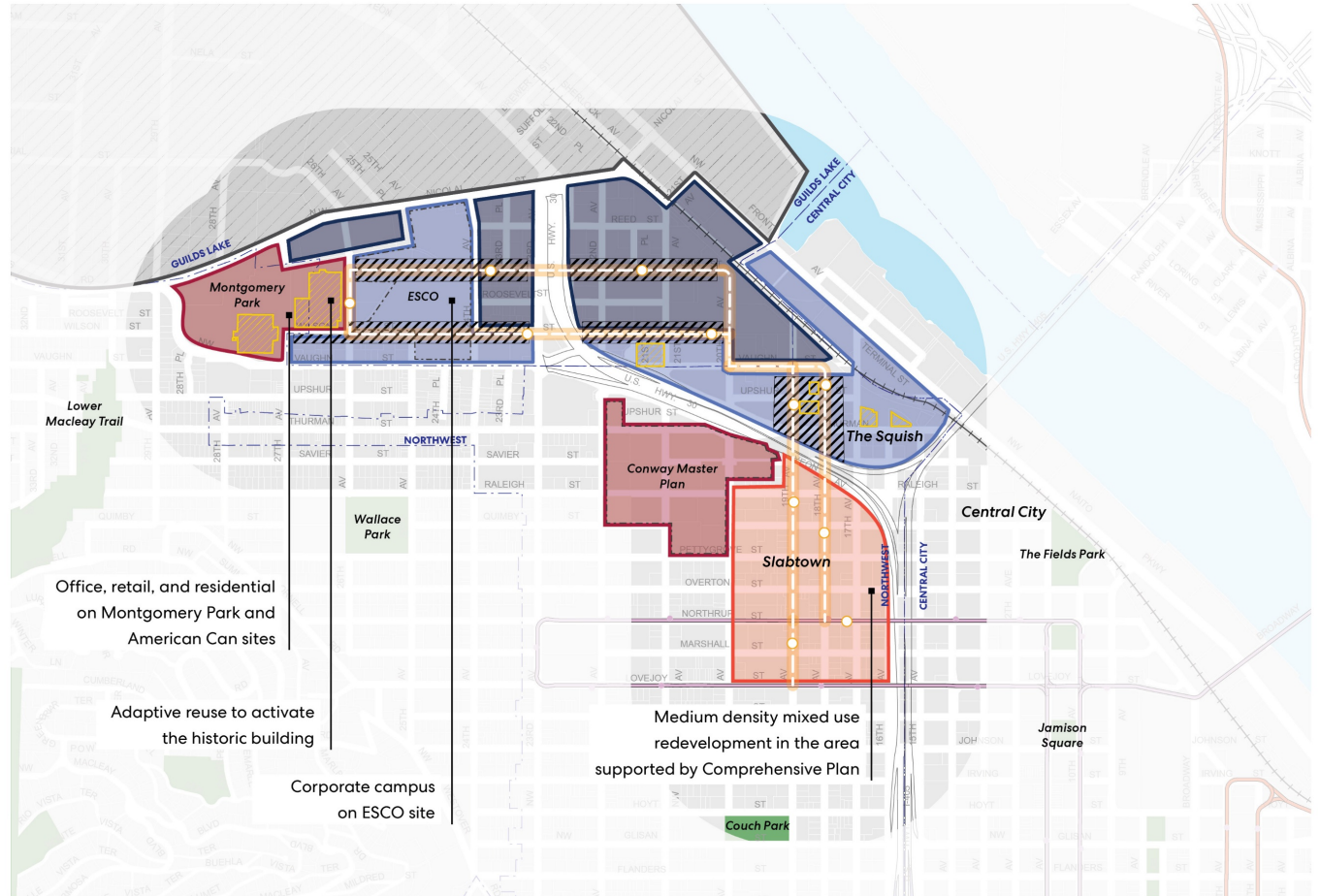
- Scenario 1 Enhanced Industrial
 - Create an industrial-focused sustainable economy through zoning and land use
 - Allow more flexibility for creative office in the industrial zones
 - Main streets are targeted for ‘makers spaces’
 - ESCO develops as a corporate campus
- Scenario 2 Employment
 - Focused on office space and employment activities
 - Conservation and reuse of existing structure for affordable space
 - ESCO rezoned for high-density employment center
- Scenario 3 Mixed Use
 - Mixed use district supported by employment anchors, mixed housing and neighborhood retail/services
 - More housing/affordable housing within district with nearby amenities
 - ESCO is rezoned as high-density mixed use and urban center

Scenario 1

Legend

- High Density Mixed Use
- Medium Density Mixed Use
- Medium Density Employment
- Light Industrial & Creative Office
- Industrial Main Street Overlay*
- Historic/Cultural Building Preserved
- Heavy Industrial
- Proposed Transit Alignment
- Existing Streetcar
- Plan District Boundary

* Industrial Main Street Overlay considers additional development standards and guidelines



SCENARIO 1: INDUSTRIAL

SCENARIO 2: EMPLOYMENT

SCENARIO 3: MIXED USE

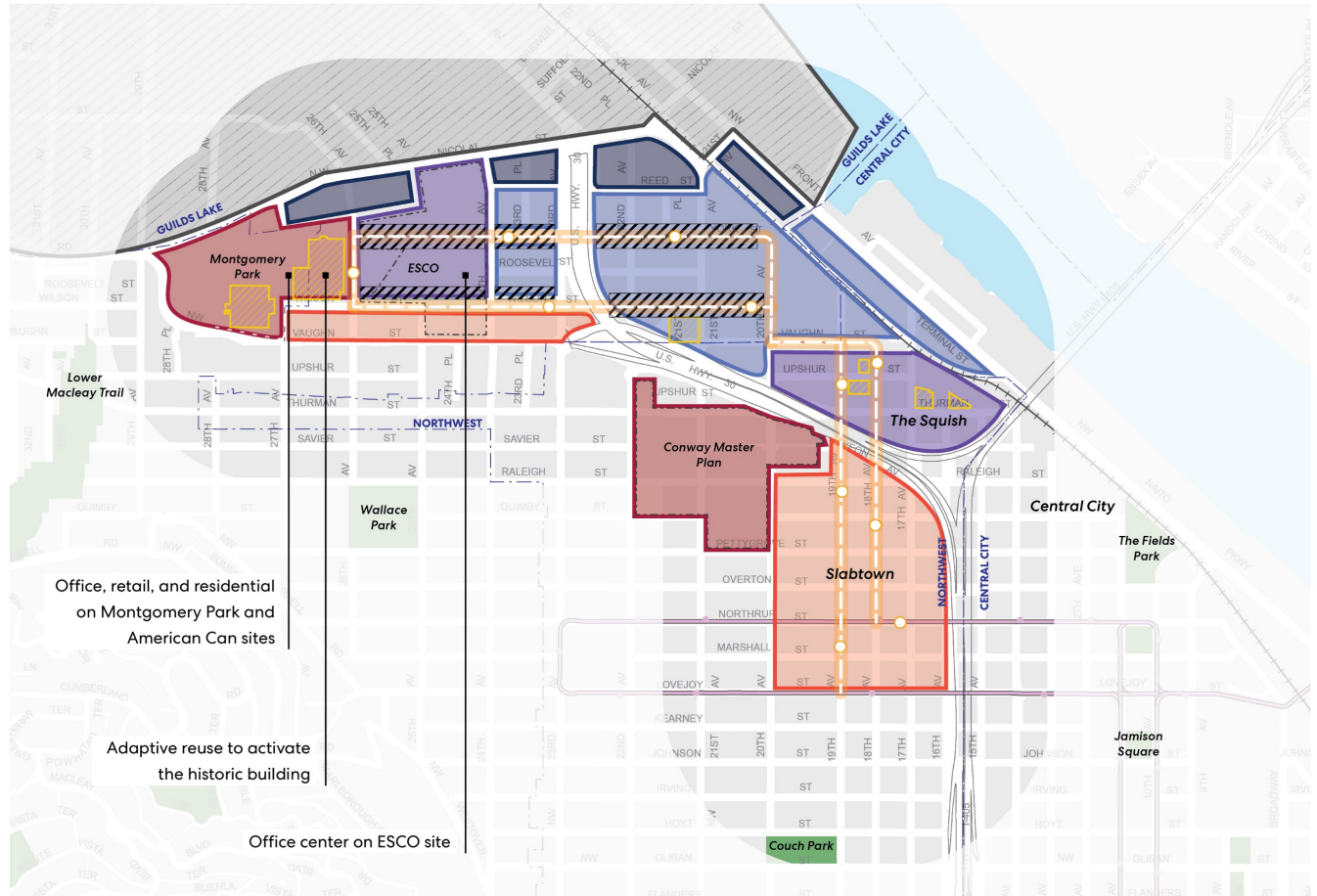


Scenario 2

Legend

- High Density Mixed Use
- Medium Density Mixed Use
- High Density Employment*
- Medium Density Employment
- Light Industrial & Creative Office
- Main Street Overlay**
- Historic/Cultural Building Preserved
- Heavy Industrial
- Proposed Transit Alignment
- Existing Streetcar
- Plan District Boundary

* Allows housing as a conditional use.
 ** Main Street Overlay considers additional development standards and guidelines.



Office, retail, and residential
on Montgomery Park and
American Can sites

Adaptive reuse to activate
the historic building

Office center on ESCO site

SCENARIO 1: INDUSTRIAL

SCENARIO 2: EMPLOYMENT

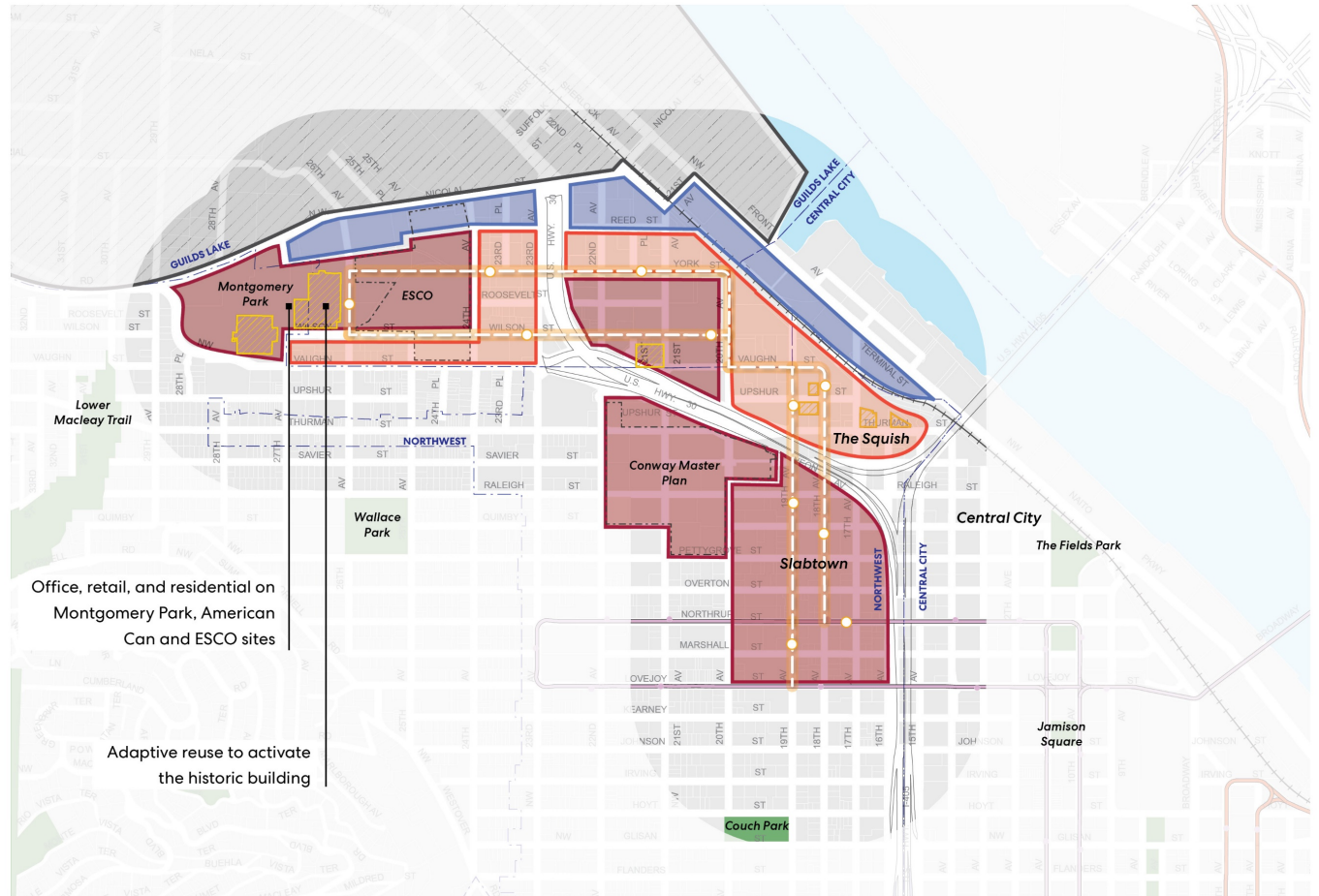
SCENARIO 3: MIXED USE



Scenario 3

Legend

- High Density Mixed Use
- Medium Density Mixed Use
- High Density Employment
- Medium Density Employment
- Historic/Cultural Building Preserved
- Heavy Industrial
- Proposed Transit Alignment
- Existing Streetcar
- Plan District Boundary



SCENARIO 1: INDUSTRIAL

SCENARIO 2: EMPLOYMENT

SCENARIO 3: MIXED USE



What We Heard - NW Scenarios

From Public

- Questions about need/usefulness of transit/streetcar investment
- Uncertainties about viability of streetcar/transit supporting industrial land
- More support for streetcar with “enhanced industrial” office
- Stronger support for high density employment served by transit/streetcar
- Strongest support for mixed use served by transit/streetcar

From PWG

- Need for more data - including transportation analysis/traffic impacts
- More information about trade-offs and equity implications
- Information should be presented clearly with trade offs defined and no bias
- No scenario is a clear direction:
 - Industrial jobs are important - equity implications not yet addressed
 - Employment scenario - commuter destination; lacks night activity
 - Mixed Use - possible long-term direction, but has impacts for existing uses
 - Better balance of jobs and housing should be explored

NW Urban Design Scenarios

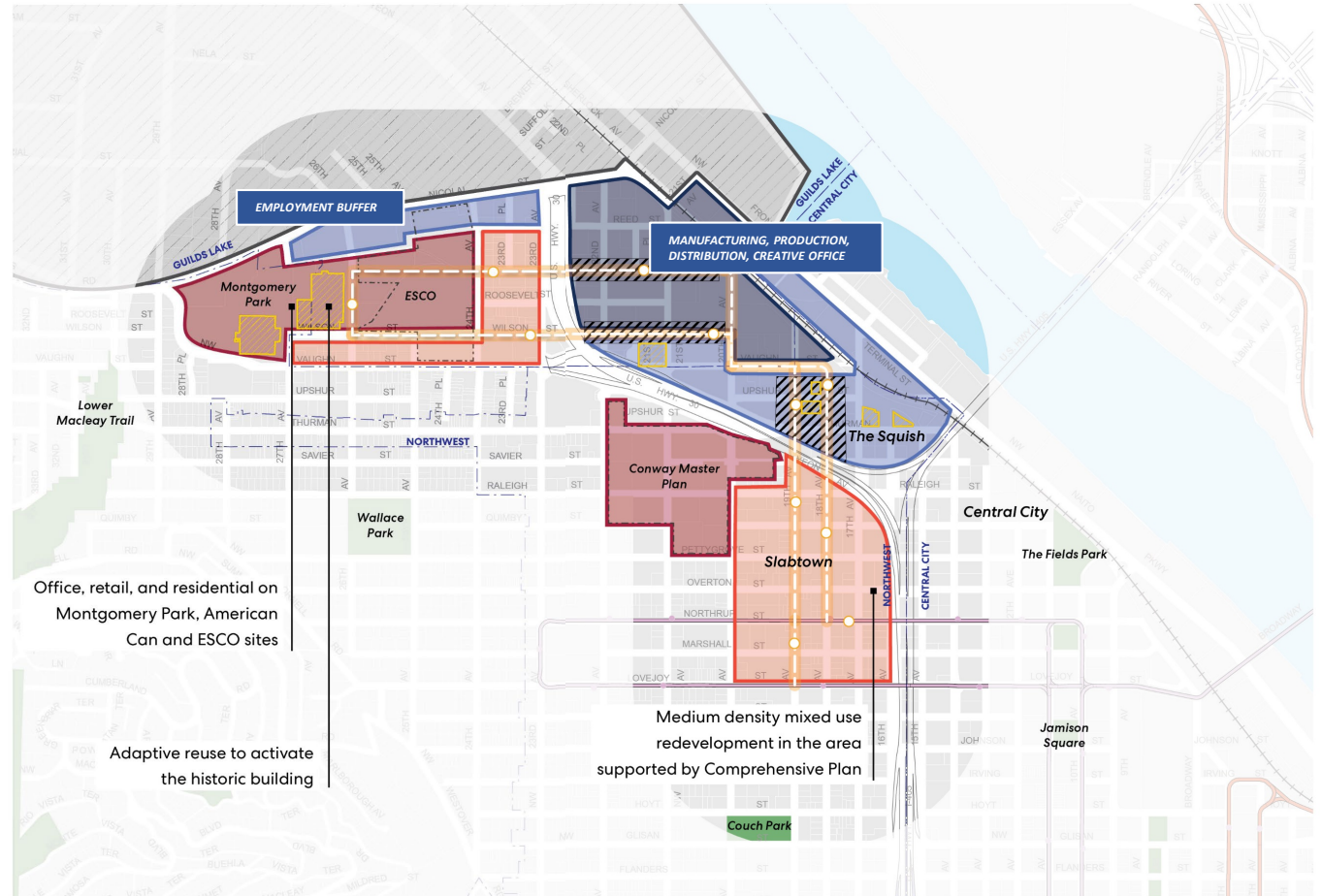
- **Scenario 4 Hybrid: Enhanced Industrial and Mixed-Use**
 - Industrial/enhanced industrial focus east of HWY 30
 - Mixed use district focus west of Highway 30
 - Employment buffer between mixed use district and Nicolai to offer additional buffer between potential housing and industrial sanctuary
 - Limits changes to industrial land supply and impact to jobs
 - Industrial areas with mixed use Comprehensive Plan designations will transition over time

Scenario 4

Legend

- High Density Mixed Use
- Medium Density Mixed Use
- Medium Density Employment
- Light Industrial & Creative Office
- Industrial Main Street Overlay*
- Historic/Cultural Building Preserved
- Heavy Industrial
- Proposed Transit Alignment
- Existing Streetcar
- Plan District Boundary

* Industrial Main Street Overlay considers additional development standards and guidelines



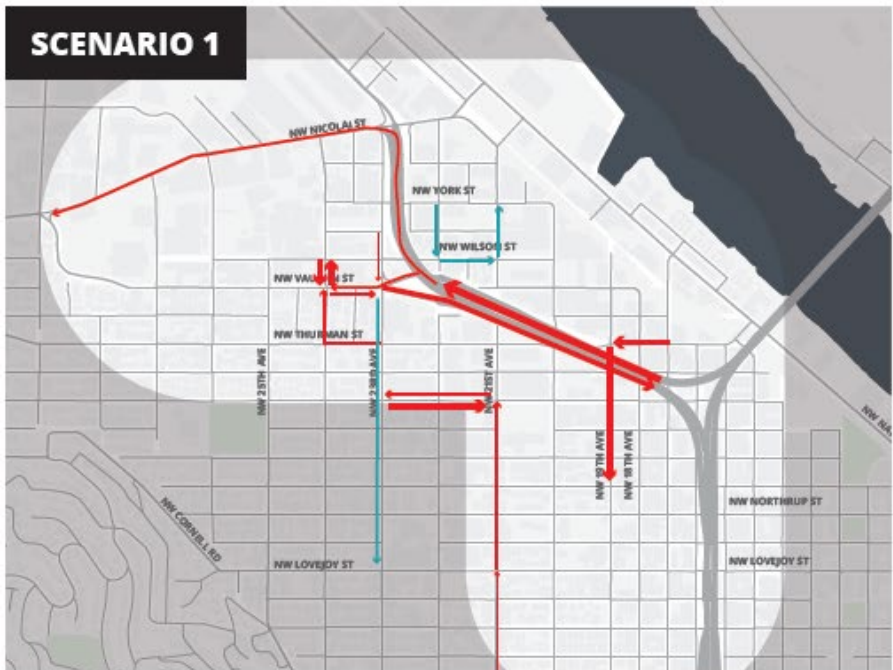
Hybrid of Mixed Use and Enhanced Industrial

Scenario Comparison

Scenario	New Jobs	New units/ Affordable units (10% @ 60%)	DRAFT Preliminary Value Created over Baseline	Tradeoffs
Scenario 1 Enhanced Industrial	1,120 Industrial 1,844 Office 40 Retail/Rest.	0 / 0	1.1 X Base (\$297 M)	<ul style="list-style-type: none"> Preserves existing industrial jobs/ holds land for future industrial uses Less \$ for community benefit/ no housing Less conducive to streetcar
Scenario 2 Employment	480 Industrial 3,880 Office 120 Retail/Rest.	1,000 / 100	1.26 x Base (\$695 M)	<ul style="list-style-type: none"> Preserves industrial jobs and adds other employment close to central city Creates moderate increment and some housing
Scenario 3 Mixed Use	-450 Industrial -510 Office 600 Retail/Rest.	5,000 / 500	1.46 x Base (\$1.24 B)	<ul style="list-style-type: none"> Creates a lot of housing stock with some affordable housing Creates high increment for other community benefits Crowds out employment development and loses industrial jobs
Scenario 4 Hybrid	0 Industrial -100 Office 480 Retail/Rest.	4,000 / 400	1.42 x Base (\$1.14 B)	<ul style="list-style-type: none"> Preserves existing industrial jobs/ holds land for future industrial uses Adds housing near jobs, with some affordable housing Creates high increment for community benefits

Scenario	Changes district trips	Transportation Impacts (worsened conditions)	Transportation Impact (trends/ improved conditions)
Baseline	4630 trips	<ul style="list-style-type: none"> 4,780 trips WB Cornell vc 1.31 	
Scenario 1 Enhanced Industrial	+35%	<ul style="list-style-type: none"> 6,460 trips (+35%) Greatest impact to Vaughn on-ramp (vc .95 -> 1.04) SB approach to Vaughn on 23rd over 1 	<ul style="list-style-type: none"> Larger impacts most significantly on freeway and nearby streets Some local streets see fewer trips: 23rd between Thurman and Vaughn, Wilson between 23rd and 21st, Lovejoy
Scenario 2 Employment	+29%	<ul style="list-style-type: none"> On ramp at Vaughn becomes 1.02 vc SB approach to Vaughn on 23 at .92 	<p>Improved conditions on some local streets from baseline:</p> <ul style="list-style-type: none"> 23rd NB approach to Vaughn, 24th between Vaughn and Wilson On/off ramps to Broadway bridge from Broadway approach
Scenario 3 Mixed Use	+28%	<ul style="list-style-type: none"> On ramp at Vaughn becomes 1.01 vc SB approach to Vaughn on 23 at .90 	<p>Trips shift to use Broadway bridge to leave district; stay on US 30 longer to exit at Nicolai</p> <p>Improved conditions on some local streets from baseline:</p> <ul style="list-style-type: none"> 23rd NB approach to Vaughn, 24th between Vaughn and Wilson Vaughn between 25/26 Broadway on/off ramps to Broadway bridge
Scenario 4 Hybrid	+27%	<ul style="list-style-type: none"> On ramp at Vaughn becomes 1.01 vc SB approach to Vaughn on 23 at .90 (similar S3) 	<p>Improved conditions on some local streets from baseline:</p> <ul style="list-style-type: none"> 23rd NB approach to Vaughn, 24th between Vaughn and Wilson Vaughn between 25/26 Wilson WB Overton/ Northrup WB

SCENARIO 1



SCENARIO 2



SCENARIO 3



SCENARIO 4



CONGESTION HOTSPOTS FOR FURTHER ANALYSIS





NW 23rd Ave
Southbound approaching NW Vaughn
• Scenario 1

HWY 30 / I-405 On-ramp
Eastbound approaching Fremont Bridge
• Scenario 1
• Scenario 2
• Scenario 3
• Scenario 4

NW 24th Ave*
Between NW Vaughn & NW Thurman
• Scenario 1
• Scenario 2
• Scenario 3

**not over-capacity, but exceeds Neighborhood Greenway guidelines for vehicle volumes.*

LEGEND

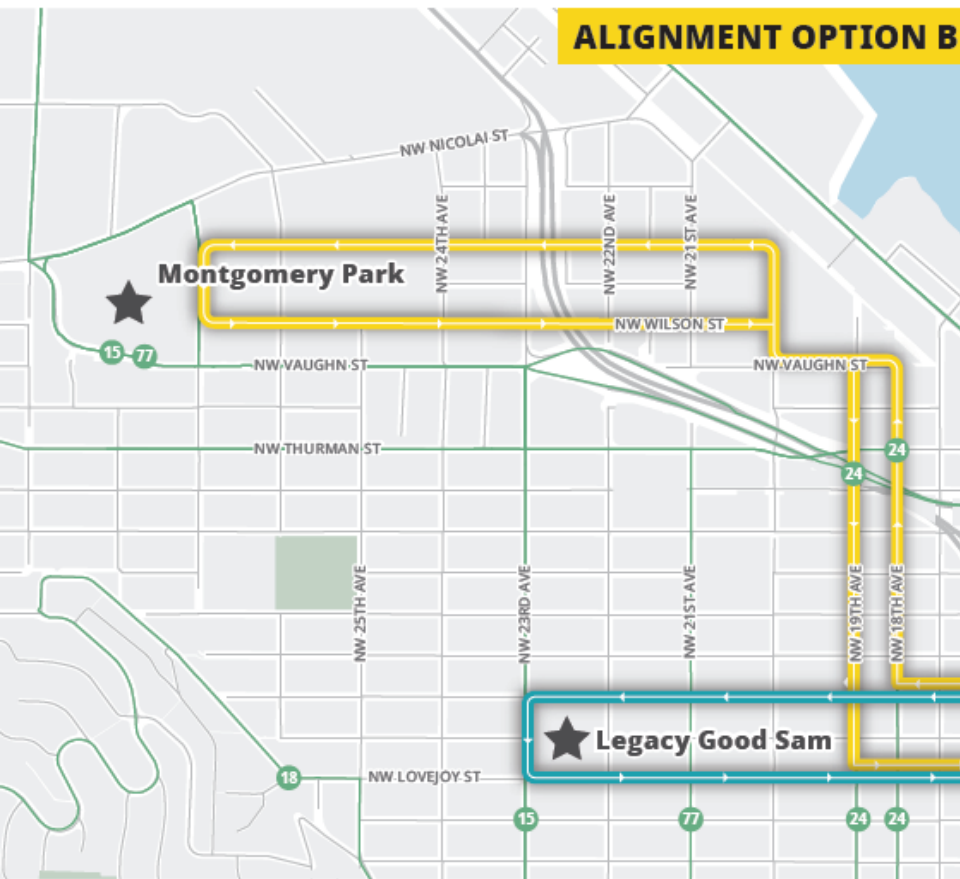
-  Initial modeling indicates new congestion over capacity
-  Initial modeling indicates new traffic volumes over established neighborhood greenway guidelines



Streets with expected increased traffic flows for additional consideration:

- NW 21st Ave
- NW 19th Ave
- NW Raleigh St
- NW Thurman St

ALIGNMENT OPTION B



ALIGNMENT DESCRIPTION:

New line heading north along **NW 18th & 19th Ave**;
Connecting to Montgomery Park via **NW York & Wilson**
with service to the eastside.

KEY CONSIDERATIONS:

- Opportunity for spurring growth in jobs and housing along the new alignment
- More direct route to destination with strong support from adjacent properties.
- High potential for a community benefits agreement to support city-wide goals
- Provides new, high quality transit and transportation connections to a district with limited access today
- Inconsistent with existing adopted zoning and industrial sanctuary policies
- Requires right-of-way acquisition between NW 24th to 26th through ESCO site
- 3.5 miles of new track construction and six new streetcars

Alignment used for Scenarios 1 - 3 analysis

Capital Cost estimates: \$130-145 M

Operating Cost estimates: \$3.5 - 4.5 M/ yr

Needs: 5 new cars, new maintenance barn

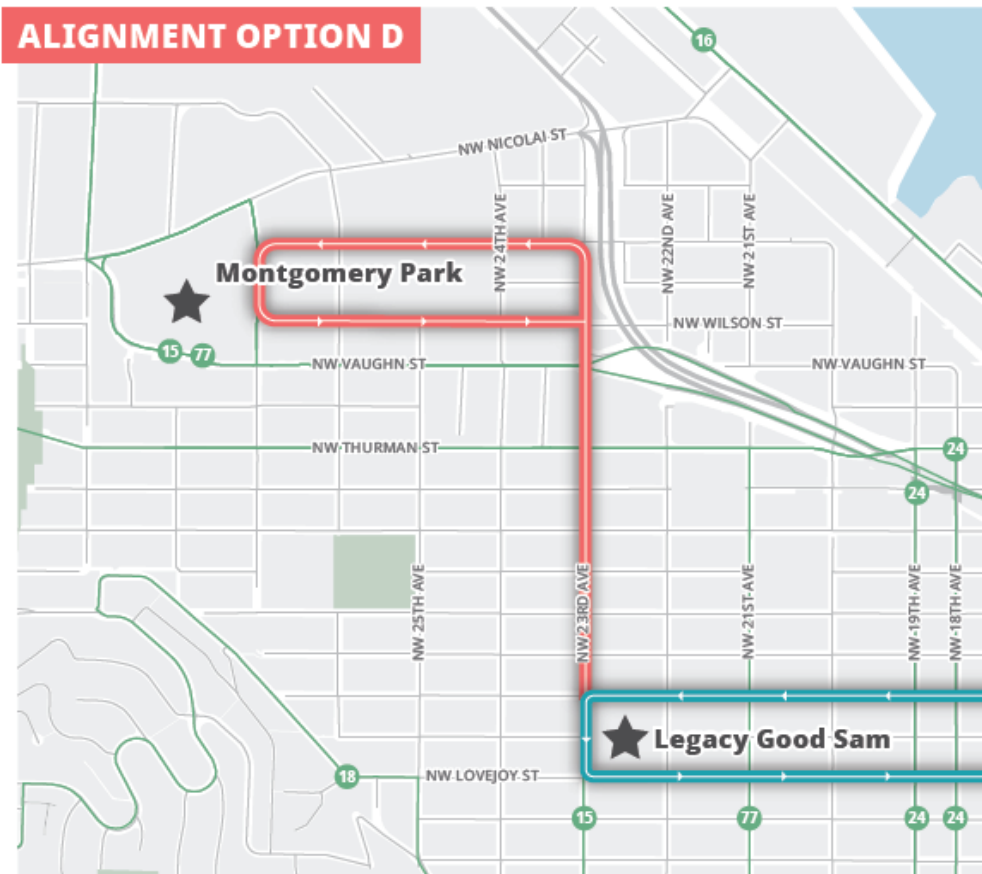
ALIGNMENT DESCRIPTION:

Extension of existing N/S streetcar service, connecting to Montgomery Park along **NW 23rd Ave** tying into a couplet along **NW York and Wilson St.**

KEY CONSIDERATIONS:

- Limited policy conflicts with industrial sanctuary and Comprehensive Plan.
- Narrow redevelopment opportunity along NW 23rd and adjacent areas.
- NW 23rd Ave is an identified need for a major street rebuild in near future – potential synergy for projects
- Significant construction and ROW impacts on NW 23rd, likely requiring parking removal.
- Potentially significant traffic circulation issue at NW 23rd/Vaughn and HWY 30 / I-405 ramps.
- Medium value capture by serving both existing land uses and high potential sites north or Vaughn.
- 1.6 miles of new track construction with optimal operating plan to extend NS line. Requires purchase of two additional streetcars

ALIGNMENT OPTION D



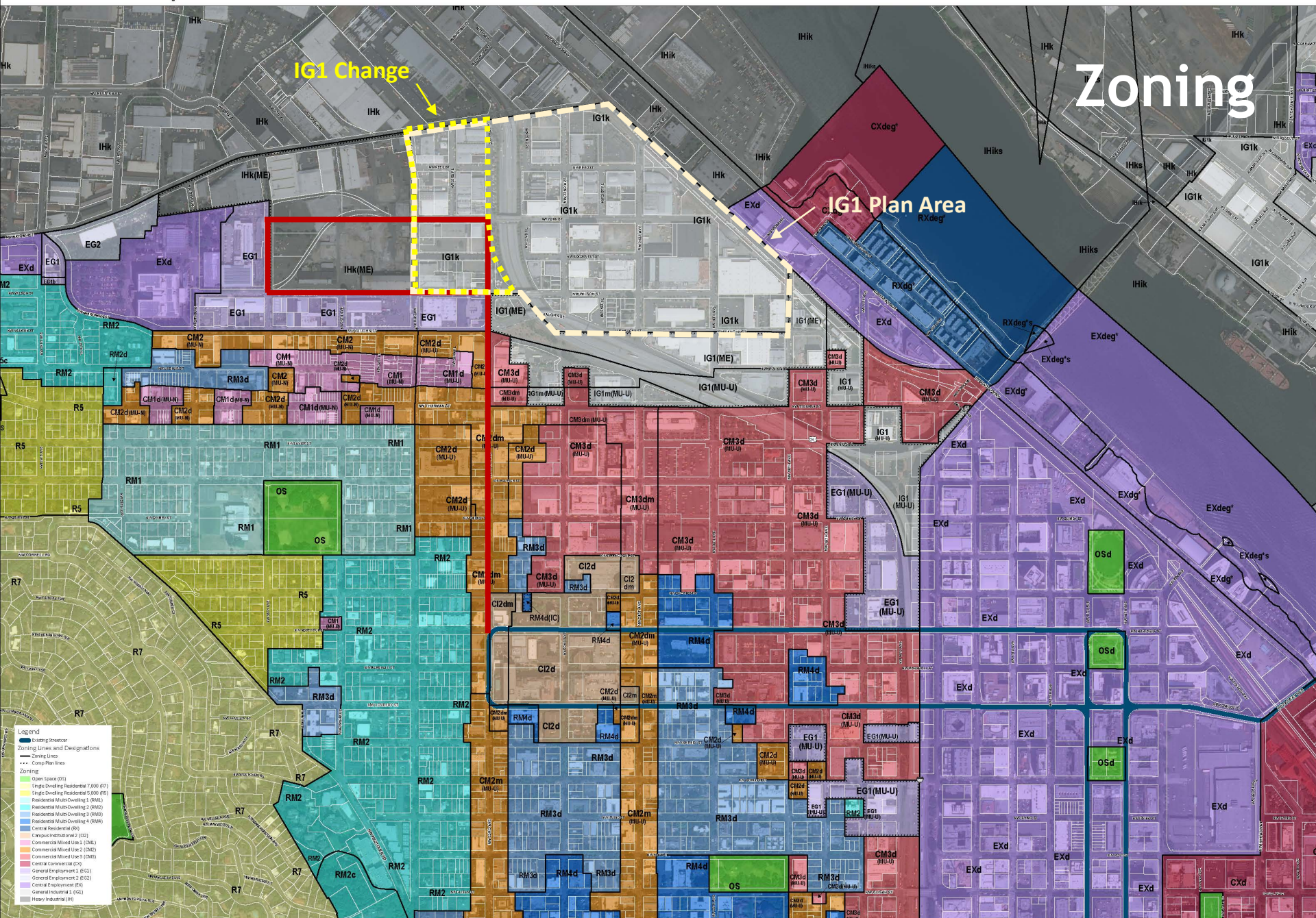
Potential Scenario 4 Alignment

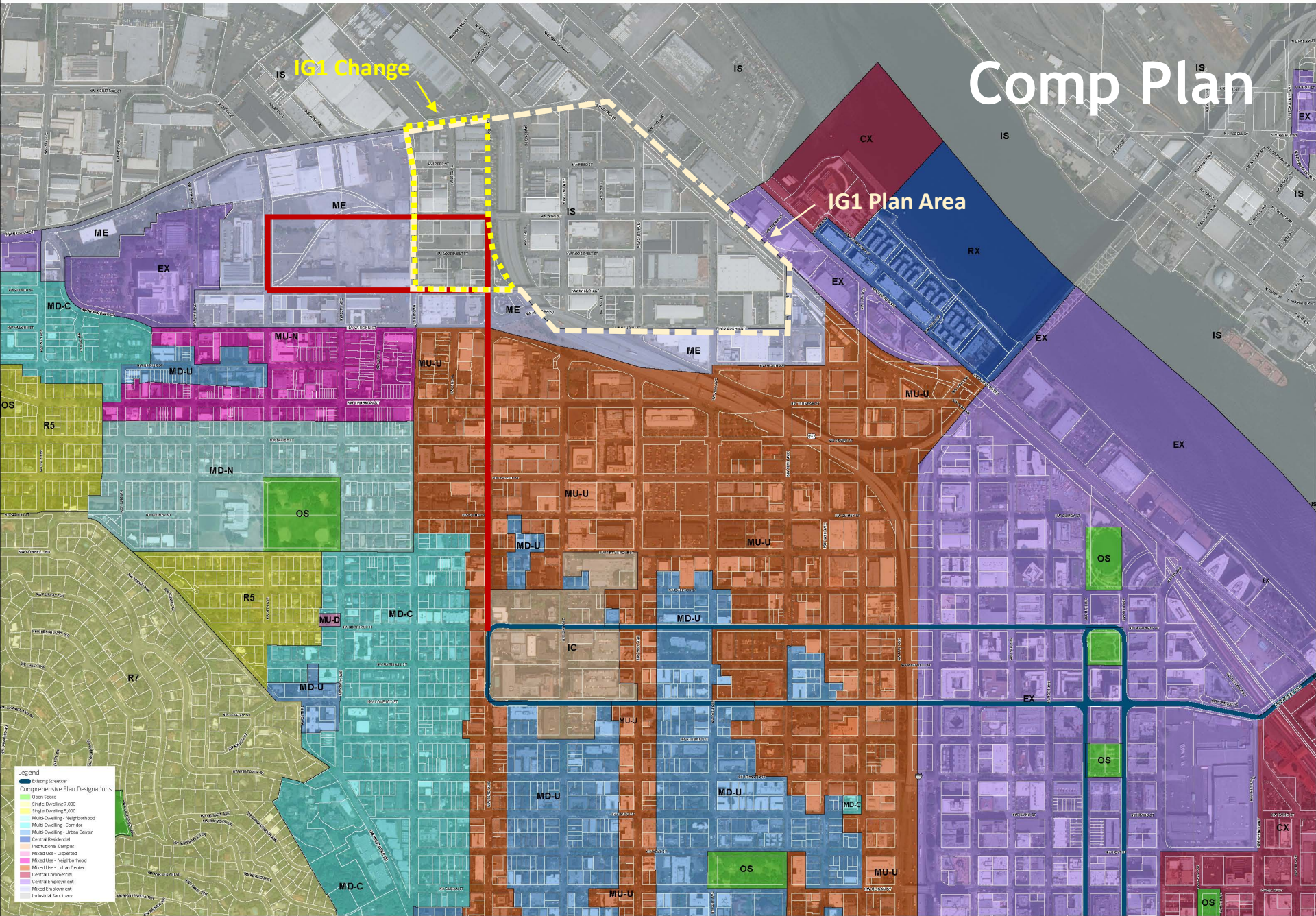
Capital Cost estimates: \$45 M

Operating Cost estimates: \$250 - 300K / yr

Costs incl: 2 new cars, but could operate without any added cars

Requires implementation of 23rd street rebuild with new cross section designs





Comp Plan

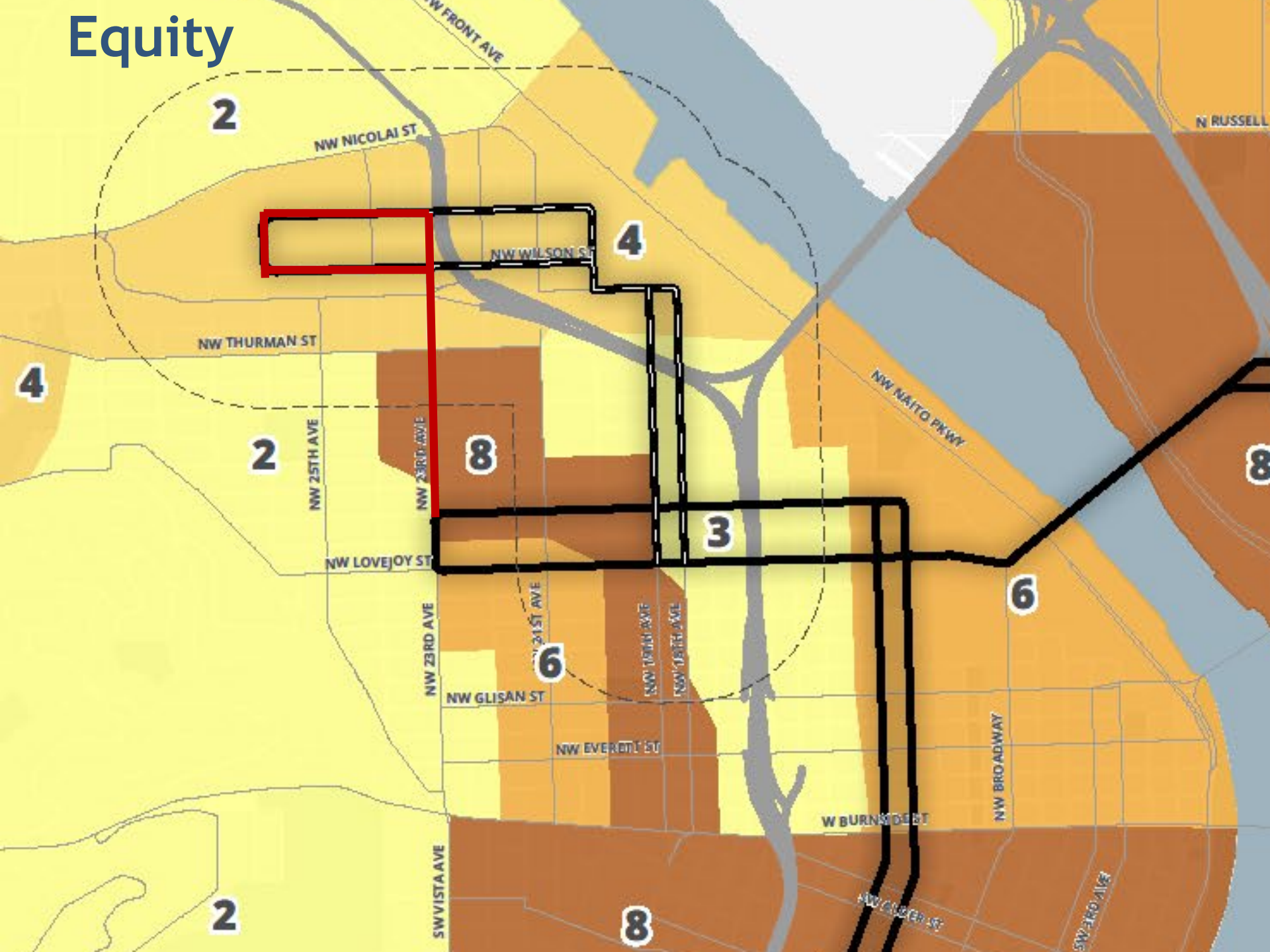
IS IG1 Change

IG1 Plan Area

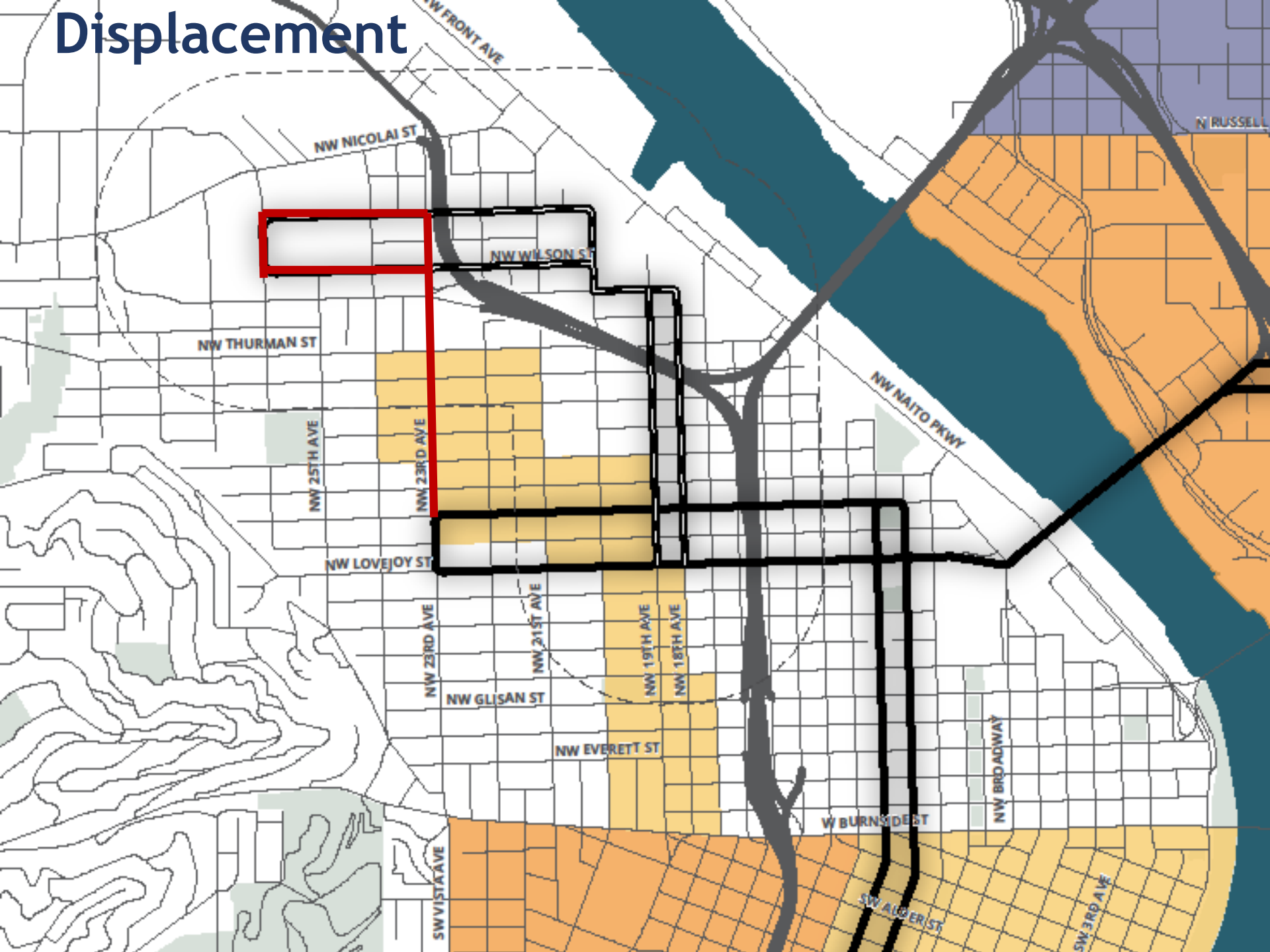
- Legend**
- Existing Street
 - Comprehensive Plan Designations
 - Open Space
 - Single-Dwelling 5,000
 - Single-Dwelling 2,000
 - Multi-Dwelling - Neighborhood
 - Multi-Dwelling - Corridor
 - Multi-Dwelling - Urban Center
 - Central Residential
 - Institutional Campus
 - Mixed Use - Dispersed
 - Mixed Use - Neighborhood
 - Mixed Use - Urban Center
 - Central Commercial
 - Central Employment
 - Mixed Employment
 - Industrial District



Equity



Displacement



Possible Public Benefits to Consider:

- Streetcar funding
- Deeper housing affordability (12% at 60% MFI via zoning)
- Additional affordable housing (via additional value capture)
- Affordable commercial space
- Affordable maker space
- Street network completion and improvements
- Parks or community space
- Brownfield clean-up funding
- Childcare
- Ownership/Co-op

Next Steps:

Northwest Portland:

- Select preferred alternative (land use, alignment)
- Draft preliminary public benefits package
- Develop Discussion Draft Plan - Comp Plan, Zoning, Plan District and regulatory tools
- Share Discussion Draft with public
- Craft multimodal transportation plan for district based on land use preference
- Advance public benefits and equity strategy through development agreement or other mechanisms.

MP2H Process

Summer 2020

- ✓ *Review Concepts with public, PWG and other stakeholders*
- ✓ *Analyze development, housing, jobs data*
- ✓ *Collect preliminary equitable development & public benefit directions*
- ✓ *Identify preferred land use alternative or hybrid*

Fall 2020

- *Identify preferred land use alternative or hybrid*
- *Refine preferred land use plan: zoning and tools*
- *Develop public benefits/equity approach*
- *Begin transportation analysis and plan; implementation approaches*
- *Release Discussion Draft proposal for further public review*

Winter – Spring 2021

- *Refine Discussion Draft land use and transportation plan*
- *Release Proposed Draft Plan for public review*
- *Planning and Sustainability Commission (PSC) Hearings*

Summer – Fall 2021

- *Release PSC Recommended Plan for public review*
- *Portland City Council Public Hearings*