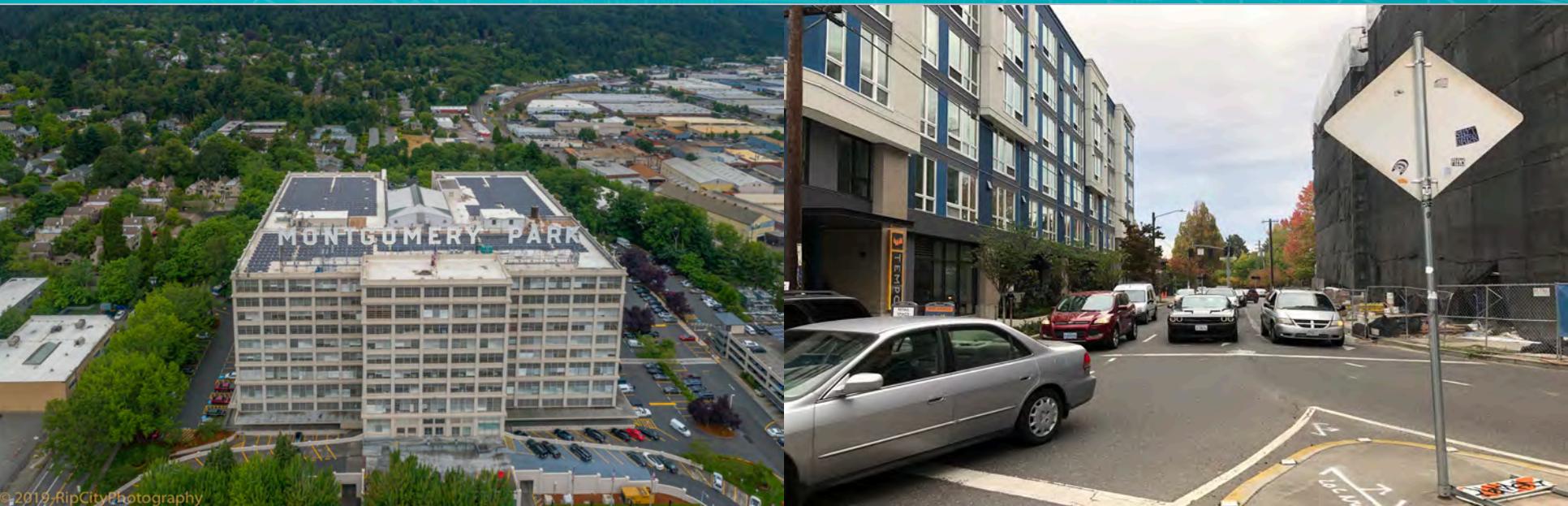


# Montgomery Park to Hollywood Transit and Land Use Development Strategy



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PWG 11-19-2020



**PBOT**  
PORTLAND BUREAU OF TRANSPORTATION



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

# PWG Agenda

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- 4:00 Welcome and Introductions
- 4:10 Project Updates/Housekeeping
- *Meeting Notes*
  - *PWG items and Public Comments*
- 4:15 Alternatives and Scenario Data
- *Transit alternatives evaluation*
  - *Update on Scenarios - "no change" data*
- 4:40 Preferred Scenario (Scenario 4)
- *Industrial land*
  - *Draft Implementation Conditions*
  - *Potential Plan and Zoning concepts*
- 5:30 Transportation Task Discussion
- 5:50 Next Steps/Public Comment
- *Next meeting/topics*
- 6:00 Adjourn

# Transit Alternatives | Mode Assumptions

Alternative	Vehicle	Right-of-Way	Service Span	Frequency
Streetcar	Streetcar	Operates on tracks in a mixed-traffic environment	5:30 am – 11:30 pm	15 minutes
Enhanced Bus	60-foot electric articulated bus	Operates in mixed-traffic with speed and reliability elements	5:30 am – 11:30 pm	15 minutes
Standard Bus	40-foot bus	Operates in mixed-traffic	5:30 am – 11:30 pm	15 minutes
Micro-shuttle	4 to 8 passenger shuttle	Operates in mixed-traffic	5:30 am – 11:30 pm	7.5 minutes
Micro-shuttle feeder	4 to 8 passenger shuttle	Operates in mixed-traffic	5:30 am – 11:30 pm	7.5 minutes

# Transit Alternatives | Considerations



## Land use density suitability

Suitability of each mode for each of three land use/urban design scenarios: Industrial, Employment, and Mixed-Use



## Transit impacts on development

Expected additional transit-oriented development per \$1 of investment in transit



## Jobs and housing access

Jobs and residents accessible within a 45-minute trip on high-capacity transit from Montgomery Park



## Neighborhood Transit access

Population and jobs within walking distance of transit stops in Montgomery Park



## Operating and maintenance (equipment replacement) cost

Ongoing costs for operating the transit service



## Capital cost

Cost to build the new transit alignment, stations, and purchase vehicles

# Transit Alternatives | Considerations (continued)



## Ridership

Estimated average weekday transit boardings



## Transit and transportation connectivity

Integration of the mode with the rest of the Portland transit network



## Construction and funding feasibility

Likelihood to obtain funding and community support for funding construction and ongoing operations



## Air and water pollution impacts

Effects on regional and local air and water pollution



## Equity

Development impacts and outcomes and accessibility of vehicles

Alternative	Land Use Suitability	Impacts on Development	Jobs & Housing Access	Neighborhood Access	O&M Cost (lower cost = higher rating)	Capital Cost (lower cost = higher rating)	Ridership	Transit and Transportation Connectivity	Feasibility	Pollution Impacts	Equity
<b>Streetcar</b>	Employment or Mixed-Use	●	●	●	◐	◐	●	●	●	●	●
<b>Enhanced Bus</b>	Employment or Mixed-Use	●	●	●	◐	◐	◐	●	●	●	◐
<b>Standard Bus</b>	Industrial, Employment or Mixed-Use	◐	◐	◐	◐	◐	◐	●	◐	◐	◐
<b>Microshuttle</b>	Industrial	◐	◐	◐	◐	●	◐	◐	◐	◐	◐
<b>Microshuttle feeder</b>	Industrial	◐	◐	◐	●	●	◐	◐	◐	●	◐

# Transit Alternatives | Streetcar Takeaways

- Good fit for the highest density development scenarios
- Tends to drive high-density, mixed use development
- Ability to leverage private money to help pay for public infrastructure + other community benefits
- Vehicles offer highest capacity, no-emissions
- Service draws highest ridership
- In Portland, has higher proportion of low-income, non-white, seniors than traditional bus
- Provides high levels of ADA accessibility (level boarding, wide doors)
- Capital costs are higher than trad bus, have longer implementation timeline
- Less flexibility for re-routes



# Transit Alternatives | Enhanced Bus Takeaways

- High-capacity option similar to streetcar at a lower cost
- Most suited to the medium to high-density neighborhoods
- Enhanced bus (or “BRT light”) projects are known to help spur investment elsewhere, but no local experience yet
- Speed and reliability elements have the potential to provide faster travel times than Standard Bus or Micro-Shuttle
- Unknown if could raise private funds through LID
- Design likely to have similar ADA accessibility benefits to streetcar
- Would have similar emissions benefit as streetcar if electric



# Transit Alternatives | Standard Bus Takeaways

- Seamless, low-cost integration with TriMet's existing networks
- Suitable for all land use scenarios – although has lower carrying capacity than BRT or streetcar
- Hasn't been shown to spur development of jobs/housing
- Falls in middle range in terms of costs, rider capacity, and projected ridership
- Could be vulnerable to traffic speed and reliability if priority treatments are not included
- Would not generate private funding for construction or community benefits

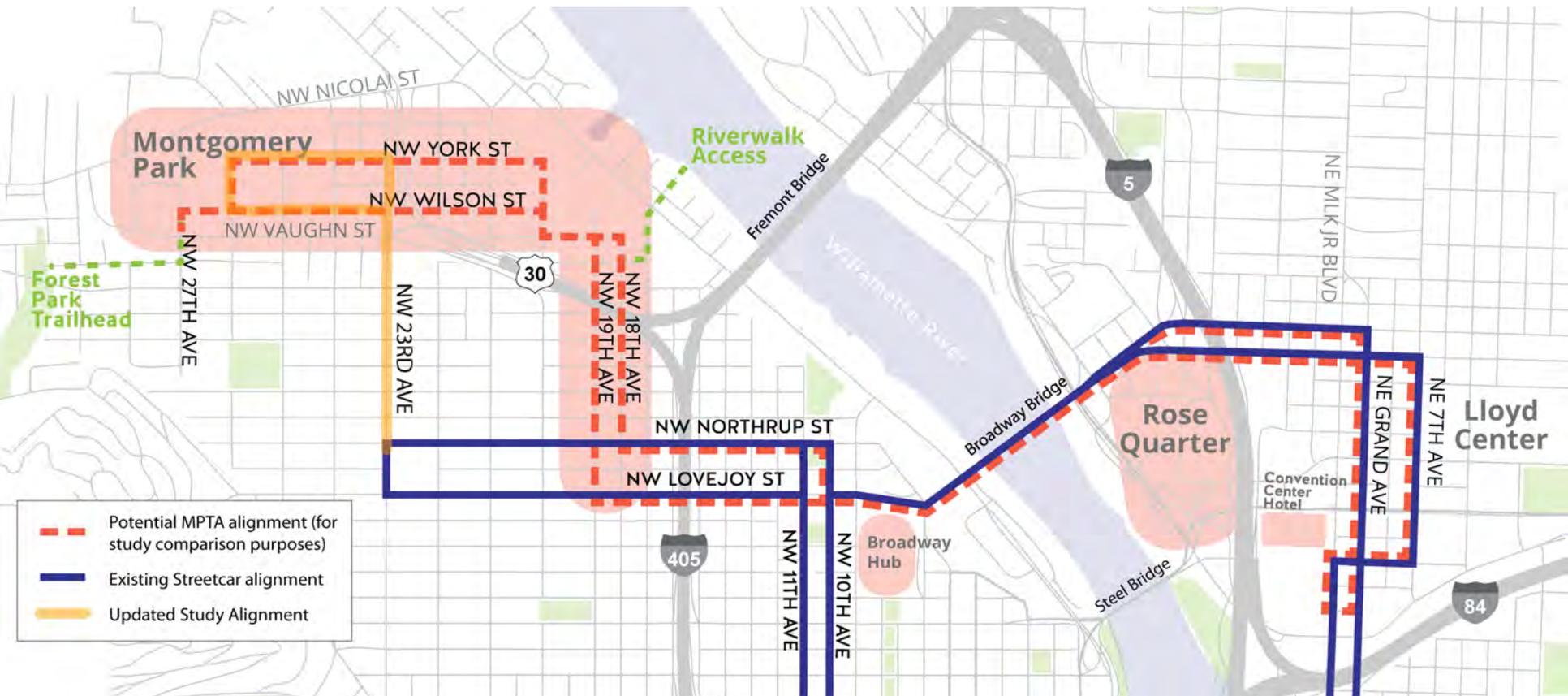


# Transit Alternatives | Microshuttle Takeaways

- Offers flexible, on-demand service for a relatively low capital investment
- Fits best with the low-density areas (e.g.- Industrial land use)
- Good, flexible access but limited ridership capacity. Does not provide economies of scale like higher-capacity modes
- On-demand service is flexible but has reduced reliability
- Unknown feasibility in implementing a new transit mode in the Portland region
- Unlikely to qualify for federal funding and has no proven ability to leverage private funding
- Represents a lower initial investment but carries higher risk and brings fewer benefits
- Micro-shuttle may be most appropriate as an interim solution or pilot project rather than a long-term transit solution for Northwest Portland.



# Transit Alternatives | Study Alignment



# 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



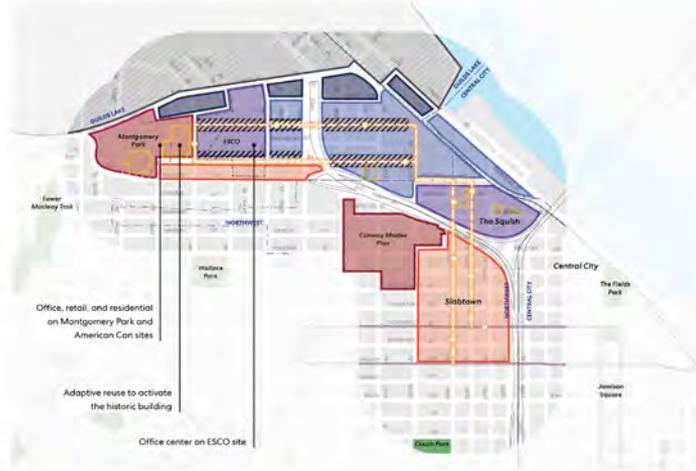
4

# 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.



SCENARIO 1: INDUSTRIAL

SCENARIO 2: EMPLOYMENT

SCENARIO 3: MIXED USE



4

# Scenario 3

### Legend

- High Density Mixed Use
- Medium Density Mixed Use
- High Density Employment
- 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



SCENARIO 1: INDUSTRIAL

SCENARIO 2: EMPLOYMENT

SCENARIO 3: MIXED USE



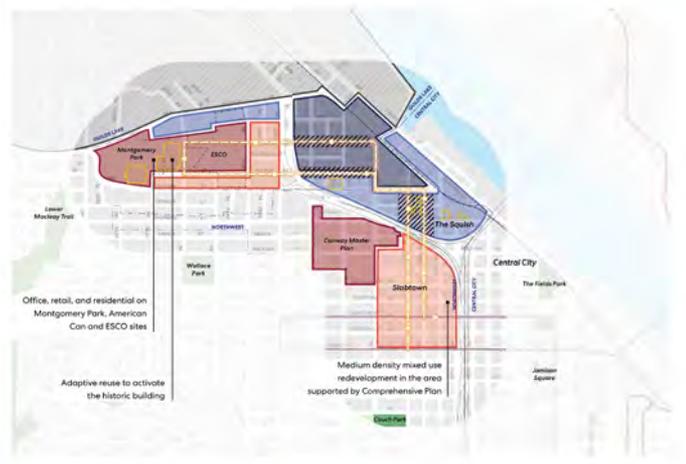
14

# 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



SCENARIO 1: INDUSTRIAL

SCENARIO 2: EMPLOYMENT

SCENARIO 3: MIXED USE



4

MP2H Scenario	Jobs	Units/ Affordable units (10% @ 60%)	DRAFT Preliminary Value Created	Tradeoffs
Scenario 0 No Change	1,000 Industrial 1,340 Office 1,100 Retail/Rest.	13,000 1,100	\$2.72 B	<ul style="list-style-type: none"> <li>• Maintains industrial and employment zoning and jobs in core study area</li> <li>• Baseline value/no public benefit \$</li> </ul>
Scenario 1 Enhanced Industrial	2,120 Industrial (+1120) 3,184 Office (+1844) 1,140 Retail/Rest. (+40)	13,000 (+0) 1,100 (+0)	1.1 X Base \$3.01 B (+\$297 M)	<ul style="list-style-type: none"> <li>• Preserves existing industrial jobs/ holds land for future industrial uses.</li> <li>• Modest \$ for public benefit/ no housing</li> <li>• Less conducive to streetcar</li> </ul>
Scenario 2 Employment	1,480 Industrial (+480) 5,220 Office (+3,880) 1,220 Retail/Rest. (+120)	14,000 (+1,000) 1,200 (+100)	1.26 x Base \$ 3.42 B (+\$695 M)	<ul style="list-style-type: none"> <li>• Preserves industrial jobs and adds other employment close to central city</li> <li>• Creates moderate increment and some housing</li> </ul>
Scenario 3 Mixed Use	550 Industrial (-450) 830 Office (-510) 1,700 Retail/Rest. (+600)	18,000 (+5,000) 1,600 (+500)	1.46 x Base \$ 3.96 B (+\$1.24 B)	<ul style="list-style-type: none"> <li>• Creates a lot of housing stock with some affordable housing</li> <li>• Creates high increment for other community benefits</li> <li>• Crowds out employment development and loses industrial jobs</li> </ul>
Scenario 4 Hybrid	960 Industrial (-40) 1,240 Office (-100) 1,580 Retail/Rest. (+480)	17,000 (+4,000) 1,500 (+400)	1.42 x Base \$ 3.86 B (+\$1.14 B)	<ul style="list-style-type: none"> <li>• Preserves existing industrial jobs/ holds land for future industrial uses</li> <li>• Adds housing near jobs, with some affordable housing</li> <li>• Creates high increment for community benefits</li> </ul>

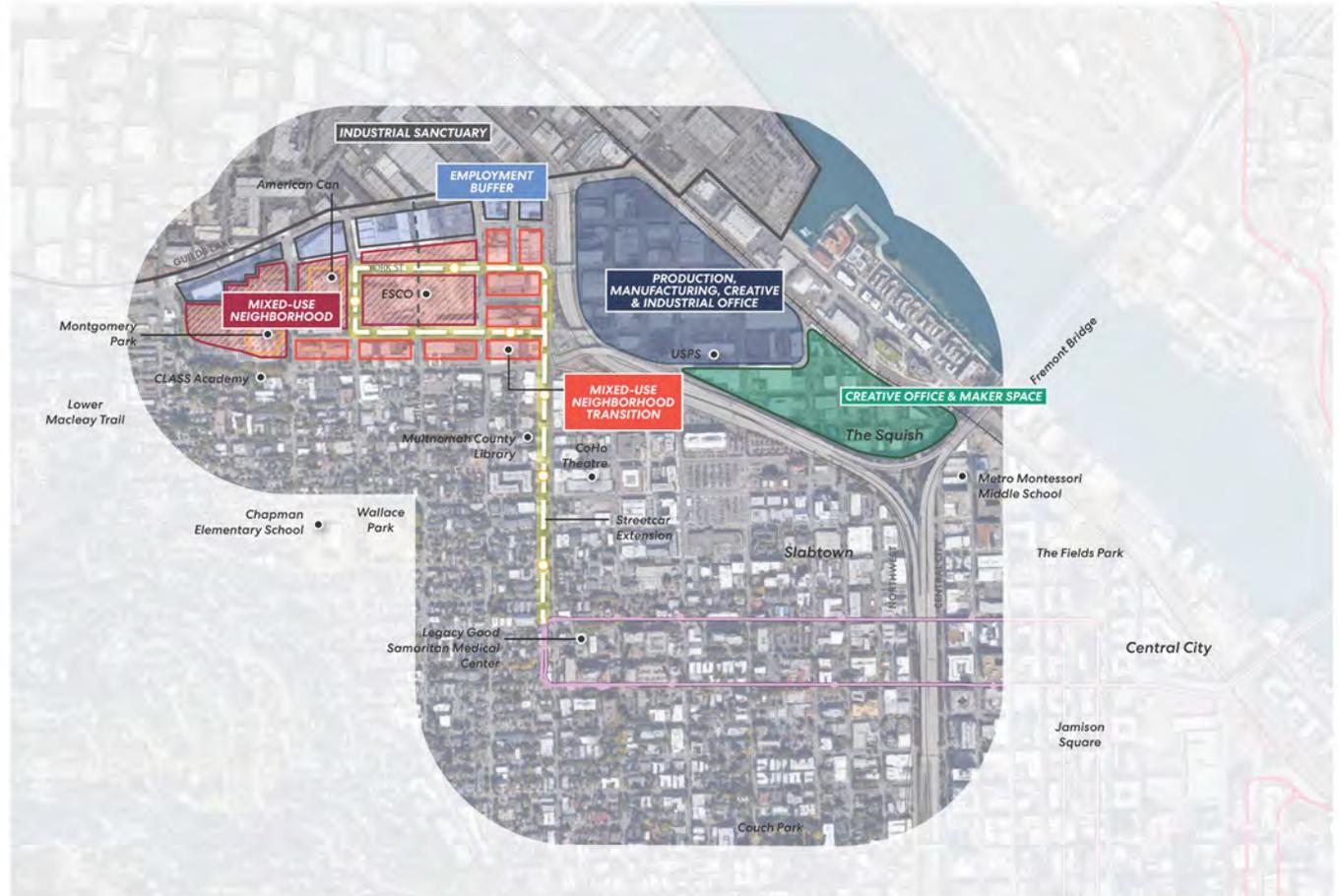
MP2H Scenario	District Trips	Transportation Impacts (worsened conditions)	Transportation Impact (trends/ improved conditions)
Scenario 0 No Change	4630 trips	<ul style="list-style-type: none"> <li>• 4,780 trips</li> <li>• WB Cornell vc 1.31</li> </ul>	
Scenario 1 Enhanced Industrial	+35%	<ul style="list-style-type: none"> <li>• 6,460 trips (+35%)</li> <li>• Greatest impact to Vaughn on-ramp (vc .95 -&gt; 1.04)</li> <li>• SB approach to Vaughn on 23<sup>rd</sup> over 1</li> </ul>	<ul style="list-style-type: none"> <li>• Larger impacts most significantly on freeway and nearby streets</li> <li>• Some local streets see fewer trips: 23<sup>rd</sup> between Thurman and Vaughn, Wilson between 23<sup>rd</sup> and 21<sup>st</sup>, Lovejoy</li> </ul>
Scenario 2 Employment	+29%	<ul style="list-style-type: none"> <li>• On ramp at Vaughn becomes 1.02 vc</li> <li>• SB approach to Vaughn on 23 at .92</li> </ul>	<p>Improved conditions on some local streets from baseline:</p> <ul style="list-style-type: none"> <li>• 23<sup>rd</sup> NB approach to Vaughn,</li> <li>• 24<sup>th</sup> between Vaugh and Wilson</li> <li>• On/off ramps to Broadway bridge from B-way approach</li> </ul>
Scenario 3 Mixed Use	+28%	<ul style="list-style-type: none"> <li>• On ramp at Vaughn becomes 1.01 vc</li> <li>• SB approach to Vaughn on 23 at .90</li> </ul>	<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"> <li>• 23<sup>rd</sup> NB approach to Vaughn,</li> <li>• 24<sup>th</sup> between Vaugh and Wilson</li> <li>• Vaughn between 25/26</li> <li>• Broadway on/off ramps to Broadway bridge</li> </ul>
Scenario 4 Hybrid	+27%	<ul style="list-style-type: none"> <li>• On ramp at Vaughn becomes 1.01 vc</li> <li>• SB approach to Vaughn on 23 at .90 (similar S3)</li> </ul>	<p>Improved conditions on some local streets from baseline:</p> <ul style="list-style-type: none"> <li>• 23<sup>rd</sup> NB approach to Vaughn,</li> <li>• 24<sup>th</sup> between Vaughn and Wilson</li> <li>• Vaughn between 25/26</li> <li>• Wilson WB</li> <li>• Overton/ Northrup WB</li> </ul>

# Scenario 4: Hybrid

Perkins&Will

DRAFT: NOVEMBER 19, 2020

## District Concept



SCENARIO 1: INDUSTRIAL

SCENARIO 2: EMPLOYMENT

SCENARIO 3: MIXED USE

SCENARIO 4: HYBRID

# Scenario 4: Hybrid

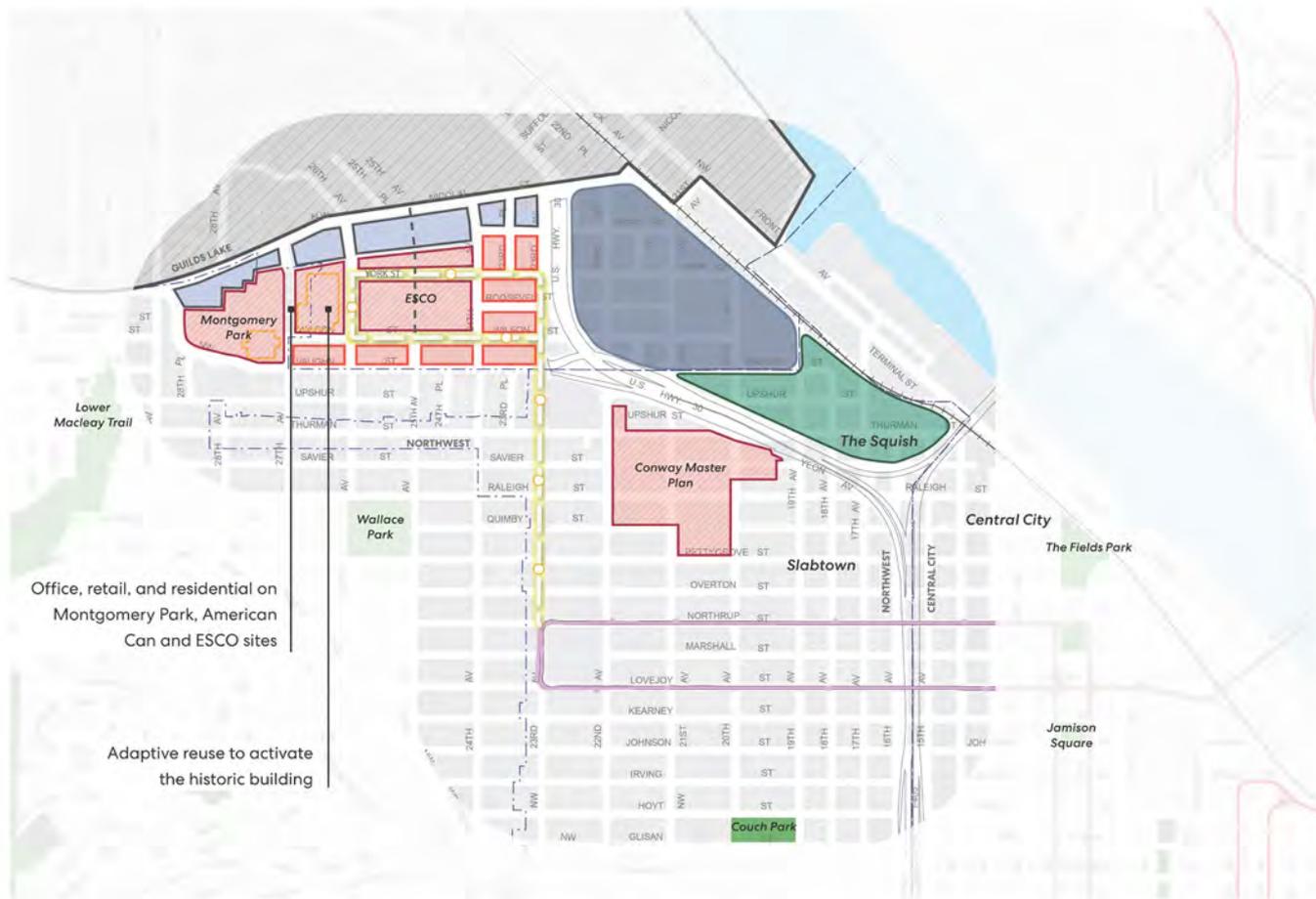
Perkins&Will

DRAFT: NOVEMBER 19, 2020

## Land Use + Urban Form

### Legend

- High Density Mixed Use
- Medium Density Mixed Use
- Medium Density Employment
- Light Industrial + Creative/Industrial Office
- Light Industrial, Employment + Mixed Use
- Historic/Cultural Building Preserved
- Heavy Industrial
- Proposed Streetcar Extension
- Existing Streetcar
- Plan District Boundary



SCENARIO 1: INDUSTRIAL

SCENARIO 2: EMPLOYMENT

SCENARIO 3: MIXED USE

SCENARIO 4: HYBRID



# Scenario 4: Hybrid

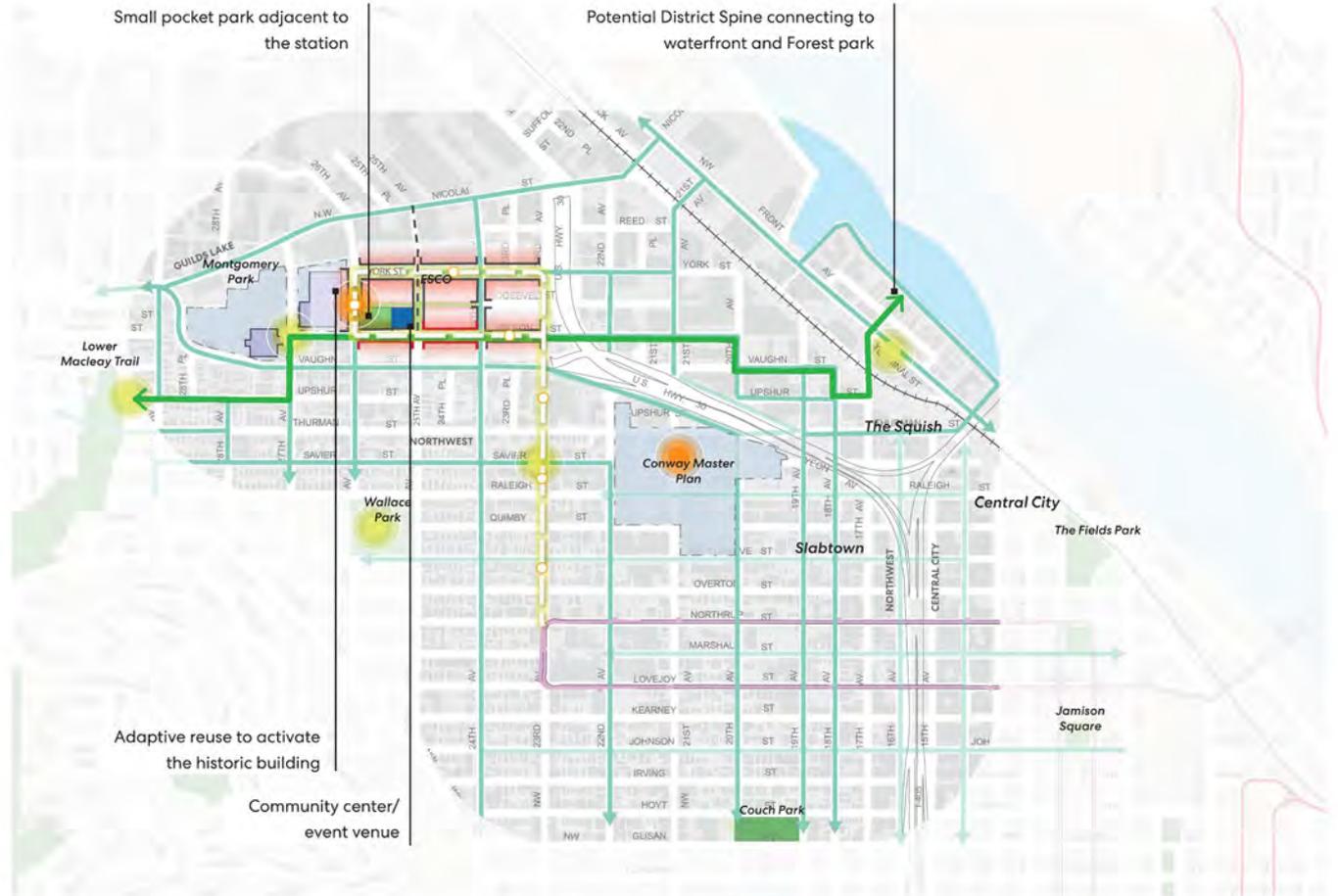
Perkins&Will

DRAFT: NOVEMBER 19, 2020

## Public Realm

### Legend

-  Proposed Streetcar Extension
-  Proposed Open Space
-  Community & Public Facility
-  Active Frontage
-  Ground Floor Retail
-  New Activity Center
-  Existing Activity Center
-  District Spine
-  City Bikeway
-  Existing Streetcar
-  Historic Preservation and Rehabilitation



SCENARIO 1: INDUSTRIAL

SCENARIO 2: EMPLOYMENT

SCENARIO 3: MIXED USE

SCENARIO 4: HYBRID

# Scenario 4: Hybrid

Perkins&amp;Will

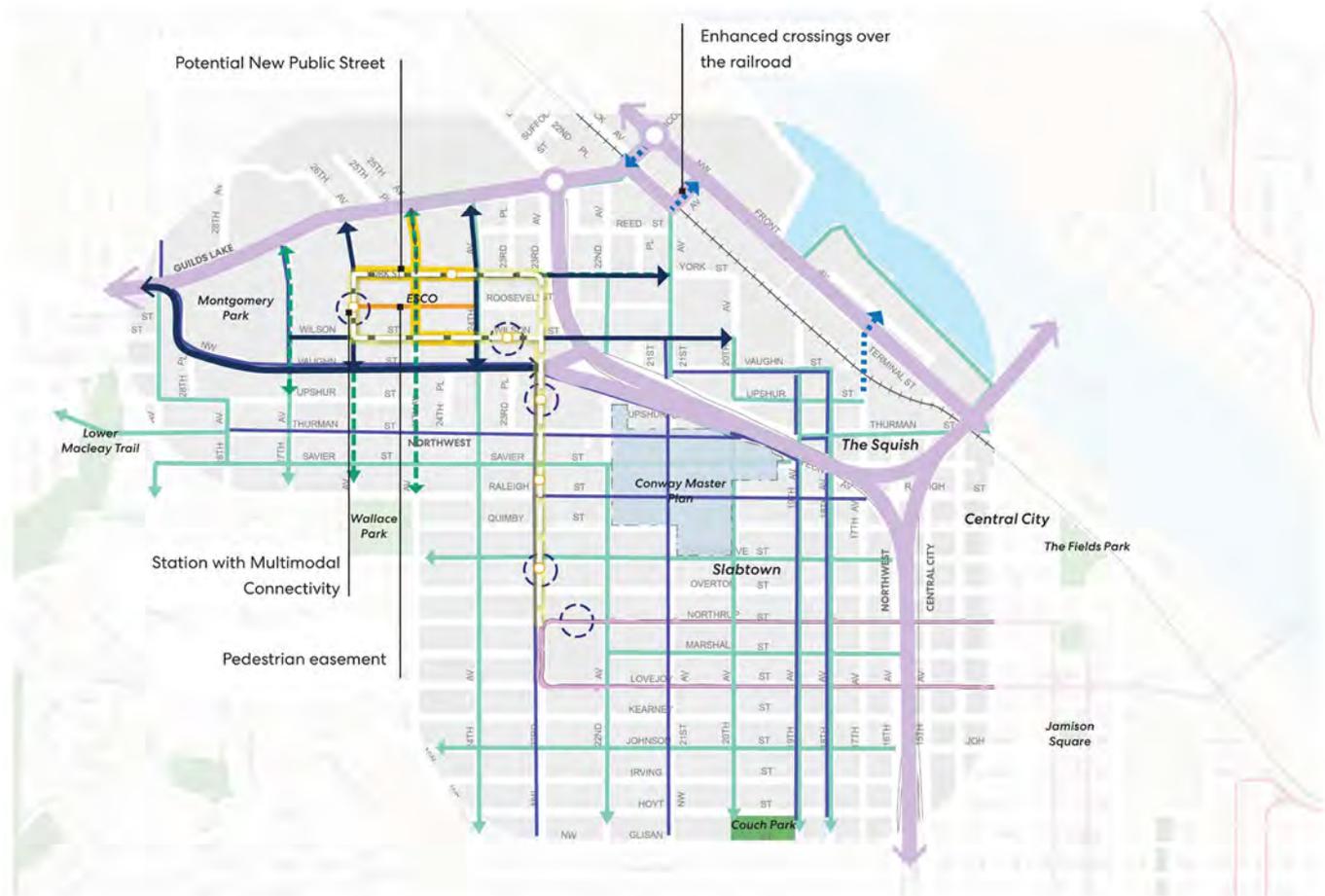
DRAFT: NOVEMBER 19, 2020

## Transportation

### Legend

-  Proposed Streetcar Extension
-  Station with Multimodal Connectivity
-  Potential New Public Street
-  Potential New Pedestrian Path
-  Major Multimodal Connections\*
-  Secondary Multimodal Connections\*
-  Proposed Pedestrian-/Bicycle-Prioritized Streets
-  Regional Transportation Connection
-  Freight Portal
-  Enhanced Railroad Crossing
-  City Bikeway
-  Existing Streetcar
-  Existing Bus Routes

\* Streets proposed for improvements that facilitate and balance the movement of pedestrians, bicycles, transit and cars.



SCENARIO 1: INDUSTRIAL

SCENARIO 2: EMPLOYMENT

SCENARIO 3: MIXED USE

SCENARIO 4: HYBRID



# Why Scenario 4?

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- Goal of streetcar service to Montgomery Park
- Takes advantage of broader transit-oriented development opportunity to create urban district
- Minimizes industrial job loss
- High housing unit or jobs potential
- Provides a jobs/housing balance overall
- Allows flexibility for housing or employment w/of US 30
- Lower capital and operating cost for streetcar development
- Generates land value with potential for public benefits
  - Industrial land mitigation
  - Affordable housing, commercial, maker space
  - Other?

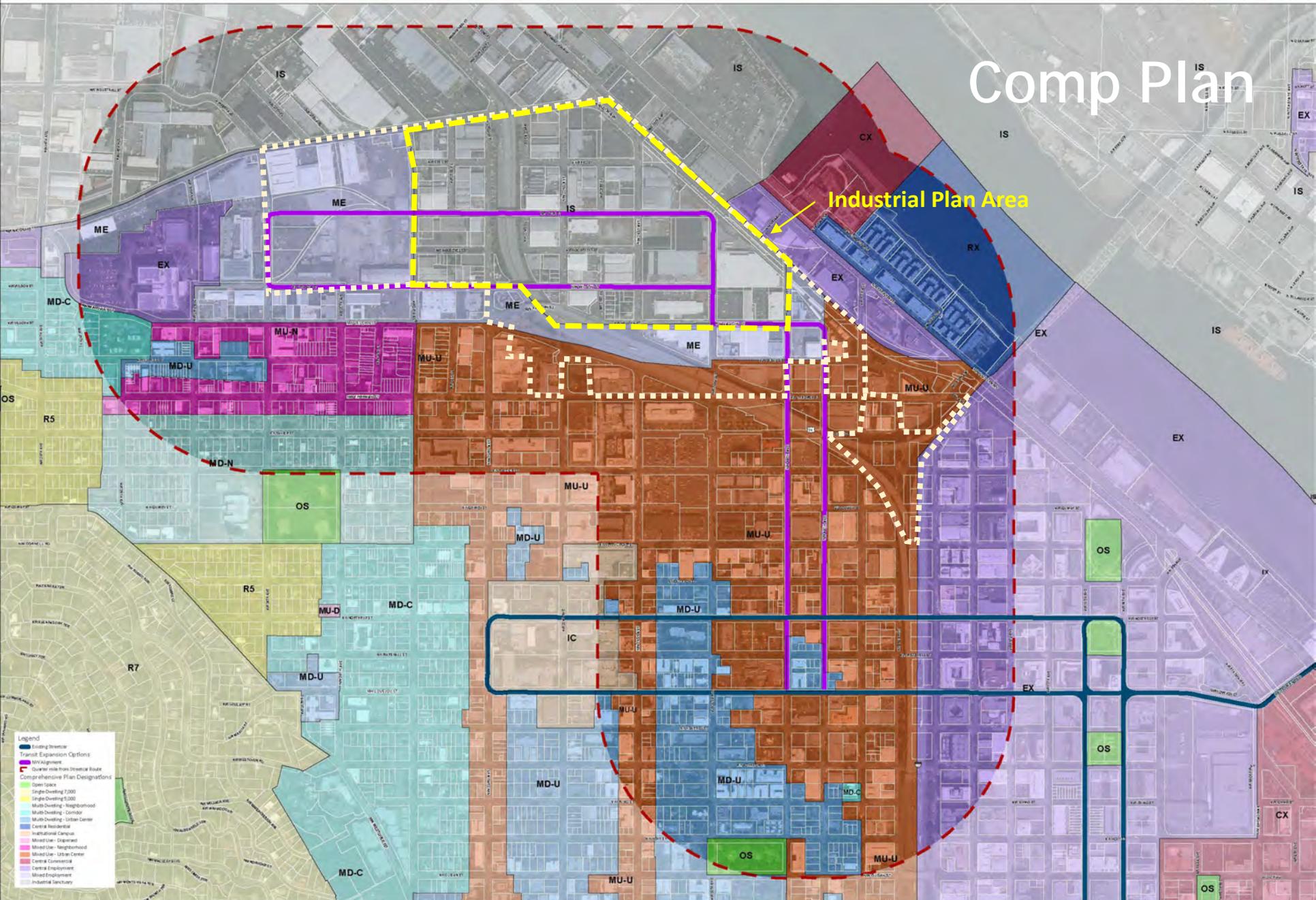
# Industrial Land Supply

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- Industrial jobs - middle/living wage without 4-year degree
- Accessible to BIPOC communities
- Currently limited supply of industrial land - based on 2015 Economic Opportunities Analysis (EOA)
- Prime Industrial Areas identified in 2035 Comprehensive Plan
- Multiple industrial land types - not interchangeable
- Replacement or mitigation may be required for significant land use changes in Prime Industrial areas
- Updated EOA expected in 2021- may change supply/demand



# Comp Plan



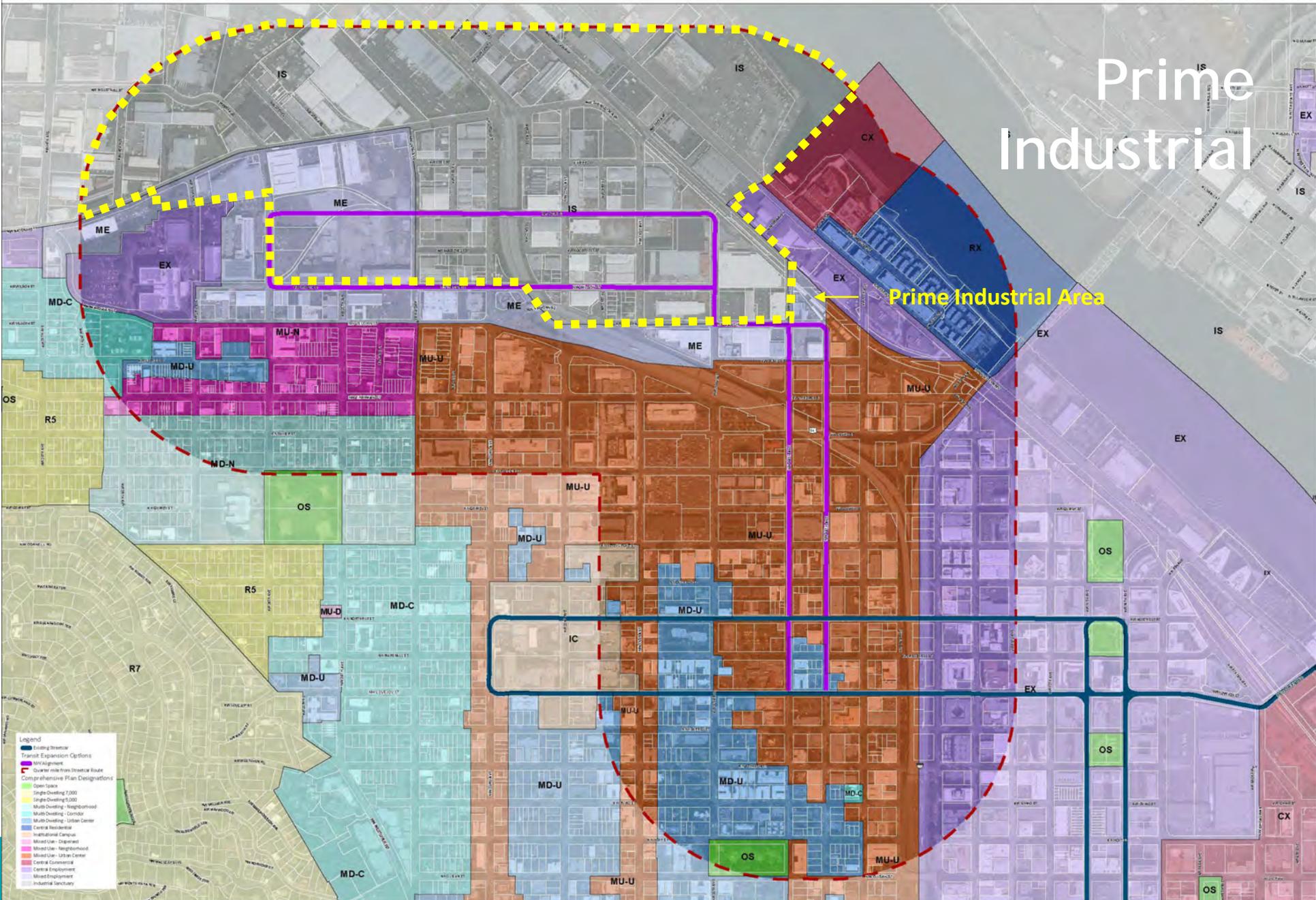
**Legend**

- Existing Streets
- Transit Expansion Options
- Highway
- Quarter mile from Streetcar
- Comprehensive Plan Designations
- Single-Dwelling 1,000
- Single-Dwelling 2,000
- Multi-Dwelling - Neighborhood
- Multi-Dwelling - Corridor
- Multi-Dwelling - Urban Center
- Central Business District
- Institutional Campus
- Mixed-Use - Organized
- Mixed-Use - Neighborhood
- Mixed-Use - Urban Center
- Central Commercial
- Central Employment
- Mixed Employment
- Industrial District



# Prime Industrial

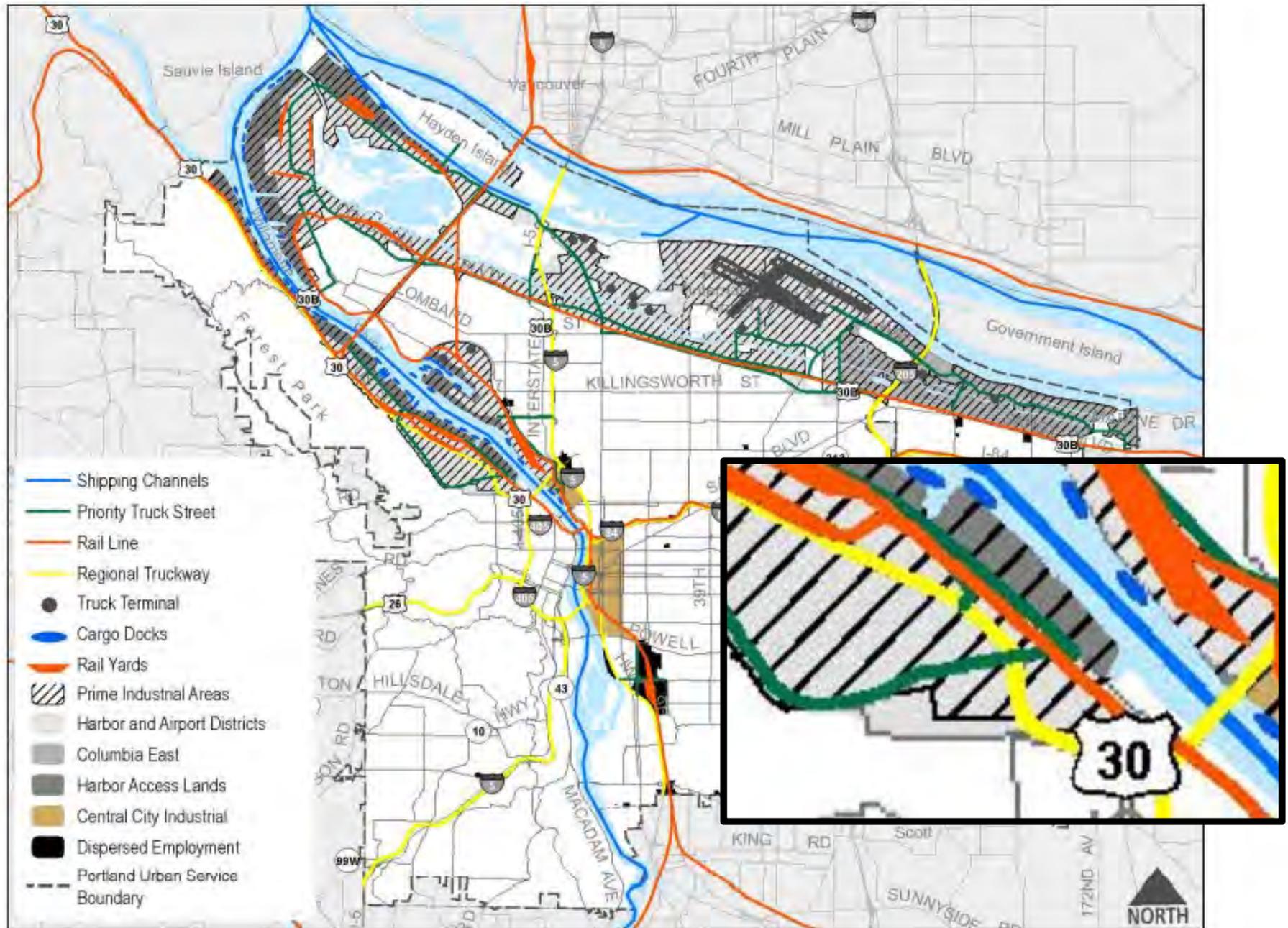
Prime Industrial Area



- Legend**
- Existing Transit
  - Transit Expansion Options
  - MM Alignment
  - Quarter-mile Mass Transit Route
  - Comprehensive Plan Designations
  - Open Space
  - Single-Dwelling 1,200
  - Single-Dwelling 1,000
  - Multi-Dwelling - Neighborhood
  - Multi-Dwelling - Corridor
  - Multi-Dwelling - Urban Center
  - Central Residential
  - Traditional Residential
  - Mixed-Use - Organized
  - Mixed-Use - Neighborhood
  - Mixed-Use - Urban Center
  - Central Commercial
  - Central Employment
  - Mixed Employment
  - Industrial Territory

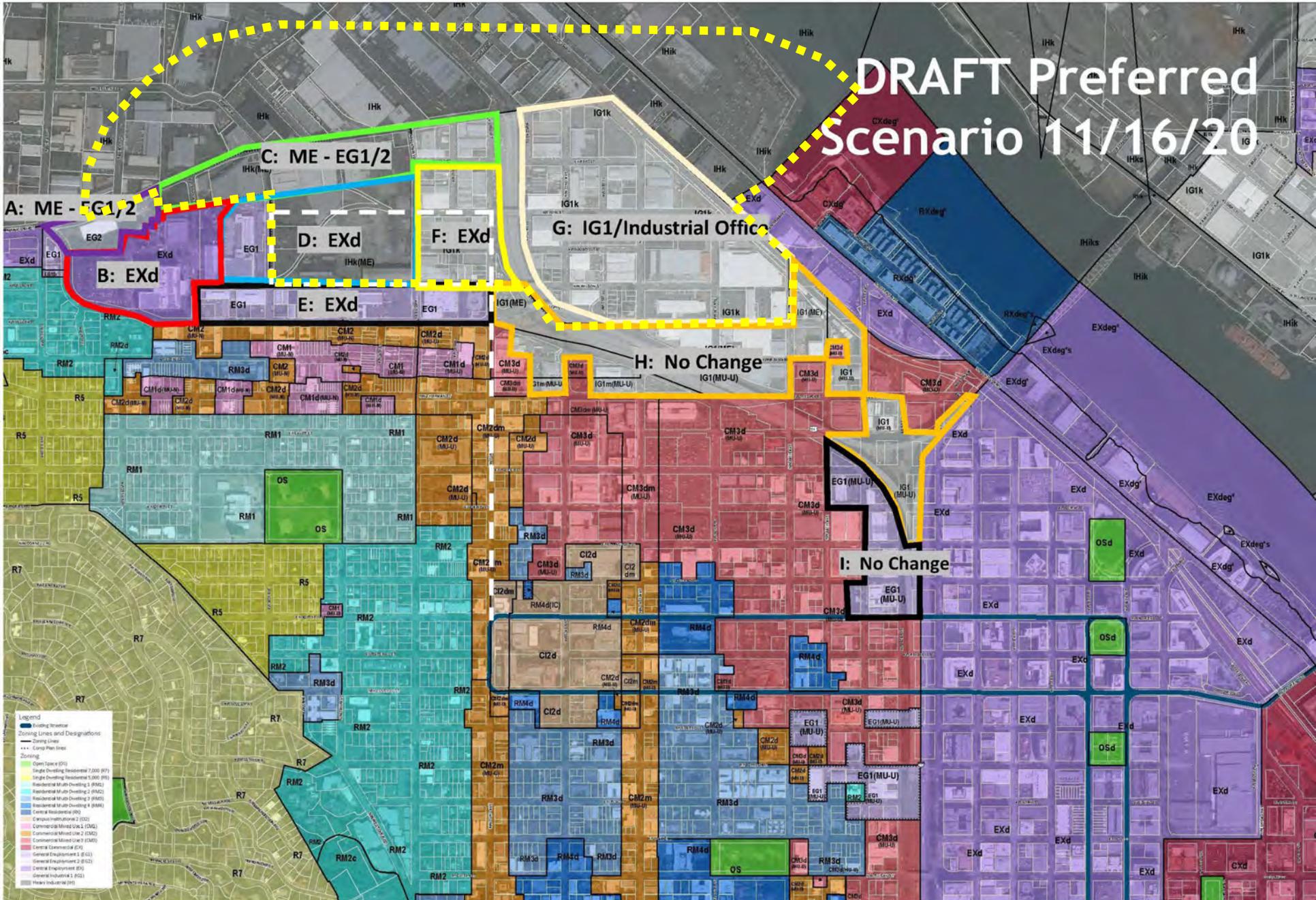


Figure 6-1. Industrial and Employment Districts





# DRAFT Preferred Scenario 11/16/20



# Draft Implementation Conditions

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## East of US 30

1. Update EOA - prime industrial needs
  - Central City/Industrial Office land needs
2. Public Benefits - explore

## West of US 30

1. Offset/Mitigate Prime Industrial land
  - Update EOA changes supply/demand
  - Find additional land/mitigate via brownfield fund
2. Transit Improvement
  - High-quality transit improvement (i.e. streetcar, enhanced bus service)
3. Public Benefit Agreements
  - Balance public/private good
  - Identify prime industrial mitigation (if necessary)
  - Streetcar/transit contribution
  - Transportation system contributions
  - Affordable housing, commercial, and/or maker space provisions
  - Other public goods

# DRAFT Public Benefits to Explore:

Type	Public Benefit	Equity Issue?	Implementation Tool		
			Development/ Public Benefits Agreement	Local Improvement District	Regulatory and Zoning
Industrial and Jobs Focused	• Industrial land supply: mitigation/brownfields	Y	X		X
	• Industrial/Business relocation/assistance	?	X		
	• Workforce/Labor Agreements	Y	X		
Transportation Focused	• Streetcar/transit funding	Y	X	X	
	• Street network improvements	?	X	X	
Housing and Affordability Focused	• Inclusionary Housing	Y			X
	• Deeper/additional housing affordability	Y	X		X
	• Affordable commercial space	Y	X		X
	• Affordable maker space	Y	X		
Community Focused	• Parks or community space	?	X	X	X
	• Childcare space	?	X		
	• Ownership Co-op	?	X		
	• Energy Efficiency	?	?		X

# Questions:

---

- Given that Montgomery Park is being developed, and that streetcar service to the site is appropriate, do you think that Scenario 4 provides the best approach amongst the alternative scenario presented to date?
- We will look to the CBO reports, our equity staff and consultants for guidance on public benefits. As local stakeholders, what do you think the list of public benefits priorities should be?

# Looking Ahead: Transportation Planning Tasks

---

## To-Date:

- Existing conditions work
- Initial demand modeling for all 4 scenarios (2040 volumes)
- Fatal flaw analysis for streetcar feasibility

## Next: Transportation Tasks

- Traffic analysis for trip generation, circulation, and queueing
- Multimodal street plan
- Travel demand policies and programs
- Proposed amendments for TSP, street classification changes, etc.

**A high-quality,  
high-capacity transit  
investment is only  
one element in a  
larger collection of  
transportation needs.**



# Key Considerations for Transportation Task

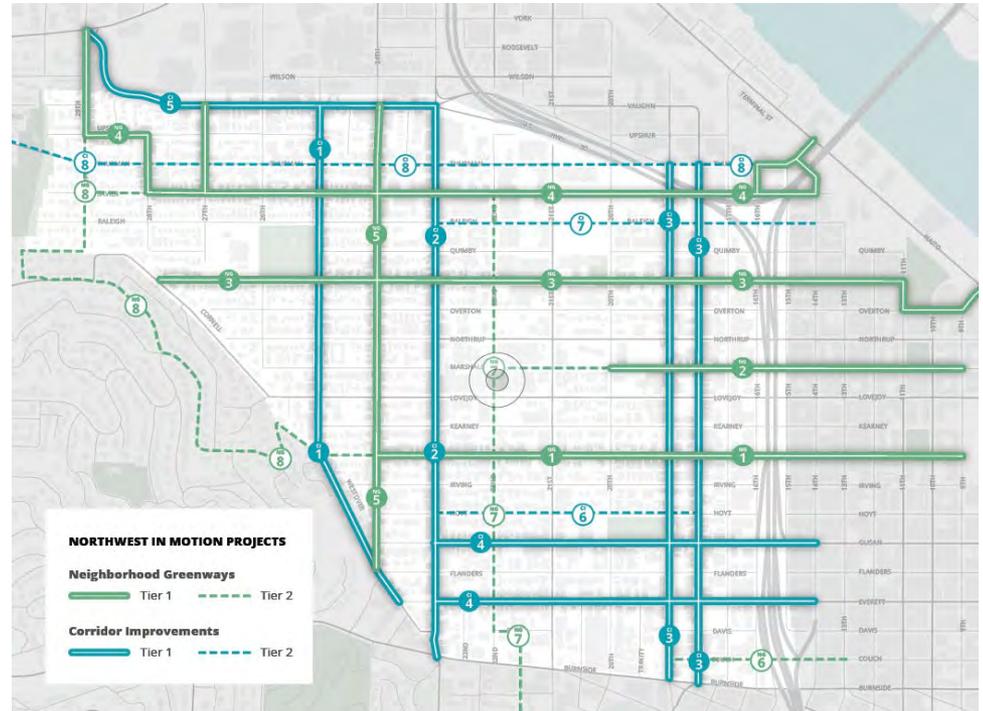
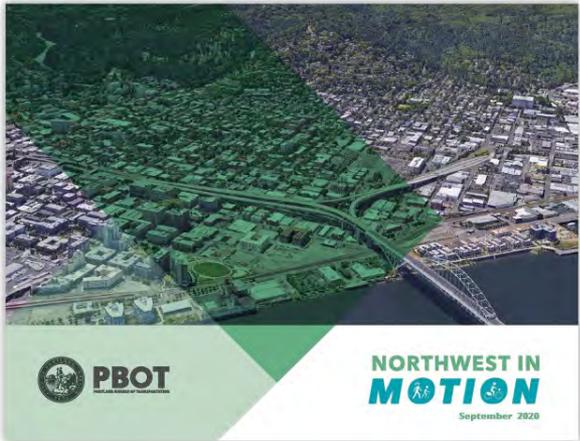
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How do we manage for additional trips and improve circulations for all modal users?

- Traffic analysis for important intersections
- Attention for US-30 ramps
- Circulation and street hierarchy
  - Calming Vaughn and making more permeable
  - Nicolai as primary freight route

# Key Considerations for Transportation Task

How can this effort build upon and strengthen the recommended projects in **Northwest in Motion?**



# Key Considerations for Transportation Task

What new streets are needed to serve this area and what should the TSP classifications be?



# Key Considerations for Transportation Task

How should parking and transportation demand be managed in this area?

<b>NORTHWEST TRANSPORTATION WALLET</b> adult & honored citizen transit fare <b>\$99 gets you:</b>	<b>GOLDEN TRANSPORTATION WALLET</b> for people living on low incomes <b>FREE</b>
\$100 TriMet Hop card	Credits and passes for use on:
Annual Portland Streetcar Pass	TRI MET
\$99 BIKETOWN credit	PORTLAND STREETCAR
\$30 scooter credit	BIKETOWN
	SPIN
	Specific contents varies depending on transit fare type and parking district location



# Key Considerations for Transportation Task

How can this project benefit and integrate with other transit routes in the district?



# Intersections to Study:

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- HWY 30 on-ramp from Vaughn
- HWY 30 and Nicolai on-ramps
- Vaughn and 23<sup>rd</sup>
- Wardway and Nicolai
- Vaughn and 25<sup>th</sup>
- York and 23<sup>rd</sup>

## Interest in exploring:

- Nicolai is primary freight connection to Hwy 30/ I-405
- Calming Vaughn to create more of a main street, less of a barrier to better connect the two neighborhoods
- Extending NWIM greenways, collectors, etc
- Internal connections, circulation for all users

# MP2H Process

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## 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*

# Montgomery Park to Hollywood Transit and Land Use Development Strategy



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PWG 11-19-2020



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