



Montgomery Park to Hollywood Transit and Land Use Development Strategy

Northwest Plan - Discussion Draft Volume 1: Summary and Report

December 2021



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1. Summary and Overview

Introduction

The Montgomery Park to Hollywood Transit and Development Strategy – Northwest Plan (MP2H-NW) is a plan for a new transit-oriented mixed use district in NW Portland, between NW Vaughn and NW Nicolai streets. It proposes land use changes in this area to complement a potential extension of the Portland Streetcar to Montgomery Park. The strategy also proposes a framework to promote development that creates more equitable outcomes and benefit to the community.

About the MP2H Strategy

The Montgomery Park to Hollywood Transit and Land Use Development Strategy (MP2H) studied opportunities to create an equitable development plan for transit-oriented districts in NW Portland and NE Portland. The MP2H strategy explored several transit-oriented development scenarios in relation to potential extension of the Portland Streetcar system, or other similar transit investment. It considered opportunities to create benefit to the community, including advancing racial justice and equity. It examined the urban design opportunities in these potential new districts and identified potential land use changes. The project also considered how such opportunities could support the City’s climate, economic development, employment, business development, and housing goals. The study was a collaboration between the Bureau of Planning and Sustainability and the Bureau of Transportation. The work was funded in part by a Federal Transit Administration (FTA) grant.

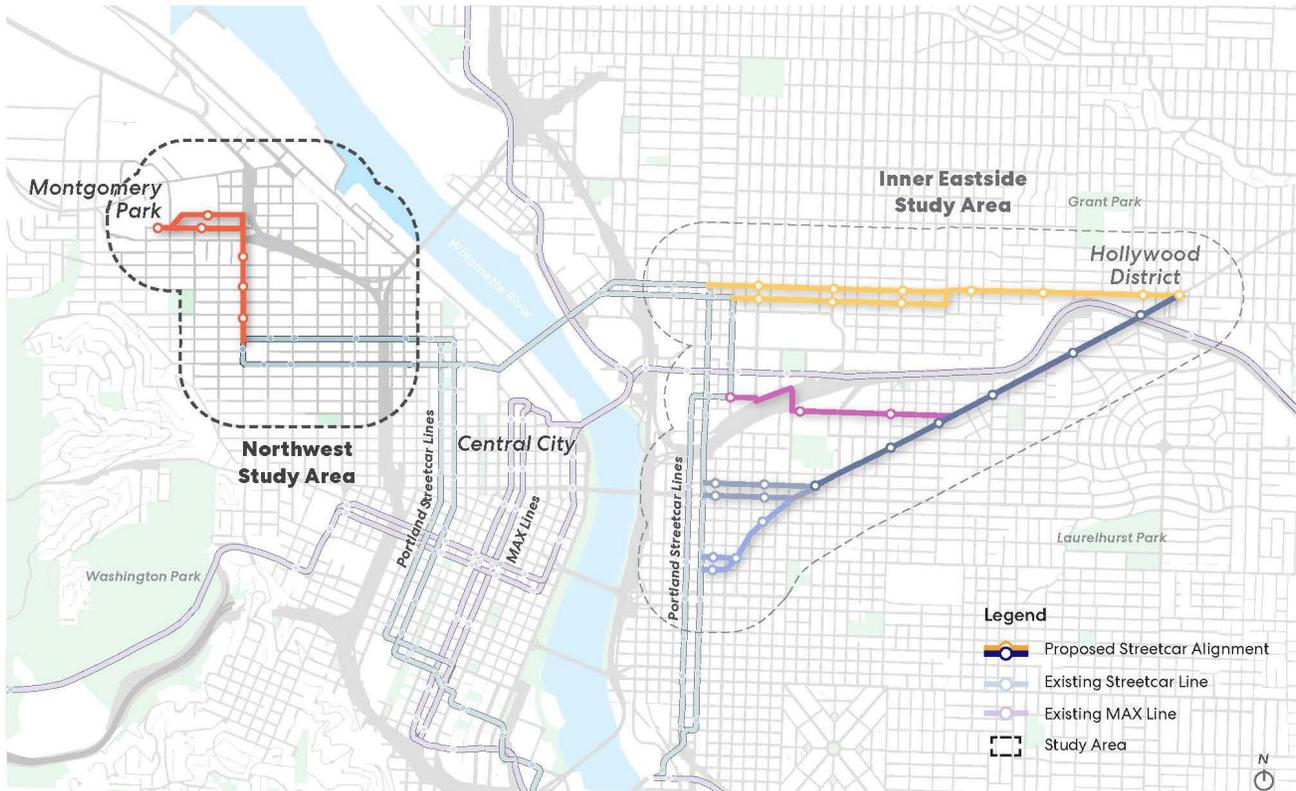


View of the Montgomery Park area looking west.

Major transit investments, like streetcar, are a tool that can be used to shape the future growth of the Central City and surrounding neighborhoods. The study assessed the following along a potential 6.1-mile transit corridor:

NW Portland: explore extending Portland Streetcar transit service to Montgomery Park, linking the system to an under-served area of Northwest Portland. Consider options for changes in land use and transportation to support a transit investment.

NE Portland: explore the land use implications of alternate transit alignments to the Hollywood District.



Potential westside and eastside alignment options studied as part the MP2H process could expand the streetcar system.

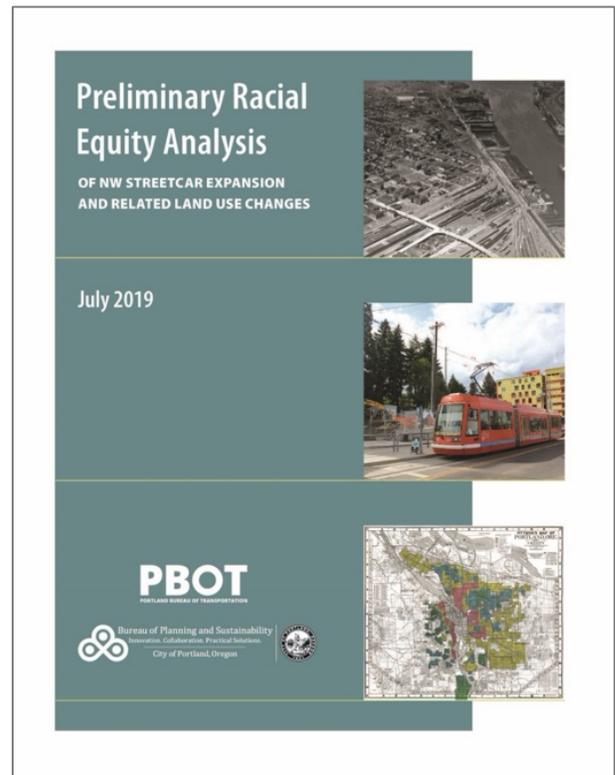
Leading with Racial Justice and Equity

The City of Portland has increasingly recognized the need for more equitable outcomes from City decision making, investments and policy development. In 2004, the City of Portland adopted the Portland Plan which highlighted racial equity in its framework for future city investment and decision making. Building on the Portland Plan, the [2035 Comprehensive Plan](#), adopted in 2016, sets the policy framework for growth and development in the City of Portland for the next 20 years. The plan emphasizes the need to ensure that Portlanders more equitably share in the benefits and burdens of growth and development. To that end, land use planning and public infrastructure investments need to

promote justice by extending benefits to communities of color, low-income populations, and other under-served or under-represented groups.

History shows that land use plans and large public infrastructure investments often increase land values and raise the cost of living. These changes often harm or fail to benefit low-income households and communities of color. The MP2H-NW Plan uses a racial equity lens to consider how public and private investments can create more equitable outcomes. The plan's increased zoning entitlements for private development are conditional on providing public benefits aligned with the community's equity goals.

Recent research by the Portland Bureau of Planning and Sustainability concluded that city planning has contributed to an entrenched pattern of racial and economic segregation and the displacement of communities of color in Portland for over 100 years. Exclusionary zoning regulations have limited more housing choices in areas with wealthier and whiter households while exacerbating displacement pressures in areas with more households of color. Public disinvestment in neighborhoods with more households of color like Albina set the stage for private real estate speculation and an influx of higher income whiter households. The City fueled this neighborhood change and the resulting displacement of lower-income households through land use planning processes and publicly funded revitalization efforts that disregarded the voices and needs of the most vulnerable.



For the Montgomery Park to Hollywood project, this policy direction means that the potential benefits and burdens of a public investment in extending the Portland Streetcar and associated changes in land use allowances and development patterns need to be carefully considered. If there are burdens that accrue to BIPOC communities or disproportionate benefits that substantially accrue to others, actions should be taken to yield public benefits, resulting in more equitable development outcomes.

A 2019 BPS racial equity analysis looking at the potential streetcar extension in NW Portland (see Appendix) found that industrial businesses, such as those that could locate in industrially zoned portions of the study area, provide living-wage jobs for those without a 4-year college degree. BIPOC and other underrepresented communities tend to benefit from industrial jobs, due to lower barriers to entry. The findings of the equity analysis suggested that industrial land should be retained to help serve these communities. Or, if change is proposed, that benefits of the change be shared more equitably. The report noted that increases in land value due to rezoning or major infrastructure investments primarily accrue to the owners of land, which are not typically BIPOC community members.

Who Was Consulted?

A portion of the FTA grant funds were made available for community-based organizations in order to conduct outreach to underserved communities. This included: Friendly House, Northwest Industrial Business Association, Columbia Corridor Association, Hollywood Senior Center, Urban League Portland, and Micro Enterprise Services of Oregon.

Each of the organizations engaged communities they generally serve, many of which included a high percentage of BIPOC community members. This feedback was used to help shape the desired project outcomes. Each organization developed an interim report, available under separate cover on the project website:

<https://www.portland.gov/bps/mp2h/community-based-organization-outreach>.



On the other hand, the Portland Streetcar system has a history of stimulating housing investment. More than 1/3 of Portland’s regulated affordable housing stock is located within a few blocks of streetcar. Major transit investments are also an opportunity to generate wealth for BIPOC-owned firms through contracting. For example, Raimore Construction was hired to construct the Division Transit Project, the largest Disadvantaged Business Enterprise (DBE) contract issued in Oregon history.

In order to create more equitable outcomes, the vision for change outlined in this report is accompanied by a package of potential implementation tools intended to generate public benefits commensurate with the land value windfall to property owners and to minimize and mitigate for the potential loss living-wage jobs. These tools, described in more detail in Section 5, promote the creation of affordable housing, affordable commercial space, job training, publicly accessible open space and improving the viability of underused brownfield or inaccessible industrial lands.

The Opportunity

A new transit-oriented district in NW Portland could achieve several benefits to the community. Based on initial community dialog, the outcomes below are central. These benefits will not occur automatically. The implementation strategy includes mechanisms to make these outcomes more likely.



Address the housing needs of Portlanders with new affordable housing options in opportunity-rich low carbon neighborhoods.



Preserve and enhance active industrial lands and access to living-wage jobs. Explore ways to share in wealth-building.



Expand access to high quality low-cost, low-emission transportation options.

Why Here?

The Northwest study area is located close to Portland’s Central City and established districts that contribute to its success. It is well-connected to transportation infrastructure (auto, freeway, transit, ped, bike) and other community assets (jobs, commercial, retail, entertainment, schools and cultural facilities).

To the south lies Portland’s Northwest District, Portland’s densest urban neighborhood, with significant community and cultural resources. It is the location of Portland’s historic Alphabet District, the location of the NW 23rd Avenue and NW 21st Avenue “main street” retail commercial districts, as well as parks and other community attractions. The area is supported by Chapman Elementary and Lincoln High Schools, both high-performing public schools serving this area.

To the north and west is the Guilds Lake Industrial District, an employment district providing low barrier to entry, living-wage jobs to broad segments of the community. Beyond the employment areas to the north and west are the Willamette River and Forest Park, respectively. These major community features offer recreational amenities to residents, workers, and visitors in the area. Nearby to the east and south are Portland’s Pearl District and Central City. These districts offer the full range of employment, housing, retail, entertainment, and cultural amenities the city has to offer.

These features make the area attractive for market-rate mixed use development. This opportunity rich area can help support the success of underserved communities if there is an adequate supply of permanently affordable housing.

These same features help make this a low-carbon neighborhood. The proximity of the area to so many amenities means that many people can walk or bike to many destinations, significantly reducing vehicles miles travelled. The compact mixed-use forms of the neighborhood also lower the amount of energy used at home (for example, the amount of energy used in heating is reduced by living in larger buildings with multiple dwellings).

Recognizing this benefit, the City's 2035 Comprehensive Plan seeks to maximize the amount of growth can be accommodated in the innermost ring of neighborhoods immediately surrounding the Central City. Accommodating more growth close to the Central City can help reduce the need for future expansion of the Urban Growth Boundary. This growth strategy makes sense because it is less expensive for the public to make the investments need to support urban redevelopment than it is to extend urban infrastructure into rural land at the edge of the region.

The Vision for a New Neighborhood

This plan outlines a new land use vision for the area between NW Vaughn and NW Nicolai west of Highway 30, with potential Comprehensive Plan Map, Zoning Map, Zoning Code, and [Transportation System Plan](#) changes.

With this plan, the area west of Highway 30, which includes the historic Montgomery Park office building and site, the historic American Can Company building, the former ESCO steel site, and several other individual properties in the nearby area, would transition from an industrial and low-density office-employment center into a vital new mixed-use district.



Concept plans for future development of the Montgomery Park site are underway.

Anchored by the 200,000+ square foot Montgomery Park office complex, the district would continue to have a major employment emphasis but would be augmented by additional employment uses (office and institutional), commercial services such as retail and restaurants, and the opportunity for over 3,000 new housing units in residential and mixed-use

buildings. The transition of the area will be supported by investments in new transportation and transit facilities, including extension of the Portland Streetcar to Montgomery Park. A variety of tools would be used to ensure there is a significant number of affordable housing units, and opportunity for living wage jobs.

The Montgomery Park site currently has a land use designation of Central Employment, implemented through the EX zone, which would be retained on this site. The EX designation provides for a broad array of uses from light industrial, to dense employment and multi-dwelling residential.



The former ESCO site adjacent to Montgomery Park is primarily vacant and awaiting redevelopment.

On nearby properties, including the former ESCO site, current industrial and employment land use designations and zones would transition to mixed use through application of the Central Employment plan designation and future application of the EX zone. Because some of these sites are currently designated as “prime industrial” land (approximately 37 acres; 30 net acres), which is a land use that the City of Portland has identified as being in short supply, such changes are predicated on a mitigation strategy to make more land available for industrial development elsewhere.

To support local and regional transportation needs and facilitate mixed use development, the area would be served by an extension of the Portland Streetcar. The alignment of the streetcar would follow a route north along NW 23rd Avenue from connections at Lovejoy and Northrup, turning west on a couplet along NW Roosevelt and NW Wilson Streets to NW 26th Avenue. NW 23rd Avenue would be substantially reconstructed north of Northrup, and several new local street connections would be built serving the former ESCO site.



Future vision for a mixed use district west of Highway 30, including the former ESCO site. The area could provide over 3,000 new housing units, with 300+ affordable units, and other public benefits. The vision retains nearby industrial land and jobs east of Highway 30 and north of NW Nicolai, and proposes mitigation for industrial land losses due to proposed changes to mixed use.

Implementation Conditions

There are three primary implementation considerations that are central to the success of this plan.

1. Addressing Industrial Land Supply

The focus area is currently zoned and planned for industrial and employment uses, and is identified by both the city and region as prime industrial land. These proposed land use changes significantly broaden the array of allowed land uses and the intensity of allowed development in the district west of Highway 30 and come at the cost of loss of industrial and employment lands, which is a land use category in limited supply in Portland. Losses of industrial land would need to be addressed either by property owners or city actions before rezoning could occur. This could be addressed in the following ways:

- **Direct Offsets:** Offset the loss of industrial land by replacing with additional new industrially zoned acreage with similar industrial characteristics. This could be implemented by private/property owner acquisition of key lands and rezoning to industrial designations.
- **Mitigation Fund:** Funding the rehabilitation of other under-used brownfield industrial lands or providing improved access to improve viability of industrial land. This could be implemented by property-owner/applicant contributions to an industrial brownfield mitigation fund. The fund would be used to “clean up” polluted sites to make them viable for industrial development, or to enhance access to existing industrial sites that are considered constrained because of access issues.

2. Funding Transit and Transportation System Improvements

The future high-density mixed use vision for the area will need to be supported with commensurate investments in transportation infrastructure and programs (Transportation Demand Management, parking reduction strategies) that serve the new district. The proposed land use changes and urban development framework are based on potential extension of the Portland Streetcar. As such, a transit investment is critical to meeting the transportation needs of the area. In addition, the proposed land uses require a much more highly developed multi-modal (pedestrian, bike, transit, freight) transportation system, with connectivity that at-minimum meets city and regional connectivity standards. Certainty about these investments would need to be established before rezoning could occur. This could be achieved in the following ways:

- **Streetcar/Transit:** The property owners would form a Local Improvement District to fund an appropriate portion of the streetcar investment. The City of Portland could then apply for federal funding for a streetcar improvement in the district and arrange other sources of limited matching funds (e.g., parking revenue, system development charges, etc.).
- **Multimodal Street Network:** The property owners would agree to a Local Improvement District to fund the majority of multimodal street network improvements not funded by the streetcar improvement. The City of Portland would seek sources of matching funds for a limited number of related transportation needs.

3. Delivery of Public Benefits

A change in Comprehensive Plan map designations, and ultimately zoning entitlements, creates value for property owners due to the significantly increased development opportunity – in some cases several times the amount of floor area allowed currently. Also, in some cases the allowed uses transition from limited industrial uses to dense multi-dwelling housing and intense office and commercial uses. The Portland Plan and 2035 Comprehensive Plan include policies that encourage equitable development and a greater balance between public and private benefits due to land use actions and public investments.

To implement a more balanced approach to equitable development, the implementation plan for the proposed scenario calls for regulatory and non-regulatory measures that address the balance of

accrued public and private benefits. Implementation of the plan would be contingent on creation of an agreement between the property owners and City of Portland, defining performance measures for a suite of public and community benefits.

- **Affordable Housing:** A significant amount of housing, or intense office commercial uses could be developed on site as a result of zoning changes. Housing and commercial development exceeding existing allowances is expected to help contribute to the supply of affordable housing in the plan area or the city. Requirements for additional regulated affordable housing in excess of the standard Inclusionary Housing requirements - through affordable housing fund contributions - are proposed.
- **Affordable Commercial Spaces:** A goal of the proposed plan is to provide more opportunities for employment and wealth creation for underrepresented people and communities. Requirements for affordable commercial space, with lower barrier to entry for entrepreneurs and serving lower-income populations, are proposed through zoning code regulations.
- **Public Amenities (open areas, park/plaza, energy efficiency):** Dense mixed use development should provide adequate open spaces for residents and visitors. Zoning codes will require open areas associated with residential development. Bonus provisions will provide an incentive to create larger privately-owned, publicly accessible park-like open areas and more energy-efficient buildings.
- **Aggressive Disadvantaged Business Enterprise (DBE) contracting** goals would be set as part of the transit and street construction projects.

Why Now?

The study area west of US 30 between NW Vaughn and NW Nicolai is poised for substantial change. The area is home to both the Montgomery Park office complex, and the former ESCO Steel manufacturing site. Both are large sites, at over 15 acres each, and are in transition. Smaller sites, many of which are developed with light industrial uses are also in the area.

Montgomery Park, the site of the former Montgomery Ward warehouse, is one of the largest office buildings in Oregon. The site, located west of NW 26th Avenue on the western side of the study area, also includes the historic American Can Co. building on NW Wilson as well as both surface and structured parking areas. The site and buildings, currently split-zoned EX and EG1, were recently acquired by a property owner that created a new master plan for development. The master plan envisions rehabilitation of the historic Montgomery Park office building and historic American Can Co. buildings, with more accessible public commercial spaces to support substantial employment and office areas. These uses are proposed to be complemented by 700-800 future housing units, and related commercial and community facilities, including linkages to nearby Forest Park. Realization of the Montgomery Park master plan is expected to result in an active mixed use community.



The MP2H NW Plan Proposed Scenario Concept proposes a new transit-served mixed use neighborhood west of Highway 30.

The former ESCO Steel site, located east of NW 26th Avenue in the center of the focus area, is also poised for change. Recently acquired by new owners, former industrial buildings and on-site improvements have been largely demolished and the site has been cleared for development. The site is currently zoned Heavy Industrial (IH), in keeping with its recent use. However, the [2035 Comprehensive Plan](#) designated the site for future Mixed Employment (ME), which presents a wider array of employment-oriented land use options based on the implementing zones (EG1, EG2). Options for mixed use development are currently limited on the site as housing is not currently an allowed use. A large portion of the site is also identified as “prime industrial” area, which has employment land supply policy implications at state, regional and local levels.

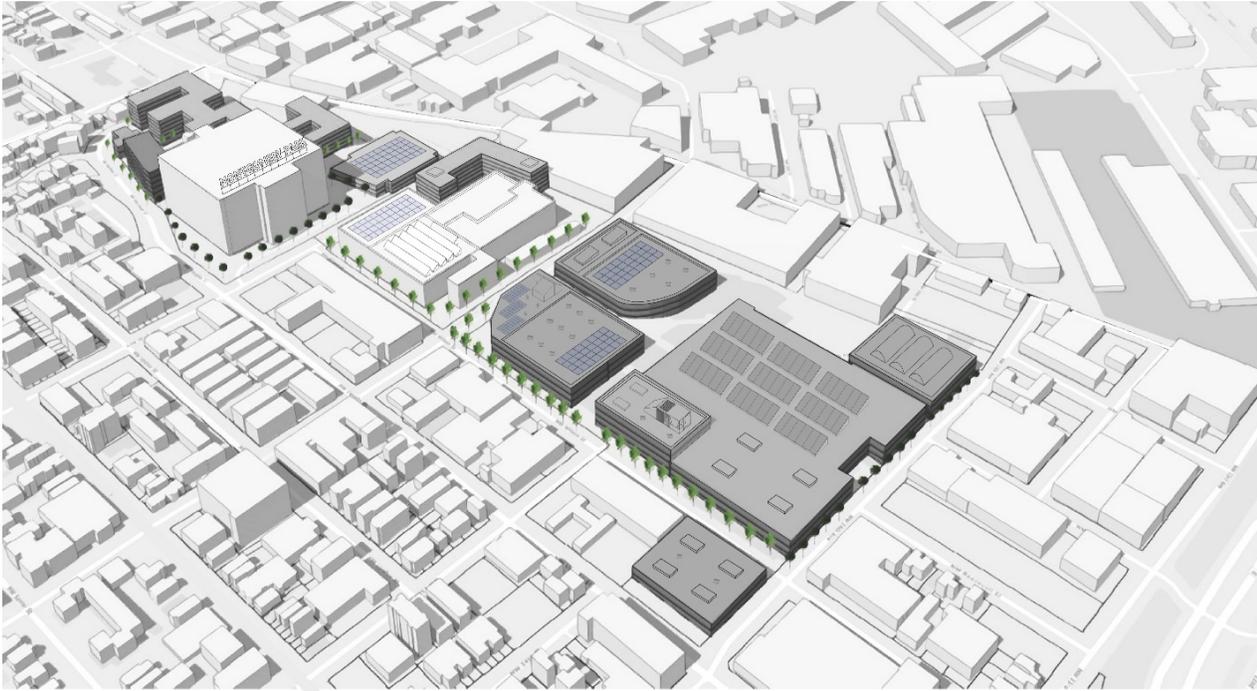
The question of future use of this site is key, as development on the site is likely to remain for generations. Should the site remain focused on industrial uses, provide a broader array of jobs in a relatively low-density setting, or transition to a mixed use area similar to its western neighbor, with opportunity for dense housing/mixed-use development, jobs, or a combination of these? The MP2H Northwest Plan suggests that change to high density district complementing Montgomery Park and supported by transit investments is an appropriate outcome, provided that the equitable development

and public benefit outcomes of the change can help offset the loss of industrial land and opportunity for low barrier-to-entry jobs.

Retaining the current industrial and employment focused Comprehensive Plan map, zoning map, and transportation investment plans for the area west of Highway 30 could result in a significantly different outcome. Montgomery Park, which is already zoned for mixed use development, may continue to evolve, with or without this plan. However, the lack of a transportation investment such as streetcar could affect its development potential. The former ESCO site, currently zoned Heavy Industrial, but with a low-intensity Employment future plan designation, could take on different forms ranging from industrial uses such as warehousing, storage, manufacturing, or a large-footprint goods distribution center, to low-density office. Some of these uses could provide living wage jobs for people that lack a college degree, though that is not guaranteed. However, no housing is allowed on the ESCO site with current zoning.



Aerial view of study area, showing largely vacant ESCO Steel site (center right) with Montgomery Park in background.



Possible industrial/employment development outcomes west of Highway 30 based on existing land use direction for the area. This future could provide hundreds of jobs on industrial/employment zoned land, but no housing or other public benefits.

The Montgomery Park to Hollywood - Northwest Plan represents a key decision point for the future of this centrally located area, with long-lasting implications. Should the area continue as a low intensity industrial/employment center, one that can potentially provide low barrier-to-entry jobs for many community members? Or should the area transform into a higher density, transit-served, mixed use area that includes industrial, retail and office employment opportunities, and also substantial housing opportunities, including affordable housing in excess of the minimums required in current code, and other public benefits that would not otherwise be realized? The proposed plan suggests that a transition to a mixed use future makes sense if certain public benefits can be achieved – including mitigation the loss of industrial land, constructing streetcar and street improvements, and delivery of public and community benefits (more affordable housing, living wage jobs, affordable commercial spaces, DBE contracting goals, etc.).

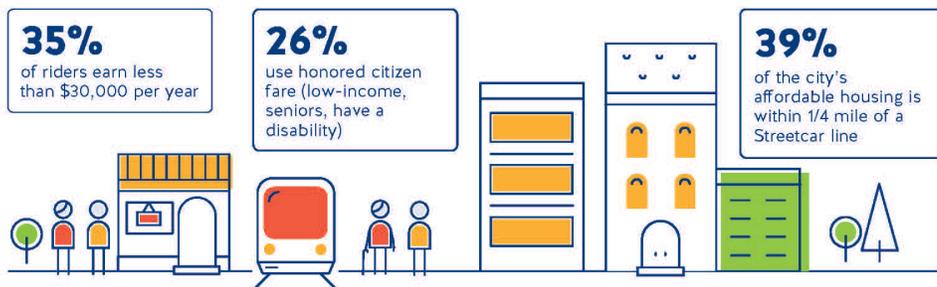
Why Streetcar?

The Portland Streetcar, owned by the City of Portland and operated by TriMet, was established in 2000 as the first modern streetcar system in the United States. The system includes three lines, 16 miles of track, and serves about 15,000 daily weekday riders.

Streetcar provides the climate benefits of clean, green transportation, and helps create sustainable, dense mixed-use neighborhoods. Since its inception it has been coupled with development agreements and planning processes that create high density mixed income housing. More than 1/3 of Portland's affordable housing units are near the streetcar, and the majority of streetcar trips serve those that live and work close to the streetcar. Continued expansion of streetcar is part of the City and region's growth, climate, and transportation plans (RTP, TSP, Climate Action Plan).

Finally, Streetcar leverages federal, local property owner, and other targeted resources, for construction and operation. This funding approach minimizes competition with other projects for limited transportation funding.

AFFORDABILITY



EQUITY



SUSTAINABLE MOBILITY



About this Report

This report contains the following sections which provide greater detail on the proposal and planning process:

Background and Planning Considerations – this section highlights key existing conditions and policy considerations for planning in the area.

Community Involvement – this section summarizes the key public involvement components of the study to-date.

Concept Development and Analysis – this section provides an overview of the land use scenarios, and economic and transportation analysis considered in development of the proposed scenario.

Implementation Approach – this section describes the approach to implementing the proposed scenario vision in conceptual form, including:

- The vision for future development of the area, including proposed changes to the Comprehensive Plan map and Zoning map.
- Conditions that must be addressed for change to occur, including the necessity to address industrial land supply, provide certainty of transit, and assure public benefits.
- A description of proposed “plan district” regulatory provisions that would guide future development. A detailed version of proposed plan district Zoning Code provisions can be found in [Volume 2 of the Montgomery Park to Hollywood – NW Plan](#).

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2. Background and Planning Considerations

Area History

The area that would become the City of Portland was populated by various native peoples who lived, fished, hunted and gathered foods along the Columbia and Willamette rivers prior to settlement by European Americans. Native villages and encampments were located along the south shore of the Columbia River, on Sauvie Island and along the Willamette River to the south, in what would become Linnton and Northwest Portland. Treaties between the tribes and U.S. government executed in the 1850s resulted in the resettlement of many tribes to remote reservations. Portland has a large population of Native Americans today. Some are descendants of NW tribes; others are affiliated with tribes from around the country.

Peter Guild was one of the first white settlers in the Northwest Portland area. His 1848 donation land claim of 598 acres included a large shallow lake, pastureland, and a popular tavern and "resort." The area north of NW Vaughn was sparsely developed until after the turn of the century, but included lumber mills, grain storage, railroads, and docks. The Guild's Lake Rail Yard, constructed by the Northern Pacific Railroad in the 1880s, served as a major switching facility for a number of the city's railroads.

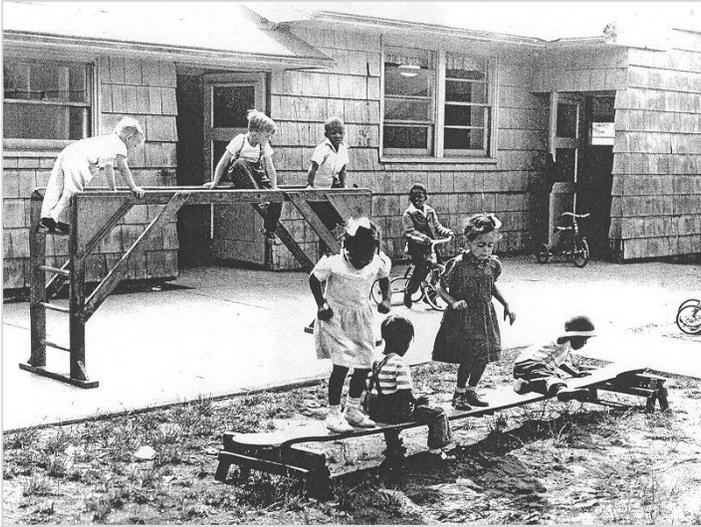
As the area developed, east-west streets in the Guild's Lake area continued the alphabetical naming pattern established in Northwest Portland in the nineteenth century. These include NW Vaughn, NW Wilson and NW York streets (there are no "X" and "Z" streets). In 2002, the Portland City Council passed a resolution stating that NW York Street is named for York, William Clark's enslaved servant, in honor of his important role in the Lewis & Clark Expedition.

In 1905, the 100-year anniversary of the Lewis and Clark Expedition was marked by a large exposition located on an artificial island in Guild's Lake. This fair was instrumental in spurring the growth of the city and Northwest Portland. The site was selected, in part, for its access – two local trolley lines ran within one block of the fair entrance and it was located adjacent to the recently constructed Vaughn Street baseball stadium. Little of the Lewis and Clark Centennial Exposition remains today. Most of the structures were designed to be temporary and were torn down in 1906.



Lewis and Clark Fair, 1905

Following the exposition, Guild's Lake and surrounding lowlands were filled with soil sluiced from development in the West Hills and sediment dredged from the Willamette. Edward Bennett's 1912 Greater Portland Plan recognized the suitability of the area for industrial development and



Children at Guild's Lake Courts – photo courtesy of Gloria Cash.

recommended expansion of industrial, warehousing and freight-moving land uses. The lake was completely filled by the mid-1920s and industrial operations proliferated.

During World War II, a large temporary housing project was constructed for war-effort shipyard workers and their families. With 2,432 housing units and nearly 10,000 residents, Guild's Lake Courts was the eighth largest housing project in the United States. Lesser known than its counterpart, Vanport City, Guild's Lake Courts included a population diverse in terms of race, ethnicity and regional origins, and included a significant number of African-American

households. After a brief post-war population decline, it became the relocation site of many households displaced by the 1948 Vanport flood, adding significantly to the population. Guild's Lake Courts was demolished in 1951 and residents were displaced to other areas of Portland.

In 1901, Vaughn Street Park was financed by streetcar-line owners C.F. Swigert and E.I. Fuller. The ballpark was located on the north side of Vaughn Street between NW 24th Avenue and NW 25th Avenue and was home for a series of Portland professional baseball teams. In 1955, the Portland



Vaugh Street Park, 1951

Beavers was the last team to play at the 12,000 seat ballpark before the team moved to Multnomah Stadium (now Providence Park). The ballpark was demolished in 1956 and the site transitioned to industrial uses, including the recently demolished ESCO steel foundry.

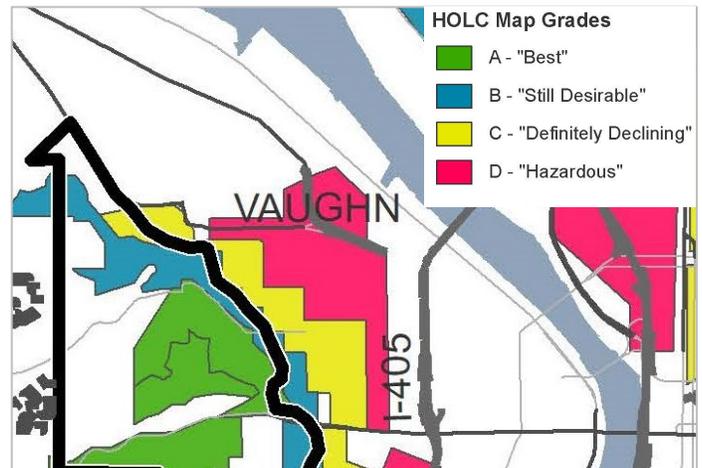
In 1920, Montgomery Ward & Company constructed a new nine story facility in the area, a prominent landmark to this day. At the time of its completion, the building was the largest in the city, at approximately 569,000 square feet. A 229,000-square-foot wing was added in 1936. The 4th through 9th floors

were used as warehouse space with office and mail-order space on the 2nd and 3rd floors and rail and truck loading on the first. A retail store was added in the 1936 expansion.

After World War II, the retail business declined steadily due in part to suburbanization, eventually closing in 1976. The building remained in use for warehouse and mail-order functions. In 1982 the warehouse closed, eliminating 500 jobs at the site.

In 1985, the building was renamed "Montgomery Park" and rehabilitated with offices and retail uses by the Naito family. The property was most recently acquired by Unico LLC.

Much of Northwest Portland was red-lined in the 1920s and 1930s. These governmental and real estate industry practices were designed to restrict residential and commercial lending in "less desirable" parts of the city—often areas of higher density residential or mixed zoning with larger populations of low-income and minority households. The Bureau of Planning and Sustainability's 2019 report [Historical Context of Racist Planning](#) notes that redlining "was an important factor in preserving racial segregation, intergenerational poverty and the wealth gap between White Portlanders and most other racial groups in the city."



Detail of 1927 Home Owners' Loan Corp. Redlining Map

The "Slabtown" area, adjacent to the study area to the east and south (somewhat conforming to the red and yellow areas on the "redlining map"), contained a mix of industrial and commercial uses and a diverse, working class residential population. As industry expanded in parts of the neighborhood in the twentieth century, some areas of housing were torn down and residents displaced. However, much of Northwest Portland's "flats" remained predominantly residential, with an abundance of rental housing that was relatively affordable into the 1990s. In recent decades the area has become significantly more expensive, has seen extensive new development, and has experienced gentrification pressures.

Existing Conditions

In January 2020, the project team published an Existing Conditions Report documenting demographic, land use, jobs, businesses and commercial space, and transportation conditions in the study area. The transportation report section included information about street classifications, travel behavior, recent and planned transportation projects, crash history, traffic volumes, transit activity, and roadway cross sections in the study areas.

This report provides information about the Westside portion of the project area, consisting of a quarter-mile buffer along a potential streetcar alignment extending from the existing couplet on NW Lovejoy and NW Northrup via NW 18th and NW 19th and connecting to NW Wilson and NW York. Note that the initial alignment and buffer used for analysis in the Existing Conditions Report does not fully correspond to the preferred alignment identified subsequent to the production of the Existing Conditions report.

Demographics & Equity Indicators

In general, the population in the Northwest study area includes fewer families in poverty, and higher income and education levels than Portland as a whole. Overall, there is a lower percentage of people of color than citywide, as well as significantly fewer children than the city as a whole.

Table 1: Population & Income

Population & Income	NW Area	Portland
Persons	6,735	630,331
Families	1,108	135,543
Median HH Income	\$68,834	\$63,032
Per Capita Income	\$64,295	\$37,382
% Families in Poverty	4%	10%

Table 2: Race & Ethnicity

Persons	NW Area	Portland
People of Color	1,355	182,843
% People of Color	20%	29%
% White	80%	71%
% Asian	10%	10%
% Black	2%	7%
% Native American	2%	2%
% Other	1%	3%
% Nat. Hawaiian/Pac Is.	0%	1%
% Hispanic	8%	10%

Table 3: Age

Age	NW Area	Portland
% under 18	8%	18%
% 18 to 59	75%	64%
% over 59	17%	18%

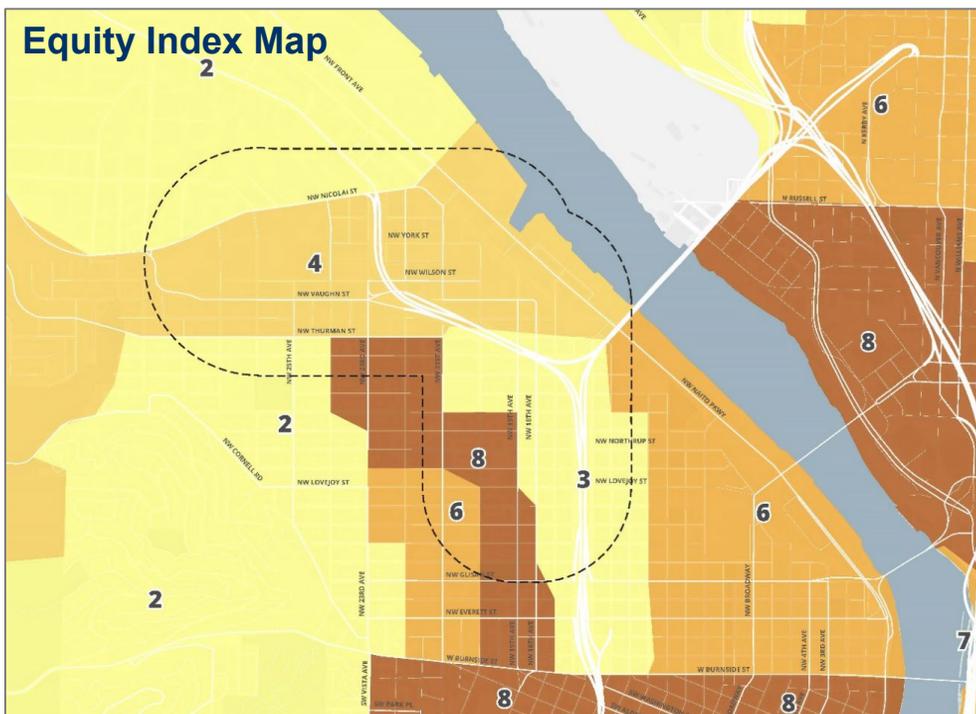
Table 4: Education

Education	NW Area	Portland
Less than HS	2%	8%
HS diploma	6%	16%
Some college	18%	28%
BA/BS degree	43%	29%
Advanced degree	32%	19%

Table 5: Households & Tenure

Households	NW Area	Portland
Total Households	4,215	260,949
% Owner Occupied	29%	53%
% Renter Occupied	71%	47%

The areas with the highest concentrations of non-white households and lowest income households in the study area live along much of the existing streetcar line that operates on NW Lovejoy and NW Northrup Streets. There are also higher concentrations of these populations in Slabtown, reflecting areas of significant recent residential development. The Equity Index Map below shows the indexes (representing race and income levels) for the area. Higher numbers reflect more diversity and/or lower incomes.



Equity Index Map – the darker colors and larger numbers show higher concentrations of non-white populations and lower household incomes.

Employment and Businesses

Compared to Portland as a whole, Northwest has a higher share of employment in office services and production and distribution; it has less employment and businesses in retail and in education and healthcare. The highest share of the employment in the Northwest study area is office services, comprising about 44% of jobs. While production and distributions sectors used to comprise as much as 37% of jobs in 2008, the growth in office-based employment has outpaced production and distribution in Northwest. Production and distribution sectors now comprise about 28% of Northwest jobs. Total employment in these sectors has also declined, from around 5,000 jobs in 2008 to about 4,200 jobs in 2018. However, major employers serving industrial sectors, such as Weir (former ESCO) and XPO Logistics, have their headquarters in the area which are arguably also production and distribution jobs.

Since 2008, the Northwest study area has grown by about 2,800 jobs, or 17%. This is higher than the citywide average of 13%. The largest sector to grow was office services, which added 2,600 jobs. The fastest-growing subsector has been professional, scientific and technical services, which added 800 jobs (a 37% increase) between 2008 and 2018. Production and distribution sectors have struggled to keep pace, having lost about 800 jobs in the last recession. Even accounting for large employers that vacated, such as ESCO's manufacturing presence, this sector is generally declining in this area. One exception in this sector is small-sized firms with 1-19 employees, which grew by about 5-10% since 2008.

Table 6: Businesses

Sector	NW Area	Portland
Total	1,115	34,401
Production & Distribution	19%	18%
Education & Healthcare	10%	11%
Office Services	45%	35%
Retail & Related Services	26%	36%

Table 7: Jobs

Sector	NW Area	Portland
Total	16,860	455,478
Production & Distribution	28%	22%
Education & Healthcare	10%	24%
Office Services	44%	30%
Retail & Related Services	17%	24%

Equity and Other Policy Considerations

Equity and equitable development have a major emphasis in Portland planning and investment policies. The following documents include discussion about equity and set the framework for equitable development considerations in the MP2H Northwest Plan.

Portland Plan

The [Portland Plan](#), a strategic plan for the city, proffered new directions for the city. A significant focus of the plan was acknowledgement of equity issues regarding public services, investments and decision-making. The Portland Plan included a framework for equity and characterized equity as follows:

Equity is when everyone has access to the opportunities necessary to satisfy their essential needs, advance their well-being and achieve their full potential. We have a shared fate as individuals within a community and as communities within society. All communities need the ability to shape their own present and future. Equity is both the means to healthy communities and an end that benefits us all. The promise of opportunity is real when:

- *All Portlanders have access to a high-quality education, living wage jobs, safe neighborhoods, basic services, a healthy natural environment, efficient public transit, parks and green spaces, safe and sound housing, and healthy food.*
- *The benefits of growth and change are equitably shared across our communities. No one community is overly burdened by the region's growth.*
- *All Portlanders and communities fully participate in and influence public decision-making.*
- *Portland is a place where your future is not limited by your race, gender, sexual orientation, disability, age, income, where you were born or where you live.*
- *Underrepresented communities are engaged partners in policy decisions.*

2035 Comprehensive Plan

Adopted in 2016, the Portland [2035 Comprehensive Plan](#) sets the policy framework for growth and development in the City of Portland for the next 20 years. The plan sets direction for urban form and land use, transportation system improvements, and citywide infrastructure investments.

The [2035 Comprehensive Plan](#) has an emphasis on social justice and equity. It sets out five "Guiding Principles" that inform its policies and guide future decision-making including a principle specifically focused on Equity. The guiding principle on equity calls for the following:

Promote equity and environmental justice by reducing disparities, minimizing burdens, extending community benefits, increasing the amount of affordable housing, affirmatively furthering fair housing, proactively fighting displacement, and improving socio-economic

opportunities for under-served and under-represented populations. Intentionally engage under-served and under-represented populations in decisions that affect them. Specifically recognize, address and prevent repetition of the injustices suffered by communities of color throughout Portland's history.

The Comprehensive Plan also includes a number of policies intended to ensure that the City's planning efforts and public investments work to achieve equitable outcomes and environmental justice goals. Relevant equity-focused Comprehensive Plan principles and policies that have been considered as part of the MP2H planning process are listed below.

- **Policy 2.3, Extend benefits.** Ensure plans and investments promote environmental justice by extending the community benefits associated with environmental assets, land use, and public investments to communities of color, low-income populations, and other under-served or under-represented groups impacted by the decision. Maximize economic, cultural, political, and environmental benefits through ongoing partnerships.
- **Policy 2.4, Eliminate burdens.** Ensure plans and investments eliminate associated disproportionate burdens (e.g. adverse environmental, economic, or community impacts) for communities of color, low-income populations, and other under-served or under-represented groups impacted by the decision.
- **Policy 3.3, Equitable development.** Guide development, growth, and public facility investment to reduce disparities; encourage equitable access to opportunities, mitigate the impacts of development on income disparity, displacement and housing affordability; and produce positive outcomes for all Portlanders.
- **Policy 5.15, Gentrification/displacement risk.** Evaluate plans and investments, significant new infrastructure, and significant new development for the potential to increase housing costs for, or cause displacement of communities of color, low- and moderate-income households, and renters. Identify and implement strategies to mitigate the anticipated impacts.
- **Policy 5.16, Involuntary displacement.** When plans and investments are expected to create neighborhood change, limit the involuntary displacement of those who are under-served and under-represented. Use public investments and programs, and coordinate with nonprofit housing organizations (such as land trusts and housing providers) to create permanently affordable housing and to mitigate the impacts of market pressures that cause involuntary displacement.
- **Policy 6.36, Industrial land.** Provide industrial land that encourages industrial business retention, growth, and traded sector competitiveness as a West Coast trade and freight hub, a regional center of diverse manufacturing, and a widely accessible base of family-wage jobs, particularly for under-served and under-represented people.

- **Policy 6.37, Industrial sanctuaries.** Protect industrial land as industrial sanctuaries identified on the Comprehensive Plan Map primarily for manufacturing and distribution uses and to encourage the growth of industrial activities in the city.

The MP2H Northwest Plan includes implementation measures, described in Section 5 of this report, that are intended to ensure that some of the private land value increases that accrue from proposed land use changes and public investments are more broadly shared. The plan also includes provisions intended to mitigate for the potential loss of industrial lands and impacts to employment opportunities. A more complete list of applicable policies is included in the Existing Conditions Report.

Northwest Portland Streetcar Preliminary Racial Equity Analysis

In 2019, the Portland Bureau of Transportation and Portland Bureau of Planning and Sustainability published a [Preliminary Racial Equity Analysis](#) focused on the equity trade-offs associated with potential land use changes and streetcar investments in the NW area. The questions guiding the analysis were:

- Do the proposed land use changes support City objectives of increased transit use, expanded housing options, and reduced carbon emissions?
- Will the proposed changes and investments reduce or exacerbate long-standing racial disparities in our community?

The report identified several key equity challenges posed by the potential for change in the area and offered ideas and recommendations on ways to address equity issues. These included:

- Develop incentives and regulations to ensure the economic benefits for people of color are equal to or greater than the private economic benefits accruing to landowners.
- Accompany increases in development allowances from rezoning with an enhanced Inclusionary Housing program.
- Connect housing, jobs, and transit policies and services to help low-income households live near where they work and commute affordably.
- If rezoning is considered, the City's 1:1 existing prime industrial land replacement policy must be implemented fully, and a business relocation program funded before rezoning goes into effect.
- Enhance the commercial affordability bonus program to address regional racial disparities in business ownership.
- Allocate a significant portion of the Federal Transit Administration TOD Grant budget for best practices in equitable planning.

Related Plans and Policies

In addition to the [2035 Comprehensive Plan](#) and [Portland Plan](#), the plans described below informed the development of the MP2H Plan.

Transportation System Plan

The [Transportation System Plan](#), a component of the City's Comprehensive Plan, guides the City's transportation policy and investment strategy for the next 20 years. The TSP guides policy and investment through street classifications, area plans, master street plans, and modal plans.

As Portland and the region grow, however, there is a continuing challenge to maintain the natural environment, economic prosperity, and overall quality of life. If in 2035, the percentage of people who drive alone to work remains the same as it is now (nearly 60 percent), traffic, carbon emissions, and household spending on vehicles and fuel will all worsen significantly.

To accommodate this growth, our transportation system must provide Portlanders safer and more convenient ways to walk, bike, and take transit for more trips. The 2035 Transportation System Plan guides investments to maintain and improve the livability of Portland by:

- Supporting the City's commitment to Vision Zero by saving lives and reducing injuries to all people using our transportation system;
- Helping transit and freight vehicles to move more reliably;
- Reducing carbon emissions and promoting healthy lifestyles;
- Keeping more money in the local economy by enabling people to spend less on vehicles and fuel; and
- Creating great places.

Central City 2035 Plan

City Council adopted the [Central City 2035 Plan](#) (CC 2035) in 2018, updating the plans and policies for downtown and central areas of Portland. The CC2035 is part of the [2035 Comprehensive Plan](#) and envisions a "prosperous, healthy, equitable and resilient Central City, where people collaborate, innovate and create a more vibrant future together." Much of the MP2H study area is adjacent to, but outside the Central City

Streetcar Concept Plan

The 2009 [Streetcar Concept Plan](#) identifies potential corridors that will build upon the successful existing streetcar system and expand service to best serve Portland's neighborhood and business districts. The Plan evaluated and compared corridors to determine what is most promising for streetcar expansion based upon development potential, operational feasibility, transit connectivity, and public involvement. The 2009 Plan included concept corridors to Montgomery Park.

Northwest District Plan

The [Northwest District Plan](#) was adopted in 2001 and sets a more specific framework of desired land uses and development for this densely developed neighborhood. Development in the plan area is regulated in part by the Northwest Plan District (33.562) which specifies additional land use allowances and development standards for parcels within the district.

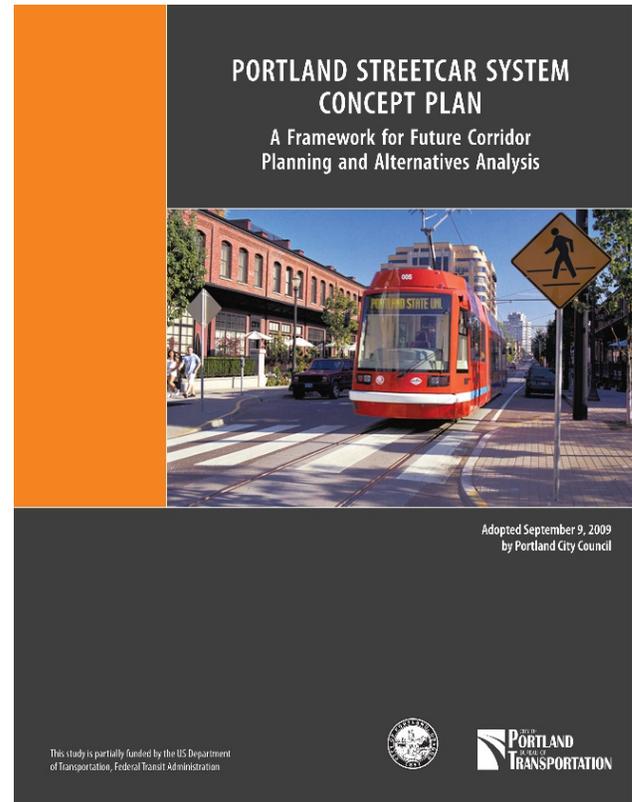
Guild's Lake Industrial Sanctuary Plan

The [Guild's Lake Industrial Sanctuary \(GLIS\) Plan](#) was adopted in 2001. The Guild's Lake plan covers portions of NW Portland from NW Vaughn Street north to the banks of the Willamette River and west to Forest Park. The plan provides a policy framework to preserve industrial land in NW Portland, in an area that has historically operated as an industrial and manufacturing hub. The plan recommends projects, programs and regulations to implement the plan's visions, policies and objectives. It is implemented in the zoning code by the Guilds Lake Plan District (33.531). The proposed land use changes and transportation investments could change the neighborhood character and primary land use in the southernmost portion of the Guild's Lake Industrial Sanctuary.

Northwest in Motion

[Northwest in Motion](#) (NWIM) is a plan to make Portland's Northwest District safer and more convenient for walking, biking, and riding public transit. People living in the NWIM project area travel by walking, biking, and transit at far higher shares on average than other Portlanders. The five-year implementation plan identifies and prioritizes projects that can be built in the next five to ten years.

The MP2H study area in Northwest Portland overlaps with the northern and eastern extents of the NWIM project area. Projects in overlap areas should be coordinated to ensure that the goals for both plans are met through multimodal design.



Urban Character, Land Use & Zoning

The character of the Northwest study area is eclectic and varied, with a diversity of building types and land uses. The southern portion of the study area along and near NW 18th and 19th includes a mix of older 2-3 story, multi-family residential structures, more recent 4-to-6-story mixed-use developments, a scattering of low- to medium-scale commercial developments and aging, one- to six-story warehouse and industrial buildings.

Over the previous two decades, the “Slabtown” area south of NW Vaughn St has been transitioning from industrial uses to a broader mixed-use character. While there are pockets of smaller-lot developments typical of Northwest Portland further to the south and west, the development pattern here includes generally larger lot sizes and building floorplates. Block sizes east of NW 19th are generally the typical Portland 200 feet by 200 feet, while those to the west are larger at 200 feet by 460 feet, with some as large as 460 feet by 460 feet. Rights-of-way are typically 60 feet wide.

The northern area, which is the primary focus area of this study, is industrial in character, with NW Vaughn being the historical boundary between the Guild’s Lake Industrial District and the mixed-use portion of Northwest Portland to the South. The development pattern is dominated by very large lots, including the former ESCO industrial site. Several large industrial structures on the site were recently demolished and the site sits mostly vacant. One of Portland’s largest commercial structures, Montgomery Park, lies at the west end of the alignment, with large amounts of surface and structured parking. The Historic Landmark American Can Company complex is adjacent to the east of Montgomery Park.

A major character-defining feature of the Northwest study area is the Highway 30/I-405 alignment and the approaches to the Fremont Bridge—major pieces of infrastructure that pose a connectivity barrier in some areas, while towering over others. The area north of NW Vaughn lacks significant public open space, although Forest Park lies about a half-mile to the west, and public parks and schools are located south of NW Vaughn.

Comprehensive Plan Map

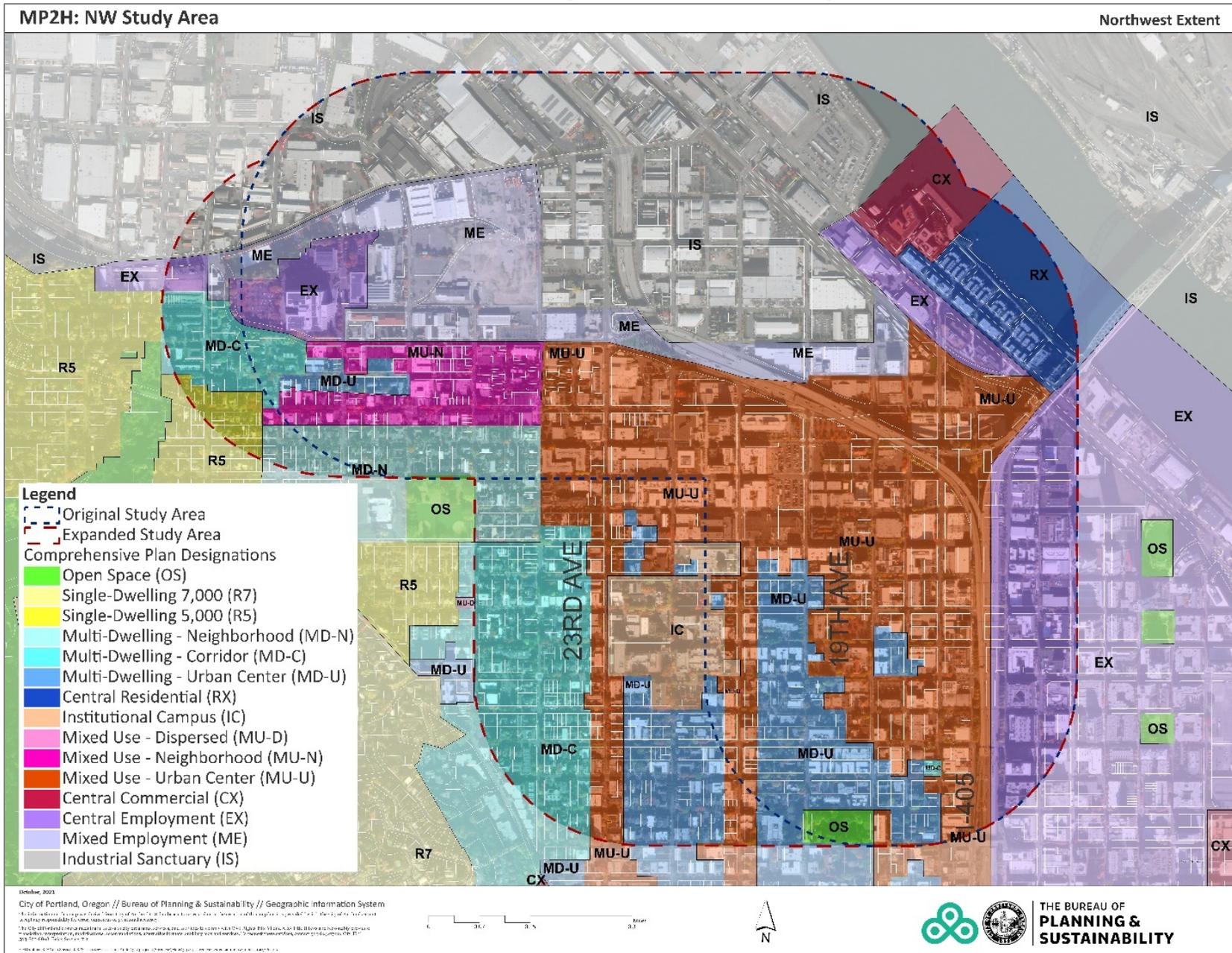
The Comprehensive Plan map, shown on the following pages, shows the long-range planned land use designations for the study area and surrounding land. Commercial/Mixed Use areas are shown in red/amber. Single-dwelling areas are in yellow. Multi-dwelling areas are shown in blue. Employment areas are shown in violet. Purple denotes the Central Employment (EX) mixed use designation. Industrial designations are shown in gray. In many cases the Comprehensive Plan Map shown here is aligned with the Zoning Maps shown on the following page, but in some areas where infrastructure deficiencies or other development limitations exist, the maps may not match. It is notable that for the former ESCO site, located in the area north of NW Vaughn west of Highway 30 south of NW Nicolai, the Comprehensive Plan map suggests a Mixed Employment (ME) future, but the site is currently zoned Heavy Industrial.

Zoning Map

The Zoning map, shown on the following pages, shows the current zoning designations for the study area and surrounding land. Commercial/Mixed Use zones are shown in red/amber. Single-dwelling zones are in yellow. Multi-dwelling zones are shown in blue. Employment zones are shown in violet. Purple denotes Central Employment (EX) mixed use zones. Industrial zones are shown in gray. In many cases the Zoning Map shown here is aligned with the Comprehensive Plan Maps shown on the previous page, but in some areas where infrastructure deficiencies or other development limitations occur, the maps may not match. It is notable that for the former ESCO site, located in the area north of NW Vaughn west of Highway 30 south of NW Nicolai, the Zoning map designation is Heavy Industrial (IH) with a Prime Industrial overlay zone (k), while the Comprehensive Plan map suggests a Mixed Employment (ME) future.

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Current Comprehensive Plan Map



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3. Community Involvement

The approach to community involvement for the MP2H study is detailed in the Montgomery Park to Hollywood Transit and Land Use Development Study (MP2H) Community Engagement Plan (see Appendix). The plan describes goals and steps in public engagement process for the study, with acknowledgement of additional emphasis placed on engagement focused on equity and reaching underserved communities and those potentially impacted by public decisions.

The process outlined in the plan has generally been followed, with highlights described below. However, the outbreak of the COVID-19 pandemic in March 2020, and related government orders to reduce in-person contact and business or social gatherings, changed some of the anticipated approach to outreach. Much of the outreach originally anticipated as in-person meetings or group gatherings were adapted to virtual and online events. Much of the anticipated engagement for the MP2H project was scheduled to occur between March 2020 and September 2020, a time when new engagement practices were being developed. Given this, the timing of and participation form of public events has varied somewhat during the process.

Neighborhood and Other Group Meetings

MP2H Project staff attended the meetings of neighborhood and business associations in the study area in mid- late-2019, as well as other times during the project, to inform them of the project and collect feedback. This included meetings with:

- Northwest District Association and subcommittees
- Northwest Industrial Neighborhood Association
- Northwest (formerly Nob Hill) Business Association
- Irvington, Grant Park, Laurelhurst, Rose City Park, and Sullivan’s Gulch Neighborhoods.
- NE Coalition of Neighbors and Central Northeast Neighbors
- AIA Portland Urban Design Committee

Kickoff Open House

A public open house to share information about the project and collect initial public feedback was held on March 2, 2020 at the Metro Regional Center. Staff from BPS, PBOT and Prosper Portland were available to provide information and collect feedback from meeting attendees. About 25 people attended. Meeting materials included a series of informational board that summarized key existing conditions and outlined project goals. Open House attendees were invited to share thoughts and feedback about development scenarios (Northwest area) and alignment alternatives (Northeast area). More information and a summary of feedback is available in the Open House Summary under separate cover.

Urban Design Concept Virtual Open House

A Montgomery Park to Hollywood Land Use Development Strategy (MP2H) Virtual Open House was held during Summer 2020. The open house and survey were designed to capture public preferences for the Northwest Portland land use development scenarios and Northeast Portland alignment alternatives being studied as part of the Urban Design Concept. More information about the development scenarios explored with the public is in Section 4 of this document. About 69 people completed the survey associated with the Northwest Portland design scenarios.

NW Project Working Group

A [Project Working Group](#) (PWG) was recruited for the Northwest Portland study area. The working group was composed of people representing a variety of viewpoints, many with connections to local organizations such as local neighborhood groups, local business groups, transportation advocates, and property owners. The group also included representatives of community based organizations (CBO) that participated in the outreach grants aimed at underserved communities (see below). With the exception of the representatives of the community based organizations that were funded by grants, and some members that had interests as property stakeholders, Project Working Group Members generally served as volunteers and were not compensated for their participation.

The PWG met six times between May 2020 and February 2021, and regrouped again to meet in November 2021. The group acted as a “sounding board” for the northwest portion of the study, provided guidance to the project team (city staff and consultants) and served as a conduit for information between community organizations and the team.

The PWG reviewed and informed draft materials and products but did not vote on proposals and products or make formal recommendations. City staff integrated feedback from the PWG into project materials and the development of proposals and products as appropriate.



Project Working Group – Virtual Meeting Snapshot

Community-Based Organization Outreach

As part of the FTA grant for the project, a portion of grant funds were made available for [community-based organizations \(CBO\)](#) in order to provide/conduct outreach to underserved communities. Four CBOs were selected to participate in the effort:

- Friendly House, Inc. – Northwest focus
- Northwest Industrial Business Association with Columbia Corridor Assn. – Northwest focus
- Hollywood Senior Center and Urban League of Portland – Northeast focus
- Micro Enterprise Services of Oregon – Northeast focus

Each of the four grantee organizations conducted additional public outreach to communities they generally serve, including underrepresented groups, many of which included a high percentage of BIPOC community members. The four CBOs conducted outreach to understand the aspirations, concerns, and priorities of their communities. This feedback was intended to help shape the proposals and the type of public benefits that might be sought to foster equitable development.

Each CBO developed an interim report by late 2020 to share information they had gathered. These reports are under separate cover on the project website:

<https://www.portland.gov/bps/mp2h/community-based-organization-outreach>.

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4. Concept Development and Analysis

Preliminary Development Scenarios

This section recaps the development and evolution of the proposed land use concept and related transportation alignments. Three development scenarios that offered alternative land use visions for the study area in NW Portland were initially created for the Northwest study area. Much of the study area is currently in industrial and employment land uses, which is consistent with the existing Comprehensive Plan map and Zoning map designations for the area.

The three alternative scenarios, described briefly below, were published in July 2020 for public feedback and further analysis. Additional details on the scenarios, including maps related to the *District Concept*, *Land Use and Urban Form*, *Transportation*, and *Public Realm* can be found in the [“MP2H Northwest Urban Design Report”](#) for the study area, an appendix under separate cover. More information on the public process for gathering feedback on the scenarios is included in the [“MP2H Urban Design Concept Open House – Public Comments Summary Report”](#) an appendix under separate cover. A summary of the preliminary alternative scenarios follows.

Montgomery Park to Hollywood (MP2H) Transit and Land Use Development Strategy

Urban Design Concept Virtual Open House: *Public Comments Report - Draft*

District Concept

Scenario 1: Industrial

Context

District Concept

Scenario 2: Employment

Context

Alignment B: Irving Street to Samly Backward

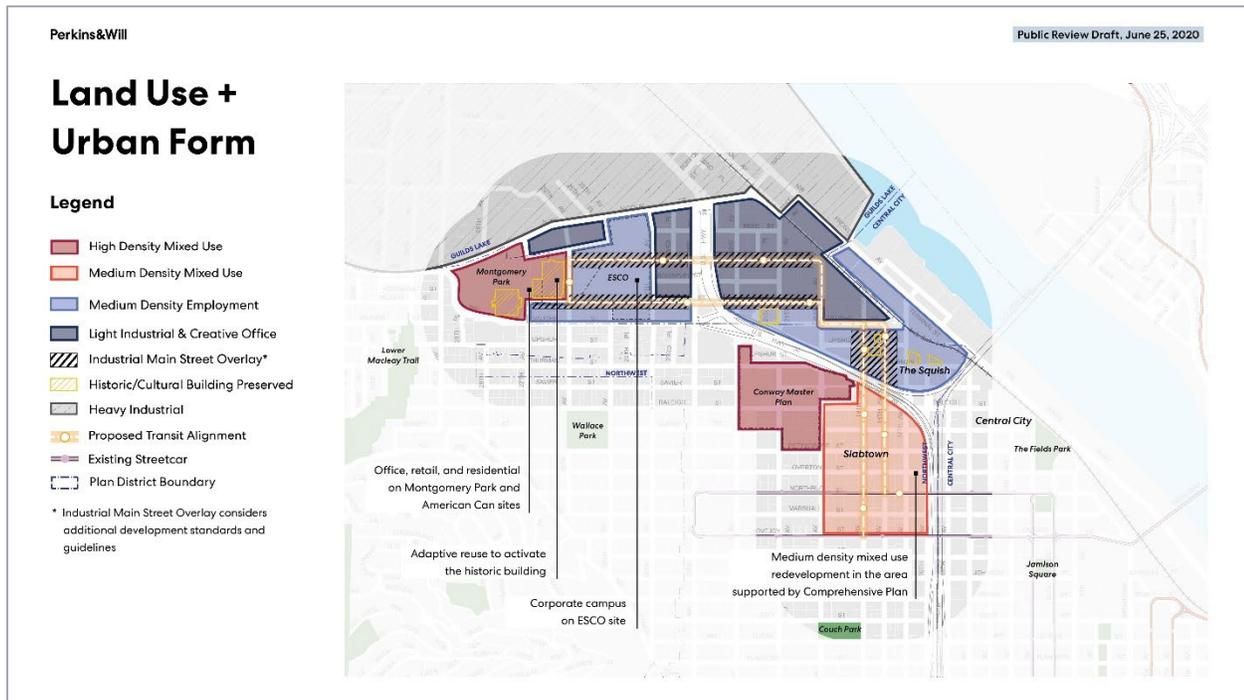
District Concept

Scenario 3: Mixed Use

Context

October 2020

Scenario 1: Enhanced Industrial

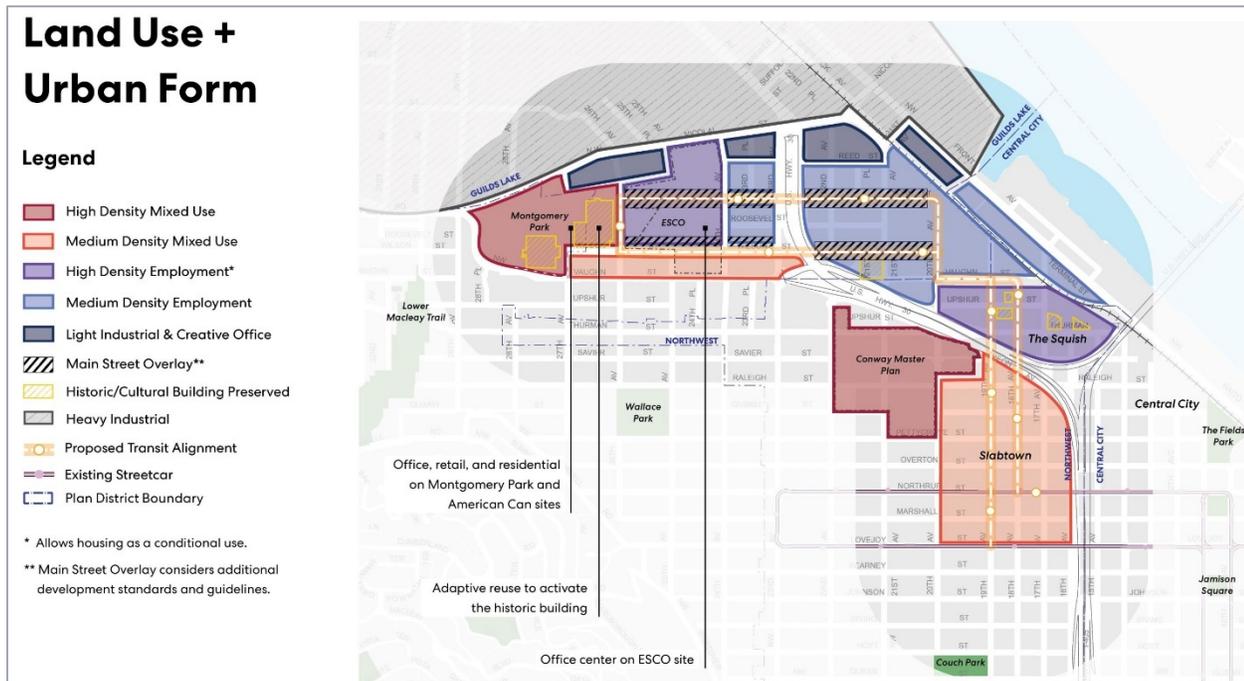


Scenario 1 – Enhanced Industrial, focuses on opportunities to create jobs in the Northwest Portland portion of the study area, and maintains and builds upon the area’s industrial history. Much of the area, particularly south of Nicolai Street and east of the former ESCO site is currently zoned for General Industrial uses. This scenario supports industrial land preservation policies by retaining much of the existing industrial zoning in that area, but it would permit a slightly broader range of uses, including creative and industrial office uses. This is similar to the approach used in the industrially zoned areas of Portland’s Central Eastside, in the Central City.

Scenario 1 includes the following attributes:

- Creates an industrial-focused sustainable economy through zoning and land use. The concept allows for more flexibility in land uses to include creative office within the Industrial zones.
- The concept envisions the transit streets as Main Streets that act as a hub for local, innovative manufacturing.
- Intends the Main Streets to host smaller maker spaces that benefit from visibility/ foot traffic.
- Envisions the ESCO site as a corporate campus or other large business/office space.
- Montgomery Park and the American Can Building become a mixed use neighborhood in addition to the existing employment anchor.
- Prioritizes intermodal hubs and ‘people-focus’ streets to make moving through the district safe and predictable.

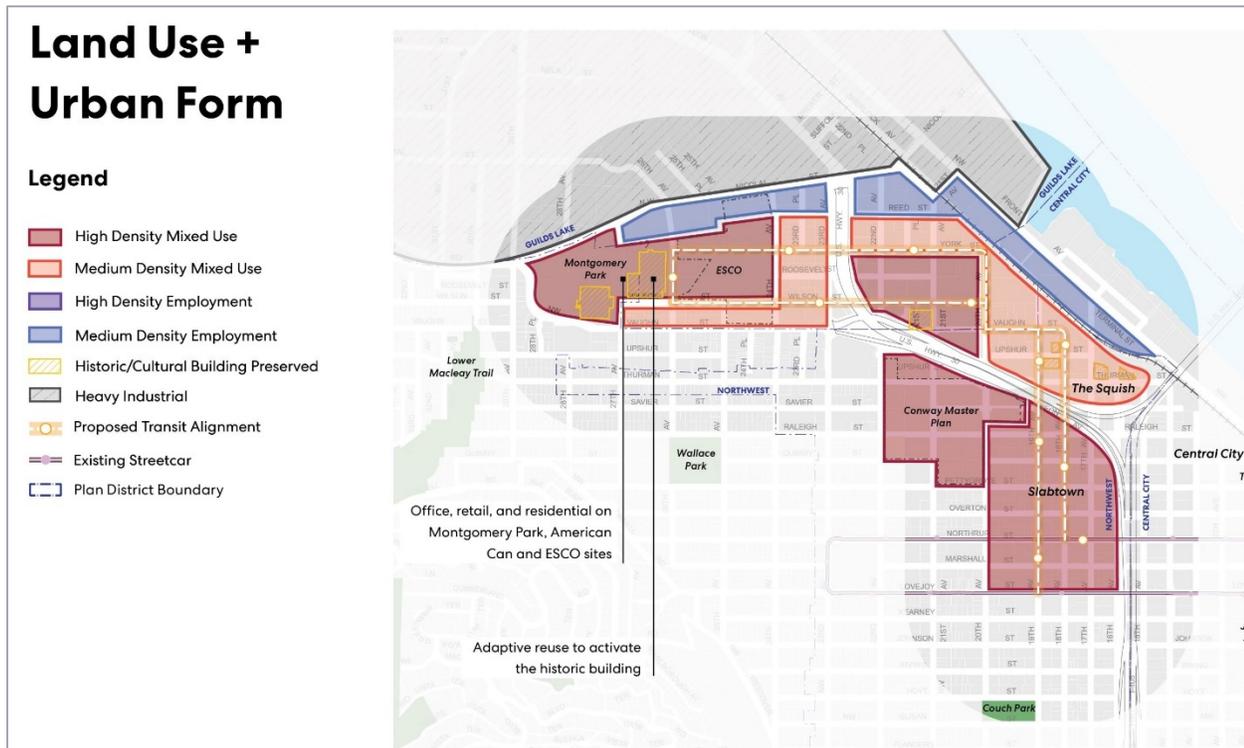
Scenario 2: Employment



Scenario 2 includes the following attributes:

- Creates space and support for a diversity of economic activities and jobs.
- The concept envisions the Main Streets as places to celebrate a diversity of employment activities, sectors, and scales (business and building sizes).
- Conservation and reuse of existing structures to provide affordable context for startups and new initiatives.
- Envisions the ESCO site as a high-density employment site.
- Montgomery Park and the American Can Building become a mixed use neighborhood in addition to the existing employment anchor.
- Prioritizes Roosevelt Street as the primary public shared space for the district, designed to optimize industry efficiencies and collaboration.

Scenario 3: Mixed Use



Scenario 3 includes the following attributes:

- Creates a vibrant mixed use district supported by strong employment anchors, mixed housing, and neighborhood retails.
- Plans for affordable housing for low-income Portlanders in a highly desirable area with existing and planned amenities.
- Adds a variety of community facilities that anchor Roosevelt Street, a new district spine.
- Envisions the ESCO site as a high-density mixed use site and urban center.
- Montgomery Park and the American Can Building become a connected mixed use neighborhood.
- Roosevelt Street becomes a pedestrian-oriented spine of public spaces anchored by the Montgomery Park Station and a bridge connecting to the waterfront.

Public Feedback and Further Analysis of Scenarios

The scenarios were shared with the public in a [Virtual Open House](#), and related Information Sessions, in Summer 2020. The scenarios were also discussed with the NW Project Working Group (PWG) in Summer and Fall 2020. Below are some key takeaway findings from responses to the Virtual Open House surveys and information sessions.

Overall, a variety of opinions were expressed about the merits of alternate land use scenarios in Northwest Portland. In response to survey questions, scenario preferences were expressed, but these were generally tempered by comments expressing support for other alternatives.

- A total of 69 surveys were completed for Northwest Study area.
- Many suggested more information is needed to inform a decision.
- Overall, stronger preference was expressed for the Mixed Use scenario.
- Questions raised about expense and usefulness of streetcar.

Scenario 1: Enhanced Industrial

- Respondents were divided about the enhanced industrial scenario, with slightly more disagreeing that the enhanced industrial is the preferred approach.
- More people support the approach when paired with creative/industrial office uses.
- Respondents are evenly divided about transit investment compatibility with this scenario.
- Supportive of active frontages near transit alignments.

Scenario 2: Employment

- Respondents were evenly divided in support of an employment scenario with institutional uses.
- More people believe that a transit investment is compatible with employment, and there was a higher level of agreement for this than in the industrial scenario.
- Preference was expressed for buildings less than seven stories; next preference was 20+ stories.
- Strong support for creating a ped/bicycle-oriented street on Roosevelt.

Scenario 3: Mixed Use

- Respondents were more likely to agree with the mixed-use scenario than disagree, with stronger agreement amongst respondents than the other scenarios.
- Strong agreement on transit compatibility with this scenario.
- Preference was expressed for buildings less than seven stories; next preference was 20+ stories.
- Stronger preference for creating street grid on the ESCO site under this scenario than others.
- Strong support for a pedestrian/bicycle bridge over HWY 30.

Scenario Analysis and Alternate Scenario Development

The three alternate development scenarios were analyzed for their relative impact on jobs, housing units and value of development. These factors are important in determining the tradeoffs associated with the alternative scenarios and the potential public benefits that may be achieved by land use

changes, particularly changes that would be responsive to investments in transit, such as a future streetcar.

The project team analyzed the development scenarios using a land development modeling tool. The process and tool are described in detail in the [“MP2H Northwest Opportunities and Challenges Report”](#) under separate cover. Information about the number of jobs, housing units and estimated land value created was shared with the NW Project Working Group between July and October 2020. Highlights of feedback from the public and the project working group are summarized below.

From the Public – open houses

- Questions about need/usefulness of transit/streetcar investment.
- Uncertainties about viability of streetcar or 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 – meeting discussions

- Need for more transportation analysis and better understanding of traffic impacts.
- Provide information about the baseline/do-nothing scenario - jobs and housing figures.
- More information about trade-offs and equity implications is needed.
- Information should be presented clearly with trade-offs defined and no bias.
- None of the three scenarios offers a clear direction:
- Industrial jobs are important – the equity implications of changes have not been addressed.
- Employment scenario – this creates a commuter destination that lacks night activity; creates potential traffic impacts.
- Mixed Use – this is a possible long-term direction, but this has impacts for existing industrial uses and equity implications.
- A better balance of jobs and housing should be explored.

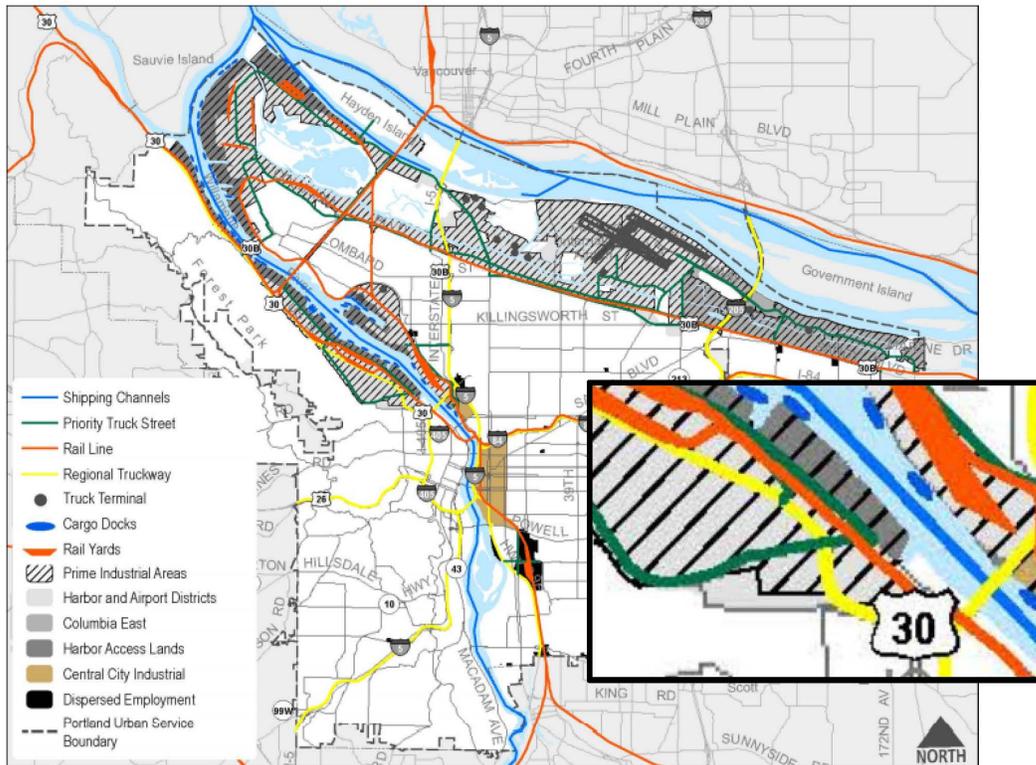
Further discussion of the merits of the scenarios with the PWG and project team led to consideration of a composite “hybrid” scenario. Analysis by the project team found that the most substantial changes in housing units, jobs and land value were generated through development of the area west of Highway 30, largely on the now-vacant former ESCO site, but also on other large opportunity sites such as Montgomery Park. The area east of Highway 30, which is more parcelized and developed with existing employment and industrial uses, saw less change through redevelopment, generating fewer new jobs and housing units.

In addition, staff reviewed the alternative scenarios in relation to the City of Portland’s industrial land policies and the [Economic Opportunities Analysis](#) (EOA) developed to inform the [2035 Comprehensive Plan](#). The 2016 EOA found that Portland has a tightly limited supply of required industrial land. As an implementation tool to retain industrial land, Portland adopted Comprehensive Plan policies that seek to retain and maintain a supply of prime industrial land, identified on Comprehensive Plan Figure 6.1. The city also adopted new zoning code map designations and the Prime Industrial overlay zone (zoning

code chapter 33.471) which are aimed at the retention and protection of such lands. Any changes to industrial zoning in the study area would need to address this industrial land policy concern.

2035 Comprehensive Plan

Figure 6-1. Industrial and Employment Districts

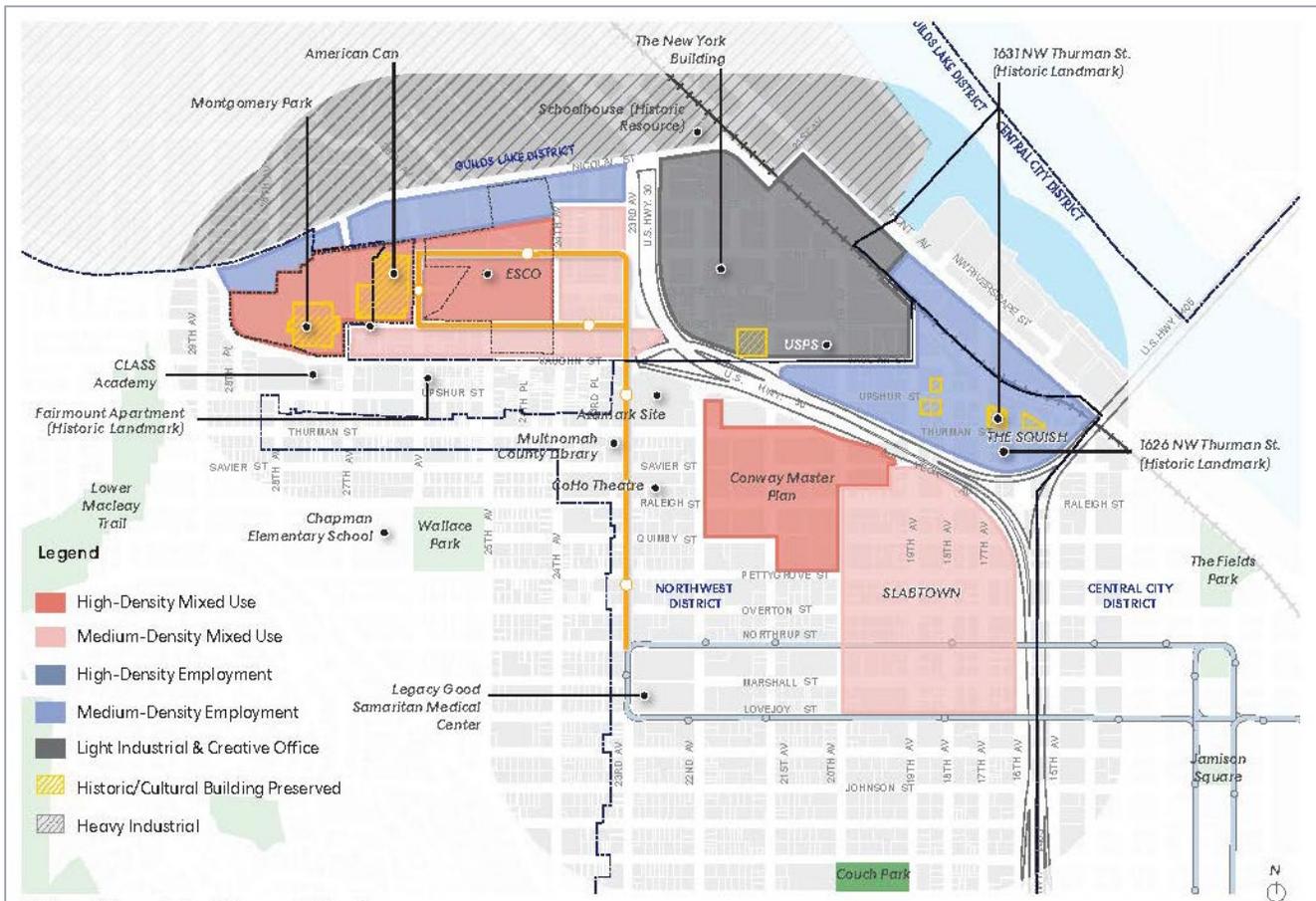


2035 Comprehensive Plan Figure 6.1, above, shows industrial and employment districts within the city, and highlights areas considered “prime industrial areas” as they relate to the study area (inset map).

Finally, further analysis of potential streetcar or transit alignments revealed that an alignment on NW 23rd Avenue, connecting from the existing streetcar line at NW Northrup to NW Wilson and NW York, was more feasible than previously thought. This is “Alignment D” described later in this section.

Given the policy and regulatory framework for retention of industrial lands, greater development opportunity in areas west of Highway 30, and the opportunity presented by a different transit alignment, a hybrid scenario that retains a significant amount of industrial land and focuses change in areas with the most opportunity for transformation was explored.

Scenario 4: Hybrid of Enhanced Industrial and Mixed Use



Scenario 4 is a hybrid of two scenarios:

- **East of Highway 30**, it takes the approach of Scenario 1, Enhanced Industrial, retaining industrial uses and industrial Comprehensive Plan map and zoning land use designations. Note that new allowances for industrial and creative office uses, proffered in Scenario 1, may occur at a future date when questions about the supply of industrial land are resolved through the City's Employment Opportunity Analysis update process, but are not currently proposed.
- **West of Highway 30**, the hybrid takes the approach of Scenario 3, Mixed Use, which anticipates a transition in this area away from industrial uses into a dense neighborhood with a broader mix of housing, commercial and potential employment uses.

The hybrid Scenario 4 changes about 37 acres (approximately 30 net acres) of prime industrial land to mixed use or mixed employment designations, substantially less than the roughly 100 acres of prime industrial land that would have been affected with the original mixed-use Scenario 3.

Analysis of the hybrid Scenario 4 indicated that this scenario produced close to as many housing units, including affordable housing units, as the mixed use Scenario 3. It also maintained a significant number of industrial and office jobs, while creating more retail and restaurant jobs, compared to the baseline “no change” scenario.

A summary comparison of jobs, housing units and value is shown in the following Development Scenarios Summary Table taken from the [MP2H Northwest Opportunities and Challenges Report](#).

Development Scenarios Summary Table

	Baseline	Scenario 1: Enhanced Industrial	Scenario 2: Employment	Scenario 3: Mixed Use (with 10% affordable housing)	Scenario 4: Hybrid: Industrial and Mixed Use (with 10% affordable housing)
Residual Land Value	\$607M	\$629M	\$667M	\$757M	\$710M
Industrial Jobs	370	1,300	1,300	630	930
Office Jobs	550	1,940	1,940	1,040	1,510
Retail/Restaurant Jobs	400	410	450	730	660
Market Rate Housing Units	10,810	10,990	11,630	13,920	12,840
Affordable Housing Units	940	960	990	1,250	1,130

Development Scenarios - Transportation Realm

Accompanying each land use scenario were initial draft diagrams around transportation (as well as urban form and public realm). These diagrams can be found in the [MP2H Northwest Urban Design Report](#). The transportation diagrams described how the district would operate under the alternative land use scenarios. For example, they identified where a potential streetcar extension would operate and where new streets or pedestrian paths would be required to break up superblock parcels. They also identified multimodal connection points, and which streets would prioritize transit, bicycles, or freight. The purpose of the transportation diagrams was to illustrate the potential difference in district circulation and needs dependent on the proposed type and intensity of land uses. Each scenario drew upon the existing conditions information to incorporate existing projects and build on recently recommended street classifications from the *Northwest In Motion Plan*.

Transportation Demand Modeling

The Portland Office of Transportation (PBOT) performed initial transportation demand modeling on the development scenarios to estimate the number of resulting trips, using the Citywide Transportation Demand Model derived from Metro's Regional Transportation Plan model. A baseline model and a future year 2040 model was developed to compare present-day conditions with forecasted growth in the area with and without land use changes. The findings below are the outcomes of modeling for the Hybrid Scenario 4: Industrial and Mixed-Use.

Assumptions:

- All new streets to meet street connectivity standards.
- No left turn onto Highway 30 from north of NW Vaughn.
- Trip adjustment to account for mixed use district with multimodal connections.

Key Findings:

- 27% more auto trips from study area, more traffic overall.
- The combination of land use and circulation changes resulted in more traffic onto Highway 30.

West of Highway 30:

- Internal study area local street network supports growth.
- More traffic onto NW Nicolai between NW 23rd and NW 24th avenues.
- Additional traffic on Highway 30 southbound north of Nicolai.

East of Highway 30

- Increased trips east of Highway 30 - not anticipated to significantly impact industrial operations.

Highway 30 Interchange/NW Vaughn/NW 23rd Avenue

- Decrease on southbound NW 23rd Avenue north of NW Vaughn .
- Increase at eastbound NW Vaughn between 24th and 23rd avenues.
- Fewer trips using NW 23rd/NW Vaughn interchange, and less congestion onto freeway.
- South of NW Vaughn: for N/S streets trips increase except on southbound NW 24th Avenue.

The demand model findings indicate that the district can largely absorb the proposed land use changes. However, congestion could build during the peak travel hour. Transportation interventions to address the impact of added trips to the area include transit improvements, additional signalized intersections, improved multimodal facilities, as well as programmatic elements like transportation demand management, recommended parking controls, and subsidies for multimodal transportation. The [Montgomery Park Area Transportation Plan](#), an appendix under separate cover, includes additional details on district transportation.

Transit Alignment

Portland Streetcar Inc. projects streetcar ridership to grow to 20,000 riders per day by 2025. The streetcar is an important transportation tool for serving new jobs, housing, and services and is a sustainable all-electric and high capacity transit mode. The Portland Streetcar currently serves important destinations in Northwest Portland such as the Legacy Good Samaritan Hospital, 23rd Avenue, and the broader Northwest Portland community.

Montgomery Park has been identified as a potential streetcar destination in the Regional Transportation Plan, City of Portland Transportation Plan and [2035 Comprehensive Plan](#). While the 2009 Streetcar System Concept Plan suggested potential routes, there had previously not been a widely preferred alignment.

The presence of industrial businesses has left a lasting imprint in the area, shaping it and providing hundreds of living-wage jobs. Recently, the nature and demands of urban industry have changed. In Northwest Portland, this is reflected in the loss of industrial uses such as Con-way (formerly Consolidated Freightways) and ESCO Steel.

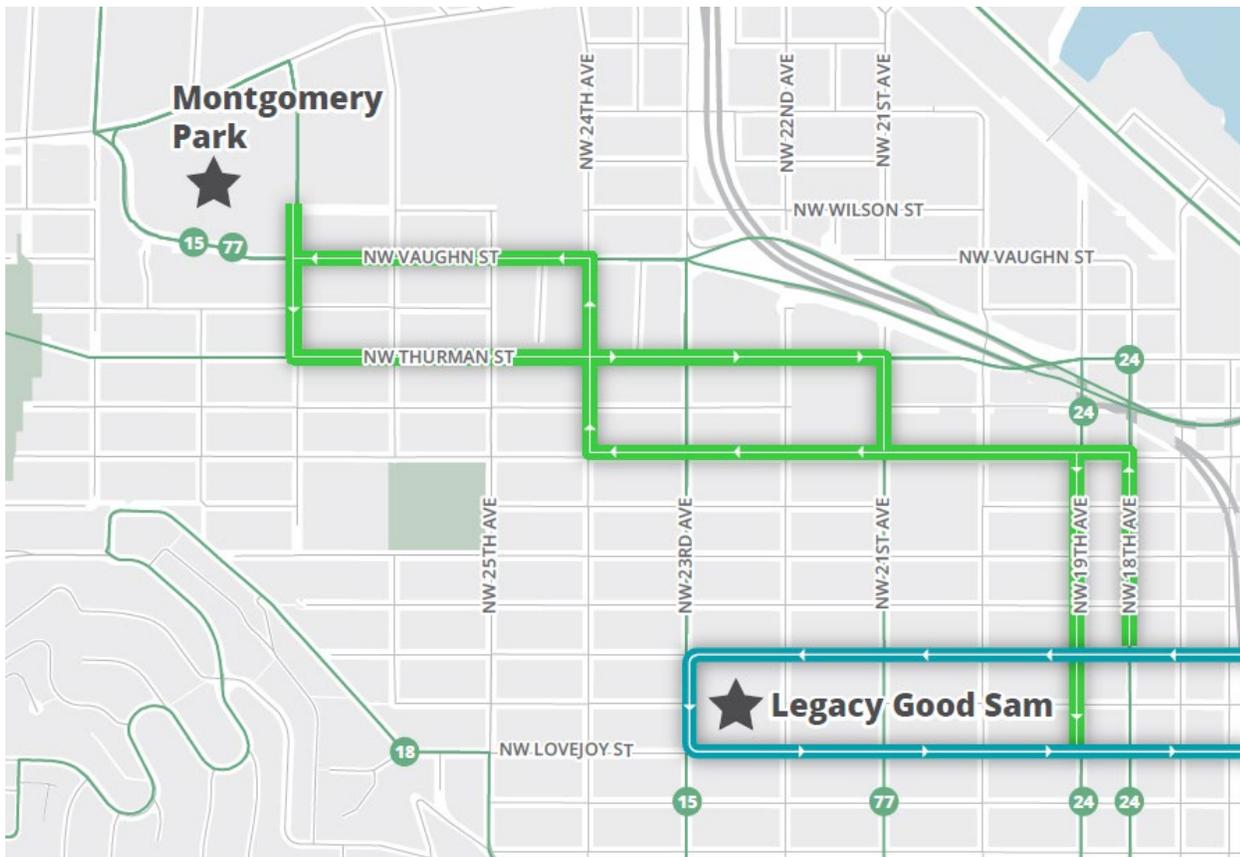
Currently the former ESCO site within the study area is largely vacant. The large site, along with the concentration of jobs at Montgomery Park present a unique opportunity to consider the future of the area, including opportunity for transit-oriented mixed-use development in close proximity to the Central City.

Initial plans for redevelopment surrounding Montgomery Park, coupled with recent changes at ESCO and increased intensification at other nearby properties prompted a closer consideration of how streetcar, or some other high-quality transit service, could serve this area.

Transit Alignment Alternatives

The project team evaluated potential transit alignments and examined the tradeoffs of each. Below is a summary of potential streetcar route alignments which were eliminated.

ALIGNMENT A

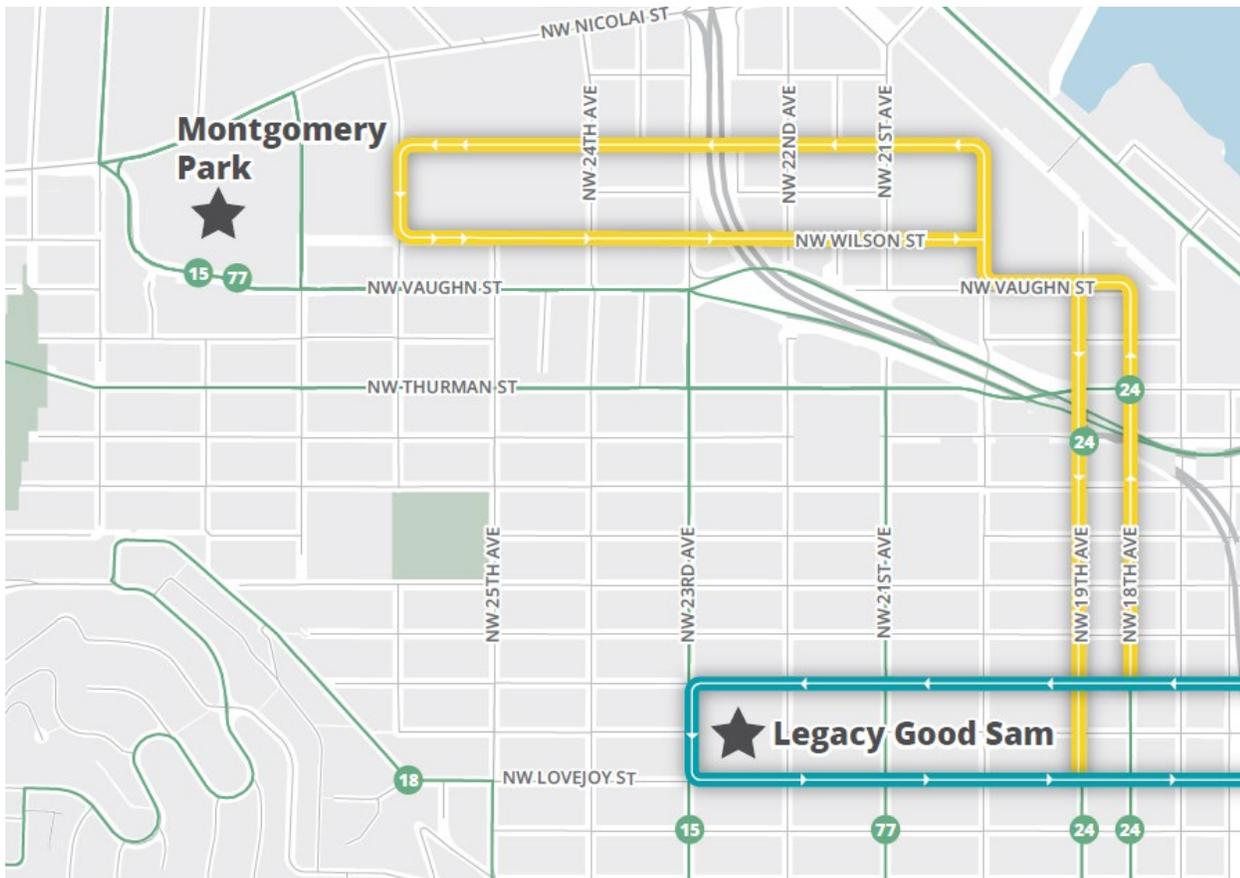


Description: New line connecting to Montgomery Park via a combination of NW Raleigh, Thurman, and Vaughn St with service to the eastside Convention Center.

Key Considerations:

- Compatible with adopted plans including Streetcar Concept Plan, Conway Master Plan and Northwest District Plan.
- Serves existing and new housing and retail in Slabtown. Service plan would double service between Pearl and Convention Center.
- Alignment uses narrow streets with tight turns, will require right-of-way acquisition and potentially moving the 19th Avenue bike lane location within the roadway cross section.
- Creates a slow, circuitous route to final destination.
- Portions of alignment run through historic areas with low planned densities for future housing and jobs.
- Much of the alignment is within a quarter mile of existing streetcar service.
- Requires 2.7 miles of new track construction and six new streetcars.

ALIGNMENT B

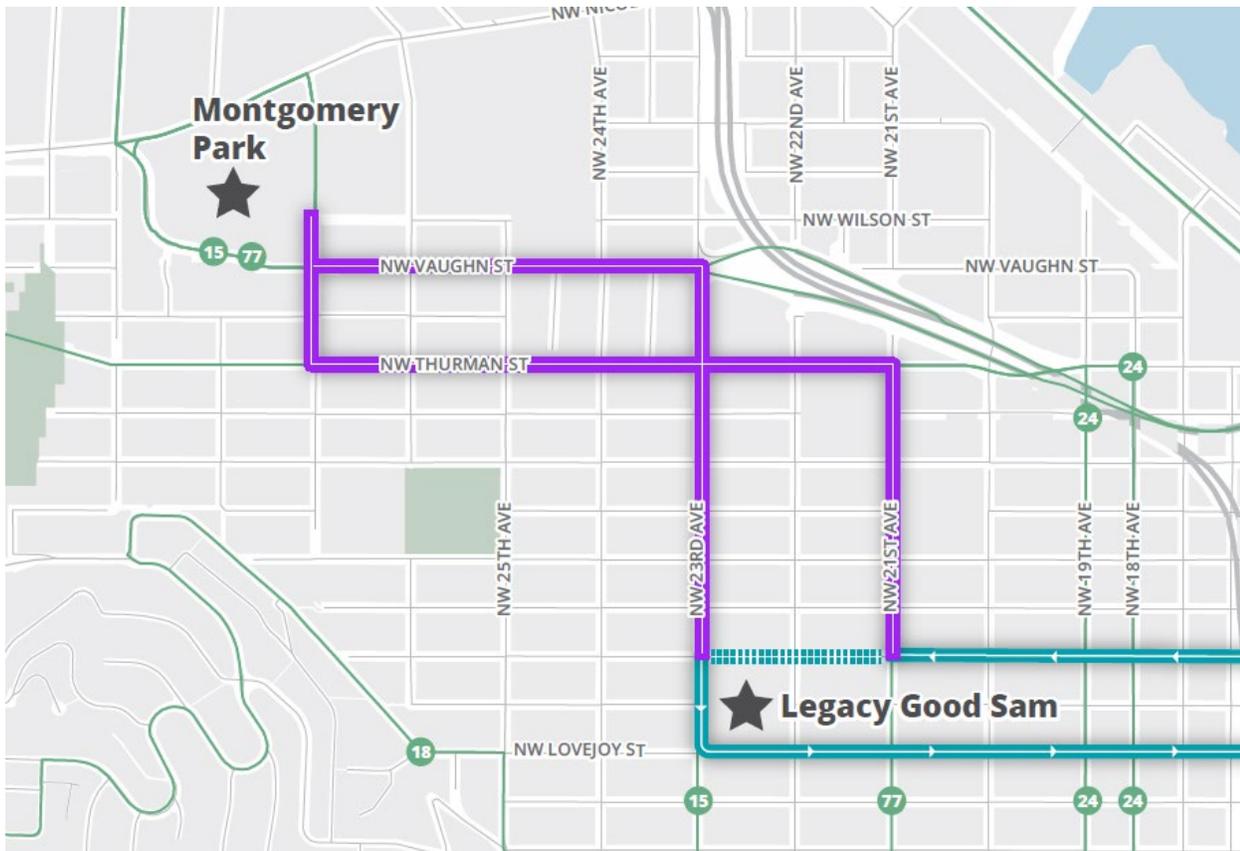


Description: New streetcar line heading north along NW 18th & 19th Ave; Connecting to Montgomery Park via NW York & Wilson with service to the eastside Convention Center.

Key Considerations:

- Opportunity for spurring growth in jobs and housing in empty or underutilized parcels.
- Strong interest and support from adjacent properties.
- Strong potential for a community benefits agreement to support city-wide goals.
- Provides new, high quality transit and transportation connections to a district with limited transit access today.
- Inconsistent with existing adopted zoning and industrial sanctuary policies.
- Requires right-of-way acquisition between NW 24th to 26th through ESCO site.
- Requires 3.5 miles of new track construction and six new streetcars, new streetcar barn.

ALIGNMENT C

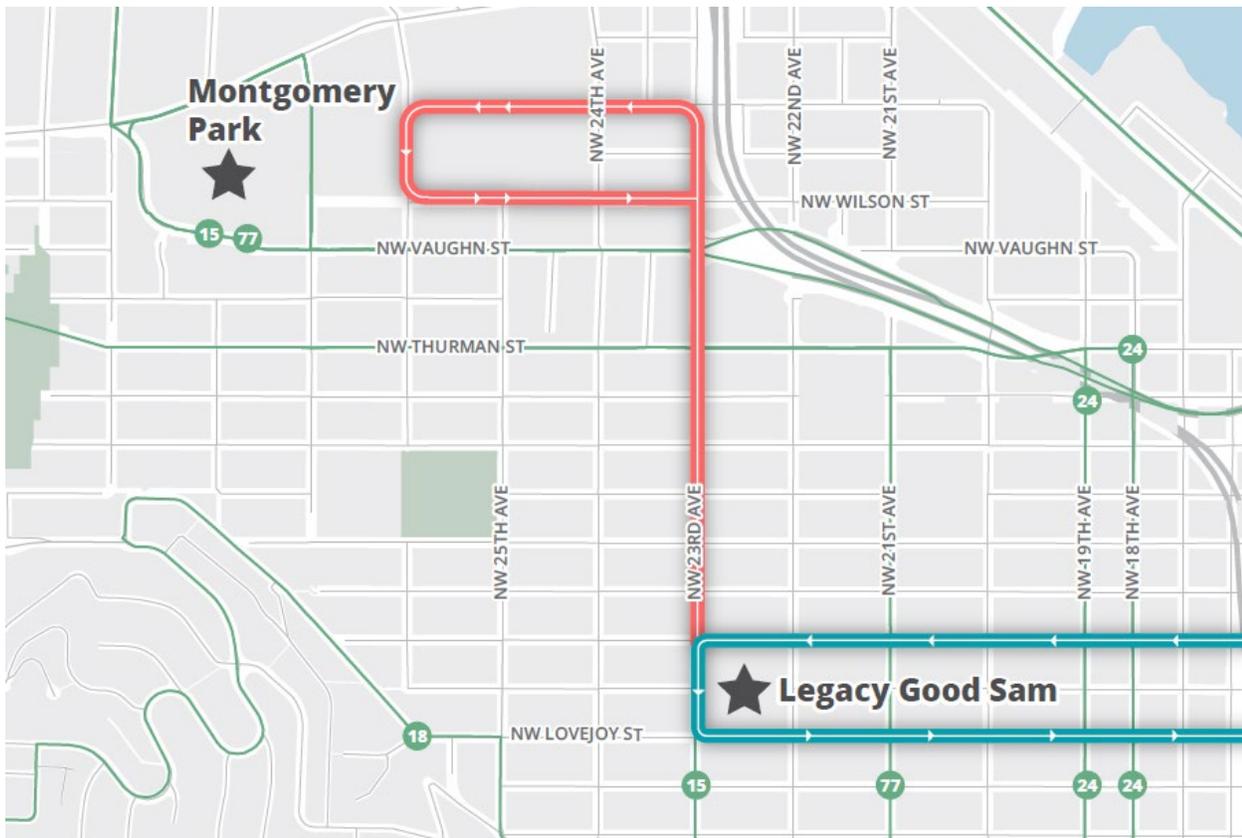


Description: Extension of existing N/S streetcar service, connecting to Montgomery Park primarily via NW 21st and 23rd Avenue.

Key Considerations:

- Compatible with adopted plans including Streetcar Concept Plan, Conway Master Plan and Northwest District Plan.
- Focuses transit investments on NW 21st, NW 23rd Ave, Thurman and Vaughn main streets.
- Limited zoning and ROW capacity on NW Thurman; likely requires parking removal on Thurman.
- Tight turning movements may generate unwanted noise in residential neighborhoods.
- Turning movement from NW Vaughn to NW 23rd may create issues with the I-405 interchange.
- Limited value capture opportunity due to serving existing and recently redeveloped areas.
- Requires closure of stations serving Legacy Good Samaritan hospital between NW 21st and 23rd.
- Routing would require those accessing Legacy Good Samaritan hospital from the City Center to stay on the route much longer before deboarding, or walk multiple blocks from a Lovejoy stop, which could be particularly difficult for the elderly or infirm.
- Requires two miles of new track construction and tie-in to existing system; makes the alignment much more cost competitive for capital and operations than a new line.
- Requires purchase of two additional streetcars.

ALIGNMENT D



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:

- Compatible with adopted plans including Streetcar Concept Plan, Conway Master Plan and Northwest District Plan.
- Limited policy conflicts with industrial sanctuary and Comprehensive Plan.
- Narrow redevelopment opportunity along NW 23rd, but serves Main Street destinations and attractors.
- NW 23rd Ave needs a major street rebuild in near future – potential synergy for projects.
- Significant construction impacts on NW 23rd, will likely requiring some parking removal in conjunction with meeting street standards that accompany a street rebuild.
- Would offer quick, direct link to Montgomery Park without sacrificing direct route to hospital.
- Would require shaving corner of property at Northrup and 23rd to enable NB turn.
- Requires 1.3 miles of new track and 2 additional streetcars; makes the alignment much more cost competitive for capital costs.
- Short extension of NS line also requires significantly less annual operating costs.

Proposed Alignment E: Wilson - Roosevelt

Alignment E has been selected as the proposed alternative because it is the most feasible and efficient way to extend the existing streetcar line to Montgomery Park while also serving the main redevelopment area of the former ESCO site. Alignments A, B, and C would go through areas that are unlikely to redevelop under this proposal, and present a number of feasibility and operational issues. Alignment B, which was an early preference, raised larger industrial sanctuary policy conflicts. Alignment D, while previously under consideration during this process, unnecessarily creates a two-block couplet that would lead to out of direction travel and a more expensive project. Alignment E addresses these issues with an efficient one-block-wide couplet. It also better preserves flexibility in the development program for the northern portion of the ESCO site, allowing a phased approach to redevelopment in the area with the streetcar extension as part of the first phase.

Transportation Plan

The more detailed [Montgomery Park Area Transportation Plan](#) that shows the preferred alignment and related analyses and proposed district improvements is available under separate cover.

5. Implementation Approach

Vision for the Northwest Area

The future vision for change in the area is the “Proposed Scenario” - an evolution of “Scenario 4: Hybrid” shown in Section 4. It envisions more transit-oriented, mixed-use development west of Highway 30, and preservation and enhancement of industrial and employment-oriented land uses east of Highway 30. The area west of Highway 30 would be served by an extension of the Portland Streetcar. The alignment would run north on NW 23rd Avenue and form a loop on NW Roosevelt, NW 26th Avenue, and NW Wilson Street, with an extension on Wilson near NW 27th to serve the area. The proposed scenario:

- Builds on the “Hybrid Scenario 4” described in Section 4.
- Acknowledges current city land use policy, and ongoing industrial land supply needs.
- Suggests a new future vision for the Northwest study area, including increased density and a wider mix of uses in the area, provided industrial land supply issues can be mitigated.
- Offers opportunity to create land value that could translate into additional public benefits.



The Proposed Scenario for future land use, shown above, offers opportunity for a change in use west of Highway 30, and maintains industrial land and related jobs in other parts of the study area.

Overall, the future vision balances the need to retain industrial lands and jobs with the opportunity to create a vital new transit-oriented, mixed use neighborhood with significant public benefits such as additional affordable housing and affordable commercial space.

Concept for West of Highway 30

West of Highway 30, the vision calls for a transition of the area into an intense mix of land uses including housing, employment/office/light industrial, institutional uses, and supportive commercial/retail uses.

Land Use Designations and Zoning: Transition to a Mixed-use District

The Comprehensive Plan Map would retain or be changed to a mixed-use designation for much of the area west of Highway 30. The designation would be Central Employment (EX) which is implemented by the EX zone. The Central Employment *Comprehensive Plan* designation and corresponding EX zone allows a broad mix of land uses, including office and other employment uses, high density residential, commercial/retail, and institutional uses. The design (d) overlay zone is required in EX-zoned areas. Application of the Central Employment EXd zone would be delayed until the conditions noted later in this section are met.

While preliminary analysis suggests that residential mixed use development is the most likely market-based outcome for development in this scenario, the EX designation allows for dense employment uses that are also supportable with a significant transit improvement such as streetcar. Residential uses could be conditioned to limit conflicts near industrial areas. To further limit conflicts with existing and future industry, Mixed Employment (ME) Comprehensive Plan map designations would be applied in much of the area along NW Nicolai, implemented by zones that prohibit housing. This area is intended to serve as a “buffer” between mixed use development in the area and industrial uses to the north. A small area between NW 23rd and NW 24th avenues north of NW York Street would retain industrial Comprehensive Plan map designations.

A more detailed land use implementation description is described in the Implementation Tools section.

Transportation Network and Framework Street System

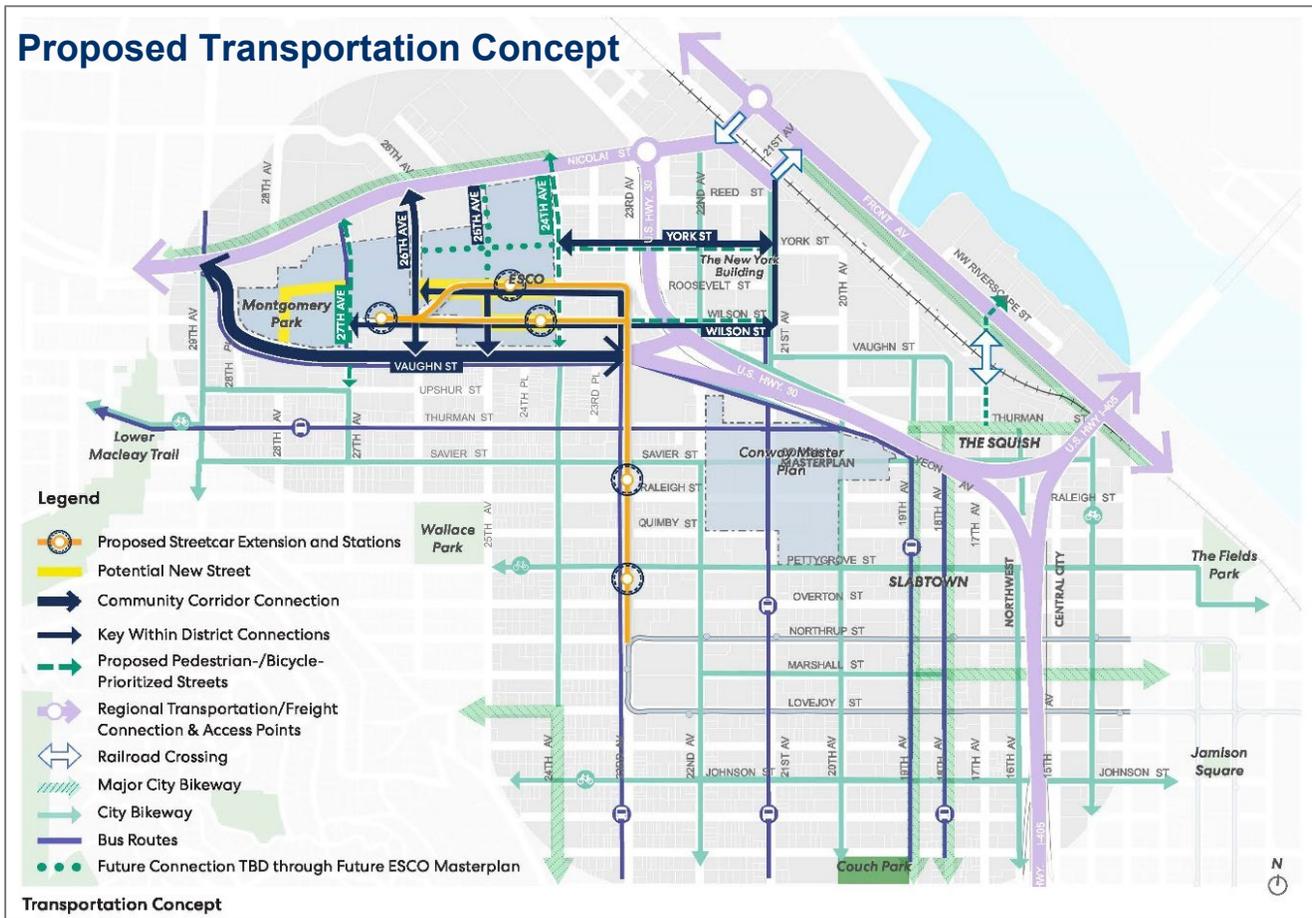
The future vision would be served by a multimodal transportation system that includes completion of a street network for the area, as well as planned improvements to transit (streetcar and bus) as well as a transportation plan that details improvement to the pedestrian, bicycle and freight networks. More details are included in the [Montgomery Park Area Transportation Plan](#) included under separate cover.

The street system envisioned to serve this new area in the Proposed Scenario includes completion and improvement of the following streets:

- NW Wilson Street: complete and improve as a public street from NW 23rd to NW 27th Avenues. This includes dedication of a full public right-of-way between NW 24th and NW 25th avenues, and pavement reconstruction and rail removal in the block between NW 25th and NW 26th avenues. This street would include improvements for traffic and streetcar service as the east-

bound leg of a one-way couplet, with two-way traffic and a streetcar tail track terminus between NW 26th and NW 27th avenues. The upgraded NW Wilson Street will also include improved pedestrian and bicycle facilities.

- NW Roosevelt Street: complete and improve as a public street from NW 23rd to NW 26th avenues. This street would include improvements for one-way west-bound traffic and streetcar service, and improved facilities for pedestrians and bicyclists.
- NW 23rd Avenue: Streetcar extension (including significant roadway reconstruction and signal upgrades from NW Northrup to NW Thurman) from NW Northrup Street to NW Roosevelt Street. This street would also include improvements for pedestrians and bus service. New traffic signals will likely be needed at NW 23rd/Wilson and NW 23rd/Roosevelt to manage streetcar turns.
- NW 25th Avenue: Extend and improve as a public street from NW Wilson Street to NW Roosevelt Street in conjunction with the streetcar project, with a future extension to NW Nicolai Street in conjunction with redevelopment of the area north of NW Roosevelt Street. The exact location of this north-south street connection could vary depending on future development plans but must meet Title 17 connectivity requirements.
- NW 26th Avenue: Improve the public street to accommodate southbound streetcar service and bicycle travel from NW Roosevelt to NW Wilson Street to transition from the one-way couplet to two-way travel west of NW 26th Avenue. Preliminary analysis indicates that the streetcar would need to be located east of the current roadway to accommodate turning movements needed for the tail track on NW Wilson west of NW 26th Avenue. Dedication of additional right-of-way from the adjacent property owner will be needed for this element of the project.
- NW York Street: a future east-west public street between NW 26th and NW 24th is required for connectivity in conjunction with redevelopment of this portion of the former ESCO site. The exact location and cross section of this street connection could vary depending on future development plans but must meet Title 17 connectivity requirements. The existing block of NW York Street from NW 23rd to NW 24th will require pavement reconstruction and rail removal in conjunction with future rezoning of those blocks if higher-density mixed-use zoning is applied.



Concept for East of Highway 30

East of Highway 30, the Proposed Scenario calls for maintaining an industrial and employment focus, with potential future flexibility for more creative or industrial office uses, similar to existing allowances in the Central Eastside Industrial District. However, zoning changes to allow for more office use flexibility are not proposed at this time, pending additional city-wide industrial land supply analysis.

Land Use Designations and Zoning: Potential Future Flexibility for Office Uses.

The Comprehensive Plan Map would remain Industrial Sanctuary (IS) and the base zone would remain IG1. The Guilds Lake plan district which currently applies in the area could be amended in the future to allow greater flexibility for some types of office uses, potentially up to a floor area ratio (FAR) of 3:1 for such uses, to allow greater flexibility for existing structures and to foster development that is compatible with industrial and employment uses. Housing and large commercial retail uses would be prohibited. The area would be served by bus transit as appropriate.

Land Value, Industrial Lands, and Equitable Development

West of Highway 30, the proposed land use changes significantly broaden the array of allowed land uses and the intensity of allowed development in the district. East of Highway 30, potential future changes in land use allowances could broaden the array of allowed land uses and the intensity of

allowed development, but to a significantly lesser degree. The proposed changes to mixed use designations west of Highway 30 come at the cost of a loss of about 30 acres of prime industrial and employment lands. This is a land use category in limited supply in Portland, and a land use type that also offers opportunities for living wage jobs, often for those that do not possess a college degree.

The changes envisioned in the area west of Highway 30 are also anticipated to create a significant increase in land value that will accrue to property owners. The [2035 Comprehensive Plan](#) includes policies that encourage equitable development and a greater balance between public and private benefits when land use actions and other public investments create greater property value. To effectively implement a more balanced approach to development, the implementation plan for the proposed scenario calls for regulatory and non-regulatory measures that address the balance of public and private benefits.

Urban Infrastructure in the Plan Area

Transportation System

A multimodal transportation system with improved facilities and capacity is critical to implementation of the land use concept. The [Transportation System Plan](#) focuses on completing the road network in the study area and reducing transportation impacts to the adjacent Guilds Lake industrial area and the Northwest district to the south. Fundamental transportation elements include the following:

Transit and Streetcar. The transportation projects and policy recommendations for this area support comfortable and convenient transportation choices for all people. This includes an extension of the Portland Streetcar. Streetcar service is envisioned as an extension of the N-S line that currently serves the NW District on NW Lovejoy, NW Northrup and NW 23rd Avenue. The streetcar would extend north on NW 23rd Avenue and serve Montgomery Park via a loop on NW Wilson and NW Roosevelt Streets. The streetcar extension would coordinate with existing TriMet bus service in the area and would include shared stops, a multimodal end-of-line station, and other ways to bolster transit ridership.

Streetcar would be funded with a combination of federal funds, property owner contribution through a Local Improvement District, and potentially City parking revenue or System Development Charge (SDC) funds (funds charged to development used to fund citywide system improvements). A contribution from the City's General Fund is not assumed. Use of City funds, like SDCs or parking revenue, is predicated on a Public Benefits Agreement being developed in tandem.

Street Network. A core framework of streets is critical to the mobility needs of the area and success of the district. This includes completion of the following key district streets as shown on the map and detailed in the [Montgomery Park Area Transportation Plan](#) (appendix). Completion of the system includes:

- Create NW Wilson between NW 24th and NW 25th and transfer ownership of the roadway;
- Pavement reconstruction and freight rail removal on NW Wilson from NW 24th to NW 25th and NW York St from NW 23rd to NW 24th;

- Upgrade and extend NW Roosevelt between NW 24th and NW 26th;
- Extend NW 25th Avenue between NW Wilson and NW Roosevelt; and
- Create a future east-west connection north of NW Roosevelt, and a north-south connection at approximately NW 25th, that meets city connectivity standards and development needs.

Future development opportunities may have different land needs that could alter the spacing and cross section of the streets to some degree, provided that the underlining network does not change substantially as outlined in the transportation plan. Trips within the District will largely rely on NW 23rd, NW 25th, and NW 26th for north-south movements, NW Roosevelt for west-bound travel, NW Wilson for east-bound travel, and on NW Nicolai for access to US 30, I-405 and I-5.

The Streetcar extension also involves reconstruction of NW 23rd Avenue north of NW Northrup. That improvement could potentially be combined with the transit project. Street improvements could be developed incrementally by property owners with development, or ideally funded by a larger group of property owners through a Local Improvement District.

Pedestrian and Bicycle. The proposed land use concept carries forward transportation classifications from the NW District to the south. Greenways on NW 24th and NW 27th will continue north between NW Thurman and NW Nicolai. City walkways will continue on NW 23rd and NW 25th between NW Thurman and NW Nicolai. NW Wilson and NW Roosevelt will operate as a couplet with a high-quality pedestrian environment and bicycle facilities to serve east-west circulation and Montgomery Park and ESCO destinations. The transportation plan also introduced circulation changes to disperse vehicle trips across the district in service to a more pedestrian-friendly NW Vaughn with easier crossings.

NW Parking Program. The transportation plan includes recommendations for transportation demand management, including parking management. NW Portland has successfully implemented a parking district that prices hourly on-street parking and resident and business parking permits. The NW Parking Stakeholder Advisory Committee directs a portion of the money raised for reinvestment in the transportation facilities of the district. Parking revenues also help to support PBOT's Transportation Wallet, which provides subsidized access to multimodal program passes (bikeshare, scooters Lyft, etc.) and a free transit pass for TriMet buses and streetcar. PBOT will explore expanding the NW parking program north as the area redevelops and on- and off-street parking are formalized. Such an extension could help manage traffic impacts as well as provide a source of funding for needed improvements. Further discussion of this concept at the NW Parking Stakeholder Advisory Committee would be necessary.

Sanitary Sewer and Stormwater Management Systems

The Bureau of Environmental Services (BES) provides sanitary sewer and stormwater management services within Portland. The Northwest study area is served by a combination of "combined" sanitary and stormwater systems and "separated" sanitary and stormwater systems. Initial modeling of potential future development has identified some potential issues that may require further system upgrades or mitigation measures in order to accommodate the anticipated levels of future development.

Predicted development scenarios show increased flow to the NW Nicolai Street combined sewer, which could cause new flooding risk. The combined sewer pipe located in NW Nicolai Street between NW 26th and NW 29th Avenue lacks capacity, and the projected increase in flow exacerbates the existing risk. Other combined pipes in the area lack capacity to manage additional combined sanitary and stormwater flows. To reduce this projected risk, tools to reduce the amount of stormwater currently entering the pipes in this area may be needed. Future sanitary connections may need to enter the NW Wayward Street or NW Wilson Street combined pipes, which have capacity to handle additional flow.

BES does not currently have a capital project planned to address the capacity issues in the combined system in this area. Overall, additional sanitary and stormwater flows from new development may impact downstream capacity and contribute to CSOs.

One way to improve the resilience of the stormwater system would be to include ecoroofs for on-site stormwater management. In addition to managing stormwater in the system, ecoroofs have other benefits, like mitigating urban heat island impacts and improving air quality. Additional measures may be necessary to address stormwater management and other development-related impacts when zone changes are implemented or when development occurs.

Water System

The Portland Water Bureau (PWB) provides water to a variety of uses including households and businesses in Portland and beyond. The Portland Water Bureau system is capable of serving the site, but will require extension of lines to serve individual development parcels as streets are constructed and development is proposed.

Parks and Open Spaces

Portland Parks and Recreation (PP&R) provides parks and recreation services to serve Portlanders. The study area is proximate to Forest Park, a large urban natural area located to the west, and other smaller neighborhood parks in the area including Wallace Park and new park/plaza space in the nearby Slabtown area. The MP2H-NW study area is not currently identified as parks deficient on PP&R analysis maps. PP&R prioritizes new park investments on areas currently identified as underserved.

Given the size and location of the study area, and limits on funding for construction and ongoing maintenance and programming of facilities, PP&R does not foresee the ability or need, relative to citywide park deficiencies, to create a park in the study area. Alternatively, the proposal seeks to achieve one or more publicly accessible privately owned open spaces in the study area through land development bonuses/incentives such as the Planned Development Bonus.

Conditions for Implementation

The MP2H Proposed Scenario for Northwest Portland offers a vision for transformative change in key portions of the study area, while preserving industrial land and the opportunity for equity-focused industrial jobs in other portions of the study area. The following describes the changes proposed to implement the Proposed Scenario and issues that require resolution prior to fully implementing land use changes.

Industrial Land Supply

Land in the study area is currently designated for industrial and employment uses, and some areas are designated as prime industrial areas, generally indicated with a “k” overlay zone. Changes to prime industrial areas designated by a “k” overlay zone (about 37 gross acres; 30 net acres), would need to be offset to meet adopted and acknowledged land supply targets prior to any changes in “base” zoning to implement the proposed scenario vision.

Oregon land use law requires findings of adequate land supply for different types of uses. The current Comprehensive Plan land use allocations and findings are based on findings of the 2016 [Economic Opportunities Analysis](#) (EOA), which found that Portland currently has a limited supply of land available for various types of employment and industrial uses, including the “harbor and airport” industrial land type (the type assigned in the study area). An update of the Economic Opportunities Analysis for Portland is expected to be completed in 2022–23, but is unlikely to change the conclusions of the earlier study. Given the vision for change in the study area, there are multiple approaches to address this issue:

- **Replacement Land.** Conversion of existing prime industrial areas may be achievable by identifying and designating new industrial land within the city. Portland currently has a limited supply of areas that might be suitable for redesignation as prime industrial land. These areas include lands adjacent to existing prime industrial area that are designated for other land uses. Such areas could potentially be rezoned through public or private actions to address land supply questions. An acre-for-acre offset would likely be required.
- **Enhancing Viability of Existing Industrial Land.** Conversion of existing prime industrial areas may be achievable through actions that improve the viability of existing employment and industrial land that is constrained due to environmental contamination, lack of sufficient access, or other similar issues that render them nonproductive. The 2016 EOA included estimates of the cost of remediation for contaminated sites. The cost was estimated at up to approximately \$800,000 per acre. A mitigation fund could be established for an industrial brownfield clean-up program, or to make access improvements to constrained sites, as an offset to the loss of prime industrial areas.

Streetcar Transit and other Infrastructure Investment

A substantial investment in transit is an essential condition for transformation of the area to a high intensity mixed use district. Montgomery Park is one of the largest office buildings in Portland, and is a

location of high density office employment. Office uses such as those located at Montgomery Park are typically well-suited for transit service, and the site is currently served by several Tri-Met bus lines. The site has also been identified as a place that could be served by Portland Streetcar. The vision for the study area suggests a significant transformation of the district. The Montgomery Park site would develop more intensely with housing and other commercial uses. Low-density industrial and employment zoning on the former ESCO site and other nearby parcels would be redesignated to allow for denser mixed use development with housing, commercial and higher-intensity employment. These types and intensities of uses would require significant investments in transit service to ensure that the City of Portland's mobility goals are supported.

Public infrastructure in the area is largely designed to accommodate industrial development. The street network is incomplete and under-developed by current Portland standards. In addition, the area lacks other amenities that are typically found in dense mixed use areas. These include bicycle and pedestrian systems, parks or plazas, and sanitary sewer and stormwater management systems. Investments in such infrastructure will be required to facilitate transformation of the district. Some of these improvements could potentially be developed in tandem with transit improvements (for example through a Local Improvement District) or be developed incrementally.

Public Benefits

Changes in land use designations of the type anticipated – from those that strictly limit land use (industrial/employment) to those that allow an array of more intense uses (mixed use, residential, commercial and high density employment) - can create significant land value benefits for property owners. These changes may also impact public infrastructure and services, and may burden existing workers and residents through job displacement, increased commercial rents or increased housing costs. Therefore, the benefits of significant land use changes are more equitable when the private benefits of increased land value are also shared with the public to offset burdens. New regulatory tools, and a public benefits agreement which defines the characteristics and timing of private contributions to public benefits, is an essential part of any changes in the area. The types of benefits are outlined below.

- **Affordable Housing.** A substantial investment in affordable housing would help provide opportunities for a broad array of Portlanders, including those that may be employed at new service industry jobs created in the new mixed use district, nearby industrial employers, and others that might be affected by rising housing costs. In addition to the required Inclusionary Housing, additional affordable units should be provided through a combination of regulatory mechanisms, including funding for, or construction of, additional more deeply affordable units.
- **Affordable Commercial Spaces.** New development often commands the highest commercial rent levels, and new spaces are often taken-up by national retailers and other credit tenants. Because of this, opportunities for small, local entrepreneurs may be limited. In addition to limiting entry to small business people, this may also affect the pricing and characteristics of goods and services available to nearby residents. Households of lesser means may not be able to access affordable groceries, or services that meet their needs when high rent levels favor national firms or other well-funded businesses. Opportunities should be made available for

affordable space such that smaller local businesses may provide an equitable mix of businesses in the new district.

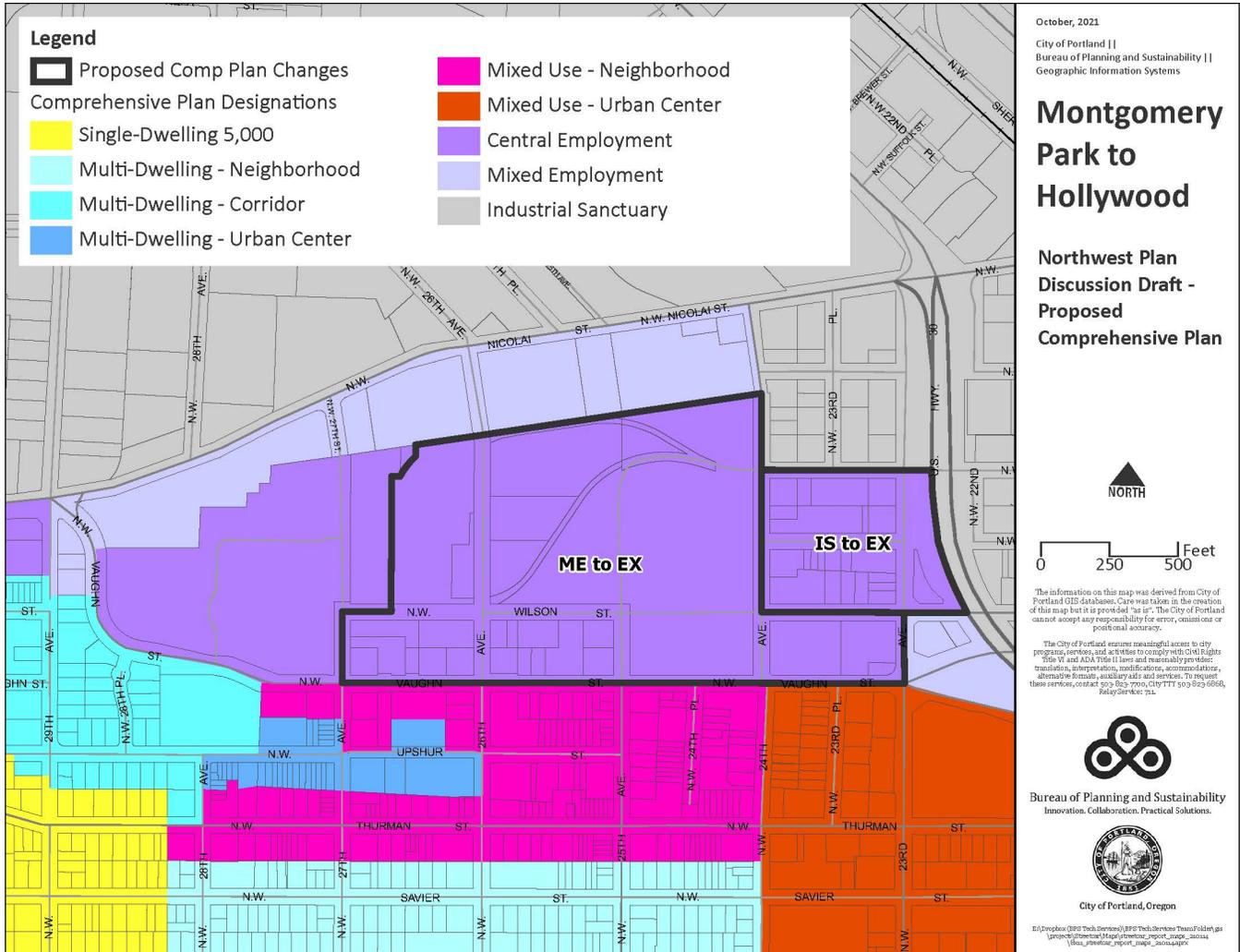
- **Ownership Opportunities.** In addition to affordable space for rent or lease, opportunities for affordable ownership should be made available. This could include housing or commercial opportunities. Affordable ownership opportunities can help with equity-related wealth building for communities impacted by Portland’s history of redevelopment of low and moderate income areas and offset the wealth that has accrued to those that have benefitted from such redevelopment opportunity and public resources used to facilitate it.

Implementation Tools

The Proposed Scenario will be implemented by amendments to the Portland Comprehensive Plan map, and amendments to the Portland Zoning Code, with limited amendments to the Zoning map at this time. These changes are described on the following pages. More extensive changes to the zoning may be sought by property interests in the future, subject to demonstration that conditions for implementation described in this section have been addressed sufficiently to ensure they are or will be met prior to implementation.

Proposed Comprehensive Plan Map

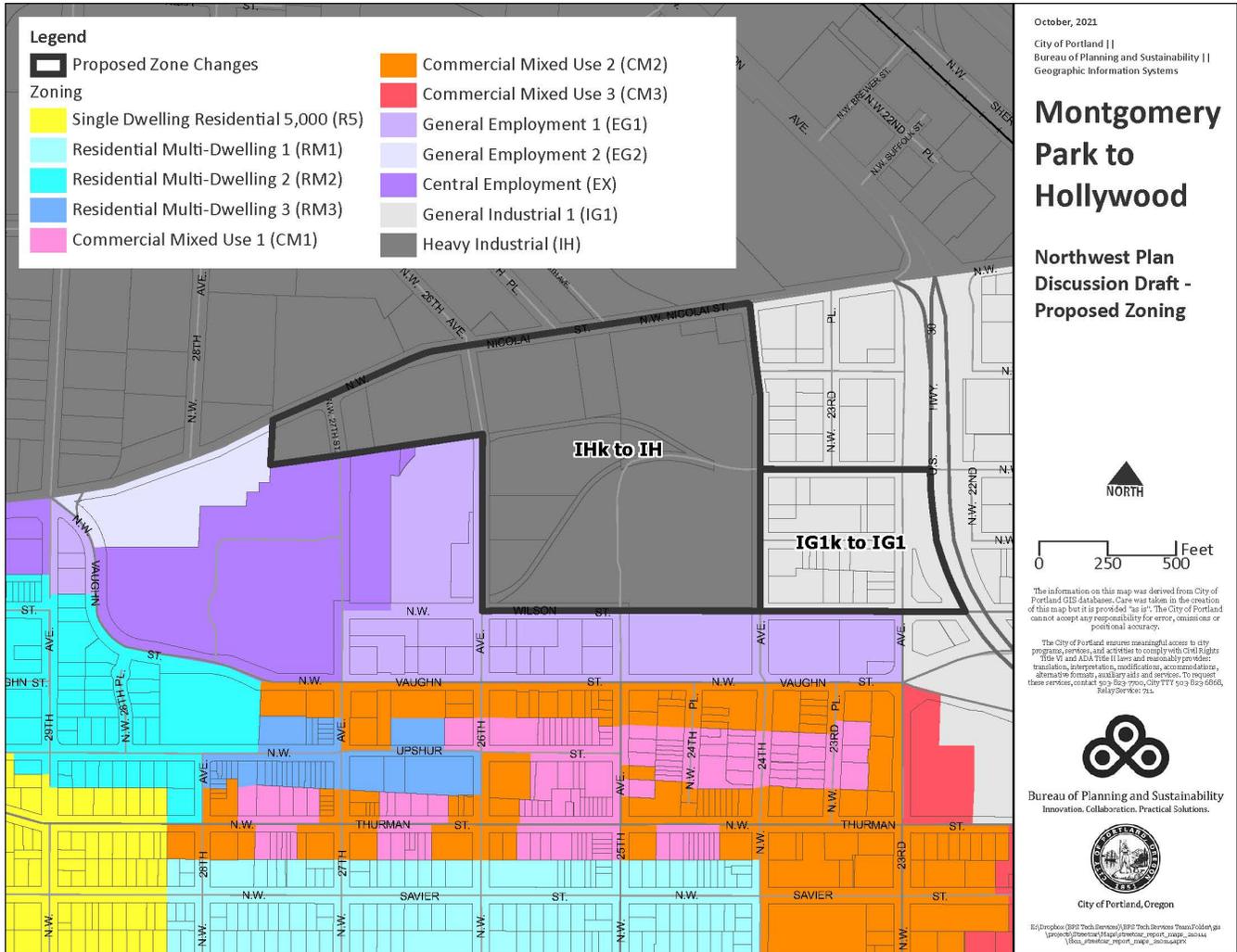
Proposed changes to the Comprehensive Plan Map for the MP2H NW study area are shown below. Portions of the area would be changed to the Central Employment plan designations as shown.



Comprehensive Plan Map Change	Gross Acres	Net Acres
IS to EX	7.9	4.4
ME to EX	33.7	25.9

Proposed Zoning Map

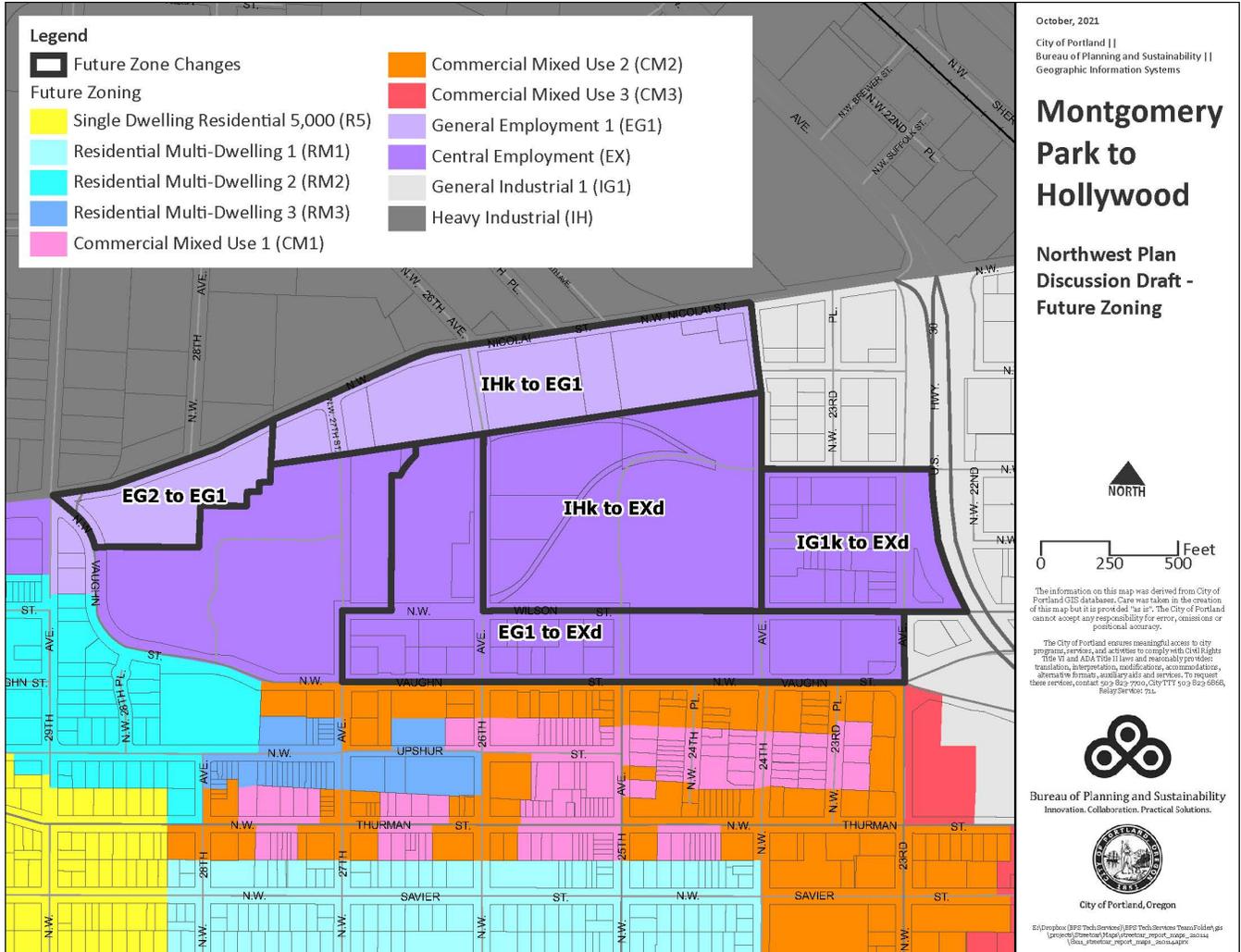
The Proposed Zoning Map for the MP2H NW study area is shown below. The proposed zoning focuses on removal of the Prime Industrial overlay zone (k) in key portions of the study area. This action, coupled with proposed amendments to the city’s Industrial and Employment Districts map, would remove this area from city and regional industrial land maps. Implementation of zone changes to facilitate mixed use development are proposed to be accomplished quasi-judicially. A future Zoning Map is shown on the following page.



Zoning Map Change	Gross Acres	Net Acres
IG1k to IG1	7.9	4.4
Ihk to IH	29.2	25.8

Future Zoning Map

The Future Zoning Map for the MP2H NW study area is shown below. Portions of the area would ultimately be changed to the General Employment 1 (EG1) zone and the Central Employment Zone (EX), and the Design overlay zone (d) would be applied to sites zoned EX. However, base zoning designations will not go into effect immediately by legislative action, and will be linked to the transit investment and industrial land mitigation conditions. It is anticipated that property owners will pursue quasi-judicial zone changes unless, or until such time that, industrial land supply and transit investment issues are addressed at a policy and capital improvement plan level, and a public benefits agreement is reached.



Future Zoning Map Change	Gross Acres	Net Acres
EG1 to EXd	16.9	10.4
EG2 to EG1	4.0	3.2
IG1k to EXd	7.9	4.4
IHK to EG1	12.4	10.2
IHK to EXd	16.8	15.6

Zoning Code Concepts and Plan District Provisions

In order to achieve the vision for mixed use development in the area west of Highway 30, additional zoning provisions are needed to augment the provisions of the future base zones. These additional provisions are intended to ensure an urban, transit-oriented mixed use future development pattern featuring high density housing, high intensity employment and institutional uses, and commercial retail, services and office uses that support the function of a mixed-use area. The provisions are also intended to promote/provide public benefits in the form of affordable housing, affordable commercial space, and provide incentives for publicly-accessible open space and energy efficient buildings.

To address these provisions in this unique area, a new “Vaughn-Nicolai Plan District” (proposed zoning code chapter 33.590) is proposed for the area between NW Vaughn and NW Nicolai Streets.

In addition, amendments to the boundaries and related provisions of the existing Guilds Lake Plan District (chapter 33.531) Subdistrict B (Map 531-1, Map 531-2), and Northwest Plan District (chapter 33.562) streetcar regulations map (Map 562-7) are proposed.

Vaughn-Nicolai Plan District Concepts

The following concepts for development allowances and limitations would be applied in a new plan district in the Portland Zoning Code.

Zoning Map Amendments. Three additional criteria are added for quasi-judicial zoning map amendments to address: industrial land supply; streetcar and transportation funding; and transportation connectivity.

Use Prohibitions. The following uses are proposed to be prohibited: Quick Vehicle Servicing; Self-Service Storage; Commercial Outdoor Recreation; and Agriculture.

Use Limitations. The following uses are proposed to be limited in size: Retail Sales and Service.

Required Uses. An array of active, non-residential, uses are proposed to be required on a portion of the ground floor of buildings near the streetcar alignment.

Floor Area. Specific floor area ratios are proposed for different Subdistricts in the area to leverage public benefits. In the area near the proposed streetcar, a minimum floor area ratio is proposed to ensure transit-oriented and supportive developments.

Commercial Floor Area. Commercial floor area (FAR) is limited in some subdistricts. Additional floor area is allowed through use of the Affordable Housing Benefit bonus option.

Height Limits. A base height limit of 65 feet is proposed for much of the area. A “step-down” height of 45 feet is proposed adjacent to Vaughn Street. Additional height throughout the plan district is allowed through bonus options.

Bonus provisions in the EX zone. Three types of bonuses are proposed to be utilized:

- ***Inclusionary Housing Bonus.*** Development in the EX zone that triggers compliance with inclusionary housing provisions would be allowed additional floor area. The maximum height for buildings using this provision varies by subdistrict.
- ***Affordable Housing Benefit Bonus.*** The Affordable Housing Benefit bonus provides a pathway for development to gain additional floor area (FAR) and height, above the levels allowed by the Inclusionary Housing bonus. This bonus is available to projects in non-industrial use categories.
- ***Planned Development Bonus.*** Developments on large sites – over five acres – would be eligible to use a Planned Development bonus. This option, similar to the planned development bonus provisions provided for Commercial/Mixed-Use zones, would allow building heights up to 130 feet, and up to a 6:1 floor area ratio (FAR). Developments seeking to use this bonus would be required to develop a plan for the site, which would require a Type III Review and approval by the Portland Design Commission. In addition, developments seeking to use this bonus would be required to provide Inclusionary Housing units on-site, meet Affordable Housing Benefit bonus provisions, provide at least 15 percent of the site as a publicly accessible open area, and meet more stringent requirements for energy efficient buildings.

Residential Density. A minimum density of 1 unit per 500 square feet of site area is proposed for developments with residential uses to ensure a minimum intensity of development in the area.

Windows. Enhanced standards for ground floor window coverage are proposed for buildings along the streetcar alignment. In addition, windows above the ground floor are required near the streetcar alignment.

Active Use Areas. Buildings near the streetcar alignment will be required to be constructed to accommodate active uses at the ground floor. Surface parking lots will be prohibited in areas near the streetcar alignment.

Urban Green Features. Green elements are proposed to be integrated into the urban environment to help soften the effects of built and paved areas, cool the air temperature, intercept rainfall and reduce stormwater runoff by providing unpaved permeable surface. A range of options are provided to address this area's urban development patterns and characteristics.

On-Site Open Areas. Residential uses will be required to provide on-site open areas that will benefit the residents of new development. This provision is similar to the provision applied in the Commercial/Mixed Use zones outside of the Central City.

Design Overlay. The Design (d) overlay zone would be automatically applied when properties are rezoned to EX, and design review is required for proposals using the Planned Development bonus. Proposals for buildings 75 feet or less in height that include housing would typically be subject to citywide design standards. Proposals that do not, or choose not to, meet the standards would be subject to a design review process using design guidelines.

Transportation Demand Management. The Transportation Demand Management (TDM) provisions currently applied to the Commercial/Mixed Use zones would be applied in this area. This would require developments adding ten or more units to develop a plan or participate in the standard TDM program which requires transit passes for new residents. Because the EX zone allows significant commercial and office use opportunity which creates transportation impacts, TDM measures would also apply to buildings that add over 20,000 square feet of commercial space, using a custom plan.

Parking. Parking ratios that limit the amount of on-site parking are proposed for this Transit-Oriented district. In the area near the streetcar alignment, surface parking is not allowed. In other parts of the plan district area, the number of spaces allowed as surface parking will be limited.

Public Benefits Agreements

An agreement between the City and key property owners for a defined set of public benefits is an assumed element of implementation. This could be potentially adopted in tandem with the funding mechanism for transit and street improvements. The benefits agreement could include elements that complement or supersede certain public benefits (such as increased amounts of affordable housing, publicly-accessible parks/plazas, and affordable commercial space) achieved through proposed Vaughn-Nicolai Plan District zoning regulations.

The benefits agreement should generally address the following topics:

- **Affordable Housing:** A significant amount of affordable housing in excess of the standard Inclusionary Housing requirements.
- **Affordable Commercial Spaces:** Affordable commercial space, with lower barrier to entry for entrepreneurs and uses serving lower-income populations.
- **Public Amenities** (open areas, park/plaza, energy efficiency): Larger privately-owned, publicly accessible park-like open space(s) and more energy-efficient buildings.
- **Aggressive Disadvantaged Business Enterprise (DBE):** Apply DBE contracting goals for the transit and street construction projects.
- **Equity-focused Ownership and Wealth-building:** Opportunities for a greater degree of ownership and wealth-building for BIPOC and underrepresented communities.

Northwest Action Chart

The action chart below includes regulations, programs and projects that help implement the desired vision for the NW study area. Some actions would be adopted in the near term with the Comprehensive Plan map changes and new plan district regulations, while others are future actions needed to meet preconditions or to fully realize the Proposed Scenario.

#	Action	Timeframe			Implementors & Notes
		Adopt Now	0 -10 years	TBD	
	Land Use				
LU1	Adopt proposed changes to the <i>Comprehensive Plan</i> map and Zoning map to implement the <i>MP2H Plan</i> .	x			BPS
LU2	Adopt a Vaughn-Nicolai Plan District to promote mixed-use development, address the scale and character of development, and provide public benefits.	x			BPS
LU3	Amend 33.562, Northwest Plan District and 33.531 Guilds Lake Plan District as shown in Volume 2 zoning code amendments.		x		BPS
LU4	Amend City of Portland Zoning maps to remove Prime Industrial (k) overlay zone as shown on Proposed Zoning map.	x			BPS
LU5	Amend City of Portland and Metro regional industrial area maps to reflect changes in land use designations as appropriate.	x			BPS, Metro
LU6	Develop Desired Characteristics statements and apply the design overlay zone ("d") to EX zoned areas in the plan district to promote desired characteristics when zone changes are implemented.	x		x	BPS; applied at time of rezoning
LU7	Amend Zoning map for areas west of Highway 30 legislatively as proposed, if/when implementation conditions are met.			x	BPS; pending conditions being met
	Economic				
E2	Create an Industrial/Employment Land Brownfield Mitigation Fund to facilitate clean-up and reutilization of contaminated or access-challenged industrial sites.		x		BPS, BES, PBOT, OMF
E3	Based on outcomes of the Economic Opportunities Analysis, consider the appropriateness of more flexible industrial office allowances east of Highway 30, akin to the Central Eastside Industrial District.		x		BPS

#	Action	Timeframe			Implementors & Notes
		Adopt Now	0 -10 years	TBD	
Transportation					
T1	Adopt a transportation plan for the MP2H area as part of the Comprehensive Plan, to include the following: a street plan; modal plans; transit plan; and funding scheme.	x			PBOT, PSI
T2	Create a Local Improvement District (LID) to fund the local match for extension of Portland Streetcar to serve the Vaughn-Nicolai Plan District area.		x		PBOT, PSI; property interests
T3	Create a Local Improvement District (LID) to fund local transportation system improvements (streets, pedestrian and bike facilities, and freight facilities) to the Vaughn-Nicolai Plan District area.		x		PBOT; property interests
T4	Extend the Northwest Parking District to the Vaughn-Nicolai Plan District area.		x		PBOT
T5	Amend the Transportation System Plan (TSP) to remove the Freight District designation and apply a Pedestrian District designation to areas designated on the Comprehensive Plan Map for mixed uses.	x	x		PBOT
Housing					
H1	Create over 2000 housing units in the Vaughn-Nicolai Plan District area.		x		BPS, BPS; private sector; non-profits
H2	Create over 300 affordable housing units in the Vaughn-Nicolai Plan District area through Inclusionary Housing.	x			BPS, PHB; private sector; non-profits
H3	Use a combination of regulations (bonuses, incentives) and a public benefits agreement to provide affordable housing fund contributions or built units in excess of the minimums required by the Portland inclusionary housing program.	x			BPS, PHB, Prosper; private sector; non-profits
Environment and Infrastructure					
E-11	Upgrade sanitary and stormwater infrastructure in the area as needed to address capacity limitations and to accommodate future increases in development potential.		x		Private sector; BES
E-12	Consider requirements for Eco roofs or other measures to manage stormwater for new development.	x	x		BPS, BES – pending further review
E-13	Consider designating the area as an Underground Wiring District to require subsurface power and telecom lines.	x			PBOT, private

#	Action	Timeframe			Implementors & Notes
		Adopt Now	0 -10 years	TBD	
E-I4	Identify opportunities for district and community energy systems in the study area.		x		Private, BPS
	Public Benefits				
PB1	Create an agreement with key property owners that details the type, amount and timing of public benefits.	x			BPS, PHB, Prosper; City Attorney; private sector
PB2	Work with City bureaus, property owners and community members to identify meaningful ways to honor York of the Lewis and Clark Expedition, as well as people and stories of Portland's African-American history.		x		BPS; PBOT; property interests; non-profits

MP2H Plan Documents and Appendix

Volume 1: Summary and Report

Volume 2: Zoning Code Amendments

<https://www.portland.gov/bps/mp2h/documents/mp2h-nw-plan-discussion-draft-volume-2-zoning-code-amendments-12-17-21>

Appendix: Companion Documents and Supporting Reports

- A. Montgomery Park Area Transportation Plan
<https://www.portland.gov/bps/mp2h/documents/montgomery-park-area-transportation-plan-draft>
- B. MP2H Northwest Urban Design Report
https://www.portland.gov/sites/default/files/2021/21.06.29_mp2h_report_nw_final_reduced.pdf
- C. MP2H Northwest Opportunities and Challenges Report
<https://www.portland.gov/sites/default/files/2021/final-mp2h-opportunities-and-challenges-report-20210426.pdf>
- D. MP2H Existing Conditions Report https://www.portland.gov/sites/default/files/2020-01/mp2h_excond_lu_trans_01-06-20_final_draft_web_reduced.pdf
- E. MP2H March 2020 Open House – Public Comments Summary
<https://www.portland.gov/sites/default/files/2020-05/mp2h-oh1-report-draft-5-8-20.pdf>
- F. MP2H Urban Design Concept Open House – Public Comments Summary Report
<https://efiles.portlandoregon.gov/Record/13976966/File/Document>
- G. Northwest Racial Equity Analysis https://www.portland.gov/sites/default/files/2019-11/racial-equity-analysis-report_streetcar_final.pdf
- H. Northwest Streetcar Extension and Land Use Alternatives Analysis
https://www.portland.gov/sites/default/files/2019-11/nw-streetcar-council-report-10.3_final.pdf

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