

MONTGOMERY PARK AREA PLAN

PROPOSED DRAFT

Planning Commission and Design Commission Joint Public Hearing

May 21, 2024

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MPAP Vision

The Montgomery Park Area Plan envisions a dynamic, mixed-use neighborhood with equitable access to housing, and economic opportunity.



Housing & Affordability



Job Opportunities



Low-Carbon/ Transit-Served



MPAP Vision

Key plan objectives – middle-wage jobs, affordable housing, affordable commercial space, climate resilience, and public open space – would be achieved through public policy changes and actions that leverage private investment.



Montgomery Park Area Plan

Volume 1: Proposed Plan

Comp Plan maps; Zoning Map

Volume 2: Regulatory Tools

Zoning Code; Character Statement

Volume 3: Transportation Plan

TSP Amendments

Volume 4: Amendments to GLIS

and NW District Plans

Reconciliation with MPAP

Volume 5: Appendix

Draft Public Benefits Agreement Term Sheet; background reports



Montgomery Park Area Plan
Proposed Draft

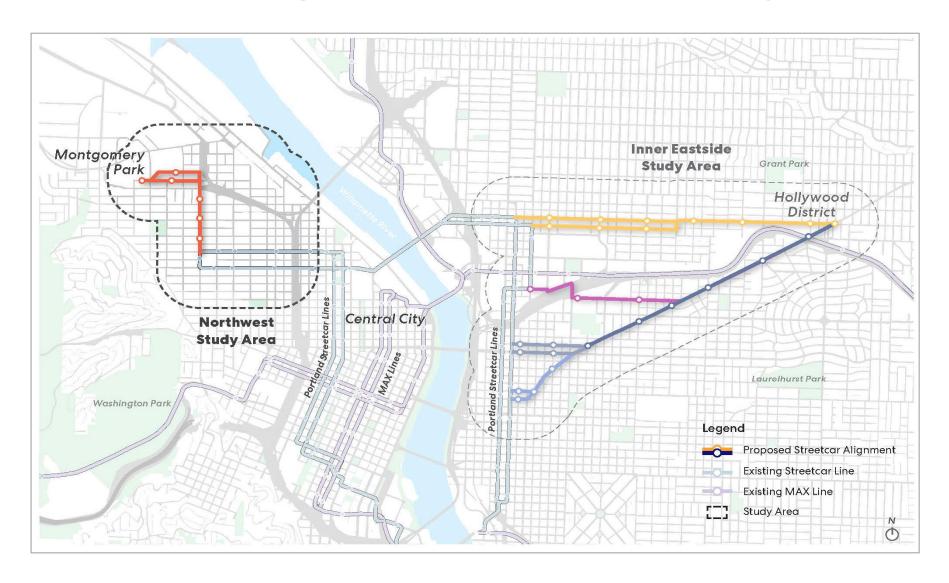
Volume 1: Proposed Plan

April 15, 2024



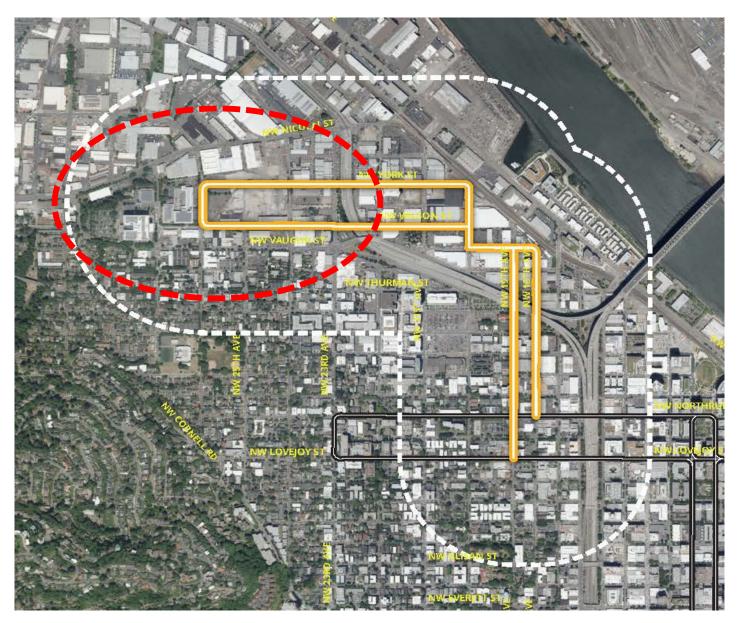


Background – MP2H study





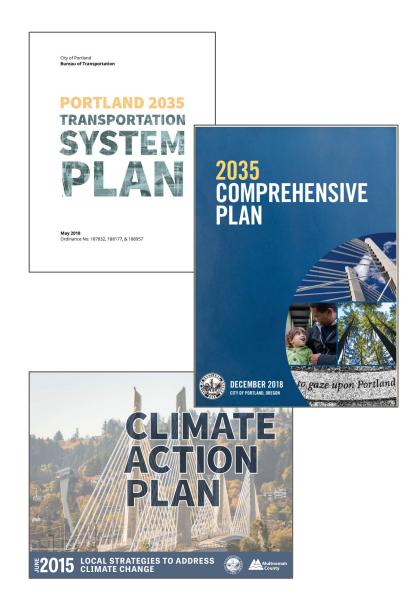
Refined MPAP Plan Area





Planning Goals

- Support Portland 2035 Comprehensive Plan and Climate Action goals.
- Expand opportunities for both housing and jobs
- Focus growth in centers and corridors served by transit.
- Improve access to affordable housing, middle-wage jobs, nature/recreation through transit or multi-modal options.
- Advance equitable, sustainable outcomes by developing public benefits strategies.
- Ensure that under-served communities
 have an opportunity to meaningfully
 participate in the planning process, and
 benefit from project outcomes.

















Urban Form

Direct the majority of growth to centers, corridors, and transit station areas.

Jobs and Economic Opportunity

- Expand and improve economic opportunity.
- Provide supply of employment land sufficient to meet short-term and long-term employment growth.

Housing

- Support fair, equitable, healthy, resource efficient, and physicallyaccessible housing for a diverse population.
- Establish ways to mitigate gentrification and displacement.

Climate Resilience

- Support actions that address and mitigate climate change.
- Reduce urban heat island effects, minimize carbon, and provide long term resilience.

Equity / Equitable Development

- Increase access to housing and jobs in high opportunity areas.
- Support equity and creation of public benefits when planning and making public investments.



Why Plan for the NW Study Area?

- Potential to increase employment opportunities, housing, and affordable housing.
- High opportunity, low-carbon neighborhood, close to Central City and Industrial jobs.
- Leverage streetcar/transit extension in cost effective way.
- Montgomery Park: future housing and other uses anticipated.
- **ESCO Steel:** large vacant opportunity site.
- **Opportunity** to capture value created via public policy change and investment and redirect a portion to **public benefits.**







Community Engagement

Community Based Organizations – MP2H Grant

- Friendly House, Inc. (NW focus)
- Northwest Industrial (NIBA)/Columbia Corridor Assn. (NW focus)
- Hollywood Senior Center/Urban League (NE focus)
- Micro Enterprise Solutions of Oregon (NE focus)

Neighborhoods and Other Groups

- NW District, NW Active Streets, Northwest Industrial (NIBA), others
- NW Project Working Group (PWG) 7 meetings
- York Street Work Group/PHCC
- Large property owners

MP2H – NW Plan Discussion Draft (2022)

Over 3,000 notices; public comments report

Public/Community Meetings

- MP2H Kickoff Open House March 2020
- MP2H Urban Design Scenarios July 2020
- NW Project Working Group 7 meetings 2020-2021
- MP2H-NW Plan Discussion Draft Open House February 2022
- Design Character Workshop June 2023
- BIPOC Design Focus Group Feb 2024















What We Heard

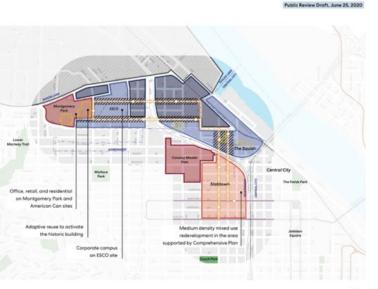
Housing and Development	 Housing affordability; create variety of affordable housing choices Gentrification and displacement concern - both housing and commercial uses
Jobs and Industrial Land	 Loss of industrial land/implications for jobs and equity; create quality jobs Impacts to existing, nearby industrial uses
Community Design and Public Benefits	 Desire for urban design framework; more greening; park/open space; climate resiliency Commemoration of York (NW York Street) Create opportunity for more public and community benefits
Transportation System	 Interest in multimodal transportation connections and improved safety Support for the streetcar project and for improved transit opportunities in general Concerns about streetcar routing and street designs Concerns about impacts to parking, businesses, and traffic



NW Scenarios Considered

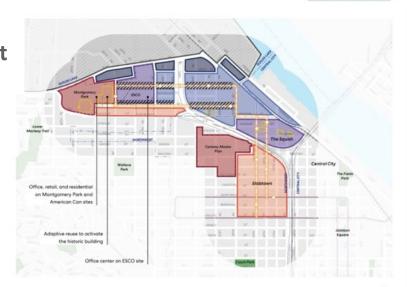
Scenario 1 **Industrial**

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



Scenario 2 **Employment**

- Medium Density Mixed Use
- High Density Employment*
- Medium Density Employment Light Industrial & Creative Office
- **777** Main Street Overlay**
- Historic/Cultural Building Preserved Heavy Industrial
- Proposed Transit Alignment
- = Existing Streetcor [] Plan District Boundary
- * Allows housing as a conditional use.
- ** Main Street Overlay considers additiona development standards and quidelines.



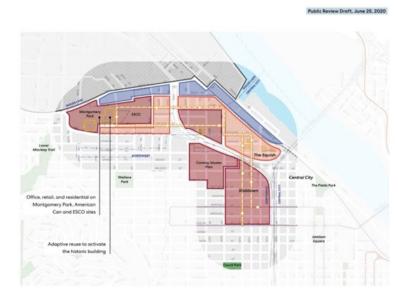
Public Review Droft, June 25, 2020

SCENARIO 1: INDUSTRIAL

SCENARIO 2: EMPLOYMENT

Scenario 3 Mixed-Use

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

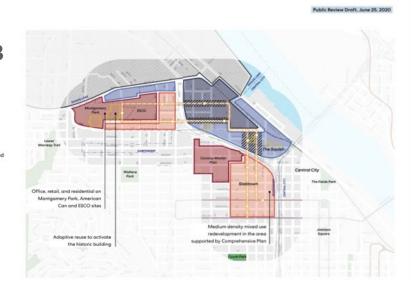


Scenario 4 Hybrid 1+3 (preferred)

- High Density Mixed Use
- Medium Density Mixed Use
- Medium Density Employment Light Industrial

= Fristing Streetcor

- //// Industrial Main Street Overlay* Historic/Cultural Building Preserved
- Heavy Industrial Proposed Transit Alignmen
- Plan District Boundary * Industrial Main Street Overlay consider additional development standards and



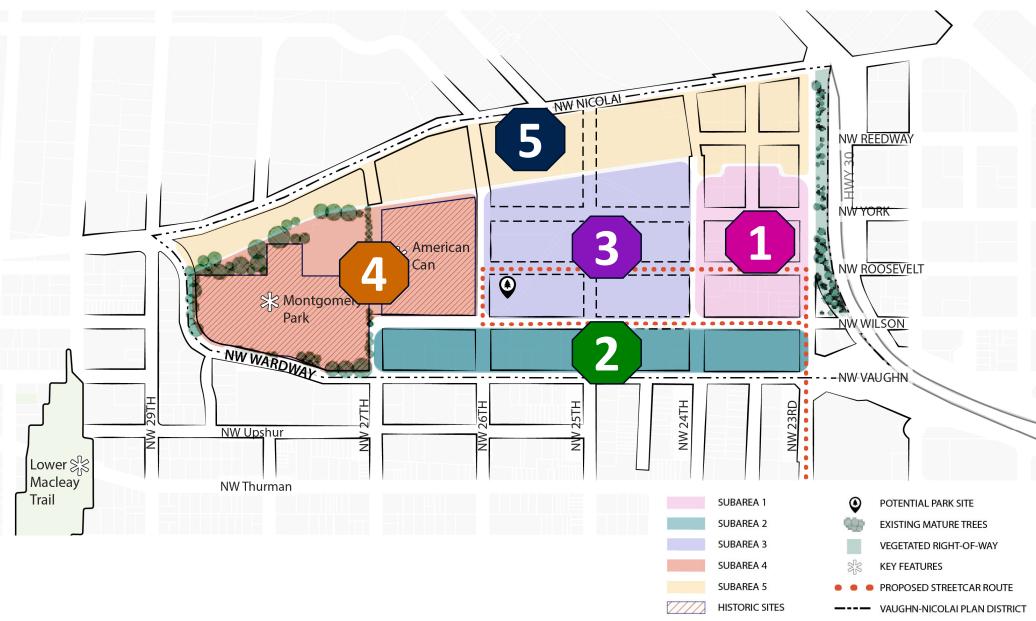
SCENARIO 3: MIXED USE

MPAP – Plan Concept

- Create a new mixed-use neighborhood west of Highway 30 served by an extension of Portland Streetcar.
- Change land use designations from industrial and employment to facilitate a broader mix of uses.
- Create potential for 2,000+ new housing units with 200+ affordable units.
- Foster jobs in the area including middle-wage jobs.
- Retain an employment buffer along NW Nicolai Street to reduce conflicts.
- Retain industrial zoning and limit industrial land loss east of US 30.



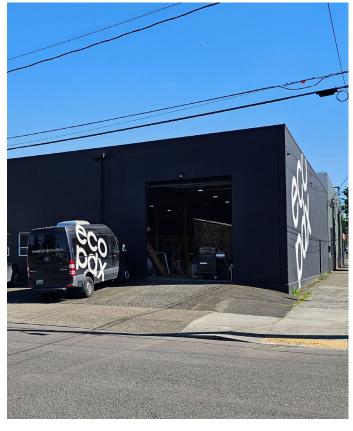
The Plan Area



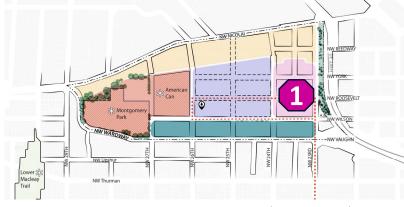


Subarea 1: NW 23rd-24th





- Area transitions from NW 23rd & Hwy 30
- Low-rise Industrial buildings & warehouses
- Distinct loading dock conditions (NW York)
- Small businesses and residences



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Subarea 2: NW Vaughn-Wilson



- NW Vaughn transitional street: employment, commercial
- NW Wilson small business; former ESCO
- Gabled-roof warehouses & ESCO HQ
- Former Vaughn Street Ballpark (east)



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Subarea 2: NW Vaughn-Wilson



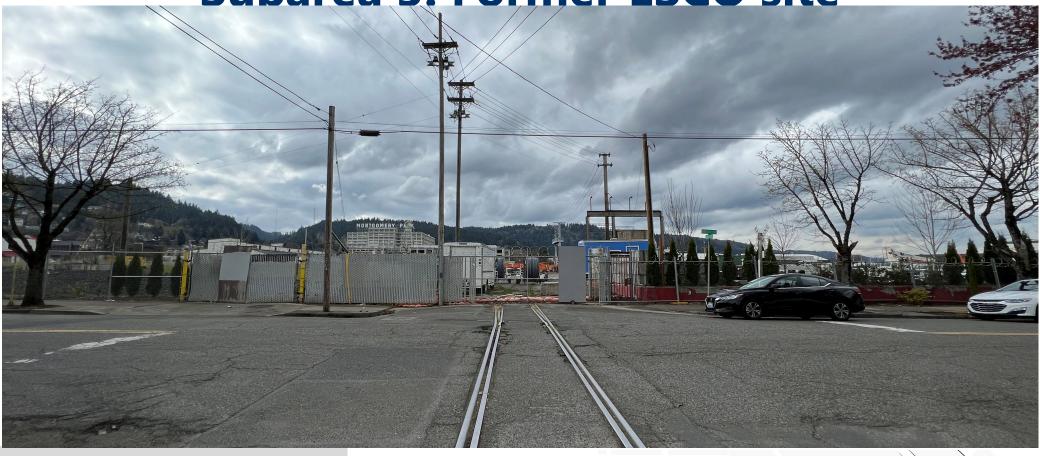


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Subarea 3: Former ESCO site



- Former ESCO Steel Foundry site
- Largely vacant
- Views of Mt. Hood, Fremont Bridge & MP
- Disconnected street grid



Subarea 3: Former ESCO site

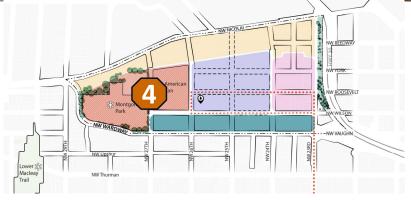


- Former ESCO Steel Foundry site
- Largely vacant
- Views of Mt. Hood, Fremont Bridge & MP
- Disconnected street grid

Subarea 4: Historic Resources



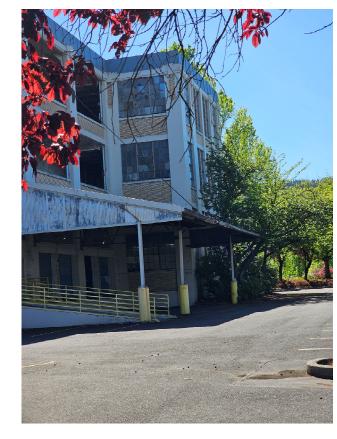
- Historic Landmarks:
 - Montgomery Park (office/retail)
 - American Can (parking)
- Verdant areas on site and in right of way



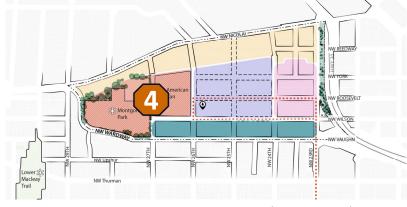
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Subarea 4: Historic Resources



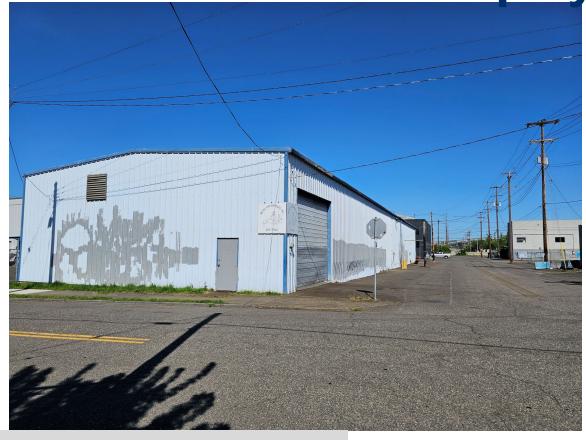


- Historic Landmarks:
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Subarea 5: Employment Buffer





- Mix of industrial and employment uses
- Large/long building frontages, few windows
- Regional Pacific Greenway Trail(NW Nicolai)



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Subarea 5: Employment Buffer



- Mix of industrial and employment uses
- Large/long building frontages, few windows
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Current allowances

Example of the type development allowed under current Industrial and Employment land use designations.





Proposed allowances

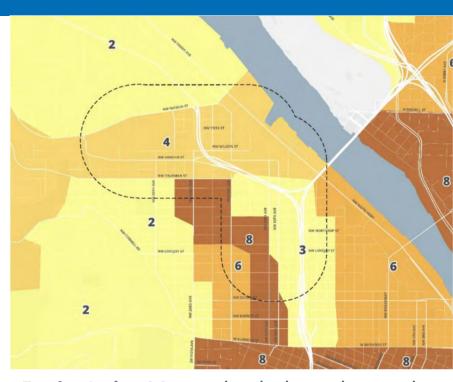
Example of the possible type and scale of development allowed under proposed future land use designations that allows a mix of uses.





Equitable Development

- The study area includes fewer vulnerable households than Portland as a whole
- Fewer households in Northwest Portland are cost-burdened (32%) than in Portland as a whole (47%)
- Recommended value capture strategies to mitigate any development pressures
- Northwest area has strong housing demand – higher market feasibility for achieving housing goals.
- Public benefits such as affordable commercial space, parks and open space and green features may also be supported by value capture strategy.



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



MPAP Objectives and Approach

- Create opportunity for new affordable housing and middle-wage jobs in a high opportunity area with good access to jobs, services and amenities.
- Enhance multimodal street system and extend transit network.
- Achieve public benefits, through regulatory and non-regulatory tools
 - Housing/Affordable Housing
 - Employment/Jobs
 - Open space and Placemaking
 - Green Features and Quality Design







Implementation Approach

MPAP Objectives and Benefits

Housing/Affordable Housing Employment/Jobs Open Space and Placemaking Green Features and Quality Design

Regulatory Tools

- Comprehensive Plan Map
- Zoning Map (EXd and EG1)
- Zoning Code (plan district)
- Design Character Statement
- Transportation System Plan



- Middle-wage jobs target
- Affordable housing target
 - Park/public open space
- Commemoration of York
- Affordable commercial
- Transportation funding



Housing/Affordable Housing

Objectives:

<u>Up Front Affordable Housing</u> – building the affordable housing first provides a significant benefit; 10% if built first or 15% project-by-project (at 60% MFI)

<u>Inclusionary Housing as the minimum</u> – leverage opportunities to produce more income restricted housing than inclusionary housing would alone;

<u>Incentivize with the zoning code</u> – the zoning code complements the Public Benefits Agreement with floor area bonuses for additional income restricted units or compliance with the agreement.

Zoning Code	Public Benefits Agreement
Standard Inclusionary: 10% of units affordable to families making 60% Area Median Income built first;	Up Front Affordable Housing: 200 units in the first building(s) affordable to families making 60% Area Median Income. Serves as a bank for standard inclusionary housing requirement for up to 2,000 units.
Floor Area Incentive: 15% of units affordable to families making 60% of Area Median Income; or	
Compliance with Public Benefits Agreement	



Employment/Jobs

Objectives:

<u>A true mixed-use neighborhood</u> – commercial and employment uses are an essential part of the future of the Montgomery Park Area;

Middle wage jobs – Defined as a starting salary at or greater than 50% of area median income for a family of four, not requiring a college degree and in a priority industry;

Wealth-building opportunities for priority communities – affordable commercial space with a focus on priority communities.

Zoning Code	Public Benefits Agreement
Non-Residential Use requirement; and	Creation of 800 Middle Wage Jobs on-site; or
Incentive to comply with the public benefits agreement; and	Contribution to a fund supporting workforce development and job training; and
Incentives for employment intensive uses, community serving uses, and affordable commercial space	Incentive for the creation of below market commercial space leased or sold to priority communities



Open Space and Placemaking

Objectives:

<u>Creation of a substantial park</u> – The park should be centrally located in the plan area, provide passive recreation, and be accessible to all;

The park gets built with the rest of the neighborhood – planning and completion of the park is tied to other development in the area;

<u>Commemoration of York</u> – features that commemorate York, an enslaved member of the Lewis and Clark Expedition, are an important element of the plan area, in the park (option) or prominent location elsewhere on site.

Zoning Code	Public Benefits Agreement
A per dwelling unit outdoor area requirement; or	Creation of a centrally located 40,000 square foot park
Incentive to consolidate some of the per unit open space requirements into a public park or open space per the Public Benefits Agreement	Park will be constructed at the time of the completion of 1,000 market rate units or within 10 years, whichever comes first
	Commemoration of York, an enslaved member of the Lewis and Clark Expedition, in the area



Green Features and Quality Design

Objectives:

<u>Sustainable transportation modes and options</u> – pairing housing and job growth with a streetcar extension supports the development of a complete neighborhood, resiliency and a low carbon future;

Employ enhanced standards —

- Apply the Design overlay, drawing upon Design Standards or Citywide Design Guidelines and proposed Montgomery Park Area Character Statement
- Require urban green features such as ecoroofs, landscaping and room for large trees to support resiliency

<u>Complement transportation planning</u> – judiciously apply active use requirements, height limits and design standards to correspond with street classifications and transportation infrastructure.



MPAP Regulatory Tools

Design Character Statement

New guide for design of future buildings subject to design review.

Comprehensive Plan Amendments

- Comprehensive Plan Map Amendment
- Town Center Extension
- Amend Northwest District and Guild's Lake Industrial Sanctuary plans
- Amend Employment and Industrial Lands Map

Zoning Map and Zoning Code Amendments

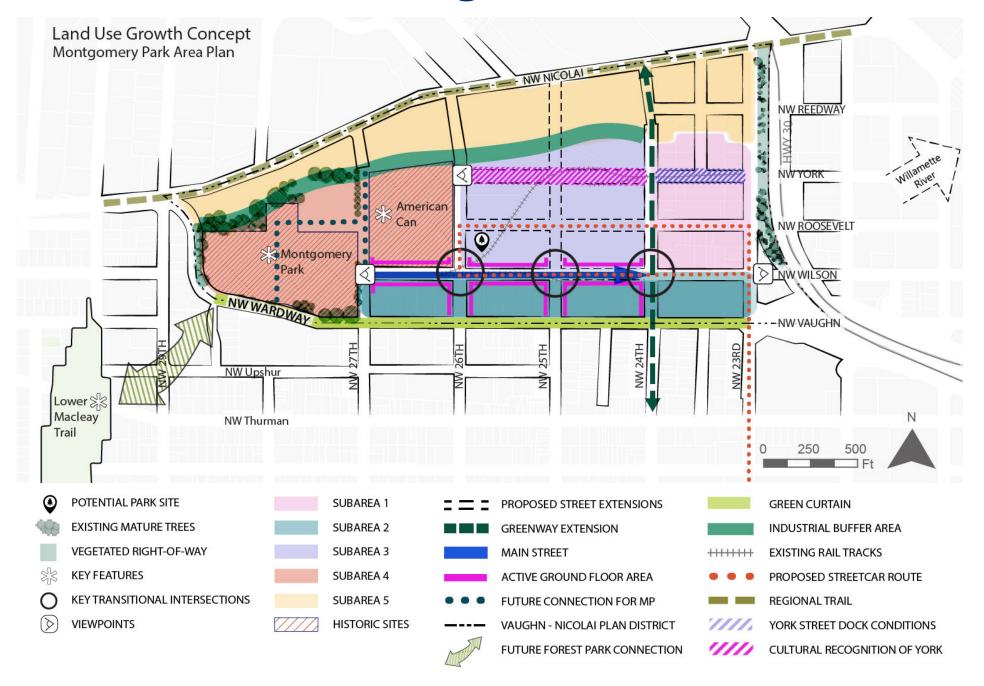
- Zoning Map Amendments
- Establish the Vaughn Nicolai Plan District
- Amend the NW Plan District and Guilds Lake Industrial Sanctuary Plan District
- Minor technical amendments

Transportation Plan Elements

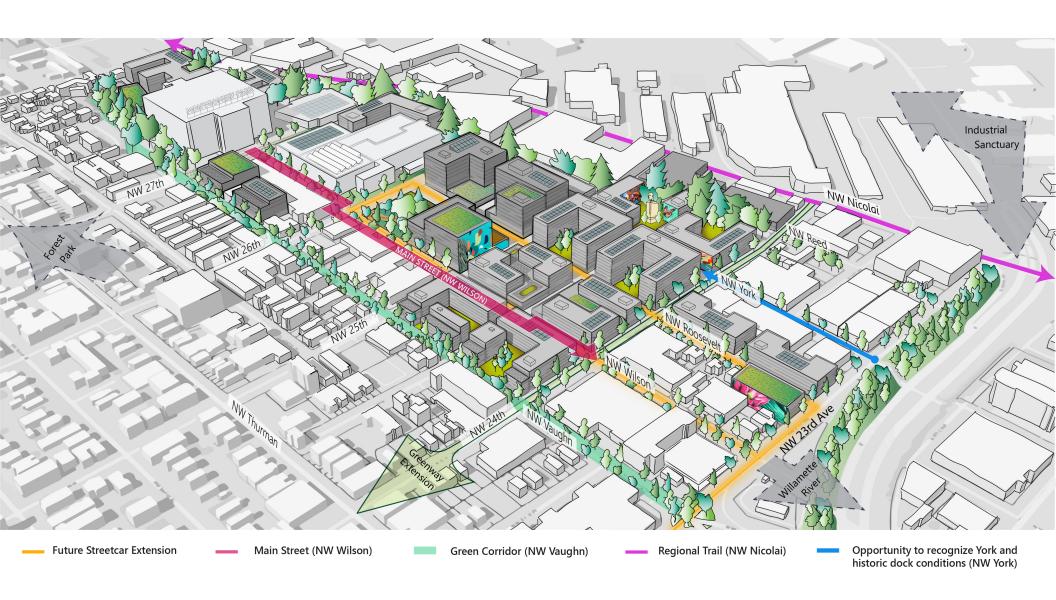
- Transportation System Plan changes.
- Local Improvement District (LID).



Urban Design Framework

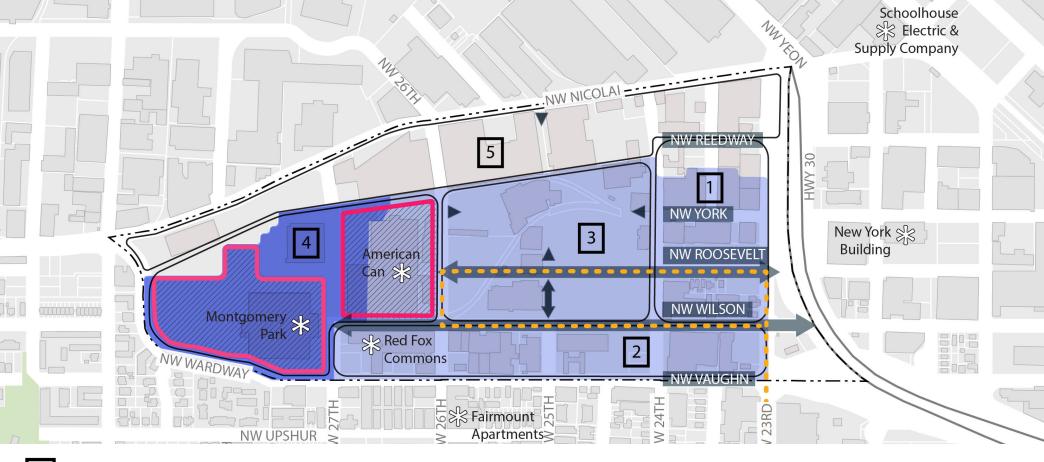


Urban Design Framework





Expansion of the Design 'd' Overlay



- 1 Subareas
- Design 'd' Overlay Zone (Proposed)
- Design 'd' Overlay Zone (Existing)

- Historic Resource Boundary
- Street Car Extension
- -··- Vaughn-Nicolai Plan District

- Street connection and alignment certain
- **◄►** Street connection and alignment TBD
- Key Features





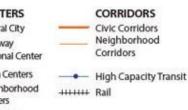
Character Statement

- Apply in Centers and Corridors which have the Design 'd' Overlay Zone.
- Part of the Citywide Design Guidelines which apply outside Central City Plan District
- Developed in partnership with the local community
- Adopted through a legislative process with a recommendation from the Design Commission to City Council





Districts

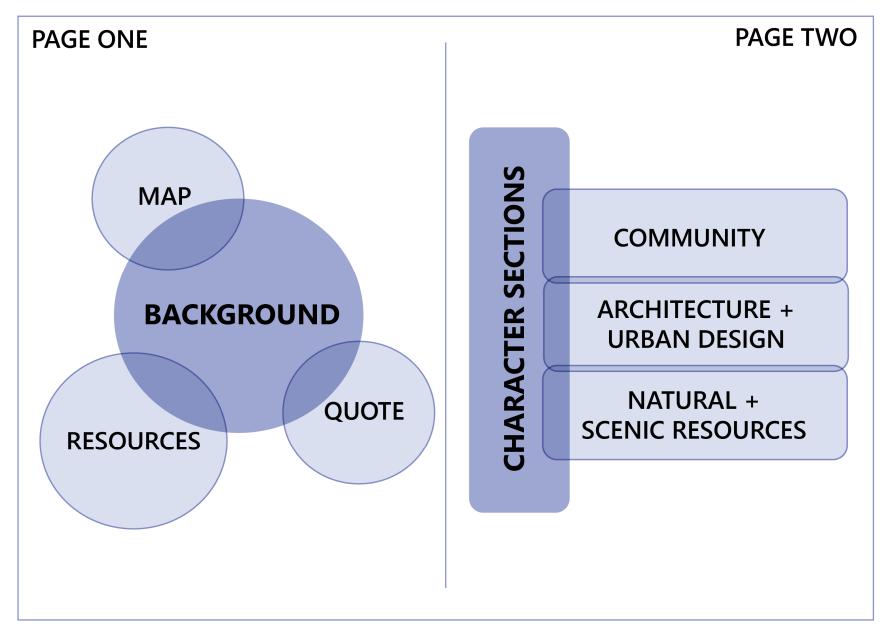


CITY GREENWAYS Enhanced Greenway Corridors Trails (Existing & Proposed) URBAN HABITAT CORRIDORS Parks & Open Spaces Habitat Corridor Waterbodies



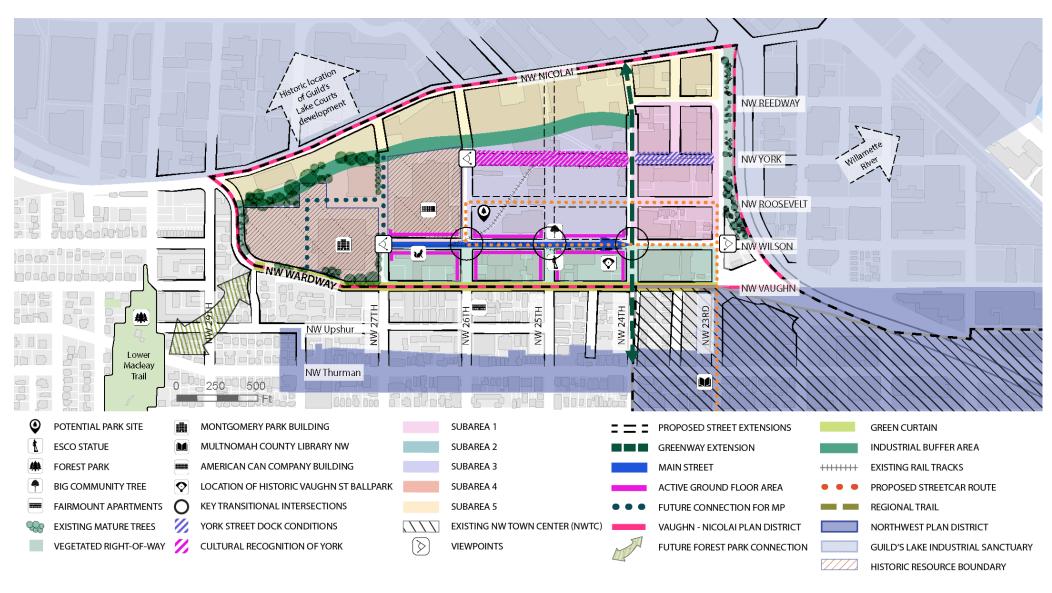


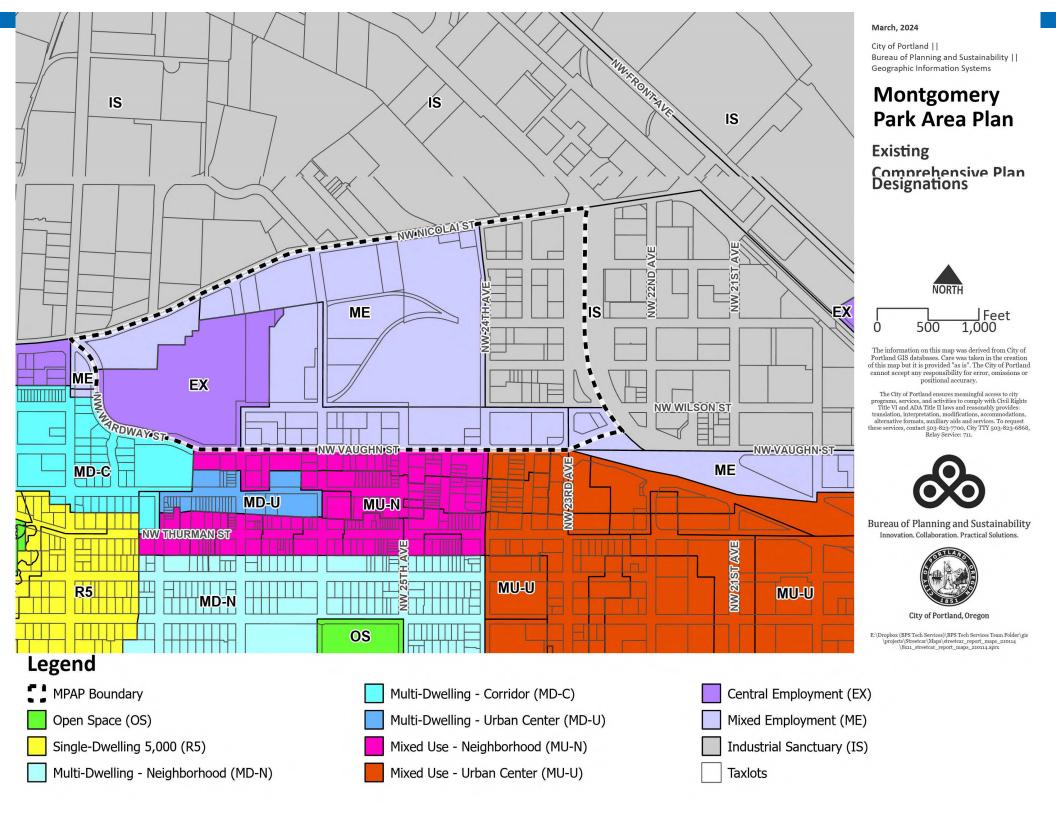
Parts and Structure

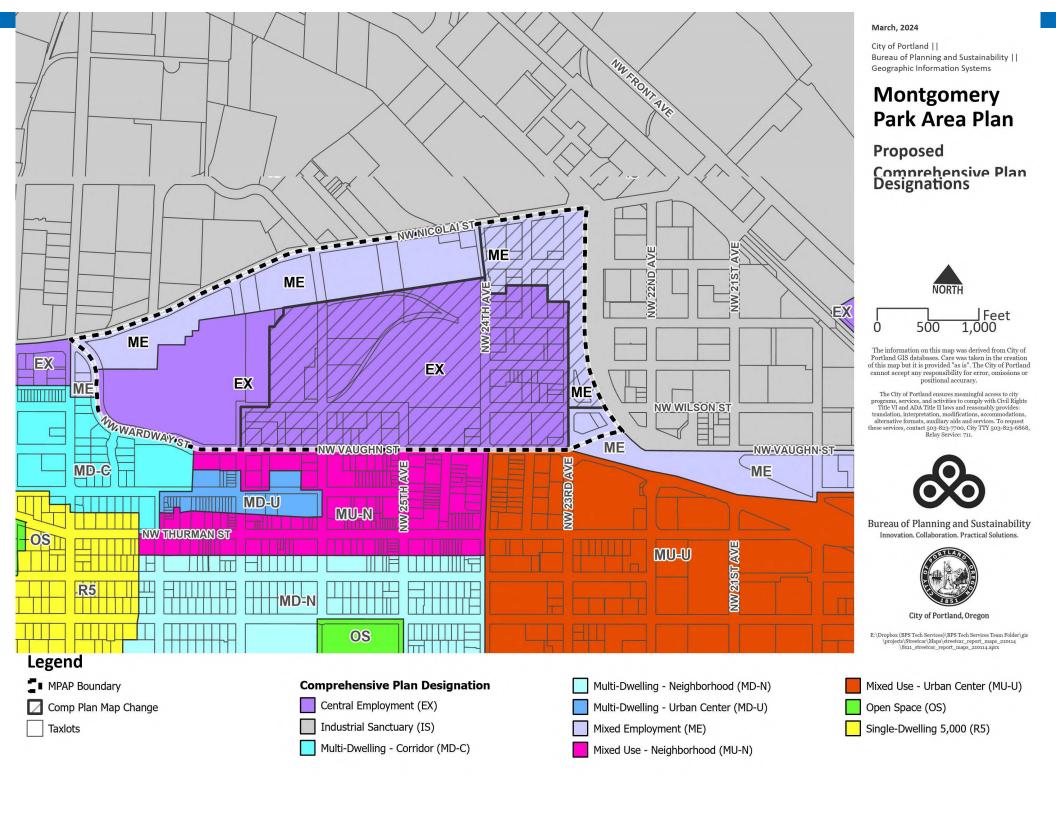




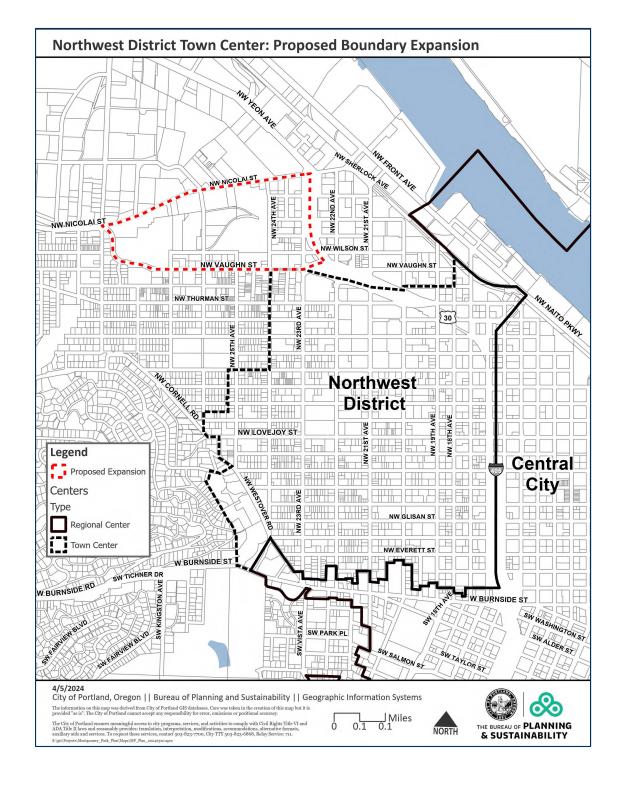
Key Components







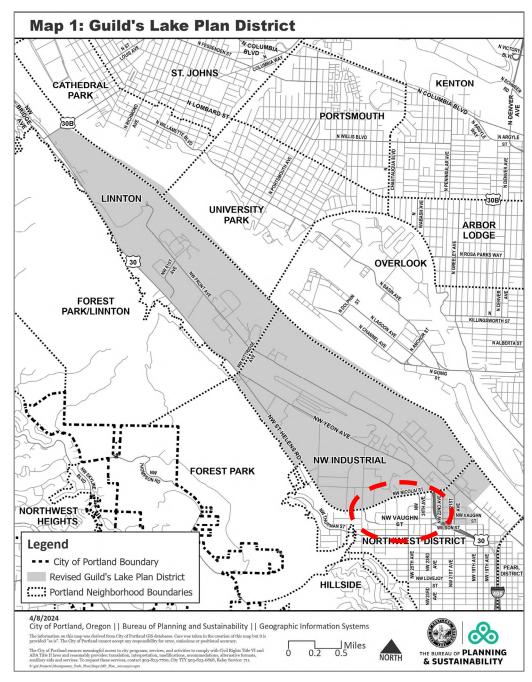
Expand NW Town Center





Guild's Lake Industrial Sanctuary Plan Amendments

- GLIS Plan boundary will be amended to conform to new MPAP boundary.
- Minor text amendments to the GLIS Plan are proposed.





Northwest District Plan Amendments

- NW District Plan boundary will be amended to conform to new MPAP boundary (several plan maps and UD character area map).
- Minor text amendments to the NW District Plan are proposed.

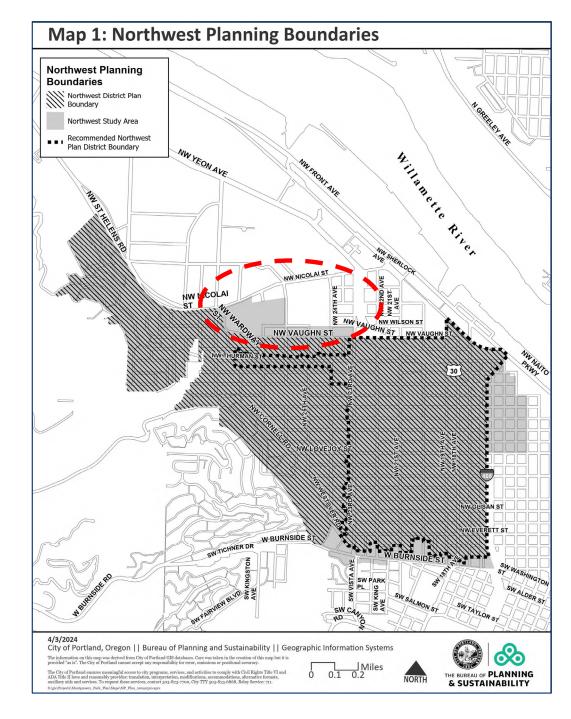
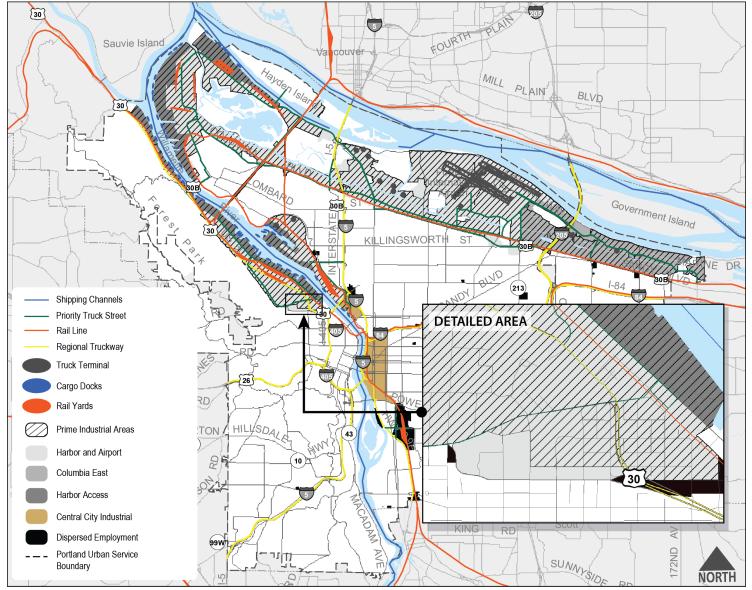


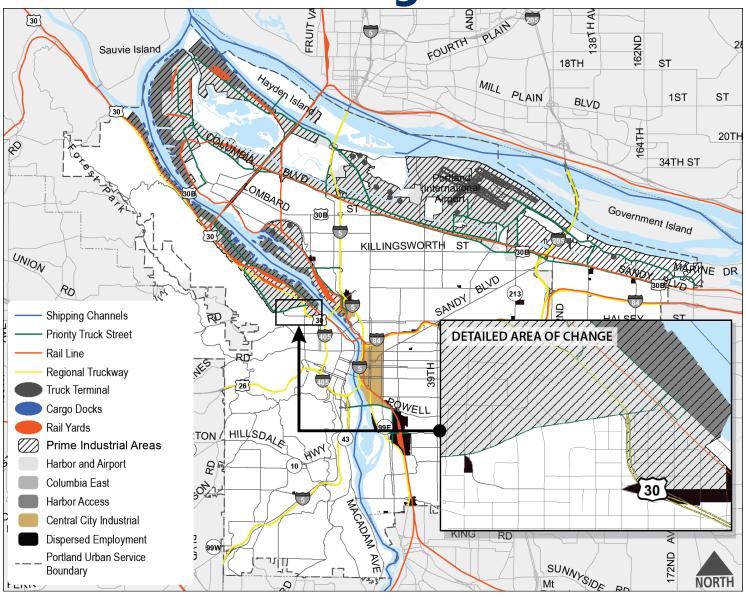


Figure 6.1 Industrial and Employment Land

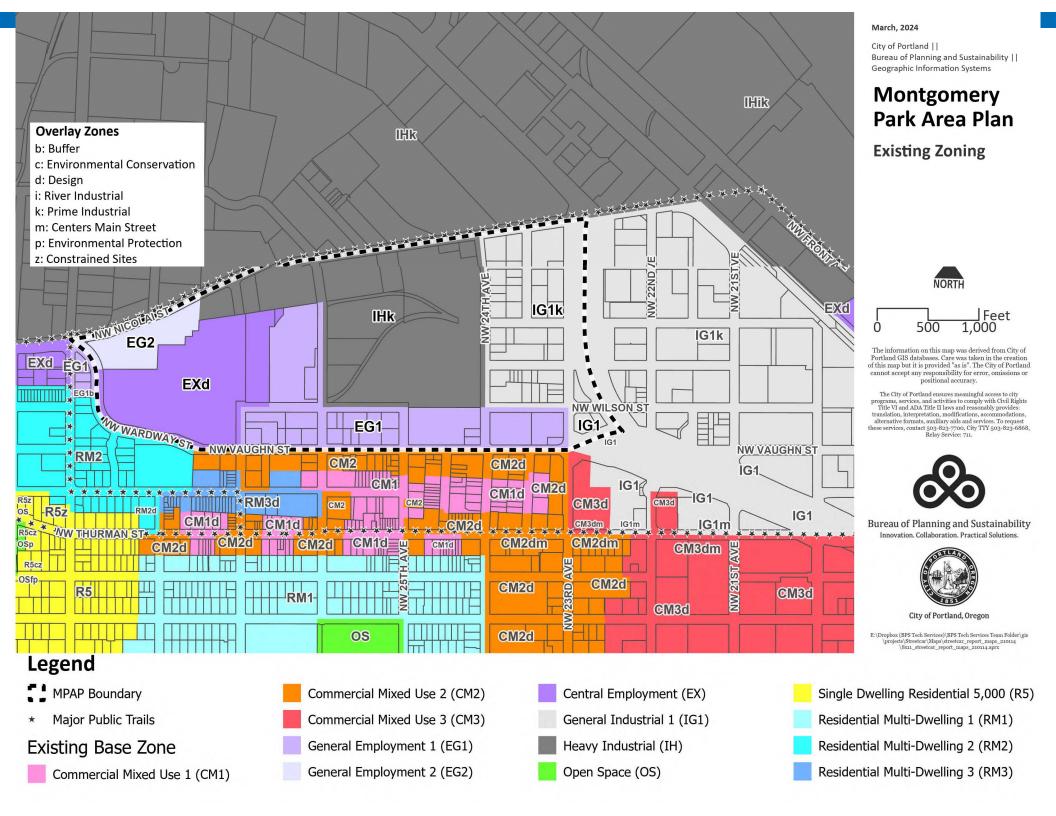


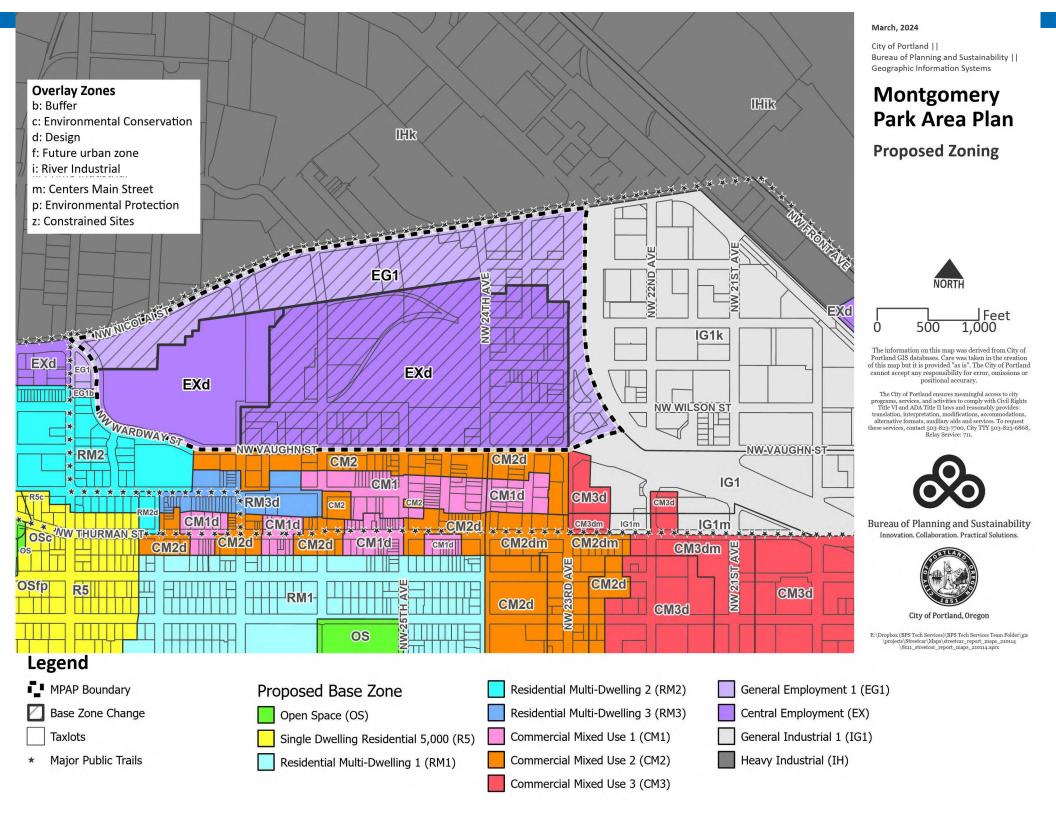


Revised Figure 6.1

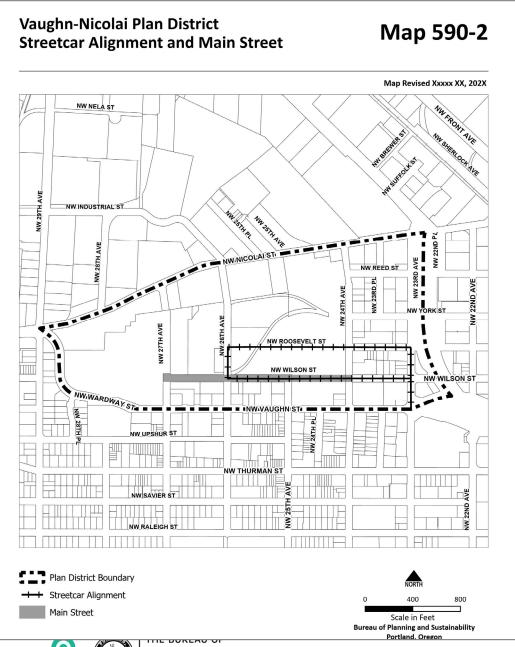








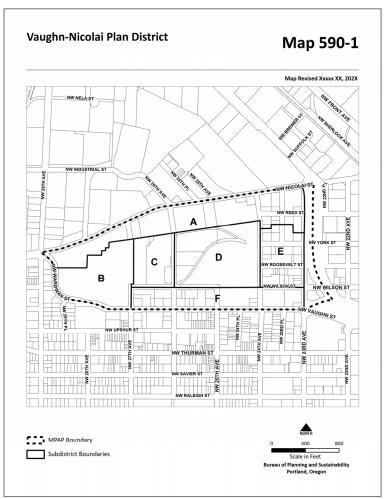
Proposed Vaughn-Nicolai Plan District

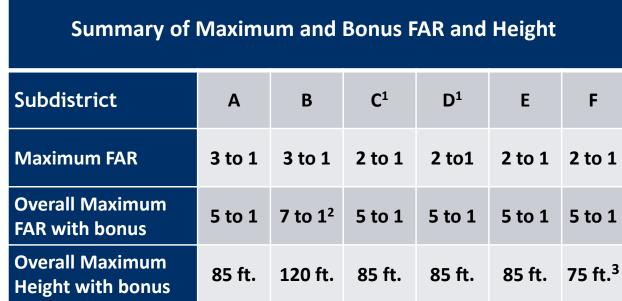


Key features include:

- Bonus FAR and Height
- Non-Residential Space Requirement
- Active Use Areas on Main Street
- Affordable Commercial Space Requirement
- Urban Green Features
- Outdoor Areas for Residential Uses
- Residential-Employment Buffer
- TDM and Parking limits

Proposed Vaughn-Nicolai Plan District





FAR & Height Bonuses:

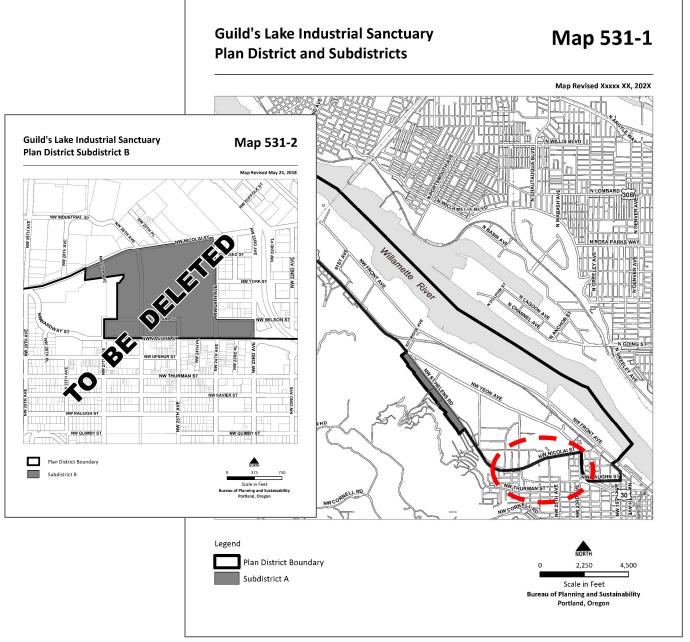
- Inclusionary Housing
- Additional Affordable Housing (15% @ 60% MFI)
- Employment Opportunity
- 1 FAR in Subdistrict C and D linked to provision of IH/affordable housing and Public Benefits Agreement. After 200 units of IH, within 7 years, Max FAR is 3:1 and IH bonus is 2:1.
- 2 FAR of 7:1 allowed through transfer or demonstration of services.
- 3 Height reduced to 45 feet maximum near NW Vaughn.



Proposed GLIS Plan District Changes

Amend GLIS
Plan District
boundary
(Map 531-1)

Delete GLIS Subdistrict B (Map 531-2)

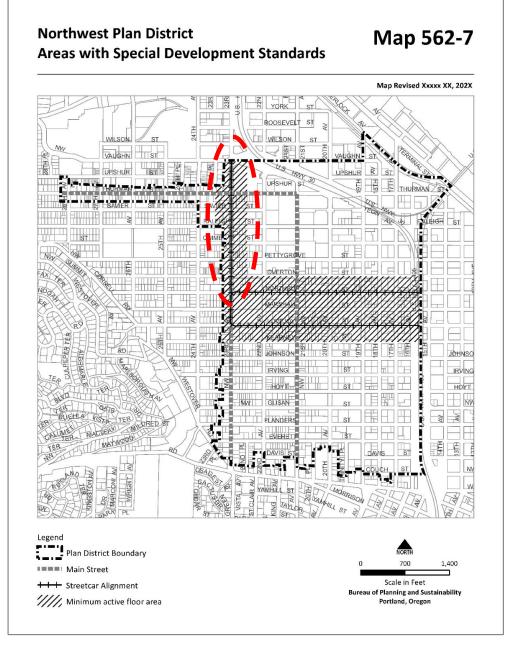




Proposed NW Plan District Changes

Apply "Streetcar" development regulations within 200' of NW 23rd Avenue.

- Adds active floor area requirement (includes residential)
- Prohibits Drive thrus (already prohibited)





Montgomery Park Area Transportation Plan (Vol. 3)

Recommendations for multimodal transportation projects

- Centerpiece streetcar extension
- Recommended Transportation System Plan (TSP) updates
 - Modal and design street classifications
 - Proposed Master Street Plan for area
- Implementation strategies
 - Parking and Transportation Demand Management
 - Pilot projects to support non-driving modes
 - Potential funding sources





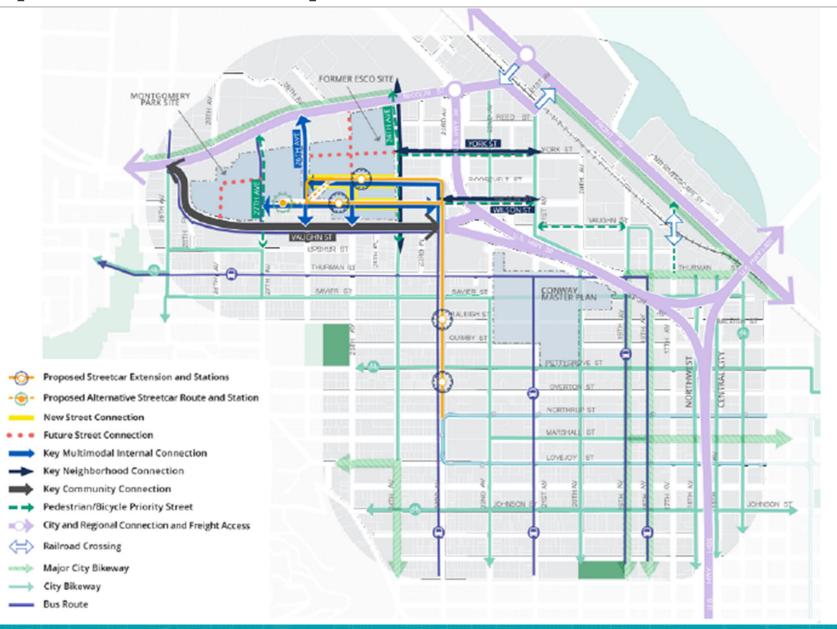
Recent Streetcar Extension Engagement (Spring 2023 - Winter 2023/24)

- Meetings with Neighborhood Groups (5)
- Postcards sent to area addresses (7000+)
- Online Open House and survey (179 respondents)
- Northwest Parking District Open House (50 attendees)
- Canvassing businesses along the proposed alignment (42 conversations)
- Tabling and intercept surveys (127 conversations)
- Phone calls and emails





Transportation Concept



Project recommendations









Connections within the Montgomery Park Area itself



Neighborhood Connections

Connections that stitch the Montgomery Park Area together with the rest of the Northwest District



Big Move

The extension of Portland Streetcar to Montgomery Park, which improves connections at all of the above scales



City and Regional Connections

Connections for movement to and from destinations across Portland and the region

Proposed streetcar extension (Big Move)

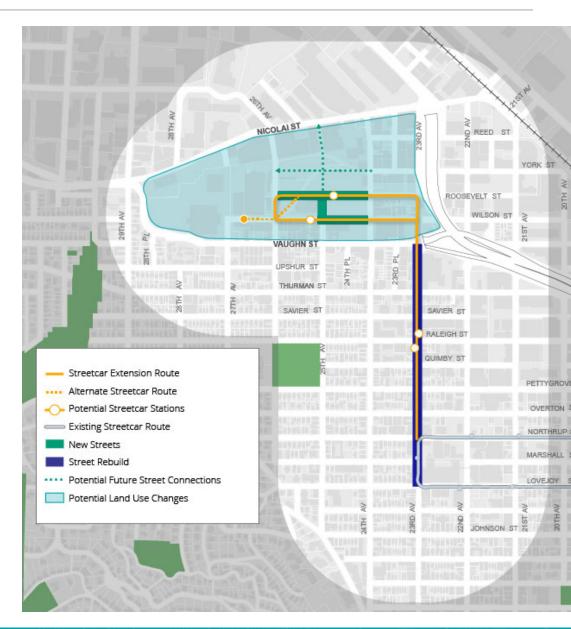
- Extension of Portland Streetcar to Montgomery Park office building
- 100% off-wire extension due to upfront and ongoing cost savings and reduced impacts
- New multimodal local streets (extensions of NW Roosevelt, NW Wilson, and NW 25th Ave)
- A complete rehabilitation of NW 23rd Avenue from NW Lovejoy Street to NW Vaughn Street
- Projected 3000+ new daily riders, half of whom are expected to be transit dependent



Preferred transit alternative

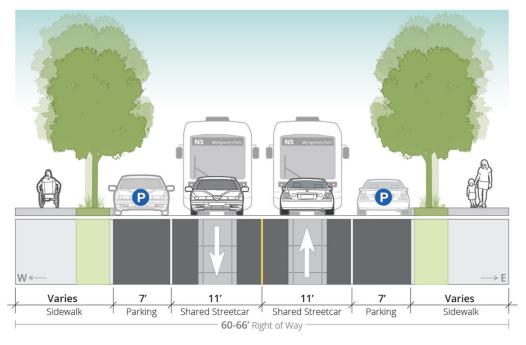
- .65 one-way route mile extension of existing Streetcar North/South (NS) Line from its existing terminus at NW 23rd Avenue and NW Northrup Street
- Two-way north/south movement on NW 23rd Avenue to a parallel oneway one-block couplet on NW Roosevelt Street, NW Wilson Street, and NW 26th Avenue
- Station locations:*
 - NW 23rd Avenue and Raleigh (NB and SB)
 - NW 25th Avenue and Roosevelt
 - NW 26th Avenue and Wilson

*Station locations to be finalized as part of formal Project Development process and will include public input.



Proposed cross sections

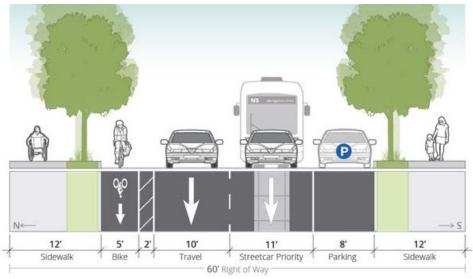
NW 23rd Avenue (typical)





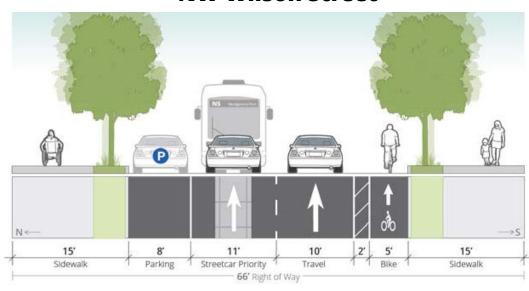
Proposed cross sections

NW Roosevelt Street





NW Wilson Street





Considering transit alternatives

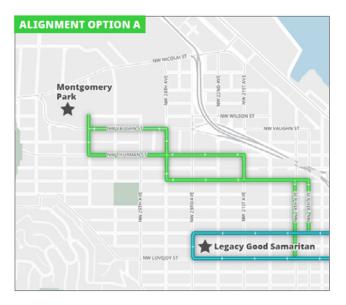




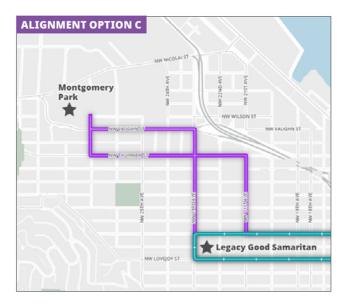




Other alignments considered





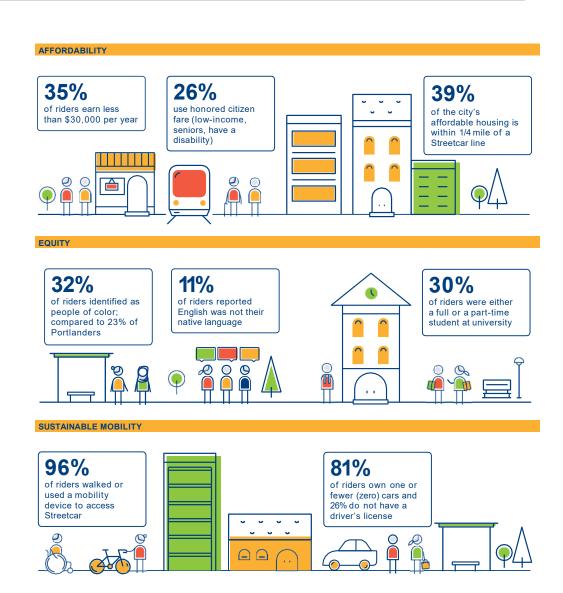






Why streetcar?

- Streetcar is a proven tool for equitable and sustainable development in Portland.
- The area's transition presents an opportunity to deliver on previous planning efforts identifying an extension to Montgomery Park.
- Streetcar offers climate benefits as a carbon-neutral mass transit mode that supports vibrant mixed-use neighborhoods.
- **Streetcar serves diverse riders**, many of whom rely on transit to meet their daily needs.



Investment considerations

• Why here?

- Potential for thousands of new housing units and hundreds of new jobs
- Expanding transit mode that serves diverse riders and transit-dependent households
- A neighborhood extension with improved mass transit connections to critical destinations
- Leveraging federal transit investment to address substandard assets (NW 23rd Ave)

What about elsewhere?

- PBOT is committed to addressing needs of underserved communities throughout Portland
- Areas with highest need continue to receive robust investments, including East Portland
- This project is primarily using federal and local nondiscretionary sources of funds, thus minimizing City discretionary funding



Streetcar project funding and sources

Project Cost: ≈\$120m

(planning level estimate; to be refined during Project Development)

Includes:

- Streetcar project elements
- New streets and street elements
- Rehabilitation of NW 23rd Avenue

Potential sources

(to be finalized during Project Development*)

Likely to include:

- Federal Small Starts CIG Grant (50%)
- Various local sources (likely to include):
 - Right of Way (ROW) dedication
 - A Local Improvement District (LID)
 - Additional private contributions
 - Others

*Will include opportunities for community/stakeholder input

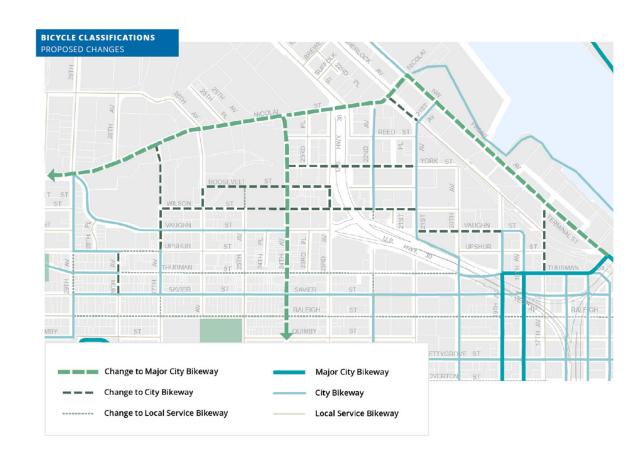
Streetcar extension next steps

- Review and Deliberation of the Montgomery Park Area Transportation Plan
- Finalization and deliberation of Locally Preferred Alternative (LPA) at City Council
- Planning for Project Development (FTA)
- Formally enter Project Development (includes environmental review, design, and engineering)
- Finalizing funding strategy/local funding commitments
- More community engagement to come

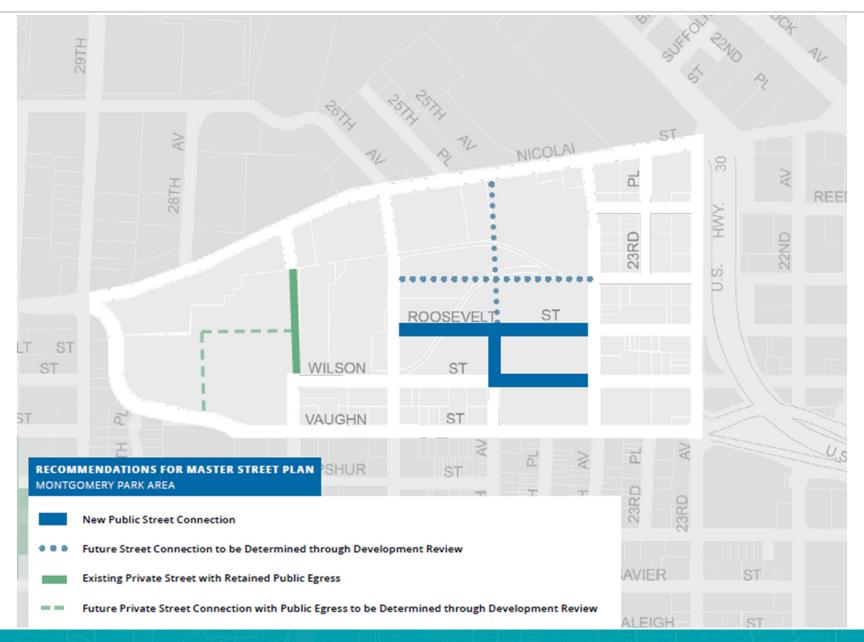


Policy recommendations (TSP updates)

- Recommended classification updates for following modes/elements during next TSP update process:
 - Pedestrian
 - Bike
 - Transit
 - Street Design
 - Traffic
 - Freight
 - Emergency Response



Master Street Plan recommendations



Proposed implementation strategies

Plan District Transportation Elements

Parking ratios and off-street parking rules

Parking Management

Potential parking permit zone or district

Transportation Demand Management (TDM)

Incentives to support non-auto travel and reduce travel demand



Exploring Pilot Projects

Various ways to reduce drive-alone trips in the district

Pursuing Federal and other Funding Sources

- FTA Small Starts funding
- Creation of Local Improvement District

Recommended Planning Commission Actions

Recommend, to City Council, adoption of the Montgomery Park Area Plan, including:

- Volume 1: Adopt the plan and amend the Comprehensive Plan map designations, the Zoning Map, Comprehensive Plan Figure 6-1: Industrial and Employment Districts; and the NW District Town Center boundary, as shown in the plan.
- Volume 2: Amend the Portland Zoning Code as described herein, including the Vaughn-Nicolai Plan District (33.590), and amending the Guild's Lake Industrial Sanctuary Plan District (33.531) and Northwest Plan District (33.562).
- Volume 3: Transportation elements; see following slide
- Volume 4: Amend the maps and texts of the existing area plans as described to address areas of overlap with the Montgomery Park Area Plan.



Planning Commission Actions - Transportation

Volume 3:

Streetcar Extension to Montgomery Park

- This is the Locally Preferred Alternative (LPA) for the Project, to be considered for adoption by City Council by Resolution
 - Planning Commission may choose to advise City Council on LPA consistency with the Comprehensive Plan
- Already in the Regional Transportation Plan Constrained/Near-Term Project List (11319)
 - Already in the Transportation System Plan (60035)
 - TSP to be updated to be consistent with RTP as part of next TSP update
 - No action on this needed by Planning Commission

Recommended Transportation System Plan Changes

- Adopted with the plan as recommendations to City Council for consideration as future amendments to the TSP
 - Includes: Street Classifications, Master Street Plan, and Project List
- To return to Planning Commission for formal deliberation as part of the next TSP update

Recommended Design Commission Actions

- Recommend, to Planning Commission, application as proposed of the Design overlay zone to areas zoned Central Employment (EX) in the plan.
- Recommend, to Portland City Council, adoption of the Montgomery Park Area Character Statement and related updates to the Citywide Design Guidelines as shown and described in Volume 2 of the plan.



Timeline/Next Steps

May 21, 2024 Planning Commission and Design

Commission Public Hearing + Testimony

May - June PC and DC Work Sessions

PC: 6/11, 6/25, (7/9 - if needed)

DC: 6/6, 6/20, (7/18 - if needed)

June 2024 PC and DC Decisions and

Recommendations to City Council

August 2024 Publish Recommended Draft Plans

September 2024 Portland City Council Public Hearing



Thank You

Questions?

