



Montgomery Park Area Plan

Recommended Draft

Volume 1: Recommended Plan

October 2024



THE BUREAU OF
**PLANNING &
SUSTAINABILITY**

LANGUAGE ACCESS

The City of Portland is committed to providing meaningful access.

To request translation, interpretation, modifications, accommodations, or other auxiliary aids or services, contact 503-823-7700, Relay: 711.

Traducción e Interpretación | Biên Dịch và Thông Dịch | अनुवादन तथा व्याख्या | 口笔译服务
| Устный и письменный перевод | Turjumaad iyo Fasiraad | Письмовий і усний
переклад | Traducere și interpretariat | Chiaku me Awewen Kapas |
翻訳または通訳 | ການແປພາສາ ຫຼື ການອະທິບາຍ | الترجمة التحريرية أو الشفهية

www.portland.gov/bps/accommodation

Acknowledgments

Portland City Council

Ted Wheeler, *Mayor*
Rene Gonzales
Mingus Mapps
Carmen Rubio
Dan Ryan

Portland Planning Commission

Mary-Rain O'Meara, Chair
Michael Pouncil, Vice-Chair
Erica Thompson, Vice-Chair
Michael Alexander
Wade Lange
Nikesh Patel
Steph Routh
Eli Spevak

Portland Design Commission

Brian McCarter, Chair
Chandra Robinson, Vice Chair
Tina Bue
Jessica Molinar
Samuel Rodriguez
Zari Santner
Joe Swank

Bureau of Planning and Sustainability

Donnie Oliveira, Deputy City Administrator
Eric Engstrom, Interim Director
Patricia Diefenderfer, Chief Planner
Ryan Singer, Principal Planner

BPS Project Staff

Barry Manning, Senior Planner
Joan Frederiksen, City Planner II
Cassie Ballew, City Planner II
Shannon Buono, Senior Planner
Kiel Jenkins, City Planner II

Project Team Members

Mauricio Leclerc, Supervising Planner - Portland Bureau of Transportation (PBOT)
Shawn Canny, Transportation Planner - PBOT
Dan Bower, Andrew Plambeck - Portland Streetcar Inc. (PSI)
Brian Harper - Metro

Previous Project Team Members

Eric Engstrom, Nicholas Starin – BPS
Catherine Ciarlo, Kate Drennan, Julia Reed, Mike Serritella, Zef Wagner – PBOT
Karl Dinkelspiel, Joana Filgueiras - Prosper Portland

Other Staff Acknowledgements

Carmen Piekarski (former), Neil Loehlein, Gaby Jenkins, Joellen Skonberg, Eden Dabbs, Tom Armstrong, Nikoyia Phillips, Ryan Curren, Carl Nodzanski, Hillary Adam, Blessie Saoit – BPS
Lisa Abuaf, Brian Moore – Prosper Portland

Project Consultant Team

James McGrath, Julia Reed (former), Lauren Squires – Nelson/Nygaard
Tyler Bump, Michelle Anderson – EcoNorthwest
Marc Asnis, Yao Lu – Perkins & Will

NW Portland Project Working Group

Brian Ames, Kashea Kilson-Anderson, Stephanie Basalyga, Raymond Becich, Reza Farhoodi, Craig Hamilton, Dalton Humann, Jen Macias, Greg Madden, Joy Pearson, Steve Pinger, Stephen Ramos, Phil Selinger, Mike Stonebreaker, Jordan Winkler, Alexandra Zimmermann

Community Engagement Assistance (CBO Grantees and others)

Friendly House, Inc.
Northwest Industrial Business Association and Columbia Corridor Association
Hollywood Senior Center and Urban League of Portland
Micro Enterprise Services of Oregon
Portland Harbor Community Coalition (York Street Work Group)

Technical Advisors

Jamie Jeffrey, Teresa Montalvo, Gena Gastaldi, April Bertelsen, Jennie Tower - PBOT

Lora Lillard (former), Steve Kountz - BPS

Benjamin Nielsen, Kimberly Tallant - BDS

Jamie Snook - TriMet

Kate Hibschan, Marie Walkiewicz - BES

Jessica Connor, Dory Hellyer, Matt Tschabold (former) – PHB

Brett Horner, Marty Stockton, Maya Agarwal (former) – PPR

Mike Saling – PWB

Glen Bolen - ODOT

Joana Filgueiras, Karl Dinkelspiel - Prosper Portland

Dan Bower, Andrew Plambeck - Portland Streetcar

Hector Ruiz-Rodriguez, Paul Jennings – PFB

OEHR (invited)

The Montgomery Park to Hollywood Transit and Land Use Development Strategy was funded in-part by a grant from the Federal Transportation Administration (FTA) in partnership with Metro.

This page is intentionally blank.

Portland Planning Commission

Mary-Rain O'Meara, Chair

Erica Thompson, Vice Chair

Nikesh Patel

Steph Routh

Michael Pouncil, Vice Chair

Michael Alexander

Wade Lange

Eli Spevak



August 27, 2024

Dear Mayor Wheeler and City Commissioners,

The Portland Planning Commission is pleased to forward the Montgomery Park Area Plan Recommended Draft for your review and consideration for adoption. At the July 9, 2024, meeting, the Planning Commission voted 6-2 to approve the Proposed Plan with amendments and recommends that Council adopt the Recommended Draft as follows:

- **Volume 1: Recommended Plan.** 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.
- **Volume 2: Regulatory Tools.** Adopt and amend the Portland Zoning Code as described herein, including adding 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 Plan.** Adopt Transportation Plan elements as proposed.
- **Volume 4: Amendments to NW District and Guild's Lake Industrial Sanctuary Plans.** Adopt and amend the maps and texts of the existing Guild's Lake and Northwest District area plans as described to address areas of geographic overlap with the Montgomery Park Area Plan.
- **Volume 5: Appendix.** Include the Appendix as background documents.

The Montgomery Park Area Plan (MPAP) is a joint effort by the Bureau of Planning and Sustainability (BPS) and the Bureau of Transportation (PBOT) that advances a coordinated land use and transportation planning approach in an area of Northwest Portland that is at a pivotal moment of transition. The MPAP, which covers the area between NW Vaughn and Nicolai streets between Highway 30 and NW Wardway, lays the foundation for a new transit-oriented mixed-use employment district, served by a future extension of the Portland Streetcar, in a high-opportunity area between the Northwest District and the Guild's Lake Industrial Area. The Plan area, which includes the historic Montgomery Park and American Can buildings, and the vacant 18+ acre former ESCO Steel site, is currently planned for traditional industrial and employment uses.

The MPAP creates the opportunity for both employment and housing in a transit-oriented setting. It also creates the opportunity for public benefits such as middle-wage jobs, affordable housing beyond standard inclusionary requirements, and public open space, through an approach that leverages the



City of Portland, Oregon | Bureau of Planning and Sustainability | www.portland.gov/bps
1810 SW 5th Avenue, Suite 710, Portland Oregon, 97201 | Phone: 503-823-7700 | Relay: 711

value of public policy changes and transit and infrastructure investments. The Plan's value capture strategy is achieved through an innovative approach that pairs traditional planning tools under the purview of the Planning Commission (such as Comprehensive Plan map and Zoning map and code changes) with a forthcoming Public Benefits Agreement (a negotiated agreement between private entities and the City) over which the Commission does not have purview. The intent of this approach is to anchor the public benefits sought through both regulatory and non-regulatory tools.

The Planning Commission held a joint public hearing with the Design Commission on the Montgomery Park Area Plan Proposed Draft on May 21, 2024. This was followed by Planning Commission work sessions on June 11, June 25, and July 9, in which key topics were examined in greater detail and amendments, based on public testimony, were considered. While the Commission majority supported the plan as amended, there was rigorous discussion about key economic policy issues and equity issues, and a desire to convey some key points for City Council consideration regarding the public benefits agreement. These are outlined below.

Key Elements of the Montgomery Park Area Plan

The MPAP Recommended Draft includes elements designed to facilitate change in the area, over time, to create a transit-oriented mixed-use area. These include the following:

Comprehensive Plan and Zoning Map Changes

The plan recommends changes from existing Industrial Sanctuary and Mixed Employment Comprehensive Plan land use and zoning designations to Central Employment and Mixed Employment designations. These changes allow employment but introduce allowances for a broader array of uses, including housing, and more development intensity. The plan would also apply the Design (d) overlay zone to Central Employment zoned areas and create a related Montgomery Park Character Statement, for which the Portland Design Commission will forward their recommendations via a separate letter.

Equitable Development Approach

The plan included outreach to underserved communities to understand issues of primary concern and aspirations for the area. The Plan includes elements designed to achieve more equitable development and better balance the public and private benefits that could result from the proposed public policy actions such as changes in land use and zoning designations and investments in transportation infrastructure, including the potential extension of the Portland Streetcar to serve this area. The plan seeks to achieve the following public benefits:

- **Jobs and Employment.** Create ongoing opportunities for employment in the plan area, including an emphasis on creation of middle-wage jobs.
- **Housing and Affordable Housing.** Create opportunities for housing, including affordable housing at a higher level or in a nearer timeframe than may be achieved by the standard regulatory framework.
- **Commercial Space.** Create opportunity for wealth building and community-serving uses by requiring creation of affordable commercial space in some forms of new development.



City of Portland, Oregon | Bureau of Planning and Sustainability | www.portland.gov/bps
1810 SW 5th Avenue, Suite 710, Portland Oregon, 97201 | Phone: 503-823-7700 | Relay: 711

- Public Open Space. Create opportunity for a public park or open area that will serve future residents and workers in the area.

The plan employs both regulatory and non-regulatory means to achieve these goals. A non-regulatory Public Benefits Agreement is expected to be developed in tandem with the regulatory elements to support the public benefits outcomes. The tenets of this forthcoming agreement were detailed in a Draft Public Benefits Terms Sheet published with the Proposed Draft. While the term sheet was not subject to Planning Commission review and amendment, it served to inform the Commission about the benefits sought and the approach to achieving them. The Commission has recommendations for Council regarding the benefits agreement – see the Considerations for Council section below.

Zoning Code Amendments

In addition to the future public benefits agreement, the plan is implemented through regulatory measures that work independently and with the agreement to achieve plan objectives. These include Zoning Code amendments, including creating a new plan district that supports employment uses, housing, and other features that will create a vibrant and livable, transit-oriented district.

Streetcar Transit and Transportation

The plan anticipates a proposed extension of Portland Streetcar to serve the area and also recommends a suite of multimodal transportation improvements and transportation policy changes to support transit-oriented and climate-resilient growth over time.

Key Considerations of the Planning Commission

The Commission rigorously discussed and deliberated on a few key issues, outlined below.

Industrial Land Supply and Economic Opportunities Analysis

The plan recommends changes to land use designations on land designated as “prime” industrial land. However, the plan limits the area of change to industrial land supply from what was evaluated in the original study area by focusing change in the area west of Highway 30, where opportunity for transit-oriented development is most feasible. This approach resulted in the retention of a significant amount of industrial acreage. Additionally, the future land use designations in the area of change will retain an employment focus, but will also allow a broader array of uses, including housing in the Central Employment designation and corresponding EX zone. The Commission considered the implications of the changes on the city’s supply of industrial land, and debated whether the proposed plan would be more appropriately considered after conclusion of the ongoing Economic Opportunities Analysis (EOA), a required planning update that will assess adequacy of land supply to accommodate future job growth forecasts. The Commission ultimately decided against waiting until the conclusion of the EOA based on the uncertain timing of that process, the relatively small amount of industrial land being converted, and the pressing need for new housing and employment opportunities in the city.

Public Benefits

The plan includes a suite of public benefits that would be achieved through regulatory tools such as zoning map and code changes, for which the Commission has purview, and non-regulatory tools such as a public benefits agreement, which is not in the Commission’s purview and will be considered by



City of Portland, Oregon | Bureau of Planning and Sustainability | www.portland.gov/bps
1810 SW 5th Avenue, Suite 710, Portland Oregon, 97201 | Phone: 503-823-7700 | Relay: 711

City Council. The public benefits are derived largely through policy actions and public and private investments that are made possible via the plan. The Commission reflected on the level of community engagement appropriate in the development of the public benefits terms sheet, which will lead to a public benefits agreement, and sought ways to strengthen this by further engaging community groups leading up to Council's consideration of the plan. The Commission advised BPS staff to publish the benefits agreement 30 days prior to Council consideration.

Equity and Racial Equity

The Commission discussed the recommendations in the July 2019 *Preliminary Racial Equity Analysis of NW Streetcar Expansion and Related Land Use Changes* that was prepared prior to the start of the planning work. The Planning Commission is committed to correcting for past racist and inequitable planning practices, including past displacement of groups from the Montgomery Park area. The equity analysis addressed equity issues such as the potential implications of industrial land supply changes as it relates to provision of middle wage job opportunities for underserved communities, and the impact of new development on the potential displacement of vulnerable communities. The Commission considered whether the approach and actions proposed in the plan sufficiently addressed the guidance and recommendations in the *Preliminary Racial Equity Analysis*. Generally, the Commission sought to further emphasize racial equity in process and outcomes, and has further recommendations on this topic, as noted below.

Considerations for City Council

The Commission wishes to convey the following to City Council for consideration prior to adoption:

- The Public Benefits Agreement should include the perspectives of community, and where appropriate specifically include the York Street Work Group as a key community partner in reviewing and contributing to elements of the agreement related to the commemoration of York.
- The *Preliminary Racial Equity Analysis* should be used as a reference in understanding and assessing the goals and outcomes of the plan and Public Benefits Agreement. In addition, Comprehensive Plan policies 5.17: Land Banking, and 6.13: Land Supply, should be considered.
- City staff should engage the Portland Government Relations office and Tribal Liaison to ensure information about the plan and how to provide testimony is available to interested governments.
- City agencies should strive to find intersections between community aspirations noted in the York Urban Village Concept, specifically regarding placemaking, public realm, and commemoration of York, and the plan as it is implemented. City agencies should partner and coordinate with the community beyond the adoption of the plan to explore and integrate the community vision.
- The Bureau of Planning and Sustainability should explore, in future work programs, development of a "Public Health Overlay" or similar tool that may be considered and applied in future planning efforts where conflicts between potential housing, open space or other sensitive uses and industrial or other conflicting uses could occur.

Recommendation and Conclusion

The Planning Commission recommends that the Portland City council adopt Volumes 1 through 5 of the Montgomery Park Area Plan. The Recommended Plan offers the opportunity to transform the



City of Portland, Oregon | Bureau of Planning and Sustainability | www.portland.gov/bps
1810 SW 5th Avenue, Suite 710, Portland Oregon, 97201 | Phone: 503-823-7700 | Relay: 711

subject area within Northwest Portland into a dense, transit-oriented, mixed-use and mixed-income district that offers opportunity for more jobs and housing and serves a broad range of households more equitably. The plan also provides the opportunity for public benefits that would otherwise not be achieved with the current land use and transportation approaches.

Finally, the Planning Commission would like to thank all those who contributed to the Plan, including community-based organizations such as the York Street Work Group, neighborhood and business associations, the project working group, and the many other community members and groups who participated in the planning process or provided testimony.

Thank you for the opportunity to participate in the review of this project and for considering our recommendations.

Sincerely,



Mary-Rain O'Meara
Chair



City of Portland, Oregon | Bureau of Planning and Sustainability | www.portland.gov/bps
1810 SW 5th Avenue, Suite 710, Portland Oregon, 97201 | Phone: 503-823-7700 | Relay: 711

This page is intentionally blank.



City of Portland Design Commission

September 5, 2024

Mayor Ted Wheeler
Commissioner Mingus Mapps
Commissioner Carmen Rubio
Commissioner Rene Gonzalez
Commissioner Dan Ryan
Auditor Simone Rede

Dear Mayor Wheeler, City Commissioners, and Auditor:

The Portland Design Commission (DC) offers our support of the Montgomery Park Character Statement Recommendations that will be coming before Portland City Council in the Fall of 2024 as part of the Montgomery Park Area Plan Recommended Draft.

The Montgomery Park Character Statement Recommendations include:

- Application of a *Montgomery Park Character Statement* within the Vaughn Nicolai Plan District
- Incorporation of the *Montgomery Park Character Statement* and related updates, including an updated Table of Contents, within the Citywide Design Guidelines. The Citywide Design Guidelines are a tool used by applicants, the public, PP&D staff, and the Design Commission during the Design Review process.

Background/Process

- The Montgomery Park Area Plan includes an expansion of the Design 'd' Overlay. This expansion means that the Portland Citywide Design Guidelines will now apply to projects undergoing Design Review in the area within the Vaughn Nicolai Plan District as part of the expanded Northwest Town Center. The *Montgomery Park Character Statement* will provide further guidance for development on how to support community goals, such as referencing the area's industrial context, creating a more verdant district and commemorating York on NW York Street.
- The Design Commission is the recommending body for the discretionary Citywide Design Guidelines and *Montgomery Park Character Statement*.
- On July 18, 2024, the Design Commission supported the *Montgomery Park Character Statement*, and related updates to the Citywide Design Guidelines, with a unanimous vote (7-0), with one Commissioner absent.

Application of the Portland Citywide Guidelines and Character Statement

The Design Commission's goals for this project were to ensure that the information and guidance provided in the document were tailored to reflect the specific characteristics and desired character of the Vaughn Nicolai Plan District as expressed by all communities within the district as well as those with historic and cultural connections to the area. In an effort to achieve this goal, the Commission requested the incorporation of

FROM CONCEPT TO CONSTRUCTION

language that directs developers and designers to work in partnership with both the City Arts Program and community organizations, when incorporating commemorations of York on NW York Street. The language states that these commemorations should be done in partnership with organizations who carry forward the lived experiences of communities of color with roots in the area. It also further supports an inclusive public art process in alignment with the City Arts Program’s requirements, from which Commissioner Zari Santner is a representative. Another related change was to add the Montgomery Park Area Plan’s Public Benefits Agreement to the Additional Resources section to help connect users to more detail about which organizations could or should be involved, such as the York Street Work Group.

Since the MP Character Statement will only be used for projects that go through discretionary design review, the Design Commission directed Staff to explore adding prescriptive standards to the code amendments that relate to the goals of the Character Statement in order to achieve better parity between projects that choose the prescriptive track over the discretionary design review track.

As a result of this exploration, Staff determined, and this Commission agrees, that the combination of the existing zoning code design standards and proposed elements of the MPAP, including the new plan district regulations and public benefits agreement, will help ensure that projects using the prescriptive approach will address the area’s desired character.

Other key changes made by the Design Commission during the June and July 2024 work sessions included:

- Added language to connect character sections to the background statement.
- Amended the Current Policy Framework section to better inform development how to involve community in any commemorations of York on NW York Street.
- Strengthened guidance for how development can support the “Green Curtain” Concept on NW Vaughn.
- Strengthened guidance for acknowledging and referencing the area’s historic and industrial context, particularly the Montgomery Park and American Can buildings.
- Amended the Background section to highlight the opportunity, within the district, to improve connections between Forest Park trails and the Willamette River Greenway.
- Amended the Urban Design Framework diagram, along with references to it in the text, to reflect renaming the Subareas with letters and align with Plan District Subdistrict names.

Design Commission Recommendation

We recommend that the City Council:

- Adopt the *Montgomery Park Character Statement* as amended, and related updates to the Table of Contents, to be applied with the Citywide Design Guidelines. The effective date will coincide with the effective date of the Montgomery Park Area Plan.

Sincerely,



Brian McCarter
Chair

Table of Contents

Volume 1: Montgomery Park Area Plan – Recommended Plan Report

Section 1 Introduction.....	1
Section 2 Context and Planning Considerations	15
Section 3 Vision, Land Use Concept and Framework	35
Section 4 Plan Elements.....	53
Section 5 Implementation Tools.....	69
MPAP Appendix links.....	83

Companion Reports Under Separate Cover:

Volume 2: Montgomery Park Area Plan-- Regulatory Tools

Volume 3: Montgomery Park Area Transportation Plan

Volume 4: Amendments to Guild’s Lake Industrial Sanctuary Plan and Northwest District Plan

Volume 5: Appendix: Draft Public Benefits Terms Sheet and Supporting Reports

- Appendix A: MPAP Draft Public Benefits Terms Sheet, As Amended
- Appendix B: MP2H Northwest Urban Design Report
- Appendix C: MP2H Northwest Opportunities and Challenges Report
- Appendix D: MP2H Existing Conditions Report
- Appendix E: MP2H Equitable Development Report
- Appendix F: MP2H March 2020 Open House – Public Comments Summary
- Appendix G: MP2H Urban Design Concept Open House – Public Comments Summary Report
- Appendix H: 2019 Preliminary Northwest Racial Equity Analysis
- Appendix I: 2019 Northwest Streetcar Extension and Land Use Alternatives Analysis

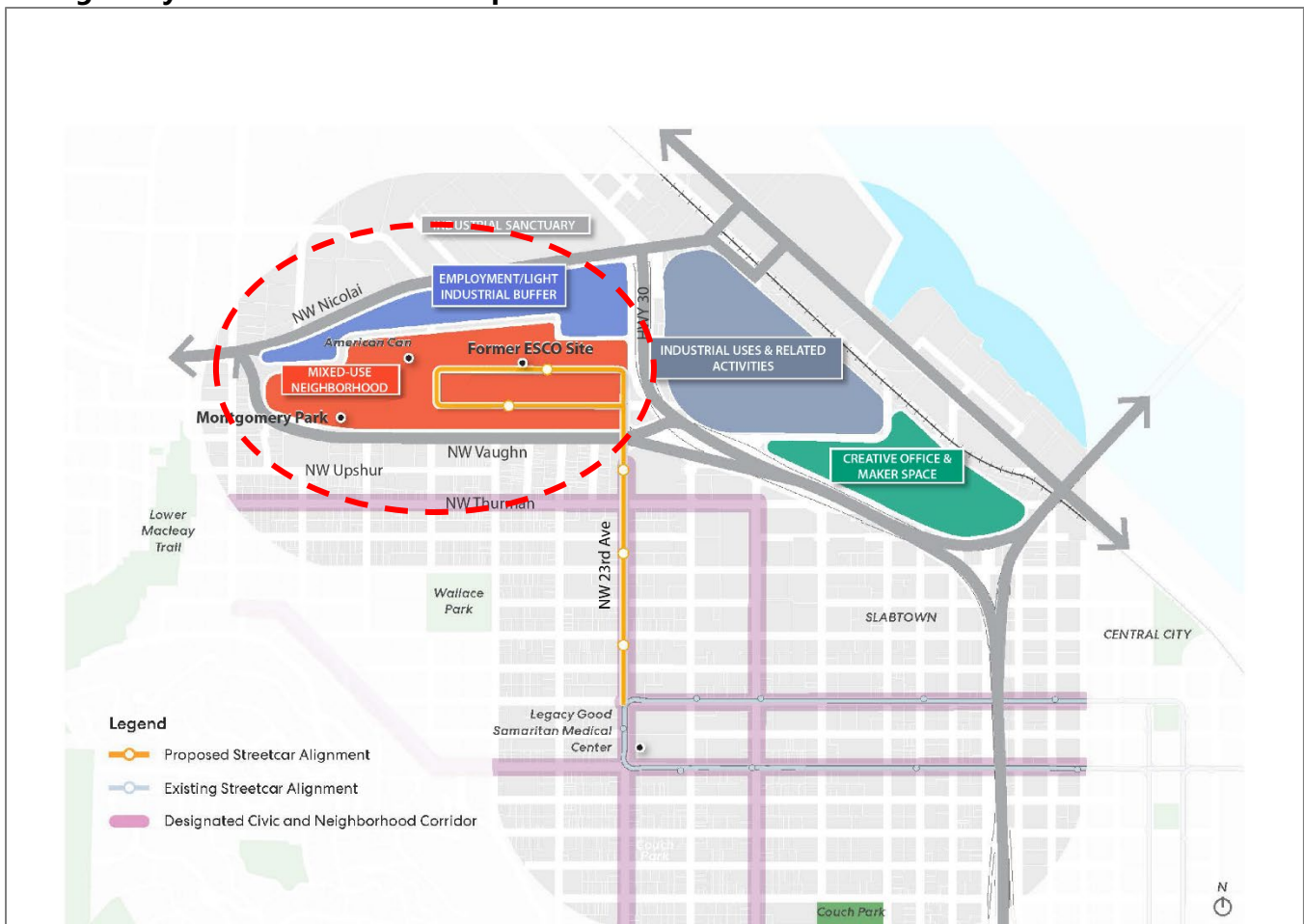
This page is intentionally blank.

1. Introduction

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

The Montgomery Park Area Plan (MPAP) establishes a new transit-oriented, mixed-use district in Northwest Portland west of Highway 30 between NW Vaughn and NW Nicolai streets. The Plan seeks to transition the area from a partially underutilized industrial and employment-focused district into a mixed-use employment district that will support both job growth and housing development. To achieve this outcome, the MPAP includes a suite of proposed land use changes to promote equitable and transit-oriented development and complement the planned extension of the Portland Streetcar. The land use changes include amendments to Portland’s Comprehensive Plan map, zoning map, zoning code, and design guidance for future projects. This introductory section will discuss the impetus for the plan, a summary of key plan objectives, the planning process, and community engagement.

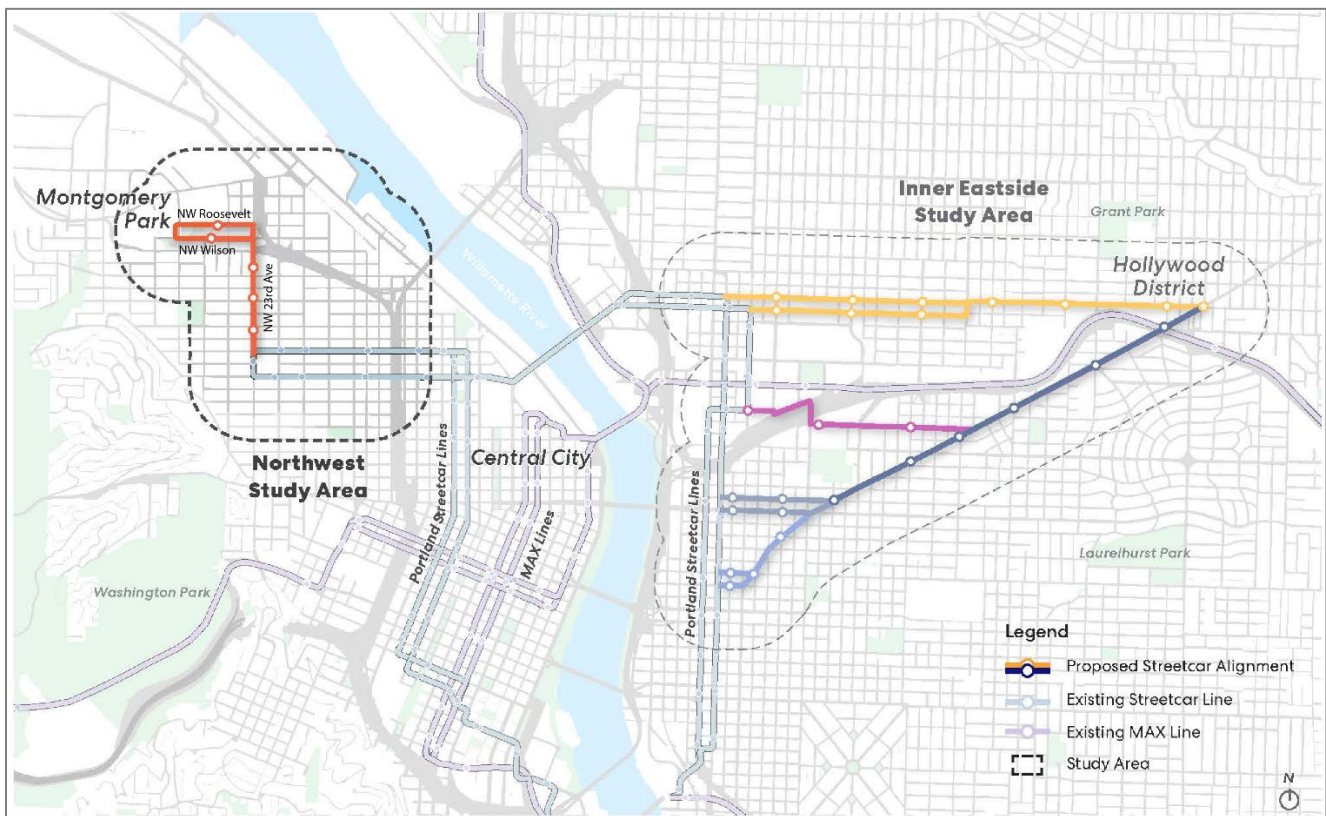
Montgomery Park Area Plan – Concept and Plan Area



The Montgomery Park Area Plan proposes a new transit-oriented mixed-use neighborhood west of Highway 30 and north of NW Vaughn Street. The plan area is generally within the red dashed area shown above.

About the MP2H Strategy

The Montgomery Park Area Plan is an outcome of the Montgomery Park to Hollywood Transit and Land Use Development Strategy (MP2H) undertaken from 2019-2023. The study -- a collaboration between the Bureau of Planning and Sustainability and the Bureau of Transportation, funded in part by a Federal Transit Administration (FTA) grant administered by Metro -- evaluated opportunities to create an equitable development plan for transit-oriented districts in Northwest Portland and Northeast Portland. The Northwest Portland element of the study explored development scenarios related to a potential extension of the Portland Streetcar system. During the exploration of these development scenarios the MP2H project team considered opportunities to generate public benefits for the community via equitable development strategies and incentives, studied urban design options and identified potential land use changes. The project team also considered how the City's climate, economic development, employment, business development, and housing goals could be supported.



MP2H Strategy map showing potential westside and eastside alignment options and geographies to be studied.

What is in the MPAP Recommended Draft?

The following report volumes and sections provide greater detail on the proposal and planning process:

Volume 1 – Recommended Plan (this report)

- **Section 1:** Introduction and overview, including key objectives of the plan and equity considerations.
- **Section 2:** Context and planning considerations, including history of the area, existing conditions, and community engagement.
- **Section 3:** Concept development, vision, concept, and urban design framework.
- **Section 4:** Overview of plan elements, and infrastructure considerations.
- **Section 5:** Implementation tools, including recommended Comprehensive Plan and zoning maps and zoning code concepts.

Volume 2 – Regulatory Tools

- Zoning Code amendments and commentary for a new Vaughn-Nicolai Plan District
- Other related Zoning Code changes.
- Montgomery Park Area Character Statement

Volume 3 – Transportation Plan

- Montgomery Park Area Transportation Plan

Volume 4 – Related Plan Amendments

- Amendments to Guild’s Lake Industrial Sanctuary Plan and Northwest District Plan

Volume 5 – Appendix

- Draft Public Benefits Terms Sheet
- MPAP/MP2H Companion Documents and Supporting Reports

Key Plan Objectives

The Montgomery Park Area Plan establishes a new land use and transportation framework for the area between NW Vaughn and NW Nicolai streets west of Highway 30. It will allow the area to transition from the current mix of employment-focused land uses and larger underutilized land holdings into a new, mixed-use and transit-oriented neighborhood that includes housing and commercial services alongside current and future employment uses.

The MPAP advances the following **key objectives**:

- Create a new equitably developed, mixed-use, transit-oriented neighborhood in this high opportunity area.
- Provide opportunities for new housing, with requirements for affordable housing beyond the inclusionary housing provisions.
- Retain existing and create new opportunities for middle-wage jobs.
- Create opportunities for affordable commercial spaces to serve a variety of households and provide wealth-building opportunity.
- Provide broader access to amenities, including access to nature and recreation.
- Build low-carbon transportation options supported by land use allowances for intensive mixed-use development.
- Encourage and support opportunities for green, climate-resilient and responsive development.



Housing & Affordability



Job Opportunities



Low-Carbon/Transit-Served

A new transit-oriented district in Northwest Portland sets the stage for these outcomes and public benefits. Read more in Sections 4 and 5, about the mechanisms proposed to achieve these outcomes.

Why Plan Here Now?

The MPAP geography includes the area bounded by NW Nicolai Street to the north, NW Vaughn Street to the south, and Highway 30 to the east, including the historic Montgomery Park building. Initial analysis completed as part of the MP2H Strategy found that shifting employment trends and large vacant or underutilized sites presented an opportunity to re-envision much of the area as a more intensely developed mixed-use and transit-oriented district in an area close the Central City, while emphasizing the development of affordable housing and employment space. New housing and jobs near the Central City and the thriving Northwest District connected by a high-quality transit investment supports key City policies around equity, housing needs, carbon reduction, and climate resilience.

The plan area is located between and serves as a transition between the Guild’s Lake Industrial Sanctuary to the north and the Northwest District to the south. Located south of NW Vaughn Street, the Northwest District is Portland’s densest urban neighborhood and offers a wide range of important community and cultural resources. The Northwest District is home to the historic Alphabet District, key “main street” retail commercial districts along NW 23rd and NW 21st avenues, and is supported by community assets including parks and libraries, and two high-performing public schools: Chapman Elementary and Lincoln High School. Across NW Nicolai Street to the north is the Guild’s Lake Industrial District, a significant industrial employment area in Northwest Portland, providing low barrier to entry, living-wage jobs and essential industrial services. Beyond the boundaries of the industrial district are the Willamette River to the north and east, and Forest Park to the west, both important natural features offering recreational opportunities to residents, workers, and visitors in the area.

The MPAP area contains opportunity sites with significant redevelopment potential. One of the opportunity sites is the Montgomery Park property, comprised of the historic Montgomery Park office building and the historic American Can Company Complex. The sites, zoned EX and EG1 respectively,

allow an array of employment uses, with housing also allowed in the EX zone on the Montgomery Park property. A property owner-developed conceptual site plan for the property envisions the rehabilitation of the Montgomery Park office building and American Can Company Complex to include substantial additional employment, office, and commercial uses. The conceptual master plan also envisions the potential



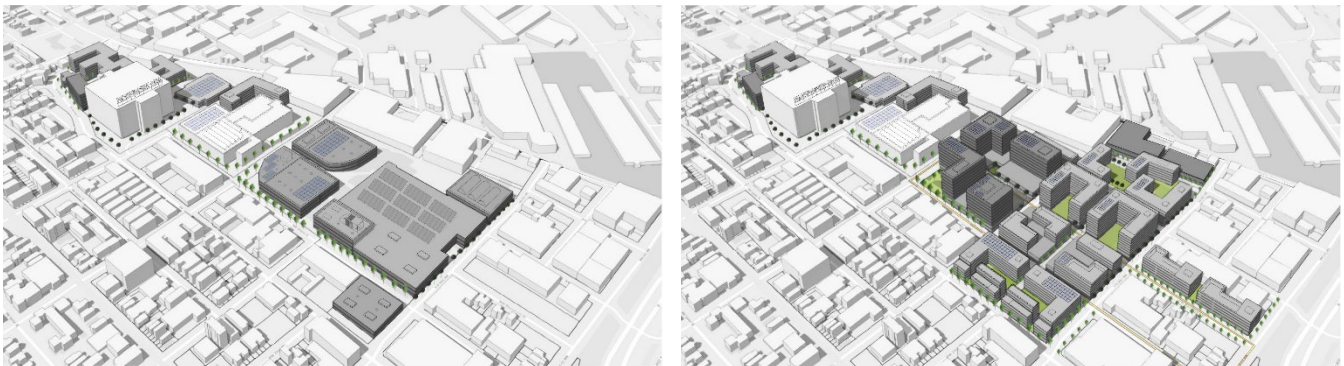
The former ESCO site (foreground) adjacent to Montgomery Park (background) is primarily vacant and is a redevelopment opportunity.

for 700-800 future housing units and related commercial and community facilities, including linkages to nearby Forest Park.

The former ESCO Steel site, another key opportunity, is located to the east of Montgomery Park, generally between NW 24th and NW 26th avenues. Previously an active steel foundry, the ESCO site is now largely vacant. The 10+ acre site is primarily zoned Heavy Industrial (IH), though the 2035 Comprehensive Plan anticipated expanded employment opportunity and applied the Mixed Employment (ME) designation, which supports a wide variety of office, creative services, manufacturing, distribution traded sector and other light-industrial employment uses to the site.

The plan area has the potential to support the community with both employment opportunities and affordable housing. The plan area's centralized location and proximity to important services, recreation opportunities, and transit will also allow future workers and residents to utilize alternative forms of transportation to complete daily tasks, and options to reduce vehicle miles traveled. The location of the plan area also supports growth in neighborhoods immediately surrounding the Central City in accordance with the 2035 Comprehensive Plan, helping to leverage investments and reduce the need for future expansions of the urban growth boundary.

To achieve the plan objectives, the MPAP proposes a suite of regulatory and non-regulatory approaches designed to realize the opportunity offered in the plan area to support new housing, including affordable housing, and balance the changes to industrial land areas by creating additional employment opportunities. These objectives and the pathways towards achieving them are discussed throughout the report.



The images above portray potential futures for the study area. Left: low-density employment-oriented development allowed by existing plans and zoning is shown. Right: an intense mix of employment, housing and commercial development that would be allowed by the plan is shown. The MPAP could provide for thousands of new jobs and housing units, in a transit-oriented setting served by an extension of Portland Streetcar.

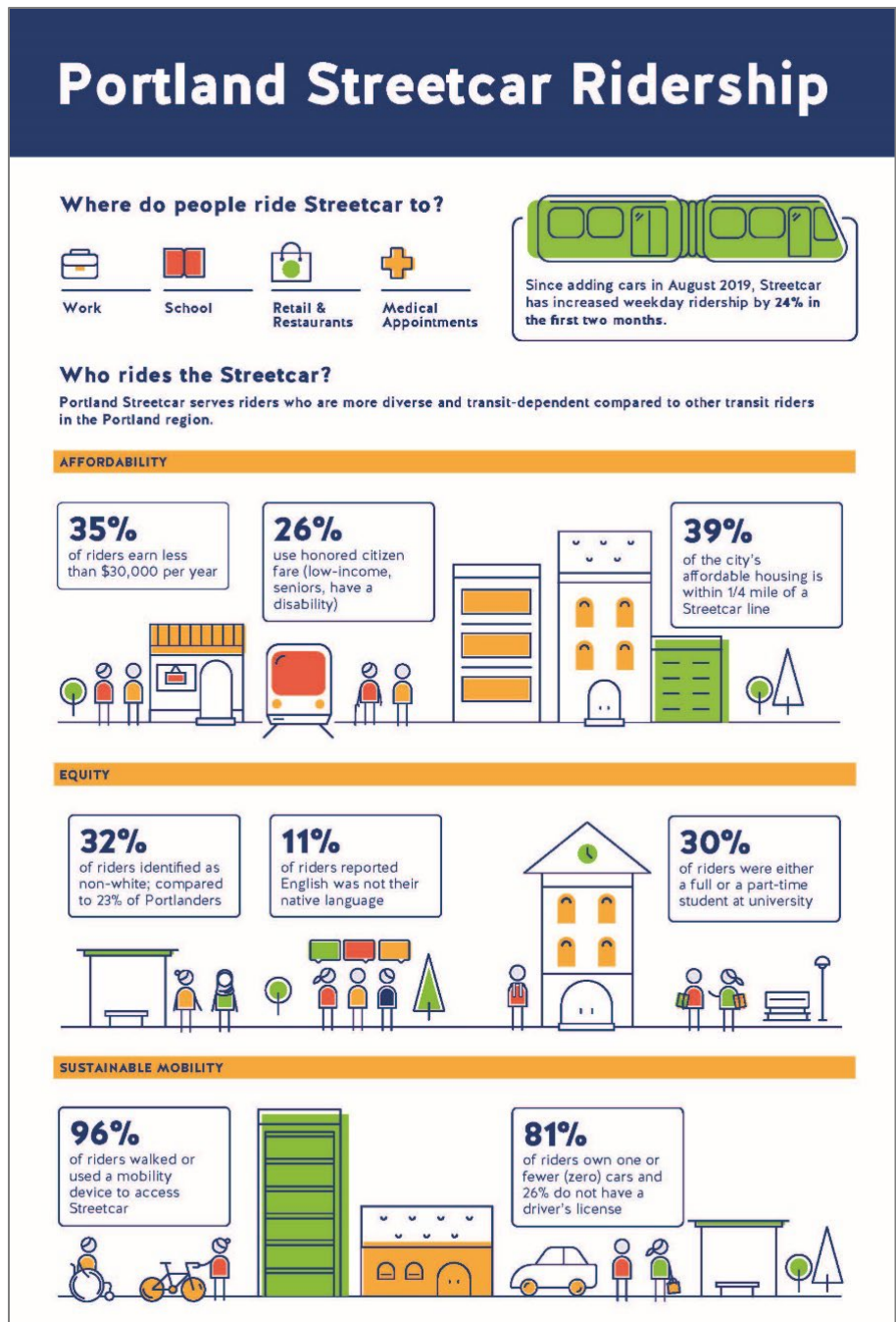
Why Streetcar?

The Portland Streetcar (streetcar) is owned and operated by the City of Portland in partnership with TriMet and a local non-profit, Portland Streetcar Inc., (PSI). TriMet supports operating needs with funding, rail operators, and mechanics while PSI supports management services including system planning, budgeting, communications, and engagement. System expansions are guided in part by the adopted 2009 Streetcar System Concept Plan. That plan includes the extension of the North-South line through Northwest Portland to serve the Montgomery Park site. In addition to other transit connections, the proposed extension would connect the MPAP area to the broader streetcar system, which includes three lines, 16 miles of track, and serves thousands of daily weekday riders ([Portland Streetcar Weekday Ridership](#)).

Streetcar also provides the climate benefits of clean, green

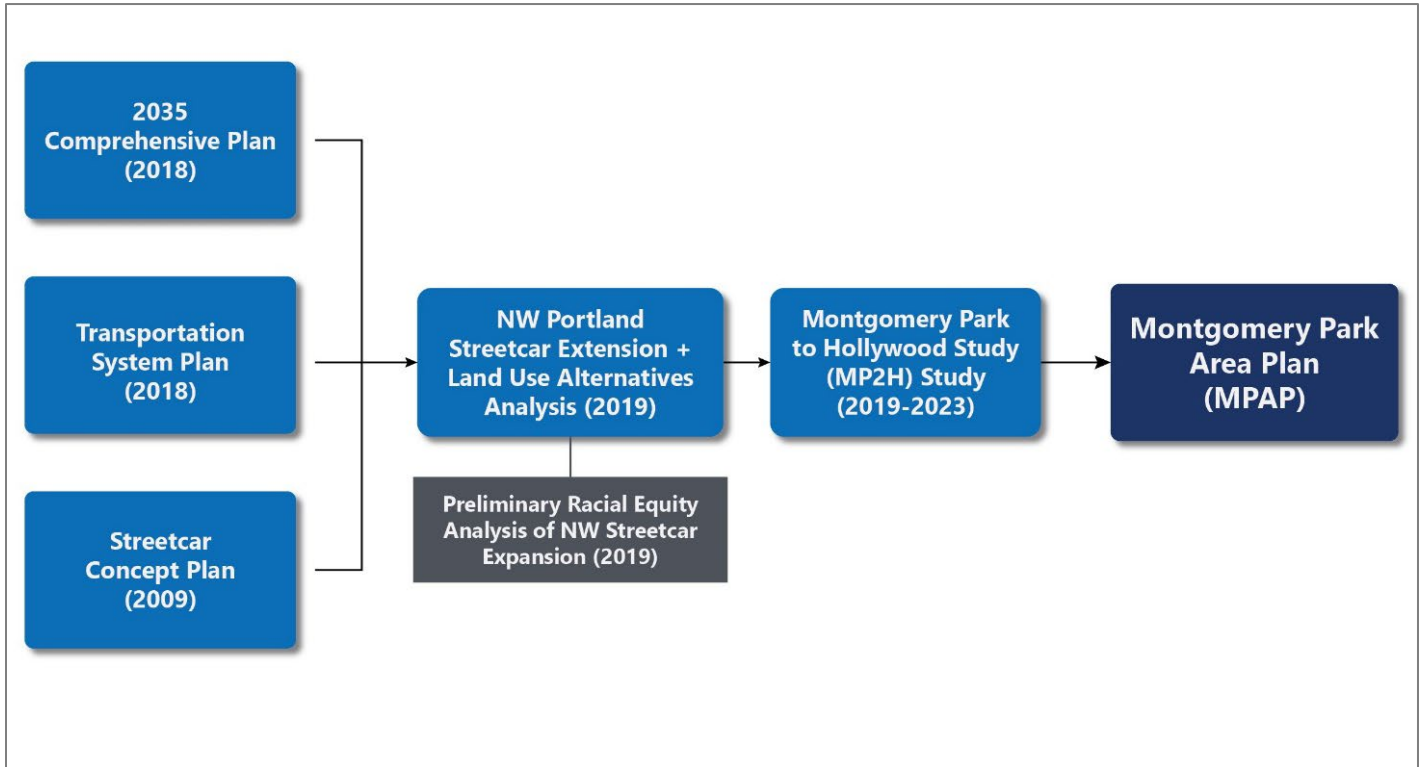
transportation, and supports sustainable, dense mixed-use neighborhoods. Since its inception it has been coupled with development agreements and planning processes that create high-density mixed income housing. More than 1/3 of Portland’s affordable housing units are near the streetcar, and the majority of streetcar trips serve those who live and work close to the streetcar. Continued expansion of streetcar is part of the City and region’s growth, climate, and transportation plans.

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



Plans that led up to MPAP

The Montgomery Park area in Northwest Portland has been the subject of several land use and transportation efforts over the years. See the *Past Plans and Guidance* in Section 2 for more details on these past efforts. This graphic below highlights some of the key plans that built the foundation leading to the MPAP work today.



This flow chart shows the key plans contributing to the development of the Montgomery Park Area Plan.

Equity Considerations

The City of Portland recognizes the need for and importance of more equitable outcomes from city planning, decision-making, and investments. In 2012, the City of Portland adopted the Portland Plan, which emphasized racial equity in its framework guidance for future city investment and decision-making. The [2035 Comprehensive Plan](#), adopted in 2016, set the policy framework for growth and development in the City of Portland for the next 20 years. It includes policies that seek outcomes such that the burdens of development do not fall entirely on under-represented communities. To achieve equity-based policy goals, land use planning and public infrastructure investments should promote equitable outcomes by including provisions that extend benefits to communities of color, low-income populations, and other under-served or under-represented groups.

In the context of the MPAP, equity-focused policy direction means that the potential benefits and burdens of public actions and investments, such as a streetcar extension and land use policy and regulation changes, need to be considered in the various elements of the plan and woven into the implementation tools prescribed in order to better achieve more equitable outcomes.

For example, the 2019 Preliminary Racial Equity Analysis evaluating the potential streetcar extension in Northwest Portland found that Black, Indigenous and People of Color (BIPOC) and other under-represented communities typically benefit from industrial jobs, due in part to lower barriers to entry. The findings of this preliminary equity analysis speak to the importance of retaining active and viable industrial land. The MPAP considered this issue and trade-offs in both the geography and final elements of the plan. The original MP2H Northwest study area included and considered the future of industrially zoned land both east and west of Highway 30. The proposed plan focuses land use changes west of Highway 30 and preserves the more active, viable industrial lands east of Highway 30 to balance the need for industrial land with the other policy goals advanced by MPAP.

Further, the MPAP includes a variety of implementation tools intended to promote equity and support opportunities for under-served communities (see Section 5 of this report for more details). These include requirements for affordable housing beyond the minimum inclusionary housing provisions; inclusion of non-residential areas for employment; a middle wage jobs target; opportunities for affordable commercial spaces; required on-site outdoor areas for housing; and the opportunity for a significant public open space.

Community Engagement

Significant community engagement informed the development of the MPAP; the approach is detailed in the [Montgomery Park to Hollywood Transit and Land Use Development Study \(MP2H\) Community Engagement Plan](#). That Engagement Plan describes the goals and steps in the public engagement process for the study, and acknowledged the additional emphasis placed on engagement focused on equity and reaching under-served communities and those potentially impacted by public decisions.

The process outlined in the plan was generally followed, with highlights described below. The outbreak of the COVID-19 pandemic in March 2020, and related orders to reduce in-person contact, changed the anticipated approach, and much of the outreach originally anticipated as in-person meetings were adapted to virtual and online events. Given this, the timing and format of public events varied during the process. Further community engagement was also conducted after release of the MP2H-NW Plan Discussion Draft in late 2021.

Neighborhood and Other Group Meetings

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

- Northwest District Association and subcommittees
- Northwest Industrial Neighborhood Association
- Northwest (formerly Nob Hill) Business Association
- AIA Portland Urban Design Committee

Kickoff Open House

A public in-person open house to share information about the project and collect initial public feedback was held in March 2020. About 25 people attended. Open House attendees were invited to share thoughts and feedback about development scenarios such as those in the Northwest area. More information and a summary of feedback is available in the [MP2H Open House Summary](#).

Community-Based Organization (CBO) Outreach

As part of the Federal Transit Administration grant for the MP2H Study, funds were made available for [community-based organizations \(CBO\)](#) in order to provide for and conduct outreach to under-served communities in the study areas. A public request for proposal (RFP) solicitation process was initiated, and four organizations were selected to participate in the effort:

- [Friendly House, Inc.](#) – Northwest focus
- [Northwest Industrial Business Association](#) and [Columbia Corridor Association](#) – Northwest focus
- [Hollywood Senior Center](#) and [Urban League of Portland](#) – Northeast focus
- [Micro Enterprise Services of Oregon](#) – Northeast focus

Each of the organizations conducted outreach to the communities they generally serve, including under-recognized 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 served to help shape the proposals and the type of public benefits that might be sought to foster equitable development.

Each CBO developed a report by late 2020 to share the information they had gathered; these reports are available here:



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

Generally, feedback from the outreach emphasized the following themes:

- Desire for additional housing, and particularly affordable housing in the study area.
- Concerns about neighborhood change, and potential for displacement and rising costs.
- Concern that introduction of streetcar and mixed use will lead to loss of jobs, including loss of industrial businesses and well-paying jobs that benefit the BIPOC community.
- Desire to include under-served communities in wealth-building opportunities.
- Desire for more services and amenities, including businesses that serve households with a variety of income levels.

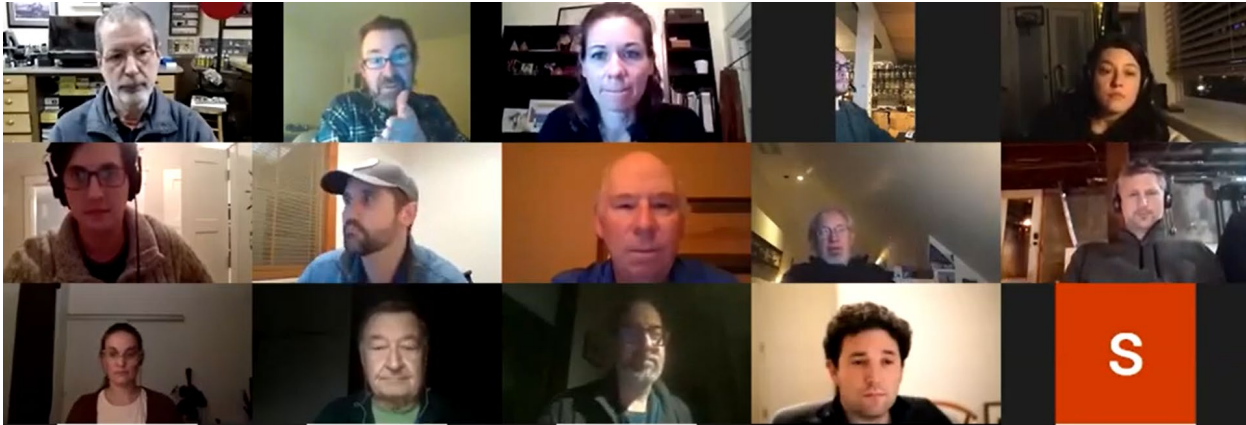
Urban Design Concept Virtual Open House

A Montgomery Park to Hollywood Land Use Development Strategy (MP2H) [Urban Design Concept 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 included in Section 3 of this report. About 69 people completed the survey associated with the Northwest Portland design scenarios. The [Montgomery Park to Hollywood Urban Design Concept Virtual Open House: Public Comments Report](#) includes a compilation of public comments from the virtual open house.

Northwest Project Working Group

In 2020 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, such as local neighborhood groups, local business groups, transportation advocates, and property owners. The

group also included representatives of the community-based organizations (CBO) that participated in the outreach grants aimed at underserved communities. With the exception of the representatives of the community-based organizations that were funded by grants, and some members that had represented property owners, Project Working Group Members generally served as volunteers and were not compensated for their participation.



Northwest Project Working Group – Virtual Meeting Snapshot, 2021.

The PWG met seven times between May 2020 and November 2021. The group acted as a “sounding board” and provided guidance to the project team (city staff and consultants) on analysis, concepts and other information, 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 or make formal recommendations. City staff integrated feedback from the PWG into project materials and the development of proposals and products as appropriate.

MP2H-NW Plan Discussion Draft

The [MP2H-NW Plan Discussion Draft](#) was published in December 2021. This draft plan included the first formal and complete plan proposal presented to the community for feedback of the Northwest study area. The plan included Volume 1 (the plan), Volume 2 (proposed zoning code amendments), and appendices including the Draft Montgomery Park Transportation Plan and other supporting documents.

As part of the MP2H-NW Plan Discussion Draft, notice of the draft proposal was mailed to over 3,000 nearby property owners and tenants. Staff received dozens of comments on the discussion draft which are captured in the [MP2H Northwest Plan Public Comments on the December 2021 Discussion Draft](#). These comments, among others, helped inform the proposed draft plan.

York Street Work Group

The City of Portland also engaged the Portland Harbor Community Coalition (PHCC) who convened and sought to elevate the voices and perspectives of the York Street Work Group. The York Street Work Group (York Group) membership includes Black Portlanders and allies with interest in exploring and advancing opportunities to share and elevate information about the legacy of York, the enslaved member of the Lewis and Clark Expedition, and for whom NW York Street in the plan area is named. The group also explored equitable development and community benefit opportunities in the Northwest study area. As noted in Section 2 of this report, the area was home to many Black Portland households during World War II and shortly thereafter, and many lived in Guild’s Lake Court housing, constructed north of NW Nicolai Street for World War II production efforts. These households were ultimately displaced to accommodate industrial development in the broader Northwest study area.

The York Group produced the “[York Urban Village Concept](#),” a vision for a “justice- and climate-centered transit and land use development strategy and cultural heritage district along York Street.” The village concept introduced the idea and outlined approaches for commemorating York. It also included ten key themes or objectives for public and community benefits such as home and land ownership, generational wealth building, anti-displacement, and multi-generational places. In some cases, these themes overlap with feedback from other CBOs and project planning goals.

Design Character Statement

After release of the MP2H NW Plan Discussion Draft, staff developed a design character statement – a design guidelines tool that applies to development pursuing discretionary design review. To develop the Design Character Statement, the project team conducted additional outreach, a survey and workshops in 2023-2024. A community [Design Character Statement workshop](#) was held in June 2023, with roughly 30 people in attendance. Workshop feedback is summarized in the following document: [MP2H-NW Design Character Statement Workshop Summary](#). A February 2024 Character Statement focus group to hear further about Black, Indigenous, and Communities of Color perspectives was also held, and feedback from the focus group was incorporated into the proposal.



Participants at the Design Character Statement workshop in June 2023.

Additional Engagement

The project team also met with property owners in the area to discuss potential for realizing the public benefits to which the plan, and a broad array of community members, aspire.

In addition, project staff met occasionally with the Northwest District Association Planning Committee and the Northwest Industrial Business Association, to share information and hear feedback on land use and transportation topics.

Finally, the Portland Bureau of Transportation (PBOT) conducted additional streetcar-specific outreach to community members in the latter part of 2023. A summary of this outreach and feedback is included in Volume 3: Transportation Plan.

2. Context 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 (Wapato) 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, away from their traditional lands. Portland has a large population of Native Americans today. Some are descendants of northwest tribes; others are affiliated with tribes from around the country.



Guild's Lake looking northwest, 1900

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 Street was sparsely developed until after the turn of the century, but included lumber mills, grain storage, railroads, and docks. In addition to the sawmills, a portion of the land was rented to a group of Chinese immigrants who farmed the land. 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.

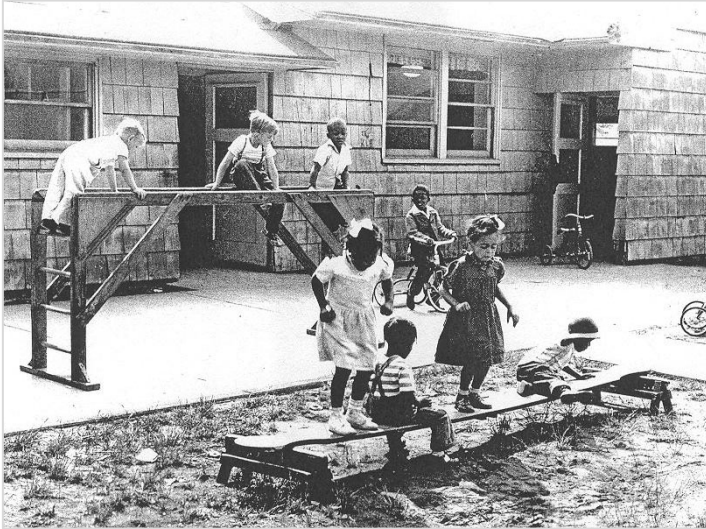
As the area developed, east-west streets in the Guild's Lake area continued the alphabetical naming pattern established in Northwest Portland in the nineteenth century. These include NW Vaughn, NW Wilson and NW York streets (there are no "X" and "Z" streets). In 2002, as a result of the advocacy and efforts of Ron Craig, an award-winning filmmaker, author and historian, 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 and 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. The 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



Lewis and Clark Centennial Exposition, 1905

structures were designed to be temporary and were torn down in 1906.



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

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 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 and NW 25th avenues and was home to a series of Portland-based professional baseball teams. For the 1946 season, the stadium was home to the Portland Rosebuds, a local baseball team with all Black players. 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 former ESCO steel foundry.

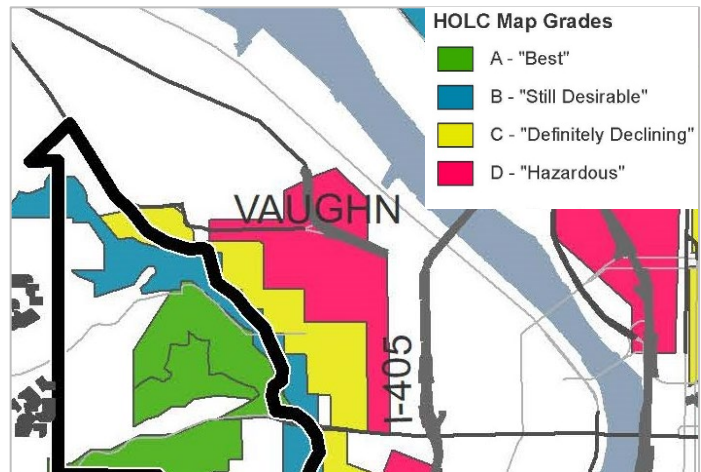
In 1920, Montgomery Ward & Company constructed a new nine-story facility in the area, a prominent landmark to this day. At the time of its completion, the building was the largest in the city, at approximately 569,000 square feet. A 229,000-square-foot wing was added in 1936. The 4th through 9th floors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

After World War II, the retail business in the Montgomery Ward and Company facility 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, and other subsequent interests.

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.”



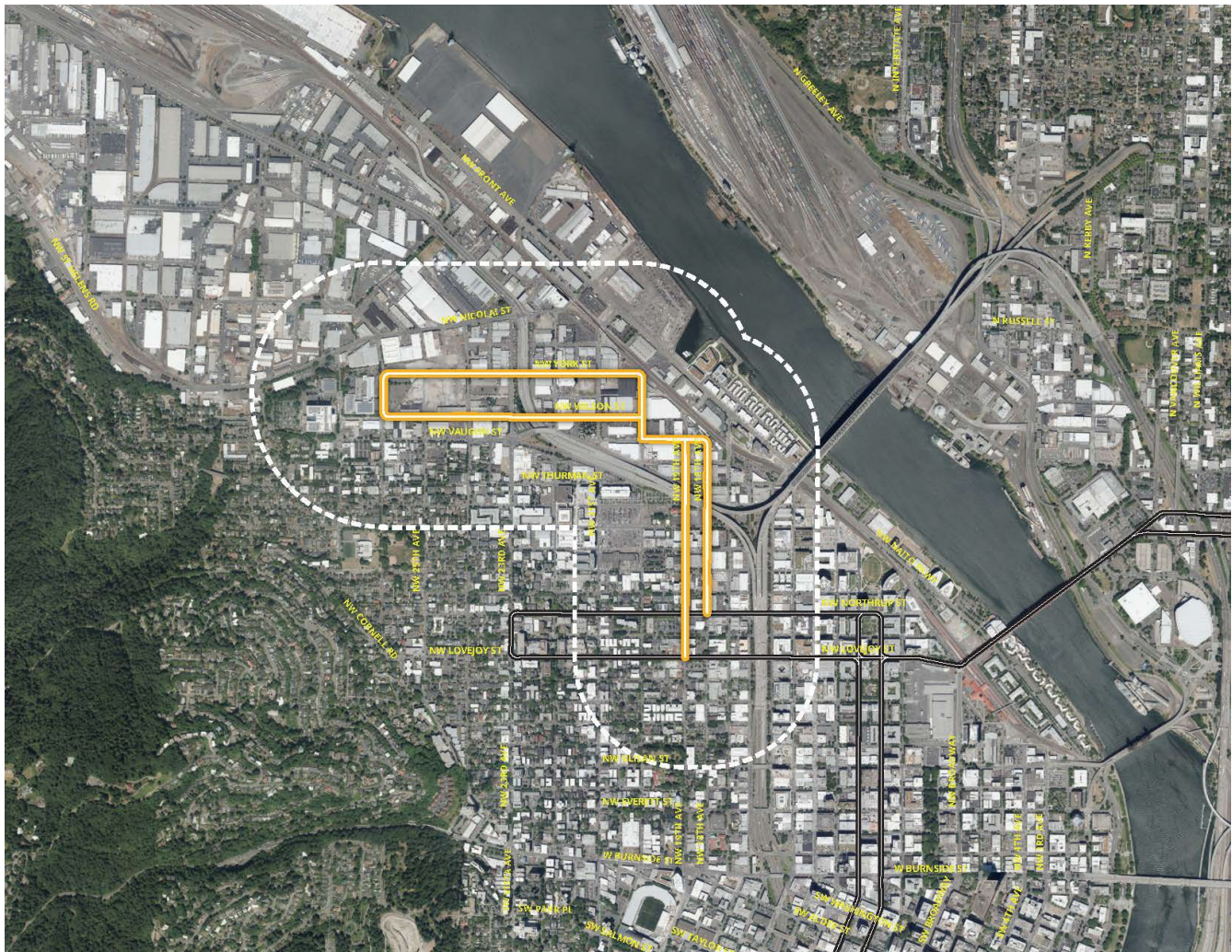
Detail of 1927 Home Owners' Loan Corp. Redlining Map

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. Following citywide trends, in recent decades rents in the area have risen.

Existing Conditions

In January 2020, a [MP2H Existing Conditions](#) report was published documenting demographic, land use, jobs, businesses and commercial space, and transportation conditions in the MP2H study areas. It provides foundational existing conditions information for the MPAP area, and the existing conditions information contained in this plan was drawn from the MP2H report. The transportation section of the report 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.

The Existing Conditions report provides information about the western study area, consisting of a quarter-mile buffer along a potential streetcar alignment extending from the existing couplet on NW Lovejoy and NW Northrup streets via NW 18th and NW 19th avenues and connecting to NW Wilson and NW York streets. Note that the initial alignment and buffer used for analysis in the Existing Conditions report does not fully correspond to the preferred streetcar alignment which was identified subsequent to the publication of the Existing Conditions report.



Aerial photo of study area from the Existing Conditions Report (dashed area), showing streetcar extension alignment for existing conditions analysis (orange) and surrounding area of Northwest Portland.

Demographics & Equity Indicators

In general, the population in the northwest MP2H 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%

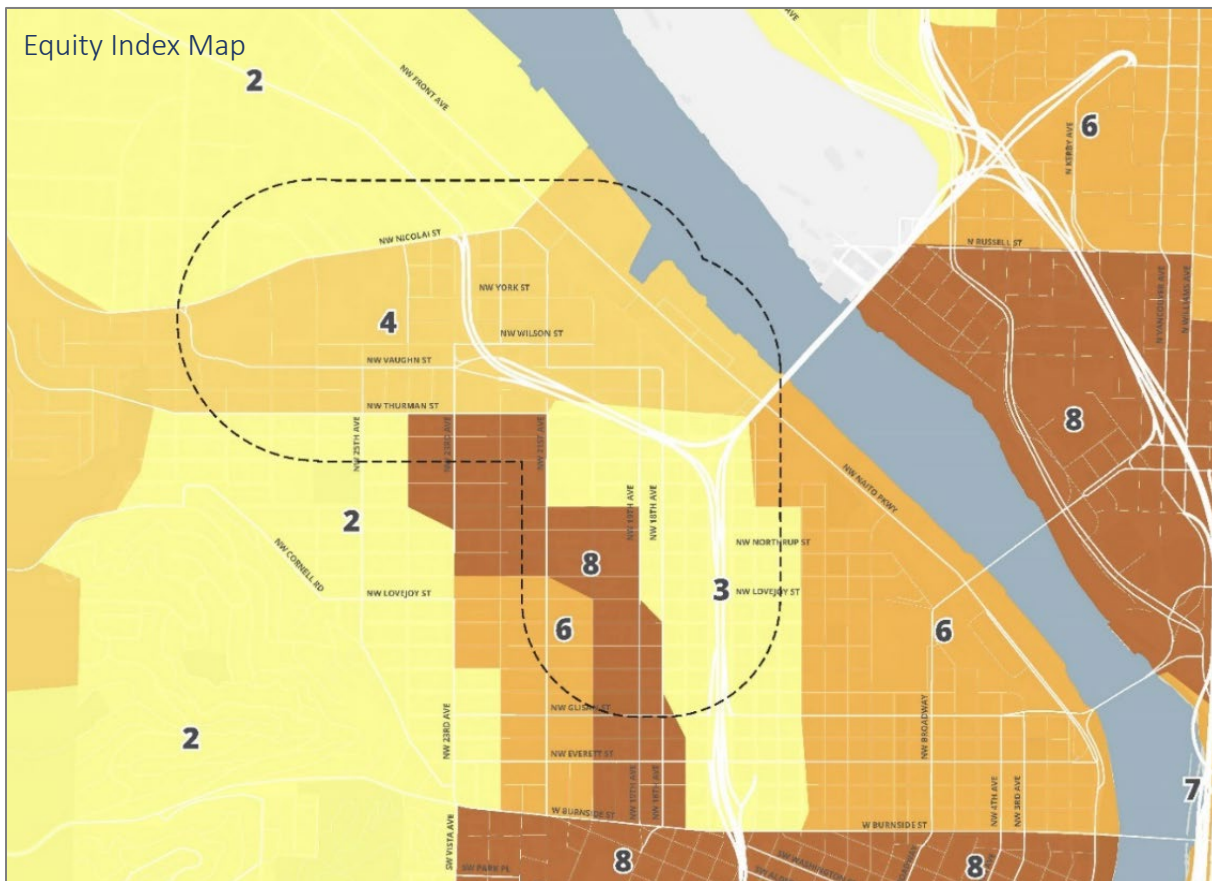
Table 4: Education

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 MP2H 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

Relative to Portland as a whole, the Northwest Portland study area has a higher share of employment in office services, production, and distribution; it has a smaller share of employment and businesses in retail, education, and healthcare. The highest share of the employment in the Northwest study area is in office services, comprising about 44 percent of jobs. While the production and distributions sectors used to comprise as much as 37 percent of jobs in 2008, more recently the growth in office-based employment has outpaced production and distribution and these sectors now comprise about 28 percent of jobs in the study area.

Since 2008, the number of jobs in the Northwest study area has grown by about 2,800, or 17 percent. This is higher than the citywide average of 13 percent. 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 percent increase) between 2008 and 2018. Production and distribution sectors have not kept the same pace, having lost about 800 jobs in the last recession.

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%

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 NW 19th avenues 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 Street 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 Avenue 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. Street rights-of-way are typically 60 feet wide.

The northern area, which is the primary focus area of this plan, is industrial in character, with NW Vaughn Street acting as 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 large lots, including the former ESCO industrial site, a parcel roughly bounded by NW Nicolai Street and the prolongation of NW Reed Street to the north, NW Wilson Street, and the prolongation of NW Wilson Street to the south, NW 24th Avenue to the east and NW 26th Avenue to the west. Several large industrial structures on the site were recently demolished and the site sits mostly vacant. One of Portland’s largest commercial structures, the Montgomery Park building, is located at the west end of the study area, with large amounts of surface and structured parking on the northern and western portions of the site. The Historic Landmark American Can Company complex is adjacent to the east of Montgomery Park.

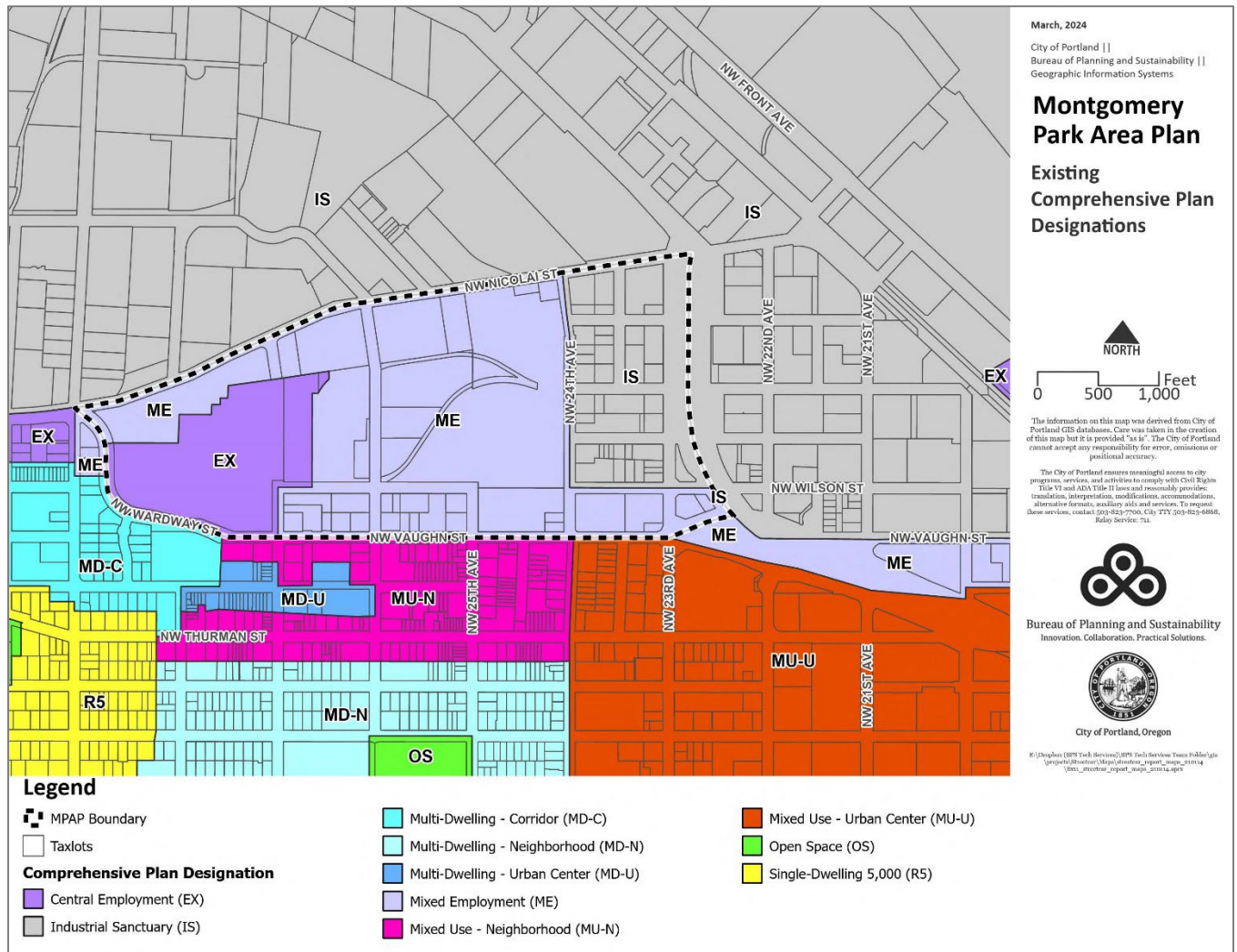
A major boundary-defining feature of the MPAP study area is the Highway 30/I-405 alignment and the approaches to the Fremont Bridge—major pieces of infrastructure that pose a connectivity barrier in some areas, while towering over others. The area north of NW Vaughn Street lacks significant public open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

Comprehensive Plan Map

The Comprehensive Plan map, below, shows the planned long-range land use designations for the MPAP area and surrounding land. (Maps for the broader MP2H study area are shown in the Existing Conditions report in the appendix.)

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 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 the former ESCO site, located in the area north of NW Vaughn Street west of Highway 30 south of NW Nicolai Street, is designated Mixed Employment (ME), which encourages a wide mix of employment use, but the site is currently zoned Heavy Industrial.

Current Comprehensive Plan Map

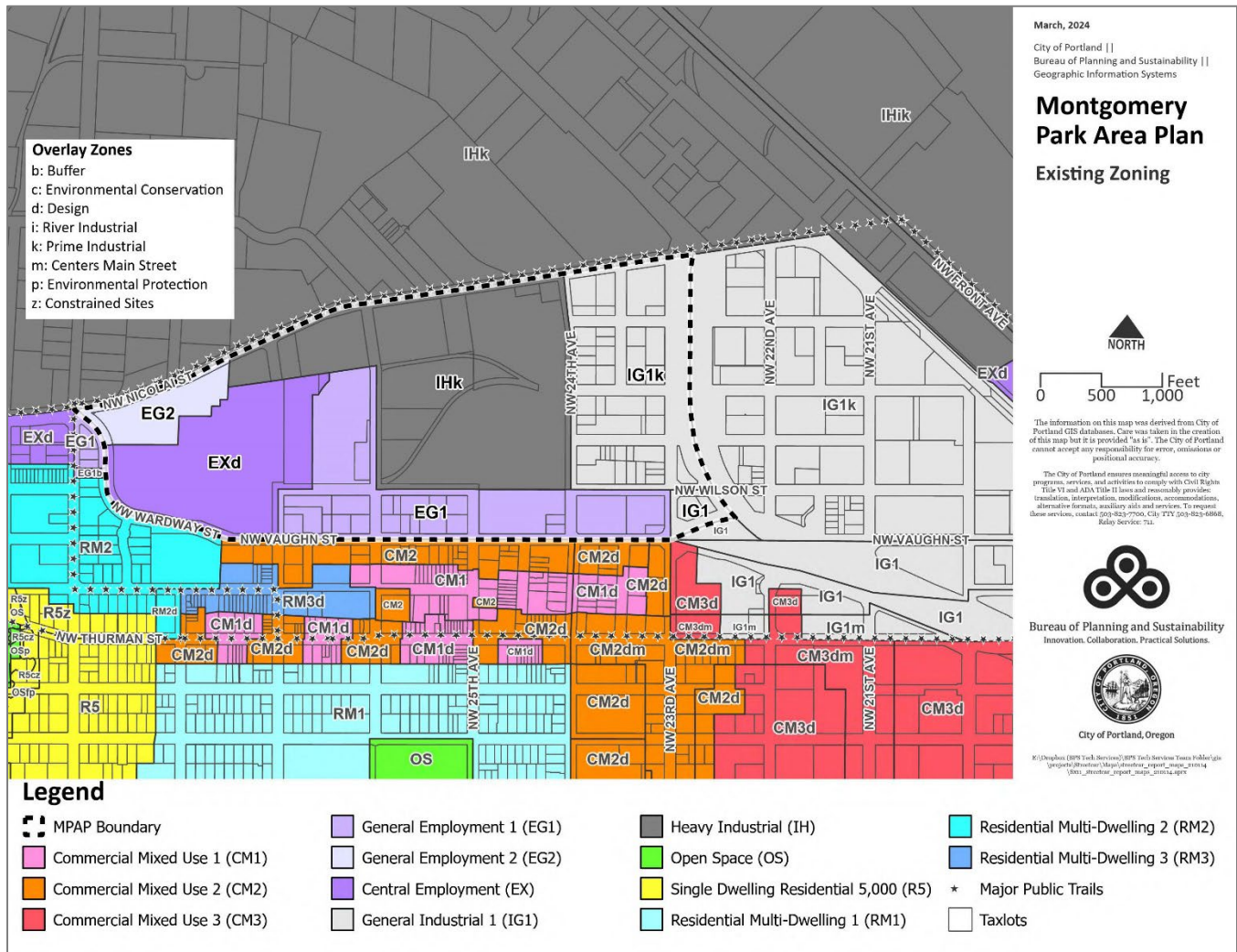


Zoning Map

The Zoning map, below, shows the current zoning designations for the MPAP area and surrounding land. (Maps for the broader MP2H study area are shown in the Existing Conditions report in the appendix.)

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) a mixed-use zone allowing a wide range of different uses. 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. One such place where current zoning (IH) does not match the current Comprehensive Plan map (Mixed Employment) is the former ESCO site, and some adjacent parcels along NW Nicolai.

Current Zoning Map

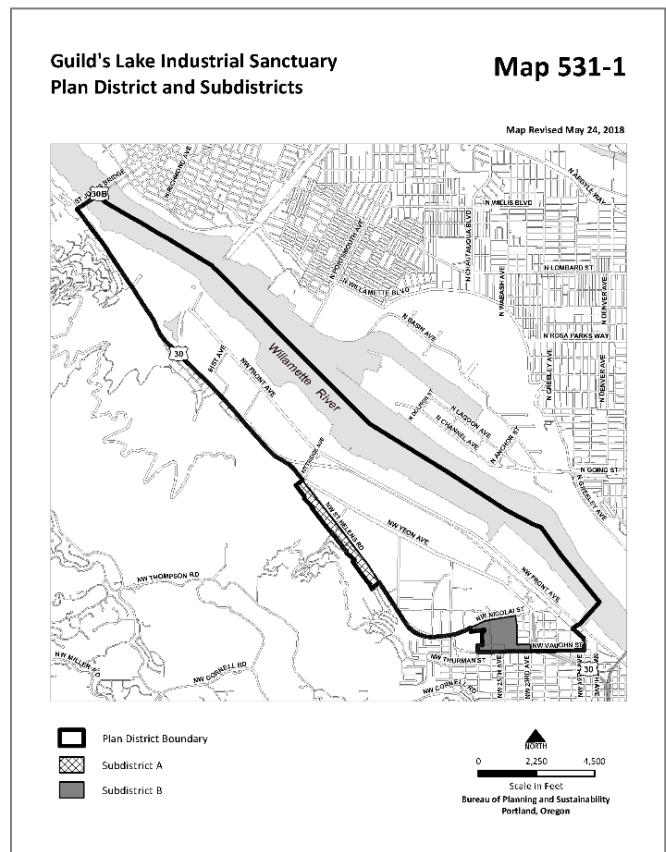
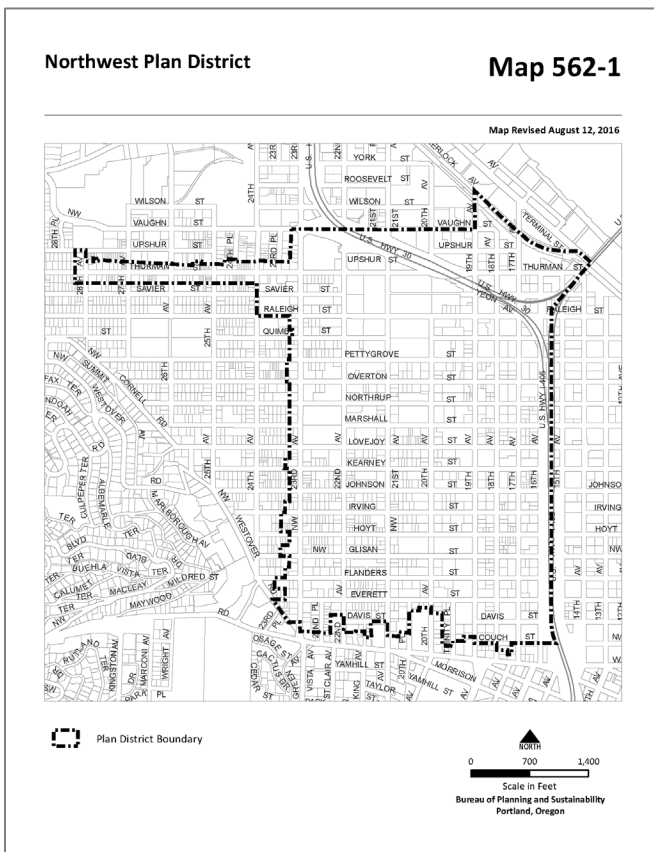


Zoning Code

The MPAP area is part of two existing plan areas (Northwest District Plan and Guild’s Lake Industrial Sanctuary Plan) that are currently regulated by two zoning code plan districts.

The [Northwest Plan District](#) (Chapter 33.562) is applied in the area generally south of NW Vaughn Street. This plan district regulates land uses in the Northwest District, Portland’s most densely developed district outside of the Central City.

The [Guild’s Lake Plan District](#) (Chapter 33.531) is applied in the industrial and general-employment zoned areas in the Guild’s Lake Industrial Sanctuary north of Vaughn Street. This plan district is intended to support and maintain the industrial emphasis of the area.



Past Plans and Guidance

Like many highly urbanized parts of the city, this part of Northwest Portland has been the subject of a number of land use and transportation efforts over the years. The following provides an overview of the evolution of planning for land uses as well as streetcar transit in the plan area.

Pre-2000 Plans and Zoning

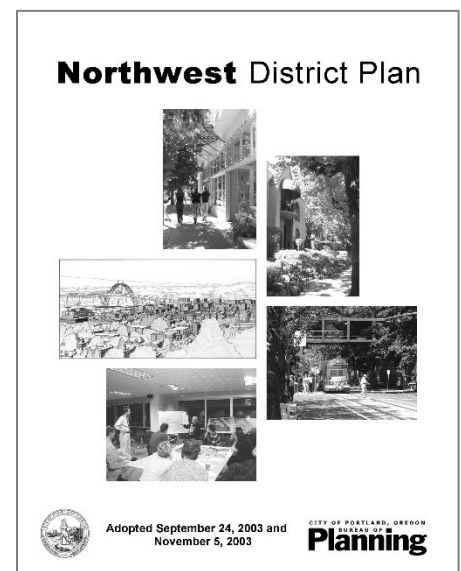
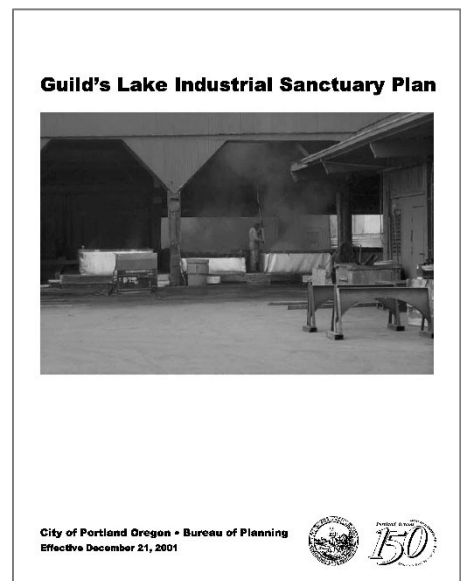
The plan area has been the subject of many Comprehensive Plan map and zoning map changes over the past 40 plus years. Portland’s 1980 Comprehensive Plan and Zoning map designated much of the study area for Manufacturing (M1 and M2). In 1991, the city changed the plan designation and zoning on the Montgomery Park site to Central Employment (EX), the ESCO Steel site was designated Industrial Sanctuary (IS with IH zone), and the area between NW Vaughn and Wilson streets was zoned General Industrial (IG1).

Guild’s Lake Industrial Sanctuary Plan – 2001

The [Guild’s Lake Industrial Sanctuary \(GLIS\) Plan](#) was adopted in 2001 and covers portions of Northwest 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 Northwest 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 part by the Guilds Lake Plan District (Zoning Code Chapter 33.531). The proposed MPAP land use changes and transportation investments intend to change the neighborhood character and primary land use in the southernmost portion of the Guild’s Lake Industrial Sanctuary. Additional discussion of proposed GLIS Plan changes are in Section 4 of this report and in Volume 2.

Northwest District Plan – 2003

The [Northwest District Plan](#) (NWDP) was adopted in 2003 and sets a more specific framework of desired land uses and development for this densely developed neighborhood south of the MPAP area. Among other changes, the Northwest District Plan also changed the Comprehensive Plan map designations on portions of the American Can Complex and the areas between NW Vaughn and NW Wilson streets to Mixed Employment (ME) but retained the industrial zoning. Development in the Northwest District Plan area is regulated in part by the Northwest Plan District (Zoning Code Chapter 33.562) which specifies additional land use allowances and development standards for parcels within the district. The



proposed MPAP changes would affect the policies and urban design concepts for Subdistrict E of the NWDP. Additional discussion of proposed NWDP changes are in Section 4 of this report and in Volume 2.

Streetcar Concept Plan – 2009

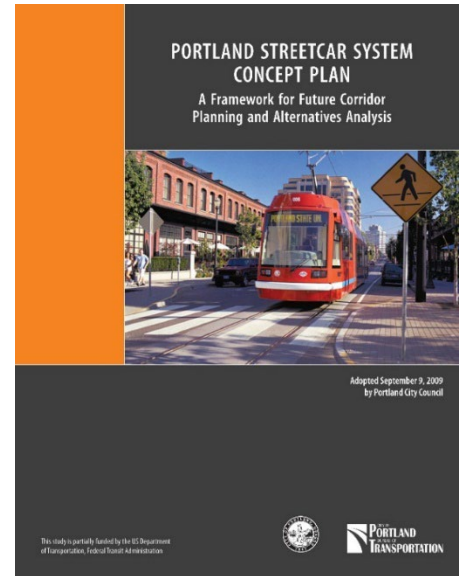
The 2009 [Portland Streetcar System Concept Plan](#) identifies potential corridors that will build upon the successful existing streetcar system and expand service to best serve Portland’s neighborhood and business districts. The Plan evaluated and compared corridors to determine which was most promising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

2035 Comprehensive Plan – 2018

In addition to the 2035 Comprehensive Plan policies guidance described below, in 2018 the 2035 Comprehensive Plan changed the zoning on the American Can Complex and the area between NW Vaughn and NW Wilson streets to General Employment (EG1), to be consistent with the Mixed Employment (ME) Comprehensive Plan map designations previously applied to these areas. The 2035 Comprehensive Plan also changed the Comprehensive Plan map designations on the former ESCO Steel site and areas near NW Nicolai Street, to Mixed Employment (ME), but retained Industrial (IH) zoning. In addition, the 2035 Comprehensive Plan Transportation System Plan included four potential streetcar transit destinations intended for further study and potential implementation in the plan horizon. Montgomery Park in Northwest Portland was among the locations for further analysis.

NW Portland Streetcar Extension and Land Use Alternatives Analysis – 2019

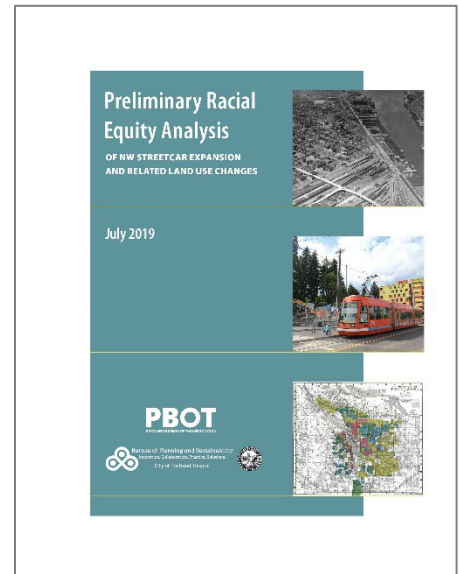
Portland City Council designated funding for BPS and PBOT to further study transportation and land use issues in the areas north of NW Vaughn Street and analyzed several different land use scenarios evaluating impacts to housing, jobs, and equity. The work also furthered preliminary engineering and cost estimating for a potential streetcar extension to Montgomery Park.



Northwest Portland Streetcar Preliminary Racial Equity Analysis – 2019

As part of the 2019 NW Portland Streetcar Extension and Land Use Alternatives Analysis, 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.

Northwest in Motion – 2020

[Northwest In Motion](#) (NWIM) is a transportation plan to make Portland’s Northwest District safer and more convenient for walking, biking, and riding public transit. People currently living and working 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 MPAP area overlaps with the northern and eastern extents of the NWIM project area. Projects in overlap areas have been coordinated to ensure that the goals for both plans are met through multimodal design.

Montgomery Park to Hollywood Transit and Land Use Development Strategy (MP2H) – 2019-2023

In 2019 the city received a grant from the FTA to further evaluate the land use development and transportation opportunities of a potential transit extension. The study considered areas both east and west of the Willamette River.

The eastside work focused on evaluating development opportunity along three alternate alignments that connect to the Hollywood Town Center: 1) along Broadway and NE Weidler Street; 2) along NE Sandy Boulevard, and 3) along NE Irving Street to NE Sandy Boulevard. This preliminary analysis concluded in 2021 and related documents can be found on [MP2H project website](#).

The MP2H westside (Northwest) work provides the foundation of MPAP. The effort initially included a study of a streetcar alignment extending north of the existing streetcar lines on NW Northrup and NW Lovejoy streets along NW 18th and NW 19th avenues, then heading west in a loop along NW York and NW Wilson streets to NW 26th Avenue. The study area for land use included the area within approximately ¼ mile of that study alignment, which is a much larger area than the MPAP area. It included the proposed MPAP area west of Highway 30, as well as industrial areas east of Highway 30, and other areas south of NW Vaughn Street and Highway 30.

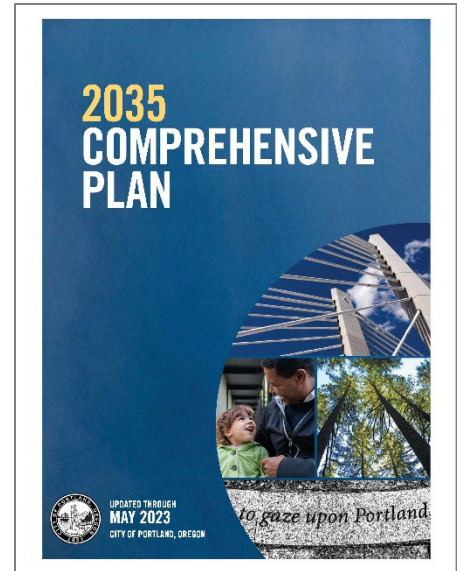
Over the course of the MP2H effort, three initial land use development scenarios were developed, analyzed, and shared with the public for feedback. Feedback and further analysis suggested that the industrial uses and zoning in the area east of Highway 30 should be retained, which led to development of a “Hybrid Scenario” that focused the opportunity for change west of Highway 30. Areas of change in the MPAP Recommended Draft are focused in areas west of Highway 30 in order to reduce the impacts on industrial land supply and optimize opportunity for jobs, housing, and other public benefits. More information about the scenarios and process is in Section 3 of this report.

Much of the community engagement for the MPAP was done as part of the MP2H Study. Details about community engagement are included in Section 1.

Policy Considerations

2035 Comprehensive Plan

Adopted in 2016, the [2035 Comprehensive Plan](#) sets the policy framework for growth and development in the City of Portland over the course of the next 20 years. The plan sets direction for urban form and land use, transportation system improvements, and citywide infrastructure investments. As such, development of the MPAP and the plan's focus on the creation of a new transit-oriented mixed-use district providing a mixture of affordable housing opportunities and employment space was guided by the City's Comprehensive Plan policies, including but not limited to the following:



- **Policy 3.1 Urban Design Framework.** Use the Urban Design Framework (UDF) as a guide to create inclusive and enduring places, while providing flexibility for implementation at the local scale to meet the needs of local communities.
- **Policy 3.6, Land Efficiency** Provide strategic investments and incentives to leverage infill, redevelopment, and promote intensification of scarce urban land while protecting environmental quality.
- **Policy 3.31, Enhance the role of Town Centers.** Enhance Town Centers as successful places that serve the needs of surrounding neighborhoods as well as a wider area, and contain higher concentrations of employment, institutions, commercial and community services, and a wide range of housing options.
- **Policy 3.32, Housing.** Provide for a wide range of housing types in Town Centers, which are intended to generally be larger in scale than the surrounding residential areas. There should be sufficient zoning capacity within a half-mile walking distance of a Town Center to accommodate 7,000 households.
- **Policy 3.33, Transportation** Improve Town Centers as multimodal transportation hubs that optimize access from the broad area of the city they serve and are linked to the region's high-capacity transit system.
- **Policy 3.34, Public places.** Provide parks or public squares within or near Town Centers to support their roles as places of focused business and social activity.
- **Policy 4.46, Historic and cultural resource protection.** Within statutory requirements for owner consent, identify, protect, and encourage the use and rehabilitation of historic buildings, places, and districts that contribute to the distinctive character and history of Portland's evolving urban environment.
- **Policy 4.57, Economic viability.** Provide options for financial and regulatory incentives to allow for the productive, reasonable, and adaptive re-use of historic resources.

- **Policy 5.3 Housing potential.** Evaluate plans and investments for their impact on housing capacity, particularly the impact on the supply of housing units that can serve low- and moderate-income households and identify opportunities to meet future demand.
- **Policy 6.13, Land Supply.** Provide supplies of employment land that are sufficient to meet the long-term and short-term employment growth forecasts, adequate in terms of amounts and types of sites, available and practical for development and intended uses. Types of sites are distinguished primarily by employment geographies identified in the Economic Opportunities Analysis, although capacity needs for building types with similar site characteristics can be met in other employment geographies.
- **Policy 9.27, Transit service to centers and corridors.** Use transit investments as a means to shape the city's growth and increase transit use. In partnership with TriMet and Metro, maintain, expand, and enhance Portland Streetcar, frequent service bus, and high-capacity transit, to better serve centers and corridors with the highest intensity of potential employment and household growth.

In addition to the City's broader Comprehensive Planning framework, consideration of the City's equity-focused policymaking was a crucial element in creating a plan framework emphasizing the importance of achieving equitable outcomes from planning and investment efforts in the MPAP area.

Specifically, the Comprehensive Plan includes five "Guiding Principles" that inform its policies and guide future decision-making, including a principle specifically focused on Equity. The guiding principle on equity states:

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.

As such, the Comprehensive Plan includes many 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 policies considered as part of the MP2H planning process are listed below:

- **Policy 2.1. Partnerships and Coordination.** Maintain partnerships and coordinate land use engagement with individual community members, communities of color, district coalitions, neighborhood associations, watershed councils, business district associations, businesses, unions, employees, community and faith-based organizations, people experiencing disabilities, institutions, governments, and tribal nations.
- **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 2.28, Historical Understanding.** To better understand concerns and conditions when initiating a project, research the history, culture, past plans, and other needs of the affected community, particularly under-represented and under-served groups and persons with limited English Proficiency. Review preliminary findings with members of the community who have institutional and historical knowledge.
- **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 5.21, Access to opportunities.** Improve equitable access to active transportation, jobs, open spaces, high-quality schools, and supportive services and amenities in areas with high concentrations of under-served and under-represented populations and an existing supply of affordable housing.
- **Policy 5.22, New development in opportunity areas.** Locate new affordable housing in areas that have high/medium levels of opportunity in terms of access to active transportation, jobs, open spaces, high-quality schools, and supportive services and amenities.
- **Policy 5.23, Higher-density housing.** Locate higher-density housing, including units that are affordable and accessible, in and around centers to take advantage of the access to active transportation, jobs, open spaces, schools, and various services and amenities.
- **Policy 5.26, Regulated affordable housing target.** Strive to produce and fund at least 10,000 new regulated affordable housing units citywide by 2035 that will be affordable to households in the 0-80 percent MFI bracket.
- **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.

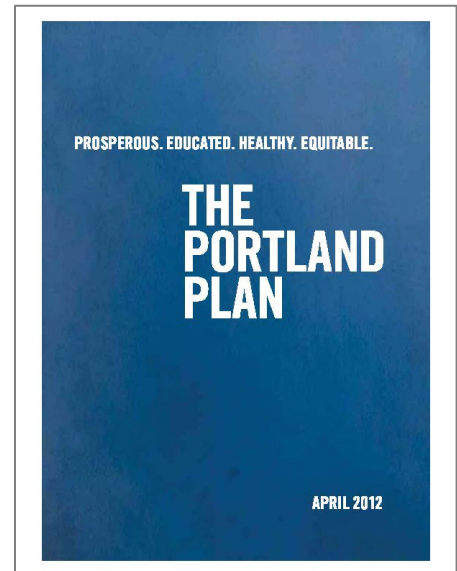
Portland Plan

While the Comprehensive Plan sets the policy framework for planning and investment efforts in Portland, the Portland Plan – published in 2012 and identifying key strategies and actions to address some of Portland’s most pressing concerns – acts as a strategic plan for growth and development in Portland. A primary focus of the plan is the acknowledgement of the ongoing equity issues related to provision of public services, investments, and planning. The Portland Plan’s framework characterizes 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.*
- *Under-represented communities are engaged partners in policy decisions.*

The MPAP includes implementation measures, described in Sections 4 and 5 of this report, intended to address some of the key policies identified in this section, including those related to the broader sharing of benefits from private land value increases and mitigation for the loss of industrial lands and impacts to employment opportunities. A more complete list of policies applicable to the MPAP is included in the [Existing Conditions Report \(2020\)](#).



Transportation System Plan

The [Transportation System Plan \(TSP\)](#), 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, there is a continual 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.

3. Vision, Land Use Concept and Framework

This section describes the vision for the Montgomery Park Area Plan and how the area may look in the future. It includes background and details on the land use concepts and urban design framework that help realize that vision.

Vision for the Montgomery Park Area

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

The Montgomery Park area of the future is a vibrant, equitable mixed-use neighborhood. It is part of a dense and diverse Northwest Town Center with streetcar access to downtown and beyond. The neighborhood streets and public spaces are safe, and lively with pedestrians and cyclists.

The neighborhood character is visually defined by the historic Montgomery Park office building, and the historic American Can Company Complex. The former ESCO steel site, and several other individual properties in the area have developed with vital new mixed-use buildings that include spaces for employment, affordable housing and active ground floor uses. While the new neighborhood has a residential component, the area continues to have a significant employment focus and supports well-paying middle-wage jobs.

The Portland Streetcar runs through the former ESCO Steel site to Montgomery Park. The streetcar follows a route north along NW 23rd Avenue from connections at Lovejoy and Northrup streets, turning west on a couplet along NW Roosevelt and NW Wilson streets to NW 26th Avenue. NW 23rd Avenue has been reconstructed north of Northrup Street, and several new local street connections have been built to serve the former ESCO site.

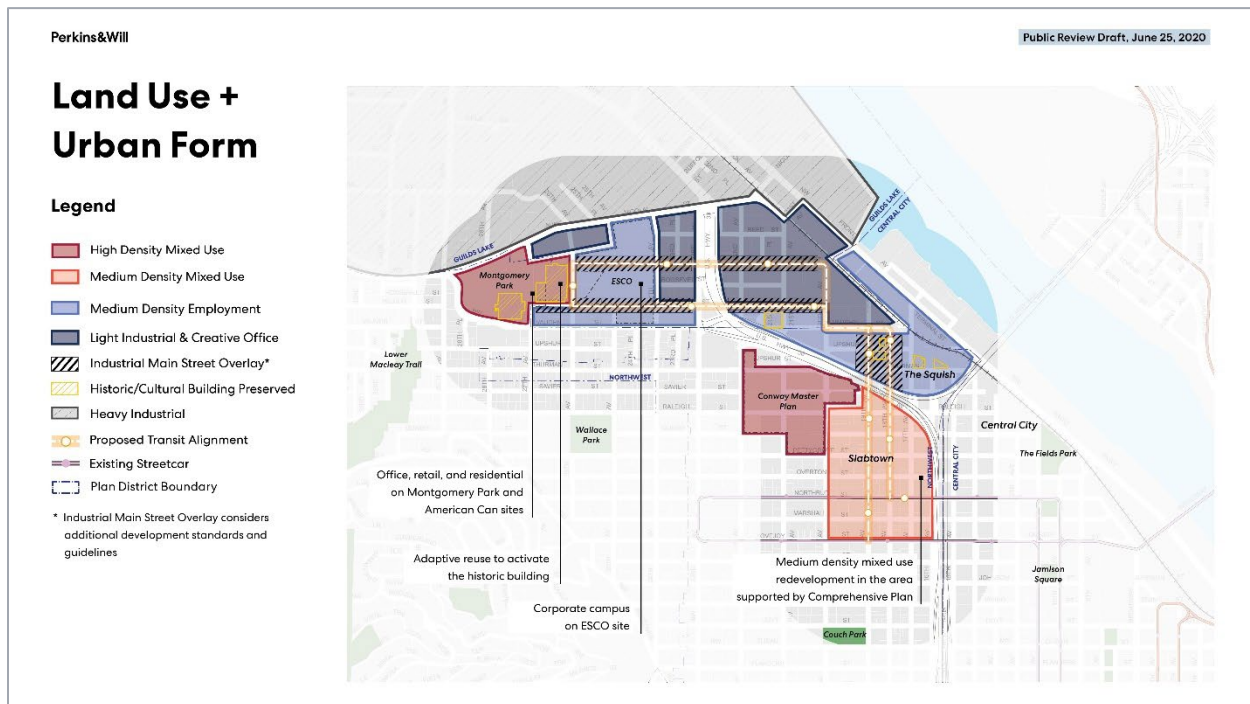


The Montgomery Park area has developed with a mix of employment, housing, commercial, and community serving uses, and is served by an extension of the Portland Streetcar.

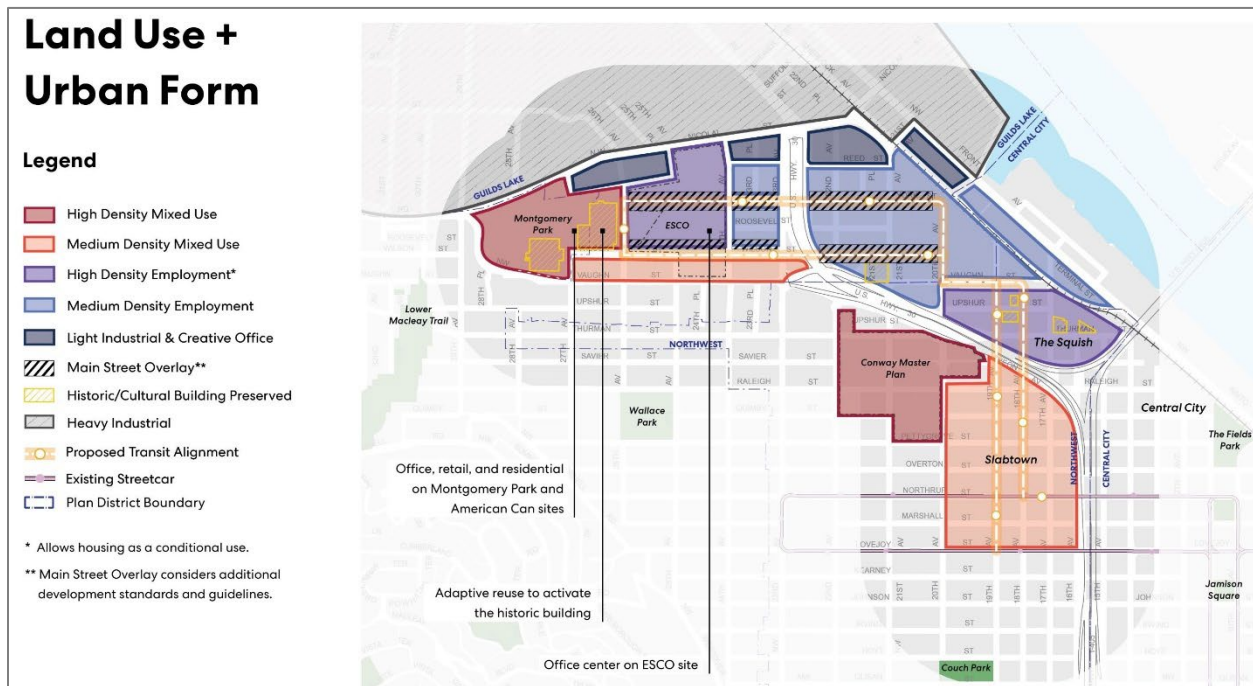
Background: Preliminary Development Scenarios

To achieve the vision, a land use concept and urban design framework were developed. The land use concept is the result of an iterative process, described below. Three preliminary alternative development scenarios offering alternative land use visions were created for the MP2H Northwest study area. The alternative scenarios, described briefly below, were published as part of the Urban Design Concept in July 2020 for public feedback and further analysis. See Section 1, Community Engagement, for more information.

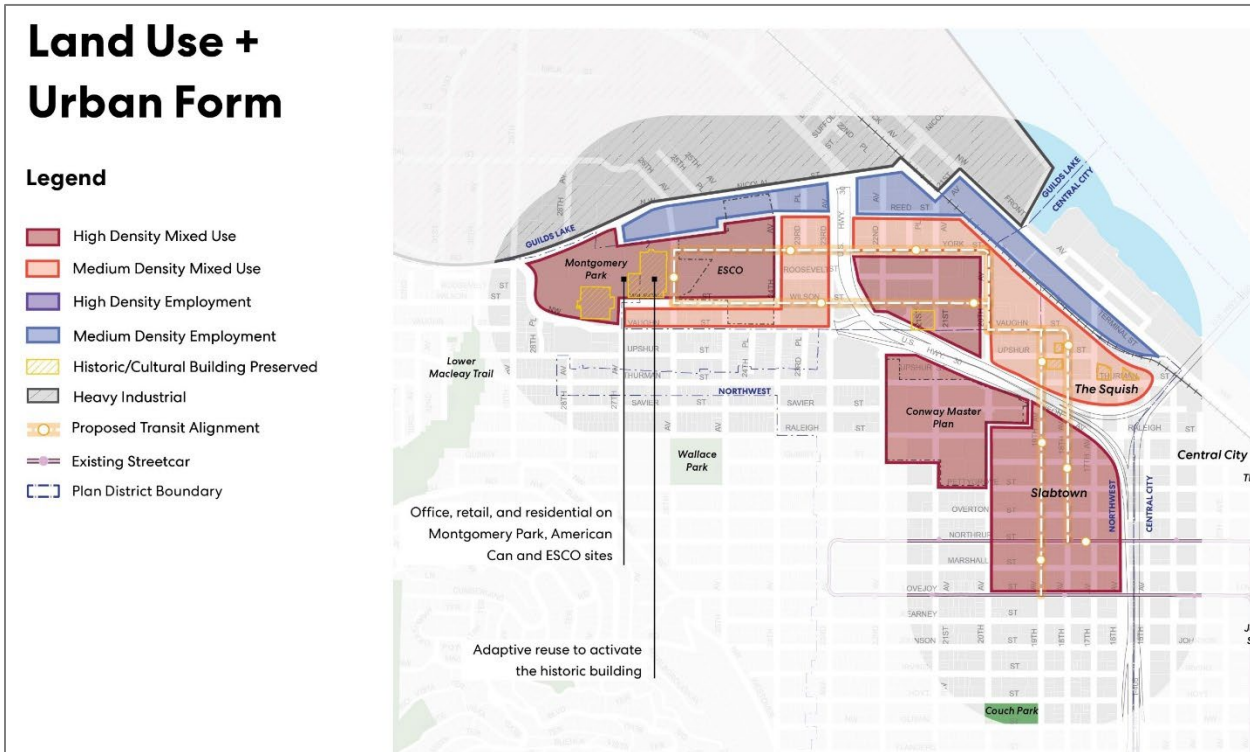
Scenario 1 – Enhanced Industrial. This scenario focused on opportunities to create jobs in the Northwest Portland portion of the study area, by maintaining and building upon the area’s industrial history. This scenario supported industrial land preservation policies by retaining much of the existing industrial zoning in the area, but with 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 2 – Employment. This scenario focused on opportunities to broaden the range of jobs and types of employment in the study area. The scenario allowed the continuation of many of the area’s industrial uses but allowed for development of more intense office and institutional uses over time. This scenario suggested allowing a broader range and higher intensity of employment uses, including a full range of office uses such as legal services, finance, real estate, and others, and institutional uses such as schools/colleges, and medical centers.



Scenario 3 – Mixed-Use. This scenario envisioned a transformation of the study area into a community with housing, employment and commercial uses. The scenario allowed the continuation of many of the area’s industrial uses, but also development of residential, commercial and mixed-use buildings over time. Affordable housing would be a component of new housing development. New housing would be supported by additional retail and services, primarily located in areas near transit investments. An employment buffer restricted housing to maintain compatibility with the industrial areas to the north.



Public Feedback and Further Analysis

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.

Overall, a variety of opinions were expressed about the merits of the alternate land use scenarios. In response to public survey questions, some scenario preferences were expressed, but these were generally tempered by comments expressing support for elements of another scenario alternative.

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

The [Montgomery Park to Hollywood Urban Design Concept Virtual Open House: Public Comments Report](#) includes a compilation of public comments on the alternative scenarios.

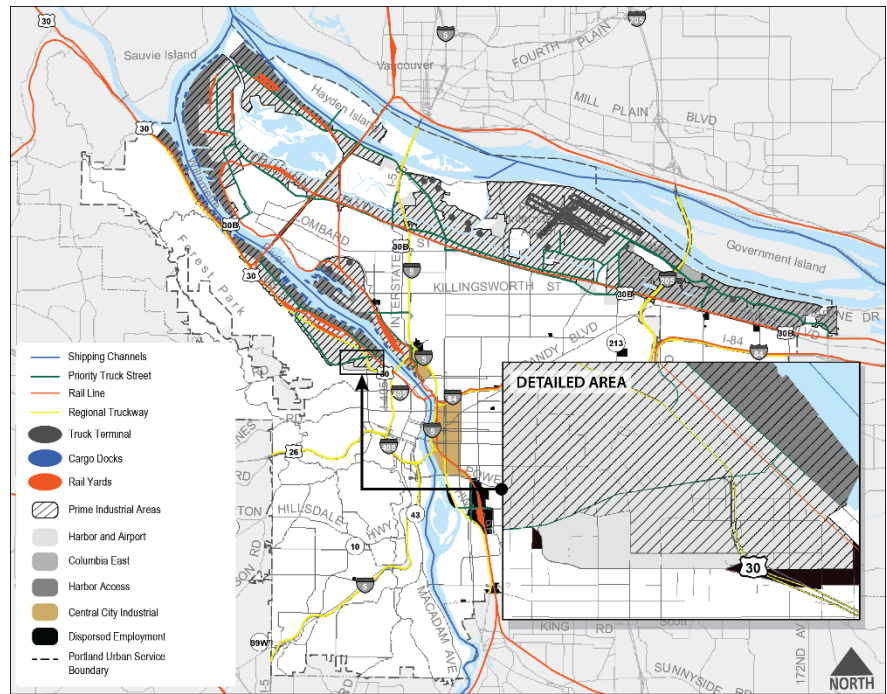
The three alternate development scenarios were also analyzed for their relative impact on jobs, housing units and value of development. These factors are important in determining the tradeoffs associated with the alternative scenarios and the potential public benefits that may be achieved by land use changes, particularly changes that would show greater ability to leverage 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 the [MP2H Northwest Opportunities and Challenges Report](#). Information about the number of jobs, housing units and estimated land value created was shared with the NW Project Working Group (PWG) which helped inform refinements.

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

The alternative scenarios were also considered in relation to 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 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.

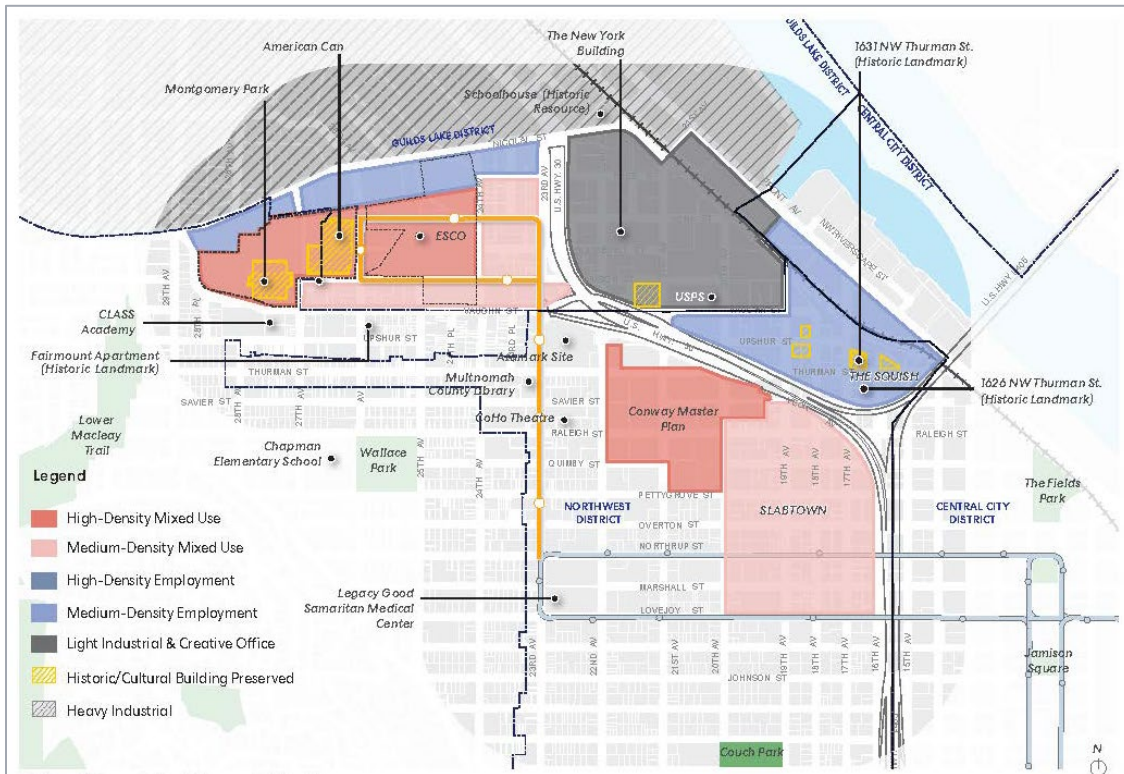
Comprehensive Plan Figure 6.1: Industrial and Employment Districts



Hybrid Scenario: Industrial and Mixed Use

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, led to a hybrid scenario that retains a significant amount of industrial land east of Highway 30 and focuses change in areas west of Highway 30 with the most opportunity for transformation. An employment area along NW Nicolai Street creates a buffer between a new mixed-use area to the south and industrial uses to the north.

Analysis of the Hybrid Scenario in the [MP2H Northwest Opportunities and Challenges Report](#) indicated that it resulted in a future with a substantial number of housing units, including affordable units as well as a significant number of industrial and office jobs.



East of Highway 30, the scenario retained industrial uses and industrial Comprehensive Plan map and zoning land use designations. Creative office may be considered at a future date after further economic analysis.

West of Highway 30, the scenario anticipated a transition away from industrial use into a dense neighborhood with a mix of housing, commercial and employment uses.

The Hybrid Scenario 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 Scenario 3.

Transit Alignment

Analysis of potential streetcar alignments to support this scenario showed that extending the existing N/S streetcar service to Montgomery Park along NW 23rd Avenue tying into a couplet along NW Roosevelt and NW Wilson streets to NW 26th Avenue is the most feasible and efficient way to extend the streetcar line to Montgomery Park while also serving the former ESCO steel site, which is a primary redevelopment site. The alignment presents an efficient couplet in the south part of the plan area. It also preserves flexibility for the northern portion of the area, allowing a phased approach to redevelopment with the streetcar extension as part of the first phase. More information about transit alignments considered is in Volume 3: Transportation Plan.

Transportation System Modeling

The Portland Bureau of Transportation (PBOT) performed transportation demand modeling to estimate the number of resulting trips, using the Citywide Transportation Demand Model derived from Metro's Regional Transportation Plan model. An existing year model and a future year model for 2040 was developed to compare present-day conditions with forecasted growth in the area with and without land use changes.

The demand model findings indicate that the district can largely absorb the proposed land use changes. However, demand could build during the peak travel hour. Transportation interventions to address the impact of added trips to the area include transit improvements, additional and improved signalized intersections, improved multimodal facilities, as well as programmatic elements like transportation demand management, and recommended parking controls. The [Montgomery Park Area Transportation Plan](#) in Volume 3 includes additional details on area transportation.

Montgomery Park Area Plan Land Use Concept

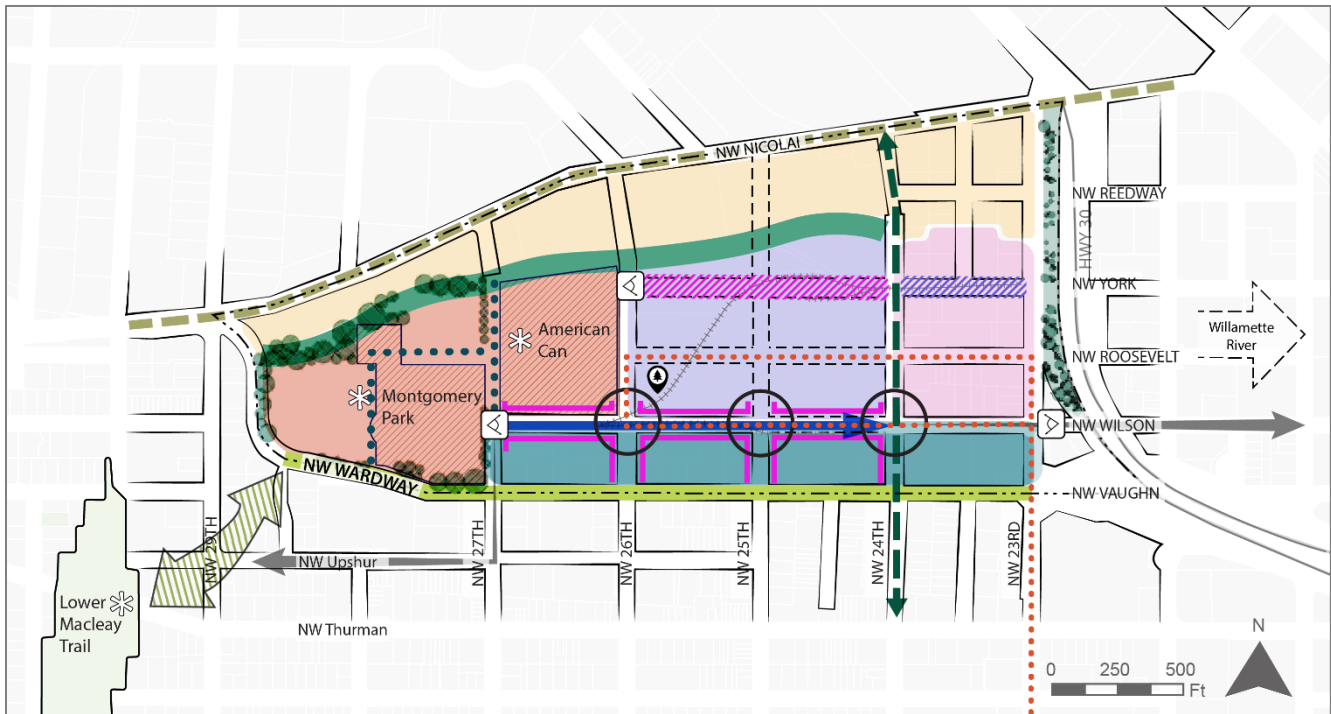


The MPAP Concept proposes a new transit-served mixed-use neighborhood west of Highway 30. The plan retains existing industrial land use designations east of Highway 30 to preserve opportunity for industrial development and employment.

The Montgomery Park Area Plan Concept, shown above, is an evolution of the hybrid scenario. It proposes a transit-oriented, mixed-use district west of Highway 30, and retains the 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 Street, NW 26th Avenue, and NW Wilson Street to serve the area. The concept plan strives to preserve active industrial land by limiting land use changes east of Highway 30. It also will minimize conflicts between the new mixed-use area and existing heavy industrial areas north of NW Nicolai Street by creating an employment zoning buffer area where a broad array of employment uses are allowed, but housing is not allowed.

Overall, the concept 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.

Montgomery Park Area Urban Design Framework

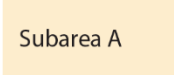
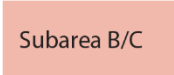

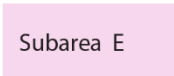






- | | | | |
|----------------|--------------------------------|--------------------------------|------------------------------|
| SUBAREA A | POTENTIAL PARK SITE | PROPOSED STREET EXTENSIONS | GREEN CURTAIN |
| SUBAREA B/C | EXISTING MATURE TREES | GREENWAY EXTENSION | INDUSTRIAL BUFFER AREA |
| SUBAREA D | VEGETATED RIGHT-OF-WAY | MAIN STREET | EXISTING RAIL TRACKS |
| SUBAREA E | KEY FEATURES | ACTIVE GROUND FLOOR AREA | PROPOSED STREETCAR ROUTE |
| SUBAREA F | KEY TRANSITIONAL INTERSECTIONS | FUTURE CONNECTION FOR MP | REGIONAL TRAIL |
| HISTORIC SITES | VIEWPOINTS | VAUGHN - NICOLAI PLAN DISTRICT | YORK STREET DOCK CONDITIONS |
| | PARK TO RIVER CONNECTION | FUTURE FOREST PARK CONNECTION | CULTURAL RECOGNITION OF YORK |

The Montgomery Park area is a dynamic place with a history of transformation. This has resulted in a variety of urban forms, building typologies and uses within the roughly 80-acre plan area. The area is further defined by its surrounding context, which includes Forest Park to the west, the dense Northwest neighborhood to the south, the industrial sanctuary to the north and east, with the Willamette River further to the northeast. The design framework recognizes this dynamism by identifying the area's existing features and destinations within five distinct subareas, which inform development regulations and design standards for the area.


The subareas are partially differentiated by the block sizes within each area. This variation is a result of the large parcels that were important for, and supported, past industrial and employment uses in the area. These large parcels offer an opportunity, as the area redevelops, to establish a street grid. This is most notable in Subarea D, the site of the ESCO Steel Foundry, and Subarea B/C, home to the two large Historic Landmarks: Montgomery Park and the American Can Complex. The design framework shows how future street and transportation improvements, primarily the proposed streetcar extension, will create new connections within the plan area and strengthen connections with the surrounding area when coupled with the proposed land use changes.

Montgomery Park Area Key Concepts and Terms


-  Subarea A
Northern edge of the plan area, along NW Nicolai Street from NW Wardway to Highway 30. This area currently includes light industrial, and employment uses.
-  Subarea B/C
Bounded by NW 26th Avenue to the east NW Vaughn Street and NW Wardway to the south and west. This area currently includes two landmarks on the National Register of Historic Places: Montgomery Park and the American Can Complex.
-  Subarea D
Bounded by the prolongation of NW Reed Street to the north, NW 24th Avenue to the east NW Wilson Street to the south and NW 26th Avenue to the west. This area was the former primary location of the ESCO Steel Foundry and is currently vacant except for a few remaining buildings.
-  Subarea E
West of Highway 30 and NW 23rd Avenue and east of NW 24th Avenue. This area currently includes low-rise light industrial, and employment uses, as well as several residences on NW Roosevelt Street and NW 23rd Avenue.
-  Subarea F
North of NW Vaughn Street and south of NW Wilson Street. This area currently includes low-rise light industrial and employment buildings and uses, including the former ESCO Headquarters and Red Fox Building.
- 
Potential Park Site
A future park or public green space of about one acre is envisioned as part of the new district.
- 
Green Curtain
Relocating the Industrial District boundary and regional freight route to NW Nicolai Street allows NW Vaughn Street to be developed with more street trees and landscaping to reinforce the connection to Forest Park – a new ‘green curtain’ to replace the former ‘steel curtain’.
- 
Future Forest Park Connections
This arrow indicates opportunities created by the “Green Curtain” concept to further enhance connections to nearby Forest Park in the future.


Commercial Main Street

Redeveloped and fully connected NW Wilson Street will become a key main street, serving the neighborhood, and supporting the new streetcar alignment with an activated public realm.


Active Ground Floor Area

These blocks will serve as key opportunities for creating a commercial and retail corridor within the district, encouraging active street frontages and more public realm amenities.


Key Intersections

These intersections serve as key links to the dense Northwest District to the south and offer opportunities to provide enhanced public realm amenities for pedestrians and cyclists.


Cultural Recognition of York

A future street extension could acknowledge the history of York and his contributions to the Lewis and Clark Expedition. The Public Benefits Agreement encourages these commemorations be done in partnership with the City Arts Program and community organizations.


York Street Dock Conditions

NW York Street provides an opportunity to highlight and preserve the historic loading dock conditions.


Proposed Street Extensions

Planned street extensions will help create a better-connected public realm, support future development, and further Portland's land use, connectivity and pedestrian goals in this area.


Park to River Connection

This arrow indicates the opportunity to connect Forest Park to the Willamette River Greenway, via the plan area.


Greenway Extension

Improved bicycle and pedestrian access in and around the district with planned facility improvements including an extended Greenway on NW 24th Avenue, between NW Thurman and NW Nicolai streets.

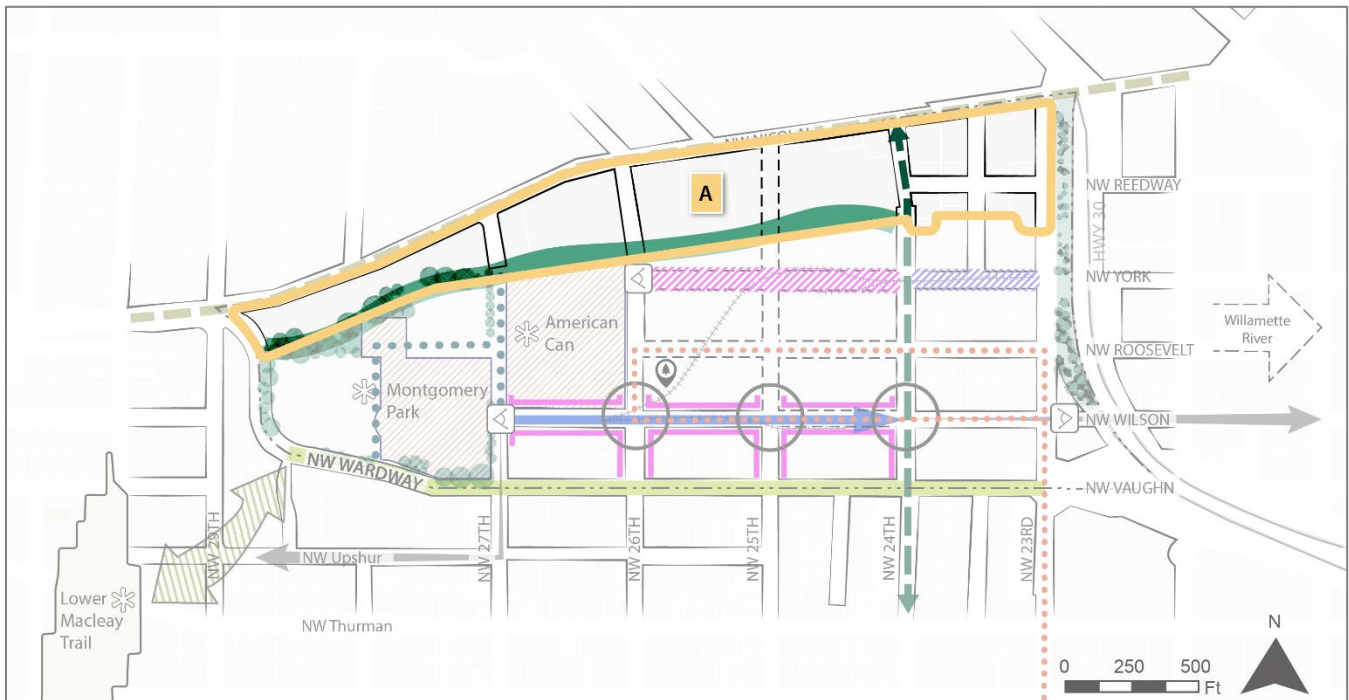

Streetcar Extension

A planned extension of the streetcar, along NW 23rd Avenue, NW Wilson and NW Roosevelt streets improves connectivity between this new mixed-use district, Northwest Portland, and the Central City.


Buffer Area

This buffer indicates areas where utilizing landscaping, setbacks or careful building orientation could help offset potential impacts between existing employment, industrial and mixed-use development.

Subarea A: Employment Buffer Area



Located along the northern edge of the plan area, this subarea serves as a transition and buffer between the new mixed-use neighborhood to the south and the industrial uses north of NW Nicolai Street in the Guild's Lake Industrial Sanctuary. Starting at NW 23rd Avenue the area has a typical block and lot pattern, however, moving further west, the lots get larger, as do the distances between north/south street connections. Currently the area is home to a mix of industrial and employment uses which feature large and long building frontages, few windows, and an industrial character.

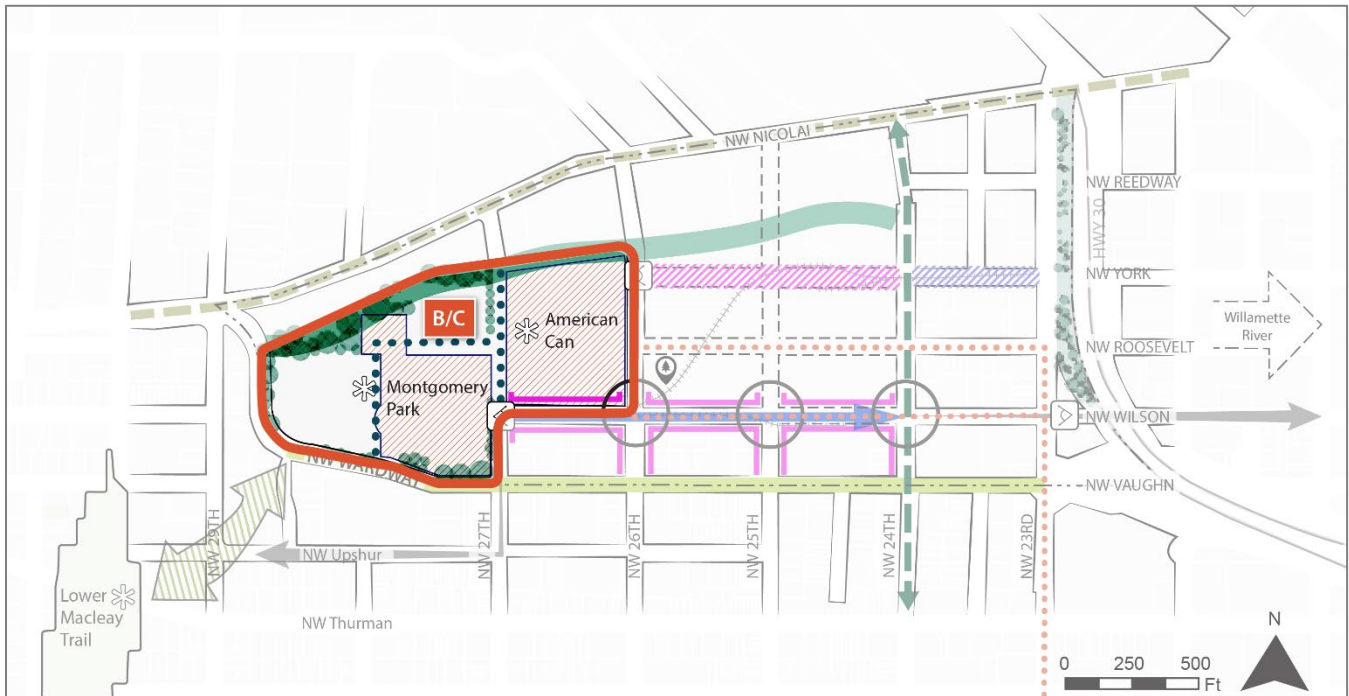


View looking east on NW Nicolai Street

In the future, the plan will allow for a wider array of uses in this area, however the focus is on providing opportunities for a mix of employment uses, including light industrial. The intent is to improve compatibility with new mixed-use development to the south, and to help limit potential conflicts between new residential mixed-use areas to the south and heavy industrial areas to the north.

Finally, this portion of NW Nicolai Street is also part of the regional Pacific Greenway Trail. Although this subarea is not a primary focus of the pedestrian network, the plan proposes extending the Greenway on NW 24th Avenue and a pedestrian connection on NW 27th Avenue to NW Nicolai Street, which will improve the district's connection to this resource. With NW Nicolai Street proposed to become the primary freight route, it will be important to consider the design of frontages on Nicolai Street.

Subarea B/C: Historic Resource Area



West of NW 26th Avenue, this subarea currently transitions from vacant lots, low-rise industrial warehouses and sparse vegetation to a verdant area with two National Historic Landmarks: Montgomery Park and the American Can Complex. The Montgomery Park building, and its neon sign can be seen from various places within the district and is part of the local identity. Primarily comprised of two large parcels, each is the site of a large-scale historic landmark, and the area has irregular block and lot configurations. The Montgomery Park building is currently used as office and retail space, while the American Can Complex is primarily parking.

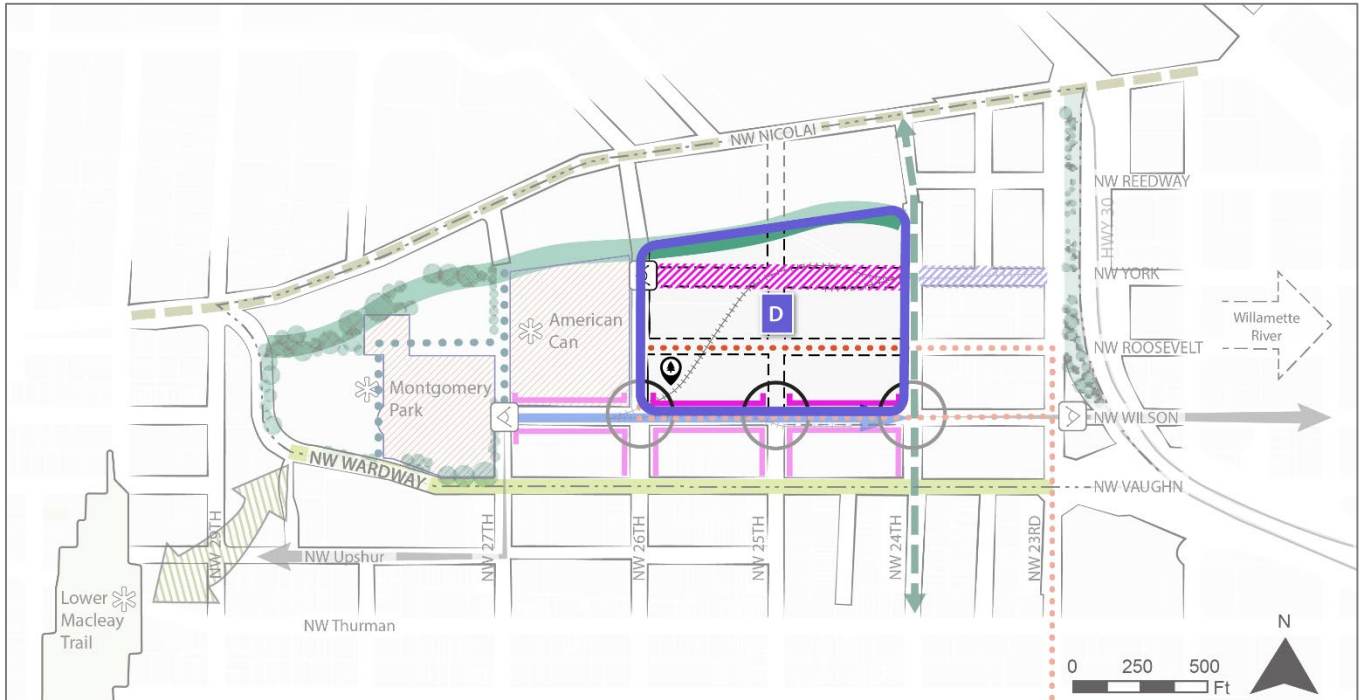


View of Montgomery Park and American Can

In the future, this area will allow a mix of commercial, employment, and residential uses, and the area is envisioned to evolve into a vibrant mixed-use area. The large sites in this area result in a unique street network, as each of the east/west streets currently terminate either at the Montgomery Park or American Can Complex. NW 27th Avenue provides a north/south pedestrian link through the area, and the design framework diagram and Transportation Plan suggest opportunities for future pedestrian and bicycle connections through the Montgomery Park site.

The character statement encourages new development to provide public views of and/or reference both landmarks. Additionally, there is guidance to provide a buffer, either landscaping or other, between the potential development in this subarea and the current and future employment uses in Subarea 5.

Subarea D: Future Mixed-Use Neighborhood



Located between NW 24th and NW 26th Avenues, this subarea was previously in an industrial use, and was the location of the ESCO Steel Foundry. It is currently mostly vacant.

In the future, this area will allow a broader mix of employment and housing uses in new 6-8 story buildings, accompanied by a complete multi-modal street network. This includes the future extension of NW 25th Avenue and NW York Street. The exact locations of the future streets are still to-be determined but will provide connections through the area.

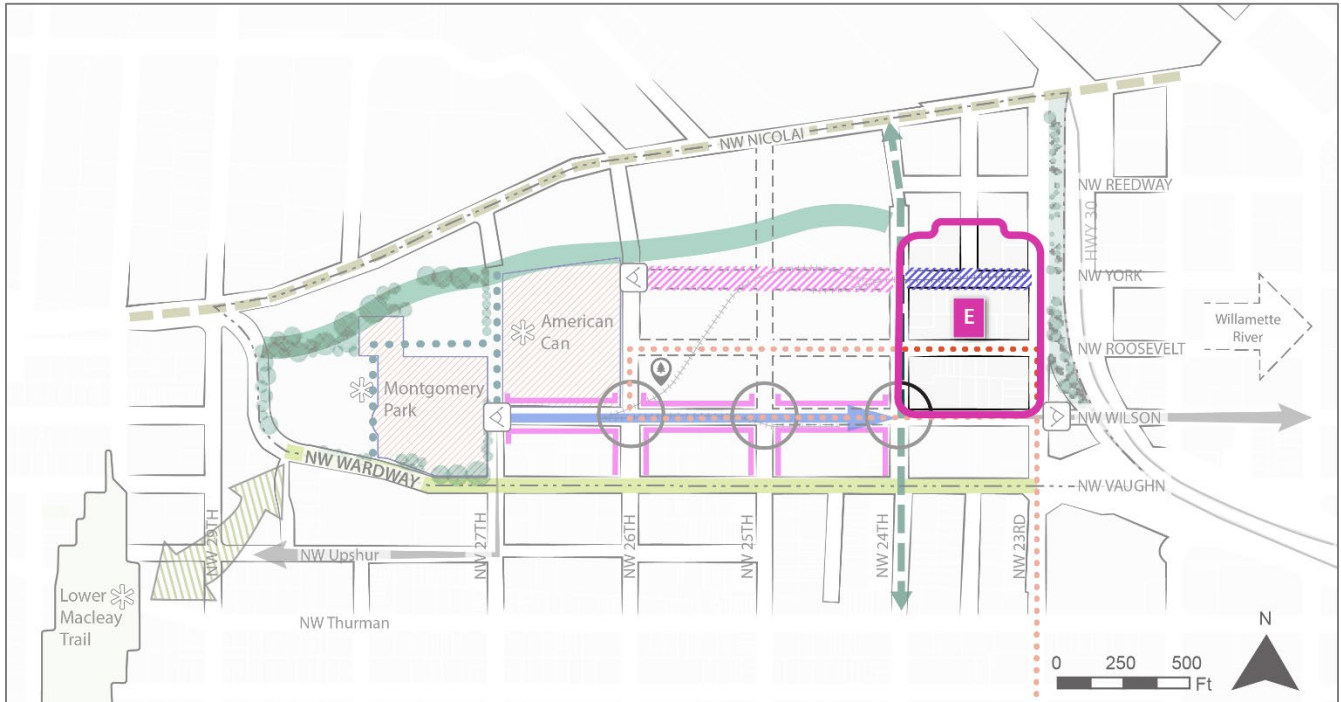


View of former ESCO site looking west

The proposed Portland Streetcar extension on NW Wilson and NW Roosevelt streets acts as a district connector and focal point for this new mixed-use area. Further north, a future NW York Street provides an opportunity to acknowledge some of the area's cultural heritage: the history of York, an enslaved member of the Lewis and Clark Expedition, for whom the street is now named. All three east/west streets feature views to the Fremont Bridge, Mount Hood, Montgomery Park and the West Hills.

Finally, a potential future urban park within this subarea will provide a green space that serves as a gathering space for this dense new urban community. Development regulations and the design character statement encourage the inclusion of other public spaces and pedestrian connections, of various sizes. The historic rail tracks that run through the subarea offer a design opportunity to provide an alternative north/south connection, and could tie into the incorporation of green infrastructure, landscaping, and trees.

Subarea E: 23rd – 24th Avenue Corridor



This subarea transitions from the main street mixed-use character of NW 23rd Avenue and busy traffic of Highway 30 to low-rise industrial buildings and warehouses, some with distinctive loading dock conditions, as well as several other small businesses and residences. The area is further defined by small blocks and lots which make it easy to navigate despite the few pedestrian improvements or amenities.

In the future, although the plan allows for a wider mix of employment/commercial and residential uses, this area will likely continue to include small scale industrial development that supports employment, as well as some older single-dwelling residential buildings.

Regulations and the character statement encourage the recognition of the warehouse form, loading dock conditions on NW York Street and existing employment/industrial uses that characterize this area.

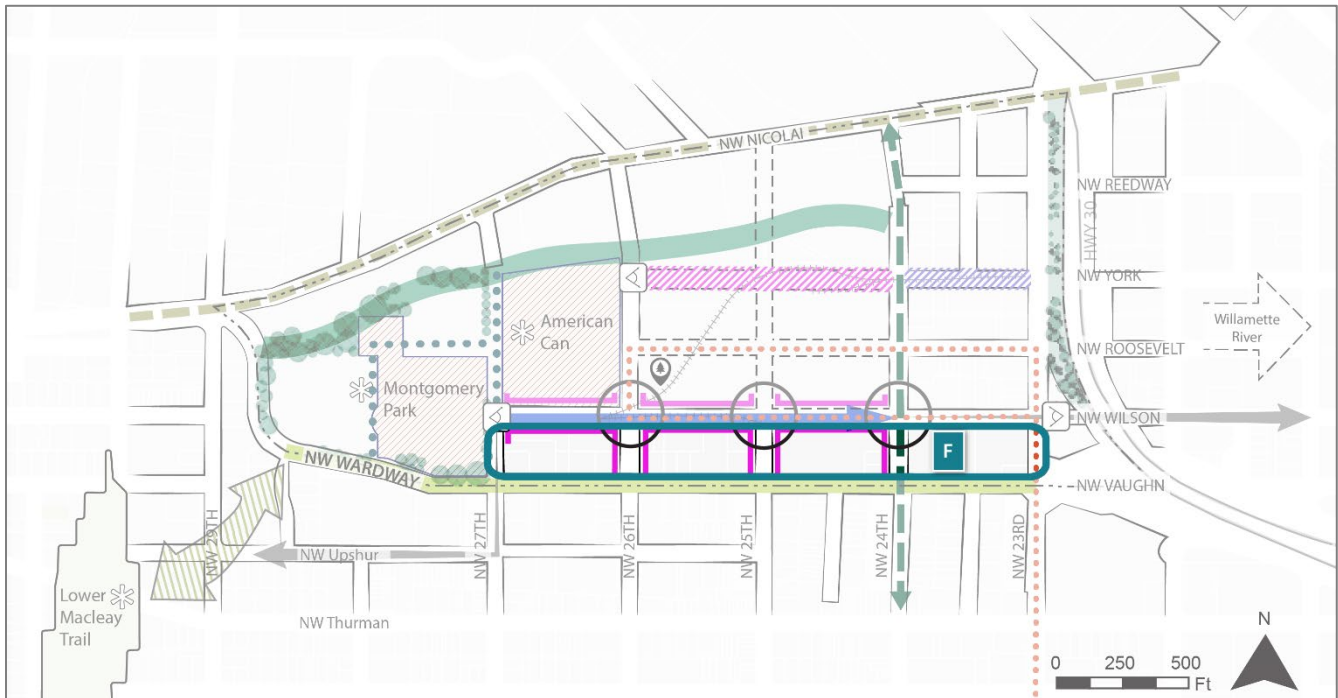


Existing dock conditions on NW York Street



Existing residential uses on NW Wilson Street

Subarea F: Vaughn Street Transition Area



NW Vaughn Street serves as a transition between the neighborhoods to the south and the future transit-oriented neighborhood to the north. These blocks are currently the location of several gable-roofed industrial warehouses, the ESCO Headquarters Building and the Redfox Commons – an adaptive reuse of former industrial buildings. This area overlaps the location of the former Vaughn Street Ballpark which was in the eastern part of this Subarea.

In the future, this area will allow for a wider mix of employment, commercial and residential uses. Typical Portland block and lot sizes provide for several north/south connections into the plan area and create the potential for several dynamic intersections.



Existing industrial warehouses on NW Vaughn Street

Zoning regulations and the character statement encourage development to reduce height and massing along NW Vaughn Street to better reflect the lower scale of the neighborhood to the south. On the south side of NW Wilson Street between NW 24th and 27th avenues, development is encouraged to incorporate active ground floor uses to help activate this new streetcar main street.

Finally, NW Vaughn Street will no longer be a freight route through this area, and development regulations and the character statement encourage more tree planting along this street to support a “Green Curtain” concept, referencing Forest Park.

A New Future for the Montgomery Park Area



The illustration above offers a long-term vision for the area and conveys the concepts outlined in the land use concept and urban design framework. As shown, the neighborhood includes a mix of older existing buildings along with new larger-scale buildings that include employment, residential and commercial uses. NW Wilson is shown as a vibrant main street which, along with NW Roosevelt, is activated by the new Portland Streetcar, while NW York offers an alternative to the transit-focused activity to the south. The former ESCO site is home to a well-connected mix of residential/commercial and employment developments, while sites along NW Vaughn Street, and between NW 23rd and NW 24th avenues, continue to offer opportunities for small businesses and makerspaces. Amenities, such as new public spaces, and a park on NW 26th and Wilson, provide opportunities for recreation and community interaction.

It is important to note that although the park in this diagram is shown on NW 26th and Wilson for illustrative purposes, the exact location of the park is yet to be determined.

4. Plan Elements

This section covers the various elements proposed within the MPAP, including discussion of the Comprehensive Plan and other policies and how to balance them. The proposed changes to the Comprehensive Plan and zoning maps, changes to the Northwest Town Center boundary and the modifications to the Guild’s Lake Industrial Sanctuary and Northwest District plans are discussed below.

Overview

The proposed plan elements are designed to work together to support the creation of a new transit oriented, mixed-use neighborhood serving both the existing and future communities. While the MPAP provides an opportunity to advance a number of community needs and goals around housing, jobs, and climate friendly communities, it does so by changing existing regulations that are intended to ensure an adequate supply of employment and industrial lands. In consideration of these multiple policy goals, the changes proposed have been calibrated to balance a diverse set of city needs and goals.

The Plan includes the following elements, discussed in more detail below and in Section 5, Implementation Tools:

- Policy Issues and Directions
 - Industrial and Employment Areas
 - Comprehensive Plan Urban Design Framework
 - Equity and Equitable Development Approach
 - Relationship with Existing Area Plans
 - Guild’s Lake Industrial Sanctuary Plan
 - Northwest District Plan
 - Metro Regional Industrial and Employment Lands Title 4 map
- Comprehensive Plan Map Changes
- Zoning Map Changes
- Zoning Code Amendments
- Design Character Statement
- Infrastructure and Public Services
 - Transportation
 - Parks and Open Areas
 - Sanitary Sewer and Stormwater Management Systems
 - Water System

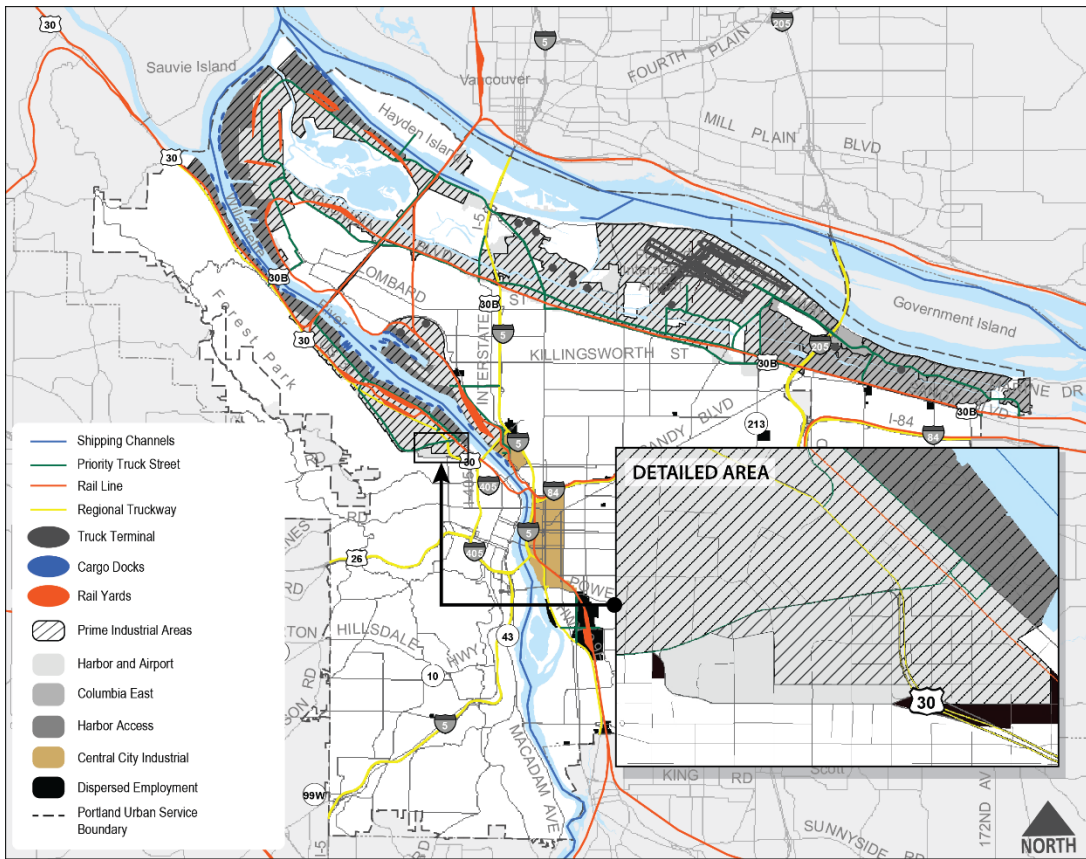
Policy Issues and Directions

The following policy issues and existing context were key themes that shaped the proposed MPAP. See other policy considerations and details in Section 2 of this report and the Existing Conditions report in in Volume 5, the Appendix.

Industrial and Employment Areas

Throughout the development of the MPAP, the need to balance Portland’s industrial land protection policies with the need for additional affordable housing and viable employment space was an important consideration. Comprehensive Plan Figure 6-1 shows the City of Portland’s Industrial and Employment Districts map, which designates approximately 40 acres of the plan area as “Prime Industrial Areas” and approximately 17 acres as “Harbor and Airport Districts” land. While the proposed Central Employment (EX) Comprehensive Plan and zoning designations will still allow a wide range of employment use and industrial uses including wholesale sales, warehousing, and industrial services, the changes will necessitate the removal of properties within the plan area from the Industrial and Employment Lands Map. Much of the plan area is already designated with a “Mixed-Employment” (ME) Comprehensive Plan designation as a result of amendments approved during the 2035 Comprehensive Plan update process. This indicates that the plan area was intended to be more broadly employment-focused than purely industrial in the long term.

Comprehensive Plan Figure 6.1: Industrial and Employment Districts

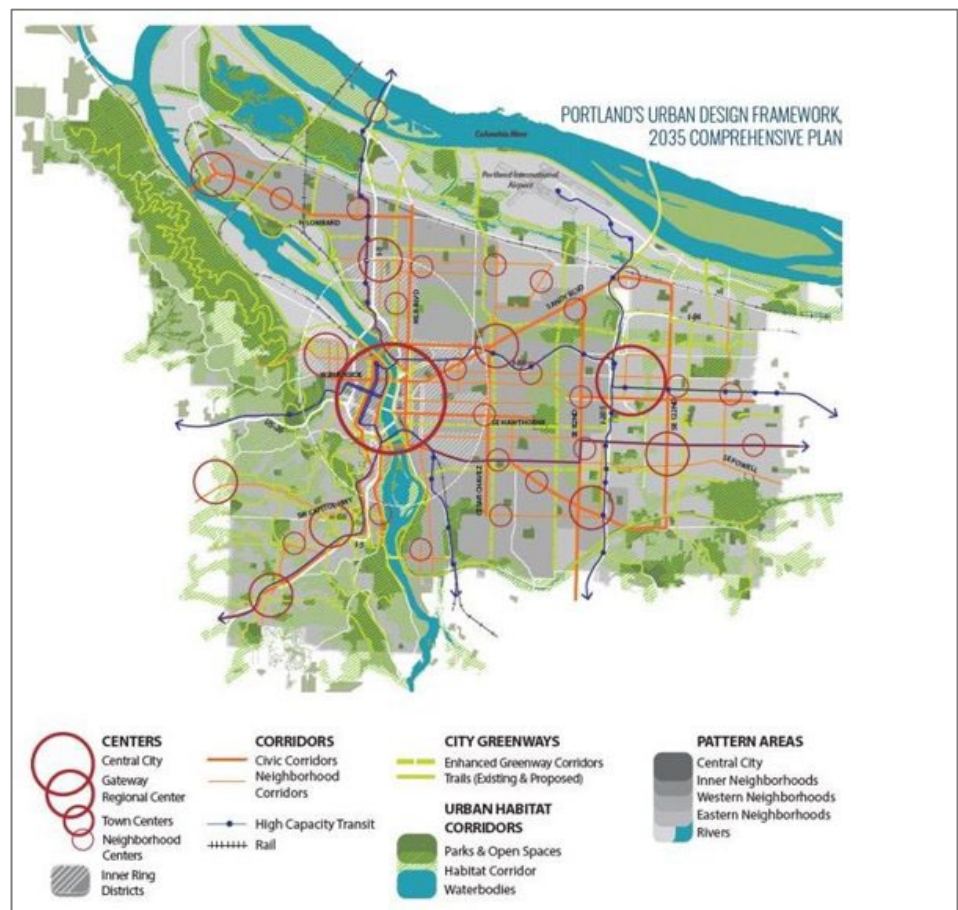


While the preservation of industrial land is an important component of the City’s economic development strategy, vacant, underutilized, and environmentally encumbered industrial land can hamper business development and lead to disinvestment. Policies that lock in protections for marginal industrial land, especially in areas with access to transit, open space, and services must be rethought considering the pressing need for housing and current economic conditions. The MPAP will ensure that future development meets the policy goals of building affordable housing, beyond what is required by inclusionary housing provisions, in an area with high-quality public transit, meeting climate and sustainability goals for development.

Further, to continue to support the city’s economic development and equity goals, the MPAP will require inclusion of non-residential development to help support new middle-wage jobs, and the creation of affordable commercial space. Under the current regulations neither the affordable housing nor the assurance of equitable, economic development outcomes would be possible. The MPAP furthers the goals of the Comprehensive Plan regarding access to opportunities, expansion of family-wage jobs and the encouragement of industrial activities in the city.

Comprehensive Plan Urban Design Framework

In addition to land use designation changes, the plan includes a northward expansion of the existing Northwest Town Center to incorporate the entirety of the MPAP area into its boundaries. This revised town center boundary will be reflected on the Comprehensive Plan Map and in the 2035 Comprehensive Plan Urban Design Framework. The expansion allows and works in tandem with the proposed Central Employment (EX) zoning being assigned to the plan area, the application of the associated Design overlay zone (d) and the expected extension of the streetcar to the area.



The Central Employment (EX) designation is generally used for Central City or Regional Center areas. However, based on the desire to retain a greater emphasis on employment in this area, the MPAP

applies Central Employment zoning instead of a high-level Commercial/Mixed Use designation. The use of the Central Employment designation in this area and the planned provision for streetcar service makes it appropriate to expand the town center boundaries to include the plan area.

Equity and Equitable Development Approach

Changes in land use designations can create significant land value benefits which often accrue to property owners. These changes may also impact provision of public infrastructure and public services and may burden existing workers and residents through job displacement, increased commercial rents, or housing costs. Therefore, the benefits of significant land use changes are more equitable when the private benefits of increased land value are shared with the public to offset potential burdens brought on by the changes. New regulatory tools and a public benefits agreement which defines the characteristics and timing of private contributions to public benefits, are proposed as part of the implementation tools for the plan. The types of benefits are outlined below, and implementation is further described in Section 5.

- **Middle-wage Jobs.** Industrial and Employment lands provide employment benefits to the city. These types of land use designations also contribute significantly to advancing equity goals by providing living-wage, low barrier to entry jobs that often benefit communities of color and other under-represented groups. The plan seeks to maintain opportunity for the types of jobs that might otherwise be forgone through land use changes that allow a broader mix of uses, by requiring minimum amounts of non-residential floor area in new development to accommodate employment, and incentives and bonuses that promote specific types of employment use. The regulations are expected to be supplemented by a public benefits agreement with large property owners requiring the creation of 800+ new middle-wage jobs, which will meet the employment related policy goals intended by the industrial land protections being modified.
- **Affordable Housing.** A substantial investment in affordable housing will help provide opportunities for a broad array of Portlanders, including those that may be employed in the new mixed-use district, nearby industrial employers, and others affected by rising housing costs. The plan is not expected to result in direct displacement of residents; the number of existing residential units in the plan area are few (8), and the proposed zoning will make the existing non-conforming residential uses conforming. Moreover, the plan seeks to add a significant number of housing units and achieve affordable housing beyond the requirements of inclusionary housing. Additional affordable units are expected to be provided in a near-term time frame, or at a greater number of units, through a combination of regulatory mechanisms, and a benefits agreement.
- **Affordable Commercial Space.** New development often commands the highest commercial rent levels, and new commercial spaces are often taken-up by national retailers and other credit tenants. Opportunities should be made available for affordable space such that smaller local businesses may provide an equitable mix of businesses in the new district and provide opportunity for entrepreneurship for a broader number of people. The plan seeks to provide affordable commercial space through regulations designed to provide such space, and via a public benefits agreement that provides incentives for affordable ownership opportunity.

- **Publicly accessible Open Space.** The new transit-oriented mixed-use district is expected to support thousands of workers and residents in the future. While Northwest Portland currently includes neighborhood parks (Couch Park, Wallace Park) as well as Forest Park which serves the broader region, a new greenspace to serve those living and working in the district is necessary. The plan offers regulatory and financial incentives to the private sector to aid in creating publicly accessible open spaces to serve this need in the district. See details in Section 5.
- **Wealth Building/Ownership Opportunity.** In addition to affordable housing and commercial space for rent or lease, the plan includes provisions for commercial space ownership. This is expected to be realized through a public benefits agreement that creates incentives for affordable commercial ownership opportunities.

Relationship to Existing Area Plans

The Guild’s Lake Industrial Sanctuary (GLIS) Plan, adopted in 2001 as an update of Portland’s 1980 Comprehensive Plan, is a policy document that covers a portion of the MPAP plan area. The purpose of the GLIS plan “is to maintain and protect this area as a unique place for a broad variety of industrial land uses and businesses.” The GLIS is implemented in part by the Guild’s Lake Industrial Sanctuary Plan District in the Portland Zoning Code (33.531). The MPAP area is called out in the GLIS as it was the interface between industrial uses to the north and the mixed-use residential neighborhood to the south and warranted specific attention. As such, the Guild’s Lake Industrial Sanctuary Plan District provided specific direction for development in the area between NW Vaughn and NW Nicolai streets that are within the MPAP area. The GLIS plan will be superseded by the Montgomery Park Area Plan in cases where there is geographic overlap and/or conflicting policy on land use or design guidance in the MPAP area. The GLIS is proposed to be amended to exclude the area governed by MPAP and maps and policies in the GLIS will be amended as necessary to reconcile the plans – see Volume 4.

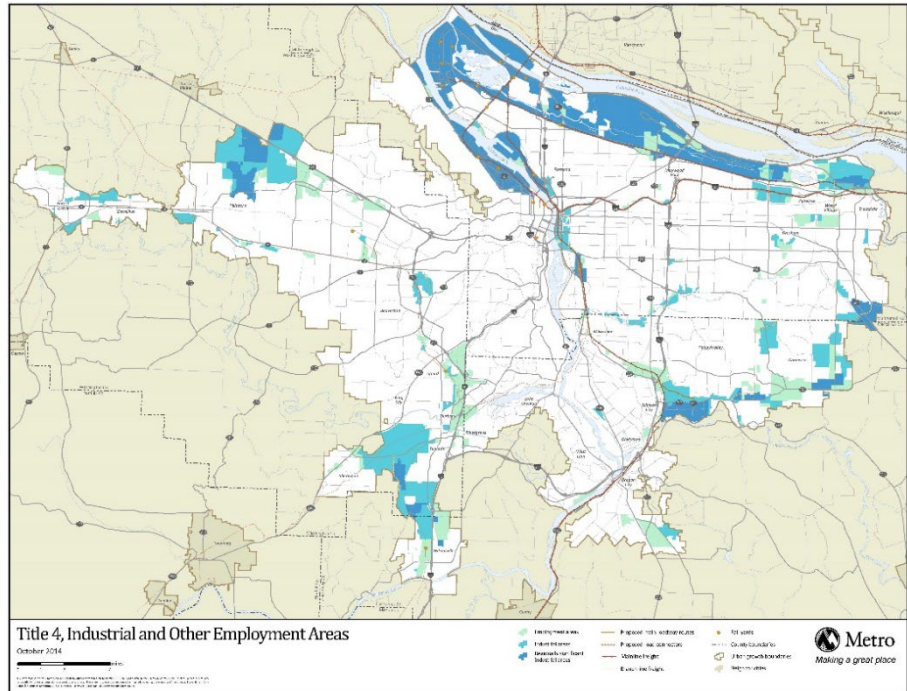
The Northwest District Plan, adopted in 2003 as an update of Portland’s 1980 Comprehensive Plan, is a policy document that covers a portion of the MPAP plan area. The Northwest District Plan “is intended to protect and enhance the livability, urban character and economic vitality of this inner-urban area while providing a means for guiding change over time.” The Northwest District Plan is implemented in part by the Northwest Plan District in the Portland Zoning code (33.562). The Northwest District Plan includes a portion of the area north of Vaughn within the plan’s Urban Design Concept and also provides design guidance for development as part of the Desired Characteristics and Traditions statements for Urban Character Area E: Vaughn Corridor. The Northwest District Plan will be superseded by the Montgomery Park Area Plan in cases where there is geographic overlap and/or conflicting policy on land use or design guidance in the MPAP area. The Northwest District Plan is proposed to be amended to exclude the area governed by MPAP and the maps and policies amended as necessary to reconcile the plans – see Volume 4.

Metro Title 4 Regional Industrial and Other Employment Lands Map

The Metro regional government has an adopted Urban Growth Management Functional Plan (UGMFP) that provides tools to meet the goals of the 2040 Growth Concept, Metro’s long-range growth management plan for the Portland Metropolitan area. Metro’s UGMFP has a number of titles related to the various growth management goals of the 2040 Growth Concept. Title 4 pertains to Industrial and Other Employment Lands and contains a number of goals related to the supply and protection of employment lands. A correlated Title 4 Map shows the location of these lands in the region.

The Metro Title 4 Map is the guiding map for Industrial and Employment Lands in the Metro region. As shown on the Title 4 Map, the MPAP geography includes approximately 50 acres of Regionally Significant Industrial Land and 17 acres of designated Employment Land. Title 4 limits the size of retail sales and service uses, addresses the size of newly created lots, and includes other exceptions or limitations on certain uses.

The Metro Council has the ability to periodically evaluate its growth management tools, including the Title 4: Industrial and Other Employment Areas map, to ensure they align with the policy goals of the Regional Framework Plan (RFP). Future efforts will seek to further align regional and local plans.



Comprehensive Plan Map Changes

The 2035 Comprehensive Plan Map depicts a long-term vision of how and where the city will accommodate anticipated population and job growth. Its designations are tied to policy statements in the Comprehensive Plan and they specify, by site, where various land uses can be located.

The MPAP proposes to change the Comprehensive Plan Map designations in the plan area from today's mix of predominantly Mixed Employment (ME), Central Employment (EX) and Industrial Sanctuary (IS) designations to predominantly Central Employment (EX) and Mixed Employment (ME). The existing Comprehensive Plan Map is shown in Section 2. The recommended Comprehensive Plan Map designations are intended to facilitate a transition to a denser, mixed-use, transit oriented neighborhood.

The Central Employment (EX) designation anticipates a wide variety of employment, commercial, service and housing uses at significant development intensity. It is proposed to allow existing uses and new development to continue the district's employment focus but also allow the introduction of housing and additional commercial uses in the area. The plan acknowledges that the introduction of housing and a broader array of commercial uses, services and institutions has the potential to impact the viability of some employment and light industrial uses. Thus, along with the designation changes there are proposed zoning code plan district provisions— discussed in Section 5— that help support continuation of employment and light industrial uses and mitigate for potential impacts between uses.

Zoning Map Changes

The Zoning Map generally reflects the designations assigned by the Comprehensive Plan Map, though in some areas where infrastructure deficiencies or other development limitations exist, the maps may not match. The corresponding zone for the Central Employment Comprehensive Plan designation is

Central Employment (EX), which allows a wide variety of employment, commercial, service and housing uses at significant development intensity. The *2035 Comprehensive Plan* also directs that the EX zone is accompanied by the Design ('d') overlay zone. The Mixed Employment Comprehensive Plan map designation is typically implemented by the General Employment zone (EG1 or EG2). The EG1 zone was selected for the MPAP area, reflecting its urban location and desired future development pattern.

Further, the Design overlay in town centers and corridors requires creation of a character statement for use as part of the Citywide Design Guidelines with future application of Design Reviews. See below, and Volume 2, for more details.

Zoning Code Amendments

In order to achieve the vision for mixed use development additional zoning provisions are needed to augment the provisions of the proposed base zones. These additional provisions are intended to ensure an urban, transit-oriented mixed use future development pattern featuring employment, high density housing, 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/offsets for publicly accessible open space. To address these, a new "Vaughn-Nicolai Plan District" (zoning code chapter 33.590) is proposed for the area between NW Vaughn and NW Nicolai Streets, west of Highway 30. A summary of the zoning code plan district provisions is in Section 5. The proposed zoning code and commentary indicating legislative intent is in Volume 2.

Design Character Statement

The Plan area, a new extension of the Northwest Town Center, is expected to be an area of growth and high activity. In recognition of this important role, and as with other designated centers, additional consideration of how this area looks and feels is implemented through use of a Design overlay (d-overlay) zone. All sites zoned Central Employment (EX) will be designated with the d-overlay zone.

The Design overlay zone provides two options for development proposals: the objective track (using design standards) or the discretionary design review track (using design guidelines). Under the objective track, a development must meet additional design development standards. In some cases, a project may not qualify to use the objective design standards. In this case, design review is required, and decision-makers use the adopted Portland Citywide Design Guidelines to review projects. The design guidelines give direction for each project that offers flexibility in how to meet them.

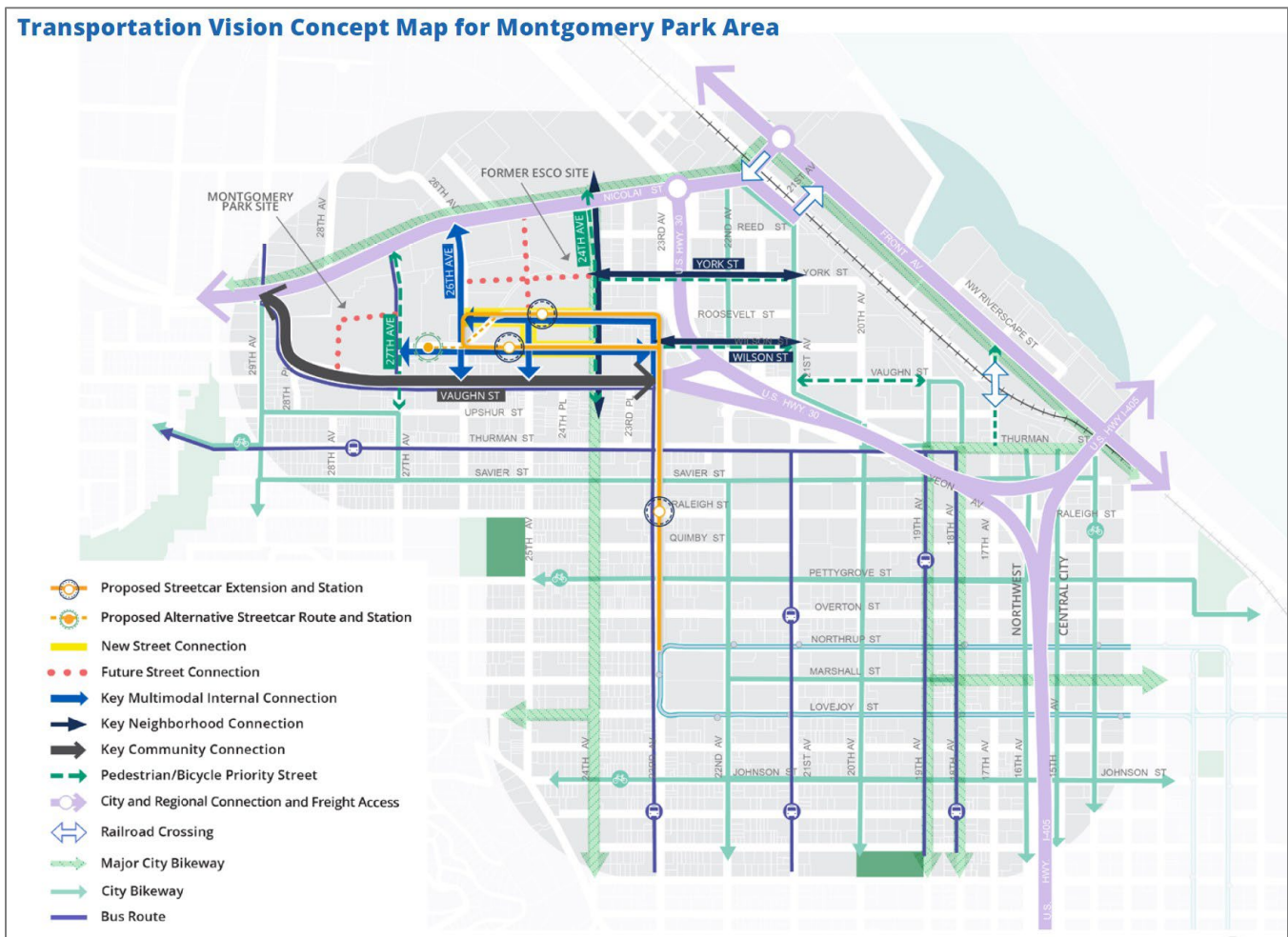
New area plans for centers, such as the MPAP, must also include a design character statement to help guide future design reviews. Once adopted, character statements are incorporated into the Citywide Design Guidelines. Character statements provide design reviews with a richer, more specific context description to guide how new development should address the area's character-defining features, ecological context, resources, and social and cultural values. The goal of the Character statement is to help development be more responsive to the unique context of the center and the people who reside and work there.

The Plan includes a new Montgomery Park Area Character Statement. The statement reflects the community’s perspectives on the area’s history and their aspirations, which are translated into design guidance. The proposed Montgomery Park Area Character Statement and other related details can be found in Volume 2.

Sites designated as historic resources, such as the Montgomery Park and American Can complex, are subject to the historic resource review process rather than design reviews.

Transportation System

A multimodal transportation system with improved facilities and capacity is critical to the implementation of the land use proposal. The transportation proposal for the area focuses on extending streetcar transit, completing the road network in the area, and reducing transportation impacts to the adjacent Guild’s Lake industrial area and the Northwest District to the south. More details are included in the *Montgomery Park Area Transportation Plan* included in Volume 3, but the fundamental transportation elements are listed below.



Transit and Streetcar. The transportation projects and policy recommendations for this area support comfortable and convenient transportation choices. This includes an extension of the Portland Streetcar. Streetcar service is planned as an extension of the N-S line that currently serves the Northwest District on NW Lovejoy, NW Northrup streets and NW 23rd Avenue. The streetcar would extend north on NW 23rd Avenue and serve the Montgomery Park area via a one-way parallel couplet 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 transit hub at its 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 Transportation System Development Charge (TSDC) funds or other local sources. A contribution from the City's General Fund is not assumed. Use of City funds for the streetcar extension is predicated on a Public Benefits Agreement, developed in tandem with the Plan, and a finalized Local Improvement District funding agreement for the streetcar extension area.

Street Network. A core framework of streets is critical to serve the mobility needs and success of the area. This includes completion of the following key area streets as shown on the map and detailed in the [Montgomery Park Area Transportation Plan \(Volume 3\)](#). Completion of the system includes:

- NW Wilson Street: Complete and improve as a public street from NW 23rd to NW 26th 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. The upgraded NW Wilson Street will also include improved pedestrian and bicycle facilities. The area between NW 26th and NW 27th avenues would have two-way traffic and may support streetcar end-of-line and turnaround.
- NW Roosevelt Street: Complete and improve as a public street from NW 23rd to NW 26th avenues. This includes dedication of a full public right-of-way between NW 24th and NW 26th avenues. This street would include improvements for one-way west-bound traffic and streetcar service, as well as improved facilities for pedestrians and bicyclists.
- NW 23rd Avenue: This includes significant roadway reconstruction and signal upgrades from NW Lovejoy Street to NW Thurman Street and a streetcar extension from NW Northrup Street to NW Roosevelt Street. This street would also include improvements for accessibility, pedestrians and bus service. New traffic signals are planned at the intersections of NW 23rd Avenue and Wilson Street and NW 23rd Avenue and Roosevelt Street to manage streetcar movement.
- 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 future north-south street connection could vary depending on development plans but must meet Title 17 connectivity requirements.

- NW 26th Avenue: Improve the existing public street to accommodate southbound streetcar service and bicycle travel from NW Roosevelt Street to NW Wilson Street.
- NW York Street: a future east-west public street between NW 26th Avenue and NW 24th Avenue is required for connectivity in conjunction with redevelopment of this area. 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 Avenue to NW 24th Avenue may require pavement reconstruction and rail removal.

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

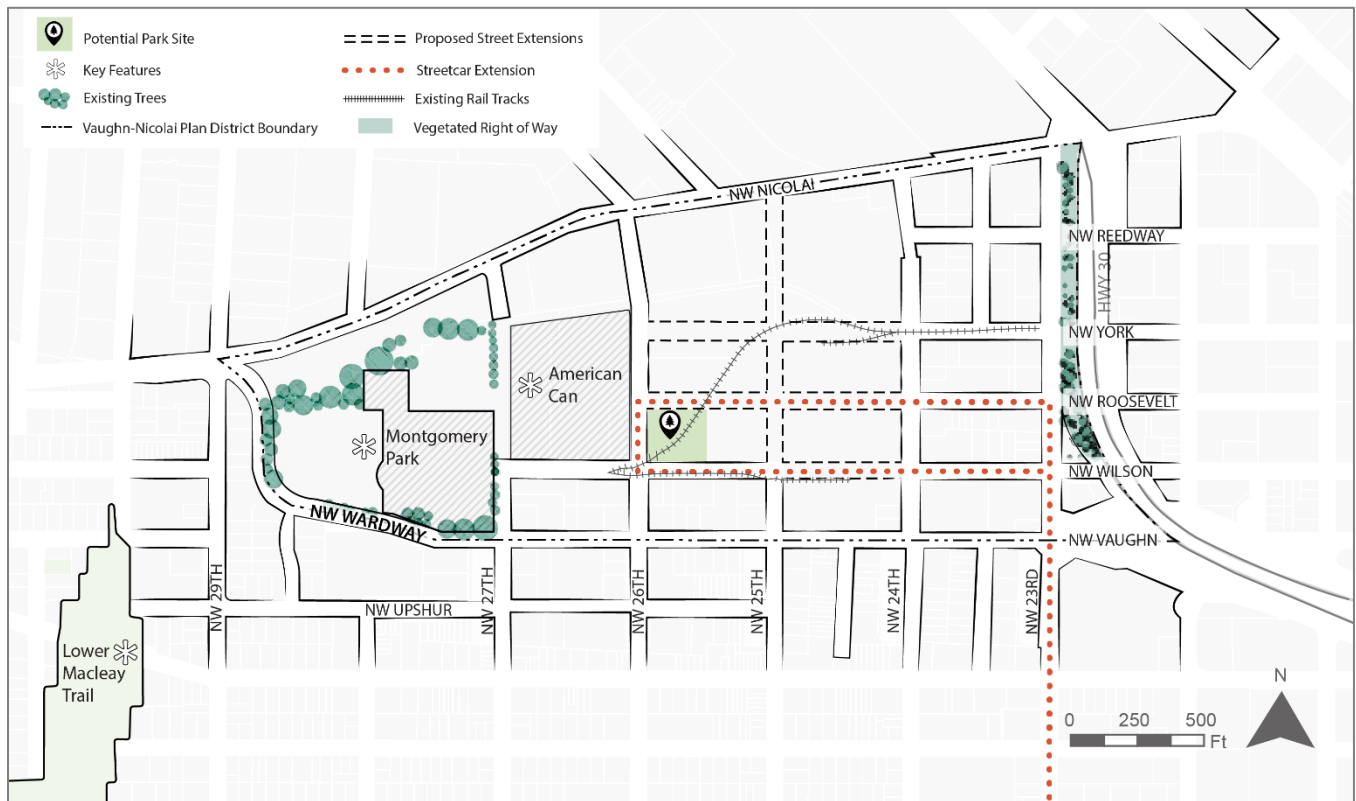
Pedestrian and Bicycle. The proposed land use concept carries forward transportation classifications from the Northwest District to the south. Neighborhood greenways on NW 24th and NW 27th avenues will continue north between NW Thurman and NW Nicolai streets. A Major City Walkway will continue on NW 23rd Avenue between NW Vaughn and NW Wilson streets to connect the existing Neighborhood Main Street on NW 23rd Avenue to the one proposed on NW Wilson Street. A City Walkway will continue on NW 25th Avenue between NW Thurman and NW Roosevelt streets. NW Wilson and NW Roosevelt streets will operate as a couplet with a high-quality pedestrian environment and bicycle facilities to serve east-west circulation and access to key destinations. The transportation plan also includes circulation changes to disperse vehicle trips across the area to support a more pedestrian-friendly NW Vaughn Street with improved crossings.

NW Parking Program. The transportation plan includes recommendations for transportation demand management, including parking management. Northwest 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 the development of a parking program in the area as it redevelops and on- and off-street parking are formalized. A parking district would help manage traffic impacts as well as provide a source of funding for needed improvements in the area.

Parks and Open Areas

Over time, the MPAP is expected to result in the creation of thousands of new jobs and housing units in a vibrant new mixed-use district. New residents and workers would benefit from the development of publicly accessible open spaces or parks to provide opportunities for outdoor relaxation and activities. The plan calls for regulatory measures such as outdoor area incentives and non-regulatory measures, such as a public benefits agreement, to help facilitate creation of these spaces. Of these areas, a significant green space or park of roughly one-acre is envisioned for the plan area. To support this aspiration, the Public Benefits Agreement developed with the MPAP includes guidance for the potential location of this major open space to serve the area, as shown in the following diagram. This public greenspace or park is envisioned as a “green park block” space of roughly 40,000 square feet, developed with pervious surfaces and programmed to provide generally passive recreation opportunities for those in the district.

Because the land uses in the plan area are currently non-residential, the area is not currently identified as parks deficient on Portland Parks and Recreation (PP&R) Level of Service analysis maps. PP&R generally prioritizes new park investments in areas currently identified as under-served (beyond a 10-15 minute walk, or ½ mile, to a park). However, since the plan proposes the creation of a significant residential and mixed-use neighborhood, a park will be needed based on current PP&R metrics. Parks in the general vicinity, such as The Fields Park, Wallace Park, and Couch Park, are well beyond the ½ mile target proximity, and all three are already heavily used and at capacity for serving existing residents living closer to those parks. To meet the park needs of the new community being created by the MPAP a greenspace is envisioned to be developed in a private-public partnership with property owners who could benefit from financial and regulatory offsets through creation of this public space.



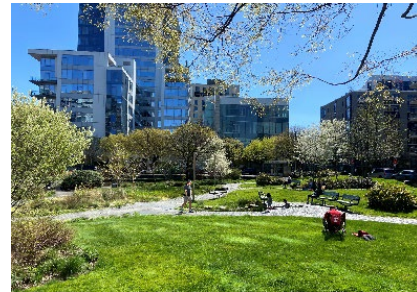
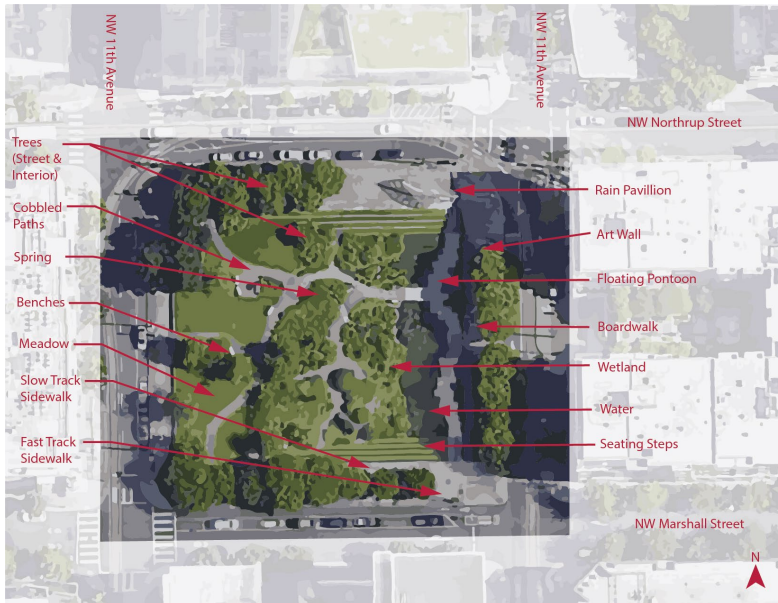
Envisioning a Future Public Park

During outreach and engagement efforts for the MPAP, community members expressed their desires for and ideas on what a future public park should incorporate. Much of the feedback suggested that more space is needed to accommodate children and families in the area. Commenters requested that a future park include both flexible space, such as large open green spaces, with grass and trees, as well as programmed spaces for recreation, dog off-leash areas, and community gardens. Other ideas included incorporating micro-forested areas, along with water features, to reference the area’s proximity to Forest Park, encourage wildlife to the area, and to help reduce the area’s urban heat island impact. Requests were also made to incorporate the site’s existing historic rail tracks to acknowledge the area’s industrial character and history.

Park Precedents for Size and Programming

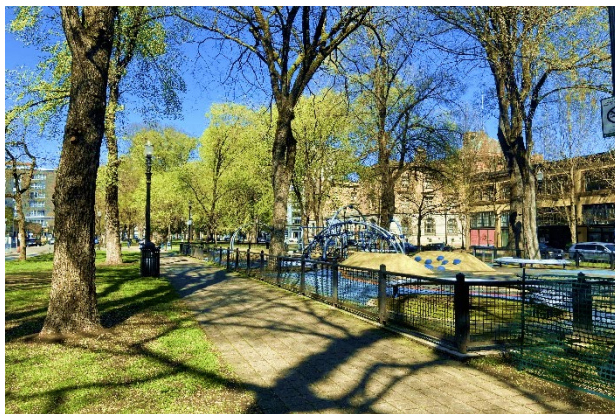
Since the plan envisions a one-acre site, or “green park block” for this future public park, it’s important to visualize how this space could be activated. This section offers two precedents to explore ways to maximize a one-block site within an urban environment, as well as a visualization of ideas for programming this space which were offered by community.

A one-acre site could accommodate several different programmed elements, allowing for both passive and active engagement. Tanner Springs Park (images below), a one-block park in Northwest Portland, is comparable in size to this future open space and offers an array of amenities.



Starting clockwise from left: Aerial view of Tanner Springs Park; View of Tanner Springs Park looking southwest; View of Tanner Springs Park looking south.

In terms of park features and programming, community feedback referenced that the new park be similar to that of the North and South Park blocks (images below). Commenters like the combination of the park's flexible open spaces, trees, seating, and programmed areas, such as playgrounds and markets. PP&R can help or lead a community design process to finalize the type and features that would be included in the park.



Starting from left: View of playground on North Park Blocks; View of PSU Farmers Market on South Park Blocks

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 plan area but will require extension of lines to serve individual development parcels as streets are constructed and development is proposed. Impacts to the existing water system infrastructure from the Streetcar extension and changes to the streetscapes in the Plan area will need to be addressed.

Sanitary Sewer and Stormwater Management Systems

The Bureau of Environmental Services (BES) provides sanitary sewer and stormwater management services within Portland. The Montgomery Park Plan area is served by both the “combined” sanitary and stormwater system¹ and “separated” sanitary and stormwater systems. To understand the implications of future development for these systems, BES assessed existing conditions and modeled the impacts of stormwater and sanitary flows from anticipated future development. These models were based on development concepts generated for the Montgomery Area Plan in 2021. They did not include assessments of the potential impact of weather changes associated with climate change.

Initial modeling of existing conditions identified localized capacity issues in NW Nicolai Street. Other combined pipes in the area also have limited remaining capacity to manage additional combined sanitary and stormwater flows. In addition, a storm sewer pipe within NW Nicolai Street has capacity issues, which could contribute to street flooding. If new development manages stormwater consistent with the [Stormwater Management Manual](#), these risks should not increase, however, to manage combined sewer capacity in NW Nicolai Street, BES may consider having future development connect sanitary services to combined pipes on NW Wardway or NW Wilson St.

The Stormwater Management Manual allows flexibility in the type of stormwater management facilities that developments can use, however, within this area, high densities, poorly infiltrating soils, and potential soil contaminants associated with historic industrial uses could limit those choices. Ecoroofs are stormwater facilities that are suited to these site conditions. They also provide public benefits, such as mitigating urban heat island impacts, attracting birds and pollinators, and improving air quality. BES modeling results indicate that having substantial ecoroof coverage in this area could also reduce the risk of summertime combined system overflows into the Willamette River.

In addition to complying with the Stormwater Management Manual, developers will be required to ensure that new development is adequately served by sanitary and stormwater infrastructure and may be required to make needed improvements. For development on sites over two acres, BES is calling for developers to submit an infrastructure plan that demonstrates that new storm, sanitary, or combined systems are phased, sited, and sized to serve final build out of the site, and that their connections to existing infrastructure make effective use of existing system capacity. This can happen through a land division, planned development, public works permit, or other acceptable process. Ideally, such a plan will demonstrate how transportation, water, sanitary, and storm infrastructure will be designed and implemented on the site in a coordinated manner. Such an approach will provide the City and the developer greater certainty about how the project will be served and improvements will be phased, which could simplify later permit processes.

¹ Within the combined system, stormwater and sanitary flows go into the same pipes, which flow to the treatment plant. When flows into the combined system exceed capacity, they may overflow into the Willamette River. This is known as a “combined system overflow.” In the “separated” system, sanitary and stormwater flows are collected separately, and stormwater may be discharged to a river or stream in accordance with DEQ regulations.

Page intentionally left blank.

5. Implementation Tools

The Montgomery Park Area Plan will be implemented through several regulatory and non-regulatory tools. This section provides more information on the following proposed implementation tools:

- Recommended Comprehensive Plan Map
- Recommended Zoning Map
- Employment and Industrial Districts Map, Figure 6.1
- Urban Design Framework-- Northwest Town Center Boundary
- Zoning Code-- Recommended Vaughn-Nicolai Plan District
- Zoning Code-- Northwest Plan District Amendment
- Design Character Statement
- Transportation Projects and System Plan Elements
- Public Benefits Agreement
- MPAP Action Chart

Recommended Comprehensive Plan Map




The 2035 Comprehensive Plan Map depicts the long-term vision of how and where the city will accommodate anticipated population and job growth. Its designations are tied to policy statements in the Comprehensive Plan, and they specify, by site, where various land uses can be located.

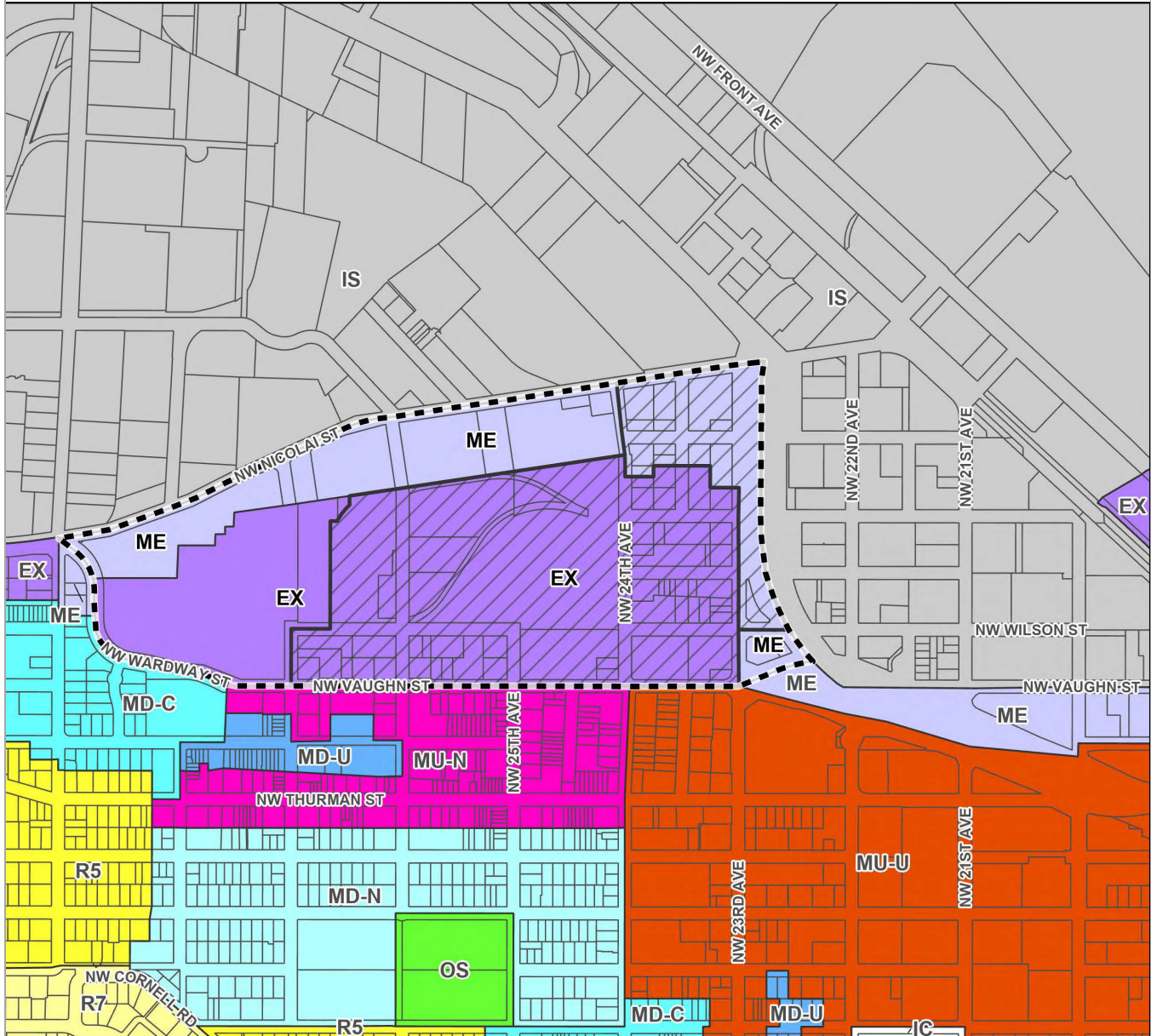
The Recommended Comprehensive Plan Map for the MPAP is shown on the following page. Portions of the area would be changed to the Mixed Employment (ME) designation and the Central Employment (EX) designation.

The acreage of the area proposed by Comprehensive Plan Map changes is shown in the table below.

Comprehensive Plan Map Change (current to recommended)	Gross Acres (with street areas)	Net Acres (not counting street areas)
IS to EX	8.5	5.7
IS to ME	9.0	3.7
ME to EX	33.8	28.1
Total	51.3	37.5

Montgomery Park Area Plan Recommended Comprehensive Plan

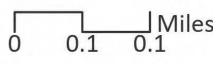
-  MPAP Boundary
-  Comp Plan Map Change
-  Taxlots
- Comprehensive Plan Designation**
-  Central Commercial (CX)
-  Central Employment (EX)
-  Industrial Sanctuary (IS)
-  Multi-Dwelling - Corridor (MD-C)
-  Multi-Dwelling - Neighborhood (MD-N)
-  Multi-Dwelling - Urban Center (MD-U)
-  Mixed Employment (ME)
-  Mixed Use - Neighborhood (MU-N)
-  Mixed Use - Urban Center (MU-U)
-  Open Space (OS)
-  Single-Dwelling 5,000 (R5)
-  Single-Dwelling 7,000 (R7)



09/2024
 City of Portland, Oregon || Bureau of Planning and Sustainability || Geographic Information Systems

The information on this map was derived from City of Portland GIS databases. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions or positional accuracy.

The City of Portland ensures meaningful access to city programs, services, and activities to comply with Civil Rights Title VI and ADA Title II laws and reasonably provides: translation, interpretation, modifications, accommodations, alternative formats, auxiliary aids and services. To request these services, contact 503-823-7700, City TTY 503-823-6868, Relay Service: 711.
 S:\gis\Projects\Montgomery_Park_Plan\Map\MP_Plan_20240320.aprx



THE BUREAU OF **PLANNING & SUSTAINABILITY**

Recommended Zoning Map

Zoning directs how land can be used and what can be built on any given property. The zones are defined in the Portland Zoning Code, which also contains regulations that specify the permitted uses and intensity, and required standards, on any given site.





The Recommended Zoning Map for the MPAP is shown on the following page. Portions of the area would 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. The recommended zoning also removes the Prime Industrial overlay zone (k) from properties in the plan area.

The acreage of the area proposed by Zoning Map changes is shown in the table below.






Zoning Map Change (current to recommended)	Gross Acres (with street areas)	Net Acres (not counting street areas)
EG1 to EXd	16.9	12.5
EG2 to EG1	4.0	3.2
IG1k to EXd	8.5	5.7
IG1k to EG1	9.0	3.7
IHk to EG1	12.3	10.2
IHk to EXd	16.8	15.6
Total	67.5	50.9

Montgomery Park Area Plan

Recommended Zoning

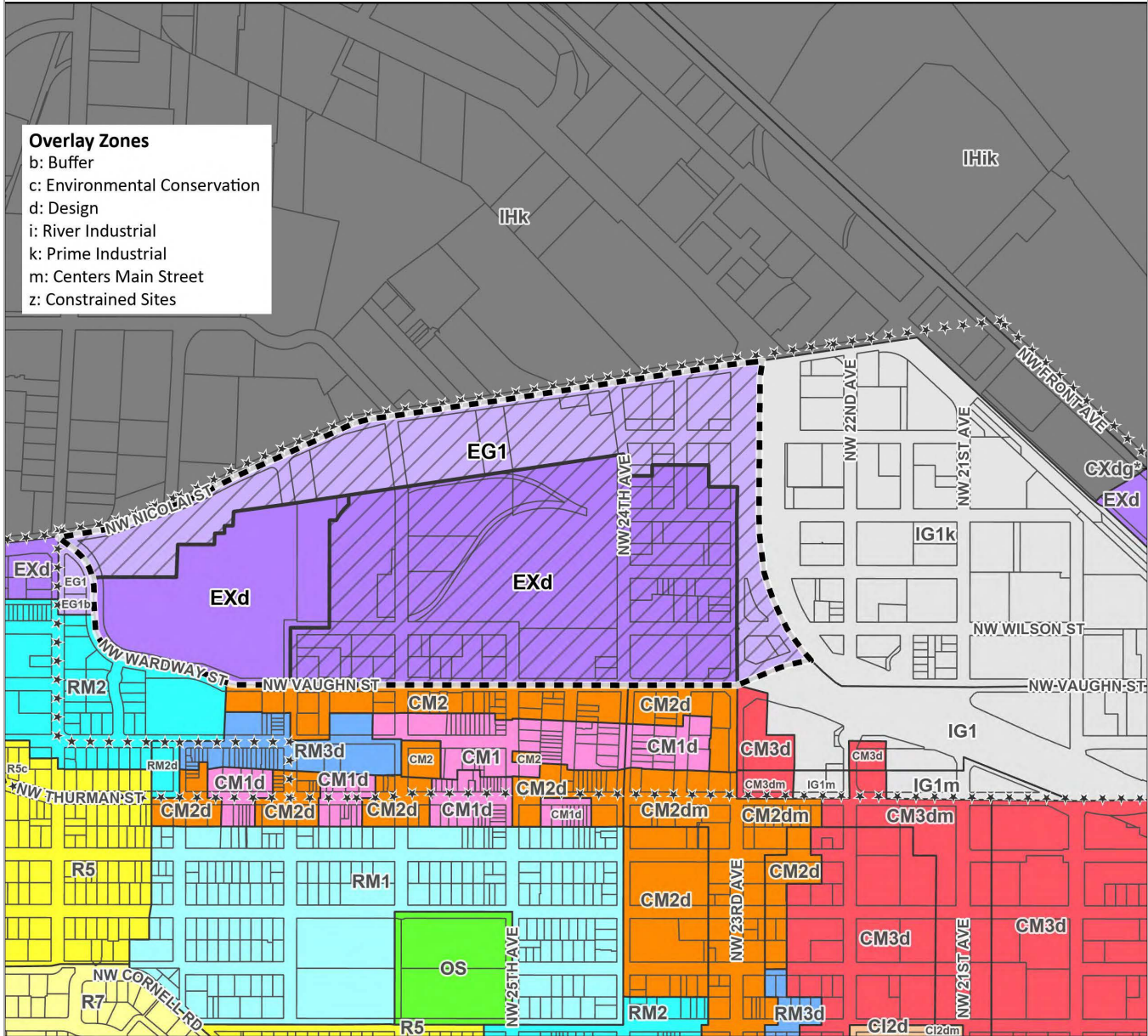
-  MPAP Boundary
-  Base Zone Change
-  Taxlots
-  Major Public Trails

Base Zones

-  Open Space (OS)
-  Single Dwelling Residential 5,000 (R5)
-  Residential Multi-Dwelling 1 (RM1)
-  Residential Multi-Dwelling 2 (RM2)
-  Residential Multi-Dwelling 3 (RM3)
-  Campus Institutional 2 (CI2)
-  Commercial Mixed Use 1 (CM1)
-  Commercial Mixed Use 2 (CM2)
-  Commercial Mixed Use 3 (CM3)
-  Central Commercial (CX)
-  General Employment 1 (EG1)
-  Central Employment (EX)
-  General Industrial 1 (IG1)
-  Heavy Industrial (IH)

Overlay Zones

- b: Buffer
- c: Environmental Conservation
- d: Design
- i: River Industrial
- k: Prime Industrial
- m: Centers Main Street
- z: Constrained Sites



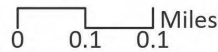
09/2024

City of Portland, Oregon || Bureau of Planning and Sustainability || Geographic Information Systems

The information on this map was derived from City of Portland GIS databases. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions or positional accuracy.

The City of Portland ensures meaningful access to city programs, services, and activities to comply with Civil Rights Title VI and ADA Title II laws and reasonably provides: translation, interpretation, modifications, accommodations, alternative formats, auxiliary aids and services. To request these services, contact 503-823-7700, City TTY 503-823-6868, Relay Service: 711.

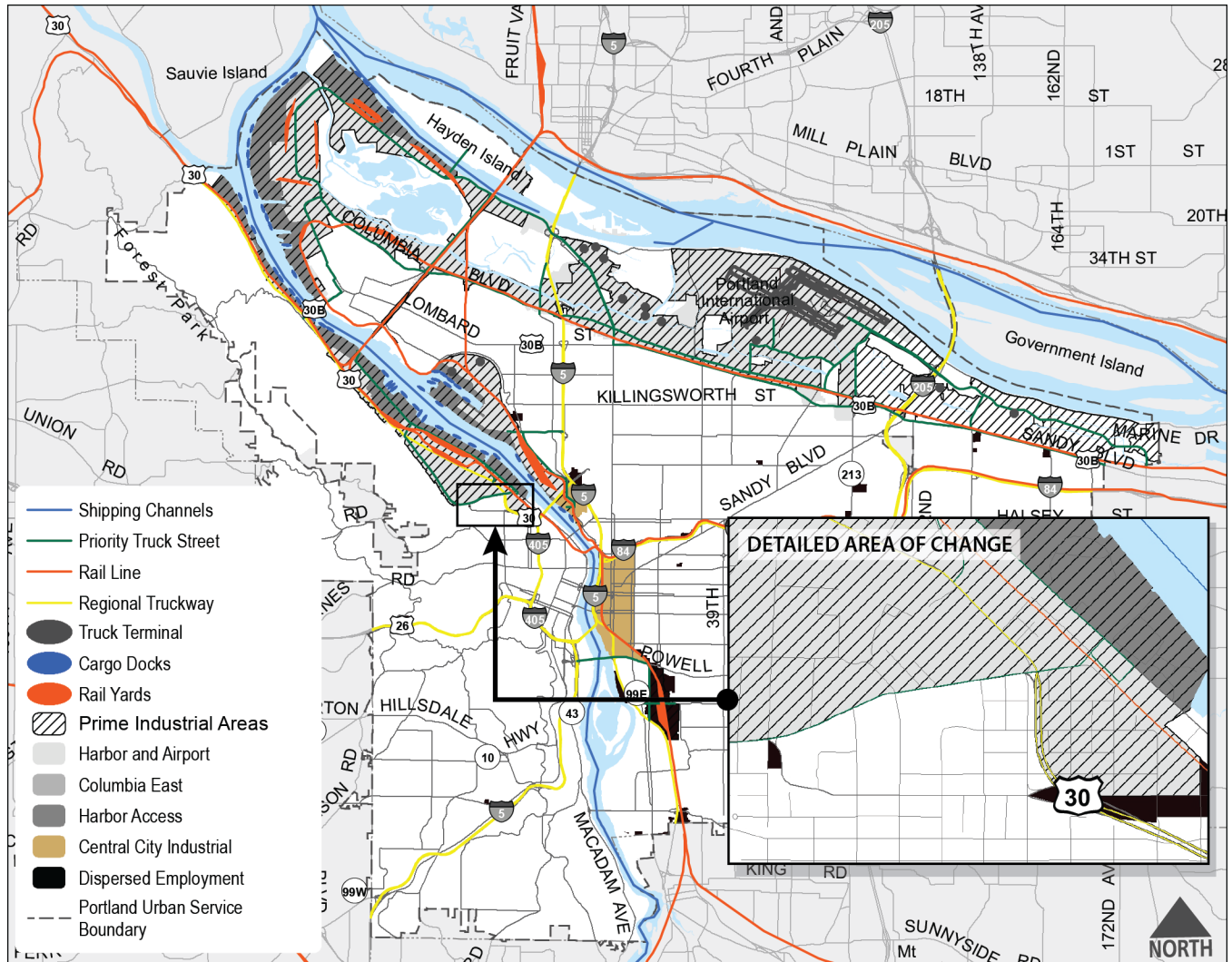
S:\gis\Projects\Montgomery_Park_Plan\Map9\MP_Plan_20240320.aprx



THE BUREAU OF **PLANNING & SUSTAINABILITY**

Industrial and Employment Districts Map, Figure 6.1

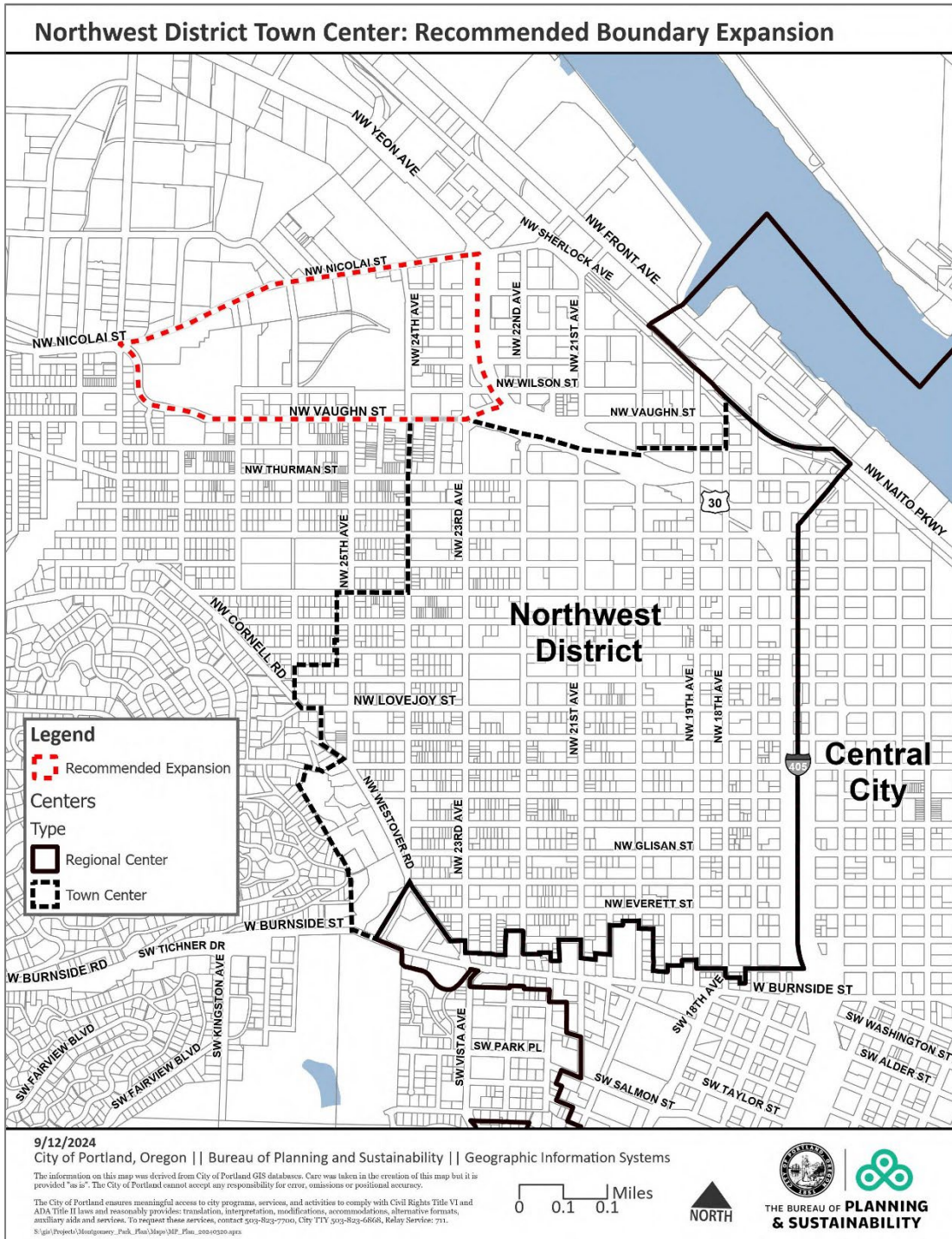
Application of high-density Central Employment land use designation and zoning, and application of the Design overlay zone, suggest the need to remove the MPAP area between NW Vaughn and NW Nicolai streets, west of Highway 30, from the Portland Industrial and Employment Districts map. Figure 6.1 Industrial and Employment Districts, is proposed to be amended as shown below.



Proposed amendment to City of Portland 2035 Comprehensive Plan, Industrial and Employment Districts Map, Figure 6-1.

Urban Design Framework – Northwest Town Center Boundary

Application of high-density Central Employment land use designation and zoning, and application of the Design overlay zone, suggest the need to incorporate the MPAP area in a town center. The MPAP proposes to amend the 2035 Comprehensive Plan Map to reflect the expanded Northwest District Town Center boundary as shown below.



Zoning Code – Recommended Vaughn-Nicolai Plan District

To achieve the MPAP vision for a vital mixed-use area, new zoning provisions are proposed to augment the regulations of the base zones. These additional provisions are intended to ensure an urban, transit-oriented, mixed-use 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. They also promote or provide for public benefits in the form of affordable housing, affordable commercial space, and incentives/offsets for publicly accessible open space.

The recommended Zoning Code changes include a new “Vaughn-Nicolai Plan District” (zoning code chapter 33.590) for the area between NW Vaughn and NW Nicolai streets, west of Highway 30. See below for a summary of the Plan District provisions.

In addition, amendments to the boundaries and related provisions of the Guild’s 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. See Volume 2: Zoning Code Amendments for additional details.

Summary of Plan District Provisions/Regulations

The following provisions for development allowances and limitations would be applied in the Vaughn-Nicolai Plan District in the Portland Zoning Code.

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. Non-residential uses are proposed to be required on sites within the plan district. Specific active uses will also be required on a portion of the ground floor of buildings on NW Wilson Street 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.

Floor Area Transfers. Floor area transfers may occur in the EX zone to sites in Subdistrict B. Floor area on sites designated for publicly accessible open area may be transferred to other subdistricts.

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 NW Vaughn Street. Additional height in the plan district (85’ to 120’) is allowed through bonus options.

Bonus provisions in the EX and EG zones. Four bonuses are proposed to be utilized:

- ***Inclusionary Housing Bonus.*** Development that triggers compliance with inclusionary housing provisions, or voluntarily complies, would be allowed additional floor area. The maximum height for buildings using this provision varies by subdistrict.
- ***Additional Affordable Housing Bonus.*** In the EX zone, the Additional Affordable Housing bonus provides additional floor area when a higher percentage of affordable units are provided. For key subareas, this provision may be superseded when a public benefits agreement exists and required affordable housing is built.
- ***Employment Bonus.*** In some subdistricts, the Employment bonus provides additional floor area when a uses in key employment categories are provided on-site.
- ***Transportation Adequacy Bonus.*** In subdistrict B, additional floor area in excess of 5:1 may be allowed only when adequacy of the transportation system is demonstrated.

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.

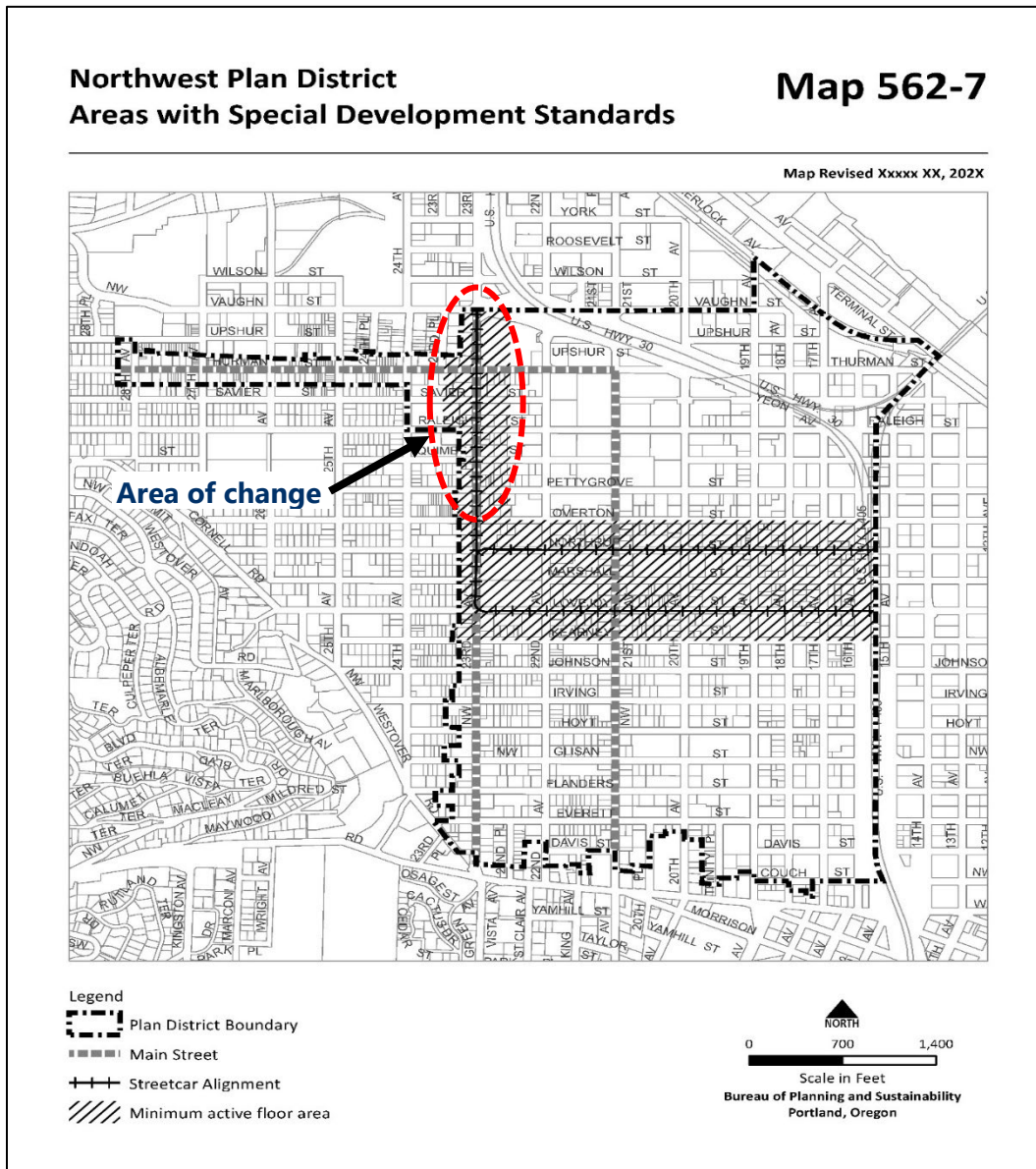
Outdoor Areas. Residential uses will be required to provide on-site outdoor areas that benefit the residents of new development. Exceptions or alternatives are included for proposals that consolidate their required outdoor areas into a larger public park or other publicly accessible open areas.

Transportation Demand Management. The Transportation Demand Management (TDM) provisions will be applied in this area. This will 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.

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.

Zoning Code – Northwest Plan District Amendment

The MPAP transportation element includes extension of the Portland Streetcar on NW 23rd Avenue north of NW Northrup Street. This area is subject to the Northwest Plan District (33.562), which includes additional zoning regulations that apply to sites near streetcar alignments. The plan district Map 562-7 showing streetcar alignments will be amended to show the new alignment proposed on NW 23rd Avenue. As a result, existing provisions/regulations regarding development near a streetcar alignment will apply to subject properties within 200 feet of the alignment. These regulations include requirements for active ground floor uses, prohibitions on drive through facilities and enhanced requirements for windows above the ground floor. See Volume 2 for additional details.



Montgomery Park Area Character Statement

The Plan includes a new Montgomery Park Area Character Statement. The statement reflects the community's perspectives on the area's history and their aspirations, which are translated into design guidance for future development projects subject to Design Review. Read the proposed Montgomery Park Area Character Statement and other related details in Volume 2.

Transportation Projects and System Plan Elements

The Plan includes a Montgomery Park Transportation Plan, found in Volume 3, to support the transition of the plan area to a comfortable, accessible and transit oriented mixed-use district. The Transportation Plan discusses the existing context, issues and opportunities in the area. It also recommends a series of updates to the Transportation System Plan, a component of the Comprehensive Plan updated every five years. These recommendations include a Master Street Plan, as well as classification updates for pedestrian, bicycle, transit, freight, emergency, street design and traffic in the area.

In addition to these recommendations, the plan also details specific recommended improvements to the pedestrian, bicycle, and transit system, including the extension of the Portland Streetcar to Montgomery Park to support the new district.

Public Benefits Agreements

An agreement between the City and the owners of the two largest properties in the plan area (Montgomery Park and the American Can Complex site; the former ESCO Steel site) for a defined set of public benefits, applicable only those properties, is an element of implementation. This agreement is intended to be adopted by City Council in tandem with the MPAP or with the funding mechanism for transit and street improvements. The benefits specified in such an agreement will 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 key provisions of a proposed public benefits package are summarized below. These are further defined in the Public Benefits Terms Sheet, included in Volume 5, the Appendix. The terms sheet will later be developed into a Public Benefits Agreement for City Council consideration.

Streetcar Funding. The agreement will include a commitment of private property owners to contribute to the streetcar extension project through dedication of right-of-way where future streets and streetcar alignments run through private properties. The owners will commit to participate in formation of and payment to a Local Improvement District, where contributions will be based on assessed benefits from the streets and streetcar. All streets will comply with the Montgomery Park Area Transportation Plan and the City Design Standards for Public Streets. The City of Portland will commit to the design, funding, and construction of the Portland Streetcar extension in a reasonable time frame. The City will seek Federal funding, advance the Local Improvement District and pursue adoption of the locally preferred alternative by the Portland City Council, TriMet and Metro.

Middle Wage Jobs. Prior to closure of the ESCO Steele foundry the 16-acre campus had 800 jobs associated with it. This equates to 871 building square feet per industrial job. This calculation is consistent with standards from other sources. The Public Benefits agreement would require that 800 middle wage jobs be provided on site. A middle-wage job is defined as a job, that does not require a four-year college degree or more to qualify, with a starting salary of \$57,000 annually or greater than 50 percent of the area median income for a family of four, as determined by the Federal Department of Housing and Urban Development. If the job goal is not met within 10 years from the effective date of the agreement, a proportionate per-job payment will be required into workforce development and training programs up to a maximum payment of \$4 million.

Affordable Housing. A minimum of 200 affordable housing units at 60 percent Median Family Income (MFI) must be constructed on one or more of the key development sites: the Montgomery Park Site, the American Can Company Complex or the former ESCO Steel site. These affordable units must be built prior to or concurrent with any market rate units and within seven (7) years of the effective date of the agreement. Until such time, each market rate project must include a higher share of units as affordable, 15 percent of units at 60 percent area median income. The 200 units of affordable housing constructed up-front and on-site are not eligible for City subsidies, ensuring that the limited supply of funds for affordable housing are being maximized.

Wealth Building/Ownership Opportunity. In addition to affordable housing and commercial space for rent or lease, opportunities for affordable ownership is a goal. The plan's public benefits agreement includes incentives for affordable commercial space ownership opportunities.

Commemoration of York. The property owners and the City will commit to a tangible commemoration of York, an enslaved member of the Lewis and Clark Expedition and first documented person of African descent to visit what would become Portland, Oregon. This commemoration will include funding and installation of one or more features memorializing York in a significant publicly accessible location within future development. This should be done in collaboration with the York Street Work Group which played a significant role in elevating the history of York in the planning process.

Public Open Area or Park. The property owners commit to the creation of a public park or open space within a central location in the Plan area. The park will be accessible to the public and will be built relatively early in the development of the area. Design, programming, and maintenance of the park will be coordinated between Portland Parks and Recreation and the property owners.

Montgomery Park Area Plan Action Chart

The action chart below includes regulations, programs and projects that help implement the desired vision for the plan area. Some actions would be adopted in the near term with the Comprehensive Plan Map and Zoning Code and Map changes, while others are future actions needed to fully realize the plan vision.

#	Action	Timeframe			Implementors & Notes
		Adopt Now	0 -10 years	TBD	
	Land Use				
LU1	Adopt changes to the <i>Comprehensive Plan</i> map and Zoning map to implement the Montgomery Park Area Plan (MPAP).	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	Adopt amendments to 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 the Recommended Zoning map.	X			BPS
LU5	Amend City of Portland industrial area map (Figure 6.1) to reflect changes in land use designations as appropriate.	X			BPS
LU6	Amend Metro Title 4 map to reflect changes in land use designations as appropriate.	X			Metro, City
LU7	Adopt a Montgomery Park Area Character Statement 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			BPS
	Economic				
E1	Support employment and job creation through regulations that require nonresidential space in development, and a public benefits agreement with middle-wage jobs targets.	X			BPS; Private property owners
E2	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
E3	Adopt regulatory and non-regulatory measures intended to promote the provision of affordable commercial space, aimed at benefitting underserved communities.	X			BPS; Prosper

#	Action	Timeframe			Implementors & Notes
		Adopt Now	0 -10 years	TBD	
	Transportation				
T1	Adopt a transportation plan for the MPAP area as part of the Comprehensive Plan, to include the following: a street plan; modal plans; transit plan; and funding strategy.	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	Develop a proactive parking management strategy for the Vaughn-Nicolai Plan District area as it redevelops, and pursue implementation of metered parking concurrently with new streets in the area.		X		PBOT
T5	Amend the Transportation System Plan (TSP) to remove the Freight District designation and apply a Pedestrian District designation to area withing the Vaugh-Nicolai Plan District, an extension of the Northwest District Town Center.		X		PBOT
	Housing				
H1	Create over 2,000 housing units in the Vaughn-Nicolai Plan District area through land use changes, housing investments, and private development actions.		X		Private sector; non-profits
H2	Create over 200 affordable housing units in the Vaughn-Nicolai Plan District area through a combination of land use regulations and private development actions and public benefits agreement. .		X		Private sector; non-profits
H3	Use a combination of regulations (bonuses, incentives) and a public benefits agreement to encourage affordable housing units more quickly or 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	Work with property owners of larger sites to conduct early and phased planning for sanitary and stormwater infrastructure systems in the Plan area. Coordinate plans and investments for infrastructure in the area with transportation projects, to leverage investments and ensure coordinated provision of infrastructure on the sites.		X		Private sector; BES, PWB, PBOT

#	Action	Timeframe			Implementors & Notes
		Adopt Now	0 -10 years	TBD	
E-I2	Adopt regulations that require green features, including landscaping, large trees and ecoroofs, to support air quality, cooling, and stormwater management.	X			BPS
E-I3	Consider designating the area as an Underground Wiring District to require subsurface power and telecom lines.			X	PBOT, private
E-I4	Identify opportunities for district and community energy systems in the study area.		X		Private, BPS
	Community Engagement				
CE1	Work with community members, groups including the York Work Group, property owners, and city and regional agencies to identify meaningful ways, through public art and placemaking, to honor York of the Lewis and Clark Expedition, as well as people and stories of Portland’s African-American history.		X		Property interests; non-profits; BPS; PBOT
CE2	Support and assist the York Work Group, and other community organizations, in their efforts to seek resources and be engaged in the work to create greater inclusivity of BIPOC Portlanders in the plan area, and consider as a further resource the <i>2019 Preliminary Racial Equity Analysis of NW Streetcar Expansion and Related Land Use Changes</i> .		X		BPS, PBOT, and other City Agencies
	Public Benefits				
PB1	Create an agreement with key property owners that details the type, amount and timing of public benefits, based on the “terms sheet” attached as an appendix to the Proposed Plan.	X			BPS, PHB, Prosper; City Attorney; private sector
PB2	Work with key property owners to create public spaces, including a public park/green space of at least 40,000 square feet located in the area between NW 24 th Avenue and NW Wardway and between NW Vaughn Street and a future NW York Street, consistent with the public benefits agreement.		X		Property owners, PP&R, BPS

MPAP Documents and Appendix

Volume 1: Montgomery Park Area Plan-- Recommended Plan Report

Volume 2: Montgomery Park Area Plan-- Regulatory Tools

Volume 3: Montgomery Park Area Transportation Plan

Volume 4: Amendments to Guild's Lake Industrial Sanctuary Plan and Northwest District Plan

Volume 5: Appendix: Draft Public Benefits Terms Sheet and Supporting Reports

- A. MPAP Draft Public Benefits Terms Sheet, As Amended – September 2024 [Efiles - MPAP Draft Public Benefits Agreement Term Sheet - As Amended Sept 2024 \(24/ED/111340\) \(portlandoregon.gov\)](https://efiles.portlandoregon.gov/record/15792516)
- 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 Equitable Development Report - January 2023 <https://efiles.portlandoregon.gov/record/15792516>
- F. 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>
- G. MP2H Urban Design Concept Open House – Public Comments Summary Report <https://efiles.portlandoregon.gov/Record/13976966/File/Document>
- H. 2019 Preliminary Northwest Racial Equity Analysis https://www.portland.gov/sites/default/files/2019-11/racial-equity-analysis-report_streetcar_final.pdf
- I. 2019 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

Contact

Barry Manning, Joan Frederiksen - BPS

Shawn Canny – PBOT

Email: mp2h@portlandoregon.gov

About City of Portland Bureau of Planning and Sustainability

The Bureau of Planning and Sustainability (BPS) develops creative and practical solutions to enhance Portland’s livability, preserve distinctive places, and plan for a resilient future.



THE BUREAU OF **PLANNING
& SUSTAINABILITY**

<http://portland.gov/bps>

503-823-7700

bps@portlandoregon.gov