

# Montgomery Park Area Plan

## As-Amended Draft - Exhibit B

### Volume 5: Appendix

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**December 4, 2024**



THE BUREAU OF  
**PLANNING &  
SUSTAINABILITY**



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## Montgomery Park Area Plan

### Draft Public Benefits Agreement Term Sheet As Amended – September 2024

The Montgomery Park Area Plan (MPAP) proposes land use and transportation changes to establish a new transit-oriented district in Northwest Portland west of Highway 30 between NW Vaughn and NW Nicolai streets. The Plan seeks to transition the area into a mixed-use employment district that will support both job growth and housing development. The MPAP includes proposed land use changes to promote equitable, transit oriented development and complement a future 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 development.

In addition to the regulatory measures above, the MPAP includes an anticipated Public Benefits Agreement with property owners of key large sites (Montgomery Park; American Can Complex; 1535 LLC/Former ESCO Steel site) to achieve plan objectives and equitable development outcomes.

The attached Draft Public Benefits Terms Sheet outlines the key parameters of a future Public Benefits Agreement between the City of Portland and the owners of the large properties noted above. The Public Benefits Agreement is expected to be developed over the coming months and presented to Portland City Council for adoption along with other provisions of the Montgomery Park Area Plan. The future Public Benefits Agreement will complement the regulatory aspects of the plan and addresses the following issues:

- Provision of Affordable Housing
- Creation of Middle-Wage Jobs
- Wealth Building via Opportunities for Affordable Commercial Space
- Creation of a Public Open Space or Park
- Commemoration of York and Cultural Placemaking
- Transportation Funding

The Draft Public Benefits Terms Sheet is attached.



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## Montgomery Park Public Benefits Agreement Preliminary Draft Term Sheet - As Amended

### Introduction

The City of Portland has developed a land use and transportation plan that will create a new mixed-use district in Northwest Portland, focused on the area west of Highway 30 between NW Vaughn and NW Nicolai streets. The plan will change current zoning to allow greater development intensities and a greater mix of uses on properties currently zoned for industrial and employment uses in an area served by extension of an existing streetcar line. This plan builds on the City's previous action which removed the Industrial Comprehensive Plan designation on the former ESCO site and replaced it with the Mixed Employment Comprehensive Plan designation. The plan would create the opportunity for several thousand new housing units, and hundreds of new regulated affordable units. A 1.6-mile extension of the Portland Streetcar (.80 miles each way) would serve the new development. Two large sites in the area are in development transition: the Montgomery Park office complex and the former ESCO Steel manufacturing site.

The vision of the project is to transform the area from a largely low intensity industrial area to a mixed-use neighborhood that includes employment, housing, and other community-serving land uses. Increased density and transit-oriented development support the City's goals to reduce carbon emissions and create additional capacity for housing and jobs. The plan would also create additional land value through city actions, including land use regulation changes and transportation investments – and these city actions must address City policies that call for equitable development. In this instance, the public benefits of the project must address the loss of industrial land and the middle-wage jobs that might have been supported by industrial development and must contribute to solving Portland's acute need for housing, including affordable units.

The terms summarized below seek to address these public needs, even as they recognize that the land in question is privately owned – and thus these benefits can only be realized through the opportunity created by future development.

The requirements listed here are intended to outline the means to direct some of the value created from the change in land use regulations and transportation investments toward providing broader public benefits. These benefits include middle-wage jobs, affordable rental housing, wealth building opportunities, and a new publicly accessible open space or park.

As part of this agreement, the City and the property owners acknowledge that these benefits rely in part on future development, and the proposal is intended to enable that development. The proposed agreement seeks to strike a balance between private value created and benefits to the larger community – while recognizing the area's previous industrial character and uses.

Because there is no housing currently developed on either the former ESCO site or the Montgomery Park site, this plan presents no risk of housing displacement on those sites. Instead, with the opportunity for an increase in middle wage job growth and additional affordable housing, there is an opportunity for future developments with a more equitable distribution of benefits to be realized from city and private investment.

This project has the potential to provide meaningful community benefits. It presents an opportunity to help address Portland’s housing crisis by increasing housing choices and affordable housing supply in an opportunity-rich and low-carbon neighborhood. The transit-oriented nature of this new community means that new residents can meet their daily needs without a personal vehicle. Increased density in an area with improved access to high quality, low-cost, and low-carbon transportation options that connect people to both nearby and regional destinations and job centers can reduce development pressure on Portland’s edges. This, in turn, lowers city development expenditures, helps preserve open spaces and farmland in a growing region, and supports more equitable and sustainable urban living.

### **Proposed Public Benefit Package Summary**

1. **Middle Wage Jobs.** A target of 800 middle wage jobs to be provided on site. If the job goal is not met within 10 years from the effective date of this agreement, a proportionate per-job payment will be required, which will be used to fund workforce development and training programs, up to a maximum payment of \$4 million;
2. **Small Business Job Creation.** Incentives for below-market-rate, for-sale and for-rent commercial spaces; and
3. **Minimum Affordable Rental Housing Units.** Construction of 200 units affordable to households making 60% of Area Median Income (AMI) prior to or concurrent with any market rate units and within seven (7) years of the effective date of this agreement or each housing project must include 15% of its dwelling units at 60% of AMI;
4. **Public Open Space.** Provision of a single, contiguous, publicly accessible open space that is a minimum of 40,000-square-foot in size and is centrally located within Subdistricts B, C and D of the Vaughn-Nicolai Plan District;
5. **Commemoration of York.** Commemoration of York through public art and placemaking in a significant publicly accessible location within the development.
6. **Transportation.** Commitment of private property owners to fund a portion of the public Portland Streetcar extension project through formation of a Local Improvement District;

### **Proposed Public Benefits Package Components and Considerations**

1. **Middle Wage Jobs.** The middle-wage jobs benefits package is intended to help offset the loss of prime industrial land and to continue to support middle wage jobs in this area. Prior to closure of the ESCO foundry the 16-acre campus had 800 jobs. This equates to 871 building square feet per lost industrial job. This calculation is confirmed by two sources: the US Energy Information Administration Survey of space utilization averages for specific building types which lists 1,500 square feet per industrial job and the landowner’s own current job density statistics for operating factories which ranges from 890 square feet to 2,500 square feet per employee. Thus, the actual job loss from the rezoning of industrial land is estimated at 800 jobs. Net new job production in Subdistricts B, C and D must therefore be equal to or greater than 800 new middle-wage jobs on site. If these job targets are not realized within 10 years from the effective date of this agreement, the property owners will make a proportionate payment of \$5,000 for each job under 800 not yet created, up to a total possible payment of \$4,000,000. Payment shall

be made into the Middle Wage Jobs Fund (MWJF) to support business development and/or jobs programs associated with the following programs: The Oregon Manufacturing Extension Program (OMEP) and Oregon Manufacturing Innovation Center (OMIC) or similar.

- a. A middle-wage job is defined as:
  - i. A job where the starting annual salary is a minimum of \$57,000 or greater than 50% of area median income (AMI) for a family of four, as published by the Federal Department of Housing and Urban Development, for the year in which the evaluation is taking place; and
  - ii. Does not require a four-year college degree or more to qualify; and
  - iii. Is within five priority industry clusters (Athletic & Outdoor, Green Cities, Food & Beverage Manufacturing, Metals & Machinery, and Software & Media), other traded sector industry, or otherwise meets criteria i. and ii.
  
- b. Small Business Job Creation - Middle Wage Job Requirement Reduction: Commercial condominiums sold at a cost that is 15% below market value to buyers from priority communities or affordable commercial space leased to priority communities at 20% below market rents would qualify for a reduction in middle wages jobs. The allowable reduction in middle wage jobs is one (1) employee for every 200 square feet of non-residential floor area sold or leased at below market value. For-rent, affordable non-residential spaces shall be leased at below-market rents for a period of no less than 10 years. A reduction in middle wage jobs in exchange for affordable for-rent or for-sale commercial space shall not exceed 20% of the required middle wage jobs.
  - i. Eligible renters or buyers shall initially be identified by contacting one or more Qualified Culturally Specific Organizations (QCSO). The developer/property owners shall make all reasonable efforts in this regard. The definition for a QCSO is the same as that used by Oregon Housing and Community Services (OHCS)]:
  
- c. Reporting, Monitoring, and Enforcement of Middle Wage jobs.
  - i. At intervals of 5, 7 and 10 years after the effective date of this agreement, the property owners will provide reports on how many net new total jobs and middle wage jobs have been created onsite since the effective date of the agreement.
  - ii. Progress toward the middle wage job requirements will be measured at the three reporting intervals: 5, 7 and 10 years after the effective date of this agreement. Independent verification of the property owners middle wage jobs production performance is required. To accomplish this, the property owners will pay to Prosper Portland \$25,000 at the beginning of the fiscal year in which each of the three reporting intervals occurs. Prosper Portland will use these funds to verify and enforce compliance with the middle wage jobs requirements and affordable commercial offsets. The funds will be used to hire and/or contract with an independent third party that will be tasked with verifying compliance with middle wage job requirement performance and for reimbursement of any associated staff

costs. The report produced by the third party will help form the basis for enforcement actions, if any. Additional fees, up to a maximum of an additional \$25,000 and not to exceed \$50,000 for each year in which reporting is required, may be assessed if necessary to offset the cost of verifying and enforcing compliance with middle wage jobs requirements and affordable commercial offsets. In its program administration and compliance monitoring role in this project area, Prosper Portland will use existing programs to market the area to target industry cluster employers and businesses to help achieve middle wage job targets within the first five years.

- iii. Reporting, monitoring and enforcement provisions of this agreement including those pertaining to middle wage job creations will be contained in a legally binding agreement that runs with the land.
- iv. Enforcement of non-compliance with the middle wage jobs production requirements will occur through payment of liquidated damages to the MWJF in the amount equal to \$5,000/job in the first year of this agreement, which shall increase annually at a constant rate of 3%.
- v. At each reporting milestone, property owners will either demonstrate job creation equivalent to the job target for that milestone or will be required to make a payment in an amount equivalent to any shortfall in the number of jobs required to meet the job target for that milestone, as outlined below:
  - 1. Year 5: 50% of job target or 400 jobs
  - 2. Year 7: 70% of job target for a total of 560 jobs or an additional 160 jobs from Year 5
  - 3. Year 10: 100% of the job target for a total of 800 jobs or an additional 240 jobs from Year 7

For example, if only 200 middle wage jobs are created by Year 5, then property owners shall make a payment of \$1.12 M to the MWJF at the time of the Year 5 reporting milestone. The payment amount includes the 3% annual escalation.

- 4. Reductions may be permitted through the lease or sale of commercial space at below -market rates consistent with applicable provisions of this agreement (see Small Business Job Creation).
- vi. The MWJF will be administered by Prosper Portland (or its successor) which will use the 5-, 7- and 10-year performance reports and any other tools of its choosing to assist in administration. Prosper Portland may use the MWJF to fund any of its then extant jobs-related programs at its sole discretion. Prosper Portland will be entitled to retain an administrative fee not to exceed 10% of the value of MWJF.

2. **Affordable Rental Housing.** The affordable rental housing benefits package is intended to address the acute need for affordable housing in the near-term and to gain regulated affordable rental housing units in this high opportunity area to achieve a mixed income community.
  - a. The first housing units to be built in Subdistricts B, C D and F shall contain a minimum of 200 units of rental or ownership housing units, which may be provided in one or more buildings, and will be characterized by, at minimum:

- i. All units will be affordable at 60% of Area Median Income (AMI); and
- ii. Rents and other requirements will be regulated by the Portland Housing Bureau (PHB), or its successor in accordance with the Inclusionary Housing program rules and requirements extant on the date the Agreement is executed; and
- iii. The building will be deemed a Consolidated Building for purposes of Inclusionary Housing compliance for future development up to a maximum of 2,000 market rate units and will comply with all laws, rules, regulations, and ordinances that exist on the date the initial land use application is submitted for the Consolidated Building, consistent with PCC 33.700.080.A;
- iv. To qualify the building must be located within a parcel or site bounded by NW Wardway to the west, NW Vaughn Street to the south, NW 24th Ave. to the east and NW York St. Extension to the north. The area defined above consists of roughly Subdistricts B, C, D and F in the proposed Vaughn-Nicolai Plan District; and
- v. Reasonable Equivalency: The parties recognize that the goal of this agreement is to incentivize the early construction of affordable housing and to allow those affordable units to serve as a bank for the inclusionary housing requirement of future market-rate development. The parties also recognize that the banked affordable housing must be equal or superior to the average size and quality of a unit found in the market.

The unit size, bedroom mix and quality of finishes will be determined by a market analysis of comparable developments in the Census Tracts that comprise the broader Northwest Study Area, as defined in the Montgomery Park to Hollywood Equitable Development Report. The market analysis shall be completed by the property owner/developer and shall be submitted to the city at the time of or prior to submittal of a land use application for the Consolidated Building. The market analysis shall have been completed no longer than six months prior to the submittal of the land use application. The Consolidated Building shall be constructed with a unit size, bedroom mix and quality of finishes that is equal or superior to recent comparable developments in the area, as determined by the market analysis. Implementation details will be further described in the public benefit agreement.

- vi. The Consolidated Building may not request or receive any city-controlled subsidy of any kind, with the exception of system development charge and real estate tax exemptions.
- b. Enforcement Options:
- i. No other residential building permits may be issued until the city issues a building permit for the Consolidated Building, all necessary financing has closed, and the property owner/developer has issued a notice to proceed to its general contractor, or
  - ii. If the Consolidated Building does not meet the requirements of Section 2 a or a market rate building elects to build its own Inclusionary Housing units, all housing developments up to 2,000 units will be subject to a requirement to provide 15% Inclusionary Housing units at 60% AMI, or

- iii. Alternatively, property owners may comply with the requirement to provide 15% IH units at 60% AMI by paying the applicable Inclusionary Housing Fee In Lieu in the amount equivalent to the IH unit requirement, in accordance with the city's inclusionary housing regulations.
- 3. **New Park/Open Space.** The New Park/Open Space benefits package is intended to provide at least one quality publicly accessible parks or open space in this new mixed use area, which is expected to accommodate thousands of new jobs and housing units.
  - a. Park Obligation. The property owners will be required to create at least one park on their current property, totaling a minimum of 40,000 square feet and having at least two public street or public easement frontages of a minimum of 100 linear feet. The park design will be determined through a public process, working with Portland Parks & Recreation (PP&R), but generally should be oriented to passive recreational uses and be characterized by significant vegetation and tree canopy and should include facilities for children and children's play.
  - b. Park Ownership. PP&R agrees that the land upon which the park is built may be owned by the property owners and/or their successors only if the property owners agree to maintain public access to the park in perpetuity and will record an easement or similar legal document(s) to that effect, benefiting the city of Portland by and through PP&R or its successor.
  - c. Park Maintenance. PP&R will provide basic maintenance for the park in keeping with the current level of service as defined by PP&R. Maintenance over and above PP&R's basic standard will be provided by the property owners and/or their successors, exclusively at their cost. PP&R and the property owners agree to collaborate on creation of a park maintenance agreement detailing levels of service, roles and responsibilities and payment of capital and ongoing costs. The park's operation and maintenance will be further detailed in coordination with PP&R.
  - d. Key Park Features. Consistent with park function and character described above, key features of the park shall include:
    - i. The park will be open to the public for free;
    - ii. The park hours of operation will be at 5 a.m. to midnight every day of the year and will be open and accessible to the public during those hours. The hours of operation could be less, if determined by the current director of PP&R to be consistent with typical hours of operation in the current park system.
    - iii. The park must be free of physical barriers to entry and surveillance equipment within the park, and it must also comply with the American Disabilities Act
    - iv. The park will include at minimum the following amenities:
      - 1) Provide primarily green vegetated infrastructure with appropriate public accessways through it;
      - 2) Minimum of 20% canopy cover.
      - 3) Increase the urban tree canopy using a mix of tree species and sizes adapted to our changing climate and urban context (favoring large form canopy trees);
      - 4) Permanent seating areas with access walkways



## 5) Water feature or other urban park amenities

- e. Park Location. The open space shall be centrally located (between NW 24th and NW Wardway Avenues and, between NW Vaughn and a future NW York Street) in Subdistricts B, C and D or among the subdistricts.
  - f. Upon issuance of a building permit for the first market rate residential project on Subdistrict B, C or D, a site plan shall be provided that identifies the location of the required 40,000 square foot park. The site plan detailing this location, once approved by the city, shall be considered an addendum to this agreement.
  - g. Build out of the 40,000 square foot park shall be required at the time of the completion of construction of the 1,000th dwelling unit or within ten years of the effective date of this agreement, whichever comes first.
  - h. The property owners will be eligible for a reduction in Parks systems development charges (SDCs) equivalent to the value of the agreed upon improvements, which will be determined in coordination with the PP&R. Any other properties in the plan area that contribute to the development of open space may also be eligible for SDC credits. [to be determined]
  - i. The property owners and/or their developers will pay all SDCs due until such time as PP&R, or its successor, has issued a confirmation letter that a Park has been created that meets the requirement herein.
  - j. The property owners are considering one or more parks or recreation facilities in addition to the required park outlined above. In particular, enhanced connections or parking access to nearby Forest Park have been discussed. Such park or facilities are not required as part of this agreement, however, should the property owners and PP&R agree to such park or facility, PP&R may consider providing additional SDC exemptions or credits, above and beyond the SDC reduction provided for the required 40,000 square foot park, as part of a negotiation with the property owners.
  - k. Commemoration of York is outlined in Section 4 below. The property owners and PP&R will consider whether to include such commemoration in the required park outlined above. Location within the required park is optional, not required.
  - l. A maximum of 12 fee-for-entry events are permitted annually in the park; to the extent feasible, a portion of the park should remain accessible for free to the general public throughout the duration of the fee-for-entry events.
4. **Commemoration of York.** The Commemoration of York public benefit is intended to celebrate the contributions of York, an enslaved member of the Lewis and Clark Expedition and the first documented person of African descent to visit what would become Portland, Oregon, and for whom NW York Street, which exists in the area, is named.
- a. The property owners and/or developers/owners must partner with the City Arts Program, through a Request for Proposal or other appropriate process, to work with the York Work Group to determine how York will be commemorated in the area~~demonstrate a partnership between them and the Regional Arts and Culture Council (RACC) or its successor, as determined by the City of Portland, a process~~ that will result in the funding and installation of one or more features memorializing York at the intersection of NW York Street in the area between NW 24th and NW 26th avenues. ~~The owner/developer~~

~~may propose any other bona fide organization or organizations in place of RACC and must consult with representatives of interested community groups.~~

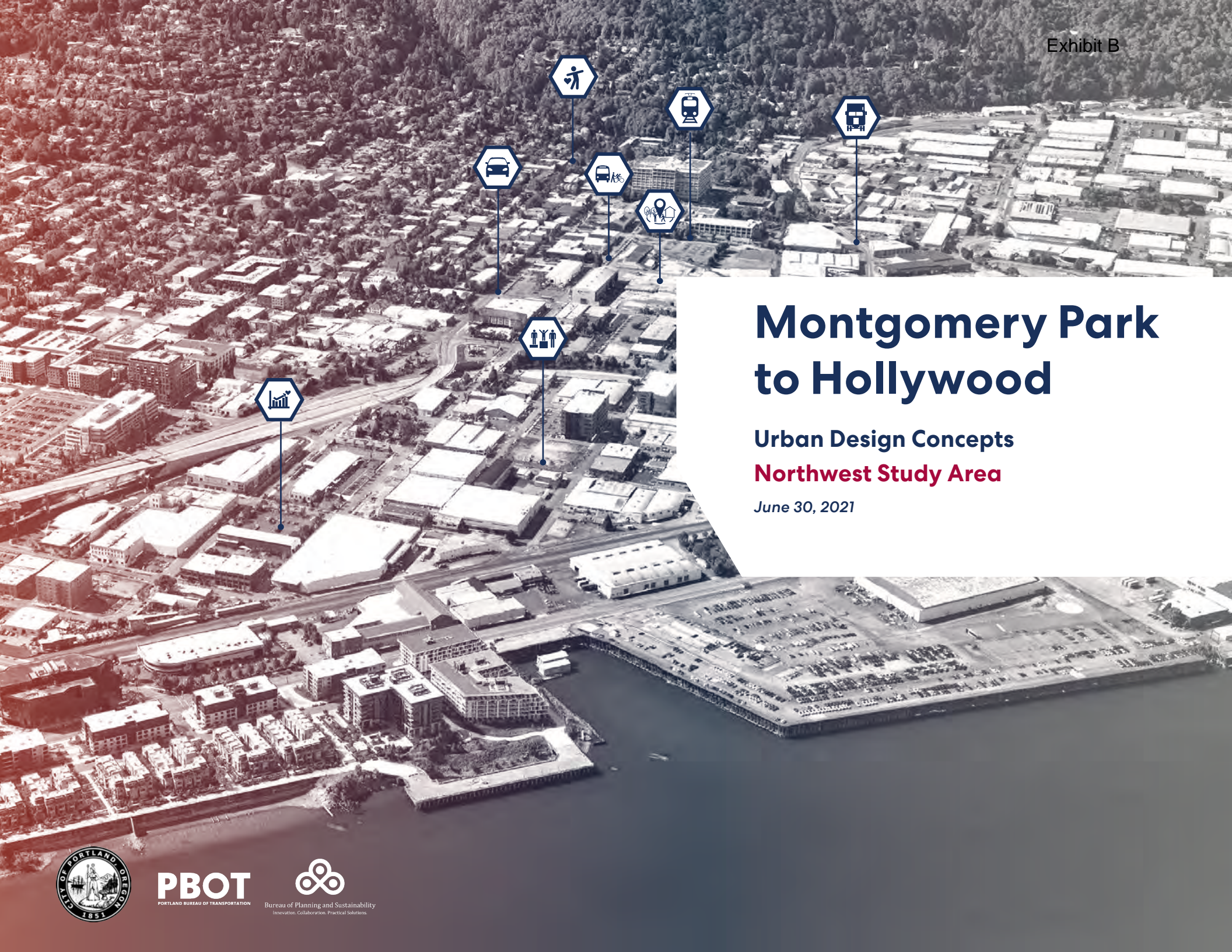
- b. All required contributions to the 2% for Art program by the city or Portland Streetcar Inc. will be made to a Montgomery Park Area Plan fund established by the City Arts Program~~RACC or its successor~~. All funds must be spent on memorializing York or contributions of other Black/African American people to the district, city, region or state of Oregon and otherwise generally commemorate the history of the area, as determined in partnership with the York Work Group.
5. **Transportation.** Broadly, transportation improvements in the project area can be broken into two categories: 1) those where costs will be shared by the City and the property owners; and 2) those where costs will be borne exclusively by the property owners.
- a. Shared Transportation Costs. Shared-cost transportation improvements will apply to the following streets:
    - i. NW Roosevelt Street between NW 24th and NW 26th avenues
    - ii. NW Wilson Street between NW 24th and NW 26th avenues
    - iii. NW 23<sup>rd</sup> Avenue between NW Lovejoy and NW Roosevelt streets, by virtue of participation in the district-wide Local Improvement District
    - iv. In addition:
      - 1) These streets are/will be part of the new Streetcar track alignment.
      - 2) Where these streets are on or cross the property owners' property, right-of-way dedications to the city will be required.
      - 3) The City, in partnership with Portland Streetcar Inc., will design and contract for construction of all improvements.
      - 4) Payment for design and improvements is anticipated to come from:
        - i. Federal Transportation Administration (FTA) match, which the City will diligently pursue and maximize to the greatest extent possible.
        - ii. City of Portland funds
        - iii. A Local Improvement District (LID) in which the property owners will be significant contributors. The LID formation will require a separate public process in which property owners will actively participate. Participation and contribution to the LID will be based upon formal assessment and legal requirements, as such that costs borne by property owners are relational to their assessed benefit resulting from the improvements.
        - iv. Property owner contribution outside the LID, if necessary.
        - v. Dedication of rights-of-way for above streets
  - b. Property owner streets. Property owners will be required to comply with the Montgomery Park Area Transportation Plan, as well as City Design Standards for Public Streets. The Montgomery Park Area Transportation Plan includes the following streets, at minimum:
    - i. NW 25<sup>th</sup> Avenue from NW Wilson Street to NW Roosevelt Street.
    - ii. Extensions of the street grid as required through development review to meet street spacing and connectivity standards.
    - iii. In addition:

- 1) In keeping with standard practice, it is expected that the property owners will pay for all costs for these streets; this includes the right of way dedications and associated infrastructure, per City codes.
  - 2) Design of the streets will comply with the City's design standards and will be consistent with the Montgomery Park Area Transportation, which can be found at a conceptual level in the Montgomery Park Area Plan and which will be finalized through development review.
  - 3) Contracting and management of construction of streets to be constructed as part of the streetcar project will be negotiated between the city and the property owners prior to and during design.
- c. Commitments made by the City of Portland.
- i. The City shall demonstrate significant progress toward the design, funding and construction of the extension of Portland Streetcar within a reasonable time frame following adoption of the related land use plan and associated Comprehensive Plan and zone changes. Demonstration of progress includes but is not limited to seeking adoption of a Locally Preferred Alternative (LPA) from Portland City Council, TriMet and Metro before December 31, 2024; an application to enter project development with the Federal Transit Administration before June 30, 2025; and a commitment to form a local improvement district to assist in funding streets and streetcar related investments, prior to any building permits are issued for private development projects in the project area.
  - ii. The City shall make every effort to fund and build the extension of Portland Streetcar as agreed upon in this document and to do so in a timely and cost-effective manner; however, there is no legal nexus between the land use decisions, zoning changes, and development agreements and the construction of streetcar.
6. **Infrastructure Planning.** The area, which consists of large unsubdivided parcels, will require new transportation, water, sanitary sewer and stormwater infrastructure to support future higher intensity, mixed use development. The property owners/developers agree to work with the public works bureaus to develop a comprehensive plan for the public infrastructure to ensure it will be appropriately phased, sited, and sized and that their connections to existing infrastructure will make effective use of existing system capacity. The intent is to provide greater certainty for both the city and property owners/developers in order to simplify later permit processes. Implementation details, including the timing of such plans, will be further described in the public benefit agreement.

## 7. Other Agreement Terms and Obligations

- a. Agreement Term: 10 years
- b. Upon issuance of a Temporary Certificate of Occupancy for a residential unit total of 2,000 or more and if there are no additional unmet obligations, all requirements of this

- agreement shall be deemed complete and the developers/owners shall have no further obligations under this agreement.
- c. Racial equity in construction subcontracting firm and workforce participation. Property owners shall make best efforts to engage and involve as many as possible of the culturally-specific construction-related technical service providers in each development project. As of the date of this agreement, those include the National Association for Minority Contractors (NAMC), Professional Business Development Group (PBDG), LatinoBuilt and the Oregon Association for Minority Entrepreneurs (OAME).
  - d. The property owners/developers will first market all the regulated affordable units in all housing development projects to culturally specific organizations through PHB's network of CDCs.
  - e. Creation of a homeownership down payment assistance fund for priority communities, up to a maximum of \$5 million, if equivalent financial offsets through reductions in other fees and charges can be identified, to the satisfaction of the parties to this agreement.
8. Any agreement between the City and the Developers/Property Owners will recognize the right to extend the period for performance of obligations for unforeseeable causes beyond the control of either or both of the parties without fault or negligence.



# Montgomery Park to Hollywood

Urban Design Concepts  
**Northwest Study Area**

June 30, 2021





Nob Hill

Chapman Elementary

Northwest District

Montgomery Park

Conway

ESCO

The New York

Slabtown

The Squish

Central City

US-30

NW Front Avenue

NW Wilson Street

NW Vaughn

NW 24th Avenue

NW 23rd Avenue

NW 26th Avenue

NW Roosevelt Street

NW York Street

NW Reed Street



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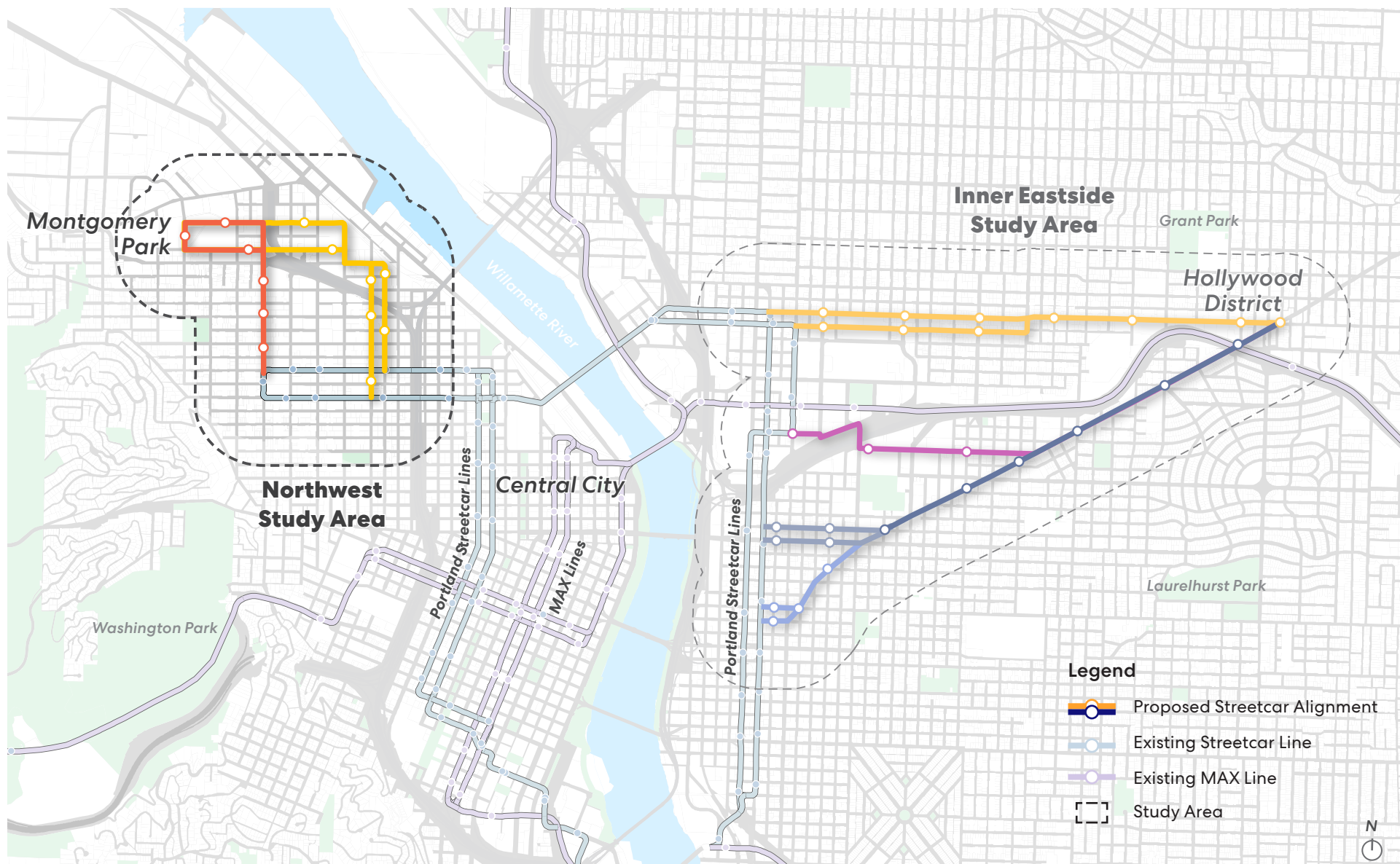


## Overview

The Montgomery Park to Hollywood Transit and Land Use Development Strategy (MP2H) aims to create an equitable development plan for potential transit-oriented districts in Northwest Portland (extending from the Central City to Montgomery Park) and Northeast Portland (extending from Central City to the Hollywood District). This project is co-led by the City of Portland's Bureau of Planning and Sustainability (BPS) and Portland Bureau of Transportation (PBOT), in partnership with Metro.

The Urban Design Concepts for the Northwest Study Area is a document that outlines an aspiration vision for future transformation of the Northwest District. This vision includes recommendations and best practices for land use and community infrastructure that upholds the 2035 Comprehensive Plan's vision for prosperous, equitable, transit-oriented communities. All scenarios consider opportunities for economic development and community benefits to support the City's racial equity, climate justice, employment, and housing goals.





Study Area Map



# Planning Goals

The Urban Design Concepts were guided by the following planning goals developed by the City of Portland project team.



**Support City of Portland's 2035 Comprehensive Plan and Climate Action Plan** goals for reducing carbon emissions and for improving human and environmental health, equity and resilience.



**Focus growth in centers and corridors** with high levels of services and amenities.



**Increase opportunities for employment and housing,** particularly middle wage jobs and affordable housing.



**Improve access to affordable housing, middle wage jobs, nature and recreation** through high quality, reliable, and frequent transit service and other multi-modal options.

Ensure that under-served, under-represented communities and those most vulnerable to impacts from land use and transportation proposals have **an opportunity to meaningfully participate in the planning process, and to benefit from project outcomes.**

**Advance equitable outcomes by developing community benefits strategies** to accompany land use decisions and transportation investments.



Conceptual rendering of transit oriented development catalyzed by the extension of the Streetcar to Montgomery Park.

*Credit: Portland Streetcar Inc.*



# 1 Northwest Study Area

The Northwest study area is at a pivotal moment in its history. For many generations, the area was a thriving industrial center for the city. However, recent changes in property ownership and rethinking of future land uses for some of the large parcels has lessened the industrial footprint and changed the mix of jobs in the area. The arrival of streetcar can shape responsible growth and strategic investment to create a prosperous, equitable, working transit-oriented community. This aligns with the City's goals and policies to support the following:

- > Fostering a strong and diverse economy through investment in high quality, frequent transit service;
- > Leveraging the streetcar's development potential to build mixed-income housing and employment on large opportunity sites;
- > Investment in green, community infrastructure to ensure that the district helps build diverse, healthy communities;
- > Ensures that established businesses remain in the district while providing appropriate space for new businesses.



*The following urban design concepts are intended to help the City of Portland and community stakeholders make informed long-term decisions. Capturing the full potential of a new transit-oriented community will require new plans, policies, funding, and infrastructure investments to bring this vision to implementation.*

## The Study Area

The Northwest study area consists of quarter-mile buffer areas around potential streetcar alignments. The study area is primarily within the Northwest District, extending as far south as Couch Park, and north into the Guild's Lake Industrial District.

The neighborhoods surrounding the NW 18<sup>th</sup>/19<sup>th</sup> alignment are a mix of single and multi-family homes and buildings. The NW 23<sup>rd</sup> Avenue alignment consists of historic and new mixed-use development with a ground floor that consist of a diversity of retail and restaurant destinations.

The study area includes some of the City's fastest growing neighborhoods including Slabtown and the western edge of the Pearl District.

South of NW Vaughn Street, the study area is served by existing streetcar service, TriMet bus service, access to the region's freeway system, and a pedestrian and bicycle network. The existing transportation network is going to be expanded and enhanced through the recently adopted Northwest in Motion Plan.

North of NW Vaughn Street, the eastern portion of the study area is largely zoned industrial, while the western half includes large parcels of mixed use, and general employment. Businesses range from manufacturing, light industrial,

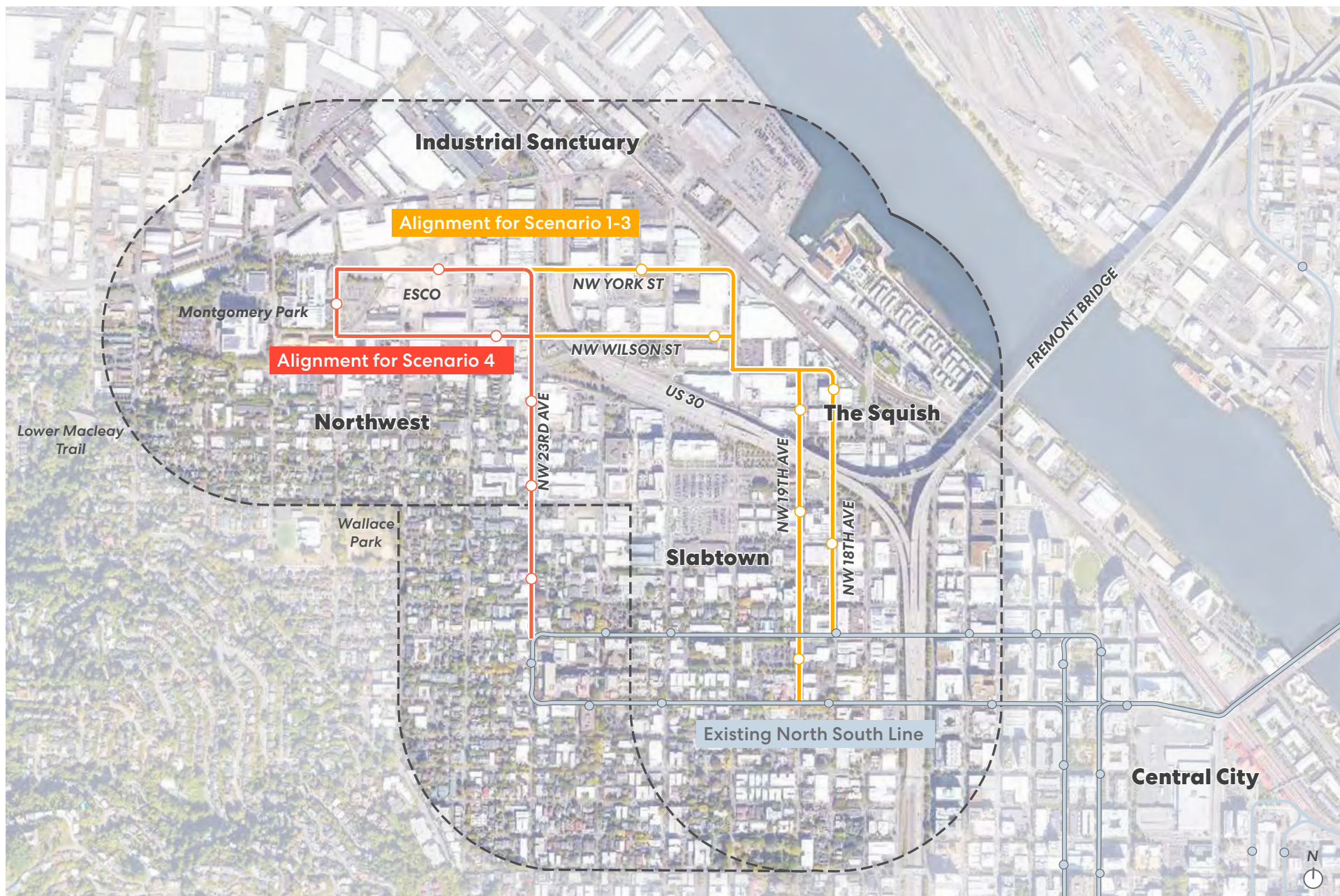
office, and storage. This portion of the study area is lacking in community infrastructure such as sidewalks, bike facilities, and public open spaces. The area bounded by NW Nicolai Street to the north, NW Vaughn Street to the south NW Wardway Street to the west and NW 23<sup>rd</sup> Avenue to the east is most likely to see near-term land use change.

## Potential Alignments

The Northwest study area explores two separate high-capacity transit alignments to Montgomery Park. These transit corridors were assessed to determine which alignments have the best potential for future streetcar investment and will help support the City's Comprehensive Plan's guiding principles to create prosperous, equitable, mixed use, transit-oriented communities.

The alignment for Scenarios 1-3 extends north off the existing North-South Streetcar Line onto NW 18<sup>th</sup> Avenue and NW 19<sup>th</sup> Avenue to connect to the NW Wilson Street and NW York Street couplet.

The alignment for Scenario 4 extends north from the terminus of the north-south streetcar line at NW 23<sup>rd</sup> Avenue to connect to the NW Wilson Street and NW York Street couplet.



Northwest Alignments and Study Areas

# Key Urban Design Considerations

The following urban design considerations are national best practices utilized for the planning and design of good Transit Oriented Communities (TOC).

- **A Diverse and Balanced Economy:** TOCs provide a diversity of jobs and opportunities for upward mobility while reducing the risk of displacement of established businesses. Investment in a walkable environment also supports new local retail, and other services.
- **Housing Choices for Everyone:** TOCs offer a range of housing choices for people at all income levels.
- **A Respect for Local Context:** Future urban form should strike the balance between catalyzing compact, urban development while also demonstrating deference for historic landmarks and surrounding lower density neighborhoods. For this district, the City should explore setting building height limitations and establishing scenic viewpoints and corridors to ensure that landmarks like Montgomery Park remain a prominent feature in the district's skyline.
- **A Compact and Walkable Urban Environment:** TOCs offer easy access to everyday needs by allowing employees, residents, and visitors to navigate the district and connect to the region's robust transit network without need to drive. A multi-modal transportation network enhances the optimal user experience, through seamless mobility of high-capacity transit to active transportation options.
- **An Engaging and Vibrant Public Realm:** An Engaging and Vibrant Public Realm: TOCs prioritize activity at the street level—including shops, places to eat, and maker spaces to support the sale of goods by local manufacturers. Additionally, the public realm must support safe people spaces to help support diverse communities. This includes strengthening neighborhoods through identifying opportunities for spaces that foster and strengthen social connection such as community centers, event venues, and schools.





NW 23rd Avenue. Credit: Joel Mann.



The George Besaw Apartment, Portland, OR

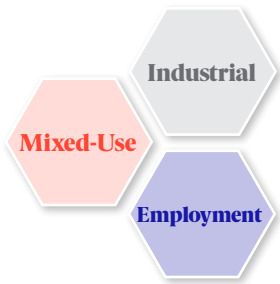
# The Preferred Scenario: Balanced Growth

In September 2019, the City of Portland published the Northwest Portland Streetcar Extension and Land Use Alternatives Analysis that summarized preliminary findings about how land use changes and streetcar investment might support economic development, equity, and climate change goals, including the potential creation of affordable housing and job sites. This city-led analysis identified preliminary questions and trade-offs around streetcar investment and land use changes in Northwest Portland that became the basis for further evaluation of streetcar alignment and land use decisions.

Perkins&Will developed three initial urban design concepts to further explore urban form, transportation, and public realm

outcomes for each of the land use scenarios in Northwest Portland. Perkins&Will built on the land use scenarios previously analyzed by City of Portland staff with a deeper dive into block and site level impacts of transportation investments and land use changes.

Scenario 4, the preferred scenario was developed as an outcome of initial evaluation of the previous three scenarios and to reflect updated thinking around a new transit alignment on NW 23<sup>rd</sup> Avenue. The pivot to this new transit corridor, allowed for a hybrid model that supported new mixed-use development while also supporting the preservation of existing industrial land.



## Evaluation Characteristics and Considerations



### Transit Supportive Uses and Streets

- High-density mixed-use development is applied broadly, elevating the study area to an urban center comparable to Slabtown.
- Create opportunity for more than 2,000 new housing units within this new district.



### Sense of Place

- Land use focus unifies Montgomery Park, American Can Building, and ESCO site into a cohesive neighborhood.
- NW 23<sup>rd</sup> Avenue alignment connects the alphabet district north of NW Vaughn Street to Montgomery Park.



### Health

- New park or other community serving use in district.
- NW Roosevelt street has the opportunity to provide a key pedestrian connection.



### Economic Prosperity

- Transit supportive, high-density mixed-use allowances are applied to large 'opportunity sites' enabling potential for new jobs including retail, personal services, restaurants, office, and industrial.



### Equity

- New affordable housing units are provided through inclusionary zoning and other benefits agreements.
- Keeping the transit alignment west of I-30 allows for the preservation of existing industrial land and new industrial jobs.
- Substantial increase in land value that can be captured for community benefits.



**Legend**

-  Proposed Streetcar Alignment
-  Existing Streetcar Alignment
-  Portland Citywide Design Guidelines Designated Civic and Neighborhood Corridor

Preferred Scenario District Concept



## Land Use and Urban Form

### Mixed Use

Mixed use development is concentrated in the area west of I-30, bordered by Northwest Reed Street and NW Vaughn Street. High-density mixed-use zoning is concentrated at the Montgomery Park, American Can Building, and the ESCO site. Height allowances would permit 6 to 10 story buildings. *New development would not exceed the height of the historic Montgomery Park Building.*

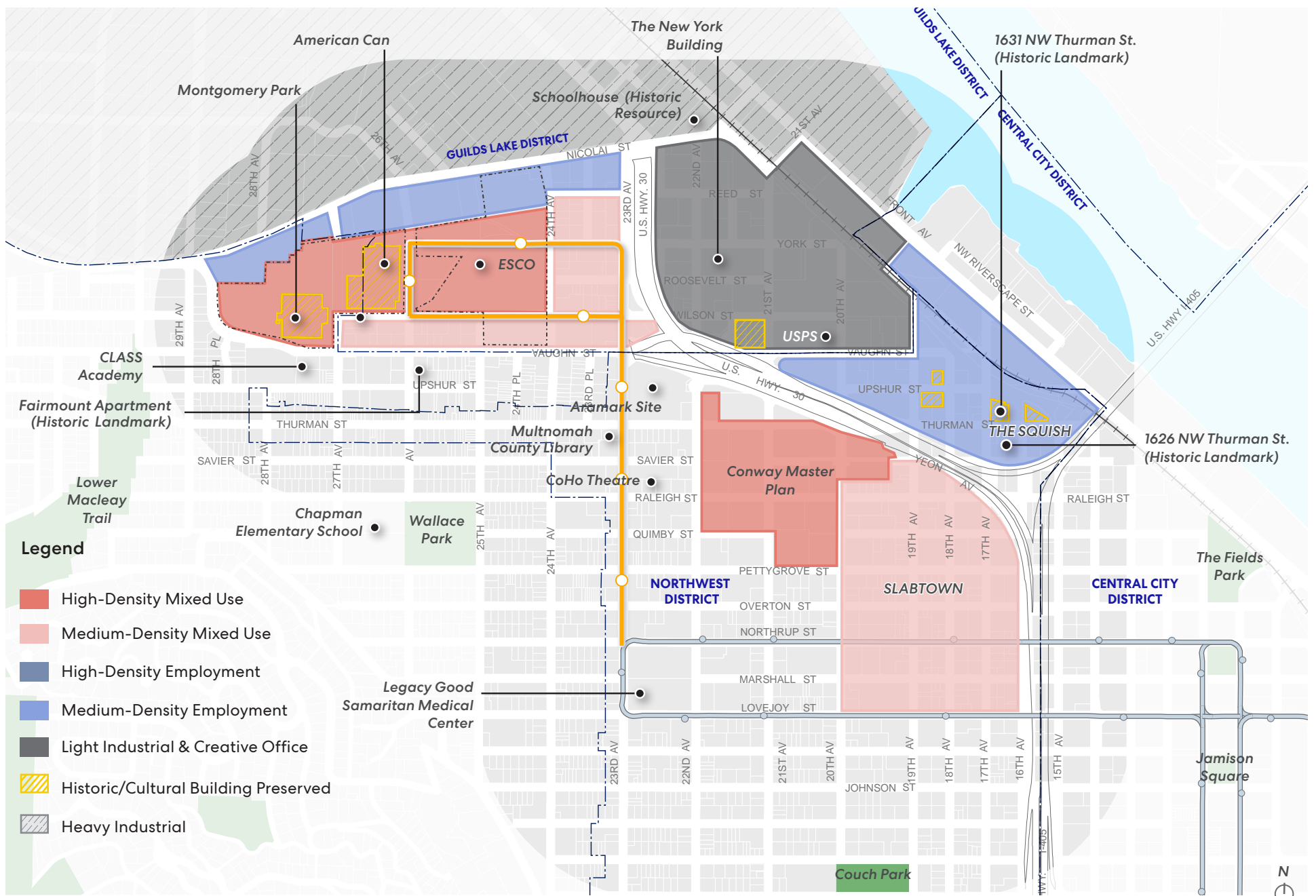
Medium density mixed use zoning along Vaughn and NW 24<sup>th</sup> Avenue will allow a gradual step down to the lower density neighborhoods within the Northwest District. Height allowances would permit 4 to 6 story buildings.

### Industrial

The portion of the study area east of Highway 30 is maintained as primarily industrial land use. This will allow traditional manufacturing and distribution sectors to remain in the district in typically one-story buildings on large sites. However, larger-scale industrial office development, such as the New York Building, would still be allowed.

### Employment

The Preferred Scenario also contains more flexible mixed employment zoning, allowing for a wider range of business sectors and jobs within the study area. This is located along the southern edge of Nicolai, creating a transition between the mixed-use zoning at Montgomery Park and the heavy industrial in the Guilds Lake District. This zoning is also found in the area commonly referred to as 'The Squish', a historic industrial area with several turn of the century and mid-century industrial structures. Due to its proximity to the Central City and Slabtown, the Squish is currently home to diversity of uses. Height allowances would permit 4 to 6 story buildings.



Preferred Scenario Land Use and Urban Form

## Transportation

The land use changes in the study area create opportunities to improve neighborhood connections across Vaughn Street, building off of existing and proposed active transportation routes from the adopted Northwest in Motion plan.

### New Streets

The concept includes extension and completion of three existing streets: NW York Street, NW Wilson Street, NW 25<sup>th</sup> Avenue, and a pedestrian connection between NW 24<sup>th</sup> Street and NW 26<sup>th</sup> Street on Roosevelt Street.

### Transit Streets

**Streetcar:** The new transit streets are: NW Wilson Street, NW York Street, NW 26<sup>th</sup> Avenue and NW 23<sup>rd</sup> Avenue. These streets will serve auto, bike, pedestrian, and transit needs.

**Bus:** At a minimum, bus transit is expected to serve the district via the existing transit routes on NW Vaughn Street, NW 23<sup>rd</sup> Street, NW Thurman Street, NW 25<sup>th</sup> Avenue, with shorter segments on NW 27<sup>th</sup> Street and NW Nicolai Street. Streetcar stops are located in coordination with bus stops to facilitate ease of transfer.

### Bikeways

City bikeways include protected bicycle lanes on NW York Street and NW Wilson Street as well as a section of NW 26<sup>th</sup> Street, NW 27<sup>th</sup> Street and the NW 24<sup>th</sup> Avenue greenway. Bike lanes on sections of NW Vaughn Street, NW Thurman Street, NW 21<sup>st</sup> and NW 22<sup>nd</sup> connect to the NW 18<sup>th</sup> and 19<sup>th</sup> Street buffered bike lane couplet. Additional detail included in the Montgomery Park District Transportation Plan.

### Pedestrian Routes

City walkway designation is anticipated for NW York Street and NW Wilson Street west of NW 23<sup>rd</sup>, NW 22<sup>nd</sup> Street and NW 27<sup>th</sup> Street. Neighborhood walkway designation is anticipated for NW 24<sup>th</sup> Street. Additional detail included in the Montgomery Park District Transportation Plan.

### Community Corridor

Community Corridor street design classification is anticipated to remain on NW Vaughn Street. A pedestrian refuge at NW 24<sup>th</sup> Street and crossing improvements associated with the Montgomery Park Master Plan will improve crossing safety and reduce the sense of NW

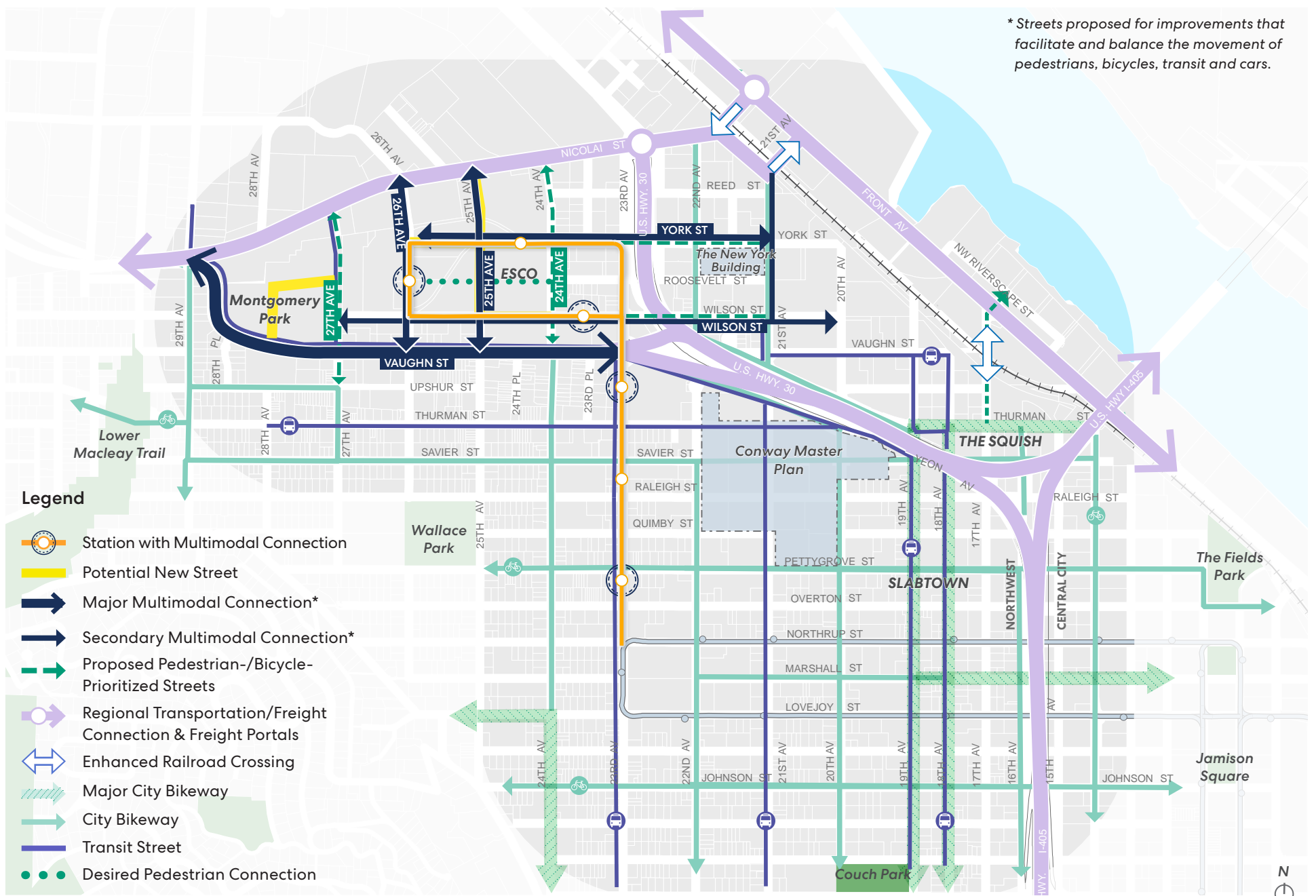
Vaughn Street as a barrier. Additional detail included in the Montgomery Park District Transportation Plan.

### Freight Streets

NW Nicolai Street and U.S. Highway 30 are the primary freight streets in the district. The concept includes revised signage near the intersection of NW Nicolai Street and NW Wardway Street clarifying NW Nicolai Street's role as the freight/truck route.



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



Legend

- Station with Multimodal Connection
- Potential New Street
- Major Multimodal Connection\*
- Secondary Multimodal Connection\*
- Proposed Pedestrian-/Bicycle-Prioritized Streets
- Regional Transportation/Freight Connection & Freight Portals
- Enhanced Railroad Crossing
- Major City Bikeway
- City Bikeway
- Transit Street
- Desired Pedestrian Connection

Preferred Scenario Transportation Connection



# Public Realm

## Transit Main Streets

By connecting to the existing N-S streetcar line at NW 23<sup>rd</sup>, the preferred transit alignment will extend comparable public realm design standards and investment to NW Wilson and NW York Streets. This includes comfortable pedestrian thoroughways with safe crossings, the integration of green infrastructure such as plantings and stormwater facilities, as well as requirements for active frontages on the ground floor.

## District Connectors

The preferred scenario features two important pedestrian connectors within the district. NW Wilson Street plays a major role as a district connector linking the Montgomery Park campus east through the district to connect to the Willamette River. The Roosevelt Street alignment provides an opportunity to create a linear park/plaza-like green pedestrian connection between NW 26<sup>th</sup> and NW 24<sup>th</sup> Avenues. The design of this space should encourage pedestrians, and potentially could include ground-level building activities - such as opportunities for outdoor dining, and other gathering spots that create a special sense of place.

## Activity Centers

The preferred transit alignment should have requirements for active ground floor frontages. Retail spaces should be concentrated at prominent intersections within the study area. This includes the end-of-line station which is envisioned as an activity center with intermodal connections and activated public space.



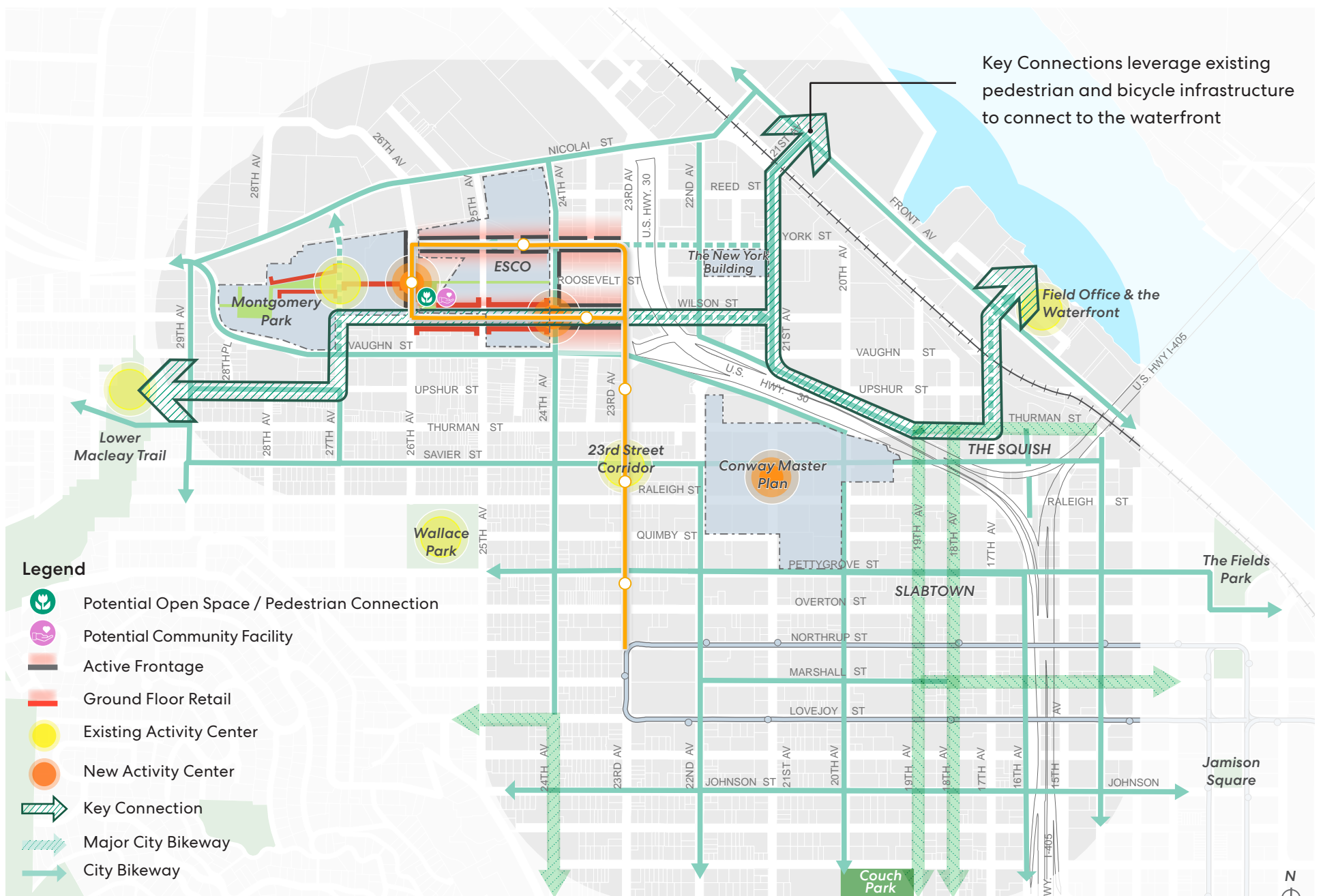
Georgia Street, Indianapolis, IN



Marine Gateway, Vancouver, BC












Piazza Mazzini, Jesolo, Italy



Key Connections leverage existing pedestrian and bicycle infrastructure to connect to the waterfront

**Legend**

-  Potential Open Space / Pedestrian Connection
-  Potential Community Facility
-  Active Frontage
-  Ground Floor Retail
-  Existing Activity Center
-  New Activity Center
-  Key Connection
-  Major City Bikeway
-  City Bikeway

Preferred Scenario Public Realm Improvement

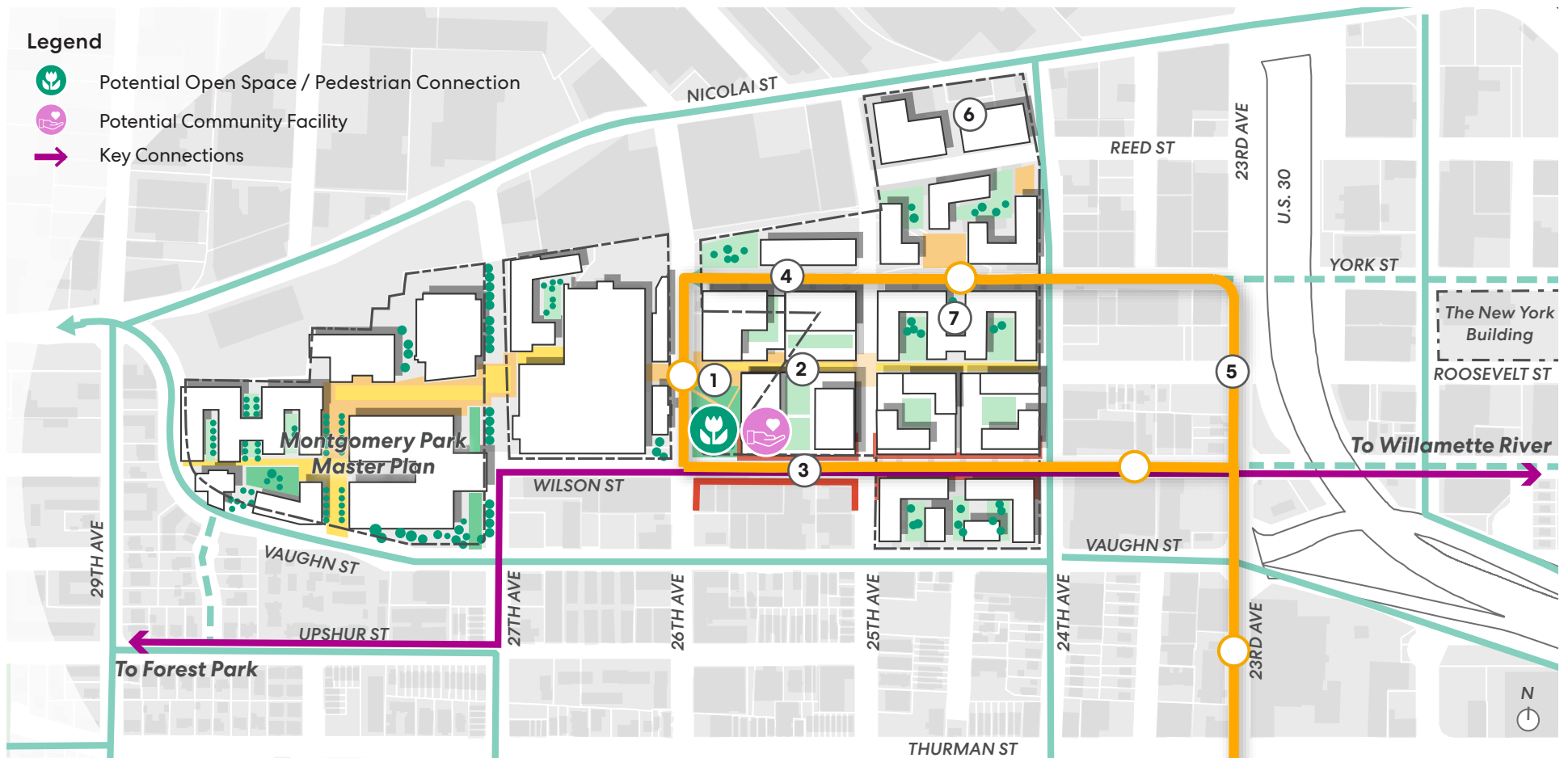


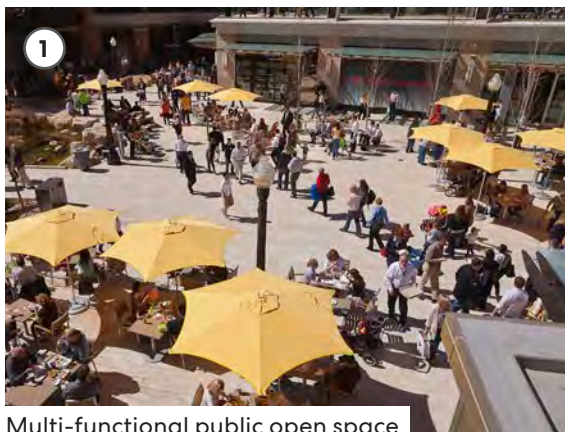


This diagram above highlights urban design opportunities and the east-west connection through the area, connecting the district to Forest Park to the west and the Willamette River to the east.

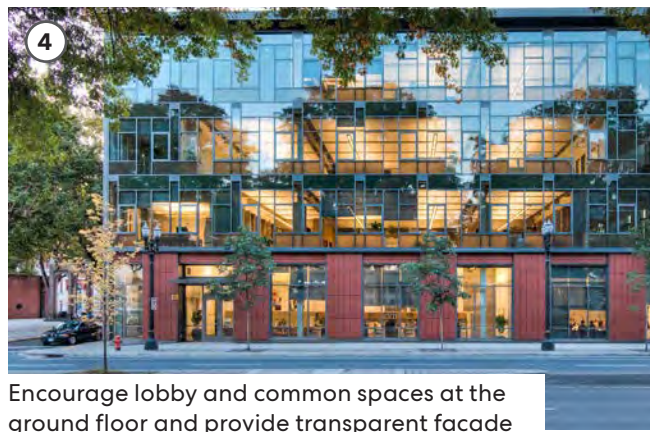
Legend

- Potential Open Space / Pedestrian Connection
- Potential Community Facility
- Key Connections





Multi-functional public open space



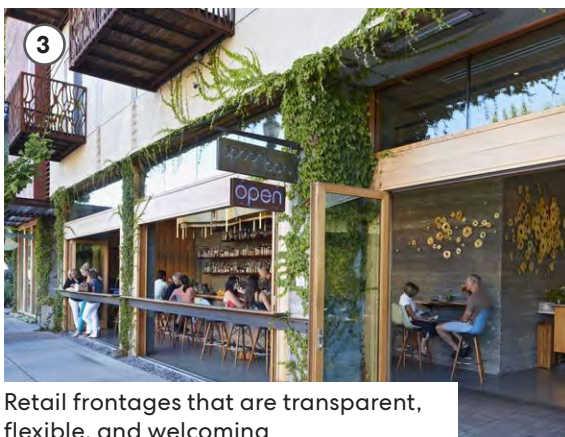
Encourage lobby and common spaces at the ground floor and provide transparent facade



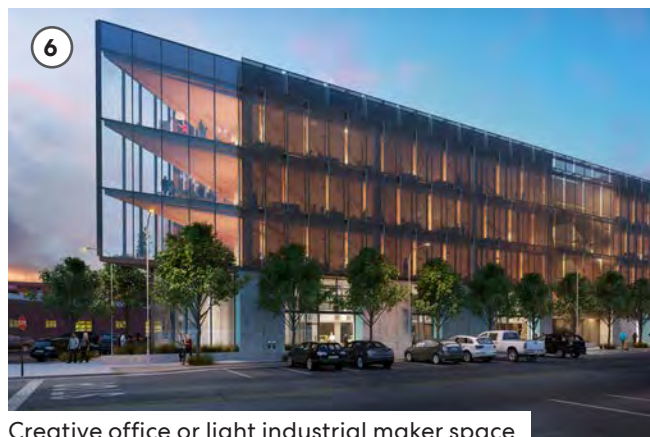
Pedestrian connection providing opportunities to sit and interact



Tree-lined, pedestrian-oriented street buffering development from U.S. 30



Retail frontages that are transparent, flexible, and welcoming



Creative office or light industrial maker space



Medium to high density mixed-use neighborhood



## Summary of Alternative Scenarios



Scenario 1

Enhanced Industrial



Scenario 2

Employment



Scenario 3

Mixed-Use

# Scenario 1:

# Enhanced Industrial

Industrial

Creative Office

## Evaluation Characteristics and Considerations



### Transit Supportive Uses and Streets

- New residential units are limited to Montgomery Park and areas south of Vaughn.
- Retail cluster located at Montgomery Park at end-of-line station.
- Industrial corporate campus on ESCO site.
- The streetcar extensions ties into the N-S Streetcar line at NW 18<sup>th</sup> and 19<sup>th</sup>, requiring extensive investment in new infrastructure to connect to Montgomery Park.



### Sense of Place

- Urban industrial character with mixed use residential nodes at Montgomery Park and Slabtown.
- An industrial main street overlay encourages maker spaces for local manufacturers and retailers.



### Health

- A small pocket park at end-of-line station
- Improvements on existing City Bikeways



### Economic Prosperity

- Creates the second highest number of new jobs split mostly between office and industrial sectors.



### Equity

- Intensification of industrial lands creates additional industrial jobs.
- Preservation of industrial lands prevents the displacement of existing industrial businesses.
- Limited increase in land value that can be captured for community benefits. The least of amount of any scenario.





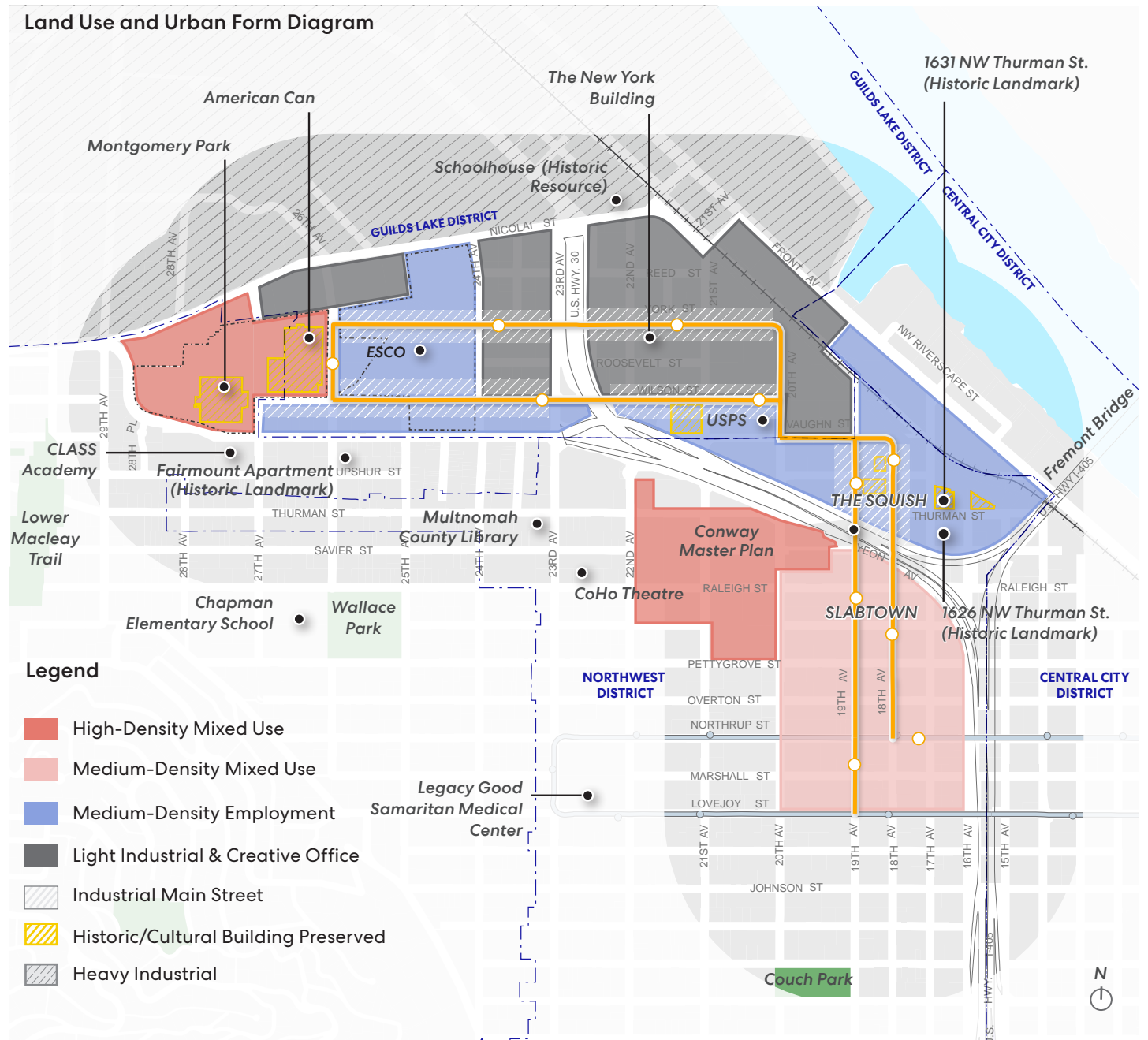
**Legend**

-  Proposed Streetcar Alignment
-  Existing Streetcar Alignment
-  Portland Citywide Design Guidelines Designated Civic and Neighborhood Corridor

District Concept

# Land Use and Urban Form

This scenario allows an industrial-focused zoning pattern with more flexibility for creative office in the industrial zones. The enhanced industrial allowances is based on the current IG zone in the Central Eastside developed for the Southeast Quadrant Plan and the Central City 2035 Plan. The typical urban form for industrial zone is one-story buildings on large sites with the exception of newer industrial office typologies like the New York Building, which is 5 stories. The typical urban form for medium density employment zones would allow 4 to 6 story buildings.



Land Use and Urban Form

# Transportation

## Transit Streets

The NW 18<sup>th</sup> and 19<sup>th</sup> couplet and the NW Wilson and NW York couplet accommodates streetcar/bus, freight, autos, bicycles, and pedestrians. Each transit station seamlessly connects to active transportation network.

## Multi-Modal Streets

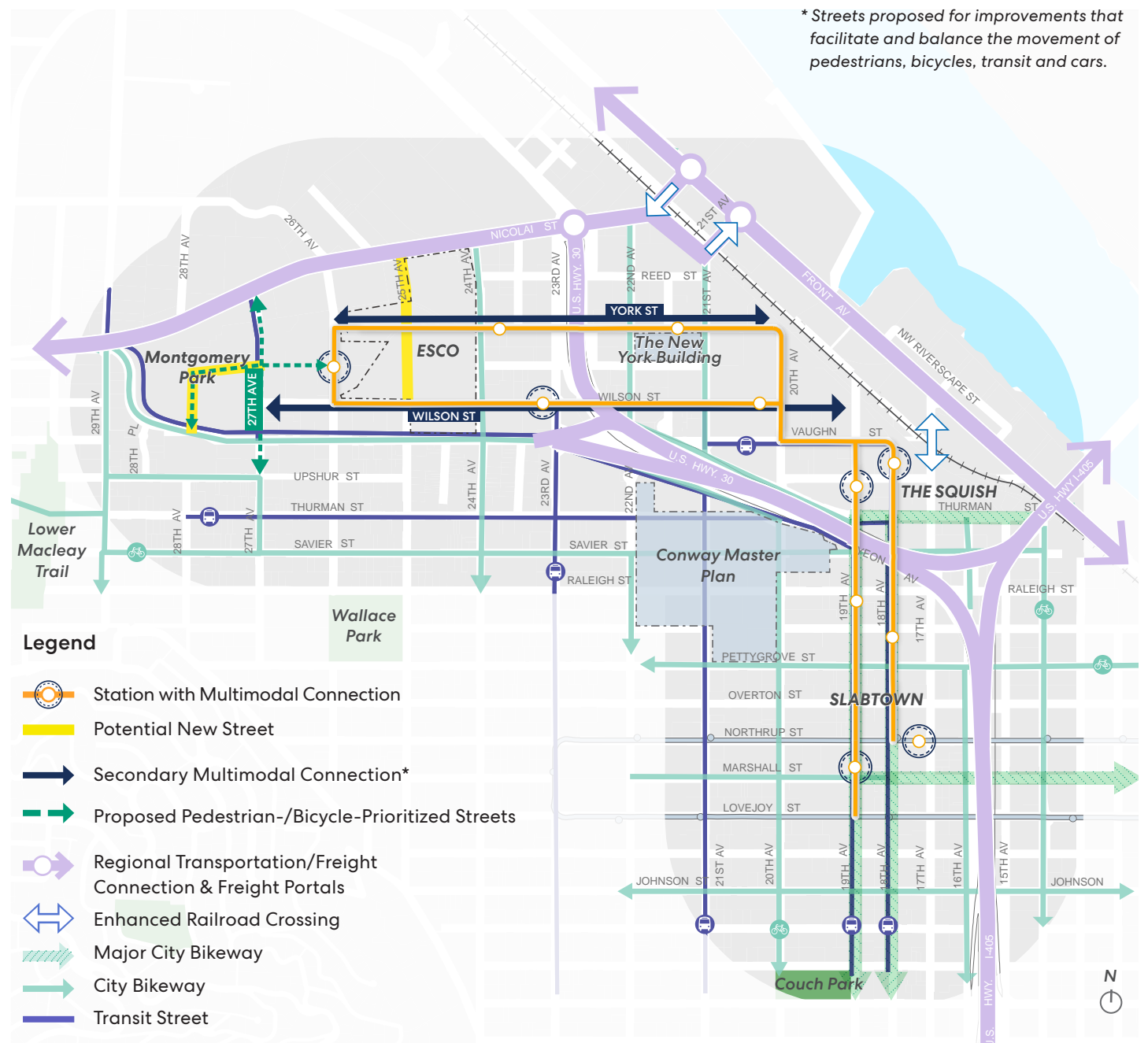
Existing multi-modal corridors such as NW Vaughn Street, NW Thurman Street, NW 23<sup>rd</sup> Avenue and NW 21 Avenue have improved pedestrian crossings, bikeway enhancements, and transit priority treatments.

## Active Transportation Streets

Existing City Bikeways identified in Northwest in Motion Plan and the TSP are improved.

## Freight Streets

Freight streets and portals are enhanced for truck movement and access throughout the district and onto the regional freeway system. This includes improved crossings over the heavy rail line to connect to Front Avenue.



Transportation Connection

## Public Realm

### Industrial Main Street

Along the transit streets, the industrial main street overlay requires special ground floor standards for new industrial development. The ground floor spaces provide smaller, affordable spaces for small manufacturers and promote economic diversity. Street level standards could include façade design, ceiling height, shop space depth, and other elements of building design to ensure new space is designed to support the success of smaller industrial tenants.

### Activity Centers

Because much of the area is focused on industrial and employment uses, retail spaces are concentrated at the end-of-line station at NW 26<sup>th</sup> Avenue and NW Roosevelt Street which connects to additional a new activity center and retail destination at Montgomery Park.

### Open Space

A small pocket park is siting adjacent to the end-of-line station at NW 26<sup>th</sup> Avenue and NW Roosevelt Street. This pocket park accommodates intermodal facilities such as bike share, scooters as well as spill out for adjacent retail spaces.

### ESCO

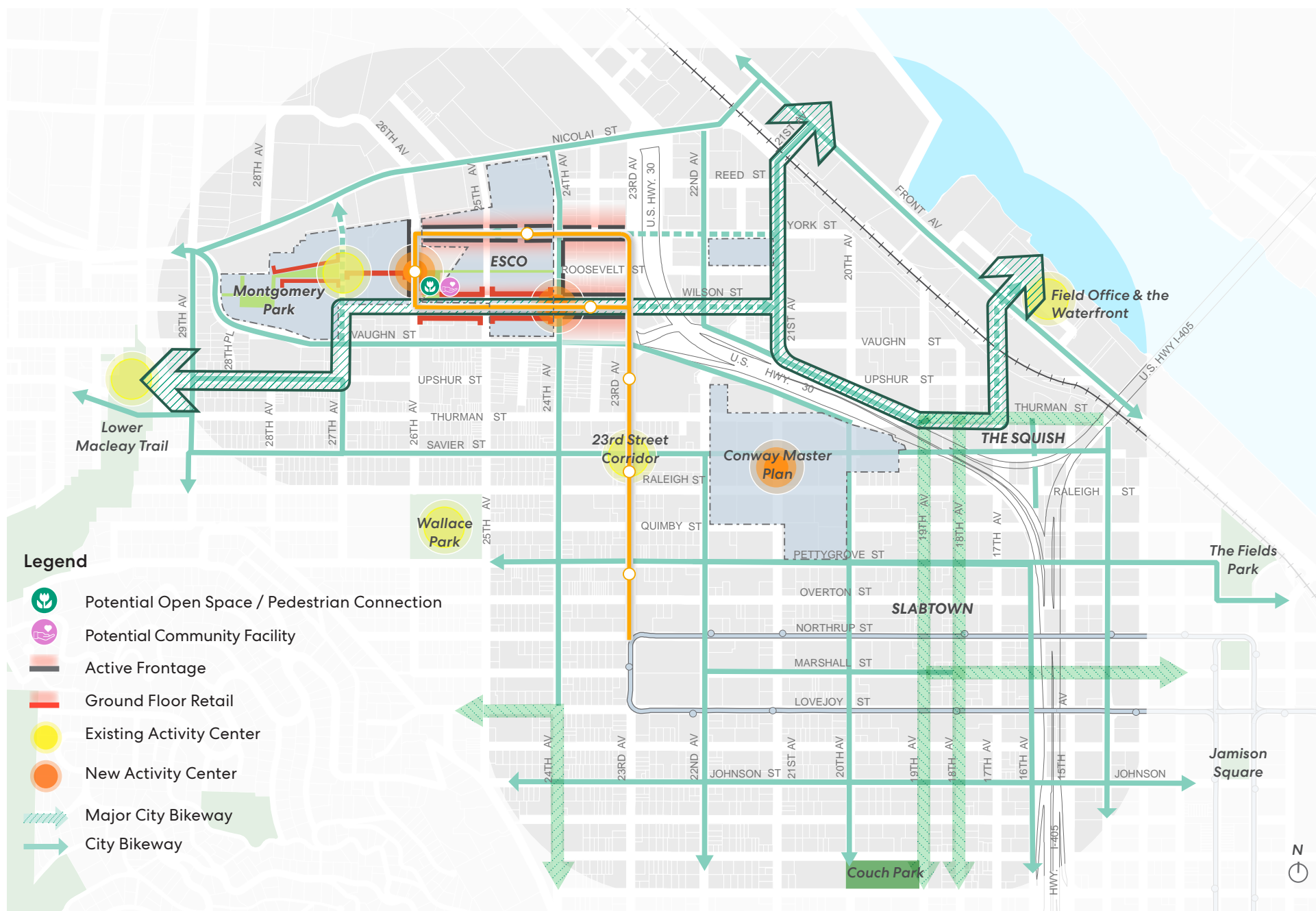
ESCO parcels are kept large with minimal new street connections in order to support a corporate campus, which requires large industrial building footprints.











Potential frontage character of Industrial Main Street



Potential character of a pocket park



**Legend**

-  Potential Open Space / Pedestrian Connection
-  Potential Community Facility
-  Active Frontage
-  Ground Floor Retail
-  Existing Activity Center
-  New Activity Center
-  Major City Bikeway
-  City Bikeway

**Public Realm Improvement**



# Scenario 2:

# Employment



## Evaluation Characteristics and Considerations



### Transit Supportive Uses and Streets

- There are limited opportunities for new market rate residential units outside of the Montgomery Park Master Plan.
- Retail cluster located at Montgomery Park at end-of-line station.
- ESCO is a high-density office center with multiple commercial tenants across employment sectors.
- The streetcar extensions ties into the N-S Streetcar line at NW 18<sup>th</sup> and 19<sup>th</sup>, requiring extensive investment in new infrastructure to connect to Montgomery Park.



### Sense of Place

- High-density mixed-use employment area with intense mixed use residential nodes at Montgomery Park and Slabtown.
- An industrial main street overlay encourages maker spaces for local manufacturers and retailers.



### Health

- A small pocket park at end-of-line station
- NW Roosevelt is green street to Forest Park and Willamette River
- New pedestrian/bike bridge crossing US-30.



### Economic Prosperity

- Creates the most jobs of all scenarios, many of which are in the office sector.
- Broader mix of employment uses applies across the existing industrial zones.



### Equity

- Intensification of industrial lands creates additional industrial jobs.
- New affordable housing units created through inclusionary zoning are mostly limited to Montgomery Park, the Vaughn corridor, and areas south of Vaughn.
- Moderate increase in land value that can be captured for community benefits. The second least of amount of any scenario.

The New York Building



**Legend**

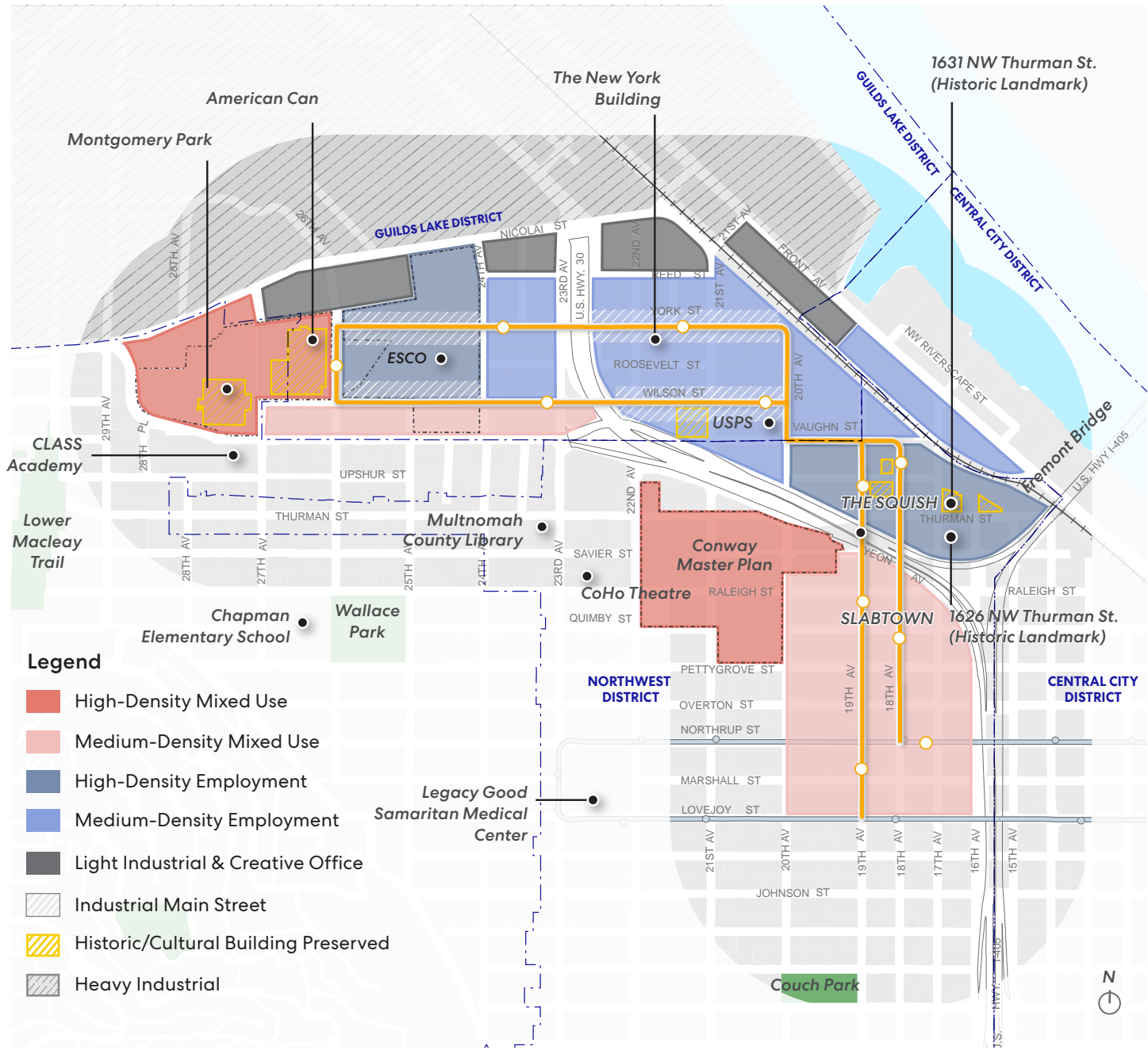
- Proposed Streetcar Alignment
- Existing Streetcar Alignment
- Portland Citywide Design Guidelines Designated Civic and Neighborhood Corridor

District Concept



# Land Use and Urban Form

This scenario allows intense employment uses including modified office allowances in existing industrial zones and increased density to support traditional and campus office type uses on larger sites throughout the study area. A high-density employment zone (with no housing allowed) is applied to the ESCO site, allowing upwards of 8 to 10 story buildings. High-density mixed use is allowed at Montgomery Park and the American Can Building. Medium density mixed use designation serves as a buffer to the lower density neighborhoods south of NW Vaughn Street.



Land Use and Urban Form



# Transportation

## Transit Streets

The NW 18<sup>th</sup> and 19<sup>th</sup> couplet and the NW Wilson and NW York couplet accommodates streetcar/bus, freight, autos, bicycles, and pedestrians. Each transit station seamlessly connects to active transportation network.

## Multi-Modal Streets

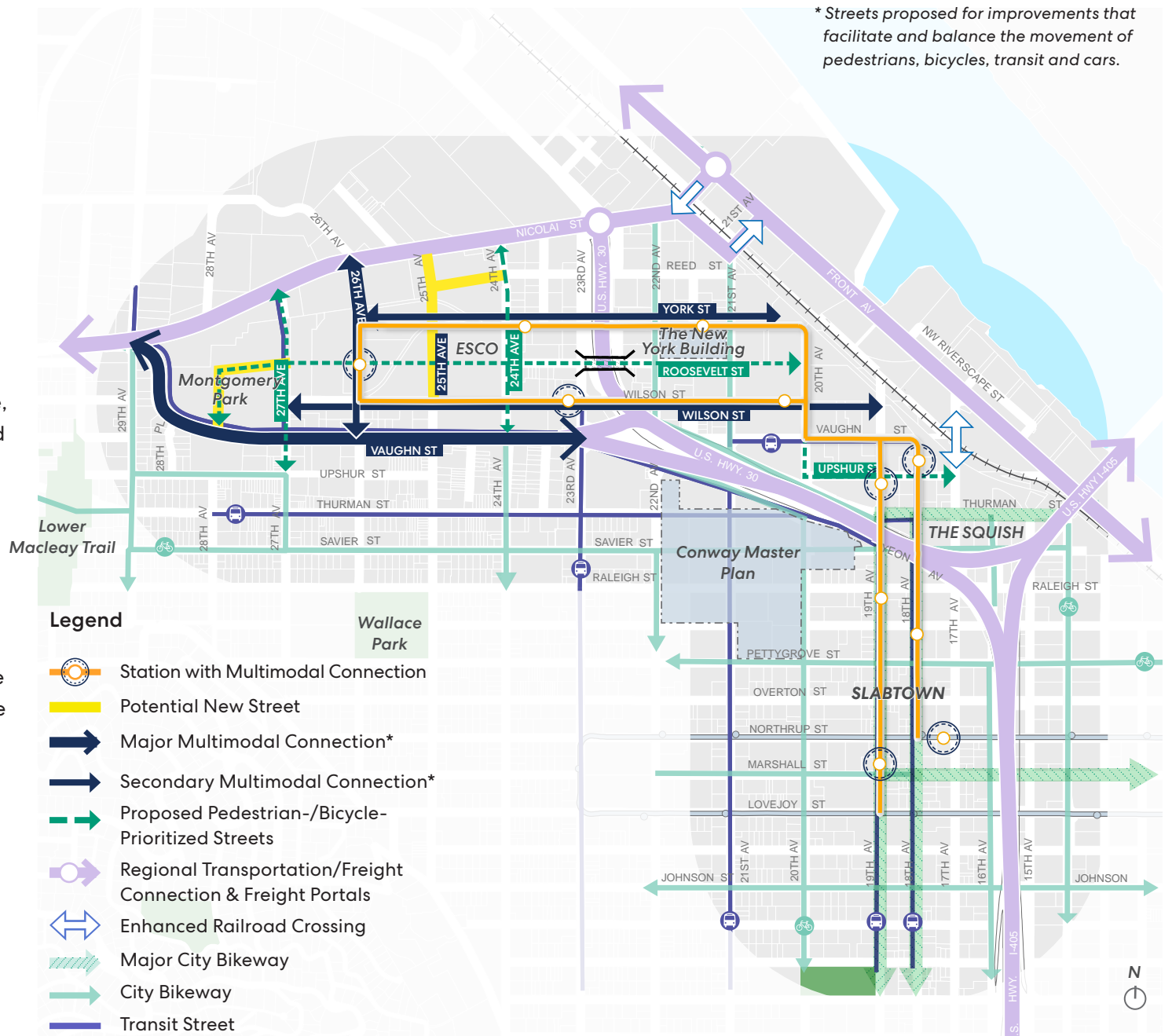
NW Vaughn Street, NW 26<sup>th</sup> Avenue, and NW 24<sup>th</sup> Avenue have improved pedestrian crossings, bikeway enhancements, and transit priority treatments.

## Active Transportation Streets

Pedestrian and bicycle streets prioritized across the study area, including new internal streets at the ESCO site. A new pedestrian/bicycle bridge crosses I-30 is proposed along Roosevelt Street.

## Freight Streets

Major freight streets such as Nicolai Street and Front Avenue are enhanced to support truck movement and access onto the regional freeway system.



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

### Legend

- Station with Multimodal Connection
- Potential New Street
- Major Multimodal Connection\*
- Secondary Multimodal Connection\*
- Proposed Pedestrian-/Bicycle-Prioritized Streets
- Regional Transportation/Freight Connection & Freight Portals
- Enhanced Railroad Crossing
- Major City Bikeway
- City Bikeway
- Transit Street

Transportation Connection

# Public Realm

## Industrial Main Street

Along the transit streets, a main street overlay requires special ground floor standards for new industrial development. The ground floor spaces would provide smaller, affordable spaces for small manufacturers and promote economic diversity. Street level standards could include façade design, ceiling height, shop space depth, and other elements of building design to ensure new space is designed to support the success of smaller industrial tenants.

## Activity Centers

The industrial main street is punctuated by two activity centers along the transit alignment that concentrates traditional ground floor retail spaces next to the transit station. The southern activity center is located at NW Upshur Street in between the NW 18<sup>th</sup> / 19<sup>th</sup> Avenue Transit Streets. This supports the emerging development occurring in The Squish. The northern activity center is located at the end-of-line station at NW 26<sup>th</sup> Avenue and NW Roosevelt Street which would connect to additional retail activity at Montgomery Park.

## Open Space

Roosevelt Street serves as a linear open space, making a low-stress park like connection between the Lower Macleay Trail and the Willamette River.



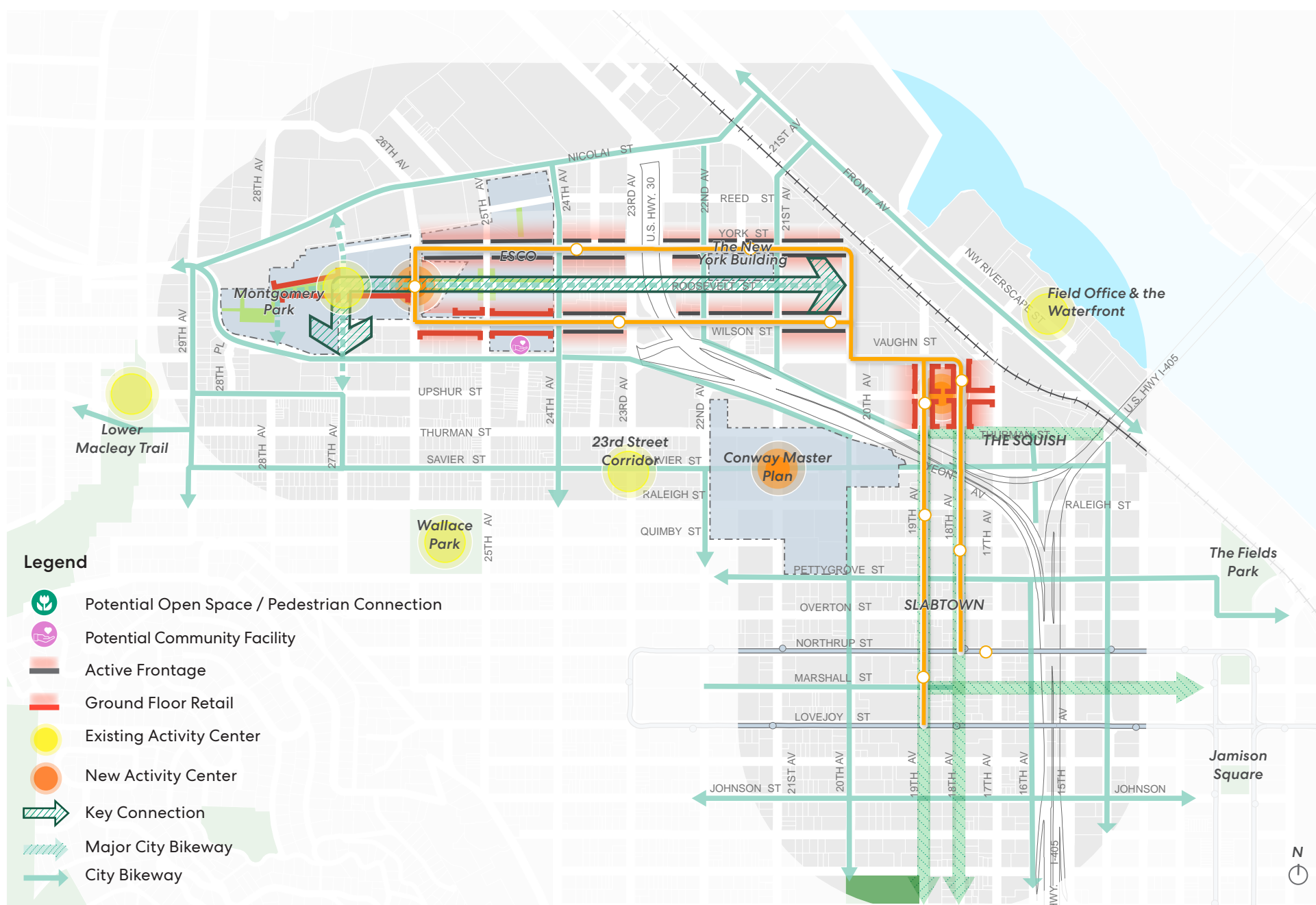
Potential frontage character of office center



Potential character of active ground floor around activity centers



Potential character of open space



Public Realm Improvement

# Scenario 3:

# Mixed Use



## Evaluation Characteristics and Considerations



### Transit Supportive Uses and Streets

- High-density mixed-use development is applied broadly, elevating the study area to an urban center comparable to Slabtown.
- Opportunity for thousands of new market rate residential units within the study area.
- Multiple retail clusters throughout the study area.
- High density mixed-use land-use unifies Montgomery Park, American Can Building, and ESCO site into a cohesive neighborhood.
- The streetcar extensions ties into the N-S Streetcar line at NW 18<sup>th</sup> and 19<sup>th</sup>, requiring extensive investment in new infrastructure to connect to Montgomery Park.



### Sense of Place

- A main street overlay encourages active ground floor uses including for local manufacturers and retailers.



### Health

- Proposed public open space on ESCO site next to end-of-line station and smaller park along NW 20<sup>th</sup> Avenue.
- NW Roosevelt is green street to Forest Park and Willamette River.



### Economic Prosperity

- This scenario creates the fewest jobs of any scenario. This is due to redevelopment of industrial land for residential/mixed-uses.
- New jobs are likely to be commercial retail, services or office positions.



### Equity

- Potential for hundreds of affordable units through inclusionary zoning.
- Densities support a community center or vocational school.
- Increase in land value leads to safer streets, inclusive park spaces, and other community benefits.

Conway Master Plan Development, Portland, OR  
Credit: DOWL



**Legend**

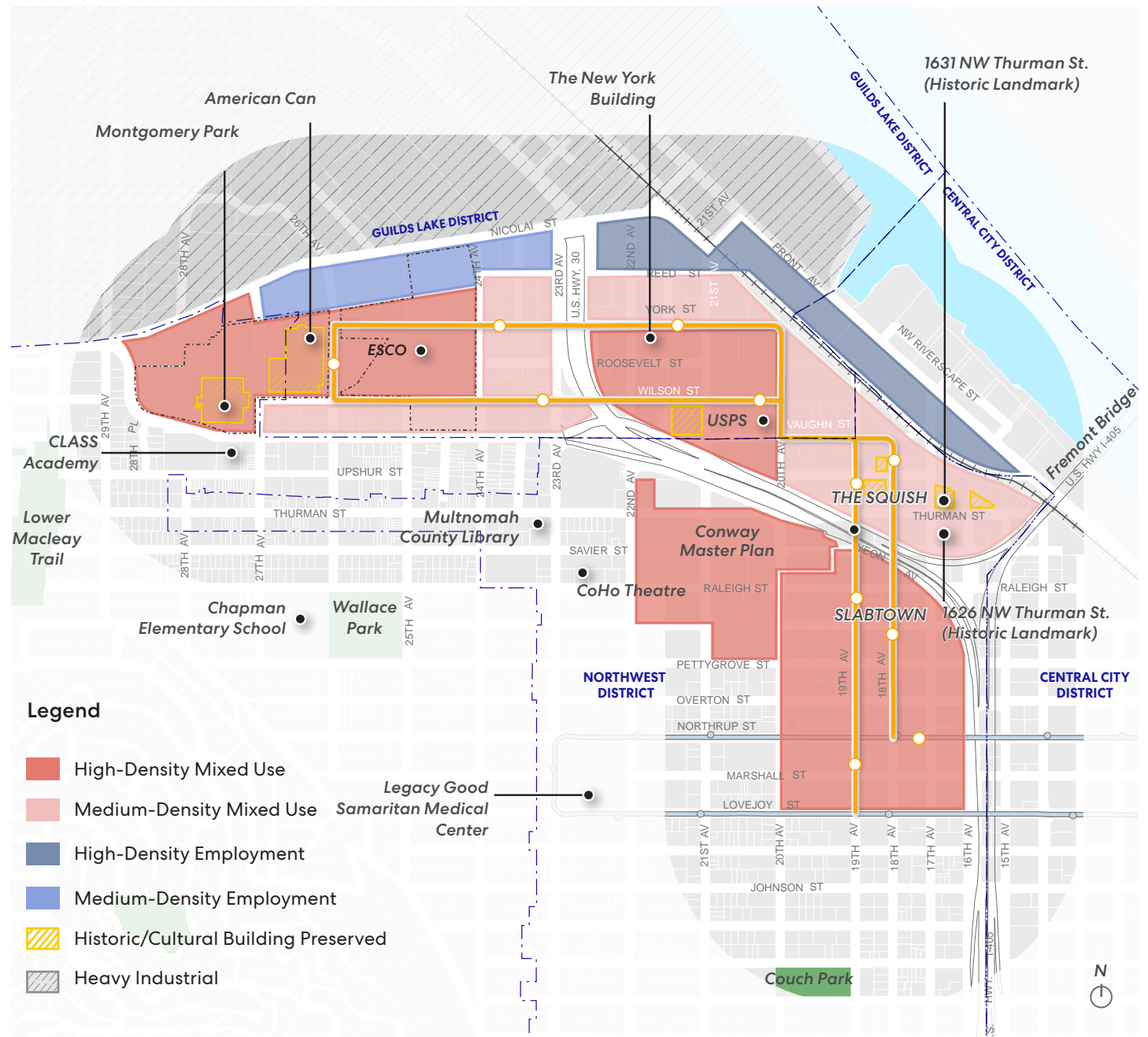
-  Proposed Streetcar Alignment
-  Existing Streetcar Alignment
-  Portland Citywide Design Guidelines Designated Civic and Neighborhood Corridor

District Concept

# Land Use and Urban Form

This scenario allows a broader mix of uses including residential, office, retail, and industrial. Residential uses are applied broadly throughout the district with limitations on housing development for areas adjacent to Nicolai and between the rail line at Northwest Front Street. Urban form reflects some of the city's densest town centers with allowances for 6 to 10 story buildings.

SCENARIO 3: MIXED USE



Land Use and Urban Form

# Transportation

## Transit Streets

The NW 18<sup>th</sup> and 19<sup>th</sup> couplet and the NW Wilson and NW York couplet accommodates streetcar/bus, freight, autos, bicycles, and pedestrians. Each transit station seamlessly connects to active transportation network.

## Multi-Modal Streets

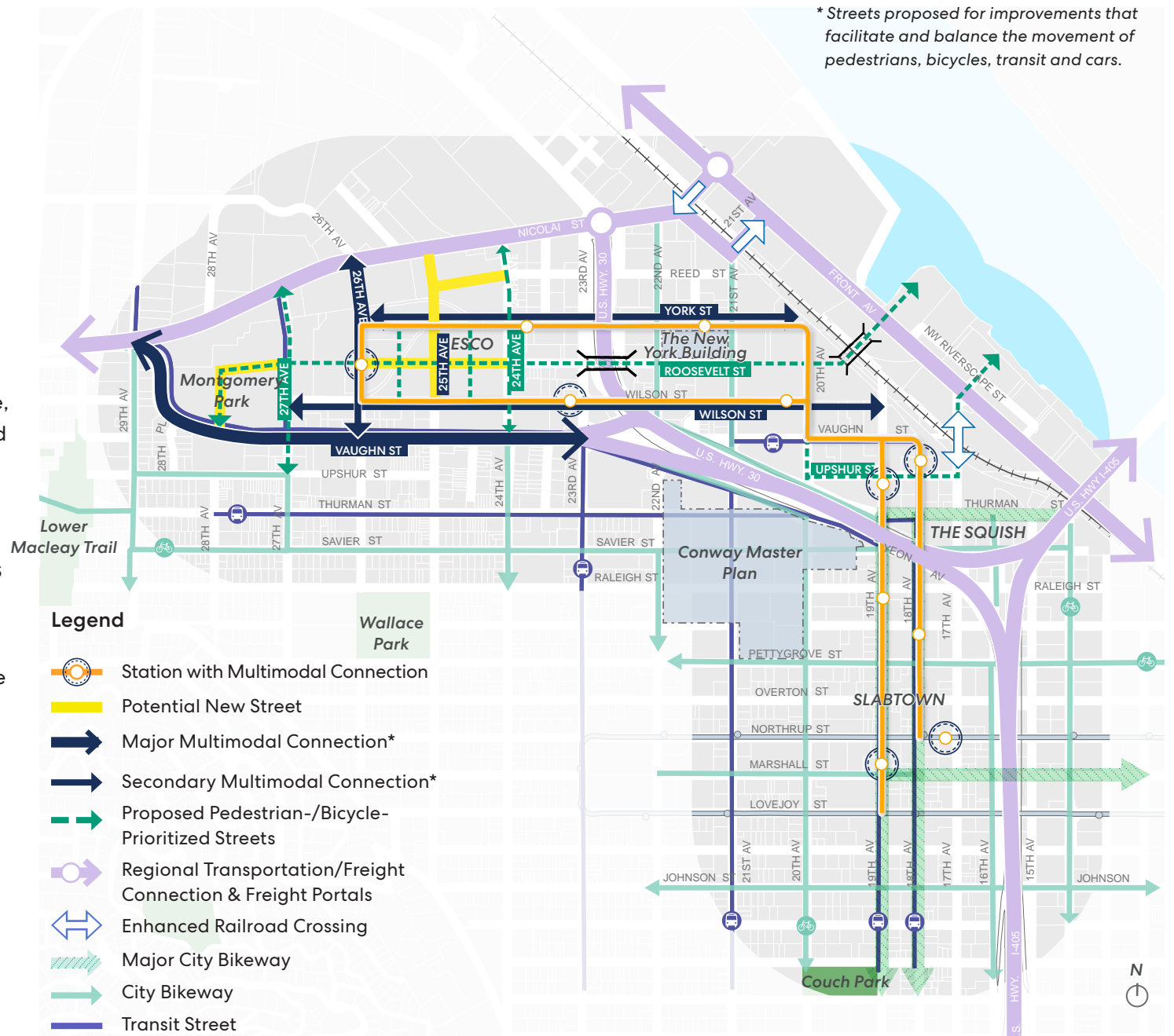
NW Vaughn Street, NW 26<sup>th</sup> Avenue, and NW 24<sup>th</sup> Avenue have improved pedestrian crossings, bikeway enhancements, and transit priority treatments.

## Active Transportation Streets

Pedestrian and bicycle streets prioritized across the study area, including new internal streets at the ESCO site. Two new pedestrian / bicycle bridges connect Forest Park to the Willamette River.

## Freight Streets

Major freight streets such as Nicolai Street and Front Avenue are preserved to support truck movement and access onto the regional freeway system.



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

Transportation Connection

# Public Realm

## Activity Centers

This scenario features two activity centers with a concentration of ground floor retail. The southern activity center is located at NW Upshur Street in between the NW 18<sup>th</sup> / 19<sup>th</sup> Avenue Transit Streets. This supports the emerging development occurring in The Squish. The northern activity center is located at the end-of-line station at NW 26<sup>th</sup> Avenue and NW Roosevelt Street which would connect to additional retail activity at Montgomery Park. Ground floor activity is promoted along the streetcar alignment - potentially implemented with a main street overlay or similar regulatory tool.

## Open Space

In this scenario, Roosevelt Street serves as a linear open space, making a low-stress park like connection between the Lower Macleay Trail and the Willamette River. Additional open space opportunities are proposed on the ESCO Site as well as at the intersection of NW 20th Avenue and NW Wilson Street.

## ESCO Site

This scenario features 200' x 200' blocks to ensure compact, urban development.



Potential character of mid-block open space and pedestrian path

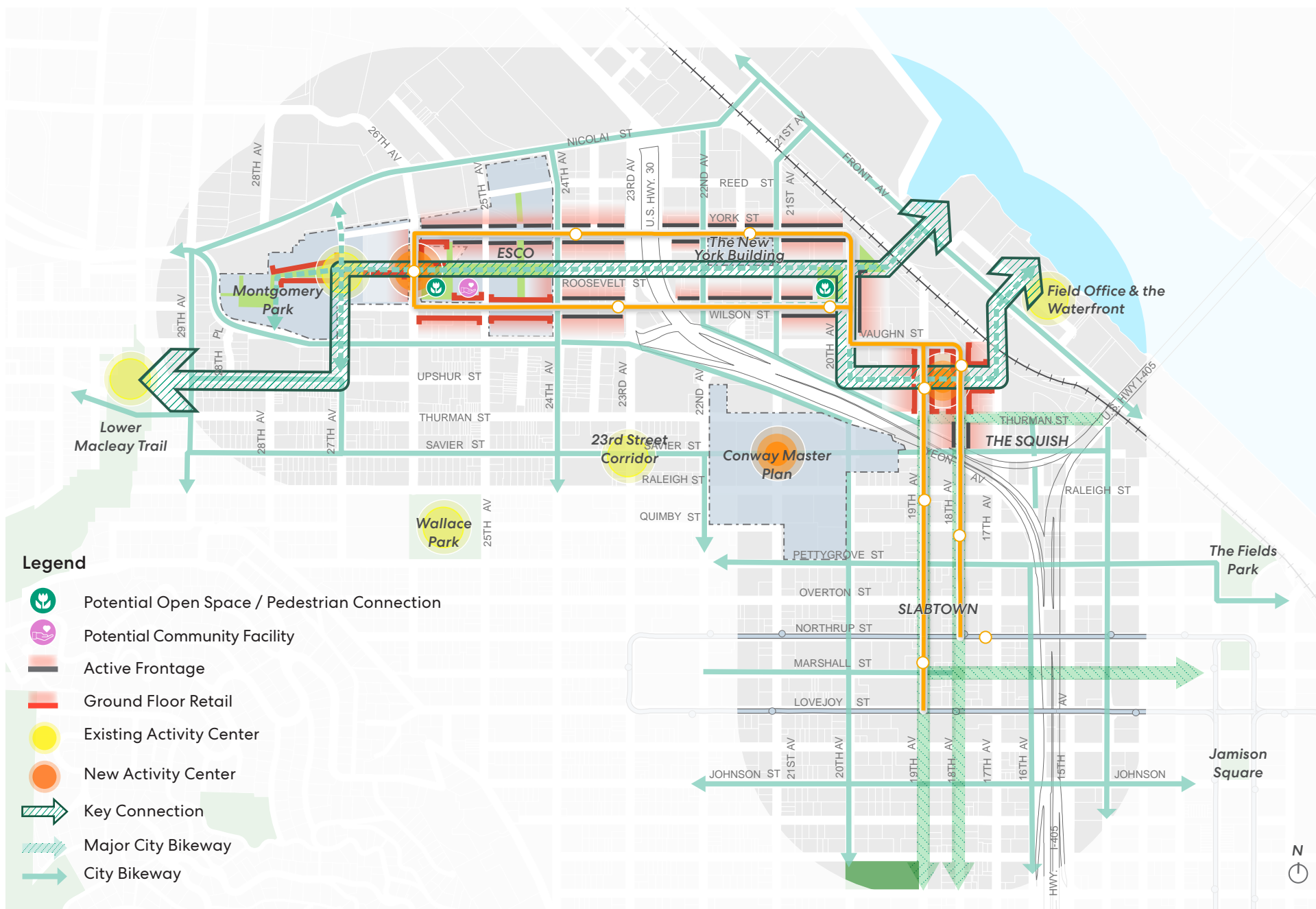


Potential character of ground floor retail with spill-out space












Potential character of open space





**Legend**

-  Potential Open Space / Pedestrian Connection
-  Potential Community Facility
-  Active Frontage
-  Ground Floor Retail
-  Existing Activity Center
-  New Activity Center
-  Key Connection
-  Major City Bikeway
-  City Bikeway

**Public Realm Improvement**



# Summary and Conclusion

This study evaluated three alternative land use scenarios each with a different focus: 1) Enhanced Industrial, 2) Employment, and 3) Mixed Use. Each alternative presented unique opportunities and challenges for the area.

**Scenario 1**, Enhanced Industrial, retained the emphasis on industrial uses and employment, but was less-supportive of future transit investments and service.

**Scenario 2**, Employment, fostered dense employment, but with the potential of resulting in a district lacking all-day activity, and the potential to overburden transportation systems.

**Scenario 3**, Mixed Use, achieved a dense mix of uses including opportunity for housing, but had impacts on the viability of industrial jobs in the area.

With the opportunity to revise the transit alignment to focus on NW 23rd Avenue, a new hybrid fourth scenario became possible. This hybrid scenario is the “Preferred Scenario” because it retains a significant amount of industrial land and job opportunity east of Highway 30, and provides opportunity for transformative new mixed use development, that can be effectively served by transit, in the area west of Highway 30.

The next step to implement the Preferred Concept in this report is for the City of Portland to develop more detailed draft implementation measures. The concepts and draft implementation measures will be available for public review. Ultimately, the concepts and draft implementation measures will be considered by city decision-making bodies - Portland Planning and Sustainability Commission and Portland City Council - at public hearings.

Following a successful adoption process, the City of Portland will update City policies and codes guiding land use and transportation in the study area, north of NW Vaughn Street. Policy updates should reflect the broad needs of the larger community - including inclusive economic opportunity and equity measures to protect businesses and residents, create a safe and welcoming public realm, and reduce disparities in accessing opportunity.

Redevelopment in this area may take time, and flexibility in decision making should be preserved and guided by the values adopted in the City of Portland’s 2035 Comprehensive Plan.



An aerial photograph of a city, likely Los Angeles, showing a dense urban area with a mix of residential and commercial buildings. A major highway (I-10) runs diagonally across the middle of the image. In the bottom right corner, a body of water (the Los Angeles River) is visible. The image has a reddish-orange tint on the left side and a white text box in the lower center.

**MONTGOMERY PARK TO HOLLYWOOD:**  
URBAN DESIGN CONCEPTS

June 30, 2021

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# Montgomery Park to Hollywood Transit and Land Use Development Strategy Northwest Portland Opportunities and Challenges Report

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April 26, 2021

Prepared for: City of Portland Bureau of Planning and Sustainability  
City of Portland Bureau of Transportation

Final Report

**ECONorthwest**  
ECONOMICS • FINANCE • PLANNING

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# 1. Executive Summary

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This report analyzes the potential development outcomes of four different land use and urban design scenarios for the Northwest Portland portion of the Montgomery Park to Hollywood Transit and Land Use Development Strategy. The purpose of this analysis is to understand how the impacts and implications of different land use scenarios and development outcomes could respond to expanded transit service through an extension of the existing Northwest Streetcar alignment. While development would occur under all of the four land use scenarios evaluated, the outcomes for commercial development, residential development, and value created to fund public benefits varies between the scenarios.

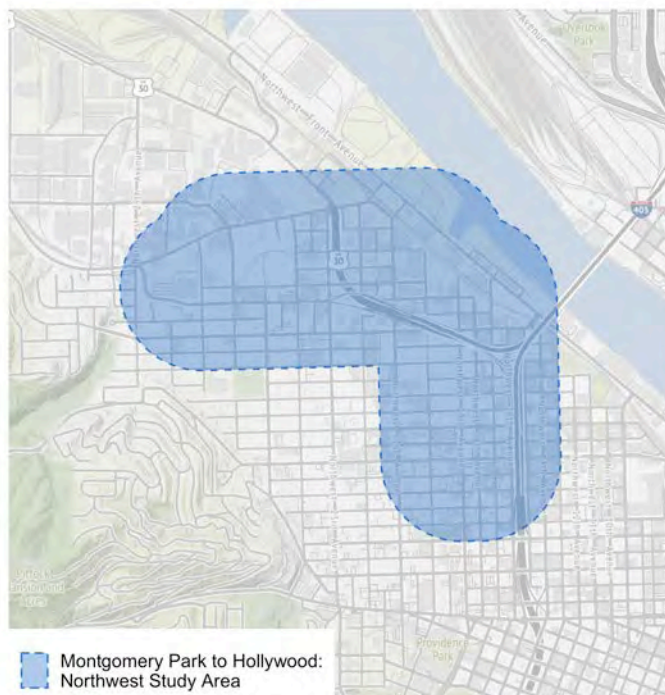
- Development of industrial, employment, mixed-use, and residential prototypes are all feasible at varying levels in the study area
- Low density traditional industrial development types have limited feasibility in the study area due to a combination of relatively low rents and high existing land values
- All urban design and land use scenarios generated residual land value that could be captured to support public benefits
- The mixed-use land use scenario resulted in the least amount of industrial job growth and created the most amount of residual land value through land use changes
- The enhanced industrial results indicate industrial job growth similar to that of the employment scenario but results in the lowest residual land value created of the scenarios that could be available to capture for public benefits.
- The Mixed-Use Scenario creates the most amount of residual land value from land use changes that could be captured to fund public benefits and also results in the least number of jobs created in the district due to the introduction of residential allowances, which compete for land and limit the growth of industrial and office jobs.
- The hybrid enhanced industrial and mixed-use scenario best balances goals for limiting impacts to industrial employment in the district, allowing transit-supportive development to serve future streetcar service, and increasing the supply of affordable housing through the Inclusionary Housing Program.
- Increasing the height maximum to 75 feet to allow for seven-story development in the mixed-use zoned portions of the study area increases development feasibility, affordable and market rate housing production, and the potential for community benefits.
- Deeper affordable housing set-aside targets above 12% of units at 60% AMI create development financing challenges where project revenues cannot support debt service requirements. Deeper affordable housing requirements would cause feasibility challenges without incentives to support increase in net operating income.

## 2. Project purpose

The purpose of this analysis is to understand how land use policy alternatives play out in different market conditions and zoning designations in response to the introduction of streetcar in Northwest Portland. This analysis was structured to highlight the outcomes of land use scenarios and provide information to help the City of Portland answer the following questions:

- How much development of different types is feasible for the alternative land use scenarios?
- What are the tradeoffs associated with changing land use allowances in the Northwest District?
- What level of change for employment and housing could be possible in the district if zoning permitted higher density employment and residential uses and development?
- What are the impacts of development under the different land use scenarios to existing industrial employment in the district?
- How much value (defined as residual land value) is created from zoning changes in the land use scenarios?
- How much value (defined as residual land value) could be captured in the district from land use changes that could help support public benefits?

Figure 1. Montgomery Park to Hollywood – Northwest Study Area Boundaries



Source: ECONorthwest

### 3. Overview of Process

The development feasibility and land use outcomes analysis was structured to evaluate various land use and urban design scenarios in collaboration with the consultant team urban design lead Perkins+Will, city staff from the Bureau of Planning and Sustainability and the Bureau of Transportation, and the Montgomery Park to Hollywood Project Working Group. In September 2019 the City of Portland published the Northwest Portland Streetcar Extension and Land Use Alternatives Analysis that summarized preliminary findings about how land use changes and streetcar investment might support economic development, equity, and climate change goals, including the potential creation of affordable housing and job sites. This city-led analysis identified preliminary questions and trade-offs around streetcar investment and land use changes in Northwest Portland that became the basis for further evaluation of streetcar alignment and land use decisions.

Figure 2. Spectrum of Potential Land Use Changes



Source: City of Portland Bureau of Planning and Sustainability

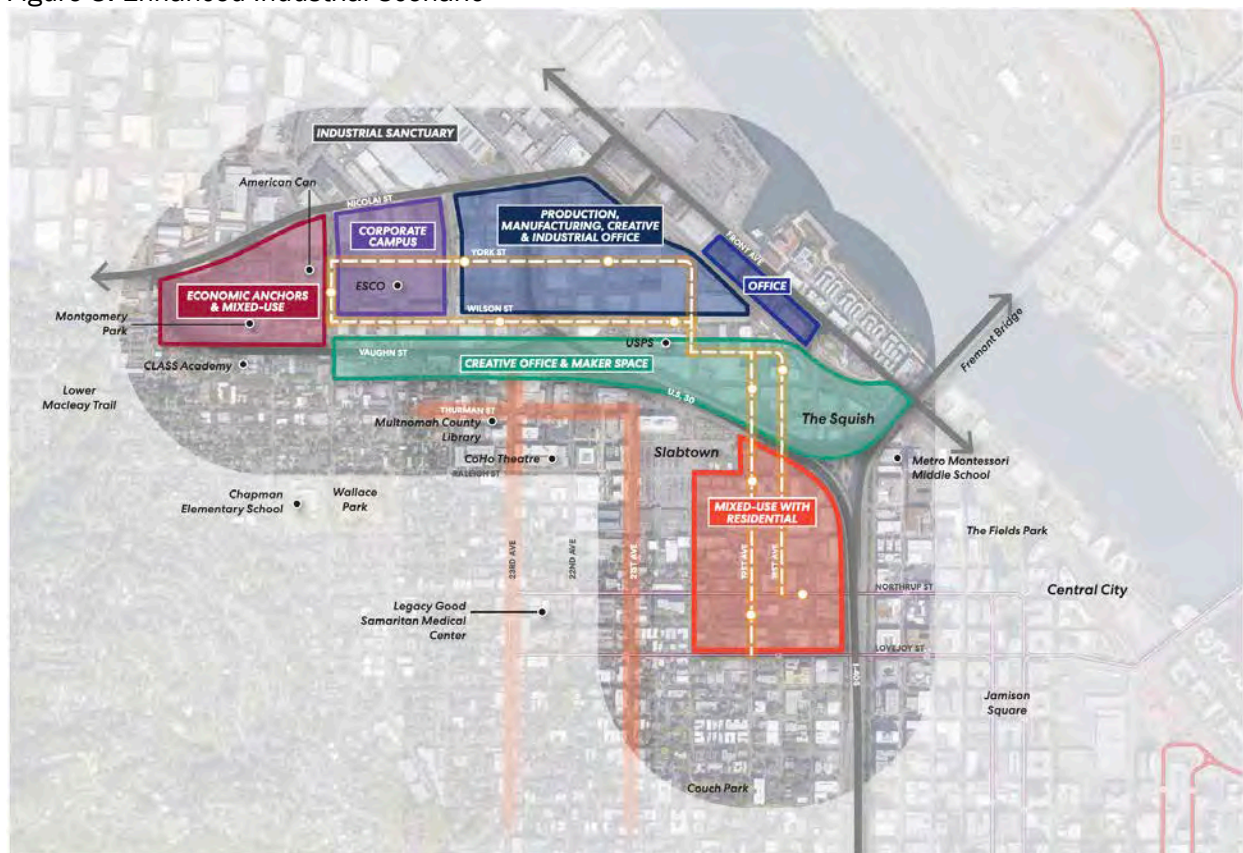
#### Relationship to the Urban Design Process

Perkins+Will developed three initial urban design concepts to further explore urban form, transportation, and public realm outcomes for each of the land use scenarios in Northwest Portland. Perkins+Will built on the land use scenarios previously analyzed by City of Portland staff with a deeper dive into block and site level impacts of transportation investments and land use changes to identify opportunities to integrate different land use scenarios from various streetcar alignment options.

### Urban Design Scenario 1: Enhanced Industrial

The intent of the enhanced industrial scenario was to evaluate an industrially focused land use pattern that allows for more flexibility for industrial uses, introduces the concept of transit streets to the district, and allows for more intense employment uses than currently allowed in around the ESCO site.

Figure 3. Enhanced Industrial Scenario

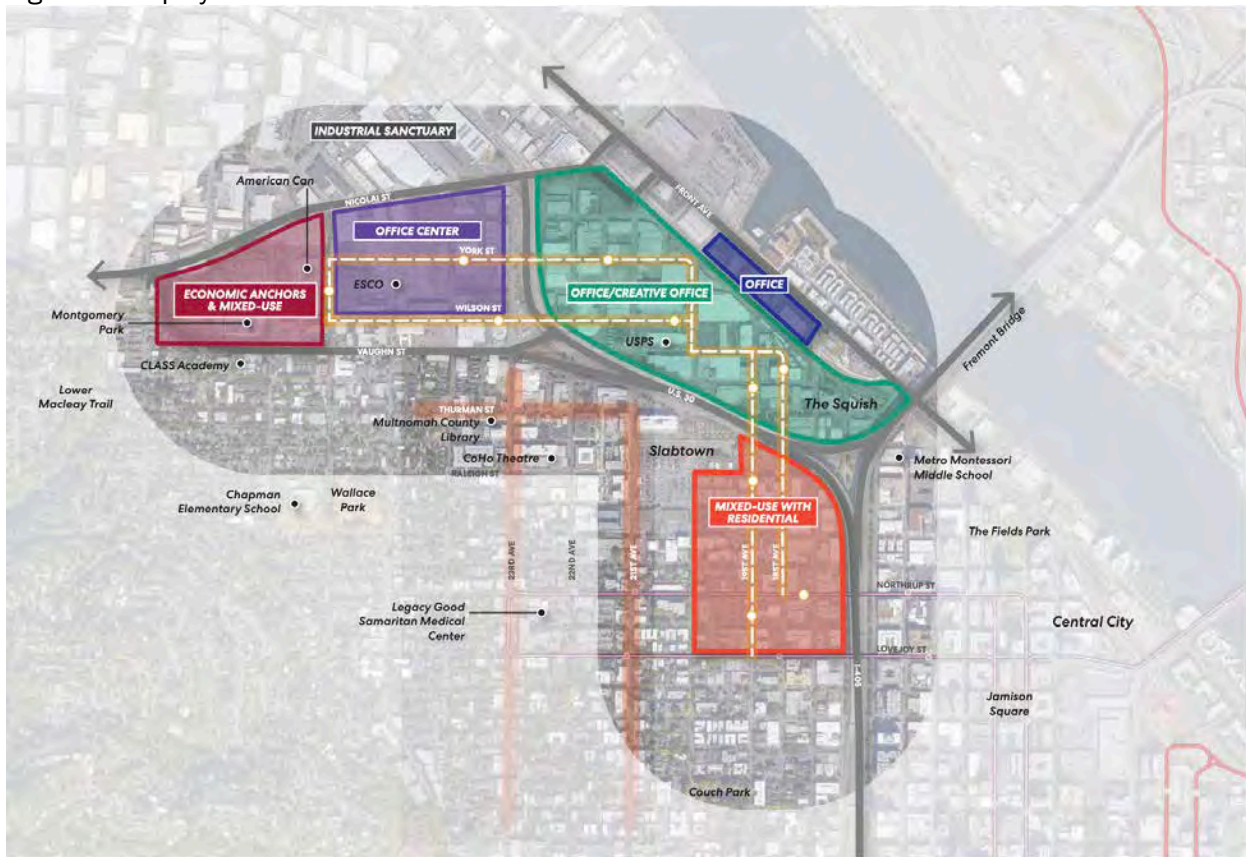


Source: Perkins+Will

## Urban Design Scenario 2: Employment

The intent of the employment scenario was to evaluate a denser employment-focused land use pattern that allows for higher density employment uses, broader office allowances across the district. This scenario also introduces a more focused pedestrian environment with public spaces connecting the district.

Figure 4. Employment Scenario

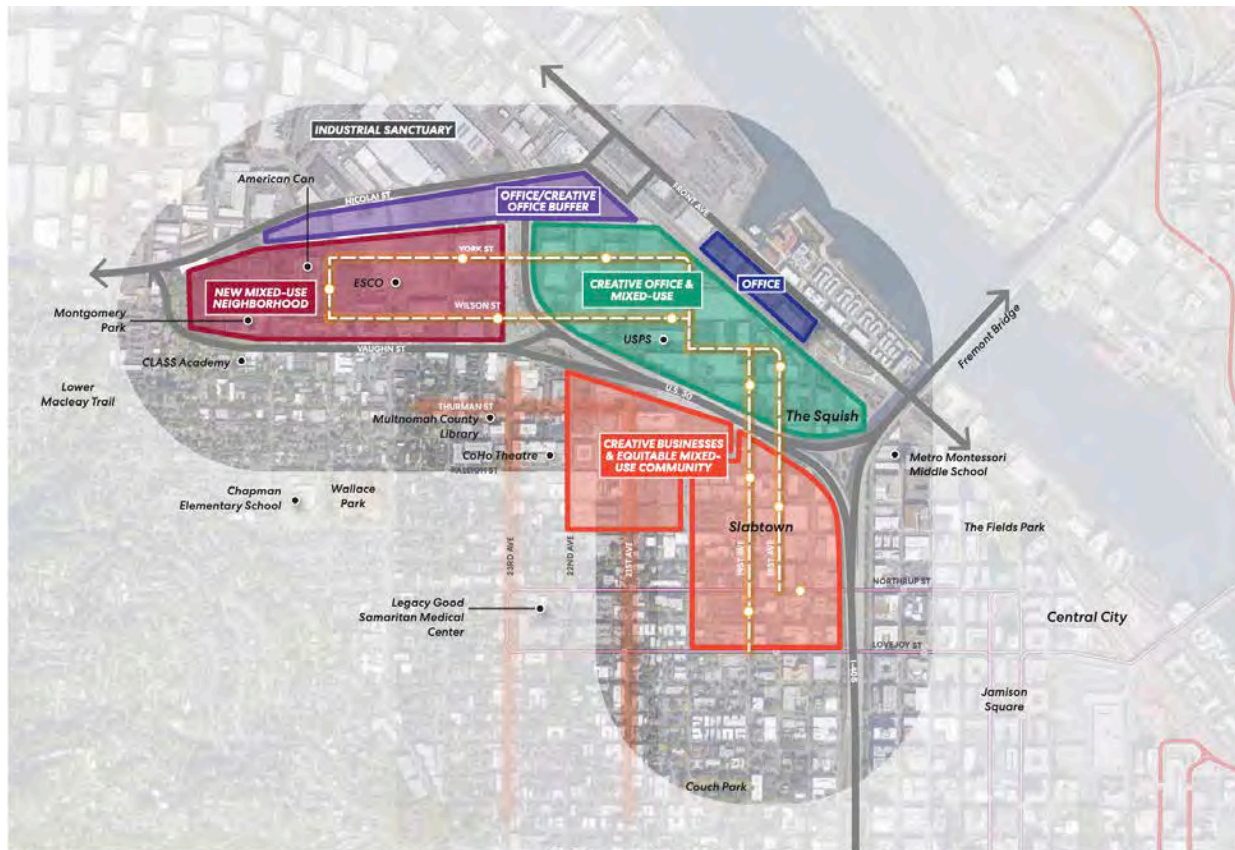


Source: Perkins+Will

### Urban Design Scenario 3: Mixed-Use Scenario

The intent of the mixed-use scenario was to evaluate a land use pattern that allows for residential and mixed-use development more broadly throughout the district, a focus on optimizing residential allowances to leverage more affordable housing, and adds a broader variety of public spaces and community facilities.

Figure 5. Mixed-Use Scenario



Source: Perkins+Will

### Urban Design Scenario 4: Hybrid Industrial and Mixed-Use Scenario

A fourth “hybrid” scenario was also developed as an outcome of initial evaluation of the previous three scenarios. The intent of the hybrid industrial mixed-use scenario was to evaluate a land use pattern that allows for residential and mixed-use development west of NW 23<sup>rd</sup> Avenue while maintaining a primary industrial land use function in the portion of the study area east of Highway 30. This scenario focuses the areas of change around Montgomery Park and the ESCO site.

Figure 6. Hybrid Industrial and Mixed-Use Scenario



Source: Perkins+Will

## Summary of Land Use Scenarios Evaluated

This land use and development analysis evaluated, within the study area, the cumulative impacts of land use changes between the four urban design scenarios in addition to a baseline scenario that reflects current Comprehensive Plan and zoning designations. Detailed information about the zoning designations used to evaluate the land use scenarios and development prototypes evaluated within zoning designations is available in Table 3 and the Analysis Approach and Methodology section of this report.

**Baseline Scenario** – This scenario evaluated the development outcomes of existing zoning throughout the study area. The baseline scenario was the comparison by which all other land use scenarios were evaluated. This scenario represents a predominantly industrial zoning pattern in the area north of NW Vaughn Street and includes IH, IG, EG, and EX zones. The baseline scenario represents development outcomes that are market feasible under existing zoning, not current employment or housing units on the ground in the study area today.

**Enhanced Industrial Scenario** – This scenario evaluated an industrial-focused zoning pattern but allowed more flexibility for creative office in the industrial zones. The enhanced industrial allowances evaluated are based of the current IG zone allowances in the Central Eastside developed for the Southeast Quadrant Plan and the Central City 2035 Plan.

**Employment Scenario** – This scenario evaluated more intense employment uses including modified office allowances in existing IG zones and increased density to support traditional and campus office type uses on larger sites throughout the study area. This scenario evaluated a mix of EG-type zoning mapped throughout the study area. A more intense EX-type zone with no housing allowed was evaluated for the ESCO site and surrounding area.

**Mixed-Use Scenario** – This scenario evaluated a broader mix of uses including residential, office, retail, and industrial. This scenario allowed residential uses broadly throughout the district with limitations on residential development for areas adjacent to NW Nicolai Street and between the rail line and NW Front Avenue. This scenario evaluated a broader mix of CM2, CM3, and EX-type zones that were mapped more broadly across the study area.

**Hybrid Mixed-Use and Industrial Scenario** – This scenario tested a hybrid of the Enhanced Industrial Scenario and the Mixed-use Scenario. In this scenario, the area North of I-405 and East of Highway 30 was limited to enhanced industrial allowances, including industrial office allowances, while the remainder of the study area bounded by NW Vaughn Street, NW Nicolai Street, and Highway 30 was evaluated using mixed-use and residential prototypes. This scenario evaluated a mix of industrial and mixed-use zones including IG, EG, CM2, CM3, and EX. This scenario also evaluated higher height allowances for the EX zone in the core areas of the ESCO and Montgomery Park parcels that would allow up to seven story developments within a maximum height of 75 feet.



## 4. Key Findings

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For each of the scenarios evaluated, we summarized the total development outcomes including residual land value created, impact to jobs by type, change in housing production, and affordable units produced under an inclusionary housing program. These numbers represent what we call market supportive capacity. In other words, if unlimited market demand under each of these scenarios existed today, this is a realistic range of development outcomes that could be supported under current market conditions. Summarizing development impacts in this way allows staff, community stakeholders, and decisions makers to weigh the relative trade-offs of each land use scenario by comparing outcomes. For example, the residual land value created totals represent the increment of land value that is created from land use changes that can potentially be captured to fund public benefits. The results of this analysis are summarized in Tables 1 and 2 below.

### Summary of Scenario Results

**Enhanced Industrial Scenario** –The Enhanced Industrial Scenario creates the least amount of residual land value, \$22 million, of all the scenarios evaluated. The Enhanced Industrial Scenario creates the second highest number of new jobs split mostly between office and industrial sectors. This scenario creates 930 additional industrial jobs through intensification of existing zones that are still broadly limited to industrial uses. Additionally, there are over 1,390 office jobs forecast in this scenario that are the result of the zoning allowances for office and industrial office uses.

**Employment Scenario**– The Employment Scenario creates the second least amount of land residual value, \$60 million, of all the scenarios evaluated. The Employment Scenario creates the most jobs of all the scenarios evaluated with nearly 2,370 new jobs, 58 percent of which are in office sectors. This scenario also sees an increase in industrial jobs, 930 new jobs, due to the increased allowances in the enhanced industrial type zoning east of Highway 30. This scenario also adds 820 new residential units from the introduction of allowances for mixed-use and residential development on the north side of Vaughn between 23<sup>rd</sup> and 27<sup>th</sup>.

**Mixed-Use Scenario** – The Mixed-Use Scenario creates the most amount of residual land value, \$150 million, from land use changes that could be captured to fund public benefits. The Mixed-Use Scenario also creates the most amount of new market rate and affordable units under the inclusionary housing program.

However, this scenario sees the least amount of total job creation in the district. The small increase in jobs and employment development are the result of current industrial uses being redeveloped for residential and mixed-uses. Additionally, when redevelopment does occur, new jobs are more likely to be limited to ground floor commercial uses that are likely to be home to service sector jobs such as retail, personal services, or restaurants but could accommodate office and institutional jobs.

**Hybrid Mixed-Use and Industrial Scenario** – The Hybrid Mixed-Use and Industrial Scenario creates the second highest amount of residual land value, \$103 million, that could be captured for community benefits. This scenario generates 2,030 new market rate residential units in addition to 190 affordable units through the inclusionary housing program.

While this scenario creates 1,790 new jobs, a lot of which are in retail, personal services, and restaurants, it also sees a moderate increase to the total number of industrial jobs in the district. Notably, by excluding residential allowances in the area east of Highway 30 and allowing for intensification of industrial uses in current IG1 zones in combination with applying mixed-use allowances to larger sites on the west side of the study area, this scenario has a moderate net impact to the industrial jobs in the district.

Table 1: Land Use Scenario Results (Net Changes from Baseline Zoning)

	Enhanced Industrial Scenario	Employment Scenario	Mixed Use Scenario (10% set-aside)	Hybrid Industrial and Mixed Use (10% set-aside)
Residual Land Value	\$22 M	\$60 M	\$150 M	\$103 M
Industrial Jobs	930	930	250	560
Office Jobs	1,390	1,390	490	960
Retail / Restaurant Jobs	10	50	340	270
Net Job Changes	2,330	2,370	1,080	1,790
Market Rate Housing Unit Changes	190	820	3,110	2,030
Net Affordable Unit Changes	20	50	315	190

Table 2. Land Use Scenario Results (Total Values for Each Scenario Evaluated)

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

This analysis also evaluated the impact of increasing the height maximum allowed in the EX zone in the study area in both the Mixed Use and Hybrid Industrial and Mixed Use Scenarios to be aligned with the height bonus option in the CM3 zone. This additional height analysis evaluated allowing development prototypes to access heights up to 75 feet compared to 65 feet in the EX base zone allowances. Increasing the height maximum results in an increase in the residual land value as well as an increase in housing units that are feasible to produce under current market conditions. Allowing buildings up to 75 feet in all scenarios allows a more feasible development type, five-over-two podium development, than what is allowed in 65-foot height maximum. While six-story buildings are permitted and physically possible within a 65-foot height maximum, in most cases a five-story development is identified as the most feasible development type. Allowing additional height up to 75 feet to get to seven-story development improves feasibility and development outcomes across the study area.

Table 3: Scenario Results Comparing a Height Increase to 75 Feet (Net Changes from Baseline Zoning)

	Mixed Use Scenario (10% set-aside)	Mixed Use Scenario (10% set-aside) – more height	Hybrid Industrial and Mixed Use (10% set-aside)	Hybrid Industrial and Mixed Use (10% set-aside) – more height
Residual Land Value	\$150 M	\$186 M	\$103 M	\$140 M
Industrial Jobs	250	250	560	560
Office Jobs	490	490	960	960
Retail / Restaurant Jobs	340	560	270	480
Net Job Changes	1,080	1,300	1,790	2,000
Market Rate Housing Unit Changes	3,110	6,130	2,030	5,060
Net Affordable Unit Changes	315	670	190	550

## 5. Analysis Approach and Methodology

ECONorthwest utilized MapCraft labs to run financial pro formas to test the impact of changes to zoning and land use allowances within the study area defined as ¼ mile from the proposed Northwest Industrial streetcar alignment. To do this, we modeled development prototypes which conform to various land uses and entitlements currently present in the study areas. We will also model prototypes that conform to potential future entitlements in the study areas for the sensitivity testing of alternative scenarios. The analysis area for Scenario 4 is based on the original study area used for the initial three scenarios and is valid as a point of comparison because only the changes in land use were evaluated between scenarios. Additional analysis would need to be conducted to analyze full development outcomes with a revised study area based on a new transit alignment.

To understand the impact to development, given the factors of the alternative scenarios, our pro forma models evaluated changes to the *residual land value* (RLV) of the prototypes under both the existing zoning allowances (base scenario) and potential future zoning scenarios defined by the Perkins+Will urban design concepts and in discussion with City of Portland staff. RLV is an estimate of what a developer would be able to pay for land given the property's income from

leases or sales, the cost to build as well as operate the building, and the investment returns needed to attract capital for the project. In other words, it is the budget that developers have remaining for land after all the other development constraints have been analyzed. While there are other quantitative methods for calculating value created from land use changes and calibrating public benefit requirements, such as an internal rate of return (IRR) threshold approach, all of the potential methods share drawbacks regarding the quality of inputs and sensitivity to those inputs. An advantage of the RLV approach is that it does not rely on land prices as an input. Rather, observed land prices can be compared with the model outputs to help calibrate the model and ensure it reflects reality. The residual land value results presented in this memo are the true residuals after subtracting the Multnomah County Assessor's estimates of real market value on each parcel.

We used RLV to identify the prototypical development with the highest value for each site in the study area. This reflects the likely market conditions where land will sell to whichever developer is able to pay the highest price. As a second filter for site level development feasibility, we applied debt service coverage thresholds to identify if projects could overcome financing requirements, even with positive RLVs. The RLV analysis is an estimate of the feasibility for the market to produce housing and commercial space – it is used to compare policy choices but does not produce a precise answer for every site due to variations in property conditions and property owner decisions. It is best to use these results to understand the direction and scale of policy choices relative to desired outcomes (e.g. more affordable housing or less impact on industrial jobs). The outputs of this analysis are not intended to be the final recommendation, but to help ground future recommendations and policy decisions in the context of market realities and how private investment decisions are made.

Additionally, this analysis relies heavily on recent trends and observed development within and around the study area. The near and mid-term impacts of COVID-19 on investment in residential and commercial development are unclear but will affect how and when the scenarios evaluated in this analysis might be realized. It is important to understand that there is still long-term demand for residential and commercial development in the City of Portland and that the location of the study area along with investment in infrastructure and public-realm improvements make the area well positioned for longer term investment.

## Zoning Designations and Development Prototypes

ECONorthwest worked with city staff to identify the zoning designations that could implement the urban design scenarios. City of Portland Bureau of Planning and Sustainability provided information to translate the urban design concepts to zoning designations, floor area ratio (FAR) allowances, and heights that were used to develop the development prototypes that were evaluated. These development prototypes represent a typical development that could occur in zones throughout the district and under all land use scenarios. This analysis also evaluated both base and bonus FAR, density, and height bonuses by zone as applicable. Development prototypes that reflect bonus allowances account for current inclusionary housing obligations.

Table 4: Zones from all scenarios plus respective prototypes evaluated

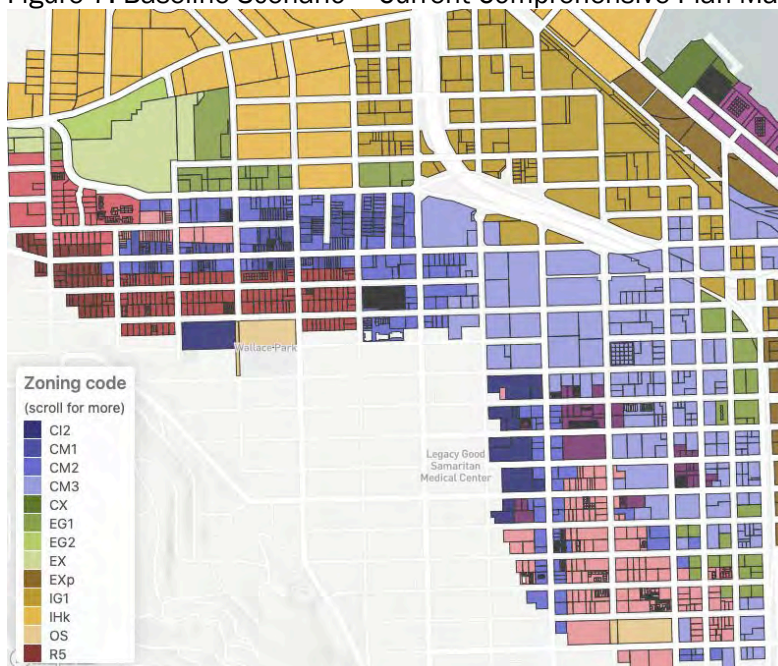
Zone	Prototypes allowed by base entitlements	Prototypes allowed by bonus entitlements
IH	Traditional low-rise industrial: warehouse and manufacturing 1 story, 0.6 FAR	N/A
IG1	Traditional low-rise industrial: warehouse, manufacturing, and flex 1 story, 0.6 FAR	N/A
IG1 Central City – IG1 zone with industrial office allowance	Traditional low-rise industrial: warehouse, manufacturing, and flex; Central City office; urban flex 4 stories, 3.4 FAR	N/A
EG1	Traditional low-rise industrial: warehouse, manufacturing, and flex; urban flex; low-rise office 6 stories, 2.1 FAR	N/A
EG2	Traditional low-rise industrial: warehouse, manufacturing, and flex; urban flex; low-rise office 6 stories, 2.1 FAR	N/A
EX	Traditional low-rise industrial: warehouse, manufacturing, and flex; urban flex; low-rise office; low to mid-rise residential 6 stories, 2.1 FAR – Flex 4 stories, 3.4 FAR – CC Indus.	Traditional low-rise industrial: warehouse, manufacturing, and flex; urban flex; low-rise office; low to mid-rise residential 5 stories, 4.6 FAR
EX - Pearl district height/FAR	Traditional low-rise industrial: warehouse, manufacturing, and flex; urban flex; low-rise office; low to mid-rise residential 6 stories, 2.1 FAR – Flex 4 stories, 3.4 FAR – CC Indus.	Traditional low-rise industrial: warehouse, manufacturing, and flex; urban flex; low to high-rise office; low to high-rise residential 10 stories, 9.3 FAR
EX – no housing	Traditional low-rise industrial: warehouse, manufacturing, and flex; Central City office; urban flex; low-rise office 6 stories, 2.1 FAR – Flex 4 stories, 3.4 FAR – CC Indus.	Traditional low-rise industrial: warehouse, manufacturing, and flex; Central City office; urban flex; low-rise office 6 stories, 3.4 FAR - Flex 5 stories, 4.4 FAR – CC Indus
EX – 7 stories (testing height bonus allowed in EX zone)	Traditional low-rise industrial: warehouse, manufacturing, and flex; Central City office; urban flex; low-rise office 6 stories, 2.1 FAR – Flex 4 stories, 3.4 FAR – CC Indus.	Traditional low-rise industrial: warehouse, manufacturing, and flex; Central City office; urban flex; low-rise office 7 stories, 6.5 FAR – MU Res
CM1	Low-rise residential; low-rise office 3 stories, 1.3 FAR	Low-rise residential; low-rise office 3 stories, 2.0 FAR
CM2	Low to mid-rise residential; low-rise office 4 stories, 2.1 FAR	Low to mid-rise residential; low-rise office 5 stories, 4.0 FAR
CM3	Low to mid-rise residential; low-rise office 4 stories, 2.1 FAR	Low to mid-rise residential; low-rise office 5 stories, 4.6 FAR

CX	Low to mid-rise residential; low-rise office 4 stories, 1.6 FAR	Low to mid-rise residential; low to mid-rise office 8 stories, 7.6 FAR
RM1	Low-rise residential 2 stories, 1 FAR	Low-rise residential 3 stories, 1.3 FAR
RM2	Low-rise residential 3 stories, 1.3 FAR	Low to mid-rise residential 4 stories, 2.1 FAR
RM3	Low-rise residential 4 stories, 1.6 FAR	Low to mid-rise residential 4 stories, 2.1 FAR
RM4	Low to mid-rise residential 5 stories, 4.0 FAR	Low to mid-rise residential 5 stories, 4.6 FAR
RX	Low to mid-rise residential 4 stories, 1.6 FAR	Low to mid-rise residential 7 stories, 6.5 FAR

## Zoning Designations Analyzed by Land Use Scenario

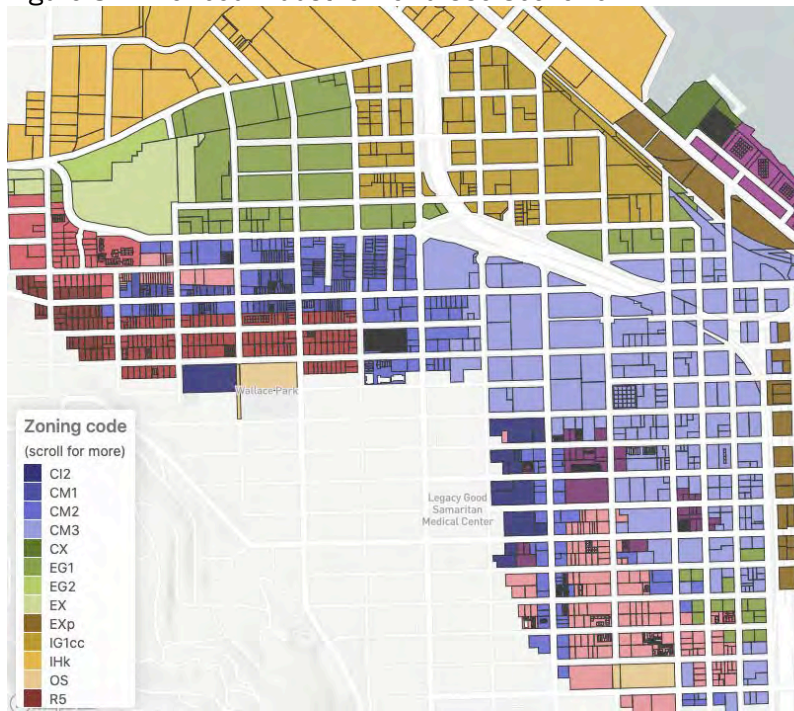
For all of the land use scenarios, we tested numerous development prototypes within each of the zoning allowances for each scenario. For example, in the mixed-use scenario we evaluated multiple development prototypes (e.g.-three story wood frame construction, podium, and steel/concrete towers) and multiple land uses (e.g.- mixed-use, residential, and office uses all within a single type of development) across a range of mixed-use zones including CM2, CM3, and EX zones. Similarly, we tested prototypes for industrial and employment focused development in the IH, IG, and EG zones across all land use scenarios. The following maps in this section identify the zoning designations that were analyzed for each land use scenarios.

Figure 7. Baseline Scenario – Current Comprehensive Plan Map and Zoning



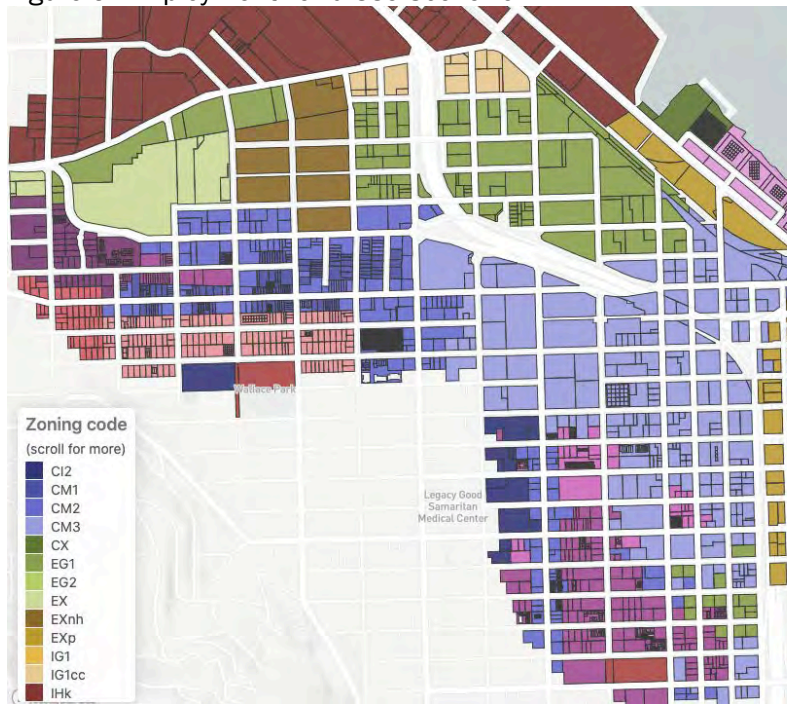
Source: ECONorthwest

Figure 8. Enhanced Industrial Land Use Scenario



Source: ECONorthwest

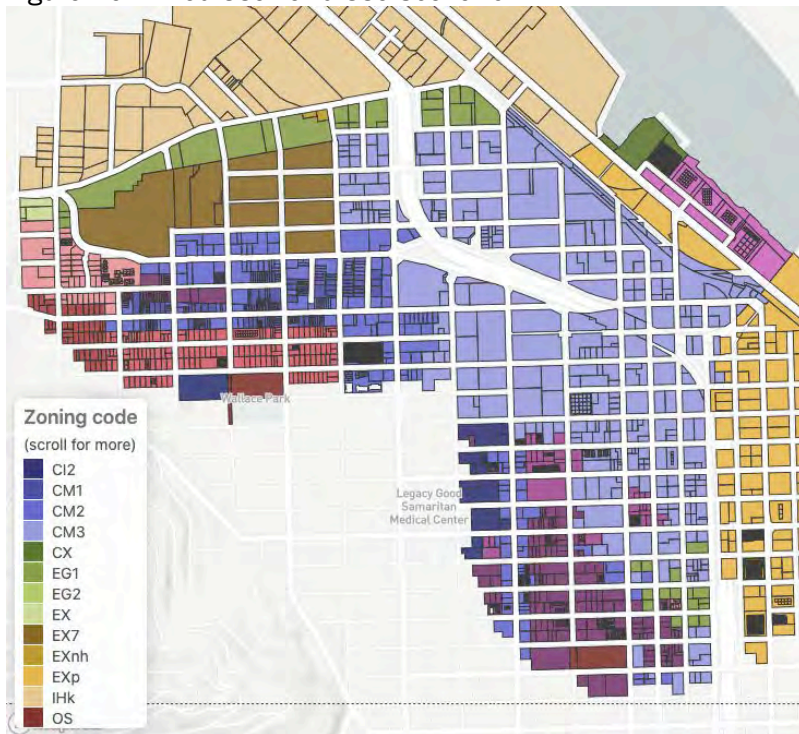
Figure 9. Employment Land Use Scenario



Source: ECONorthwest

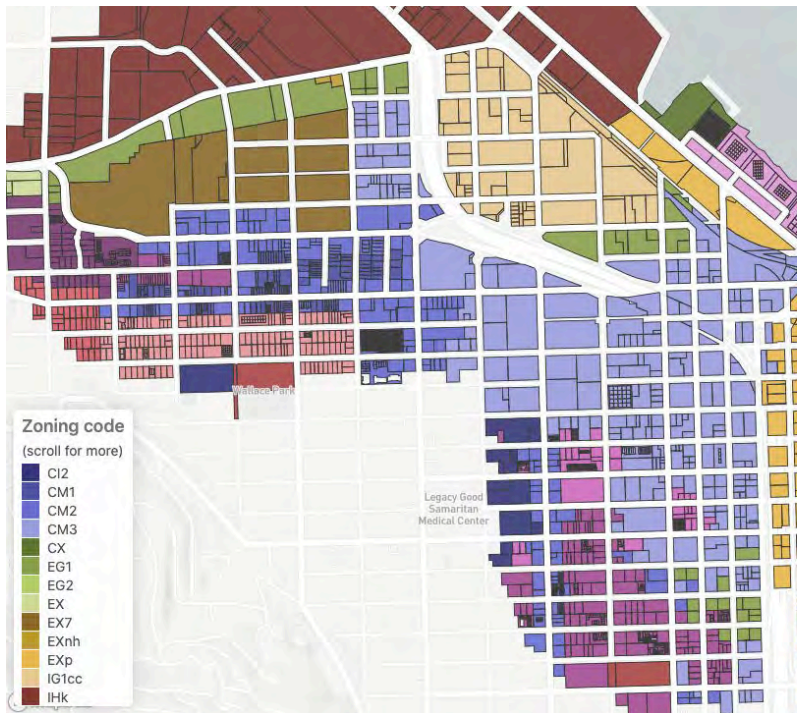


Figure 10. Mixed-Use Land Use Scenario



Source: ECONorthwest

Figure 11. Hybrid Industrial and Mixed-Use Land Use Scenario



Source: ECONorthwest

## Evaluating Deeper Affordable Housing Targets

We also evaluated multiple affordable housing targets under modifications to the existing inclusionary housing program. Increases in affordable housing set-aside requirements results in less development occurring overall and the scale at which development occurs that impacts both the amount of total housing units expected to be built as well as the number of jobs that are created in each scenario. We found that a 12% set-aside at 60% MFI was the highest outcome scenario for a district specific proposal that maximizes affordable housing through an existing program (Portland Inclusionary Housing Program) while still generating financial returns for site-specific development.

We found that, based on the debt financing assumptions (70% LTC, 6% interest rate), a 15% set-aside reduces the revenue, and subsequent net operating income, to a point that some projects cannot cover the debt service on the loan. At a 12% set-aside, the revenue from the mixes of income levels can still support the annual debt service payment, assuming the same debt financing parameters.

This analysis also evaluated the impact of increasing the height limit allowed in the EX zone in the study area in both the Mixed Use and Hybrid Industrial and Mixed Use Scenarios to be aligned with the height bonus option in the CM3 zone. Increasing the height maximum results in an increase in the residual land value as well as an increase in housing units that are feasible to produce under current market conditions.

Table 5: Affordable Housing Results (Net Changes from Baseline Zoning for Affordable Housing Targets)

	Mixed Use Scenario (10% set-aside)	Mixed Use Scenario (12% set-aside)	Mixed Use Scenario (15% set-aside)	Hybrid Industrial and Mixed Use (10% set-aside)	Hybrid Industrial and Mixed Use (12% set-aside)
Residual Land Value	\$150 M	\$99 M	\$14 M	\$103 M	\$58 M
Industrial Jobs	250	250	250	560	560
Office Jobs	490	490	490	960	960
Retail / Restaurant Jobs	340	270	180	270	490
Net Job Changes	1,080	1,010	930	1,790	1,740
Market Rate Housing Unit Changes	3,110	2,100	930	2,030	1,170
Net Affordable Unit Changes	315	410	590	190	280

Source: ECONorthwest

Table 6: Affordable Housing Results from a Height Increase to 75 Feet (Net Changes from Baseline Zoning for Affordable Housing Targets)

	Mixed Use Scenario (10% set-aside) – more height	Mixed Use Scenario (12% set-aside) – more height	Hybrid Industrial and Mixed Use (10% set-aside) – more height	Hybrid Industrial and Mixed Use (12% set-aside) – more height
Residual Land Value	\$186 M	\$125 M	\$140 M	\$84 M
Industrial Jobs	250	250	560	560
Office Jobs	490	490	960	960
Retail / Restaurant Jobs	560	490	480	440
Net Job Changes	1,300	1,230	2,000	1,960
Market Rate Housing Unit Changes	6,130	5,080	5,060	4,150
Net Affordable Unit Changes	670	810	550	670

Source: ECONorthwest





# MONTGOMERY PARK *to* HOLLYWOOD

TRANSIT & LAND USE DEVELOPMENT STUDY

**EXISTING CONDITIONS**  
JANUARY 2020



**PBOT**  
PORTLAND BUREAU OF TRANSPORTATION



Bureau of Planning and Sustainability

## **PORTLAND CITY COUNCIL**

Ted Wheeler, Mayor  
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# MONTGOMERY PARK *to* HOLLYWOOD

## TRANSIT & LAND USE DEVELOPMENT STUDY

### EXISTING CONDITIONS

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Bureau of Planning and Sustainability





# Introduction & Plan Context

## ABOUT THIS STUDY

**The Montgomery Park to Hollywood Transit and Land Use Development Strategy (MP2H) will create an equitable development plan for potential transit-oriented districts in Northwest Portland and Inner East Portland.**

**The MP2H study will identify potential community benefits from land use, urban design, and economic development opportunities under a transit-oriented development scenario.** Major transit investments are land use and transportation tools that can be used to shape the future growth of the Central City and surrounding areas. The MP2H project will consider how land use changes and transportation investments could support the City's racial equity, climate justice, employment and housing goals.

## ABOUT THIS REPORT

**The Land Use and Transportation Existing Conditions document represents the first phase of the MP2H study.** The report provides a baseline overview of the land use and transportation conditions in each district. While the project seeks to eventually create a streamlined transit ride between the destinations of Montgomery Park and the Hollywood Transit Center, near-term work will consider each alignment and district separately. The westside study area looks at extending transit from the Central City to Montgomery Park, the second-largest office building in the City of Portland. On the eastside, the study area includes three potential alignments that could connect the Central City to the Hollywood District.

**The Existing Conditions report provides information on who lives and works in these study areas, the mix of uses, zoning, and land use characteristics.** The document also provides information on transportation volumes, classifications, street cross sections, travel networks and more. This document is intended to serve as an informative atlas of today's conditions upon which the project can analyze opportunities to shape vibrant, equitable, green and thriving neighborhoods. Future study phases will provide analysis of different opportunities and constraints related to land use scenarios and transportation investments.

## WESTSIDE STUDY AREA | MONTGOMERY PARK CONNECTION

The westside study area, also referred to as Northwest study area and alignment, consists of a quarter-mile buffer around a potential streetcar alternative route that connects the second-largest office building in Portland, Montgomery Park, to the existing Portland Streetcar network. The alignment diverges from the existing couplet on NW Lovejoy and NW Northrup, heading north via NW 18th and NW 19th beneath the HWY 30 ramps, before heading west via a couplet on NW Wilson and NW York.

The study area is primarily within the Northwest District and adjacent industrial areas to the north within the NW Industrial Business Association boundary. The neighborhoods surrounding the 18th/ 19th alignment are a mix of single and multifamily homes and buildings. Commercial buildings mix with restaurants and other destinations. Recent development at the former Conway site included large apartment buildings with a new grocer.

North of Vaughn the eastern portion of the study area is largely zoned industrial, while the western half includes large parcels of mixed use, and general employment. Businesses range from manufacturing, light industrial, office, storage, and more. Many parcels are currently transitioning

## EASTSIDE ALIGNMENTS STUDY AREA

The eastside study area includes a quarter-mile buffer around three potential streetcar alignment alternatives. These alignments are spaced closely enough that the buffers around each alignment overlap. The northernmost alignment operates on the NE Broadway/Weidler couplet, tying into the existing streetcar system at NE Grand and Martin Luther King Jr. Boulevard. At 24th Ave, the alignment runs both east and west on Broadway to NE Sandy Boulevard where it terminates at the Hollywood Transit Center. The NE Irving alignment ties into the existing streetcar system at NE Oregon Street, runs east on Lloyd Boulevard across the 12th street bridge and east-west along Irving street until it joins Sandy, east of NE 24th Street. The NE Sandy alignment primarily operates between the Hollywood Transit Center and the Burnside Bridge via Sandy Boulevard, then connecting to E Burnside St. and NE Couch at NE 13th Ave.

## ONE STUDY, TWO ALIGNMENTS

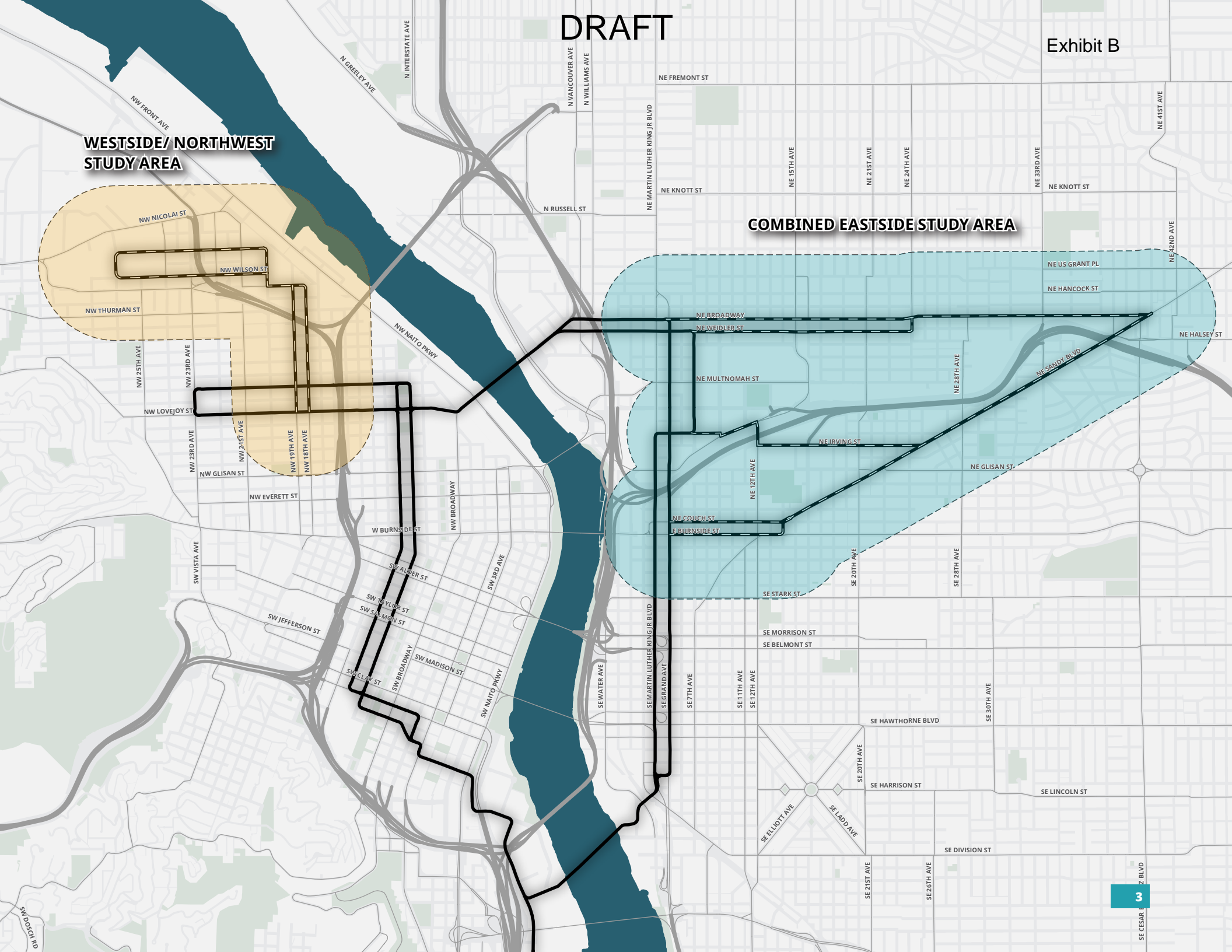
**This planning effort is focused on examining the transportation and land use implications of providing a new high-capacity transportation link between Montgomery Park and the Hollywood Town Center. However, due to varying levels of background planning for the western and eastern extents, this study can also be framed as investigating two separate planning questions.**

**For the western extent, the pertinent questions focus on what land use changes (if any) would be supportive of a major transit investment connecting to Montgomery Park.**

**To the east, the focus of the study is at a higher level and seeks to understand the benefits and trade-offs between three alignment options, with the purpose of identifying the most promising alignment for future study and project development.**

**WESTSIDE/ NORTHWEST  
STUDY AREA**

**COMBINED EASTSIDE STUDY AREA**



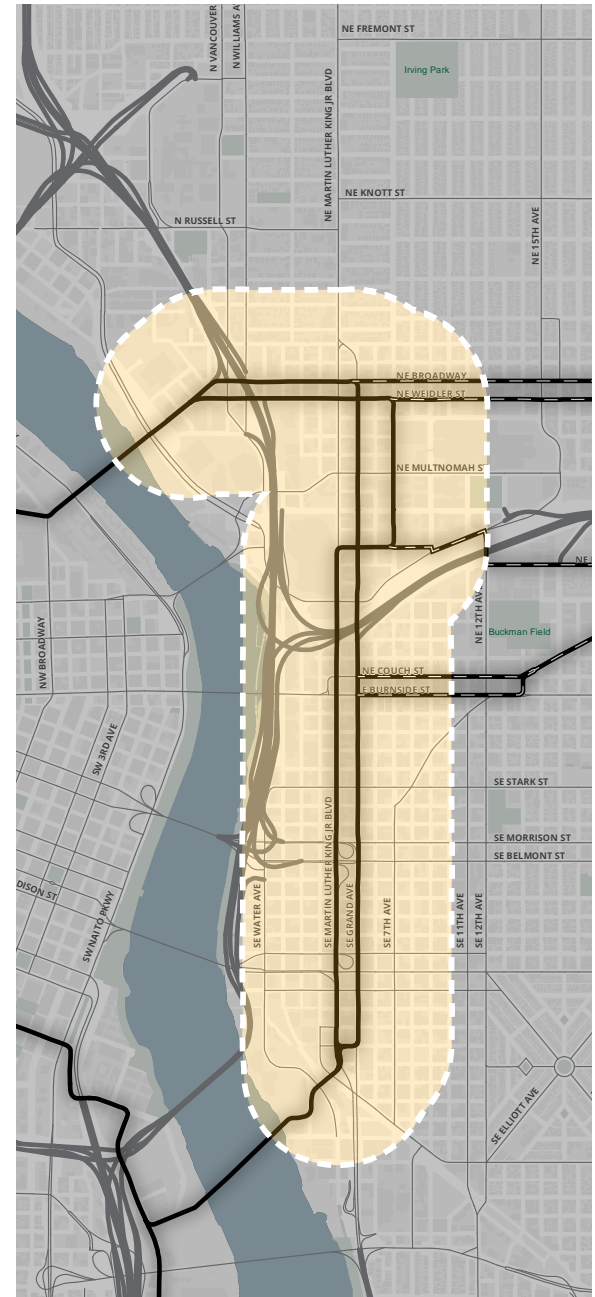
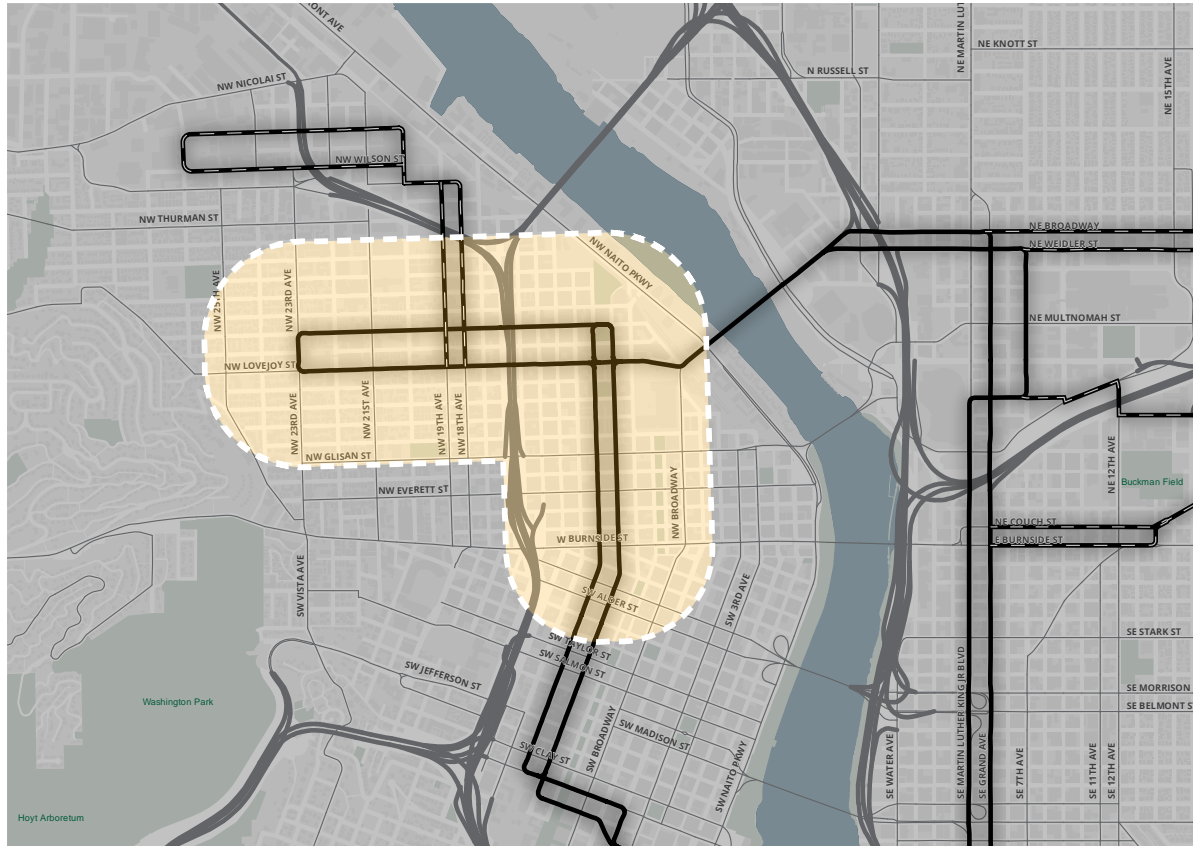


### PEARL DISTRICT ALIGNMENT

The Pearl District study area is a quarter-mile buffer around the existing Streetcar alignment along the NW Lovejoy/Northrup couplet and along the NW 10th/11th couplet to W Burnside St. This study area is characterized by high-density development in the core Pearl District area as well as in Northwest.

### CENTRAL EASTSIDE ALIGNMENT

The Central Eastside study area is a quarter-mile buffer along the existing Streetcar alignment on the eastside, running along the Grand/MLK Jr. couplet until the Lloyd center where it jogs to NE 7th Ave, and east-west along the NE Broadway/Weidler couplet. This study area is similar the Northwest alignment in its mix of industrial uses and pockets of higher-density housing.



**POLICY BACKGROUND**

*The 2035 Comprehensive Plan includes policies that address expanding transit and increasing density in centers and corridors identified for growth and investment, as well as the preservation of prime industrial and employment lands. Policies specific to urban planning, development, transportation, public infrastructure, and equity are included in Comprehensive Plan chapters related to Urban Form (3), Housing (5), Economic Development (6), Public Facilities (8), Transportation (9), and Land Use Designations and Zoning (10). The 2035 Comprehensive Plan policies related to Community Involvement (Chapter 2) are found in the MP2H Community Engagement Plan.*

**Policy 1.19 Area-specific plans.** Use area-specific plans to provide additional detail or refinements applicable at a smaller geographic scale, such as for centers and corridors, within the policy framework provided by the overall Comprehensive Plan.

**Policy 3.2 Growth and stability.** Direct the majority of growth and change to centers, corridors, and transit station areas, allowing the continuation of the scale and characteristics of Portland's residential neighborhoods.

**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 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 3.9 Growth and development.** Evaluate the potential impacts of planning and investment decisions, significant new infrastructure, and significant new development on the physical characteristics of neighborhoods and their residents, particularly under-served and under-represented communities, with particular attention to displacement and affordability impacts. Identify and implement strategies to mitigate the anticipated impacts.

**Policy 3.15 Investments in centers.** Encourage public and private investment in infrastructure, economic development, and community services in centers to ensure that all centers will support the populations they serve.

**Policy 3.19 Center connections.** Connect centers to each other and to other key local and regional destinations, such as schools, parks, and employment areas, by pedestrian trails and sidewalks, bicycle sharing, bicycle routes, frequent and convenient transit, and electric vehicle charging stations. Prepare and adopt future street plans for centers that currently have poor street connectivity, especially where large commercial parcels are planned to receive significant additional housing density.

**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 3.39 Growth.** Expand the range of housing and employment opportunities in the Inner Ring Districts. Emphasize growth that replaces gaps in the historic urban fabric, such as redevelopment of surface parking lots and 20th century auto-oriented development.

**Policy 3.43 Active transportation.** Enhance the role of the Inner Ring Districts' extensive transit, bicycle, and pedestrian networks in conjunction with land uses that optimize the ability for more people to utilize this network. Improve the safety of pedestrian and bike connections to the Central City. Strengthen transit connections between the Inner Ring Districts and to the Central City.

**Policy 3.67 Employment area geographies.**

Consider the land development and transportation needs of Portland's employment geographies when creating and amending land use plans and making infrastructure investments.

**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 5.12 Impact analysis.** Evaluate plans and investments, significant new infrastructure, and significant new development to identify potential disparate impacts on housing choice, access, and affordability for protected classes and low-income households. Identify and implement strategies to mitigate the anticipated impacts.

**Policy 5.15 Gentrification/displacement risk.** Evaluate plans and investments, significant new infrastructure, and significant new development for the potential to increase housing costs for, or cause displacement of communities of color, low- and moderate-income households, and renters. Identify and implement strategies to mitigate the anticipated impacts.

**Policy 5.16 Involuntary displacement.** When plans and investments are expected to create neighborhood change, limit the involuntary displacement of those who are under-served and under-represented. Use public investments and programs, and coordinate with nonprofit housing organizations (such as land trusts and housing providers) to create permanently-affordable housing and to mitigate the impacts of market pressures that cause involuntary displacement.

**Policy 6.8 Business environment.** Use plans and investments to help create a positive business environment in the city and provide strategic assistance to retain, expand, and attract businesses.

**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 6.14 Brownfield redevelopment.**

Overcome financial-feasibility gaps to cleanup and redevelop 60 percent of brownfield acreage by 2035.

**Policy 6.27 Income self-sufficiency.** Expand access to self-sufficient wage levels and career ladders for low-income people by maintaining an adequate and viable supply of employment land and public facilities to support and expand opportunities in Portland for middle- and high-wage jobs that do not require a 4-year college degree.

**Policy 6.30 Disparity reduction.** Encourage investment in, and alignment of, public efforts to reduce racial, ethnic, and disability-related disparities in income and employment opportunity.

**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.

**Policy 6.38 Prime industrial land retention.**

Protect the multimodal freight-hub industrial districts at the Portland Harbor, Columbia Corridor, and Brooklyn Yard as prime industrial land that is prioritized for long-term retention.

**Policy 6.46 Impact analysis.** Evaluate and monitor the impacts on industrial land capacity that may result from land use plans, regulations, public land acquisition, public facility development, and other public actions to protect and preserve existing industrial lands.

**Policy 6.54 Neighborhood buffers.** Maintain and enhance major natural areas, open spaces, and constructed features as boundaries and buffers for the Portland Harbor and Columbia Corridor industrial areas.

**Policy 8.21 System capacity.** Establish, improve, and maintain public facilities and services at levels appropriate to support land use patterns, densities, and anticipated residential and employment growth, as physically feasible and as sufficient funds are available.

**Policy 8.22 Equitable service.** Provide public facilities and services to alleviate service deficiencies and meet level-of-service standards for all Portlanders, including individuals, businesses, and property owners.

**Policy 8.29 System development.** Require private or public entities whose prospective development or redevelopment actions contribute to the need for public facility improvements, extensions, or construction to bear a proportional share of the costs.

**Policy 8.113 School district capacity.**

Consider the overall enrollment capacity of a school district – as defined in an adopted school facility plan that meets the requirements of Oregon Revised Statute 195 – as a factor in land use decisions that increase capacity for residential development.

**Policy 9.11 Land use and transportation coordination.** Implement the Comprehensive Plan Map and the Urban Design Framework through coordinated long-range transportation and land use planning. Ensure that street policy and design classifications and land uses complement one another.

**Policy 9.25 Transit equity.** In partnership with TriMet, maintain and expand high-quality frequent transit service to all Town Centers, Civic Corridors, Neighborhood Centers, Neighborhood Corridors, and other major concentrations of employment, and improve service to areas with high concentrations of poverty and historically under-served and under-represented communities.

**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.

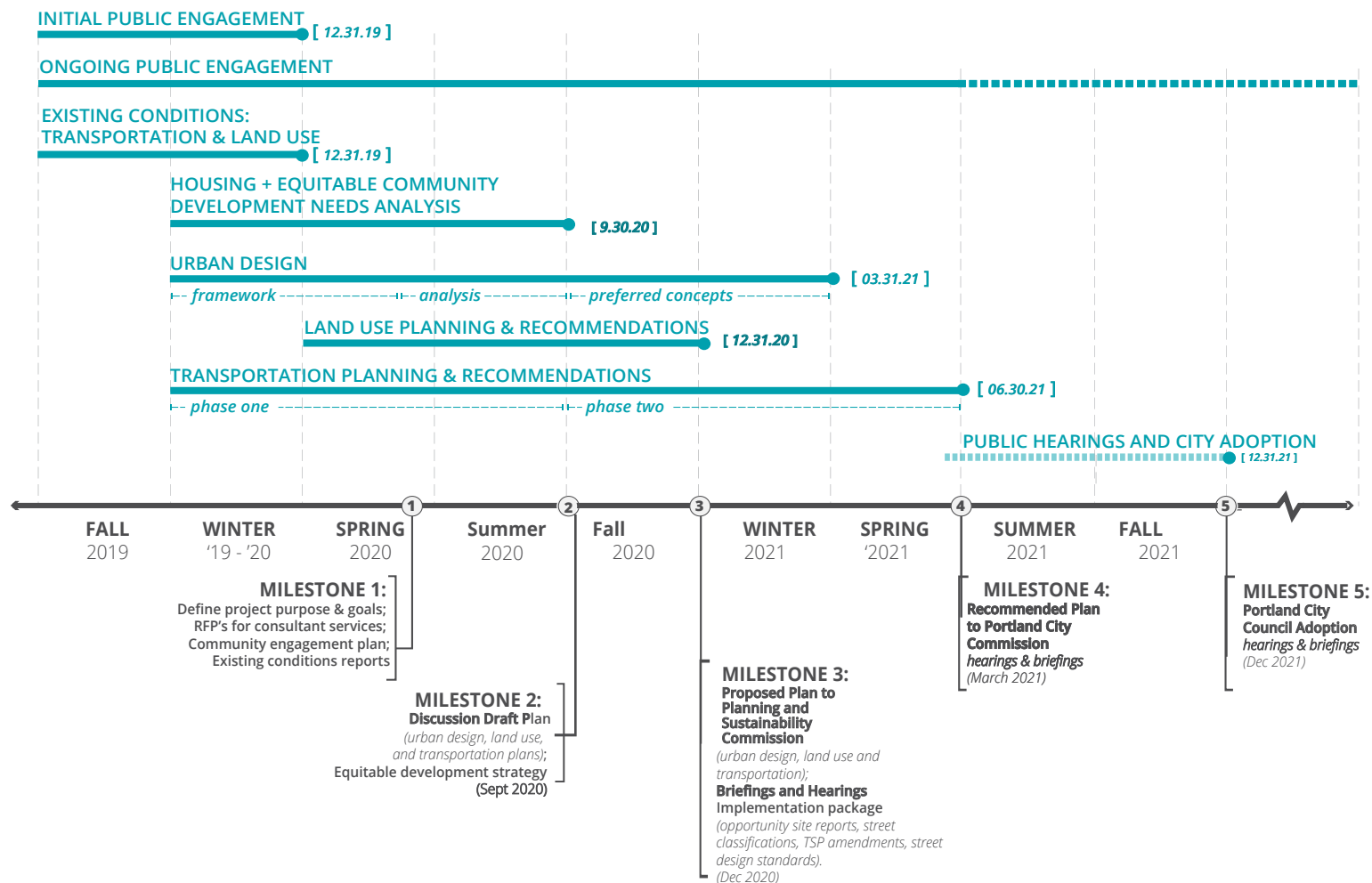
**Policy 9.31 Economic development and industrial lands.** Ensure that the transportation system supports traded sector economic development plans and full utilization of prime industrial land, including brownfield redevelopment.

**Policy 10.1 Land use designations.** Apply a land use designation to all land and water within the City's Urban Services Boundary. Apply the designation that best advances the Comprehensive Plan goals and policies. The land use designations are shown on the adopted Land Use Map and on official Zoning Maps.



## PROJECT TIMELINE

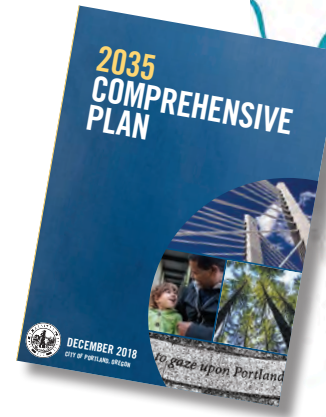
Over the period of 16 months, the MP2H project team will develop and analyze a range of options and alternatives to better understand the opportunities and challenges of land use changes and transportation investments in Northwest and inner East Portland. MP2H will organize the work around project milestones that define project purpose and goals, create urban design frameworks, identify needed community benefits, evaluate land use and transportation alternatives, and develop recommendations. Project milestones and decision-making will be informed by ongoing, purposeful engagement with area stakeholders and impacted community members. The diagram below outlines key planning efforts and project milestones.



# Planning Context

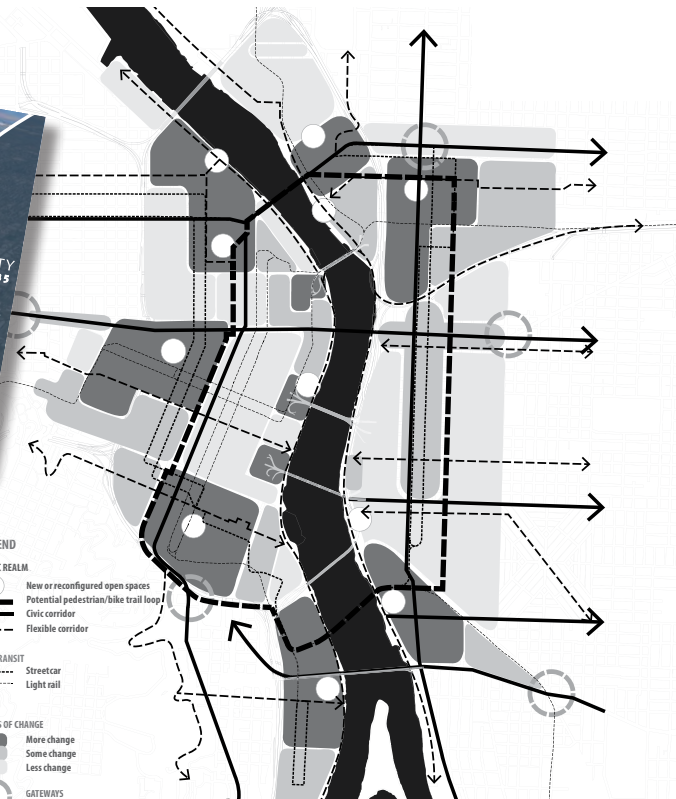
## 2035 COMPREHENSIVE PLAN

The 2035 Comprehensive Plan, adopted in 2016, sets the framework for growth and development in the City of Portland for the next 20 years. The 2035 Comprehensive Plan sets direction for land use, as implemented through the Portland Zoning Map and Zoning Code. It also sets the direction for transportation investments and improvements as shown in the Transportation System Plan. Finally, the 2035 Comprehensive Plan links to the city's infrastructure needs via the related Citywide Systems Plan.



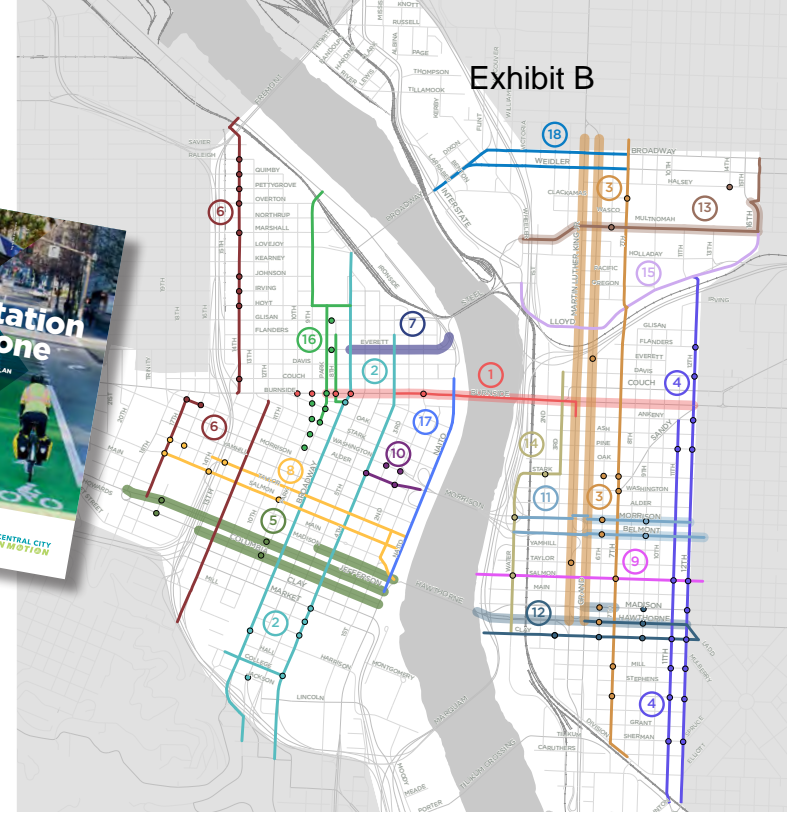
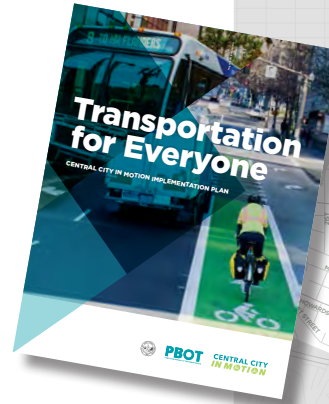
## CENTRAL CITY 2035

City Council adopted the Central City 2035 (CC2035) Plan in 2018, updating the plans and policies for downtown and central areas of Portland. The CC2035 is part of the Comprehensive Plan, which guides the physical development of the City over a 20-year span. CC2035 envisions a "prosperous, healthy, equitable and resilient Central City, where people collaborate, innovate and create a more vibrant future together." Much of the MP2H study area is adjacent, but outside the Central City, however portions of potential east side and west side alignments will travel through the Central City within the Pearl District and potentially in the Lloyd or Central Eastside.



### CENTRAL CITY IN MOTION

The Central City in Motion (CCIM) Plan identifies, prioritizes, and implements transportation improvements across the City's core. Eighteen projects have been developed to reshape Portland's streets into more safe, efficient, and flexible corridors. CCIM projects within the MP2H study area include a roadway reconfiguration on NE Broadway/ Weidler, improving a parking protected bike on NE Multnomah Street, coordinated multimodal improvements on Burnside and MLK/Grand/6th/7th. The MP2H plan should consider these planned projects when considering streetscapes and right-of-way configuration on these corridors.



### STREETCAR CONCEPT PLAN

The 2009 Streetcar Concept Plan identifies potential corridors that will build upon the successful existing streetcar system and expand service to best serve Portland's neighborhood and business districts. The Plan evaluated and compared corridors to determine what is most promising for streetcar expansion based upon development potential, operational feasibility, transit connectivity, and public involvement. The 2009 Plan included concept corridors to Montgomery Park on NW 18th/19th and NW/Thurman/Vaughn, and to Hollywood on NE Broadway/Weidler and NE Sandy Boulevard.

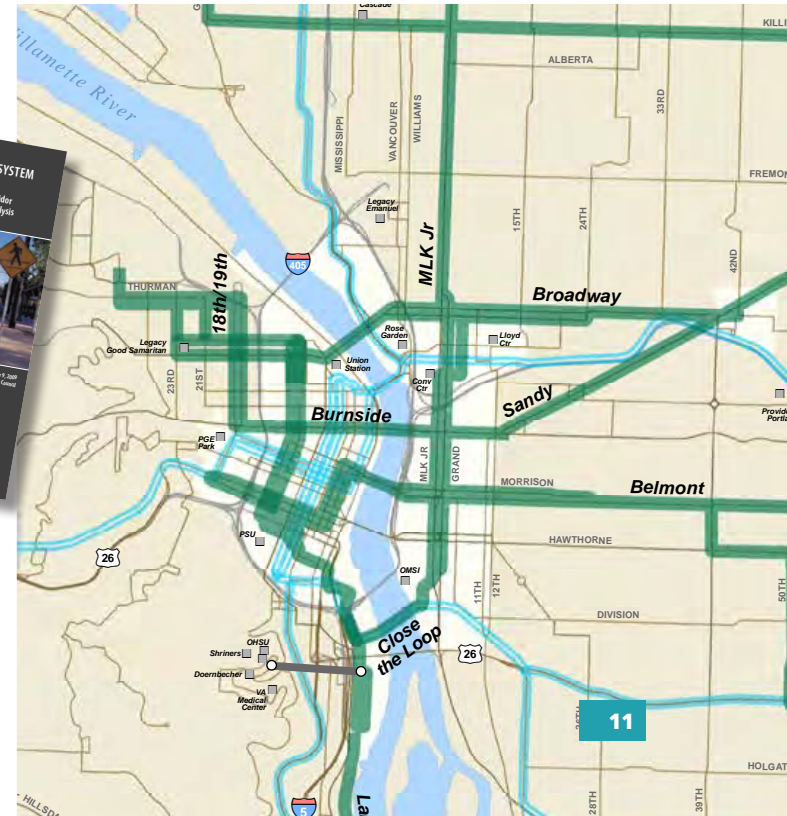
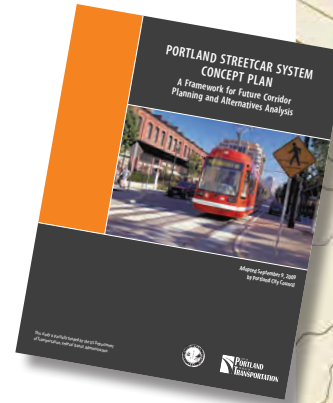


Exhibit B

### HOW WE GOT HERE—HOUSING AND STREETCAR PLANNING TIMELINE

1970 — The number of housing units in Portland's Central City falls to 11,000, a significant decrease from the 28,000 that existed in 1950.

1988 — The Central City Plan updates and expands the Downtown Plan vision, and proposes an additional 5,000 Central City housing units with a "trolley" and a central city transit loop.

2001 — The Portland Streetcar opens, initially running from Northwest Portland to Portland State University.

2006 — Portland Aerial Tram opens, and a streetcar extension on Moody links the City to the South Waterfront, the OSU extension and Marquam Hill.

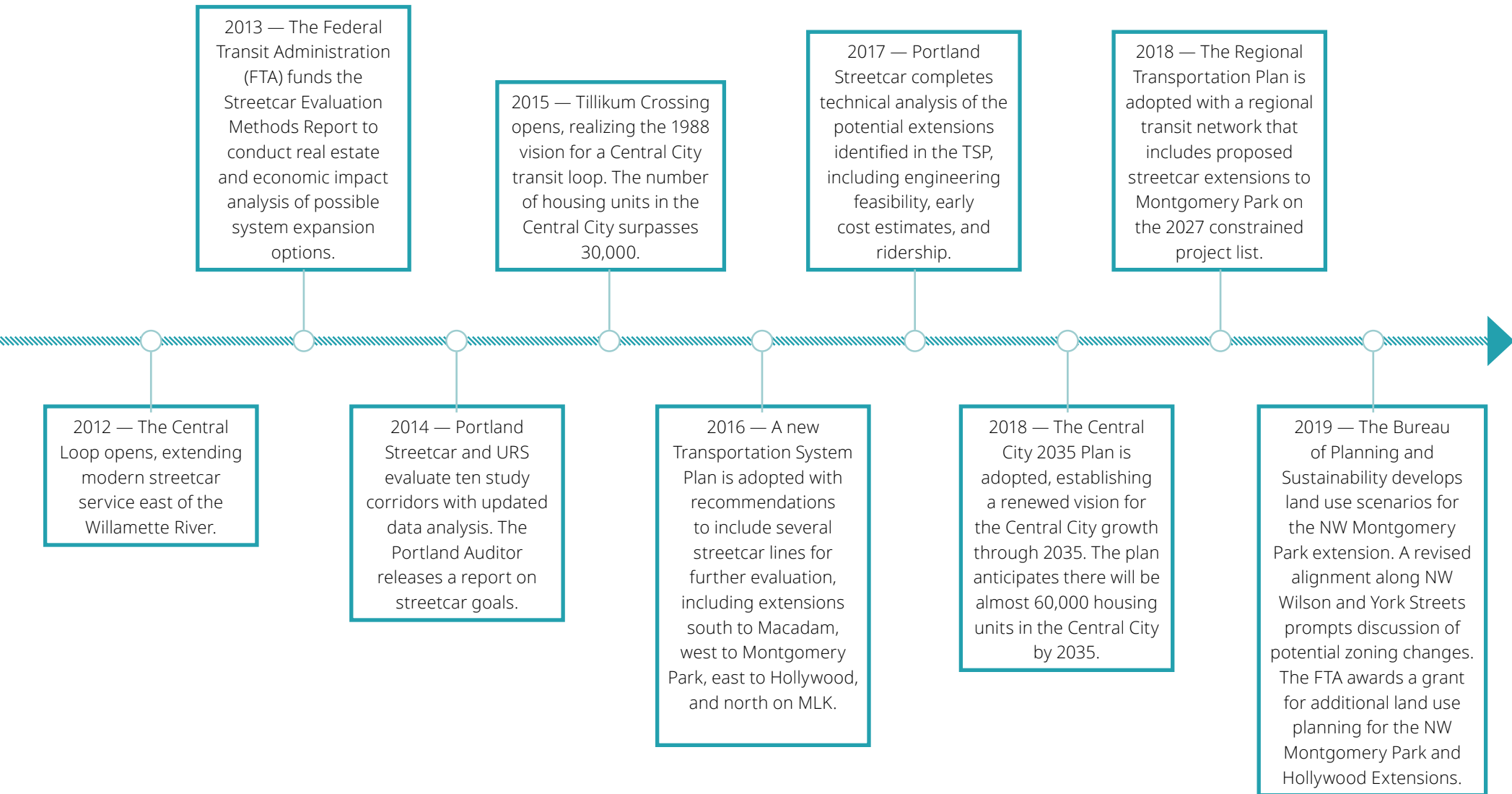
2009 — The Streetcar System Concept is adopted by Council. This report identifies and evaluates more than 20 possible streetcar lines with several recommended for further study to support the Comprehensive Plan Update.

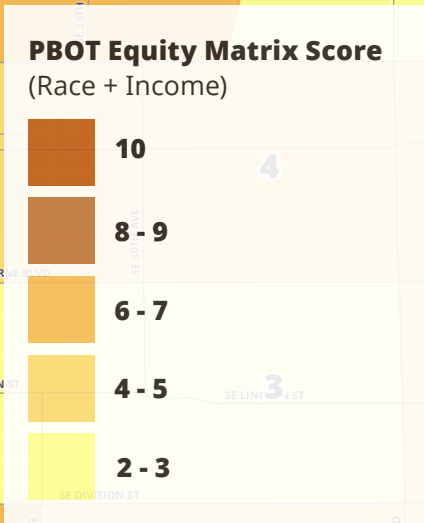
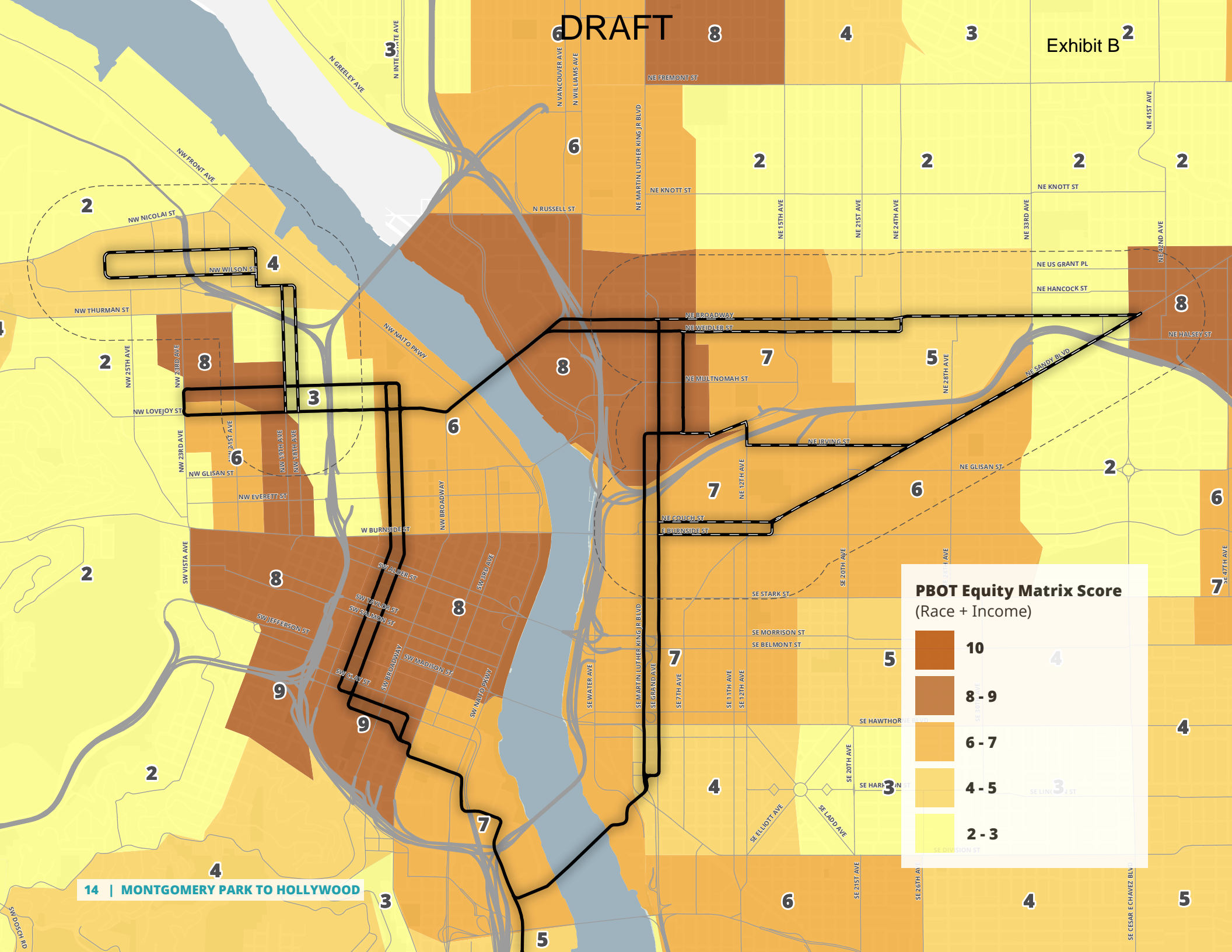
1972 — The Downtown Plan adopted, leading to the Portland Transit Mall, removal of the Harbor Drive, and aggressive new policies for new housing development in the Central City.

1995 — The adopted River District Plan envisions redevelopment of the Hoyt Street Rail Yards into a mixed use new district with streetcar as a central element.

2003 — Northwest District Plan adopted, with policy supporting extension of the streetcar to the Montgomery Park area.

2007 — Adopted Transportation System Plan includes capital projects list with streetcar lines to: Lake Oswego, and a line connecting NW 18th, Burnside, and Sandy.





14 | MONTGOMERY PARK TO HOLLYWOOD

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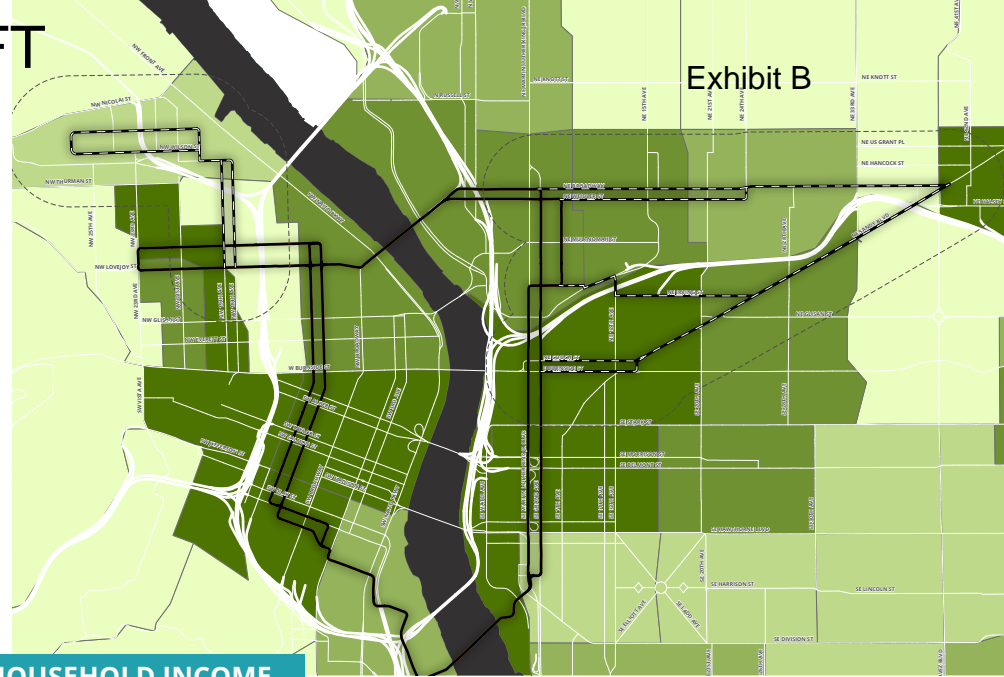
**AREA EQUITY INDICATORS**

The Portland Bureau of Transportation (PBOT) created an Equity Matrix to better refine our approaches and understand the impact of our work on marginalized groups. The tool is a simplified version of more complex, multi-factored matrices used in the past to identify marginalized and economically vulnerable populations. National best practice and the City's Office of Equity and Human Rights recommends using three demographic variables in equity matrices: race, income, and limited English proficiency.

Using these three demographic variables, PBOT designed a simplified Equity Matrix that identifies areas with higher than the citywide average concentration of people of color and people below the median household income. This strategy centers race and has intersectionality with people with disabilities. Limited English Proficiency (LEP) is not included in the calculation of the matrix due to a relatively high level of uncertainty and error in the underlying data. Instead, census tracts with higher than citywide averages of LEP households are identified.

The MP2H study area touches areas with higher concentrations of marginalized groups. On the west side of the river, a streetcar extension alternative (dashed alignment) could run adjacent to a higher-scoring census tract in the Slabtown area. On the east side, a potential streetcar alignment could tie into the existing system on NE Broadway/Weidler in an area with greater concentrations of marginalized populations. All three potential streetcar alignments serving the Hollywood District would terminate in an area that ranks higher in the equity matrix. Two of the variables, people of color and household income, largely overlap within the study area. One notable exception is south of I-84, where the equity matrix indicates higher levels of lower income people, with only moderately more concentrations of people of color. Only one study area census tract has more LEP households than the Citywide average.

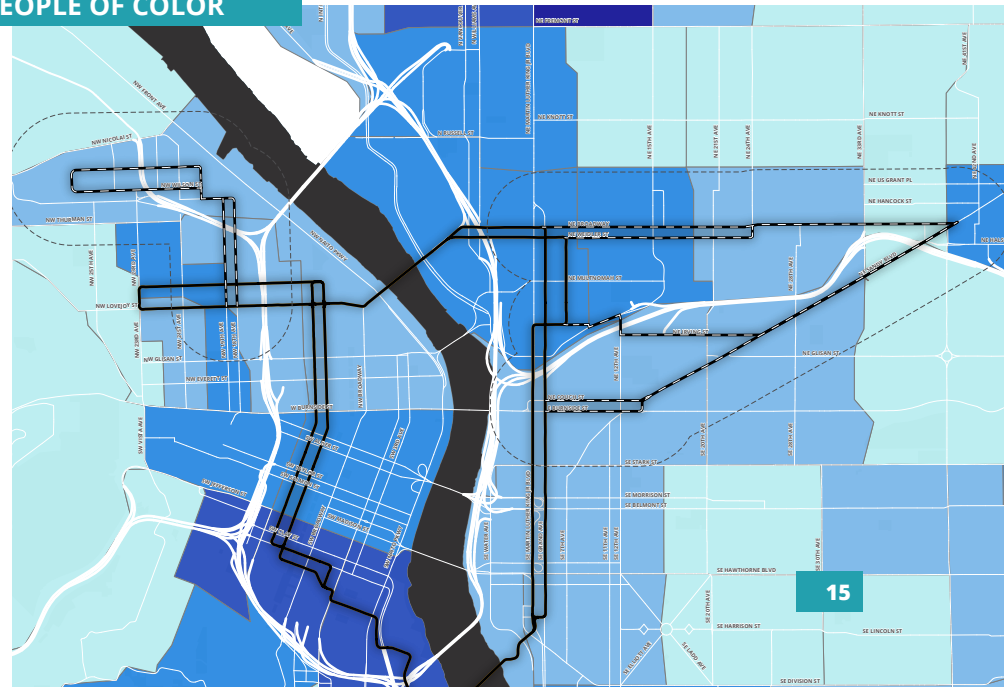
More information on PBOT's Equity Matrix can be found here: <https://www.portlandoregon.gov/transportation/74236>

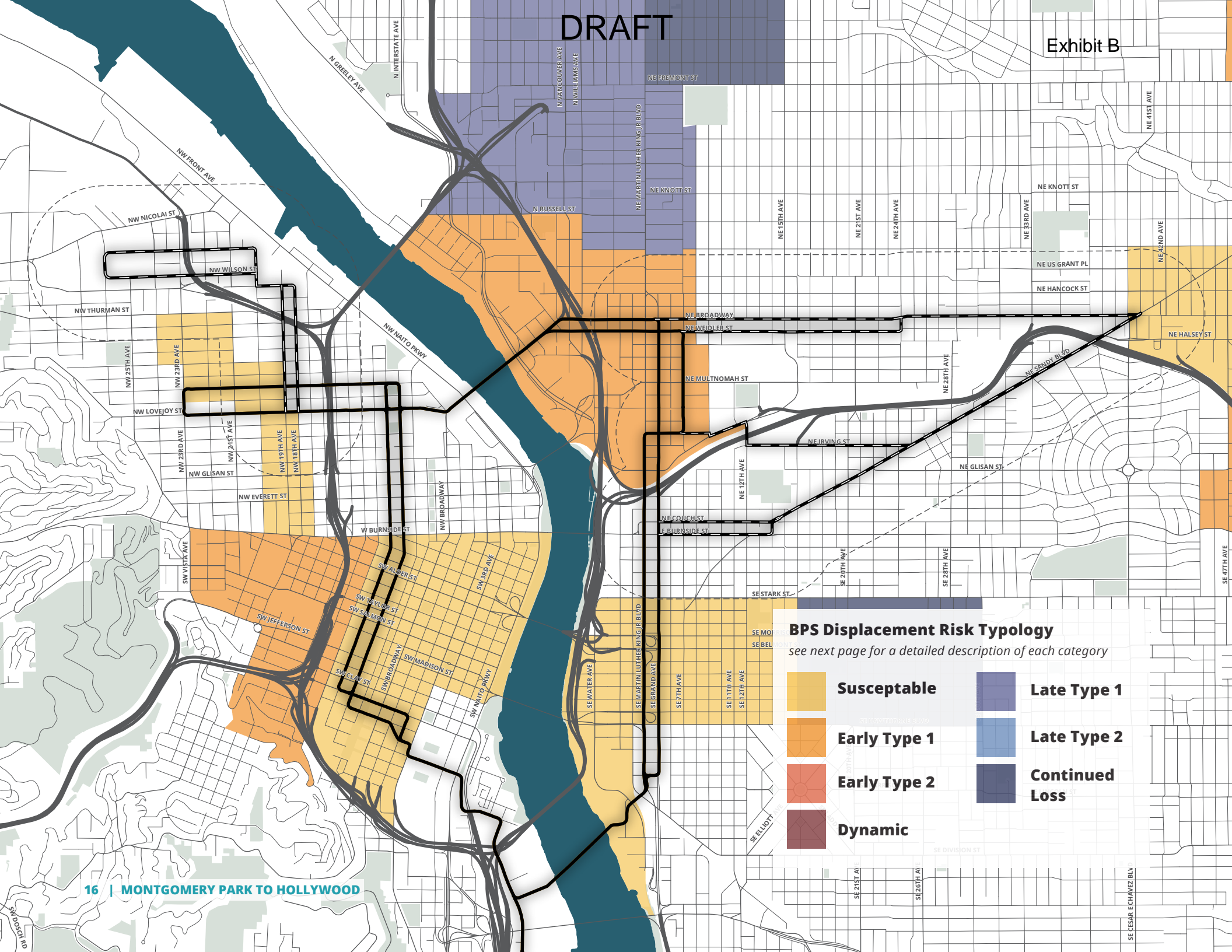


**HOUSEHOLD INCOME**

<b>&lt; \$47K</b>	<b>5</b>	<b>&gt; 40%</b>	<b>5</b>
<b>\$47K to \$60K</b>	<b>4</b>	<b>31% to 40%</b>	<b>4</b>
<b>\$61K to \$67K</b>	<b>3</b>	<b>22% to 30%</b>	<b>3</b>
<b>\$68K to \$92K</b>	<b>2</b>	<b>15% to 21%</b>	<b>2</b>
<b>&gt; \$92K</b>	<b>1</b>	<b>&lt; 15%</b>	<b>1</b>

**PEOPLE OF COLOR**





**BPS Displacement Risk Typology**

see next page for a detailed description of each category

- Susceptible**
- Early Type 1**
- Early Type 2**
- Dynamic**
- Late Type 1**
- Late Type 2**
- Continued Loss**



## RESIDENTIAL DISPLACEMENT RISK

**EARLY-STAGE GENTRIFICATION:** These neighborhoods are not yet gentrifying or are showing early signs that they could be gentrifying.

**Susceptible:** These neighborhoods have higher shares of vulnerable populations but have not yet experienced demographic changes. Their housing market is low or moderate, but they are adjacent to tracts whose values are already high or are increasing rapidly.

**Early: Type 1:** These neighborhoods have higher shares of vulnerable populations but have not yet experienced demographic changes. Their housing market is still low or moderate but has experienced high appreciation since 2008 (or 2012 for rents).

**Early: Type 2:** These neighborhoods have higher shares of vulnerable populations but have experienced demographic changes whereby they are losing vulnerable populations proportionally. Their housing market is low or moderate, but they are adjacent to tracts whose values are already high or are increasing rapidly.

## MID-STAGE GENTRIFICATION

**Dynamic:** These neighborhoods are currently undergoing gentrification. They have higher shares of vulnerable populations but have experienced demographic changes by losing vulnerable populations proportionally. Their housing market is still low or moderate but has experienced high appreciation since 2008 (or 2012 for rents)

**LATE-STAGE GENTRIFICATION:** These neighborhoods have mostly gentrified but vulnerable populations may still reside in there. The housing market has completely shifted from low or moderate to high value.

**Late: Type 1:** These neighborhoods have higher shares of vulnerable populations but have experienced demographic changes by losing vulnerable populations proportionally. Their housing market used to be low or moderate in 2000 but has appreciated rapidly since, and now values are high.

**Late: Type 2:** A new typology in 2018, these neighborhoods no longer have high shares of vulnerable populations like they used to in 2000 or in 2006-10. They have experienced demographic changes by losing their once-high share of vulnerable populations. Their housing market is still low or moderate but has experienced high appreciation since 2008 (or 2012 for rents).

**Continued loss:** These neighborhoods no longer have high shares of vulnerable populations like they used to in 2000 or in 2006-10. The share of white people is growing and/or the share of people with a four-year degree is growing. Their housing market used to be low or moderate in 2000 but has appreciated rapidly since, and now values are high

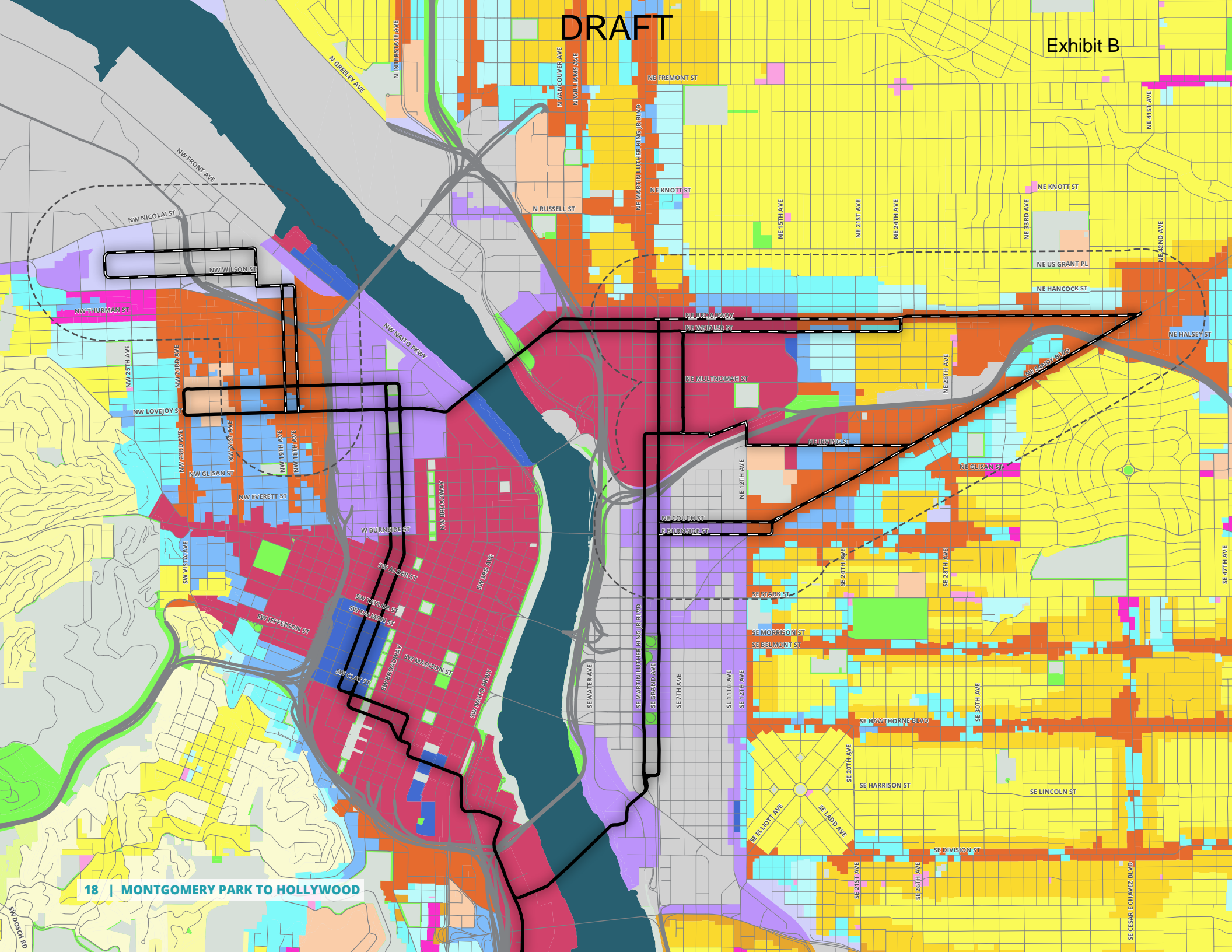
## ABOUT THIS DATA SOURCE

Policy makers must consider the impact that plans and investments may have on vulnerable communities and the potential to cause displacement. A first step is to examine where the communities most vulnerable to displacement live. Montgomery Park to Hollywood alignments largely avoid areas with elevated displacement risk, but additional study and mitigating measures should be considered.

On the west side, Census Tract 49 at the southern tip of the alignment is classified as Susceptible to gentrification based on having higher shares of vulnerable populations but not yet having experienced demographic change or increasing housing costs.

On the east side, Census Tract 23.03 (Broadway bridgehead and lower Albina) is considered to be Early Type 1 typology, meaning that there is a high share of vulnerable communities here and housing costs have increased, but the area has not seen a significant change in demographics.

More information on gentrification typologies can be found in the 2018 Gentrification and Displacement Methodology and Key Findings report: <https://www.portlandoregon.gov/bps/article/700970>.



# Land Use & Development

## COMPREHENSIVE PLAN DESIGNATIONS

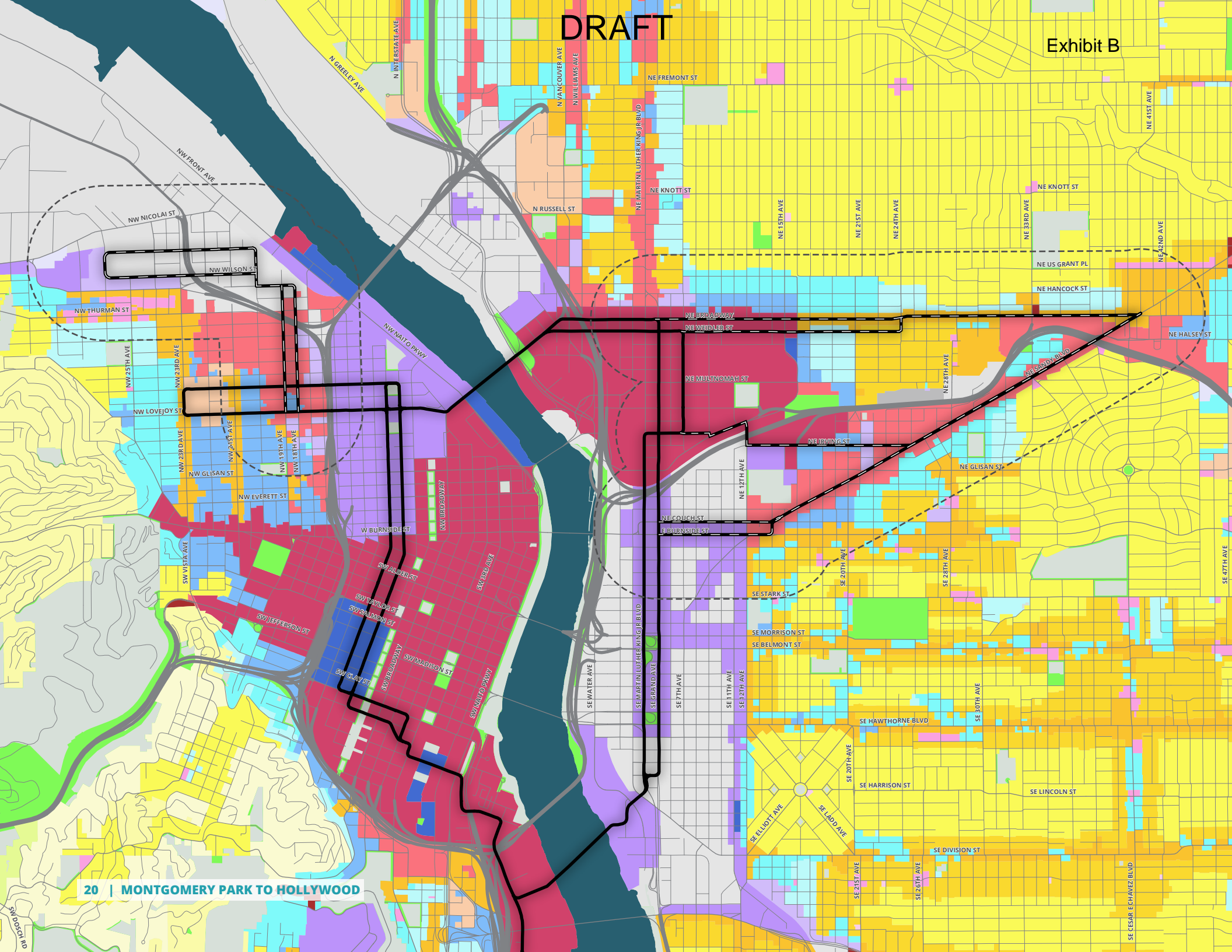
Portland’s 2035 Comprehensive Plan, adopted by Portland City Council in December 2016, establishes the framework for the growth and development of the city through 2035. The Comprehensive Plan includes goals that set forth the city’s aspirations for change and policies that further articulate the approach to accomplishing those goals. Future desired land uses are identified in the Portland Comprehensive Plan Map. This map, shown for the study area on the adjoining page, generally describes the type and character of land uses that are allowed or expected to be developed on privately and publicly owned land within the city. The Montgomery Park to Hollywood study area encompasses a broad array of Comprehensive Plan designations including industrial sanctuary areas in the west, as well as mixed use, Central City, and residential designations along the length of the study area alignments. A more detailed description can be found in the Westside and Eastside chapters.

The Comprehensive Plan map and associated map designations are typically broad in terms of their land use direction, and are implemented through associated zoning designations, the zoning map (see next section), and zoning code. Comprehensive Plan designations may be implemented through one or more zoning map designations. Each zoning designation is associated with specific use allowances and development and design standards that are specified in the Portland Zoning Code (Title 33).

### COMPREHENSIVE PLAN DESIGNATIONS

- Single-Dwelling 10,000
- Single-Dwelling 7,000
- Single-Dwelling 5,000
- Single-Dwelling 2,500
- Multi-Dwelling 2,000
- Multi-Dwelling 1,000
- High Density Multi-Dwelling
- Central Residential
- Institutional Campus
- Mixed Use – Dispersed
- Mixed Use – Neighborhood
- Mixed Use – Civic Corridor
- Mixed Use – Urban Center
- Central Commercial
- Central Employment
- Mixed Employment
- Industrial Sanctuary
- Open Space

GEOGRAPHY	SINGLE-DWELLING	MULTI-DWELLING	MIXED USE/COMMERCIAL	INSTITUTIONAL	EMPLOYMENT	INDUSTRIAL	OPEN SPACE	STREETS
<b>COMBINED EAST-WEST STUDY AREA</b>	9%	10%	32%	1%	11%	10%	2%	25%
<b>NORTHWEST STUDY AREA</b>	0%	10%	32%	1%	19%	25%	1%	12%
<b>COMBINED EASTSIDE STUDY AREAS</b>	15%	12%	34%	1%	3%	5%	2%	29%



## CURRENT ZONING

Zoning dictates the type of allowable land uses and development standards for a given parcel. A land use is how a property is used (e.g., commercial, residential, mixed-use, industrial, open space, community service, etc.) either by right, or with certain limitations. Development standards regulate the size, bulk, location, and features of the development on a site. Together, zoning shapes the activity and character of a neighborhood and specifies the types of development that can be built on both privately-owned and publicly-owned land.

In Portland, zoning allowances are typically determined by “base zones” that apply to

different types of allowed uses (residential, commercial, industrial, etc. ). These are augmented by “overlay zones” and “plan districts” which supplement base zones. See westside and eastside descriptions for details.
























**The Westside study area** is a mix of zoning types within the NW District, including Commercial/Mixed Use, Residential, and Employment. The northern part of the study area is largely zoned Industrial, with Montgomery Park zoned Central Employment, which allows a mix of uses, and the former ESCO site is zoned as industrial, but is designated on the Comprehensive Plan map for

more flexible employment uses in the future.

In the table below, the Northwest alignment refers to the potential streetcar alignment extension.

**The Eastside study area** is also mix of zoning. The Broadway alignment is zoned a mix of Central Commercial and Commercial/ Mixed Use. The Sandy alignment is bordered by Commercial/Mixed Use, and the Irving alignment varies from Central Commercial to Commercial/Mixed Use and multidwelling residential zoning.

### CITY OF PORTLAND | ZONING

 Residential 10,000 (R10)	 Commercial Residential (CR)
 Residential 7,000 (R7)	 Commercial Mixed Use 1 (CM1)
 Residential 5,000 (R5)	 Commercial Mixed Use 2 (CM2)
 Residential 2,500 (R2.5)	 Commercial Mixed Use 3 (CM3)
 Residential 2,000 (R2)	 Commercial Employment (CE)
 Residential 1,000 (R1)	 Central Commercial (CX)
 High Density Residential (RH)	 General Employment 1 (EG1)
 Central Residential (RX)	 General Employment 2 (EG2)
 General Industrial 1 (IG1)	 Central Employment (EX)
 General Industrial 2 (IG2)	 Campus Institutional 1 (CI1)
 Heavy Industrial (IH)	 Campus Institutional 2 (CI2)
	 Open Space (OS)

GEOGRAPHY	SINGLE-DWELLING	MULTI-DWELLING	MIXED USE/COMMERCIAL	INSTITUTIONAL	EMPLOYMENT	INDUSTRIAL	OPEN SPACE	STREETS
<b>COMBINED EAST-WEST STUDY AREA</b>	10%	10%	30%	0%	11%	13%	2%	25%
<b>NORTHWEST STUDY AREA</b>	0%	10%	25%	1%	15%	36%	1%	12%
<b>COMBINED EASTSIDE STUDY AREAS</b>	15%	12%	32%	0%	5%	5%	2%	29%



**ABOUT THIS DATA SOURCE:  
BUILDABLE LANDS INVENTORY**

The following sequence of maps show the outputs of two models used to forecast where future growth in jobs and housing may occur. These are the Buildable Lands Inventory (BLI) capacity model and the allocation model. Visit the BLI homepage for more information, including a methodology of the models: <https://www.portlandoregon.gov/bps/59296>.

# Buildable Lands Inventory

## VACANT & UNDERUTILIZED PARCELS

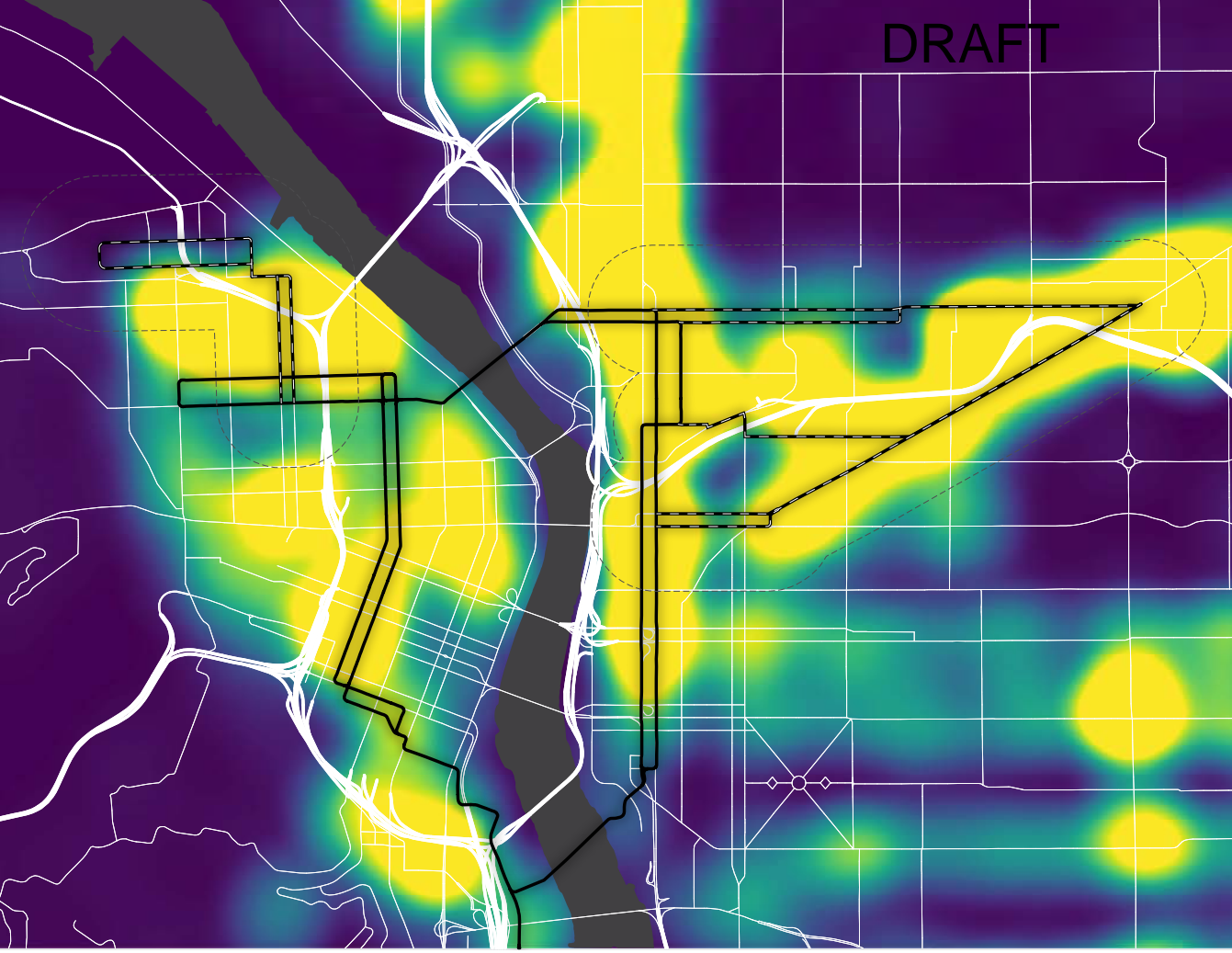
The parcels on this map have been identified as vacant or re-developable based on the BLI capacity model from 2015. When a parcel’s existing development is significantly less than what is allowed to be built by current zoning, the parcel is identified as re-developable (called “under-utilized” in the model). Together with vacant sites, under-utilized sites inform where the city could accommodate future growth in terms of housing and jobs.

Re-zoning areas of land as part of the Montgomery Park to Hollywood Streetcar Project will likely flag additional parcels as re-developable—this is particularly true for low-rise industrial warehouses that might convert to mixed-use, for example. In total, the combined East-West study areas, including the Northwest and Eastside alignments contain over 1,300 vacant or underutilized parcels and could accommodate up to 34,300 new housing units and 53,900 jobs under current zoning.

GEOGRAPHY	UNIT CAPACITY	JOB CAPACITY	ACRES	PARCEL COUNT
NORTHWEST STUDY AREA	6,249	4,157	99	219
EASTSIDE STUDY AREA	25,205	39,977	276	946

**HOUSING CAPACITY**

Based on the vacant and under-utilized parcels that were identified in the BLI capacity model, we can estimate the net new number of jobs and housing units that could be accommodated under current zoning. Areas with a high capacity for new housing units include the MLK corridor, Sandy Boulevard, Broadway east of 24th, and the NW 18th/19th couplet in Northwest. However, current zoning does not support additional capacity for housing north of Vaughn, nor along the Broadway corridor between 10th and 24th Ave.

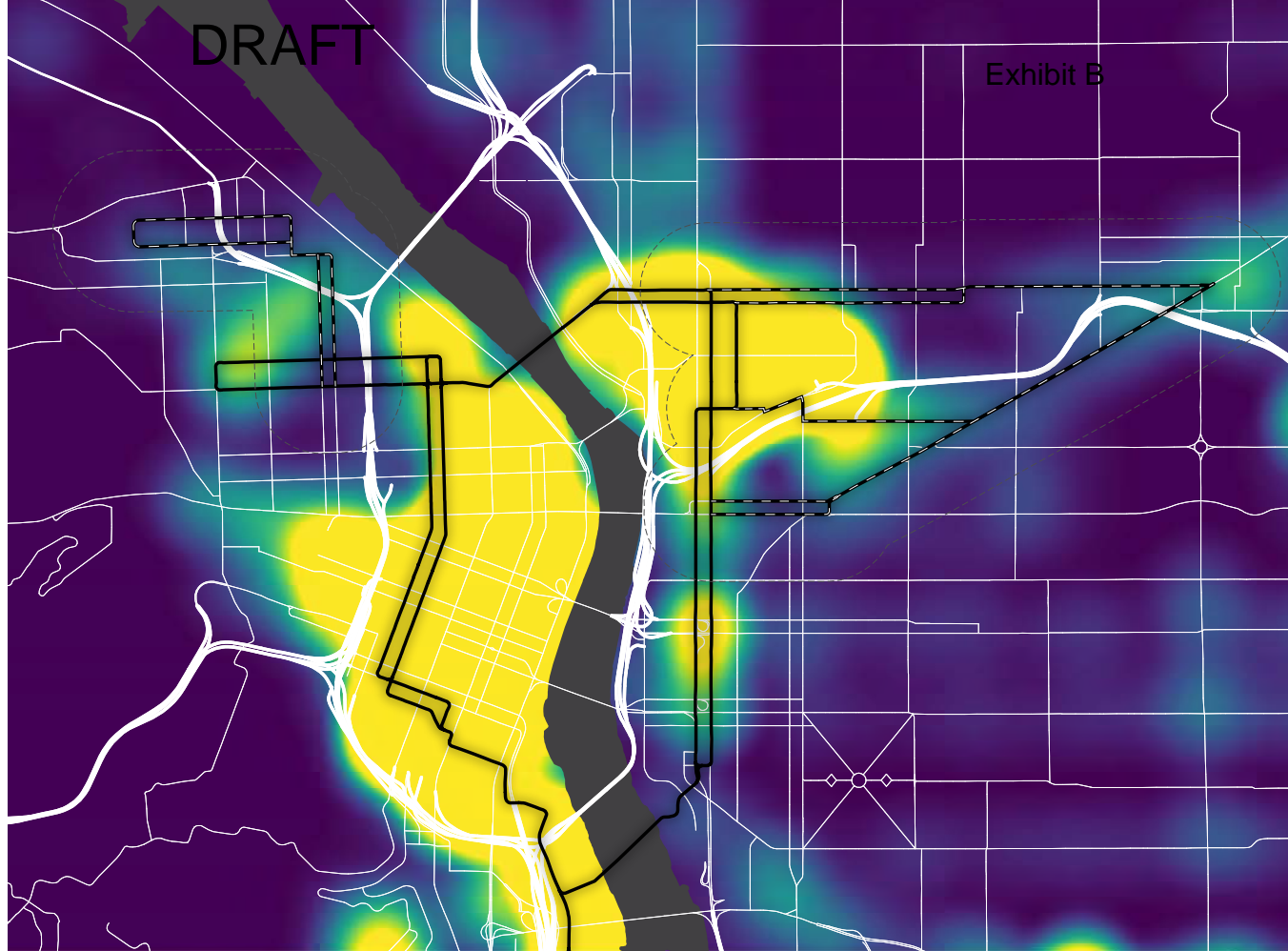




### JOBS CAPACITY

It's also possible to estimate the number of jobs that could be accommodated under current zoning. The Comprehensive Plan's Urban Design Framework aims to locate employment and multi-family housing in Centers, Corridors and the Central City. As such, the Central City plays a prominent role in absorbing jobs capacity. Other locations with significant employment in the study areas include Hollywood and the area near NE Irving St.

Read more on the Urban Design Framework here: <https://www.portlandoregon.gov/bps/65430>



LOW UNIT  
CAPACITY



HIGH UNIT  
CAPACITY

## BUILDABLE LANDS INVENTORY: 2035 HOUSING AND JOBS ALLOCATION

The second component of the Buildable Lands Inventory is the allocation model. The City of Portland coordinates with Metro and the State Department of Land Conservation and Development (DLCD) to forecast the number of jobs and housing units the region will likely see. Metro then assigns jurisdictions in our region a growth forecast that they must plan for. Between 2015 and 2035, Portland was allocated 105,800 housing units to plan for.

The BLI allocation model apportions this growth throughout the city based on many factors, including recent development trends and where the city has capacity. Through this process, we are able to predict the number of jobs and housing units throughout the city in 2035.

The combined Northwest and Eastside alignment study areas will grow by about 16,900 new housing units between 2015 and 2035 for a total of approximately 33,100 housing units in 2035 (see table below). The largest growth will be in the NE Irving alignment, more than doubling its housing. NE Broadway will contain the highest number of housing units within the study area.

**A healthy public transit system requires adequate supportive densities of jobs and housing to make transit viable.** Using the forecast number of units from the BLI allocation model, we anticipate which areas will have the supportive densities in 2035, which starts at around 15 units per acre.

GEOGRAPHY	EXISTING UNITS (2015)	UNIT ALLOCATION (2015-2035)	FORECAST UNITS (2035)	FORECAST DENSITY (UNITS/AC)
COMBINED EAST-WEST STUDY AREA	22,414	19,871	42,285	17.0
NORTHWEST STUDY AREA	5,179	3,417	8,596	13.8
COMBINED EASTSIDE STUDY AREAS	11,038	13,440	24,478	16.7

GEOGRAPHY	EXISTING JOBS (2015)	JOBS ALLOCATION (2015-2035)	FORECAST JOBS (2035)	FORECAST DENSITY (JOBS/AC)
COMBINED EAST-WEST STUDY AREA	59,119	14,191	73,310	29.5
NORTHWEST STUDY AREA	15,518	1,539	17,057	27.4
COMBINED EASTSIDE STUDY AREAS	34,827	9,723	4,550	30.3

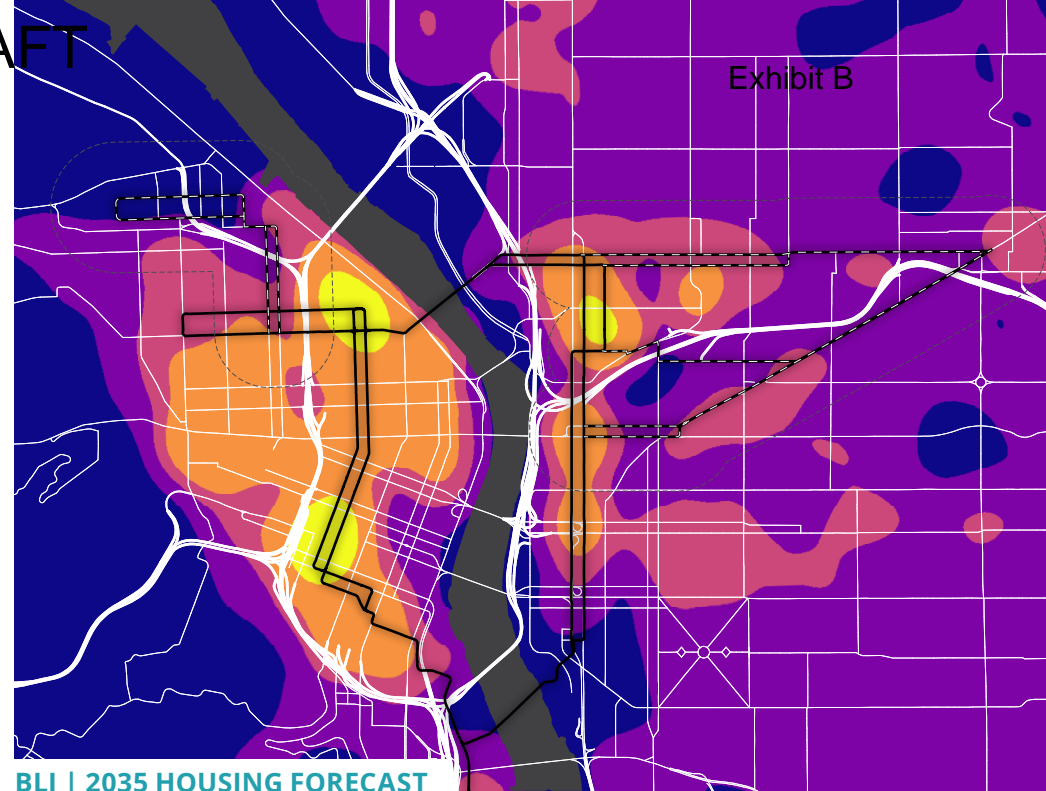
The Eastside alignments all contain generally transit supportive future densities, particularly on Broadway close to the Lloyd Center, along the MLK corridor, and along Sandy. The NE Broadway alignment contains the highest supportive densities at almost 18 units per acre in aggregate.

In addition to adequate housing density that supports good public transit, we also consider the density of jobs, which starts at around 40 jobs per acre. The BLI allocation models helps us predict where these densities may occur in 2035.

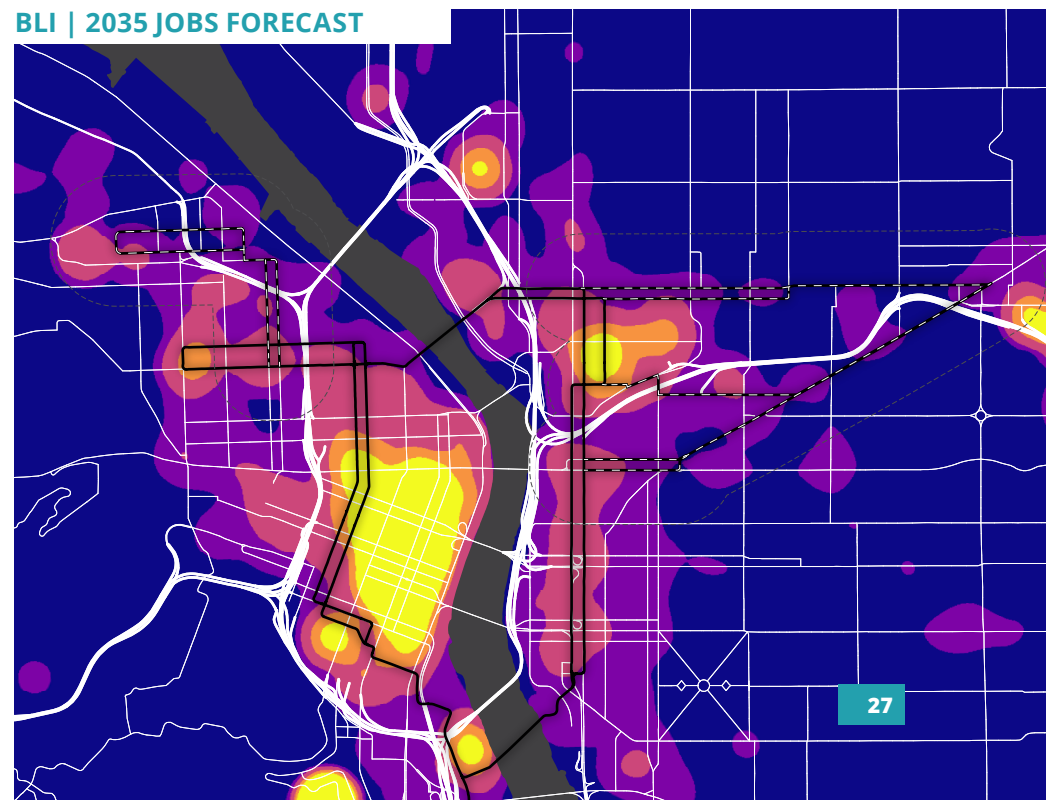
With the exception of the NE Irving Alignment, the study areas do not contain generally supportive future densities of employment. However, the alignments all link specific areas with very supportive concentrations of employment, including Montgomery Park, the Lloyd, Hollywood and parts of Providence Hospital's campus.

Any re-zoning processes associated with the Montgomery Park to Hollywood streetcar expansion will require re-running the BLI capacity and allocation models to anticipate the effects.

**TRANSIT-SUPPORTIVE DENSITY**



BLI | 2035 HOUSING FORECAST



BLI | 2035 JOBS FORECAST

# Transportation: Guiding Policy & Existing Investments

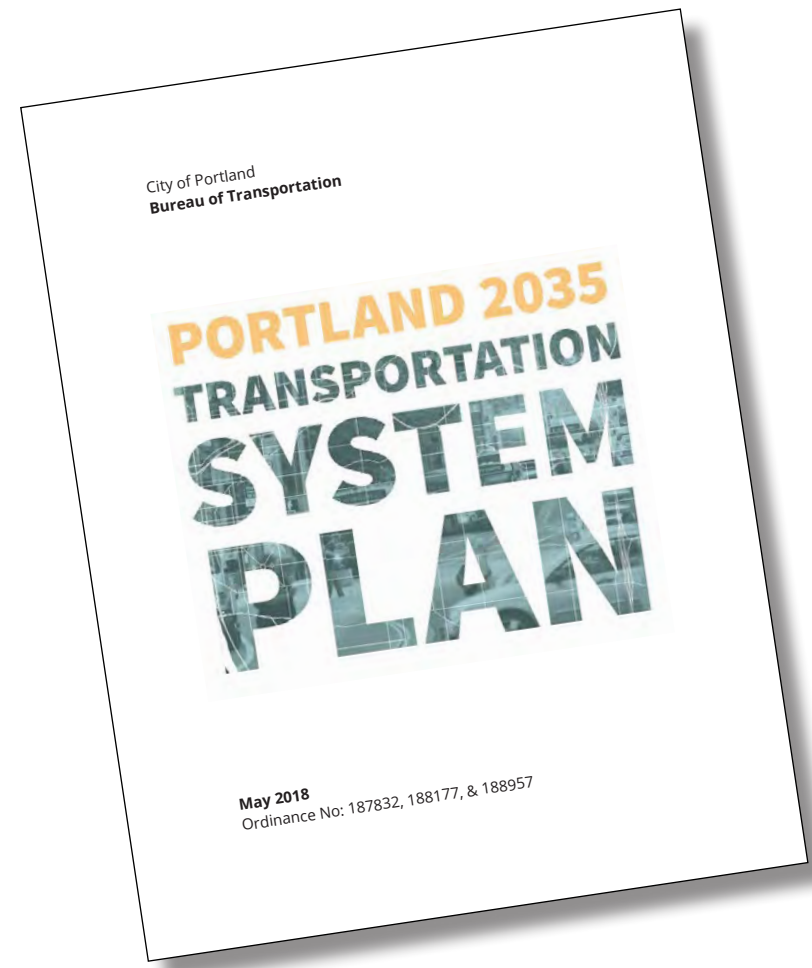
**The Transportation System Plan (TSP), a component of the City's Comprehensive Plan, guides the City's transportation policy and investment strategy for the next 20 years.** The TSP guides policy and investment through street classifications, area plans, master street plans, and modal plans.

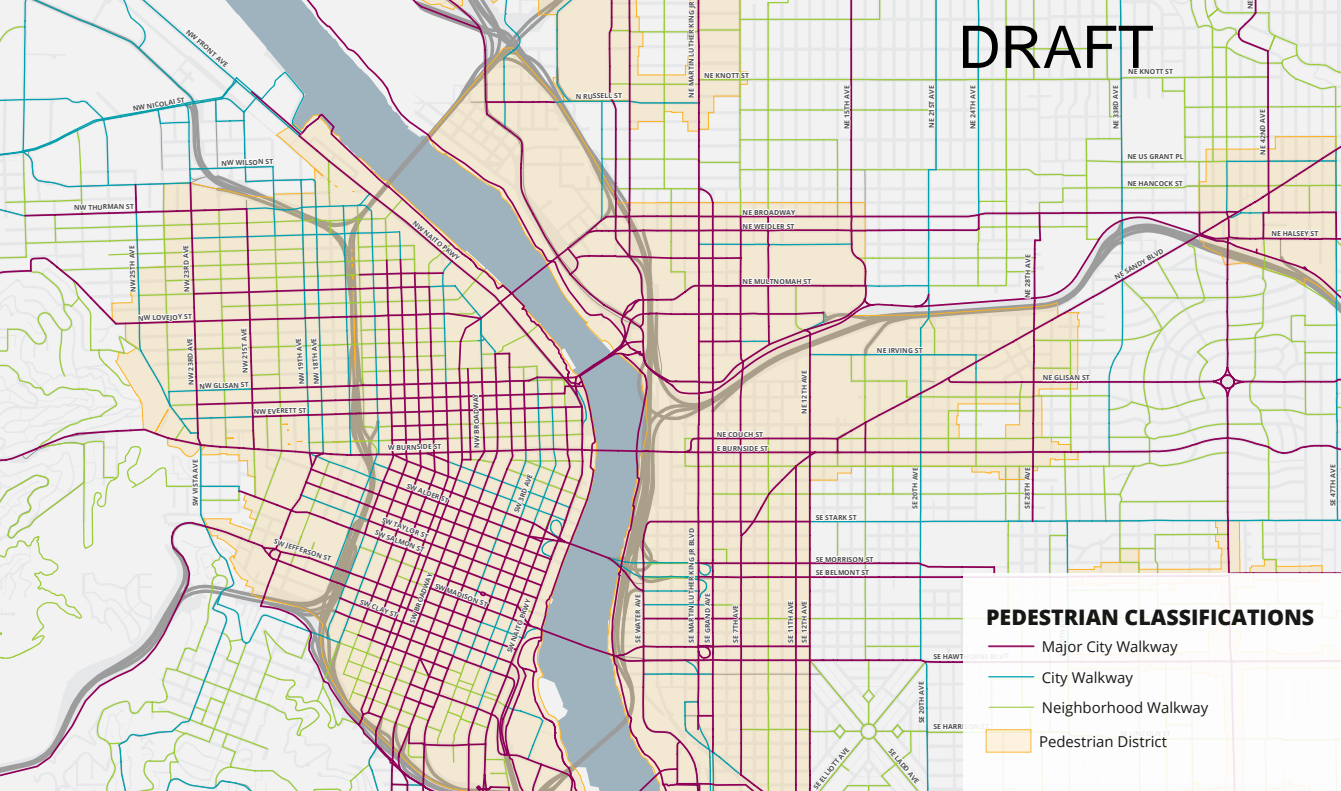
As Portland and the region grow, however, there is a continuing challenge to maintain the natural environment, economic prosperity, and overall quality of life. If in 2035, the percentage of people who drive alone to work remains the same as it is now (nearly 60 percent), traffic, carbon emissions, and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

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

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

The following classification maps define how the streets should operate for each travel mode, not necessarily how they operate today. The classifications guide investment to achieve these goals.

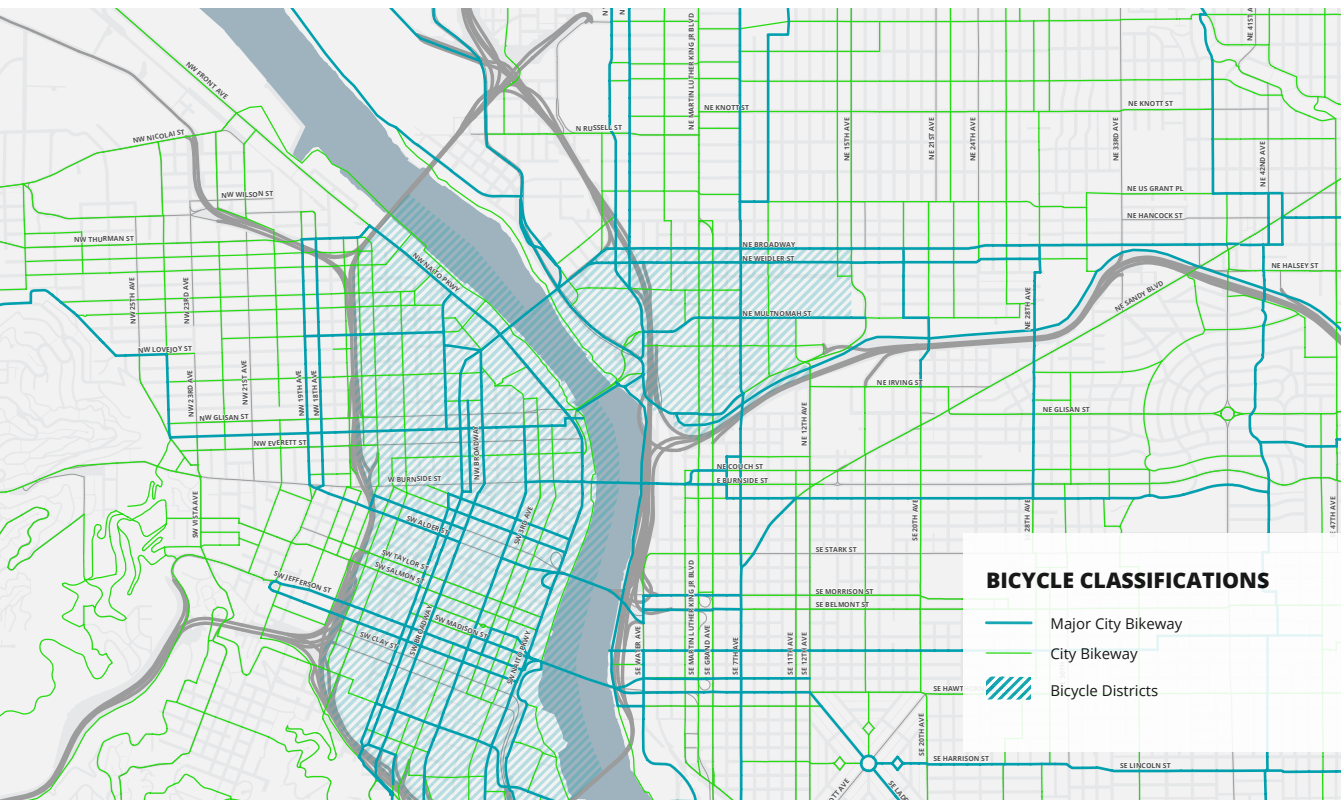




### WALKING CLASSIFICATIONS

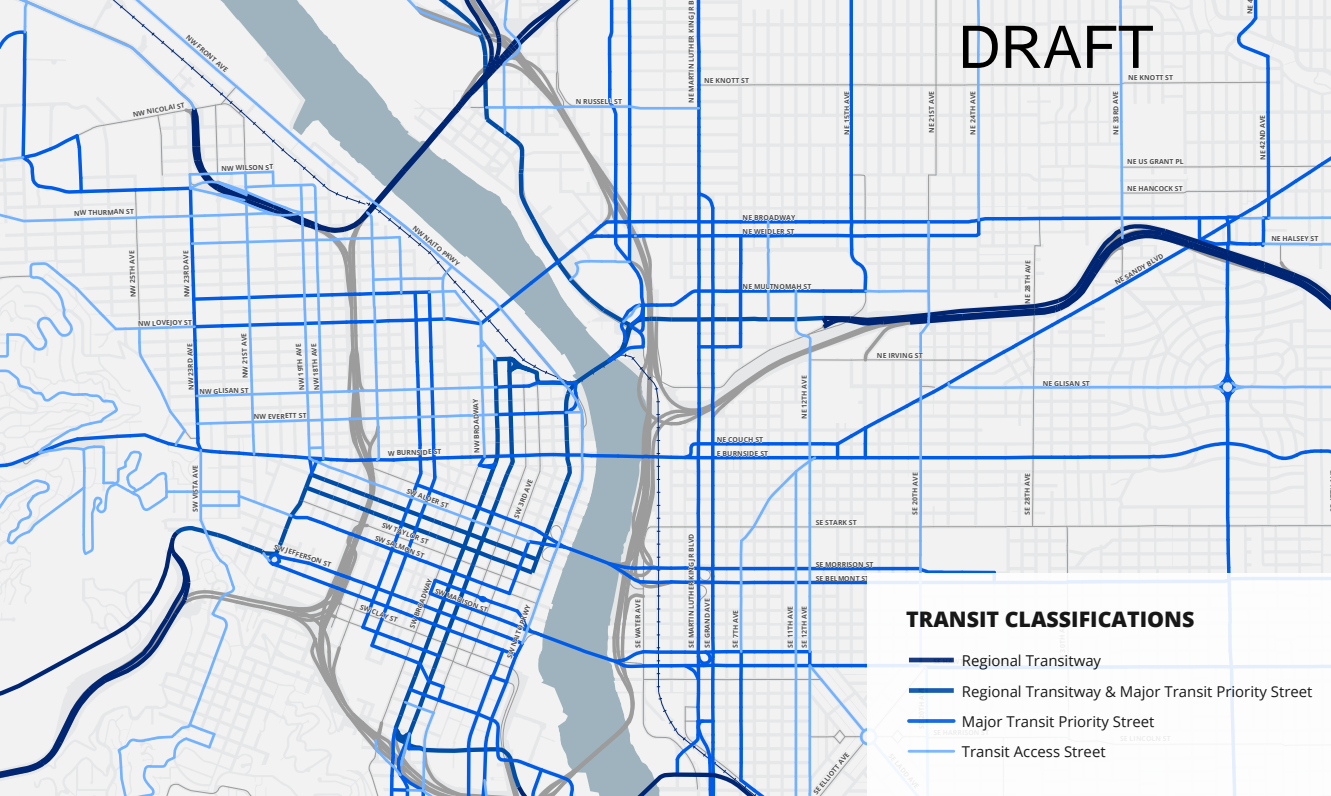
Pedestrian classification reflects the level of demand for pedestrian movement on that street. Higher classifications reflect a prioritization of pedestrian connections to key transit and land use destinations. The density of elevated walking classifications reflect places with high levels of pedestrian activity such as the Central City, and busy commercial districts in the Pearl District, the Central Eastside Industrial District and the Broadway/Weidler corridor.

Pedestrian Districts are intended to give priority to pedestrian access in areas where there is high levels of pedestrian activity, such as the Central City, transit hubs, and hubs of commercial activity.



### BIKING CLASSIFICATIONS

Bicycle Classifications designate streets that are intended to support direct, convenient access to 2040 land use types, and both significant and neighborhood destinations. Major City bikeways form the backbone of the city's bicycle network, while City and local service bikeways provide coverage to connect from high volume thoroughfares to local destinations.



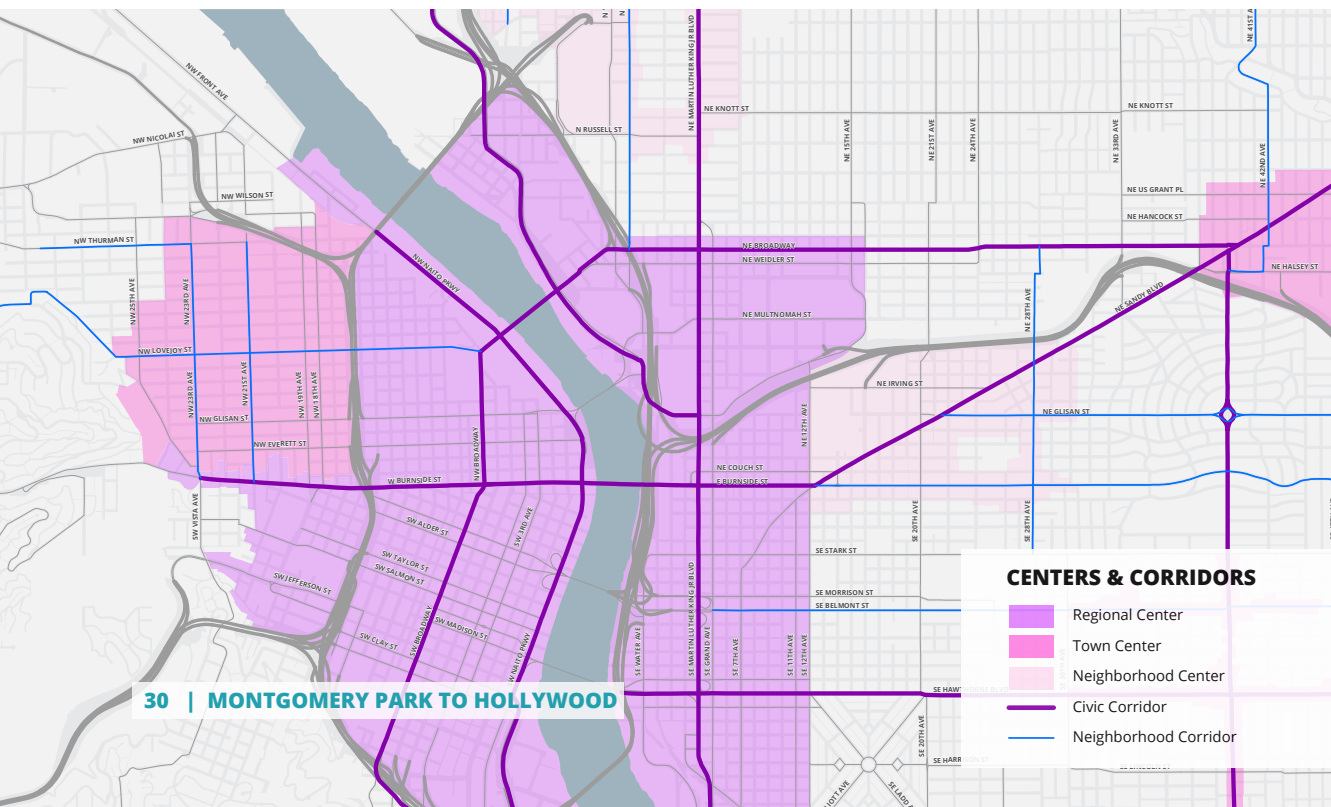
### TRANSIT CLASSIFICATIONS

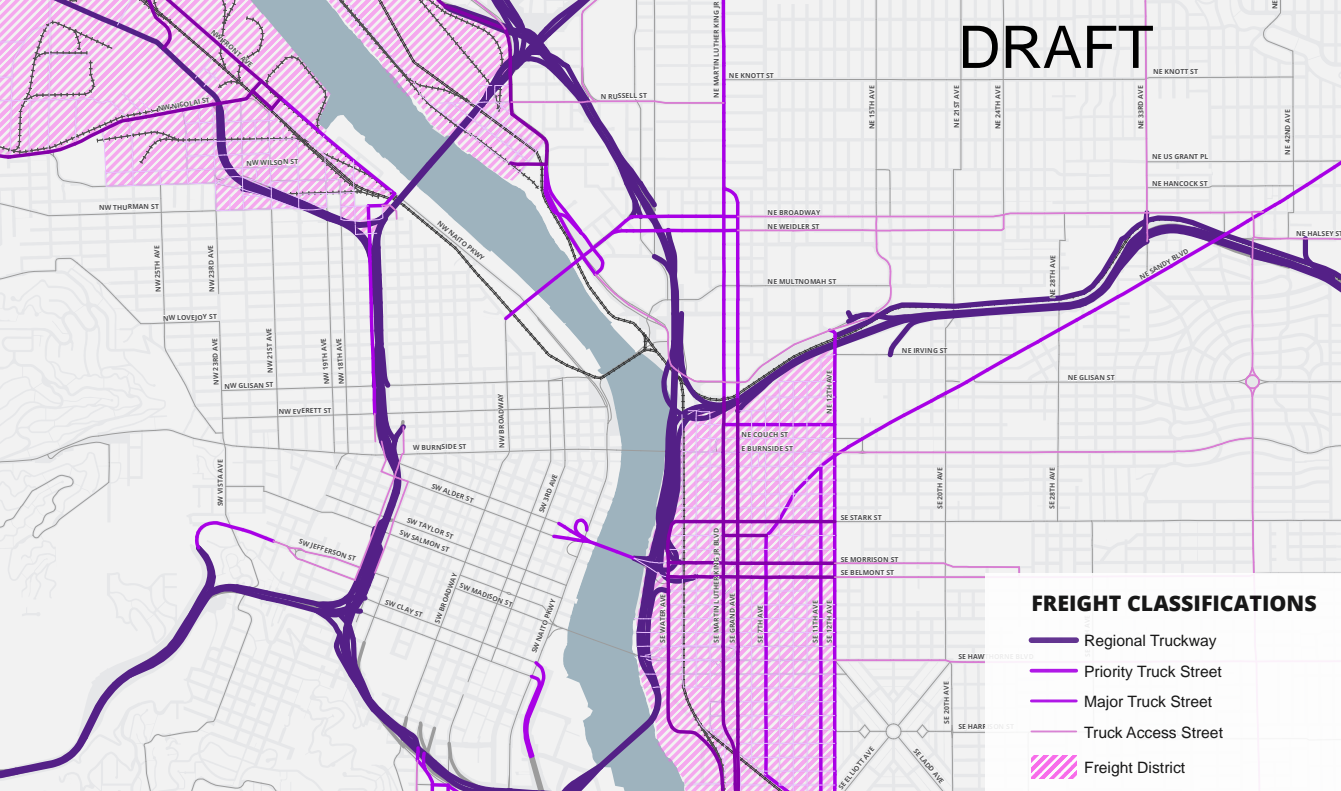
Transit classifications describe streets that support the movement of transit vehicles for regional, interdistrict and local trips. Regional transitways facilitate fast and reliable service over long distances, operating in right-of-way exclusively reserved for transit use where feasible. Major transit priority streets serve higher frequency transit vehicles that connect Central City, Regional and Town Centers, and other major designations. Local service transit streets are focused on serving smaller transit vehicles, including paratransit, and community or connect shuttles.

### COMPREHENSIVE PLAN CENTERS & CORRIDORS

The study areas include the Central City and Town Centers in Northwest and in the Hollywood District. There are also several Civic and Neighborhood Corridors in the study area, notably Sandy Boulevard, Broadway, Burnside Street, Lovejoy Street, Thurman Street, and others.

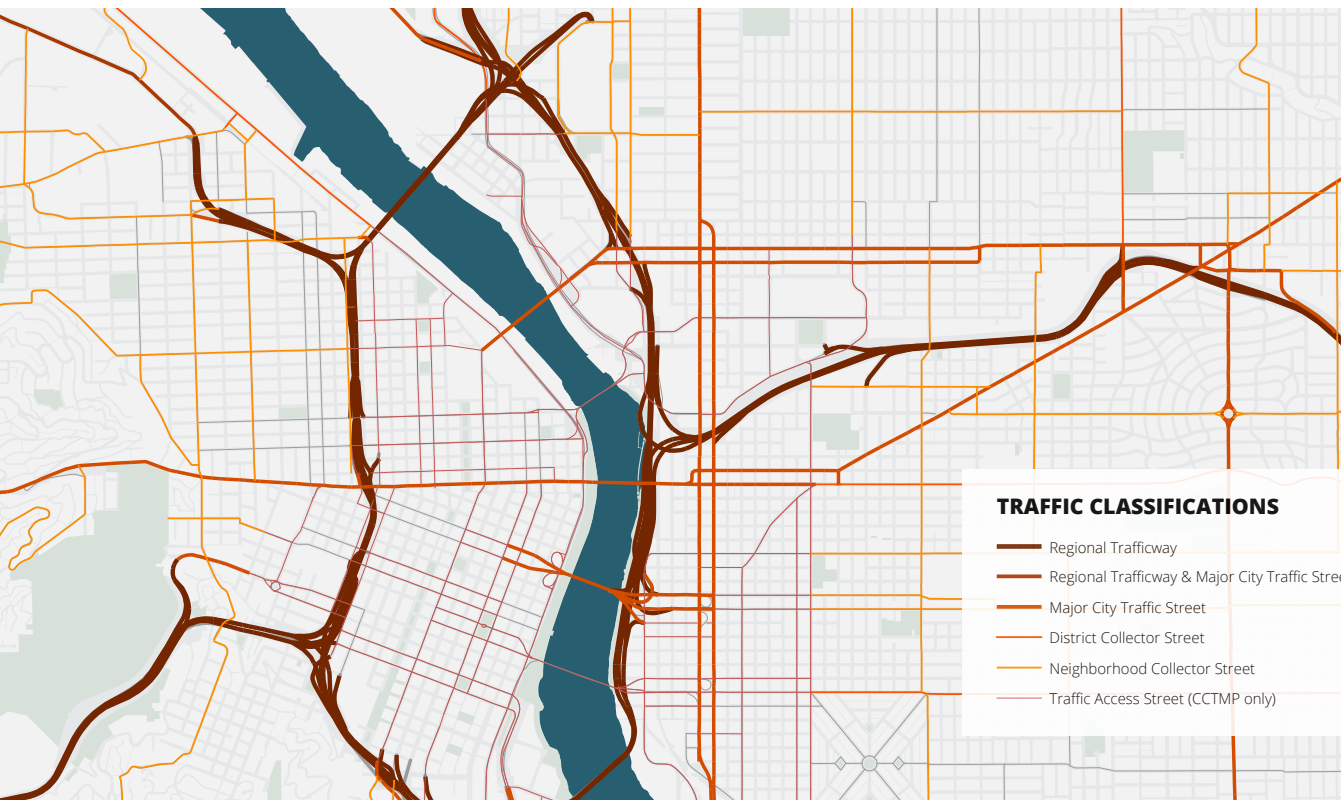
The Comprehensive Plan guides new growth toward centers and corridors to help expand access to employment and great neighborhoods. Centers are compact places that serve as anchors to complete neighborhoods. Civic corridors are some of Portland's most important and busiest transportation corridors. Neighborhood corridors are main streets that connect neighborhoods across the city. Densifying centers and corridors make good use of existing infrastructure and encourages efficiency in new investments.





### FREIGHT CLASSIFICATIONS

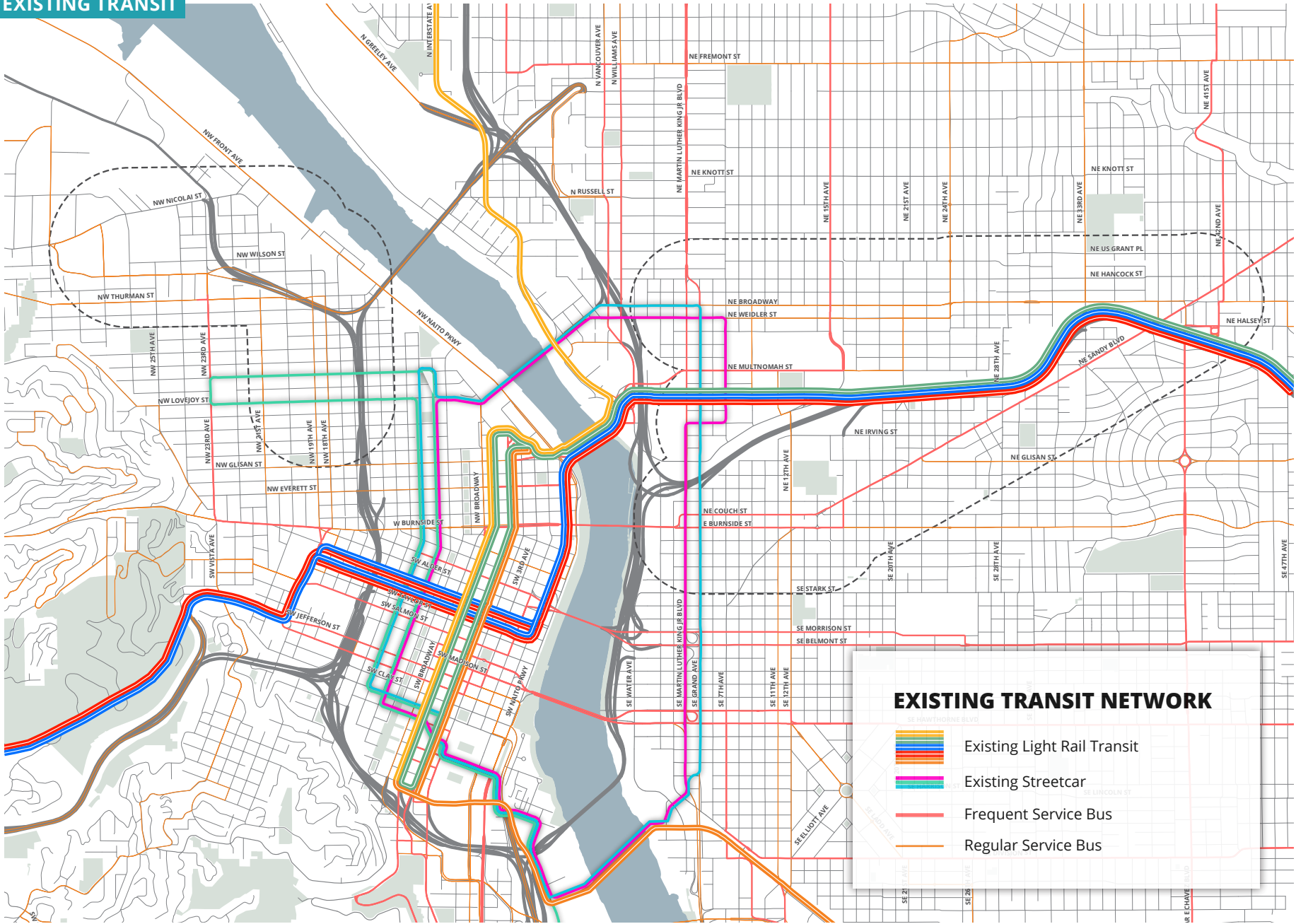
Streets with freight classifications designate a system of truck streets, railroad lines, and intermodal freight facilities that support local, national, and international distribution of goods. Freight districts are intended to provide safe and convenient truck mobility and access in industrial and employment areas serving high levels of truck traffic, and to accommodate intermodal goods movement.



### TRAFFIC CLASSIFICATIONS

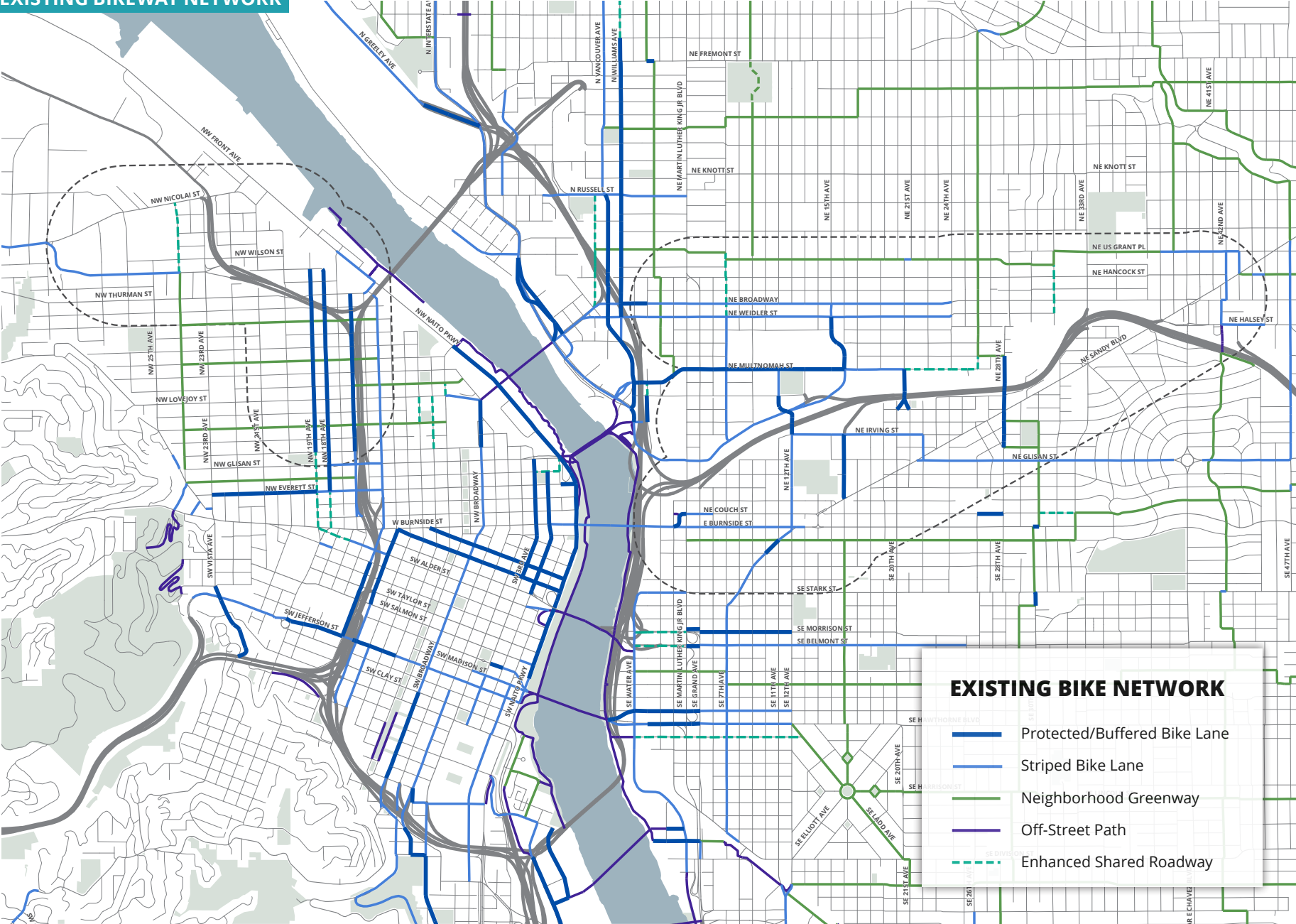
Traffic classification streets create a hierarchy of automobile activity on a roadway, reflecting volumes, speeds, and the type of anticipated trips. Within the City of Portland, classifications range from regional trafficway to serve longer distance, regional trips that either start, end or bypass the City of Portland, and local service streets to provide access to neighborhoods. In between are collector and traffic access streets that serve elevated numbers of vehicles to connect major destinations.

EXISTING TRANSIT





EXISTING BIKEWAY NETWORK



EXISTING BIKE NETWORK

- Protected/Buffered Bike Lane
- Striped Bike Lane
- Neighborhood Greenway
- Off-Street Path
- Enhanced Shared Roadway



## WESTSIDE | ALIGNMENT DETAIL

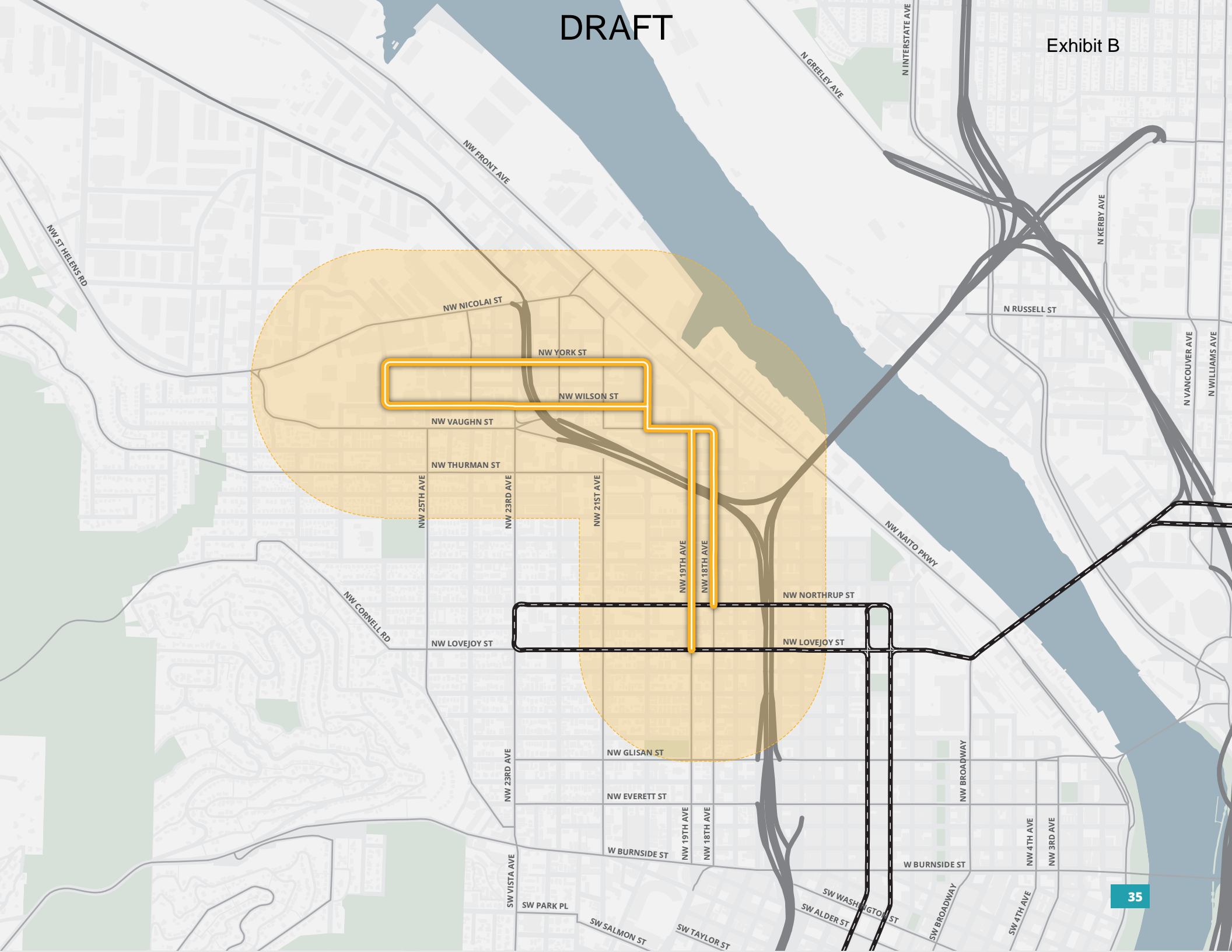
The Westside study area, also referred to as Northwest, consists of a quarter-mile buffer around a potential streetcar alternative route that connects the second-largest office building in Portland, Montgomery Park, to the existing Portland Streetcar network. The alignment diverges from the existing couplet on NW Lovejoy and NW Northrup via NW 18th and NW 19th to connect to NW Wilson and NW York.

The study area is primarily within the Northwest District and adjacent industrial areas to the north are within the NW Industrial Business Association boundary.

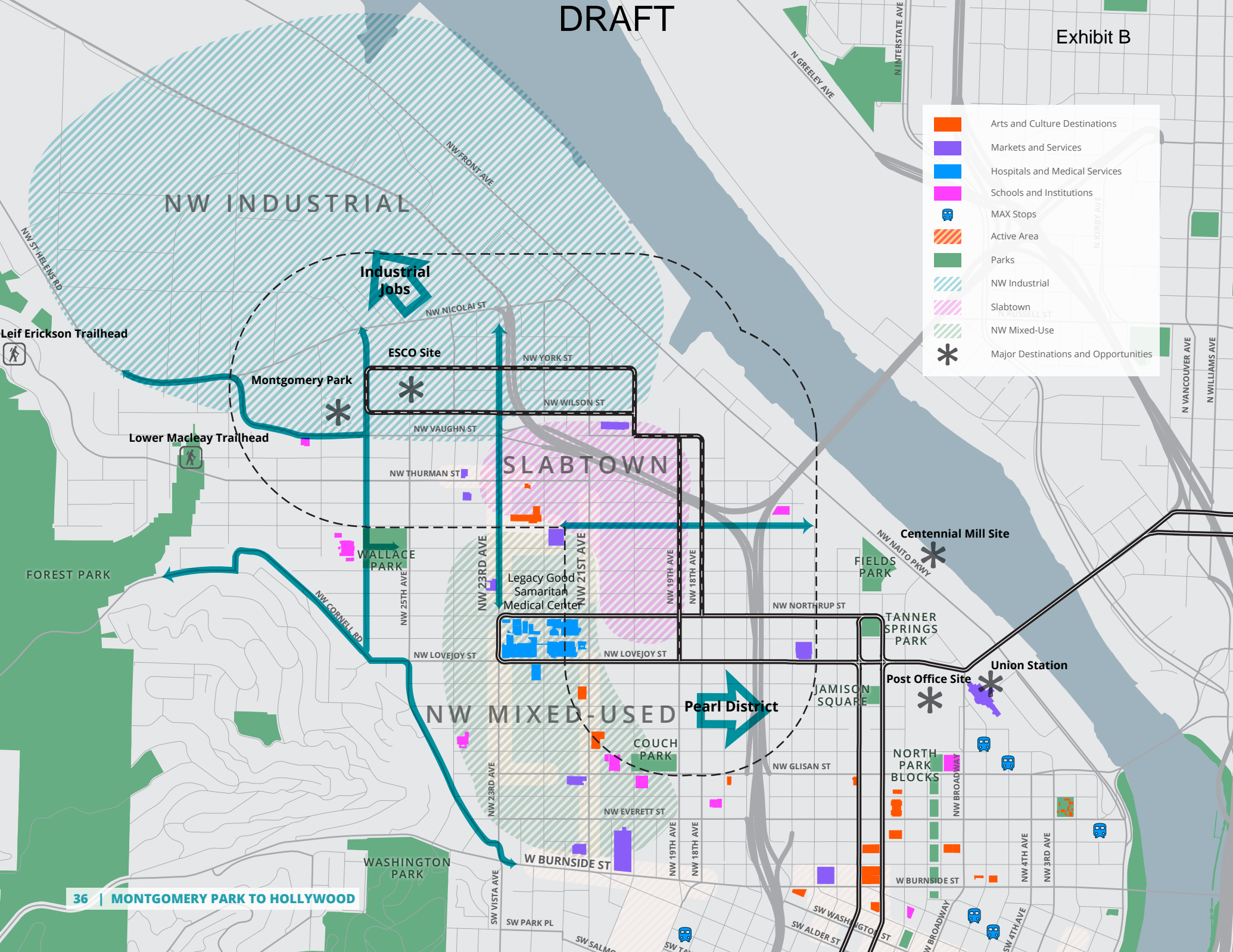
The neighborhoods surrounding the 18th/19th alignment are a mix

of single-family homes, multi-dwelling buildings, and commercial buildings with retail and services and other land uses and destinations. Recent development at the former Conway site included large apartment buildings with a new grocer.

North of Vaughn the eastern portion of the study area is largely zoned industrial, while the western half includes large parcels of mixed use, and general employment. Businesses range from manufacturing, light industrial, office, storage, and more. Many parcels are currently transitioning in use following changes in ownership.



- Arts and Culture Destinations
- Markets and Services
- Hospitals and Medical Services
- Schools and Institutions
- MAX Stops
- Active Area
- Parks
- NW Industrial
- Slabtown
- NW Mixed-Use
- Major Destinations and Opportunities





Montgomery Park is the second-largest office building in Portland, hosting a variety of businesses and services.



Old railroad tracks that used to serve Montgomery Park are still visible on NW Wilson Street.



A newer building in the district housing storage units.



Large parking lots have long supplied Montgomery Park employees with free parking, but redevelopment may introduce other uses.



The corner of NW 18th and Vaughn serves an event space, garden nursery, and other uses that create placemaking opportunities.



Small creative workspaces fill the building at the corner of 18th and Upshur Street.



**WESTSIDE URBAN CHARACTER**

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

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

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

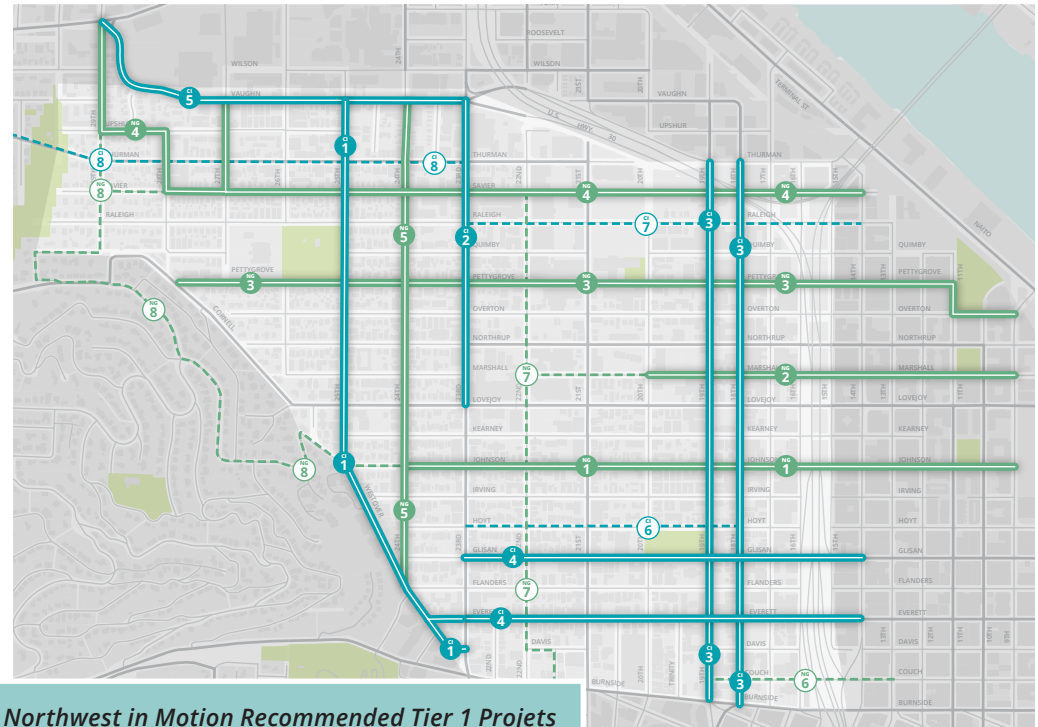
A major character-defining feature of the Northwest study area is the Highway 30/I-405 alignment and the approaches to the Fremont Bridge—major pieces of infrastructure that pose a connectivity barrier in some areas, while towering over others. The area lacks significant public open space, although Forest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

# Westside Planning Context

## NORTHWEST IN MOTION

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

The MP2H study area in northwest Portland overlaps with the northern and eastern extents of the NWIM project area. Projects in overlap areas should be coordinated with MP2H to ensure that the goals for both Plans are met through multimodal design. In particular, both plans are proposing corridor improvements on NW 18th and 19th avenues.



## GUILD'S LAKE INDUSTRIAL SANCTUARY PLAN

The Guild's Lake Industrial Sanctuary (GLIS) Plan was adopted by City Council in 2001. Guild's Lake plan district covers portions of NW Portland from NW Wilson Street north to the banks of the Willamette River and west to Forest Park. This plan district overlaps with portions of the northwest study area. The plan provides a policy framework to preserve industrial land in NW Portland, in an area that has historically operated as an industrial and manufacturing hub. The plan recommends projects, programs and regulations to implement the plan's visions, policies and objectives. The land use changes and transportation investments the MP2H study will explore could change the neighborhood character and primary land use in the southernmost portion of the Guild's Lake Industrial Sanctuary.

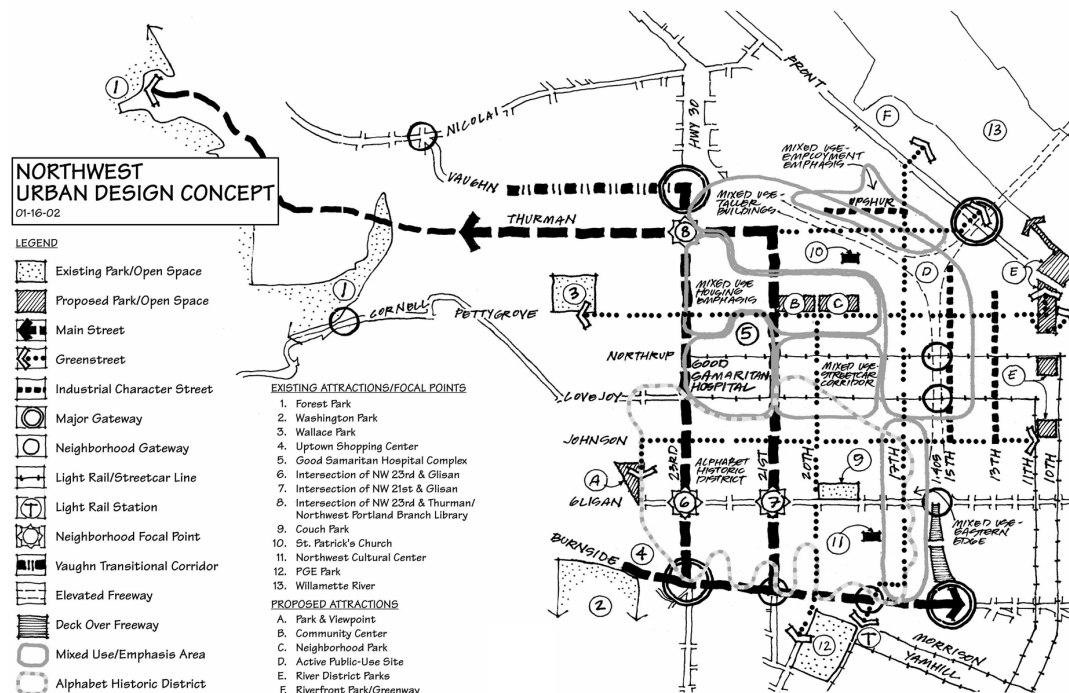
**Guild's Lake Industrial Sanctuary Plan**





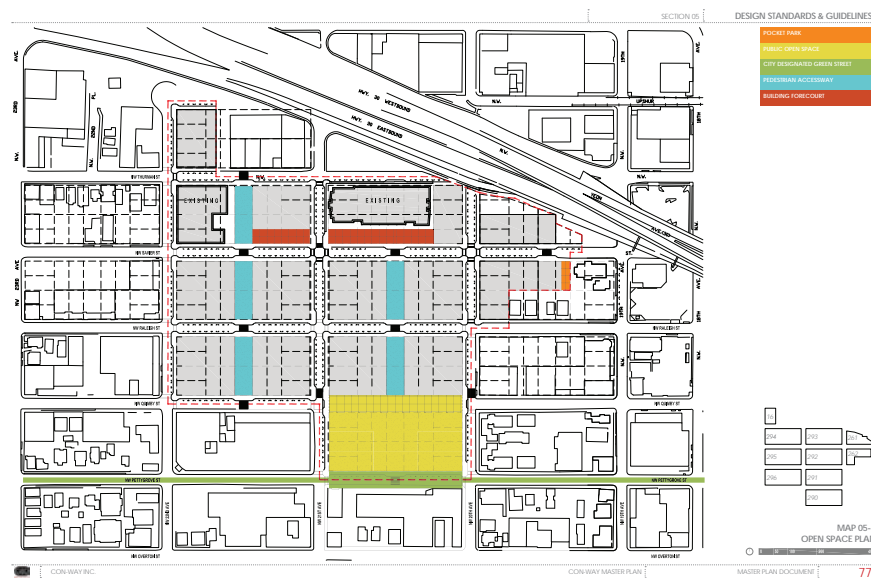
**NORTHWEST DISTRICT PLAN**

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



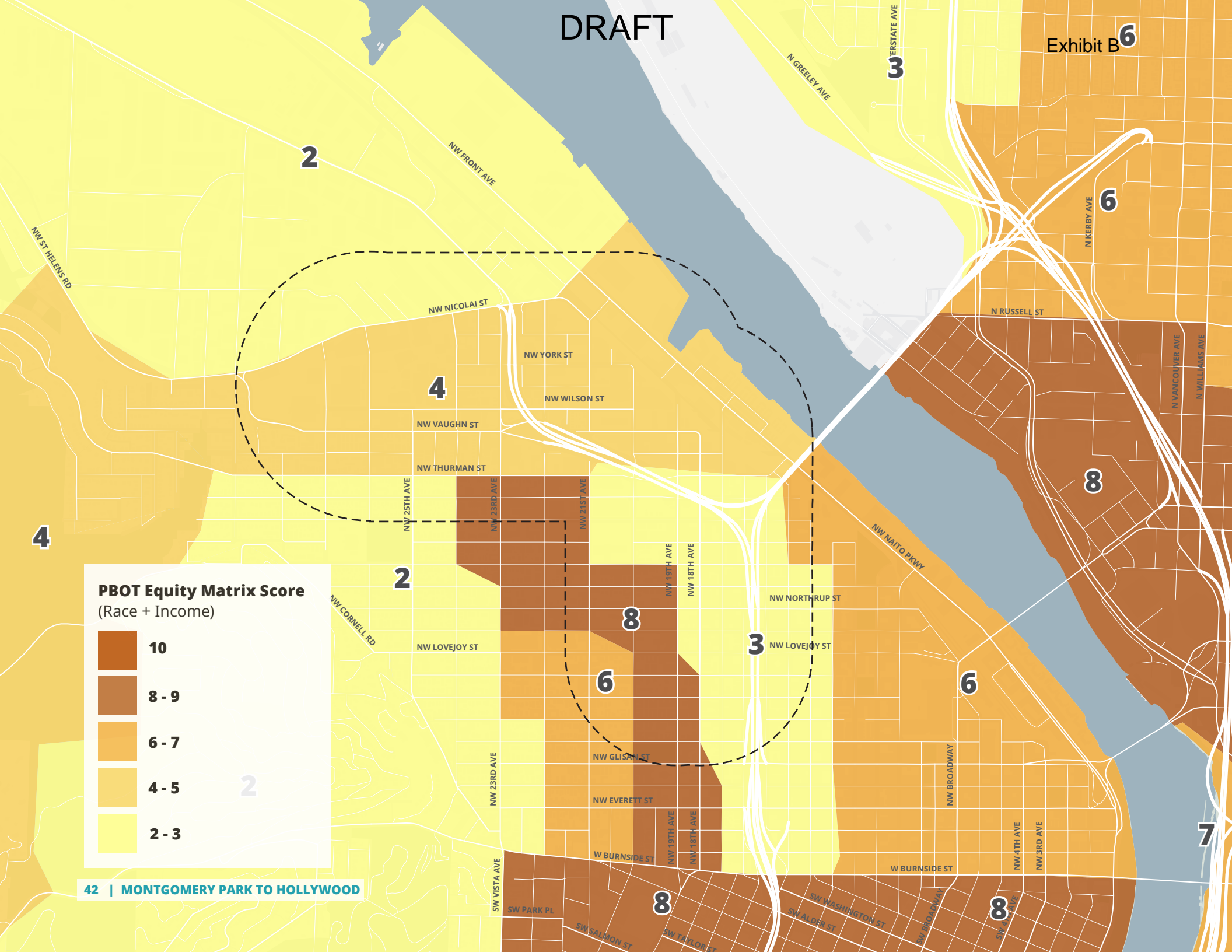
**CONWAY MASTER PLAN**

The Conway Master Plan (Northwest Master Plan at ConWay Site, LU 12-135162 MS) is a site plan dictating detailed land use, development parameters, design guidelines and open areas for a 15 acre sub area located generally in the vicinity of NW 22nd Avenue, NW Pettygrove Street, NW 20th Avenue and NW Upshur Street within the Northwest Plan District area. The master plan guides the development of the area in a more specific and detailed way than the Northwest Plan District.



DRAFT

Exhibit B <sup>6</sup>



**PBOT Equity Matrix Score**  
(Race + Income)

- 10
- 8 - 9
- 6 - 7
- 4 - 5
- 2 - 3

# People & Place:

## STUDY AREA DEMOGRAPHICS AND EQUITY INDICATORS

The Portland Bureau of Transportation (PBOT) created an Equity Matrix to better refine our approaches and understand the impact of our work on marginalized groups. See page 15 for full explanation.

In Northwest Portland, the highest concentrations of equity index populations live along much of the existing streetcar line that operates on NW 18th and 19th, NW Lovejoy and NW Northrup Streets. There are also higher concentrations in Slabtown, reflecting areas of significant recent residential development. This area ranks has a racial equity score of 3, which reflects citywide averages. However, the income equity score of 5 means it has high concentrations of the lowest-income Portlanders compared to the city as a whole. The median income in this tract is about \$37,000 and the most commonly spoken non-English language is Chinese. Approximately 4% of households have limited English proficiency.

In the tract north of NW Thurman, the income and racial equity scores are each a 2, which indicates that the area has lower concentrations of low-income and people of color than the citywide average. About 1% of the households have limited English proficiency, but no common non-English language has been identified for these households.

The tables in this section show characteristics of the population in the Northwest alignment study area compared to the city overall.

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

More information on PBOT's Equity Matrix can be found here: <https://www.portlandoregon.gov/transportation/74236>

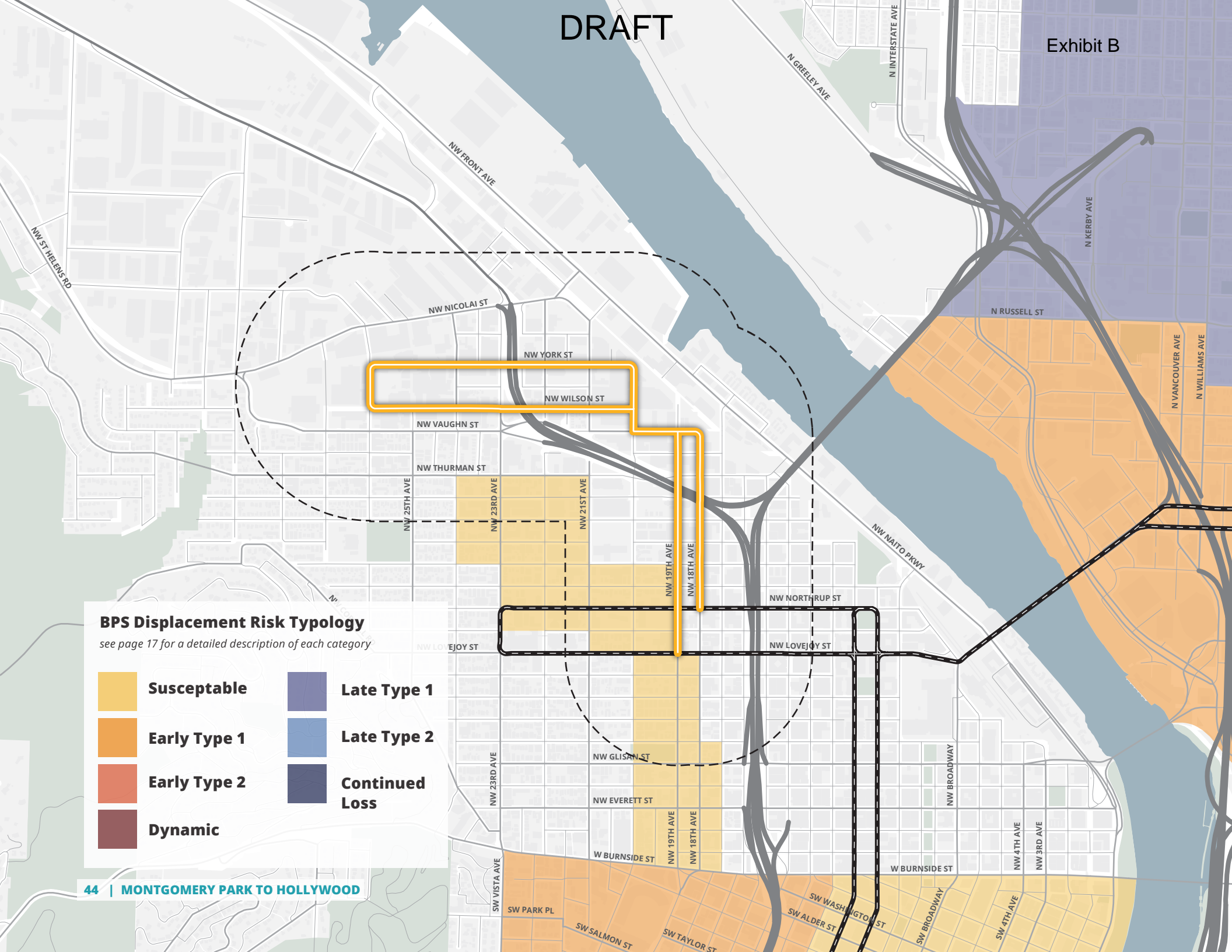
Population Characteristics	Northwest Study Area	City of Portland
Total Population	6,735	630,331
Per Capita Income	\$64,295	\$37,382
Total Families	1,108	135,543
Share of Families in Poverty	4%	10%
People of Color	20%	29%

Race/Ethnicity	Northwest Study Area	City of Portland
Black	2%	7%
Native American	2%	2%
Asian	10%	10%
Pacific Islander	0%	1%
Another Race	1%	3%
Hispanic	8%	10%
Non-Hispanic White	80%	71%

Age Characteristics	Northwest Study Area	City of Portland
Median Age	35.2	36.8
Share under 18	8%	18%
Share 18 to 64	80%	70%
Share over 64	11%	12%



**BPS Displacement Risk Typology**

see page 17 for a detailed description of each category

- Susceptible**
- Early Type 1**
- Early Type 2**
- Dynamic**
- Late Type 1**
- Late Type 2**
- Continued Loss**

# People & Place

## RESIDENTIAL GENTRIFICATION & DISPLACEMENT RISK

The tables on this page show characteristics of the households, the educational attainment of the population, and the types of dwelling units in the Northwest alignment study area compared to the City of Portland overall.

In general, households in the Northwest study area are much smaller than the citywide average, and are composed of a greater percentage of renter households. Median household income is above the citywide average. The educational attainment of the population is significantly higher than the city overall, with over 75% of the population over 18 holding a 4-year degree or more. The population in the Northwest study area has a much greater percentage of people that live in multi-dwelling units than citywide, and less than 10% of residents live in detached units.

The map on the adjacent page shows displacement risk for the Northwest study area. See page 17 for more information on displacement typologies.

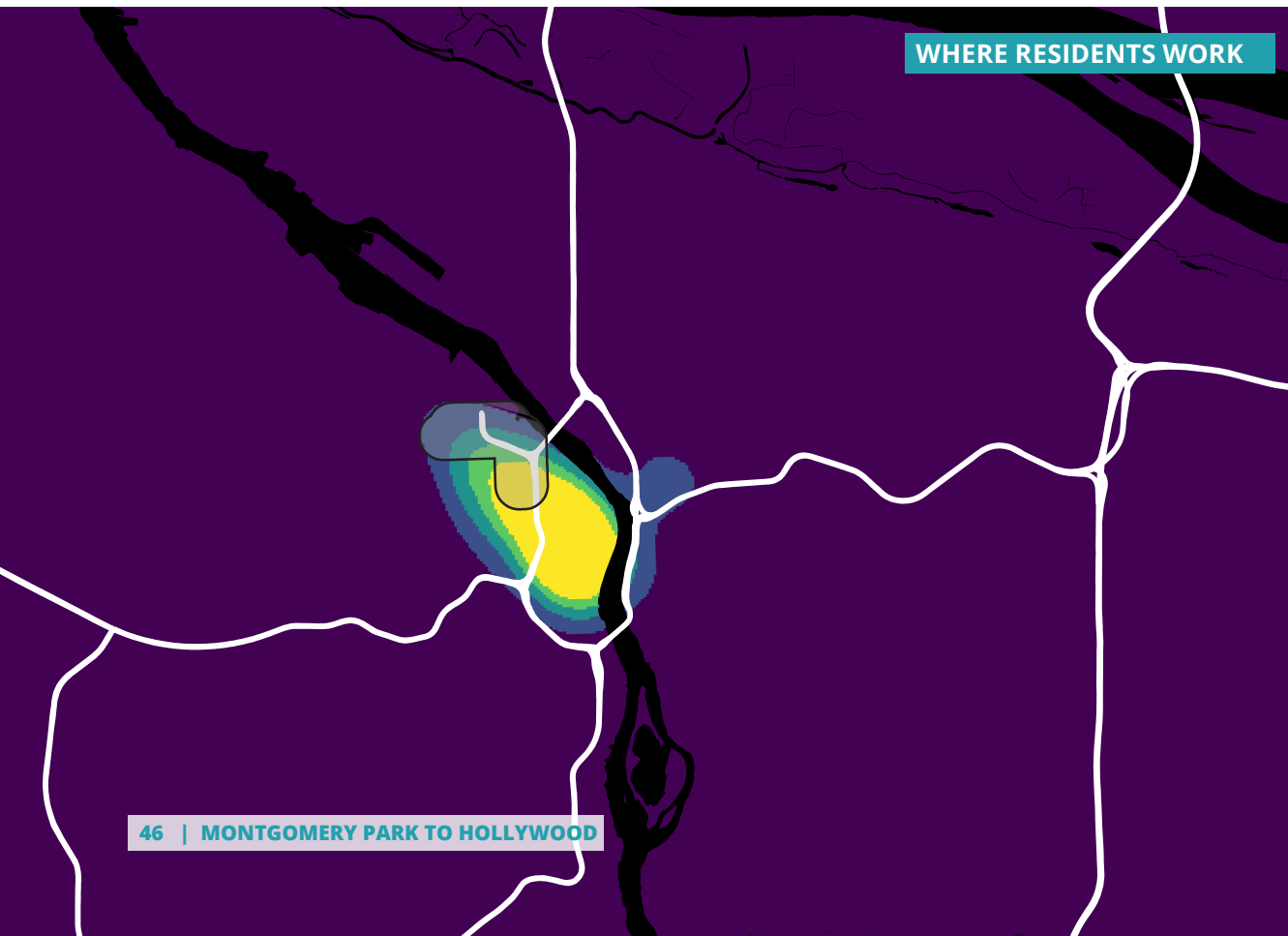
Household Characteristics	Northwest Study Area	City of Portland
Total Households	4,215	260,949
Owner-Occupied Households	29%	53%
Renter-Occupied Households	71%	47%
Average Household Size	1.56	2.35
Median Household Income	\$68,834	\$63,032

Highest Educational Attainment	Northwest Study Area	City of Portland
Total Adults 25 or Older	5,818	462,362
Less than HS Diploma	2%	8%
High School Diploma	6%	16%
Some College	18%	28%
Four-Year Degree	43%	29%
Advanced Degree	32%	19%

Housing Unit Characteristics	Northwest Study Area	City of Portland
Total Housing Units	4,806	277,499
Detached	8%	56%
Small Multi-dwelling	11%	14%
Medium Multi-dwelling	20%	11%
Large Multi-dwelling	60%	18%
Other Type	0%	2%

# People & Place: Employment Patterns & Travel Behavior

## WORKERS PER MI<sup>2</sup>



## JOBS LOCATION

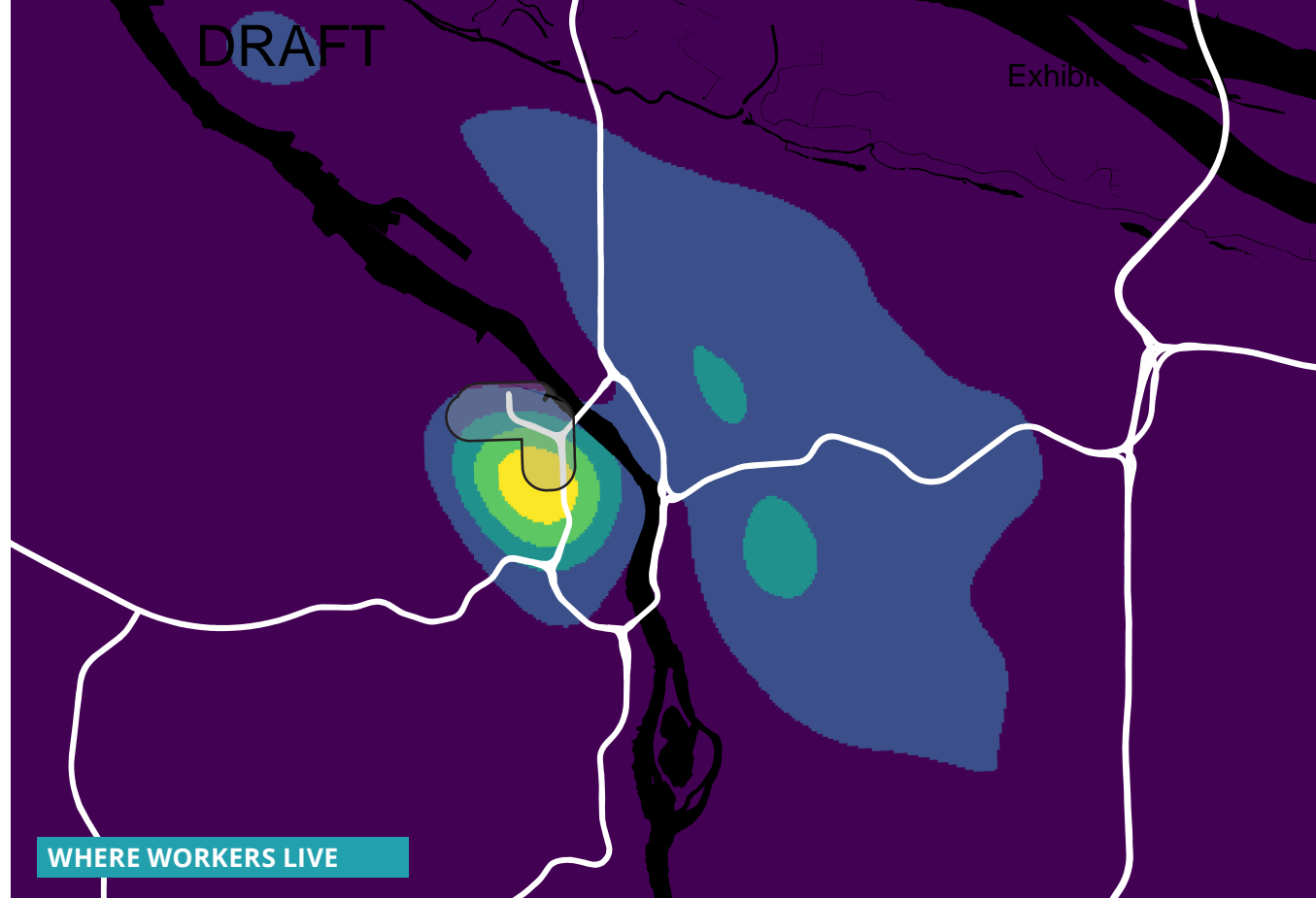
This map shows the density of workplace locations of people that live in the Northwest study area. The highest concentration of workplaces for Northwest residents is in Downtown Portland, on both the east and west sides of I-405. Smaller concentrations work in the inner eastside in the Central Eastside and in the Rose Quarter and Lloyd Center neighborhoods. There is also a cluster of workplaces in Washington County, potentially attributed to the Nike campus and other tech jobs.

## ABOUT THIS DATA SOURCE: LODES

The **Longitudinal Employer-Household Dynamics (LEHD) Origin-Destination Employment Statistics (LODES)** is a program run by the U.S. Census Bureau. The Census Bureau coordinates with state employment agencies to gather administrative data from state Unemployment Insurance and Quarterly Census of Employment and Wages (QCEW). This administrative data is then linked to Census surveys using encoded social security numbers (PIKs). From this dataset, the Census Bureau statisticians use a method called “fuzzing” to inject noise into the dataset to make it hard to identify individual employers, resulting in a **partially synthetic dataset** that policy makers can use to understand the dynamics between people and their workplace.

The LODES data contains a matrix showing showing the number of workers that commute between Census blocks. Users can input a study area to retrieve the characteristics about the people who work there as well as those who live in the study area. Users can track where residents go to work and where workers in the area commute from.

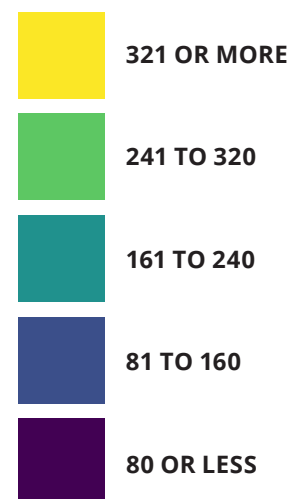
Knowing this information is useful for considering the demand to get from one point to another. The dataset also reveals the dynamics relating to wage, race, sex, age, industry and educational attainment. More information here: <https://lehd.ces.census.gov/data/lodes/LODES7/LODESTechDoc7.4.pdf>



### HOUSING LOCATION

This map shows the concentration of households for people who work in the Northwest study area. Workers live across a more dispersed area than where Northwest residents work. The worker's households are most highly concentrated in the Central City, but also includes areas of SE and NE Portland. The highest eastside concentrations are in inner SE and NE neighborhoods. A cluster of workers also live in St. Johns.

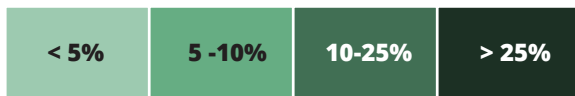
### RESIDENTS PER MI<sup>2</sup>



**PEOPLE WALKING**

NW Portland has the highest rate of people walking to work in the city. Average citywide walking modal share is 5.6%. In NW Portland, the area between NW 20th and 23rd, from Davis to Lovejoy has a rate of 25% or greater. Elsewhere in the study area, the rate is significantly above average, with rates from 10-25%. This typically indicates that a high concentration of people in the area live near their workplaces.

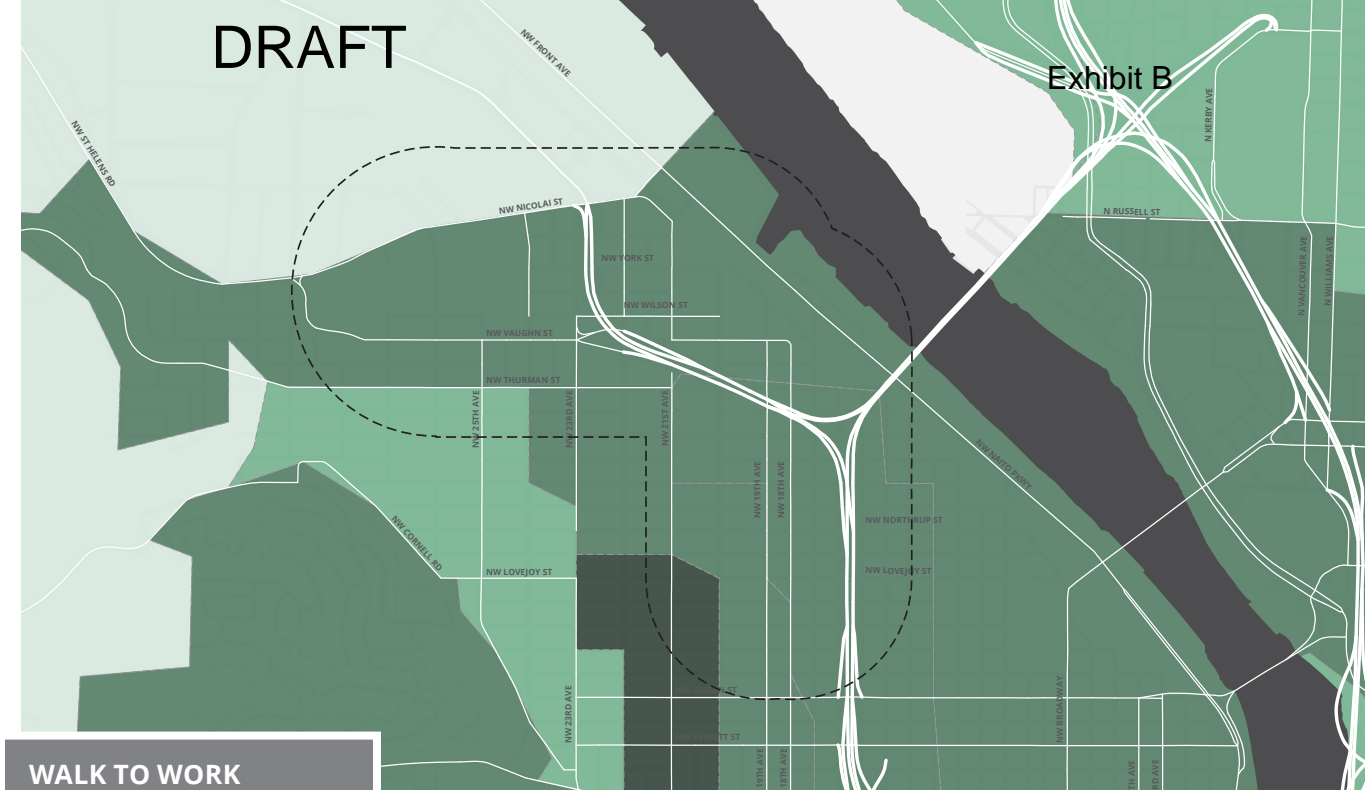
**WALK TO WORK - MODE SHARE**



**PEOPLE BIKING**

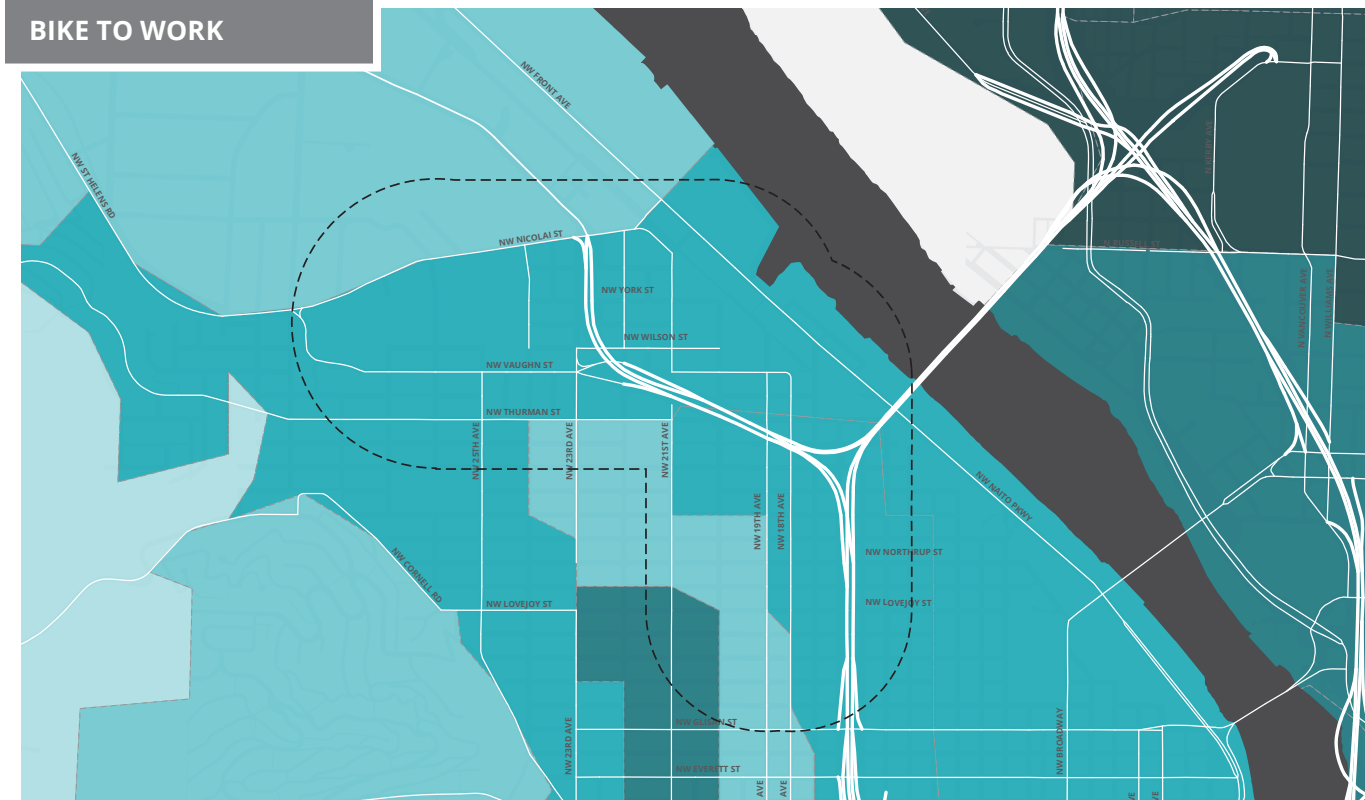
Similar to walking, NW Portland has significantly higher rates of biking to work than the citywide average. The citywide average is 5.3%, while the Northwest study area has one tract above 20%, and much of the study area has ranges between 10 and 15%. This echos earlier maps that indicate that many of those who live in NW Portland work in the Central City. Similarly, many of those who work in the area live in either the Central City or inner NE and SE Portland.

**BIKE TO WORK - MODE SHARE**



WALK TO WORK

BIKE TO WORK





### PEOPLE TAKING TRANSIT

Populations south of NW Thurman have transit mode shares above the Citywide average of about 12%. On either side of I-405, transit shares are more in line with City averages, while east and west of that tract boast ridership above 15%. North of Thurman, transit ridership is less than 5%, significantly lower than City averages. This could reflect less transit service availability for workers and residents.

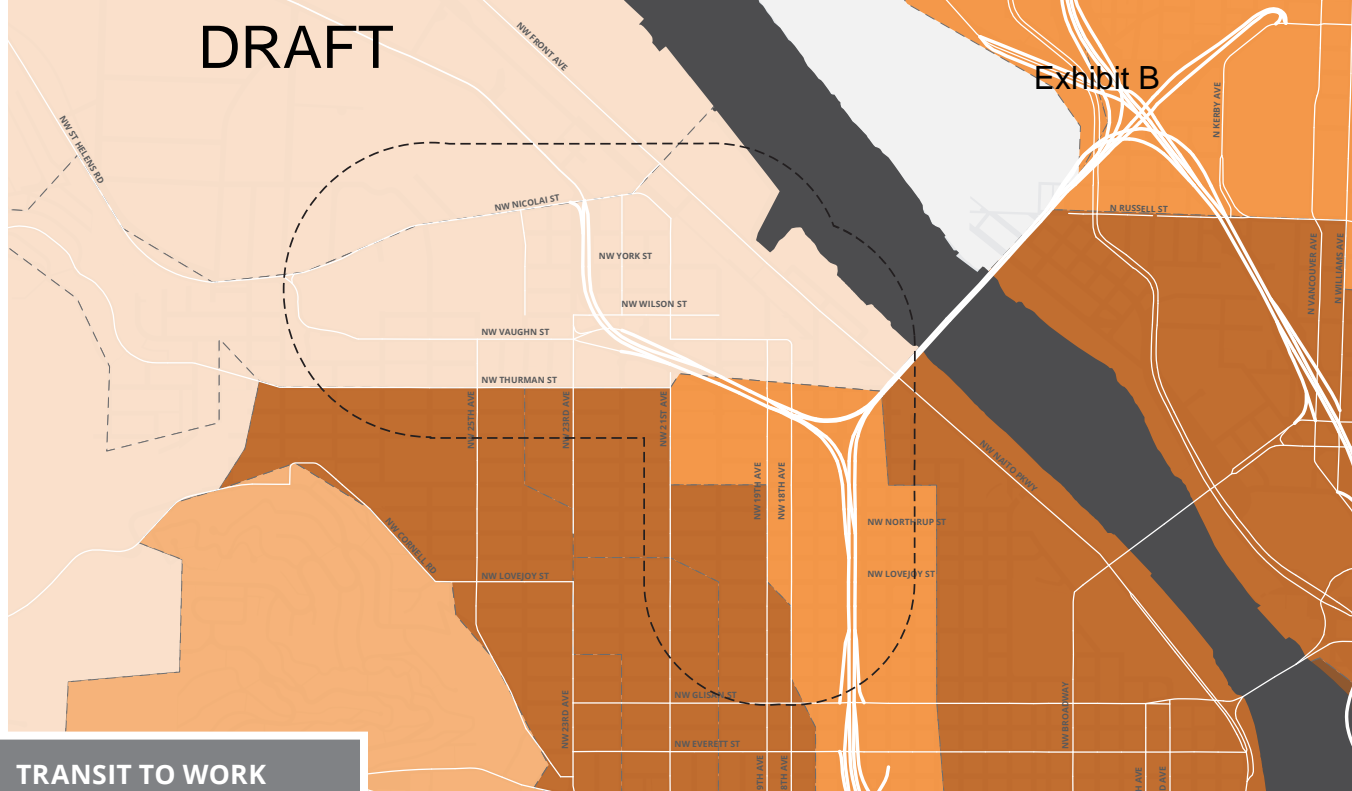
#### TRANSIT TO WORK - MODE SHARE



### PEOPLE DRIVING ALONE

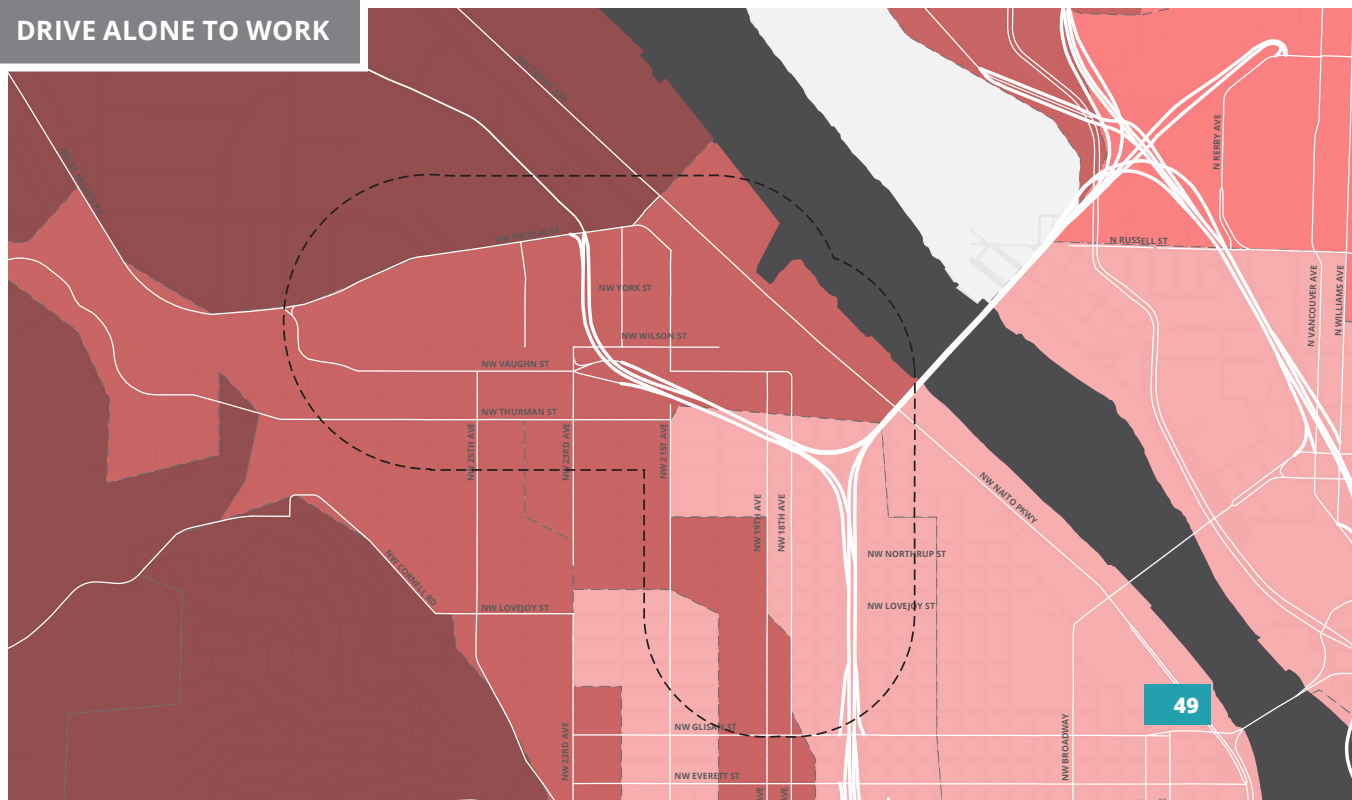
Due to greater numbers of people walking, biking, or taking transit to work, the Northwest study area has a significantly lower percentage of single occupant vehicle commuters and fewer households that own multiple vehicles.

#### DRIVE ALONE TO WORK - MODE SHARE



TRANSIT TO WORK

DRIVE ALONE TO WORK



# Land Use: Comprehensive Plan

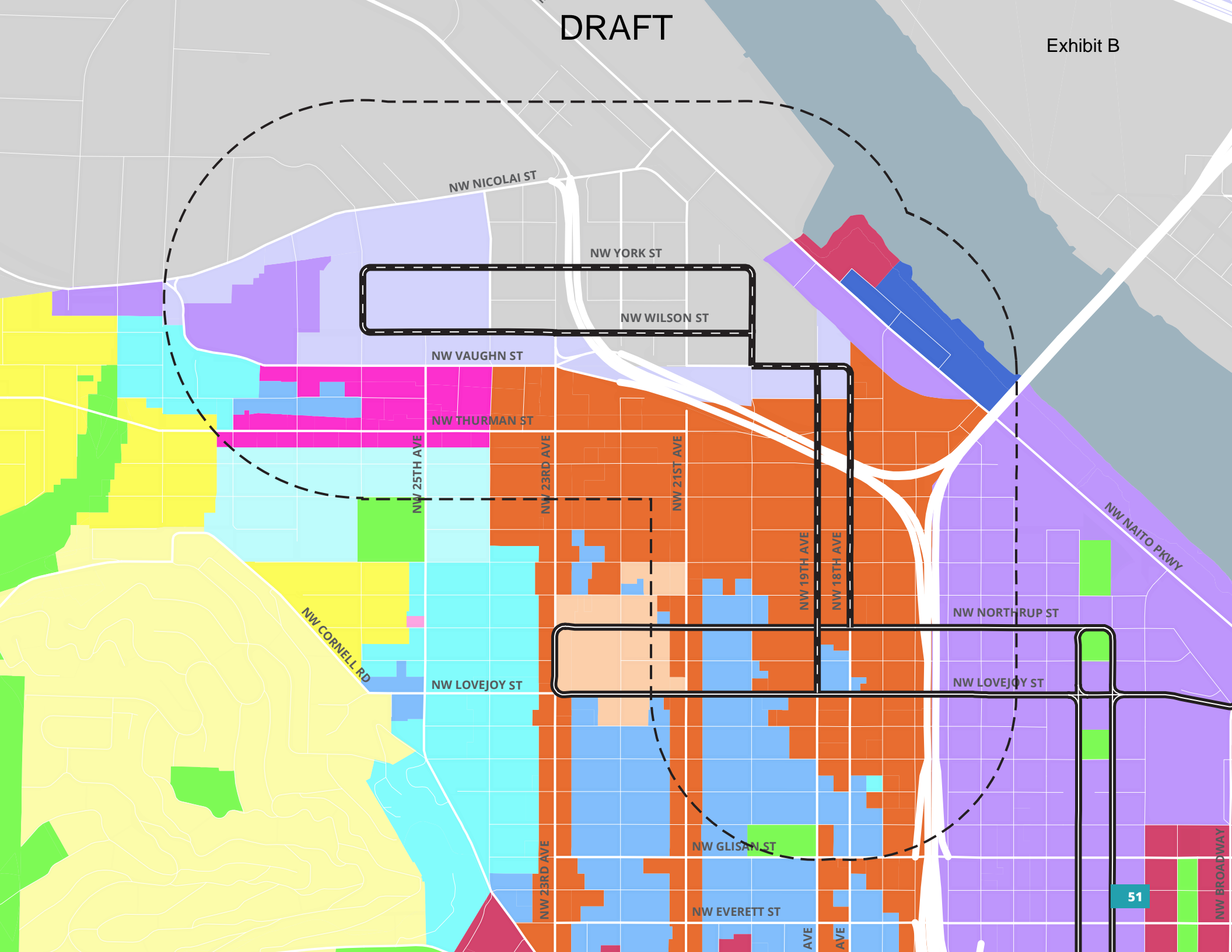
## COMPEHENSIVE PLAN DESIGNATIONS

The Northwest study area features an array of different Comprehensive Plan designations along its path. Along NW 18th and NW 19th, the plan is generally Mixed Use Urban Center, which supports a variety of commercial, residential and employment uses at a mid-rise scale. North of NW Upshur and west to NW 24th, the Comprehensive Plan designation is Industrial Sanctuary, which limits non-industrial uses. At NW 24th, the designation becomes Mixed Employment, which allows a greater array of employment type uses, but prohibits housing. At NW 26th, the plan designations transition to Central Employment, which allows a full array of commercial, employment and residential land uses at a mid-rise scale.

## COMPREHENSIVE PLAN DESIGNATIONS

- Single-Dwelling 10,000
- Single-Dwelling 7,000
- Single-Dwelling 5,000
- Single-Dwelling 2,500
- Multi-Dwelling 2,000
- Multi-Dwelling 1,000
- High Density Multi-Dwelling
- Central Residential
- Institutional Campus
- Mixed Use – Dispersed
- Mixed Use – Neighborhood
- Mixed Use – Civic Corridor
- Mixed Use – Urban Center
- Central Commercial
- Central Employment
- Mixed Employment
- Industrial Sanctuary
- Open Space

GENERALIZED COMPREHENSIVE PLAN DESIGNATIONS	NORTHWEST	PORTLAND
<b>AREA (ACRES)</b>	<b>599</b>	<b>89,042</b>
<b>SINGLE-DWELLING</b>	<b>0.4%</b>	<b>35.2%</b>
<b>MULTI-DWELLING</b>	<b>10.2%</b>	<b>6.2%</b>
<b>MIXED USE/ COMMERCIAL</b>	<b>32.0%</b>	<b>6.4%</b>
<b>INSTITUTIONAL</b>	<b>0.6%</b>	<b>1.5%</b>
<b>EMPLOYMENT</b>	<b>19.2%</b>	<b>2.4%</b>
<b>INDUSTRIAL</b>	<b>24.9%</b>	<b>16.3%</b>
<b>OPEN SPACE</b>	<b>0.5%</b>	<b>16.9%</b>
<b>RIGHT-OF-WAY</b>	<b>12.1%</b>	<b>15.1%</b>



# Land Use: Zoning

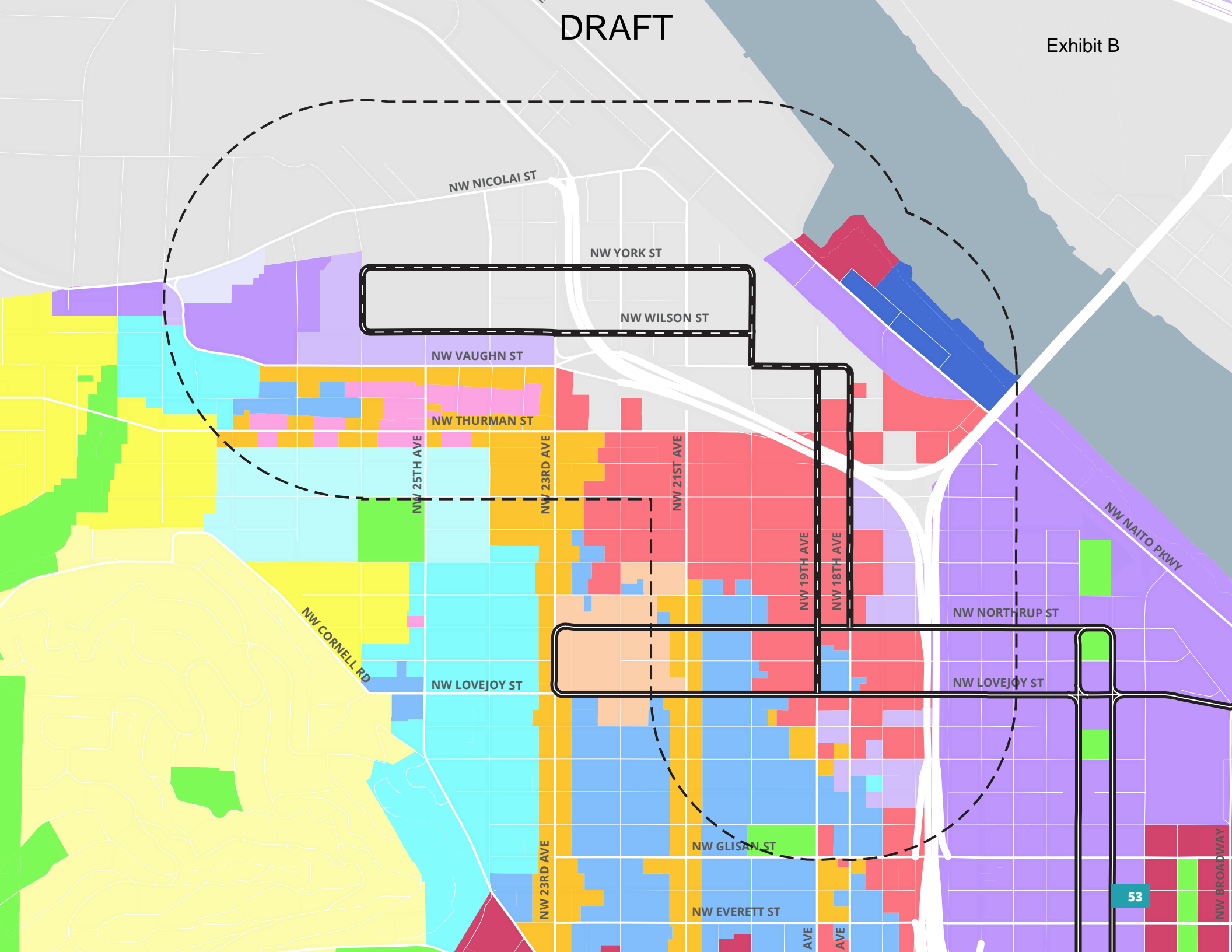
## ZONING

At the southern part of Northwest study area near NW Lovejoy, the zoning is Commercial/Mixed Use 3 (CM3) and High Density Multi-dwelling (RH). Further north to NW Upshur, the zoning is CM3 and EG1 (General Employment) east of NW 18th at Quimby. North of Upshur, the zoning is primarily Industrial (IG1). At NW 24th, the zoning becomes Heavy Industrial (IH) on the former Esco site, transitioning to General Employment (EG1) at NW 26th. The area between Vaughn and Wilson between NW 23rd and NW 27th is also designated EG1. The zoning transitions to Central Employment (EX) at NW 26th and is applied to the Montgomery Park site. The area is also regulated by two plan districts. The Northwest Plan District is applied in the area generally south of NW Vaughn, and the Guilds Lake Plan District is applied in the industrial and general-employment zoned areas north of Vaughn.

### CITY OF PORTLAND | ZONING

- Residential 10,000 (R10)
- Residential 7,000 (R7)
- Residential 5,000 (R5)
- Residential 2,500 (R2.5)
- Residential 2,000 (R2)
- Residential 1,000 (R1)
- High Density Residential (RH)
- Central Residential (RX)
- General Industrial 1 (IG1)
- General Industrial 2 (IG2)
- Heavy Industrial (IH)
- Commercial Residential (CR)
- Commercial Mixed Use 1 (CM1)
- Commercial Mixed Use 2 (CM2)
- Commercial Mixed Use 3 (CM3)
- Commercial Employment (CE)
- Central Commercial (CX)
- General Employment 1 (EG1)
- General Employment 2 (EG2)
- Central Employment (EX)
- Campus Institutional 1 (CI1)
- Campus Institutional 2 (CI2)
- Open Space (OS)

ZONING CATEGORIES	NORTHWEST	PORTLAND
<b>AREA (ACRES)</b>	<b>599</b>	<b>89,042</b>
<b>SINGLE-DWELLING</b>	<b>0.4%</b>	<b>34.5%</b>
<b>MULTI-DWELLING</b>	<b>10.2%</b>	<b>6.1%</b>
<b>MIXED USE/ COMMERCIAL</b>	<b>25.5%</b>	<b>6.3%</b>
<b>INSTITUTIONAL</b>	<b>0.6%</b>	<b>1.2%</b>
<b>EMPLOYMENT</b>	<b>14.8%</b>	<b>2.5%</b>
<b>INDUSTRIAL</b>	<b>35.9%</b>	<b>16.3%</b>
<b>OPEN SPACE</b>	<b>0.5%</b>	<b>16.8%</b>
<b>RIGHT-OF-WAY</b>	<b>12.1%</b>	<b>15.1%</b>



OVERLAY ZONES

Overlay zones augment the regulations of the "base zones" and are applied to parcels in various parts of the city that have either a similar characteristic or similar desired zoning effect. In the NW Portland area, the following overlay zones are applied.

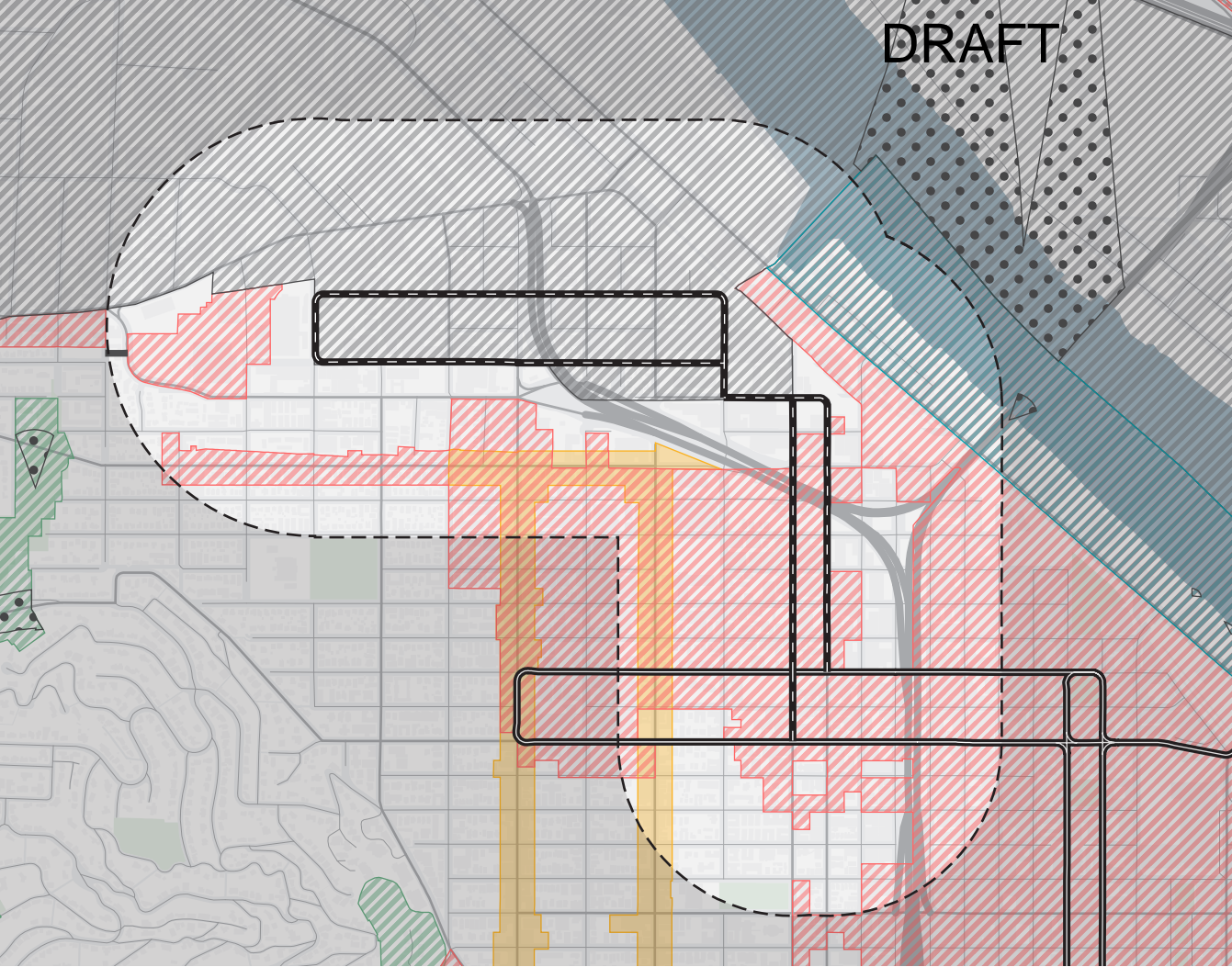
The **Design overlay zone ("d")**, implemented by 33.420, is applied in areas where new development is subject to a greater degree of design control due to special character of an area, or the scale of anticipated development.

The **Centers Main Street overlay zone ("m")**, implemented by 33.415, is applied to areas designated as neighborhood or town centers to evoke active urban development.

The **Prime Industrial overlay zone ("k")** is applied to protect industrial and employment land that has been identified in the Comprehensive Plan as Prime Industrial and to prioritize these areas for long-term retention.

The **Scenic Resource overlay zone ("s")**, implemented by 33.480, is applied to protect scenic resources that provide benefits to the public, enhance the appearance of Portland, create attractive entrance ways to Portland and its districts, improve economic vitality, and to implement scenic resource goals of Portland's Comprehensive Plan.

The **Environmental Conservation overlay zone ("c")**, implemented by 33.430, is applied to protect natural resources that have been identified in the Comprehensive Plan. This is applied outside the study area.



DESIGN



RIVER



PRIME INDUSTRIAL



ENVIRONMENTAL



CENTERS MAIN ST



SCENIC RESOURCES

DRAFT

Exhibit B

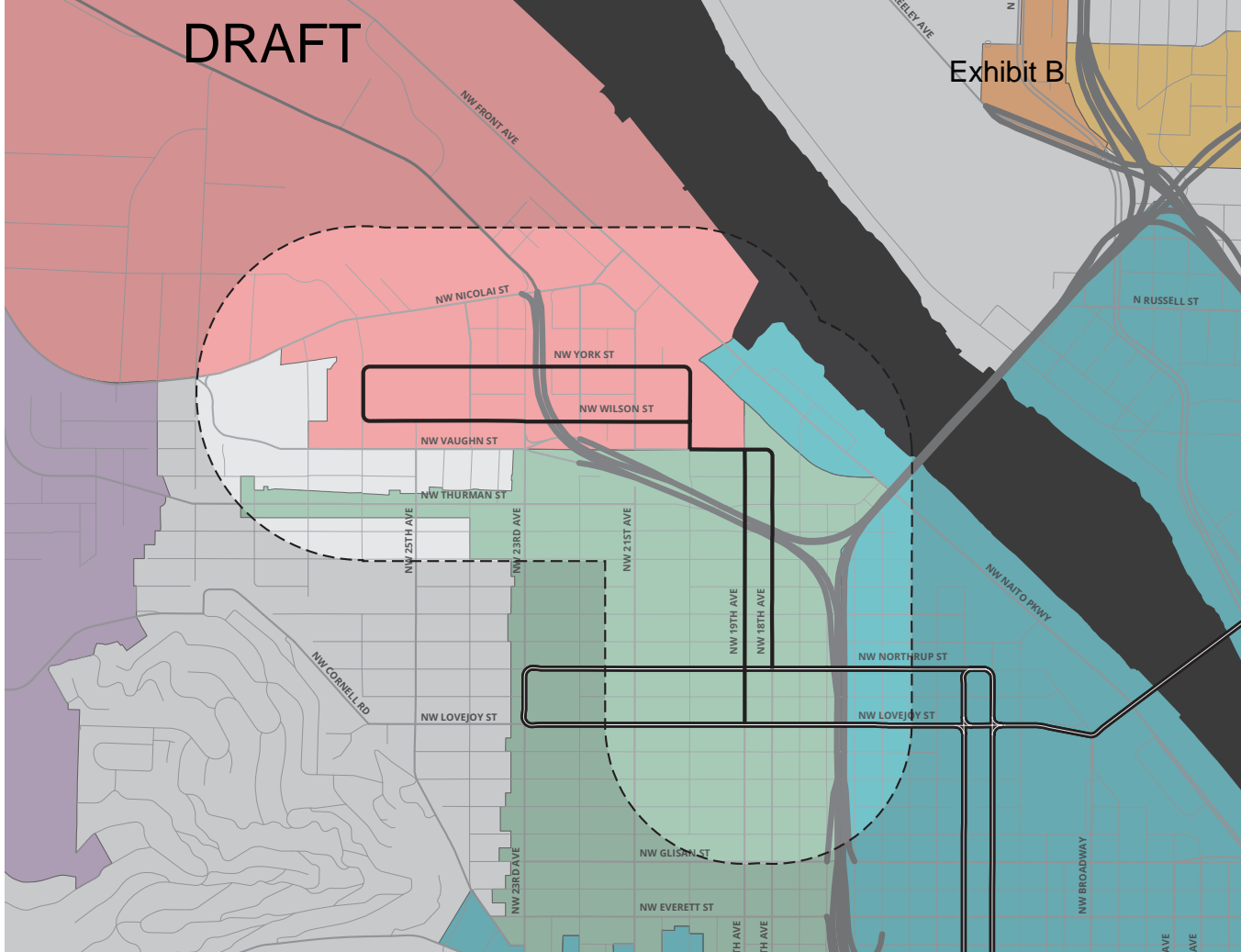
### PLAN DISTRICTS

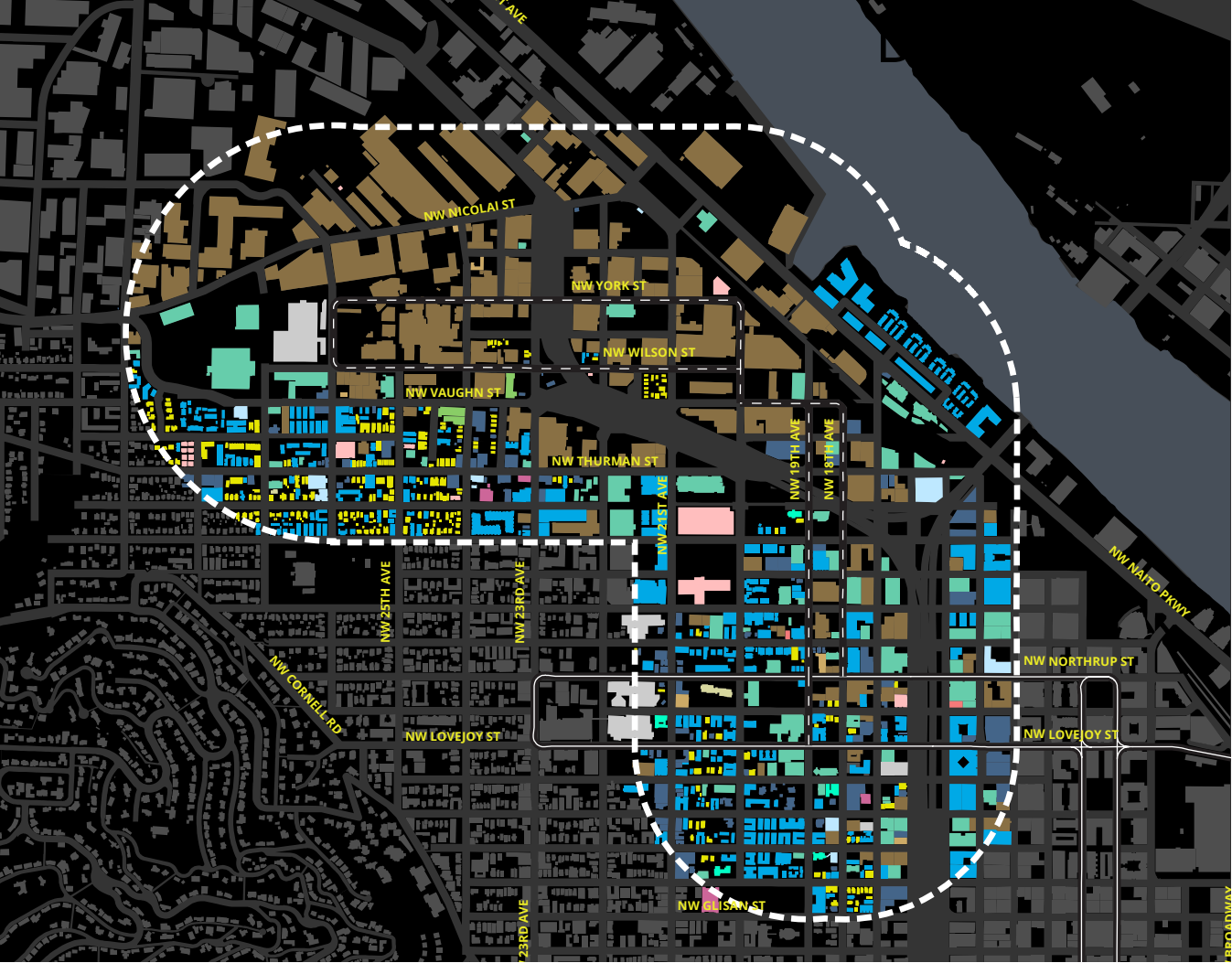
Plan districts are zoning tools that are applied to specific geographic areas within the city that have special or unique characteristics. Plan Districts are most often applied to provide additional regulatory guidance to implement area-specific land use plans. The NW Portland study area intersects three different plan districts.

The **Northwest Plan District** (33.562) is applied south of NW Vaughn Street to implement the Northwest District Plan. It provides for an urban level of mixed-use development including commercial, office, housing, and employment and strengthens the area's role as a commercial and residential center.

The **Guild's Lake Industrial Sanctuary Plan District** (33.531) is applied north of NW Vaughn Street to implement the Guild's Lake Industrial Sanctuary Plan. The plan district fosters the preservation and growth of the industrial district, recognizes that inappropriate nonindustrial uses potentially threaten the integrity of this district, and protects the area from incompatible uses which threaten the district's integrity, stability and vitality and compromise its transportation system.

The **Central City Plan District** (33.510) is applied in the area east of I-405 and along NW Naito Parkway/Front Avenue. The plan district encourages the highest densities in the city with a broad mix of commercial, residential, industrial and institutional uses, and fosters transit-supportive development, pedestrian and bicycle-friendly streets, a vibrant public realm and a healthy urban river.





LAND USES

Current land uses in the Northwest study area include a wide array of uses. South of NW Vaughn, there is a concentration of commercial and residential uses, with a few industrial or auto-service uses primarily between NW 16th and NW 19th Avenue.

North of NW Vaughn, land uses are mostly industrial, with a few notable exceptions. The block between Wilson and Vaughn west of NW 21st is primarily residential (a block of older houses), as is an area along the Willamette River at the former Terminal 1 facility. The Montgomery Park site and nearby Red Fox Commons are shown as office space. There is a large parking structure on Wilson between 26th and 27th.



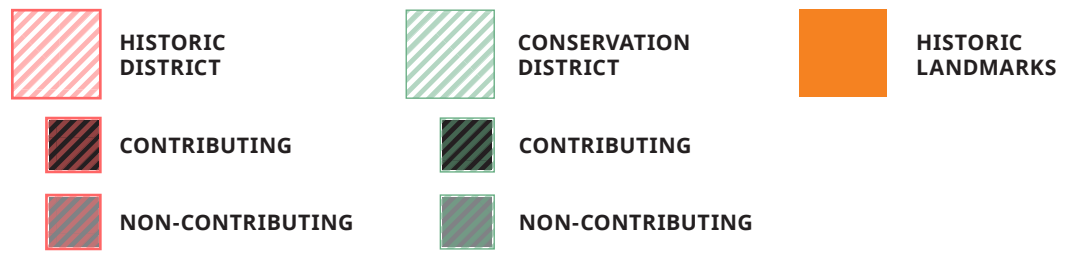
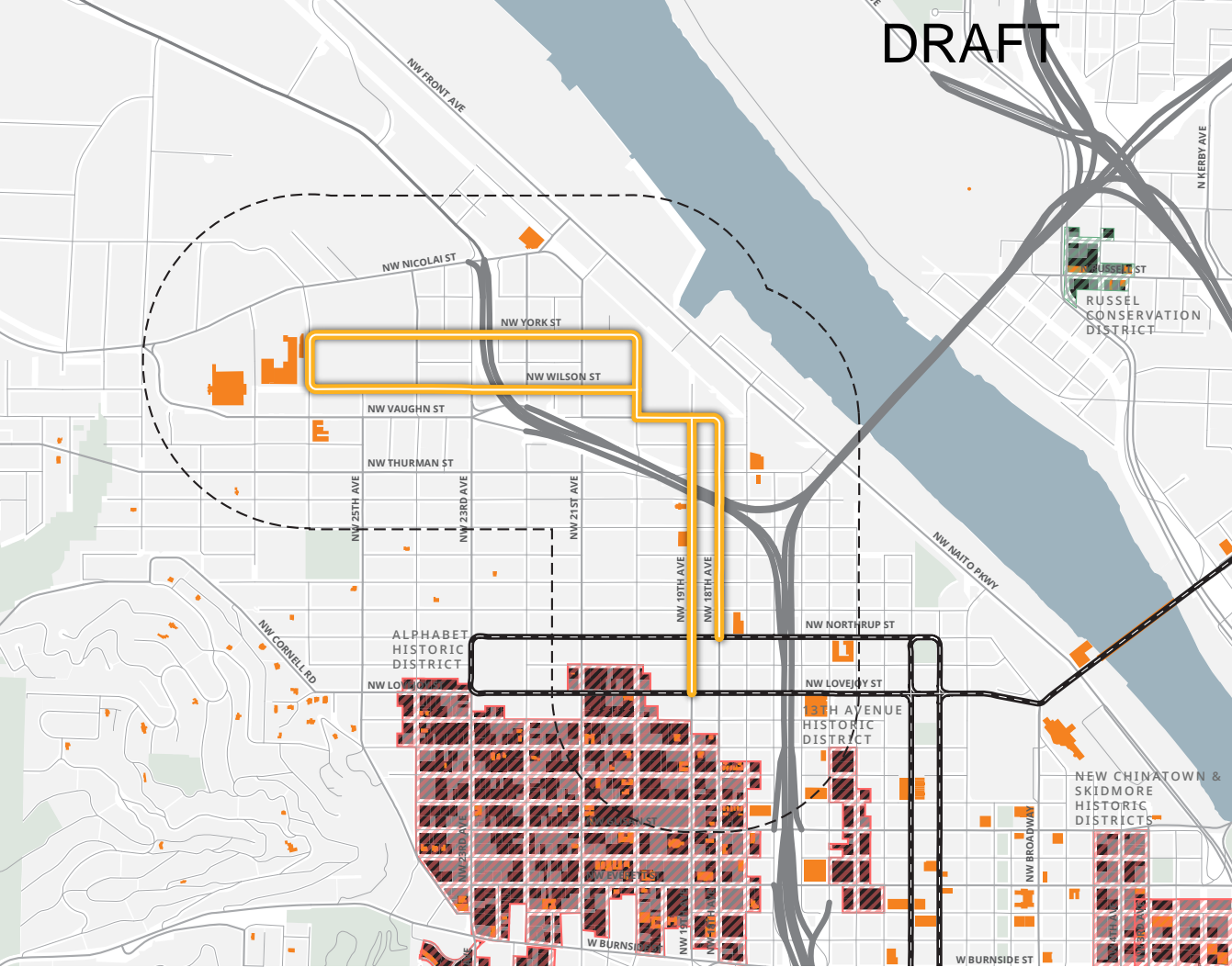




**HISTORIC RESOURCES**

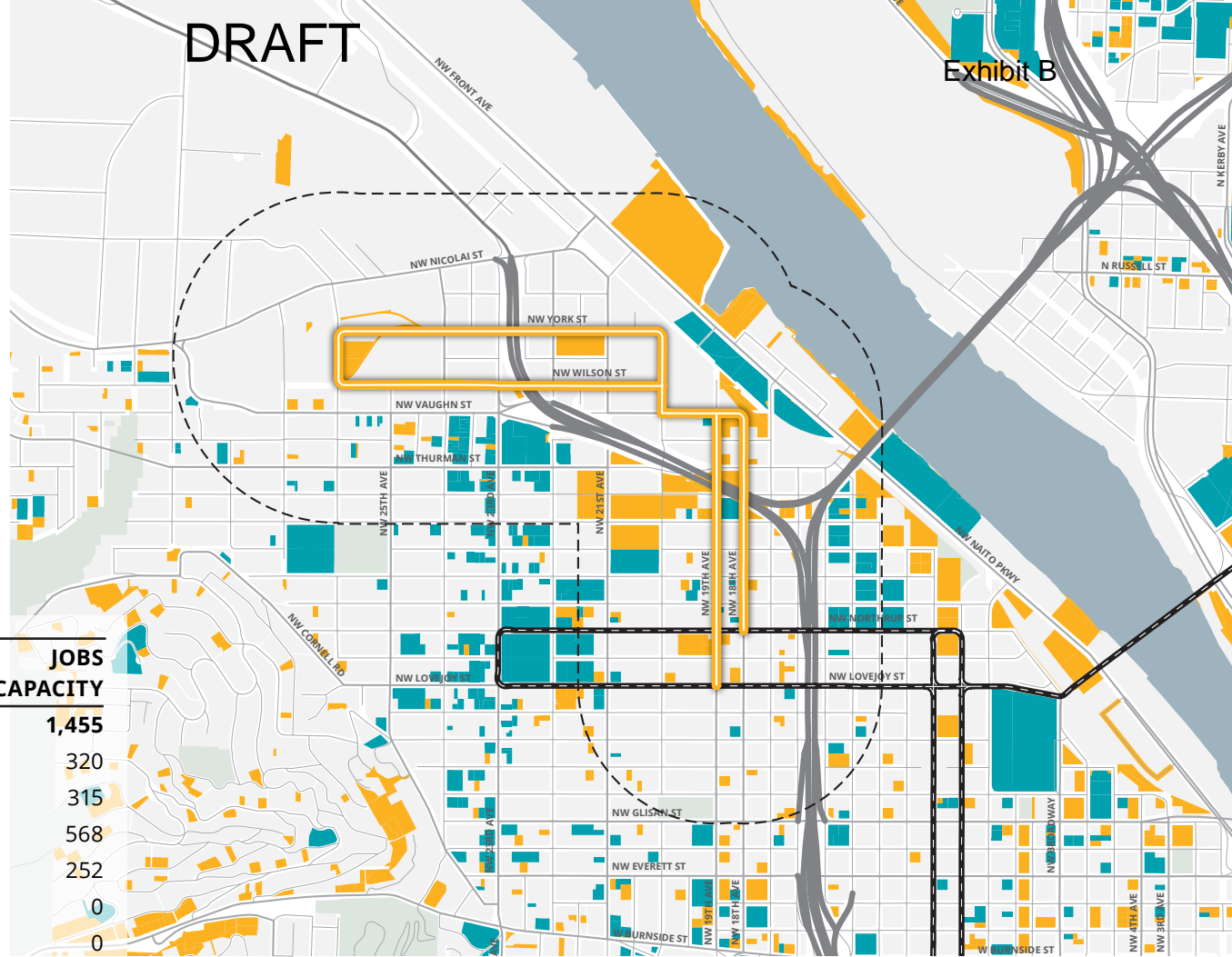
Most of the individual historic resources in the Northwest study area are associated with early twentieth-century industrial uses. Two large Historic Landmarks anchor the west end of the study area, the 1920 Montgomery Ward Co. warehouse, which has been rehabilitated as a large commercial office building, and the American Can Company complex, a former manufacturing plant. Both of these resources are listed in the National Register of Historic Places. Landmarks along the NW 18th and 19th corridor include the Lane-Miles Standish Printing Plant, the Cor-Berry Press building and the 1891 St. Patrick's Church, an excellent example of Beaux Arts religious architecture and a neighborhood icon.

The southern part of the study area includes a portion of the Alphabet Historic District. This National Register-listed district is characterized by a concentration of late nineteenth and early twentieth century multi-family structures, many of which were designed and constructed by the city's premier architects and developers, as well as streetcar-era commercial structures along NW 21st and 23rd avenues.



### UNDERUTILIZED LOTS

In 2015, there were 219 lots in Northwest study area identified as vacant or underutilized, totaling about 100 acres. Half of the lots were vacant and the other half underutilized. On these parcels approximately 6,200 additional housing units and 4,200 additional jobs could be accommodated under current zoning. The largest opportunities for redevelopment are in smaller sites under 1 acre, which could accommodate up to 1,600 additional housing units. For vacant sites, medium-sized lots 3 to 5 acres in size have the highest capacity for housing (about 1,200 units).



	PARCEL COUNT	TOTAL ACRES	HOUSING CAPACITY	JOBS CAPACITY
<b>UNDERUTILIZED</b>	<b>110</b>	<b>43</b>	<b>3,280</b>	<b>1,455</b>
< 0.5 ACRES	36	6	450	320
0.5 TO 1 ACRE	30	10	1,125	315
1 TO 3 ACRES	35	12	689	568
3 TO 5 ACRES	8	11	841	252
6 TO 10 ACRES	1	6	175	0
10 TO 20 ACRES	0	0	0	0
20 TO 50 ACRES	0	0	0	0
> 50 ACRES	0	0	0	0
<b>VACANT</b>	<b>109</b>	<b>56</b>	<b>2,968</b>	<b>2,702</b>
< 0.5 ACRES	45	7	640	467
.5 TO 1 ACRE	14	4	300	407
1 TO 3 ACRES	37	17	864	977
3 TO 5 ACRES	12	12	1,163	850
6 TO 10 ACRES	0	0	0	0
10 TO 20 ACRES	1	16	0	0
20 TO 50 ACRES	0	0	0	0
> 50 ACRES	0	0	0	0
<b>TOTAL</b>	<b>219</b>	<b>99</b>	<b>6,249</b>	<b>4,157</b>



UNDERUTILIZED LOT



VACANT LOT



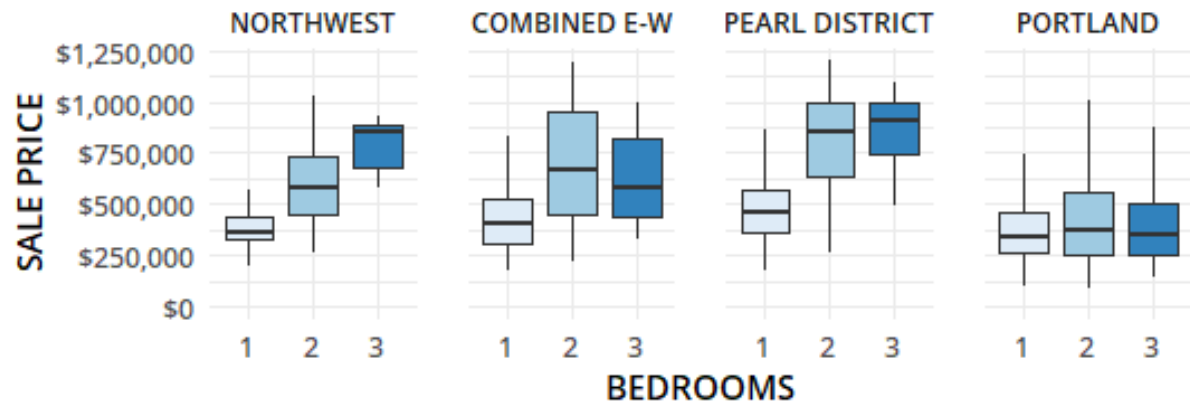


# Housing & Development

## FOR-SALE MARKET

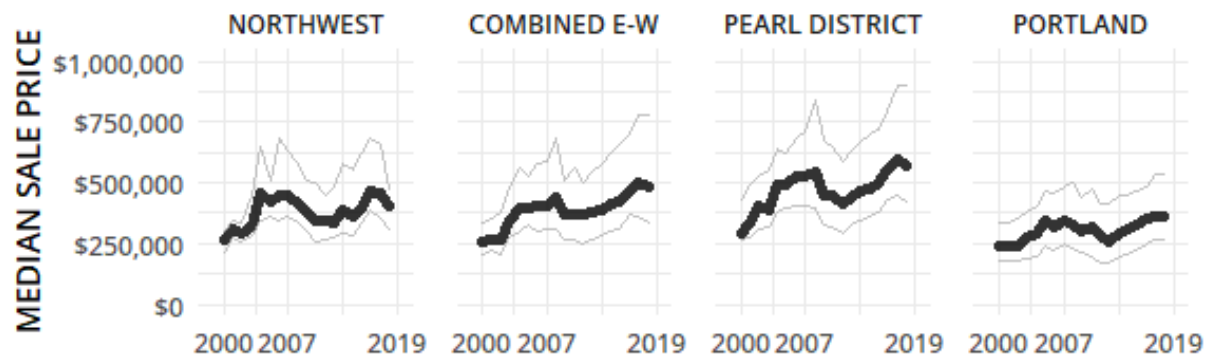
The for-sale housing market in Northwest is slim, with sales of 82 condos and 10 combined single-family and townhomes in 2018. This compares to 336 condo sales in the Pearl in 2018. The current sale price is about \$410,000 at the median but varies significantly by submarket and bedroom count. One-bedroom condos start at about \$190,000 and three-bedroom condos range as high as \$940,000.

### DISTRIBUTION OF CONDO SALES BY BEDROOM COUNT, 2017-18



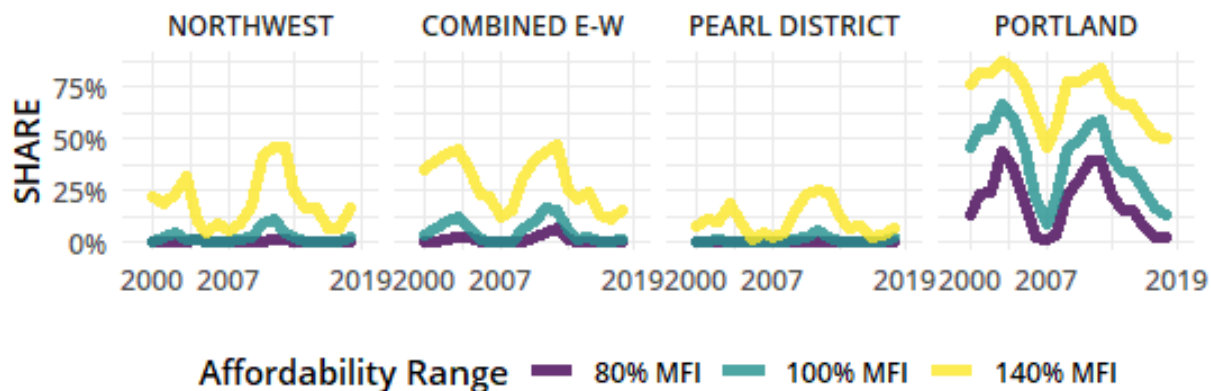
Source: Regional Multiple Listings Services (RMLS).

### TREND IN MEDIAN CONDO SALE PRICE



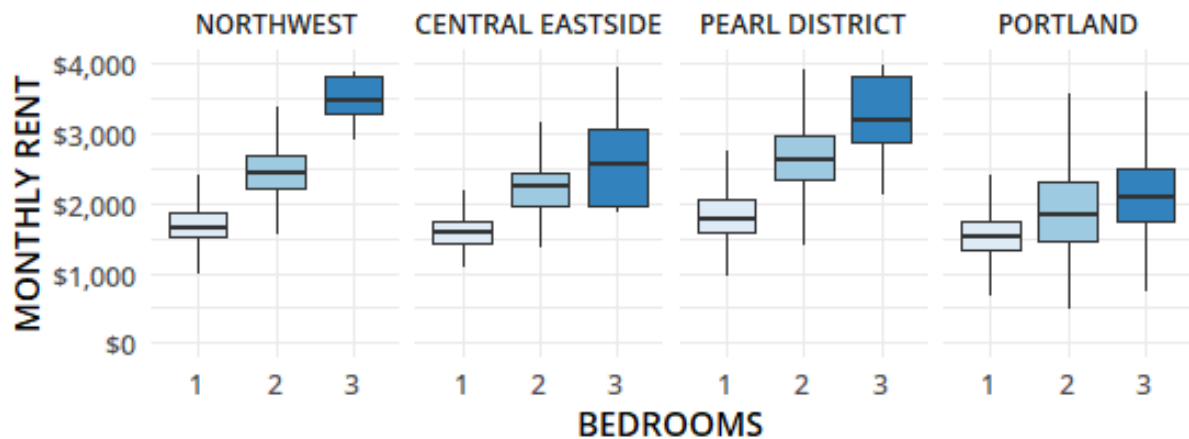
Source: Regional Multiple Listings Services (RMLS).

TREND IN SHARE OF HOME SALES BY AFFORDABILITY THRESHOLD



Source: Regional Multiple Listings Services (RMLS).

DISTRIBUTION OF MONTHLY RENTS BY BEDROOM COUNT, 2019



Source: Craigslist.

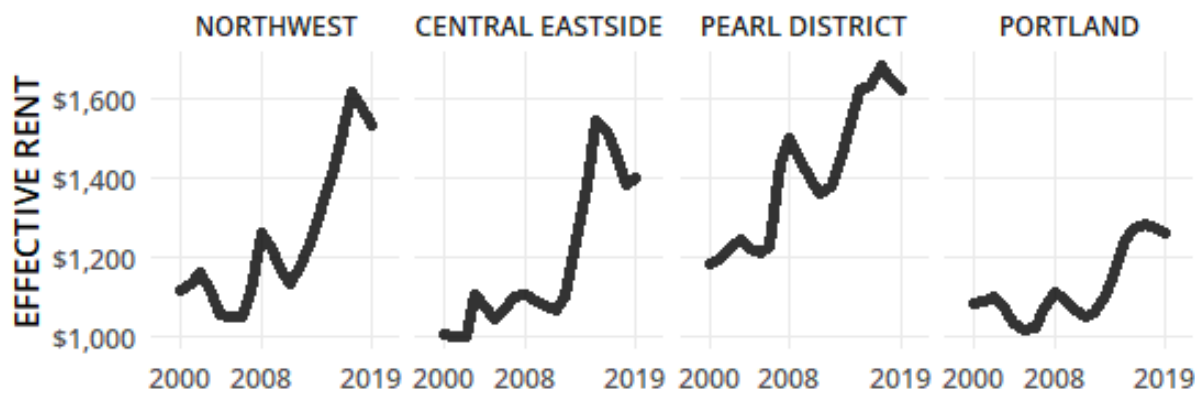
FOR-SALE AFFORDABILITY

Despite the range in sale prices, **homes in Northwest are largely unaffordable to most Portland households.** In 2018 only 16% of all home sales were affordable to a family earning 140% of the median family income (MFI), which was about \$91,000 for a family of two in 2018. Citywide, about half of the homes sold in 2018 were affordable at 140% MFI.

RENTAL MARKET

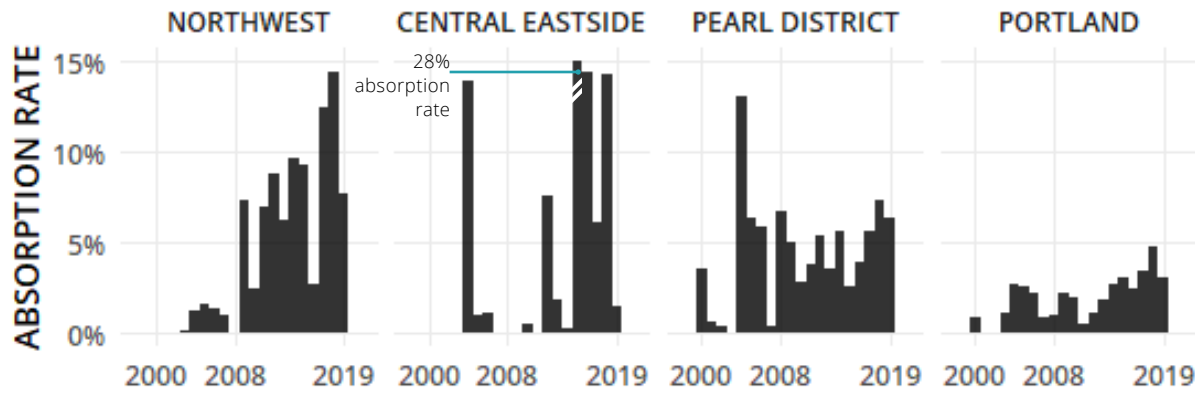
Rents in Northwest vary by bedroom count but start as low as \$1,000 per month for a one-bedroom unit and go as high as \$3,900 per month for a three-bedroom. Overall, **median rent is around \$1,800 per month,** compared to the citywide median of \$1,600. Three-bedroom units are very uncommon. In 2019 in Northwest, only about 30 three-bedroom listings appeared on Craigslist, an online platform that many apartment-seekers use, compared to about 2,500 one-bedroom listings. The cost per ft<sup>2</sup> is similar across bedroom counts at about \$2.40 per ft<sup>2</sup>, compared to \$2.20 citywide.

TREND IN MULTI-FAMILY MONTHLY RENTS



Source: CoStar; Prosper Portland.

TREND IN MULTI-FAMILY ABSORPTION RATES



Source: CoStar; Prosper Portland.

MULTI-FAMILY ABSORPTION

Since 2008, the multi-family housing stock in Northwest has more than doubled, from 2,000 units to about 5,500 today. Since new construction tends to be at higher price points, the trend in multi-family rents has grown considerably, increasing by 22% between 2008 and 2019, compared to about 8% in the Pearl and 13% citywide. The multi-family new construction in Northwest represents about 13% of the citywide multi-family deliveries. One of the largest deliveries was The Carson (built 2018) at NW 22nd and Savier, which has over 380 units. Other major deliveries include Modera (290 units) in the Pearl and the Waterline (240 units) and Rivage (260 units) along Front Ave.

The Carson (2018) with over 380 residential units



Source: Pamplin Media.



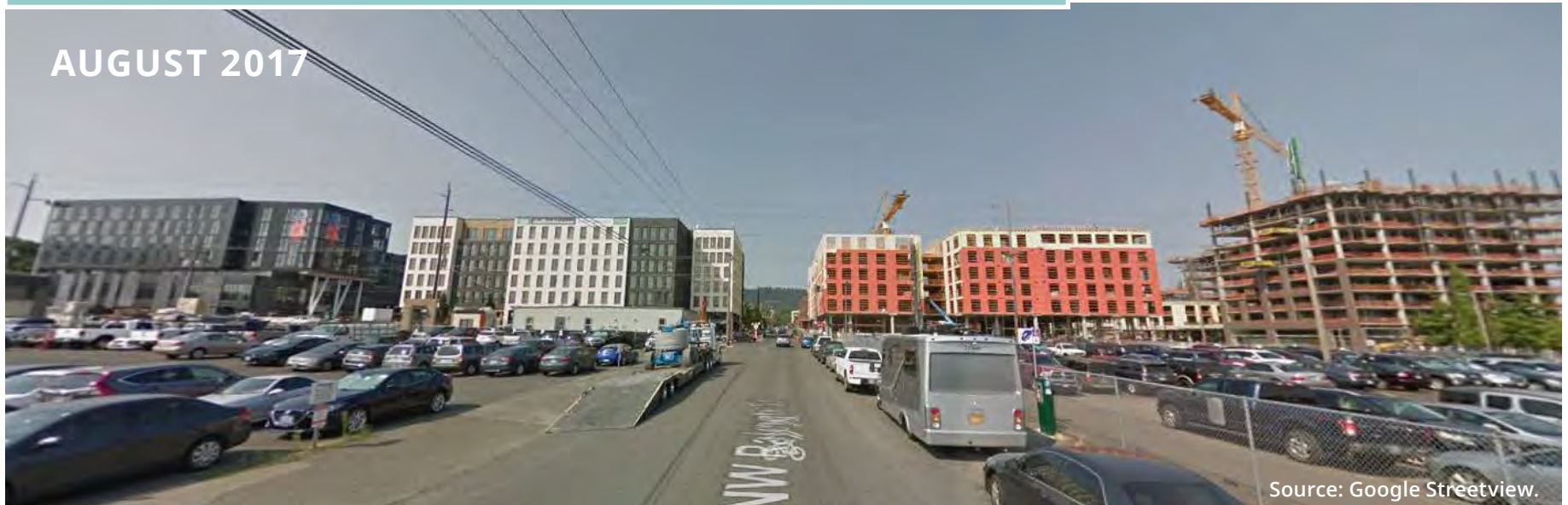
APRIL 2014



Source: Google Streetview.

NW Raleigh looking toward NW 21st Ave (Slabtown). The area west of 19th added more than 1,800 new units since 2008.

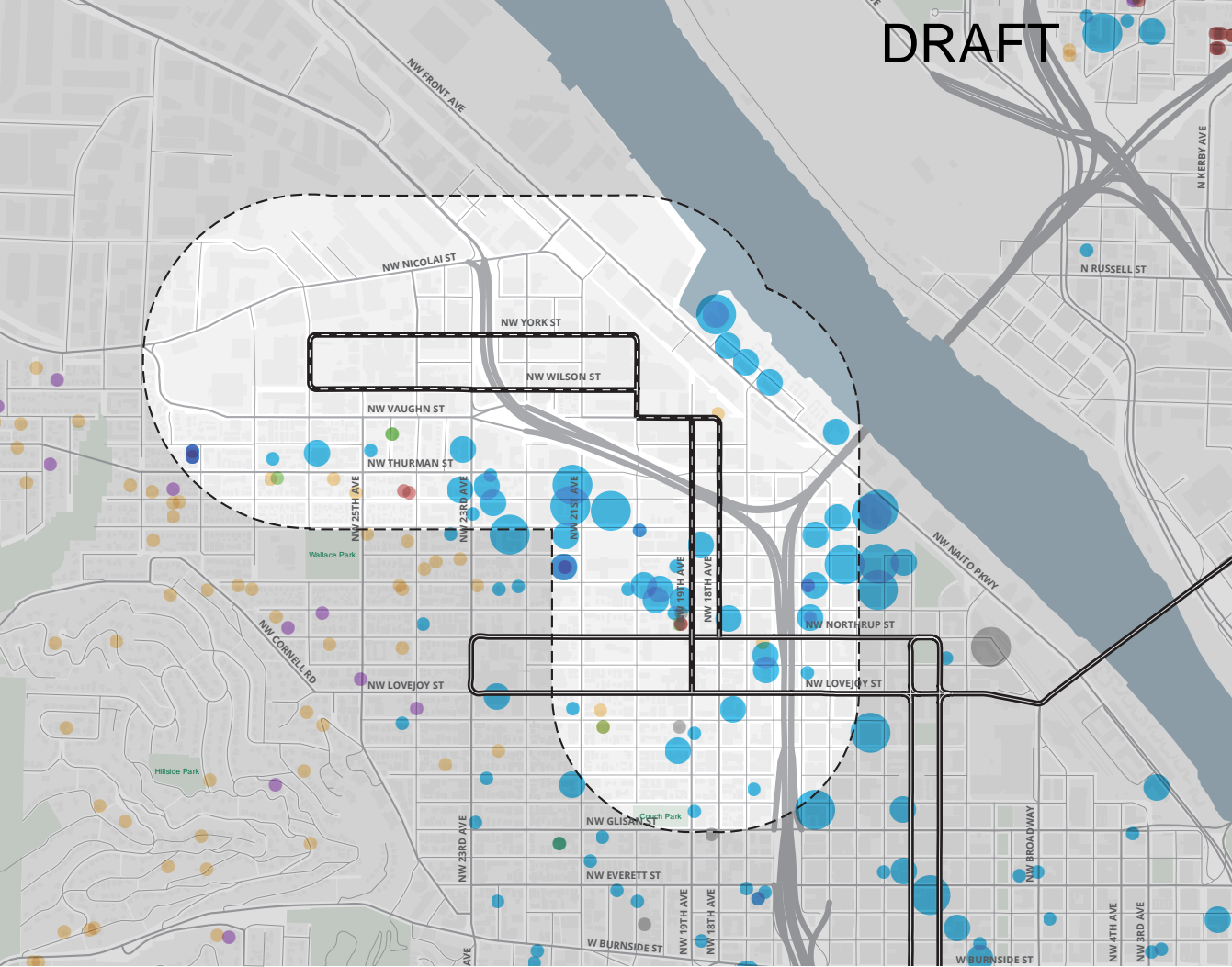
AUGUST 2017



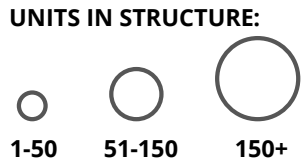
Source: Google Streetview.

PERMIT ACTIVITY | 2000-2019

The Northwest study area has seen a considerable amount of development since 2000. For residential development, the vast majority were multi-dwelling units. The number of units produced in 2000-04 and 2005-09 were roughly similar at about 600 units each. This increased to roughly 800 units in the 2010-2014 period. The 2015-2019 period saw a significant increase to 1,666 units. This is consistent with a citywide increase during this period which saw a recession come to an end.



- ACCESSORY DWELLING UNIT
- APARTMENTS/CONDOS
- DUPLEX
- SINGLE-FAMILY
- TOWNHOUSE/ROWHOUSE
- OTHER STRUCTURE



**ABOUT THIS DATA SOURCE:  
RMLS**

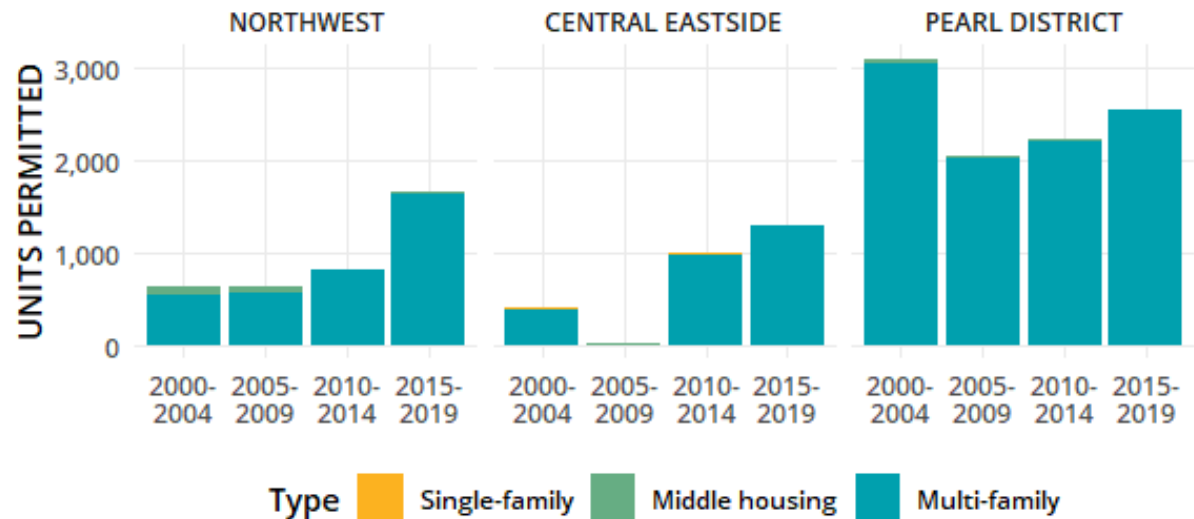
The **Regional Multiple Listings Service (RMLS)** is a proprietary database that realtors use to access and create current home listings and view past listings. The Portland Bureau of Planning and Sustainability maintains a subscription to the service and updates their database annually with recent sales. For each home sold in the Portland region, the database contains hundreds of datapoints on the sale, such as the location, sale price and number of bedrooms. Single-family homes, condos, townhomes, attached houses and floating homes are captured in this database.

**ABOUT THIS DATA SOURCE:  
BDS PERMIT DATA**

Residential permit activity data come from the **Bureau of Development Services**. Permits are processed building-wise, meaning that multiple buildings on a single parcel or site would require multiple permits. Multi-family permits contain multiple units. The analysis here summarizes permit activity based on the number of units within each permit.

Only permits that are “issued”, “under inspection” or “finaled” are counted, meaning that at a minimum, the permit applicant has to have paid all permit application fees and system development charges (SDCs). This differs slightly from the number of units actually built, since applicants may choose to delay construction.

**RESIDENTIAL PERMIT ACTIVITY**



**Single-family** is detached single-family homes only.  
**Middle housing** includes duplexes, triplexes, four-plexes, townhomes and accessory dwelling units (ADUs).  
**Multi-family** are buildings with 5 or more units.

Source: Bureau of Development Services (BDS).

# Jobs & Businesses

The Northwest study area is home to over 1,100 businesses employing almost 16,900 people. In the northern segment, industrial activity plays a prominent role in this area's contribution to the overall economic health of the city and region, including manufacturing and industrial headquarter offices. Northwest is also a retail hub, with bustling, active streets along NW 23rd, 21st and Thurman. The study area also picks up employers in the Pearl District, such as Microsoft and REI.

## MAJOR EMPLOYERS

Although the vast majority of businesses in Northwest have fewer than 20 employees (about 82%), as much as 42% of total employment is concentrated in 30 firms with 100 or more employees. This is about the same as the citywide average.



*Dragline bucket, one of ESCO's products.*

Source: ESCO Corp.

- **Rejuvenation and Schoolhouse Electric**, which both manufacture lighting fixtures, are located in the industrial area to the north and have a retail presence.
- **Amazon** has a fulfillment center at the newly constructed New York building at NW 22nd and York.
- **Grand Central Bakery** has an industrial bakery on NW 22nd and York.
- **ESCO**, which manufactures metals, has their headquarters at NW 25th and Vaughn.
- **EC Electric**, which provides specialized electronics construction services, has a 68,000 ft<sup>2</sup> warehouse and office at NW 21st and Thurman.
- **XPO Logistics** (formerly Conway), which provides logistics services, has their headquarters in a 298,000 ft<sup>2</sup> office at NW 21st and Savier.
- Although Legacy Good Samaritan Hospital falls outside the study area, **Legacy Health Systems** administrative office at NW 19th and Lovejoy (122,000 ft<sup>2</sup>) is within the study area. Many of the jobs at this office are off-site employees, such as in-home care workers.
- **Montgomery Park** is home to over 50 businesses employing over 2,700 jobs. This historic office park has over 657,000 ft<sup>2</sup> of office space, with tenants such as Kaiser Permanente, the U.S. Forest Service, OnPoint Credit Union, Wells Fargo, WebMD and Adidas.

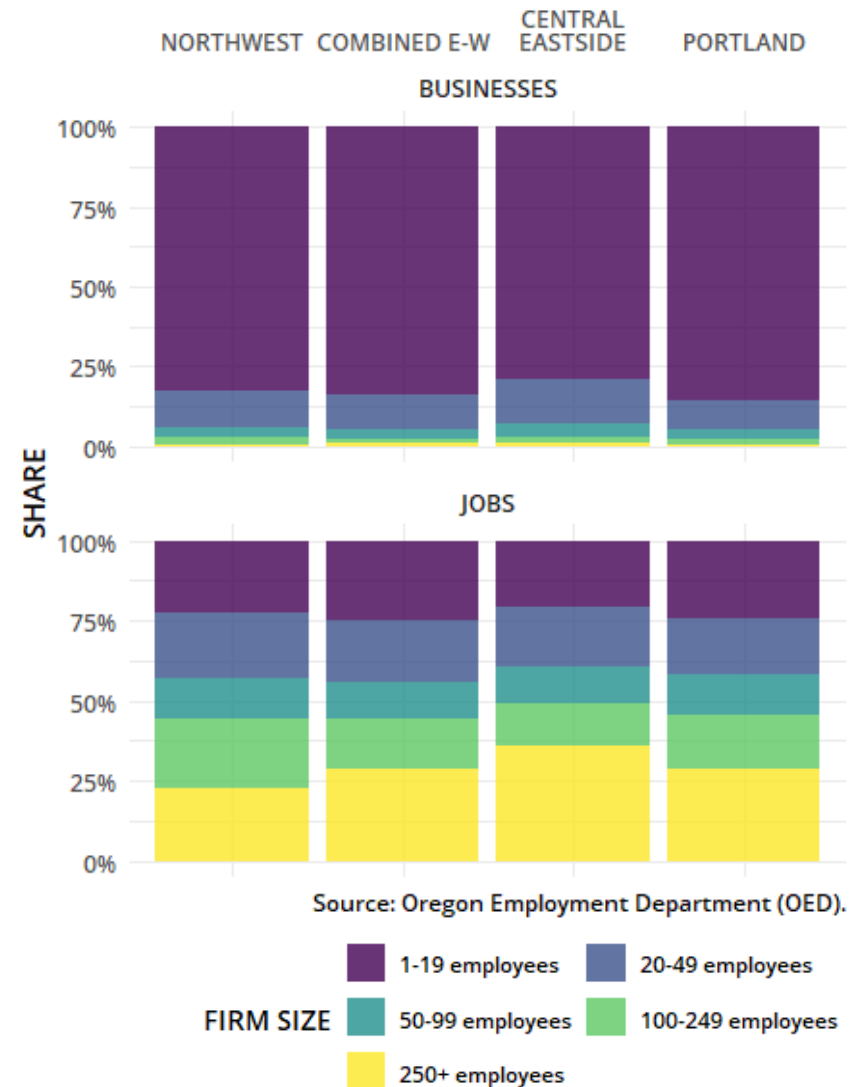
## BUSINESS & EMPLOYMENT MIX

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

## BUSINESS AND EMPLOYMENT MIX BY EMPLOYMENT SECTOR, 2018

	NORTHWEST	COMBINED E-W	CENTRAL EASTSIDE	PORTLAND
<b>BUSINESSES</b>	<b>1,115</b>	<b>4,220</b>	<b>1,836</b>	<b>34,401</b>
Production & Distribution	19%	14%	20%	18%
Education & Healthcare	10%	11%	7%	11%
Office Services	45%	42%	39%	35%
Retail & Related Services	26%	32%	34%	36%
<b>JOBS</b>	<b>16,860</b>	<b>61,439</b>	<b>37,067</b>	<b>455,478</b>
Production & Distribution	28%	20%	24%	22%
Education & Healthcare	10%	15%	14%	24%
Office Services	44%	38%	36%	30%
Retail & Related Services	17%	26%	26%	24%

## BUSINESS AND EMPLOYMENT MIX BY FIRM SIZE, 2018



**ABOUT THIS DATA SOURCE:  
QCEW**

The **Quarterly Census of Employment and Wages (QCEW)** is a State and Federal program jointly administered by the Oregon Employment Department (OED) and the Bureau of Labor Statistics (BLS). Each quarter, all employers covered by the State of Oregon's unemployment insurance (UI) laws must report to the Census of Employment and Wages. Self-employed individuals and other types of employment are not counted by QCEW; however, over 95% of all jobs are covered by QCEW.

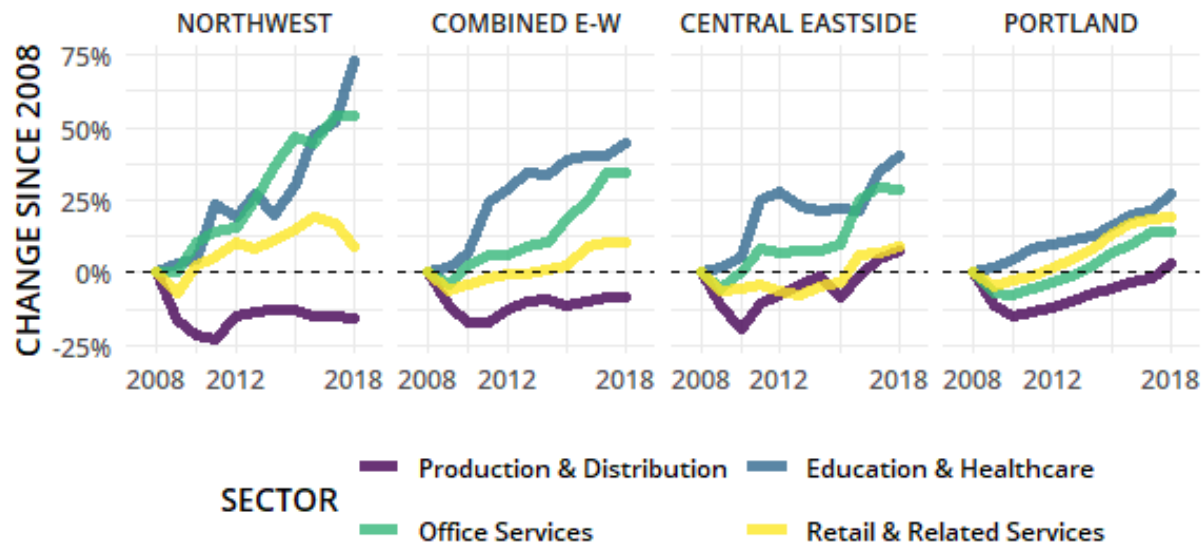
There are two versions of this dataset:

1. A **public-facing dataset** containing aggregate data on employment, wages and count of businesses maintained by the BLS.
2. A **confidential dataset** maintained by the Oregon Employment Department containing establishment-level data on individual employers.

The second dataset was used in this analysis. It contains quarterly employment and wages within each firm, their industry classification using the [NAICS system](#), and the location of the business.

For more information, visit: [OED](#) or [BLS](#).

**CHANGE IN EMPLOYMENT RELATIVE TO 2008 BY EMPLOYMENT SECTOR**



Source: Oregon Employment Department (OED).

**JOB GROWTH**

Since 2008, the Northwest study area has grown by about 2,800 jobs, or 17%. This is higher than the citywide average of 13%. The largest sector to grow was office services, which added 2,600 jobs. The fastest-growing subsector has been professional, scientific and technical services (NAICS 541), which added 800 jobs (a 37% increase) between 2008 and 2018. Production and distribution sectors have struggled to keep pace, having lost about 800 jobs in the last recession that the area has not been able to recover. Even accounting for large employers that vacated, such as ESCO's manufacturing presence, this sector is generally declining in this area. One exception in this sector is small-sized firms with 1-19 employees, which grew by about 5-10% since 2008.

# Commercial Space

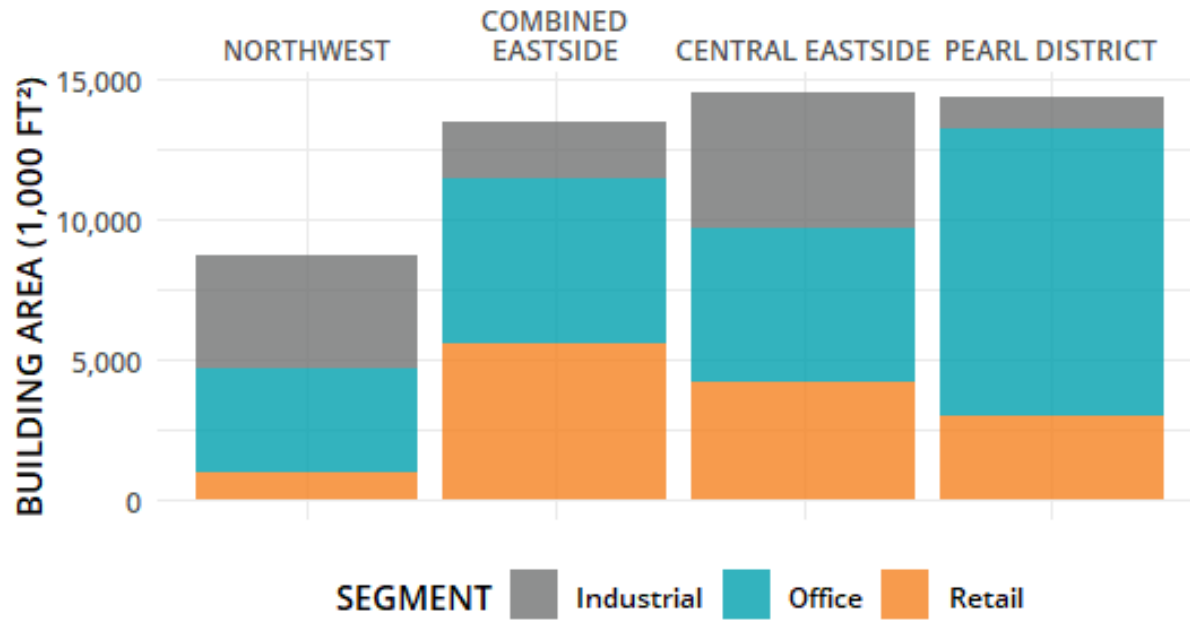
## MARKET SNAPSHOT

Tracking jobs also requires considering the industrial, office and retail space available to prospective tenants and employers. The baseline metrics for understanding the health of commercial real estate markets are rentable building area; lease rates (cost per square foot); vacancy rates; deliveries (new construction); and net absorption (leasable area coming online in a period). The table here provides a snapshot of 2019 Q4 to-date (Dec 1, 2019) for these metrics.

	BUILDINGS	TOTAL AREA (1,000 FT2)	TOTAL VACANT (1,000 FT2)	VACANCY RATE	YTD NET ABSORPTION (1,000 FT2)	SF UNDER CONSTRUCTION (1,000 FT2)	LEASE RATE
<b>INDUSTRIAL</b>							
Northwest	156	4,028	233	5.8%	-3	0	\$11.40
Central Eastside	294	4,803	357	7.4%	-144	0	\$14.50
Pearl District	54	1,127	57	5.0%	-27	0	\$10.30
Portland	2,757	84,605	3,691	4.4%	-1,747	788	\$9.50
<b>Office</b>							
Northwest	157	3,688	635	17.2%	-15	69	\$30.60
Central Eastside	149	5,530	291	5.3%	50	329	\$28.60
Pearl District	258	10,282	1,264	12.3%	-72	156	\$30.20
Portland	2,529	55,250	4,907	8.9%	-18	1,339	\$28.00
<b>Retail</b>							
Northwest	123	926	34	3.7%	11	0	\$22.20
Central Eastside	252	4,153	109	2.6%	56	0	\$16.00
Pearl District	289	2,937	150	5.1%	-27	0	\$24.70
Portland	4,882	38,921	1,241	3.2%	-168	11	\$20.70

Source: CoStar; Prosper Portland.

**RENTABLE BUILDING AREA BY MARKET SEGMENT, 2019**



Source: CoStar; Prosper Portland.

**RENTABLE BUILDING AREA**

Northwest has over 8.6 million ft<sup>2</sup> of commercial space spread across 436 buildings. This inventory is about half the size of the Pearl District and Central Eastside streetcar alignment areas. About half of the commercial space is industrial with another 40 percent office and about 10 percent retail. Compared to the Central Eastside, the distribution is skewed more toward industrial and has considerably less retail.



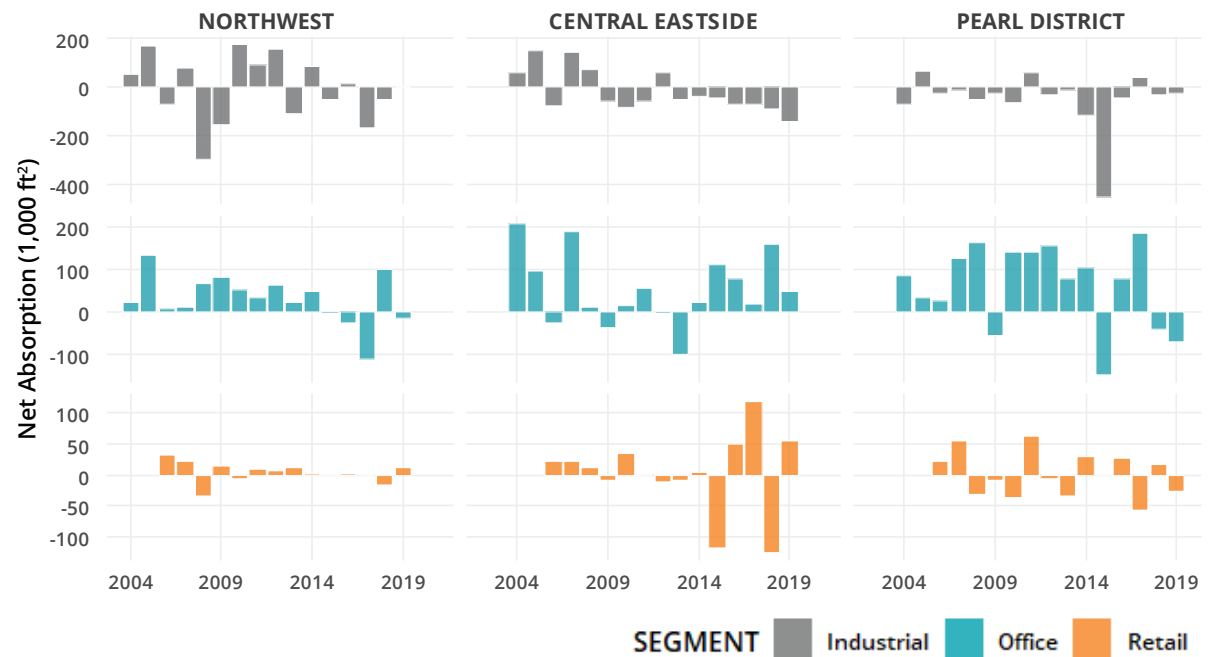
**ABOUT THIS DATA SOURCE:  
COSTAR**

Information on commercial space, including lease rates, vacancy rates and absorption come from a proprietary data source called **CoStar**. This is one of the most expansive datasets nationwide that real estate developers and brokers use to track trends across multiple market segments. CoStar surveys thousands of buildings in the Portland region and produces market analytics on things like the inventory of commercial space, lease rates that property owners charge tenants, which firms occupy space within a building, and numerous other trends.

CoStar also provides information on trends in multi-family markets, including detailed rental information. However, only buildings in CoStar's inventory are tracked, which typically includes only larger buildings with 50 or more units. This represents only a segment of the entire rental housing stock, making it only one of many sources policy makers must use to understand housing dynamics in an area.

For more information, visit <https://www.costar.com/products/costar-market-analytics>.

**TREND IN ABSORPTION RATES BY MARKET SEGMENT**

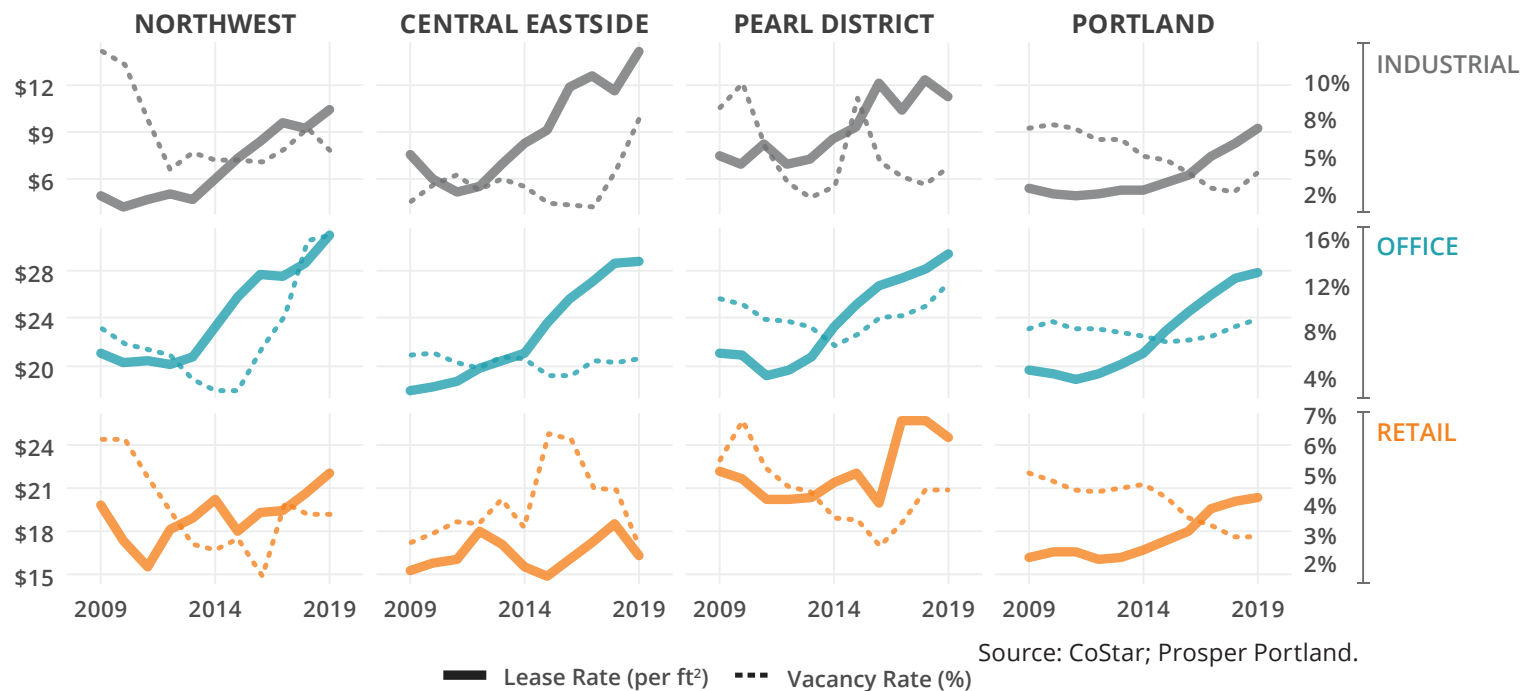


Source: CoStar; Prosper Portland.

**ABSORPTION**

Another key metric in looking at the market for commercial space is absorption. This is the net amount of square footage that became available (tenants moving out or market deliveries) or was leased up. Positive net absorption means more space was leased than was returned to the market. Negative net absorption means more space was vacated and hence an increase in the available supply. Commercial rents in positive net absorption scenarios tend to increase; and they decrease in negative net absorption scenarios. Northwest office absorption has tended to be positive, reflecting the high demand for office space.

TREND IN LEASE AND VACANCY RATES BY MARKET SEGMENT



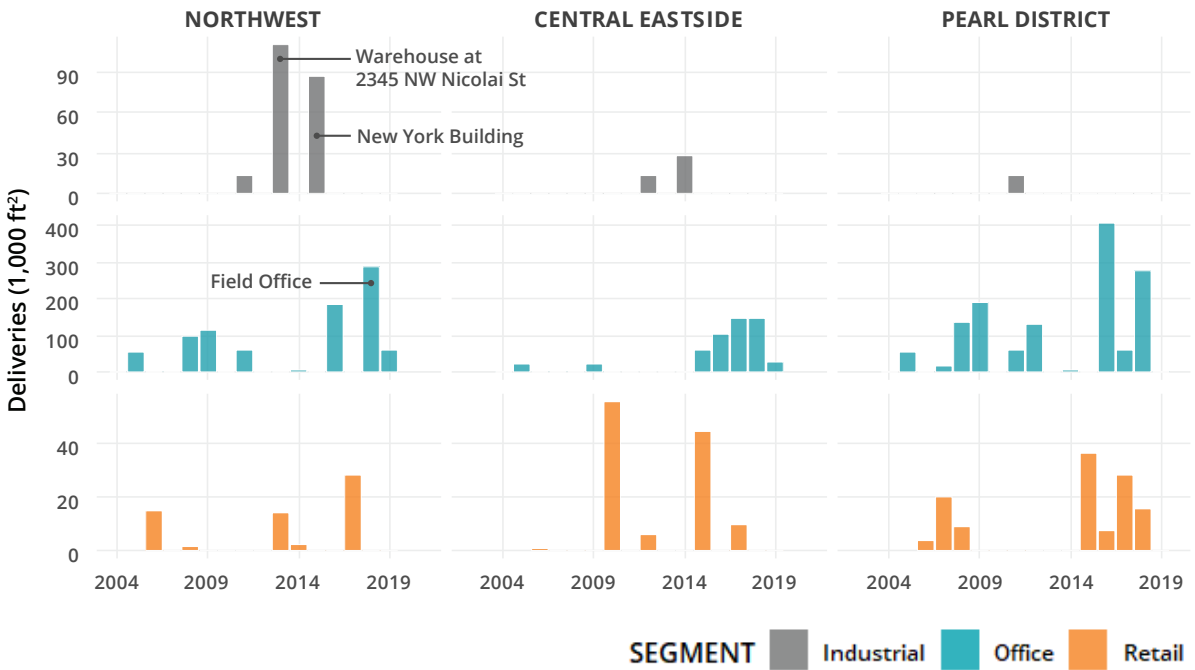
LEASE RATES

Multiple factors influence lease rates, including demand for space, new deliveries, and submarket dynamics that make some areas more desirable than others. The cost to occupy commercial space in Northwest is comparable to similar markets and Portland as a whole. Industrial rates are presently lower than the Central Eastside at \$11 per ft<sup>2</sup>. Office lease rates have risen since 2013, which has been driven by the growth in office sector jobs in Northwest. Retail lease rates have been relatively stable between \$18 to \$22 per ft<sup>2</sup>.

VACANCY RATES

There is more than 900,000 ft<sup>2</sup> of vacant commercial space in Northwest, and about 70% of it is office space. The vacancy rate for office is high at about 17%. This is primarily because of new market deliveries since 2016 that have not been fully leased. The retail market in the Northwest study area is primarily along NW 21st, NW Thurman, and segments in the Pearl District, which are desirable locations. As such, vacancy rates are low in Northwest, like many desirable locations in the city.

TREND IN DELIVERIES BY MARKET SEGMENT



Source: CoStar; Prosper Portland.

DELIVERIES

Since 2014, about 820,000 ft² of commercial space was delivered to the market in Northwest, 75% of which was office space (or about 614,000 ft²). For comparison, the Central Eastside alignment area delivered 540,000 ft² of office in the same time period. In Northwest, the Field Office buildings and Redfox Commons both came online in the past 18 months with 350,000 ft² of office space, which has 80% vacancy. For industrial, the New York building came online with 87,000 ft² in 2015 and is now fully occupied.

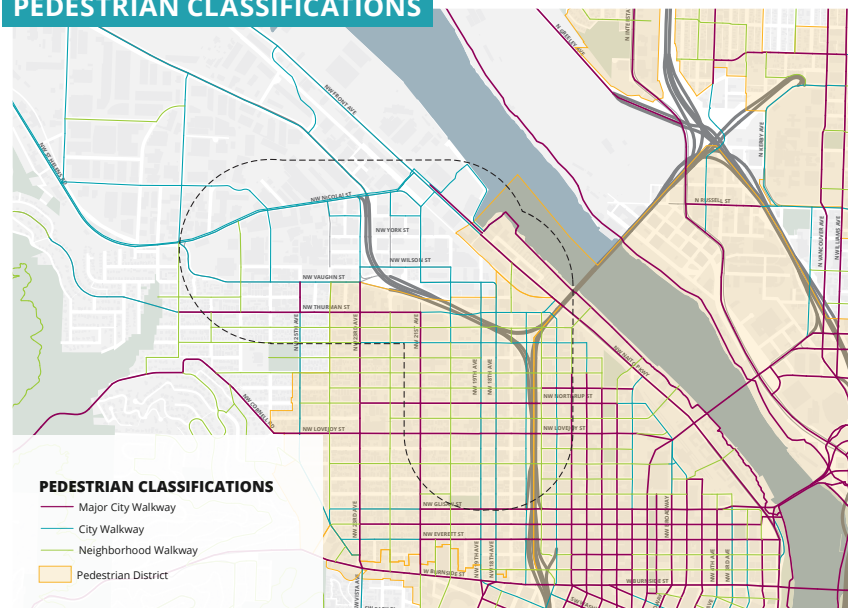
# Transportation

## TSP CLASSIFICATIONS

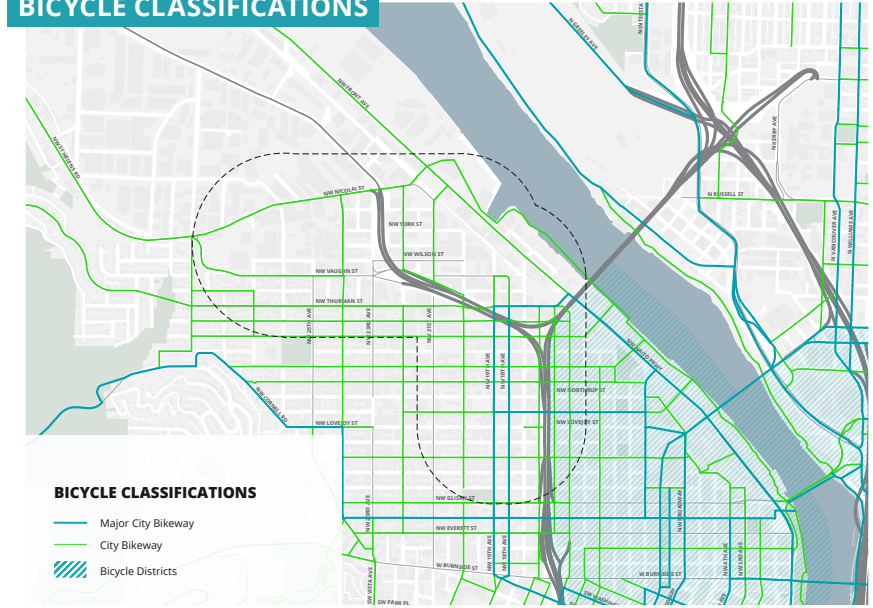
TSP classifications are a system of roadway categories determined in the Transportation System Plan. The TSP is a 20-year plan for transportation improvements in the City of Portland with the goal of providing transportation choices for residents, employees, visitors and firms doing business in Portland. The classifications determine what how a street should function and the primary purpose it fills. Classification descriptions are used to describe how streets should function for each mode of travel, not necessarily how they are functioning at present. Together the functional streets should form a network where some streets are more suited for longer distance and freight travel, while others are more suited to local trips made by those on foot, bicycle, or in slow moving vehicles.

The highest pedestrian classification is a major city walkway and are often in busy commercial districts such as NW 21st, 23rd and Thurman Street. Within the study area, NW 18th and 19th are classified as major city bikeways as they functions as the north-south backbone of bicycle travel in the district. US 30 and NW Vaughn Street are each classified as regional transitways and major transit priority streets, while several other streets carrying bus and streetcar traffic are classified as major transit priority streets. US 30 and Nicolai have the highest freight classifications while US 30 and I 405 carry the most traffic. Much of the northernmost portion of the Northwest study area falls within a freight district.

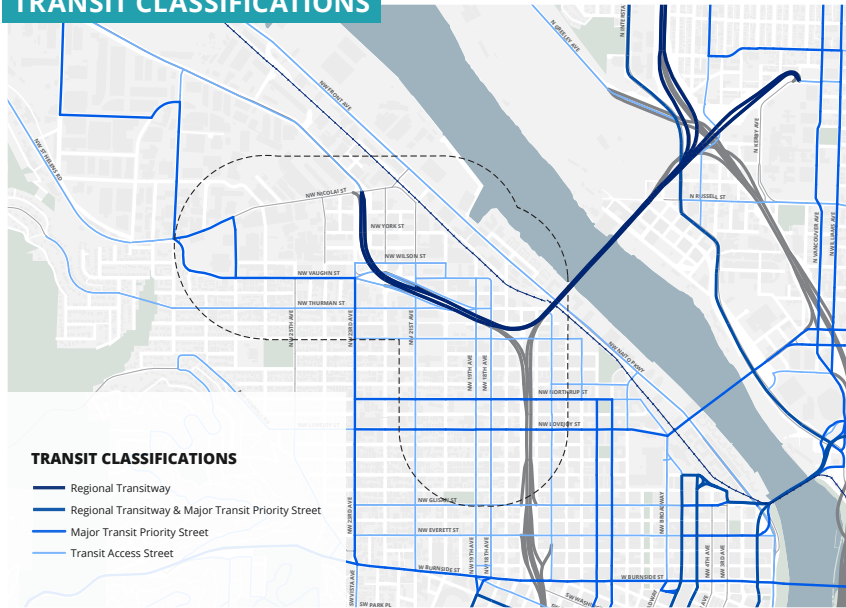
### PEDESTRIAN CLASSIFICATIONS



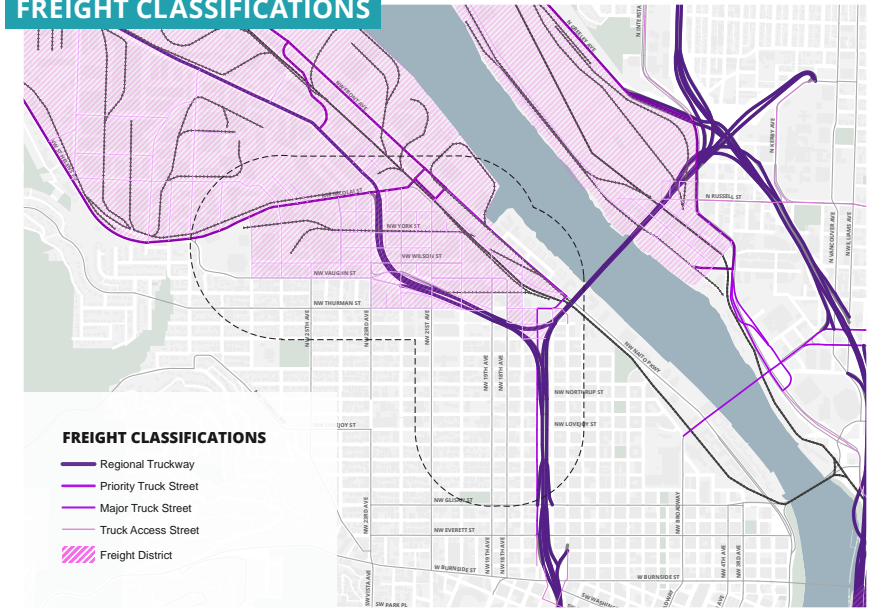
### BICYCLE CLASSIFICATIONS



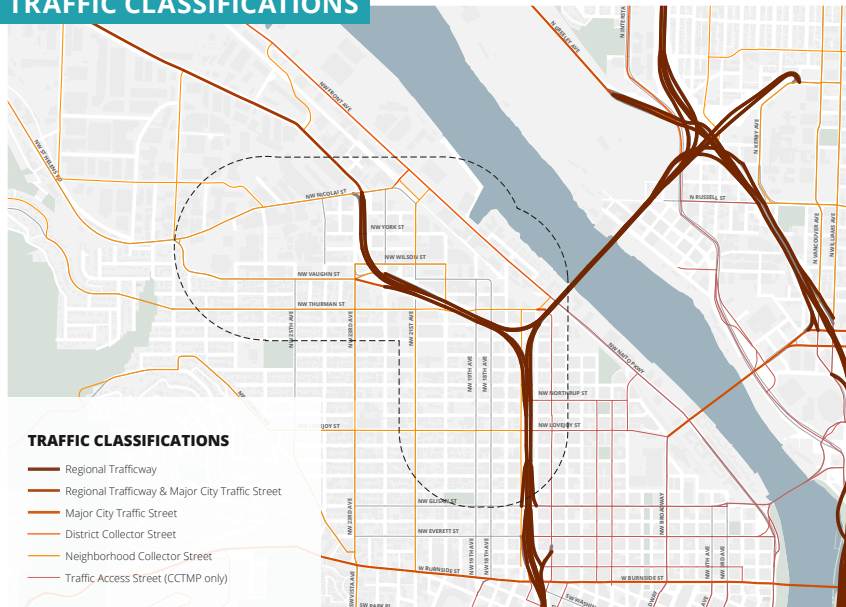
TRANSIT CLASSIFICATIONS



FREIGHT CLASSIFICATIONS



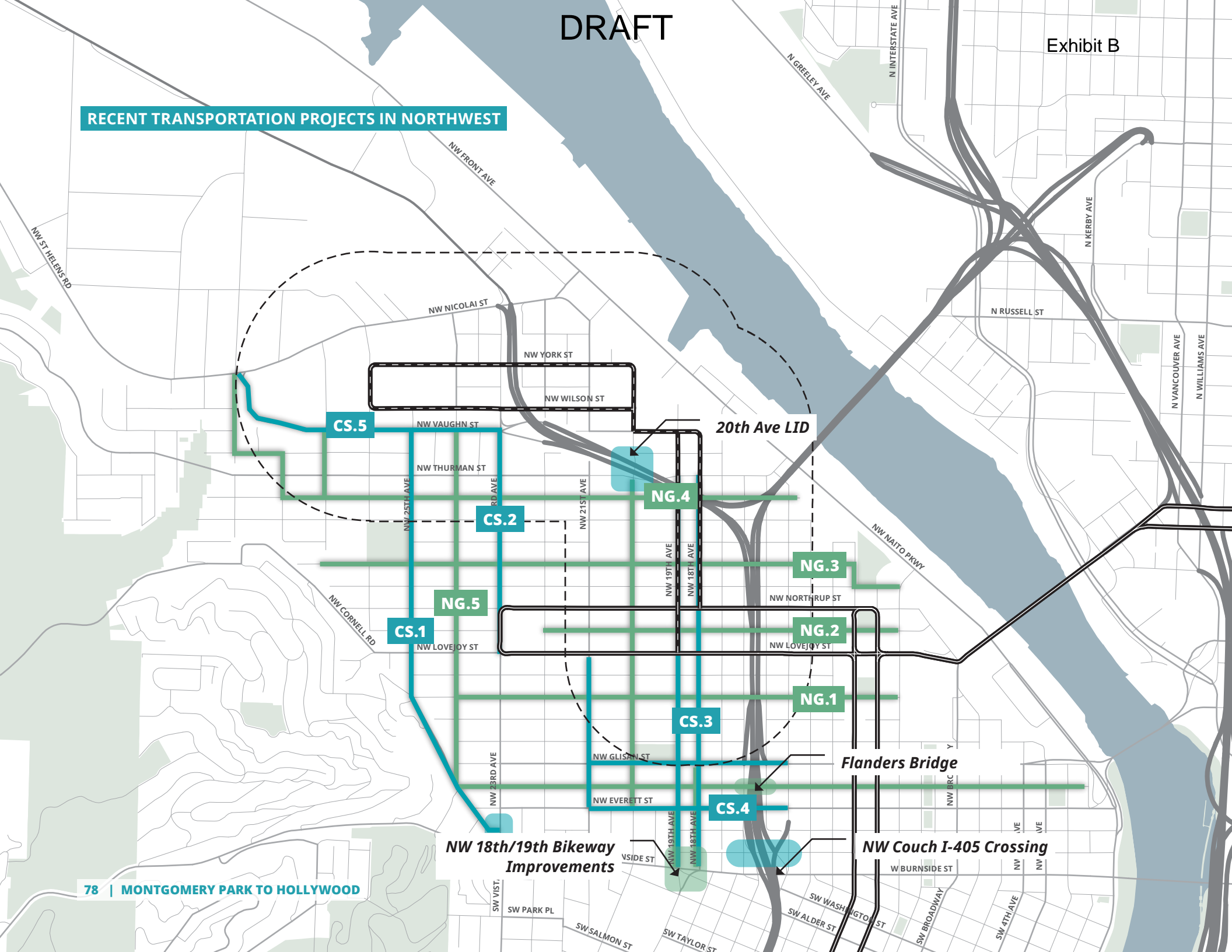
TRAFFIC CLASSIFICATIONS



EMERGENCY RESPONSE CLASSIFICATIONS



RECENT TRANSPORTATION PROJECTS IN NORTHWEST



## RECENT TRANSPORTATION PROJECTS IN NORTHWEST

Northwest in Motion is recently completed five year implementation plan for projects to improve walking, biking and safe access to transit in Northwest Portland. The plan's recommended projects are divided into two project types: Neighborhood Greenways & Corridor Improvements. The following ten projects were identified as Tier 1 projects with funding secured for implementation in the next five years.

### NG.1 NW Johnson St

Retrofit existing neighborhood greenway to meet established guidelines for traffic speed and volume.

### NG.2 NW Marshall St

Retrofit existing neighborhood greenway from NW 9th to NW 16th to meet established guidelines for traffic speed and volume. Extend neighborhood greenway west to NW 20th Ave.

### NG.3 NW Pettygrove / NW Overton St

Design and implement a new neighborhood greenway on NW Pettygrove St that meets established guidelines for traffic speed and volume. Add a bikeway connection to NW 9th Ave via NW 11th Ave and NW Overton St.

### NG.4 NW Xavier St

Design and implement a new neighborhood greenway that meets established guidelines for traffic speed and volume, with connections north to Vaughn and Nicolai employment areas.

### NG.5 NW 24th Ave

Retrofit existing neighborhood greenway to meet established guidelines for traffic speed and volume. Extend bikeway to NW Flanders St Neighborhood Greenway.

### CI.1 NW 25th Ave / Westover Rd

Calm traffic along NW 25th Ave and NW Westover Rd by adding traffic slowing devices and enhanced pedestrian/bicycle crossings.

### CS.2 NW 23rd Ave

Improve the safety and asset condition of the northern section of NW 23rd Ave by reconstructing the roadway, rebuilding an aging signal, improving pedestrian crossings, and enhancing transit stops.

### CI.3 NW 18th / 19th Ave

Provide improved crossings, transit islands, and reduced bike/bus conflicts on NW 18th/19th to serve the Line 24 Extension.

### CI.4 NW Everett / Glisan St

Improve safety along the NW Everett/Glisan couplet by adding crossing improvements and reducing traffic speeds. Improve bus stop accessibility and reduce transit delay on the Line 77 from NW District to the Pearl District and Old Town / Chinatown.

### CI.5 NW Vaughn St

Improve safety along NW Vaughn St and NW Wardway by adding improved crossings, bikeway enhancements, and transit priority treatments. CI.1 NW 25th Ave / Westover Rd Calm traffic along NW 25th Ave and NW Westover Rd by adding traffic slowing devices and enhanced pedestrian/bicycle crossings.

## ADDITIONAL RECENTLY COMPLETED OR FUNDED PROJECTS IN NORTHWEST

In addition to the projects identified in Northwest in Motion, there have been multiple major investments in Northwest Portland in recent years:

### NW Flanders Bikeway:

A low-stress bikeway connection between Northwest Portland and Naito Parkway.

### Flanders Bridge over I-405:

A new bicycle, pedestrian and emergency vehicle bridge across I-405 to improve connectivity and improve connectivity between Northwest and the Pearl District.

### 20th Ave Extension LID:

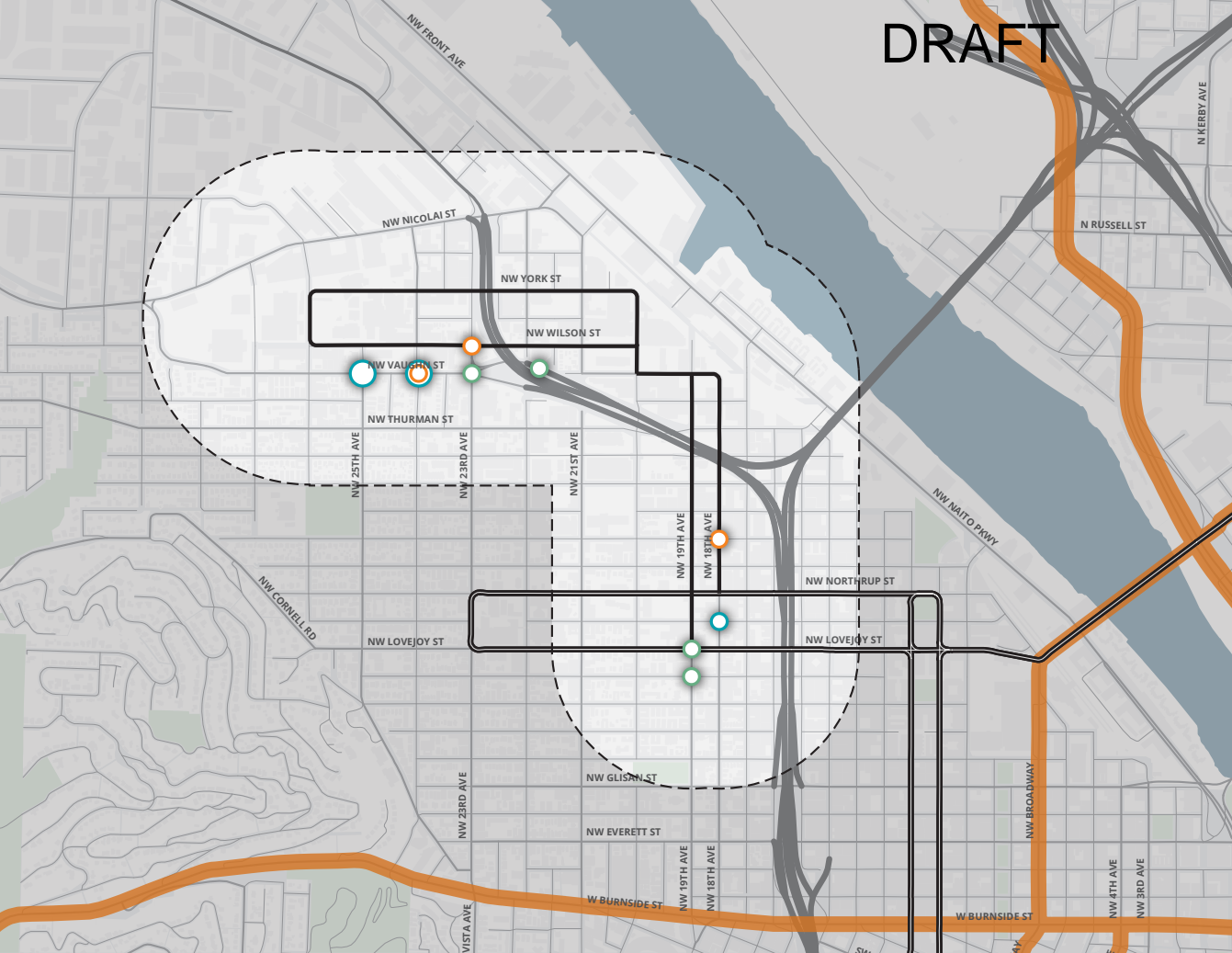
An extension of NW 20th Ave beneath the HWY 30 onramps to provide between connectivity between the Conway area and the industrial area to the north. Complementary to this project are signal and circulation improvements at the busy intersection of NW Vaughn and NW 23rd Ave.

### NW Couch / I-405 Crossing:

Intersection reconfiguration and crossing improvements to provide a better pedestrian and biking connection across I-405.

### NW 18th / NW 19th Bikeway

**Improvements:** Extension of existing buffered bike lanes and a protected intersection at W Burnside to improve safety of people biking between Northwest and Goose Hollow.



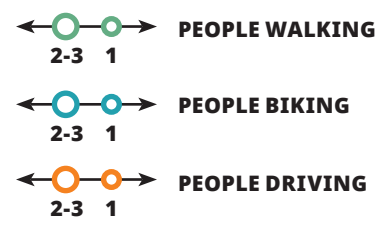
### VISION ZERO

Vision Zero is Portland's commitment to ending traffic violence in our communities. Through the Vision Zero program, the City of Portland and partners are working to eliminate deaths and serious injuries on our streets. The Northwest study area does not contain any of the corridors that make up the high crash network, however there have been crashes in the area resulting in serious injuries.

NW Vaughn stands out for being the location of crashes that have resulted in serious injuries for pedestrians, bicyclists and vehicle operators. NW 18th and NW 19th also have vulnerable user crashes, potentially due to the commercial draws on the corridors attracting more foot traffic.

**HIGH CRASH NETWORK**

**VISION ZERO CRASHES | 2013-2017**





DRAFT

Exhibit B

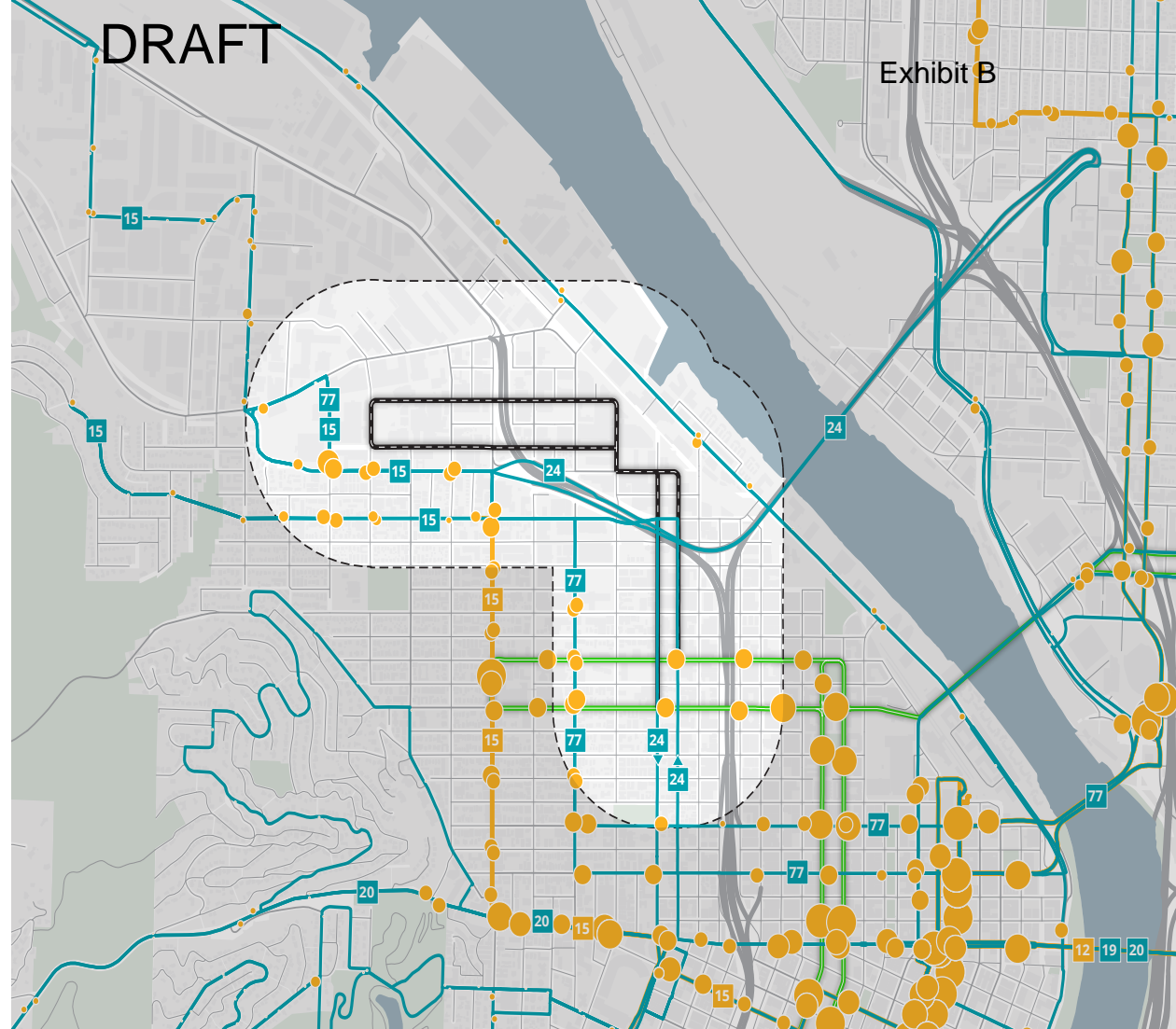
### TRANSIT ACTIVITY

Within the Northwest study area, the 24 and 77 bus lines provide north-south connectivity, while the 15 runs north-south at the south end of the are and east to west in the northern study area.

Line 24 provides service between Gateway Transit Center, Legacy Emanuel Hospital and Providence Park and operates on 18th/19th in study area.

Line 77 connects Montgomery Park, NW Portland, Portland City Center, the Rose Quarter, Hollywood, outer NE Portland, Fairview and Troutdale. Within the study area, Line 77 operates on Vaughn, Thurman, 21st, and Everett/ Glisan.

Line 15 connects Gateway, SE Portland, Portland City Center, and Nob Hill. The route operates on NW 23rd and alternates connections to Nob Hill to NW Gordon via Thurman and north to Montgomery Park and the NW Industrial neighborhood via Vaughn and 29th.



### BUSIEST TRANSIT STOPS | WESTSIDE STUDY AREA

Transit Station	Total Daily Boardings	Transit Services
NW 27th & Vaughn at Montgomery Park	1,128	Line 15, Line 77
NW 21st & Northrup	569	Portland Streetcar (NS)
NW 21st & Lovejoy	483	Portland Streetcar (NS)
NW 13th & Lovejoy	455	Portland Streetcar (NS)
NW 23rd & Thurman	346	Line 15

# Roadway Cross Sections

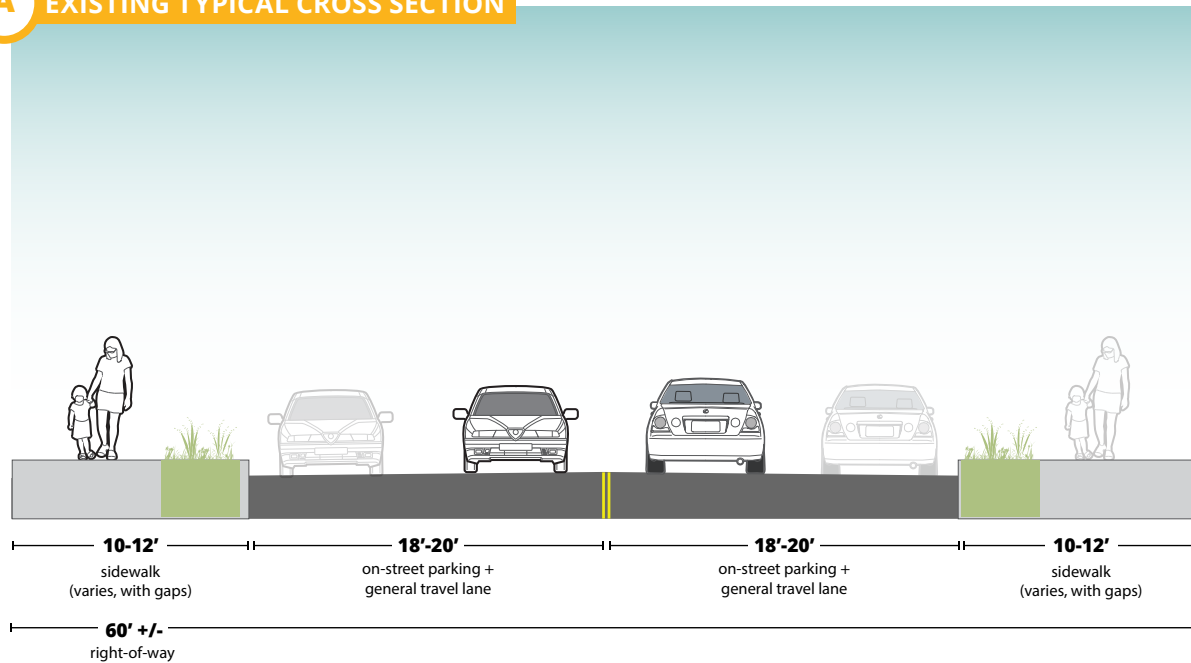
## NW WILSON & YORK



In Northwest, the proposed streetcar extension alternative would operate on NW York and NW Wilson Street. The streets in the area are not uniform, with many lacking typical sidewalks, formalized parking, and bike facilities. The alignment shown would rely on the City of Portland gaining easements and right-of-way from private property owners. For example, today NW York Avenue terminates at NW 24th. One block of NW Wilson street between 24th and 25th is also privately owned.

The typical cross section has about 40 feet of roadway width, with a lane in each direction and informal parking. Part of the NW Wilson Street has a centerline, while other sections are a shared environment with no striping. NW York Ave largely operates as a shared environment without roadway striping.

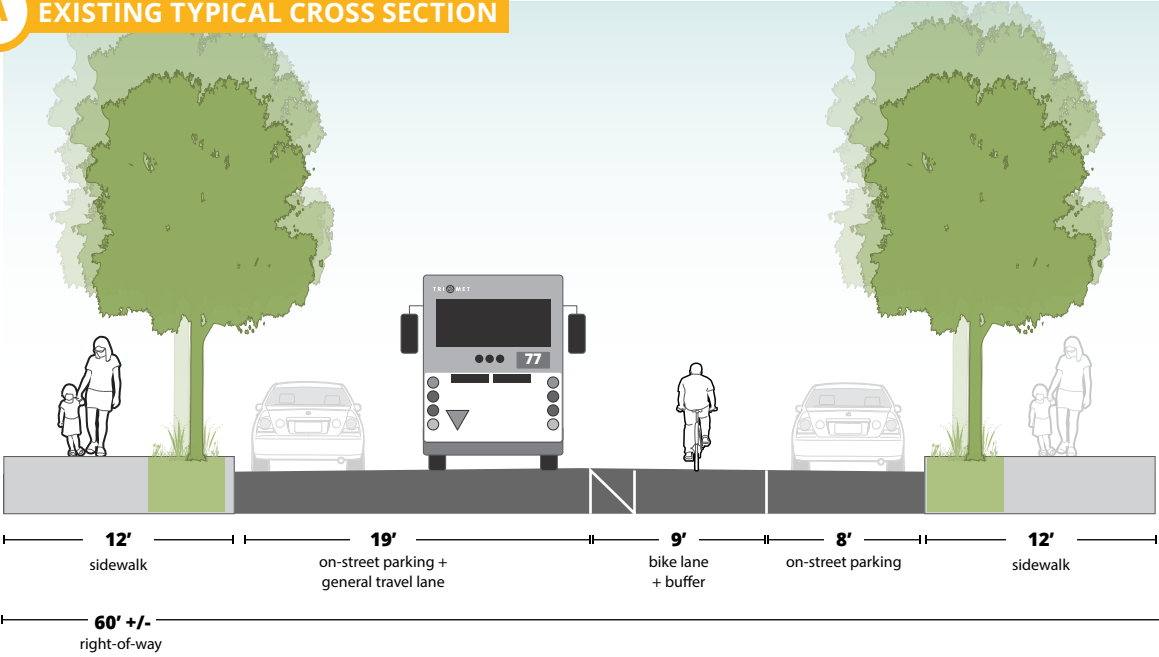
### A EXISTING TYPICAL CROSS SECTION





The streetcar extension alternative operates on NW 18th and 19th to tie into the existing streetcar line at NW Northrup and NW Lovejoy. NW 18th and 19th form a couplet, a bike buffered bike lane, and a vehicle lane shared with buses. Twelve foot sidewalks are separated by a landscape strip or street furniture. The full right of way is approximately 60 feet.

**A EXISTING TYPICAL CROSS SECTION**



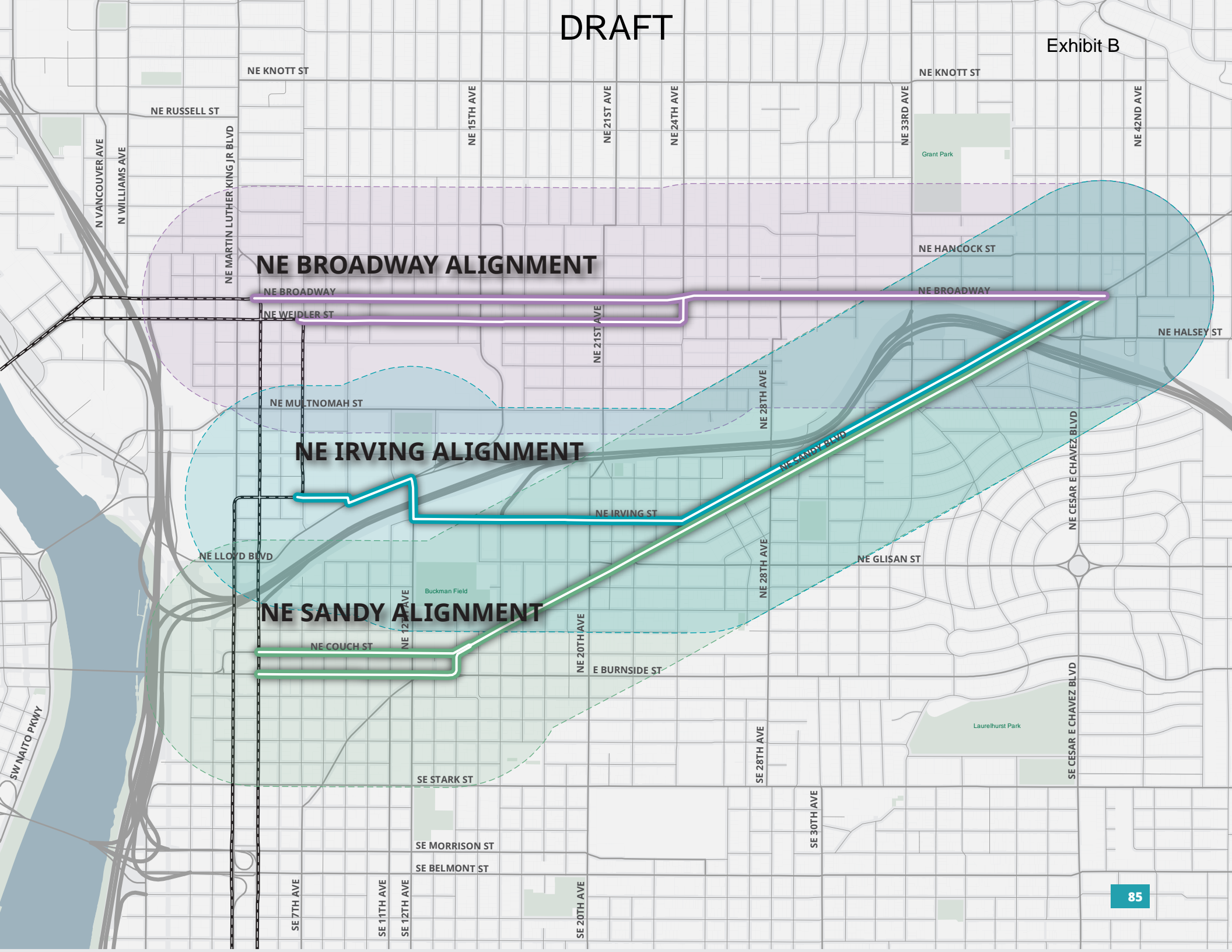
# EASTSIDE | ALIGNMENT DETAIL

The Eastside study area, also referred to as the Northeast study area, consists of a quarter-mile buffer around alternative potential streetcar routes that connect the Hollywood District, a designated town center, to the existing Portland Streetcar network. Three different alignment options are being studied on the eastside:

- **NE Broadway**, which connects to the existing streetcar system in the Lloyd District and continues along NE Broadway and a portion of NE Weidler to Hollywood.
- **NE Irving**, which connects to the existing streetcar system near the Oregon Convention Center, crosses Interstate 84, continues along NE Irving to roughly NE 24th and then continues on Sandy to Hollywood.
- **NE Sandy**, which connects to the existing streetcar system on Burnside/Couch couplet near the Burnside Bridgehead, connects to NE Sandy at NE 12th and continues along NE Sandy to Hollywood.

The combined study area covers many different districts, including portions of the Lloyd District (NE Broadway), Central Eastside Industrial District (NE Sandy), the Banfield Portal (NE Irving), as well as the Hollywood District and several “inner ring” neighborhoods.

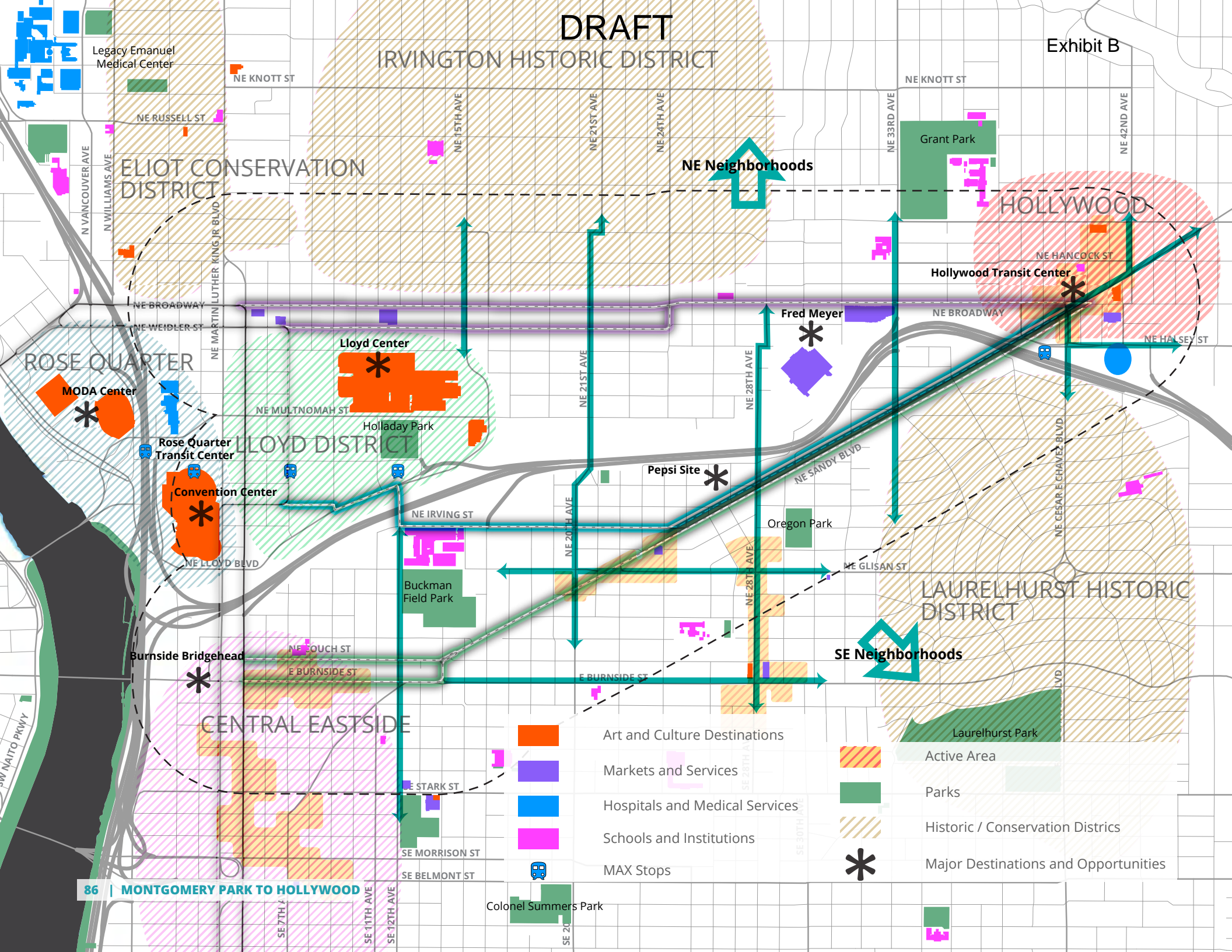
The neighborhoods surrounding the alignments are typically a mix of single and multifamily homes and buildings. Broadway and Sandy are historically commercial streets and are lined with a variety of commercial uses including retail office and services. Recent development has seen the introduction of mid-rise mixed use buildings along all of the alignments. The Irving alignment is home to a broad array of uses ranging from Industrial (bakeries, dairies, manufacturing, etc.) to public facilities (Benson High School), to housing.



**NE BROADWAY ALIGNMENT**

**NE IRVING ALIGNMENT**

**NE SANDY ALIGNMENT**



IRVINGTON HISTORIC DISTRICT

ELIOT CONSERVATION DISTRICT

ROSE QUARTER

LLOYD DISTRICT

CENTRAL EASTSIDE

LAURELHURST HISTORIC DISTRICT

HOLLYWOOD

NE Neighborhoods

SE Neighborhoods

- Art and Culture Destinations
- Markets and Services
- Hospitals and Medical Services
- Schools and Institutions
- MAX Stops

- Active Area
- Parks
- Historic / Conservation Districts
- Major Destinations and Opportunities

Colonel Summers Park



*Large triangles of unused roadway space are a unique feature of the Sandy corridor, where the diagonal roadway crosses the typical street grid.*



*Older multifamily housing stock mixes with newer developments creating some naturally occurring affordable housing in the area .*



*The arcades on Burnside Street are a unique placemaking design feature not found elsewhere in the City.*



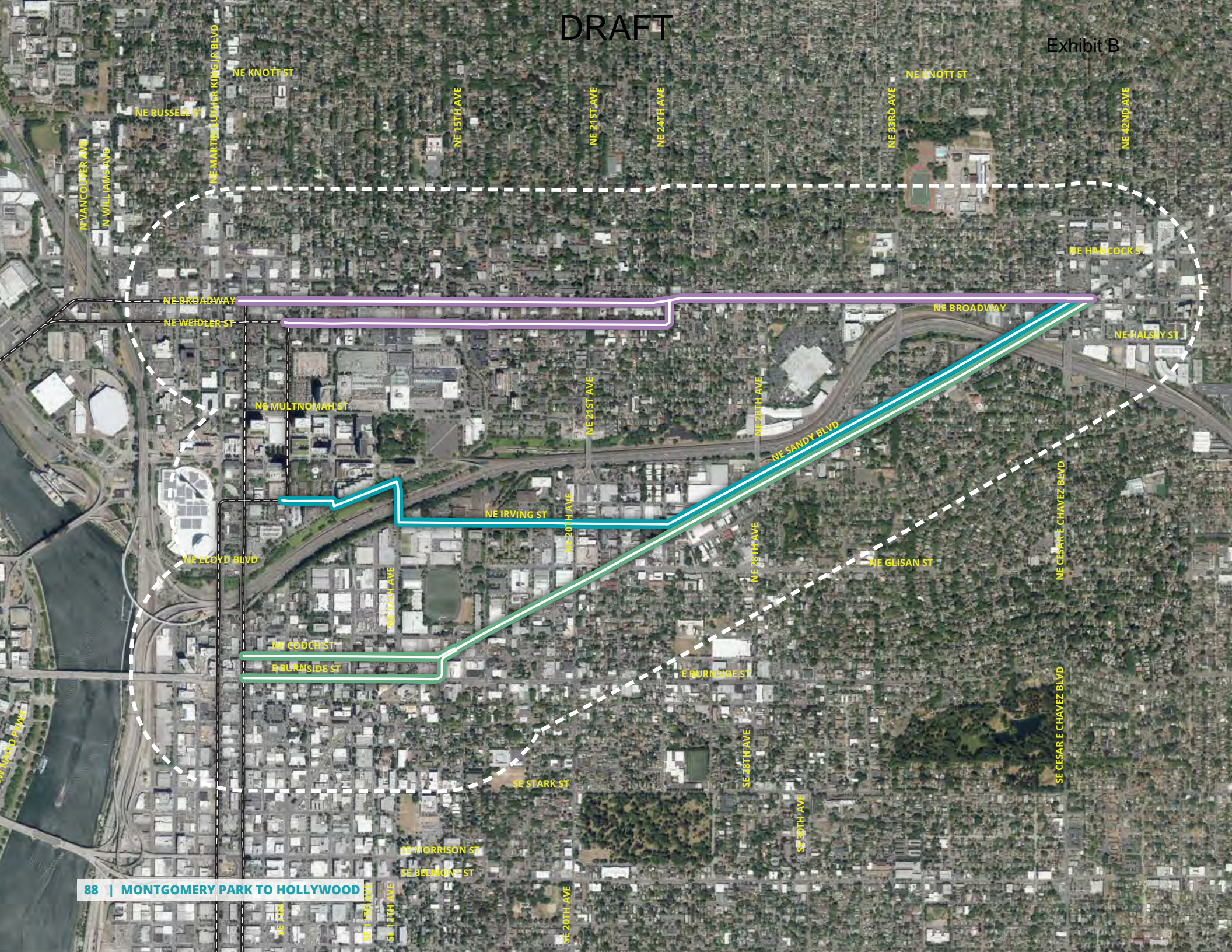
*The Zipper is a popular destination off Sandy that provides indoor and outdoor spaces to gather and enjoy food from the adjoining restaurant cluster.*



*Recent, large scale residential construction in the Sandy portal and East Burnside /SE 12th blocks are adding significant numbers of residents to the area.*



*NE Irving serves an area where residential, municipal, and commercial uses are intermixed.*



NE VANCOUVER AVE  
N WILLIAMS AVE  
NE RUSSELL ST  
NE MARTIN LUTHER KING JR BLVD  
NE KNOTT ST  
NE 15TH AVE  
NE 21ST AVE  
NE 24TH AVE  
NE 33RD AVE  
NE 42ND AVE  
NE HANCOCK ST  
NE BROADWAY  
NE WEIDLER ST  
NE MULTNOMAH ST  
NE IRVING ST  
NE SANDY BLVD  
NE 28TH AVE  
NE 29TH AVE  
NE 30TH AVE  
NE GLISAN ST  
NE CESAR E CHAVEZ BLVD  
NE LLOYD BLVD  
NE 12TH AVE  
NE COOCH ST  
E BURNSIDE ST  
E BURNSIDE ST  
SE STARK ST  
SE MORRISON ST  
SE BETMONEST ST  
SE 20TH AVE  
SE 17TH AVE  
SE 14TH AVE  
SE 11TH AVE



**EASTSIDE URBAN CHARACTER**

The Eastside study area has a diverse urban character and includes portions of eight neighborhoods, including the Lloyd District, Sullivan’s Gulch, Irvington, Kerns, Buckman, Laurelhurst, Grant Park, and Hollywood. The NE Broadway alignment begins in the northern part of the Lloyd District, a Central City subdistrict characterized by large, mid- and high-rise buildings, predominantly in commercial and major entertainment uses, although more residential development has occurred here in recent years. This area has some of the largest building floorplates, lots and block sizes in the city.

NE Broadway has a commercial main street character running from the major intersection at NE Grand to the Hollywood District, with the historic Irvington neighborhood along its north side from NE 7th to NE 27th. NE Weidler has a mix of uses along its western section, transitioning at NE 16th to a more residential character through the Sullivan’s Gulch neighborhood. The Lloyd Center shopping mall lies a block to the south, between the Broadway and Irving alignments. The NE Irving alignment begins in the Lloyd District, crossing over Sullivan’s Gulch and I-84 on the 12th Avenue bridge and proceeds east along NE Irving past historic Benson High School. Low-rise mid-century office developments with large amounts of surface parking lie along NE Irving between NE 12th and NE 19th, transitioning to a mix of older, mid-rise multi-family and commercial developments until it meets NE Sandy Blvd. at NE 25th.

The NE Sandy alignment begins along the Burnside/Couch couplet in the Central Eastside with a mix of low- to mid-rise commercial and industrial developments, meeting Sandy Blvd. at NE 14th Ave. Sandy Blvd. is one of Portland’s rare diagonal streets, breaking the typical rectilinear street grid and creating distinctive street and site patterns and triangular blocks. The length of Sandy to the Hollywood district is characterized by a mix of predominantly low-rise commercial development, interspersed with residential buildings, including some larger mid-rise apartments. A large redevelopment opportunity is located at the former Pepsi bottling plant at NE 26th Ave. The historic Laurelhurst single-family residential neighborhood lies to the south of Sandy before it crosses the freeway and enters the mixed-use Hollywood Town Center.

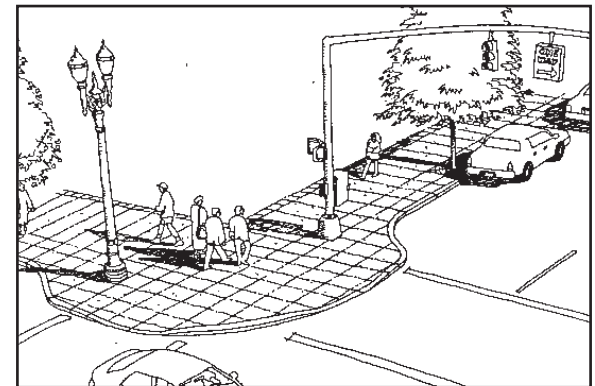
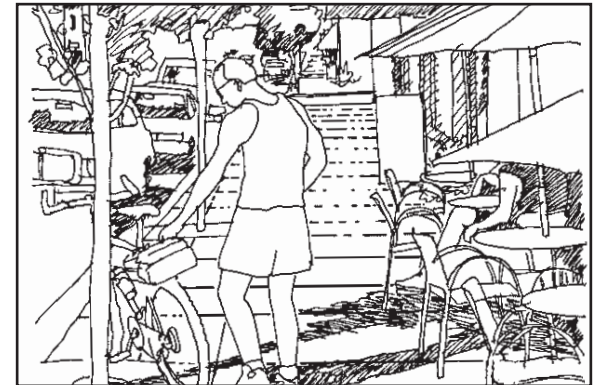
# Eastside Planning Context

## BROADWAY WEIDLER COORIDOR

NE Broadway is a major city street in NE Portland which runs from inner NE Portland near the Moda Center, through the Lloyd District to the Hollywood District. Between roughly Interstate 5 and NE 24th Avenue, the street is a one-way couplet with NE Weidler. A former streetcar route, the street is adjoined by a variety of land uses - from housing to commercial to mixed-use - which have evolved over time. The Broadway Weidler Corridor Plan, adopted in 1996, proposed an 'enhancement of the one-way couplet' to balance the Main Street vision with the requirements of a Major City Traffic Street. The proposed couplet is envisioned to have wider sidewalks, bike lanes, curb extensions at intersections, more traffic signals and a continuous and consistent streetcape. The City is currently engaging in an update to this plan, working with the community to refine the Main Street vision.

## HISTORIC IRVINGTON DISTRICT

A portion of the Irvington Historic District lies along the north side of the Broadway alignment, between NE 7th Avenue and NE 28th Avenue (see map #). The district is listed in the National Register of Historic Places as an excellent example of a "streetcar suburb" that includes Queen Anne, Arts and Crafts, and Period Revival-style residential architecture from 1891 to 1948. Although this large district is primarily composed of single-family dwellings, the southern portion within the Eastside Study area contains a mix of single-dwelling and multi-dwelling housing and commercial development along NE Broadway. Future new development and alterations of existing development within the district are subject to the City's Historic Resource review and demolition of historic structures requires approval through a Demolition Review process.



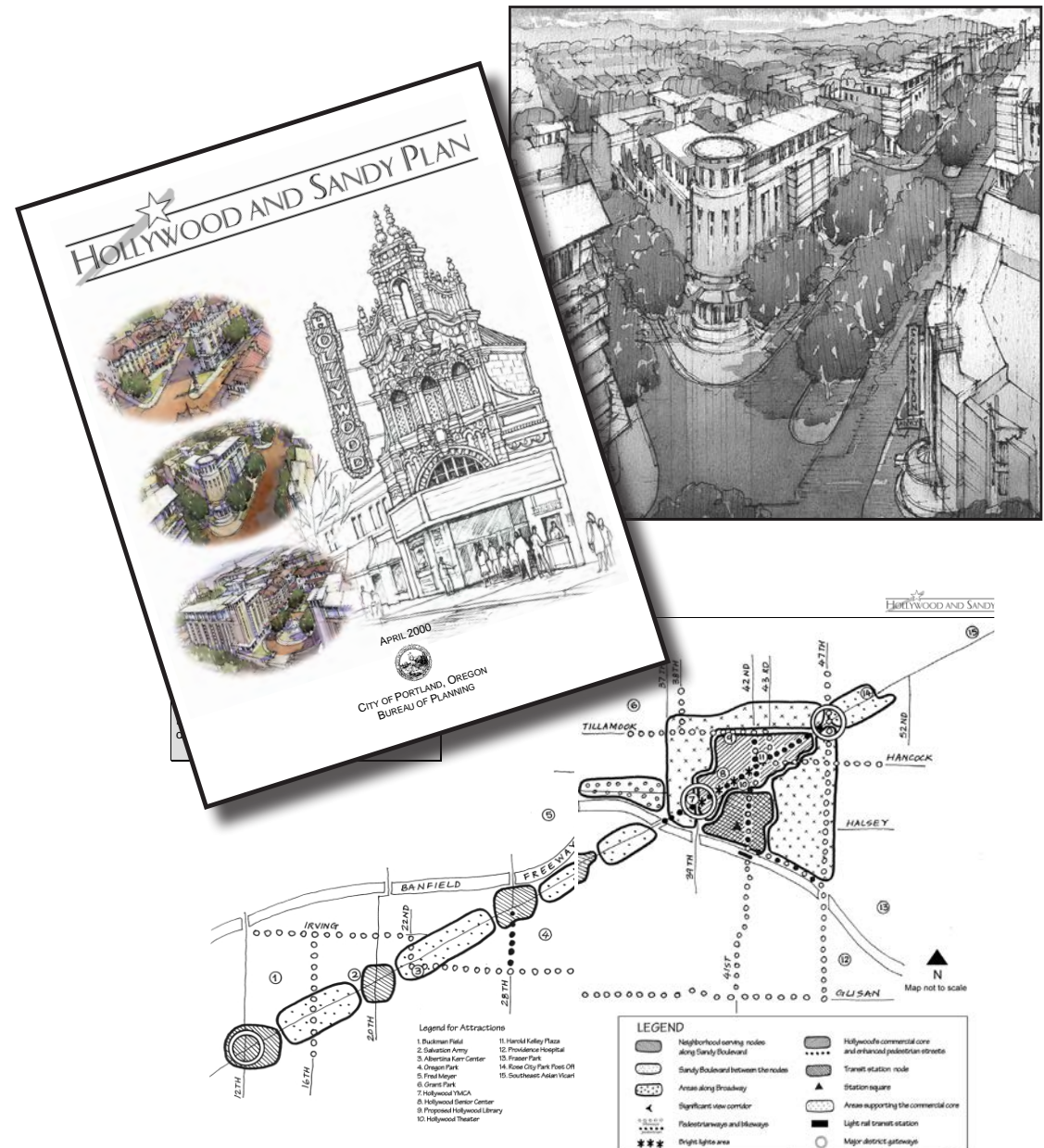
**HOLLYWOOD & SANDY PLAN (2000)**

The Hollywood and Sandy Plan, adopted in 2000, is an area plan focused on the Hollywood town center and Sandy Boulevard main street areas. The Hollywood District has been a center of community activity on the eastside of Portland since the early 1920s. Named after the historic Hollywood Theatre, the district is a Metro 2040 designated town center, has functioned as a commercial center for central northeast Portland, and is the location of a MAX station, a transit center, as well as the location for access to Interstate 84. Sandy Boulevard, a major city street, runs diagonally through the area.

Sandy Boulevard is a major city street in NE and SE Portland which runs diagonally from roughly NE 12th Avenue to roughly NE 99th Avenue, before continuing east along the Columbia Corridor to Troutdale. A former streetcar route, state highway and US 30, the street is adjoined by a variety of land uses - from housing to commercial to mixed-use - which have evolved over time.

The Hollywood and Sandy Plan, adopted in 2000, established a new direction for more urban mixed-use development in the area along Sandy from NE 12th to NE 54th Avenues, which is partially implemented through zoning by the Hollywood Plan District (PCC 33.536), and Sandy Boulevard Plan District (PCC 33.575).

The Hollywood and Sandy Plan area also encompasses an area along NE Broadway from the Hollywood town center to NE 33rd Avenue. On the south side, between Broadway and the Banfield Expressway (I-84), the area is planned to transition from employment focuses uses to mixed use development.





# People & Place

## STUDY AREA DEMOGRAPHICS & EQUITY INDEX

The Portland Bureau of Transportation (PBOT) created an Equity Matrix to better refine our approaches and understand the impact of our work on marginalized groups. See page 15 for full explanation. The Equity Matrix identifies areas with higher than the citywide average concentration of people of color; people with limited English proficiency; and people below the median household income. This strategy centers race and has intersectionality with people with disabilities.

The areas with the highest concentrations of marginalized populations are in the Rose Quarter area adjacent to I-5 and north of I-84. This census tract has a racial equity score of 3, reflecting concentrations that match citywide averages. The tract has an income equity score of 5, meaning that it is home to high concentrations of the lowest-income Portlanders. The median income for the area is \$41,200. Almost 2% of households have limited English proficiency.

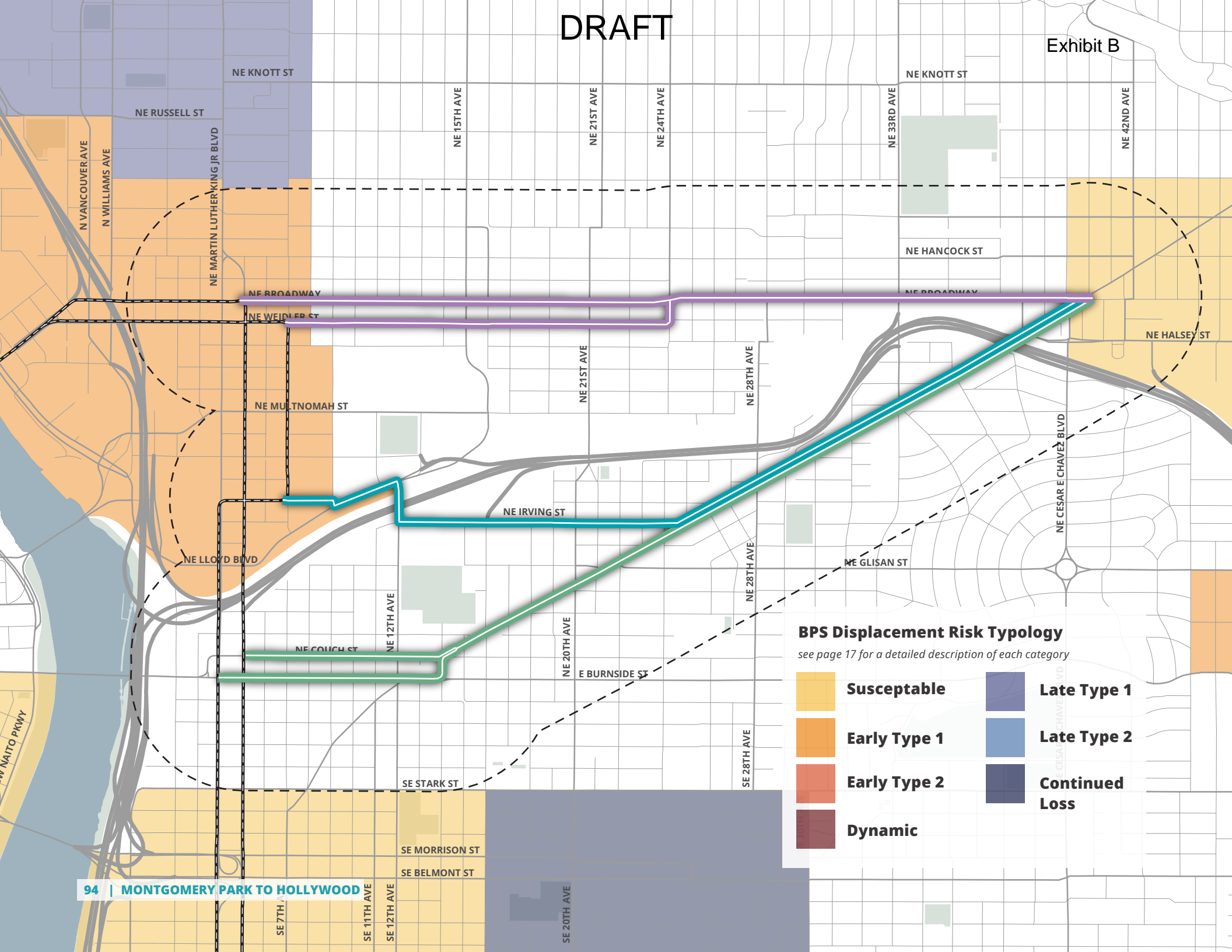
The census tract at the east end of the study area in the Hollywood district has a slightly lower composite equity score. The area has the same racial equity score of 3, but a slightly lower income equity score (4). This reflects slightly lower concentrations of low-income Portlanders, but still ranks above the citywide average. This census tract has a median income of \$49,000 and about 2% of households have limited English proficiency.

The tables on this page show characteristics of the population in the Eastside alignment study areas compared to Portland overall. In general, the population in the Eastside study areas includes fewer families in poverty, and a higher per-capita income than the city overall. There is a slightly lower percentage of people of color than citywide, as well as somewhat fewer children than the city overall. Among the study areas, the NE Sandy area has the lowest percentage of seniors over age 64, while NE Irving and NE Broadway have a considerably higher percentage of seniors than Sandy, and a slightly higher percentage than the citywide average.

Population Characteristics	NE Sandy	NE Irving	NE Broadway	Portland
Total Population	8,456	8,230	10,863	630,331
Per Capita Income	\$42,588	\$43,946	\$46,175	\$37,382
Total Families	1,412	1,425	2,074	135,543
Share Families in Poverty	5%	4%	5%	10%
Share People of Color	21%	21%	22%	29%

Race/Ethnicity	NE Sandy	NE Irving	NE Broadway	Portland
Black	5%	6%	7%	7%
Native American	4%	3%	2%	2%
Asian	5%	6%	6%	10%
Pacific Islander	0%	0%	0%	1%
Another race	2%	2%	2%	3%
Hispanic	8%	8%	7%	10%
White, not Hispanic	79%	79%	78%	71%

Age Characteristics	NE Sandy	NE Irving	NE Broadway	Portland
Median Age	35.1	36.4	38.4	36.8
Share under 18	12%	11%	12%	18%
Share 18 to 64	78%	75%	72%	70%
Share over 64	9%	14%	16%	12%



### BPS Displacement Risk Typology

see page 17 for a detailed description of each category

- Susceptible
- Early Type 1
- Early Type 2
- Dynamic
- Late Type 1
- Late Type 2
- Continued Loss

# People & Place

## RESIDENTIAL GENTRIFICATION & DISPLACEMENT RISK

The tables on this page show characteristics of households, educational attainment, and the types of dwelling units in the Eastside alignment study areas compared to Portland overall.

In general, households in the Eastside study area are somewhat smaller than the citywide average, and are composed of a greater percentage of renter households. Median household income is somewhat below the citywide average, and among the three areas, income is highest in the Broadway area. The educational attainment of the population is considerably higher than the city overall, with between 64% to 66% of the population over 18 holding a 4-year degree or higher. The population in the Eastside study areas has a greater percentage of people that live in multi-dwelling units than citywide, and about 30% that live in detached units.

The map on the adjacent page shows displacement risk for the eastside study areas. See page 17 for more information on displacement typologies.

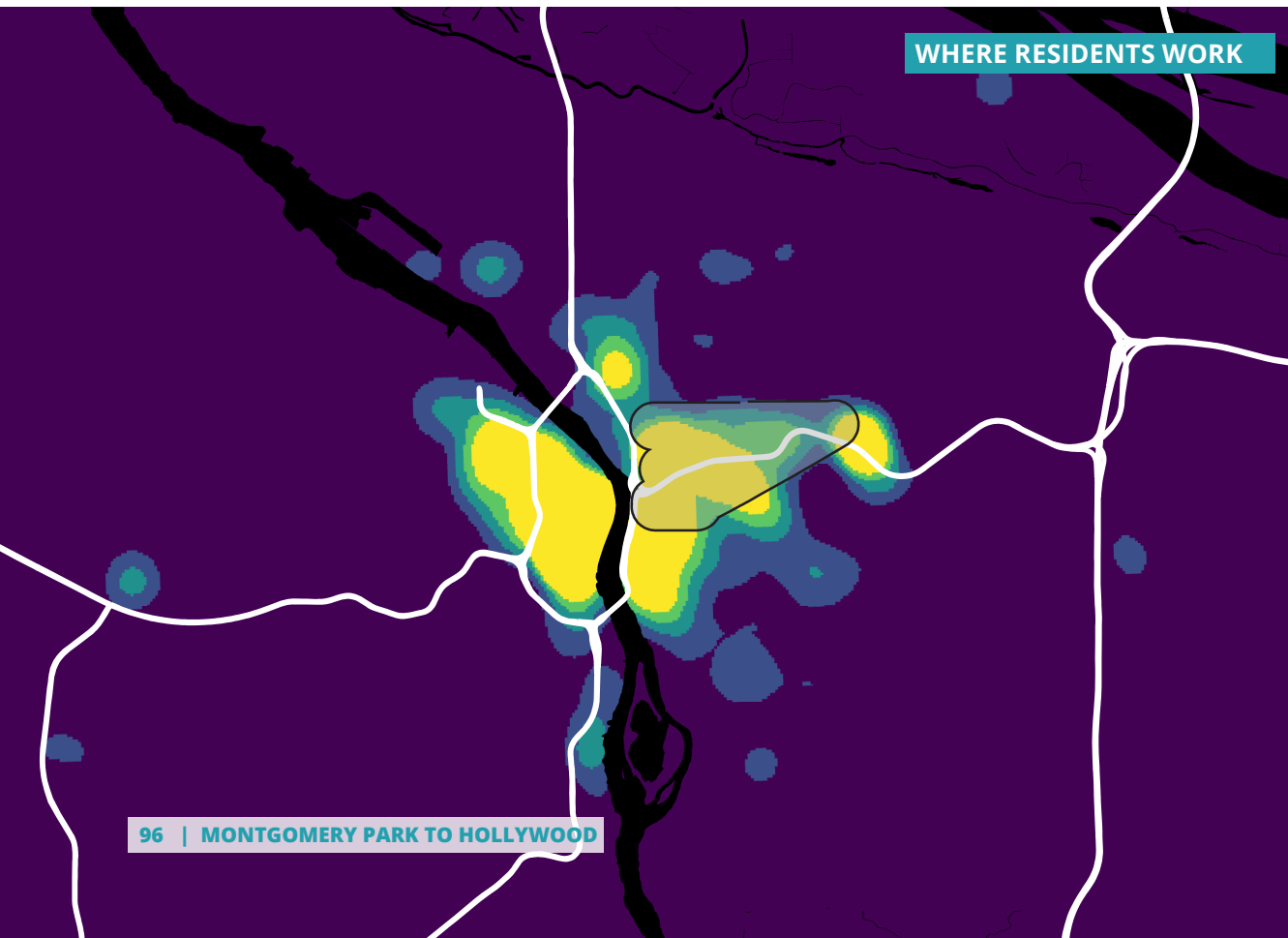
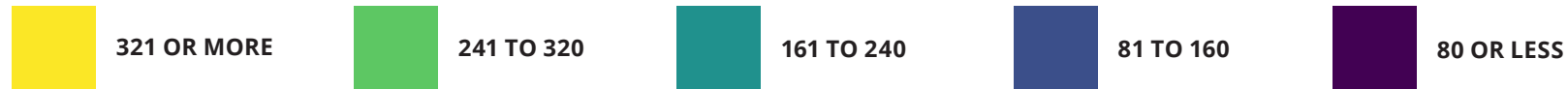
Household Characteristics	NE Sandy	NE Irving	NE Broadway	Portland
Total Households	4,262	4,145	5,458	260,949
Owner-Occupied	29%	31%	33%	53%
Renter-Occupied	71%	69%	67%	47%
Average Household Size	1.93	1.95	1.99	2.35
Median Household Income	\$55,809	\$57,668	\$60,402	\$63,032

Highest Educational Attainment	NE Sandy	NE Irving	NE Broadway	Portland
Total Adults 25 or Older	6,812	6,693	9,028	462,362
Less than HS Diploma	2%	2%	1%	8%
High School Diploma	10%	8%	10%	16%
Some College	24%	24%	22%	28%
Four-Year Degree	43%	43%	38%	29%
Advanced Degree	21%	23%	28%	19%

Housing Unit Characteristics	NE Sandy	NE Irving	NE Broadway	Portland
Total Housing Units	4,552	4,369	5,715	277,499
Detached	31%	30%	27%	56%
Small Multi-dwelling	18%	16%	17%	14%
Med. Multi-dwelling	19%	18%	25%	11%
Large Multi-dwelling	31%	35%	31%	18%
Other Type	1%	1%	0%	2%

# People & Place: Employment Patterns & Travel Behavior

## WORKERS PER MI<sup>2</sup>



## JOBS LOCATION

The map here shows the concentration of workplaces of people who live in the Eastside study area. Residents living in the study area work largely in the inner eastside of Portland, downtown in the Central City, and near Emanuel Hospital in the North Vancouver/Williams corridor.

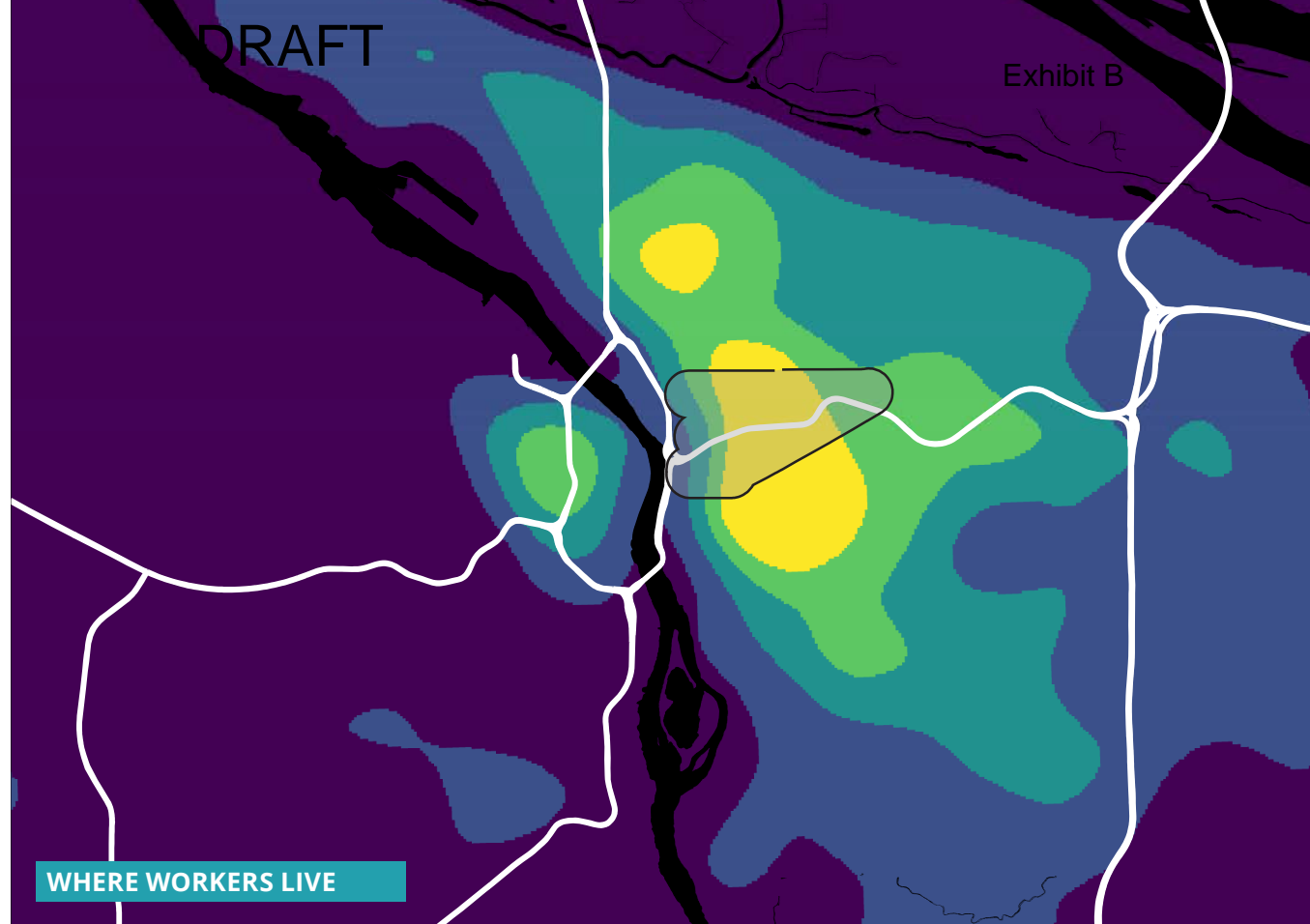


## ABOUT THIS DATA SOURCE: LODES

The **Longitudinal Employer-Household Dynamics (LEHD) Origin-Destination Employment Statistics (LODES)** is a program run by the U.S. Census Bureau. The Census Bureau coordinates with state employment agencies to gather administrative data from state Unemployment Insurance and Quarterly Census of Employment and Wages (QCEW). This administrative data is then linked to Census surveys using encoded social security numbers (PIKs). From this dataset, the Census Bureau statisticians use a method called “fuzzing” to inject noise into the dataset to make it hard to identify individual employers, resulting in a **partially synthetic dataset** that policy makers can use to understand the dynamics between people and their workplace.

The LODES data contains a matrix showing showing the number of workers that commute between Census blocks. Users can input a study area to retrieve the characteristics about the people who work there as well as those who live in the study area. Users can track where residents go to work and where workers in the area commute from.

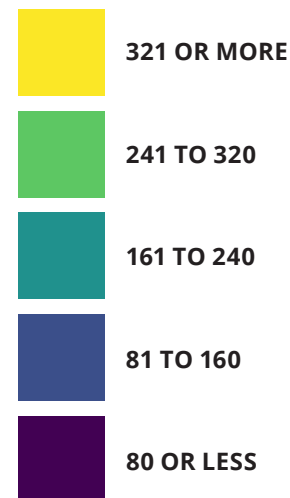
Knowing this information is useful for considering the demand to get from one point to another. The dataset also reveals the dynamics relating to wage, race, sex, age, industry and educational attainment. More information here: <https://lehd.ces.census.gov/data/lodes/LODES7/LODESTechDoc7.4.pdf>



### HOUSING LOCATION

People who work in the Eastside study area live across a more dispersed area of Portland. The highest concentration of Eastside study area workers live in inner northeast and southeast neighborhoods. There are also large concentrations of workers living east of I-5 in the Boise, Humbolt, King, Sabin and Woodlawn neighborhoods. Some workers commute from downtown Portland across the river.

### RESIDENTS PER MI<sup>2</sup>



## PEOPLE WALKING

The highest walk mode share is in the inner NE neighborhoods, where between 10 and 25% of people walk to work. This compares to the city-wide share of 5.7%. The rest of the study area largely falls into a walk share of between 5 and 10%, with a smaller share north of Broadway between NE 33rd and NE 39th.

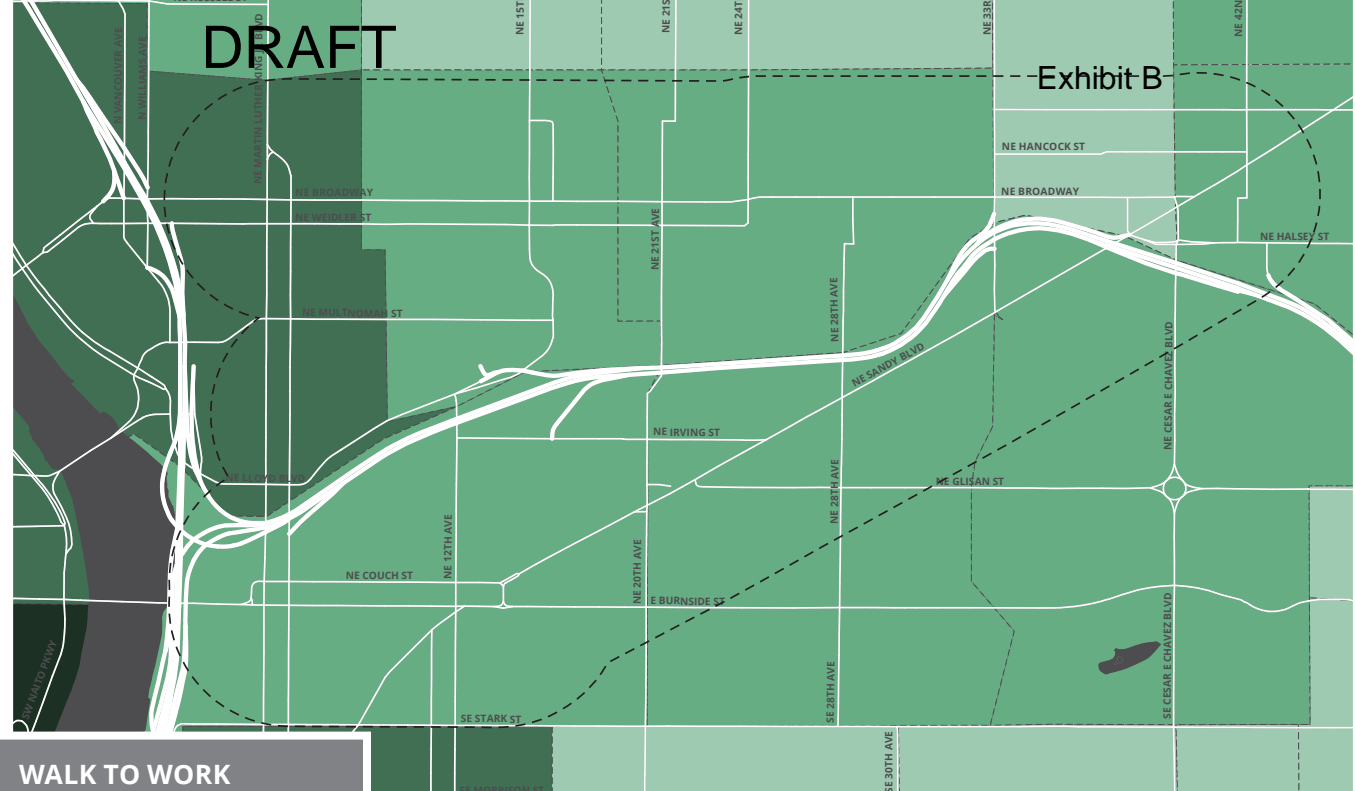
### WALK TO WORK - MODE SHARE



## PEOPLE BIKING

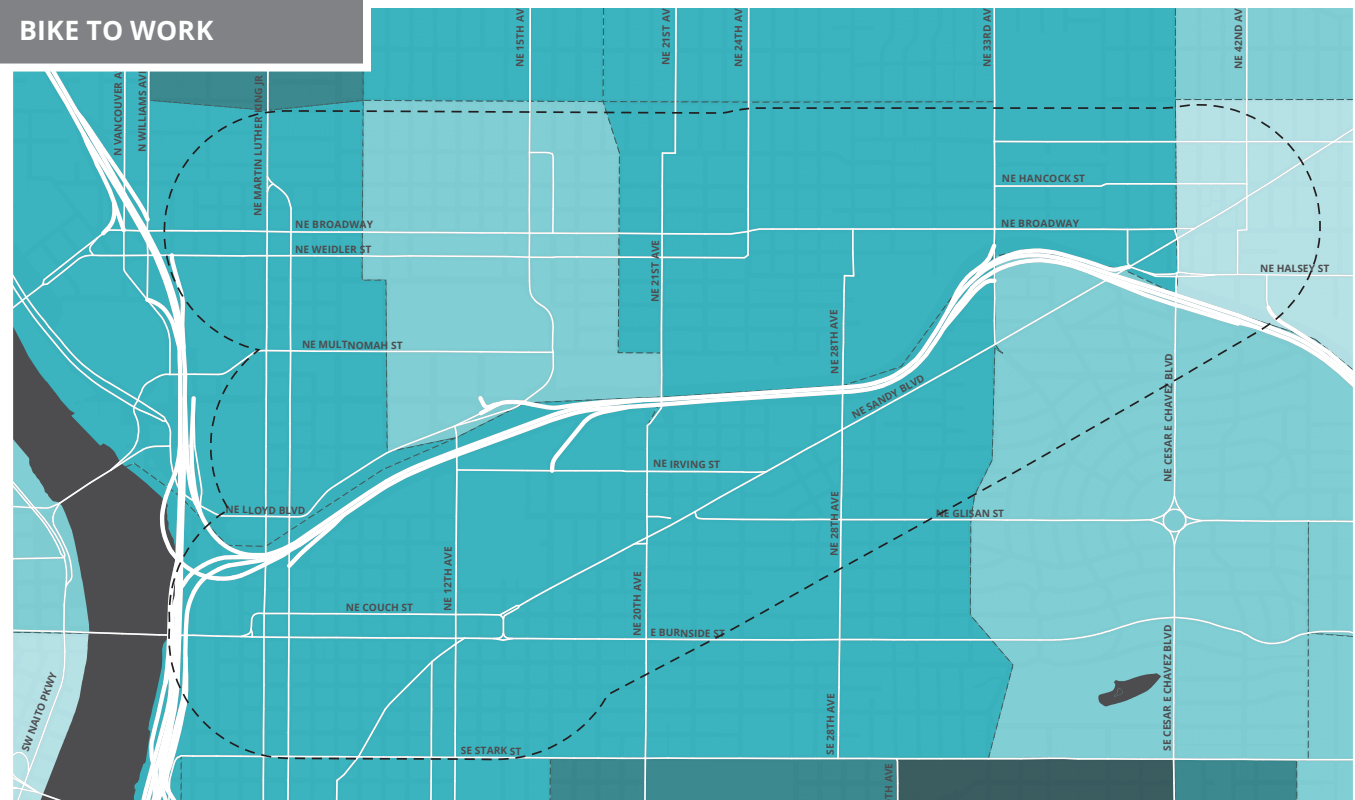
More Portlanders bike to work from their homes in the NE study area than the Citywide average. Much of the study area has a share of 10 - 15%, with some areas falling in the 5 - 10% mode share. The citywide bicycling mode share is 7%.

### BIKE TO WORK - MODE SHARE



WALK TO WORK

BIKE TO WORK



DRAFT

Exhibit B

### PEOPLE TAKING TRANSIT

Transit mode share is highest in the study area south of I-84 and west of NE 20th. West of Cesar Chavez Blvd (39th Ave), study area residents have higher transit mode share than the city as a whole (12%).

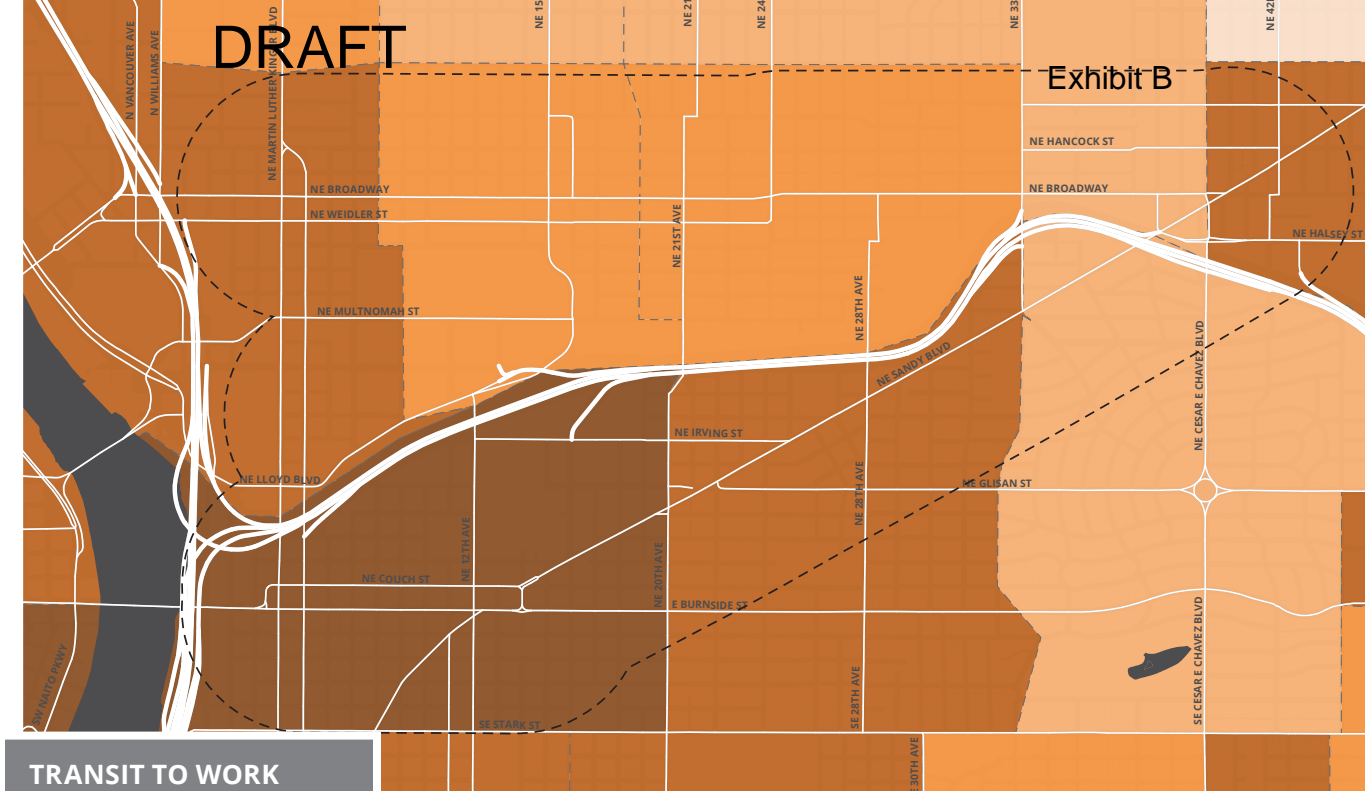
#### TRANSIT TO WORK - MODE SHARE



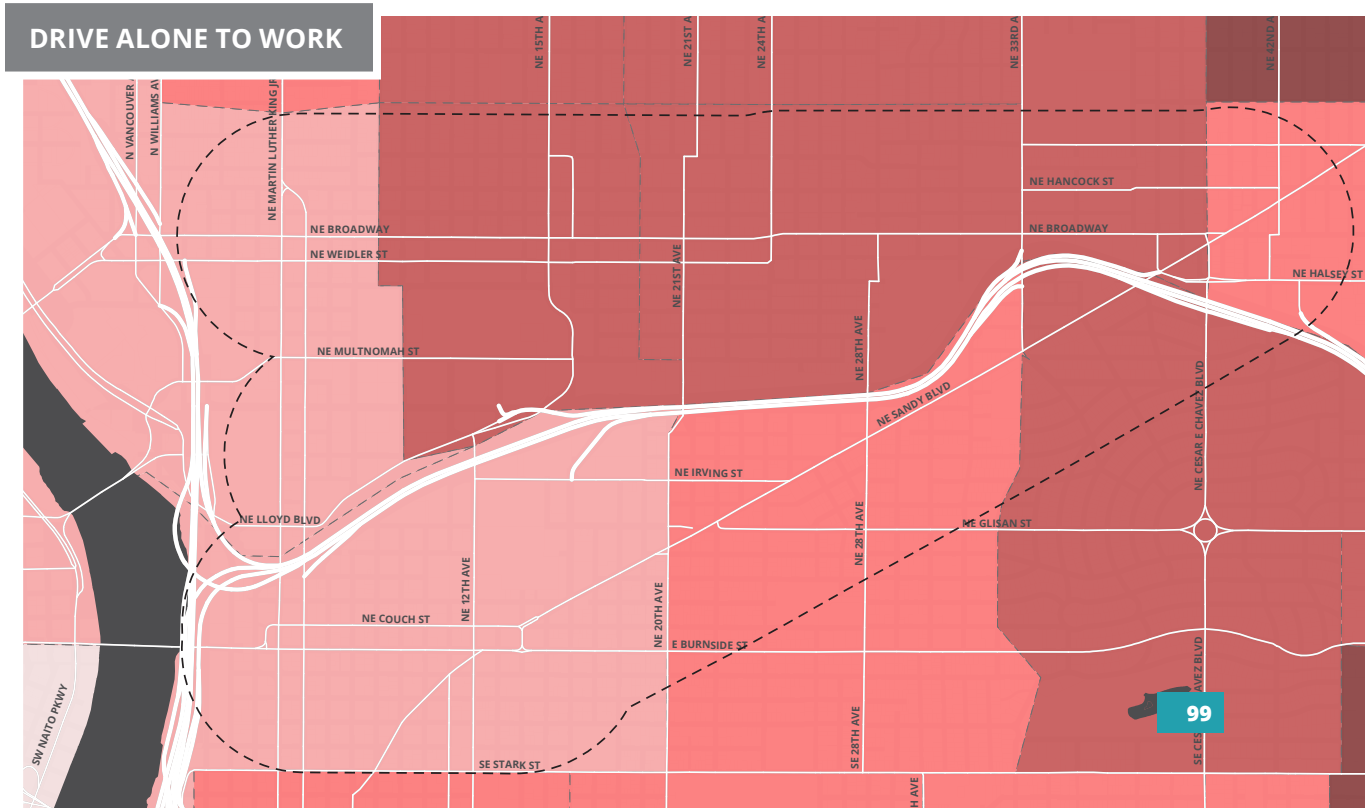
### PEOPLE DRIVING ALONE

People living in the NE study area have a lower drive alone mode share. Among the three study areas, the NE Sandy and NE Irving study areas have a lower percentage of SOV commuters than NE Broadway, but all three are below the citywide average. Similiary, households in the NE study areas have fewer households that own multiple vehicles.

#### DRIVE ALONE TO WORK - MODE SHARE



TRANSIT TO WORK



DRIVE ALONE TO WORK

# Land Use: Comprehensive Plan

## COMP PLAN DESIGNATIONS

The three Eastside study area alignments feature different Comprehensive Plan designations.

**NE Broadway:** This alignment passes through the Central City west of NE 16th where Central Commercial designations are applied. East of 16th, the Comprehensive Plan designation adjacent to the alignment is Mixed Use Urban Center.

**NE Sandy:** The Comprehensive Plan designations adjacent to this alignment are primarily Mixed Use Urban Center. Parts of the area surrounding E Burnside and NE Couch are designated Central Employment. The area north of NE Couch Street is in the Industrial Sanctuary.

**NE Irving:** North of I-84, this alignment is in the Central City and land is designated Central Commercial. South of I-84, the alignment interfaces with Central Commercial, Institutional Campus, High-density Multi-Dwelling and Mixed Use Urban Center designations.

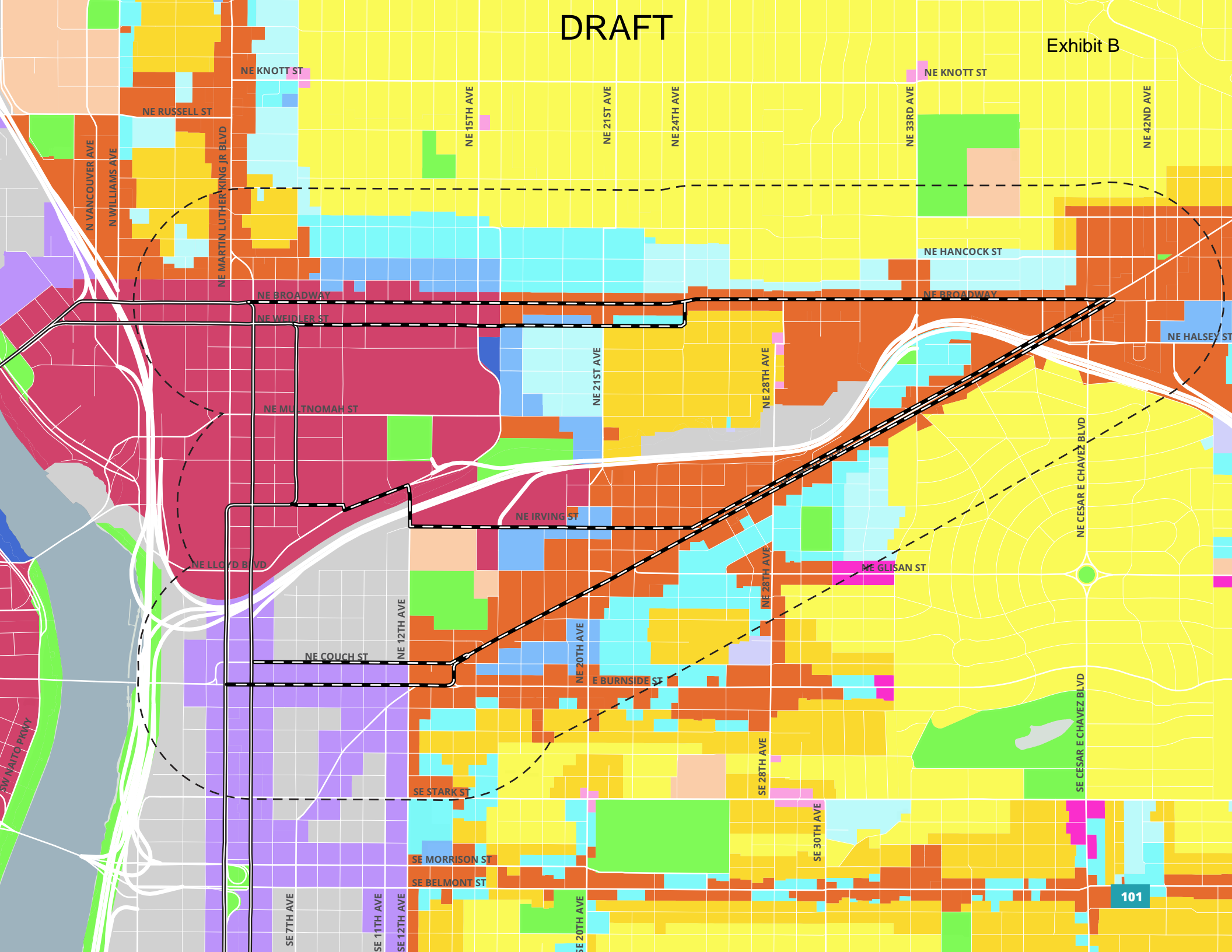
## COMPREHENSIVE PLAN DESIGNATIONS

- Single-Dwelling 10,000
- Single-Dwelling 7,000
- Single-Dwelling 5,000
- Single-Dwelling 2,500
- Multi-Dwelling 2,000
- Multi-Dwelling 1,000
- High Density Multi-Dwelling
- Central Residential
- Institutional Campus
- Mixed Use – Dispersed
- Mixed Use – Neighborhood
- Mixed Use – Civic Corridor
- Mixed Use – Urban Center
- Central Commercial
- Central Employment
- Mixed Employment
- Industrial Sanctuary
- Open Space

GENERALIZED COMPREHENSIVE PLAN DESIGNATIONS	NE SANDY	NE IRVING	NE BROADWAY	PORTLAND
<b>AREA (ACRES)</b>	<b>820</b>	<b>756</b>	<b>765</b>	<b>89,042</b>
<b>SINGLE-DWELLING</b>	<b>12%</b>	<b>11%</b>	<b>20%</b>	<b>35%</b>
<b>MULTI-DWELLING</b>	<b>10%</b>	<b>9%</b>	<b>15%</b>	<b>6%</b>
<b>MIXED USE/COMMERCIAL</b>	<b>33%</b>	<b>44%</b>	<b>33%</b>	<b>7%</b>
<b>INSTITUTIONAL</b>	<b>1%</b>	<b>2%</b>	<b>1%</b>	<b>2%</b>
<b>EMPLOYMENT</b>	<b>5%</b>	<b>0%</b>	<b>0%</b>	<b>2%</b>
<b>INDUSTRIAL</b>	<b>8%</b>	<b>5%</b>	<b>1%</b>	<b>16%</b>
<b>OPEN SPACE</b>	<b>2%</b>	<b>3%</b>	<b>1%</b>	<b>17%</b>
<b>RIGHT-OF-WAY</b>	<b>28%</b>	<b>26%</b>	<b>30%</b>	<b>15%</b>

DRAFT

Exhibit B



# Land Use: Zoning

On the Eastside, the three study areas feature different zoning map designations along the length of the alignments being studied.

**NE Broadway:** This alignment passes through the Central City west of NE 16th where Central Commercial (CX) designations are applied. East of NE 16th, the Zoning map designation adjacent to the alignment is primarily CM2, a medium-scale commercial/mixed use zone.

At NE 33rd, a lot is zoned CE (commercial employment), and the area along the south side of Broadway east of NE 33rd to Hollywood is zoned CM3, a larger scale commercial/mixed use zone. In some portions of the alignment, the depth of this zoning is very shallow. Surrounding these zones, the land is zoned single dwelling and low density multi-dwelling residential.

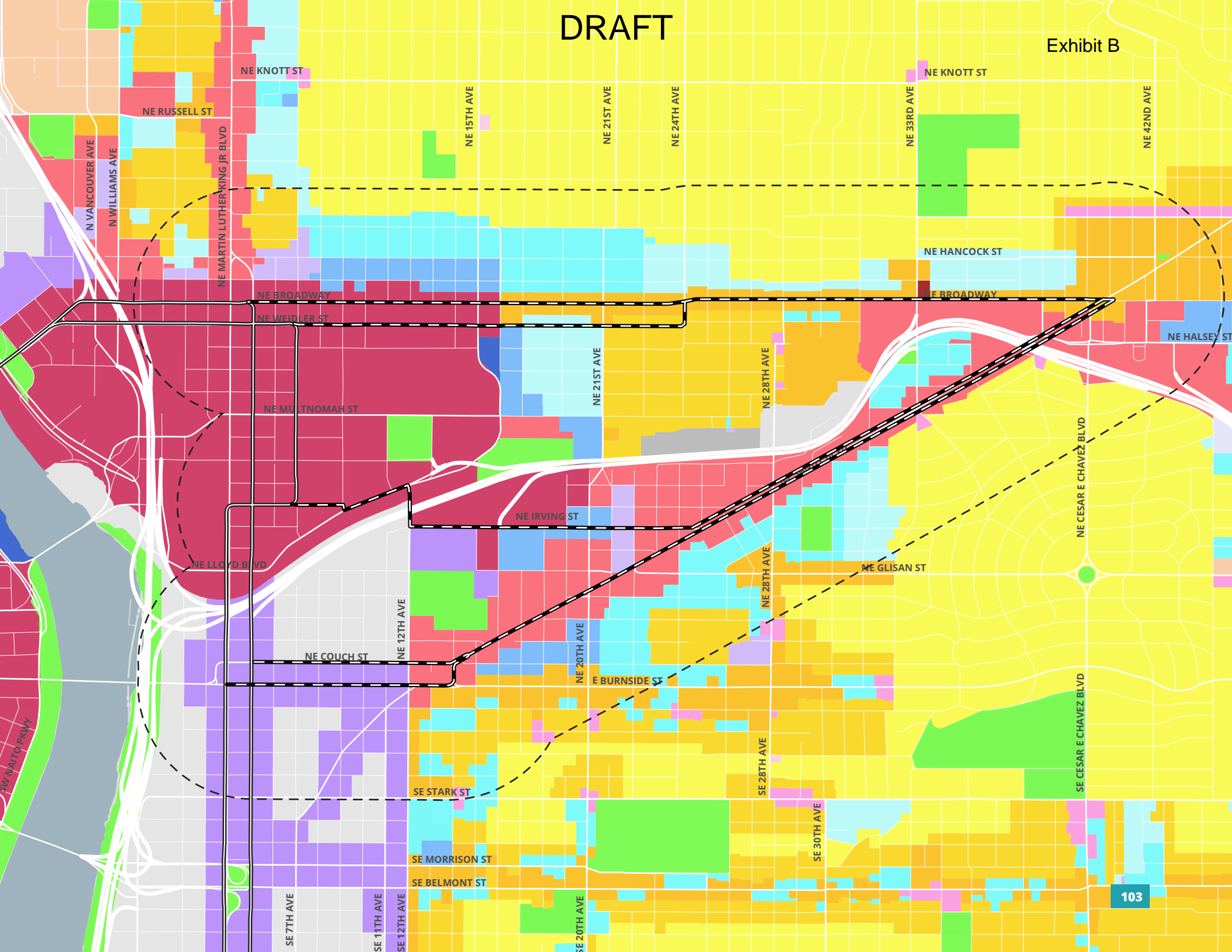
## CITY OF PORTLAND | ZONING

- Residential 10,000 (R10)
- Residential 7,000 (R7)
- Residential 5,000 (R5)
- Residential 2,500 (R2.5)
- Residential 2,000 (R2)
- Residential 1,000 (R1)
- High Density Residential (RH)
- Central Residential (RX)
- General Industrial 1 (IG1)
- General Industrial 2 (IG2)
- Heavy Industrial (IH)
- Commercial Residential (CR)
- Commercial Mixed Use 1 (CM1)
- Commercial Mixed Use 2 (CM2)
- Commercial Mixed Use 3 (CM3)
- Commercial Employment (CE)
- Central Commercial (CX)
- General Employment 1 (EG1)
- General Employment 2 (EG2)
- Central Employment (EX)
- Campus Institutional 1 (CI1)
- Campus Institutional 2 (CI2)
- Open Space (OS)

**NE Sandy:** The Zoning map designations adjacent to the NE Burnside and NE Couch portion of this alignment are primarily Central employment (EX) and industrial (IG1). Along NE Sandy, the adjacent land is primarily zoned CM3, a large scale commercial/mixed use zone. The depth of zoning varies, and some lots are irregularly shaped due to the diagonal street. Nearby lots have a variety of zones, including CM3, RH and R1 (multi-dwelling residential), and R5 (single dwelling) in the Laurelhurst area.

**NE Irving:** North of I-84, this alignment is in the Central City and land is zoned CX (Central Commercial). South of I-84 along Irving, the alignment interfaces with CX, CI (Institutional Campus), IG (industrial), RH (high-density multi-dwelling) and CM3 (commercial mixed/ use) zoning designations. East of NE 26th, the alignment follows NE Sandy, and is generally adjoined by R1 (multi-dwelling residential), and R5 (single dwelling) in the Laurelhurst area.

ZONING DESIGNATIONS	NE SANDY	NE IRVING	NE BROADWAY	PORTLAND
AREA (ACRES)	820	756	765	89,042
SINGLE-DWELLING	12%	11%	21%	35%
MULTI-DWELLING	10%	9%	15%	6%
MIXED USE/COMMERCIAL	33%	43%	32%	7%
INSTITUTIONAL	0%	0%	0%	2%
EMPLOYMENT	7%	2%	1%	2%
INDUSTRIAL	8%	5%	1%	16%
OPEN SPACE	2%	3%	1%	17%
RIGHT-OF-WAY	28%	26%	30%	15%

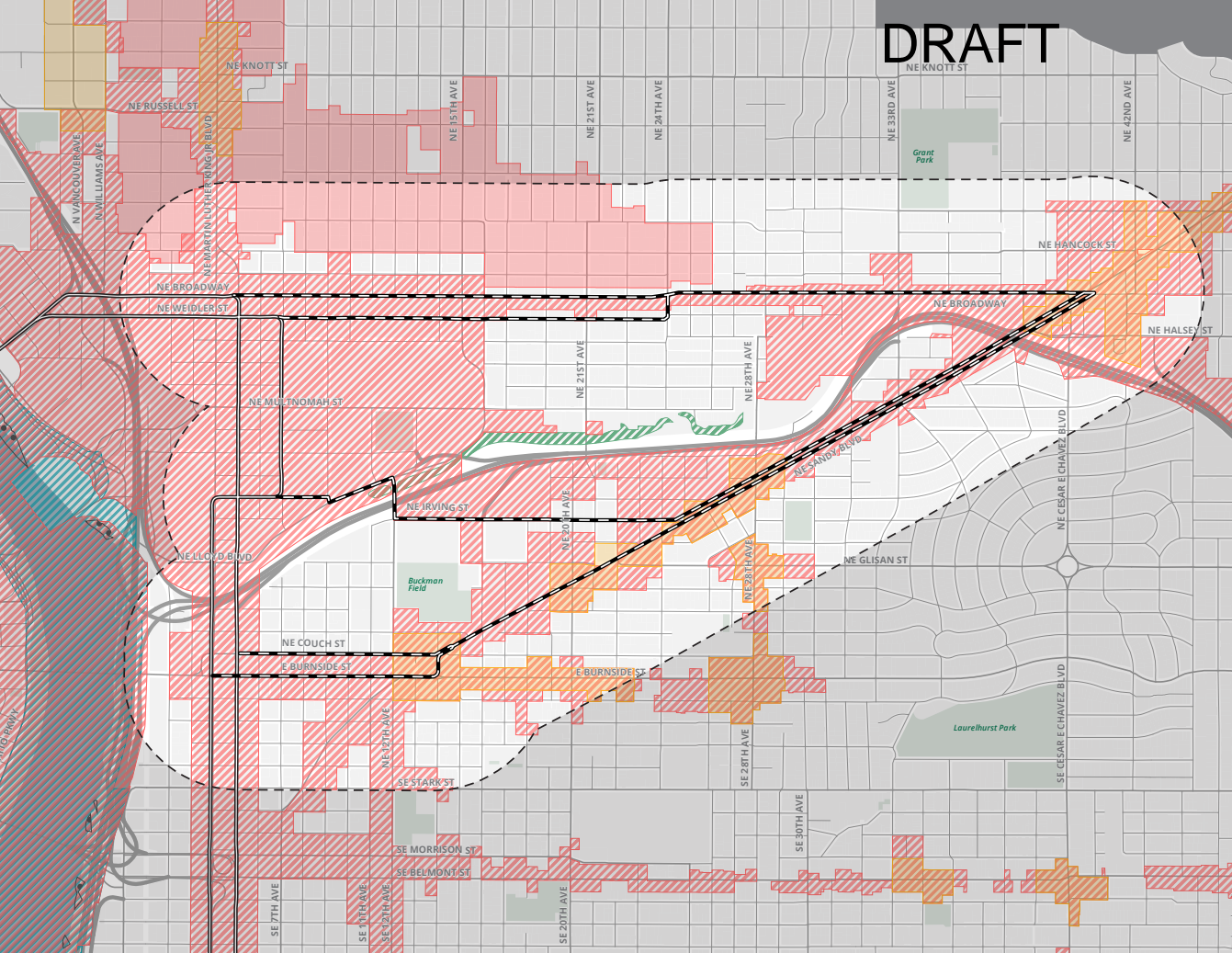


OVERLAY ZONES

Overlay zones are zoning tools that augment the regulations of the "base zones" and are applied to areas in various parts of the city that have either a similar characteristic or similar desired zoning effect. In the Eastside study area, the following overlay zones are applied.

The **Design overlay zone ("d")**, implemented by 33.420, is applied in areas where new development is subject to a greater degree of design control due to special character of an area, or the scale of anticipated development. This overlay is applied along much of the three alignment alternatives.

The **Centers Main Street overlay zone ("m")**, implemented by 33.415, is applied to areas designated as neighborhood or town centers to evoke active urban development. This overlay is applied along portions of the NE Sandy and NE Irving alignments in the area between NE 19th and NE 29th Avenues to implement a neighborhood center designation. It is also applied in parts of Hollywood along NE Sandy and NE 42nd Ave.

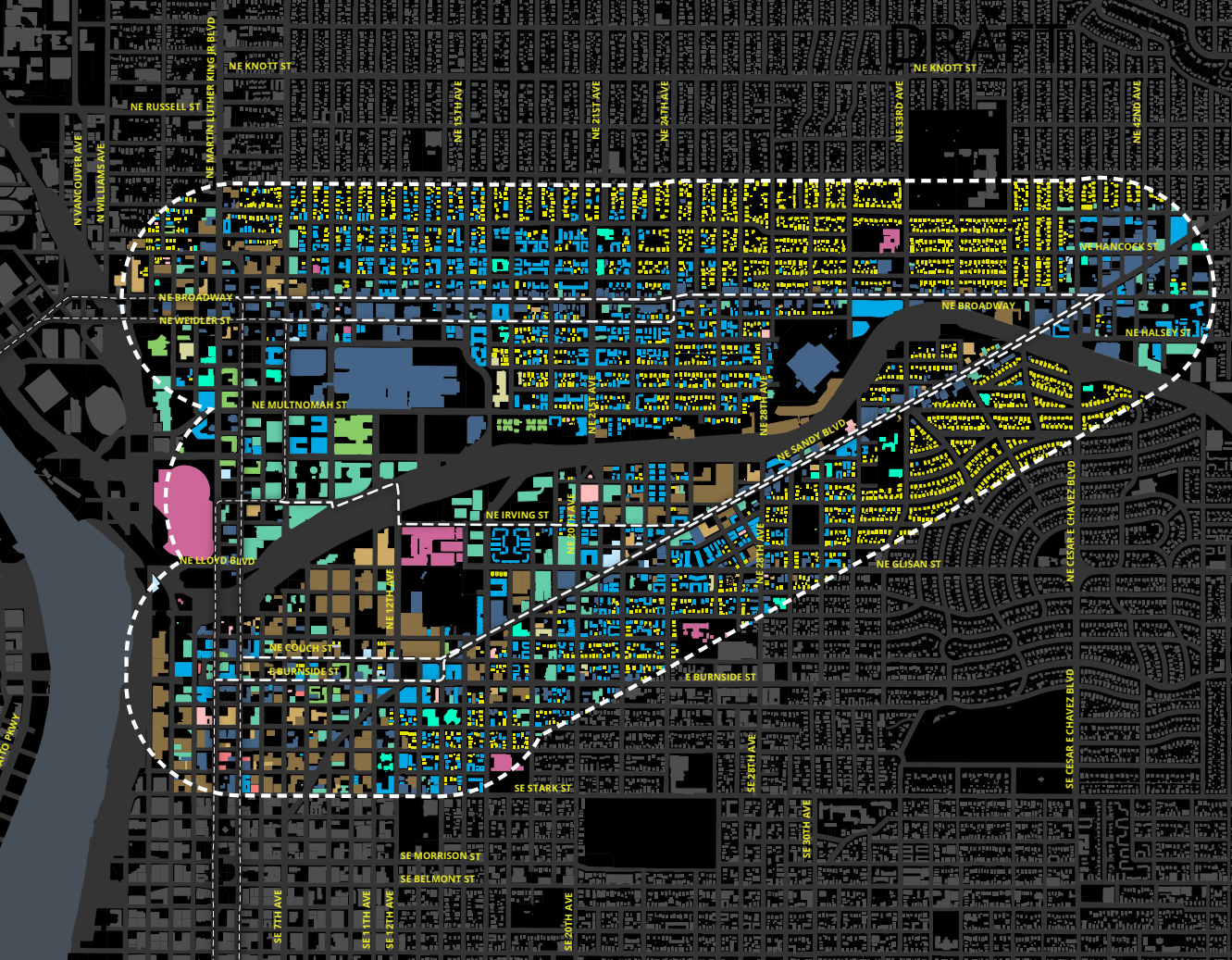


The **Environmental Conservation overlay zone ("c")**, implemented by 33.430, is applied to protect natural resources that have been identified in the Comprehensive Plan. This overlay zone is applied in vegetated areas of Sullivan's Gulch along the Banfield Expressway (I-84).

The **Alternative Design overlay zone ("a")**, implemented by 33.405, is applied to areas to allow increased density for development that meets additional design compatibility requirements.







 AUTO SERVICE	 OPEN SPACE	 MISCELLANEOUS	 SINGLE-FAMILY
 COMMERCIAL OR RETAIL	 PARKING	 MIXED USE	 SPECIAL RESIDENTI
 INDUSTRIAL	 PUBLIC BUILDING	 MULTI-FAMILY	 VACANT
 LODGING	 RELIGIOUS	 OFFICE	

### LAND USES

Current land uses in the Eastside study area include a wide array of uses. The area south of Sandy is primarily a mix of commercial and mixed use along the street, transitioning to adjacent residential uses at varying intensity. The west end of the area has a higher concentration of multi-dwelling uses which transitions to predominantly single-dwelling houses west of NE 28th into the Laurelhurst neighborhood. The north side of Sandy, which also includes the NE Irving alignment, is adjoined by commercial and industrial type uses, transitioning to a mix of industrial, multi-dwelling residential and office uses. The area also includes Benson High School.

The NE Broadway alignment corridor is also flanked primarily by commercial/retail uses; the surrounding area is a mix of commercial and residential uses. On the west end through NE 16th, land uses in the Central City are an intense mix of commercial (including Lloyd Center), offices, and high density residential uses. East of NE 16th, the intensity of the residential uses diminishes and transitions to low-intensity multi-dwelling and single-dwelling houses. A notable exception is the Fred Meyer department store near NE 28th Avenue.

All alignments terminate in Hollywood, a mixed use district that features a concentration of commercial uses on Sandy and other district streets, interspersed with office and multi-dwelling residential uses.

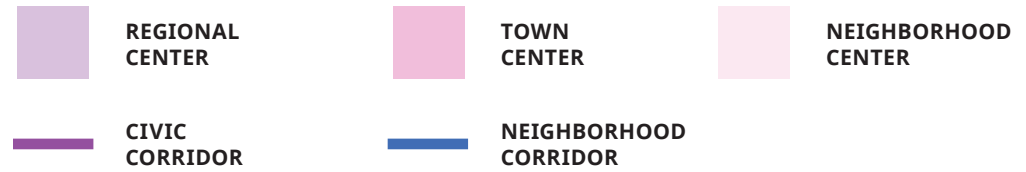
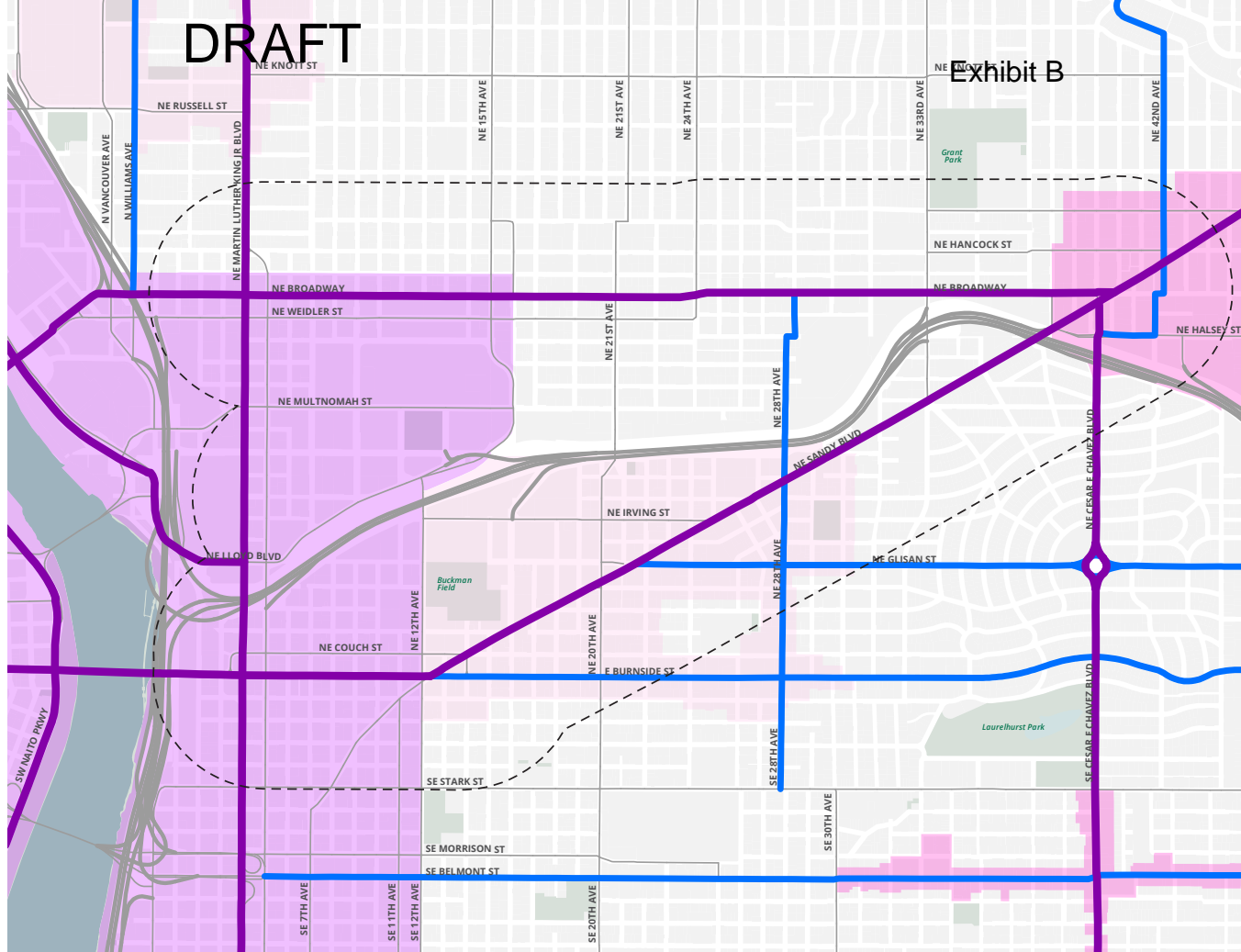
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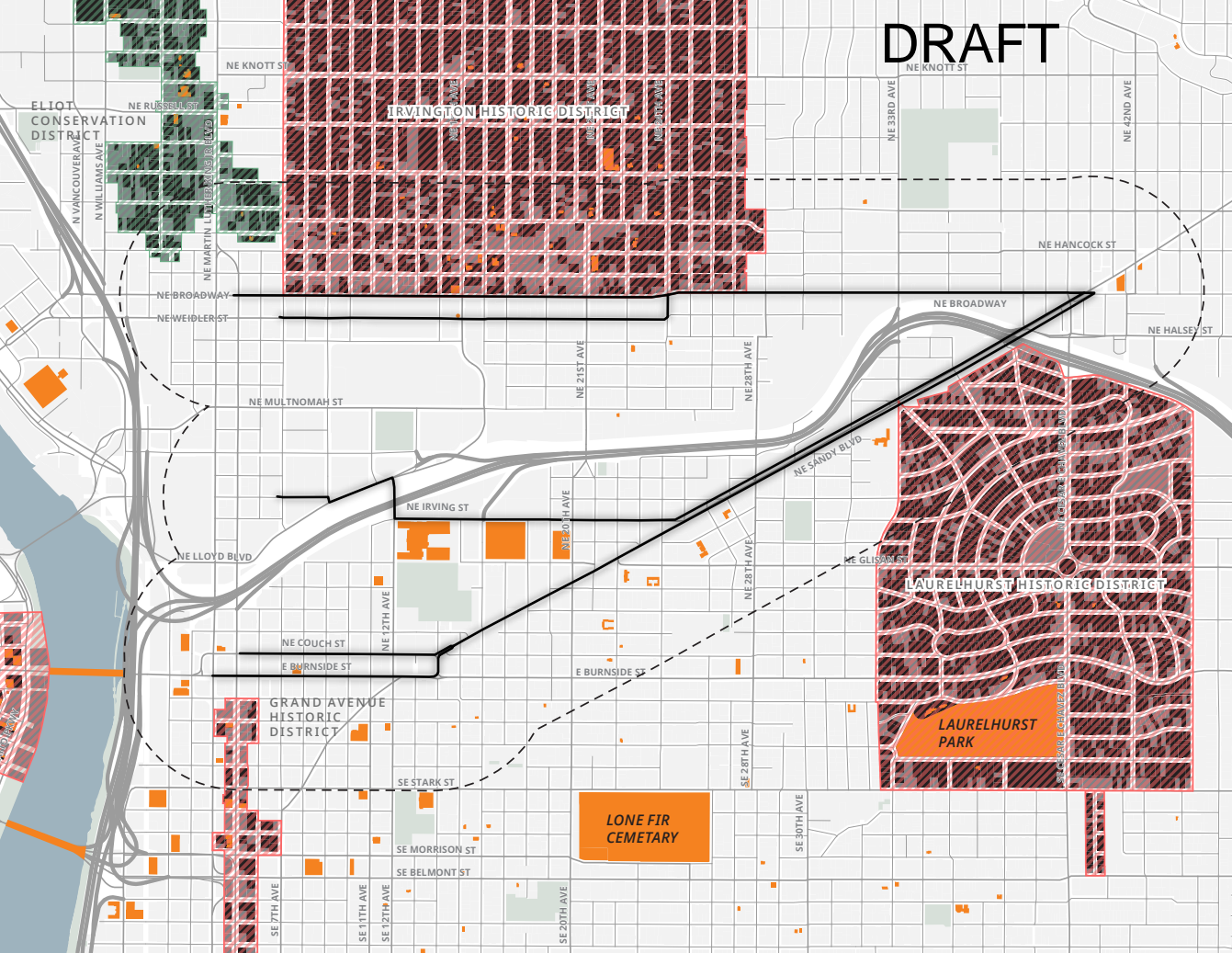
Exhibit B

### COMP PLAN CENTERS & CORRIDORS

The 2035 Comprehensive Plan identifies a number of "Centers" and "Corridors" throughout Portland. These are places where growth and change are expected.

The three alignments feature different designations. The alignments all terminate in Hollywood, which is Town Center. The Broadway and Irving alignments both pass through a portion of the Central City, the region's largest center. NE Broadway and NE Sandy are both designated Civic Corridors. NE Irving does not have a corridor designation. The NE Sandy and NE Irving lines also run through a designated Neighborhood Center.

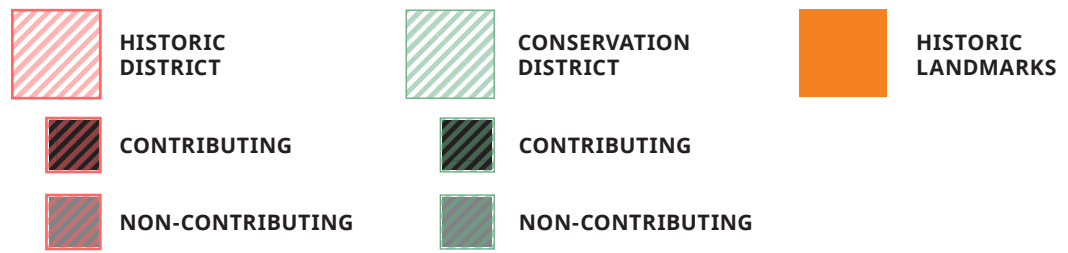




### HISTORIC RESOURCES

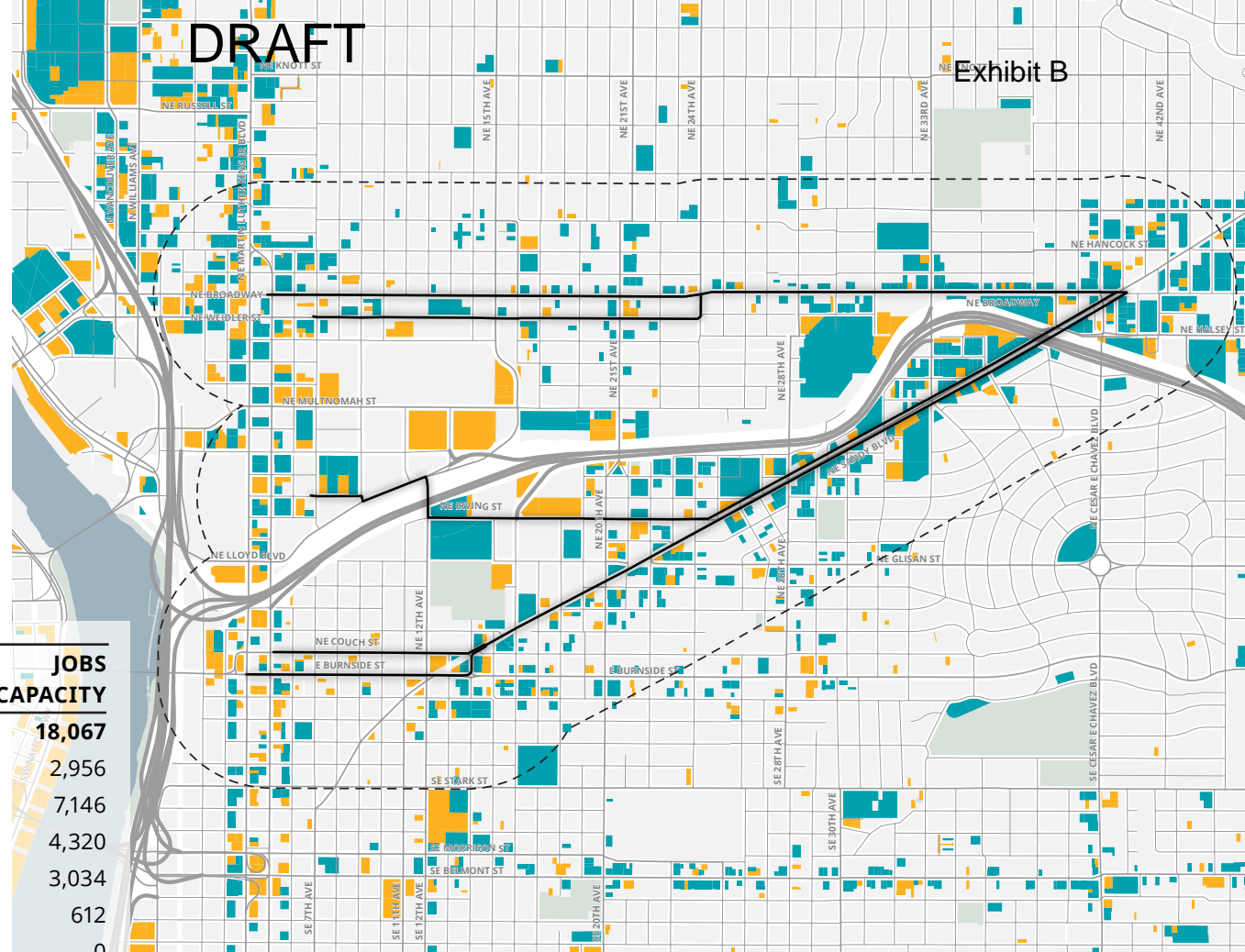
The Irvington Historic District lies along the north side of the Broadway alignment, between NE 7th Avenue and NE 28th Avenue. The district is listed in the National Register of Historic Places as an excellent example of a “streetcar suburb” that includes Queen Anne, Arts and Crafts, and Period Revival-style residential architecture from 1891 to 1948. Although this large district is primarily composed of single-family dwellings, the southern portion along Broadway is characterized by low- and medium-rise main street commercial and mixed-use development.

The south side of the Irvingington alignment includes the locally designated landmark Benson Park High School, and the National Register listed Parkview Apartments and Jantzen Knitting Mills building. The Laurelhurst Historic District lies to the south of NE Sandy between NE 33rd and the I-84 crossing. This district is characterized by large single-family residences in a variety of styles from the early 20th century and picturesque curvilinear streets, not typically found in Portland. The most prominent historic resource in the Hollywood district is the 1926 Hollywood Theater, with its elaborate and colorful terracotta façade. The surrounding neighborhood derives its name from this prominent and beloved Portland landmark.



### UNDERUTILIZED LOTS

In 2015, there were 946 lots in the eastside study areas identified as vacant or underutilized, totaling about 280 acres. About 72% of the area in these lots were vacant. On these parcels approximately 25,200 additional housing units and 40,000 additional jobs could be accommodated under current zoning. The largest opportunities for redevelopment are in sites 0.5 to 3 acres, which could accommodate up to 10,000 additional housing units. For vacant sites, medium-sized lots 3 to 5 acres in size have the highest capacity for jobs (about 9,100 jobs).



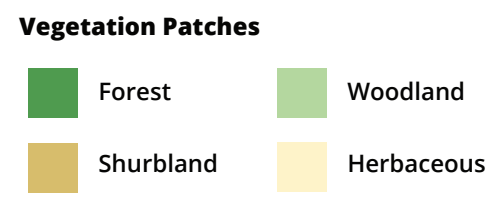
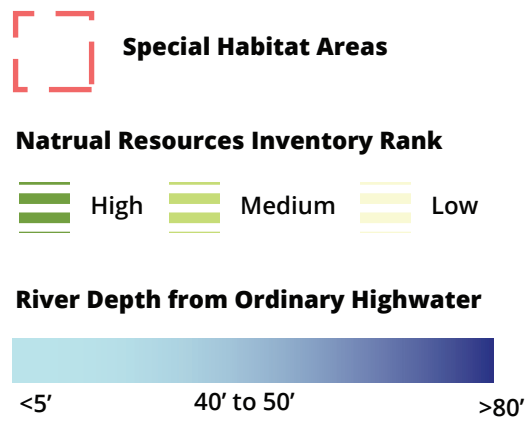
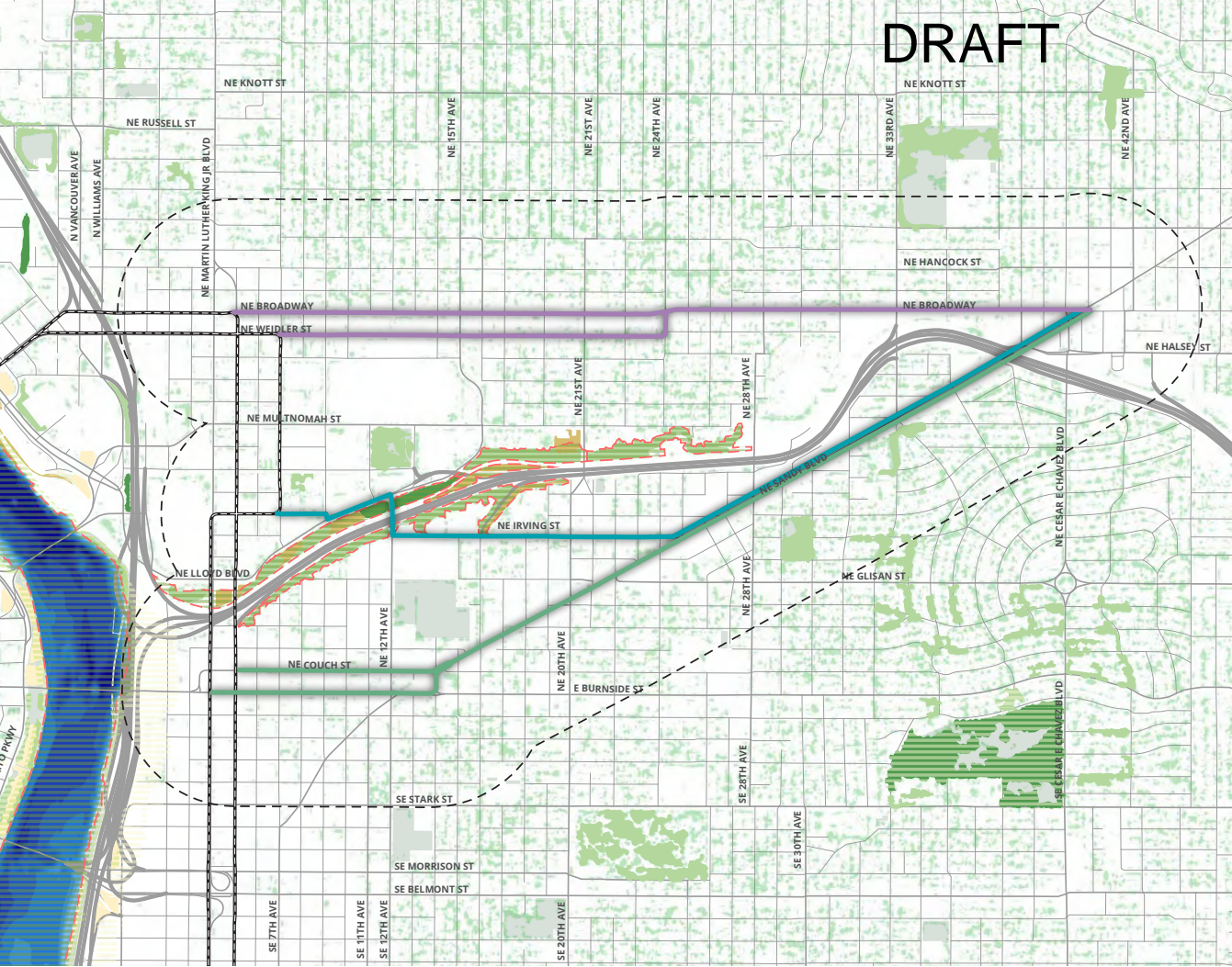
	PARCEL COUNT	TOTAL ACRES	HOUSING CAPACITY	JOBS CAPACITY
<b>UNDERUTILIZED</b>	<b>614</b>	<b>197</b>	<b>18,091</b>	<b>18,067</b>
< 0.5 ACRES	224	35	3,716	2,956
0.5 TO 1 ACRE	191	49	4,560	7,146
1 TO 3 ACRES	168	54	5,393	4,320
3 TO 5 ACRES	19	27	2,324	3,034
6 TO 10 ACRES	11	17	587	612
10 TO 20 ACRES	1	15	1,509	0
20 TO 50 ACRES	0	0	0	0
> 50 ACRES	0	0	0	0
<b>VACANT</b>	<b>332</b>	<b>78</b>	<b>7,115</b>	<b>21,910</b>
< 0.5 ACRES	136	16	1,726	1,728
.5 TO 1 ACRE	103	19	2,126	5,636
1 TO 3 ACRES	67	20	1,570	5,211
3 TO 5 ACRES	13	16	1,184	9,107
6 TO 10 ACRES	6	3	180	63
10 TO 20 ACRES	7	3	329	165
20 TO 50 ACRES	0	0	0	0
> 50 ACRES	0	0	0	0
<b>TOTAL</b>	<b>946</b>	<b>276</b>	<b>25,205</b>	<b>39,977</b>



UNDERUTILIZED LOT



VACANT LOT



**NATURAL RESOURCES**

Natural resources include the Willamette River, shallow water habitat, river banks—both vegetated and non-vegetated—flood area and upland vegetation, notably the Sullivan’s Gulch Special Habitat Area.

The Willamette River and river banks provide important functions including river flow moderation, water storage, sediment and nutrient control, channel dynamics, food web and nutrient cycling and fish and wildlife habitat. The shallow water areas provide critical habitat for Endanger Act Species-listed fish. The flood area, both developed and not developed, provides water storage during large flood events. Upland vegetation captures and stores rainwater, cools the air and provide wildlife habitat.

Along I-84 is a steeply-sloped, largely vegetated corridor, known as Sullivan’s Gulch. The vegetation is comprised of black cottonwoods to the east, indicating the presence of surface or subsurface water, and big leaf maple to the west; there is also Oregon white Oak present. The understory is a mix of hawthorn, English holly, Pacific dogwood, ivy, clematis, Himalayan blackberry and Scot’s broom. Steep slopes in Portland are relatively prone to wildfire and landslides.

During a spring 2011 site visit, a variety of native songbird species were observed in Sullivan’s Gulch. Two mallards were observed in standing water under the I-84/I-5 onramp.

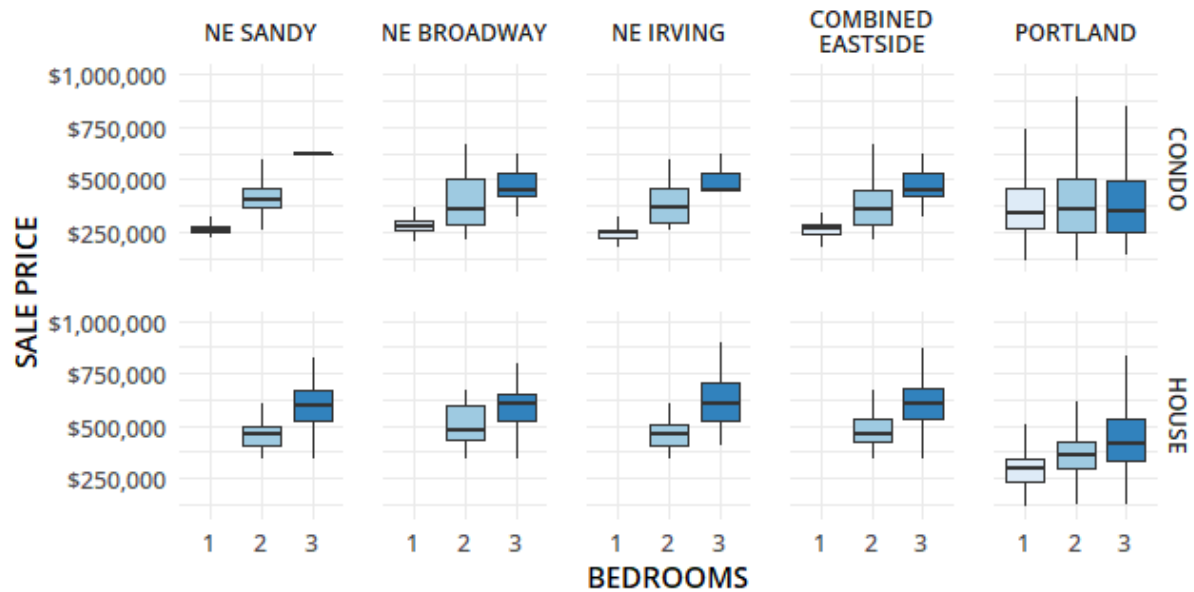


# Housing

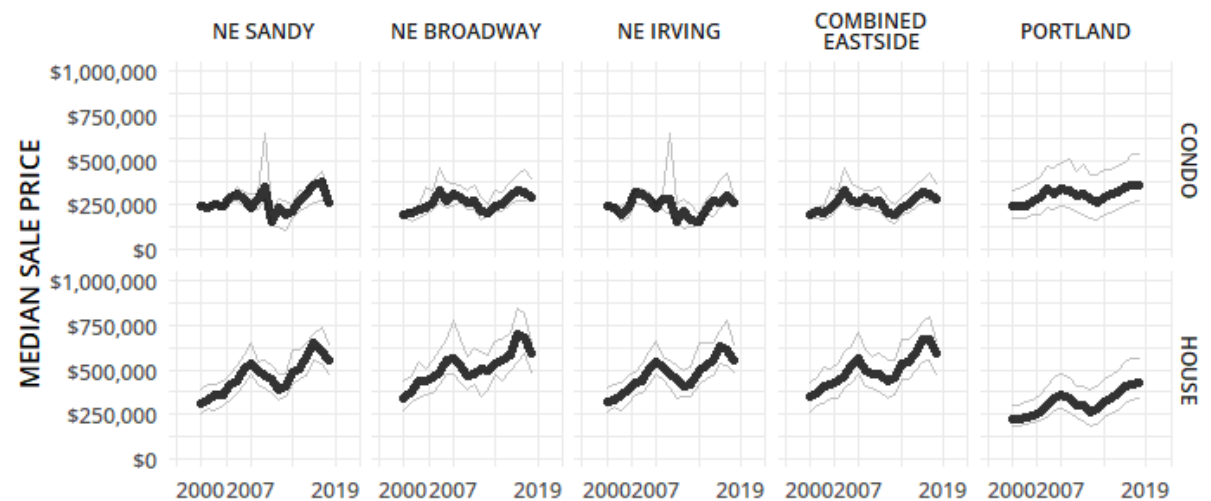
## FOR-SALE MARKET

The for-sale housing market in the combined eastside study areas is moderately sized, with sales of 91 single-family type homes and 41 condos in 2018. The study area with the largest for-sale stock is NE Broadway, which touches numerous larger condo buildings and single-family neighborhoods. **The current median sale price in the combined eastside is about \$593,000 for single-family homes and \$287,000 for condos.** Homes range from about \$210 per ft<sup>2</sup> to \$280 per ft<sup>2</sup>, and the average home is about 2,500 ft<sup>2</sup>.

DISTRIBUTION OF HOME SALES BY BEDROOM COUNT AND HOME TYPE, 2017-18



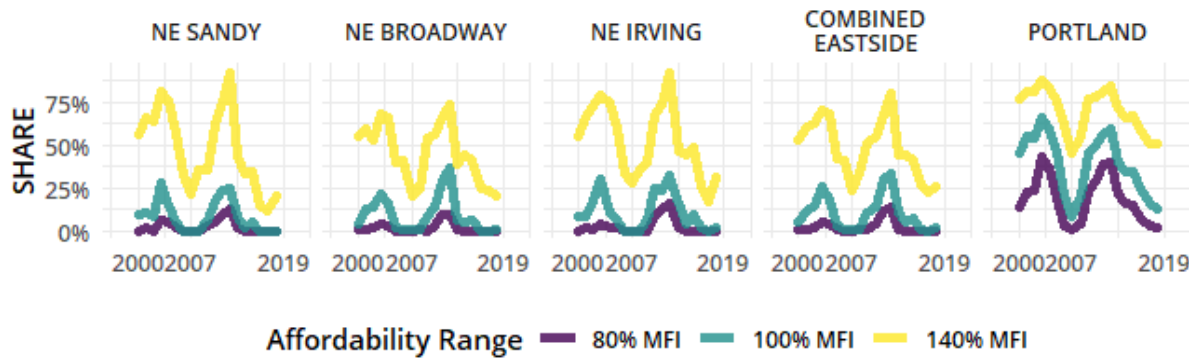
TREND IN MEDIAN SALE PRICE BY HOME TYPE



Source: Regional Multiple Listings Services (RMLS).



TREND IN SHARE OF HOME SALES BY AFFORDABILITY THRESHOLD



Source: Regional Multiple Listings Services (RMLS).

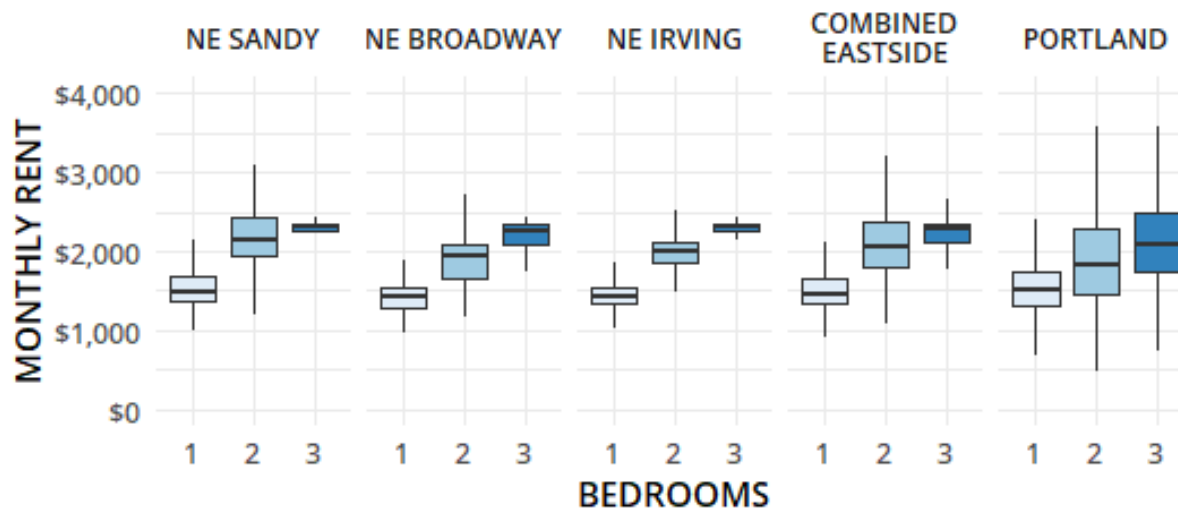
FOR-SALE AFFORDABILITY

Despite the range in sale prices, **homes in the eastside study areas are largely unaffordable to most Portland households.** In 2018 only 25% of all home sales were affordable to a family earning 140% of the median family income (MFI), which was about \$103,000 for a family of three in 2018. This share is half the citywide rate, where about 50% of homes sold in 2018 were affordable at 140% MFI.

RENTAL MARKET

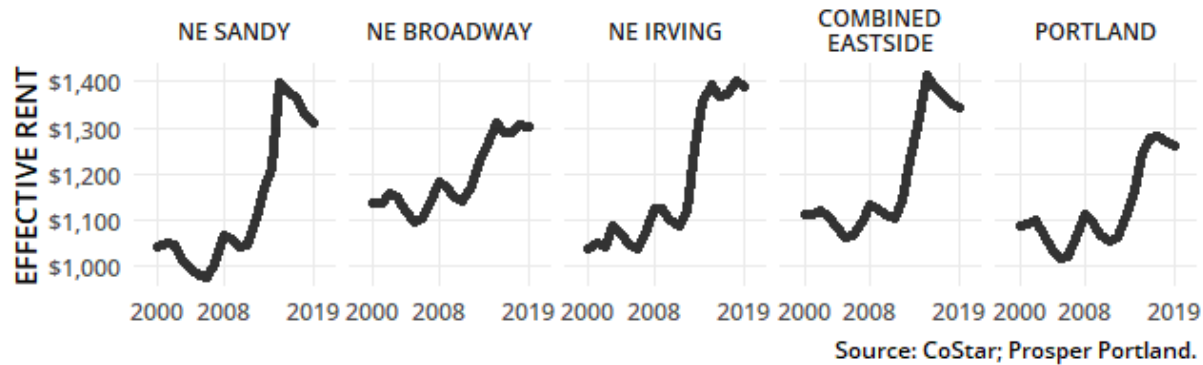
The market on the eastside for rental units is much stronger than it is for for-sale units. Rents in the area vary by bedroom count but start as low as \$1,000 per month for a one-bedroom unit and go as high as \$3,000 per month for a two-bedroom. Overall, **median rent is around \$1,700 per month**, compared to the citywide median of \$1,600. Three-bedroom units are relatively uncommon, with only about 60 three-bedroom listings in 2019 having appeared on Craigslist, an online platform that many apartment-seekers use. This compares to about 2,000 one-bedroom listings. The cost per ft<sup>2</sup> ranges from \$2.10 in the NE Broadway study area to about \$2.30 in the NE Sandy study area.

DISTRIBUTION OF MONTHLY RENTS BY BEDROOM COUNT, 2019

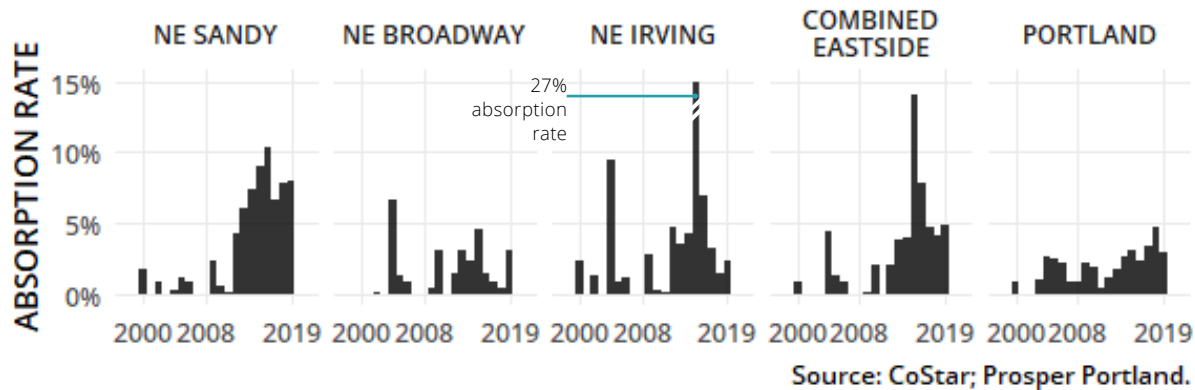


Source: Craigslist.

TREND IN MULTI-FAMILY MONTHLY RENTS



TREND IN MULTI-FAMILY ABSORPTION RATES



MULTI-FAMILY ABSORPTION

Since 2008, the multi-family housing stock in the combined eastside study areas has grown by about 70%, from 4,600 units to about 7,800 today. NE Sandy saw the biggest increase, doubling its stock in that time period. Since new construction tends to be at higher price points, the trend in multi-family rents has grown considerably, increasing by 19% between 2008 and 2019, compared to about 22% in the Northwest study area and 13% citywide. One of the largest deliveries was Hassalo on Eighth (built 2015) in the NE Irving study area, which has almost 660 units. Other major deliveries include Grant Park Village (210 units) at NE Broadway and 32nd and The Yard (280 units) at the Burnside bridgehead.

Hassalo on Eighth (2015) with 660 residential units





MAY 2014

Source: Google Streetview.

*E Burnside looking east toward 13th Ave intersection. These three new buildings in the NE Sandy study area added over 450 units.*



JUN 2019

Source: Google Streetview.

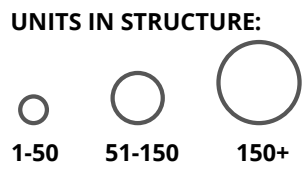
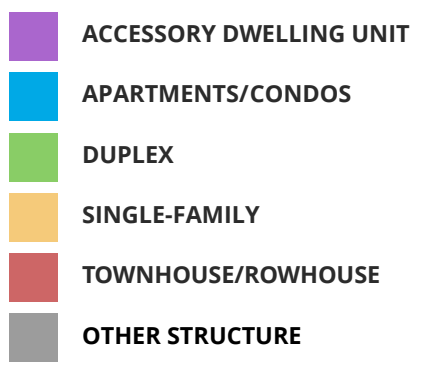
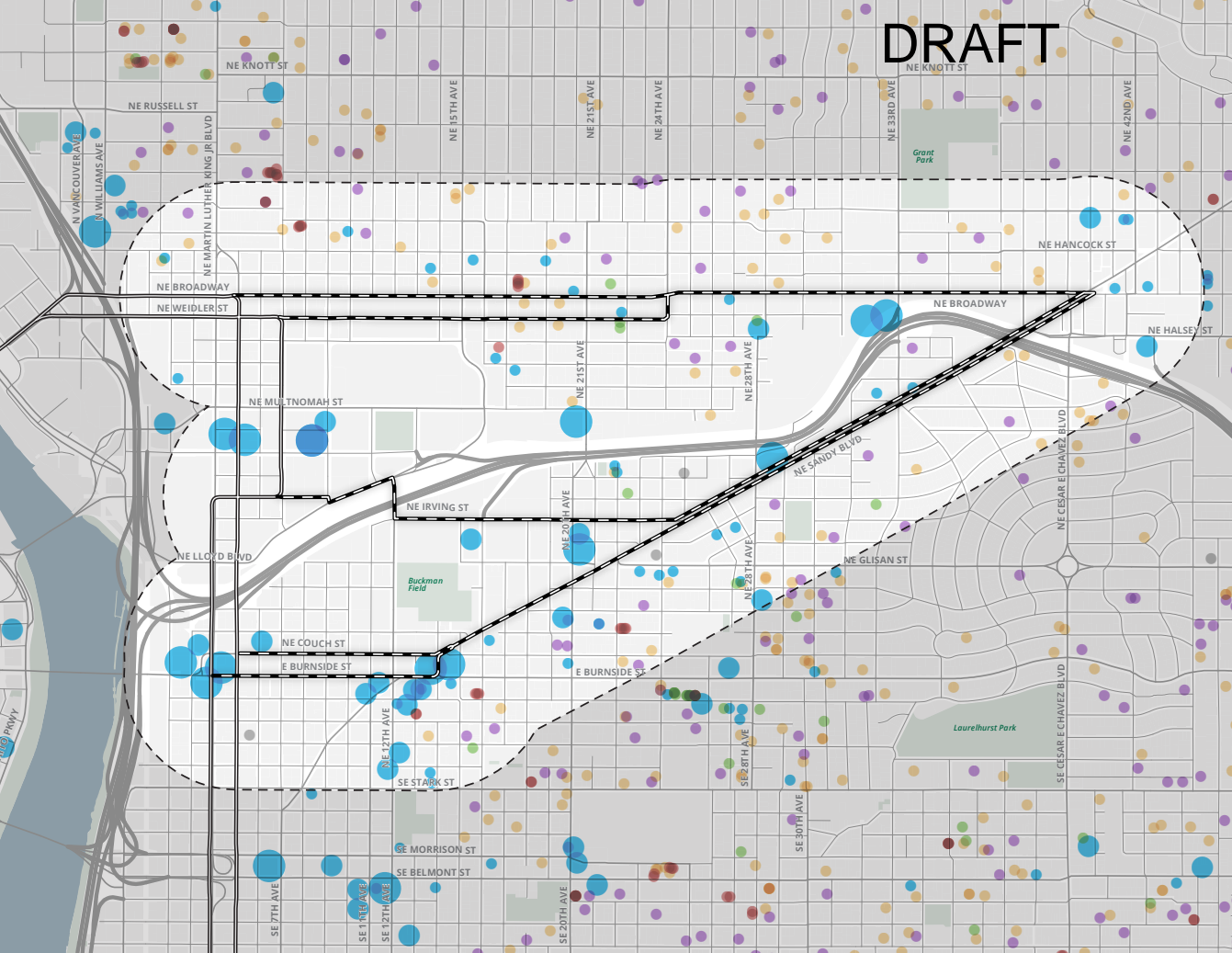
PERMIT ACTIVITY | 2000-2019

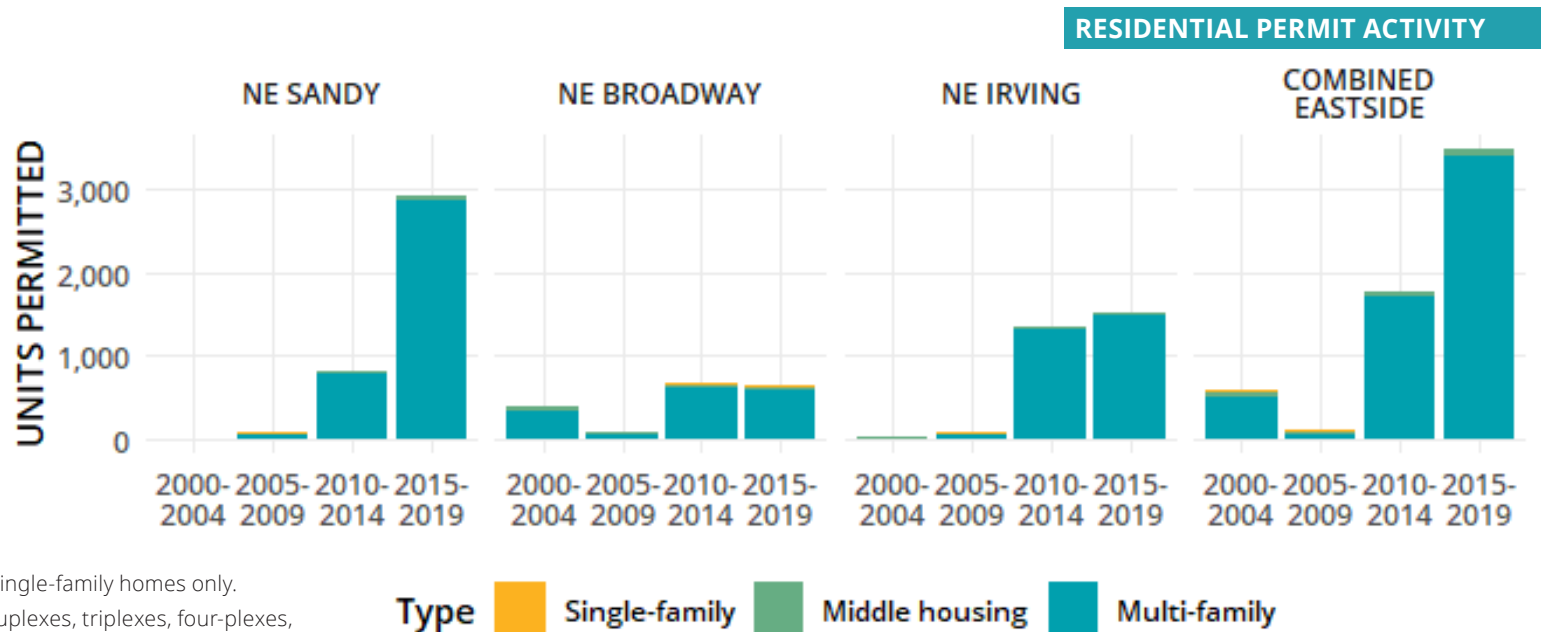
The Eastside study area alignments have seen varying degrees of development since 2000. For residential development, overall the vast majority in all study areas were multi-dwelling units.

**NE Sandy:** The number of units permitted in 2000-04 and 2005-09 were relatively few—under 100 combined. In the 2010-2014, the number of units increased significantly to over 800 units. Residential development permitted in the 2015-2019 period increased dramatically to over 2,900 units, the largest number among all the alignments. Many of these units are located in the Burnside corridor, and many units in the Sandy corridor are still under construction.

**NE Broadway:** Among the Eastside alignments, this area saw the most residential units permitted in the 2000-04 period with 393 units. This dropped to 95 in the 2005-09. The 2010-14 and 2015-19 periods were roughly the same at 662 and 634 units respectively. This alignment has seen the least activity in recent years.

**NE Irving:** Similar to Sandy, the number of units permitted in 2000-04 and 2005-09 were relatively few - about 100 combined. In the 2010-2014, the number of units increased significantly to over 1300 units. Residential development permitted in the 2015-2019 period increased to over 1500 units. This alignment has some areas of overlap with both NE Broadway and NE Sandy, so units may be double counted.





Source: Bureau of Development Services (BDS).

**Single-family** is detached single-family homes only.  
**Middle housing** includes duplexes, triplexes, four-plexes, townhomes and accessory dwelling units (ADUs).  
**Multi-family** are buildings with 5 or more units.

**ABOUT THIS DATA SOURCE:  
 BDS PERMIT DATA**

Residential permit activity data come from the **Bureau of Development Services**. Permits are processed building-wise, meaning that multiple buildings on a single parcel or site would require multiple permits. Multi-family permits contain multiple units. The analysis here summarizes permit activity based on the number of units within each permit.

Only permits that are “issued”, “under inspection” or “finalized” are counted, meaning that at a minimum, the permit applicant has to have paid all permit application fees and

system development charges (SDCs). This differs slightly from the number of units actually built, since applicants may choose to delay construction.

**ABOUT THIS DATA SOURCE:  
 RMLS**

The **Regional Multiple Listings Service (RMLS)** is a proprietary database that realtors use to access and create current home listings and view past listings. The Portland Bureau of Planning and Sustainability maintains a subscription to the service and updates their database annually with recent sales. For each home sold in the Portland region, the database contains hundreds of datapoints on the sale, such as the location, sale price and number of bedrooms. Single-family homes, condos, townhomes, attached houses and floating homes are captured in this database.

# Jobs & Businesses

The combined eastside study areas are home to over 2,400 businesses employing almost 34,500 people. The area contains a mix of employment sectors, with industrial toward the river primarily in the NE Sandy study area and office jobs in the Lloyd Center along the Irving study area. The combined eastside has active retail along several major corridors as well as a regional shopping mall.

## MAJOR EMPLOYERS

Most businesses (84%) in the eastside study areas have fewer than 20 employees, but most of the jobs (42%) are in firms with 100 or more employees. However, the NE Sandy study area has a disproportionately large share of employment in smaller firms, with 57% of employment in small firms with fewer than 50 employees.



*Pepsi Bottling's distribution center on Sandy Blvd.*

- **Utilities companies** such as **Bonneville Power Administration and PacifiCorp** have their headquarters in the Lloyd Center.
- **The Lloyd Center** has many other headquarters or regional offices, including **Kaiser Permanente, Liberty Mutual, and KinderCare Education**.
- **The Lloyd Center Mall** has dozens of retail stores and close to 2,000 jobs.
- **Numerous government offices**, such as Metro, DEQ, Fish and Wildlife Services, and other State of Oregon and federal offices.
- **At the Burnside bridgehead, Pacific Coast Fruit** has their main wholesale and distribution center, and the headquarters for **American Medical Response (AMR)**—the primary paramedic services in Portland—is also at the bridgehead.
- Although just outside of the study area, **Providence Hospital** in Hollywood is a major regional employer.
- **The Oregon Convention Center** is a top employer and major destination.
- **Franz Bakery** has their industrial bakery on NE 12th and NE Couch St and **Pepsi's** bottling and distribution site is just off NE Sandy Blvd and NE 26th.
- Grocery stores including **Fred Meyer, Whole Foods, New Seasons and Trader Joes** are clustered in Hollywood.

**BUSINESS & EMPLOYMENT MIX**

There are over 2,400 businesses and 34,500 jobs in the combined eastside study area spanning a range of industries. The largest industry classification is office services, capturing about 40% of jobs and businesses. Compared to the citywide average, the business industry mix along the alignments contains less production and distribution jobs and more office jobs. Despite a citywide decrease in the mix of production and distribution businesses, the NE Irving study area has seen a slight increase. Retail services also play a major role in the business mix.

**BUSINESS AND EMPLOYMENT MIX BY EMPLOYMENT SECTOR, 2018**

	NE SANDY	NE BROADWAY	NE IRVING	COMBINED EASTSIDE	PORTLAND
<b>BUSINESSES</b>	<b>1,393</b>	<b>1,197</b>	<b>1,211</b>	<b>2,432</b>	<b>34,401</b>
Production & Distribution	15%	8%	11%	13%	18%
Education & Healthcare	13%	14%	13%	12%	11%
Office Services	38%	36%	41%	39%	35%
Retail & Related Services	34%	41%	34%	36%	36%
<b>JOB</b>	<b>16,639</b>	<b>15,498</b>	<b>21,042</b>	<b>34,504</b>	<b>455,478</b>
Production & Distribution	22%	10%	14%	17%	22%
Education & Healthcare	16%	12%	10%	12%	24%
Office Services	27%	38%	48%	40%	30%
Retail & Related Services	35%	41%	28%	31%	24%

**BUSINESS AND EMPLOYMENT MIX BY FIRM SIZE, 2018**



**JOB GROWTH**

Since 2008, the combined Eastside study area has grown by about 4,200 jobs, or 12%. This is slightly lower than the citywide average of 13% growth. The NE Irving study area has the most jobs (about 20,000), which are primarily office jobs, but it has also seen the least amount of growth. Job growth in the combined study area has been led primarily by office and retail jobs, specifically management, professional services and food services. The fastest growth was in the NE Sandy study area, which grew by 4,800 jobs, or 42%.

**ABOUT THIS DATA SOURCE:  
QCEW**

The **Quarterly Census of Employment and Wages (QCEW)** is a State and Federal program jointly administered by the Oregon Employment Department (OED) and the Bureau of Labor Statistics (BLS). Each quarter, all employers covered by the State of Oregon's unemployment insurance (UI) laws must report to the Census of Employment and Wages. Self-employed individuals and other types of employment are not counted by QCEW; however, over 95% of all jobs are covered by QCEW.

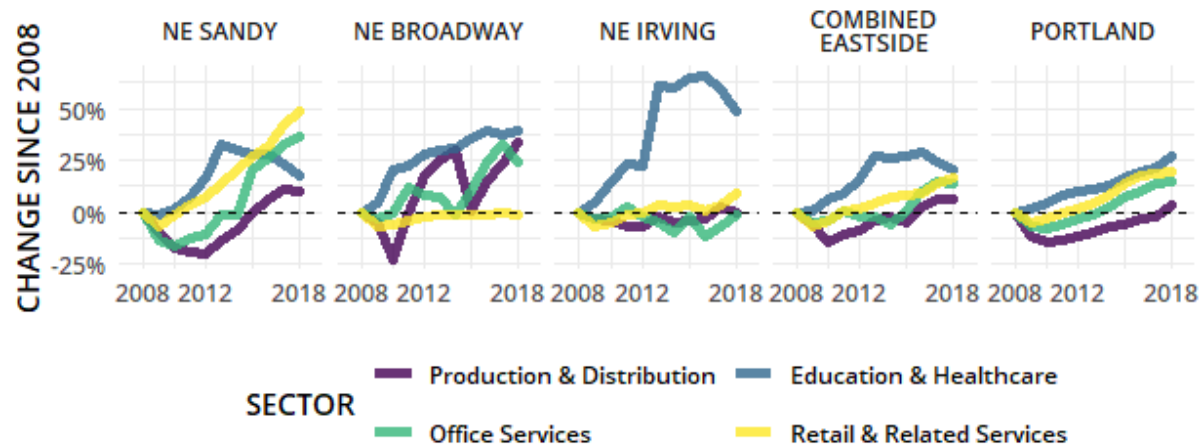
There are two versions of this dataset:

1. A **public-facing dataset** containing aggregate data on employment, wages and count of businesses maintained by the BLS.
2. A **confidential dataset** maintained by the Oregon Employment Department containing establishment-level data on individual employers.

The second dataset was used in this analysis. It contains quarterly employment and wages within each firm, their industry classification using the NAICS system, and the location of the business.

For more information, visit: [OED](#) or [BLS](#).

**CHANGE IN EMPLOYMENT RELATIVE TO 2008 BY EMPLOYMENT SECTOR**



Source: Oregon Employment Department (OED).



# Commercial Space

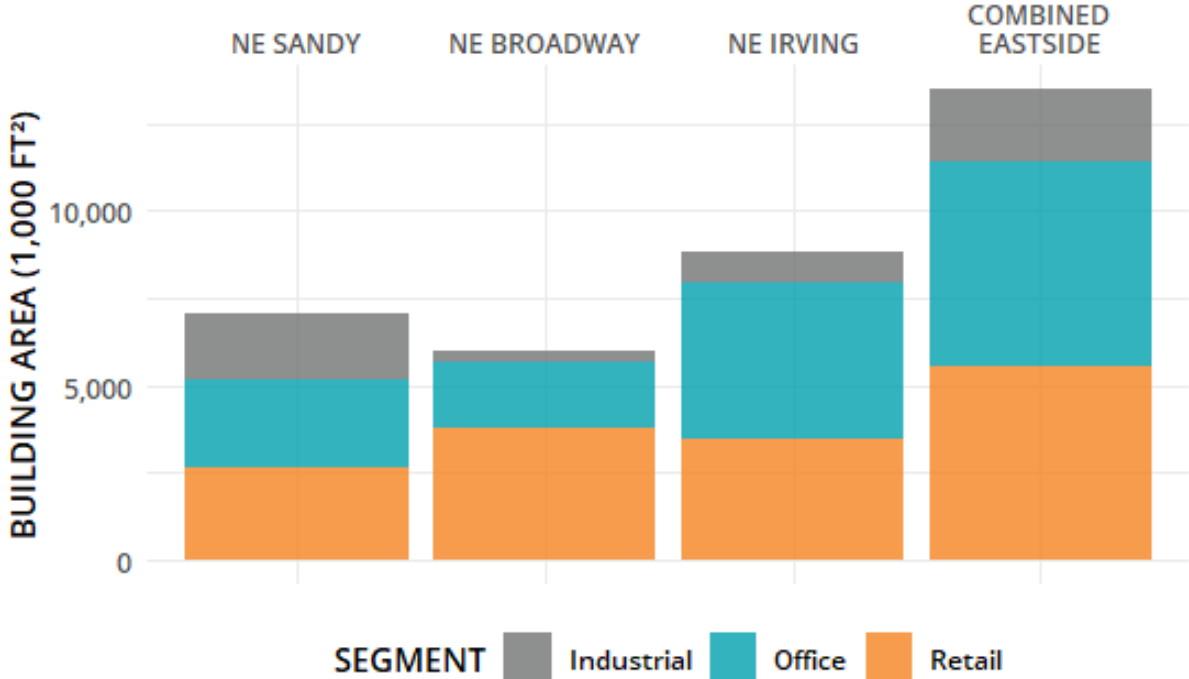
## MARKET SNAPSHOT

Tracking jobs also requires considering the industrial, office and retail space available to prospective tenants and employers. The baseline metrics for understanding the health of commercial real estate markets are rentable building area; lease rates (cost per ft<sup>2</sup>); vacancy rates; deliveries (new construction); and net absorption (leasable area coming online in a period). The table here provides a snapshot of 2019 Q4 to-date (Dec 1, 2019) for these metrics for the eastside alignment areas.

	BUILDINGS	TOTAL AREA (1,000 FT2)	TOTAL VACANT (1,000 FT2)	VACANCY RATE	YTD NET ABSORPTION (1,000 FT2)	SF UNDER CONSTRUCTION (1,000 FT2)	LEASE RATE
<b>INDUSTRIAL</b>							
NE Sandy	106	1,874	77	4.1%	-57	0	\$14.00
NE Broadway	21	303	16	5.3%	-8	0	\$13.40
NE Irving	44	867	14	1.6%	-14	0	\$14.60
Combined Eastside	121	2,053	93	4.5%	-65	0	\$13.80
Portland	2,757	84,605	3,691	4.4%	-1,747	788	\$9.50
<b>OFFICE</b>							
NE Sandy	196	2,570	132	5.1%	12	120	\$24.60
NE Broadway	130	1,905	24	1.3%	31	0	\$29.40
NE Irving	136	4,481	106	2.4%	96	0	\$28.70
Combined Eastside	284	5,907	176	3.0%	117	120	\$27.50
Portland	2,529	55,250	4,907	8.9%	-18	1,339	\$28.00
<b>RETAIL</b>							
NE Sandy	290	2,644	151	5.7%	-65	0	\$12.90
NE Broadway	247	3,789	99	2.6%	82	0	\$28.60
NE Irving	193	3,460	70	2.0%	107	0	\$19.60
Combined Eastside	460	5,542	189	3.4%	29	0	\$18.00
Portland	4,882	38,921	1,241	3.2%	-168	11	\$20.70

Source: CoStar; Prosper Portland.

RENTABLE BUILDING AREA BY MARKET SEGMENT, 2019



Source: CoStar; Prosper Portland.

RENTABLE BUILDING AREA

The combined study area has over 13.5 million ft<sup>2</sup> of commercial space spread across 865 buildings. Each study area has between 5 million and 8 million ft<sup>2</sup>. NE Irving contains the most office space. NE Sandy has the most industrial. NE Broadway has the most retail space.

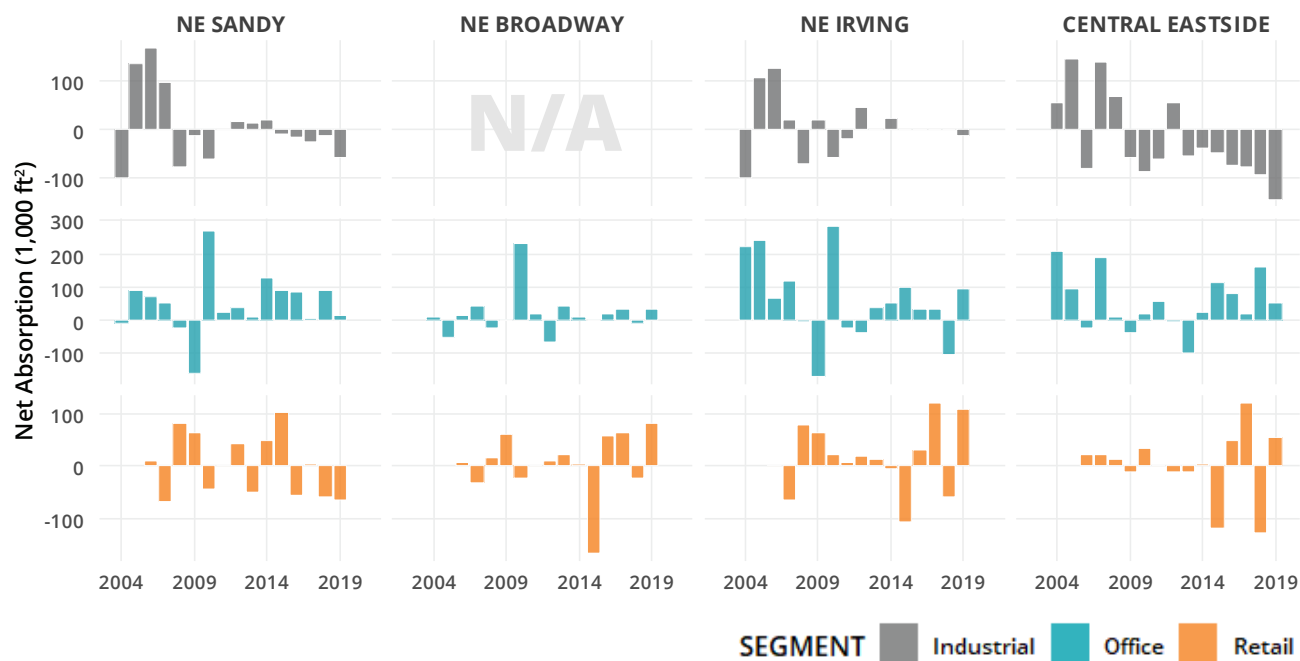
**ABOUT THIS DATA SOURCE:  
COSTAR**

Information on commercial space, including lease rates, vacancy rates and absorption come from a proprietary data source called **CoStar**. This is one of the most expansive datasets nationwide that real estate developers and brokers use to track trends across multiple market segments. CoStar surveys thousands of buildings in the Portland region and produces market analytics on things like the inventory of commercial space, lease rates that property owners charge tenants, which firms occupy space within a building, and numerous other trends.

CoStar also provides information on trends in multi-family markets, including detailed rental information. However, only buildings in CoStar’s inventory are tracked, which typically includes only larger buildings with 50 or more units. This represents only a segment of the entire rental housing stock, making it only one of many sources policy makers must use to understand housing dynamics in an area.

For more information, visit <https://www.costar.com/products/costar-market-analytics>.

**TREND IN ABSORPTION RATES BY MARKET SEGMENT**



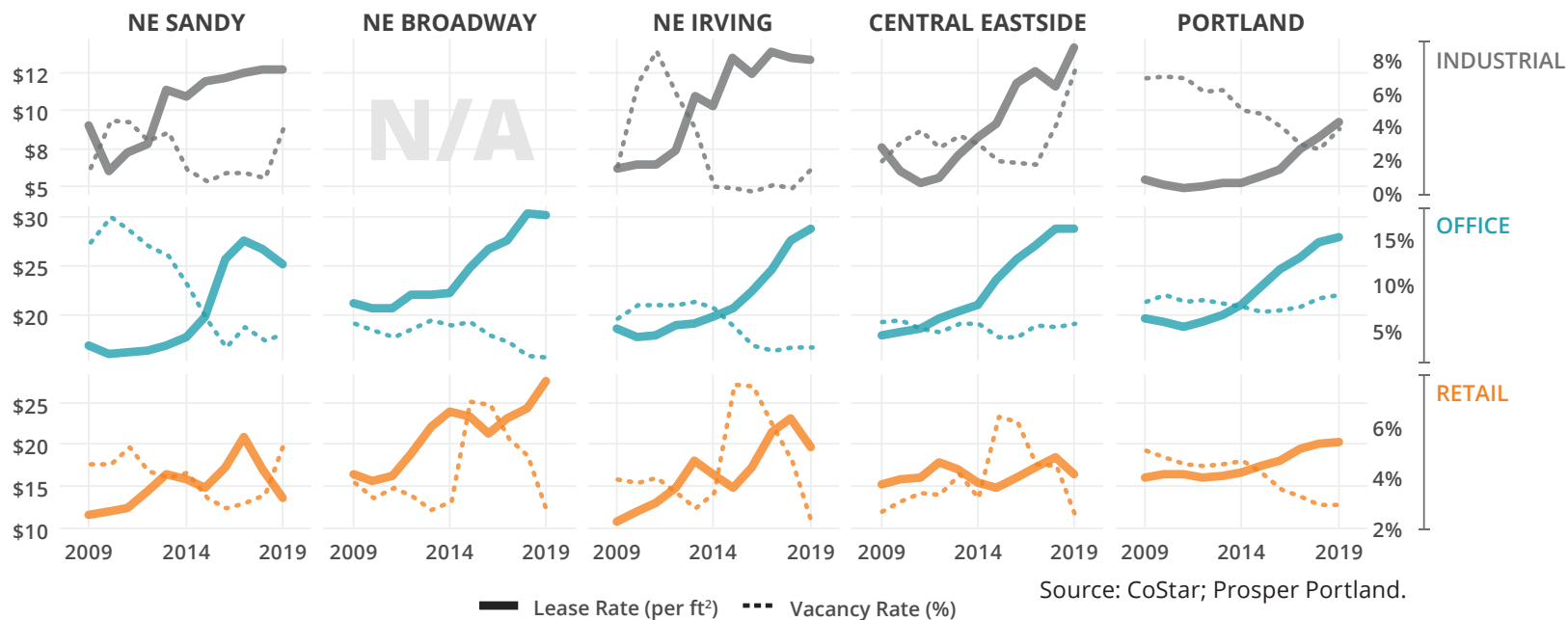
Source: CoStar; Prosper Portland.

**ABSORPTION**

Another key metric in looking at the market for commercial space is absorption. This is the net amount of square footage that became available (tenants moving out or market deliveries) or was leased up. Positive net absorption means more space was leased than was returned to the market. Negative net absorption means more space was vacated and hence an increase in the available supply. Commercial rents in positive net absorption scenarios tend to increase; and they decrease in negative net absorption scenarios.

Since 2014, the combined eastside study areas have absorbed 453,000 net ft² of office space. This indicates a higher demand for space, primarily in the NE Sandy and NE Irving alignment areas. This is reflected in the increase in office lease rates.

TREND IN LEASE AND VACANCY RATES BY MARKET SEGMENT



LEASE RATES

Multiple factors influence lease rates, including demand for space, new deliveries, and submarket dynamics that make some areas more desirable than others. The cost to occupy commercial space in the alignment areas is comparable to similar markets and Portland as a whole. NE Broadway has the highest office lease rates at about \$30 per ft<sup>2</sup>. Industrial rates in the NE Sandy study area are higher than citywide rates but comparable to the Central Eastside at about \$12 per ft<sup>2</sup>. Office lease rates have risen since 2013 across the study areas, which has been driven by the demand

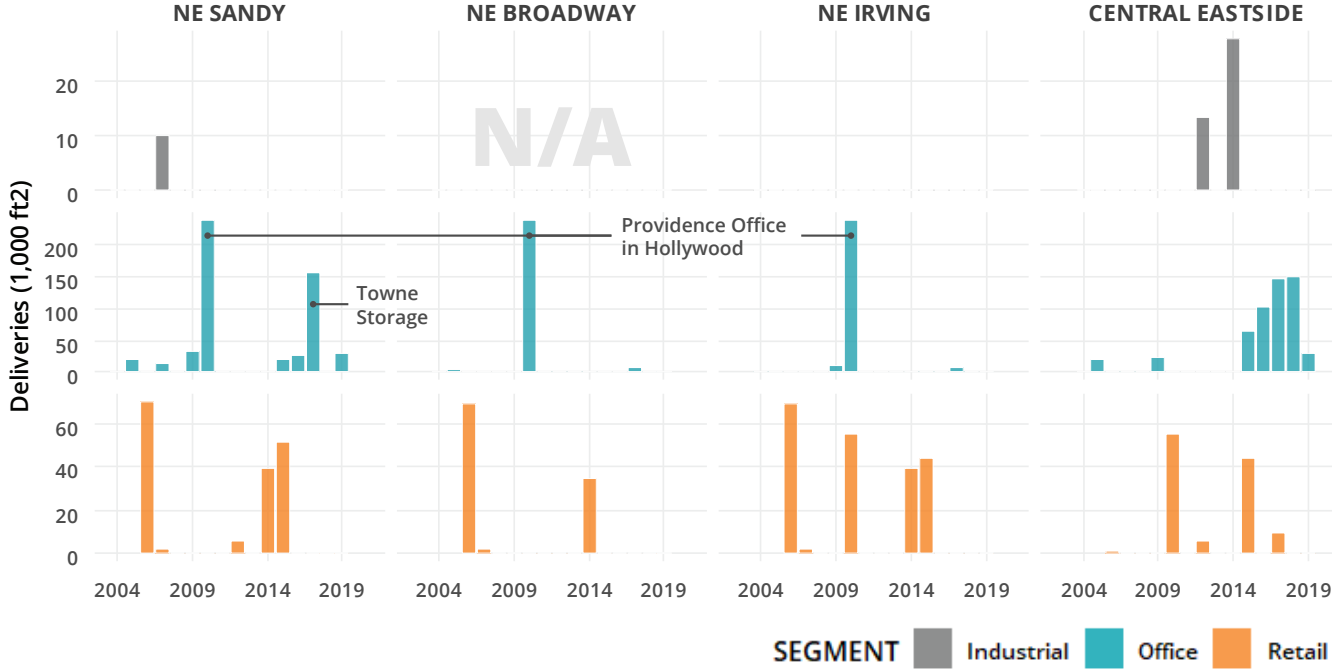
for space in these locations. Retail lease rates are considerably higher, particularly along NE Broadway which have reached almost \$29 per ft<sup>2</sup>, compared to the citywide average of \$21 per ft<sup>2</sup>.

VACANCY RATES

There is more than 458,000 ft<sup>2</sup> of vacant commercial space in the combined study areas, and the highest amount is in the NE Sandy study area. Sandy's retail space is about 5.7 percent vacant, compared to 3.4% overall in

the combined study areas. Office vacancies in NE Sandy have declined considerably, from as high as 14.5% in 2009 to 5.1% at the end of 2019. Office vacancy is effectively zero in the Broadway study area, with about 24,000 ft<sup>2</sup> of vacant office space (or 1.3%). All three corridors are a regional destination for retail activity, from shops to restaurants and nightlife, and vacancy rates are low in the combined area at 3.4%. Retail vacancy rates spiked considerably along the NE Broadway and NE Irving study areas from 2015 to 2018, likely due to a large-format tenant relocating.

TREND IN DELIVERIES BY MARKET SEGMENT



Source: CoStar; Prosper Portland.

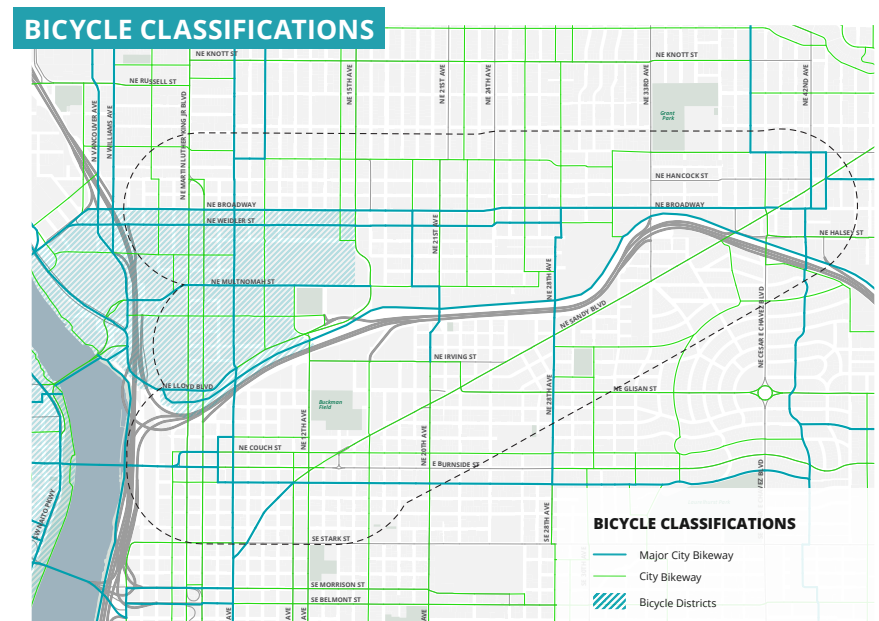
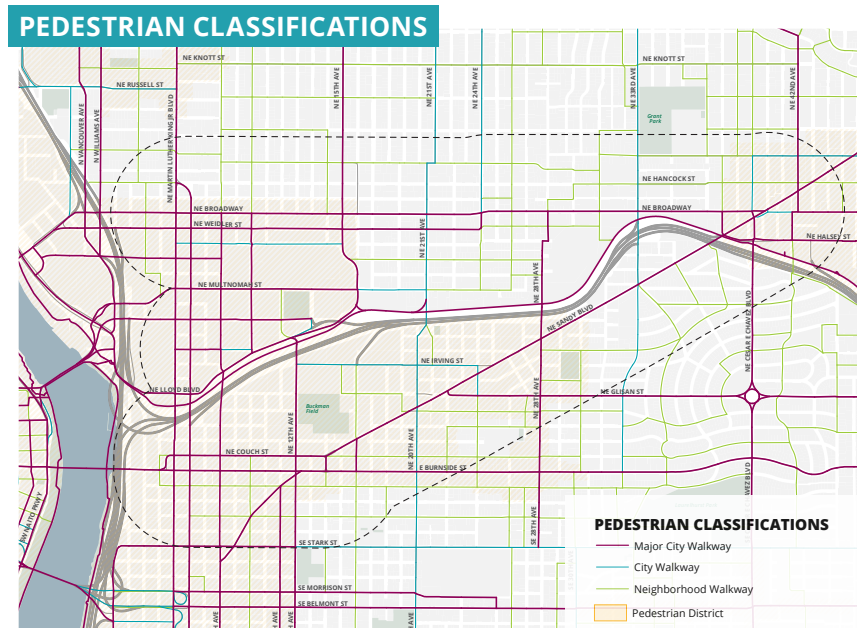
DELIVERIES

Since 2014, about 365,000 ft² of commercial space was delivered to the market in the combined study areas, 63% of which was office space (or about 230,000 ft²). For comparison, the existing Pearl District streetcar alignment area delivered 752,000 ft² of office in the same time period. The largest addition was the Towne Storage building in 2017 in the NE Sandy study area, which brought on 100,000 ft² of office space and is now fully leased.

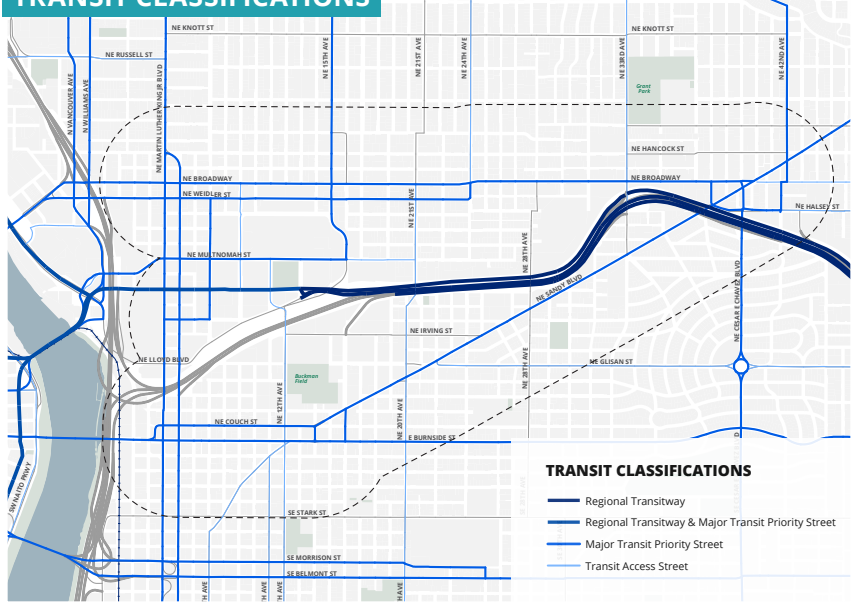
# Transportation Classifications

The Portland Transportation System Plan classifies each street according to its role in the traffic, transit, bicycle, pedestrian, and freight system. The higher the classification, the more important the role the street plays for each travel mode.

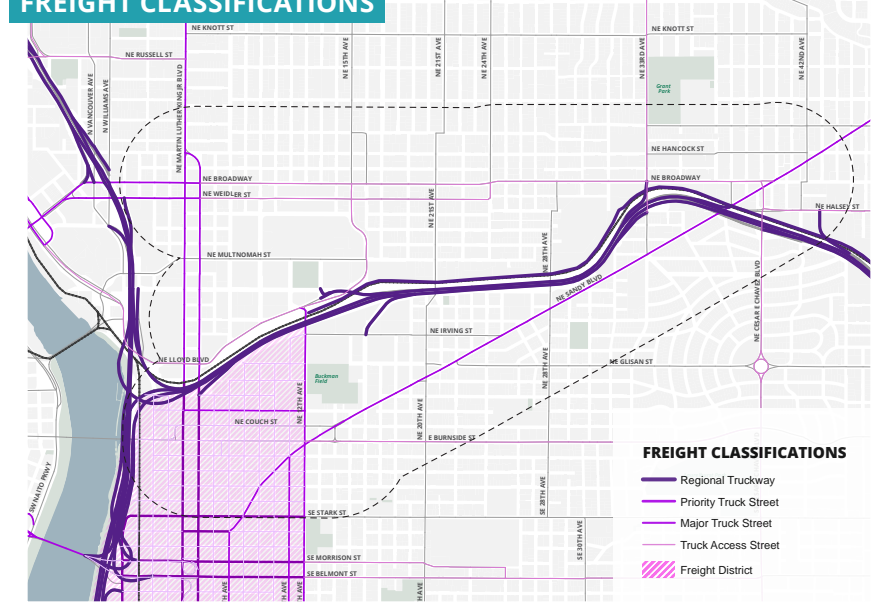
Street	Traffic	Transit	Bicycle	Pedestrian	Freight
NE Broadway/ NE Weidler	Major City Traffic	Major Transit Priority	Major City Bike-way	City Walkway	Truck Access
NE Oregon Street	Local Street	Local Street	Local Street	City Walkway	Local Street
NE Lloyd Boulevard	Local Street	Local Street	City Bikeway	City Walkway	Truck Access
NE Irving Street	Neighborhood Collector	Local Street	City Bikeway	Local Street	Local Street
Sandy Blvd.	Major City Traffic	Major Transit Priority	City Bikeway	City Walkway	Major Truck Street
NE Couch Street/ E Burnside St	Major City Traffic	Major Transit Priority	City Bikeway	City Walkway	Freight District



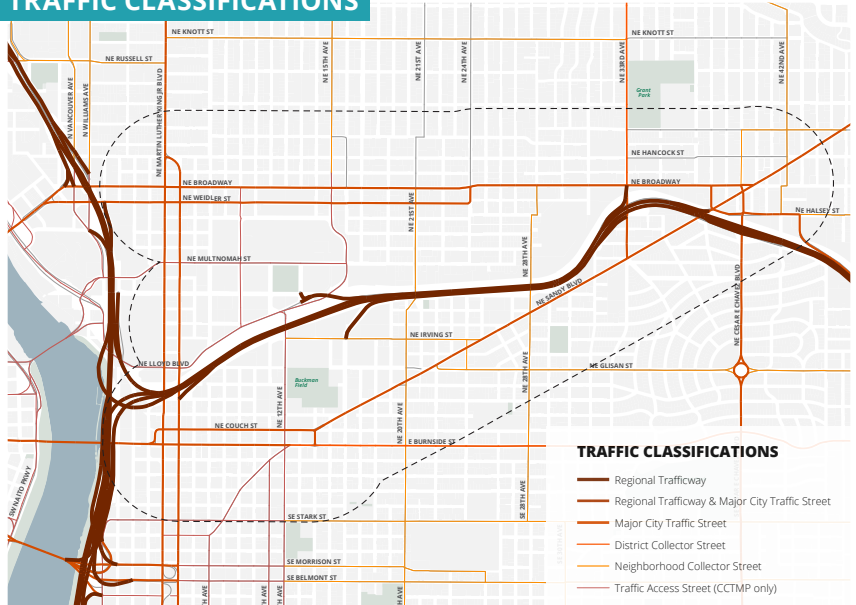
TRANSIT CLASSIFICATIONS



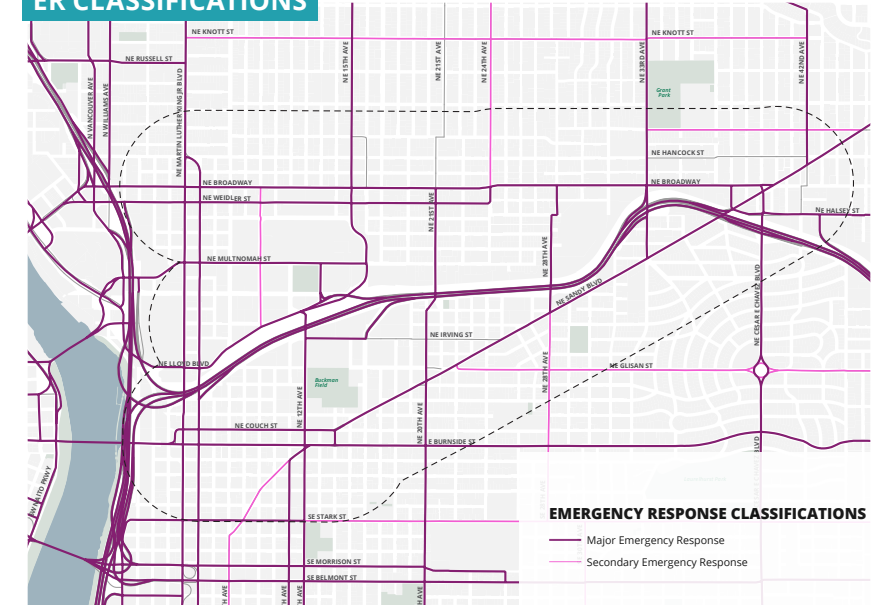
FREIGHT CLASSIFICATIONS



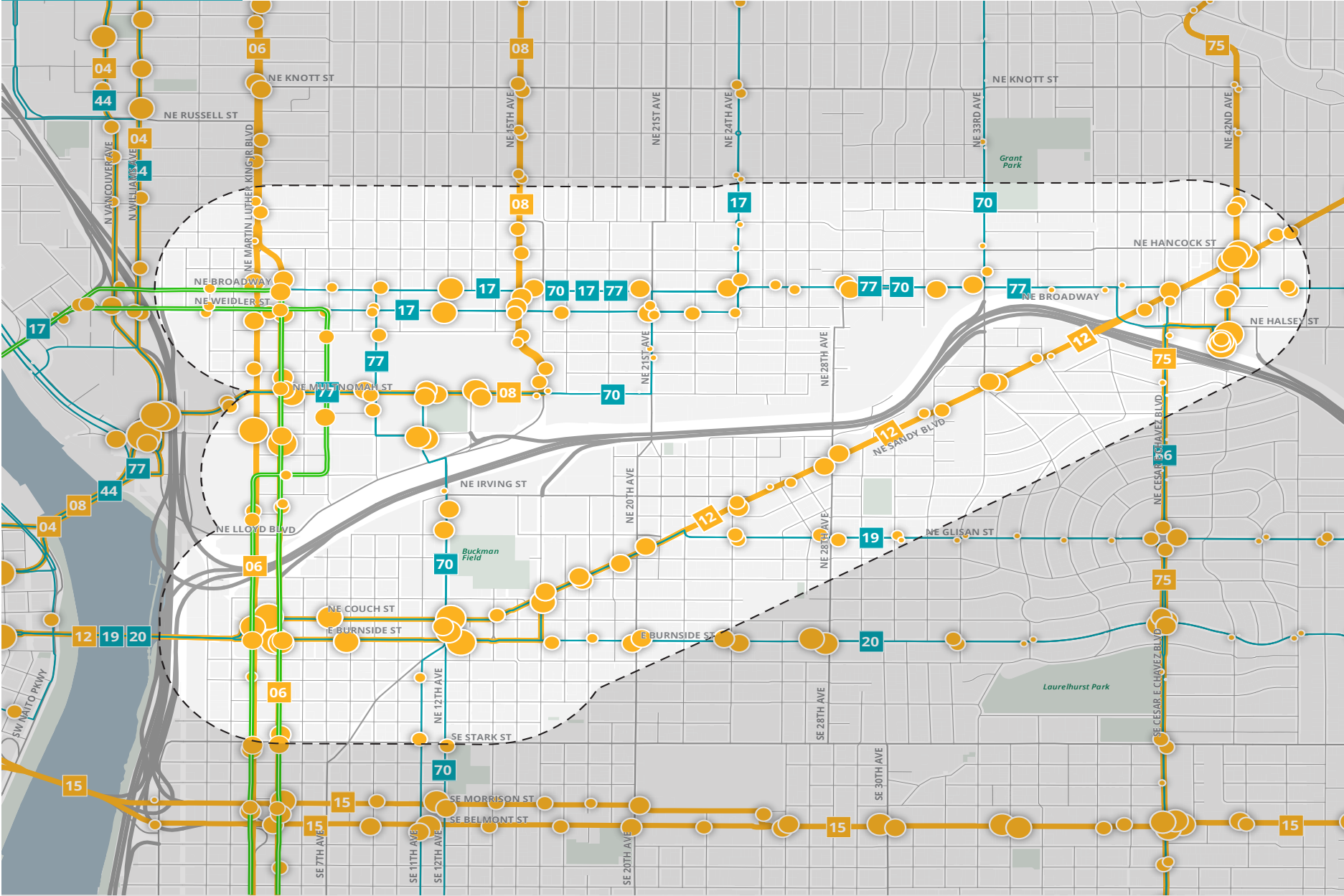
TRAFFIC CLASSIFICATIONS



ER CLASSIFICATIONS



TRANSIT ACTIVITY MAP





## EXISTING BUS ACTIVITY

Ten bus lines serve the eastside study area. Bus lines that serve the proposed corridors include Route 12, 17, 19, 20, 77, and 70.

Line 12 runs along NE Sandy Blvd, connecting Tigard Transit Center and Parkrose/Sumner Transit Center. Lines 19 and 20 also provide east-west connections. Line 19 serves E Burnside, NE Couch, and NE Glisan, connecting Mt Scott/112th, Portland City Center, and Gateway Transit Center. Line 20 runs along E Burnside and NE Couch and connects the Beaverton and Gresham Transit Centers.

The 17 and 77 bus lines provide east-west connectivity along NE Broadway and NE Weidler. Line 70 partially runs along NE Broadway and NE Weidler but primarily serves as a north-south connection between Milwaukie City Center and Columbia River Correction Center.

The Portland lightrail MAX, also operates from the City Center to the Lloyc Center Mall and the Hollywood Transit Center. Both destinations are served by the Green, Red, and Blue lines.

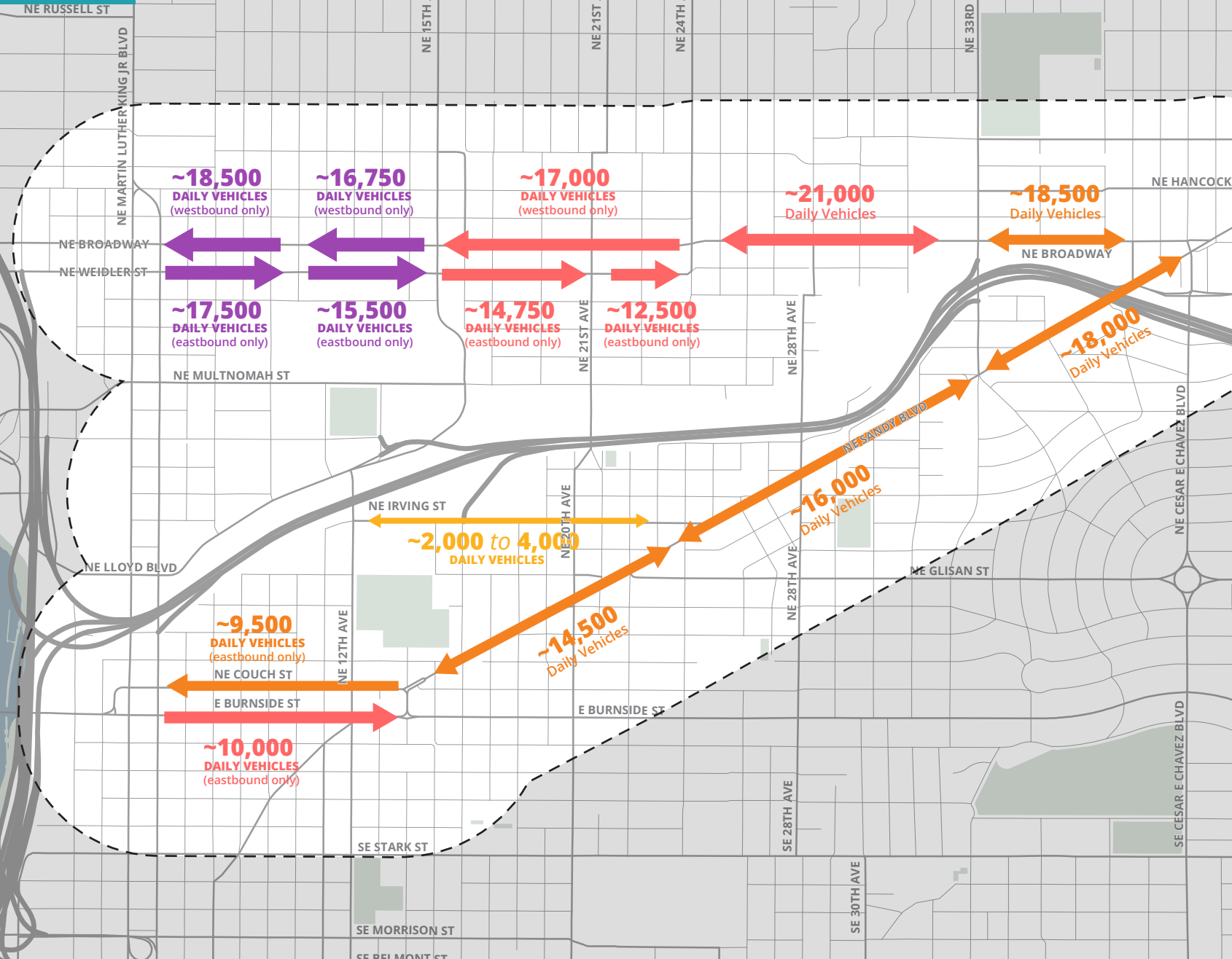
## BUSIEST TRANSIT STOPS | EASTSIDE STUDY AREA

Transit Station	Total Daily Boardings	Transit Services
E Burnside & NE Grand	2,031	Line 12, Line 19, Line 20
Hollywood Transit Center	2,029	Line 75, Line 76, Line 77, Line 66
E Burnside & SE Sandy	1,632	Line 12, Line 19, Line 20
NE Couch & 12th	1,584	Line 12, Line 19, Line 20
NE Couch & Grand	1,347	Line 12, Line 19, Line 20
NE Multnomah & 13th	1,064	Line 8, Line 77
E Burnside & SE 8th	789	Line 12, Line 19, Line 20
NE Couch & 7th	750	Line 12, Line 19, Line 20
NE M L King & Holladay	746	Line 6
NE 42nd & Broadway	718	Line 75, Line 77

# DRAFT

Exhibit B

## TRAFFIC VOLUMES



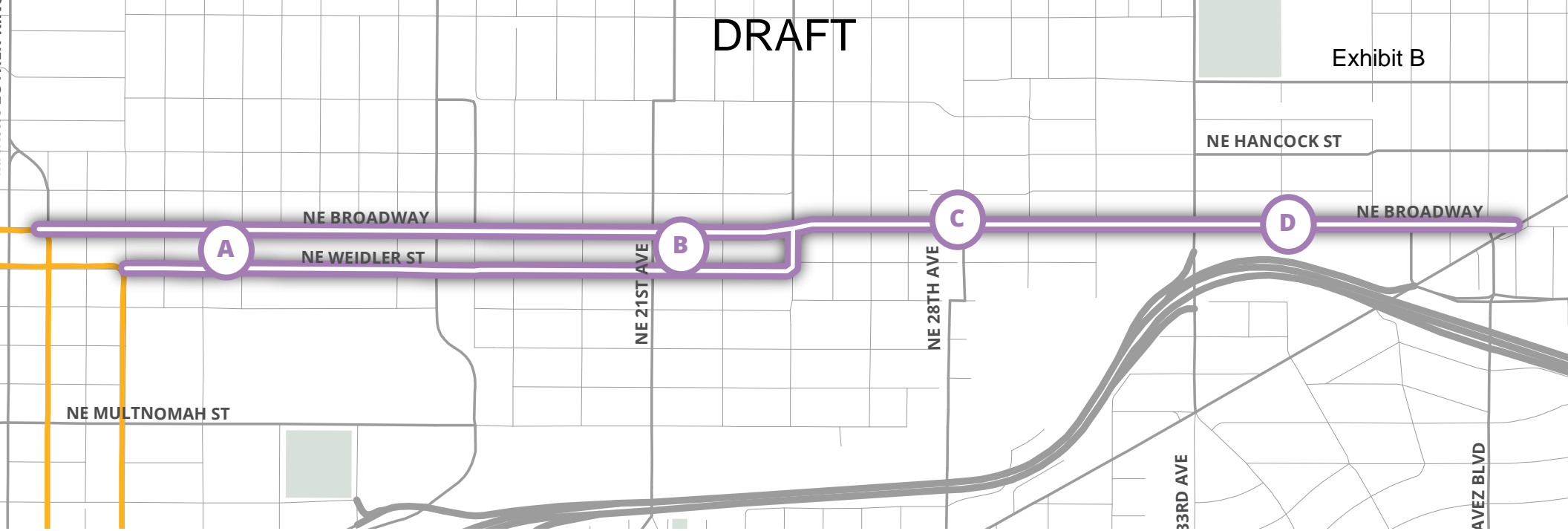
## TRAFFIC VOLUMES DISCUSSION

This map shows the daily traffic volumes for the proposed alignments. The Broadway/Weidler alignment has the highest total daily vehicles compared to the Irving/Sandy and Burnside/Couch/Sandy alignments.

Per the 2035 Transportation System Plan, NE Broadway is primarily classified as a Major City Traffic street. NE Weidler is also classified as a Major City Traffic street between NE Victoria and NE 24th and a Local Service Street between NE 24th and NE 32nd. Major City Traffic Streets serve as the principal routes for interdistrict traffic and have higher people carrying capacity than Local Service Streets, which distribute local traffic and provide access to local residences or commercial uses.

## TRAFFIC VOLUME STATISTICS

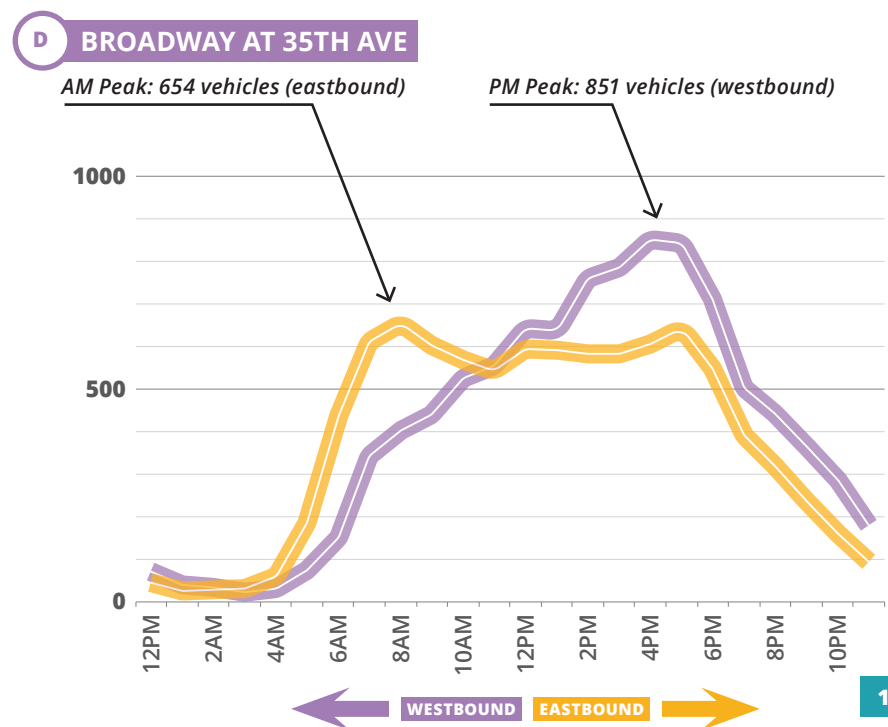
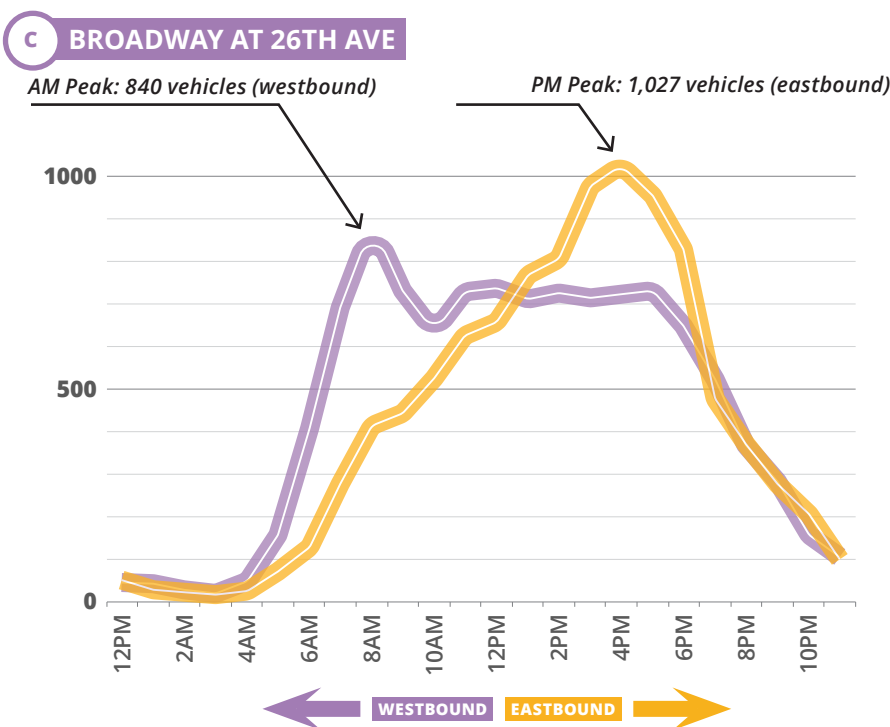
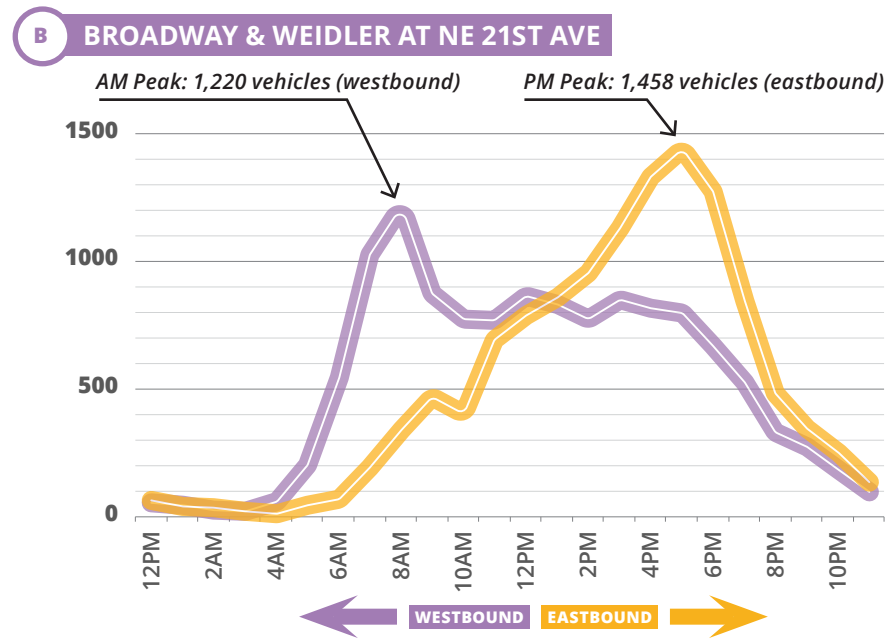
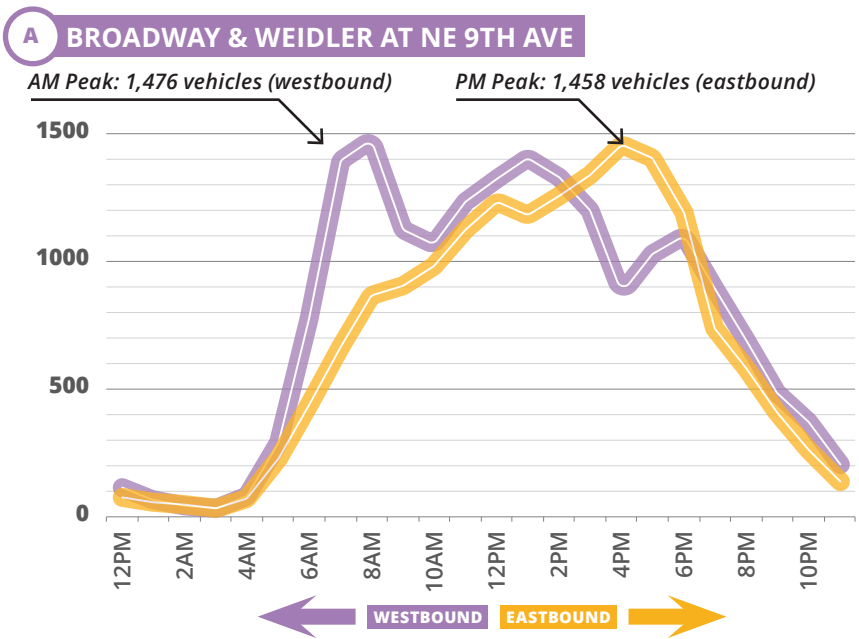
	<b>BROADWAY &amp; WEIDLER</b>	<b>IRVING &amp; SANDY</b>	<b>SANDY &amp; BURNSIDE</b>
Segment with the lowest volume of daily vehicles	NE Weidler, NE 21st to NE 24th: ~12,500 daily vehicles	NE Irving, NE 12th to NE 23rd: ~2,000 to 4,000 daily vehicles	NE Couch, NE Grand to NE Sandy: ~9,500 daily vehicles
Segment with the highest volume of daily vehicles	NE Broadway, NE 24th to NE 33rd: ~21,000 daily vehicles	NE Sandy, NE 33rd to NE Ceasar E Chavez Blvd ~18,000 daily vehicles	NE Sandy, NE 33rd to NE Ceasar E Chavez Blvd ~18,000 daily vehicles

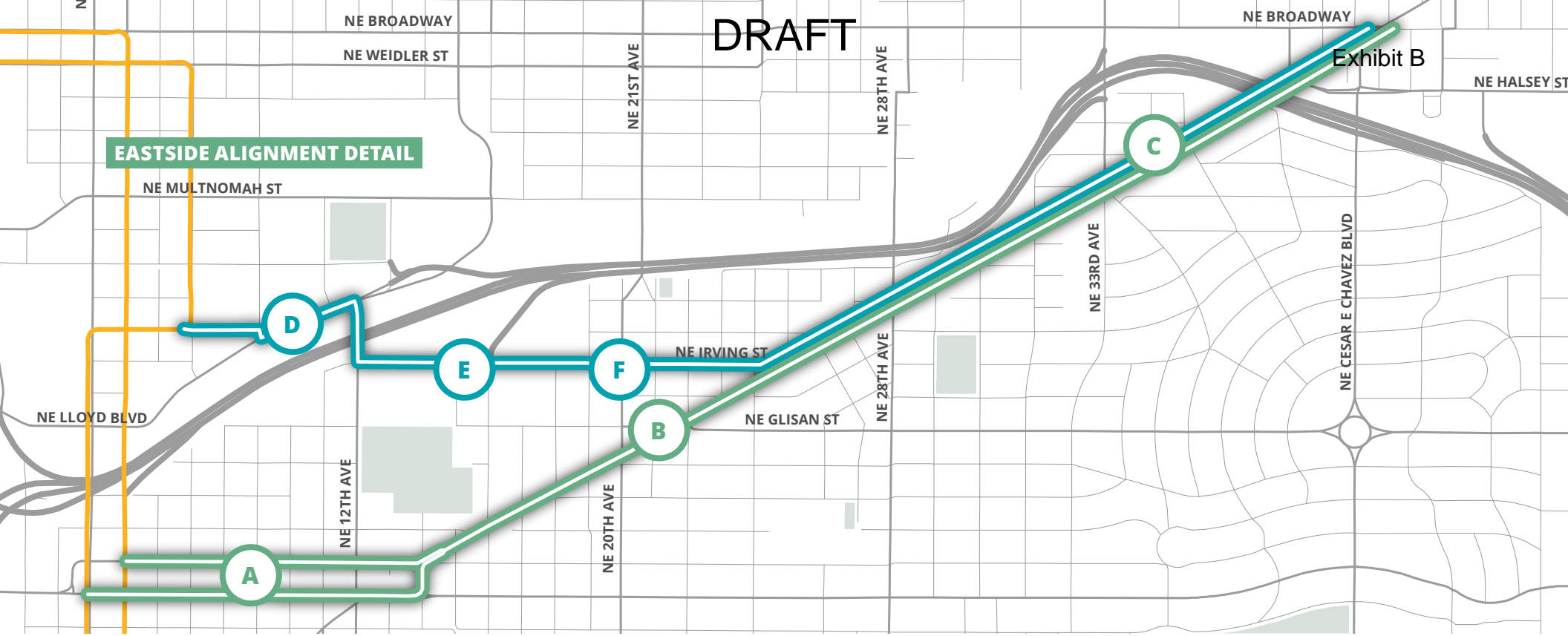


### TRAFFIC VOLUMES DICISUSSION

The figures to the right show traffic volumes per hour at four intersections along the corridor. The figures demonstrate strong direction flow with peak west-bound traffic in the AM on Broadway everywhere except Broadway and 35th. This may be due to neighborhood traffic traveling west bound to the access I-84 freeway interchanges. East bound traffic peaks in the PM and experiences sharper peaks than AM traffic. Broadway & 35th does not follow this trend, where it has peaks in the AM and PM and stays busy throughout the middle of the day.

NE Broadway and NE Weidler at NE 9th has the highest traffic volumes throughout the day—almost 1,500 vehicles at 8am, about 1,400 at 1pm, and over 1,000 at 6pm. Broadway at NE 26th and NE 35th have lower traffic volumes—under 1,000 throughout the day—compared to Broadway and Weidler at NE 9th and NE 19th.



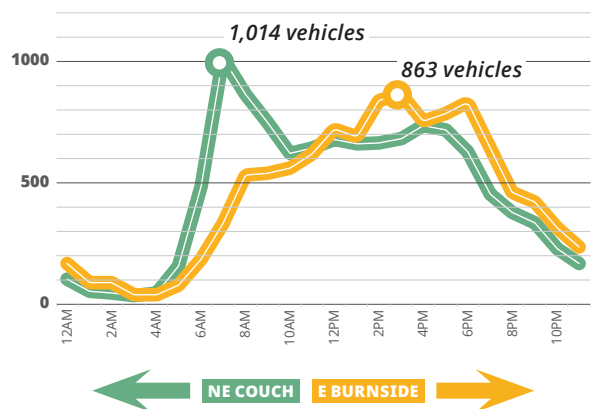


**TRAFFIC VOLUMES DICISUSSION**

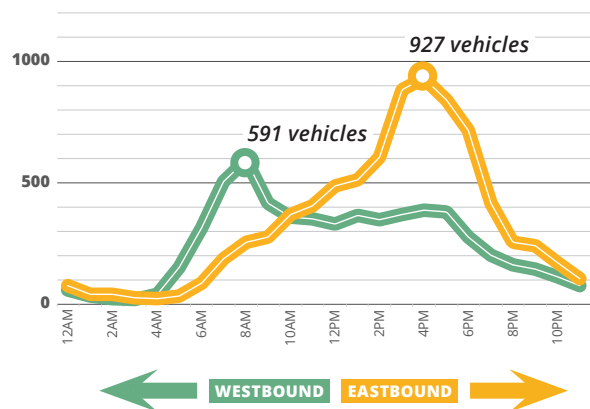
Per the 2035 Transportation System Plan, the Burnside/Couch/Sandy alignment includes Major City Traffic Streets and Local Service Streets. The charts to the right (top row) show traffic volumes per hour at three intersections along the corridor. E Burnside/NE Couch at NE 8th has the highest AM peak—about 1,000 vehicles at 7am—and PM—over 700 vehicles at 4pm. NE Sandy at NE 22nd has the lowest vehicle volumes throughout the day.

The Irving/ Sandy alignment includes Major City Traffic Streets, Traffic Access Streets, Neighborhood Collector Streets, and Local Service Streets. The charts to the right (bottom row) show traffic volumes per hour at three intersections or segments along the corridor. NE Lloyd between NE 7th and NE 9th has the highest traffic volumes throughout the day—over 500 vehicles at 8am and 1pm and about 450 vehicles at 4pm. NE Irving at NE 15th and NE 22nd have lower traffic volumes—under 200 vehicles per hour except for the 8am peak—compared to NE Lloyd between NE 7th and NE 9th.

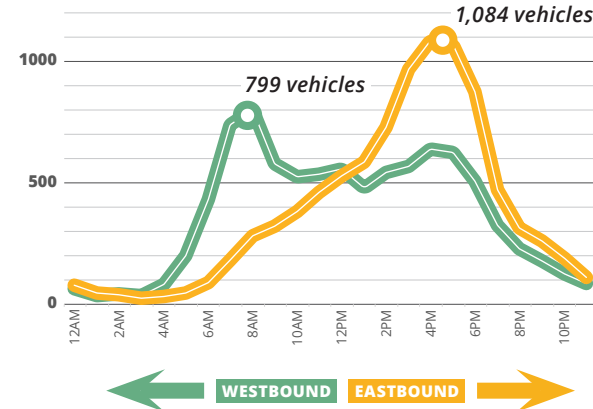
**A** E BURNSIDE / NE COUCH AT NE 8TH AVE



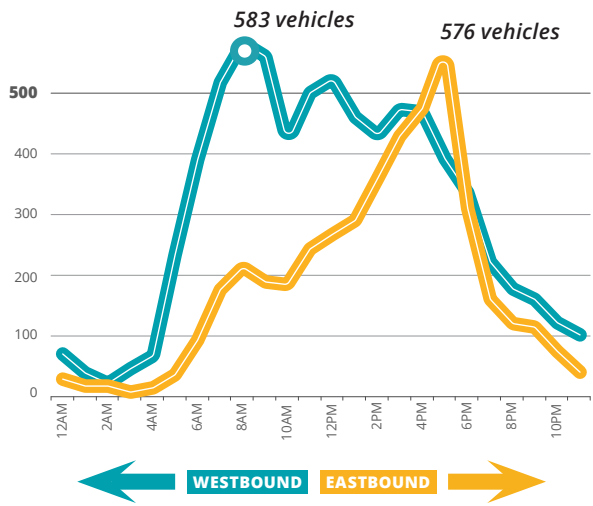
**B** NE SANDY BLVD AT NE 22ND AVE



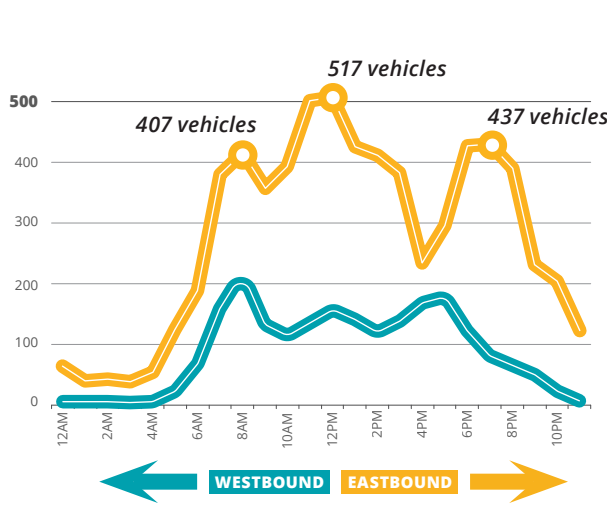
**C** NE SANDY BLVD AT NE 35TH AVE



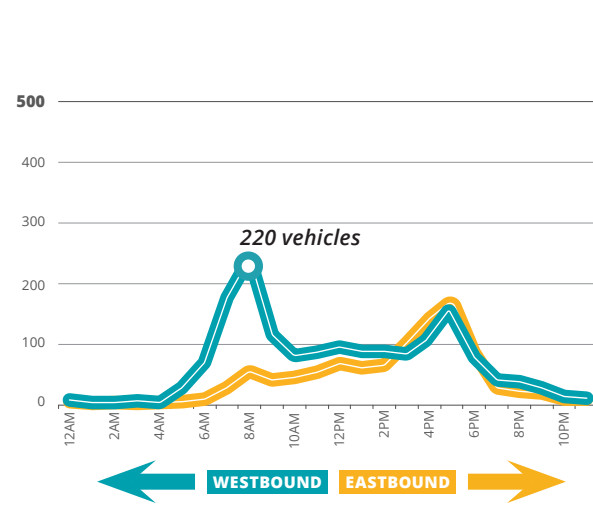
**D** NE LLOYD | BETWEEN 7TH & 9TH AVE



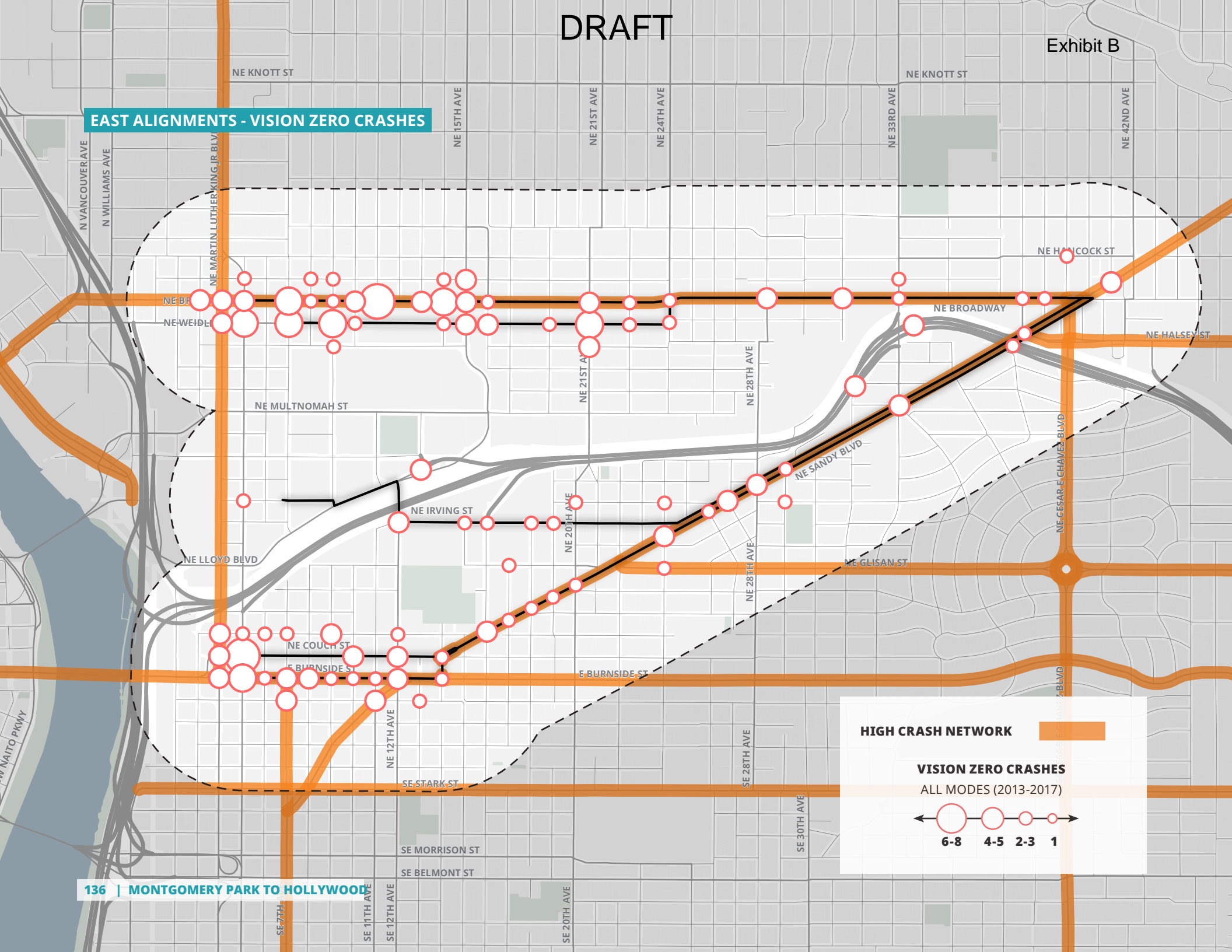
**E** NE IRVING AT NE 15TH AVE




**F** NE IRVING AT NE 22ND AVE




### EAST ALIGNMENTS - VISION ZERO CRASHES



**HIGH CRASH NETWORK** 

**VISION ZERO CRASHES**  
ALL MODES (2013-2017)

 ← 6-8 4-5 2-3 1 →



**VISION ZERO | EAST SIDE ALIGNMENTS**

Portland’s Vision Zero Plan is a strategy document that sets out specific, measurable actions to move toward zero traffic deaths or serious injuries on Portland streets. That Plan was passed by City Council in 2016 in response to a 2015 unanimously passed City Council resolution committing Portland to Vision Zero. The Plan maps the most dangerous streets in Portland for pedestrians, bicyclists, automobile drivers, and details the major contributing crash factors for serious injuries and deaths on these streets. These factors inform the two- and five-year actions.

The eastside MP2H study area includes the following roadways that are part of the Vision Zero High Crash Network: Burnside Street, Sandy Boulevard, Broadway, and SE 7th Ave.

Over the past seven years, there have been four reported fatalities with the study area. They occurred along E Burnside and NE Sandy. There have been no reported fatalities to date along the NE Broadway/Weidler alignment.

**TRAFFIC DEATHS | EAST ALIGNMENTS**

Location	Person killed while.	Date
E Burnside & E 17th Ave	Driving	May 2019
E Burnside & E 22nd Ave	Walking	Feb 2012
NE Sandy & NE 20th Ave	Walking	August 2018
BE Sandy & NE 23rd Ave	Driving	October 2018

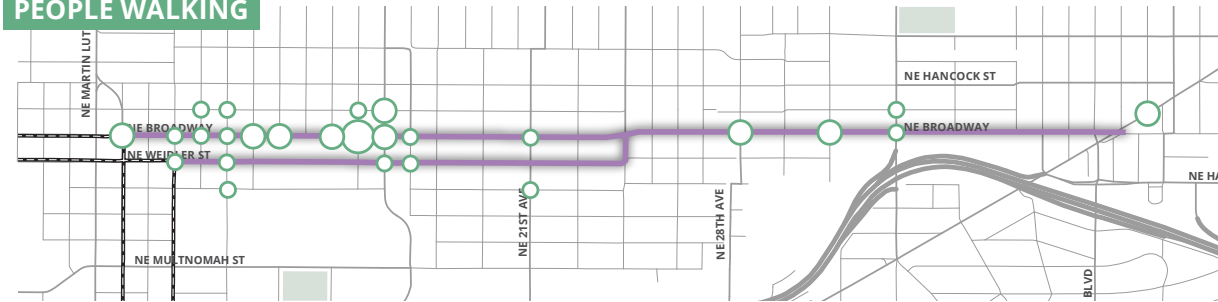
**HIGH CRASH NETWORK | EAST ALIGNMETNS**

Corridor	High Crash Network Ranking (Out of 20)		
	Walking	Biking	Driving
Burnside (East & West)	#3	#3	#5
NE Sandy Blvd	#8	#17	#8
NE Broadway	#5	#1	#18

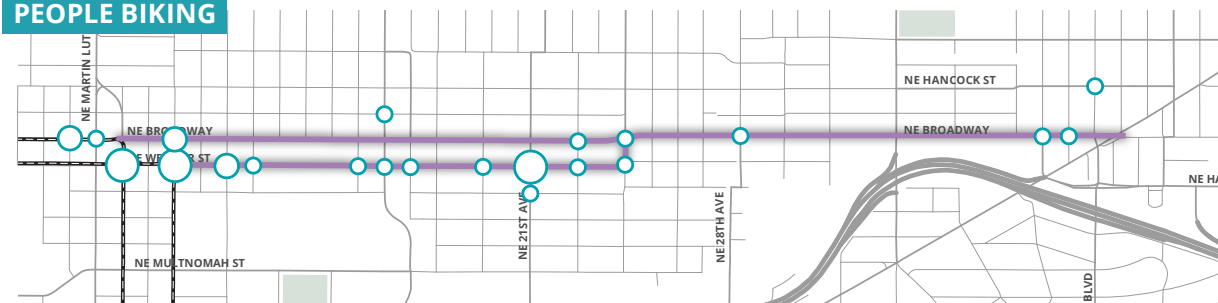
**VISION ZERO CRASHES:  
NE BROADWAY & WEIDLER**

Most crashes along the NE Broadway and Weidler alignment involve people walking and people biking. NE Weidler has a higher number of crashes that involve people biking compared to NE Broadway which has a higher number of crashes that involve people walking. The highest number of crashes involving people driving occurs at the intersection of NE Broadway and NE 11th. There have been no reported fatalities to date along this alignment but NE Broadway has been identified as the most dangerous corridor in Portland for people biking, the fifth most dangerous for people walking, and the 18th most dangerous for people driving.

**PEOPLE WALKING**



**PEOPLE BIKING**



**PEOPLE DRIVING**



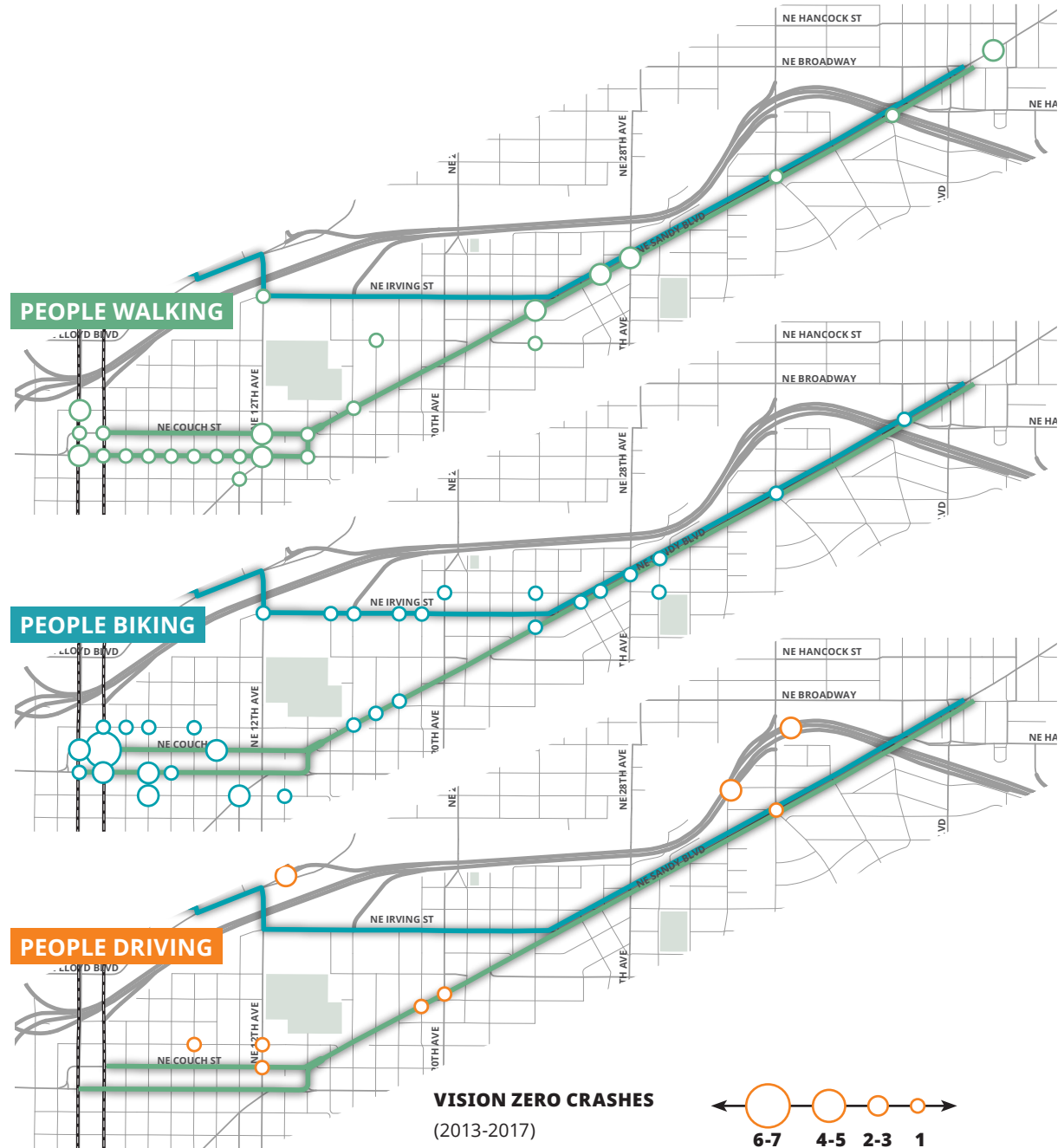
**VISION ZERO CRASHES**  
(2013-2017)



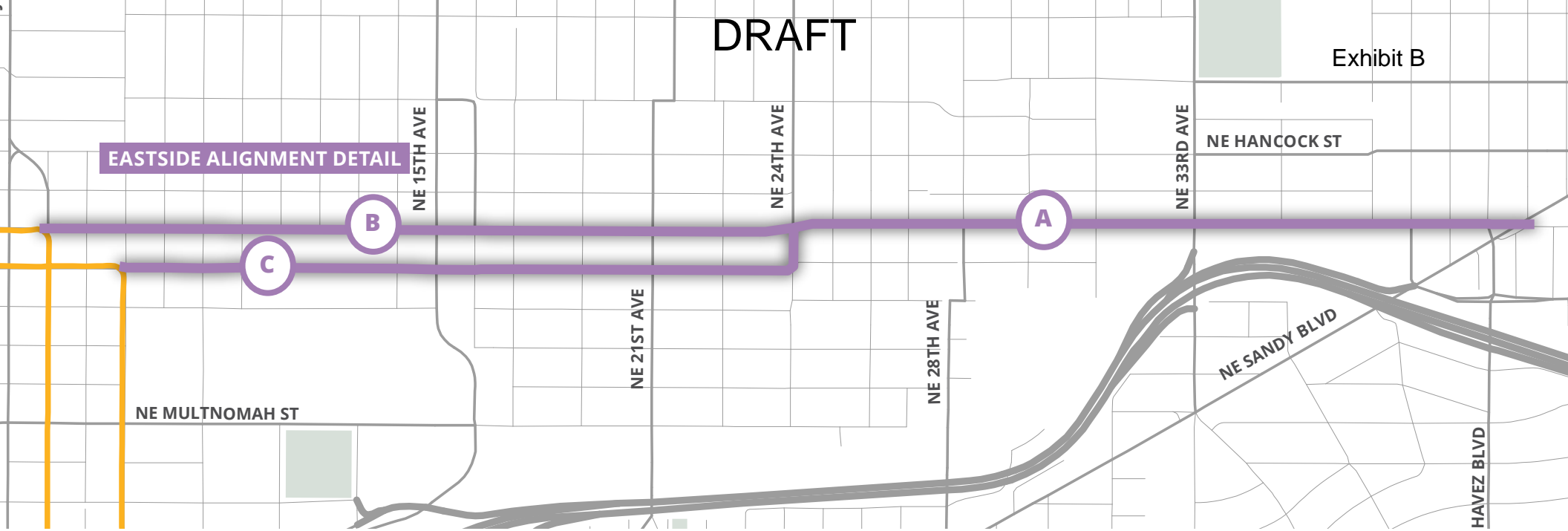
### VISION ZERO CRASHES: NE SANDY & IRVING ALIGNMENTS

Few crashes along the Burnside/Couch/Sandy and Irving/Sandy alignments involve people driving. The majority of crashes include people walking and people biking. On the Burnside/Couch/Sandy alignment, crashes that involve people walking are clustered along E Burnside. The intersection of NE Couch and NE Grand has the highest number of crashes with people biking.

Both Burnside (including both E and W) and NE Sandy are identified as a high crash corridor for people walking, biking, and driving. Burnside is the third most dangerous street for people biking and people walking, and the fifth most dangerous street for people driving. NE Sandy is identified as the eighth most dangerous street for people walking and people driving, and the 17th most dangerous for people biking.



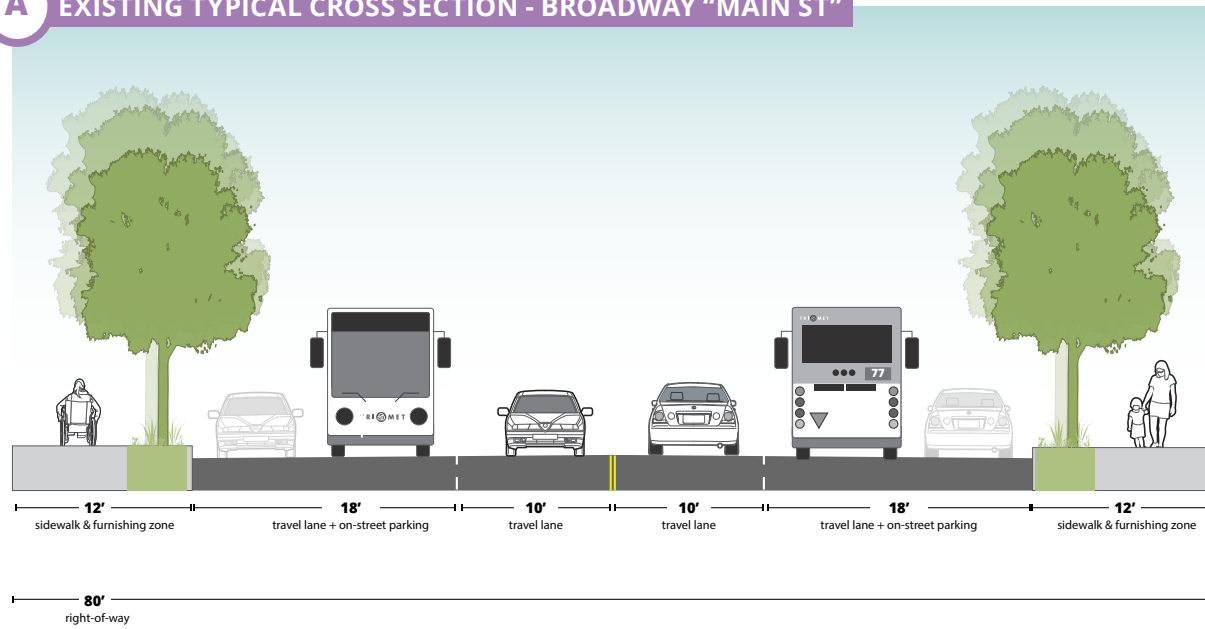
EASTSIDE ALIGNMENT DETAIL



BROADWAY (MAIN ST)

The typical NE Broadway cross section between NE 24th Ave and the Hollywood District has an 80 foot right-of-way. The sidewalk and furnishing zone is 12 foot, including trees, plantings, and street furniture. The outside lane is 18 feet from the curb and includes a parking lane. The outer lane is shared with standard traffic and TriMet buses. There is also a 10 foot travel lane that runs along the centerline of the street. East- and west-bound lanes share the same cross section.

A EXISTING TYPICAL CROSS SECTION - BROADWAY "MAIN ST"



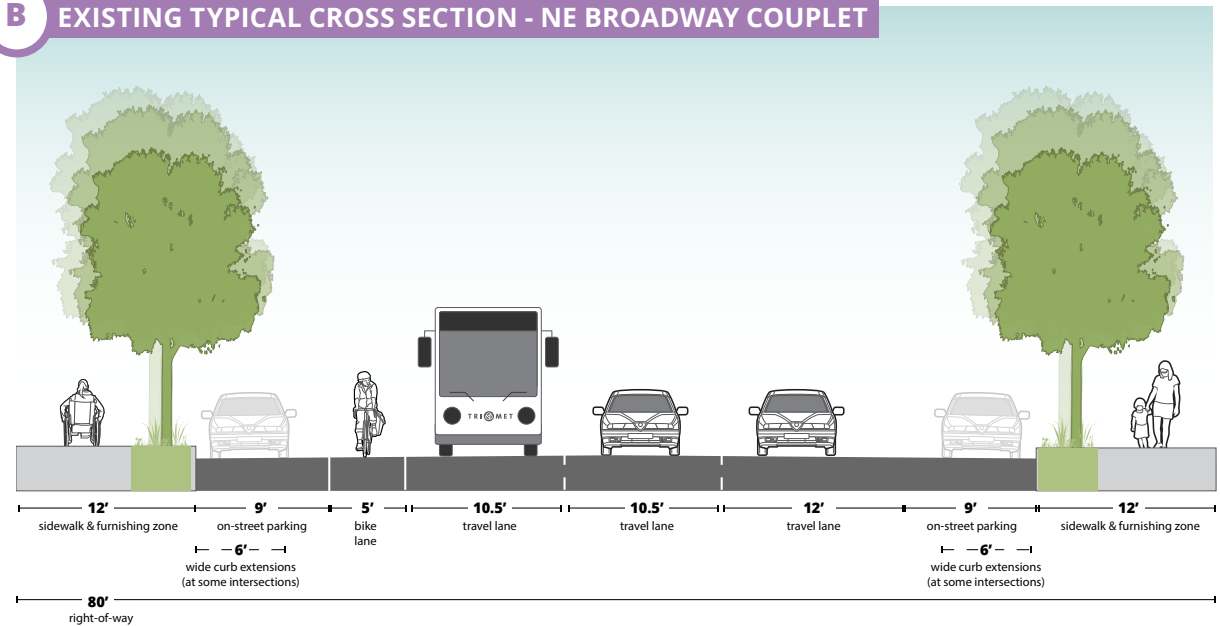
**BROADWAY/WEIDLER  
COUPLER CROSS SECTION**

West of NE 24th, Broadway and Weidler act as a couplet, with Broadway carrying west-bound traffic and Weidler carrying east-bound traffic.

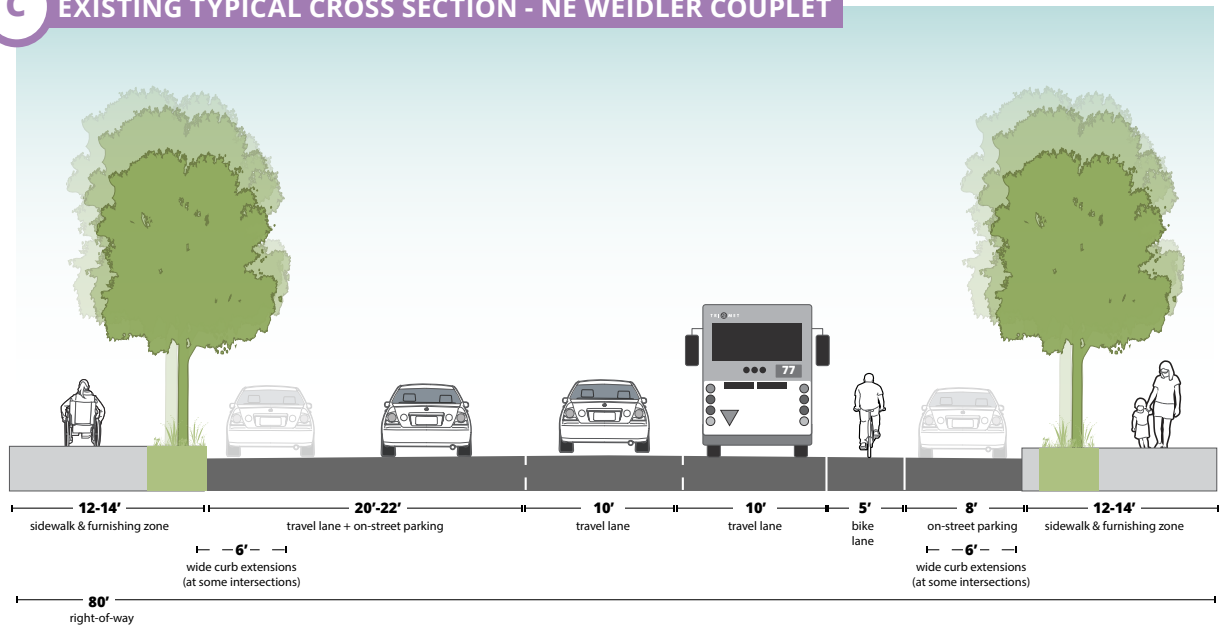
The typical cross section for NE Broadway west of NE 24th has an 80 foot right-of-way. Sidewalks and furnishing zones are twelve feet wide. Both sides of the street have 9 foot parking lanes, with 6 foot curb extensions at some corners. The southernmost lane is 12 feet wide. The two northern lanes are both 10.5 feet wide, with the right lane containing both automobiles and TriMet bus service. On the north side of the street, there is a 5 foot parking adjacent bike lane.

The typical NE Weidler cross section is 80 feet. Sidewalks and furnishing zones are 12-14 feet wide. Along the northern curb is 20-22 feet of parking and a travel lane; the width of the parking is not marked on the roadway. Next to this lane are two 10 foot travel lanes, with the southern lane accommodating TriMet buses. A 5 foot wide bike lane sits between the travel lane and 8 feet of parking that hugs the curb. At some intersections, the curb extends 6 feet into the roadway, which effectively creates parking bays for some blocks.

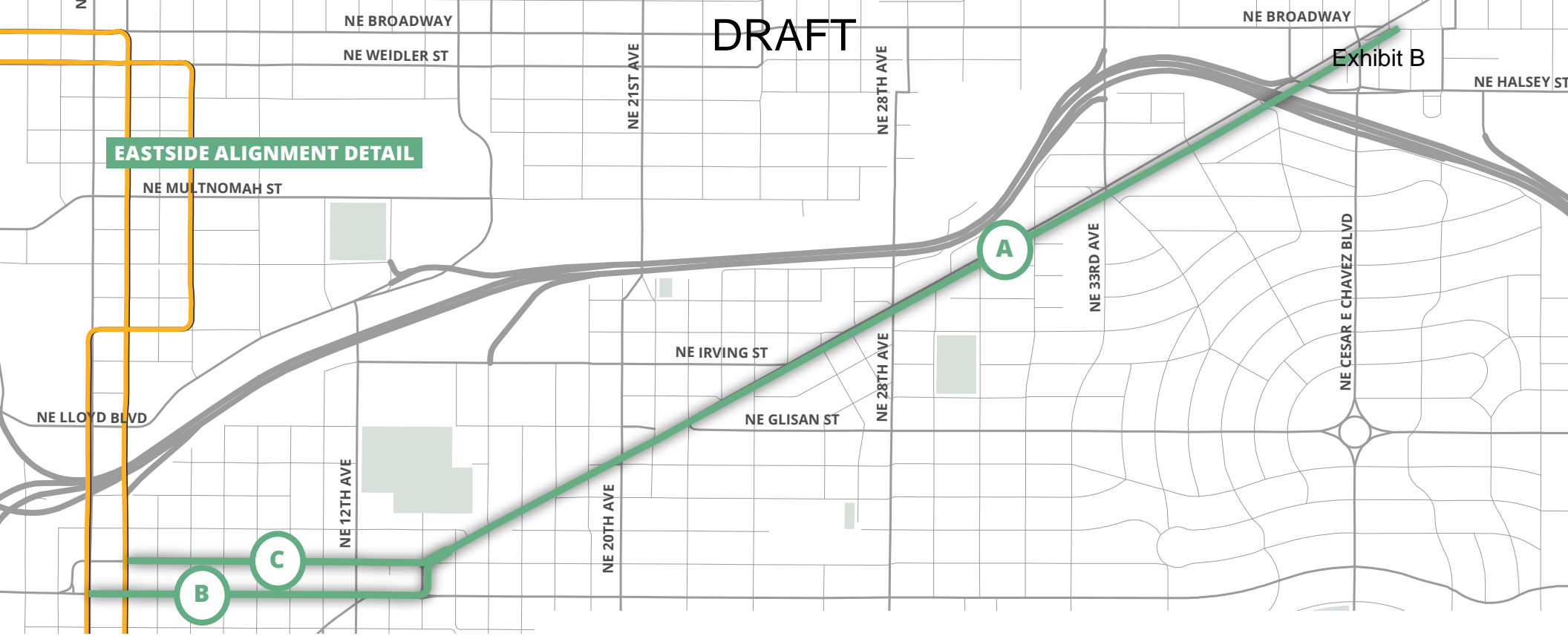
**B EXISTING TYPICAL CROSS SECTION - NE BROADWAY COUPLER**



**C EXISTING TYPICAL CROSS SECTION - NE WEIDLER COUPLER**



DRAFT

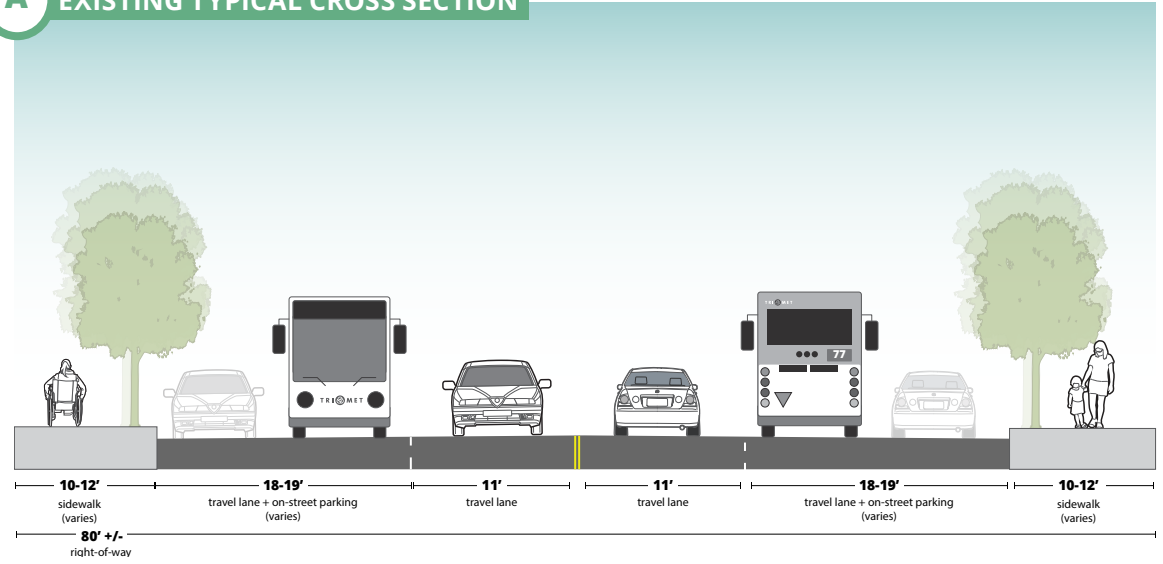


### SANDY BLVD CROSS SECTION

The right-of-way on Northeast Sandy Blvd is typically 80 ft wide with 60 ft of distance between curb lines.

Today it is configured with 10 ft wide sidewalks, on-street parking on both sides of the street, and a pair of undivided travel lanes in each direction. At major intersections, the cross section changes by removing parking to allow space for a center turn lane.

### A EXISTING TYPICAL CROSS SECTION

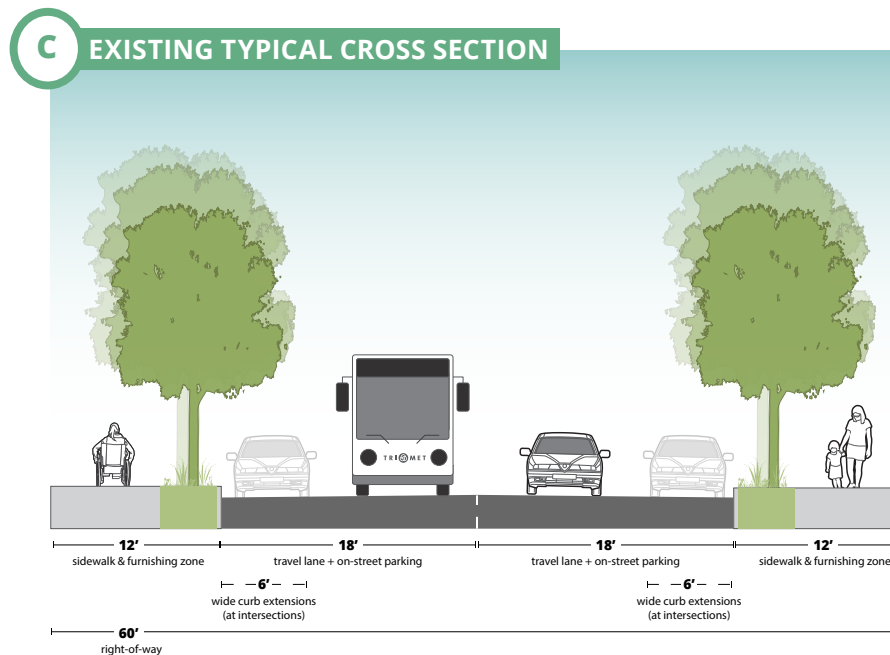
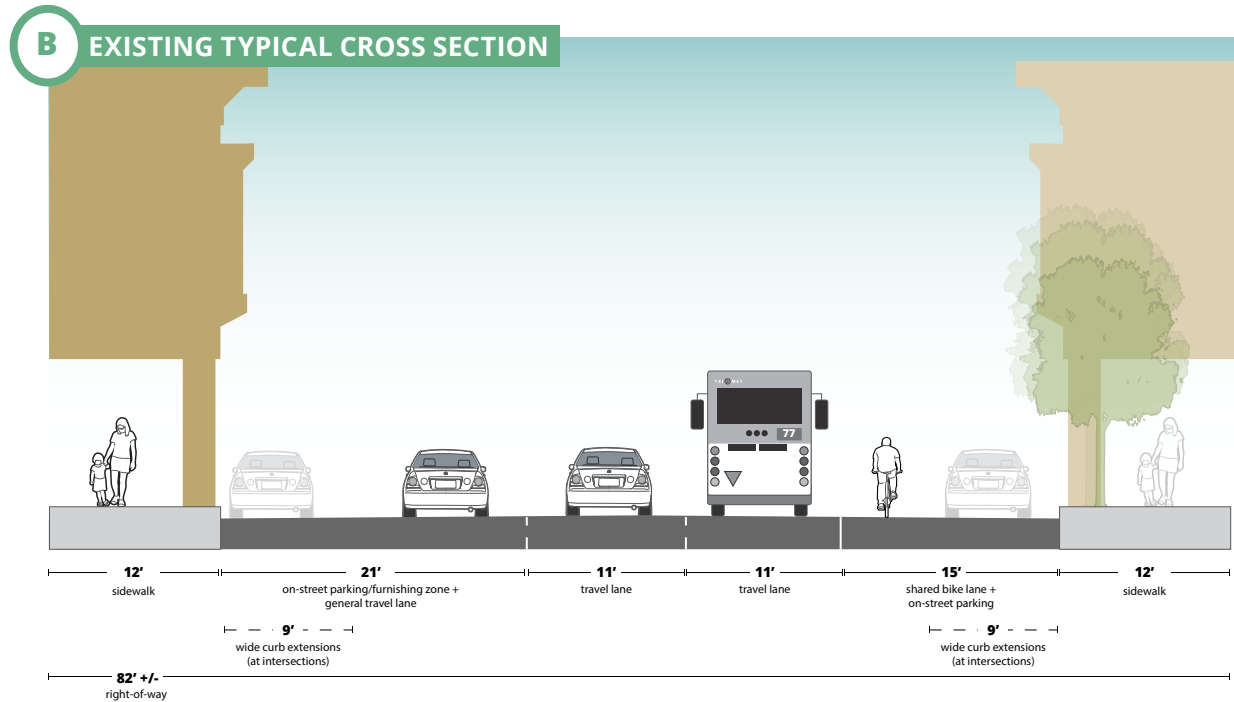


### BURNSIDE / COUCH COUPLET CROSS SECTION

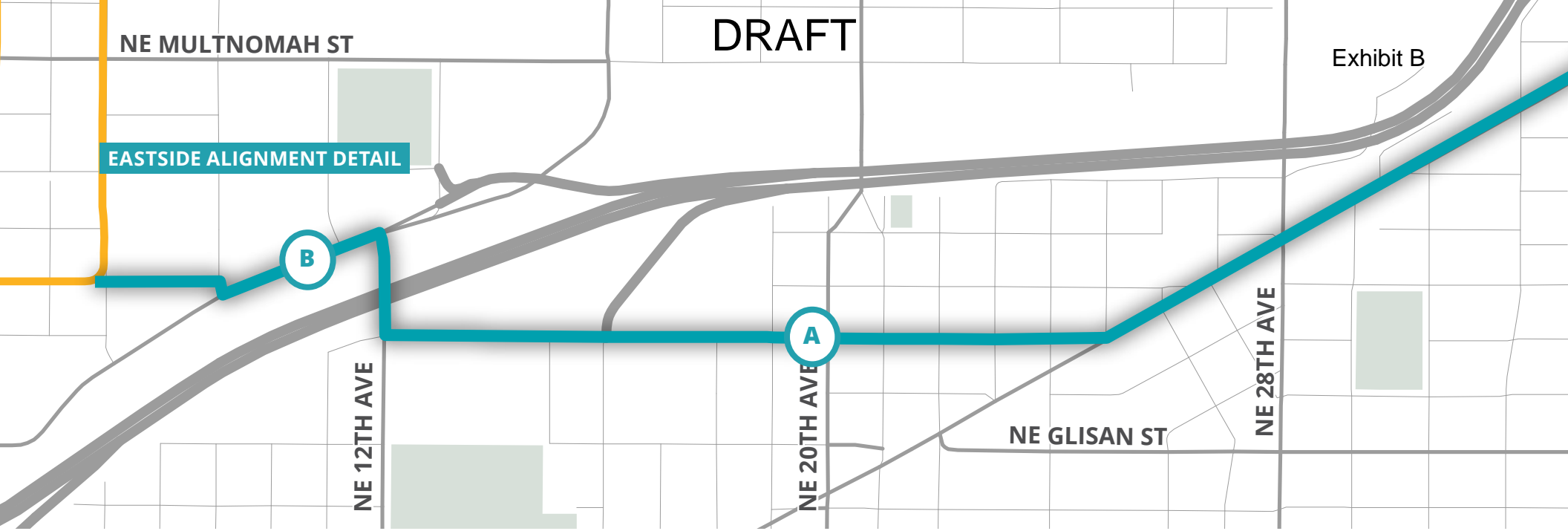
The streetscape of Inner East Burnside has been reimagined many times over the past century and has a peculiar and unique history related to transportation, urban design, and placemaking.

Following the opening of the Burnside Bridge in 1926, East Burnside street was widened to allow space for four travel lanes (two in each direction). To accommodate this additional travel area, the city and adjacent property owners agreed to create an easement through the existing first floor of abutting buildings, resulting in a pedestrian arcade, or covered sidewalk, through the district. This unique design is unique to this area within the City of Portland.

In 2010, the City of Portland reconfigured E Burnside and NE Couch St as a couplet. The new design allowed additional space for a total of three travel lanes and one bike lane on East Burnside St, and two westbound travel lanes on NE Couch St. Both streets have 12ft sidewalks, curb extensions and on-street parking on both sides of the street.



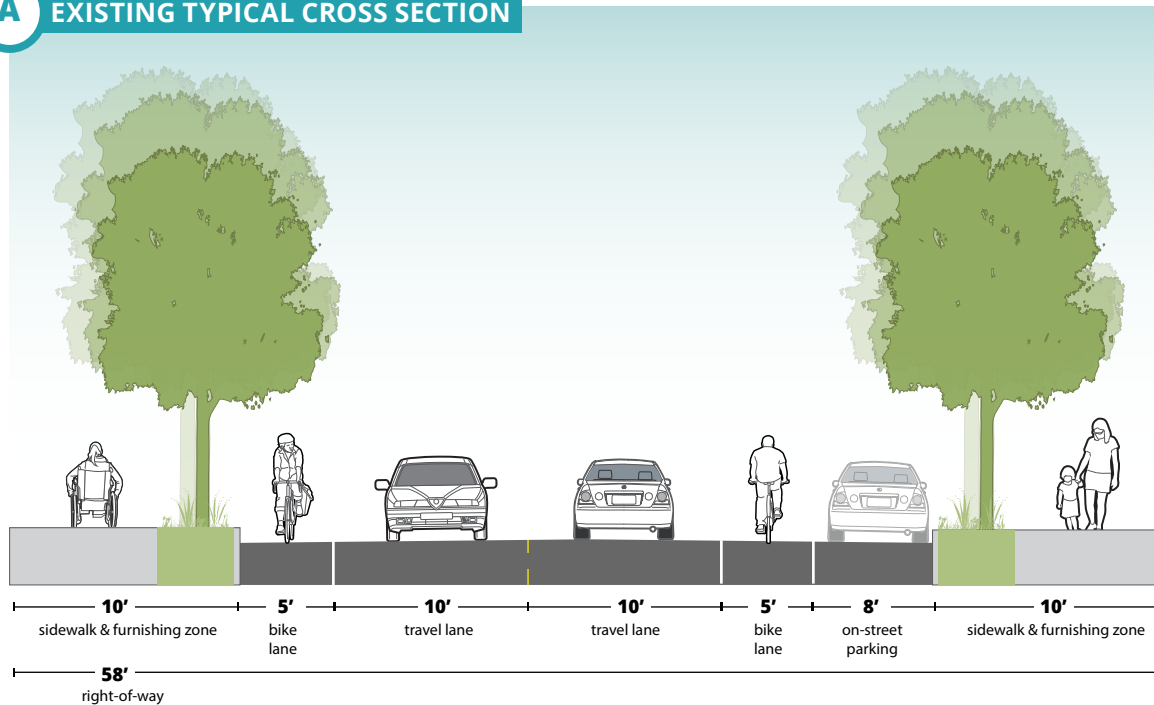
EASTSIDE ALIGNMENT DETAIL



NE IRVING ST CROSS SECTION

NE Irving is a two-way street with a marked centerline and bike lanes. The street has 10 foot travel lanes, one for each direction, bounded by 5 foot bike lanes without buffers. The bike lane on the north side of the street hugs the curb, while the south side has 8 feet of parking against the curb. There are 10 foot sidewalks on both sides of the street, which contains plantings, lighting, bike racks, and various sidewalk furniture. The total width of the right-of-way is 58 feet.

A EXISTING TYPICAL CROSS SECTION





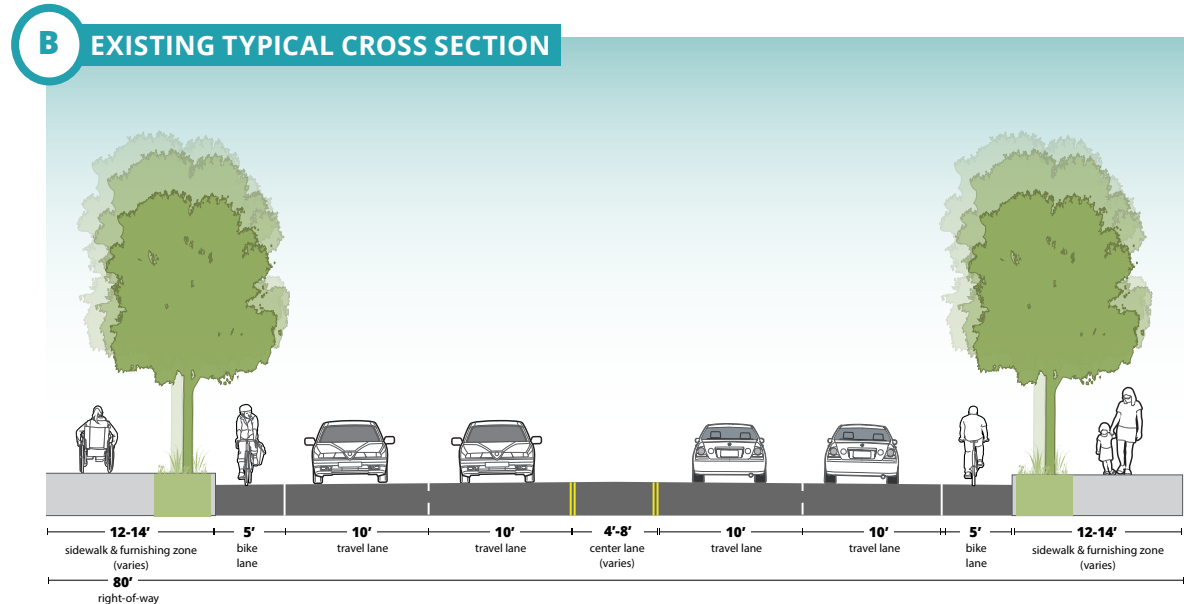
**NE LLOYD BLVD  
CROSS SECTION**

NE Lloyd Blvd is a two-way street with bike lanes. In general, both directions consist of two 10 foot travel lanes and a 5 foot bike lane with no buffer. On both sides of the street are 12-14 foot sidewalks that contain plantings, lighting, and other sidewalk furniture. In the center of the street is a painted median that varies between 4 and 8 feet wide. The total width of the right-of-way is 80 feet.

**CENTRAL CITY IN MOTION:**

In autumn of 2018, Portland’s City Council adopted Central City in Motion (CCIM), a plan to implement pedestrian, bicycle, and transit improvements in the central part of Portland, spanning both sides of the Willamette River. While the plan aims to make many improvements, there are 18 key projects are prioritized. Of those projects, NE Lloyd Blvd is identified as a higher priority corridor for phase one implementation.

The project will transform Lloyd to one travel lane in each direction with a center turn lane. The south side of the roadway will have a wide contraflow bike lane that is separated from traffic with buffer. Both sides of the street will continue to have sidewalks.



In conjunction with CCIM, PBOT will also be constructing the Earl Blumenauer Bridge over I-84 - a pedestrian and bicycle bridge at NE 7th Ave. NE 7th is slated for further bicycle and pedestrian improvements from both CCIM and planned Green Loop projects. The Green Loop and CCIM projects will intersect NE Lloyd at a critical intersection for pedestrians, bicyclists, and transit riders.



# Montgomery Park to Hollywood Transit and Land Use Development Strategy

## Equitable Development Report



**DRAFT January 2023**



THE BUREAU OF  
**PLANNING &  
SUSTAINABILITY**

## Acknowledgements

### Portland Bureau of Planning and Sustainability (BPS)

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Устный и письменный перевод | Turjumaad iyo Fasiraad | Письмовий і усний переклад |  
Traducers și interpretariat | Chiaku me Awewen Kapas |  
翻訳または通訳 | ການແປພາສາ ຫຼື ການອະທິບາຍ | الترجمة التحريرية أو الشفهية

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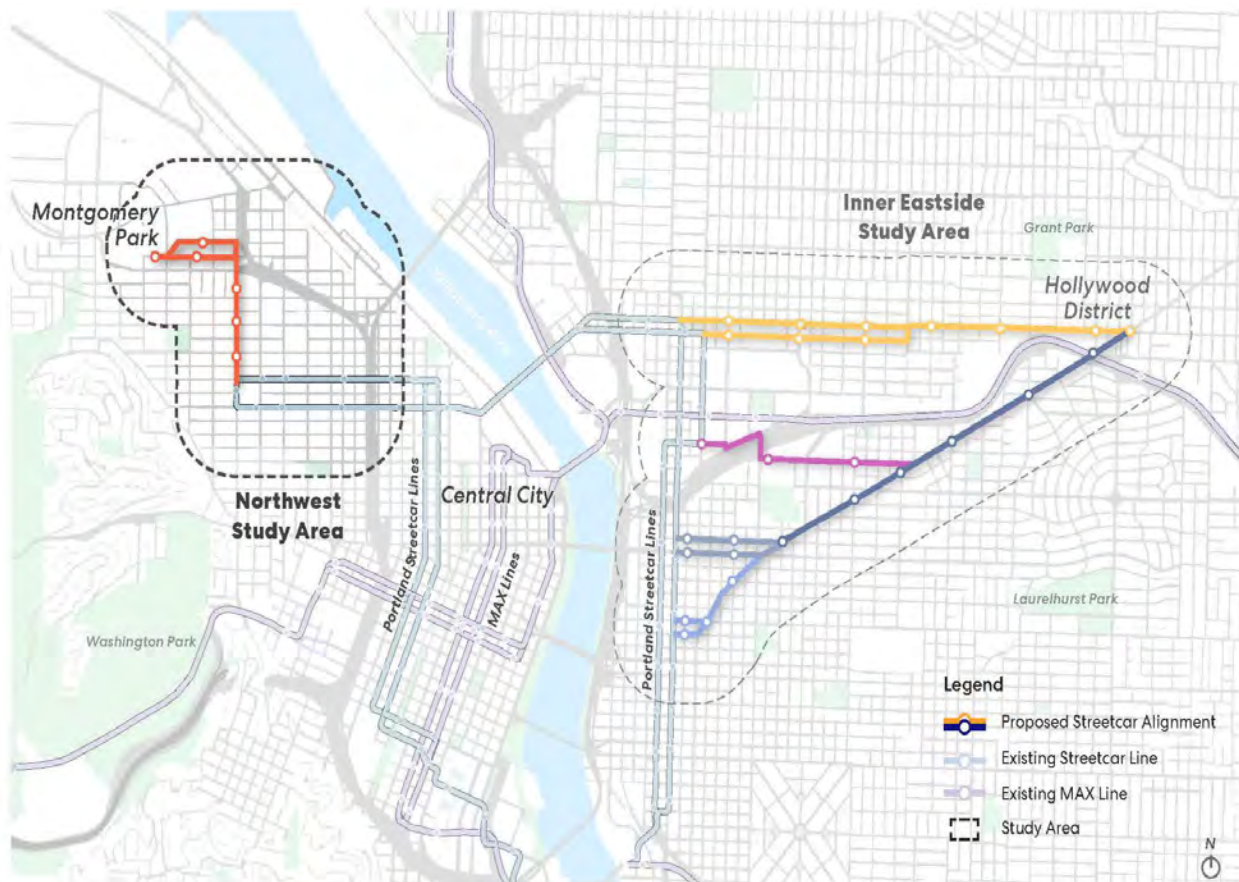
## Appendix

- A. Community Based Organization (CBO) Reports
  - 1. Friendly House, Inc.
  - 2. Northwest Industrial Business Association/Columbia Corridor Association
  - 3. Hollywood Senior Center/Urban League of Portland
  - 4. Micro Enterprise Services of Oregon (MESO)
- B. Prosper Portland Memo/IGA Close Out
- C. Northwest Portland Opportunities and Challenges Report, EcoNorthwest



# 1. Introduction and Purpose

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



This Equitable Development Report explores the opportunities to create more equitable development outcomes as a result of the planning effort. The report considers the implications for employment and housing in the study area, with a particular emphasis on the Northwest study area where significant land use changes from industrial/employment to a mix of uses with emphasis on new housing are being considered. To support this, the report also includes

an analysis of housing issues in Northwest Portland and evaluates the potential for housing development in Portland more broadly.

This report also outlines the process undertaken for engagement with communities potentially affected by proposed changes and investments in the area. This includes low-income and people of color working and living in the area, as well as residents, employees, and businesses at risk of displacement.

Overall, the report outlines the potential impacts of change, and considers the opportunities and trade-offs of the proposed development, with an emphasis on the housing opportunity created.

This report references studies and analyses conducted by project consultants and staff during the 2019 to early 2022 timeframe. The estimates are based on economic and development models and conditions known and applicable during the analysis timeframe, and are subject to change, based on changing market and other economic conditions. Further evaluation of land use assumptions and market dynamics on key opportunity sites will be undertaken as needed to guide policy and regulatory development to advance equitable development objectives.



## 2. Summary of Previous Equitable Development Assessments

In 2019, BPS partnered with equity-focused staff in the Portland Bureau of Transportation to draft the *Preliminary Racial Equity Analysis of Northwest Streetcar and Related Land Use Changes*. Supported by contributions by staff from Prosper Portland, Office of Equity and Human Rights, Portland Housing Bureau, and Portland Streetcar Inc., the report sets out to better understand how changes in policy and investments can reduce or exacerbate long-standing racial disparities in the community.

The report identified the following issues/impacts to explore:

### Land Value

- Private economic gains derived from land use changes and public transportation investments are a major incentive for development but could exacerbate existing racial wealth disparities.
- Potential land use changes replace up to 90 acres of industrial land with commercially zoned land.
- Zoning changes would result in more land supply of certain zoning categories that are currently oversupplied citywide and could redirect growth from other parts of the city
- Land use changes and redevelopment in the study area could place redevelopment pressure on the industrial land to the north.

### Housing

- Streetcar will provide current residents a new transit option and decreases carbon emissions and improves their air quality.
- More housing and affordable housing in a high opportunity area will provide more choices for low-income households of color.
- Housing in the study area will relieve region-wide housing pressures and could relieve pressure in other gentrifying areas.
- The most significant challenge this area faces is if demand for affordable housing is not met, racial disparities of housing cost burdened households will be exacerbated.

### Jobs and Businesses

- Displacing industrial jobs disproportionately held by people of color and shifting to a job mix of more professional office and retail service industry jobs will exacerbate racial disparities and income inequality.
- Could worsen or improve commute times for industrial workers.
- Streetcar increases transit options for current workers and provides visibility for existing businesses.

The racial equity report includes several recommendations, including the following:

- Allocate a significant portion of the Federal Transit Administration TOD Grant budget for best practices in equitable planning.

- Develop a Portland Streetcar Inc. organizational racial equity strategy.
- Use the City’s Racial Equity Toolkit to decide whether or not to expand streetcar into Northwest given the transit and economic development needs in other parts of the city.
- Create a role for the Office of Equity and Human Rights on the project team.
- Engage workers and firms in the planning process.
- Engage residents of affordable housing in the Pearl about their experience.
- Resource community-based-organizations involved in housing/transit/land use agendas to do engagement and community-based research.
- Initiate a dialogue with investors and land owners about the City’s racial equity work.

In addition to this report, Prosper Portland, the city’s economic development agency, also participated as a project partner, with a prominent role in the Community Equitable Needs and Opportunities Task of the FTA grant. Prosper assisted with engagement of underserved communities, and also completed a memo summarizing their findings with respect to equitable development and community benefits. The memo included a summary of outreach by Community-Based Organizations (see Section 3, below) and the agency’s perspectives on *Potential Equity Benefits and Structuring Community Benefits*. This memo is included in the Appendix.

### **3. Participation Goals and Community Based Organization (CBO) Outreach**

The MP2H project includes an emphasis on equity and seeks equitable development outcomes as part of the effort. Changes in public policies regarding land use and development, and city or other government investments in transportation infrastructure or other infrastructure or services, can both benefit and burden different communities. An initial charge of the project and a component of the FTA grant included engaging underrepresented communities to better include their perspectives on the project and its potential outcomes.

To better engage communities that could be affected, the Bureau of Planning and Sustainability developed a Request for Proposals (RFP) from community-based organizations, to facilitate grant-funded community outreach and participation, and to convey feedback on the issues from underserved communities. Six proposals were received from various organizations, and from those six, a selection committee identified four organizations to fund to conduct the outreach. The organizations were:

- **MESO (Micro Enterprise Services of Oregon)** – a non-profit service provider with connections to women and minority owned business interests, particularly focused in the eastside study area.
- **Hollywood Senior Center and Urban League of Portland** – a partnership between these two non-profit service organizations which focused on seniors and African American community members in NE Portland.
- **Friendly House, Inc.** – a non-profit service provider focusing on low and moderate income populations and other groups in Northwest Portland.
- **Northwest Industrial Business Association** – an organization that facilitates communication and advocates for industrial businesses and employment in Northwest Portland (this work was sponsored by Columbia Corridor Association as fiscal agent).

The following is a summary of the outreach efforts and recommendations from each organization, which is largely excerpted from the Prosper Portland Memo.

- **MESO's** outreach focused on BIPOC and small business owners, primarily from the eastside area. Participants, in a large majority, pointed to potential property tax increase as a draw back to the project, followed by the displacement of businesses and residents and increases in rent. Many respondents saw the potential development generated by the implementation of a streetcar route as negative. Over 50% of participants see the potential for decreasing traffic and solving parking problems as a potential benefit of this project, followed by the potential to bring customers to the businesses. In terms of preferred route, 43% of respondents chose the Sandy alignment option as their preferred route for the potential extension, and 22% didn't favor any routes, citing that the extension of the streetcar would not be beneficial to the area.

The report shares that BIPOC communities want more than to just give an opinion. Opportunities need to be created, including potential for ownership, access to jobs and wealth creation, mentorship opportunities, and investment opportunities, with the following potential benefits suggested by MESO:

- Affordable commercial spaces based on what BIPOC small businesses can afford.
  - Support to small businesses moving into commercial spaces for the first time.
  - Community Benefit Agreements with private developers.
  - Offer smaller commercial spaces, including office, that support small business needs and are “warm shell”.
  - Create opportunities for local home-based businesses to connect with new businesses in the area to help the home-based businesses grow.
- **The Urban League of Portland and Hollywood Senior Center’s** outreach surveyed seniors, low-income residents, immigrants/ refugee populations and communities of color, renters and small business owners, focused on the eastside. The survey received 102 responses with half of the respondents identifying as white and 44.4% were 75 or older. The majority of respondents prefer the Broadway/ Weidler alignment, believing it will be the most beneficial to economic prosperity, serving existing jobs, advancing equitable outcomes, providing affordable housing and middle-wage jobs, and for future development of the area.

The three biggest concerns raised were the rising housing costs, change in neighborhood character, and safety. Potential benefits of the project included creation of new affordable housing and community amenities (equally), making the neighborhood safer, and opportunities for job creation. They similarly expressed the project could potentially decrease traffic and improve parking in the area as well as support local businesses.

- **Columbia Corridor Association’s** outreach focused on property owners, businesses, employees and “outside of the study area” participants in the broader Northwest industrial area with the lens that employees are potentially the most negatively impacted by the westside project. Their analysis considered split interest amongst property owners as some may be larger beneficiaries of such changes through land value appreciation relative to business impact. The report states the importance of industrial jobs in the region and the large diversity, both racial as well as of gender, within those jobs. It shows that most respondents, whether property owners in the area or employees, prefer to keep the area industrial, enhanced industrial or employment based.

The majority of employees stated that they commute by car, would not use the streetcar, are concerned about potential loss of parking in the area, and do not believe

this would be an equitable project. Although property owners in the area could benefit from up zoning, the majority of property owners believe the area should continue to be industrial or enhanced industrial. 55% do not believe the streetcar expansion will be an equitable project for the city. CCA's report strongly opposes the project due to the potential loss of Industrial land and quality jobs in the area.

- **Friendly House's** outreach focused on elderly and or LGBTQ+ engagement participants in the Northwest study area, with half identifying as BIPOC. The priority identified via this outreach was for affordable housing and addressing concerns around a potential rise of property taxes. The group also raised concerns about the need for parking and potential reduction of existing parking in the area. 61% of respondents believe the streetcar project could potentially decrease traffic and solve parking issues in the area. The group also expressed concerns around safety and their desire to have a safer neighborhood.

MESO and the Urban League's reports conflict in terms of the preferred eastside route. Additional engagement may be needed to further understand the concerns of participants and to support the community in assessing pros and cons of each option. Both reports raise concerns to be addressed with any alignment (including the proposed extension in the Northwest study area), including impact to affordability (for residents and businesses) and potential displacement resulting from those market changes. They both agreed that the project could potentially reduce traffic and help solve parking issues.

CCA and Friendly House's reports resulted in very different input acknowledging a tradeoff between the potential loss of industrial lands, businesses with the potential increase in affordable housing and safety with new land use and infrastructure. This tension helps to inform the timing and sequencing of potential equity benefits and structuring of those benefits discussed below.

### **Ongoing CBO Engagement**

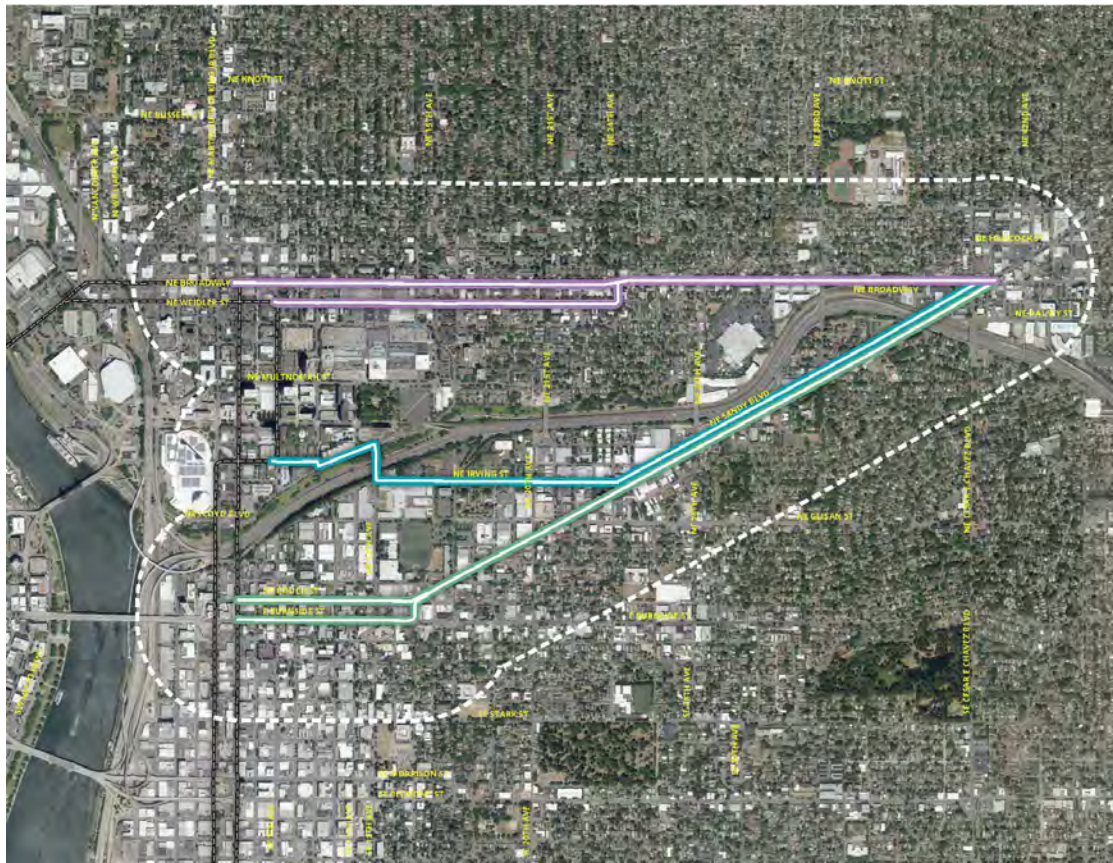
The MP2H effort was also approached by leadership of the Portland Harbor Community Coalition (PHCC). The PHCC membership includes a group of Black Portlanders with interest in exploring opportunities to share information about the legacy of York, an enslaved member of the Lewis and Clark Expedition, and for whom NW York Street in the study area is named. The group is also interested in exploring equitable development and community benefit opportunities in the Northwest study area. The area was home to many Black Portland households during WW II and shortly thereafter. Many lived in Guild's Lake Court housing, constructed for WW II efforts, before these households were displaced to the ill-fated Vanport City, and other locations, to accommodate industrial development in the Northwest study area. The work of this group is proposed to occur during Summer 2022 through December 2022, and may further help inform future city actions and public benefits/equitable development approaches.

## 4. Approaches to Reduce Harm and Burdens: Alignment, Area of Change

Draft proposals for equitable development approaches were developed in 2021 and focused primarily on the Northwest study area. The proposals considered ways to reduce harm to impacted and potentially burdened communities.

**Northeast Study Area.** No land use actions are proposed for the northeast study area, and no actions to reduce harm or address burdens are currently proposed. As future planning proceeds, the following issues identified through existing conditions analysis and community outreach should be considered.

- Address the possibility of housing displacement due to rising land values and increased rents. Consider measures to stabilize housing and create more affordable housing.
- Address the possibility of commercial/business displacement and loss of revenue/customer base during construction. Consider measures to minimize displacement and construction impacts. Explore tools that will provide opportunities for affordable commercial spaces that may serve lower income entrepreneurs.



Northeast/Eastside Study Area and Alignment Alternatives

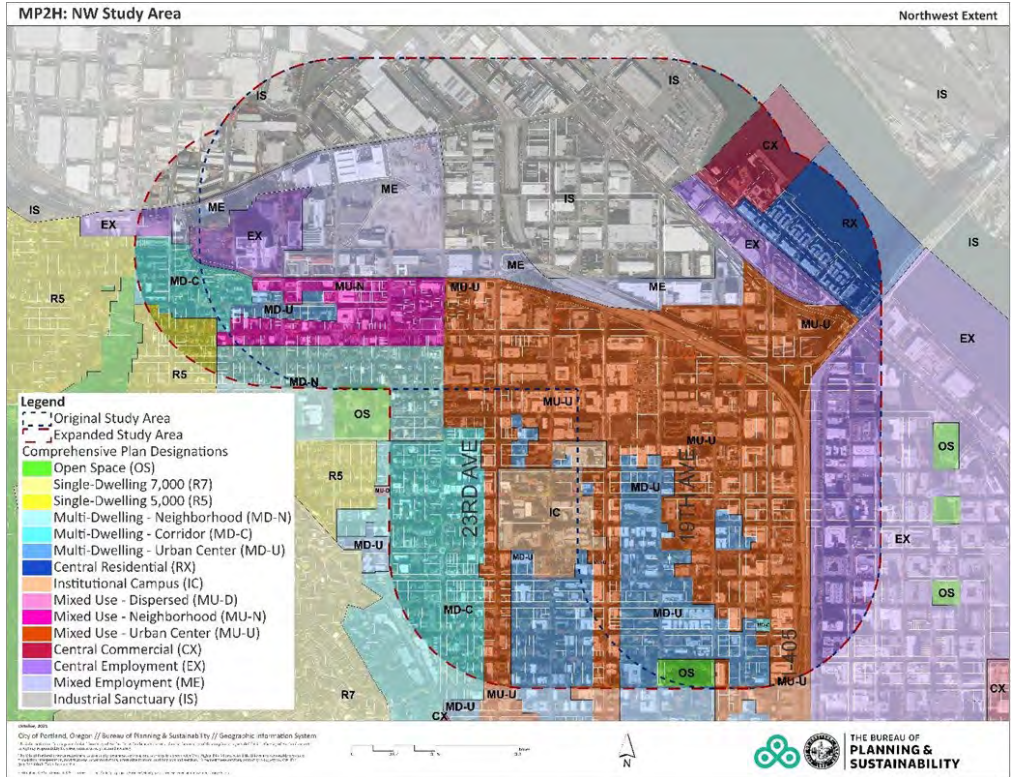
**Northwest Study Area.** The Northwest study area was initially focused on the area within ¼ mile of a proposed streetcar/transit alignment following NW 18<sup>th</sup>/NW 19<sup>th</sup> Avenues north of NW of Northup Street and following NW Wilson/NW York streets west to approximately NW 26<sup>th</sup> /NW 27<sup>th</sup> Avenue near the eastern entrance of the Montgomery Park office building. See the Northwest Study Area and Initial Alignment graphic shown below.



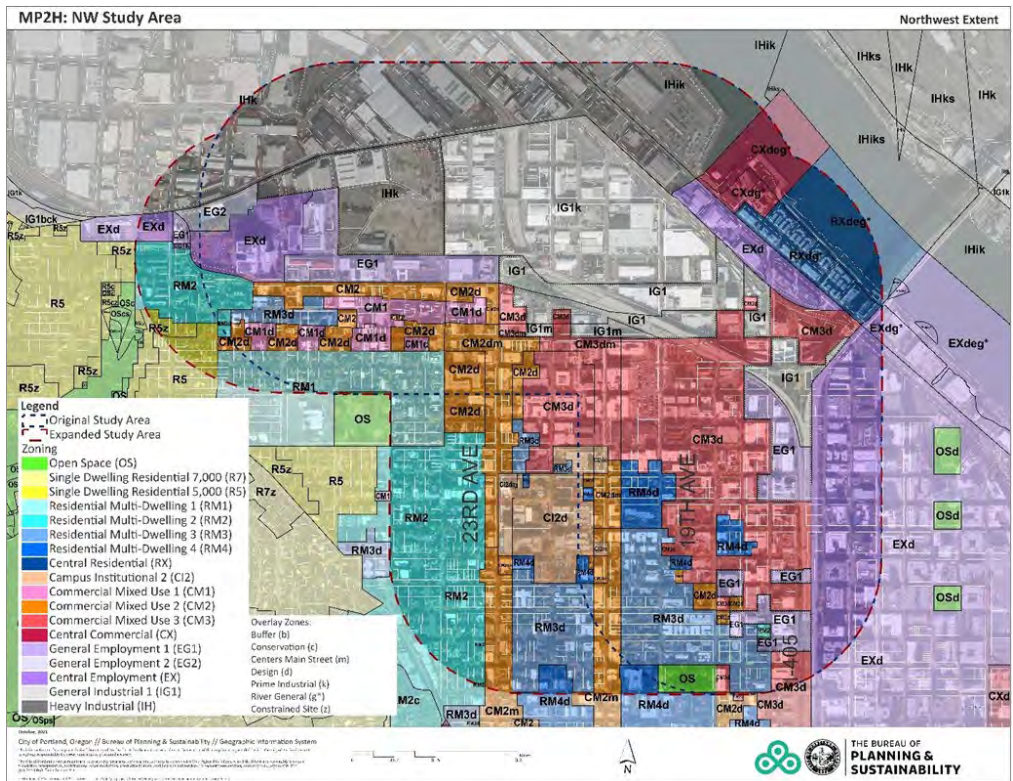
Northwest Study Area and Initial Alignment

The Northwest study area includes a variety of existing land uses including single- and multi-dwelling residential, commercial, mixed-use, and office/employment and industrial land uses. Land use designations in the area support this variety of land uses. See the Comprehensive Plan and Zoning maps below.

MP2H Equitable Development Report - DRAFT



Comprehensive Plan Map – NW Study Area



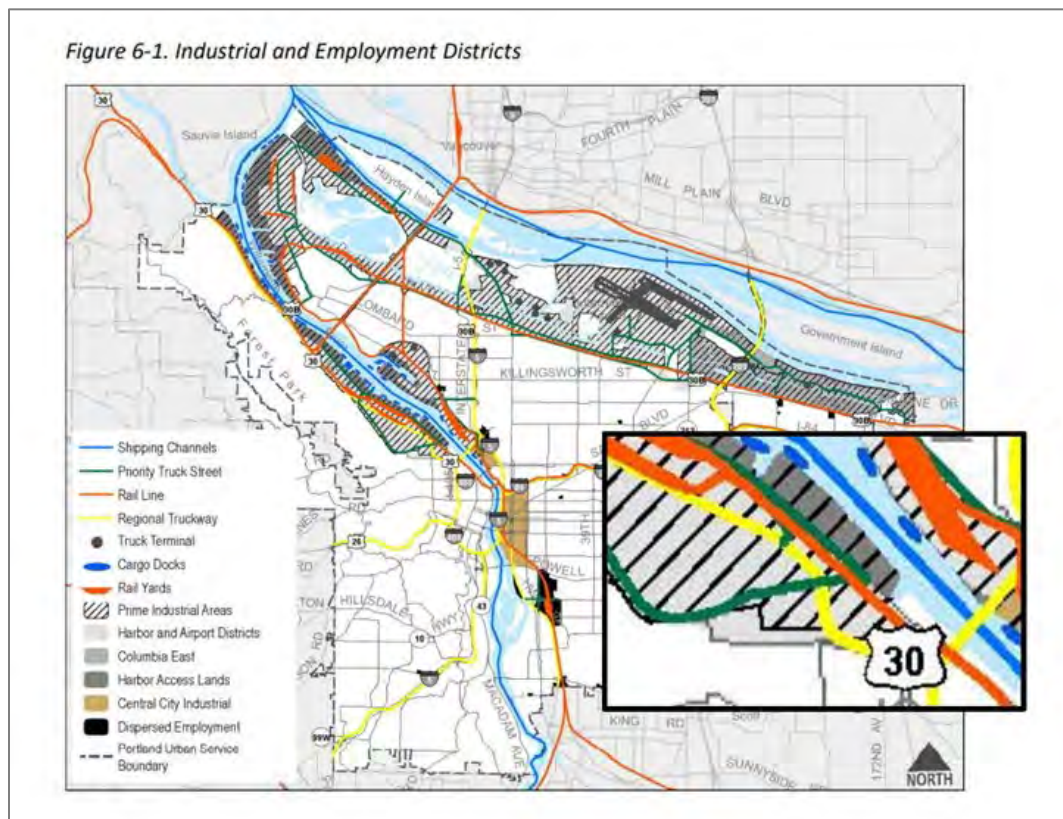
Zoning Map – NW Study Area



## **Industrial Land and Jobs**

The proposal for a transit-oriented equitable development approach in the Northwest study area focused primarily on the future use of land currently planned and zoned for Employment and Industrial uses. The City of Portland 2035 Comprehensive Plan recognizes the value that employment and industrial land provides for the city, both economically, and in terms of the opportunity to accommodate and foster middle-wage jobs. Comprehensive Plan Figure 6-1, below, page shows industrial and employment areas, and the inset image shows the designation of land in the study area near Highway 30 as “prime industrial” land which has key locational characteristics that make it valued.

These types of industrial middle-wage jobs are valued, in that they provide for relatively high income potential, often do not require a four-year college degree, and may benefit BIPOC community members who as a group currently have lower overall levels of education in the City of Portland than non-BIPOC community members. Therefore, changes in the availability of industrial or employment land that can provide these middle-wage jobs is a key equity consideration. On the other hand, industrial and employment land uses do not typically provide the types of activities or intensity of use that would support transit service such as a streetcar, or other forms of fixed-rail/high capacity transit that supports a dense mix of housing and jobs, and help to achieve various climate goals.



Comprehensive Plan Figure 6.1

## **Development Scenarios, New Alignment, and Reduced Area of Change**

As part of the process, economic and other types of evaluation were used to develop proposals that reduced harm/burden and maximized the opportunity for benefits. Three initial development scenarios were considered. These included: Scenario 1, Enhanced Industrial; Scenario 2, Employment; and Scenario 3, Mixed Use. All three presumed the original NW 18th/NW 19th Avenue alignment and are described in more detail below.

### **Initial Economic Modeling**

To assist in evaluating the land use scenarios, ECONorthwest conducted an economic analysis that included development feasibility modelling. The ECONorthwest model assesses highest and best uses under alternate land use scenarios and development allowances to predict the most feasible types of development.

Initial analysis by ECONorthwest evaluated each of four development scenarios for the impact on Housing, Jobs and Residual Land Value (RLV) created. Measuring RLV is a way to estimate the overall economic gain or value generated by real estate development. A summary of findings is captured in the table below. Findings and a detailed explanation of the ECONorthwest model is included in the Opportunities and Challenges Report, which is included in the appendix.

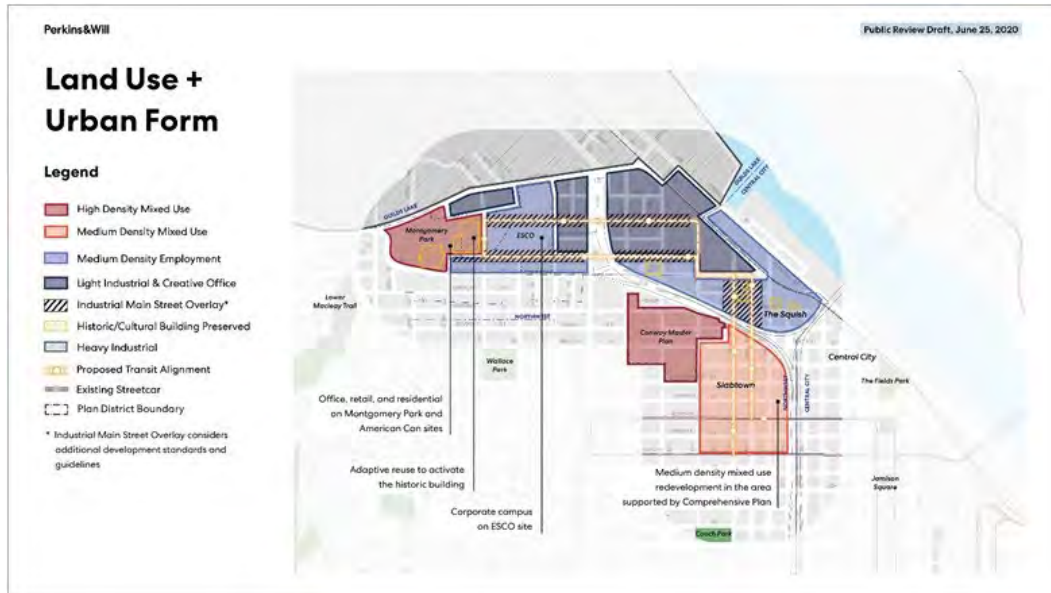
#### ECONorthwest Preliminary Scenario Modeling Results

	<b>Baseline</b>	<b>Scenario 1: Enhanced Industrial</b>	<b>Scenario 2: Employment</b>	<b>Scenario 3: Mixed Use (10% affordable housing)</b>
<b>Residual Land Value</b>	\$607M	\$629M	\$667M	\$757M
<b>Industrial Jobs</b>	370	1,300	1,300	630
<b>Office Jobs</b>	550	1,940	1,940	1,040
<b>Retail/Restaurant Jobs</b>	400	410	450	730
<b>Market Rate Housing Units</b>	10,810	10,990	11,630	13,920
<b>Affordable Housing Units</b>	940	960	990	1,250

**Scenario 1, Enhanced Industrial**, proposed retention of current Employment and Industrial land use designations both east and west of Highway 30. The scenario proposed “enhancements” to industrial uses currently allowed, by providing greater allowances for creative industries and industrial office uses.

This scenario was found to generate the lowest amount of increased land value that could be “captured” for public benefits. In addition, the proposal did not result in a tremendous increase in jobs, and the broadening of allowances for creative/industrial office uses was thought to skew new job creation towards those that may require 4-year college degrees or other skill sets that would not necessarily provide middle-wage opportunities for underserved communities

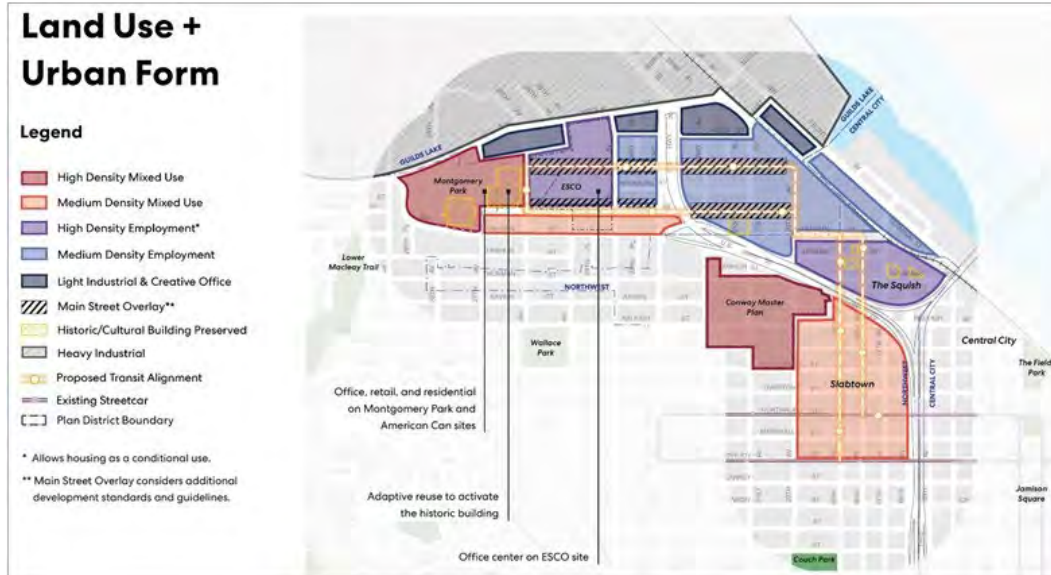
and industrial workers. The scenario was also not seen as being fully supportive of fixed rail transit investments in terms of ridership, or capacity to support financial contributions to a local improvement district.



**Scenario 1**

**Scenario 2, Employment**, proposed significant increases in development allowances (floor area and height) and a much broader array of uses, including professional or medical offices, both east and west of Highway 30. Development economic modeling suggested this scenario could generate land value that could be captured for public benefit, and also resulted in an increase in jobs. However the jobs were foreseen to skew toward higher-paying professional jobs or lower-paying retail jobs rather than the well-paying/low barrier to entry jobs that would be foregone by the change from industrial and employment-focused designations.

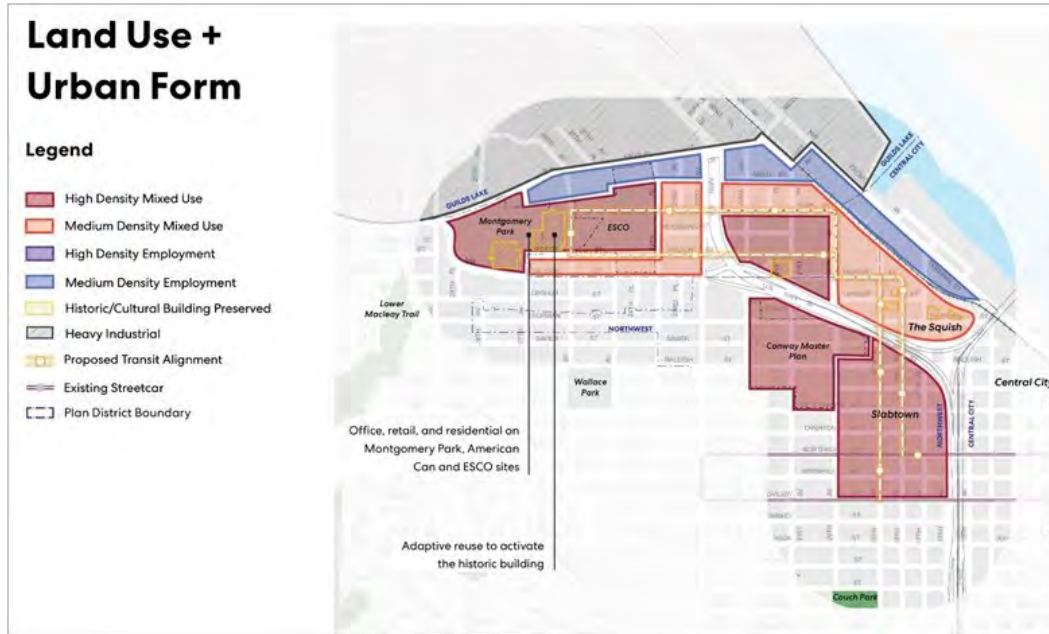
This scenario was seen as being supportive of fixed rail transit investment, but a lack of housing in the district suggested a scenario with high peak-hour travel demand, and significant daytime activity, but less activity in evenings. The onset of the COVID-19 pandemic further clouded the outlook for this type of office environment for the foreseeable future.



**Scenario 2**

**Scenario 3, Mixed Use**, also proposed significant increases in development allowances (floor area and height) and a much broader array of uses, including professional or medical offices, and high-density residential uses both east and west of Highway 30. Development economic modeling suggested this scenario could generate a significant amount of land value that could be captured for public benefit, primarily through development of multi-dwelling housing, which was seen as the likely market-driven outcome of zoning that allows such a broad array of uses.

Modeling indicated that the value generated by land use change could produce enough to provide significant public benefits – affordable housing, affordable commercial space, and others – if a means to capture and allocate a portion of the value could be developed. While the allowance for mixed-use and residential development spanned east and west sides of Highway 30, the largest area of change was seen west of Highway 30, where former industrial development on the ESCO site has been razed. East of Highway 30, and in some other areas, redevelopment was tempered by the value embedded in existing development and viable land uses.

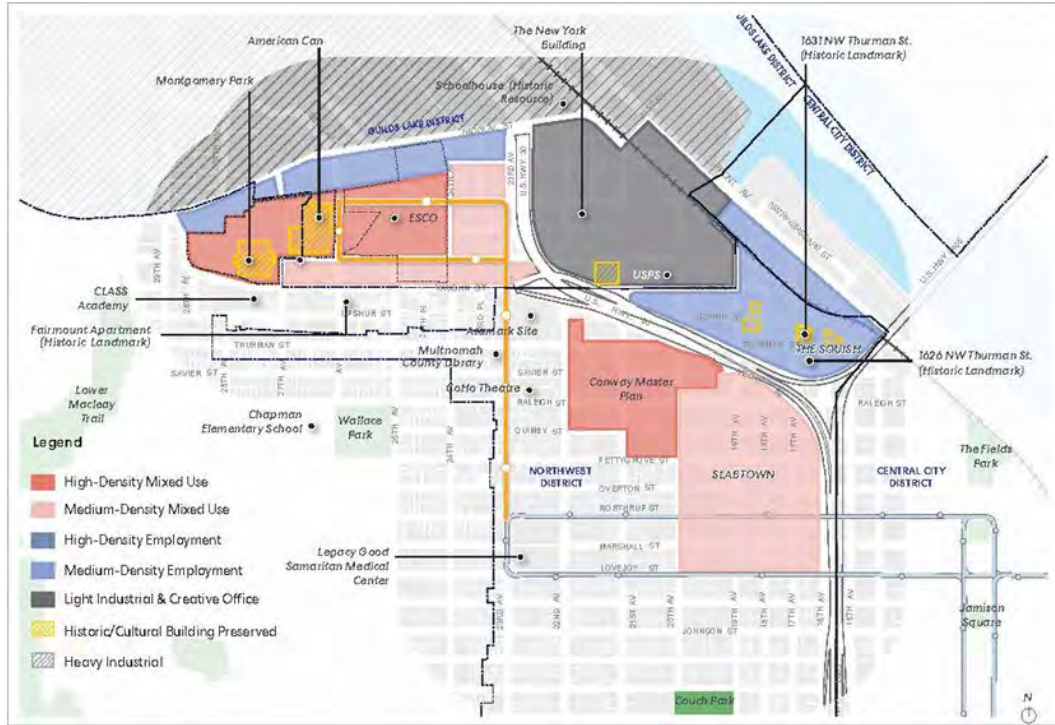


**Scenario 3**

**Alternate Scenario and Alignment Rethinking.**

As a result of the scenarios development/economic analysis, staff investigated opportunities to maximize the opportunity for high-value transformative change, while minimizing the impact to industrial land supply, and the middle-wage low barrier to entry jobs that industrial land supports. To that end, staff focused on creating opportunity for change west of Highway 30, where market opportunity for value creation is high, and minimizing change in areas east of Highway 30, where opportunity for change was seen as low, but the value of existing industrial land and jobs is high. Coincident with the shift in land use, staff concluded that a transit alignment running north/south on NW 23<sup>rd</sup> Avenue was feasible, and resulted in substantial construction and operating costs savings. The new alignment also created the opportunity to complete other planned improvements to NW 23<sup>rd</sup> Avenue, which could benefit the community.

**Scenario 4, Hybrid**, is generally a hybrid of Scenario 1 (Enhanced Industrial) and Scenario 3 (Mixed-Use), and results in a substantially reduced area of impact to industrial land and middle-wage job opportunities. Scenario 4 suggests a mixed use development opportunity area west of Highway 30, where transformation could result in land value increases – the benefits of which could potentially be shared between private and public sectors. The scenario included industrially-focused uses east of Highway 30.



**Scenario 4**

Given the concern about the possible loss of middle wage jobs, the land use scenario was further modified to reduce potential harm and job impacts by retaining industrial land use designation in areas east of Highway 30 as well as in the area north of NW York Street west of Highway 30. However, to better maintain industrial land supply and the correlated middle-wage job opportunity, the provision for creative or industrial office uses in these areas is not proposed to be implemented until future land use needs are evaluated in the update to the city’s Economic Opportunities Analysis (EOA), which is currently underway.

**Housing and Middle-wage Jobs Opportunity.**

The proposed hybrid land use scenario creates an opportunity for significant housing potential while retaining land for middle-wage jobs. Development economic modeling suggests that several thousand new housing units could be produced in the area west of Highway 30, a substantial number of jobs can be accommodated, and that land use changes could generate tens of millions of dollars in land value that could potentially be directed to some form of public/community benefit.

ECONorthwest Hybrid Scenario Modeling Results

	<b>Baseline</b>	<b>Scenario 4: Hybrid: Industrial &amp; Mixed Use <i>10% affordable housing</i></b>
<b>Residual Land Value</b>	\$607M	\$710M
<b>Industrial Jobs</b>	370	930
<b>Office Jobs</b>	550	1,510
<b>Retail/Restaurant Jobs</b>	400	660
<b>Market Rate Housing Units</b>	10,810	12,840
<b>Affordable Housing Units</b>	940	1,130

A primary desired public benefit called for by many community members centered on affordable housing. The proposed scenario provide the opportunity to fulfill this community-stated goal. In addition, the value created may also provide opportunity to provide affordable/discounted commercial space that could be more available to low-income and minority entrepreneurs. It could also potentially create conditions to allow a greater degree of ownership and wealth-building opportunity for those groups.

Importantly, the scenario minimizes harm by retaining over half of the original land area considered for change for industrial uses. These retained industrial areas can provide opportunity for high-paying/low barrier to entry jobs, which may be accessible to a higher percentage of underrepresented and BIPOC community.

## 5. Potential Land Value, Cost Assumptions, and Public Benefits

The MP2H NW Plan Discussion Draft was published on December 21, 2021. The draft plan generally proposes a preferred scenario development approach that builds on Scenario 4, Hybrid, described previously. The proposal calls for land use changes to accommodate a high-intensity mix of land uses in the area west of Highway 30 on the Montgomery Park site, the former ESCO Steel site, and other smaller parcels in the area between NW Vaughn and NW Nicolai streets. The proposed change from industrial and employment uses to high intensity mixed use development is expected to create an increase in the value of the land for development. Previously considered land use changes east of Highway 30 are not proposed, thereby reducing impacts to the industrial land supply.

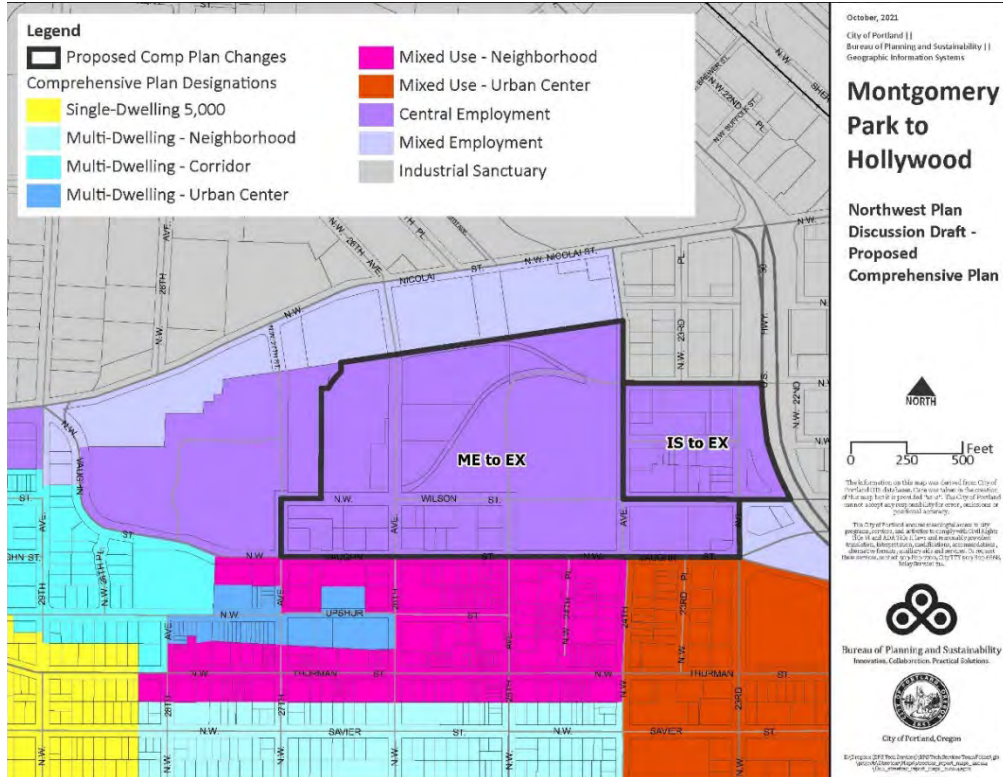
Given the expected value created by land use changes, and the impacts of change to industrial land supply, several types of development/land use action impact costs and potential public benefits were considered in the plan. In a market economy, a private-public development partnership requires some financial incentive for the private partner, and the amount of resources available for public benefits is related to the amount of value being created. The following section estimates potential value creation, project costs, and opportunities for public benefits. The estimates are based on economic analysis and development models and conditions known and applicable during the analysis timeframe, and are subject to change, based on changing market and other economic conditions.

### Land Use Changes and Value Creation

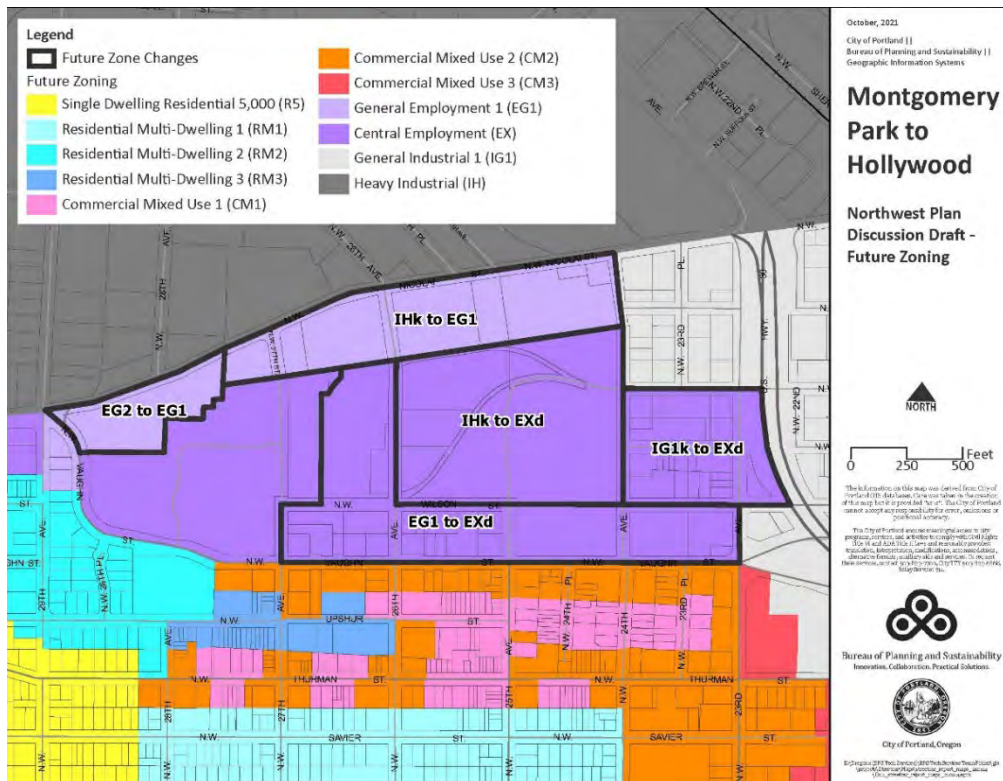
The proposed land use approach would change the Comprehensive Plan map on approximately 30 acres in the study area west of Highway 30. These changes would allow a broader array of uses – including residential, commercial and employment - and a significant increase in development intensity in the future. Changes to the Comprehensive Plan would allow for future rezoning that implements the land use vision for the area.

The following maps show the potential future Comprehensive Plan and zoning map changes for the area of change west of U.S. Highway 30. The first map indicates the area of Comprehensive Plan map change, with the solid black line outlining those areas changing from employment and industrial designations (ME and IS) to a mixed use designation (EX). The second map shows the potential zone changes from various industrial zones (IH, IG1) and employment zones (EG1, EG2) zones to an employment zone (EG1) and a mixed use zone (EXd).





Proposed Comprehensive Plan Map



Proposed Future Zoning Map

Additional subarea analysis assessed the impact of the proposed land use changes on the potential housing units, jobs and residual land value in the area of change west of US Highway 30.

The analysis found that the change in land use designations created additional Residual Land Value (RLV), but the value varied significantly among different portions of the study area. RLV is an estimate of what a developer would be able to pay for land given the property’s income from leases or sales, the cost to build as well as operate the building, and the investment returns needed to attract capital for the project. This total remaining value must include enough private financial incentive to justify the development in the first place. In a public-private development model, an increment of the remaining land value increase may be able to be allocated for public benefits.

The analysis used existing land values based on tax assessor data available at the time of analysis. It may not represent actual land values or account for recent transactions, which may result in changes to estimated residual land values.



Subareas west of Highway 30

Subarea Estimates – Baseline Scenario to Hybrid

	Additional RLV	Industrial Jobs	Office Jobs	Retail/ Restaurant Jobs	Market Rate Housing Units	Affordable Housing Units
<b>Subarea B</b>	\$15.1M	0	0	110	1,080	130
<b>Subarea C</b>	\$7.4M	340	580	0	0	0
<b>Subarea D</b>	\$71.5M	0	0	300	2,800	330
<b>Subarea E</b>	\$40.9M	0	0	50	800	50
<b>Subarea F</b>	\$701K	0	0	20	160	20

Further refinement of the inputs resulted in an adjusted residual land value of approximately \$31.9M for Subarea D after accounting for some financial incentives, and revised land costs

based on known recent land transactions. Overall, with a development scenario that maximizes housing and affordable housing units, the analysis estimated roughly \$96M in total aggregate additional residual land value.

Analysis also found that the range of value available for public benefits is variable, and highly dependent on the assumed costs for other project needs such as street improvements and other transportation infrastructure, and the cost associated with industrial land mitigation. Higher costs result in less remaining value for other types of public benefits.

### **Costs Associated with Land Use Transition**

The transition of the study area from current employment and industrial use designations to future to mixed use designations is dependent on the need to address policy and regulatory issues associated with industrial land, and the cost of infrastructure needed to serve the higher intensity land uses. These costs generally must be addressed before any other benefits can be realized. Some of the significant costs are described below.

**Industrial Land Supply.** The City of Portland and Metro region both recognize a portion of the area west of Highway 30 as part of the city and regional supply of industrial land that is vital to the regional economy and as a potential source of middle-wage jobs. The 2035 Comprehensive Plan designates a portion of the area as “prime industrial” land. A change in land use in such areas is not allowed unless measures to offset such changes are taken. The Discussion Draft plan proposes that such changes could be addressed through:

- Direct offsets: this approach would include replacing the acreage with new industrially zoned land with similar characteristics.
- Mitigation: this approach would establish a fund that would pay for the rehabilitation of underused brownfield industrial lands to improve the viability of existing contaminated lands for industrial redevelopment. Such an approach would need to focus on remediation of the most difficult sites, as the market is likely to address the more easily remediated sites. The cost of this approach is estimated at approximately \$800K per acre, based on studies conducted to inform the city’s 2016 Economic Opportunities Analysis (EOA).

Both of the above approaches could be undertaken by the private or public sectors, or a combination. However, the benefit of value created through land use changes is seen to accrue to property interests in the form of increased land value, and therefore the cost of addressing the change is anticipated to be borne, at least in part, by the private sector.

**Transit and Transportation System Improvements.** Land use changes in the MP2H Northwest study area are linked to transit and other transportation investments that would support

increased intensity of development, including residential mixed use development. There are two major components:

- An extension of Portland Streetcar is proposed to serve the area. Funding for streetcar is expected to be a combination of federal transit dollars and local contributions, including contributions from property owners that would benefit from such investments. Property owner contributions typically come in the form of a Local Improvement District (LID) assessment. Property interests are expected to participate in such a district.
- A local street network to serve new mixed use development would also be necessary. A local street network serving new development would in many cases be funded primarily by private property interests. However, because the proposal is also linked to fixed rail transit investments, some of the costs may potentially be funded through other sources.

**Other Infrastructure System Improvements.** Land use changes in the MP2H Northwest study area may trigger the need for enhancements to sanitary sewer and stormwater management systems. Initial analysis indicated that impacts may be partially mitigated by “green solutions” such as ecoroofs or other on-site stormwater management systems that reduce discharge into pipes and the hard infrastructure parts of the system. These solutions may add an increment of cost to development.

### **Potential Public Benefits**

Public policy changes in land use allowances are likely to result in an increase in land value for property interests. Public investments in transit and transportation will also add value. Given that private interests accrue some value from these public actions, the MP2H has explored public benefits that could be sought from property or development entities that offset a portion of the increased value, and mitigate for potential impacts such as increased area-wide rents, loss of middle-wage jobs, and other burdens that may disproportionately impact underserved community members and lower income households. The following are benefits are being considered as part of the Discussion Draft plan. This list was identified based on input gathered from public comments, discussions with elected officials, and work with community based organizations.

**Affordable Housing.** The project would change current land use designations, which only allow employment and industrial uses, to mixed use designations that allow a full range of uses including commercial office and housing. City code currently requires that residential development in buildings over 19 units meet the city’s inclusionary housing program. Due to the potential value created through public policy changes and investments, and the desire to address the potential burdens, affordable housing in excess of that required by inclusionary housing is sought.

**Affordable Commercial Space.** The provision of affordable commercial space is another benefit sought. This benefit would provide opportunities for small businesses that may not have the resources to compete for space in new market-rate development without financial assistance. The intent is to provide business opportunities to a broader range of people, focusing on underserved and underrepresented populations.

**Open-Space Amenities.** The MP2H NW Plan has the potential to produce up to an estimated 3,000 new housing units in the area. Providing for parks, plazas or other types of open space and connections to public spaces in the area will help serve those living and working in this new neighborhood, and help to minimize the burden on existing nearby facilities in a densely populated area.

**Wealth-building/Ownership Opportunities.** Project outreach through CBOs suggested that underrepresented, underserved and BIPOC community members lack opportunities for wealth building that would help these community achieve more equity. Discussion with these groups suggested that rather than rental opportunities, ownership opportunities should be part of an equitable development and public/community benefits approach. This applied to residential and commercial opportunities.

**Contracting Goals.** Another outcome of an equitable development approach could be Minority-Owned, Woman-Owned, or Emerging Small Business (MWESB) contracting requirements for construction on both public and private arenas.

## 6. Displacement Risks: Housing and Jobs

### NW Study Area Demographics

The January 2020 MP2H Existing Conditions report compiled demographic and employment data for the Northwest study area, summarized in the tables and discussion below. This data sets a context for the Northwest study area in relation to the city as a whole and lays the groundwork for determining housing needs and evaluating the vulnerability of housing and jobs to land use changes and infrastructure investments.

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

#### NW 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%

#### NW 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%

#### NW Age

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

#### NW Education

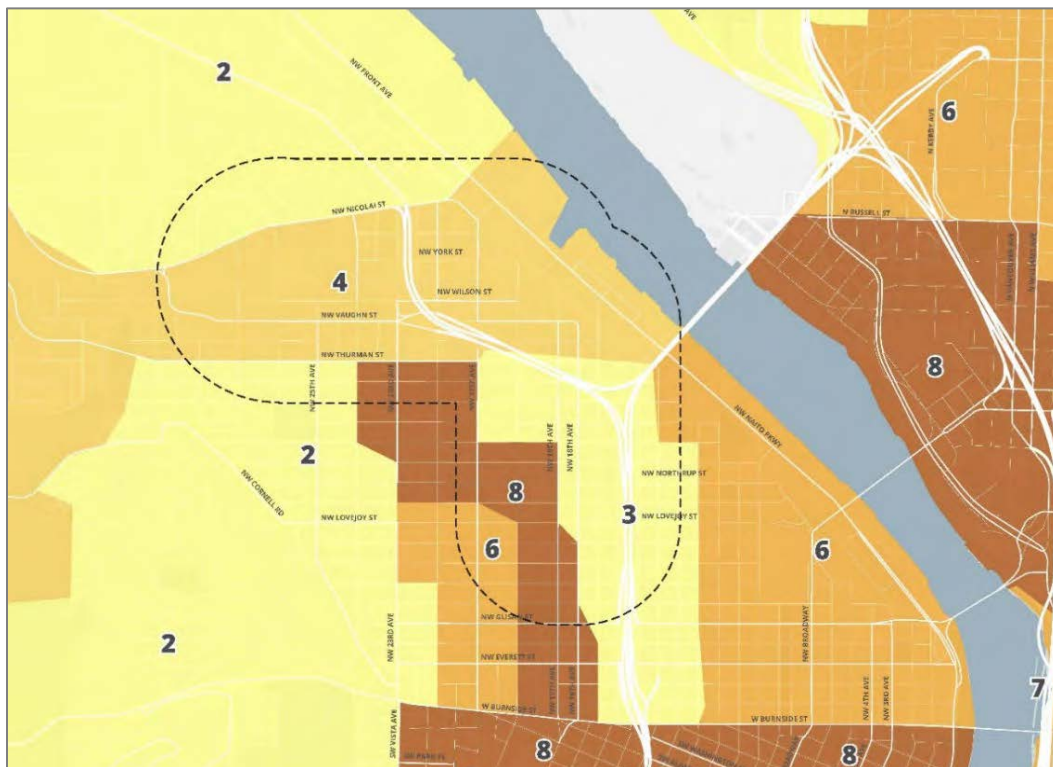
Education	NW Area	Portland
Less than HS	2%	8%
HS diploma	6%	16%
Some college	18%	28%

BA/BS degree	43%	29%
Advanced degree	32%	19%

NW Households & Tenure

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

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



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

**NW Portland Affordable Housing**

Once a relatively affordable area, Northwest Portland has seen steadily increased residential rents over the past several decades. Although there is no reliable inventory of “naturally

occurring” or unregulated affordable housing in the area, an approximate count can be made by using recent data from CoStar, which rates multi-family buildings for their “quality and desirability” by evaluating the physical attributes and amenities of the buildings.

The CoStar system uses a five star scale, with five being the highest, “luxury end of multi-family buildings.” Single star buildings are “uncompetitive ... may require significant renovation, possibly functionally obsolete.” Structures scoring two or three may be used as an imperfect proxy for unregulated affordable units, as they generally attract lower rents because of average to below average physical characteristics, such as lesser or older finishes, aging building systems, inadequate windows and minimal on-site amenities and open areas.

Note that the rating system does not include neighborhood or market characteristics, allowing consistent comparisons across geographies. Because of this, extra caution should be used in using lower CoStar ratings as a proxy for affordability in highly desirable neighborhoods such as Northwest Portland, where even lower quality and amenity housing may attract premium rents. A summary of the three and two star multi-family buildings and units in the “Uptown Portland” CoStar subarea (Census Tract 45) is below. Not included in the table are 930 subsidized units in 15 buildings also rated two or three stars; these regulated affordable units are essentially not susceptible to displacement risk in the near and medium term.

#### NW 2 & 3 Star Rated Buildings

CoStar Rating	Buildings	Units
2 Star	188	2,378
3 Star	118	2,560
Total	306	4,938

### **NW Study Area Employment and Businesses**

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

Since 2008, the Northwest study area has grown by about 2,800 jobs, or 17%. This is higher than the citywide average of 13%. The largest sector to grow was office services, which added 2,600 jobs. The fastest-growing subsector has been professional, scientific and technical services, which added 800 jobs (a 37% increase) between 2008 and 2018. Production and distribution sectors have struggled to keep pace, having lost about 800 jobs in the last



recession. Even accounting for large employers that vacated, such as ESCO's manufacturing presence, this sector is generally declining in this area. One exception in this sector is small-sized firms with 1-19 employees, which grew by about 5-10% since 2008.

#### NW 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%

#### NW 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%

### **Jobs and Housing Displacement Risks**

Changes in zoning that increase development entitlements coupled with supporting transportation investments and related infrastructure and amenities have the potential to displace existing residents and businesses by encouraging new development and increasing rents over time.

Within the portion of the Northwest study area where land use changes will likely be proposed, the risk of significant displacement of households is relatively low, simply because there are very few housing units there; the area is zoned for industrial use and housing is not allowed. There are a few non-conforming single family homes in the vicinity of NW Roosevelt. If rezoned to mixed-use, these buildings would become conforming under the zoning code, however, over time, they would be at risk of redevelopment to a higher density level (a risk that exists to some extent already).

The CoStar data, discussed above, suggests that a few thousand housing units exist in the larger Northwest Portland area that could be vulnerable to upward remodeling or redevelopment and rent increases following an additional investment in the streetcar system. However, the broader Northwest area is already served by the existing streetcar. Most of the studies about the impact of rail transit on rents and value focus on introduction of rail where it does not exist. It is not clear that a modest extension would create significant additional market pressure on the existing housing stock. In addition, as discussed earlier caution should be used in using low

CoStar ratings as a proxy for affordability in highly desirable neighborhoods such as Northwest Portland, where even lower quality and amenity housing may attract premium rents.

Assessing the study area by the Bureau of Planning & Sustainability's Displacement Risk Typology shows that Census Tract 49 at the southern tip of the alignment is classified as susceptible to gentrification based on having higher shares of vulnerable populations but not yet having experienced demographic change or increasing housing costs. This is driven by the census tract's proximity to the Pearl District's more active real estate market.

Although there is some risk of residential displacement if the MP2H zoning and transportation proposals are adopted, staff believe the risk and extent is relatively low and could be mitigated for by the creation of up to 300-500 affordable housing through the City's Inclusionary Housing requirements and the project's proposed additional affordable housing production tools, including development agreements with property owners and affordable housing zoning bonuses.

Rezoning industrial land to a broader mix of land uses will change the mix of jobs in the study area. Preliminary economic modelling by ECONorthwest shows significant job growth as a result of the proposal, particularly in the office and service sectors. However, industrial jobs will not likely be created in significant numbers and it is likely that, over time, existing industrial businesses in the study area, for instance between NW 23rd and NW 24th south of York Street, could get priced out of the area. While the ESCO site (a large portion of the project area) is vacant, and so can't technically "lose" jobs, rezoning it would reduce the potential for future industrial jobs, which are generally well paying and have low entry requirements. The displacement of large numbers of existing jobs may be unlikely under the proposal, but the land use changes would affect the supply of land for industrial businesses and jobs, as discussed earlier in this report.

## 7. Housing Need Analysis

In 2011, BPS updated the Housing Needs Analysis with key housing supply and affordability trends. There is a sufficient supply of vacant and underutilized land in the city to accommodate construction of enough housing to meet projected demand through 2035. Based on recent trends in housing construction, the future housing stock will include a much greater proportion of multi-family units in the coming years. However, low- and moderate-income households continue to be challenged when finding “affordable housing units” due to a combination of high housing costs, rising energy prices and stagnant household income. The cost of new housing is impacted by land supply and the costs of financing, materials, and labor.

Montgomery Park and the nearby area is part of the city’s West Portland subarea in the Housing Needs Analysis, which accounts for roughly 18 percent of the city’s total housing stock. This West Portland subarea also contains a large share of the city’s substandard units (units without plumbing or kitchen facilities). Overall, the number of affordable rental units declined substantially throughout the city, and the use of Section 8 vouchers has been increasing in areas far from the city center (between the years 2000-2007). While the data from the Housing Needs Analysis is older, the trend of rising housing costs, decreasing supply of affordable housing stock, and more households at risk of displacement or homelessness is reflected in recent community engagement conducted through the recently updated Portland Plan, the PAALF People’s Plan, and COVID-19 Equity Toolkit.

The 2011 Housing Needs Analysis findings show that household growth in Portland will increase at an annual percent rate change of 1.2-1.6 percent, resulting in approximately 344,800 to 376,300 households by 2035. This annual percent growth rate translates into a need for 3,500 - 4,500 housing units to be added each year for the 30-year timeframe to 2035. Land capacity for new Portland housing units is projected to range between 112,000 and 262,000 new units by 2035, per the City of Portland Buildable Lands Inventory model. That figure is well above the projected need by 2035 for 105,000 to 136,000 new units.

While zoned capacity exists, the lack of supply of affordable units may continue to exacerbate conditions for low- to moderate-income renters. According to the Metroscope model used for the Housing Needs Analysis, the most significant concentrations are forecast to be in West Portland (with about half of the city’s highest income households) which is the same subarea that the Montgomery Park site is located in. Of all the subareas, the Central Business subarea is expected to see the greatest growth in households and the most dramatic forecasted changes. At the time that the Housing Needs Analysis was conducted, the downtown area rents were nearly twice and sometimes three times as much as other parts of the city. While Montgomery Park and the nearby area lies within the West Portland subarea, it is directly adjacent to the Central Business subarea and may experience some of these forecasted changes due to that proximity.

The following table compares existing households making 0 to 100 percent of Area Median Household Income (AMI) with forecasted growth for the census tracts that fall within or are a part of the MP2H Northwest study area. The data was compared to future household growth by assuming that the proportion of the population falling within these AMI categories or experiencing severe cost burden stays the same through 2035 (paying 50 percent or more of household income towards gross rent). The analysis relies on the 2020 Census American Community Survey (ACS) data which has high margins of error when dialed into smaller geographies. This information would need additional ground-truthing if intended to help inform policy decisions, but it is presented here to help provide some insight into the types of affordable units needed citywide and within the Northwest study area.

By reviewing the number of households living within the Northwest study area and assuming cost-burdened households experience the same percentage of growth as the rest of the city by 2035, anticipated housing need can be analyzed for different income levels (below 65% AMI and 65-100% AMI). About 1,100 units will be needed for the 65% AMI or below category by 2035. For the 65-100% AMI level category, far fewer units are needed but further ground truthing is necessary to understand if this data is accurate. Specific findings from this analysis are included below the table.

Existing & Future Households Earning 0-100% AMI

Income Level	2020		2035	
	NW Households	Portland Households	NW Households	Portland Households
<b>0-65% AMI</b>	2,794	65,526	3,476 - 3,850	81,522 - 90,312*
<b>0-65% AMI &amp; Severely Cost-Burdened</b>	891** (32%)	30,570 (47%)	1,112 - 1,232†	38,315 - 42,447†
<b>65-100% AMI</b>	1,229	23,572	1,529 - 1,663	29,327 - 31,986††
<b>65-100% AMI &amp; Severely Cost-Burdened</b>	14‡ (1%)	787 (3%)	15-17†	880 - 960†
<b>Total 0-100% AMI</b>	4,023	89,098	5,005 - 5,513	110,879 - 122,298

\*Assuming 24% of total households are 65% AMI or below

\*\*Margin of Error: 298.5

†Assumes % of severely cost-burdened households doesn't change

††Assuming 8.5% of total households are 65-100% AMI

‡Margin of Error: 26.5

Assuming that the percentage of households that are cost-burdened doesn't change by 2035, future housing need for the MP2H Northwest study area will be:

- **1,112 to 1,232 cost-burdened households earning 0-65% AMI will need units**
- **15-17 cost-burdened households earning 65-100% AMI will need units**

Although the ACS data provides an idea of anticipated need, the high margin of error for the number of severely cost-burdened households in the study area requires additional analysis through surveys or other data collection methods to produce more reliable data.

### **Inclusionary Housing in Montgomery Park Study Area**

The EcoNorthwest report indicates the MP2H Northwest study area may feasibly result in 3,000 – 5,000 market rate units and 300-500 affordable housing units (based on the current inclusionary housing requirements of 10% of total units deed-restricted at 60% MFI). The 300 - 500 affordable housing units would satisfy 27 to 41 percent of the housing need for severely cost-burdened households at 65% AMI or below in the study area. The potential development would also be adding affordable housing stock to a neighborhood identified by the [Portland Housing Bureau's opportunity area analysis](#) as a “high opportunity area” close to high quality amenities and job centers.

The Northwest neighborhood (as defined by the Portland Housing Bureau's analysis neighborhoods) has produced about 2.4 percent of the city's affordable inclusionary housing units since 2018. In comparison, the Interstate Corridor produced about 20 percent of the city's affordable inclusionary housing units and the Central City area produced about 14 percent of the city's affordable inclusionary housing units. Both the Interstate Corridor and Central City areas are also considered “high opportunity areas” as well. Neighborhoods that produced a similar percentage of inclusionary housing units to the Northwest are Montavilla (2.7%), Hayden Island (2.5%), and Roseway-Cully (2.1%). However, Montavilla, Hayden Island, and Roseway-Cully do not fall into the same “high opportunity” areas that the Northwest is a part of. The Northwest area also has a greater capacity for housing units than Hayden Island and Roseway-Cully (calculated using the Buildable Land Inventory). In summary, Northwest Portland is under-producing affordable housing relative to other high opportunity areas in the city.

## 8. Citywide Housing Supply Context

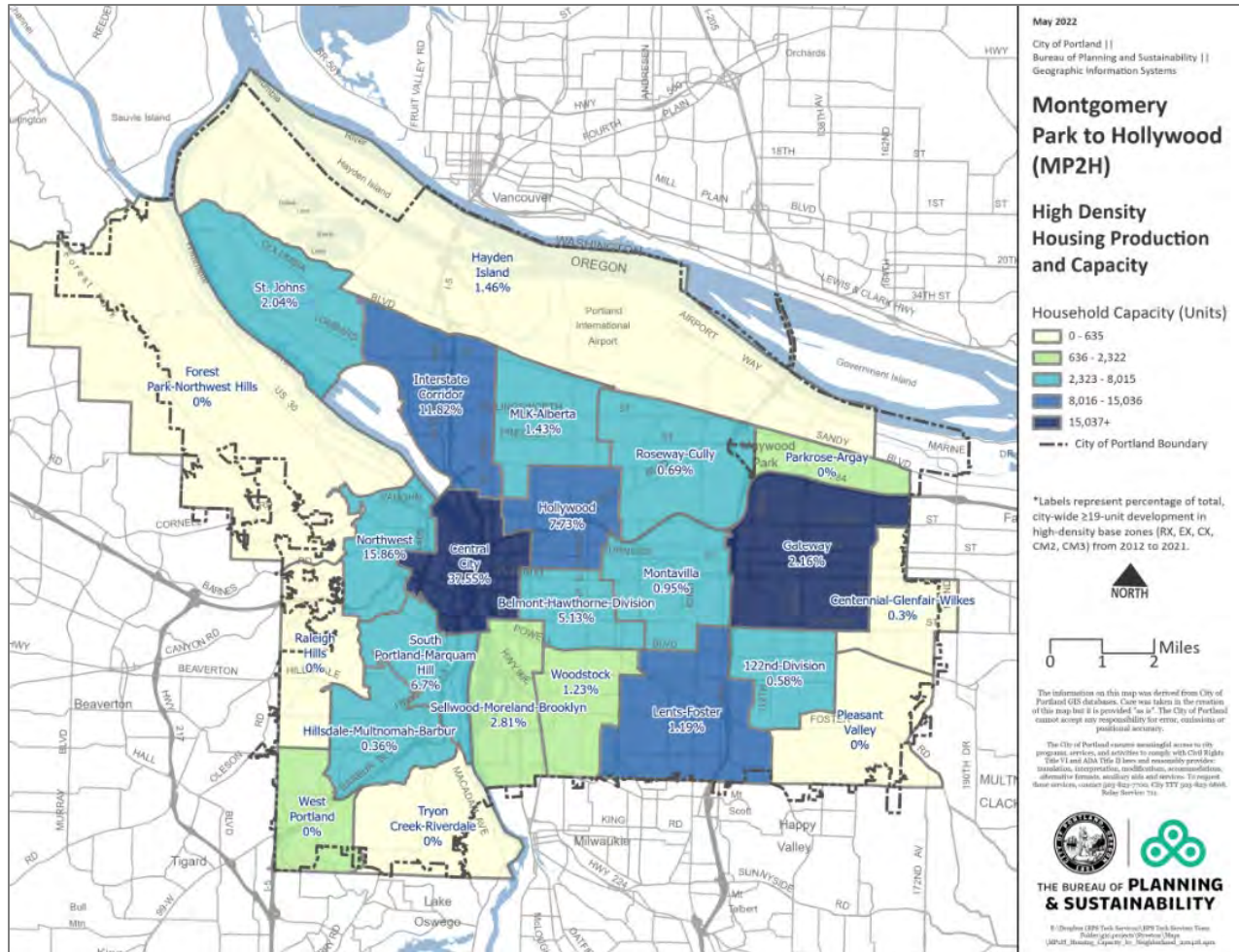
### Housing Production in the Past 10 Years

In the past ten years, a little over 50,500 housing units were built in the city of Portland. About 24 percent of that total production occurred within the Central City neighborhood, with the Interstate Corridor following at 14 percent and the Northwest neighborhood at 11 percent of total production. When comparing housing production by building size, the Northwest neighborhood produced about 16 percent the city's large developments of 19 units or larger in the past ten years. The only other neighborhood that exceeded in building denser developments over the last ten years is the Central City area, which produced about 38 percent of the city's buildings of 19 units or larger.

### Comparing Production to Capacity

While the Northwest neighborhood produced the second highest amount of housing units within buildings of 19 units or larger, the actual capacity in the Northwest for high density buildings is much lower than other neighborhoods, like Gateway (which has capacity for 24,500 units within high-density zoning areas) or Interstate (which has capacity for 15,000 units within high-density zoning areas). The Northwest, by comparison, has capacity for about 6,100 units within high-density zoning in the neighborhood. Despite not having as much capacity for high density buildings as other neighborhoods, the Northwest continues to produce larger developments possibly due to greater development interest and proximity to high-quality amenities and job centers.

The map below shows the amount of capacity for high-density housing each neighborhood currently has (the darker the blue, the higher the capacity in housing units). Below each neighborhood name is the portion of high-density housing built within these high-density zones (RX, EX, CX, CM2, CM3) from 2012 to 2021.



High Density Housing Production and Capacity

### Comparison of Large Opportunity Sites

The table below describes the capacity for housing units on several large opportunity sites in and near the Central City. Opportunity sites are areas of the city that have been part of large master planning processes and/or public-private land use negotiations involving the City of Portland. Collectively, these large opportunity sites make up approximately 30 percent of the Central City’s potential growth.

In addition to the large opportunity sites, the chart also includes the development capacity and percentage of the city’s past production generated within a quarter mile of the Portland Streetcar Loop.

Large Opportunity Site Housing Potential\*

Site	Unit Capacity	Potential Affordable Housing Units‡	% of Citywide Housing Need by 2035	% of Citywide Housing Built in Past 10 Years in Same Area‡‡	% of Citywide Hi-Density Housing Built in Past 10 Years in Same Area‡‡
MP2H-NW	3,000 – 5,000	300-500	2.9-3.7%	10.8%	15.2%
Lloyd District**	5,000	500	3.7-4.8%	23.5%	35.9%
Broadway Corridor†	2,620	720	1.9-2.5%		
OMSI	1,200	240	0.8-1.1%		
RiverPlace††	915 – 1,015	91	<1%		
<i>Total</i>	12,735 - 14,835	1,851	11-12%	NA	NA
Area w/in ¼ mile of Streetcar	≈ 30,000 Units	≈ 3,000	22-29%	26.5%	37.2%

\*All sites are within High Opportunity Areas, see <https://www.portland.gov/phb/opportunity-mapping>

\*\*[https://www.portland.gov/sites/default/files/2020-01/complete-adopted-plan\\_lores\\_0.pdf](https://www.portland.gov/sites/default/files/2020-01/complete-adopted-plan_lores_0.pdf)

†<https://prosperportland.us/wp-content/uploads/2017/04/NNECDI-BDWYCORR-PPT-2018-6-21.pdf>

††<https://www.portlandoregon.gov/bds/article/796394>

‡Assuming 10% of units built under Inclusionary Housing requirements, with higher goals for the Broadway Corridor and OMSI areas.

‡‡ Analysis area boundaries as shown on map above.

According to the Housing Needs Analysis, there will need to be an additional 105,000 to 136,000 new units by 2035 to accommodate population growth. Counting the large opportunity sites listed in the table above, if all sites were to develop then they would address about 11-12 percent of this total need by 2035. Comparing each large opportunity site, Lloyd and Montgomery Park make up the largest proportion of this anticipated need because each site has the potential to generate far more housing units than the other opportunity sites.

Housing development within a quarter mile of the Portland Streetcar Loop made up 26.5 percent of the housing produced within the last ten years. A little over 37 percent of buildings made up of 19 units or more were built within a quarter mile of the Portland Streetcar Loop. The capacity for additional housing within this same distance of the Streetcar Loop is more than twice the capacity of the five large opportunity sites listed in the same table above. Expanding the Portland Streetcar to the study area connects future residents of the opportunity site to other areas of the city by way of frequent and reliable rail transit.

Including the MP2H Northwest area in addressing anticipated needs and opportunities will help achieve housing goals for both the Central City and for the city overall. According to the Housing Needs Analysis, annual population percent growth rate translates into a need for 3,500 - 4,500 housing units to be added each year for the 30-year timeframe to 2035. If the MP2H-Northwest study area were to develop at the anticipated capacity of 3,000-5,000 housing units, the site itself could address an entire year’s worth of housing production needs. The 300-500



units of deed-restricted affordable housing produced through inclusionary housing requirements itself would be about a third of all inclusionary housing produced since 2018.

The Central City housing goal is approximately 60,000 total housing units by 2035 (including 35,300 new units). As of 2021, 13,473 housing units have been produced since 2010; the Central City area is not producing as many housing units as initially expected. The study area's opportunity site supplements housing production by contributing almost 10 percent of the housing production goal for Central City.

Comparing the residual land value across all the large opportunity sites is more difficult as the analyses for land value was done at different times for each project or site. Almost every site in the table, except for the MP2H Northwest study area, has been already zoned for high density housing. The land values on these other large opportunity sites already reflect the sites' existing land use and zoning. The MP2H area is the only location with considerations for re-zoning from industrial land uses to high density housing. As Section 5 of this report details, the residual land values resulting from re-zoning the MP2H site to accommodate more housing could also generate greater community benefits such as additional affordable housing units. The MP2H Northwest study area presents the greatest potential among these opportunity sites where the value has not already been fully absorbed into the land price, and therefore offers higher potential to achieve public benefit with fewer public investments.

## 9. Conclusions

This report describes the proposal for land use change in the Montgomery Park to Hollywood study area and focuses on equitable development issues associated with potential for change. Because change is not proposed for the Northeast/eastside part of the study area, the report does not address equitable development issues in depth for that area. The Northwest portion of the study area is identified as an area that could be subject to substantial change as a result of city policy changes and investments. Therefore this report focuses on and identifies equitable development issues associated with in the Northwest study area.

There is a significant need in Portland for both industrial land, and the related jobs that this land can accommodate, and housing, particularly affordable housing. These types of land uses provide for development that may serve underrepresented communities to a significant degree. The report focuses on how the impacts to communities can be addressed in terms of industrial land consideration and middle-wage jobs, and housing. The report also identifies the potential for value creation through public actions, and addresses approaches to better balance the financial benefits of such actions that accrue to private interests with public good.

### Key Takeaways:

- The proposal for Northwest Portland would facilitate the transition of a portion of needed prime industrial land to an area that can accommodate a broader mix of land uses, including the potential for multi-dwelling housing or more intense office-oriented employment uses. There are burdens associated with such a transition, specifically the loss of industrial land for jobs.
- City of Portland, regional and state policies dictate that the city maintain an adequate supply of different land use types to meet growth needs. Because of the limited supply of the type of industrial land subject to change, a strategy is needed to help offset the loss of this designated land use type. If the area is to change, industrial land losses would need to be offset or mitigated through other measures, which have a cost associated with them.
- A change in land use allowances would create significant new development potential and result in an increase in residual land value in the area of change. This increase in land value would benefit private property interests. Through a public-private partnership model, some of that value increase can be reallocated to create more widely shared public benefits.
- The housing opportunity created by a potential change in land use is significant. While capacity for needed housing exists in other locations, market conditions are favorable to housing development in the Northwest Portland study area. This may facilitate development of housing more rapidly in Northwest Portland than in other parts of the city.

- The surrounding land use context is industrial land to the north and high density mixed use residential to the south. Changes in the study area, and introduction of residential and mixed use development could impact the viability of industrial uses at the northern edge of the proposed area of change.
- New investment in the Northwest study area could potentially affect rent levels in the area or precipitate other new development that could affect existing residents. While the overall supply of housing units and regulated affordable housing units would be expected to increase under the proposal, some residents in lower value structures could be at-risk for displacement due to changing market factors. Residential displacement within the actual area of proposed land use change could occur, but the number of residents affected would be low because very few housing units currently exist in the area.
- At the citywide scale, Portland does not need additional land for mixed use residential development; there is enough vacant and underutilized land in that zoning category to meet expected market demand over the next 20 years. However, there is strong demand for new housing in inner Northwest Portland. That area of the city has less available land than many other areas of the city, and achievable rents are higher. The stronger market, and localized land scarcity, provides stronger market feasibility than some other large opportunity sites near the Central City, and potentially a larger increase in land value with rezoning. The increase in land value creates more space for a discussion of public benefits while still producing profit for private partners.
- Development of the land in a more intense form will result in additional costs for transportation and other urban infrastructure – this includes costs for construction of new streets, and local match obligations for streetcar extension infrastructure. These costs may potentially be addressed through value creation or other means.
- A portion of the value created through land use policy changes could be used to provide public benefits such as additional affordable housing, or deeper affordability of future units. Affordable housing has been identified by City Council, as well as MP2H project stakeholders, as a policy priority.
- A portion of the value created could potentially be used to provide other public benefits such as affordable commercial space, parks/open spaces, or address other costs for “green features” such as ecoroofs, but the total amount of potential benefits associated with increases in land value is limited. Some public benefits may not be financially feasible, based on value creation alone.

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# **Montgomery Park to Hollywood Transit and Land Use Development Strategy**

## **Equitable Development Report**

### **Appendix**

- A. Community Based Organization (CBO) Reports
  - 1. Friendly House, Inc.
  - 2. Northwest Industrial Business Association/Columbia Corridor Association
  - 3. Hollywood Senior Center/Urban League of Portland
  - 4. Micro Enterprise Services of Oregon (MESO)
- B. Prosper Portland Memo/IGA Close Out
- C. Northwest Portland Opportunities and Challenges Report, EcoNorthwest

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**A.1: Community Based Organization (CBO) Report:  
Friendly House, Inc.**

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## **Montgomery Park to Hollywood Study – Interim Outreach Report Grantee: Friendly House, Inc.; December 2020**

Friendly House is proud to participate in the Montgomery Park to Hollywood Study (MP2H) as grantee for outreach and a member of the Project Working Group. Despite challenges of pandemic proportions, Friendly House has made progress toward engaging the NW community and creating meaningful and informative discussions. Our goal has been and continues to be the amplification of underrepresented community members.

Throughout its history Friendly House has adapted to meet the needs of people living in Northwest Portland and the urban core. This approach has allowed Friendly House to remain nimble over the years, responding to new needs as they arise. Today, Friendly House is a modern-day settlement house whose primary goal is to build community from the ground up. The purpose of our involvement in this project is to serve through representation.

### **Grant Background/Purpose**

The City of Portland released a request for grant-funded outreach proposals to help inform the Montgomery Park to Hollywood Transit and Land Use Development Strategy (MP2H). The MP2H is a city effort to create an equitable development plan for transit-oriented districts in NW Portland and NE Portland. The MP2H study will consider land use and urban design, economic development, and opportunities for community benefits possible with a transit-oriented development scenario, including a potential streetcar extension. The project will also consider how such opportunities could support the City's racial equity, climate justice, employment and housing goals. The work is funded in part by a Federal Transit Administration (FTA) grant. In NW Portland, the study is exploring alternative land use scenarios to support a transit investment or future streetcar extension to Montgomery Park.

The main purpose of the grant-funded outreach was to broaden outreach to underrepresented communities (BIPOC, low-income, seniors, immigrant and refugee communities) through community-based organizations. Friendly House submitted a

grant proposal to provide outreach to the communities they serve. The Friendly House proposal was selected by the City in Spring 2020 and work began on finalizing a grant agreement.

### **Project Staff**

Joy Pearson, Volunteer Manager  
Denise Lafond, Director of Operations

### **Methodology**

Our methodology for reaching these community members went through many adjustments as COVID-19 unfolded. Our initial plans for in-person outreach and discussion gave way to three online forums, write ups in Friendly House newsletters, and emails. More specifically:

- Virtual newsletter with MP2H information sent to 2,500+ households in June and August
- Newsletter sent by mail to 2,000 older adults and elderly LGBTQ members
- 100 survey responses from members of the NW community
- 70 community members who had requested and received more information about the MP2H Study
- 3 Virtual Community Forums on July 5th, June 10th, and August 21st

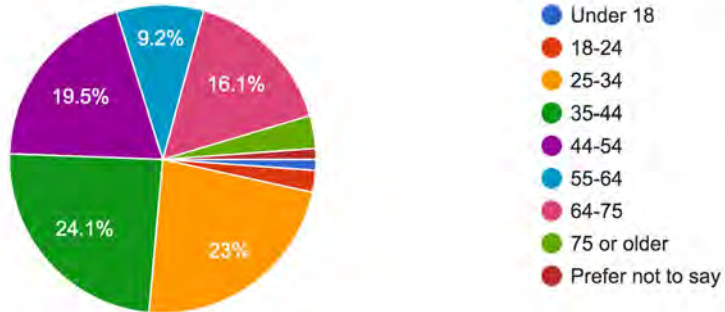
The Virtual Community Forums yielded the most information from the participants, with conversations that brought up information not included in the surveys we provided—the scope of the potential project's impact on the houseless community, for instance.

Below you will find more detailed information that we have gathered from these efforts. Graphs included are from the electronic survey, and quotes are taken from participants from all platforms.



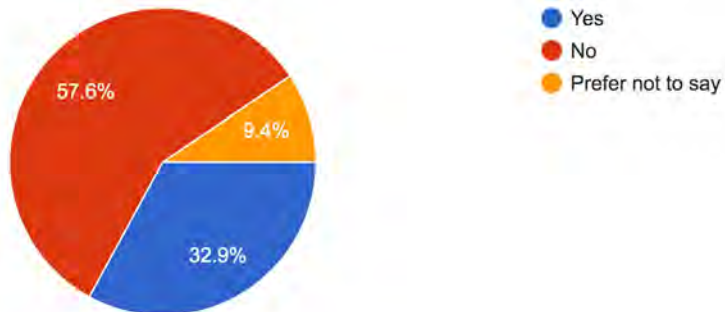
What is your age range

87 responses



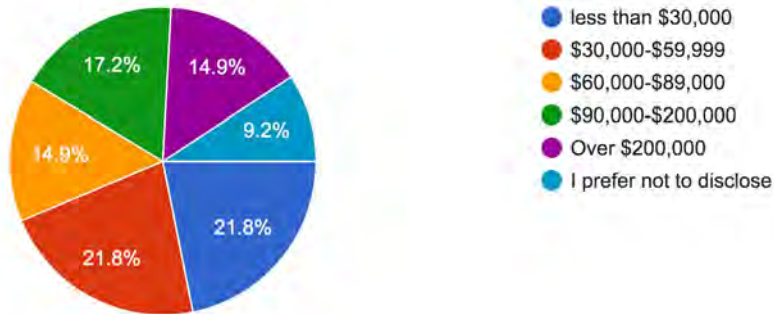
Do you identify as a member of the LGBTQ+ community?

85 responses



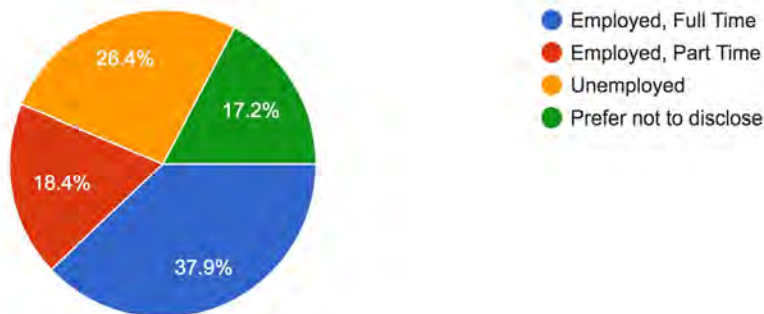
What is your household income?

87 responses



What is your employment status?

87 responses



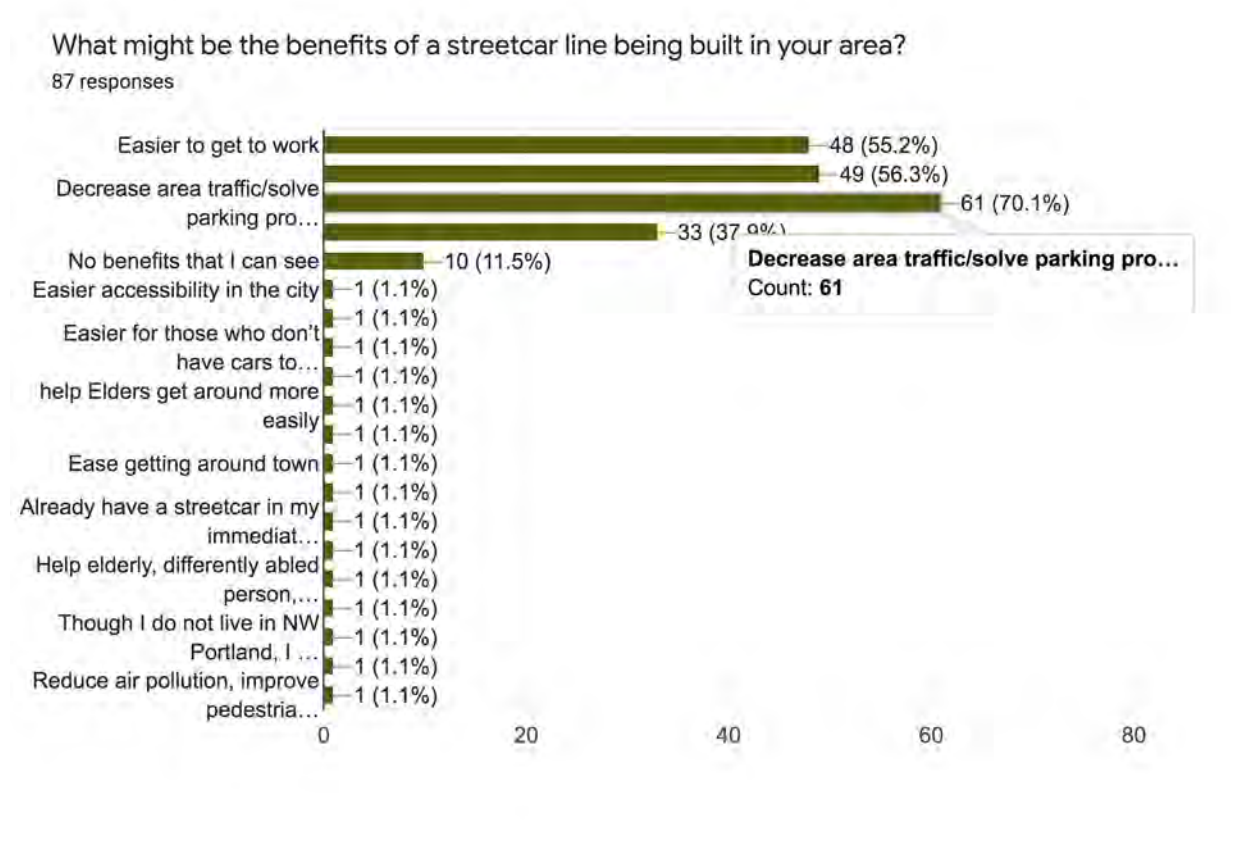
Our Virtual Community Forums offered more diversity, with exactly half of the participants coming from the BIPOC community, and a more comprehensive age range. The turn out for these events was more modest than we had anticipated, with our largest group being six participants. Twenty people in total attended the forums over the three dates. Roughly 25% of participants chose not to share demographic information.

### Findings

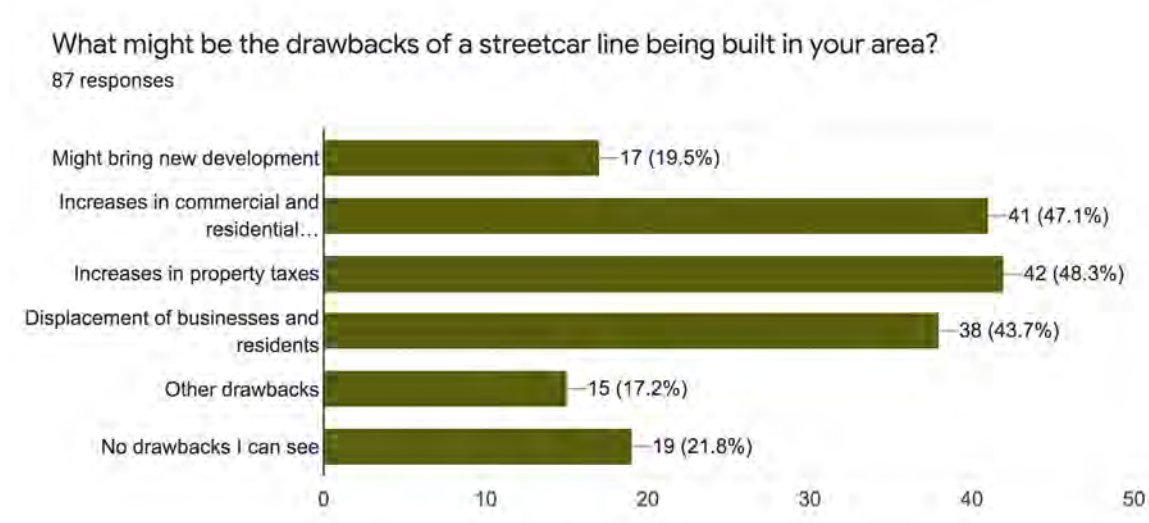
The following is a summary of findings from Friendly House outreach efforts to date. The tables represent responses from the email survey. This survey was given to the Virtual Forum participants, as well as those who inquired but were unable to attend the forums. These questions do not represent the scope of the conversations however, so notes have been attached from those meetings.

### Survey Questions and Results

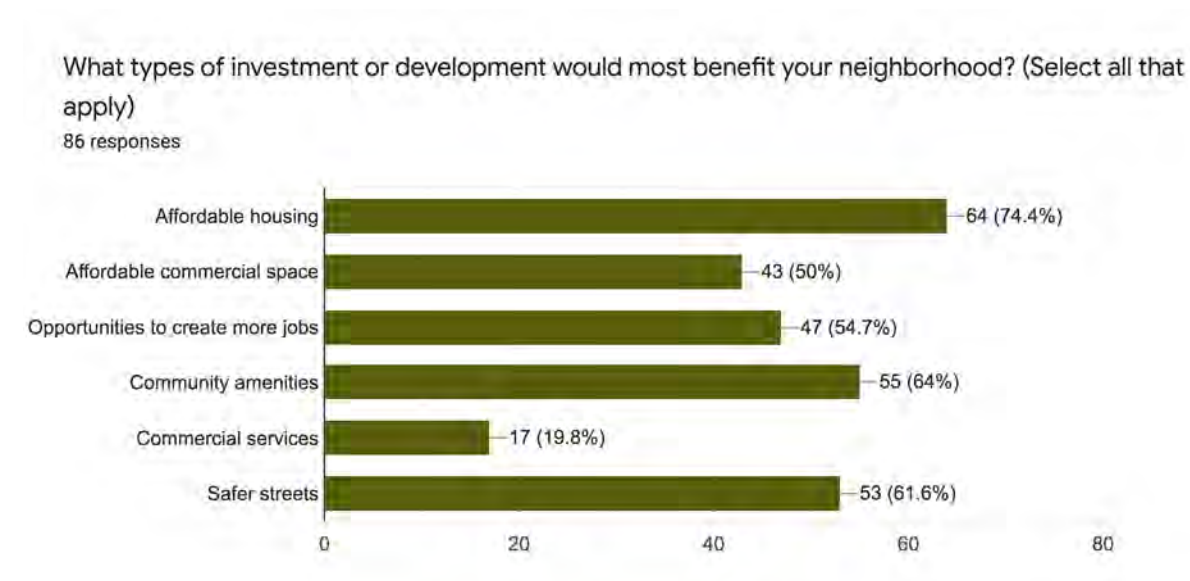
#### What might be the benefits of a streetcar line being built in your area?



**What might be the drawbacks of a streetcar line being built in your area?**



**What types of investment or development would most benefit your neighborhood?**



The most provoking topic has consistently been housing: the cost, the impact on the community, and the houseless in NW Portland. It is clear that the views and ideas around the topic vary, but most participants consistently express a few solidified ideas.

Roughly 75% of the members of the study share the desire for affordable housing. This statistic falls in line with the consistent expressed desire to see NW Portland approach the future with equity in mind. Other things we have heard regarding housing options:

*"I want to see rent control, we are facing a housing crisis in Portland, and it needs to be dealt with".*

*"Affordability is my main concern. I see rents that near \$4000 a month for a very modest home. There needs to be better rent control."*

*"Given that further development is almost inevitable, I'd like to see smaller, more architecturally varied (and environmentally sound) apartment complexes broken up by preserved green spaces. These buildings should offer a certain number of units for low-income residents as well as some integrated parking. The tendency toward apartment/mixed use complexes that devour half or even an entire city block undermines the livability of the neighborhood. What has drawn people to NW Portland has always been its intimate, slightly idiosyncratic character, and that is rapidly being destroyed by enormous new buildings. Meanwhile, the uniformly high housing costs deter many potential residents and businesses."*

*"Something done about the incredible rise in homelessness!"*

*"With rising rents and burdens of student loan debt, it would be nice to see housing options for college graduates who carry loans. This will draw young, educated individuals to the area who may otherwise not be able to afford it."*

*"All of Portland, including NW Portland need affordable housing now! This would prevent adding to the current homeless crisis our city is afflicted with that is evident throughout every part of our city. We don't need another street car...we need to get people off the street by creating resources, especially affordable housing."*

*"Don't want developers offering housing that is NOT affordable."*

*"Further gentrification is a serious problem. Steps need to be taken to ensure equity, diversity and justice for people of color (and other marginalized and/or low-income folks) are foremost among considerations for any development projects."*

In both the virtual forums and the stand-alone survey responses, housing was a leading topic. In the forums, conversations about this particular issue were sprawling and energetic, with very passionate opinions being expressed.

In addition to affordable housing, access to parking, specifically in light of possible changes to the area, was referenced multiple times.

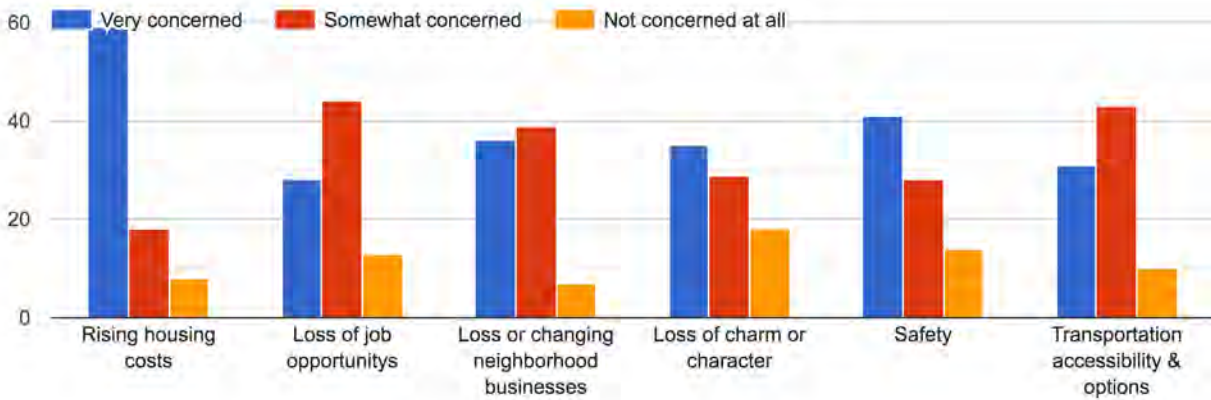
*"New apartment buildings keep going up while parking stays the same or decreases. Personally, I have seen the loss of 8 parking spots on the two streets directly adjacent to my apartment and know that more will be lost in the upcoming changes to the bus line. This is very frustrating, especially with the high rents we pay in this area."*



*“There is already too much traffic and parking issues. And this would not solve the problem as more build will then occur, which will increase traffic. For some reason, the city seems to think people will use public transportation. It seems to be shown that the opposite is true!”*

**What are your greatest concerns for NW Portland?**

What are your greatest concerns for NW Portland?



This graph shows the recurrent concern in neighborhood safety. Many people expressed concern about this topic, and in one particular Zoom Community Forum we held, 4 out of 6 participants cited “feeling safer” as a desire for the neighborhood. Participants have noted zoning changes and public transportation as both the medicine and the cure.

*“I’d like to see a return to community policing efforts, more affordable/ subsidized housing opportunities, programs that include increasing opportunities for people of color to have economic success and embracing differences. Friendly House could be central to these efforts.”*

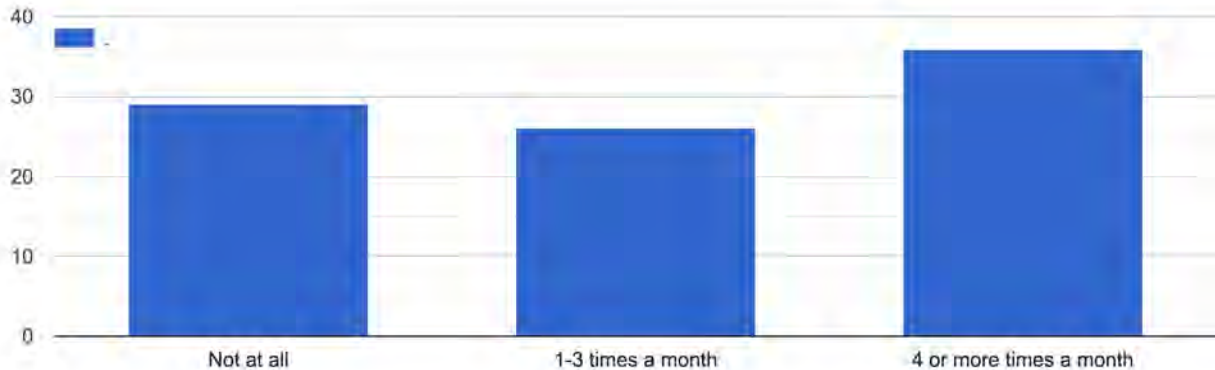
*“Great concern about garage/car/residence break-ins, and increasing homeless camp issues (drugs, garbage, safety).”*

*“The streetcar expansion will bring more people and crime into the neighborhood!”*

*“Having more affordable housing will help cut down on crime and get people off the streets.”*

## How many times a month do you use public transportation?

How many times a month do you use public transportation?



## Conclusion

While the potential for change is exciting to many individuals who participated in this study, the overall conclusion Friendly House has drawn is the community will require more concrete solutions to existing issues in order to see a majority support from local residents. The challenges we faced in engaging the most vulnerable communities prevented us from gathering the amount of information we were trying to collect, although we do feel the findings are legitimate and fair. While Friendly House is pleased with the community participation to date, given the current circumstances, we are continuing to reach out to the marginalized communities in our area and share information regarding MP2H.

## Appendix

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# AMPLIFY YOUR VOICE



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**THE CITY OF PORTLAND IS LOOKING TO THE COMMUNITY FEEDBACK  
ON POSSIBLE STREETCAR EXPANSION IN NW PORTLAND**

**THE EXPANSION WILL IMPACT OUR NEIGHBORHOOD WE WANT TO  
HEAR YOUR VOICE! FRIENDLY HOUSE IS INVITING YOU TO  
PARTICIPATE IN A QUICK SURVEY (10 MINUTES MAX).  
YOUR PARTICIPATION WILL MAKE SURE YOUR  
HOPES AND CONCERNS ARE HEARD!**

**EVERYONE WHO FILLS OUT THE SURVEY WILL BE ENTERED IN A  
DRAWING FOR GIFT CARDS AT SAFEWAY OR FRED MEYERS.**

**INTERESTED?**

**EMAIL [JPEARSON@FRIENDLYHOUSEINC.ORG](mailto:jpearson@friendlyhouseinc.org) OR TEXT 503-482-2113**



**THIS SURVEY IS BEING RUN BY FRIENDLY HOUSE, INC. IN PARTNERSHIP WITH  
THE CITY OF PORTLAND. PLEASE CONTACT JOY PEARSON FOR MORE  
INFORMATION ABOUT THIS PROJECT**

[Here is a link to the survey questions and responses in spreadsheet format.](#)

Wording used for Friendly House Flyer, email and physical copy

***How would new or improved transit lines in NW Portland and changes in land use serve you?***

The [Montgomery Park to Hollywood Transit and Land Use Development Strategy](#) (MP2H study) is exploring future transit options and possible streetcar expansion in NW and NE Portland. The City of Portland's bureaus of Planning and Sustainability (BPS) and Transportation (PBOT) are conducting the study over the next 12-18 months.

The NW portion of the study will focus on a possible transit line extension to Montgomery Park, including changes in land use to support potential transit improvements. The NE study is evaluating alternative routes to the Hollywood District.

**Friendly House invites you to learn more and share your thoughts about these potential future changes!**

We are looking for community feedback. For more information about the MP2H project or to participate in an upcoming survey or focus group, please register here: <https://tinyurl.com/FHsurvey52020>

Learn more about the MP2H study on the web: <https://beta.portland.gov/bps/mp2h>

## NW Portland Streetcar Expansion

North West Portland is a unique part of Portland with charm and warmth unique to itself. As the City of Portland considers potential Streetcar expansion, they are seeking the opinions of the people who will be directly impacted by any changes, or lack of changes. By sharing your hopes, concerns, and wants, you will be providing critical information that will influence the decisions ultimately made. Let your voice be heard!

This survey is brought to you by Friendly House, a community and resource center located right here in North West Portland for over 90 years. We are committed to continuing our legacy of service by helping our community voice be heard about these significant issues. If you are interested in learning more about Friendly House, please visit our website [friendlyhouseinc.org](http://friendlyhouseinc.org).

\* Required

Email address \*

Your email

Would you like more information about possible streetcar expansion in NW Portland?

- Yes
- No
- Maybe



What is your zip code? \*

Your answer

What might be the benefits of a streetcar line being built in your area?

- Easier to get to work
- Bring more customers to local business
- Decrease area traffic/solve parking problems
- Might bring new development
- No benefits that I can see
- Other:

What types of investment or development would most benefit your neighborhood? (Select all that apply)

- Affordable housing
- Affordable commercial space
- Opportunities to create more jobs
- Community amenities
- Commercial services
- Safer streets



What might be the drawbacks of a streetcar line being built in your area?

- Might bring new development
- Increases in commercial and residential rents
- Increases in property taxes
- Displacement of businesses and residents
- Other drawbacks
- No drawbacks I can see

What are your greatest concerns for NW Portland?

	Very concerned	Somewhat concerned	Not concerned at all
Rising housing costs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Loss of job opportunitys	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Loss or changing neighborhood businesses	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Loss of charm or character	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Safety	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Transportation accessibility & options	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>



How many times a month do you use public transportation?

Not at all

1-3 times a month

4 or more times a month

Please express any additional ideas you have for NW Portland? What would you like to see? What are you afraid of seeing?

Your answer

What is your ethnicity? Feel free to leave blank if you prefer not to answer.

Your answer

What languages are spoken in your home?

Your answer





Are you a person living with a disability?

- Yes
- No
- Prefer not to say

What is your age range

- Under 18
- 18-24
- 25-34
- 35-44
- 44-54
- 55-64
- 64-75
- 75 or older
- Prefer not to say

Do you identify as a member of the LGBTQ+ community?

- Yes



- NO
- Prefer not to say

What is your household income?

- less than \$30,000
- \$30,000-\$59,999
- \$60,000-\$89,000
- \$90,000-\$200,000
- Over \$200,000
- I prefer not to disclose

What is your employment status?

- Employed, Full Time
- Employed, Part Time
- Unemployed
- Prefer not to disclose

What form of transportation do you use?

Your answer



**DRAFT**

A copy of your responses will be emailed to the address you provided.

Page 1 of 1

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This form was created inside of Friendly House, Inc.. [Report Abuse](#)

Google Forms



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**A.2: Community Based Organization (CBO) Report:  
Northwest Industrial Business Association/Columbia Corridor  
Association**

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## Findings from the Northwest Streetcar Extension Surveys

Conducted cooperatively between Northwest Industrial Business Association,  
Columbia Corridor Association, and Working Waterfront Coalition

December 2020

### Introduction

The extension of the Portland Streetcar into the Northwest Industrial Business district would permanently change the nature of the Guilds Lake Industrial Sanctuary. The streetcar has long been acknowledged as a development tool, which generally requires rezoning. Even if no rezoning occurs, development of the streetcar would remove freight loading areas and would bring residential development closer to industrial uses resulting in conflicts between the different types of uses, such as noise and traffic.

While the loss of truck loading areas and residential buffers would create problems for industrial businesses, the major concerns are economic, not transportation oriented. The Portland Bureau of Transportation (PBOT) report "Preliminary Racial Equity Analysis of NW Streetcar Expansion and Related Land Use Changes" suggested that national statistics of industrial jobs be verified with those jobs in the Northwest (NW) study area. Portland's industrial sector employs more people of color in family or middle wage jobs than any other sector. The survey responses verify this fact for the NW streetcar study area. In addition to high percentages of Black, Indigenous, and People of Color (BIPOC), our survey respondents were twice as likely to be lesbian, gay, bisexual, transgender, queer, or questioning (LGBTQ) as the general Portland population.

As you evaluate the economic impacts of the NW Streetcar extension, keep in mind that Portland has essentially no available industrial land. If an industrial business must relocate from NW Portland, they will almost certainly be forced out of the City of Portland. This would likely result in a loss of traded sector income for the city, which would have much more impact on the city's economy than non-traded sector income. More importantly, it would be a threat to family or middle wage jobs for employees that are disproportionately BIPOC and LGBTQ. This raises serious equity concerns that must be addressed.

For further information on how Portland's industrial sector reduces the middle wage job gap and employs higher percentages of people of color, refer to the Portland Bureau of Planning and Sustainability report on "The Industrial Middle of Portland's Changing Income Distribution." This 2014 report is expected to be updated in 2021 to show continuing trends.

While it is possible for a business to relocate to a different county which may also be where the employee lives, we were unable to make such conclusions. Instead, we asked employees if this extension would connect housing with jobs and if it would expand job access for minority and marginalized communities.

### Project Staff

Craig Hamilton; Northwest industrial Business Association  
Greg Madden; Northwest industrial Business Association  
Ellen Wax; Working Waterfront Coalition  
Molly Taylor; Columbia Corridor Association  
Marissa King; Columbia Corridor Association  
Corky Collier; Columbia Corridor Association

### Purpose & Background

The City of Portland released a request for grant-funded outreach proposals to help inform the Montgomery Park to Hollywood Transit and Land Use Development Strategy (MP2H). The MP2H is a city effort to create an equitable development plan for transit-oriented districts in NW Portland and NE Portland. The MP2H study will consider land use and urban design, economic development, and opportunities for community benefits possible with a transit-oriented development scenario, including a potential streetcar extension. The project will also consider how such opportunities could support the City's racial equity, climate justice, employment and housing goals. The work is funded in part by a Federal Transit Administration (FTA) grant. In NW Portland, the study is exploring alternative land use scenarios to support a transit investment or future streetcar extension to Montgomery Park.

The main purpose of the grant-funded outreach was to broaden outreach to underrepresented communities through community-based organizations. Northwest Industrial Business Association (NIBA) submitted a grant proposal to provide outreach to the communities they serve – primarily industrial workers and firms in the NW industrial area. Workers in industrial firms typically benefit from middle wage employment that does not require a four-year college degree. In addition, these jobs are filled by significantly higher percentages of underrepresented communities including the BIPOC and LGBTQ communities. The NIBA grant proposal was selected by the City in Spring 2020 and work began on finalizing a grant agreement. The Columbia Corridor Association (CCA) later became the fiscal agent for the NIBA grant, and the official grantee, in partnership with NIBA.

### Approach

Our original strategy was to walk the streets of the project area and set up survey workshops. COVID-19 limited us to digital and phone communications.

We began with lists of businesses and property owners provided by the Bureau of Planning and Sustainability staff. We then added business lists provided by Northwest Industrial Business Association (NIBA) and Working Waterfront Coalition (WWC). We then collated the list and confirmed which contacts were in the project area.

Outreach began with emails to all the addresses we had on the collated list and publicity on our respective websites. Then we made phone calls to as many on the list as possible. Many of the phone numbers were incorrect, requiring internet searches and queries to individual companies. Once contact was made with a company, we stressed the desire for responses from employees.

Other than requesting that employees fill out the survey, there was no prioritization of which companies or individuals were called. We simply called as many as possible and referred them to the four surveys.



### Four surveys

We created four surveys that paralleled each other. Most questions were the same or slightly reworded. Some questions were focused on the target audience. For example, we asked business owners about the average wage at their site; however, we asked employees about their specific wage.

We had a total of 92 responses. Response summaries are available at these links.

- [Employees](#): our main focus and highest response rate of 44.
- [Business Owners](#): 27 responses.
- [Property Owners](#): the group with the most to gain from an extension, 11 responses.
- [Outside the study area](#): in NW Portland but not in the defined project area, 10 responses.
- [Comments from all respondents](#): collated open-ended comments from all four surveys.

All four summary documents are available at the links above or at [www.cca.works/#news/409](http://www.cca.works/#news/409).

### General Findings

The four survey groups responses were remarkably similar and the early survey responses were very similar to the later responses. In addition, employee demographics mirrored known industrial employee demographics in the City of Portland. The lack of wide variability and mirroring of demographics provides validity that the data is reliable.

Property Owner responses surprised us a little. This is the group with the most to gain from a streetcar extension. The fact that their answers did not deviate significantly from the other groups gives credence to the overall results. For example:

- We asked: “In the long term, what do you think is the best use of land in the study area between NW Vaughn and NW Nicolai?” You would expect the property owners to lean strongly toward mixed use or employment because these result in higher rents and property values. However, property owners responded with 36% for Industrial and another 36% for Enhanced Industrial, with only 9% for Employment and 18% for Mixed Use. Other groups were solidly in favor of Industrial or Enhanced Industrial. Property owners showed slightly more tendency toward change, but still wanted to maintain industrial.
- Another good example is Property Owners response to: “From an equity perspective, should the City invest in expanding the streetcar into Northwest given the transit and economic development needs in other parts of the city?” Property Owners responded with a higher percentage of “yes” responses than the three other groups, but was still less than half. Fifty-five percent of Property Owners felt this streetcar extension was not an equitable investment.

Most of our focus was on the Employee responses for a number of reasons:

1. Business and property owners have bigger investments in property and more reason to have a biased perspective.
2. The point of connecting housing with jobs is primarily for employees.
3. There are far more employees than business or property owners.
4. Industrial wages average over \$50,000/year, with a low number of high or low wages. This means that industrial jobs are our best tool to slow the growing wage gap.
5. The industrial workforce has higher percentages of minority employees than most other sectors.
6. The other sectors with high percentages of minority employees have much lower wages (service

and retail sectors). The industrial sector employs more people of color in family or middle wage jobs than any other sector.

We knew these general facts in advance; however, we did not have data specific to the streetcar project area. The survey responses did not surprise.

- 43% of employees earn **over** \$27/hour; only 4.5% earn less than \$20/hour
  - Yet only one out of 44 lived in NW Portland.
  - Pretty evenly spread across the metro area, with higher numbers residing in other counties.
- 84% commute by car
  - The reason is evident in the comments we read about the challenging transit commutes, including very long transit commutes and multiple transit transfers.
  - Several suggested improving bus service instead of adding streetcar as a better improvement to their commutes.
- Would you use a streetcar? 75% said no.
- Would the loss of on-street parking be bad? 70% said yes.
- Would a streetcar help connect housing to jobs? 86% said no.
- Would this expansion improve equity? 72% said no.

Overall, results were not surprising. A streetcar extension is a land development tool. Changing the land use can only result in a loss of industrial land, which inevitably leads to a loss of middle wage jobs, bigger middle wage gap in the city, and less equity for BIPOC and LGBTQ communities.

Demographics of the Employee respondents

With 44 employee respondents, the statistical deviation is likely to be significant. Demographic data for the other survey groups is available on the raw data. We did not include it here because our concern is primarily for the employees.

	National Average	Portland	Employee Responses
White		77%	50%
Black		5.8%	9%
Hispanic		9.7%	25%
Asian		8.1%	9%
LGBTQ	4.1%	(6.2% in San Fran) 5.5%	9% + 6.8% uncertain
Disability	(under 65) 9.2%	Unknown	4.5%

*Ethnicity data is from US Census Bureau, 2019 estimates.*

*LGBTQ data is from The Oregonian, January 9, 2019; and The Street, May 31, 2018.*

*Disability data is from US Census Bureau, Americans with Disabilities, 2010; and 2019 estimates.*

Demographic results mirrored industrial sector demographics for the City of Portland. The percentage of BIPOC that work in the industrial sector is roughly twice as high as the general City population.

The only demographic surprise was the high number of LGBTQ industrial employees. We are not aware of any similar data. Portland has the second highest LGBTQ percentages in the country at 5.5%. Our

respondents were 9%, plus another 6.8% that said they were questioning their identity.

We were not able to find adequate data on employees living with disability. We have no data for Portland. The closest we could find was the general U.S. population under 65, which includes employed and unemployed. This is clearly the weakest correlation in any of our data.

### Conclusion

The Portland MP2H project is proposed as an equitable development plan; however, should the industrial land in the study area be rezoned, there will be proportionally fewer BIPOC and LGBTQ employees earning middle income wages (approximately \$50,000 annually). Depending on how much retail and service sector moves into the study area, it's possible that high BIPOC and LGBTQ percentages will get jobs, but the average wage will be slightly less than \$30,000 annually. It's reasonable to say that replacing a \$50,000/year job with a \$30,000/year job is not in the spirit of equity.

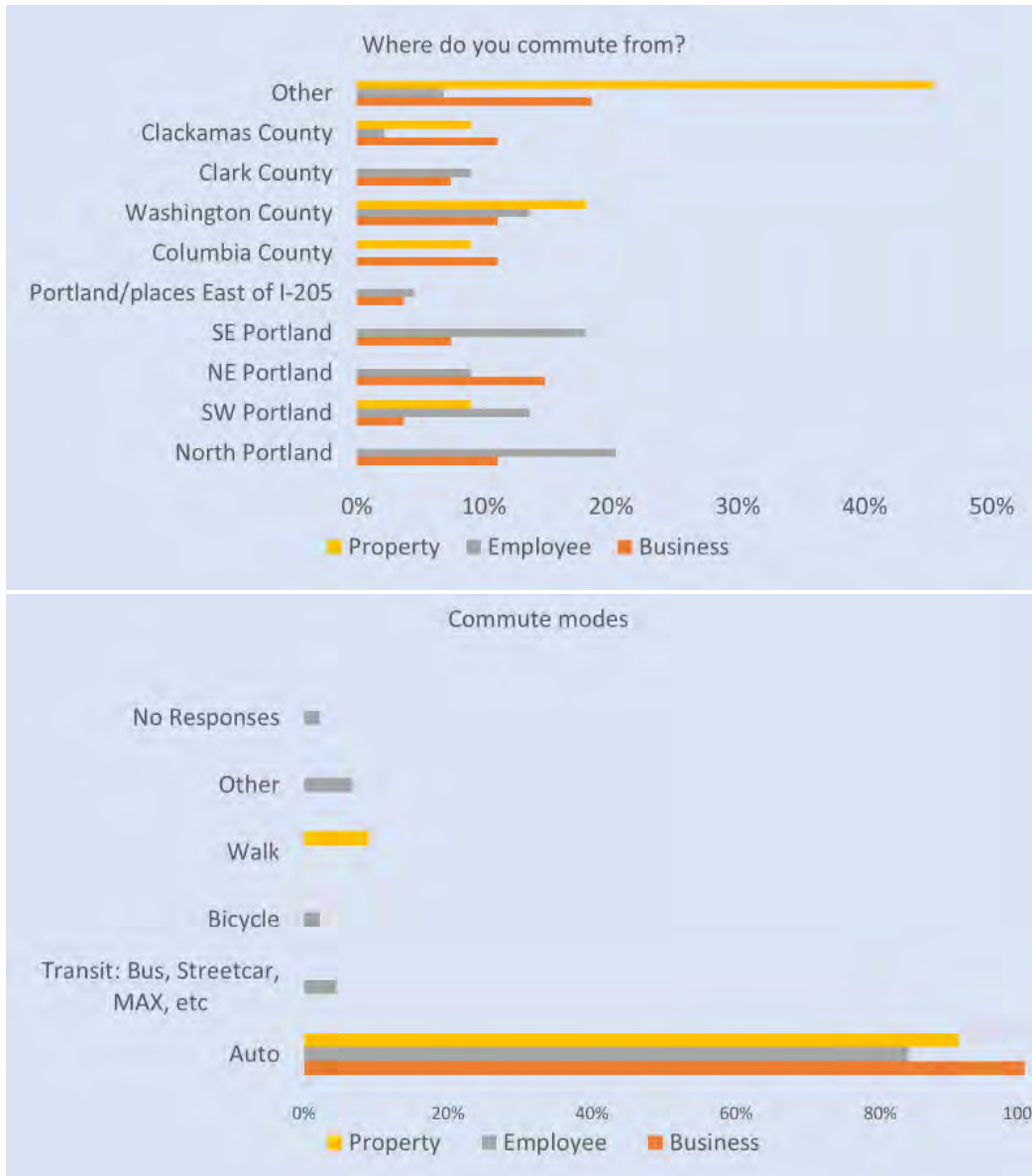
A common claim is that redevelopment will result in more high wage jobs. While this is accurate, it's also true that the percentage of BIPOC employees in those jobs is dramatically lower, not to mention the negative impact on people without four-year college degrees. In addition, BPS data shows there would be few new jobs in the NW study area—most would be transferred from other parts of the city. We can find little to applaud in a proposal that would result in fewer overall jobs and dramatically fewer BIPOC employees earning family or middle wages. Not only would the NW streetcar extension bring a negative financial impact to the city, it would be contradictory to our desire for improved equity. The only group that is likely to benefit are businesses that recently purchased property in the study area, in anticipation of windfall profits that come from rezoning.

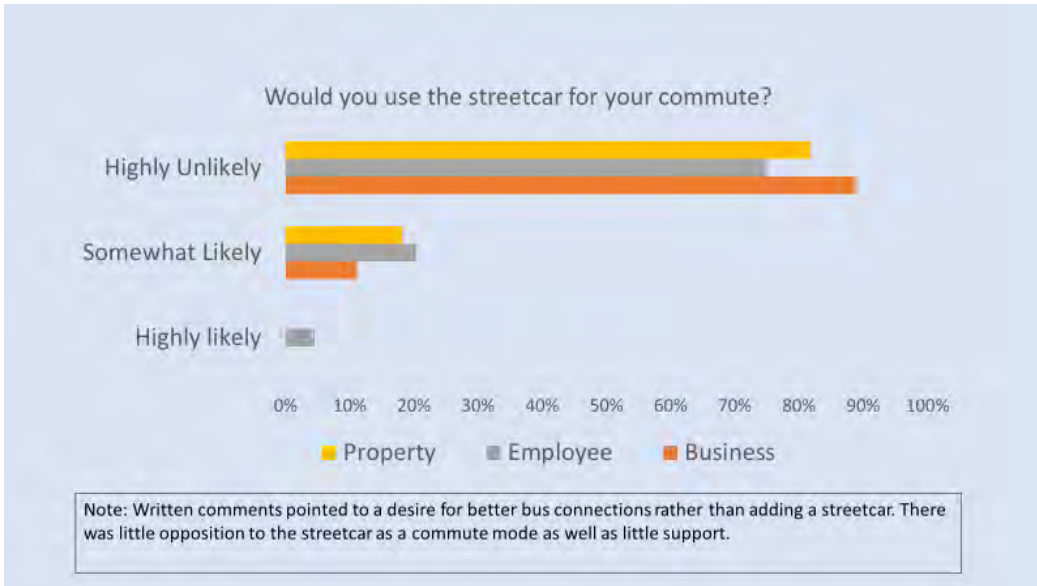
While it's possible that some industrial activity will remain in the area, experience in other parts of the city such as Central Eastside show the obvious: industrial activity cannot be sustained on land that is zoned for higher value, such as office and residential. First, there is pressure to earn the highest rent potential for each type of zoning—most property owners would opt for whatever type of tenant will pay more. Second, reduction of parking and loading/unloading makes it difficult for industrial activities to continue use of large trucks and equipment. Third, noise complaints are common when industrial zoning is in close proximity to office, retail or residential. It is unreasonable to think industrial activity will remain at current levels if the project area is rezoned.

The additional concern for the City of Portland is that there is virtually no available industrial land remaining in the city. Any industrial businesses that move from the study area will almost certainly be forced out of the city. This is reinforced by the survey answers and comments. The result is increased inequity (loss of middle wage jobs for BIPOC and LGBTQ communities) and the likely decrease in traded sector.

It's undeniable that the result of a streetcar extension and the requisite rezoning in NW Portland will be a lower percentage of BIPOC and LGBTQ employees making middle wages in the City of Portland. Should this proposal move forward, we recommend mitigation for the negative equity impacts. Development that profits on the backs of BIPOC and LGBTQ employees should not be acceptable.

Survey Highlights

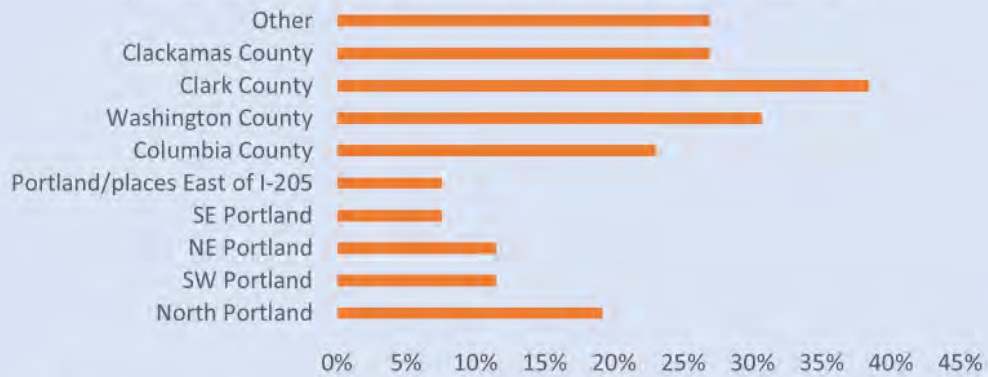




"From an equity perspective, should the City invest in expanding the streetcar into Northwest given the transit and economic development needs in other parts of the city?"  
 Percentages who answered "no."

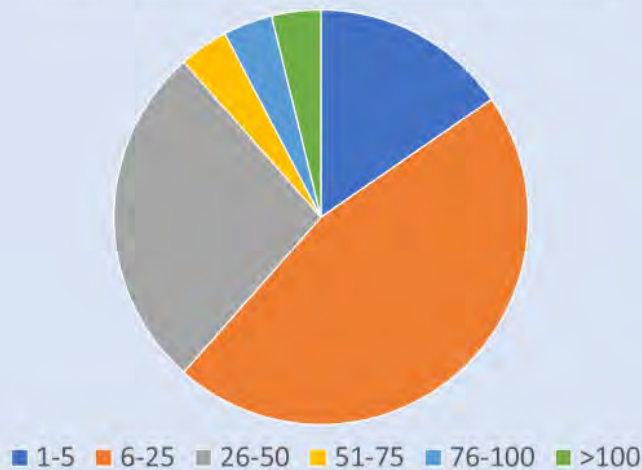


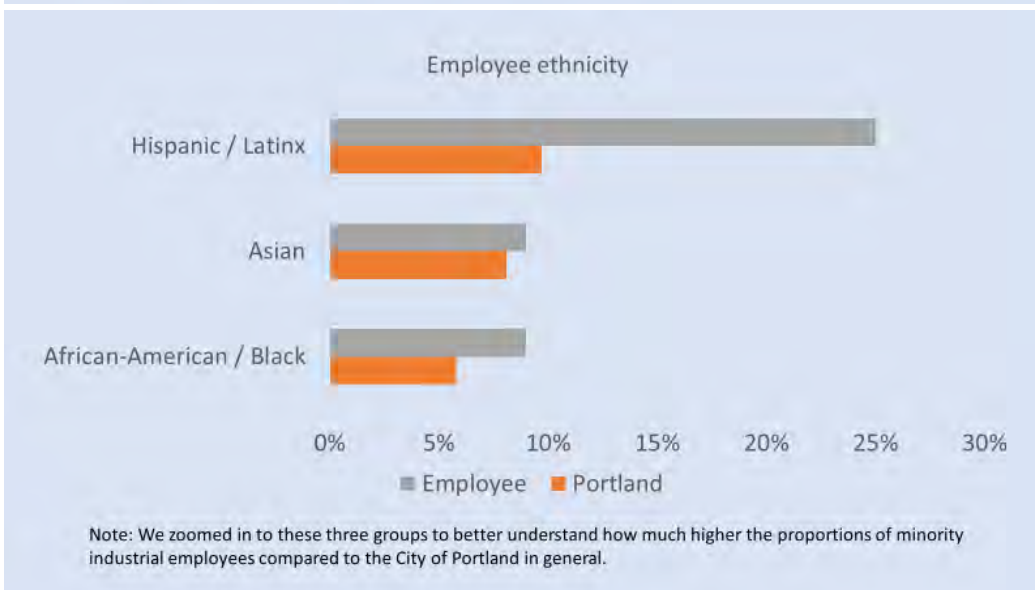
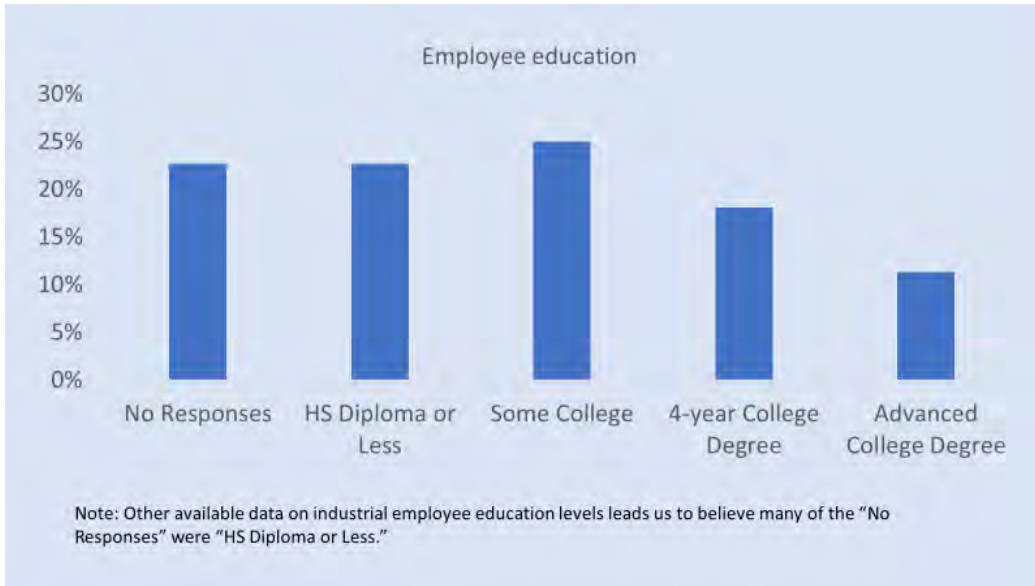
We asked business owners, what locations are viable for industrial firms?

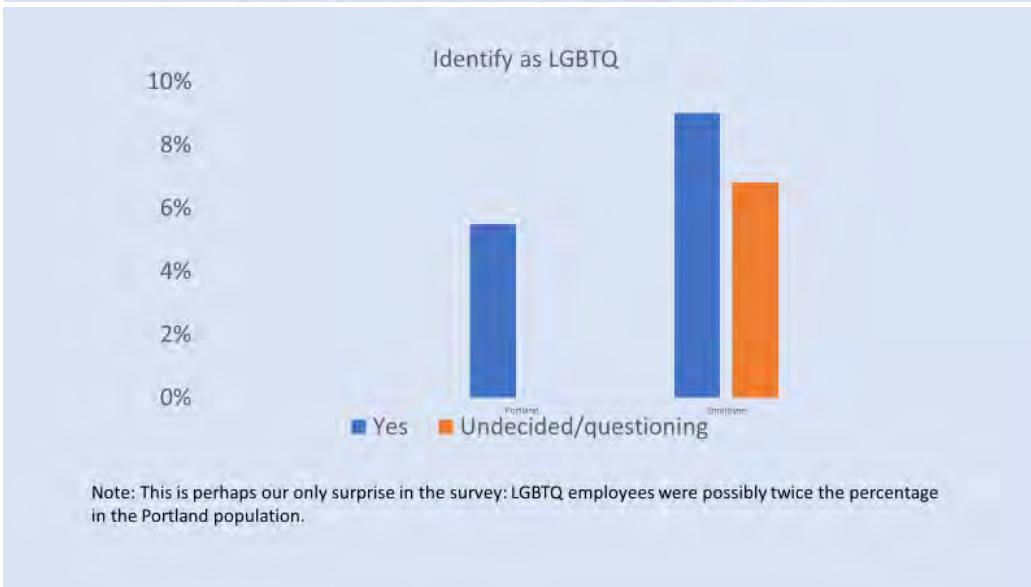
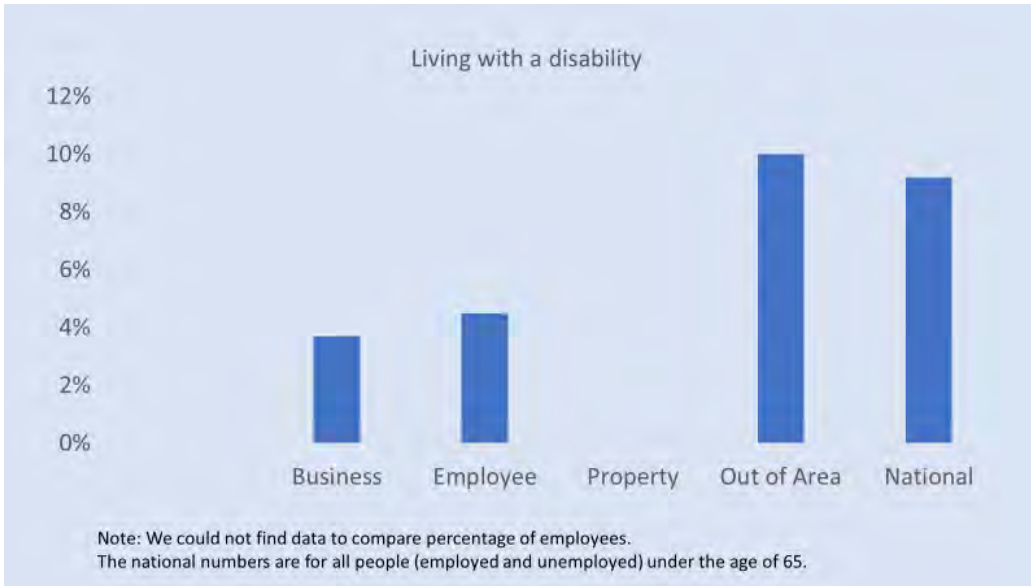


Note: The City of Portland's 20 year industrial land forecast shows virtually no excess land. The number is likely to be worse because that forecast was based on 60% brownfield redevelopment, which is not being achieved. While 20% of respondents may think North Portland is viable, less than 5% would be able to relocate there.

Respondents are mostly very small businesses









## NIBA/CCA MP2H Survey

### Open-Ended Responses to Survey Questions

#### Q1: Would you use the Northwest extension of the Portland Streetcar to commute to work?

##### *Employee Comment:*

- My commute now (before COVID) is home to MAX by bike, MAX to Providence Park, then bike on the NW 18th/19th corridor. I might modify my commute to use the streetcar.
- I would if it ran up Burnside, but I think we all know that isn't likely. I'd take transit, but we have a kid in school that I have to pick up after work.
- My place of business would no longer exist
- I live at a NW Portland address in WA county. Driving to work (in NW Industrial area) takes me 20 min or less. The trimet trip planner shows it would take me 75 min to get there by public transport-that's if I am willing and able to walk a total of 2.8 miles, half of that along a road with no sidewalk. Having a streetcar line take me a short part of the end of that trip would not make a difference.

##### *Business Owner Comment:*

- I oppose the "gentrification" of the NW Industrial Area. Recent "improvements" to N.W. Industrial Street have significantly created safety issues that were not in evidence before the "improvement" of the street.
- Never. One of my roles is visiting customers and I need an auto to do this.
- I'd use it to travel between the office & area restaurants/shops once COVID is a bit more contained.
- no because it does not drop me off at my office

##### *Property Owner Comment:*

- No, not ever

##### *Out of Project Area Comment:*

- No responses

#### Q2: Would you use the streetcar to go to lunch, get to meetings, etc.?

##### *Employee Comment:*

- I love exploring NW on my lunch hours and after work, having the streetcar available would be wonderful. I would also use it after work to get to the east side once per week for an evening class.
- Love being able to hop on the streetcar as it is, this would make lunch errands and getting around even easier.

- My place of business would no longer exist
- Most of our job sites are in the West Hills and there is effectively no public transportation access to them, so having it near our office would not help for meetings.

***Business Owner Comment:***

- No responses

***Property Owner Comment:***

- My staff and myself would absolutely use the streetcar to access restaurants and other businesses in NW and downtown.

***Out of Project Area Comment:***

- No responses

**Q3: Do you think your firm or others in the study area would continue operations in this type of environment?**

***Employee Comment:***

- We would move operations, potentially to out of state

***Business Owner Comment:***

- Depending on how it's done. Protect the industrial zoning - do not allow properties to change zone. The value rises because a new alternative use of the land is offered by the city when they re-zone. Just don't change the zoning and the values will stay stable for the industrial function. A very narrow transit corridor with very limited zoning change directly adjacent to the corridor might be a viable compromise, but rezone of properties a block or more away from the corridor should be avoided.
- Short term yes, long term unlikely.
- I think eventually many industrial users will be forced to leave the sanctuary due to encroachment of non-industrial parties. Increased property values will mean increased property taxes. At some point the land owner will figure out the land value/building potential is higher than profit from the current operation.
- Impacts from traffic flow has resulted in companies in similar situations moving already. Relocation is a possibility.

***Property Owner Comment:***

- Yes our business and our tenant's business is in the area for the long haul.
- trucks can't off load or load materials with streetcar on our street.

***Out of Project Area Comment:***

- Big money property owners are already lining up to resell their land for higher, residential zoned prices. Industrial uses would go away, voluntarily or involuntarily, depending on whether they

own or lease their property. Employment would go from people making \$60,000 to \$80,000 a year, with benefits, to part timers making \$20,000 to \$30,000 and no benefits. Is that what the City wants?

**Q4: How might loss of on-street parking and freight loading affect your operations?**

***Employee Comment:***

- Street parking is difficult currently. My company receives semi truck deliveries on a regular basis and this would be negatively affected by a streetcar in the area.
- We have people from all over the PDX area come to shop, as we are a retail business. We are already strapped for parking as it is. I would love to see a parking garage in NW if streetcar construction affects current parking availability.
- I don't use the parking. We have talked about moving freight loading from the front of the building to the back (2350 NW York) and building a new freight dock on the back of the building. The business (Trial Guides) is not retail, there are about 10 employees and a warehouse full of books.

***Business Owner Comment:***

- This very issue drove our business out of the Pearl district, after three plus decades in that area. If the same policies are applied here, it will happen again.
- we need more parking. Many employees commute by car from other counties because housing costs are so high in PDX.
- Even with zone changes to match the needs and uses, it is still very important to provide enough freight loading/unloading area due to its importance
- If the streetcar is just the beginning of taking over the GLIS, this will certainly affect traffic and parking in the future. Nicolai is already a challenge for trucks and autos during peak periods. The intersection at 23rd and Vaughn is a nightmare and bottleneck!

***Property Owner Comment:***

- Our building is an industrial facility and relies on street parking and truck dock loading and the proposed street car line could impact and some investment would likely be needed in the building to adapt to new uses.
- workers to our sites do not live on a rail line
- I own a parking lot in the area.

***Out of Project Area Comment:***

- No responses

**Q5: Do you think adding streetcar access and rezoning land for residential use in the NW Industrial district will help workers live near where they work and/or provide a viable commute option?**

***Employee Comment:***

- Part of the goal of streetcar expansion is to connect housing and jobs with transit services to help workers live near where they work. But if family wage industrial jobs get replaced by residential, then you fail to meet that goal.
- I am all for streetcar expansion! But please still seek to accommodate those who MUST commute or come into NW PDX by car because a bus or streetcar doesn't reach their area.
- Yes. We will soon be empty nesters, and are thinking of moving to NW Portland nearer my (and my husband's) work. More housing will hopefully make it more affordable.
- Housing costs in close-in NW are too high for our employees, additional street car wouldn't help that.
- Already have employees using public transportation to get to/from work within the proposed area

***Business Owner Comment:***

- Unless "affordable housing" is built this will not benefit my employees. I lived in this neighborhood for 2.5 years and know that existing rent is very high.
- Our employees need vehicles to get to work, and to job sites or work sites, the streetcar would not be able to replace the need for vehicles.
- Most employees come in from Vancouver. 95%.
- Not necessarily - if your justification is to bring workers to jobs, but in the process the jobs leave the area, it is pointless. Does the transition have to favor one or the other (residential vs industrial)? Why not a very narrow transit corridor, limiting any new residential development to a narrow zone, while maintaining traffic facilities adequate for trucks and private vehicles.
- All our employees like to drive. Adding streetcar will not change behavior.
- None of our employees live in an area that would benefit by the addition of the streetcar. None currently use public transportation nor would they likely do so in the future.

***Property Owner Comment:***

- most of my tenant employees work outside the area and wouldn't rely on a streetcar to work. Also swing shifts probably couldn't use it due to hours of operation.
- Our business is light industrial and adding the streetcar would absolutely help keep employees close and happy being able to move around without the use of a car and would allow them to enjoy a more lively neighborhood that supports better food and social gathering opportunities. NW Industrial feels like a wasteland right now.
- Which jobs are they talking about? There are already jobs in the NW Ind. area. if they rezone it for residential, they are killing those jobs and or sending them somewhere else.
- probably good on balance.
- housing costs will be too high for most of our industrial workers. Most employees commute from other counties.

***Out of Project Area Comment:***

- There is already bus service into the area. Ridership is low. A streetcar stopping every few blocks will only make transit times longer.

**Q6: Will it help expand middle-wage jobs for marginalized community members?*****Employee Comment:***

- Expanding street car and residential zoning into the NW Industrial area will push industrial businesses out of this area of Portland. Which means jobs will be lost as businesses move to other locations- most likely Washington County, Clackamas County or Vancouver, WA. This is the opposite of the stated goal in question #8 above.
- I'm not well-informed enough about the industrial jobs currently available in NW to truly comment "yes" or "no" on this, but I believe streetcar access does help people with access to jobs.

***Business Owner Comment:***

- Industrial land inventory would be reduced but we should look to expand the industrial land throughout the entire Metro area. Try to make the use match the location and all other infrastructure requirements.
- No more than busses or other public transportation options.
- Definitely not! This will lead to further erosion of the GLIS!
- The more industrial land you take away, the more jobs of this nature are lost.

***Property Owner Comment:***

- Less land is now needed for industrial purposes. Much of this area isn't even being used for industrial purposes anyway. It is used by ecommerce companies or office work. Industrial companies will be well compensated with rezoning, allowing for relocation in an area without such significant potential for higher density use. Industrial and transportation hubs should be near airports where people are less likely to want to live. This land has the potential for better high density use.
- NW Industrial streetcar service would encourage vibrancy to the NW but still would be contained within Nicolai to the North and Montgomery Park to the West - leaving the vast majority of the NW Industrial area unaffected..
- I'm a property owner and employ 500 people that make their living calling on industrial customers. With Esco's closure, there is not that much true heavy industrial in this study area, and the area is too difficult to commute to for those income brackets without college education, so I personally think we need industrial space closer to lower cost housing, not in the heart of the city, even though logistically preferable for a business like ours.

***Out of Project Area Comment:***

- The streetcar development puts industrial lands and middle-wage jobs at risk and threatens to drive them away from the central city area.

**Q7: From an equity perspective, should the City invest in expanding the streetcar into Northwest given the transit and economic development needs in other parts of the city?*****Employee Comment:***

- I live at a NW Portland address in WA county. Driving to work (in NW Industrial area) takes me 20 min or less. The trimet trip planner shows it would take me 75 min to get there by public transport-that's if I am willing and able to walk a total of 2.8 miles, half of that along a road with no sidewalk. Bus routes that allow residents to use public transportation from where they currently live are a much more urgent need than connecting the Pearl to the NW Industrial area.

***Business Owner Comment:***

- All prospective transit projects should be weighed on their intrinsic merits - NW area should not receive additional weight. All economic, environmental, social, etc. impacts should be considered in prioritizing projects.
- It's not about equity; this is a leading and poorly written question.
- Our employees live in Southeast Portland (NE 92nd Ave), Vancouver, WA, and SE Portland (Mt. Scott. The Mt. Scott employee is a salesman and needs his car to be at his work site.
- There are many other areas of the city that need public transit or better public transit. Especially in light of the city's decision to allow large apartment complexes with little or no parking.

***Property Owner Comment:***

- I believe that the rezoning of this area will add substantially to the City of Portland both in terms of development but also taxable income. This area would become a major area of employment with much more density than its present use. Economically, rezoning this area is absolutely in the community and city's best interests.
- Of all 4 quadrants of the city - NW Industrial is the one area that has been completely left behind regarding development support from the city of Portland. There is no streetcar, very limited bus service and many acres of vacant or undeveloped land .
- Busses!
- Getting in and out of the NW Industrial area is already a bottleneck. This project will make that worse. The businesses in that area need to move their products and supplies in and out of that area. The traffic jams this will create will significantly, and negatively effect local businesses. The project will have the opposite effect that the city claims. Jobs will be lost.
- Other areas just aren't as central or desirable, and many of them have had investment as well, this is a natural extension of NW and the Pearl and probably higher density uses make sense.

***Out of Project Area Comment:***

- Outer southeast Portland is hurting and the City Council doesn't care.

**Q8: For Property Owner/Operators in the NW Industrial area: you will likely see your land values increase with rezoning. How might this effect your ability to stay and work in the NW Industrial Area?**

***Employee Comment:***

- No responses

***Business Owner Comment:***

- Unless Oregon changes the statute/law (not sure what it is) where there is a maximum increase of 3% of assessed value... an increase in land value is good long term.
- Land values will likely increase BUT these additional costs will cut out many industrial users

***Property Owner Comment:***

- The increase in land cost will be offset by the increased value to tenants and their employees. So, tenants will either be willing to pay more or other tenants will want to be in this area of the city if it is developed correctly.
- Our leases are locked in for at least the next 10 years ensuring that our light industrial workers will have jobs in this area for years to come.
- We already moved our business out, so I now rent to a movie studio user that might be happy with the developments this spurs in the neighborhood, even though loss of parking could be a problem.

***Out of Project Area Comment:***

- Increasing land values does not promote industrial development.

**Q9: It will be reasonable to expect lease rates to increase with rezoning. How might this effect your operation?*****Employee Comment:***

- It will force us to move locations.
- Of course an increase in lease rates will affect my employer. Is there a way to control lease rates?
- We could all lose our jobs if the rent was too high, we are a small business. it could greatly impact us in a negative way.
- The business owner owns the building, and we typically lease out half of it. That will positively affect his business.
- I'm assuming property taxes will increase. Not sure, employer owns the building and rents out part of it.

***Business Owner Comment:***

- This will be good for those who own property and want to get out of the area, but not good for industrial/manufacturing businesses who want to stay. To pick up and move is a huge cost.
- Cuts into my budget and the bottom line of my company! At some point it will become too costly to stay here thanks to rezoning that has happened and will most likely happen on the Esco site.
- Our business does not depend on foot traffic, so increased residential density will have no positive impact to revenue, just an increase to expenses.
- many biz have fled Pdx due to increase tax and regulations, add more lose more biz....

***Property Owner Comment:***

- No responses

***Out of Project Area Comment:***

- No responses

**Q10: Why is your current location in NW Portland the most effective location for your firm?*****Employee Comment:***

- No responses

***Business Owner Comment:***

- Near arterials to access clients all over the area, but do a lot of business in the downtown core area.
- A large portion of our product comes to us via flatbed trucks from outlying areas. Transportation access is a huge factor. We have been here for over 80 years and have done very well due to being in an Industrial Sanctuary that allowed for operations such as ours!
- and long-term location.
- we have many customers coming into NW Portland for supplies. They at the same time pickup steel parts from us. As the suppliers move out, our transportation costs will go up and we will probably move out of the city. Most likely to Vancouver.
- it was affordable

***Property Owner Comment:***

- No responses

***Out of Project Area Comment:***

- No responses

**Q11: Do you see the area between Vaughn and Nicolai in NW Portland as a viable location for your employer in the next 10+ years?*****Employee Comment:***

- Since they have been here since 1982 i would hope so. but if they make big changes they would probably have to move.
- Assuming that the proposal goes through, our facility would have to relocate, possibly such that the current employees would have to find work elsewhere. The street car tracks would prevent loading/unloading at our facility.

***Business Owner Comment:***



- Depends on City and state taxes. the Large increases in taxes in the last few years along with some of the taxes being proposed make it tough for an industrial company to compete with other companies in Vancouver and in other Oregon counties.
- Hopefully the city won't figure out how to move fast.

***Property Owner Comment:***

- but only if it stays with current allowed industrial zoning
- Again, the present zoning makes no sense for the public or the City of Portland. If we want more jobs and more money in the area we need to develop this area of Portland.
- Light Industrial - absolutely! Heavy Industrial - I don't think is viable near dense populations like close in NW residential, The Pearl District, Chapman school.
- Not if you're pushing for more commercial business rather than industrial.
- If we go through zone changes that promote redevelopment for other uses, it will be increasingly difficult for industrial firms to choose the GLIS.
- No, Esco's exit and subsequent rezoning of that area started this landslide and the city that works won't stop until they have everyone living on top of each other with the highest wage earners being the baristas that they all require 24/7.
- The City has allowed buildings like the New York to be built with very little parking. there is virtually no place for employees to park close to these types of buildings.

***Out of Project Area Comment:***

- Assuming there is adequate buffer zones between residential and industrial firms.

**Q12: Where might your business move?**

***Employee Comment:***

- No responses

***Business Owner Comment:***

- Anywhere but Portland.
- I am very disenchanted with the City's lack of concern over the well-being of industrial residents. I am planning to exit Portland and the Metro areas in 2021 due to high taxes and the destruction of a once viable city through mis-management.
- Canby, Ridgefield, Woodburn
- Boise, Idaho
- Washington State
- vancouver

***Property Owner Comment:***

- It makes no sense to have industrial land in what is otherwise already a developed part of Portland. The extension of NW 23rd to Nicolai makes sense and would help Portland develop a vibrant economy in that area of town, generating jobs and taxes. If the city allowed high density

in this area, it could attract one or more major employers to the area. As noted above, moving industrial areas to near the airport or outside the primary metropolitan area of Portland makes a lot more sense.

- The rising taxes and the traffic congestion that this will create will drive businesses OUT of the area and possibly out of Multnomah Co. People are fed up with City of Portland's constant meddling with a system that works and turning into something that doesn't.
- We are not industrial.

***Out of Project Area Comment:***

- If the industrial space in NW Portland is lost, I don't see where they would go. Likely out of the area.
- Portland seems not to care about industrial jobs.
- not if the 'industrial sanctuary' turns into Yuppyville.

**Q13: What, if any, concerns do you have about economic and/or other pressures that might force industrial firms and tenants out of the NW Industrial area?**

***Employee Comment:***

- No responses

***Business Owner Comment:***

- No responses

***Property Owner Comment:***

- Rezoning should increase property prices to the point that it allows Industrial businesses to sell their property and relocate to a less expensive area. This may include areas where they don't have to pay the City of Portland property taxes or Multnomah County Taxes on business income. These businesses could be provided property tax offsets for the move. Rezoning for high density will increase Portland's tax base by providing substantially more taxes from businesses, and property tax.
- Industrial businesses will feel they're getting push out
- For the last 20 years or so the City has obviously viewed Industry as a second class citizen. The city has no concern for this step child and has been doing everything it can to strangle it. In the future the city will wake up realize what it has caused to cease to exist and wonder how that happened...

***Out of Project Area Comment:***

- The homelessness problem needs to be dealt with before we further gentrify the downtown. There is too much of a class difference there already. We need good paying jobs, not more expensive housing and shopping.
- Gentrification

**Q14: In the long term, what do you think is the best use of land in the study area between NW Vaughn and NW Nicolai?**

***Employee Comment:***

- No responses

***Business Owner Comment:***

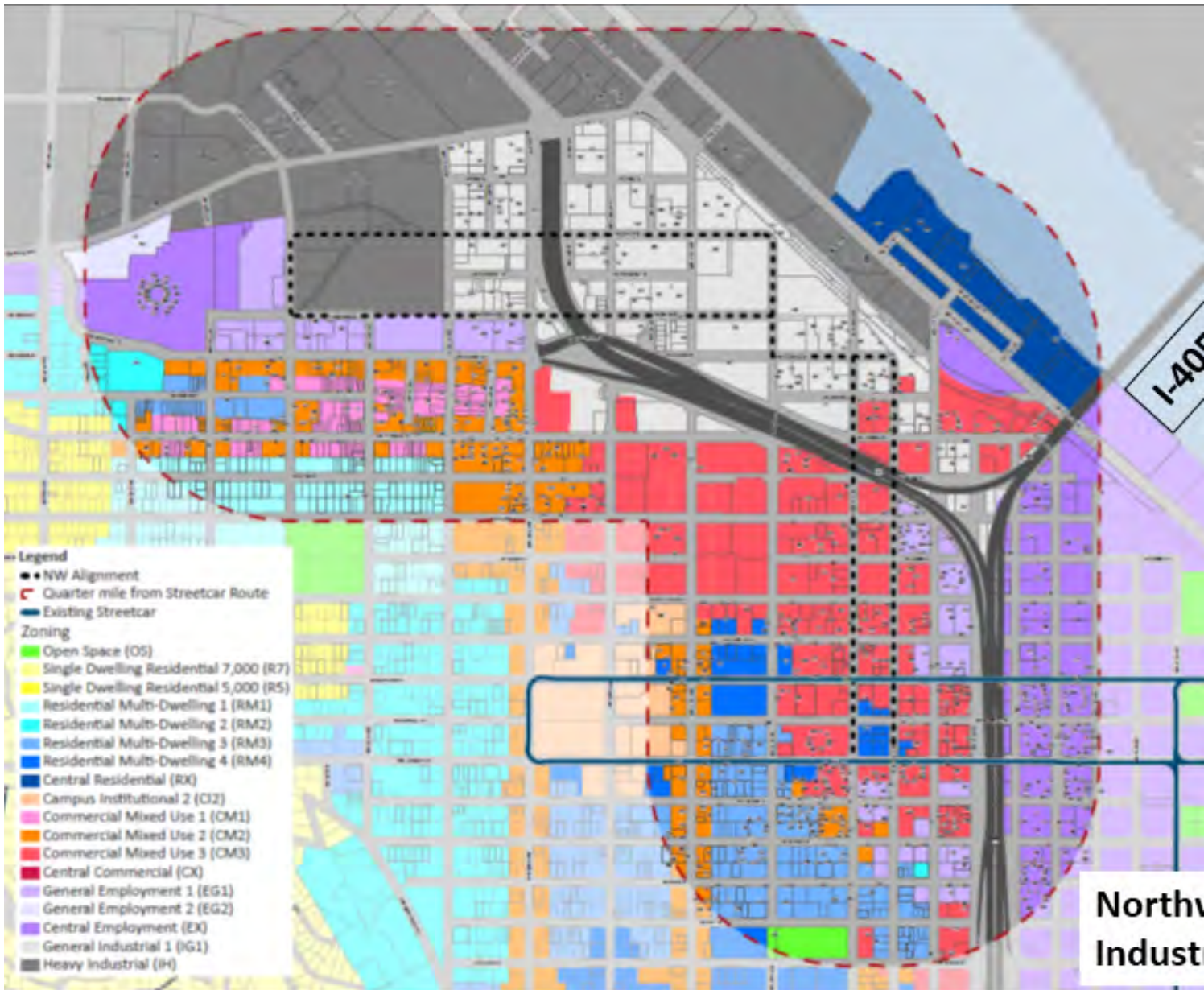
- No responses

***Property Owner Comment:***

- Both the Pearl District and NW Portland demonstrate how areas of the city can be transformed from bad or undeveloped areas to vibrant areas filled with high quality housing, dining and jobs. The amount of land presently available for redevelopment between the Montgomery Park area, Esco and the surrounding areas provides a massive opportunity for Portland and its residents.
- Turned Esco's land into enhanced industrial and leave everything else alone.
- Probably above my pay grade, but I do know as a relatively large industrial distribution distributor in the area, these current buildings are already limited functionality and not class A or even Class B space, so lots of tradeoffs being made. The surrounding residential neighborhood is not blue collar at all, so long commutes in for most industrial employees, should likely located industrial space closer to where industrial workers are likely to live.

***Out of Project Area Comment:***

- No responses



### Constant Contact Survey Results

**Survey Name:** Portalnd Streetcar NW Industrial Impact Survey for Employees

**Response Status:** Partial & Completed

**Filter:** None

10/14/2020 11:05 AM PDT

Northw  
Indust

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Thank you for participating in the  
Portland Streetcar Impact Survey!

\*Please note that survey responses, including demographic information, will be reported as an anonymous aggregate to the City of Portland and the public. We respect your right to confidentiality. Unless you specifically request that your name be attached to the project, all responses will be anonymous. State and federal law prohibit use of this information to discriminate against you.

Introduction The City of Portland is studying whether to bring the streetcar to the NW industrial area. If this happens, industrial land will likely be rezoned for other uses. While industrial use would be grandfathered in, economic pressures would make it more difficult for industrial businesses to continue in this area. It would likely be similar to the changes we've seen in Central Eastside, The Pearl and at the Conway site near NW 22nd.

In addition to rezoning, there would be a loss of on-street parking along the route and an increase in residential housing.

There are three alternative land use scenarios available to view on the city website. To enter our raffle for \$150 gift card, please enter the following (Optional. Answers to the survey will remain anonymous.)

<b>Answers</b>	<b>Number of Response(s)</b>
First Name	36
Last Name	36
Work Phone	37
Email Address	16

Where do you live or commute from?

Answer	0%	100%	Number of Response(s)	Response Ratio
North Portland			9	20.4 %
NW Portland			1	2.2 %
SW Portland			6	13.6 %
SE Portland			8	18.1 %
NE Portland			4	9.0 %
Portland/places East of I-205			2	4.5 %
Columbia County			0	0.0 %
Washington County			6	13.6 %
Clark County			4	9.0 %
Clackamas County			1	2.2 %
Other			3	6.8 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>44</b>	<b>100%</b>

How do you typically get to work or the NW Portland Industrial area?

Answer	0%	100%	Number of Response(s)	Response Ratio
Auto			37	84.0 %
Transit: Bus, Streetcar, MAX, etc			2	4.5 %
Bicycle			1	2.2 %
Walk			0	0.0 %
Other			3	6.8 %
No Response(s)			1	2.2 %
<b>Totals</b>			<b>44</b>	<b>100%</b>

Would you use the Northwest extension of the Portland Streetcar to commute to work?

Answer	0%	100%	Number of Response(s)	Response Ratio
Highly likely			2	4.5 %
Somewhat Likely			9	20.4 %
Highly Unlikely			33	75.0 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>44</b>	<b>100%</b>

Would you use the streetcar to go to lunch, get to meetings, etc.?

Answer	0%	100%	Number of Response(s)	Response Ratio
Highly Likely			2	4.5 %
Somewhat Likely			7	15.9 %
Highly Unlikely			34	77.2 %
No Response(s)			1	2.2 %
<b>Totals</b>			<b>44</b>	<b>100%</b>




If zoning in the area were changed to support streetcar, industrial uses would be allowed to continue operations, however increases in land values would likely result in redevelopment of industrial facilities to commercial and/or residential uses over time and compatibility conflicts may arise. Do you think your firm or others in the study area would continue operations in this type of environment?

Answer	0%	100%	Number of Response(s)	Response Ratio
Highly Likely			7	15.9 %
Somewhat Likely			9	20.4 %
Highly Unlikely			28	63.6 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>44</b>	<b>100%</b>

Making room for the streetcar would require removal of some on-street parking. How might loss of on-street parking and freight loading affect your operations?




Answer	0%	100%	Number of Response(s)	Response Ratio
Negative Impact			31	70.4 %
Neutral/No Impact			10	22.7 %
Positive Impact			2	4.5 %
No Response(s)			1	2.2 %
<b>Totals</b>			<b>44</b>	<b>100%</b>

Part of the goal of streetcar expansion is to connect housing and jobs with transit services to help workers live near where they work and/or provide a viable commute option. Do you think adding streetcar access and rezoning land for residential use in the NW Industrial district study area helps accomplish this goal for you or for other current NW Industrial tenants and employees?

Answer	0%	100%	Number of Response(s)	Response Ratio
Yes			5	11.3 %
No			38	86.3 %
No Response(s)			1	2.2 %
<b>Totals</b>			<b>44</b>	<b>100%</b>

**Industrial**

lands serve as the leading source of middle-wage jobs that do not require a 4-year college degree. Do you think expanding the streetcar into the Northwest study area would help maintain an adequate supply of industrial lands and expand access for minority and marginalized community members to those jobs?

Answer	0%	100%	Number of Response(s)	Response Ratio
Yes			4	9.0 %
No			39	88.6 %
No Response(s)			1	2.2 %
<b>Totals</b>			<b>44</b>	<b>100%</b>

From an equity perspective, should the City invest in expanding the streetcar into Northwest given the transit and economic development needs in other parts of the city?

Answer	0%	100%	Number of Response(s)	Response Ratio
Yes			12	27.2 %
No			32	72.7 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>44</b>	<b>100%</b>



It will be reasonable for your employer to expect lease rates to increase with rezoning. How might this effect your operation?

Answer	0%	100%	Number of Response(s)	Response Ratio
Negative Impact			37	84.0 %
Neutral/No Impact			5	11.3 %
Positive Impact			1	2.2 %
No Response(s)			1	2.2 %
<b>Totals</b>			<b>44</b>	<b>100%</b>

Do you see the area between Vaughn and Nicolai in NW Portland as a viable location for your employer in the next 10+ years?

Answer	0%	100%	Number of Response(s)	Response Ratio
Highly Likely			10	22.7 %
Somewhat Likely			11	25.0 %
Highly Unlikely			22	50.0 %
No Response(s)			1	2.2 %
<b>Totals</b>			<b>44</b>	<b>100%</b>

Why is your location in NW Portland the most effective location for your firm?

Answer	0%	100%	Number of Response(s)	Response Ratio
Close to customers or suppliers			13	33.3 %
Transportation connections and freight access			20	51.2 %
Long-term location or sunk costs			19	48.7 %
Other			1	2.5 %
<b>Totals</b>			<b>39</b>	<b>100%</b>

Records show that on average manufacturing wages in Portland are about \$26.50/hr. What range does your salary fall within?

Answer	0%	100%	Number of Response(s)	Response Ratio
\$0-\$15/hr			0	0.0 %
\$15-\$20/hr			2	4.5 %
\$20-\$27/hr			13	29.5 %
Over \$27/hr			19	43.1 %
No Response(s)			10	22.7 %
<b>Totals</b>			<b>44</b>	<b>100%</b>

What is your education level?

Answer	0%	100%	Number of Response(s)	Response Ratio
HS Diploma or Less			10	22.7 %
Some College			11	25.0 %
4-year College Degree			8	18.1 %
Advanced College Degree			5	11.3 %
No Response(s)			10	22.7 %
<b>Totals</b>			<b>44</b>	<b>100%</b>

\*What is your race/ethnicity? Please select all that apply.

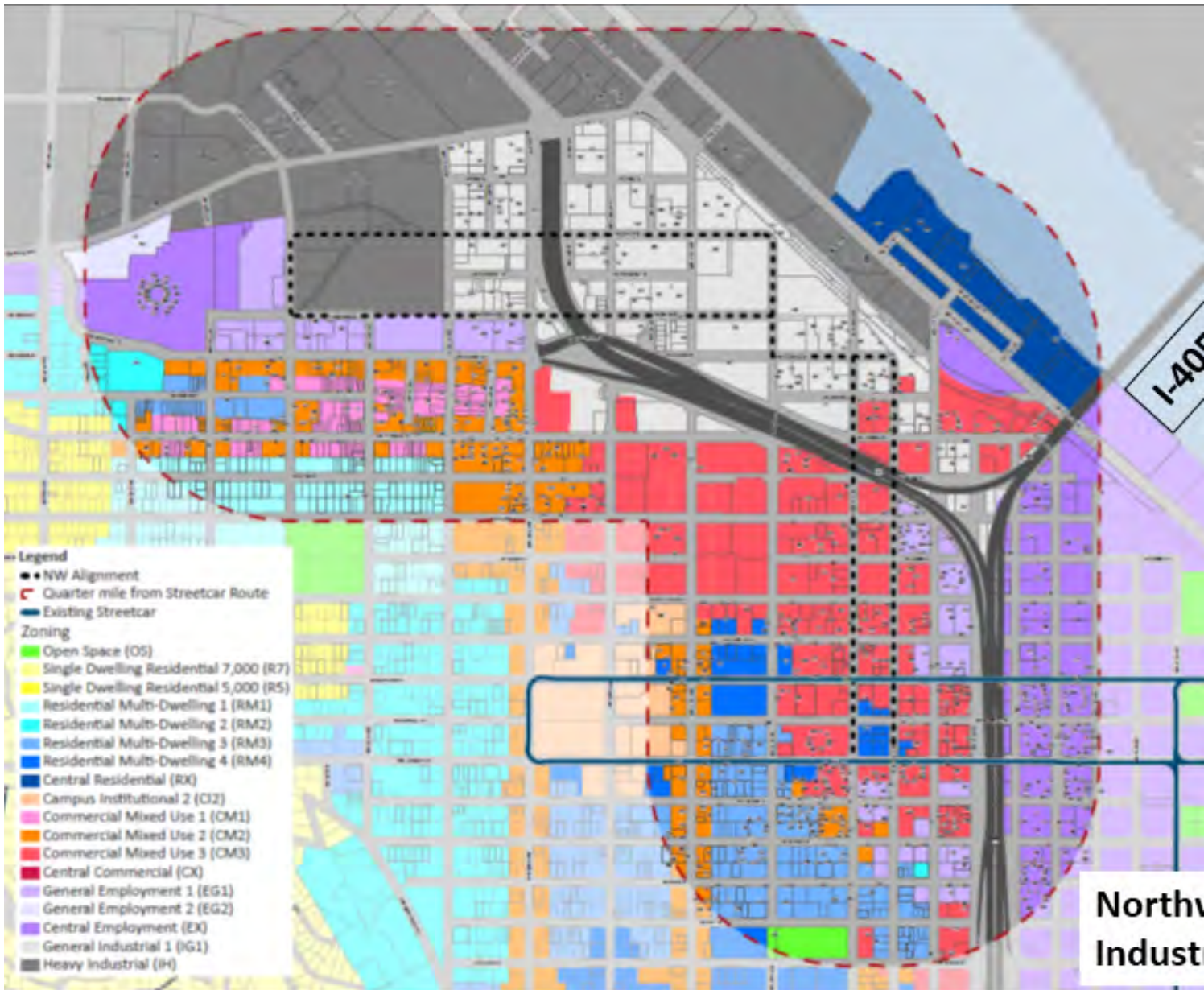
Answer	0%	100%	Number of Response(s)	Response Ratio
African-American / Black			4	9.0 %
American Indian / Alaskan Native			0	0.0 %
Asian			4	9.0 %
Hispanic / Latinx			11	25.0 %
Middle Eastern / North African			0	0.0 %
Native Hawaiian or Pacific Islander			0	0.0 %
White			22	50.0 %
My race is unknown to me			1	2.2 %
I prefer not to disclose			4	9.0 %
Other			0	0.0 %
<b>Totals</b>			<b>44</b>	<b>100%</b>

\*Are you a person living with a disability?

Answer	0%	100%	Number of Response(s)	Response Ratio
Yes			2	4.5 %
No			41	93.1 %
I prefer not to disclose			1	2.2 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>44</b>	<b>100%</b>

\*Do you identify as LGBTQ+?

Answer	0%	100%	Number of Response(s)	Response Ratio
Yes			4	9.0 %
No			34	77.2 %
I am undecided and/or questioning.			3	6.8 %
I prefer not to disclose			2	4.5 %
Other			1	2.2 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>44</b>	<b>100%</b>



### Constant Contact Survey Results

**Survey Name:** Corrected Portalnd Streetcar NW Industrial Impact Survey for Business Owners

**Response Status:** Partial & Completed

**Filter:** None

10/14/2020 11:07 AM PDT

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Thank you for participating in the  
Portland Streetcar Impact Survey!

\*Please note that survey responses, including demographic information, will be reported as an anonymous aggregate to the City of Portland and the public. We respect your right to confidentiality. Unless you specifically request that your name be attached to the project, all responses will be anonymous. State and federal law prohibit use of this information to discriminate against you.

### Introduction

The City of Portland is studying whether to bring the streetcar to the NW industrial area. If this happens, industrial land will likely be rezoned for other uses. While industrial use would be grandfathered in, economic pressures would make it more difficult for industrial businesses to continue in this area. It would likely be similar to the changes we've seen in Central Eastside, The Pearl and at the Conway site near NW 22nd.

In addition to rezoning, there would be a loss of on-street parking along the route and an increase in residential housing.

There are three alternative land use scenarios available to view on the city website. To enter our raffle for \$150 gift card please enter the following (Optional. Answers to survey questions will remain anonymous.)

<b>Answers</b>	<b>Number of Response(s)</b>
First Name	16
Last Name	16
Work Phone	14
Email Address	16

Where do you live or commute from?

Answer	0%	100%	Number of Response(s)	Response Ratio
North Portland			3	11.1 %
SW Portland			1	3.7 %
NE Portland			4	14.8 %
SE Portland			2	7.4 %
Portland/places East of I-205			1	3.7 %
Columbia County			3	11.1 %
Washington County			3	11.1 %
Clark County			2	7.4 %
Clackamas County			3	11.1 %
Other			5	18.5 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>27</b>	<b>100%</b>

How do you typically get to work or the NW Portland industrial area?

Answer	0%	100%	Number of Response(s)	Response Ratio
Auto			27	100.0 %
Transit: Bus, Streetcar, MAX, etc			0	0.0 %
Bicycle			0	0.0 %
Walk			0	0.0 %
Other			0	0.0 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>27</b>	<b>100%</b>

Would you use the Northwest extension of the Portland Streetcar to commute to work?

Answer	0%	100%	Number of Response(s)	Response Ratio
Highly likely			0	0.0 %
Somewhat Likely			3	11.1 %
Highly Unlikely			24	88.8 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>27</b>	<b>100%</b>

Would you use the Northwest extension of the Portland streetcar to go to lunch, get to meetings, etc.?

Answer	0%	100%	Number of Response(s)	Response Ratio
Highly Likely			2	7.4 %
Somewhat Likely			0	0.0 %
Highly Unlikely			24	88.8 %
No Response(s)			1	3.7 %
<b>Totals</b>			<b>27</b>	<b>100%</b>



If zoning in the area were changed to support streetcar, industrial uses would be allowed to continue operations, however increases in land values would likely result in redevelopment of industrial facilities to commercial and/or residential uses over time and compatibility conflicts may arise. Do you think your firm or others in the study area would continue operations in this type of environment?

Answer	0%	100%	Number of Response(s)	Response Ratio
Yes			11	40.7 %
No			15	55.5 %
No Response(s)			1	3.7 %
<b>Totals</b>			<b>27</b>	<b>100%</b>

Making room for the streetcar would require removal of some on-street parking. How might loss of on-street parking and freight loading affect your operations?


Answer	0%	100%	Number of Response(s)	Response Ratio
Negative Impact			17	62.9 %
Neutral/No Impact			10	37.0 %
Positive Impact			0	0.0 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>27</b>	<b>100%</b>

Part of the goal of streetcar expansion is to connect housing and jobs with transit services to help workers live near where they work and/or provide a viable commute option. Do you think adding streetcar access and rezoning land for residential use in the NW Industrial district study area helps accomplish this goal for you or for other current NW Industrial tenants and employees?

Answer	0%	100%	Number of Response(s)	Response Ratio
Yes			7	25.9 %
No			20	74.0 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>27</b>	<b>100%</b>

Industrial lands

serve as the leading source of middle-wage jobs that do not require a 4-year college degree. Do you think expanding the streetcar into the Northwest study area would help maintain an adequate supply of industrial lands and expand access for minority and marginalized community members to those jobs?

Answer	0%	100%	Number of Response(s)	Response Ratio
Yes			4	14.8 %
No			23	85.1 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>27</b>	<b>100%</b>

From an equity perspective, should the City invest in expanding the streetcar into Northwest given the transit and economic development needs in other parts of the city?

Answer	0%	100%	Number of Response(s)	Response Ratio
Yes			5	18.5 %
No			22	81.4 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>27</b>	<b>100%</b>



For Property Owner/Operators in the NW Industrial area: you will likely see your land values increase with rezoning. How might this effect your ability to stay and work in the NW Industrial area?

Answer	0%	100%	Number of Response(s)	Response Ratio
Negative Impact			11	40.7 %
Neutral/No Impact			6	22.2 %
Positive Impact			1	3.7 %
N/A - I am not a property owner/operator in the NW Industrial area			9	33.3 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>27</b>	<b>100%</b>

For Business Owners who do not also own the land: it will be reasonable for you to expect lease rates to increase with rezoning. How might this effect your operation?

Answer	0%	100%	Number of Response(s)	Response Ratio
Negative Impact			20	74.0 %
Neutral/No Impact			3	11.1 %
Positive Impact			0	0.0 %
N/A - I am a property owner/operator			4	14.8 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>27</b>	<b>100%</b>

Why is your current location in NW Portland the most effective location for your firm?

Answer	0%	100%	Number of Response(s)	Response Ratio
Close to customers or suppliers			9	33.3 %
Transportation connections and freight access			10	37.0 %
Long-term location or sunk costs			4	14.8 %
Other			4	14.8 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>27</b>	<b>100%</b>

Do you see the area between Vaughn and Nicolai in NW Portland as a viable location for your firm in the next 10+ years?

Answer	0%	100%	Number of Response(s)	Response Ratio
Yes			14	51.8 %
No			12	44.4 %
No Response(s)			1	3.7 %
<b>Totals</b>			<b>27</b>	<b>100%</b>




Outside of NW Portland, what locations would you see as viable for industrial firms like yours??

Answer	0%	100%	Number of Response(s)	Response Ratio
North Portland			5	19.2 %
SW Portland			3	11.5 %
NE Portland			3	11.5 %
SE Portland			2	7.6 %
Portland/places East of I-205			2	7.6 %
Columbia County			6	23.0 %
Washington County			8	30.7 %
Clark County			10	38.4 %
Clackamas County			7	26.9 %
Other			7	26.9 %
<b>Totals</b>			<b>26</b>	<b>100%</b>





\*About how many people are employed at your facility?

26 Response(s)






\* Please estimate the percentage of your employees currently commuting to work using public transportation.

Answer	0%	100%	Number of Response(s)	Response Ratio
0-10%			22	81.4 %
10-20%			4	14.8 %
20-30%			1	3.7 %
30-40%			0	0.0 %
40-50%			0	0.0 %
More than 50%			0	0.0 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>27</b>	<b>100%</b>

\* Records show that on average manufacturing wages in Portland are about \$26.50/hr. What is the average wage of employees at this site?

Answer	0%	100%	Number of Response(s)	Response Ratio
\$0-\$15/hr			1	3.7 %
\$15-\$20/hr			1	3.7 %
\$20-\$27/hr			13	48.1 %
Over \$27/hr			12	44.4 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>27</b>	<b>100%</b>

\* About what percentage of your employees are minority or disadvantaged?

Answer	0%	100%	Number of Response(s)	Response Ratio
0-10%			9	33.3 %
10-20%			13	48.1 %
20-30%			0	0.0 %
30-40%			1	3.7 %
40-50%			3	11.1 %
More than 50%			1	3.7 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>27</b>	<b>100%</b>

\*About what percentage of your employees have a 4-year college degree?

Answer	0%	100%	Number of Response(s)	Response Ratio
0-10%			9	33.3 %
10-20%			6	22.2 %
20-30%			2	7.4 %
30-40%			3	11.1 %
40-50%			1	3.7 %
More than 50%			6	22.2 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>27</b>	<b>100%</b>

\*What is your race/ethnicity? Please select all that apply.

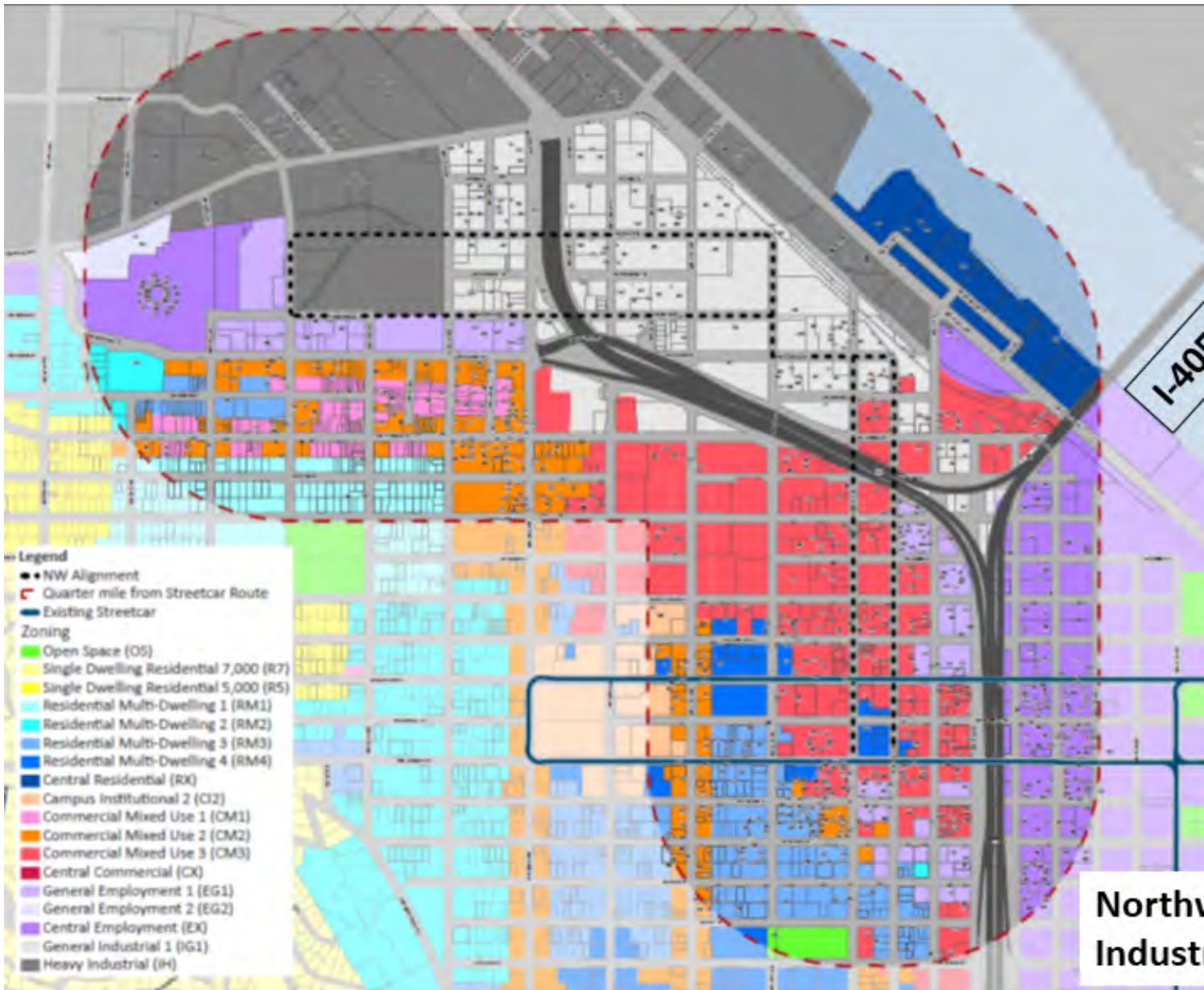
Answer	0%	100%	Number of Response(s)	Response Ratio
African-American / Black			0	0.0 %
American Indian / Alaskan Native			0	0.0 %
Asian			0	0.0 %
Hispanic / Latinx			1	3.8 %
Middle Eastern / North African			0	0.0 %
Native Hawaiian or Pacific Islander			0	0.0 %
White			18	69.2 %
My race is unknown to me			1	3.8 %
I prefer not to disclose			3	11.5 %
Other			3	11.5 %
<b>Totals</b>			<b>26</b>	<b>100%</b>

\*Are you a person living with a disability?

Answer	0%	100%	Number of Response(s)	Response Ratio
Yes			1	3.7 %
No			21	77.7 %
I prefer not to disclose			5	18.5 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>27</b>	<b>100%</b>

\*Do you identify as LGBTQ+?

Answer	0%	100%	Number of Response(s)	Response Ratio
Yes			1	3.7 %
No			19	70.3 %
I am undecided and/or questioning.			0	0.0 %
I prefer not to disclose			5	18.5 %
Other			2	7.4 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>27</b>	<b>100%</b>



### Constant Contact Survey Results

**Survey Name:** Corrected Portland Streetcar NW Industrial Impact Survey for Property Owners

**Response Status:** Partial & Completed

**Filter:** None

10/14/2020 11:10 AM PDT

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Thank you for participating in the  
Portland Streetcar Impact Survey!

\*Please note that survey responses, including demographic information, will be reported as an anonymous aggregate to the City of Portland and the public. We respect your right to confidentiality. Unless you specifically request that your name be attached to the project, all responses will be anonymous. State and federal law prohibit use of this information to discriminate against you.

IntroductionThe City of Portland is studying whether to bring the streetcar to the NW industrial area. If this happens, industrial land will likely be rezoned for other uses. While industrial use would be grandfathered in, economic pressures would make it more difficult for industrial businesses to continue in this area. It would likely be similar to the changes we've seen in Central Eastside, The Pearl and at the Conway site near NW 22nd.

In addition to rezoning, there would be a loss of on-street parking along the route and an increase in residential housing.

There are three alternative land use scenarios available to view on the city website. To enter our raffle for \$150 gift card please enter the following (Optional. Answers to the survey will remain anonymous.)

<b>Answers</b>	<b>Number of Response(s)</b>
First Name	10
Last Name	10
Work Phone	8
Email Address	10

Where do you live or commute from?

Answer	0%	100%	Number of Response(s)	Response Ratio
North Portland			0	0.0 %
SW Portland			1	9.0 %
NE Portland			0	0.0 %
SE Portland			0	0.0 %
Portland/places East of I-205			0	0.0 %
Columbia County			1	9.0 %
Washington County			2	18.1 %
Clark County			0	0.0 %
Clackamas County			1	9.0 %
Other			5	45.4 %
No Response(s)			1	9.0 %
<b>Totals</b>			<b>11</b>	<b>100%</b>

How do you typically get to the NW Portland industrial area?

Answer	0%	100%	Number of Response(s)	Response Ratio
Auto			10	90.9 %
Transit: Bus, streetcar, MAX, etc			0	0.0 %
Bike			0	0.0 %
Walk			1	9.0 %
Other			0	0.0 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>11</b>	<b>100%</b>

Would you use the Northwest extension of the Portland Streetcar to commute to your property?

Answer	0%	100%	Number of Response(s)	Response Ratio
Highly likely			0	0.0 %
Somewhat Likely			2	18.1 %
Highly Unlikely			9	81.8 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>11</b>	<b>100%</b>



Would you use the Northwest extension of the Portland streetcar to go to lunch, get to meetings, etc.?

Answer	0%	100%	Number of Response(s)	Response Ratio
Highly Likely			2	18.1 %
Somewhat Likely			1	9.0 %
Highly Unlikely			8	72.7 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>11</b>	<b>100%</b>



If zoning in the area were changed to support streetcar, industrial uses would be allowed to continue operations, however increases in land values would likely result in redevelopment of industrial facilities to commercial and/or residential uses over time and compatibility conflicts may arise. Do you think your tenants or others in the study area would continue operations in this type of environment?

Answer	0%	100%	Number of Response(s)	Response Ratio
Yes			7	63.6 %
No			4	36.3 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>11</b>	<b>100%</b>



Making room for the streetcar would require removal of some on-street parking. How might loss of on-street parking and freight loading affect your tenant's operations?

Answer	0%	100%	Number of Response(s)	Response Ratio
Negative Impact			7	63.6 %
Neutral/No Impact			2	18.1 %
Positive Impact			2	18.1 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>11</b>	<b>100%</b>

Part of the goal of streetcar expansion is to connect housing and jobs with transit services to help workers live near where they work and/or provide a viable commute option. Do you think adding streetcar access and rezoning land for residential use in the NW Industrial district study area helps accomplish this goal for current NW Industrial tenants and employees?



Answer	0%	100%	Number of Response(s)	Response Ratio
Yes			4	36.3 %
No			7	63.6 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>11</b>	<b>100%</b>

From an equity perspective, should the City invest in expanding the streetcar into Northwest given the transit and economic development needs in other parts of the city?

Answer	0%	100%	Number of Response(s)	Response Ratio
Yes			5	45.4 %
No			6	54.5 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>11</b>	<b>100%</b>

**Industrial lands**

serve as the leading source of middle-wage jobs that do not require a 4-year college degree. Do you think expanding the streetcar into the Northwest study area would help maintain an adequate supply of industrial lands and expand access for minority and marginalized community members to those jobs?

Answer	0%	100%	Number of Response(s)	Response Ratio
Yes			4	36.3 %
No			7	63.6 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>11</b>	<b>100%</b>

As a property owner in the NW Industrial area you will likely see your land values increase with rezoning. How might this effect your current tenant's ability to stay and work in the NW Industrial area?

Answer	0%	100%	Number of Response(s)	Response Ratio
Negative Impact			4	36.3 %
Neutral/No Impact			4	36.3 %
Positive Impact			3	27.2 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>11</b>	<b>100%</b>






Outside of NW Portland, what locations do you see as viable for industrial firms like your tenants and other firms currently in the NW Industrial District? ?

Answer	0%	100%	Number of Response(s)	Response Ratio
North Portland			4	36.3 %
SW Portland			0	0.0 %
NE Portland			0	0.0 %
SE Portland			1	9.0 %
Portland/places East of I-205			3	27.2 %
Columbia County			2	18.1 %
Washington County			7	63.6 %
Clark County			2	18.1 %
Clackamas County			6	54.5 %
Other			2	18.1 %
<b>Totals</b>			<b>11</b>	<b>100%</b>





Do you see the area between Vaughn and Nicolai in NW Portland as a viable location for industrial firms in the next 10+ years?

Answer	0%	100%	Number of Response(s)	Response Ratio
Yes			4	36.3 %
No			7	63.6 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>11</b>	<b>100%</b>

What, if any, concerns do you have about economic and/or other pressures that might force industrial firms and tenants out of the NW Industrial area? Select any/all that apply.

Answer	0%	100%	Number of Response(s)	Response Ratio
Scarcity of industrial land within the City of Portland			8	72.7 %
Loss of middle wage jobs			6	54.5 %
Economic Impacts of losing industrial businesses in the urban core			7	63.6 %
No concerns			2	18.1 %
Other			2	18.1 %
<b>Totals</b>			<b>11</b>	<b>100%</b>

In the long term, what do you think is the best use of land in the study area between NW Vaughn and NW Nicolai?

Answer	0%	100%	Number of Response(s)	Response Ratio
Industrial - maintain the existing industrial character			4	36.3 %
Enhanced Industrial - industrial with creative/industrial office like Central Eastside			4	36.3 %
Employment - high density office/employment center, similar to Lloyd District or Downtown			1	9.0 %
Mixed Use - Residential and Commercial, similar to the Pearl District or NW Portland			2	18.1 %
Other			0	0.0 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>11</b>	<b>100%</b>

\*What is your race/ethnicity? Please select all that apply.

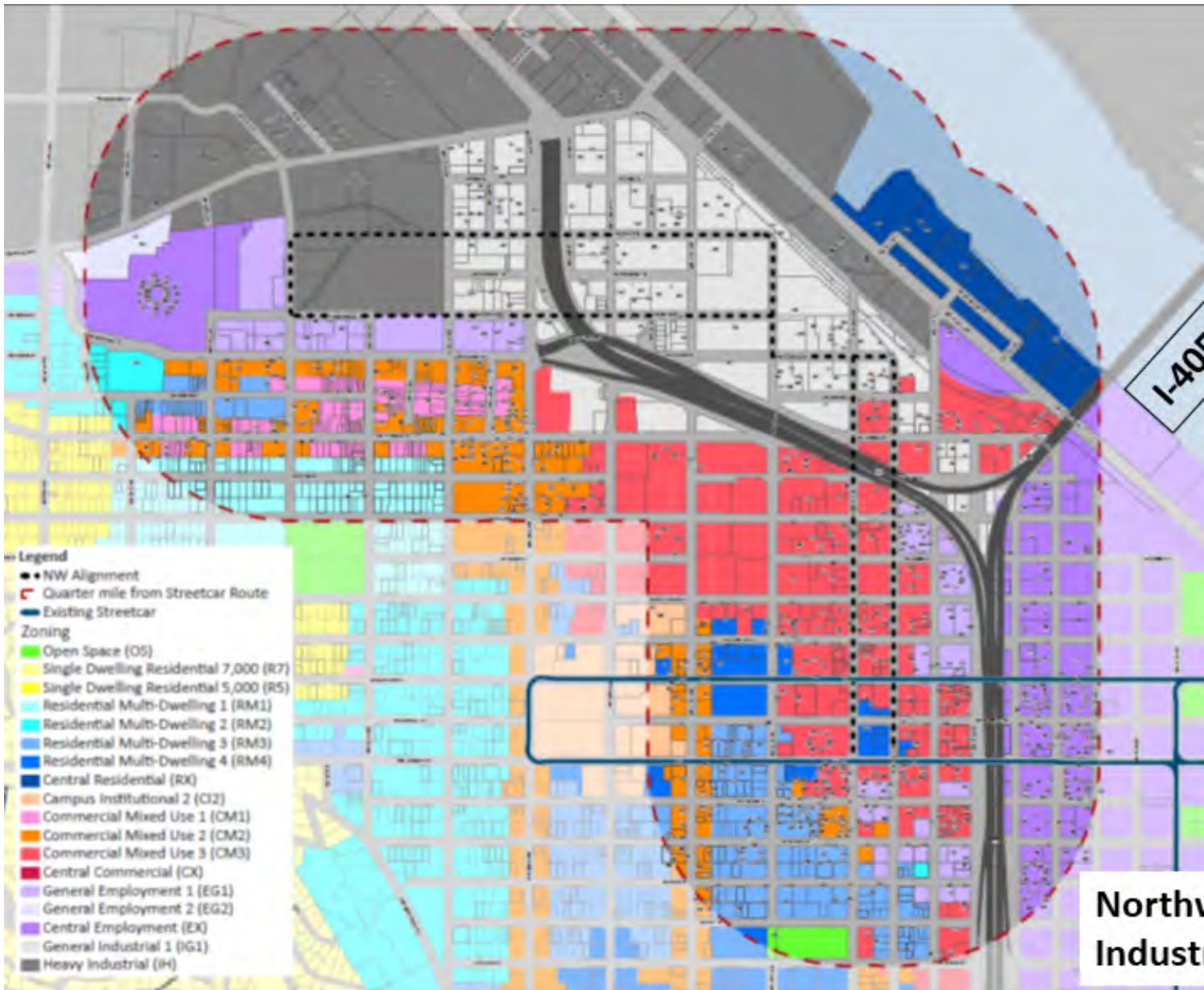
Answer	0%	100%	Number of Response(s)	Response Ratio
African-American / Black			0	0.0 %
American Indian / Alaskan Native			0	0.0 %
Asian			0	0.0 %
Hispanic / Latinx			0	0.0 %
Middle Eastern / North African			0	0.0 %
Native Hawaiian or Pacific Islander			0	0.0 %
White			9	81.8 %
My race is unknown to me			0	0.0 %
I prefer not to disclose			1	9.0 %
Other			1	9.0 %
<b>Totals</b>			<b>11</b>	<b>100%</b>

\*Are you a person living with a disability?

Answer	0%	100%	Number of Response(s)	Response Ratio
Yes			0	0.0 %
No			10	90.9 %
I prefer not to disclose			1	9.0 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>11</b>	<b>100%</b>

\*Do you identify as LGBTQ+?

Answer	0%	100%	Number of Response(s)	Response Ratio
Yes			0	0.0 %
No			9	81.8 %
I am undecided and/or questioning.			0	0.0 %
I prefer not to disclose			1	9.0 %
Other			1	9.0 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>11</b>	<b>100%</b>



### Constant Contact Survey Results

**Survey Name:** Corrected Portland Streetcar NW Industrial Impact Survey Outside Project Area

**Response Status:** Partial & Completed

**Filter:** None

10/14/2020 11:11 AM PDT

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Thank you for participating in the  
Portland Streetcar Impact Survey!

\*Please note that survey responses, including demographic information, will be reported as an anonymous aggregate to the City of Portland and the public. We respect your right to confidentiality. Unless you specifically request that your name be attached to the project, all responses will be anonymous. State and federal law prohibit use of this information to discriminate against you.

IntroductionThe City of Portland is studying whether to bring the streetcar to the NW industrial area. If this happens, industrial land will likely be rezoned for other uses. While industrial use would be grandfathered in, economic pressures would make it more difficult for industrial businesses to continue in this area. It would likely be similar to the changes we've seen in Central Eastside, The Pearl and at the Conway site near NW 22nd.

In addition to rezoning, there would be a loss of on-street parking along the route and an increase in residential housing.

There are three alternative land use scenarios available to view on the city website . To enter our raffle for \$150 gift card please enter the following (Optional. Answers to the survey will remain anonymous.)

<b>Answers</b>	<b>Number of Response(s)</b>
First Name	7
Last Name	7
Work Phone	6
Email Address	7

Where do you live or commute from?

Answer	0%	100%	Number of Response(s)	Response Ratio
North Portland			1	10.0 %
SW Portland			3	30.0 %
NE Portland			0	0.0 %
SE Portland			3	30.0 %
Portland/places East of I-205			0	0.0 %
Columbia County			0	0.0 %
Washington County			1	10.0 %
Clark County			1	10.0 %
Clackamas County			0	0.0 %
Other			1	10.0 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>10</b>	<b>100%</b>

Would you use the Northwest extension of the Portland Streetcar when commuting to the NW Industrial area?

Answer	0%	100%	Number of Response(s)	Response Ratio
Highly likely			0	0.0 %
Somewhat Likely			1	10.0 %
Highly Unlikely			9	90.0 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>10</b>	<b>100%</b>

If zoning in the area were changed to support streetcar, industrial uses would be allowed to continue operations, however increases in land values would likely result in redevelopment of industrial facilities to commercial and/or residential uses over time and compatibility conflicts may arise. Do you think industrial firms in the study area would continue operations in this type of environment?

Answer	0%	100%	Number of Response(s)	Response Ratio
Yes			1	10.0 %
No			9	90.0 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>10</b>	<b>100%</b>



Making room for the streetcar would require removal of some on-street parking. How might loss of on-street parking and freight loading affect operations for industrial firms?

Answer	0%	100%	Number of Response(s)	Response Ratio
Negative Impact			9	90.0 %
Neutral/No Impact			1	10.0 %
Positive Impact			0	0.0 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>10</b>	<b>100%</b>

Part of the goal of streetcar expansion is to connect housing and jobs with transit services to help workers live near where they work and/or provide a viable commute option. Do you think adding streetcar access and rezoning land for residential use in the NW Industrial district study area helps accomplish this goal for current NW Industrial tenants and employees?


Answer	0%	100%	Number of Response(s)	Response Ratio
Yes			1	10.0 %
No			9	90.0 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>10</b>	<b>100%</b>

From an equity perspective, should the City invest in expanding the streetcar into Northwest given the transit and economic development needs in other parts of the city?



Answer	0%	100%	Number of Response(s)	Response Ratio
Yes			0	0.0 %
No			9	90.0 %
No Response(s)			1	10.0 %
<b>Totals</b>			<b>10</b>	<b>100%</b>

Industrial lands










serve as the leading source of middle-wage jobs that do not require a 4-year college degree. Do you think expanding the streetcar into the Northwest study area would help maintain an adequate supply of industrial lands and expand access for minority and marginalized community members to those jobs?

Answer	0%	100%	Number of Response(s)	Response Ratio
Yes			0	0.0 %
No			9	90.0 %
No Response(s)			1	10.0 %
<b>Totals</b>			<b>10</b>	<b>100%</b>

Land values for property owners in the NW Industrial District would increase with rezoning. How might this effect their current tenants' ability to stay and work in the NW Industrial area?

Answer	0%	100%	Number of Response(s)	Response Ratio
Negative Impact			8	80.0 %
Neutral/No Impact			2	20.0 %
Positive Impact			0	0.0 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>10</b>	<b>100%</b>

Outside of NW Portland, what locations do you see as viable for industrial firms like those currently in the NW Industrial District? ?

Answer	0%	100%	Number of Response(s)	Response Ratio
North Portland			4	44.4 %
SW Portland			1	11.1 %
NE Portland			3	33.3 %
SE Portland			2	22.2 %
Portland/places East of I-205			3	33.3 %
Columbia County			1	11.1 %
Washington County			2	22.2 %
Clark County			3	33.3 %
Clackamas County			6	66.6 %
Other			0	0.0 %
<b>Totals</b>			<b>9</b>	<b>100%</b>

Do you see the area between Vaughn and Nicolai in NW Portland as a viable location for industrial firms in the next 10+ years?

Answer	0%	100%	Number of Response(s)	Response Ratio
Yes			5	50.0 %
No			4	40.0 %
No Response(s)			1	10.0 %
<b>Totals</b>			<b>10</b>	<b>100%</b>

What, if any, concerns do you have about economic and/or other pressures that might force industrial firms and tenants out of the NW Industrial area? Select any/all that apply.

Answer	0%	100%	Number of Response(s)	Response Ratio
Scarcity of industrial land within the City of Portland			9	90.0 %
Loss of Middle Wage Jobs			8	80.0 %
Economic impacts of losing industrial businesses within the urban core			9	90.0 %
No Concerns			1	10.0 %
Other			1	10.0 %
<b>Totals</b>			<b>10</b>	<b>100%</b>

In the long term, what do you think is the best use of land in the study area between NW Vaughn and NW Nicolai?

Answer	0%	100%	Number of Response(s)	Response Ratio
Industrial - maintain the existing industrial character			6	60.0 %
Enhanced Industrial - industrial with creative/industrial office like Central Eastside			3	30.0 %
Employment - high density office/employment center, similar to Lloyd District or Downtown			0	0.0 %
Mixed Use - Residential and Commercial, similar to the Pearl District or NW Portland			0	0.0 %
Other			0	0.0 %
No Response(s)			1	10.0 %
<b>Totals</b>			<b>10</b>	<b>100%</b>

\*What is your race/ethnicity? Please select all that apply.

Answer	0%	100%	Number of Response(s)	Response Ratio
African-American / Black			0	0.0 %
American Indian / Alaskan Native			0	0.0 %
Asian			0	0.0 %
Hispanic / Latinx			0	0.0 %
Middle Eastern / North African			0	0.0 %
Native Hawaiian or Pacific Islander			0	0.0 %
White			6	60.0 %
My race is unknown to me			0	0.0 %
I prefer not to disclose			4	40.0 %
Other			0	0.0 %
<b>Totals</b>			<b>10</b>	<b>100%</b>

\*Are you a person living with a disability?

Answer	0%	100%	Number of Response(s)	Response Ratio
Yes			1	10.0 %
No			9	90.0 %
I prefer not to disclose			0	0.0 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>10</b>	<b>100%</b>

\*Do you identify as LGBTQ+?

Answer	0%	100%	Number of Response(s)	Response Ratio
Yes			0	0.0 %
No			9	90.0 %
I am undecided and/or questioning.			0	0.0 %
I prefer not to disclose			1	10.0 %
Other			0	0.0 %
No Response(s)			0	0.0 %
<b>Totals</b>			<b>10</b>	<b>100%</b>

**A.3: Community Based Organization (CBO) Report:  
Hollywood Senior Center/Urban League of Portland**

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1820 NE 40th Ave, Portland, OR 97212 | ☎ 503.288.8303 | ☎ 503.288.8305 | ✉ staff@hollywoodseniorcenter.org | 🌐 www.hollywoodseniorcenter.org

Hollywood Senior Center & Urban League of Portland MP2H Transportation Survey Findings  
September 2020

**Background:**

The Urban League of Portland is one of the region's oldest Black civil rights and service organizations with a mission is to empower African Americans and others to achieve equality in education, employment, health, economic security and quality of life. Urban League of Portland programs include a distinctive blend of direct services, organizing, outreach, and advocacy, with a strong emphasis around organizing our community to eliminate systemic barriers and address personal barriers in an environment free from judgement and stigma. Programs include housing, workforce, senior and health services, and community and civic engagement.

Founded in 1973, the Hollywood Senior Center is a not for profit committed to enriching the lives of adults 50 and older by creating opportunities for social connection, health and wellness, independence and life-long learning. Hollywood Senior Center offers a diverse range of services focused on empowering older adults to live their lives with independence, and a sense of fulfillment. Hollywood Senior Center is committed to addressing the social, cultural, environmental and economic needs that create barriers that impact the wellness of older adults. To meet the diverse and changing needs of older persons whose ages span many decades of life, whose physical health status ranges from robust to frail, whose mental health status ranges from alert to cognitively impaired, whose socioeconomic status ranges from middle class to homeless, and whose ethnic and language backgrounds range across dozens of countries and cultures, Hollywood Senior Center offers a full selection of programs ranging from preventive activities and supportive services for the broad senior population to long-term care service planning for those of more advanced age and needs.

Hollywood Senior Center serves as the lead agency in the N/NE Consortium, a partnership of the HSC and Urban League of Portland (ULP) established in 2011. The N/NE Consortium works effectively with older adults given that our organization are deeply embedded in the N/NE community and have welcomed and served diverse elder populations, including those from communities of color for many decades.

Both organizations have extensive experience working with all levels of government and successfully partner with more than 50 community based organization. The N/NE Consortium has a longstanding commitment to and experience in adapting our programs and policies to best meet the diverse culturally specific needs of individuals in our community. Throughout the greater community, our strategy is to reach out to, and coordinate closely with, a variety of culturally responsive and specific organizations to work with the senior populations.



Urban League  
of Portland

1820 NE 40th Ave, Portland, OR 97212 | ☎ 503.288.8303 | ☎ 503.288.8305 | ✉ staff@hollywoodseniorcenter.org | 🌐 www.hollywoodseniorcenter.org

## Hollywood Senior Center & Urban League of Portland MP2H Transportation Survey Findings September 2020

### Purpose

The City of Portland released a request for grant-funded outreach proposals to help inform the Montgomery Park to Hollywood Transit and Land Use Development Strategy (MP2H). The MP2H is a city effort to create an equitable development plan for transit-oriented districts in NW Portland and NE Portland. The MP2H study will consider land use and urban design, economic development, and opportunities for community benefits possible with a transit-oriented development scenario, including a potential streetcar extension. The project will also consider how such opportunities could support the City's racial equity, climate justice, employment and housing goals. The work is funded in part by a Federal Transit Administration (FTA) grant. In NE Portland, the study will explore the feasibility of different alignments to extend streetcar or a transit line to the Hollywood District, and select a preferred alignment for future study and more detailed planning.

The main purpose of the grant-funded outreach was to broaden outreach to underrepresented communities (BIPOC, low-income, seniors, immigrant and refugee communities) through community-based organizations. The Hollywood Senior Center and Urban League of Portland partnered on a grant proposal to provide outreach to the communities we support. As trusted resources and focal points for older adults in NE Portland, our organizations felt that it was important that this project identify under-represented communities that may feel the impact of this project the most. The target communities included renters, business owners, people with limited income/resources and communities of color and people with disabilities. The Hollywood Senior Center and Urban League grant proposal was selected by the City in Spring 2020 and work began on finalizing a grant agreement.

### Lead Project Staff:

Amber Kern Johnson- Hollywood Senior Center Executive Director

Arleta Christain, Urban League of Portland Senior Director of Health & Older Adult Services

Kashea Kilson-Anderson, Urban League of Portland Senior Center Manager

### Approach

Hollywood Senior Center and Urban League of Portland welcomed the opportunity to provide information on the MP2H Transportation Study. We sought to 1) gather information that informs the MP2H Transportation Study; 2) gain greater insight about how the public perceives this study; 3) gain an improved understanding of community values, needs and aspirations; and 4) support the City of Portland Bureau of Planning and Sustainability work to become better connected to and more rooted in communities.





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### Hollywood Senior Center & Urban League of Portland MP2H Transportation Survey Findings September 2020

Urban League of Portland and the Hollywood Senior Center focused outreach on seniors, low-income residents, immigrant/refugee populations and communities of color, renters, and small business owners with a goal to reach a minimum of 100 individuals. Planned outreach to apartment buildings, walk-in hours, community events, local black church announcements, and senior center engagement had to be revised due to COVID-19. Instead, Urban League of Portland and Hollywood Senior Center shifted to creating outreach materials that were sent (mailed and emailed) to more than 4,500 households through monthly printed newsletters. The written transportation survey was created based on information from staff attending several meetings and informational sessions with the City of Portland Bureau of Planning and Sustainability and the <https://www.portland.gov/bps/mp2h/mp2h-northeast-portland-urban-design-concept-virtual-open-house>.

The MP2H Transportation Survey created provided a brief background on the project and a link to the virtual house for those seeking more information. Additionally the survey was included in weekly e-blasts during August allowing for participants to respond directly to an online survey. Surveys were also delivered to Silvercrest Apartments, a low-income senior apartment building in NE Portland, off of NE Sandy.

Surveys answered on paper were entered into the google doc survey for a comprehensive report. Translation and interpretation support was made available although no requests were made to access these services. Staff at both organizations where available by phone to help individuals complete the survey. In those instances, staff entered information on behalf of the individual into the google doc survey. Additionally, case managers contacted homebound clients and some participants directly by phone to gather input for the survey.

### Survey Responses


102 individuals completed the survey. A \$5 gift card was provided as an incentive for participation. A list of those who received a gift card has been shared with the City of Portland. Below are findings from the survey. Some written comments have been summarized to highlight specific themes in the survey findings. A complete list of all participant comments/feedback is included in this report along with the original survey for reference.



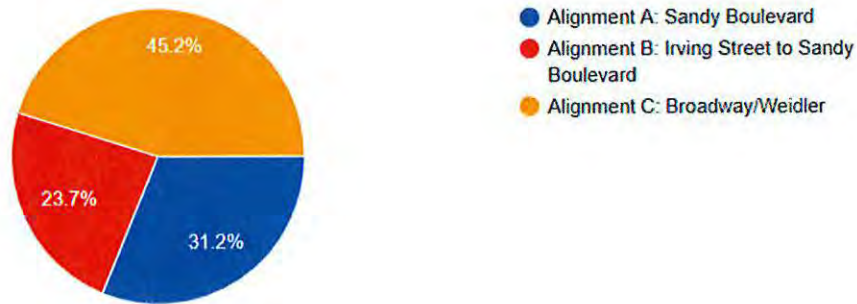
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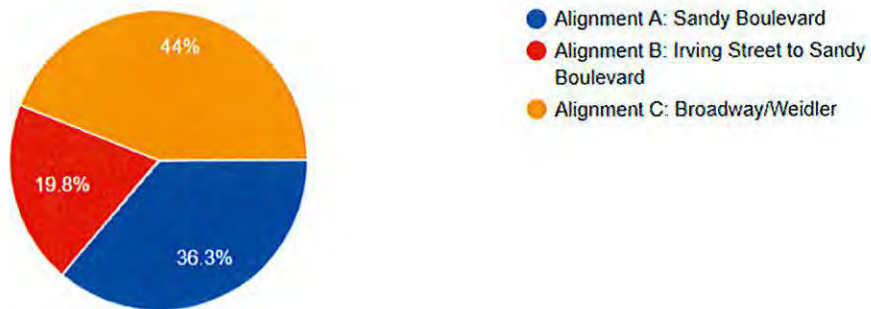
On which alignment do you think a streetcar line can best support economic prosperity through job creation, small business or micro enterprise opportunity, or serve existing jobs? 

93 responses



Which alignment do you think has the most opportunity to advance equitable outcomes through different development types/land uses, or a potential community benefits agreement?

91 responses





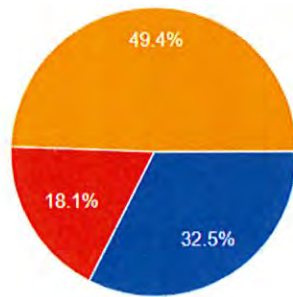
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Hollywood Senior Center & Urban League of Portland MP2H Transportation Survey Findings  
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Which alignment best matches your preferred vision for future development of this area?

83 responses



- Alignment A: Sandy Boulevard
- Alignment B: Irving Street to Sandy Boulevard
- Alignment C: Broadway/Weidler



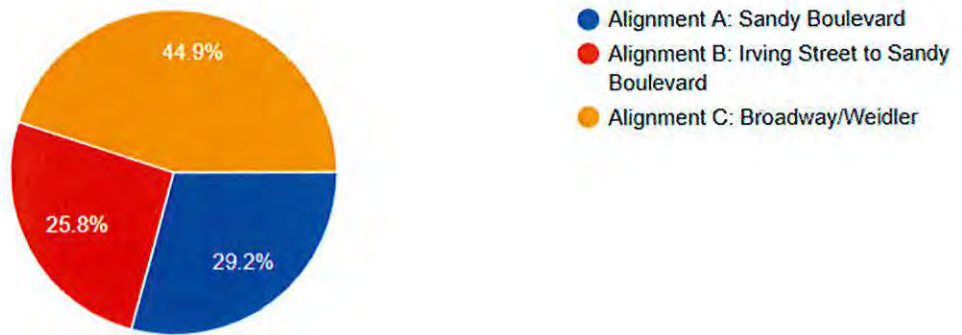
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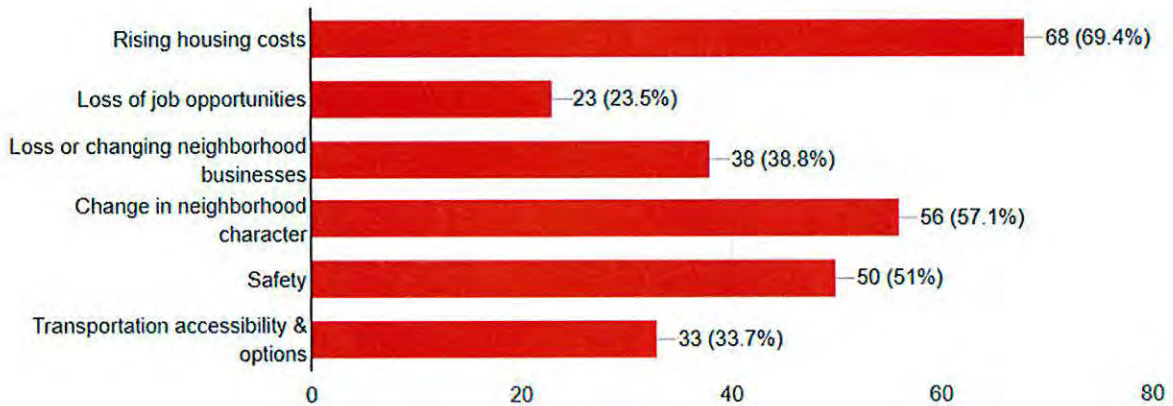
On which alignment would a streetcar investment most improve access to affordable housing, middle- wage jobs, nature and recreation?

89 responses



What are your greatest concerns for NEPortland/ Hollywood?

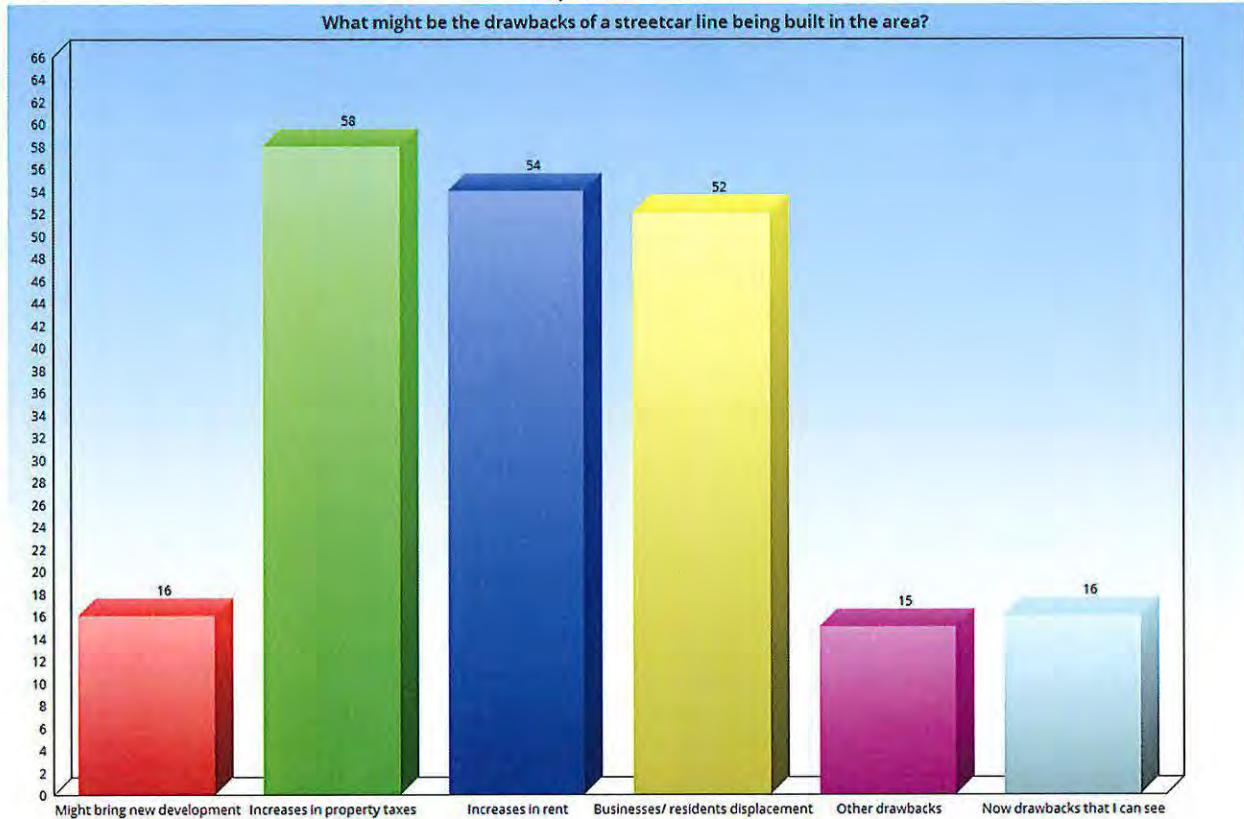
98 responses





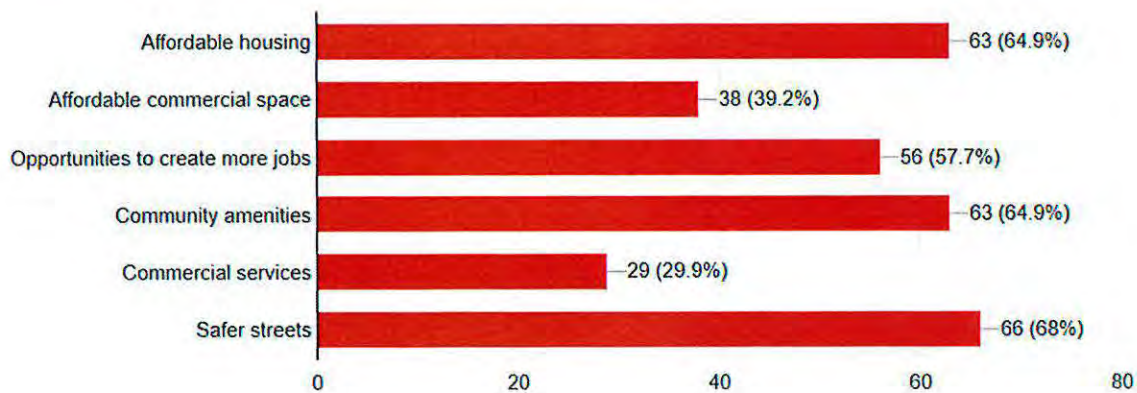
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### Hollywood Senior Center & Urban League of Portland MP2H Transportation Survey Findings September 2020



What types of investment or development would most benefit your neighborhood?(Select all that apply.)

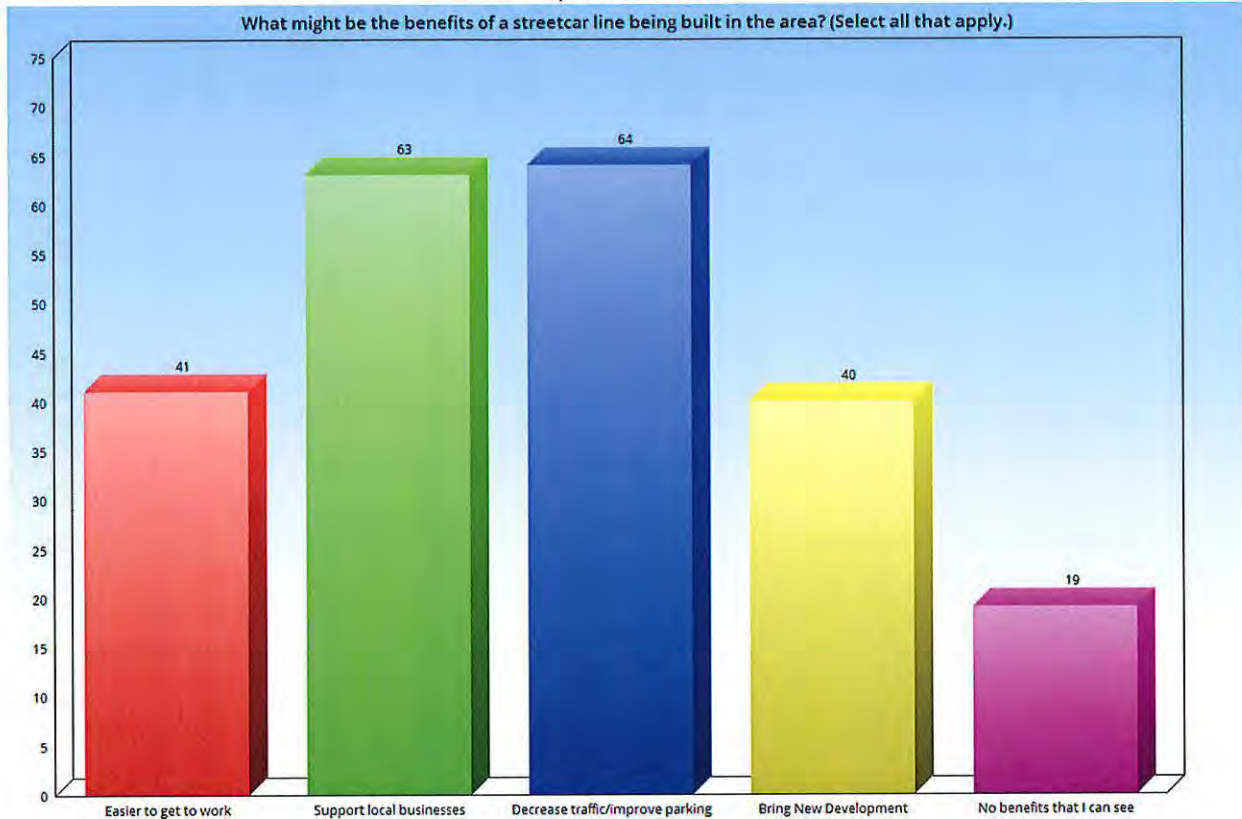
97 responses





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Hollywood Senior Center & Urban League of Portland MP2H Transportation Survey Findings  
September 2020



Please express any additional ideas you have for the NE Portland and Hollywood area? What would you like to see? What are you concerned about?

Some written comments have been summarized to highlight specific themes in the survey findings. Comments in quotations are direct quotes from participants. A complete list of all participant comments/feedback is included in this report along with the original survey for reference.

**Community Space & Public Benefit**

There were a number of survey responses that referenced the need for more benches/seating in NE for seniors along with fully covered bus stops and improved community green spaces. Additionally there was support to retain current businesses in NE and an interest in bringing new business development along Sandy and Broadway. Below are some participant comments including more comments referring to cost and public benefit of bringing a streetcar to NE.



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Hollywood Senior Center & Urban League of Portland MP2H Transportation Survey Findings  
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*"Broadway to Hollywood is dead and dangerous! It needs the streetcar to come alive and contribute safety. It is great connectivity to city center. What a great name for the streetcar - Broadway to Hollywood."*

*"I don't see a need for a trolley. It is not the best use of transit funds and will increase traffic problems."*

*"I'm hopeful that the process of adding a street car line would not be too disruptive to the existing districts and it would indeed yield the positive things we hope for."*

*"I feel that it would allow more people to come the Hollywood District. Visually I think it would be awesome. I really hope this comes to fruition."*

*"The only concern would be funding and I don't have enough information now."*

## **Housing**

Many survey participants commented on housing including the need for more affordable housing in the area and concern around new development. Some surveyed questioned why we should invest in a street car when affordable housing should be the priority.

*"Development destroys the character of the area, including buildings which are too modern and plain. I'm especially concerned about demolition of old and historic homes and neighborhoods."*

*"I don't care to see another explosion of upwardly mobile young people from California Wisconsin, Idaho, or New York, buying little honey comb like condo's that get built so high they block out the Sun."*

*"I would like to see less demolitions of houses and fewer apartments and more trees and greenspaces. More restaurants and local shops would also enhance the area. Currently cute small bungalows that could become housing for many are being replaced by boring, ugly apartments with little or no parking, few trees, very little green spaces and not commensurate with surrounding neighborhoods. The east side is losing its' character and becoming just a sea of apartment buildings."*

*"Put money into homeless shelters and affordable housing. Address needs (jobs, better schools) or the poor."*



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*"I am interested in seeing low income development housing."*

*"Rather than spend money on a streetcar line which doesn't add to neighbor needs, spend it on affordable housing which is scarce in Portland."*

*"Please, we need more, many more affordable housing. The minimum wage does not allow a person or a family to find a home at today's rent."*

*"We need to clean up the homeless problem. More modes of transportation are not needed. Please put our taxes where the most good will be done."*

*"The addition of another streetcar is unnecessary and the cost is exorbitant. The city needs to invest in social services and provide more affordable housing."*

### **Safety**

A few survey participants expressed safety concerns.

*"I'd like to see a clean and safer Hollywood District. I grew up and still live in Beaumont Wilshire neighborhood in my family home. I am concerned by the graffiti and lack of caring for our area. Graffiti and trash are not welcoming. They are the opposite; a neighborhood where its citizens don't care. This is a wider Portland Problem but I'd like to see NE Portland be a trailblazer for a safer and healthier urban life"*

*"I have heard that easily accessible transportation sometime brings crime to the neighborhoods."*

*"I am also worried about the safety the safety of pedestrians. The streetcar could also affect access to local businesses by blocking entrance to stores and decreasing parking spaces."*

### **Racial Justice& Displacement**





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A number of survey participants expressed a historically founded concern that a streetcar would negatively impact the diversity of residents and businesses in NE. Some shared that they don't view streetcars as an inclusive mode of transportation.

*"I am concerned about the diversity of residents and businesses-who will be able to live and work in the same area? Portland is now a gated community where only the upper class can live - the rest have to drive in to work."*

*"I am concerned about the street car causing displacement of people like what happened in the Albina district with uprooting of African American names."*

*"People who need public transportation won't be able to afford it. People I see on the street car are white - Street car is not racial friendly."*

*"The way you are moving all the blacks out of the area. You want to run a street car through here?"*

### Transportation

Survey participants commented on current traffic patterns, parking, walkability and concerns with proposed routes for a streetcar to Hollywood.

*"Traffic patterns on Sandy need to be improved (eg, no left turns w/o dedicated left turn lane, traffic circle (roundabout) at major intersections like 72nd)."*

*"My biggest concern is in regard to the disruption construction will cause to access on and off I-84. I also have major issues with the proposed streetcar "turnaround" that would go around the Trader Joe's property, cross Halsey and do a u-turn in the area of the current transit center, then head north to Broadway, west back to meet Sandy Blvd. Also the timeline for the streetcar is to complete in 2035, but the MP2H team didn't seem to be aware of TriMet's Hollywood Hub project that would add 2 large buildings on the property, which would eliminate the ability to utilize the area for a turnaround. On the surface it doesn't seem that all of the agencies within the city are talking to each other."*

*"This is a walking neighborhood and traffic is already an issue."*



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*“Will cars be funneled onto side streets? Will parking become an issue?”*

*“Turn around on all alignments will be problematic.”*

*“A big concern is dedicated red bus lane to be included on Sandy as planned by the mayor. If this bus lane will be required on Sandy, there just isn't enough room on Sandy for a streetcar. Why wasn't information about this bus lane included with the information of the street car before making decisions? Unfortunately, plans to cut car lanes increase traffic congestion. For example on Glisan, the elimination of car lanes often causes cars to be backed up for 10 blocks. Ten blocks of cars idling does not do much for the environment and increases stress and hinders safety.”*

*“Please don't put more traffic on Sandy Blvd. and make one-way traffic on crowded side streets. Especially 74th going down to the school and 73rd and 72nd also. I like street cars. Street car lines frequently take away many on street parking to the detriment of local businesses. Many disabled people have to drive and keep easily accessible parking spots.”*

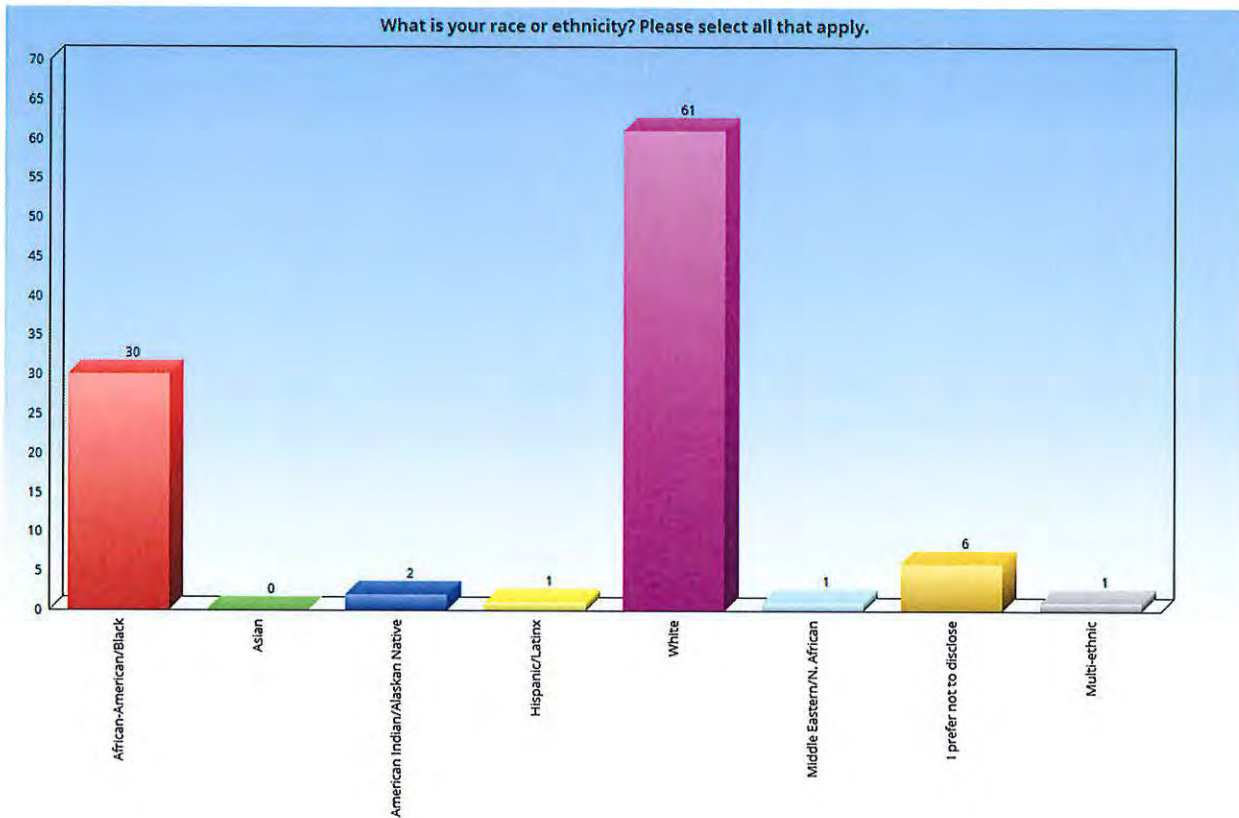
*The entire Broadway quarter and north east is under developed as a two commercial District or Main Street. Businesses cannot survive with high runs and lack of ability to attract pedestrian traffic, due to the high speed commuter orientation of the street. Broadway would be too perfect opportunity for mixed use development with taller buildings but it now has mostly one and two level buildings including drive-through food chains that waste valuable space and force density into adjacent neighborhoods. Getting to Hollywood now for us is by street car would be an effective and pleasurable way to stop driving. Broadway to Hollywood as a way to energize- a vital corridor that is long neglected by the city.”*



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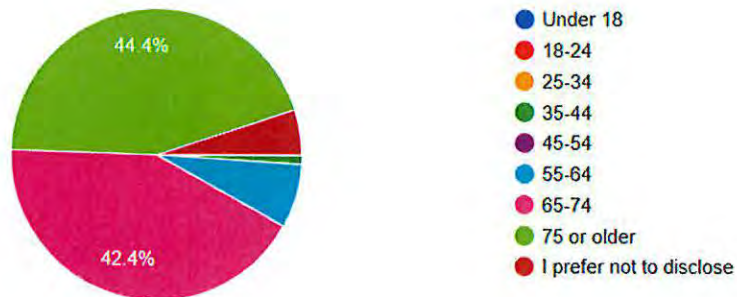
### Hollywood Senior Center & Urban League of Portland MP2H Transportation Survey Findings September 2020

#### Survey Response Demographics (102 surveys completed)



#### What is your age?

99 responses

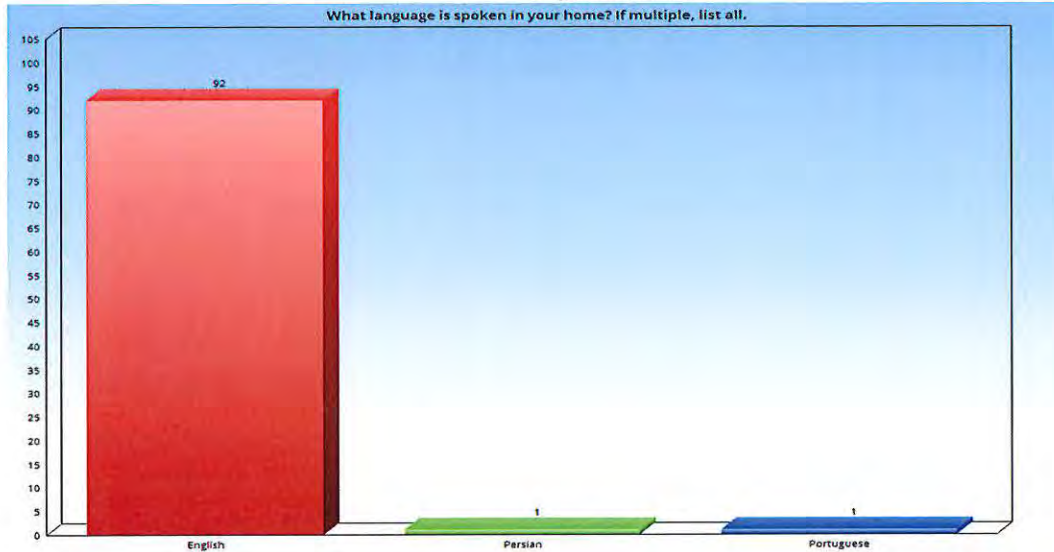




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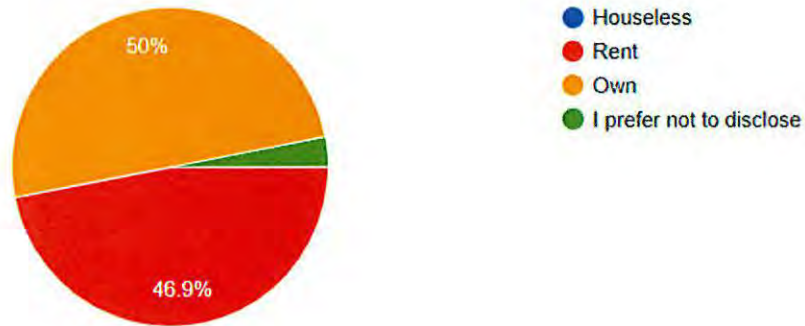
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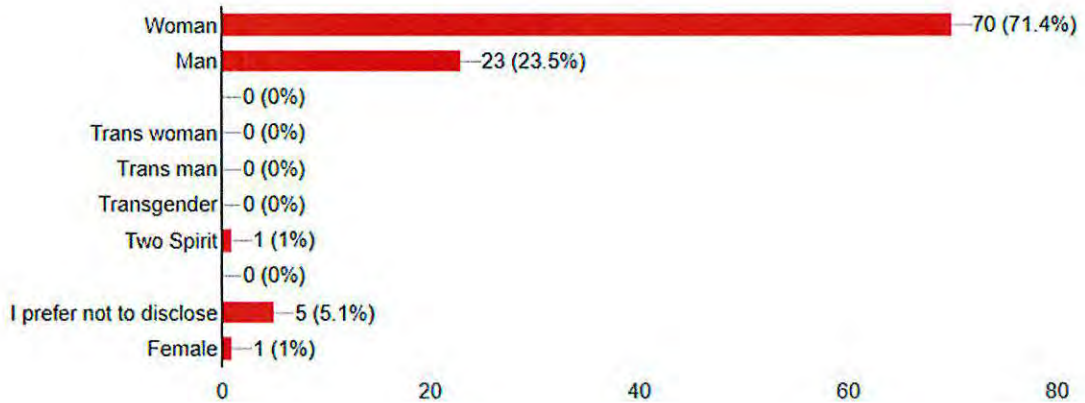
#### Which best describes your current housing?

98 responses



#### How do you identify your gender? Select all that apply.

98 responses





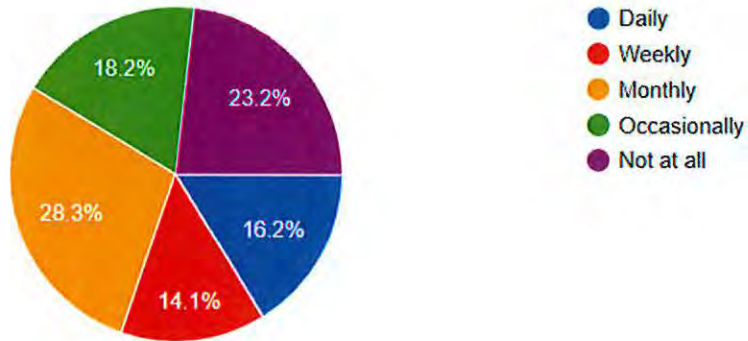
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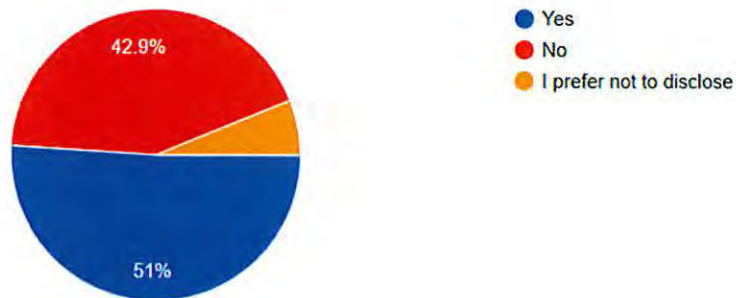
How frequently do you use public transportation?

99 responses



Are you a person living with a disability?

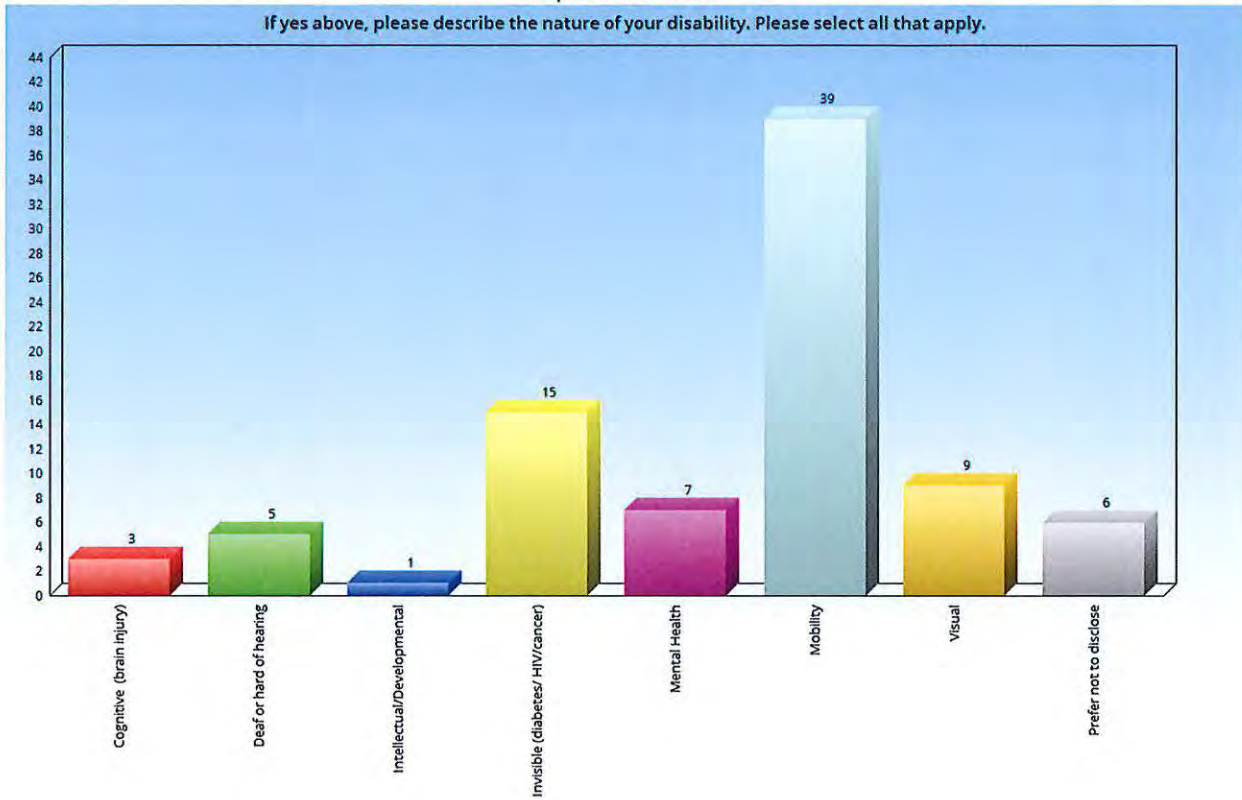
98 responses





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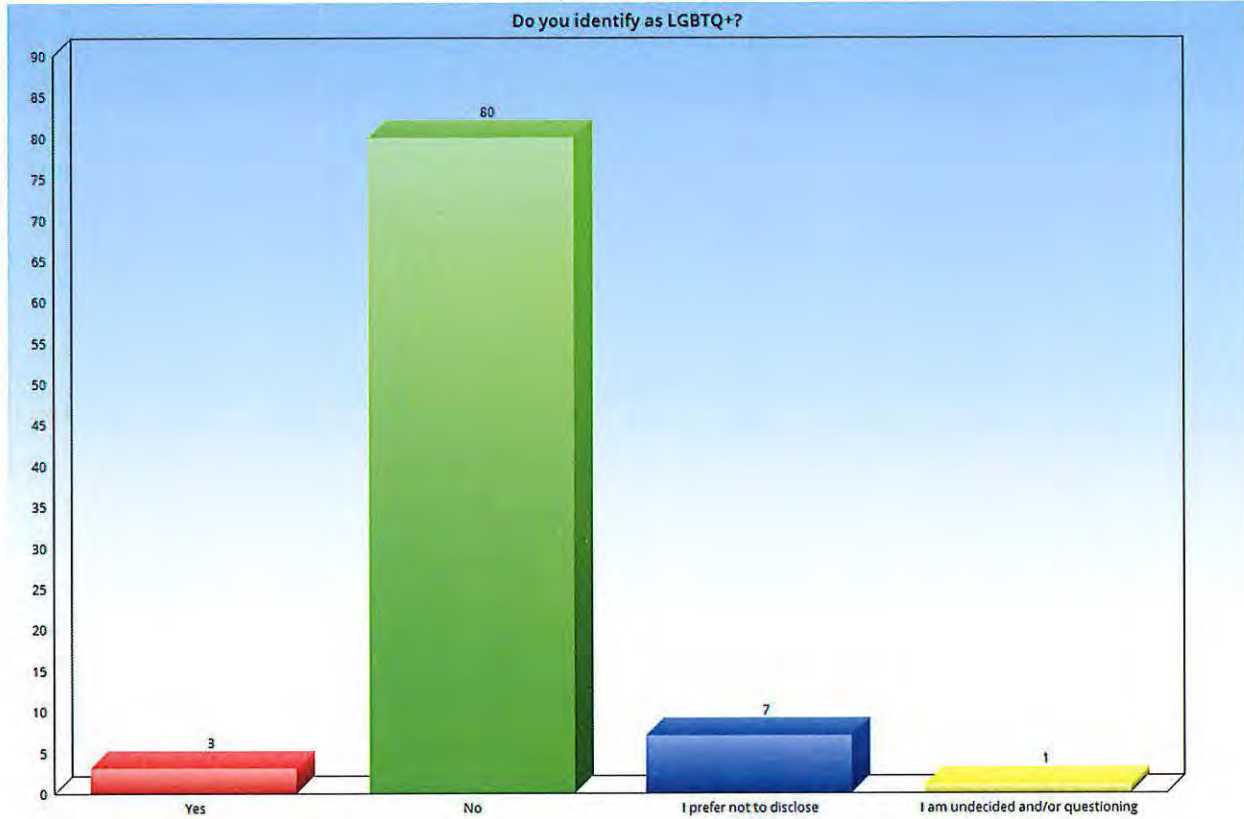




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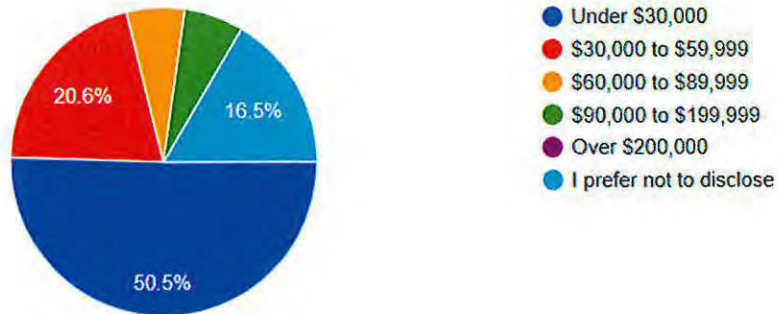
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### What is your total household income?

97 responses

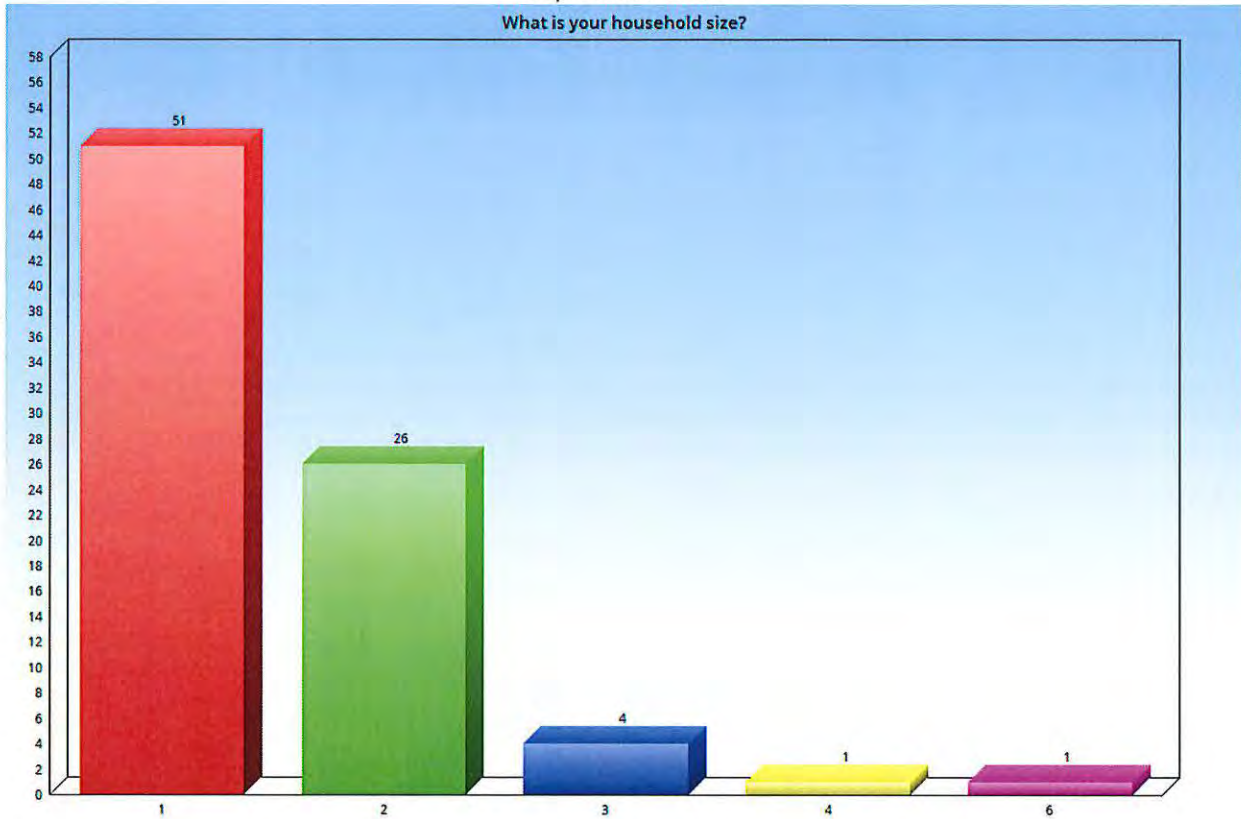






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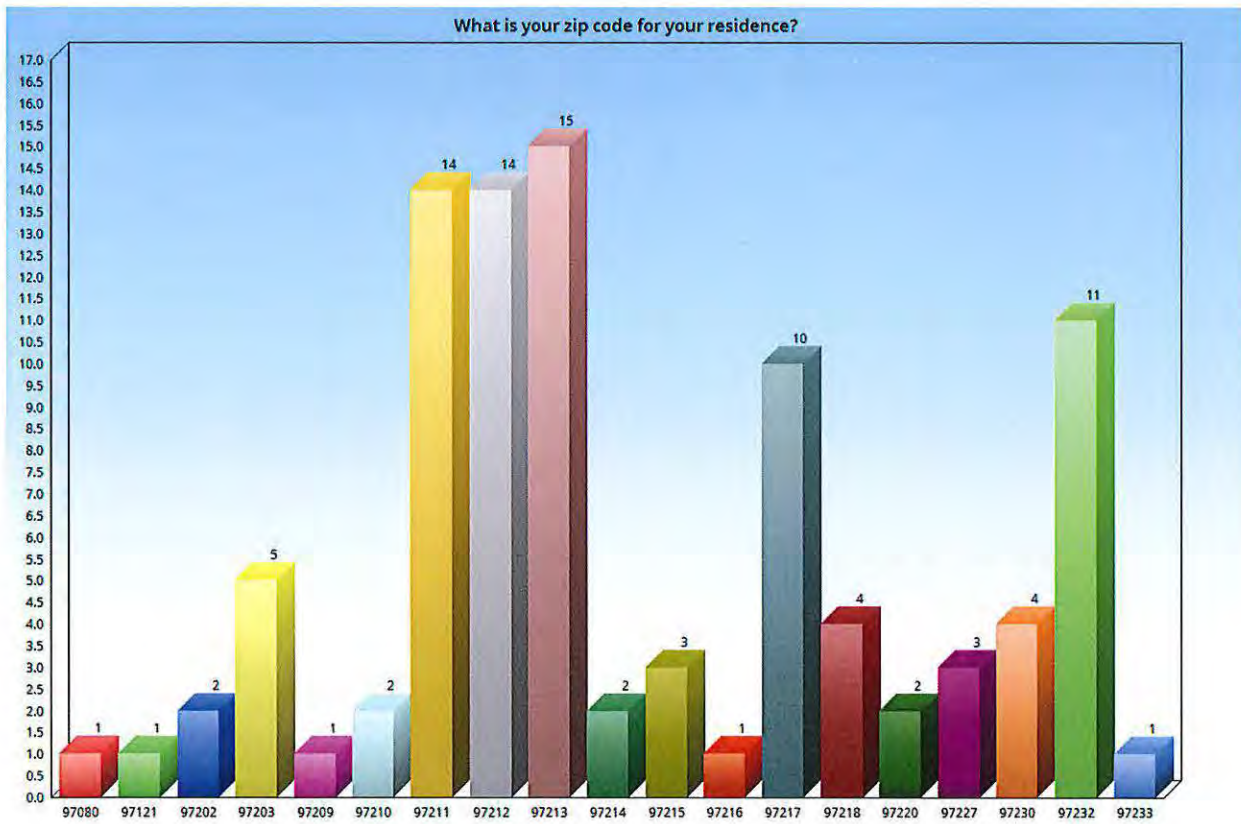
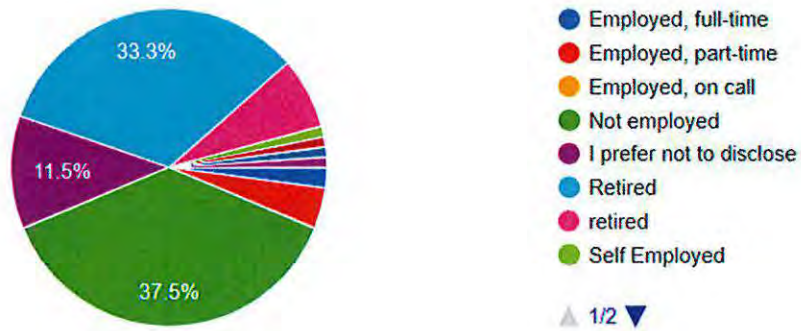


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What is your employment status?

96 responses





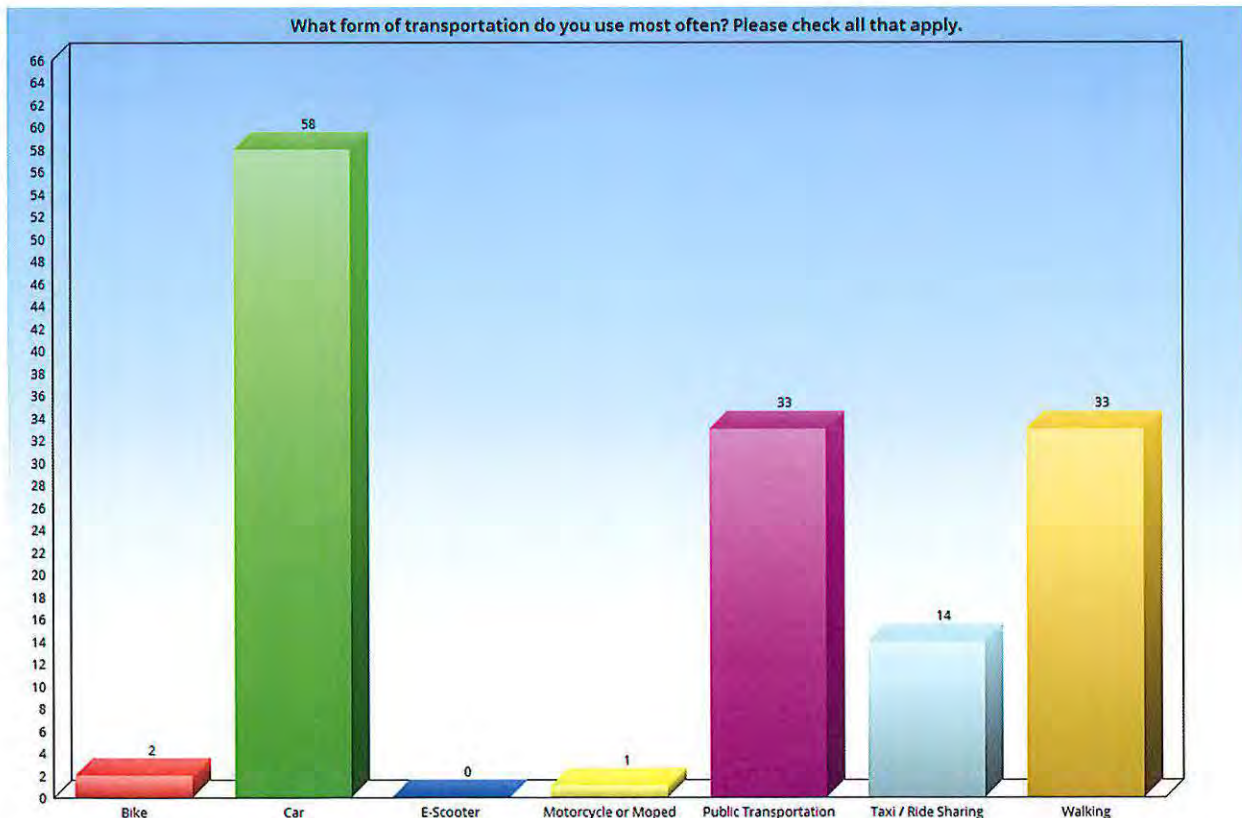
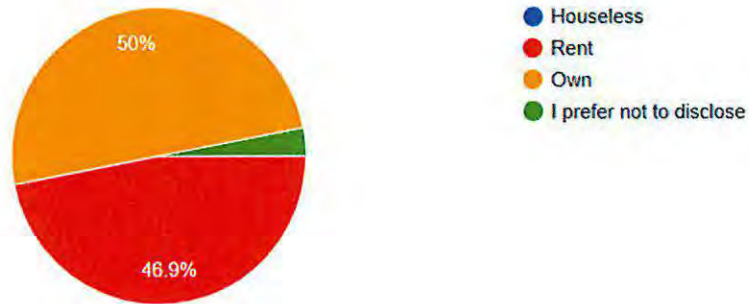
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### Hollywood Senior Center & Urban League of Portland MP2H Transportation Survey Findings September 2020

Which best describes your current housing?



98 responses





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September 2020

### Final Thoughts

We believe that the timing of this project had a significant impact on the survey results and findings. Conducting this transportation study survey during a global pandemic, racial reckoning and political polarization made it especially challenging for individuals to think beyond current events and visualize a streetcar ten years out. Many of the seniors who would be using public transportation are no longer using it because of COVID-19. Many are now homebound and concerned for their health and safety and the future of the City of Portland.

These concerns impacted the enthusiasm for this project as it was difficult for many to imagine how an investment in a streetcar would be a priority now when so many businesses are closed, unemployment is high and affordable housing scarce and racial justice needs to be addressed. Both seniors of color and white seniors commented that a streetcar could create more displacement for people of color. Some questioned why there would be an investment in a traditionally more white community than in other N/NE neighborhoods. Many commented that money could be better spent investing in affordable housing and creating more green spaces and community gathering spots. We recommend that future communication around the project clarify funding sources for a streetcar as funding for the project may not be funding that could be redirected to other community needs like housing.

We believe that some survey responses would have been different had this work been done a year ago. At the same time, some responders were excited about the investment of a streetcar in NE to Hollywood. They felt a streetcar would improve traffic congestion, street safety and bring more businesses and growth to the area. A streetcar on Broadway/Weidler received the most interest and enthusiasm from seniors surveyed. We hope that there will be many more opportunities for exploration and discussion, hopefully at a more stable time.



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Complete Comments from Hollywood Senior Center MP2H Transportation Survey

**Question: Which alignment best matches your preferred vision for future development of this area?**

If it would take us to Freddy’s at 3030 Weidler, that would be wonderful.
We don’t need more transportation. Do not need to car streets torn up instead repair these and repair sidewalks. We need to lower rents. More common areas like parks for families and children.
Not necessary. Bus is doing the job.
We need a direct way to get to North Portland.
You’re already over developed this area. And I don’t see you going to the suburbs and running street cars through their neighborhoods and disrupting their lives. This is not San Francisco. It only benefits whites. It’s not to help the few black residents that live in the area. Everything that you’re doing with our street car is not in our best interest.
These one through four questions are very hard to evaluate due to the poorly designed maps on the slideshow by the city.
Previous improvements to Sandy Boulevard have left me frustrated and diminished access and pedestrian traffic. Can we improve and repair these?
Use of money to speed Max downtown by putting it under ground. Cut back on time going through downtown. We need public transportation that is most efficient. Expansion of light rail with Outer loop. Development of light rail.



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Irving Street passes elderly, non-driving and continues downtown to the streetcar line. This is my favorite option

There are plenty of us lines on Sandy. Irving Street is too narrow. Broadway with her – no. It will change the character in the neighborhood and take away much needed parking.

I pick Sandy Boulevard if we have to pick one. Don't like higher taxes or more traffic on Sandy. I am low income

Spend transportation money on driverless ride share system of the future. All three options are over developed and then would over stimulate businesses. Encourage a bike tricycle use. And ridesharing.

There are too much traffic on both SANDY and Broadway. Many people driving cars are going to give them up or they are driving further out. Before my injury I seldom rode buses. Now with stabbings and Trimet not enforcing social distancing and wearing masks, it is not safe. I suppose a streetcar or a bus line has been considered because the city has built so many rentals with no parking that doesn't make it right especially when it impedes traffic and hinders safety.

I see no advantage for Hollywood of a streetcar over current available transport like the max and bus 12 which runs down Sandy. I do see traffic disruption and traffic jams at Broadway is narrow.

**Question: Please express any additional ideas you have for the NE Portland and Hollywood area? What would you like to see? What are you concerned with?**

more benches/seating in community for seniors. fully covered bus stops. keep local small businesses. better connections between all modes of public transportation.

I don't care to see another explosion of upwardly mobile young people from California Wisconsin, Idaho, or New York, buying little honey comb like condo's that get built so high they block out the Sun. I feel we have to tend our own garden here first. Instead, of the over growth model I would like to see more day



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Hollywood Senior Center & Urban League of Portland MP2H Transportation Survey Findings  
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centers indoors, for folks the folks who were born and raised here, places of learning, with some resources, places for them to hang out, and get some hands on experience around successful neighbors. A place for some just to reboot, retool, get indoors, maybe have a sandwich from VOA.. We try to immediately improve everyone mold them, turn them into good little working machines. How has this strategy worked out for our community. Not that well. Indoor public spaces need to be established, at least during the day. A place where those who walk in feel welcome and don't get greeted by a social worker, a head shrinker, or a security guard. Where you can just come as you are. To be accepted right where you are at. Maybe have a shower, a clothes pantry. But that would be the extent of it. We could do this. have temporary locker space for those who carry their world on their backs all day long.. they'd have more hope their sleeping outside situation might improve. There are people who come here with great talents. Latent skills. Hemingways, Keseys, they watch us out of the corner of their eye and assess how we treat them. It wouldn't cost much for travelling folk to get a good taste in their mouth about us, our kindness, patience and generous hospitality. if they'd care to get out of the elements, and I am not just talking about senior centers. I am talking about having tables, chairs, couches, a bathroom, electrical charging stations, for everyday people, including those camping or sleeping outdoors, spaces also for those who want to get actively involved to volunteer their time and share their particular skills. Everyone has something to teach and to learn. We could have inclusive seminars, instructional workshops, ping pong tables, music studios. people stopping in to take a class, or get day labor jobs getting hooked up for who knows how long, from simply running into people at these central meeting spots. Citizens who maybe like the energy of these spaces and need some help to get a job done... We need stationary melting pots besides public transit melting pots. We also desperately need clubhouses for kids where they get sparked by mentors to empower our children to form their own club rules, where they have places they can belong to. These clubhouses would be centrally located and color blind. You would have whatever status you have due not from your pocketbook, but, stemming from the content of your character. These clubhouses could get some great things done, bring city advocate role models their due sense of worth, get them involved and back to work, and for the children, they could decide their own fundraising activities. It's time to end profiling, apartheid and segregation. Caucasian citizens must also take a step forward. I feel we're willing. This survey is proof of that. It may be out of our comfort zones to better mix socially, But, As a growing and diverse city, but for our own social development too, it's critical everyone reach out and come to the table. So, somebody with vision has to set and sit down at the table. only through proximity can we abandon our myths about others who we may not yet understand, those who don't look, speak, or pray as we do. Discovering we aren't so mysteriously different from other religions, cultures, races, but also to acknowledge we are all on Nation, who's stronger because of our differences. Not because we try to erase all the lines between us.

I don't see a need for a trolley. it is not the best use of transit \$ and will increase traffic problems

Grocery store

designated bike trail within green space trails less traffic lanes make happy residents and businesses

have heard that easily accessible transportation sometime brings crime to the neighborhoods.

I'm hopeful that the process of adding a street car line would not be too disruptive to the existing districts and it would indeed yield the positive things we hope for.

Traffic patterns on Sandy need to be improved (eg, no left turns w/o dedicated left turn lane, traffic circle (roundabout) at major intersections like 72nd)



Urban League of Portland

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No parking within 100 ft of stop signs
My biggest concern is in regard to the disruption construction will cause to access on and off I-84. I also have major issues with the proposed streetcar "turnaround" that would go around the Trader Joe's property, cross Halsey and do a u-turn in the area of the current transit center, then head north to Broadway, west back to meet Sandy Blvd. The timeline for the streetcar is to complete in 2035, but the MP2H team didn't seem to be aware of TriMet's Hollywood Hub project that would add 2 large buildings on the property, which would eliminate the ability to utilize the area for a turnaround. On the surface it doesn't seem that all of the agencies within the city are talking to each other.
Safety and homelessness.
Homelessness
The only concern would be funding and I don't have enough information now
Develop which destroys the character of the area, including buildings which are too modern and plain. Especially concerned about demolition of old and historic homes and neighborhoods.
I'd like to see a clean and safer Hollywood District. I grew up and still live in Beaumont Wilshire neighborhood in my family home. I am concerned by the graffiti and lack of caring for our area. Graffiti and trash are not welcoming. They are the opposite; a neighborhood where its citizens don't care. This is a wider Portland Problem but I'd like to see NE Portland be a trailblazer for a safer and healthier urban life. Also our area's small businesses (think global show local) We are a small business that gives back to the area. More education on supporting local business is a critical need now.
Loss of character of this unique community and landmarks
1. Pedestrians - this is a walking neighborhood and traffic is already an issue. 2. Will cars be funneled onto side streets, will parking become an issue? 3. Diversity of residents and businesses: who will be able to live and work in the same area? Portland is now a gated community where only the upper class can live - the rest have to drive in to work.
I would like to see A Paper back book exchange where a person can take their old books and get credit in value. Also, I would like to see a Cold Stone Creamery shop. I would like to see more minority own





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businesses. I would like to see additional variety of retail stores such as Walgreens. How about a KFC or Burger King or Popeyes. I don't not wish for businesses that exist now leave the area. I would like to see more thrift stores in the area.
Turn around on all Alignments will be problematic
I would like to see less demolitions of houses and fewer apartments and more trees and greenspaces. More restaurants and local shops would also enhance the area. Currently cute small bungalows that could become housing for many are being replaced by boring, ugly apartments with little or no parking, few trees, very little green spaces and not commensurate with surrounding neighborhoods. The east side is losing it's character and becoming just a sea of apartment buildings. A big concern is dedicated red bus lane to be included on Sandy as planned by the mayor. If this bus lane will be required on Sandy, there just isn't enough room on Sandy for a streetcar. Why wasn't information about this bus lane included with the information of the street car before making decisions. Unfortunately, plans to cut car lanes increase traffic congestion. For example on Glisan. The elimination of car lanes often causes cars to be backed up for 10 blocks. Ten blocks of cars idling does not do much for the environment and increases stress and hinders safety.
Put money into homeless shelters and affordable housing. Address needs (jobs, better schools) or the poor.
I am interested in seeing low income development housing
Dense housing with little parking
Please don't put more traffic on Sandy Blvd. and make one way traffic on crowded side streets. Especially 74th going down to the school and 73rd and 72nd also . I like street cars, too one out to Oaks Park when I was 26 and I am 97 and still like them.
Street car lines frequently take away many on street parking to the detriment of local businesses. Many disabled people have to drive an keep easily accessible parking spots.
Green spaces - benches at bus stops and parks. Multi generational activities such as Shakespeare in the Park, picnic area, water foundations and clean restrooms, more libraries, community centers, multi-generational housing. Rebuilding centers - Fix it Fairs, outdoor dining and eliminate fast food restaurants help small business and local, ethnic business.
NE Portland swimming pool and rec center with meeting rooms. Need sidewalks along all the streets, school musical groups playing and entertaining in the park. Movies in the park, free popcorn, neighborhood parade bikes.
Rather than spend money on a streetcar line which doesn't add to neighbor needs, spend it on affordable housing which is scarce in Portland.



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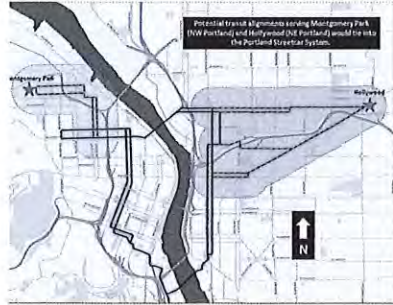
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I feel that it would allow more people to come the Hollywood District. Visually I think it would be awesome. I really hope this comes to fruition.
Would like to see more commercial development such as small shops, restaurants, specialty food stores, etc.
I am concerned about the street car causing displacement of people like what happened in the Albina district with uprooting of African American names. I am also worried about the safety the safety of pedestrians. the streetcar could also affect access to local businesses by blocking entrance to stores and decreasing parking spaces.
Not a good idea
Broadway to Hollywood is dead and dangerous! It needs the streetcar to come alive and contribute safety. It is great connectivity to city center. What a great name for the streetcar "Broadway to Hollywood"
Because of the black lives matter does not seem like a good time right now since our city has been destroyed. Sandy Blvd is a mess anyway.
Drivers would be white and probably not race friendly. In addition to the majority of the passengers being white due to the project.

# TRANSPORTATION SURVEY

## The City of Portland wants your input on plans for a future streetcar line in NE Portland

**H**ollywood Senior Center, in partnership with the Urban League of Portland, has received a financial grant from the City of Portland Bureau of Planning and Sustainability to help the City better understand



community issues and priorities regarding transit investments and land-use changes. The City is exploring bringing a streetcar to the Hollywood District, in 10-20 years. There are currently three main potential streetcar alignments being evaluated for this project:

- NE Sandy Boulevard
- NE Irving Street to Sandy Boulevard
- NE Broadway/Weidler

### We want to hear from you!

Do you like the idea of bringing a streetcar line into NE Portland? Which of the three streetcar alignments do you favor? What questions and concerns do you have about a streetcar coming to NE?

We don't have space in this newsletter to include all of the great visual references that go along with this survey, but we encourage you to review this **ONLINE**

**SLIDESHOW** if you can, before completing the survey:

<https://www.portland.gov/bps/mp2h/mp2h-northeast-portland-urban-design-concept-virtual-open-house>

Please fill out this survey, including the demographic information at the end, and return by mail by 8/15 to:

**HSC** or **ULP, Attn. Arleta**  
**1820 NE 40th Avenue**    **10 N. Russell St.**  
**PPX, OR 97212**        **PDX, OR 97227**

Feel free to attach an extra page if your comments don't fit in the allotted space. Everyone who completes the survey will receive a \$5 Fred Meyer gift card as a thank you.

### THE CITY WANTS YOUR INPUT!

*Hollywood Senior Center and the Urban League of Portland have been given a grant to gather input from older adults on the future expansion of transit in NE Portland. We will be reporting your input to the city. We hope you will complete this Transportation Survey to help the city make informed decisions!*



This alignment includes the following attributes:

- ◇ Streetcar would travel along Sandy Boulevard to reach the Hollywood Town Center, and features two potential connection points to the existing streetcar system: at Burnside/Couch Street or at Washington/Stark Street.
- ◇ Connects to existing transportation infrastructure, including MAX at Hollywood, and bus lines at MLK/Grand; 11th/12th; Glisan; and Cesar Chavez/Hollywood.

...Survey continued on page 2

Transportation Survey – page 2

**Alignment B: Irving Street to Sandy Boulevard**

This alignment includes the following attributes:

- ◇ Ties into the existing streetcar system at Martin Luther King Boulevard and Irving Street. The streetcar would then cross I-84 on the 12th street bridge, operating on Irving Street until it reaches Sandy Boulevard.
- ◇ Connects to existing transportation infrastructure, including MAX at NE 11th and Hollywood, and bus lines at MLK/Grand; 11th/12th; Glisan; and Cesar Chavez/Hollywood.

**Alignment C: Broadway/ Weidler**

This alignment includes the following attributes:

- ◇ The streetcar would tie into the existing streetcar system at Martin Luther King Jr. Blvd and Grand Avenue, then operate on the Broadway/Weidler couplet until NE 24th where the streetcar would operate two-way on Broadway to reach the Hollywood Town Center.
- ◇ Connects to existing transportation infrastructure, including MAX at MLK/Grand and Hollywood, and bus lines at MLK/Grand; 11th/12th; 33rd, and Cesar Chavez/Hollywood.

**SURVEY QUESTIONS:**

**Which Alignment Do You Think Works Best?**

1. **On which alignment do you think a streetcar line can best support economic prosperity through job creation, small business or micro enterprise opportunity, or serve existing jobs?**
  - Alignment A: Sandy Boulevard
  - Alignment B: Irving Street to Sandy Boulevard
  - Alignment C: Broadway/Weidler
2. **On which alignment would a streetcar investment most improve access to affordable housing, middle-wage jobs, nature and recreation?**
  - Alignment A: Sandy Boulevard
  - Alignment B: Irving Street to Sandy Boulevard
  - Alignment C: Broadway/Weidler

3. **Which alignment do you think has the most opportunity to advance equitable outcomes through different development types/land uses, or a potential community benefits agreement?**
  - Alignment A: Sandy Boulevard
  - Alignment B: Irving Street to Sandy Boulevard
  - Alignment C: Broadway/Weidler

4. **Which alignment best matches your preferred vision for future development of this area?**
  - Alignment A: Sandy Boulevard
  - Alignment B: Irving Street to Sandy Boulevard
  - Alignment C: Broadway/Weidler
  - None of the Above. Your Idea:

**General Questions:**

5. **What might be the benefits of a streetcar line being built in the area? (Select all that apply.)**
  - Easier to get to work
  - Bring more customers to local business
  - Decrease area traffic/solve parking problems
  - Might bring new development
  - No benefits that I can see
  - Other:

## Transportation Survey – page 3

6. **What types of investment or development would most benefit your neighborhood? (Select all that apply.)**

- Affordable housing
- Affordable commercial space
- Opportunities to create more jobs
- Community amenities
- Commercial services
- Safer streets

7. **What might be the drawbacks of a streetcar line being built in the area?**

- Might bring new development
- Increases in commercial and residential rents
- Increases in property taxes
- Displacement of businesses and residents
- Other drawbacks
- No drawbacks I can see

8. **What are your greatest concerns for NE Portland/ Hollywood?**

- Rising housing costs
- Loss of job opportunities
- Loss or changing neighborhood businesses
- Change in neighborhood character
- Safety
- Transportation accessibility & options

9. **How frequently do you use public transportation?**

- Daily
- Weekly
- Monthly/Occasionally
- Not at all

10. **Please express any additional ideas you have for the NE Portland and Hollywood area? What would you like to see? What are you afraid of seeing or concerned about?**

## Transportation Survey – page 4

**DEMOGRAPHIC INFORMATION:** *Completion of this section is not required and is therefore completely voluntary.*

1. **What is your race or ethnicity? Please select all that apply.**
- African-American / Black
  - American Indian / Alaskan Native
  - Asian
  - Hispanic / Latinx
  - Middle Eastern / North African
  - Native Hawaiian or Pacific Islander
  - White
  - My race is unknown to me
  - I prefer to describe: \_\_\_\_\_
  - I prefer not to disclose
2. **What language is spoken in your home? If multiple, list all.**
- \_\_\_\_\_
- 3a. **Do you have any American Indian or Alaska Native tribal affiliation? If yes, please describe:**
- Yes (if yes, see Questions 3b and 3c)
  - No ( if no, go to Question 4)
  - I prefer not to disclose
- 3b. **If yes to Question 3a, are you enrolled?**
- Yes (if yes, please describe below)
  - No
  - I prefer not to disclose
- 3c. **If yes to Question 3a, are you a descendant?**
- Yes (if yes, please describe below)
  - No
  - I prefer not to disclose
- 4a. **Are you a person living with a disability?**
- Yes (If yes, see Question 4b)
  - No
  - I prefer not to disclose
- 4b. **If yes to Question 4a, please describe the nature of your disability. Please select all that apply.**
- Cognitive (e.g., traumatic brain injury, learning disability)
  - Deaf or hard-of-hearing
  - Intellectual or developmental  
(e.g., Down syndrome, fragile X syndrome)
  - Invisible (e.g., diabetes, HIV, cancer)
  - Mental health (e.g., anxiety, PTSD)
  - Mobility (e.g., walking, climbing stairs)
  - Visual (e.g., blind, low vision)
  - I prefer to describe my disability: \_\_\_\_\_
  - I prefer not to disclose
5. **What is your age?**
- Under 18     35-44     65-74
  - 18-24     45-54     75 or older
  - 25-34     55-64     I prefer not to disclose
6. **How do you identify your gender? Select all that apply.**
- Gender expansive (e.g., non-binary, gender fluid)
  - Man     Trans woman
  - Transgender     Two Spirit
  - Trans man     Woman
  - I am undecided and/or questioning.
  - I prefer to describe my gender: \_\_\_\_\_
  - I prefer not to disclose
7. **Do you identify as LGBTQ+?**
- Yes     I am undecided and/or questioning.
  - No     I prefer not to disclose
  - I prefer to describe my identity: \_\_\_\_\_
8. **What is your total household income?**
- Under \$30,000     \$90,000 to \$199,999
  - \$30,000 to \$59,999     Over \$200,000
  - \$60,000 to \$89,999     I prefer not to disclose
9. **What is your household size? Fill in the blank: \_\_\_\_\_**
10. **What is your employment status?**
- Employed, full-time     Not employed
  - Employed, part-time     Employed, on call
  - I prefer to describe: \_\_\_\_\_
  - I prefer not to disclose
11. **What is your zip code for your residence? \_\_\_\_\_**
12. **Which best describes your current housing?**
- Houseless     Own     Rent
  - I prefer to describe: \_\_\_\_\_
  - I prefer not to disclose
13. **What form of transportation do you use most often? Please check all that apply.**
- Bike
  - Car
  - E-Scooter
  - Motorcycle or Moped
  - Public Transit
  - Taxi, Lyft, Uber, or other ride-hailing service
  - Walk and/or use a Mobility Device

**A.4: Community Based Organization (CBO) Report:  
Micro Enterprise Services of Oregon (MESO)**

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**To:** Barry Manning, City of Portland Bureau of Planning & Sustainability

**From:** Micro Enterprise Services of Oregon

**Re:** MP2H – Northeast/Hollywood Feedback Session Interim Report

**Target Group:** Minority- and women-owned small business owners

In May and June, as part of a contract with the City of Portland Bureau of Planning and Sustainability (BPS), Micro Enterprise Services of Oregon (MESO) held sessions to obtain feedback from BIPOC and women owners of small businesses about three possible Portland streetcar routes being considered in northeast Portland as part of the City of Portland’s Montgomery Park to Hollywood (MP2H) Transportation Strategy.

The sessions were intended to gather input from small businesses that have traditionally been underserved and underrepresented during planning for City transportation projects. The objectives focused on providing information about the proposed project and the routes being considering, and then providing a chance through discussion and completion of a survey for the business owners to share how each route might benefit or impact them. While those goals were met during the sessions, current events in Portland, including a growing awareness and call for increased social and racial justice, influenced the conversations and discussions.

The discussion and feedback gathered from the sessions provide insight into business owner views and opinions about the proposed streetcar project. The majority of participants, for example, see the proposed route along Sandy as the preferred route. However, the participant feedback and comments also offer a first-hand look issues that small business owners, especially BIPOC entrepreneurs, believe need to be addressed at the City level in order to create a foundation of equity that can then be used to plan, develop and move forward with physical projects such as extending the Portland Streetcar line from the Montgomery Park area to the Hollywood District

### **SESSION DETAILS**

As per MESO’s contract with BPS, we focused outreach for both sessions on minority- and women-owned small business that either were located in the Northeast project area or worked

with clients in that area. Our original proposal, submitted to BPS before Gov. Brown issued a stay-at-home mandate in mid-March, indicated we would conduct outreach to between 60 and 80 small businesses. We planned on holding two two-hour in-person feedback sessions and estimated we would gather feedback from a total of between 30 and 50 small business owners. However, due to COVID-19 precautions, the two-hour in-person format original planned for the session was adjusted to two virtual sessions of one hour each. Prior to the change, approval was obtained from City representatives.

Both sessions featured a similar format. After a welcome from MESO and initial introductions that included identifying staff from MESO, BPS, Portland Bureau of Transportation (PBOT) and Prosper Portland, City staff provided background information about the purpose of the project and presented a video to educate participants about project, including routes being considered. MESO then facilitated a discussion that allowed participants to talk ask questions and share their viewpoints with MESO and City staff. Participants were sent an online survey after each session.

Each participant received a \$50 stipend/compensation for completely filling out and returning an online survey designed to gather feedback about how the proposed routes might impact their businesses and/or business activity. All participants returned completed surveys, with 23 stipends provided

Just under 40% of the session participants/survey respondents were men, slightly more than 56% were women, with a little more than 4% self-describing. Approximately 52% identified as Black/African American; nearly 18% identified as Hispanic or Latinx; slightly more than 4% identified as Asian, nearly 22% identified as White and approximately 4% declined to provide racial/ethnic information. Approximately 65% operate home-based businesses; the remainder lease storefront spaces, with monthly lease rates ranging from \$1,751 to \$4,000. Respondents spent an average of nearly 13 minutes filling out the survey.

MESO participants who attended the sessions included Stephanie Basalyga, Nita Shah, Carmen Madrid and Vianca Moto. Sessions also were attended by Barry Manning of BPS, Kate Drennan of PBOT, and Joana Filgueiras of Prosper Portland.

MESO held the first of the two virtual sessions on May 27. Eighteen minority and women owners of small businesses located in, or associated with, the study area containing the three routes viewed a video about the project and participated in a discussion led by MESO and staff from PBOT, BPS and Prosper Portland. Participants were part of a group of current MESO clients who were invited to participate in the session.

The second feedback session was held on June 18. MESO invited clients that were unable to attend the first session. We also used our in-house MarketLink research service to identify more than 200 small businesses with ownership that met the target audience because they are located in the project area and/or work with clients in the area. The latter group of businesses received direct-mail postcards that invited them to attend the session and provided information about the project (including links to the City's MP2H project website).

The second session drew a smaller number of participants. Although approximately 20 people registered for the event, a total of five people actually attended the session. MESO attributes this lower attendance to conditions related to the pandemic. The first session was held at a time when many small businesses were closed, so owners had time free to attend. By the time the second session was held, however, small businesses had either started to open or had pivoted their goods and services in ways that allowed them to start serving customers once again. Focused on reopening, including rebuilding inventory and preparing physical spaces to meet safety requirements, fewer owners had time available to attend the June session.

The discussions also differed between the two sessions. During the first session, discussion was split between the transportation project and participants' views on steps the City should take to improve equity in both City projects and development of underserved and underrepresented communities.

During the second session participants focused their questions and discussion more on the topics of equity and opportunity, especially in the areas of neighborhood development and fair participation. We attribute that shift in focus to events (such as the Black Lives Matter protests) that took place between the first and second sessions that turned a spotlight on the need for greater social justice and equity. This led to an increased willingness of participants to share their own experiences with inequity as small business and property owners in Portland. The resulting participant comments and discussion during the second virtual session, presented in detail later in this report, provide valuable information that may help the City as it moves forward with building relationships in communities that historically have been underserved and underrepresented.

For both sessions MESO gathered surveys and feedback from a total of 23 individuals. Although the total number of attendees was below the number originally proposed by MESO, survey responses among participants were consistent, leading us to determined additional survey responses would result in similar results.

## **SURVEY RESULTS SUMMARY**

Based on all survey responses, 43% of respondents selected the Sandy option as their favored streetcar route, citing a need for more public transit options along that route and seeing Sandy as a straightforward way to connect the Montgomery Park and Hollywood areas.

“Sandy is a two-way artery. There seems to have more space for street car, vehicles and bikes to share,” one small business owner commented. “Also, some parts of Sandy ... are steep; therefore, pedestrians could benefit by having the option to take the street car uphill.”

A little more than 26% selected the Broadway route as their favorite option. A little less than 9% selected the Irving/Sandy option. Nearly 22% said they didn’t favor any of the routes, with several comments providing an indication those respondents didn’t see streetcar as an addition that would benefit the study area. *(See Appendix A on page 11 for raw data and additional comments related to the most favored route.)*

The least favored route was Broadway, which was selected by a little more than 39% of survey respondents. The 26% who saw Sandy as the least favorable option felt bringing in a streetcar line would worsen gentrification already occurring along that route. Another 26% who felt Irving/Sandy was the least favored route thought placing a streetcar line would make the route too confusing to navigate.

Those who selected Broadway as their least favorite option indicated the area already had enough public transit options. Concerns about placing a streetcar line on Sandy focused on the possibility of the project increasing the inequity through community displacement that has already taken place along that route. *(See Appendix B on page 12 for raw data and additional comments related to the least favored route.)*

Increased commercial and residential rents topped the list of participants’ concerns about negative impacts that might result from bringing a streetcar line into the study area. Following close behind were concerns about possible increases in property taxes and displacement of both residents and businesses. About one-quarter of respondents saw development that might result from a streetcar line as a possible negative impact. *(See Appendix C on page 14 for raw data and comments about possible positive/negative impacts related to streetcar service in neighborhoods.)*

Impacts on traffic were most commonly cited by participants as their number one concern about how construction of a street line would impact their areas and their ability to effectively run their business. Close behind were concerns about a loss of adequate parking and difficulties for customers in accessing businesses in or near areas of construction work.

When it comes to sharing feedback about projects or discussing projects with the City, half of the respondents favored doing so at public meetings. The remaining 50% were evenly split in favoring one-to-one conversations, online video conferences, or email conversations.

In the survey, participants also were provided with an opportunity to write their own responses to a question asking them to identify the most important thing the City should keep in mind with regard to equity as it moves forward on this project.

Responses provided, which were supported by comments made during the discussion periods in both feedback sessions, indicate participants are seeking consistency and follow-through from the City. They also called for the City to continue to seek out voices of those already in the area in order to avoid displacement of residents and businesses similar to what has happened in other parts of the city.

Specific suggestions included:

- “(Make) affordable housing for BIPOC and BIPOC businesses (a priority).”
- “Make sure (the process) is inclusive of residents as well as business owners, and that People of Color know about the planning stages and are given a right to voice their opinions.”
- “Continual dialogue with all stakeholders – especially the disenfranchised.”
- “(The City should consider) how will minorities be impacted and what is defined (as) middle-wage jobs/low income housing. If there is still low-income housing, then that means these people will still feel less than the areas they live in. Maybe home ownership is a better investment.”
- “Equity at its core is a redistribution of wealth. I suggest considering ways to implement progress in a way that abandons the traditional exclusionary practices.”
- “Please listen to the locals before move forward.”

*(Refer to Appendix D on page 16 for additional participant responses/suggestions.)*

At least one respondent acknowledged the difficulty that comes with trying to address myriad needs and interests of stakeholders in projects such as the one being considered in the MP2H study.

“Hard to say (what the City should keep in mind as it goes forward with this study). Seems like a ‘damned if you do, damned if you don’t situation,’” the respondent wrote. “Increasing the efficiency of traffic flow is going to make the city better, and making the city better is going to lead to gentrification unless middle-class jobs and homeownership are made available to poor people in the areas you’re improving. Can PBOT guarantee these options? Seems like fixing the systemic issues that lead to gentrification is beyond the scope of PBOT. So do you just leave some parts of the city poorly-developed so that they’re cheap enough for poor people to live in? That doesn’t seem like a good solution either.

“I think maybe the best option would be to guarantee low-income housing along any lines that are developed and to create parks and green spaces nearby. From what little I know about urban planning, it seems that creating green spaces is correlated with educational achievement. So if you have guaranteed low-income housing near parks and good transportation, you could potentially, in some small way, help narrow the achievement gap for kids of color, which, over time, should reduce the wage gap between whites and people of color, which should lead to homeownership in communities of color, which should make them more resistant to gentrification because your rent can’t be raised if you’re not a renter.”

### **INSIGHTS AND OBSERVATIONS**

**The Positive Potential of Development:** On the subject of new development in communities, it’s often assumed underserved and underrepresented residents and small business owners don’t support development in their communities because it usually drives up residential and commercial/office/retail space rents and prices, and forces lower-income residents out of the area. At first glance, our survey results would appear to support that assumption. Examining the responses and comments more carefully, however, leads to an important realization.

Of the respondents, 21.75% said they considered new development as a possible drawback to a streetcar being brought to the Hollywood District. In addition, 79.57% of respondents worried that bringing streetcar access to their neighborhood could lead to increases in commercial/retail/office rents as well as jumps in residential housing prices, and 70% worry

about how new development might impact their ability to stay in their communities and neighborhoods due to gentrification.

However, 35% of small business respondents indicated they see development associated with a streetcar line as having potential benefit to revitalize historically under-served communities that haven't seen investment. Respondents who see development as having potential benefits supported their viewpoint with comments that indicate those benefits can only be realized by not just including residents and small business owners already in the neighborhood in decision making, but also by finding opportunities to allow them to financially benefit from any development that occurs (see Collective Bargaining Agreements section later in this report for further analysis).

**Creating Opportunity:** One word was brought up by participants of color during both sessions – Opportunity. BIPOC business owners in both sessions said they appreciated the opportunity to weigh in on potential development and transportation plans in the Montgomery Park and Hollywood districts. However, they felt the efforts were mainly “window dressing” and failed to address the real issues that they say have been problems in traditionally minority communities.

Several participants in both sessions stressed that simply giving BIPOC residents and small business owners a say in the types of development and transportation options in underserved areas falls short of what's really needed. Instead, they called for more opportunities for BIPOC small business owners especially to be provided with opportunities to participate in – and benefit from – actual development efforts.

One participant during the second session, for example, expressed frustration that large developers from outside the Portland area seem to have little difficulty obtaining permits and approval to tackle developments in his neighborhood. Meanwhile he owns two pieces of property that he says he has tried to develop, only to run into what he considered roadblocks from the City.

Both this property owner and others involved in the sessions said they found the City's permitting and design review processes and systems confusing and skewed to favor larger, more experienced developers. BIPOC property and small business owners might benefit from a class or program that walks them through how the City approaches development and transportation projects.

A mentorship-type program that connects BIPOC owners of property zoned commercial or retail with experienced developers also might prove beneficial. Such a program also would support and promote genuine equity in the development of underserved communities and

neighborhoods. As feedback session participants stressed, in order to create true equity for BIPOC small business owners and residents, the City needs to examine ways to help them actually invest in their communities, with the goal of keeping those dollars in the specific communities.

**Community Benefit Agreement Suggestions:** The move from home-based to brick-and-mortar represents a major accomplishment for a small business owner. The transition can often offer the opportunity for the business to grow its customer base, product lines and revenue. Too often, however, moving into storefront space, especially in new developments, can incur expenses higher than most small business can afford. In addition, traditional commercial and retail spaces are often larger than most small or micro businesses need, with rents higher than they can afford.

A true commitment to supporting a diverse, inclusive business community in a neighborhood requires providing opportunities for micro enterprises to gradually grow into larger businesses. That commitment must come from both developers and local government.

Community Benefit Agreements (CBAs) for developers should be shaped in ways that encourage developers to turn first to locally owned businesses to fill commercial and/or retail spaces. Local tenants are more likely to reinvest in the community, spending their dollars to help support other local businesses in the community.

As one small business participant commented: “Larger developers and big conglomerate chains seem to have first dibs or first rights of use to the most coveted commercial spots. They snatch the spaces even before construction starts. It would be ideal to favor small local business and entrepreneurs first.”

In addition, CBAs should encourage developers to consider innovative approaches to commercial, office and retail that create smaller spaces that are more affordable to micro businesses. Small business participants in the feedback sessions also suggested providing incentives to encourage developers to find ways to make it easier – and less expensive – for micro and small businesses to move into spaces. Build outs of hard-shell spaces in typical developments, for example, can end up being more expensive than most micro businesses can afford while move-ins of soft-shell spaces are more affordable.

**Home-based businesses:** While the tendency may be to focus on small businesses located in storefronts, the Hollywood area is host to many home-based businesses. In fact, more than 63% of the participants in the feedback sessions ran their small businesses out of their homes



While storefront businesses are easiest to connect with for input, effort also should be made to ensure communication and notices about upcoming meetings and projects are reaching home-based businesses. The input of home-based businesses is critical to accurately determining project impacts on the business community of an area or neighborhood. Many home-based businesses provide services that are needed – and used – by local brick-and-mortar-based businesses.

As development occurs in areas, attention should be paid to the types of home-based small businesses in the area. Encouraging developers to fill retail spaces with storefront businesses that will be able to use the goods and services of local home-based businesses – and creating programs and ways to connect those businesses – will help build a healthy, inclusive foundation for a neighborhood business landscape that will benefit all in the area.

As one participant commented in their survey, “The development on nearby Division Street has greatly boosted local businesses, which in turn helps me get more clients.’

**Leading versus open-ended questions:** At least two respondents in the first session felt at least one question MESO included in the feedback survey was phrased in a way that was “leading” respondents to provide a positive answer. The question, related to participant experiences with development in their neighborhoods, was taken almost verbatim from a survey used by the City during its open house.

After reviewing the question, MESO agreed the question could be perceived as trying to draw a positive response from participants. We removed the question from the survey form that was sent to second-session participants and also removed the question and its results from answers from the participants in the first session. Prior to the second session, we also carefully reviewed the rest of the survey questions to ensure they didn’t appear to be “leading” respondents to certain types of answers.

For both MESO and the City, the experience highlights an important reminder that not everyone approaches situations from the same viewpoint. While bias in how questions are phrased may never be completely eliminated, it is important to consider what filters those creating the questions may be using and to run surveys by outside groups for input prior to releasing them to larger groups.

## FUTURE CONVERSATIONS

When asked in the survey to name the most important step for the City to take to support and promote equity during the study and any future projects, one small business owner responded: “Actually create equity instead of just talking about it. Find a way that people of color can benefit from the changes.”

By holding these feedback sessions to connect with minority- and women-owned small businesses, BPS has taken important first steps. The agency has opened up a dialogue that should – and must – continue in order to create true equity and inclusion in underserved, underinvested parts of Portland.

BIPOC- and women-owned small businesses in the Northeast portion of the MP2H project area are interested in both receiving ongoing information about the project and being given a seat at the table – and a voice – to shape how a possible Portland Streetcar expansion can be done in a way that promotes true equity and inclusion. Approximately 69.5% said they would be interested in attending another feedback session when the City narrows the northeast routes down to two options. Meanwhile, a little more than 43% said they would be interested in participating in feedback sessions when environmental review information is available. And at least one survey participant suggested providing a financial report examining how different scenarios would economically impact and/or benefit specific racial and ethnic groups (*see Appendix D on page 16 for specific comment*).

While CBOs like MESO can play an important part in connecting the City with BIPOC- and women-owned businesses, it is critical that the City and its agencies be an active partner in dialogues and discussions. Having representatives from City agencies such as BPS and Prosper Portland participate in both feedback sessions gave participants an opportunity to feel their voices, concerns and viewpoints were being heard. It’s how trust is built. Through consistent and long-term commitment to the scenario of inclusion and equity that is being painted by this project and approaches such as minority/women-specific feedback sessions, Portland has an opportunity to move beyond past trauma and pain toward a brighter and more equitable future.

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**APPENDIX A**

**Survey Question:** Which of the three possible routes do you see as most favorable? (Select one; open-ended question – 23 responses)

**Responses:**

Broadway	26.09%
Sandy	43.48%
Irving/Sandy	8.70%
None favorable	21.74%

**Comments:**

“Sandy is a two-way artery. There seems to have more space for street car, vehicles and bikes to share. Also, some parts of Sandy ... are steep; therefore, pedestrians could benefit by having the option to take the street car uphill.”

“(Sandy is) already congested but having the streetcar might improve the flow of traffic, similar to Burnside.”

“The Broadway route seems as though it would better connect folks who don't already have pretty decent access to bus and Max routes. It would also limit extra impact to Sandy, which is already seeing a lot of new development and will undoubtedly see increases in rent, traffic and all of the other negative effects of forced development.”

“The construction alone (on Broadway) would be disruptive to the thoroughfare, which already is congested. We have existing streetcar lines and buses on this route. Sandy Boulevard connects a number of different areas of the city.”

## APPENDIX B

**Survey Question:** Which of the three possible routes do you see as least favorable? (Select one; open-ended question – 23 respondents)

### **Responses:**

Broadway	39.13%
Sandy	26.09%
Irving/Sandy	26.09%
Undecided	8.70%

### **Comments:**

“Too many people rely on vehicle transportation in (the Irving/Sandy) area.”

“(Broadway) is one of the rear streets that has 2-3 lanes in this area and ... being that the Max is near & the other streetcar goes up to 7th before re-routing.”

“Too much traffic on Sandy right now.”

“Driving on a road with a streetcar in is not a great experience. I know the point is to reduce traffic and encourage the use of public transport, but until that becomes cheap enough to use as a regular alternative, being able to drive comfortably on a road, without slipping into tram tracks (whether it's wet or dry), will be more important to me as a business owner. I drive up and down Sandy regularly and would definitely be negatively impacted by reduced lane usage and having to maneuver around tram tracks. Not to mention waiting for stops, and the inevitable increase of foot traffic in the Hollywood area.”

“Deeper congestion and community displacement. With deepening gentrification of communities across the Portland Metro area, how would these particular routes support the thousands of cars driving into Portland from cities outside of the Portland Metro area?”

“It seems like having a line on Sandy would be less useful to people because Sandy runs diagonally to the grid. It's easier to navigate the public transit system when lines run parallel to each other.”

“I think (Irving/Sandy) would be confusing for people to navigate.”

“There was just a direction project in this area, so why up root all that has been done to add more transportation. Money can be allocated in other areas.”

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**APPENDIX C**

**Survey Question:** What do you see as possible benefits to having streetcar service in your neighborhood? (Multiple choices allowed – 23 respondents)

**Responses:**

Decrease traffic/solve parking problems	56.52%
Bring more customers to my business	39.13%
Bring new development to the area	34.78%
Easier for my employees to get to work	21.74%
No benefits that I can see	27.74%

**Comments:**

“I was located on N Williams Ave 2 blocks north of Broadway for 18 years and just moved to NE 28th 1 year ago. I did not feel the street car had any benefit to my business or my rental located on Williams Ave.”

**Survey Question:** What do you see as possible drawbacks to having streetcar service in your neighborhood? (Multiple choices allowed – 23 respondents)

**Responses:**

Bring new development to area:	21.74%
Increase commercial/residential rents	69.57%
Increase property taxes	73.91%
Displace businesses and residents	69.57%
No drawbacks that I can see	8.7%

**Comments:**

“As development happens the businesses who have been in the area for a long time seem to get pushed out. The development areas lose some of their uniqueness and flavor which is what made them interesting in the 1st place. I have experienced firsthand a huge spike in taxes in the developing area which definitely adversely affects existing residents and businesses. The new construction is either too expensive to afford a lease and/or very generic with no character, no green space, it's very uninviting and doesn't encourage pedestrian traffic.”

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**APPENDIX D**

**Survey Question:** What is the most important thing for the City to consider with regard to equity as it moves forward with this study? (Open-ended question – 23 respondents)

**Responses:**

“Gathering comments from community members, record comments and utilize before decision making happens.”

“Stopping the increase in commercial rent to allow businesses with established locations to avoid being forced out of their homes. Similarly, assessing what other negative impacts the development will have on those businesses. As listed above, decrease of available parking, increased traffic, etc.”

“When it comes to affordable housing, there should be rental and business ownership. Not just rental property for the rich. People should be given the opportunity to buy.”

“Consider black people, their opinions, their values, and their businesses.”

“That development projects positively impact the people who already live and work here.”

“Impact on preexisting neighborhoods and businesses.”

“(Think about) who would want to have a business or live in the area and participate in growing the community as well as embracing the existing businesses? Encouraging diversity and celebrating individual culture so the area is not generic. A grant for existing businesses to make upgrades or do maintenance, improve signage, make it easier for a small business or start up to have a retail space as well as helping with education and networking so they can be successful.”

“As I discussed within the meeting, (I would like to see) a detail fiscal impact statement that disaggregates its data by race for the data being used for your projections. I would also suggest exploring additional projects that would center Black, Indigenous, and People of Color investors and business owners.”



**B. Prosper Portland Memo/IGA Close-Out**

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# Montgomery Park to Hollywood Transit and Land Use Development Strategy

Prosper Portland Memo/ IGA Close-out

June 2021

- Community Engagement Plans and Process
- Urban Design Analysis and Concepts
- Community Equitable Development: Needs and Opportunities

## **Background**

On August 30<sup>th</sup>, 2019, Prosper Portland and the Bureau of Planning and Sustainability signed an Intergovernmental Agreement that included Prosper Portland involvement or partnership on four (4) key tasks as part of a broader City of Portland work on the Montgomery Park to Hollywood Transit & Land Use Development Strategy: 1) Community Engagement Plans and Process; 2) Urban Design Analysis and Concepts; 3) Community Equitable Needs and Opportunities; 4) City Legislative Process.

It is our observation that much of the tasks 1, 2 and 3 is complete and, based on that work, the City is considering next steps related to the City Legislative Process. Given the Legislative Process step may take longer than originally anticipated and Prosper Portland's need to reprioritize staff to focus on COVID-19 economic relief and response together with longer term economic recovery, Prosper Portland is providing this memo as a summary of our participation and deliverables to date due under the IGA. Prosper Portland stands ready to continue to be a supportive thought partner to the City as needed as the City Legislative process proceeds and proposes to retain only a portion of the IGA funds remaining available to cover our participation through June 2021.

## **Community Engagement Plans and Process**

*Per the IGA, the work considered is described as follows: "BPS will lead community engagement efforts, with a focus on the needs of underserved communities and how development along the project corridor can advance outcomes for historically marginalized communities. Prosper staff will participate in the engagement as time and budget allow. There is no Prosper Portland deliverable in this task, other than staff participation."*

In furtherance of this process, Prosper Portland participated in several planning and community engagement events led by Portland Streetcar Inc, PBOT and BPS, including the following:

- ✓ Support for a Request For Proposal (RFP) to select community based organizations for engagement, through which Friendly House; Micro Enterprise Services of Oregon (MESO); Northwest Industrial Business Association (NIBA) / Columbia Corridor Association (CCA); and the Hollywood Senior Center/ Urban League were awarded contracts.
- ✓ Attendance at in person and virtual public Open House events.
- ✓ Input on the creation of surveys to be used in the community engagement processes, suggesting questions to be included and, especially with CCA.
- ✓ Assistance with expanding survey distribution through firms and employers active in the industrial area, specifically major construction trades within the subject area.

Prosper Portland also engaged with regular project working group and internal cross-bureau planning meetings in support of preparation and presentation of engagement related materials.

Through the community engagement and outreach done, particularly by the four contracted community based organizations, Prosper Portland's main take aways about the project include: 1) the potential loss of industrial businesses and already short supplied industrial lands in Portland; 2) the potential for new mixed use development that has been historic inequitable, due to lack of accessibility or opportunities for wealth creation amongst disadvantaged and BIPOC communities, including offering only affordable housing and no other supporting tools; and 3) the effects the streetcar could have on traffic and parking in the areas of proposed extension.

Community engagement and outreach via community-based organizations and with stakeholders should continue to provide updates as plans related to the City Legislative processes or decision making solidify.

**Urban Design Analysis and Concepts**

*Per the IGA, the work considered is described as follows: “BPS and PBOT, with Metro-funded consultant assistance, will lead urban design work with a framework guided by the project purposes and goals. Findings from the housing and equitable community development needs analysis will guide urban design. Prosper staff, working with BPS and PBOT will generate ideas for consultant, provide supporting technical analysis as appropriate, and review drafts. There is no Prosper Portland deliverable in this task, other than staff participation and review of documents.”*

Nelson Nygard was awarded a contract via Request for Proposals to lead the urban design analysis work with a portion of their work subcontracted to ECONorthwest. Prosper participated in the consultant’s selection through the review and ranking of RFP responses. Following selection, Prosper attended several meetings with Nelson Nygard and ECONorthwest to review design and concepts for the project; consider development feasibility of different scenarios described below; and analyze economic impacts of scenarios (change in land value due to re-zoning, potential loss/ gain of jobs in the area, and other benefit considerations). Below is a side by side comparison for each scenario based on information from project consultants (EcoNorthwest Opportunities and Challenges Report, March 2021) and city staff transportation impact estimates from late 2020.

	Scenario 1- Enhanced Industrial	Scenario 2 - Employment	Scenario 3 – Mixed Use	Scenario 4 – Hybrid (Mixed Use + Enhanced Industrial
<b>Land Value Change</b>	<b>+ \$22M</b>	<b>+ \$60M</b>	<b>+ \$150M</b>	<b>+ \$103M</b>
Industrial Jobs Change	+ 930	+930	+250	+560
Office Jobs Change	+ 1,390	+ 1,390	+490	+960
Retail/ Restaurant Jobs Change	+10	+50	+ 340	+ 270
<b>Net Jobs Change</b>	<b>+ 2,330</b>	<b>+ 2,370</b>	<b>+1,080</b>	<b>+1,790</b>
Market Rate Units Change	+190	+820	+ 3,110	+ 2,030
<b>Affordable Units Change</b>	<b>+20</b>	<b>+ 50</b>	<b>+ 315</b>	<b>+ 190</b>
<b>Est. Vehicle trips Generated</b>	<b>+ 35%</b>	<b>+ 29%</b>	<b>+ 28%</b>	<b>+ 27%</b>
<b>Est. transportation Infrastructure Costs (Excluding Streetcar)</b>	<b>\$30M</b>	<b>\$50M</b>	<b>\$60M</b>	<b>\$42M</b>

Prosper’s primary lens as the economic development agency has been to review scenarios from an equity perspective and a focus on potential impacts to quality jobs and broader wealth creation and economic growth. Based on the analysis done by Nelson Nygard and EcoNorthwest, all scenarios result in net jobs change however the types of job growth differs across these scenarios.

In Prosper’s most recent cluster action plan reviews, we referenced a recently developed Brookings analysis framework (Shearer et al., Brookings, 2018) identifying the industries that concentrate good and promising jobs in metropolitan America. The Brookings analysis defines three types of jobs:

- Good jobs provide stable employment, middle-class wages and benefits
- Promising jobs are entry-level positions from which most workers can reach a good job within 10 years
- Other jobs do not provide decent pay, benefits, or pathways to good jobs

Together, Good + Promising Jobs are characterized as “Opportunity Jobs” – the types of jobs that either currently or within a reasonable timeframe make a middle-class living feasible for American workers. Because of Prosper Portland’s focus on the creation and retention of Opportunity Jobs for workers without a Bachelor’s degree, the team further identified the proportion of these jobs within each of the city’s target clusters. The chart below summarizes these findings.

**Quality Jobs by Cluster, 2018 (Multnomah County)**

Cluster or Industry Group	Total Emp	Total Good Sub-BA Jobs	Share Good Sub-BA Jobs	Total Sub-BA Promising Jobs	Share Promising Sub-PA Jobs	Ranked by: Total Opportunity Jobs	Share Opportunity Jobs
All Traded	158,758	26,309	17%	15,062	9%	41,372	26%
Non-Cluster Traded	119,412	14,658	12%	11,559	10%	28,635	24%
Cluster Combined	54,165	11,915	22%	3,503	6%	15,418	28%
Clean Tech	20,232	4,567	23%	919	5%	5,486	27%
Adv Mfg	13,374	3,947	30%	1,314	10%	5,261	39%
AO	6,719	982	15%	770	11%	1,752	26%
Software	13,839	2,418	17%	602	4%	3,020	22%

Accessible quality jobs are defined as jobs with lower barriers to entry, offering living wage salaries and potential for growth without the requirement for a college degree. As the Adv Mfg category indicates, Industrial jobs are critical and significant contributors to the City’s accessible quality jobs base. Industrially based quality jobs also tend to employ a higher rate of Black, Indigenous and People of Color in the region relative to other traded sector and growth clusters. The Metals & Machinery (Adv Mfg) cluster also represents the largest trove of middle-wage jobs held by people of color. The focus of this cluster is therefore on retaining and growing the firms providing these jobs, irrespective of ownership.

Per the Portland Plan “About three out of four manufacturing and distribution jobs in the city are located in the industrial districts, as well as about half of the construction and industrial service jobs,” signifying the importance of dedicated industrial lands to supporting the city’s quality cluster jobs base. Portland continues to lose legacy industries to the suburbs and other regions of the country due to gentrification and operational difficulties in the city of Portland. Some of the city’s recent losses include ESCO, Portland Bottling, Premier Gear, and PECO Manufacturing. Job losses from these four companies totaled more than 2,000 jobs paying an average of \$60,000.

In 2015, Prosper partnered with BPS on the SE Quadrant Plan as part of the Central City 2035 plan examining another industrial sanctuary within the Central Eastside. The goal of the plan was to increase the density of employment within the Central Eastside by protecting established industrial sectors; expanding the diversity of industrial uses allowed in the Central Eastside; and maximizing the potential of mixed-use corridors in a manner that manages and monitors potential impacts of increased employment densities on industrial uses.

While important drivers of job and economic growth, office jobs can have more difficult barriers to entry. This is demonstrated by the lower rates of Opportunity Jobs in the other cluster and non-cluster traded sector industries listed above. In general, office job industries are also less inclusive and offer fewer Quality Opportunities for a BIPOC workforce.

Finally, while retail and restaurant jobs offer low barriers to entry and more opportunities for a diverse workforce, those industries do not provide quality wage jobs or paths for economic growth as defined under Opportunity Jobs.

### **Community Equitable Development: Needs and Opportunities**

*Per the IGA, the work considered is described as follows: “BPS and Prosper Portland staff will co-lead an analysis to understand the impact of the potential rezoning and transit expansion on low-income and people of color working and living in the area and develop an equitable development strategy. The work will include engagement with communities of color, residents, employees, and businesses at risk of displacement. In addition, the project will engage private developers and property owners to vet land use assumptions and market dynamics on key opportunity sites, focusing on the potential equity benefits.”*

This section responds to Prosper’s obligation within the IGA to deliver on an equitable development report related to community development impacts, including housing, community needs, and employment/ economic development implications of the scenarios at a finer grain of detail.

Context. The NW Industrial / Montgomery Park area of town is currently predominantly industrial uses with minimal residential properties, therefore, the project isn’t expected to have any extensive residential displacement impact. Two major parcels within the area (the Montgomery Park and ESCO sites) offer opportunity for significant change. The first site, Montgomery Park, is home to a large office building, and is zoned EX which allows dense mixed-use development. This site is expected to develop more intensely with a mix of uses over time. The second, the former ESCO site, has been substantially cleared of buildings, and has a future plan designation of Mixed Employment but is currently zoned Heavy Industrial (IH). The ESCO site could offer opportunity for more mixed use, dense development and, in turn, greater land value and potential growth if zoned to accommodate this type of development. As previously stated, a portion of the area zoned IG1k and IHk is a designated prime industrial area, and rezoning scenarios that move away from an industrial focus would likely displace, or remove future opportunity for industrial businesses given potential transportation, infrastructure, and land economic impacts. Up zoning in industrial districts can impact adjacent properties that would also like to benefit from up zoning. In 2018 Prosper Portland partnered with the Urban Manufacturing Alliance and Portland State University on developing a report on The State of Urban Manufacturing in Portland in which we received input from businesses and industry organizations that the buffer zone between industrial and housing/commercial is perceived as diminishing, resulting in increased complaints regarding odors, noise, late night lights, and transportation vehicles. Industrial business displacement would in turn affect the types of jobs and employment supported in the area. With a

constrained amount of industrial areas this could create a hardship to businesses owners when trying to relocate within the City and/or region.

Conversely, the east side of the project (the extension of the streetcar to Hollywood) which was not part of Prosper's primary review would potentially affect a large residential area, as well as commercial. Based on the financial feasibility the City and PSI team has shared, it is Prosper's understanding that the NW Industrial / Montgomery Park portion of the project is the most likely to materialize first.

#### Community Engagement.

The 2019 *Racial Equity Analysis of NW Streetcar Expansion and Land Use* (attached), stated similar concerns to the ones heard over the past few months through community engagement events and surveys done by the four organizations contracted. The Equity Analysis raised concerns around the loss of industrial jobs in the area, specially the loss of jobs held by BIPOC employees and further augment financial and wealth disparities in Portland. The following summarizes the input received via the community based organization outreach, with certain outreach focused on the East/Hollywood portion of the proposed alignment (MESO, the Urban League of Portland, and The Hollywood Senior Center) and certain outreach focused on the NW Industrial / Montgomery Park portion of the project (Columbia Corridor Association, NIBA and Friendly House).

- **MESO's** outreach focused on BIPOC and small business owners. Participants, in a large majority, pointed to potential property tax increase as a draw back to the project, followed by the displacement of businesses and residents and increases in rent. Many respondents saw the potential development generated by the implementation of a streetcar route as negative. Over 50% of participants see the potential for decreasing traffic and solving parking problems as a potential benefit of this project, followed by the potential to bring customers to the businesses. In terms of preferred route, 43% of respondents chose the Sandy alignment option as their preferred route for the potential extension, and 22% didn't favor any routes, citing that the extension of the streetcar would not be beneficial to the area.

The report shares that BIPOC communities want more than to just give an opinion. Opportunities need to be created, including potential for ownership, access to jobs and wealth creation, mentorship opportunities, and investment opportunities, with the following potential benefits suggested by MESO:

- Affordable commercial spaces based on what BIPOC small businesses can afford
  - Support to small businesses moving into commercial spaces for the first time
  - Community Benefit Agreements with private developers
  - Offer smaller commercial spaces, including office, that support small business needs and are "warm shell"
  - Create opportunities for local home-based businesses to connect with new businesses in the area to help the home-based businesses grow
- **The Urban League of Portland and Hollywood Senior Center's** outreach surveyed seniors, low-income residents, immigrants/ refugee populations and communities of color, renters and small business owners. The survey received 102 responses with half of the respondents identifying as white and 44.4% were 75 or older. The majority of respondents prefer the Broadway/ Weidler alignment, believing it will be the most beneficial to economic prosperity,



servicing existing jobs, advancing equitable outcomes, providing affordable housing and middle-wage jobs, and for future development of the area.

The three biggest concerns raised were the rising housing costs, change in neighborhood character, and safety. Potential benefits of the project included creation of new affordable housing and community amenities (equally), making the neighborhood safer, and opportunities for job creation. They similarly expressed the project could potentially decrease traffic and improve parking in the area as well as support local businesses.

- **Columbia Corridor Association's** outreach focused on property owners, businesses, employees and "outside of the study area" participants in the broader NW industrial area with the lens that employees are potentially the most negatively impacted by the westside project. Their analysis considered split interest amongst property owners as some may be larger beneficiaries of such changes through land value appreciation relative to business impact. The report states the importance of industrial jobs in the region and the large diversity, both racial as well as of gender, within those jobs. It shows that most respondents, whether property owners in the area or employees, prefer to keep the area industrial, enhanced industrial or employment based.

The majority of employees stated that they commute by car, would not use the streetcar, are concerned about potential loss of parking in the area, and do not believe this would be an equitable project. Although property owners in the area could benefit from up zoning, the majority of property owners believe the area should continue to be industrial or enhanced industrial. 55% do not believe the streetcar expansion will be an equitable project for the city. CCA's report strongly opposes the project due to the potential loss of Industrial land and quality jobs in the area.

- **Friendly House's** outreach focused on elderly and or LGBTQ+ engagement participants, with half identifying as BIPOC. The priority identified via this outreach was for affordable housing and addressing concerns around a potential rise of property taxes. The group also raised concerns about the need for parking and potential reduction of existing parking in the area. 61% of respondents believe the streetcar project could potentially decrease traffic and solve parking issues in the area. The group also expressed concerns around safety and their desire to have a safer neighborhood.

MESO and the Urban League's reports conflict in terms of the preferred eastside route. Additional engagement may be needed to further understand the concerns of participants and to support the community in assessing pros and cons of each option. Both reports raise concerns to be addressed with any alignment, including impact to affordability (for residents and businesses) and potential displacement resulting from those market changes. They both agreed that the project could potentially reduce traffic and help solve parking issues.

CCA and Friendly House's reports resulted in very different input acknowledging a tradeoff between the potential loss of industrial lands, businesses with the potential increase in affordable housing and safety with new land use and infrastructure. This tension helps to inform the timing and sequencing of potential equity benefits and structuring of those benefits discussed below.

#### Potential Equity Benefits and Structuring Community Benefits.

Similar to the 2019 Equity Analysis, this report on potential equity benefits and structures to leveraging benefits at various phases of City action does not assess whether the project should or should not occur. This analysis looks to provide

Prosper’s perspective on phased ways to 1) minimize or mitigate any harm to historically marginalized communities and 2) optimize creating opportunities for disadvantaged communities to realize the benefits of new development and economic growth. As the project moves forward, it will also continue to be extremely important to engage the community-based organizations and represented interests who participated in the initial outreach. Funding to community-based organization to continue to engage in the process, build capacity, and be party to project information and decision making will be an ongoing need with any project funding approach.

Based on our conversations with BPS, PBOT, PSI and input from community, Prosper observes three key phases of City regulatory or financial policy decision making that could involve parallel benefit requirements.

1. Land Use / Zoning Change
2. Streetcar / Transit Infrastructure Investment
3. Master Development Planning and Implementation

Below is a summary of Prosper’s observations and potential approaches at each phase based on our experience with economic development and equity focused implementation tools.

1) Land Use / Zoning Change

Based on ECONorthwest’s analysis, different rezoning scenarios result in different potential impacts and opportunities for benefits. Whereas industrial and employment-based scenarios have lesser displacement impact on industrial businesses and job growth, those scenarios also offer fewer opportunities for new commercial supporting retail businesses and/or market delivered affordable housing through Inclusionary Housing. Conversely, the mixed use and hybrid scenarios have greater displacement impact on industrial businesses and job growth, while delivering increased opportunities for additional retail/restaurant businesses and market delivered affordable housing.

Speculation based on potential zoning changes may occur but redevelopment under any new zoning would take time with residential and office uses most likely to first occur and at the project area’s south side (closer to NW 23<sup>rd</sup> and the Pearl District) given Portland’s market conditions. While rezoned land is not sold or developed, the value created is only an expectation and becomes difficult to recapture.

	Scenario 1- Enhanced Industrial	Scenario 2 - Employment	Scenario 3 – Mixed Use	Scenario 4 – Hybrid (Mixed Use + Enhanced Industrial)
<b>Land Value Change due to Zoning Change</b>	<b>+ \$22M</b>	<b>+ \$60M</b>	<b>+ \$150M</b>	<b>+ \$103M</b>
Industrial Jobs Change	+ 930	+930	+250	+560
Office Jobs Change	+ 1,390	+ 1,390	+490	+960
Retail/ Restaurant Jobs Change	+10	+50	+ 340	+ 270
<b>Net Jobs Change</b>	<b>+ 2,330</b>	<b>+ 2,370</b>	<b>+1,080</b>	<b>+1,790</b>
Market Rate Units Change	+190	+820	+ 3,110	+ 2,030
<b>Affordable Units Change</b>	<b>+20</b>	<b>+ 50</b>	<b>+ 315</b>	<b>+ 190</b>

<p>Minimize/Mitigate Harmful Displacement Impacts to Marginalized Communities</p>	<p>Augment funding for programs and tools that address disparities and optimize opportunities within industrial and other traded sectors. From Prosper’s perspective, a good template is the public benefits spoken to in Prosper’s E-Zone Program related to program administration. See these benefits further described below.</p>	<p>Address impacts to marginalized communities due to impacts to industrial lands/businesses/jobs, through contribution to:</p> <ul style="list-style-type: none"> <li>- Brownfield cleanup/redevelopment fund to address Portland’s industrial land supply needs.</li> <li>- Workforce training fund in partnership with Prosper Portland and WSI.</li> </ul>
<p>Optimize Benefits to Marginalized Communities</p>		<p>Focus benefits to marginalized communities through equitable access to 1) new retail/restaurant space; 2) market delivered affordable housing. Alternatively, BPS in partnership with PHB could consider additional Inclusionary Housing or affordable commercial zoning mechanisms as further described below.</p>

**Economic Development.** Prosper Portland develops and administers Economic Development programing to support historically underserved workers, entrepreneurs, and established businesses. Pending the availability of resources, potential support activities could include:

- Industry specific workforce support. Connect dislocated workers to jobs in manufacturing through investment in job training, career coaching and workforce navigation.
- Business Support. Invest in ongoing business technical assistance and support for manufacturing firms. Increase access to incubator or training space for entrepreneurs and workers, respectively.

**Portland Enterprise Zone (E-Zone) Policy.** Prosper Portland administers the Portland E-Zone Policy on behalf of the City to maximize important local community benefits, particularly to companies and residents in and near the E-Zone. Each Written Agreement with participating companies contains the following requirements that could provide a template for BPS and City consideration with any land use zoning change:

- Quality Job Commitments. All full-time jobs at the company’s project site must meet minimum quality levels wage and compensation levels.  
Procurement Plans. Good faith efforts to increase the amount of goods and services purchased from businesses located within Portland and specifically from businesses owned by people of color and businesses in priority neighborhoods designated by Prosper Portland.
- Workforce Training and Business Development Fund. The fund is established and managed by Prosper Portland to increase economic opportunity and income for Portland residents particularly historically disadvantaged Portlanders (e.g., communities of color, residents in priority neighborhoods, etc.) and to assist businesses within the City of Portland, particularly those within or near the Portland E-Zones.
- Employee Support Fund. The fund is established and managed by Prosper Portland to support employees at E-Zone companies and to increase economic opportunity and income for other Portland residents. Before designating how contributions made shall be used, Prosper Portland first discusses employee with a focus principally on transit and child support opportunities.

Inclusionary Housing Considerations. Land value created through zone changes is latent value that remains with the property until such time as the land is put for sale and/or new zoning-based development is pursued. Current Inclusionary Housing requirements offer multiple regulatory options, including a required 10% of units at 60% AMI. Based on the analysis done by ECONorthwest, incremental land value generated through rezoning under scenarios 3 and 4 could not support increasing the Inclusionary Housing rate by more than 2% above the current regulatory requirements (or 12% of units at 60% AMI). With this modelling, ECONorthwest modelling also assumed no other public benefit requirements were (e.g. brownfield fund or other fund contribution) considered. Prosper defers to PHB and BPS on operational and legal considerations tied to potential area specific Inclusionary Housing mechanisms.

2) Streetcar / Transportation Improvements

Over the past 5 years, Prosper has partnered with City Bureaus on a number of community development initiatives developed around major transit investments anticipated by the region and the City – from Division Bus Rapid Transit to SW Corridor. An early priority for any of these investments is to ensure community capacity building centering BIPOC and disadvantaged community voices and, over the longer run, providing ongoing processes or structures of accountability as project decisions are made.

It is our understanding the streetcar expansion cost is estimated at ~\$50 million (not including the rebuild of NW 23<sup>rd</sup> Avenue) funded 50/50 through a Federal Transit Authority (FTA) grant and local share (LID, Transportation SDCS and parking revenues over 20 years). The project team has also shared there’s sizable related transportation infrastructure investments anticipated with the project and the various land scenarios as follows.

	Scenario 1- Enhanced Industrial	Scenario 2 - Employment	Scenario 3 – Mixed Use	Scenario 4 – Hybrid (Mixed Use + Enhanced Industrial)
Est. Vehicle trips Generated	+ 35%	+ 29%	+ 28%	+ 27%
Est. transportation Infrastructure Costs (Excluding Streetcar)	\$30M	\$50M	\$60M	\$42M

Prosper encourages BPS, PBOT and other City partners to consider a community development funding package as an integrated component to the transportation funding package. For example, while Metro’s recent Get Moving 2020 Corridor Investment Package was not passed by voters, it had significant community support based on support tied in part to complementary community development based investments contemplated in parallel to transportation investments for things like revitalizing main streets (sidewalks, crosswalks, seating, lighting, street trees and other main street improvements); anti-displacement strategies (community-led strategies to prevent displacement with a focus on housing accessibility and small business retention); and maintaining affordable housing options near transportation investments. In addition to intentional equity contracting (for design through construction contracts), Prosper would encourage PBOT and PSI to continue to consider how streetcar serves BIPOC communities (residents, visitors, and workforce) and opportunities to improve those services with any streetcar system expansion.

In the past, Portland’s streetcar extensions have exclusively focused on transportation investments and have been funded through a mix of public (Transportation System Development Charges, TIF, and State funds) and private resources (Local

Improvement Districts). Given regional discussions about tax increment financing and the need for TIF to be an ever more directed and focused tool, Prosper is prioritizing any new TIF district discussions via community led processes and with a primary focus in East Portland.

One of the financial tools being considered for the implementation of the streetcar infrastructure in the Northwest Industrial / Montgomery Park area is the creation of a Local Improvement District (LID). The LID would leverage private investment to finance infrastructure improvements that benefit both adjacent property owners within the improvement area as well as the region. An LID draws against potential and projected future private property value increases and leverages a private contribution to development related infrastructure costs. It is our understanding the PSI is currently contemplating a LID contribution of ~\$10 million in support of the streetcar implementation. After consulting City Council, it has been clear that LID funding uses is strictly restricted and cannot be used for public benefits, as per Oregon statute.

Other public / private funding mechanisms like Enhanced Services Districts or Business Improvement Districts could similarly be considered for the area to fund economic development-based programming including small businesses technical or grant assistance to address lease or rent barriers for small businesses. ESDs and BIDs rely on business and property owners' ability to absorb and pay additional fees either directly and/or through parking revenues in partnership with the City. Fee based revenues can be challenging and/or take a while to generate adequate resources to support significant programming investments. Fee based programs can further impact smaller and disadvantaged businesses already impacted by business operating costs together with lesser access to capital in the market.

### 3) Equitable Development

Based on our understanding, there are currently two sizable properties – Montgomery Park which is already zoned for mixed use development, and ESCO which potentially could be rezoned for mixed use development - that could be nearer-term beneficiaries of any streetcar extension supporting redevelopment and build outs. Based on past experience and market trends in Portland, it can be expected that expanding the streetcar network to serve these sites will increase development density and further grow the value of development of those properties.

Over the past 25 years, Prosper has led Development Agreements negotiations on behalf of the City at a number of major redevelopment sites citywide (Pearl District, South Waterfront, Lents Town Center, and Broadway Corridor). Development Agreements are a mechanism the City has used to obtain public and community benefits by leveraging private investment through disposition of publicly owned land and/or a commensurate financial investment of public funds into the build out of the area.

Prosper's most recent Development Agreement and Community Benefit Agreement negotiations on Broadway Corridor provide an example of the type of public / private funding and performance obligations that are realized through these mechanisms. It is also important to note that a significant component of the CBA was to ensure a governance structure and funding to support ongoing oversight and accountability as the Broadway Corridor develops over the coming 20 years.

Component	Public funding Sources					Private Funding Sources	
	Prosper	PBOT	Parks	BES	Water	Developers (commercial + affordable housing)	LID
Site preparation	✓						
Streets & Utilities Infrastructure		✓		✓	✓		✓
Open Space and Green loop	✓	✓	✓			✓	
Private Streets/Accessways						✓	
Construction technical Assistance	✓					✓	
Prevailing wage	✓					✓	
Operating Fund						✓	
Small Business Affordable. Commercial Fund	✓						
Oversight Committee	✓						

Based on our experience, Development Agreements are negotiated at the time of development (versus at land use changes or infrastructure implementation) and are an implementation tool for shared public / private development funding and finance commitments together with performance obligations. Due to the lack of any publicly owned properties in the project area as well as limited public financing mechanisms, Prosper does not recommend pursuing any Development Agreement for particular sites within the project area at this time. Prosper Portland stands prepared to join BPS and PBOT in briefings to the community and City Council regarding our recommendation at this time.

**C: Northwest Portland Opportunities and Challenges Report,  
EcoNorthwest**

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# Montgomery Park to Hollywood Transit and Land Use Development Strategy Northwest Portland Opportunities and Challenges Report

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April 26, 2021

Prepared for: City of Portland Bureau of Planning and Sustainability  
City of Portland Bureau of Transportation

Final Report

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ECONOMICS • FINANCE • PLANNING

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# 1. Executive Summary

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This report analyzes the potential development outcomes of four different land use and urban design scenarios for the Northwest Portland portion of the Montgomery Park to Hollywood Transit and Land Use Development Strategy. The purpose of this analysis is to understand how the impacts and implications of different land use scenarios and development outcomes could respond to expanded transit service through an extension of the existing Northwest Streetcar alignment. While development would occur under all of the four land use scenarios evaluated, the outcomes for commercial development, residential development, and value created to fund public benefits varies between the scenarios.

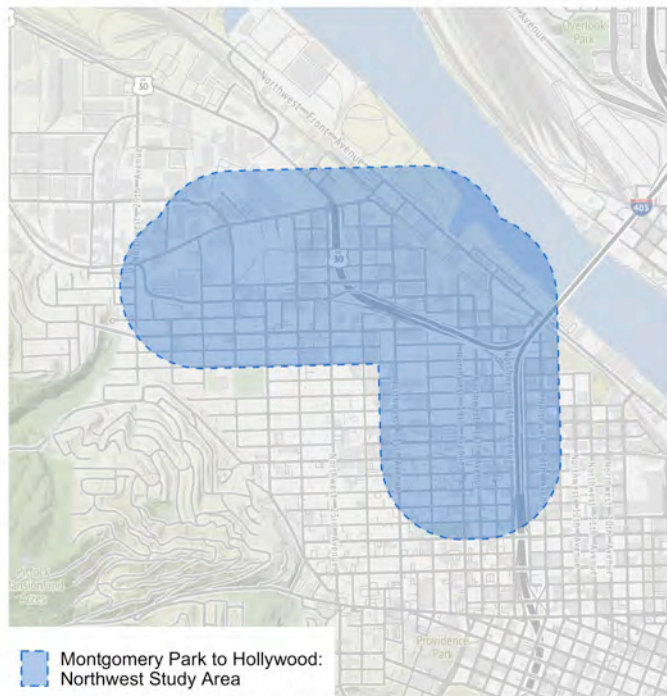
- Development of industrial, employment, mixed-use, and residential prototypes are all feasible at varying levels in the study area
- Low density traditional industrial development types have limited feasibility in the study area due to a combination of relatively low rents and high existing land values
- All urban design and land use scenarios generated residual land value that could be captured to support public benefits
- The mixed-use land use scenario resulted in the least amount of industrial job growth and created the most amount of residual land value through land use changes
- The enhanced industrial results indicate industrial job growth similar to that of the employment scenario but results in the lowest residual land value created of the scenarios that could be available to capture for public benefits.
- The Mixed-Use Scenario creates the most amount of residual land value from land use changes that could be captured to fund public benefits and also results in the least number of jobs created in the district due to the introduction of residential allowances, which compete for land and limit the growth of industrial and office jobs.
- The hybrid enhanced industrial and mixed-use scenario best balances goals for limiting impacts to industrial employment in the district, allowing transit-supportive development to serve future streetcar service, and increasing the supply of affordable housing through the Inclusionary Housing Program.
- Increasing the height maximum to 75 feet to allow for seven-story development in the mixed-use zoned portions of the study area increases development feasibility, affordable and market rate housing production, and the potential for community benefits.
- Deeper affordable housing set-aside targets above 12% of units at 60% AMI create development financing challenges where project revenues cannot support debt service requirements. Deeper affordable housing requirements would cause feasibility challenges without incentives to support increase in net operating income.

## 2. Project purpose

The purpose of this analysis is to understand how land use policy alternatives play out in different market conditions and zoning designations in response to the introduction of streetcar in Northwest Portland. This analysis was structured to highlight the outcomes of land use scenarios and provide information to help the City of Portland answer the following questions:

- How much development of different types is feasible for the alternative land use scenarios?
- What are the tradeoffs associated with changing land use allowances in the Northwest District?
- What level of change for employment and housing could be possible in the district if zoning permitted higher density employment and residential uses and development?
- What are the impacts of development under the different land use scenarios to existing industrial employment in the district?
- How much value (defined as residual land value) is created from zoning changes in the land use scenarios?
- How much value (defined as residual land value) could be captured in the district from land use changes that could help support public benefits?

Figure 1. Montgomery Park to Hollywood – Northwest Study Area Boundaries



Source: ECONorthwest

### 3. Overview of Process

The development feasibility and land use outcomes analysis was structured to evaluate various land use and urban design scenarios in collaboration with the consultant team urban design lead Perkins+Will, city staff from the Bureau of Planning and Sustainability and the Bureau of Transportation, and the Montgomery Park to Hollywood Project Working Group. In September 2019 the City of Portland published the Northwest Portland Streetcar Extension and Land Use Alternatives Analysis that summarized preliminary findings about how land use changes and streetcar investment might support economic development, equity, and climate change goals, including the potential creation of affordable housing and job sites. This city-led analysis identified preliminary questions and trade-offs around streetcar investment and land use changes in Northwest Portland that became the basis for further evaluation of streetcar alignment and land use decisions.

Figure 2. Spectrum of Potential Land Use Changes



Source: City of Portland Bureau of Planning and Sustainability

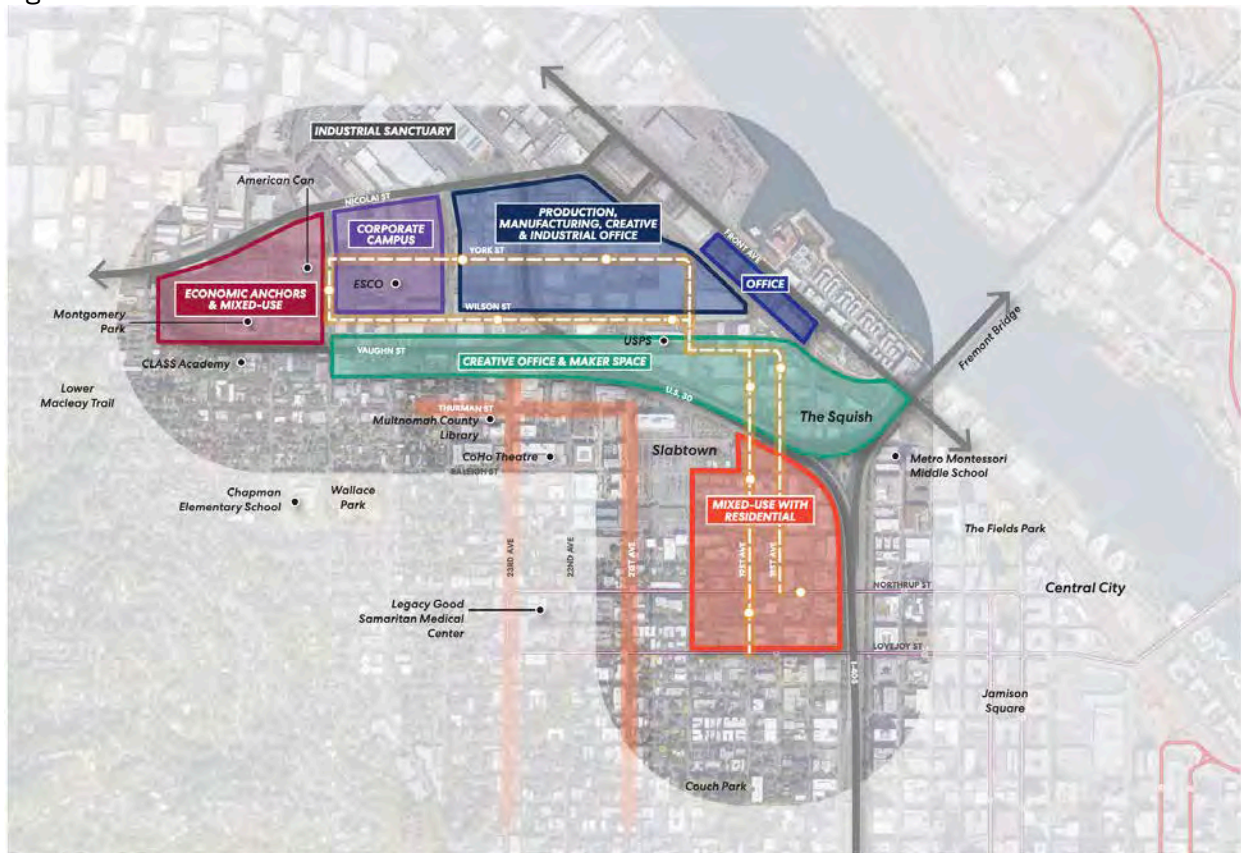
### Relationship to the Urban Design Process

Perkins+Will developed three initial urban design concepts to further explore urban form, transportation, and public realm outcomes for each of the land use scenarios in Northwest Portland. Perkins+Will built on the land use scenarios previously analyzed by City of Portland staff with a deeper dive into block and site level impacts of transportation investments and land use changes to identify opportunities to integrate different land use scenarios from various streetcar alignment options.

### Urban Design Scenario 1: Enhanced Industrial

The intent of the enhanced industrial scenario was to evaluate an industrially focused land use pattern that allows for more flexibility for industrial uses, introduces the concept of transit streets to the district, and allows for more intense employment uses than currently allowed in around the ESCO site.

Figure 3. Enhanced Industrial Scenario



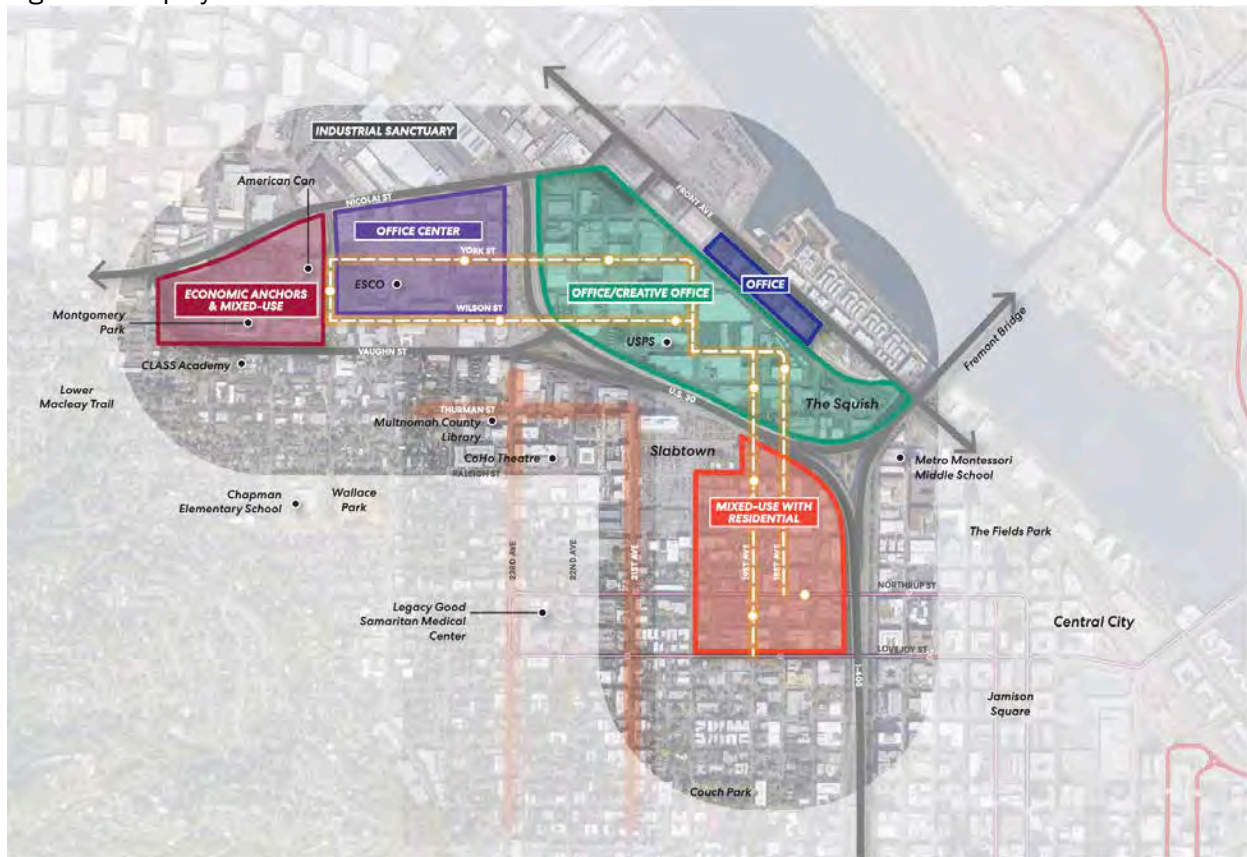
Source: Perkins+Will



### Urban Design Scenario 2: Employment

The intent of the employment scenario was to evaluate a denser employment-focused land use pattern that allows for higher density employment uses, broader office allowances across the district. This scenario also introduces a more focused pedestrian environment with public spaces connecting the district.

Figure 4. Employment Scenario

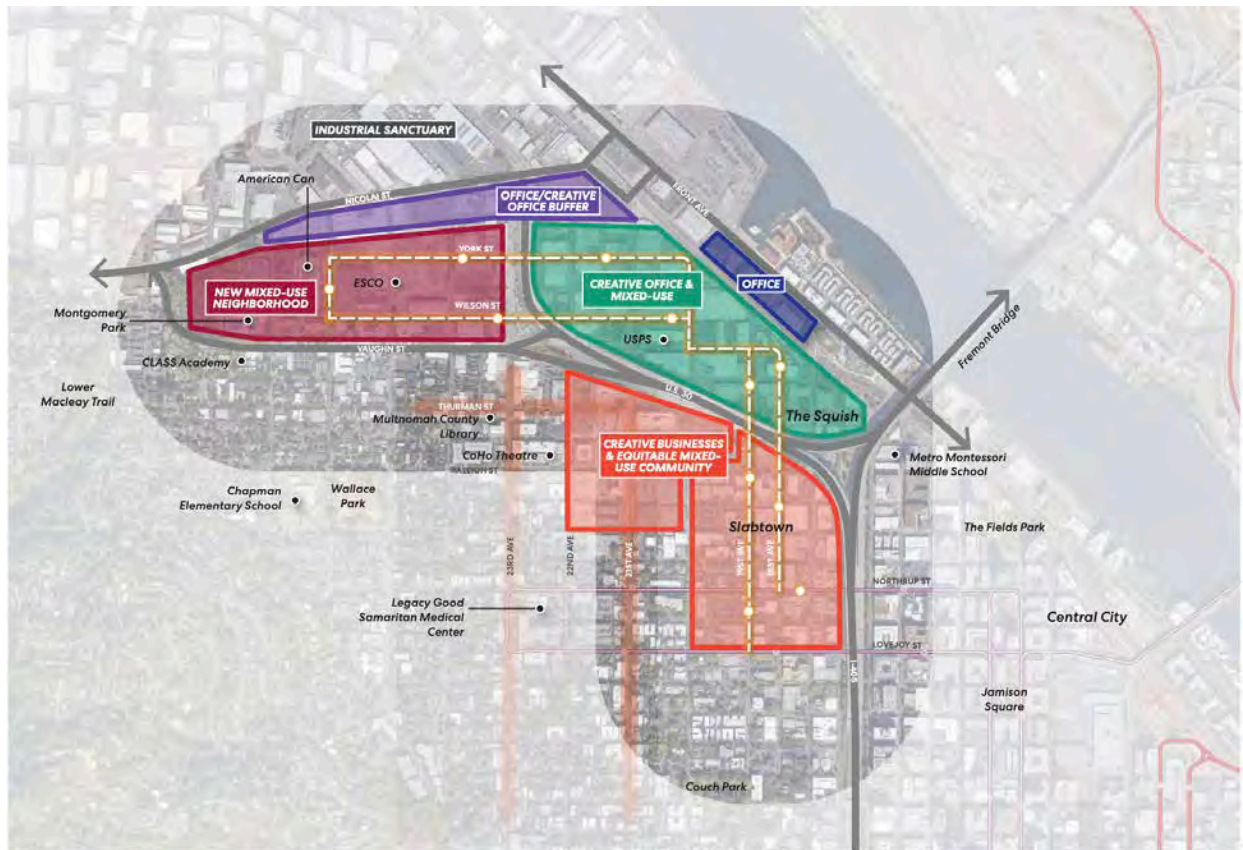


Source: Perkins+Will

### Urban Design Scenario 3: Mixed-Use Scenario

The intent of the mixed-use scenario was to evaluate a land use pattern that allows for residential and mixed-use development more broadly throughout the district, a focus on optimizing residential allowances to leverage more affordable housing, and adds a broader variety of public spaces and community facilities.

Figure 5. Mixed-Use Scenario



Source: Perkins+Will

### Urban Design Scenario 4: Hybrid Industrial and Mixed-Use Scenario

A fourth “hybrid” scenario was also developed as an outcome of initial evaluation of the previous three scenarios. The intent of the hybrid industrial mixed-use scenario was to evaluate a land use pattern that allows for residential and mixed-use development west of NW 23<sup>rd</sup> Avenue while maintaining a primary industrial land use function in the portion of the study area east of Highway 30. This scenario focuses the areas of change around Montgomery Park and the ESCO site.

Figure 6. Hybrid Industrial and Mixed-Use Scenario



Source: Perkins+Will

## Summary of Land Use Scenarios Evaluated

This land use and development analysis evaluated, within the study area, the cumulative impacts of land use changes between the four urban design scenarios in addition to a baseline scenario that reflects current Comprehensive Plan and zoning designations. Detailed information about the zoning designations used to evaluate the land use scenarios and development prototypes evaluated within zoning designations is available in Table 3 and the Analysis Approach and Methodology section of this report.

**Baseline Scenario** – This scenario evaluated the development outcomes of existing zoning throughout the study area. The baseline scenario was the comparison by which all other land use scenarios were evaluated. This scenario represents a predominantly industrial zoning pattern in the area north of NW Vaughn Street and includes IH, IG, EG, and EX zones. The baseline scenario represents development outcomes that are market feasible under existing zoning, not current employment or housing units on the ground in the study area today.

**Enhanced Industrial Scenario** – This scenario evaluated an industrial-focused zoning pattern but allowed more flexibility for creative office in the industrial zones. The enhanced industrial allowances evaluated are based of the current IG zone allowances in the Central Eastside developed for the Southeast Quadrant Plan and the Central City 2035 Plan.

**Employment Scenario** – This scenario evaluated more intense employment uses including modified office allowances in existing IG zones and increased density to support traditional and campus office type uses on larger sites throughout the study area. This scenario evaluated a mix of EG-type zoning mapped throughout the study area. A more intense EX-type zone with no housing allowed was evaluated for the ESCO site and surrounding area.

**Mixed-Use Scenario** – This scenario evaluated a broader mix of uses including residential, office, retail, and industrial. This scenario allowed residential uses broadly throughout the district with limitations on residential development for areas adjacent to NW Nicolai Street and between the rail line and NW Front Avenue. This scenario evaluated a broader mix of CM2, CM3, and EX-type zones that were mapped more broadly across the study area.

**Hybrid Mixed-Use and Industrial Scenario** – This scenario tested a hybrid of the Enhanced Industrial Scenario and the Mixed-use Scenario. In this scenario, the area North of I-405 and East of Highway 30 was limited to enhanced industrial allowances, including industrial office allowances, while the remainder of the study area bounded by NW Vaughn Street, NW Nicolai Street, and Highway 30 was evaluated using mixed-use and residential prototypes. This scenario evaluated a mix of industrial and mixed-use zones including IG, EG, CM2, CM3, and EX. This scenario also evaluated higher height allowances for the EX zone in the core areas of the ESCO and Montgomery Park parcels that would allow up to seven story developments within a maximum height of 75 feet.

## 4. Key Findings

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For each of the scenarios evaluated, we summarized the total development outcomes including residual land value created, impact to jobs by type, change in housing production, and affordable units produced under an inclusionary housing program. These numbers represent what we call market supportive capacity. In other words, if unlimited market demand under each of these scenarios existed today, this is a realistic range of development outcomes that could be supported under current market conditions. Summarizing development impacts in this way allows staff, community stakeholders, and decisions makers to weigh the relative trade-offs of each land use scenario by comparing outcomes. For example, the residual land value created totals represent the increment of land value that is created from land use changes that can potentially be captured to fund public benefits. The results of this analysis are summarized in Tables 1 and 2 below.

### Summary of Scenario Results

**Enhanced Industrial Scenario** –The Enhanced Industrial Scenario creates the least amount of residual land value, \$22 million, of all the scenarios evaluated. The Enhanced Industrial Scenario creates the second highest number of new jobs split mostly between office and industrial sectors. This scenario creates 930 additional industrial jobs through intensification of existing zones that are still broadly limited to industrial uses. Additionally, there are over 1,390 office jobs forecast in this scenario that are the result of the zoning allowances for office and industrial office uses.

**Employment Scenario**– The Employment Scenario creates the second least amount of land residual value, \$60 million, of all the scenarios evaluated. The Employment Scenario creates the most jobs of all the scenarios evaluated with nearly 2,370 new jobs, 58 percent of which are in office sectors. This scenario also sees an increase in industrial jobs, 930 new jobs, due to the increased allowances in the enhanced industrial type zoning east of Highway 30. This scenario also adds 820 new residential units from the introduction of allowances for mixed-use and residential development on the north side of Vaughn between 23<sup>rd</sup> and 27<sup>th</sup>.

**Mixed-Use Scenario** – The Mixed-Use Scenario creates the most amount of residual land value, \$150 million, from land use changes that could be captured to fund public benefits. The Mixed-Use Scenario also creates the most amount of new market rate and affordable units under the inclusionary housing program.

However, this scenario sees the least amount of total job creation in the district. The small increase in jobs and employment development are the result of current industrial uses being redeveloped for residential and mixed-uses. Additionally, when redevelopment does occur, new jobs are more likely to be limited to ground floor commercial uses that are likely to be home to service sector jobs such as retail, personal services, or restaurants but could accommodate office and institutional jobs.

**Hybrid Mixed-Use and Industrial Scenario** – The Hybrid Mixed-Use and Industrial Scenario creates the second highest amount of residual land value, \$103 million, that could be captured for community benefits. This scenario generates 2,030 new market rate residential units in addition to 190 affordable units through the inclusionary housing program.

While this scenario creates 1,790 new jobs, a lot of which are in retail, personal services, and restaurants, it also sees a moderate increase to the total number of industrial jobs in the district. Notably, by excluding residential allowances in the area east of Highway 30 and allowing for intensification of industrial uses in current IG1 zones in combination with applying mixed-use allowances to larger sites on the west side of the study area, this scenario has a moderate net impact to the industrial jobs in the district.

Table 1: Land Use Scenario Results (Net Changes from Baseline Zoning)

	Enhanced Industrial Scenario	Employment Scenario	Mixed Use Scenario (10% set-aside)	Hybrid Industrial and Mixed Use (10% set-aside)
Residual Land Value	\$22 M	\$60 M	\$150 M	\$103 M
Industrial Jobs	930	930	250	560
Office Jobs	1,390	1,390	490	960
Retail / Restaurant Jobs	10	50	340	270
Net Job Changes	2,330	2,370	1,080	1,790
Market Rate Housing Unit Changes	190	820	3,110	2,030
Net Affordable Unit Changes	20	50	315	190

Table 2. Land Use Scenario Results (Total Values for Each Scenario Evaluated)

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

This analysis also evaluated the impact of increasing the height maximum allowed in the EX zone in the study area in both the Mixed Use and Hybrid Industrial and Mixed Use Scenarios to be aligned with the height bonus option in the CM3 zone. This additional height analysis evaluated allowing development prototypes to access heights up to 75 feet compared to 65 feet in the EX base zone allowances. Increasing the height maximum results in an increase in the residual land value as well as an increase in housing units that are feasible to produce under current market conditions. Allowing buildings up to 75 feet in all scenarios allows a more feasible development type, five-over-two podium development, than what is allowed in 65-foot height maximum. While six-story buildings are permitted and physically possible within a 65-foot height maximum, in most cases a five-story development is identified as the most feasible development type. Allowing additional height up to 75 feet to get to seven-story development improves feasibility and development outcomes across the study area.

Table 3: Scenario Results Comparing a Height Increase to 75 Feet (Net Changes from Baseline Zoning)

	Mixed Use Scenario (10% set-aside)	Mixed Use Scenario (10% set-aside) – more height	Hybrid Industrial and Mixed Use (10% set-aside)	Hybrid Industrial and Mixed Use (10% set-aside) – more height
Residual Land Value	\$150 M	\$186 M	\$103 M	\$140 M
Industrial Jobs	250	250	560	560
Office Jobs	490	490	960	960
Retail / Restaurant Jobs	340	560	270	480
Net Job Changes	1,080	1,300	1,790	2,000
Market Rate Housing Unit Changes	3,110	6,130	2,030	5,060
Net Affordable Unit Changes	315	670	190	550

## 5. Analysis Approach and Methodology

ECONorthwest utilized MapCraft labs to run financial pro formas to test the impact of changes to zoning and land use allowances within the study area defined as ¼ mile from the proposed Northwest Industrial streetcar alignment. To do this, we modeled development prototypes which conform to various land uses and entitlements currently present in the study areas. We will also model prototypes that conform to potential future entitlements in the study areas for the sensitivity testing of alternative scenarios. The analysis area for Scenario 4 is based on the original study area used for the initial three scenarios and is valid as a point of comparison because only the changes in land use were evaluated between scenarios. Additional analysis would need to be conducted to analyze full development outcomes with a revised study area based on a new transit alignment.

To understand the impact to development, given the factors of the alternative scenarios, our pro forma models evaluated changes to the *residual land value* (RLV) of the prototypes under both the existing zoning allowances (base scenario) and potential future zoning scenarios defined by the Perkins+Will urban design concepts and in discussion with City of Portland staff. RLV is an estimate of what a developer would be able to pay for land given the property’s income from



leases or sales, the cost to build as well as operate the building, and the investment returns needed to attract capital for the project. In other words, it is the budget that developers have remaining for land after all the other development constraints have been analyzed. While there are other quantitative methods for calculating value created from land use changes and calibrating public benefit requirements, such as an internal rate of return (IRR) threshold approach, all of the potential methods share drawbacks regarding the quality of inputs and sensitivity to those inputs. An advantage of the RLV approach is that it does not rely on land prices as an input. Rather, observed land prices can be compared with the model outputs to help calibrate the model and ensure it reflects reality. The residual land value results presented in this memo are the true residuals after subtracting the Multnomah County Assessor's estimates of real market value on each parcel.

We used RLV to identify the prototypical development with the highest value for each site in the study area. This reflects the likely market conditions where land will sell to whichever developer is able to pay the highest price. As a second filter for site level development feasibility, we applied debt service coverage thresholds to identify if projects could overcome financing requirements, even with positive RLVs. The RLV analysis is an estimate of the feasibility for the market to produce housing and commercial space – it is used to compare policy choices but does not produce a precise answer for every site due to variations in property conditions and property owner decisions. It is best to use these results to understand the direction and scale of policy choices relative to desired outcomes (e.g. more affordable housing or less impact on industrial jobs). The outputs of this analysis are not intended to be the final recommendation, but to help ground future recommendations and policy decisions in the context of market realities and how private investment decisions are made.

Additionally, this analysis relies heavily on recent trends and observed development within and around the study area. The near and mid-term impacts of COVID-19 on investment in residential and commercial development are unclear but will affect how and when the scenarios evaluated in this analysis might be realized. It is important to understand that there is still long-term demand for residential and commercial development in the City of Portland and that the location of the study area along with investment in infrastructure and public-realm improvements make the area well positioned for longer term investment.

## Zoning Designations and Development Prototypes

ECONorthwest worked with city staff to identify the zoning designations that could implement the urban design scenarios. City of Portland Bureau of Planning and Sustainability provided information to translate the urban design concepts to zoning designations, floor area ratio (FAR) allowances, and heights that were used to develop the development prototypes that were evaluated. These development prototypes represent a typical development that could occur in zones throughout the district and under all land use scenarios. This analysis also evaluated both base and bonus FAR, density, and height bonuses by zone as applicable. Development prototypes that reflect bonus allowances account for current inclusionary housing obligations.

Table 4: Zones from all scenarios plus respective prototypes evaluated

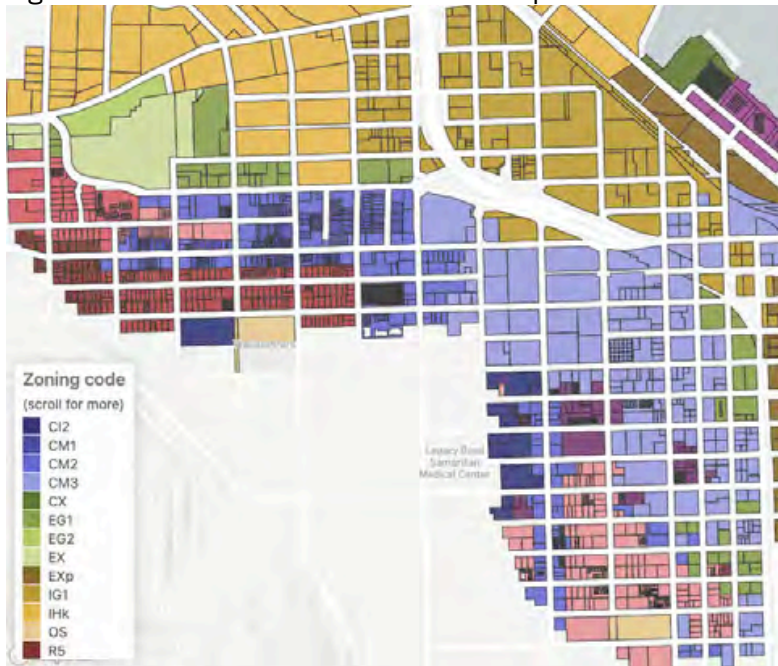
Zone	Prototypes allowed by base entitlements	Prototypes allowed by bonus entitlements
IH	Traditional low-rise industrial: warehouse and manufacturing 1 story, 0.6 FAR	N/A
IG1	Traditional low-rise industrial: warehouse, manufacturing, and flex 1 story, 0.6 FAR	N/A
IG1 Central City – IG1 zone with industrial office allowance	Traditional low-rise industrial: warehouse, manufacturing, and flex; Central City office; urban flex 4 stories, 3.4 FAR	N/A
EG1	Traditional low-rise industrial: warehouse, manufacturing, and flex; urban flex; low-rise office 6 stories, 2.1 FAR	N/A
EG2	Traditional low-rise industrial: warehouse, manufacturing, and flex; urban flex; low-rise office 6 stories, 2.1 FAR	N/A
EX	Traditional low-rise industrial: warehouse, manufacturing, and flex; urban flex; low-rise office; low to mid-rise residential 6 stories, 2.1 FAR – Flex 4 stories, 3.4 FAR – CC Indus.	Traditional low-rise industrial: warehouse, manufacturing, and flex; urban flex; low-rise office; low to mid-rise residential 5 stories, 4.6 FAR
EX - Pearl district height/FAR	Traditional low-rise industrial: warehouse, manufacturing, and flex; urban flex; low-rise office; low to mid-rise residential 6 stories, 2.1 FAR – Flex 4 stories, 3.4 FAR – CC Indus.	Traditional low-rise industrial: warehouse, manufacturing, and flex; urban flex; low to high-rise office; low to high-rise residential 10 stories, 9.3 FAR
EX – no housing	Traditional low-rise industrial: warehouse, manufacturing, and flex; Central City office; urban flex; low-rise office 6 stories, 2.1 FAR – Flex 4 stories, 3.4 FAR – CC Indus.	Traditional low-rise industrial: warehouse, manufacturing, and flex; Central City office; urban flex; low-rise office 6 stories, 3.4 FAR - Flex 5 stories, 4.4 FAR – CC Indus
EX – 7 stories (testing height bonus allowed in EX zone)	Traditional low-rise industrial: warehouse, manufacturing, and flex; Central City office; urban flex; low-rise office 6 stories, 2.1 FAR – Flex 4 stories, 3.4 FAR – CC Indus.	Traditional low-rise industrial: warehouse, manufacturing, and flex; Central City office; urban flex; low-rise office 7 stories, 6.5 FAR – MU Res
CM1	Low-rise residential; low-rise office 3 stories, 1.3 FAR	Low-rise residential; low-rise office 3 stories, 2.0 FAR
CM2	Low to mid-rise residential; low-rise office 4 stories, 2.1 FAR	Low to mid-rise residential; low-rise office 5 stories, 4.0 FAR
CM3	Low to mid-rise residential; low-rise office 4 stories, 2.1 FAR	Low to mid-rise residential; low-rise office 5 stories, 4.6 FAR

CX	Low to mid-rise residential; low-rise office 4 stories, 1.6 FAR	Low to mid-rise residential; low to mid-rise office 8 stories, 7.6 FAR
RM1	Low-rise residential 2 stories, 1 FAR	Low-rise residential 3 stories, 1.3 FAR
RM2	Low-rise residential 3 stories, 1.3 FAR	Low to mid-rise residential 4 stories, 2.1 FAR
RM3	Low-rise residential 4 stories, 1.6 FAR	Low to mid-rise residential 4 stories, 2.1 FAR
RM4	Low to mid-rise residential 5 stories, 4.0 FAR	Low to mid-rise residential 5 stories, 4.6 FAR
RX	Low to mid-rise residential 4 stories, 1.6 FAR	Low to mid-rise residential 7 stories, 6.5 FAR

## Zoning Designations Analyzed by Land Use Scenario

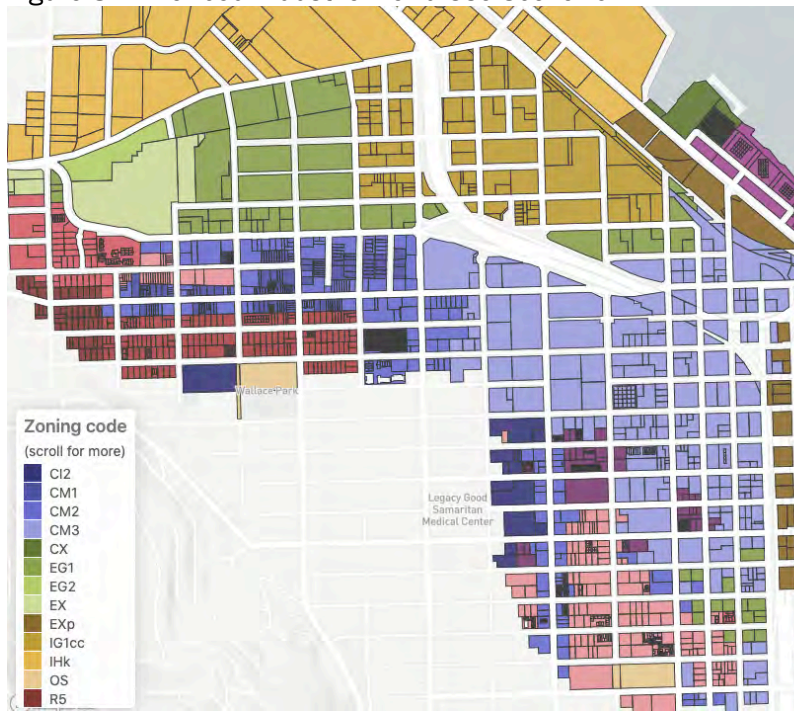
For all of the land use scenarios, we tested numerous development prototypes within each of the zoning allowances for each scenario. For example, in the mixed-use scenario we evaluated multiple development prototypes (e.g.-three story wood frame construction, podium, and steel/concrete towers) and multiple land uses (e.g.- mixed-use, residential, and office uses all within a single type of development) across a range of mixed-use zones including CM2, CM3, and EX zones. Similarly, we tested prototypes for industrial and employment focused development in the IH, IG, and EG zones across all land use scenarios. The following maps in this section identify the zoning designations that were analyzed for each land use scenarios.

Figure 7. Baseline Scenario – Current Comprehensive Plan Map and Zoning



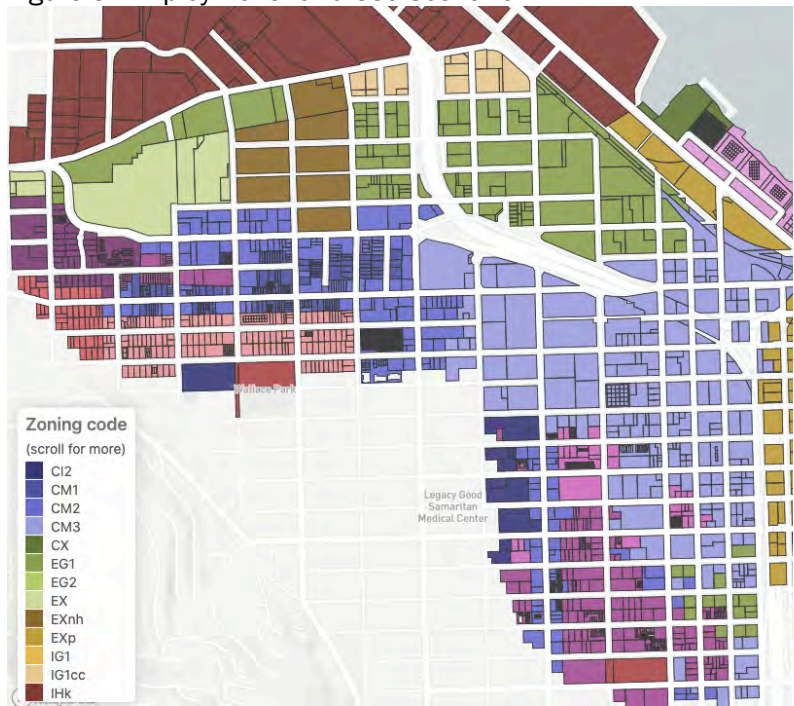
Source: ECONorthwest

Figure 8. Enhanced Industrial Land Use Scenario



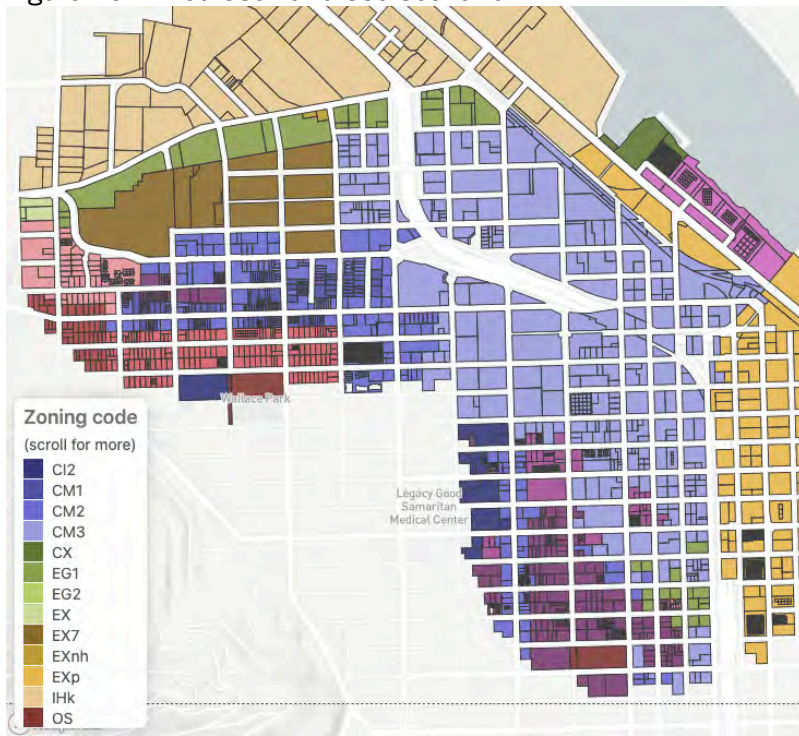
Source: ECONorthwest

Figure 9. Employment Land Use Scenario



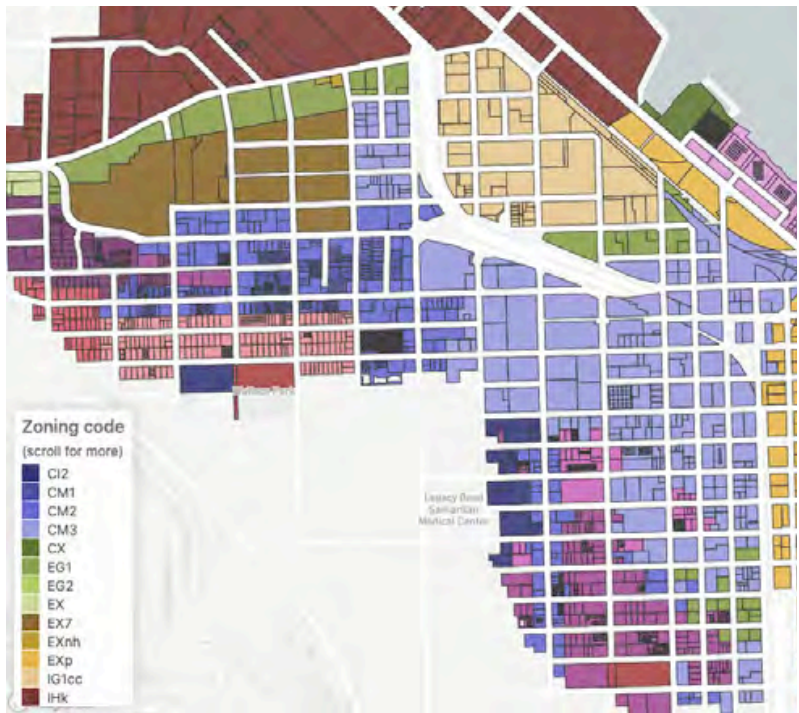
Source: ECONorthwest

Figure 10. Mixed-Use Land Use Scenario



Source: ECONorthwest

Figure 11. Hybrid Industrial and Mixed-Use Land Use Scenario



Source: ECONorthwest

## Evaluating Deeper Affordable Housing Targets

We also evaluated multiple affordable housing targets under modifications to the existing inclusionary housing program. Increases in affordable housing set-aside requirements results in less development occurring overall and the scale at which development occurs that impacts both the amount of total housing units expected to be built as well as the number of jobs that are created in each scenario. We found that a 12% set-aside at 60% MFI was the highest outcome scenario for a district specific proposal that maximizes affordable housing through an existing program (Portland Inclusionary Housing Program) while still generating financial returns for site-specific development.

We found that, based on the debt financing assumptions (70% LTC, 6% interest rate), a 15% set-aside reduces the revenue, and subsequent net operating income, to a point that some projects cannot cover the debt service on the loan. At a 12% set-aside, the revenue from the mixes of income levels can still support the annual debt service payment, assuming the same debt financing parameters.

This analysis also evaluated the impact of increasing the height limit allowed in the EX zone in the study area in both the Mixed Use and Hybrid Industrial and Mixed Use Scenarios to be aligned with the height bonus option in the CM3 zone. Increasing the height maximum results in an increase in the residual land value as well as an increase in housing units that are feasible to produce under current market conditions.

Table 5: Affordable Housing Results (Net Changes from Baseline Zoning for Affordable Housing Targets)

	Mixed Use Scenario (10% set-aside)	Mixed Use Scenario (12% set-aside)	Mixed Use Scenario (15% set-aside)	Hybrid Industrial and Mixed Use (10% set-aside)	Hybrid Industrial and Mixed Use (12% set-aside)
Residual Land Value	\$150 M	\$99 M	\$14 M	\$103 M	\$58 M
Industrial Jobs	250	250	250	560	560
Office Jobs	490	490	490	960	960
Retail / Restaurant Jobs	340	270	180	270	490
Net Job Changes	1,080	1,010	930	1,790	1,740
Market Rate Housing Unit Changes	3,110	2,100	930	2,030	1,170
Net Affordable Unit Changes	315	410	590	190	280

Source: ECONorthwest

Table 6: Affordable Housing Results from a Height Increase to 75 Feet (Net Changes from Baseline Zoning for Affordable Housing Targets)

	Mixed Use Scenario (10% set-aside) – more height	Mixed Use Scenario (12% set-aside) – more height	Hybrid Industrial and Mixed Use (10% set-aside) – more height	Hybrid Industrial and Mixed Use (12% set-aside) – more height
Residual Land Value	\$186 M	\$125 M	\$140 M	\$84 M
Industrial Jobs	250	250	560	560
Office Jobs	490	490	960	960
Retail / Restaurant Jobs	560	490	480	440
Net Job Changes	1,300	1,230	2,000	1,960
Market Rate Housing Unit Changes	6,130	5,080	5,060	4,150
Net Affordable Unit Changes	670	810	550	670

Source: ECONorthwest

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

## March 2, 2020 Open House: *Public Comments Summary Draft*



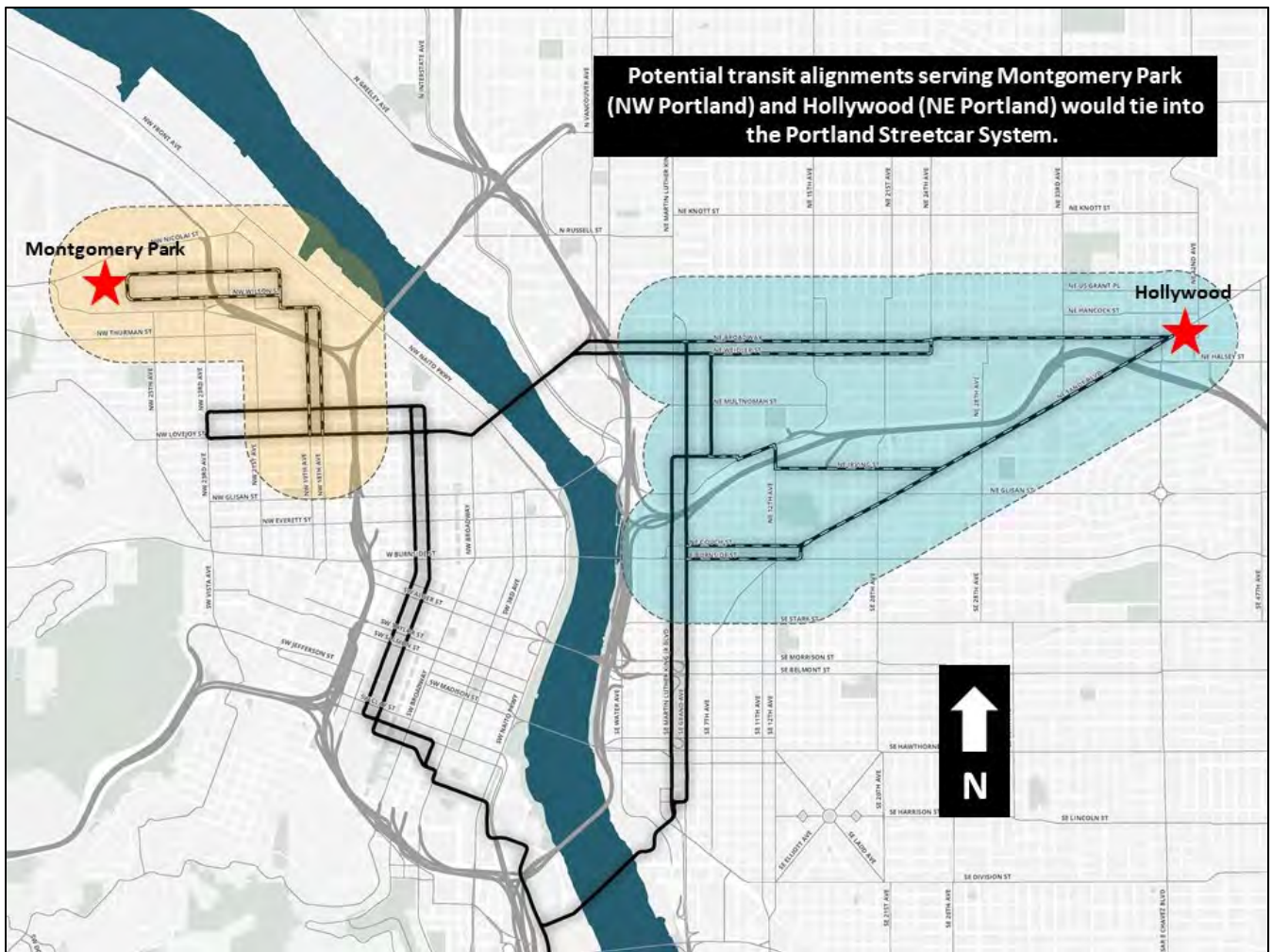
May 2020





## Background

The Montgomery Park to Hollywood Transit and Land Use Development Strategy (MP2H) will study opportunities to create an equitable development plan for transit-oriented districts in NW Portland and NE Portland. The MP2H study will identify land use and urban design, economic development, and opportunities for community benefits possible with a transit-oriented development scenario - including a potential streetcar extension - in these areas. The project will also consider how such opportunities could support the City's racial equity, climate justice, employment and housing goals. The work is funded in part by a Federal Transit Administration (FTA) grant.



## Public Open House #1

A public open house to share information about the project and collect initial public feedback was held on March 2, 2020 at the Metro Regional Center. Staff from BPS, PBOT and Prosper Portland were available to provide information and collect feedback from meeting attendees. Meeting materials included a series of informational board that summarized key existing conditions and outlined project goals. Existing conditions

information can be found in the project Existing Conditions report available on the project website: <https://beta.portland.gov/bps/mp2h>. Project goals are listed below.

### **Planning Goals for MP2H**

- Support Portland’s 2035 Comprehensive Plan and Climate Action Plan goals for improving economic prosperity, human and economic health, equity and resilience, and for reducing carbon emissions.
- Focus growth in centers and corridors with high levels of services and amenities.
- Increase opportunities for employment and housing, particularly middle-wage jobs and affordable housing.
- Improve access to affordable housing, middle-wage jobs, nature and recreation through high quality, reliable, and frequent transit service and other multi-modal options.
- Ensure that under-served and under-represented communities and those potentially most impacted from land use and transportation proposals have an opportunity to meaningfully participate in the planning process, and benefit from project outcomes.
- Advance equitable outcomes by developing community benefits strategies to accompany land use decisions and transportation investments.

### **NW Study Area Objectives:**

- Engage community and stakeholders in development of specific proposals.
- Consider opportunities for transformative place-making in study area.
- Identify specific land use approaches - uses, zoning, design, etc.
- Identify transportation improvements to support land use direction.
- Develop specific land use and transportation implementation proposals.
- Develop specific community benefits approach to offset burdens.
- Hold public hearings with decision-makers to adopt changes and initiate implementation.

### **NE Study Area Objectives:**

- Engage community members in high-level evaluation of options.
- Evaluate land use potential on alternative alignments.
- Consider transportation changes to optimize land use scenarios.
- Evaluate public/private support among alternatives.
- Consider community benefits approaches for future refinement.
- Develop land use concept recommendations for future refinement.
- Hold public hearings with decision-makers to acknowledge future directions.

### **What is in this Document?**

This document contains the public feedback participants shared at the open house or via the virtual open house that was available online through March 23, 2020. Open House attendees were invited to share thoughts and feedback in two primary ways:

- 1) Participants were given a handout with several questions regarding equitable development, sustainability, and issues affecting each of the alignment study areas. This questionnaire was also available online in a virtual open house. Feedback on these questions is captured in this report.
- 2) Participants were asked to share thoughts and feedback about the alignments and issues on maps and notepads at several mapping stations at the event.

The following pages include participants' complete answers to each of the questions posed about the project and the alignments. Feedback from the mapping stations is also included. The comments from meeting and online /virtual workshop participants are *shown in italics*.

Summary themes, culled by staff from comments, are also provided preceding the participants/public comments where appropriate.

## Equitable Development Questions

### Summary Themes:

- Desire for a broad and inclusive mix of land uses, services, housing types and transportation options.
- Housing affordability is a key concern.

### What does an equitable and sustainable neighborhood or district look like to you?

- *A place with lots of housing options (attached and detached, big and small, subsidized and market rate) intermixed with retail and parks. Linked by tree-lined streets comfortable for walking, biking, and accessing transit.*
- *A place where a high density of people of all incomes can thrive.*
- *Mixed use by mixed population. Mixed large and small business owners (not all owned by large businesses). Environmentally and socially sustainable for the long-term.*
- *A neighborhood with a diversity of housing styles and densities are affordable to a wide range of incomes, and one that has "main street" services within walking distance of area residents. In short, a "20-minute Neighborhood."*
- *Mixed housing types and prices, good public transport, useful services.*
- *A racially, ethnically, and economically diverse area that prioritizes walking and biking with excellent access to rapid public transit.*
- *Diverse, walkable, affordable, vital, active, with a variety of housing types, quality housing for all income levels, corner markets, trees and vegetation, modest scale, parks/plazas/public space, locally-owned businesses, low crime, multi-modal transportation options, quality public schools.*
- *An area with a mix of uses and housing types that meet the daily need of residents and employees.*
- *It's a squidgy term, but the city should do more for parks, sidewalks, and public transportation in poorer areas. It should be based on wealth, not race.*
- *These are two completely different concepts. Portland generally has no idea what it is talking about when it spouts platitudes about "equity". Equity in urban development suggests that housing types at a variety of price points are available and that race or other demographic factors, per se, don't limit a person's access to an area they can otherwise afford. It also suggests that during development displacement will not fall most heavily on those with the lowest incomes. The variety of price points, however, cannot be assured everywhere if the market is not to be ruinously over-regulated.*
- *A much better transit system is essential to allow access to employment areas from affordable parts of the city. It is an open question whether expanded streetcar service or other transit improvements are the most effective way to provide for equitable access to employment in the region.*

### What are your greatest equity concerns in the study areas?

- *Rising housing costs: 80%*
- *Loss of Job Opportunity: 40%*
- *Loss of neighborhood businesses: 40%*
- *Change in neighborhood character: 10%*

**Other thoughts:**

- *The increasing number of homeless persons who cannot find permanent housing.*
- *Empty and/or underutilized land.*
- *Lack of access to walkable neighborhoods, i.e. a 10 minute neighborhood.*
- *The infill projects may be destructive to PDX neighborhoods. They certainly were in Albina.*
- *Current eastside residents using their political influence to screw up, delay or otherwise influence the process.*

**What kind of investments & development would you like to see in the future?**

- *More affordable housing: 100%*
- *Affordable commercial space 80%*
- *Opportunity for jobs 70%*
- *Financial tools for development: 20%*

**Other thoughts:**

- *Preservation of single-family housing stock while densifying.*
- *No financial tools for developers. They have been raking off the lions share for decades.*
- *Financial tools for affordable housing investment AND for seismic reinforcement of all types of buildings.*



- *A dense mixed use place, possibly an extension of the Pearl but better. It needs to have lower priced commercial rents - places that are accessible to non-chains.*
- *Job centers with mixed housing (affordable and market). Some public space (plaza, park, pedestrian zones).*
- *A mixed-use residential district similar to The Pearl.*
- *A mix of housing, commercial and even light industrial uses served by frequent service, electrical powered transit, i.e. Streetcar.*
- *Although zones predominantly for high intensity employment, a preferable use of land would also allow for residential and commercial use such as in the Pearl District.*
- *A mix of jobs that will provide good wages well-served by public transit.*
- *Just what you said.*
- *Given the high cost of new residential construction in the Portland metro area, it can almost not avoid being another enclave for high-income residents unless specific steps are taken to subsidize low-to-moderate income housing.*

### **What do you think about the future of industrial-focused land uses in the study area?**

- *Industrial-focused land should be considered for other uses if it's vacant or underused and expected to be vacant or underused for the foreseeable future. Accessible, close-in land is precious and should not be locked into industrial uses.*
- *Industrial stuff can move farther away from downtown. Many of these sites are amazingly underutilized.*
- *Light industrial with low environmental impact is okay.*
- *I envision that north of Nicolai Street industrial would remain the dominant use. I hope, for strategic reasons important state-wide, that the fuel storage infrastructure is abandoned and moved to a location that is less vulnerable catastrophic seismic risk.*
- *Many are already gone...Graphic Arts Center, now a brewery?*
- *I always liked that fact that Bridgeport was smack dab in the middle of the Pearl District...too bad its gone. So, light industrial and office type employment fit well with housing and retail.*
- *I think it's likely that the industrial focus will wane over the next twenty-years or so and will be replaced with a new mixed use neighborhood.*
- *I don't see any reason to change the existing industrial areas which allow a variety of office and manufacturing jobs in a close-in location. We shouldn't be forcing these types of jobs to the suburbs.*
- *I don't understand the question.*
- *Industrial jobs have historically provided decent incomes for people without a college education. I fear that the proposed changes will ultimately drive industry out of this part of Portland, sending those decent working-class jobs with them. As it is, a great many of the people who work in those industrial jobs cannot afford to live in Portland itself and either commute from Vancouver or live in East County.*

### **Where in the study area would you like to see investment or development occur?**

- *Everywhere, unless there's contamination or other issues that raise safety concerns that can't be immediately addressed.*
- *I'd like to see private investment throughout the study area. I don't want to see huge public investments.*
- *South of Nicolai street.*
- *Residential and mixed-employment uses south of Nicolai.*
- *Parking lots throughout the area should have at least 6 if not 10 stories of housing along the proposed Streetcar alignment.*

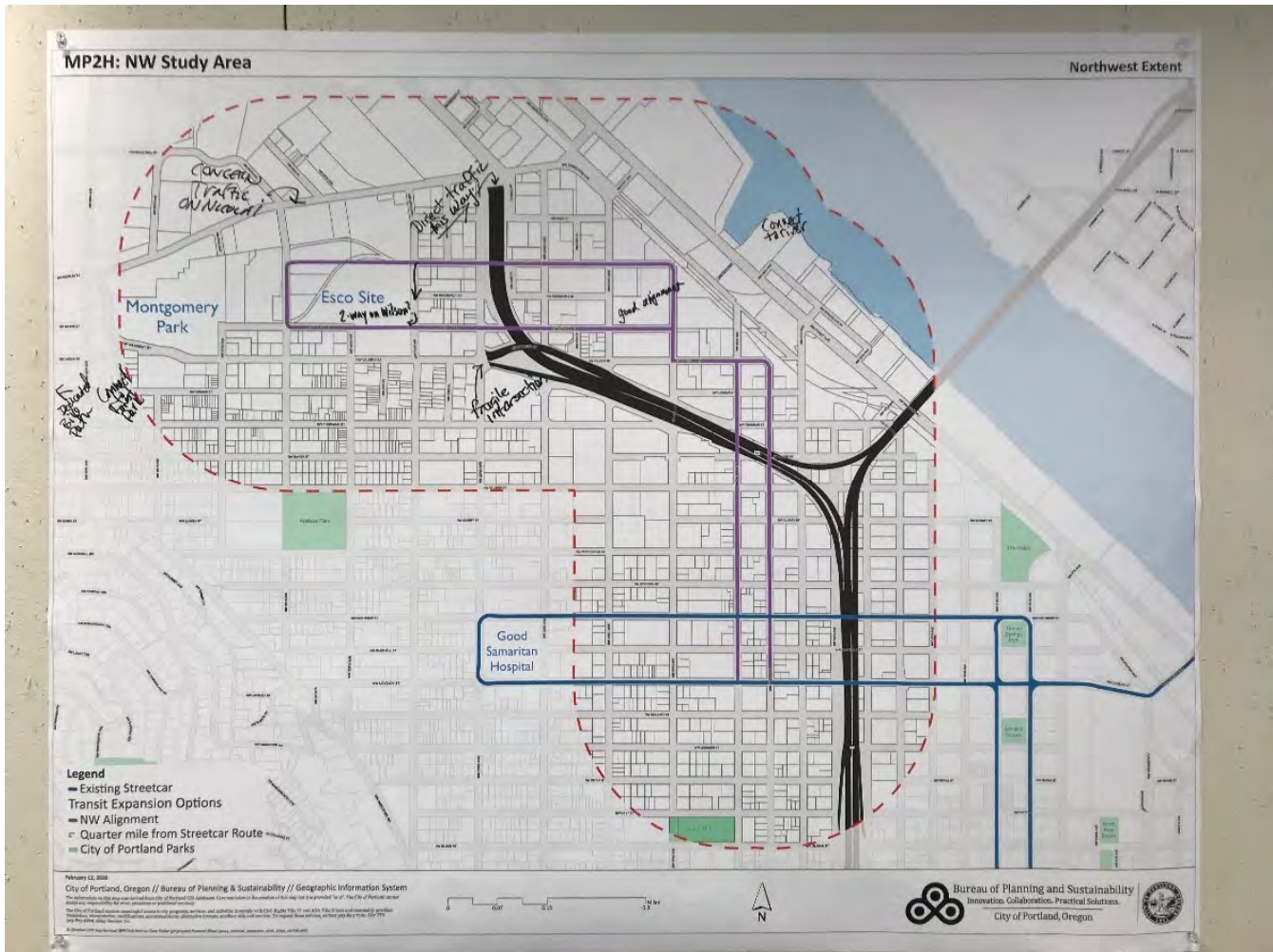
- *Development should be prioritized in areas with access to transit and bike infrastructure. Future development must include enhancements to both transit and bike infrastructure and improving the generally poor walking experience in the area.*
- *Upgrading of streets to serve employees that are currently undeveloped or in poor condition.*
- *If you are talking about buildings, it should happen where developers are willing to do it without handouts from the city.*
- *For one thing, avoid development in the Alphabet Historic District that would jeopardize contributing historic properties. That would push development north along the tracks and towards the Willamette River. Protect Willamette Heights from demolition and redevelopment.*

### **How can transportation improvements support your vision?**

- *Streets need to prioritize walking, biking, and transit to provide affordable, sustainable options to access destinations.*
- *Streetcar could be a catalyst in these areas if coupled by a vision and zoning changes.*
- *Needs to have good connections to other parts of central city business districts.*
- *Streets in the area will need to be redesigned to support multi-modal functions with less emphasis on auto mobility. This is needed not only to support the envisioned higher density but also to reduce carbon emissions. Even if the auto fleet is all-electric, there is not enough capacity in the street network to support car use at today's levels.*
- *No question in my mind that Streetcar is a key catalyst for sustainable, mix used development. For years NE 7th & Holladay had parking even though a MAX stop was right there. Once the eastside Loop alignment was announced, investors planned and built 100s of housing units.*
- *The 15 and 77 provide decent access to the south side of the study area from the east, west, and downtown. There is a lack of access to the North side of the study area from transit and the area is effectively blocked off from the not-great 16 due to railroad tracks. A larger and fundamental problem with development in this area is the lack of a grid and pedestrian infrastructure especially North of Nicolai. The proposed streetcar does nothing to address these problems. The walkshed for the streetcar that includes where one can actually walk and not distance "as the crow flies" as depicted are not that different from the 15, 77, and 16, so it's hard to understand how this would improve transit access.*
- *See above. Good jobs will come to areas that have good infrastructure - transit, biking and walking facilities are needed.*
- *Improved bus service, with lower fares. Not the lousy streetcar- what a boondoggle.*
- *The key is increases in speed and frequency of transit options as well as more and better protected bike routes. Both of these can allow people to live farther from their employment as they seek out more affordable housing. Unfortunately, I don't believe that the Portland metro area has the political will to make the transportation investments required.*



### NW Workshop Map Comments



- Concern traffic on Nicolai
- Dedicated bike path
- Connection to Forest park
- 2 ways on Wilson?
- Direct traffic this way (US 30W)
- Good alignment
- Connect to river

### NW Workshop Notes

- Stay industrial
- Strong demand for industrial, low supply
- MP Slabtown/NWIA
- Slabtown – Park/square/pool
- Bus
- Streetcar

- *Land use transformation to more uses, including housing, office, retail along streetcar*
- *Fewer high paying jobs, inclusive jobs, more minimum wage, low income jobs*
- *Not flexible to growth and change*
- *Slow form of transportation*
- *Money per mile construction*
- *Too slow to build to keep up with modern new forms of transportation*



- *What it is planned for.*
- *Less auto dominated, more pedestrian, transit and bike friendly. More housing, fewer parking lots, slower traffic. Broadway/Weidler from NE 24th to the Broadway Bridge is a racetrack!*
- *Ideally, a lane of traffic should be removed to provide enhanced transit-only access on the Broadway-Weidler couplet. Much of the area remains undeveloped and is focused on vehicular throughput making it a poor corridor for pedestrians and bicyclists.*
- *More vibrant, a medium-scale pedestrian-oriented/walkable commercial/retail district on Broadway including services like clothing stores, food stores, restaurants, post office, library, health centers. Turn Lloyd Center inside-out with storefronts facing public sidewalks to activate the streets and Holladay Park.*
- *More multi-storied multi-family structures along the main streets and within Hollywood with ground-floor retail. Retaining other types of jobs in the areas away from the main transportation corridors.*
- *I don't understand the question, but it will probably be pretty close to what it is now.*
- *I expect that already densely populated south edge of Irvington will be gradually redeveloped as the non-contributing apartment buildings with their poor use of land are replaced under the new rules in Better Housing by Design. Some zoning changes may be required to facilitate that.*
- *Then I'd hope to see the vast wasteland of the Lloyd Center and its parking lots and low-valued car-oriented businesses be redeveloped with much higher housing density and a mix of high-rises and town-home complexes coupled with small pods of retail services and maybe a re-configured Lloyd Mall under a major residential and office complex above it."*

#### **What are the important destinations in the study area or on this corridor?**

- *Your map covers the big ones.*
- *There are a bunch of gigantic but failing nodes like the mall, convention center, etc. However, Hollywood Town center is an important spot and most of the rest could be considered not that important.*
- *Everything along the Broadway strip from river to Hollywood.*
- *Lloyd Center but becoming something else. Maybe a ballpark.*
- *The Rose Quarter event locations, Lloyd Center, local retail, Hollywood Fred Meyer and "downtown Hollywood."*
- *There are many important businesses along the corridor including grocery stores, hardware stores, bars, and restaurants. Hollywood Transit Center is an important transit center, but is stymied by poor land use and access.*
- *Lloyd Center, Regal Cinemas, Broadway businesses, 15th and Broadway, New Seasons, Fred Meyer, Hollywood District, Convention Center, light rail stations, restaurants and bars on Broadway, Holladay Park (eventually), Hollywood Transit Center, Grant High School, Grant Park, Irvington Elementary.*
- *Hollywood can be an even more important center with appropriate development.*
- *A strange question. Important to me isn't important to someone else.*
- *Oddly, the most important destination for a great many people on Broadway is actually downtown employment, as the street provides a spill-over from congestion on I-5. Other destinations are the Hollywood Fred Meyer, the shops in Hollywood and the Broadway corridor shops.*

#### **Where along the corridor would you like to see investment or development occur?**

- *Everywhere--I don't see any reason to exclude areas from consideration for investment and development if this will result in more housing and jobs.*

- *I would like to see private sector development throughout the area, it is centrally located and transit accessible. Current zoning doesn't support this.*
- *Infill where there are now empty or parking lots.*
- *Less commercial. More residential.*
- *Rose Quarter aka Albia Vision with a covered freeway to MLK/Grand, Broadway from 33rd to Hollywood...any everything in between!*
- *I'd like to see investment and development along the entire corridor, especially the development of multi-family housing north of Broadway in Irvington.*
- *Broadway from 33rd to Sandy Blvd.; infill empty lots and parking lots, particularly at intersections as weak development at corners diminishes the urban character of the district; both sides of 21st Avenue between Broadway and Weidler; the block bounded by 9th/10th/Broadway/Weidler; pedestrian crossing improvements all along corridor.*
- *Lots of sites along Sandy are under-developed and/or auto-oriented.*
- *Where it will occur without city handouts.*
- *The poorly utilized land in the Lloyd District is the first area I'd like to see re-developed. The strip between Broadway and Weidler appears to be an opportunity as well. Even with the Irvington Historic District including the north side of Broadway, there are substantial parcels occupied by non-contributing buildings that could be redeveloped consistent with the new 75' high zoning on the west end and 45' heights on the east end.*

#### **How can transportation improvements support your vision?**

- *Streets need to prioritize walking, biking, and transit to provide affordable, sustainable options to access destinations. The Broadway/Weidler couplet is too wide, fast, and loud, and isn't comfortable for walking or biking.*
- *I'm not sure that they will do anything in this area, no matter the route choice.*
- *This corridor really needs a TRANSIT ONLY lane!!!*
- *Streetcar and bus. Bus should have stops for local area service and allow express buses from beyond the district to pass through with a few stops.*
- *Reduce vehicle lanes on Broadway. Dedicated bus lane between Hollywood and the Rose QTR. More emphasis on alternative modes but not a streetcar. There is not enough mixed-use land to finance surface-level fixed guide transit. In addition, it is very difficult to design a fixed-guide connection to the Hollywood Transit Center from this corridor.*
- *Current transit in this corridor looks good on paper...17, 70 and 77 bus lines, but none of them run the entire distance from the Bridge to Hollywood. Frequent, though and electric powered transit can be transformative as it has been elsewhere in Portland.*
- *Removal of a vehicular travel lane for a transit only lane would make the area better for pedestrians and would enhance access for transit. Enhanced transit along such a car-free corridor would provide rapid access between Montgomery Park the Hollywood Transit Center. It would also alleviate the streetcar being stuck in traffic as commonly occurs. Bicycle infrastructure along this corridor is severely deficient and should be upgraded to fully protected lanes along the entire corridor.*
- *It can mitigate air pollution from I-84 by reducing automobile traffic; it will encourage transit-oriented development; it can connect the neighborhood to the rest of the district and the city; it will draw people from the neighborhoods to the corridors.*

- More transit options could make Hollywood more of a destination and connect better to light rail.
- Better bus service, no streetcar expansion. It is a waste of money, and makes up for it by being unreliable.
- Streetcar service on Broadway/Weidler is problematic in promoting development mainly because of the already severe traffic on this couplet. Adding bus frequency, coupled with giving transit priority for traffic lights to speed movement along the corridor might be more cost effective and less disruptive than fixed-guideway streetcar development.

### NE Broadway Workshop Map Comments



- Baseball stadium (Lloyd center)
- Heavy construction here
- Uncouple Broadway + Weidler
- Why a streetcar instead of improved buses?
- Because white middle class people will ride a streetcar not a bus
- High population density will get denser with BHBDD
- Awkward intersection terrible with streetcar

- *Lots of new housing – redevelopable property*
- *Epic center of housing*
- *Monster high-rise apartments*
- *Jobs*
- *CIED*

### **NE Broadway Workshop Notes**

- *None*

## NE Sandy Study Area

This study area is generally zoned for mixed use development. Opportunity for change is focused around/near Civic Corridors (Burnside, Broadway, Sandy). These are important streets which were identified in the 2035 Comprehensive Plan as places that are expected to grow in the future.



### Summary Themes:

- Desire for denser, mid-rise development with a mix of uses.
- Sandy corridor has many opportunity sites and nodes.

### What kind of place do you envision this study area becoming?

- *A place with lots of housing options (attached and detached, big and small, subsidized and market rate) intermixed with retail and parks. Linked by tree-lined streets comfortable for walking, biking, and accessing transit.*



- *A radically different place than it is now. Part of the central city with all the challenges and opportunities that comes with.*
- *Primarily mixed housing and retail/commercial.*
- *The way it is planned.*
- *Sandy Blvd is already converting from auto (and auto sales) dominated "boulevard" to the real thing with new housing and retail opening daily. The 12 frequent service bus line already serves the entire length from Burnside Bridge to Hollywood and could be easily upgraded with better stops, pre-payment, and bus priority as per Division Street project.*
- *I envision Sandy as a bustling commercial and residential corridor filled with mid-rise and mixed use development from Burnside to Hollywood. I envision tree lined streets, sidewalk cafes, a large chain grocery store along Sandy in Kerns, and bustling shops and small businesses.*
- *The Burnside-Couch couplet will become more urban; the Sandy Blvd. corridor will have a more pedestrian feeling with a better balance of street/sidewalk/streetcar infrastructure; the Sandy Blvd. corridor will fill in with mid-scale new buildings including housing and services that will serve all income levels.*
- *See previous answers. Sandy should be the focus of new transit investments. Lots of opportunities.*
- *It could be better if traffic slowed.*
- *In an ideal world Sandy Blvd would become something of a Hawthorne or Mississippi type street with mid-rise multi-use buildings combining residential and retail with a substantial increase in population in the first block on either side of the street.*

#### **What are the important destinations in the study area or on this corridor?**

- *Your map looks pretty good.*
- *Hollywood TC and the Burnside bridgehead assuming it continues to be a dense place.*
- *The entire strip - stops all along the way.*
- *Hollywood Transit Center and neighborhood service hubs at NE 12th, 21st, 28th. Also, the emerging high-density mixed-use developments along NE Halsey, Sandy, and Broadway. The map shows the Hollywood TC in the wrong location.*
- *The Sandy corridor is becoming one long destination.*
- *The important destinations are the end points of the corridor. However, the Pepsi site, 28th Ave., the small restaurants near 24th, the small shops along Sandy are all small, but important draws. Rapid growth near the Burnside-Couch couplet will only grow in importance.*
- *Hollywood District, Benson High School, the commercial/retail strip between 6th and 12th on Burnside, Portland Tennis Center, Providore Fine Foods.*
- *Not enough destinations along the corridor until Hollywood. Could be a lot more interesting with more multi-family development.*
- *How should I know?*
- *Are there any?*

#### **Where along the corridor would you like to see investment or development occur?**

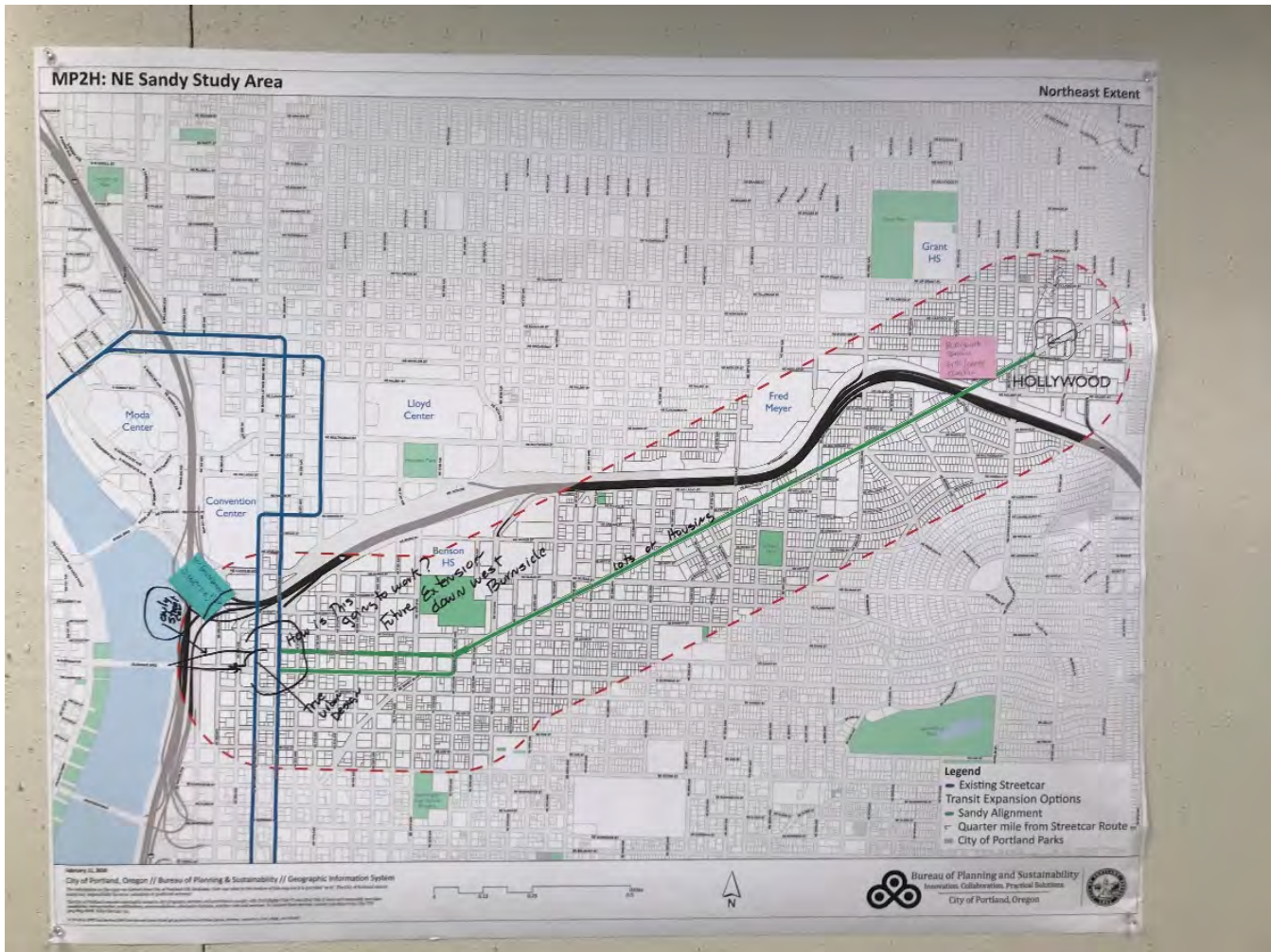
- *Everywhere--I don't see any reason to exclude areas from consideration for investment and development if this will result in more housing and jobs.*
- *Everywhere including several blocks off the main route. current zoning does not support this*
- *Any opportunities along the corridor.*

- *Continued investment in residential and professional service employment to support the emerging service commercial uses.*
- *Anywhere that underutilized property can support housing, both market rate and subsidized.*
- *I would like to see investment and development along the entire length of the corridor. There is ample opportunity for development especially north of Couch and Sandy. Up zone areas for multi-family housing and mixed use development south of Sandy especially those East of 28th. The population of Kerns is growing rapidly, but has not full service grocery store except for Whole Foods at the far east end. A grocery store in the middle of the corridor would address the issue and improve the walkability for much of the corridor.*
- *On Couch; on Sandy on empty and under-developed lots.*
- *See previous answers.*
- *Where it is currently blighted....but no city handouts.*
- *West of 33rd Avenue there are lots of single story, undistinguished buildings that would not be missed as the street is re-developed.*

### **How can transportation improvements support your vision?**

- *Streets need to prioritize walking, biking, and transit to provide affordable, sustainable options to access destinations. Sandy Boulevard is too wide, fast, and loud, and isn't comfortable for walking or biking.*
- *I don't think they will matter that much.*
- *Transit should be focused on local trips and helping express transit pass through. Transit only or transit priority lanes a MUST.*
- *Street-car in this area is more sensible than in the Broadway Corridor because there is more developable land to finance the improvement and because someday the Burnside Bridge will be replaced, which provides the opportunity to connect the streetcar network to downtown. The drawback is that there are existing bus routes on Sandy that would be impacted and surface fixed guide and bikes don't get along very well. Sandy might be a better route for BRT.*
- *Frequent service transit is already contributing to this corridor's development just as the 4 is on Williams/Vancouver and the 2 on Division.*
- *The area is pretty well served by transit, but could use a north-south line such as the proposed Line Y along 20th. An infill Max station at 28th would be ideal and needs to be studied.*
- *See response #11.*
- *See previous answers.*
- *More buses. If you have taken enough money from developers that you feel obligated to build a streetcar, then put it on Sandy, but really, it is a proven failure.*
- *Streetcars with sufficiently frequent service might do the job on this corridor. But I question the proposed service where the Sandy Blvd cars would go through NW and out to Montgomery Park. Does anybody have any idea of how much demand there is for travel on that route? Will the new residents along Sandy Blvd work downtown? If so they need an entirely different concept of the streetcar.*

### NE Sandy Workshop Map Comments



- *Redevelopment opportunity here (NE Broadway between NE 15<sup>th</sup> Ave and NE 22<sup>nd</sup> Ave)*
- *Reduce height (NE Sandy between 33<sup>rd</sup> Ave & 37<sup>th</sup> Ave)*
- *1 lot return to R zone (NE Sandy & 32<sup>nd</sup> Ave & 33<sup>rd</sup> Ave)*
- *How is this going to work? Future extension down west Burnside*
- *True urban design*
- *Lots of housing (NE Sandy)*
- *Blocking traffic, 34<sup>th</sup> and Sandy traffic*
- *Only streetcar*

### NE Sandy Workshop Notes

- *If hearts are set on expanding the slow but expensive streetcar, Sandy is better*



- *More residential and mixed employment. The area between NE 7th and NE 28th south of I-84 reminds me of The Pearl before it became that. It includes lots of low-rise warehouse and light industrial uses with very little SFR. It seems like a good area for redevelopment to higher density mixed use.*
- *Education and employment characterized this option with a mix of housing already in place. Fewer parking lots and more job and residential density.*
- *No different than answer for Sandy.*
- *Mixed-use and multi-family housing along Irving Street, including live-work units and modest-scale office space. Continue the pattern of courtyard-style low-scale housing?*
- *Irving? Really?*
- *Pretty much like it is, except I suspect the city will give handouts to developers and make more high-and medium rise buildings.*
- *This route bypasses some of the most developable parts of Sandy Blvd in favor of a route on Irvington that doesn't strike me as particularly good for new development. Further the stretch of Irving from the I-5 on-ramp to the bridge over I-5 is notoriously congested, and there is little room on either side for new development.*

#### **What are the important destinations in the study area or on this corridor?**

- *Honestly, there aren't really any except Hollywood town center.*
- *Lloyd district and Sandy Blvd.*
- *Metro/Convention Center, South Lloyd District, Benson Tech H.S./Buckman Field, NE 28th/Sandy, NE 33rd/Sandy, Hollywood Transit Center and high-density mixed use development along NE Halsey and the Hollywood District.*
- *Benson High School, the old Jantzen properties.*
- *No different than answer for Sandy except for the inclusion of offices in Lloyd District.*
- *Convention Center; office buildings (and future apartment buildings) between Grand and 12th Avenue; Hollywood District; Jantzen development.*
- *No clear idea of what is on Irving now or why it's a destination.*
- *Strange question.*
- *Probably Benson High School, plus whatever is currently drawing interest along Sandy Blvd.*

#### **Where along the corridor would you like to see investment or development occur?**

- *Everywhere--I don't see any reason to exclude areas from consideration for investment and development if this will result in more housing and jobs.*
- *Everywhere, current zoning mostly supports this.*
- *Primarily along Sandy. Not sure how Irving St should/could be developed. If there were redevelopment along Irving, it would probably be dramatic changes.*
- *More residential mixed use south of I-84.*
- *Parking lots and other underutilized property.*
- *Same as Sandy answer.*
- *Burnside, Sandy, Hollywood.*
- *Where it will occur without a handout, and maintain the architectural delight of Sullivan's Gulch and Irvington.*
- *See above.*

**How can transportation improvements support your vision?**

- *Streets need to prioritize walking, biking, and transit to provide affordable, sustainable options to access destinations. Sandy Boulevard is too wide, fast, and loud, and isn't comfortable for walking or biking.*
- *This will not be the catalyst. we need to motivate the private sector in other ways.*
- *Supporting local trips from 7th to Sandy, and then mixed of local and express transit along Sandy. 12th St bridge could be a choke point and would need transit priority.*
- *A streetcar line up Lloyd Blvd, crossing I-84 at 12th Street and then up Irving to Sandy makes a lot of sense because it would not conflict with existing bus routes, abuts land that is prime for redevelopment, and serves lots of land that can finance the improvement. It also links the Convention and Lloyd district to the Hollywood Transit Center more directly than the other options. It would not require as much modification to major streets nor be perceived as threatening to existing SFR neighborhoods.*
- *The western end of this option has no transit service; maybe the 19 bus should continue west from 24th & Sandy along NE Irving to 12th to fill this service gap. The suggested Streetcar alignment would require a new 12th Avenue bridge...costly...and would mix with traffic heading for I-84 along Irving...already a real mess.*
- *A Max infill station at 28th could help improve transit access. Bicycle infrastructure could be upgraded to include better connections to the 7th Ave. bridge over I-84 and improved north-south corridors. Traffic in the neighborhood would be improved by removing the on-ramp to I-84.*
- *Not sure why Irving is included or what it needs.*
- *More Buses. Definitely no streetcar. They are slow, expensive, and unreliable.*
- *I don't see transport improvements doing much for this alternative.*
- *You also need to take another look at your Irving Street route and how it might be affected by the proposal to put MAX in a tunnel starting near the Lloyd Center.*
- *Finally, even though development, not mobility, is your real goal in this exercise, I'd like to see you pay much more attention to how the streetcar service works in conjunction with MAX and TriMet bus service than you have in prior iterations.*

## NE Irving Workshop Map Comments



- 1 lot return to R zone (NE Sandy & 32<sup>nd</sup> Ave & 33<sup>rd</sup> Ave)
- Reduction of height (NE Sandy between 33<sup>rd</sup> Ave & 37<sup>th</sup> Ave)
- New bridge in construction (I-84 and 7<sup>th</sup> Ave)
- Bridge capacity
- Will require new bridge (Over I-84 near NE 11<sup>th</sup> Ave)
- Major congestion I-84 on ramp
- Great opportunity for maintenance class (Benson HS)
- Major congestion (NE Irving & 24<sup>th</sup> Ave)
- AM flow

## NE Irving Workshop Notes

- Why a streetcar? They are slow, unreliable and inflexible. Why not present other options, such as better bus service?
- Streetcar drives development, White middle-class people won't ride the bus

## Is there anything else we should know as we continue to study these four corridors?

- *Please allow and encourage lots of housing and transportation options in all these areas. Thank you!*
- *Be smart. Don't invest on the East side without a real plan & the zoning to make it work. The NW plan is a slam dunk to the point that it should be LID funded and not need a subsidy.*
- *Don't build a streetcar on Broadway. It is the worst of the four corridors because it has such limited cost-recovery and has the greatest impact on existing SFR neighborhoods.*
- *Re 2035 Plan, elevate Carbon reduction to the top of the list.*
- *Note that Mont. Park is only blocks from Forest Park, and an E/W Streetcar line would put it one ride from much of inner NE and NW.*
- *The suggested eastside alignments using Sandy to Hollywood would involve some out of direction for riders simply wanting to get to Hollywood or the Rose Quarter and beyond.*
- *NE Broadway/Weidler from the Bridge to NE 24 has excess auto capacity, excessive speeds and is badly in need of calming. Streetcar AND a protected bike facility could convert them to the retail friendly corridor this part of town has needed for decades.*
- *Note on the NE demographic map that the two blocks north of Broadway for most of its length is dominated by affordable rental property, which the "2" rating fails to capture.*
- *Broadway/Wielder has seen a number of higher density projects in the last decade, but has failed to continue in that direction, due in large part to the wide, fast, busy streets.*
- *I'd love to see improved headways on existing streetcar lines before exploring any expansion. More often than not, when I'm in a position to use it, I end up walking because the wait and travel times are not worth the cost. I see no reason to expand the streetcar to Montgomery Park until the street grid is fixed as the walkshed is nearly the same as that currently provided by existing bus service. The streetcar alignment on the east side duplicates existing bus service with no clear improvement in transit access. A better project would be to provide bus-only lanes, queue jumps, etc. through the corridors. An actual train project that would improve access to transit would be an infill Max station at 28th especially considering the development of the Pepsi site.*
- *Direct connections between the westside and east side in the upper areas are limited and could be improved. Currently the #20 bus is the only good option.*
- *Why are you pushing the streetcar? It has been proven a failure. Explaining the streetcar push will give you credibility. Right now you look like you are in the pockets of the folks who stand to profit from streetcar construction. (Not from streetcar availability...interest in running the streetcar efficiently (if that is possible) disappear after the construction dollars are spent.*
- *Review the several "Better Broadway" studies that attempted to make the Broadway commercial strip more appealing for pedestrian-oriented businesses. Some of these considered a streetcar option, but most generally explored slowing traffic on Broadway, which would be antithetical to successful streetcar operations.*





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**For more information about the Montgomery Park to Hollywood study, visit the web: <https://www.portland.gov/bps/mp2h>**

This report was produced by City of Portland project team with contributions from the consultant team.

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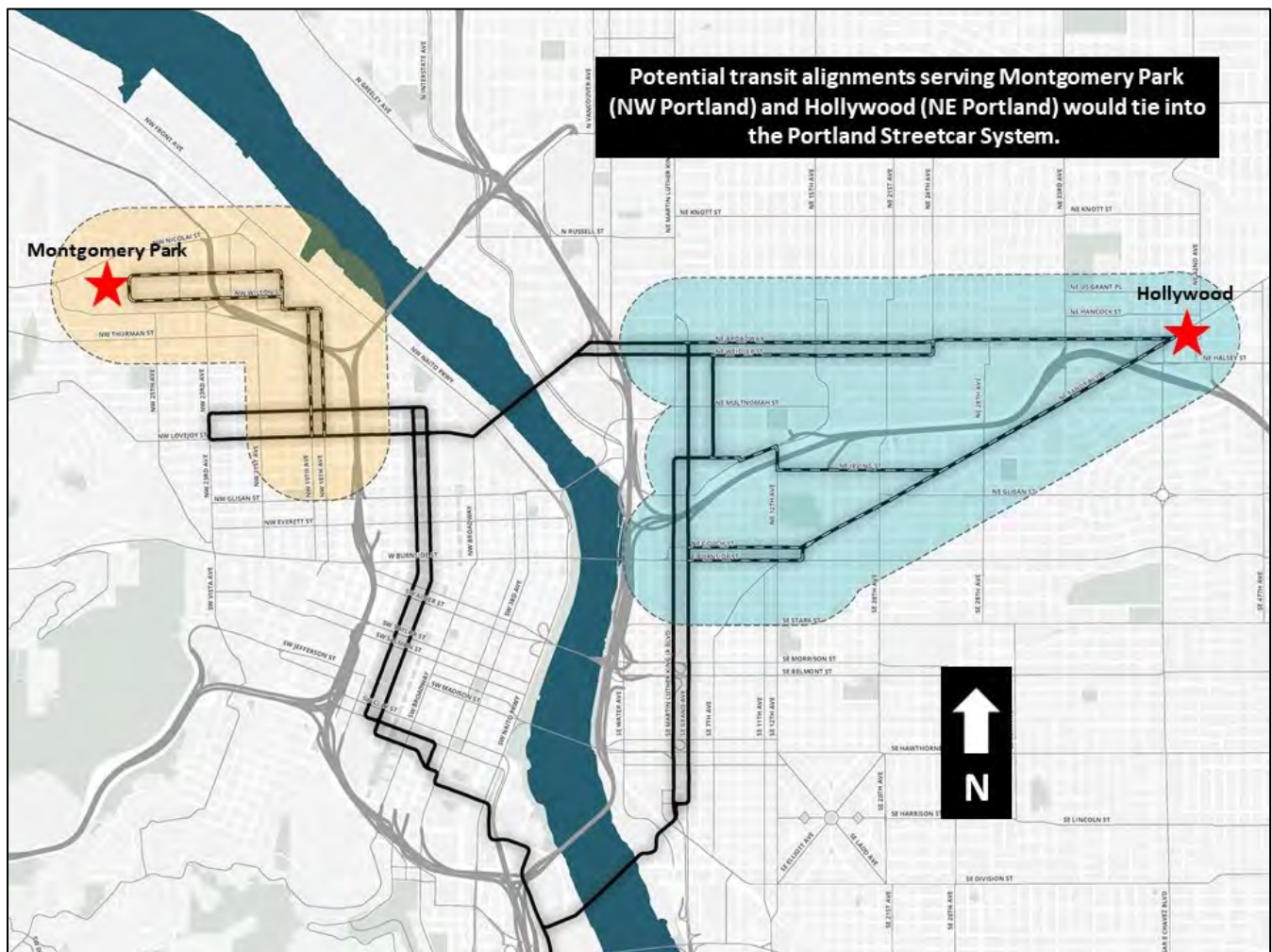
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This report captures public feedback in response to a Montgomery Park to Hollywood Land Use Development Strategy (MP2H) Virtual Open House held during Summer 2020. The open house and survey were designed to capture public preferences for Northwest Portland land use development scenarios and Northeast Portland alignment alternatives currently being studied. This was the second public open house of the project; the first open house was held in March 2020.

### Background

The Montgomery Park to Hollywood Transit and Land Use Development Strategy (MP2H) will study opportunities to create an equitable development plan for transit-oriented districts in Northwest Portland and Northeast Portland. The MP2H study will identify land use and urban design, economic development, and opportunities for community benefits possible with a transit-oriented development scenario - including a potential streetcar extension - in these areas. The project will also consider how such opportunities could support the City’s racial equity, climate justice, employment and housing goals. The work is funded in part by a Federal Transit Administration (FTA) grant.



## Project Goals and Objectives

The following goals and objectives were developed for the project in early 2020.

### Planning Goals for MP2H

- Support Portland's 2035 Comprehensive Plan and Climate Action Plan goals for improving economic prosperity, human and economic health, equity and resilience, and for reducing carbon emissions.
- Focus growth in centers and corridors with high levels of services and amenities.
- Increase opportunities for employment and housing, particularly middle-wage jobs and affordable housing.
- Improve access to affordable housing, middle-wage jobs, nature and recreation through high quality, reliable, and frequent transit service and other multi-modal options.
- Ensure that under-served and under-represented communities and those potentially most impacted from land use and transportation proposals have an opportunity to meaningfully participate in the planning process, and benefit from project outcomes.
- Advance equitable outcomes by developing community benefits strategies to accompany land use decisions and transportation investments.

### Northwest Study Area Objectives:

- Engage community and stakeholders in development of specific proposals.
- Consider opportunities for transformative place-making in study area.
- Identify specific land use approaches - uses, zoning, design, etc.
- Identify transportation improvements to support land use direction.
- Develop specific land use and transportation implementation proposals.
- Develop specific community benefits approach to offset burdens.
- Hold public hearings with decision-makers to adopt changes and initiate implementation.

### Northeast Study Area Objectives:

- Engage community members in high-level evaluation of options.
- Evaluate land use potential on alternative alignments.
- Consider transportation changes to optimize land use scenarios.
- Evaluate public/private support among alternatives.
- Consider community benefits approaches for future refinement.
- Develop land use concept recommendations for future refinement.
- Hold public hearings with decision-makers to acknowledge future directions.

## Urban Design Concepts

As part of the MP2H Study, Urban Design Concept (UDC) descriptions and diagrams were developed for both Northwest Portland and Northeast Portland. These concepts depicted alternative land use development scenarios to support a transit investment or streetcar extension to Montgomery Park in Northwest Portland, and

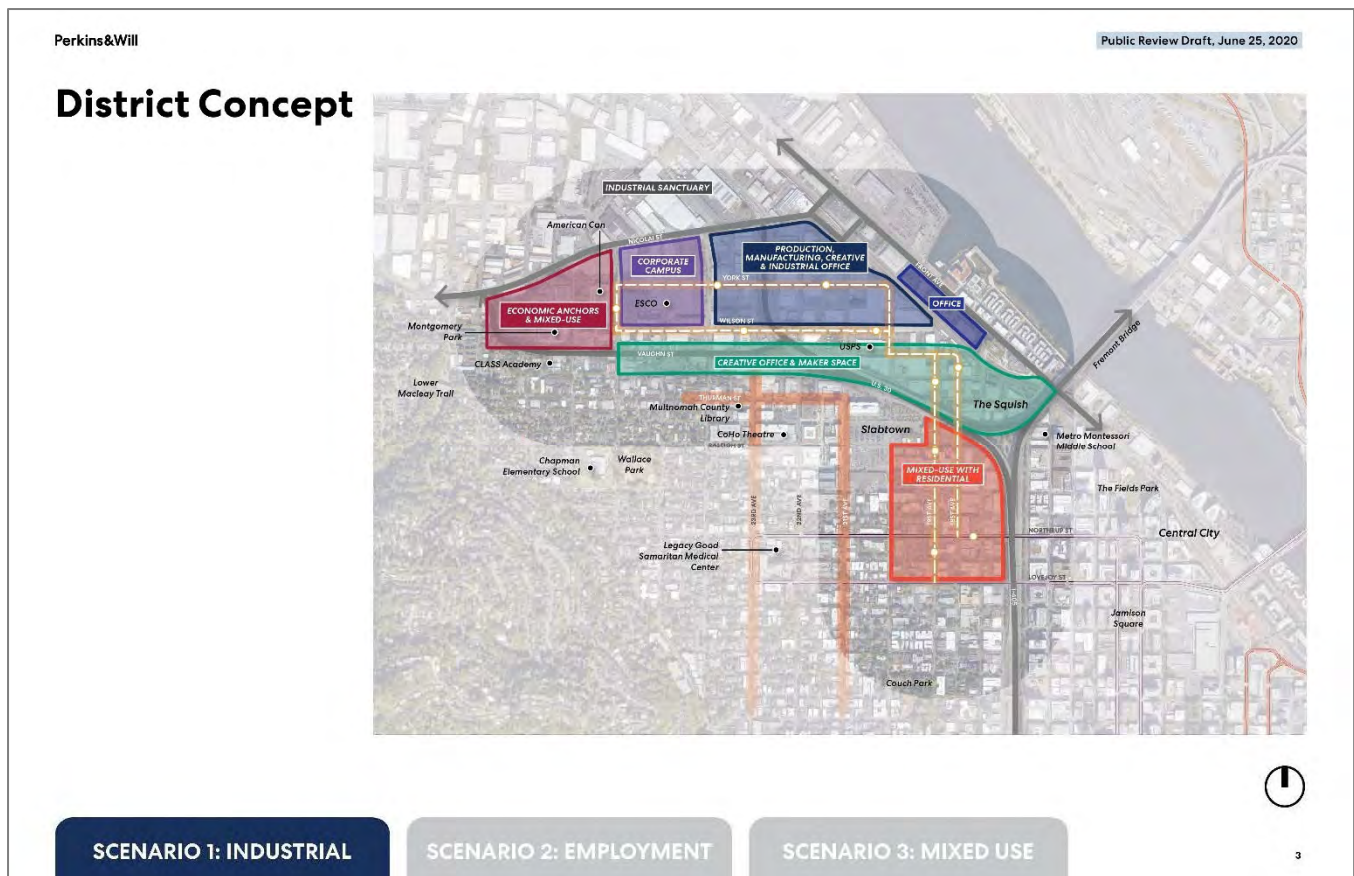
alternative alignment options for a streetcar extension to Hollywood in Northeast Portland. These were shared with the public in a virtual open house in July and August 2020.

### Northwest Portland

For Northwest Portland, the project will explore extending the Portland Streetcar or other high-quality transit service to Montgomery Park, linking the streetcar system to an under-served area of Northwest Portland and a neighborhood that is growing and changing. The study will consider options for changes in land use and transportation to support a significant transit investment. The UDC focused on three alternative land use development scenarios.

### Scenario 1, Enhanced Industrial

Scenario 1 focuses on opportunities to create jobs in the Northwest Portland portion of the study area, and maintains and builds upon the area’s industrial heritage.



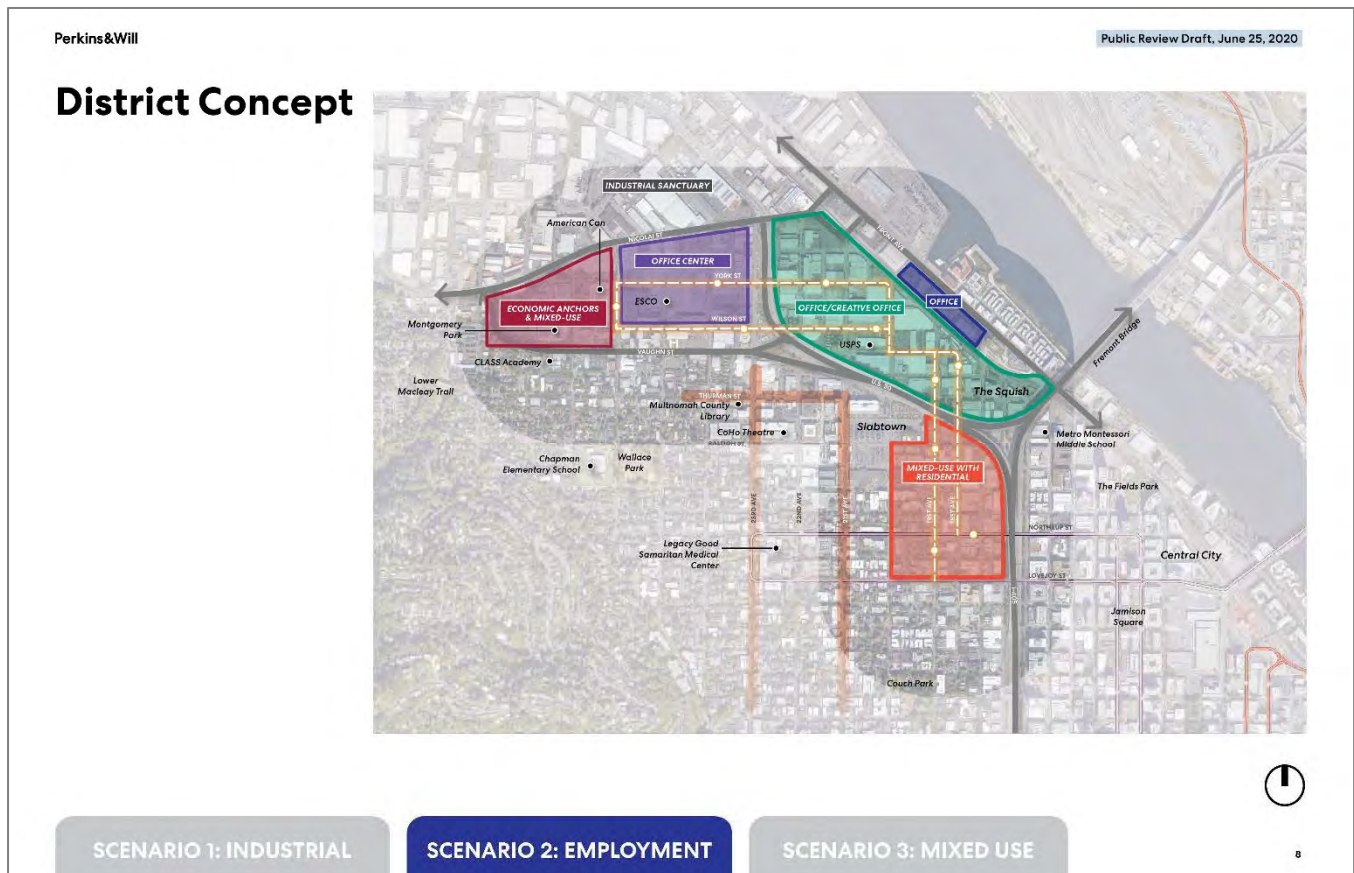
Much of this area, particularly south of Nicolai Street and east of the former ESCO site, is currently zoned for General Industrial uses. This scenario complies with industrial land preservation policies by retaining much of the existing industrial zoning in that area, but it would permit a slightly broader range of uses, including creative and industrial office uses. This is similar to the approach used in the industrially-zoned areas of Portland’s Central Eastside, in the Central City.

**Highlights**

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

**Scenario 2, Employment**

Scenario 2 focuses on opportunities to broaden the range of jobs and types of employment in the Northwest Portland portion of the study area.



This scenario allows the continuation of many of the area’s industrial uses, but would allow for development of more intense office and institutional uses over time. Much of the area, particularly south of Nicolai Street and east of the former ESCO site is currently zoned for General Industrial uses. This scenario would change much of that industrial zoning to an ‘Employment’ designation to allow a broader range of employment uses, including



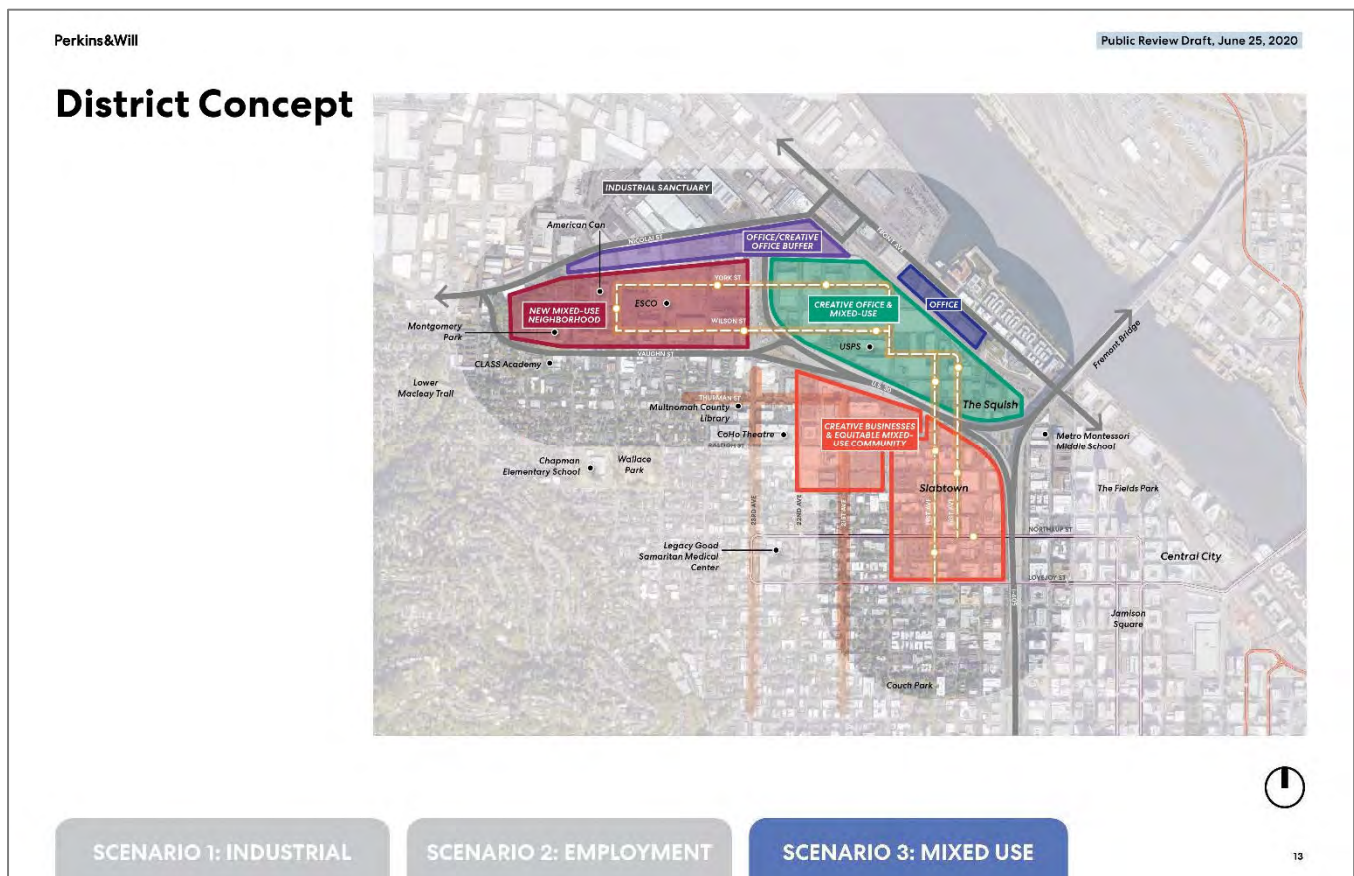
offices for a full range of uses including legal services, finance, real estate, and others, and institutional uses such as schools/colleges, and medical centers.

**Highlights**

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

**Scenario 3, Mixed Use**

Scenario 3 envisions a transformation of the Northwest Portland portion of the study area into a complete community with housing, employment and commercial uses.



This scenario allows the continuation of many of the area's industrial uses, but would allow for development of residential mixed-use buildings over time. Much of the area, particularly south of Nicolai Street and east of the former ESCO site is currently zoned for General Industrial uses. This scenario would change much of that industrial zoning to a designation that facilitates mixed-use development and housing. 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 office/creative office buffer restricts housing and maintains compatibility with the industrial areas to the north.

**Highlights**

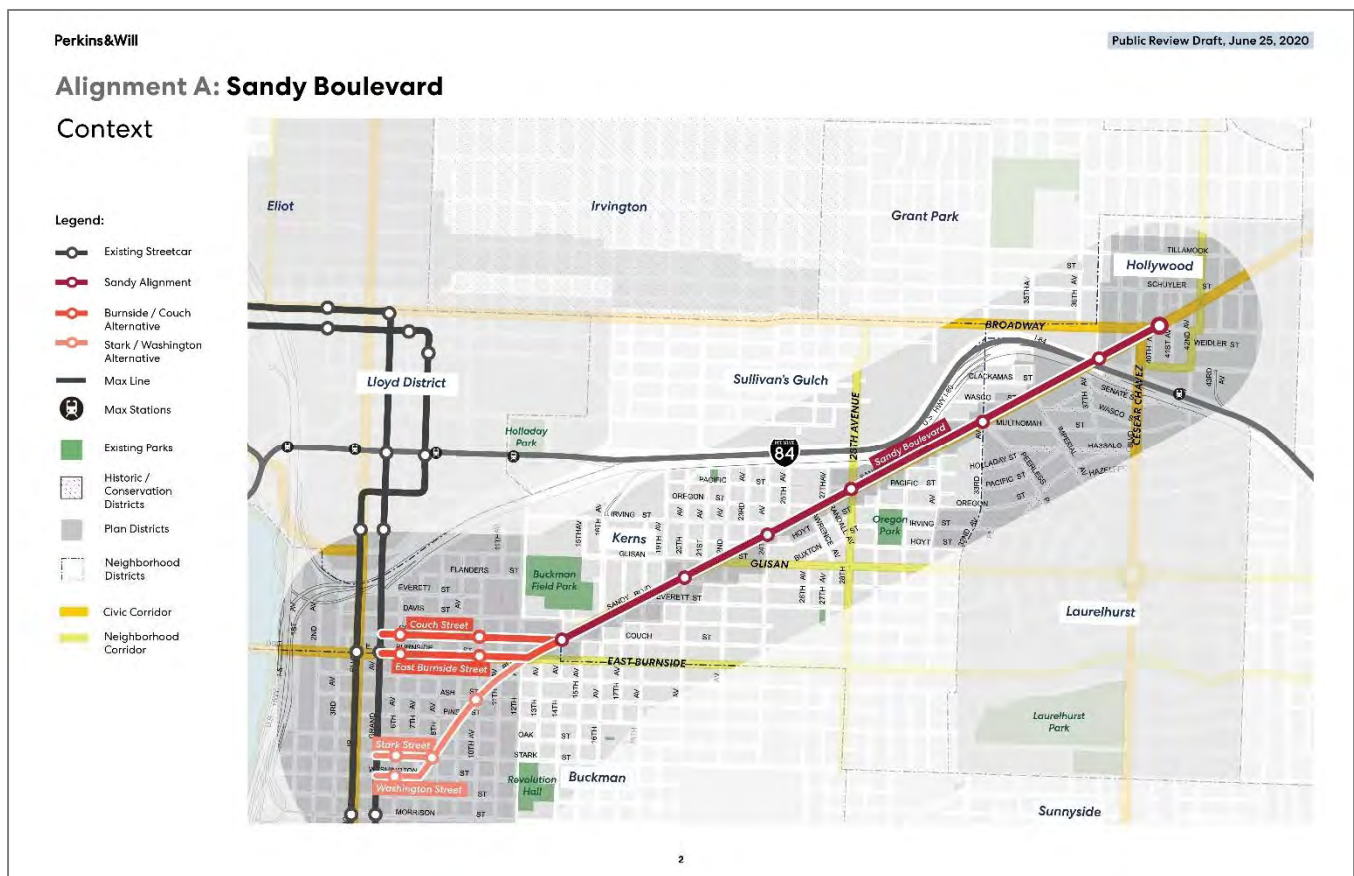
1. Creates a vibrant mixed use district supported by strong employment anchors, mixed housing, and neighborhood retails.
2. Plans for affordable housing for low-income Portlanders in a highly desirable area with existing and planned amenities.
3. Adds a variety of community facilities that anchor Roosevelt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

### Northeast Portland

For Northeast Portland, the project will explore the feasibility to extend Portland Streetcar to the Hollywood District along three alternate street alignments. A streetcar line to Hollywood is viewed as a long-term possibility – in the 10-15 year time horizon. The main goal of the MP2H study on the eastside is to identify a preferred alignment for future study and more detailed planning. The alternatives for review include information on nearby land uses, transportation, and opportunities for future development. For Northeast Portland, the UDC focused on three alignment alternatives.

### Alignment A, Sandy Boulevard

This alignment has two potential connection points to the existing streetcar system, at Burnside/Couch Street or at Washington/Stark Street. The streetcar would then operate on Sandy Boulevard to reach the Hollywood Town Center.



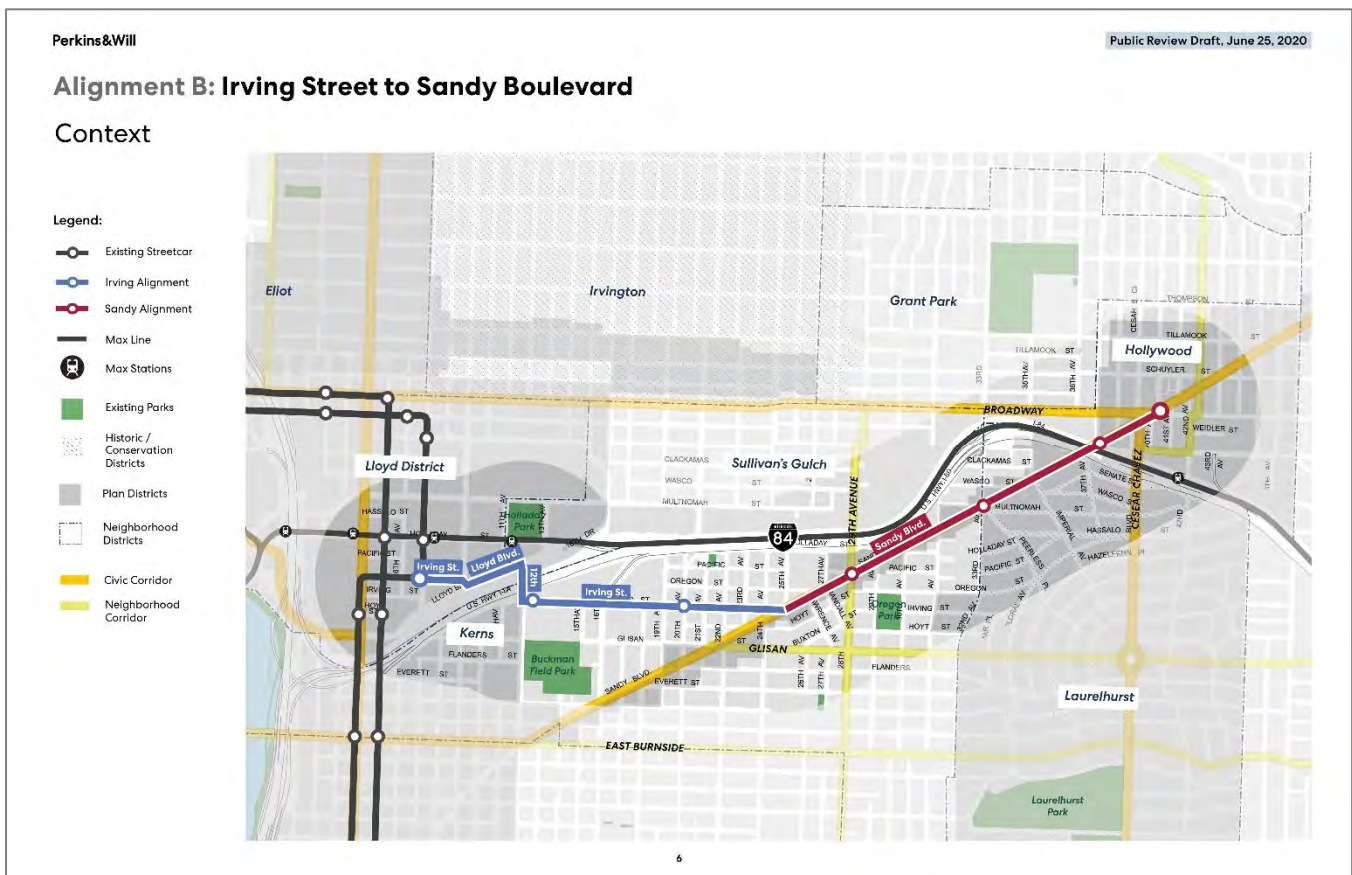
### Highlights

1. Streetcar would travel along Sandy Boulevard to reach the Hollywood Town Center.
2. Features two potential connection points to the existing streetcar system: at Burnside/Couch Street or at Washington/Stark Street
3. Connects to existing transportation infrastructure, including MAX at Hollywood, and bus lines at MLK/Grand; 11<sup>th</sup>/12<sup>th</sup>; Glisan; and Cesar Chavez/Hollywood.

4. The route is generally supported by medium density commercial/mixed use and multi-dwelling residential land use designations.
5. Future development opportunity sites include: Burnside Bridgehead; Bakery Blocks (Franz); 21<sup>st</sup> Avenue Bridgehead; Pepsi Blocks; Fred Meyer area; North Laurelhurst (north of Sandy); and Hollywood Portal (NE Broadway area).
6. Potential development limitations include Laurelhurst historic district and some nearby industrially-zoned properties.

**Alignment B, Irving Street to Sandy**

This alignment ties into the existing streetcar system at Martin Luther King Blvd and Oregon or Irving St. The streetcar would then cross I-84 on the 12th St bridge, operating on Irving St until it reaches Sandy Blvd. At Sandy, the streetcar would travel west to the Hollywood Town Center.



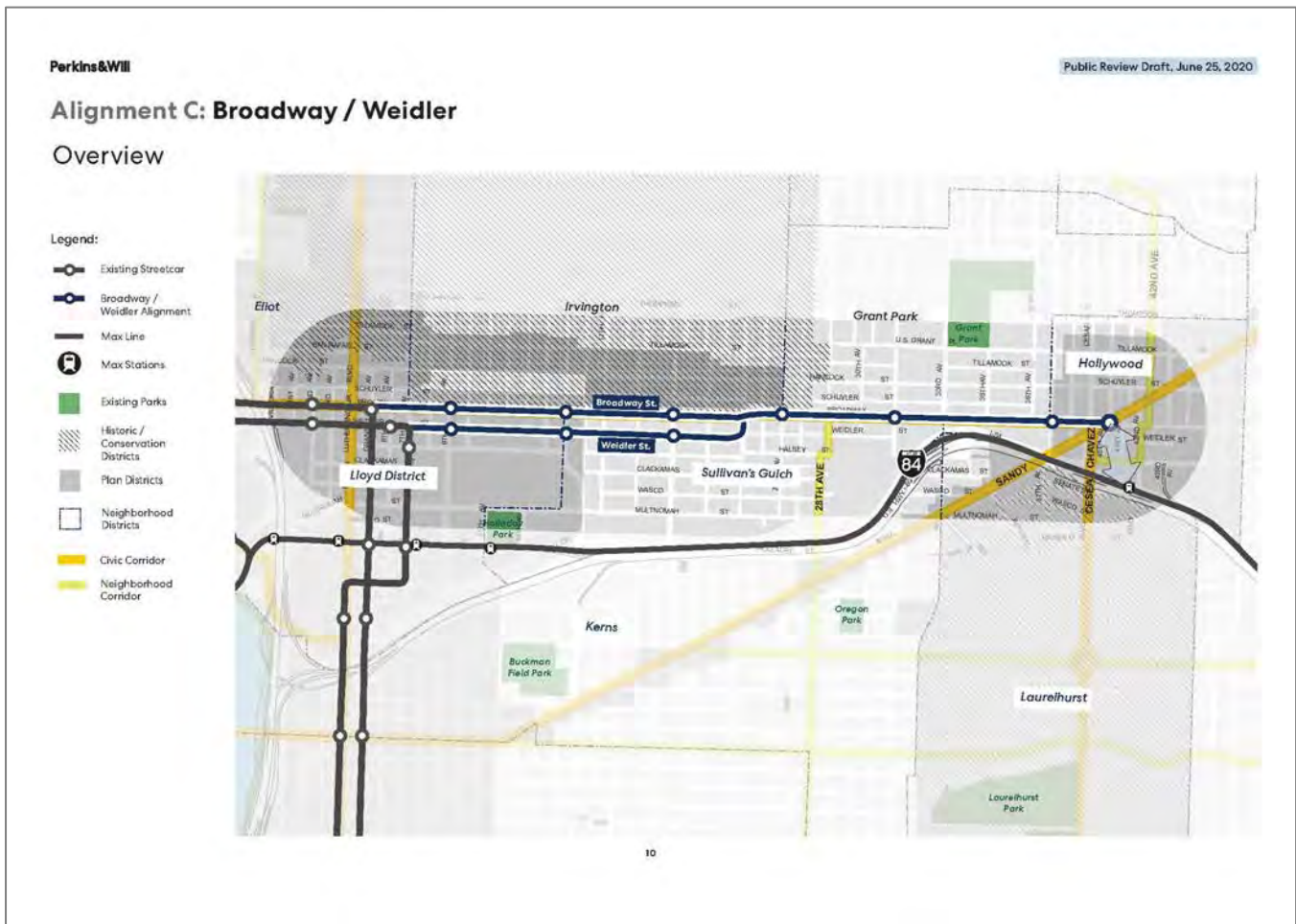
**Highlights**

1. Ties into the existing streetcar system at Martin Luther King Boulevard and Oregon or Irving Street. The streetcar would then cross I-84 on the 12<sup>th</sup> street bridge, operating on Irving Street until it reaches Sandy Boulevard.
2. Connects to existing transportation infrastructure, including MAX at NE 11<sup>th</sup> and Hollywood, and bus lines at MLK/Grand; 11<sup>th</sup>/12<sup>th</sup>; Glisan; and Cesar Chavez/Hollywood.
3. The route is generally supported by medium density commercial/mixed use and multi-dwelling residential land use designations.

4. Future development opportunity sites include: Lloyd Center area; Bakery Blocks (Franz); 21<sup>st</sup> Avenue Bridgehead; Pepsi Blocks; Fred Meyer area; North Laurelhurst (north of Sandy); and Hollywood Portal (NE Broadway area).
5. Potential development limitations include Laurelhurst historic district and some nearby industrially-zoned properties.

**Alignment C, NE Broadway/Weidler**

This alignment ties into the existing streetcar system at Martin Luther King Jr. Blvd and Grand Avenue. The streetcar would then operate on the Broadway/Weidler couplet until NE 24<sup>th</sup> where the streetcar would operate two-way on Broadway to reach the Hollywood Town Center.



**Highlights**

1. Ties into the existing streetcar system at Martin Luther King Jr. Blvd and Grand Avenue. The streetcar would then operate on the Broadway/Weidler couplet until NE 24<sup>th</sup> where the streetcar would operate two-way on Broadway to reach the Hollywood Town Center.
2. Connects to existing transportation infrastructure, including MAX at MLK/Grand and Hollywood, and bus lines at MLK/Grand; 11<sup>th</sup>/12<sup>th</sup>; 33<sup>rd</sup>, and Cesar Chavez/Hollywood.

3. The route is generally supported by medium to high density commercial/mixed use and multi-dwelling residential land use designations.
4. Future development opportunity sites include: Lloyd Center area; Fred Meyer area; North Laurelhurst (north of Sandy); and Hollywood Portal (NE Broadway area).
5. Potential development limitations include the Irvington historic district and low-density single-dwelling areas in Grant Park.

## Virtual Open House and Information Sessions

A virtual public open house to share information about the Northwest Development Scenarios and Northeast Alignment Alternatives was posted on the Bureau of Planning and Sustainability's web page from July 3, 2020 to August 9, 2020. Below are descriptions and links to the online open houses.

### Northwest Open House

<https://www.portland.gov/bps/mp2h/mp2h-northwest-portland-urban-design-concept-virtual-open-house>

Three future Urban Design Concept Development Scenarios for the Northwest study area were presented for review and feedback. These scenarios illustrate different land use and development futures for this part of Northwest Portland, and each scenario could be served by a new transit investment, including streetcar, along the proposed transit alignment. All three scenarios are intended to support Portland's 2035 Comprehensive Plan and Climate Action Plan goals for improving economic prosperity, human and economic health, equity and resilience, and for reducing carbon emissions. Each scenario accomplishes this in different ways. The scenario pages include maps, images, and descriptions to highlight the features of each scenario and show how they are different.

### Northeast Open House

<https://www.portland.gov/bps/mp2h/mp2h-northeast-portland-urban-design-concept-virtual-open-house>

Three future Alignment Alternatives for the Northeast study area were presented for review and feedback. These alignments illustrate alternate ways to provide streetcar access to the Hollywood Town Center, and each alignment would serve existing land uses and populations along the alignment. In addition, each alignment and related transit investment has the possibility to catalyze future development along the line and on several key 'opportunity sites' identified in the alignment maps. These privately owned sites may be future opportunities for supportive development. All three alignments are intended to support Portland's 2035 Comprehensive Plan and Climate Action Plan goals for improving economic prosperity, human and economic health, equity and resilience, and for reducing carbon emissions. Each alternative alignment accomplishes this in different ways. Each alignment includes maps, images, and descriptions to highlight the features of each scenario and show how they are different.

In addition, Information Sessions on the Urban Design Concept Northwest Portland Development Scenarios and Northeast Portland Alignment Alternatives were held on July 15, 2020 (NW) and July 16, 2020 (NE). The information sessions were Zoom meetings hosted by project staff to share detailed information about the scenarios and alternatives and to provide an opportunity for community members to ask questions of staff about the work and ideas. A total of 32 community members registered for the Northwest study area session and 30 registered for the Northeast session.

## Survey Highlights

The following are some key takeaway findings from responses to the online surveys and information sessions. Overall, a variety of opinions were expressed about the merits of alternate land use scenarios in Northwest Portland and alignment alternatives in Northeast Portland. In response to survey questions, scenario or alignment preferences were expressed, but these were generally tempered by comments expressing support for other alternatives. A complete record of survey responses is included in the appendix.

### Northwest Portland Development Scenarios

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

#### *Scenario 1: Enhanced Industrial*

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

#### *Scenario 2: Employment*

- Respondents were evenly divided in support of an employment scenario with institutional uses.
- More people believe that a transit investment is compatible with employment, and there was a higher level of agreement for this than in the industrial scenario.
- Preference was expressed for buildings less than 7 stories; next highest preference was 20+ stories.
- Strong support for creating a ped/bicycle-oriented street on Roosevelt.

#### *Scenario 3: Mixed Use*

- Respondents were more likely to agree with the mixed-use scenario than disagree, with stronger agreement amongst respondents than the other scenarios.
- Strong agreement on transit compatibility with this scenario.
- Preference was expressed for buildings less than 7 stories; next highest preference was 20+ stories.
- Stronger preference for breaking up/creating street grid on ESCO site under this scenario than others.
- Strong support for a pedestrian/bicycle bridge over HWY 30.

### Northwest Portland Alignment Alternatives

- A total of 121 surveys were completed for the Northeast study area.
- Overall, stronger preference expressed for the Sandy Boulevard alignment.
- Questions about expense and usefulness of streetcar vs. other transit options, and concerns about traffic and parking issues on alignments.
- Further consideration of location of terminus in Hollywood is needed.

***Sandy Boulevard***

- Sandy alignment was favored by the largest number of respondents.
- Support for streetcar was expressed, but some respondents thought the corridor could be well served by buses.
- Concern was expressed about rising housing values/prices and displacement of small businesses.
- Respondents generally supported zoning changes to support development near the alignment, but others were concerned about the type of new development currently occurring and expected in the future.

***Irving to Sandy Boulevard***

- Irving to Sandy was the least preferred by respondents among alignment alternatives.
- Many respondents did not see the value in this line, as it was not clear what land uses it would serve that would not also be served by Sandy alignment.
- Concerns about traffic congestion on local streets, NE 12<sup>th</sup> Avenue bridge issues, and potential conflicts with I-84 freeway on-ramps.

***Broadway/Weidler***

- Broadway/Weidler alignment was second most favored among respondents.
- Some felt this alignment could take advantage of development opportunity in the Lloyd District; others discussed development limitations along the alignment.
- Many expressed safety and other concerns about the existing condition on Broadway and the Broadway/Weidler couplet.

**Complete Survey Responses**

The Appendix contains the complete public feedback participants shared via an online survey for the virtual open house that was available online from July 2, 2020 to August 9, 2020. The section is divided into two parts: Northwest Open House Surveys and Northeast Open House Surveys. Both surveys included a number of multiple choice responses to a series of questions, as well as responses to open-ended questions.



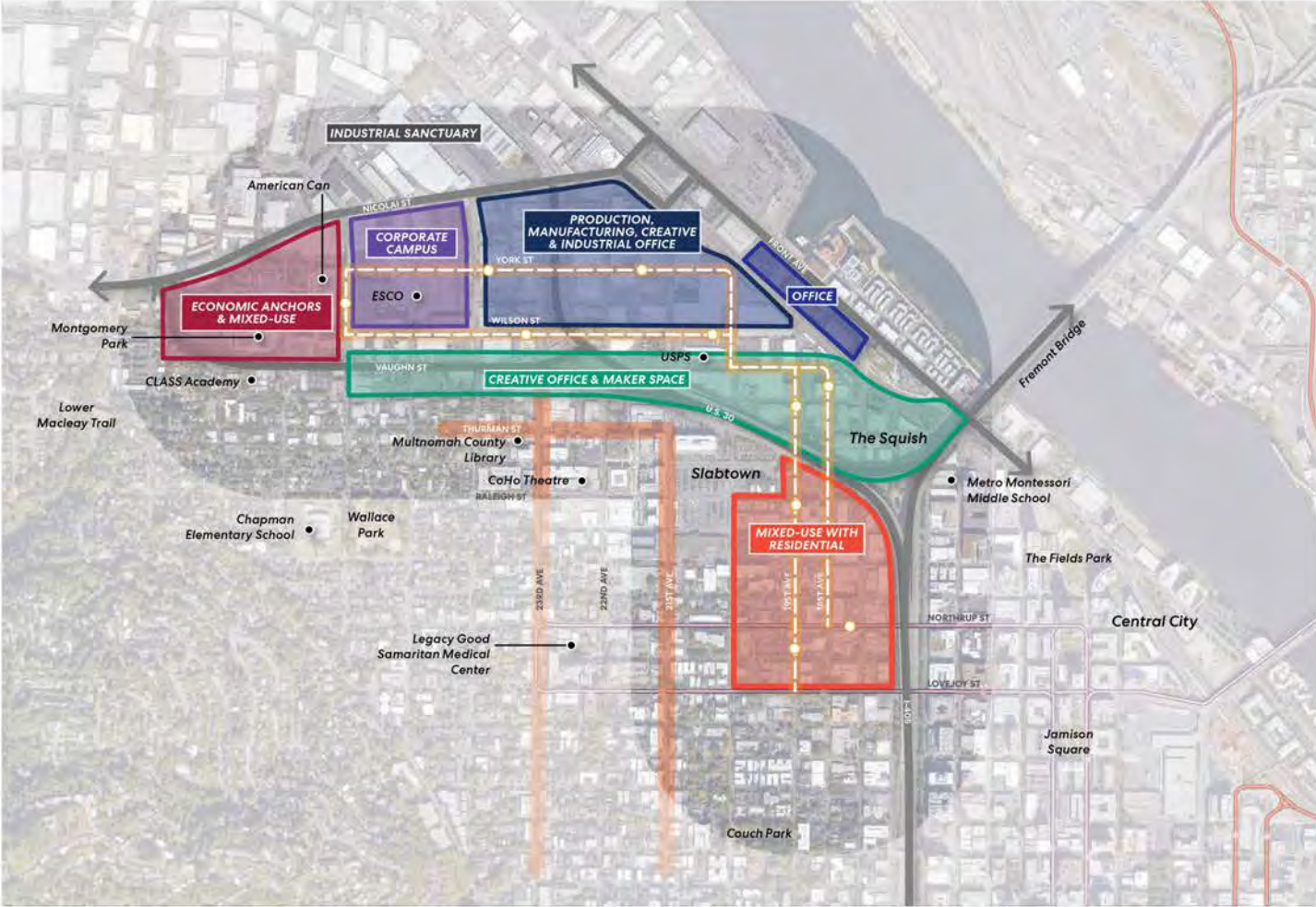
# **Montgomery Park to Hollywood Study (MP2H)**

## **Northwest Portland Urban Design Concepts**

**Survey Data Export - September 2020**

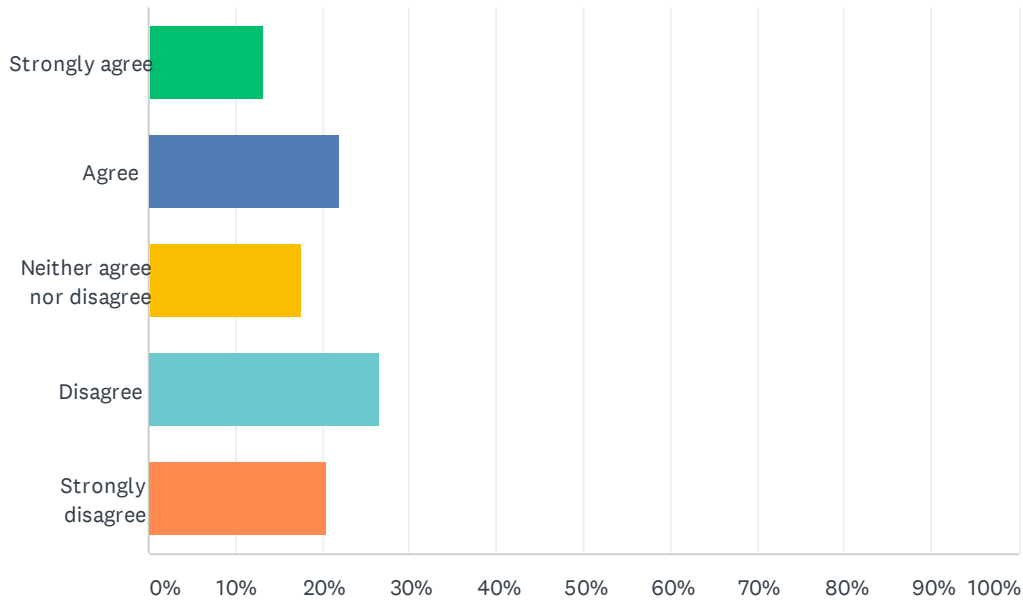
**PART 1:**

# Enhanced Industrial



**Q1 The Enhanced Industrial scenario preserves industrial uses and limits residential uses in Employment areas south of NW Nicolai Street and east of the ESCO site. Do you agree with this approach?**

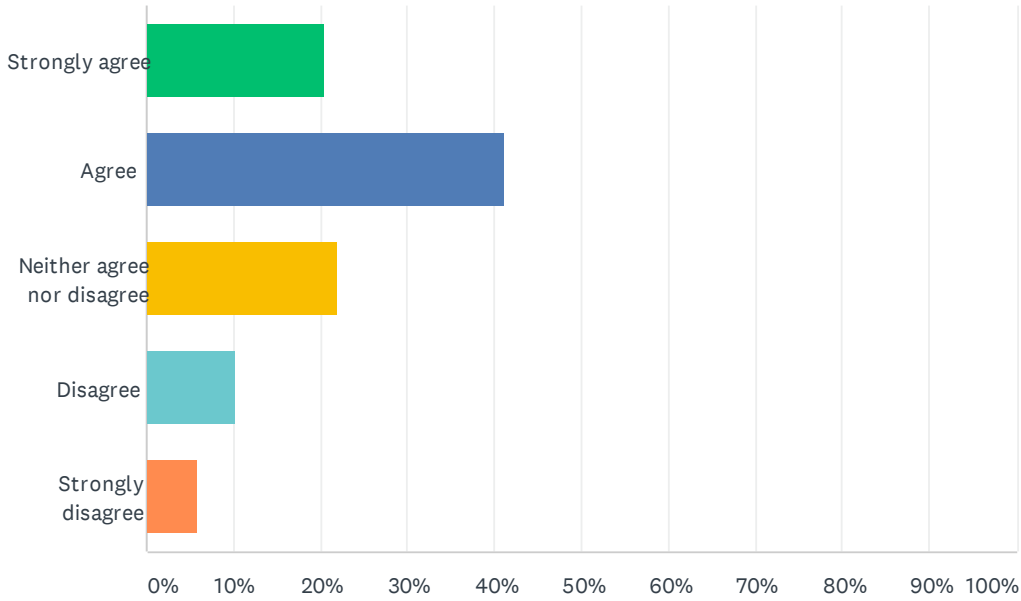
Answered: 68 Skipped: 1



ANSWER CHOICES	RESPONSES	
Strongly agree	13.24%	9
Agree	22.06%	15
Neither agree nor disagree	17.65%	12
Disagree	26.47%	18
Strongly disagree	20.59%	14
<b>TOTAL</b>		<b>68</b>

## Q2 Do you agree with the idea of allowing more creative/industrial office uses within the district under the Enhanced Industrial scenario?

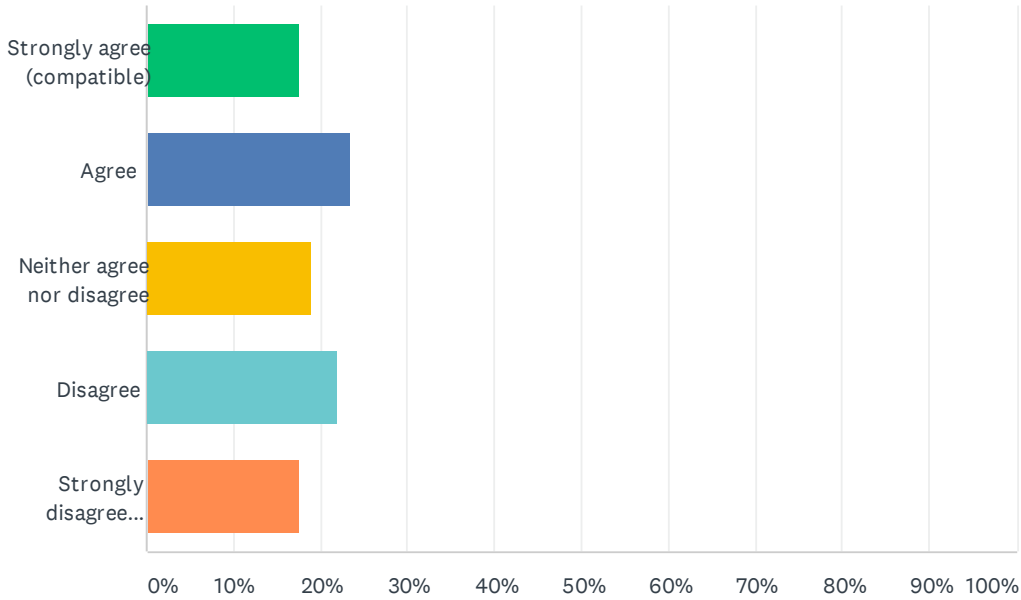
Answered: 68 Skipped: 1



ANSWER CHOICES	RESPONSES	
Strongly agree	20.59%	14
Agree	41.18%	28
Neither agree nor disagree	22.06%	15
Disagree	10.29%	7
Strongly disagree	5.88%	4
<b>TOTAL</b>		<b>68</b>

### Q3 Do you think a major transit investment (such as streetcar or bus rapid transit) could support and be compatible with the Enhanced Industrial scenario land uses and development patterns?

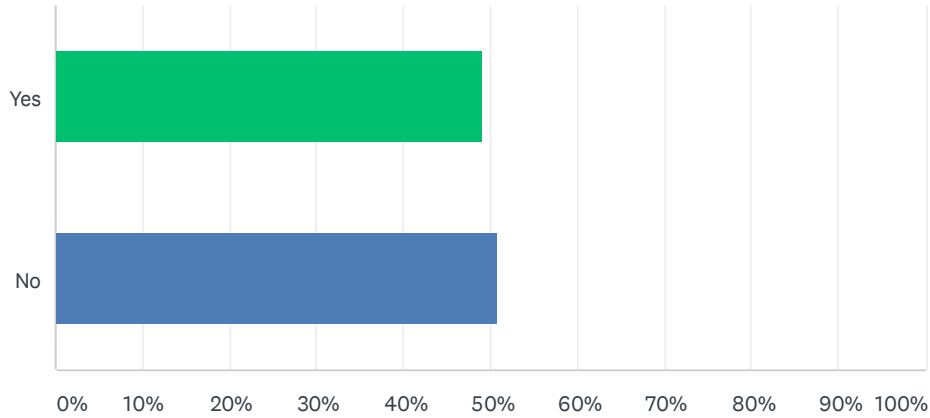
Answered: 68 Skipped: 1



ANSWER CHOICES	RESPONSES	
Strongly agree (compatible)	17.65%	12
Agree	23.53%	16
Neither agree nor disagree	19.12%	13
Disagree	22.06%	15
Strongly disagree (incompatible)	17.65%	12
<b>TOTAL</b>		<b>68</b>

**Q4 Do you support the idea of maintaining large blocks on the former ESCO site, which provides development flexibility for the site but may minimize public access to points within the development?**

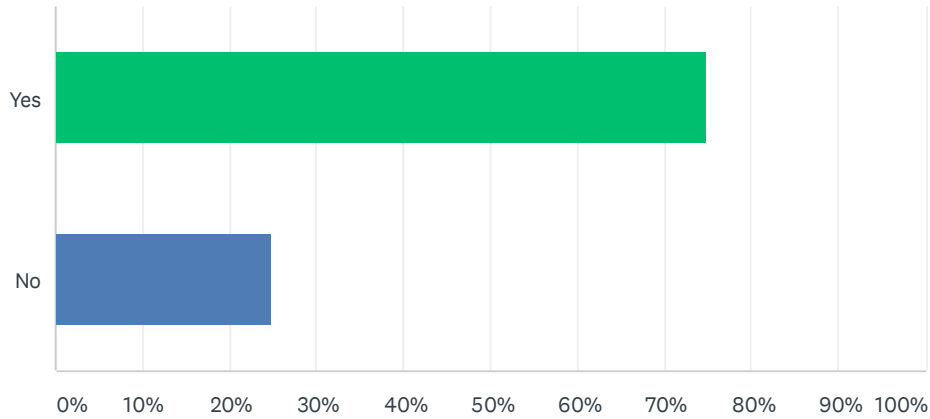
Answered: 67 Skipped: 2



ANSWER CHOICES	RESPONSES	
Yes	49.25%	33
No	50.75%	34
<b>TOTAL</b>		<b>67</b>

**Q5 Do you support the proposal for active frontages near the new transit alignment in the Enhanced Industrial scenario? By active use we refer to activities that bring more people or provide visual interest on the ground floor, such as a retail, commercial or maker space.**

Answered: 68 Skipped: 1



ANSWER CHOICES	RESPONSES	
Yes	75.00%	51
No	25.00%	17
TOTAL		68

## Q6: Does the Enhanced Industrial scenario create any benefits or burdens that you are particularly excited or concerned about?

This zoning change is just another city ploy to enhance the wealth of land owners and developers at the expense of true industrial jobs that are desperately needed by the racial and economically challenged. Your language sounds enticing but the working class will be the big losers. Also, every economic analysis says Portland lacks adequate industrial land and this scenario will make it worse since business / office development will be the outcome.

Increased traffic to/from which the regional transportation connections highlighted on map are already at full capacity pre-Covid and prior to new commercial/residential development coming online (Conway area); impacts/stresses placed on adjacent neighborhoods to South and North --- increased parking (Montgomery Park employees already park South of Vaughn; increased road traffic with cars cutting through on NW 25th/24th/23rd, impacts on parks and schools with increased demand; for equitable development to really occur, and given everything that has transpired since the 2019 analysis was completed, the City needs to expand its outreach and engage in conversation with individuals and populations that have often been excluded from the NW area for a variety of reasons.

Primary benefit is the focus on restoring jobs lost with shutdown of Esco and other businesses in Portland. We want things to be designed and manufactured in Portland with quality and pride. It is a valued part of our identity we want to maintain and grow. Creative arts and food-and-beverage should very much be included. Large, medium, and small business can and should co-exist and can be synergistic. To be successful, plenty of parking will absolutely be needed (as Montgomery Park has shown). It can be opened to the nearby community after hours ... even the Timbers and Thorns fans who park there now. With insufficient parking our neighborhood that is adjacent will suffer greatly, especially the existing business already under pressure due to construction of density housing with no parking. Trees are important for all of us throughout the day, and should be along all streets.

It doesn't make sense to build industrial in a close-in area of Portland. We've been fortunate to be able to build dense residential neighborhoods in previously industrial Pearl and Slabtown, avoiding displacing residents. Why reverse this by "replacing" industrial? New housing can proactively counteract gentrification occurring in NE and elsewhere.

Truck access to work space for labor and materials will be impossible with light rail .

No

I oppose any zoning change east of Hwy 30. That area should remain Industrial.

I am interested in enhancing transit to the neighborhood. But I am skeptical that new development will have a net positive effect.

Who will be responsible for the removal of any toxic chemicals on these sites if people are allowed to live there?

More family wage employment. Employers new to the city that want a campus environment.

Concerned that too much retail is required, which in other areas has proven to be not sustainable.



## Question #6: Does the Enhanced Industrial scenario create any benefits or burdens that you are particularly excited or concerned about?

---

realistic in imagining the next generation of jobs.

---

I think this is the option that makes the least sense. While I appreciate and understand the need to have vibrant and affordable industrial space within the city (after all- it has to go SOMEWHERE), this is too high value of an area to devote to space that is meant for the production of things instead of the primary function of housing people (no matter what they're doing). This makes the least amount of sense for dense, accessible transit modes like a streetcar-which are first and foremost about providing consistent, reliable access for residential areas.

---

Nothing in this plan provides sustainability of indigenous, POC communities! How are Trans and Non-Binary persons being compensated for the pain and suffering at the hands of the cisgendered patriarchy? CANCELLED!

---

A major transit investment (such as streetcar) is most likely to be successful (in terms of ridership and reduced cost relative to who is served) when there is a lot of people/destinations to be served. However, this needs to apply at all times of day, not just during commute hours when people are most likely to travel to/from work. I'm concerned the Enhanced Industrial scenario would not provide enough density and mix of uses that would lead to such conditions where a streetcar could perform well at all times of day. In this scenario, I don't believe a streetcar would be a worthwhile investment when other parts of the city have an existing need.

---

Benefits: Compared to the other scenarios, there appears to be less development which suggests that the area would be less impacted by an increase in traffic. For the property owners, it also allows for increased development of currently undeveloped or underdeveloped land. Burdens: Any change may impact current employment opportunities and result in increased traffic. Both of these need to be examined carefully before any change, if any, occurs.

---

A corporate campus at the ESCO site would be really cool!

---

still wrapping my head around everything....

---

It would not drive people to the area other than those who work there.

---

We do not need more public transit in the NW area. There is more than enough. We need safer, more pleasurable, and faster ways to walk and bicycle, especially walk. This means better street markings and signs, bigger sidewalks, etc. A person can walk from Montgomery Park to Old Town Chinese Garden in 20-30 minutes. People need to "walk" more. It's very healthy and ecological. Reduce traffic; increasing walking. It's safer and less expensive, as well. Think out of the box. Walking is the most natural physical activity of human beings. The streetcar and big buses dominate the public space, including tracks, and are dangerous for pedestrians and bikers. Decrease obesity and get some fresh air, also reduces noise pollution. Use public money in planning and operations for improving walkability not fancy expensive public transportation work. People drive recklessly around here too much. Increase pedestrian and bicycle uses in this development plan--NOT bus or streetcar development. This will also preserve the quiet atmosphere of the area residents enjoy. Not everyone wants a downtown atmosphere here.

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## Question #6: Does the Enhanced Industrial scenario create any benefits or burdens that you are particularly excited or concerned about?

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Maker's spaces and the projected (higher) rent levels in this area are not aligned.

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As the population density grows, industrial use which increases the opportunity for citizens to interact with harmful chemical and carcinogens.

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No

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Nothing to add

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The US no longer has the heavy industry of decades ago. Heavy industry is dirty: water, land, and air quality deterioration is the result. Housing is needed.

---

Portland has far greater needs (and should have clearer priorities) than spending millions on a streetcar that won't be used (except for a homeless camp) and more development that will languish. Get clear and execute on things we need - Clean up the trash all over this filthy city, help the homeless (note, help = free handouts), fix our dysfunctional governance.

---

Increased traffic on 25th is a big concern if not mitigated by additional and substantial public transportation options

---

A new form of mixed uses which includes housing and workshops and or light industrial is a possibility, but would need to be carefully thought through

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Industrial land is scarce. Analysis needs to be done to show that this isn't just going to lead to high income tech jobs rather than middle wage industrial jobs. Streetcar seems like a driver of high tech and a detractor from industrial.

---

Environmental issues, taking high value riverfront space for polluting and non-esthetic purpose

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We should open the river to mixed use and eco habitat zones at in all areas. Exclusivity for industrial use needs to end.

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I'm excited about the potential for growth. We could have another central eastside scenario with a streetcar line.

---

I'm not sure this improves equity in access to transit and the livability of the city for people who cannot live within the core of the city. This seems to serve businesses and downtown-to-downtown trips rather than edge-to-core transit trips. Given that I am unenthusiastic about subsidizing it as a tax payer.

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It should be like Seattle's South Lake Union

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As the equity report shows, this option brings the benefits of keeping industrial jobs for people of color. Especially if this is connected to a streetcar system that expands to areas of color, having easy transit access will benefit those communities. The burden that I see is that keeping a lot of land for industrial use would limit the amount of new affordable housing that could be built alongside the streetcar line.

---

## Question #6: Does the Enhanced Industrial scenario create any benefits or burdens that you are particularly excited or concerned about?

I don't believe that industrial uses or industrial office uses justify the transit investment because the transit will not be fully utilized and the transit investment will not spur additional

I prefer for the land uses east of Esco to remain Industrial. Thus, I do not favor Streetcar there. The Streetcar should primarily serve Hollywood to Montgomery Park linking already-active nodes between them. So Streetcar should turn North from Northrup onto 21st to serve the ConWay node. Then onto Thurman east to 20th, then northward to join the planned route. From Montgomery Park, Streetcar should go east to 23rd and turn southward. It should serve the active node along NW 23rd until it turns east on Lovejoy using the existing track.

Yes, excited in that it may limit the city's encouraging residential buildings and density where it is neither wanted nor needed.

more traffic

I don't think adequate assessment of jobs/housing mix has been done to enable evaluation of any of these options and the elimination of existing zoning and uses.

Traffic! Streetcar or BRT needs to hit the important regional transit nodes (Rose Quarter, Providence Park) for transit to be a strong commute mode. Streetcar as proposed may not be able to do that. On the other hand, job preservation and restoration should be an important consideration.

Unlike the existing zoning which already allows a fairly large amount of corporate offices, creative industry, etc., this scenario will lead to more traffic, less working people jobs, and displacement of existing businesses.

concerned about potential for new sources of pollution, heavy truck traffic

Drives out industrial activities and employment.

As someone who currently lives in slabtown near some existing industrial buildings, I am concern about noise and potential chemical odors from nearby industrial areas.

If transit is bringing riders to or from work where the employer has prescribed work hours such as 9-5 or even shifts, I believe the transportation vehicle would need to have capacity to take enormous amounts of people on the same vehicle in order to allow employees to make it to work on time using this vehicle. If not, it will not be successful. MAX Light Rail makes sense, not StreetCar. StreetCar is better for residential and retail areas due to the greater dispersion of ridership can occur throughout the day/night as opposed to commuter times.

Any industrial scenario is fundamentally incompatible with a transit investment such as a streetcar as loading dock access is severely hampered, or all together not possible.

I don't think that keeping this area industrial makes economic sense for the city, nor does it help improve the quality of the City of Portland.

## Question #7: Is there anything else you want to share about the Enhanced Industrial scenario?

Any proposal that allows for more business or office space in this area will undermine our fragile downtown. Stop diluting downtown, particularly when an office space glut is very likely.

In order to properly evaluate the development scenarios, what are the traffic impacts of each and how does streetcar and other public modes of transportation address? What kind of parking regulations would be implemented for each scenario to encourage other modes of transportation to/from the area? And how minimize the impacts on NWDA and the Industrial Sanctuary?

My only comment on this survey is how every scenario requires the existing streetcar lines to be moved. I moved to the Alphabet District (where NW Johnson joins NW Westover Rd) because the streetcar was about a 6 block walk. Further than I'd like, but still acceptable. Rerouting the lines further north and stopping them further east is aiding developers at the expense of existing residential areas. Let new businesses/residents/etc make their decisions based on existing or enhanced bus lines. Please don't sacrifice the businesses on 23rd Avenue and surrounding neighborhoods by removing convenient streetcar access.

Please improve Nicolai road conditions, including width and turn lanes. It needs it and will need it more. Please note that Traffic flow on Vaughn should not be further constricted. Thurman and Upshur can not absorb much more, if any of the overflow traffic without creating significant health and safety issues and drastically reducing the quality of life in the neighborhood. The Thurman corridor can continue to thrive as a destination for visitors to our beautiful area. Those visitors would also love to see where great things are Made in Portland and buy them from the makers. Please help all of us take advantage of this 100-year opportunity to build our economy and ourselves. Thank you.

The cost to small land owners with the burden of light rail will push out the 6 small businesses I lease warehouse space to.

I think that the street car route in the NW should be on NW 19th and NW 21st.

East of Hwy 30 should remain Industrial to support family wage blue collar jobs in the City. Streetcar should NOT run on 18th and 19th to access that area.

It's not clear what the impact on industrial living wage jobs will be or what the impact on our strained transportation infrastructure will be.

No more streetcars. They are a failure here in Portland. And because medical experts are stating the virus will never be fully contained because it spreads too easily - do you really think spending millions on a system doomed to fail is a wise use of money that could be spent more productively elsewhere?

Other areas of the city would be better suited to "enhanced industrial" than here.

Capitalism is oppressive slavery!

## Question #7: Is there anything else you want to share about the Enhanced Industrial scenario?

How does the information provided and the phrasing of these survey questions allow for informed and unambiguous responses? Barry mentioned that this survey is supposed to be general in nature, but these questions are very specific (and compound) about supporting or not supporting particular complex concepts w/o context. Q1: Neither agree nor disagree (It is more complicated than agreeing or disagreeing with this approach when you don't have sufficient context, and when there are varying aspects to the scenario. This material doesn't indicate what the existing zones are and what they may switch to, which seems like important information when evaluating this potential change. Montgomery Park is currently listed as EX, but in this scenario it is listed as High Density Mixed Use? Is the EX zone the same as High Density Mixed Use? Besides "more creative/industrial office uses", does this scenario allow for other uses? What are examples of what could be built under existing zoning and how does that compare to the proposed zoning change? Does the Enhanced Industrial scenario preserve industrial uses more than if zoning didn't change or compared to the other scenarios? For scenarios 1 and 2: The ESCO site is listed as a medium/high density employment area, so why do the residential limits start east of the ESCO site (existing zoning appears to not allow for residential uses)? What are the limits on residential uses in Employment areas? Are these limits compared to existing zoning or to scenario 3? What are the probable impacts on the surrounding area with this scenario, including existing employment and traffic?) Q2: Neither agree nor disagree (Is there a need for more creative/industrial office space in this location? What are the expected impacts to existing businesses and employees in the area if this is allowed?) Q3: Neither agree nor disagree (This question is too vague (there is a big difference between streetcar and BRT) without informed context. What does "support and be compatible" mean, especially when modified with "could"? It seems that any means of getting people to the area "could" support and be compatible with development or no development in the area. With the Enhanced Industrial scenario, would it support a streetcar? What is the level of development that would support or justify a streetcar?) Q4: Yes / No (This question seems oddly specific given it is one of the few transportation questions, and the complexity of the chart used for this question. What is the connection between large blocks and the potential of minimizing public access? Since it says "may", it suggests that it doesn't have to minimize public access. Is there a public benefit to large blocks? Is there a public benefit to small blocks? Someone may support large blocks if public access wasn't minimized, so a "no" response would be misinterpreted.) Q5: Yes / No (This assumes there will be a new transit alignment. A "No" response is ambiguous. It could mean that you don't like active frontages, but you like the new transit alignment; or that you like active frontages, but they shouldn't be near the new transit; or that you don't think there should be a "new transit alignment" regardless of the frontage option. With more limited development in this scenario, will there be sufficient need or interest in a major transit investment? Will there be sufficient public demand for whatever spaces are built?)

still wrapping my head around everything.... I do worry about being bamboozled....

Thanks for your hard work. Don't assume you're the experts. The public is very informed, aware, educated, and insightful, especially those living in these neighborhoods. Use the money for cleaning up the streets more often, as well, i.e. street sweeping and litter, and pruning trees for beauty. Don't put the burden all on the taxpaying public who already do a lot taking care of sidewalks and parking strips. Require all parking strips to have at least one tree every thirty feet. Too many parking strips filled in with concrete. Trees benefit both aesthetically and ecologically in many ways.

No

## Question #7: Is there anything else you want to share about the Enhanced Industrial scenario?

---

Nothing to add

---

Portland has far greater needs (and should have clearer priorities) than spending millions on a streetcar that won't be used (except for a homeless camp) and more development that will languish. Get clear and execute on things we need - Clean up the trash all over this filthy city, help the homeless (note, help = free handouts), fix our dysfunctional governance.

---

this scenario seems like an inappropriate use of the streetcar transit option

---

I support the creation of a new mixed-use neighborhood in this area. Industrial office and large blocks are ok, but not at the expense of reducing housing creation. Our city has a housing shortage, and close-in neighborhoods are the best housing and environmental solution to our problems. Our city needs more housing, and new mixed-use neighborhoods in formerly industrial areas have the benefit of sidestepping a tough political fight with existing homeowners who oppose additional density.

---

See above long answer.

---

For my money, the City doing nothing about the Enhanced Industrial scenario, or any scenario until much larger societal problems are fixed, would be by far the best course of action. I understand every department has its budget which they feel must be spent, however, today's problems require a different approach. Specifically, that there are 4000 human beings sleeping on the streets in Portland is appalling. Perhaps the City could really focus time and money on this one issue? It makes me feel icky, guilty and oddly unworthy to be able to walk to a restaurant, spending more on dinner than the people I walked around to get there make in month. Even though I worked fairly hard for forty years to be able to do so, the fun is greatly diminished. Portland can do better and should. The piecemeal "solutions" of the last decade or so are obviously not working.

---

I don't believe this is the right scenario and best use of the land.

---

For any of these scenarios, what happens between NW Thurman and NW Wilson will be important for how well this scenario compliments existing and emerging development.

---

Don't think any change is needed EXCEPT better transit service and better street/sidewalk infrastructure to support transit.

---

this is the least appealing scenario

---

In each case the zoning along the street car must change to allow for flexibility of the use of each building. There are several smaller parcels that would lose their use if the zoning remained the same and the street car was built.

---

Long-range plans for this area were settled by the CC2035 plan.

---

The City should focus on attracting technology employers which tend to have a greater density of jobs/space than industrial and bring higher wages to further generate economic activity. Housing options are needed near technology employers to allow employees to be efficient with their time.

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## **Question #7: Is there anything else you want to share about the Enhanced Industrial scenario?**

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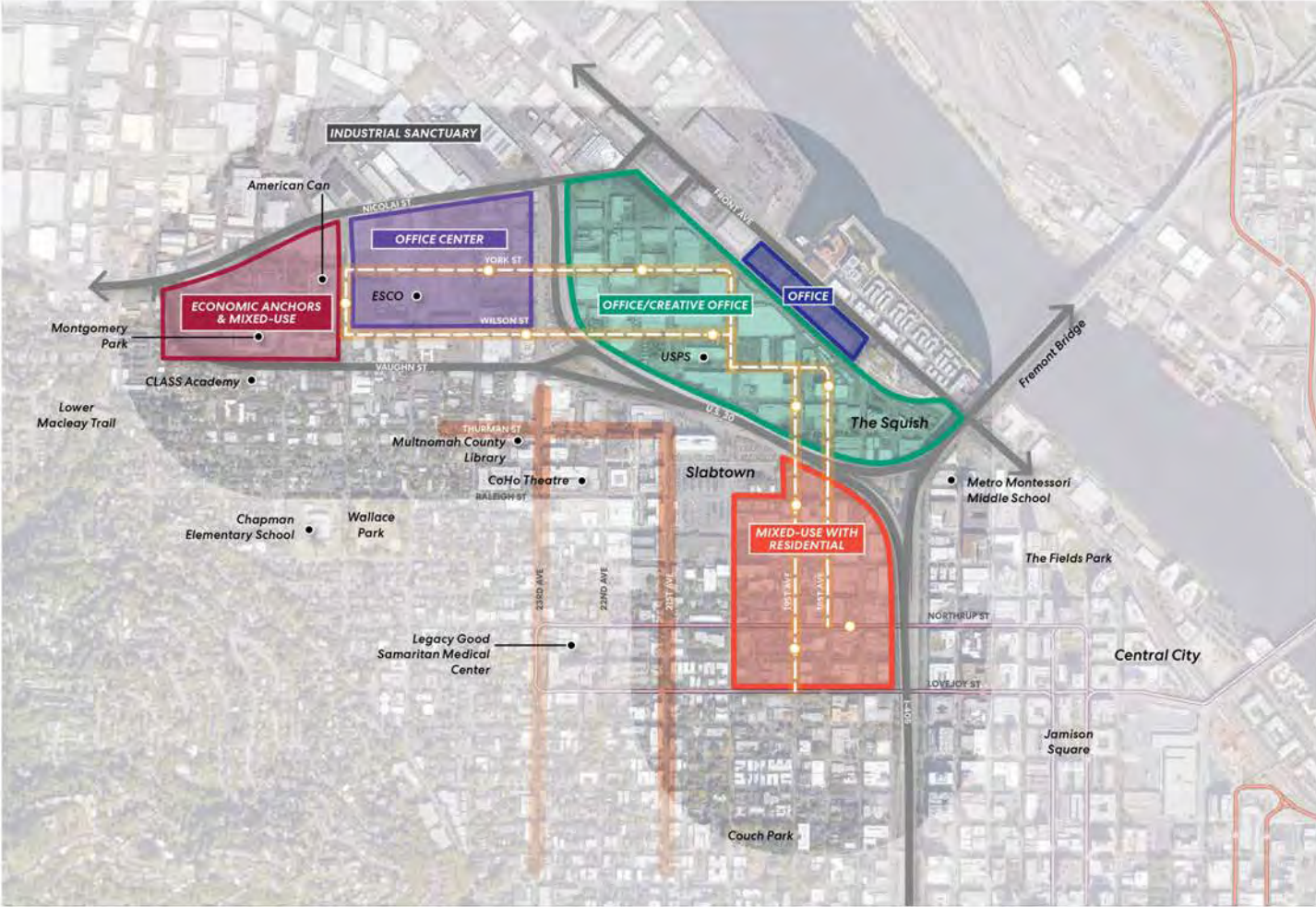
Misses an opportunity for greater zoning flexibility that would allow the City to see wider range of economic activity & employment options.

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The development of this area for mixed use provides Portland an incredible opportunity for a vibrant new neighborhood. So, Enhanced Industrial is not its best use.

**PART 2:**

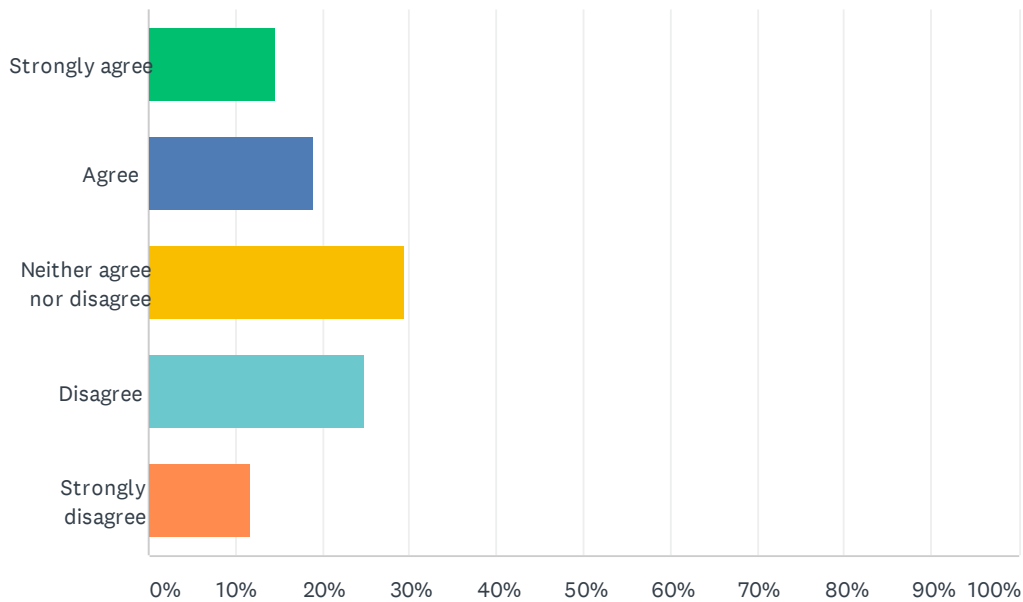
# Employment





Q8 The Employment scenario increases the range and intensity of allowed office uses, and allows institutional uses (schools, medical centers, etc.), but limits residential uses in Employment areas proposed south of NW Nicolai Street and east of the ESCO site. Do you agree with this approach?

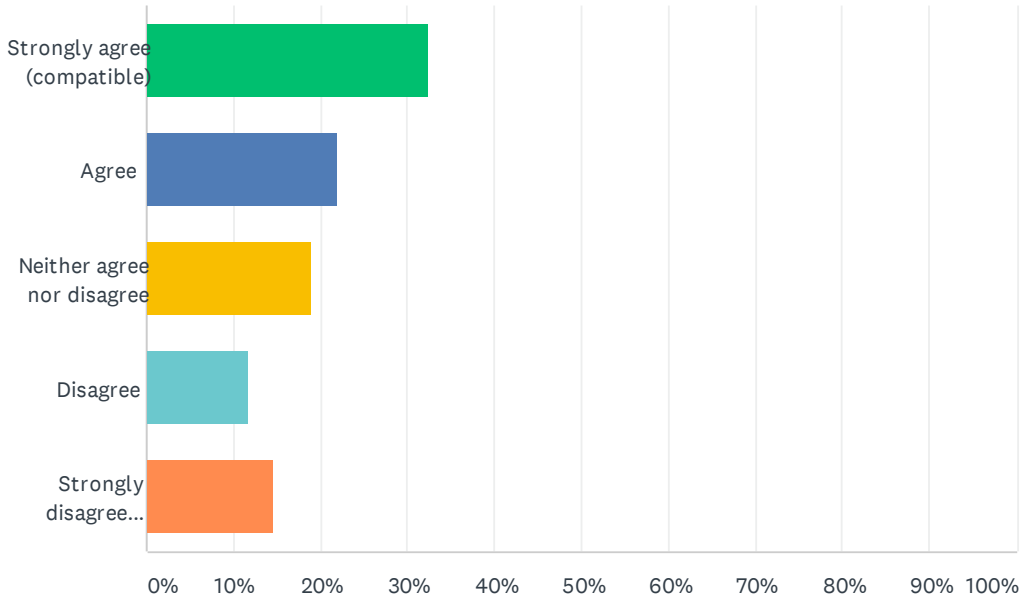
Answered: 68 Skipped: 1



ANSWER CHOICES	RESPONSES	
Strongly agree	14.71%	10
Agree	19.12%	13
Neither agree nor disagree	29.41%	20
Disagree	25.00%	17
Strongly disagree	11.76%	8
<b>TOTAL</b>		<b>68</b>

### Q9 Do you think a major transit investment (such as streetcar or bus rapid transit) could support and be compatible with the Employment scenario land uses and development patterns?

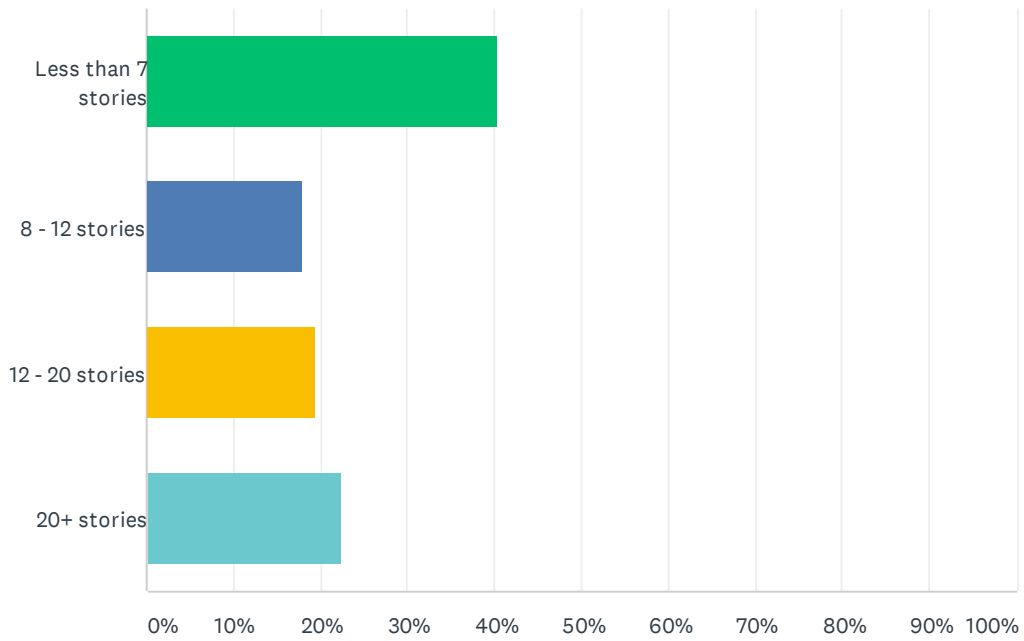
Answered: 68 Skipped: 1



ANSWER CHOICES	RESPONSES	
Strongly agree (compatible)	32.35%	22
Agree	22.06%	15
Neither agree nor disagree	19.12%	13
Disagree	11.76%	8
Strongly disagree (incompatible)	14.71%	10
<b>TOTAL</b>		<b>68</b>

### Q10 If land use designations (zoning) were changed to allow a greater variety of uses in the area, how tall should buildings be (maximum)?

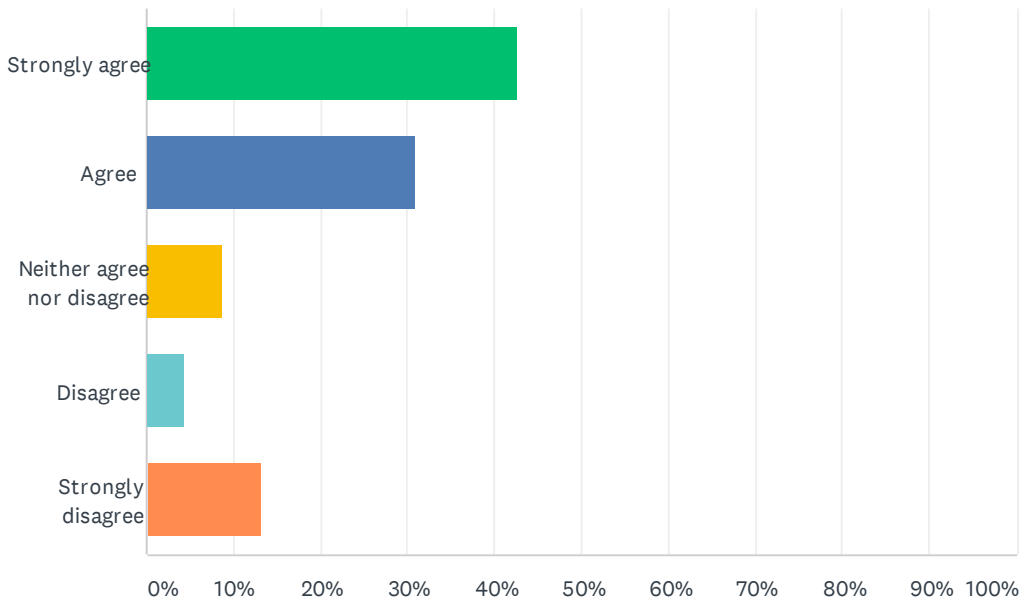
Answered: 67 Skipped: 2



ANSWER CHOICES	RESPONSES	
Less than 7 stories	40.30%	27
8 - 12 stories	17.91%	12
12 - 20 stories	19.40%	13
20+ stories	22.39%	15
<b>TOTAL</b>		<b>67</b>

### Q11 Do you support the idea of creating a pedestrian and bicycle oriented street along Roosevelt Street as shown in the Employment scenario?

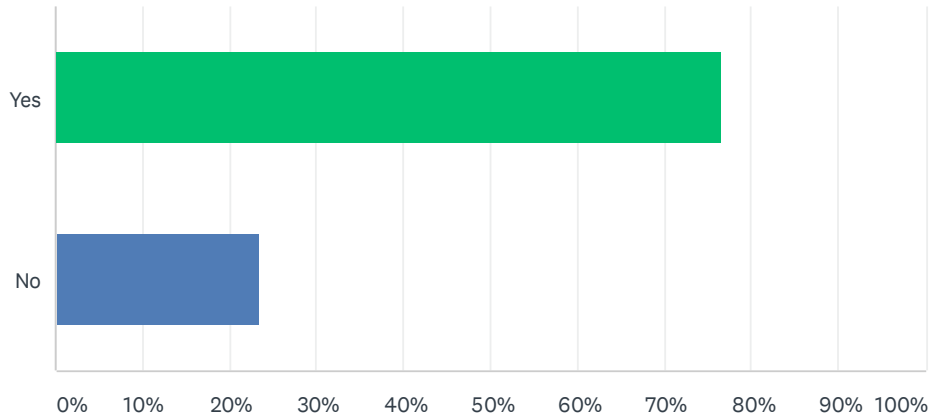
Answered: 68 Skipped: 1



ANSWER CHOICES	RESPONSES	
Strongly agree	42.65%	29
Agree	30.88%	21
Neither agree nor disagree	8.82%	6
Disagree	4.41%	3
Strongly disagree	13.24%	9
<b>TOTAL</b>		<b>68</b>

**Q12 Do you support the proposal for active frontages near the new transit alignment in the Employment scenario? By active use we refer to activities that bring more people or provide visual interest on the ground floor, such as a retail, commercial or maker space.**

Answered: 68 Skipped: 1



ANSWER CHOICES	RESPONSES	
Yes	76.47%	52
No	23.53%	16
TOTAL		68

### Question #13: Does the Employment scenario create any benefits or burdens that you are particularly excited or concerned about?

This is another sellout to rich land owners and developers. It will decimate real industrial jobs and hurt the working class. How can you consider this idea that reeks of elitism?

With increased "intensity" under the employment scenario, the impacts on the current transportation network which is already at capacity, become greater. With increased demand in the area, there will also be impacts on existing housing, parks, schools, etc in the area to the South along with development pressure extending North. Lastly, what is the City doing to ensure that the engagement process is more inclusive, extending beyond NINA and NWDA boundaries?

Same comment as scenario 1, #7

Yes. Very much against "Medium Density" on Vaughn St. -- especially as pictured in your materials and built in the area around Dockside restaurant. That looks like something that will repel many Portland residents (current or future). If it happens anyway, please setback the buildings for many large trees. Trees are important for all of us throughout the day, and should be along all streets.

This survey doesn't even ask, but we probably don't need a Major Transit Investment for any of these scenarios. That's a question for ten to twenty years down the line after the area is developed. BRT needs to occur elsewhere along established corridors. In the meantime, I have no idea what the future need is for these types of employment spaces. I've been wondering why all those strange, insecure and unventilated "live and work" apartments on ground floors can't just be office space.

Concerns about parking - while enhanced transit can help commuters coming in from the east, transit options from the west (esp. NW) remain slim to none. Commercial buildings should provide some parking.

Existing businesses will go away.

No

The Employment scenario should only apply west of Hwy 30 to serve Esco and MP properties.

This will strain an already overburdened transportation system and will displace or eliminate working class industrial jobs.

In 2020 - and beyond - do you honestly think people want to travel to where ESCO spewed toxic compound into the air and soil?

Provided there is not too much to to make it unsustainable.

Roosevelt seems to make more sense as you increase building heights.

### Question #13: Does the Employment scenario create any benefits or burdens that you are particularly excited or concerned about?

---

Also not the best choice. We have a major office and employment area very close by to this study area- its called downtown. We need to balance the need of different uses, and I'm not sure Portland is "under-officed." As the pandemic shows, long-term investments in more and more office space are speculative at best. I'm all for making sure we have enough Grade A office space (I am also one of the Portlanders who embraces the skyscraper), but it just simply isn't needed in this area at this school. Montgomery Park is already the largest office building in Oregon by square footage. And you want to propose more? We need dense, compact, vibrant neighborhoods with lots of housing and some focused additional retail and space for employment. This area is ideal for that concept, but not this employment one.

---

Using oppressive language like "employment" when you really mean SLAVERY is beyond problematic! Defunding public projects and divert funds to guaranteed minimum income programs is the best way to fight income inequality!

---

I support the proposal to add new ROW in the large blocks to provide additional access and allow for incremental development. It is much easier for smaller developers to purchase property and develop new buildings at a much lower cost if the parcels are modular, instead of a large single block. When a developer can acquire or develop property in smaller chunks, the chance that a property will be developed is much higher. Only large corporations would be able to develop a superblock, and it is likely that would only happen in a few rare circumstances. I'd also like to recommend the new Reed Street be continued through to 26th Ave, as a full new street or as a pedestrian/bike pathway (similar to the north-south walkway between 21st and 22nd Ave in Slabtown, or like NW Irving St between NW 10th and 12th Ave or between NW 14th and 15th Ave). The new awkwardly shaped block between Reed and York should become a public park. Successful neighborhoods need public parks, and the area does not have enough currently nor as proposed in this alternative.

---

Benefit: Potentially additional jobs in the area. Burden: Potentially more traffic in the area and displacement of existing jobs.

---

still wrapping my head around everything....

---

More retail space and the like is not a problem and is worth trying in small steps to see if it works before going full blown to curb financial loss. Create more bicycle and pedestrian friendly paths, bike parking, landscape, etc. to access these amenities--not big buses and streetcars.

---

Higher density will bring more traffic. The "improvements" made to I-405/Vaughn/23rd have not improved through put with that intersection.

---

New employment without consideration of housing will increase congestion and property values, typically to the detriment of low income families already established in the neighborhood.

---

No

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Nothing to add

---

### Question #13: Does the Employment scenario create any benefits or burdens that you are particularly excited or concerned about?

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More people work from home now due to the pandemic. How will possible permanent changes to office work affect demand for leased office space?

---

It'll be a lost cause

---

Increased traffic on 25th is a big concern if not mitigated by additional and substantial public transportation options

---

it seems apparent that we will be experiencing profound changes in the workplace and in our public habits. Office, and retail, uses need to be thoroughly rethought.

---

Again, the concern would be more tech bros and less industrial jobs.

---

Housing, beauty and tourism potential, environmental pluses

---

Job equity is the main concern here. Especially in the age of Covid-19, the types of office and institutional uses are being replaced by more virtual means while service jobs are still mainly in person. Therefore, the shift in job development is contrary to the overall trend shown by the pandemic. However, some of the pedestrian and public realm developments would allow more people to easily move throughout the area and make it feel like a more complete neighborhood.

---

It's better than the Enhanced Industrial scenario but I strongly favor a scenario with more housing.

---

I do not favor this scenario. I want Industrial zoning and uses east of Esco to be preserved. It is also part of a racial equity decision because blue collar jobs would be preserved or encouraged.

---

Same comments as for Enhanced Industrial

---

I don't think adequate assessment of jobs/housing mix has been done to enable evaluation of any of these options and the elimination of existing zoning and uses. Also, commercial establishments already struggle and there are vacancies within the existing neighborhood - has this been thoroughly analyzed?

---

This may be a more versatile scenario given the evolving economy. I remain concerned about traffic and the ability of freeway portals to handle it.

---

Traffic impacts will be huge and investment in streetcar would not serve the needs of employees.

---

I suspect that only very dense employment centers without parking would create demand for a streetcar or bus rapid transit service. I'm generally skeptical of using anything but funds from development for a streetcar. Without bus lanes and signal priority a BRT line through the area would be as useless and expensive as the Division "BRT" project.

---

Still weakens industrial protections.

---

Increased employment opportunities and businesses within easy walking/biking range of my home would be great

---



**Question #13: Does the Employment scenario create any benefits or burdens that you are particularly excited or concerned about?**

---

My only concern is creating an after hours desert where its basically vacant and unsafe for people. I think its a fine line to draw, and some taller buildings with residential on upper floors may be an answer

---

I think zoning should be form based, not use based and transportation and other types of infrastructure should be sized based upon the allowed form. I think this ultimately creates a more well balanced neighborhood rather than clusters of the same type of space which causes then need to travel to other areas for activities that take place throughout the day/week.

---

This is an improvement on Scenario 1, but it doesn't really make full use of the area.

## Question #14: Is there anything else you want to share about the Employment scenario?

Terrible idea. We need to preserve the industrial sanctuary and the unique jobs that are provided.

Red Fox Commons is a very nice office space that we very much appreciate in our neighborhood. However, it is having trouble renting as there is just not nearly as much demand for office space as industrial and creative. That isn't going to change even if another pandemic doesn't follow this one.

Apparently the Streetcar extension is a Done Deal but I really had no idea, and regard it as completely unnecessary. Further I hate to contemplate what traffic on 18th & 19th will become. You can get people out of their cars, but what about the rest of the traffic that enters and exits the neighborhood on these streets?

The site should be a Superfund before more people are allowed to work there.

The writer's white privilege leaps from the screen in this section! Systemic racism is evident when the word diversity was only used twice in one small section! [ *explicit language redacted* ]

See notes in Q7 for general concerns and questions that also apply to this scenario.

still wrapping my head around everything.... I always worry about unintended consequences of planning ....

No

Nothing to add

Portland has far greater needs (and should have clearer priorities) than spending millions on a streetcar that won't be used (except for a homeless camp) and more development that will languish. Get clear and execute on things we need - Clean up the trash all over this filthy city, help the homeless (note, help = free handouts), fix our dysfunctional governance.

I support the use of the open space at the end of the streetcar line.

The distinction between open office and creative office isn't well defined. All new offices are open plan. There is no justification for the city to say what type of company or activity can use an office space. The city can regulate externalities, such as traffic generated, but it is wrong for the city to try to favor one type of office use over another.

See above.

I worry about eliminating higher paying jobs requiring a variety of education levels for workers, e.g. manufacturing and light industrial jobs.

I agree with Roosevelt bridging the freeway, but take that all the way to the river as in Scenario 3.

No need to up zone this area to accommodate so much new development; the impacts are not being adequately evaluated.

## Question #14: Is there anything else you want to share about the Employment scenario?

---

The Esco site is massive and could easily support creation (restoration?) of a street grid and many large employment centers.

---

In each case the zoning along the street car must change to allow for flexibility of the use of each building. There a several smaller parcels that would lose their use if the zoning remained the same and the street car was built.

---

One question asked about height limits but offered no option for none or a height limit below seven stories.

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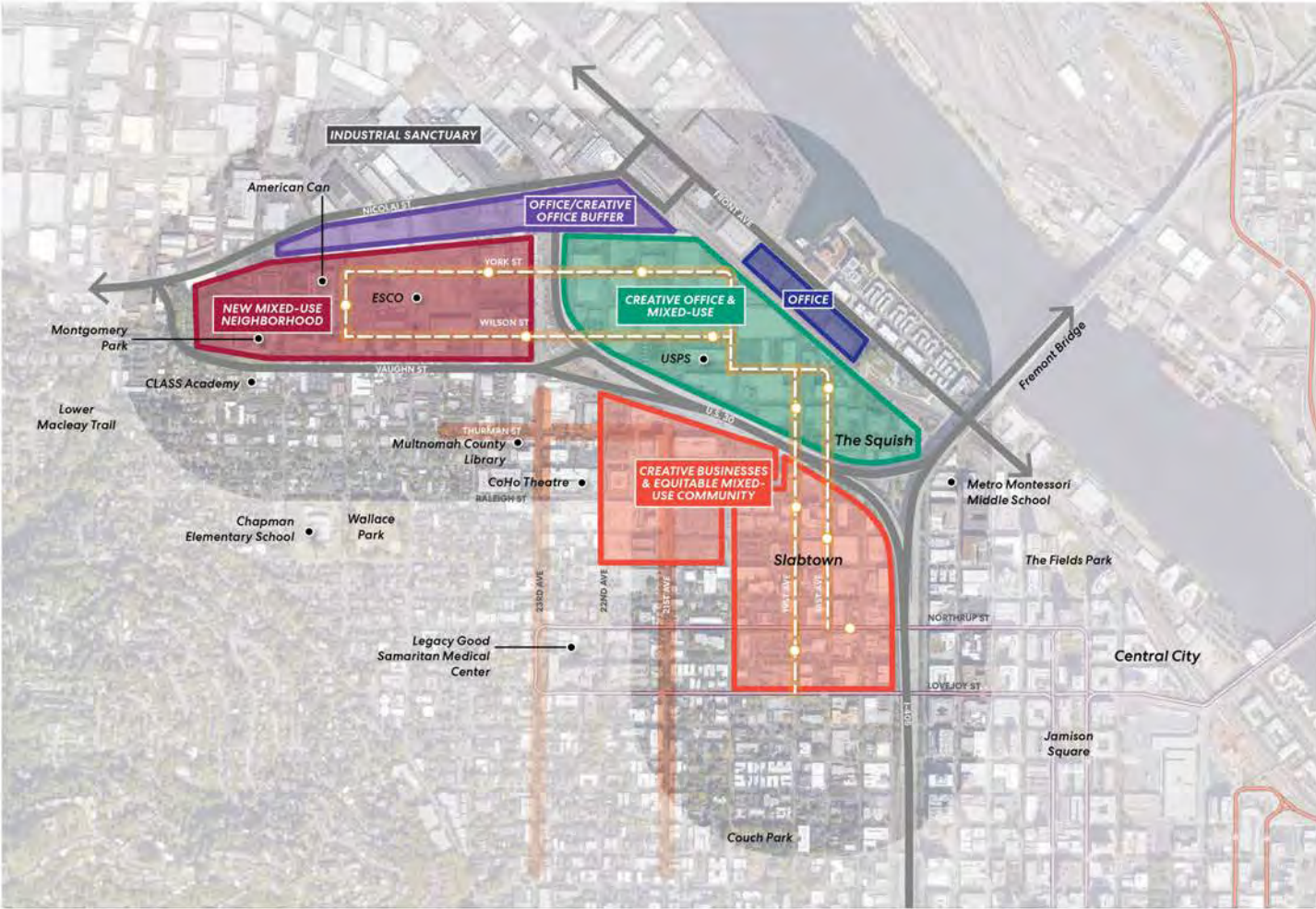
Active ground floor requirements are not market driven. As a result, the buildings that are subject to it often are dark (which is the opposite of the intent) at the ground floor or need to subsidize the enterprises that do take space in the form of lower rent which doesn't typically justify the cost of high density buildings which in turn is an impediment to promoting growth where infrastructure has been invested in. Commercial has been changing since 2007 and this pandemic is causing an acceleration of that. Soon we will need to determine what we can repurpose many of the ground floor spaces into because brick and mortar retail is largely dead.

---

There is no comment area in the Transportation section, so I'll put it here. Restricting traffic through Roosevelt is a very poor idea. I am the owner of part of Roosevelt on the South side, and most of Roosevelt on the North side of 23rd to 24th. I also own part of York St. between 23rd and 24th. All of Roosevelt on the north side is parking lots, carrying forward their use as parking lots since Esco's purchased the land in the 1960s. If you plan to have no cars on Roosevelt, you wipe out the only viable parking lot in the area (120 spaces) as well as much of the free on street parking for employees in that area. Additionally, with street cars on York and Wilson, people (who definitely still drive cars in rainy Oregon) will want to be able to drive on Roosevelt as an alternative. Also, to the extent you plan to widen Roosevelt, I'm not sure how you do that with several residences on Roosevelt.

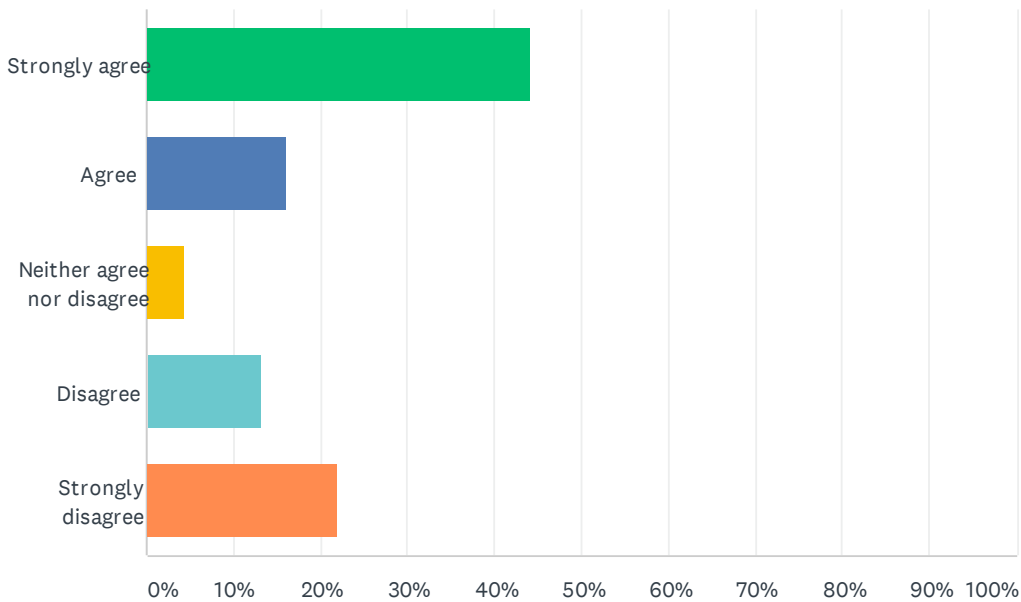
**PART 3:**

# Mixed Use



**Q15 The Mixed Use scenario allows a broad range of residential, commercial and institutional uses, but may limit or have the effect of displacing industrial uses in new mixed use areas proposed south of NW Nicolai Street and east of the ESCO site. Do you agree with this approach?**

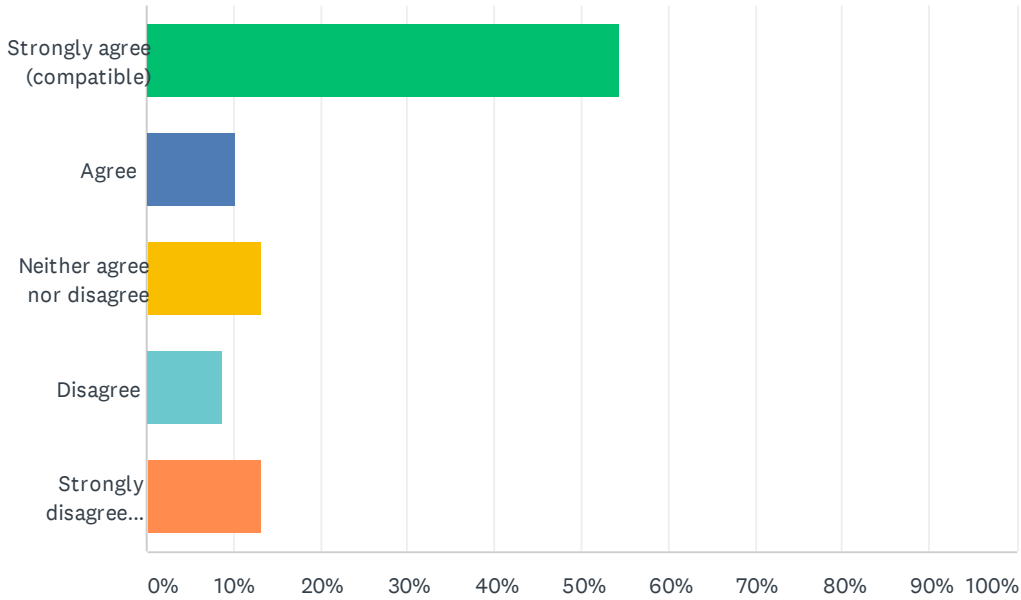
Answered: 68 Skipped: 1



ANSWER CHOICES	RESPONSES	
Strongly agree	44.12%	30
Agree	16.18%	11
Neither agree nor disagree	4.41%	3
Disagree	13.24%	9
Strongly disagree	22.06%	15
<b>TOTAL</b>		<b>68</b>

### Q16 Do you think a major transit investment (such as streetcar or bus rapid transit) could support and be compatible with the Mixed Use scenario land uses and development patterns?

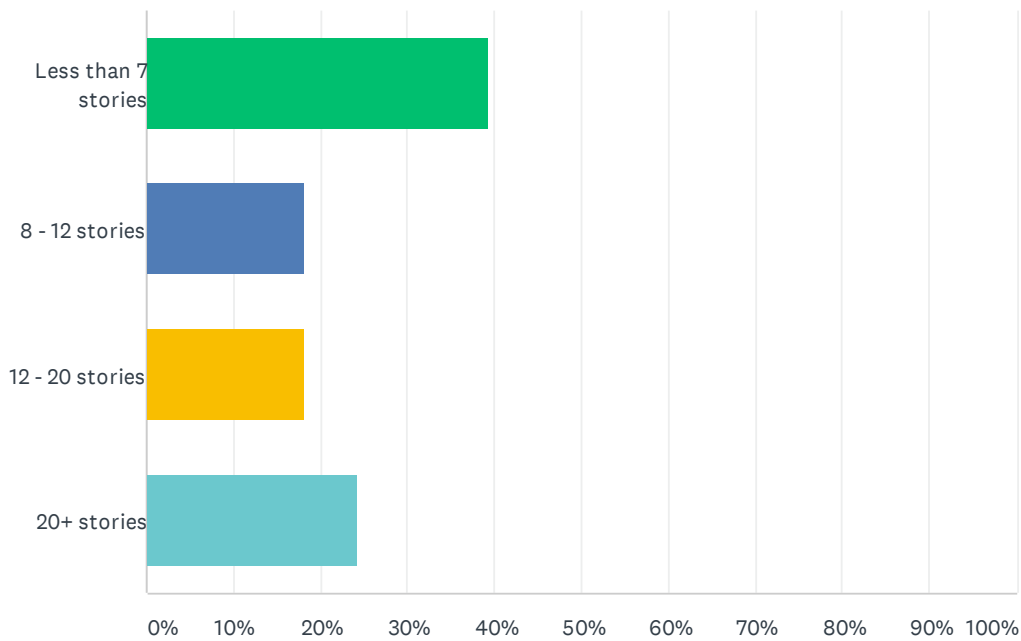
Answered: 68 Skipped: 1



ANSWER CHOICES	RESPONSES	
Strongly agree (compatible)	54.41%	37
Agree	10.29%	7
Neither agree nor disagree	13.24%	9
Disagree	8.82%	6
Strongly disagree (incompatible)	13.24%	9
<b>TOTAL</b>		<b>68</b>

### Q17 If land use designations (zoning) were changed to allow a greater variety of uses in the area, how tall should buildings be (maximum)?

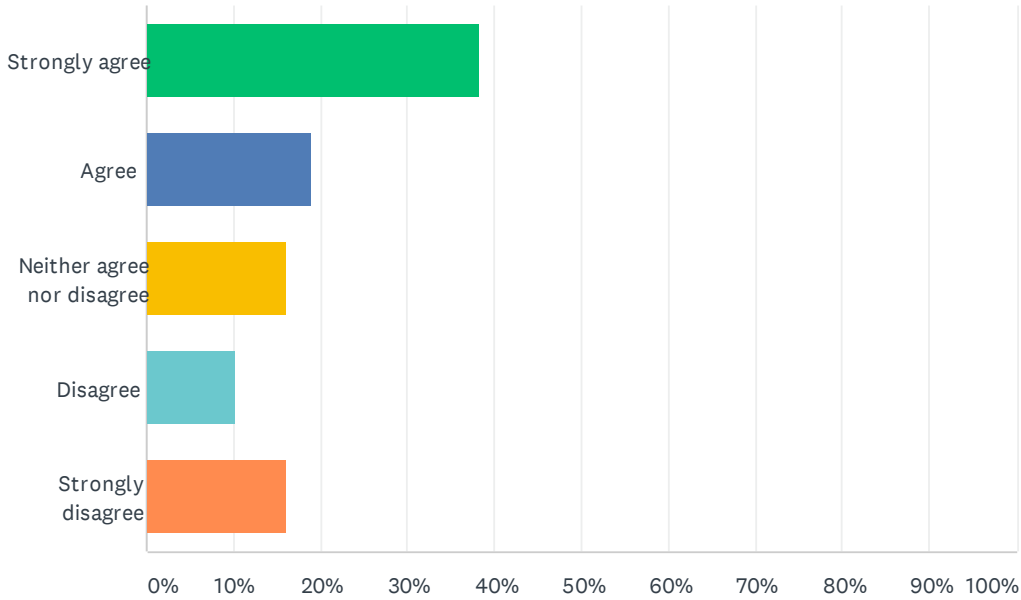
Answered: 66 Skipped: 3



ANSWER CHOICES	RESPONSES
Less than 7 stories	39.39% 26
8 - 12 stories	18.18% 12
12 - 20 stories	18.18% 12
20+ stories	24.24% 16
<b>TOTAL</b>	<b>66</b>

### Q18 Do you support the idea of smaller blocks within the ESCO site, broken up by pedestrian pathways (such as the pedestrian blocks in the Pearl District or on a college campus) to traverse the area?

Answered: 68 Skipped: 1

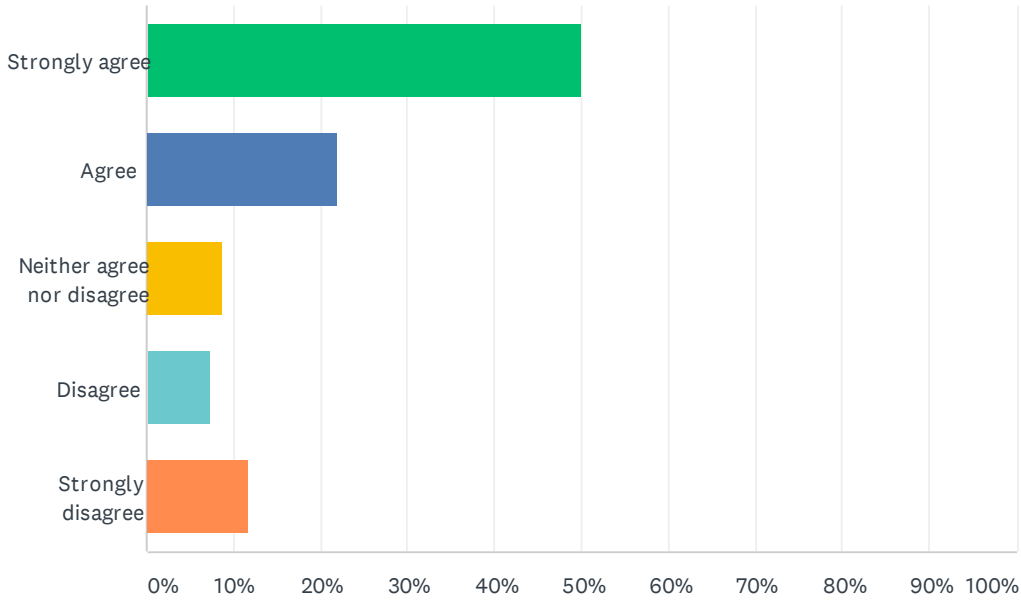


ANSWER CHOICES	RESPONSES	
Strongly agree	38.24%	26
Agree	19.12%	13
Neither agree nor disagree	16.18%	11
Disagree	10.29%	7
Strongly disagree	16.18%	11
<b>TOTAL</b>		<b>68</b>



### Q19 Do you support pedestrian/bicycle bridges over Highway 30 and the railroad to give active transportation users a way to make difficult crossings away from vehicles and transit?

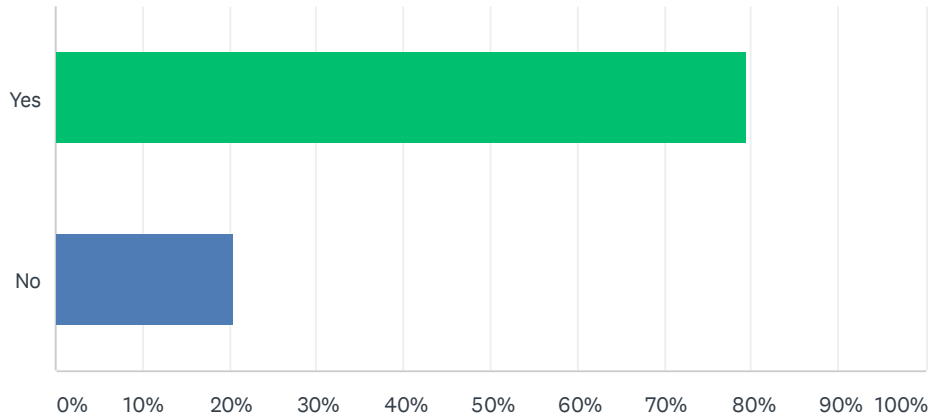
Answered: 68 Skipped: 1



ANSWER CHOICES	RESPONSES	
Strongly agree	50.00%	34
Agree	22.06%	15
Neither agree nor disagree	8.82%	6
Disagree	7.35%	5
Strongly disagree	11.76%	8
<b>TOTAL</b>		<b>68</b>

Q20 Do you support the proposal for active frontages near the new transit alignment in the Mixed Use scenario? By active use we refer to activities that bring more people or provide visual interest on the ground floor, such as a retail, commercial or maker space.

Answered: 68 Skipped: 1



ANSWER CHOICES	RESPONSES	
Yes	79.41%	54
No	20.59%	14
TOTAL		68

## Question #21: Does the Mixed Use scenario create any benefits or burdens that you are particularly excited or concerned about?

Thus totally destroys the industrial sanctuary and all the working class jobs. It is a sellout to elitism and ongoing racism and economic inequality. Portland does not need to sacrifice this industrial sanctuary for another Stabtown, Pearl or South Waterfront. Those are great places but we don't need this trade-off here.

The mixed use scenario also creates an intensity of development in the area and would undoubtedly place pressure on an already fragile existing regional roadway connectors and neighborhood connectors and with the higher demand for employees/residents to the area there would be impacts on existing housing/affordability, parks, schools, etc to the South. Without more information and analysis of what this area can absorb in terms of employment/housing/transportation, it's difficult to assess which scenario presents the greatest benefits to the greatest number of people and limits the burdens. Given the events of 2020 and the demand for change, we also need to expand our idea of diversity and inclusion to the planning process and development for this area. Very few people of color or socioeconomic diversity are represented in the conversations to date.

Same comment as Scenario 1, #7

Less than zero benefit. Portland has Pearl district, a Conway/Slabtown build-out, Montgomery Park expansion, the Southwest waterfront and whatever happens over the Burnside Bridge. Enough is Enough. Please, just don't do it. Please. If, for some reason you do it anyway, you need to have plenty of parking for the highly-paid car-owning people that will live there, large trees along every street, a very large park (classic Portland, not Pearl-district postage stamps), and a very large homeless rehab and housing center. If this area is overdeveloped as in this plan, these real amenities can and should be paid for by the developers of what is completely unnecessary and will negatively transform Portland.

With recent events and BLM in mind, a key to racial and economic equity, perhaps THE key, is desegregated public schools (affected schools would be Chapman elementary, West Sylvan Middle School and Lincoln High School.) There's an incredible opportunity here to build affordable and low-income FAMILY apartments (i.e. 3 + 4 bedroom) along with the services (=middle wage jobs!) needed to integrate newcomers successfully into this white area of giant homes. I doubt the City's ability to play tough with developers in order to build for the next century. All I've seen going up in inner Portland is small apartments for young people with good jobs and no kids. Our extensive transit system is ALREADY available for viable commutes of an hour or less from a central location such as the MP area to jobs throughout the region, but the housing isn't there for "middle-wage" and working class workers with families (except for those affordable apartment buildings isolated on the fringes of the Pearl, blocks away from retail.) The public comments from the March open house reflect my own vision of economic and cultural diversity. I'm a longtime renting resident of NW Portland. The boring, homogenous upper-middle class vibe of Pearl and Slabtown should not be extended, especially while districts in other parts of Portland are gentrifying and the poor are being forced further and further out.

Public green space (i.e. parks) in the area are already very well loved, so I am concerned that bringing in more residents to the area without providing more parkland will have a negative impact on existing facilities.

No

## Question #21: Does the Mixed Use scenario create any benefits or burdens that you are particularly excited or concerned about?

---

The Mixed Use scenario should only apply west of Hwy 30 covering the Esco and MP properties.

---

Impact on already over-burdened transportation system, displacement of good industrial jobs.

---

This is an in-your-face plan by ESCO and others to distract from the fact this is a possible Superfund site.

---

Provided not too much as to be unsustainable

---

seems to shift Industrial sanctuary to Nicolai.

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This is a no-brainer. This is the best use of the district and a natural extension of an already vibrant, dense, compact, and thriving area (which by the way, is one of the few truly great mixed use districts IN THE COUNTRY). This has everything we need- more employment space and creative mixed use, more housing, more opportunities for social engagement, more parks, more pedestrian and bike scaled infrastructure (both ped blocks and a bridge over two disruptive pieces of transport infrastructure) and more activity centers. It also does the most for placemaking- people will want to be there and it will make the entire area more prosperous, inviting, and successful. We have a chance to build big- build dense, and support the community with additional community facilities and a place for people, not manufacturing machinery or half-empty offices.

---

Classism on full display with the oppressive language of "low-income" persons! [ *explicit language redacted* ]

---

I support the proposal to add new ROW in the large blocks to provide additional access and allow for incremental development. It is much easier for smaller developers to purchase property and develop new buildings at a much lower cost if the parcels are modular, instead of a large single block. When a developer can acquire or develop property in smaller chunks, the chance that a property will be developed is much higher. Only large corporations would be able to develop a superblock, and it is likely that would only happen in a few rare circumstances. I'd also like to recommend the new Reed Street be continued through to 26th Ave, as a full new street or as a pedestrian/bike pathway (similar to the north-south walkway between 21st and 22nd Ave in Slabtown, or like NW Irving St between NW 10th and 12th Ave or between NW 14th and 15th Ave). The new awkwardly shaped block between Reed and York should become a public park. Successful neighborhoods need public parks, and the area does not have enough currently nor as proposed in this alternative.

---

Benefits: Allows for more funds to be used for the public benefit. Burdens: Dramatic increase in traffic and congestion in the area.

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still wrapping my head around all the details, and possible consequences, including unintended ones....

---

Another great neighborhood in NW Portland.

---

## Question #21: Does the Mixed Use scenario create any benefits or burdens that you are particularly excited or concerned about?

While I support bicycle and pedestrian development in NW, I don't support making access over highway 30 greater. That will encourage more transients and drug addicts to come from downtown to NW Portland. Such bridges are also very expensive to create. Increasing pedestrian and bicycle safety across the current bridges would be okay and reasonable cost. NW Portland is a gem, because it has its own residential family atmosphere that is urbane, but too much connection with the Pearl and Downtown will ruin this atmosphere and deteriorate a important aspect of the charm of Portland, which is its variety of neighborhoods. Don't try to make all of Portland some kind of Pearl District fantasy ideal. Diversity and historical uniqueness of the NW District attracts tourists and gives Portlanders and fun option when going out, depending on their mood.

The benefits to enhanced work spaces in that location could bring high paying jobs that portland is lacking (compared to Seattle and San Francisco). Housing has already increased dramatically in Conway/Slabtown.

I am very excited by the potential to introduce new housing and businesses to Portland on the former Esco site. I am deeply concerned about equity, and want the city to take a strong hand in guaranteeing affordable FAMILY housing for low-income families (the current trend of allowing developers to build cheap 300 sq foot apartments is a joke an an insult to the idea of equity, especially when existing housing is torn down and families are evicted to build these monstrosities).

No

Affordable housing is a must, more than 25% of new houses must be done like this

Mixed use zoning provides maximum flexibility in urban planning. Housing vs office space can be juggled depending on the pandemic recovery timeline.

Let's fix our city core first, it's an embarrassment. Portland is an embarrassment.

Huge benefits for pedestrians. I walk this area frequently now and it isn't pedestrian friendly at all.

Housing uses directly adjacent to Highway 30 are a particularly bad idea, why is this even being considered?

Housing shouldn't be the focus of this industrial area. Consideration should be given to local schools. Chapman is already overcrowded. Certainly it would be great of more affordable housing was built in NW Portland, but there may be some burdens associated with locating it in an industrial area that has high levels of air pollutants.

This is the best scenario. Fits Portland's brand, creative use, tourism, growth economy with sensitivities to the environment and human scale

Excited about pedestrian and bike care

## Question #21: Does the Mixed Use scenario create any benefits or burdens that you are particularly excited or concerned about?

The mixed use has the most potential to be problematic. This area is different than the Pearl district, and with this plan the area may start to look like an extension of it. This scenario would inhibit Portland's job diversity and limit industrial land. While some of the heavy industrial land pollutes the city and should be removed or altered, our city's economy still relies on industrial land and will seek to move it elsewhere. I'm concerned that it would do more harm than good to fully make this area mixed-use.

This solution is the correct solution. It maximize housing and growth. Portland needs more growth in close-in areas where efficient transportation and housing solutions can address people's needs. The alternative is growth in the suburbs, which is less environmentally friendly and reinforces the automobile. We need to meet our housing and climate goals with more close-in neighborhoods.

I do not favor this scenario. I want Industrial zoning and uses east of Esco to be preserved. It is also part of a racial equity decision because blue collar jobs would be preserved or encouraged.

Same comments as Enhanced Industrial

I don't think adequate assessment of jobs/housing mix has been done to enable evaluation of any of these options and the elimination of existing zoning and uses. Existing residential and commercial vacancy rates need to be assessed. Does residential development really belong so close to the existing industrial area? What about air quality and issues related to liquefaction in the event of a major earthquake?

Potential for affordable housing and affordable business leasing spaces

Safe pedestrian and bicycle crossings should be a high priority

I like the axis to the river and the flexible land use possibilities. The employment / residential ratio should be subject to some analysis not yet provided. It's important especially in this scenario that land uses be integrated and transitioned with existing and emerging development to the south.

Traffic will be so immense that the neighborhood to the south will be overwhelmed with cut-through traffic. Streetcar is totally inadequate to mitigate the traffic.

i like the idea of expanding residential northward - it's a close-in neighborhood that should include a variety of uses. my only concern, and maybe i've misunerstood, is that it doesn't allow for institutional uses. i'd prefer to see some limited institutional use.

I think the mix of use in the area will benefit the local economy and residents the most. There is also a great opportunity to create more connections from the NW across Front Ave. to the waterfront.

Creates the most extreme threat to industrial activity, drives up land values and would lead to another tony neighborhood a la Pearl and Slabtown.

Portland desperately needs more affordable residential, especially rentals. Displacing existing industrial areas with affordable housing sounds like an excellent idea to me.

Cover Hwy 30 completely from Vaughn to Nicolai, not just a bridge over Roosevelt.

**Question #21: Does the Mixed Use scenario create any benefits or burdens that you are particularly excited or concerned about?**

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Mixed Use creates greater flexibility and allows greater employment density than industrial uses. As a result, more ridership of the StreetCar.

---

Should also consider connection to Lower Macleay trailhead (Forest Park) in this study. How would one physically connect to this amazing resource from an end of line station? Seems like the desire line runs through far west edge of MP property, is there a crossing or bridge there that should be looked at to enhance pedestrian or bike connections? Feels like a very positive step towards more equitable Park access.

---

This area holds incredible opportunities for the City of Portland, both in terms of healthy growth, vitality in the city and increased tax revenues. With increased density in potentially high value building, it will improve Portland's financial viability while also easing the housing shortage in Portland. The redevelopment of the Montgomery Park area, along with the former Esco site and the surrounding area offers a development within the City of Portland that holds incredible promise.

## Question #22: Is there anything else you want to share about the Mixed Use scenario?

Terrible and totally unjust concept. A sellout for money. Another form of gentrification.

New development and affordable housing are not likely to ever happen in Portland. There is no trust in these promises as none have yet to play out. Always look to implement low income housing (with parking so people can safely get to jobs and take care of infants to elders. Better yet, do something that creates jobs so less people are in need. Please keep the industrial district a place for industry and add to the diversity of business opportunities for Portland instead of concrete and glass condos.

It seems like the proposed Streetcar extension on this side of the river is visualized as some kind of Disneyland attraction to get people to sign leases and mortgages. No: build housing, create opportunities for local small business, and forget about the Streetcar to MP for at least ten years (or maybe forever.) Buses are more flexible. Service and stops can be added when and where needed as residents move in. Buses can provide longer rides with fewer transfers to employment. When it comes to Streetcar vs. affordable housing, I have no idea of proportional expense, but every day while they were laying the rails and every time a streetcar went by, I'd be thinking about each family waiting for a place to live.

There are no community gardens in the area, and this could be an opportunity to provide growing space to new and existing apartment dwellers

I am concerned about the lack of specificity regarding low income housing.

Clean up the hazardous waste on this site.

No where in the plans are headquarters and zero-dollar housing for members of Antifa! Peaceful protesters can't be expected to loot and burn while holding down an oppressive job!

See notes from Q7.

see 21. above

Respect what residents and owners of homes in this area think. Thanks.

Best of the bunch, forward looking for the city. I strongly support streetcar in all situations.

No

See above.

There are so many vacant businesses in this area. It's time for the city to wake up to the fact that industrial businesses are no longer viable.

what would be the corresponding public benefit to the private windfall that this scenario, and really all the scenarios, would create?

This is the only approach of the three that makes sense to me and speaks to my perception of needs in Portland generally and the neighborhood in particular.



## Question #22: Is there anything else you want to share about the Mixed Use scenario?

I think that while the zoning should be different, the pedestrian improvements for this zone are the most beneficial and will help with this area's connectivity. Especially if the Portland Diamond Project pans out, there will need to be some transit and pedestrian connections to the stadium, and the streetcar might provide that.

The pedestrian/bicycle bridges over the railroad are not critical. They are nice to have but there is not so much on the other side of the railroad that this scenario should depend on getting those bridges built. The logic of this scenario stands even without those bridges.

See above.

I think this survey is poorly constructed with forced choices and lack of real choices and weigh pros and cons fairly.

Do we lose too many family wage jobs? This needs to be assessed with a wide look at industrial land supply and the ability to clean up superfund sites. Also, I think the Line 5 bus route really needs to be promoted and enhanced, as it will be a primary transit link - maybe more so than a would-be streetcar.

No market for this level of rezoning. This is a greed grab, our and simple. Property owners should live with the zoning as is and keep good jobs in the area.

this is my favorite scenario.

This is the far superior choice.

In each case the zoning along the street car must change to allow for flexibility of the use of each building. There a several smaller parcels that would lose their use if the zoning remained the same and the street car was built.

It's driven by goals of real estate speculators, not the transportation, livability and affordability goals of the wider neighborhood.

Anything that brings additional pedestrian areas to the city is fantastic. Cities should be built for people, not cars.

The connection of the streetcar from north/south 18/19 to the east/west York/Wilson -- you need to get the land to diagonally connect 19 to Wilson and 18 to York. The current plan that has both lines connect via Vaughn and 20 is going to be a nightmare of scheduling and tight 90' turning angles.

Active ground floor requirements are economically prohibitive to growth based upon the dying demand for commercial space on the ground floor. The use for all portions of a building should be market driven which in turn causes a more vibrant and mixed use neighborhood instead of clusters of the same use and dark retail spaces.

A transit investment such as a streetcar is most compatible with a Mixed Use scenario.

## Question #22: Is there anything else you want to share about the Mixed Use scenario?

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Seems the assumed pedestrian connection through the American Can building could go away if that becomes a single larger office building. Should instead bring an end of line station up Wilson closer to MP building to best work with that project's redevelopment epicenter. Wilson street has greater potential for main street feel here anyways. Really applies to all scenarios.

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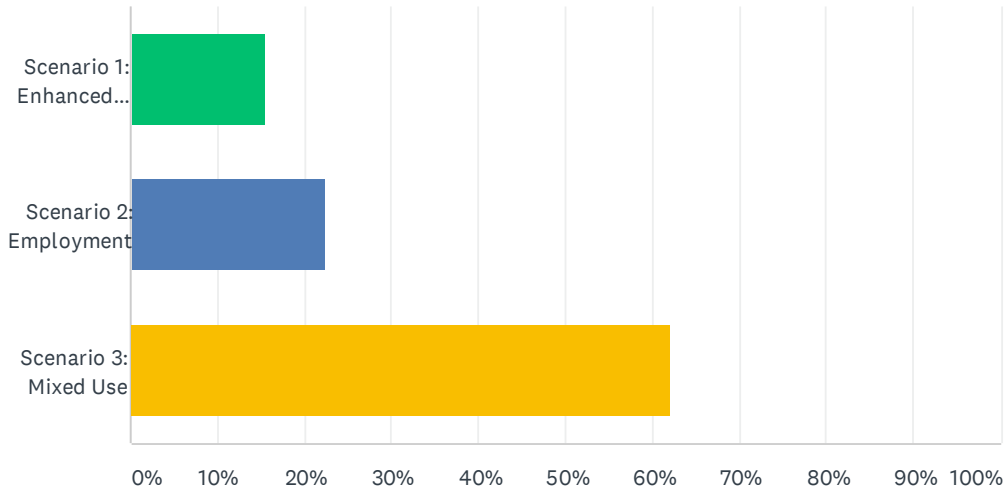
Again, if the intent is cutting off traffic on Roosevelt, I do not believe that is a good idea as parking for this area of town only exists in one place right now and it is on Roosevelt between NW 23rd and 24th. If public transit is installed as proposed here, people will want to drive to that lot to get the public transit on York St. or Wilson (both one block away), it would make no sense to cut off access to that parking lot. People already park in that lot and on NW Roosevelt who work in the area. As that area expands, parking will become even more necessary and it would make no sense to cut off the only public parking lot in the area from cars.

**PART 4:**

# Comparing the Different Scenarios

**Q23 Which scenario do you think will most help the City make progress toward Comprehensive Plan and Climate Action Plan goals for improving economic prosperity, human and economic health, equity and resilience, and for reducing carbon emissions?**

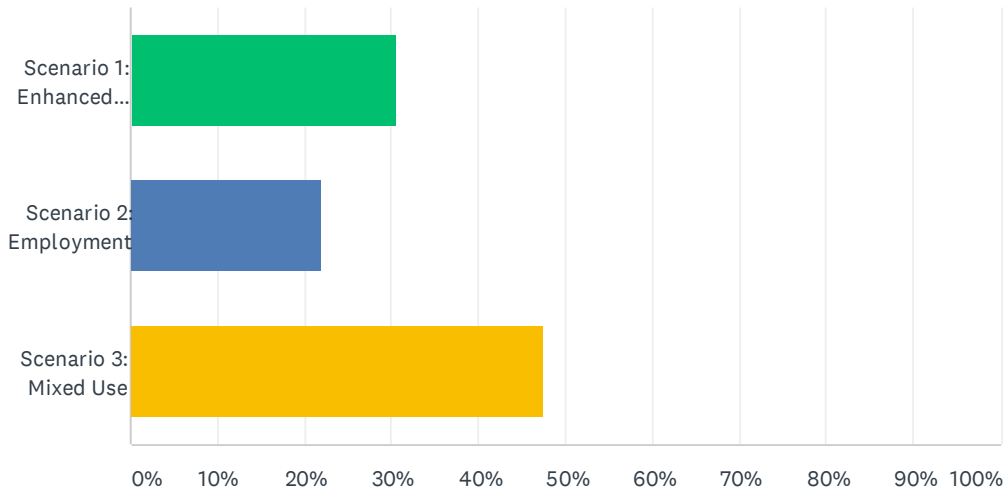
Answered: 58 Skipped: 11



ANSWER CHOICES	RESPONSES	
Scenario 1: Enhanced Industrial	15.52%	9
Scenario 2: Employment	22.41%	13
Scenario 3: Mixed Use	62.07%	36
TOTAL		58

## Q24 Which scenario do you think can best contribute to economic prosperity through creation of jobs, small business or micro enterprise opportunity, or protection of existing economies?

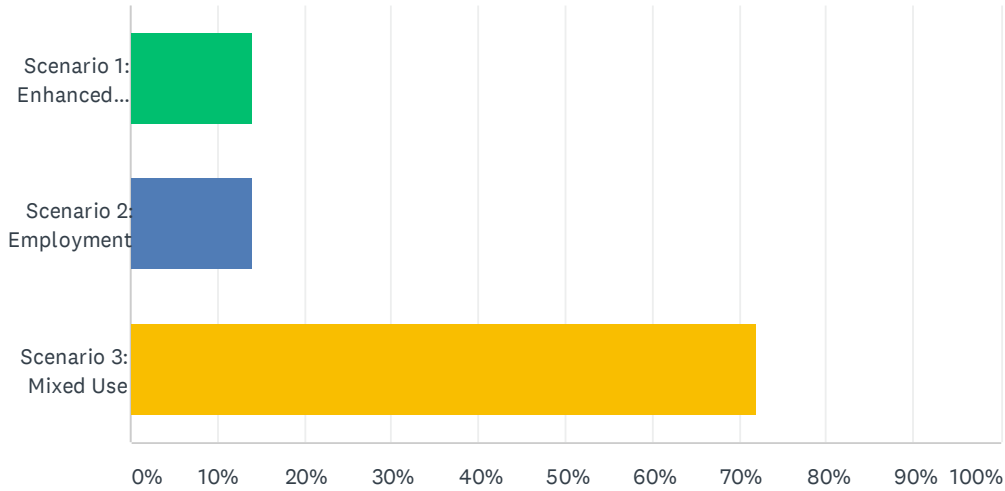
Answered: 59 Skipped: 10



ANSWER CHOICES	RESPONSES	
Scenario 1: Enhanced Industrial	30.51%	18
Scenario 2: Employment	22.03%	13
Scenario 3: Mixed Use	47.46%	28
<b>TOTAL</b>		<b>59</b>

### Q25 Which scenario do you think creates a district that could support a transit investment and improve access to affordable housing, middle-wage jobs, nature and recreation?

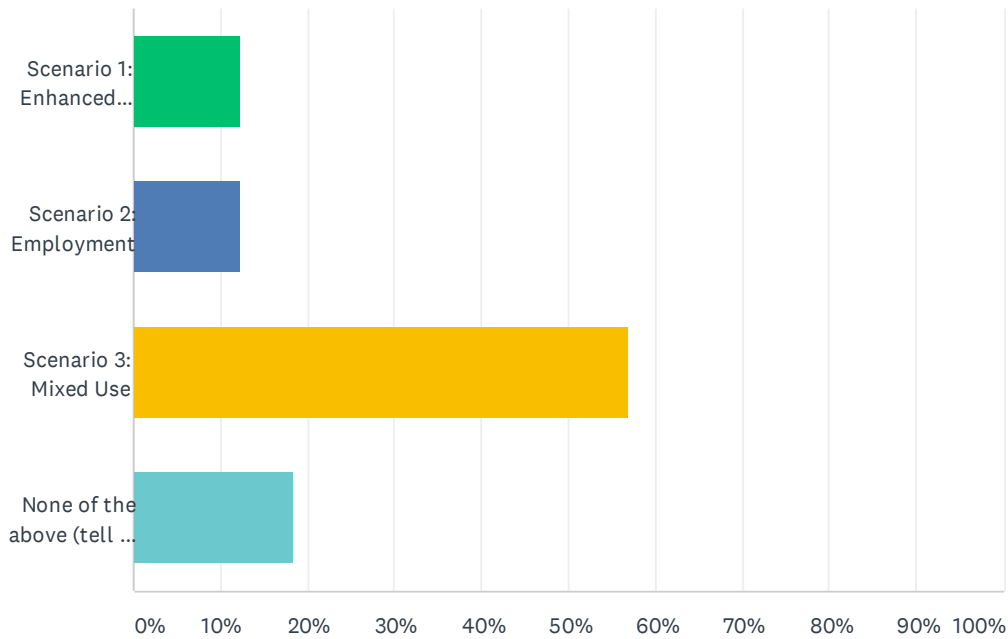
Answered: 57 Skipped: 12



ANSWER CHOICES	RESPONSES
Scenario 1: Enhanced Industrial	14.04% 8
Scenario 2: Employment	14.04% 8
Scenario 3: Mixed Use	71.93% 41
TOTAL	57

## Q26 Which scenario best matches your preferred vision for future development of this area?

Answered: 65 Skipped: 4



ANSWER CHOICES	RESPONSES	
Scenario 1: Enhanced Industrial	12.31%	8
Scenario 2: Employment	12.31%	8
Scenario 3: Mixed Use	56.92%	37
None of the above (tell us your ideas below)	18.46%	12
<b>TOTAL</b>		<b>65</b>

## Q26: Open Ended Responses

Retain the industrial sanctuary. The believing these concepts will do anything to address racial and economic inequalities. These will only make it worse.

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Except for the transit investment part. (Wait a minute: transit is supposed to support the result of development, not vice-versa!)

---

Enhanced Industrial east of Hwy 30. Mixed Use west of Hwy 30

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Clean up the toxic chemicals in the soil before any planning is done.

---

Forced employment is SLAVERY! The only equitable solution is free housing with great wi-fi and free-trade vegan cafes

---

Without understanding public need/demand and how all of this interacts with the surrounding area and Portland as a whole, it is artificial to select any one plan or even a combination of criteria.

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Leave it to develop on a piece meal basis without influence from planning dept.

---

it would need to be based on a more incisive reading of the existing conditions, and less than a wholesale change of existing zoning that would be needed to support streetcar.

---

I think that you should combine the zoning of the enhanced industrial was combined with the pedestrian improvements of the mixed-use zone.

---

Enhanced Industrial preferred IF Streetcar route is changed as I described earlier.

---

Leave it alone, spend the time and money on homelessness

---

More analysis needs to be done on the jobs/housing mix and loss of industrial land. Why not keep the existing zoning but improve amenities and access to enable it to perform better?

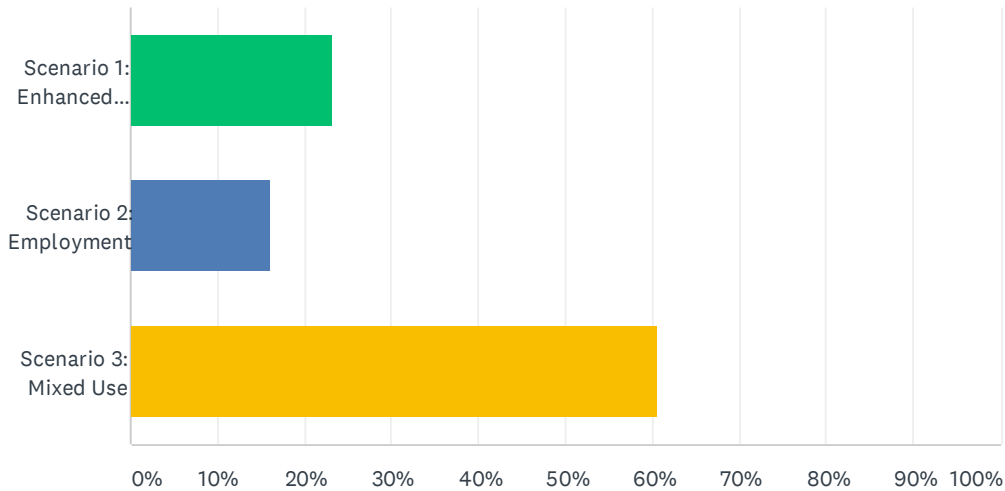
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Leave the zoning as is and create a viable light industrial area that retains living wage jobs and creates new ones. We have no need for more commercial development of any kind and there is already adequate land zoned for residential uses.



### Q27 Which scenario do you think has the most opportunity to advance equitable outcomes through different development types/land uses, or a potential community benefits agreement?

Answered: 56 Skipped: 13



ANSWER CHOICES	RESPONSES	
Scenario 1: Enhanced Industrial	23.21%	13
Scenario 2: Employment	16.07%	9
Scenario 3: Mixed Use	60.71%	34
TOTAL		56

## Q28: Is there anything else about the three NW scenarios that you'd like to tell us?

Stop this land owner and developer land and money grab. Portland needs true industrial lands. These support real jobs especially for the working class. The three proposals really support white collar workers.

---

I don't think it is possible to compare the various scenarios without more information on the impacts of each to the surrounding areas to the North and South --- or some indication of the numbers of jobs, housing, car trips etc that would be generated by each. Similarly, the conversation should not be about Streetcar specifically but about all modes of transportation. Per Dan, Streetcar would serve a very small fraction of trips to/from this area. We need to be thinking outside the box, about more flexible means of transportation especially in these changing times, Covid, earthquakes etc. That said, there is a lot of potential to development in this area but it needs to be in the public's best interest, however that is defined and who is included/excluded, and not what is best for a few property owners.

---

Just the same plea to not leave existing neighborhoods in the lurch as decisions are made about new areas. I would have been happier with discussion about making 23rd Avenue a pedestrian only zone that can expand its appeal as a business/dining destination and maybe running the streetcar down 23rd to allow easy access from parking garages on the perimeter of the business area. I see moving the streetcar as abandoning the existing in favor of fostering development. I not opposed to development. I just hate to see the existing streetcar route - around which many existing businesses have established themselves - sacrificed.

---

We really need jobs much more than we need more housing that is highly unlikely to be affordable (especially as income levels define what is affordable). The focus on jobs of the Enhanced Industrial plan, and the transportation that will serve it can bring many people to the nearby area for enjoying the parks, tree-lined streets, and dining or shopping -- as is already the case thanks to the 15 and 77 bus lines. Before ESCO closed and the demolition began we regularly walked in the area. Please help to have that in the future by taking advantage of this great opportunity for Portland's future.

---

Trees and attractive design, secondary only to transit and bicycle safety enhancements, will be key to help make these areas appealing for foot and bicycle traffic.

---

Because I favor Industrial east of Hwy 30 and Mixed Use west of Hwy 30, Streetcar should not run on 18th and 19th. It should run north on 21st to serve Conway, turn west on Thurman, and then go north on 23rd. From MP it should return to 23rd and go south to the existing track on Lovejoy.

---

NW is the only quadrant in the city with no community center. We need one. Also, Chapman elementary has been overcrowded for years (resulting in many parents who can afford to moving their kids to private school). Space for an additional elementary or middle school should be included in these plans, **\*\*especially\*\*** if mixed use is pursued.

---

Remember - the toxic chemicals spewed into the air by ESCO made all the air within a 9 mile radius of ESCO hazardous to health - especially of children and seniors. Only through the diligence and perseverance of Sharon Genasci and the Northwest District Association were the effects of the pollution made public. The ground around ESCO is toxic. Full Stop.

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FREE!

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## Q28: Is there anything else about the three NW scenarios that you'd like to tell us?

Q23: This question is so complex and broad, and it boils competing items (prosperity, equity, and reduction of carbon emissions) down to three individually complex options. There is no way that any answer to this question will be useful. Q24 & 25: The same level of complexity and lack of useful answers apply to these questions.

Jobs are, in my opinion, the key!!! With fairly paid work, people can feed, clothe, and shelter themselves!

The city absolutely must take affordable housing seriously, otherwise this becomes another Pearl district, a racially and economically segregated core city neighborhood.

Corona has changed the world, do we even need more office space in the Portland Area

We need to fix our current city core and dysfunction before we waste more resources.

None, they all involve of zoning and some form of gentrification which would seem to be contradictory to any "equity" objectives

I find it disappointing that the city is even doing this planning. From an equity and racial justice standpoint, this part of Portland should not be a priority. There is definitely an appearance of this being driven by well connected white developers and property owners. I would hope that staff will shine a light on how this does and doesn't meet the equity intentions of the city. Thank you for the opportunity to comment.

Zero height limits and emphasis on ground level activity means success in an area like this. Buildings are unlikely to be outrageously tall, but are more likely to focus on ground level activity in a case like this.

In addition to being an advocate of more housing for our city, I'm an industrial property owner in this area. As the owner of an industrial site, my main concern is that the city's exactions from property owners in the form of community benefits will not be well calibrated and will cause two harms. First, they will be too high and impede new development that would occur around the new transit investments. Prosper Portland's failure to reach a deal for Centennial Mills and the inability to close a deal for the redevelopment of the Broadway Corridor are good examples of this risk. Second, it would be grossly unfair to force existing industrial businesses to pay for an LID or other community benefits if the industrial use doesn't benefit from the investments. For instance, an industrial business is harmed by a street car that impedes its operations. It is adding insult to injury to charge that business for the transit investment if that business would only benefit on the redevelopment of its parcel, which may not occur for years. I know that many of the industrial businesses in this area will oppose and LID or other cost imposition for public investments from which they do not benefit. It would be preferable to attached extra community benefits to redevelopments in the area and not to existing operating industrial sites. In my instance, I'm in favor of the area transitioning to a mixed-use neighborhood and I understand that inclusionary housing and other requirements will be tied to a redevelopment of my site, but I don't want to pay for an LID for a street car if the street car benefits those new uses and not the remaining life of my industrial use. The big fees should be tied to the redevelopments not existing businesses that will eventually leave the neighborhood due to the transition to mixed-use. Finally, it is far more pressing that housing and office be close-in than industrial land be close-in. Housing and office generate far more trips and have greater positive benefits from being close to other similar uses. It is the correct climate solution to make this neighborhood mixed-use and let the industrial activity move to the periphery.

**Q28: Is there anything else about the three NW scenarios that you'd like to tell us?**

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'None of the above' needs to be a consistent choice for a fair survey.

---

None of these scenarios serve our neighborhood. The traffic impacts are unknown at this time (at least by me) and I can't contemplate scenarios without knowing the impacts. Find a scenario that reduces cut through traffic into NW Portland (south of Vaughn) or leave as it is. This area has been rezoned twice in the last 12 years and always with more intensive uses allowed. When is enough, enough. The is particularly true with the huge amount of development that can be accommodated at Montgomery Park, which the developer has said is planning on uses with a regional draw.

---

i'm looking forward to this happening.

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They are worded to encourage Scenario 3 responses. Question 25 specified only affordable housing (a very popular goal) instead of housing in general or market-rate housing (likely very expensive), which is much less popular with the public.

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Need to better understand connections to Forest Park & what will make best use of intended redevelopment plans at Montgomery Park.

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Again, I think Scenario 3 creates an incredible opportunity for both the City of Portland and its residents.

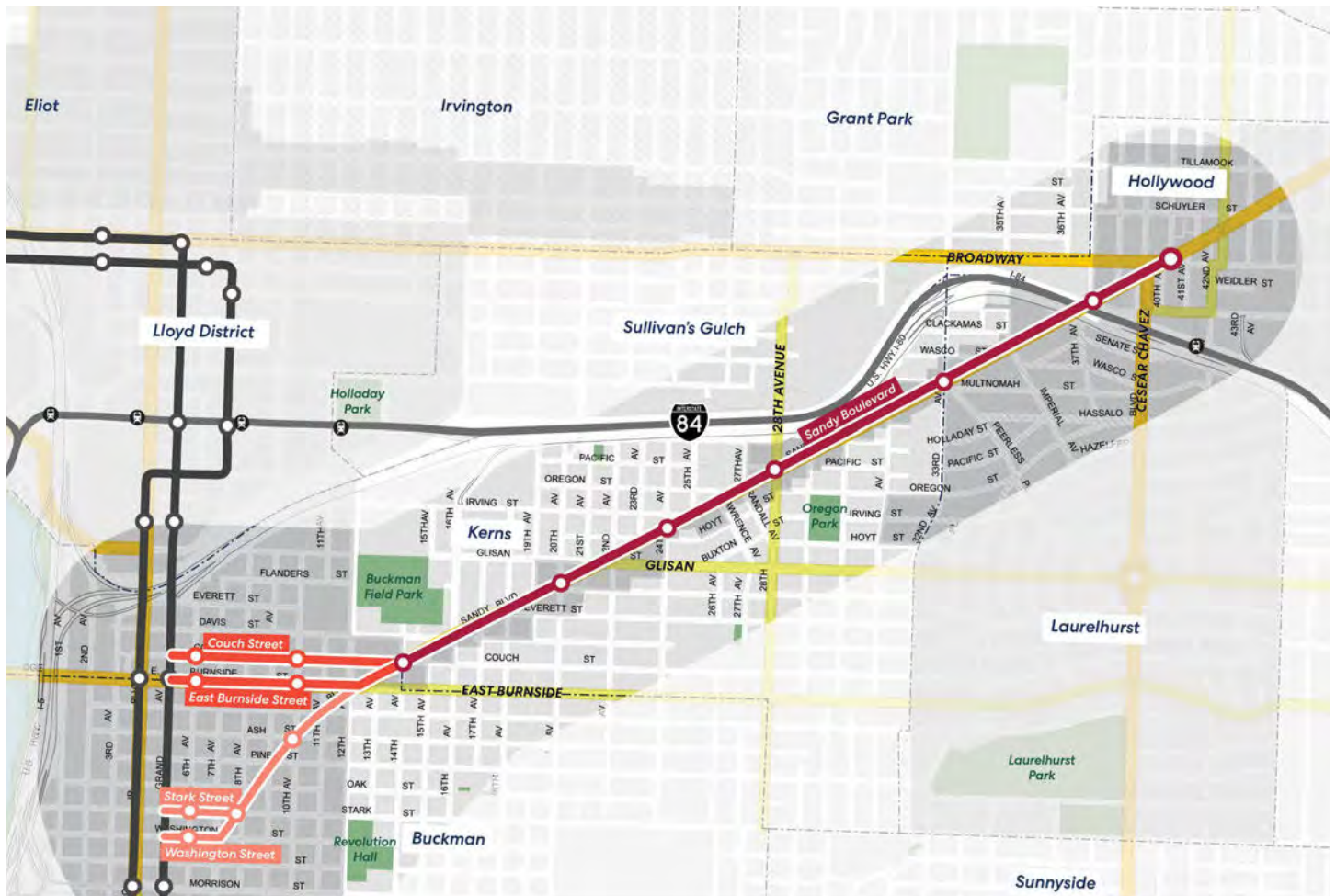
# **Montgomery Park to Hollywood Study (MP2H)**

# **Northeast Portland Urban Design Concepts**

**Survey Data Export - September 2020**

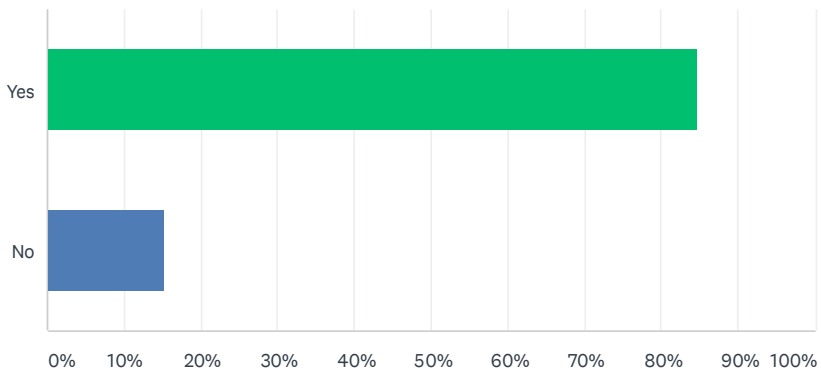
# PART 1:

# NE Sandy Blvd



### Q1 Do you think the current land uses, e.g. the businesses, housing, and commercial attractions on the Sandy alignment would support or benefit from a streetcar line?

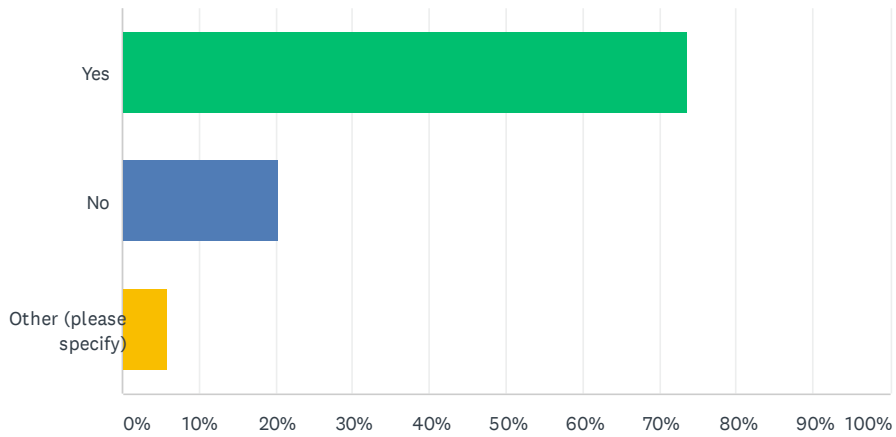
Answered: 118 Skipped: 3



ANSWER CHOICES	RESPONSES
Yes	84.75% 100
No	15.25% 18
TOTAL	118

**Q2 Would you support future zoning changes, including in the areas labeled “Review Comprehensive Plan Designation/Existing Zoning” and outlined in bolded dashed lines, to allow for more intense transit-supportive development of the area near the alignment?**

Answered: 118 Skipped: 3

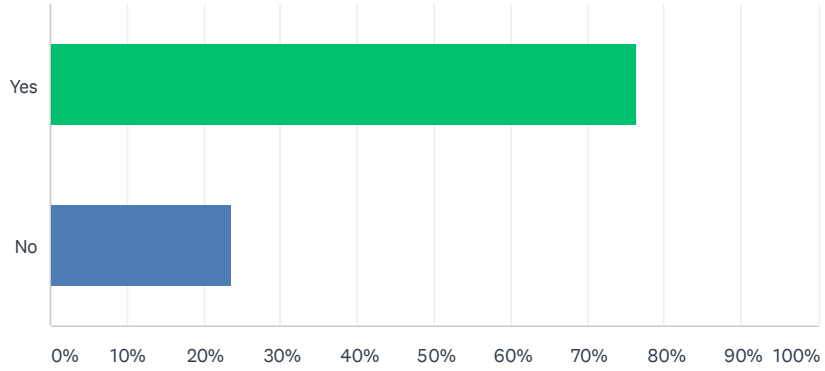


ANSWER CHOICES	RESPONSES	
Yes	73.73%	87
No	20.34%	24
Other (please specify)	5.93%	7
<b>TOTAL</b>		<b>118</b>



### Q3 Would a streetcar support or improve the transportation network in this area?

Answered: 118 Skipped: 3



ANSWER CHOICES	RESPONSES	
Yes	76.27%	90
No	23.73%	28
<b>TOTAL</b>		<b>118</b>

### Q4 Do you anticipate transportation opportunities, problems or issues with this alignment?

Answered: 78 Skipped: 43

I anticipate traffic problems because Sandy is a high-volume street that passes through a lot of neighborhood homes.

The #12 is an efficient bus through this corridor between downtown and further east Portland. Streetcar is less efficient for these distances, unless the speed and frequency is built up.

no

Issues

Couch and Burnside congested already with previous realignments that make this more difficult. Stark and Washington alignment makes more sense and less less congested alignment

Concern that Northeast Community Center (serves all-ages), located at 38th & Broadway, would be cut off from walking and biking access.

Difficulty crossing the street

fewer cars and trucks expense and initial public acceptance

Sandy Blvd is a major auto route from NE 82nd east. Clearly this route would have major impact

dk

I think it would slow traffic on Sandy for commuters heading further out in the East side.

No

Opportunities

Cost to whom? Tax payers-home owners? Most improvements in Portland are "billed" to home owners

No

The network of roads around central Hollywood and the Max/Bus Transit Center, especially where Sandy and Broadway intersect, is quite convoluted. Would the streetcar simply follow the Sandy busline?

O

A few during bad weather.

No

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I don't understand why a streetcar is being proposed for this. There is already decent traffic congestion in this area and creating a streetcar line is a very expensive undertaking that would lead to further congestion. And the amount of time the streetcar takes to get from place to place would be a disincentive for use. To improve public transportation to this area, create a bus express lane and/or increase the number and frequency of bus options.

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Problems: there is no space, waste of money, streetcars are obsolete. Fix issues with existing ones before adding more.

---

Major traffic problems with the amount of cars that use Sandy Blvd as a commuting line daily, including large freight trucks and people from WA

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There's not enough street car usage to warrant taking away from cars given the highly congested space that already exists. The city created the problem by not requiring parking when they got from a residential lot to a giant multiuse building. Stop being dumb.

---

Yes. Four full service travel lanes and on-street parking need to remain on Sandy. Adding slowmo streetcar service obstructing traffic when boarding passengers, and/or removing lanes will only create more congestion. Removing on-street parking will have a negative impact on small businesses and surrounding residential neighborhoods. A district plan that requires adequate parking with any new development needs to be implemented on Sandy.

---

This alignment, while in a dense urban environment, seems inefficient due to the "dead end" at the streetcar line. I know that streetcars are capable of taking very sharp turns, but it seems to be an awkward area to tie the line into. I think it represents less of an opportunity for mode shift as well. I agree that the land use is supportive of a transit investment like streetcar and would be satisfied if this was the alignment, but I think the Broadway alignment is better.

---

Yes, slow down along Sandy but this is a good idea. If it is built will they come?

---

Just please make sure you include protected bike lanes.

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yes

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Mostly opportunities

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Harder to tie in to streetcar route

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Frankly, I wish the MAX had been put on Sandy a long time ago, but I fail to see how the streetcar will be a significant improvement in transit service over the current bus service. I am worried (in ALL alignments) that the construction of tracks in the street will prevent future bicycle infrastructure or road diets to occur.

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Transportation opportunities, yes. I am not knowledgeable enough to comment on the other 2.

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The streetcar will marginally increase access to Hollywood. This route will impact commercial (delivery truck) travel on Sandy.

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The residential areas in Laurelhurst directly south of the alignment would be majorly impacted by additional noise, vibrations from the trains, and the potential for property value impacts.

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I support this plan, but would like to see much more done in the future to address the lack of transit options that carry passengers north-south without having to be routed through downtown or otherwise forcing passengers to travel several miles out of their way. This lack of accessibility and usability is the main hindrance forcing me to find other modes of transit, primarily my personal vehicle. I don't want to drive, but when it takes half the time—even in traffic—to drive versus using public transit, sadly the choice is made for me.

I've heard talk of a bike lane on Sandy which I'm very much in favor of. I'd be curious what the lane configuration of Sandy would be at the end of the project in this alignment.

Would like improved bicycle travel in this area/on Sandy. How would this be impacted by a streetcar?

Why does it have to go to the Hollywood theater area? That is a dense area already and would likely reduce traffic to one lane east and west direction.

no

No

Streetcar schedules not being frequent enough will likely reduce ridership. Suggest high frequency.

Frequent, fast Bus service, bike corridors, and safe connections to MAX are more equitable and efficient transportation opportunities than underutilized, high-cost street car lines.

Problems. Sandy is congested at various hours and this would either increase that congestion or cause it to spill over to Broadway/Weidler, impacting nearby residential neighborhood.

no ne portland needs so much more transportation growth

Traffic delays on major car corridor

Good opportunity for connection between areas with restaurants and shopping.

One of my concerns is the amount of time allotted to lay tracks that would cross Sandy at 37th. The 37th Street on ramp to I-84 west is always backed up during peak hours. Another concern is with the possible "turn around" in the area of Trader Joe's. Part of that turn around, is on both Halsey St and 42nd Ave. The 43rd St exit off of I-84 west bound is the first exit option off the freeway for roughly 5 miles. This exit is also one of the primary ones for emergency vehicles. The intersection of 42nd & Halsey is dicey at the best of times. I think it would be very important to do extensive traffic impact studies on the intersections on Halsey at both 42nd & 43rd. TriMet is also in the process of developing the transit center in partnership with Bridge Housing. that will also have an impact on the MP2H project.

More difficulty getting downtown. Longer commute times

Sandy always felt like an unnecessarily broad street, with space for streetcar infrastructure, but installing a streetcar seems like more work than it's worth. Why not just increase bus frequency? Or designate bus-only (or bus-priority) lanes, instead of blocking off a whole portion of the street that only a streetcar can travel on every twenty minutes?

The area near NE 12 and Couch/E Burnside will be complicated to connect into.

Building the infrastructure would be detrimental to the aesthetic nature existing today. This would not be of long lasting value given our society's penchant for tearing down structures after relatively few year of service. You could try it out with diesel buses or just use diesel buses if you are determined on the street car concept.

Please don't implement a system that would make the existing transportation structure harder to use. If a street car could be introduced in a way that did not create more congestion, make car traffic stop more frequently, etc., it could be of benefit.

No

i84 would be more congested with traffic that uses Sandy

Difficult to imagine how the streetcar would navigate the Hollywood area. How would it turn around?

Possible affect on existing bus lines and hoped for MAX station at 28th.

Sandy has been a traffic corridor in need of more thoughtful development

Duplication of 12 FS bus. Shared stops as on Grand Avenue? Dedicated transit lane and reduced GP lanes to one in each direction?

Complaints about not being cat friendly which are not relevant

Streetcar would duplicate existing bus service so don't believe it "supports or improves the transportation network" in the area.

I think streetcar development here would hopefully increase public transit ridership, foot traffic, and cycling traffic, while simultaneously reducing car traffic. That to me seems like a huge opportunity to benefit the people of Portland, and prioritizes people over cars.

Sandy is already served with a frequent bus, so design details of how the bus and duplicative service from a streetcar will interact will be critical for this alignment. Furthermore, Sandy is an ideal under built bikeway from NE to SE Portland. It is difficult for me to see vehicular traffic, buses, street cars, bicycles, and parking existing simultaneously. I'd lean towards removing the center turn lanes and parking and using that space to create sidewalk-level bike lanes for this section with two lanes of bi-directional traffic one of which will be used by the streetcar in each direction.

This is the best of the three options...lots of commercial and residential developmental opportunities along the corridor!

Please be sure to maintain (or increase) bike parking when developing the plan for the streetcar line. Is there a way to also include a separated-from-car-traffic bike lane on Sandy when the streetcar plan is developed?

Of course- there are always problems. Limiting the number of stops so the streetcar isn't too slow would help.

The 12 bus is already frequent service along this route, so I see a streetcar as having marginal transportation benefit

The bus is faster, although this would make a nice connection between areas. Could this be combined with rose lane / bus rapid transit lane on Sandy?

---

SE Stark is already a problem because of the trains parallel to Water St. I think Couch/Burnside is a better choice. But, I like the idea of the streetcar extending deeper into the SE.

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Streetcar is slow and expensive. BRT is better with dedicated lanes.

---

The Sandy Blvd route is already the path of growth with multiple high density residential and mixed use buildings completed or under construction and in addition to these use types there are also office uses in the planning stages. Sandy is a very logical street. More near term in a lot of ways than the NE expansion to Montgomery Park.

---

I fully support the Sandy alignment as someone who lives just a few blocks off of Sandy (have for ~5 years). Sandy is a great street because it is super efficient (hypotenuse) for moving NE, and it is only 2 lanes in each direction. With transit using up one lane per side, this road would slow down cars. It's a super pedestrian-oriented area even though Sandy appears to be "busy." Early mornings, evenings, and some weekend times, Sandy is actually pretty slow. But it's scary all the same. I wish this were different!

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All of the above

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Yes, if Urban Renewal taxation is required

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Opportunity

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Traffic congestion on Sandy Blvd...?? Apparent circuitous access to downtown, which exacerbates the Streetcar's generally low speeds.

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This is a huge opportunity to connect dense, mixed-use inner east side neighborhoods. Sandy is "too wide" anyway from an urban design standpoint. Let's use some of that space to move more people and encourage pedestrian-oriented, human-scaled development.

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it would reduce frequency on the 12 bus

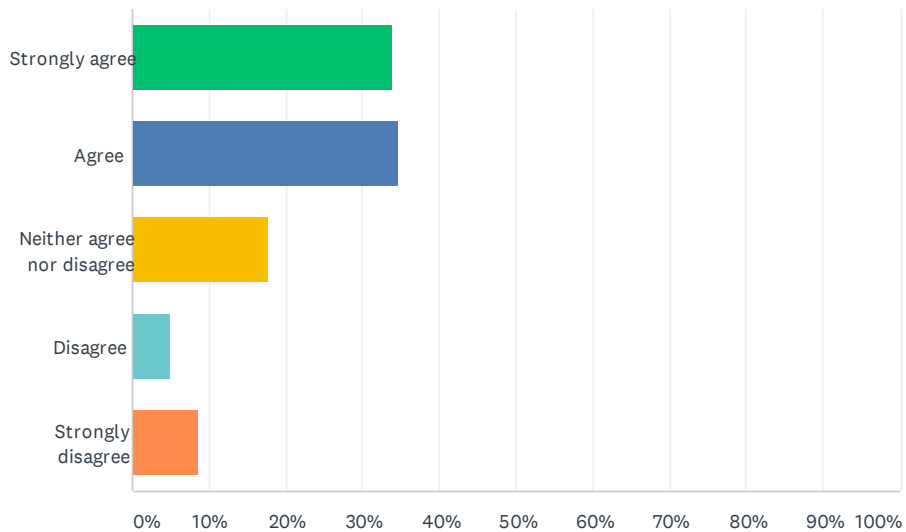
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Buses already run on this line. There is no bike infrastructure on Sandy.

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Q5 Would you support future redevelopment of the opportunity sites on this map with high density mixed-use type of development? (Note: the opportunity sites are privately owned properties, identified for discussion purposes; any future development would be initiated by the private property holders.)

Answered: 118 Skipped: 3



ANSWER CHOICES	RESPONSES	
Strongly agree	33.90%	40
Agree	34.75%	41
Neither agree nor disagree	17.80%	21
Disagree	5.08%	6
Strongly disagree	8.47%	10
<b>TOTAL</b>		<b>118</b>

## Q6 Are there other opportunity sites that you think the city should focus on or prioritize for change?

Answered: 64 Skipped: 57

I prefer the streetcar option that follows Broadway and Weidler over this one.

Several sites shown will be developed/re developed by the time this plan is implemented, so not sure whether the sites actually benefit from transit improvements

no

60th ave & Halsey

Support redevelopment of underutilized space bounded by 37th & 38th, and Sandy & Broadway, to expand non-profit Northeast Community Center (currently no municipal community center serving this area)

Halsey and Glisan in NE

Inner north east

Rapid transit THROUGH Lents/ Foster-Pow from I205 direct to Tilikum Crossing. There is poor connection to downtown in much of SE. The Division St changes do not directly affect these areas.

dk

the area certainly has room to benefit from improved transportation and development

82 nd Avenue

Not at this time

Unknown

No

no

82nd Ave..

Would this effect people losing homeownership?

No

East of 82nd Avenue. This area is developing on its own.

No, leave the east side alone



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Do the things you've already promised to do. Improve things for everyone. The war on cars (80%+ use their car). If you're going to waste tax payer money then build a subway line. We aren't in the 1900s and we aren't special like SF to need above ground trains.

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Not on Sandy

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Pepsi Block, Hollywood TC, and Laurelhurst

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The Fred Meyer site. It is a large superblock that reduces access, but would provide significant benefit and development opportunities if the large area was broken up into the pre-existing street grid and developed into high-density housing.

---

Community space and parks. this is sorely lacking in NE

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I think you need to stop using high-density housing to justify giving land to groups like Anchor NW. Those places will have to come down when actually equitable housing is called out, so don't give them any room.

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The development zones should be larger than 2 blocks.

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Consider moving the locus at 20th to 19th or 18th? those small triangular blocks at those intersections could be better utilized.

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I don't know.

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No.

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This alignment is not bad, but I believe the alternative is better

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Push for, or straight up require, mixed use development (not just apartments) along NE Glisan, especially east of 53rd, as those properties are being redeveloped. We want new businesses, too!

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The pedestrian experience walking on Sandy crossing the freeway is currently pretty awful. Making the stretch of Sandy between 39th and 33rd more pedestrian friendly and less car-centric would be great.

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With approval of small studio apartment buildings with no parking, this is not fulfilling an opportunity for the surrounding area. Contribution to density occurs, parking is crushed and will be for years. Make developers put in parking in these buildings. What is wrong with the planning dept. in not requiring this?

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no

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Could use another park along sandy other than Buckman Field.

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Hollywood MAX transit center, former Bowling alley/Orchards, and safe pedestrian and bike access through this area.

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Develop a Max stop in the area of NE 28th or 33rd

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Retain small business sites on Sandy. Resist turning it into yet another long boulevard with big box apartment projects

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The area on 28th, west of Fred Meyer and the property just east of 33rd on Broadway (formerly Gordons Fire-place) also the former Burger King property and the former Poor Richards. Possibly utilize the Poor Richards property as a turn around option.

---

SE Lents district needs more mass transit

---

High density mixed-use development seems to favor streets that are smaller and more walkable, like the SE streets (Hawthorne, Division, Belmont etc). Sandy is just too broad, and getting to the other side of such a busy through-way is always a hassle. It would be cool to see some of these underutilized pockets (like the car lots on Sandy) turned into public spaces that directly serve the surrounding community, like food cart pods, pop-up markets, and small parks. "Development" always seems to translate to high condos that are priced too expensive, with first-floor restaurants that are too generic for most people to go to.

---

Some of the uglier parts of NE Sandy need redevelopment- you can guess where those are.

---

No. I disagree with the concept.

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I think the broadway option would be used more widely

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No.

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No

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Sandy up to Prescott

---

MAX station at NE 28th. Redesign of freeway on/off ramps near Hollywood Transit Center. Viable connection to HTC from Broadway/Sandy intersection.

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NO

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Not that I know of

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Redeveloping the Bakery blocks (and fixing the grid) and the bottling warehouse on Davis will fundamentally change the character of the neighborhood. The announced plan for a grocery store at 16th and Sandy should be fast-tracked.

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No

---

Putting in a new streetcar lane presents an great opportunity to also build a bike lane. The streetcar could separate the bike lane (very much needed on Sandy Blvd.) from the car lanes. Sandy Blvd. needs much more bike parking all along it - even more so, because this plan includes more development. Thanks - this is an exciting plan to see!

---

Nothing comes to mind

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Fred Meyer

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There are tons of empty parking lots, buildings, old banks in Hollywood that could also be developed. There needs to be more development around the Hollywood TC to make it welcoming and easily accessible.

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NE Sandy has lots of opportunity for transit-friendly development.

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Again, all opportunity sites should have Community Benefits Agreements tied to the rezoning and redevelopment.

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#1 Burnside Bridgehead #2 Bakery Blocks Leave Fred Meyer as is for now.

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Do not know.

---

Have to think about this

---

no

---

Unknown

## Q7 Does this alignment create any benefits or burdens that you are particularly excited or concerned about?

Answered: 73 Skipped: 48

I am concerned about having streetcars run along Sandy when it's the main route through NE Portland. Traffic jams galore.

Concern that alternative transportation actually suffers with streetcar investment.

no

Benefits

Concern that Northeast Community Center (serves all-ages), located at 38th & Broadway, would be cut off from walking and biking access.

None that I know

it would be a great benefit if it were free

The major burden will be on automobilists.

I think this part of Sandy would be spiffed up and that would be a good thing.

Insufficient impact for me.

No

No

I would like Sandy Blvd to become more of a shopping destination and a pedestrian friendly street

Burden. The cost to home owners likely.

Dont know

no

Likely to bring more business to Hollywood?

Burden

Homeowners how does this effect?

Parking is already a problem.

No

---

I don't think it is necessary.

---

Concerned about waste of money, worsening of traffic, damage to land and communities.

---

Waste of tax payer money. You raise taxes on car drivers(gas, registration, etc) and I still run over the same fing potholes for years. Fix things that need fixing stop creating new nonsense.

---

Logically YES. The need for MORE off-street parking.

---

As mentioned before, I think this alignment is more awkward than the Broadway alignment. I'm caught between supporting a dense urban environment with a tool like streetcar, and spreading out the streetcar network to more underserved communities like the Broadway corridor. Equity should not always outweigh long-term urban investments that create dense, walkable communities and I think this alignment has the edge over the Broadway alignment to do that.

---

Pricing out people and destroying the character of the neighborhood.

---

It's great.

---

The noise factor has ZERO conditioning or things to absorb the sound. It's AWFUL living in that area and the re-verb from Sandy, from i-84 and whatever off those brick spaces and giant strip mall is maddening. People who live there and don't realize how sensitive they are to that noise - let alone those tricked into a ridiculously predatory landlord situation - need and have to be able to get out of those leases in some no-fault clause. it's a living hell. also anchor nw buildings all align with those horrible LED street lights and they keep you up at all times also you have to do something about how close these apartment buildings are to giant electrical transformers in mixed used zoning. it is a health hazard and it - like the noise in this corridor - also deserves to be a reason to leave a predatory lease. you don't have enough trees or anything to absorb the sound - FIX THIS

---

It is an under used and developed corridor.

---

The end of the line seems to be in a weird position and missing most of the Hollywood commercial area (should at least go to 42nd to Whole Foods/Farmers market)? It also seems a bit far from Transit center connections and I would want to see the walk-ability of the area improved to be safer for crossing Sandy & Halsey

---

We own a commercial property at NE 17th and Davis and we strongly support this effort!

---

Don't know.

---

Concerned about rate of vehicle travel on Sandy.

---

Sandy boulevard is already a high traffic area and the intersection of 33rd and Sandy is particularly bad for accidents. A redesign for that location might be in order.

---

Concerns are traffic jams from minimized traffic lanes.

---

no

---

Only way this concerns me is how this line will tie into the existing streetcar network. Could add an unreasonable amount of time to say a trip from the Pearl in comparison to the Broadway weidler alignment

---

Biggest benefit is getting into town in a different fashion than always using the bus. The Streetcar into NW made it really nice, and Sandy has the potential to really benefit from it. Broadway is developed already. Sandy is clean slate for some cool stuff. Pepsi zone already in motion. Irving alignment is kind of meh.

I'm concerned about the streetcar harming frequent bus service routes.

Will negatively impact neighborhoods by Broadway/Weidler and Burnside by diverting traffic there

Threatens small business sites; negatively impacts traffic

I am concerned that the transportation system change will support the ability of petty criminals, drug addicts, and mentally unstable individuals to further raise safety issues in the community.

There is so much new development (Condos/shops/services/restaurants) in the lower Sandy/Burnside area. Having a streetcar connection to/from Hollywood district seems like a benefit for both areas.

Increased congestion when higher density could be absorbed in other areas

Bringing street car into Hollywood Core is good

No

I do not see a high enough use of the street cars to justify the investment. I think this is a waste of resources.

no

The streetcar is a waste of money and should not be expanded in any way.

How would parking be affected?

A free ride for homeless people to come to my neighborhood and a tax to pay for it? No thanks.

Sandy Blvd is the only street in this area that is appropriate for mixed use and street cars. Stay out of single-family home areas!!!!

More access to business around Sandy Blvd.

Walk ability in a Hollywood

I wonder if this is an opportunity to think about a connection to a new Max stop at NE 28th Ave.

Significant traffic burden near HTC.

I'm not sure if the Southside of I-84 is best access for the potential development North of I-84

Freeway is a major barrier to some sites, especially Fred Meyer, and proximity to freeway and pollution generated by it are concerns

I think it is the best choice because it is least disruptive to neighborhood character, Sandy is already mixed in use.

---

This streetcar would require a bike for me to get to, but I'd love the option of taking a streetcar rather than a bus to downtown NW, so I'd definitely use this.

---

I am excited by the opportunity for the streetcar to fundamentally change the character of Sandy to that of a destination instead of a throughfare.

---

It would help revitalize Sandy Blvd, which is very centrally located but underutilized and underdeveloped. The street is also not pedestrian friendly and very wide...adding a streetcar line will help significantly

---

Worries about losing bike parking spots in the Hollywood neighborhood, which are already in high demand during summer months.

---

Having a streetcar on Sandy, a diagonal street, will be a big improvement for access by many people.

---

Either choice is the best of the 3 alignments. Sandy and SE 7th tend to not be residential. The other alignments have more residential impact.

---

The benefits are to white land owners. The burdens are to BIPOC residents. Do not build streetcar unless BI-POC benefit and white land owners share the wealth created by City actions

---

I am excited about this alignment for the StreetCar. Sandy is the path of growth and already has development occurring. This will match infrastructure with a real-time needs. This should be the priority over the Montgomery Park expansion.

---

No

---

Concerned about closing part or all of streets to accomplish this idea.

---

I only see benefits. There are so many empty and/or auto-oriented lots along this stretch. Filling them in would be great for the neighborhood—and allow homes and businesses to take advantage of this central, accessible location.

---

no

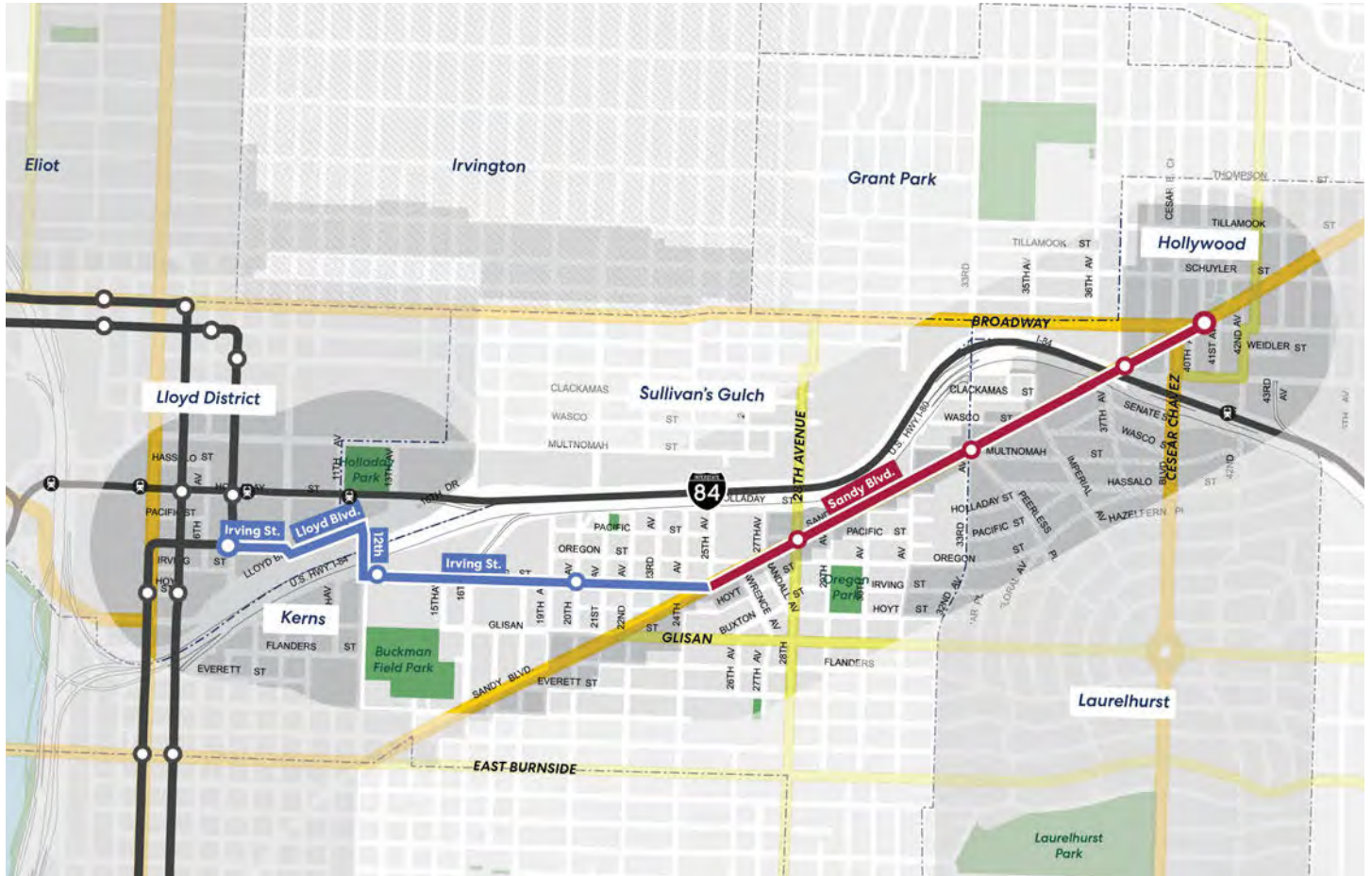
---

Delivery trucks and big rigs from Pepsi and other businesses interacting with streetcar

---

**PART 2:**

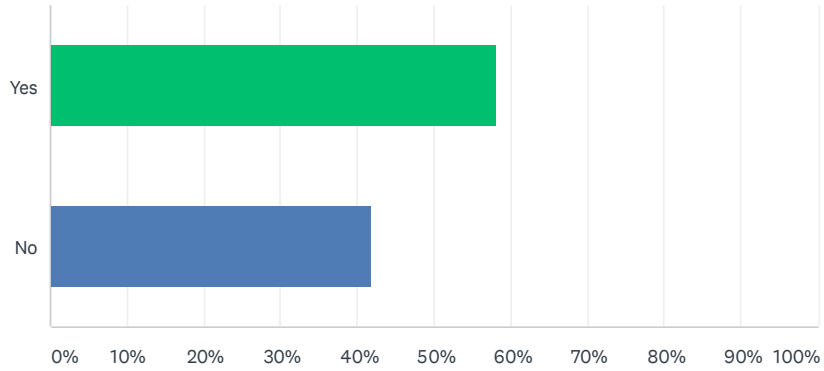
# NE Irving St & Sandy Blvd





Q8 Do you think the current land uses, e.g. the businesses, housing, and commercial attractions on the Irving to Sandy alignment would support or benefit from a streetcar line?

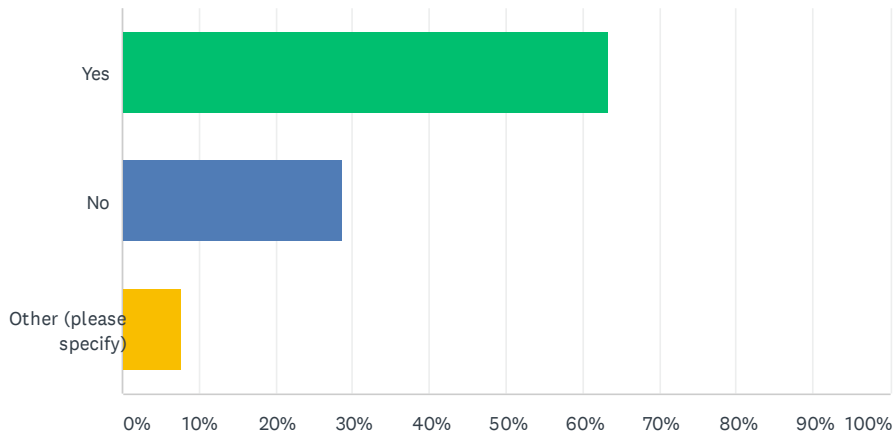
Answered: 115 Skipped: 6



ANSWER CHOICES	RESPONSES	
Yes	58.26%	67
No	41.74%	48
TOTAL		115

**Q9 Would you support future zoning changes, including in the areas labeled “Review Comprehensive Plan Designation/Existing Zoning” and outlined in bolded dashed lines, to allow for more intense transit-supportive development of the area near the alignment?**

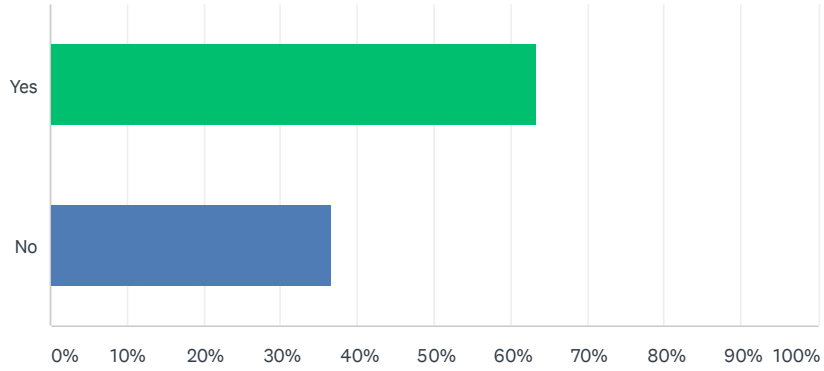
Answered: 115 Skipped: 6



ANSWER CHOICES	RESPONSES	
Yes	63.48%	73
No	28.70%	33
Other (please specify)	7.83%	9
<b>TOTAL</b>		<b>115</b>

### Q10 Would a streetcar support or improve the transportation network in this area?

Answered: 112 Skipped: 9



ANSWER CHOICES	RESPONSES	
Yes	63.39%	71
No	36.61%	41
<b>TOTAL</b>		<b>112</b>

## Q11 Do you anticipate any transportation opportunities, problems or issues with this alignment?

Answered: 86 Skipped: 35

Like the first option, a large portion of the streetcar line runs along Sandy, which is the main route through NE Portland. I think this option would increase traffic jams.

This provides access in an area that doesn't have alternative transportation. However, there may be issues with vehicle/streetcar conflict near the freeway ramp.

no

Opportunities

too many crossings/connections coming together without much gain

Concern that Northeast Community Center (serves all-ages), located at 38th & Broadway, would be cut off from walking and biking access.

Congestion on 39th

expense, public acceptance, usefulness in the first 10 years

The awkward angles at the eastern end of this alignment do not appeal

no

Any area can benefit from additional transportation. Don't know that this is the best option.

There is already good access to this area whereas other areas are underserved.

No

Unless the mall is repurposed I think this is an area that needs to be more dense to support new trznstot

Unknown

No

no

Not very familiar with this area.

Too much traffic

Not sure

No

---

Streetcars are expensive and unattractive because they are slow. Prioritize buses and improving bus infrastructure instead.

---

Problems: complete waste of money, usage won't justify the damage caused.

---

I like this alignment but I'm conflicted. Irving Street is low keyed now. How would it change and should we just keep the higher activity on Sandy?

---

Expect major traffic issues with commuters and freight that use Sandy Blvd every day. Streetcar is notoriously slow (you can often walk faster) and delays traffic. The bus travel along NE Sandy is already very very slow and would only get worse during commute times with a streetcar on the route.

---

12th and Irving is a bottleneck. Lots of bottlenecks on Irving as auto traffic tries to get onto the I-84 Eastbound onramp.

---

Waste of tax payer money.

---

Yes. Four full service travel lanes and on-street parking need to remain on Sandy. Adding slowmo streetcar service obstructing traffic when boarding passengers, and/or removing lanes will only create more congestion. Removing on-street parking will have a negative impact on small businesses and surrounding residential neighborhoods. A district plan that requires adequate parking with any new development needs to be implemented on Sandy.

---

The Irving portion seems inefficient and not sure what the point is other than to have a line that crosses I-84. I would rather see more investment in pedestrian and bike infrastructure along this portion of the proposed alignment.

---

The alignment would not follow existing travel patterns and will result in out-of-direct travel and is unlikely to be competitive with vehicles. Therefore it seems this option should not be advanced.

---

This is already close to existing east/west line (MAX) and seems redundant

---

The alignment that extends along Sandy is much more elegant in its simplicity.

---

it's noisy and would disturb residents, it will be overkill with a sandy line, which DOES make sense.

---

Not as useful as A

---

It travels down smaller residential streets, concerns for noise.

---

I am concerned about the number of turns, particularly crossing I-84 significantly slowing down the transit service. Currently this area seems quite low density.

---

This one seems slightly less useful compared to the other two options. It goes by some larger established buildings and schools and along the expressway, meaning it would presumably not be as strong of a catalyst for development.

---

Not an expert.

---

changes will manifest in 10-15 years I cannot anticipate

---

Yes. This serpentine route makes no sense. Corners are difficult for streetcars, which constrain vehicle travel in the area. This route is filled with turns.

Increased development would destroy more established residential neighborhoods

Unless the Lloyd Center Mall is demolished and replaced with something that provides more value to the community (an MLB stadium, for instance), I have much less interest in this route.

This alignment seems to serve access to shops/restaurants along Sandy less than the pure Sandy alignment.

I'm not sure the "seamless transit connection" between the 12th and Irving streetcar stop and the Holladay Park light rail stop will get a high amount of use.

I DON't know enough to comment appropriately. Is this plan going through residential areas on Irving?

no

No

NE Oregon and the tie in to the existing network

Lots of new housing along here, but that's about it. Office is there. Seems like missed opportunity not to go down Couch/Burnside. Broadway is already developed. Sandy has tons of opportunity, Irving less so but still more than Broadway.

Hindering frequent bus service. Has streetcar ridership numbers been assessed? In my experience, the streetcar is slow and provide poor connections between other transit options, and see low ridership. This transportation investment (or federal grants) could be better used in other ways.

Sufficient transportation alternatives already exist in the district. If their is a deficit, increase bus availability.

no

Not enough connections to other transportation lines

Most of my concern is in regard to disruption of accessibility to and from I-84. Sandy Blvd is often used as an alternative route that the media announces for drivers to use if there are issues on the freeway.

Increased congestion in an already congested area. Uneven development in the city

The Irving Street area is a bit obscure- no real businesses to visit, mostly residential, I would put this option as #3

Not as much opportunity for multi use density due to established residential areas

Building the infrastructure would be detrimental to the aesthetic nature existing today. This would not be of long lasting value given our society's penchant for tearing down structures after relatively few year of service. You could try it out with diesel buses or just use diesel buses if you are determined on the street car concept.

no

Same as for previous option.

---

This is a 2nd runner-up to NE Sandy; however, way less beneficial to include high-density opportunities along Sandy Blvd. NE Irving will not be as appropriate for a thriving high-density area as Sandy Blvd. is.

---

No

---

No

---

It seems that there would not be as much opportunity for development without disrupting homes at the west end of this route that goes along Irving St.

---

Same as for all other alignments.

---

No

---

I think it is too close to the max route and wouldn't serve as much benefit as the other alignments

---

Crossing at 12th would be a hopeless mess during afternoon rush hour. If the 12th Ave. bridge would have to be rebuilt, why not consider a joint ped/transit bridge at 7th ("Tillikum II")?

---

I think that this one is a good option because it helps support the Lloyd district area, which is historically Black and has been terribly underserved. I wonder how you would work with Albina vision to help make this streetcar a reality; I think getting their input would be interesting.

---

Based on the current and future land use, the alignment will not provide substantial benefit for the cost. The proposed signal at 16th and Irving will likely increase traffic and make the area even less appeal for pedestrians and folks on bikes.

---

Passes through low density Irvington, may encounter NIMBYism in this neighborhood.

---

Please be sure that the new plan keeps/increases the accessibility of bike parking along the route. The installation of a streetcar line perhaps presents an opportunity to use the streetcar path to create a bike lane that would be separated from the car lanes by the streetcar line.

---

It is awkward, and doesn't go where people live, and it only goes to a few where they work.

---

Just hope it remains a good bike route.

---

It's a terrible alignment. It may work on paper, but it seems like it would be nearly useless to residents and workers.

---

Streetcar is not a transportation tool. It's a real estate development tool. Streetcar clogs up traffic. BRT with rose lane is better

---

Irving Street is not a high density corridor and as a result would not create the critical mass to support public transportation. A complete change of the zoning would be need, but doesn't make sense since Sandy already fits the profile for where a streetcar should go.

---

Do not knwo.

---

Yes, mostly residential area with historic housing converted to multifamily. We shouldn't upend that.

---

I don't see how it enhances our existing transportation system

---

---

Problem and issues in the lower blocks, not so much along Sandy

---

Better connection to MAX to get downtown, but that still requires a two-seat ride, and coordination between TriMet and Streetcar planning and operations is poor at best.

---

Seems like a lot of auto traffic uses the I-84 on ramp on Irving, but I'm assuming you can make that work? Connecting to Benson seems good!

---

This alignment seems like it would be along "back streets." It also would be a conflict for the Benson High School traffic of students in the area.

---

traffic on the 12th bridge and Irving

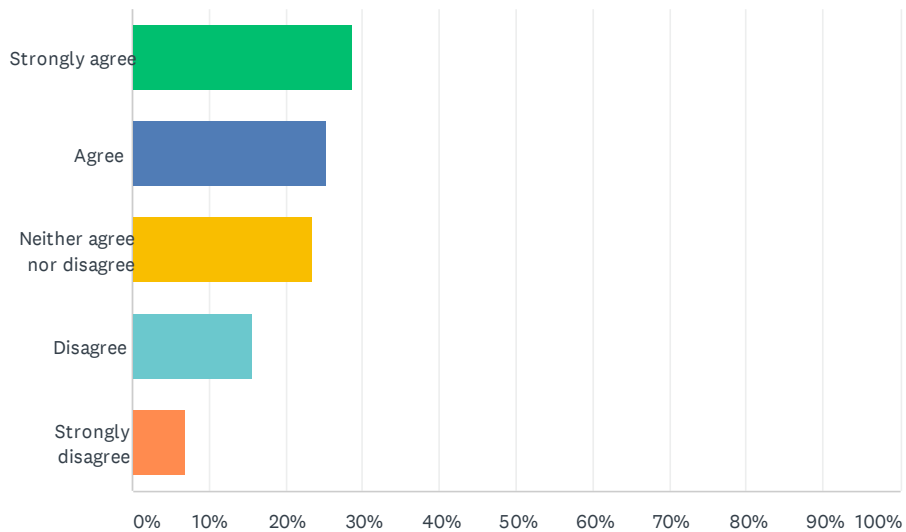
---

Problems: freeway onramp at 16th and Irving; lack of destinations on Irving St.



Q12 Would you support future redevelopment of the opportunity sites on this map with high density mixed-use type of development? (Note: the opportunity sites are privately owned properties, identified for discussion purposes; any future development would be initiated by the private property holders.)

Answered: 115 Skipped: 6



ANSWER CHOICES	RESPONSES	
Strongly agree	28.70%	33
Agree	25.22%	29
Neither agree nor disagree	23.48%	27
Disagree	15.65%	18
Strongly disagree	6.96%	8
<b>TOTAL</b>		<b>115</b>

### Q13 Are there other opportunity sites that you think the city should focus on or prioritize for change?

Answered: 60 Skipped: 61

I prefer the streetcar option that runs along Broadway and Weidler because it would impact Sandy the least.

There may be some more infill opportunities along Irving between the stations. However, zoning may already be liberal enough to provide increased densities.

no

Halsey & NE 60TH

The other Sandy alternative is better.

Support redevelopment of underutilized space bounded by 37th & 38th, and Sandy & Broadway, to expand non-profit Northeast Community Center (currently no municipal community center serving this area)

Montevilla area

inner northeast, Irving corridor

Already explained in Alignment A section

dk

No

Unknown

No

no

Not sure.

Yes, May be

Unsure

No

East of 82nd.

No

Yeah like everything else currently broken or in subpar condition in this city.

Convention Center should 110% be redeveloped with MUCH higher density. It is a large area with minimal impacts to existing residents and centrally located with premier transit connections. This site is the place for large towers that wouldn't be considered acceptable elsewhere. Other priority sites are the same for the Sandy alignment- North Laurelhurst, Pepsi Block, Hollywood TC.

Near Fred Meyer

STOP MAKING OVERPRICED HIGH-DENSITY APARTMENTS. They literally need to have a livability regulation in them because these things are slapped together so quickly and with zero care and now someone's stuck paying \$30k or more to groups like Anchor NW (which by the way some tenants are considering suing because of how truly predatory they are - stop giving them room like this) in spaces like this. Build long-term renting options like the nice 1920s bungalow homes. The high-density housing here is UNLIVABLE.

We should be upzoning more everywhere, but this route seems particularly close to the highway which is not desirable from a health perspective.

Don't know.

?

no

Encourage development along more commercial streets (not along Irving St)

LLOYD CENTER MALL. Let COVID kill it off or pull the plug intentionally, do something. This dying eye site needs to go.

NE 82nd street and area needs investment and development.

no

The inner EastSide between I-5 and 12th, bounded by Burnside to the North and Division to the South

Retain sites for unique small business that are part of Portland's character

Not that come to mind right now.

Lents district

As in Sandy Blvd option concentrate on the more run-down and uglier parts of Sandy Blvd first

Mlk

No.

Fred Meyer & North Laurelhurst seem like a wasteland now. would be great to improve that area.

Sandy Blvd. ONLY!!!

Sandy blvd up to Prescott . Roseway

No

---

No

---

It appears that redevelopment opportunities of this alignment are somewhat limited.

---

The Lloyd center and parking lot in the Regal Theater has the potential to be absolutely beautiful with mixed use space, housing, and green speaces.

---

There is ample empty and underutilized space on Irving that with building and parking use that would be more appropriate in Hillsboro or Houston than in central Portland.

---

No

---

Please be sure that the new plan keeps/increases the accessibility of bike parking along the route. The installation of a streetcar line perhaps presents an opportunity to use the streetcar path to create a bike lane that would be separated from the car lanes by the streetcar line.

---

Nothing comes to mind. Letting it happen on its own is better than the often clumsy planning that occurs, such as the Rose Quarter

---

Fred Meyer, Lloyd Center

---

Other areas in Hollywood as noted above. There needs to be more development around the Hollywood TC to make it welcoming and easily accessible.

---

This (non-Sandy) area is a mess. Streetcars are not going to help.

---

No.

---

NA

---

Have to think about this

---

Focus on close in around Lloyd District, generally under-utilized. What would implication be of closing and redeveloping the current Lloyd Center shopping mall?

---

This alignment seems a hair too far from the great development opportunities around 12th and Burnside?

---

no

---

Unknown

---

### Q14 Does this alignment create any benefits or burdens that you are particularly excited or concerned about?

Answered: 72 Skipped: 49

Concerned about the impact on traffic flow of having streetcars run along Sandy.

This provides some additional transit access along Irving not currently provided. However, it isn't clear how this would relate to the #12 route, since it intercepts that route through Hollywood.

no

Benefits

Sandy part seems doable for increased development but area around Banfield does not really add any land and the sites for development indicated in the Lloyd Center and Convention Center are already served by streetcar.

Concern that Northeast Community Center (serves all-ages), located at 38th & Broadway, would be cut off from walking and biking access.

Hopefully reduce traffic

this alignment will likely be created 10 -20 years from now in concert with increased density multi use residential and business

Anything related to Laurelhurst will make it difficult to realize any growth in those areas

I would be pleased to see a portion of new residential opportunities be affordable for Portlanders who are currently houseless.

No

No benefits

No

No

Burden. Costs to home owners.

No

no

Not knowledgeable enough.

Burden

---

I don't think so.

---

Again, parking.

---

No

---

There is no need for the city to develop this area. Focus on underserved areas.

---

Concerns: cost, damage, traffic

---

I don't find myself as excited about Alignment B as Alignment A because its ability to transform the surrounding area is much more limited due to the freeway and overall connectivity.

---

Waste of money

---

Not on Sandy.

---

Don't understand why this alignment is an option. Makes more sense to just have the two options- Sandy and Broadway.

---

The portion of the alignment along Lloyd and 12th is a bit awkward and will result in slower travel times. However, there may be an opportunity to add freeway caps over I-84 so that a streetcar can proceed directly east-west along Irving.

---

Areas already overburden by parking and use

---

Noise, room for more predatory landlords, Portland doesn't know how to design for anything past its nose and why don't you retrofit a ██████ bridge before this?? WHAT ARE YOU IDIOTS GOING TO DO WHEN WE HAVE A ██████ EARTHQUAKE??? DO REAL STRUCTURAL EMERGENCY PLANNING. WE HAVE OIL RESERVES THAT WILL SET EVERYTHING AND EVERYONE NEAR IT ON FIRE.

---

Don't want this to destroy existing low income housing through gentrification.

---

No

---

this Irving Street projection broadens transportation availability

---

Very awkward rout through industrial area. Abandon this route for any further discussion.

---

As it currently stands, the Lloyd District is an area I don't frequent much. I live close to the Hollywood District and this streetcar line is one I wouldn't use often despite my STRONG desire for more and quicker transit options, unless as previously stated, Lloyd Center Mall is redeveloped. I travel much more frequently to the E. Burnside/7th area and that line would be more valuable to me. (Side note: without dedicated streetcar lanes, in which streetcars can move independently of traffic, none of the streetcar lines are that enticing.)

---

I like that there are significantly more development opportunities near station areas than in the Broadway/Weidler alignment.

---

no

---

Travel times from lloyd district to sandy

---

---

not really, no

---

Irving St. redevelopment would not benefit the City as much as focusing on either Sandy or Broadway/Weidler.

---

No

---

No

---

Concerns overpotential for increased crime and the additional mobility of petty criminals within the community.

---

This is more parallel to the Max route than all on Sandy, which seems like it creates more options to connect with other lines.

---

Increased homeless presents

---

As with all- it brings the streetcar to Hollywood. which is good.

---

I do not see a high enough use of the street cars to justify the investment. I think this is a waste of resources.

---

no

---

Would like to see pedestrian walkways and access to businesses be strongly considered and advocated.

---

NE Irving could only be considered as a spur AFTER YOU ESTABLISH NE SANDY BLVD!

---

No

---

Same as for all other alignments.

---

Increases service to already developed density and new development opportunities

---

Alignment has poor connection to Lloyd Center, skirting the southern edge, and is separated from Fred Meyer by freeway.

---

Not as exciting/beneficial as other routes

---

Crossing at 12th would be a hopeless mess during afternoon rush hour. If the 12th Ave. bridge would have to be rebuilt, why not consider a joint ped/transit bridge at 7th ("Tillikum II")?

---

I'm excited to see what would happen to the Lloyd center if a transit stop was put there. I think it would help revitalize that area and help us (hopefully) move forward on making something beautiful there.

---

There is nothing exciting about this alignment.

---

Crosses lots of low density areas that would resist development, making this less ideal

---

Please be sure that the new plan keeps/increases the accessibility of bike parking along the route. The installation of a streetcar line perhaps presents an opportunity to use the streetcar path to create a bike lane that would be separated from the car lanes by the streetcar line.

---

The route looks like it is slow, and it would probably block vehicular traffic without adding much to public transportation.

---

---

I'm not sure Irving street makes sense. There are not many businesses along that stretch. I bike along there and want to be sure it remains a good option for bikes.

---

It puts streetcars in fairly useless alignments. Irving? It may be convenient, but how much will it get used?

---

Concerned about exacerbating racialized wealth disparities

---

Irving doesn't make sense. Sandy does.

---

DO NOT Know

---

Iffy situation - have to think about this.

---

It seems redundant to existing with only marginal benefits

---

Traffic on Sandy Blvd. Issues of traffic and traffic patterns in the Hollywood District itself, although common to all approaches.

---

no

---

Delivery trucks and Benson High School

---



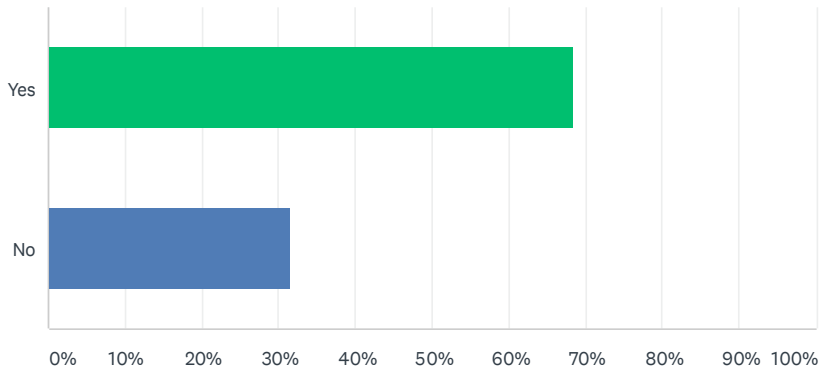
**PART 3:**

# NE Broadway & Weidler



Q15 Do you think the current land uses, e.g. the businesses, housing, and commercial attractions on the Broadway/Weidler alignment would support or benefit from a streetcar line?

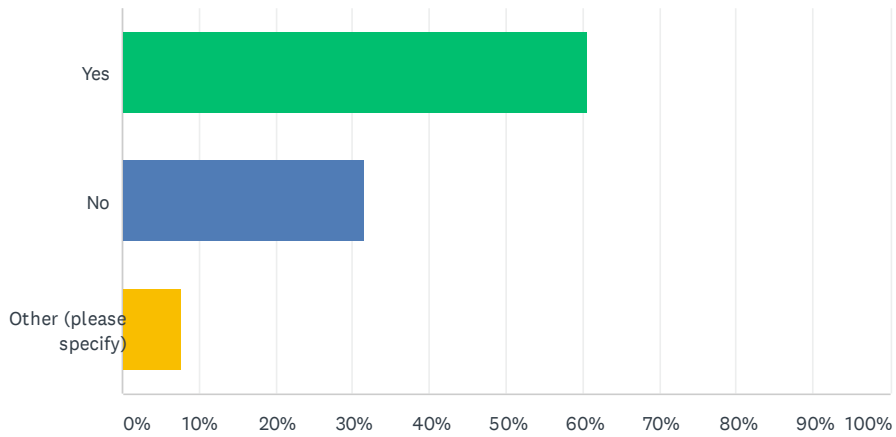
Answered: 117 Skipped: 4



ANSWER CHOICES	RESPONSES	
Yes	68.38%	80
No	31.62%	37
<b>TOTAL</b>		<b>117</b>

**Q16 Would you support future zoning changes, including in the areas labeled “Review Comprehensive Plan Designation/Existing Zoning” and outlined in bolded dashed lines, to allow for more intense transit-supportive development of the area near the alignment?**

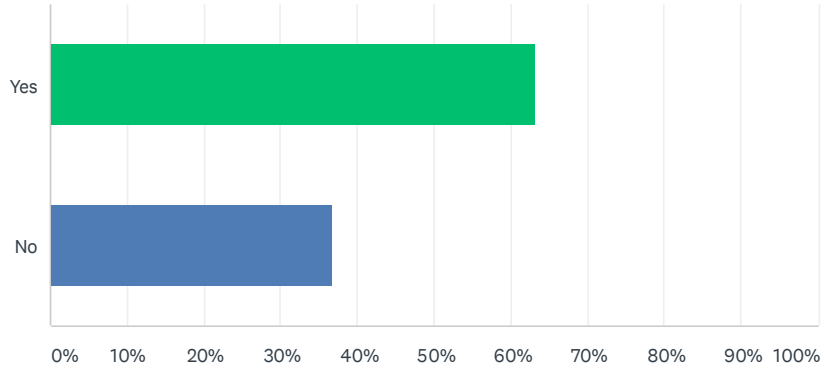
Answered: 117 Skipped: 4



ANSWER CHOICES	RESPONSES	
Yes	60.68%	71
No	31.62%	37
Other (please specify)	7.69%	9
<b>TOTAL</b>		<b>117</b>

### Q17 Would a streetcar support or improve the transportation network in this area?

Answered: 117 Skipped: 4



ANSWER CHOICES	RESPONSES	
Yes	63.25%	74
No	36.75%	43
<b>TOTAL</b>		<b>117</b>

## Q18 Do you anticipate transportation opportunities, problems or issues with this alignment?

Answered: 86 Skipped: 35

This is the best of the 3 options - it's a straight shot through a neighborhood with lots of small businesses, and it has the least impact on Sandy Blvd, which is a major arterial in NE Portland.

Much of the issues would revolve around how the streetcar and bus system interrelates. Broadway and Weidler already have multiple bus lines that go much further than the streetcar.

it would probably close a traffic lane on Broadway, creating more traffic tie ups

Issues

connections to the Banfield is most of the car traffic which this alignment does not really change as there are several connections to Max that already exist.

Concern that Northeast Community Center (serves all-ages), located at 38th & Broadway, would be cut off from walking and biking access.

Hopefully reduce traffic

this alignment should be done first with the sandy or irving alignment to follow

Broadway /Weidler are heavily used transport routes as is.

A benefit would be making better use of the land between I-84 and Broadway between N.E. 33rd and 37th.

It would extend the streetcar further east and connect hubs along B'way, starting with Moda and ending at the theater.

Good opportunities for mixed income housing

No

It is presently very cumbersome to ride the bus to the Hollywood area. This option would make travel more direct.

Costs

No

no

Not sure.

---

Problems

---

Just during event nights at the Moda Center & VMC.

---

Always parking. I bus and walk, but have a car.

---

No

---

Yes, the taxing and redevelopment that goes along with a streetcar cannot be harmonize with the Irvington historic district or with low density area in Grant Park.

---

Streetcars are expensive and unattractive to riders because they are slow. They also disrupt traffic in areas that are already congested.

---

Problems: cost, damage to areas, usage wouldn't be anything close to justifying this, no one on the east side is asking for this. Streetcars are obsolete, go away.

---

Waste of money

---

Yes. Adding slowmo streetcar service obstructing traffic when boarding passengers, and/or removing lanes will only create more congestion. Removing on-street parking will have a negative impact on small businesses and surrounding residential neighborhoods. A district plan that requires adequate parking with any new development needs to be implemented.

---

I think the dense, rich, and compact nature of the area's network is a huge opportunity. Easily legible to the traveler no matter the mode, easily navigable grid, lots of cross-connections, redundant fixed-link service to MAX (a good thing!!) and efficient alignment with the rest of the streetcar network, so good for service planning.

---

Seems like a natural extension of the existing line. Would slow down traffic on Broadway which is needed

---

Include protected bike lanes, please.

---

Create noise barriers Plant more trees Stop building high-density, high-cost, high-turnover apartments

---

I like Broadway as it is. There are many transportation opportunities already.

---

This seems to have the most businesses to support it and is safer than Sandy.

---

It would be ideal for there also to be bike lanes on Broadway/Weidler/Halsey. They are in the 2030 bike plan! See above comment about concerns about tracks preventing future street changes. These streets are very auto centric and I would welcome a change.

---

Don't know.

---

Serious bottleneck for travel on the Broadway/Weidler couplet. This route is the main east/west car and delivery truck corridor. Pedestrians are currently well-served by several bus lines through the area. Streetcar adds very little additional access at the cost of traffic inhibition.

---

Need to make sure you do not negatively impact established residential neighborhoods of Irvington and Grant Park

---

---

I think this alignment offers greater benefit than the other two, given existing traffic and commercial patterns. The Broadway commercial corridor has been badly damaged by the use of B-W couplet as a 5-6 lane highway. This plan would help reclaim the corridor for public and mixed uses.

---

I would love to see this line AND the first line implemented.

---

heavier traffic in certain neighborhoods

---

This area is a mess and adding a streetcar on broadway would make it worse

---

Tie in to North South bus lines. If there arent any, change that. Ridership will benefit

---

This would help existing situation, but likely not spur new development or infill. Broadway is largely "finished" growing while Sandy has huge opportunity to grow a lot more along that alignment.

---

This area already sees high vehicle congestion. Streetcar would worsen not mitigate these issues.

---

Terrible traffic issues. Much thru traffic will shift north to residential area served by Knott which is already high volume, so creates a horrible traffic situation on Knott.

---

These streets and neighboring streets get heavy pedestrian use. The resulting congestion from the proposal would adversely impact the neighborhood.

---

No

---

Proposal seems to really support the Lloyd District -- and help redefine the Lloyd Center. It would connect the Lloyd District housing to resources in Hollywood District.

---

Broadway and Weidler are already key transportation routes. I don't believe enough people will leave their cars and ride the streetcar so the addition of the streetcar will make traffic worse. Add in the e-scooters and the e-bikes that can travel at speeds of 25-30 mph and safety issues will climb. Pedestrians in particular will be endangered. The local businesses rely on pedestrian traffic since parking is limited. As parking availability won't be increased, the congestion and safety issues will grow and livability will diminish. Also this route means the streetcars will compete with existing bus routes. I'd rather have the existing bus routes not be disrupted as buses provide more flexibility in terms of destinations compared with the streetcars.

---

Yes, I anticipate problems with traffic flow with this alignment....especially at intersections that are already problematic (near Fred Meyer & at 33rd/Broadway)

---

Yes. Broadway has extensive bus options and this parallels max, so I don't see any advantage with this route. Disadvantage is more car traffic compared to other routes. Also, the increased density on broadway is adjacent to historic neighborhoods that would be negatively impacted, where the other two options to be more centered in less developed commercial neighborhoods that would benefit more.

---

Not sure.

---

Traffic nightmare

---

Lots more businesses involved with this option which could pose a problem, parking will be decreased as well due to tracks. Lots of traffic on Broadway/Weidler.

---

This continues to support the reduction of car volume with alternative transportation

---

---

Building the infrastructure would be detrimental to the aesthetic nature existing today. This would not be of long lasting value given our society's penchant for tearing down structures after relatively few year of service. You could try it out with diesel buses or just use diesel buses if you are determined on the street car concept.

---

it would be great! Broadway seems like an area that could use more development (we have lots of nail salons and insurance offices but it could be a great walkable area)

---

Broadway is already a very busy street and impeding it with a streetcar would not offer any relief. In addition, Downtown workers will park in the neighborhoods and take the streetcar downtown, causing hardship on the homeowners and renters

---

Broadway and Weidler work well as is, and are one of few remaining couplets that do. Please do not change something that works. We've seen too many "improvements" that are worse than what existed before they were implemented. Parking and flow of traffic would adversely affected. As Broadway is now, it works for pedestrians as well. Please leave well enough alone.

---

YES!! PRESERVE THE LIVABILITY IF NE BROADWAY/WEIDLER!!! Sorry for shout-typing, but I'm going to continue with it: THE PROPERTY TAXES FOR SINGLE-RESIDENTIAL HOMES IN THIS CORRIDOR ARE SKY-HIGH DUE TO INCREASING DESIRABILITY OF THE SINGLE-FAMILY HOMES. YOU MESS WITH REDUCING THE DESIRABILITY OF THESE HOMES, YOU REDUCE THE PROPERTY TAXES. And your job producing this survey will vanish.

---

No

---

Broadway is an important Cycling route to downtown. both broadway and weidler are good driving routes to and from downtown from many NE neighborhoods

---

The people who live along NE Schuyler (or actually anywhere where there are single family homes on the next street from where the new streetcar route is proposed) could be negatively impacted by a street car and subsequent zoning change. Taller buildings could loom over backyards, or even larger buildings going up right next door. This is the main draw back in my mind of the street car proposals. If the single family homes could be protected then the development would be most welcome.

---

Same as for all other alignments. See comments in first option box for this issue. In addition, width of Broadway and current use as major traffic artery create issues of practicality that could affect development and access to bikes.

---

It duplicates bus service. Better to improve bike routes in the area to support higher volumes of bike transportation

---

Unique opportunity to create a Transit Only lane between NE 24th and the Broadway Bridge, shared by Streetcar and three bus lines (bus vehicles would need to be upgraded to electric vehicles with left side boarding). While the map indicates bus service the entire length of the alignment from Hollywood to the Bridge, it is actually fragmented into three different lines, none of which goes directly into the Pearl District and NW.

---

Pushback from grant park residents

---

Existing Trimet line 77 already provides faster, more frequent service than streetcar will.

---

The Broadway Weidler couplet should be abandoned. Returning Weidler to a neighborhood street with housing to support Broadway commercial.

---



---

I live in this area and take the bus right now from either Knott, 33rd, or Broadway. I would love to have a streetcar on Broadway. It's a very wide street and is such a waste of space because it only serves cars. We could put a dedicated transit lanes, a protected bike lane going both ways, and reduce lane width and finally decrease the speeding and loud cars on this road. All of Broadway has such potential to be revitalized, but it's never going to get better if we prioritize cars over biking and pedestrians in this area. It's absolutely unpleasant to be out on this street right now and needs to be totally rethought.

---

I'd hope given the very wide right-of-way that the streetcar would have a dedicated lane and signal priority. The right-of-way is sufficiently wide to also include a protected bike lane and must be included in any plans.

---

Would help revive Broadway which is currently an odd street—it's very central but the land use is piecemeal and there's lots of low density housing in the area. Streetcar may help with this, but Sandy Blvd has lots more developmental opportunity

---

Please be sure that the new plan keeps/increases the accessibility of bike parking along the route. The installation of a streetcar line perhaps presents an opportunity to use the streetcar path to create a bike lane that would be separated from the car lanes by the streetcar line.

---

The streetcar along this route basically reproduces the #17 bus, but does it in a more intrusive and expensive and inflexible way.

---

To be honest, I don't really think a streetcar offers transportation benefits above what a bus does.

---

I just don't see the streetcar as an effective mode of transportation. I would take Max to go from Lloyd to Hollywood or bike to go to points in between.

---

I think of Weidler as a residential street interrupted by commercial. NE Broadway isn't going to get pedestrian-friendly by adding a streetcar.

---

Zoning won't increase the density in this area to support public transportation. The reason is that the area is less appealing for growth by developers. As a result, no change in zoning will cause growth and as a result no increase in ridership needs. Developers clearly see the opportunity along Sandy Blvd as evidence by the new buildings, construction activity, and land use/planning applications that come in along Sandy. Nobody pushes for a zone change along the Broadway corridor because developers don't want to develop there in the first place. Build infrastructure where the growth is occurring. Not where some may want to force it to go.

---

Do not know

---

Yes. Buses work better in this stretch.

---

It seems redundant to existing lines of transportation network;

---

There's a good transport system now with buses. I use it today by bike and bus. Adding rail seems to be an extra layer, whereas the full Sandy route seems to offer the most opportunity.

---

You should consider two-way streetcar operation west of 24th on Broadway and move the heavier auto/truck traffic onto a two-way Weidler with little or no on-street parking. Then provide more extensive traffic light control of flow to make pedestrian use along Broadway more pleasant. Finally consider making the Lloyd Center parking garages along Weidler available to all customers of local businesses.

---

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Already a busy area. The section of the Broadway-Weidler couplet could use diagonal parking spaces on the south side, separated bike lanes and to increase parking and reduce the number of lanes for through traffic. A streetcar would not be needed in this walk-able area.

---

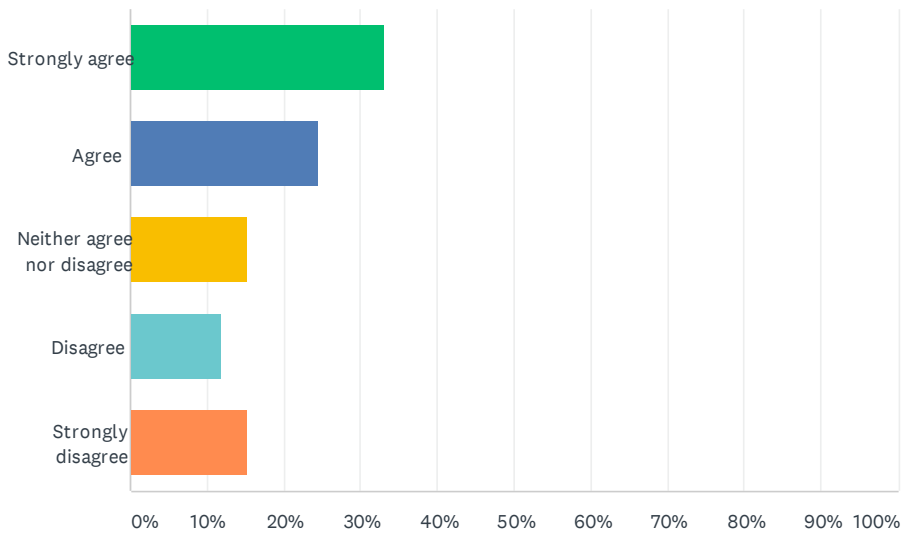
it could reduce frequency on the 77

---

Opportunities: Broadway and Weidler commercial corridor, grocery store access on Weidler, already existing streetcar infrastructure on Weidler

Q19 Would you support future redevelopment of the opportunity sites on this map with high density mixed-use type of development? (Note: the opportunity sites are privately owned properties, identified for discussion purposes; any future development would be initiated by the private property holders.)

Answered: 118 Skipped: 3



ANSWER CHOICES	RESPONSES	
Strongly agree	33.05%	39
Agree	24.58%	29
Neither agree nor disagree	15.25%	18
Disagree	11.86%	14
Strongly disagree	15.25%	18
<b>TOTAL</b>		<b>118</b>

## Q20 Are there other opportunity sites that you think the city should focus on or prioritize for change?

Answered: 65 Skipped: 56

This is my favorite of the 3 options. I would hope it connects very closely to the Hollywood Transit Center for easy transfers from one line to another.

It seems like there may be more opportunities available to the south of the line

no

NE Halsey & Glisan

Fewer development opportunities here and the largest is at the Hollywood end which the Sandy route already covers. While there is some development opportunity between 7th and where Broadway and Weidler merge, there already is a close walk to the streetcar for many of those sites.

Support redevelopment of underutilized space bounded by 37th & 38th, and Sandy & Broadway, to expand non-profit Northeast Community Center (currently no municipal community center serving this area)

Montevilla

expansion of this alignment will likely be easily accepted because of the existing streetcar service

Already noted in Alignment A section

A priority must always be adding low income housing mixed in with mid-priced housing. We need homes available to everyone without creating an area that looks like "the projects" in larger cities.

No

Unknown

Not at this time

no

Not knowledgeable enough.

No

Eastport Plaza area

No

Broadway/Weidler itself is full of 100 year old houses, adapted for commercial use. These are not included in your 'underutilized' analysis, but appear ripe for redevelopment into walkable mixed use main street sites.

---

East of 82nd

---

No, leave the east side alone

---

Yeah. Literally anything but a feckless train.

---

Grand and MLK

---

ALL of them. Hollywood TC, Fred Meyer, Portal, Lloyd. Also- this streetcar will be essential in helping the single-family area transform and densify overtime, which is a critical component of accommodating new housing and better transit service.

---

The Lloyd Center is a prime opportunity site. The building is aging, and large shopping centers are no longer as viable as they previously were. Plus the opportunity to redevelop the area into a well-connected street grid and expand upon the high density employment and residential that has been added to the Lloyd District in the past couple decades would be a significant step forward for the area.

---

Lloyd center (the mall) itself. change the zoning so NE could have a new library hub, medical campus, high school, office park

---

WE NEED A BRIDGE OR TWO THAT WILL SURVIVE A ████████ EARTHQUAKE. PROTECT THE WATERSHED. HAVE CONTINGENCY PLANS FOR WHEN THE OIL RENDERING FACILITIES ARE HIT TOO.

---

The section between NE 33rd and NE 42nd is kind of a dead zone for human activity. I would live this part of Portland to be improved.

---

Don't know

---

no

---

Better to focus development along higher density, higher car traffic streets such as Sandy Blvd. Do not increase density near Irvington and Grant Park. This would negatively impact historic homes through re-development and destroy some of the most iconic residential close-in neighborhoods of all of Portland.

---

Again, LLOYD CENTER MALL. I cannot stress enough how much that waste-of-space, dying behemoth needs to go!

---

I've always felt like the stretch of Broadway between 33rd and Hollywood is oddly under-utilized from a commercial standpoint so I'd be hopeful that this would inject some life there.

---

no

---

Hollywood Transit Center

---

Community Pool along here or on Sandy!

---

Focus on Lloyd Center

---

The inner EastSide between I-5 and 12th, bounded by Burnside to the North and Division to the South. Also, develop a MAX stop at NE 28th or 33rd

---

No

---

---

South of I-84

---

Not at this time.

---

Lents district

---

What's happening with the Gordon's Fireplace building, NE 33 & Broadway

---

No. I disagree with the concept.

---

Fred Meyer & North Laurelhurst both seem like areas that could benefit from more development and could be very walkable. would be wonderful for the local community!

---

Only as I previously answered regarding Sandy Blvd. That is the more-appropriate focus for development that will not destroy high-value/tax revenue-generating homes.

---

Roseway area Sandy up to Prescott

---

The Lloyd Center is the big opportunity here and is best served by this alignment. It is the largest, single owner property and along with the the Fred Meyer property the only one that could provide serious private funding comparable to the Esco and MP properties in NW. The Fred Meyer property is likewise large and has one owner. Both have excessive parking directly on or a short distance from the alignment that could convert to housing.

---

No

---

Again, revitalizing the Lloyd Center would be huge for this route. Adding mixed use, housing, and greenspaces. I also think there's a lot of potential to revitalize Broadway to make it a better walking and cycling road and really bolster businesses here. The old Gordon's Fireplace building is on a fairly large parcel of land, too, and could be made into something that serves the community (housing, a makerspace) but something that's actually needed for the people that live in the area.

---

Upzone all of Irvington.

---

No

---

Please be sure that the new plan keeps/increases the accessibility of bike parking along the route. The installation of a streetcar line perhaps presents an opportunity to use the streetcar path to create a bike lane that would be separated from the car lanes by the streetcar line.

---

The problem with Broadway is that it is a one-way street. That limits retail business opportunities. So it isn't the presence or absence of 'opportunity sites' that is the problem.

---

Hollywood has so many surface level parking lots and underdeveloped commercial structures - for example, there are so many banks. This area has the opportunity for growth and development.

---

Strongly support development in the Hollywood portal. Also there are many undeveloped areas around Hollywood. There needs to be more development around the Hollywood TC to make it welcoming and easily accessible.

---

Prioritize the sites with the greatest/strongest CBA

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No.

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NA

---

Have to think about this

---

Yes. South of I 84 corridor

---

Sandy

---

The section of the Lloyd District south of Broadway and west of 15th is woefully underutilized. Any streetcar development project along this route should include a land-use and policy review to promote mid-to-high rise development in this area. Simple aspirational zoning has not worked and won't necessarily work going forward -- streetcar or no streetcar!

---

no

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Unknown

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## Q21 Does this alignment create any benefits or burdens that you are particularly excited or concerned about?

Answered: 84 Skipped: 37

I think it would be great to be able to take a streetcar down Broadway and go shopping. It's also close to Lloyd Center, if that is ever revitalized. Having a new transit option close by could rejuvenate Lloyd Center.

The relationship between streetcar and bus lines. Not sure of the positive effects (note east side streetcar has both limited positive ridership and development impacts)

no

Benefits

having realigned Broadway traffic several years ago, this would be more complicated than the straight run that would be from Sandy

Concern that Northeast Community Center (serves all-ages), located at 38th & Broadway, would be cut off from walking and biking access.

Not that I know of

seems that this alignment is 1/2 done and needs to go further east

Since those areas are already well served by busses, I see absolutely no reason to try to augment with streetcar

I think each new residential building should provide a small percentage of affordable housing for people currently camping on city streets or in parks. Consider building an "apartment" with 4 or 5 bedrooms, 2 or 3 bathrooms and one large kitchen/common area that could be rented to young couples, or compatible individuals or even a larger multi-generational family. Thus 5 to 10 adults plus a few children could be housed economically.

This is my neighborhood, so I'm better informed and biased. The possibilities are exciting. B'way is ugly and wide. It already has important activity hubs from Moda to the Hollywood theatre. It would also bring fuller access from downtown. It would help bring more activity and equity to less-served neighborhoods of the NE. There is large development potential with areas that are not within the historic areas. Much of the commercial land could be easily be turned into higher density without affecting the historic areas. As a single female senior, the streetcar would allow me to visit PAM, New Sessions and and a movie, with restaurants, movies and bookstore in between and feel safe and connected. A streetcar extension would also bring more transportation and development equity to the NE area.

The commercial area has a mix of stores (Goodwill, Fred Meyers and small stores/ restaurants) that would benefit from better access.

No

As stated earlier, this would simplify trips to Hollywood or transferring to the Max.

Burden. Likely tax increase to home and business owners.



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No

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no

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Not sure.

---

Burdan

---

I don't think so

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No

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This area does not need government development assistance.

---

Concerns: cost, damage, traffic

---

This is the least exciting alignment because so much of the alignment is already developed. You would be looking at a much longer term change as the current building stock cycles out.

---

Waste of money

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Yes. It will create more traffic congestion. The burden of payment needs to be on the transit users and not motorists. Equity also requires that motorists have specific representation at the table on any CAC that is in direct proportion to the mode split.

---

Again I think the potential to serve as an impetus for densifying the corridor is great. I like the redundant service of MAX which is critical for travelers when there are service problems. This alignment is the most efficient. Underserved communities deserve transit investments. I'm less worried about gentrification and displacement-these concerns should not trounce investments in creating walkable, compact, and transit rich cities. It is the only way we will improve quality of life for all residents and meet the existential threat of climate change. That said, PBOT should be extremely intentional about how to partner with multiple actors to mitigate displacement.

---

I strongly support this alignment due to existing demand, existing density and it allows for a much more seamless connection to the existing Streetcar network than either of the other alignments.

---

slower traffic on broadway and spaces activated that long have not been

---

You're irresponsible and/or corrupt and have zero idea what you are doing in ways that force people who think of these things to live there. I think Sandy and Broadway are great ideas - not a lot of residents exactly there. STOP MAKING THESE UNLIVABLE CIRCUMSTANCES. If people wanted to live in SF, they would. You're not helping anyone making heat and noise pollution pockets. Force developers to do spaces that are designed for 3-5+ or more - make them not make human cubicles. OUR LIVES ARE BAD ENOUGH AS IT IS AND OFTEN FROM PBOT DECISIONS. RETRO FIT A [REDACTED] BRIDGE LIKE A GROWN UP

---

It largely works fairly well as it is.

---

Broadway has had a streetcar in the past and could easily support another!

---

I like the connection to the Hollywood Transit Center

---

DK

---

---

This plan puts streetcar through mixed residential/light retail through much of its course, and will be hampered by the Irvington Hysterical regulations.

---

This would lead to increased traffic and reduced parking in residential neighborhoods of Grant Park and Irvington. The city of Portland frequently and incorrectly discounts the impact of parking availability caused by these dense developments. Despite the hope that these residents will not have cars they do and it impacts parking. New buildings need more parking on site. I am concerned over these two issues (traffic and parking) which would degrade the quality of life for residents in this area.

---

Yes - the potential benefit to the Broadway commercial district is particularly exciting.

---

In Hollywood, we don't need any more density added. Adding density and mixed use without parking or even with it will denigrate what makes people attracted to this area. It is a balance and I don't think more density in the form of badly architected studio buildings etc etc is the way to go forward. Look at the building the Hollywood Library is in --- library on the bottom, mixed income housing with balconies, and parking back of the building. Why can't we have more buildings with this kind of thoughtfulness?

---

no

---

I think I would be most excited for this alignment due to the ease of connectivity to existing lines and I think travel times will benefit from this alignment

---

not really. I think Sandy is best option, now that I've reviewed all these.

---

Concerned about a negative impact to frequent bus service, MAX connections and bike infrastructure and low ridership on streetcar.

---

Intolerable traffic burden on residential area served by Knott from MLK to 42nd Ave. Intersection at 21st, 24th 33rd, and 42nd and Knott which have relative high volume traffic in morning and late afternoon (3-6:30 pm).

---

Bad impact on small businesses in the area and neighborhoods

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No

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Concerns about additional crime from the added mobility of petty criminals, drug addicts and mentally unstable individuals.

---

There are too many historic neighborhoods north of Broadway (Irvington/grant park) that could be negatively impacted by pushing redevelopment or multi-family expansions along a streetcar corridor.

---

This is the worst option. It doesn't offer any Substantial advantage over existing bus/max and has many negatives, whereas the Sandy variations have more new advantages and fewer downsides.

---

Not really sure.

---

Access for students in schools in the area, along one-way streets on Broadway and Weidler something demonstrated by transit malls downtown that is safer access for riders

---

Uneven development of the city

---

Broadway's a little easier to navigate on foot than Sandy. It would be nice to see a little more infill, more businesses and less lots, but when left up to developers they inevitably turn into towering condos. There are already plenty of multi-family residences in the area (like Sullivan's Gulch, Irvington) that are just large houses with multiple units, or stately-looking apartment buildings. Is there a way to preserve the historic character of the area by converting more pre-existing buildings to rental units, without having to build up towering concrete condos that are controlled by greedy developers?

The NE 24th area where Broadway & Weidler come together could be difficult

No

I do not see a high enough use of the street cars to justify the investment. I think this is a waste of resources.

I also wonder about a max stop at Fred Meyer... there is very little transit aside from busses from that area and I think it'd be good to make it more accessible.

Broadway is already a very busy street and impeding it with a streetcar would not offer any relief. In addition, Downtown workers will park in the neighborhoods and take the streetcar downtown, causing hardship on the homeowners and renters I live two blocks off Broadway. In addition, people will cut through the neighborhoods when Broadway gets backed up due to the streetcar.

Flow of traffic and parking would be adversely affected.

Yes, and same reiteration as I ranted about above. And thank you for adding this caring questioned again. ☐☐

Congestion in a critical biking area

I feel like the street car in general, is a good idea. It's just protecting residential neighborhoods from massive development that I would like to see.

Significant potential burdens and possible benefits. An area wide study that includes freeway on/offramp design, location, bus routes, MAX at 28th, bicycle access, and funding must be a part of this project.

This alignment better supports redevelopment north of I-84

Despite the Historic District in Irvington, much of the current multi-family housing south of Tillamook is Non-contributing and could easily be replaced with well designed buildings with three to four times more dwelling units under current zoning

I think the grant park zoning will limit the benefits here compared to the sandy option.

Existing Trimet line 77 already provides faster, more frequent service than streetcar will.

Development along this corridor should be thought about in conjunction with the Lloyd District, as well as Hollywood.

Slowing down traffic on a pedestrian-hostile street (Broadway) would be an enormous additional benefit for businesses and neighbors.

---

I really like that the street car would be close to me, and would hopefully reduce car traffic. I shop at this New Seasons and frequent the restaurants on Broadway. It's sad because Broadway has a huge amount of potential and it's really been gutted by all the car use, but people don't seem to understand if we increase foot traffic and decrease cars we can really get more businesses in the neighborhood and help them do well. I know some business owners are worried about rising rents, but I think if we find a way to make sure those small businesses are protected from full redevelopment, there's a way to serve the people and help businesses feel safe. One thing is for sure: the way Broadway is right now is absolutely not working. The whole road is becoming a huge eyesore and businesses are failing. They're failing because Broadway is used as a major corridor to just speed through. We can fix this if we prioritize people over cars.

---

Given that much of the alignment lies in a historic zone, I worry that redevelopment would be substantially inhibited compared to a Sandy alignment.

---

I don't think the same level of development would be possible along Broadway compared to Sandy

---

Please be sure that the new plan keeps/increases the accessibility of bike parking along the route. The installation of a streetcar line perhaps presents an opportunity to use the streetcar path to create a bike lane that would be separated from the car lanes by the streetcar line.

---

Nothing to be excited about here.

---

I own a home in the area marked by "review comprehensive plan designation" and I'm excited for the possibility of providing housing for more people in my neighborhood and for more businesses to open to meet that new demand.

---

I want to see more mixed income families in Grant Park neighborhood!

---

While Weidler and Broadway are thoroughfares, they are also closely tied to neighborhoods. Streetcars are loud and disruptive with their rumbling of the ground and surrounding land.

---

Displacement will be accelerated and wealth concentrated if community benefits are not required.

---

This is a bad route selection because growth isn't occurring here. Choose Sandy where the market is clearly growing exponentially.

---

Do not know

---

Yes, extreme loss of historic housing.

---

There is an opportunity here to make the Broadway commercial strip a vibrant destination for the larger neighborhood and community, but a solution will need to be found to deal with the high volume of traffic carried by Broadway into the downtown area if traffic capacity is reduced to provide amenities for pedestrians, bicycles, and streetcar users.

---

This alignment seems good, but not nearly as impactful as the Sandy alignments with respect to unlocking development opportunities.

---

Keep this area open for cars, since it connects to the freeway. Improve it for bikes, peds, and those coming from outside the walk zone, who want to visit the shops and restaurants.

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no

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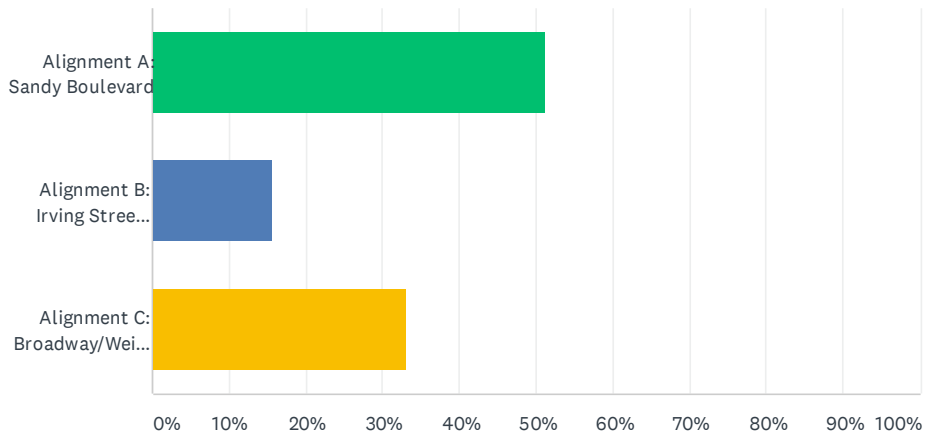
**PART 4:**

# Comparing Alignments



**Q22 On which alignment do you think a streetcar investment would most help the City make progress toward Comprehensive Plan and Climate Action Plan goals for improving economic prosperity, human and economic health, equity and resilience, and for reducing carbon emissions?**

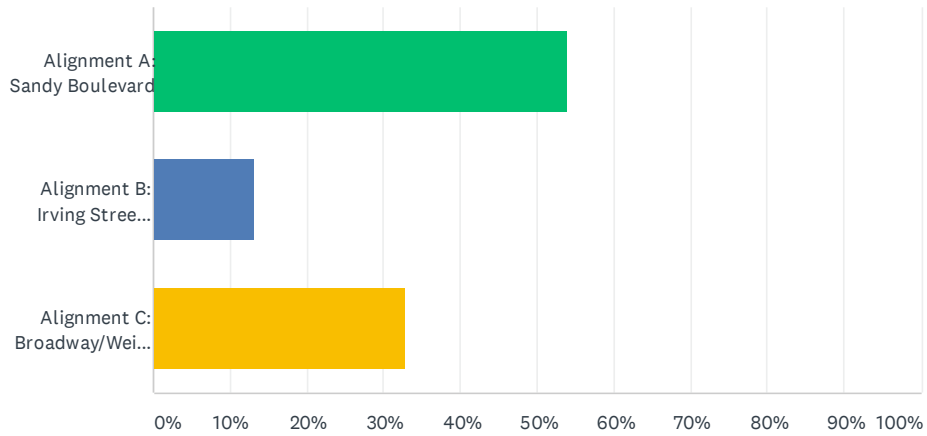
Answered: 115 Skipped: 6



ANSWER CHOICES	RESPONSES	
Alignment A: Sandy Boulevard	51.30%	59
Alignment B: Irving Street to Sandy Boulevard	15.65%	18
Alignment C: Broadway/Weidler	33.04%	38
TOTAL		115

### Q23 On which alignment do you think a streetcar line can best support economic prosperity through job creation, small business or micro enterprise opportunity, or serve existing jobs?

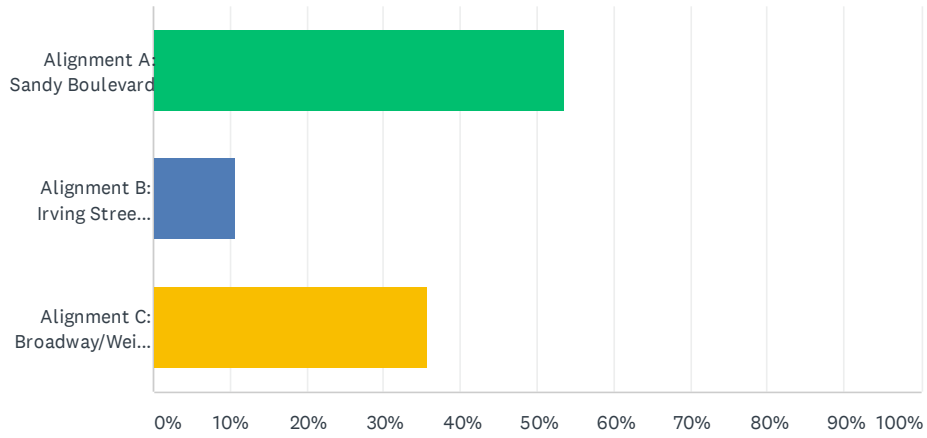
Answered: 113 Skipped: 8



ANSWER CHOICES	RESPONSES	
Alignment A: Sandy Boulevard	53.98%	61
Alignment B: Irving Street to Sandy Boulevard	13.27%	15
Alignment C: Broadway/Weidler	32.74%	37
TOTAL		113

### Q24 On which alignment would a streetcar investment most improve access to affordable housing, middle-wage jobs, nature and recreation?

Answered: 112 Skipped: 9

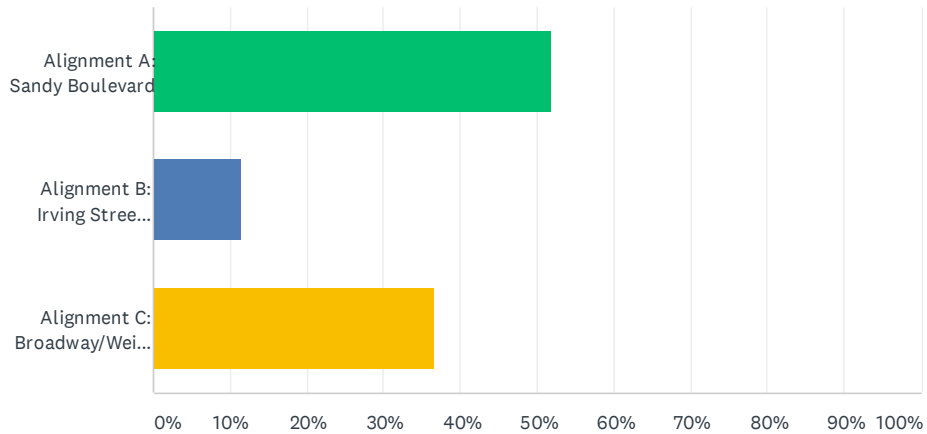


ANSWER CHOICES	RESPONSES	
Alignment A: Sandy Boulevard	53.57%	60
Alignment B: Irving Street to Sandy Boulevard	10.71%	12
Alignment C: Broadway/Weidler	35.71%	40
<b>TOTAL</b>		<b>112</b>



### Q25 Which alignment do you think has the most opportunity to advance equitable outcomes through different development types/land uses, or a potential community benefits agreement?

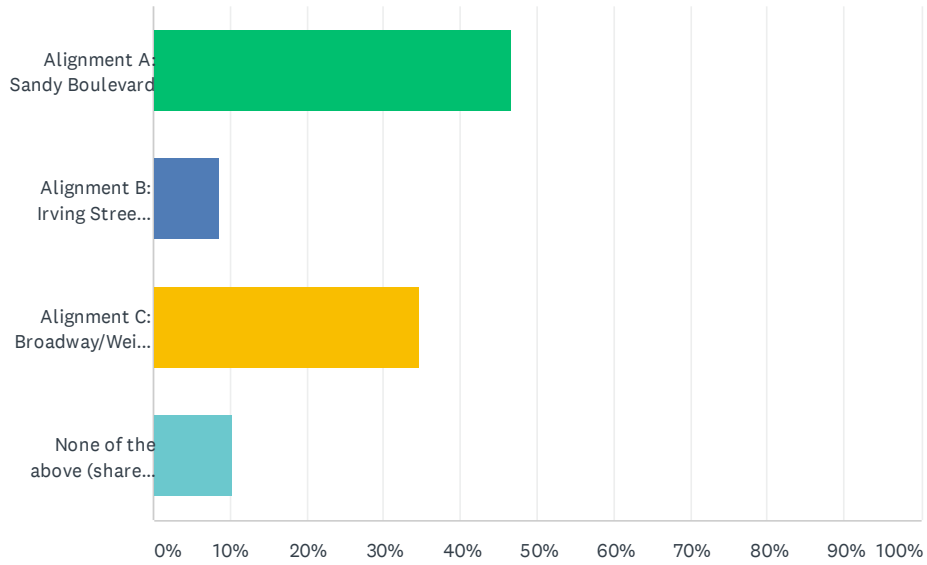
Answered: 112 Skipped: 9



ANSWER CHOICES	RESPONSES	
Alignment A: Sandy Boulevard	51.79%	58
Alignment B: Irving Street to Sandy Boulevard	11.61%	13
Alignment C: Broadway/Weidler	36.61%	41
TOTAL		112

### Q26 Which alignment best matches your preferred vision for future development of this area?

Answered: 118 Skipped: 3



ANSWER CHOICES	RESPONSES	
Alignment A: Sandy Boulevard	46.61%	55
Alignment B: Irving Street to Sandy Boulevard	8.47%	10
Alignment C: Broadway/Weidler	34.75%	41
None of the above (share your ideas)	10.17%	12
<b>TOTAL</b>		<b>118</b>

## Q27 Is there anything else you want to tell us about the three potential alignments?

Answered: 61 Skipped: 60

My highest priority is to keep the streetcar off Sandy Blvd, the major arterial in NE Portland.

no

No

No

all alignments should run free of charge. development along any alignment should be charged accordingly to support no fare ridership

no

I can see that Sandy is also a good option with more potential for middle income jobs. As stated, my preference is Bway because I can see its limitations for me, but also for access and blue collar workers.

I would support the Broadway-Weidler alignment if affordable housing is part of the package.

No

No

Nope

no the maps were too small for me

Tough deciding which one best - all look important!

No!

Not at this time

No

At this stage, there are not enough details to allow for a thorough decision making process. My experience with BPS is that the planners and the PSC do not listen to residents, and their very real concerns eg RIP.

Repeating my earlier comments. I do not support further streetcar lines in Portland. They waste money and increase congestion. Focus on express bus lanes and increase number of and frequency of bus routes.

Leave the east side alone. We don't want a street car. Fix existing issues before creating new ones.

They all have merit. I'd like to see more information about the current development/jobs/housing on Sandy and Broadway to know which has the most potential for growth.

---

This fetish this city has for rail needs to stop. Trimet ridership is down, not just with Covid, it's been declining for years. But yet you people think that wasting billions on commuter rail is the answer. You people over estimate ridership and need. No one wants to ride on pee covered seats because you can't do fare enforcement or keep the cars clean. You people need to pull your heads out of whatever hole it's in and do something that helps a majority of the people who live here and not a quaint few percent of the population. I would type more but my thumb hurts now.

---

Constructing a streetcar line to Hollywood is a total waste of transportation dollars. Equitable outcomes require the users of transit to pay their own way for what they utilize. Furthermore, CIVID19 is only the tip of the iceberg for future pandemics. Building a system that can only carry a limited number of passengers due to social distancing is foolish. The safest way to move about and protect one's self from getting infected is driving in an enclosed car.

---

please make it happen

---

Have any of you actually been poor? Like actually poor? And living here in this [REDACTED] and you cannot leave??? Just curious because this reads like yet another stupid plan by white liberals who genuinely have zero clue what they are doing and get abused every time by someone who takes advantage of lack of information, your lack of foresight and what is obviously blatant corruption -- because the e-scooter and Nike bike thing is not an okay way to expand without council information. If you're just going to be a press release booth for idiots and [REDACTED], why not take up the communications job with Ted Wheeler.

---

I would love to see more information about all of these. Don't you have information about which routes currently support the most affordable housing or car free households? Are the bus routes on these alignments currently inadequate?

---

Difficult to speak to the important equity considerations without knowing more about plans and public sector investments in the different areas

---

no

---

Streetcars are of very little value. They are very expensive and are not utilized very much. Connecting Hollywood to Downtown has some value, especially for supporting tourism (Convention Center users). But streetcar is not the best way to accomplish this. Consider exiting bus lines with electric buses, fleets of private electric vehicles for hire, or fleets of rental electric bicycles or scooters.

---

The plan to have low income housing near transit centers need to be examined. I feel it would be best to have mixed income housing (market rate and low income) and not just large blocks of low income housing. I feel this integrates the neighborhood and reduces the risk for the potential downsides of low income housing. Although it may be antithetical in liberal Portland to say this the Hollywood Transit Center is already a blighted area due to houseless individuals (some with substance abuse issues/criminal activities) and I am hesitant to go there especially with friends visiting from out of the area. Adding large amounts of low income housing will only exacerbate this problem. I would propose also encouraging market rate housing to mitigate the impact of low income housing.

---

The City needs to get input from the historically disenfranchised groups in the city, primarily the Black community, and let that advice guide this development. No more lip service—ACTION is what we need.

---

I prefer, in order, Sandy, Broadway/Weidler, Irving.

---

---

no

---

Great, comprehensive work you've put together so far. Too bad most residents won't ever see it, and because most NIMBY-ers won't read it, they won't understand the benefits. Sandy represents the biggest opportunity to set the tone for future development. Broadway is finished growing. Irving is weird, unsure why it's an option here.

---

No

---

Perhaps the money would be better invested in improving transportation from East Portland to jobs and nature

---

Sandy! Sandy! Sandy!

---

No

---

Overall I do not support a streetcar installation over, say, increased bus frequency. Is there a large enough segment of the population who would rather take the streetcar than the bus? Enough to merit an entire lane of infrastructure wholly devoted to the streetcar? It would seem just as effective to improve the bus service - make buses more comfortable and open, cleaner, more "safe" feeling, more frequent. I say this as a Grant Park homeowner who does not own a car, and before COVID, would commute downtown to work on a daily basis. More, better buses sharing Broadway with cars makes sense to me. Improving greenways in side streets makes sense to me. Shunting the cars to the side lanes while empty streetcars occasionally ride down the tracks in the middle? Not so much.

---

Sandy Blvd probably makes the most sense- as there is more room to include cars and streetcar. without as much parking reduced. But personally I like the Broadway/Weidler option as it is closest to where I live and would benefit the most people. But I am NOT excited about increased development in the area- we already have enough, Sandy is better for this.

---

Do not expand streetcar in any of them.

---

Why not electric busses?

---

Nothing other than vehemently already expressed. ☐ Thank you for giving us this survey.

---

As a resident of Hollywood, the Broadway Weidler option is the best.

---

Comprehensive multi modal transit planning should occur prior to selecting any route. A workable connection from Broadway/Sandy to HTC that does not worsen existing traffic congestion or negatively impact existing business (e.g. Trader Joe's) must occur.

---

For transit riders, out of direction travel is one of the most frustrating experiences. At NE Grand and 7th, Hollywood is directly to the east, so traveling south as far as Burnside or even Irving represents a huge dis-incentive to use the service. Likewise with a shared Transit Only lane west of NE 24th, transfers would be easy between the through service on Streetcar and the three lines that continue to the east, south and north. Again, these bus lines would need to be upgraded to left boarding vehicles.

---

I think Broadway would best be served with increased capacity/frequency bus service

---

I honestly want to do all three. I wish we didn't have to choose. We're so far behind other cities throughout the world it's just shameful. I'm also sad that this is going to take 10 - 15 years to be completed. Why can't we move faster? We know that adding these types of transportation options benefits the community, so it's frustrating to always see things take so long to be implemented. I say do all three and let's start now!

I'm very concerned about the difficulty of making a transfer from the streetcar to the MAX for any of the alignments. Given the signals, traffic, and stairs, it appears that the connection would take at least 10 minutes which essentially ensures that the connection will not happen in practice. Furthermore, none of the alignments fundamentally improve transit access through the areas because they are duplicating good bus service. So, from a transit perspective this is a waste of money. But, if you want to use it to increase density of inner NE Portland, have at it.

I hope whichever alignment is chosen, that this comes to fruition!

Its great that you're thinking about more low-carbon public transit! Please be sure your planning looks for opportunities to work with (and perhaps improve) bike transit as well! Thanks!

I believe that it's very important that these connect very closely to the Hollywood Transit Center.

This seems fun but not like the best use of city money. I don't think it does much in terms of improving transportation. I hope it can lead to more affordable housing in inner NE and SE.

Irving makes no sense. It may look possible on a map, but there's no foot traffic. It's low-rise commercial, out of the way, and not much of a destination.

Scrap streetcar and go with BRT

The NE alignment along Sandy is where the need is today. This should be the route for NE and based upon the amount of investment and growth occurring it should be the priority far ahead of the Market Park expansion in NW. Also it meets the "Equity" goal better.

No

nope thanks for asking.

The southern half of Irvington is already the 2nd most densely populated area of the city outside of the downtown core. While there are significant opportunities to grow this density, even in the Historic District by adaptive reuse of historic buildings and replacement of non-historic ones, this would mean displacing a significant number of residents whose median income is currently below that of the city as a whole. There appear to be more "greenfield" type sites with less displacement potential along the two Sandy Blvd. variants which have the potential to create more new housing with relatively less displacement. Still, as an Irvington resident, I would look forward to a Broadway streetcar line especially if it was to be coupled with meaningful improvements along Broadway to make it really pedestrian and streetcar-rider friendly.

I hope this happens! I live and work in this neighborhood and would love to see it—especially on Sandy!

no

None

# Preliminary Racial Equity Analysis

OF NW STREETCAR EXPANSION  
AND RELATED LAND USE CHANGES



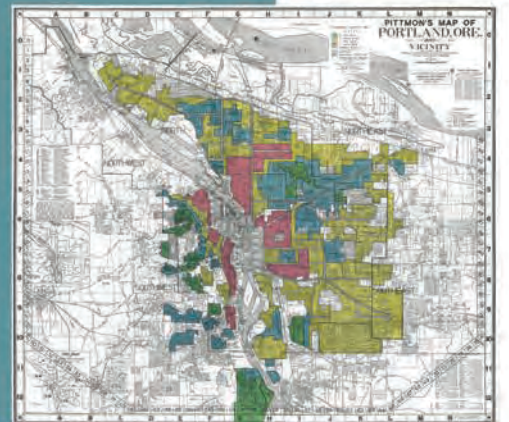
July 2019



**PBOT**  
PORTLAND BUREAU OF TRANSPORTATION



Bureau of Planning and Sustainability  
Innovation. Collaboration. Practical Solutions.  
City of Portland, Oregon



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## ACKNOWLEDGMENTS

This process was led by Irene Schwoeferman and Ryan Curren from the Portland Bureau of Transportation (PBOT) and Bureau of Planning and Sustainability (BPS) respectively. Additionally, Tony Lamb from BPS, Eric Engstrom from BPS, Court Morse from Prosper Portland, Jessica Conner from the Portland Housing Bureau, Danielle Brooks from the Office of Equity and Human Rights, Andrew Plambeck from Portland Streetcar Inc., Kathryn Levine from PBOT, and Christopher Sun from PBOT, contributed significantly to this process.



## INTRODUCTION

The City of Portland is evaluating whether to expand streetcar further into Northwest Portland and make related land use changes. In addition to determining if these changes support City objectives such as increased transit use, expanded housing options, and reduced carbon emissions, we should ask how the changes can reduce or exacerbate long-standing racial disparities in our community. Such an analysis is called for in the Guiding Principles of the new 2035 Comprehensive Plan. This analysis begins to identify an approach to answering these questions.

We know the benefits of past public infrastructure investments and land use planning processes disproportionately accrued to wealthy and predominately white landowners while people of color often carried burdens such as involuntary displacement. The City has recently adopted new equitable growth policies and is committed to future growth that supports people of color and explicitly reduces long-standing racial disparities.

As is often the case with racial equity analysis, the answers are nuanced. There is not an either/or answer but often a yes/and. This does not mean that we should or should not make investments and pursue land use changes that broadly meet our objectives. We must consider actions beyond traditional regulatory changes and status quo infrastructure investments to ensure that an expansion of the streetcar in NW Portland will equitably benefit people with lower-incomes and people of color.

The analysis describes the anticipated and disproportionate burdens as well as the likely benefits and opportunities to advance racial equity. Potential strategies for avoiding or mitigating burdens and enhancing benefits are identified. Recommendations are also provided for making the next phase of planning an inclusive process that takes the City's practice of racial equity analysis and planning to a higher level of integrity and sophistication.

The Office of Equity and Human Rights and the Office of Civic Life developed a [Racial Equity Toolkit](#) (RET) acknowledged by [a City Council resolution](#), to guide the City's decisions to advance racial equity. Our analysis closely follows the RET process and serves many of the same functions. However, this analysis has two significant limitations that would have been addressed using the full RET:

1. **A fundamental question is not answered**, "From an equity perspective, should the City expand streetcar into Northwest given the transit and economic development needs in other parts of the city?" This question should be answered within a broader discussion of how the streetcar and other potential transportation investments contribute to the City's racial equity goals.
2. **A lack of community engagement** in this process should be taken as a major caveat to the findings and recommendations. This preliminary analysis should be viewed as a starting point for the next phase of planning for staff to engage those communities of color most impacted by the proposed streetcar expansion and land use changes. Engagement should challenge the City's assumptions, identify community issues and priorities, strengthen relationships between City staff and community members, and provide opportunities for accountability.

## BACKGROUND

The introduction of streetcar and five land use scenarios are the subject of this analysis. The five land use scenarios were collapsed into three for ease of analysis during our process:

1. Scenario 1: Streetcar introduced but current land uses are maintained
2. Scenarios 2: Streetcar introduced with Central Eastside light industrial and office industrial type land uses; light industrial, offices, institutional uses
3. Scenarios 3: Streetcar introduced with Pearl District or South Waterfront type land uses; mixed-use vertical residential development, office, retail and services

Streetcar has dual purposes of providing a new transit option and as a tool to spur dense urban development and placemaking. Therefore we analyzed the impacts of introducing a NW streetcar together with the land use changes.

Other documents developed in BPS's full streetcar expansion study describe how a streetcar expansion route in Northwest was chosen, the ongoing engagement with property owners, details on each land use scenario, and projected changes to land values, housing, and jobs.

### Policy Guidance and Equitable Outcomes

In 2015 the City of Portland adopted [city-wide policies](#) to eliminate racial inequities in City practices and policies. Additional equity-focused policies specific to urban planning, development, and public infrastructure were adopted in the 2035 Comprehensive Plan (see Appendix 1 for relevant policies). As a key step in the equity analysis, we reviewed Comprehensive Plan policies to then craft a set of desired equitable outcomes, in order of priority:

1. **Private economic benefits resulting from land use changes and public investments in streetcar contribute directly to an equal amount of public economic benefits for POC**
2. **Maintain an adequate supply of industrial lands that serve as a leading source of middle-wage jobs that do not require a 4-year college degree and expand access for POC to those jobs**
3. **Communities of color have greater self-determination, capacity, and decision-making authority to benefit from any change and shape the outcomes**
4. **Increase permanently affordable housing choices for people of color (POC) near quality transit, living wage jobs, and educational opportunities**
5. **Decrease relevant regional racial disparities such as displacement pressures on POC households, housing cost burden, commute times, self-sufficient wages, job training, and business ownership**
6. **Public and private land is held in reserve for affordable housing and affordable commercial space for POC-owned businesses**

## Relevant History

There are at least three periods in the history of Northwest Portland that have had deep impacts on where we are today, in terms of racial and social equity.

### Early Development

It is impossible to examine this topic without a reminder that the Native American inhabitants of Portland outnumbered white settlers for much of the 19<sup>th</sup> century. The violent removal of native peoples from villages the area now called Portland has left deep scars that still impact people today. Thousands of native people continue to live in Portland. The Warm Springs, Grand Ronde, and Yakima tribes all have some ancestral tie to the Portland area.

Later, Asian immigrant laborers and their descendants built many of Portland's railroads and much of the early housing and commercial buildings of Portland. An early Chinese community grew up around a group of Cantonese farmers working vegetable gardens in the vicinity of what is now Goose Hollow. Asians were racially segregated from whites in early Portland, and children were banned from attending public schools. The period 1882-1943 was known as the Exclusion Era. During this period, many Asian immigrants could not legally enter the United States (Oregon Historical Society).

In 1942 people of Japanese ancestry were removed from Portland neighborhoods and incarcerated in camps in the Great basin states. There are people still alive in Portland today who experienced this firsthand.

### 20th Century Redlining

The federal government's practice of redlining directly impacted a part of the study area then named South Portland Heights. This tool made it difficult or impossible for non-white residents to receive residential and commercial loans. Categorization of the neighborhood was in part determined by the average income and racial and ethnic makeup of the area.

In 1937, an appraiser of the neighborhood noted, "Detrimental Influences: Encroachment of business and light industry. Infiltration of subversive racial elements." Occupations in the area were "small merchants, white collar and industrial workers, artisans, laborers, etc." and non-white families were identified "85 Chinese, 60 Filipinos, 100 Japanese."

In comparison, just to the west Westover Terrace was "Greenlined" due to a more homogenous, white, higher-income population, and single-family zoning. An appraiser noted, "Zoned single-family residential. (Racial) Deed restrictions have expired but zoning and topography offer ample protection." Occupations of residents were listed as "professional men, executives and capitalists."

### Urban Redevelopment

The land use transformation opportunity between Vaughn and Nikolai is roughly analogous to the transformation of the Pearl District, which started in the mid-1990's. In 1990 much of the area north of Burnside Street was zoned industrial, with no housing development allowed. What is now the core of the district was the Hoyt Street Rail Yard. Lovejoy street passed over the district on a viaduct. Freight trains regularly delivered supplies via a heavy rail spur on NW 11th Avenue to the Henry Weinhard Brewery on West Burnside. NW 13th was an unpaved street, dominated by enormous potholes.

A pivotal decision was the 1995 adoption of the River District Plan, and a corresponding development agreement with Hoyt Street Yards - a private entity that had purchased the defunct rail yard. The plan included a new urban design concept, zoning map and code changes to facilitate housing, and street plans. The private-public development agreement outlined a series of commitments that the property owner and the City would make, including parks investments, streetcar construction, and streets. In exchange for public investments, the property owner agreed to meet housing targets. An urban renewal district was used to finance public investments, and the pace of the public investments was tied to the pace of private housing investment. One of the first residential buildings in the Pearl District was the 1997 Pearl Court Apartments, a 199-unit affordable housing project serving residents earning between 40% and 60% of area median income. Over the next 20 years over 1,260 units of regulated-affordable housing was built in the district. Although the pace of affordable housing production in the Pearl has been criticized at various times, especially relative to the large amount of market rate development that eventually occurred, it remains one of the largest concentrations of affordable housing investment in the City's history.

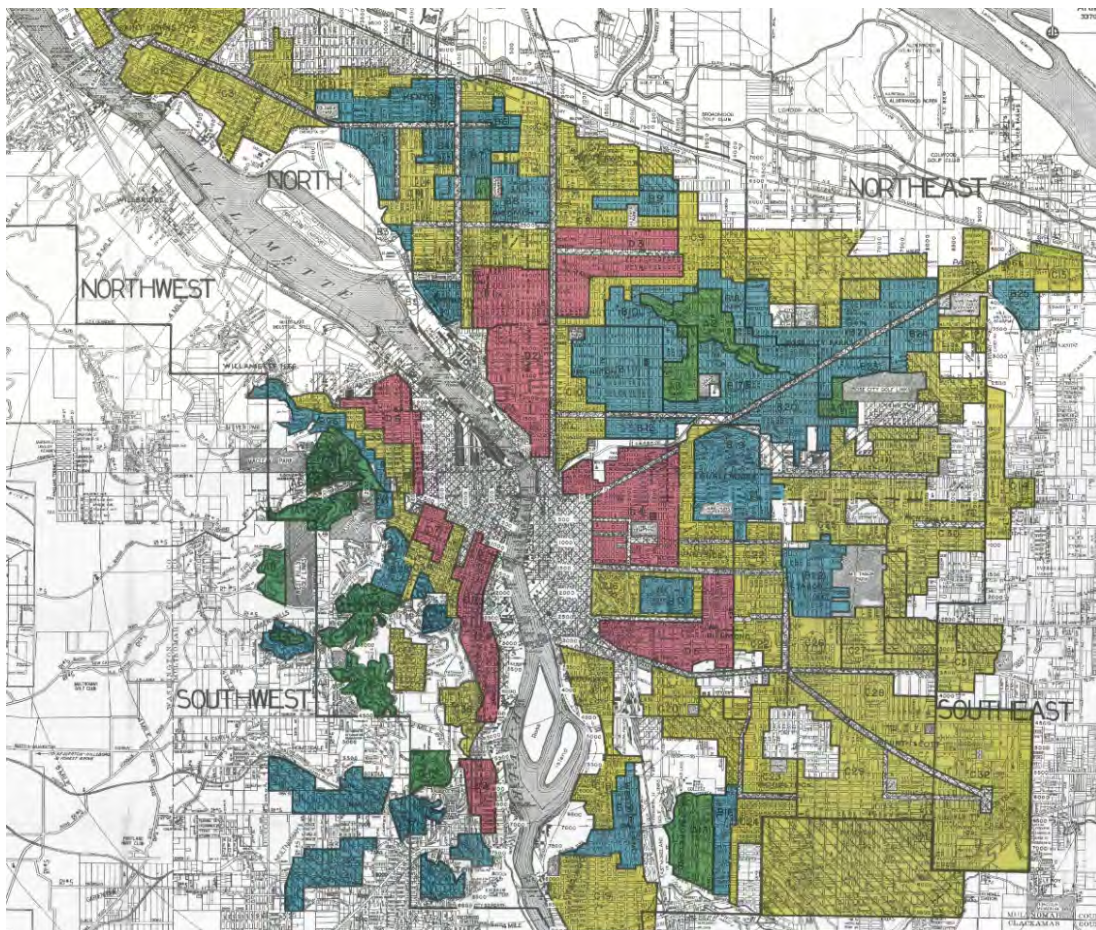


Figure 1. Home Ownership Loan Corporation map of Portland, 1937

## Current Equity-Conditions and Racial Disparities

The “Jobs and Housing Trends” chapter of this report provides some current demographic and housing information for the study area. Our analysis looked at some indices of data that use multiple data points to capture the interconnectedness of racial disparities and the structural racism that underpins them. Given the city-wide implication for streetcar expansion we also looked at city-wide racial disparities that could be reduced or exacerbated by a NW expansion.

### City-wide disparities

Figure 2 shows renter households who are cost burdened by the racial or ethnic group of its householder. In Portland, 51 percent of non-Hispanic White households spend more than 30 percent of their income on rent, while 58 percent of households of color and 69 percent of Black households are housing cost burdened. For the purposes of considering racial equity outcomes for new housing resulting from streetcar expansion, understanding the racial makeup of cost-burdened households across the city is important.

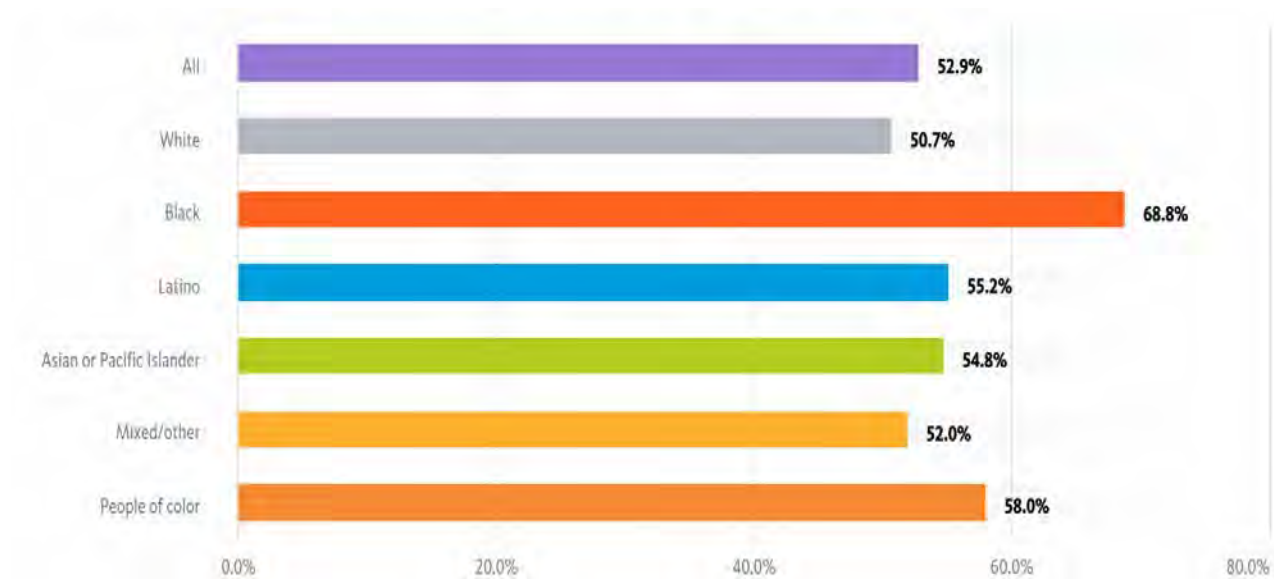


Figure 2. City of Portland renters’ housing burden by tenure and race/ethnicity, 2015, PolicyLink/PERE National Equity Atlas

Household income disparities by race and ethnicity are worsening even as incomes have risen overall. Median income levels have only increased among White households, and decreased among African American, Hawaiian-Pacific Islander, and Native American populations.

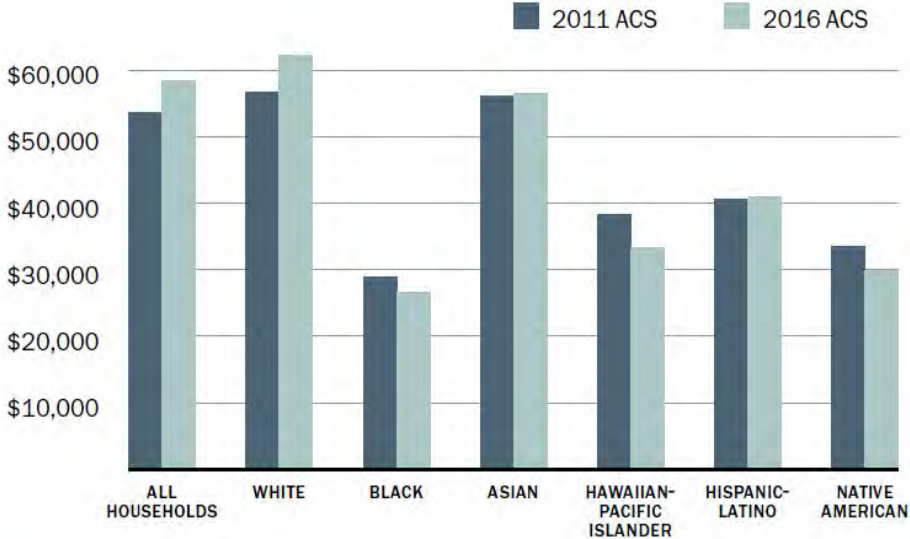


Figure 3. Household income by race/ethnicity, U.S. Census Bureau, 2011 and 2016 5-year ACS estimates. Portland Housing Bureau.

Industrial jobs provide high wages and require lower educational attainment, serving as a major economic mobility opportunity for low-wage workers. These jobs are disproportionately held by people of color. This profile of industrial jobs is important to consider if we consider rezoning industrial land and the resulting change in job mix in the study area.

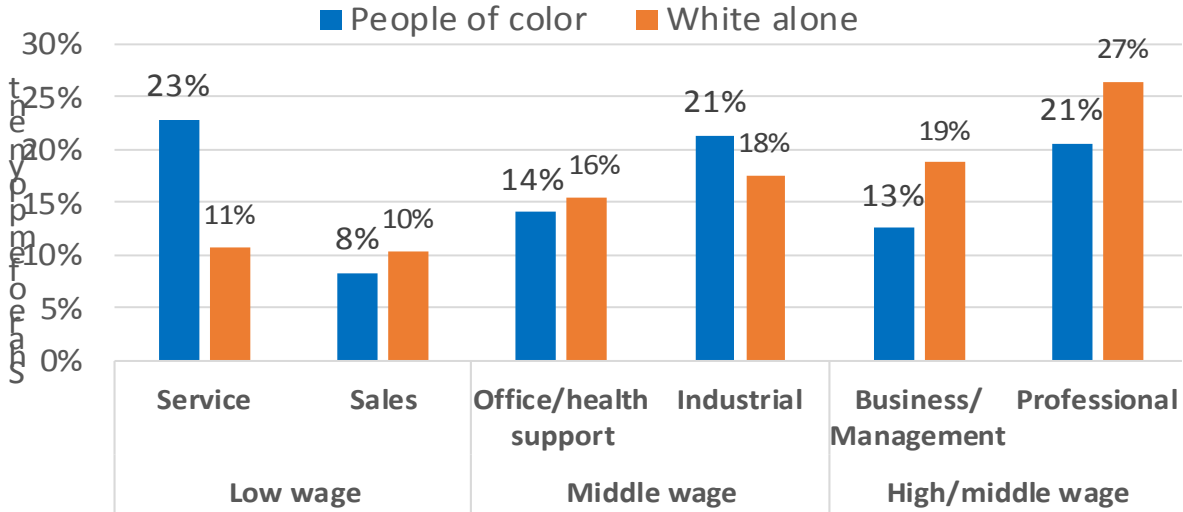


Figure 4. Racial employment disparities by occupation group, Portland MSA, 2017, Bureau of Planning and Sustainability

Equity indices

PBOT’s Equity Matrix shows a combination of indicators of households’ vulnerability to rapid neighborhood change and increased costs of living. There are more renters and households of color in the southern part of the study area.

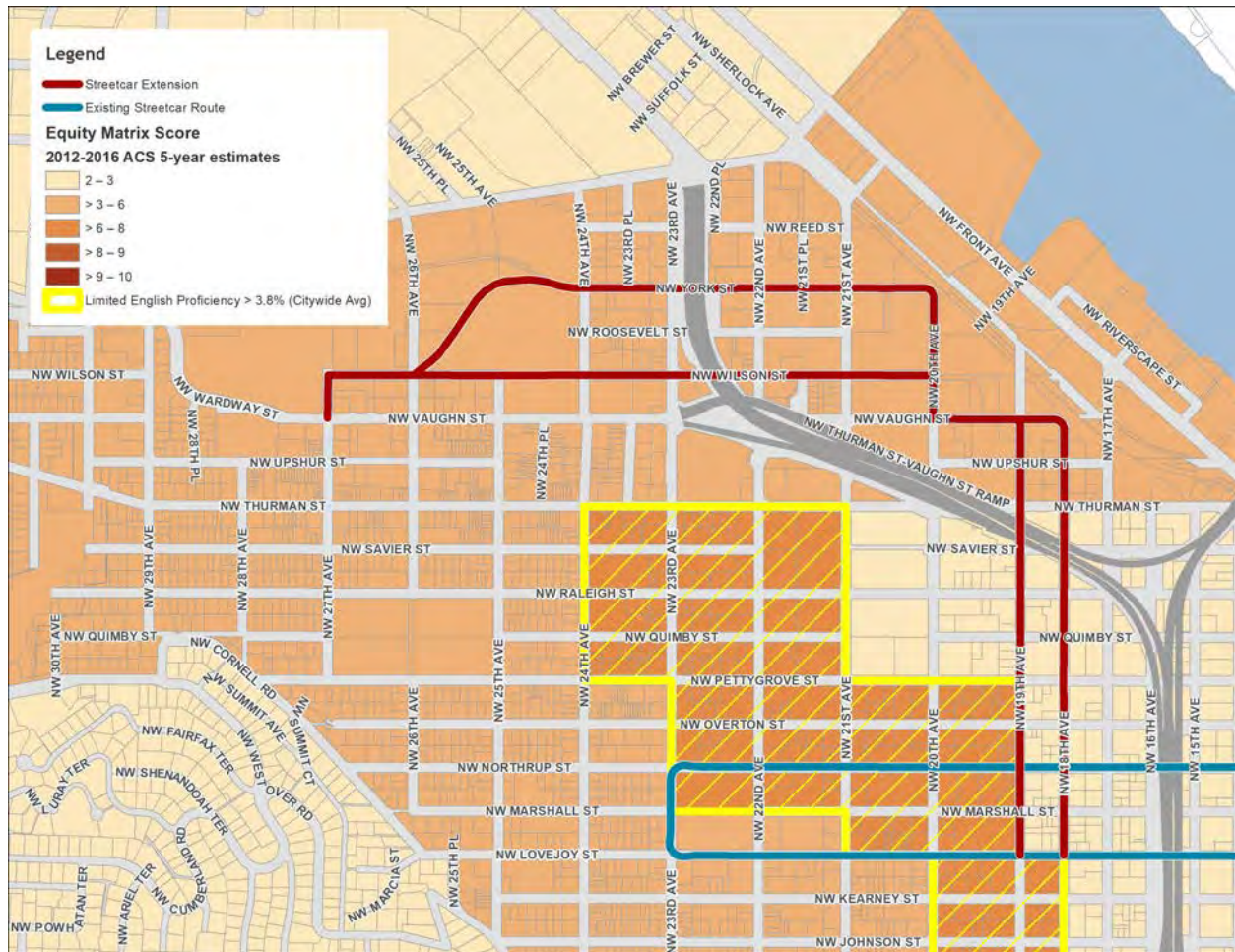


Figure 5. Portland Bureau of Transportation Equity Matrix, U.S. Census Bureau, 2012-2016 5-year ACS estimates.

Opportunity maps show an areas' proximity to multiple public and private community amenities that correlate with better quality of life outcomes. PHB uses this tool to guide the siting of regulated affordable multi-family housing. The study area is considered a "high opportunity" area. Increased housing choices in a "high opportunity" area is policy priority for the City and supports our FHA responsibility to affirmatively further fair housing.



Figure 6. Portland Housing Bureau Opportunity Maps, 2018



Gentrification and displacement risk are highest in neighborhoods with the largest numbers of low-income households of color. Looking at the relationship between housing cost pressures in these areas of the city and the potential housing supply provided in the study area is important as we consider lifting zoning limitations on housing. A closer look at the gentrification typology shows some susceptibility to gentrification in a part of the southern study area. This is driven by the area's proximity to the Pearl District's more active real estate market.

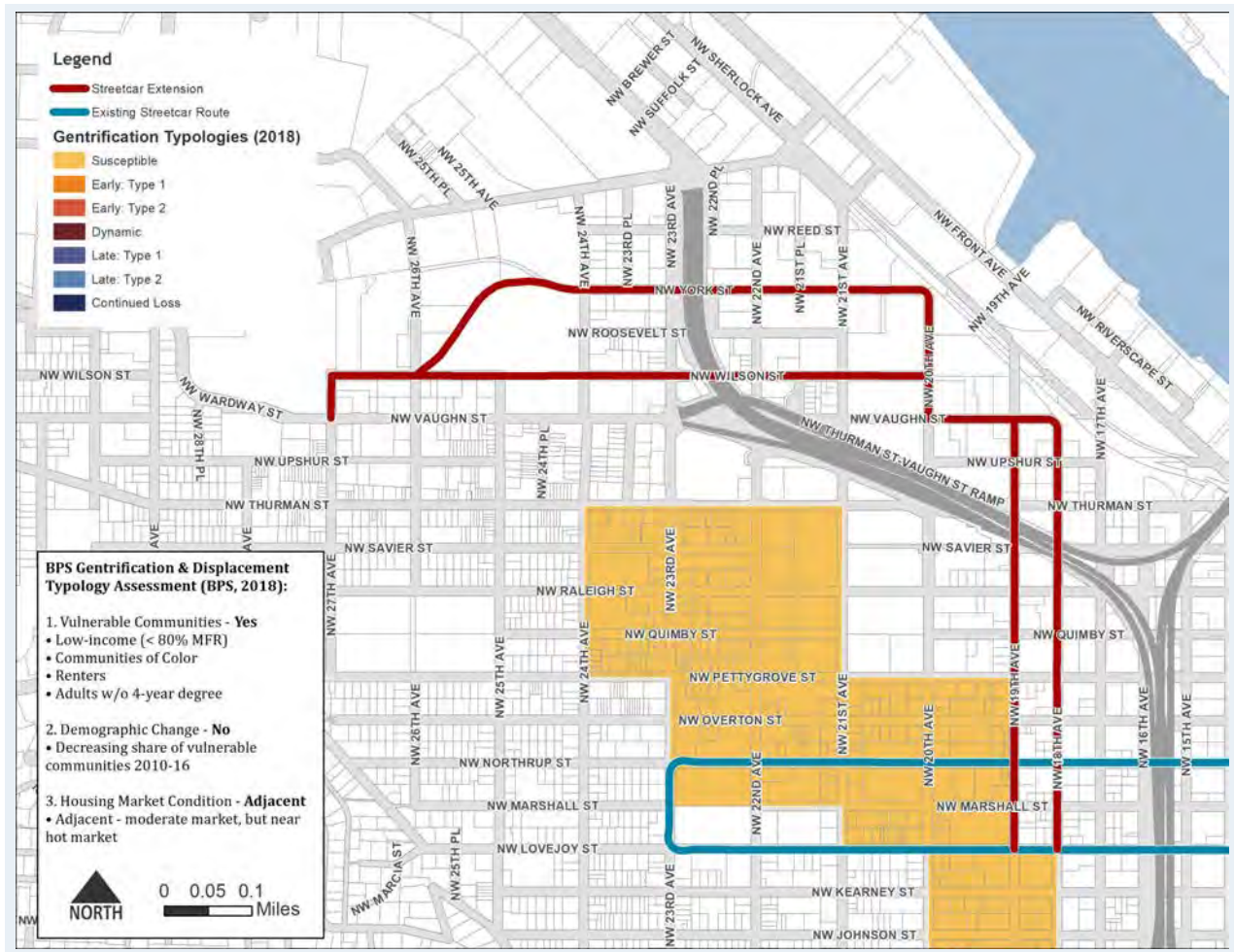


Figure 7. Portland Bureau of Planning and Sustainability Gentrification Typology Maps, 2018.

## WHO BENEFITS AND WHO IS BURDENED?

## WHICH STRATEGIES MITIGATE BURDENS AND ADVANCE EQUITABLE OUTCOMES?

Below are potential benefits and burdens identified through an analysis of impacts to land value, housing, and jobs by each land use scenario. Strategies to mitigate burdens and enhance benefits are then described. Some impacts were identified by planning tools. Other benefits and burdens were identified by eight equity practitioners from across the City who participated in a series of four work sessions designed to surface issues of systemic and structural racism.

Increasing housing development potential at a cost of losing middle-wage industrial jobs is one outcome we kept coming back to. The self-sufficiency of households of color is determined by both a quality job and an affordable home. A worst-case scenario in which the overall number of self-sufficient households of color is decreased is a real possibility we considered (i.e. more living wage jobs are lost than affordable housing gained).

Past streetcar expansions were central to broader real estate development and neighborhood revitalization efforts. [Urban Renewal Areas](#), [Local Improvement Districts](#), and development agreements were the primary tools to achieve the City's desired public benefits and give developers clarity about what development should accomplish.

Inclusionary Housing requirements and regulations that comply with the American for Disabilities Act are examples of how the zoning code can also be a vehicle for mandating and incentivizing equity-related public benefits. A discussion on mitigation should include all the strategies the city current has available, including a no action option. Consideration of other policies and investments should compliment these tools.

## Impacts to land values and uses and equity strategies to explore further

**Private economic gains derived from land use changes and public transportation investments are a major incentive for development but will exacerbate existing racial wealth disparities.** Some land values would increase 2-5 times due to changing industrial zones to mixed use or higher density employment (see table below). Most land will experience a 3-10% increase from the introduction of streetcar. These benefits will accrue to the current land owners who are predominately if not exclusively white. Development could produce more public benefits because of the land value increase if the City enters into agreements with land owners or regulates the provision of these benefits.

The lift in land values provides the opportunity to create a Local Improvement District which is the primary local funding source for the streetcar construction. This new transit would benefit transit riders who skew toward being lower-income and younger than the general population.

**Potential land use changes replace up to 90 acres of industrial land with commercially zoned land.**

Industrial land is already in short supply throughout the city and is difficult to replace. Industrial land supports living wage jobs that are disproportionately held by people of color.

**Zoning changes would result in more land supply of certain zoning categories that are currently oversupplied citywide and could redirect growth from other parts of the city.**

There is currently more than a 40-year supply of land zoned for high density residential and commercial uses. The redevelopment of the study area would not increase the overall demand for housing and commercial space region wide. Instead, building out streetcar and making zoning changes would provide another desirable option for real estate development that creates more density near the central city connected by high frequency transit. A coordinated infrastructure project of this scale does encourage more timely and compatible development than ad-hoc city-wide development. One important note, the area is not within an Opportunity Zone so developers may be more inclined to other central city locations.

**Land use changes and redevelopment in the study area could place redevelopment pressure on the industrial land to the north.** The study area currently provides a buffer to the more traditional industrial uses.

<b>Land value increases by zoning scenarios</b>		
<b>Price per sq. ft. of site area on property sales - January 2015 through August 2017</b>		
<b>Land use types</b>	<b>Median price</b>	<b>Average price</b>
Citywide	\$66	\$82
<b>Scenario 1: Streetcar introduced but current land uses are maintained</b>		
Harbor & Airport Districts, Industrial (I) zones	\$25	\$33
Dispersed Employment Areas, I and EG zones	\$50	\$58
<b>Scenarios 2-3: Introduce streetcar and inner Southeast light industrial type land uses; light industrial, offices, institutional uses</b>		
Central Eastside, IG zones	\$132	\$151
<b>Scenarios 4-5: Introduce streetcar and shift to Pearl District type land uses; mixed-use vertical residential development, office, retail and services</b>		
Town Center	\$131	\$234
<i>Source: BPS calculations from Multnomah County Assessor data.</i>		

Some specific ideas to explore to avoid or mitigate burdens and advance equitable outcomes include:

**1. Top Recommendation. Develop incentives and regulations to ensure the economic benefits for people of color are equal to or greater than the private economic benefits accruing to land owners.** Through the eligible uses of revenue from a Local Improvement District and/or an equitable development agreement, an increase in land value can be equitably distributed to create economic opportunities such as:

- Minority Business Enterprise contracting requirements in private development and public works
- Job training and career advancement programing
- Low cost capital and technical assistance for POC entrepreneurs
- Below market commercial space for POC business startups and expansions

These economic opportunities could extend or be transferable to existing POC-led community development initiatives such as the nearby Albina Vision.

*Best practice:* City of Seattle [Equitable Development Agreement framework legislation](#)

**2. Establish development standards to make the area the most disability-accessible area in the city.** The development code could be written to require universal design standards above the ADA minimums for all public and private development.

## Impacts to housing and equity strategies to explore further

**Streetcar will provide current residents a new transit option and decreases carbon emissions and improves their air quality.** Over 5,000 existing residents in the study area, including 229 households in regulated affordable housing, would benefit from new transit and improved environmental quality. In addition, the over 7,000 households in regulated affordable housing along the full streetcar network would have improved access to the jobs and amenities in the study area.

**More housing and affordable housing in a high opportunity area will provide more choices for low-income households of color.** Residential development in the study area is forecasted to increase by 3,300 new homes by 2035 under current conditions. Scenario 3 increases those housing development estimates by 1,150 to 4,000 new homes, of which 350 to 950 will be affordable through the current inclusionary housing program requirements. Figure 6 shows the area scores high on the City's Opportunity Index, having many amenities that increase households' economic opportunity and a high quality of life. More affordable housing will diversify the area and create more affordable housing choices citywide.

### *Affordable Housing*

Housing affordability is typically expressed as a measure of housing costs in relation to household income. The standard for housing affordability is housing costs, including basic utilities, that amount to 30 percent or less of a household's gross income.

One caution to note is the potential to replicate the Pearl District development model of providing for some affordable housing but not affordable commercial and culturally relevant services for low-income households and people of color. Engagement with residents of affordable housing in the Pearl District is recommended to understand the social and financial implications of this dynamic.

**Housing in the study area will relieve region-wide housing pressures and could relieve pressure in other gentrifying areas.** As discussed in the land use impacts above, increased desirability to live in the study area will only redirect development from other parts of the city. Housing development puts downward pressure on housing costs region-wide. It could also redirect real estate investment from areas experiencing gentrification-fueled real estate activity.

Increased desirability could also lead to displacement of existing affordable market housing. However, our analysis identified 64 multi-family apartment buildings in the study area but only three that met the criteria for “affordable market rate”, meaning they have market rate rents currently affordable to lower-income households. This small inventory of affordable apartments is not likely to exist much longer due to rising rents regardless of the land use decisions under consideration.

**The most significant challenge this area faces is if demand for affordable housing is not met, racial disparities of housing cost burdened households will be exacerbated.** The Northwest district is already a high cost area where the average household of color cannot afford any type of housing according to the [City’s 2018 State of Housing](#) report. To meet the affordable housing needs of the 3,300 to 7,500 new households forecasted under different scenarios would require 1,000-2,500 new regulated affordable homes for households with incomes at or below 60% median family income based on the trends of future household incomes.

Some specific ideas to explore to mitigate burdens and advance equitable outcomes include:

1. **Top Recommendation. Private land owners contribute land to a land bank as part of an equitable development agreement.** Land costs will become prohibitive for mission driven nonprofit development organizations. An increase in land value from transit investments and land use changes can be equitably distributed in the form of land contributions to a holding entity. Land could be assembled and held patiently while nonprofits secure financing to develop affordable housing and community development projects.
2. **Accompany increases in development allowances from rezoning with an enhanced Inclusionary Housing program.** The IH program already exists within the land use code and Comprehensive Plan policy framework. Working with existing tool could more efficiently help private developers produce affordable housing rather than using another vehicle like a development agreement. An enhanced IH program could include:
  - Higher percent of affordable units than current program. Consider a 30% minimum similar to requirements in past streetcar-related development agreements.
  - Minimum percent of all new homes with 2 and 3 bedroom that is higher than what is being developed by the private market in the current real estate cycle.
  - Minimum percent of regulated affordable housing are permanently supportive housing with services.

*Best practice:* See the affordable housing goals in past urban renewal area plans in the [2017 State of Housing Report \(page 101\)](#)

3. **Connect housing, jobs, and transit policies and services to help low-income households live near where they work and commute affordably.** This could include adopting a preference policy for income qualified people working in the area to be prioritized when regulated affordable housing becomes available. In addition, those living in regulated affordable housing and/or enrolled in workforce training programs could be automatically enrolled in TriMet's low-income transit pass program.

### Impacts to jobs and businesses and equity strategies to explore further

**Displacing industrial jobs disproportionately held by people of color and shifting to a job mix of more professional office and retail service industry jobs will exacerbate racial disparities and income inequality.** Land uses changes will support redevelopment leading to 530-1,400 middle-wage industrial jobs displaced that do not typically require advanced degrees and are disproportionately held by people of color. The elimination of industrial jobs for employees of color will decrease their economic self-sufficiency and disrupt their housing stability wherever they are living.

Redevelopment in scenarios 2 and 3 is likely to result in a net increase of 1,270-1,380 total jobs in the area but an overall decline in city-wide jobs. The job growth will be driven by high-wage professional office and institutional jobs and low-wage service jobs. As described in the land use impacts above, expanding streetcar and making zoning changes provides another desirable option for real estate development, redirecting those office and retail jobs from other parts of the city.

**Could worsen or improve commute times for industrial workers.** Industrial workers typically live in East Portland and Vancouver and commute by car. Displacement of their jobs out of NW will change their community patterns as industrial firms relocate.

**Streetcar increases transit options for current workers and provides visibility for existing businesses.** The 11,400 workers currently in the area would have a new transit option. The existing retail businesses would see a substantial increase in the foot and car traffic in the area. This increased congestion is a burden for industrial businesses and creates an accessibility issue for people with mobility disabilities. As noted above, industrial workers mostly commute by car and do not live in the area so street car does not serve their commuting needs.

Some specific ideas to explore to avoid or mitigate burdens and advance equitable outcomes include:

1. **Do not rezone industrial land.** Proceed with caution regarding loss of industrial land. There is limited industrial zones here in Portland. While there are potential ways to mitigate the loss of this land, we also know that this site has been preserved as prime because it is difficult to create more of.

**If rezoning is considered, then the City's 1:1 existing prime industrial lands replacement policy must be implemented fully and a business relocation program funded before rezoning goes into effect.** Equity criteria for where to replace land could include:

- Environmental justice criteria that considers adverse impacts to existing low-income/POC households
- Community capacity to take advantage of industrial economic opportunity
- Brownfield remediation to increase development feasibility for existing polluted industrial land (ex. brownfields in Gateway)
- Proximity to where existing workers live
- Proximity to freight infrastructure
- Availability of municipal golf courses for redevelopment

The city and industrial sector partners could develop a package of incentives, technical assistance, and capital for businesses in the study area to relocate to the replacement area.

**2. Design hiring policies to address historical inequities and regional racial disparities in income.**

A priority hire policy for the study area could prioritize the training and hiring of workers from high poverty census tracts throughout the city to work on public works projects in the area.

Best practice: [Seattle's Priority Hire Policy and Program](#) prioritizes the hiring of residents that live in economically distressed areas for all large municipal construction projects.

**3. Enhance the commercial affordability bonus program to address regional racial disparities in business ownership.** Commercial permits could come with a requirement to provide below-market commercial space to incubate a small business.

*Best practices:* [Oakland's Cannabis Equity Permitting Program](#) prioritizes business permits and free commercial space for Oakland residents who have been the most victimized by the war on drugs.

**4. Recruit new employers from sectors that provide living wage jobs for people of color.** Regional economic development organizations (no one is doing this) could initiate an employer-type recruitment initiative targeted at employers with jobs that require lower educational attainment but provide good wages and career ladders.

**5. Create workforce development/job training programs for people of color.** A workforce development agency like Worksystems Inc. or post-secondary institution like Portland Community College could compliment the employer recruitment effort described above by providing tailored educational opportunities to the skills sets required of those jobs.

## RECOMMENDATIONS FOR FUTURE PLANNING

Our process identified some key questions to answer and some recommendations as the City and Portland Streetcar move forward.

1. What is the Portland Streetcar’s overall comprehensive racial equity strategy? How does this expansion fit into that?
2. Should the City plan for and fund a streetcar focused anti-displacement community development strategy?
3. As we explore expanding the streetcar network, how can communities of color be centered in the planning?
4. How will we measure and report on our racial equity goals? How are we accountable?

### City and Portland Streetcar team recommendations

1. **Top Recommendation. Allocate a significant portion of the Federal Transit Administration TOD Grant budget for best practices in equitable planning.** Resources for community engagement and development of an implementation plan for mitigation/equity strategies is clear indication of the team’s commitment to doing things differently from past transit planning projects. The 2011 HUD/FTA Sustainable Communities Grant program required 10% of all grant funds be used for community engagement. Metro’s most recent FTA TOD grant allocated over 25% of its \$1 million budget toward community engagement and anti-displacement planning.
2. **Develop a Portland Streetcar Inc. organizational racial equity strategy.** PSI should hire an equity consultant to work with their board and community partners to answer the question “how does streetcar contribute toward the City’s racial equity goals?” A number of local and national firms exist to help organizations like PSI do this work. Metro contracted with the Government Alliance on Race and Equity to develop their Diversity Equity and Inclusion Strategic Plan. Prosper Portland contracted with PolicyLink to develop their most recent strategic plan.
3. **Use the City’s Racial Equity Toolkit to decide whether or not to expand streetcar into Northwest given the transit and economic development needs in other parts of the city.**
4. **Create a role for the Office of Equity and Human Rights on the project team.** OEHR’s budget equity tool, Racial Equity Toolkit, and Equity 101 training are all resources to help the project team use equitable practices and support the first recommendation above.



## Community engagement recommendations

1. **Top Recommendation. Engage workers and firms in the planning process.** The worker profiles and assumptions used in this analysis need to be ground truthed with that actual workers and firms in the study area. Our recommendations should be vetted and supported by these stakeholders before any further work is done to advance them to implementation.
2. **Engage residents of affordable housing in the Pearl about their experience.** These residents have experienced living in affordable housing in a mixed-income neighborhood lacking affordable commercial and cultural services. This perspective is relevant to Scenario 3.
3. **Resource community-based-organizations involved in housing/transit/land use agendas to do engagement and community-based research.** Through the FTA grant funding, CBOs should be funded to engage low-income residents and people of color in the planning process. Ensuring their voices are heard in the process will lend support to the final products. Ensuring their priorities are centered in the final plans is critical to actually reducing disparities.

CBOs engagement during the planning process could also provide an opportunity to educate existing residents on their rights under existing and new local and state landlord/tenant laws

4. **Initiate a dialogue with investors and land owners about the City's racial equity work.** The City's equity goals and the tools to achieve them (incentives and mandates) should be clearly communicated to these stakeholders. A conversation about how they can contribute to the solution to ending racial disparities should occur during the next phase of planning.

## APPENDIX 1: RELEVANT COMPREHENSIVE PLAN POLICIES

<b>CHAPTER 3 - Urban Form</b>	
<b>Goal 3.A: A city designed for people</b>	Built environment promotes prosperity, health, equity and resiliency; Development and investments reduce disparities.
<b>Policy 3.3: Equitable development</b>	Development reduces disparities; mitigate impacts of development on income disparity, displacement and housing affordability.
<b>3.3.a</b>	Anticipate, avoid, reduce, mitigate public facility and development impacts.
<b>3.3.b</b>	Accompany needed investments with proactive anti-displacement and affordable housing measures.
<b>3.3.c</b>	Community benefit agreements, plans and incentives to promote equitable outcomes from development that receives public assistance.
<b>3.3.d</b>	Use Zoning Code to provide community benefits as a condition for projects to receive increased development allowances.
<b>3.3.e</b>	When plans and investments increase private property values, require mitigation of displacement and housing affordability impacts.
<b>3.3.g</b>	Community Benefits Agreements: Encourage developers to engage with impacted communities to provide benefits and mitigate impacts.
<b>Policy 3.9: Growth and development</b>	Evaluate displacement and housing affordability impacts of planning, public investment, infrastructure and development. Mitigate anticipated impacts.
<b>CHAPTER 5 - Housing</b>	
<b>Policy 5.10: Coordinate with fair housing programs</b>	Affirmatively further fair housing.
<b>Policy 5.12: Impact analysis</b>	Evaluate plans, investments, infrastructure and development for impacts on housing choice and affordability. Mitigate anticipated impacts.
<b>Policy 5.15: Gentrification/displacement risk</b>	Evaluate plans, investments, infrastructure and development for impacts on housing costs and potential to cause gentrification/displacement. Mitigate anticipated impacts.
<b>Policy 5.16: Involuntary displacement</b>	Limit displacement caused by plans, investments, infrastructure and development. Create permanently affordable housing and mitigate market-based displacement pressures.

<b>Policy 5.17: Land banking</b>	Hold land in reserve for affordable housing and community development.
<b>Policy 5.18: Rebuild communities</b>	Enable communities impacted by displacement to maintain social and cultural connections, and re-establish a stable presence in impacted neighborhoods.
<b>Policy 5.29: Permanently affordable housing</b>	Increase supply of permanently affordable homes.
<b>Policy 5.30: Housing cost burden</b>	Evaluate plans and investments for their impact on household cost.
<b>Policy 5.31: Household prosperity</b>	Provide low-income households with greater access to transit, education and employment.
<b>Policy 5.35: Inclusionary housing</b>	Use regulatory tools to create affordable units in market-rate developments.
<b>CHAPTER 6 - Economic development</b>	
<b>Policy 6.27: Income self-sufficiency</b>	Expand access to self-sufficient wage levels and career ladders for low-income people.
<b>6.27.a.</b>	Support industrial districts as a leading source of middle-wage jobs that do not require a 4-year college degree.
<b>6.27.b.</b>	Evaluate and limit negative impacts on middle and high wage jobs.
<b>Policy 6.30: Disparity reduction</b>	Encourage investment in efforts to reduce disparities in income and employment opportunity.
<b>Policy 6.31: Minority-owned, woman-owned and emerging small business (MWESB) assistance</b>	Improve access to contracting opportunities.
<b>CHAPTER 8 - Public facilities and services</b>	
<b>Policy 8.32: Community benefits</b>	Provide community benefits with large public facility projects.





# Northwest Portland

## STREETCAR EXTENSION & LAND USE ALTERNATIVES ANALYSIS



**PBOT**  
PORTLAND BUREAU OF TRANSPORTATION



Bureau of Planning and Sustainability

SEPTEMBER 2019

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# Northwest Portland

## STREETCAR EXTENSION & LAND USE ALTERNATIVES ANALYSIS

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**PBOT**  
PORTLAND BUREAU OF TRANSPORTATION



Bureau of Planning and Sustainability





## Dear Council Members,

The Bureau of Planning and Sustainability, Portland Bureau of Transportation, and Portland Streetcar Inc appreciate the opportunity to update you on the NW Streetcar Extension Study. Last year City Council appropriated \$370,000 to further develop a NW streetcar extension to Montgomery Park, as proposed in the Transportation System Plan and Regional Transportation Plan.

The team explored a range of land use scenarios, analyzing impacts to jobs, housing, and equity. The team considered how land use changes and transportation investments could complement adopted goals in the 2035 Comprehensive Land Use Plan, the 2030 Climate Action Plan, transportation plans, and PBOT's Racial Equity Plan.

A portion of the funds were allocated to support preliminary engineering and cost estimating for the proposed 2.3 mile extension. That work is progressing, but is not fully summarized in this report. While producing this study, the team was awarded a 1.3 million dollar grant from the Federal Transit Administration to conduct a more thorough analysis of land use change implications (including industrial land supply, job creation, housing opportunities, etc.), transportation network needs, impacts and benefits to community members, and an opportunities assessment of how development might help address Citywide disparities. This coming work will be supported by robust public and stakeholder engagement. The early analysis and findings included in this summary report, and funded by City Council, will serve as a guiding framework for the next work phase. The equity and economic development considerations identified in this report are especially important, including policy choices related to industrial land supply and middle wage jobs. Information about the work phase funded through the Federal Transit Administration can be found in the 'Next Steps' section of this report. Please let our staff know if you have any questions regarding the work or outcomes from this study.



**Chris Warner**

Director  
Portland Bureau of Transportation



**Andrea Durbin**

Director  
Bureau of Planning & Sustainability

# Executive Summary



The Northwest Portland Streetcar Extension and Land Use Alternatives Analysis study began in 2018 to further explore extending the streetcar system to Montgomery Park. City Council asked the team to investigate how land use changes and streetcar investment might support economic development, equity, and climate change goals, including the potential creation of affordable housing and job sites.

The project team, led by the Bureau of Planning and Sustainability, the Bureau of Transportation, and Portland Streetcar, Inc., analyzed job and housing impacts, potential equity impacts and opportunities, and policy implications from a range of land use scenarios.

This report summarizes the primary study findings, as well as critical questions and trade-offs identified during the analysis. These provide a framework for the next phase of work: the *Montgomery Park to Hollywood Transit and Land Use Development Strategy*.

## Early analysis finds that:

- The NW project area, located north of Vaughn Street and south of Nicolai Street was an important industrial neighborhood for many generations, but recent changes in property ownership and zoning of large parcels -- including ESCO, Montgomery Park, and other smaller sites, has lessened the industrial footprint and changed the mix of jobs in the area
- The availability of large, developable parcels in the district creates an opportunity to shape development to act on several City priorities, including housing, climate and equity goals
- The varying land use scenarios illustrate potential trade-offs the City has to weigh when trying to balance competing equity goals to maintain and grow living wage jobs, manage a limited industrial land supply and provide opportunities for expansion and growth of the industrial sector, and increase the production of affordable housing within the city
- Large scale development agreements and neighborhood master plans negotiated alongside streetcar development has historically yielded high percentages of affordable housing units and significant streetcar ridership amongst the residents who live there
- Regionally, industrial jobs typically have a more diverse workforce and often pay a living wage for non-college educated individuals. The loss of industrial land could result in the loss of these middle-wage jobs from the region, because there are very few locations to accommodate them elsewhere
- The opportunities and trade-offs daylighted by this early analysis should serve as a framework to guide the *Montgomery Park to Hollywood Transit & Land Use Development Strategy*, including the public engagement plan and the further exploration of equity recommendations

**WHAT HAPPENS NEXT?**

Metro, the Bureau of Planning and Sustainability, and Portland Bureau of Transportation secured a \$1.3 million grant in late 2018 to continue this work. The next work phase, called the *Montgomery Park to Hollywood Transit & Land Use Development Strategy* will look at connecting transit to streetcar lines on both the west- and east-sides of the river.

The project will look more deeply at each land use scenario, and conduct a full analysis of community needs and benefits. The team will incorporate urban design tasks that consider development form and public spaces. Transportation tasks will analyze multimodal needs, including how to support potential land use changes with a robust street grid that creates modal connections, circulation, and safe and vibrant streets. The project will engage stakeholders and the public throughout the process. See 'Next Steps' (p. 23) for more information.

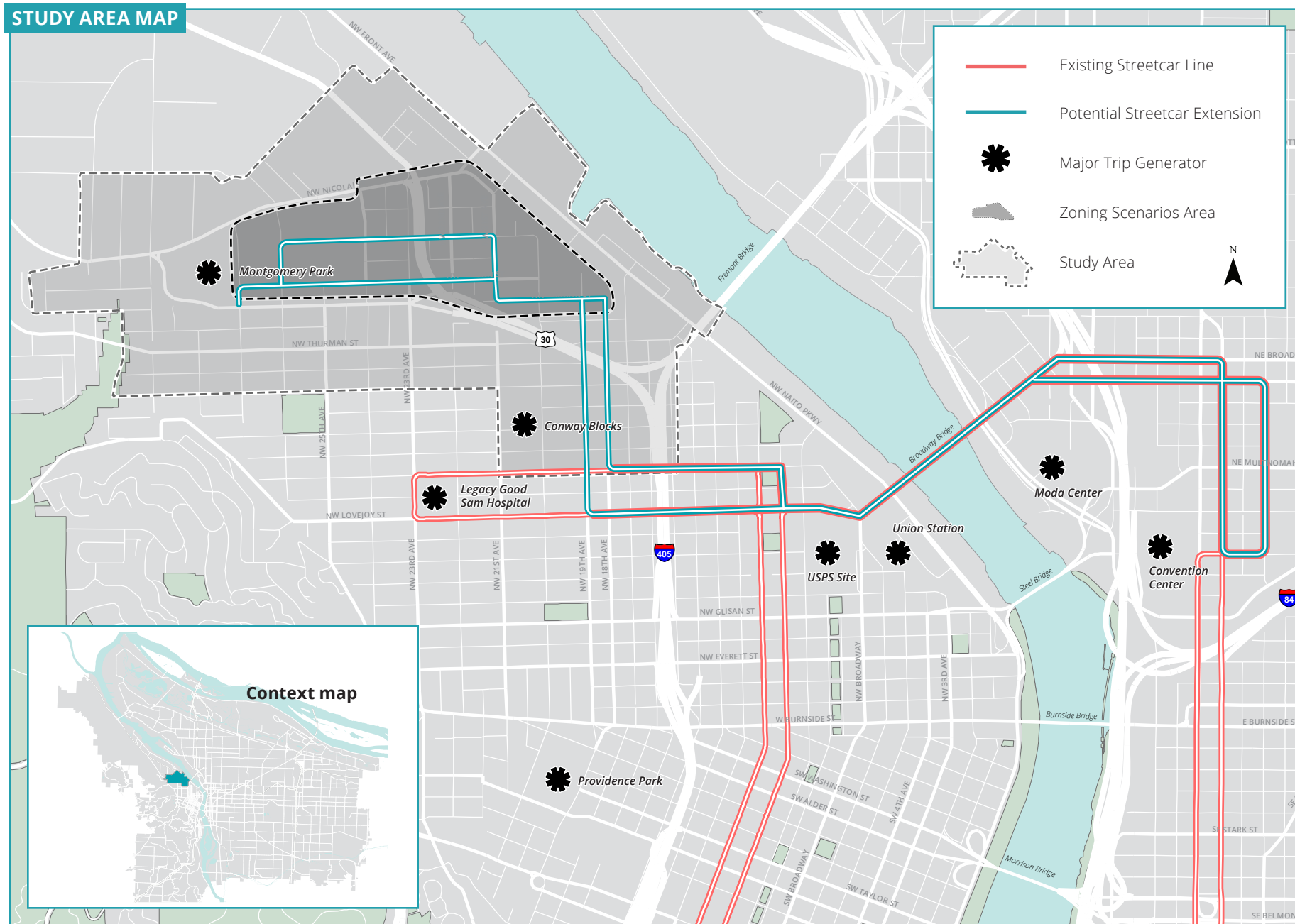
**Conceptual Framework**

The team analyzed the impacts and opportunities of a streetcar extension into NW Portland through a framework of conceptual land use changes. Although a preferred alignment is still undergoing design, for analysis purposes the concept extends the existing NW streetcar line north/south via NW 18th/19th Avenues, reaching Montgomery Park via York and Wilson streets. The team looked at five land use scenarios, representing a spectrum of change from existing conditions (Scenario 1) to significant mixed development potential (Scenario 5). The scenarios analyze how different land use changes would impact the job growth and potential housing mix in 2035.

Opportunities to address City equity goals were daylighted throughout this analysis. The findings presented here lay a foundation for the next work phase, and will be expanded and built upon through a robust planning and public process.

**SPECTRUM OF LAND USE SCENARIOS**





# Why Streetcar, Why NW, Why Now?

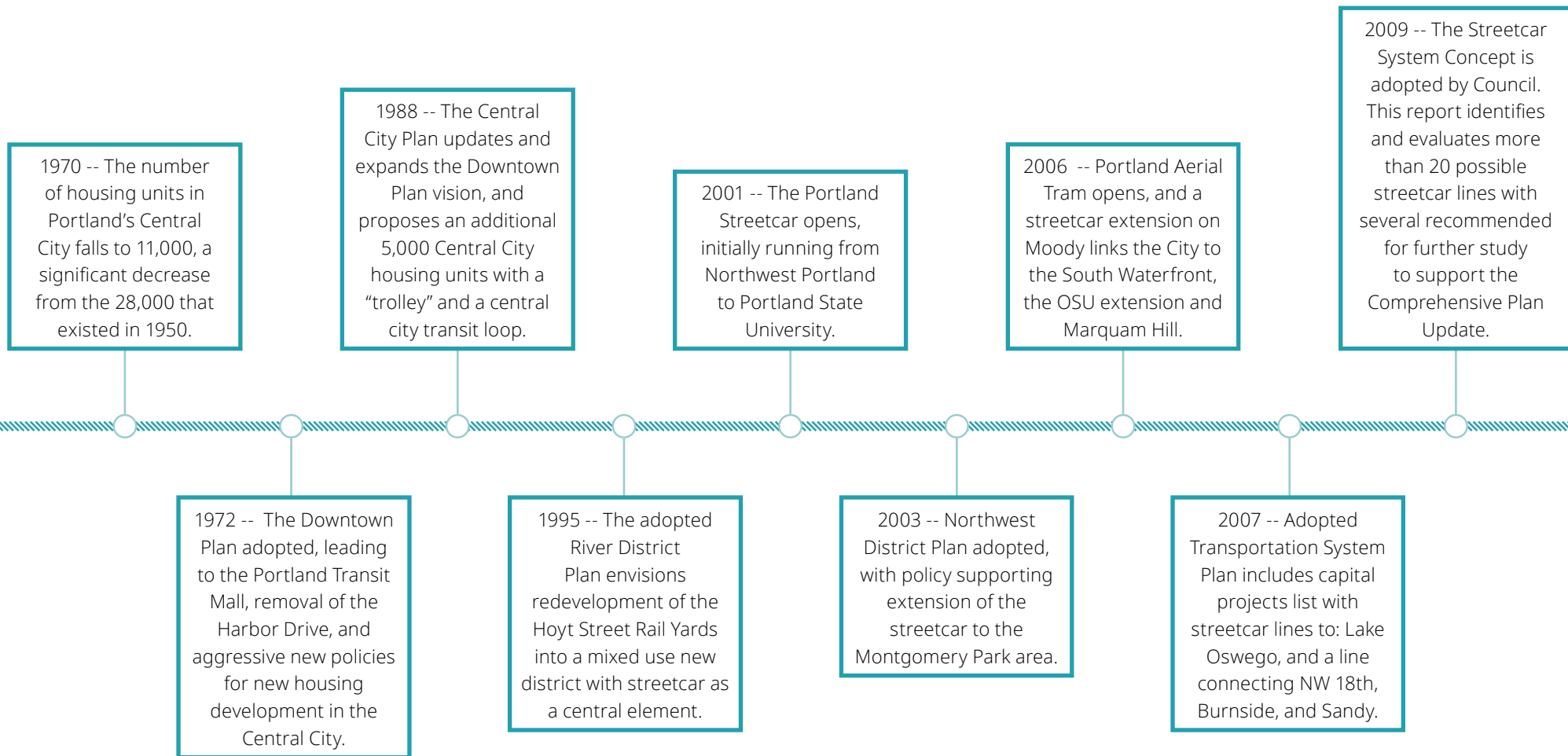
**A streetcar to Montgomery Park has long captured the imagination of the Portland public.** This objective is recommended in various planning documents spanning the past thirty years, and is listed in the 2018 Transportation System Plan, Regional Transportation Plan, and Comprehensive Plan.

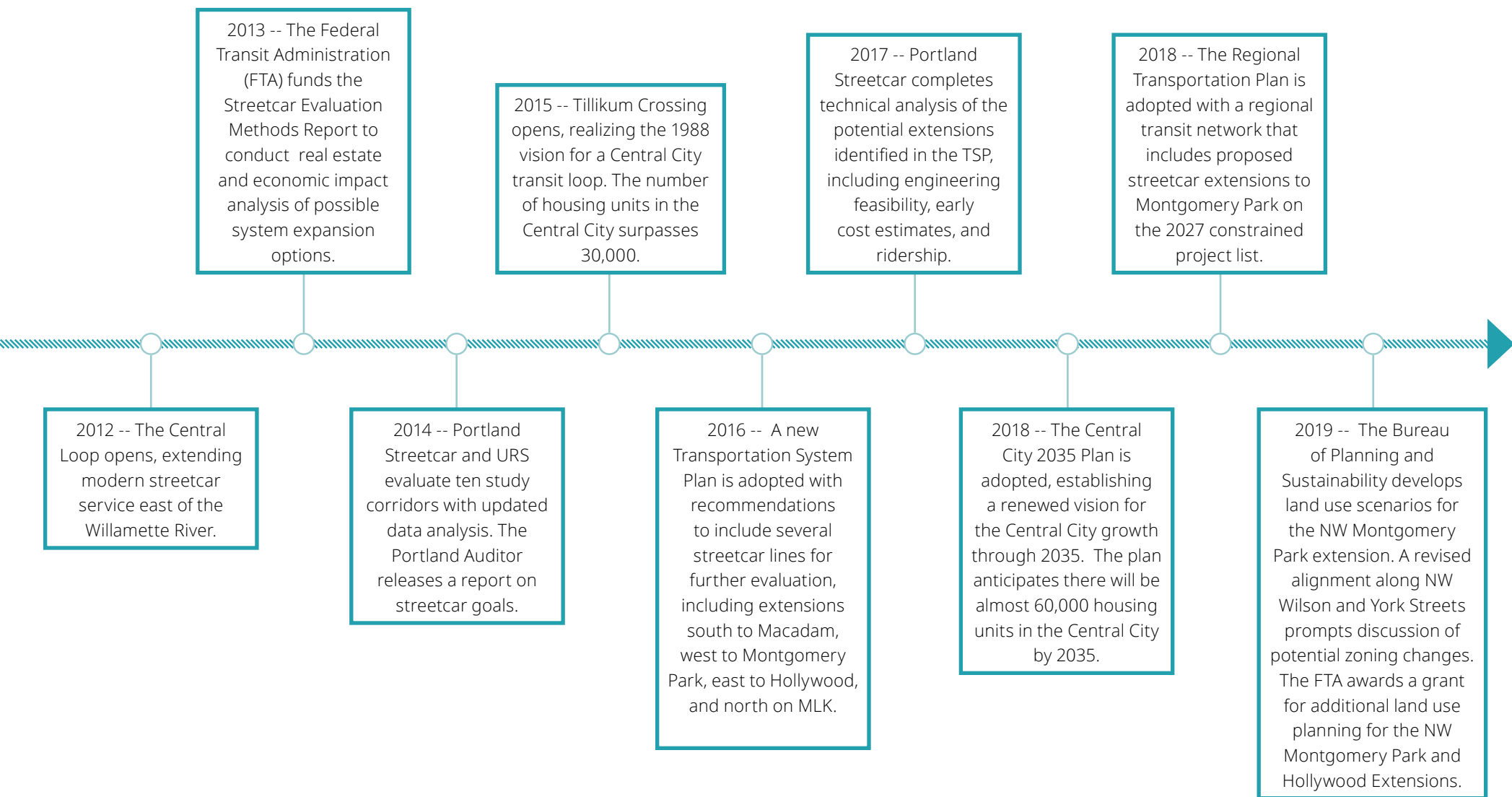
Interest in expanding the streetcar network to Montgomery Park is threefold:

- (1) the desire to serve the second largest office building in the state with high quality, frequent transit service;
  - (2) the opportunity to leverage streetcar's development potential to build mixed income housing and employment on large, recently up-zoned parcels within the study area;
  - (3) the chance to invest in affordable, green transit service to a potential new neighborhood close to the City center via the extension of an existing streetcar line.
- **Montgomery Park houses major Portland companies.** The building hosts 3,200 jobs on site, including workers for Adidas, Daimler, and more. The parcel was recently acquired by new ownership who could take advantage of the mixed-use zoning to expand the site to include housing, commercial and other complimentary uses.
  - **Streetcar investment has historically been coupled with development agreements and planning processes that create higher density development that includes mixed income housing.** More than 1/3rd of Portland's affordable housing units are on streetcar lines, and 2/3rds of streetcar trips are to and from home.
  - **The district is changing, with some long standing industrial businesses closing and a transition of uses.** The number and size of parcels available for redevelopment create an opportunity to shape a new neighborhood to address City jobs, housing, climate and transportation goals. The proximity to the City Center creates exceptional access to jobs, services, and education for those who may live or work in the district.



**HOW WE GOT HERE -- HOUSING AND STREETCAR PLANNING TIMELINE**





## POLICY BACKGROUND

*The 2035 Comprehensive Plan includes policies that support expanding transit and increasing density in the urban core, while also advocating the preservation of industrial lands. Equity-focused policies specific to urban planning, development, and public infrastructure are also included in Plan chapters related to Urban Form (3), Housing (5), and Economic Development (6).*

### **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 3.15 INVESTMENTS IN CENTERS.**

Encourage public and private investment in infrastructure, economic development, and community services in centers to ensure that all centers will support the populations they serve.

### **POLICY 3.A A CITY DESIGNED FOR PEOPLE**

Portland's built environment is designed to serve the needs and aspirations of all Portlanders, promoting health, equity, and resiliency. New development, redevelopment, and public investments reduce disparities and encourage social interaction to create a healthy connected city.

### **POLICY 3.56 CENTER STATIONS.**

Encourage transit stations in centers to provide high density concentrations of housing and commercial uses that maximize the ability of residents to live close to both high-quality transit and commercial services.

### **POLICY 9.11 LAND USE & TRANSPORTATION COORDINATION.**

Implement the Comprehensive Plan Map and the Urban Design Framework through coordinated long-range transportation and land use planning. Ensure that street policy and design classifications and land uses complement one another.

### **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

### **POLICY 3.6 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 underrepresented people.

### **POLICY 6.38 PRIME INDUSTRIAL LAND RETENTION.**

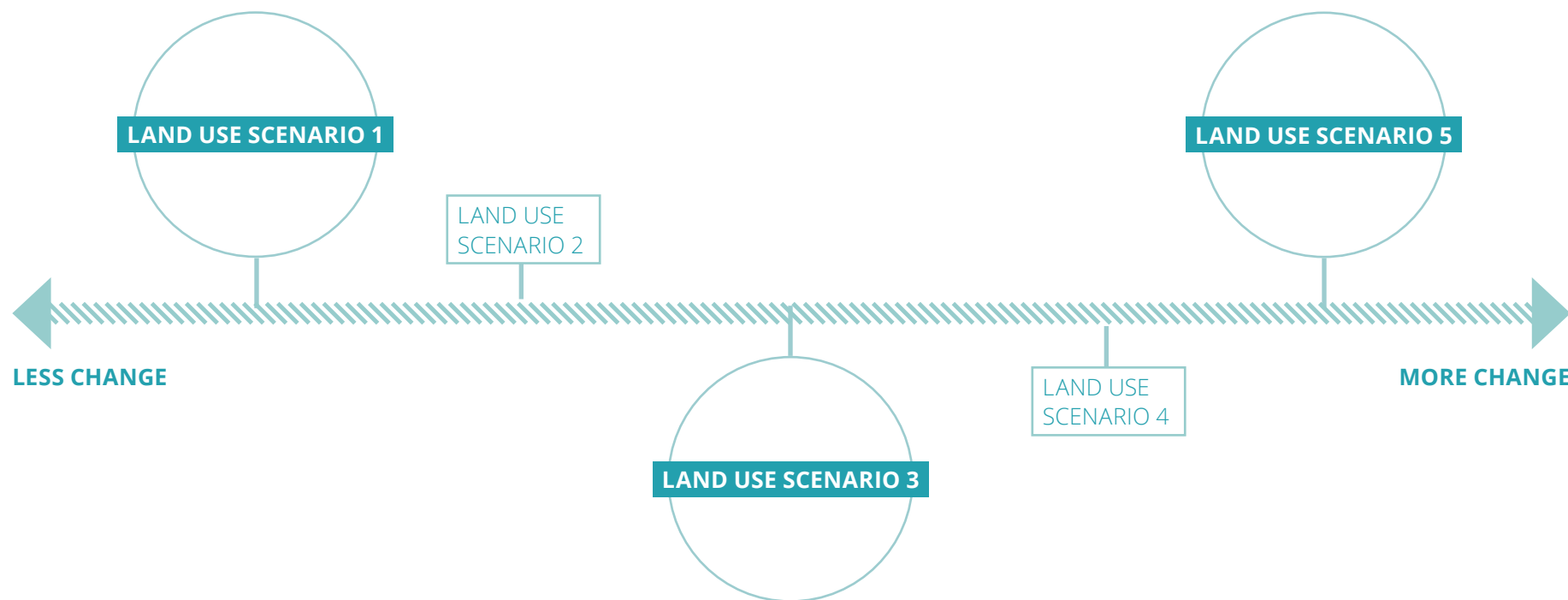
Protect the multimodal freight-hub industrial districts at the Portland Harbor, Columbia Corridor, and Brooklyn Yard as prime industrial land that is prioritized for long-term retention.

### **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.







# Land Use Scenarios

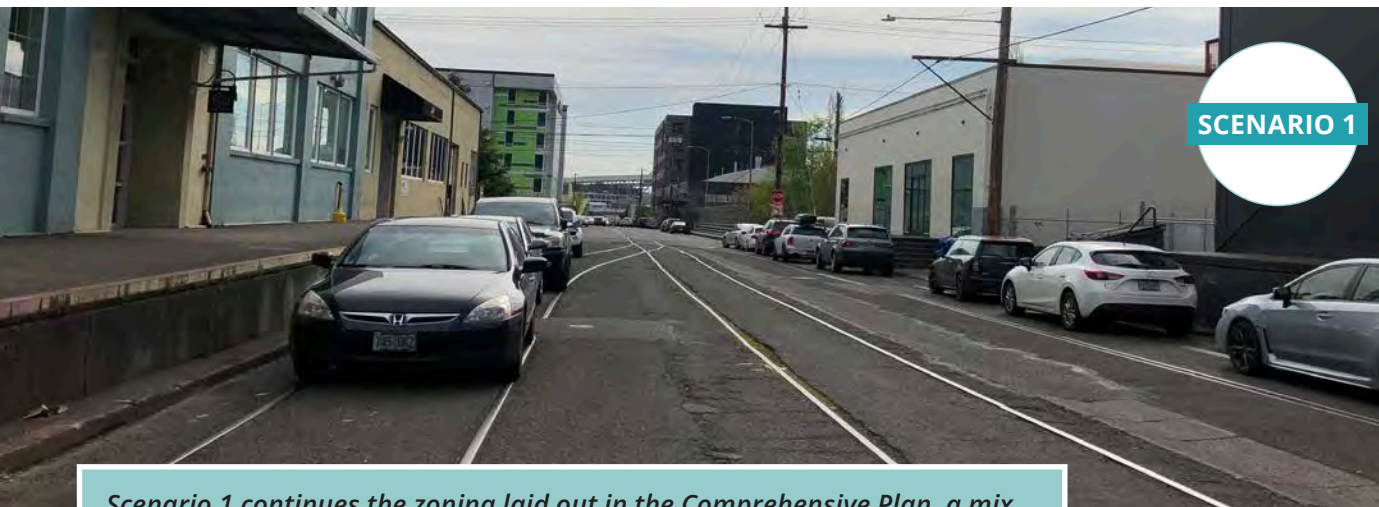
## LAND USE CONSIDERATIONS

The Bureau of Planning and Sustainability analyzed five land use scenarios. The scenarios represent a range from the current comprehensive plan to a rezoning of approximately 100 acres from industrial and general employment to mixed use and light industrial. Each scenario represents an incremental shift along the continuum from no changes (Scenario 1) to a scenario that could allow more housing, office, retail and institutional jobs in an area that has been primarily zoned industrial. This report summarizes Scenarios 1, 3, and 5 as a proxy, as it captures the full potential project impacts to jobs and housing. The summary of forecasted housing and jobs impacts from all five scenarios can be found on page 15.

## IMPLICATIONS FOR LAND USE CHANGES

Changing zoning from industrial or light industrial, to industrial office, mixed employment, or another land use would require major policy changes or mitigation efforts. Policy changes would include amending the Comprehensive Plan, Regional 2040 growth plans, or seeking an exception to state land use Goal 9. Mitigation could also include making compensatory map changes elsewhere to add industrial land supply or preserves.

**INDUSTRIAL SANCTUARY**



**SCENARIO 1**

*Scenario 1 continues the zoning laid out in the Comprehensive Plan, a mix of industrial 2, 3 and mixed employment.*

The Metro region has recognized the importance of industrial lands and created a Regionally Significant Industrial Areas map designation to denote where the areas exist. Industrial lands, such as the Harbor and Airports Districts, can be difficult to replace due to the needed parcel sizes and access to shipping facilities. The uses in these area consist primarily of large, single-story buildings with extensive outdoor maneuvering and loading areas, resulting in low floor-area-ratios (a measurement of building area to site area).

Portland has roughly 40% of the region's industrial building spaces and jobs, and the industrial infrastructure and agglomeration advantages would be difficult to recreate elsewhere in Oregon. If an industrial area changes zoning, due to market forces, exemptions or changes pursued by landowners, or from Plan updates or amendments, mitigation measures can be taken to preserve industrial land capacity throughout the region.



**SCENARIO 3**

*Scenario 3 would introduce "industrial office" zoning, similar in nature to the Central Eastside Industrial District. Scenario 5 would introduce "mixed use" zoning which allows housing and commercial development.*



**SCENARIO 5**

Comprehensive plan amendments could expand industrial land supply reserves elsewhere in the Portland region, such as adding comparable land supply in the Columbia Corridor. Other mitigation strategies could focus on more strictly managing preserved industrial areas to protect against competition from businesses such as storage units, dispensary businesses and other non-industrial uses that compete for leased space. Lastly, the City of Portland could take an exception the goal when it finds that unique circumstances warrant a local override to the goal to create a better outcome.

## JOBS CONSIDERATIONS

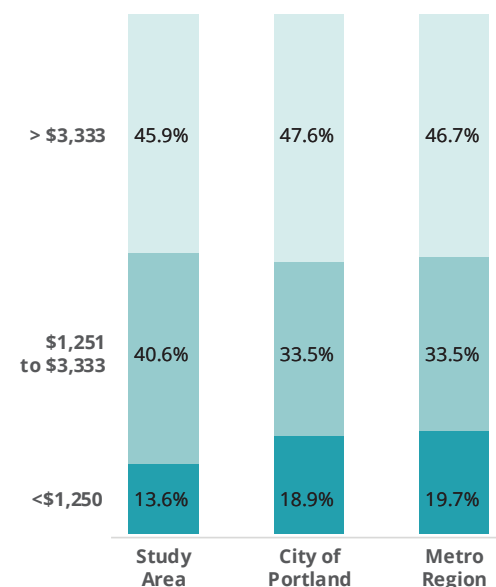
In 2016 there were about 11,400 jobs in the NW streetcar study area. 4,000 of the jobs were located in the industrial/mixed use portion of the study area north of Vaughn and 7,400 of the jobs were located in the study area south of Vaughn. The jobs are more heavily skewed toward industrial (39%) and office sectors (37%) compared to the Metropolitan region as a whole, (24% and 31%, respectively). The mix of sectors within an area shapes wage distribution as retail and service jobs tend to pay lower wages, while office jobs tend to pay high wages but require college degrees. Industrial occupations are unique in that many provide middle-to-high income jobs, but do not require bachelor’s degrees. Changes to zoning would impact the jobs mix and would likely result in fewer of the middle-to-high income jobs that do not require college degrees.

The employment forecast used in each scenario estimates growth in year 2035, and starts from the baseline of the Comprehensive Plan zoning scenario. Without zoning changes, the area is expected to add 970 new jobs. Job growth is expected to be strong as the recently vacated ESCO site is redeveloped as mixed employment. The existing industrial sub-areas located between Vaughn and Nicolai are expected to add 40 jobs by 2035.

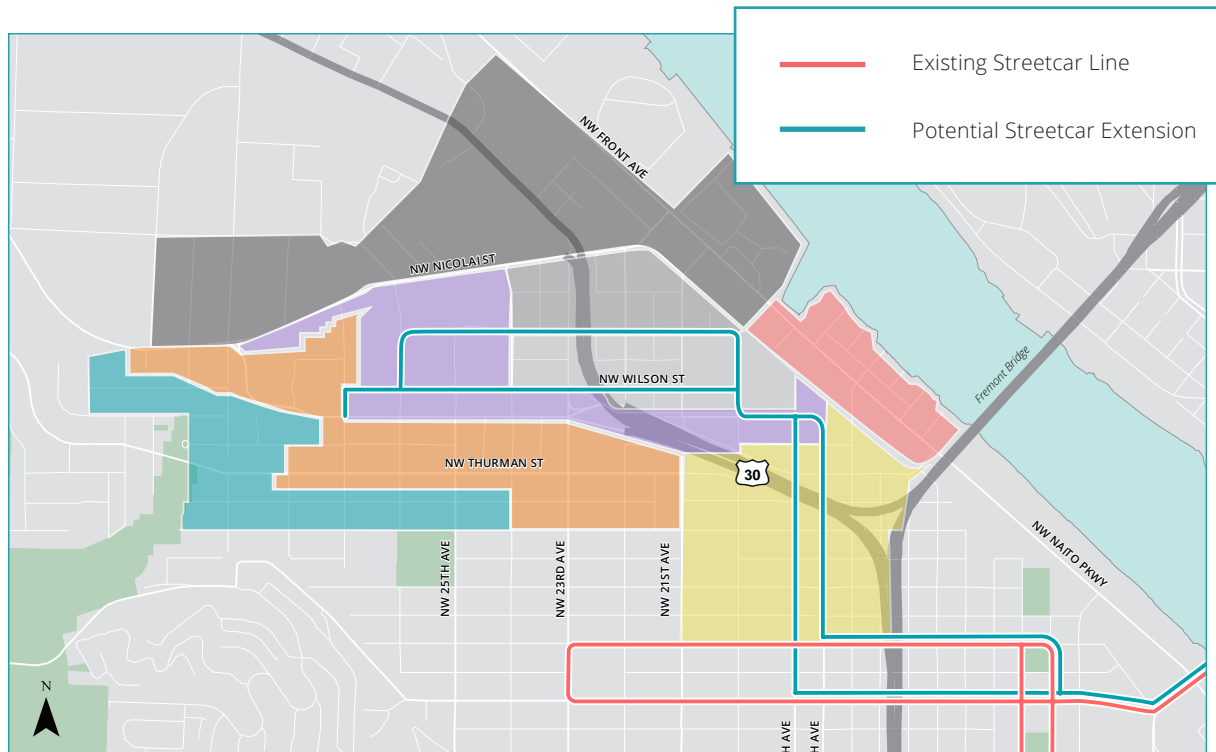
A change in jobs mix without industrial land or jobs mitigation could result in net loss of jobs if the zoning change attracts uses that may have located elsewhere in the City, but doesn’t create opportunities for industrial job relocation or replacement. On the other hand, recent ownership changes create an opportunity for large parcel development adjacent to downtown that could also attract employers or business opportunities that might otherwise look for larger campuses further from the Central City. This could generate more jobs than would be located in smaller disaggregated parcels with similar zoning across the City.

### MONTHLY INCOMES OF INDUSTRIAL WORKERS

SOURCE: U.S. CENSUS BUREAU. 2019. LEHD ORIGIN-DESTINATION EMPLOYMENT STATISTICS (2002-2015)



**Incomes:** Industrial jobs often do not require college degrees, while paying more than jobs with similar educational attainment levels. In particular, the lowest quartile of wages are higher than equivalent jobs.



### RACIAL DISTRIBUTION OF INDUSTRIAL WORKERS

SOURCE: U.S. CENSUS BUREAU. 2019. LEHD ORIGIN-DESTINATION EMPLOYMENT STATISTICS (2002-2015)



Subarea	Existing Jobs in 2016	20 Year Expected Job Growth (2016-2035)	2035 Jobs Forecast
Industrial 1	1557	100	1660
Industrial 2	586	10	600
Industrial 3	626	30	650
Mixed Employment	1264	390	1650
Mixed Use 1	2635	180	2820
Mixed Use 2	4475	90	4560
Central City	200	170	370
Residential	71	0	70
<b>Total</b>	<b>11,414</b>	<b>970</b>	<b>12,380</b>

**Jobs Demographics:** Industrial jobs holders tend to be more diverse than other industry sectors. The industrial job holders in the study area are about 90% white, less diverse than industrial job sectors across the City of Portland and region as a whole.



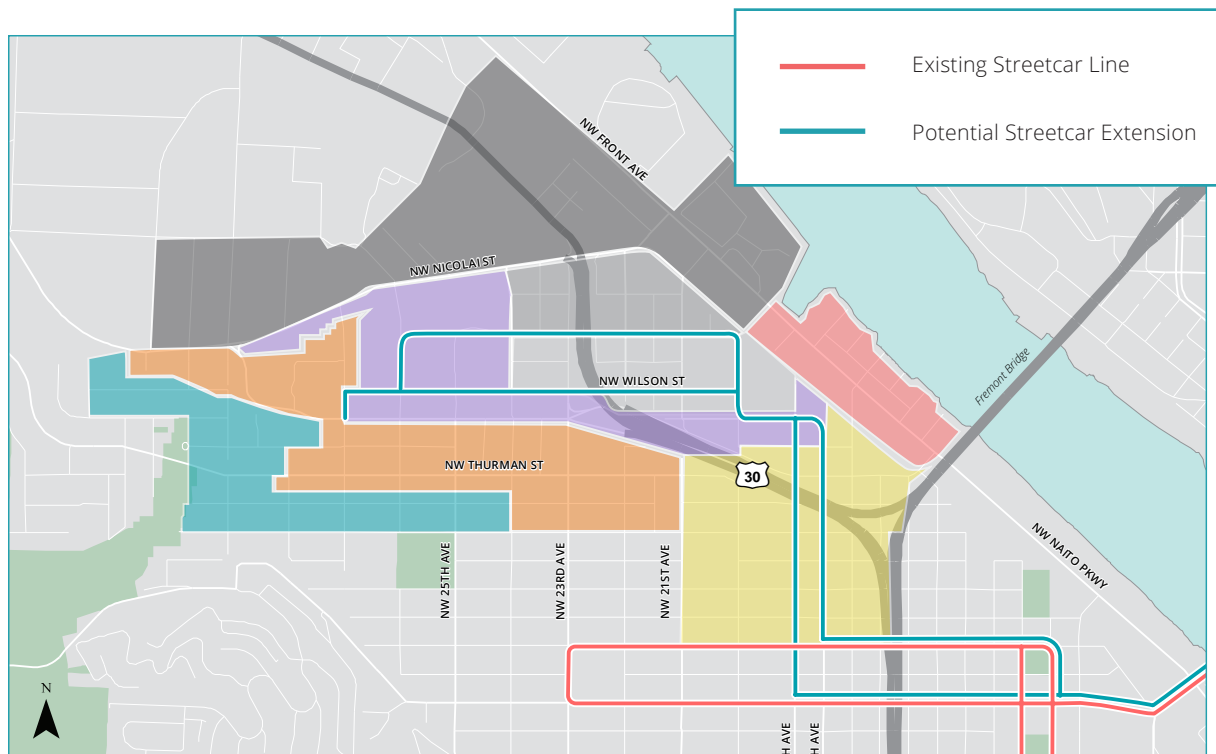
## HOUSING CONSIDERATIONS

Under today’s zoning, land in the southeast section on the study area (south of Vaughn and east of NW 21st) have a mixed-use zoning designation that allows housing as a potential use. Much of the forecasted housing growth for 2035 has already happened due to recent housing developments in Conway and the North Pearl. Elsewhere in the study area, housing is not an allowed use along the proposed streetcar alignment under current zoning designations. While the area has long been an industrially-focused jobs district, scenarios 4 and 5 propose expanding a portion of the study as mixed use. This would allow housing units near the streetcar line, and could result in more diversity of building types and uses throughout the district.

Past streetcar expansions were central to broader real estate development and neighborhood revitalization efforts. Housing developments negotiated as part of streetcar developments have historically resulted in a greater number and percentage of affordable housing units. Since streetcar opened in 2001, nearly half of all multifamily housing, and over a third of all regulated affordable housing units have been built along the streetcar line. Streetcar ridership has grown steadily along with housing construction, with more than 32% of Portlanders who live along the line use streetcar as their primary mode of transportation to and from work. In addition to building affordable units, creating additional housing stock near the central city can alleviate price pressures in other close-in neighborhoods.

### WITHIN 1/4 MILE OF EXISTING STREETCAR SYSTEM

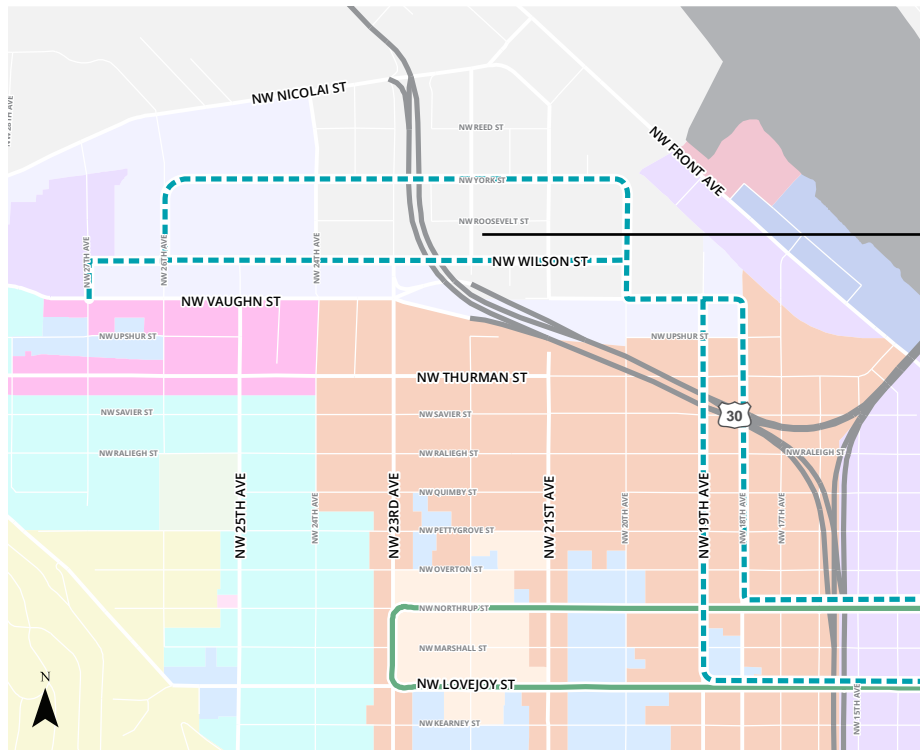
- 6,659** REGULATED AFFORDABLE UNITS
- 49%** OF ALL HOUSING BUILT IN PDX IN THE LAST 20 YEARS
- 3,130** UNITS BUILT IN 2016
- 5,600** NEW UNITS PLANNED OR UNDER CONSTRUCTION



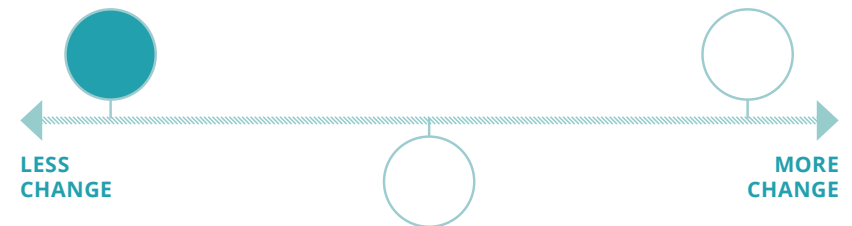
Subarea	Existing Housing in 2018	Expected New Units (2018-2035)	2035 Housing Forecast*
Industrial 1	0	0	0
Industrial 2	1	0	0
Industrial 3	24	0	24
Mixed Employment	0	0	0
Mixed Use 1	1,116	644	1,760
Mixed Use 2	1,886	234	2,120
Residential	440	4	440
Central City	1,502	839	1,500
<b>TOTAL</b>	<b>4,969</b>	<b>2,740</b>	<b>5,850</b>

\*The 2018 number plus the expected new does not equal the 2035 number because the baseline forecast year was 2010. In the Mixed Use 2 and Central City Subareas the 2018 existing conditions already exceed the 2035 forecast due to rapid development in the Conway and North Pearl areas surpassing the 2010 forecast expectations. ADU construction in the lower density single family portion of the study area has also exceeded planning estimates.

**SCENARIO 1 - DESCRIPTION**



*Under this scenario, existing land use patterns would remain in place*



**SCENARIO 1 maintains existing zoning and Comprehensive Plan patterns in the study area.** The area south of Vaughn/Upshur is zoned mixed use, allowing both residential and employment. North of Vaughn/Upshur is a band of general employment zoning that allows both office and light industrial uses. East of 24th Avenue is zoned IG as part of the Industrial Sanctuary.

**HOUSING & JOBS TAKEAWAYS**

**2035**  
JOBS FORECAST



**12,380 total jobs.**

**2035**  
HOUSING FORECAST

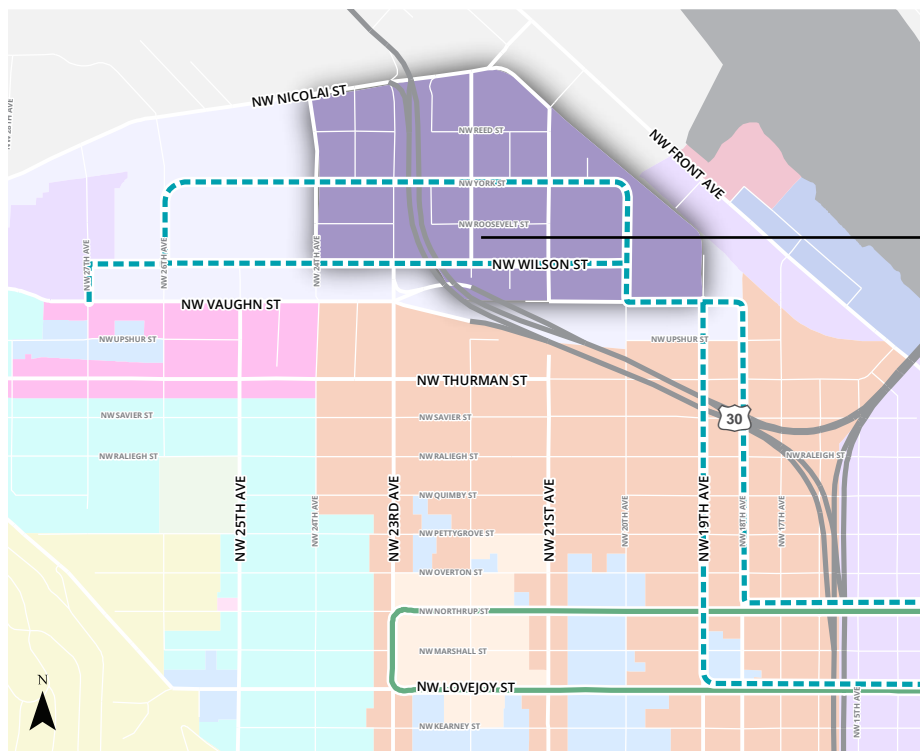


**+5,850**  
units of housing

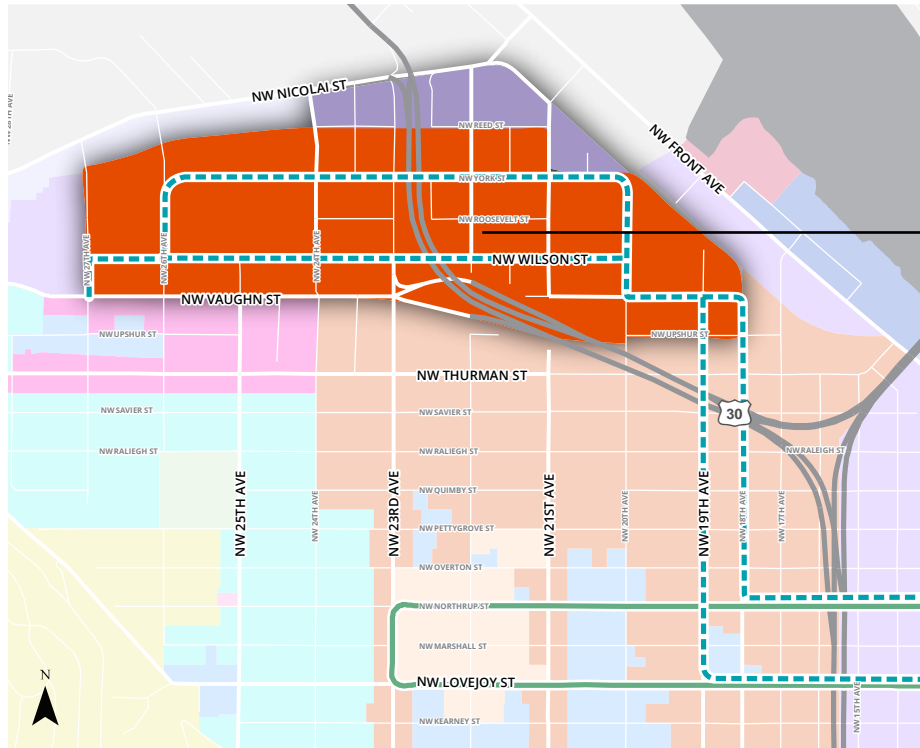
**+165**  
affordable housing units



**SCENARIO 3 - DESCRIPTION**



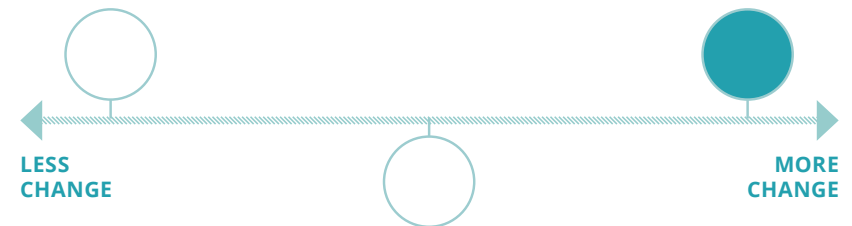
**SCENARIO 5 - DESCRIPTION**



*This scenario includes rezoning industrial land to mixed use*



**Scenario 5 assumes a higher degree of land use change throughout the study area, including new mixed use neighborhoods.** This includes changes to zoning in the district south of NW Reed Street to mixed use. The block south of Nicolai and west of NW 24th would retain the mixed employment designation, and east of NW 24th would be modified industrial to reflect Central Eastside-like industrial zoning. The block would serve as a continued buffer to heavier industrial uses north of Nicolai and the railroad line.



**HOUSING & JOBS TAKEAWAYS**

**2035**  
JOBS FORECAST



**12,800 total jobs.**  
**+570** institutional  
**+430** retail  
**+240** office  
**-850** industrial

**2035**  
HOUSING FORECAST



**+10,120** units of housing  
**+970** affordable housing units

[ Relative to Scenario 1 ]

**2035 JOBS AND HOUSING FORECAST BY SCENARIO**

	SCENARIO 1		SCENARIO 2		SCENARIO 3		SCENARIO 4		SCENARIO 5	
	HOUSING	JOBS	HOUSING	JOBS	HOUSING	JOBS	HOUSING	JOBS	HOUSING	JOBS
INDUSTRIAL 2	0	600	0	600	0	630	0	630	490	640
INDUSTRIAL 3	20	650	20	780	20	780	20	780	2,450	920
MIXED EMPLOYMENT	0	1,650	0	1,830	0	1,830	920	1,790	920	1,860
MIXED USE 1	1,760	2,820	1,760	2,280	1,760	2,820	1,760	2,282	1,760	2,820
MIXED USE 2	2,120	4,560	2,120	4,560	2,120	4,560	2,440	4,560	2,560	4,560
CENTRAL CITY	1,500	370	1,500	370	1,500	370	1,500	370	1,500	370
RESIDENTIAL	440	70	440	70	440	70	440	70	440	70
TOTAL STUDY AREA	5,850	12,380	5,850	12,650	5,850	12,680	7,090	12,640	10,120	12,800
GAINS FROM BASE SCENARIO	<b>0</b>	<b>0</b>	<b>0</b>	<b>270</b>	<b>0</b>	<b>300</b>	<b>1,240</b>	<b>260</b>	<b>4,270</b>	<b>420</b>

*Forecast numbers are rounded to the nearest ten, so sub area and study totals do not match*

SUBAREAS IN PROPOSED SCENARIOS

# Preliminary Racial Equity Analysis

Team members from the Bureaus of Transportation and Planning and Sustainability, using the City's Racial Equity Toolkit (RET), conducted a review of background materials. The review provides a framework for the next phase of study, The Montgomery Park to Hollywood Transit and Land Use Development Strategy. The Montgomery Park to Hollywood Strategy will include deeper analysis of land use change impacts to jobs, housing, and transportation access and costs. The analysis will support an Equity Development Report that details housing inventories, needs assessment, employment and economic development impacts and opportunities. It will also recommend the value of community benefits needed to offset potential job displacement. The project will include an outreach process to directly engage communities of color and other traditionally-marginalized groups.

The questions guiding the preliminary racial equity analysis were:

**(1) Do the proposed land use changes support City objectives of increased transit use, expanded housing options, and reduced carbon emissions?**

**(2) Will the proposed changes and investments reduce or exacerbate long-standing racial disparities in our community?**

The RET is a process developed by the Office of Equity and Human Rights and the Office of Civic Life and acknowledged by a City Council resolution. The process did not fully follow the RET because it did not include robust external engagement at this stage, but will in the full study. You can access the Preliminary Racial Equity Scan at <https://www.portlandoregon.gov/bps/article/742913>.



## DESIRED EQUITY OUTCOMES

Staff who participated in this review recommended a set of overarching outcomes that should occur as a result of City planning and investment:

1. Private economic benefits resulting from land use changes and public investments in streetcar contribute directly to an equal amount of public economic benefits to people of color.
2. Maintain an adequate supply of industrial lands that serve as a leading source of middle-wage jobs that do not require a 4-year college degree and expand access for people of color to those jobs.
3. Increase permanently affordable housing choices for people of color near quality transit, living wage jobs, and educational opportunities.
4. Decrease relevant regional racial disparities such as displacement pressures on households that include people of color, housing cost burden, commute times, self-sufficient wages, job training, and business ownership.
5. Public and private land is held in reserve for affordable housing and affordable commercial space for person of color owned businesses.
6. Communities of color have greater self-determination, capacity, and decision-making authority to benefit from any change, and to shape those outcomes.

## KEY EQUITY TAKEAWAYS

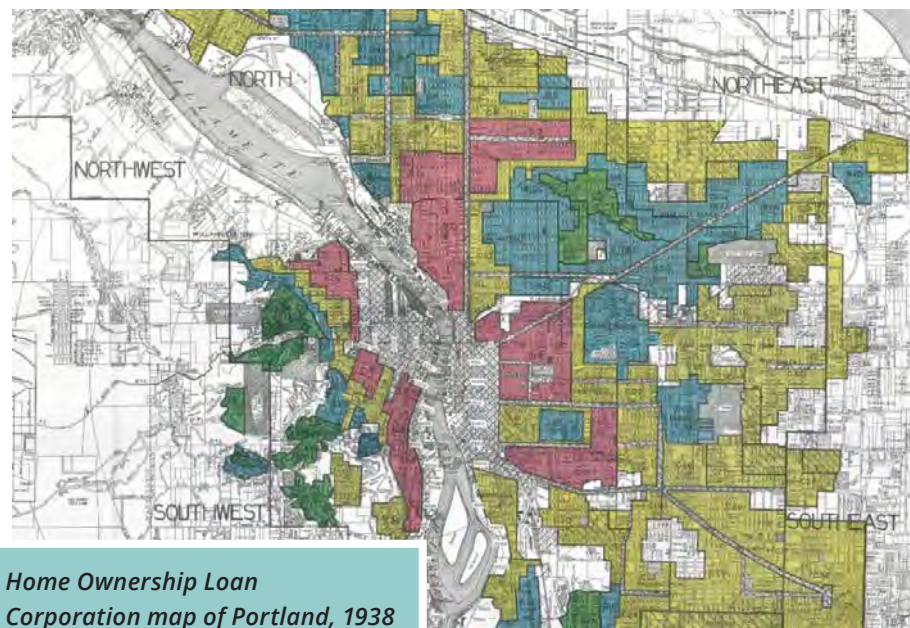
**Portland's inequitable history has shaped the Northwest District.** In addition to the Native Americans who lived in villages in areas that now make up Portland, the Northwest district housed some of Portland's earliest immigrant laborers and their descendents.

Portland engaged in redlining against marginalized and communities of color throughout Portland, including portions of Northwest, making it difficult or impossible for non-white residents to receive residential or commercial loans.

**The River District Plan transformed the lower NW District from defunct rail yards and industrial areas to mixed use with a public-private partnership agreements for community benefits.**

The 1995 adoption of the River District Plan spurred a development agreement with owners of the defunct Hoyt Street Rail Yard to create a new urban district with urban design concepts, street plans, and zoning changes to facilitate housing. The development agreement outlined commitments from both the property owners and the City to build parks, and construct streets and the streetcar.

One of the first residential buildings in the Pearl District was the Pearl Court Apartments, a 199 unit affordable housing project serving residents earning between 40% and 60% of area median income. Over 3,000 units of affordable housing have been built over the past 20 years, remaining one of the largest concentrations of affordable housing investment in the City's history.



*Home Ownership Loan Corporation map of Portland, 1938*



*Rail yards and river ports supported industry activities throughout the 20th century.*

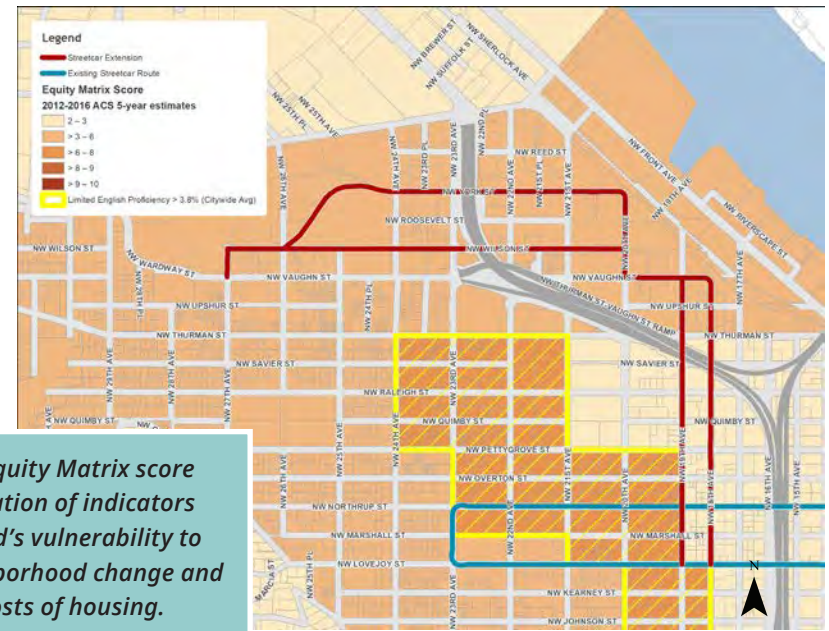
**Cost-burdened households aggravate racial disparities and vice versa**

In Portland, 51% of non-Hispanic White households spend more than the recommended amount of their income on rent (30%). By comparison, more than 58% of households of color and 69% of Black households are cost burdened. Despite incomes rising overall, household income disparities continue to worsen.

Transportation costs are typically the second largest household expense, so offering high quality, affordable transportation options can help to lower combined household and transportation costs for overburdened households. Additionally, expanding housing stock in the study area can ease region-wide housing pressures, adding more choice in the study area and could relieve pressure in other gentrifying areas.

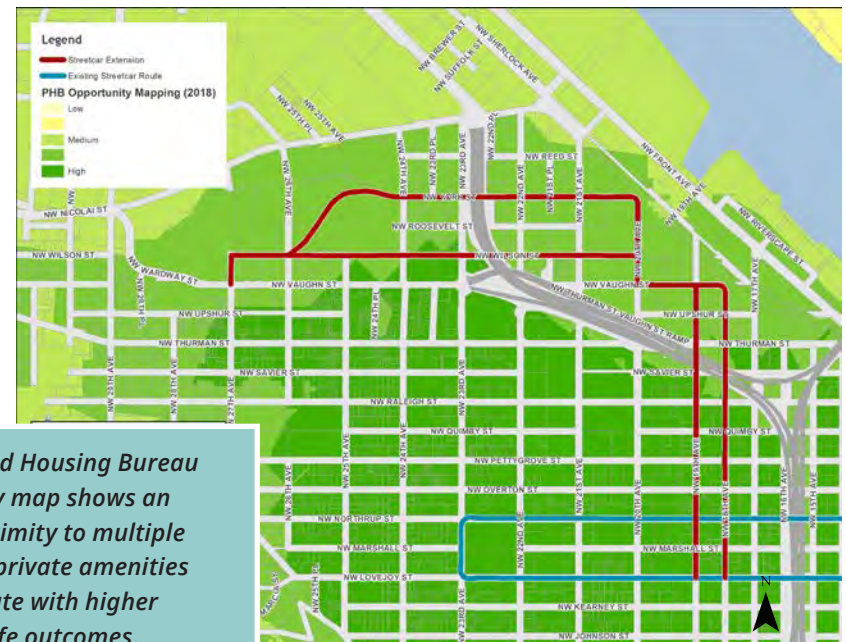
**Locating affordable housing options in an 'High Opportunity' area is a City policy priority.**

PBOT uses an equity matrix to aggregate a combination of indicators of a household's vulnerability to rapid neighborhood change and increased costs of living. There are more renters and households of color in the southern portion of the study area where a diverse housing stock exists (see top right map). The study area is also considered a "high opportunity" area, a designation that reflects the area's proximity to multiple public and private community amenities that correlate with better quality of life outcomes. Increasing housing choices in such areas supports Portland's FHA responsibility to affirmatively fair housing.



*The PBOT Equity Matrix score is a combination of indicators of household's vulnerability to rapid neighborhood change and increased costs of housing.*

Proposed streetcar alignment has changed since production of this map



*The Portland Housing Bureau opportunity map shows an area's proximity to multiple public and private amenities that correlate with higher quality of life outcomes.*

Proposed streetcar alignment has changed since production of this map

**SUMMARY OF RACIAL EQUITY CONSIDERATIONS**

	<b>Land Use and Value</b>	<b>Housing</b>	<b>Jobs and Business</b>	<b>Planning</b>
<b>Benefits &amp; Burdens</b>	<p>Private economic gains incentivize development</p> <p>Private economic gains also exacerbate racial wealth disparities</p>	<p>More housing and affordable housing in a high opportunity area</p> <p>If demand for affordable housing is not met, racial disparities in housing cost will be exacerbated</p>	<p>Displacing industrial jobs disproportionately held by people of color and shifting to a job mix of more professional office and retail service industry jobs</p>	<p>Decision-making role for communities of color in how to proceed</p>
<b>Top Mitigation Strategies for Further Analysis and Community Discussion</b>	<p>Develop incentives and regulations to ensure the economic benefits for people of color are equal to or greater than the private economic benefits to land owners</p>	<p>Private land owners contribute land to a land bank as part of an equitable development agreement</p> <p>Accompany increases in development allowances from rezoning with an enhanced inclusionary housing program</p>	<p>Use caution considering rezoning of industrial land. Mitigate zoning changes through the existing 1:1 prime industrial lands replacement policy, a business relocation program, and/or other best practices</p> <p>Enhance commercial affordability bonus program</p> <p>Create workforce development programs</p>	<p>Allocate a significant portion of the Federal Transit Administration TOD Grant budget for best practices in equitable planning</p> <p>Develop a Portland Streetcar racial equity strategy</p> <p>Engage workers and firms in the planning process</p> <p>Use City's Racial Equity Toolkit in future planning</p>

This initial equity scan did not answer the overarching question of whether the City should pursue land use changes and streetcar investments, but did uncover potential benefits and burdens, with a staff-generated list of ideas for further exploration. These items will provide a guiding framework for the community equitable needs and opportunities work phases completed as part of the Montgomery Park to Hollywood Transit study.

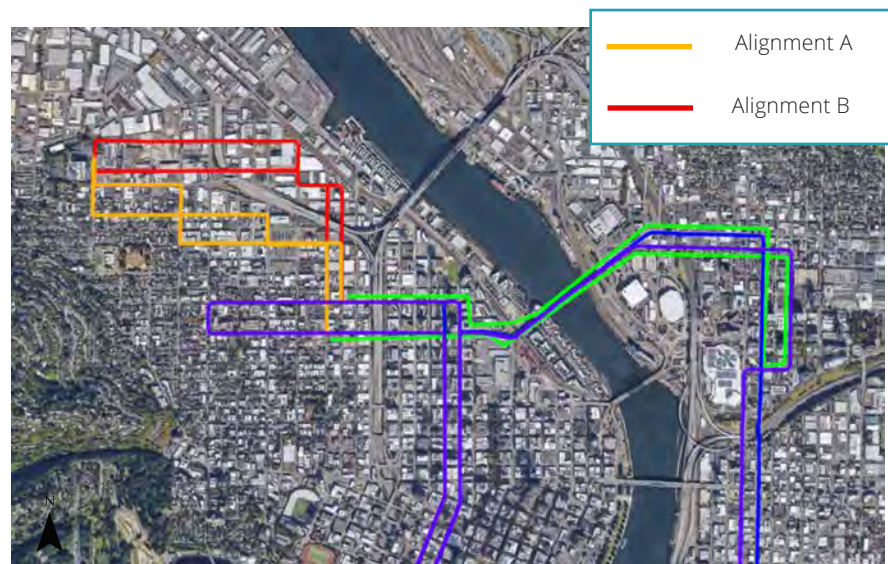
# Choosing the Alignment

## ALIGNMENT CONSIDERATIONS

Portland Streetcar Inc and the City of Portland have been exploring various alignments to connect the existing streetcar network to Montgomery Park for many years. Planning documents dating back to the 1970's have featured streetcar plans to the large office building, and the 2009 Streetcar Concept Plan identified Montgomery Park among the highest priority destinations for future streetcar network extension.

Two alignment options have been more deeply analyzed -- Alignments A and B. Alignment A was routed through the former Conway Campus and an established residential and commercial district. Alignment B travels through the former ESCO site and other industrial parcels that are redeveloping through recently intensified zoning. Both options serve Montgomery Park, but Alignment B is moving forward due to key differences:

- Taken together, the Montgomery Park parcel and the recently rezoned former ESCO site provide an opportunity for thousands of new jobs and housing units that could be spurred with new streetcar investment
- Alignment A was proposed only three blocks from an existing streetcar line, while Alignment B would serve a district with no direct transit access, potentially on easements that are not accessible by bus today (using ROW on the former ESCO campus)
- Alignment B provides a more direct route to Montgomery Park, leading to a faster and smoother ride
- Alignment B garners substantially more support from private businesses who are in the process of forming a Local Improvement District to help support streetcar investment



Alignment A: Thurman Concept; Alignment B: Wilson/York Couplet



Alignment B: Wilson/York Couplet



## FALL 2018 URBAN DESIGN WORKSHOP

**In November, 2018, staff from the Portland Bureaus of Planning and Sustainability and Transportation, Portland Streetcar Inc, and consultant experts held a planning charrette about potential land use and urban design changes in NW Portland.**

The charrette was a wide-ranging brainstorm to identify issues or opportunities related to infrastructure investments, transportation and portal improvements, and the need for other urban design elements such as new parks or open space, schools, community facilities and so on.

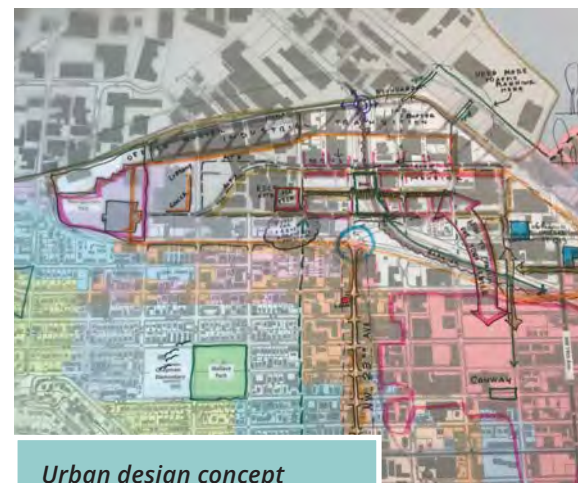
Staff broke into mixed groups to assess land use scenarios based on light industry and office uses such as the Central Eastside Industrial District, and a higher density scenario with more employment and mixed use zoning. **Some shared themes from both groups included:**

- The opportunity to **use quieter streets and setbacks to create plazas** to serve open space needs in an employment-focused district
- **NW Roosevelt** is not proposed for transit investment or major vehicle circulation and could lend itself to a **green street or other specialized character that invites people to linger**. Both groups suggested connecting the east-west segments of Roosevelt across HWY 30
- Adding trips to the district will require **more transportation analysis** to appropriately upgrade the network but offer opportunities to better integrate the area to the rest of the northwest to the south
- **A higher density scenario** with increased residential development **may require a new park**. The former ESCO site is large enough to potentially site both residential uses and open spaces, or community facilities
- **Capping Highway 30 between NW Wilson and York could reduce the highway's 'barrier' effect**, and could supplement needed efforts to extend walking and bicycling infrastructure into the district
- Changes to the district present an opportunity to **create clear connections from Forest Park and Lower Macleay Park** to the river and greenway trails

The early charrette findings provide a useful framework for the future land use and transportation analysis phases conducted as part of the Montgomery Park to Hollywood Transit & Land Use Development Study.



*PBOT & BPS staff at the Urban Design Workshop*



*Urban design concept sketch for Scenario 5*

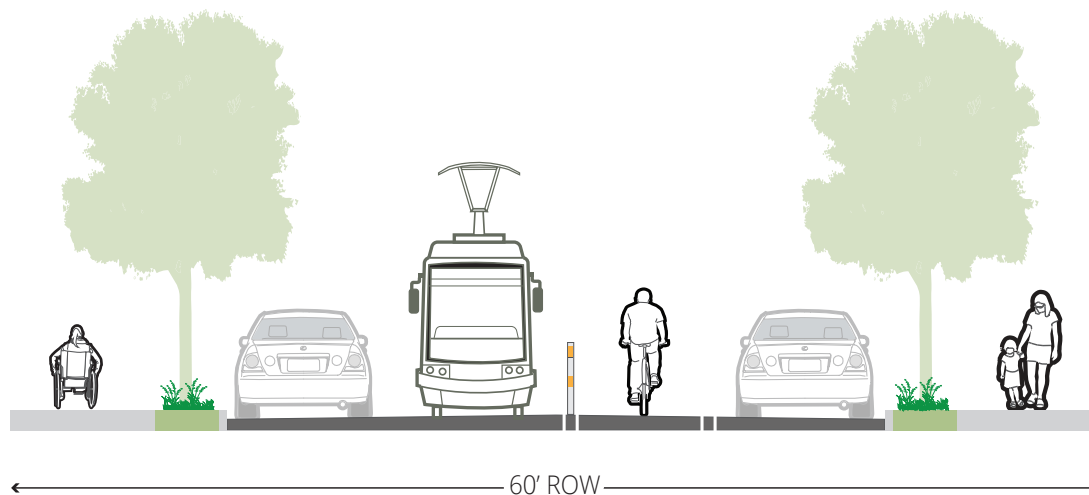
## STREETCAR ALIGNMENT ANALYSIS

More than half of the Council appropriated funds are being used for engineering consultant services to assess the feasibility, constructibility, and high level cost estimates for streetcar alignments. The new alignment serving Montgomery Park will connect to existing NW service at Northrup and Lovejoy, and continue over the Steel Bridge, tying into east-side transit service. Consultants are in the process of assessing:

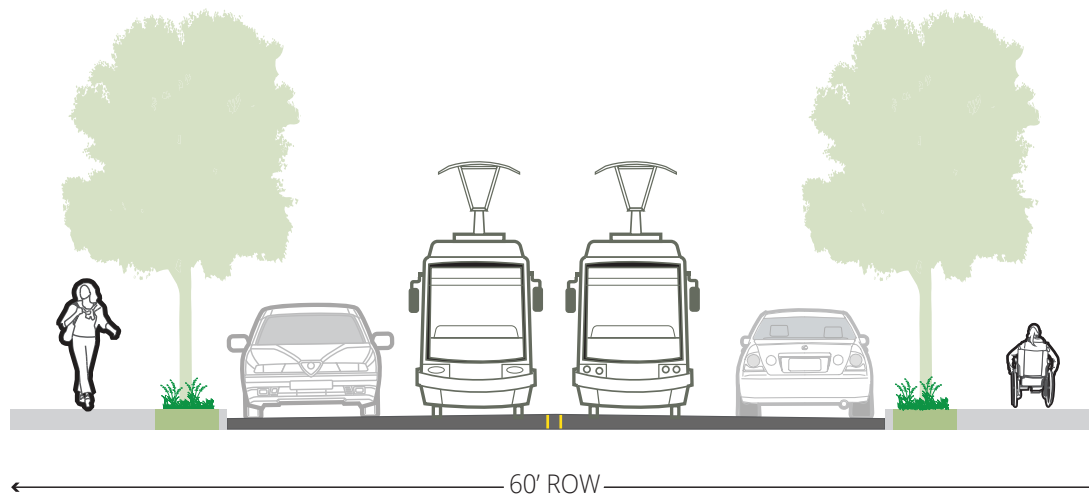
- Right-of-way availability, quality and impacts
- Utility locations, impacts, and costs to relocate
- Montgomery Park terminus or turn-backs
- East-side turn-back options
- Tie-ins to existing alignments
- Initial survey work
- Preliminary NEPA scan
- High-level cost estimates

In conjunction with consultant engineering work, the team has drafted roadway cross sections to accommodate potential streetcar alignments. The cross sections will be contingent on the elements listed above, as well as transportation modeling, circulation planning and other design work produced in the next phase of work - the Montgomery Park to Hollywood Transit and Land Use Development Study.

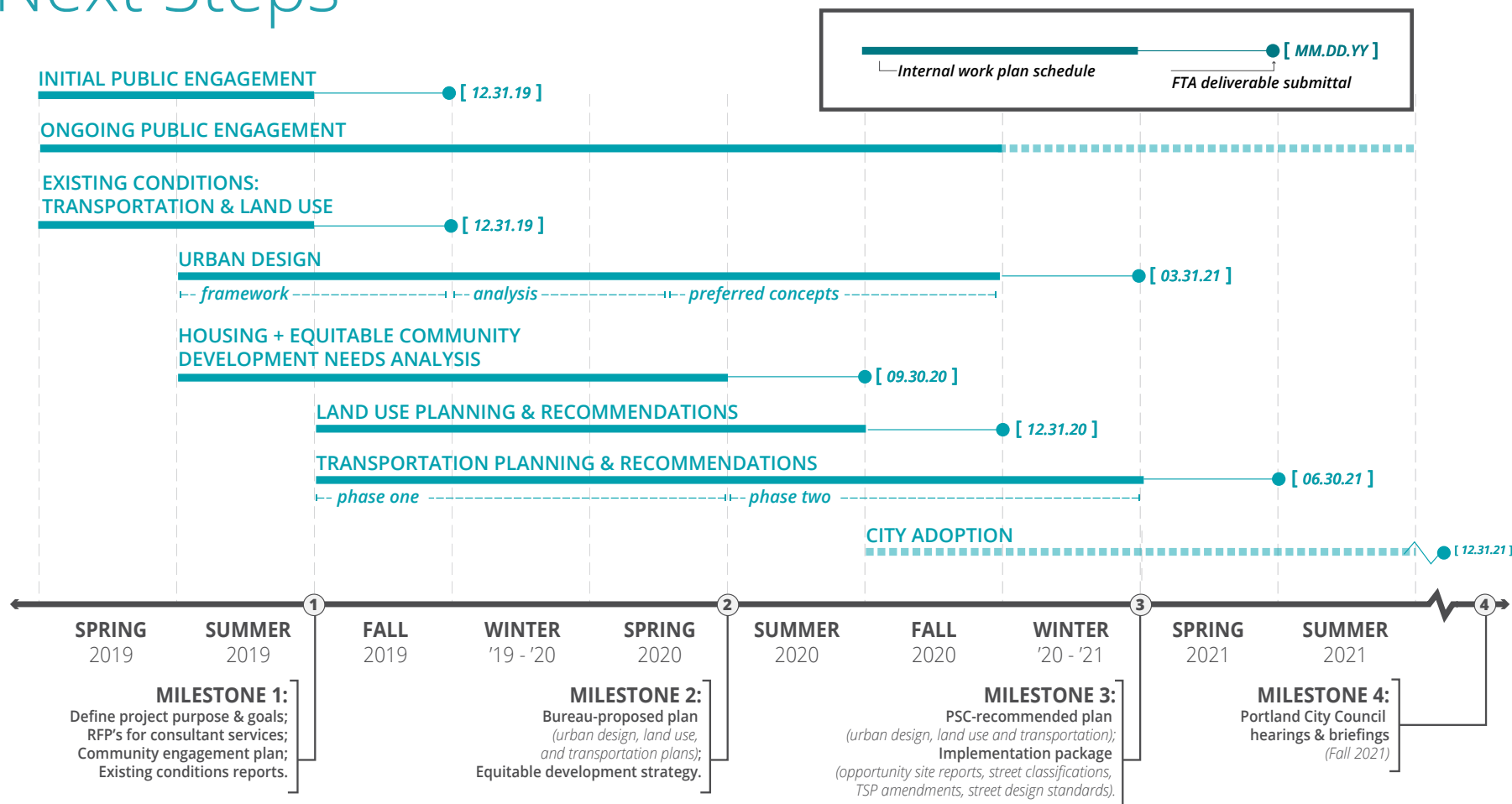
### PRELIMINARY ONE-WAY CROSS SECTIONS



### PRELIMINARY TWO-WAY CROSS SECTIONS



# Next Steps



In 2018, the Federal Transit Administration awarded a \$1.1 million grant to Metro, matched by \$230k from the Portland Bureau of Planning and Sustainability and Bureau of Transportation. Kicking off in summer 2019, the two agencies, with support from Prosper Portland, will undertake a multi-year planning process that

will analyze and select a preferred land use scenario, evaluate transit alternatives to serve the future land uses, assess community impacts and opportunities, and create a community benefits strategy within a development agreement. The project will also create an urban design framework, transportation and

traffic planning, and legislative support for any proposed zoning updates to the comprehensive plan or amendments to the transportation system plan. The project will engage community advocates and stakeholders, property owners, and the general public throughout the study.

