

# Montgomery Park to Hollywood

Urban Design Concepts  
**Northwest Study Area**

June 30, 2021



**PBOT**  
PORTLAND BUREAU OF TRANSPORTATION

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



Slabtown

Northwest District

Central City

Montgomery Park

Nob Hill

Chapman Elementary

Conway

ESCO

The New York

The Squish

US-30

NW Front Avenue

NW 26th Avenue

NW 24th Avenue

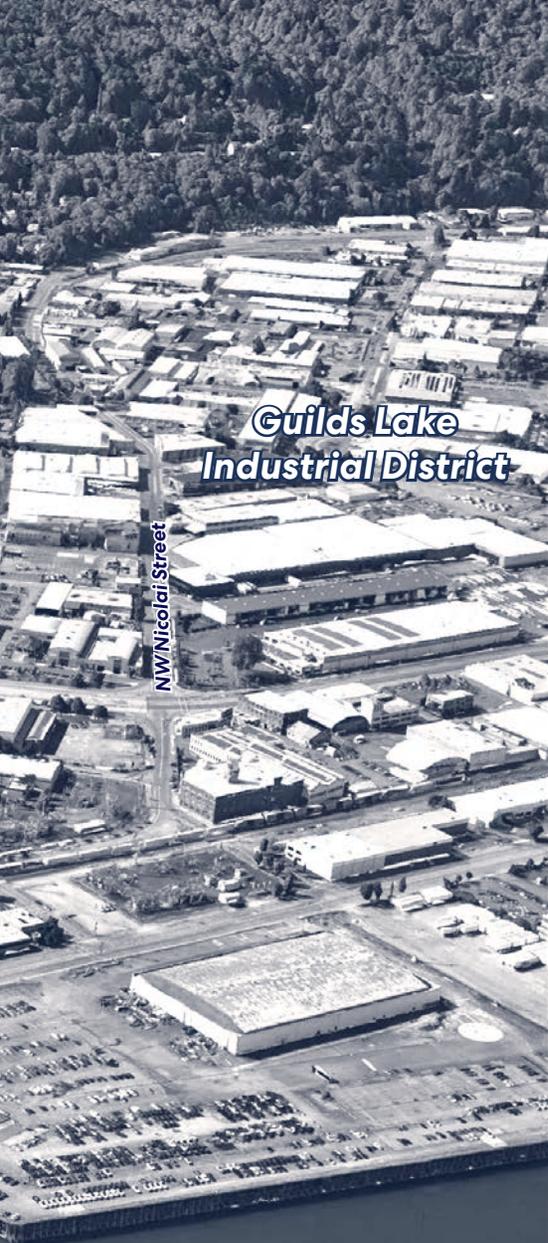
NW 23rd Avenue

NW Wilson Street

NW Roosevelt Street

NW York Street

NW Reed Street



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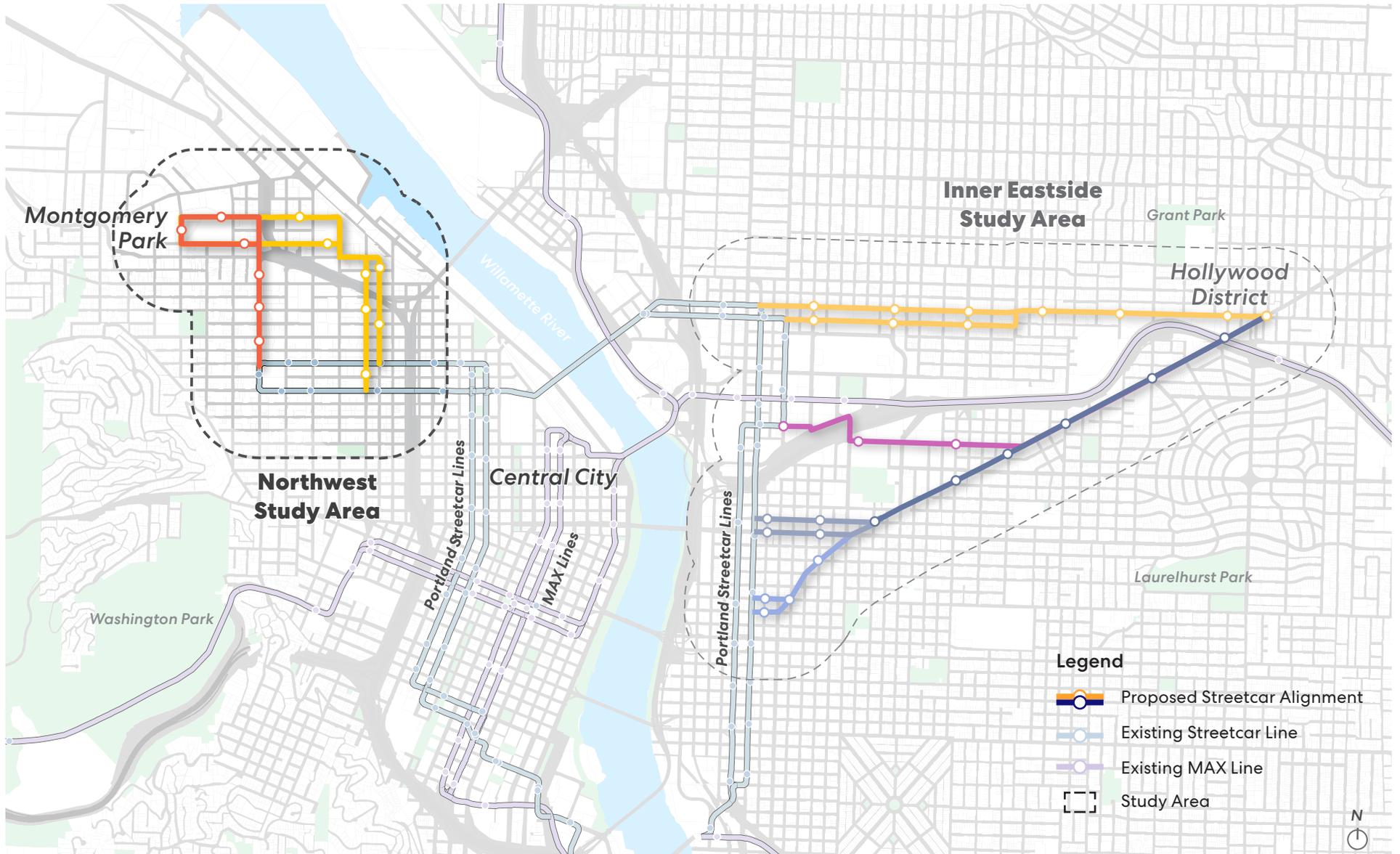




# Overview

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,

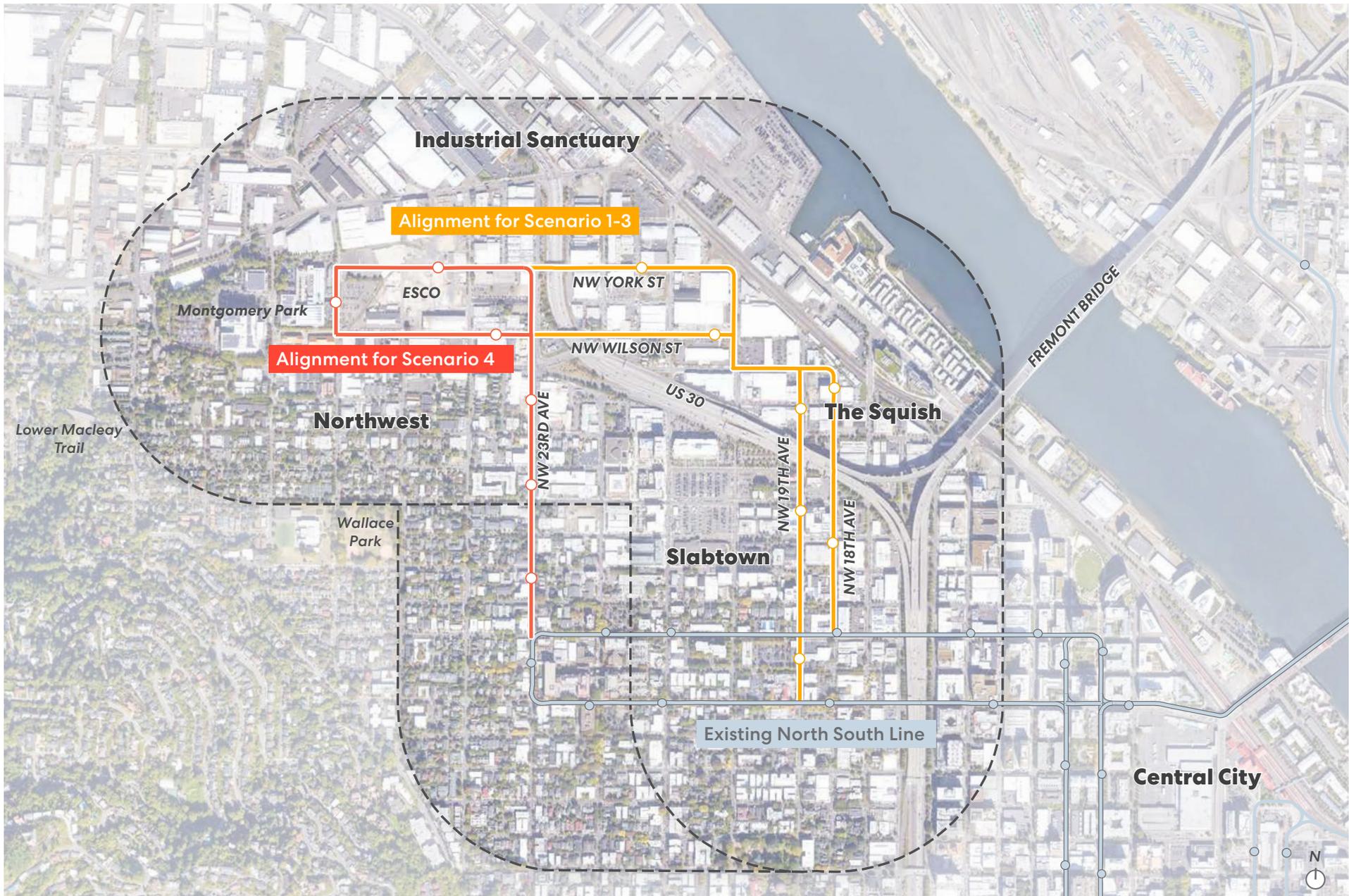
office, and storage. This portion of the study area is lacking in community infrastructure such as sidewalks, bike facilities, and public open spaces. The area bounded by NW Nicolai Street to the north, NW Vaughn Street to the south NW Wardway Street to the west and NW 23<sup>rd</sup> Avenue to the east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

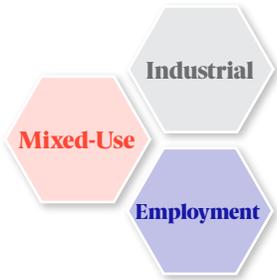
# The Preferred Scenario: Balanced Growth

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.



<b>Evaluation Characteristics and Considerations</b>		
	<b>Transit Supportive Uses and Streets</b>	<ul style="list-style-type: none"> <li>- High-density mixed-use development is applied broadly, elevating the study area to an urban center comparable to Slabtown.</li> <li>- Create opportunity for more than 2,000 new housing units within this new district.</li> </ul>
	<b>Sense of Place</b>	<ul style="list-style-type: none"> <li>- Land use focus unifies Montgomery Park, American Can Building, and ESCO site into a cohesive neighborhood.</li> <li>- NW 23<sup>rd</sup> Avenue alignment connects the alphabet district north of NW Vaughn Street to Montgomery Park.</li> </ul>
	<b>Health</b>	<ul style="list-style-type: none"> <li>- New park or other community serving use in district.</li> <li>- NW Roosevelt street has the opportunity to provide a key pedestrian connection.</li> </ul>
	<b>Economic Prosperity</b>	<ul style="list-style-type: none"> <li>- 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.</li> </ul>
	<b>Equity</b>	<ul style="list-style-type: none"> <li>- New affordable housing units are provided through inclusionary zoning and other benefits agreements.</li> <li>- Keeping the transit alignment west of I-30 allows for the preservation of existing industrial land and new industrial jobs.</li> <li>- Substantial increase in land value that can be captured for community benefits.</li> </ul>



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.*

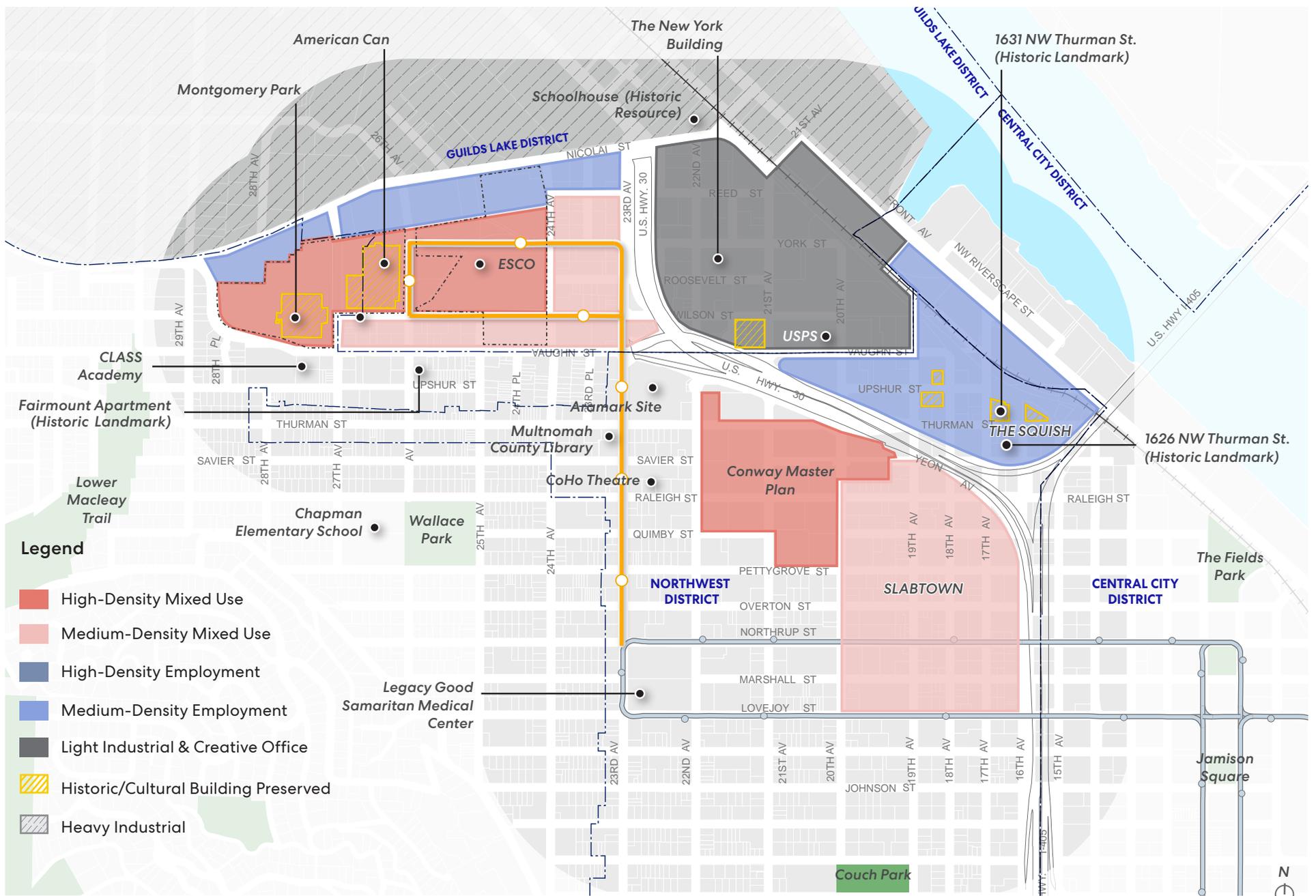
Medium density mixed use zoning along Vaughn and NW 24<sup>th</sup> Avenue will allow a gradual step down to the lower density neighborhoods within the Northwest District. Height allowances would permit 4 to 6 story buildings.

### 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

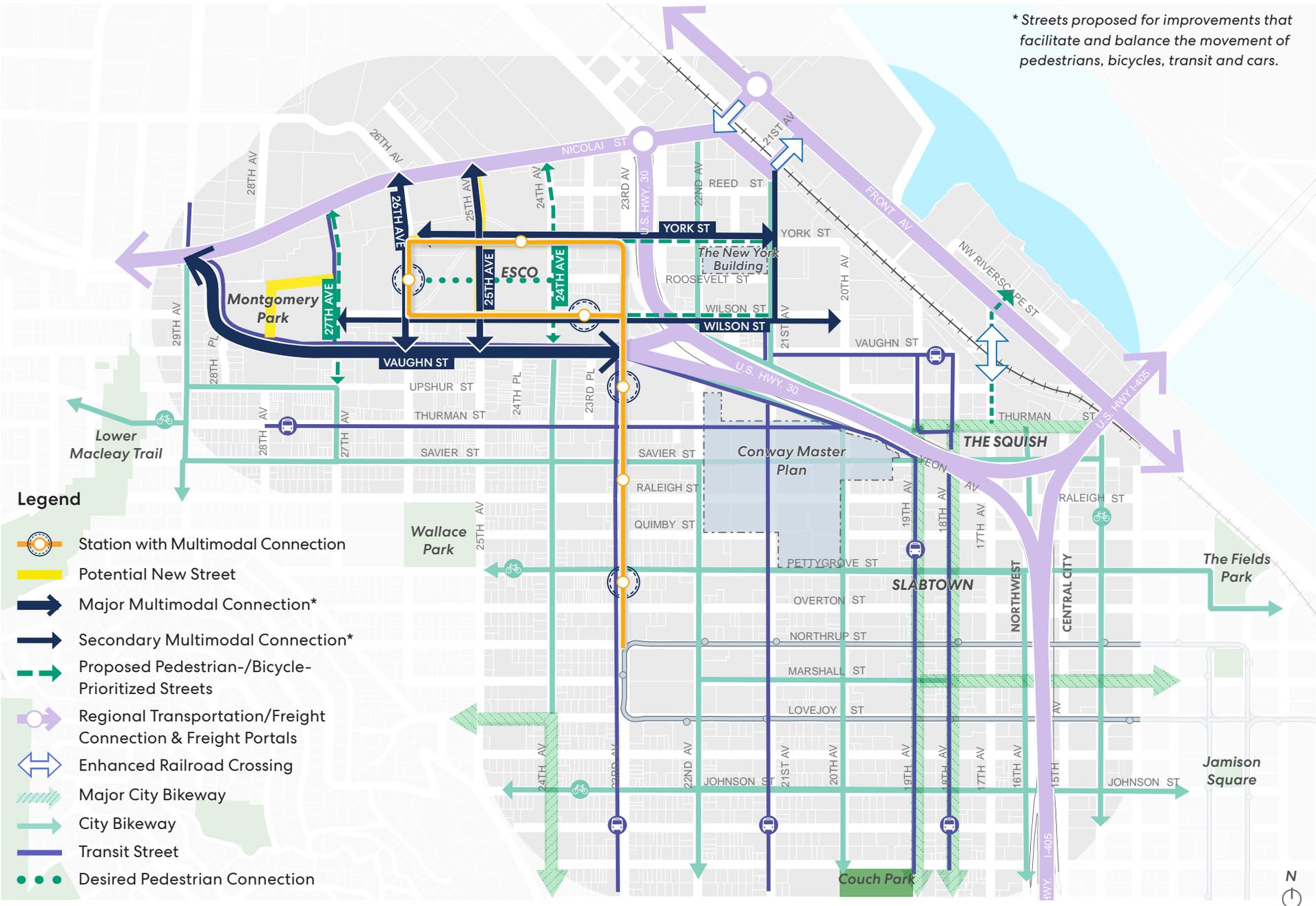
Community Corridor street design classification is anticipated to remain on NW Vaughn Street. A pedestrian refuge at NW 24<sup>th</sup> Street and crossing improvements associated with the Montgomery Park Master Plan will improve crossing safety and reduce the sense of NW

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.



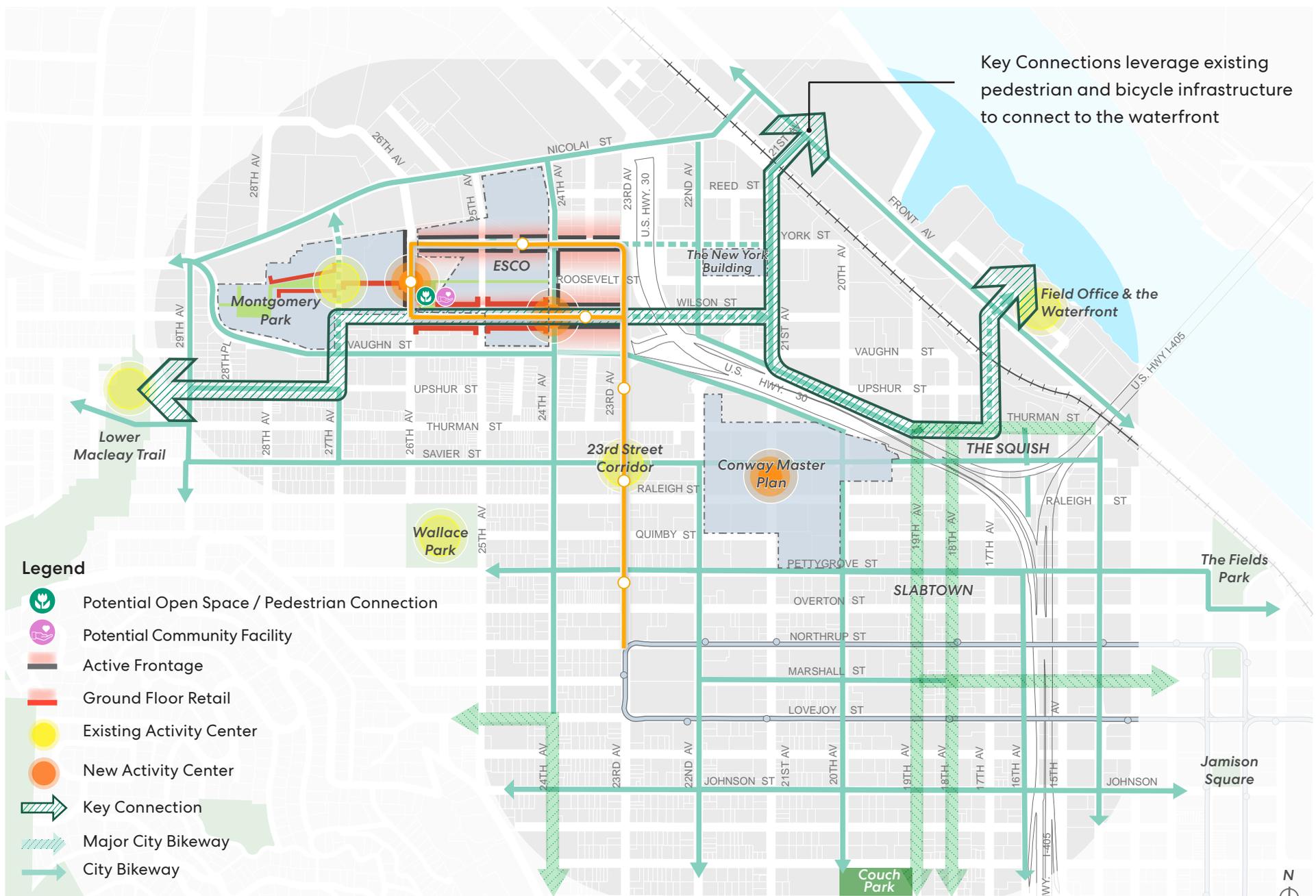
Georgia Street, Indianapolis, IN



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

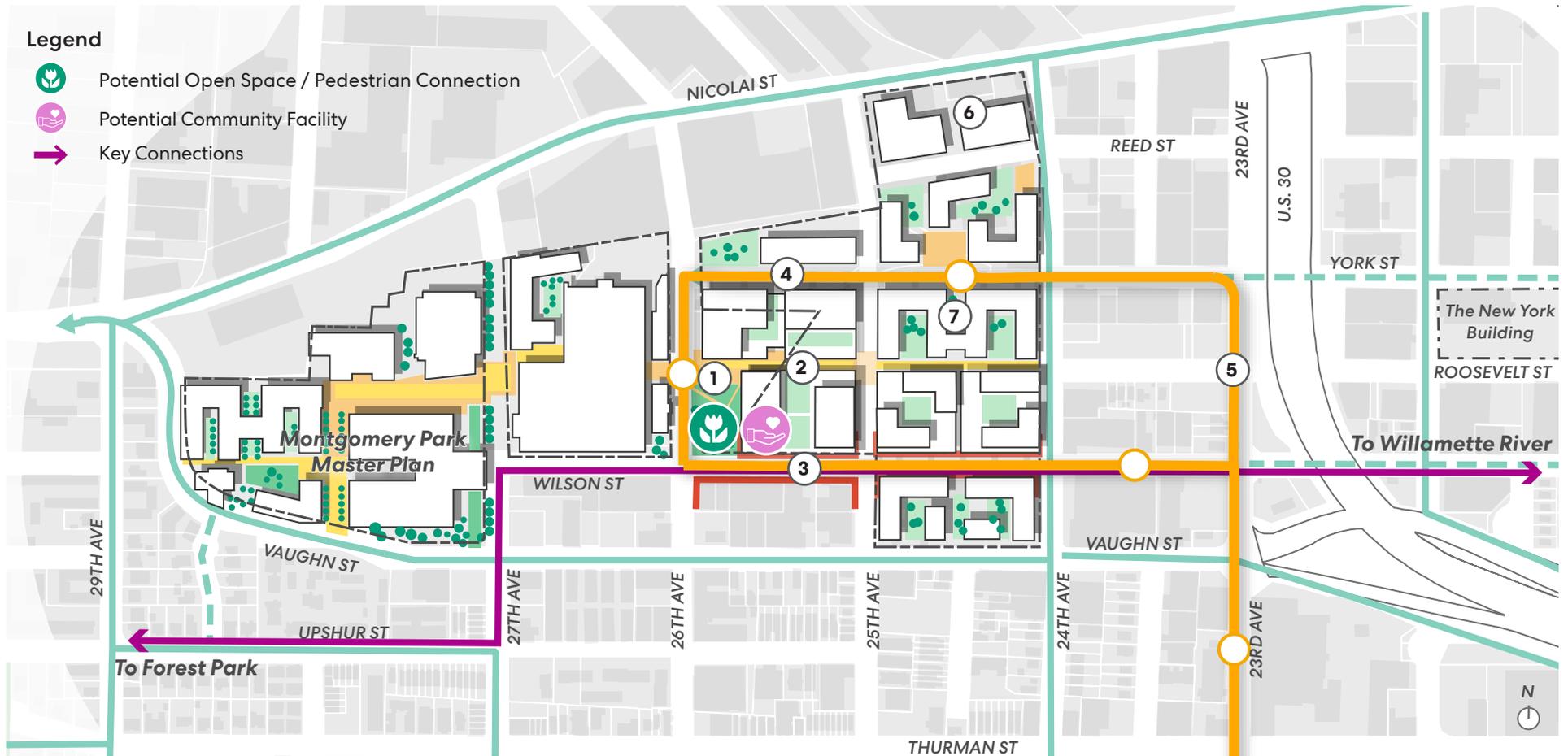




This diagram above highlights urban design opportunities and the east-west connection through the area, connecting the district to Forest Park to the west and the Willamette River to the east.

Legend

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





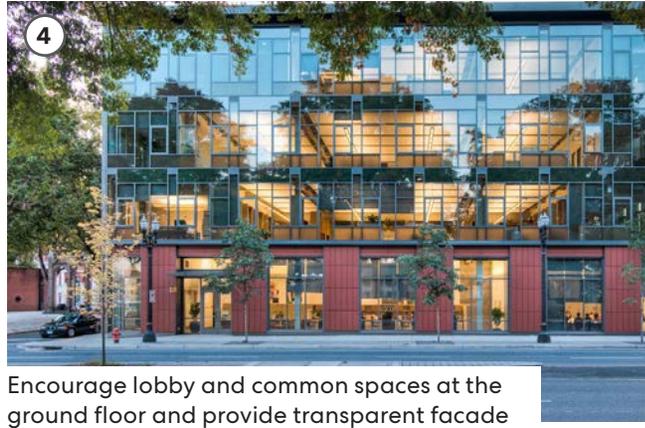
Multi-functional public open space



Pedestrian connection providing opportunities to sit and interact



Retail frontages that are transparent, flexible, and welcoming



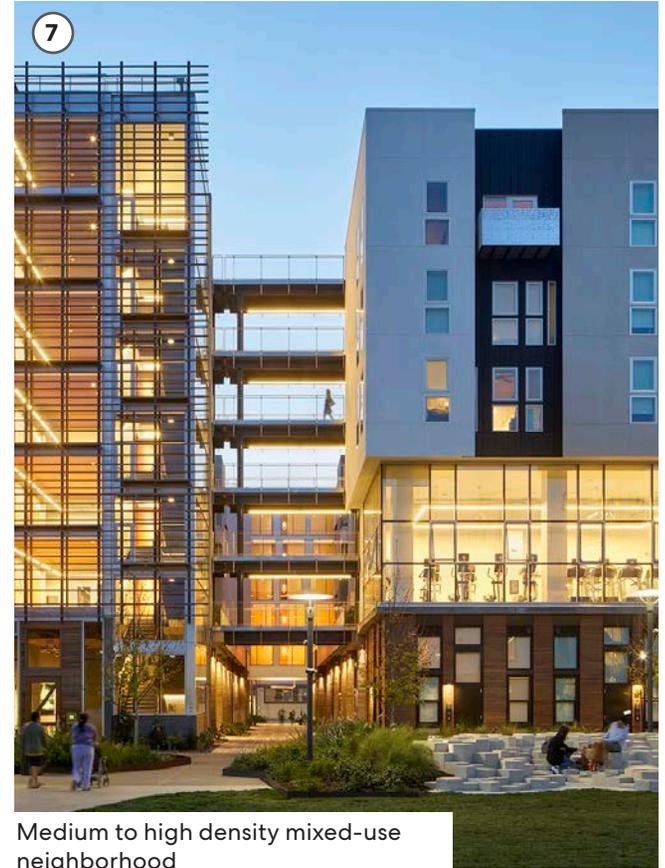
Encourage lobby and common spaces at the ground floor and provide transparent facade



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



Creative office or light industrial maker space



Medium to high density mixed-use neighborhood



# Summary of Alternative Scenarios



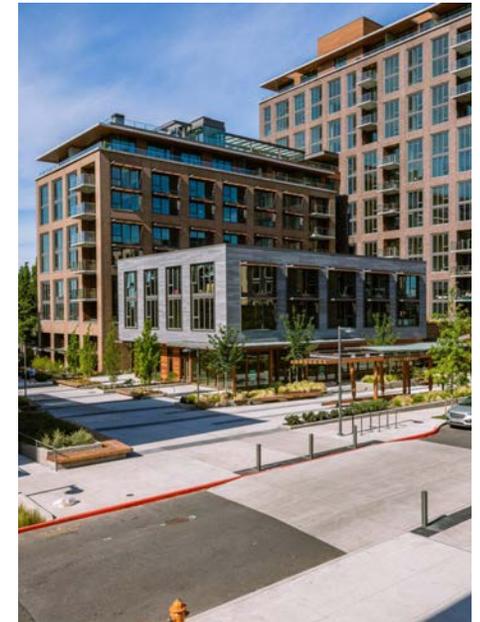
Scenario 1

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

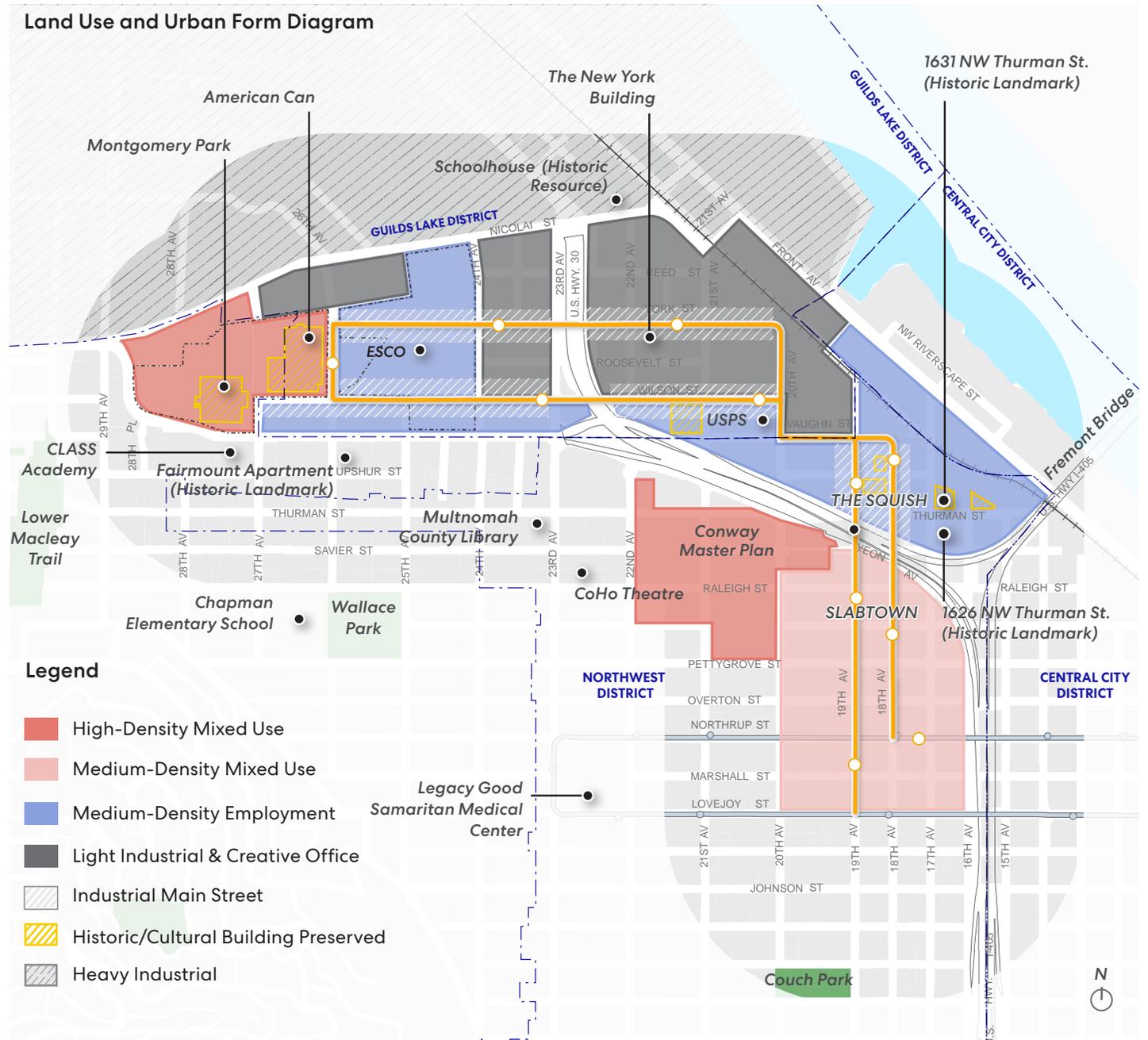
- Intensification of industrial lands creates additional industrial jobs.
- Preservation of industrial lands prevents the displacement of existing industrial businesses.
- Limited increase in land value that can be captured for community benefits. The least of amount of any scenario.



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

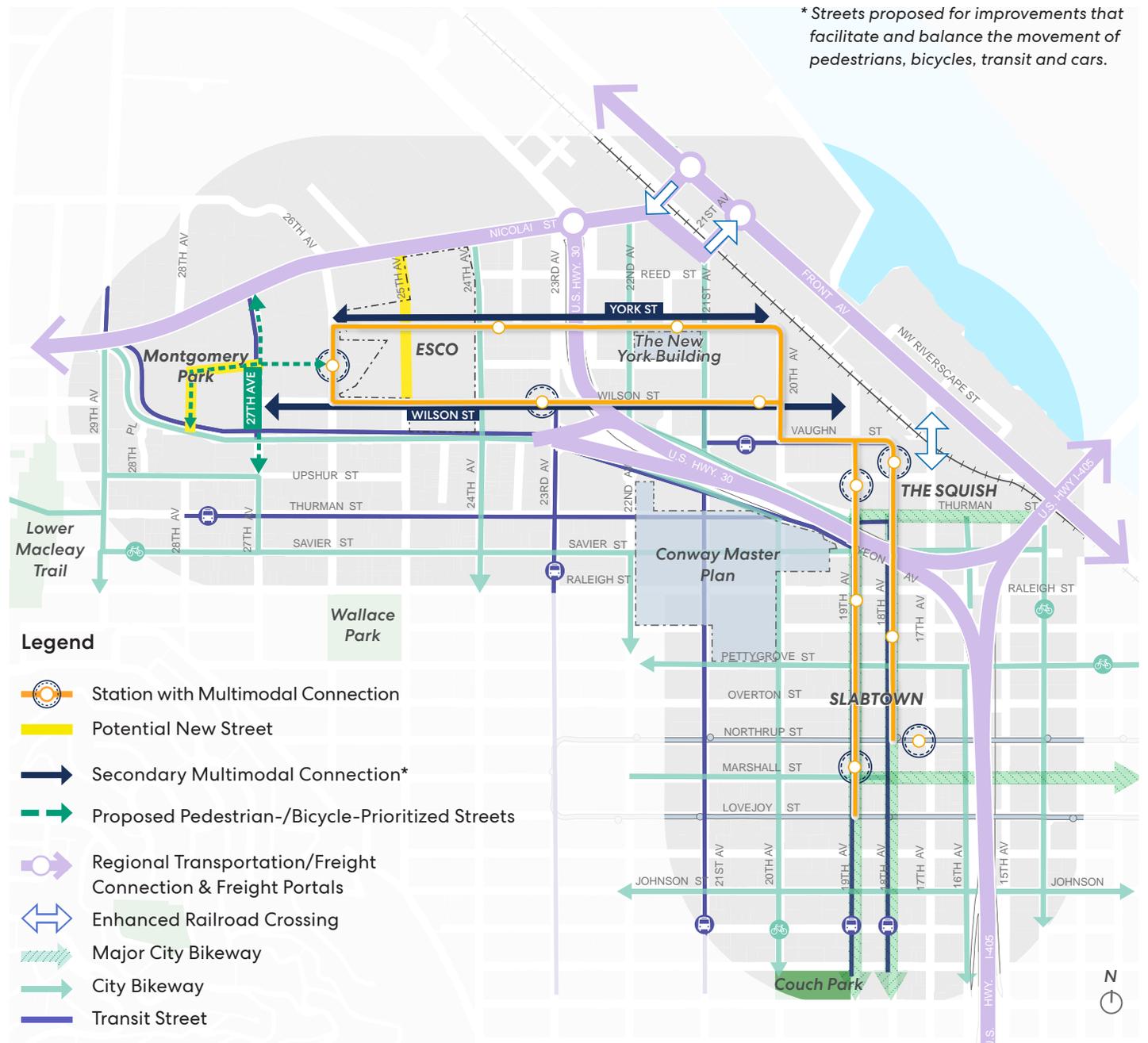
Existing multi-modal corridors such as NW Vaughn Street, NW Thurman Street, NW 23<sup>rd</sup> Avenue and NW 21 Avenue have improved pedestrian crossings, bikeway enhancements, and transit priority treatments.

## 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.



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

### Legend

- Station with Multimodal Connection
- Potential New Street
- 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, 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

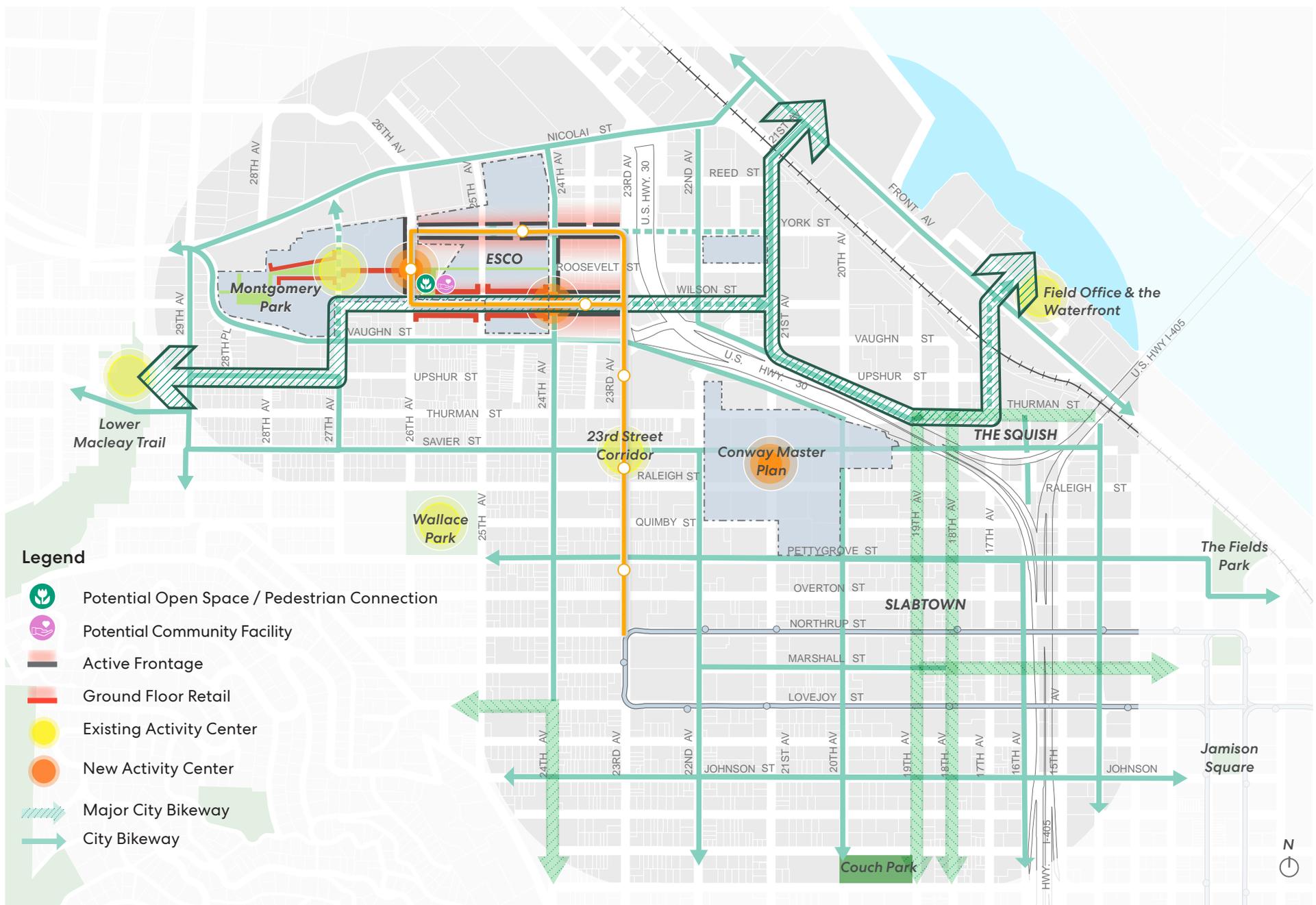
ESCO parcels are kept large with minimal new street connections in order to support a corporate campus, which requires large industrial building footprints.



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

Mixed-Use

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**

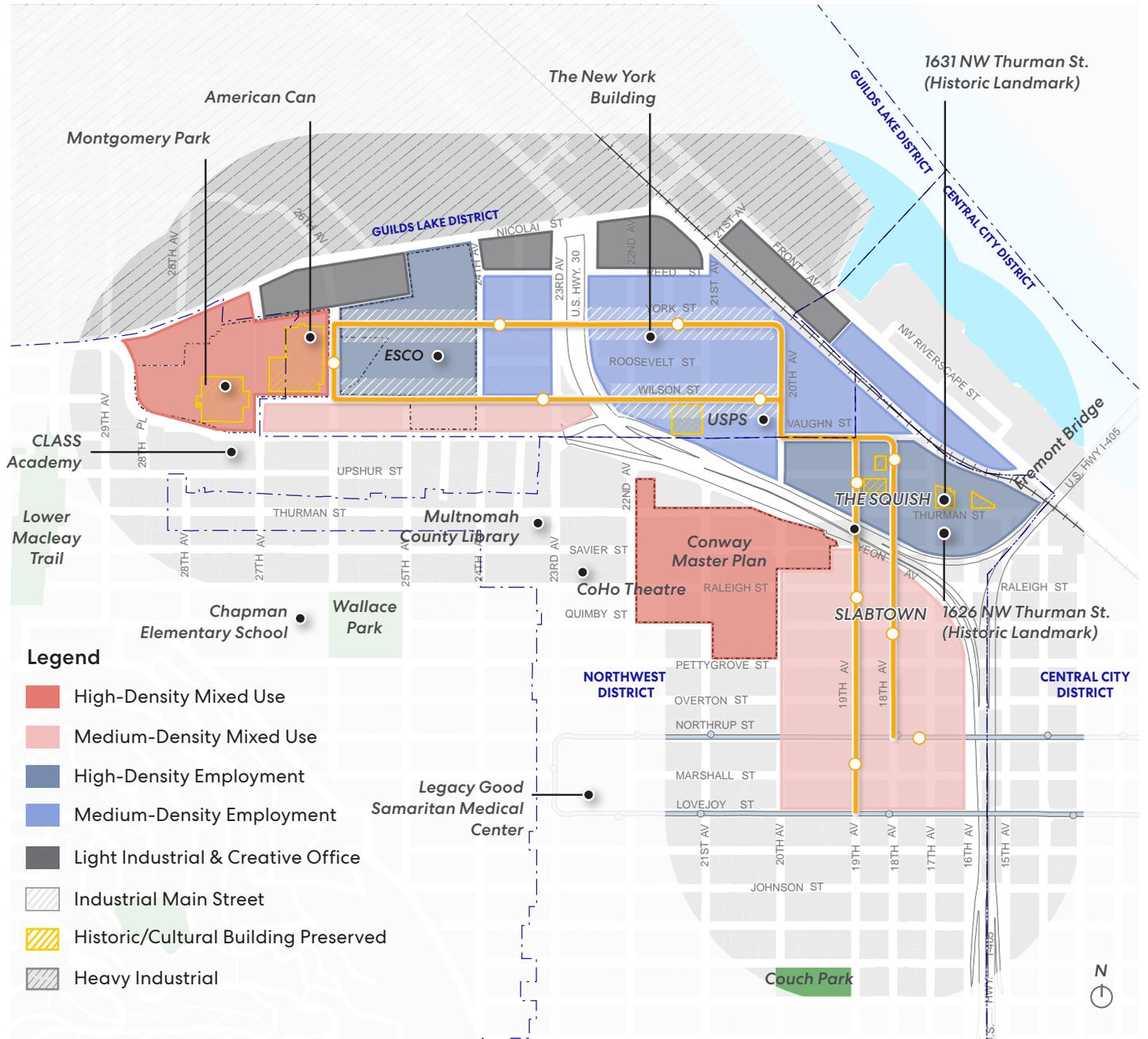
-  Proposed Streetcar Alignment
-  Existing Streetcar Alignment
-  Portland Citywide Design Guidelines Designated Civic and Neighborhood Corridor

**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

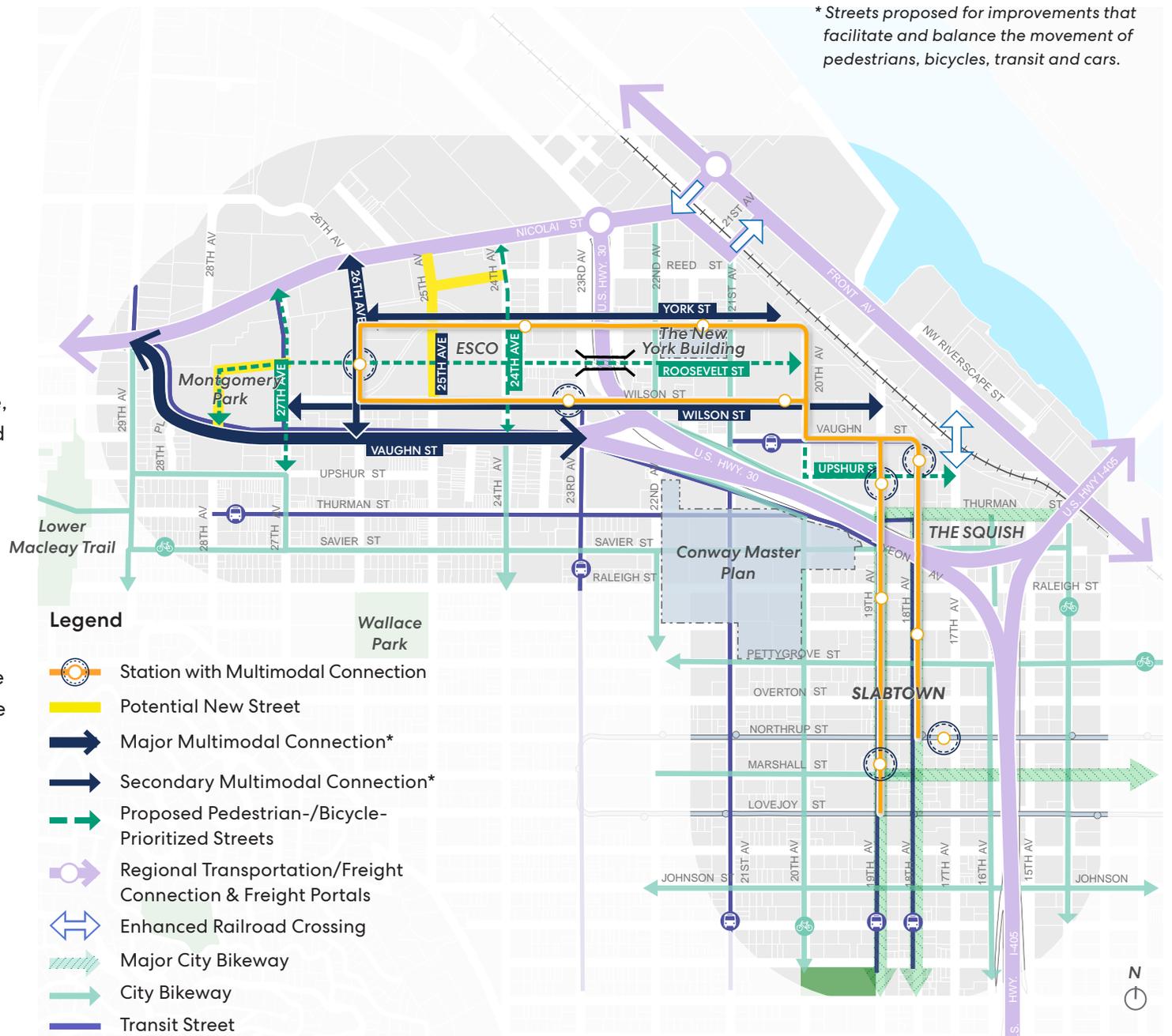
NW Vaughn Street, NW 26<sup>th</sup> Avenue, and NW 24<sup>th</sup> Avenue have improved pedestrian crossings, bikeway enhancements, and transit priority treatments.

## 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.



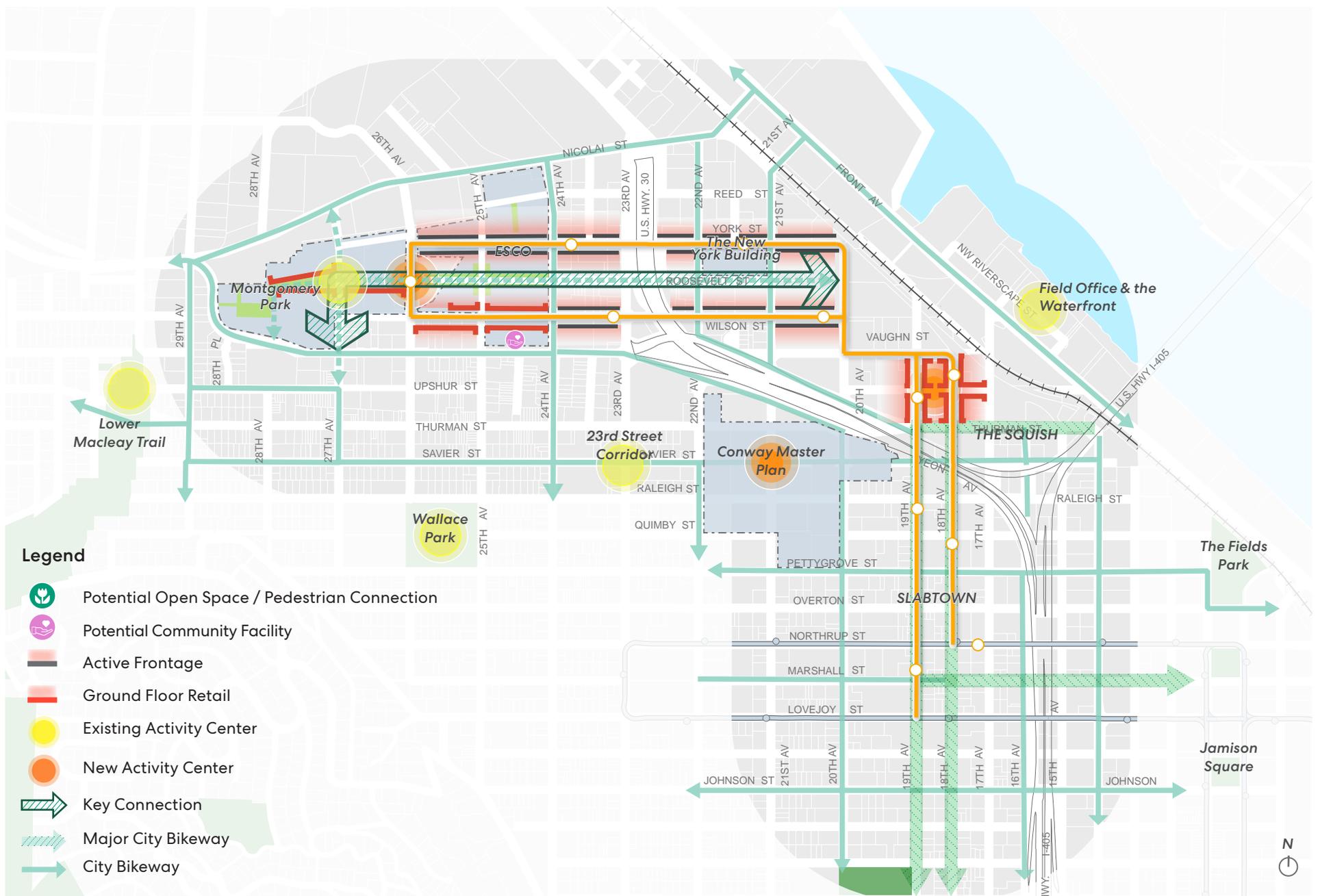
Potential frontage character of office center



Potential character of active ground floor around activity centers



Potential character of open space



**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**

## Scenario 3:

# Mixed Use

Mixed-Use

Employment

### 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.

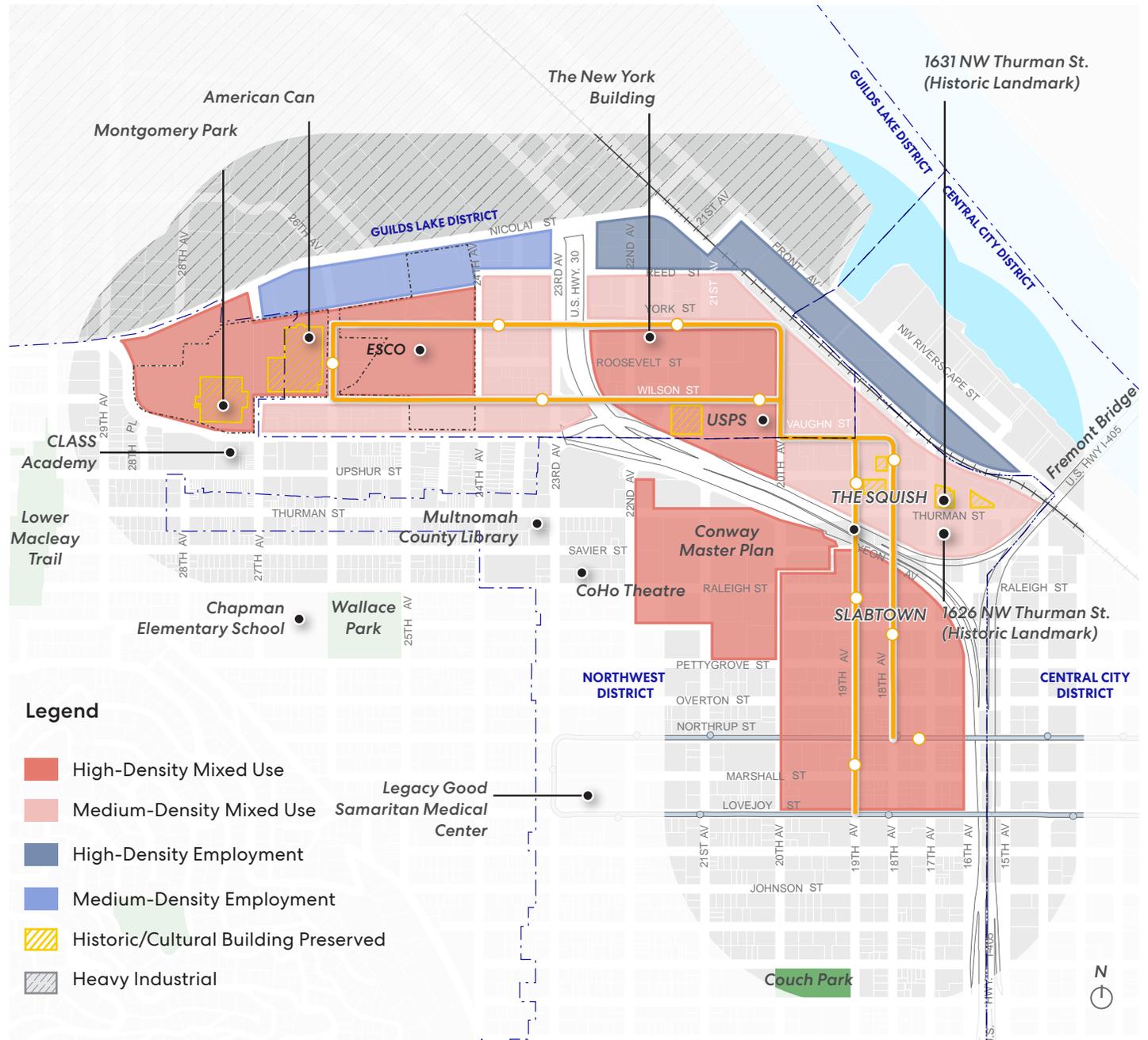


District Concept

# 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

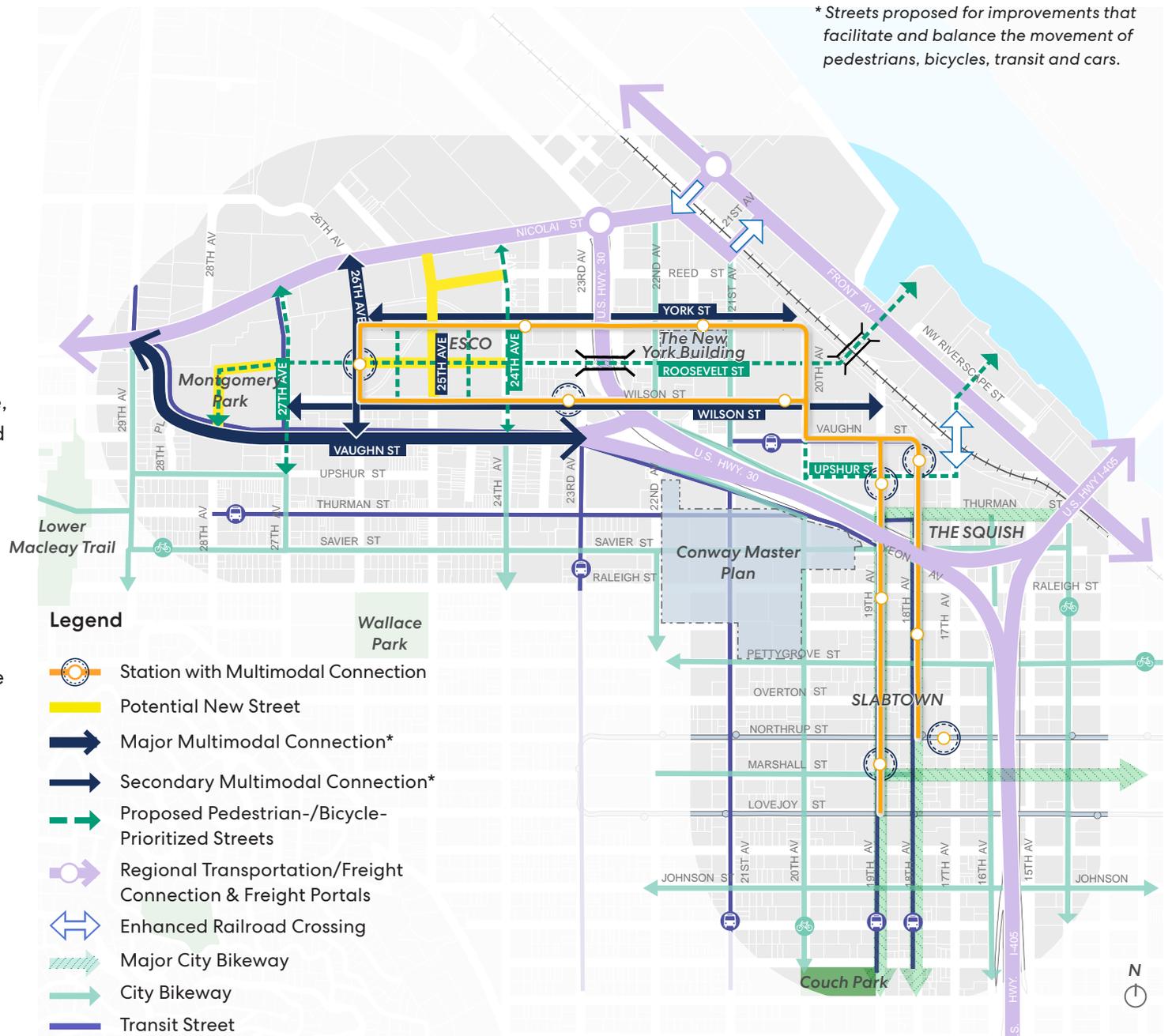
NW Vaughn Street, NW 26<sup>th</sup> Avenue, and NW 24<sup>th</sup> Avenue have improved pedestrian crossings, bikeway enhancements, and transit priority treatments.

## 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.

### 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

## 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.



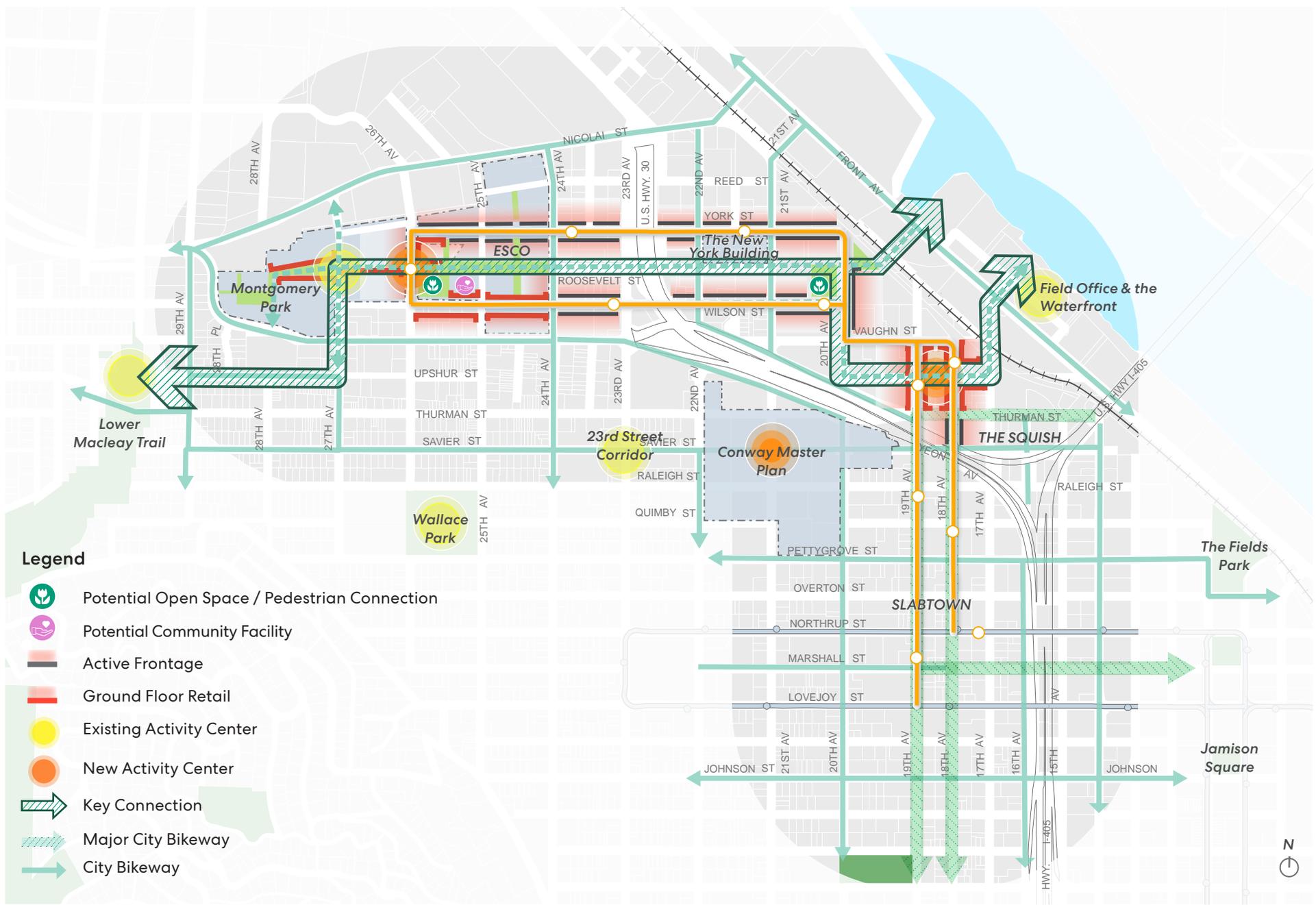
Potential character of mid-block open space and pedestrian path



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.



Credit: Emily Wheeler



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

June 30, 2021