



MEMO

DATE: May 9, 2024

TO: Portland Planning Commission and Portland Design Commission

FROM: Barry Manning, Joan Frederiksen, Cassie Ballew, BPS Project Staff

cc: Patricia Diefenderfer, Chief Planner, BPS
Ryan Singer, Principal Planner, BPS
Mauricio Leclerc, Supervising Planner, PBOT
Shawn Canny, Transportation Planner PBOT
Kim Tallant, LUS Division Manager, Bureau of Development Services
Ben Nielsen, City Planner, BDS

SUBJECT: Montgomery Park Area Plan – Proposed Draft

On May 21, 2024 The Portland Planning Commission and Portland Design Commission will hold a joint public hearing on the Montgomery Park Area Plan – Proposed Draft. The plan, includes five volumes, as indicated below:

- [MPAP Proposed Draft – Volume 1: Proposed Plan](#)
- [MPAP Proposed Draft – Volume 2: Regulatory Tools](#)
- [MPAP Proposed Draft – Volume 3: Transportation Plan](#)
- [MPAP Proposed Draft – Volume 4: Amendments to NW District and Guild’s Lake Industrial Sanctuary plans](#)
- MPAP Proposed Draft – Volume 5: Appendix (including [MPAP Draft Public Benefits Terms Sheet – April 2024](#))



City of Portland, Oregon | Bureau of Planning and Sustainability | www.portland.gov/bps
1900 SW 4th Avenue, Suite 7100, Portland Oregon, 97201 | phone: 503-823-7700 | tty: 503-823-6868

The City of Portland is committed to providing meaningful access. To request translation, interpretation, modifications, accommodations, or other auxiliary aids or services, contact 503-823-7700, Relay: 711.

Traducción e Interpretación | Biên Dịch và Thông Dịch | अनुवादन तथा व्याख्या | 口笔译服务 | Устный и письменный перевод | Turjumaad iyo Fasiraad | Письмовий і усний переклад | Traducere și interpretariat | Chiaku me Awewen Kapas | 翻訳または通訳 | ጥንቅቅ ለማድረግ ወይም ሌሎች ማህተሞች ለማግኘት | الترجمة التحريرية أو الشفهية | Portland.gov/bps/accommodation

1. Commission Roles

Each Commission has a different and specific role in evaluation of the Proposed Plan:

- **Planning Commission** - will evaluate the plan overall, including elements of proposed amendments to the Comprehensive Plan, Comprehensive Plan Map, Guild's Lake and Northwest District plans, Zoning Map and Zoning Code.
- **Design Commission** - will evaluate the application of the Design overlay zone and proposed amendments to the Citywide Design Guidelines to incorporate a character statement for the plan area.

Below are staff recommended actions, and a summary of key objectives, plan elements, and potential testimony topics.

2. Staff Recommendation

Staff proposes that the Planning Commission make a recommendation to Portland City Council to:

- Adopt the Montgomery Park Area Plan, including the following:
 - Volume 1: Proposed Plan. Adopt the plan and amend the Comprehensive Plan map designations; amend the Zoning Map; amend Comprehensive Plan Figure 6-1: Industrial and Employment Districts; and amend the NW District Town Center boundary, as shown in the plan.
 - Volume 2: Regulatory Tools. Amend the Portland Zoning Code as described, including establishing the Vaughn-Nicolai Plan District (33.590) and amending the Guild's Lake Industrial Sanctuary Plan District (33.531) and Northwest Plan District (33.562) to implement the vision for a transit-oriented mixed-use area that encourages both employment and housing in the plan area.
 - Volume 3: Montgomery Park Area Transportation Plan. Adopt the transportation plan including the recommended Transportation System Plan changes and transportation improvements for the plan area.
 - Volume 4: Amendments to Northwest District and Guild's Lake Industrial Sanctuary Plans. Amend the maps and texts of the existing area plans as described to address areas of overlap with the Montgomery Park Area Plan.

Staff proposes that the Design Commission make the following recommendations:

- To Portland Planning Commission: Apply the Design overlay zone to areas proposed for the Central Employment (EX) zone in the plan.
- To Portland City Council: Adopt the Montgomery Park Area Character Statement and related updates to the Citywide Design Guidelines as shown and described in Volume 2 of the plan.



3. Project Background, Vision, Objectives

Background

The Montgomery Park Area Plan is an outcome of the Montgomery Park to Hollywood Transit and Land Use Development Strategy (MP2H) undertaken from 2019-2023. The study -- a collaboration between the Bureau of Planning and Sustainability (BPS) and the Portland Bureau of Transportation (PBOT), funded in part by a Federal Transit Administration (FTA) grant administered by Metro -- evaluated opportunities to create an equitable development plan for transit-oriented districts in Northwest Portland and Northeast Portland. Work in the Northeast was a preliminary evaluation of opportunities and has concluded. Work in the Northwest has resulted in the proposed Montgomery Park Area Plan (MPAP).

Vision

The Montgomery Park Area Plan (MPAP) establishes a new transit-oriented, mixed-use district in Northwest Portland west of Highway 30 between NW Vaughn and NW Nicolai streets. The Plan seeks to transition the area from a partially underutilized industrial and employment-focused district into a mixed-use employment district that will support both job growth and housing development. To achieve this outcome, the MPAP includes a suite of proposed land use changes to promote equitable and transit-oriented development and complement the planned extension of the Portland Streetcar. The land use changes include amendments to Portland's Comprehensive Plan Map, Zoning Map, Zoning Code, and design guidance for future projects.

Key Objectives

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

4. Elements of the Montgomery Park Area Plan

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



Comprehensive Plan and Zoning map Changes

The plan includes changes to existing Industrial Sanctuary and Mixed Employment-focused Comprehensive Plan land use and zoning designations (IHk, IG1k, EG1/2 zones), to Central Employment and Mixed Employment Comprehensive Plan designations (EX and EG1 zones) that allow employment but also include a broader array of uses and more development intensity. The plan would also apply the Design (d) overlay zone to EX zoned areas.

Equitable Development Approach

The plan includes elements designed to achieve more equitable development and better balance the public and private benefits that could result from public policy actions such as changes in land use designations and investments in transportation infrastructure, including the potential extension of the Portland Streetcar to serve this area. The plan seeks to achieve the following public benefits:

- Jobs and Employment. Create ongoing opportunity for employment in the plan areas, including an emphasis on creation of middle-wage jobs.
- Housing/Affordable Housing. Create opportunity for housing, including affordable housing at a higher level or nearer timeframe than may be achieved by the standard regulatory framework.
- Commercial Space. Create opportunity for wealth building and community-serving uses requiring creation of affordable commercial space in some forms of new development.
- Public Open Space. Create opportunity for a public park or open area that will serve future residents and workers in the area.

The plan will employ both regulatory and non-regulatory means to achieve this. A Public Benefits Agreement is expected to be developed in tandem with the other plan elements to help support the plan and its public benefits goals. The agreement would be adopted by City Council. The tenets of this future agreement are detailed in the Draft Public Benefits Terms Sheet. While the Terms Sheet is not subject to Planning Commission review and amendment, the elements of the Draft Terms Sheet serve to inform Planning Commission about the benefits sought and the approach to achieving them.

Zoning Code Amendments

In addition to the future public benefits agreement, the plan is implemented through regulatory measures that work independently and with the agreement to achieve plan objectives. These include Zoning Code amendments, including creating a new plan district with the following:

- Requirements for nonresidential floor area to support jobs.
- Height, floor area, and density standards to support transit-oriented development.
- Bonuses to achieve affordable housing beyond Inclusionary Housing, and support employment.
- Requirements for affordable commercial spaces.
- Buffering between residential areas and industrial/employment focused areas.
- Standards to support active uses on the main street and minimize auto-orientation near the streetcar.



- Required “green features” to support climate resilience.
- Requirements for outdoor areas in residential development; incentives for public open space.

Design Character Statement

The plan includes a new Montgomery Park Area Character Statement that articulates key features of the area and provides guidance for future development subject to design review.

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

These plan amendments are largely focused on amending maps to remove the MPAP area from these two plans where there is overlap. The purpose is to provide clarity that the MPAP and related regulations, approaches and design guidance will apply in the plan area in the future.

Recommended Transportation Improvements and Policy Changes

The transportation elements of the Plan focus on improvements to the local transportation network including extending high-capacity streetcar transit, completing the local multimodal street grid, and addressing transportation impacts resulting from increased trip demand in the Montgomery Park Area, as well as to the adjacent Guild’s Lake industrial and Northwest District areas. To support these improvements, policy updates to area street classifications and transportation district boundaries are recommended.

5. Outreach and Engagement

Public notice of the joint Planning Commission and Design Commission hearing was sent to affected property owners, the project Interested Parties list and the Legislative List. Information about the proposed plan is posted on the BPS web site along with a project Map App, and information was included in regular BPS project updates. A summary of prior project engagement is below.

Neighborhood and Other Group Meetings. Project staff attended the meetings of neighborhood and business associations in the study area to inform them of the project and collect initial feedback.

Kickoff Open House. A public in-person open house to share information about the project and collect initial public feedback was held in March 2020.

Community-Based Organization (CBO) Outreach. As part of the Federal Transit Administration grant for the MP2H Study, [community-based organizations \(CBO\) were funded](#) to conduct outreach to under-served communities in the study areas. Organizations selected to participate in the effort were: [Friendly House, Inc](#); [Northwest Industrial Business Association](#) and [Columbia Corridor Association](#); [Hollywood Senior Center](#) and [Urban League of Portland](#); [Micro Enterprise Services of Oregon](#).

Urban Design Concept Virtual Open House. A Montgomery Park to Hollywood Land Use Development Strategy (MP2H) [Urban Design Concept Virtual Open House](#) was held during



Summer 2020 to capture public preferences for the Northwest Portland land use development scenarios being studied.

Northwest Project Working Group. A [Project Working Group](#) (PWG) representing a variety of viewpoints (local neighborhood and business groups, transportation advocates, and property owners) was composed. The PWG met seven times during 2020-2021. The group acted as a communication liaison to organizations, and “sounding board,” and provided feedback to the project team.

MP2H-NW Plan Discussion Draft. The [MP2H-NW Plan Discussion Draft](#) was published in December 2021. This draft plan was the first formal and complete plan proposal presented to the community for feedback of the Northwest study area. Staff received dozens of comments which are captured in the [MP2H Northwest Plan Public Comments on the December 2021 Discussion Draft](#). These comments, among others, helped inform the proposed draft plan.

York Street Work Group. The Portland Harbor Community Coalition (PHCC) elevated the voices and perspectives of members of the York Street Work Group, whose members include Black Portlanders and allies with interest in commemorating 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 explored commemoration of York and equitable development and community benefit opportunities in the Northwest study area.

Design Character Statement. A survey and workshop focused on developing the [Design Character Statement](#) was held in 2023. A focus group to hear further about Black, Indigenous, and Communities of Color perspectives on the character of the area was also held in early 2024.

Additional Engagement. The project team met with property owners in the area to discuss potential for realizing the public benefits to which the plan, and a broad array of community members, aspire. In addition, project staff met occasionally with the Northwest District Association Planning Committee and the Northwest Industrial Business Association, to share information and collect feedback.

6. Topics of Interest and Issues

The commissions may hear public testimony on a variety of issues, including the following, which have been discussed during the planning process.

Industrial Land Supply and Jobs

The plan proposes to change land use designations on land designated as “prime” industrial land (currently designated as Mixed Employment and Industrial Sanctuary in the Comprehensive Plan). The proposed land use designations will retain an employment focus, but will allow a broader array of uses, including housing in the Central Employment designation and corresponding EX zone. Concerns have been expressed with the proposed change from both an industrial land supply perspective as well as an adjacency impact standpoint. The Plan provisions for jobs and non-residential areas are intended to help offset some of the proposed changes, and the inclusion of an employment buffer area along NW



Nicolai is intended to address adjacency concerns for industrial areas north of NW Nicolai Street.

Public/Community Benefits

The plan proposes a suite of public benefits that are intended to be achieved through regulatory and non-regulatory approaches. The proposed public benefits are derived largely through policy actions and public and private investments that are made possible via the plan. If the plan were not adopted, many of the public benefits sought would not be achieved. Concern has been expressed that the proposed or expected benefits may not be a good match with, or sufficient to meet, community needs, particularly around the limited opportunities for wealth-building and lack of housing ownership opportunity for underserved communities, and a lack of certainty about a public park (see below) or civic space.

Public Park/Open Space

The plan's anticipated housing and employment growth suggest the need for a localized public park or open area to serve the needs of the future residents and workers (as well as provide additional space for the broader neighborhood). The plan encourages a public park through both regulatory and non-regulatory elements, but it is not guaranteed through land use action and public funding. Concern has been expressed that the approach to providing a park lacks the certainty needed.

Streetcar and Transportation Issues

The plan anticipates a proposed extension of Portland Streetcar to serve the area and recommends a suite of multimodal project improvements and transportation policy changes to support transit-oriented and climate resilient growth. Concerns have been expressed about the proposed streetcar extension and route, proposed transportation modal designations, the proposed design of transportation elements, and the overall traffic and transportation impact implications associated with the proposed land use changes and transportation improvements.

7. Proposed Commission Schedules

5/21/24	Public Hearing, Oral Record Closes
5/24/24	Written Record Closes – Tentative, subject to Commission direction
6/6/24	Design Commission Work Session
6/11/24	Planning Commission Work Session
6/20/24	Design Commission Work Session/Recommendation
6/25/24	Planning Commission Work Session/Recommendation
7/23/24	Planning Commission Work Session/Recommendation (if needed)

8. For More Information

Website: [Montgomery Park Area Plan \(MPAP\) Proposed Draft Overview – April 2024 | Portland.gov](#)

Contact project staff: Barry Manning (BPS) – Barry.Manning@portlandoregon.gov
Joan Frederiksen (BPS) – Joan.Frederiksen@portlandoregon.gov
Cassie Ballew (BPS – Design) – Cassie.Ballew@portlandoregon.gov
Shawn Canny (PBOT) – Shawn.Canny@portlandoregon.gov

