



**DATE:** April 19, 2021

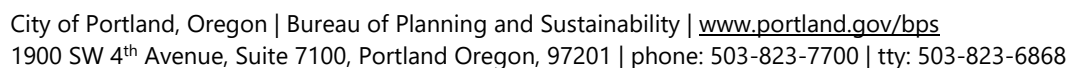
**TO:** BPS Management Team; MP2H Project Team; MP2H Technical Advisors

**FROM:** Barry Manning, Nicholas Starin

**CC:** MP2H Project Team

**SUBJECT:** **Montgomery Park to Hollywood Study - NW In-House Review Draft**

This NW-focused In-House draft includes two volumes. Volume 1 describes the study background, vision, alternatives analysis, and implementation approach for the NW study area. (Some of the graphics included in this document will be updated, and some additional graphics will be added, for the public Discussion Draft.) Volume 2 includes draft changes to the Portland Zoning code to help implement the



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land use portions of the vision. Both volumes are included in this file. A Word version is available on request.

Please note that the implementation approach included herein relies primarily on bonuses for affordable housing and affordable commercial space to achieve some of the public benefits expected with a significant change in land use. These bonus provisions can be found in Volume 2, Zoning Code Amendments, which includes a new plan district for the area – 33.590, Vaughan-Nicolai Plan District – that includes the bonus provisions.

The project team is still exploring options for developing a public benefits agreement that may augment or possibly substitute for the bonus provisions in this plan district. However, we ask that you review and comment on the code approach described in plan district for proposed intent, viability, and code implementation clarity as applicable to your agency.

If you have any question, please contact BPS project staff Barry Manning ([barry.manning@portlandoregon.gov](mailto:barry.manning@portlandoregon.gov); 503-823-7965) or Nicholas Starin ([Nicholas.starin@portlandoregon.gov](mailto:Nicholas.starin@portlandoregon.gov)).

Thank you.



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

**Volume 1  
Northwest Portland  
In-House Review Draft Report**

**April 19, 2021**

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REVIEW DRAFT



## Acknowledgments

### **Portland City Council**

Ted Wheeler, *Mayor*

Jo Ann Hardesty, *Commissioner*

Mingus Mapps, *Commissioner*

Carmen Rubio, *Commissioner*

Dan Ryan, *Commissioner*

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# Montgomery Park to Hollywood Transit and Land Use Development Study

## Northwest Portland In-House Review Draft Report

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### Appendices (appendices not included in the In-House draft – available online or by request)

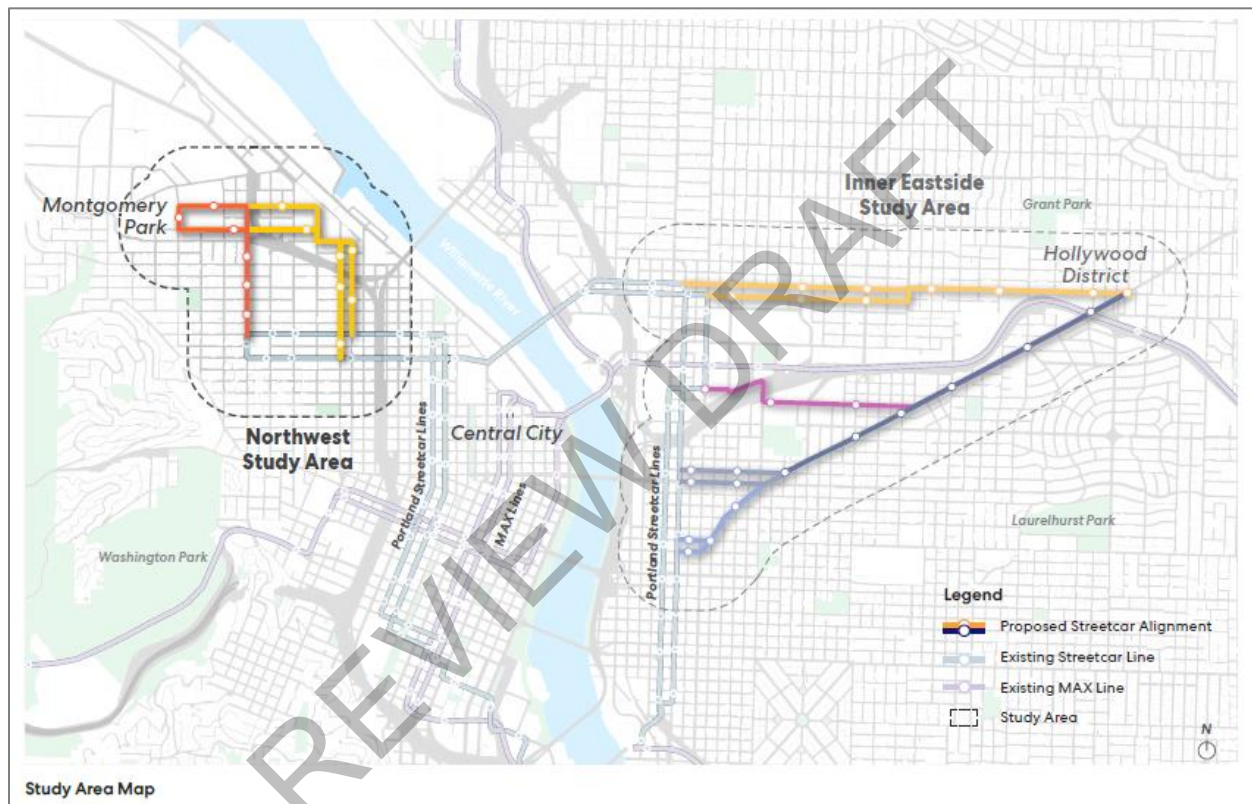
- A. Existing Conditions Report [https://www.portland.gov/sites/default/files/2020-01/mp2h\\_excond\\_lu\\_trans\\_01-06-20\\_final\\_draft\\_web\\_reduced.pdf](https://www.portland.gov/sites/default/files/2020-01/mp2h_excond_lu_trans_01-06-20_final_draft_web_reduced.pdf)
- B. Open House #1 Summary <https://www.portland.gov/sites/default/files/2020-05/mp2h-oh1-report-draft-5-8-20.pdf>
- C. Open House #2 Summary <https://efiles.portlandoregon.gov/Record/13976966/File/Document>
- D. NW Racial Equity Analysis [https://www.portland.gov/sites/default/files/2019-11/racial-equity-analysis-report\\_streetcar\\_final.pdf](https://www.portland.gov/sites/default/files/2019-11/racial-equity-analysis-report_streetcar_final.pdf)
- E. NW Streetcar Extension and Land Use Alternatives Analysis [https://www.portland.gov/sites/default/files/2019-11/nw-streetcar-council-report-10.3\\_final.pdf](https://www.portland.gov/sites/default/files/2019-11/nw-streetcar-council-report-10.3_final.pdf)
- F. NW Urban Design Report (forthcoming)
- G. NW Opportunities and Challenges Report (forthcoming)
- H. NW Transit Alternatives Study (on-request)
- I. Other PBOT products (forthcoming)

REVIEW DRAFT

# 1. Introduction

## Project 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 NW Portland and NE Portland. The MP2H study provides urban design direction and identifies potential land use changes accompanied by community benefit opportunities that are possible through a transit-oriented development scenario, including potential extension of the Portland Streetcar system. The project also considers 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.



*Potential westside and eastside alignment options for analysis would tie into the existing streetcar system.*

The study assesses affordable housing, economic development and business stabilization opportunities associated with potential transit investments and future transit service along a potential 6.1-mile transit corridor in two areas.

- **NW Portland:** explore extending the streetcar or other high-quality transit service to Montgomery Park, linking the system to an under-served area of Northwest Portland. Consider options for changes in land use and transportation to support a transit investment
- **NE Portland:** explore feasibility of different alignments to extend streetcar or a transit line to the Hollywood District. Select a preferred alignment for future study and more detailed planning.

Major transit investments are a land use tool that can be used to shape the future growth of the Central City and surrounding areas. The study assesses the ability of different transit and land use scenarios to support compact development along the corridors, with an emphasis on identifying tools to help advance equitable development and public benefits.

### **Geographic Focus of the Discussion Draft**

This Discussion Draft focuses primarily on future changes for the portion of the study area in NW Portland, where implementation of study proposals is likely to occur soonest. The changes in NW Portland include a new land use vision for the area and potential Comprehensive Plan Map, Zoning Map, Zoning Code, and Transportation System Plan changes.

Proposals for possible future changes in the NE Portland portion of the study area are forthcoming and will be discussed in a separate report.

### **Future Vision and Recommendations for NW Portland**

The MP2H vision for land use responds to a changing environment in the northwest portion of the study area and proffers an opportunity for development of a transit-oriented mixed use district in the area between NW Vaughan and NW Nicolai streets, in the area west of Highway 30. The area, which includes the Montgomery Park office building and site, the historic American Can Company building, the former ESCO steel site, and several other individual properties in the nearby area, is envisioned to transition from an industrial and office-employment center into a mixed use district. Anchored by the 200,000 square foot Montgomery Park office complex, the district would continue to have a major employment emphasis, but would be augmented by additional employment uses (office and institutional), commercial services such as retail and restaurants, and the opportunity for thousands of new housing units in residential and mixed-use buildings. The transition of the area to a vital, dense, mixed-use district will be supported by substantial investments in new transportation and transit facilities, including the potential extension of the streetcar line to Montgomery Park, as well as the provision of public and community benefits, including affordable housing and commercial space, publicly-accessible open space and an improved public realm.

The Montgomery Park site currently has a land use designation of Central Employment, implemented through the EX zone, which would be retained on this site. The EX zone allows for a broad array of uses from light industrial, to dense employment to residential. On nearby properties, current industrial and employment land use designations and zones would transition to mixed use, also through application of the Central Employment plan designation and EX zone. Because some of these sites are currently designated as “prime industrial” land, which is a land use that the City of Portland has identified as being in short supply, such changes are predicated on a mitigation strategy to make more land available for industrial development elsewhere, or findings of sufficient industrial land capacity in an updated Economic Opportunities Analysis (EOA).

To facilitate transit oriented development, the area would be served by an extension of the Portland Streetcar, or another high quality transit investment capable of serving a dense mixed use district. The alignment of the streetcar would follow a route north along NW 23<sup>rd</sup> Avenue from connections at



Lovejoy and Northrup, turning west on a couplet along NW York and NW Wilson Streets to NW 26<sup>th</sup> Avenue. Such transit service would be required to facilitate the significant land use changes envisioned.



*Aerial view of westside study area.*

The study area east of Highway 30 and north of NW Vaughan is expected to change to a lesser degree than the western portion. This area is identified as Industrial Sanctuary in the 2035 Comprehensive Plan and is zoned for general industrial uses (IG1). The area is expected to retain an industrial employment emphasis in the future, potentially including more creative office space in the long-term, akin to the Central Eastside Industrial District. Housing and larger scale commercial uses are not envisioned for this area. Similar to the sites west of Highway 30, these sites are currently designated as “prime industrial” land, which is in short supply. The decision to retain a traditional industrial zoning here, or adopt more flexible employment zoning similar to the Central Eastside Industrial District is something that should be examined subsequent to an update to the City’s Economic Opportunities Analysis.

### **About this Report**

This report contains the following elements:

**Background and Planning Considerations** – this section outlines key existing conditions and the policy framework for planning in the area.

**Public Involvement Summary** – this section summarized the key public involvement components of the study to-date.

**Concept Development and Analysis** – this section provides an overview of the land use scenarios and economic and transportation analysis considered in development of the preferred scenario concept.

**Preferred Scenario** – this section describes in more detail the preferred scenario, or vision, for future development of the area and outlines key issues which must be addressed to realize that vision.

**Conditions for Implementation** – this section describes in more detail the conditions that must be addressed in order to for change to occur, including the necessity to address industrial land supply, provide certainty of transit, and assure public benefits.

**Implementation Approach** – this section describes the approach to implementing the preferred scenario vision in conceptual form. Detailed zoning code provisions can be found in Volume 2.

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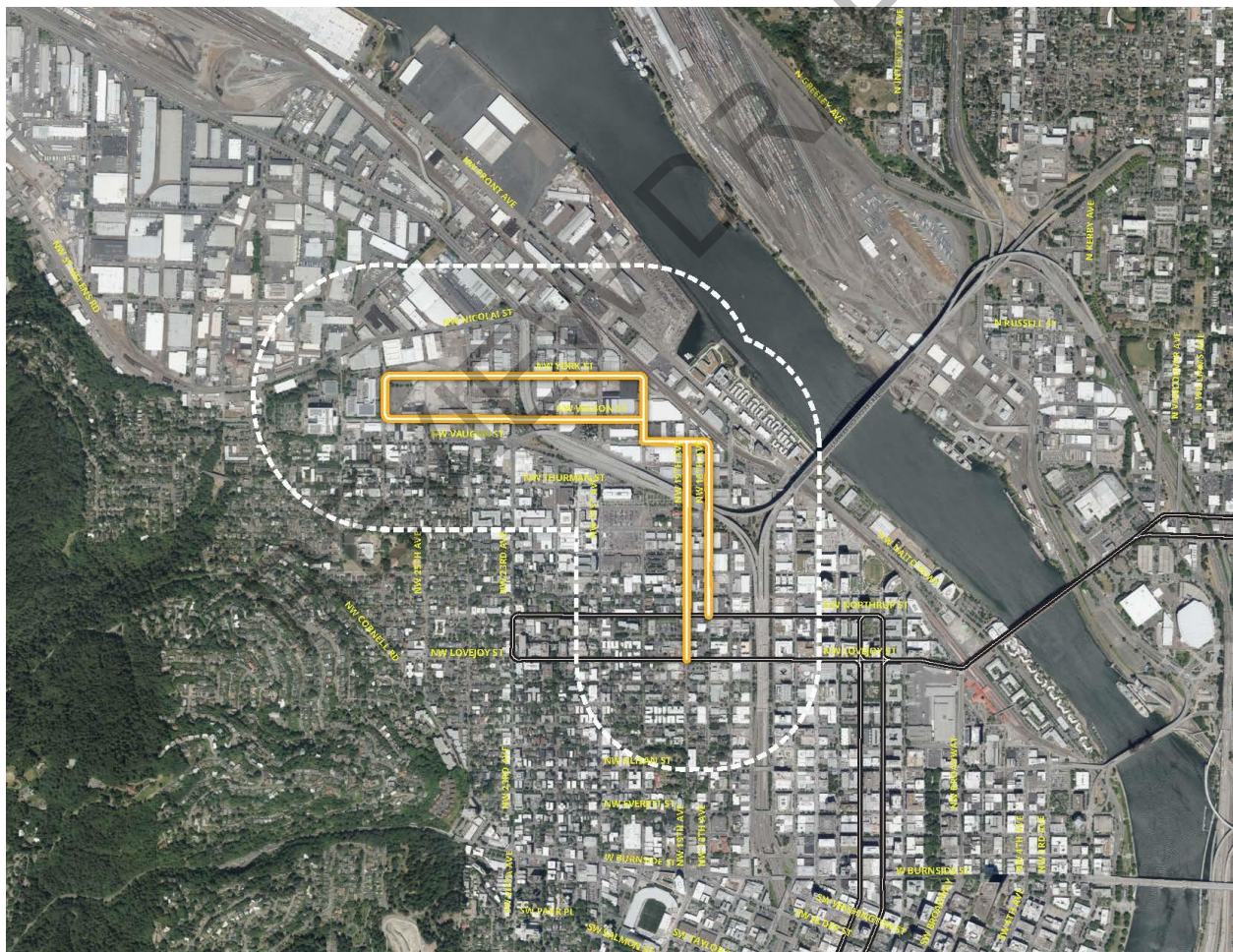


## 2. Background and Planning Considerations

### Existing Conditions

In January 2020, the project team published an Existing Conditions Report documenting demographic, land use, jobs, businesses and commercial space, and transportation conditions in the two study areas. The transportation report section included information about street classifications, travel behavior, recent and planned transportation projects, crash history, traffic volumes, transit activity, and roadway cross sections in the study areas.

This report provides information about the Westside portion of the project area, consisting of a quarter-mile buffer along a potential streetcar alignment extending from the existing couplet on NW Lovejoy and NW Northrup via NW 18th and NW 19th and connecting to NW Wilson and NW York. Note that the alignment used for analysis in the Existing Conditions Report does not correspond to the preferred alignment identified subsequent to the production of the Existing Conditions report.



The information in the Existing Conditions Report helps project staff and the community understand the current state of demographics, land use, jobs, businesses and commercial space, transportation conditions, the travel behavior of people in proximate areas, and opportunities and challenges of future

investments in high capacity transit. The information is also intended to daylight safety issues and infrastructure deficiencies.

### Demographics & Equity Indicators

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

#### Population

	NW Area	Portland
Total Population	6,735	630,331
Total Families	1,108	135,543
Poverty Families	4%	10%

#### Race and Ethnicity

	NW Area	Portland
Total People of Color	1,355	182,843
People of Color	20%	29%
White	80%	71%
Black	2%	7%
Native American	2%	2%
Asian %	10%	10%
Nat. Hawaiian/Pac Is.	0%	1%
Other	1%	3%
Hispanic	8%	10%

#### Age

	NW Area	Portland
Age under 18	8%	18%
Age 18 to 59	75%	64%
Age over 59	17%	18%
Age over 64	11%	12%

#### Education

	NW Area	Portland
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Less than HS	2%	8%
HS diploma	6%	16%
Some college	18%	28%
BA/BS degree	43%	29%
Advanced degree	32%	19%

Housing

	<b>NW Area</b>	<b>Portland</b>
Total HH	4,215	260,949
Share HH Own	29%	53%
Share HH Rent	71%	47%

Commute

	<b>NW Area</b>	<b>Portland</b>
Total Workers	4,571	335,088
Share SOV	44%	58%
Share Non SOV	56%	42%
Share Carpool	4%	12%
Share Transit	13%	7%
Share Bicycle	5%	12%
Share Walk	22%	9%
Share Other	2%	1%
Share Telework	10%	8%

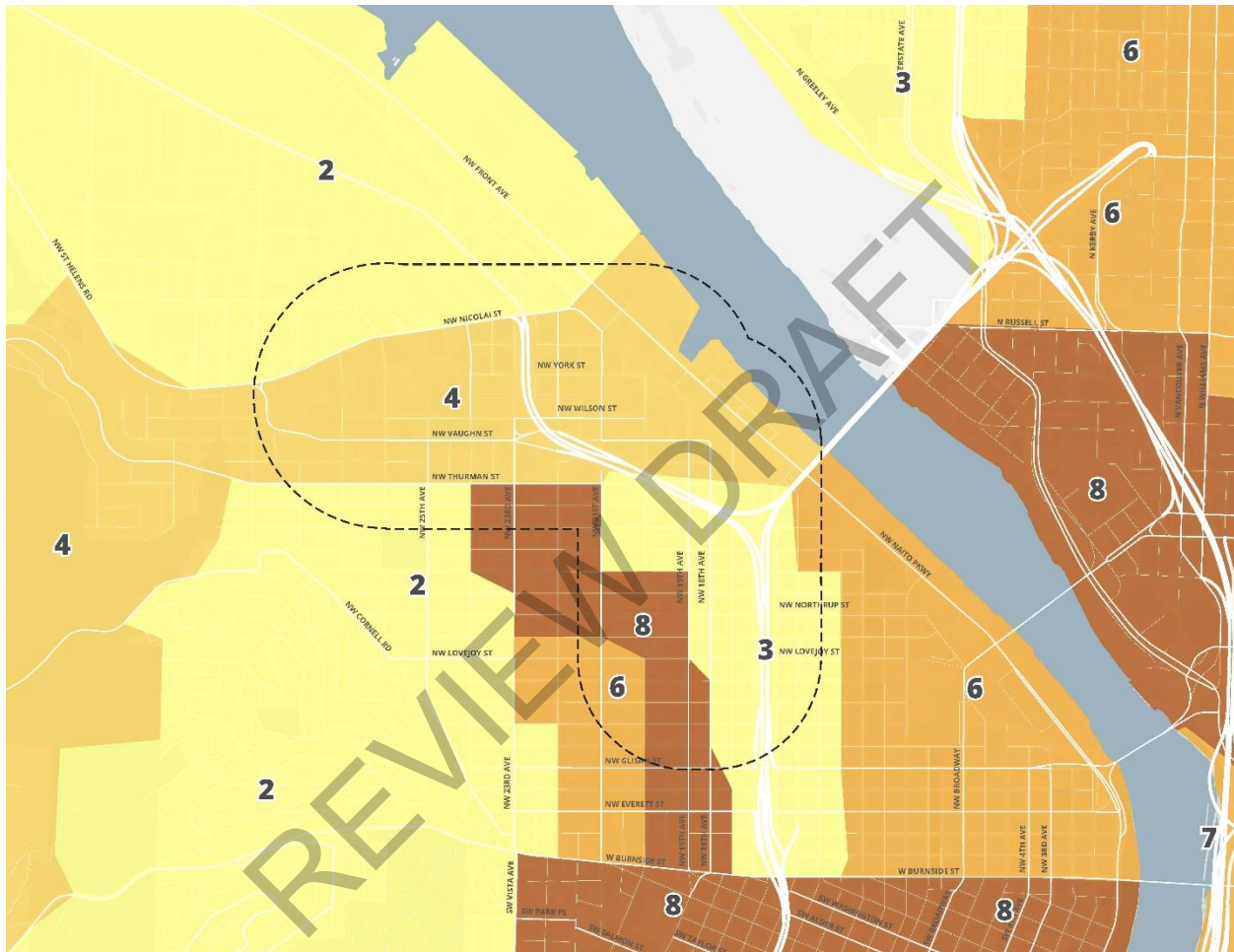
Income

	<b>NW Area</b>	<b>Portland</b>
Median HH Income	\$68,834	\$63,032
Per Capita Income	\$64, 295	\$37,382

The highest concentrations of equity index (which accounts for race and income) 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 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.



### Urban Character, Land Use & Zoning

The character of the Northwest study area is eclectic and varied, with a diversity of building types and land uses. The southern portion of the study area along and near NW 18th and 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.

#### Comprehensive Plan and Zoning Maps

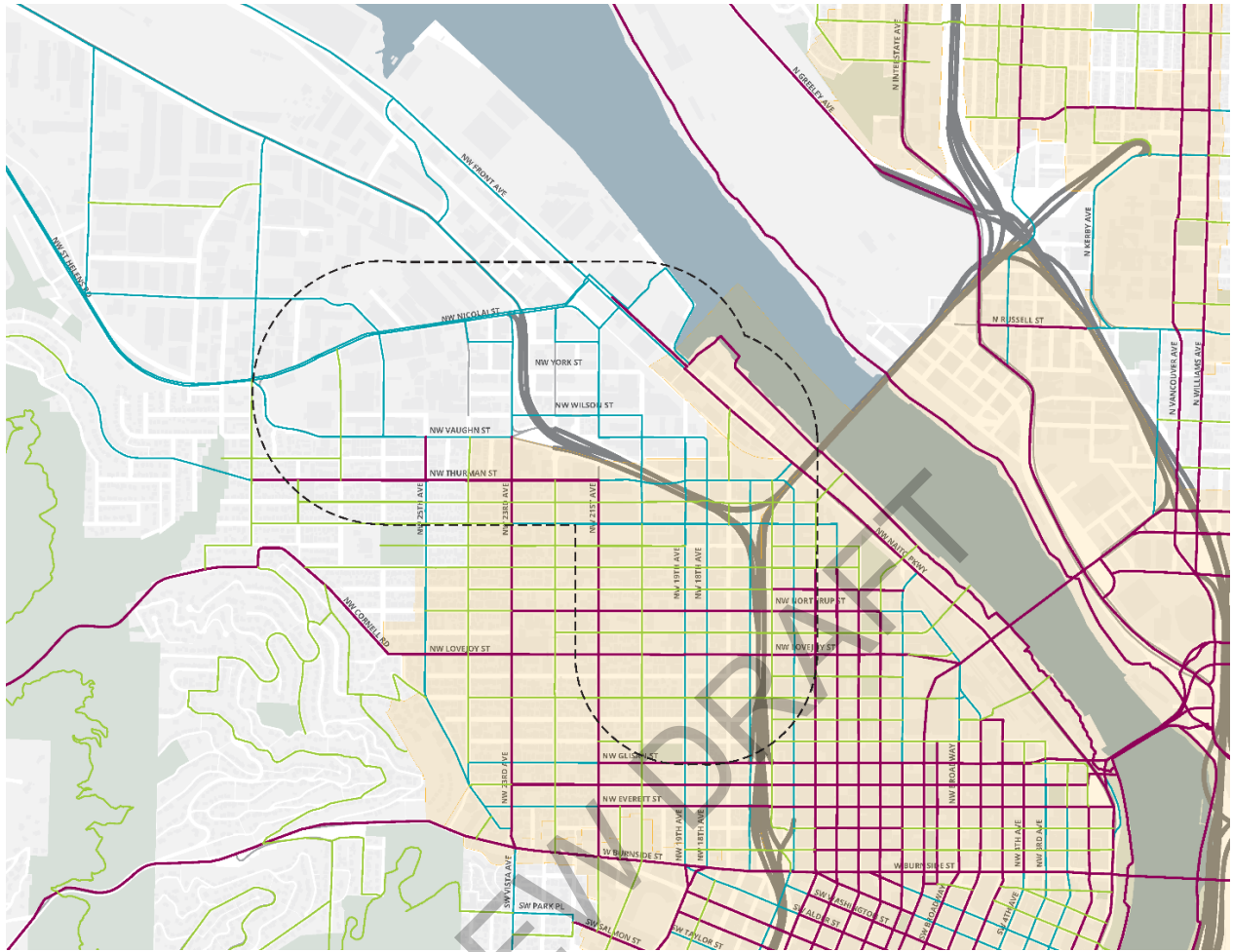
At the southern part of Northwest study area near NW Lovejoy, the zoning is Commercial/Mixed Use 3 (CM3) and High Density Multi-dwelling (RH). Further north to NW Upshur, the zoning is CM3 and EG1 (General Employment) east of NW 18th at Quimby. North of Upshur, the zoning is primarily Industrial (IG1). 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

[illegible]



TSP classifications are a system of roadway categories determined in the Transportation System Plan (see more below in 'Previous Plans'). The classifications determine how a street should function and the primary purpose it fills. Classification descriptions describe how streets should function for each mode of travel, not necessarily how they are functioning at preset. 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. In the NW study area, the classifications both help to guide the function of the transportation network while also offering a chance to imagine how new and extended streets can support multimodal movement within and through the district.

April 19, 2021



### Figure 1 Pedestrian Classifications

The highest pedestrian classification is a major city walkway and are often located in busy commercial districts such as NW 21st, 23rd and Thurman Street. These streets see high levels of pedestrian activity access commercial establishments. In NW, important services such as Legacy Good Samaritan Medical center and the Multnomah County Library area also located on or near these major city walkways.



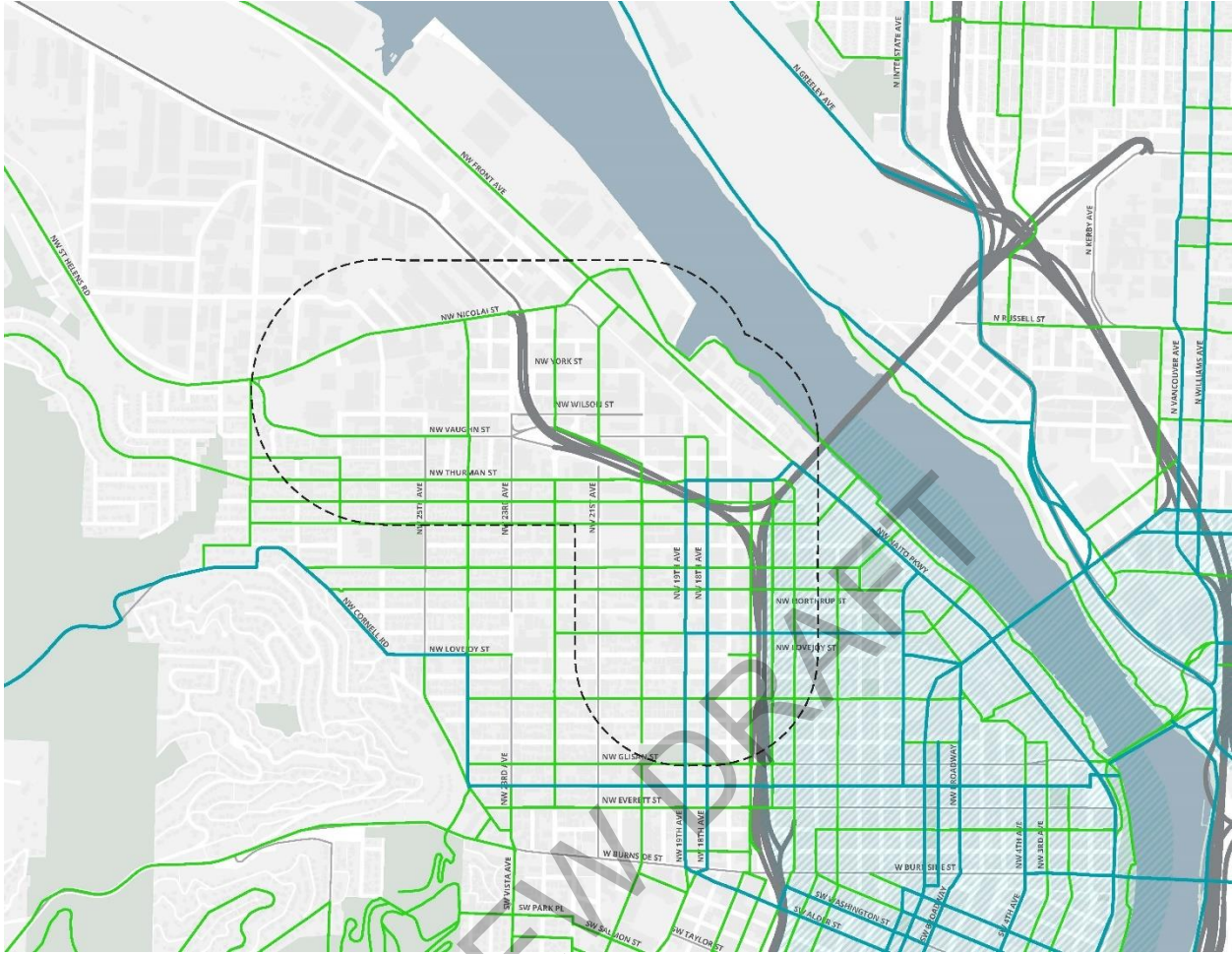


Figure 2 Bicycle Classifications

Within the study area, NW 18th and 19th are classified as major city bikeways as they function as the north-south backbone of bicycle travel in the district and feature a buffered bike lane. NW 24<sup>th</sup>, Vaughn and Nicolai are city bikeways. 24<sup>th</sup> is a neighborhood greenway with treatments south of Vaughn, and Vaughn has striped bike lanes between NW 24<sup>th</sup> and Mt. Saint Helens Road/29<sup>th</sup>.

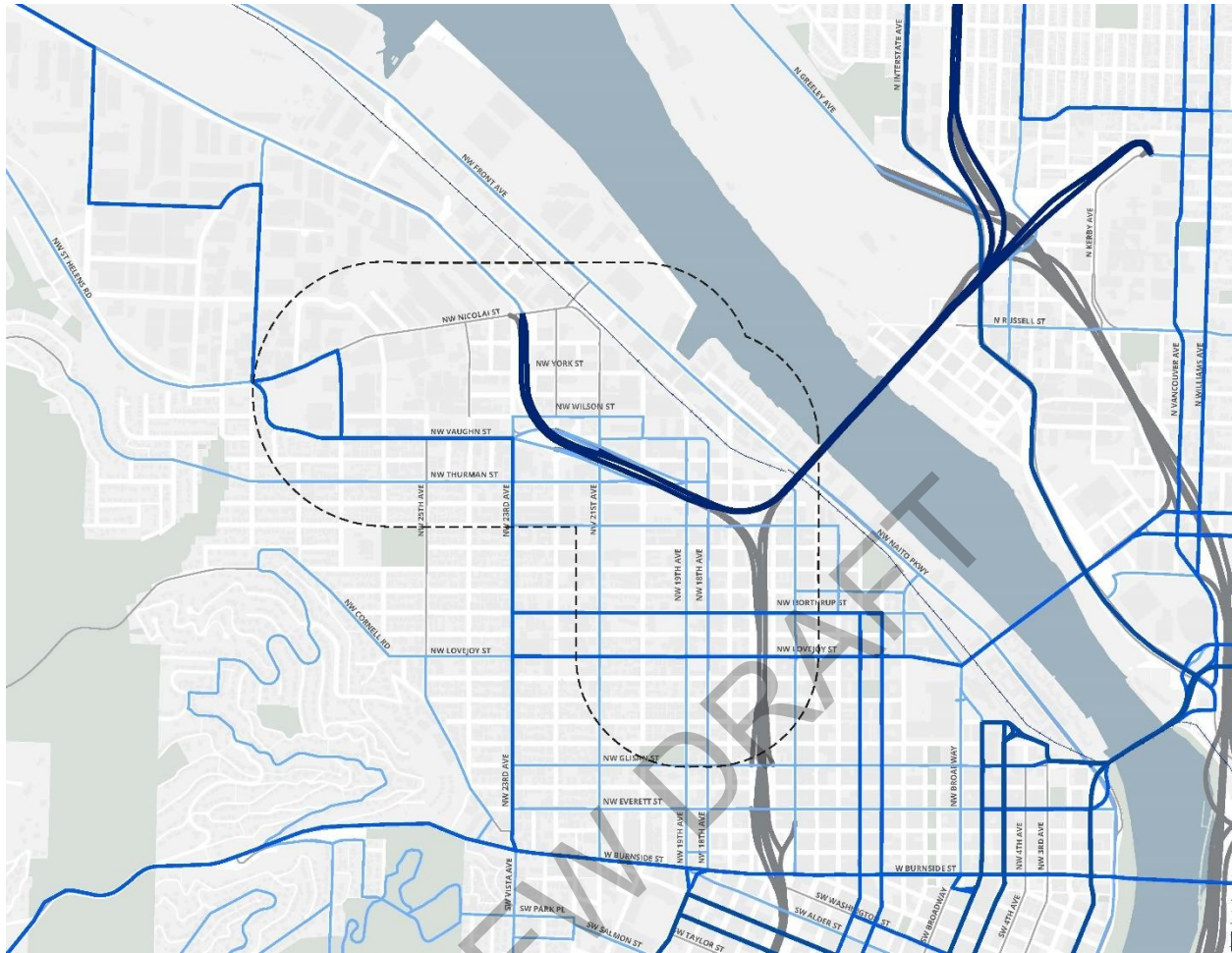


Figure 3 Transit classifications

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. Within the study area, the 24 and 77 bus lines provide north-south connectivity, while the 15 runs north-south at the south end of the area and east to west in the northern study area. Line 24 provides service between Gateway Transit Center, Legacy Emanuel Hospital and Providence Park. Line 77 connects Montgomery Park, NW Portland, Portland City Center, the Rose Quarter, Hollywood, outer NE Portland, Fairview and Troutdale. Line 15 connects Gateway, SE Portland, Portland City Center, and Nob Hill. The route operates on NW 23<sup>rd</sup> and alternates connections to Nob Hill to NW Gordon via Thurman and north to Montgomery Park.

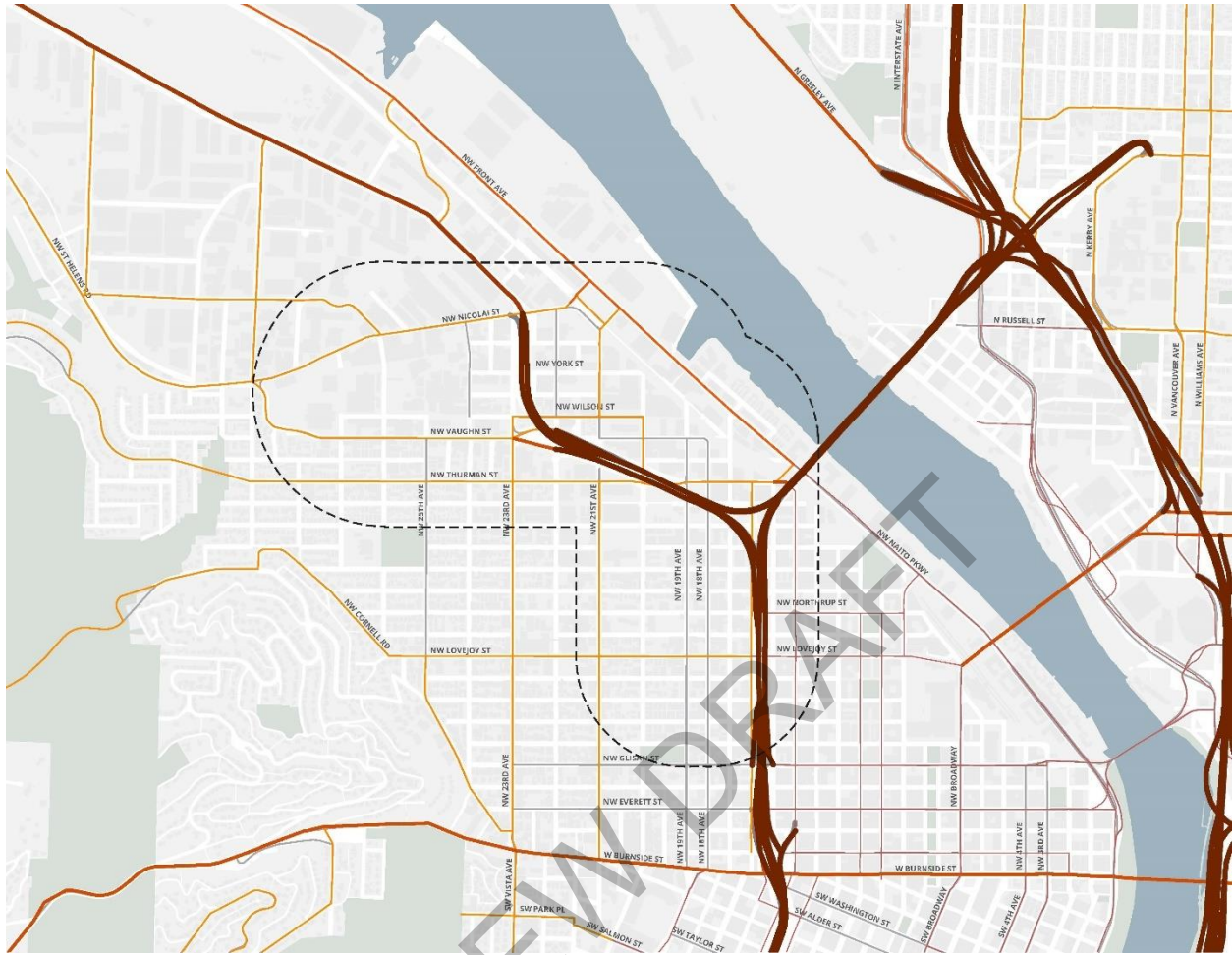
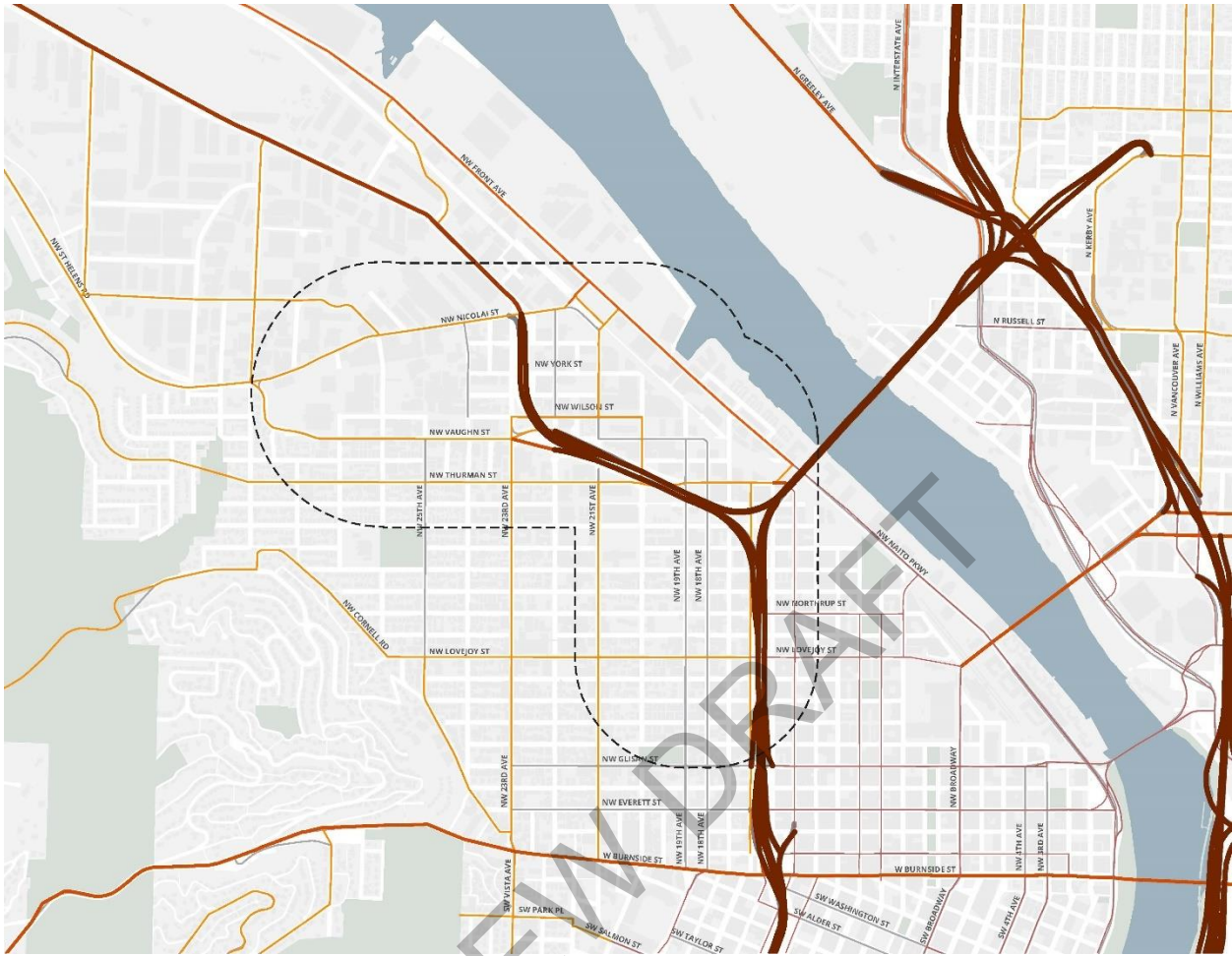


Figure 4 Traffic Classifications

US 30, I-405, and I-5 all fall within the study area of influence. These highways and interstates provide for regional connections. NW Thurman, NW Vaughn, NW 23<sup>rd</sup>, NW 25<sup>th</sup>, and NW Nicolai are classified as Neighborhood Collector Streets which channel traffic from surrounding neighborhoods to larger regional connections.





*Figure 5 Freight Classifications*

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.

## Previous Plans

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. Comprehensive Plan policies most relevant to the MP2H project are listed in the next section.

## Transportation System Plan

The Transportation System Plan, 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.

### **Central City 2035 Plan**

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.

### **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.

### **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. Development in the plan area is regulated in part by the Northwest Plan District (33.562) which specifies additional land use allowances and development standards for parcels within the district.

### **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.

### **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.

### **Comprehensive Plan Policies**

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. Some of the most relevant Comprehensive Plan policies that have been considered as part of the MP2H planning process are listed below. A more complete list is included in the Existing Conditions Report.

#### **General Policies**

**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.

#### **Community Engagement and Equity Policies**

**Goal 2.B:**     **Social justice and equity.** The City of Portland seeks social justice by expanding choice and opportunity for all community members, recognizing a special responsibility to identify and engage, as genuine partners, under-served and under-represented communities in planning, investment, implementation, and enforcement processes, particularly those with potential to be adversely affected by the results of decisions. The City actively works to improve its planning and investment-related decisions to achieve equitable distribution of burdens and benefits and address past injustices.

**Policy 2.3**     **Extend benefits.** Ensure plans and investments promote environmental justice by extending the community benefits associated with environmental assets, land use, and public investments to communities of color, low-income populations, and other under-served or under-represented groups impacted by the decision. Maximize economic, cultural, political, and environmental benefits through ongoing partnerships.

**Policy 2.4**     **Eliminate burdens.** Ensure plans and investments eliminate associated disproportionate burdens (e.g. adverse environmental, economic, or community impacts) for

communities of color, low-income populations, and other under-served or under-represented groups impacted by the decision.

### Urban Form and Growth Policies

- 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.

## Housing Policies

- 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.

## Economy, Jobs and Industrial Land Policies

- 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.

#### Public Facilities Policies

- 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 8.32** **Community benefits.** Encourage providing additional community benefits with large public facility projects as appropriate to address environmental justice policies in Chapter 2: Community Involvement.
- 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.

#### Transportation Policies

- 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 9.66 Project and program selection criteria.** Establish transportation project and program selection criteria consistent with [Transportation] goals 9A through 9I, to cost-effectively achieve access, placemaking, sustainability, equity, health, prosperity, and safety goals.

### Land Use Mapping Policies

**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.

### Equity Considerations

Equity and equitable development have a major emphasis in Portland planning and investment policies. The following documents include discussion about equity and set the framework for equitable development considerations in the MP2H study.

#### Portland Plan

The Portland Plan, a strategic plan for the city, proffered new directions for the city. A significant focus of the plan was acknowledgement of equity issues regarding public services, investments and decision-making. The Portland Plan included a framework for equity and characterized equity as follows:

*Equity is when everyone has access to the opportunities necessary to satisfy their essential needs, advance their well-being and achieve their full potential. We have a shared fate as individuals within a community and as communities within society. All communities need the ability to shape their own present and future. Equity is both the means to healthy communities and an end that benefits us all.*

*The promise of opportunity is real when:*

- *All Portlanders have access to a high-quality education, living wage jobs, safe neighborhoods, basic services, a healthy natural environment, efficient public transit, parks and green spaces, safe and sound housing and healthy food.*
- *The benefits of growth and change are equitably shared across our communities. No one community is overly burdened by the region's growth.*
- *All Portlanders and communities fully participate in and influence public decision-making.*
- *Portland is a place where your future is not limited by your race, gender, sexual orientation, disability, age, income, where you were born or where you live.*
- *Underrepresented communities are engaged partners in policy decisions.*

#### 2035 Comprehensive Plan Guiding Principles

The 2035 Comprehensive Plan includes five “Guiding Principles” including a principle specifically focused on Equity. The guiding principle on equity calls for the following:

*Promote equity and environmental justice by reducing disparities, minimizing burdens, extending community benefits, increasing the amount of affordable housing, affirmatively furthering fair housing, proactively fighting displacement, and improving socio-economic opportunities for under-served and under-represented populations. Intentionally engage under-served and under-represented populations in decisions that affect them. Specifically recognize, address and prevent repetition of the injustices suffered by communities of color throughout Portland’s history.*

#### Northwest Portland Streetcar Preliminary Racial Equity Analysis

In 2019 the Portland Bureau of Transportation and Portland Bureau of Planning and Sustainability published the *Northwest Portland Streetcar Extension and Land Use Analysis* report. This report, sometimes referred to as the “Phase 1 Report,” outlined preliminary streetcar system expansion and analyzed several different development scenarios for the impact on jobs and housing in the area. This report is a foundation document to the MP2H study. In addition to the study, the Bureau of Planning and Sustainability also published a *Preliminary Racial Equity Analysis* focused on the equity trade-offs associated with potential land use changes in the area. The report identified several key equity challenges posed by the potential for change in the area, and offered recommendation on ways to address these equity issues.

### 3. Public Involvement Summary

Public involvement for the MP2H study is detailed in the Montgomery Park to Hollywood Transit and Land Use Development Study (MP2H) Community Engagement Plan, published in December 2019. The plan describes goals and steps in public engagement process for the study, with acknowledgement of additional emphasis placed on engagement focused on equity and reaching underserved communities and those potentially impacted by public decisions.

The process outlined in the plan has generally been followed, with highlights described below. However, the outbreak of the COVID-19 pandemic in March 2020, and related government orders to reduce in-person contact and business or social gatherings, changed some of the anticipated approach to outreach. Much of the outreach originally anticipated as in-person meetings or group gatherings were adapted to virtual and online events. Much of the anticipated engagement for the MP2H project was scheduled to occur between March 2020 and September 2020, a time when new engagement practices were being developed. Therefore public events, and public participation in the events, has varied somewhat during the process.

#### Neighborhood and Other Group Meetings

MP2H Project staff attended the meetings of neighborhood and business associations in the study area in mid- late-2019, as well as other times during the project, to inform them of the project and collect feedback. This included meetings with:

- Northwest District Association and subcommittees
- Northwest Industrial Neighborhood Association
- Northwest (formerly Nob Hill) Business Association
- Irvington, Grant Park, Laurelhurst, Rose City Park, and Sullivan's Gulch Neighborhood Associations
- NE Coalition of Neighbors and Central Northeast Neighbors
- AIA Portland Urban Design Committee

#### Kickoff Open House

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. About 25 people attended. Meeting materials included a series of informational board that summarized key existing conditions and outlined project goals. Open House attendees were invited to share thoughts and feedback about development scenarios (NW area) and alignment alternatives (NE area). More information and a summary of feedback is available in the Open House Summary under separate cover.

#### Urban Design Concept Virtual Open House

A Montgomery Park to Hollywood Land Use Development Strategy (MP2H) Virtual Open House was held during Summer 2020. The open house and survey were designed to capture public preferences for the Northwest Portland land use development scenarios and Northeast Portland alignment alternatives currently being studied as part of the Urban Design Concept. More information about the development scenarios explored with the public is in Section 3 of this document. About 69 people completed the survey associated with the Northwest Portland design scenarios and about 121 completed the survey associated with the Northeast Portland alignment alternatives.

### **NW Project Working Group**

A Project Working Group (PWG) was recruited to advise the project team on land use and transportation issues being considered in the Northwest Portland study area. The working group was recruited in an open process and was composed of people representing a variety of viewpoints, many with connections to local organizations such as local neighborhood groups, local business groups, transportation advocates, and property owners. The group also included representatives of community based organizations (CBO) that participated in the outreach grants aimed at underserved communities (see below). The PWG met semi-monthly between May 2020 and April 2021. The group acted as a “sounding board” for the northwest portion of the study. The group provided guidance to the project team (city staff and consultants) and served as a conduit for information between community organizations and the team. The PWG reviewed and informed draft products and the public involvement process. The PWG did not vote on proposals and products or make formal recommendations. City staff integrated feedback from the PWG into project materials and the development of proposals and products as appropriate.

### **Community-Based Organization Outreach**

As part of the FTA grant for the project, a portion of grant funds were made available for community-based organizations (CBO) in order to provide/conduct outreach to underserved communities. Four CBOs were selected to participate in the effort:

- Friendly House – NW focus
- Northwest Industrial Business Association – NW focus
- Hollywood Senior Center Urban League Portland – NE focus
- Micro Enterprise Services of Oregon – NE focus

Each of the four grantee organizations conducted additional public outreach to communities they generally serve, many of which included a high percentage of BIPOC community members. The four CBOs conducted outreach to understand community aspirations, concerns and priorities. This feedback was intended to help shape the proposals and the type of public benefits that might be sought to foster equitable development. Each CBO developed an interim report by late 2020 to share information they had gathered. These reports are under separate cover on the project website:

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

## 4. Concept Development and Analysis

### Preliminary Development Scenarios

Three alternative development scenarios were created for the Northwest study area. These alternative scenarios offered alternative land use visions for the study area in NW Portland. Much of the study area is currently in industrial and employment land uses, which is consistent with the existing Comprehensive Plan map and Zoning map designations for the area. The existing conditions are summarized in Section 2 and further detailed in the Existing Conditions report, under separate cover.

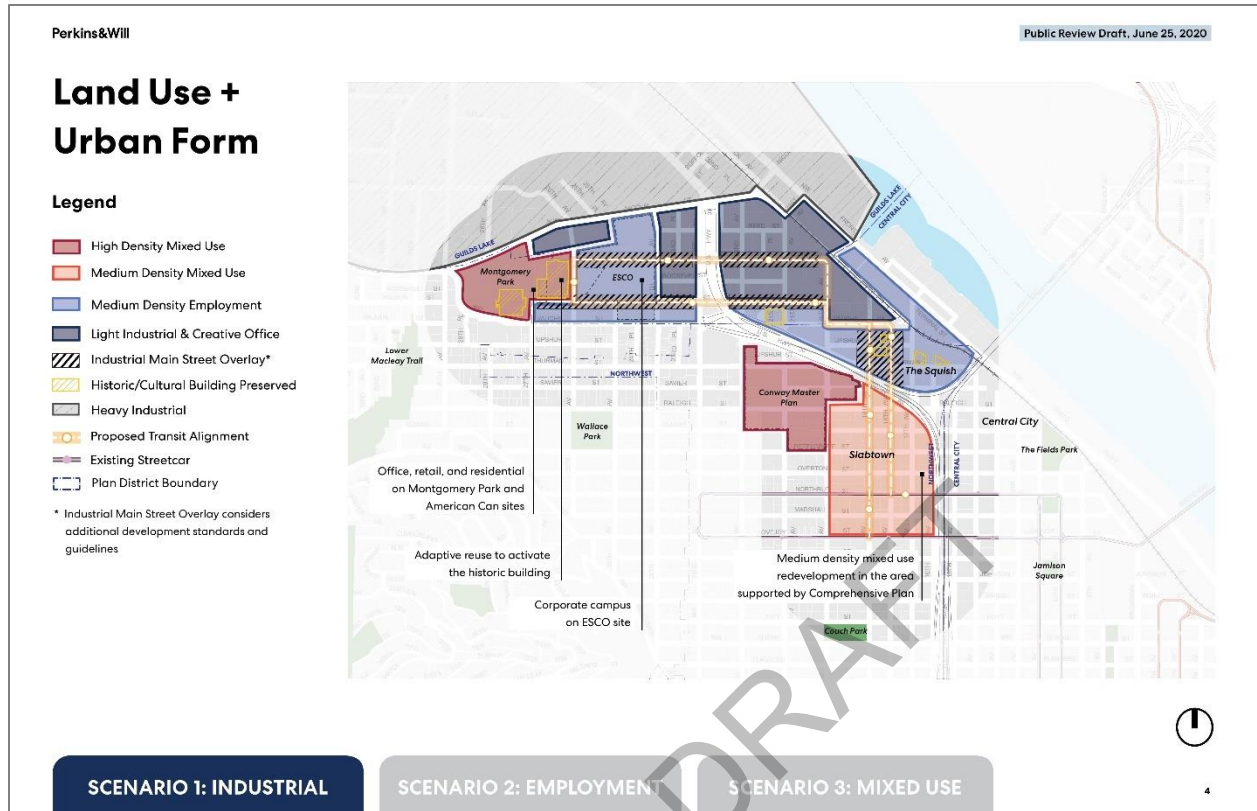
The alternative development scenarios, described briefly below were published in July 2020 for public feedback and further analysis. Additional details on the scenarios, including maps related to the ***District Concept, Land Use and Urban Form, Transportation, and Public Realm*** are included in the MP2H NW Portland Urban Design Concept report. See Section 3 of this report and the Open House #2 Report, under separate cover, for more additional information on the public review and feedback process.

### Scenario 1: Enhanced Industrial

Scenario 1 – Enhanced Industrial, 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 the area, particularly south of Nicolai Street and east of the former ESCO site is currently zoned for General Industrial uses. This scenario supports 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.

#### ***Scenario 1 includes the following attributes:***

1. *Creates an industrial-focused sustainable economy through zoning and land use. The concept allows for more flexibility in land uses to include creative office 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.*

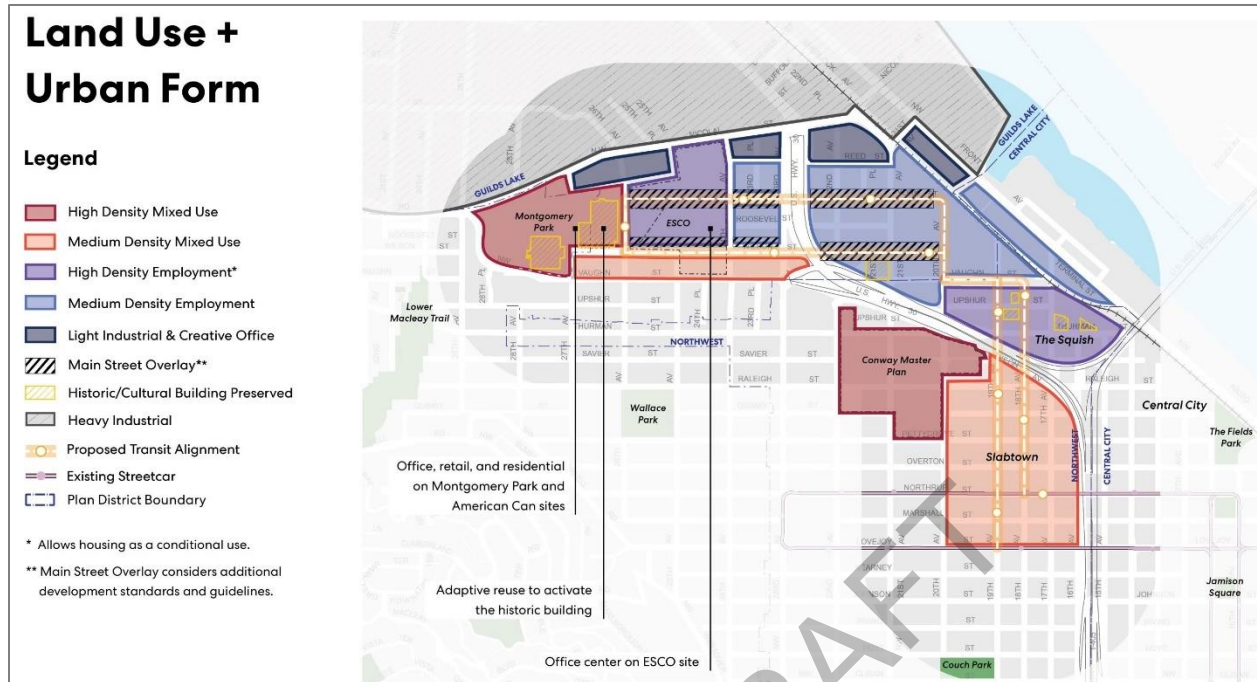


### Scenario 2: Employment

Scenario 2 – Employment, focuses on opportunities to broaden the range of jobs and types of employment in the Northwest Portland portion of the study area. The 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.

#### **Scenario 2 includes the following attributes:**

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.



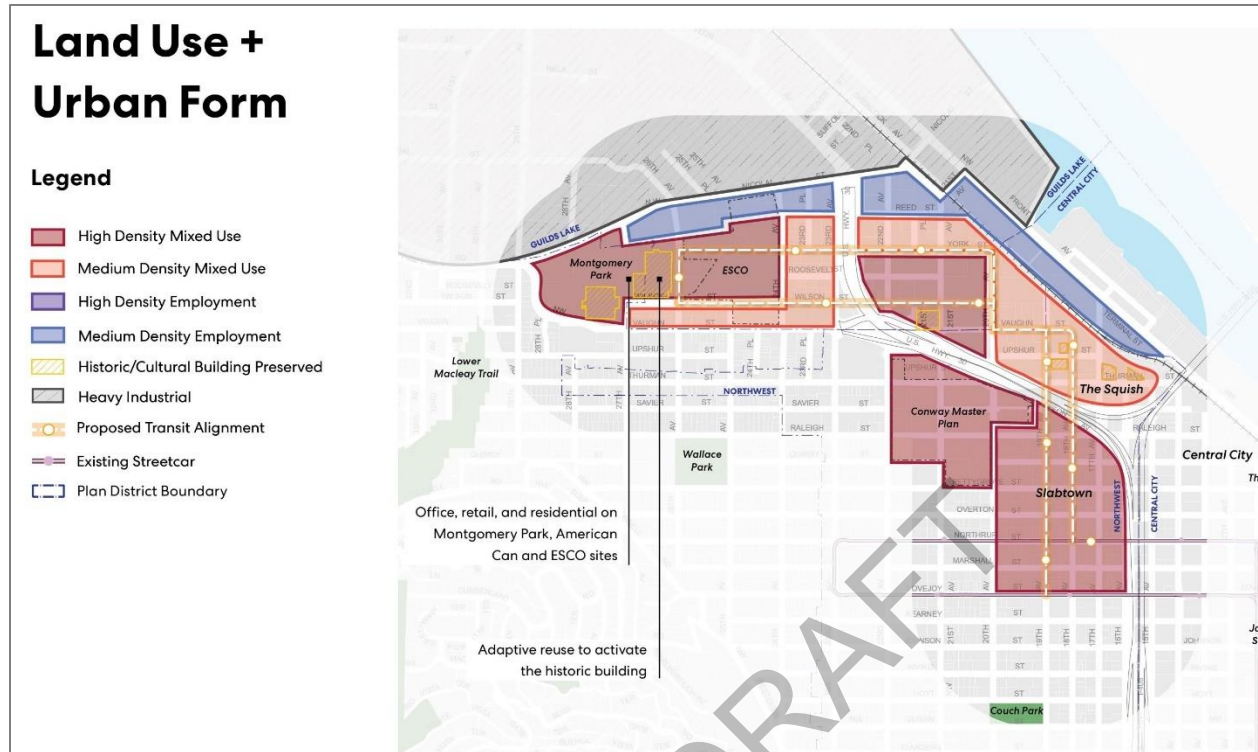
### Scenario 3: Mixed Use

Scenario 3 – Mixed-Use, envisions a transformation of the Northwest Portland portion of the study area into a more complete community with housing, employment and commercial uses. The scenario allows the continuation of many of the area’s industrial uses, but would allow for development of residential, commercial and 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.

#### Scenario 3 includes the following attributes:

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.





### Public Feedback and Further Analysis of Scenarios

The scenarios were shared with the public in a Virtual Open House, and related Information Sessions, in Summer 2020. The scenarios were also discussed with the NW Project Working Group (PWG) in Summer and Fall 2020. Below are some key takeaway findings from responses to the Virtual Open House surveys and information sessions.

Overall, a variety of opinions were expressed about the merits of alternate land use scenarios in Northwest Portland. In response to survey questions, scenario preferences were expressed, but these were generally tempered by comments expressing support for other alternatives.

### 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 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 preference was 20+ stories.*
- *Stronger preference for creating street grid on the ESCO site under this scenario than others.*
- *Strong support for a pedestrian/bicycle bridge over HWY 30.*

### **Scenario Analysis and Alternate Scenario Development**

The three alternate development scenarios were analyzed for their relative impact on jobs, housing units and value of development. These factors are important in determining the tradeoffs associated with the alternative scenarios and the potential public benefits that may be achieved by land use changes, particularly changes that would be supportive of responsive to investments in transit, such as a future streetcar.

The project team analyzed the development scenarios using a land development modeling tool. The process and tool are described in detail in *Appendix G: NW Opportunities and Challenges Report*, under separate cover. Information about the number of jobs, housing units and estimated land value created was shared with the NW Project Working Group between July and October 2020. Highlights of feedback from the public and the project working group are summarized below.

#### **From the Public – open houses**

- *Questions about need/usefulness of transit/streetcar investment*
- *Uncertainties about viability of streetcar or transit supporting industrial land*
- *More support for streetcar with “enhanced industrial” office*
- *Stronger support for high density employment served by transit/streetcar*
- *Strongest support for mixed use served by transit/streetcar*

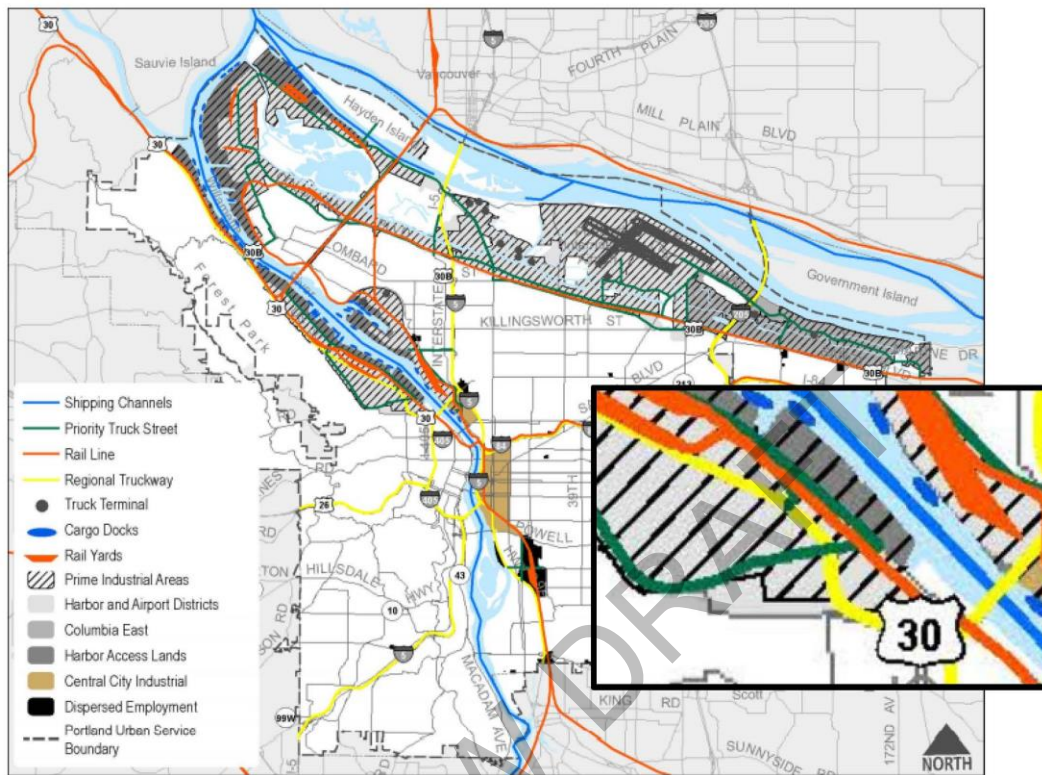
#### **From PWG – meeting discussions**

- *Need for more transportation analysis and better understanding of traffic impacts*
- *Provide information about the baseline/do-nothing scenario - jobs and housing figures*
- *More information about trade-offs and equity implications is needed*
- *Information should be presented clearly with trade-offs defined and no bias*
- *None of the three scenarios offers a clear direction:*
  - *Industrial jobs are important – the equity implications of changes have not been addressed*

- *Employment scenario – this creates a commuter destination that lacks night activity; creates potential traffic impacts*
- *Mixed Use – this is a possible long-term direction, but this has impacts for existing industrial uses and equity implications*
- *A better balance of jobs and housing should be explored*

Further discussion of the merits of the scenarios with the PWG and project team led to consideration of an alternate composite or “hybrid” scenario. Analysis by the project team found that the most substantial changes in housing units, jobs and land value were generated through development of the area west of Highway 30, largely on the now-vacant former ESCO site, but also on other large opportunity sites such as Montgomery Park. The area east of Highway 30, which is more parcelized and developed with existing employment and industrial uses, saw less change through redevelopment, generating fewer new jobs and housing units.

In addition, the City of Portland 2035 *Comprehensive Plan* established an inventory of industrial land supply in conformance with state law. The 2016 Economic Opportunities Analysis (EOA) developed to inform Comprehensive Plan land use allocations found that Portland has a limited supply of required industrial land. As an implementation tool to retain industrial land, Portland adopted Comprehensive Plan policies that seek to retain and maintain a supply of prime industrial land, identified on Comprehensive Plan Figure 6.1. The city also adopted new zoning code map designations and the Prime Industrial Overlay zone (PZC 33.471) which are aimed at the retention and protection of such lands.

*Figure 6-1. Industrial and Employment Districts*

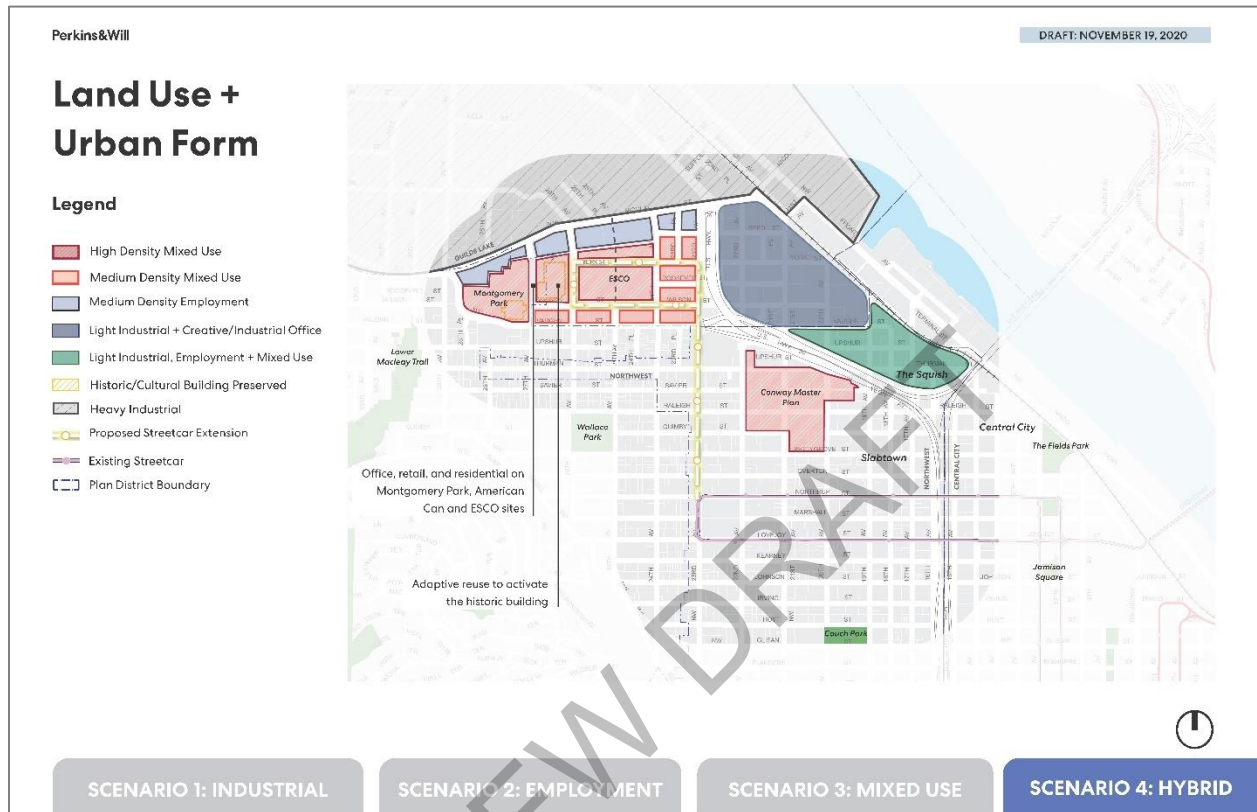
Finally, further analysis of potential streetcar or transit alignments revealed that an alignment on NW 23<sup>rd</sup> Avenue, connecting from the existing streetcar line at NW Northup to NW Wilson and NW York, was more feasible than previously thought.

Given the policy and regulatory framework for retention of industrial lands, greater development opportunity in areas west of Highway 30, and the opportunity presented by a different transit alignment, a hybrid scenario that retains a significant amount of industrial land and focuses change in areas with the most opportunity for transformation was explored.

#### **Scenario 4: Hybrid of Enhanced Industrial and Mixed Use**

Scenario 4 is a hybrid of two existing scenarios. East of Highway 30, it takes the approach of Scenario 1, Enhanced Industrial, retaining industrial uses and industrial Comprehensive Plan map and zoning land use designations. Exploration of allowances for industrial and creative office uses, proffered in Scenario 1, may occur at a future date when questions about the supply of industrial land are resolved through the City's Employment Opportunity Analysis update process. However, this study does not propose any Comprehensive Plan Map or zoning changes east of Highway 30 at this time.

West of Highway 30, the hybrid takes the approach of Scenario 3, Mixed Use, which anticipates a transition in this area away from industrial uses into a dense neighborhood with a broader mix of housing, commercial and potential employment uses.



Analysis of the hybrid Scenario 4 indicated that this scenario produced close to as many housing units, including affordable housing units, as Scenario 3. It also maintained a significant number of industrial and office jobs, while creating more retail and restaurant jobs, compared to the baseline “no change” scenario. A summary comparison of jobs, housing units and value is shown below.

### Development Scenarios Summary Table



	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

### Development Scenarios -- Transportation Realm

As noted above, the consultant team drafted a series of land use proposals spanning a spectrum of change, ranging from small amount (Enhanced Industrial) to a large-scale reimagining of the study area (Mixed Use). Accompanying each land use scenarios were initial proposals around urban form, public realm ideas and a transportation diagram. The transportation proposal explored how the district would operate under the proposed land use scenario. For example, the team explored where a potential streetcar extension would operate and where new streets or pedestrian paths would be required to break up superblock parcels. The team also explored multimodal connection points, and which streets would prioritize transit, bicycles, or freight. The purpose of the transportation realm diagrams was to illustrate the potential difference in district circulation and needs dependent on the proposed type and intensity of land uses. Each scenario drew upon the existing conditions information to incorporate existing projects and build on recently recommended street classifications from the Northwest In Motion Plan.

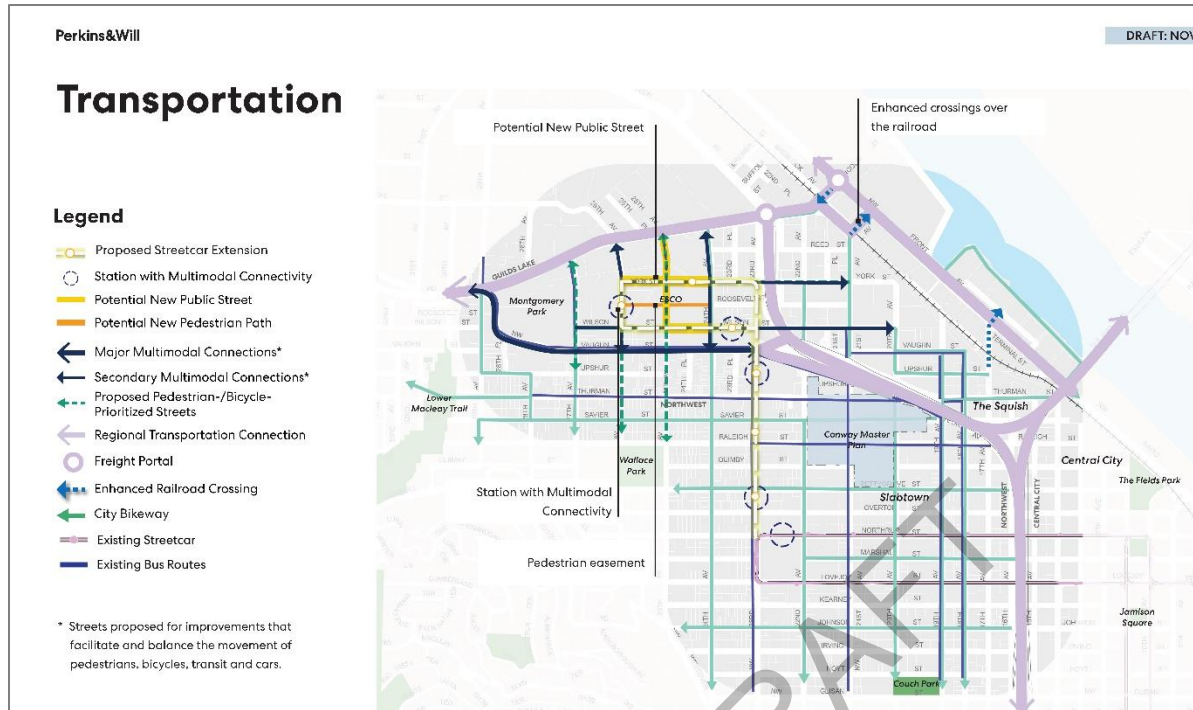


Figure 6 Scenario 4 "Hybrid Proposal" Transportation Realm Diagram

### Development Scenarios – Transportation Demand Modeling

In order to fully understand the tradeoffs of each land use scenario, PBOT ran demand models to understand how many trips each land use scenario would produce, how those vehicle trips would circulate within the district, and if the added trips would bring any intersection or roadway links to a critical congestion point. The team used the Citywide Transportation Demand Model derived from Metro's Regional Transportation Plan model. Project staff first ran a baseline model to determine the number and distribution of trips across the district for the year 2040. The baseline model assumes the zoning included in the City's Comprehensive Plan. The team looked at total trips (volumes) and roadway congestion as measured by volume to capacity (vc).

In 2040 under baseline conditions most roads operated with adequate capacity apart from Lovejoy and Cornell WB. Under scenarios 2 through 4, the total number of trips increased between 27% and 35%. Scenario 1 has the greatest growth in overall trips in part because the growth in trips are likely to be nearly all vehicle trips rather than via transit, bicycles or pedestrians. The trips also tend to enter and exit the district in more concentrated places rather than spreading across the network, and in more concentrated times pointing to more traditional employment schedules/shift oriented trip behaviors. The largest impact observed in Scenario 1 is more congestion on the on-ramp at Vaughn as compared to other scenarios, and congestion on southbound 23<sup>rd</sup> as it approaches Vaughn. While above baseline, the estimated southbound congestion for all alternatives fall between 0.9 and 0.92, still within City standards.

In Scenarios 2, 3, and 4, the results differed slightly but most of the same trends held across the three scenarios. The trips were more distributed across the network, with some trips traveling east shifting to

use the Broadway bridge instead of using the Vaughn on-ramp. The trips were also spread more across the day and less “peaky”. Finally, the types of land uses (a mix of job types, housing, etc.) benefit from a mode split where transit and multimodal transportation absorb some of the new trips generated in the District.

Other similarities across the scenarios are observed on impacted roadways. In each case the on-ramp to Vaughn was over VC 1, denoting congestion. The measurement ranges from 1.02 in Scenario 2 and 1.01 in Scenarios 2 and 3, equating to 30 or so extra vehicles an hour above the baseline. In Scenarios 2, 3 and 4 Lovejoy and Cornell were congested during the peak hour at largely the same rate as the baseline scenario. In these scenarios there is also improvement over the baseline on some local roadways. These include on 23<sup>rd</sup> Avenue on the northbound approach to Vaughn, on Vaughn between 25<sup>th</sup> and 26<sup>th</sup>, and on 24<sup>th</sup> between Wilson and Vaughn.

Scenario in 2040 Conditions	Changes in district trips/ changes with mode shift from land use	Transportation Impacts
Baseline	4630 trips	<ul style="list-style-type: none"> <li>WB Cornell vc 1.31 in baseline</li> </ul>
Scenario 1 Industrial	6231 +35%	Increased congestion: <ul style="list-style-type: none"> <li>Greatest impact to on ramp at Vaugh (vc grows from .95 to 1.04)</li> </ul>
Scenario 2 Employment	5980 +29%	Increased congestion: <ul style="list-style-type: none"> <li>On ramp at Vaughn becomes 1.02 vc</li> <li>WB Cornell 1.32 vc</li> </ul> Improved conditions on some local streets from baseline: <ul style="list-style-type: none"> <li>23<sup>rd</sup> NB approach to Vaughn,</li> <li>On/off ramps to Broadway bridge from Broadway approach</li> </ul>
Scenario 3 Mixed Use	5917 +28%	Increased congestion: <ul style="list-style-type: none"> <li>On ramp at Vaughn becomes 1.01 vc</li> <li>WB Cornell 1.31/ 1.32 vc</li> </ul> More trips shift to use Broadway bridge to and exit HWY 30 at Nicolai  Improved conditions on some local streets from baseline: <ul style="list-style-type: none"> <li>23<sup>rd</sup> NB approach to Vaughn,</li> <li>Vaughn between 25<sup>th</sup> /26<sup>th</sup></li> <li>On/off ramps to Broadway bridge from Broadway approach</li> </ul>
Scenario 4 Hybrid	5898 +27%	Increased congestion: <ul style="list-style-type: none"> <li>On ramp at Vaughn becomes 1.01 vc</li> </ul> Improved conditions on some local streets from baseline: <ul style="list-style-type: none"> <li>23<sup>rd</sup> NB approach to Vaughn</li> <li>Vaughn between 25<sup>th</sup>/26<sup>th</sup></li> <li>Wilson WB</li> <li>Overton/ Northrup WB</li> </ul>

This initial modeling phase was conducted to help staff and working group members compare impacts of different proposed land use scenarios. The demand model demonstrated that while the district can largely absorb the proposed land use changes, there are pinch points where congestion could build during the peak travel hour. Staff will explore transportation interventions and mitigations to address the impact of added trips to the area. These could be infrastructure changes like intersection reconfigurations, added stop lights, reconfigured traffic flows, or improved multimodal facilities. It will also include programmatic elements like transportation demand management, parking controls, transit investments or subsidies for multimodal transportation. A transportation planning phase to follow in Spring 2021 will take a more fine-grained approach to district circulation and modeling at the intersection level.

### **Transit Alignment and Mode Alternatives**

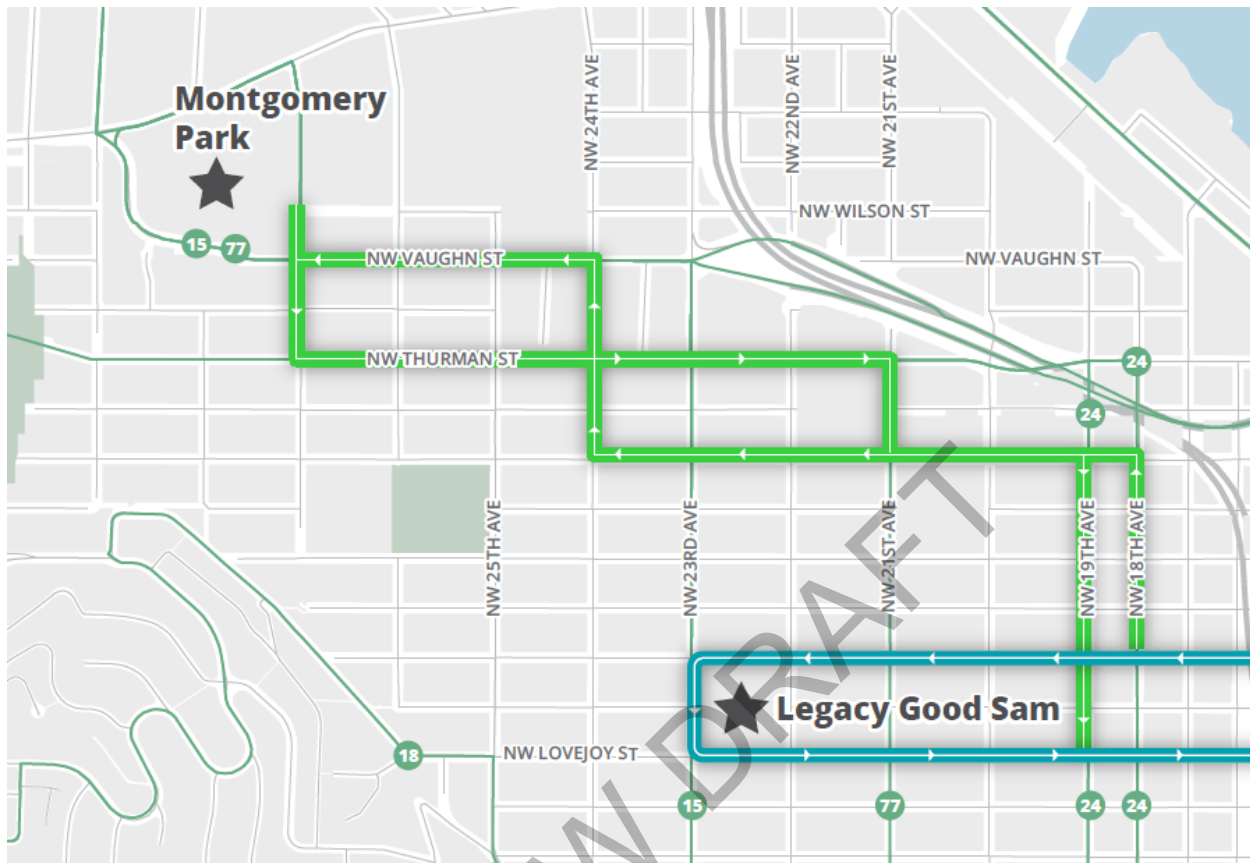
The presence of major industrial firms in Northwest Portland left a lasting imprint in the district, shaping the form and function of the neighborhood and providing hundreds of living-wage jobs. In more recent decades, the nature and demands of urban industry have changed. In NW Portland, this is most reflected in the loss of major industrial tenants such as Conway and ESCO and a shift in the Comprehensive Plan land uses for these sites. Over the past decade, the land use that was once used for Con-way's logistic operation has given way to a dense, sustainable new urban neighborhood. The ESCO site sits largely vacant and has a similar opportunity to become a place of work for a new generation of jobs, housing, or a mix of the two. These two large sites, along with the large concentration of jobs at Montgomery Park and the plans for added housing, present a unique opportunity for large scale mixed-use development in close proximity to the Central City.

Streetcar has long been a catalyst for similar developments, and an important transportation tool for serving new jobs, housing, and services. Streetcar is a sustainable all-electric and high capacity transit mode that has a proven track record of delivering broad community benefits such as parks and affordable housing. Streetcar currently serves important destinations in Northwest Portland such as the Legacy Good Sam Hospital, 23<sup>rd</sup> Avenue, and dense multifamily housing buildings in the district. The Portland Streetcar has also participated in Portland's Transportation Wallet. The Transportation Wallet is a pass that allows holders to ride Portland streetcar and TriMet buses for free, and use BikeTown, amongst other benefits. Revenue from the NW Parking District has helped PBOT to subsidize the Transportation Wallet to seniors and low-income Portlanders in NW Portland.

Montgomery Park has been identified as a highly desired streetcar destination in the Regional Transportation Plan, City of Portland Transportation Plan and Comprehensive Plan, and while some exploratory planning and engineering has been done on potential routes, there has never been a widely preferred alignment. Initial plans for a major redevelopment surrounding Montgomery Park, coupled with land use changes at ESCO and increased intensification at other nearby properties prompted a closer consideration of how streetcar, or some other high-quality transit service, could serve this area.

The project team looked at previously considered alignments, as well as new alignments on 18<sup>th</sup> and 19<sup>th</sup> and weighed the opportunities and constraints of each. Below are four potential streetcar route alignment and the accompanying considerations:

## ALIGNMENT A



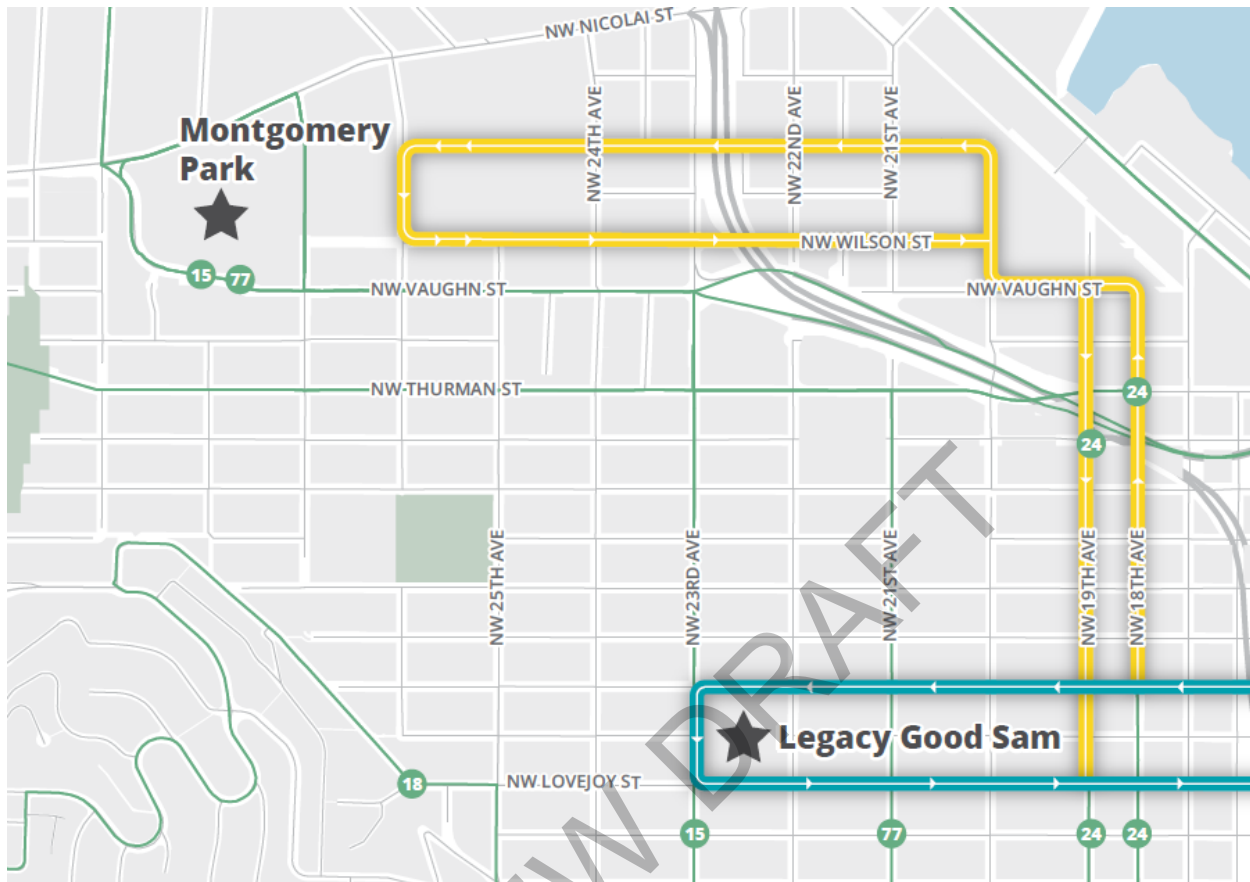
**Description:** New line connecting to Montgomery Park via a combination of NW Raleigh, Thurman and Vaughn St with service to the eastside Convention Center.

### Key Considerations:

- Compatible with adopted plans including Streetcar Concept Plan, Conway Master Plan and Northwest District Plan
- Serves existing and new housing and retail in Slabtown. Service plan would double service between Pearl and Convention Center
- Alignment uses narrow streets with tight turns, will require right-of-way acquisition and potentially moving the 19<sup>th</sup> Avenue bike lane location within the roadway cross section
- Creates a slow, circuitous route to final destination
- Portions of alignment run through historic areas with low planned densities for future housing and jobs
- Much of the alignment is within a quarter mile of existing streetcar service
- Requires 2.7 miles of new track construction and six new streetcars



## ALIGNMENT B

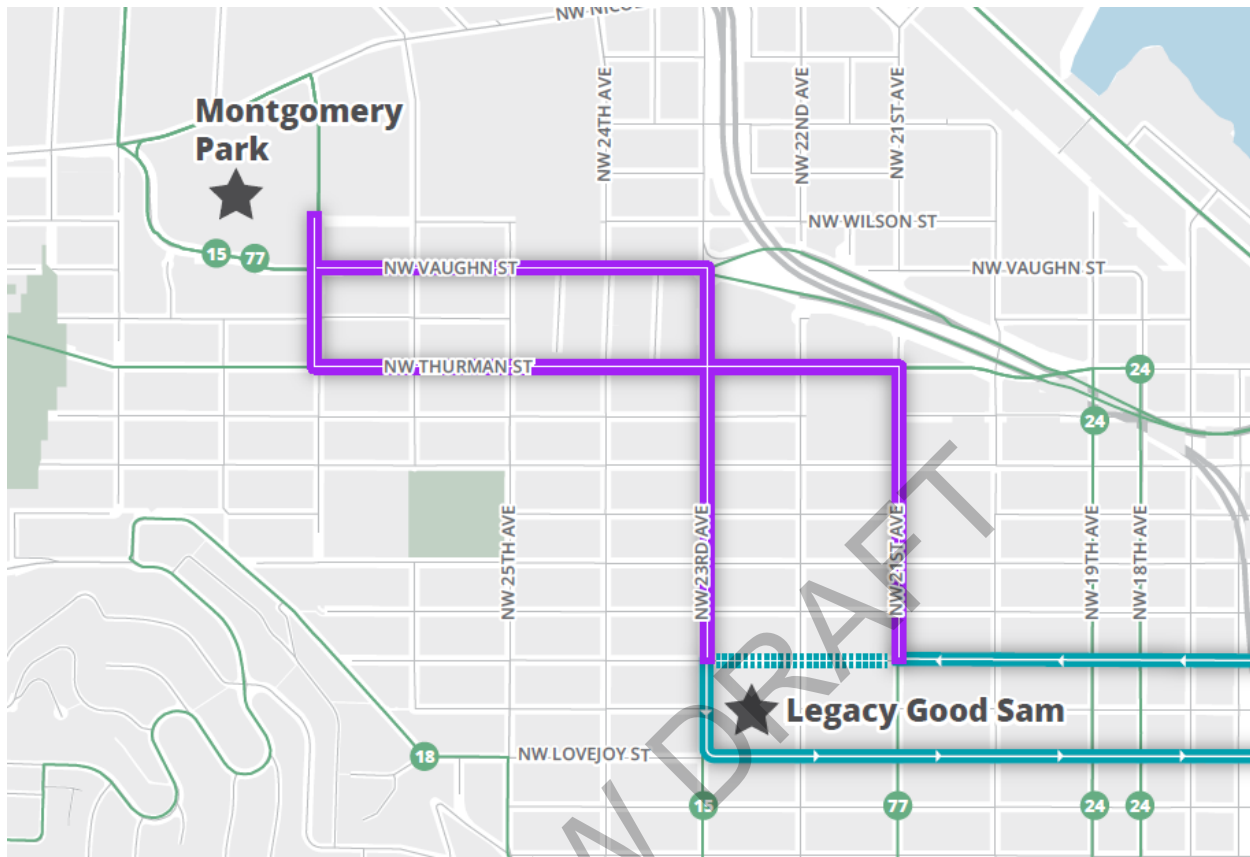


**Description:** New streetcar line heading north along NW 18th & 19th Ave; Connecting to Montgomery Park via NW York & Wilson with service to the eastside Convention Center.

### Key Considerations:

- Opportunity for spurring growth in jobs and housing in empty or underutilized parcels
- Strong interest and support from adjacent properties
- Strong potential for a community benefits agreement to support city-wide goals
- Provides new, high quality transit and transportation connections to a district with limited transit access today
- Inconsistent with existing adopted zoning and industrial sanctuary policies
- Requires right-of-way acquisition between NW 24th to 26th through ESCO site
- Requires 3.5 miles of new track construction and six new streetcars, new streetcar barn

## ALIGNMENT C

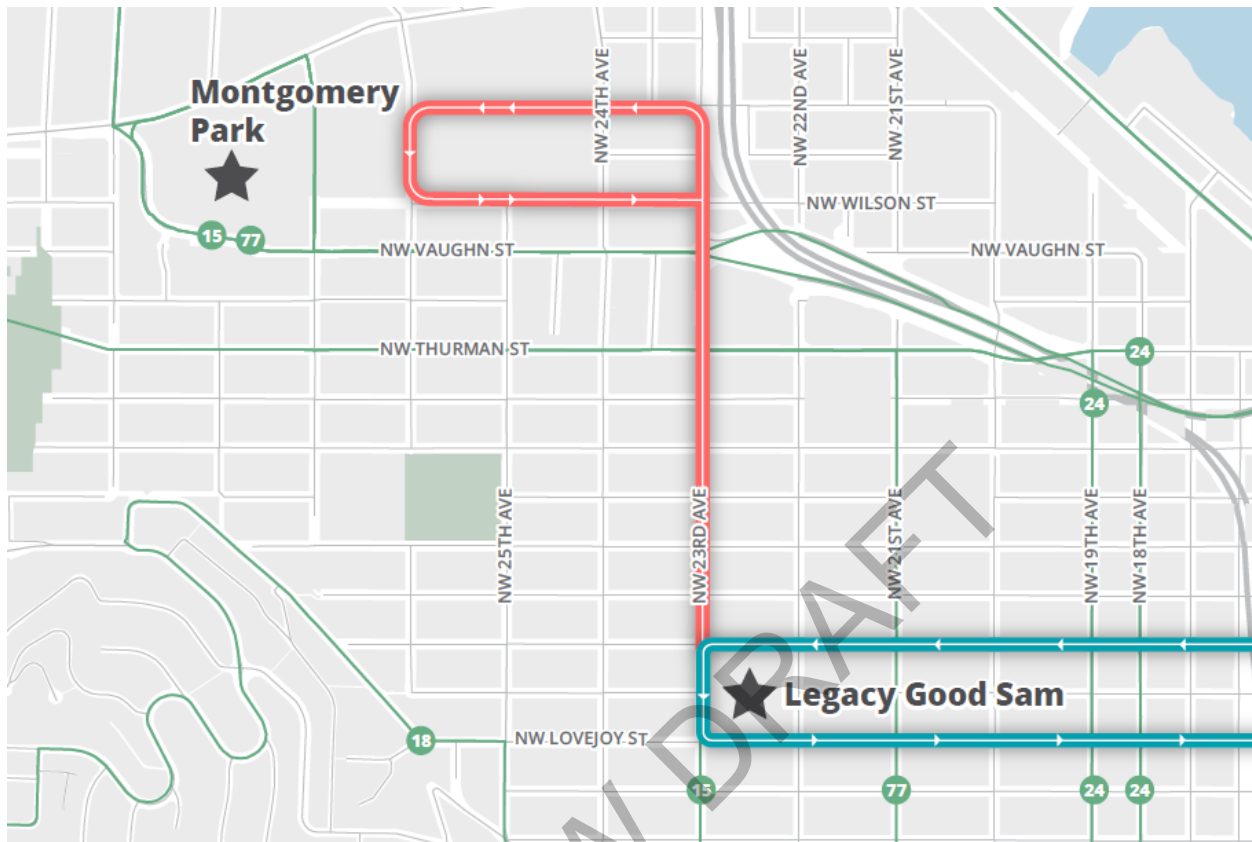


**Description:** Extension of existing N/S streetcar service, connecting to Montgomery Park primarily via NW 21st and 23rd Avenue.

### Key Considerations:

- Compatible with adopted plans including Streetcar Concept Plan, Conway Master Plan and Northwest District Plan
- Focuses transit investments on NW 21<sup>st</sup>, NW 23<sup>rd</sup> Ave, Thurman and Vaughn main streets
- Limited zoning and ROW capacity on NW Thurman; likely requires parking removal on Thurman.
- Tight turning movements may generate unwanted noise in residential neighborhoods (e.g.- Thurman to 27<sup>th</sup>)
- Turning movement from NW Vaughn to NW 23<sup>rd</sup> is likely to create issues with the ODOT/I-405 interchange and get stuck in rush hour congestion queueing for the freeway onramps
- Limited value capture opportunity due to serving existing and recently redeveloped neighborhoods
- Requires closure of stations serving Legacy Good Samaritan hospital between NW 21st and 23<sup>rd</sup>
- Routing would require those accessing Legacy Good Samaritan hospital from the City Center to stay on the route much longer before disembarking, or walk multiple blocks from a Lovejoy stop which could be particularly difficult for the elderly or infirm
- Requires 2 miles of new track construction and tie-in to existing system, makes Alignment C much more cost competitive for capital and operations than a new line
- Requires purchase of two additional streetcars

## ALIGNMENT D



**Description:** Extension of existing N/S streetcar service, connecting to Montgomery Park along NW 23rd Ave tying into a couplet along NW York and Wilson St.

### Key Considerations:

- Compatible with adopted plans including Streetcar Concept Plan, Conway Master Plan and Northwest District Plan, Guilds Lake Plan
- Limited policy conflicts with industrial sanctuary and Comprehensive Plan
- Narrow redevelopment opportunity along NW 23<sup>rd</sup>, but serves Main Street destinations and attractors
- NW 23rd Ave is an identified need for a major street rebuild in near future – potential synergy for projects
- Significant construction impacts on NW 23rd, will likely requiring some parking removal in conjunction with meeting street standards that accompany a street rebuild
- Would offer quick, direct link to Montgomery Park without sacrificing direct route to Good Sam
- Would require shaving corner of property at Northrup and 23<sup>rd</sup> to enable NB turn
- Requires 1.3 miles of new track and 2 additional streetcars, makes Alignment C much more cost competitive for capital costs
- Short extension of NS line also requires significantly less annual operating costs

### **Why a York/Wilson couplet?**

Several of the proposed alignments to serve Montgomery Park use a York/Wilson loop that turns onto NW 26<sup>th</sup>. This proposed alignment is a result of preliminary engineering analysis conducted in 2018/2019 via funding grant from City Council to explore streetcar feasibility in servicing Montgomery Park. The work included advanced conceptual engineering with typically equates for 5 to 15 percent design depending on availability of existing information to inform level of design. This effort was focused on identifying fatal flaws, viability of turning movements and tie-ins, and topography and utilities that would inform alignment choices north of Vaughn, serving the Montgomery Park destination.

The original preferred alignment alternative included a number of options for routing on NW York St and NW Wilson St. Included in these options were: one-way versus two-way running on one or both streets; variations on an end-of-line configuration at Montgomery Park; and an eastside turnback presumed to be on NE Hoyt St. Below are considerations from each alignment alternative that was evaluated.

#### **Alternative 1: Two-Way Track on Wilson**

The first option considered was a two-way on NW Wilson St between NW 20th Ave and NW 27th Ave with the following pros and cons:

- Double track configuration provides limited locations to place track without impacting existing utilities
- Requires relocation of an existing 20-inch waterline on NW Wilson St for about six blocks with an estimated \$1M in relocation costs, substantially driving up project costs
- Impacts to traffic in/around the intersection of NW 23rd Ave/NW Wilson St would be doubled (especially related to its coordination with the existing ODOT signal at NW 23rd Ave/NW Vaughn St) with a two-way streetcar on NW Wilson St.
- Provides either parking or bike lanes on NW Wilson St but not enough room for both
- Structural improvements necessary for the NW Wilson St bridge were found to be roughly equivalent whether a one or two-way track configuration across the bridge was proposed
- Many end-of-line (EOL) configurations were considered for the Two-Way NW Wilson St option, though all had significant challenges. End-Of-Line options for a NW Wilson St Two-Way are summarized below

#### **Two-Way Track on Wilson with Tail Track on 27<sup>th</sup>**

The first end-of-line option for the Wilson Two-Way configuration was a tail track south of NW Wilson St on NW 27th Ave between NW Vaughn St and NW Upshur St.

- The Northwest in Motion Plan proposes NW 27th Ave as a neighborhood greenway, which could conflict with tail track configurations in this block
- Closing commercial and residential driveways would be unavoidable if providing a station and a layover space for streetcar. This configuration could also block thru traffic
- Creates significant curb/ROW impacts at the southeast corner of NW Wilson St/NW 27th Ave, as well as significantly recessed stop bars which can create issues with vehicle compliance
- New signals are needed at NW Wilson St/NW 27th Ave and NW 27th Ave/NW Thurman St for streetcar movements

#### **Two-Way Track on Wilson with Tail Track on Wilson**

The second end-of-line option for the Wilson Two-Way configuration was a tail track on the northside of NW Wilson St between NW 26<sup>th</sup> Ave and NW 27<sup>th</sup> Ave.

- Exclusive single-track guideway on the north side of NW Wilson St between NW 26th Ave and NW 27th Ave for EOL station and layover space.
- New signal and transit only phase required at NW Wilson St/NW 26th Ave but avoids impacts to NW Wilson St/NW 27th Ave intersection.
- Removes on-street parking for an entire block
- Avoids existing sidewalk vault on south side (may have been removed with recent re-development; to be confirmed in later phases if necessary)

**Two-Way Track on Wilson with Tail Track on 26<sup>th</sup> Ave**

The third end-of-line option for the Wilson Two-Way configuration was a tail track on NW 26<sup>th</sup> Ave north of NW Wilson St.

- Exclusive single-track guideway on east side of NW 26th Ave between NW Wilson St and NW York St for EOL station and layover space
- Requires property from ESCO, but provides opportunity to create signature pedestrian/transit plaza outside of main roadway traffic and avoids impacts to existing utilities in NW 26th Ave (including 20-inch water line)
- Removes on-street parking on east side NW 26th Ave, and some on north side of NW Wilson St east of NW 26th Ave for track curves
- Creates significant curb/ROW impacts at the northeast corner of NW Wilson St/NW 26th Ave, as well as significantly recessed stop bar
- New signal needed at NW Wilson St/NW 26th Ave for streetcar movements

**Alternative 2: One-Way York/ Wilson Couplet – with 27<sup>th</sup> Ave loop**

The Two-Way option on Wilson had several challenges: the largest being the end-of-line tail track configurations. The second alignment option was a one-way couplet which solved the end-of-line issues by creating a loop turnaround, so that tail track was not necessary.

A one-way couplet on NW York St and NW Wilson St was considered with a turnaround loop on NW 27th Ave with the following considerations:

- Provides adequate space for both on-street parking and a bike lane on both NW York St and NW Wilson St creating access for all modes to high-activity destinations (whereas NW Wilson St Two-Way could provide only parking or bike lane on NW Wilson St, but not both)
- There is no existing ROW for NW York St alignment between NW 24th Ave and NW 27th Ave – to complete the couplet, a new street on NW York St alignment through ESCO property would require new ROW and new roadway construction
- Significant regrading and building/parking lot impacts on NW York St alignment between NW 26th Ave and NW 27th Ave through Montgomery Park property
- Due to the significant grade difference between the Montgomery Park parking lot and NW 27th Ave, a NW York St alignment through the Montgomery Park property could require a retaining wall of 250 LF adding substantial project cost
- Montgomery Park is proposing to repurpose the existing garage at NW York St/NW 26th Ave as a food hall which could require NW York St alignment to shift north at or east of NW 26th Ave to avoid existing garage/driveways. This shift would impact ESCO parcels as well
- There is no existing ROW for NW 27th Ave from NW York St to NW Wilson St, though it currently functions as a public roadway. If improvements are proposed on NW 27th Ave due to the streetcar, ROW would likely need to be dedicated



- If streetcar is placed in an exclusive guideway on the east side of NW 27th Ave, the track turn from southbound to eastbound at the northeast corner of NW Wilson St/NW 27th Ave would impact the curb/gutter and sidewalk and would require a retaining wall (and possibly additional ROW) on the existing parking garage property. This could also impact fire access to the south side of existing buildings on the north side of NW Wilson St
- Impacts to existing bus layover spaces on NW 27th Ave - NW 27th Ave would need to be widened to accommodate a bus lane on west side, one traffic lane in each direction, and exclusive streetcar guideway on the east side; proposing to reconstruct 300 - 400 LF of eastside curb to widen
- An alternative could be to move the exclusive streetcar guideway to the west side of NW 27th Avenue within the current bus curb lane, with the understanding that once streetcar services starts the buses will be rerouted. This would also help reduce impacts to the northeast corner of NW Wilson St/NW 27th Ave due to track curves. However, it would also require a signal to allow streetcar to cross from east to west side of NW 27th Ave from the NW York St alignment through Montgomery Park garage property. Station and layover space on the west side of NW 27th Ave is also limited

**Alternative 3: One-Way York/Wilson Couple – with 26<sup>th</sup> Ave Loop (Preferred Alignment)**

After identifying the challenges to the to the Two-Way NW Wilson St option and the One-Way Loop to NW 27th Ave option, a meeting was held with property owners to review current options and challenges. Following an October 2019 meeting with property owners along the corridor to review one-way and two-way option pros and cons, the team decided to evaluate the one-way couplet option with the turn at NW 26th Ave as the western-most edge.

This option avoids the difficulties (discussed in above sections) of double-track on NW Wilson St as well as end-of-line options in and around NW 27th Ave/NW Wilson St (tail tracks or a NW 27th Ave loop), while providing the benefits of an end-of-line loop on the NW York St/NW Wilson St couplet. The couplet expands the influence of streetcar benefits to a larger area and allows space for parking and bike lanes on both NW York St and NW Wilson St, while also providing a loop turnaround along the east side of NW 26th Ave. The NW 26th Ave loop provides streetcar storage and layover space along with the opportunity to integrate into the overall ESCO development as a signature pedestrian/transit plaza. Considerations include:

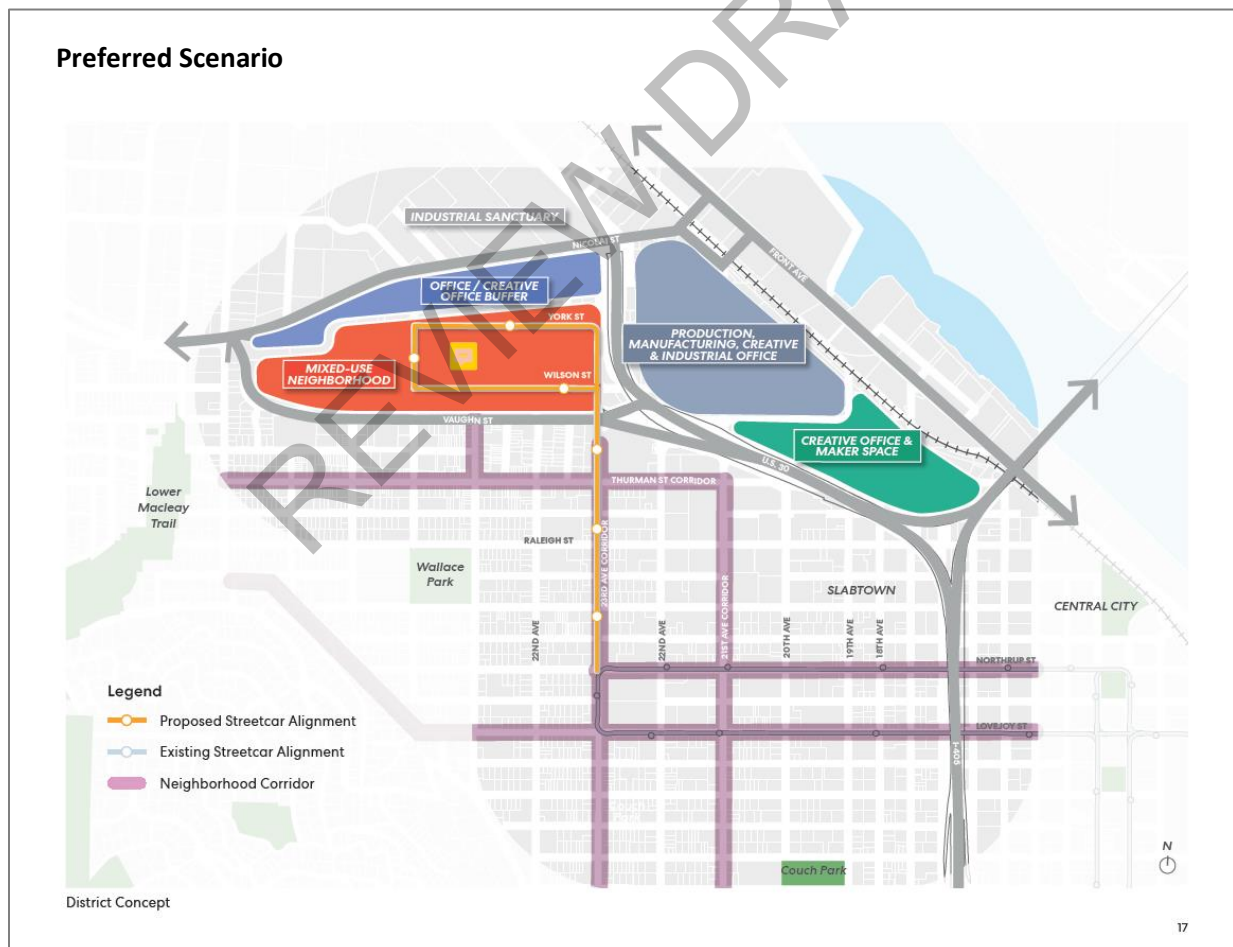
- Utilizes much of the end of line, placemaking benefits from the Option 1, tail track on NW 26<sup>th</sup> Ave variation, but with the added value of a loop rather than a tail track
- Includes exclusive single-track guideway on east side of NW 26th Ave between NW Wilson St and NW York St for end of line station and layover space
- Requires property from ESCO, but provides opportunity to create signature pedestrian/transit plaza outside of main roadway traffic and avoids impacts to existing utilities in NW 26th Ave (including 20-inch water line)
- Removes on-street parking on east side NW 26th Ave, and some on north side of NW Wilson St east of NW 26th Ave for track curves
- Creates significant curb/ROW impacts at the northeast corner of NW Wilson St/NW 26th Ave, as well as significantly recessed stop bar
- New signal needed at NW Wilson St/NW 26th Ave for streetcar movements

## 5. Preferred Scenario

The “Preferred Scenario” - an evolution of Scenario 4: Hybrid - is a concept for future development in the Northwest Portland study area that envisions opportunity for more transit-oriented, mixed-use development west of Highway 30, and a preservation and enhancement of industrial and employment-oriented land uses east of Highway 30. The area west of Highway 30 would potentially be served by an extension of the Portland Streetcar as shown in Alignment D in the previous section. The alignment would run north on NW 23<sup>rd</sup> Avenue and form a loop on NW York, NW 26<sup>th</sup> Avenue, and NW Wilson Street to serve the area.

The preferred scenario:

- Builds on the Hybrid Scenario 4.
- Acknowledges current city land use policy, and ongoing analysis of industrial land supply needs.
- Suggests a future direction for the Northwest study area, including increased density and a wider mix of uses in portions of the NW study area, provided industrial land needs can be addressed in upcoming Economic Opportunities Analysis (EOA) or mitigated by other means.
- Offers opportunity to create land value that could translate into public benefits.



## **West of Highway 30**

West of Highway 30, the Preferred Scenario calls for a transition an intense mix of land uses including housing, employment/office, institutional uses, and supportive commercial/retail uses.

### **Land Use Designations and Zoning: Transition to a Mixed-use District**

The Comprehensive Plan Map would be changed to a mixed-use designation for much of the area west of Highway 30. The designation would be Central Employment (EX) which is implemented by the EX zone. The Central Employment *Comprehensive Plan* designation and corresponding EX zone allows a broad mix of land uses, including office and other employment uses, high density residential, commercial/retail, and institutional uses. The design (d) overlay zone is required in EX-zoned areas. Application of the Central Employment EXd zone might be delayed, or feature limited allowances for development (e.g., limited FAR; limitations on housing and retail), until the conditions noted below and in Section 6 are put in place or met.

While preliminary analysis on the Preferred Scenario suggests that residential mixed use development is the most likely market-based outcome for development in this scenario, the EX designation allows for dense employment uses that are also supportable with a significant transit improvement such as streetcar. Residential uses could be limited in areas to limit conflicts and impacts near industrial areas. To further limit conflicts with existing and future industry, lower-intensity General Employment Comprehensive Plan designations would be applied in the area along NW Nicolai, implemented by zones that prohibit housing. This area is intended to serve as a “buffer” between mixed use development in the area and industrial uses to the north. A more detailed land use implementation description follows in Section 7.

### **Transportation Network and Framework Street System**

The Preferred Scenario would be served by a multimodal transportation system that includes completion of a street network for the area, as well as planned improvements to transit (streetcar and bus) as well as the completion of a transportation plan that details improvement to the pedestrian, bicycle and freight networks.

The street system envisioned to serve this new area in the Preferred Scenario includes completion and improvement of the following streets:

- NW Wilson Street: complete and improve as a public street from NW 23<sup>rd</sup> to NW 27<sup>th</sup> Avenues. This street would include improvements for streetcar service as either the east-bound leg of a district loop alignment or a two-way tail track off of NW 23<sup>rd</sup> Avenue. Upgraded Wilson Street will include improved pedestrian and bicycle facilities, and act as the east-bound direction of a proposed couplet with NW York.
- NW 23<sup>rd</sup> Avenue: complete and improve as a public street from NW Vaughn to NW Nicolai. This street would include improvements for streetcar service and pedestrians.
- NW 25<sup>th</sup> Avenue: complete and improve as a public street from NW Vaughn to NW Nicolai. The exact location of this north-south street connection could vary depending on future development plans, if approved by PBOT through a Planned Development or master plan review process.

- NW 26<sup>th</sup> Avenue: improve the public street to accommodate streetcar service under a streetcar loop design. The cross section on this north-south street connection could vary depending on future development plans, if approved by PBOT through a Planned Development or master plan review process.
- NW York Street: complete and improve as a public street from NW 23<sup>rd</sup> to NW 26<sup>th</sup> Avenues. The connection is currently envisioned an extension of York street where it currently stubs at NW 24<sup>th</sup>. This street could include improvements for streetcar service in a loop scenario, and improved facilities for pedestrians and bicyclists. The exact location and cross section on this east-bound street connection could vary depending on future development plans, if approved by PBOT through a Planned Development or master plan review process.

### **East of Highway 30**

East of Highway 30, the Preferred Scenario calls for maintaining an industrial and employment focus, with potential flexibility for more creative or industrial office uses, similar to existing allowances in the Central Eastside Industrial District. However, pending additional city-wide industrial land supply analysis, zoning changes to allow for more office use flexibility are not proposed at this time.

#### **Land Use Designations and Zoning: Future flexibility for office uses.**

The Comprehensive Plan Map would remain Industrial Sanctuary and the base zone would remain IG1. The Guilds Lake plan district which currently applies in the area could be amended in the future to allow greater flexibility for some types of office uses, potentially up to a floor area ratio (FAR) of 3:1 for such uses, to allow greater flexibility for existing structures and to foster development that is compatible with industrial and employment uses. Housing and large commercial retail uses would be prohibited. The area would be served by bus transit as appropriate.

### **Land Value, Industrial Lands, and Equitable Development**

The proposed land use changes significantly broaden the array of allowed land uses and the intensity of allowed development in the district west of Highway 30. To a lesser degree, future changes in land use allowances would broaden the array of allowed land uses and the intensity of allowed development in the district east of Highway 30. These changes come at the cost of loss of industrial and employment lands, which is a land use category in limited supply in Portland, and a land use type that also offers opportunities for living wage jobs for those that do not possess a college degree.

The changes envisioned in the area west of Highway 30 are also anticipated to create a significant increase in land value that will accrue to property owners. The 2035 Comprehensive Plan includes policies that encourage equitable development and a greater balance between public and private benefits due to land use actions. To effectively implement a more balanced approach to development, the implementation plan for the preferred scenario calls for regulatory and non-regulatory measures that address the balance of public and private benefits. The following are key equitable development components of the preferred scenario:

1. **Industrial land supply.** Currently, prime industrial land is in limited supply and additional losses would need to be addressed. This can potentially be addressed in several ways:
  - a. Replacing the loss of industrial land by offsetting with additional new industrially-zoned acreage with similar industrial characteristics.
  - b. Funding the rehabilitation of other underused brownfield industrial lands or providing improved access to improve viability of industrial land.
  - c. Finding by the City of Portland in the Economic Opportunities Analysis (EOA) update process that demand for “Harbor and Airport” type industrial and employment land is reduced.
2. **Transit and Transportation System Improvements.** A high-quality transit improvement (streetcar, enhanced bus service, etc.) and planned improvements to the transportation system/street network would be necessary to support a land use change to dense mixed use development in the area.
3. **Public Benefits.** A change in Comprehensive Plan designations and Zoning entitlements creates value for property owners. Implementation of such a land use change would be contingent on a Public Benefits Agreement between the property owners and City of Portland, or another mechanism, identifying a suite of benefits such as:
  - a. Affordable Rental Housing
  - b. Affordable Commercial Spaces
  - c. Equity in Hiring/Contracting practices
  - d. Opportunities for Affordable Ownership
  - e. Public Amenities (park, plaza)

More details about these Conditions for Implementation are described in Section 6 of this report.



## 6. Conditions for Implementation

The MP2H Preferred Scenario for NW Portland offers a vision for transformative change in key portions of the study area, while preserving industrial land and the opportunity for equity-focused industrial jobs in other portions of the study area. The following Section 7 describes the changes proposed to implement the Preferred Scenario. This section describes issues that require resolution prior to fully implementing land use changes.

### Industrial Land Supply

Land in the study area is currently designated for industrial and employment uses, and some areas are designated as prime industrial areas, generally indicated with a “k” overlay zone. Changes to prime industrial areas would need to be offset to meet adopted and acknowledged land supply targets prior to any changes in zoning to implement the preferred scenario vision. Oregon land use law requires finding of adequate land supply for different types of uses. The current Comprehensive Plan land use allocations and findings are in-part based on findings of the 2016 Economic Opportunities Analysis (EOA), which found that Portland currently has a limited supply of land available for various types of employment and industrial uses, including the “harbor and airport” industrial land type (the type assigned in the study area). Given the vision for change in the study area, there are multiple approaches to address this issue:

- **Replacement Land.** Conversion of existing prime industrial areas may be achievable by identifying and designating new industrial land within the city. Portland currently has a limited supply of areas that might be suitable for redesignation as prime industrial land. These areas include lands adjacent to existing prime industrial area that are designated for open space or other land uses. Such areas could potentially be rezoned through public or private actions to address land supply questions. An acre-for-acre offset may be required.
- **Enhancing Viability of Existing Industrial Land.** Conversion of existing prime industrial areas may be achievable by actions that improve the viability of existing employment and industrial land that is constrained due to environmental contamination, lack of sufficient access, or other similar issues that render them nonproductive. The 2016 EOA included estimates of the cost of mitigation for contaminated sites. The cost is estimated at up to \$1,000,000 per acre. A fund could be established for an industrial brownfield clean-up program to make access improvements to constrained sites; as an offset to the loss of prime industrial areas.
- **Economic Opportunities Analysis Update.** An update of the Economic Opportunities Analysis for Portland is currently underway. The study, which will update employment trends, supply and demand forecasts and the correlated need for land use typologies, is expected to be completed in 2022. This study may determine if the city’s employment trends suggest changes in the demand for different types of industrial land. This will result in a new estimate of land supply and related need. If adequate supply is available, land use changes from industrial and employment designations to other use designations such as commercial, residential, mixed use or central employment, may be considered.

### **Transit/Streetcar and other Infrastructure Investment**

A significant investment in high-quality transit is an essential condition for transformation of the area to a high intensity mixed use district. Montgomery Park is the second-largest office building in Portland, and is a significant location for high density employment. Office employment uses such as those located at Montgomery Park are typically well-suited for transit service, and the site is currently served by several Tri-Met bus lines. The site has also long been identified as a place that could be served by Portland Streetcar. However, large portions of the Montgomery Park site are developed as parking, and many of the other sites in the study area are less intensely developed with industrial or employment uses. The vision for the NW Portland study area suggests a significant transformation of the district. The Montgomery Park site would develop more intensely with housing and other commercial, and low-density industrial and employment zoning on the former ESCO site and other nearby parcels would be designated to allow for high density mixed use development with housing, commercial and high intensity employment. These types and intensities of uses would require significant investments in high-quality transit service to ensure that transit, walking, and bicycling would make up a substantial share of trips and prevent the transportation system from falling below performance standards.

Public infrastructure in the study area is largely designed to accommodate industrial development. The street network is incomplete and under-developed by current Portland standards. In addition, the area lacks other amenities that are typically found in dense mixed use areas. These include bicycle and pedestrian systems, parks or plazas, and sanitary sewer and stormwater management systems. Investments in such infrastructure will be required to facilitate transformation of the district. Some of these improvements could potentially be developed in tandem with transit improvements (for example through a Local Improvement District), or be developed incrementally.

### **Other Public Benefits**

Changes in land use designations of the type anticipated – from those that strictly limit land use (industrial/employment) to those that allow an array of more intense uses (mixed use, residential, commercial and high density employment) - can create significant land value benefits for property owners. These changes may also impact public infrastructure and services, and may burden existing workers and residents through job displacement or increased commercial rents or increased housing costs. Therefore, the benefits of significant land use changes are more equitable when the private benefits of increased land value are also shared with the public to offset burdens. New regulatory tools and a public benefits agreement which defines the characteristics and timing of private contributions to public goods is an essential requisite of any changes in the area. The types of benefits anticipated are outlined below.

- **Affordable Housing.** A substantial investment in affordable housing would help provide opportunities for a broad array of Portlanders, including those that may be employed at new service industry jobs created in the new mixed use district, nearby industrial employers, and others that might be affected by rising housing costs. In addition to the required Inclusionary Housing targets, additional affordable units should be provided through a combination of regulatory mechanisms, funding or construction of additional more deeply affordable units, and/or by dedication of land for public housing purposes.

- ***Affordable Commercial Spaces.*** New development often commands the highest commercial rent levels, which are typically only available to national retailers and other credit tenants. Because of this, opportunities for small, local entrepreneurs is often limited. In addition to limiting entry to small business people, this may also affect the pricing and characteristics of goods and services available to residents. Households of lesser means may not be able to access affordable groceries, or services that meet their needs when high rent levels favor national firms or well-funded small businesses. Opportunities should be made available for smaller local businesses to provide an equitable mix of businesses in the new district.
- ***Ownership Opportunities.*** In addition to affordable space for rent or lease, opportunities for affordable ownership should be made available. This may include housing or commercial opportunities. Affordable ownership opportunities can help with equity-related wealth building for communities impacted by Portland's history of redevelopment of low and moderate income areas and offset the wealth that has accrued to those that have benefitted from such redevelopment opportunity and public resources used to facilitate it.

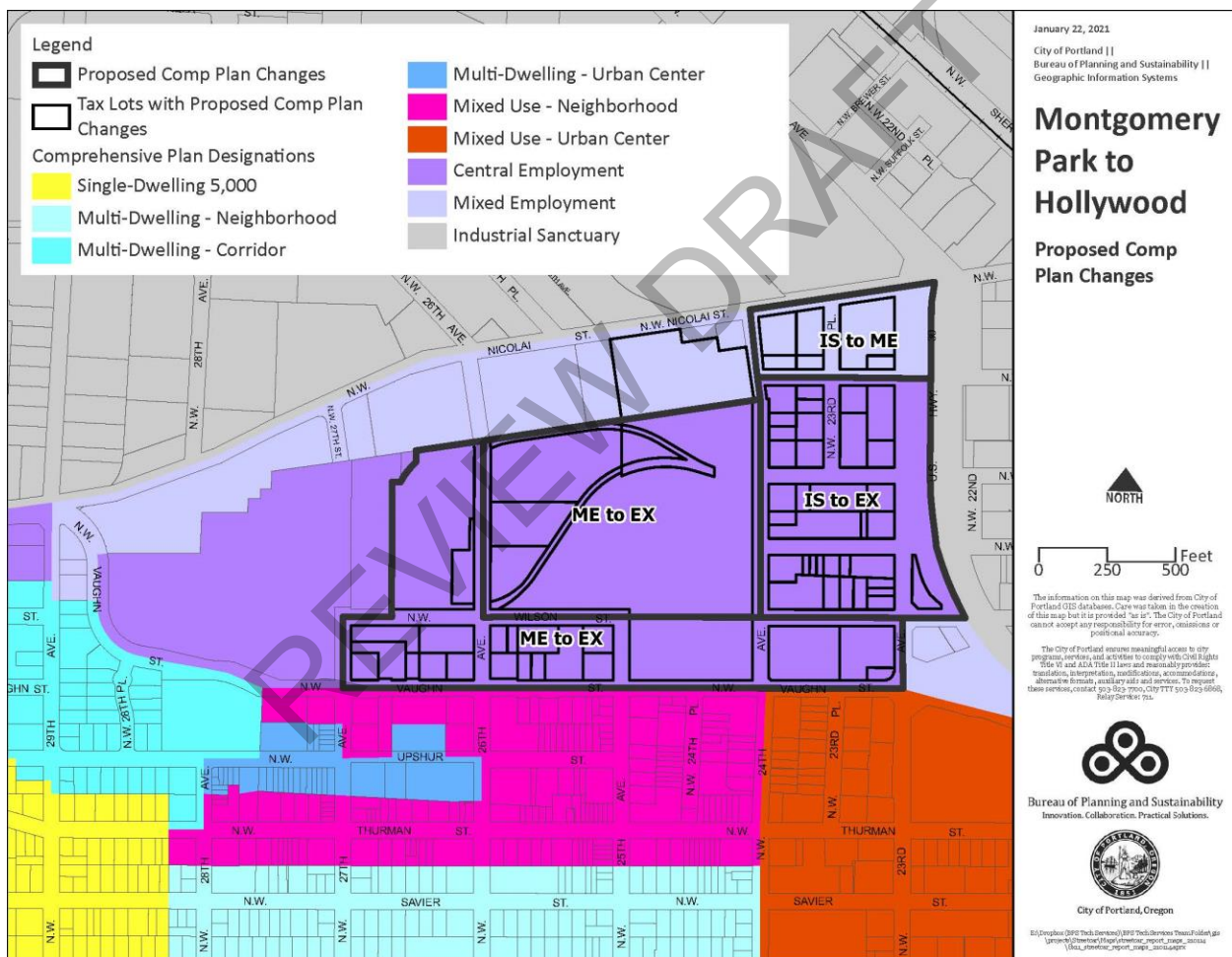
REVIEW DRAFT

## 7. Implementation Approach

The Preferred Scenario will be implemented by changes to the Portland Comprehensive Plan map, Portland Zoning map, and amendments to the Portland Zoning Code. These changes are described below. The changes proposed are subject to demonstration that conditions for implementation described in Section 6 have been addressed sufficiently to ensure they are or will be met prior to implementation.

### Comprehensive Plan Map

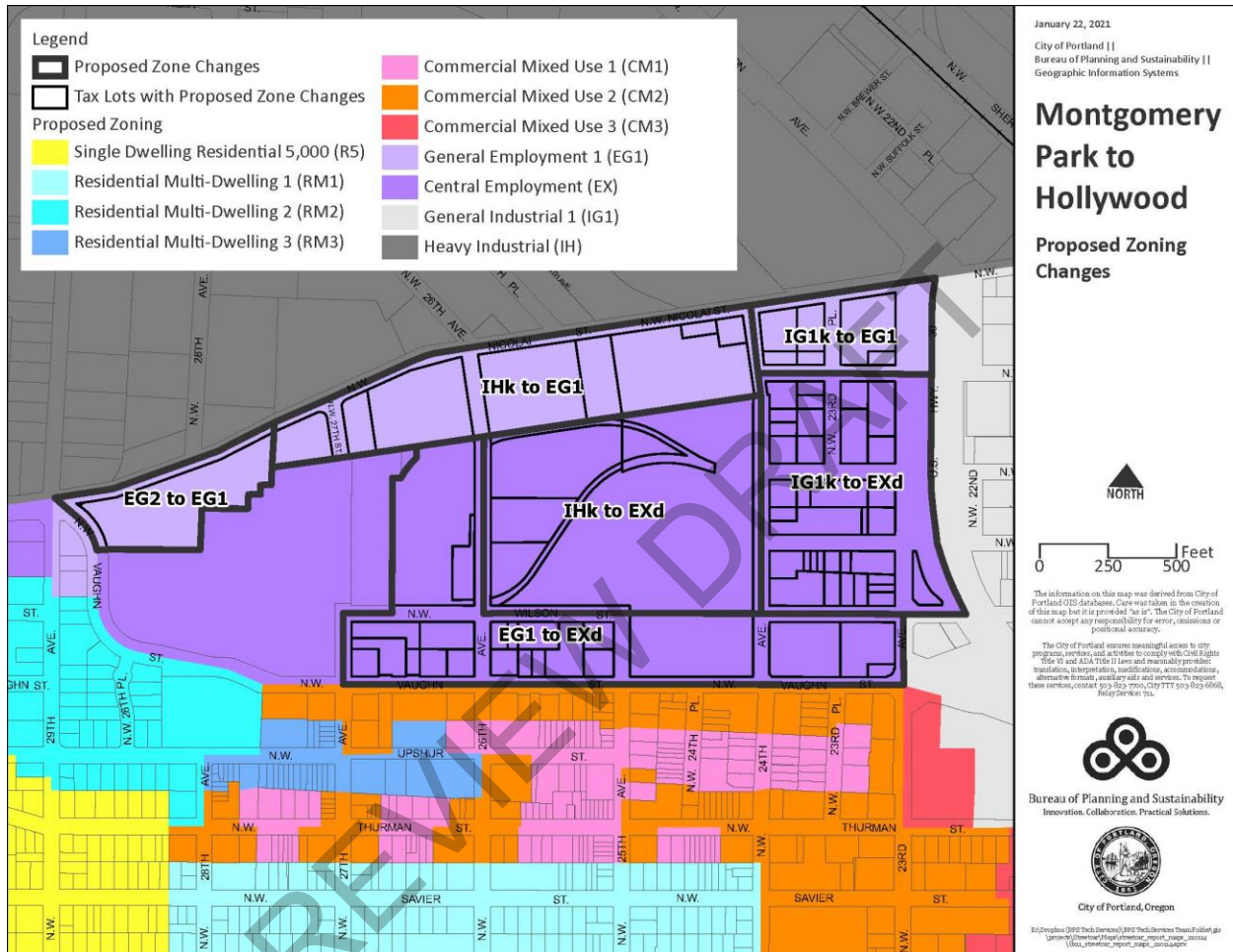
The proposed changes to Comprehensive Plan Map for the MP2H NW study area is shown below. Portions of the study area will be changed to the Mixed Employment and Central Employment plan designations as shown.



### Zoning Map

The proposed Zoning Map for the MP2H NW study area is shown below. Portions of the study area will be changed to the General Employment 1 (EG1) zone and the Central Employment Zone (EX). The Design overlay zone will be applied to sites zoned EX. However, these zoning designations would not go into

effect immediately by legislative action, and would be linked to the transit investment and industrial land mitigation. It is anticipated that property owners would pursue quasi-judicial zone changes unless, or until such time that, industrial land supply and transit investment issues are addressed at a policy and capital improvement plan level, and a public benefits agreement is reached.



### Zoning Code Concepts and Plan District Provisions

In order to achieve the vision for mixed use development in the area west of Highway 30, additional zoning provisions are needed to augment the provisions of the base zones used. These additional provisions are intended to ensure an urban, transit-oriented mixed use future development pattern featuring high density housing, high intensity employment and institutional uses, and commercial retail, services and office uses that support the function of a mixed-use area. The provisions are also intended to promote/provide public benefits in the form of affordable housing, affordable commercial space, and provide incentives for publicly-accessible open space and energy efficient buildings. To address these provisions in this unique area, a new plan district is proposed for the area between NW Vaughn and NW Nicolai Streets.

In addition, amendments to the boundaries and related provisions of the existing Guilds Lake Plan District (33.531) Subdistrict B (Map 531-1, 531-2), and Northwest Plan District (33.562) streetcar regulations map (562-7) are proposed. Further, amendments to other section of the Portland Zoning Code are proposed to implement the Planned Development bonus provisions proposed for use in the plan district area (33.270; 33.854).

### **Vaughn-Nicolai Plan District Concepts**

The following concepts for development allowances and limitations would be applied in a new plan district in the Portland Zoning Code.

**Use Prohibitions.** The following uses are proposed to be prohibited: Quick Vehicle Servicing; Self-Service Storage; Commercial Outdoor Recreation; and Agriculture.

**Use Limitations.** The following uses are proposed to be limited in size: Retail Sales and Service; Manufacturing and Production; Warehouse and Freight Movement; Wholesale Sales; Industrial Service. Commercial floor area may also be limited, with additional area allowed through construction of affordable housing, or contributions to affordable housing or affordable commercial fund.

**Floor area.** Specific floor area ratios are proposed for Subdistrict B to leverage public benefits. In the area near the proposed streetcar, a minimum floor area ratio is proposed to ensure transit-oriented and supportive developments.

**Residential Density.** A minimum density of (e.g., 1 unit per 500 square feet of site area) is proposed for developments with residential uses to ensure dense development.

**Windows.** Higher standards for ground floor window coverage are proposed for buildings along the streetcar alignment, as are requirements for windows over the entire street facing facade.

**Active use areas.** Buildings near the streetcar alignment will be required to be constructed to accommodate active uses at the ground floor.

**On-Site Open Areas.** Residential uses will be required to provide on-site open areas that will benefit the residents of new development. This provision is similar to the provision applied in the Commercial/Mixed Use zones outside of the Central City.

**Bonus provisions in the EX zone.** Two types of bonuses could be utilized:

- **Inclusionary Housing Height and FAR Bonus.** Development in the EX zone that triggers compliance with inclusionary housing provisions and provides additional affordable units would be allowed an additional 10 feet of building height. The maximum height for buildings using this provision will be 75 feet, a bonus of 10 feet over the 65 foot EX base height. For some areas, additional FAR may also be earned.



- **Planned Development.** Developments on large sites – over five acres – would potentially be eligible to use a Planned Development height bonus. This provision, similar to the planned development bonus provisions provided for Commercial/Mixed-Use zones, would allow building heights up to 130 feet, a height bonus of 65 feet over the EX base height of 65 feet. Developments seeking to use this bonus would be required to develop a master plan for the site, which would require a Type III Review and approval by the Portland Design Commission. In addition, developments seeking to use this bonus would be required to meet deeper affordable housing targets, provide a portion of the site as a publicly-accessible open space, meet energy efficient building requirements, and possibly provide other public benefits.

**Design Overlay.** The Design (d) overlay zone would be automatically applied when properties are rezoned to EX and design review is required for proposals using the Planned Development bonus. The Design Overlay Zone Amendment (DOZA) recommendations of the Portland Planning and Sustainability Commission and Portland Design Commission are expected to be considered by Portland City Council in spring 2021. The recommendations include new design standards, design guidelines, and process changes. If adopted, projects 75 feet or less in height that include housing would typically be subject to citywide design standards. Proposals that do not, or choose not to, meet standards would be subject to discretionary design review.

**Transportation Demand Management.** The Transportation Demand Management provisions currently applied to the Commercial/Mixed Use zones would be applied in this area. This would require developments adding over ten units to develop a plan or participate in the predetermined program. Because the EX zone allows significant commercial and office use opportunity which creates transportation impacts, the TDM measures would also apply to buildings that add over 20,000 square feet of commercial space.

### Transportation System Plan Fundamentals

A multimodal transportation system with improved facilities and capacity is critical to implementation of the land use concept. The transportation system plan focuses on completing the road network in the study area and reducing transportation impacts to the adjacent Guilds Lake industrial area and the Northwest district to the south. Fundamental transportation elements include the following:

**Transit and Streetcar.** To support the land use vision for the district, investment in high- quality, high-capacity transit to serve the district is needed. This includes high quality transit service such as a streetcar or frequent service bus. Streetcar service is envisioned as an extension of the N-S line that currently serves the NW District on Lovejoy, Northrup and NW 23<sup>rd</sup> Avenue. The streetcar would extend north on NW 23<sup>rd</sup> Avenue and serve Montgomery Park via either a tail track on NW Wilson Street, or in a loop scenario on NW York/NW Wilson Street. A streetcar extension would coordinate with existing TriMet bus service in the area to explore shared stops, a multimodal end-of-line station, and other ways to bolster transit ridership. Streetcar would be funded with a combination of federal funds, property owner contribution through a Local Improvement District, and potentially City parking revenue or System Development Charge (SDC) funds (funds changed to development used to fund citywide system improvements). A contribution from the City's General Fund is not assumed. Use of City funds, like SDCs or parking revenue, is predicated on a Community Benefits Agreement being developed in tandem.

**Street Network.** A core framework of streets is critical to the mobility needs of the area and success of the district. This includes completion of the following key district streets as shown on the map. Completion includes bringing NW Wilson to standard and transferring ownership of the roadway between NW 24<sup>th</sup> and NW 25<sup>th</sup>, upgrading an extending NW York between NW 24<sup>th</sup> and NW 26<sup>th</sup>, and extending NW 25<sup>th</sup> Avenue between NW Wilson and NW Nicolai. Future development opportunities may have different land needs that could alter the spacing and cross section of the streets to some degree, provided that the underlining grid network does not change substantially as outlined in the transportation report. Trips within the District will largely rely on NW 23<sup>rd</sup>, 25<sup>th</sup>, and 26<sup>th</sup> for north-south movements, NW York for west-bound travel, NW Wilson for east-bound travel, and on Nicolai for access to US 30, I-405 and I-5. The Streetcar extension also involves reconstruction of NW 23<sup>rd</sup> Avenue north of Northrup. That improvement could potentially be combined with the transit project. Street improvements could be developed incrementally by property owners with development, or funded by a larger group of property owners through a Local Improvement District.

#### ***Pedestrian and Bicycle.***

The preferred land use concept carries forward transportation classifications from the NW District to the south. Greenways on NW 24<sup>th</sup> and NW 27<sup>th</sup> will continue north between NW Thurman and NW Nicolai. City walkways will continue on NW 23<sup>rd</sup> and NW 25<sup>th</sup> between NW Thurman and NW Nicolai. NW Wilson and NW York will operate as a couplet with a high-quality pedestrian environment and bicycle facilities to serve east-west circulation and Montgomery Park and ESCO destinations. The transportation plan also introduced circulation changes to disperse vehicle trips across the district in service to a more pedestrian-friendly Vaughn with easier crossings.

#### ***NW Parking Program.***

The transportation report will include recommendations for transportation demand management, including parking management. NW Portland has successfully implemented a parking district that prices hourly on-street parking and resident and business parking permits. The NW Parking Strategic Advisory Committee directs a portion of the money raised for reinvestment in the transportation facilities of the district. Parking revenues also help to support PBOT's Transportation Wallet, which provides subsidized access to multimodal program passes (bikeshare, scooters Lyft, etc.) and a free transit pass for TriMet buses and streetcar. PBOT will explore expanding the NW parking program north as the area redevelops and on- and off-street parking are formalized. Such an extension could help manage traffic impacts as well as provide a source of funding for needed improvements. Further discussion of this concept at the NW Parking Strategic Advisory Committee would be necessary.

#### **Benefits Agreements**

As previously noted, an agreement between the City and key property owners for a defined set of public benefits is an assumed element of implementation, potentially in tandem with the funding mechanism for transit and street improvements. The benefits agreement could generally address the following topics.

- Transit/Streetcar funding
- Transportation system improvements

- Affordable Housing
- Affordable Commercial Space
- Ownership Opportunity
- Open Areas

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## Northwest Action Chart

The action chart below includes regulations, programs and projects that help implement the desired vision for the NW study area. Some actions would be adopted in the near term with the Comprehensive Plan map changes and new plan district regulations, while others are future actions needed to meet preconditions to fully realize the Preferred Scenario.

#	ACTIONS	TIMEFRAME			IMPLEMENTORS AND NOTES
		Adopt Now	0-10 years	TBD	
	<b>Land Use</b>				
LU1	Adopt changes to the <i>Comprehensive Plan</i> map to implement the <i>MP2H Plan</i> .	x			BPS
LU2	Establish a Vaughn-Nicolai Plan District to promote mixed-use development, address the scale and character of development, and provide public benefits.	x			BPS
LU3	Apply the design overlay zone ("d") to areas in the plan district to promote desired characteristics.	x		x	BPS; Applied at time of zoning
LU4	Amend Zoning map for areas west of Highway 30 legislatively as proposed when implementation conditions are met.			x	BPS; Pending conditions being met
LU5	Amend 33.531 Guilds Lake Plan District to allow flexibility for industrial/creative office uses in MP2H study area east of Highway 30 based on outcomes of EOA.		x		BPS; Pending EOA findings
LU6	Amend City of Portland and Metro regional industrial area maps to reflect changes in land use designations as appropriate.			X	BPS, Metro; Pending conditions being met
	<b>Economic</b>				
E1	Complete Economic Opportunities Analysis to determine future land supply needs and determine ability to convert prime industrial areas in MP2H code study area to mixed use designations.		x		BPS
E2	Create an Industrial/Employment Land Brownfield Mitigation Fund to facilitate clean-up and utilization of contaminated or inaccessible industrial sites.		x		BPS, BES, PBOT, OMF
E3	Through the Economic Opportunities Analysis, consider the viability of a more flexible zoning east of Highway 30, akin to the Central Eastside Industrial District.		x		BPS
	<b>Transportation</b>				
T1	Adopt a transportation plan for the MP2H area as part of the Comprehensive Plan, to include the following: a street plan; modal plans; transit plan; and funding scheme.	x			PBOT, PSI
T2	Create a Local Improvement District to fund the local match for extension of Portland Streetcar to serve the Vaughn-Nicolai Plan District area.		x		PBOT, PSI
T3	Create a Local Improvement District to fund local transportation system improvements (streets, pedestrian and bike facilities, and freight facilities) to the Vaughn-Nicolai Plan District area.		X		PBOT
T4	Extend Northwest Parking District to the Vaughn-Nicolai Plan District area.		X		PBOT
	<b>Housing</b>				
H1	Create over 2000 housing units in the Vaughn-Nicolai Plan District area.		X		BPS; pending private development

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H2	Create over 300 affordable housing units in the Vaughn-Nicolai Plan District area through Inclusionary Housing.	x			BPS, PHB; pending private development
	<b>Public Benefits</b>				
PB1	Create a development agreement with key property owners that details the type, amount and timing of public benefits.	x			BPS, Prosper; City Attorney; Private

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## Appendices

- A. Existing Conditions Report [https://www.portland.gov/sites/default/files/2020-01/mp2h\\_excond\\_lu\\_trans\\_01-06-20\\_final\\_draft\\_web\\_reduced.pdf](https://www.portland.gov/sites/default/files/2020-01/mp2h_excond_lu_trans_01-06-20_final_draft_web_reduced.pdf)
- B. Open House #1 Summary <https://www.portland.gov/sites/default/files/2020-05/mp2h-oh1-report-draft-5-8-20.pdf>
- C. Open House #2 Summary <https://efiles.portlandoregon.gov/Record/13976966/File/Document>
- D. NW Racial Equity Analysis [https://www.portland.gov/sites/default/files/2019-11/racial-equity-analysis-report\\_streetcar\\_final.pdf](https://www.portland.gov/sites/default/files/2019-11/racial-equity-analysis-report_streetcar_final.pdf)
- E. NW Streetcar Extension and Land Use Alternatives Analysis [https://www.portland.gov/sites/default/files/2019-11/nw-streetcar-council-report-10.3\\_final.pdf](https://www.portland.gov/sites/default/files/2019-11/nw-streetcar-council-report-10.3_final.pdf)
- F. NW Urban Design Report (forthcoming)
- G. NW Opportunities and Challenges Report (forthcoming)
- H. NW Transit Alternatives Study (on-request)
- I. Other PBOT products (forthcoming)

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

## **NW Portland Study Area**

### **Volume 2 Zoning Code Amendments**

#### **In-House Review Draft**

April 19, 2021

**The Bureau of Planning and Sustainability is committed to providing equal access to information and hearings. If you need special accommodation, interpretation or translation, please call 503-823-4086, the TTY at 503-823-6868 or the Oregon Relay Service at 1-800-735-2900 at least 48 hours prior to the event.**

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# Acknowledgments

## **Portland City Council**

Ted Wheeler, *Mayor*

Jo Ann Hardesty, *Commissioner*

Mingus Mapps, *Commissioner*

Carmen Rubio, *Commissioner*

Dan Ryan, *Commissioner*

## **Portland Planning and Sustainability Commission**

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**MP2H CBO Outreach Grantees**

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Northwest Industrial Business Association/Columbia Corridor Association

Hollywood Senior Center/Urban League of Portland

Micro Enterprise Services of Oregon

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OEHR (invited) - TBD

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# Section I: Introduction

## Project Summary

This report contains amendments to the Portland zoning code intended to implement changes to future land use in NW Portland resulting from the Montgomery Park to Hollywood Transit and Land Use Development Strategy.

Commentary describing each amendment can be found on the facing pages next to the zoning code amendments in this report.

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## Section II: Zoning Code Amendments

This section presents staff proposed zoning code amendments. The section is formatted to facilitate readability by showing draft code amendments on the right-hand pages and related commentary on the facing left-hand pages.

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## Commentary

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## **Title 33, Planning and Zoning**

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575	Sandy Boulevard Plan District	
580	South Auditorium Plan District	
583	St. Johns Plan District	
585	Swan Island Plan District	
<u>590</u>	<u>Vaughn-Nicolai Plan District</u>	

**[No other changes to List of Chapters]**

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## Commentary

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**[No other changes to Table of Contents]**

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## Commentary

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## 500s

### Plan Districts

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33.500 Plan Districts in General

33.505 Albina Community Plan District

33.508 Cascade Station/Portland International Center (CS/PIC) Plan District

33.510 Central City Plan District

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33.530 Glendoveer Plan District

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33.564 Pleasant Valley Plan District

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33.565 Portland International Airport Plan District

33.566 Portland International Raceway Plan District

33.567 Powell Boulevard Plan District

33.570 Rocky Butte Plan District

33.575 Sandy Boulevard Plan District

33.580 South Auditorium Plan District

33.583 St. Johns Plan District

33.585 Swan Island Plan District

33.590 Vaughn-Nicolai Plan District

A list of symbols that appear on the Official Zoning Maps and their corresponding Zoning Code chapters is contained in the front of the Zoning Code, following the Table of Contents, under “Index of Symbols on the Official Zoning Maps”.

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## Commentary

### 33.531.010 Purpose

This text is being deleted as it will no longer apply in the plan district due to amendments to the plan boundary and Subdistrict B.

REVIEW DRAFT

## 33.531 Guild's Lake Industrial Sanctuary Plan District

531

### Sections:

#### General

33.531.010 Purpose

33.531.020 Where the Regulations Apply

#### Use Regulations

33.531.100 Purpose

33.531.110 Additional Use Limitations in the IH Zone

33.531.120 Additional Prohibited Uses

33.531.130 Additional Regulations in Subdistrict A

~~33.531.140 Additional Regulations in Subdistrict B~~

Map 531-1 Guild's Lake Industrial Sanctuary Plan District and Subdistricts

~~Map 531-2 Subdistrict B~~

### **33.531.010 Purpose**

The Guild's Lake Industrial Sanctuary plan district fosters the preservation and growth of this premier industrial area adjacent to Portland's central city. The plan district's large number of well-established industrial firms are dependent on the area's multimodal transportation system, including marine, rail, and trucking facilities, and on the ability of area streets to accommodate truck movements. Because of its proximity to inner-city neighborhoods with high concentrations of commercial and residential uses, the Guild's Lake Industrial Sanctuary is particularly vulnerable to impacts from, and redevelopment to, nonindustrial uses. The provisions of the plan district recognize that the displacement of industrial uses by inappropriate nonindustrial uses potentially threatens the integrity of this district and investments in public and private infrastructure. The provisions of this chapter protect the area from incompatible uses which threaten the district's integrity, stability and vitality and compromise its transportation system. ~~This chapter also includes provisions to ensure a more pedestrian and transit oriented streetscape along NW Vaughn Street and an improved interface with the mixed-use neighborhood to the south.~~



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## Commentary

### 33.531.140 Additional Regulations in Subdistrict B

This section is being deleted as the area it refers to in the plan district is being removed from the Guild's Lake Industrial plan district and included in the new Vaughn-Nicolai plan district.

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### **33.531.140 Additional Regulations in Subdistrict B**

**A. Purpose.** ~~These regulations minimize conflicts between industrial operations in the Guild's Lake Industrial Sanctuary and the mixed-use neighborhood to the south. Uses are limited or prohibited that may conflict with nearby industrial and residential uses or that can overburden the area's transportation system. These regulations provide additional flexibility in the siting of the limited amount of Office uses allowed in the subdistrict, while preserving overall Office use limitations. The regulations also limit blank walls on the ground level of buildings to encourage a continuity of active uses along street frontages and to avoid a monotonous pedestrian environment. Parking access is limited along NW Vaughn Street to minimize impacts on the transportation system and to reduce conflicts with pedestrians.~~

**B. Where these regulations apply.** ~~These regulations apply to sites in an EG zone within Subdistrict B, shown on Map 531-2.~~

**C. Additional limited uses.**

- ~~1. Retail Sales And Service uses limitation. Retail Sales And Service uses are allowed if the net building area plus the exterior display and storage area is not more than 10,000 square feet per site.~~
- ~~2. Office use limitation. Except for sites with Historic Landmarks, Office uses are allowed if the net building area devoted to Office uses is not more than the total square footage of the site. On a site with a Historic Landmark, Office uses are allowed if the net building area devoted to Office uses is not more than twice the total square footage of the site.~~

**D. Additional prohibited uses.** ~~The following uses are prohibited:~~

- ~~1. Quick Vehicle Servicing;~~
- ~~2. Commercial Outdoor Recreation; and~~
- ~~3. Major Event Entertainment.~~

**E. Development standards.**

- ~~1. Maximum floor area ratios. Half the floor area used for parking is not counted toward maximum floor area ratios.~~
- ~~2. Maximum height. The maximum building height is 65 feet.~~
- ~~3. Building coverage. The maximum building coverage is 100 percent.~~
- ~~4. Minimum landscaped area. There is no minimum landscaped area.~~

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## Commentary

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5. ~~Transfer of floor area. The amount of floor area allowed to be in Office use on the portion of a site within Subdistrict B may be transferred to the portion of another site within Subdistrict B, if all of the following are met:~~
    - a. ~~Development on the receiving site must meet all development standards except for the amount of floor area in office use, which is increased to allow the amount transferred;~~
    - b. ~~Transfer of Office floor area may involve only one transferring site and one receiving site; and~~
    - c. ~~The property owner(s) must execute a covenant with the City that is attached to and recorded with the deed of both the site transferring and the site receiving the floor area reflecting the respective increase and decrease of potential Office use floor area. The covenant must meet the requirements of Section 33.700.060.~~
  6. ~~Setbacks and main entrances. There is no minimum building setback. Sites are subject to the maximum setback standards and main entrance standards of the EG1 zone.~~
  7. ~~Ground floor windows. The ground floor of all street-facing façades that are 20 feet or closer to a street lot line adjacent to NW Vaughn Street must meet the ground floor window standards of the EX zone.~~
  8. ~~Drive-through facilities. Drive-through facilities are prohibited.~~
  9. ~~Motor vehicle access. Motor vehicle access to a vehicle area or structure is not allowed from NW Vaughn Street unless the site has no other street frontage.~~
  10. ~~Disclosure statement. Before a building permit is issued for an Office use, the applicant must record a disclosure statement with the County. In addition, the owner must provide a copy of the disclosure statement to all prospective tenants and buyers. The disclosure statement must state that the office is located in an industrial area where impacts from industrial uses are present, such as noise, vibrations, fumes, odors, glare, traffic and freight movement. The statement is available at the Development Services Center; and~~
- F. Northwest Transportation Fund bonus option.** Contributors to the Northwest Transportation Fund (NWTF) receive Office floor area bonuses. For each contribution to the NWTF, a bonus of one square foot of additional floor area that may be used for Office use is earned, up to an additional floor area ratio of 0.85 to 1. The amount of the contribution required for each square foot of additional floor area is in Chapter 17.19, Northwest Transportation Fund. This bonus allows additional floor area to be in Office uses; it does not increase the total amount of floor area in any use that is allowed on the site, and does not count towards the maximum FAR allowed by the base zone.
- ~~The NWTF is to be collected and administered by the Portland Office of Transportation. The funds collected may be used only to make transportation improvements in the area that will be most affected by the bonus, which is generally bounded by: NW Pettygrove Street, NW Nicolai Street, I-405, NW 27th Avenue.~~

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## Commentary

### Map 531-1

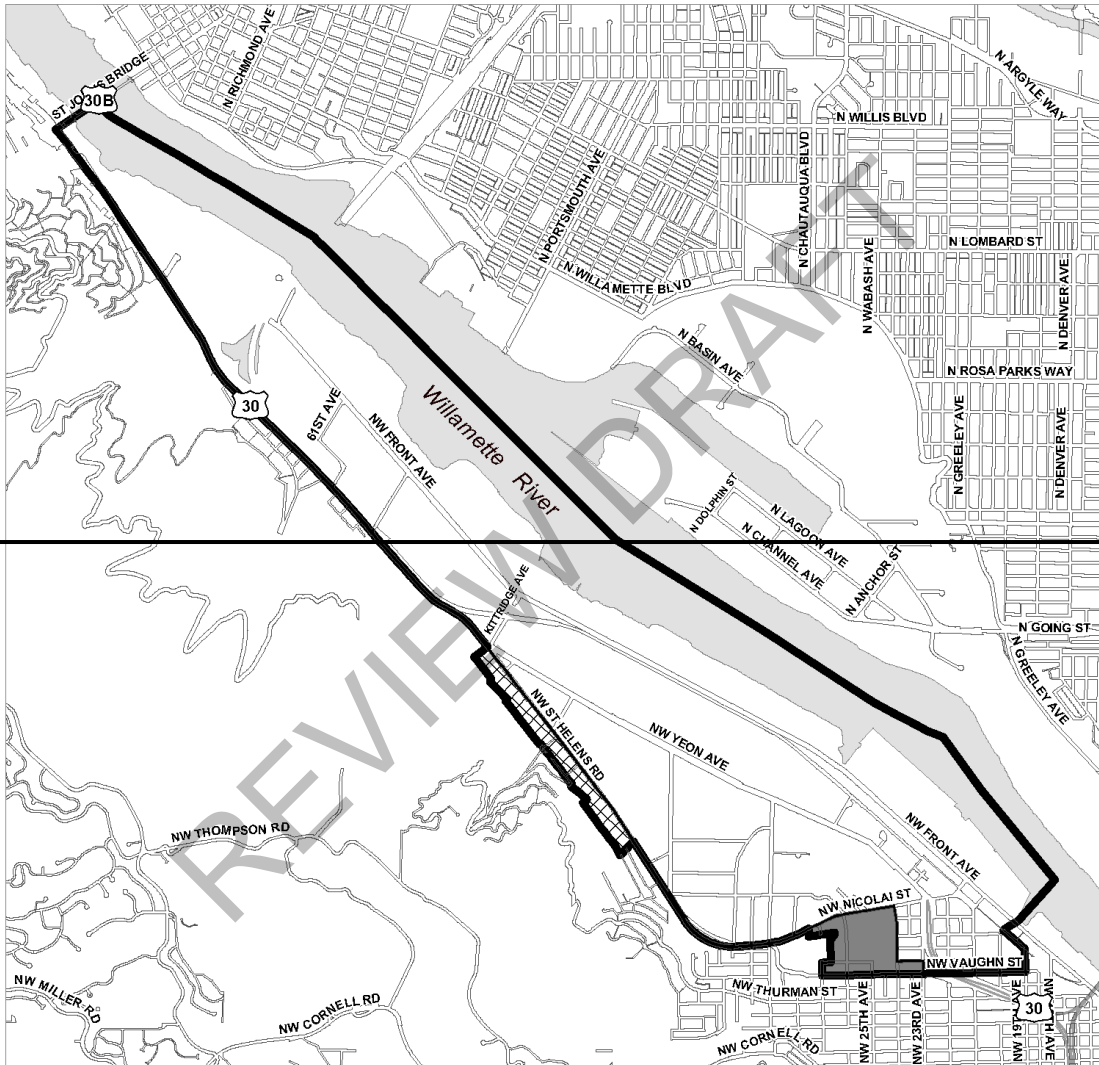
This map will be replaced with a new map that no longer includes Subdistrict B because the area that is in Subdistrict B will become part of the proposed Vaughn-Nicolai plan district.




REVIEW DRAFT

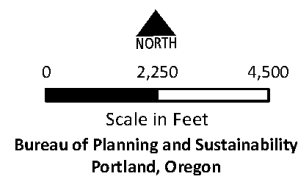
## Guild's Lake Industrial Sanctuary Plan District and Subdistricts

## Map 531-1

Map Revised May 24, 2018



-  Plan District Boundary
-  Subdistrict A
-  Subdistrict B



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## Commentary

This map replaces Map 531-1 to show the amended boundary of the Guild's Lake Industrial Sanctuary plan district and removal of Subdistrict B.

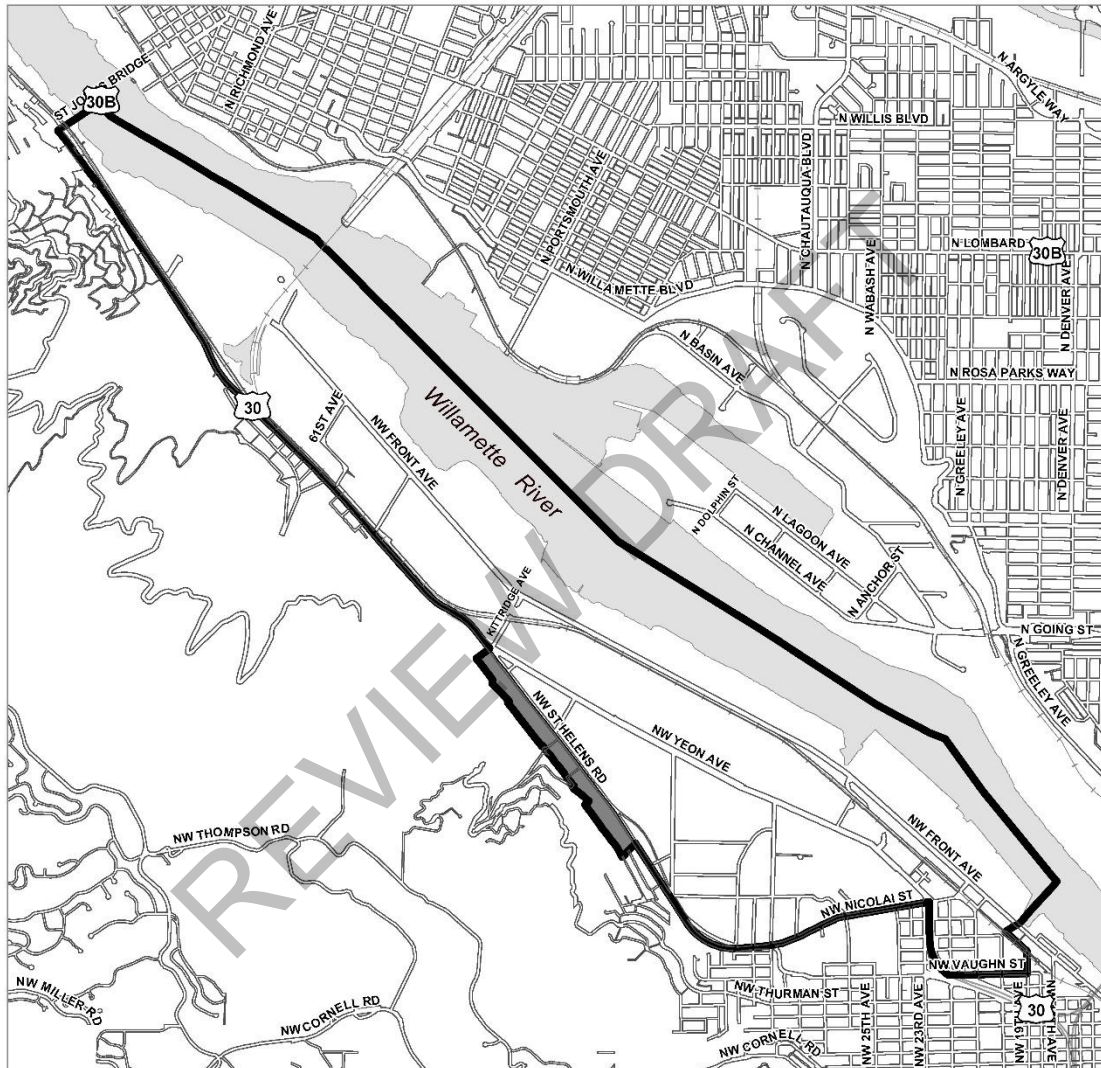
REVIEW DRAFT





## Guild's Lake Industrial Sanctuary Plan District and Subdistricts

## Map 531-1

Map Revised Xxxxx XX, 202X



### Legend

-  Plan District Boundary
-  Subdistrict A



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## Commentary

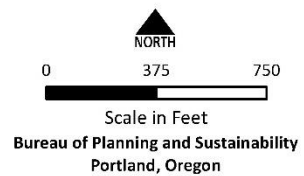
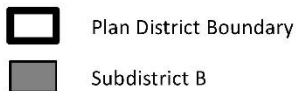
Map 531-2 will be deleted because the area it references - Subdistrict B - is no longer part of the Guild's Lake Plan District.

REVIEW DRAFT

## Guild's Lake Industrial Sanctuary Plan District Subdistrict B

## Map 531-2

Map Revised May 24, 2018



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## Commentary

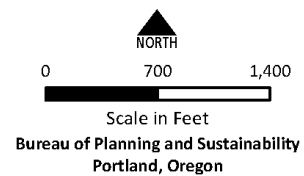
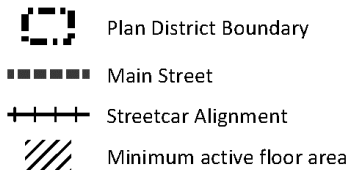
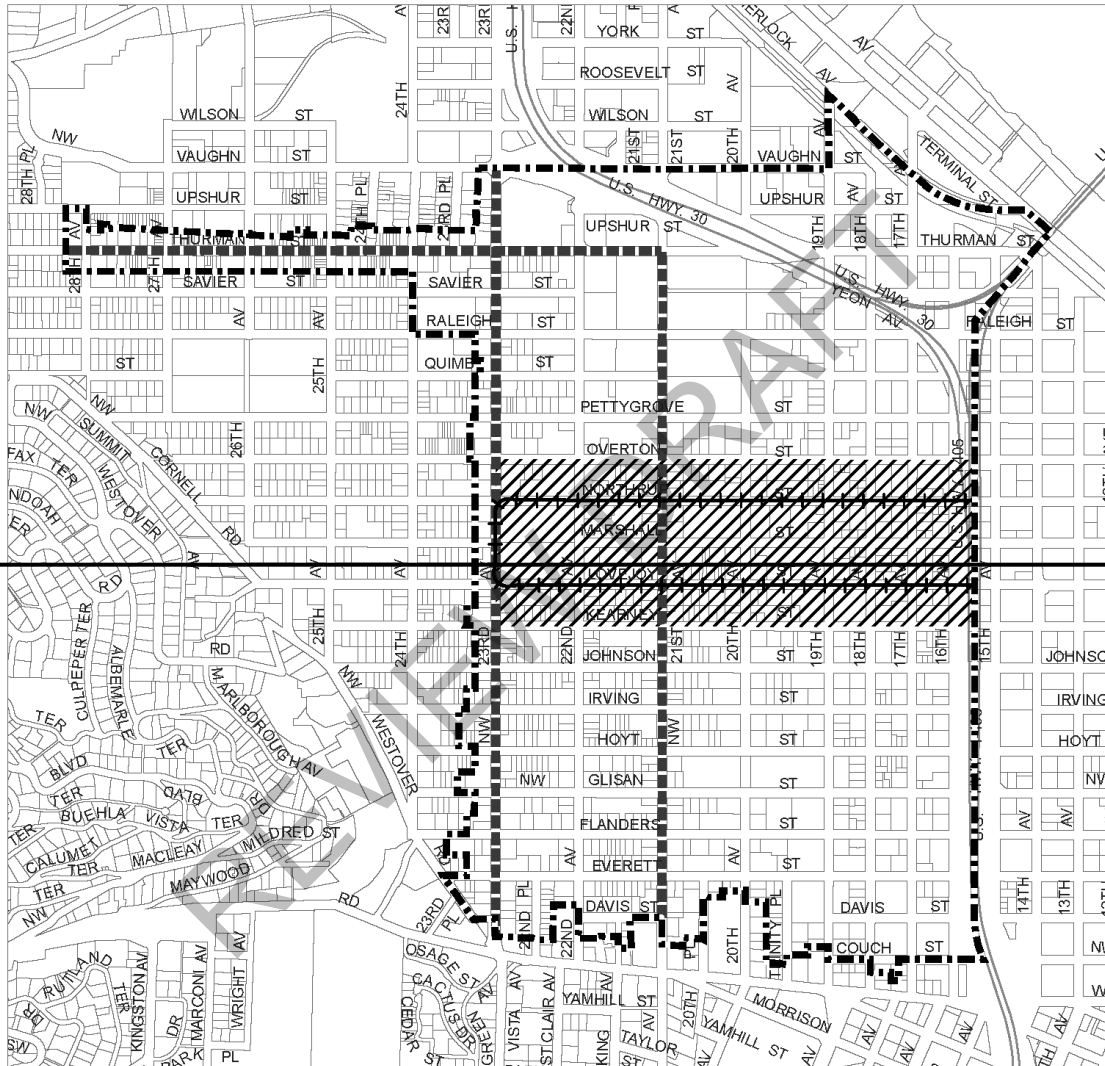
Map 562-7 is replaced with a new map showing the area where streetcar will be expanded along NW 23 where special development standards are applied in the Northwest Plan District.

REVIEW DRAFT

## Northwest Plan District Areas with Special Development Standards

## Map 562-7

Map Revised August 12, 2016



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## Commentary

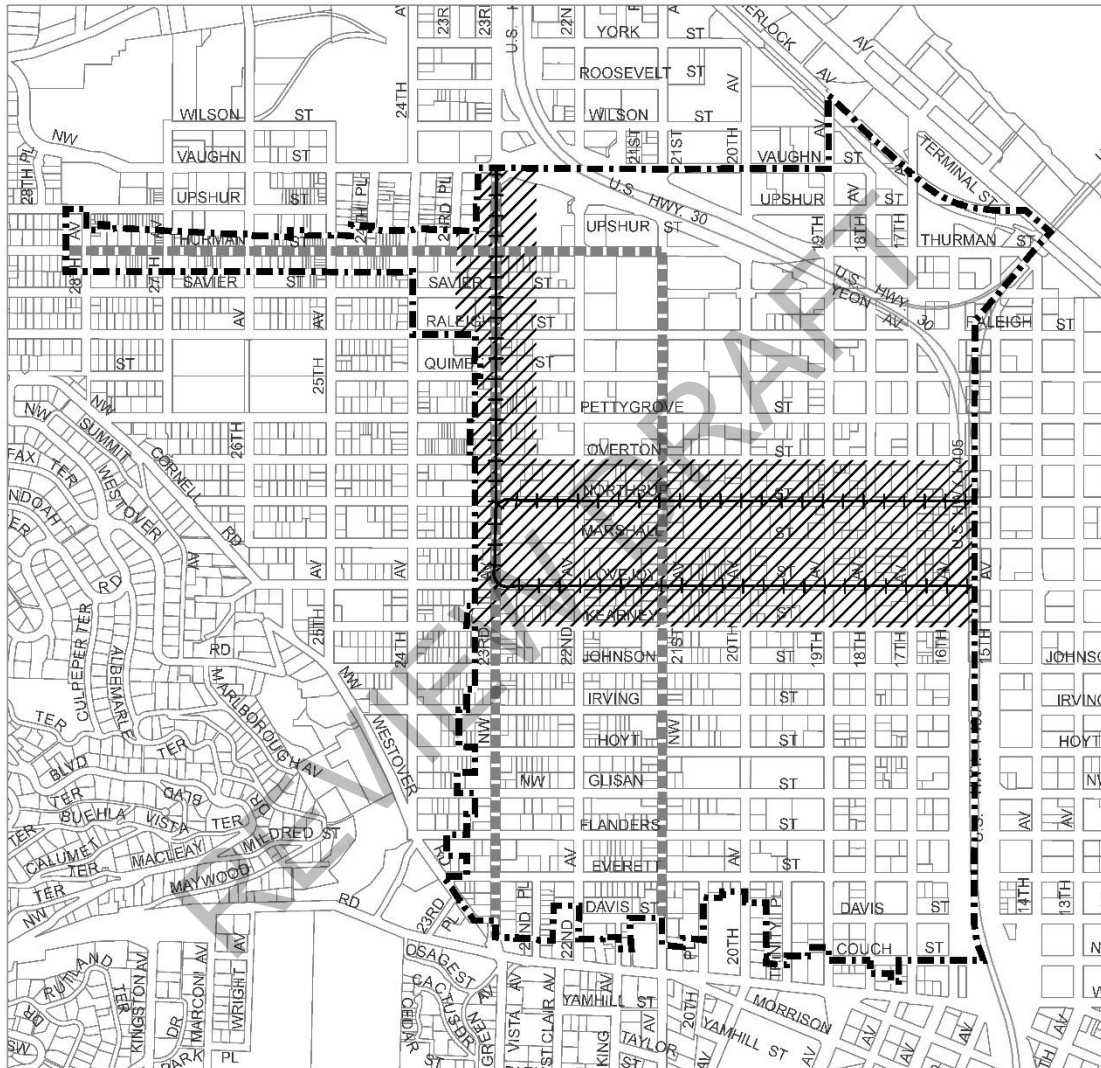
Map 562-7 is replaced with a new map showing the area where streetcar will be expanded along NW 23 where special development standards are applied in the Northwest Plan District.

REVIEW DRAFT

## Northwest Plan District Areas with Special Development Standards

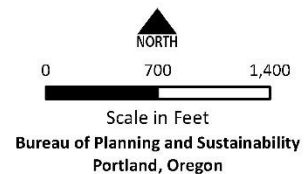
Map 562-7

Map Revised Xxxxx XX, 202X



### Legend

- Plan District Boundary
- Main Street
- Streetcar Alignment
- Minimum active floor area





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## Commentary

### **33.590 Vaughn-Nicolai Plan District**

The Vaughn-Nicolai Plan District is being created to address the unique issues of the study area. This title page identifies the code sections.

REVIEW DRAFT

## 33.590 Vaughn-Nicolai Plan District

590

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### Sections:

#### General

- 33.590.010 Purpose
- 33.590.020 Where These Regulations Apply
- 33.590.030 Quasi-Judicial Zoning Map Amendments

#### Use Regulations

- 33.590.100 Purpose
- 33.590.110 Prohibited Uses
- 33.590.120 Limited Uses

#### Development Standards

- 33.590.200 Purpose
- 33.590.210 Floor Area Ratio
- 33.590.220 Maximum Height
- 33.590.230 Bonus FAR and Height
- 33.590.240 Minimum Density
- 33.590.250 Ground Floor Windows
- 33.590.260 Standards on the Streetcar Alignment
- 33.590.270 Required Outdoor Areas
- 33.590.280 Street and Pedestrian Connections
- 33.590.290 Transportation and Parking Demand Management
- 33.590.300 Requirements for Planned Developments

Map 590-1 Vaughn-Nicolai Plan District and Subdistricts

Map 590-2 Vaughn-Nicolai Plan District - Streetcar Alignment

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## Commentary

### **33.590.010 Purpose**

The Vaughn-Nicolai Plan District is being created to address the unique and special development circumstances within the area. The area is transitioning from a formerly industrial and employment-oriented area to an area of intense residential mixed use development, office and other dense employment. The regulations are intended to foster dense transit-oriented development with high quality design features. The plan district is also intended to generate public benefits such as affordable housing and affordable commercial space development that might not otherwise occur without more specific regulations.

### **33.590.020 Where the Regulations Apply**

The regulations of this chapter apply to sites in the Vaughn-Nicolai Plan District.

### **33.590.030 Quasi-judicial Zoning Map Amendments**

The plan district is transitioning from employment-industrial land uses to dense mixed use and employment land uses. The Comprehensive Plan Map is being changed from ME and IS to EX in many areas to facilitate this broader mix of future land uses. However, corresponding mixed-use zoning is not implemented legislatively in some areas at this time because the area is identified as a prime industrial area and requires significant transportation and other infrastructure investment to support the land uses.

The plan district currently includes areas identified by the City and Metro as "prime industrial" lands. These prime industrial lands are necessary to meet the city's goals to provide an adequate supply of industrial land and meet State Planning Goal 9 requirements. Reductions to the amount of required industrial land poses conflicts with City policy and state goals and would need to be offset through mitigation or a new finding of adequate industrial land supply prior to implementing a zoning change.

In addition, the Central Employment Comprehensive Plan map designation (EX) envisions a dense transit-oriented land use pattern. Assumptions about the viability of the district to accommodate these future land uses is predicated on the area being served by a high quality transit investment such as an extension of the Portland Streetcar, and other key transportation infrastructure improvements.

Both of these requirements would need to be met to approve a request for a quasi-judicial zoning map amendment.

### **33.590.010 Purpose**

The Vaughn-Nicolai Plan District provides for a mixed use neighborhood that includes high-density residential, employment, and commercial development in a formerly industrial area. The provisions of the plan district recognize the opportunity and potential for this area to become a transit-oriented community while also supporting the existing employment and industrial uses. To this end, the regulations ensure a more pedestrian- and transit-oriented streetscape along the streetcar alignment and foster an improved interface with the mixed-use neighborhood to the south. The floor area and use limits and floor area and height allowances and bonuses also promote development that provides public benefits.

### **33.590.020 Where the Regulations Apply**

The regulations of this chapter apply to sites in the Vaughn-Nicolai Plan District. The boundaries of the plan district are shown on Map 590-1 at the end of this chapter, and on the Official Zoning Maps.

### **33.590.030 Quasi-judicial Zoning Map Amendments**

The following additional approval criteria apply to all requests for quasi-judicial zoning map amendments within the Vaughn-Nicolai Plan District:

- A. The application must demonstrate that either there is no net loss of industrial zoned land as a result of the zoning map amendment or the loss of industrial zoned land is mitigated by providing evidence of contributions to the City of Portland Industrial Land Supply Mitigation Fund in an amount corresponding to the land area proposed for zoning map amendment; and
- B. The applicant has provided evidence that the City of Portland has adopted a funding instrument and construction plan for extension of the Portland Streetcar to Montgomery Park (TSP Project No. 60035) or a project that provides another equivalent form of high capacity frequent transit service connecting the Plan District to the Central City.

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## Commentary

### **33.590.100 Purpose**

Certain uses in the plan district are prohibited or limited because they conflict with the development of a transit-oriented mixed use district and may compromise the area's multimodal transportation system. The regulations limit conflicting industrial, retail and auto-oriented uses in the mixed use portion of the plan district, and help reduce traffic congestion.

### **33.590.110 Prohibited Uses**

The listed uses are prohibited because they conflict with the development of a transit-oriented mixed use district and/or may compromise the area's multimodal transportation system.

### **33.590.120 Limited Uses**

The listed uses are limited in the EX zone because they conflict with the development of a transit-oriented mixed use district and may compromise the area's multimodal transportation system.

Throughout the plan district, the size of retail uses is limited to discourage large-format, retailers, and provide opportunities for smaller business. An exception is made for grocery stores because these uses serve and provide benefits for the local community.

REVIEW DRAFT

## Use Regulations

### 33.590.100 Purpose

Certain uses in the plan district are prohibited or limited because they conflict with the development of a transit-oriented mixed use district and may compromise the area's multimodal transportation system. The regulations limit conflicting industrial, retail and auto-oriented uses in the mixed use portion of the plan district, and help reduce traffic congestion.

### 33.590.110 Prohibited Uses

The following uses are prohibited in the EX zone:

- A. Vehicle Repair;
- B. Self-Service Storage;
- C. Commercial Outdoor Recreation; and
- D. Agriculture.

### 33.590.120 Limited Uses

The following uses are limited in the EX zone:

- A. The total net building area of the following uses may not exceed the total square footage of the site:
  - 1. Manufacturing and Production;
  - 2. Warehouse and Freight Movement;
  - 3. Wholesale Sales; and
  - 4. Industrial Service.
- B. Retail Sales and Service uses are limited to 20,000 square feet per use, except for grocery stores, which are limited to 60,000 square feet per use.

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## Commentary

### **33.590.210 Floor Area Ratio**

Floor areas are specified within the district to foster urban, mixed use development. Where floor area ratios are not specified, the base zone applies. For some parts of the plan district, and also for some specific uses, floor area ratio maximums and minimums are specified to help address the transition of the district and to foster community benefits.

#### **33.590.210.C, Maximum floor area ratio.**

The amount of floor area allowed by-right varies by subdistrict. In Subdistrict B the allowed and bonus floor area for all uses is limited to 2:1 and 4:1 respectively. Commercial uses, including Office uses are limited to 1 to 1. These ratios are limited in keeping with the former provisions of the Guild's Lake plan district which limited office development, and with the new Vaughn-Nicolai plan district vision to create a dense mixed use district that provides housing, affordable housing, employment and public benefits. If additional floor area is sought, it may be obtained through contributions to the affordable housing fund, affordable commercial space, or through bonus floor area earned by construction of affordable housing.

#### **33.590.210.D, Minimum floor area ratio.**

The minimum required floor area ratio of 1.5 to 1 is applied within 200 feet of a streetcar alignment to promote dense, transit-oriented development and more fully utilize land resources.

#### **33.590.220. A Maximum Height in Subdistrict A,**

This provision continues the Guild's Lake plan district's 65 foot height allowance for EG zones. The height limit would allow development of employment and other non-residential uses in the area adjacent to Nicolai Street.

#### **33.590.220. B Maximum Height in Subdistrict B,**

This maximum building height is intended to mirror the scale of development allowed by the CM2 zone on the south side of NW Vaughn Street.



## Development Standards

### 33.590.200 Purpose

These development standards foster a transit-supportive, mixed-use urban character with a high quality pedestrian environment, and an emphasis on good building design.

### 33.590.210 Floor Area Ratio

- A. **Purpose.** The regulations of this section encourage a transit-supportive level of development along the streetcar alignment.
- B. **Where these standards apply.** The following floor area ratio (FAR) standards apply in Subdistrict B. Adjustments to this section are prohibited.
- C. **Maximum floor area ratio.** The overall maximum FAR per site in Subdistrict B is 2 to 1 and the overall maximum FAR with inclusionary housing bonus is 4 to 1. In addition to the overall maximum FAR, the total amount of commercial uses allowed per site is limited to an FAR of 1 to 1. Additional floor area for commercial uses may be allowed through the bonus options described in 33.590.230.B.
- D. **Minimum floor area ratio.** On the portion of a site within 200 feet of a streetcar alignment shown on Map 590-2, the minimum required floor area ratio is 1.5 to 1.

### 33.590.220 Maximum Height

- A. In Subdistrict A, the maximum building height in the EG1 zone is 65 feet.
- B. In Subdistrict B, the maximum building height within 25 feet of NW Vaughn Street is 45 feet.

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## Commentary

### **33.590.230 Bonus FAR and Height**

In general, the bonus FAR and height provisions are intended to promote development that is highly urban in scale while providing community benefits such as affordable housing, and affordable commercial space. They allow for the development of additional commercial space, such as office uses on site, when those additions of floor area provide a public benefit. In some cases, such as the Planned Development Bonus, the provisions foster additional public and community benefits such as publicly-accessible open space, energy efficient buildings and deeper housing affordability in exchange for additional height flexibility and increases in floor area.

#### **33.590.230.A.1**

The affordable housing bonus is intended to provide deeper levels of affordable housing by allowing buildings an additional 10 feet of height - to 75 feet overall, and in some locations additional floor area, which is a bonus incentive for development. The provisions of 1.a allow an additional 10 feet of height for additional affordability in all EX zoned areas. The provisions of 1.b allow additional height and floor area for increased levels of affordability in Subdistrict B.

#### **33.590.230.A.2**

The bonus height and FAR options are intended to provide an opportunity to gain additional floor area through provision of affordable commercial space.

### **33.590.230 Bonus FAR and Height**

The following bonus options apply in the EX zone. Adjustments to the maximum FAR and height obtainable through bonuses are prohibited.

- A. Overall maximum FAR and height bonus options.** The following bonus options apply in addition to the FAR bonus option of the base zone and allow additional overall site FAR and additional height. More than one bonus option may be used up to the maximum FAR with inclusionary housing bonus stated in Table 140-2 or as stated below. The maximum amount of height allowed is stated with each bonus:
1. Inclusionary housing bonus. The following bonus options supplement the base zone inclusionary housing bonus:
    - a. An additional 10 feet of height is allowed for projects taking advantage of the base zone mandatory or voluntary inclusionary housing bonus options when an additional 5 percent of the total number of dwelling units in the new building or alteration are affordable.
    - b. In Subdistrict B, an additional 10 feet of height is allowed and the maximum FAR with inclusionary housing bonus is increased to 5 to 1 for projects taking advantage of the base zone mandatory or voluntary inclusionary housing bonus options when an additional 10 percent of the total number of dwelling units in the new building or alteration are affordable.
  2. Affordable commercial space bonus. Proposals that provide on-site affordable commercial space, or pay into the Affordable Commercial Space Fund, may increase the overall maximum FAR for the site if the following are met. The overall floor area may be increased by 2 square feet for each square foot of on-site affordable commercial space provided, up to a maximum increase of 1 to 1. The overall floor area may be increased by 1 square foot for each square foot purchased through the Affordable Commercial Space Fund, up to a maximum increase of 1 to 1:
    - a. The applicant must submit with the development application a letter from the Portland Development Commission certifying that any program administrative requirements have been met; and

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## Commentary

### **33.590.230.A.3 Planned Development**

This provision allows use of the Planned Development bonus in the EX zone in the Vaughn-Nicolai plan district. This is similar to the Planned Development (PD) bonus developed for use in Commercial/Mixed Use zones. The PD Bonus option allows larger scale development on large sites, encourages a transition in scale to adjacent lower-density areas and requires approval through Design Review. It also links the provision of additional development potential (height and floor area) to the provision of public benefits. The Planned Development bonus allows for significant additional height and FAR in exchange for the provision of public benefits (affordable housing, public open space, energy efficient buildings), and a public design review process. In this plan district, the Planned Development Bonus provides additional height and floor area in exchange for additional levels of affordable housing beyond typical inclusionary housing requirements. In addition to the PD requirements applied to Commercial/Mixed Use Zones, additional requirements are in code section 33.590.295 Requirements for Planned Developments.

### **33.590.230.B, Bonus for Commercial Uses**

Floor area for Commercial uses is limited in portions of the plan district to prevent the development of extensive office or other commercial floor area without the provision of public benefits - see 33.590.210.C. These bonus provisions allow additional floor area to be used for office or other commercial uses if the proposal provides affordable housing units, affordable housing funds or affordable commercial space.

- b. The property owner must execute a covenant with the City that complies with the requirements of Section 33.700.060. The covenant must ensure that floor area built as a result of this bonus will meet the administrative requirements of the Portland Development Commission or qualified administrator.
  3. Planned Development bonus. Proposals that provide a combination of affordable housing, a publicly accessible plaza or park, and energy efficient buildings may increase FAR up to an overall maximum of 6 to 1 if approved through a Planned Development Review and Design Review. See Chapter 33.270, Chapter 33.854, and 33.590.295 Requirements for Planned Developments. The planned development regulations and approval criteria for a Planned Development in the commercial mixed-use zones apply to a Planned Development Review in EX within this plan district. The site must be at least five acres in size to be eligible for this bonus. Sites located within Historic or Conservation districts are not eligible to use this bonus. Projects taking advantage of this bonus option are allowed an additional 65 feet of height.
- B. Subdistrict B commercial uses bonus options.** Within Subdistrict B, the following bonus options allow additional floor area on the site to be used for commercial uses.
1. Affordable commercial space bonus. Proposals that earn additional overall maximum FAR for the site through the affordable commercial space bonus described in Paragraph A.2. also earn the same increase in the amount of floor area allowed to be used for a commercial use on the site.
  2. Inclusionary housing bonuses.
    - a. Affordable dwelling units. For each square foot of affordable dwelling unit built on-site or off-site in compliance with the base zone either the mandatory or voluntary inclusionary housing bonus or the inclusionary housing bonuses described in Paragraph A.1., one additional square foot of floor area on the site can be used for a commercial use. Payment of a fee-in-lieu of building affordable housing on-site or off-site does not qualify for this bonus. The maximum amount of floor area for commercial use that can be earned through this bonus is 4 to 1 up to the overall maximum FAR allowed for the site.
    - b. Affordable housing fund. Additional floor area on the site can be used for commercial use in exchange for payment into the Affordable Housing Fund. The maximum amount of FAR for commercial uses that can be purchased through this bonus option is 4 to 1 up to the overall maximum FAR allowed for the site. Overall maximum FAR purchased through the base zone voluntary Affordable Housing Fund bonus qualifies on a 1 to 1 ratio for this bonus. For each square foot of floor area purchased a fee must be paid to the Portland Housing Bureau (PHB). The Portland Housing Bureau collects and administers the Affordable Housing Fund, and determines the fee. PHB determines the fee per square foot and updates the fee at least every three years. The fee schedule is available from the Bureau of Development Services. To qualify for this bonus, the applicant must provide a letter from PHB documenting the amount that has been contributed. The letter is required to be submitted before a building permit can be issued for development, but is not required in order to apply for a land use review.

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## Commentary

### **33.590.240 Minimum Density**

The minimum density provisions are intended to require a minimum density of housing when residential uses are developed on a site to ensure dense, urban-scale development. The standard is roughly 87 units per acre and is similar to the density required in the RX zone.

REVIEW DRAFT

### 33.590.240 Minimum Density

- A. **Purpose.** The minimum density standards ensure that development capacity is not wasted and that the City's housing goals are met.
- B. **Minimum density per site.** The minimum density requirement is 1 unit per 500 square feet of site area. Minimum density applies to new development when at least one dwelling unit is proposed.

REVIEW DRAFT

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## Commentary

### **33.590.250 Ground Floor Windows**

These regulations update the ground floor window standards of the EX zone in the plan district such that they are equivalent to the higher window coverage standards developed for the CM zones and the Central City.

REVIEW DRAFT



### 33.590.250 Ground Floor Windows

- A. Purpose.** Blank walls on the ground level of buildings are limited in order to:
- Provide a pleasant, rich, and diverse pedestrian experience by connecting activities occurring within a structure to adjacent sidewalk areas;
  - Encourage continuity of retail and service uses;
  - Encourage surveillance opportunities by restricting fortress-like facades at street level;
  - Avoid a monotonous pedestrian environment; and
  - The plan district modifications to the base zone standards for ground floor windows are intended to promote ground floor windows in a larger number of situations than in the base zones and to provide additional flexibility in meeting the standard.
- B. Ground floor windows.** The following ground floor window standards apply in the EX zone. The standards of B.1 and B.2 apply to new development and major remodeling projects. B.3. only applies to major remodeling projects. To meet the standards, ground floor windows must be windows that allow views into work areas or lobbies, or be windows in pedestrian entrances. Windows into storage areas, vehicle parking areas, garbage and recycling areas, mechanical and utility areas and display cases attached to outside walls do not qualify. Windows into bicycle parking areas are allowed to qualify for up to 25 percent of the ground floor windows coverage requirement. The bottom of the windows of nonresidential spaces must be no more than 4 feet above the finished grade:
1. Ground level facades that face a streetcar alignment must have windows that cover at least 60 percent of the ground level wall area. For the purposes of this standard, ground level wall area includes all exterior wall area from 2 feet to 10 feet above the finished grade.
  2. All other ground level facades that face a street lot line, sidewalk, plaza, or other publicly accessible open area or right-of-way must have windows that cover at least 40 percent of the ground level wall area. For street facing facades of dwelling units the regulations of 33.130.230.B.4 apply. For the purposes of this standard, ground level wall area includes all exterior wall area from 2 feet to 10 feet above the finished grade.
  3. Optional artwork. Projects proposing to use artwork as an alternative to the ground floor window requirements may apply for this through the adjustment procedure. Projects may also apply for a modification through design review if they meet the following qualifications. Buildings having more than 50 percent of their ground level space in storage, parking, or loading areas, or in uses which by their nature are not conducive to windows (such as theaters), may be allowed to use the design review process. Artwork and displays relating to activities occurring within the building are encouraged. In these instances, the artwork will be allowed if it is found to be consistent with the purpose for the ground floor window standard.

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## Commentary

### **33.590.260 Standards on the Streetcar Alignment**

These regulations replicate standards for development near the Portland Streetcar line as applied in Northwest Portland and the Central City. The standards support active land uses at the ground floor. They also limit the area where parking can occur on a site, to best utilize land, and to minimize conflicts with pedestrians and between transportation modes.

REVIEW DRAFT

### 33.590.260 Standards on the Streetcar Alignment

- A. **Purpose.** These regulations reinforce the continuity of the pedestrian-oriented environment, limit the visual impact of parking facilities, and foster development with transit-supportive levels of activity along the streetcar alignment. The standards also help to maintain a healthy urban district with architectural elements and active ground-floor uses that provide visual interest and interrelate with the pedestrian environment.
- B. **Where these regulations apply.** These regulations apply to sites with frontage on the streetcar alignment shown on Map 59X-X.
- C. **Required windows above the ground floor.** On the portion of a site within 200 feet of the streetcar alignment, windows must cover at least 15 percent of the area of the façade above the ground floor wall area. This requirement is in addition to any required ground floor windows. Ground floor wall areas include all exterior wall areas up to 9 feet above grade.
- D. **Ground floor active use standard.** In order to accommodate active uses, such as residential, retail, or office, the ground floor of buildings must be designed and constructed as follows. This standard must be met along at least 50 percent of the ground floor of walls that front onto a streetcar alignment.

Areas designed to accommodate active uses must meet the following standards:

- 1. The distance from the finished floor to the bottom of the structure above must be at least 12 feet. The bottom of the structure above includes supporting beams;
  - 2. The area must be at least 25 feet deep, measured from the street-facing façade;
  - 3. At least 25 percent of the area of the street-facing façade of the portion of the building designed to meet the requirements of this subsection must be windows and doors; and
  - 4. Parking is not allowed in the areas designed to meet the standards of this subsection.
- E. **Location of parking.** To encourage a transit-supportive, pedestrian-oriented environment with a continuous frontage of buildings and active uses along the streetcar alignment, parking is allowed only as follows. Sites of 10,000 square feet or less in area are exempt from this subsection.
    - 1. Surface parking is not allowed.
    - 2. Structured parking is allowed only if:
      - a. The finished ceiling is entirely underground;
      - b. The lowest floor of the parking area is 9 feet or more above grade; or
      - c. The parking area is at least 25 feet from the street-facing façade on streetcar alignment frontages. See Figure 590-1.
  - F. **Motor vehicle access.** Motor vehicle access to a vehicle area or structure is not allowed from a streetcar alignment except when the site has no other street frontage.

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## Commentary

### Figure 590-1

This figure illustrates the location where parking is allowed and not allowed near a streetcar alignment.

### 33.590.270 Required Outdoor Areas

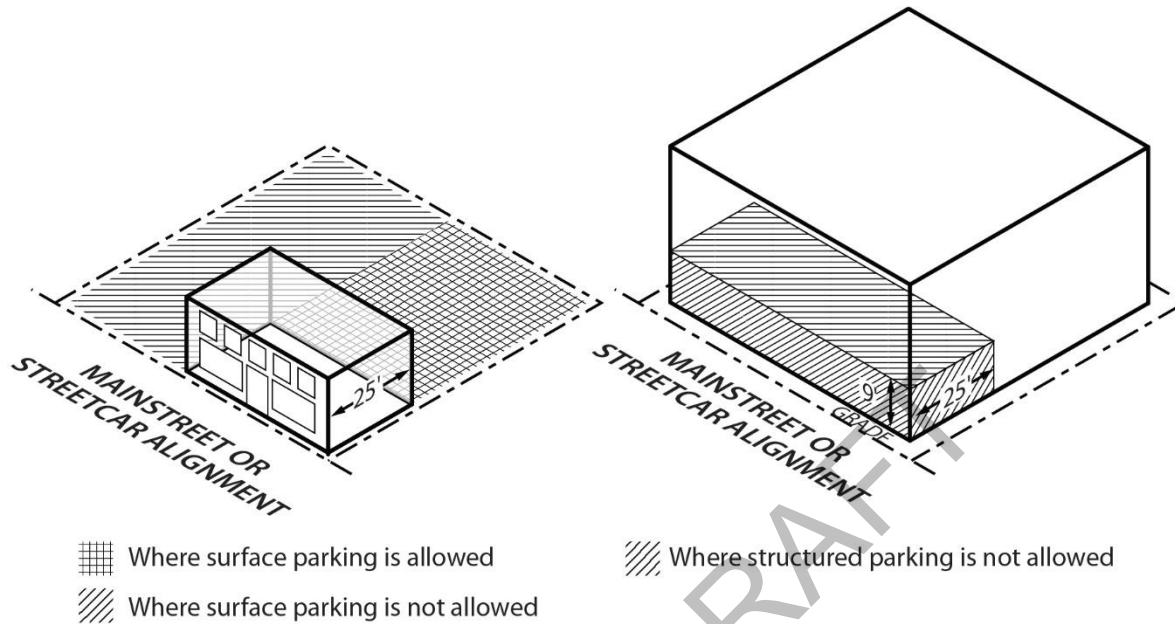
Currently, no outdoor space is required for residential development in the EX zone. These standards would use the same minimum square feet per unit requirement that applies in Commercial/Mixed Use zones. This requirement provides for outdoor open spaces or indoor community facilities for residents of new developments. This implements Comprehensive Plan policy direction to promote healthy, active living and access to outdoor space.

Required residential outdoor areas can be provided in the form of private outdoor spaces, shared outdoor areas, indoor community or recreation spaces, or combinations of these.



Examples of residential outdoor areas in the form of individual balconies (left) and shared outdoor space (right).

**Figure 590-1**  
**Location of Parking**



### 33.590.270 Required Outdoor Areas

- A. Purpose.** The required outdoor areas standards ensure opportunities for residents to have on-site access to outdoor space for recreation, relaxation, natural area, or growing food. Required outdoor areas are an important aspect for addressing the livability of a property with residential units by providing residents with opportunities for outdoor activities, some options for outdoor privacy, and a healthy environment. The standards ensure that outdoor areas are located so that residents have convenient access. These standards also allow for outdoor area requirements to be met by indoor community facilities because they provide opportunities for recreation or gathering.
- B. Requirements.**
1. Amount required:
    - a. On sites that are up to 20,000 square feet in total area, at least 36 square feet of outdoor area is required for each dwelling unit on the site;
    - b. For sites that are more than 20,000 square feet in total area, at least 48 square feet of outdoor area is required for each dwelling unit on the site.
  2. Size, location and configuration. Required outdoor area may be provided as individual, private outdoor areas, such as patios or balconies, or as common, shared areas, such as outdoor courtyards and play areas, or indoor recreational facilities or community rooms. There also may be a combination of individual and common areas.

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## Commentary

REVIEW DRAFT

- a. Individual unit outdoor areas. Where a separate outdoor area is provided for an individual unit, it must be designed so that a 4-foot by 6-foot dimension will fit entirely within it. The outdoor area must be directly accessible to the unit. Balconies that extend over street right-of-way count towards meeting this standard. Areas used for pedestrian circulation to more than one dwelling unit do not count towards meeting the required outdoor area. If the area is at ground level it may extend up to 5 feet into a required front setback, and may extend into required side and rear setbacks as long as the area is not closer than 5 feet to a lot line abutting an RF through RM4 zoned lot.
  - b. Common areas. There are two types of common area:
    - (1) Outdoor common area. Where outdoor areas are common, shared areas, each area must be designed so that it is at least 500 square feet in area and must measure at least 20 feet in all directions. The outdoor common area must be located within 20 feet of a building entrance providing access to residential units.
    - (2) Indoor common area. Where an indoor common area is provided, it must be an indoor recreational facility or an indoor tenant community room. Indoor common areas that are not recreational facilities or community rooms, such as lobbies, hallways, laundry facilities, storage rooms, and vehicle or bicycle facilities, cannot be used to meet this requirement.
  - c. Combination of individual and common areas. Where a combination of individual unit and common areas is provided, each individual area must meet Subparagraph B.2.a and each common area must meet B.2.b above, and together must provide a total amount of space equivalent to the combined amount of outdoor area required for each dwelling unit.
3. Surfacing materials. Required outdoor areas must be surfaced with lawn, pavers, decking, or sport court paving which allows the area to be used for active or passive recreational use.
  4. User amenities. User amenities, such as tables, benches, trees, shrubs, planter boxes, garden plots, drinking fountains, spas, or pools, may be placed in the outdoor area. Common, shared outdoor areas may also be developed with amenities such as play areas, plazas, roof-top patios, picnic areas, and open recreational facilities.

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## Commentary

### **33.590.280 Street and Pedestrian Connections**

This code section highlights that additional requirements for street and pedestrian/bicycle connections are regulated by the Bureau of Transportation.

### **33.590.290.A Transportation and Parking Demand Management**

The purpose statement describes the need and rationale for the Transportation Demand Management (TDM) requirements. TDM plans are intended to reduce trips by automobiles and encourage use of alternative transportation modes. They may also reduce the need for vehicle ownership and corollary parking demand.

### **33.590.290.B Transportation and Parking Demand Management**

These regulations explain the thresholds and procedure for a TDM plan for development in the plan district. A TDM plan will be required of developments and alterations that result in 10 or more new residential units on a site or the addition of over 20,000 square feet of commercial space. For residential uses, the TDM requirements will allow an applicant/building manager to adopt a pre-approved "off the shelf" TDM plan (Title 17). As an alternative, an applicant may choose to develop a custom TDM plan through a Transportation Impact Review (see 33.852).

In general, pre-approved TDM plans are expected to consist of the following:

- Education and Information: Education and information about walking, bicycling, and transit.
- Multimodal Incentives: A financial incentive for transit, bicycling, and walking to tenants and employees; these could include low cost transit passes, car share memberships, bike/walk incentives, or other benefits that can shift travel behavior.
- Surveys: Building operators will be required to participate in surveys monitoring how well strategies are working.



### **33.590.280 Street and Pedestrian Connections**

Additional requirements for street and pedestrian/bicycle connections are regulated by the Bureau of Transportation. See Section 17.88.040, Through Streets, of the Portland City Code.

### **33.590.290 Transportation and Parking Demand Management**

- A. Purpose.** Transportation and parking demand management (TDM) encompasses a variety of strategies to encourage more efficient use of the existing transportation system, and reduce reliance on the personal automobile. This is achieved by encouraging people through education, outreach, financial incentives, and pricing to choose other modes, share rides, travel outside peak times, and telecommute, among other methods. Effective TDM also incorporates management of parking demand. Transportation and parking demand management strategies help reduce traffic congestion, reduce the amount of money that must be spent to expand transportation system capacity, improve air quality, and ensure road capacity is available for those who need it most.
- B.** A TDM plan is required when new development includes a building with 10 dwelling units or more than 20,000 square feet of commercial use, or an alteration to existing development includes the addition of more than 10 dwelling units or more than 20,000 square feet of commercial use within a building. To meet the TDM standard, the applicant must choose one of the following:
1. Go through the Transportation Impact review process set out in chapter 33.852; or
  2. Meet the objective standards of Title 17.107 as verified by the Portland Bureau of Transportation.

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## Commentary

### **33.590.295 Requirements for Planned Developments**

This provision supplements the requirements for Planned Developments in 33.270. The intent of this provision is to allow Planned Developments only when additional affordable housing is provided, and a majority of the floor area on the Planned Development site is in residential use.

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### **33.590.295 Requirements for Planned Developments**

In addition to provisions in 33.270, Planned Development, planned developments in the Vaughn-Nicolai Plan District that are using the Planned Development bonus must meet the following additional requirements:

- A. Minimum required residential use.** Residential uses must comprise at least 60 percent of the total floor area of new development on the Planned Development site.
- B. Affordable housing.** Affordable housing must be provided at one of the following ratios. The applicant must provide a letter from the Portland Housing Bureau certifying that this standard and any administrative requirements have been met:
  - 1. At least 10 percent of the total number of dwelling units on the site are affordable to those earning no more than 30 percent of area median family income;
  - 2. At least 20 percent of the total number of dwelling units on the site are affordable to those earning no more than 60 percent of area median family income; or
  - 3. At least 30 percent of the total number of dwelling units on the site are affordable to those earning no more than 80 percent of area median family income.

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## Commentary

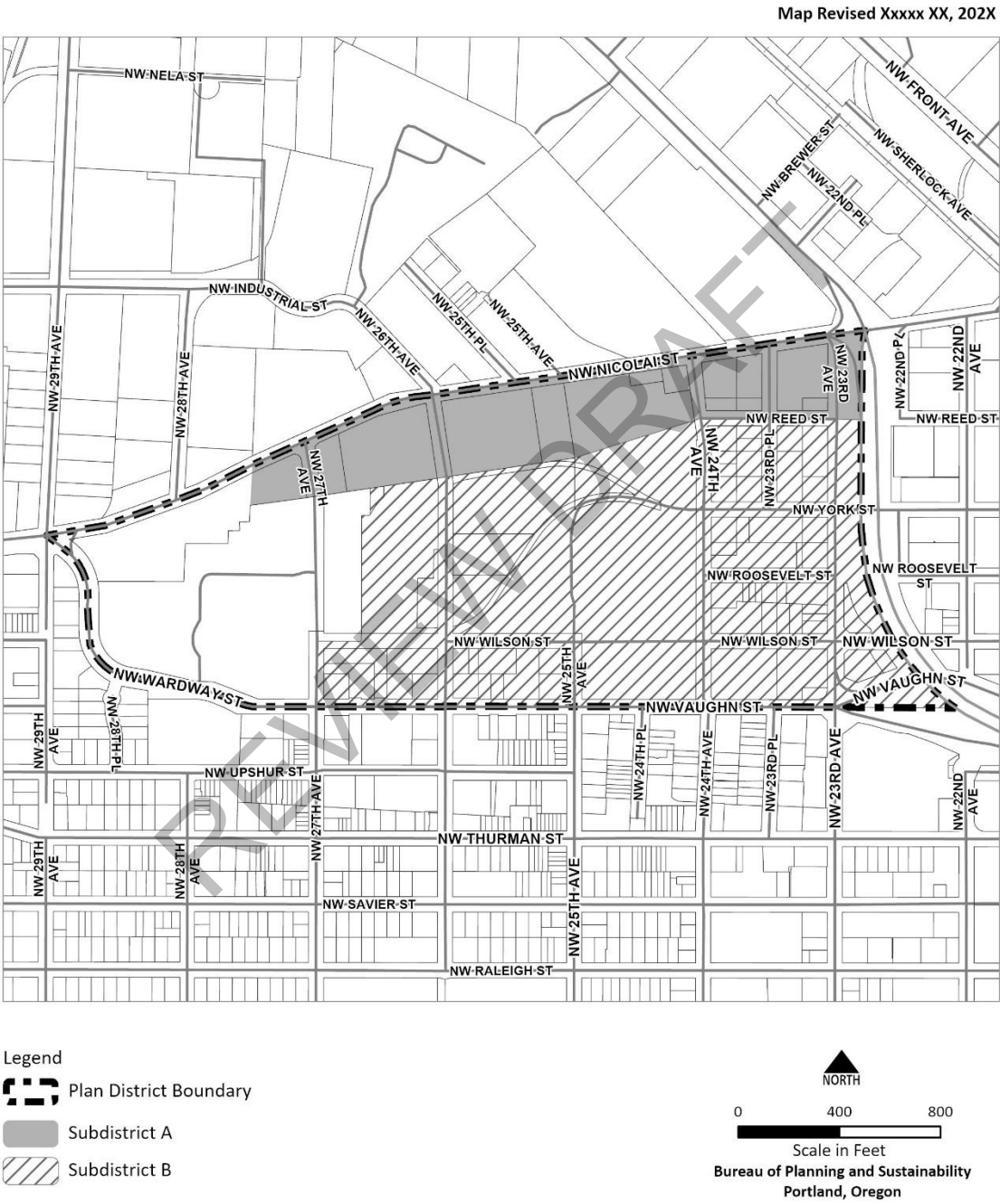
### Map 590-1

This map shows the new plan district and Subdistricts.

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Vaughn-Nicolai Plan District

Map 590-1



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## Commentary

### **Map 590-2**

This map shows the new plan district and areas where streetcar-oriented regulations apply.

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