

Montgomery Park to Hollywood Transit and Land Use Development Strategy



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TAG 11-10-2020



PBOT
PORTLAND BUREAU OF TRANSPORTATION



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

TAG Agenda

- 3:00 Welcome and Introductions
- 3:10 Project Updates
- 3:15 Scenarios Update
- *Review of Scenarios 1-3; Public, PWG Feedback*
 - *Scenario 4 - Hybrid*
 - *Economic and Transportation Analyses*
- 3:30 Preferred/Scenario 4
- *TAG Comments*
 - *Key Issues*
- 3:50 Next Steps
- 4:00 Adjourn

MP2H Process

Summer 2020

- ✓ *Review Concepts with public, PWG and other stakeholders*
- ✓ *Analyze development, housing, jobs data*
- ✓ *Collect preliminary equitable development & public benefit directions*
- ✓ *Identify preferred land use alternative or hybrid*

Fall 2020

- *Identify preferred land use alternative or hybrid*
- *Refine preferred land use plan: zoning and tools*
- *Develop public benefits/equity approach*
- *Begin transportation analysis and plan; implementation approaches*
- *Release Discussion Draft proposal for further public review*

Winter – Spring 2021

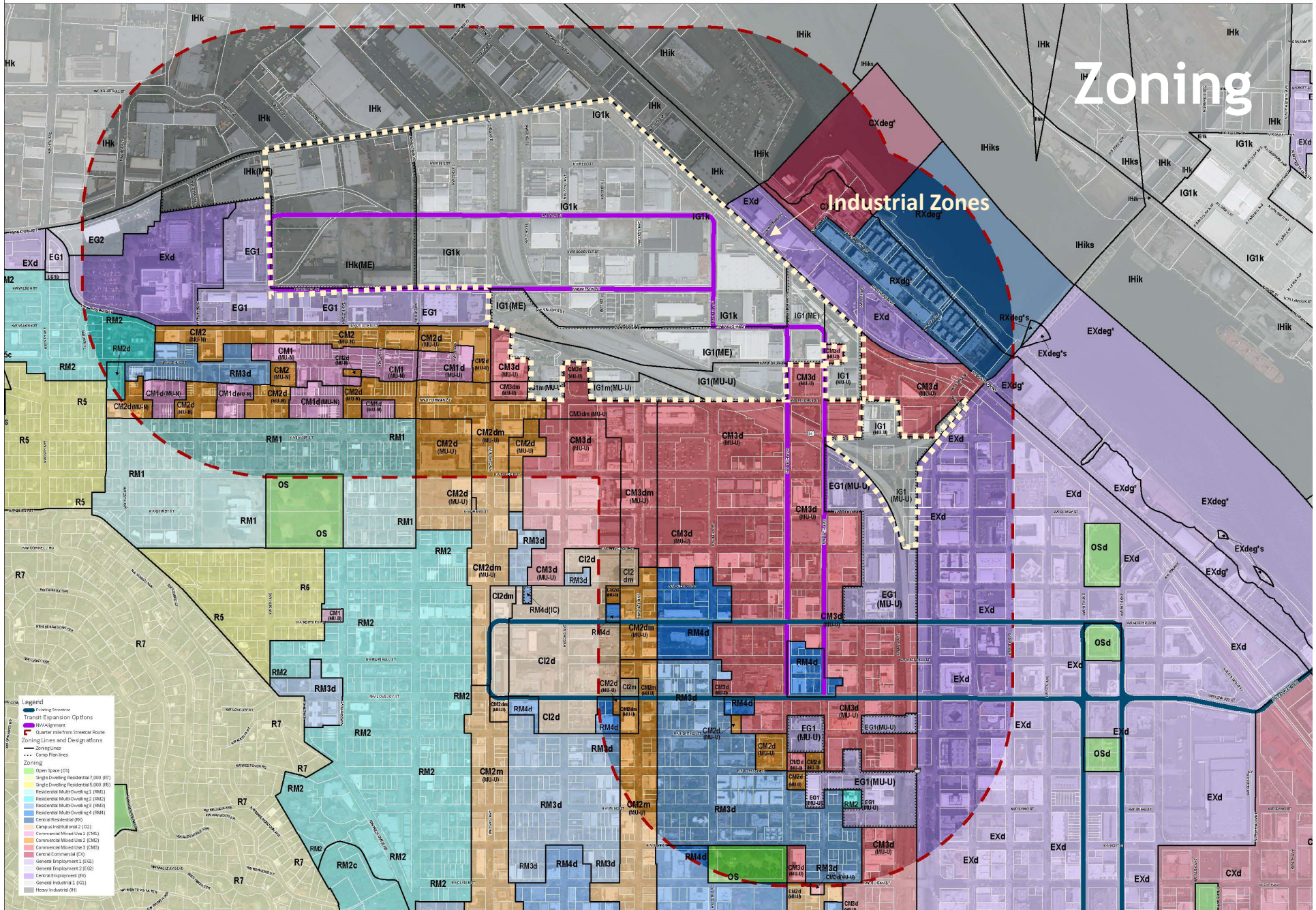
- *Refine Discussion Draft land use and transportation plan*
- *Release Proposed Draft Plan for public review*
- *Planning and Sustainability Commission (PSC) Hearings*

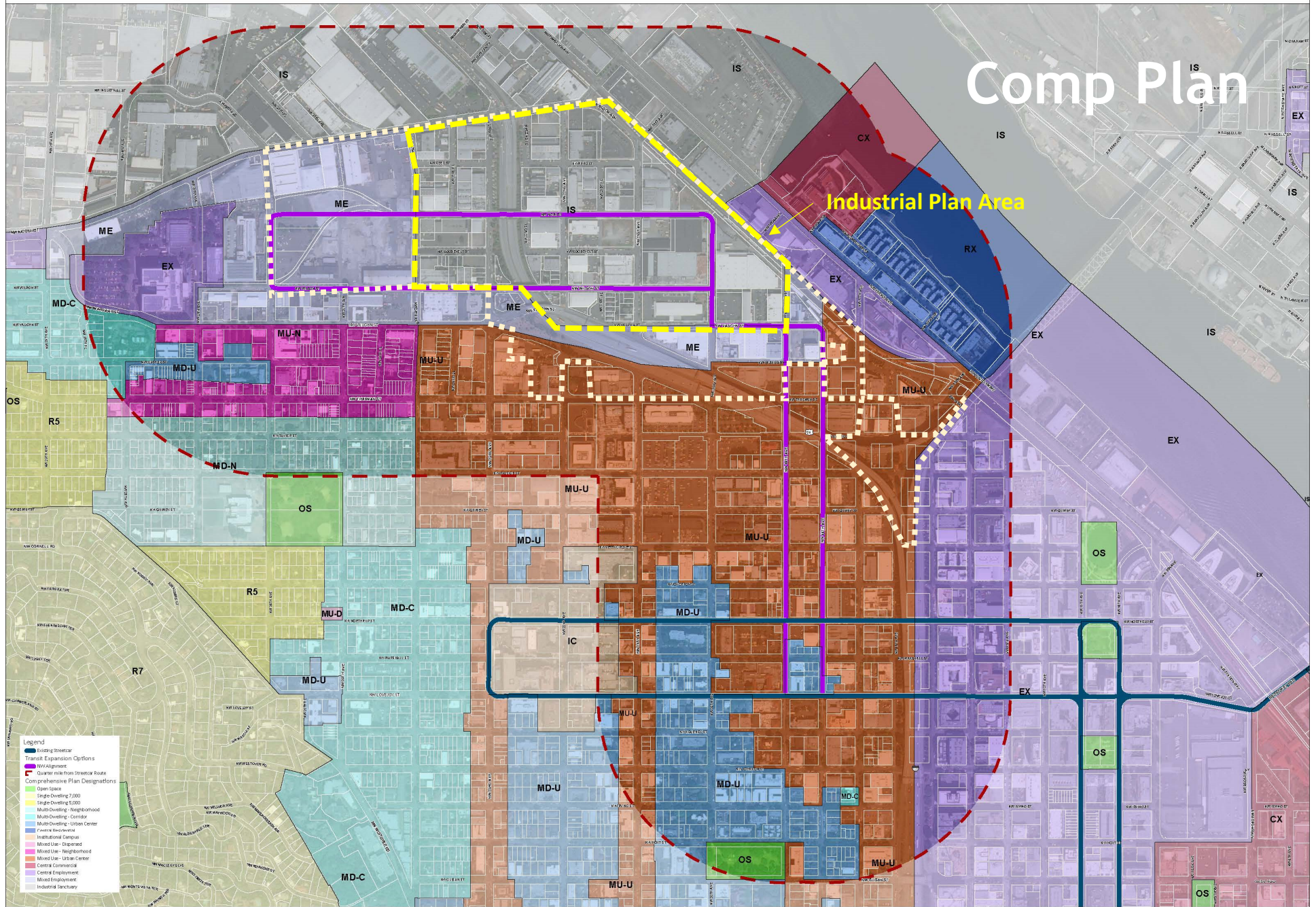
Summer – Fall 2021

- *Release PSC Recommended Plan for public review*
- *Portland City Council Public Hearings*

Zoning

Industrial Zones





NW Urban Design Scenarios

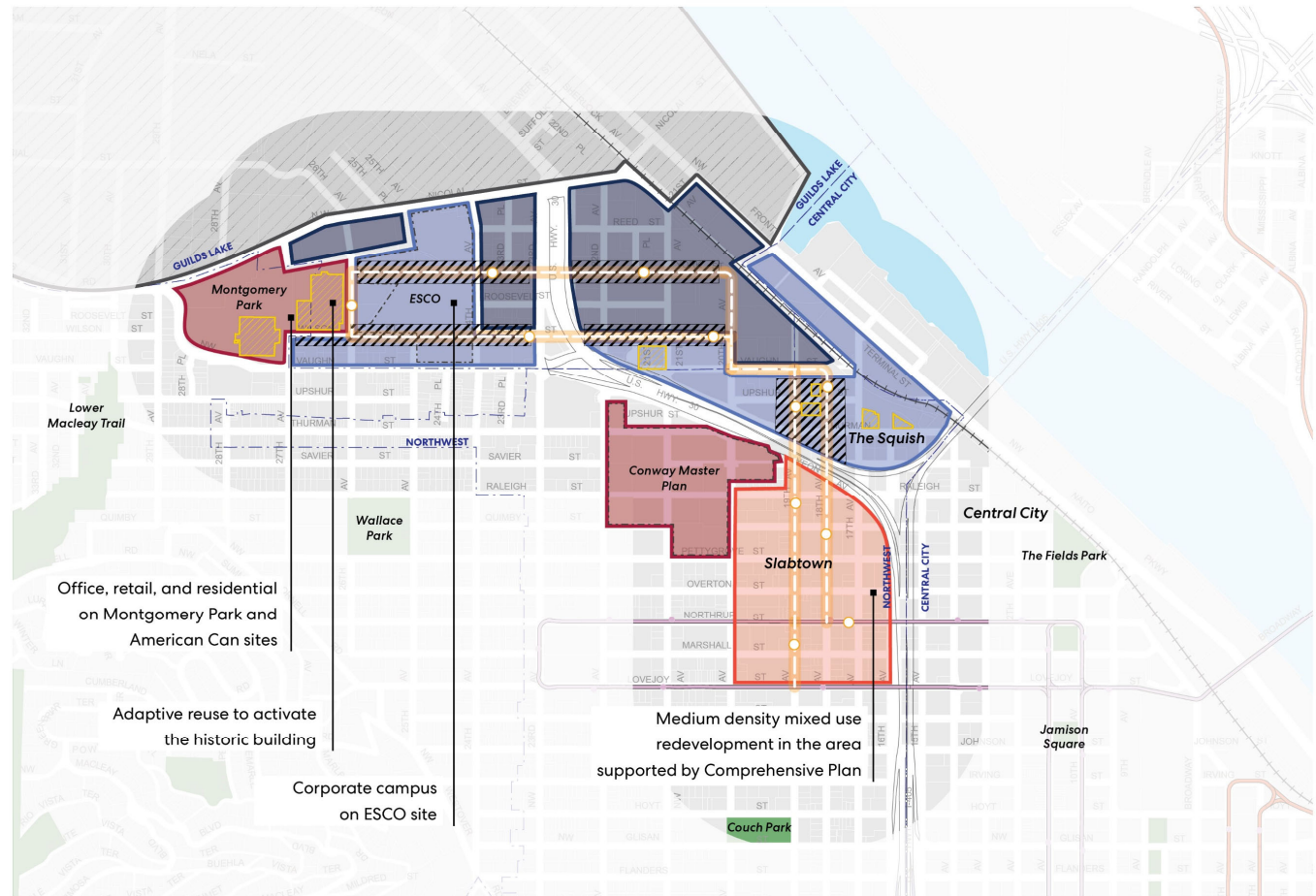
- Scenario 1 Enhanced Industrial
 - Create an industrial-focused sustainable economy through zoning and land use
 - Allow more flexibility for creative office in the industrial zones
 - Main streets are targeted for ‘makers spaces’
 - ESCO develops as a corporate campus
- Scenario 2 Employment
 - Focused on office space and employment activities
 - Conservation and reuse of existing structure for affordable space
 - ESCO rezoned for high-density employment center
- Scenario 3 Mixed Use
 - Mixed use district supported by employment anchors, mixed housing and neighborhood retail/services
 - More housing/affordable housing within district with nearby amenities
 - ESCO is rezoned as high-density mixed use and urban center

Scenario 1

Legend

- High Density Mixed Use
- Medium Density Mixed Use
- Medium Density Employment
- Light Industrial & Creative Office
- Industrial Main Street Overlay*
- Historic/Cultural Building Preserved
- Heavy Industrial
- Proposed Transit Alignment
- Existing Streetcar
- Plan District Boundary

* Industrial Main Street Overlay considers additional development standards and guidelines



SCENARIO 1: INDUSTRIAL

SCENARIO 2: EMPLOYMENT

SCENARIO 3: MIXED USE

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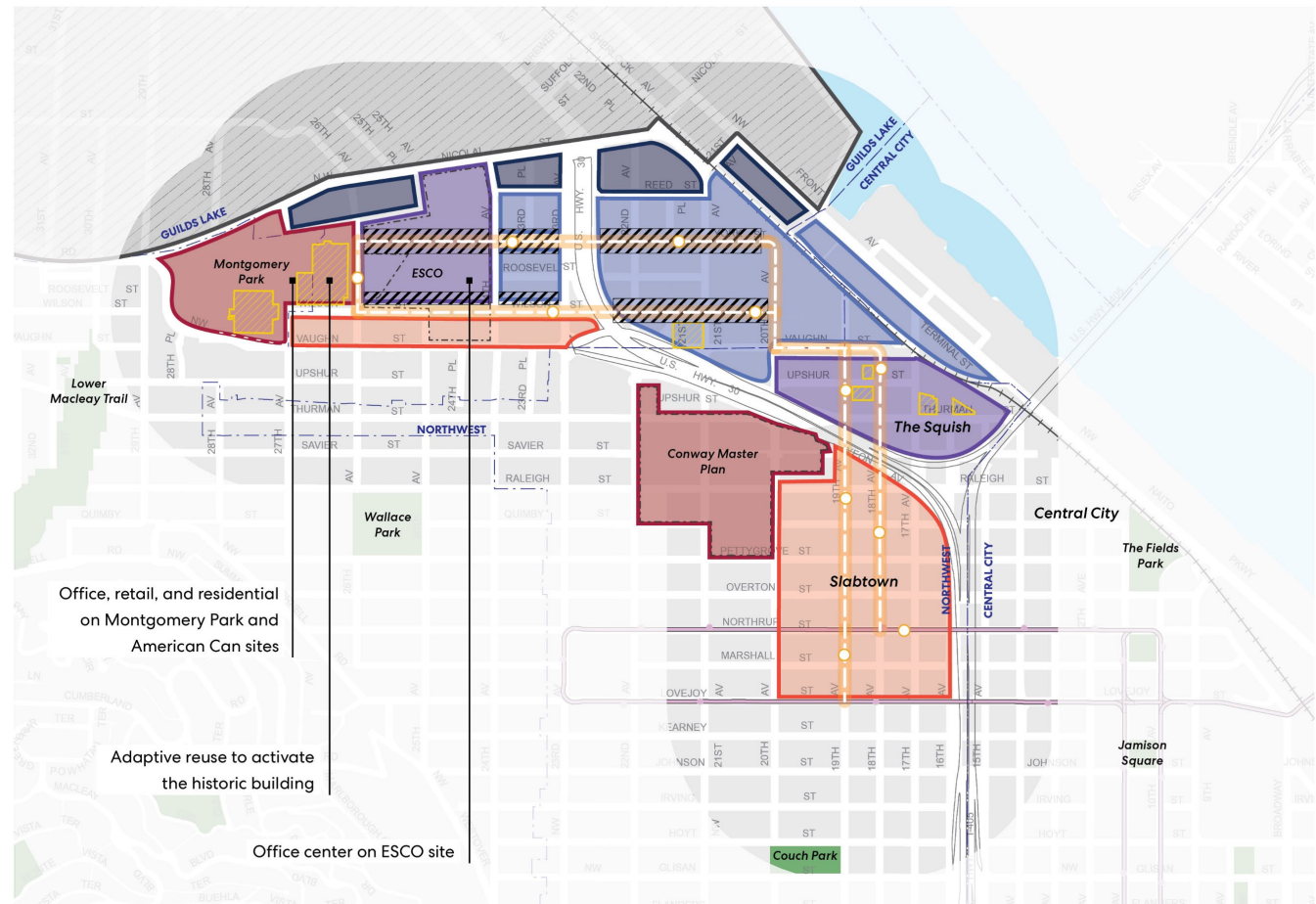
Scenario 2

Legend

- High Density Mixed Use
- Medium Density Mixed Use
- High Density Employment*
- Medium Density Employment
- Light Industrial & Creative Office
- Main Street Overlay**
- Historic/Cultural Building Preserved
- Heavy Industrial
- Proposed Transit Alignment
- Existing Streetcar
- Plan District Boundary

* Allows housing as a conditional use.

** Main Street Overlay considers additional development standards and guidelines.



SCENARIO 1: INDUSTRIAL

SCENARIO 2: EMPLOYMENT

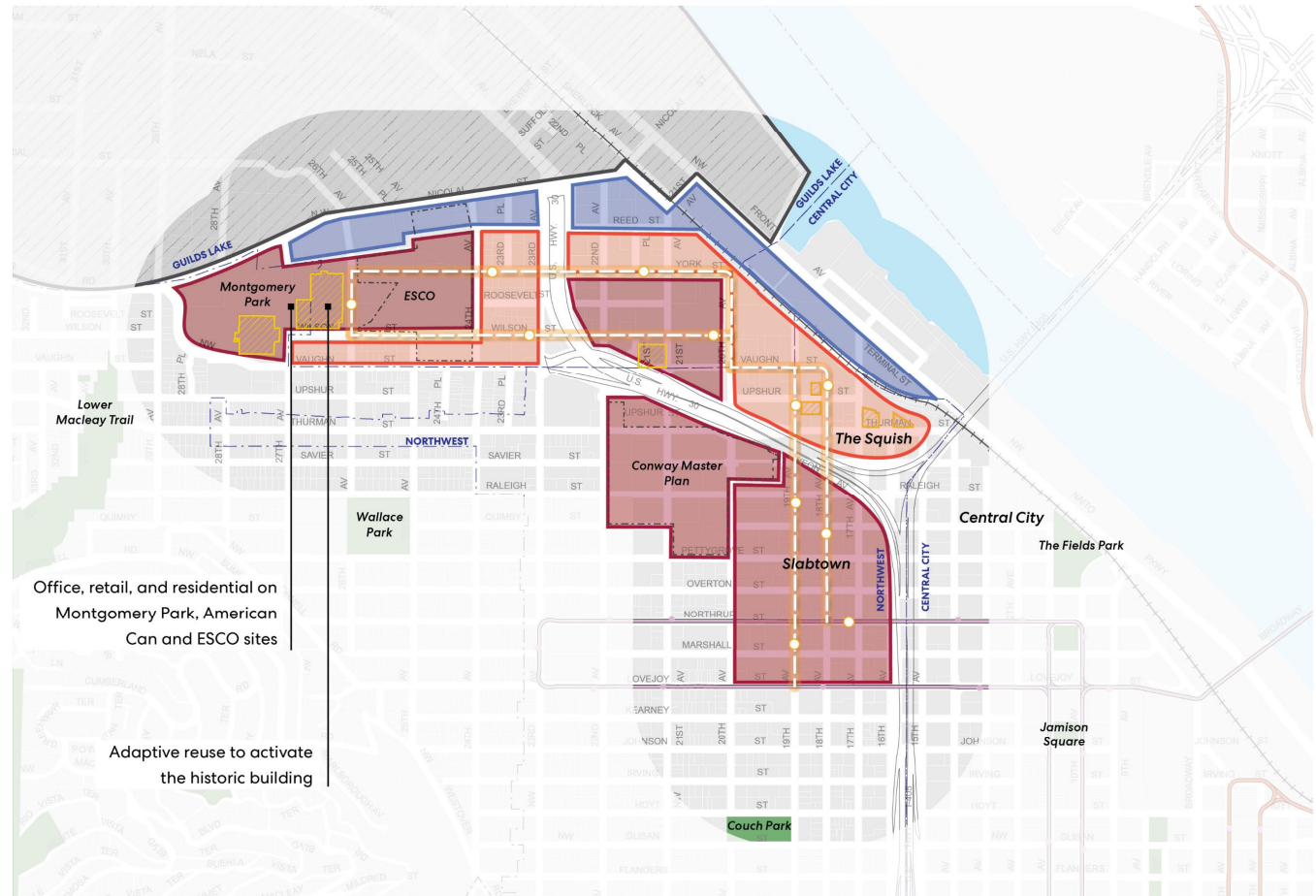
SCENARIO 3: MIXED USE

Portlandoregon.gov/transportation

Scenario 3

Legend

- High Density Mixed Use
- Medium Density Mixed Use
- High Density Employment
- Medium Density Employment
- Historic/Cultural Building Preserved
- Heavy Industrial
- Proposed Transit Alignment
- Existing Streetcar
- Plan District Boundary



SCENARIO 1: INDUSTRIAL

SCENARIO 2: EMPLOYMENT

SCENARIO 3: MIXED USE

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What We Heard - NW Scenarios

From Public

- Questions about need/usefulness of transit/streetcar investment
- Uncertainties about viability of streetcar/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

- Need for more data - including transportation analysis/traffic impacts
- More information about trade-offs and equity implications
- Information should be presented clearly with trade offs defined and no bias
- No scenario is a clear direction:
 - Industrial jobs are important - equity implications not yet addressed
 - Employment scenario - commuter destination; lacks night activity
 - Mixed Use - possible long-term direction, but has impacts for existing uses
 - Better balance of jobs and housing should be explored

NW Urban Design Scenarios

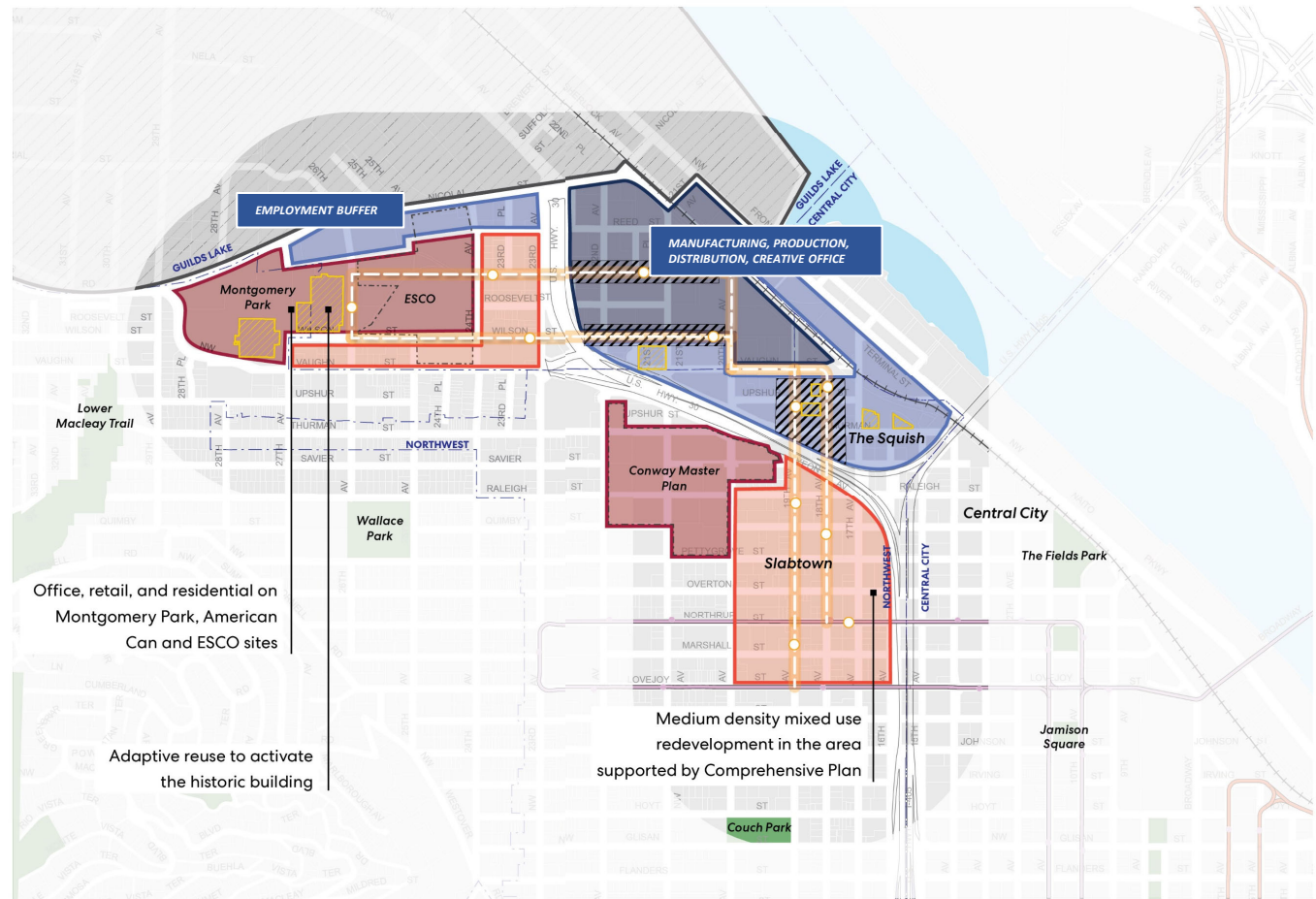
- **Scenario 4 Hybrid: Enhanced Industrial and Mixed-Use**
 - Industrial/enhanced industrial focus east of HWY 30
 - Mixed use district focus west of Highway 30
 - Employment buffer between mixed use district and Nicolai to offer additional buffer between potential housing and industrial sanctuary
 - Limits changes to industrial land supply and impact to jobs
 - Industrial areas with mixed use Comprehensive Plan designations will transition over time

Scenario 4

Legend

- High Density Mixed Use
- Medium Density Mixed Use
- Medium Density Employment
- Light Industrial & Creative Office
- Industrial Main Street Overlay*
- Historic/Cultural Building Preserved
- Heavy Industrial
- Proposed Transit Alignment
- Existing Streetcar
- Plan District Boundary

* Industrial Main Street Overlay considers additional development standards and guidelines



Hybrid of Mixed Use and Enhanced Industrial

Scenario Comparison

Scenario	New Jobs	New units/ Affordable units (10% @ 60%)	DRAFT Preliminary Value Created over Baseline	Tradeoffs
Scenario 1 Enhanced Industrial	1,120 Industrial 1,844 Office 40 Retail/Rest.	0 / 0	1.1 X Base (\$297 M)	<ul style="list-style-type: none"> Preserves existing industrial jobs/ holds land for future industrial uses Less \$ for community benefit/ no housing Less conducive to streetcar
Scenario 2 Employment	480 Industrial 3,880 Office 120 Retail/Rest.	1,000 / 100	1.26 x Base (\$695 M)	<ul style="list-style-type: none"> Preserves industrial jobs and adds other employment close to central city Creates moderate increment and some housing
Scenario 3 Mixed Use	-450 Industrial -510 Office 600 Retail/Rest.	5,000 / 500	1.46 x Base (\$1.24 B)	<ul style="list-style-type: none"> Creates a lot of housing stock with some affordable housing Creates high increment for other community benefits Crowds out employment development and loses industrial jobs
Scenario 4 Hybrid	0 Industrial -100 Office 480 Retail/Rest.	4,000 / 400	1.42 x Base (\$1.14 B)	<ul style="list-style-type: none"> Preserves existing industrial jobs/ holds land for future industrial uses Adds housing near jobs, with some affordable housing Creates high increment for community benefits

Scenario	Changes district trips	Transportation Impacts (worsened conditions)	Transportation Impact (trends/ improved conditions)
Baseline	4630 trips	<ul style="list-style-type: none"> • 4,780 trips • WB Cornell vc 1.31 	
Scenario 1 Enhanced Industrial	+35%	<ul style="list-style-type: none"> • 6,460 trips (+35%) • Greatest impact to Vaughn on-ramp (vc .95 -> 1.04) • SB approach to Vaughn on 23rd over 1 	<ul style="list-style-type: none"> • Larger impacts most significantly on freeway and nearby streets • Some local streets see fewer trips: 23rd between Thurman and Vaughn, Wilson between 23rd and 21st, Lovejoy
Scenario 2 Employment	+29%	<ul style="list-style-type: none"> • On ramp at Vaughn becomes 1.02 vc • SB approach to Vaughn on 23 at .92 	<p>Improved conditions on some local streets from baseline:</p> <ul style="list-style-type: none"> • 23rd NB approach to Vaughn, • 24th between Vaugh and Wilson • On/off ramps to Broadway bridge from Broadway approach
Scenario 3 Mixed Use	+28%	<ul style="list-style-type: none"> • On ramp at Vaughn becomes 1.01 vc • SB approach to Vaughn on 23 at .90 	<p>Trips shift to use Broadway bridge to leave district; stay on US 30 longer to exit at Nicolai</p> <p>Improved conditions on some local streets from baseline:</p> <ul style="list-style-type: none"> • 23rd NB approach to Vaughn, • 24th between Vaugh and Wilson • Vaughn between 25/26 • Broadway on/off ramps to Broadway bridge
Scenario 4 Hybrid	+27%	<ul style="list-style-type: none"> • On ramp at Vaughn becomes 1.01 vc • SB approach to Vaughn on 23 at .90 (similar S3) 	<p>Improved conditions on some local streets from baseline:</p> <ul style="list-style-type: none"> • 23rd NB approach to Vaughn, • 24th between Vaughn and Wilson • Vaughn between 25/26 • Wilson WB • Overton/ Northrup WB

CONGESTION HOTSPOTS FOR FURTHER ANALYSIS



NW 23rd Ave

Southbound approaching NW Vaughn

- Scenario 1

HWY 30 / I-405 On-ramp

Eastbound approaching Fremont Bridge

- Scenario 1
- Scenario 2
- Scenario 3
- Scenario 4

NW 24th Ave*

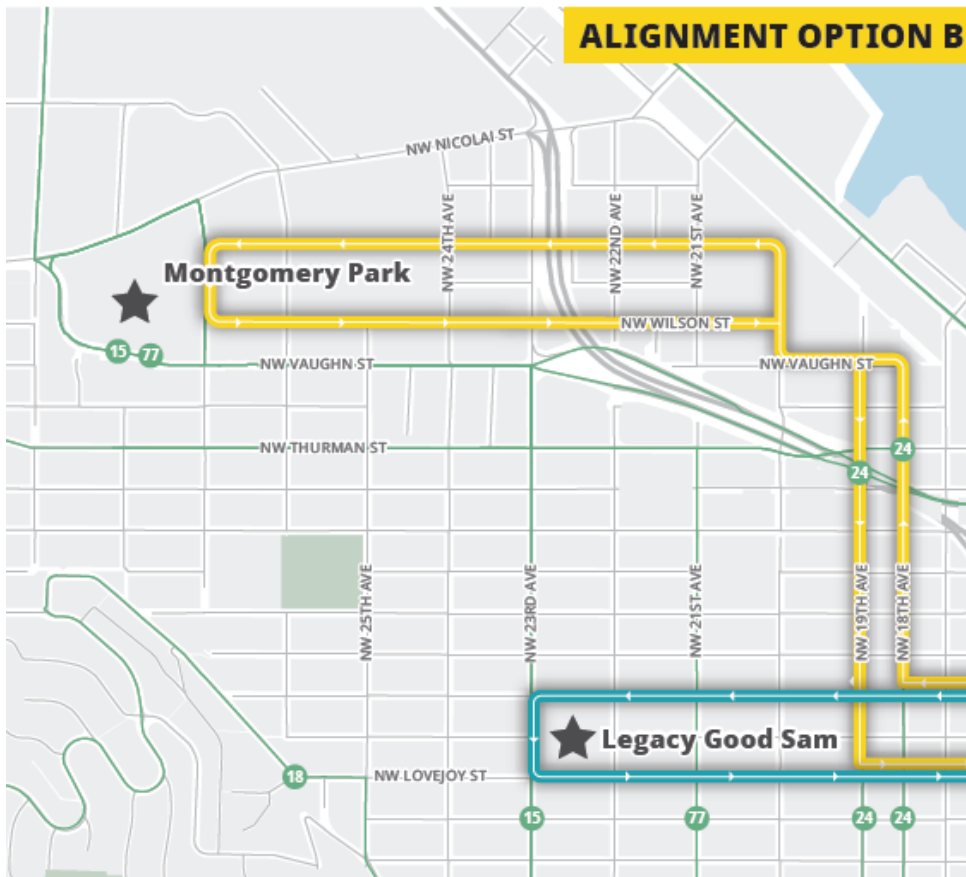
Between NW Vaughn & NW Thurman

- Scenario 1
- Scenario 2
- Scenario 3

**not over-capacity, but exceeds Neighborhood Greenway guidelines for vehicle volumes.*

Streets with expected increased traffic flows for additional consideration:

- NW 21st Ave
- NW 19th Ave
- NW Raleigh St
- NW Thurman St



ALIGNMENT OPTION B

ALIGNMENT DESCRIPTION:

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

KEY CONSIDERATIONS:

- Opportunity for spurring growth in jobs and housing along the new alignment
- More direct route to destination with strong support from adjacent properties.
- High potential for a community benefits agreement to support city-wide goals
- Provides new, high quality transit and transportation connections to a district with limited access today
- Inconsistent with existing adopted zoning and industrial sanctuary policies
- Requires right-of-way acquisition between NW 24th to 26th through ESCO site
- 3.5 miles of new track construction and six new streetcars

Alignment used for Scenarios 1 - 3 analysis

Capital Cost estimates: \$130-145 M

Operating Cost estimates: \$3.5 - 4.5 M/ yr

Needs: 5 new cars, new maintenance barn

ALIGNMENT 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:

- Limited policy conflicts with industrial sanctuary and Comprehensive Plan.
- Narrow redevelopment opportunity along NW 23rd and adjacent areas.
- NW 23rd Ave is an identified need for a major street rebuild in near future – potential synergy for projects
- Significant construction and ROW impacts on NW 23rd, likely requiring parking removal.
- Potentially significant traffic circulation issue at NW 23rd/Vaughn and HWY 30 / I-405 ramps.
- Medium value capture by serving both existing land uses and high potential sites north or Vaughn.
- 1.6 miles of new track construction with optimal operating plan to extend NS line. Requires purchase of two additional streetcars



Potential Scenario 4 Alignment

Capital Cost estimates: \$45 M

Operating Cost estimates: \$250 - 300K / yr

Costs incl: 2 new cars, but could operate without any added cars

Requires implementation of 23rd street rebuild with new cross section designs

Preferred Scenario:

- Refinement of Hybrid Scenario 4
- Acknowledges current city land use policy, and ongoing EOA for land needs.
- Suggests a future direction for the area, assuming industrial land needs can be addressed in upcoming EOA ,or by other means such as offset or mitigation \$\$.

Area	Plan	Zone	New Plan	New Zone	New FAR Base	New FAR Bonus	New Height Base	New Height Bonus	Additional Bonus Options	Strategic LU Change
A	ME	EG2	ME	EG2	3:1; 1:1 office	0.85:1 office	No limit	No limit	none	• No change
B	EX	EXd	EX	EXd	3:1	5:1	65	n/a	120' height	• Consider PD Bonus to allow 120' height • Possible DA
C1	ME	IHk	ME	EG1 EG2	3:1	0.85:1 office	EG1 -45 EG2- No limit	65	none	• Change zone to Comp Plan • Allow additional height
C2	IS	IG1k	ME	EG1	3:1	0.85:1 office	EG1 -45 EG2- No limit	65	none	• Change CP and zone • Allow additional height
D	ME	IHk	EX	EXd	3:1	5:1	65	65	120' height	• Change CP and zone. • Consider PD Bonus to allow 120' height • Possible DA
E	ME	EG1	EX	EXd	3:1	5:1	45	55	none	• Change CP and zone.
F	IS	IG1k	EX	EXd	3:1	5:1	65	65	120' height	• Change CP and zone. • Consider PD Bonus to allow 120' height • Possible DA
G	IS	IG1k	IS	IG1k	No limit; 3:1 Ind Office	n/a	No limit	n/a		• Consider future Industrial/ creative office allowance depending on EOA
H	MU-U	IG1	MU-U	IG1						• No change. Properties pursue quasi-judicially.
I	MU-U	IG1	MU-U	IG1						• No change. Properties pursue quasi-judicially.

Possible Public Benefits to Consider:

- Streetcar funding
- Brownfield clean-up funding
- Deeper housing affordability (12% at 60% MFI via zoning)
- Additional affordable housing (via additional value capture)
- Affordable commercial space
- Affordable maker space
- Street network completion and improvements
- Parks or community space
- Childcare
- Ownership/Co-op

Next Steps:

Northwest Portland:

- Select preferred alternative (land use, alignment)
- Draft preliminary public benefits package
- Develop Discussion Draft Plan - Comp Plan, Zoning, Plan District and regulatory tools
- Share Discussion Draft with public
- Craft multimodal transportation plan for district based on land use preference
- Advance public benefits and equity strategy through development agreement or other mechanisms.

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