

# Attachment 10

## STAFF REPORT

### FIRST READING FOR ORDINANCE 26-1538 FOR THE PURPOSE OF AMENDING THE 2023 REGIONAL TRANSPORTATION PLAN TO INCLUDE THE LOCALLY PREFERRED ALTERNATIVE FOR THE MONTGOMERY PARK STREETCAR EXTENSION

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Date: January 28, 2026  
Department: Planning, Development and Research  
Meeting Date: March 5, 2026  
Prepared by: Ally Holmqvist, Senior Planner,  
ally.holmqvist@oregonmetro.gov

Length: 15 minutes  
Presenters:

- Ally Holmqvist, Senior Planner, Metro
- Alex Oreschak, Senior Planner, Metro
- Shawn Canny, Transportation Planner II, PBOT

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## ISSUE STATEMENT

The Regional Transportation Plan (RTP) is the state- and federally-required long-range transportation plan for the Portland metropolitan area that guides planning and investment for all forms of travel – motor vehicle, transit, biking, and walking – and the movement of goods and freight. It includes a list of “financially constrained” projects eligible to move forward when there is funding and political support. The RTP was last updated in 2023.

In July 2025, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council endorsed the Locally Preferred Alternative (LPA) for the Montgomery Park Streetcar Extension identified as a regional priority in the 2023 RTP (and its element the High Capacity Transit Strategy) to improve transit speed, reliability, capacity, safety, comfort and access aligned with the vision established in the regional transit strategy. Planning to develop the LPA identified additional details and information that required amendments to the 2023 RTP. The amendment includes updates to reflect:

- the endorsed LPA route alignment on the regional transit network map,
- LPA project description, cost and anticipated revenues, and
- the project timeline and status in appendices of the 2023 RTP.

Metro and regional partners have made significant progress on the Montgomery Park Streetcar Extension, as well as the 82nd Avenue Transit Project and Tualatin Valley Highway Transit and Safety Project, and are ready to take the next step in pursuing key federal funding opportunities. This is a key step of the project development lifecycle outlined in the HCT Strategy for these identified Tier 1 priorities (see **Attachment 1**). To be eligible for federal and state funding, the endorsed transit project must have its LPA adopted in the RTP. The next full RTP update must be completed by November 30, 2028.

The requested amendment will include the endorsed Montgomery Park Streetcar LPA as part of the 2023 RTP in order to support the project moving into project development and becoming eligible to compete for federal and state funding opportunities now.

### **IDENTIFIED POLICY OUTCOMES**

To reflect the LPA as previously endorsed by Metro Council resolution, the requested amendment includes the following:

- Amendment to Chapter 3 System Policies to Achieve Our Vision Regional Transit Network Map (Figure 3.24) to:
  - Revise the extent of Montgomery Park Streetcar to include NW Roosevelt Street between NW 26th Avenue and NW 23<sup>rd</sup> Avenue and on NW 23<sup>rd</sup> Avenue and NW 26th Avenue between NW Roosevelt and NW Wilson Streets to match the Locally Preferred Alternative.
- Amendments to Chapter 5 Our Transportation Funding Outlook and Chapter 6 Regional Programs and Projects chapter text and figures to reflect additional revenues related to the transit project not accounted for in the adopted 2023 RTP financial forecast.
- Amendments to the Appendix A: Constrained Priorities Project List to update project cost and description for:
  - Project 11319: Streetcar Montgomery Park Extension to update the project description and project cost to \$195M (from \$80M).
- Amendments to Appendix W: Status of Current Major Projects to update description of the transit project to reflect endorsement of the LPA, including project status, timeline, maps and next steps.
- Create a new appendix that will contain the LPA: Appendix CC: Montgomery Park Streetcar Extension Locally Preferred Alternative
- Amendments to numbering, pagination, formatting and other scrivener's errors as needed.

### **ACTION REQUESTED**

Hold a public hearing on the proposed RTP amendment and review Ordinance No. 26-1538 For the Purpose of Amending the 2023 Regional Transportation Plan to Include the Locally Preferred Alternative for the Montgomery Park Streetcar Extension.

### **STAFF RECOMMENDATIONS**

Staff recommends that Metro Council hold the public hearing for and review Ordinance No. 26-1538.

Following the amendment procedures, Metro staff has reviewed the information submitted by TriMet (project sponsor) and City of Portland (project owner) in Attachment 2 and finds that the requested amendment to the 2023 RTP to include the LPA for the Montgomery Park Streetcar Extension is regionally significant and consistent with the 2023 RTP and federal fiscal constraint requirements.

Metro Council is anticipated to consider adoption at the April 23 Council meeting following a recommendation from MPAC and action from JPACT.

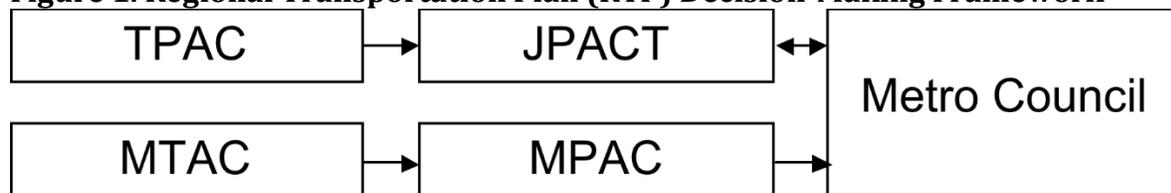
**STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION**

In 2023, JPACT and the Metro Council adopted a significant update to the RTP that brought together the input of thousands of people who live, work and travel across the greater Portland region. Meaningful engagement and consultation with Tribes, community members, community-based organizations, businesses, transportation agencies and elected officials contributed to a shared vision and strategy for investing in a transportation system that serves everyone. The 2023 RTP forwards the values and desired outcomes for the future of the region’s transportation system: mobility options, equitable transportation, climate action and resilience, safe system, and thriving economy.

As the federally-designated metropolitan planning organization for the Portland metropolitan area, Metro is responsible for developing and maintaining the RTP. As the regional government responsible for regional land use and transportation planning under state law, Metro is also responsible for developing and maintaining a regional transportation system plan, consistent with the Regional Framework Plan, statewide planning goals, the Oregon Transportation Planning Rule, the Metropolitan Greenhouse Gas Reduction Rule, the Oregon Transportation Plan, and by extension the Oregon Highway Plan and other state modal plans.

The Metro Council and JPACT jointly share responsibility for developing and adopting an updated RTP every five years to maintain compliance with federal and state requirements. Adoption or amendment of the RTP is a land use action under the statewide land use planning program. As such, the Metro Policy Advisory Committee (MPAC) serves in an advisory role to the Metro Council. This decision-making framework is shown in Figure 1.

**Figure 1. Regional Transportation Plan (RTP) Decision-Making Framework**



Amendments to the RTP are considered in between scheduled updates when a sponsoring agency requests changes to the funding, phasing, mode, function or general location of a project in the plan. There are several general sources for RTP amendment requests:

- (1) ODOT requests that require an amendment to the RTP for specific projects or the phasing of existing projects due to a funding decision by the Oregon State Legislature or other action by the Oregon Transportation Commission;
- (2) city or county requests involving transportation projects adopted through a public process in local transportation system plans, area plans, concept plans or studies;
- (3) transit agency requests to align adopted transit plans with the RTP;

- (4) public agency requests resulting from a National Environmental Policy Act (NEPA) review process to reflect the LPA adopted by project partners to allow the project to proceed and be eligible for federal funding; and
- (5) amendments resulting from a local, regional or state planning study or corridor refinement planning as defined in the Oregon Transportation Planning Rule, that involve additions or deletions to the RTP Financially Constrained project list or a significant change in the mode, function or general location of a project on the RTP Financially Constrained project list.

As described in Appendix Y of the RTP, such amendments require a recommendation from MPAC and adoption by the JPACT and the Metro Council by Ordinance.

**Attachment 3** describes in detail how the amendment is regionally significant and consistent with the 2023 RTP and related public engagement procedures for amendments to the RTP. **Table 1** below provides a summary of the determination outcomes.

**Table 1. RTP Amendment Consistency Review Outcomes Summary**

<b>Process Step</b>	<b>Outcomes</b>
<u>Step 1</u> Sponsoring agency consults with Metro Staff	<i>Staff from TriMet (project sponsor) and City of Portland (project owner) met with staff from Metro between <u>April and September 2025</u> on the requested amendment and the RTP consistency requirements. Metro staff also participated as a partner in the LPA process for the transit project.</i>
<u>Step 2</u> Sponsoring agency submittal	<i>Staff from TriMet and City of Portland submitted a memo for the requested amendment including the RTP consistency background information outlined in the RTP Project Amendment Checklist as outlined in Appendix Y: RTP Amendment Process in <u>October 2025</u>.</i>
<u>Step 3</u> Regional significance determination:	<i>In 2018, Metro adopted the region’s first Regional Transit Strategy, as an element of the RTP. The RTP identified an Enhanced Transit Corridor in Montgomery Park for short-term implementation with the transit project identified in the financially constrained project list. In 2023, Metro adopted the Regional High Capacity Transit (HCT) Strategy as an element of the RTP, and designated this high capacity transit project as a Tier 1: near-term HCT corridor – the highest priority for near-term HCT investment in the region. The project will also require project-level NEPA review. Additionally, the project corridor is designated on multiple RTP network maps – including transit, bicycle, and pedestrian networks.</i>

Process Step	Outcomes
<p><u>Step 4</u> Public engagement consistency determination:</p>	<p><i>TriMet and the City of Portland submitted signed Public Engagement and Non-discrimination Certification and Documentation Forms as part of the 2023 RTP certifying that they have:</i></p> <ul style="list-style-type: none"> <li>• <i>an adopted Title VI plan and implementation procedures;</i></li> <li>• <i>public engagement plans compliant with Title VI and Goals 1 and 12 for all adopted land use and/or transportation plans, strategies and studies including the project;</i></li> <li>• <i>conducted project-specific engagement and analyzed potential inequitable impacts for marginalized groups;</i></li> <li>• <i>conducted and will conduct non-discriminatory, inclusive engagement compliant with Title VI and Goals 1 and 12 where input followed best practices and helped shape the project; and</i></li> <li>• <i>retained records related to these public engagement activities in compliance with regulations.</i></li> </ul> <p><i>The LPA endorsement process documented the extensive, consistent project development public engagement activities since that time.</i></p>
Process Step	Outcomes
<p><u>Step 5</u> RTP consistency determination:</p>	<p><i>The requested amendment has elements demonstrating progress toward objectives under all five regional goals that:</i></p> <ul style="list-style-type: none"> <li>• <i>implement the Metro 2040 Growth Concept by advancing high-capacity transit along a Main Street improving mobility within the Central City via a transit solution supporting planned compact, higher density land uses;</i></li> <li>• <i>invest in a corridor identified for transit improvements on the RTP Transit Network Vision;</i></li> <li>• <i>improve transit, bicycle and pedestrian travel and access, while balancing motor vehicle travel and the many functions of mobility corridors;</i></li> <li>• <i>improve multimodal options and access for Equity Focus Areas;</i></li> <li>• <i>provide safer alternatives to driving, advancing implementation of Vision Zero;</i></li> <li>• <i>advance a major high-capacity transit investment to make transit more convenient, frequent, and accessible – a key strategy for implementing the Climate Smart Strategy;</i></li> <li>• <i>advance transit, bicycle and pedestrian system completion in a job and activity center to provide safe and convenient options for short trips and connections to transit, supporting the economy; and</i></li> <li>• <i>plan to include transit signal priority and access management strategies to support system management and operations and are themselves transit strategies for increasing corridor capacity as part of the Congestion Management Toolbox.</i></li> </ul> <p><i>In all these ways, the requested amendment has been determined to support the region’s progress toward both federal and regional</i></p>

*performance targets. All project amendments (additions and deletions) are exempt from the federally-required air quality conformity analysis.*

**(continued) Table 1. RTP Amendment Consistency Review Outcomes Summary**

<b>Process Step</b>	<b>Outcomes</b>
<u>Step 6</u> Fiscal constraint determination	<p><i>The estimated cost for the Montgomery Park Streetcar Extension increased from \$80M in the 2023 RTP to \$195M. This \$115M difference is accounted for in:</i></p> <ul style="list-style-type: none"> <li>• <i>\$47.5M in new revenue not included in the RTP forecast (i.e., Portland Clean Energy Fund Grant, additional revenues forecasted for the project based on a new forecast of LID revenues following the 2023 RTP update);</i></li> <li>• <i>\$57.5M in additional FTA Capital Investment Grant award; and</i></li> <li>• <i>\$10M in regional revenue (i.e., Regional Flexible Fund Bond approved by JPACT and the Metro Council in 2025).</i></li> </ul>
<u>Step 7</u> Begin Formal Amendment Process	<p><i>The RTP Amendment Process was initiated with the start of the public review period on <u>November 3, 2025</u>. Per Metro’s adopted Public Engagement Guide, advance notice of the public comment period was provided 30 days in advance. This process was consistent with Metro’s public engagement and established RTP amendment procedures.</i></p> <p><b><i>Attachment 2</i></b> <i>provides the process and timeline for considering the requested RTP amendment. To date that has included:</i></p> <ul style="list-style-type: none"> <li>• <i>a 45-day public comment period which concluded on December 19, including a public hearing on December 4 (no comments received, see below)</i></li> <li>• <i>Form 1 Notice to the Department of Land Conservation and Development on January 28</i></li> </ul> <p><i>Next steps in the process will include:</i></p> <ul style="list-style-type: none"> <li>• <i>Consideration by MTAC and TPAC (making recommendations to MPAC and JPACT) this spring</i></li> <li>• <i>Consideration by JPACT and MPAC this spring</i></li> <li>• <i>Consideration by Metro Council (second reading and adoption anticipated April 23)</i></li> <li>• <i>Form 2 Notice to the Department of Land Conservation and Development by May 12</i></li> </ul>

**Known Support and Opposition**

Overall, public input and prior endorsements demonstrate support for the transit project LPA by agency and community partners in the region. Extensive technical analysis was conducted to understand the benefits and tradeoffs of different LPA components for the project. Analysis was shared with community members for feedback. Public engagement has been extensive and coordinated with agency partners and outreach for the associated Montgomery Park Area Plan. Additionally, the project has demonstrated compliance with Title VI and regional public involvement requirements.

No public comments were received on the Montgomery Park Streetcar Extension or this proposed amendment during the comment period.

### Legal Antecedents

Metro Council actions include:

- Resolution No. 09-4025 (For the Purpose of Adopting the Regional High Capacity Transit System Plan Screened Corridor Map and Evaluation Criteria), adopted by the Metro Council on February 12, 2009.
- Resolution No. 09-4052, “For the Purpose of Accepting the Regional High Capacity Transit System Tiers and Corridors, System Expansion Policy Framework and Policy Amendments” adopted by the Metro Council on July 9, 2009.
- Ordinance No. 10-1241B (For the Purpose of Amending the 2004 Regional Transportation Plan to Comply with State Law; To Add the Regional Transportation Systems Management and Operations Action Plan, the Regional Freight Plan and the High Capacity Transit System Plan; To Amend the Regional Transportation Functional Plan and Add it to the Metro Code; To Amend the Regional Framework Plan; And to Amend the Urban Growth Management Functional Plan), adopted by the Metro Council on June 10, 2010.
- Resolution No. 10-4119 (For the purpose of updating the work program for Corridor Refinement Planning through 2020 and Proceeding with the Next Two Corridor Refinement Plans in the 2010-2013 Regional Transportation Plan Cycle), adopted by the Metro Council on February 25, 2010.
- Ordinance No. 14-1346B (For the Purpose of Adopting the Climate Smart Communities Strategy and Amending the Regional Framework Plan to Comply with State Law), adopted by the Metro Council on December 18, 2014.
- Ordinance No. 18-1421 (For the Purpose of Amending the 2014 Regional Transportation Plan to Comply with Federal and State Law and Amending the Regional Framework Plan), adopted by the Metro Council on Dec. 6, 2018.
- Resolution No. 18-4892 (For the Purpose of Adopting the 2018 Regional Transit Strategy and Replacing the 2009 High Capacity Transit System Plan), adopted by Metro Council on Dec. 6, 2018.
- Ordinance No. 23-1496 (For the purpose of Amending the 2018 Regional Transportation Plan (RTP) to Comply with Federal and State Law and Amending the Regional Framework Plan), adopted by the Metro Council on November 30, 2023.
- Resolution No. 23-5348 (For the Purpose of Adopting the 2023 High Capacity Transit Strategy), adopted by the Metro Council on November 30, 2023.
- Ordinance No. 25-1522 (For the Purpose of Amending the Industrial and Other Employment Areas Map of Title 4 of the Urban Growth Management Functional Plan for the Montgomery Park Area of the City of Portland), adopted by the Metro Council on January 16, 2025.

- Resolution No. 25-5505 (For the purpose of endorsing the Locally Preferred Alternative for the Montgomery Streetcar Extension), adopted by the Metro Council on July 31, 2025.

Local jurisdiction actions include:

- The Portland City Council adopted Ordinance No. 192000 to adopt the Montgomery Park Area Plan including amendments to the Comprehensive Plan, Comprehensive Plan Map, Zoning Map, Zoning Code, Citywide Design Guidelines, and related amendments to the Guild’s Lake Industrial Sanctuary and Northwest District plans (amend Code Title 33) on December 11, 2024.
- The Portland City Council adopted Resolution No. 37692 to adopt the Locally Preferred Alternative for the Montgomery Park Transit Project on December 11, 2024.
- The Portland City Council adopted Ordinance No. 192001 to authorize Agreement between the City, Portland Streetcar Inc, and 1535-A1 LLC for public benefits related to the Montgomery Park Area Plan on December 11, 2024.

*Anticipated Effects:* Adoption of the Ordinance will allow project staff to continue working with TriMet and partners on the project to:

- Pursue federal funding
- Complete federally-required National Environmental Policy Act (NEPA) documentation
- Refine design and costing
- Coordinate with partners
- Support the implementation and construction of the project
- Open the streetcar extension to Montgomery Park in 2030

*Budget Impacts:* Adoption of the Ordinance has no budget impact at this time. There will be future costs associated implementation of the transit projects. These costs will be shared by local, regional, state and federal partners.

## **ATTACHMENTS**

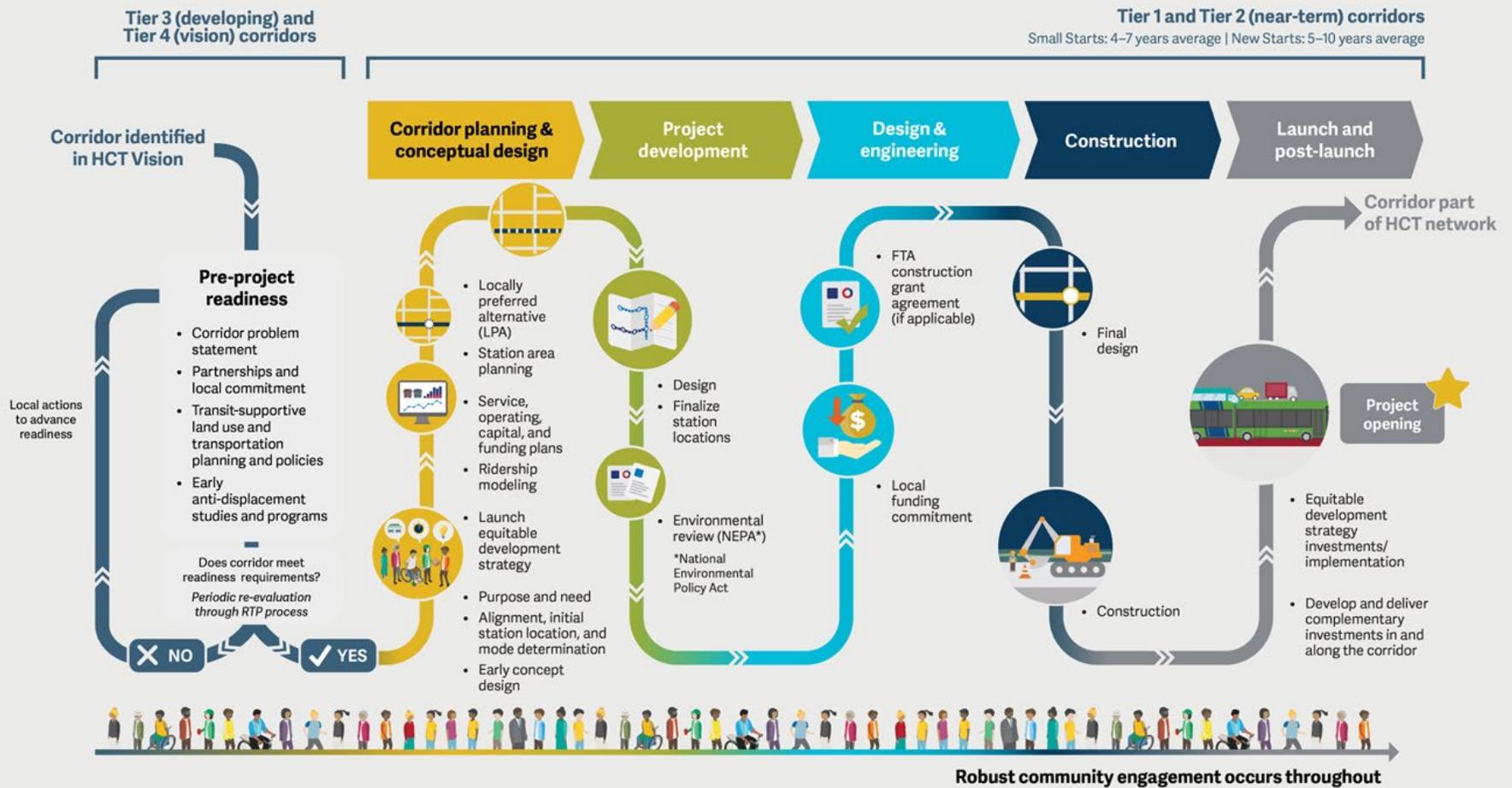
- Attachment 1: High Capacity Transit Project Development Lifecycle
- Attachment 2: Transit Project Locally Preferred Alternative RTP Amendments Process Timeline
- Attachment 3: Montgomery Park Streetcar Extension Locally Preferred Alternative RTP Amendment Request Memo

# High Capacity Transit Project Development Lifecycle

## How will corridors move forward?

The figure below shows how corridors move through different stages of planning, engineering, and construction.

Tier 1 and 2 corridors are ready to move forward in the near term, while tier 3 and 4 corridors need more work to make them ready for investment.



# Transit Project Locally Preferred Alternative 2023 Regional Transportation Plan Amendments Process Schedule

Below is a consolidated schedule showing the timeline for considering adoption of the proposed 82<sup>nd</sup> Avenue, Montgomery Park Streetcar, and TV Highway 2023 Regional Transportation Plan amendments.

Round	Meeting	Actions Necessary	Documents Necessary	Date
<b>Public Comment Period (45 days)</b> <i>DLCD Proposed Change PAPA Notice (post acknowledgement plan amendment)</i>	45 Day Comment Period	<ul style="list-style-type: none"> <li>Public notice of comment period 30 days in advance of start of comment period – Friday, October 3</li> <li>Public notice of comment period at start of comment period</li> <li>Amendment documents posted on Metro website</li> <li>Notice of public comment period emailed to Metro committees and RTP/Transportation Planning interested parties' lists</li> </ul>	Public review and public hearing amendment materials: <ul style="list-style-type: none"> <li>Ordinance</li> <li>Exhibit(s) to Ordinance               <ul style="list-style-type: none"> <li>RTP Amendment</li> </ul> </li> <li>Staff Report<sup>1</sup></li> <li>Attachments to Staff Report</li> <li>Documented Public Comment Print Notices</li> </ul>	<u>November 3 – December 19, 2025</u>
	Metro Council	Public Hearing		<b>December 4, 2025</b>
	<i>Notice of Proposed Change to Plan (Form 1)</i>	<i>Email PAPA notice with required attachments for each amendment (submit to DLCD 35 days before first reading)</i>		<i>January 28, 2026</i>
<b>1<sup>st</sup> Reading and Public Hearing</b>  <b>Introduce RTP Amendments to Advisory Committees</b>	TPAC	<ul style="list-style-type: none"> <li>Review and discuss, identify any needed changes</li> </ul>	Revised draft amendment materials: <ul style="list-style-type: none"> <li>Ordinance</li> <li>Exhibit(s) to Ordinance               <ul style="list-style-type: none"> <li>RTP Amendment</li> </ul> </li> <li>Staff Report<sup>2</sup></li> <li>Attachments to Staff Report               <ul style="list-style-type: none"> <li>Draft Public Comment Report</li> <li>Table documenting comments proposing a change and recommended action(s) to respond to public comment</li> </ul> </li> </ul>	<b>February 6, 2026</b>
	MTAC	<ul style="list-style-type: none"> <li>Review and discuss, identify any needed changes</li> <li>1st Reading and Public Hearing</li> </ul>		<b>February 18, 2026</b>
	JPACT			<b>February 19, 2026</b>
	MPAC			<b>February 25, 2026</b>
	Metro Council			<b>March 5, 2026</b>
<b>Final rec'ds and action by Advisory Committees and Council</b>  <b>2<sup>nd</sup> Reading, Final Public Hearing and action</b>	MTAC	<ul style="list-style-type: none"> <li>Review final documents</li> <li>Make recommendation to MPAC on their adoption recommendation</li> </ul>	Final: <ul style="list-style-type: none"> <li>Ordinance</li> <li>Exhibit(s) to Ordinance               <ul style="list-style-type: none"> <li>RTP Amendment (with any recommended actions incorporated)</li> </ul> </li> <li>Findings</li> <li>Staff Report<sup>2</sup></li> <li>Attachments to Staff Report               <ul style="list-style-type: none"> <li>Final Public Comment Report</li> <li>Table documenting comments proposing a change and recommended action(s) to respond to public comment</li> </ul> </li> </ul>	<b>March 18, 2026</b>
	MPAC	<ul style="list-style-type: none"> <li>Review final documents</li> <li>Consider MTAC recommendation</li> <li>Make recommendation to Metro Council on adoption</li> </ul>		<b>March 25, 2026</b>
	TPAC	<ul style="list-style-type: none"> <li>Review final documents</li> <li>Make recommendation to JPACT on adoption</li> </ul>		<b>April 3, 2026</b>
	JPACT	<ul style="list-style-type: none"> <li>Review final documents</li> <li>Consider TPAC recommendation on adoption</li> <li>Consider adoption of Ordinance and make recommendation to Council</li> </ul>		<b>April 16, 2026</b>
	Metro Council	<ul style="list-style-type: none"> <li>Review final documents</li> <li>Consider MPAC recommendation and JPACT action</li> <li>2nd Reading and Final Public Hearing</li> <li>Consider adoption as recommended by JPACT (or remand to JPACT)</li> </ul>		<b>April 23, 2026</b>
<i>DLCD Adopted Change PAPA Notice</i>	<i>Notice of Adopted Change to Plan (Form 2)</i>	<i>Email PAPA notice with required attachments for each amendment (submit to DLCD within 20 days of adoption)</i>	<i>Include final documents above</i>	<i>May 12, 2026</i>

<sup>1</sup> Staff Report address RTP project amendments checklist in [RTP Appendix Y](#).

Date: October 29, 2025  
To: Kim Ellis, Climate Program Manager; Ally Holmqvist, Senior Transportation Planner  
From: Shawn Canny, City Transportation Planner II; Brenda Martin, Capital Project Manager  
Subject: Portland Streetcar Montgomery Park Extension RTP Amendment Request

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## Overview

This memo formally requests an amendment to the [Regional Transportation Plan \(RTP\)](#) to incorporate the [Locally Preferred Alternative \(LPA\)](#) and updated estimated cost for the [Portland Streetcar Montgomery Park Extension Project](#) (Project). It contains the background information needed to help Metro staff to review the requested amendment for consistency with the RTP and develop the legislation and supporting staff reports for consideration by the Transportation Policy Alternatives Committee (TPAC), Metro Technical Advisory Committee (MTAC), Metro Policy Advisory Committee (MPAC), Joint Policy Advisory Committee on Transportation (JPACT), and the Metro Council.

## Background

For more than 20 years, the Portland Streetcar has been one of the City of Portland's tools for equitable and sustainable development. Since 2018, the City has been exploring ways to build upon the success of streetcar and connect the existing network to Montgomery Park in Northwest Portland. These efforts culminated in the development and adoption of the [Montgomery Park Area Plan \(MPAP\)](#), which adopted land use and transportation changes to establish a new transit-oriented, mixed-use district in Northwest Portland west of Highway 30 and between NW Nicolai and NW Vaughn streets served by streetcar. Alongside the MPAP, the [Project's Locally Preferred Alternative \(LPA\)](#) was developed, identifying the transit mode, alignment, and general station locations.

Montgomery Park has been identified as a priority destination for major high-capacity transit investment for several years, with previous plans and studies of the area documenting transit issues, potential transit-oriented development, community concerns and goals, and potential solutions. A timeline of the development of planning documents specifically related to the project is as follows:

- The project was first identified for transit investment in the 2009 [Portland Streetcar System Concept Plan](#).
- The [2035 Portland Transportation System Plan \(TSP\)](#), [2018 Metro Regional Transportation Plan \(RTP\)](#), and [2018 Metro Regional Transit Strategy](#) all call for a major transit investment to Montgomery Park, with the RTP including the corridor in its financially constrained project list (1139) and the TSP including it on its unconstrained list (60035); the currently ongoing update to the TSP will include the project on its financially constrained list
- In 2018, Portland City Council adopted the [Enhanced Transit Corridors Plan](#) and funded the [Preliminary Northwest Portland Streetcar Extension and Land Use Alternatives Analysis](#).

- In 2019, a Federal Transit Administration (FTA) transit-oriented development (TOD) planning grant administered through metro helped fund the [Montgomery Park to Hollywood Transit and Land Use Development Strategy \(MP2H\)](#). In Northwest Portland, MP2H became the Montgomery Park Area Plan (MPAP).
- In 2023, the [Metro High Capacity Transit Strategy](#) prioritized the corridor as a Tier 1 priority for major transit investment (ID C28).
- The 2023 RTP update includes the Project in its [financially constrained project list](#) (11319).
- Portland City Council unanimously adopted [Ordinance 192000](#) on December 11, 2024, adopting the MPAP.
- In December 2024, TriMet submitted a letter to the Federal Transit Administration (FTA) requesting entry in the Project Development phase of the FTA's Capital Investment Grant Small Starts program. The FTA responded with concurrence in January 2025. The project is listed on the [FTA's CIG program webpage](#).

Additionally, the LPA for the project has been endorsed as follows:

- The Portland City Council unanimously adopted [Resolution 37692](#) to endorse the LPA on December 11, 2024.
- JPACT approved Resolution No. 25-5505 and made a recommendation to the Metro Council for approval on June 26, 2025.
- Metro Council adopted [Resolution No. 25-5505](#) endorsing the LPA on July 31, 2025.

### **Project Description and Map**

The Project will extend the Portland Streetcar North-South (NS) line 0.65 miles one-way (1.3 miles round trip) from its existing terminus at NW 23<sup>rd</sup> Avenue and NW Northrup Street to a new terminus at NW 26<sup>th</sup> Avenue and NW Wilson Street near Montgomery Park in Northwest Portland. The streetcar will run northward on NW 23<sup>rd</sup> Avenue to NW Roosevelt Street and utilize a new one-way parallel couplet with westbound movement on NW Roosevelt Street from NW 23<sup>rd</sup> Avenue to NW 26<sup>th</sup> Avenue, southbound movement on NW 26<sup>th</sup> Avenue from NW Roosevelt Street to NW Wilson Street, and eastbound movement on NW Wilson Street from NW 26<sup>th</sup> Avenue to NW 23<sup>rd</sup> Avenue. The streetcar will then return southbound on NW 23<sup>rd</sup> Avenue to connect to the existing streetcar tracks south of NW Northrup Street. General station locations are at NW 23<sup>rd</sup> and Raleigh Street (northbound and southbound), NW 25<sup>th</sup> Avenue and NW Roosevelt Street (westbound) and NW 26<sup>th</sup> Avenue and Wilson Street (eastbound/end-of-line).

The Project includes the following scope elements (for more detail, see [MPAP Volume 3: Transportation Plan](#)):

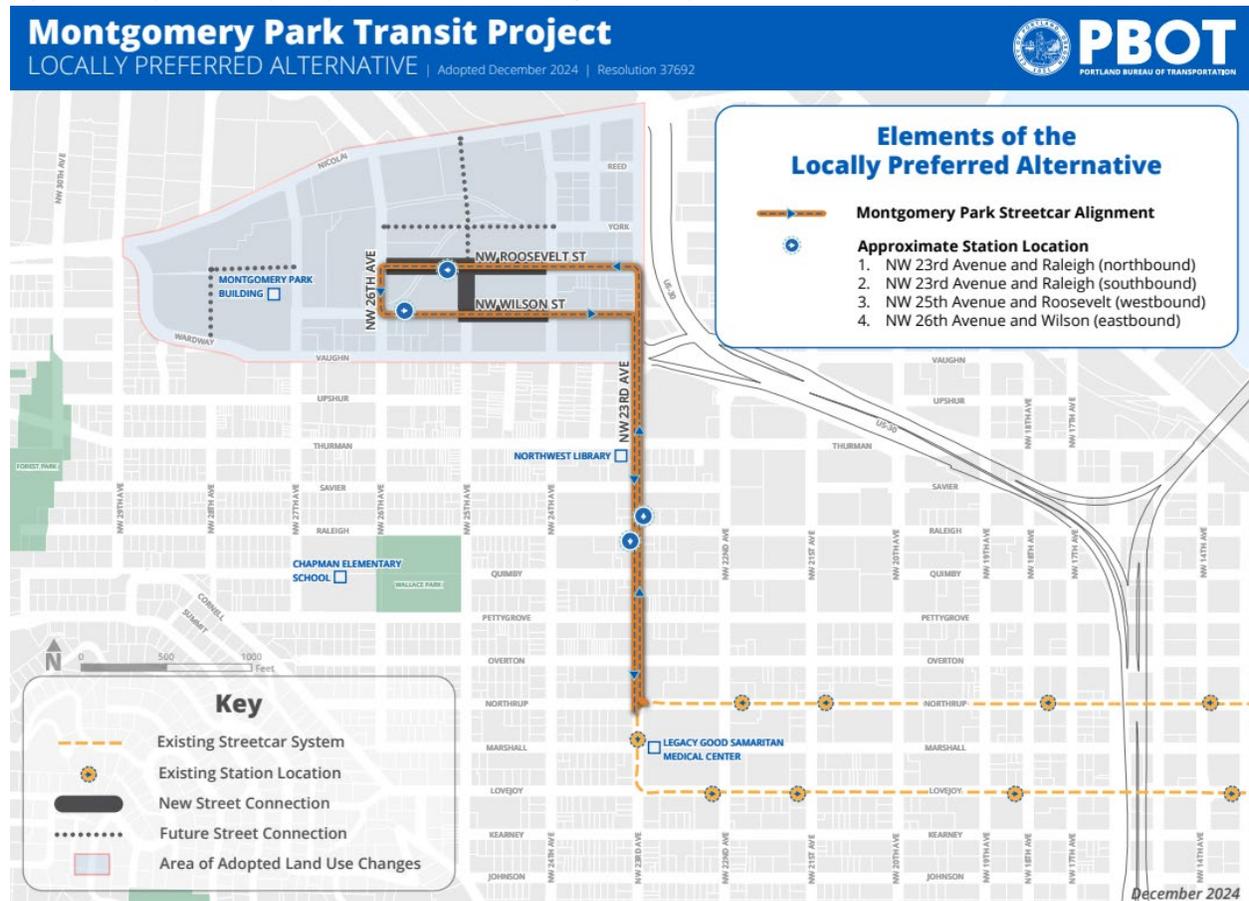
- The Project will construct new trackwork for two-way north-south streetcar movement on NW 23<sup>rd</sup> Avenue between NW Wilson Street to the north and NW Northrup Street to the south to support future trip demand in a new transit-oriented district.
- The Project will construct trackwork along a new parallel one-way couplet on NW Roosevelt Street (westbound) and NW Wilson Street (eastbound) between NW 23<sup>rd</sup> Avenue and NW 26<sup>th</sup>

Avenue, as well as along NW 26<sup>th</sup> Avenue between Roosevelt and Wilson streets (southbound) to support streetcar movement.

- The project will construct multimodal street extensions of NW Roosevelt Street between NW 24<sup>th</sup> Avenue and NW 26<sup>th</sup> Avenue, as well as NW Wilson Street between NW 24<sup>th</sup> Avenue and NW 25<sup>th</sup> Avenue to support streetcar movement, improve multimodal safety, and connect the local street grid to local connectivity standards.
- The project will add new buffered or protected bike lanes on NW Roosevelt Street and NW Wilson Street between NW 23<sup>rd</sup> Avenue and NW 26<sup>th</sup> Avenue, to improve bicycle safety
- The project will add four new streetcar stops along the alignment, two of which will be located on NW 23<sup>rd</sup> Avenue at NW Raleigh Street (northbound and southbound), as well as at NW 25<sup>th</sup> Avenue and NW Roosevelt Street (westbound) and NW 26<sup>th</sup> Avenue and NW Wilson Street (eastbound); the NW Wilson Street station will include a charging station for new off-wire capable streetcars, as the extension is planned to be off-wire.
- The project will rehabilitate NW 23<sup>rd</sup> Avenue between NW Vaughn and NW Lovejoy streets, including utility repair and relocation, stormwater remediation, and accessibility upgrades to support state of good repair and resiliency on the Neighborhood Main Street.
- The project will add or repair sidewalks and ramps along the streetcar alignment to improve pedestrian safety and meet Americans with Disabilities Act (ADA) requirements.
- The project will add wide furnishing zones along street extensions to support large species of street trees and improve tree canopy and improve resiliency in the area.
- The project will construct or modify signalized intersections along the streetcar alignment as needed to support transit reliability and multimodal safety, as well as planning the use of Transit Signal Priority (TSP) to ensure transit reliability.
- The project will purchase up to 12 new cars to support line operations and shorter headways.

See Figure 1 below for the endorsed LPA map for the project.

Figure 1: Project Locally Preferred Alternative Map and Project Elements



### Purpose and Need

The Portland Streetcar Montgomery Park Extension Project will complete design and construction for an extension of Portland Streetcar to enhance transportation connectivity and access to and from key destinations in a developing transit-oriented district of Portland, Oregon. Service will be enhanced through:

- Providing low cost, high quality rapid and reliable mass transit connections in the Montgomery Park Area and Northwest Portland, as well as further enhancing the area's connections to Portland's Central City, Portland State University, Oregon Health and Sciences University, and other important local and regional destinations.
- Improving connections with current bus service at future streetcar stations and creating centralized connections to multiple transportation options near the Project terminus at Montgomery Park.
- Expanding mobility and access to employment and housing opportunities as well as critical destinations for the area's current and future residents and employees, who include transit-dependent, low-income, and minority populations.

- Preserving and promoting a healthy environment by minimizing adverse impacts on the environment and reducing congestion and carbon emissions by providing an attractive zero-emissions alternative for single occupancy vehicle (SOV) users.
- Improvement the local streetscape including new stormwater management and accessibility upgrades.

The Project will address four major needs in the corridor:

- *Meet Regional and Local Travel Demand:* According to Portland's [2035 Comprehensive Plan](#), Portland is predicted to add 260,000 new residents and 140,000 new jobs by 2035. The Northwest Portland area—of which the Montgomery Park Area is part—alone is expected to grow by 14,000 new households and 1,500 new jobs. Portland Streetcar, Inc. reports that streetcar ridership has grown overall, peaking at more than 16,000 average daily riders prior to Covid and rebounding to more than 10,000 in 2025. Portland's existing streetcar service is subject to the pressure of growing population and anticipated travel demand, and roadway congestion in the project corridor caused by this growth will continue to degrade transit performance as well as automobile performance and have negative environmental impacts.
- *Address Local Planning Goals:* This project aligns with the [2003 Northwest District Plan](#), the [2009 Streetcar System Concept Plan](#), the [2020 Northwest in Motion Plan](#), the [2015 Climate Action Plan](#), the [2023 Regional Transportation Plan](#), and the [Montgomery Park Area Plan](#), and is prioritized in the 2035 Comprehensive Plan and Transportation System Plan as a means of accomplishing the plans' goals of reducing reliance on SOVs to achieve ambitious mode shift goals, reducing vehicle miles traveled (VMT), and achieving net-zero carbon emissions while supporting dense, equitable, and sustainable communities. The area is also poised for change, as there is substantial private development planned and anticipated on the more than 45 acres, including the Montgomery Park office complex, currently the second largest office building in the state, and the former ESCO Steel manufacturing site, which are both currently in various stages of development.
- *Serve Underrepresented Communities:* The proposed transit project will extend access to housing opportunity and employment, including for underrepresented communities. The proposed project area is near the densest and high-opportunity neighborhoods in Portland, as well as the one of the largest urban parks in the United States. Further, Portland Streetcar reports that more than a third of Portland's regulated affordable housing stock is located within a quarter mile of streetcar tracks, and plans have been developed for a further increase of housing in the area. Related land use changes and benefits agreements in the project area are anticipated to lead to hundreds of new middle-wage job opportunities and 2,000 or more new housing units, including 200 or more regulated affordable housing units. Past streetcar extensions were fundamental to broader housing development and neighborhood revitalization efforts. The extension to Montgomery Park will preserve and enhance access to living-wage jobs and connect people to opportunities through affordable, accessible low-carbon transportation options. The streetcar extension and its associated

investments in roadway construction will act as a catalyst for a new district focused on delivering more equitable and climate-friendly outcomes.

- *Maximize Local Investment:* The project will leverage a mix of funding sources, including federal, local, and private funds, to support construction and operation. The potential for using Local Improvement Districts (LIDs) to capture private investment for infrastructure underscores the project's capacity to generate community benefits.

### **Project Development Phase Schedule and Deliverables**

The Locally Preferred Alternative being amended into the RTP will support further progress on the Project and is a required step to qualify for key federal funding opportunities. It is necessary to complete the NEPA process covering all aspects of the project proposed for FTA funding, develop sufficient information for FTA to develop a project rating, complete sufficient engineering and design to develop an accurate and reliable cost, scope, and schedule for the Project, commit all non-CIG funding commitments, complete all critical third-party agreements, and meet other FTA readiness requirements. The Project formally entered the Project Development phase in January 2025, and implementation is expected to be implemented through Summer 2030.

The Project Development Phase includes required deliverables that will be informed by the core design team, project partners, and community engagement, including:

- Completion of environmental approvals under the National Environmental Policy Act (NEPA).
- Development of preliminary design and engineering documents.
- Development of materials necessary for a Small Starts rating by FTA and subsequent Small Starts Construction Grant Agreement.

The anticipated schedule for the Project Development Phase deliverables is as follows:

- Preliminary Design and Engineering (Spring 2026 – Fall 2027)
  - 15% design (Spring 2026)
  - 30% design (Summer/Fall 2026)
  - 60% design (Spring 2027) (expected to be the plan set used for cost estimation and negotiation of Construction Grant Agreement with FTA)
- Draft Finance Plan (Fall 2026)
- Update to the Regional Transportation Plan and related financial elements, as necessary
- Environmental Approvals under NEPA (Fall 2026 – Fall 2027)
  - Purpose and Need
  - Class-of-Action Determination (anticipating a Documented Categorical Exclusion)
  - NEPA assessment and findings, including all needed analysis and public engagement
- Development of initial Small Starts Application for rating and subsequent Small Starts Construction Grant Agreement (Fall 2026)
- 30% of all non-CIG funding committed at submission of rating materials after 30% design (Fall 2026)

- Final Design and Construction Documents (Summer 2027-Spring 2028), including cost estimates for each stage documenting the total anticipated construction cost in year of expenditure dollars:
  - 95% Design Package
  - 100% Design – Issued for Construction
- 100% local funding sources committed prior to applying for final SSGA (Winter 2027/28)

The anticipated time period for the Construction phase is Spring 2028 – Summer 2030 and for vehicle procurement is Spring 2026 – Summer 2030.

### **Agency Partners and Roles**

The following agency partners will help deliver the project:

- The Tri-County Metropolitan Transportation District of Oregon (TriMet) will be the Project Sponsor and the Grantee for the FTA CIG Small Starts program on behalf of the City of Portland.
- The Portland Bureau of Transportation (PBOT) will be the FTA CIG subrecipient. As owner of the Portland Streetcar System and Assets, the agency will lead on design and construction for the project.
- Portland Streetcar, Inc. will assist with funding, strategy, design, and partnerships to support Project delivery.
- Metro will support completion of the environmental review process.
- The Federal Transit Administration is the lead federal agency for NEPA and a key financial partner through the FTA's CIG Small Starts program.

Intergovernmental Agreements with both Metro and TriMet are currently in process to formalize roles and responsibilities for Project Development and construction.

### **Public Engagement**

Following a demographic assessment completed as part of public involvement planning as part of the Montgomery Park to Hollywood Transit and Land Use Development Strategy (MP2H) (which in Northwest Portland evolved into the Montgomery Park Area Plan (MPAP)), the Project team conducted various public engagement efforts was conducted in two general phases over five years:

- *Phase 1: Fall 2019 – Winter 2021/22:* During Phase 1, the project team gathered feedback as they developed and analyzed alternative transportation and land use development scenarios for Northwest Portland, with focus on the area around Montgomery Park. The project team convened a Project Working Group of 16 community members representing a variety of viewpoints, many of whom had connections to local neighborhood groups, business organizations, transportation advocates, and area property owners. An FTA TOD planning grant administered by Metro supported direct funding to two area Community Based Organizations (CBOs) to provide outreach to underserved communities regarding

their aspirations, concerns, and priorities for the area and Project: Friendly House, Inc; and Northwest Industrial Business Association (NIBA)/Columbia Corridor Association. During this phase, the project team asked questions to better understand transportation and land use conditions, sought feedback on what goals the MPAP should seek to achieve, and gathered input on various land use development scenarios and potential streetcar extension alignments. Phase 1 engagement methods included 7 Project Working Group Meetings; 1 Project Kickoff Open House; 1 Urban Design Concept Open House; the 2 aforementioned Community Based Organization Partnerships, including mailers, surveys, conversations, and community forums; meetings with neighborhood and business organizations; and 1 comment period for the draft plan.

- *Phase 2: Spring 2023 – Winter 2024/25:* Phase 2 focused on learning more about the community's needs and priorities for the Project itself, which informed the final MPAP recommendations and the LPA. This phase combined in-person meetings; an online open house and survey; project mailers; meetings with neighborhood groups; tabling at open houses and events in the area; direct canvassing of businesses along the proposed alignment; A BIPOC-focused urban design focus group; and intercept surveys both near existing area streetcar stations and around regulated affordable housing developments along streetcar in Northwest Portland.

Community engagement has helped shape the development of the MPAP and the LPA for the Project since 2019, when community members helped define the planning process goals. Overall Key takeaways from community engagement can be found in the adopted [Montgomery Park Area Transportation Plan](#) (Volume 3 of the MPAP). Two key ways in which community engagement shaped the MPAP and Project are as follows:

- *Area of change and final Project alignment:* During the MPAP planning process, several land use development scenarios and supportive alignments for streetcar were explored. When the Project Working Group and other stakeholders repeatedly expressed concern about the potential for broad loss of industrial land in the planning area, the plan shifted focus to a smaller area where the greatest expected change might occur (west of US-30) in order to preserve industrial uses elsewhere. This allowed for the development of plan recommendations that balanced stakeholder interests in new jobs, more housing, and the preservation of low-barrier-to-entry middle-wage jobs in the area. As a result, the streetcar alignment shifted to serve the area of greatest potential growth. Additionally, the project's related adopted [Public Benefits Agreement](#) addresses these priorities by requiring a minimum of 400 middle-wage jobs in a variety of sectors in the plan area and the provision of at least 200 units of affordable housing prior to development of other buildings on the land subject to the agreement.<sup>1</sup>
- *Commemoration of York:* Through engagement with the Portland Harbor Community Coalition, the Project team was introduced to the York Collective. The York Collective

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<sup>1</sup> More information is available in [Volume 1](#) of the adopted Montgomery Park Area Plan, beginning on Page 36 (PDF Page 44).

includes Black Portlanders and allies with interest in exploring and advancing opportunities to share and elevate information about the legacy of York, an enslaved member of the Lewis and Clark Corps of Discovery, and for whom NW York Street in the Project area is named. The group has produced a broad vision for a “justice- and climate-centered transit and land use development strategy along York Street.” Through continued engagement, this group has ensured that public art commemorating York is part of implementation of the MPAP, and an action item directing City staff to continue to assist the group and others seeking equitable outcomes to seek further engagement and resource identification toward their goals for the area.<sup>2</sup>

### **RTP Consistency and Regional Significance**

The Project advances the following RTP goals and objectives:

#### *Goal 1 – Mobility Options:*

- *Objective 1.1 Travel Options:* Provides travel options to support mode shift and reduced per capita vehicle miles traveled by constructing multimodal facilities and improving the pedestrian, bicycle, and transit network while supporting transit-oriented development so people can meet their daily needs without a personal automobile.
- *Objective 1.2 System Completion:* Supports system completion by filling gaps in the pedestrian, bike, and transit network through key connections and local street grid completion.
- *Objective 1.3 Access to Transit:* Improves access to transit for existing and future residents, workers, and visitors.
- *Objective 1.4 Regional Mobility:* Supports regional mobility by ensuring that modal functions for facilities support regional mobility, including goods movement.

#### *Goal 2 – Safe System:*

- *Objective 2.1 Vision Zero:* Implements Complete Street designs in support of Vision Zero. Streets will be human scaled with wide sidewalk corridors, and dedicated bike facilities along the new couplet north of NW Vaughn Street will reduce modal conflicts.
- *Objective 2.3 State of Good Repair:* Brings NW 23<sup>rd</sup> Avenue between NW Vaughn and NW Lovejoy streets to a state of good repair.

#### *Goal 3 – Equitable Transportation:*

- *Objectives 3.1 and 3.2 Transportation Equity and Barrier-Free Transportation:* Advances transportation equity and barrier-free transportation by improving access to permanent, high-capacity transit for residents in an Equity Focus Area (Tract 49.01) while serving future residents of affordable housing in the new transit-oriented district. The Project will improve access to nearby industrial jobs while supporting new middle-wage job requirements in the

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<sup>2</sup> More information is available in [Volume 1](#) of the adopted Montgomery Park Area Plan, on pages 13 and 84 (PDF pages 21 and 92).

Montgomery Park area, all while connecting people to services, jobs, and educational opportunities in Portland's Central City and throughout the region.

*Goal 4 – Thriving Economy:*

- *Objective 4.1 Connected Region:* Supports a connected region through focused investment and growth in an expanded Neighborhood Center in Northwest Portland.
- *Objective 4.2 Access to industry and freight intermodal facilities:* Facilities continued access to industry and intermodal freight facilities for goods movement to and from the industrial lands around the Project area.
- *Objective 4.3 Access to Jobs and Talent:* Integrates captured public benefits to require 400 new middle-wage jobs in the Montgomery Park area, per the related Public Benefits Agreement.
- *Objective 4.4 Transportation and housing affordability:* Supports the development of housing choices and new jobs in an urban district where people can meet their needs without a personal automobile.
- *Objective 4.5 State of Good Repair:* Brings NW 23<sup>rd</sup> Avenue between NW Vaughn and NW Lovejoy streets to a state of good repair.

*Goal 5 – Climate Action and Resilience:*

- *Objective 5.1 Climate Change Mitigation:* Supports climate change mitigation by providing accessible non-driving transportation options to support reduced per capita vehicle miles traveled.
- *Objective 5.2 Climate-Friendly Communities:* Develops a new climate-friendly community by coordinating the Project with an increase in middle-wage jobs and housing choices in a high-opportunity, walkable, mixed-use area served by permanent high capacity frequent transit service and active transportation options.
- *Objective 5.3 Resource Conservation:* Integrates green infrastructure including onsite stormwater remediation, wide furnishing zones, and large varieties of street trees.
- *Objective 5.4 Adaptation and Resilience:* Promotes reduced urban heat island effect through the planting of large street trees along the Project's couplet north of NW Vaughn Street.
- *Objective 5.5 State of Good Repair:* Brings NW 23<sup>rd</sup> Avenue between NW Vaughn and NW Lovejoy to a state of good repair, and upgrades water and stormwater facilities.

The Project is consistent with and supports implementation of the following RTP System, Regional Design and Regional Network Policies:

- *3.2.1 2040 Growth Concept:* The Project supports the Metro 2040 Growth Concept by advancing permanent high-capacity transit and higher-density growth along a designated Main Street of NW 23<sup>rd</sup> Avenue and within the Central City regional hub, as well as supporting planned land uses adopted in Portland's Comprehensive Plan and the 2040 Growth Concept. The Project supports the preservation of nearby industrial land north of NW Nicolai Street east of US-30, and updated MPAP policies prioritize freight movement and access to this land.

- *3.2.2 Transportation Equity Policies:* The Project improves multimodal options and permanent transit access in an Equity Focus Area (Tract 49.01). Additionally, the Project advances a new equitable transit-oriented district with housing choices including affordable housing in a high-opportunity area of Northwest Portland.
- *3.2.3 Safety and Security Policies:* While the Project area does not include any Regional High Injury Corridors or Intersections, the Project advances implementation of Vision Zero and the Safe System approach and implements Complete Street policies to reduce modal conflicts and improve safety for all modes.
- *3.2.4 Climate Action Policies and Resilience Policies:* The Project supports Metro’s Climate Smart Strategy and related policies. It will support implementation of the MPAP to support reduced vehicle miles traveled per capita and related greenhouse gas emissions. It will advance a major high-capacity transit investment to make transit more convenient, frequent, and accessible. It will include improvements to the bicycle and pedestrian network and connect the local street grid with safe crossings. Implementation will also include the development of a parking management strategy for the Montgomery Park area, to be implemented alongside the construction of new streets in the project area. Private developments in the area will be subject to the City of Portland’s Transportation Demand Management (TDM) policies to support mode shift and reduced vehicle miles traveled per capita. Additionally, the Project will support Metro’s transportation preparedness and resilience policies by supporting the designation of regional emergency transportation routes in the project area, integrating green infrastructure, and expanding the region’s tree canopy.
- *3.2.6 Mobility Policies:* The Project will advance mobility policies. It pairs a major transportation system investment with adopted land use changes to enhance efficiency. It will provide people and businesses a variety of seamless and well-connected travel modes so that people and businesses can meet their daily needs. It prioritizes the safety and comfort of travelers of all modes through multimodal network completion. It prioritizes an investment in an Equity Focus Area.
- *3.3 Regional Network Policies:* The Project supports regional network policies. It advances design and complete streets policies by implementing multimodal street connectivity and Complete Streets Policies. It is supportive of 2023 RTP Policy Map designations for transit, bike, pedestrian, and regional emergency routes in the Project area and implements Project C28 in the Regional High Capacity Transit Vision. It supports adjacent RTP Policy Map designations for Design, Freight, and Motor Vehicles.

Identification of the Project followed the RTP congestion management process policies in the following ways:

- The Project utilizes multiple tools in the Congestion Management Process (CMP) toolbox. It utilizes transit-oriented development and new mixed-use land uses alongside parking management to support a walkable, employment- and housing-focused district facilitated by compact land uses in combination with walking, biking, and transit connections. It is planned to utilize transit signal priority and access management strategies to support system

management and operations. It will utilize active transportation strategies by implementing new biking and walking connections to key destinations. It will utilize transit strategies by constructing high capacity transit and expanding transit coverage. It will also utilize street and throughway capacity strategies by connecting the local street grid to distribute vehicle trips through the Project area.

- The Project aligns with the City of Portland's advancement of the Regional Transportation Functional Plan's Transportation Solutions (3.08.220) in the order listed. Private development in the Montgomery Park area will be subject to Portland's local TDM requirements; Additional TSMO strategies include operational and access management improvements. The project includes transit, bicycle, and pedestrian system improvements, as well as traffic-calming designs, The project utilizes land use strategies to achieve required performance standards. The project improves local street connectivity to provide alternative routes and encourage walking, biking, and access to transit. Finally, the project makes motor vehicle capacity improvements by completing the local street grid to disperse driving trips as the area grows.

The Project is regionally significant. In 2018, Metro adopted the region's first [Regional Transit Strategy](#), in support of the [2018 Regional Transportation Plan \(RTP\)](#). The RTP identified the extension of Portland Streetcar to Montgomery Park as an Enhanced Transit Corridor (ETC) for short-term implementation and included the Project in its [financially-constrained project list](#) (11319). Subsequent area planning was completed as part of the [Montgomery Park Area Plan](#) (adopted 2024). In 2023, Metro adopted the [Regional High Capacity Transit \(HCT\) Strategy](#) as part of [the 2023 Regional Transportation Plan update](#), which designates the Project as a Tier 1: near-term HCT corridor; this is the highest priority for near-term HCT investment in the region. The Project will also require project-level NEPA review. Additionally, NW 23<sup>rd</sup> Avenue within the project area is designated on the pedestrian, transit and TSMO Regional Transportation Plan network maps (NW Wilson Street is also designated on the TSMO network map).

## **Performance**

The Project makes progress toward federal and regional performance targets:

- *Mobility*, by increasing pedestrian, bike, and transit mode shares, improving access to jobs via transit, contributing to completing the transit network and bicycle and pedestrian system near transit, and increasing the share of households that are located near multimodal options.
- *Equity*, by prioritizing safe system completion and access to jobs in an equity focus area.
- *Economy*, by advancing completion of the bicycle and pedestrian system in a job and activity center to provide safe and convenient options for short trips and connections to transit.
- *Climate and Environment*, by helping reduce per capita greenhouse gas emissions from light-duty vehicles and per capita vehicle miles traveled, helping meet revised statewide goals requiring accelerated reductions in greenhouse gas emissions, and keeping air pollution from mobile sources at levels below thresholds set by the federal government.

Fast, convenient and linked to the broader transit and transportation network – high capacity transit provides a viable, more affordable alternative to driving. Fewer cars on the road leads to less air pollution, more physical activity, less time in traffic, fewer crashes and more reliability for moving people and goods – supporting the health, safety, mobility, economy and quality of life of our region. As part of its evaluation, the 2023 High Capacity Transit Strategy found that implementing all of the corridor improvements identified in the vision would result in a 0.6% reduction in CO<sub>2e</sub> emissions regionwide. Using established transit elasticities to estimate the change in ridership that could occur on a given corridor through a high capacity transit investment and the corresponding change in auto vehicle miles traveled that would be expected, converted to greenhouse gas emissions using an average fleet emissions factor for year 2030, a streetcar extension in Montgomery Park was roughly estimated to potentially result in a weekday reduction of around 60 metric tons of CO<sub>2e</sub> per year.

Implementing the Regional Transit Strategy vision of making transit convenient, frequent, accessible and affordable is a key strategy with a high relative climate benefit included in the Climate Smart Strategy (CSS). The CSS includes a number of near-term actions for Metro and partners related to high capacity transit, including: 1) expand transit service to serve communities of concern, transit-supportive development and other potential high ridership locations; and 2) expand partnerships with transit agencies, cities, counties and ODOT to implement capital improvements in frequent bus corridors (including dedicated bus lanes, stop/shelter improvements, and intersection priority treatments) to increase service performance.

To make progress toward the [Climate Smart Strategy](#) Performance targets, the Project implements elements of the 2040 Growth Concept and local and adopted land use and transportation plans; makes transit convenient, frequent, accessible, and affordable; making biking and walking safe and convenient; uses technology to actively manage the transportation system; requires area development provide information and incentives to expand the use of travel options; implements parking management to make efficient use of vehicle parking and land dedicated to parking; secures adequate funding for transportation investments; and demonstrates leadership on climate change. Several ways that performance is measured for the CSS transit strategy include increases in the share of households, low-income households, and employees within a ¼ mile of all-day frequent service. The extension of Portland Streetcar to Montgomery Park via NW 23<sup>rd</sup> Avenue will support the development of 2,000 or more new housing units, 200 or more new affordable housing units, and 400 or more middle-wage jobs in the Montgomery Park Area, linking employees and residents to the region's larger transit system. Preliminary modeling conducted by Metro indicates an anticipated ridership increase of 3,000 or more new riders on the NS line by 2040 resulting from this project and projected development along the high-capacity corridor.

This is not a safety project eligible for state and federal safety program funding.

## **Fiscal Constraint**

The cost estimate included in the 2023 RTP financially constrained project list was \$80,000,000 in year-of-expenditure (YOE). That estimate has increased to \$195,000,000 in YOE due to extensive planning and concept development for the project, for the following reasons: the project now includes the purchase of up to 12 off-wire capable streetcar vehicles to support the extension and continued streetcar system operations due to much of the existing streetcar fleet reaching its end-of-life; the project now includes the rehabilitation of NW 23<sup>rd</sup> Avenue between NW Vaughn and NW Lovejoy streets including full-depth rehabilitation, utility relocation and related improvements, and accessibility and stormwater upgrades, as the street currently fails on the Pavement Condition Index; and the project now includes the multimodal extension of local streets in the project area.

Currently, \$12 million for Project Development have been committed, with an additional \$30 million committed from a Portland Clean Energy Fund grant for streetcar vehicle replacement. The Project team will be pursuing FTA Small Starts Capital Investment Grant (CIG) funding and is planning to seek \$97.5 million, which is the lowest percentage federal share (50 percent) for Small Starts projects. Additionally, the project was approved for Regional Flexible Fund Step 1A.1 New Project Bonds on July 31, 2025 by [Resolution 25-5510](#). Additional local sources will be committed as required by the FTA CIG program.

Table 1 below documents fiscal constraint for the project, differentiating new revenue (not accounted for in the 2023 RTP Forecast) and revenue already accounted for in the 2023 RTP Forecast for the project.

As indicated in the Project Development section above, preliminary engineering, design, and construction will all occur in the 2023-2030 near-term RTP investment time period.

Table 1: Portland Streetcar Montgomery Park Extension Fiscal Constraint Documentation

<b>Fund source and type</b>	<b>Dollar amount</b>	<b>New revenue (not accounted for in 2023 RTP forecast)<sup>3</sup></b>	<b>Accounted revenue (in 2023 RTP forecast (#11319))<sup>4</sup></b>
FTA CIG – 5309 Small Starts	\$97,500,000	\$57,500,000	\$40,000,000
Portland Clean Energy Fund (PCEF) grant for vehicles	\$30,000,000	\$30,000,000	
Regional Flexible Fund Bonds (Step 1A.1)	\$10,000,000	\$10,000,000	
Local Funds <ul style="list-style-type: none"> <li>• Including Streetcar Reserve Funds</li> <li>• General Transportation Revenue (FY 24-29)</li> <li>• Transportation System Development Charges</li> <li>• Northwest Parking District Set-Aside</li> <li>• Right-of-Way Dedication (per adopted Public Benefits Agreement) Commercial and Residential Local Improvement District</li> <li>• Additional Private Funds</li> </ul>	\$57,500,000	\$17,500,000 <sup>5</sup>	\$40,000,000
<b>Total</b>	<b>\$195,000,000</b>	<b>\$115,000,000</b>	<b>\$80,000,000</b>

Attachments:

- A: Project Schedule
- B: Metro Council Staff Report on LPA Endorsement Recommendation (July 10, 2025)
- C: Proposed Preliminary Cross Sections

<sup>3</sup> These dollars are new revenues not accounted for in the forecast in the adopted 2023 RTP. The revenues include an increased federal funding request through FTA’s CIG program, new funds awarded by PCEF on December 11, 2024 (most recent amendment ordinance to the PCEF Climate Investment Plan), RFFA Bond revenues approved by JPACT and the Metro Council on June 21 and July 31, 2025 (respectively), and additional Local Improvement Revenues not previously accounted for in the adopted 2023 RTP (see footnote 5).

<sup>4</sup> This revenue was already accounted for and included in the revenue forecast adopted in the 2023 RTP, covering the project’s estimated cost in the 2023 RTP.

<sup>5</sup> Following the 2023 RTP update, the City of Portland developed a new forecast of local resources that demonstrated \$17.5 million in additional revenues forecasted for the project.



IN CONSIDERATION OF RESOLUTION NO. 25-5505 FOR THE PURPOSE OF ENDORSING THE LOCALLY PREFERRED ALTERNATIVE FOR THE MONTGOMERY PARK STREETCAR EXTENSION

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Date: July 10, 2025  
Department: Planning, Development and Research  
Meeting Date: July 31, 2025

Prepared by: Alex Oreschak  
Alex.Oreschak@oregonmetro.gov  
Presenter(s), Alex Oreschak (he/him),  
Senior Planner  
Length: 20 minutes

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**ISSUE STATEMENT**

The Portland Streetcar Montgomery Park Extension Project will extend the existing Portland Streetcar North-South (NS) Line 0.65 miles one-way (1.3 miles round trip) from its existing terminus at NW 26th Avenue and NW Northrup Street to a new terminus at NW 26th Avenue and NW Wilson Street near Montgomery Park in Northwest Portland. The project will also rehabilitate NW 23rd Avenue between NW Vaughn and NW Lovejoy streets including streetscape improvements, as well as extend multimodal streets in the project area to support streetcar operations.

On December 11, 2024, the Portland City Council adopted Resolution No. 37692 to adopt the Locally Preferred Alternative for the Montgomery Park Streetcar Transit Project.

The recommended Locally Preferred Alternative for high capacity transit to the Montgomery Park Area is streetcar transit with stations at the locations indicated on the attached map, operating as a .65 one-way route mile extension of the existing Portland Streetcar North-South (NS) Line from its existing terminus at NW 23rd Avenue and NW Northrup Street to a new terminus at NW 26th Avenue and NW Wilson Street near the Montgomery Park building in Northwest Portland. This extension will allow the NS Line to operate between the Montgomery Park Building and the South Waterfront. The route extension will operate on NW 23rd Avenue, as well as on a new one-way parallel couplet using NW Roosevelt Street, NW 26th Avenue, and NW Wilson Street. The LPA is reflected in Exhibit A to Resolution No. 25-5505.

On June 25, 2025, the Metro Policy Advisory Committee (MPAC) recommended that Metro Council approve Resolution No. 25-5505, as recommended by the Metro Technical Advisory Committee (MTAC) on June 18, 2025. On June 26, 2025, the Joint Policy Advisory Committee on Transportation (JPACT) approved Resolution No. 25-5505 and submitted to Metro Council for approval, as recommended by the Transportation Policy Alternatives Committee (TPAC) on June 6, 2025.

Approval of the resolution endorses the Montgomery Park Streetcar Extension Locally Preferred Alternative (LPA) as recommended by JPACT and MPAC and directs staff to prepare amendments to the 2023 Regional Transportation Plan to reflect the LPA.

### **ACTION REQUESTED**

Approve Resolution No. 25-5505 as recommended by JPACT and MPAC.

### **IDENTIFIED POLICY OUTCOMES**

The project will support dense, equitable transit-oriented development west of US-30 between NW Nicolai and NW Vaughn streets, where predominantly vacant, low-density industrial land recently underwent land use changes to employment- and housing-focused mixed uses. The project will also support several indirect public benefits for the area, including new affordable housing, new middle-wage jobs onsite, a new public park, affordable commercial opportunities, and the commemoration of York—enslaved member of the Lewis and Clark Expedition who was critical to its success—through public art; these ancillary benefits are captured in a Public Benefits Agreement (PBA) between the City of Portland, property owners in the area, and Portland Streetcar, Inc.

In addition to spurring transit-oriented development, the project is intended to serve as a critical single occupancy vehicle (SOV) trip demand mitigation tool as the area redevelops over time. As such, it also includes improvements to the pedestrian and bicycle network to support non-driving options within, to, from, and through the new district.

The Montgomery Park Streetcar Extension has been identified by the region as a top priority for transit investment. It is called out in multiple adopted plans including the 2009 Metro Regional High Capacity Transit System (HCT) Plan, the 2018 Regional Transit Strategy, the 2023 Regional Transportation Plan (RTP), and the 2023 High Capacity Transit Strategy, which designates the Montgomery Park Streetcar Extension as a Tier 1: near-term HCT corridor, the highest priority for HCT investment in our region.

Project outcomes identified in the RTP are improved travel connecting with the existing streetcar network, as well as necessary safety and accessibility improvements, including rehabilitation of NW 23<sup>rd</sup> Avenue and new multimodal street connections on NW Roosevelt Street, NW Wilson Street, and NW 26<sup>th</sup> Avenue. This project also supports land use changes and housing development, including new affordable housing units, as identified in the Montgomery Park Area Plan, which was also adopted by Portland City Council in December 2024.

### **POLICY OPTIONS FOR COUNCIL TO CONSIDER**

1. Approve Resolution No. 25-5505 as recommended by JPACT and MPAC.
2. Do not approve Resolution No. 25-5505.

JPACT and Metro Council endorsement of the Locally Preferred Alternative will demonstrate regional consensus on the project parameters. Endorsement of the LPA is a necessary step to a future adoption of the LPA into the financially constrained RTP project list, which is required to complete the Project Development phase of the Capital Investment Grant (CIG) program and be eligible to garner CIG discretionary funding. Metro Council and JPACT are anticipated to consider adoption of the LPA into the 2023 RTP in March 2026 as part of a package of RTP amendments which includes two other Tier 1 projects with recent LPA recommendations: Tualatin Valley Highway Transit Project and the 82<sup>nd</sup> Avenue Transit Project.

## **RECOMMENDED ACTION**

Approve Resolution No. 25-5505 as recommended by JPACT and MPAC. Approval of the resolution endorses the Locally Preferred Alternative adopted by the City of Portland and directs staff to prepare amendments to the 2023 Regional Transportation Plan to reflect the Montgomery Park Streetcar Extension LPA for consideration by JPACT and the Metro Council in 2026.

## **STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION**

The LPA advances Metro’s 2040 Growth Concept and Regional Transportation Plan by connecting the Montgomery Park area in Northwest Portland to the existing streetcar network in the Portland Central City. It also complements land use and housing actions identified in the Montgomery Park Area Plan adopted by Portland City Council in December 2024 and supports changes Metro Council adopted to update the Urban Growth Management Functional Plan (UGMFP) “Title 4 Industrial and Other Employment Areas” Map in January 2025 through Ordinance 25-1522.

The project advances multiple objectives by promoting walkable communities; improving access to jobs, schools, retail places and other community places along the route; increasing transportation choices including active transportation and better access to transit; regional mobility; and safety. The project will support the development of over 3000 new housing units, over 4000 new jobs, and approximately 3000 new daily transit riders.

## **KNOWN OPPOSITION**

Public input and partner endorsements demonstrate support for this LPA.

There were two opponents to the adoption of the Montgomery Park Area Plan:

- a. The Northwest Industrial Business Association opposed the adoption of the Montgomery Park Area Plan (MPAP) because of impacts to what was industrial land and potential impacts to low-barrier-to-entry middle wage jobs. The MPAP worked to address this by limiting land use changes to the area of greatest potential change and tying the development in the area to

on-site middle-wage jobs in a variety of fields (target requirements with a fee charged if not met as agreed in the adopted Public Benefits Agreement).

- b. The Northwest District Neighborhood Association (NWDA) did not outright oppose the project, but opposed the adoption of the overall Montgomery Park Area Plan because they felt the plan did not respond effectively enough to neighborhood input or concerns. The NWDA was critical to the MPAP's process, having representation on the Project Working Group and being part of dozens of conversations over the course of the planning process. A key issue with the project itself for the NWDA is the final alignment; while members varied in their perspective on the best route, there was concern expressed around parking and traffic impacts (which the project and plan sought to address by working to maintain as much parking as possible in the project area and minimizing the number of stations on 23rd Ave).

Extensive technical analysis was conducted to understand the benefits and tradeoffs of different LPA components. The analysis was shared with community members for feedback. Public engagement has been extensive and coordinated with outreach for the Montgomery Park Area Plan, which aims to transition the area from a somewhat underutilized industrial and employment-focused district into a mixed-use employment district that will support both job growth and housing development. More information on public engagement for the project can be found on the Montgomery Park Area Plan website: <https://www.portland.gov/bps/planning/mp2h/mpap-recommended-draft>.

## **ANTICIPATED EFFECTS**

Approval of this resolution will allow project staff to continue working with City of Portland and TriMet on the project to:

- Amend the 2023 RTP to reflect the LPA and a high-level funding plan
- Pursue federal funding
- Complete federally-required National Environmental Policy Act (NEPA) documentation
- Refine design and costing
- Support the implementation and construction of the project
- Open the streetcar extension in 2030

The project is currently listed in the 2023 RTP. However, the 2023 RTP needs to be amended to reflect the LPA defining the mode, route, and general station locations and a high-level funding plan. The next steps and timeline for that future action include:

- Metro staff will coordinate to prepare amendments to the 2023 Regional Transportation Plan to reflect the Montgomery Park Streetcar Extension LPA, as well as the TV Highway and 82<sup>nd</sup> Avenue LPAs.
- An RTP amendment is necessary to be eligible for federal funding and action.

- The RTP amendment will require a recommendation from MPAC and adoption by JPACT and Metro Council. The amendment may include the following as needed to reflect the LPA:
  - Amendments to Chapter 3 Transit Network Map
  - Amendments to the Appendix A: Constrained priorities project list
  - Amendments to Appendix W: Status of Current Major Projects
  - Amendments to Appendix V: Future corridor refinement planning
  - Create a new appendix: Montgomery Park Streetcar Extension Locally Preferred Alternative
  - Updates to reflect the RTP funding strategy or any other chapter components, if applicable
- The amendment will be accompanied by findings that demonstrate consistency with:
  - RTP goals, objections, and policies
  - Metro’s Public Engagement Guide
  - Federal fiscal constraint requirements
  - Statewide planning goals
- Proposed RTP amendment schedule:
  - Fall 2025: Public comment period
  - Fall/Winter 2025: Review/discuss amendment and public comment at MTAC, TPAC, MPAC, JPACT, Metro Council
  - Spring 2026: Seek adoption of RTP amendment

**Budget Impacts:** Adoption of this resolution has no budget impact. There will be future costs associated with implementation of the project. These costs will be shared by local, regional, state and federal partners.

## LEGAL ANTECEDENTS

### Federal laws and actions

- National Environmental Policy Act
- Clean Air Act, as amended [42 U.S. C. 7401 and 23 U.S.C. 109(j)], as amended]
- U.S. EPA transportation conformity rules (40 CFR, parts 51 and 93)
- Fixing America’s Surface Transportation Act (FAST Act), signed into law in 2015
- Infrastructure Investment and Jobs Act (IIJA), signed into law in 2021
- FTA Small Starts Process

### State laws and actions

- Statewide Planning Goals
- Oregon Transportation Planning Rules (OAR Chapter 660, Division 12)
- Oregon Transportation Plan and implementing modal plans, including the Oregon Public Transportation Plan Oregon Administrative Rules for Transportation Conformity, (OAR Chapter 340, Division 252)
- Oregon Clean Air Act State Implementation Plan (SIP), amended in January 2021

## **Metro Council Actions**

- Resolution No. 09-4025 (For the Purpose of Adopting the Regional High Capacity Transit System Plan Screened Corridor Map and Evaluation Criteria), adopted by the Metro Council on February 12, 2009.
- Resolution No. 09-4052 (For the Purpose of Accepting the Regional High Capacity Transit System Tiers and Corridors, System Expansion Policy Framework and Policy Amendments), adopted by the Metro Council on July 9, 2009.
- Ordinance No. 10-1241B (For the Purpose of Amending the 2004 Regional Transportation Plan to Comply with State Law; To Add the Regional Transportation Systems Management and Operations Action Plan, the Regional Freight Plan and the High Capacity Transit System Plan; To Amend the Regional Transportation Functional Plan and Add it to the Metro Code; To Amend the Regional Framework Plan; And to Amend the Urban Growth Management Functional Plan), adopted by the Metro Council on June 10, 2010
- Ordinance No. 14-1346B (For the Purpose of Adopting the Climate Smart Communities Strategy and Amending the Regional Framework Plan to Comply with State Law), adopted by the Metro Council on December 18, 2014.
- Resolution No. 18-4892 (For the Purpose of Adopting the Regional Transit Strategy and Replacing the 2009 Regional High Capacity Transit System Plan), adopted by the Metro Council on December 6, 2018.
- Ordinance No. 23-1496 (For the purpose of Amending the 2018 Regional Transportation Plan (RTP) to Comply with Federal and State Law and Amending the Regional Framework Plan), adopted by the Metro Council on November 30, 2023.
- Resolution No. 23-5348 (For the Purpose of Adopting the 2023 High Capacity Transit Strategy), adopted by the Metro Council on November 30, 2023.
- Ordinance No. 25-1522 (For the Purpose of Amending the Industrial and Other Employment Areas Map of Title 4 of the Urban Growth Management Functional Plan for the Montgomery Park Area of the City of Portland), adopted by the Metro Council on January 16, 2025.

## **Local Jurisdiction Actions**

- The Portland City Council adopted Ordinance No. 192000 to adopt the Montgomery Park Area Plan including amendments to the Comprehensive Plan, Comprehensive Plan Map, Zoning Map, Zoning Code, Citywide Design Guidelines, and related amendments to the Guild's Lake Industrial Sanctuary and Northwest District plans (amend Code Title 33)
- The Portland City Council adopted Resolution No. 37692 to adopt the Locally Preferred Alternative for the Montgomery Park Transit Project

- The Portland City Council adopted Ordinance No. 192001 to authorize Agreement between the City, Portland Streetcar Inc, and 1535-A1 LLC for public benefits related to the Montgomery Park Area Plan

**ATTACHMENT**

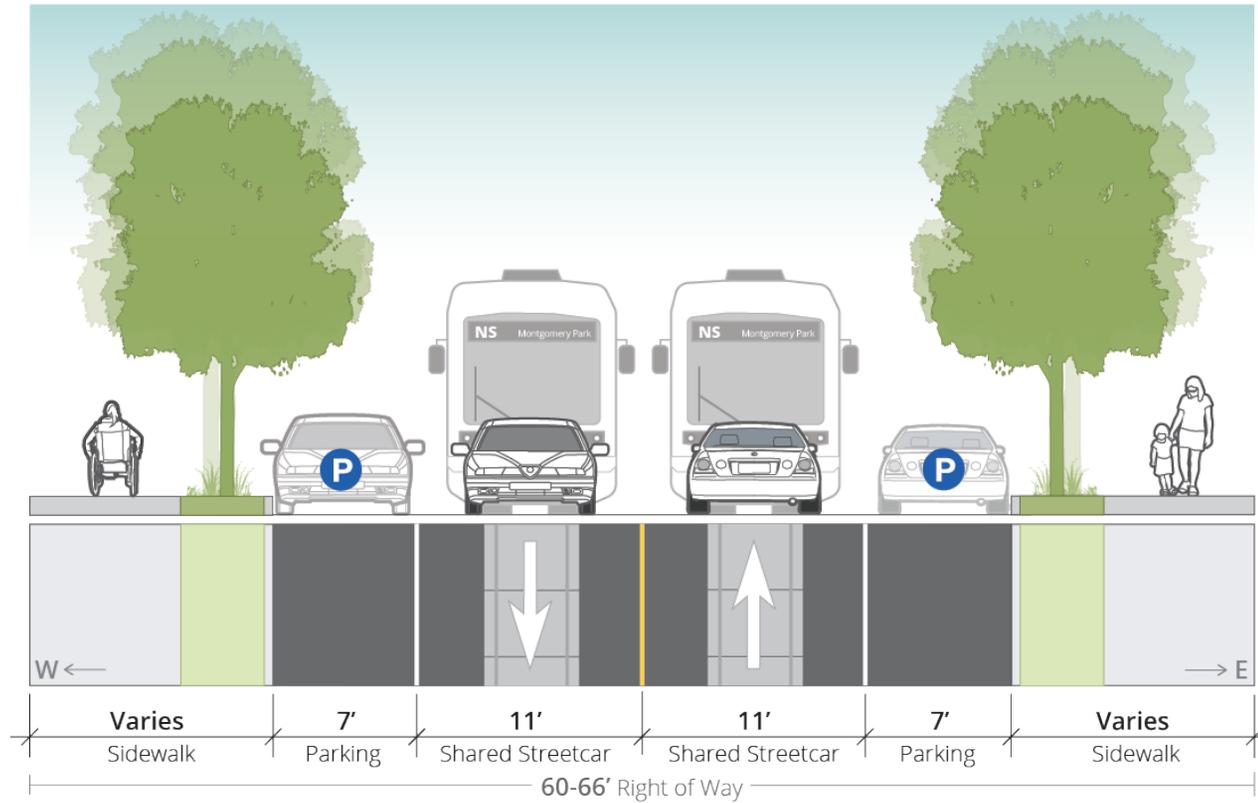
Attachment 1: City of Portland Resolution No. 37692 and Exhibits A-C

# Montgomery Park Transit Project

PROPOSED PRELIMINARY CROSS SECTIONS

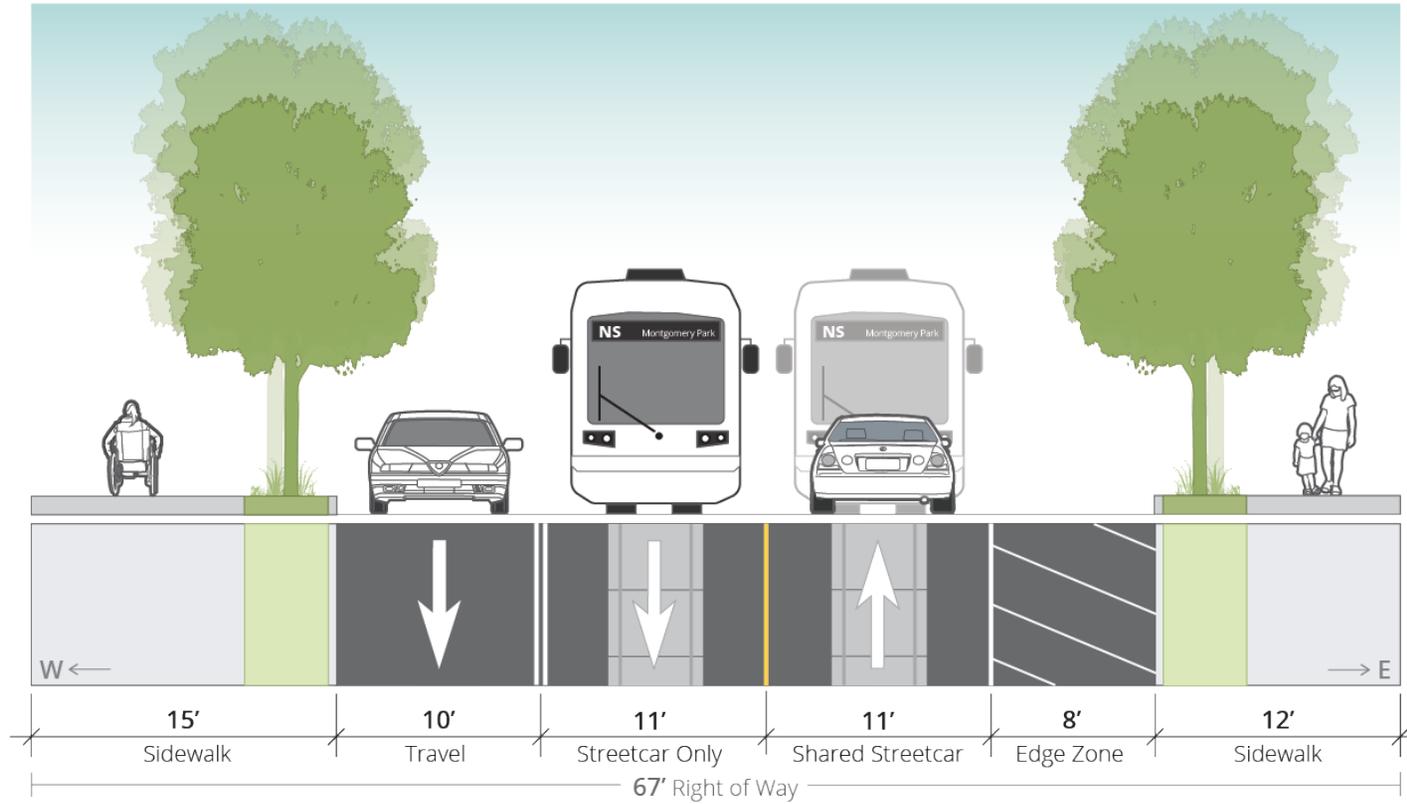


NW 23<sup>rd</sup> Avenue Typical Cross Section | NW Vaughn St to NW Northrup St



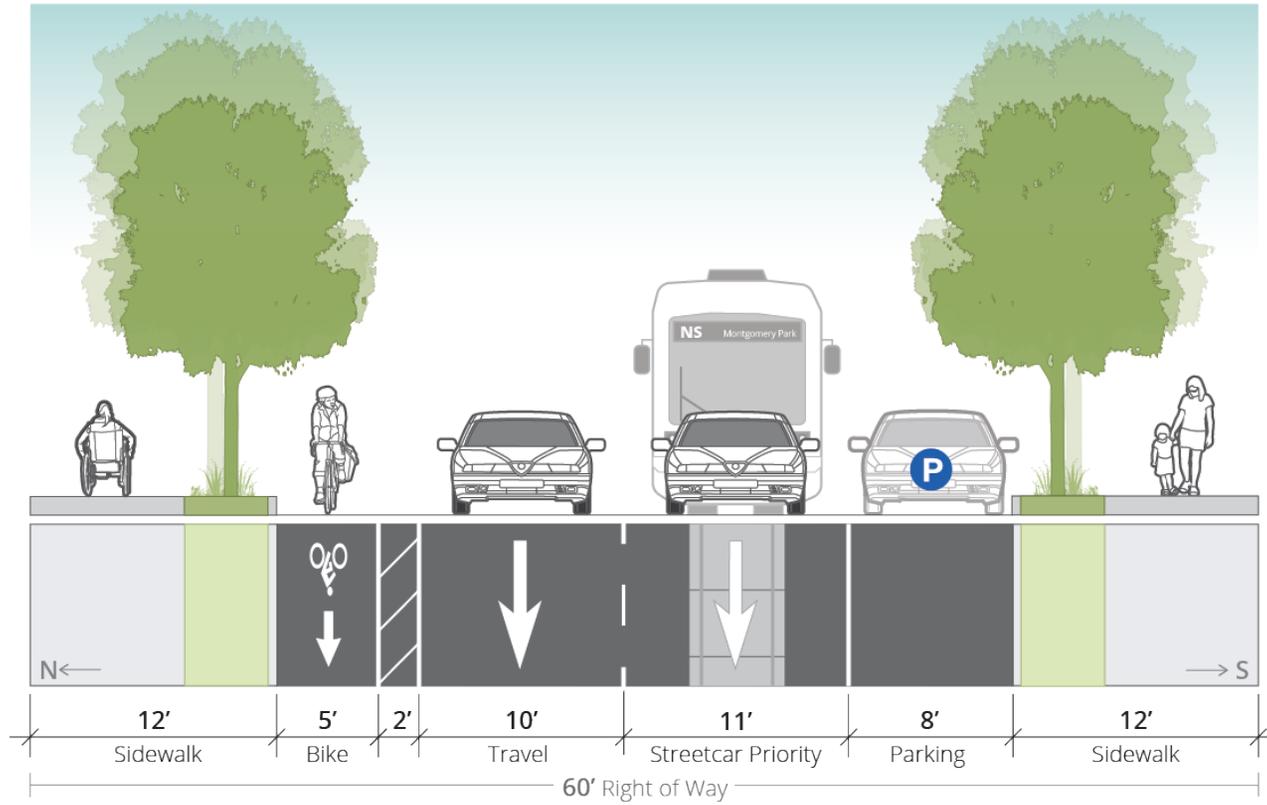
# ATTACHMENT C

## NW 23<sup>rd</sup> Avenue | NW Wilson St to NW Vaughn St



# ATTACHMENT C

NW Roosevelt St | NW 23<sup>rd</sup> Ave to NW 26<sup>th</sup> Ave



ATTACHMENT C

NW Wilson St | NW 23<sup>rd</sup> Ave to NW 26<sup>th</sup> Ave

