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THE BUREAU OF
**PLANNING &
SUSTAINABILITY**

MEMO

DATE: July 5, 2024
TO: Metro Council
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cc: Patricia Diefenderfer, Chief Planner, BPS
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SUBJECT: Montgomery Park Area Plan- Plan Overview

The Montgomery Park Area Plan (MPAP) is currently under review by the City of Portland Planning Commission. The plan includes five volumes, as indicated below:

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

1. Project Background, Vision, Objectives

Background

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



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Portland and Northeast Portland. Work in the Northeast was a preliminary evaluation of opportunities and has concluded. Work in the Northwest has resulted in the proposed Montgomery Park Area Plan (MPAP).

Vision

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

Key Objectives

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

2. Elements of the Montgomery Park Area Plan

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

Comprehensive Plan and Zoning map Changes

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

Streetcar Extension

The plan includes the locally preferred alternative recommendation, Transportation System Plan updates and other transportation strategies to realize and complement a .65 one-way route mile extension of the

existing Streetcar North/South (NS) Line from its existing terminus at NW 23rd Avenue and NW Northrup Street to NW 26th Avenue between NW Roosevelt and NW Wilson streets. The route would include a two-way north/south movement on NW 23rd Avenue and a parallel one-way one-block couplet on NW Roosevelt Street, NW Wilson Street and NW 26th Avenue. The project includes multimodal improvements and accessibility upgrades in the project area. NW 23rd Avenue would be reconstructed and portions of NW 25th Avenue, and NW Roosevelt and NW Wilson streets will be built out, extending the grid in the plan area.

Equitable Development Approach

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

- **Jobs and Employment.** Create ongoing opportunity for employment in the plan areas, including an emphasis on creation of middle-wage jobs, including a commitment to create 800 middle-wage jobs on-site or to make a payment on a per-job basis to fund job training and workforce development.
- **Housing/Affordable Housing.** Create opportunity for housing, including affordable housing at a higher level or nearer timeframe than may be achieved by the standard regulatory framework.
- **Commercial Space.** Create opportunity for wealth building and community-serving uses requiring creation of affordable commercial space in some forms of new development.
- **Public Open Space.** Create opportunity for a public park or open area that will serve future residents and workers in the area.

The plan will employ both regulatory and non-regulatory means to achieve this. A Public Benefits Agreement is being developed in tandem with the other plan elements to support the plan and its public benefits goals. The agreement would be adopted by City Council. The tenets of this future agreement are detailed in the [Draft Public Benefits Terms Sheet](#).

Zoning Code Amendments

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

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

streetcar.

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

Design Character Statement

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

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

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

Recommended Transportation Improvements and Policy Changes

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

3. MPAP Relationship to the UGMFP and Metro Regional Framework Plan

A portion of the area proposed for zoning changes from industrial to employment and mixed-use zones is currently designated as Regional Significant Industrial area on the Title 4 Map in the Metro Urban Growth Management Functional Plan (UGMFP). The Title 4 Employment and Industrial Areas Map provides an inventory of the region’s supply of employment and industrial land, and the associated regulations provide guidelines for uses on lands with a Title 4 designation.

4. Outreach and Engagement

Information about the proposed plan is posted on the BPS web site along with a project Map App, and information was included in regular BPS project updates. City staff, and project partners, conducted outreach and engagement, deploying a variety of methods throughout the plan development process. A summary of prior project engagement is provided below.

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

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

Community-Based Organization (CBO) Outreach. As part of the Federal Transit Administration grant for the MP2H Study, [community-based organizations \(CBO\) were funded](#) to conduct

outreach to under-served communities in the study areas. Organizations selected to participate in the effort were: [Friendly House, Inc](#); [Northwest Industrial Business Association](#) and [Columbia Corridor Association](#); [Hollywood Senior Center](#) and [Urban League of Portland](#); [Micro Enterprise Services of Oregon](#).

Urban Design Concept Virtual Open House. A Montgomery Park to Hollywood Land Use Development Strategy (MP2H) [Urban Design Concept Virtual Open House](#) was held during Summer 2020 to capture public preferences for the Northwest Portland land use development scenarios being studied.

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

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

York Street Work Group. The Portland Harbor Community Coalition (PHCC) elevated the voices and perspectives of members of the York Street Work Group, whose members include Black Portlanders and allies with interest in commemorating the legacy of York, an enslaved member of the Lewis and Clark Expedition, for whom NW York Street in the study area is named. The group explored commemoration of York and equitable development and community benefit opportunities in the Northwest study area.

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

Additional Engagement. The project team met with property owners in the area to discuss potential for realizing public benefits as a value capture strategy to ensure the City and the greater public derive benefits from the potential land value created by the proposed land use changes and streetcar investment. The goal of this approach is to ensure more equitable outcomes in future development. The public benefits sought through the process, as described in the public benefits terms sheet and the plan, reflect the aspirations for the area as expressed by a variety of individuals and groups who participated in the process.

In addition, project staff met with the Northwest District Association Planning Committee and the Northwest Industrial Business Association several times, to share information and collect feedback.

5. For More Information

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

Video: [Portland Streetcar Montgomery Park Extension](#).

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