



Northwest Portland

STREETCAR EXTENSION & LAND USE ALTERNATIVES ANALYSIS



PBOT
PORTLAND BUREAU OF TRANSPORTATION



Bureau of Planning and Sustainability

SEPTEMBER 2019

PORTLAND CITY COUNCIL

Ted Wheeler, Mayor

Chloe Eudaly, Commissioner in Charge

Amanda Fritz

Nick Fish

Jo Ann Hardesty

PROJECT TEAM

Bureau of Planning & Sustainability

Andrea Durbin, Director

Eric Engstrom

Ryan Curren

Joan Fredericksen

Steve Kountz

Marc Asnis

Portland Bureau of Transportation

Chris Warner, Director

Mauricio Leclerc

Kate Drennen

Irene Marion

Mike Serritella

Taylor Phillips

Portland Streetcar

Dan Bower

Andrew Plambeck

To obtain a copy of this document or more information about this project, please contact:

Portland Bureau of Transportation

1120 SW 5th Avenue, Suite 800

Portland, OR 97204

Phone: 503-823-6152

The City of Portland complies with all non-discrimination, Civil Rights laws including Civil Rights Title VI and ADA Title II. To help ensure equal access to City programs, services and activities, the City of Portland will reasonably modify policies/procedures and provide auxiliary aids/services to persons with disabilities. Call 503.823.5282, TTY 503.823.6868 or Oregon Relay Service: 711 with such requests, or visit <http://bit.ly/13EWaCg>

Northwest Portland

STREETCAR EXTENSION & LAND USE ALTERNATIVES ANALYSIS

I Letter to Council

II Executive Summary

1 Why Streetcar, Why NW, Why Now?

6 Land Use Scenarios

16 Preliminary Racial Equity Analysis

20 Choosing the Alignment

23 Next Steps



PBOT
PORTLAND BUREAU OF TRANSPORTATION



Bureau of Planning and Sustainability



Dear Council Members,

The Bureau of Planning and Sustainability, Portland Bureau of Transportation, and Portland Streetcar Inc appreciate the opportunity to update you on the NW Streetcar Extension Study. Last year City Council appropriated \$370,000 to further develop a NW streetcar extension to Montgomery Park, as proposed in the Transportation System Plan and Regional Transportation Plan.

The team explored a range of land use scenarios, analyzing impacts to jobs, housing, and equity. The team considered how land use changes and transportation investments could complement adopted goals in the 2035 Comprehensive Land Use Plan, the 2030 Climate Action Plan, transportation plans, and PBOT's Racial Equity Plan.

A portion of the funds were allocated to support preliminary engineering and cost estimating for the proposed 2.3 mile extension. That work is progressing, but is not fully summarized in this report. While producing this study, the team was awarded a 1.3 million dollar grant from the Federal Transit Administration to conduct a more thorough analysis of land use change implications (including industrial land supply, job creation, housing opportunities, etc.), transportation network needs, impacts and benefits to community members, and an opportunities assessment of how development might help address Citywide disparities. This coming work will be supported by robust public and stakeholder engagement. The early analysis and findings included in this summary report, and funded by City Council, will serve as a guiding framework for the next work phase. The equity and economic development considerations identified in this report are especially important, including policy choices related to industrial land supply and middle wage jobs. Information about the work phase funded through the Federal Transit Administration can be found in the 'Next Steps' section of this report. Please let our staff know if you have any questions regarding the work or outcomes from this study.



Chris Warner
Director
Portland Bureau of Transportation



Andrea Durbin
Director
Bureau of Planning & Sustainability

Executive Summary



The Northwest Portland Streetcar Extension and Land Use Alternatives Analysis study began in 2018 to further explore extending the streetcar system to Montgomery Park. City Council asked the team to investigate how land use changes and streetcar investment might support economic development, equity, and climate change goals, including the potential creation of affordable housing and job sites.

The project team, led by the Bureau of Planning and Sustainability, the Bureau of Transportation, and Portland Streetcar, Inc., analyzed job and housing impacts, potential equity impacts and opportunities, and policy implications from a range of land use scenarios.

This report summarizes the primary study findings, as well as critical questions and trade-offs identified during the analysis. These provide a framework for the next phase of work: the *Montgomery Park to Hollywood Transit and Land Use Development Strategy*.

Early analysis finds that:

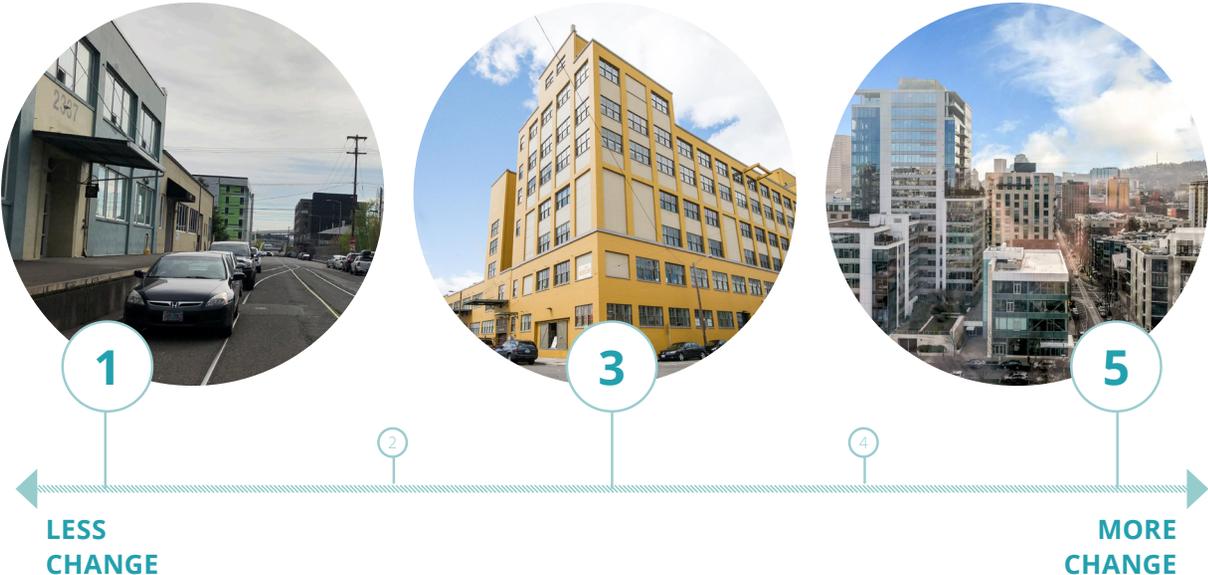
- The NW project area, located north of Vaughn Street and south of Nicolai Street was an important industrial neighborhood for many generations, but recent changes in property ownership and zoning of large parcels -- including ESCO, Montgomery Park, and other smaller sites, has lessened the industrial footprint and changed the mix of jobs in the area
- The availability of large, developable parcels in the district creates an opportunity to shape development to act on several City priorities, including housing, climate and equity goals
- The varying land use scenarios illustrate potential trade-offs the City has to weigh when trying to balance competing equity goals to maintain and grow living wage jobs, manage a limited industrial land supply and provide opportunities for expansion and growth of the industrial sector, and increase the production of affordable housing within the city
- Large scale development agreements and neighborhood master plans negotiated alongside streetcar development has historically yielded high percentages of affordable housing units and significant streetcar ridership amongst the residents who live there
- Regionally, industrial jobs typically have a more diverse workforce and often pay a living wage for non-college educated individuals. The loss of industrial land could result in the loss of these middle-wage jobs from the region, because there are very few locations to accommodate them elsewhere
- The opportunities and trade-offs daylighted by this early analysis should serve as a framework to guide the *Montgomery Park to Hollywood Transit & Land Use Development Strategy*, including the public engagement plan and the further exploration of equity recommendations

Conceptual Framework

The team analyzed the impacts and opportunities of a streetcar extension into NW Portland through a framework of conceptual land use changes. Although a preferred alignment is still undergoing design, for analysis purposes the concept extends the existing NW streetcar line north/south via NW 18th/19th Avenues, reaching Montgomery Park via York and Wilson streets. The team looked at five land use scenarios, representing a spectrum of change from existing conditions (Scenario 1) to significant mixed development potential (Scenario 5). The scenarios analyze how different land use changes would impact the job growth and potential housing mix in 2035.

Opportunities to address City equity goals were daylighted throughout this analysis. The findings presented here lay a foundation for the next work phase, and will be expanded and built upon through a robust planning and public process.

SPECTRUM OF LAND USE SCENARIOS



WHAT HAPPENS NEXT?

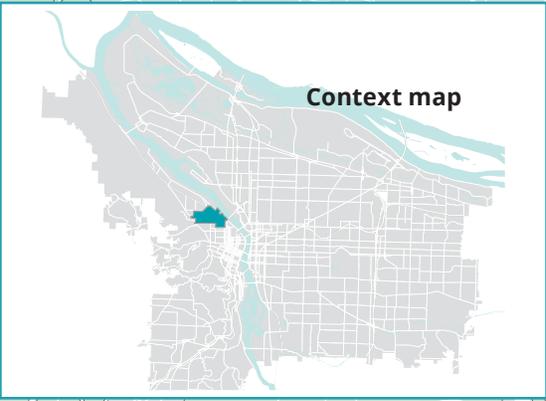
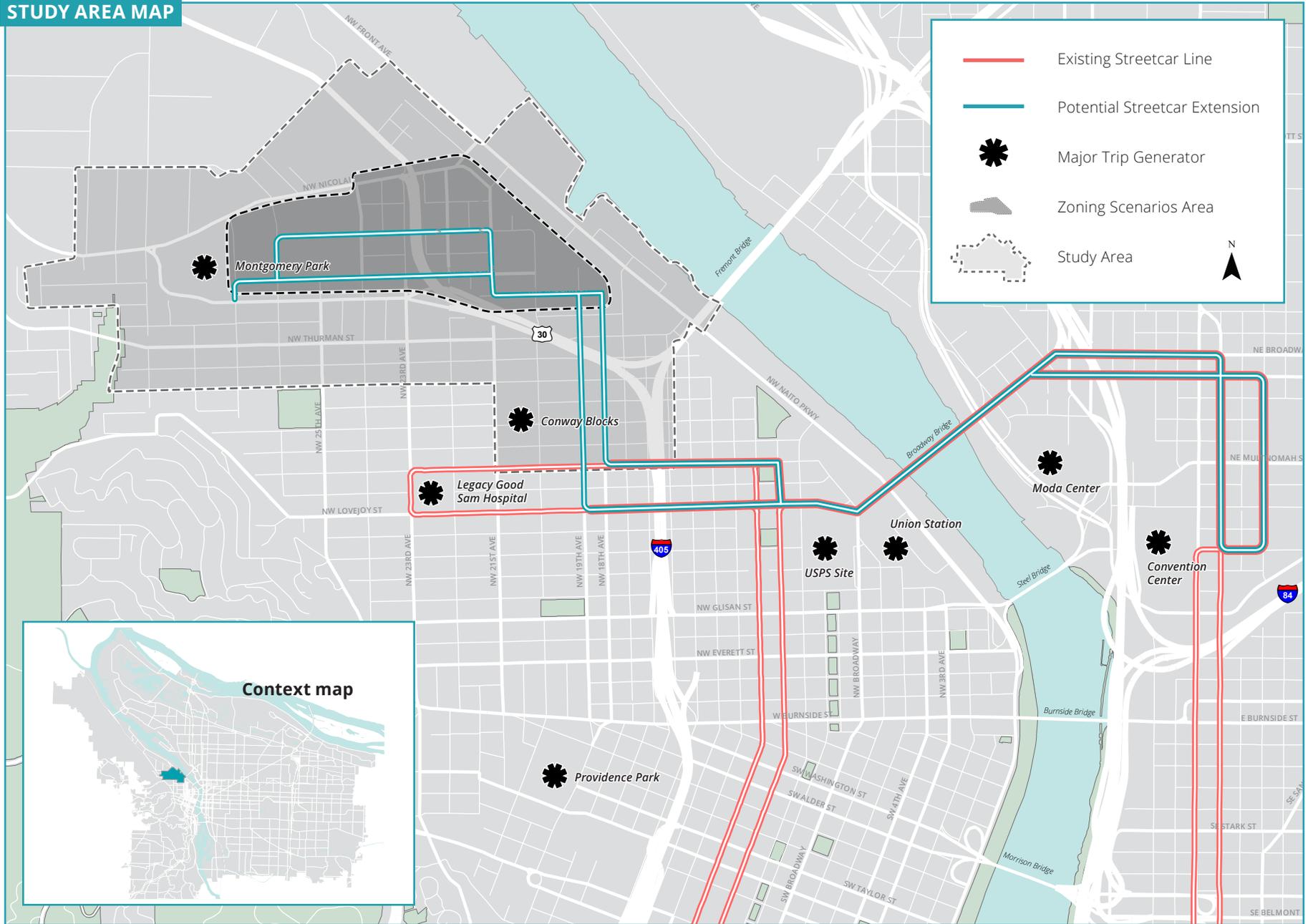
Metro, the Bureau of Planning and Sustainability, and Portland Bureau of Transportation secured a \$1.3 million grant in late 2018 to continue this work. The next work phase, called the *Montgomery Park to Hollywood Transit & Land Use Development Strategy* will look at connecting transit to streetcar lines on both the west- and east-sides of the river.

The project will look more deeply at each land use scenario, and conduct a full analysis of community needs and benefits. The team will incorporate urban design tasks that consider development form and public spaces. Transportation tasks will analyze multimodal needs, including how to support potential land use changes with a robust street grid that creates modal connections, circulation, and safe and vibrant streets. The project will engage stakeholders and the public throughout the process. See 'Next Steps' (p. 23) for more information.

STUDY AREA MAP

-  Existing Streetcar Line
-  Potential Streetcar Extension
-  Major Trip Generator
-  Zoning Scenarios Area
-  Study Area

N
▲



Why Streetcar, Why NW, Why Now?

A streetcar to Montgomery Park has long captured the imagination of the Portland public. This objective is recommended in various planning documents spanning the past thirty years, and is listed in the 2018 Transportation System Plan, Regional Transportation Plan, and Comprehensive Plan.

Interest in expanding the streetcar network to Montgomery Park is threefold:

- (1) the desire to serve the second largest office building in the state with high quality, frequent transit service;
 - (2) the opportunity to leverage streetcar's development potential to build mixed income housing and employment on large, recently up-zoned parcels within the study area;
 - (3) the chance to invest in affordable, green transit service to a potential new neighborhood close to the City center via the extension of an existing streetcar line.
- **Montgomery Park houses major Portland companies.** The building hosts 3,200 jobs on site, including workers for Adidas, Daimler, and more. The parcel was recently acquired by new ownership who could take advantage of the mixed-use zoning to expand the site to include housing, commercial and other complimentary uses.
 - **Streetcar investment has historically been coupled with development agreements and planning processes that create higher density development that includes mixed income housing.** More than 1/3rd of Portland's affordable housing units are on streetcar lines, and 2/3rds of streetcar trips are to and from home.
 - **The district is changing, with some long standing industrial businesses closing and a transition of uses.** The number and size of parcels available for redevelopment create an opportunity to shape a new neighborhood to address City jobs, housing, climate and transportation goals. The proximity to the City Center creates exceptional access to jobs, services, and education for those who may live or work in the district.



HOW WE GOT HERE -- HOUSING AND STREETCAR PLANNING TIMELINE

1970 -- The number of housing units in Portland's Central City falls to 11,000, a significant decrease from the 28,000 that existed in 1950.

1988 -- The Central City Plan updates and expands the Downtown Plan vision, and proposes an additional 5,000 Central City housing units with a "trolley" and a central city transit loop.

2001 -- The Portland Streetcar opens, initially running from Northwest Portland to Portland State University.

2006 -- Portland Aerial Tram opens, and a streetcar extension on Moody links the City to the South Waterfront, the OSU extension and Marquam Hill.

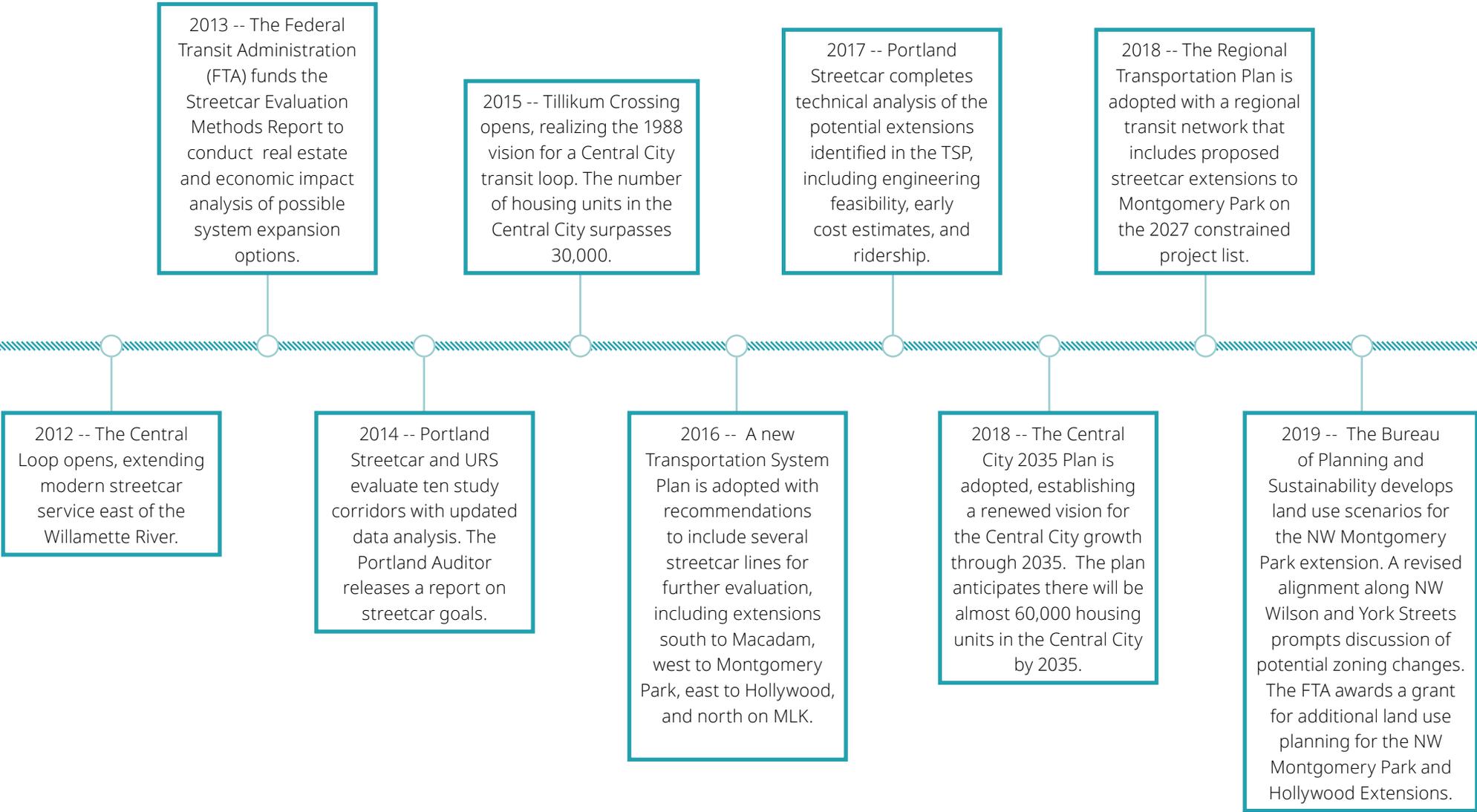
2009 -- The Streetcar System Concept is adopted by Council. This report identifies and evaluates more than 20 possible streetcar lines with several recommended for further study to support the Comprehensive Plan Update.

1972 -- The Downtown Plan adopted, leading to the Portland Transit Mall, removal of the Harbor Drive, and aggressive new policies for new housing development in the Central City.

1995 -- The adopted River District Plan envisions redevelopment of the Hoyt Street Rail Yards into a mixed use new district with streetcar as a central element.

2003 -- Northwest District Plan adopted, with policy supporting extension of the streetcar to the Montgomery Park area.

2007 -- Adopted Transportation System Plan includes capital projects list with streetcar lines to: Lake Oswego, and a line connecting NW 18th, Burnside, and Sandy.



POLICY BACKGROUND

The 2035 Comprehensive Plan includes policies that support expanding transit and increasing density in the urban core, while also advocating the preservation of industrial lands. Equity-focused policies specific to urban planning, development, and public infrastructure are also included in Plan chapters related to Urban Form (3), Housing (5), and Economic Development (6).

POLICY 3.6: LAND EFFICIENCY.

Provide strategic investments and incentives to leverage infill, redevelopment, and promote intensification of scarce urban land while protecting environmental quality.

POLICY 3.15 INVESTMENTS IN CENTERS.

Encourage public and private investment in infrastructure, economic development, and community services in centers to ensure that all centers will support the populations they serve.

POLICY 3.A A CITY DESIGNED FOR PEOPLE

Portland's built environment is designed to serve the needs and aspirations of all Portlanders, promoting health, equity, and resiliency. New development, redevelopment, and public investments reduce disparities and encourage social interaction to create a healthy connected city.

POLICY 3.56 CENTER STATIONS.

Encourage transit stations in centers to provide high density concentrations of housing and commercial uses that maximize the ability of residents to live close to both high-quality transit and commercial services.

POLICY 9.11 LAND USE & TRANSPORTATION COORDINATION.

Implement the Comprehensive Plan Map and the Urban Design Framework through coordinated long-range transportation and land use planning. Ensure that street policy and design classifications and land uses complement one another.

POLICY 9.27: TRANSIT SERVICE TO CENTERS AND CORRIDORS.

Use transit investments as a means to shape the city's growth and increase transit use. In partnership with TriMet and Metro, maintain, expand, and enhance Portland Streetcar, frequent service bus, and high-capacity transit, to better serve centers and corridors with the highest intensity of potential employment and household growth

POLICY 3.6 INDUSTRIAL LAND.

Provide industrial land that encourages industrial business retention, growth, and traded sector competitiveness as a West Coast trade and freight hub, a regional center of diverse manufacturing, and a widely accessible base of family-wage jobs, particularly for under-served and underrepresented people.

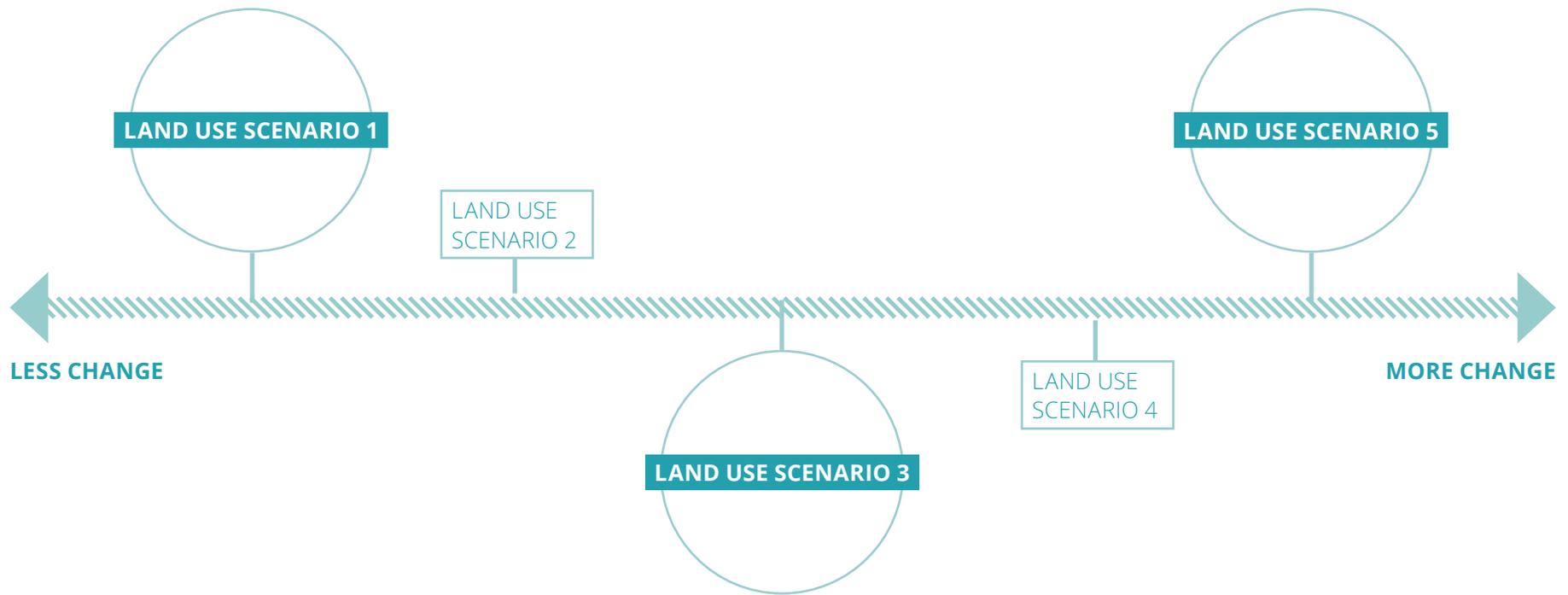
POLICY 6.38 PRIME INDUSTRIAL LAND RETENTION.

Protect the multimodal freight-hub industrial districts at the Portland Harbor, Columbia Corridor, and Brooklyn Yard as prime industrial land that is prioritized for long-term retention.

POLICY 3.3 EQUITABLE DEVELOPMENT.

Guide development, growth, and public facility investment to reduce disparities; encourage equitable access to opportunities, mitigate the impacts of development on income disparity, displacement and housing affordability; and produce positive outcomes for all Portlanders.





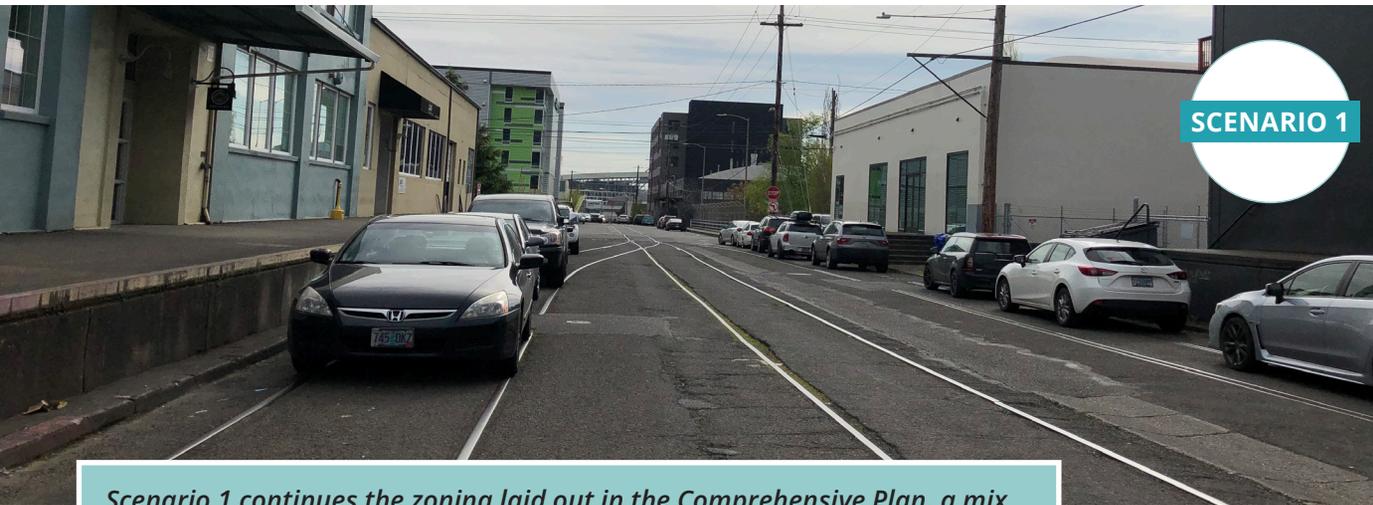
Land Use Scenarios

LAND USE CONSIDERATIONS

The Bureau of Planning and Sustainability analyzed five land use scenarios. The scenarios represent a range from the current comprehensive plan to a rezoning of approximately 100 acres from industrial and general employment to mixed use and light industrial. Each scenario represents an incremental shift along the continuum from no changes (Scenario 1) to a scenario that could allow more housing, office, retail and institutional jobs in an area that has been primarily zoned industrial. This report summarizes Scenarios 1, 3, and 5 as a proxy, as it captures the full potential project impacts to jobs and housing. The summary of forecasted housing and jobs impacts from all five scenarios can be found on page 15.

IMPLICATIONS FOR LAND USE CHANGES

Changing zoning from industrial or light industrial, to industrial office, mixed employment, or another land use would require major policy changes or mitigation efforts. Policy changes would include amending the Comprehensive Plan, Regional 2040 growth plans, or seeking an exception to state land use Goal 9. Mitigation could also include making compensatory map changes elsewhere to add industrial land supply or preserves.



Scenario 1 continues the zoning laid out in the Comprehensive Plan, a mix of industrial 2, 3 and mixed employment.



Scenario 3 would introduce "industrial office" zoning, similar in nature to the Central Eastside Industrial District. Scenario 5 would introduce "mixed use" zoning which allows housing and commercial development.



INDUSTRIAL SANCTUARY

The Metro region has recognized the importance of industrial lands and created a Regionally Significant Industrial Areas map designation to denote where the areas exist. Industrial lands, such as the Harbor and Airports Districts, can be difficult to replace due to the needed parcel sizes and access to shipping facilities. The uses in these area consist primarily of large, single-story buildings with extensive outdoor maneuvering and loading areas, resulting in low floor-area-ratios (a measurement of building area to site area).

Portland has roughly 40% of the region's industrial building spaces and jobs, and the industrial infrastructure and agglomeration advantages would be difficult to recreate elsewhere in Oregon. If an industrial area changes zoning, due to market forces, exemptions or changes pursued by landowners, or from Plan updates or amendments, mitigation measures can be taken to preserve industrial land capacity throughout the region.

Comprehensive plan amendments could expand industrial land supply reserves elsewhere in the Portland region, such as adding comparable land supply in the Columbia Corridor. Other mitigation strategies could focus on more strictly managing preserved industrial areas to protect against competition from businesses such as storage units, dispensary businesses and other non-industrial uses that compete for leased space. Lastly, the City of Portland could take an exception the goal when it finds that unique circumstances warrant a local override to the goal to create a better outcome.

JOBS CONSIDERATIONS

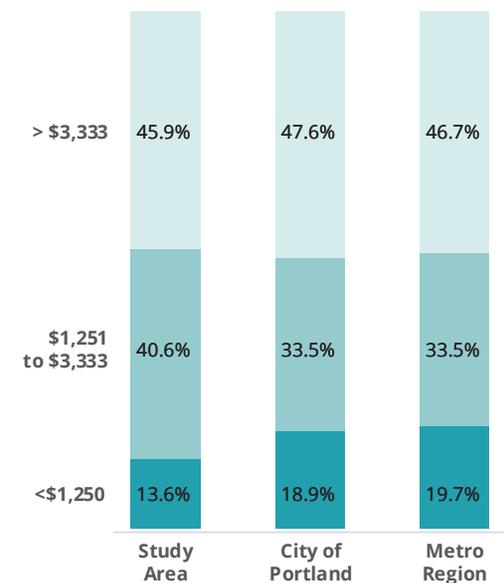
In 2016 there were about 11,400 jobs in the NW streetcar study area. 4,000 of the jobs were located in the industrial/mixed use portion of the study area north of Vaughn and 7,400 of the jobs were located in the study area south of Vaughn. The jobs are more heavily skewed toward industrial (39%) and office sectors (37%) compared to the Metropolitan region as a whole, (24% and 31%, respectively). The mix of sectors within an area shapes wage distribution as retail and service jobs tend to pay lower wages, while office jobs tend to pay high wages but require college degrees. Industrial occupations are unique in that many provide middle-to-high income jobs, but do not require bachelor's degrees. Changes to zoning would impact the jobs mix and would likely result in fewer of the middle-to-high income jobs that do not require college degrees.

The employment forecast used in each scenario estimates growth in year 2035, and starts from the baseline of the Comprehensive Plan zoning scenario. Without zoning changes, the area is expected to add 970 new jobs. Job growth is expected to be strong as the recently vacated ESCO site is redeveloped as mixed employment. The existing industrial sub-areas located between Vaughn and Nicolai are expected to add 40 jobs by 2035.

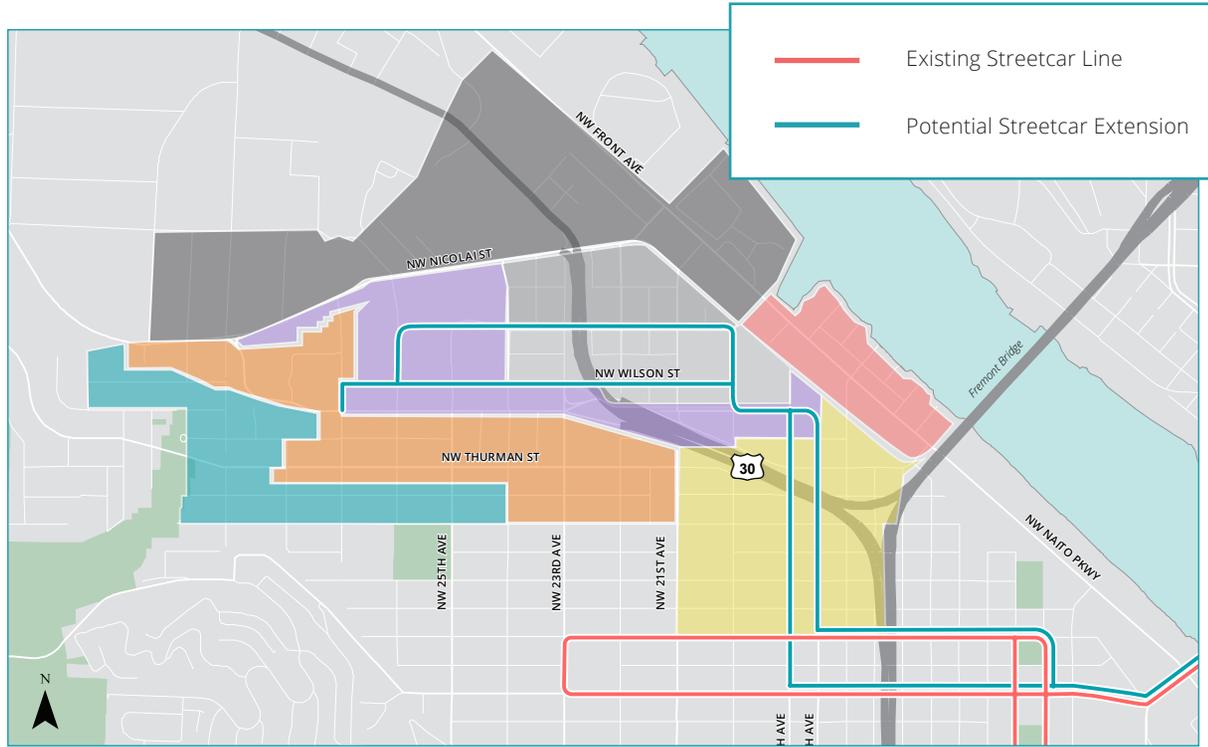
A change in jobs mix without industrial land or jobs mitigation could result in net loss of jobs if the zoning change attracts uses that may have located elsewhere in the City, but doesn't create opportunities for industrial job relocation or replacement. On the other hand, recent ownership changes create an opportunity for large parcel development adjacent to downtown that could also attract employers or business opportunities that might otherwise look for larger campuses further from the Central City. This could generate more jobs than would be located in smaller disaggregated parcels with similar zoning across the City.

MONTHLY INCOMES OF INDUSTRIAL WORKERS

SOURCE: U.S. CENSUS BUREAU. 2019. LEHD ORIGIN-DESTINATION EMPLOYMENT STATISTICS (2002-2015)

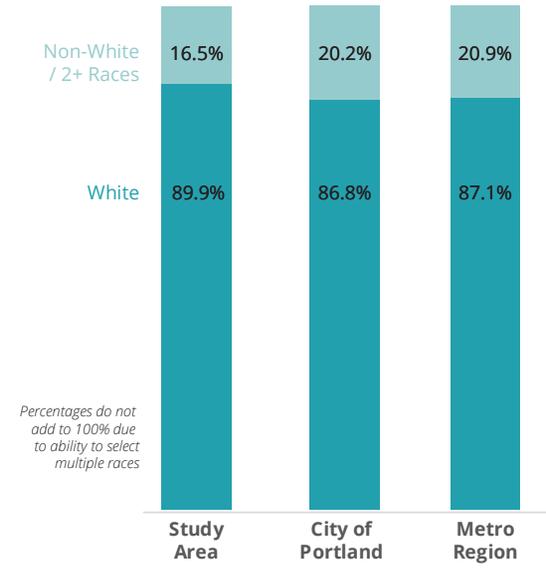


Incomes: Industrial jobs often do not require college degrees, while paying more than jobs with similar educational attainment levels. In particular, the lowest quartile of wages are higher than equivalent jobs.



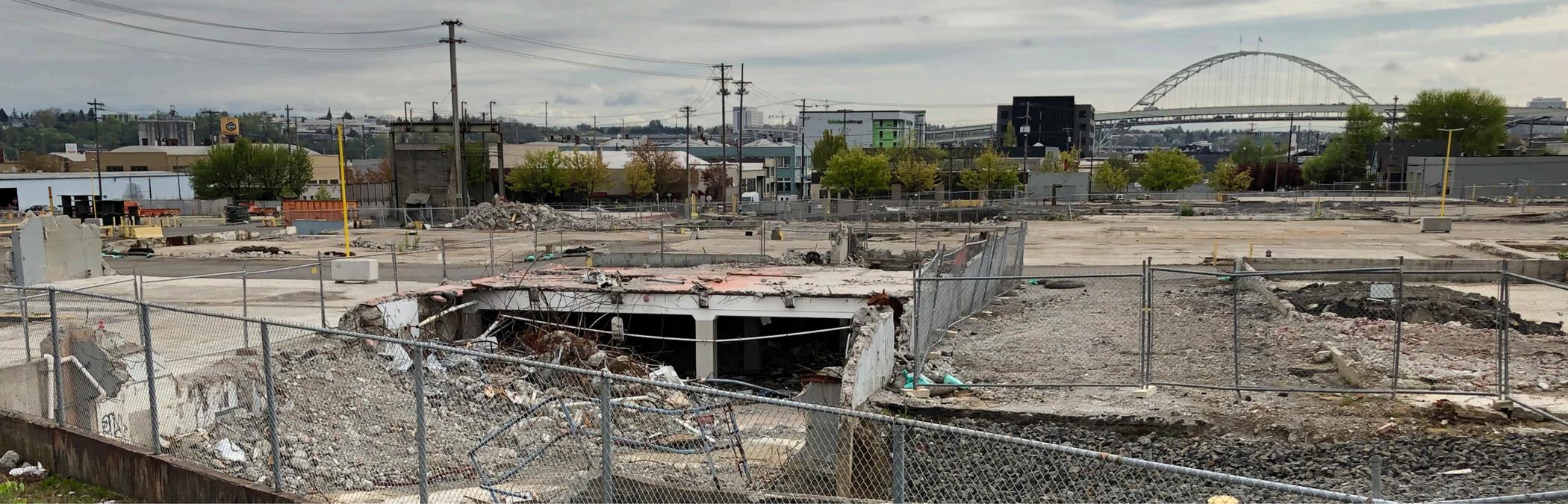
RACIAL DISTRIBUTION OF INDUSTRIAL WORKERS

SOURCE: U.S. CENSUS BUREAU. 2019. LEHD ORIGIN-DESTINATION EMPLOYMENT STATISTICS (2002-2015)



Subarea	Existing Jobs in 2016	20 Year Expected Job Growth (2016-2035)	2035 Jobs Forecast
Industrial 1	1557	100	1660
Industrial 2	586	10	600
Industrial 3	626	30	650
Mixed Employment	1264	390	1650
Mixed Use 1	2635	180	2820
Mixed Use 2	4475	90	4560
Central City	200	170	370
Residential	71	0	70
Total	11,414	970	12,380

Jobs Demographics: Industrial jobs holders tend to be more diverse than other industry sectors. The industrial job holders in the study area are about 90% white, less diverse than industrial job sectors across the City of Portland and region as a whole.



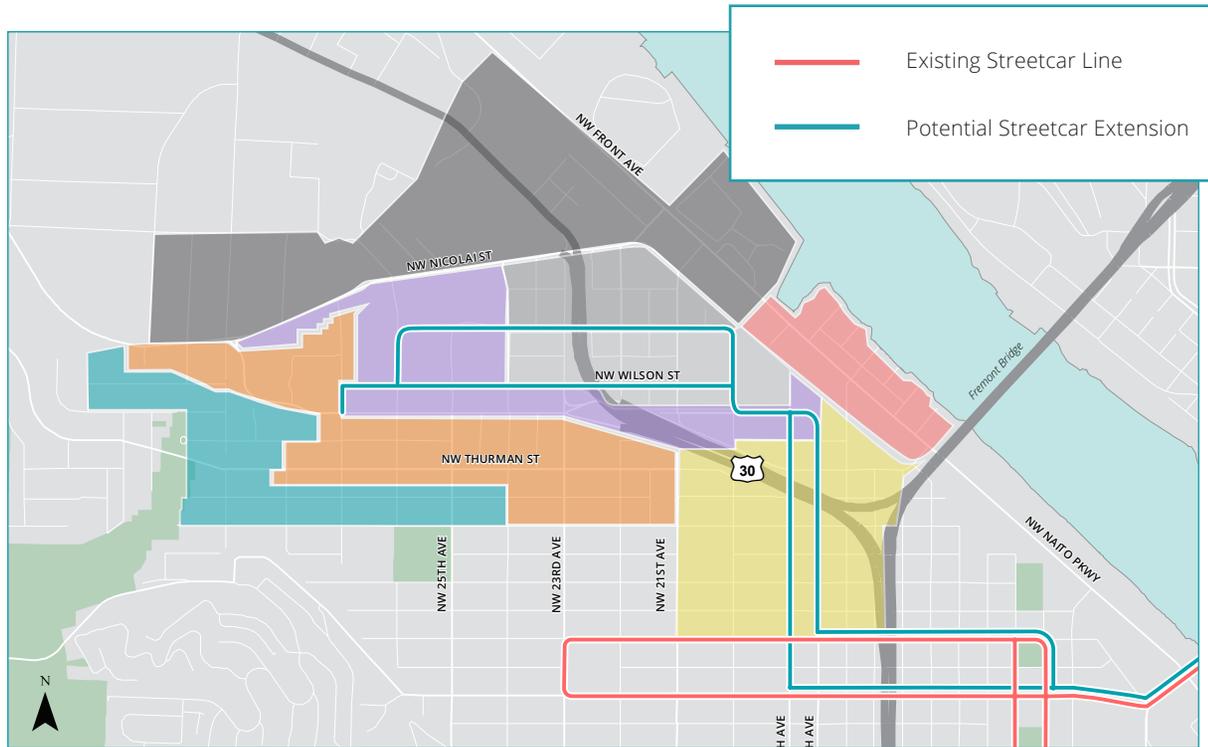
HOUSING CONSIDERATIONS

Under today's zoning, land in the southeast section on the study area (south of Vaughn and east of NW 21st) have a mixed-use zoning designation that allows housing as a potential use. Much of the forecasted housing growth for 2035 has already happened due to recent housing developments in Conway and the North Pearl. Elsewhere in the study area, housing is not an allowed use along the proposed streetcar alignment under current zoning designations. While the area has long been an industrially-focused jobs district, scenarios 4 and 5 propose expanding a portion of the study as mixed use. This would allow housing units near the streetcar line, and could result in more diversity of building types and uses throughout the district.

Past streetcar expansions were central to broader real estate development and neighborhood revitalization efforts. Housing developments negotiated as part of streetcar developments have historically resulted in a greater number and percentage of affordable housing units. Since streetcar opened in 2001, nearly half of all multifamily housing, and over a third of all regulated affordable housing units have been built along the streetcar line. Streetcar ridership has grown steadily along with housing construction, with more than 32% of Portlanders who live along the line use streetcar as their primary mode of transportation to and from work. In addition to building affordable units, creating additional housing stock near the central city can alleviate price pressures in other close-in neighborhoods.

WITHIN 1/4 MILE OF EXISTING STREETCAR SYSTEM

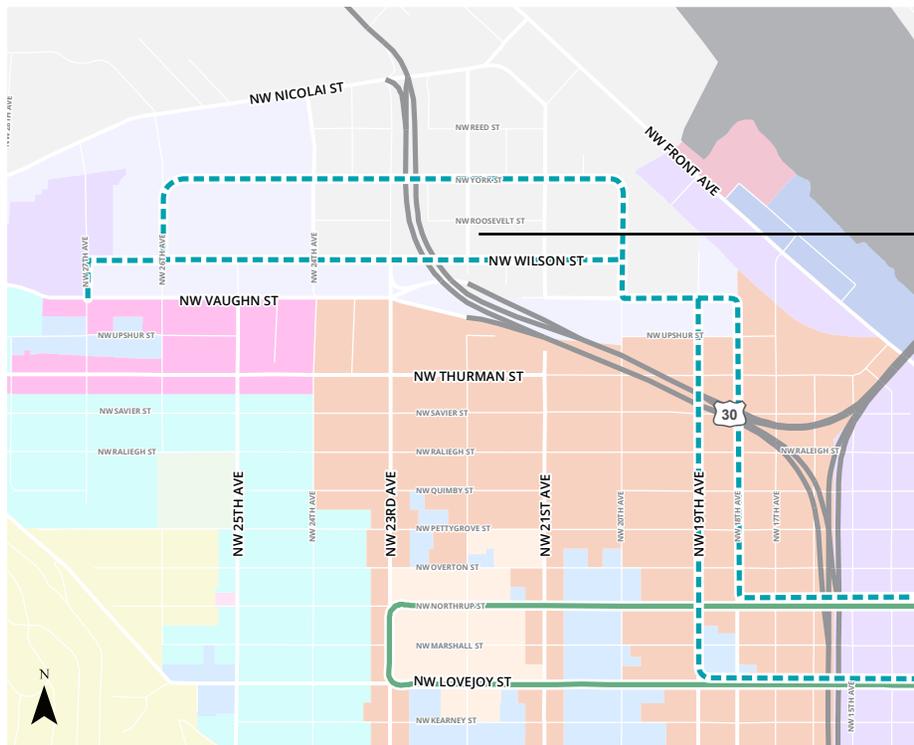
- 6,659** REGULATED AFFORDABLE UNITS
- 49%** OF ALL HOUSING BUILT IN PDX IN THE LAST 20 YEARS
- 3,130** UNITS BUILT IN 2016
- 5,600** NEW UNITS PLANNED OR UNDER CONSTRUCTION



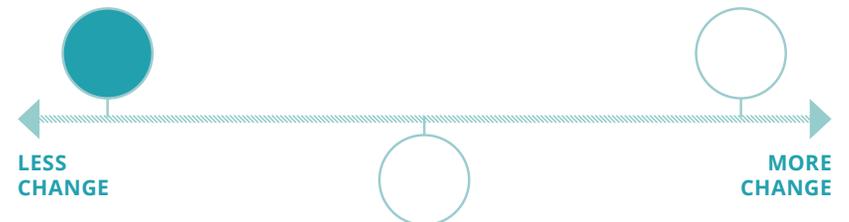
Subarea	Existing Housing in 2018	Expected New Units (2018-2035)	2035 Housing Forecast*
Industrial 1	0	0	0
Industrial 2	1	0	0
Industrial 3	24	0	24
Mixed Employment	0	0	0
Mixed Use 1	1,116	644	1,760
Mixed Use 2	1,886	234	2,120
Residential	440	4	440
Central City	1,502	839	1,500
TOTAL	4,969	2,740	5,850

*The 2018 number plus the expected new does not equal the 2035 number because the baseline forecast year was 2010. In the Mixed Use 2 and Central City Subareas the 2018 existing conditions already exceed the 2035 forecast due to rapid development in the Conway and North Pearl areas surpassing the 2010 forecast expectations. ADU construction in the lower density single family portion of the study area has also exceeded planning estimates.

SCENARIO 1 - DESCRIPTION



Under this scenario, existing land use patterns would remain in place



SCENARIO 1 maintains existing zoning and Comprehensive Plan patterns in the study area. The area south of Vaughn/Upshur is zoned mixed use, allowing both residential and employment. North of Vaughn/Upshur is a band of general employment zoning that allows both office and light industrial uses. East of 24th Avenue is zoned IG as part of the Industrial Sanctuary.

HOUSING & JOBS TAKEAWAYS

2035
JOBS FORECAST



12,380 total jobs.

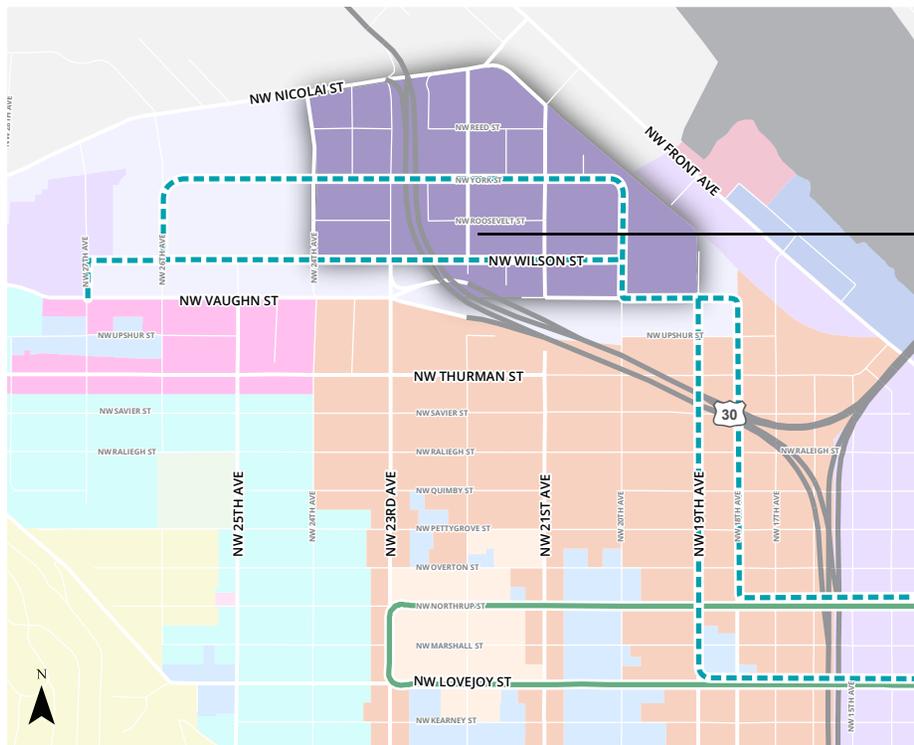
2035
HOUSING FORECAST



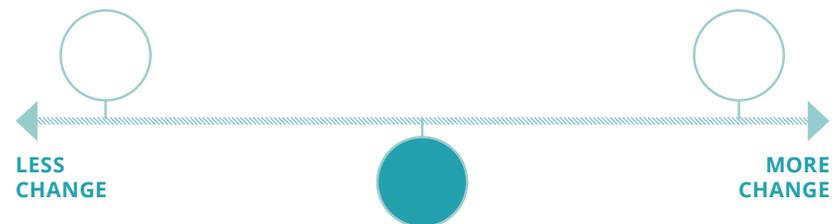
+5,850
units of
housing

+165
affordable
housing units

SCENARIO 3 - DESCRIPTION



This scenario includes rezoning industrial land to 'industrial office'



SCENARIO 3 changes zoning in the industrial sanctuary to reflect more flexible light industrial and industrial office uses such as design, software development and architecture. The changes are akin to the current zoning in the Central Eastside Industrial Area. There would be no other zoning changes to expand the mix of uses outside the existing Comprehensive Plan.

HOUSING & JOBS TAKEAWAYS

2035
JOBS FORECAST



12,680 total jobs.

- +50** institutional
- +10** retail
- +280** office
- 40** industrial

[Relative to Scenario 1]

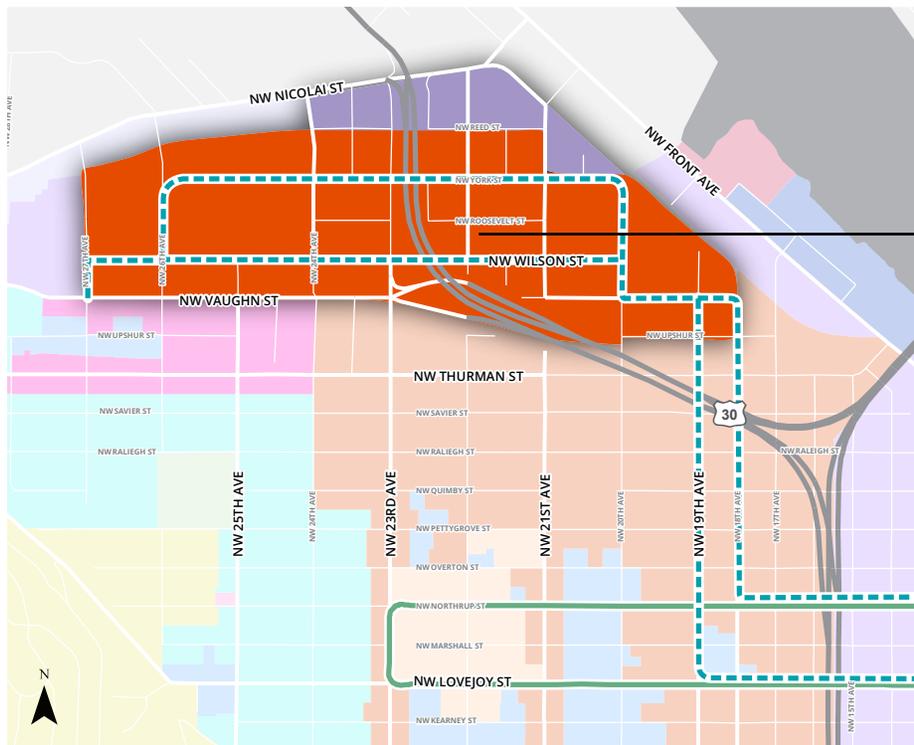
2035
HOUSING FORECAST



+5,850 units of housing
+165 affordable housing units*

* [no change from Scenario 1]

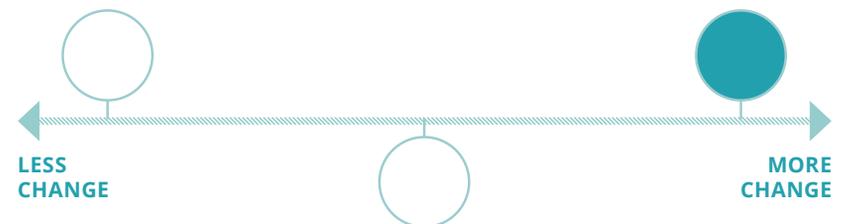
SCENARIO 5 - DESCRIPTION



This scenario includes rezoning industrial land to mixed use



Scenario 5 assumes a higher degree of land use change throughout the study area, including new mixed use neighborhoods. This includes changes to zoning in the district south of NW Reed Street to mixed use. The block south of Nicolai and west of NW 24th would retain the mixed employment designation, and east of NW 24th would be modified industrial to reflect Central Eastside-like industrial zoning. The block would serve as a continued buffer to heavier industrial uses north of Nicolai and the railroad line.



HOUSING & JOBS TAKEAWAYS

2035
JOBS FORECAST



12,800 total jobs.

- +570** institutional
- +430** retail
- +240** office
- 850** industrial

[Relative to Scenario 1]

2035
HOUSING FORECAST



+10,120
units of
housing

+970
affordable
housing units

2035 JOBS AND HOUSING FORECAST BY SCENARIO

SUBAREAS IN PROPOSED SCENARIOS

	SCENARIO 1		SCENARIO 2		SCENARIO 3		SCENARIO 4		SCENARIO 5	
	HOUSING	JOBS	HOUSING	JOBS	HOUSING	JOBS	HOUSING	JOBS	HOUSING	JOBS
INDUSTRIAL 2	0	600	0	600	0	630	0	630	490	640
INDUSTRIAL 3	20	650	20	780	20	780	20	780	2,450	920
MIXED EMPLOYMENT	0	1,650	0	1,830	0	1,830	920	1,790	920	1,860
MIXED USE 1	1,760	2,820	1,760	2,280	1,760	2,820	1,760	2,282	1,760	2,820
MIXED USE 2	2,120	4,560	2,120	4,560	2,120	4,560	2,440	4,560	2,560	4,560
CENTRAL CITY	1,500	370	1,500	370	1,500	370	1,500	370	1,500	370
RESIDENTIAL	440	70	440	70	440	70	440	70	440	70
TOTAL STUDY AREA	5,850	12,380	5,850	12,650	5,850	12,680	7,090	12,640	10,120	12,800
GAINS FROM BASE SCENARIO	0	0	0	270	0	300	1,240	260	4,270	420

Forecast numbers are rounded to the nearest ten, so sub area and study totals do not match

DESIRED EQUITY OUTCOMES

Staff who participated in this review recommended a set of overarching outcomes that should occur as a result of City planning and investment:

1. Private economic benefits resulting from land use changes and public investments in streetcar contribute directly to an equal amount of public economic benefits to people of color.
2. Maintain an adequate supply of industrial lands that serve as a leading source of middle-wage jobs that do not require a 4-year college degree and expand access for people of color to those jobs.
3. Increase permanently affordable housing choices for people of color near quality transit, living wage jobs, and educational opportunities.
4. Decrease relevant regional racial disparities such as displacement pressures on households that include people of color, housing cost burden, commute times, self-sufficient wages, job training, and business ownership.
5. Public and private land is held in reserve for affordable housing and affordable commercial space for person of color owned businesses.
6. Communities of color have greater self-determination, capacity, and decision-making authority to benefit from any change, and to shape those outcomes.

Preliminary Racial Equity Analysis

Team members from the Bureaus of Transportation and Planning and Sustainability, using the City's Racial Equity Toolkit (RET), conducted a review of background materials. The review provides a framework for the next phase of study, The Montgomery Park to Hollywood Transit and Land Use Development Strategy. The Montgomery Park to Hollywood Strategy will include deeper analysis of land use change impacts to jobs, housing, and transportation access and costs. The analysis will support an Equity Development Report that details housing inventories, needs assessment, employment and economic development impacts and opportunities. It will also recommend the value of community benefits needed to offset potential job displacement. The project will include an outreach process to directly engage communities of color and other traditionally-marginalized groups.

The questions guiding the preliminary racial equity analysis were:

- (1) Do the proposed land use changes support City objectives of increased transit use, expanded housing options, and reduced carbon emissions?**
- (2) Will the proposed changes and investments reduce or exacerbate long-standing racial disparities in our community?**

The RET is a process developed by the Office of Equity and Human Rights and the Office of Civic Life and acknowledged by a City Council resolution. The process did not fully follow the RET because it did not include robust external engagement at this stage, but will in the full study. You can access the Preliminary Racial Equity Scan at <https://www.portlandoregon.gov/bps/article/742913>.



KEY EQUITY TAKEAWAYS

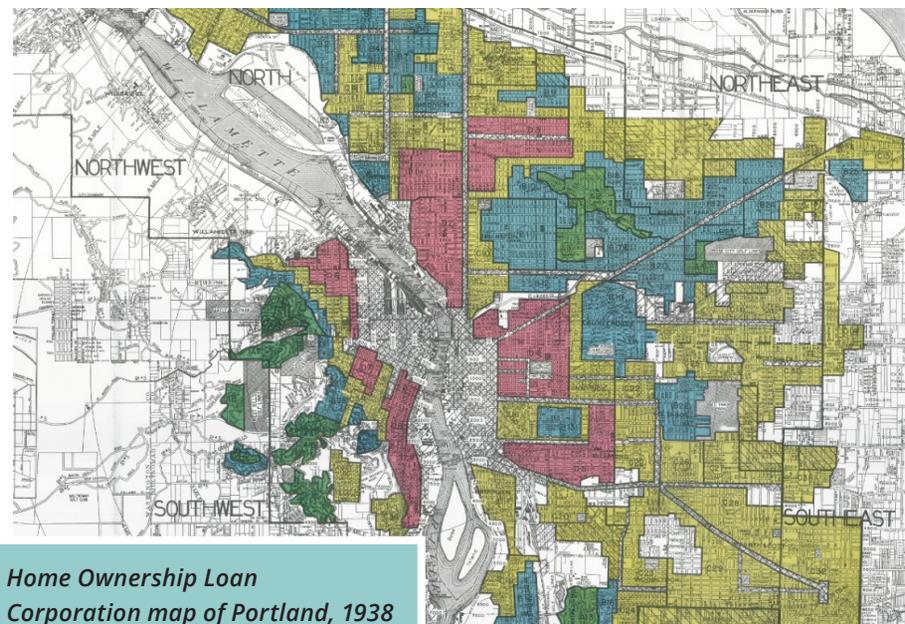
Portland's inequitable history has shaped the Northwest District. In addition to the Native Americans who lived in villages in areas that now make up Portland, the Northwest district housed some of Portland's earliest immigrant laborers and their descendents.

Portland engaged in redlining against marginalized and communities of color throughout Portland, including portions of Northwest, making it difficult or impossible for non-white residents to receive residential or commercial loans.

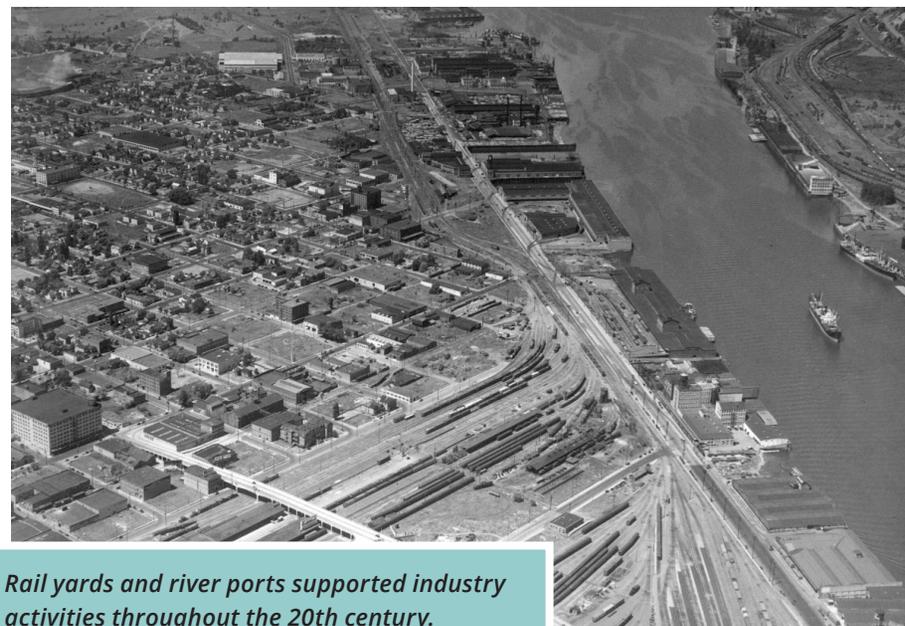
The River District Plan transformed the lower NW District from defunct rail yards and industrial areas to mixed use with a public-private partnership agreements for community benefits.

The 1995 adoption of the River District Plan spurred a development agreement with owners of the defunct Hoyt Street Rail Yard to create a new urban district with urban design concepts, street plans, and zoning changes to facilitate housing. The development agreement outlined commitments from both the property owners and the City to build parks, and construct streets and the streetcar.

One of the first residential buildings in the Pearl District was the Pearl Court Apartments, a 199 unit affordable housing project serving residents earning between 40% and 60% of area median income. Over 3,000 units of affordable housing have been built over the past 20 years, remaining one of the largest concentrations of affordable housing investment in the City's history.



Home Ownership Loan Corporation map of Portland, 1938

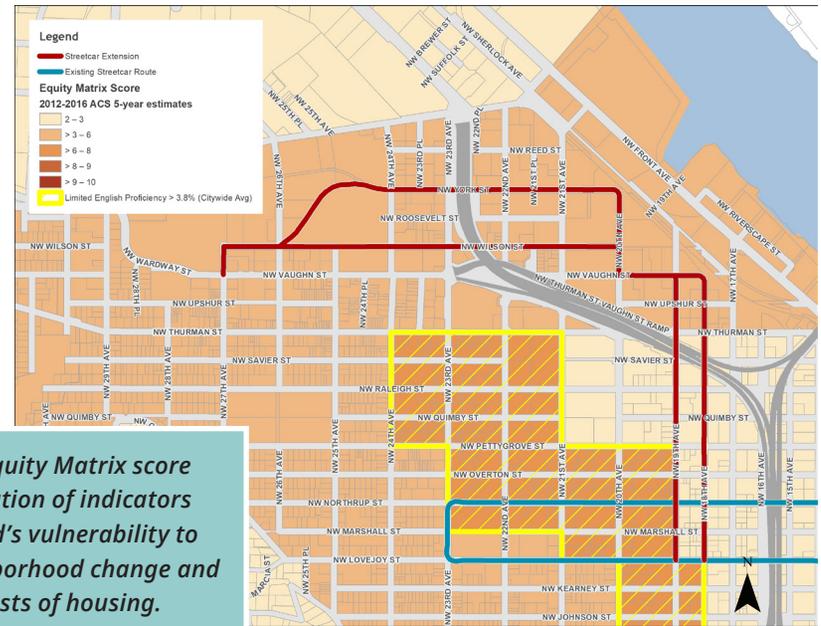


Rail yards and river ports supported industry activities throughout the 20th century.

Cost-burdened households aggravate racial disparities and vice versa

In Portland, 51% of non-Hispanic White households spend more than the recommended amount of their income on rent (30%). By comparison, more than 58% of households of color and 69% of Black households are cost burdened. Despite incomes rising overall, household income disparities continue to worsen.

Transportation costs are typically the second largest household expense, so offering high quality, affordable transportation options can help to lower combined household and transportation costs for overburdened households. Additionally, expanding housing stock in the study area can ease region-wide housing pressures, adding more choice in the study area and could relieve pressure in other gentrifying areas.

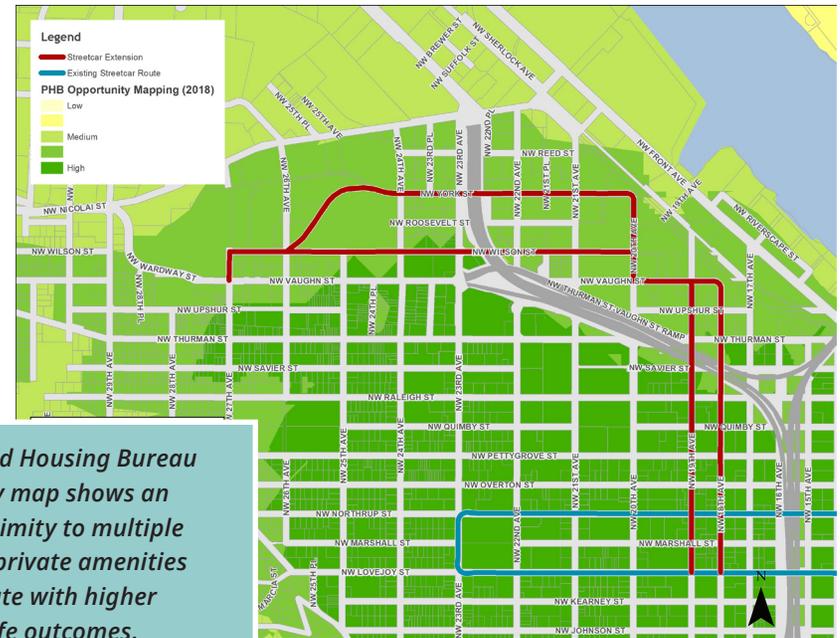


The PBOT Equity Matrix score is a combination of indicators of household's vulnerability to rapid neighborhood change and increased costs of housing.

Proposed streetcar alignment has changed since production of this map

Locating affordable housing options in an 'High Opportunity' area is a City policy priority.

PBOT uses an equity matrix to aggregate a combination of indicators of a household's vulnerability to rapid neighborhood change and increased costs of living. There are more renters and households of color in the southern portion of the study area where a diverse housing stock exists (see top right map). The study area is also considered a "high opportunity" area, a designation that reflects the area's proximity to multiple public and private community amenities that correlate with better quality of life outcomes. Increasing housing choices in such areas supports Portland's FHA responsibility to affirmatively fair housing.



The Portland Housing Bureau opportunity map shows an area's proximity to multiple public and private amenities that correlate with higher quality of life outcomes.

Proposed streetcar alignment has changed since production of this map

SUMMARY OF RACIAL EQUITY CONSIDERATIONS

	Land Use and Value	Housing	Jobs and Business	Planning
Benefits & Burdens	<p>Private economic gains incentivize development</p> <p>Private economic gains also exacerbate racial wealth disparities</p>	<p>More housing and affordable housing in a high opportunity area</p> <p>If demand for affordable housing is not met, racial disparities in housing cost will be exacerbated</p>	<p>Displacing industrial jobs disproportionately held by people of color and shifting to a job mix of more professional office and retail service industry jobs</p>	<p>Decision-making role for communities of color in how to proceed</p>
Top Mitigation Strategies for Further Analysis and Community Discussion	<p>Develop incentives and regulations to ensure the economic benefits for people of color are equal to or greater than the private economic benefits to land owners</p>	<p>Private land owners contribute land to a land bank as part of an equitable development agreement</p> <p>Accompany increases in development allowances from rezoning with an enhanced inclusionary housing program</p>	<p>Use caution considering rezoning of industrial land. Mitigate zoning changes through the existing 1:1 prime industrial lands replacement policy, a business relocation program, and/or other best practices</p> <p>Enhance commercial affordability bonus program</p> <p>Create workforce development programs</p>	<p>Allocate a significant portion of the Federal Transit Administration TOD Grant budget for best practices in equitable planning</p> <p>Develop a Portland Streetcar racial equity strategy</p> <p>Engage workers and firms in the planning process</p> <p>Use City's Racial Equity Toolkit in future planning</p>

This initial equity scan did not answer the overarching question of whether the City should pursue land use changes and streetcar investments, but did uncover potential benefits and burdens, with a staff-generated list of ideas for further exploration. These items will provide a guiding framework for the community equitable needs and opportunities work phases completed as part of the Montgomery Park to Hollywood Transit study.

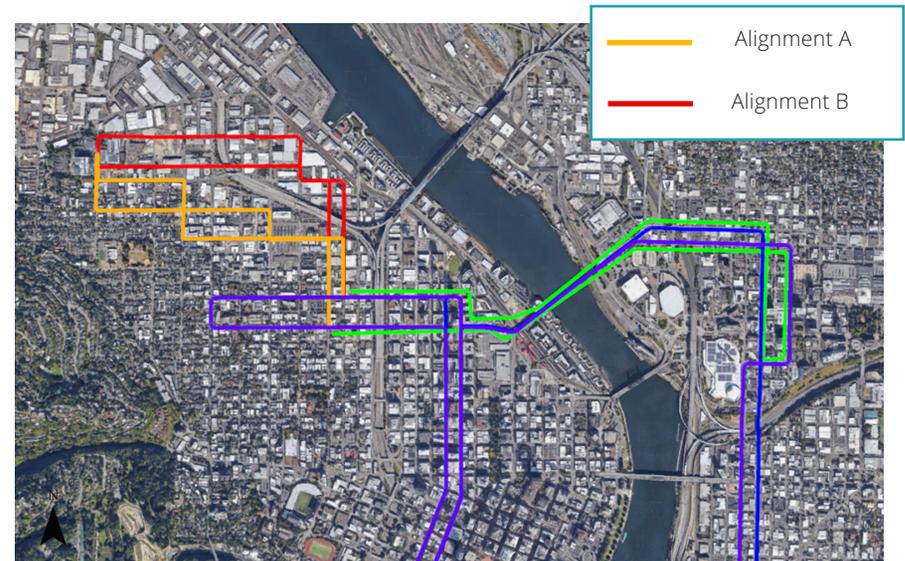
Choosing the Alignment

ALIGNMENT CONSIDERATIONS

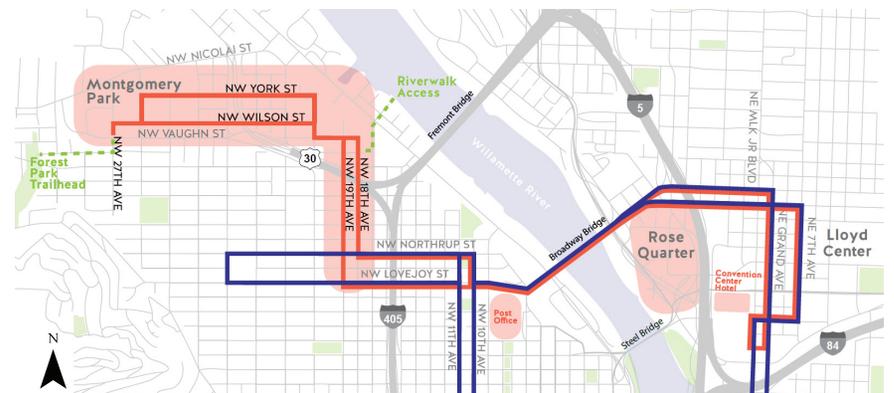
Portland Streetcar Inc and the City of Portland have been exploring various alignments to connect the existing streetcar network to Montgomery Park for many years. Planning documents dating back to the 1970's have featured streetcar plans to the large office building, and the 2009 Streetcar Concept Plan identified Montgomery Park among the highest priority destinations for future streetcar network extension.

Two alignment options have been more deeply analyzed -- Alignments A and B. Alignment A was routed through the former Conway Campus and an established residential and commercial district. Alignment B travels through the former ESCO site and other industrial parcels that are redeveloping through recently intensified zoning. Both options serve Montgomery Park, but Alignment B is moving forward due to key differences:

- Taken together, the Montgomery Park parcel and the recently rezoned former ESCO site provide an opportunity for thousands of new jobs and housing units that could be spurred with new streetcar investment
- Alignment A was proposed only three blocks from an existing streetcar line, while Alignment B would serve a district with no direct transit access, potentially on easements that are not accessible by bus today (using ROW on the former ESCO campus)
- Alignment B provides a more direct route to Montgomery Park, leading to a faster and smoother ride
- Alignment B garners substantially more support from private businesses who are in the process of forming a Local Improvement District to help support streetcar investment



Alignment A: Thurman Concept; Alignment B: Wilson/York Couplet



Alignment B: Wilson/York Couplet

FALL 2018 URBAN DESIGN WORKSHOP

In November, 2018, staff from the Portland Bureaus of Planning and Sustainability and Transportation, Portland Streetcar Inc, and consultant experts held a planning charrette about potential land use and urban design changes in NW Portland. The charrette was a wide-ranging brainstorm to identify issues or opportunities related to infrastructure investments, transportation and portal improvements, and the need for other urban design elements such as new parks or open space, schools, community facilities and so on.

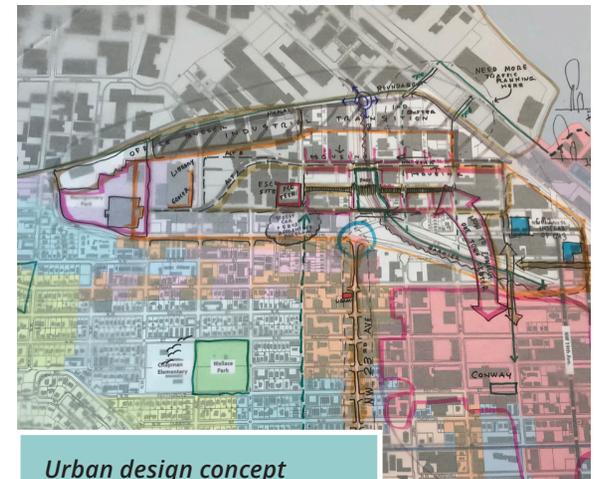
Staff broke into mixed groups to assess land use scenarios based on light industry and office uses such as the Central Eastside Industrial District, and a higher density scenario with more employment and mixed use zoning. **Some shared themes from both groups included:**

- The opportunity to **use quieter streets and setbacks to create plazas** to serve open space needs in an employment-focused district
- **NW Roosevelt** is not proposed for transit investment or major vehicle circulation and could lend itself to a **green street or other specialized character that invites people to linger**. Both groups suggested connecting the east-west segments of Roosevelt across HWY 30
- Adding trips to the district will require **more transportation analysis** to appropriately upgrade the network but offer opportunities to better integrate the area to the rest of the northwest to the south
- **A higher density scenario** with increased residential development **may require a new park**. The former ESCO site is large enough to potentially site both residential uses and open spaces, or community facilities
- **Capping Highway 30 between NW Wilson and York could reduce the highway's 'barrier' effect**, and could supplement needed efforts to extend walking and bicycling infrastructure into the district
- Changes to the district present an opportunity to **create clear connections from Forest Park and Lower Macleay Park** to the river and greenway trails

The early charrette findings provide a useful framework for the future land use and transportation analysis phases conducted as part of the Montgomery Park to Hollywood Transit & Land Use Development Study.



PBOT & BPS staff at the Urban Design Workshop



Urban design concept sketch for Scenario 5

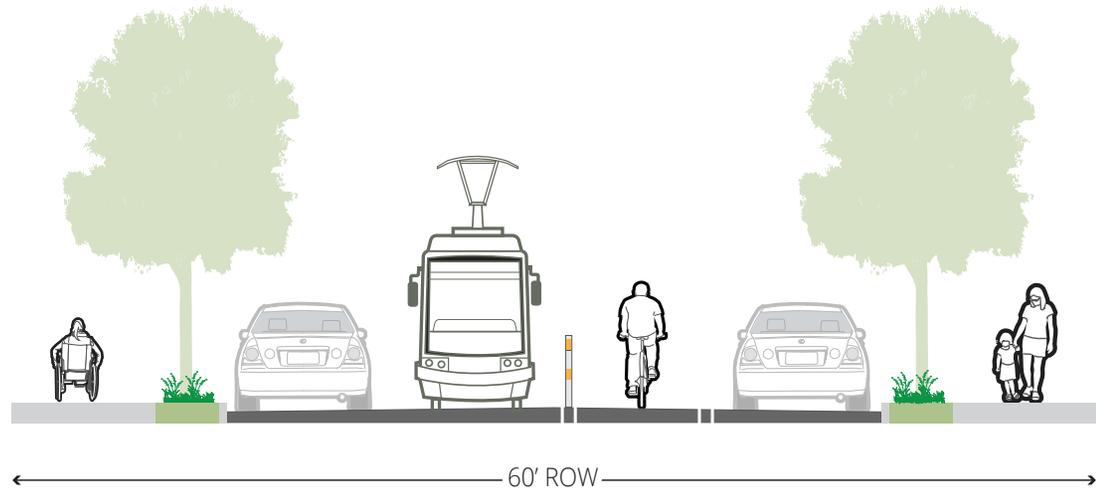
STREETCAR ALIGNMENT ANALYSIS

More than half of the Council appropriated funds are being used for engineering consultant services to assess the feasibility, constructibility, and high level cost estimates for streetcar alignments. The new alignment serving Montgomery Park will connect to existing NW service at Northrup and Lovejoy, and continue over the Steel Bridge, tying into east-side transit service. Consultants are in the process of assessing:

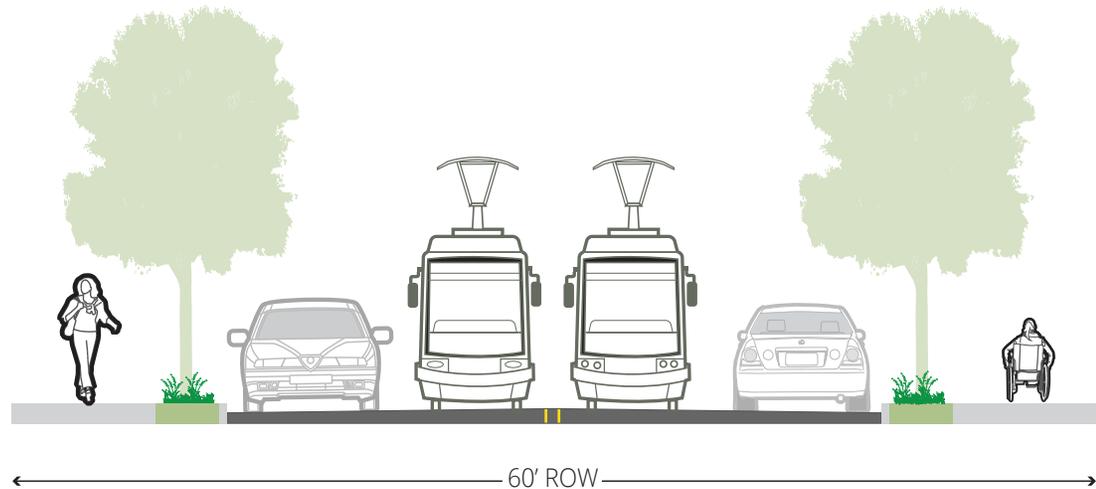
- Right-of-way availability, quality and impacts
- Utility locations, impacts, and costs to relocate
- Montgomery Park terminus or turn-backs
- East-side turn-back options
- Tie-ins to existing alignments
- Initial survey work
- Preliminary NEPA scan
- High-level cost estimates

In conjunction with consultant engineering work, the team has drafted roadway cross sections to accommodate potential streetcar alignments. The cross sections will be contingent on the elements listed above, as well as transportation modeling, circulation planning and other design work produced in the next phase of work - the Montgomery Park to Hollywood Transit and Land Use Development Study.

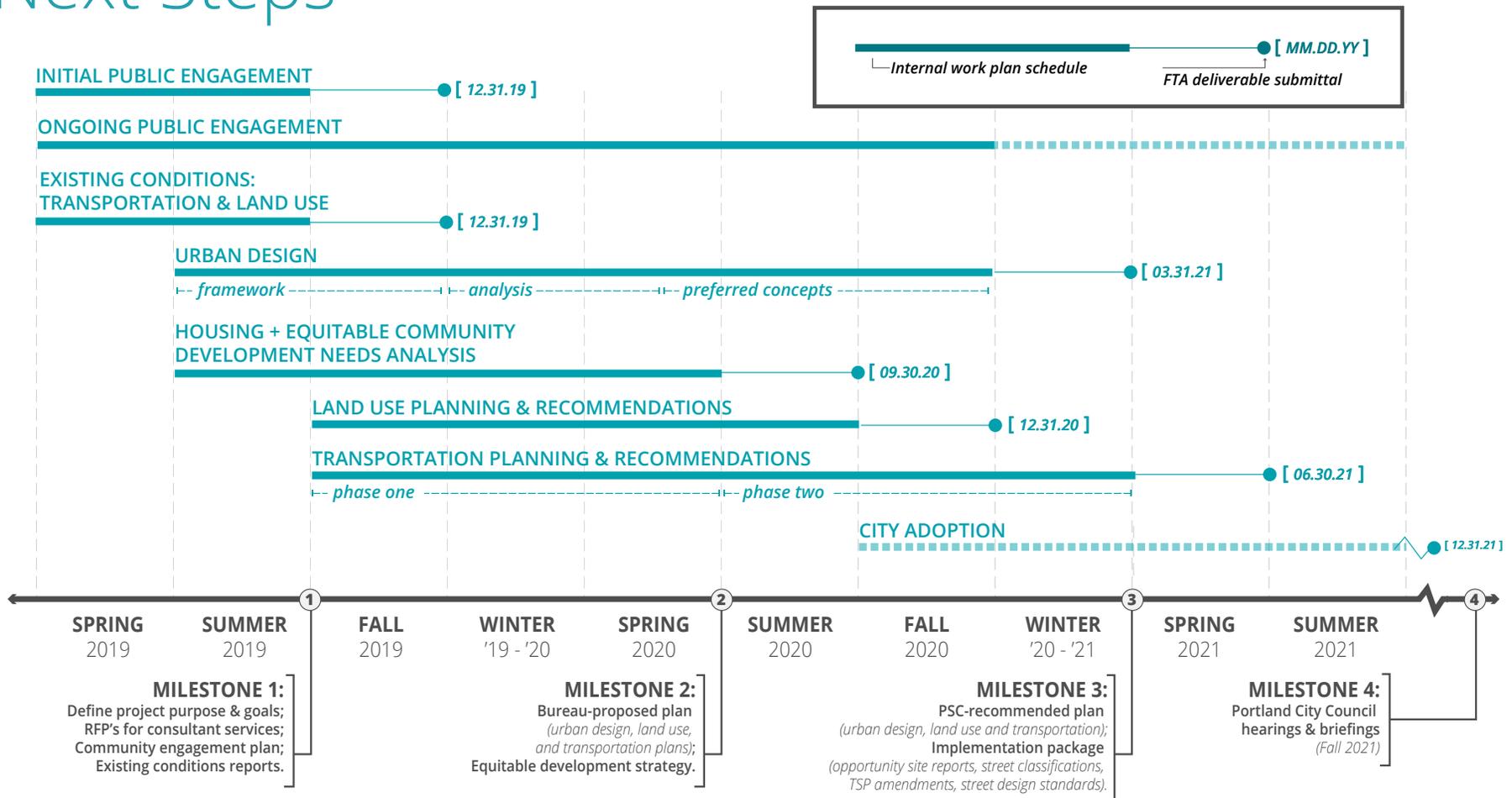
PRELIMINARY ONE-WAY CROSS SECTIONS



PRELIMINARY TWO-WAY CROSS SECTIONS



Next Steps



In 2018, the Federal Transit Administration awarded a \$1.1 million grant to Metro, matched by \$230k from the Portland Bureau of Planning and Sustainability and Bureau of Transportation. Kicking off in summer 2019, the two agencies, with support from Prosper Portland, will undertake a multi-year planning process that

will analyze and select a preferred land use scenario, evaluate transit alternatives to serve the future land uses, assess community impacts and opportunities, and create a community benefits strategy within a development agreement. The project will also create an urban design framework, transportation and

traffic planning, and legislative support for any proposed zoning updates to the comprehensive plan or amendments to the transportation system plan. The project will engage community advocates and stakeholders, property owners, and the general public throughout the study.

