

July 21  
2021

CAP Report  
Appendix A //

Conceptual  
Design Report

Task 2.2.4

ODOT EA:  
PE002591000J71

ODOT // I-5 Rose Quarter Improvement Project

# Appendix A //

## CONCEPTUAL DESIGN REPORT

**INDEPENDENT  
COVER ASSESSMENT**

**I-5 ROSE QUARTER  
IMPROVEMENT PROJECT**

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# Development of Conceptual Design Scenarios

Last year, in response to direction from Oregon’s governor and requests from local project stakeholders, the Oregon Transportation Commission (OTC) directed the Oregon Department of Transportation (ODOT) to retain a consultant team of local and national urban design, engineering, and environmental experts to conduct an independent assessment of the highway cover designs included in the I-5 Rose Quarter Improvement Project (RQIP). Concerns with the highway covers that were expressed by Metro, Multnomah County, City of Portland, Portland Public Schools and the Albina Vision Trust helped shape the creation of the independent cover assessment process and define a scope of work, guiding values, and desired outcomes. These early consultations insisted that ODOT conduct a more thorough examination of ways to use highway covers to create the potential for restorative justice to the Black Albina community, improve mobility and reduce congestion, improve outcomes for public health and revitalize community cohesion.

## PURPOSE

The Conceptual Design of Development Scenarios analyzes pathways to include the Historic Albina community’s vision for development on the highway cover. This document considers ways to guide design decisions related to surface street configurations and the highway ramps that may be recommended for inclusion in the RQIP design. The findings in this assessment are intended to assist the Executive Steering Committee (ESC) in forming a recommendation to the OTC. The RQIP design will be reviewed by the Federal Highway Administration (FHWA) for conformance with the 2020 FHWA Finding of no Significant Impact (FONSI) assessed in the Environmental Assessment (EA) design. This is the baseline for evaluating improvements to the RQIP in comparison to ICA scenarios. If the project design impacts exceed what was studied in the EA and the FONSI in 2020 as determined by the FHWA, an EA amendment would be necessary. This type of amendment could be limited to a narrow reevaluation of elements creating a significant impact.

All scenarios will require an amendment to the EA. If the Purpose and Need identified in the EA is not met an Environmental Impact Statement (EIS) will be needed. Some elements of Scenario 1 may require a reevaluation to demonstrate a Finding of No Significant Impact. Some elements in other scenarios, particularly Elements E and F, may constitute an impact that requires further analysis and review; however no design elements in any scenario are assumed to trigger an EIS.

This memo summarizes technical elements in Scenarios 1, 4, and 5, as determined through the Independent Cover Assessment (ICA) community engagement proceedings and a review of the project record documents.

The following information is provided in this summary of the scenarios and their elements per Task 2.2.4:

- Design components of the scenarios that address historical context, development potential and flexibility, circulation and access, safety, and restorative justice goals based on the community vision.
- Context within the adopted Central City 2035 (CC 2035) Plan and City of Portland zoning code.

## RELATIVE DOCUMENTS

For information relating to technical design, governance, and stakeholder engagement that serves as the basis for this summary, please see the following ICA deliverables:

### Circulation and Multimodal Access

Appendix J - Surface Street and Circulation

### Civil and Structural Design

Appendix I - Cost and Constructability

- Major utility impacts/relocations
- Structural requirements (capacity, configuration, etc.) of the highway cover to accommodate development
- Mainline and ramp geometry
- Drainage and stormwater systems
- Geotechnical engineering and foundation systems
- Maintenance of traffic

### Environmental Review

Appendix H - Environmental Assessment Pathway

- Review of major project elements and impacts related to EA reevaluation
- Review of project schedule delays

### Code Compliance

Appendix B - Conceptual Design Assumptions

- Seismic and building code compliance
- Fire and life safety compliance
- Lighting and ventilation compliance

### Governance and Finance

Appendix K - Project Governance and Finance

- Potential structure and roles of governance
- Use of development rights and new space created for development
- Ongoing relationship between ODOT and future governing entity

### Stakeholder Engagement

Appendix M - Facilitation Needs Assessment Report

- Summary of the ICA team’s work with project stakeholders and agency-led community engagement
- A summary of the community vision and values identified through that engagement

# Key Design Findings

There are four primary questions that remain to be answered by the Rose Quarter Improvement Project for the community.

1. What is the assumed delay to the 20% design due to Federal Highway Administration reevaluation of the Finding of No Significant Impact?
2. What are the additional funding sources for the project?
3. What amount of land can ODOT commit to purchase and legally transfer to the Black Historic Albina community?
4. What will the City of Portland require of the project?

The highway cover recommendation could provide a pathway to begin to bridge some of these project gaps.

## COMMUNITY VISION AND NEIGHBORHOOD FRAMEWORK

The Community Vision and Neighborhood Framework prioritize the community's goals for a restored neighborhood on and around the highway cover, and can be used as a starting point for the work of a future governing entity as it develops the goals and a plan to guide future development.

## SCENARIOS

- **Scenario 1:** Due to the ramps' intersecting the streets and blocks on and around the cover, Scenario 1 provides the least amount of high-quality development area. Because it is generally consistent with the EA configuration, it has the least risk of schedule delay.
- **Scenario 4:** Due to the ramps being relocated and the merge of Flint and Vancouver Avenues, Scenario 4 provides the greatest amount of high-quality development area. With the

reconfiguration of streets, there will be some transit delays. Because it is not consistent with the EA configuration, it has a moderate to high risk of schedule delay (estimated at 24 months).

- **Scenario 5:** Due to the ramps being relocated and the restoration of Flint and Hancock, Scenario 5 provides a larger amount of high-quality development area than Scenario 1. With the reconfiguration of streets, there will be some transit delays. Because it is not consistent with the EA configuration, it has a moderate to high risk of schedule delay (estimated at 24 months).
- As evaluated in the ICA's Development Assessment Framework conducted by the ICA team, **Scenario 5** scored the highest and can create the greatest opportunity for restorative justice.

## ELEMENTS:

- Moving the southbound ramps (Element F) south of Weidler increases the number of ground level frontages and contiguous land area with less cost and impact than moving the northbound ramps (Element G). This will create a moderate risk of schedule delay (14-24 months).
- Moving the southbound and northbound ramps (Elements F and G) to the south of Weidler creates the greatest amount of contiguous land and continuous multimodal access across the heart of the restored areas on the highway cover. This will create a high risk of schedule delay (14-24 months).

# Centering Design on Community Voices

## BACKGROUND

The ICA team's charge was to create two to three alternate cover scenarios for the RQIP that provide the potential to support restorative justice outcomes: one that is limited to the National Environmental Policy Act (NEPA) EA Area of Potential Impact (API), one that can be outside the NEPA EA API, and a third that can be directed by the ESC. The scenarios emerged from consideration of community feedback, and were evaluated against criteria in the Development Assessment Framework (DAF). The ICA team reviewed the RQIP public record for community concerns, engaged with Historic Albina community members, and solicited feedback from stakeholder participants. The various forms of engagement informed the ICA team of how the RQIP highway cover could best be configured to create the greatest potential for restorative justice outcomes for the Black Historic Albina community. The findings of this assessment include information collected during three work sessions to record input and recommendations from the Historic Albina workshop attendees, the Historic Albina Advisory Board (HAAB), the ESC and survey data collected during public online open houses. This information provides a basis for a recommendation to be made by the ESC to the OTC, which could then be adopted by ODOT to revise and enhance the RQIP.

## FACILITATION NEEDS ASSESSMENT

The Facilitation Needs Assessment (FNA) includes an outline of the roles and responsibilities of the ICA team, the ESC, ODOT, the Highway Cover Coordinating Committee (HC3), the HAAB and the Historic Albina community workshop attendees. It provides a description of the process for engaging the perspectives of various community and RQIP stakeholders. It served as a guide for the community outreach and engagement process that was used to help the ICA team understand and frame the community's vision and values. From this

the ICA developed alternative cover scenarios that are responsive to the desired outcomes of the Black Historic Albina community and other project stakeholders. See Appendix M: Facilitation Needs Assessment Report.

## DEVELOPMENT ASSESSMENT FRAMEWORK

The Development Assessment Framework (DAF) was developed by the ICA team with the intent to measure how well development scenarios for the I-5 highway cover meet ESC and community goals. It was reviewed and approved by the ESC. The ICA team combined feedback from the community in public comments and work sessions, as well as public agency feedback, including the ESC's Values and Outcomes, relevant plans, and prior design work. An assessment of how well each scenario met community goals was provided in each work session, and the DAF evolved to incorporate information the community said was most important. It was then used to help participants evaluate early concept scenarios and prioritize scenarios for further study. The ultimate intent was to help the ESC weigh trade-offs between scenarios, to aid public engagement and to assist decision-making in a transparent public process. Please see Appendix D: Development Assessment Framework Memorandum.

## WORK SESSIONS

The ICA conducted three work sessions to gather input from the ESC, HAAB, Historic Albina community members and other community participants.

Work Session 1 sought to understand the community's vision about how highway covers could be used to support neighborhood revitalization and create the potential for restorative justice for the Black Historic Albina community. The first work session was intended to gather feedback on preferred outcomes and values that would inform how the cover scenarios would be developed by the ICA team. During workshops with the HAAB, ESC, the Community

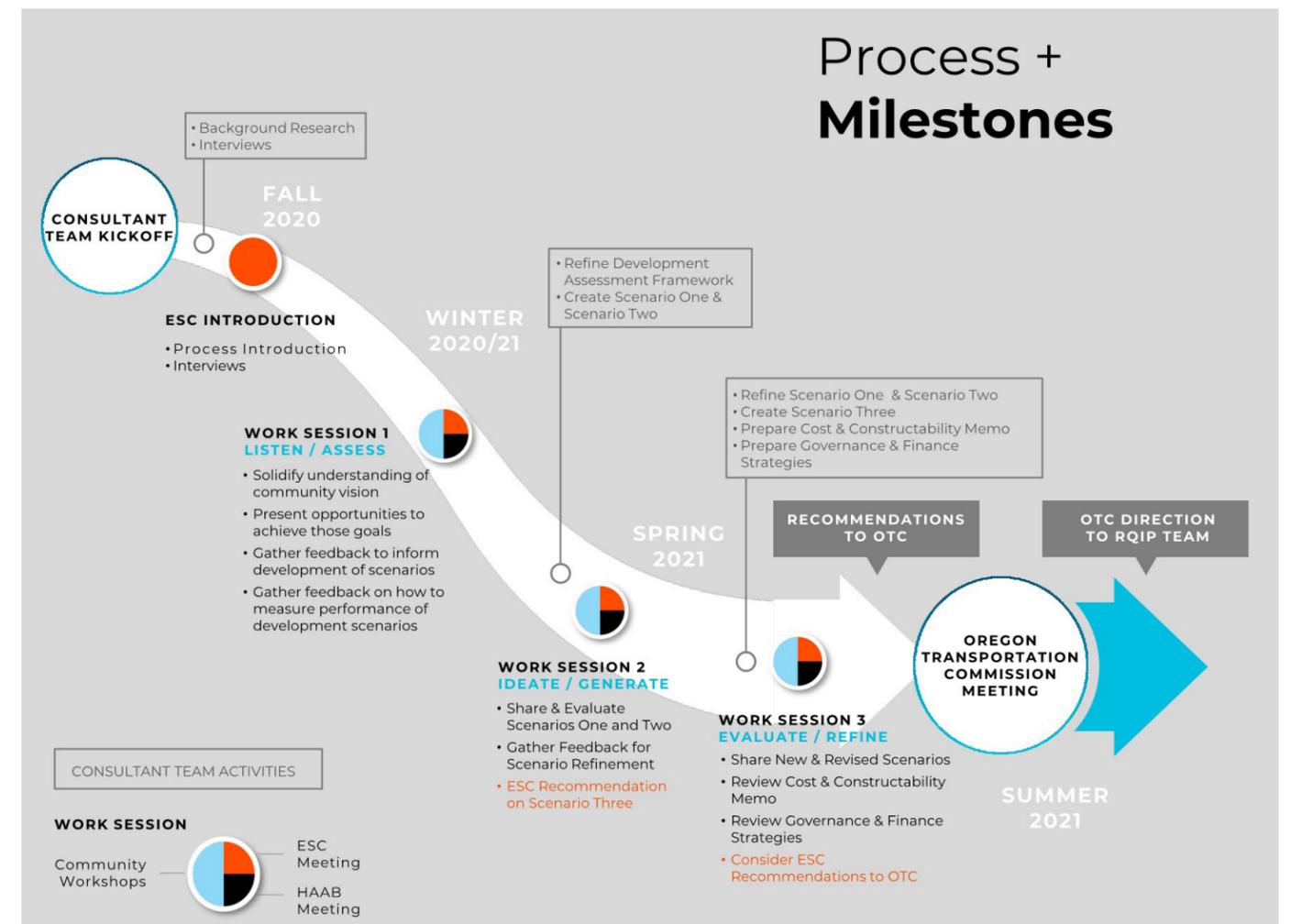


Figure 1: Schedule with the sequence of work sessions designed to engage with the ESC, HAAB, and the Historic Albina community workshop attendees to review restorative justice improvements in the RQIP for approval by the OTC.

Opportunity Advisory Committee (COAC), and the Online Open House, the ICA team facilitated discussion of how the highway cover could be developed and what type of community-based governance entity would best serve community interests. These ideas were consistent with the feedback from the community workshops. This feedback informed the preliminary cover concept scenarios that community stakeholders considered in Work Session 2.

The main goals for Work Session 2 were to have participants rank the concept scenarios based on how well they felt each maximized the potential for community benefits and how well they provided restorative justice for the Black Historic Albina community. The participants identified their preferences for which cover scenarios should be carried forward for further feasibility study and evaluation by the ICA team in Work Session 3. Their responses are summarized in this document.

During Work Session 3, three scenarios and three hybrids were presented. Participants were asked to provide feedback on how well scenarios embodied community priorities and provided the greatest potential to support the community's desired outcomes of wealth, health, cohesion and mobility. The concept scenarios were also evaluated against the outcomes included in the Development Assessment Framework (DAF). This framework includes the ESC's project Values and Outcomes and is amended with feedback received from Historic Albina community participants and the HAAB. This served as a means to measure the performance of scenarios against community values based on objective data derived from this assessment.

### WORK SESSION CONCLUSIONS

In Work Session 2 participants were asked to discuss how well they thought each scenario met restorative justice goals and then were asked to rank the five

concept scenarios to identify which two concepts (in addition to Concept 1) they felt needed to be carried forward for further study. Community workshop and online open house participants ranked Concepts 4 (Cultural Center on the Grid) and 5 (Restore the Grid) as the concepts that were the most responsive to the community's vision and desired outcomes for achieving community wealth, health, cohesion and mobility outcomes. Participants recommended these two concepts be carried forward for further study.

The ICA team received specific feedback from individual committee members during the ESC and HAAB meetings that stated their preference for Concepts 1, 4 and 5. Feedback was also given from other stakeholders there were concerns Concepts 4 and 5 would create schedule delays, and pose a risk for the Black contractors to retain their contracts for the RQIP.

Design elements were identified after Work Session 2 to respond to the stakeholder feedback about schedule delay. Hybrid options were developed to demonstrate how key project elements can be rearranged to reduce cost or delay to the project, and create a shared solution for the Historic Albina community's goals.

In Work Session 3, the ICA team evaluated Scenarios 1, 4, and 5 for consistency in providing the greatest potential for community priorities to be achieved on the highway cover. The major components of all scenarios are represented in the Community Vision and Neighborhood Framework Plan. The scenarios were evaluated in the DAF for consistency with ESC and community values. With the application of the Community Vision and Neighborhood Framework, Scenario 1 (most compliant with the criteria of the approved EA, API) achieved improved scores through further DAF evaluation, and Scenario 5 scored the highest in the DAF evaluation.

### MAXIMIZING COMMUNITY BENEFITS

Community workshop participants were asked to provide feedback on how benefits should be delivered by the project: by providing land, by providing other types of funding and support to the Black Historic Albina community, or by providing some combination of both benefits. Most participants indicated that their preference was to have more land for community use versus other types of funding and support. There were some participants who thought having both land and resources would be ideal.

### GOVERNANCE

A strong, flexible governance structure and early creation of a governance entity that empowers Black Portland community members and the Black Historic Albina community are key to accomplishing restorative justice goals through this work. Through Work Session and Online Open House feedback, stakeholders indicated that it would be important for future ownership and use of the development rights and land created by the highway cover to sit with a Black-led governing entity that reflects the Black community's multiple goals.

As described further in Appendix K, this entity should be established as soon as possible to provide an opportunity for it to be involved in the remaining planning of the highway cover, to engage the community in creating a set of restorative justice goals for future development on and around the highway cover, and to build capacity for future work. This entity may evolve into the development and ownership entity for future development or expand its capacity to hold partnerships for future development under a number of models (like a community land trust, special service district, etc.). Under any scenario, great care and responsibility must be taken to ensure that new development does not cause displacement of local residents or business owners, and that future

development supports the creation of long-term benefits for the community that was historically harmed by the creation of I-5, focused on increasing wealth, health, and cohesion of the Historic Albina community.

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**“It's all about land.”**

— COMMUNITY MEMBER

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# Top Ten Community Program Priorities

The top program priorities recurred during community workshops, advisory committee meetings, and the Online Open House survey. Many align with the ESC's Values Statement. The ICA team evaluated how well development concepts could support these programs.

## COMMUNITY WEALTH

I-5 and urban renewal projects displaced Black and other Albina residents and businesses, which eliminated their opportunity to build wealth over time. The community has said that wealth creation is a critical aspect of restorative justice.



1

### Establish a Black community development corporation, along with a Black-controlled land trust

Throughout the various community engagement sessions, stakeholders stated that control of as much land as can be conveyed and otherwise obtained was a top priority. Accordingly, the ICA team provided models and precedents for a variety of types of community-based entities. A community development corporation is one option for community ownership.

**Community Ownership**  
Africatown Community Land Trust Seattle, Washington



2

### Create affordable rental and ownership business spaces

The governing entity should develop retail and other business spaces according to community needs and preferences, either independently or in partnership(s).

**Sugar Hill Mixed-use Development**  
Detroit, Michigan



3

### Black food sovereignty center/market

Citing the lack of healthy food options in lower income, BIPOC neighborhoods, participants voiced strong support for the creation of a marketplace to sell fresh produce and other healthy options, some of which could be supplied by local community gardens.

**Philadelphia Farmers Market**  
Philadelphia, Pennsylvania



4

### Create permanently affordable rental and ownership housing

Participants voiced a strong desire for housing options that would allow them to return to the area as homeowners, and also have rental residences. The governing entity should develop housing according to community needs and preferences, either independently or in partnership(s).

**High-quality Affordable Housing** Koenig Eisenberg Architects  
West Hollywood, California

## COMMUNITY HEALTH

The community said community health is a critical aspect of restorative justice.



### 5 Create quality, culturally appropriate, affordable childcare and childhood development center

Parents need quality childcare in order to maintain full time employment, and to give their children the best opportunity for development and educational success. The governing entity could develop, either independently or in partnership(s), a culturally-appropriate and affordable childhood development center according to industry best practices and informed by community needs and preferences.

Childcare and Childhood Development Center  
(photo from www.bpcaction.org)



### 6 Develop a culturally-appropriate health and wellness center

Statistics have revealed the disproportionate negative healthcare outcomes for BIPOC residents, making community-appropriate healthcare an important component of the restored neighborhood. The governing entity could solicit healthcare institutions to attract a provider to the neighborhood and facilitate development of a wellness center focused on addressing the particular needs of the local community.

Black Doctors Consortium  
Philadelphia, Pennsylvania



### 7 Establish a career training and advancement center

Community wealth creation was a top priority in all engagement forums. Leveraging the RQIP as a job-creator and equipping community members with the education and training necessary to take advantage of employment opportunities are essential. The governing entity could work with local academic institutions and other supportive entities to establish a career training and advancement center.

La Kretz Innovation Campus  
Los Angeles, California

## COMMUNITY COHESION

I-5 and urban renewal projects displaced Black Albina residents and businesses, which damaged social networks of mutual aid, severed a sense of ownership of place, and community cohesion. There are several projects around the country as well as in Portland that aim to rebuild social cohesion for Black communities.



### 8 A large, accessible outdoor community gathering space

Participants responded favorably to a large public park as a central gathering space for the celebration of culture, as well as recreational and health activities. The governing entity could work with ODOT, the City of Portland, and others having jurisdiction of the new and existing public realm to identify locations for public open space and then take the lead in assembling the partners needed to design and program, operate, and maintain community public open spaces.

Columbia Heights ZGF Architects  
Washington, DC.



### 9 Develop a Black cultural center that documents the history of Black Portland

Having been displaced and dispersed by the various projects that caused harm to residents, there is a great interest in establishing a facility that displays the unique cultural history of the neighborhood and the greater Portland Black community. The governing entity could develop, either independently or in partnership(s), a Black Cultural Center, including building and grounds dedicated to the preservation, display, and celebration of Portland's Black history, with a focus on people and events tied to the historic Black Albina community.

Center for Human Rights HOK+ The Freelon Group  
Atlanta, Georgia



### 10 Develop public realm aesthetics and art installations that reflect Black culture

The community development corporation could work with ODOT, the City of Portland, and others having jurisdiction of the new and existing public realm to identify opportunities to express Black culture in the built environment and then take the lead in assembling the partners needed to design and program, deploy and maintain such elements.

Celebrate Community Identity - Destination Crenshaw  
Los Angeles, California

# Neighborhood Framework

The Neighborhood Framework is a synthesis of the ideas the community expressed about Lower Albina's future in the public record, in previous plans and in our public engagement process. It describes how community aspirations can be supported within a physical design framework, congruent with the Central City 2035 Plan.

The Neighborhood Framework includes the Black Historic Albina community's top ten program priorities for community wealth, health, and cohesion on and around the cover. It proposes principles to organize surface streets, blocks, and land for development, while considering exposure to air and noise pollution. It identifies the role of important streets and places across the highway cover. In so doing, it establishes how development, open space, and design elements would work together to ensure that the connections and the continuity of experience along those connections can sustain the community's vision in this neighborhood. It is part of the road map for aiding participation by ODOT, the City of Portland, and other stakeholders necessary for developing in Portland's Central City.

This Neighborhood Framework should be used as a guide for future development decisions to achieve the community's envisioned outcomes.

"We want it all-and it's just a small portion of what we deserve."

— COMMUNITY MEMBER

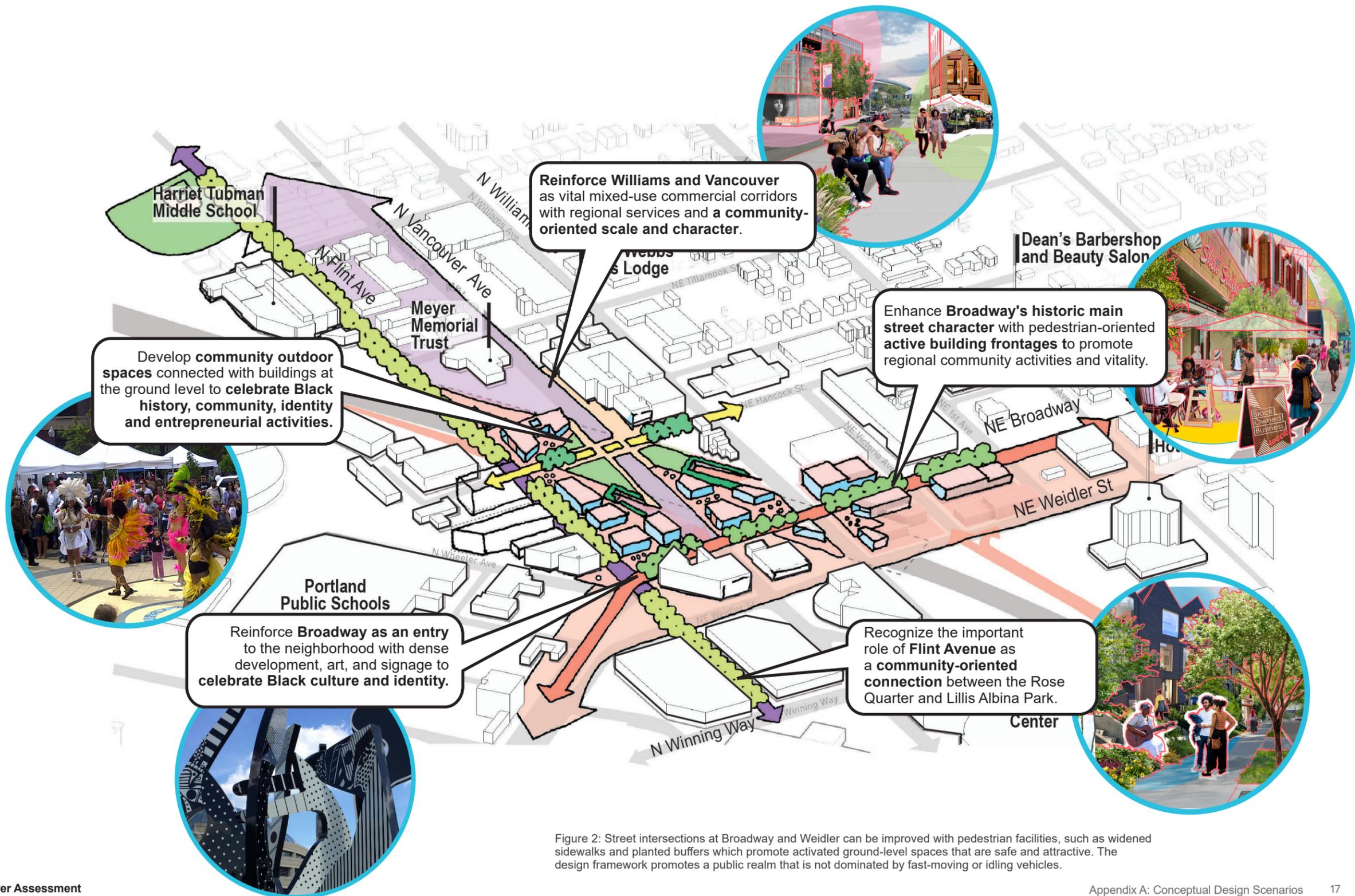


Figure 2: Street intersections at Broadway and Weidler can be improved with pedestrian facilities, such as widened sidewalks and planted buffers which promote activated ground-level spaces that are safe and attractive. The design framework promotes a public realm that is not dominated by fast-moving or idling vehicles.

## OVERVIEW

A notable impact of the construction of I-5 and past urban renewal projects was the removal of community-serving buildings that provided safe and vibrant street life, homes, and economic vitality. The heart of Albina was a commercial, institutional and social spine for the community. The neighborhood was dominated by small-scale streets, and walkable community services were distributed throughout.

Much, but not all of the historic architecture has been demolished around the freeway. Streets directly around the cover site constitute a poor environment for pedestrians with an abundance of asphalt, metal railings and lack of vegetation. Streets are predominantly fronted by parking lots, unmaintained landscape, and buildings without doors or views to their interiors. Bike and pedestrian safety remains challenging. The legibility of pathways that cross through the freeway interchange area is difficult, and crossing large streets with high-speed traffic can be intimidating.

The area around the cover is well-served with ten bus routes, four light rail lines and two streetcar lines. The heaviest bus transit on/off patronage in the project area is along Broadway/Weidler, and Vancouver/Williams. Streetcars also run along Broadway/Weidler. In the area around the cover, the current distribution of routes provides transit users with a relatively short walking distance (typically fewer than 500 feet) to access a transit line; however, with the lack of clear and contiguous pedestrian facilities, it remains challenging to navigate through the neighborhood.

The ICA team's scenarios propose to move interchange ramps and reprioritize modes in some intersections to improve pedestrian safety as much as possible. The Neighborhood Framework provides a guide for developing the highway cover areas strategically to achieve community priorities in the development of buildings, streets, civic spaces, and open spaces.

## Street Systems

The EA design was designed to condense interchange traffic in the center of the neighborhood. This "box within a box" concept focuses vehicular movements directly to and from the ramp terminals with the Broadway/Weidler couplet, and active transportation users are routed around the Hancock/Dixon connection and Clackamas Crossing. To activate this neighborhood and create a more intuitive and safe circulation network for all modes, the ICA team has distributed vehicular traffic to a broader street network and prioritized active transportation facilities through the neighborhood. The emphasis on pedestrian-scale development to materialize the community's vision and priorities for the neighborhood requires a shift in thinking to bring people through the heart of the community.

The continuity of experience for pedestrians on multimodal connections throughout the city is important. In the Central City 2035 Plan (CC 2035) one of the most relevant policies is to "develop and implement strategies to lessen the impact of freeways and other transportation systems on neighborhood continuity (Policy 2.7)." Another important factor in promoting and enhancing the pedestrian experience is neighborhood character and safety (Policies 3.3, 3.8, 3.9, 3.11). The CC 2035 Policy 3.8 highlights improving the street environment and pedestrian experience by providing urban greenery and community uses of the right-of-way. In this assessment, this results in reallocating areas of the public rights-of-way for community use to include space for larger sidewalks with trees, adequate sidewalk space at ground level building access points, multigenerational bicycle facilities, and clear and safe connections to neighborhood amenities.

One of the CC 2035 Plan's "big ideas" is to Design Streets to be Great Places. City rights-of-way comprise most of the Central City's land area (39%). To optimize the use of the entire network of public spaces, CC 2035 rethinks the role of Central City streets. Most of these streets handle relatively high volumes of multimodal traffic, and they have different characters. By considering the street

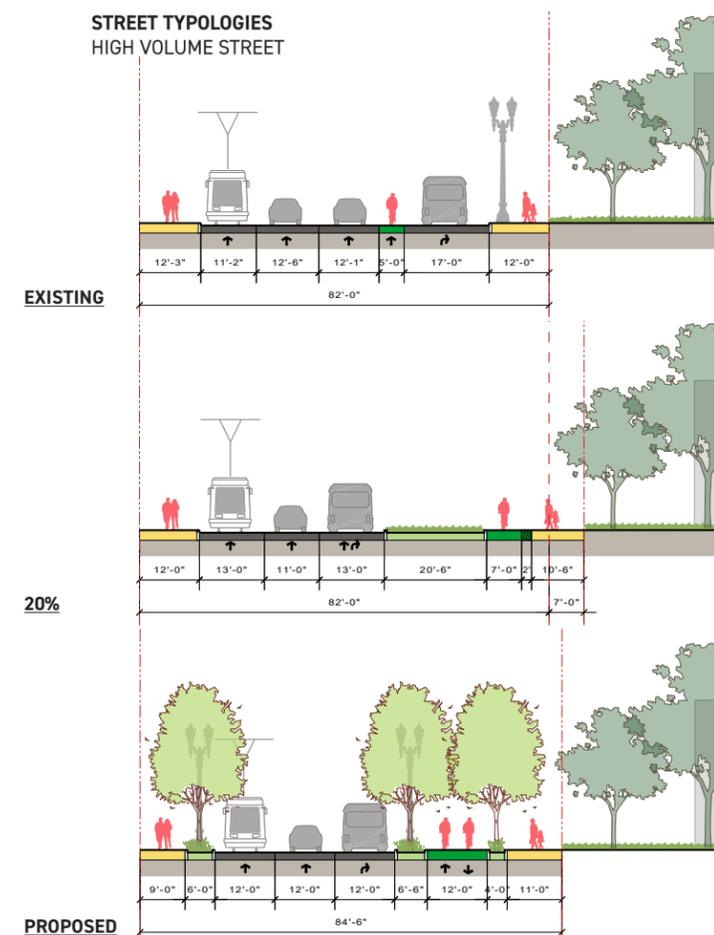


Figure 3: Typical High Volume street section (applies to Broadway and Weidler) showing reallocation of ROW for pedestrian prioritization.

- 1 Central City 2035 Plan - Design Streets to be Great Places
- 2 Central City 2035 Plan - The Green Loop

network in terms of different roles, the Central City's most accessible public spaces can become a more varied, rich and inclusive set of great places for more people.<sup>1</sup>

One way to enhance the streets in the cover area for pedestrian activity is to integrate the Green Loop into the street section on N Broadway and N Weidler.

## The Green Loop

The Green Loop is a six-mile walking and biking loop around the Central City. It is envisioned as a linear open space, responding to each district's unique character. The distinct identity and conditions of each district will inform the design and placemaking strategies for the loop's different segments, creating a variety of experiences. In the area of the RQIP, the Green Loop can provide access to ground-level businesses on and around the cover, promote healthier lifestyles and link the neighborhood to retail and employment centers, civic and cultural institutions, parks and attractions, and the rest of Portland.<sup>2</sup>

In this assessment, a number of streets play a role in providing a unique character for various modes. The streets identified in the Neighborhood Framework are: N Flint, N Hancock, N Vancouver, N Williams, N Broadway and N Weidler.

For more technical details of the street network and traffic analysis, see Appendix J: Surface Streets and Circulation.

## Open Space

The Neighborhood Framework has all the key ingredients to establish successful development of major public gathering spaces for the community. Fully understanding the sensitivities, sentiments, and passions around this project, the ICA recognizes the necessity for community support and participation in the design of the open space. "Open space" was prominently referenced in at least three of the ten community priorities that were outlined in Work Session 2. It can support community cohesion, ecological resilience, and human health. It can also be a place to represent the arts, culture, history, and identity of its interconnected communities.

The Lower Albina Neighborhood currently has limited open space, and each design scenario has a great deal of possibility and flexibility for open space. Each scenario balances built form, roads for traffic, and the public realm differently. As a destination, it must make a notable city address that visibly and tangibly celebrates the Historic Albina community. The quality of open space is critical to achieving the community's vision of a place to convene events and activities that celebrate Black culture, and in particular, the legacy of the historic Black Albina community.

A good outdoor public realm should improve connectivity and continuity of ground-level experiences and serve as the glue for a neighborhood, tying everything together. By its very nature, the cover will result in improved air quality and reduced traffic noise emanating from the freeway, and also create a great deal of new land for community development and benefit. The open space can be flexible and capable of hosting a wide variety of activities and programs, from active cultural festivals celebrations and events to more passive gardens and play areas.

A well-conceived and well-programmed public space can have a positive "net-effect" on the surrounding urban fabric. However, such programming must be inclusive of all communities, and must give visibility to those who are underrepresented to incite public interest and the most appropriate development.



## Development

The development potential for each scenario is based on the total land area, multiplied by the designated City FAR (floor area ratio). This is the development potential for the entire development area (on and off cover), not per site. The benefit of this metric is the ability to transfer or sell FAR from one development site to another if one site does not use its maximum allowable GSF (gross square feet). If this development is under

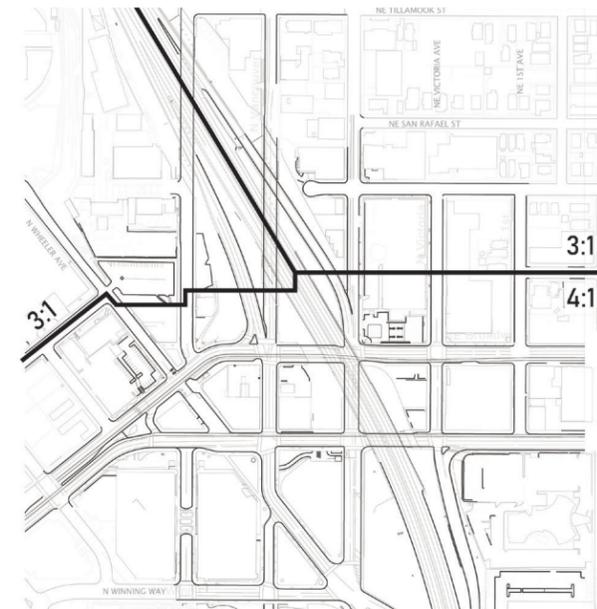


Figure 4: FAR requirement - City of Portland Zoning



Figure 5: Maximum Heights - City of Portland Zoning

one ownership, the FAR can be transferred between properties that share a property line or a street. If it has multiple owners, the FAR can be sold. Banking and transferring FAR in this way can increase the development potential of sites off the highway cover, which can be developed higher, and which the community can own.

The future development cannot exceed the maximum building heights per the City's zoning code. The majority of the development sites are in the 100-foot height limit, with some along Broadway and Weidler able to go up to 125 feet with bonuses. To the northeast the heights drop to 75 and 65 feet.

## CONTEXT WITHIN CITY PLANS AND CODE

### Central City 2035 Plan

The highway cover area is located on the edge of the Central City boundary, in the Lower Albina and Lloyd sub-districts. These districts contain Goals and Policies within six sections, each describing a desirable outcome. Both districts need to comply with the *Central City Fundamental Design Guidelines*, and are subject to the *Willamette Greenway Design Guidelines*. The Lloyd District must also meet the *Special Design Guidelines for the Design Zone of the Lloyd District of the Central City Plan*.

See relevant City policies and descriptions at the end of this document.

### City of Portland Zoning

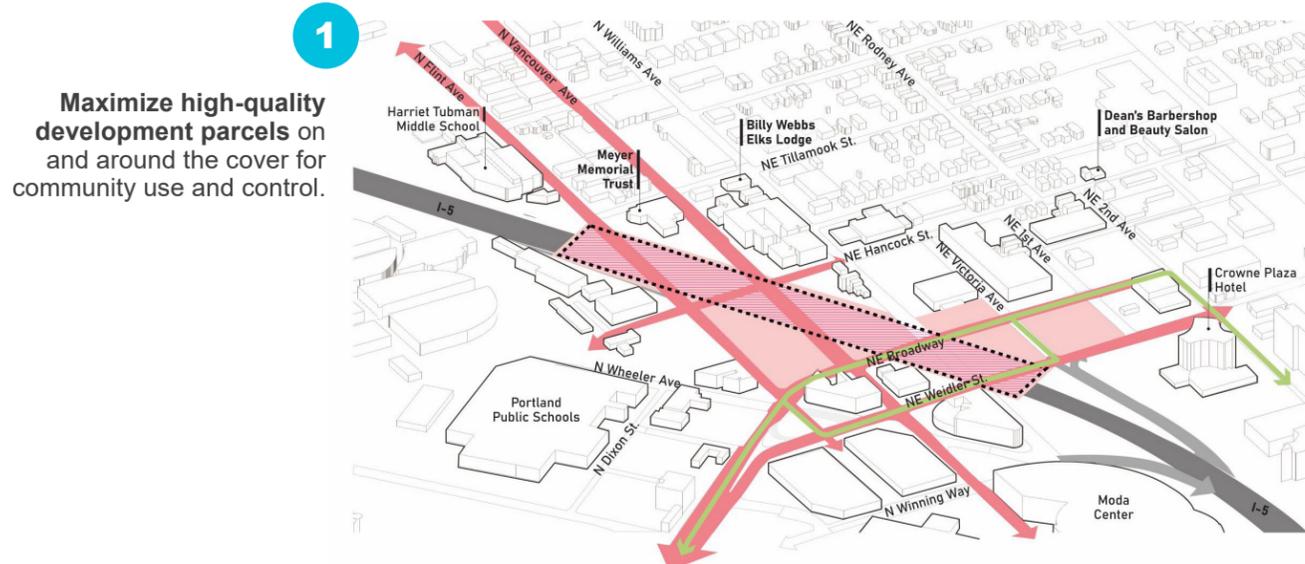
All development projects are subject to the development standards contained in the Portland Zoning Code. The design review process may include the approval of proposed modifications to some development standards. The applicant must show that the development proposal meets the approval criteria stated in the Portland Zoning Code. The City of Portland Zoning Code governs quantitative standards such as land use, building bulk, and height. See figures 4 and 5 for Portland Zoning FAR and Maximum Height codes.

The Neighborhood Framework creates a guide for design decisions and future improvements to be consistent with City of Portland standards and guidelines to create a safe and cohesive environment.

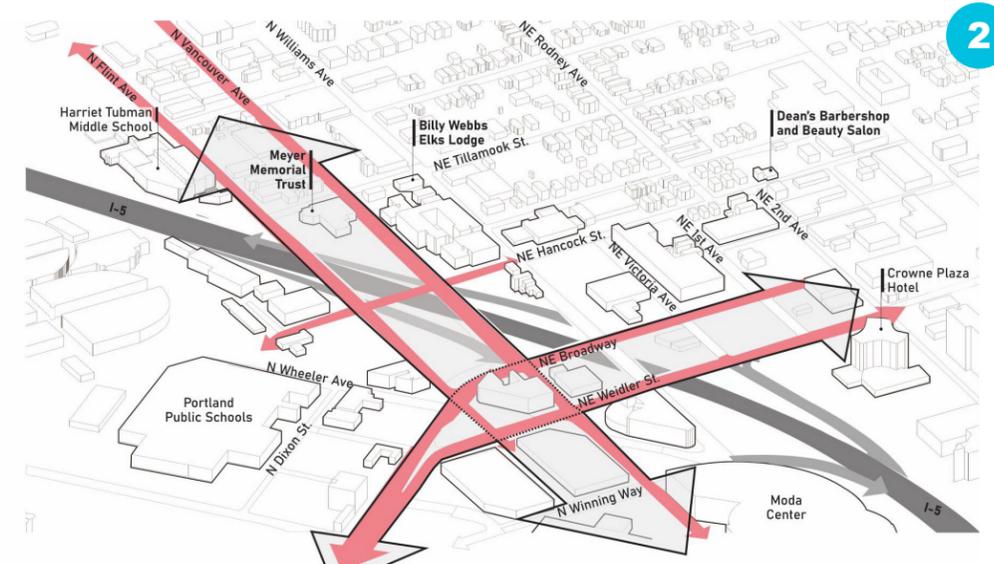
# Neighborhood Framework Principles

The Neighborhood Framework provides principles and tools for the community's vision to be achieved on and around the highway cover. The scenarios were informed by these principles to ensure they meet the restorative justice goals for this area of the Central City.

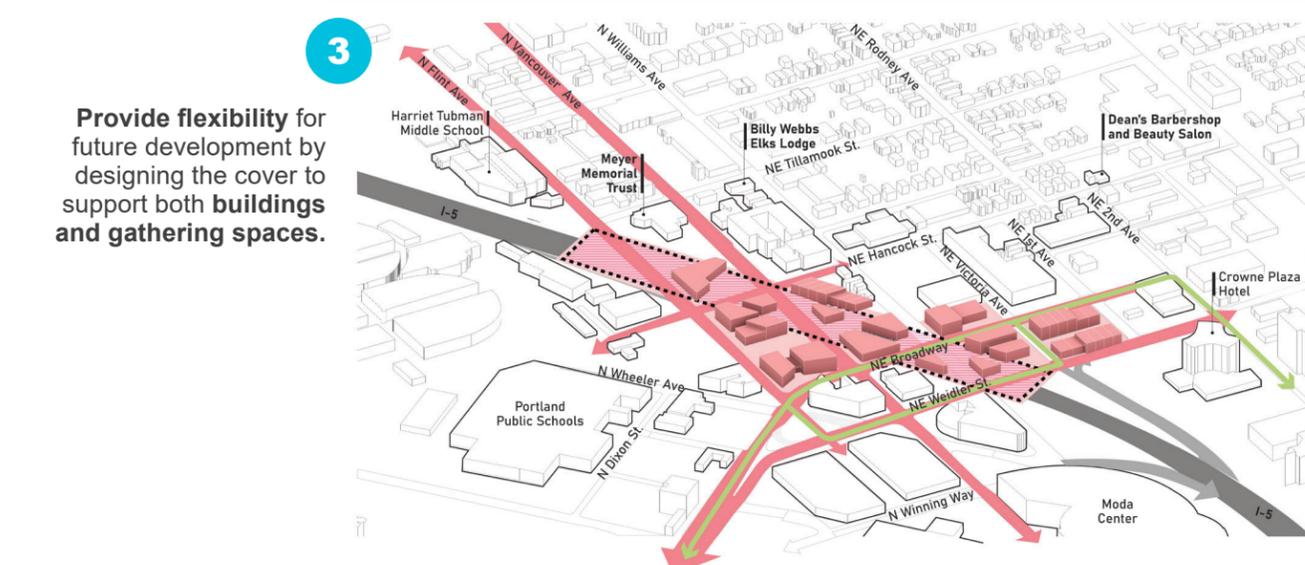
The framework includes the following design principles:



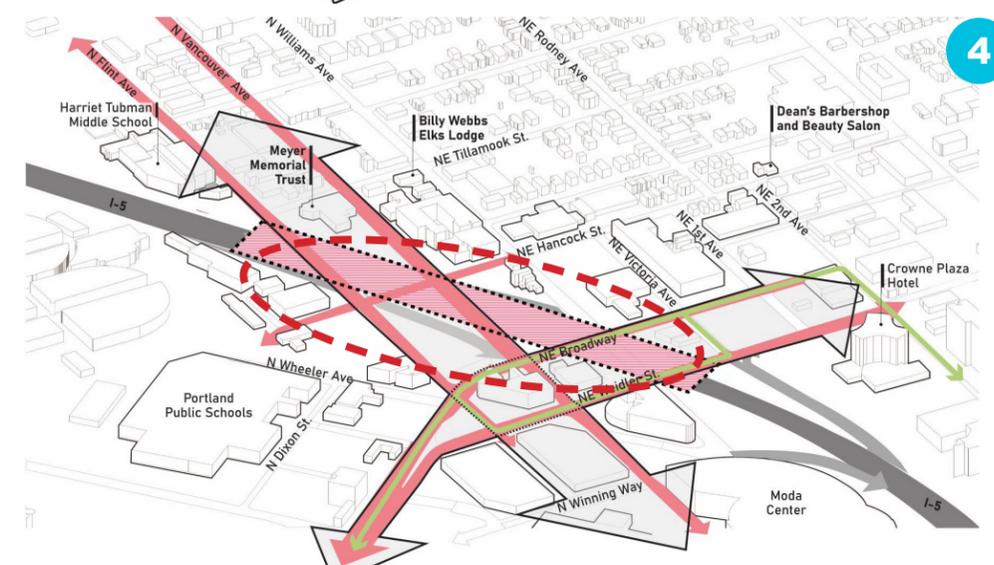
**1**  
Maximize high-quality development parcels on and around the cover for community use and control.



**2**  
Restore streets across the highway to create active frontages for development and prioritize safer, pedestrian-oriented routes.



**3**  
Provide flexibility for future development by designing the cover to support both buildings and gathering spaces.



**4**  
Minimize the highway's noise and pollution exposure.

# Neighborhood Framework Components

## FLINT AVENUE

Make a new mixed-use street with community-oriented amenities and places along a pedestrian-oriented pathway that cater to and are reflective of the culture of the Black community.

- Develop a "flexible character" street, consistent with the CC 2035 designation.
- Retain bicycle corridor and pedestrian connections to N Russel, NE Hancock, and N Tillamook.
- Provide new connection straight through Broadway to Weidler, and potentially through and the existing parking garages to N Winning Way.

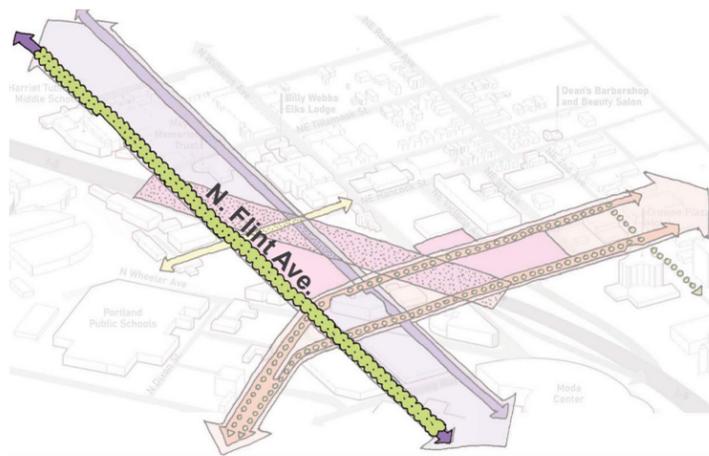


Figure 6: N Flint Avenue shown reconnected from N/NE Portland to the Rose Quarter.

## VANCOUVER AND WILLIAMS

Reinforce a commercial mixed-use regional corridor for pedestrian, bike, and transit uses between areas north of the city and Rose Quarter.

- Develop Vancouver as a "boulevard" street and Williams as a "retail-commercial" street consistent with the CC 2035 designation.
- Improve intersections and street corners at N Broadway and N Weidler to activate ground-level uses.
- Consolidate pedestrian-oriented uses along vibrant and active corridors that serve Black business, social centers, and residential areas.

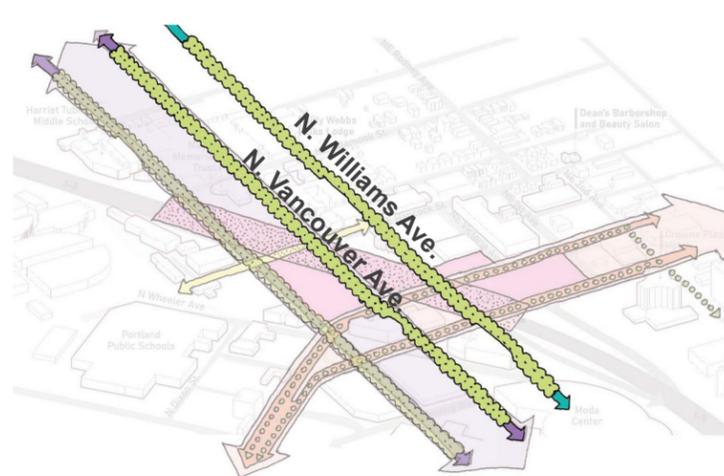


Figure 7: Vancouver and Williams one-way couplet.

## BROADWAY AND WEIDLER

Reinforce a commercial mixed-use regional corridor for pedestrian, bike, and transit uses between areas northeast of the city and the waterfront. (POLICY 5.LD-4)

- Develop Broadway as a "retail-commercial street" and Weidler as a "boulevard street" consistent with the CC 2035 designation.
- Reinforce Broadway's legacy as a historic Main Street by promoting pedestrian-oriented ground-level development, a generous pedestrian environment, and safe bike facilities.
- Expand the influence of ground-level uses and activity along Broadway to Weidler Street.

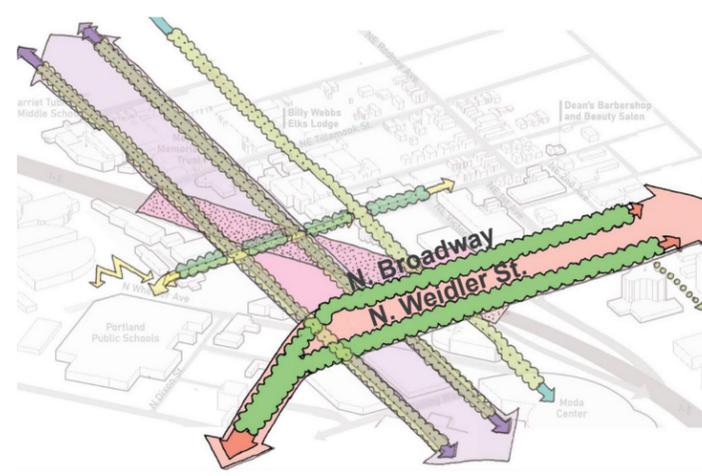


Figure 8: Broadway and Weidler one-way couplet.

## HANCOCK STREET

Reestablish this east-west connection between N Flint Avenue and N Williams Avenue.

- Provide a "flexible character" street consistent with the CC 2035 designation.
- Reestablishing N Hancock will provide a secondary circulation route north of Broadway as a local community-oriented street.
- Extend this connection further west to N Wheeler Avenue with stairs, a switchback pathway, or connections to new building roofs to accommodate steep grades. This can continue to the "strand" which connects to N Russell Street and continues up N Mississippi Avenue.

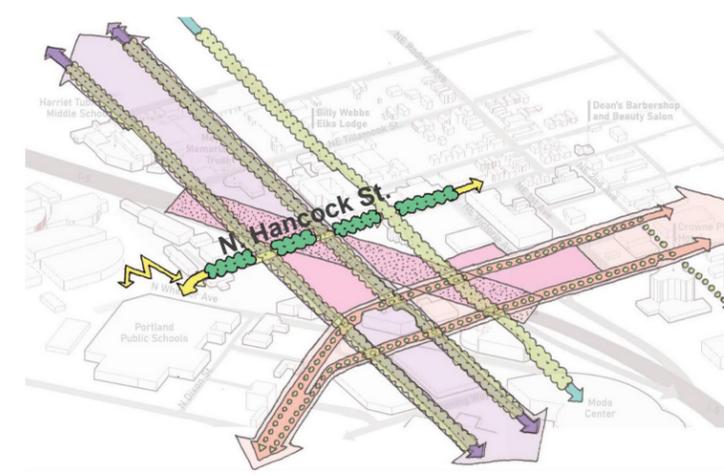


Figure 9: Vancouver and Williams one-way couplet.

### GREEN LOOP

Shift the Green Loop to intersect with the restored neighborhood along Broadway and Weidler to provide access to ground-level businesses on and around the cover.

- Use both N Broadway and N Weidler to connect the Green Loop between NE 2<sup>nd</sup> Avenue and the Broadway Bridge.
- Allows removal of the Clackamas Overcrossing, if approved by the City of Portland.

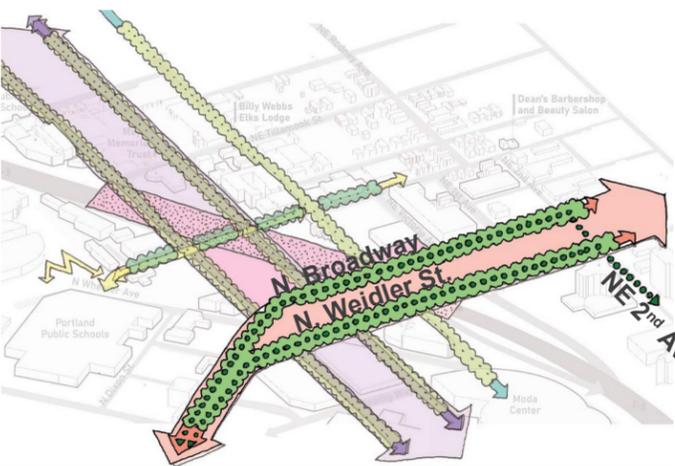


Figure 10: The potential Green Loop reconfiguration on Broadway and Weidler from the Broadway Bridge to NE 2<sup>nd</sup> Avenue.

### DEVELOPMENT AREA

Maximize contiguous development areas with active ground-level uses on and around the cover.

- Maximize development on the land adjacent to the highway cover.
- Coordinate building development at ground level with outdoor areas.

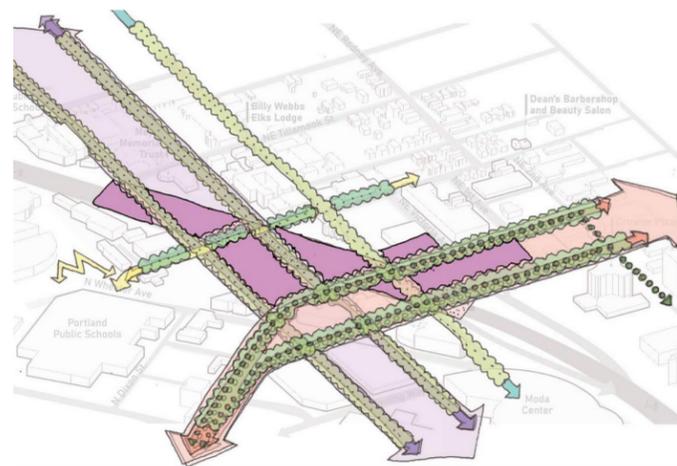


Figure 11: Development area on and off covers, shown in purple.

### CIVIC SPACES

Integrate open areas on the cover with ground-level buildings to form a network of flexible exterior outdoor settings.

- Create outdoor settings for multiple purposes for Black community activities.
- Provide a network of public and semi-public spaces for seasonal active and passive activities.
- Strategically locate and define open spaces, as they relate to built form and streets, in order to establish prominent "addresses" for future development.

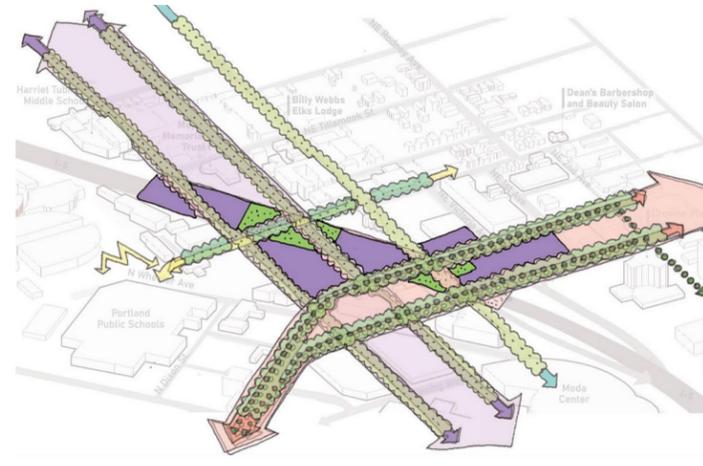


Figure 12: Example of open space on the covers.

### BUILDINGS

Orient buildings toward streets to maximize building frontage and promote continuity of experience across the highway cover.

- Strengthen building corners at street intersections to activate ground-level areas.
- Increase transparency between inside building areas with outdoor public spaces.
- Development must comply with the City of Portland FAR and Maximum Height code.

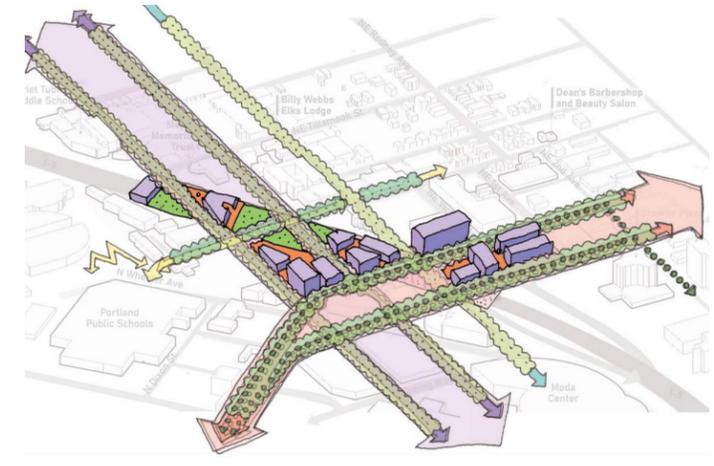


Figure 13: Example of building development on and around the covers.

# Design Scenarios

## FROM CONCEPTS TO SCENARIOS

Five preliminary concept scenarios emerged from Work Session 1 that were informed by community and stakeholder feedback. These five concepts were assessed for their performance in meeting community goals using the Development Assessment Framework (DAF) (see Appendix E for assessments of each of the five scenarios on this page) and reviewed by the community in Work Session 2.

Scenarios 4 and 5 were assessed as having the highest performance both in the DAF and in community review. At the time they were assessed, these concept scenarios were not at an advanced enough stage of development to include cost and schedule implications, and the ICA team estimated that Concept 1 would perform highest in cost and schedule as it was closest to the EA and within the API. Concepts 1, 4, and 5 span a spectrum between minimizing schedule and maximizing the amount and quality of land. The hybrids the ICA team later developed show how these scenarios can

be modified to balance different outcomes that are important to the community with schedule delays. The ESC requested more information about each of these concepts to understand which to recommend moves forward. The best way to provide that information was to further develop the concepts and break them down into specific elements that create each scenario to show how each element impacts a scenario's performance.

Concepts 1, 4, and 5 were carried forward for further technical development as they were assessed highest in meeting specific community needs and identified each end of a spectrum of community values. Each scenario shown is responsive to comments and advice received from the participating committee members, representative board members, the broader community, and the Black Historic Albina community.

Design elements described on the following pages, are used to identify key components in the scenarios that can change the schedule, cost and performance as it relates to the community vision. Hybrid options were also created to consider balancing restorative justice outcomes with cost and schedule concerns.

Scenarios 4 and 5 have impacts that go outside of the API and require further analysis to determine if they will create a significant impact.

The ICA team's technical feasibility analysis to date has determined that all scenarios are feasible with no fatal flaws. For an assessment of schedule impacts of all three scenarios and associated elements for FHWA review, please see Appendix H: Environmental Assessment Pathway.

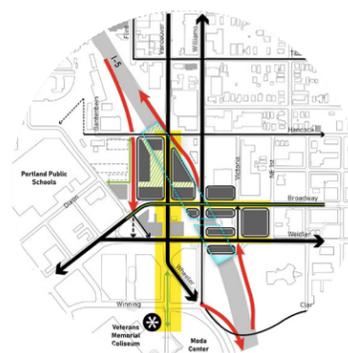
Following is an analysis of each scenario's performance in relationship to the Black Historic Albina community vision as captured in Work Sessions 1 and 2. This analysis includes scenarios comprised of a revised Concept 1, Concept 4 and Concept 5. It also includes an analysis of key elements and their performance within three hybrids. The EA Base Case is included for reference.



EA



CONCEPT 1



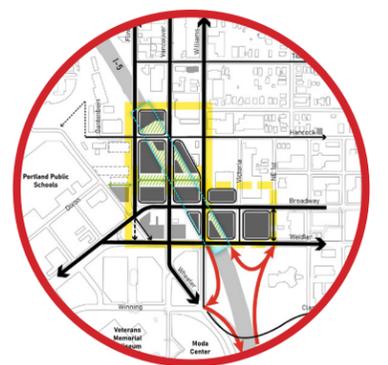
CONCEPT 2



CONCEPT 3



CONCEPT 4



CONCEPT 5

# Design Elements

Design elements were identified after Work Session 2 in response to consistent feedback about schedule delay concerns with the scenarios that have improvements outside the API. These elements have impacts on the function, cost, and schedule of the scenarios, and they are also components of the scenarios that in context create a setting or a place that provide different benefits and challenges. The goal in identifying these is to provide alternative solutions that best achieve the Black community's goals. Hybrids were developed to demonstrate how key project elements can be rearranged to reduce cost or delay to the project, and create a shared solution for the Historic Albina community's goals. The hybrids have not been analyzed to the same degree as the final scenarios. For an assessment of schedule impacts associated with each element that would extend FHWA review, please see Appendix H: Environmental Assessment Pathway.

## ELEMENTS

Element A – One continuous cover

Element B – Structured covers for ramps

Element C – Reconnect Hancock and Flint

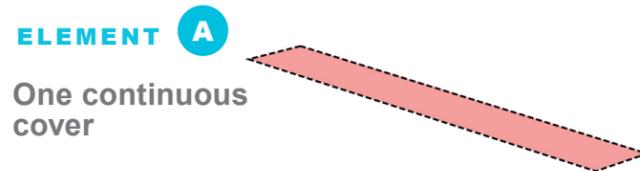
Element D – Reconfigure Green Loop corridor

Element E – Merge Vancouver and Flint

Element F – Relocate southbound ramps

Element G – Relocate northbound ramps

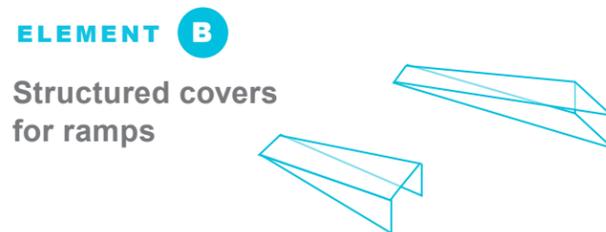
*\*Elements with an asterisk are related to key schedule and development configuration trade-offs.*



**ELEMENT A**  
One continuous cover

**Benefit:** Adds land and improves community cohesion.

**Benefit:** Possibly reduces exposure to air and noise pollution on the cover and provides more area for community use and activities.



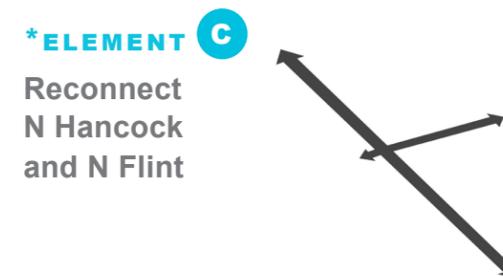
**ELEMENT B**  
Structured covers for ramps

Cover segments of the southbound off-ramp and northbound on-ramp with structures.

**Benefit:** Possibly improves air quality and noise of ramps near the cover.

**Benefit:** Structures could be designed to expand the cultural art and landscape area on the cover.

**Consideration:** Additional technical studies will be needed to verify air quality improvements.



**\*ELEMENT C**  
Reconnect N Hancock and N Flint

Adjusts the street grid to replace the Hancock-Dixon connection with Hancock extended straight across the highway. Reconnects N Flint from N Tillamook south to N Weidler.

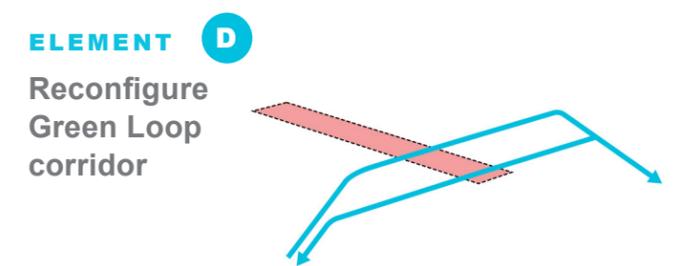
**Benefit:** Reconnects NE Hancock from N Williams to N Flint for neighborhood access.

**Benefit:** Reconnects N Flint Avenue between N Tillamook and N Weidler for safer bicycle and pedestrian travel, and improved neighborhood access.

**Consideration:** Requires Environmental Assessment reevaluation and traffic study to establish if the new connection can meet the objectives of the Hancock-Dixon connection in the EA Base Case.

**Consideration:** Additional technical studies will be needed to verify N Flint grades along new and existing adjacent development.

**Consideration:** Extending N Flint between Broadway and Weidler will have private property impacts, and changes to existing right-of-way.



**ELEMENT D**  
Reconfigure Green Loop corridor

Eliminates the Clackamas Overcrossing and reconfigures the Green Loop through the neighborhood.

**Benefit:** Routing the Green Loop through the restored Albina Neighborhood on and around the cover will bring additional pedestrian access to new Black businesses on Broadway and Weidler, and connect the neighborhood with other areas of the Central City.

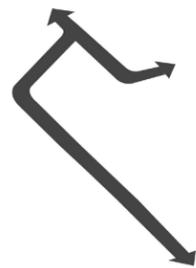
**Benefit:** Location on active streets increases public safety on this length of Green Loop rather than located over a bridge.

**Consideration:** By integrating the Green Loop into existing street corridors, a traffic study will need to demonstrate that Broadway and Weidler are improved alternatives to connect the Green Loop to other areas of the Central City.

**Consideration:** Reconfiguring the Green Loop on Broadway and Weidler will create more intersection crossing points for users versus the Clackamas Overcrossing.

**Consideration:** This reconfiguration is a change to adopted policy agreements and city plans, and will need to be approved by the City of Portland.

**\*ELEMENT E**  
Merge N Flint  
and N Vancouver



**Benefit:** Creates the largest area of contiguous land on and around the cover.

**Benefit:** Removes existing intersection complexity at Vancouver and Broadway at southbound I-5 off-ramp.

**Consideration:** Adjust signal timing to reduce delay to TriMet service southbound to the Rose Quarter Transit Center.

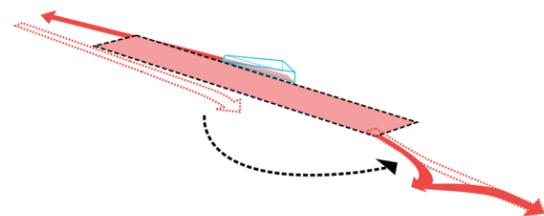
**Consideration:** Reassign street classifications in the City's transportation system plan in concert with community engagement through Portland Bureau of Transportation.

**Consideration:** Requires a new signalized intersection at N Flint and Broadway.

**\*ELEMENT F**

**Move southbound ramps**

Relocate southbound off-ramp south of the cover and keep southbound on-ramp in its current location.



**Benefit:** Creates more developable land with better street frontages on and around the cover for restoration of the Black Historic Albina neighborhood.

**Benefit:** Likely minimizes air and noise pollution along Williams and Vancouver.

**Benefit:** Improves pedestrian experience on N Broadway, and removes existing intersection complexity at Vancouver and Broadway at southbound I-5 off-ramp.

**Consideration:** Conduct traffic study to evaluate traffic operations impacts at Wheeler and on Winning Way.

**Consideration:** Assess Madrona Studios Housing Environmental Justice impacts due to traffic operations of relocated southbound ramps.

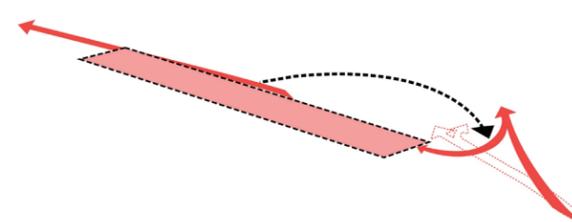
**Consideration:** Assess additional property and right-of-way impacts due to wider cover.

**Consideration:** Interchange modification request required. New interchange eliminates the Clackamas Overcrossing and is inconsistent with the Facility Plan.

**\*ELEMENT G**

**Move northbound ramps**

Relocate northbound on-ramp south of the cover and move northbound off-ramp to east.



**Benefit:** Increases frontage of ground level active uses on Williams and Broadway.

**Consideration:** Assess impacts of acquiring additional land from historic Travelodge at the Coliseum (Crowne Plaza), which is a 4(f) property.

**Consideration:** Assess additional property and right-of-way impacts due to wider cover.

**Consideration:** All traffic impacts are studied by the ICA team at a conceptual level and a comprehensive traffic analysis will need to be completed. This would include a traffic study to check effects on volume and distribution of traffic on NE 1<sup>st</sup> Avenue at between Broadway and Weidler.

**Consideration:** Longer signal cycle lengths at Broadway and NE 1<sup>st</sup> Avenue, and Weidler and NE 1<sup>st</sup> Avenue.

**Consideration:** Interchange modification request required. New interchange eliminates the Clackamas Overcrossing and is inconsistent with the Facility Plan.

**Consideration:** Quantify potential delay for streetcar.

**Consideration:** Will impact full Prosper Portland parcel.

**Consideration:** Partially impacts the sites north of Broadway between NE 2<sup>nd</sup> Avenue and NE Victoria Avenue by approximately 8 to 12 feet.

# Scenario Comparison

## ENVIRONMENTAL ASSESSMENT BASE CASE

The EA Base Case was created through the N/NE Quadrant Plan and I-5 Broadway/Weidler Facility Plan process and adoption, with the purpose of improving safety and operations on I-5 in the vicinity of the Broadway/Weidler interchange.

The EA scope was not required to take into account urban design subject matter broad enough to encompass social systems like restorative justice, placemaking or wealth creation. The EA cover design includes park and planted areas on two highway covers, improving the experience of crossing of I-5 and reducing noise and air pollution exposure for nearby properties. Street modifications include removing the N Flint Avenue overcrossing south of N Tillamook Street and replacing it with new pedestrian and bike paths, and adding the Hancock-Dixon overcrossing connection.

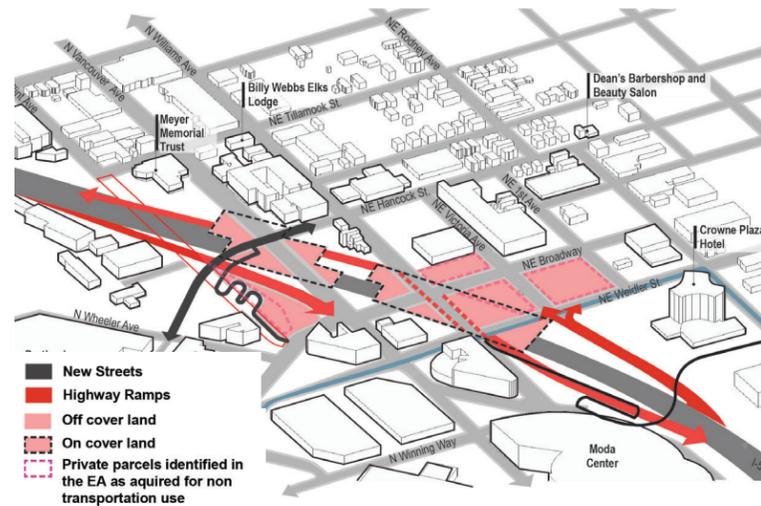


Figure 14: The Environmental Assessment (EA) Base Case

The EA is provided for comparison as the baseline in evaluating the scenarios.

## AMENDED 20% RQIP DESIGN (MARCH 2021)

The amended 20% RQIP design makes two modifications to the EA: it modifies the two covers into a single continuous cover and updates the Hancock Street connection to replace the original Hancock to Dixon connection. Flint is also reestablished from N Hancock to Broadway only.

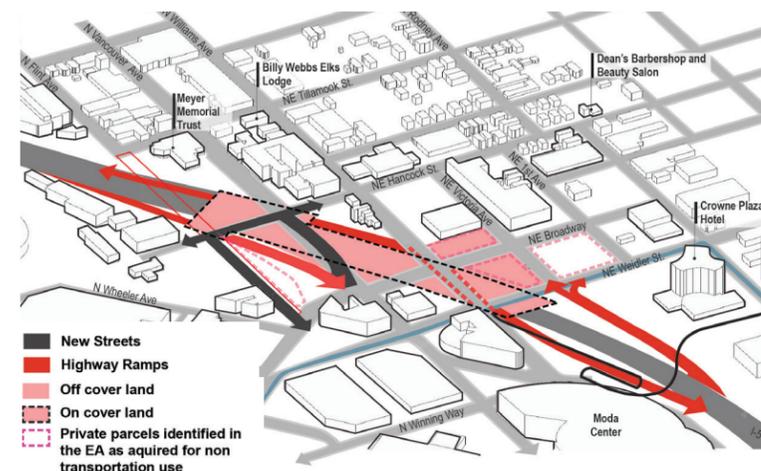
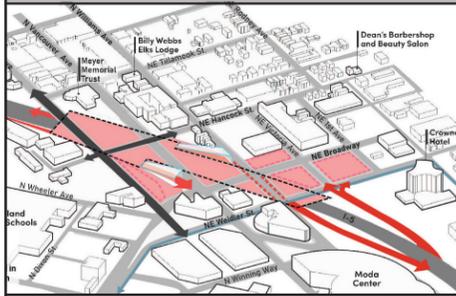
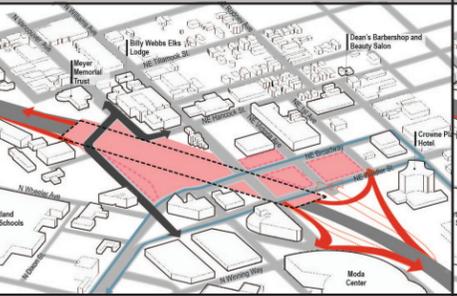
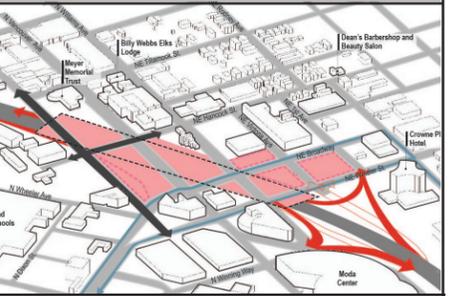


Figure 15: The RQIP amended 20% design (March 2021)

See Appendix G: Development Assessment Framework Evaluation.

SCENARIO 1	SCENARIO 4	SCENARIO 5
 <p><b>LAND</b></p> <ul style="list-style-type: none"> <li>Creates more development area than the amended 20% design, and has smaller and less contiguous parcels than 4 and 5.</li> </ul> <p><b>Total Land: 6.79 acres</b> <b>Development Capacity: 1,079,660 gsf</b></p> <p><b>STREETS</b></p> <ul style="list-style-type: none"> <li>More active streets for development compared to the EA and the amended 20% design.</li> <li>Streets around new development are less pedestrian and business-friendly when they hold I-5 traffic from ramps compared to the EA and the amended 20% design.</li> </ul> <p><b>TRANSIT</b></p> <ul style="list-style-type: none"> <li><b>Northbound:</b> Some increase in delay</li> <li><b>Southbound:</b> Mixed impact-some reduction/some increase in delay</li> <li><b>Eastbound:</b> Mixed impact-some reduction/some increase in delay</li> <li><b>Westbound:</b> Some increase in delay</li> </ul> <p><b>SCHEDULE</b></p> <ul style="list-style-type: none"> <li>Delay: Low, 6 months, likely approved with limited EA reevaluation, least risk</li> </ul> <p><b>COST ESTIMATE</b></p> <ul style="list-style-type: none"> <li>\$819M - \$916M</li> </ul> <p><b>WORK SESSION 3 FEEDBACK</b></p> <ul style="list-style-type: none"> <li>Historic Albina community workshop attendees<sup>1</sup>: Ranked <b>lowest</b> (1.5)</li> <li>ESC members<sup>2</sup>: Ranked <b>highest</b> (3.6)</li> <li>HAAB members<sup>3</sup>: Ranked <b>lowest*</b> (2.4)</li> <li>Online Open House participants<sup>4</sup>: Ranked <b>lowest</b></li> </ul>	 <p><b>LAND</b></p> <ul style="list-style-type: none"> <li>Creates the greatest amount of land and a large flexible development parcel.</li> </ul> <p><b>Total Land: 8.96 acres</b> <b>Development Capacity: 1,312,200 gsf</b></p> <p><b>STREETS</b></p> <ul style="list-style-type: none"> <li>Streets around new development are more pedestrian and business-friendly with less I-5 traffic.</li> <li>More street frontage with ground floor active use than Scenario 4.</li> </ul> <p><b>TRANSIT</b></p> <ul style="list-style-type: none"> <li><b>Northbound:</b> Some increase in delay</li> <li><b>Southbound:</b> Significant increase in delay</li> <li><b>Eastbound:</b> Some increase in delay</li> <li><b>Westbound:</b> Mixed impact-some reduction/some increase in delay</li> </ul> <p><b>SCHEDULE</b></p> <ul style="list-style-type: none"> <li>Delay: Moderate to high, likely 24 months, most complex process with more risk to completion</li> </ul> <p><b>COST ESTIMATE</b></p> <ul style="list-style-type: none"> <li>\$822M - \$919M</li> </ul> <p><b>WORK SESSION 3 FEEDBACK</b></p> <ul style="list-style-type: none"> <li>Historic Albina community workshop attendees: Ranked <b>second highest</b> (3.4 average)</li> <li>ESC members: Ranked <b>second highest</b> (2.7)</li> <li>HAAB members: Ranked marginally <b>highest*</b> (2.8)</li> <li>Online Open House participants: Ranked <b>second highest</b></li> </ul>	 <p><b>LAND</b></p> <ul style="list-style-type: none"> <li>Creates more land than Scenario 1</li> </ul> <p><b>Total Land: 8.21 acres</b> <b>Development Capacity: 1,265,140 gsf</b></p> <p><b>STREETS</b></p> <ul style="list-style-type: none"> <li>Streets around new development are more pedestrian and business-friendly with less I-5 traffic.</li> <li>More street frontage with ground floor active use than Scenario 4.</li> </ul> <p><b>TRANSIT</b></p> <ul style="list-style-type: none"> <li><b>Northbound:</b> Some increase in delay</li> <li><b>Southbound:</b> Mixed impact-some reduction/some increase in delay</li> <li><b>Eastbound:</b> Some increase in delay</li> <li><b>Westbound:</b> Mixed impact-some reduction/some increase in delay</li> </ul> <p><b>SCHEDULE</b></p> <ul style="list-style-type: none"> <li>Delay: Moderate to high, likely 24 months, most complex process with more risk to completion</li> </ul> <p><b>COST ESTIMATE</b></p> <ul style="list-style-type: none"> <li>\$894M - \$998M</li> </ul> <p><b>WORK SESSION 3 FEEDBACK</b></p> <ul style="list-style-type: none"> <li>Historic Albina community workshop attendees: Ranked <b>highest</b> (4.7)</li> <li>ESC members: Ranked <b>lowest</b> (2.3)</li> <li>HAAB members: Ranked marginally <b>second highest*</b> (2.6)</li> <li>Online Open House participants: Ranked <b>highest</b></li> </ul>

1: 38 community members participated  
2: 7 ESC members participated  
3: 9 HAAB members participated  
4: 107 participated in the scenarios survey

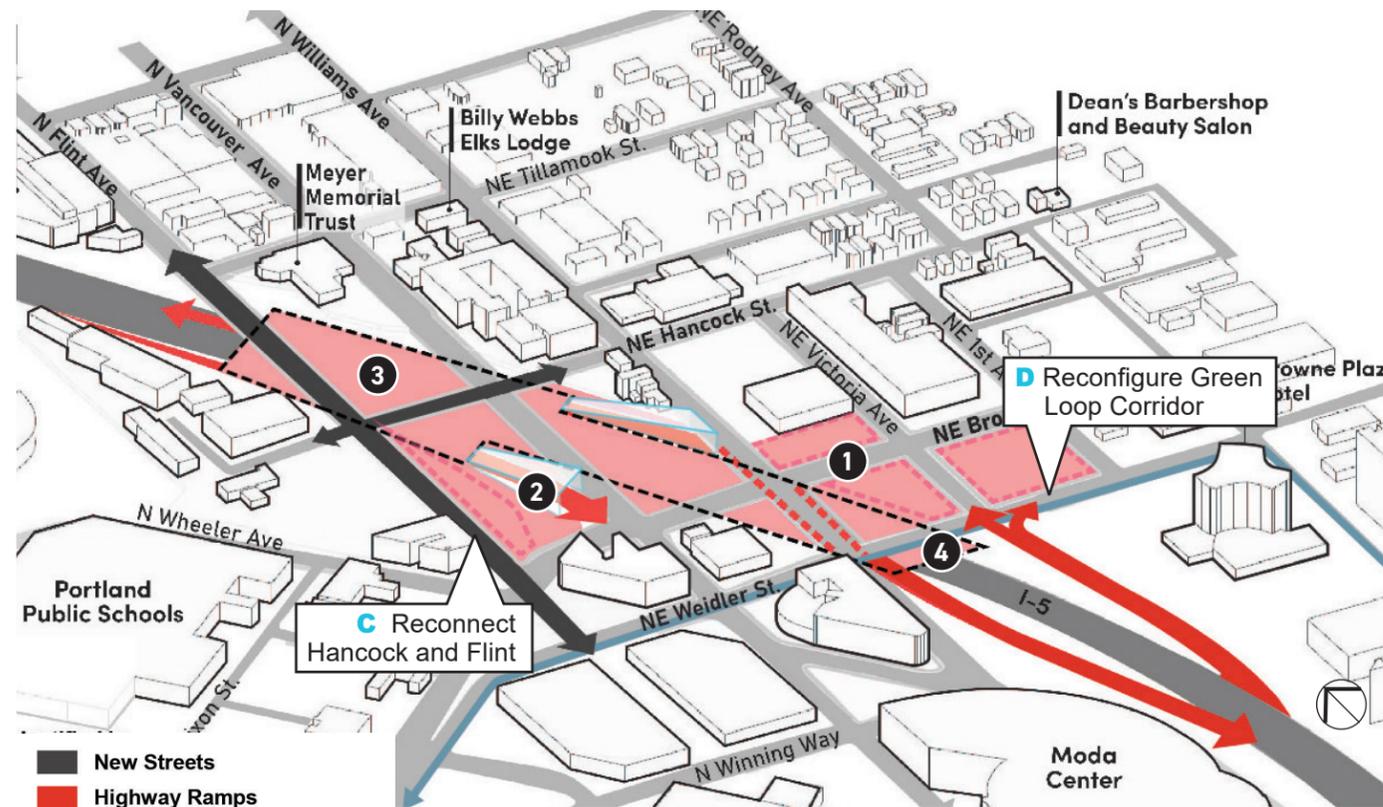
\*very close average scoring between options  
See Appendix M: Facilitation Needs Assessment Report, for detailed Work Session summaries

# Scenario 1 Flint and Broadway

Scenario 1 proposes modifications to the EA Base Case by modifying the two covers into a single continuous cover and updating the Hancock Street connection to replace the Hancock to Dixon connection. Unlike the amended 20% RQIP design, Scenario 1 proposes to reconnect N Flint from N Tillamook, and extend it south to Weidler (Element C). The cover is extended further north to support Flint, and structures are proposed over the ramps to the north of Broadway to reduce air and noise pollution (Element B).

The Clackamas Overcrossing connection is proposed to be removed, and the Green Loop is aligned as a two-way facility on the south side of Weidler. (Element D).

These street configurations increase the potential for continuous street-facing ground-level activities along N Flint Avenue and N Hancock Street, and the re-alignment of the Green Loop through the restored neighborhood can attract people of all ages and abilities from throughout the region to enjoy safe active recreation.



- New Streets
- Highway Ramps
- Green Loop
- Off cover land
- On cover land
- Private parcels identified in the EA as acquired for non transportation use

**Performance Assessment:**  
see appendix G for more information on scenario performance

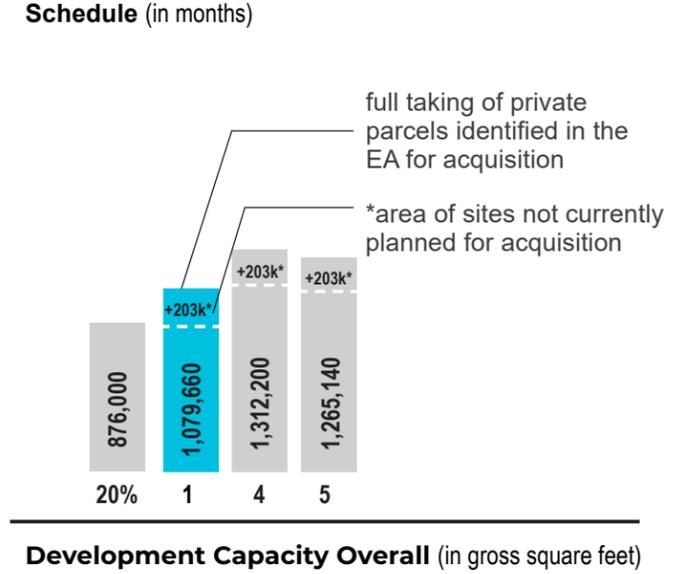
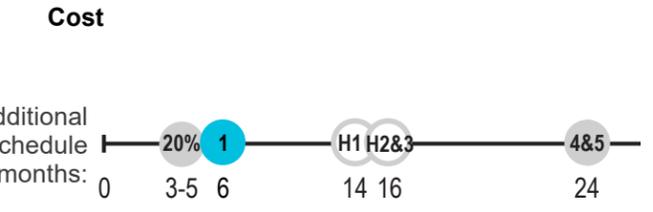
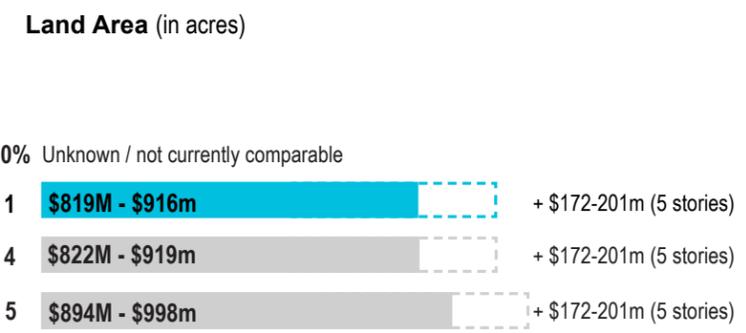
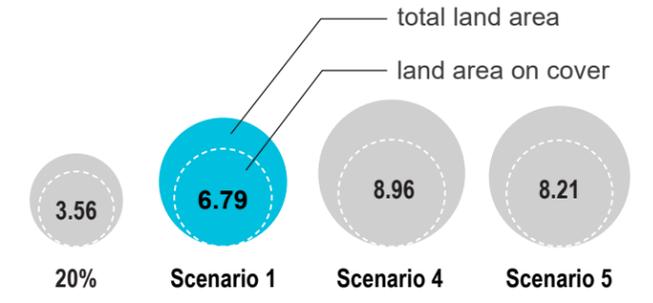


**1** **Redesigning roads to prioritize pedestrians and cyclists supports safety and economic development.** This is harder to do when highway ramps consolidate traffic on a few streets and widen intersections as in Scenario 1.

**2** Ramp cover structure increase the separation from sources of noise and pollution or, if open trellises like shown here, minimize views of highway traffic.

**3** **Vibrant community gathering spaces** provide value to residents and visitors as well as additional space for the activities of nearby buildings.

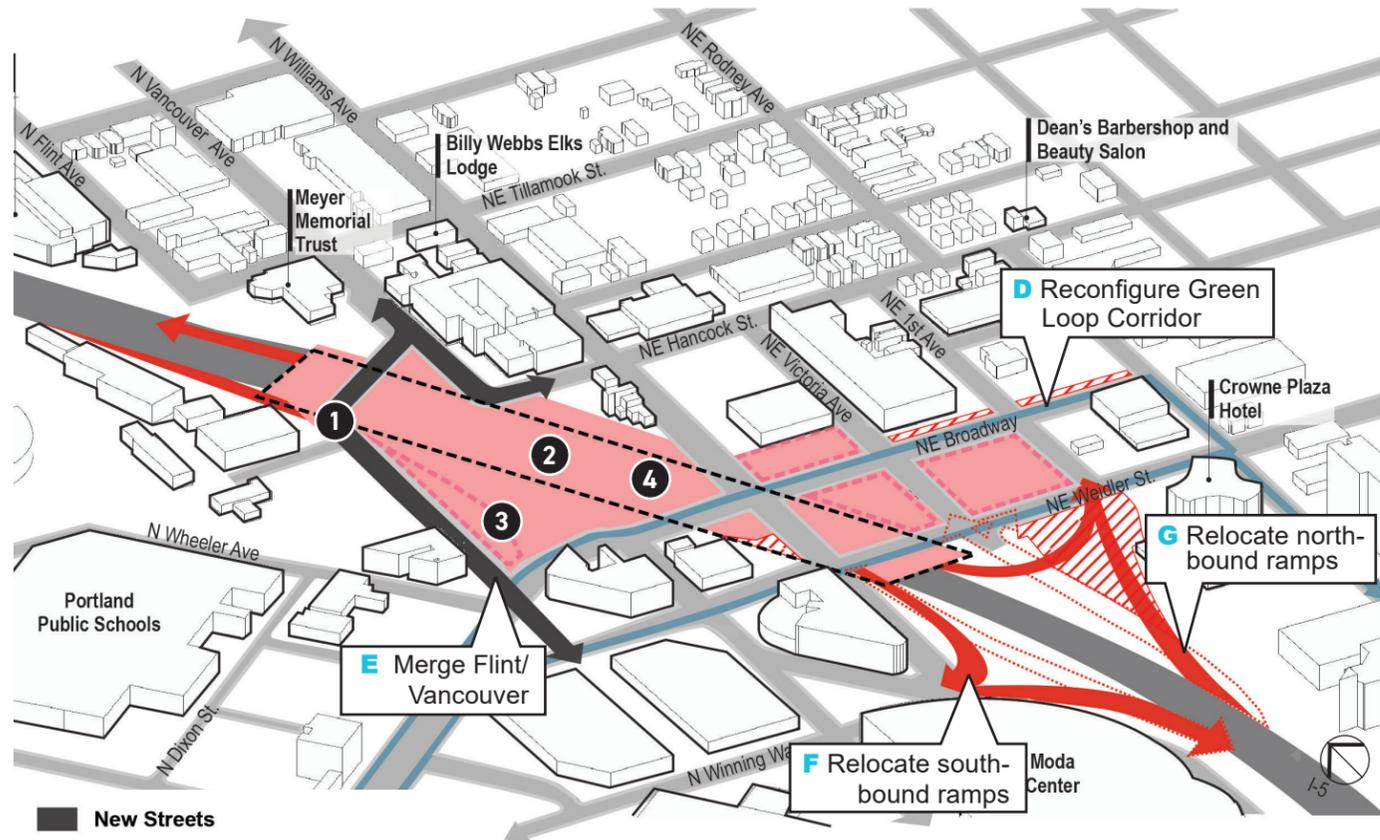
**4** This small, on-cover site can support only one to two story buildings and provides an opportunity for **affordable small business space.**



# Scenario 4 Center on the Cover

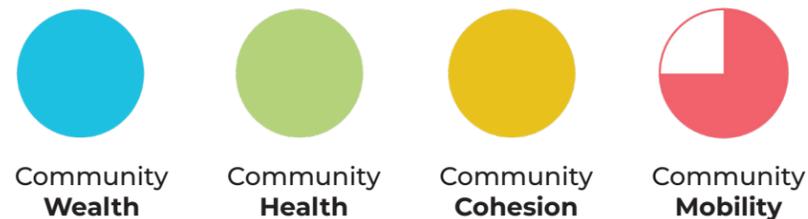
Scenario 4 proposes to relocate the southbound and northbound interchange ramps south of Weidler, away from the center of the highway cover (Element F and Element G). The streets are reconfigured by merging N Flint and N Vancouver Avenues (Element E), removing Vancouver to the south of Hancock, which provides a large flexible development parcel on and around the cover for various building and open space configurations.

The Clackamas Overcrossing connection is proposed to be removed, and the Green Loop is reconfigured on Broadway and Weidler (Element D), bringing it through the restored neighborhood, and connecting it to other areas of the City.

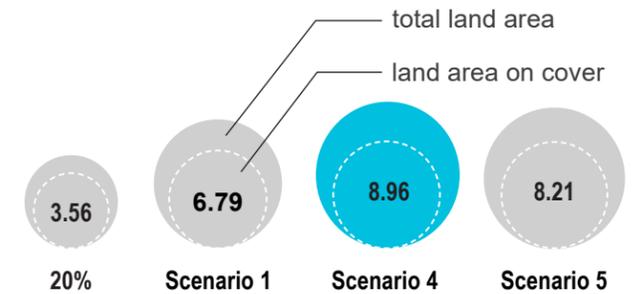


- New Streets
- Highway Ramps
- Green Loop
- Off cover land
- On cover land
- Private parcels identified in the EA as acquired for non transportation use
- Potential Private Property Impacts

**Performance Assessment:**  
see appendix G for more information on scenario performance



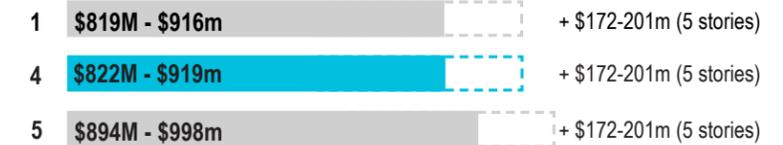
Connecting Flint and Vancouver creates a large, contiguous area for development, but **slows bus service** by making the transit route circle the highway cover.



Scenario 4's large central area provides the opportunity for **flexible building design and large-scale community gathering spaces** which could support cultural events, diverse forms of recreation, and business activities like farmers' markets.

**Land Area** (in acres)

20% Unknown / not currently comparable



**Cost**



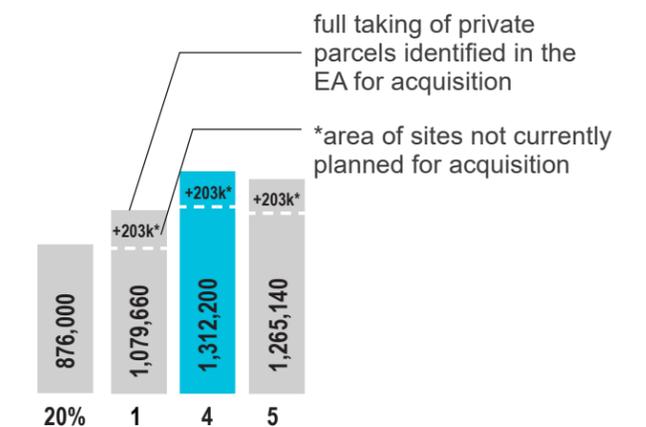
The ability to combine parcels gives **greater opportunities to community developers** to meet the Black community's future goals.



**Schedule** (in months)



Removing ramp access from the center of the cover provides an opportunity for **pedestrian pathways that are safe and comfortable** for children, elders, and the community at large.

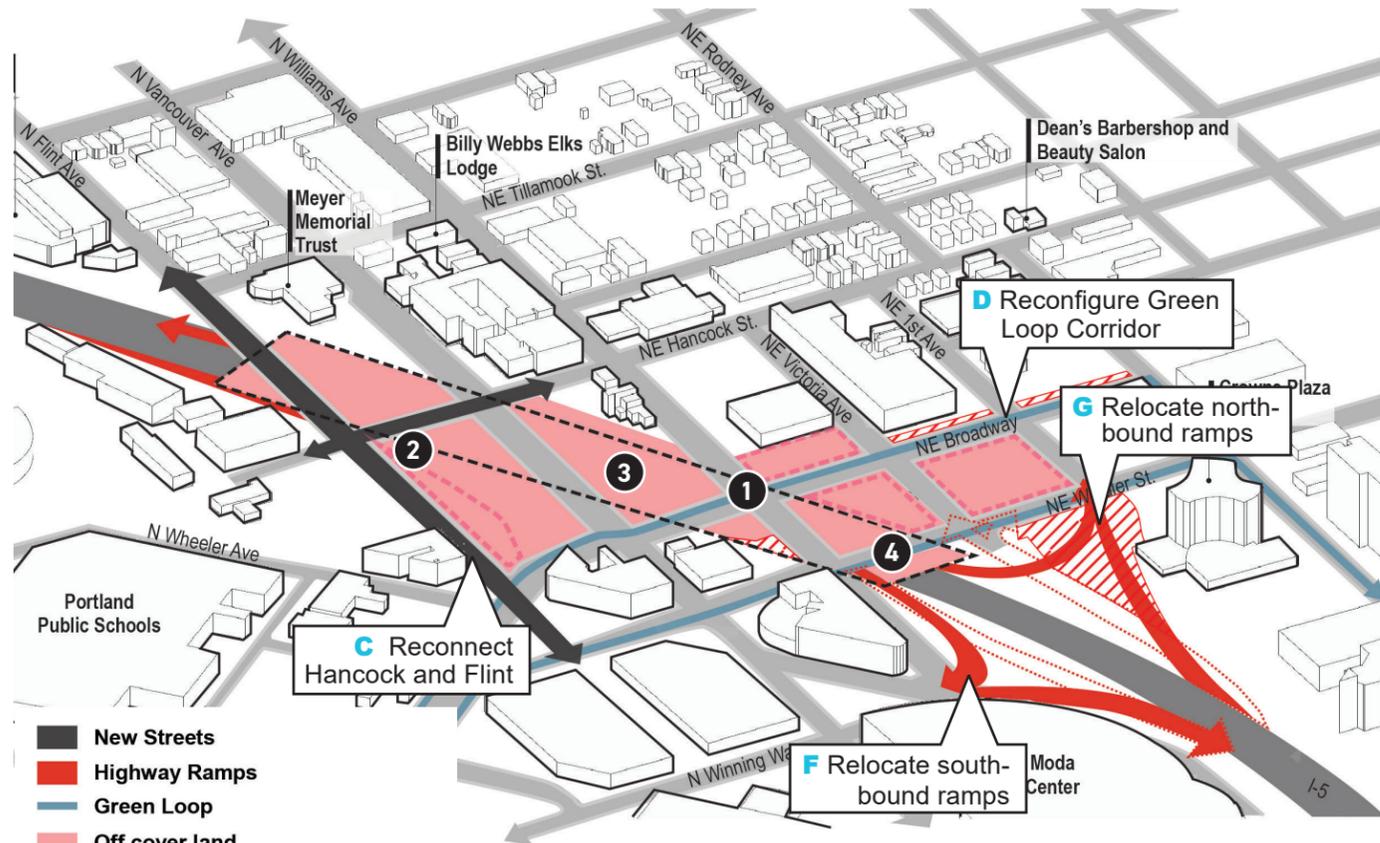


**Development Capacity Overall** (in gross square feet)

# Scenario 5 Restore the Grid

Scenario 5, like Scenario 4, proposes to relocate the southbound and northbound interchange ramps south of Weidler (Element F and Element G). N Flint is reconnected to N Tillamook, and extended south to Weidler (Element C). The cover is extended further north to support Flint, and Hancock is reconnected straight across the highway. These street configurations restore a portion of the historic street grid, creating opportunities for ground-floor active uses.

The Clackamas Overcrossing connection is proposed to be removed, and the Green Loop is reconfigured on Broadway and Weidler (Element D), bringing it through the restored neighborhood and connecting it to other areas of the city.



- New Streets
- Highway Ramps
- Green Loop
- Off cover land
- On cover land
- Private parcels identified in the EA as acquired for non transportation use
- Potential Private Property Impacts

**Performance Assessment:**  
see appendix G for more information on scenario performance

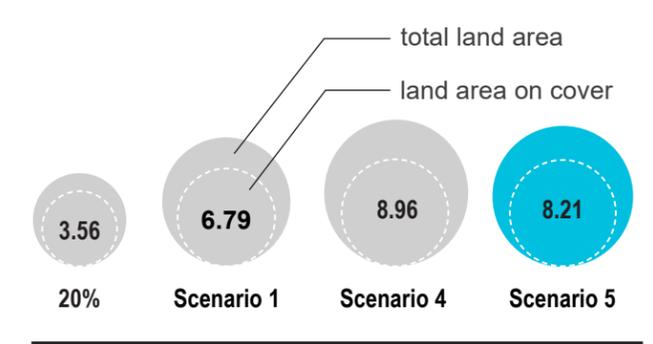


**1** Redesigning roads to prioritize pedestrians and cyclists and increasing connections across the highway cover supports **safety, quality of life, and economic development.**

**2** Scenario 5's **increased street frontages provide the greatest ability to support local businesses.**

**3** **Vibrant community gathering spaces** are distributed across several blocks, can be used by nearby buildings, and support 24-hr, active, daily life.

**4** Building sites buffering the edges of the cover without highway ramps through the center provide this Scenario with **uninterrupted protected space for community development.**



Land Area (in acres)

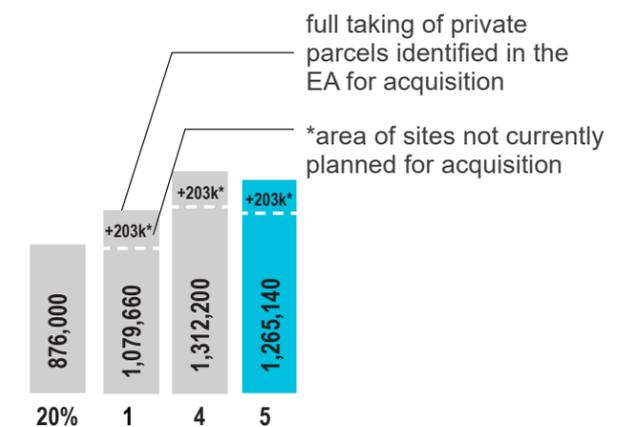
20% Unknown / not currently comparable



Cost



Schedule (in months)



Development Capacity Overall (in gross square feet)

# Hybrid Comparison

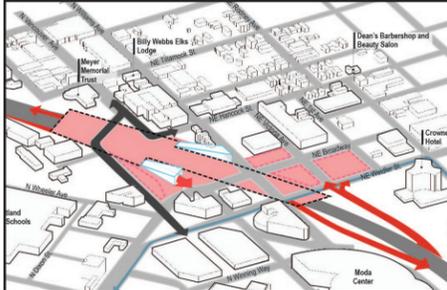
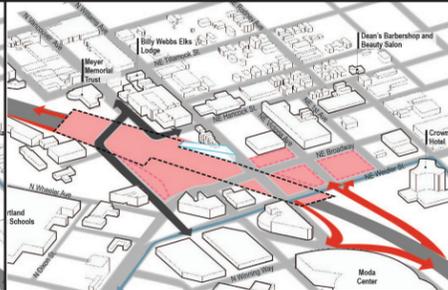
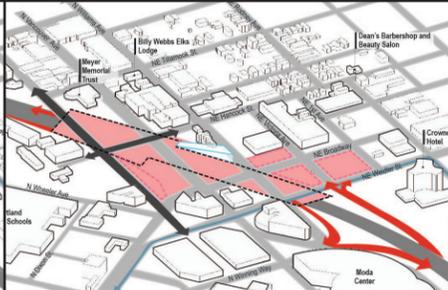
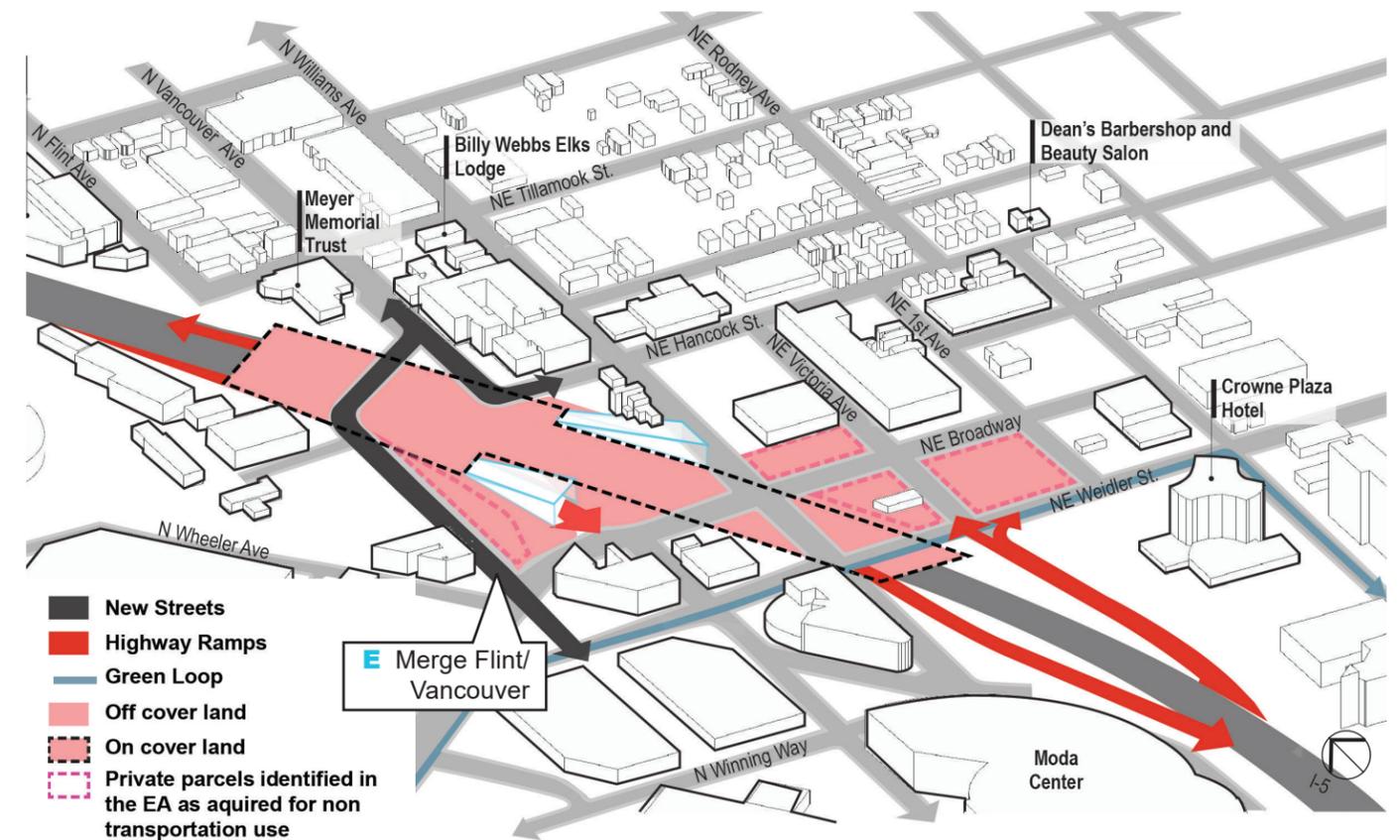
HYBRID 1	HYBRID 2	HYBRID 3
		
<p><b>LAND</b></p> <ul style="list-style-type: none"> <li>Creates more land on cover compared to Scenario 1.</li> </ul> <p><b>Total Land: 7.81 acres</b> <b>Development Capacity: 1,179,000 gsf</b></p>	<p><b>LAND</b></p> <ul style="list-style-type: none"> <li>Creates the most land on cover, and large flexible development parcel compared to Hybrids 1 and 3.</li> </ul> <p><b>Total Land: 8.54 acres</b> <b>Development Capacity: 1,262,000 gsf</b></p>	<p><b>LAND</b></p> <ul style="list-style-type: none"> <li>Creates more land than Hybrid 1, and more active streets for development compared to Hybrids 1 and 2.</li> </ul> <p><b>Total Land: 7.97 acres</b> <b>Development Capacity: 1,176,000 gsf</b></p>
<p><b>STREETS</b></p> <ul style="list-style-type: none"> <li>Less conflict at southbound off-ramp with the removal of Vancouver on the cover.</li> <li>Streets around new development are less pedestrian and business-friendly when they hold I-5 traffic from ramps.</li> </ul>	<p><b>STREETS</b></p> <ul style="list-style-type: none"> <li>Streets around new development are more pedestrian and business-friendly with less I-5 traffic.</li> </ul>	<p><b>STREETS</b></p> <ul style="list-style-type: none"> <li>Streets around new development are more pedestrian and business-friendly with less I-5 traffic.</li> <li>More street frontage with ground-floor active use than Hybrids 1 and 2.</li> </ul>
<p><b>TRANSIT</b></p> <p>Not Studied.</p>	<p><b>TRANSIT</b></p> <p>Not Studied.</p>	<p><b>TRANSIT</b></p> <p>Not Studied.</p>
<p><b>SCHEDULE</b></p> <ul style="list-style-type: none"> <li>Delay: Low to moderate, likely 16 months, more complex process with slightly more risk to completion.</li> </ul>	<p><b>SCHEDULE</b></p> <ul style="list-style-type: none"> <li>Delay: Low to moderate, likely 16 months, more complex process with slightly more risk to completion.</li> </ul>	<p><b>SCHEDULE</b></p> <ul style="list-style-type: none"> <li>Delay: Low to moderate, likely 16 months, more complex process with slightly more risk to completion.</li> </ul>
<p><b>COST ESTIMATE</b></p> <p>Not Studied.</p>	<p><b>COST ESTIMATE</b></p> <p>Not Studied.</p>	<p><b>COST ESTIMATE</b></p> <p>Not Studied.</p>
<p><b>COMMUNITY FEEDBACK</b></p> <ul style="list-style-type: none"> <li>Historic Albina community workshop attendees: Ranked <b>lowest</b></li> <li>ESC members: Ranked <b>highest</b> (3.1)</li> <li>HAAB members: Ranked <b>second highest</b> (1.9)</li> <li>Online Open House participants: survey data inconclusive</li> </ul>	<p><b>COMMUNITY FEEDBACK</b></p> <ul style="list-style-type: none"> <li>Historic Albina community workshop attendees: Ranked <b>second highest</b></li> <li>ESC members: Ranked <b>lowest</b> (2.3)</li> <li>HAAB members: Ranked <b>highest</b> (2.4)</li> <li>Online Open House participants: survey data inconclusive</li> </ul>	<p><b>COMMUNITY FEEDBACK</b></p> <ul style="list-style-type: none"> <li>Historic Albina community workshop attendees: Ranked <b>highest</b></li> <li>ESC members: Ranked <b>second highest</b> (2.4)</li> <li>HAAB members: Ranked <b>lowest</b> (1.3)</li> <li>Online Open House participants: survey data inconclusive</li> </ul>

Table 2: Hybrid Comparisons

See Appendix M: Facilitation Needs Assessment Report, for detailed Work Session summaries

## Hybrid 1

Hybrid 1 replaces the Flint and Hancock connection (Element C) with the Flint and Vancouver merge (Element E), to open more developable land on the cover. This improves the traffic conflict at the southbound off-ramp terminal and Broadway, and creates better pedestrian crossings at this intersection. Southbound transit movements on Vancouver would experience a delay due to the reconfiguration of N Vancouver Avenue.



**LAND**

- Creates more land than Scenario 1
- Total Land: 7.81 acres**  
On-cover: 4.86 acres  
Off-cover: 2.94 acres
- Development Capacity: 1,179,000 gsf**

**SCHEDULE**

- Delay: Low, likely approved with limited EA reevaluation, least risk

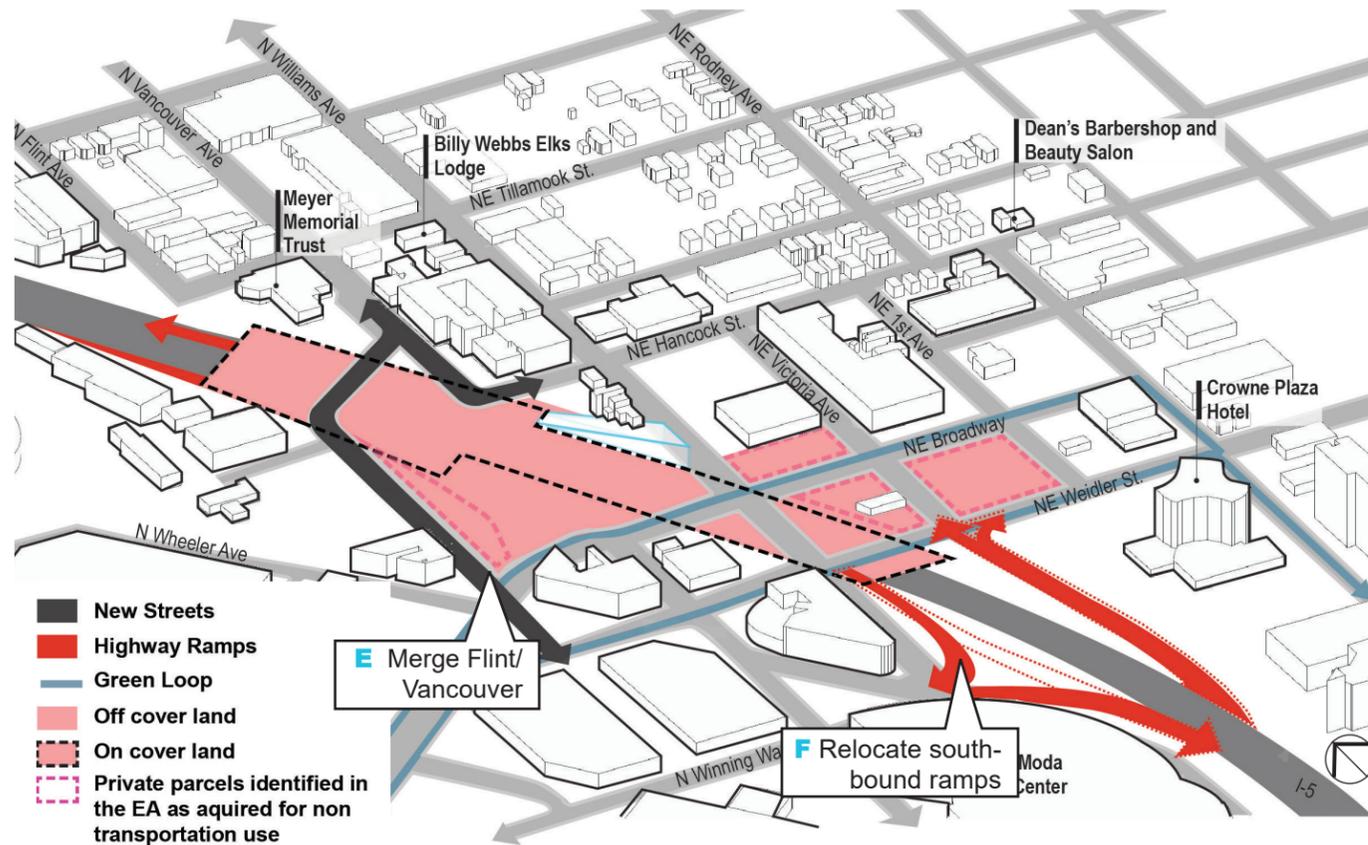
**COST ESTIMATE:**  
Not studied.

**TRANSIT**

- Not studied.

# Hybrid 2

Hybrid 2 also replaces the Flint and Hancock connection (Element C) with the Flint and Vancouver merge (Element E), similar to Scenario 4. In addition, this Hybrid proposes moving only the southbound off-ramp to the south, and keeping the existing southbound on-ramp in its existing location. This removes the traffic conflict where the southbound off-ramp was, and creates a better pedestrian experience along Broadway. Removing both N Vancouver and the southbound off-ramp, opens up a large flexible development parcel on and around the cover. Southbound transit movements on Vancouver would experience a delay due to the reconfiguration of N Vancouver Avenue.



### LAND

- Creates most land on cover compared to Hybrid 1 and 3.
- Streets around new development are more pedestrian and business-friendly with less I-5 traffic
- **Total Land: 8.54 acres**  
On-cover: 4.43 acres  
Off-cover: 4.11 acres
- Development Capacity: 1,262,000 gsf

### TRANSIT

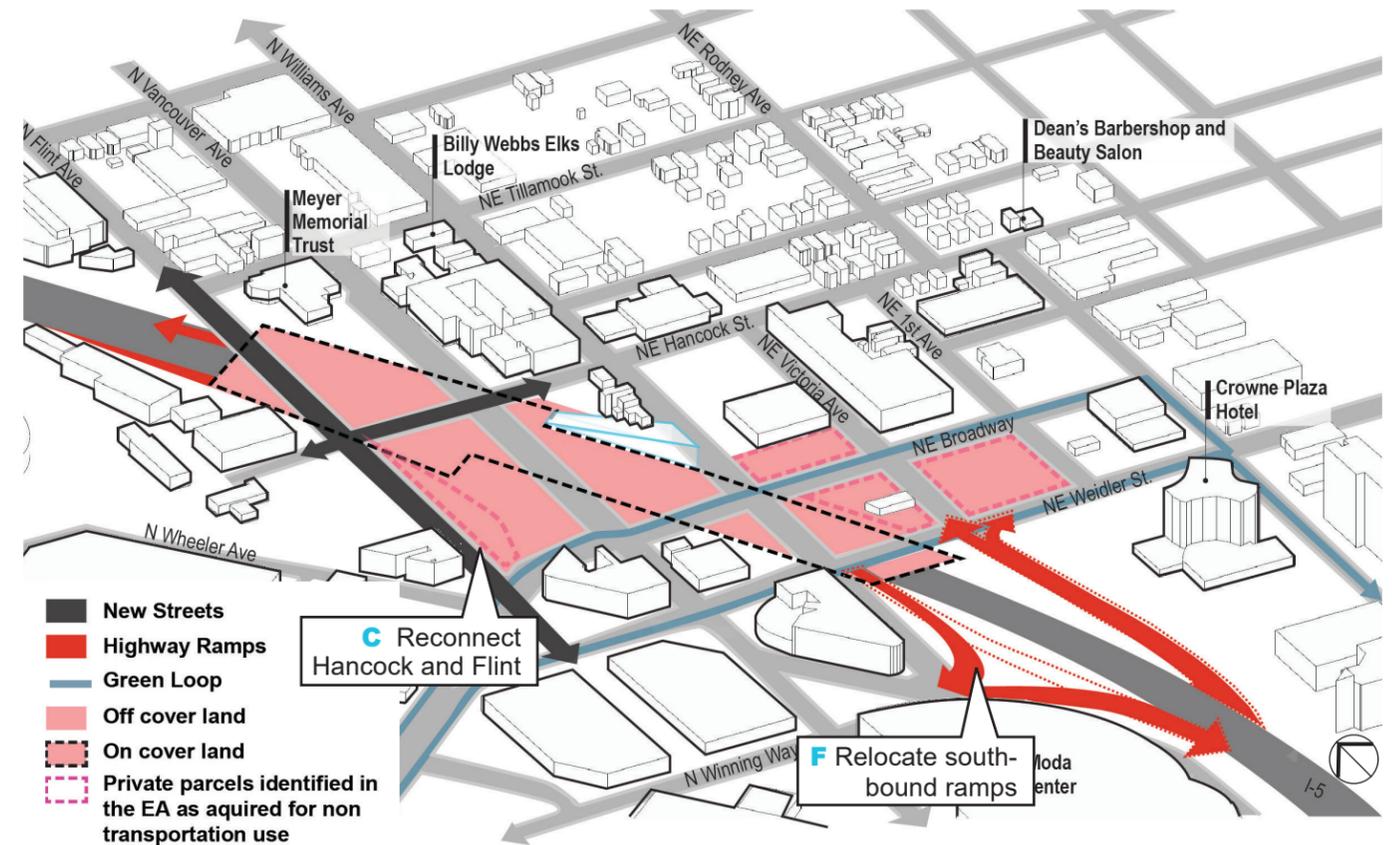
- Not studied.

### SCHEDULE

- Delay: Low to moderate, likely 6-18 months, more complex process with slightly more risk to completion

# Hybrid 3

Hybrid 3 restores the Flint and Hancock connection (Element C). Similar to Hybrid 2 the southbound off-ramp is moved to the south, and the southbound on-ramp remains in its existing location (Element F). This Hybrid improves intersections for pedestrians and active-use building frontages along the restored streets: Flint and Hancock, and Vancouver and Broadway. Transit is likely not as impacted as in Hybrids 1 and 2.



### LAND

- Streets around new development are more pedestrian and business-friendly with less I-5 traffic.
- More street frontage with ground-floor active use than Hybrids 1 and 2
- **Total Land: 7.97 acres**  
On-cover: 4.11 acres  
Off-cover: 3.47 acres
- Development Capacity: 1,176,000 gsf

### TRANSIT

- Not studied.

### SCHEDULE

- Delay: Low to moderate, likely 6-18 months, more complex process with slightly more risk to completion

# Considerations and Additional Information

## LAND

The major factor impacting development potential off the highway cover is the number of privately owned sites that are acquired as part of the project. ODOT has a narrow pathway to purchase land with funding that is specifically dedicated for transportation investments. The EA assessed the lands the RQIP would purchase or lease as required for non-transportation uses such as RQIP construction staging. Currently, the amended 20% design would not require the purchase or lease of all the lands that were studied in the EA.

Working with other government or nonprofit entities, it is possible to convey land owned by ODOT after construction to another public or community organization; ODOT must dispose of these lands according to federal and state guidelines. The process to convey these lands could be determined in the future with the governing entity of the highway covers representing the Black Historic Albina community. These private sites provide valuable development opportunities as they are on solid ground and can support larger buildings than the highway cover.

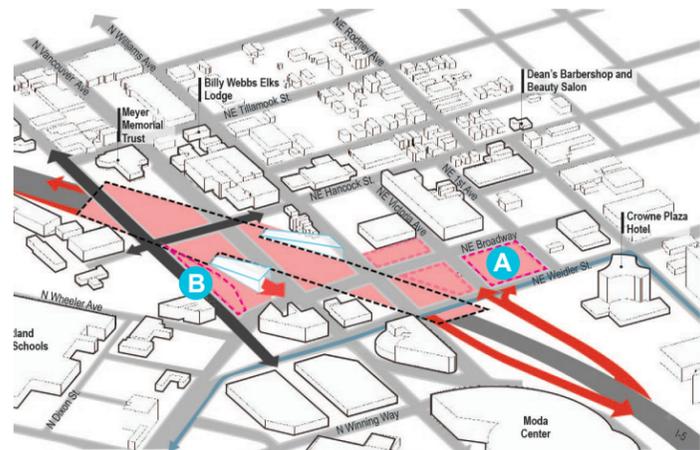


Figure 16: Property acquisition potential

Private sites cleared in the EA for acquisition are the same in all development scenarios and are shown in the diagram at left in pink.

Scenario 1 provides a greater amount of land to the community off the covers, on solid ground, than the amended 20% design because two private parcels are included in Scenario 1. Both were included in the 20% design and EA (15% design); one has been removed from the current RQIP design (amended 20%), and one is only for temporary construction staging. The first, labeled A, has frontages on Broadway, Weidler, Victoria, and 1<sup>st</sup> Avenue and could be an asset for the Black Historic Albina community as Broadway transitions from an auto-dominated street to an active pedestrian entry to the revitalized neighborhood.

The private parcel labeled B between N Flint Avenue and the southbound off-ramp is not currently included in the RQIP design, and the ICA team is including it in all scenario's development area. It is the understanding of the ICA team that this site was removed from consideration for acquisition because there are no longer site improvements in that area and it is therefore no longer needed. There is also a desire to preserve Grandma's Place Early Learning Center. Including this parcel in the future redevelopment potential is crucial in providing high-quality development sites. This includes parcel shape and size, and the ability to redevelop along N Flint Avenue consistent with the Community Vision and Neighborhood Framework.

## PROPERTY IMPACTS

Scenarios 4 and 5 have property impacts that go beyond the API. Some are known impacts, and others need to be studied further.

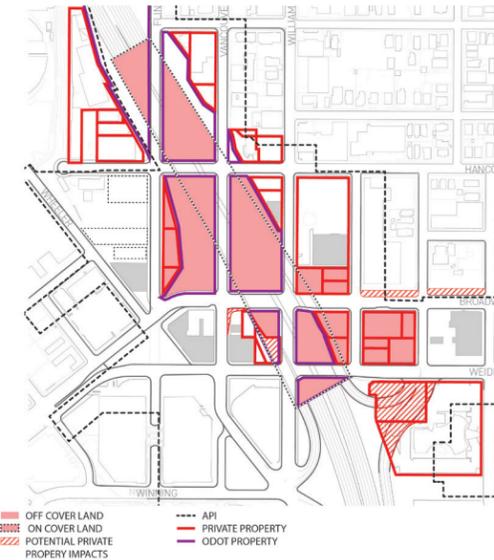


Figure 17: Property impacts - Scenario 5

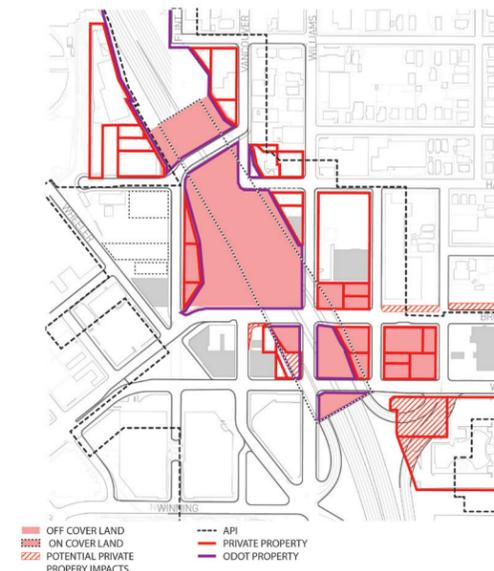


Figure 18: Property impacts - Scenario 4

## BLOCKS

Block shape, size and street frontages are differentiators in the quality and function of a neighborhood to create economic opportunities. See active frontage diagrams on pages 48-49.

## HIGHWAY RAMP COVERS

The current location of the highway ramps along new development parcels display how highway ramp tunnels are a benefit. See Appendix I: Cost and Constructability.

## STREETS

N Flint Avenue remains in Scenario 1 to provide a north-south connection across I-5 (it is removed in the RQIP 20% design). It is also crucial in keeping the street grid network intact. The ICA team recommends keeping N Flint Avenue to provide continuity between the N/NE community, including Harriet Tubman Middle School (east of I-5) and the revitalized community on N Flint (west of I-5). This will provide access to and through the neighborhood on a community and pedestrian-oriented pathway. See Appendix I: Cost and Constructability Section 2.3.1.

## ENVIRONMENTAL ASSESSMENT CONSIDERATIONS

Scenario Elements are considered in further analysis through the Environmental Review. See Appendix H: Environmental Assessment Pathway.

## ADDITIONAL INFORMATION

See Appendix B: Conceptual Design Assumptions for an updated list of design assumptions underlying the Conceptual Design Scenarios. Recommendations for managing air quality for the highway covers are also included in this section.

Assessments of how well these scenarios achieve community goals are provided in Appendix G: Development Assessment Framework Evaluation.

For a complete list of relevant Central City 2035 Policies, see Tables 3-5 on the following pages.

## ACTIVE STREET FRONTAGE

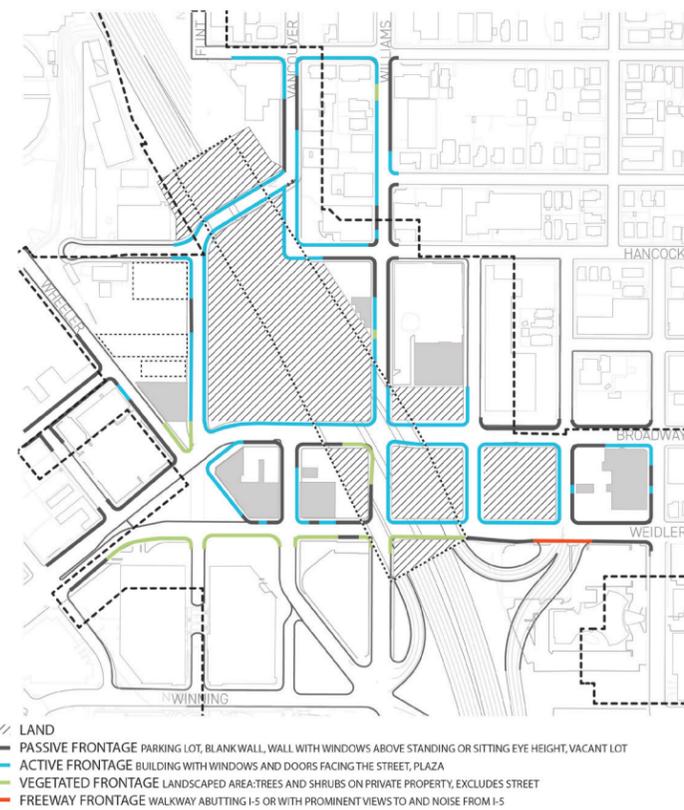
There is a need to increase the number and frequency of blocks with active frontages that support the community vision for development on the highway cover. How building frontages along blocks connect with other areas nearby will determine the degree they are used and how they make a place that is active and vital. Active frontages along buildings faces contribute to the use and activity of the street. The building edge facing the sidewalk must have a percentage of its storefront length with a glass enclosed space occupied by an active use. Active uses are defined as a retail, commercial or other service that requires direct access from the sidewalk.

These frontages may also be residential stoops leading to a building's individual units. The adjacent sidewalks must have adequate width to accommodate outdoor activities in front of these active building frontages. The building frontage and the sidewalk are designed together to provide community spaces along sidewalks, at building corners and at street intersections.



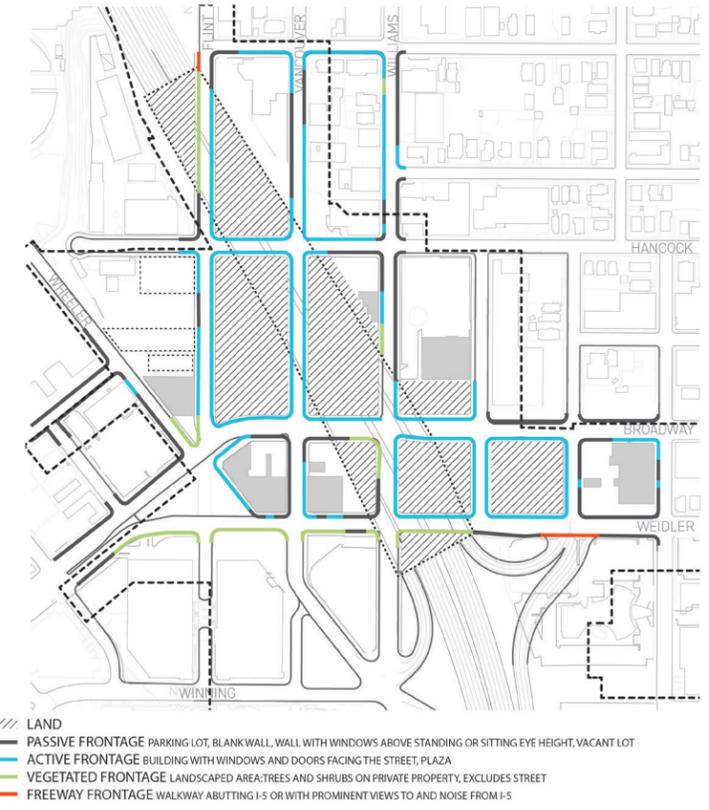
### Scenario 1

It has a restored grid of streets with new locations for active building frontages. The ramp terminals on the north side of Broadway interrupt the building frontages and reduce its capacity to be a useable and welcoming space.



### Scenario 4

It provides a ring of active frontages around a central development site. The pedestrian and bike circulation could be arranged in a grid pattern of pathways across the parcel. Along those connections, buildings could support additional active frontage.



### Scenario 5

It has a restored grid of streets with new locations for active building frontages. All the ramp terminals are moved south of Weidler, the building frontages along Broadway are made continuous and provide the best opportunity for building active corners on Flint, Vancouver and Williams.

HOUSING AND NEIGHBORHOODS		TRANSPORTATION
<b>OVERALL POLICIES</b>	<i>overall policies continued....</i>	<b>OVERALL POLICIES</b>
<p><b>POLICY 2.1 Complete neighborhoods.</b> Ensure Central City neighborhoods have access to essential public services, including parks, open space and recreation opportunities, senior centers community centers and spaces, family serving amenities such as public schools, urban canopy, grocery stores and other neighborhood-serving retail and commercial services that support sustainable and diverse community structure.</p> <p><b>POLICY 2.2 Promote healthy active living.</b> Design Central City neighborhoods to support physically and socially active healthy lifestyles for all people through the inclusion of plazas, parks, open spaces, and recreation opportunities, a safe and inviting public realm, access to healthy food and active transportation and the density of development needed to support these economically.</p> <p><b>POLICY 2.7 Reconnecting neighborhoods across infrastructure.</b> Develop and implement strategies to lessen the impact of freeways and other transportation systems on neighborhood continuity including capping, burying or other innovative approaches.</p> <p><b>POLICY 2.8 Family-compatible housing.</b> Encourage the development of housing projects and units that are compatible with the needs of families with children.</p> <p><b>POLICY 2.9 Family supportive services.</b> Provide and create access to public schools, parks, daycare facilities, playgrounds, community centers, libraries, and other essential services needed to sustain families in the Central City.</p> <p><b>POLICY 2.11 Housing diversity.</b> Create attractive, dense, high-quality affordable housing throughout the Central City that accommodates a broad range of needs, preferences, and financial capability in terms of different types, tenures, sizes, costs and locations. Support new housing opportunities for students, families and older adults.</p>	<p><b>POLICY 2.12 Housing affordability.</b> Encourage the preservation and production of affordable housing to take advantage of the Central City's unique concentration of active transportation access, jobs, open spaces, and supportive services and amenities.</p> <p style="text-align: center;"><b>LOWER ALBINA</b></p> <p><b>POLICY 2.LD-1 Complete neighborhoods.</b> Improve access to parks and open space, and encourage development of grocery stores, neighborhood businesses, daycares and schools.</p> <p><b>POLICY 2.LD-2 Successful neighborhood business districts.</b> Expand local main street business areas within the Lloyd and in adjacent neighborhoods. Cluster a diverse mix of neighborhood scale businesses within the NE Broadway Business District and on new district retail/commercial streets as a means of concentrating activity and promoting successful retail areas.</p> <p><b>POLICY 2.LD-3 Community building.</b> Encourage public spaces, public art and activities that celebrate the history of the district and that help build a community in the Lloyd and with surrounding neighborhood.</p> <p style="text-align: center;"><b>LLOYD</b></p> <p><b>POLICY 2.LD-1 Complete neighborhoods.</b> Improve access to parks and open space, and encourage development of grocery stores, neighborhood businesses, daycares and schools.</p> <p><b>POLICY 2.LD-2 Successful neighborhood business districts.</b> Expand local main street business areas within the Lloyd and in adjacent neighborhoods. Cluster a diverse mix of neighborhood scale businesses within the NE Broadway Business District and on new district retail/commercial streets as a means of concentrating activity and promoting successful retail areas.</p> <p><b>POLICY 2.LD-3 Community building.</b> Encourage public spaces, public art and activities that celebrate the history of the district and that help build a community in the Lloyd and with surrounding neighborhood.</p>	<p><b>POLICY 3.5 Regional multimodal access.</b> Work with the Oregon Department of Transportation on improvements to 1-405, 1-5 and US Highway 26 to enhance regional access to the Central City. Minimize through traffic on Central City streets, improve pedestrian and bicycle connectivity across freeways and create opportunities for capping freeways to lessen the barrier effect of the freeway and open new areas for potential development and/or parks, open space, and recreational opportunities.</p> <p><b>POLICY 3.7 Street diversity.</b> Differentiate the character of key streets to offer a diversity of urban experiences and connections, reflect the character of unique districts and expand open space and recreation functions in the right-of-way where possible.</p> <p><b>POLICY 3.8 Streetscape.</b> Improve the street environment and pedestrian experience by providing urban greenery and community uses of the right-of-way and by integrating high-density uses.</p> <p style="text-align: center;"><b>LOWER ALBINA</b></p> <p><b>POLICY 3.5 Regional multimodal access.</b> Work with the Oregon Department of Transportation on improvements to 1-405, 1-5 and US Highway 26 to enhance regional access to the Central City. Minimize through traffic on Central City streets, improve pedestrian and bicycle connectivity across freeways and create opportunities for capping freeways to lessen the barrier effect of the freeway and open new areas for potential development and/or parks, open space, and recreational opportunities.</p> <p><b>POLICY 3.7 Street diversity.</b> Differentiate the character of key streets to offer a diversity of urban experiences and connections, reflect the character of unique districts and expand open space and recreation functions in the right-of-way where possible.</p> <p><b>POLICY 3.8 Streetscape.</b> Improve the street environment and pedestrian experience by providing urban greenery and community uses of the right-of-way and by integrating high-density uses.</p>

Table 3: Relevant CC2035 Policies

<p>and community uses of the right-of-way and by integrating high-density uses.</p> <p><b>POLICY 3.11 Transit.</b> Continue to strengthen the regional role of transit in the Central City. Support increased frequency, span-of-service, reliability and safety, as well as expansion of the rail, bus and streetcar systems. Explore river transit opportunities. Facilitate safe, pleasant and efficient access and transfer opportunities for transit riders via a clear, intuitive and convenient transit network that consolidates fragmented routes and provides high standards of transit amenities.</p> <p style="text-align: center;"><b>LLOYD</b></p> <p><b>POLICY 3.LD-1 Optimized street network.</b> Increase the number of connections across barriers within and to the district, including major arterials, large blocks, freeways, rail lines, and natural features, and with adjacent neighborhoods.</p> <p><b>POLICY 3.LD-2 Rose Quarter and regional attractions.</b> Provide access and circulation to and from the Lloyd that attracts and supports regional development, shopping and tourism. Promote the use of walking, bicycling and transit to access the area, including light rail, streetcar, bus, and a potential water taxi service.</p>	<p>City and locate key attractions, businesses, institutions, the riverfront and other destinations in a safe, intuitive and enjoyable manner.</p> <p><b>POLICY 5.10 Street hierarchy and development character.</b> Establish a more intentional street hierarchy with a greater diversity of street characters, distinguishing three main types: retail/commercial, boulevard and flexible.</p> <p><b>POLICY 5.12 "Green Loop" concept.</b> Create a "Green Loop" that connects east and west side neighborhoods to open spaces and the Willamette River, with high quality bicycle accommodations, tree canopy, innovative, park-like pedestrian environments, and wildlife habitat connections. Enhance connections to the "Green Loop" alignment on key corridors throughout the Central City to improve access, create activity nodes and support neighborhood attractions and economic development.</p> <p><b>POLICY 5.14 Streetcar lines.</b> Require active uses near Portland Streetcar stations and limit auto-oriented development.</p> <p><b>POLICY 5.16 Signature open spaces.</b> Enhance the Central City's iconic interconnected system of parks, trails, and natural areas by offering a wide range of social, recreational, contemplative, respite and ecological functions to serve an increasingly diverse population of residents, workers and visitors.</p> <p><b>POLICY 5.17 Open space network.</b> Beyond signature open spaces, acquire new parks and open spaces and expand opportunities in existing parks and open spaces to meet the needs of Central City residents, workers and visitors for both passive and active recreation, especially in areas zoned for high density, mixed use development. Enhance the network by improving connections among parks, open spaces, and the riverfront. Encourage the provision of publicly accessible private plazas and pocket parks with new development.</p> <p><b>POLICY 5.18 Rehabilitation and reuse.</b> Encourage the use, preservation, and rehabilitation of historic buildings</p>	<p><b>POLICY 5.19 Historic resources and districts.</b> Enhance the identity of historically, culturally and architecturally significant buildings and places, while promoting contextually-sensitive infill development on vacant and surface parking lots.</p> <p style="text-align: center;"><b>LOWER ALBINA</b></p> <p><b>POLICY 5.LA-4 Historic resources and districts.</b> Encourage the preservation, rehabilitation and celebration of historic structures in Lower Albina, including those in the Russell Street Conservation District and culturally significant African-American resources identified in the Cornerstones of Community Inventory.</p> <p style="text-align: center;"><b>LLOYD</b></p> <p><b>POLICY 5.LD-1 Diverse and distinctive urban places.</b> Foster more intense development in the Central Lloyd area and Rose Quarter while strengthening the distinct character of the existing Lloyd subareas.</p> <p><b>POLICY 5.LD-2 Connectivity through large blocks.</b> Take advantage of the unique opportunity for dense, large site development made possible by the large blocks found in the Lloyd. Integrate this development into the surrounding blocks through well designed internal green spaces and pedestrian connections.</p> <p><b>POLICY 5.LD-3 Pedestrian-oriented development.</b> Discourage new automobile-oriented uses and encourage the eventual redevelopment of large surface parking lots with development that is oriented to the street and enhances the pedestrian environment.</p> <p><b>POLICY 5.LD-4 Street hierarchy and development character.</b> Support the retail/commercial character of NE Broadway, MLK and Grand; the boulevard character of NE Weidler, Interstate Avenue, NE Lloyd and NE 15<sup>th</sup>; and the flexible character of NE Clackamas, NE 2<sup>nd</sup>, 6<sup>th</sup> and 12<sup>th</sup>.</p>
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Table 4: Relevant CC2035 Policies

<p><i>Lloyd District continued...</i></p> <p><b>POLICY 5.LD-5 Open space network.</b>          Develop a signature sequence of open spaces, linked through a pedestrian wayfinding system that serves the Central Lloyd area, becomes a primary organizing structure for new development, and offers a diversity of character, experiences, and recreational functions for district residents, workers and visitors.</p>
<p><b>HEALTH AND ENVIRONMENT</b></p>
<p><b>OVERALL POLICIES</b></p>
<p><b>POLICY 6.6 Human health.</b> Encourage the use of active modes of transportation by creating and enhancing a network of bike and pedestrian facilities that provide access to services and destinations including natural areas. Improve access for all people to locally grown and healthy foods. Encourage the use of building construction methods, materials, products and best practices in lighting design that do not have harmful effects on human health and the environment. Encourage social health by fostering community in a hospitable public realm.</p>
<p><b>LLOYD DISTRICT</b></p>
<p><b>POLICY 6.LD-1 Sustainable district.</b>          Promote innovation and leadership in the Lloyd in the areas of sustainable and restorative development, energy efficiency, water conservation, waste reduction and climate adaptation. Support partnerships that facilitate district-wide strategies. community in a hospitable public realm.</p>

Table 5: Relevant CC2035 Policies