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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.

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.

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.

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.

*“It’s all about land.”*—Community Member
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.

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).

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.

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

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.

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.

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.

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.

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.

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.

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.
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 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.

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.

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 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.

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.

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.

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
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.

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 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 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.

**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.

**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.

**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.

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

Figure 7: Vancouver and Williams one-way couplet.

Figure 8: Broadway and Weidler one-way couplet.

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 2nd Avenue and the Broadway Bridge.
- Allows removal of the Clackamas Overcrossing, if approved by the City of Portland.

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

- Maximize development on the land adjacent to the highway cover.
- Coordinate building development at ground level with outdoor areas.
- Strategically locate and define open spaces, as they relate to built form and streets, in order to establish prominent “addresses” for future development.

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.

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

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

Figure 12: Example of open space on the covers.

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 related 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.

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.

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.
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.

**ELEMENT**

**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**

**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**

**Element C – Reconnect Hancock and 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**

**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:** 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 1st Avenue at between Broadway and Weidler.

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

---

**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:** 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 1st Avenue at between Broadway and Weidler.

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

---

**Appendix A: Conceptual Design Scenarios**

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*Consideration:* Partially impacts the sites north of Broadway between NE 2nd Avenue and NE Victoria Avenue by approximately 8 to 12 feet.
### 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 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. Flint is also reestablished to replace the original Hancock to Dixon and updates the Hancock Street connection two covers into a single continuous cover two modifications to the EA: it modifies the base in evaluating the scenarios.

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.

See Appendix G: Development Assessment Framework Evaluation.

---

### Table 1: Scenario Comparisons

<table>
<thead>
<tr>
<th>Scenario</th>
<th>LAND</th>
<th>STREETS</th>
<th>TRANSIT</th>
<th>TRANSPORT</th>
<th>COST ESTIMATE</th>
<th>SCHEDULE</th>
<th>WORK SESSION 3 FEEDBACK</th>
</tr>
</thead>
<tbody>
<tr>
<td>SCENARIO 1</td>
<td>• Creates more development area than the amended 20% design, and has smaller and less contiguous parcels than 4 and 5.</td>
<td>• More active streets for development compared to the EA and the amended 20% design.</td>
<td>• Westbound: Significant in delay</td>
<td>• Development Capacity: 1,312,200 gsf</td>
<td>• Total Land: 6.79 acres</td>
<td>• Delay: Low, 6 months, likely approved with limited EA reevaluation, least risk.</td>
<td>• Historic Albina community workshop attendees: Ranked second highest (3.4 average)</td>
</tr>
<tr>
<td>SCENARIO 4</td>
<td>• Creates the greatest amount of land and a large flexible development parcel.</td>
<td>• Streets around new development are more pedestrian and business-friendly with less I-5 traffic.</td>
<td>• Southbound: Some increase in delay</td>
<td>• Development Capacity: 1,265,140 gsf</td>
<td>• Total Land: 8.96 acres</td>
<td>• Delay: Moderate to high, likely 24 months, most complex process with more risk to completion.</td>
<td>• Historic Albina community workshop attendees: Ranked second highest (2.7)</td>
</tr>
<tr>
<td>SCENARIO 5</td>
<td>• Creates more land than Scenario 1</td>
<td>• Streets around new development are more pedestrian and business-friendly with less I-5 traffic.</td>
<td>• Southbound: Some increase in delay</td>
<td>• Development Capacity: 1,265,140 gsf</td>
<td>• Total Land: 8.21 acres</td>
<td>• Delay: Moderate to high, likely 24 months, most complex process with more risk to completion.</td>
<td>• Historic Albina community workshop attendees: Ranked second highest (2.6)</td>
</tr>
</tbody>
</table>

---

1. 36 community members participated
2. 7 ESC members participated
3. 9 HAAB members participated
4. 107 participated in the scenarios survey

Table 1: Scenario Comparisons

---

The EA covers 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. Flint is also reestablished to replace the original Hancock to Dixon and updates the Hancock Street connection two covers into a single continuous cover two modifications to the EA: it modifies the base in evaluating the scenarios.

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

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.
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 realignment 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.

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

<table>
<thead>
<tr>
<th>Community Wealth</th>
<th>Community Health</th>
<th>Community Cohesion</th>
<th>Community Mobility</th>
</tr>
</thead>
<tbody>
<tr>
<td>![Icon]</td>
<td>![Icon]</td>
<td>![Icon]</td>
<td>![Icon]</td>
</tr>
</tbody>
</table>

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.

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

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

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

Appendix A: Conceptual Design Scenarios

<table>
<thead>
<tr>
<th>Land Area (in acres)</th>
</tr>
</thead>
<tbody>
<tr>
<td>20% Scenario 1 6.79</td>
</tr>
<tr>
<td>20% Scenario 4 8.96</td>
</tr>
<tr>
<td>20% Scenario 5 8.21</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Development Capacity Overall (in gross square feet)</th>
</tr>
</thead>
<tbody>
<tr>
<td>20% Scenario 1 876,000</td>
</tr>
<tr>
<td>20% Scenario 4 1,079,660</td>
</tr>
<tr>
<td>20% Scenario 5 1,312,200</td>
</tr>
<tr>
<td>20% Scenario 1 +203k*</td>
</tr>
<tr>
<td>20% Scenario 4 +203k*</td>
</tr>
<tr>
<td>20% Scenario 5 +203k*</td>
</tr>
</tbody>
</table>

Cost:
Unknown / not currently comparable
1 $819M - $916m + $172-201m (5 stories)
4 $822M - $919m + $172-201m (5 stories)
5 $894M - $998m + $172-201m (5 stories)

Schedule (in months):
0 3-5 6 14 16 24

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

- Additional schedule in months:
  - Scenario 1: 3-5
  - Scenario 4: 6
  - Scenario 5: 14, 16

- Full taking of private parcels identified in the EA for acquisition
- Area of sites not currently planned for acquisition

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

- Community Wealth
- Community Health
- Community Cohesion
- Community Mobility
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.

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.

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

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.

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

**Cost**

- Scenario 1: $819M - $919m
- Scenario 4: $822M - $919m
- Scenario 5: $894M - $998m

*area of sites not currently planned for acquisition

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

- Scenario 1: 6,790
- Scenario 4: 8,960
- Scenario 5: 8,210

**Schedule (in months)**

- Scenario 1: 0
- Scenario 4: 3-5
- Scenario 5: 6

**Land Area (in acres)**

- Scenario 1: 6.79
- Scenario 4: 8.96
- Scenario 5: 8.21

**Performance Assessment**

- Community Wealth
- Community Health
- Community Cohesion
- Community Mobility

*see appendix G for more information on scenario performance

**Additional schedule in months:**

- Scenario 1: 0
- Scenario 4: 3-5
- Scenario 5: 6

*full taking of private parcels identified in the EA for acquisition

**Area of sites not currently planned for acquisition**

- Scenario 1: 1,078,860
- Scenario 4: 1,373,208
- Scenario 5: 1,258,410

**Cost**

- Scenario 1: $819M - $919m
- Scenario 4: $822M - $919m
- Scenario 5: $894M - $998m

*area of sites not currently planned for acquisition
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.

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

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

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

Scenario 5’s increased street frontages provide the greatest ability to support local businesses.

Performance Assessment:
- Community Wealth
- Community Health
- Community Cohesion
- Community Mobility

see appendix G for more information on scenario performance

<table>
<thead>
<tr>
<th>Land Area (in acres)</th>
<th>Total area</th>
<th>Land area on cover</th>
</tr>
</thead>
<tbody>
<tr>
<td>Scenario 1</td>
<td>8.96</td>
<td>6.79</td>
</tr>
<tr>
<td>Scenario 4</td>
<td>8.21</td>
<td>3.56</td>
</tr>
<tr>
<td>Scenario 5</td>
<td>8.21</td>
<td>6.79</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Cost</th>
<th>20%</th>
<th>20%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Scenario 1</td>
<td>$894M - $916M</td>
<td>+ $172-201m (5 stories)</td>
</tr>
<tr>
<td>Scenario 4</td>
<td>$822M - $919M</td>
<td>+ $172-201m (5 stories)</td>
</tr>
<tr>
<td>Scenario 5</td>
<td>$822M - $919M</td>
<td>+ $172-201m (5 stories)</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Schedule (in months)</th>
<th>20%</th>
<th>20%</th>
<th>20%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Scenario 1</td>
<td>0</td>
<td>3-5</td>
<td>6</td>
</tr>
<tr>
<td>Scenario 4</td>
<td>14</td>
<td>16</td>
<td>24</td>
</tr>
<tr>
<td>Scenario 5</td>
<td>14</td>
<td>16</td>
<td>24</td>
</tr>
</tbody>
</table>

Development Capacity Overall (in gross square feet)
- 20% $768,000
- 20% $1,075,860
- 20% $2,122,380
- 20% $1,995,480

*area of sites not currently planned for acquisition

full taking of private parcels identified in the EA for acquisition

See appendix G for more information on scenario performance
## Appendix A: Conceptual Design Scenarios

### 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.

<table>
<thead>
<tr>
<th>HYBRID 1</th>
<th>HYBRID 2</th>
<th>HYBRID 3</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>LAND</strong></td>
<td><strong>LAND</strong></td>
<td><strong>LAND</strong></td>
</tr>
<tr>
<td>Creates more land on cover compared to Scenario 1.</td>
<td>Creates the most land on cover, and large flexible development parcel compared to Hybrids 1 and 3.</td>
<td>Creates more land than Hybrid 1, and more active streets for development compared to Hybrids 1 and 2.</td>
</tr>
<tr>
<td>Total Land: 7.81 acres</td>
<td>Total Land: 8.54 acres</td>
<td>Total Land: 7.97 acres</td>
</tr>
<tr>
<td>Development Capacity: 1,179,000 gsf</td>
<td>Development Capacity: 1,262,000 gsf</td>
<td>Development Capacity: 1,176,000 gsf</td>
</tr>
<tr>
<td><strong>STREETS</strong></td>
<td><strong>STREETS</strong></td>
<td><strong>STREETS</strong></td>
</tr>
<tr>
<td>Less conflict at southbound off-ramp with the removal of Vancouver on the cover.</td>
<td>Streets around new development are more pedestrian and business-friendly with less I-5 traffic.</td>
<td>Streets around new development are more pedestrian and business-friendly with less I-5 traffic.</td>
</tr>
<tr>
<td>More street frontage with ground-floor active use than Hybrids 1 and 2.</td>
<td></td>
<td>More street frontage with ground-floor active use than Hybrids 1 and 2.</td>
</tr>
<tr>
<td><strong>TRANSPORTATION</strong></td>
<td><strong>TRANSPORTATION</strong></td>
<td><strong>TRANSPORTATION</strong></td>
</tr>
<tr>
<td><strong>SCHEDULE</strong></td>
<td><strong>SCHEDULE</strong></td>
<td><strong>SCHEDULE</strong></td>
</tr>
<tr>
<td>Delay: Low to moderate, likely 16 months, more complex process with slightly more risk to completion.</td>
<td>Delay: Low to moderate, likely 16 months, more complex process with slightly more risk to completion.</td>
<td>Delay: Low to moderate, likely 16 months, more complex process with slightly more risk to completion.</td>
</tr>
<tr>
<td><strong>COST ESTIMATE</strong></td>
<td><strong>COST ESTIMATE</strong></td>
<td><strong>COST ESTIMATE</strong></td>
</tr>
<tr>
<td><strong>COMMUNITY FEEDBACK</strong></td>
<td><strong>COMMUNITY FEEDBACK</strong></td>
<td><strong>COMMUNITY FEEDBACK</strong></td>
</tr>
<tr>
<td>Historic Albina community workshop attendees: Ranked lowest</td>
<td>Historic Albina community workshop attendees: Ranked second highest</td>
<td>Historic Albina community workshop attendees: Ranked highest</td>
</tr>
<tr>
<td>ESC members: Ranked highest (3.1)</td>
<td>ESC members: Ranked lowest (2.3)</td>
<td>ESC members: Ranked highest (2.1)</td>
</tr>
<tr>
<td>HAAB members: Ranked second highest (1.9)</td>
<td>HAAB members: Ranked highest (2.4)</td>
<td>HAAB members: Ranked lowest (1.3)</td>
</tr>
<tr>
<td>Online Open House participants: survey data inconclusive</td>
<td>Online Open House participants: survey data inconclusive</td>
<td>Online Open House participants: survey data inconclusive</td>
</tr>
</tbody>
</table>

Table 2: Hybrid Comparisons

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

**TRANSIT**
- Not studied.

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

**Total Land:** 8.54 acres
- On-cover: 4.43 acres
- Off-cover: 4.11 acres
- Development Capacity: 1,262,000 gsf

---

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

**TRANSIT**
- Not studied.

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

**Total Land:** 7.97 acres
- On-cover: 4.11 acres
- Off-cover: 3.47 acres
- Development Capacity: 1,176,000 gsf
**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.

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 1st 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.

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

  *Figure 16: Property acquisition potential*  
  *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.
POLICY 2.1 Complete neighborhoods. 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.

POLICY 2.2 Promote healthy active living. 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.

POLICY 2.7 Reconnecting neighborhoods across infrastructure. Develop and implement strategies to lessen the impact of freeways and other transportation systems on neighborhoods continually including capping, burying or other innovative approaches.

POLICY 2.8 Family-compatible housing. Encourage the development of housing projects and properties that are compatible with the needs of families with children.

POLICY 2.9 Family supportive services. Provide and create access to child care, schools, parks, daycare facilities, playgrounds, community centers, libraries, and other essential services to sustain families in the Central City.

POLICY 2.11 Housing diversity. Create attractive, dense, high-quality affordable tenures, sizes, costs and locations. Support new housing opportunities for students, families and older adults.

Table 3: Relevant CC2035 Policies

Table: Relevant CC2035 Policies

POLICY 3.5 Regional multimodal access. Work with the Oregon Department of Transportation on improvements to I-405, I-5 and US Highway 26 to enhance regional access to the Central City. Minimize through traffic and enhance 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.

POLICY 3.7 Street diversity. 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.

POLICY 3.8 Streetscape. Improve the street environment and pedestrian experience by urban greenery and community uses of the right-of-way and by integrating high-density uses.

POLICY 3.11 Transit. Continue to strengthen the regional role of transit in the Central City. Support increased frequency of service, improve reliability and safety, and as well as expansion of the rail, bus and streetcar systems. Explore rail, transit oriented development. Facilitate safe, pleasant and efficient access and transfer opportunities for transit riders via a clear, intuitive and convenient transportation network.

POLICY 3.12 “Green Loop” concept. 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.

POLICY 3.14 Streetcar lines. Require active uses near Portland Streetcar stations and limit auto-oriented development.

POLICY 3.16 Signature open space. Enhance the Central City’s iconic interconnected system of parks, trails, and natural areas by offering a wide range of social, recreational, contemplative, restorative and ecological functions to serve an increasingly diverse population of residents, workers and visitors.

POLICY 3.17 Open space network. 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. Facilitate the park 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.

POLICY 3.18 Rehabilitation and reuse. Encourage the use, preservation, and rehabilitation of historic buildings.

POLICY 3.19 Historic resources and districts. Enhance the identity of historically, culturally and architecturally significant buildings and places, while promoting contextually sensitive infill development on vacant and surface parking lots.

APPENDIX A: Conceptual Design Scenarios

Table 4: Relevant CC2035 Policies
**Lloyd District continued....**

**POLICY 5.LD-5 Open space network.**
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.

**HEALTH AND ENVIRONMENT**

**OVERALL POLICIES**

**POLICY 6.6 Human health.** 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.

**LLOYD DISTRICT**

**POLICY 6.LD-1 Sustainable district.** 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.

Table 5: Relevant CC2035 Policies