

July 21  
2021

CAP Report  
Appendix G //

Development  
Assessment  
Framework  
Evaluation

Task 2.2.2

ODOT EA:  
PE002591000J71

ODOT // I-5 Rose Quarter Improvement Project

# Appendix G //

## DEVELOPMENT ASSESSMENT FRAMEWORK EVALUATION

**INDEPENDENT  
COVER ASSESSMENT**

**I-5 ROSE QUARTER  
IMPROVEMENT PROJECT**

July 21, 2021

Work Session 3 Scenarios

Task 2.2.2 Development Scenarios Evaluation

# Development Scenarios Evaluation

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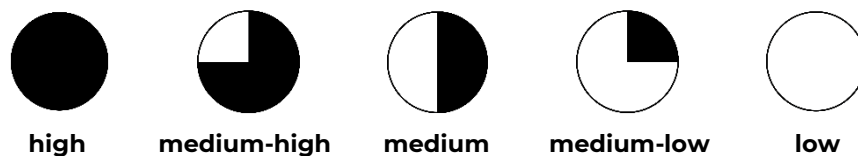
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## How We Assessed Development Scenarios

The Development Assessment Framework (DAF) was developed by the Independent Cover Assessment (ICA) design team to assess how well development scenarios for the I-5 covers meet community goals. The ICA team combined comments from the community in public comments, work sessions, the ESC’s Values and Outcomes document, as well as public agency feedback, relevant plans, and prior design work, to determine these assessment categories: Community Wealth, Community Health, Community Cohesion, and Mobility. The DAF has gone through many iterations throughout the project to respond to community concerns. Previous iterations are described in Appendix D and E.

The following pages assess the design included in the Environmental Assessment, the existing project’s amended 20% design, and Scenarios 1, 4, and 5 produced by the ICA design team. Each assessment begins with an overview page that highlights benefits, challenges, and schedule implications of the scenario, and summarizes the detailed assessments that follow. For detailed information on the Environmental Assessment design, amended 20% design, and Scenarios 1,4 and 5, please see Appendix A: Conceptual Design Report. Please see the following Appendices used to assess design and performance of the configurations analyzed : Appendix B: Conceptual Design Assumptions Summary, Appendix D: Development Assessment Framework Memorandum, Appendix I: Cost and Constructability, Appendix J: Draft Surface Street and Circulation, Appendix K: Project Governance and Finance.

The ICA team uses “Harvey Balls” to summarize our assessments of how well each scenario achieves community goals.

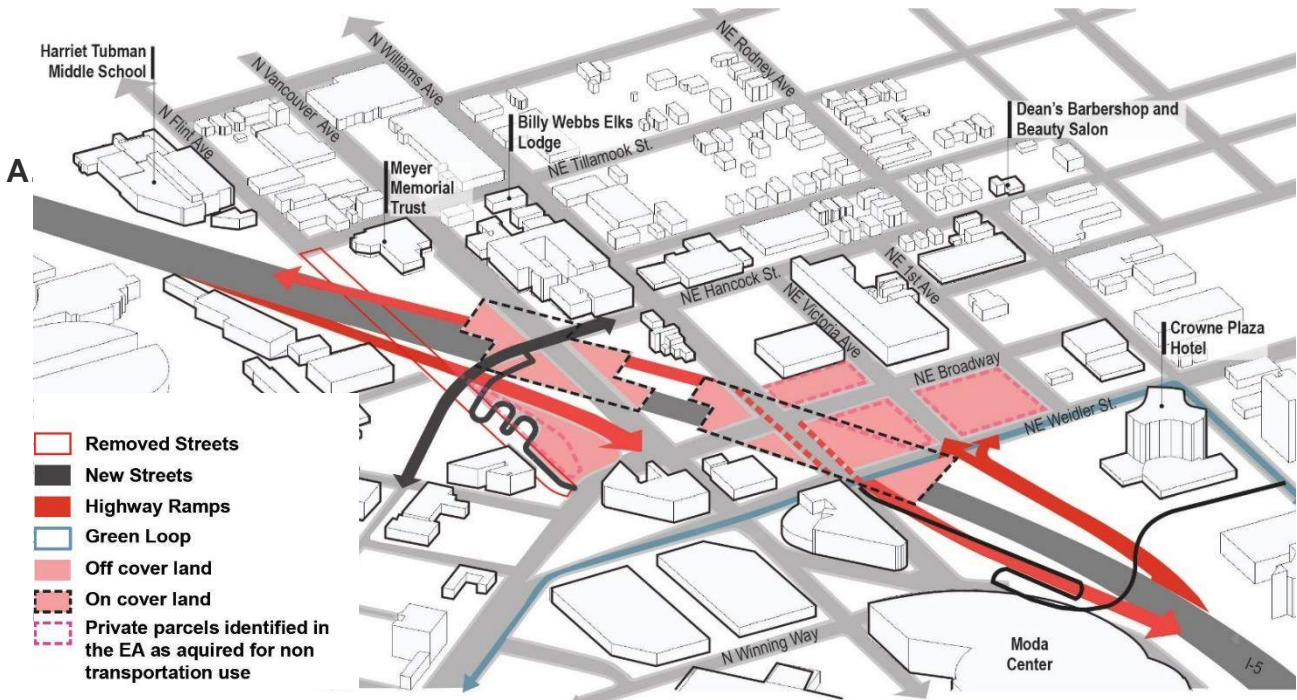


A fully filled circle indicates high performance, a half-filled circle indicates medium performance, and an empty circle indicates low performance. Quarter-circles indicate when the average of a scenario’s assessments lands between medium and high or low performance. The ICA team established the relative weighting of Harvey Balls by taking the average of each category’s assessments with equal weight. For example, a scenario that has two medium assessments and three high assessments in a given category receives a circle that is three-quarters filled. Determinations of high, medium, and low are made by subject area experts on the ICA team by comparing the scenario’s performance against ODOT’s Environmental Assessment design.

The ICA team provides these summaries of our professional judgement for consideration by the community with the expectation that individual reviewers will reach different conclusions, weight some assessments as more important than others, and form their own unique opinion of which scenario best meets community goals. The ultimate intent of the development assessment framework is to aid public engagement and decision-making by providing information important to the community.



**Baseline**



**Benefits:**

1. Provides two locations for development on high-visibility streets (private parcels identified in EA for acquisition).
2. Improves pedestrian and bike connectivity on the north (via connecting Hancock) and south (via the Clackamas pedestrian/bike bridge – should this be “Clackamas Crossing bridge” since it’s referred to that way in other places? Needs to be changed throughout.) edges of the project area.

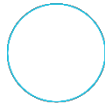
**Challenges:**

1. Creates the least amount of land for community use.
2. The P\park is expected to be affected by air pollution, which limits its usefulness.
3. Focuses traffic on a few streets, making them larger, with more traffic, creating less opportunity for street parking and larger and more complicated intersections.

**Schedule:**

1. This is the existing project design and its schedule is the baseline to which we compare other scenarios’ schedules.

**Community Wealth**



**Community Health**



**Community Cohesion**



**Mobility**



<sup>1</sup> The EA Design is the design that ODOT submitted for Environmental Assessment (EA) before the Independent Cover Assessment began. The ICA team uses the EA Design as a baseline by which to compare all other scenarios.

# EA Design: Community Wealth

Outcome	Information	ICA Performance Assessment
<b>Increase Community Ownership</b>		high / medium / low performance
Land granted for <b>community control</b> on the highway cover	0.73 acres (32,000 sf)	<b>low</b>
Land granted for <b>community ownership</b> off the highway cover	0.88 acres (38,293 sf)	<b>low</b>
Land on Toyota site <sup>2</sup> that <b>could be granted for community ownership</b> if acquired	0.92 acres (40,000 sf)	NA
<b>Cost / Schedule</b>		high / medium / low performance
Cost of the development scenario with 2-3-story buildings on cover	The cover in this scenario is not proposed to support buildings.	NA
Additional cost to support up to 5-story buildings on cover	The cover in this scenario is not proposed to support buildings.	NA
Length of time to begin construction	This is the existing project design and its schedule is the baseline to which we compare ICA scenarios.	<b>high</b>
<b>Community Wealth Land Uses</b> Land granted to the community has the capacity to:		high / medium / low performance
Provide housing	Opportunity exists for townhomes, condos, and apartments with ground-level retail, cultural, education space or other community-serving uses. Housing is possible on many sites, but no sites provide an ideal housing location. Housing on Broadway and Weidler would be impacted by high-traffic streets serving I-5 access but buffered from I-5 itself.	<b>low</b>
Support Black businesses	Potential to create a “commerce boulevard” along Broadway and Weidler to support Black businesses on these high-visibility streets. Business frontage is limited to off-cover sites, as highway covers in this scenario are not assumed to be capable of supporting buildings.	<b>medium</b>
Provide education	Opportunity for technical/vocational training building to be developed on off-cover sites.	<b>medium</b>

<b>Community Wealth Urban Planning Criteria</b>		high / medium / low performance
Ability to develop on high-visibility streets	Total: 658 feet of frontage on high-visibility streets 575 on Broadway, Weidler; highest visibility 83 on Williams; high visibility	<b>low</b>

<sup>2</sup> This off-cover site is cleared in the Environmental Assessment for acquisition, but is not planned to be acquired in the current design, so its square footage is listed separately. In other scenario assessments, the Grandma’s Daycare site is included in this category as well, but in the EA that site is not available for community development and is not included.

## EA Design: Community Health

Outcome	Information	ICA Performance Assessment
<b>Support Community Health</b>		high / medium / low performance
Air quality <sup>3</sup>	Development parcels are expected to have reduced exposure to air pollution compared to today. The new park is within 300 feet of I-5 and is expected to be affected by traffic-related pollutants. The cover is expected to reduce the exposure of air pollution to the Leftbank Building.	<b>low</b>
Noise	The highway covers are expected to reduce traffic noise at the Leftbank Building and for the buildings on new development sites on Broadway and Weidler. Many areas of the highway covers are adjacent to I-5 and are expected to be affected by its traffic noise; this can be reduced by creating a continuous cover.	<b>low</b>

<b>Community Health Land Uses</b> Land granted to the community has the capacity to:		high / medium / low performance
Provide access to fresh food through urban farming food distribution throughout the neighborhood	A park adjacent to community development parcels could provide the ability to grow food near a building used for food preparation and distribution as well as provide space for outdoor events like farmers' markets. This parcel is within 300 feet of I-5 and is expected to be affected by traffic pollution, which limits its usefulness for outdoor activities such as gardening and events.	<b>low</b>
Provide culturally responsive healthcare, including mental healthcare and health education	Culturally responsive healthcare can be provided on development parcels where there is good visibility and a nearby park. The expected traffic noise level and air quality at these development parcels are likely to negatively affect their ability to provide a healing environment. More funding would likely be needed to develop buildings with soundproofing and air filtering to facilitate high-quality healthcare.	<b>low</b>
Space for recreation	The parcel dedicated to park space is within 300 feet of I-5 and is expected to be affected by air pollution, which limits its usefulness for outdoor activities such as recreation.	<b>low</b>

<sup>3</sup> Baseline Assumption: expected increase in exposure to air pollution within 300' of an opening to I-5; sensitive uses assumed to be best located 300'-500' from an opening to I-5. The ICA team assumes that Air Quality Dispersion Modelling and a Health Risk Assessment will be completed to guide responsible development and management of air quality and noise exposure on the I-5 covers. More analysis is needed to confirm the community health assessments made in this report.

## EA Design: Community Cohesion

Outcome	Information	ICA Performance Assessment
<b>Community Cohesion Land Uses</b> Land granted to the community has the capacity to:		high / medium / low performance
Provide space for the community to gather, indoors and out	Land provided by the covers project can accommodate buildings for gathering with good visibility on busy streets. The parcel dedicated to park space is within 300' of I-5 and so expected to be affected by air pollution, which limits usefulness for outdoor gathering.	<b>low</b>
Opportunities to support the creation of a Black cultural center: food, art, culture and history	Community development land can accommodate a cultural center with good visibility on busy streets. The parcel dedicated to park space is within 300 feet of I-5 and is expected to be affected by air pollution, which could limit its usefulness for outdoor gathering that would support a cultural center.	<b>medium</b>
Markers like gateways, monuments, and public art that support Black identity in Lower Albina	Markers of Black history and identity could line new boulevards on Broadway, adorn portal faces of the highway covers, and locate in community gathering spaces.	<b>medium</b>
Support for Albina Vision Trust (AVT) plan and projects	Albina Vision Trust's plan currently shows a large park along the waterfront and highway covers that support development. The development parcels in the EA support development, but the covers support a park and green spaces, which are redundant if there is a large park along the waterfront.	<b>low</b>

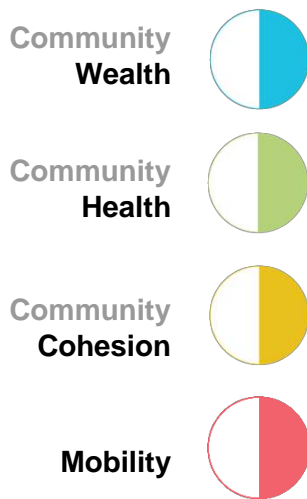
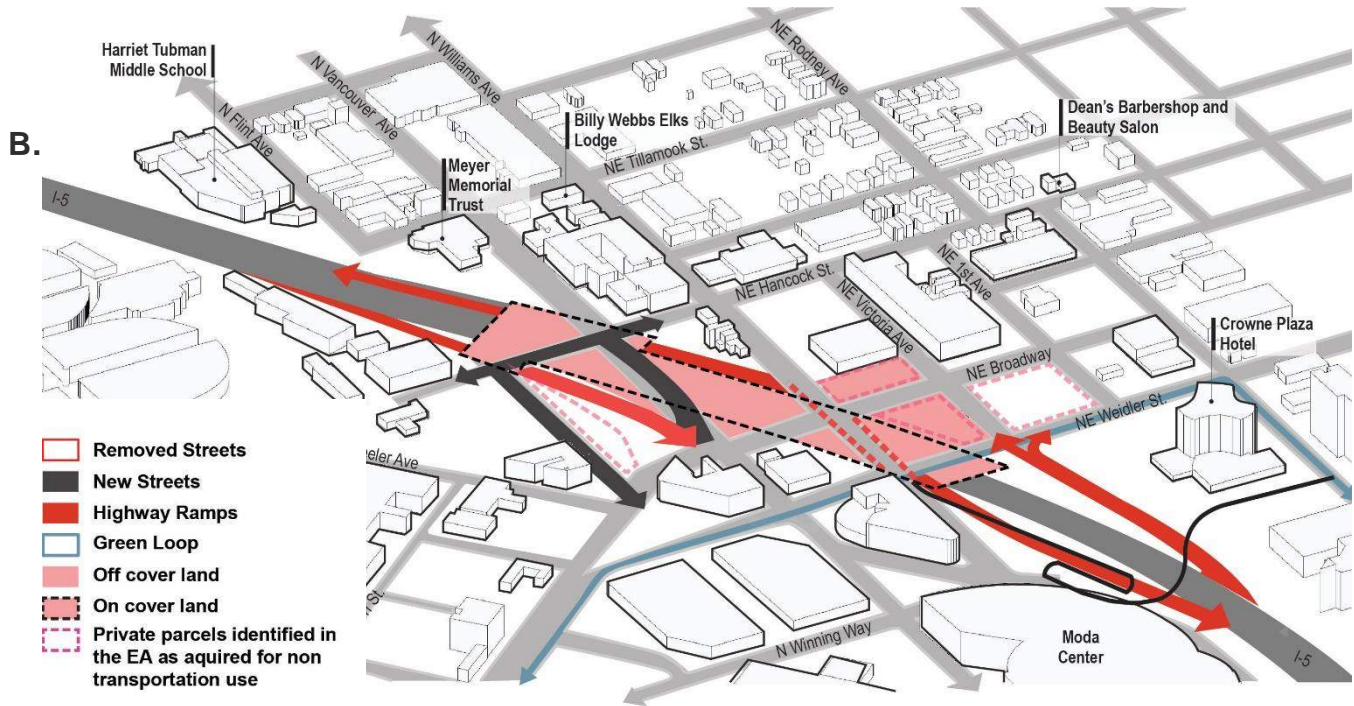
<b>Community Cohesion Urban Planning Criteria</b>		high / medium / low performance
Preserve, rehabilitate, and celebrate historic structures, culturally significant African American resources identified in the Cornerstones of Community inventory	The EA design is expected to reduce the impacts of noise and air pollution to the Leftbank Building and is not expected to physically change the area around the Leftbank Building as no construction is proposed on nearby parcels.	<b>medium</b>

## EA Design: Mobility

Outcome	Information	ICA Performance Assessment
<b>Enhance Neighborhood Circulation</b>		high / medium / low performance
Street network creates developable and accessible land parcels	This development scenario's circulation system creates no new developable parcels to support the community vision.	<b>low</b>
Direct and efficient networks for all modes	This circulation system improves pedestrian and bike connectivity on the north (via connecting Hancock) and south (via the Clackamas Crossing bridge) edges of the project area. Two primary streets are available for north-south local traffic. The northbound on-ramp location prevents sidewalk construction on the west side of Williams between Broadway and Hancock.	<b>medium</b>
Safe and comfortable – minimize conflicts	This circulation system provides more space and protection for pedestrians and bicyclists. Most, but not all crossings are provided some form of signal phasing to separate them from conflicting turning movements. Ramp terminals create challenges for safe and comfortable pedestrian and bike movements including the complex five-way intersection at the southbound off-ramp terminal that has multiple crosswalks and a narrow median refuge.	<b>medium</b>
Reduce complexity and confusion – make navigation logical	The counterflow section between Williams-Vancouver and Broadway-Weidler is not intuitive for pedestrians, bicyclists, or motorists, especially for first-time users. Northbound bicyclists on Williams will need to transition from the right- to the left-side of the street at a new signal at Hancock.	<b>medium</b>
Create neighborhood-scale streets	This scenario focuses traffic on a few streets, making them larger, with more traffic, less opportunity for street parking, and larger and more complicated intersections for bikes, pedestrians, and vehicles. Non-standard left-side travel lanes on Williams between Broadway and Weidler have a large continuous footprint devoted to traffic to and from freeway ramps.	<b>medium</b>
Provide convenient, efficient transit	Eastbound Weidler - A Loop Streetcar and Route 17 Bus: Mixed impact – potential for some increase / some reduction in travel times Westbound Broadway - A Loop Streetcar and Route 17 Bus: potential for increased travel times in the AM peak Northbound Williams – Routes 4 and 44 Buses: Similar to today; additional signal at Hancock Southbound Vancouver / Wheeler – Routes 4 and 44 Buses: Mixed impact – potential for some increase / some reduction in travel times Eastbound Winning Way – Route 85 Bus: Same as today	<b>medium</b>
<b>Mobility Urban Planning Criteria</b>		high / medium / low performance
Create conditions that make bicycling more attractive than driving for trips of three miles or fewer.	The Clackamas Crossing provides a dedicated connection that separates pedestrians and bicyclists from traffic. However, the crossing location is often inactive and some users may not use the facility for personal security concerns.  The EA design connects Hancock and Dixon to provide a local street connection around the high traffic streets in “the box” and improves conditions for bicycling.	<b>medium</b>



## Current Project



### Benefits:

1. Prioritizes creating active streets along Broadway and Vancouver.
2. Creates a new east-west connection by connecting Hancock to Flint.
3. One continuous cover provides more usable land to community.

### Challenges

1. Ramp placement creates building sites that are more difficult to develop.
2. Counterflow is not intuitive, especially for first-time users.
3. Creates the least amount of land for community use.

### Schedule:

1. This is the existing project, and its schedule is an evolution of the EA schedule, which is our baseline.

Amended 20% Design: <b>Community Wealth</b>		
Outcome	Information	ICA Performance Assessment
<b>Increase Community Ownership</b>		high / medium / low performance
Land granted for <b>community control</b> on the highway cover	2.39 acres (104,500 sf)	<b>medium</b>
Land granted for <b>community ownership</b> off the highway cover	1.78 acres (51,200 sf)	<b>low</b>
Land on Grandma's Daycare and Toyota sites <sup>5</sup> that <b>could be granted for community ownership</b>	1.29 acres (56,400 sf)	NA
<b>Cost / Schedule</b>		high / medium / low performance
Cost of the development scenario to support 2-3-story buildings on cover	Unknown	NA* <sup>6</sup>
Additional cost to support up to 5-story buildings on cover <sup>7</sup>	Add \$175,000,000 – \$201,000,000 to the cost estimate	NA
Length of time to begin construction	This is the existing project and its schedule is an evolution of the EA schedule, which is our baseline.	<b>high</b>
<b>Community Wealth Land Uses</b> Land granted to the community has the capacity to:		high / medium / low performance
Provide housing	Opportunity exists for townhomes, condos, and apartments with ground-level retail, cultural, education space or other community-serving uses. Housing is possible on many sites, but no sites provide an ideal housing location. Housing on Broadway and Weidler would be impacted by high-traffic streets serving I-5 access, but buffered from I-5 itself.	<b>low</b>
Support Black businesses	Potential to create a commerce boulevard along Broadway and Weidler to support Black businesses on these high-visibility streets. Development sites on the highway cover contributes commercial activity to support all businesses. Business frontage is limited by highway ramps that restrict business activity on sites north of Broadway.	<b>medium</b>
Provide education	Opportunity for education on most blocks both on and off the highway cover, including technical/vocational training.	<b>medium</b>
<b>Community Wealth Urban Planning Criteria</b>		high / medium / low performance
Ability to develop on high-visibility streets	Total: 2,205 feet of frontage on high-visibility streets 1,140 on Broadway, Weidler; highest visibility 1,065 on Flint, Vancouver, Williams; high visibility	<b>medium</b>

<sup>5</sup> These off-cover sites are cleared in the Environmental Assessment for acquisition, but are not planned to be acquired in the current design, so their square footage is listed separately and is not included in the total land area for the 20% design shown in the CAP report.

<sup>6</sup> In order to assess cost performance by comparing this cost estimate to the estimates for ICA conceptual development scenarios, a common basis of estimates is needed.

<sup>7</sup> Additional cost noted here is for structural improvements to the highway cover to allow it to support more intensive development and not for the development itself.

## Amended 20% Design: **Community Health**

Outcome	Information	ICA Performance Assessment
<b>Support Community Health</b>		high / medium / low performance
Air quality <sup>8</sup>	Cover is extended north along Flint to reduce exposure to air pollution. The two building sites on the north and south of the cover are expected to be most affected by air pollution from I-5.	<b>low</b>
Noise	Cover is extended north along Flint to reduce exposure to noise. The buildings at the northernmost and southernmost edges of the cover and those abutting a highway ramp are expected to have increased traffic noise.	<b>low</b>

<b>Community Health Land Uses</b> Land granted to the community has the capacity to:		high / medium / low performance
Provide access to fresh food through urban farming food distribution throughout the neighborhood	Buildings could support food preparation and distribution while public open space could support associated event space, urban farming, community gardens, and farmers' markets. Potential to locate these uses near the center of the cover to reduce their anticipated exposure to noise and air pollution. Highway ramps abut sites at the center of the cover and would need barriers to buffer them from outdoor uses.	<b>medium</b>
Provide culturally responsive healthcare, including mental healthcare and health education	Buildings could support healthcare uses; public open space can support this use by creating a soft, calm environment and potential for healing gardens. Potential to locate these uses near the center of the cover to reduce their anticipated exposure to noise and air pollution. Highway ramps abut sites at the center of the cover and would need barriers to buffer them from outdoor uses.	<b>medium</b>
Space for recreation	Buildings can provide indoor recreation space; public open space could provide outdoor recreation space. Potential to locate these uses near the center of the cover to reduce their anticipated exposure to noise and air pollution. Highway ramps abut sites at the center of the cover and would need barriers to buffer them from outdoor uses.	<b>medium</b>

<sup>8</sup> Baseline Assumption: expected increase in exposure to air pollution within 300' of an opening to I-5; sensitive uses assumed to be best located 300'-500' from an opening to I-5. The ICA team assumes that Air Quality Dispersion Modelling and a Health Risk Assessment will be completed to guide responsible development and management of air quality and noise exposure on the I-5 covers. More analysis is needed to confirm the community health assessments made in this report.

## Amended 20% Design: Community Cohesion

Outcome	Information	ICA Performance Assessment
<b>Community Cohesion Land Uses</b> Land granted to the community has the capacity to:		high / medium / low performance
Provide space for the community to gather, indoors and out	Community development land can accommodate structures capable of supporting large indoor gatherings with good visibility on busy streets. Outdoor gathering space is also possible in this scenario, but highway ramps impact the 20% design's ability to do this.	<b>medium</b>
Opportunities to support the creation of Black cultural center: food, art, culture, and history	Community development land can accommodate cultural center with good visibility on busy streets as well as adjacent outdoor space to support cultural events; this outdoor space would require design interventions to minimize the impact of the highway ramps that run through and adjacent to the cover.	<b>medium</b>
Markers like gateways, monuments, and public art that support Black identity in Lower Albina	Markers of Black history and identity could line new boulevards on Broadway as well as throughout locate in community gathering spaces.	<b>medium</b>
Support for Albina Vision Trust (AVT) plan and projects	Highway cover that supports buildings support AVT's plan. The community development land along Flint doesn't lend itself to creating a neighborhood environment.	<b>low</b>

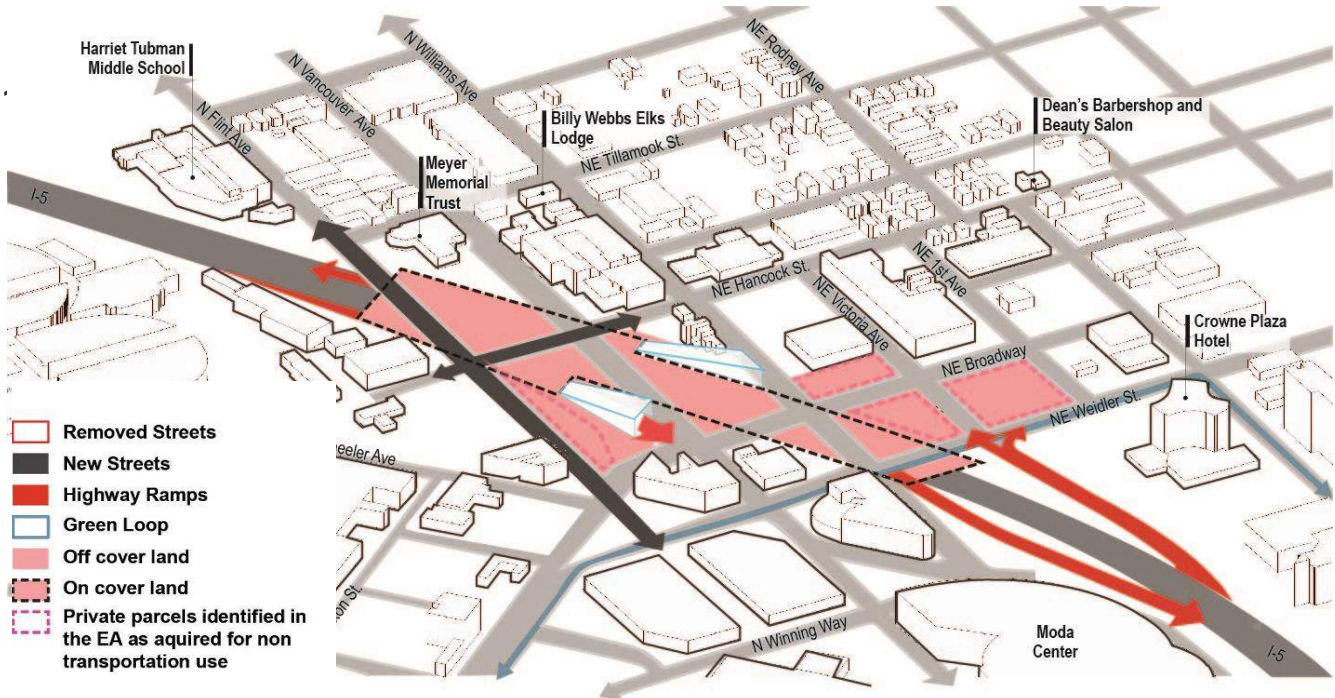
<b>Community Cohesion Urban Planning Criteria</b>		high / medium / low performance
Preserve, rehabilitate, and celebrate historic structures, culturally significant African American resources identified in the Cornerstones of Community inventory	The 20% design is expected to reduce the impacts of noise and air pollution to the Leftbank Building and is not expected to physically change the area around the Leftbank Building as no construction is proposed on nearby parcels.	<b>medium</b>



## Amended 20% Design: **Mobility**

Outcome	Information	ICA Performance Assessment
<b>Enhance Neighborhood Circulation</b>		high / medium / low performance
Street network creates developable and accessible land parcels	The amended 20% design improves the shape and size of land parcels. The street network creates a number of irregularly shaped land parcels. Access to some parcel frontages is limited by the freeway ramps.	<b>medium</b>
Direct and efficient networks for all modes	The Hancock – Flint route allows pedestrians and bicyclists to bypass the high-stress Broadway - Weidler - Vancouver - Williams streets, which we call “the box.” Improved pedestrian and bike connectivity on the south edge of the project area via the Clackamas Crossing. Two primary streets (and a portion of Flint) are available for north-south local traffic. The northbound on-ramp location prevents sidewalk construction on the west side of Williams between Broadway and Hancock.	<b>medium</b>
Safe and comfortable – minimize conflicts	This circulation system provides more space and protection for pedestrians and bicyclists. Most, but not all crossings are provided some form of signal phasing to separate them from conflicting turning movements. Ramp terminals create challenges for safe and comfortable pedestrian and bike movements including the complex five-way intersection at the southbound off-ramp terminal that has multiple crosswalks and a narrow median refuge.	<b>medium</b>
Reduce complexity and confusion – make navigation logical	The counterflow section between Williams-Vancouver and Broadway-Weidler is not intuitive for pedestrians, bicyclists, or motorists, especially for first-time users. Northbound bicyclists on Williams will need to transition from the right- to the left-side of the street at a new signal at Hancock.	<b>medium</b>
Create neighborhood-scale streets	This scenario focuses traffic on a few streets, making them larger, with more traffic, less opportunity for street parking, and larger and more complicated intersections for bikes, pedestrians, and vehicles. Non-standard left-side travel lanes on Williams between Broadway and Weidler have large continuous footprint devoted to traffic to and from freeway ramps.	<b>medium</b>
Provide convenient, efficient transit	Eastbound Weidler - A Loop Streetcar and Route 17 Bus: Mixed impact – potential for some increase / some reduction in travel times Westbound Broadway - A Loop Streetcar and Route 17 Bus: Potential for increased travel times in the AM peak Northbound Williams – Routes 4 and 44 Buses: Similar to today; additional signal at Hancock Southbound Vancouver / Wheeler – Routes 4 and 44 Buses: Mixed impact – potential for some increase / some reduction in travel times Eastbound Winning Way – Route 85 Bus: Same as today	<b>medium</b>
<b>Mobility Urban Planning Criteria</b>		high / medium / low performance
Create conditions that make bicycling more attractive than driving for trips of three miles or fewer	The Clackamas Crossing provides a dedicated connection that separates pedestrians and bicyclists from traffic. However, the crossing location is often inactive and some users may not use the facility for personal security concerns.  The amended 20% design reconnects Hancock and Flint to provide a local street connection around the high traffic streets, which replaces the function of the Hancock-Dixon connection and improves conditions for bicycling.	<b>medium</b>

## ICA Conceptual Development Scenarios



### Benefits:

1. Creates a moderate amount of land available for community control and use.
2. Prioritizes creating active streets along Broadway, Vancouver, and Flint.
3. Expected to reduce air pollution and noise exposure from highway ramps.

### Challenges:

1. Ramp placement creates building sites that are more difficult to develop.
2. Counterflow section is not intuitive, especially for first-time users.

### Schedule:

1. Estimated schedule extension of six months.

Community Wealth



Community Health



Community Cohesion



Mobility



Scenario 1: Community Wealth		
Outcome	Information	ICA Performance Assessment
<b>Increase Community Ownership</b>		high / medium / low performance
Land granted for <b>community control</b> on the highway cover	4.05 acres (176,000 sf)	<b>high</b>
Land granted for <b>community ownership</b> off the highway cover	1.45 acres (63,160 sf)	<b>medium</b>
Land on Grandma's Daycare and Toyota sites <sup>9</sup> that <b>could be granted for community ownership</b>	1.29 acres (56,400 sf)	NA
<b>Cost / Schedule</b>		high / medium / low performance
Cost of the development scenario to support 2-3-story buildings on cover <sup>10</sup>	\$819,000,000 – \$916,000,000	NA* <sup>11</sup>
Additional cost to support up to 5-story buildings on cover <sup>12</sup>	\$994,000,000 – \$1,117,000,000	NA
Length of time to begin construction	+ six months <sup>13</sup> for NEPA reevaluation of technical elements, affected resources, and mitigation	<b>high</b>

<b>Community Wealth Land Uses</b>		high / medium / low performance
Land granted to the community has the capacity to:		
Provide housing	Housing is possible on many sites. Opportunity exists for townhomes, condos, and apartments with ground-level retail, cultural, education space or other community-serving uses.	<b>medium</b>
Support Black businesses	Potential to create a commerce boulevard along Broadway and Weidler to support Black businesses on these high-visibility streets. Development sites on the highway covers contribute to a critical mass of commercial activity to support all businesses. Business frontage is limited by highway ramps that restrict business activity on sites north of Broadway.	<b>medium</b>

<sup>9</sup> These off-cover sites are cleared in the Environmental Assessment for acquisition, but are not planned to be acquired in the current design, so their square footage is listed separately.

<sup>10</sup> For all scenarios, cost estimates are for the highway cover structure and surrounding improvements - they do not include future development. See Appendix I for more information on cost.

<sup>11</sup> In order to assess cost performance by comparing this cost estimate to the estimate for the existing project, a common basis of estimates is needed.

<sup>12</sup> Additional cost noted here is for structural improvements to the highway cover to allow it to support more intensive development and not for the development itself.

<sup>13</sup> The NEPA schedule to re-evaluate highway cover elements is interdependent on the progress of the Rose Quarter Improvement Project. The reevaluation must be accepted by FHWA (lead agency), which establishes the threshold for project changes within the existing decision, i.e., the finding of no significant impacts (FONSI).

## Scenario 1: Community Health

Outcome	Information	ICA Performance Assessment
<b>Support Community Health</b>		high / medium / low performance
Air quality <sup>14</sup>	Cover is extended north along Flint and structures are proposed over highway ramps to reduce exposure to air pollution. The two building sites on the north and south of the cover and the building site on the ground furthest to the north are expected to be most affected by air pollution from I-5.	<b>medium</b>
Noise	Cover is extended north along Flint and structures over highway ramps to reduce exposure to noise. The buildings at the northernmost and southernmost edges of the cover are expected to be affected by noise from I-5.	<b>medium</b>

<b>Community Health Land Uses</b>		high / medium / low performance
<small>Land granted to the community has the capacity to:</small>		
Provide access to fresh food through urban farming food distribution throughout the neighborhood	Buildings could support food preparation and distribution while public open space could support associated event space, urban farming, community gardens, and farmers' markets. Potential to locate these activities near the center of the cover to reduce their anticipated exposure to noise and air pollution.	<b>medium</b>
Provide culturally responsive healthcare, including mental healthcare and health education	Buildings could support healthcare uses; public open space can support this use by creating a soft, calm environment and potential for healing gardens. Potential to locate these uses near the center of the cover to reduce their anticipated exposure to noise and air pollution.	<b>medium</b>
Space for recreation	Buildings can provide indoor recreation space; public open space could provide outdoor recreation space. Potential to locate this use near the center of the cover to reduce its anticipated exposure to noise and air pollution.	<b>medium</b>
Provide education	Opportunity for education on most blocks, including technical/vocational training.	<b>medium</b>

<b>Community Wealth Urban Planning Criteria</b>		high / medium / low performance
Ability to develop on high-visibility streets	Total: 4,518 feet of frontage on high-visibility streets 2,283 feet on Broadway, Weidler; highest visibility 2,235 feet on Flint, Vancouver, Williams; high visibility	<b>high</b>

<sup>14</sup> Baseline Assumption: expected increase in exposure to air pollution within 300' of an opening to I-5; sensitive uses assumed to be best located 300'-500' from an opening to I-5. The ICA team assumes that Air Quality Dispersion Modelling and a Health Risk Assessment will be completed to guide responsible development and management of air quality and noise exposure on the I-5 covers. More analysis is needed to confirm the community health assessments made in this report.



## Scenario 1: Community Cohesion

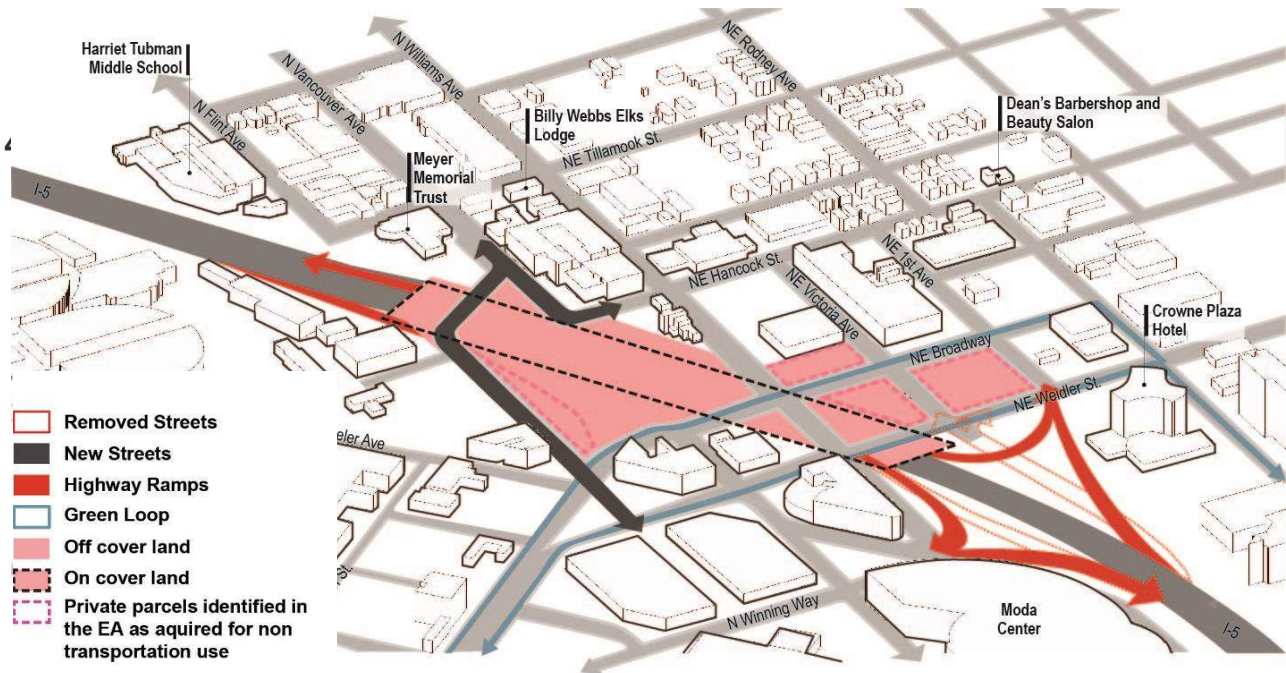
Outcome	Information	ICA Performance Assessment
<b>Community Cohesion Land Uses</b> <small>Land granted to the community has the capacity to:</small>		high / medium / low performance
Provide space for the community to gather, indoors and out	Community development parcels can accommodate a large indoor and outdoor gathering with good visibility on busy streets.	<b>medium</b>
Opportunities to support the creation of Black cultural center: food, art, culture, and history	Community development land can accommodate a cultural center with good visibility on busy streets as well as adjacent outdoor space to support cultural events.	<b>high</b>
Markers like gateways, monuments, and public art that support Black identity in Lower Albina	Markers of Black history and identity could line new boulevards on Flint and Broadway as well as locate in community gathering spaces.	<b>medium</b>
Support for Albina Vision Trust (AVT) plan and projects	A highway cover that supports buildings supports AVT's plan. Building sites across Flint Street from AVT's proposed housing will help buffer those buildings and create a neighborhood atmosphere.	<b>high</b>

<b>Community Cohesion Urban Planning Criteria</b>		high / medium / low performance
Preserve, rehabilitate, and celebrate historic structures, culturally significant African American resources identified in the Cornerstones of Community inventory: Leftbank Building	West of the Leftbank Building, this scenario provides opportunity for a multi-functional space and gateway to the neighborhood that can celebrate Black culture and history; highlighting that historic building.	<b>medium</b>

## Scenario 1: Mobility

Outcome	Information	ICA Performance Assessment
<b>Enhance Neighborhood Circulation</b>		high / medium / low performance
Street network creates developable and accessible land parcels	Scenario 1 improves shape and size of land parcels. Access to some parcel frontages is limited by the freeway ramps.	<b>medium</b>
Direct and efficient networks for all modes	The Hancock – Flint route allows pedestrians and bicyclists to bypass the high-stress Broadway - Weidler - Vancouver - Williams “box.” Improved pedestrian and bike connectivity with the Green Loop on the south side of Weidler. Two primary streets (and a portion of Flint) available for north-south local traffic. The northbound on-ramp location prevents sidewalk construction on the west side of Williams between Broadway and Hancock.	<b>medium</b>
Safe and comfortable – minimize conflicts	This circulation system provides more space and protection for pedestrians and bicyclists. Most, but not all crossings are provided some form of signal phasing to separate them from conflicting turning movements. Ramp terminals create challenges for safe and comfortable pedestrian and bike movements. Modifications to the intersection at the southbound off-ramp terminal creates a shorter crossing. However, ramp terminal locations create challenges for safe and comfortable pedestrian and bike movements.	<b>medium</b>
Reduce complexity and confusion – make navigation logical	Counterflow section between Williams-Vancouver and Broadway-Weidler is not intuitive for pedestrians, bicyclists, or motorists, especially for first-time users. Northbound bicyclists on Williams will need to transition from the right- to the left-side of the street at a new signal at Hancock.	<b>low</b>
Create neighborhood-scale streets	This scenario focuses traffic on a few streets, making them larger, with more traffic, less opportunity for street parking, and larger and more complicated intersections for bikes, pedestrians, and vehicles. Non-standard left-side travel lanes on Williams between Broadway and Weidler have a large continuous footprint devoted to traffic to and from freeway ramps.	<b>medium</b>
Provide convenient, efficient transit	Eastbound Weidler - A Loop Streetcar and Route 17 Bus: Mixed impact – potential for some increase / some reduction in travel times Westbound Broadway - A Loop Streetcar and Route 17 Bus: Potential for increased travel times in the AM peak Northbound Williams – Routes 4 and 44 Buses: Similar to today; additional signal at Hancock Southbound Vancouver / Wheeler – Routes 4 and 44 Buses: Mixed impact – potential for some increase / some reduction in travel times Eastbound Winning Way – Route 85 Bus: Same as today	<b>medium</b>
<b>Mobility Urban Planning Criteria</b>		high / medium / low performance
Create conditions that make bicycling more attractive than driving for trips of three miles or fewer	The south side of Weidler hosts the Green Loop with widened sidewalks and a separated bikeway that provide dedicated, separated space for bicyclists. The Green Loop links people to the new neighborhood, connecting bicyclists with some of the neighborhood’s services, and making bicycling more attractive.  Scenario 1 reconnects Hancock and Flint to provide a local street connection around “the box,” which replaces the function of the Hancock-Dixon connection and improves conditions for bicycling.	<b>medium</b>

## ICA Conceptual Development Scenarios



### Benefits:

1. Creates a relatively high amount of land available for community control and use.
2. Prioritizes creating active streets throughout the cover area, especially pedestrian-oriented streets, and supporting potential future businesses.
3. Relocating highway ramps to the south is expected to reduce on-cover exposure to noise and pollution.

### Challenges:

1. South end of cover must span a larger distance to accommodate relocated ramps.
2. Ramp relocation impacts hotel property and encroaches further into Left Bank Annex parking lot.

### Schedule:

1. Estimate this scenario extends the project schedule by 24 months.

Community  
Wealth



Community  
Health



Community  
Cohesion



Mobility



Scenario 4: Community Wealth		
Outcome	Information	ICA Performance Assessment
<b>Increase Community Ownership</b>		high / medium / low performance
Land granted for <b>community control</b> on the highway cover	4.84 acres (211,200 SF)	<b>high</b>
Land granted for <b>community ownership</b> off the highway cover	2.82 acres (122,800 SF)	<b>high</b>
Land on Grandma's Daycare and Toyota sites <sup>15</sup> that <b>could be granted for community ownership</b>	1.29 acres (56,400 sf)	NA
<b>Cost / Schedule</b>		high / medium / low performance
Cost of the development scenario to support 2-3-story buildings on cover <sup>16</sup>	\$822,000,000 – \$919,000,000	NA* <sup>17</sup>
Additional cost to support up to 5-story buildings on cover <sup>18</sup>	\$994,000,000 – \$1,120,000,000	NA
Length of time to begin construction	+ 24 months <sup>19</sup> for NEPA reevaluation of technical elements, affected resources, and mitigation.	<b>medium</b>
<b>Community Wealth Land Uses</b> Land granted to the community has the capacity to:		high / medium / low performance
Provide housing	Opportunity exists for many types of housing: townhomes, condos, and apartments with ground-level community-serving uses.	<b>high</b>
Support Black businesses	Potential to create a commerce boulevard along Broadway and Weidler to support Black businesses on these high-visibility streets. Development sites on the highway cover contributes to a critical mass of commercial activity to support all businesses.	<b>high</b>
Provide education	Opportunity for education on most blocks, including technical/vocational training.	<b>high</b>
<b>Community Wealth Urban Planning Criteria</b>		high / medium / low performance
Ability to develop on high-visibility streets.	Total: 4,145 feet of frontage on high-visibility streets 2,790 on Broadway, Weidler; highest visibility 1,355 on Flint, Vancouver, Williams; high visibility	<b>high</b>

<sup>15</sup> These off-cover sites are cleared in the Environmental Assessment for acquisition, but are not planned to be acquired in the current design, so their square footage is listed separately.

<sup>16</sup> For all scenarios, cost estimates are for the highway cover structure and surrounding improvements - they do not include future development. See Appendix I for more information on cost.

<sup>17</sup> In order to assess cost performance by comparing this cost estimate to the estimates for ICA conceptual development scenarios, a common basis of estimates is needed.

<sup>18</sup> Additional cost noted here is for structural improvements to the highway cover to allow it to support more intensive development and not for the development itself.

<sup>19</sup> The NEPA schedule to re-evaluate highway cover elements is interdependent on the progress of the Rose Quarter Improvement Project. The reevaluation must be accepted by FHWA (lead agency), which establishes the threshold for project changes within the existing decision, i.e., the finding of no significant impacts (FONSI).



## Scenario 4: Community Health

Outcome	Information	ICA Performance Assessment
<b>Support Community Health</b>		high / medium / low performance
Air quality <sup>20</sup>	Development sites to the northern and southernmost edge of cover expected to be affected by traffic pollution. Moving ramps south of Broadway helps buffer the center of the cover.	<b>medium</b>
Noise	Buildings closest to edges of cover expected to be affected by traffic noise. Moving ramps south of Broadway helps buffer the center of the cover.	<b>medium</b>

<b>Community Health Land Uses</b> Land granted to the community has the capacity to:		high / medium / low performance
Provide access to fresh food through urban farming food distribution throughout the neighborhood	Buildings could support food preparation and distribution while public open space could support associated event space, urban farming, community gardens, and farmers' markets. Potential to locate these activities near the center of the cover to reduce their anticipated exposure to noise and air pollution.	<b>high</b>
Provide culturally responsive healthcare, including mental healthcare and health education	Buildings could support healthcare uses; public open space can support this use by creating a soft, calm environment and potential for healing gardens. Potential to locate these uses near the center of the cover to reduce their anticipated exposure to noise and air pollution.	<b>high</b>
Space for recreation	Buildings can provide indoor recreation space; public open space could provide outdoor recreation space. Potential to locate this use near the center of the cover to reduce its anticipated exposure to noise and air pollution.	<b>high</b>

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<sup>20</sup> Baseline Assumption: expected increase in exposure to air pollution within 300' of an opening to I-5; sensitive uses assumed to be best located 300'-500' from an opening to I-5. The ICA team assumes that Air Quality Dispersion Modelling and a Health Risk Assessment will be completed to guide responsible development and management of air quality and noise exposure on the I-5 covers. More analysis is needed to confirm the community health assessments made in this report.

## Scenario 4: Community Cohesion

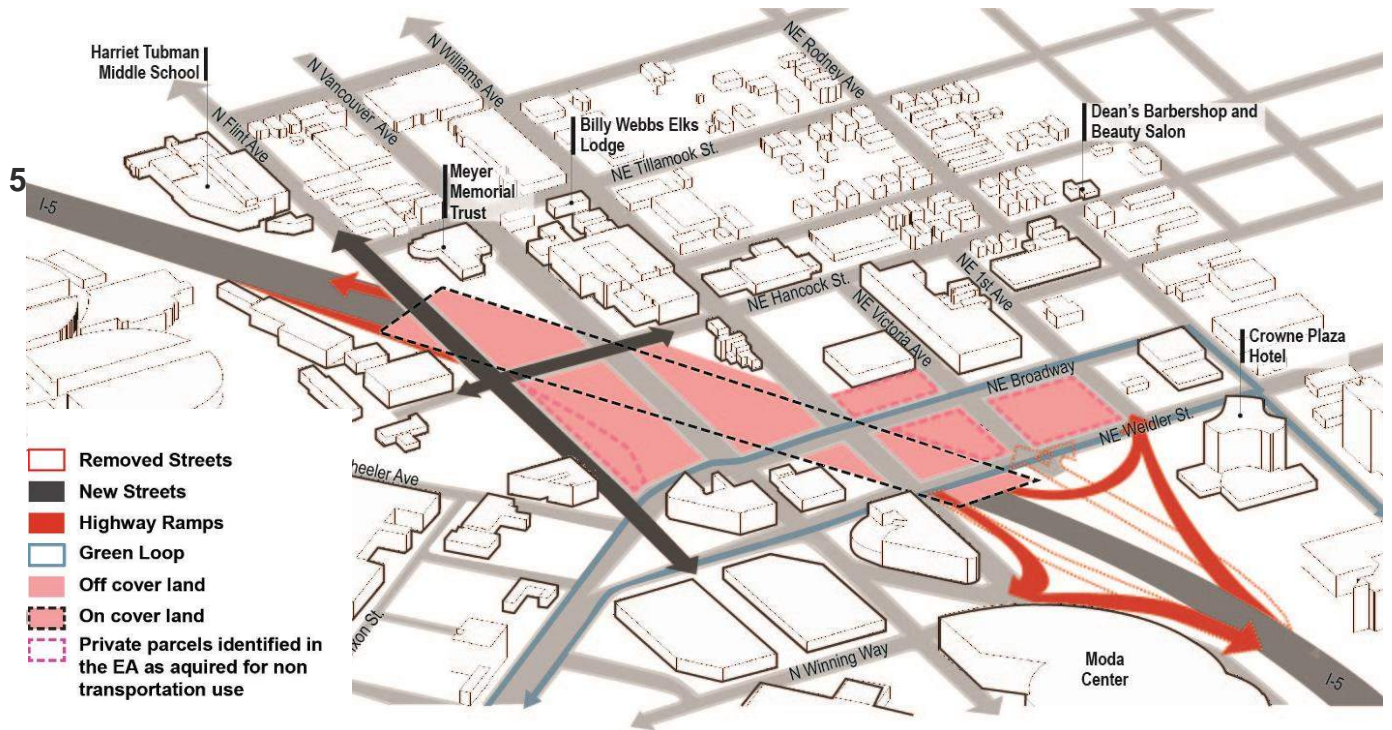
Outcome	Information	ICA Performance Assessment
<b>Community Cohesion Land Uses</b> Land granted to the community has the capacity to:		high / medium / low performance
Provide space for the community to gather, indoors and out	Community development parcels can accommodate a large indoor gathering with good visibility on busy streets. Outdoor gathering space can support community gatherings.	<b>high</b>
Opportunities to support the creation of Black cultural center: food, art, culture, and history	High potential for cultural center to locate along central public open space for events or at northern edge of the cover to look out over the neighborhood.	<b>high</b>
Markers like gateways, monuments, and public art that support Black identity in Lower Albina	Buildings and open space can provide a large nexus of Black identity through celebrations, art, and historic signage.	<b>high</b>
Support for Albina Vision Trust (AVT) plan and projects	A highway cover that supports buildings supports AVT's plan. Building sites across Flint Street from AVT's proposed housing will help buffer those buildings and create a neighborhood atmosphere.	<b>high</b>

<b>Community Cohesion Urban Planning Criteria</b>		high / medium / low performance
Preserve, rehabilitate, and celebrate historic structures, culturally significant African American resources identified in the Cornerstones of Community inventory: Leftbank Building	West of the Leftbank Building, this scenario provides opportunity for a multi-functional space and gateway to the neighborhood that can celebrate Black culture and history; highlighting that historic building.	<b>medium</b>

## Scenario 4: Mobility

Outcome	Information	ICA Performance Assessment
<b>Enhance Neighborhood Circulation</b>		high / medium / low performance
Street network creates developable and accessible land parcels	Scenario 4 improves the shape and size of land parcels and allows access on all frontages. The realignment of Vancouver will result in some increased traffic passing existing development.	<b>high</b>
Direct and efficient networks for all modes	Greenway connections of Hancock between Vancouver and Flint allow pedestrians and bicyclists to bypass the Broadway - Weidler - Vancouver - Williams "box." Improved pedestrian and bike connectivity on Broadway and Weidler.-Two primary streets available for north-south local traffic. Merging Vancouver into the Flint alignment presents some traffic circulation challenges with out-of-direction travel, additional turns, and an additional signal for southbound transit as well as relying on greenway connections through the large block, which will require the design of several challenging transitions and crossings. Traffic operations do not allow for a crosswalk on the east leg of the south ramp terminal intersection.	<b>low</b>
Safe and comfortable – minimize conflicts	This circulation system provides more space and protection for pedestrians and bicyclists. Relocating the ramp terminals to the south end of the cover allows reallocation of more space to pedestrians, bicyclists, and streetscape elements. More crossings are provided some form of signal phasing to separate them from conflicting turning movements. This includes the long crossing of the south leg of the northbound ramp terminal intersection.	<b>high</b>
Reduce complexity and confusion – make navigation logical	Scenario 4 returns the circulation system to a more intuitive local street network. All intersections have standard geometric designs familiar to users of all modes. However, this scenario moves Vancouver away from a standard grid configuration. The realignment of Vancouver to Flint introduces some complexity for local street navigation.	<b>medium</b>
Create neighborhood-scale streets	Relocating the ramp terminals to the south end of the cover allows for smaller-scale streets and intersections and more space available for active community uses in the area where new development will occur. Shifting the Green Loop to run on Broadway and Weidler will activate both street frontages.	<b>high</b>
Provide convenient, efficient transit	Eastbound Weidler - A Loop Streetcar and Route 17 Bus: Potential for increased travel times in the AM peak Westbound Broadway - A Loop Streetcar and Route 17 Bus: Mixed impact – potential for some increase / some reduction in travel times Northbound Williams – Routes 4 and 44 Buses: Potential for increased travel times in the AM peak Southbound Vancouver / Wheeler – Routes 4 and 44 Buses: Likely increased travel times from out-of-direction travel, additional turns, an additional signal, and interactions with traffic at closely spaced intersections Eastbound Winning Way – Route 85 Bus: Same as today	<b>medium</b>
<b>Mobility Urban Planning Criteria</b>		high / medium / low performance
Create conditions that make bicycling more attractive than driving for trips of three miles or fewer	Broadway and Weidler host the Green Loop with widened sidewalks and separated bikeways that provide dedicated, separated space for bicyclists. The green loop links people through the heart of the new neighborhood, connecting bicyclists with services, and making bicycling attractive.  Scenario 4 has limited local circulation at the north end of the cover, which could make bicycling more challenging.	<b>medium</b>

## ICA Conceptual Development Scenarios



### Benefits:

1. Creates a relatively high amount of land available for community control and use.
2. Prioritizes creating active streets throughout the cover area and supporting potential future businesses.
3. Relocating highway ramps to the south makes a continuous cover, which is expected to reduce exposure to noise and pollution.

### Challenges:

1. South end of cover must span a larger distance to accommodate relocated ramps.
2. Ramp relocation impacts hotel property and encroaches further into Left Bank Annex parking lot.

### Schedule:

1. Estimate this scenario extends the project schedule by 24 months.

Community Wealth 

Community Health 

Community Cohesion 

Mobility 



Scenario 5: Community Wealth		
Outcome	Information	ICA Performance Assessment
<b>Increase Community Ownership</b>		high / medium / low performance
Land granted for <b>community control</b> on the highway cover	4.78 acres (208,000 SF)	<b>high</b>
Land granted for <b>community ownership</b> off the highway cover	2.14 acres (93,200 SF)	<b>high</b>
Land on Grandma's Daycare and Toyota sites <sup>21</sup> that <b>could be granted for community ownership</b>	1.29 acres (56,400 sf)	NA
<b>Cost / Schedule</b>		high / medium / low performance
Cost of the development scenario to support 2-3-story buildings on cover <sup>22</sup>	\$894,000,000 – \$998,000,000	NA* <sup>23</sup>
Additional cost to support up to 5-story buildings on cover <sup>24</sup>	\$1,066,000,000 – \$1,199,000,000	NA
Length of time to begin construction	+ 24 months <sup>25</sup> for NEPA reevaluation of technical elements, affected resources, and mitigation.	<b>medium</b>
<b>Community Wealth Land Uses</b> Land granted to the community has the capacity to:		high / medium / low performance
Provide housing	Opportunity exists for many types of housing: townhomes, condos, and apartments with ground-level community-serving uses.	<b>high</b>
Support Black businesses	Potential to create a commerce boulevard along Broadway and Weidler to support Black businesses on these high-visibility streets. Development sites on the highway cover contribute to a critical mass of commercial activity to support all businesses.	<b>high</b>
Provide education	Opportunity for education on most blocks, including technical/vocational training.	<b>high</b>
<b>Community Wealth Urban Planning Criteria</b>		high / medium / low performance
Ability to develop on high-visibility streets	Total: 5,588 feet of frontage on high visibility streets 2,730 on Broadway, Weidler 2,858 on Flint, Vancouver, Williams	<b>high</b>

<sup>21</sup> These off-cover sites are cleared in the Environmental Assessment for acquisition, but are not planned to be acquired in the current design, so their square footage is listed separately.

<sup>22</sup> For all scenarios, cost estimates are for the highway cover structure and surrounding improvements - they do not include future development. See Appendix I for more information on cost.

<sup>23</sup> In order to assess cost performance by comparing this cost estimate to the estimates for ICA conceptual development scenarios, a common basis of estimates is needed.

<sup>24</sup> Additional cost noted here is for structural improvements to the highway cover to allow it to support more intensive development and not for the development itself.

<sup>25</sup> The NEPA schedule to re-evaluate highway cover elements is interdependent on the progress of the Rose Quarter Improvement Project. The reevaluation must be accepted by FHWA (lead agency), which establishes the threshold for project changes within the existing decision, i.e., the finding of no significant impacts (FONSI).

## Scenario 5: Community Health

Outcome	Information	ICA Performance Assessment
<b>Increase Community Ownership</b>		high / medium / low performance
Air quality <sup>26</sup>	Development sites to the northern and southernmost edge of cover are expected to be affected by traffic pollution. Moving ramps south of Broadway helps buffer the center of the cover.	<b>medium</b>
Noise	Buildings closest to edges of cover are expected to be affected by traffic noise. Moving ramps south of Broadway helps buffer the center of the cover.	<b>medium</b>

<b>Community Health Land Uses</b> Land granted to the community has the capacity to:		high / medium / low performance Add border
Provide access to fresh food through urban farming food distribution throughout the neighborhood	Buildings could support food preparation and distribution while public open space could support associated event space, urban farming, community gardens, and farmers' markets. Potential to locate these activities near the center of the cover to reduce their anticipated exposure to noise and air pollution.	<b>high</b>
Provide culturally responsive healthcare, including mental healthcare and health education	Buildings could support healthcare uses; public open space can support this use by creating a soft, calm environment and potential for healing gardens. Potential to locate these uses near the center of the cover to reduce their anticipated exposure to noise and air pollution.	<b>high</b>
Space for recreation	Buildings can provide indoor recreation space; public open space could provide outdoor recreation space. Potential to locate this use near the center of the cover to reduce its anticipated exposure to noise and air pollution.	<b>high</b>

<sup>26</sup> Baseline Assumption: expected increase in exposure to air pollution within 300' of an opening to I-5; sensitive uses assumed to be best located 300'-500' from an opening to I-5. The ICA team assumes that Air Quality Dispersion Modelling and a Health Risk Assessment will be completed to guide responsible development and management of air quality and noise exposure on the I-5 covers. More analysis is needed to confirm the community health assessments made in this report.

## Scenario 5: Community Cohesion

Outcome	Information	ICA Performance Assessment
<b>Community Cohesion Land Uses</b> Land granted to the community has the capacity to:		high / medium / low performance
Provide space for the community to gather, indoors and out	Community development parcels can accommodate a large indoor gathering with good visibility on busy streets. Outdoor gathering space can support community gatherings.	<b>high</b>
Opportunities to support the creation of Black cultural center: food, art, culture, and history	Opportunity for a cultural center to locate in redeveloped neighborhood.	<b>high</b>
Markers like gateways, monuments, and public art that support Black identity in Lower Albina	Buildings or open space can provide a nexus of Black identity through celebrations, art, and historic signage.	<b>medium</b>
Support for Albina Vision Trust (AVT) plan and projects	A highway cover that supports buildings support AVT's plan. Building sites across Flint Street from AVT's proposed housing will help buffer those buildings and create a neighborhood atmosphere.	<b>high</b>

<b>Community Cohesion Urban Planning Criteria</b>		high / medium / low performance
Preserve, rehabilitate, and celebrate historic structures, culturally significant African American resources identified in the Cornerstones of Community inventory: Leftbank Building	West of the Leftbank Building, this scenario provides opportunity for a multi-functional space and gateway to the neighborhood that can celebrate Black culture and history, highlighting that historic building.	<b>medium</b>

## Scenario 5: Mobility

Outcome	Information	ICA Performance Assessment
<b>Enhance Neighborhood Circulation – Scenario 5</b>		high / medium / low performance
Street network creates developable and accessible land parcels	Scenario 5 improves the shape and size of land parcels and allows access on all frontages.	<b>high</b>
Direct and efficient networks for all modes	The Hancock – Flint route allows bicyclists to bypass the Broadway - Weidler - Vancouver - Williams “box.” This scenario recreates the street grid and provides the most direct and complete network for pedestrians, bicyclists, transit, and local traffic circulation. There are three primary streets available for north-south local traffic circulation. Improved pedestrian and bicycle connectivity on Broadway and Weidler. Traffic operations do not allow for a crosswalk on the east leg of the south ramp terminal intersection.	<b>high</b>
Safe and comfortable – minimize conflicts	This circulation system provides more space and protection for pedestrians and bicyclists. Relocating the ramp terminals to the south end of the cover allows reallocation of more space to pedestrians, bicyclists, and streetscape elements. More crossings are provided some form of signal phasing to separate them from conflicting turning movements. This includes the long crossing of the south leg of the northbound ramp terminal intersection.	<b>high</b>
Reduce complexity and confusion – make navigation logical	Scenario 5 returns the circulation system to a more intuitive local street network and emphasizes a strong and legible street grid with good local connectivity. All intersections have standard geometric designs familiar to users of all modes.	<b>high</b>
Create neighborhood-scale streets	Relocating the ramp terminals to the south end of the cover allows for smaller-scale streets and intersections and more space available for active community uses in the area where new development will occur. Shifting the Green Loop to run on Broadway and Weidler will activate both street frontages.	<b>high</b>
Provide convenient, efficient transit	<p>Eastbound Weidler - A Loop Streetcar and Route 17 Bus: Potential for increased travel times in the AM peak</p> <p>Westbound Broadway - A Loop Streetcar and Route 17 Bus: Mixed impact – potential for some increase / some reduction in travel times</p> <p>Northbound Williams – Routes 4 and 44 Buses: Potential for increased travel times in the AM peak</p> <p>Southbound Vancouver / Wheeler – Routes 4 and 44 Buses: Mixed impact – potential for some increase / some reduction in travel times</p> <p>Eastbound Winning Way – Route 85 Bus: <u>Same as today</u></p>	<b>medium</b>
<b>Mobility Urban Planning Criteria</b>		high / medium / low performance
Create conditions that make bicycling more attractive than driving for trips of three miles or fewer.	Broadway and Weidler host the Green Loop with widened sidewalks and separated bikeways that provide dedicated, separated space for bicyclists. The Green Loop links people through the heart of the new neighborhood, connecting cyclists with services, and making bicycling attractive. Scenario 5 has the best connections at the north end of the cover for local travel, including bicycling.	<b>high</b>

# Process for Updating the Development Assessment Framework

The Independent Cover Assessment (ICA) team updated the Development Assessment Framework (DAF) to better respond to how we assessed development scenarios in Work Session 3. This memo is a record of those updates. The main changes to our design work that affect the DAF are that we have determined not to show programmatic uses of buildings and public spaces and instead focus on the elements – streets, ramps, land, etc. – that the community will deliberate on and that can create an urban environment that is flexible to meet the community’s goals for the future.

In updating the DAF, we applied the same thought process that guided earlier iterations of the DAF, below:

## **The DAF should –**

- 1. Include only information that can be used now, during the design process (if it is something we can know only after the project is built, it’s too late to aid decision-making).**
- 2. Be as simple as possible so it doesn’t create a burden for those who use it.**
- 3. Include only assessments that will help make decisions about ICA development scenarios -or- differentiate those scenarios from a business-as-usual project.**
- 4. Focus on outcomes the ESC, HAAB, and community prioritize.**

The following is a list of changes to the DAF to improve its utility in facilitating community decision-making:



## 1. COMMUNITY WEALTH

### 1.1. Increase Community Ownership

- 1.1.1. To aid clarity, we added the assumption that land is controlled by the Black community on the highway cover versus owned by the Black community on solid ground.

### Listed Updates

### 1.2. Cost / Benefit

- 1.2.1. This section is relabeled **“Cost / Schedule”** to better align with community concerns and clarify this section’s content.
- 1.2.2. The relative value of the development scenario to the historically harmed community is removed. Value as a dollar amount is challenging to provide clearly as we do not have a building program for the on-cover development to assess, as well as that our objective is not to sell assets to a future owner to recapture expense on the project, rather, it is about creating value through offering property, business ownership, jobs, etc., the value of which is summarized in the other assessments of the full DAF.

### 1.3. Community Wealth Land Uses

- 1.3.1. Removed “potential number of homes,” “potential square feet of businesses,” and “potential square feet of education” because these metrics rely on potential building programs. Keep qualitative descriptions of how well the urban environment can support these uses in the future.

## 2. COMMUNITY HEALTH

### 2.1. Support Community Health

- 2.1.1. Removed “distance in feet from I-5,” because it is confusing to assess all of a scenario’s development sites with a single number and to avoid giving the impression that distance from I-5 is the only metric that informs air quality and noise exposure. Keep the qualitative description of expected noise and air quality and the footnote about baseline assumptions that inform this description.

## 3. Community Health Land Uses

- 3.1.1. Removed “Ability to meet Climate Action Goals and support community resilience to climate change.” Without showing building uses and their possible combined energy efficiencies, Climate Action is difficult to assess. Given the open spaces we are showing in our scenarios, we can assess:
  - the expected difference in water quality between the scenarios depending on the size of their open space and ability to facilitate storm water retention;
  - expected reduction in urban heat island effect from an increase in trees and planted areas, and;
  - carbon reduction of trees plus green space, and compared to the carbon use in the full project, this is likely negligible).
- 3.1.2. None of the above is a holistic assessment of “Ability to meet Climate Action Goals and support community resilience.” However, these metrics may add confusion to the community review as they mostly measure green space, which is a flexible design choice for any scenario that can be made in the future and is not a set element on which they are deciding. With that in mind, this assessment has been removed.

## 4. MOBILITY

### 4.1. Improve I-5 Function

- 4.1.1. Removed “improve safety on I-5” and “reduce congestion on I-5” because I-5 functionality is a baseline of the project and does not inform a decision the community will make about the highway cover(s).

## 5. URBAN PLANNING

### 5.1. All Sections

- 5.1.1. Many of the assessments in the Urban Planning section require an understanding of building programs and urban design outside the bounds of the elements on which the community deliberated in Work Session 3. These have been removed. Please see this section in the marked-up DAF, which follows, for a full list of changes.

The updated DAF on the following pages uses ~~red, strikethrough text~~ and annotations to note where we've changed the DAF to respond to the community's decision-making process in Work Session 3.

\*note metrics in ~~red, strikeout text~~ have been removed for Work Session 3, **red text** shows where text has been added.

Community Wealth			
Outcome	Measurement	Description	ICA Performance Assessment
<b>Increase Community Ownership</b>			high / medium / low performance
Land granted for community control <del>on the highway cover</del>	Acres / square feet	Description	
Land granted for community ownership <del>on solid ground</del>	Acres / square feet	Description	
<p style="text-align: center;"><b>Cost / Benefit — Time to Complete Construction</b></p> <p style="text-align: center;"><del>*Cost/benefit analysis applied to the two development scenarios presented in Work Session 2, not to the first five conceptual development scenarios</del></p>			high / medium / low performance
<del>Relative value of the development scenario to the historically harmed community</del>	\$\$	<del>Value of land granted to the historically harmed community.</del>	
<del>Cost of the development scenario</del>	\$\$	<del>Estimated cost of the development scenario.</del>	
Length of time to begin construction	# of years	Description of time impacts.	

<b>Community Wealth Land Uses</b>			high / medium / low performance
Land granted to the community has the capacity to:			
Provide Housing	<del>Potential number and type of homes</del>	Description of how land granted to community can support the ability to provide housing in this scenario at the land's maximum zoned capacity.	
Support Black Businesses	<del>Potential SF</del>	Description of how land granted to community can support Black businesses in this scenario at the land's maximum zoned capacity.	
Provide Education	<del>Potential SF</del>	Description of how land granted to community can support education; including entrepreneurship, technical job training, and green energy jobs; in this development scenario at the land's maximum zoned capacity.	

## Community Health

Outcome	Measurement	Description	ICA Performance Assessment
<b>Support Community Health</b>			high / medium / low performance
Air quality	Distance in feet from I-5	Description of expected air quality in this development scenario. <sup>27</sup>	
Noise	Distance in feet from I-5 or ramps	Description of expected noise in this development scenario.	

<b>Community Health Land Uses</b> Land granted to the community has the capacity to:		high / medium / low performance
Provide access to fresh food through urban farming food distribution throughout the neighborhood	Description of how land can support access to fresh in this development scenario. Generally, a scenario scores higher in this category if can provide a development site adjacent to open space to create the flexibility for outdoor farmers' markets and events adjacent to indoor food distribution, with expected minimal exposure to noise and air pollution.	
Provide culturally responsive healthcare, including mental healthcare and health education	Description of how land can support culturally responsive healthcare in this development scenario. Generally, a scenario scores higher in this category if it can provide a development site with visibility and in a low-stress environment, with expected minimal exposure to noise and air pollution.	
Space for recreation	Description of how land can support recreation in this development scenario. Generally, a scenario scores higher in this category if it can provide for both indoor and outdoor recreation in visible locations, with expected minimal exposure to noise and air pollution.	
Ability to meet Climate Action Goals and support community resilience to climate change	Description of sustainability potential of this development scenario and projected ability to meet climate action goals.	

<sup>27</sup> Baseline Assumption: expected increase in exposure to air pollution within 300' of an opening to I-5; sensitive uses assumed to be best located 300'-500' from an opening to I-5. The ICA team assumes that Air Quality Dispersion Modelling and a Health Risk Assessment will be completed to guide responsible development and management of air quality and noise exposure on the I-5 covers. More analysis is needed to confirm the community health assessments made in this report.

Community Cohesion		
Outcome	Description	ICA Performance Assessment
<b>Community Cohesion Land Uses</b> Land granted to the community has the capacity to:		high / medium / low performance
Provide space for the community to gather, indoors and out	Description of how land granted to the community can support space to gather in this development scenario. Generally, a scenario scores higher in this category if it can provide for both indoor and outdoor community gatherings.	
Opportunities to support the creation of Black cultural center: food, art, and culture, history	Description of how scenario elements can support a Black cultural center in this development scenario. Generally, a scenario scores higher in this category if it can provide for both indoor and outdoor cultural opportunities.	
Markers like gateways, monuments, and public art that support Black identity in Lower Albina	Description of how scenario elements can support Black identity in this development scenario. Generally, a scenario scores higher in this category if it includes prominent outdoor sites to communicate Black identity.	
Support for Albina Vision Trust plan and projects	Description of how this development scenario supports AVT's vision plan and projects.	



Mobility			
Outcome	Measurement	Description	ICA Performance Assessment
<b>Prioritize Neighborhood Circulation</b>			high / medium / low performance
Street network creates developable and accessible land parcels		Describe whether blocks maximize development potential and can be accessed from multiple frontages; shape, size and circulation around parcels.	
Direct and efficient networks – for all modes		Describe the modes impacted by out-of-direction travel and increased potential for delay in this scenario.	
Safe and comfortable – minimize conflicts		Describe the number and type of conflicts in this scenario and particularly the potential safety risk to vulnerable travel modes.	
Reduce complexity and confusion – make navigation logical		Describe whether scenario meets typical road user expectations.	
Create neighborhood-scale streets		Describe whether the street provides a comfortable environment for people to want to spend time on the street.	
<b>Improve I-5 Function <sup>28</sup></b>			high / medium / low performance
<del>Improve safety on I-5</del>		<del>Description</del>	
<del>Reduce congestion on I-5</del>		<del>Description</del>	

<sup>28</sup> Initial assessments: these will be assessed in greater detail when we narrow our design options to 2 or 3.

The following metrics are from public plans that apply to the Albina neighborhood. Urban Planning metrics follow the same wealth, health, and cohesion categories and have been moved to those sections after they were reduced. Notes about why assessments were included or removed are included in the description column, below, to the right of each metric.

Urban Planning		
Outcome	Description	ICA Performance Assessment
Meet the Goals of Previous Plans		high / medium / low performance
Community Wealth		
Ability to develop on high-visibility streets.	Qualitative description of ability to develop on high-visibility streets.	
<del>Prioritize more street curb frontage for street parking, transit, and deliveries to create vibrant streets and support community-serving businesses.</del>	Not a differentiator, streets designs in ICA scenarios are held as a baseline.	
<del>Support urban vibrancy of Russell Street and its blend of daytime and nighttime activity.</del>	No ICA scenarios extend to Russell Street.	
<del>Opportunity to support Target Clusters in the SOUL District Vision (Technology Services &amp; Product Industry; Creative Production Industry; Food Industry; Entertainment Industry; Neighborhood Goods &amp; Services).</del>	These goals of the SOUL District Vision informed the programs the community discussed in Work Session 2 and many are covered under Community Wealth Land Uses. Those that are not specifically covered in Community Wealth Land Uses have similar opportunities to be constructed.	
<del>Opportunity to support Values of SOUL District Vision (economic development; social responsibility; youth education and workforce development).</del>	This is covered by schedule and education under Wealth Creation currently.	
<del>Support existing businesses and increase economic opportunities.</del>	Not a differentiator between the elements of different scenarios.	
<del>Support Central City 2035 performance target: -Add 10,000 new jobs (Lloyd) -Add 1,000 new jobs (Lower Albina)</del>	Relies on building programs and / or urban design outside the bounds of the elements on which the community will deliberate.	
<del>Encourage the development of new housing especially in "housing emphasis area."</del>		
<del>Include development of affordable housing as a way to ensure income diversity, meet citywide housing needs and help mitigate the potential for displacement due to rising housing prices.</del>		
<del>Central City 2035 performance target develop 5,000 new housing units and reduce the jobs to housing ratio to 5 to 1. Seek full range of housing types and affordability options, including 50 percent of new units affordable to households with incomes below the median family income (MFI) of the city. (Lloyd)</del>		
<del>Preserve and enhance the industrial character and functionality of the Lower Albina area.</del>		

Community Health	
<del>Develop signature sequence of open spaces, linked through a pedestrian wayfinding system.</del>	Relies on building programs and / or urban design outside the bounds of the elements on which the community will deliberate.
<del>Encourage sustainable design in public infrastructure and industrial buildings, including green roofs, stormwater management strategies, tree canopy, habitat-friendly design, energy efficiency improvements, and alternative energy generation.</del>	
<del>Central City 2035 performance target: Achieve 18% canopy coverage (Lloyd) Achieve 10% canopy coverage (Lower Albina)</del>	Not a differentiator between the elements of different scenarios, they all provide opportunity for increased canopy coverage along street frontages to approximately the same degree
<del>Provide public access to, from, and along the river.</del>	Relies on building programs and / or urban design outside the bounds of the elements on which the community will deliberate.
<del>Connect internal areas of the District to the Willamette Greenway Trail.</del>	
Community Cohesion	
<del>Develop projects that celebrate the river and contribute to creating centers of interest and activity that focus on the Willamette River.</del>	Relies on building programs and / or urban design outside the bounds of the elements on which the community will deliberate
<del>Organize land areas and groupings of buildings to visually define the river's linkage to the community.</del>	
Preserve, rehabilitate, and celebrate historic structures, culturally significant African American resources identified in the Cornerstones of Community inventory.	Qualitative description of the degree to which a scenario's elements support and celebrate Leftbank, historically a thriving night club for the African American community.
<del>Provide a distinct sense of entry and exit. Design and develop gateways into and within the Lloyd District that speak to appropriate historical, geographic, and multicultural themes.</del>	Potential for the urban environment to support gateways is covered in Community Cohesion, with an emphasis on the Black community our work centers. To the extent that we can speak to it, this assessment would not be different than that assessment.
<del>Orient building massing and form towards the intersection of a major district entrance, creating structures or art using special historic structures to frame a key distinct area entry.</del>	Relies on building programs and / or urban design outside the bounds of the elements on which the community will deliberate.
<del>Protect public views of key landmarks and scenic resources (Vista Bridge, Union Station, Mt. Hood, Willamette River Bridges).</del>	
<del>Encourage tallest buildings to locate adjacent to transit hubs and corridors, generally stepping down in height to the Willamette River.</del>	
<del>Encourage public spaces, public art and activities that celebrate the history of the district and build community.</del>	

~~Integrate art that increases the public enjoyment of the District using 'found objects' that are remnants from the area's history.~~

General potential to achieve these goals is included in Community Cohesion to the extent that we can speak to it, this assessment would not be different than that assessment.

<b>Mobility</b>	
<del>Create more fully connected public realm consisting of streets, the greenway, streetcar loops, and bicycle and pedestrian trails.</del>	Not a major differentiator, ICA scenarios include different quality of connections, but approximately that same level of connectivity in each.
Create conditions that make bicycling more attractive than driving for trips of three miles or fewer.	Qualitative description of how scenarios differ in making bicycling attractive.
<del>Central City 2035 performance target: At least 75% of commute trips to and from the District are by non-single occupancy vehicles (transit, walking, bicycling, and carpooling). (Lloyd)</del>	“Direct and Efficient Networks for all modes” under Mobility, is an assessment of how well a development scenario is equipped to meet this goal in the future.
<del>Central City 2035 performance target: At least 40% of commute trips to and from the District are by non-single occupancy vehicles (transit, walking, bicycling, and carpooling). (Lower Albina)</del>	
<del>Encourage pedestrian-oriented development through the redevelopment of drive-throughs and large surface parking lots that are oriented to the street and enhance the pedestrian environment.</del>	Relies on building programs and / or urban design outside the bounds of the elements on which the community will deliberate.
<del>Encourage pedestrian-oriented development through features that provide connectivity and continuity such as awnings, street banners, special graphics which link shops, galleries, entrances, display windows and buildings.</del>	



