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# HISTORIC RESOURCES SUPPLEMENTAL TECHNICAL REPORT

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Oregon Department of Transportation

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July 1, 2022

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1	<b>Acronyms</b>	
2	API	Area of Potential Impact
3	CFR	Code of Federal Regulations
4	COAC	Community Oversight Advisory Board
5	DOE	Determination of Eligibility
6	EA	Environmental Assessment
7	ESC	Executive Steering Committee
8	FHWA	Federal Highway Administration
9	FONSI	Finding of No Significant Impact
10	HAAB	Historic Albina Advisory Board
11	I	Interstate
12	MPD	Multiple Property Documentation
13	NHPA	National Historic Preservation Act
14	NRHP	National Register of Historic Places
15	O&C	Oregon and California Railroad
16	ODOT	Oregon Department of Transportation
17	OR&N	Oregon Railway and Navigation Company
18	Project	Interstate 5 (I-5) Rose Quarter Improvement Project
19	REA	Revised EA
20	SHPO	State Historic Preservation Office
21	U.S.C.	United States Code
22		

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# 1 Executive Summary

2 This Historic Resources Supplemental Technical Report documents the results of the  
3 supplemental baseline architectural survey, Determination of Eligibility (DOE), and Finding of  
4 Effect (FOE) for the Interstate 5 (I-5) Rose Quarter Improvement Project (Project) prepared for  
5 the Oregon Department of Transportation (ODOT) to satisfy the regulatory requirements of  
6 Section 106 of the National Historic Preservation Act and 36 Code of Federal Regulations (CFR)  
7 Part 800, as well as Section 4(f) of the US Department of Transportation Act of 1966 (49 United  
8 States Code [U.S.C.] 303; 23 U.S.C. 138). The Project is intended improve the safety and  
9 operations on I-5 between I-405 and I-84, the Broadway/Weidler interchange, and adjacent  
10 surface streets.

11 Because the Federal Highway Administration (FHWA) may provide funding for the proposed  
12 Project, the Project is a federal undertaking, and is subject to compliance with Section 106.  
13 Eight historic resources in the Area of Potential Impacts (API) were identified and evaluated  
14 consistent with the evaluation criteria contained in 36 CFR Part 60 in 2022. [Note: The Project’s  
15 API is the same as the Project’s Section 106 Area of Potential Effects.] These historic resources  
16 were not included in the 2019 Historic Resources Technical Report because they were not in  
17 the original API, and/or not of sufficient age for evaluation. Following a field investigation of the  
18 revised API, eight individual resources built prior to 1984 were identified and photographed as  
19 a part of the supplemental baseline architectural survey. One individual resource, an historic  
20 railroad corridor, was identified as potentially meeting the National Register of Historic Places  
21 (NRHP) Criteria for Evaluation in the supplemental baseline architectural survey, and a DOE was  
22 prepared. The DOE for the historic railroad corridor met one or more of the NRHP Criteria and  
23 is recommended as a historic property.

24 An FOE was prepared for the historic railroad corridor and the Criteria of Adverse Effect (36 CFR  
25 800.5(a)) were then applied to the historic property. Potential Project effects include changes  
26 to the settings of historic properties by the introduction of new transportation structures,  
27 including highway covers, lane/shoulder widenings, ramp improvements, Project construction  
28 and facility operations-related noise, construction-related vibration, property acquisitions,  
29 permanent/temporary construction easements, building demolition, and sidewalk and bike lane  
30 improvements.

31 ODOT/FHWA previously developed a Programmatic Agreement (PA) in consultation with the  
32 Oregon State Historic Preservation Office and other consulting parties to avoid and/or minimize  
33 the potential for Project-related vibration to seven historic properties, because the extent of  
34 these potential effects would not be known prior to the implementation of the Project. With  
35 the execution of the PA, and the avoidance and effect minimization measures contained  
36 therein, the Project effects assessment of the historic properties resulted in a recommended

- 
- 1 Project FOE of “no adverse effects” consistent with 36 CFR 800.5(b). After reconsidering the
  - 2 Project modifications and the identification of an additional historic property, no additional
  - 3 mitigation measures are recommended, and a “no adverse effects” finding remains
  - 4 appropriate.

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# 1.0 INTRODUCTION

The I-5 Rose Quarter Improvement Project (Project) Environmental Assessment (EA) was released in February 2019. The Federal Highway Administration (FHWA) published a Finding of No Significant Impact (FONSI) and Revised EA (REA) for the Build Alternative on November 6, 2020. Since the issuance of the FONSI, the Oregon Department of Transportation (ODOT) has made changes to the design of the proposed Build Alternative to create a Revised Build Alternative and re-evaluated the changes in the context of the FONSI/REA. At the conclusion of the re-evaluation, FHWA and ODOT agreed that the design changes require additional analyses beyond what was presented in the REA, and FHWA rescinded the FONSI on January 18, 2022. This technical memo supplements the 2019 Historic Resources Technical Report with an evaluation of the impacts of the Revised Build Alternative compared to the No-Build Alternative and Build Alternative.

## 2.0 BUILD ALTERNATIVE DESIGN CHANGES

Changes to the Build Alternative include modification to the highway cover design and changes associated with advancements in other elements of the project design, some of which require expansion of the Project Area. This section describes the highway cover design changes and design changes that resulted from advancements in project engineering. The evaluation of these changes is presented in Section 6.2 of this supplemental technical report.

### 2.1 DESIGN PROCESS

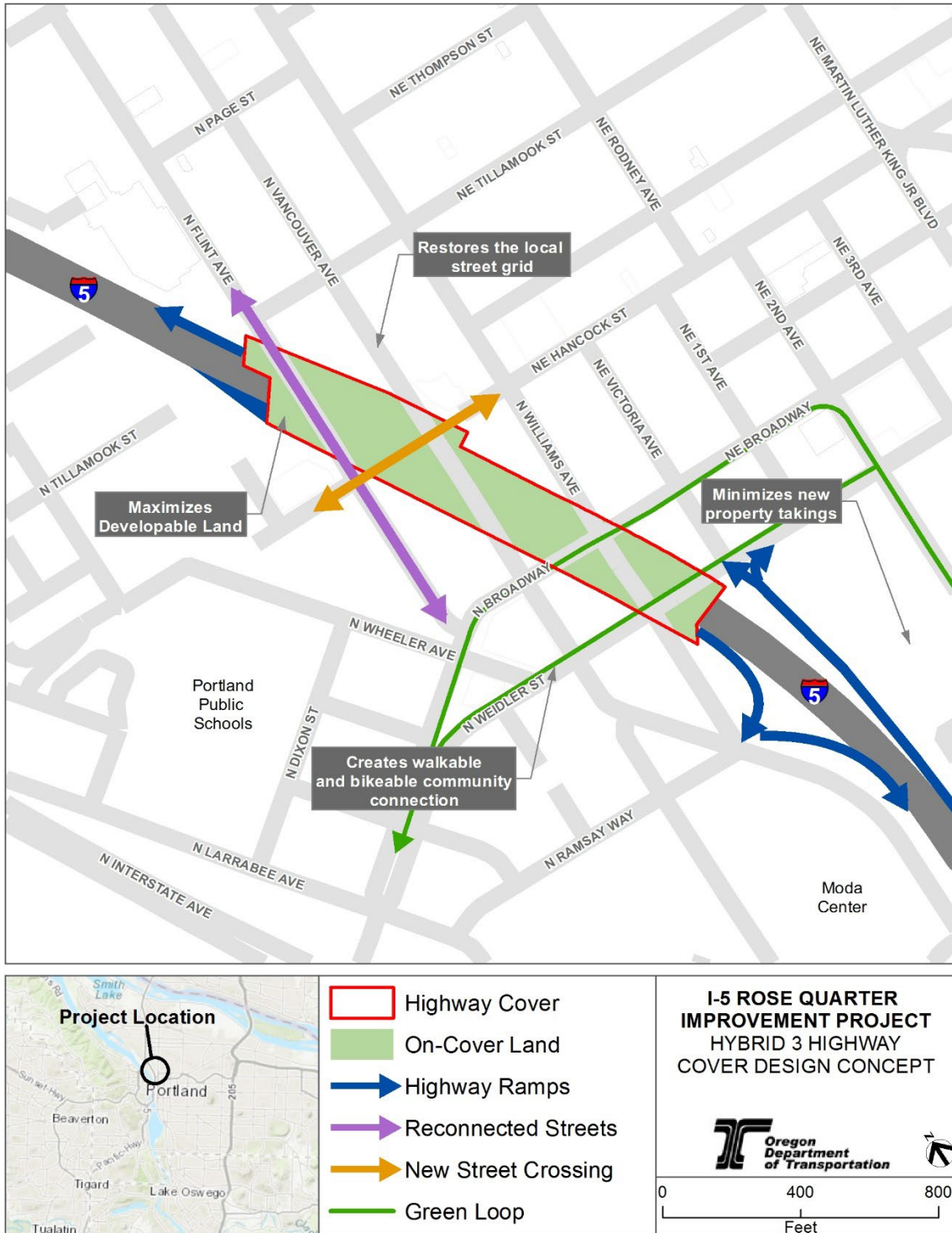
Through 2021, ODOT facilitated an Independent Highway Cover Assessment, as directed by the Oregon Transportation Commission, that engaged the Project’s advisory committees and community members in a series of collaborative workshops to explore the design opportunities for the highway cover. The purpose of the Independent Highway Cover Assessment was to understand stakeholder goals and objectives within the Project Area, generate potential highway cover scenarios, and assess the impacts and benefits of those scenarios. The Independent Highway Cover Assessment team worked directly with local community members from the historic Albina neighborhood to understand how the highway cover design concepts might best serve the historic Albina community. The Project’s Historic Albina Advisory Board (HAAB), Executive Steering Committee (ESC) and the Community Oversight Advisory Board (COAC) also provided input as part of the Independent Highway Cover Assessment process. These sessions explored potential opportunities for economic development in the Albina community and the highway cover design concepts.



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1 In July 2021, Oregon Governor Brown convened a series of meetings with Project stakeholders  
2 and community organizations to discuss the design concepts developed in the Independent  
3 Highway Cover Assessment. In August 2021, the HAAB—as supported by the ESC and the COAC,  
4 and through the Governor-led process—recommended “Hybrid 3” as the preferred highway  
5 cover design concept (Figure 1). The Hybrid 3 highway cover design concept represents a  
6 proposed community solution to maximize developable space on a single highway cover. The  
7 Hybrid 3 highway cover design concept maintains the commitment for the Project to create  
8 opportunities for the local community to grow wealth through business ownership and long-  
9 term career prospects through the Project’s Disadvantaged Business Enterprise and workforce  
10 program. Following the community and stakeholder recommendations, in September 2021, the  
11 Oregon Transportation Commission directed ODOT to advance further evaluation of the Hybrid  
12 3 highway cover design concept, with conditions related to the Project’s funding process and  
13 other technical analyses.

1 Figure 1 Hybrid 3 Highway Cover Design Concept



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3 Source: Independent Cover Assessment (Independent Cover Assessment Team, 2021)

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1 In January 2022, Governor Brown entered into a Letter of Agreement with the City of Portland,  
2 Metro, and Multnomah County that demonstrated their shared understanding and collective  
3 support for the Hybrid 3 concept as part of the Project. The Letter of Agreement specifically  
4 highlights the desire to connect the Lower Albina neighborhood, create buildable space, and  
5 enhance wealth-generating opportunities for the community, while simultaneously addressing  
6 the area’s transportation needs. Additionally, the Letter of Agreement supports the  
7 development of a process to define the future development vision for what could ultimately be  
8 built on top of the highway cover upon Project completion – this process is referred to as a  
9 Community Framework Agreement. The Letter of Agreement states that the City of Portland  
10 will lead a Community Framework Agreement process and that it should be between the City of  
11 Portland, ODOT, other state agencies and local jurisdictions as necessary, with the participation  
12 of organizations that represent the Albina community and Black residents. Any future real  
13 estate or open space development on top of the cover would require executing long-term air  
14 rights and lease agreements, and that any such actions or decisions are subject at all times to  
15 applicable local, state, and federal laws including but not limited to land use and NEPA  
16 processes.

17 In June 2022, ODOT and the City of Portland executed an Intergovernmental Agreement (IGA),  
18 building upon the January 2022 Letter of Agreement. The IGA further states that the City will  
19 lead the future highway cover land use, programming and development processes and  
20 development of a Community Framework Agreement, in consultation with the ODOT to ensure  
21 the highway, local streets and resulting land parcels within the Project are coordinated. As such,  
22 ODOT would construct the highway cover as part of the Project and the City of Portland would  
23 lead the process to define what is ultimately built on the new land created by the Project’s  
24 highway cover. In the IGA, both ODOT and the City agreed that ODOT will retain ownership of  
25 the highway cover structure and the new developable area created on the highway cover  
26 structure upon Project completion.

27 The sections below describe the highway cover design changes and the design changes that  
28 resulted from advancements in project engineering and are incorporated into the Revised Build  
29 Alternative.

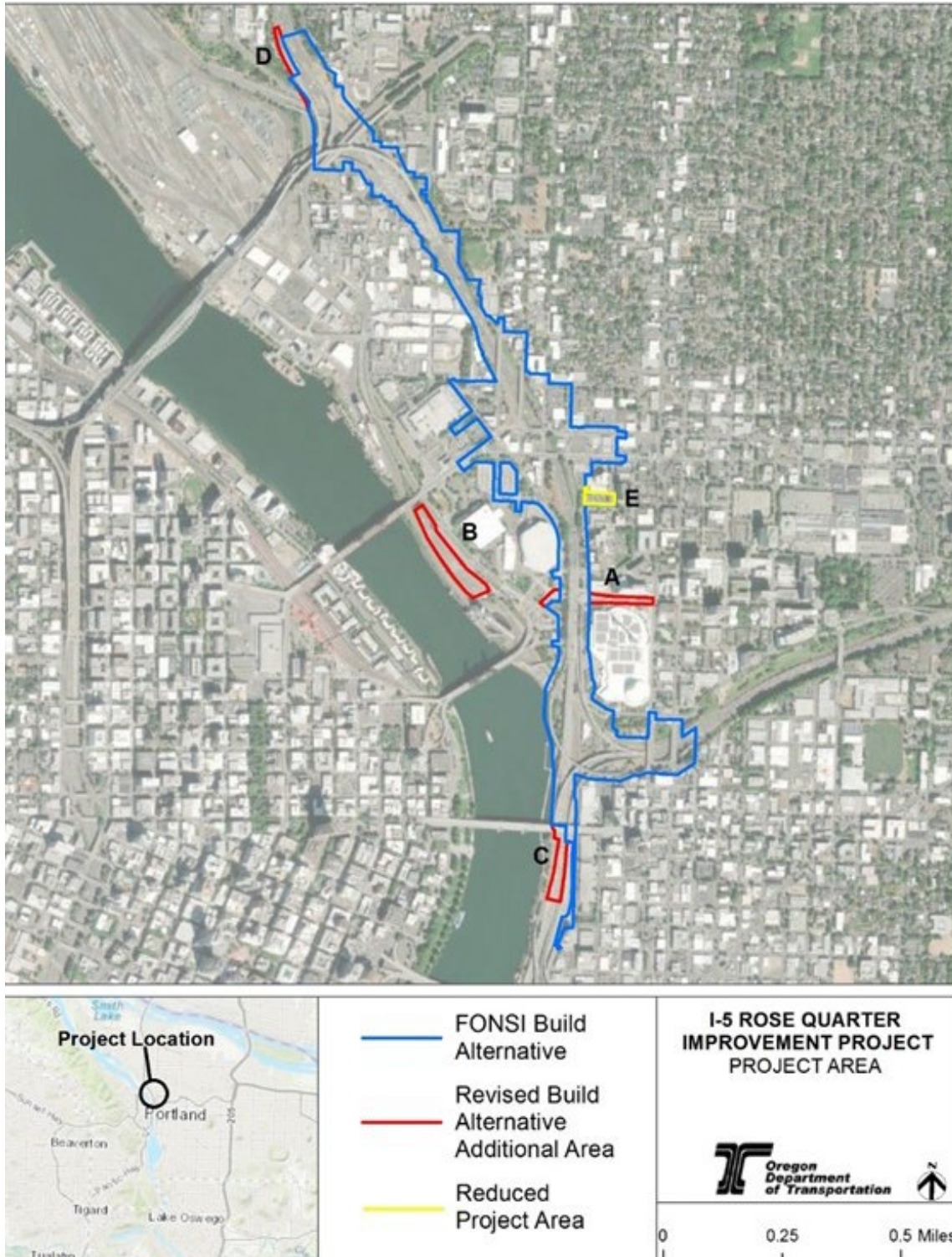
## 30 2.2 PROJECT AREA

31 The Project Area is defined as the area within which improvements are proposed, including  
32 where permanent modifications to adjacent parcels may occur and where potential temporary  
33 impacts from construction activities could result. As Project design information advanced, some  
34 changes required expansion of the Project Area presented in the REA and FONSI, and in one  
35 location the Project Area was reduced (Figure 2). In total, approximately 8.7 acres would be  
36 added to the Project Area. The changes are as follows, with letter references to the areas  
37 shown in Figure 2:

- 
- 1 • A: Utility conflicts with Light Rail Transit along NE Holladay Street between N Interstate  
2 Avenue and NE Martin Luther King Jr. Boulevard required expanding the Project Area by  
3 1.9 acres to include additional overhead utility relocations (label A in Figure 2).
- 4 • B: An existing parking lot (known as Aegean Lot) south of N Interstate Avenue and the  
5 Broadway Bridge may be used for contractor staging during construction and is added to  
6 the Project Area (label B, Figure 2). ODOT identified this 4.3-acre construction staging area  
7 for contractor use based on its location, size, and suitability recognizing that, because of  
8 the urban setting and high-density land development in the construction area, it would be  
9 difficult for a construction contractor to find the space needed near or next to the project  
10 work areas for equipment staging, material storage, and the required co-location space  
11 for the contractor/construction personnel. This location meets all of the Project  
12 requirements: large level open space, proximity to the project work areas, and access for  
13 staging/storage of materials and equipment. Any materials stored in the area and site  
14 runoff would be subject to the same regulations as required throughout the project site.
- 15 • C: The southern end of the Project Area is expanded by 2.4 acres to include the portion of  
16 I-5 south of the Burnside Bridge proposed for a retrofit of the existing bridge rail,  
17 restriping the existing freeway, and installation of new guide signs (label C, Figure 2).
- 18 • D: At the northernmost end of the Project Area, a 1.1-acre area of ODOT right of way  
19 along the I-5 shoulders is now included in the Project Area for fiber optic conduit (label D,  
20 Figure 2).
- 21 • E: In one location, the Project Area was reduced by 1.0 acre. A parking lot west of the  
22 intersection of NE Clackamas St and NE 2<sup>nd</sup> Avenue is no longer needed for the Project  
23 due to the removal of the Clackamas Bicycle and Pedestrian Crossing (label E, Figure 2).



1 Figure 2 Previous and Current Project Area.



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## 2.3 I-5 MAINLINE IMPROVEMENTS CHANGES

The Build Alternative included relocation of the I-5 southbound on-ramp at N Wheeler Avenue to N/NE Weidler Street at N Williams Avenue via the new Weidler/Broadway/Ramsay highway cover, construction of auxiliary lanes and full shoulders (12 feet in width) on I-5 between I-405 and I-84 in both directions, and associated improvements to I-5 through the Project Area. The Revised Build Alternative includes the following changes to those elements of the Build Alternative:

- Move the I-5 southbound exit ramp termini from N Broadway to N Williams Avenue at NE Wheeler Avenue.
- Reduce the freeway median shoulder through the entire Project Area, from 12 feet to 8 feet (4 to 5 feet within highway cover). The outside shoulder width of 12 feet remains unchanged.
- Relocate Noise Wall 24 from N Commercial Avenue near Harriet Tubman Middle School to attach to Walls 1 and 2 along the east edge of I-5.
- Keep the I-5 southbound entrance ramp from NE Wheeler Avenue/N Williams Avenue/N Ramsay Way on the existing alignment rather than relocate it to parallel N Williams Avenue.
- On I-5 south of the Burnside Bridge: retrofit existing bridge rail, restripe freeway in both the NB and SB directions, and install new guide signs on an existing sign structure in the SB direction.

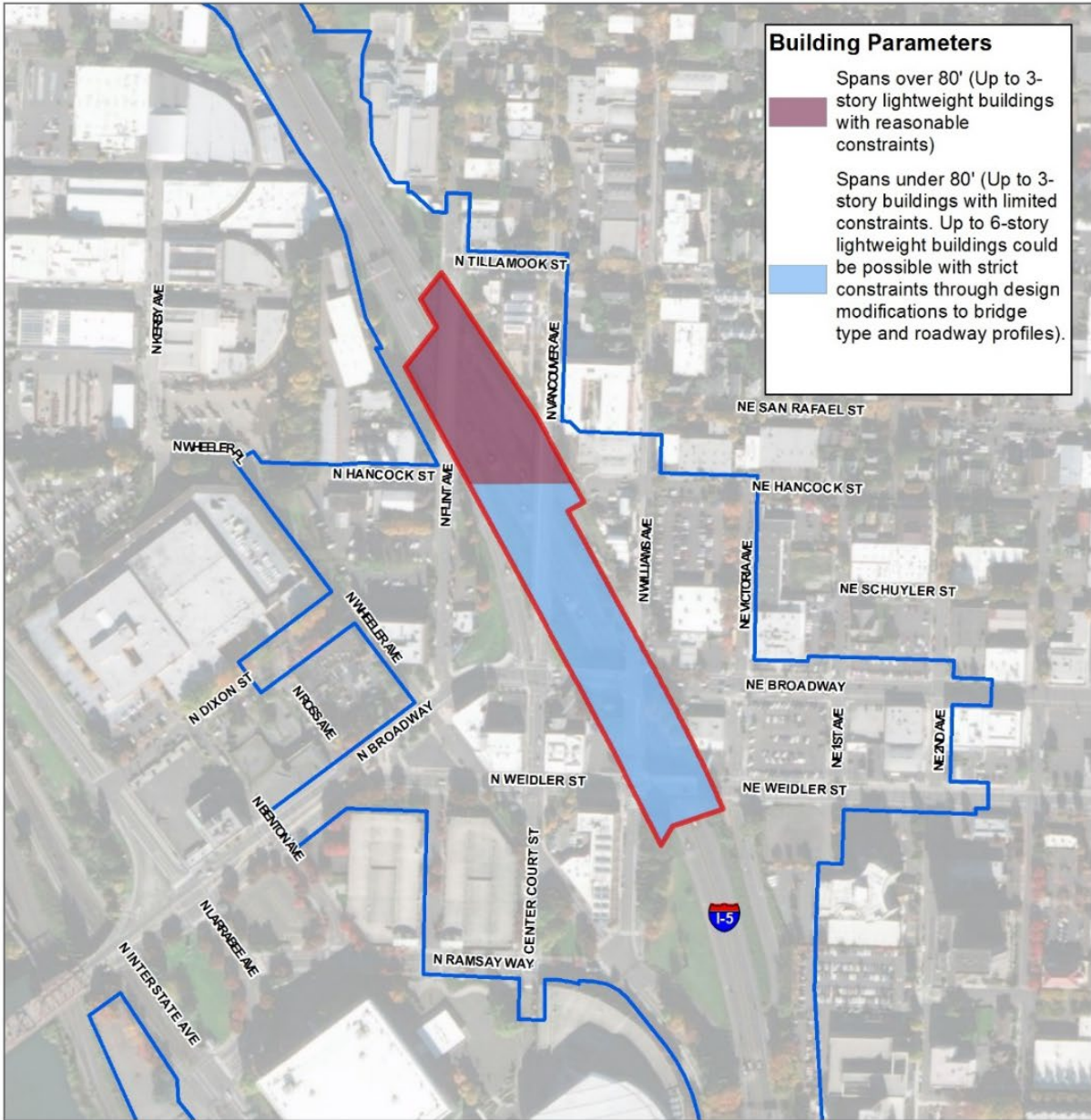
## 2.4 HIGHWAY COVER CHANGES

The Build Alternative included the construction of two highway cover structures over I-5 for roadway crossings and other purposes. The Revised Build Alternative, based on Hybrid 3 (see Figure 1), includes the following changes to the highway covers:

- Provide one continuous highway cover over I-5 rather than separate covers at the existing N Flint Avenue, NE Weidler Street, NE Broadway, N Williams Avenue, and the N Vancouver Avenue overcrossings.
- Expand the limits of the highway cover by approximately 35 feet to the west, and approximately 400 feet to the north.
- Design and construct the highway cover to accommodate multi-story buildings. Due to span length and site constraints, design would constrain building size, location, type, and use on portions of the cover (Figure 3). Generally, buildings up to three stories could be accommodated throughout the highway cover. Buildings of up to six stories could be accommodated where span lengths are shorter than 80 feet with strict design constraints.



1 Figure 3 Building Parameters on the Cover



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1 Future development on the highway cover would follow a community process according to the  
2 City-led Community Framework Agreement, as described in Section 2.1. ODOT anticipates this  
3 process could continue past completion of cover construction.

4 As part of the Project, ODOT anticipates programming interim uses on the highway cover for  
5 the time period between Project completion and when the City-led development process would  
6 be implemented. Upon Project completion, the added surface space created by the highway  
7 cover over I-5 could provide an opportunity for new and modern bicycle facilities, making the  
8 area more connected, walkable and bike friendly. It could also provide opportunity for various  
9 potential types of public spaces, to be precisely determined during the Project’s final design  
10 phase and through robust community engagement, consisting of one or more of the following  
11 types of uses:

- 12 • Landscaped areas for active and passing recreation and/or to provide a buffer, backdrop  
13 and visual comfort, such as gardens, lawns or planter beds.
- 14 • Plazas and hardscaped open space for active and passive recreation, such as courts,  
15 plazas, splash pads, picnic areas, and community gathering spaces.
- 16 • Interpretive signage, historical markers, landmarks and other areas of historical  
17 recognition and narrative such as art pieces and other historical signage/kiosks and  
18 pavement focused on the historic Albina community.
- 19 • Temporary and lightweight vertical features to support episodic, mobile commercial  
20 activities such as a food market shed, eating pavilion, food carts, or picnic venues.

21 These features may be removed upon implementation of the development determined by the  
22 community process or may be incorporated into that development.

## 23 2.5 RELATED LOCAL SYSTEM MULTIMODAL 24 IMPROVEMENTS CHANGES

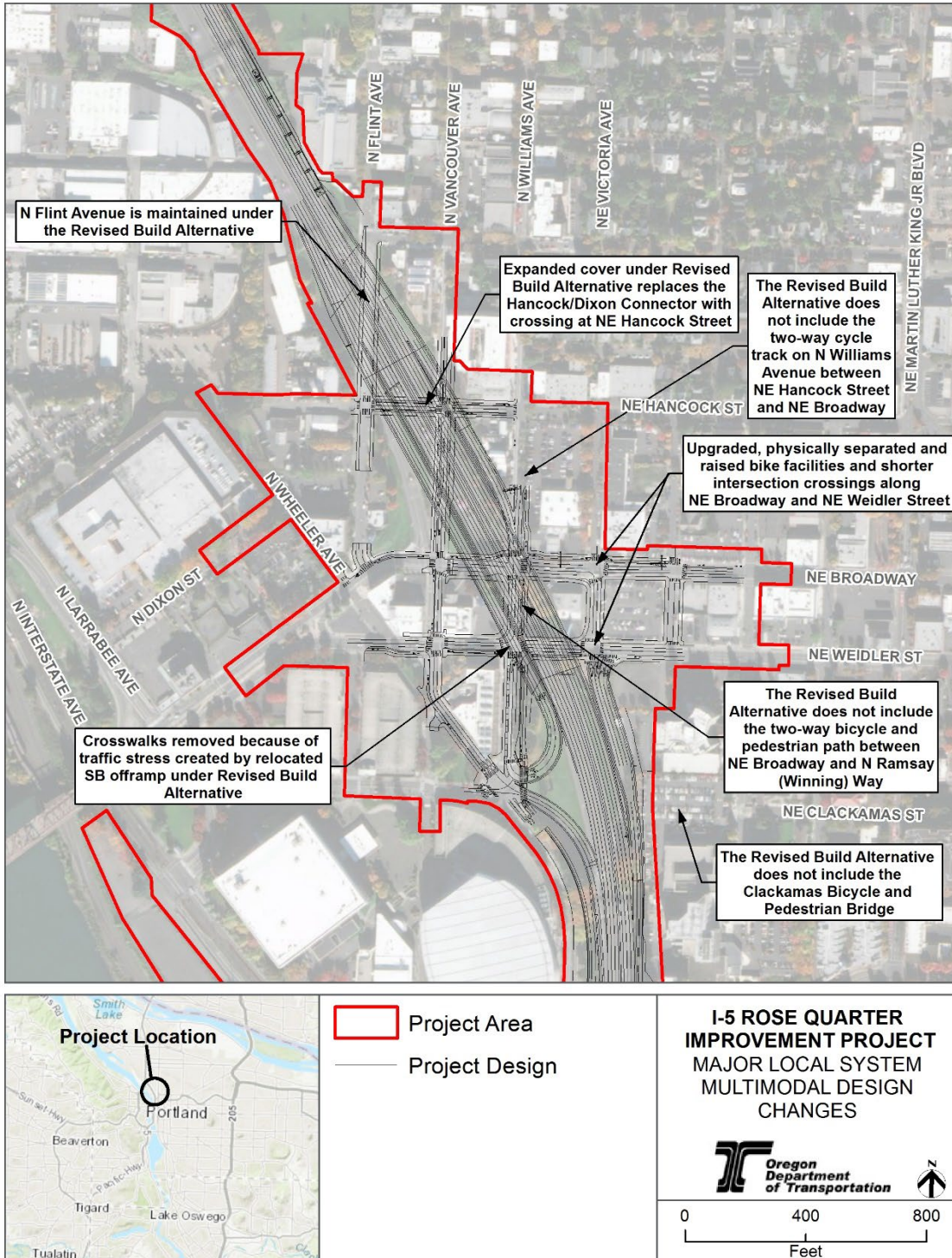
25 The Build Alternative included construction of a new bicycle and pedestrian bridge over I-5 at  
26 NE Clackamas Street and other local street improvements. The Revised Build Alternative  
27 includes the following changes to these improvements to accommodate the Hybrid 3 design  
28 concept and related changes in traffic patterns (see Figure 4 below):

- 29 • Remove the Clackamas Bicycle and Pedestrian Crossing from the Build Alternative.
- 30 • Enhance pedestrian and bicycle improvements along NE Broadway and NE Weidler Street.
- 31 • Connect N Flint Avenue across I-5 from NE Tillamook Street to N Hancock Street and  
32 terminate it at N Broadway.



- 
- 1 • Remove the NE Hancock Street overcrossing of I-5, connecting to N Dixon Street. NE  
2 Hancock Street would cross I-5 and connect to N Flint Avenue as part of the expanded  
3 highway cover.
- 4 • Remove the two-way cycle track on N Williams Avenue between NE Hancock Street and  
5 NE Broadway and a two-way bicycle and pedestrian path between NE Broadway and  
6 N Ramsay Way and instead convert the on-road bike lane to a protected bike lane, with a  
7 transition to the existing on-road bike lane south at or near NE Hancock Street.
- 8 • Close the crosswalk across NE Broadway on the west side of N Williams Avenue and the  
9 crosswalk across N Williams Avenue north of NE Weidler Street.
- 10

1 Figure 4 Local System Multimodal Design Changes



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## 1 3.0 REGULATORY FRAMEWORK

2 The regulatory framework is the same as was described in the 2019 Historic Resources  
3 Technical Report.

## 4 4.0 METHODOLOGY AND DATA 5 SOURCES

6 The methodology and data sources are the same as those described in the 2019 Historic  
7 Resources Technical Report. The Area of Potential Impacts (API) has been modified slightly  
8 (Figure 5), and eight additional historic properties were evaluated as a result of the new API and  
9 estimated period of construction for the Revised Build Alternative. Changes to the API are  
10 discussed in Section 4.1, and newly evaluated historic properties are discussed in Section 5.  
11 Historic properties are those properties that are included in, or eligible for inclusion in, the  
12 National Register of Historic Places. [Note: The Project's API is the same as the Project's Section  
13 106 Area of Potential Effects.]

### 14 4.1 AREA OF POTENTIAL IMPACT

15 The API expands upon the one identified in the 2019 Historic Resources Technical Report to  
16 include changes to the Project Area, as discussed in Section 2.1. The revised API is shown in  
17 Figure 5.





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# 5.0 AFFECTED ENVIRONMENT

The affected environment has been modified slightly as a result of the Revised Build Alternative. The physical setting of the API remains unchanged, but new research since the publication of the 2019 Historic Resources Technical Report has contributed to the historic context of historic resources within the API. This section provides an update on cultural resource investigations (Section 5.1), newly National Register of Historic Places (NRHP)-listed properties (Section 5.2), and previously surveyed properties that have been demolished since 2019 (Section 5.3).

## 5.1 PREVIOUS CULTURAL RESOURCE INVESTIGATIONS UPDATE

Since the publishing of the Historic Resources Technical Report in 2019, one major investigation has been completed that relates to the historic resources within the Project Area. The report on the findings of that investigation, “African American Resources in Portland, Oregon, from 1865 to 1973” Multiple Property Documentation Form (MPD), was prepared in 2020 by the Bosco-Milligan Foundation, Architectural Heritage Center, and the City of Portland (Galbraith et al. 2020). Building on previous research published in the “Cornerstones of Community Buildings of Portland’s African-American History” (Millner, et al. 1995), the MPD describes resources and resource types associated with the African American experience between 1865 and 1973, located within the 2020 city limits of Portland. It includes a thorough historic context covering seven major themes of the African American experience in Portland, as well as a framework for evaluating resources associated with that historic context. Officially listed in the NRHP in 2020, the MPD documents several historic resources in or near the Project Area. In addition, a review of documentation found that a segment of the Oregon & California Railroad (O&C) in the API was determined eligible for the NRHP as a part of the Earthquake Ready Burnside Bridge Project (Oregon SHPO Project No. 18-1479; O’Brien 2019).

### 5.1.1 Supplemental Baseline Survey and Determinations of Eligibility

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The purpose of a baseline survey is to identify and briefly characterize the historic resources in the API that may be affected by the Project. The selective survey for this Historic Resources Supplemental Technical Report included those properties that contained buildings or structures erected prior to 1984, and not surveyed for the 2019 report. This baseline survey includes a photograph of the resource, name, address, year built, and eligibility recommendation, which includes an initial application of the NRHP Criteria for Evaluation and assessment of integrity. For those resources that appeared to be eligible for the NRHP under one or more of the NRHP Criteria for Evaluation, a Determination of Eligibility (DOE) was prepared.

1 Following a field investigation of the API, eight individual resources built prior to 1984 and not  
 2 documented in the previous survey were identified and photographed as part of the  
 3 supplemental baseline architectural survey. One DOE was prepared for a historic railroad  
 4 corridor near Sullivan’s Gulch that was identified as potentially meeting the NRHP Criteria for  
 5 Evaluation. The remaining seven resources were recommended as not eligible due to  
 6 diminished integrity, or because the resource was identified as a common building type. The  
 7 results of the baseline architectural survey are listed in Table 1, and provided in Appendix A.

8 Table 1 Baseline Architectural Survey Summary

PROPERTY NAME/ADDRESS	CONSTRUCTION DATE	PREVIOUS EVALUATION	NRHP STATUS
<b>419 N. Thompson Street</b>	1978	N/A	Not Eligible (Diminished integrity)
<b>625 N. Stanton Street</b>	1980	N/A	Not Eligible (Common building type)
<b>810 N. Graham Street</b>	1976	N/A	Not Eligible (Diminished integrity; common building type)
<b>1225 NE 2nd Ave</b>	1981	N/A	Not Eligible (Diminished integrity)
<b>1921-1941 N. Gantenbein Avenue</b>	1982	N/A	Not Eligible (Diminished integrity; common building type)
<b>1932 N. Gantenbein Avenue</b>	1978	N/A	Not Eligible (Common building type)
<b>2624 N. Borthwick Avenue</b>	1983	N/A	Not Eligible (Diminished integrity; common building type)
<b>Historic Railroad Corridor</b>	1868, 1882	N/A	Potentially Eligible under NRHP Criterion A

9 Note:  
 10 NRHP = National Register of Historic Places

11 In addition to the eight properties identified in the Baseline Survey, the Burnside Bridge (NRHP-  
 12 listed; National Register Information System #120009321) crosses the southern corridor of I-5,



1 and therefore a small portion of the revised API. No additional effects assessment for the  
 2 bridge was performed, because the Project in this area will entirely avoid the resource, and  
 3 there is no possibility it would be affected by the Project.

4 **5.1.2 Determinations of Eligibility**

5 Table 2 lists the one property evaluated through a DOE. Figure 6 includes a map of the  
 6 property, and the DOE is included in Appendix B. The following is a summary of the  
 7 recommendations for the resource evaluated through a DOE.

8 **Table 2 List of Historic Properties with NRHP Eligibility Recommendation for the Revised Build**  
 9 **Alternative**

HISTORIC PROPERTY NAME	PROPERTY ADDRESS	CONSTRUCTION DATE	NRHP ELIGIBILITY RECOMMENDATION (APPLICABLE CRITERIA)
<b>Historic Railroad Corridor</b>	Linear Resource	1868, 1882, circa 2015	Eligible (Criterion A)

10 Note:  
 11 NRHP = National Register of Historic Places

12 **Historic Railroad Corridor**

13 The Historic Railroad Corridor has Oregon Railway and Navigation Company (OR&N) and O&C  
 14 Railroad segments in Portland, Multnomah County, Oregon. The segments pass beneath Exit 31  
 15 on I-5 South, and the I-5 North offramp from I-84. Both historic segments are now owned and  
 16 operated by the Union Pacific Railroad, which manages a large North American freight railroad  
 17 network. The urban streetscape includes industrial warehouse buildings to the east, and the  
 18 Eastbank Esplanade and Willamette River to the west. The active historic railroad corridor  
 19 includes a 1,657-foot segment of the historic OR&N Company railroad, a 1,228-foot segment of  
 20 the historic O&C Railroad, and a circa (c)-2015 spur that connects the two segments through  
 21 Sullivan’s Gulch. The historic railroad lines have modern steel standard-gauge rails, replacement  
 22 pressure-treated wood railroad ties, and gravel track ballast covering the mostly flat graded rail  
 23 corridor.

24 The historic railroad corridor is recommended as eligible under NRHP Criterion A in the areas of  
 25 Transportation and Commerce at the regional and state level as part of the larger OR&N and  
 26 O&C railroads. The period of significance is 1868 to circa 1910, reflecting the initial construction  
 27 and completion of the railroads; and continuing to circa 1910, when both the OR&N and O&C  
 28 railroads were absorbed by other companies (Union Pacific and Southern Pacific, respectively).  
 29 The historic railroad corridor retains integrity of location, setting, feeling, and association due

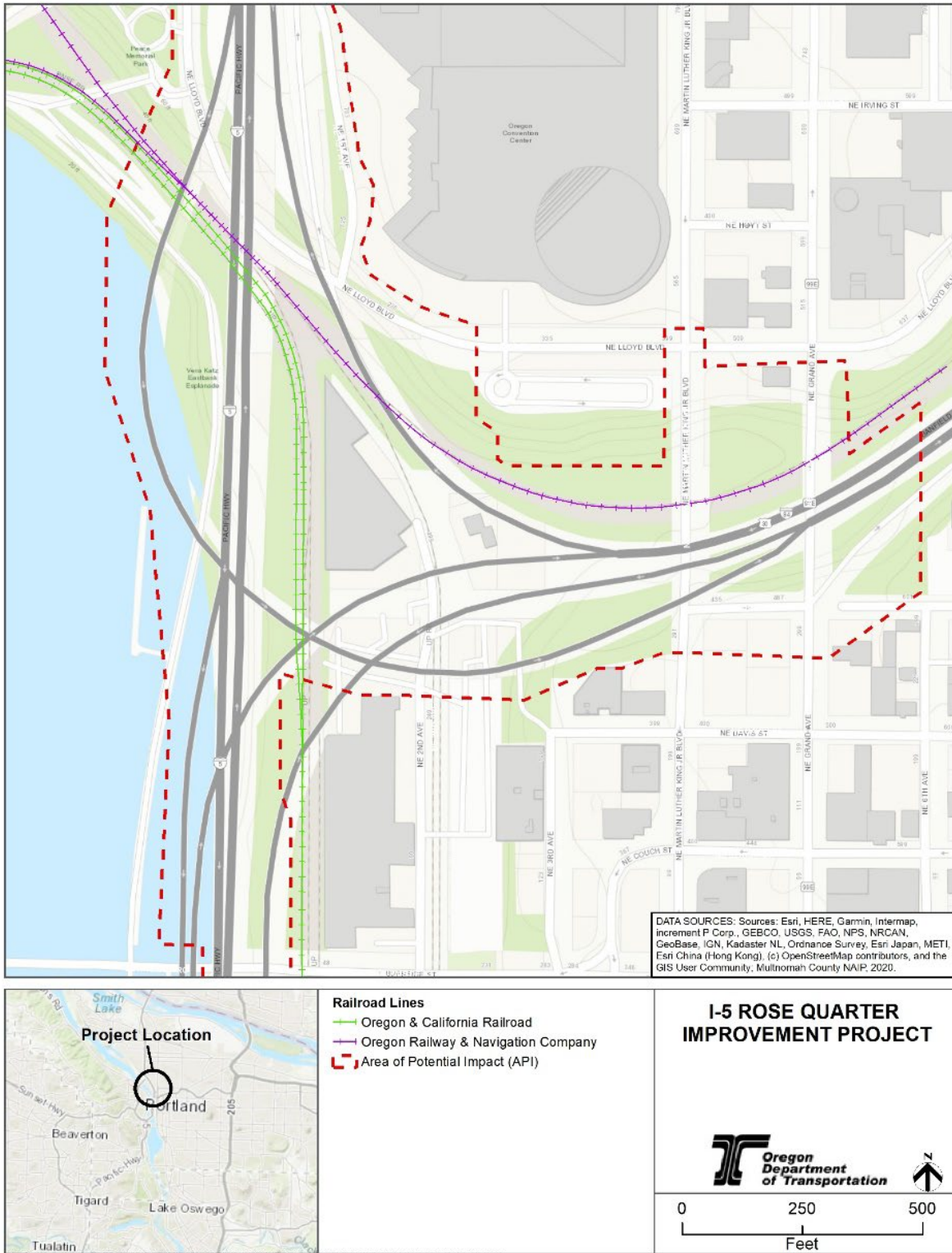
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1 to its retention of original location and overall feeling of a late-nineteenth-century railway.  
2 However, due to maintenance needs of the active railroad, original historic materials like rails,  
3 ties, and fasteners have been replaced over time with modern materials. Alterations to the  
4 design of the historic railroad corridor include the addition of a 2015 railroad spur that provided  
5 a more direct connection between the OR&N and O&C railroad lines, changing the use pattern  
6 of the railroad corridor.

7 A part of the southern portion of the Historic Railroad Corridor was previously recorded and  
8 evaluated to be eligible for the NRHP (O'Brien 2019).



1 Figure 6. Historic Railroad Corridor within the API



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## 1 5.2 NEWLY NRHP-LISTED PROPERTIES

2 Since publication of the Historic Resources Technical Report in 2019, two historic properties  
3 that were determined eligible for the NRHP in 2019 and are located within the Project API have  
4 been listed the Billy Webb Elks Lodge #1050 and Mt. Olivet Baptist Church. Both buildings were  
5 listed under the “African American Resources in Portland, Oregon, from 1851 to 1973” Multiple  
6 Property Document.

7 The Billy Webb Elks Lodge #1050, historically known as the Williams Avenue YWCA and the  
8 Negro USO Center, is located at 6 N. Tillamook Street in Portland, Oregon. Constructed in 1926  
9 in the Colonial Revival Style, the building meets the general and property-specific registration  
10 requirements established by the MPD and is locally significant under Criterion A in the areas of  
11 Ethnic Heritage/Black, Social History/Civil Rights, Social History/Women’s History, and  
12 Entertainment/Recreation for its significance as a community gathering space and as host to a  
13 variety of African American social, political, educational, and civil rights groups. The period of  
14 significance is 1926 to 1973, beginning with the building’s date of construction, and ending with  
15 the conclusion of the Emanuel Hospital Urban Renewal Project, which permanently impacted  
16 the African American community in inner Northeast Portland, and altered the setting of the  
17 property (Davis and Ewers 2019).

18 The Mt. Olivet Baptist Church building at 1734 NE 1st Avenue also meets the general and  
19 property-specific registration requirements established by the MPD, and is locally significant  
20 under Criterion A in the areas of Ethnic Heritage/Black, Performing Arts, and Social History/Civil  
21 Rights for its significance as a venue for cultural celebrations, community gatherings, and social  
22 and political events. The property’s period of significance begins in 1923, with the completion  
23 of the building, and ends in 1973, with the conclusion of the Emanuel Hospital Urban Renewal  
24 Project, which displaced many members of the African American community in Lower Albina  
25 (Ewers, Davis, and Moreland 2021).

## 26 5.3 RECENTLY DEMOLISHED HISTORIC-AGE 27 RESOURCES

28 Since publication of the Historic Resources Technical Report in 2019, five properties, surveyed  
29 as part of this study, have been demolished. The properties include the Perry and Della  
30 Coleman House (2316 N. Vancouver Avenue), 2326 N. Vancouver Avenue, Sergeants Towing  
31 Corporation (2045 N. Vancouver Avenue), 1745 NE 1st Avenue, 1803 NE 1st Avenue, and 1811  
32 NE 1st Avenue. None of these properties were determined eligible for listing in the NRHP in the  
33 2019 Historic Resources Technical Report.

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## 6.0 ENVIRONMENTAL CONSEQUENCES

Consistent with 36 Code of Federal Regulations (CFR) 800.5(a)(1), an adverse effect is found when an undertaking may alter, directly or indirectly, any of the characteristics of a historic property that qualify the property for inclusion in the NRHP in a manner that would diminish the integrity of the property's location, design, setting, materials, workmanship, feeling, or association. Each identified historic property in the API was assessed for potential effects using the criteria of adverse effect from 36 CFR 800.5(a)(1). These criteria are applied to determine whether the undertaking could change the characteristics that qualify a property for inclusion in the NRHP. Adverse effects may include reasonably foreseeable effects caused by the undertaking that may occur later in time, or be further removed in distance.

Examples of adverse effects include the following:

- Physical destruction of or damage to all or part of the property
- Alteration of a property, including restoration, rehabilitation, repair, maintenance, stabilization, hazardous material remediation, and provision of handicapped access that is not consistent with the Secretary's standards for the treatment of historic properties (36 CFR Part 68) and applicable guidelines
- Removal of the property from its historic location
- Change of the character of the property's use or of physical features within the property's setting that contribute to its historic significance
- Introduction of visual, atmospheric, or audible elements that diminish the integrity of the property's significant historic features
- Neglect of a property that causes its deterioration, except where such neglect and deterioration are recognized qualities of a property of religious and cultural significance to an Indian tribe or Native Hawaiian organization
- Transfer, lease, or sale of property out of federal ownership or control without adequate and legally enforceable restrictions or conditions to ensure long-term preservation of the property's historic significance
- In determining the effects of the undertaking upon historic properties, the agency finding would be "no historic properties affected" (36 CFR 800.4(d)(1)), "no adverse effect" (36 CFR 800.5(b)), or "adverse effect" (36 CFR 800.5(d)(2)).

### 6.1 NO-BUILD ALTERNATIVE

The effects of the No-Build Alternative are the same as those described in the 2019 Historic Resources Technical Report.

#### 6.1.1 Direct Impacts

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Under the No-Build Alternative, the proposed I-5 mainline and Broadway/Weidler interchange area improvements would not be constructed, and the current road system would remain in

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1 place. Therefore, the No-Build Alternative would not affect any undeveloped ground or  
2 encroach on the locations of known historic resources. Due to the preliminary nature of  
3 projects that may occur within the API, impacts to historic properties are not known at this  
4 time. If federal funds were used for these projects, then the applicable agency would need to  
5 comply with Section 106 of the National Historic Preservation Act (NHPA).

### 6 **6.1.2 Indirect Impacts**

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7 The No-Build Alternative would have no construction actions, and therefore would not affect  
8 any undeveloped ground or encroach on the locations of known historic resources. Due to the  
9 preliminary nature of projects that may occur within the API, impacts to historic properties are  
10 not known at this time. If federal funds were used for these projects, then the applicable  
11 agency would need to comply with Section 106 of the NHPA.

## 12 **6.2 REVISED BUILD ALTERNATIVE**

### 13 **6.2.1 Short-term Construction Impacts**

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14  
15 The types of short-term construction impacts are the same as those described in the 2019  
16 Historic Resources Technical Report.

17 With the Revised Build Alternative and the extension of the highway cover to the north, several  
18 previously identified historic properties that were previously received a finding of “no historic  
19 properties affected” now have the potential to be affected by construction-related vibration.  
20 This includes two contributing resources located within the Eliot Historic District and three  
21 individual historic properties (Table 3). With the execution of the PA, and the avoidance and  
22 effect minimization measures contained therein, it is the finding of FHWA, in agreement with  
23 ODOT and SHPO, that the Revised Build Alternative would result in no adverse effects to the  
24 two contributing resources in the Eliot Historic District and the three individual historic  
25 properties.

26 Additionally, the Revised Build Alternative will not involve markedly altering the setting of the  
27 Historic Railroad Corridor, nor would it diminish the integrity of the property’s significant  
28 historic features through the introduction of any visual, atmospheric, or audible elements.  
29 These changes would have no adverse effects on the characteristics that make the property  
30 eligible for the NRHP. Table 3 provides a list of recommendations concerning the Revised Build  
31 Alternative’s potential for impacts to historic properties. The FOE form for the Historic Railroad  
32 Corridor is included in Appendix C.

1 Table 3 List of Historic Properties and Effect Recommendation for the Revised Build Alternative

HISTORIC PROPERTY NAME	PROPERTY ADDRESS	PROJECT IMPACT TYPE	EFFECT RECOMMENDATION
<b>Historic Railroad Corridor</b>	Linear Resource	Audible, Visual	No Adverse Effect
<b>Eliot Historic District</b>	2008 N Williams Avenue 23 NE San Rafael Street	Vibration	No Adverse Effect
<b>Charles E. and Emma E. Holzer House</b>	2027 N Williams Avenue	Vibration	No Adverse Effect
<b>Beatrice Mott Reed House</b>	2107 N Vancouver Avenue	Vibration	No Adverse Effect
<b>Billy Webb Elks Club/Lodge</b>	6 N Tillamook Street	Vibration	No Adverse Effect

2 **6.2.2 Long-term Operational Direct Impacts**

3 On January 11, 2022, the Oregon SHPO concurred with a revised ODOT finding of “no adverse  
 4 effect.” This reassessment was triggered by a minimal expansion of the construction footprint,  
 5 beyond that considered in the original Section 106 findings, that required a temporary  
 6 construction easement, a permanent fee easement, and a permanent fee acquisition that  
 7 would affect the NRHP-eligible Travelodge at the Coliseum historic property (see Appendix C).  
 8 Other than this revised finding and SHPO concurrence, no long-term and operational direct  
 9 impacts are anticipated beyond those already identified in the 2019 Historical Resources  
 10 Technical Report.

11 **6.2.3 Long-term Operational Indirect Impacts**

12 Long-term and operational indirect impacts are those that would result from facility operations  
 13 following construction. Examples of indirect effects to historic resources would include long-  
 14 term visual, atmospheric, or audible impacts or alterations that may affect the characteristics  
 15 that make a resource eligible for listing in the NRHP.

16 Temporary and permanent easements are required for a portion of the Historic Railroad  
 17 Corridor. These easements are required by ODOT during construction of the Project, and to  
 18 perform maintenance for the duration of facility operations. These construction and



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1 maintenance activities are to be coordinated with railroad operators, and no adverse effects  
2 are anticipated because the Historic Railroad Corridor will continue to be used for its original  
3 function, and no changes to its current alignment are currently proposed. Although the setting  
4 of railroad may change once the Project is constructed, these would be minimal changes within  
5 a dynamic urban setting that has been modified continuously over the Corridor’s period of  
6 significance.

## 7 6.3 CUMULATIVE EFFECTS

8 The methods for analyzing cumulative effects have not changed since the 2019 Historic  
9 Resources Technical Report.

### 10 6.3.1 Spatial and Temporal Boundaries

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11 The geographic area used for the cumulative impact analysis is the same as the API described in  
12 Section 4.1 and shown in Figure 5. The time frame for the cumulative impact analysis extends  
13 from the beginning of large-scale urban development in and around the Project Area in the  
14 1950s, beginning with I-5 construction to 2045, the horizon year for the analysis of  
15 transportation system changes.

### 16 6.3.2 Past, Present, and Reasonably Foreseeable Future 17 Actions

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18 The potential for past, present, and reasonably foreseeable future actions to affect historic  
19 properties in the API is the same as those described in the 2019 Historic Resources Technical  
20 Report.

## 21 6.4 CONCLUSIONS

22 After considering the changes in the Project’s spatial and temporal boundaries, the conclusions  
23 concerning cumulative effects are the same as those described in the 2019 Historic Resources  
24 Technical Report. Based on the short-term construction impacts and long-term operational  
25 impacts, the Project is not expected to meaningfully contribute to a cumulative impact to  
26 historic properties. Over time, historic properties could be encountered during construction  
27 and redevelopment projects.

# 28 7.0 AVOIDANCE, MINIMIZATION, AND 29 MITIGATION MEASURES

30 Avoidance, minimization, and mitigation measures are the same as those described in the 2019  
31 Historic Resources Technical Report, and as identified in the 2019 Section 106 Programmatic  
32 Agreement between the FHWA, ODOT, and Oregon SHPO.

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## 1 8.0 PREPARERS

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