FINAL

Historic Resources Technical Report

I-5 Rose Quarter Improvement Project

SHPO Case No. 17-1520

Oregon Department of Transportation

January 8, 2019

Contents

Tables

Figures[1]

[1] Appendix F includes written descriptions of all figures referenced in this Technical Report. If needed, additional figure interpretation is available from the ODOT Senior Environmental Project Manager at (503) 731-4804.

Appendices

Acronyms and Abbreviations

APE	Area of Potential Effects
API	Area of Potential Impact
CFR	Code of Federal Regulations
dBA	A-weighted decibel
DLC	Donation Land Claim
DOE	Determination of Eligibility
EB	eastbound
FHWA	Federal Highway Administration
FOE	Finding of Effect
GLO	General Land Office
HRI	Historic Resource Inventory
I-405	Interstate 405
I-5	Interstate 5
I-84	Interstate 84
mvmt	million vehicle miles travelled
MAX	Metropolitan Area Express
NAAC	Noise Abatement Approach Criteria
NAACP	National Association for the Advancement of Colored People
NB	northbound
NEPA	National Environmental Policy Act
NHPA	National Historic Preservation Act
NPS	National Park Service
NRHP	National Register of Historic Places
OAR	Oregon Administrative Rule
ODOT	Oregon Department of Transportation
ORS	Oregon Revised Statutes
PA	Programmatic Agreement
PDC	Portland Development Commission
SAC	Stakeholder Advisory Committee
SB	southbound

SHPO	State Historic Preservation Office
SPIS	Safety Priority Index System
U.S.C.	United States Code
USGS	United States Geological Survey
WB	westbound

Executive Summary

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

Because the Federal Highway Administration (FHWA) may provide funding for the proposed Project, the Project is a federal undertaking and is subject to compliance with Section 106. Historic resources in the Area of Potential Effects (APE) were identified and evaluated in accordance with 36 CFR Part 60 in 2017-2018. Following a field investigation of the APE, 107 individual resources built prior to 1974 were identified and photographed as a part of the baseline architectural survey. Following a review of the field data, 18 of the individual resources were evaluated as contributing or non-contributing resources to three different historic districts: Eliot Historic District, N Page Street Historic District, and NE 1st Avenue Historic District. Following completion of DOEs for these districts, only the Eliot Historic District is recommended as eligible for the National Register of Historic Places (NRHP), as 8 of the 12 resources contributed to the significance of the district. No contributing resources were located in either the N Page Street or NE 1st Avenue Historic Districts. For those individual resources that were identified as potentially meeting the NRHP Criteria for Evaluation in the baseline architectural survey, DOEs were prepared. Of the 20 individual property DOEs prepared, 14 met one or more of the NRHP Criteria and are therefore recommended as historic properties.

The Criteria of Adverse Effect (36 CFR 800.5(a)) were then applied to the historic properties. Potential Project effects include changes to the settings of historic properties by the introduction of new transportation structures, including highway covers, lane/shoulder widenings, ramp improvements, a multimodal highway overcrossing, Project construction and facility operations-related noise, construction-related vibration, property acquisitions, building demolition, and sidewalk and bike lane improvements. ODOT/FHWA have developed a Programmatic Agreement (PA) in consultation with the Oregon State Historic Preservation Office and other consulting parties to avoid and/or minimize the potential for Project-related vibration to seven historic properties, as the extent of these potential effects would not be known prior to the implementation of the Project. With the execution of the PA, and the avoidance and effect minimization measures contained therein, the Project effects assessment of the historic properties resulted in a recommended Project FOE of “no adverse effects” consistent with 36 CFR 800.5(b).

1 Introduction

1.1 Project Location

The I-5 Rose Quarter Improvement Project (Project) is located in Portland, Oregon, along the 1.7-mile segment of Interstate 5 (I-5) between Interstate 405 (I-405) to the north (milepost 303.2) and Interstate 84 (I-84) to the south (milepost 301.5). The Project also includes the interchange of I-5 and N Broadway and NE Weidler Street (Broadway/Weidler interchange) and the surrounding transportation network, from approximately N/NE Hancock Street to the north, N Benton Avenue to the west, N/NE Multnomah Street to the south, and NE 2nd Avenue to the east.

Figure 1 illustrates the Project Area in which the proposed improvements are located. The Project Area represents the estimated area within which improvements are proposed, including where permanent modifications to adjacent parcels may occur and where potential temporary impacts from construction activities could result.

1.2 Project Purpose

The purpose of the Project is to improve the safety and operations on I-5 between I-405 and I-84, of the Broadway/Weidler interchange, and on adjacent surface streets in the vicinity of the Broadway/Weidler interchange and to enhance multimodal facilities in the Project Area.

In achieving the purpose, the Project would also support improved local connectivity and multimodal access in the vicinity of the Broadway/Weidler interchange and improve multimodal connections between neighborhoods located east and west of I-5.

1.3 Project Need

The Project would address the following primary needs:

- **I-5 Safety:** I-5 between I-405 and I-84 has the highest crash rate on urban interstates in Oregon. Crash data from 2011 to 2015 indicate that I-5 between I-84 and the merge point from the N Broadway ramp on to I-5 had a crash rate (for all types of crashes[2]) that was approximately 3.5 times higher than the statewide average for comparable urban interstate facilities (ODOT 2015a).

[2] Motor vehicle crashes are reported and classified by whether they involve property damage, injury, or death.

Figure 1. Project Area

  - Seventy-five percent of crashes occurred on southbound (SB) I-5, and 79 percent of all the crashes were rear-end collisions. Crashes during this 5-year period included one fatality, which was a pedestrian fatality. A total of seven crashes resulted in serious injury.
  - The Safety Priority Index System (SPIS) is the systematic scoring method used by the Oregon Department of Transportation (ODOT) for identifying potential safety problems on state highways based on the frequency, rate, and severity of crashes (ODOT 2015b). The 2015 SPIS shows two SB sites in the top 5 percent and two northbound (NB) sites in the top 10 percent of the SPIS list.
  - The 2015 crash rate on the I-5 segment between I-84 and the Broadway ramp on to I-5 is 2.70 crashes per million vehicle miles. The statewide average for comparable urban highway facilities is 0.77 crashes per million vehicle miles travelled (mvmt).
  - The existing short weaving distances and lack of shoulders for accident/incident recovery in this segment of I-5 are physical factors that may contribute to the high number of crashes and safety problems.

- **I-5 Operations:** The Project Area is at the crossroads of three regionally significant freight and commuter routes: I-5, I-84, and I-405. As a result, I-5 in the vicinity of the Broadway/Weidler interchange experiences some of the highest traffic volumes in the State of Oregon, carrying approximately 121,400 vehicles each day (ODOT 2017), and experiences 12 hours of congestion each day (ODOT 2012a). The following factors affect I-5 operations:
  - Close spacing of multiple interchange ramps results in short weaving segments where traffic merging on and off I-5 has limited space to complete movements, thus becoming congested. There are five on-ramps (two NB and three SB) and six off-ramps (three NB and three SB) in this short stretch of highway. Weaving segments on I-5 NB between the I-84 westbound (WB) on-ramp and the NE Weidler off-ramp, and on I-5 SB between the N Wheeler Avenue on-ramp and I-84 eastbound (EB) off-ramp, currently perform at a failing level-of-service during the morning and afternoon peak periods.
  - The high crash rate within the Project Area can periodically contribute to congestion on this segment of the highway. As noted with respect to safety, the absence of shoulders on I-5 contributes to congestion because vehicles involved in crashes cannot get out of the travel lanes.
  - Future (2045) traffic estimates indicate that the I-5 SB section between the N Wheeler on-ramp and EB I-84 off-ramp is projected to have the most critical congestion in the Project Area, with capacity and geometric constraints that result in severe queuing.

- **Broadway/Weidler Interchange Operations:** The complexity and congestion at the I-5 Broadway/Weidler interchange configuration is difficult to navigate for

vehicles (including transit vehicles), bicyclists, and pedestrians, which impacts access to and from I-5 as well as to and from local streets. The high volumes of traffic on I-5 and Broadway/Weidler in this area contribute to congestion and safety issues (for all modes) at the interchange ramps, the Broadway and Weidler overcrossings of I-5, and on local streets in the vicinity of the interchange.

- The Broadway/Weidler couplet provides east-west connectivity for multiple modes throughout the Project Area, including automobiles, freight, people walking and biking, and Portland Streetcar and TriMet buses. The highest volumes of vehicle traffic on the local street network in the Project Area occur on NE Broadway and NE Weidler in the vicinity of I-5. The N Vancouver Avenue/N Williams couplet, which forms a critical north-south link and is a Major City Bikeway within the Project Area with over 5,000 bicycle users during the peak season, crosses Broadway/Weidler in the immediate vicinity of the I-5 interchange.
- The entire length of N/NE Broadway is included in the Portland High Crash Network—streets designated by the City of Portland for the high number of deadly crashes involving pedestrians, bicyclists, and vehicles.[3]
- The SB on-ramp from N Wheeler and SB off-ramp to N Broadway experienced a relatively high number of crashes per mile (50-70 crashes per mile) compared to other ramps in the Project Area during years 2011-2015. Most collisions on these ramps were rear-end collisions.
- Of all I-5 highway segments in the corridor, those that included weaving maneuvers to/from the Broadway/Weidler ramps tend to experience the highest crash rates:
  - SB I-5 between the on-ramp from N Wheeler and the off-ramp to I-84 (SB-S5) has the highest crash rate (15.71 crashes/mvmt).
  - NB I-5 between the I-84 on-ramp and off-ramp to NE Weidler (NB-S5) has the second highest crash rate (5.66 crashes/mvmt).
  - SB I-5 between the on-ramp from I-405 and the off-ramp to NE Broadway (SB-S3) has the third highest crash rate (4.94 crashes/mvmt).

- **Travel Reliability on the Transportation Network:** Travel reliability on the transportation network decreases as congestion increases and safety issues expand. The most unreliable travel times tend to occur at the end of congested areas and on the shoulders of the peak periods. Due to these problems, reliability has decreased on I-5 between I-84 and I-405 for most of the day. Periods of congested conditions on I-5 in the Project Area have grown over time from morning and afternoon peak periods to longer periods throughout the day.

[3] Information on the City of Portland's High Crash Network is available at https://www.portlandoregon.gov/transportation/54892.

1.4 Project Goals and Objectives

In addition to the purpose and need, which focus on the state's transportation system, the Project includes related goals and objectives developed through the joint ODOT and City of Portland N/NE Quadrant and I-5 Broadway/Weidler Interchange Plan process, which included extensive coordination with other public agencies and citizen outreach. The following goals and objectives may be carried forward beyond the National Environmental Policy Act (NEPA) process to help guide final design and construction of the Project:

- Enhance pedestrian and bicycle safety and mobility in the vicinity of the Broadway/Weidler interchange.
- Address congestion and improve safety for all modes on the transportation network connected to the Broadway/Weidler interchange and I-5 crossings.
- Support and integrate the land use and urban design elements of the Adopted N/NE Quadrant Plan (City of Portland et al. 2012) related to I-5 and the Broadway/Weidler interchange, which include the following:
    - Diverse mix of commercial, cultural, entertainment, industrial, recreational, and residential uses, including affordable housing
    - Infrastructure that supports economic development
    - Infrastructure for healthy, safe, and vibrant communities that respects and complements adjacent neighborhoods
    - A multimodal transportation system that addresses present and future needs, both locally and on the highway system
    - An improved local circulation system for safe access for all modes
    - Equitable access to community amenities and economic opportunities
    - Protected and enhanced cultural heritage of the area
    - Improved urban design conditions
- Improve freight reliability.
- Provide multimodal transportation facilities to support planned development in the Rose Quarter, Lower Albina, and Lloyd.
- Improve connectivity across I-5 for all modes.

2 Project Alternatives

This technical report describes the potential effects of no action (No-Build Alternative) and the proposed action (Build Alternative).

2.1 No-Build Alternative

NEPA regulations require an evaluation of the No-Build Alternative to provide a baseline for comparison with the potential impacts of the proposed action. The No-Build Alternative consists of existing conditions and any planned actions with committed funding in the Project Area.

I-5 is the primary north-south highway serving the West Coast of the United States from Mexico to Canada. At the northern portion of the Project Area, I-5 connects with I-405 and the Fremont Bridge; I-405 provides the downtown highway loop on the western edge of downtown Portland. At the southern end of the Project Area, I-5 connects with the western terminus of I-84, which is the east-west highway for the State of Oregon. Because the Project Area includes the crossroads of three regionally significant freight and commuter routes, the highway interchanges within the Project Area experience some of the highest traffic volumes found in the state (approximately 121,400 average annual daily trips). The existing lane configurations consist primarily of two through lanes (NB and SB), with one auxiliary lane between interchanges. I-5 SB between I-405 and Broadway includes two auxiliary lanes.

I-5 is part of the National Truck Network, which designates highways (including most of the Interstate Highway System) for use by large trucks. In the Portland-Vancouver area, I-5 is the most critical component of this national network because it provides access to the transcontinental rail system, deep-water shipping and barge traffic on the Columbia River, and connections to the ports of Vancouver and Portland, as well as to most of the area's freight consolidation facilities and distribution terminals. Congestion on I-5 throughout the Project Area delays the movement of freight both within the Portland metropolitan area and on the I-5 corridor. I-5 through the Rose Quarter is ranked as one of the 50 worst freight bottlenecks in the United States (ATRI 2017).

Within the approximately 1.5 miles that I-5 runs through the Project Area, I-5 NB connects with five on- and off-ramps, and I-5 SB connects with six on- and off-ramps. Drivers entering and exiting I-5 at these closely spaced intervals, coupled with high traffic volumes, slow traffic and increase the potential for crashes. Table 1 presents the I-5 on- and off-ramps in the Project Area. Table 2 shows distances of the weaving areas between the on- and off-ramps on I-5 in the Project Area. Each of the distances noted for these weave transitions is less than adequate per current highway design standards (ODOT 2012b). In the shortest weave section, only 1,075 feet is available for drivers to merge onto I-5 from NE Broadway NB in the same area where drivers are exiting from I-5 onto I-405 and the Fremont Bridge.

Table 1. I-5 Ramps in the Project Area

I-5 Travel Direction	On-Ramps From	Off-Ramps To
Northbound	• I-84 • N Broadway/N Williams Avenue	• NE Weidler Street/NE Victoria Avenue • I-405 • N Greeley Avenue
Southbound	• N Greeley Avenue • I-405 • N Wheeler Avenue/N Ramsay Way	• N Broadway/N Vancouver Avenue • I-84 • Morrison Bridge/Highway 99E

Notes: I = Interstate

Table 2. Weave Distances within the Project Area

I-5 Travel Direction	Weave Section	Weave Distance
Northbound	I-84 to NE Weidler Street/NE Victoria Avenue	1,360 feet
Northbound	N Broadway/N Williams Avenue	1,075 feet
Southbound	I-405 to N Broadway	2,060 feet
Southbound	N Wheeler Avenue/N Ramsay	1,300 feet

Notes: I = Interstate

As described in Section 1.3, the high volumes, closely spaced interchanges, and weaving movements result in operational and safety issues, which are compounded by the lack of standard highway shoulders on I-5 throughout much of the Project Area.

Under the No-Build Alternative, I-5 and the Broadway/Weidler interchange and most of the local transportation network in the Project Area would remain in its current configuration, with the exception of those actions included in the Metro 2014 *Regional Transportation Plan* financially constrained project list (Metro 2014).[4] One of these actions includes improvements to the local street network on the Broadway/Weidler corridor within the Project Area. The proposed improvements include changes to N/NE Broadway and N/NE Weidler from the Broadway Bridge to NE 7th Avenue. The current design concept would remove and reallocate one travel lane on both N/NE Broadway and N/NE Weidler to establish protected bike lanes

[4] Metro Regional Transportation Plan ID 11646. Available at: https://www.oregonmetro.gov/sites/default/files/Appendix%201.1%20Final%202014%20RTP%20%20Project%20List%208.5x11%20for%20webpage_1.xls

and reduce pedestrian crossing distances. Proposed improvements also include changes to turn lanes and transitions to minimize pedestrian exposure and improve safety. The improvements are expected to enhance safety for people walking, bicycling, and driving through the Project Area. Implementation is expected in 2018-2027.

2.2 Build Alternative

The Project alternatives development process was completed during the ODOT and City of Portland 2010-2012 N/NE Quadrant and I-5 Broadway/Weidler Interchange planning process. A series of concept alternatives were considered following the definition of Project purpose and need and consideration of a range of transportation-related problems and issues that the Project is intended to address.

In conjunction with the Stakeholder Advisory Committee (SAC) and the public during this multi-year process, ODOT and the City of Portland studied more than 70 design concepts, including the Build Alternative, via public design workshops and extensive agency and stakeholder input. Existing conditions, issues, opportunities, and constraints were reviewed for the highway and the local transportation network. A total of 19 full SAC meetings and 13 subcommittee meetings were held; each was open to the public and provided opportunity for public comment. Another 10 public events were held, with over 100 attendees at the Project open houses providing input on the design process. Of the 70 design concepts, 13 concepts advanced for further study based on SAC, agency, and public input, with six concepts passing into final consideration.

One recommended design concept, the Build Alternative, was selected for development as a result of the final screening and evaluation process. The final I-5 Broadway/Weidler Facility Plan (ODOT 2012a) and recommended design concept, herein referred to as the Build Alternative, were supported by the SAC and unanimously adopted in 2012 by the Oregon Transportation Commission and the Portland City Council.[5] The features of the Build Alternative are described below.

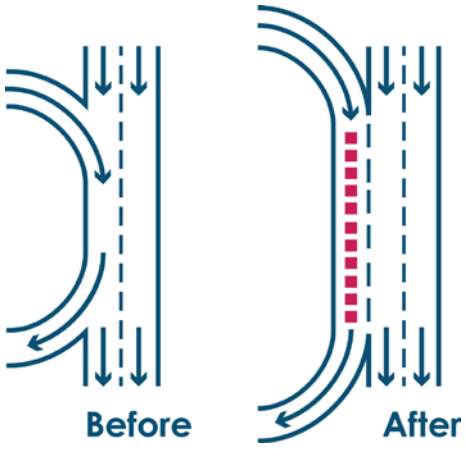
The Build Alternative includes I-5 mainline improvements and multimodal improvements to the surface street network in the vicinity of the Broadway/Weidler interchange. The proposed I-5 mainline improvements include the construction of auxiliary lanes (also referred to as ramp-to-ramp lanes) and full shoulders between I-84 to the south and I-405 to the north, in both the NB and SB directions. See Section 2.2.1 for more detail.

Construction of the I-5 mainline improvements would require the rebuilding of the N/NE Weidler, N/NE Broadway, N Williams, and N Vancouver structures over I-5.

[5] Resolution No. 36972, adopted by City Council October 25, 2012. Available at: https://www.portlandoregon.gov/citycode/article/422365

With the Build Alternative, the existing N/NE Weidler, N/NE Broadway, and N Williams overcrossings would be removed and rebuilt as a single highway cover structure over I-5 (see Section 2.2.2). The existing N Vancouver structure would be removed and rebuilt as a second highway cover, including a new roadway crossing connecting N/NE Hancock and N Dixon Streets. The existing N Flint Avenue structure over I-5 would be removed. The I-5 SB on-ramp at N Wheeler would also be relocated to N/NE Weidler at N Williams, via the new Weidler/Broadway/Williams highway cover. A new bicycle and pedestrian bridge over I-5 would be constructed at NE Clackamas Street, connecting Lloyd with the Rose Quarter (see Section 2.2.4.3).

Surface street improvements are also proposed, including upgrades to existing bicycle and pedestrian facilities and a new center-median bicycle and pedestrian path on N Williams between N/NE Weidler and N/NE Broadway (see Section 2.2.4.4).



What are Ramp-to-Ramp or Auxiliary Lanes?

Ramp-to-Ramp lanes provide a direct connection from one ramp to the next. They separate on-and off-ramp merging from through traffic, and create better balance and smoother maneuverability, which improves safety and reduces congestion.

2.2.1 I-5 Mainline Improvements

The Build Alternative would modify I-5 between I-84 and I-405 by adding safety and operational improvements. The Build Alternative would extend the existing auxiliary lanes approximately 4,300 feet in both NB and SB directions and add 12-foot shoulders (both inside and outside) in both directions in the areas where the auxiliary lane would be extended. Figure 2 illustrates the location of the proposed auxiliary lanes. Figure 3 illustrates the auxiliary lane configuration, showing the proposed improvements in relation to the existing conditions. Figure 4 provides a cross section comparison of existing and proposed conditions, including the location of through lanes, auxiliary lanes, and highway shoulders.

A new NB auxiliary lane would be added to connect the I-84 WB on-ramp to the N Greeley off-ramp. The existing auxiliary lane on I-5 NB from the I-84 WB on-ramp to the NE Weidler off-ramp and from the N Broadway on-ramp to the I-405 off-ramp would remain.

The new SB auxiliary lane would extend the existing auxiliary lane that enters I-5 SB from the N Greeley on-ramp. The existing SB auxiliary lane currently ends just south of the N Broadway off-ramp, in the vicinity of the Broadway overcrossing structure.

Figure 2. Auxiliary Lane/Shoulder Improvements

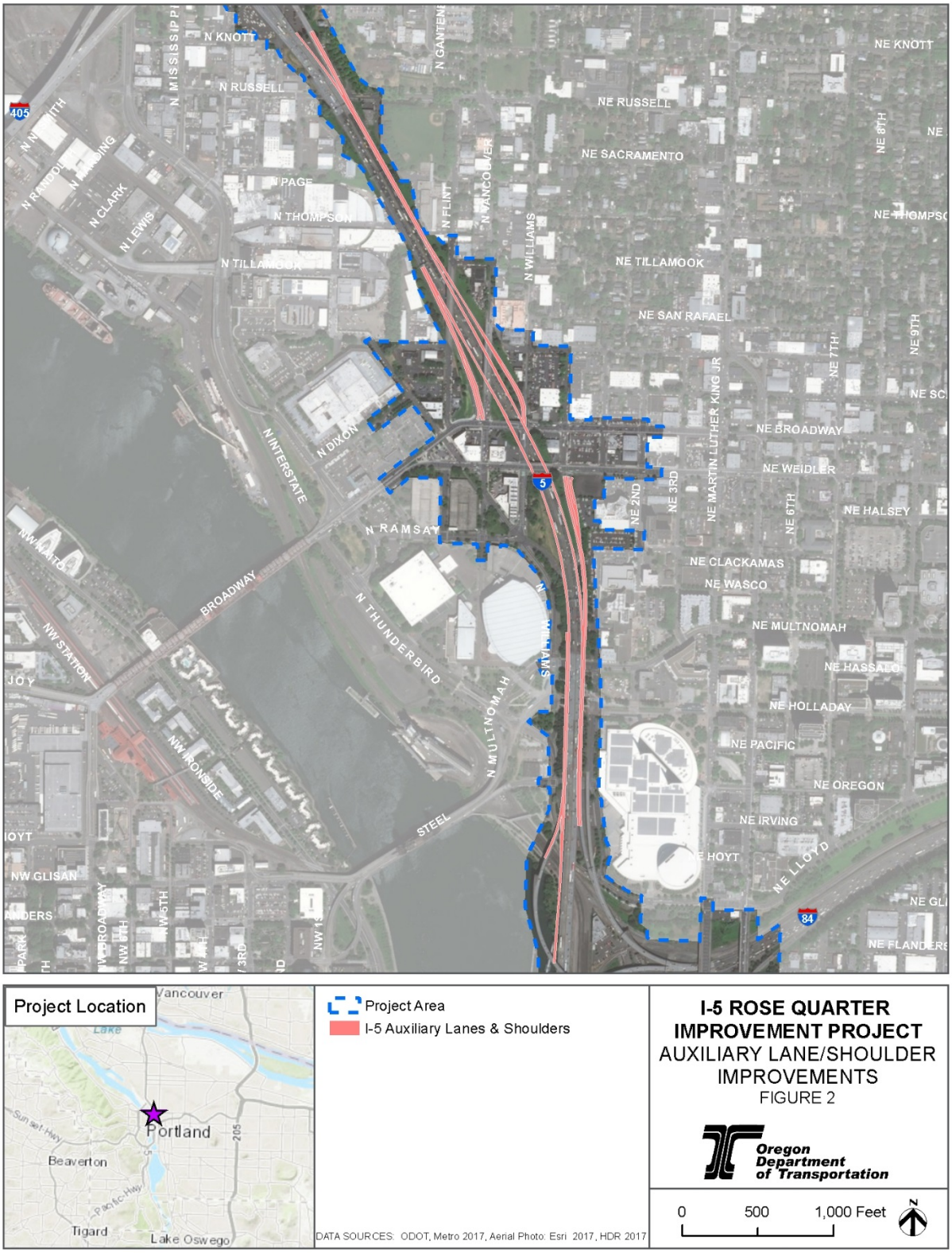


Figure 3. I-5 Auxiliary (Ramp-to-Ramp) Lanes – Existing Conditions and Proposed Improvements

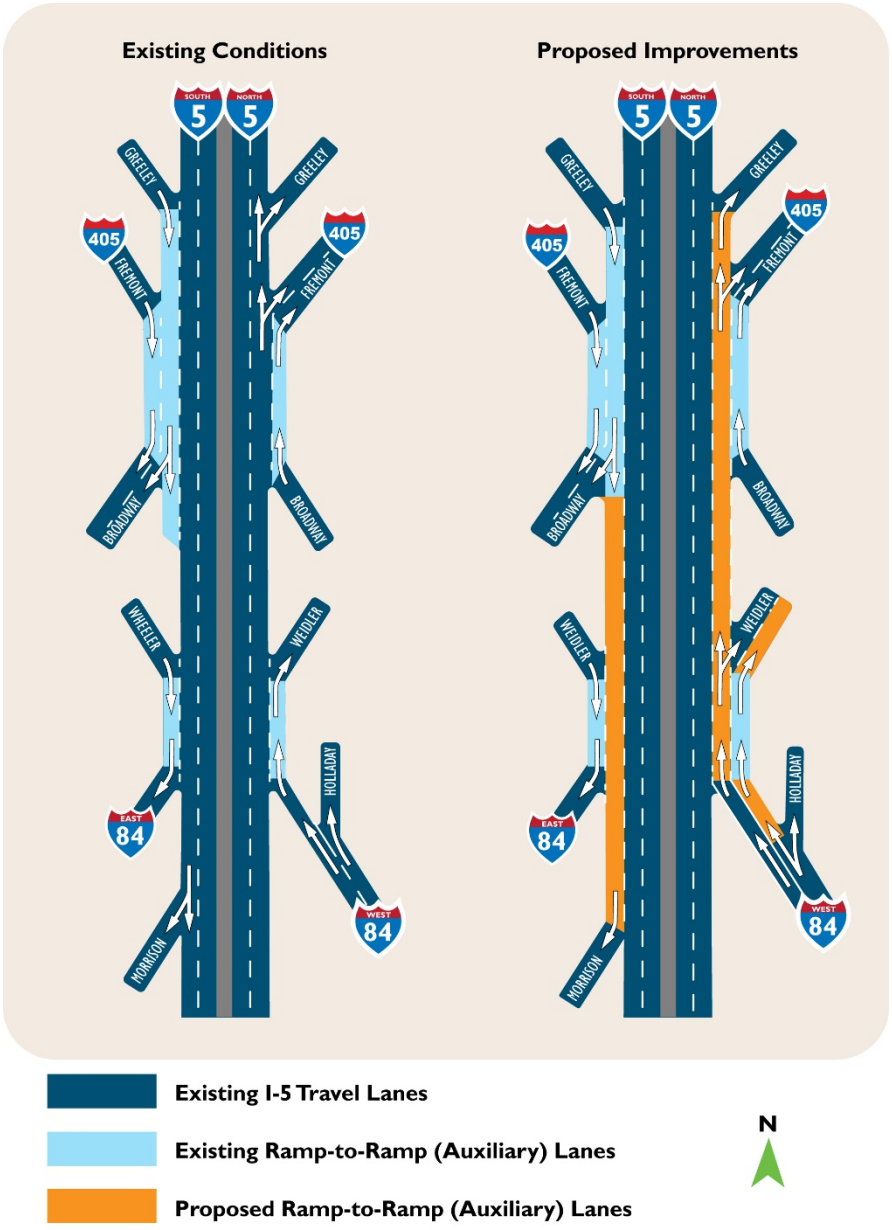
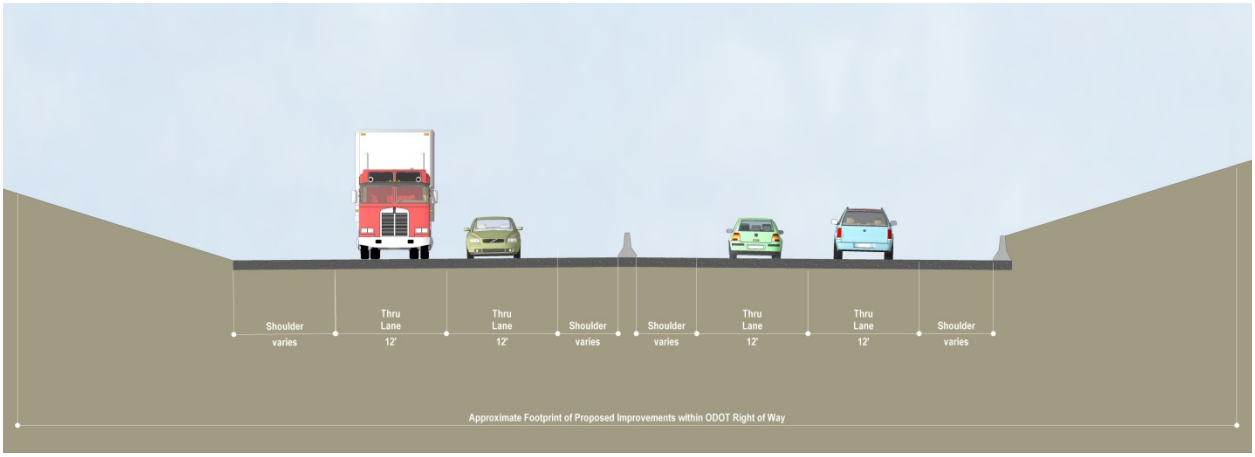
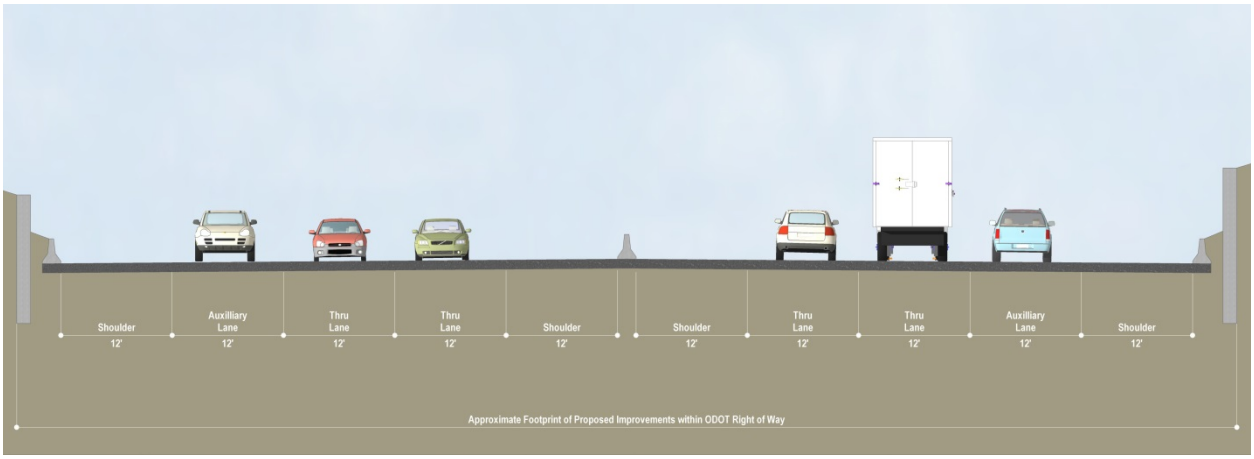


Figure 4. I-5 Cross Section (N/NE Weidler Overcrossing) – Existing Conditions and Proposed Improvements



Existing Lane Configuration



Proposed Lane Configuration

Under the Build Alternative, the SB auxiliary lane would be extended as a continuous auxiliary lane from N Greeley to the Morrison Bridge and the SE Portland/Oregon Museum of Science and Industry off-ramp. Figure 4 presents a representative cross section of I-5 (south of the N/NE Weidler overcrossing within the Broadway/Weidler interchange area), with the proposed auxiliary lanes and shoulder, to provide a comparison with the existing cross section.

The addition of 12-foot shoulders (both inside and outside) in both directions in the areas where the auxiliary lanes would be extended would provide more space to allow vehicles that are stalled or involved in a crash to move out of the travel lanes. New shoulders would also provide space for emergency response vehicles to use to access an incident within or beyond the Project Area.

No new through lanes would be added to I-5 as part of the Build Alternative; I-5 would maintain the existing two through lanes in both the NB and SB directions.

2.2.2 Highway Covers

2.2.2.1 Broadway/Weidler/Williams Highway Cover

To complete the proposed I-5 mainline improvements, the existing structures crossing over I-5 must be removed, including the roads and the columns that support the structures. The Build Alternative would remove the existing N/NE Broadway, N/NE Weidler, and N Williams structures over I-5 to accommodate the auxiliary lane extension and new shoulders described in Section 2.2.1.

The structure replacement would be in the form of the Broadway/Weidler/Williams highway cover (Figure 5). The highway cover would be a wide bridge that spans east-west across I-5, extending from immediately south of N/NE Weidler to immediately north of N/NE Broadway to accommodate passage of the Broadway/Weidler couplet. The highway cover would include design upgrades to make the structure more resilient in the event of an earthquake.

The highway cover would connect both sides of I-5, reducing the physical barrier of I-5 between neighborhoods to the east and west of the highway while providing additional surface area above I-5. The added surface space would provide an opportunity for new and modern bicycle and pedestrian facilities and public spaces when construction is complete, making the area more connected, walkable, and bike friendly.

Figure 5. Broadway/Weidler/Williams and Vancouver/Hancock Highway Covers

2.2.2.2 N Vancouver/N Hancock Highway Cover

The Build Alternative would remove and rebuild the existing N Vancouver structure over I-5 as a highway cover (Figure 5). The Vancouver/Hancock highway cover would be a concrete or steel platform that spans east-west across I-5 and to the north and south of N/NE Hancock. Like the Broadway/Weidler/Williams highway cover, this highway cover would provide additional surface area above I-5. The highway cover would provide an opportunity for public space and a new connection across I-5 for all modes of travel. A new roadway connecting neighborhoods to the east with the Lower Albina area and connecting N/NE Hancock to N Dixon would be added to the Vancouver/Hancock highway cover (see element "A" in Figure 6).

2.2.3 Broadway/Weidler Interchange Improvements

Improvements to the Broadway/Weidler interchange to address connections between I-5, the interchange, and the local street network are described in the following subsections and illustrated in Figure 6.

2.2.3.1 Relocate I-5 Southbound On-Ramp

The I-5 SB on-ramp is currently one block south of N Weidler near where N Wheeler, N Williams, and N Ramsay come together at the north end of the Moda Center. The Build Alternative would remove the N Wheeler on-ramp and relocate the I-5 SB on-ramp north to N Weidler. Figure 6 element "B" illustrates the on-ramp relocation.

2.2.3.2 Modify N Williams between Ramsay and Weidler

The Build Alternative would modify the travel circulation on N Williams between N Ramsay and N Weidler. This one-block segment of N Williams would be closed to through-travel for private motor vehicles and would only be permitted for pedestrians, bicycles, and public transit (buses) (Figures 6 and 7). Private motor vehicle and loading access to the facilities at Madrona Studios would be maintained.

2.2.3.3 Revise Traffic Flow on N Williams between Weidler and Broadway

The Build Alternative would revise the traffic flow on N Williams between N/NE Weidler and N/NE Broadway. For this one-block segment, N Williams would be converted from its current configuration as a two-lane, one-way street in the NB direction with a center NB bike lane to a reverse traffic flow two-way street with a 36-foot-wide median multi-use path for bicycles and pedestrians. These improvements are illustrated in Figures 6 and 7.

Figure 6. Broadway/Weidler Interchange Area Improvements

Figure 7. Conceptual Illustration of Proposed N Williams Multi-Use Path and Revised Traffic Flow

The revised N Williams configuration would be designed as follows:

- Two NB travel lanes along the western side of N Williams to provide access to the I-5 NB on-ramp, through movements NB on N Williams, and left-turn movements onto N Broadway.
- A 36-foot-wide center median with a multi-use path permitted only for bicycles and pedestrians. The median multi-use path would also include landscaping on both the east and west sides of the path.
- Two SB lanes along the eastern side of N Williams to provide access to the I-5 SB on-ramp or left-turn movements onto NE Weidler.

2.2.4 Related Local System Multimodal Improvements

2.2.4.1 New Hancock-Dixon Crossing

A new roadway crossing would be constructed to extend N/NE Hancock west across and over I-5, connecting it to N Dixon (see Figure 6, element "E"). The new crossing would be constructed on the Vancouver/Hancock highway cover and would provide a new east-west crossing over I-5. Traffic calming measures would be incorporated east of the intersection of N/NE Hancock and N Williams to discourage use of NE Hancock by through motor vehicle traffic. Bicycle and pedestrian through travel would be permitted (see Figure 6, element "F").

2.2.4.2 Removal of N Flint South of N Tillamook and Addition of New Multi-Use Path

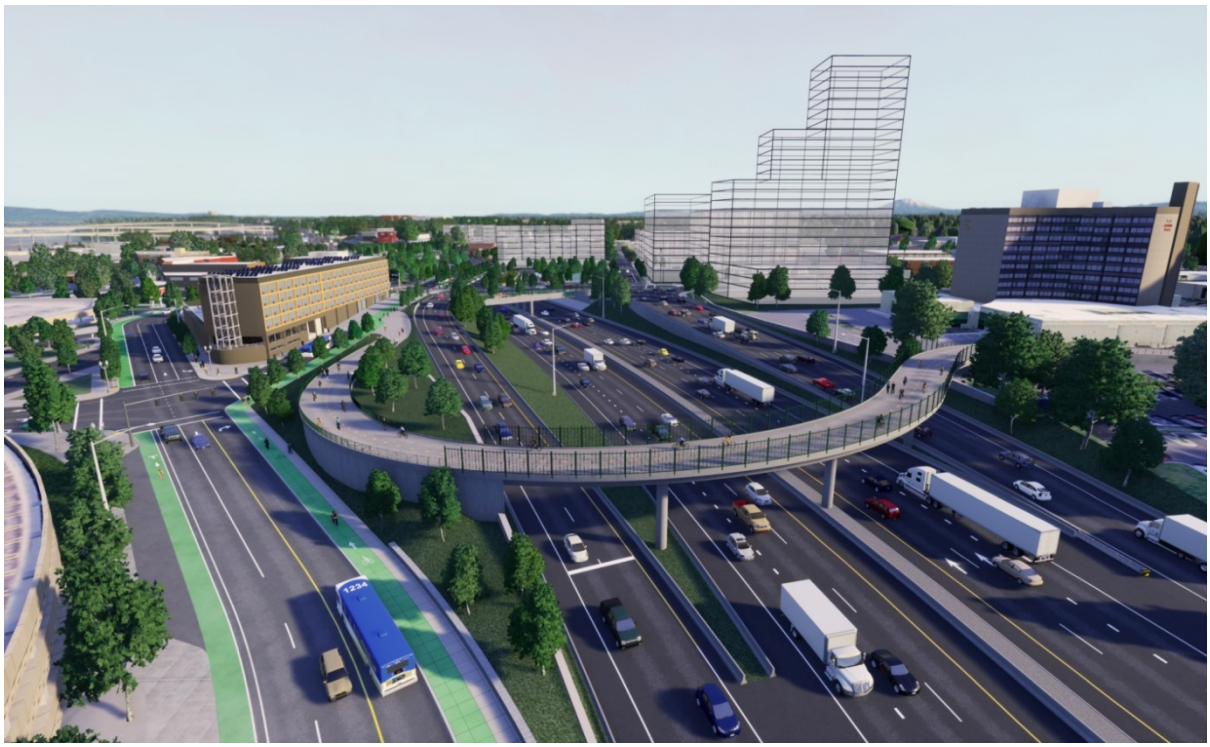
The existing N Flint structure over I-5 would be removed, and N Flint south of N Russell Street would terminate at and connect directly to N Tillamook (see Figure 6, element "G"). The portion of Flint between the existing I-5 overcrossing and Broadway would be closed as a through street for motor vehicles. Driveway access would be maintained on this portion of N Flint to maintain local access.

A new multi-use path would be added between the new Hancock-Dixon crossing and Broadway at a grade of 5 percent or less to provide an additional travel route option for people walking and biking. The new multi-use path would follow existing N Flint alignment between N Hancock and N Broadway (see Figure 6, element "G").

2.2.4.3 Clackamas Bicycle and Pedestrian Bridge

South of N/NE Weidler, a new pedestrian- and bicycle-only bridge over I-5 would be constructed to connect NE Clackamas Street near NE 2nd Avenue to the N Williams/ N Ramsay area (see Figure 6, element "H," and Figure 8). The Clackamas bicycle and pedestrian bridge would offer a new connection over I-5 and would provide an alternative route for people walking or riding a bike through the Broadway/Weidler interchange.

Figure 8. Clackamas Bicycle and Pedestrian Crossing



2.2.4.4 Other Local Street, Bicycle, and Pedestrian Improvements

The Build Alternative would include new widened and well-lit sidewalks, Americans with Disabilities Act-accessible ramps, high visibility and marked crosswalks, widened and improved bicycle facilities, and stormwater management on the streets connected to the Broadway/Weidler interchange.[6]

A new two-way cycle track would be implemented on N Williams between N/NE Hancock and N/NE Broadway. A two-way cycle track would allow bicycle movement in both directions and would be physically separated from motor vehicle travel lanes and sidewalks. This two-way cycle track would connect to the median multi-use path on N Williams between N/NE Broadway and N/NE Weidler.

The bicycle lane on N Vancouver would also be upgraded between N Hancock and N Broadway, including a new bicycle jug-handle at the N Vancouver and N Broadway intersection to facilitate right-turn movements for bicycles from N Vancouver to N Broadway.

Existing bicycle facilities on N/NE Broadway and N/NE Weidler within the Project Area would also be upgraded, including replacing the existing bike lanes with wider, separated bicycle lanes. New bicycle and pedestrian connections would also be made between the N Flint/N Tillamook intersection and the new Hancock-Dixon connection.

These improvements would be in addition to the new Clackamas bicycle and pedestrian bridge, upgrades to bicycle and pedestrian facilities on the new Broadway/Weidler/Williams and Vancouver/Hancock highway covers, and new median multi-use path on N Williams between N/NE Broadway and N/NE Weidler described above and illustrated in Figure 6.

[6] Additional details on which streets are included are available at http://i5rosequarter.org/local-street-bicycle-and-pedestrian-facilities/

3 Regulatory Framework

For the purposes of this Project, "cultural resources" are defined as all buildings, sites, structures, objects, districts, and landscapes that are considered to have historical or cultural value. A wide range of cultural resource types can include, but are not limited to, the following:

- "Historic properties," as used in Section 106 of the National Historic Preservation Act (NHPA) compliance and defined in 36 Code of Federal Regulations (CFR) Part 800.16(l)(1), as "any prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in, the National Register of Historic Places maintained by the Secretary of the Interior."
- Native American cultural items such as human remains, funerary items, sacred objects, and objects of cultural patrimony.
- Archaeological resources, which include "precontact" (i.e., dating to the period before the advent of writing) and "historic" archaeological sites that may or may not be historic properties.
- Cultural uses of the natural environment, such as ceremonial or other religious use of places, plants, animals, and minerals. These types of resources can include Indian sacred sites that may or may not be considered as "Traditional Cultural Properties," cultural landscapes, ethnographic landscapes, rural historic landscapes including trails and transportation routes, and historic mining landscapes, for example.

While cultural resources could include a wide range of resources, this report includes historic resources that typically convey significance through the built environment as opposed to archaeological remains. Archaeological resources are discussed in the *Archaeological Resources Technical Report* (ODOT 2019a).

The following regulations were considered in the historic and archaeological resources analysis:

- NEPA of 1969 (42 United States Code [U.S.C.] Section 4321 et seq.)
- Section 106 of the NHPA of 1966 (Pub. L. 89-665, as amended; 54 U.S.C. 300101 et seq. [formerly 16 U.S.C. 470 et seq.] and as codified in 36 CFR 800)
- US Department of Transportation Act of 1966 (23 U.S.C. Section 138 and 49 U.S.C. 303 [formerly 49 U.S.C. 1653]; 23 CFR 774), Section 4(f), as amended
- Oregon State Historic Preservation Office (SHPO) guidelines and Secretary of the Interior's Standards and Guidelines for Archaeology and Historic Preservation
- Oregon State Laws and Regulations:
    - Oregon Revised Statutes (ORS) 358.475 (Policy)
    - ORS 358.612 (Duties of State Historic Preservation Officer)

- ORS 358.635–358.653 (Preservation of Property of Historic Significance)
- ORS 358.680–358.690 (Oregon Property Management Program for Historic Sites and Properties)
- Oregon Statewide Planning Goal 5 (Oregon Administrative Rule [OAR] 660-015-0000) Natural Resources, Scenic and Historic Areas, and Open Spaces, Oregon's Statewide Planning Goals and Guidelines (OAR 660-015-0000), and OAR 660-023-0200 amendments effective January 27, 2017
- Historic preservation elements of comprehensive plans and associated ordinances and standards maintained by the City of Portland and Multnomah County

NEPA, the Council on Environmental Quality regulations implementing NEPA (40 CFR 1500-1508), and regulations for NEPA compliance (44 CFR Part 10) direct federal agencies to consider environmental consequences of proposed projects having federal funding or permitting. Under NEPA, the Federal Highway Administration (FHWA) and ODOT must evaluate Project impacts on historic and cultural resources. Consideration of impacts to cultural resources is also mandated under Section 106 of the NHPA of 1966, as amended. As codified in 36 CFR Part 800, Section 106 requires federal agencies to consider the effects of their actions on properties listed in or eligible for listing in the National Register of Historic Places (NRHP).

The NRHP is a list maintained by the Secretary of the Interior of "districts, sites, buildings, structures, and objects significant in American history, architecture, archaeology, engineering and culture" (36 CFR 60.1(a)). Criteria applied to determine whether a property is eligible for nomination to NRHP are set forth in 36 CFR 60.4. A property is evaluated as "significant" when that property possesses historical integrity and meets one or more criteria. A property is eligible for the NRHP when:

> The quality of significance in American history, architecture, archaeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association and:
>
> (a) are associated with events that have made a significant contribution to the broad patterns of our history; or
>
> (b) are associated with the lives or persons significant in our past; or
>
> (c) embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or

(d) have yielded, or may be likely to yield, information important in prehistory and history.

For significant (i.e., NRHP-eligible or listed) resources (that is, "historic properties") that may be affected by the undertaking, FHWA/ODOT would assess the Project's potential effects in consultation with the consulting parties by applying the criteria of adverse effect set forth in 36 CFR 800.5. A PA among the FHWA, Oregon SHPO, and ODOT, dated December 23, 2011, outlines Section 106 responsibilities for FHWA activities within Oregon.

If the FHWA/ODOT determine the Project may adversely affect properties listed in or eligible for listing on the NRHP, they would notify the Advisory Council on Historic Preservation (Advisory Council) and consult with the SHPO, Indian tribes, and other consulting parties to develop and evaluate alternatives that could avoid, minimize, or mitigate adverse impacts on such properties. If the FHWA/ODOT and SHPO (and Advisory Council, if participating) agree on such measures, they would execute a memorandum of agreement to resolve the adverse effects.

Section 4(f) of the US Department of Transportation Act as described in 49 U.S.C. 303 provides for the preservation of the natural beauty of park and recreation lands, wildlife refuges, and historic sites. Section 4(f) applies to historic sites and publicly owned parks, recreational areas, and wildlife and waterfowl refuges. A project that affects Section 4(f) properties must include a Section 4(f) assessment, and a project requiring use of the land would only be approved if there is no prudent and feasible alternative.

Locally designated (i.e., City of Portland–designated) historic resources are protected under various sections of the Portland City Code, including Chapters 445 and 846. Designated historic resources that are proposed for demolition must receive Type IV Demolition Review approval from the Portland City Council. Physical alterations to existing designated historic resources to remain, including alterations to the site, may require a Historic Resource Review. No alterations or demolitions of locally designated resources are currently planned.

4 Methodology and Data Sources

Consistent with the ODOT, SHPO, and National Park Service (NPS) standards and guidelines for historic resources, this section describes the methods and data sources used to identify and evaluate historic resources within the Project Area (ODOT 2016; SHPO 2011; Derry et al. 1985; NPS 1997).

4.1 Project Area and Area of Potential Impact

The purpose of this section is to describe cultural resources within the Project's Area of Potential Impact (API), which is the geographic area or areas that may be directly or indirectly as well as temporarily or permanently affected by the Project.

Section 106 requires ODOT/FHWA to delineate an Area of Potential Effects (APE), which is "the geographic area or areas within which an undertaking may directly or indirectly cause alterations in the character or use of historic properties" (36 CFR 800.16(d). The API (a term synonymous with the APE in this instance) defines the maximum geographic area where the Project could affect a historic resource.

Figure 9 depicts the API for historic resources. The API is identical to the geographic extent of the Project Area established by ODOT for the Project, as shown on Figure 1, but also includes an additional area that may be subject to indirect effects such as noise. This expanded API for historic resources responds to comments received from the Oregon SHPO on October 5, 2017 (SHPO Case No. 17-1520).

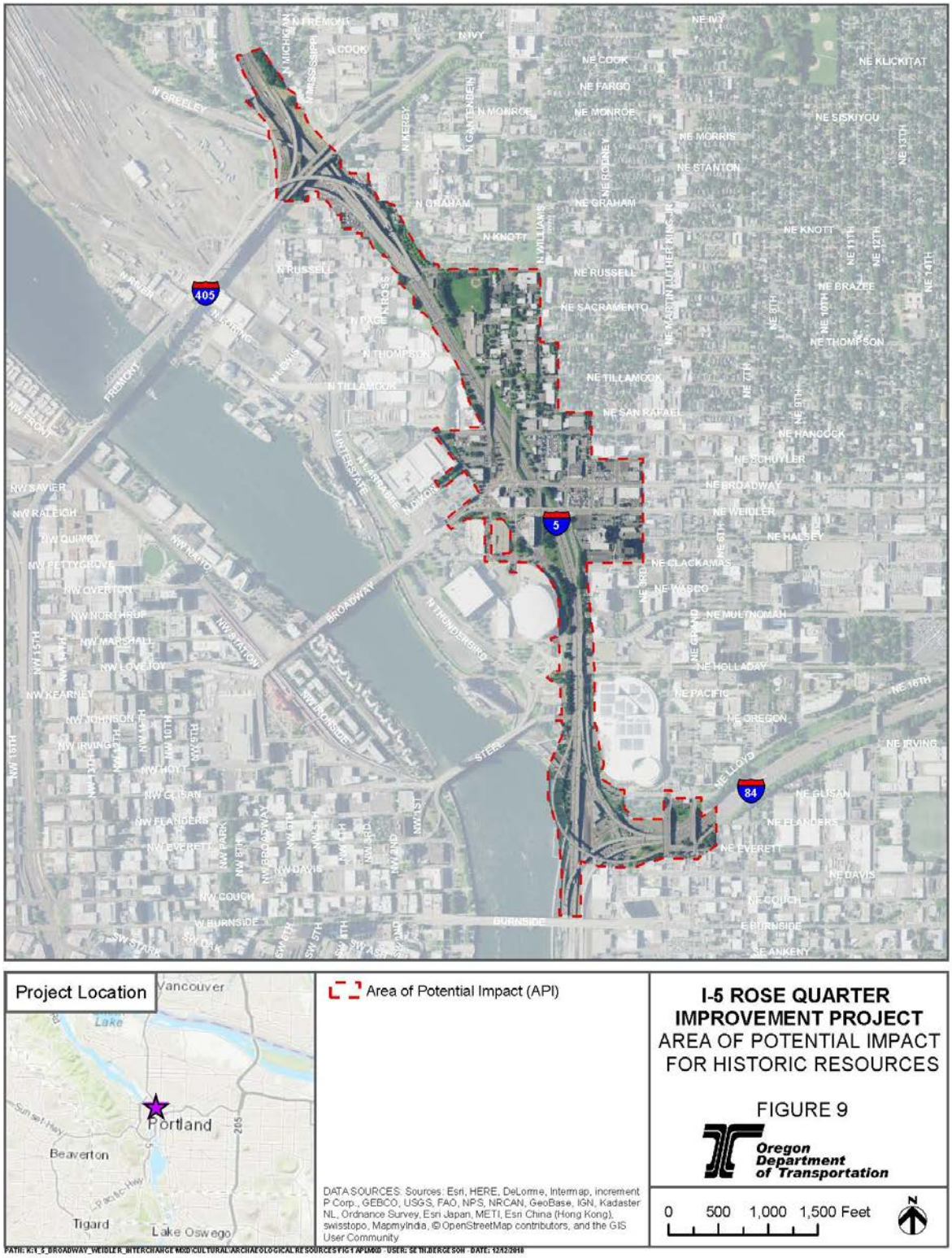
The Project API is defined as a 166.5-acre area on the east side of the Willamette River within Sections 27, 34, and 35 of Township 1 North, Range 1 East, Willamette Meridian, as shown on the Portland, Oregon, US Geological Survey (USGS) 7.5-minute quadrangle (1990) (Figure 9). This API is approximately 39 acres larger than the archaeological resources API for the Project. Project-related analysis for historic resources was performed within the enclosed limits of the API.

4.2 Resource Identification and Evaluation

4.2.1 Data Sources

Project team cultural resources specialists, who meet the Secretary of the Interior's Professional Qualification Standards (36 CFR Part 61) for history or architectural history, completed a Historic Resources Baseline Survey (Baseline Survey) to identify potential environmental constraints during the development stage of the Project. This level of analysis included a review of previous documentation in the SHPO's Oregon Historic Sites Database and review of City of Portland Historic Resource Inventory (HRI) files, the NPS NRHP database, Revised

Figure 9. Area of Potential Impact for Historic Resources



"Cornerstones of Community Buildings of Portland's African-American History" (Bosco-Milligan Foundation 1997), and ODOT Project files. The Baseline Survey included a field survey of residential and commercial buildings that the cultural resources specialists expect to be 45 years old or older at the time that Project construction is scheduled for completion. It also included a brief discussion of the results of the literature review and field survey, photographs, and location maps, and preliminary findings of NRHP eligibility for each resource.

Cultural resources specialists completed Determinations of Eligibility (DOEs) for those resources that appear to meet the NRHP Criteria for Evaluation. The DOEs contain a statement of significance, application of the NRHP Criteria of Evaluation, background history, physical description, discussion of historical integrity, photographs, and property boundaries. The information from both the Baseline Survey and DOEs are included in this report.

During the preparation of the DOEs, the cultural resources specialists undertook a more detailed analysis of each individual property. This analysis involved research at a number of local repositories including the Multnomah County Division of Assessment, Recording, and Taxation; Multnomah County Library (Central Library); Oregon Historical Society; Portland City Archives; and Portland State University. Several online subscription and free research repositories were also reviewed, including the public records contained in Ancestry.com, Multnomah County Survey and Assessor Image Locator, GeneaologyBank.com, Newsbank, newspapers.com, historicmapworks.com, and academic journal database "jstor.com."

Additional information that was reviewed included the following:

- General Land Office (GLO) plat for Township 1 North, Range 1 East (1897)
- Portland, Oregon, 15-minute topographic quadrangle (1897 and 1940) (USGS 2017)
- Portland, OR, 7.5-minute topographic quadrangle (1961, 1975, 1990) (USGS 2017)
- Aerial Photographs, Portland (1948, c. 1950, 1955, 1962, 1964, 1970)
- Sanborn Fire Insurance Map, Volume 2 (Sanborn 1901)
- Sanborn Fire Insurance Map, Volume 3 (Sanborn 1908-1909)
- Sanborn Fire Insurance Map, Volume 6 (Sanborn 1924-1950)

In addition to maps and aerial photographs, the Project team reviewed ethnographic and archaeological literature, and the following sources:

- Historic ODOT right of way files
- Oregon Historic Sites Database
- NRHP (NPS)

- Vintage Portland (2017, 2018) web portal
- Portland Metsker maps (1927, 1936, 1944) (Historic Mapworks 2017)
- Bureau of Land Management GLO surveys and land patents (USDI-BLM 2017)

4.2.2 Evaluation Criteria

Specialists evaluated potentially eligible historic and cultural resources according to NRHP Criteria (36 CFR 60.4). They also developed an accompanying historic context statement and a narrative that identified the important themes in history and related those themes to extant historic resources and property types.

The evaluation component of this technical report, therefore, includes the following sections:

- A summary of the historical development of the Project Area, a summary of research on previously identified resources in the Project Area, the results of the Section 106 consultation process, and a description of the Build Alternative's effects to historic properties within the API
- A Baseline Survey of historic resources within the API built prior to 1974
- A table of each historic resource identified in the Baseline Survey and a brief assessment of whether the resource appears to retain historic integrity and whether any of the NRHP Criteria for Evaluation apply to that resource (Appendix A)
- A map that identifies the location of each evaluated historic resource in the APE
- Brief descriptions and significant statements for those resources for which a DOE was prepared (full DOEs appear in Appendix B)

4.3 Assessment of Impacts

Under NEPA, "significant" refers to the nature of an impact and considers context and intensity. A significant impact to archaeological resources under NEPA would be defined as one with the following impacts:

- High magnitude or intensity (i.e., a resource's loss of integrity for eligibility to the NRHP and inability to mitigate impacts through data recovery)
- Permanent duration (chronic effects; resource would not be anticipated to return to previous levels)
- Extended geographic extent (affects resources with significance beyond the region or Project Area)
- Unique context (affects cultural resources eligible for the NRHP and the portion of the resource affected fills a unique role within the locality or the region)

In considering impact significance under NEPA, the significance of the resource itself must first be determined. As noted in Section 4.2.2, the NRHP Criteria for Evaluation

in 36 CFR Part 60 provide a tool for evaluating the relative historical significance of cultural resources and determining whether a resource is eligible for or listed in the NRHP. If a historic property would be affected by Project activities, the agency would make a Finding of Effect (FOE) for the Project. This effects analysis would be based on the Criteria of Adverse Effect established in 36 CFR Part 800.5(a) and would include an assessment of direct, indirect, and cumulative impacts. The Criteria of Adverse Effect are applied when a project "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" (36 CFR 800.5(a)).

Examples of adverse effects include (but are not limited to) the following:

- Physical destruction of or damage to all or part of the property
- Alteration of a property
- 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
- Transfer, lease, or sale of property out of federal ownership or control

Following the effects analysis, the federal agency would make a finding of "no historic properties affected," "no adverse effects," or "adverse effects." A finding of "no adverse effect" is made when the federal agency determines the project would not diminish the integrity of historic properties. A finding of "no historic properties affected" is made for resources when there are no historic properties present or the project will not affect historic properties that are present. If the federal agency determines the proposed action may adversely affect historic properties, the agency must engage in additional consultation with the Advisory Council, Indian tribes, and other consulting parties to develop and evaluate alternatives that could avoid, minimize, or mitigate adverse impacts on such properties.

4.3.1 Finding of Effect

For those properties identified as eligible for the NRHP that Project activities would affect, specialists prepared a FOE. The FOE consisted of a Submittal Letter and individual FOE forms for each historic property that the Project would affect and was prepared consistent with ODOT Standards and Guidelines. Section 6 contains a summary table that lists the historic properties and the anticipated effects upon those resources. Appendix C includes the FOE forms.

4.4 Cumulative Impacts

The cumulative impacts analysis considered the Project's impacts combined with other past, present, and reasonably foreseeable future actions that would have environmental impacts in the Project Area. A list of reasonably foreseeable future actions was developed through consultation with City of Portland and Metro staff (Appendix D). This list included any permitted public and private projects within the Project Area and projects that are in the permit application process. The cumulative impact assessment qualitatively assessed the magnitude of impacts expected from reasonably foreseeable future actions in combination with anticipated Project impacts. This assessment also identified the contribution of the Project to overall cumulative impacts.

5 Affected Environment

This section discusses historic resources known to be present based on previous studies, as well as the Project's potential to affect as yet undiscovered cultural resources.

The first half of this section contains a discussion of the existing environment of the API as it relates to historic resources. It begins with an overview of the physical and historical setting of the API to provide context to the analysis. Following this introductory material is a summary of previous historic resource investigations that have been conducted within the Project vicinity and their results.

5.1 Physical Setting

The API is located at the northern end of the Willamette Valley physiographic and geographical province, closely bordered by the Puget Trough province to the north (Franklin and Dyrness 1988:15–17). These two provinces, separated only by the Columbia River, are also referred to as the Puget-Willamette Lowland (Sobel et al. 2013:Map 1). The API is further located within the Portland Basin, a lowland that is part of the larger Puget-Willamette Lowland alluvial plain that stretches some 137 miles from the Puget Sound to southwest Oregon along the Willamette Valley and is flanked by the Coast Range Mountains to the west and the Cascade Mountains to the east (Sobel et al. 2013:24, Map 1, Map 4). The Portland Basin includes 53 miles of the Columbia River and contains five of its tributaries, including the Kalama, Lewis, and Washougal Rivers in Washington and the Willamette (with its tributary, the Clackamas River) and Sandy Rivers in Oregon. The Columbia River courses through a portion of the basin known as Wapato Valley, which includes the cities of Portland and Gresham in Oregon and Vancouver, Washington, and is described as broad and slow as it moves through swampy bottomland, winds around islands, and separates into sloughs (Sobel et al. 2013:24).

5.2 Historical Context

5.2.1 Early Development of Portland (1830s-1890s)

The development of Portland began in the first half of the nineteenth century with the arrival of Euro-American explorers, fur-trappers, and traders. The then-undeveloped town site, with its ideal location between Oregon City and the Hudson Bay Company at Fort Vancouver, provided a rest stop for traders and Native groups on the west bank of the Willamette River (MacColl and Stein 1988:6; Roulette et al. 2004). In 1845, Asa Lovejoy and Francis Pettygrove, from Massachusetts and Maine, respectively, bought William Overton's Donation Land Claim (DLC), located on the west side of the Willamette River across from the Project Area, and platted the

original sixteen 200-foot-square blocks that would later become the location of the City of Portland (MacColl and Stein 1988:6; Roulette et al. 2004).

Portland's early growth depended heavily on the Northern California gold rush of 1849. The rapid growth of San Francisco created a heavy dependency on Oregon's timber, and Portland, with its ideal location along deep waters, became the center for California trade (MacColl and Stein 1988:12; Roulette et al. 2004). Oregon's abundant and fertile land along the Willamette Valley also drew Californian prospectors who had been successful in the gold fields and were looking for ways to invest their money. Portland's rapid development in the 1850s was also attributed to the many businessmen, merchant capitalists, and real estate and land speculators who were attracted to the area's growing opportunities (Roulette et al. 2004).

Between 1870 and 1890, the population of Portland grew sixfold, from 8,293 to 46,385 (Roulette et al. 2004; Merriam 1971:35), and was linked to the extensive expansion of access and transportation across land and water with the creation of roads throughout the Willamette Valley, commercial steam navigation on the Willamette and Columbia Rivers, and the completion of the transcontinental railway in 1883. All these modes of transportation aided in creating a large shipping and manufacturing center for wheat, flour, lumber, and salmon for both foreign and domestic export (Roulette et al. 2004). An 1879 bird's eye view etching of the entire Portland area, with platted streets and commerce along the river banks, illustrates this growth and the space for further development (Figures 10-13).

Figure 10. 1879 Etching of Portland, Oregon (Vintage Portland 2018).

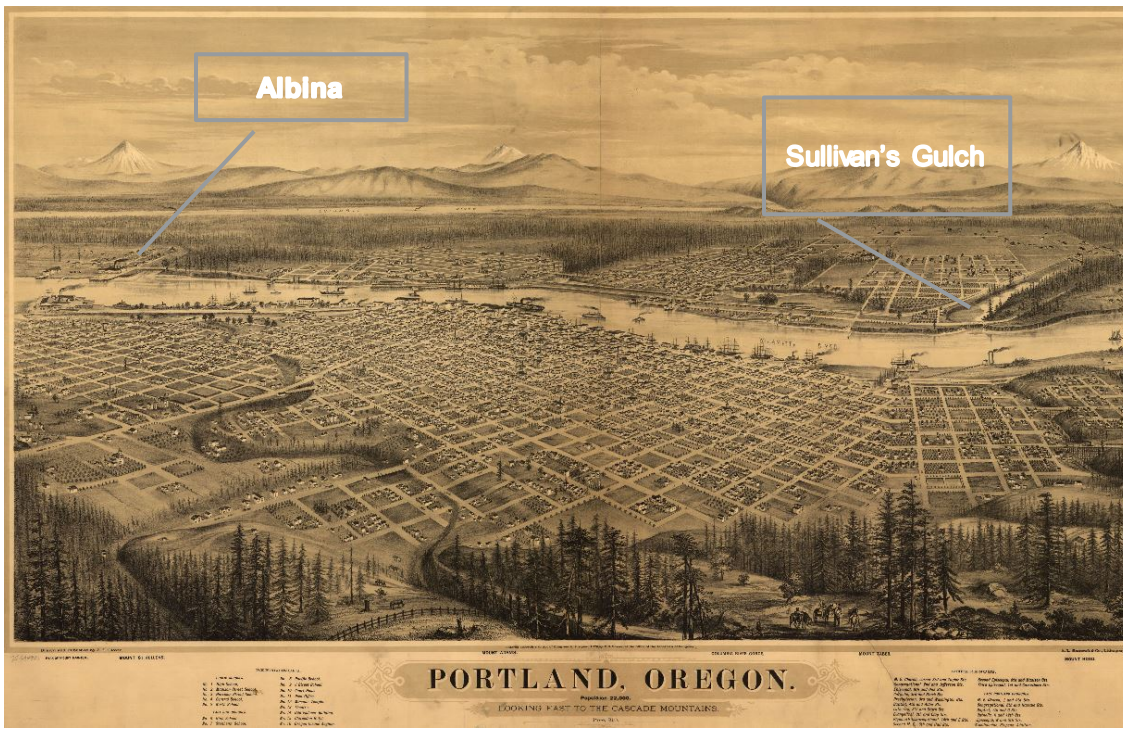


Figure 11. Close up of an 1879 Etching of Portland, showing Albina (northern end of the Project Area) (Vintage Portland 2018).

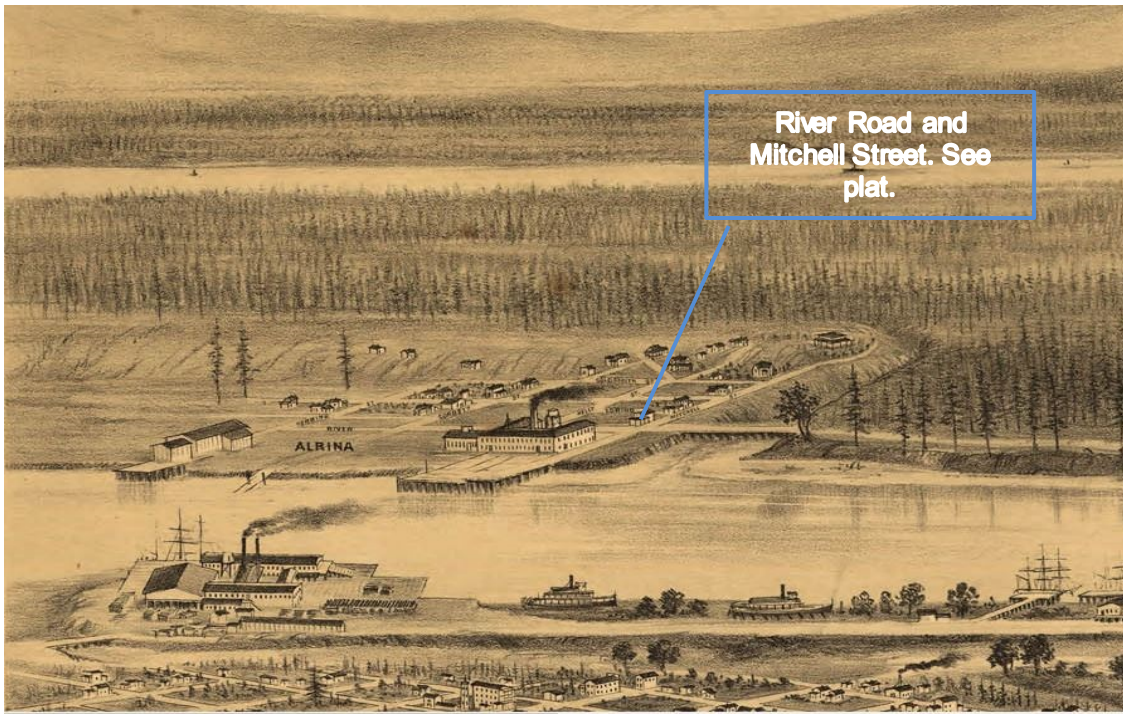


Figure 12. Close up of an 1879 Etching of Portland, showing central portion of the Project Area (Vintage Portland 2018).

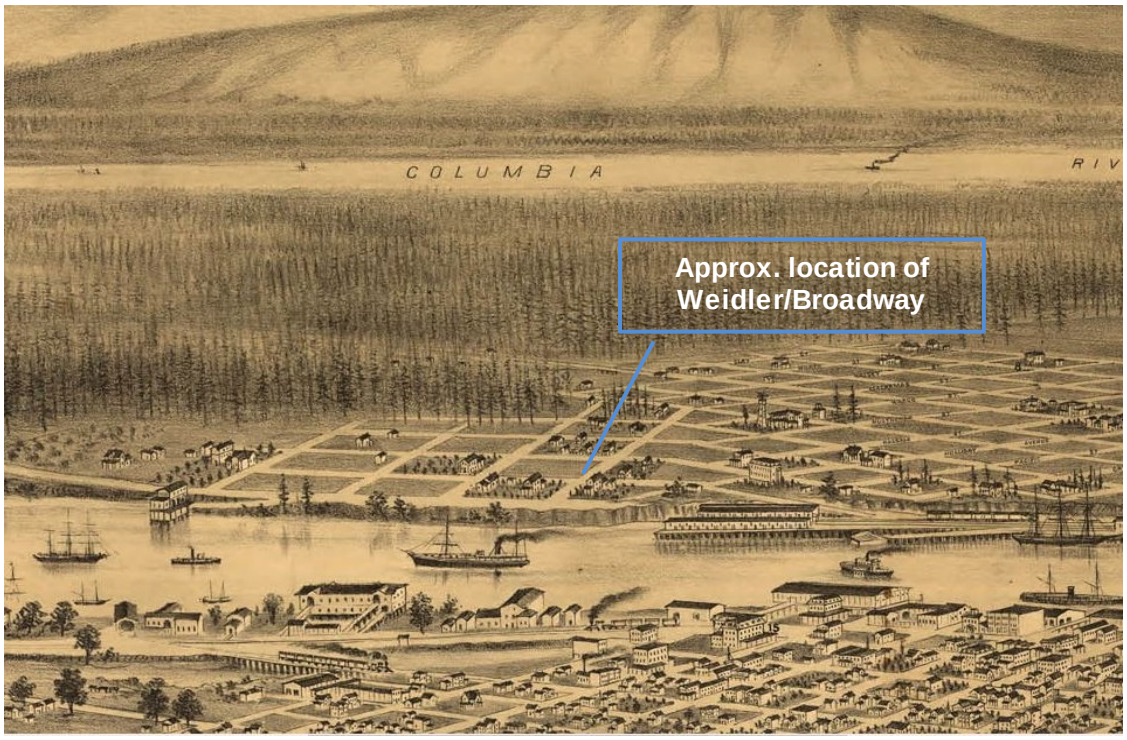
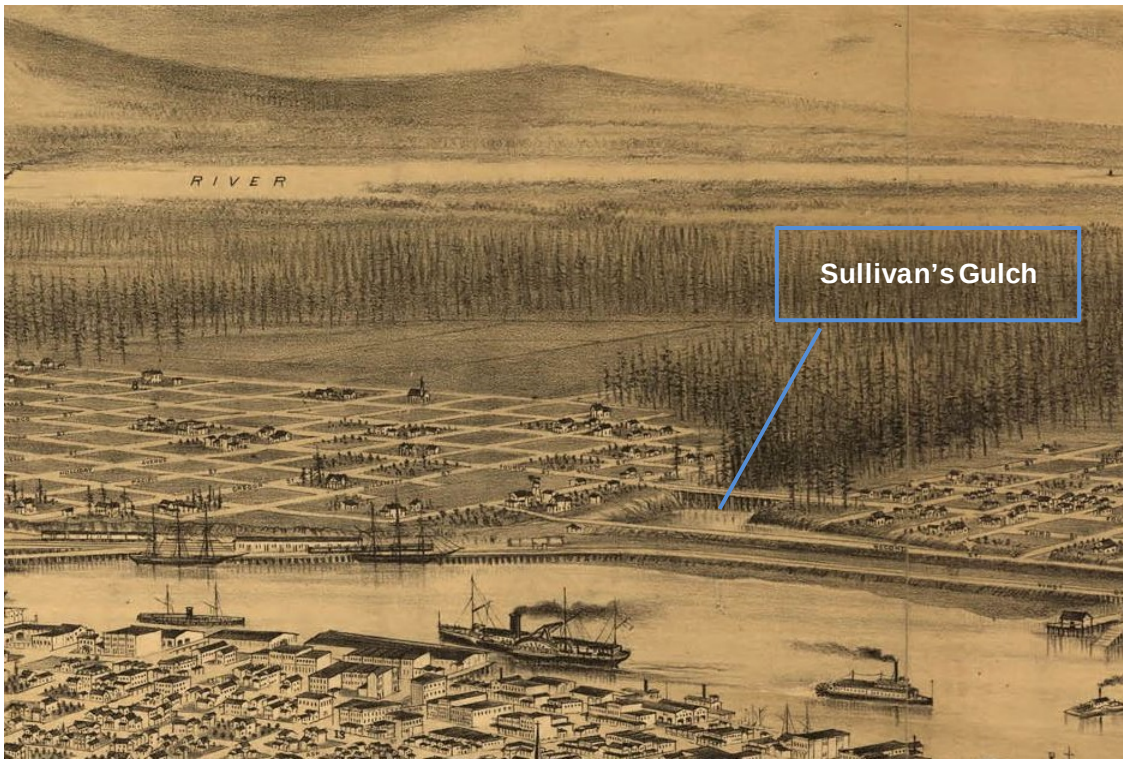


Figure 13. Close up of an 1879 Etching of Portland, showing southern end of the Project Area (Vintage Portland 2018).

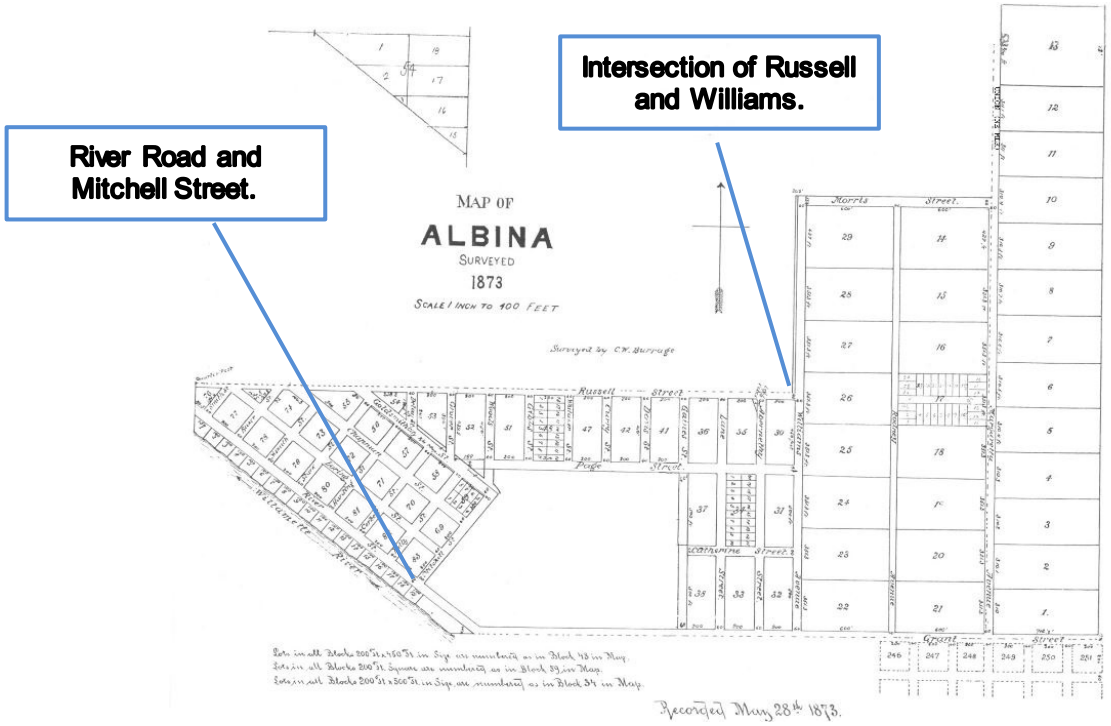


5.2.2 Development of Albina (1850s-1890)

The historical development and settlement of Albina began in 1852 with the DLC made by James L. Loring. Located along the Willamette River, this L-shaped claim became "quite desirable due to the fact that it bordered transportation by the river frontage on the west side (Roos 2008:3)" of Portland. After Loring's death, Joseph Delay took ownership of the claim and later divided and sold it to Lansing Stout in 1864 and William W. Page in 1869 (Roos 2008:3). Stout in turn then sold his parcels to Edwin Russel and George H. Williams in 1870 (Roos 2008:4).

In 1873, Albina was officially laid out and its plat for a new town was filed with the County Clerk's office by Russell, Page, and Williams (Snyder 1979:83) (Figure 14). Designed with the intent for riverfront industry, which exists today, Albina was poised to grow given its location and in early investors, such as Ben Holladay, who platted a portion of the modern-day Elliot Neighborhood (Holladays Addition [1871]) north of NE Hancock Street. At that time of early investment, Albina lacked graded streets and was heavily forested (Comprehensive Planning Workshop 1990:3). Unfortunately, the investment in Albina did not pay off early given the financial crisis of 1873. By 1879, many of the unsold and foreclosed parcels that were left by Holladay and Russell were purchased by partners William Reid and James B. Montgomery. Montgomery later took control of Albina from Reid in 1880. Although

Figure 14. 1873 Albina Plat (Multnomah County 2018).



Albina's development was slow during the 1870s, due in part to a collection of issues including its limited accessibility to Portland and unimproved roads, there was fundamental development that projected its growth into the 1880s, such as the Albina Ferry and hotel in 1874, existing shops, and houses (Roos 2008:9).

Beginning in the early 1880s, Albina once again was in a position to grow and did so with the help of Henry Villard, who "made large-scale investments in building projects in Portland, East Portland, and Albina" (Roos 2008:10). Vallard's investments in Albina included railroad shops and a freight terminal, as well as the Northern Pacific Terminal Company in 1882. In turn, this prompted the influx of Albina's population from 100 in 1880 to 800 by 1883 (Roos 2008:11). Primarily inhabited by "second generation Germans, Swedes, Norwegians, and Danes" (Snyder 1979:83) at this time, Albina also experienced growth in its existing Irish community as the town as a whole witnessed its growth in local manufacturing facilities. Led by its strong waterfront presence, Albina's boundary, once again began to expand with the addition of the modern-day Boise Neighborhood through additions platted by Montgomery, Elizabeth Proebstel, and Daniel Abrams (Roos 2008:3). By 1885, Albina's highly developed riverfront included grain warehouses, lumber sheds, and mills, as well as boarding houses and the Albina Hotel. Its downtown along N Russell and modern-day N Interstate Avenue consisted of hotels such as the Villard Hotel, the Union Hall Skating Rink, boarding houses, shops, grocery stores, a United States Post Office, fraternal organizations, as well as one to two-story street-facing dwellings (Sanborn 1884, 1885).

In 1887, Albina's industrial economy continued to grow, which in turn supported the demand for more housing as it became a premium. This influx in population, which reached 3000 by 1888 (Comprehensive Planning Workshop 1990:5), included large Scandinavian, Polish, and German-Russians communities (Comprehensive Planning Workshop 1990:38). Along with the rise in new business, Albina became incorporated that same year. At this time, most of the parcels along N Russell and N Interstate Avenue were partitioned and developed with larger one- and two-story street-facing dwellings. Water pipes were installed under major roads, and new businesses that addressed social and domestic needs, such as grocery stores, butcher shops, bakeries, and drug stores, infilled the vacant lots along N Russell (Sanborn 1887). This development was supported by recently established local utilities, such as Albina Water Company and Albina Light & Water Company, as well as fire hydrants on major streets, a power plant, and a network of power lines that served a new streetcar to Portland (Roos 2008:18).

Accompanied with the construction of the first Steel Bridge, built in 1888 by the Oregon Railway & Navigation Company, the new streetcar line provided a direct link to Portland and connected Albina with its upper and lower communities. Additional steam-powered streetcars were installed throughout Albina during this time, linking it to St. Johns to the northwest and East Portland to the south. This linear extension of Albina prompted its annexation in 1889 and 1891 of large portions of unplatted farm and wilderness to the north, northwest, and northeast of the city, including modern-day Portland neighborhoods Overlook, University Park, Portsmouth, Kenton, Arbor Lodge, Piedmont, Woodlawn, Vernon, King, Humboldt, Sabin, Concordia, and Irvington (Reed 1915). Neighborhoods such as Boise (Central Albina [1887]), King and Sabin (Lincoln Park [1889]; Lincoln Park Annex [1891]), and Piedmont and Woodlawn (Piedmont [1889]) were quickly expanded, platted, and developed during this time of growth and annexation (Roos 2008:19-23).

By 1889, the northern part of East Portland was relatively undeveloped with low lands and ponds making up most of the western blocks along the Willamette River. Blocks where habitable were densely filled with one-story street-facing dwellings (Sanborn 1889). The modern-day Lloyd was platted but had only a few one- and two-story dwellings as it served home to the Southern Pacific Railroad East Side Division Freight Depot and Oregon Railroad & Navigation Company's railroads and passenger depot near the Willamette River (Sanborn 1889). Downtown Albina also showed growth in the extension and development of some of its blocks, the continued development of Proebstel's Addition to the east of N Russell with tenements and simple one-story street-facing dwellings one to quarter parcel (Sanborn 1889). During this time of growth, "it was estimated that about 300 dwelling were built in the Albina city limits" (Roos 2008:22), and its population was around 6,000 persons. It was this continued growth, as intended, that led to the consolidation of Portland, East Portland, and Albina in 1891.

5.2.3 After Consolidation & Transportation Improvements (1891-1940)

Quickly after the great consolidation of the tri-cities, Portland grew to include 62,000 residents and 26 square miles, most of which was Albina (Figure 15). As it did prior to the consolidation, Albina, now a neighborhood of inner-eastside Portland, continued to grow and develop in parallel with its transportation systems. By 1891, Albina housed the terminus for the Oregon Railway & Navigation Company and was linked to Portland by way of the Morrison Bridge (1887) and Steel Bridge (1888). In 1894, Albina's roads were graded, gravel, or were plank roadways as on N Russell, N Interstate, and N Lewis Avenue (Hurlburt 1894). Graded and gravel roads were also common in most of the surrounding neighborhoods and northern East Portland. It was also during this time that nearly all of Albina's street names were changed to their existing names. Only N Russell, Page, NE San Rafael, Sacramento, and N Williams remain today (Roos 2008:5). But, like the rest of Portland's east side, it was the expansive network of street cars and trolleys that allowed for the growth in the housing and businesses (Comprehensive Planning Workshop 1990:16).

In 1904, Albina neighborhoods thrived given their central location and these streetcar lines, supported by the City & Suburban Railway Company trolley line that ran through Lloyd and Eliot, and Boise and Portland Railway Company and Oregon Water Power & Railway trolleys that ran north on NE Martin Luther King Jr. Boulevard in 1904 (Thompson 2014). This improvement in transportation "spurred speculators to promote subdivisions for the middle-class" (Comprehensive Planning Workshop 1990:6). By this time, inner-eastside Portland north of the Burnside Bridge (1891) near the Willamette River was relatively unchanged from 1889. Lloyd experienced a slight increase in residential and commercial development including large one- and two-story street-facing dwelling and duplexes concentrated around N Larrabee Avenue to the southwest, NE Broadway to the north, NE 2nd Avenue to the east, and NE Multnomah Street to the south (Sanborn 1901). Albina also continued to grow with much of its commercial development along N Russell (Sanborn 1901).

By 1908, Lloyd was heavily residential with one- and two-story street-facing dwelling, two-story flats, and a row of stores on NE Holladay (Sanborn 1908). At this time, Albina's blocks were partitioned and developed with one-, one-and-one-half-, and two-story street-facing dwelling, and commercial storefronts, churches, boarding houses along NE Russell (Sanborn 1908). Much of the area bounded by N Gantenbein Avenue, N Page and Hancock Streets, and N Larrabee Avenue consisted of a deep wooded gulch (Sanborn 1908). This influx in residential development was contributed to the residential boom of 1905-13, which was matched in 1922-28. Between the two periods of increased population, over 20,000 new bungalow-style homes and large apartment buildings were built in the area (Comprehensive Planning Workshop 1990:17). Collectively, the combination of transportation improvements and the proximity to the railroad industry continued to change the demographic and physical setting of the Albina neighborhoods. By 1917, "the Vancouver ferry was replaced by the Interstate Bridge" (Comprehensive

Figure 15. Section of 1889 Portland, Oregon, Etching, Showing the City of Albina and the Yards and Shops of the Oregon Railway & Navigation Company in the Foreground. The two bridges depicted are the Steel Bridge and Morrison Bridge. View is to the south.

Planning Workshop 1990:17), and the second and existing Steel Bridge (1913) and Broadway Bridge (1913) were completed, leading to the construction of more large, inexpensive apartment houses near the industrial area in Lower Albina (Comprehensive Planning Workshop 1990:18).

5.2.4 The Emergence of the African American Community in Albina (1850s-1940)

During this time of growth, Albina's ethnic boundaries became more defined and Portland's Black community, predominantly settled in downtown Portland, began to be forced out and steered toward Albina around 1910. The history of the African American community in Portland is one of continuous struggle and survival—beginning in 1857, voters approved a state constitution that did not allow slavery, but did allow the exclusion of "Black persons, slave or free, from Oregon" (Pearson 1996:5). At this time a few African Americans lived in the state, but only as personal servants of Euro-American settlers (Pearson 1996:5-6). Oregon's "Black laws" prohibited any African American from owning property or voting, and until 1870, a 10 dollar poll tax was required to be paid for every Black person living in the state. In the following years, the African American population increased slightly as Portland became a significant terminal for railroad and shipping and positions of porters, waiters, dining car attendants, and ship attendants became in demand (Pearson 1996:6, 13).

At the turn of the nineteenth century, Albina underwent a significant transition as the community's ethnic landscape made up of mostly first and second generation Euro-American immigrants gradually began to shift with the migration of a small African American community that had resided next to Union Station on the west bank of the Willamette in northwest Portland. The land next to Union Station had become desirable to downtown businesses looking to expand; the development caused the displacement of around 800 African Americans (Pearson 1996:7). Albina, historically a working-class community, offered low rents and proximity to jobs in the railroad industry on the eastside of Portland.

This racial migration continued into the 1940, contributing to the growth of the Black population in Albina, in neighborhoods such as Eliot and Boise (Gibson 2007:7). During World War I, the Black community of Albina continued to grow as the flow of immigrants slowed and work became plentiful in the railroad and service industries (Roos 2008: 33). With this increase in Black population also came a new Black community with "hotels, restaurants, and other businesses; and fraternal and social organizations and clubs" (Millner 2014:4).

After the War, Albina was created and its first zoning regulation in 1919 reshaped the community by allowing higher density housing and commercial use where previously residential uses prevailed (Roos 2008: 34). That year, the Portland Realty Board amended its Code of Ethics to prohibit board members from selling real estate in white neighborhoods to people of color. In the following decades, a formal pattern of housing segregation developed in Portland (City of Portland Bureau of Planning 1993:29-30).

Changes related to new zoning regulations were accompanied by the impacts from the rise in automobile use. By the 1920s, affordable automobiles, rising labor costs, and improved roads led to the downfall and demobilization of trolleys (Thompson

2014). By 1924, larger businesses such as the Mack International Motor Truck Corporation, manufacturing companies, and garages were located next to bridge landings, apartment buildings became more prominent, new two- and two-and-one-half-story street-facing dwellings were constructed, and parcels became more densely developed (Sanborn 1924). This change in Albina, from its early founding as an investment hub to its post-World-War I reputation of being "rough and rowdy", allowed for the Black community to fill in the gaps (Roos 2008: 34). By 1920, Albina was home to "five black churches and two missions" (Comprehensive Planning Workshop 1990:43), more Black businesses were established, and most of Portland's Black population now lived in Albina within a large community near the industrial waterfront bounded by N Broadway, N Larrabee Avenue, N Hassalo Street, and N Wheeler Avenue (City of Portland Bureau of Planning 1993:31), and along N Williams (Gibson 2007:7) (Figures 16 and 17).

A small turning point came in 1926, when Oregon's "Black laws" were repealed, and African Americans were allowed the vote, however, this did little to change discrimination (Pearson 1996:8). Racial segregation was substantially enforced by the manipulation of the housing market by white politicians and businessmen by limiting African Americans to the most impoverished and run-down parts of the city. The Albina area contained some of the oldest and poorest housing in the city (Pearson 1996:4, 7). In spite of these socio-economic impositions, the African American community grew through the 1920s and 30s and reshaped the existing built environment as Albina garnered Black churches, religious missions, and businesses to serve the community bounded by NE Broadway, N Larrabee, N Hassalo, and N Wheeler (City of Portland Bureau of Planning 1993:31), and along N Williams (Gibson 2007:7). It was also not uncommon to find small-scale businesses at individual homes as barbers, beauticians, and grocers erected additions to their homes to allow for neighborhood scale commerce. This development continued into the 1940 and 1950s as Albina's Black population grew from 1,600 to 4,500 (Comprehensive Planning Workshop 1990:44) despite unwritten restrictions that placed barriers on Blacks renting property or patronizing stores and restaurants outside of Albina (Pearson 1996:5-8). By 1950, the Black population in Portland had risen to 9,529, with a majority residing along Williams Avenue in Lower Albina (Gibson 2007:10).

In the 1930s, the investment in the automobile started to reshape the Albina community. NE Martin Luther King Jr. Boulevard (Union Avenue) was widened in 1929, buildings were moved, cut back, or demolished, and large department stores, auto-supply stores, and other businesses were constructed along major thoroughfares. By 1939, the City of Portland invested in the construction of N Interstate Avenue through Albina's old commercial part of town, removing original streets and economically suffocating retail businesses. However, like the Black community in Albina 20 years earlier, the N Interstate Avenue area was able to take advantage of the change and thrived through new investments and entertainment that made the area attractive to African Americans residents (Roos 2008:36).

Figure 16. Hill Block building, 1910. Located on the NW Corner of N Russell and N Williams (Eliot Neighborhood 2007).

Figure 17. N Williams looking north, 1927. At the Intersection of N Russell Street (McGregor 2018).

5.2.5 Post-War Changes and Development

The wartime industries in Portland fostered significant population growth and economic productivity. At the peak of wartime production (1943-44), the federal government identified 140,000 defense workers in the city and 100,000 in the metropolitan area. This substantial growth stressed public facilities such as transportation, housing, schooling, and recreation (City of Portland Bureau of Planning and Sustainability 2009:47-48). The wartime population growth also significantly intensified racial tensions within the city as the Black population had increased from 2,100 in 1940 to 15,000 in 1945. The combination of Portland's housing shortage which had begun following World War I and discriminatory housing practices created a housing crisis for Black families who were limited to only certain types of housing located in specific areas (Oregon Black Pioneers & Moreland 2013: 53; Pearson 1996: 99). In response to this crisis, the housing project of Vanport was constructed in 1942 in North Portland along the Columbia River to provide 10,000 temporary housing units. Vanport would develop to become the largest wartime housing project in the country and the second largest city in the state with 42,000 residents. It was also one of the few areas within the city that Black residents were allowed to settle due to discriminatory housing practices (City of Portland Bureau of Planning 1993:48).

Although intended as temporary housing for the war effort, approximately 18,000 residents still remained in 1946. Two years later, Vanport was devastated by the

flooding of the Columbia River, which destroyed all of the buildings and displaced all of its residents. Many residents left the Portland area, and those who stayed moved throughout the city with the exception of Black residents who were confined primarily to the Albina neighborhood and the surrounding area (City of Portland Bureau of Planning 1993:86). Prior to the flooding, Albina was home to both white and Black families. However, as the Black population increased, the white population decreased with more than 21,000 whites leaving the Albina neighborhood for the suburbs or other Portland neighborhoods between 1940 and 1960 (Gibson 2007:7-8). The Albina neighborhood was divided into the lower and upper sections by Fremont Street. Lower Albina, consisting of the Eliot, Irvington, and Lloyd neighborhoods, was the center for the Black community during the 1940s and 1950s, during which time Albina's Black population grew from 1,600 to 4,500 (Comprehensive Planning Workshop 1990:44).

Throughout the 1960s, the close-knit Albina neighborhood grew in political activism as it became a center for Civil Rights activities. Black civic organizations and churches played a leading role in exacting change in the city and state's governance to gain improvements in education, employment, and civil rights for Black Oregonians. Unfortunately, from the 1950s and through the 1970s, urban renewal campaigns and an interstate highway destroyed dozens of residential and commercial blocks in Albina including the heart of the African American community at the intersection of N Russell and N Williams. Upper Albina, consisting of the Boise, Humboldt, King, Sabin, and Woodlawn neighborhoods, became the new center in the 1960s and 1970s as urban renewal projects and the construction of I-5 forced residents north.

Portland's postwar economy heavily relied on new industries such as metal working, chemicals, and electronics, benefitting from the abundance of cheap electricity. Fifty percent of the postwar population was working in industry, a substantial increase from 17 percent in the pre-war years (City of Portland Bureau of Planning and Sustainability 2009:52-53). The postwar economic growth was short lived as the economy became stagnant by the end of the decade. The weakened economy hindered commercial development efforts, as only a minority of voters supported plans for port expansion, downtown renewal, and a new civic center. In 1959, the city adopted a new zoning code than stressed protections for single family residential areas and discouraged mixed-use development.

Entering the 1960s, Portland's city planners aligned with the nationally accepted planning principles of viewing older inner city residential areas such as the Albina neighborhood as "blighted." Despite active and sometime thriving communities, city planners believed that these areas would be better off repurposed for institutional and commercial uses. At this time, inner-city areas were in high demand for a growing downtown office district, light industry, warehousing, and highway development (City of Portland Bureau of Planning 1993:103-104). Through the 1950s, 1960s and 1970s, Portland executed several Urban Renewal projects that significantly altered the urban landscape and irrevocably changed the Black

community of North Portland. The major infrastructure projects conducted during this time include the construction of Memorial Coliseum (1960), Lloyd Center (1960), I-5 (1966), Fremont Bridge (1973), and the expansion of Emanuel Hospital (1970s). Hundreds of houses and businesses in the Albina neighborhood were demolished and residents displaced, occasionally multiple times and often with little compensation (Gibson 2007:14).

5.2.6 Reshaping Albina

Beginning in the 1950s, a number of large-scale developments occurred in the Rose Quarter that reshaped the Albina neighborhood. As noted in some of the sections below, the demolition of housing and residential relocations impacted the community over time. During research performed for this report, it was at times difficult to identify the sources for data to better understand the extent of the issue. Even when sources provided information, that data typically reflected dynamic population movements and the rapid pace of urban renewal and highway building and therefore revealed quantitative variability. In an effort to create a relatively consistent indication of how various city and state projects affected housing in the API, a review of applicable Sanborn Maps was undertaken; resulting data are presented in Table 3. This table also appears in the *Environmental Justice Technical Report* (ODOT 2019b) prepared for this Project.

Table 3. Estimated Residential Displacements from Public Infrastructure Projects in the API

Project	Dwelling Units[1]
Widening of Interstate Avenue and construction of ramps connecting Interstate Avenue with the Broadway and Steel Bridges, which began in the late 1940s	80
Construction of the Memorial Coliseum in 1957	235
Construction of I-5 in the early 1960s	275
Construction of the Fremont Bridge and ramps connecting it to I-5 and the local street network in the early 1970s	95
Construction of the Blanchard Education Service Center, the administration and central support services building for Portland Public Schools, in 1978	65
Construction of Harriet Tubman School	15
Total	765

Source: OBEC Consulting Engineers

Notes: API = Area of Potential Impact; I-5 = Interstate 5

[1]The numbers listed are from counts conducted for this report using computer technology from Environmental Data Resources, Inc. The technology enables superimposing present day maps on Sanborn Fire Insurance Maps drawn before the infrastructure projects were built. Sanborn Fire Insurance Maps contain the footprints of dwellings and other buildings, with use labels. The count for widening Interstate Avenue used 1924 Sanborn Maps; all other counts used 1950 Sanborn Maps. The counts are rounded to the nearest five for two reasons: 1) whether a listed infrastructure project

displaced a structure was clear in most, but not every, instance; and 2) the number of dwelling units in some multifamily structures is estimated because the unit counts are unclear or lacking in some instances.

Several of the large-scale developments are also discussed below.

Memorial Coliseum

In 1956, Portland voters approved the construction of Memorial Coliseum along the east bank of the Willamette River and the south end of the historic Black community (Figure 18). The construction of the sports complex required the demolition of multiple businesses and 476 homes (Gibson 2007:11). Of these 476 homes, another source noted that the 1955 Coliseum Area Report identified 224 homes as including "non-White" occupants (Bosco-Milligan Foundation 1997:99).

The City Planning Commission approved the clearance of residential houses in this area, after a land survey conducted of the Broadway-Steel Bridge area concluded that more than 60 percent of the housing was substandard (City of Portland Bureau of Planning 1993:104). The construction of Memorial Coliseum not only resulted in the clearance of homes, businesses, and institutions, but also marked the beginning of more projects that would drastically alter the area in the decades to follow.

Figure 18. Aerial photograph of the Memorial Coliseum. Note the extent of surface parking. Courtesy City of Portland Archives.

Lloyd

Lloyd in northeast Portland is bound by NE Broadway to the north, the Willamette River to the west, I-84 to the south, and NE 16th Avenue to the east. Today it is characterized by large facilities and office buildings such as the Rose Quarter, the Oregon Convention Center, and the Lloyd Center shopping mall. The district grew out of the vision of Ralph Lloyd, who in the early 1900s saw the sparsely populated area of the Holladay Addition as a potential eastside city center with shops, apartments, and government buildings. After earning millions in the oil industry in California, Lloyd purchased the Holladay Addition and 170 surrounding parcels in 1926, demolishing multiple houses for his envisioned development (Andersen 2015). This development was physically contiguous with what would become the site of the Memorial Coliseum redevelopment area as well as Eastbank Freeway component of the I-5. Together, these developments contributed to the loss of housing and small-scale commercial opportunities near Albina. Lloyd's plans were spurned twice, by the Great Depression and then World War II. The construction of I-5 and I-84 were the catalyst for success, as they created the necessary access to the Lloyd area to sustain its operation, but he would die before seeing their completion (Anonymous 2017). Lloyd passed away in 1953, but his family pursued his vision and constructed a hotel in 1959 and the Lloyd Center shopping mall in 1960. When completed, the 1.2-million–square-foot, $100 million Lloyd Center was one of the largest outdoor malls in the country (*The Oregonian* 1960). The mall featured ample parking, which aided the development of office buildings in the surrounding district. In the mid-1990s, 17 blocks of Lloyd were purchased and redeveloped by an East Coast firm to provide additional housing and encourage biking and walking through the area (Andersen 2015).

Interstate 5

The development of I-5 was the result of state and federal efforts to improve transportation. Oregon roadways experienced excessive traffic loads with the development of industries and population growth during World War II. The combination of increased usage and minimal maintenance resulted in accelerated degradation (Kramer 2004:11). Over an 11-year period of highway construction throughout the city starting in the late 1950s, Portland's politicians estimated that up to 5,000 households could be displaced as a result of implementing the overall highway program (*The Oregonian* 1959a:1).

More immediate to the API, two segments of I-5 within the API were funded through the 1956 Federal-Aid Highway Act. These segments included the Minnesota Freeway and the Eastbank Freeway. The Minnesota Freeway partially extended into the northern part of the Albina neighborhood, where it then deviated from the Minnesota Street corridor near the present-day Fremont Bridge to connect to the Eastbank Freeway. The Eastbank Freeway extended south along the Willamette River to what would be named the Marquam Bridge (*The Oregonian* 1963:30). Although multiple alternative routes were discussed, the approved location for the

Minnesota Freeway was deemed to cause the least damage to property values and would be the most economical option for the city. Beginning in 1959, approximately 180 dwellings were demolished and more than 400 residents were relocated for construction (Kramer 2004:35-36). Unfortunately, the documentary source for Kramer's numbers for demolitions and residential relocations could not be found, and it is unclear whether these numbers considered both highway segments or only the Minnesota Freeway. Another source listed 125 dwellings removed as a result of the Minnesota Freeway (Bosco-Milligan Foundation 1997).

For the Eastbank Freeway, *The Oregonian* prepared several reports over a period of 2 months that provide some background on the extent of residential relocations and the difficulties in developing an accurate estimate of the problem. Initially, the city estimated that 160 families were in the way of the Eastbank Freeway but also that there "is evidence of a gradual exodus as the state begins to acquire property," which likely reduced the number of actual displacements (*The Oregonian* 1959b:14). By March 3, 1959, the issue of residential displacements had piqued the interest of the state's Congressional delegation. Senator Neuberger reported that "250 families face a move on a short segment of the east bank freeway between steel bridge and North Russell Street," an area roughly consisting of 22 residential blocks (*The Oregonian* 1959c:3; *The Oregonian* 1959d:14). At the time, relocation costs for tenants could not be included in the costs of highway construction. As Senator Neuberger pointed out, "the relocation of utilities is included in the highway program and certainly people are more important than telephone poles and power lines" (*The Oregonian* 1959c:3). Following Neuberger's requests, on March 14, 1959, the results of the city's housing survey "showed there are 101 families and 80 individuals in the freeway path," thus showing the variability in reports of residential displacement even over a very short period of time and for one very specific area (*The Oregonian* 1959e:12). Just over a period of 2 months, the numbers of households displaced estimated by politicians and administrators ranged from 250 families to 101 families (and 80 individuals), reflecting some of the confounding aspects of the city's dynamic population movements during that time, which coincided with the active property acquisition program by the state transportation agency.

Fremont Bridge

Completed in 1973, the Fremont Bridge crosses the Willamette River, connecting I-405 and US-30 on the west side of the river to I-5 on the east side (Figure 19). The double-deck four-lane bridge terminates at the western end of the Albina neighborhood and Legacy Emanuel Medical Center. Responding to public outcry over the simplicity of the design of the Marquam Bridge (1966), ODOT collaborated with the Portland Art Commission on its design (Pilorget 2015). The bridge features tall and expansive archways, making it the tallest bridge in the city and one of the longest in the country when constructed (Wheeler 2018). The bridge and its network of ramps required the removal of additional housing and other buildings in Albina. It also introduced increases in traffic and noise to neighborhood streets, as well as

safety issues, thus further impacting the physical setting of the overall community (Abbott et al. 1981:38).

Figure 19. Construction of the Fremont Bridge in 1971, looking east. Courtesy City of Portland Archives.

Emanuel Hospital

Portland's Emanuel Hospital (now Legacy Emanuel Medical Center) was established in 1912 in southwest Portland but relocated to the Albina neighborhood in 1915. The hospital underwent renovations and expansions in 1925, 1931, and 1952. Beginning in 1960, hospital administrators began discussions with Urban Renewal consultants and the Portland Development Commission (PDC) about using the Urban Renewal program to expand the hospital's campus in the Central Albina neighborhood (Parks 2016). From 1971 to 1973, the PDC purchased and subsequently demolished 188 properties within the proposed expansion area. Seventy-six acres of land were cleared for the expansion with the expectation of the construction of a federally supported veteran's hospital that never came to fruition (Gibson 2007:13). Large sections of this cleared land remained vacant for the proceeding decades.

MAX Line/Street Car

In September 1986, TriMet inaugurated the 15-mile Metropolitan Area Express (MAX) light rail line to Gresham (Thompson 2006:123). Additional MAX lines would open beginning in the early 2000s, with the Red, Blue, and Green lines providing access to the Rose Quarter and Lloyd. The Portland Streetcar system began

operation in 2001 providing access between downtown and northwest Portland. In 2012, the streetcar system was expanded to provide access to the east side of the city including the Oregon Convention Center, Lloyd, and the Rose Quarter. The light rail and streetcar lines improved Albina's connections to downtown as well as to SE Portland.

Rose Quarter

Thirty years after the completion of Memorial Coliseum (now Veterans Memorial Coliseum), plans came together for a new multi-use arena and entertainment district on the same site. With the approval of the Rose Quarter by the Portland City Council in 1993, the groundbreaking of its center piece, the Rose Garden arena, followed later that year. The multi-purpose Rose Garden arena was envisioned as a state-of-the-art venue that would be the new home of the Portland Trailblazers basketball team (Baker 1993). A portion of the Veterans Memorial Coliseum parking lot was dedicated as the site of the new arena. The 43-acre Rose Quarter district was completed in 1995 and consisted of the Rose Garden arena (now the Moda Center), Veterans Memorial Coliseum, the Rose Quarter Commons, four parking garages, and the One Center Court office complex.

5.3 Previous Cultural Resource Investigations

From December 2017 through January 2018, AECOM's staff used the online Oregon SHPO Historic Sites Database to determine the extent of previously recorded historic resources with the Project API. In addition, the staff consulted previous historic resource reports available online or at AECOM's project library files for other projects subject to Section 106 of the NHPA within the API.

5.3.1 Prior Inventories

The results of the records search indicated that 53 resources were previously recorded in the API. These resources were recorded in various surveys conducted from the 1980s to the present. The City of Portland completed its Historic Resources Inventory in the 1980s to identify potentially important buildings to comply with Oregon state planning requirements and ranked buildings on a scale of one (I) to three (III) based on their relative significance with Rank I buildings representing the most significant.[7] Survey forms for individually inventoried resources are housed with both the City of Portland and in the Oregon Historic Sites Database. In addition, the City of Portland, as a part of the Albina Plan, inventoried several neighborhoods in North and Northeast Portland, including the Eliot Conservation District, which lies partially within the API (Portland State University 1990). The Eliot Conservation District receives some protections under Portland City Code, but has not been previously identified as eligible for the NRHP. In 1995, the Bosco-Milligan

[7] https://pdx.maps.arcgis.com/apps/webappviewer/index.html?id=9b7e5b99790d44608d440f6bce15451f

Foundation, in cooperation with the Portland Chapter of the National Association for the Advancement of Colored People (NAACP), surveyed dozens of historic resources associated with African American history in Portland within the API (Bosco-Milligan 1995). Other surveys included an evaluation of schools operated by Portland Public Schools, which included an assessment of Harriet Tubman Middle School (ENTRIX 2009), a survey of Portland's Central City Modern Resources that included two buildings within the API (PMA 2011), and a survey of resources within the APE of the Portland Streetcar Loop Project, which was prepared for the Federal Transit Administration in 2007 (Richards and Kelly 2007). The seven resources identified for the Portland Streetcar Loop Project are the only resources for which formal determinations of eligibility were prepared. All of the previously recorded resources are listed in Table 4.

Table 4. List of Previously Recorded Resources

Property Name	Property Address	Construction Date	Previous Evaluation
Urban League of Portland	10 N Russell Street	1911	Undetermined (SHPO database); Cornerstones (Bosco-Milligan Foundation 1995)
Leftbank Annex	101 N Weidler Street (1618 N Vancouver Avenue)	1920	Eligible/Contributing (SHPO database); Not Eligible (Richards and Kelly 2007)
n/a	103-105 N Tillamook Street	1960	Not Evaluated; Cornerstones (Bosco-Milligan Foundation 1995)
Serene Court Apartments	1130 NE 1st Avenue	1912	Eligible/Contributing (SHPO database)
W.E. Field Tile Co. Building	122-140 NE Broadway	1926	Eligible/Contributing (SHPO database); Eligible (Richards and Kelly 2007)
Calaroga Terrace	1400 NE 2nd Avenue	1968	Undetermined (SHPO database; PMA 2011)
Crown Plaza Hotel (Courtyard Hotel)	1441 NE 2nd Avenue	1970	Undetermined (SHPO database; PMA 2011)
n/a	16 NE Tillamook Street	1890	Not Eligible/Non-Contributing (Eliot Conservation District) (Demolished)
Performance Coatings	1609 NE 2nd Avenue	1963	Eligible/Contributing (SHPO database; PMA 2011)
Mt. Olivet Baptist Church	1734 NE 1st Avenue	1923	Eligible/Contributing (SHPO database); Cornerstones (Bosco-Milligan Foundation 1995)

Property Name	Property Address	Construction Date	Previous Evaluation
n/a	1745 NE 1st Avenue	1890	Not Evaluated; Cornerstones (Bosco-Milligan Foundation 1995)
n/a	1803 NE 1st Avenue	1885	Not Evaluated; Cornerstones (Bosco-Milligan Foundation 1995)
n/a	1811 NE 1st Avenue	1885	Eligible/Contributing (SHPO Database); Cornerstones (Bosco-Milligan Foundation 1995)
n/a	20 NE Thompson Street	1902	Eligible/Contributing (Eliot Conservation District)
n/a	20 NE Tillamook Street	1890	Eligible/Contributing (Eliot Conservation District) (Demolished)
Sherman & Clara Pickett House	2008 N Williams Avenue	1898	Eligible/Contributing (SHPO database); Cornerstones (Bosco-Milligan Foundation 1995)
Charles E. and Emma E. Holzer House	2027 N Williams Avenue	1906	Eligible/Contributing (SHPO database); Cornerstones (Bosco-Milligan Foundation 1995)
Edgar Triplett House	203 NE Weidler Street	1910	Eligible/Contributing (SHPO database); Not Eligible (Richards and Kelly 2007)
W.H. and Dora Wiggers House	2037 N Williams Avenue	1893	Eligible/Contributing (SHPO Database); Cornerstones (Bosco-Milligan Foundation 1995)
n/a	2107 N Vancouver Avenue	1909	Not Evaluated; Cornerstones (Bosco-Milligan Foundation 1995)
Sullivan Pumping Station	211 NE Everett Avenue	1953	Eligible/Contributing (SHPO database)
Raiford-Webb House	211-213 NE Weidler Street	1929	Eligible/Contributing (SHPO database); Not Eligible (Richards and Kelly 2007)
J.F. Wilson House	2118 N Vancouver Avenue	1910	Eligible/Contributing (SHPO database)
n/a	2125 N Vancouver Avenue	1948	Not Evaluated; Cornerstones (Bosco-Milligan Foundation 1995)
Dental Health Center	214 N Russell Street	1971	Undetermined (SHPO database)
Port City Development Center	2156 N Williams Avenue	1937	Not Eligible/Non-Contributing (Eliot Conservation District)

Property Name	Property Address	Construction Date	Previous Evaluation
The Hazelwood/ The Dude Ranch	222-240 N Broadway	1923	Eligible/Significant (SHPO database); Eligible (Richards and Kelly 2007)
Tubman School	2231 N Flint Avenue	1952	Not Eligible/Non-Contributing (PPS Historic Building Assessment/SHPO database)
n/a	226 N Page Street	1895	Not Evaluated; Cornerstones (Bosco-Milligan Foundation 1995)
ACE Hardware	228 NE Broadway	1920	Not Eligible/Non-Contributing (Richards and Kelly 2007)
Dr. C Leo Gee Wo House	23 NE San Rafael Street	1907	Undetermined (SHPO database); Eligible; Contributing (Eliot Conservation District); Cornerstones (Bosco-Milligan Foundation 1995)
n/a	230 N Page Street	1895	Cornerstones (Bosco-Milligan Foundation 1995)
n/a	2316 N Vancouver Avenue	1900	Not Evaluated; Cornerstones (Bosco-Milligan Foundation 1995)
Contractors' Warehouse	2326 N Flint Avenue	1947	Eligible/Contributing (SHPO database; PMA 2011)
Terry Family Funeral Home	2337 N Williams Avenue	1952	Eligible/Contributing (SHPO database)
n/a	236 N Page Street	1902	Not Evaluated; Cornerstones (Bosco-Milligan Foundation 1995)
Lagunitas Portland Community Room	237 NE Broadway	1924	Eligible/Contributing (Richards and Kelly 2017)
n/a	2404 N Flint Avenue	1910	Not Evaluated; Cornerstones (Bosco-Milligan Foundation 1995)
Paramount Apartment House	253 N Broadway	1923	Eligible/Contributing (SHPO database); Eligible (Richards and Kelly 2007)
Northwest Cancer Specialists (Compass Oncology)	265 N Broadway	1972	Undetermined (SHPO database)

Property Name	Property Address	Construction Date	Previous Evaluation
Grand Avenue Viaduct	300-400 NE Grand Avenue	1907-1956	Eligible/Contributing (SHPO database)
Union Avenue Viaduct (MLK Avenue Viaduct)	300-400 NE MLK Blvd	1908-1937	Eligible/Contributing (SHPO database)
Sloans	32-36 N Russell Street	1927	Eligible/Contributing (SHPO database); Cornerstones (Bosco-Milligan Foundation 1995)
Fremont Bridge (Interstate 405)	3600 NW Front Avenue	1973	Eligible (FHWA, List of Nationally and Exceptionally Significant Features of the Federal Interstate Highway System)
Broadway Toyota	55 NE Broadway	1971	Undetermined (SHPO database)
Billy Webb Elks Club/Lodge	6 N Tillamook Street	1927	Eligible/Significant (SHPO database); Cornerstones (Bosco-Milligan Foundation 1995)
n/a	66 NE San Rafael Street	1892	Not Evaluated; Cornerstones (Bosco-Milligan Foundation 1995)
n/a	69 NE Hancock Street	1896	Not Eligible/Non-Contributing (SHPO database)
n/a	72 NE San Rafael Street	1892	Eligible/Contributing (Eliot Conservation District)
	73 NE Hancock Street	1896	Not Eligible/Non-Contributing (Eliot Conservation District)
	76 NE San Rafael Street	1893	Eligible/Contributing (Eliot Conservation District)
	77 NE Hancock Street	1893	Eligible/Contributing (Eliot Conservation District); Cornerstones (Bosco-Milligan Foundation 1995)
	911 N Monroe Street	1922	Not Eligible/Non-Contributing (SHPO database)

Notes: FHWA = Federal Highway Administration; MLK = Martin Luther King, Jr. Boulevard; n/a = not applicable; PPS = Portland Public Schools; SHPO = State Historic Preservation Office

5.3.2 Baseline Survey and Determinations of Eligibility

The purpose of a baseline survey is to identify and briefly characterize the historic resources in the API that may be impacted by a transportation report. The selective survey only included those properties that contained buildings or structures erected prior to 1974. The Baseline Survey includes a photograph of the resource, name, address, year built, 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 DOE was prepared.

Following a field investigation of the APE, 107 individual resources built prior to 1974 were identified and photographed as a part of the baseline architectural survey. Following a review of the field data, 18 of the individual resources were evaluated as contributing or non-contributing resources to three different historic districts: the Eliot Historic District (12 resources), N Page Street Historic District (3 resources), and the NE 1st Avenue Historic District (3 resources). In addition to the 18 resources within the three potential historic districts, DOEs were prepared for 20 individual properties that were identified as potentially meeting the NRHP Criteria for Evaluation. The remaining 69 resources were recommended as not eligible due to diminished integrity, the demolition of the resource (by an unrelated private property owner), or because the resource was identified as a common building type. An additional four resources within the Eliot Historic District were evaluated as non-contributing/not eligible at the baseline level due to a lack of historical integrity. The results of the baseline architectural survey are contained in Appendix A.

5.3.3 Determinations of Eligibility

The following is a summary of the recommendations for resources evaluated through a DOE. Table 5 lists each of the properties with the corresponding maps appearing in Figures 20, 21, and 22. The DOE forms for each individual resource are included in Appendix B.

Table 5. Resources Evaluated Through Determinations of Eligibility

Map ID	Property Name	Property Address	Construction Date	NRHP Eligibility Recommendation (Applicable Criteria)
1	Urban League of Portland	10 N Russell Street	1910-11	Eligible (Criterion A)
3	The Leftbank Annex	101 N Wiedler Street (1618 N Vancouver)	1920	Not Eligible

Map ID	Property Name	Property Address	Construction Date	NRHP Eligibility Recommendation (Applicable Criteria)
4	John and Matilda Buckley House and Tillamook Street Barber Shop	103-105 N Tillamook Street	1907	Not Eligible
6	Serene Court Apartments	1130 NE 1st Avenue	1912	Eligible (Criteria A and C)
7	W.E Field Tile Co. Building	122-140 NE Broadway	1926	Eligible (Criteria A and C)
8	Calaroga Terrace	1400 NE 2nd Avenue	1968	Eligible (Criterion A)
9	TraveLodge at the Coliseum	1441 NE 2nd Avenue	1971	Eligible (Criteria A and C)
13	The Daskalos House	1626 N Vancouver Avenue	1906	Not Eligible
17	Mt. Olivet Baptist Church	1734 NE 1st Avenue	1923	Eligible (Criteria A and C) Meets Criteria Consideration A
18, 19, 20	NE 1st Avenue Historic District	1745 NE 1st Avenue 1803 NE 1st Avenue 1811 NE 1st Avenue	1890; 1885; 1885	Not Eligible
10, 27, 28, 29, 48, 58, 98, 99, 101, 102, 105, 106	Eliot Historic District	16 NE Tillamook Street (NC) 20 NE Thompson Street 20 NE Tillamook Street (NC) 2008 N Williams Avenue 2156 N Williams Avenue (NC) 23 NE San Rafael Street 66 NE San Rafael Street 69 NE Hancock Street (NC) 72 NE San Rafael Street 73 NE Hancock Street 76 NE San Rafael Street 77 NE Hancock Street	1890; 1902; 1890; 1898; 1937; 1907; 1892; 1896; 1892; 1896; 1892; 1892	Eligible (some individual non-contributing resources) (Criteria A, B, and C)
31	Charles E. and Emma E. Holzer House	2027 N Williams Avenue	1906	Eligible (Criterion C)

Map ID	Property Name	Property Address	Construction Date	NRHP Eligibility Recommendation (Applicable Criteria)
34	W.H and Dora Wiggers House	2037 N Williams Avenue	1893	Not Eligible
37	Beatrice Mott Reed House	2107 N Vancouver Avenue	1906	Eligible (Criterion A)
38	Sullivan Pumping Station	211 NE Everett Avenue	1952	Eligible (Criterion A)
47	Malcolm X Dental Clinic	214 N Russell Street	1971	Eligible (Criteria A and B)
51	The Hazelwood/ The Dude Ranch	222-240 N Broadway	1923	Eligible (Criteria A and C)
54, 59, 70	N Page Street Historic District	226 N Page Street 230 N Page Street 236 N Page Street	1895; 1895; 1902	Not Eligible
62	Perry and Della Coleman House	2316 N Vancouver Avenue	1900	Not Eligible
66	Contractors' Warehouse	2326 N Flint Avenue	1947	Not Eligible
76	Paramount Apartment House	253 N Broadway	1923	Eligible (Criteria A and C)
88	Fremont Bridge	Crossing Willamette River	1973	Eligible (Criteria A and C)
95	Billy Webb Elks Club/Lodge	6 N Tillamook Street	1926	Eligible (Criteria A and C) Meets Criteria Consideration G

Notes: NC = non-contributing; NRHP = National Register of Historic Places

Figure 20. Identified Historic Resources and Historic Districts within Project API—North

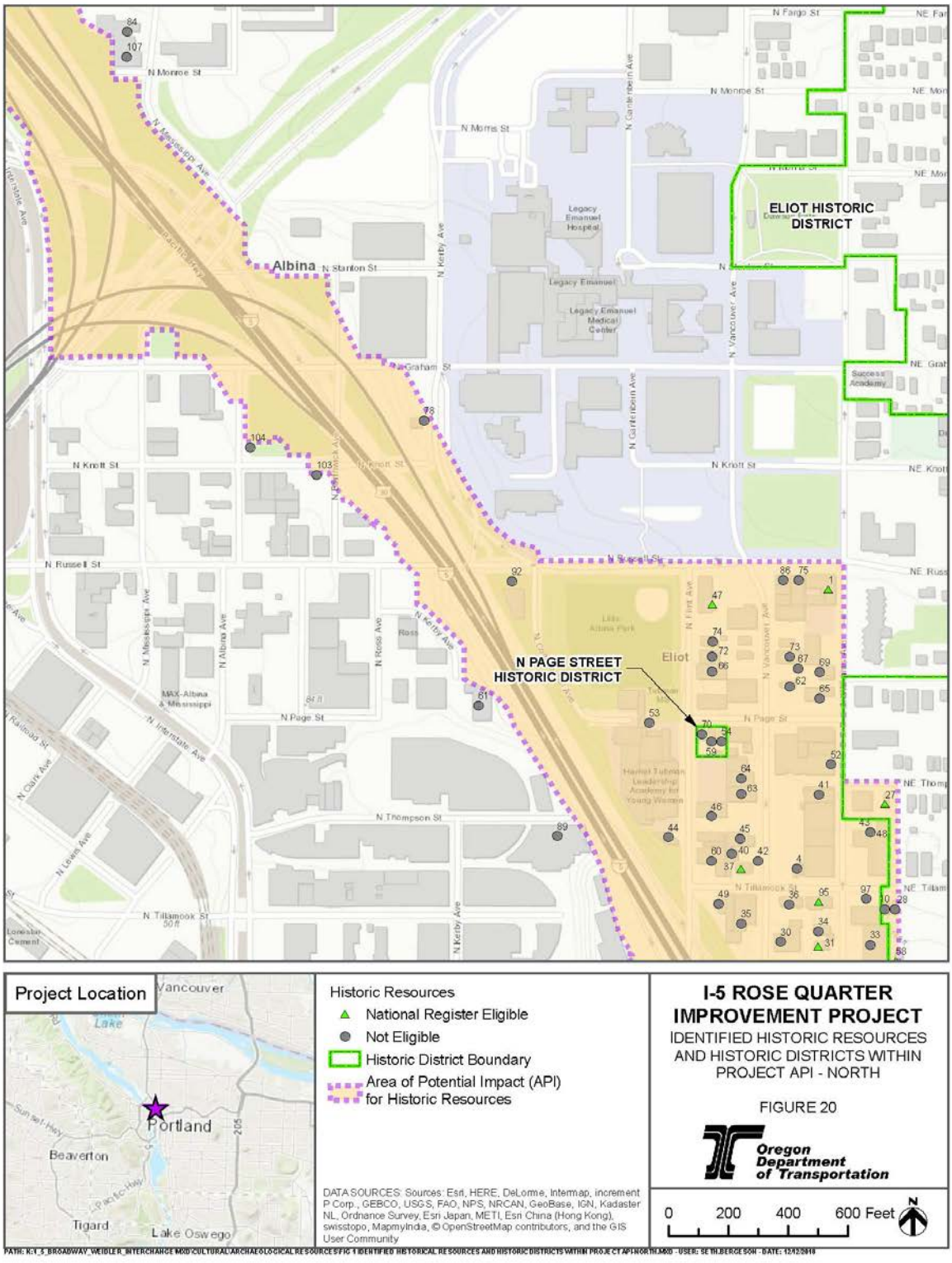


Figure 21. Identified Historic Resources and Historic Districts within Project API—Central

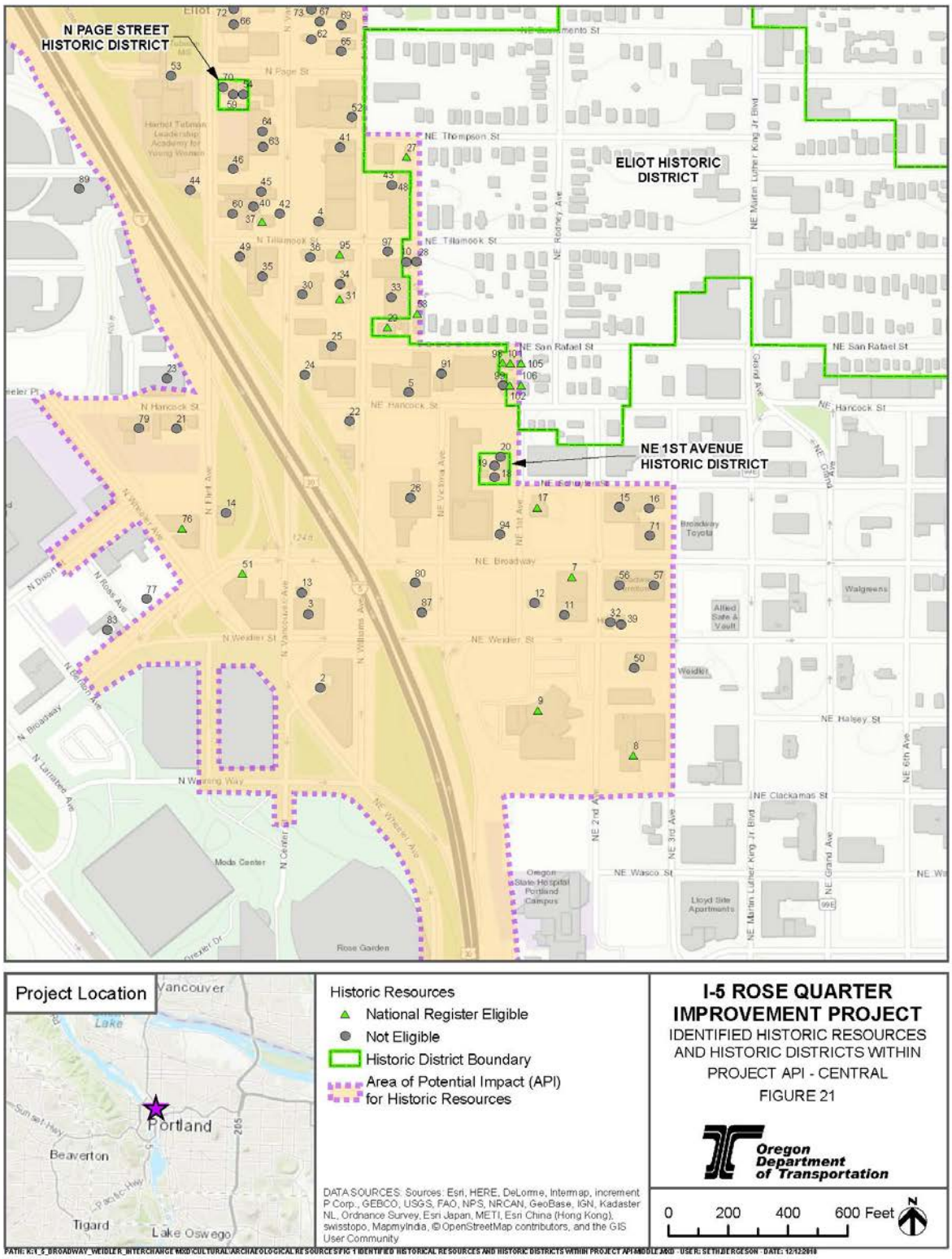
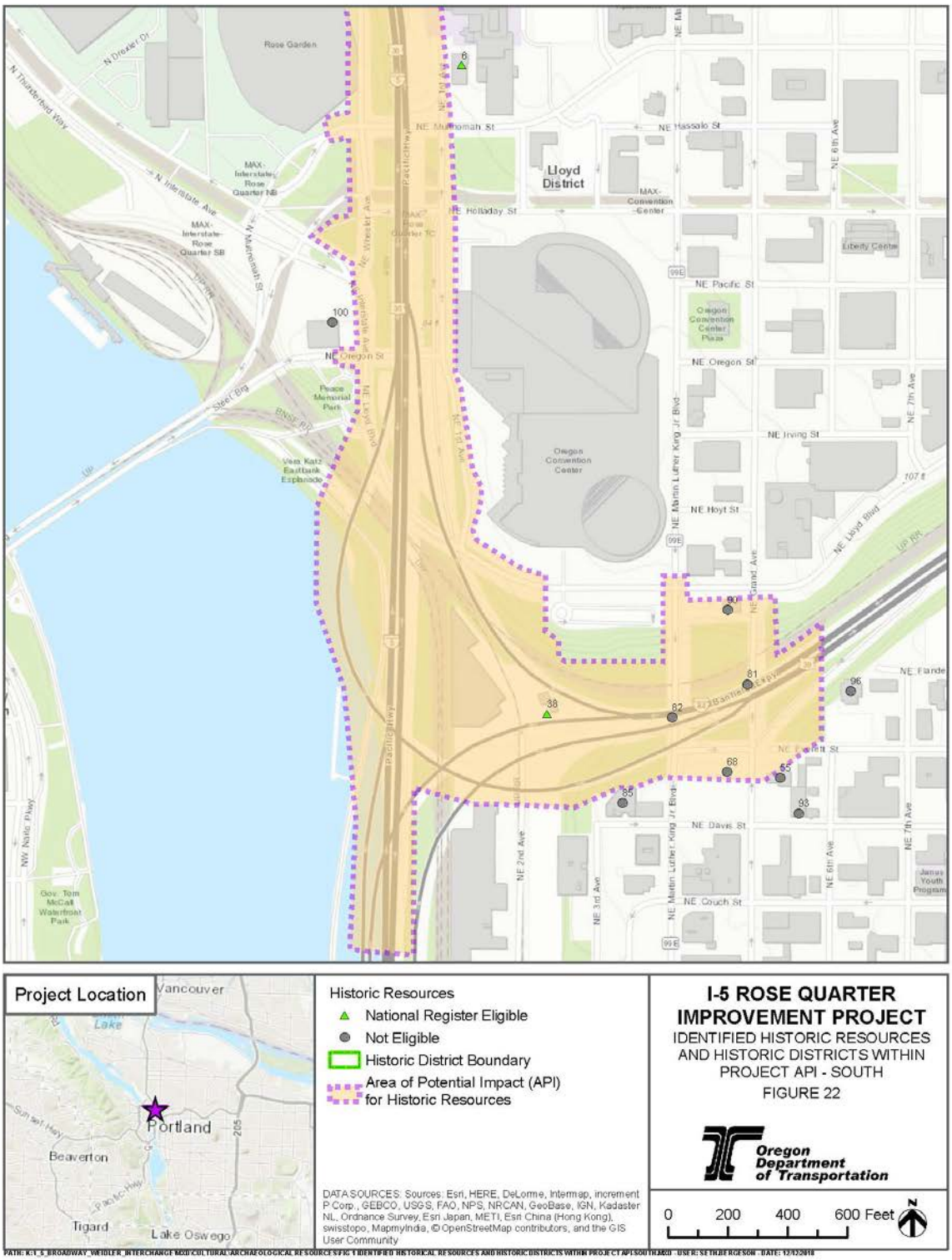


Figure 22. Identified Historic Resources and Historic Districts within Project API—South



Leftbank Annex (101 N Weidler Street)–Map ID 3

The 1920 Leftbank Annex is located at the northeast corner of the N Weidler and N Vancouver Avenue intersection on a 0.23-acre square-shaped parcel in the Lloyd neighborhood (Figure 23). The one-story square-shaped Commercial-style building features a full basement and a flat roof with stepped parapets on its east and west elevations, and a metal cornice/coping on the south elevation. Streetside elevations feature a concrete water table at the basement level, cladding with red brick in a running-bond pattern, fixed recessed multi-light metal storefront windows with brick lintels and sills, and fixed multi-light horizontal metal windows.

The Leftbank Annex only retains historic integrity of location. Due to urban renewal projects in the 1960s, the setting has been completely lost. Renovations made to the exterior including all new metal windows, suspended awnings, and repurposing of openings have compromised its design, workmanship, and materials. The recent changes in its function and use have contributed to its loss in feeling and association. Due to the diminished integrity, insufficient information to justify historical significance, and little to no potential to yield information significant to the past the property is recommended as not eligible under NRHP Criterion A, B, C, or D.

Figure 23. The Leftbank Annex, looking southeast

W. E. Field Tile Co. Building (122-140 NE Broadway)–Map ID 7

The 1926 W. E. Field Tile Co. Building is located at the southwest corner of the NE Broadway and NE 2nd Avenue intersection on a 0.23-acre square-shaped parcel in the Lloyd neighborhood (Figure 24). The one-story, square-shaped Mediterranean Revival-style commercial building includes a flat roof with a parapet. The streetside elevations feature a decorative polychrome ceramic tile base, multiple arched wood storefronts with recessed door openings, garage bay openings, decorative ceramic tile applications in geometric patterns, and a Spanish tile roof with battements at the primary entrance and corners of the elevations.

The W.E. Field Tile Co. Building retains historic integrity of location, materials, workmanship, feeling, and association. Due to the exterior and interior changes made to the building and the changes made to its immediate surroundings, it has lost some integrity in design and setting. The building is eligible for the NRHP under Criteria A and C. Under Criterion A, the building retains significant associations with streetcar development in the Albina area and reflects historically significant development and commercial trends in the 1920s. Under Criterion C, the building conveys the work of master architects Tourtellotte and Hummel, particularly their melding of European Mediterranean architectural forms with horseshoe arches that are indicative of Muslim architectural traditions. The building is significant at the local level and retains a period of significance that is specific to its construction date of 1926. The building is not associated with significant people nor does it have the potential to convey information important about the past that is otherwise not readily visible. It is therefore not eligible under NRHP Criterion B or D.

Figure 24. The W.E. Field Tile Co. Building, looking southwest.

TraveLodge at the Coliseum (1441 NE 2nd Avenue)–Map ID 9

The 1971 TraveLodge at the Coliseum is located at the southwest corner of the NE Weidler and 2nd Avenue intersection on a 2.57-acre L-shaped parcel in the Lloyd neighborhood (Figure 25). The Y-shaped International-style hotel is 10 stories in height and includes a flat roof with a centrally located corrugated metal elevator overrun. Two rectangular additions are located to the south and west. Collectively, it is constructed out of concrete and is finished with rough-cut and smooth concrete blocks. The hotel displays a distinctive massing and plan consisting of three concave elevations (also known as the "tri-arc design") with a row of three-light metal picture windows above a concrete-block base and cantilevered concrete awning at each room.

The TraveLodge at the Coliseum retains historic integrity of location, design, workmanship, setting, feeling, and association due to its retention of location, use of materials and construction techniques common to its build date, 1970s-era redevelopment setting, and original function. However, it has lost integrity in materials due to the construction of its two additions and loss of original windows. The property is recommended as eligible under NRHP Criteria A and C. The property reflects historically significant local and national development trends, including the redevelopment of the Albina and the Lloyd neighborhood after the construction of I-5. It is also one of the first high-rise TraveLodge facilities the company built in the United States. The hotel would therefore be eligible under Criterion A for its associations with Community Development. The TraveLodge at the Coliseum reveals how hotel chains created distinctive architectural forms so consumers would associate a hotel's appearance with a brand. The distinctive "tri-arc" design conveys how TraveLodge selected an architectural form that reveals the flexibility of reinforced concrete from the period. Due to its architectural importance, it is recommended as eligible under Criterion C. The building is not associated with significant people nor does it have the potential to convey information important about the past that is otherwise not readily visible. It is therefore not eligible under NRHP Criteria B and D. The period of significance is the year of the building's construction, and the hotel is significant at the local level.

Figure 25. The TraveLodge at the Coliseum, looking west.

Daskalos House 1626 N Vancouver Avenue–Map ID 13

The 1906 Daskalos House is a one-and-a-half story residence located on a half-lot at 1626 N Vancouver (Figure 26). The dwelling exhibits Colonial Revival detailing while illustrating a bungalow form type. The house lacks integrity of materials, workmanship, setting, association, and feeling due to the significant alterations that have occurred over time. Due to the diminished integrity, insufficient information to justify historical significance, and little to no potential to yield information significant to the past the property is recommended as not eligible under NRHP Criterion A, B, C, or D.

Figure 26. The Daskalos House, looking east

Mt. Olivet Baptist Church–Map ID 17

The 1923 Mount Olivet Baptist Church is located at the southeast corner of the NE 1st Avenue and NE Schuyler Street (Figure 27). The T-shaped one-and-a-half-story building features a steep pitched intersecting gable roof with a slight parapet and exhibits architectural features of the Late Gothic Revival style. A crenulated bell tower protrudes from the roof in the northwest corner of the building.

The Mount Olivet Baptist Church retains integrity of location, design, materials, workmanship, feeling, and association due to its retention of location, use of materials and construction techniques common to its build date, and original function. However, it has lost integrity of setting due to the demolition of hundreds of buildings in the immediate and surrounding area from its period of construction. The property is recommended as eligible under NRHP Criteria A and C. Under Criterion A, the church contributed to the local Social History and has important associations with Ethnic Heritage/Black events for influencing the greater African American community in Portland through its promotion of improved social conditions in the Great Depression, Post World War II and Civil Rights eras. Under Criterion C, the church is a noteworthy example of a potential pattern book-designed, Late Gothic Revival style, African American church. The building is significant at the local level and retains a period of significance of 1923-1968. As the church acquires its significance for its architectural and historical importance, it would meet the requirements under Criterion Consideration A. The building is not associated with a person who has achieved significance under Criterion B. Finally, it does not have the potential to convey information important about the past that is otherwise not readily visible and is, therefore, not eligible under NRHP Criterion D.

Figure 27. Mt. Olivet Baptist Church, looking southwest.

Sullivan Pumping Station (211 NE Everett Street)–Map ID 38

The Sullivan Pumping Station is located at 211 NE Everett Street between NE 2nd and 3rd Avenues (Figure 28). The property, situated underneath the I-5 and I-84 interchange, features the pumping station as well as a metal, two-bay, corrugated metal garage building likely constructed in the 1990s. Constructed in 1952, the main building is a one-story, concrete (likely poured) masonry, utilitarian-style building with a low pitch (or flat) roof that is shielded by a false parapet.

The Sullivan Pumping Station retains integrity of location, association, design, workmanship, and materials. Due to the introduction of interstate highway ramps over the building and the removal of many structures that were situated nearby, the property features diminished historical integrity in the areas of setting and feeling. The main building is eligible for the NRHP under Criterion A for its direct historical associations with the city's first efforts to disconnect its sewer system from dumping effluent into the Willamette River in the early 1950s. It is also the first example of a pumping station that the city built as a part of its integrating efforts to divert combined sewers to the Columbia Water Treatment Plant in North Portland. The building is significant at the local level and retains a period of significance that is specific to its construction date of 1952. The building is not associated with a person who has achieved significance under Criterion B, is not important architecturally, and not indicative of important advances in engineering nor does it have the potential to convey information important about the past that is otherwise not readily visible. It is therefore not eligible under NRHP Criterion B, C, or D.

Figure 28. The Sullivan Pumping Station, looking northwest.

The Hazelwood/The Dude Ranch (240 N Broadway)–Map ID 51

The 1923 Hazelwood building is located at 240 N Broadway on an irregular-shaped five-sided lot in the Lloyd neighborhood (Figure 29). The triangular-shaped three-story building consists of architectural features representative of the Mediterranean Revival and Retail styles common during the date of construction.

The Hazelwood building retains integrity of location, design, materials, workmanship, feeling, and association. The building is eligible for the NRHP under Criteria A and C. Under Criterion A, it is significant in the area of entertainment as it relates to the development of Portland's flourishing jazz scene in the mid-1940s as it was a premier venue in the city for regional and national jazz acts and an integral communal space for the Black community that was centralized in the surrounding Albina District. The property is also significant under Criterion C as an excellent example of the Mediterranean Revival style prominent at the time of construction and of the work of A. E. Doyle, one of Portland's most well-known and influential architects in the early twentieth century. The building is significant at the local level and retains a period of significance that corresponds to the date of construction in 1923 to the closure of the Dude Ranch in 1946. The building is not associated with a person who has achieved significance under Criterion B. Finally, it does not have the potential to convey information important about the past that is otherwise not readily visible. It is therefore not eligible under NRHP Criterion D.

Figure 29. The Hazelwood/The Dude Ranch, looking east.

Paramount Apartments (253 N Broadway)–Map ID 76

The 1923 Paramount Apartments are located at 253 N Broadway on a trapezoidal-shaped lot between N Wheeler and N Flint in the Elliot neighborhood (Figure 30). The four-story U-shaped Neo-Classical-style apartment building includes an asymmetrical plan, a flat roof with metal flashing, and a basement.

The Paramount Apartments retains integrity of location, design, materials, workmanship, feeling, and association. Due to the demolition of hundreds of buildings in the surrounding area from its period of construction and the development of I-5, the property features diminished historical integrity in the area of setting. The building is eligible for the NRHP under Criteria A and C. Under Criterion A, the property is significant in the area of Community Planning and Development as it reflects the city's early expansion to the inner-east side in response to the substantial population increase following the Lewis & Clark Exposition of 1905. The property is also significant under Criterion C as an excellent example of a Neo-Classical apartment building on Portland's inner-east side. The building is significant at the local level and retains a period of significance that corresponds to the date of construction in 1923. The building is not associated with a person who has achieved significance under Criterion B. Finally, it does not have the potential to convey information important about the past that is otherwise not readily visible. It is therefore not eligible under NRHP Criterion D.

Figure 30. The Paramount Apartments, looking north.

Serene Court Apartments (1130 NE 1st Avenue)–Map ID 6

The 1912 Serene Court Apartments are located at 1130 NE 1st Avenue on a 0.23-acre rectangular lot in the Lloyd neighborhood (Figure 31). The four-story, rectangular-shaped, Neo-Classical brick apartment building includes an asymmetrical plan, a concrete foundation, a basement, and a flat roof with castellated brick details.

The Serene Court Apartments retains integrity of location, design, materials, workmanship, feeling, and association. Due to the demolition of hundreds of buildings in the surrounding area from its period of construction and the development of I-5, the property features diminished historical integrity in the area of setting. The building is eligible for the NRHP under Criteria A and C. Under Criterion A, the property is significant in the area of Community Planning and Development as it reflects the city's early expansion to the inner-east side in response to the substantial population increase following the Lewis & Clark Exposition of 1905. The property is also significant under Criterion C as an excellent example of a Neo-Classical apartment building on Portland's inner-east side and for its association with the MacNaughton & Raymond architectural firm. The building is significant at the local level and retains a period of significance that is specific to its construction date of 1912. The building is not associated with a person who has achieved significance under Criterion B. Finally, it does not have the potential to convey information important about the past that is otherwise not readily visible. It is therefore not eligible under NRHP Criterion D.

Figure 31. The Serene Court Apartments, looking southeast.

Charles E. and Emma E. Holzer House (2027 N Williams Avenue)–Map ID 31

The 1906 Charles E. and Emma E. Holzer House is located at 2027 N Williams on a rectangular lot in the Eliot neighborhood (Figure 32). The rectangular-shaped two-and-a-half-story building portrays architectural features representative of the Colonial Revival-style applied to a Bungalow house form type. These features include the side gable roof, ornamental brackets, symmetrical design elements, and a recessed front porch with Ionic columns, carved capitals, and a frieze of plaster garlands.

The Charles E. and Emma E. Holzer House retains integrity of location, design, materials, workmanship, association, and feeling due to its retention of location and use of materials and building techniques specific to its construction date. However, it has lost integrity in setting due to the demolition of numerous buildings in the surrounding area from its period of construction. The building is eligible for the NRHP under Criterion C as an excellent example of the Colonial Revival style as applied to a Bungalow form type prominent at the time of construction within the Eliot neighborhood. The building is significant at the local level and retains a period of significance that corresponds to the date of construction in 1906. The building is not associated with important events or a person who has achieved significance under Criterion B, nor does it have the potential to convey information important about the past that is otherwise not readily visible. It is therefore not eligible under NRHP Criteria A, B, and D.

Figure 32. The Charles E. and Emma E. Holzer House, looking northwest.

Billy Webb Elks Lodge (6 N Tillamook Street)–Map ID 95

The 1926 Billy Webb Elks Lodge is located at the southwest corner of N Tillamook Street and N Williams intersection on a 0.11-acre rectangular-shaped parcel in the Albina District (Figure 33). It is a one-and-a-half-story, rectangular-shaped Colonial Revival-style building with a side gable, eaveless roof.

The Billy Webb Elks Lodge retains integrity of location, design, materials, workmanship, feeling, and association. However, it has lost integrity in setting due to the demolition of hundreds of buildings in the immediate and surrounding area from its period of construction and the conversion of N Williams to a one-way street. The building is eligible for the NRHP under Criteria A and C. Under Criterion A, the building is significant in the areas of Social History and Ethnic Heritage/Black for its role in being one of Portland's important epicenters for social, recreational, and cultural centers for African Americans. While associated with prominent local architects DeYoung and Roald, the property is significant under Criterion C as it represents one of the few remaining public social/fraternal halls remaining in the Eliot neighborhood. The building is significant at the local and state levels and retains a period of significance that corresponds to the date of construction in 1926 to 1973. Due to the building's exceptional contribution to the Civil Rights Movement at the local and state level within the past 50 years, it meets the necessary requirements for Criterion Consideration G. The building is not associated with a person who has achieved significance under Criterion B. Finally, it does not have the potential to convey information important about the past that is otherwise not readily visible. It is therefore not eligible under NRHP Criterion D.

Figure 33. The Billy Webb Elks Lodge, looking southwest.

Urban League of Portland (10 N Russell Street)–Map ID 1

The Urban League of Portland is located at 10 N Russell on the southwest corner of N Williams and N Russell in the Albina District (Figure 34). The three-story corner block U-shaped building was constructed in 1910-11 with architectural features representative of the Commercial-style. The building is primarily clad with buff and painted brick.

The Urban League of Portland retains integrity of location, workmanship, feeling, and association. However, it has lost integrity in setting due to the demolition of hundreds of buildings in the immediate and surrounding area from its period of construction. The property is recommended as eligible under NRHP Criterion A for its significance in the commercial development of the African American community as it was located at the heart of the Albina neighborhood at the intersection of N Russell and N Williams. The building is significant at the local level and retains a period of significance that extends from 1940 to 1968, which includes the time when the building provided commercial services to residents of Albina. The building is not associated with a person who has achieved significance under Criterion B, its architectural form and style is commonly found in the City of Portland, and it does not have the potential to convey information important about the past that is otherwise not readily visible. It is therefore not eligible under NRHP Criterion B, C, or D.

Figure 34. The Urban League of Portland, looking southwest.

Calaroga Terrace (1400 NE 2nd Avenue)–Map ID 8

The 1968 Calaroga Terrace is located at the northeast corner of the NE 2nd and NE Clackamas intersection on a 0.92-acre square-shaped parcel in the Lloyd neighborhood (Figure 35). The 15-story International-style multi-dwelling residence was constructed from concrete and steel and finished with brick and cement on its facades.

The Calaroga Terrace retains historic integrity of location, materials, design, workmanship, setting, feeling, and association due to its retention of location, use of materials and construction techniques common to its build date, its late 1960s redevelopment setting, and original function. The property reflects historically significant local and national development trends including the redevelopment of the Albina and the Lloyd neighborhood after the construction of I-5. It also reflects one of the first high-rise retirement communities built in Portland; therefore, the property is recommended as eligible under Criterion A. The period of significance is 1968, the year of its construction. The building is also of local significance. The building represents the only building of a larger complex of buildings known as Coliseum Gardens that was originally proposed for the site. It is not a particularly noteworthy example of the International Style. The building is not associated with a person who has achieved significance under Criterion B. Finally, it does not have the potential to convey information important about the past that is otherwise not readily visible. It is therefore not eligible under NRHP Criterion B, C, or D.

Figure 35. The Calaroga Terrace, looking southwest.

Malcolm X Dental Clinic (214 N Russell Street)–Map ID 47

The 1971 Malcolm X Dental Clinic at 214 N Russell is situated at the northwest corner of N Flint and N Russell in the Eliot neighborhood (Figure 36). It is a rectangular-shaped Modern building with a flat roof with a projecting cornice and domed downlights.

The Malcolm X Dental Clinic retains historic integrity of location, design, materials, workmanship, feeling, and association due to its retention of its original location, character-defining features, building materials, and historic aesthetic displayed through its historic characteristics. However, given the continued growth of the Legacy Emanuel Medical Center to the north of N Russell and other changes made to its immediate surrounding, its integrity of setting has been diminished. The building is eligible for the NRHP under Criteria A and B. The property is recommended as locally significant under Criterion A in the areas of Community Planning and Development and Black Ethnic Heritage for its reflection of the development of the Eliot neighborhood in the late 1960s and early 1970s, and association with the Portland Chapter of the Black Panther Party from 1971 to 1980. Under Criterion B, the Clinic is significant for its association with African American activists from 1971 to 1980, including Kent Ford and Percy Thompson, leaders of the Portland Chapter of the Black Panther Party, and other residents who were active in Portland's Civil Rights Movement. The building is not a particularly important building type and is not a noteworthy example of the architectural style and it does not have the potential to convey information important about the past that is otherwise not readily visible. It is therefore not eligible under NRHP Criterion C and D.

Figure 36. The Malcolm X Dental Clinic, looking south.

W.H. and Dora Wiggers House (2037 N Williams Avenue)–Map ID 34

The 1893 W.H. and Dora Wiggers House is located at 2037 N Williams in the Eliot neighborhood (Figure 37). The rectangular-shaped, one-and-a-half-story building displays architectural features representative of the Queen Anne-style common during the date of construction. These features include an asymmetrical form, a complex roof with multiple dormers, and a single-story wrap-around front porch.

The W.H. and Dora Wiggers House retains integrity of location, design, workmanship, association, and feeling due to its retention of location and use of materials and construction techniques common to its build date. However, it has lost integrity in setting due to the demolition of numerous buildings in the surrounding area from its period of construction. While the installation of vinyl windows and replacement siding has diminished the integrity of materials, the remaining materials, particularly the ornamentation in the eaves and along the porch, have helped to retain integrity of workmanship and design. Due to the diminished integrity, insufficient information to justify historical significance, and little to no potential to yield information significant to the past the property is recommended as not eligible under NRHP Criterion A, B, C, or D.

Figure 37. The W.H. and Dora Wiggers House, looking west.

Beatrice Mott Reed House (2107 N Vancouver Avenue)–Map ID 37

The 1906 Beatrice Mott Reed House is located at 2107 N Vancouver Avenue on a rectangular lot in the Eliot neighborhood (Figure 38). A detached two-story single-car garage with a hipped roof is located in the southwest corner of the lot. The two-and-a-half-story house displays architectural features representative of the Craftsman Foursquare-style common during the date of construction, such as its simplistic form, hipped roof, broad eaves, large front porch with square columns, and exposed wooden structural elements.

The Beatrice Mott Reed House retains integrity of location, design, materials, workmanship, association, and feeling due to its retention of location and use of materials and construction techniques common to its build date. However, it has lost integrity in setting due to the demolition of numerous buildings in the surrounding area from its period of construction. The property is recommended as eligible under NRHP Criteria A for its significance in the area of Community Planning and Development as it reflects how the Black community in Albina operated businesses within their private residences in response to official and unofficial barriers that prevented them from operating such businesses in other areas of the city. Accordingly, the period of significance corresponds to the years of operation for the Mott Sister Style Salon, 1943-60. The building is not a particularly noteworthy example of a Craftsman style Foursquare type and is commonly found in the area during the period. The building is not associated with a person who has achieved significance under Criterion B. Finally, it does not have the potential to convey information important about the past that is otherwise not readily visible. It is therefore recommended as not eligible under NRHP Criterion B, C, or D.

Figure 38. The Beatrice Mott Reed House, looking northwest.

Perry and Della Coleman House (2316 N Vancouver Avenue)–Map ID 62

The 1900 Perry and Della Coleman House at 2316 N Vancouver Avenue is located on the east side of N Vancouver between N Russell and N Page in the Eliot neighborhood (Figure 39). The one-and-one-half-story, rectangular-shaped Queen Anne-style residence features an asymmetrical façade and a steeply pitched irregular-shaped roof with varied roof lines and a moderate eave overhang with a wide wood freeze, detailed cornice, and paired ornamental brackets.

The Perry and Della Coleman House retains historic integrity of design, materials, workmanship, feeling, and association due to its retention of original character-defining features, building materials, and historic aesthetic displayed through its historic characteristics. However, given that the house has been moved to its existing location from where it was originally built and the changes made to its immediate surrounding, its integrity of location and setting has been diminished. Due to the diminished integrity, insufficient information to justify historical significance, and little to no potential to yield information significant to the past the property is recommended as not eligible under NRHP Criterion A, B, C, or D.

Figure 39. The Perry and Della Coleman House, looking northeast.

Fremont Bridge (3600 NW Front Street)–Map ID 88

The Fremont Bridge is a 3.3-mile-long tied-arch double-deck bridge constructed out of stiffened steel plates, 38 steel ties (hangers), and concrete decking (Figure 40). The main span (902 feet) displays two arches connected by triangle-shaped framing and hangers, an orthotropic upper deck, and two steel arched supports atop concrete footings on each side of the river.

As a part of the process for streamlining Section 106, in 2006 FHWA published in the *Federal Register* (Volume 71, No. 243, December 19, 2006) the "Final List of Nationally and Exceptionally Significant Features of the Federal Interstate Highway System," which included the Fremont Bridge. The FHWA noted in the list that "when it was built in 1973, the 902-foot long main span [which weighed approximately 6,000 tons] was floated into place on the river and hydraulically lifted 170 feet into place, making it the largest lift ever made. It also features the longest single span length in the state." The Fremont Bridge is significant under NHRP Criteria A and C at the local, state, and national level in the areas of Engineering, Community Planning and Development, and Transportation. The period of its significance includes its construction date of 1973. The Fremont Bridge also meets the requirements of NRHP Criteria Consideration G for properties that have achieved significance less than 50 years ago. The bridge is not associated with significant people nor does it have the potential to convey information important about the past that is otherwise not readily visible. It is therefore not eligible under NRHP Criterion B or D.

Figure 40. The Fremont Bridge, looking north.

John and Matilda Buckley House and Tillamook Street Barber Shop (103-105 N Tillamook Street)–Map ID 4

The John and Matilda Buckley House and Tillamook Street Barber Shop at 103-105 N Tillamook is situated on a 0.5-acre lot in the Eliot neighborhood (Figure 41). The one-and-one-half-story house was constructed in 1907 and the barber shop in 1960. The house's steeply pitched front-gabled roof, wide wood freeze, moderate eave overhang, and simple fascia board convey architectural design characteristics similar to that of the Victorian-Era houses common from the late 1870s to 1910.

The John and Matilda Buckley House and Tillamook Street Barber Shop retains historic integrity of location, setting, and feeling due to its retention of original location, minimal changes to its immediate surrounding, and representation of change within the community that reflects neighborhood commercial activity. However, the addition of new windows, siding, and doors has diminished its integrity of design, materials, workmanship, and association. Due to the diminished integrity, insufficient information to justify historical significance, and little to no potential to yield information significant to the past the property is recommended as not eligible under NRHP Criterion A, B, C, or D.

Figure 41. The John and Matilda Buckley House and Tillamook Street Barber Shop, looking north.

Contractors' Warehouse (2326 N Flint Avenue)–Map ID 66

The 1947 Contractors' Warehouse at 2326 N Flint is situated on the east side of N Flint between N Page and N Russell in the Eliot neighborhood (Figure 42). The one-story building illustrates architectural design characteristics of the Art Deco-style, such as the smooth wall surface, vertical concrete reeding around the window and door openings, and decorative zigzag details.

The Contractors' Warehouse retains historic integrity of location, workmanship, and feeling due to its retention of original location, physical evidence of original building materials and technique, and historic sense of a past period. However, the addition of a new opening and doors, changes to its immediate surrounding, and change in function have compromised its integrity of design, materials, setting, and association. Due to the diminished integrity, lack of associations with historic events and people, common building form and style, and little potential to yield information significant to the past the property is recommended as not eligible under NRHP Criteria A, B, C, and D.

Figure 42. The Contractors' Warehouse, looking east.

NE 1st Avenue Historic District

The NE 1st Avenue Historic District houses are located at 1745 NE 1st Avenue (c.1890), 1803 NE 1st Avenue (1885), and 1811 NE 1st Avenue (1885) in the Eliot neighborhood (Figure 43). Situated within an urban setting, the row of three adjacent homes is grouped near the center of the 1st Avenue block situated between NE Hancock to the north and NE Broadway to the south. The residences lie just outside the southern boundary of the Eliot Historic District.

The NE 1st Avenue Historic District does not satisfy the historic integrity requirements for NRHP eligibility. Overall, the district retains only historic integrity of location. The integrity of setting has been substantially diminished due to the demolition of surrounding residential buildings from the period of construction. Renovations to the exterior of the district's buildings, such as additions, as well as door, window and siding replacement, have compromised integrity of design, workmanship, and materials. Due to the diminished integrity, lack of associations with historic events and people, common building form and style and little potential to yield information significant to the past the NE 1st Avenue Historic District is recommended as not eligible under NRHP Criteria A, B, C, and D.

Figure 43. The NE 1st Avenue Historic District, looking west.

1745 NE 1st Avenue (NE 1st Avenue Historic District)–Map ID 18

The dwelling at 1745 NE 1st Avenue, built in 1890, is a one-and-a-half story, rectangular-shaped, simplified Queen Anne Vernacular residence with a prominent front gable roof, front porch, bay windows with decorative brackets, and a detached garage (Figure 44). The gabled roof has a moderate overhang with a medium-width bargeboard, decorative exposed rafter tails and simple brackets, as well as a brick chimney. Streetside elevations feature synthetic horizontal wood board siding and single-hung wood sash windows. The building would not contribute to the significance of the district as it exhibits diminished historical integrity.

Figure 44. 1745 NE 1st Avenue, looking northwest.

1803 NE 1st Avenue (NE 1st Avenue Historic District)–Map ID 19

The dwelling at 1803 NE 1st Avenue, built in 1885, is a one-story, rectangular-shaped, Queen Anne Vernacular residence with overlapping front gables, elevated recessed entry, enclosed front porch, two brick chimneys at the center roofline, and basement (Figure 45). The semi-subterranean basement was converted to a grocery store circa 1955 and features a single door opening and likely large fixed windows that are covered with wood latticework. Streetside elevations feature horizontal aluminum and corrugated metal siding, single-hung wood sash and picture windows, and vinyl sash windows. The building would not contribute to the significance of the district as it exhibits diminished historical integrity.

Figure 45. 1803 NE 1st Avenue, looking northwest.

1811 NE 1st Avenue (NE 1st Avenue Historic District)–Map ID 20

The dwelling at 1811 NE 1st Avenue, built in 1885, is a one-story, rectangular-shaped, Queen Anne Vernacular residence with overlapping front gables, elevated recessed entry, enclosed front porch, two brick chimneys at the center roofline, and basement (Figure 46). The basement was modified circa 1964, to accommodate the development of a restaurant, and consists of a single-door entrance with what appears to be large fixed windows covered with wood latticework. Streetside elevations feature horizontal wood board and wood sheet siding, wood fish-scale shingles in the gable faces, multi-light wood sash windows, and modern vinyl sash windows. The building would not contribute to the significance of the district as it exhibits diminished historical integrity.

Figure 46. 1811 NE 1st Avenue, looking northwest.

N Page Street Historic District

The N Page Street Historic District houses are located at 226 N Page (1895), 230 N Page (1895), and 236 N Page (1902) in the Eliot neighborhood (Figure 47). Situated within an urban setting, the row of three adjacent homes is grouped near the southeast corner of the N Page and N Fifth Avenue intersection. The district is bordered by an asphalt parking lot to the south. The Harriet Tubman Middle School is located across N Flint to the west, while the Lillis Albina City Park's southeastern section lies immediately to the district's northwest boundary. I-5's NB lanes run about 0.1 mile from the district's western boundary, and the residences are grouped less than two blocks west of the Eliot Historic District's southwestern boundary.

The N Page Street Historic District does not satisfy the historic integrity requirements for NRHP eligibility. The district retains historic integrity of location, but other aspects of integrity have been substantially diminished. Due to the diminished integrity, lack of associations with historic events and people, common building form and style, and

little potential to yield information significant to the past the N Page Street Historic District is recommended as not eligible under NRHP Criterion A, B, C, or D.

Figure 47. The N Page Street Historic District, looking southeast.

226 N Page Street (N Page Street Historic District)–Map ID 54

The dwelling at 226 N Page, built in 1895, is a one-story, rectangular-shaped, simplified Victorian-style residence characterized by its front gable roof and asymmetrical façade with bay window and covered front porch (Figure 48). The residence has been modified since its original construction with installation of cement fiber (likely asbestos) shingle siding, vinyl windows, a modern door, and replacement porch elements. The building would not contribute to the significance of the district as it exhibits diminished historical integrity.

Figure 48. 226 N Page Street, looking south.

230 N Page Street (N Page Street Historic District)–Map ID 59

The dwelling at 230 N Page, built in 1895, is a one-story, rectangular-shaped, simplified Victorian-style residence characterized by its front gable roof, asymmetrical façade with covered front porch, and classical details (Figure 49). The façade bay window, typical of vernacular Victorian residences, has been removed. Other modifications since the original construction include replacement horizontal wood board siding, vinyl windows, and modern door. The modern wood panel door with sunburst door light is situated on the façade's east side and has a wooden screen door. Three symmetrically spaced, subtly battered piers that resemble Doric columns are set on wooden pedestals with decorative rectangular panels. The roof has two original brick chimneys at the center roofline, eaves with minimal overhang, and composite shingles. The building would not contribute to the significance of the district as it exhibits diminished historical integrity.

Figure 49. 230 N Page Street, looking southwest.

236 N Page Street (N Page Street Historic District)-Map ID 70

The dwelling at 236 N Page, built in 1902, is a two-story, rectangular-shaped, simplified Victorian-era residence characterized by its pyramidal hipped roof with pedimented front gable, asymmetrical façade with full-length front porch, and classical details (Figure 50). The streetside elevations feature replacement asbestos shingle siding, wood sash windows with metal storms, original three-light windows, slider windows, and a modern door in the main entrance. The north elevation contains two entrances: a wood door with inset pane sheltered by a shed roof addition and leading to the basement, as well as a door to the ground level accessed by a wood staircase leading into a single-story mudroom with hipped roof. The building's main roof has a central hipped unit with front gable, a hipped dormer at the east elevation, eaves with minimal overhang, brick chimney, and composite shingles.

The building would not contribute to the significance of the district as it exhibits diminished historical integrity.

Figure 50. 236 N Page Street, looking southeast.

Eliot Historic District

The 112-acre Eliot Conservation District is irregular in plan and is roughly bounded by N Williams to the west, NE Fremont Street to the north, and NE San Rafael Street to the south. The east border varies from being one or two parcels west of NE Martin Luther King Jr. Boulevard in the northern half, then reaches east to properties east of the boulevard to NE 7th Avenue at the southern end. The Eliot Historic District primarily consists of residential properties, both single-family residences and apartments, but also includes some streetcar-era commercial buildings and several churches. These buildings represent a variety of architectural styles, with Queen Anne and Foursquare Bungalow-style single-family residences; Foursquare apartments; 20th Century Romanesque and 20th Century Gothic churches; Queen Anne, Egyptian, and streetcar-era commercial buildings, and Zig-zag Moderne commercial buildings.

The Eliot Historic District retains integrity of location, setting, design, materials, workmanship, feeling, and association. The Eliot Historic District is recommended as eligible for inclusion in the NRHP. Under Criterion A, the district is significant in the areas of Community Planning and Development and Black Ethnic Heritage. Under Criterion B, the district is significant for its association with African American activists in the 1960s and 1970s, including Kent Ford, the leader of Portland's Black Panther Party, and other residents who were active in Portland's Civil Rights Movement through local churches, fraternal organizations, and the NAACP. Under Criterion C, the district is significant as one of the most intact collections of pre-World War I residential dwellings in the city. Modifications to residences may also be significant in

their own right as some residences were modified to incorporate commercial businesses and other enterprises in the post-World War II period. The district is significant at the local level and retains a period of significance of 1884 to 1979. This period extends from the start of the Albina district to the year the Black Panther Party was no longer active in the district. Those resources with historical significance from within the past 50 years would be important for their relationship with the Civil Rights Movement and the reshaping of the neighborhood by African American residents and would therefore meet the requirements of NRHP Criterion Consideration G for properties that have achieved significance less than 50 years ago.

A portion of the Eliot Conservation District is within the Project API, including six contributing resources:

- [house], 20 NE Thompson Street (built 1902)
- C. Leo Gee Wo House, 23 NE San Rafael Street (built 1907)
- [house], 72 NE San Rafael Street (built 1892)
- [house], 76 NE San Rafael Street (built 1892)
- [house], 73 NE Hancock Street (built 1896)
- [house], 77 NE Hancock Street (built 1893)

The following two additional resources are not part of the existing conservation district but contribute to the overall character and significance of the Eliot neighborhood and are recommended as contributing resources to the Eliot Historic District:

- Pickett, Sherman & Clara, House, 2008 N Williams Avenue (built 1898)
- [house], 66 NE San Rafael Street (built 1892)

An additional four resources were identified within the API as being non-contributing resources within the Eliot Historic District.

- [house], 16 NE Tillamook Street (built 1890 – demolished)
- [house], 20 NE Tillamook Street (built 1890 – demolished)
- Port City Development Center, 2156 N Williams Avenue (built 1937)
- [house], 69 NE Hancock Street (built 1896)

20 NE Thompson Street (Eliot Historic District)–Map ID 27

Built in 1902, the one-and-a-half-story house at 20 NE Thompson Street (formerly 288 Eugene Street) is midblock facing north (Figure 51). The property's location close to N Williams creates a mixed commercial and residential setting. The house displays characteristics of the Dutch Colonial architectural style popular during its period of construction. Characteristics include the cross-gambrel roof, full-width front porch, wood sash windows, and a bay window. Although sheathed in vinyl siding, the house conveys its overall historic character and retains integrity of location, setting, design, materials, workmanship, feeling and association. The property is a contributing resource to the Eliot Conservation District and is recommended as contributing to the Eliot Historic District.

Figure 51. 20 NE Thompson Street, looking south.

Dr. C. Leo Gee Wo House (23 NE San Rafael Street; Eliot Historic District)–Map ID 58

Built circa 1900, the two-and-a-half-story house at 23 NE San Rafael (formerly 291 San Rafael) is midblock facing south (Figure 52). The property's location at the southwest corner of the conservation district close to N Williams creates a mixed industrial and residential setting, with period-era houses east of the property and warehouse development lining the south side of NE San Rafael. The house displays characteristics of the Craftsman architectural style popular during the early twentieth century. Characteristics include the hipped roof with dormers, exposed rafter tails and decorative brackets, wood clapboard siding, wood sash windows, and covered front porch. Newspaper advertisements indicate that portions of the house were rented out as apartment flats. The house conveys its overall historic character and retains integrity of location, setting, design, materials, workmanship, feeling, and association. The property is not part of the existing conservation district but is recommended as a contributing resource to the Eliot Historic District.

Figure 52. Dr. C. Leo Gee Wo House, looking north.

72 NE San Rafael Street (Eliot Historic District)–Map ID 72

Built in 1892, the two-story house at 72 NE San Rafael (formerly 314 San Rafael) is midblock facing north (Figure 53). The dwelling is surrounded by other residential resources that contribute to the conservation district. The property and 76 NE San Rafael (formerly 312 San Rafael) share mirrored design characteristics and were likely built as a pair. The house displays modest characteristics of the Queen Anne architectural style popular during its period of construction. Characteristics include the narrow plan, complex gable roof form, recessed side entrance, clipped first-story façade, and wood sash windows. The siding has been replaced with an asphalt faux brick and asbestos shingle; however, the house still conveys the majority of its historic architectural characteristics and retains integrity of location, setting, design, workmanship, feeling, and association. The property is a contributing resource within the Eliot Conservation District and is recommended as a contributing resource to the Eliot Historic District.

Figure 53. 72 NE San Rafael Street, looking southwest.

76 NE San Rafael Street (Eliot Historic District)–Map ID 105

Built in 1892, the one-and-a-half-story house at 76 NE San Rafael (formerly 316 San Rafael) faces north and is located near the southwest corner of the intersection of NE San Rafael and NE Rodney Street (Figure 54). The dwelling is surrounded by other residential resources that contribute to the conservation district. The house displays characteristics of the Queen Anne and Victorian Eclectic architectural styles popular during its period of construction. Characteristics include the complex gable roof, heavy ornamentation of shingles and stickwork in the gable peaks, partial eave returns, dormer, horizontal wood board siding, water table and cap, recessed front porch with turned posts and stickwork, and wood sash windows. The house conveys its overall historic character and retains integrity of location, setting, design, materials, workmanship, feeling, and association. The property is a contributing resource to the Eliot Conservation District and is recommended as contributing to the Eliot Historic District.

Figure 54. 76 NE San Rafael Street, looking southwest.

73 NE Hancock Street (Eliot Historic District)–Map ID 102

Built in 1895, the two-story house at 73 NE Hancock (formerly 313 Hancock) is midblock facing south (Figure 55). The property's location near the southwest end of the conservation district creates a mixed industrial and residential setting, with period-era houses east of the property and warehouse development along the south side of NE Hancock. The property and 69 NE Hancock (outside of the conservation district boundaries) historically shared mirrored design characteristics and were likely built as a pair, although the adjacent house lacks integrity. The house displays modest characteristics of the Queen Anne architectural style popular during its period of construction. Characteristics include the complex gable roof form, decorative shingles in the gable peak, horizontal wood board siding, recessed side entrance, clipped first-floor façade, and wood sash windows. Overall, the house conveys its historic architectural characteristics and retains integrity of location, setting, design, workmanship, feeling, and association. The property is a contributing resource within the Eliot Conservation District and is recommended as a contributing resource to the Eliot Historic District.

Figure 55. 73 NE Hancock Street, looking north.

77 NE Hancock Street (Eliot Historic District)–Map ID 106

Built in 1892, the one-and-a-half-story house at 77 NE Hancock (formerly 317 Hancock) is midblock facing south down NE 1st Avenue (Figure 56). The property is located in a mixed-use setting near the south end of the historic district, surrounded by contributing residential resources on each side, and facing the rear of an auto dealership to the south. The house displays characteristics of the Queen Anne and Victorian Eclectic architectural styles popular during its period of construction. Characteristics include the complex gable roof, decorative fish-scale shingles in the gable peak, partial eave returns, horizontal wood board siding, a bay window, and sash windows. The modified front porch is supported by Doric columns. Although alterations have been made to the building's front porch and fenestration, the house still conveys its overall historic character and retains integrity of location, setting, design, materials, workmanship, feeling and association. The property is a contributing resource to the Eliot Conservation District and is recommended as contributing to the Eliot Historic District.

Figure 56. 77 NE Hancock Street, looking northeast.

Sherman & Clara Pickett House (2008 N Williams Avenue; Eliot Historic District)–Map ID 29

Built in 1898, the one-and-a-half-story Sherman & Clara Pickett House at 2008 N Williams (formerly 420 Williams) is situated at the northeast corner of the intersection of N Williams and NE San Rafael (Figure 57). The property is located in a mixed-use setting near the southwest end of the conservation district and is mostly surrounded by warehouse buildings. The house displays modest characteristics of the Queen Anne architectural style popular during its period of construction. Characteristics include the complex gable and hipped roof, decorative fish-scale shingles, eave returns, wraparound covered front porch, turned posts, and wood sash windows. The siding is primarily asbestos shingle. A single-story attached garage facing NE San Rafael was added to the building after 1950. The garage has wood shingle siding, and the roof has been converted to a deck with a railing, pergola, and French doors. Despite alterations to the building's cladding and garage, the house still conveys its overall historic character and retains integrity of location, setting, design, materials, workmanship, feeling, and association. The property is a contributing resource to the Eliot Conservation District and is recommended as contributing to the Eliot Historic District.

Figure 57. The Sherman & Clara Pickett House, looking north.

66 NE San Rafael Street (Eliot Historic District)–Map ID 98

Built in 1892, the two-story house at 66 NE San Rafael (formerly 312 San Rafael) is midblock facing north (Figure 58). The property is located between one of the Eliot Conservation District's west borders and industrial warehouse buildings that create a mixed residential and industrial setting on NE San Rafael. The property and 72 NE San Rafael (formerly 314 San Rafael) share mirrored design characteristics and were likely built as a pair. The house displays modest characteristics of the Queen Anne architectural style popular during its period of construction. Characteristics include the complex gable roof form, narrow plan, recessed side entrance, clipped first-story façade, and wood sash windows. The siding has been replaced with asbestos shingles; however, the house still conveys the majority of its historic architectural characteristics and retains integrity of location, setting, design, workmanship, feeling, and association. The property is not within the Eliot Conservation District boundaries but is recommended as a contributing resource to the Eliot Historic District.

Figure 58. 66 NE San Rafael Street, looking southeast.

6 Environmental Consequences

Consistent with 36 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 effect and adverse effect from 36 CFR 800.5. These criteria are used 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 farther 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 which 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

As described in Section 2.1, the No-Build Alternative consists of existing conditions and other planned and funded transportation improvement projects that would be completed in and around the Project Area by 2045.

6.1.1 Direct Impacts

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

6.1.2 Indirect Impacts

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

6.2 Build Alternative

6.2.1 Short-Term (Construction) Impacts

Short-term impacts are those that would result from construction activities, and the duration of the impact is limited to the duration of construction. The construction impacts to historic properties would be impacts to the vicinity or indirect impacts and include noise and vibration due to nearby construction activities, increased truck traffic, traffic congestion and changes to access, increased dust, and short-term visual changes due to construction equipment, staging areas, material storage, etc.

Short-term noise levels for construction activities are expected to range from approximately 70 to 100 A-weighted decibels (dBA); however, ODOT specifications and best management practices would be followed to help minimize high noise levels during construction (ODOT 2019c). In addition, the Build Alternative could require temporary construction easements along or within the property lines of some historic properties located adjacent to areas of construction. The TraveLodge at the Coliseum is the only historic property that would be subject to a temporary easement (4,009.5 square feet) and a permanent acquisition (173.74 square feet). The easement and acquisition would only affect 3.6 percent and 0.1 percent, respectively, of the property's total area. The building would not be physically affected, and characteristics that make the building eligible for the NRHP would not be adversely affected as the historic property would retain its historical integrity.

Short-term vibration from construction activities would also potentially occur. If construction-related vibration exceeds certain thresholds within the applicable screening distance, effect avoidance and minimization measures would be

recommended. These measures would include pre- and post-construction assessments, on-site monitoring during construction, and stop work authorization (Wilson, Ihrig & Associates, Inc., 2012; Johnson and Hannen 2015). If a resource is affected by vibration, a treatment plan consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties and thus consistent with the requirements of 36 CFR 800.5(b) would be prepared to make the applicable repairs. ODOT/FHWA have developed a PA in consultation with the Oregon SHPO and other consulting parties to avoid and/or minimize the potential for Project-related vibration to seven historic properties (noted in Table 6–see Project impact type "vibration") as the extent of these potential effects would not be known prior to the implementation of the Project (see Appendix E for Consultation Record). With the execution of the PA, and the avoidance and effect minimization measures contained therein, it is the finding of FHWA, in agreement with ODOT and SHPO, that the proposed Project would result in no adverse effects.

Table 6 provides a list of recommendations concerning the Build Alternative's potential for impacts to historic properties. The FOE forms for those resources that are "historic properties" are included in Appendix C.

Table 6. List of Historic Properties and Effect Recommendation for the Build Alternative

Map ID	Historic Property Name	Property Address	Project Impact Type	Effect Recommendation
1	Urban League of Portland	10 N Russell Street	None	No Historic Properties Affected
6	Serene Court Apartments	1130 NE 1st Avenue	Audible, Visual, Vibration	No Adverse Effect
7	W.E Field Tile Co. Building	122-140 NE Broadway	None	No Historic Properties Affected
8	Calaroga Terrace	1400 NE 2nd Avenue	Audible, Visual, Vibration	No Adverse Effect
9	TraveLodge at the Coliseum	1441 NE 2nd Avenue	Audible, Visual, Vibration	No Adverse Effect
17	Mt. Olivet Baptist Church	1734 NE 1st Avenue	Audible, Visual, Vibration	No Adverse Effect

Map ID	Historic Property Name	Property Address	Project Impact Type	Effect Recommendation
10, 27, 28, 29, 48, 58, 98, 99, 101, 102, 105, 106	Eliot Historic District	16 NE Tillamook Street (NC) 20 NE Thompson Street 20 NE Tillamook Street (NC) 2008 N Williams Avenue 2156 N Williams Avenue (NC) 23 NE San Rafael Street 66 NE San Rafael Street 69 NE Hancock Street (NC) 72 NE San Rafael Street 73 NE Hancock Street 76 NE San Rafael Street 77 NE Hancock Street	None	No Historic Properties Affected
31	Charles E. and Emma E. Holzer House	2027 N Williams Avenue	Audible	No Historic Properties Affected
37	Beatrice Mott Reed House	2107 N Vancouver Avenue	Audible	No Historic Properties Affected
38	Sullivan Pumping Station	211 NE Everett Avenue	Vibration	No Adverse Effect
47	Malcolm X Dental Clinic	214 N Russell Street	None	No Historic Properties Affected
51	The Hazelwood/ The Dude Ranch	222-240 N Broadway	Visual, Vibration	No Adverse Effect
76	Paramount Apartment House	253 N Broadway	Audible, Visual, Vibration	No Adverse Effect
88	Fremont Bridge	Crossing Willamette River	None	No Historic Properties Affected
95	Billy Webb Elks Club/Lodge	6 N Tillamook Street	None	No Historic Properties Affected

Note: NC = non-contributing

6.2.2 Long-Term and Operational Direct Impacts

The Project *Utilities Technical Report* (ODOT 2019d) has identified the potential for direct impacts to the Sullivan Pumping Station and sewer lines, as some sewer line relocations may be required by the Project. The City of Portland's Bureau of Environmental Services has provided operational constraints related to the Project. This includes avoiding both disruptions in service and short-term direct construction impacts to the Sullivan Pumping Station (ODOT 2019d). In addition, there is a potential for Project-related support columns and footings to affect appurtenant facilities. While several sewer lines within the API are likely over 50 years old, they are part of a larger sewer system that has been updated, selectively replaced, and maintained over the past 100 years. Potential Project impacts would likely result in the rerouting of some sewer lines to avoid potential Project conflicts, but any sewer line decommissioning would likely be minor in nature and thus would not likely affect the historic characteristics of NRHP-eligible sewers (if they were to exist).

6.2.3 Long-Term and Operational Indirect Impacts

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

A noise analysis was performed within the Project Area (ODOT 2019c). The noise study analyzed existing (No-Build Alternative) and predicted (Build Alternative) sound levels at sensitive receptors, which included residential, recreational, medical, school, and daycare facilities. Five of the sensitive receptors identified in the study are also historic properties, and two historic properties are located immediately adjacent to two other sensitive receptors. Table 7 below summarizes the results of the noise study and identifies which, if any, of the historic properties currently experience and/or may experience increases in noise that exceed the regulated standard. If the regulated standard is exceeded, effect minimization or mitigation may be required; however, none of the resources are historically significant for being in minimal noise environments, as they are located either along existing urban arterials or near I-5 and would experience a barely perceptible increase in noise over the existing condition. In those instances where the existing and/or Build Alternative noise condition exceeded the ODOT Noise Abatement Approach Criteria (NAAC), an analysis showed that sound walls erected in these areas would not achieve minimum noise reduction goals and would therefore not be feasible (ODOT 2018c). The NAAC is a measure that ODOT uses to assess whether noise abatement is required for specific land use types or when the predicted (or Build Alternative) traffic noise levels exceed the existing noise levels.

Table 7. Historic Properties Identified as Sensitive Receptors or Located Immediately Beside Sensitive Receptors

Map ID	Property Name (Sensitive Receptor No.)	Property Address	Existing Noise, L_{eq}. dBA (Before Project)	Design Year Noise L_{eq}. dBA (Build Alternative)	Noise Difference, L_{eq}. dBA	Exceeds NAAC Standard of 65 dBA?
6	Serene Court Apartments (adjacent to R28a-e)	1130 NE 1st Avenue	Range from 73 to 75	Range from 75 to 76	Greatest at any one receptor = 2	Yes, for property immediately south
8	Calaroga Terrace (multiple; R21-R24 [a-m])	1400 NE 2nd Avenue	Range from 64 to 68	Range from 64 to 68	Greatest at any one receptor = 1	Yes, in some instances
9	TraveLodge at the Coliseum (R20)	1441 NE 2nd Avenue	61	62	1	No
17	Mt. Olivet Baptist Church (R16/M5)	1734 NE 1st Avenue	62	62	0	No
31	Charles E. and Emma E. Holzer House (R7)	2027 N Williams Avenue	61	63	2	No
37	Beatrice Mott Reed House (R6/M3)	2107 N Vancouver Avenue	64	67	3	Yes
76	Paramount Apartment House (adjacent to R17)	253 N Broadway	67	66	-1	Yes, for daycare property located immediately to the east

Notes: dBA = A-weighted decibel; ID = identification; L_{eq} = Hourly equivalent sound pressure level; NAAC = Noise Abatement Approach Criteria

6.3 Cumulative Effects

Cumulative effects are those environmental effects that result from the incremental effect of the proposed action when added to other past, present, and reasonably foreseeable future actions, regardless of what agency or person undertakes those other actions. Cumulative impacts can result from individually minor but collectively significant actions taking place over a period of time (40 CFR 1508.7).

The analysis of cumulative impacts involves a series of steps conducted in the following order:

- Identify the resource topics that could potentially experience direct or indirect impacts from construction and operation of the proposed Project.

- Define the geographic area (spatial boundary) within which cumulative impacts would be assessed, as well as the time frame (temporal boundary) over which other past, present, and reasonably foreseeable future actions would be considered.
- Describe the current status or condition of the resource being analyzed, as well as its historic condition (prior to any notable change) and indicate whether the status or condition of the resource is improving, stable, or in decline.
- Identify other actions or projects that are reasonably likely to occur within the area of potential impact during the established time frame and assess whether they could positively or negatively affect the resource being analyzed.
- Describe the combined effect on the resource being analyzed when the direct and indirect impacts of the Project are combined with the impacts of other actions or projects assumed to occur within the same geographic area during the established time frame.

Based on the short-term construction impacts and long-term operational impacts, the Project is not expected to meaningfully contribute to a cumulative impact to historic properties. Over time, historic properties could be encountered during construction and redevelopment projects.

6.3.1 Spatial and Temporal Boundaries

The geographic area used for the cumulative impact analysis is the same as the API described in Section 4.1 and shown in Figure 9.

The time frame for the cumulative impact analysis extends from the beginning of large-scale urban development in and around the Project Area in the 1950s beginning with I-5 construction to 2045, the horizon year for the analysis of transportation system changes.

6.3.2 Past, Present, and Reasonably Foreseeable Future Actions

The past, present, and reasonably foreseeable future actions that were considered in assessing cumulative effects are described in the following subsections.

6.3.2.1 Past Actions

Past actions include the following

- Neighborhood and community development
  - Historical development of Portland area and accompanying changes in land use
  - Development of local transportation system (including roads, bicycle and pedestrian facilities, and bus transit)
  - Utilities (water, sewer, electric, and telecommunications)

  - Parks, trails, bikeways
- Commercial and residential development in and around the Project Area
  - Veterans Memorial Coliseum (1960)
  - Lloyd Center (1960)
  - Legacy Emanuel Medical Center (1970)
  - Oregon Convention Center (1990)
  - Rose Garden (1995)
- Regional transportation system development
  - Marine terminal facilities on the Willamette River
    - Port of Portland (1892)
    - Commission of Public Docks (1910)
    - Port of Portland (1970; consolidation of Port of Portland and Commission of Public Docks)
  - Freight rail lines (late 1800s and early 1900s)
  - Highways
    - I-84 (1963)
    - I-5 (1966)
    - I-405 (1973)
  - Rail transit system
    - MAX light rail (1986)
    - Portland Streetcar (2001)

6.3.2.2 Present Actions

Present actions include ongoing operation and maintenance of existing infrastructure and land uses, including the following:

- Ongoing safety improvements for bicycles and pedestrians
- Local and regional transportation system maintenance
- Utility maintenance

6.3.2.3 Reasonably Foreseeable Future Actions

Reasonably foreseeable future actions were identified collaboratively with the City of Portland and consist of the following:

- Redevelopment of existing urban areas in the Project Area and vicinity

- Ongoing maintenance and development of existing urban infrastructure in the Project Area and vicinity.

These actions include private redevelopment, public development, and infrastructure projects, as well as combined public/private redevelopments. Specific projects and the plans identifying them are described in detail in the memorandum presented in Appendix D. Given the highly developed nature of the Project Area and vicinity, the reasonably foreseeable future actions are not expected to substantially change the types or intensities of existing land uses.

6.3.3 Results of Cumulative Impact Analysis

Throughout the twentieth century, increased urbanization has affected the types and distribution of historic resources in the API. Past development projects have occurred without consideration of historic resources. For example, when I-5 was initially constructed in the 1960s, few environmental laws and regulations were in place to protect historic resources.

The trend for present actions, especially those with NEPA and NHPA applicability, requires consideration of historic resources early in the design process. Identification efforts are increasingly undertaken for local, state, and federal transportation projects in urban areas. For reasonably foreseeable future actions, only those historic properties affected by projects using federal funds would be subject to Section 106 of the NHPA. Some local or state projects may trigger state laws (such as ORS 358.653) that require consideration of historic resources owned by political subdivisions of the state.

When combined with past, present, and reasonably foreseeable future actions, the Project's contribution to overall cumulative impacts to historic properties is expected to be less than the initial modifications in the overall built environment landscape resulting from past actions.

6.4 Conclusion

Project-related impacts would largely be limited to visual changes to the settings near historic properties with some potential for impacts from construction-related vibration. ODOT/FHWA have developed a PA in consultation with the Oregon SHPO and other consulting parties to avoid and/or minimize the potential for Project-related vibration to seven historic properties, as the extent of these potential effects would not be known prior to the implementation of the Project. While some historic properties would experience minimal increases in noise-related impacts caused by construction and facility operation, these increases would not adversely affect the characteristics that make these resources eligible for the NRHP. These impacts are not expected to diminish the historical integrity of the historic properties or substantively alter the characteristics that make them significant. With the execution of the PA, and the avoidance and effect minimization measures contained therein, it

is the finding of FHWA, in concurrence with ODOT, that the proposed Project would result in no adverse effects to historic properties, pursuant to 36 CFR 800.5(b).

7 Avoidance, Minimization, and Mitigation Measures

Avoidance, minimization, or mitigation measures, as identified through consultation with the Oregon SHPO, consulting parties, and tribes, could help to reduce or mitigate adverse effects to historic properties. The implementation of best management practices during construction would reduce the potential for Project related noise and inadvertent impacts to historic properties. Effect avoidance and minimization measures are recommended for the potential for construction-related vibration. These measures would include pre- and post-construction assessments, on-site monitoring during construction, and stop work authorization (Wilson, Ihrig & Associates, Inc., 2012; Johnson and Hannen 2015). If a resource were affected by vibration, a treatment plan consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties and thus consistent with the requirements of 36 CFR 800.5 (b), would be prepared to make the applicable repairs. ODOT/FHWA have developed a PA in consultation with the Oregon SHPO and other consulting parties to avoid and/or minimize the potential for Project-related vibration to seven historic properties, as the extent of these potential effects would not be known prior to the implementation of the Project. With the execution of the PA, and the avoidance and effect minimization measures contained therein, the Project would result in no adverse effects to the characteristics that make historic properties within the APE eligible for the NRHP and thus a finding of "no adverse effect" pursuant to 36 CFR 800.5(b) is appropriate.

8 Contacts and Coordination

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9 Preparers

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