



# Appendix E. Consultation Record





# Oregon

Kate Brown, Governor

**Department of Transportation**  
Highway Division/Technical Services  
Geo-Environmental Section, MS#6  
4040 Fairview Industrial Dr SE  
Salem, OR 97302  
Phone: (503) 986-3252  
Fax: (503) 986-3249

September 11, 2017

Christine Curran,  
Deputy State Historic Preservation Officer  
Oregon State Historic Preservation Office  
725 Summer Street NE, Suite C  
Salem, OR 97301-1271

**Subject: Concurrence on Project APE and List of Consulting Parties  
Interstate 5 Rose Quarter Improvement Project  
Portland, Multnomah County, Oregon  
ODOT Key No. 19071  
Federal-Aid No. S001(483)PE**

Dear Ms. Curran:

With this letter, the Oregon Department of Transportation (ODOT), in cooperation with the Federal Highway Administration—Oregon Division (FHWA), is initiating consultation with the Oregon State Historic Preservation Office (SHPO) for the Interstate 5 Rose Quarter Improvement Project. This project will develop an undertaking to address an identified transportation need in the Portland metro area. There are two alternatives proposed for evaluation in the Environmental Assessment – a Build Alternative and a No Build Alternative.

The next steps in the consultation process are for the project's sponsoring agencies and your office to agree on the project's Area of Potential Effect (APE) and to agree on a list of consulting parties that would include Native American tribes and others who have an interest in the project's design.

**Build Alternative:**

The Build Alternative includes Interstate 5 (I-5) mainline improvements, as well as 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 and full shoulders between Interstate 84 (I-84) to the south and Interstate 405 (I-405) to the north, in both the northbound and southbound directions. Construction of the I-5 mainline improvements would require the rebuilding of the North/Northeast Weidler Street, North/Northeast Broadway Street, North Williams Avenue, and North Vancouver Avenue structures over I-5.

The Build Alternative would remove and rebuild the existing Weidler, Broadway, and Williams overcrossings as a single lid structure over I-5. It would also rebuild the existing Vancouver

structure as a second lid structure and include a new roadway crossing at Northeast Hancock Street and North Dixon Street. Lid structures are less costly to rebuild as compared to rebuilding the independent bridge structures and the lids aid constructability by providing effective construction staging areas.

The Built Alternative would remove the existing Flint structure over I-5. It would relocate the I-5 southbound on-ramp at Northeast Wheeler Street to Weidler. It would also construct a new bicycle and pedestrian overcrossing of I-5 at Northeast Clackamas Street. The Build Alternative may also include surface street improvements, such as upgrades to existing bicycle and pedestrian facilities and a new center-median bicycle and pedestrian path on Williams between Weidler and Broadway.

**No Build Alternative:**

The No Build Alternative reflects the existing transportation system without implementation of the Build Alternative. The No Build Alternative includes the future transportation improvements identified in the Metro Regional Transportation Plan's financially constrained network.

**Area of Potential Effect:**

Pursuant to compliance with Section 106 of the National Historic Preservation Act and 36 CFR 800, ODOT is hereby initiating consultation for this project. You are invited to comment on the Area of Potential Effect (APE), which the agency has defined as the following and should not affect any cultural location or historic property outside of those borders: The Project's APE on I-5 extends approximately from I-84 to the south to I-405 to the north in the City of Portland in Multnomah County. This area includes the I-5 Broadway-Weidler interchange. The Project area also includes the local street network connected to the I-5 Broadway-Weidler interchange, from approximately Northeast Hancock Street to the north, North Benton Avenue to the west, Northeast Multnomah Street to the south, and Northeast Second Avenue to the east.

**Consulting Parties:**

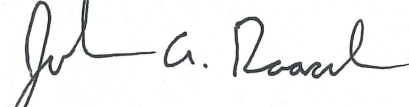
The project sponsors have identified the following tribes and organizations as possible consulting parties for the undertaking:

- Cowlitz Indian Tribe
- The Confederated Tribes and Bands of the Yakama Nation
- The Confederated Tribes of the Grand Ronde Community of Oregon
- The Confederated Tribes of Siletz
- The Confederated Tribes of the Warm Springs Reservation of Oregon
- Oregon Historical Society
- Restore Oregon
- Portland Historic Landmarks Commission
- Architectural Heritage Center

I look forward to hearing from you about the APE and the list of consulting parties. If you have any further questions and/or need additional project specific information, please contact Robert

W. Hadlow, Ph.D., senior historian, at (503) 731-8239, or Tobin C. Bottman, M.S., R.P.A., archaeologist, at (503) 986-3783.

Sincerely,



John A. Raasch  
Environmental Unit Manager  
ODOT Geo-Environmental Section

Copies to:

Tobin C. Bottman, ODOT Archaeologist, Salem  
Robert W. Hadlow, ODOT Senior Historian, Portland  
Tova R. Peltz, ODOT Region 1 Geo-Environmental Manager, Portland  
Jeff Buckland, ODOT Region 1 Senior Environmental Project Manager, Portland  
Megan Channell, ODOT Region 1 Principal Planner, Portland  
Kelly S. Brooks, ODOT Region 1 Policy & Development Manager  
Jeff Graham, Operations Engineer, FHWA—Oregon Division, Salem  
Emily Cline, Environmental Specialist, FHWA—Oregon Division, Salem  
ODOT Key No. 19071, File Type C  
SHPO Tracking File

Attachments:

Area of Potential Effect Map, September 2017.





**Legend**  
 APE

Sources: RLIS 2017  
 Multnomah County NAIP, 2016



**AREA OF POTENTIAL EFFECT**

I-5 ROSE QUARTER IMPROVEMENT PROJECT  
 ENVIRONMENTAL ASSESSMENT  
 PORTLAND, OREGON

SEPTEMBER 2017





# Oregon

Kate Brown, Governor

## Parks and Recreation Department

State Historic Preservation Office

725 Summer St NE Ste C

Salem, OR 97301-1266

Phone (503) 986-0690

Fax (503) 986-0793

[www.oregonheritage.org](http://www.oregonheritage.org)



October 5, 2017

Ms. Megan Channell  
ODOT  
123 NW Flanders St  
Portland, OR 97209

RE: SHPO Case No. 17-1520  
FHWA, ODOT Key 19071, I-5 Rose Quarter Improvement Project  
Freeway improvements  
, Portland, Multnomah County

Dear Ms. Channell:

Thank you for the opportunity to comment on the project referenced above. The project location lies in the area historically associated with Portland's late-nineteenth century immigrant population and, more recently, the community's African American residents. Road and public facility development in the area significantly negatively impacted historic properties associated with these populations since the postwar period, including wide-spread demolition. Recently, several historic properties related to the area's rich history have been listed in the National Register of Historic Places. Currently, pending nominations for properties associated with African American history include the Billy Webb Elk's Lodge, 6 N. Tillamook Street; and Prince Hall Masonic Lodge, 116 N. Russell Street.

In light of the important story represented by this area and the loss over time of properties associated with this history, the Oregon SHPO recommends adding Oregon Black Pioneers to the list of consulting organizations, as well as other groups representing populations that traditionally lived in this area. We further recommend considering expanding the Area of Potential Effects (APE) to include any areas that may be impacted by increased traffic, noise, or development due to the undertaking, or that may result in changes in property value that may endanger historic properties already vulnerable to Portland's active real estate market. As currently drawn, the APE accurately includes the area of direct physical impacts, but fails to take into account reasonable and foreseeable indirect impacts of the project over time.

We look forward to working with your office and the partnering agencies and organizations on this project. Please contact Jessica Gabriel at (503) 986-0677 or [jessica.gabriel@oregon.gov](mailto:jessica.gabriel@oregon.gov) with any additional questions or comments.

Sincerely,

Ian P. Johnson, M.A.  
Associate Deputy SHPO  
(503) 986-0678  
[ian.johnson@oregon.gov](mailto:ian.johnson@oregon.gov)









# Oregon

Kate Brown, Governor

July 12, 2018

Christine Curran, Deputy State Historic Preservation Officer  
Oregon State Historic Preservation Office  
725 Summer Street NE, Suite C  
Salem, OR 97301-1271

**SUBJECT: SHPO Concurrence on REVISED Project APE  
Interstate 5 Rose Quarter Improvement Project  
Portland, Multnomah County, Oregon  
ODOT Key No. 19071  
Federal-Aid No. S001(483)PE  
SHPO Case No. 17-1520**

Dear Ms. Curran:

With this letter, the Oregon Department of Transportation (ODOT), in cooperation with the Federal Highway Administration—Oregon Division (FHWA), is submitting a revised project Area of Potential Effects (APE) map based on your office's response to the APE map and list of consulting parties that we sent you in September 2017. At your request, we enlarged the APE to include "areas that may be impacted by increased traffic, noise, or development due to the undertaking, or that may result in changes in property value that may endanger historic properties already vulnerable to Portland's active real estate market." The enlarged APE includes land north and east of the original boundary line and principally in the Eliot neighborhood.

In addition, at your request, we contacted the Oregon Black Pioneers, in particular Kimberly Moreland. We invited the Oregon Black Pioneers to be a consulting party. We also shared with them the revised APE map. ODOT received no comments from the Oregon Black Pioneers on the revised APE map.

Please let me know if the revised APE has addressed your concerns. If you have any further questions or need additional project specific information, please contact Robert W. Hadlow, Ph.D., senior historian, at (503) 731-8239, or Tobin C. Bottman, M.S., R.P.A., archaeologist, at (503) 986-3783.

Sincerely,

John A. Raasch  
Environmental Unit Manager  
ODOT Geo-Environmental Section

**Attachments:**

1. Letter, Ian P. Johnson, Oregon SHPO, to Megan Channell, ODOT, October 5, 2017.
2. Revised Area of Potential Effects (APE) Map, November 20, 2017.

Copies to:

Robert W. Hadlow, ODOT Senior Historian, Portland  
Tobin C. Bottman, ODOT Archaeologist, Salem  
Stephen Hay, ODOT Region 1 Geo-Environmental Manager, Portland  
Jeff Buckland, ODOT Region 1 Senior Environmental Project Manager, Portland  
Megan Channell, ODOT Region 1 Major Projects Manager, Portland  
Mandy Putney, ODOT Region 1 Policy & Development Manager, Portland  
Emily Cline, Environmental Specialist, FHWA—Oregon Division, Salem  
ODOT Key No. 19071, File Type C  
SHPO Tracking File



**Oregon**  
Kate Brown, Governor

**Parks and Recreation Department**  
State Historic Preservation Office  
725 Summer St NE Ste C  
Salem, OR 97301-1266  
Phone (503) 986-0690  
Fax (503) 986-0793  
[www.oregonheritage.org](http://www.oregonheritage.org)



October 5, 2017

Ms. Megan Channell  
ODOT  
123 NW Flanders St  
Portland, OR 97209

RE: SHPO Case No. 17-1520  
FHWA, ODOT Key 19071, I-5 Rose Quarter Improvement Project  
Freeway improvements  
, Portland, Multnomah County

Dear Ms. Channell:

Thank you for the opportunity to comment on the project referenced above. The project location lies in the area historically associated with Portland's late-nineteenth century immigrant population and, more recently, the community's African American residents. Road and public facility development in the area significantly negatively impacted historic properties associated with these populations since the postwar period, including wide-spread demolition. Recently, several historic properties related to the area's rich history have been listed in the National Register of Historic Places. Currently, pending nominations for properties associated with African American history include the Billy Webb Elk's Lodge, 6 N. Tillamook Street, and Prince Hall Masonic Lodge, 116 N. Russell Street.

In light of the important story represented by this area and the loss over time of properties associated with this history, the Oregon SHPO recommends adding Oregon Black Pioneers to the list of consulting organizations, as well as other groups representing populations that traditionally lived in this area. We further recommend considering expanding the Area of Potential Effects (APE) to include any areas that may be impacted by increased traffic, noise, or development due to the undertaking, or that may result in changes in property value that may endanger historic properties already vulnerable to Portland's active real estate market. As currently drawn, the APE accurately includes the area of direct physical impacts, but fails to take into account reasonable and foreseeable indirect impacts of the project over time.

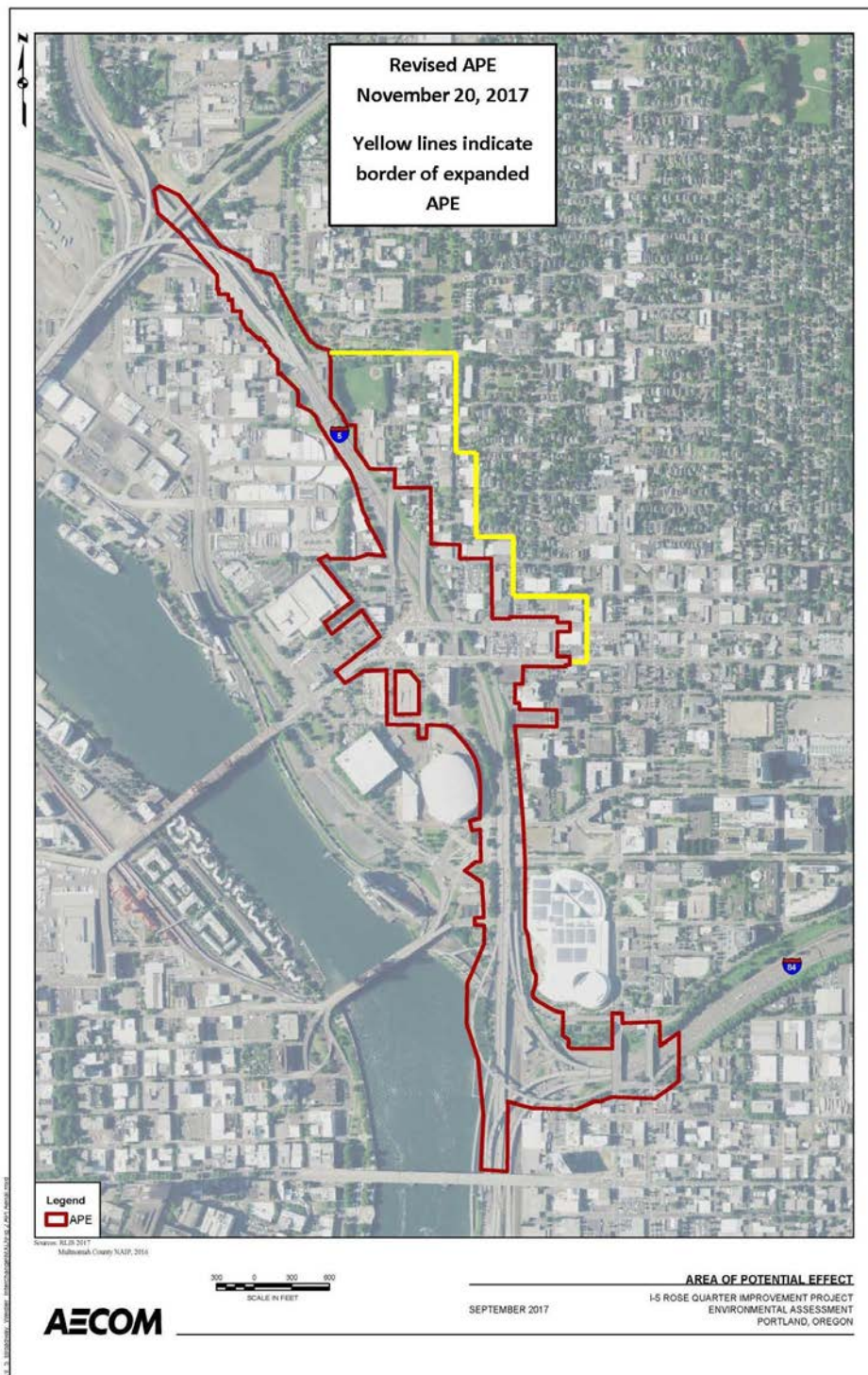
We look forward to working with your office and the partnering agencies and organizations on this project. Please contact Jessica Gabriel at (503) 986-0677 or [jessica.gabriel@oregon.gov](mailto:jessica.gabriel@oregon.gov) with any additional questions or comments.

Sincerely,

Ian P. Johnson, M.A.  
Associate Deputy SHPO  
(503) 986-0678  
[ian.johnson@oregon.gov](mailto:ian.johnson@oregon.gov)







Attachment 2. Revised Area of Potential Effects (APE) Map, November 20, 2017, based on SHPO comments in its October 5, 2017, letter.



# Oregon

Kate Brown, Governor

## Parks and Recreation Department

State Historic Preservation Office

725 Summer St NE Ste C

Salem, OR 97301-1266

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July 25, 2018

Ms. Megan Channell  
ODOT  
123 NW Flanders St  
Portland, OR 97209

RE: SHPO Case No. 17-1520  
FHWA, ODOT Key 19071, I-5 Rose Quarter Improvement Project  
Freeway improvements  
, Portland, Multnomah County

Dear Ms. Channell:

Thank you for submitting additional information for the above captioned project and affording us the opportunity to review and comment on the revised Area of Potential Effect (APE) for above-ground historic resources. At this time, we have no additional comments and appreciate the incorporation of earlier comments we provided in a letter dated October 5, 2017. Comments on the APE with regard to archaeological resources were sent to ODOT in a letter dated September 27, 2017.

We look forward to continued consultation on the proposed project. Please feel free to contact me if you have questions, comments, or need additional assistance.

Sincerely,

Tracy Schwartz  
ODOT Project Review Coordinator  
(503) 986-0661  
[tracy.schwartz@oregon.gov](mailto:tracy.schwartz@oregon.gov)

cc: Robert Hadlow, ODOT





Preserving America's Heritage

October 30, 2018

Ms. Emily Cline  
Environmental Specialist  
Oregon Division  
Federal Highway Administration  
530 Center Street NE, Suite 420  
Salem, Oregon 97301

Ref: *Proposed Programmatic Agreement I-5, Rose Quarter Improvement Project  
Multnomah County, Oregon*

Dear Ms. Cline:

The Advisory Council on Historic Preservation (ACHP) has received your notification and supporting documentation regarding the adverse effects of the referenced undertaking on a property or properties listed or eligible for listing in the National Register of Historic Places. Based upon the information you provided, we have concluded that Appendix A, *Criteria for Council Involvement in Reviewing Individual Section 106 Cases*, of our regulations, "Protection of Historic Properties" (36 CFR Part 800), does not apply to this undertaking. Accordingly, we do not believe that our participation in the consultation to resolve adverse effects is needed. However, if we receive a request for participation from the State Historic Preservation Officer (SHPO), Tribal Historic Preservation Officer, affected Indian tribe, a consulting party, or other party, we may reconsider this decision. Additionally, should circumstances change, and you determine that our participation is needed to conclude the consultation process, please notify us.

Pursuant to 36 CFR §800.6(b)(1)(iv), you will need to file the final Programmatic Agreement (PA), developed in consultation with the Oregon State Historic Preservation Office's (SHPO's) and any other consulting parties, and related documentation with the ACHP at the conclusion of the consultation process. The filing of the PA and supporting documentation with the ACHP is required in order to complete the requirements of Section 106 of the National Historic Preservation Act.

Thank you for providing us with your notification of adverse effect. If you have any questions or require further assistance, please contact Ms. Mandy Ranslow 202 517-0218 or via e-mail at [mranslow@achp.gov](mailto:mranslow@achp.gov).

Sincerely,

Artisha Thompson  
Historic Preservation Technician  
Office of Federal Agency Programs

ADVISORY COUNCIL ON HISTORIC PRESERVATION

401 F Street NW, Suite 308 • Washington, DC 20001-2637  
Phone: 202-517-0200 • Fax: 202-517-6381 • [achp@achp.gov](mailto:achp@achp.gov) • [www.achp.gov](http://www.achp.gov)





# Oregon

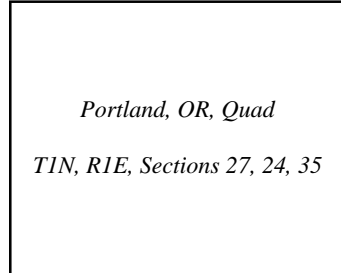
Kate Brown, Governor

**Department of Transportation**  
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Geo-Environmental Section, MS#6  
4040 Fairview Industrial Dr SE  
Salem, OR 97302  
Phone: (503) 986-3252  
Fax: (503) 986-3249

January 3, 2019

Christine Curran  
Deputy State Historic Preservation Officer  
State Historic Preservation Office  
725 Summer Street NE, Suite C  
Salem, OR 97310-1271

Attn: Tracy Schwartz



**Subject: Request for Concurrence**  
**Section 106 Documentation Forms (Built) and**  
**Section 106 Findings of Effect (Built)**  
**Interstate 5 Rose Quarter Improvement Project**  
**Portland, Multnomah County, Oregon**  
**ODOT Key No. 19071**  
**Federal-Aid No. S001(483)PE**  
**SHPO Case No. 17-1520**

Dear Ms. Curran:

Please find the enclosed Section 106 Documentation Forms (Determinations of Eligibility (DOEs)) and Section 106 Findings of Effect (FOEs) for built historic properties for the Interstate 5 Rose Quarter Improvement Project. Separately, you will receive a project-level Joint Finding of Effect letter and a programmatic agreement to address archaeological resources in the project's Area of Potential Effects (APE).

**Project Description:**

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

The purpose of the project is to improve safety and operations on Interstate 5 between Interstate 405 and Interstate 84, the Broadway/Weidler interchange, and adjacent surface streets near the Broadway/Weidler interchange. In achieving the purpose, the project also will support improved local connectivity and multimodal access near the Broadway/Weidler interchange.

The proposed Interstate 5 mainline improvements include the construction of auxiliary lanes and full shoulders between Interstate 84 to the south and Interstate 405 to the north, in both the northbound and southbound directions. Construction of the Interstate 5 mainline improvements would require the rebuilding of the N/NE Weidler Street, N Broadway/NE Broadway Street, N Williams Avenue, and N Vancouver Avenue structures over Interstate 5. The project will remove and rebuild the existing Weidler, Broadway, and Williams overcrossings as a single lid structure over Interstate 5. It will also rebuild the existing Vancouver structure as a second lid structure and include a new roadway crossing at NE Hancock Street and N Dixon Street.

The project will also remove the existing N Flint Avenue structure over Interstate 5. It will relocate the Interstate 5 southbound on-ramp at NE Wheeler Street to NE Weidler Street. The project will also construct a new bicycle and pedestrian overcrossing of Interstate 5 at NE Clackamas Street. Finally, the project will include surface street improvements, such as upgrades to existing bicycle and pedestrian facilities and a new center-median bicycle and pedestrian path on Williams between Weidler and Broadway.

**Consulting Parties:**

Oregon Black Pioneers  
Oregon Historical Society  
Restore Oregon  
Eliot Neighborhood Association  
Portland Historic Landmarks Commission  
Confederated Tribes and Bands of the Yakama Nation  
Confederated Tribes of the Grand Ronde Community of Oregon  
Confederated Tribes of Siletz Indians  
Confederated Tribes of the Warm Springs Reservation of Oregon  
Cowlitz Indian Tribe

**Summary of Built Environment Resources Present:**


The Oregon Department of Transportation (ODOT) contracted with the consulting firm AECOM to prepare Section 106 compliance documentation for built resources on the Interstate 5 Rose Quarter Project. AECOM and ODOT historians identified twenty-three built historic resources in the project APE that were potentially eligible for the National Register of Historic Places. Twenty were individual resources; three were potential historic districts. Upon evaluation of these resources, AECOM and ODOT recommend that fourteen of the individual resources are potentially eligible for the National Register of Historic Places. They also recommend that one of the three districts is potentially eligible for the National Register. There are no other National Register-listed or -eligible built historic properties in the project APE. The enclosed DOEs are for those built historic resources that AECOM and ODOT evaluated for National Register eligibility for the project.

AECOM and ODOT historians evaluated the project's effects on the fourteen individually National Register-eligible properties and one National Register-eligible historic district in the project's APE. The historians recommend that the project will have No Adverse Effect on seven individual built historic properties, No Effect on seven individual built historic properties, and No Effect on the Eliot Historic District. Please see the enclosed Section 106 Findings of Effect Forms (FOEs) for the fourteen National Register-eligible built historic properties and the one National Register-eligible historic district that are in the project's APE.

**Finding of Effect:**

Application of Section 106 Criteria for Identification and Evaluation of Historic Properties [36 CFR 800.4(d)] indicates a finding of "No Adverse Effect" for built historic properties for the Interstate 5 Rose Quarter Project. ODOT, acting as an agent of FHWA, requests your concurrence with a FINDING OF NO ADVERSE EFFECT on built historic properties for the project.

If you have any questions, please contact Robert W. Hadlow, Ph.D., ODOT senior historian, at (503) 731-8239; or Emily Cline, FHWA environmental program manager, at (503) 316-2547. You can reach me at (503) 986-3370.

  
John Raasch  
Environmental Resources Unit Manager

*The State Historic Preservation Office concurs that the Interstate 5 Rose Quarter Project will have No Adverse Effect on Historic Properties (Built Environment).*

\_\_\_\_\_  
SHPO Official (Built Environment)

\_\_\_\_\_  
Date



Attachments:

Section 106 DOE, 6 N Tillamook St.  
Section 106 DOE, 10 N Russell St.  
Section 106 DOE, 101 N Weidler St.  
Section 106 DOE, 103-105 N Tillamook St.  
Section 106 DOE, 122-140 NE Broadway St.  
Section 106 DOE, 211 NE Everett St.  
Section 106 DOE, 214 N Russell St.  
Section 106 DOE, 240 N Broadway  
Section 106 DOE, 253 N Broadway  
Section 106 DOE, 1130 NE 1st Ave.  
Section 106 DOE, 1400 NE 2nd Ave.  
Section 106 DOE, 1441 NE 2nd Ave.  
Section 106 DOE, 1626 N Vancouver Ave.  
Section 106 DOE, 1734 NE 1st Ave.  
Section 106 DOE, 2027 N Williams Ave.  
Section 106 DOE, 2037 N Williams Ave.  
Section 106 DOE, 2107 N Vancouver Ave,  
Section 106 DOE, 2316 N Vancouver Ave.  
Section 106 DOE, 2326 N Vancouver Ave.  
Section 106 DOE, 3600 NW Front Ave.  
Section 106 DOE, Eliot Historic District  
Section 106 DOE, N Page St. Historic District  
Section 106 DOE, NE 1st Ave. Historic District

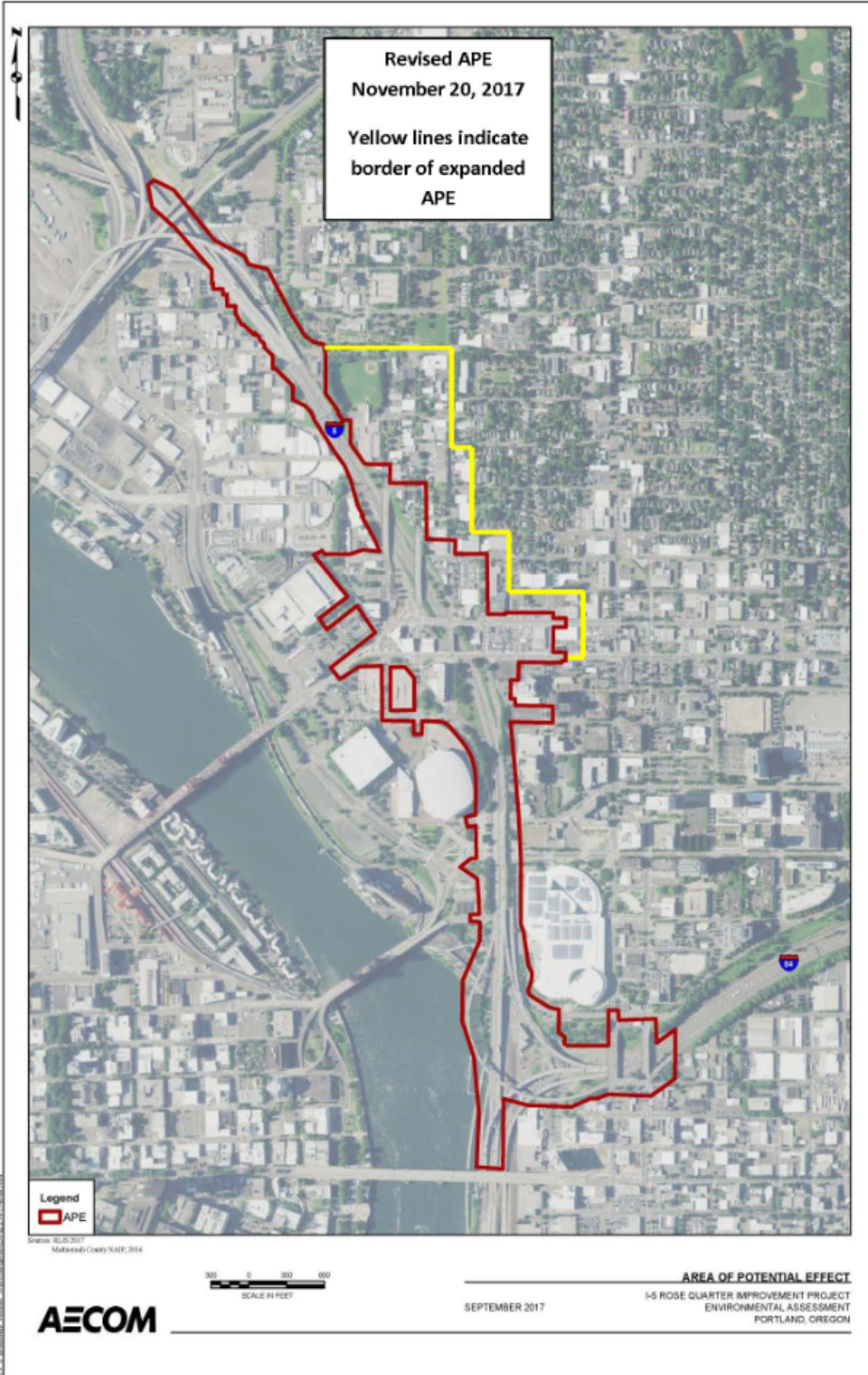
Section 106 FOE, 6 N Tillamook St.  
Section 106 FOE, 10 N Russell St.  
Section 106 FOE, 122-140 NE Broadway St.  
Section 106 FOE, 211 NE Everett St.  
Section 106 FOE, 214 N Russell St.  
Section 106 FOE, 240 N Broadway  
Section 106 FOE, 253 N Broadway  
Section 106 FOE, 1130 NE 1st Ave.  
Section 106 FOE, 1400 NE 2nd Ave.  
Section 106 FOE, 1441 NE 2nd Ave.  
Section 106 FOE, 1734 NE 1st Ave.  
Section 106 FOE, 2027 N Williams Ave.  
Section 106 FOE, 2107 N Vancouver Ave.  
Section 106 FOE, 3600 NW Front Ave.  
Section 106 FOE, Eliot Historic District

Copies with attachments:

Kimberly Moreland, Oregon Black Pioneers  
Oregon Historical Society  
Katelyn Weber, Restore Oregon  
Hillary Adam, Portland Historic Landmarks Commission  
Chris Bailey, Confederated Tribes of the Grand Ronde Community of Oregon  
Casey Barney, Confederated Tribes and Bands of the Yakama Nation  
Robert Brunoe, Confederated Tribes of the Warm Springs Reservation of Oregon  
Robert Kentta, Confederated Tribes of Siletz Indians  
James Gordon, Cowlitz Indian Tribe  
Key 19071, File Type C

Copies without attachments:

Robert W. Hadlow, ODOT Senior Historian, Portland  
Tobin C. Bottman, ODOT Archaeologist, Salem  
Jeff Buckland, ODOT Region 1, Environmental Project Manager, Portland  
Stephen Hay, ODOT Region 1, Geo-Environmental Manager, Portland  
Megan Channell, ODOT Region 1, Major Projects Manager, Portland  
Doug Siu, ODOT Region 1, Principal Planner, Portland  
Emily Cline, FHWA—Oregon Division, Acting Environmental Program Manager, Salem  
Chris Bell, ODOT Historic Resource Program Coordinator, Salem



Project Location Map showing APE.