

July 21
2021

CAP Report
Appendix E //

Development
Assessment
Framework
Testing Results
Memorandum

Task 2.1.3

ODOT EA:
PE002591000J71

ODOT // I-5 Rose Quarter Improvement Project

Appendix E //

DEVELOPMENT ASSESSMENT FRAMEWORK TESTING RESULTS MEMORANDUM

Development Assessment Framework Testing Results Memorandum

Tasks: 2.1.3

ODOT EA: PE002591000J71

July 15, 2021

Table of Contents

- Development Assessment Framework Testing Results Memorandum.....2
- Preparing the DAF2
- 0. EA / Base Case.....3
- 1. Flint / Broadway Boulevards9
- 2. Vancouver as Main Street.....15
- 3. Flint as Main Street21
- 4. Cultural Center on Cover27
- 5. Restore the Grid.....33
- Assessments Overview.....39
- Appendix A: Development Assessment Framework Contract Tasks40
- Appendix B: Development Assessment Framework, V241

Development Assessment Framework Testing Results Memorandum

Preparing the DAF

The purpose of the preliminary Development Assessment Framework (DAF) is to aid the design team, the community, and the Executive Steering Committee's (ESC) decision-making by assessing how well development scenarios meet community goals. The DAF is based on the ESC's Values & Outcomes, the Independent Cover Assessment (ICA) contract, and a review of the public record relating to the Rose Quarter Improvement Project. Since sharing our previous DAF, we've refined this tool to reflect the vision and values expressed by the community during Work Session 1 as well as to incorporate feedback from the ESC, Historic Albina Advisory Board (HAAB), and Highway Cover Coordinating Committee (HC3).

Based on what our team heard during Work Session 1, community priorities were summarized under community wealth, community health, and community cohesion. While there are other metrics by which we measure development scenarios in the DAF, the metrics that align with restorative justice are the major drivers of our conceptual designs.

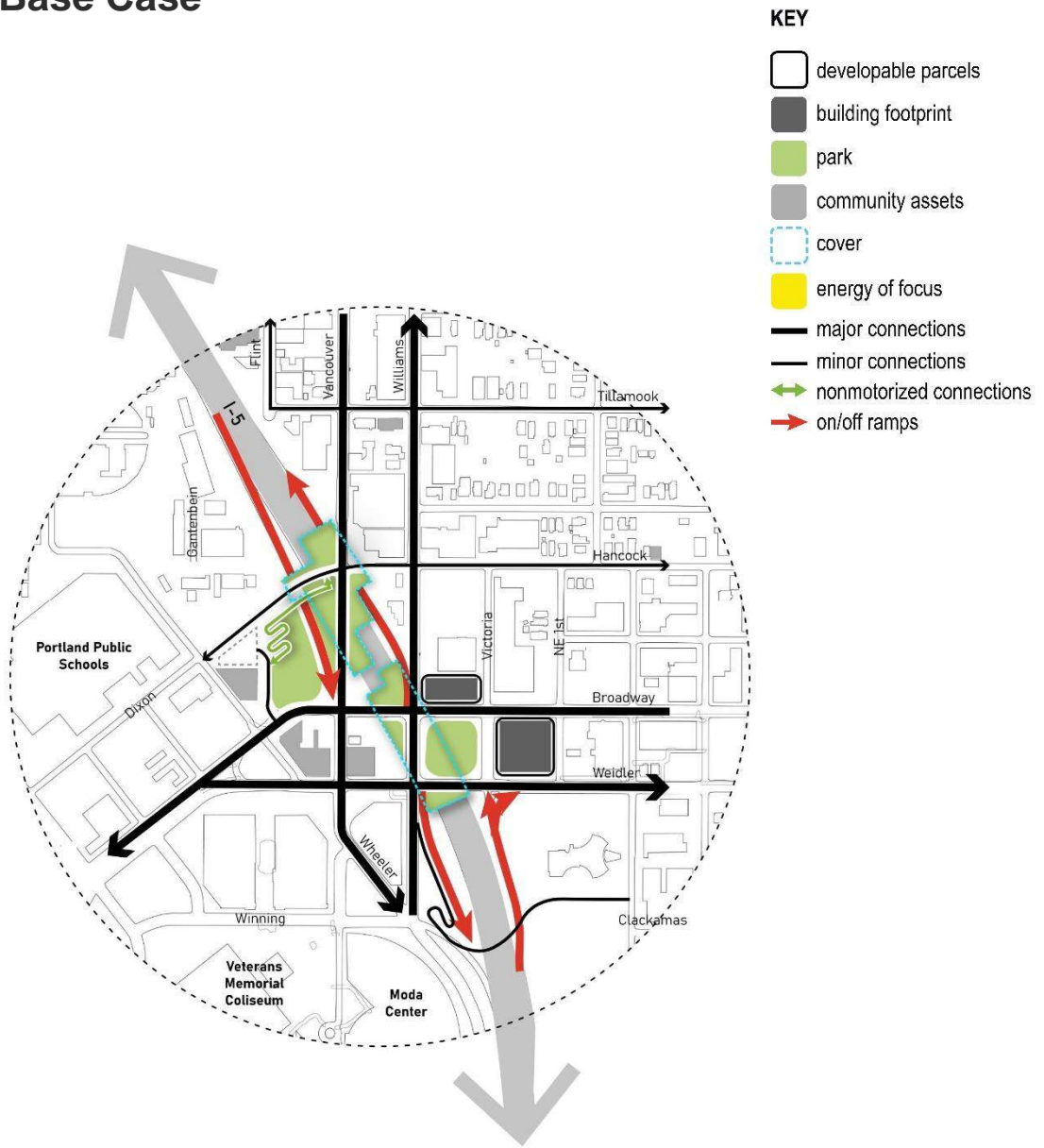
The ICA also incorporated guidance from HC3 and ESC review of the DAF and tested its usefulness based on this guidance, honing it as follows:

The DAF should –

1. **Include only information that can be used now, during the design process (if it is something we can know only after the project is built, it's too late to aid decision-making).**
2. **Be as simple as possible so it doesn't create a burden for those who use it.**
3. **Include only assessments that will help make decisions about ICA development scenarios -or- differentiate those scenarios from a business-as-usual project.**
4. **Focus on outcomes the ESC, HAAB, and community prioritize.**
 - **We highlighted the metrics that were a priority to the community in Work Session 1 and used them as the major drivers in our first round of conceptual development scenarios. The full Development Assessment Framework will be applied to the ICA's final two scenarios.**

Using this refinement to reflect community priorities and utility in decision-making, the ICA team provided a revised DAF in [Appendix B: Development Assessment Framework, V2](#). These draft criteria are applied first to the existing project (EA) and then to the ICA's five conceptual development scenarios in the pages that follow.

0. EA / Base Case



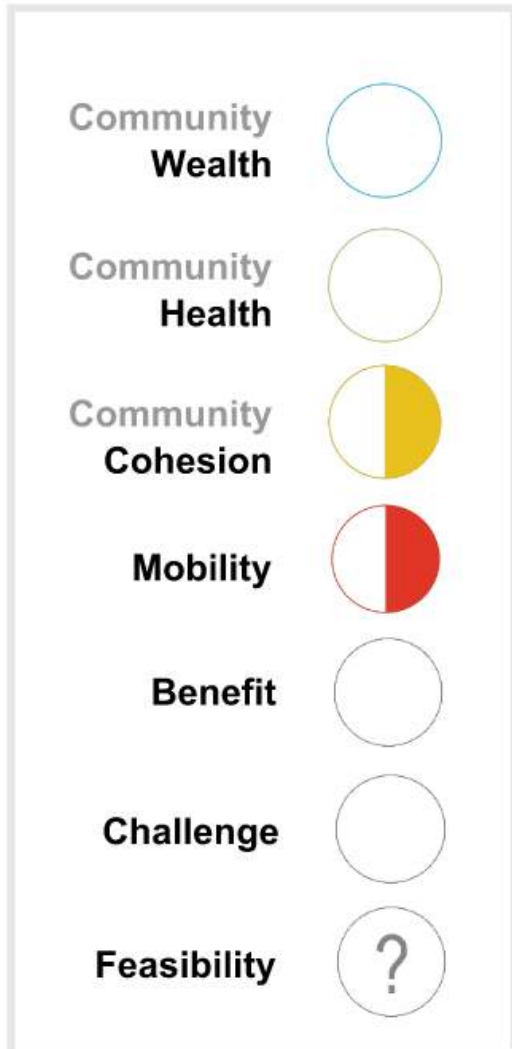
The Base Case is the concept ODOT had designed before the Independent Cover Assessment began. An overview of that concept’s performance is included on this page, followed by an assessment of the Base Case’s ability to support community goals.

Note that after the Base Case design was completed ODOT developed a 20% design which had one continuous highway cover that could support 2-4 story buildings. This design update scores better on the DAF than the Base Case shown here and much of ODOT’s 20% design is mirrored in the ICA’s Concept Scenario 1.

Environmental Assessment / Base Case, Connecting Green Spaces

Create a park and planted areas on the highway covers, improving the experience of crossing of I-5 and reducing exposure of nearby properties to noise and air pollution. The Base Case is provided for comparison and as a starting point for evaluating the other scenarios.

DAF Overview



Benefits, Challenges and Feasibility

Benefits:

1. Provides two locations for development on high-visibility streets.
2. Improves pedestrian and bike connectivity on the north (via connecting Hancock) and south (via the Clackamas ped/bike bridge) edges of the project area.

Challenges:

1. Creates a relatively low amount of land available for community control/use.
2. Park expected to be affected by air pollution, which limits its usefulness.
3. Focuses traffic on a few streets, making them larger, with more traffic, less opportunity for street parking, and larger and more complicated intersections for bikes, pedestrians, and vehicles.

Regulatory/Political Feasibility:

Unknown¹: The project is required to comply with a number of City of Portland plans and policies through the City's Design Review process, (for the Dixon Hancock Connection, development planning, coordination with AVT & their development partner, Edlen & Co., and civic open space design) which are unlikely to be approved without additional coordination and consensus-building.

¹ Feasibility is a combination of both technical and permitting feasibility. Technical feasibility was assessed at a high level for each conceptual development scenario and each scenario was assumed to be feasible; Work Session 2 will help determine which of these scenarios will be refined with more detailed technical vetting. Some aspects of the scenarios may change. Political and permitting feasibility of each conceptual scenario is unknown at this time. The City of Portland is the authority holding jurisdiction for policy compliance in the project area and when the City returns to the project, they can advise on permitting viability of each scenario.

Community Wealth			
Outcome	Measurement	Description	ICA Performance Assessment
Increase Community Ownership			high / medium / low performance
Land granted for community control	0.73 acres (32,000 SF)	One block park granted to community stewardship and control to support community events and adjacent community-oriented development; however, it is expected to be impacted by air pollution, which limits its usability for outdoor activities.	low
Land granted for community ownership	1.38 acres (60,000 SF)	One full block and one half block on the ground for community development.	low
Cost / Benefit <small>*Cost/benefit analysis applied to the two development scenarios presented in Work Session 2, not to the first five conceptual development scenarios.</small>			high / medium / low performance
Relative value of the development scenario to the historically harmed community	\$\$	Value of land granted to the historically harmed community.	
Cost of the development scenario	\$\$	Estimated cost of the development scenario.	
Length of time to begin construction	# of years	Description of time impacts.	

Community Wealth Land Uses Land granted to the community has the capacity to:			high / medium / low performance
Provide Housing	Number of potential homes / square feet	These development sites can support housing, but aren't in an ideal location: on fairly busy streets without parking or many amenities nearby. If housing is developed at this site, it could be a mix of affordable and market rate, ownership or rental, and residential and commercial mixed use.	medium
Support Black Businesses	Potential square feet	Development parcels are on high visibility streets on regularly-sized blocks, providing a good opportunity to support Black businesses. Two development parcels together can begin to form a business node, but would be stronger if more blocks were combined.	medium
Provide Education	Potential square feet	Education space could be on these development parcels and would have good visibility, the full block sites are flexible enough to accommodate training that can be combined with other uses. These sites aren't as good as others for the technology and vocational training the community prioritized in Work Session 1 because they don't have particularly good adjacency to the nearby industrial area or flexible workspace / yards.	low

Black text indicates an assessment performed at our current stage of development. **Gray text** indicates assessments that will be performed when we narrow our design options to 2 or 3.

Community Health			
Outcome	Measurement	Description	ICA Performance Assessment
Support Community Health			high / medium / low performance
Air quality	Distance in feet from I-5 ²	Development parcels are expected to have reduced exposure to air pollution compared to today. The new park is within 300' of I-5 and is expected to be affected by traffic-related pollutants. The Base Case cover also reduces the exposure to the Leftbank Building.	low
Noise	Distance in feet from I-5 or its on- & off-ramps	Building sites, park, and open spaces are expected to be affected by traffic noise from highway ramps and I-5.	low

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

² Baseline Assumption: expected increase in exposure to air pollution within 300' of an opening to I-5; sensitive uses assumed to be best located 300'-500' from an opening to I-5. The ICA team assumes that Air Quality Dispersion Modelling and a Health Risk Assessment will be completed to guide responsible development and management of air quality and noise exposure on the I-5 covers. More analysis is needed to confirm the community health assessments made in this report.

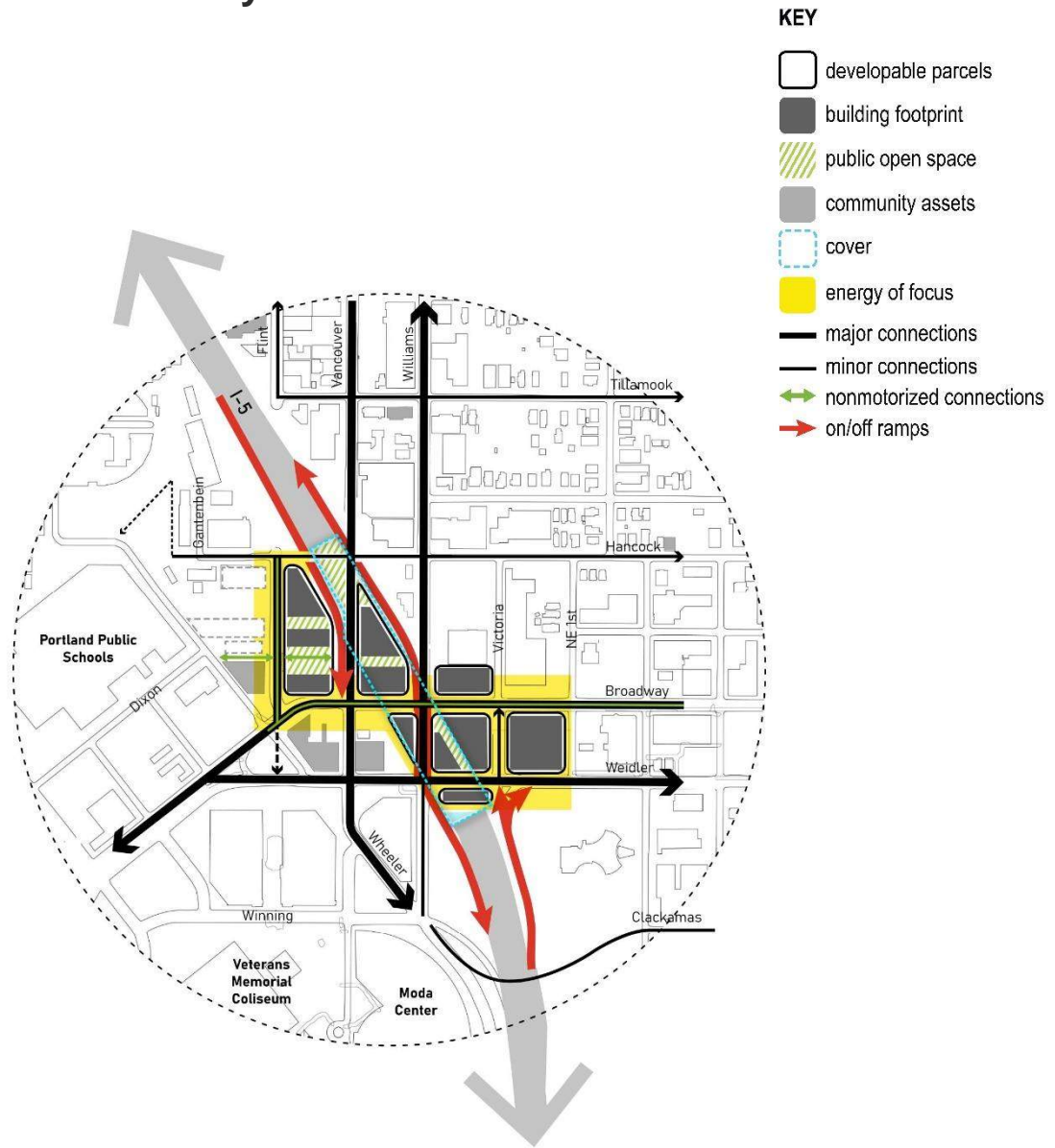
Community Cohesion		
Outcome	Description	ICA Performance Assessment
Community Cohesion Land Uses Land granted to the community has the capacity to:		high / medium / low performance
Provide space for the community to gather, indoors and out	Community development parcels can accommodate a large indoor gathering with good visibility on busy streets. Street parking is limited but there is opportunity for structured parking. Nearby transit and bike routes support this use. The parcel dedicated to park space is within 300' of I-5 and so expected to be affected by air pollution, which limits usefulness for outdoor gathering.	low
Opportunities to support the creation of Black cultural center: food, art, and culture, history	Community development parcels can accommodate cultural center with good visibility on busy streets. Street parking is limited but there is opportunity for structured parking. Nearby transit and bike routes support this use. The parcel dedicated to park space is within 300' of I-5 and so expected to be affected by air pollution, which could limit its usefulness for outdoor gathering that would support a cultural center.	medium
Markers like gateways, monuments, and public art that support Black identity in Lower Albina	The portals under the highway cover provide an opportunity for large-scale gateways into Albina that could support Black identity. The park space also provides opportunity for monuments and artwork that support Black identity, but limitations on gathering impact the opportunities to experience monuments and art located there. Full block developments could support large-scale murals.	medium
Support for Albina Vision Trust plan and projects	Albina Vision Trust's plan currently shows a large park along the waterfront and highway covers that support development. The development parcels in the EA support development, but the covers support a park and green spaces, which are redundant if there is a large park along the waterfront.	low

Mobility		
Outcome	Description	ICA Performance Assessment
Enhance Neighborhood Circulation		high / medium / low performance
Street network creates developable and accessible land parcels	This development scenario's circulation system creates no new developable parcels to support the community vision.	low
Direct and efficient networks – for all modes	This circulation system improves pedestrian and bike connectivity on the north (via connecting Hancock) and south (via the Clackamas ped/bike bridge) edges of the project area. Two primary streets available for north-south local traffic. Potential for more transit delay from concentrated traffic at key intersections. The northbound on-ramp location prevents sidewalk construction on the west side of Williams between Broadway and Hancock.	medium
Safe and comfortable – minimize conflicts	This circulation system provides more space and protection for pedestrians and bicyclists. However, ramp terminal locations create challenges for safe and comfortable pedestrian and bike movements. Complex five-way intersections at the southbound off-ramp terminal are undesirable for traffic performance and for pedestrians and bicyclists.	medium / low
Reduce complexity and confusion – make navigation logical	Counterflow section between Williams-Vancouver and Broadway-Weidler is not intuitive for pedestrians, bicyclists, or motorists, especially for first-time users.	low
Create neighborhood-scale streets	This scenario focuses traffic on a few streets, making them larger, with more traffic, less opportunity for street parking, and larger and more complicated intersections for bikes, pedestrians, and vehicles. Non-standard left-hand running lanes on Williams between Broadway and Weidler have large continuous footprint devoted to traffic to/from freeway ramps.	medium / low
Improve I-5 Function ³		
Improve safety on I-5	This scenario will add an auxiliary lane to the I-5 mainline, reducing conflict between entering and exiting ramp traffic between interchanges.	high
Reduce congestion on I-5	This scenario will add an auxiliary lane to the I-5 mainline, improving traffic operations in weaving sections between interchanges.	high

Black text indicates an assessment performed at our current stage of development. **Gray text** indicates assessments that will be performed when we narrow our design options to 2 or 3.

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

1. Flint / Broadway Boulevards

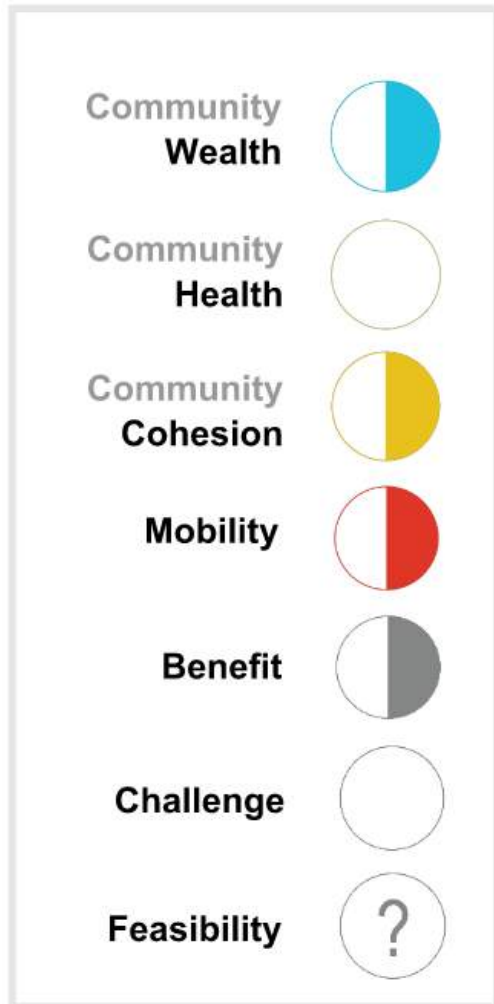


Concept Scenario 1 – Flint / Broadway Boulevards

Maximize the potential of the existing highway cover design to serve the community.
 Create larger sites for development and reinforce east/west I-5 crossings.

Concept Scenario 1 – Flint / Broadway Boulevards

DAF Overview



Benefits, Challenges, and Feasibility

Benefits:

1. Creates a moderate amount of land available for community control/use.
2. Prioritizes creating active streets along Broadway and Flint.

Challenges:

1. Several building sites are adjacent to I-5 or a highway ramp and are expected to be affected by traffic noise and air pollution.
2. Counterflow section between Williams-Vancouver and Broadway-Weidler is not intuitive for pedestrians, bicyclists, or motorists, especially for first-time users.

Regulatory/Political Feasibility:

Unknown⁴: The project is required to comply with a number of City of Portland plans and policies through the City's Design Review process, (for permitting bike and pedestrian access to Dixon via Flint and Hancock, development planning, coordination with AVT & their development partner, Edlen & Co., and civic open space design) which are unlikely to be approved without additional coordination and consensus-building.

⁴ Feasibility is a combination of both technical and permitting feasibility. Technical feasibility was assessed at a high level for each conceptual development scenario and each scenario was assumed to be feasible; Work Session 2 will help determine which of these scenarios will be refined with more detailed technical vetting. Some aspects of the scenarios may change. Political and permitting feasibility of each conceptual scenario is unknown at this time. The City of Portland is the authority holding jurisdiction for policy compliance in the project area and when the City returns to the project, they can advise on permitting viability of each scenario.

Development Assessment Framework – Scenario 1: Flint / Broadway Boulevards

Community Wealth			
Outcome	Measurement	Description	ICA Performance Assessment
Increase Community Ownership			high / medium / low performance
Land granted for community control	2.81 acres (122,450 SF)	NA	medium
Land granted for community ownership	4.26 acres (185,850 SF)	NA	medium
Cost / Benefit *Cost/benefit analysis applied to the two development scenarios presented in Work Session 2, not to the first five conceptual development scenarios			high / medium / low performance
Relative value of the development scenario to the historically harmed community	\$\$	Value of land granted to the historically harmed community.	
Cost of the development scenario	\$\$	Estimated cost of the development scenario.	
Length of time to begin construction	# of years	Description of time impacts.	

Community Wealth Land Uses Land granted to the community has the capacity to:			high / medium / low performance
Provide Housing	Number of potential homes / square feet	Housing is possible on many sites, but no sites provide an ideal housing location. North of Broadway, sites are expected to be affected by noise and pollution by adjacent highway ramps. Housing on Broadway and Weidler would be impacted by high-traffic streets serving I-5 access, but buffered from I-5 itself. Opportunity exists for townhomes, condos, and apartments with ground-level retail, cultural, education space or other community-serving uses.	low
Support Black Businesses	Potential square feet	Potential to create a commerce boulevard along Broadway and Weidler to support Black businesses on these high-visibility streets. Development sites on the highway covers contribute to a critical mass of commercial activity to support all businesses. Business frontage is limited by highway ramps that restrict business activity on sites north of Broadway.	medium
Provide Education	Potential square feet	Large central building on covers provides good opportunity for vocational and technical training. It offers flexible spaces that could be leased and controlled by the community. They are on high-visibility streets and have moderately close adjacency to industrial area, with highway ramps as moderate barriers.	medium

Black text indicates an assessment performed at our current stage of development. **Gray text** indicates assessments that will be performed when we narrow our design options to 2 or 3.

Community Health			
Outcome	Measurement	Description	ICA Performance Assessment
Support Community Health			high / medium / low performance
Air quality	Distance in feet from I-5 ⁵	The two building sites on the north and south of the cover and the building site on the ground furthest to the north are expected to be affected by air pollution from I-5.	low
Noise	Distance in feet from I-5 or its on- and off-ramps	All building sites north of Broadway abut one or two freeway ramps and are expected to be affected by traffic noise from those ramps. The buildings at the northernmost and southernmost edges of the cover are expected to be affected by noise from I-5.	low

Community Health Land Uses Land granted to the community has the capacity to:			high / medium / low performance
Provide access to fresh food through urban farming food distribution throughout the neighborhood	Buildings could support indoor food distribution; public open space to support this use is not provided in this development scenario.		low
Provide culturally responsive healthcare, including mental healthcare and health education	Buildings can support healthcare; some locations are expected to be affected by noise and air pollution from highway ramps, where more funding could be needed to develop buildings with soundproofing and air filtering to facilitate high-quality healthcare. High visibility sites along Broadway and Weidler are also possible healthcare sites; however, no parcels in this development scenario are ideal to support a healing environment.		medium
Space for recreation	Buildings can provide indoor recreation space; no outdoor recreation space is provided in this development scenario.		medium
Ability to meet Climate Action Goals and support community resilience to climate change	Description of sustainability potential of this development scenario and projected ability to meet climate action goals.		

Black text indicates an assessment performed at our current stage of development. **Gray text** indicates assessments that will be performed when we narrow our design options to 2 or 3.

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

Community Cohesion		
Outcome	Description	ICA Performance Assessment
Community Cohesion Land Uses Land granted to the community has the capacity to:		high / medium / low performance
Provide space for the community to gather, indoors and out	Community development parcels can accommodate a large indoor gathering with good visibility on busy streets. No outdoor gathering space is provided in this development scenario to support this use.	low
Opportunities to support the creation of Black cultural center: food, art, and culture, history	Community development parcels can accommodate cultural center with good visibility on busy streets. Street parking is limited but there is opportunity for structured parking. No outdoor event space is provided in this development scenario to support this use.	medium
Markers like gateways, monuments, and public art that support Black identity in Lower Albina	Markers of Black history and identity could line new boulevards on Flint and Broadway.	medium
Support for Albina Vision Trust (AVT) plan and projects	Full development on the covers supports AVT's plan. Housing across the street from their housing projects helps buffer the freeway and create a neighborhood atmosphere. AVT envisions dense development on the covers which is limited in this development scenario by irregular parcels.	medium

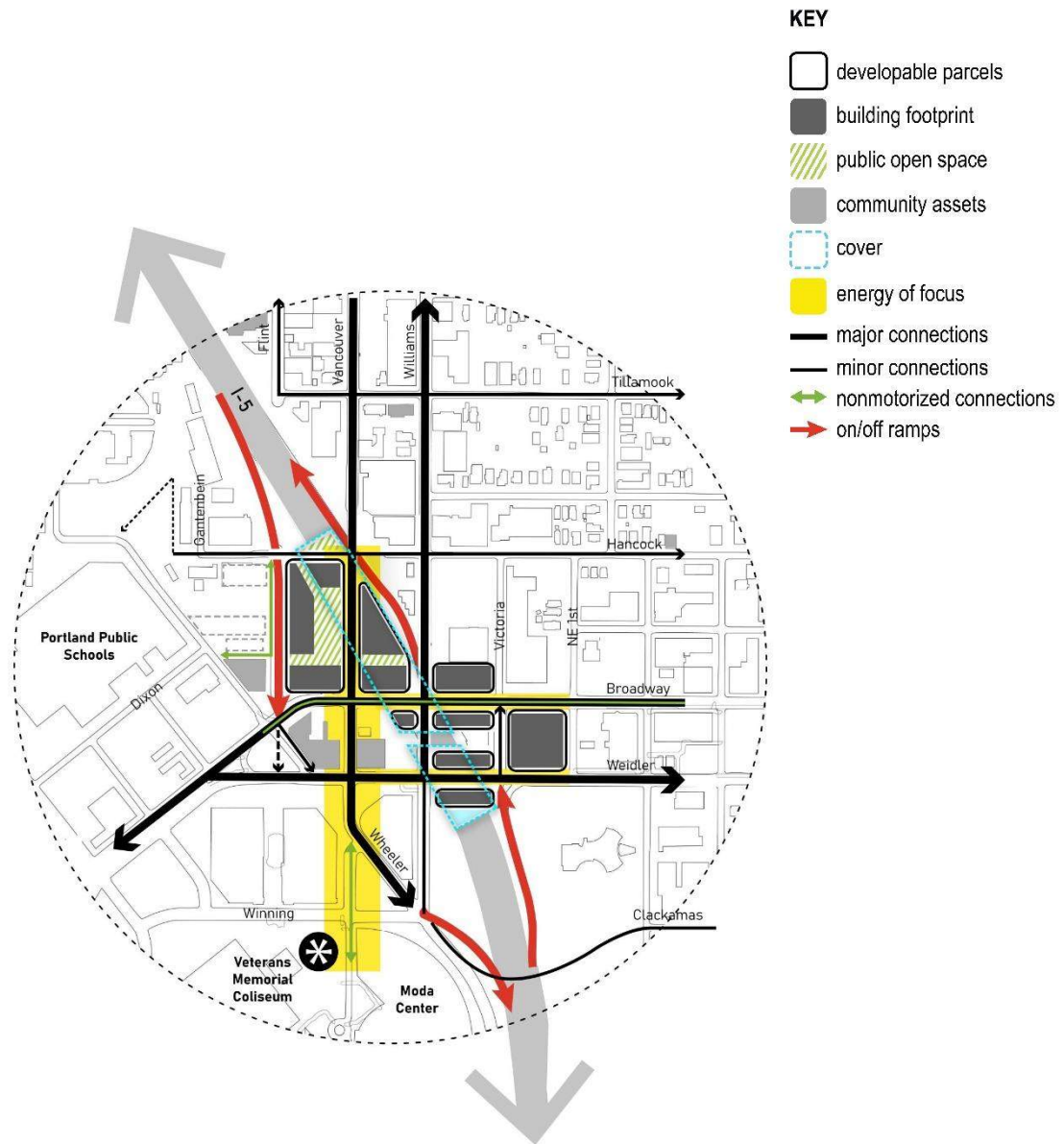
Black text indicates an assessment performed at our current stage of development. **Gray text** indicates assessments that will be performed when we narrow our design options to 2 or 3.

Mobility		
Outcome	Outcome	Outcome
Enhance Neighborhood Circulation		high / medium / low performance
Street network creates developable and accessible land parcels	Scenario improves shape and size of land parcels. Many parcel access points are on streets primarily carrying traffic to/from freeway ramps.	medium
Direct and efficient networks – for all modes	The Hancock – Flint route allows pedestrians and bicyclists to bypass the high-stress Broadway - Weidler - Vancouver - Williams “box.” Improved pedestrian and bike connectivity on the south edge of the project area with the Clackamas ped/bike bridge. Two primary streets (and a portion of Flint) available for north-south local traffic. Potential for more transit delay from concentrated traffic at key intersections. The northbound onramp location prevents sidewalk construction on the west side of Williams between Broadway and Hancock.	medium
Safe and comfortable – minimize conflicts	This circulation system provides more space and protection for pedestrians and bicyclists. However, ramp terminal locations create challenges for safe and comfortable pedestrian and bike movements. Complex five-way intersection at the southbound off-ramp terminal is undesirable for traffic performance and for pedestrians and bicyclists.	medium / low
Reduce complexity and confusion – make navigation logical	Counterflow section between Williams-Vancouver and Broadway-Weidler is not intuitive for pedestrians, bicyclists, or motorists, especially for first-time users.	low
Create neighborhood-scale streets	This scenario focuses traffic on a few streets, making them larger, with more traffic, less opportunity for street parking, and larger and more complicated intersections for bikes, pedestrians, and vehicles. Non-standard left-hand running lanes on Williams between Broadway and Weidler have large continuous footprint devoted to traffic to/from freeway ramps.	medium / low
Improve I-5 Function ⁶		high / medium / low performance
Improve safety on I-5	This scenario will add an auxiliary lane to the I-5 mainline, reducing conflict between entering and exiting ramp traffic between interchanges.	high
Reduce congestion on I-5	This scenario will add an auxiliary lane to the I-5 mainline, improving traffic operations in weaving sections between interchanges.	high

Black text indicates an assessment performed at our current stage of development. **Gray text** indicates assessments that will be performed when we narrow our design options to 2 or 3.

⁶ Initial assessments: these will be assessed in greater detail when we narrow our design options to 2 or 3.

2. Vancouver as Main Street

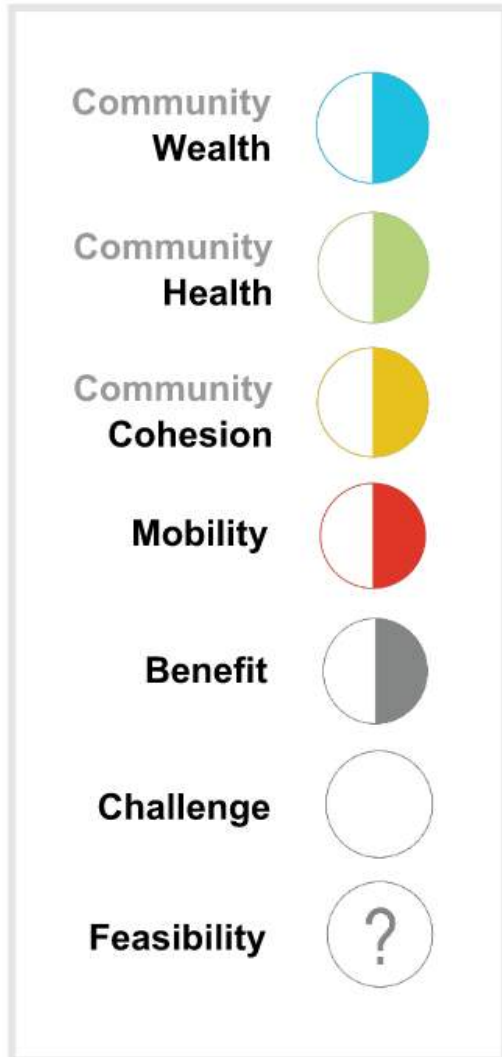


Concept Scenario 2 – Vancouver as Main Street

Relocate southbound off-ramp to improve opportunities for new development. Prioritize Vancouver as a signature street, connecting crowds convening at the Moda Center, Transit Center, and Veterans Memorial Coliseum to new community development on and around the highway cover.

Concept Scenario 2 – Vancouver as Main Street

DAF Overview



Benefits, Challenges, and Feasibility

Benefits:

1. Creates a moderate amount of land available for community control/use.
2. Prioritizes creating active streets along Broadway and Vancouver with a strong pedestrian connection to the Moda Center, Transit Center, and Veterans Memorial Coliseum.
3. Small, thin buildings on Broadway and Weidler are expected to be inexpensive to build and could provide small, affordable business space.

Challenges:

1. Several building sites are adjacent to I-5 or a highway ramp and are expected to be affected by traffic noise and air pollution.
2. The northbound on-ramp location prevents sidewalk construction on the west side of Williams between Broadway and Hancock.

Regulatory/Political Feasibility:

Unknown⁷: The project is required to comply with a number of City of Portland plans and policies through the City's Design Review process, (for permitting bike and pedestrian access to Dixon via Flint and Hancock, proposed buildings, coordination with AVT & their development partner, Edlen & Co., and permitting for moving the southbound off-ramp onto Flint, for example), which are unlikely to be approved without additional coordination and consensus-building.

⁷ Feasibility is a combination of both technical and permitting feasibility. Technical feasibility was assessed at a high level for each conceptual development scenario and each scenario was assumed to be feasible; Work Session 2 will help determine which of these scenarios will be refined with more detailed technical vetting. Some aspects of the scenarios may change. Political and permitting feasibility of each conceptual scenario is unknown at this time. The City of Portland is the authority holding jurisdiction for policy compliance in the project area and when the City returns to the project, they can advise on permitting viability of each scenario.

Community Wealth			
Outcome	Measurement	Description	ICA Performance Assessment
Increase Community Ownership			high / medium / low performance
Land granted for community control	3.23 acres (140,800 SF)	NA	medium
Land granted for community ownership	4.13 acres (180,200 SF)	NA	medium
Cost / Benefit *Cost/benefit analysis applied to the two development scenarios presented in Work Session 2, not to the first five conceptual development scenarios			high / medium / low performance
Relative value of the development scenario to the historically harmed community	\$\$	Value of land granted to the historically harmed community.	
Cost of the development scenario	\$\$	Estimated cost of the development scenario.	
Length of time to begin construction	# of years	Description of time impacts.	

Community Wealth Land Uses :and granted to the community has the capacity to:			high / medium / low performance
Provide Housing	Number of potential housing units / square feet	Housing is possible on many sites, but no sites provide an ideal housing location. North of Broadway, sites are expected to be affected by noise and pollution by adjacent highway ramps. Housing on Broadway and Weidler would be impacted by high-traffic streets serving I-5 access, but buffered from I-5 itself. Opportunity exists for townhomes, condos, and apartments with ground-level retail, cultural, education space or other community-serving uses.	low
Support Black Businesses	Potential square feet	Businesses possible on many sites, especially small, affordable businesses on covers. Creates pedestrian-friendly connection on Vancouver between covers and arena / transit center to support businesses with event and transit crowds. Not a large amount of area devoted to business in this scenario.	medium / low
Provide Education	Potential square feet	Education possible on many sites, especially larger site northwest of the Broadway-Vancouver intersection. Good adjacency to industrial area for vocational skills training, but highway ramps create a moderate barrier between these two locations.	medium

Black text indicates an assessment performed at our current stage of development. **Gray text** indicates assessments that will be performed when we narrow our design options to 2 or 3.

Community Health			
Outcome	Measurement	Description	ICA Performance Assessment
Support Community Health			high / medium / low performance
Air quality	Distance in feet from I-5 ⁸	Greater than 50% of the building sites are within 300' of an opening to I-5 and expected to be affected by air pollution.	low
Noise	Distance in feet from I-5 or its on- & off-ramps	Many building sites abut I-5 or a highway ramp and are expected to be affected by traffic noise.	low

Community Health Land Uses Land granted to the community has the capacity to:		high / medium / low performance
Provide access to fresh food through urban farming food distribution throughout the neighborhood	Buildings with adjacent green space along Vancouver provide high potential for food co-op, urban farming, events, and farmers' markets as well as take advantage of the improved Vancouver Avenue connection to Moda Center, Transit Center, and Veterans Memorial Coliseum.	high
Provide culturally responsive healthcare, including mental healthcare and health education	Healthcare could be provided on many sites in this development scenario and could benefit from the visibility of Broadway and Weidler as well as the more pedestrian friendly environment on Vancouver, which is expected to be quieter, greener, and less affected by noise and traffic pollution.	medium
Space for recreation	Buildings can provide indoor recreation space; outdoor recreation space is possible on the green space off Vancouver Avenue; however, parts of that space are expected to be affected by noise and air pollution.	medium
Ability to meet Climate Action Goals and support community resilience to climate change	Description of sustainability potential of this development scenario and projected ability to meet climate action goals.	

Black text indicates an assessment performed at our current stage of development. **Gray text** indicates assessments that will be performed when we narrow our design options to 2 or 3.

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

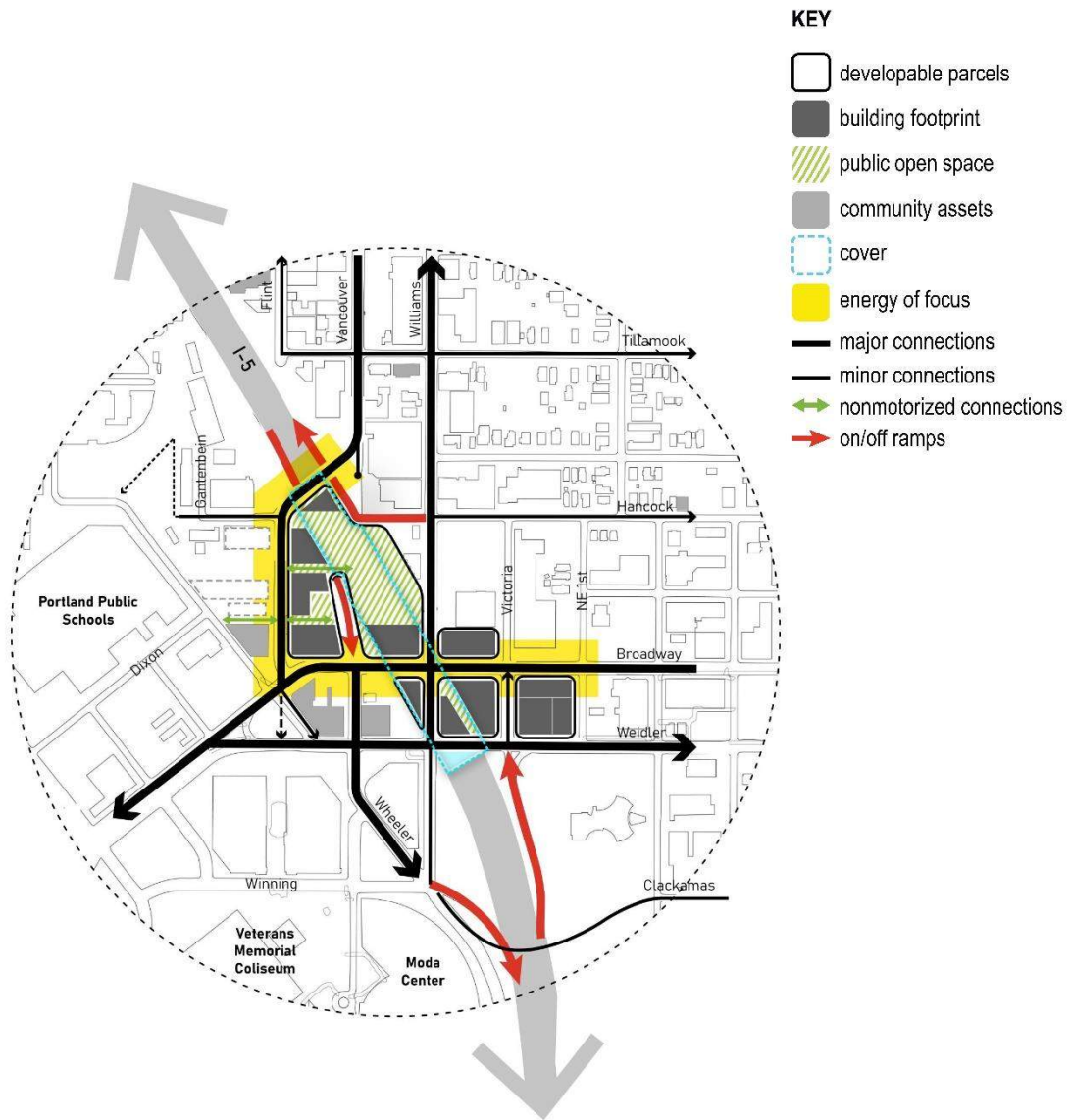
Community Cohesion		
Outcome	Description	ICA Performance Assessment
Community Cohesion Land Uses Land granted to the community has the capacity to:		high / medium / low performance
Provide space for the community to gather, indoors and out	Community development parcels can accommodate a large indoor gathering with good visibility on busy streets. Outdoor gathering space can support moderately sized neighborhood gatherings.	medium
Opportunities to support the creation of Black cultural center: food, art, and culture, history	High potential for cultural center to locate along central public open space for events with good visibility or in other locations along improved Vancouver Avenue.	medium
Markers like gateways, monuments, and public art that support Black identity in Lower Albina	Vancouver Avenue can provide a walkway of Black identity through art and historic signage that neighborhood visitors are likely to encounter as they leave the Moda Center, Transit Center, and Veterans Memorial Coliseum and walk north to food, art, and culture.	high
Support for Albina Vision Trust (AVT) plan and projects	Partial development on the covers partially supports AVT’s plan. Creates active connection to their planned center of activity near waterfront. Negatively impacts AVT’s housing projects by converting Flint to a highway ramp nearby.	low

Mobility		
Outcome	Outcome	Outcome
Enhance Neighborhood Circulation		high / medium / low performance
Street network creates developable and accessible land parcels	Scenario improves shape and size of land parcels and allows access from the local street network. The new southbound ramp on Flint results in increased traffic passing existing development.	medium
Direct and efficient networks – for all modes	The Hancock – Flint route allows pedestrians and bicyclists a circuitous route to bypass the high-stress Broadway - Weidler - Vancouver - Williams “box.” Improved pedestrian and bike connectivity on the south edge of the project area with the Clackamas ped/bike bridge. Two primary streets available for north-south local traffic. Potential for reduced southbound transit delay by moving the southbound off-ramp to Flint. The northbound on-ramp location prevents sidewalk construction on the west side of Williams between Broadway and Hancock.	medium
Safe and comfortable – minimize conflicts	This circulation system provides more space and protection for pedestrians and bicyclists. It reduces some conflicts with ramp terminal locations for pedestrians, bicyclists, and freeway users by relocating the southbound off-ramp terminal and removing the complex five-way intersection at Broadway & Vancouver. Northbound on-ramp high-speed entrance encourages both high car/truck speeds on Williams and jaywalking.	low
Reduce complexity and confusion – make navigation logical	This option removes the counterflow section of Williams between Broadway and Weidler and the complex five-way intersection at Broadway & Vancouver, creating a more intuitive local street network. Vancouver and Williams provide legible north-south one-way couplet for local traffic.	medium
Create neighborhood-scale streets	This scenario disperses traffic to more streets with the potential to simplify traffic operations and an opportunity to reduce street widths and make intersections smaller. The long southbound off-ramp (and portal) creates some barriers to neighborhood connectivity.	medium
Improve I-5 Function ⁹		high / medium / low performance
Improve safety on I-5	This scenario will add an auxiliary lane to the I-5 mainline, reducing conflict between entering and exiting ramp traffic between interchanges. The southbound off-ramp will be aligned to provide the same auxiliary lane lengths as in the EA design.	high
Reduce congestion on I-5	This scenario will add an auxiliary lane to the I-5 mainline, improving traffic operations in weaving sections between interchanges.	high

Black text indicates an assessment performed at our current stage of development. **Gray text** indicates assessments that will be performed when we narrow our design options to 2 or 3.

⁹ Initial assessments: these will be assessed in greater detail when we narrow our design options to 2 or 3.

3. Flint as Main Street

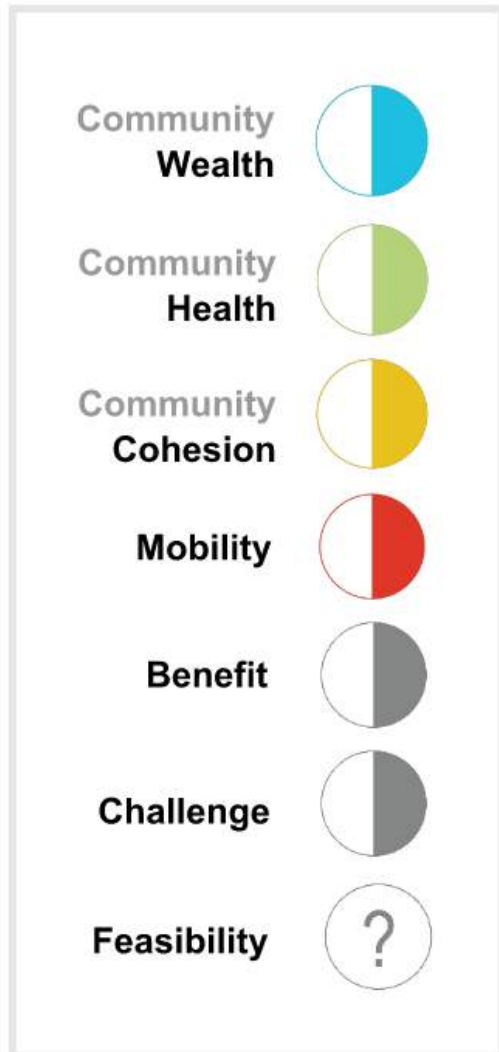


Concept Scenario 3 – Flint as Main Street

Build a cover to improve connections and minimize the effect of highway ramps on new development sites. Support active streets along Flint and Broadway. Create a civic space at the north end of the cover.

Concept Scenario 3 – Flint as Main Street

DAF Overview



Benefits, Challenges, and Feasibility

Benefits:

1. Creates a moderate amount of land available for community control/use and a civic space.
2. Prioritizes creating active streets along Broadway and Flint.

Challenges:

1. Several building sites as well as the civic space are adjacent to I-5 or a highway ramp and are expected to be affected by traffic noise and air pollution.
2. Hancock is disconnected across the cover for this scenario and does not allow pedestrians and bicyclists to bypass the high-stress Broadway - Weidler - Vancouver - Williams "box."

Regulatory/Political Feasibility:

Unknown¹⁰: The project is required to comply with a number of City of Portland plans and policies through the City's Design Review process, (for permitting bike and pedestrian access to Dixon via Flint and Hancock, permitting Vancouver to Flint realignment, development plans, permitting for access to properties west of Williams on Hancock, coordination with AVT & their development partner, Edlen & Co., and require coordination with Leftbank and TriMet at Wheeler and Flint for example), which are unlikely to be approved without additional coordination and consensus-building.

¹⁰ Feasibility is a combination of both technical and permitting feasibility. Technical feasibility was assessed at a high level for each conceptual development scenario and each scenario was assumed to be feasible; Work Session 2 will help determine which of these scenarios will be refined with more detailed technical vetting. Some aspects of the scenarios may change. Political and permitting feasibility of each conceptual scenario is unknown at this time. The City of Portland is the authority holding jurisdiction for policy compliance in the project area and when the City returns to the project, they can advise on permitting viability of each scenario.

Community Wealth			
Outcome	Measurement	Description	ICA Performance Assessment
Increase Community Ownership			high / medium / low performance
Land granted for community control	3.08 acres (134,600 SF)	NA	medium
Land granted for community ownership	4.71 acres (205,220 SF)	NA	medium
Cost / Benefit *Cost/benefit analysis applied to the two development scenarios presented in Work Session 2, not to the first five conceptual development scenarios			high / medium / low performance
Relative value of the development scenario to the historically harmed community	\$\$	Value of land granted to the historically harmed community.	
Cost of the development scenario	\$\$	Estimated cost of the development scenario.	
Length of time to begin construction	# of years	Description of time impacts.	

Community Wealth Land Uses Land granted to the community has the capacity to:			high / medium / low performance
Provide Housing	Number of potential housing units / square feet	Residential could benefit from the anticipated surrounding community open space but is expected to be affected by noise and pollution from highway ramps. Residential has good opportunity on Broadway, 500' from I-5, less opportunity on Weidler which is closer to I-5. Opportunity exists for townhomes, condos, and apartments with ground-level retail, cultural, education space or other community-serving uses.	medium
Support Black Businesses	Potential square feet	Potential to create critical mass of commercial Black businesses supported by potential activity from an open space that could hold community events and housing.	high
Provide Education	Potential square feet	Opportunity for education on most blocks; technical/vocational training could make use of outdoor public open space and on Flint would have good adjacency to industrial area.	high

Black text indicates an assessment performed at our current stage of development. **Gray text** indicates assessments that will be performed when we narrow our design options to 2 or 3.

Community Health			
Outcome	Measurement	Description	ICA Performance Assessment
Support Community Health			high / medium / low performance
Air quality	Distance in feet from I-5 ¹¹	Community open space is adjacent to I-5 and expected to be affected by air pollution to the north; commercial buildings at southernmost edge of cover expected to be affected by air pollution.	low
Noise	Distance in feet from I-5 or its on- & off-ramps	Open space and buildings near ramps and I-5 expected to be affected by traffic noise. Buildings on Broadway are likely to be quieter.	low

Community Health Land Uses Land granted to the community has the capacity to:		high / medium / low performance
Provide access to fresh food through urban farming food distribution throughout the neighborhood	Buildings could support food distribution, and public open space supports this use for spill-over event space, urban farming, community gardens, and farmers' markets. Open space is expected to be affected by noise and pollution from I-5 to the north and highway ramps to the east and west.	medium
Provide culturally responsive healthcare, including mental healthcare and health education	Buildings could support healthcare uses; public open space can support this use by creating a soft, calm environment and potential for healing gardens. Buildings and open space are expected to be affected by noise and pollution from I-5 to the north and highway ramps to the east and west.	medium
Space for recreation	Buildings can provide indoor recreation space, public open space can provide outdoor recreation space. Open space is expected to be affected by noise and pollution from I-5 to the north and highway ramps to the east and west.	medium
Ability to meet Climate Action Goals and support community resilience to climate change	Description of sustainability potential of this development scenario and projected ability to meet climate action goals.	

Black text indicates an assessment performed at our current stage of development. **Gray text** indicates assessments that will be performed when we narrow our design options to 2 or 3.

¹¹ Baseline Assumption: expected increase in exposure to air pollution within 300' of an opening to I-5; sensitive uses assumed to be best located 300'-500' from an opening to I-5. The ICA team assumes that Air Quality Dispersion Modelling and a Health Risk Assessment will be completed to guide responsible development and management of air quality and noise exposure on the I-5 covers. More analysis is needed to confirm the community health assessments made in this report.

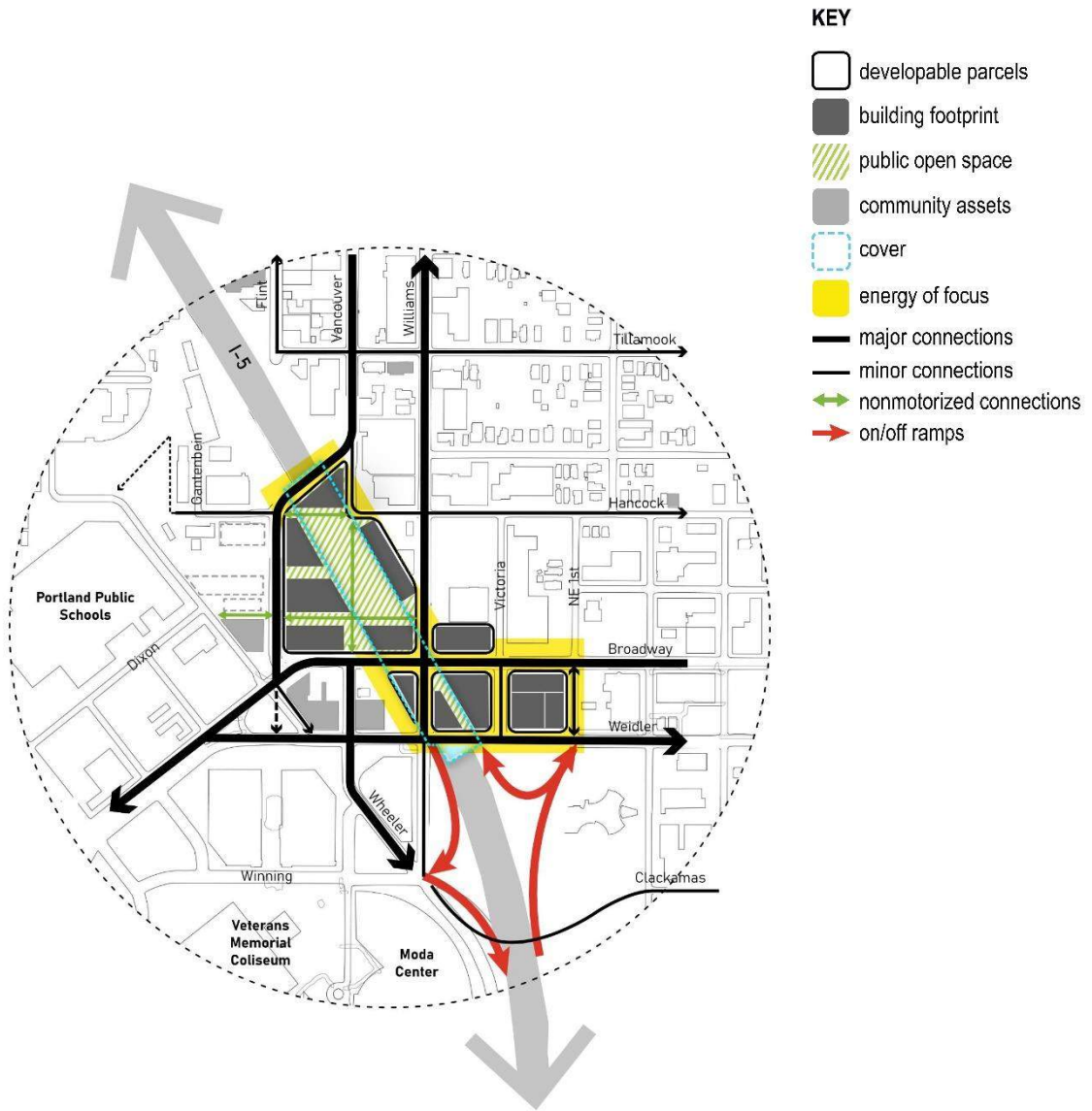
Community Cohesion		
Outcome	Description	ICA Performance Assessment
Community Cohesion Land Uses Land granted to the community has the capacity to:		high / medium / low performance
Provide space for the community to gather, indoors and out	Community development parcels can accommodate a large indoor gathering with good visibility on busy streets. Outdoor open space can support community gatherings; air and noise effects are expected from highway ramps on either side.	medium
Opportunities to support the creation of Black cultural center: food, art, and culture, history	High potential for cultural center to locate along central public open space for events or at northern edge of cover to look out over the neighborhood; air and noise effects are expected from highway ramps on either side.	medium
Markers like gateways, monuments, and public art that support Black identity in Lower Albina	Central open space can provide a nexus of Black identity through celebrations, art, and historic signage, but limited in its utility by highway ramps and lack of visibility from streets.	medium
Support for Albina Vision Trust (AVT) plan and projects	Partial development on the covers partially supports AVT's plan. Housing across the street from their housing projects helps buffer the freeway and create a neighborhood atmosphere, but housing here would be affected by highway ramps.	medium

Mobility		
Outcome	Outcome	Outcome
Enhance Neighborhood Circulation		high / medium / low performance
Street network creates developable and accessible land parcels	Scenario improves shape and size of land parcels and allows access from the local street network. The realignment of Vancouver will result in some increased traffic passing existing development.	medium
Direct and efficient networks – for all modes	Hancock is disconnected across the cover for this scenario and does not allow pedestrians and bicyclists to bypass the high-stress Broadway - Weidler - Vancouver - Williams “box.” Improved pedestrian and bike connectivity on the south edge of the project area with the Clackamas ped/bike bridge. Two primary streets available for north-south local traffic. The realignment of Vancouver takes southbound bicyclists and southbound transit out of direction and introduces a number of turns to return to their routes along Wheeler into the Rose Quarter. The northbound on-ramp leaving from Hancock allows sidewalk construction on the west side of Williams between Broadway and Hancock.	low
Safe and comfortable – minimize conflicts	This circulation system provides more space and protection for pedestrians and bicyclists. It reduces conflicts with ramp terminal locations for pedestrians, bicyclists, and freeway users by relocating the northbound on-ramp and removing the complex five-way intersection at Broadway & Vancouver. Southbound bicyclists headed to the Broadway Bridge avoid interactions with the ramp terminals. This configuration matches the existing function of Flint. The alignment of the northbound on-ramp with Hancock may require traffic calming on Hancock east of Williams to reduce the potential for cut-through traffic.	high
Reduce complexity and confusion – make navigation logical	This option removes the counterflow section of Williams between Broadway and Weidler and the complex five-way intersection at Broadway & Vancouver, creating a more intuitive local street network. However, this scenario moves Vancouver away from a standard grid configuration. Vancouver / Flint and Williams provide legible north-south one-way couplet for local traffic. Additional travel in neighborhood (along Williams) required for motorists to access northbound on-ramp. All intersections have standard geometric designs familiar to users of all modes.	medium
Create neighborhood-scale streets	This scenario disperses traffic to more streets with the potential to simplify traffic operations and an opportunity to reduce street widths and make intersections smaller. The southbound off-ramp (and portal) creates a barrier obstructing neighborhood connectivity.	medium
Improve I-5 Function ¹²		high / medium / low performance
Improve safety on I-5	This scenario will add an auxiliary lane to the I-5 mainline, reducing conflict between entering and exiting ramp traffic between interchanges. The northbound on-ramp will be aligned to provide the same auxiliary lane lengths as in the EA design.	high
Reduce congestion on I-5	This scenario will add an auxiliary lane to the I-5 mainline, improving traffic operations in weaving sections between interchanges.	high

Black text indicates an assessment performed at our current stage of development. **Gray text** indicates assessments that will be performed when we narrow our design options to 2 or 3.

¹² Initial assessments: these will be assessed in greater detail when we narrow our design options to 2 or 3.

4. Cultural Center on Cover



Concept Scenario 4 – Cultural Center on the Cover

Move highway ramps south to make a continuous cover with reduced exposure to traffic noise and pollution. Create a central civic space surrounded by development parcels to be controlled/programmed by the community.

Concept Scenario 4 – Center on the Cover

DAF Overview



Benefits, Challenges, and Feasibility

Benefits:

1. Creates a relatively high amount of land available for community control/use and a large civic space to support community events and recreation.
2. Prioritizes creating active streets throughout the cover area, improving the pedestrian environment, and supporting potential future businesses.
3. Relocating highway ramps to the south expected to reduce exposure of cover to noise and pollution.

Challenges:

1. Less buildable area than shown in concept scenario 5.
2. Ramp relocation impacts

Regulatory/Political Feasibility:

Unknown¹³: The project is required to comply with a number of City of Portland plans and policies through the City's Design Review process, (for permitting bike and pedestrian access to Dixon and Hancock, permitting for traffic from Vancouver to Flint, development plans, alterations to Crowne Plaza Hotel property, access and egress to events at the Moda Center, coordination with AVT & their development partner, Edlen & Co., and require coordination with Leftbank and TriMet at Wheeler and Flint for example), which are unlikely to be approved without additional coordination and consensus-building.

¹³ Feasibility is a combination of both technical and permitting feasibility. Technical feasibility was assessed at a high level for each conceptual development scenario and each scenario was assumed to be feasible; Work Session 2 will help determine which of these scenarios will be refined with more detailed technical vetting. Some aspects of the scenarios may change. Political and permitting feasibility of each conceptual scenario is unknown at this time. The City of Portland is the authority holding jurisdiction for policy compliance in the project area and when the City returns to the project, they can advise on permitting viability of each scenario.

Community Wealth			
Outcome	Measurement	Description	ICA Performance Assessment
Increase Community Ownership			high / medium / low performance
Land granted for community control	3.09 acres (134,600 SF)	High amount of land granted, but less developed in this conceptual scenario than in conceptual scenario #5.	medium
land granted for community ownership	5.14 acres (223,900 SF)	NA	high
Cost / Benefit *Cost/benefit analysis applied to the two development scenarios presented in Work Session 2, not to the first five conceptual development scenarios			high / medium / low performance
Relative value of the development scenario to the historically harmed community	\$\$	Value of land granted to the historically harmed community.	
Cost of the development scenario	\$\$	Estimated cost of the development scenario.	
Length of time to begin construction	# of years	Description of time impacts.	

Community Wealth Land Uses Land granted to the community has the capacity to;			high / medium / low performance
Provide Housing	Number of potential housing units / square feet	Residential surrounding community open space supports a neighborhood along Flint Street and adds activity to Broadway and Weidler. Opportunity exists for townhomes, condos, and/or apartments with ground-level retail, cultural, education space or other community-serving uses.	high
Support Black Businesses	Potential square feet	Potential to create critical mass of commercial Black businesses supported by potential activity from an open space that could hold community events and housing.	high
Provide Education	Potential square feet	Opportunity for education on most blocks; technical/vocational training could make use of outdoor public open space.	high

Black text indicates an assessment performed at our current stage of development. **Gray text** indicates assessments that will be performed when we narrow our design options to 2 or 3.

Community Health			
Outcome	Measurement	Description	ICA Performance Assessment
Support Community Health			high / medium / low performance
Air quality	Distance in feet from I-5 ¹⁴	Development sites 300' from I-5 are expected to have better air quality; buildings at southernmost edge of cover expected to be affected by traffic pollution. Moving ramps south of Broadway helps buffer the center of the cover.	medium
Noise	Distance in feet from I-5 or its on- & off-ramps	Buildings closest to edges of cover expected to be affected by traffic noise. Moving ramps south of Broadway helps buffer the center of the cover.	medium

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

Black text indicates an assessment performed at our current stage of development. **Gray text** indicates assessments that will be performed when we narrow our design options to 2 or 3.

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

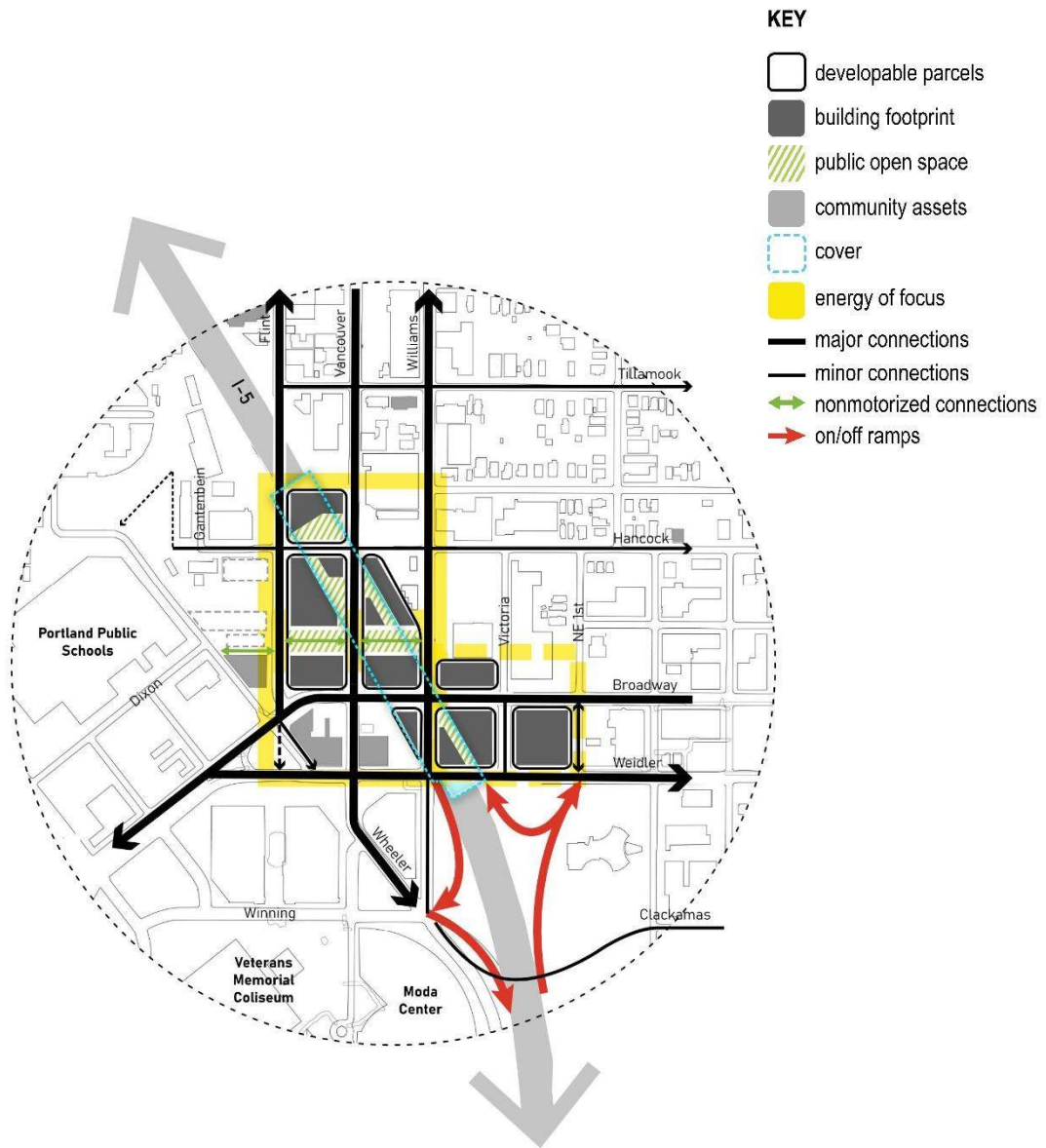
Community Cohesion		
Outcome	Description	ICA Performance Assessment
Community Cohesion Land Uses Land granted to the community has the capacity to:		high / medium / low performance
Provide space for the community to gather, indoors and out	Community development parcels can accommodate a large indoor gathering with good visibility on busy streets. Outdoor gathering space can support community gatherings.	high
Opportunities to support the creation of Black cultural center: food, art, and culture, history	High potential for cultural center to locate along central public open space for events or at northern edge of cover to look out over the neighborhood.	high
Markers like gateways, monuments, and public art that support Black identity in Lower Albina	Central open space can provide a large nexus of Black identity through celebrations, art, and historic signage.	high
Support for Albina Vision Trust (AVT) plan and projects	Full development on the covers supports AVT’s plan. Housing across the street from their housing projects helps buffer the freeway and creates a neighborhood atmosphere. AVT envisions dense development on the covers which is supported by large, flexible development parcels created by moving the ramps south.	high

Mobility		
Outcome	Outcome	Outcome
Enhance Neighborhood Circulation		high / medium / low performance
Street network creates developable and accessible land parcels	Scenario improves shape and size of land parcels and allows access from the local street network. The realignment of Vancouver will result in some increased traffic passing existing development.	high
Direct and efficient networks – for all modes	Greenway connections of Hancock between Vancouver and Flint allow pedestrians and bicyclists to bypass the high-stress Broadway - Weidler - Vancouver - Williams "box." Improved pedestrian and bike connectivity on the south edge of the project area with the Clackamas ped/bike bridge. Two primary streets available for north-south local traffic. The realignment of Vancouver takes southbound transit out of direction and introduces a number of turns to return to their routes along Wheeler into the Rose Quarter. Southbound pedestrians and bicyclists will rely on a greenway connection cultural center, which will require design of several challenging transitions and crossings.	medium
Safe and comfortable – minimize conflicts	This circulation system provides more space and protection for pedestrians and bicyclists. This scenario moves all ramp terminals out of the "box," greatly improving intersection safety and reducing turning conflicts for bikes and pedestrians.	high
Reduce complexity and confusion – make navigation logical	This option returns the circulation system to a more intuitive local street network. All intersections have standard geometric designs familiar to users of all modes. However, this scenario moves Vancouver away from a standard grid configuration. Vancouver / Flint and Williams provide legible north-south one-way couplet for local traffic.	medium
Create neighborhood-scale streets	Freeway access traffic wholly routed south of Broadway; streets north of Broadway can be devoted to local-facing traffic. This scenario disperses freeway traffic and likely creates an opportunity to reduce intersection scale throughout the project area, creating more pedestrian and bike centered design elements.	high
Improve I-5 Function ¹⁵		high / medium / low performance
Improve safety on I-5	This scenario will add an auxiliary lane to the I-5 mainline, reducing conflict between entering and exiting ramp traffic between interchanges. Auxiliary lane lengths north of Broadway / Weidler are greater than those in the EA design.	high
Reduce congestion on I-5	This scenario will add an auxiliary lane to the I-5 mainline, improving traffic operations in weaving sections between interchanges.	high

Black text indicates an assessment performed at our current stage of development. **Gray text** indicates assessments that will be performed when we narrow our design options to 2 or 3.

¹⁵ Initial assessments: these will be assessed in greater detail when we narrow our design options to 2 or 3.

5. Restore the Grid



Concept Scenario 5 – Restore the Grid

Move highway ramps south to make a continuous cover, maximize development potential, reduce exposure to traffic noise and pollution, and improve pedestrian and bike travel.

Concept Scenario 5 – Restore the Grid

DAF Overview



Benefits, Challenges, and Feasibility

Benefits:

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

Challenges:

1. Smaller civic space relative to other scenarios limits its capacity to support all types and sizes of community events and recreation.

Regulatory/Political Feasibility:

Unknown¹⁶: The project is required to comply with a number of City of Portland plans and policies through the City's Design Review process, (for permitting bike and pedestrian access to Dixon and Hancock, permitting for traffic from Vancouver to Flint, development plans, alterations to Crowne Plaza Hotel property, access and egress to events at the Moda Center, coordination with AVT and their development partner, Edlen & Co., and require coordination with Leftbank and TriMet at Wheeler and Flint for example), which are unlikely to be approved without additional coordination and consensus-building.

¹⁶ Feasibility is a combination of both technical and permitting feasibility. Technical feasibility was assessed at a high level for each conceptual development scenario and each scenario was assumed to be feasible; Work Session 2 will help determine which of these scenarios will be refined with more detailed technical vetting. Some aspects of the scenarios may change. Political and permitting feasibility of each conceptual scenario is unknown at this time. The City of Portland is the authority holding jurisdiction for policy compliance in the project area and when the City returns to the project, they can advise on permitting viability of each scenario.

Community Wealth			
Outcome	Measurement	Description	ICA Performance Assessment
Increase Community Ownership			high / medium / low performance
Land granted for community control	3.15 acres (137,140 SF)	High amount of land granted to community control, ability to develop much of that land.	high
Land granted for community ownership	5.14 acres (223,900 SF)	NA	high
Cost / Benefit *Cost/benefit analysis applied to the two development scenarios presented in Work Session 2, not to the first five conceptual development scenarios			high / medium / low performance
Relative value of the development scenario to the historically harmed community	\$\$	Value of land granted to the historically harmed community.	
Cost of the development scenario	\$\$	Estimated cost of the development scenario.	
Length of time to begin construction	# of years	Description of time impacts.	

Community Wealth Land Uses Land granted to the community has the capacity to:			high / medium / low performance
Provide Housing	Number of potential housing units / square feet	Residential surrounding community open space supports a neighborhood along Flint Street and adds activity to Broadway and Weidler. Opportunity exists for townhomes, condos, and/or apartments with ground-level retail, cultural, education space or other community-serving uses.	high
Support Black Businesses	Potential square feet	Potential to create critical mass of commercial Black businesses supported by potential activity from an open space that could hold community events and housing.	high
Provide Education	Potential square feet	Opportunity for education on most blocks; technical/vocational training could make use of outdoor public open space to showcase tech projects.	high

Black text indicates an assessment performed at our current stage of development. **Gray text** indicates assessments that will be performed when we narrow our design options to 2 or 3.

Community Health			
Outcome	Measurement	Description	ICA Performance Assessment
Increase Community Ownership			high / medium / low performance
Air quality	Distance in feet from I-5 ¹⁷	Development sites 300' from I-5 are expected to have better air quality; buildings at southernmost edge of cover expected to be affected by traffic pollution. Moving ramps south of Broadway helps buffer the center of the cover.	medium
Noise	Distance in feet from I-5 or its on- & off-ramps	Buildings closest to edges of cover expected to be affected by traffic noise. Moving ramps south of Broadway helps buffer the center of the cover.	medium
Community Health Land Uses Land granted to the community has the capacity to:			high / medium / low performance
Provide access to fresh food through urban farming food distribution throughout the neighborhood	Buildings could support food preparation and distribution while public open space could support associated event space, urban farming, community gardens, and farmers' markets. Potential to locate these activities near center of cover to reduce their anticipated exposure to noise and air pollution.		high
Provide culturally responsive healthcare, including mental healthcare and health education	Buildings could support healthcare uses; public open space can support this use by creating a soft, calm environment and potential for healing gardens. Potential to locate these uses near center of cover to reduce their anticipated exposure to noise and air pollution.		high
Space for recreation	Buildings can provide indoor recreation space; public open space could provide outdoor recreation space. Potential to locate this use near center of cover to reduce its anticipated exposure to noise and air pollution.		medium
Ability to meet Climate Action Goals and support community resilience to climate change	Description of sustainability potential of this development scenario and projected ability to meet climate action goals.		

Black text indicates an assessment performed at our current stage of development. **Gray text** indicates assessments that will be performed when we narrow our design options to 2 or 3.

¹⁷ Baseline Assumption: expected increase in exposure to air pollution within 300' of an opening to I-5; sensitive uses assumed to be best located 300'-500' from an opening to I-5. The ICA team assumes that Air Quality Dispersion Modelling and a Health Risk Assessment will be completed to guide responsible development and management of air quality and noise exposure on the I-5 covers. More analysis is needed to confirm the community health assessments made in this report.

Community Cohesion		
Outcome	Description	ICA Performance Assessment
Community Cohesion Land Uses Land granted to the community has the capacity to:		high / medium / low performance
Provide space for the community to gather, indoors and out	Community development parcels can accommodate a large indoor gathering with good visibility on busy streets. Outdoor gathering space can support community gatherings.	high
Opportunities to support the creation of Black cultural center: food, art, and culture, history	High potential for cultural center to locate along central public open space for events or at northern edge of cover to look out over the neighborhood.	high
Markers like gateways, monuments, and public art that support Black identity in Lower Albina	Central open space can provide a nexus of Black identity through celebrations, art, and historic signage. Capacity of this open space is lower than in Conceptual Scenario 4.	medium
Support for Albina Vision Trust (AVT) plan and projects	Full development on the covers supports AVT’s plan. Housing across the street from their housing projects helps buffer the freeway and creates a neighborhood atmosphere. AVT envisions dense development on the covers which is supported by large, flexible development parcels created by moving the ramps south.	high

Mobility		
Outcome	Outcome	Outcome
Enhance Neighborhood Circulation		high / medium / low performance
Street network creates developable and accessible land parcels	Scenario improves shape and size of land parcels and allows access from the local street network.	high
Direct and efficient networks – for all modes	Hancock – Flint route allows cyclists to bypass high-stress Broadway - Weidler - Vancouver - Williams “box.” This scenario recreates the street grid and provides the most direct and complete network for pedestrians, bicyclists, transit, and local traffic circulation. There are three primary streets available for north-south local traffic circulation. Improved pedestrian and bike connectivity on the south edge of the project area with the Clackamas ped/bike bridge. Potential for reduced southbound transit delay by shifting traffic out of the “box.” Impacts on northbound transit will need to be studied and addressed.	high
Safe and comfortable – minimize conflicts	This scenario moves all ramp terminals out of the “box,” greatly improving intersection safety and reducing turning conflicts for bikes and pedestrians. This circulation system provides more space and protection for pedestrians and bicyclists.	high
Reduce complexity and confusion – make navigation logical	This option returns the circulation system to a more intuitive local street network and emphasizes a strong and legible street grid with good local connectivity. All intersections have standard geometric designs familiar to users of all modes.	high
Create neighborhood-scale streets	Freeway access traffic wholly routed south of Broadway; streets north of Broadway can be devoted to local-facing traffic. This scenario disperses freeway traffic and likely creates an opportunity to reduce intersection scale throughout the project area, creating more pedestrian and bike centered design elements.	high
Improve I-5 Function ¹⁸		high / medium / low performance
Improve safety on I-5	This scenario will add an auxiliary lane to the I-5 mainline, reducing conflict between entering and exiting ramp traffic between interchanges. Auxiliary lane lengths north of Broadway / Weidler are greater than those in the EA design.	high
Reduce congestion on I-5	This scenario will add an auxiliary lane to the I-5 mainline, improving traffic operations in weaving sections between interchanges.	high

Black text indicates an assessment performed at our current stage of development. **Gray text** indicates assessments that will be performed when we narrow our design options to 2 or 3.

¹⁸ Initial assessments: these will be assessed in greater detail when we narrow our design options to 2 or 3.

Assessments Overview

DEVELOPMENT ASSESSMENT FRAMEWORK

	Benefits	Challenges	Feasibility	Community Wealth	Community Health	Community Cohesion	Mobility
EA							
1							
2							
3							
4							
5							

Appendix A: Development Assessment Framework Contract Tasks

Task 2.1.3 Test of Development Assessment Framework

Consultant shall test the Development Assessment Framework, as updated, by applying it to the Project in order to:

- Refine the community values and vision criteria and confirm the Development Scenarios to be tested in Task 2.2.
- Work with the APD and ESC as needed to allow the Agency, with input from the ESC, to adopt draft criteria to evaluate the Development Scenarios in Task 2.2.
- Apply criteria to assess the existing Project and the Project API to discover where anticipated.
- Project improvements might be needed.
- Seek APD and ESC input on the Development Assessment Framework and, based on anticipated improvements derived through the Development Assessment Framework, Consultant shall recommend the scope for each of the Development Scenarios in Task 2.2.

Consultant shall prepare a draft and final written memorandum (the “**Development Assessment Framework Testing Results Memorandum**”) summarizing the Consultant’s testing Services under this Task 2.1.3, that includes the draft criteria to evaluate the Development Scenarios, the findings from the test of the Development Assessment Framework and the Consultant’s recommended scope for the Development Scenarios.

Task 2.2.2 Development Scenarios Evaluation

Consultant shall evaluate and compare the Development Scenarios against the Development Assessment Framework, following Consultant’s receipt of comments from the ESC and community Stakeholders. Consultant shall:

- Develop preliminary Development Scenarios and review those three scenarios with the ESC, demonstrating the alignment of the Development Scenarios with community goals and Project objectives using the Development Assessment Framework.
- Participate in up to two HCAC and six community workshops to present and solicit comments and other input from participants to uncover new ideas, refine the configuration of the Development Scenarios, refine the evaluation criteria and adjust Project goals as needed.
- Consider unsolicited local and regional community comments and other input in order to achieve the community vision and values in the Development Scenarios.
- Assess the Development Scenarios against the Development Assessment Framework and other detailed information derived from Task 2.3 Cost and Constructability and Task 2.4 Governance and Finance.
- Prepare and deliver to the APD draft Development Scenarios, based upon the preliminary Development Scenarios and comments and other input received from the ESC.
- Prepare and deliver to the APD final Development Scenarios, based upon the draft Development Scenarios and any comments received from the APD.

Appendix B: Development Assessment Framework, V2

*note metrics in black text were applied to the first 5 conceptual development scenarios. All metrics will be applied to the two – three scenarios provided for community review in Work Session 3.

Community Wealth			
Outcome	Measurement	Description	ICA Performance Assessment
Increase Community Ownership			high / medium / low performance
Land granted for community control	Acres / square feet	Description	
Land granted for community ownership	Acres / square feet	Description	
Cost / Benefit *Cost/benefit analysis applied to the two development scenarios presented in Work Session 2, not to the first five conceptual development scenarios			high / medium / low performance
Relative value of the development scenario to the historically harmed community	\$\$	Value of land granted to the historically harmed community.	
Cost of the development scenario	\$\$	Estimated cost of the development scenario.	
Length of time to begin construction	# of years	Description of time impacts.	

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

Community Health			
Outcome	Measurement	Description	ICA Performance Assessment
Increase Community Ownership			high / medium / low performance
Air quality	Distance in feet from I-5 ¹⁹	Description of expected air quality in this development scenario.	
Noise	Distance in feet from I-5 or ramps	Description of expected noise in this development scenario.	

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

¹⁹ Baseline Assumption: expected increase in exposure to air pollution within 300' of an opening to I-5; sensitive uses assumed to be best located 300'-500' from an opening to I-5. The ICA team assumes that Air Quality Dispersion Modelling and a Health Risk Assessment will be completed to guide responsible development and management of air quality and noise exposure on the I-5 covers. More analysis is needed to confirm the community health assessments made in this report.

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

Mobility			
Outcome	Measurement	Description	ICA Performance Assessment
Prioritize Neighborhood Circulation			high / medium / low performance
Street network creates developable and accessible land parcels		Describe whether blocks maximize development potential and can be accessed from multiple frontages; shape, size and circulation around parcels.	
Direct and efficient networks – for all modes		Describe the modes impacted by out-of-direction travel and increased potential for delay in this scenario.	
Safe and comfortable – minimize conflicts		Describe the number and type of conflicts in this scenario and particularly the potential safety risk to vulnerable travel modes.	
Reduce complexity and confusion – make navigation logical		Describe whether scenario meets typical road user expectations.	
Create neighborhood-scale streets		Describe whether the street provides a comfortable environment for people to want to spend time on the street.	
Improve I-5 Function ²⁰			high / medium / low performance
Improve safety on I-5		Description	
Reduce congestion on I-5		Description	

²⁰ Initial assessments: these will be assessed in greater detail when we narrow our design options to 2 or 3.

*Note the following metrics are from public plans that apply to the Albina neighborhood. These metrics will be applied to the two scenarios provided for community review in Work Session 3 and were not used to narrow the early five conceptual development scenarios. Urban Planning metrics follow the same categories as the metrics on the previous pages. These may be reduced to best assess the final scenarios.

Urban Planning		
Outcome	Description	ICA Performance Assessment
Meet the Goals of Previous Plans		high / medium / low performance
Community Wealth		
Ability to develop on high-visibility streets.		
Prioritize more street curb frontage for street parking, transit, and deliveries to create vibrant streets and support community-serving businesses.		
Support urban vibrancy of Russell Street and its blend of daytime and nighttime activity.		
Opportunity to support Target Clusters in the SOUL District Vision (Technology Services & Product Industry; Creative Production Industry; Food Industry; Entertainment Industry; Neighborhood Goods & Services).		
Opportunity to support Values of SOUL District Vision (economic development; social responsibility; youth education and workforce development).		
Support existing businesses and increase economic opportunities.		
Support Central City 2035 performance target: -Add 10,000 new jobs (Lloyd) -Add 1,000 new jobs (Lower Albina)		
Encourage the development of new housing especially in "housing emphasis area."		
Include development of affordable housing as a way to ensure income diversity, meet citywide housing needs and help mitigate the potential for displacement due to rising housing prices.		
Central City 2035 performance target develop 5,000 new housing units and reduce the jobs to housing ratio to 5 to 1. Seek full range of housing types and affordability options, including 50 percent of new units affordable to households with incomes below the median family income (MFI) of the city. (Lloyd)		
Preserve and enhance the industrial character and functionality of the Lower Albina area.		

Community Health		
Develop signature sequence of open spaces, linked through a pedestrian wayfinding system.		
Encourage sustainable design in public infrastructure and industrial buildings, including green roofs, stormwater management strategies, tree canopy, habitat-friendly design, energy efficiency improvements, and alternative energy generation.		
Central City 2035 performance target: Achieve 18% canopy coverage (Lloyd) Achieve 10% canopy coverage (Lower Albina)		
Provide public access to, from, and along the river.		
Connect internal areas of the District to the Willamette Greenway Trail.		
Community Cohesion		
Develop projects that celebrate the river and contribute to creating centers of interest and activity that focus on the Willamette River.		
Organize land areas and groupings of buildings to visually define the river's linkage to the community.		
Preserve, rehabilitate, and celebrate historic structures, culturally significant African American resources identified in the Cornerstones of Community inventory.		
Provide a distinct sense of entry and exit. Design and develop gateways into and within the Lloyd District that speak to appropriate historical, geographic, and multicultural themes.		
Orient building massing and form towards the intersection of a major district entrance, creating structures or art using special historic structures to frame a key distinct area entry.		
Protect public views of key landmarks and scenic resources (Vista Bridge, Union Station, Mt. Hood, Willamette River Bridges).		
Encourage tallest buildings to locate adjacent to transit hubs and corridors, generally stepping down in height to the Willamette River.		
Encourage public spaces, public art and activities that celebrate the history of the district and build community.		
Integrate art that increases the public enjoyment of the District using 'found objects' that are remnants from the area's history.		

Mobility

Create more fully connected public realm consisting of streets, the greenway, streetcar loops, and bicycle and pedestrian trails.		
Create conditions that make bicycling more attractive than driving for trips of three miles or fewer.		
Central City 2035 performance target: At least 75% of commute trips to and from the District are by non-single occupancy vehicles (transit, walking, bicycling, and carpooling). (Lloyd)		
Central City 2035 performance target: At least 40% of commute trips to and from the District are by non-single occupancy vehicles (transit, walking, bicycling, and carpooling). (Lower Albina)		
Encourage pedestrian-oriented development through the redevelopment of drive-throughs and large surface parking lots that are oriented to the street and enhance the pedestrian environment.		
Encourage pedestrian-oriented development through features that provide connectivity and continuity such as awnings, street banners, special graphics which link shops, galleries, entrances, display windows and buildings.		