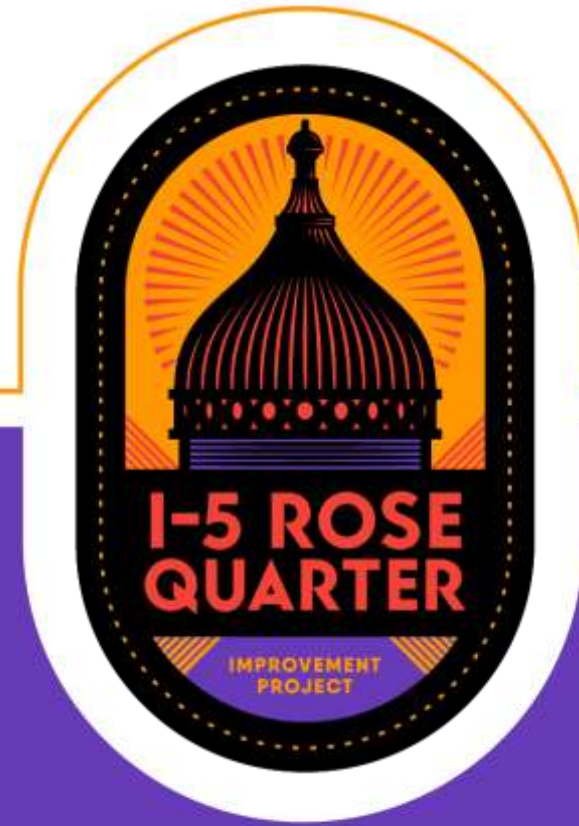


I-5 Rose Quarter Urban Design

Design Commission 12/15/22




Your Presenters today

- ▶ **Megan Channell**
ODOT Project Director
- ▶ **James McGrath**
Project Urban Design Lead
- ▶ **Troy Doss**
BPS Planning Lead
- ▶ **Ericka Warren**
HAAB Facilitator
- ▶ **TBD**
HAAB Member






Urban Mobility Strategy

One part of a larger strategy

ODOT Projects

-  System Improvement Project
-  Bike/Ped Crossing Project
-  Regional Mobility Pricing Project
-  I-205 Toll Project

Partner Project with ODOT Support

-  System Improvement Project
-  Bike/Ped Crossing Project
-  Bus on Shoulder Pilot
-  TriMet Project
-  Multimodal/Community Study

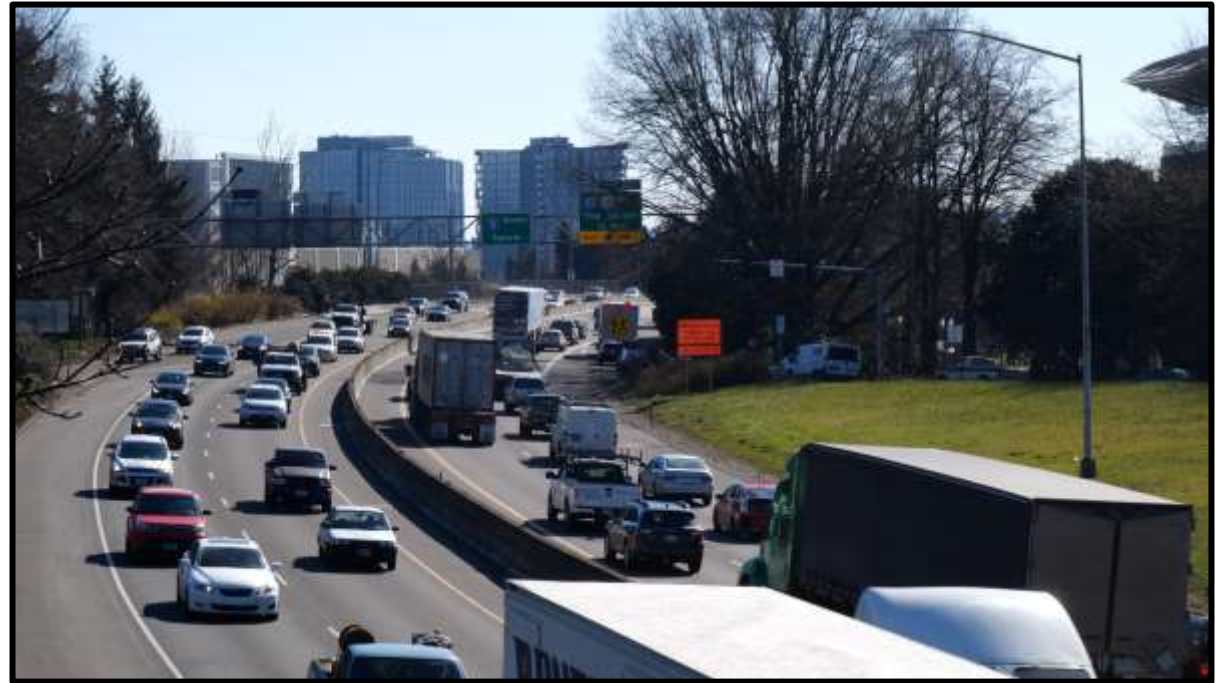
Note: Core project names are boxed



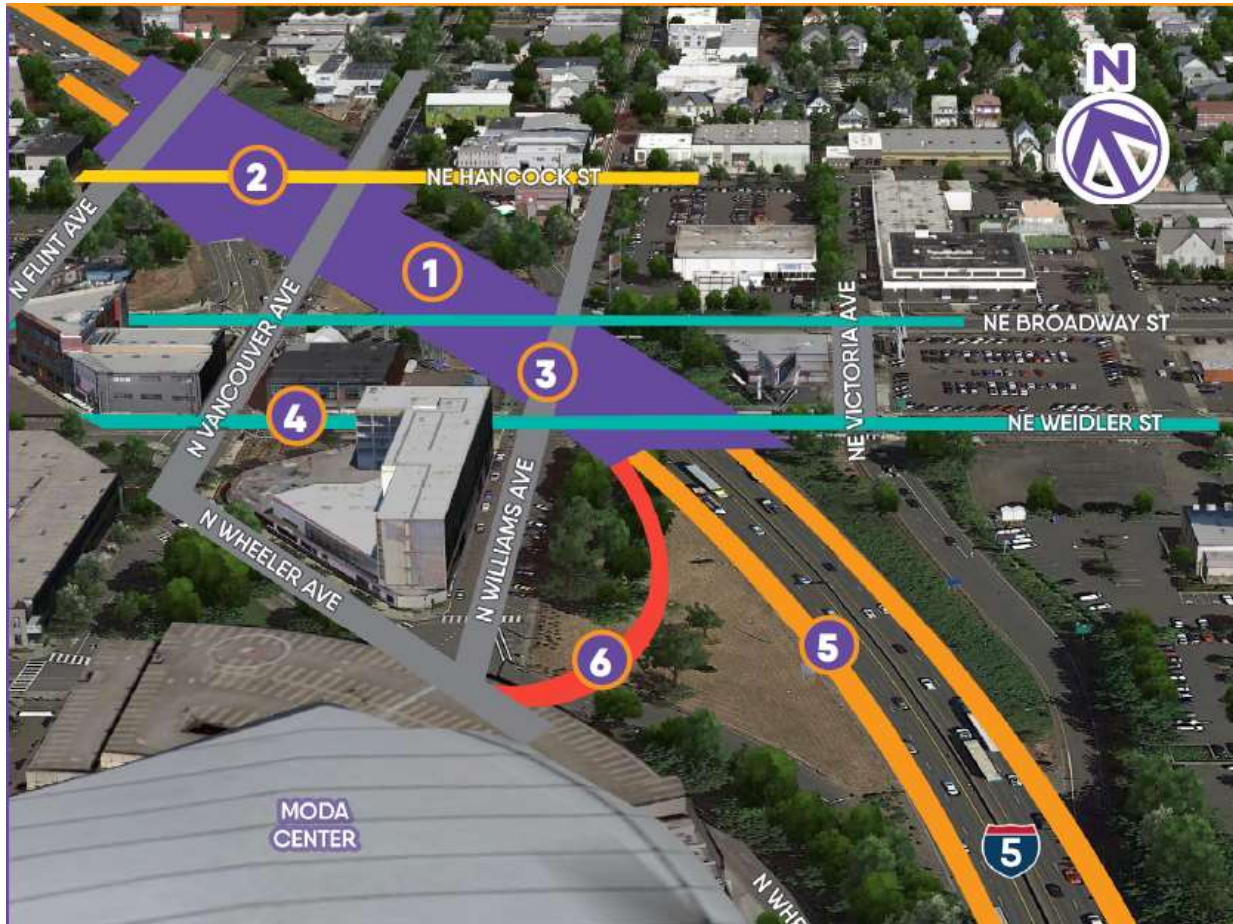


Oregon House Bill 2017

- Need for a solution to safety and congestion recognized in the late 1980s.
- House Bill 2017 provides partial funding for design and construction of project.



Project Improvements



Please note that this graphic is conceptual, and the project design and cover shape may change as design progresses.

- 1 Highway Cover**
A new cover over I-5, similar to a very wide bridge, that reconnects local streets and creates new community spaces on top for future development and economic opportunities.
- 2 Hancock Crossing**
A new east-west roadway crossing over I-5 that reconnects Hancock Street across the highway, adding another crossing north of Broadway and Weidler.
- 3 Multimodal Local Street Improvements**
A variety of street improvements for people walking, biking and rolling.
- 4 Green Loop Connection**
A link on Broadway and Weidler to the city's Green Loop, a 6-mile bike and pedestrian path that allows people to travel safely through the heart of the city.
- 5 Auxiliary Lanes and Shoulders**
Ramp-to-ramp connections, paired with wider shoulders, that improve safety and reduce congestion at the state's top bottleneck.
- 6 I-5 Southbound Off-ramp Relocation**
Relocation of the I-5 southbound off-ramp from Vancouver/Broadway to the south, connecting with N Wheeler Avenue.

Economic and Mobility Benefits



- Addresses 28th worst freight bottleneck in the nation



- Building long-term career prospects



- More efficient freight movement and supply chain connections



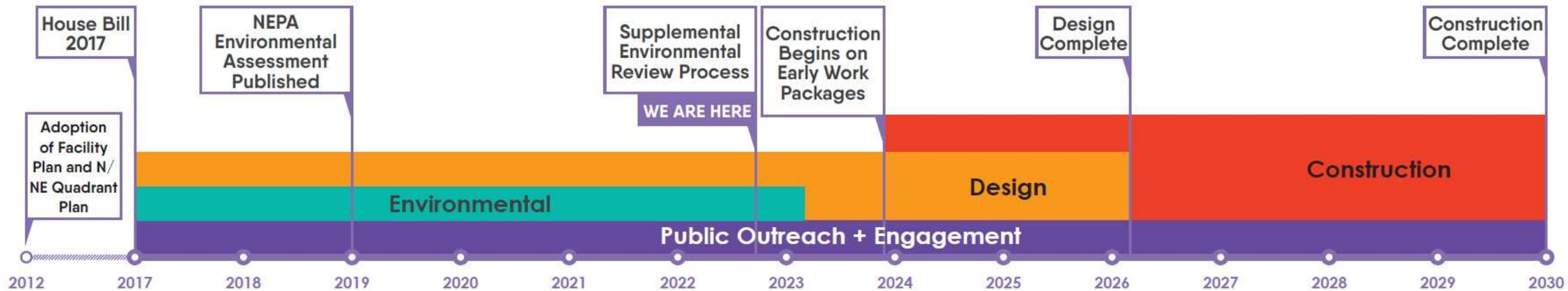
- Millions of dollars in Disadvantaged Business Enterprise opportunities



- Catalyst for development and improvements to local system connectivity



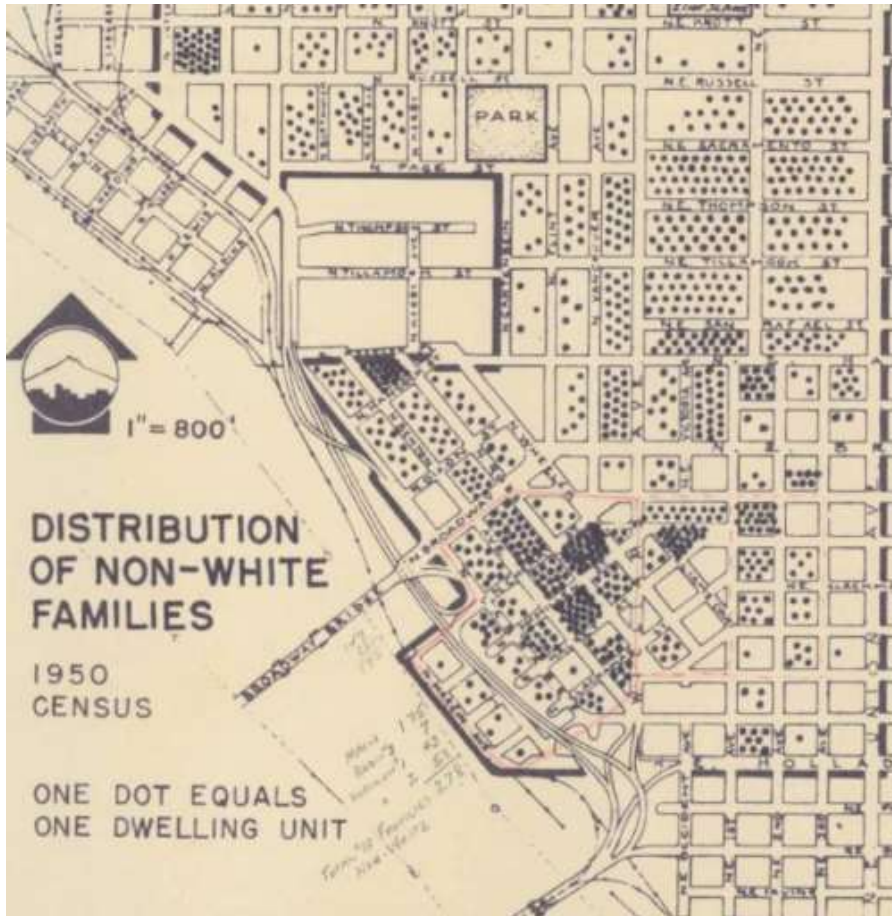
- Saving drivers nearly 2.5 million hours of travel time annually



Acknowledging Past Harms

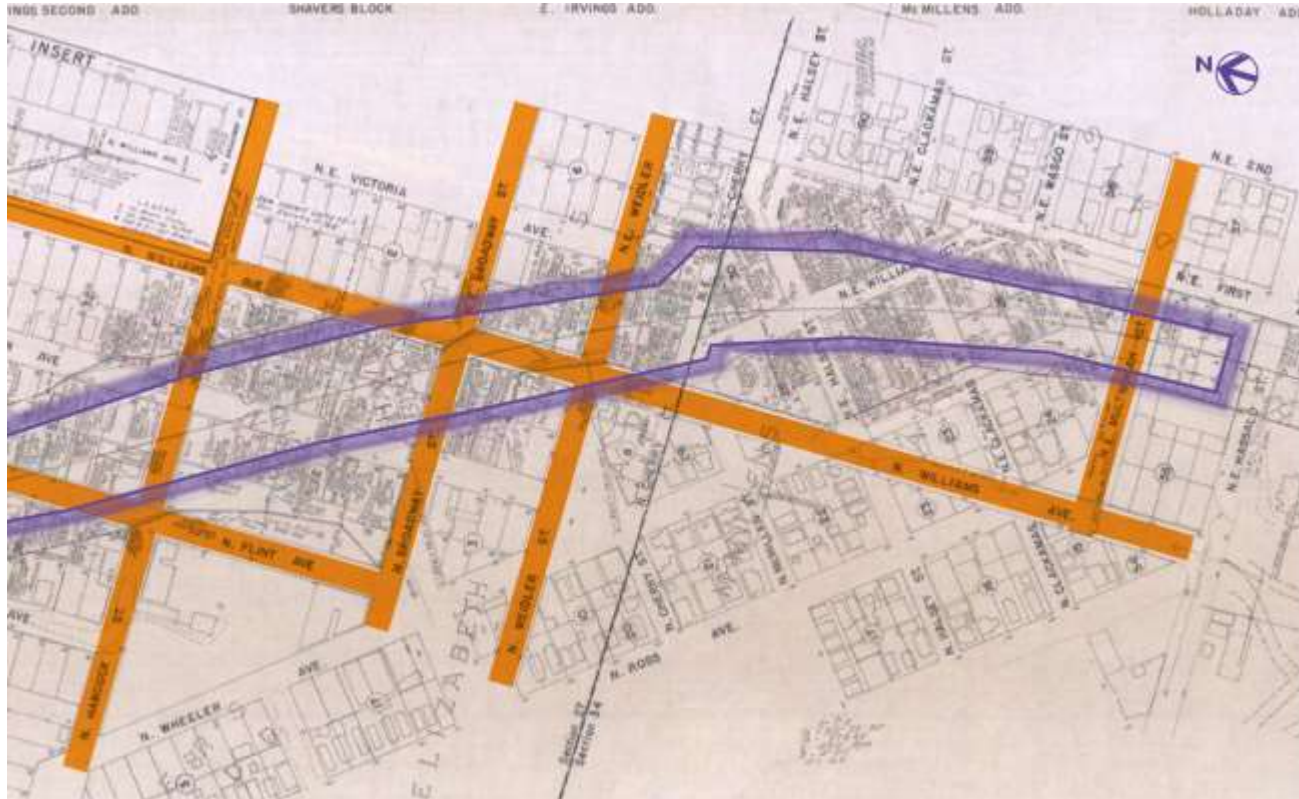


Al bina: A Vibrant Neighborhood



Historic Hill Block

EastBank Freeway



Albina land parcels



Broadway-Weidler couplet on right

Doing things
differently



Restorative Justice - Equitable Outcomes

For the Albina Community to accelerate social, racial and economic equity sustaining positive tangible change specifically for Portland's Black community.



Community Input & Transparent Decision-Making

To have community-informed and involved decision-making through a community-connected, transparent and inclusionary process.



Construction Manager/ General Contractor

Hamilton/Sundt a Joint Venture in association with Raimore Construction were selected to:

- ▶ Improve community partnerships
- ▶ Increase economic opportunities
- ▶ Optimize innovation

ROSE QUARTER PROJECT
Phrases & Lingo

CM/GC

Construction Manager/General Contractor

Hamilton Sundt Joint Venture (HSJV), in association with Raimore Construction, were selected as the CM/GC



Economic Diversity Program



“Just Bucket Excavating has operated in the greater Portland area for more than 20 years, working toward a project of this magnitude...It's important and encouraging that agencies like ODOT, PBOT and the City of Portland are focusing on the benefits of local small business development and restoration work for the Albina community.”

- Willie Davis Jr., President of Just Bucket Excavating

Historic Albina Advisory Board

- ▶ Values based engagement strategy
- ▶ Community advisory committee membership
- ▶ History of involvement/role going forward

- Sprinavasa Brown
- Andrew Campbell
- Andrew Clarke
- Bryson Davis
- Keith Edwards

- Sharon Gary-Smith
- Leslie Goodlow
- Estelle Love Lavespere
- Dr. Ebony Amato-Blackmon
- Kevin Modica

- Dr. Carlos Richard
- Carl Talton
- John Washington

Independent Cover Assessment



Purpose & Approach

- ▶ Response to city and community feedback
- ▶ Understand stakeholder goals within project area
- ▶ Generate ideas
- ▶ Assess the impacts and benefits of those ideas



Independent Cover Assessment

- ▶ Worked independently from ODOT and the project team
- ▶ Answered to the Executive Steering Committee and OTC
- ▶ Answered three questions
 1. Serving community aspirations
 2. Reflecting broader community vision
 3. Promoting economic development and growth potential



Figure 1. A highway cover creates opportunities to connect neighborhoods and enhance community. View from Williams Avenue looking west toward the Portland Bridge, new development on a highway cover above I-5 in the foreground.

FINAL Highway Cover Evaluation and Memorandum Report 8

program desires

COMMUNITY WEALTH



- 1 Establish a Black community development corporation, along with a Black-controlled land trust



- 2 Create affordable rental and ownership business spaces



- 3 Black food sovereignty center and market



- 4 Create permanently affordable rental and ownership housing

“We want a project where Black people don't have to choose between health of wealth or mobility or cohesion. **We deserve it all.**”

— COMMUNITY MEMBER

COMMUNITY HEALTH



- 5 Create a quality, culturally appropriate, affordable childcare and childhood development center



- 6 Develop a culturally-appropriate health and wellness center



- 7 Establish a career training and advancement center

COMMUNITY COHESION



- 8 A large, accessible outdoor community gathering space



- 9 Develop a Black cultural center that showcases the history of Black Portland



- 10 Develop public realm aesthetics and art installations that reflect Black culture

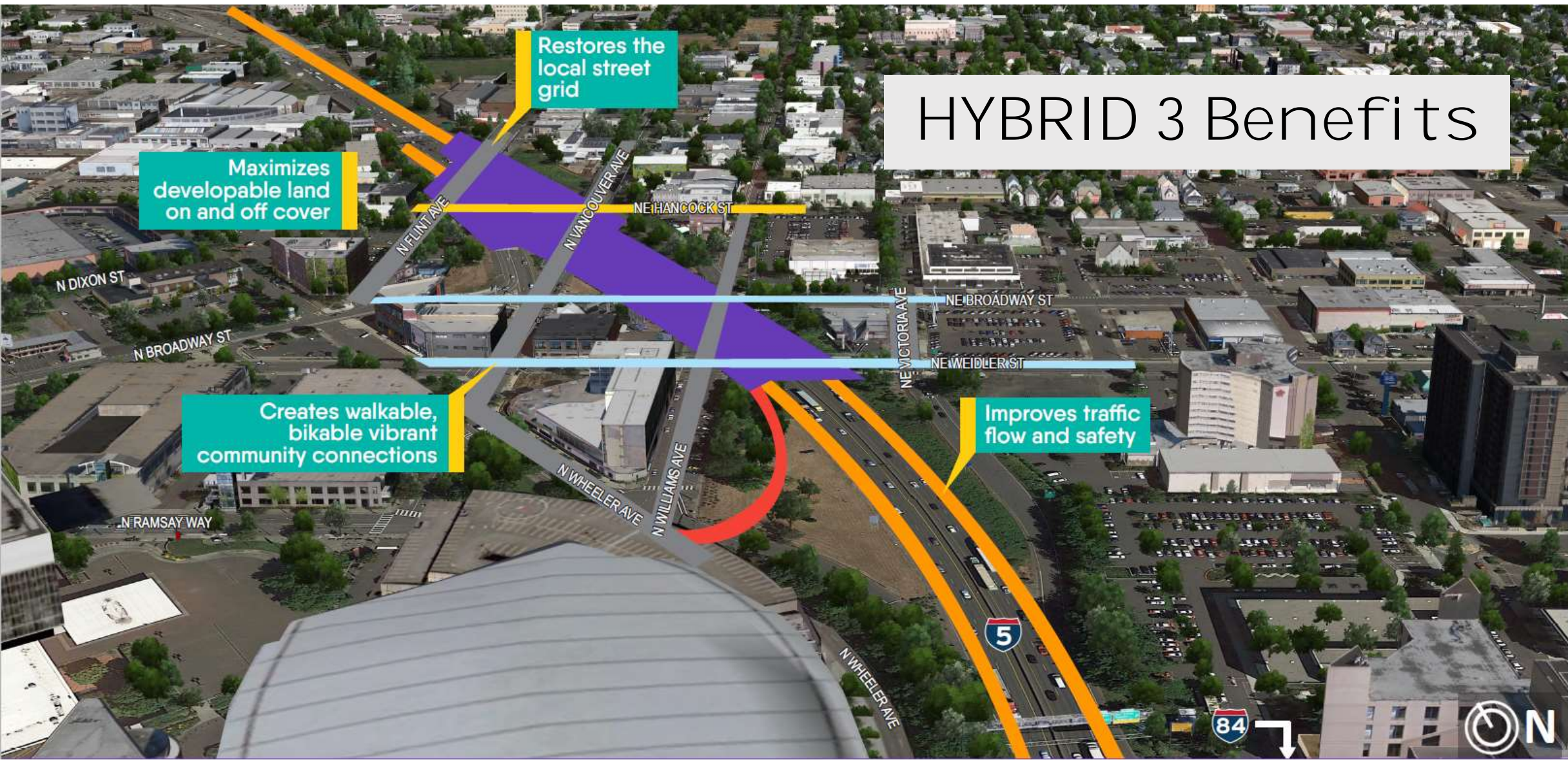
HYBRID 3 Benefits

Maximizes developable land on and off cover

Restores the local street grid

Creates walkable, bikable vibrant community connections

Improves traffic flow and safety



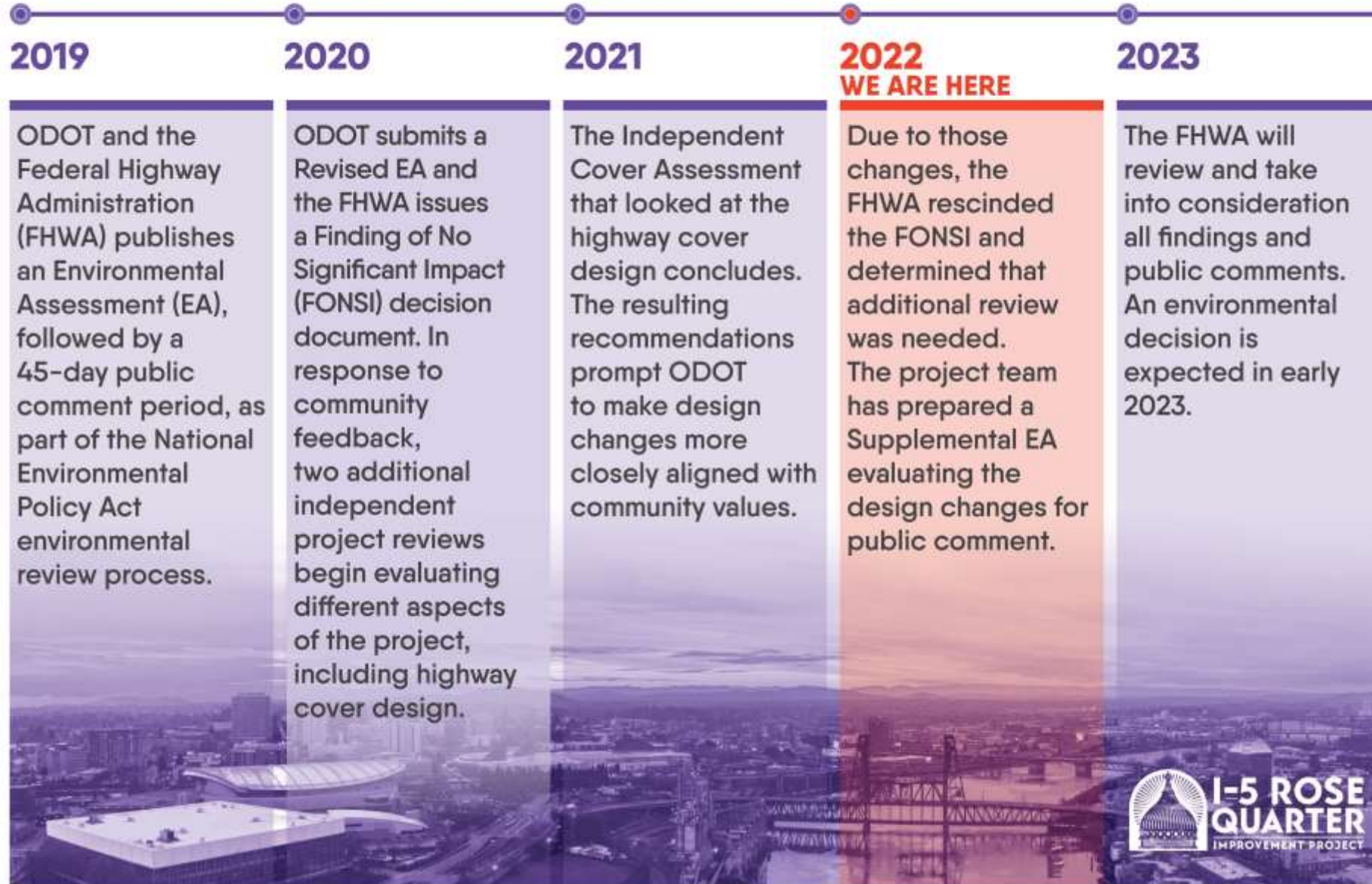
Please note that this graphic is conceptual, and the project design and cover shape may change as design progresses.

Supplemental Environmental Assessment



A BRIEF HISTORY

OF THE PROJECT'S ENVIRONMENTAL REVIEW PROCESS



Public Comment Period

- ▶ Fall 2022
 - » Supplemental EA public comment period
- ▶ Spring 2023
 - » Federal Highway Administration decision
- ▶ Mid-2023
 - » Finalize early work package design

WAYS TO PARTICIPATE



ONLINE OPEN HOUSE

November 15, 2022 - January 4, 2023

Learn about the project, read the Supplemental EA and provide your feedback online.

odotopenhouse.org/i5-rose-quarter-sea



VIRTUAL PUBLIC HEARING

December 14, 2022

Provide your verbal comments. Event details are available on the project website. i5rosequarter.org/community/events-meetings.aspx



EMAIL

I5RoseQuarter@odot.oregon.gov

Add "Supplemental EA public comment period" to the subject line.



MAIL

Project Manager
c/o I-5 Rose Quarter Improvement Project
888 SW 5th Ave
Suite 600
Portland, OR 97204



PHONE

Leave a recorded verbal comment at
503-470-3127.

Key Environmental Study Findings

- ▶ Short-Term Impacts During Construction
- ▶ Transportation
 - » Safety
 - » Traffic Operations
 - » Active
 - » Transit
- ▶ Air Quality
 - ▶ Noise
 - ▶ Climate Change
 - ▶ Environmental Justice
 - ▶ Parks – Section 4(F)
 - ▶ Historic Resources – Section 106

PARTNER ACTIVITIES / Design Refinements

- ▶ Ongoing traffic analysis and lane configuration on city streets
- ▶ Cover configurations including parcels ready for buildings
- ▶ Public art program at locations where people will be
- ▶ Public realm design including the Green Loop
- ▶ Temporary impacts during construction
- ▶ Developing community framework agreement



Policy & Planning Framework



Project in planning context

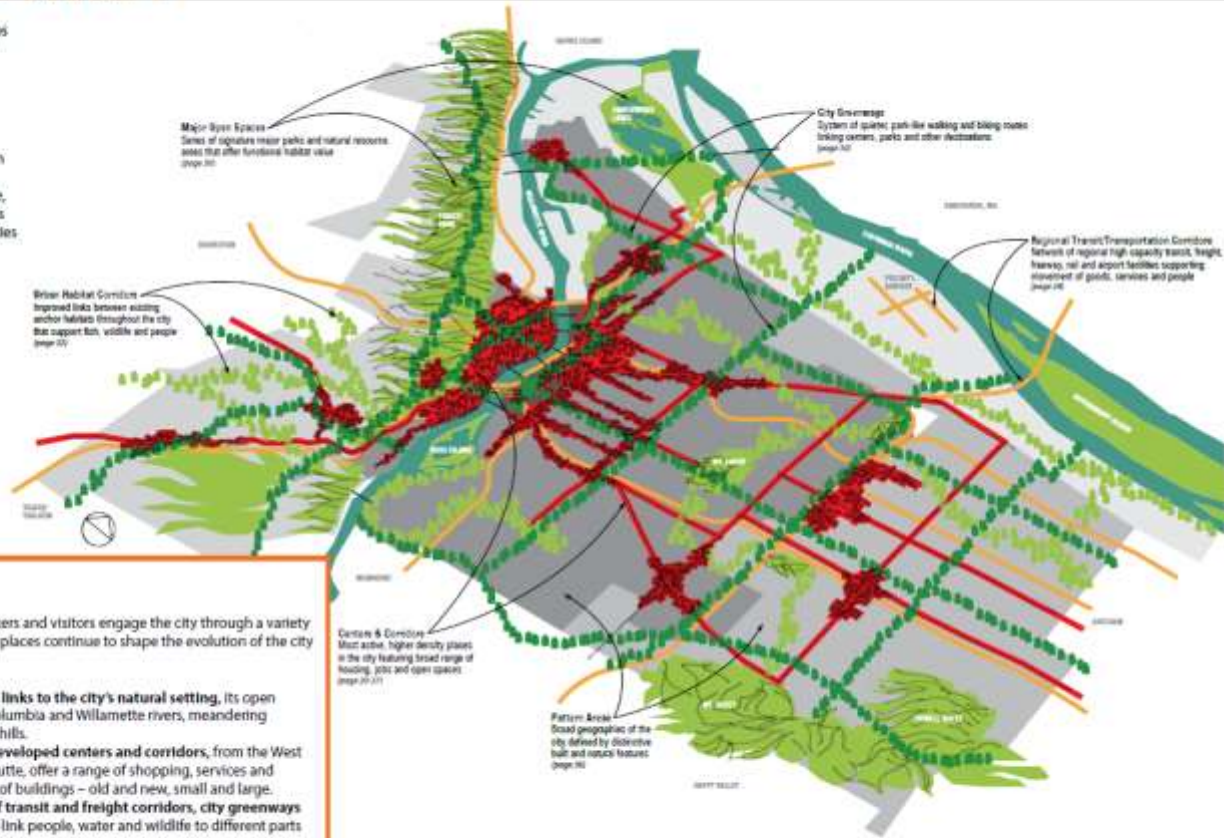


City of Portland and planning

URBAN DESIGN CONCEPT

Urban design is a process that helps describe the physical qualities of existing and future places in cities.

Urban design concepts are diagrams of places that convey big ideas or moves without strict specificity to geography, population or land use. Most urban design concepts are intended to be flexible, allowing implementation options as technology, priorities or opportunities shift over time.



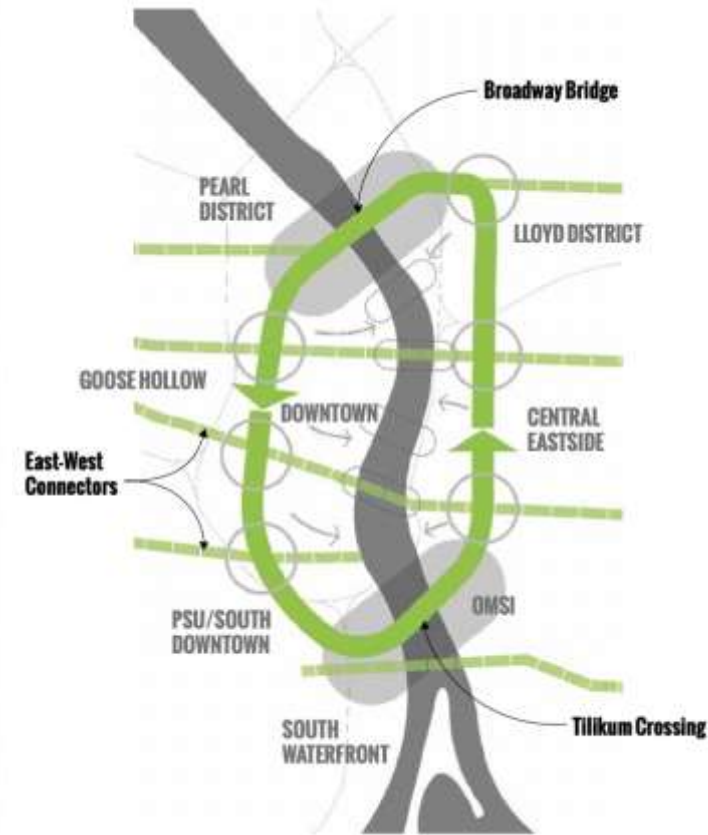
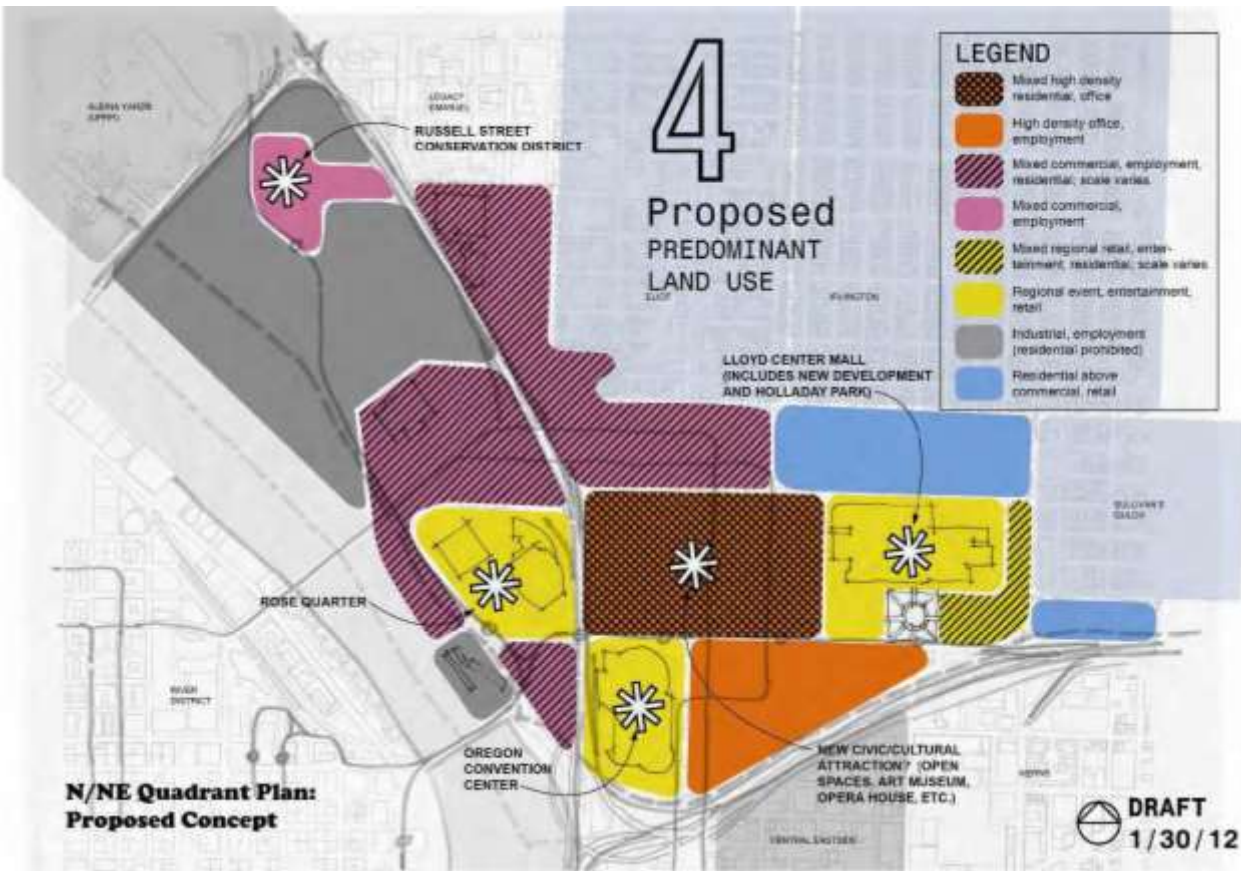
PORTLAND IN 2035

In 2035, Portland's residents, workers and visitors engage the city through a variety of urban experiences. People and places continue to shape the evolution of the city and are supported by:

- **Stronger visual and physical links to the city's natural setting**, its open spaces and landscape – the Columbia and Willamette rivers, meandering waterways, buttes, ridges and hills.
- **Vibrant and more densely-developed centers and corridors**, from the West Hills to downtown to Powell Butte, offer a range of shopping, services and amenities, housed in a variety of buildings – old and new, small and large.
- **A comprehensive network of transit and freight corridors, city greenways and urban habitat pathways** link people, water and wildlife to different parts of the city and region.

- ▶ Urban Design Team assumed project designs would build from base of City plans, have not challenged or revisited these premises

City of Portland and planning



- ▶ Recent planning includes guidance and policy around character districts, street classifications, public realm and open space design and more

Urban Fabric and Built Context



River-Oriented Grid

1948



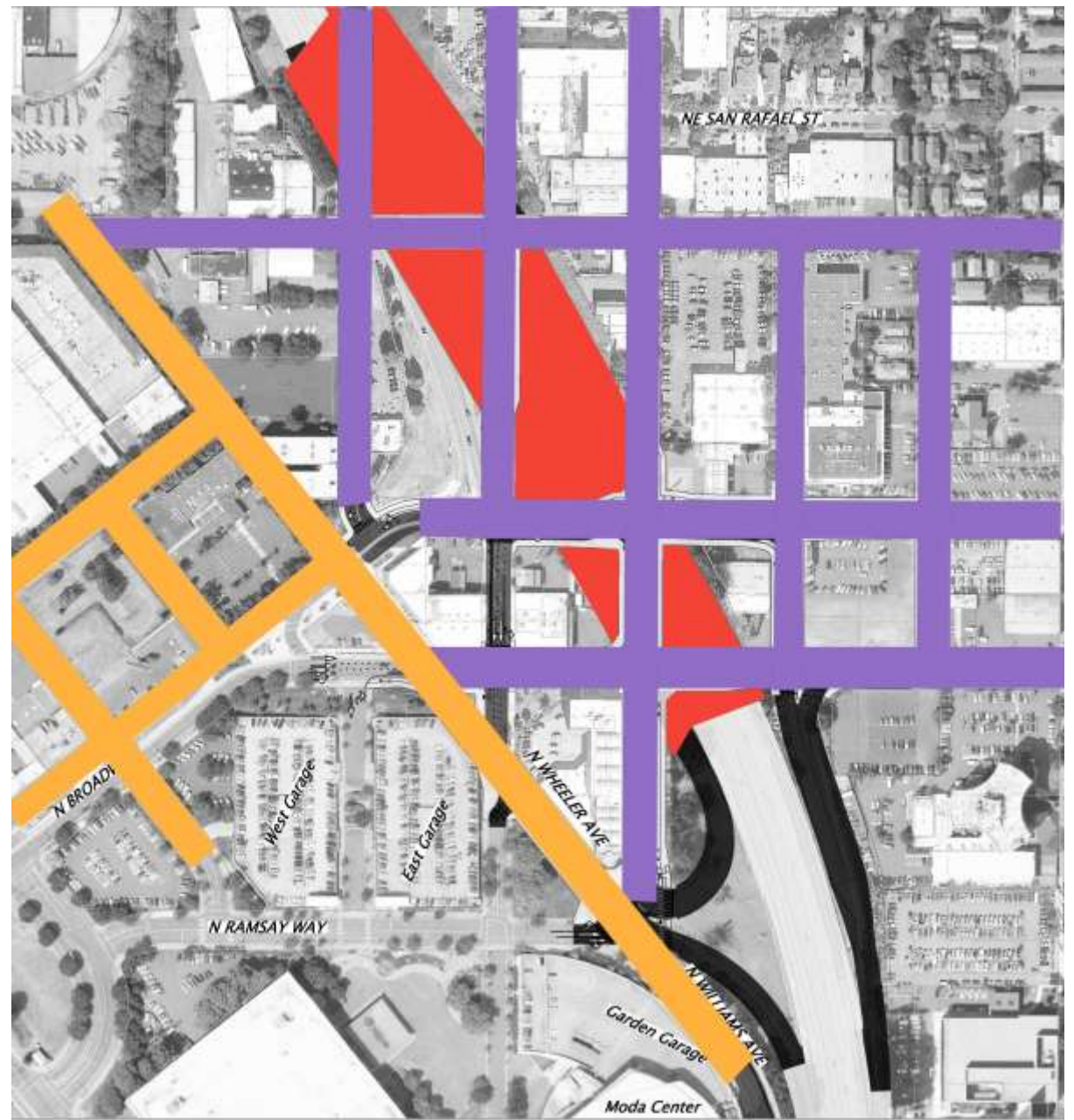
Cardinal Direction Grid

1948

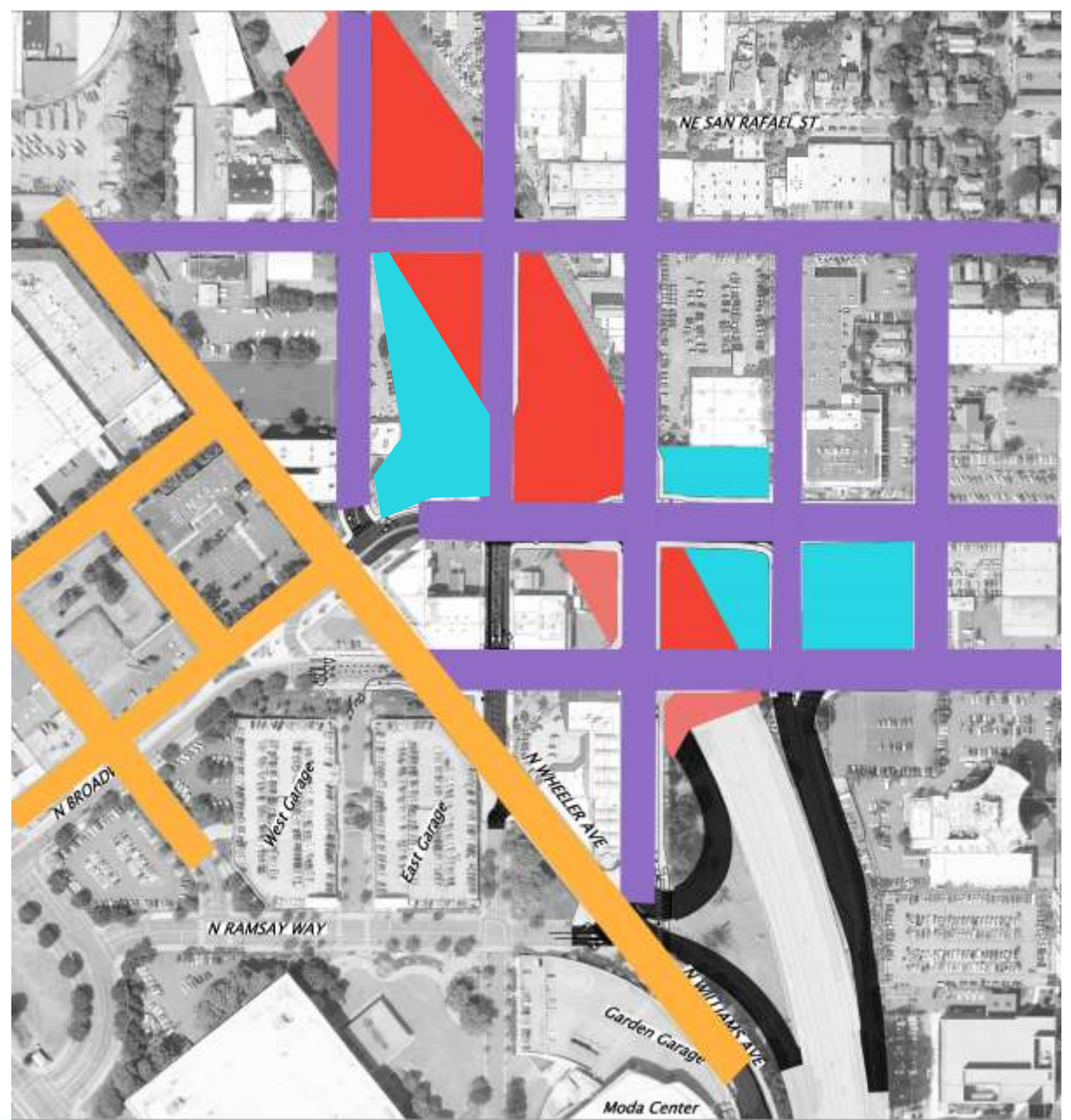


NW, NE, SE Portland

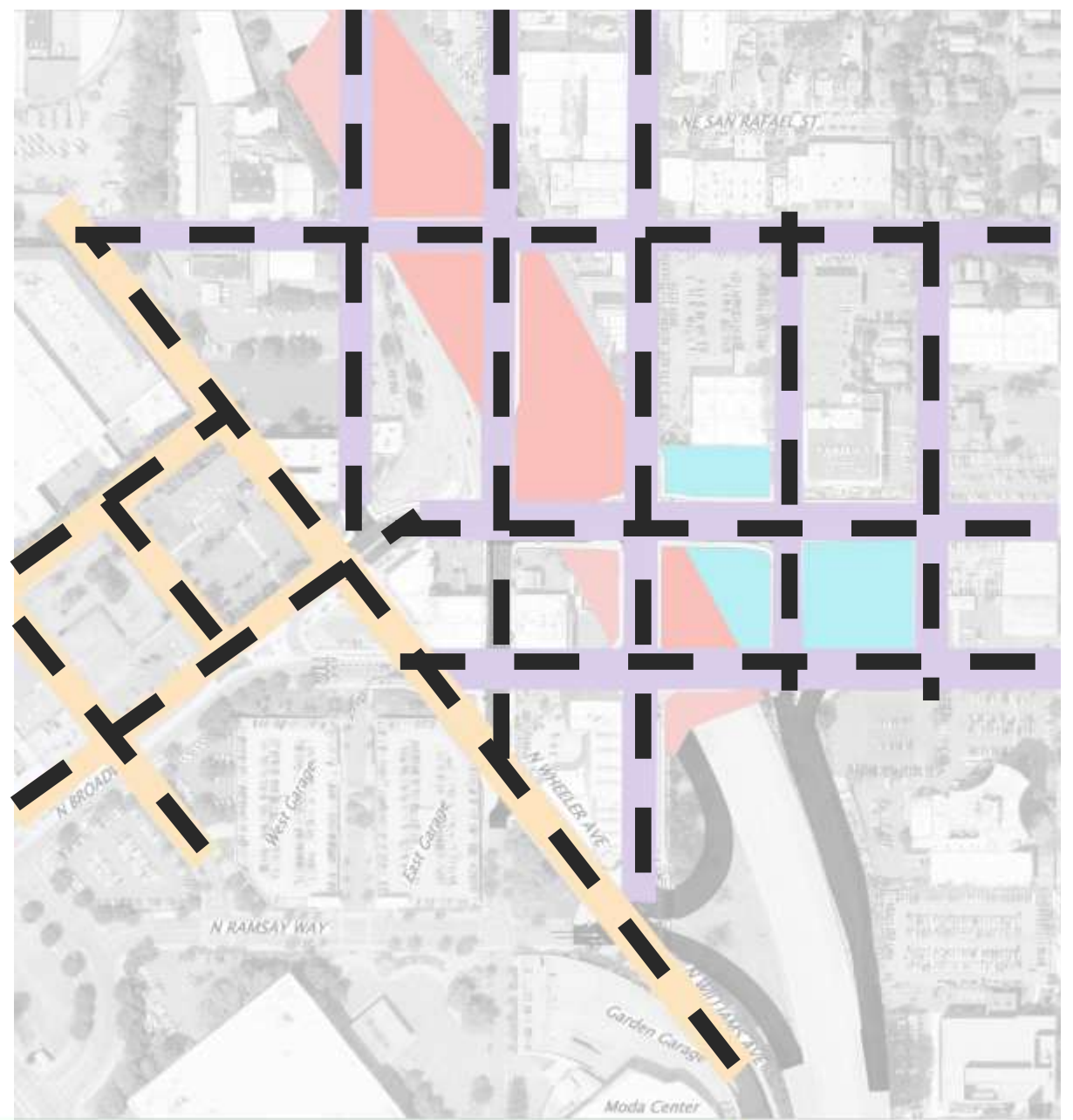
Two Street Grids
+ One Highway =
Complex Cover
Geometry



Hybrid 3 Allows
for Multiple
Cover-Adjacent
Sites in the
Core Area



Stitch It
Back
Together



Urban Design Process with the Public



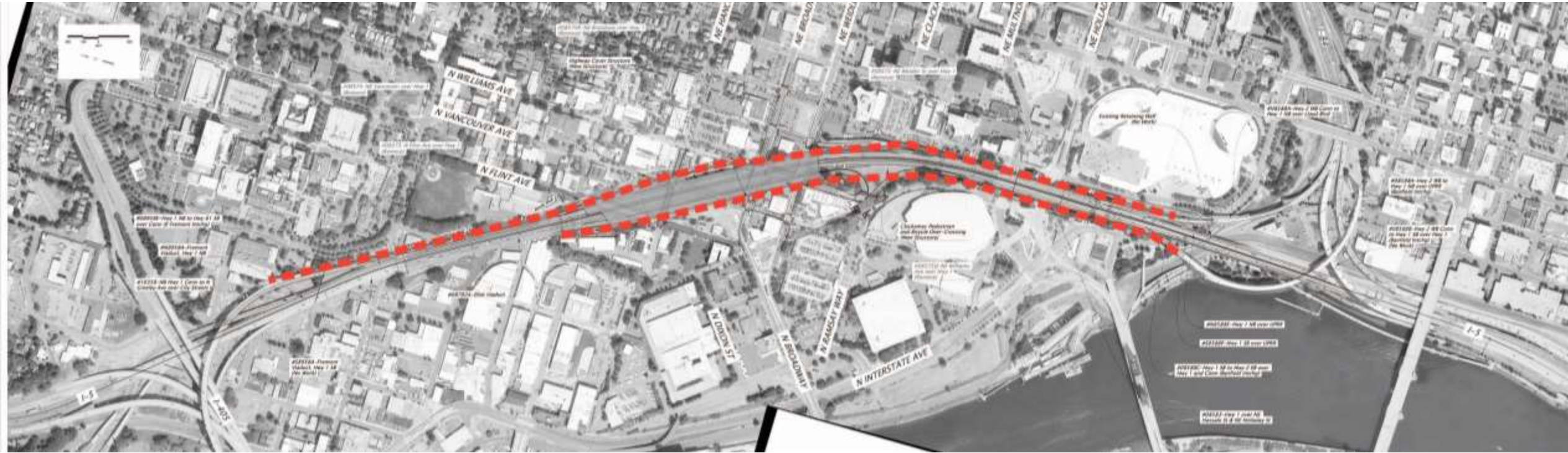
I5RQ Urban Design Approach

- ▶ Focus urban design interventions on places where **people** are, not highway drivers
- ▶ **Co-create** design elements with HAAB and be transparent about technical limitations
- ▶ Honor the past, present, and future of **Albina** wherever possible
- ▶ Use project elements to reflect, amplify and support the **Black** community in Portland

Took a big project and broke into smaller topics



Sides: how the project supports the context along its edge



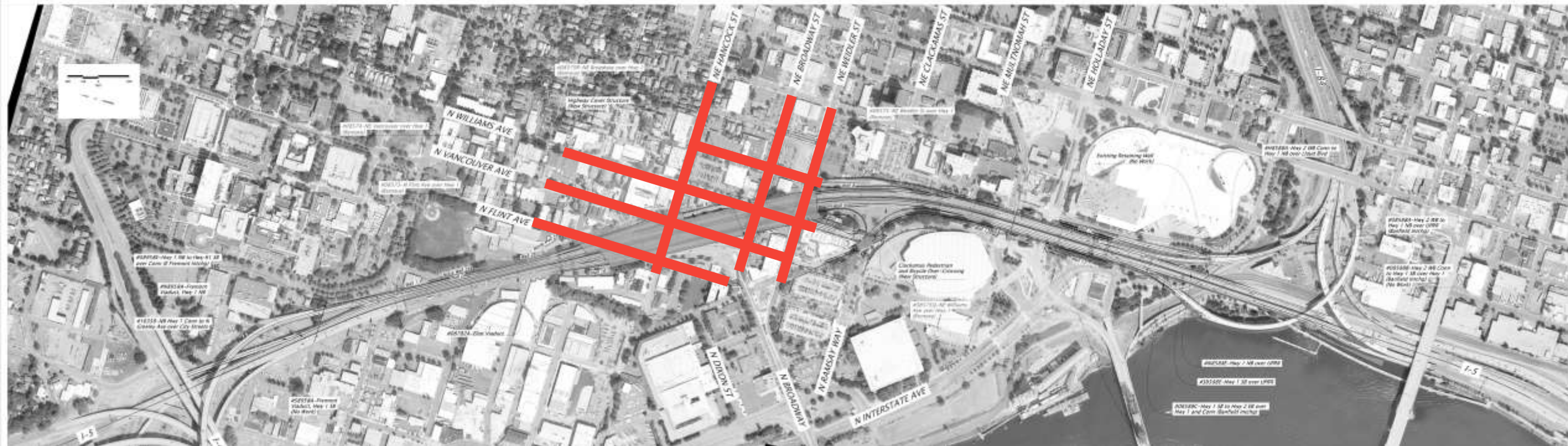
Under: how the project contributes to the rooms it makes

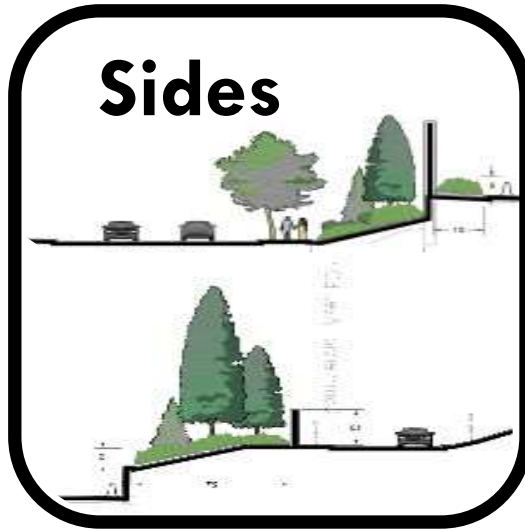


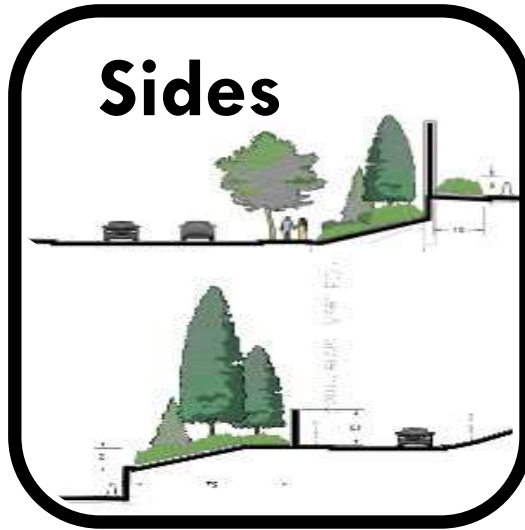
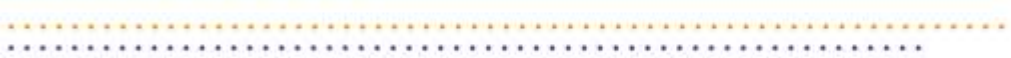
Russell

Multnomah Holladay Oregon Lloyd

streets: the design of public realm on highway covers







collaborative community process

HAAB / DESIGN COLLABORATION FORUM MEETINGS



Design
Collaboration
Forum

Full HAAB
Meetings

Visual
Preference
Surveys

Youth
Engagement
Charrette

Community
Event
Participation

Collaborative Community PROCESS

Alternative Proliferation
in the DCF and HAAB



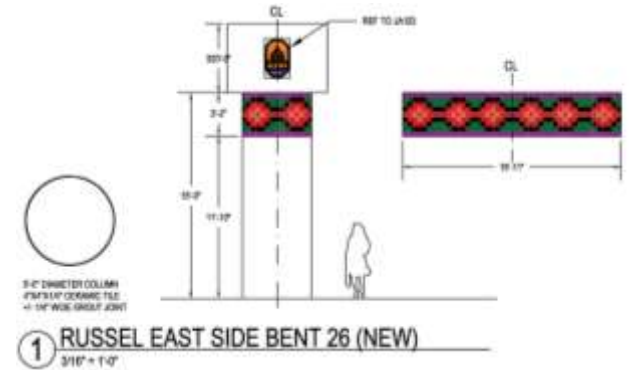
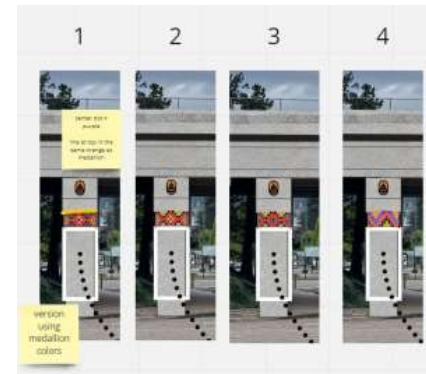
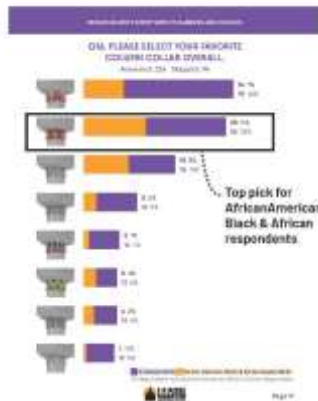
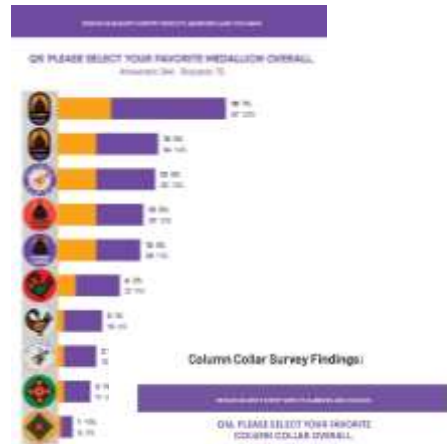
Visual Preference
Survey Results



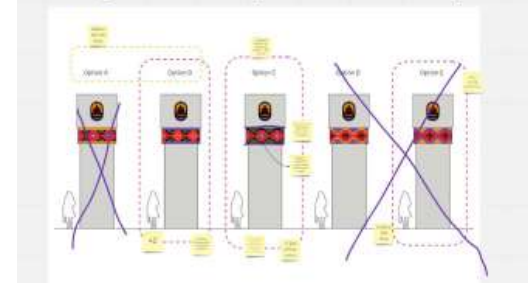
Informed refinements
and selection



Now moving content into
Construction Documentation



Survey 1 follow up - Tile color options



Decisions and Determinations



Decisions to date: elements of continuity

Tiled Column Collar

Crash Barrier Pattern

Wall Pattern Adinkra

Bridge Gateway Lettering

Wall 15 Unique Treatment

Bent Cap Albina Medallion



Decision: Medal Lion

Pattern / Color / Text Preferences

Cultural Patterns

Albina Symbols

Additional Color Studies

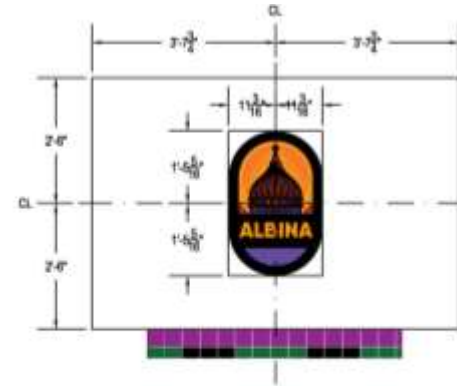
DESIGN ELEMENTS SURVEY RESULTS: BARRIERS AND COLUMNS

Q9. PLEASE SELECT YOUR FAVORITE MEDALLION OVERALL.

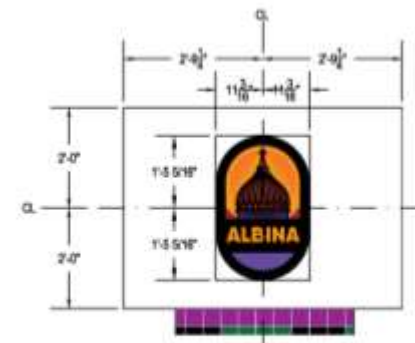
Answered: 246 Skipped: 72



Decision: Medal Lion

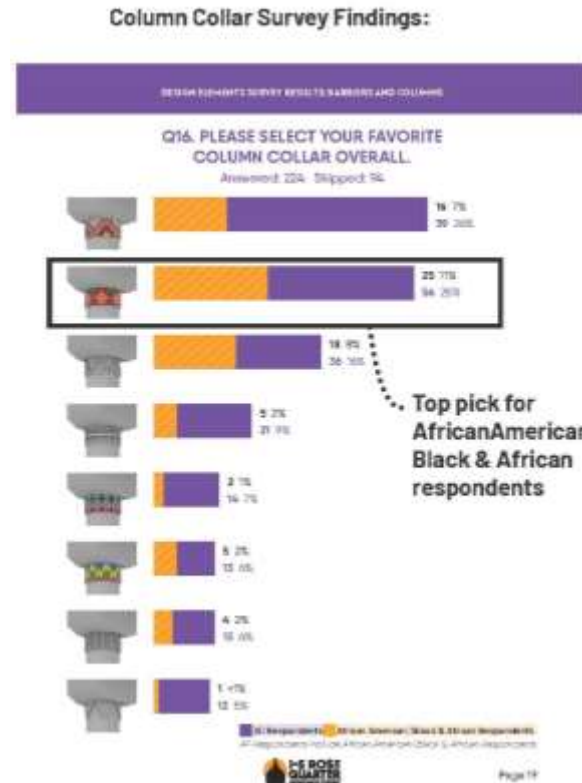
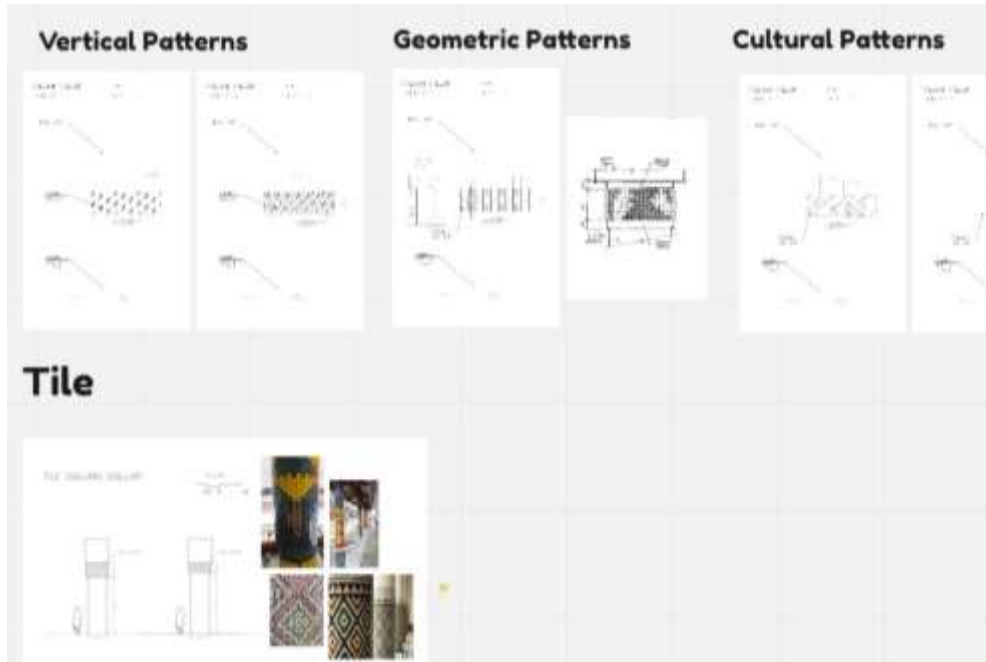


① RUSSEL EAST SIDE BENT 26 (NEW) MEDALLION POSITIONING
1/2" = 1'-0"

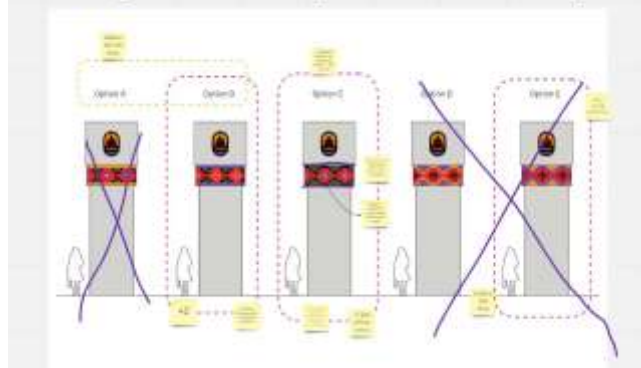


② RUSSEL EAST SIDE BENT 27 (NEW) MEDALLION POSITIONING
1/2" = 1'-0"

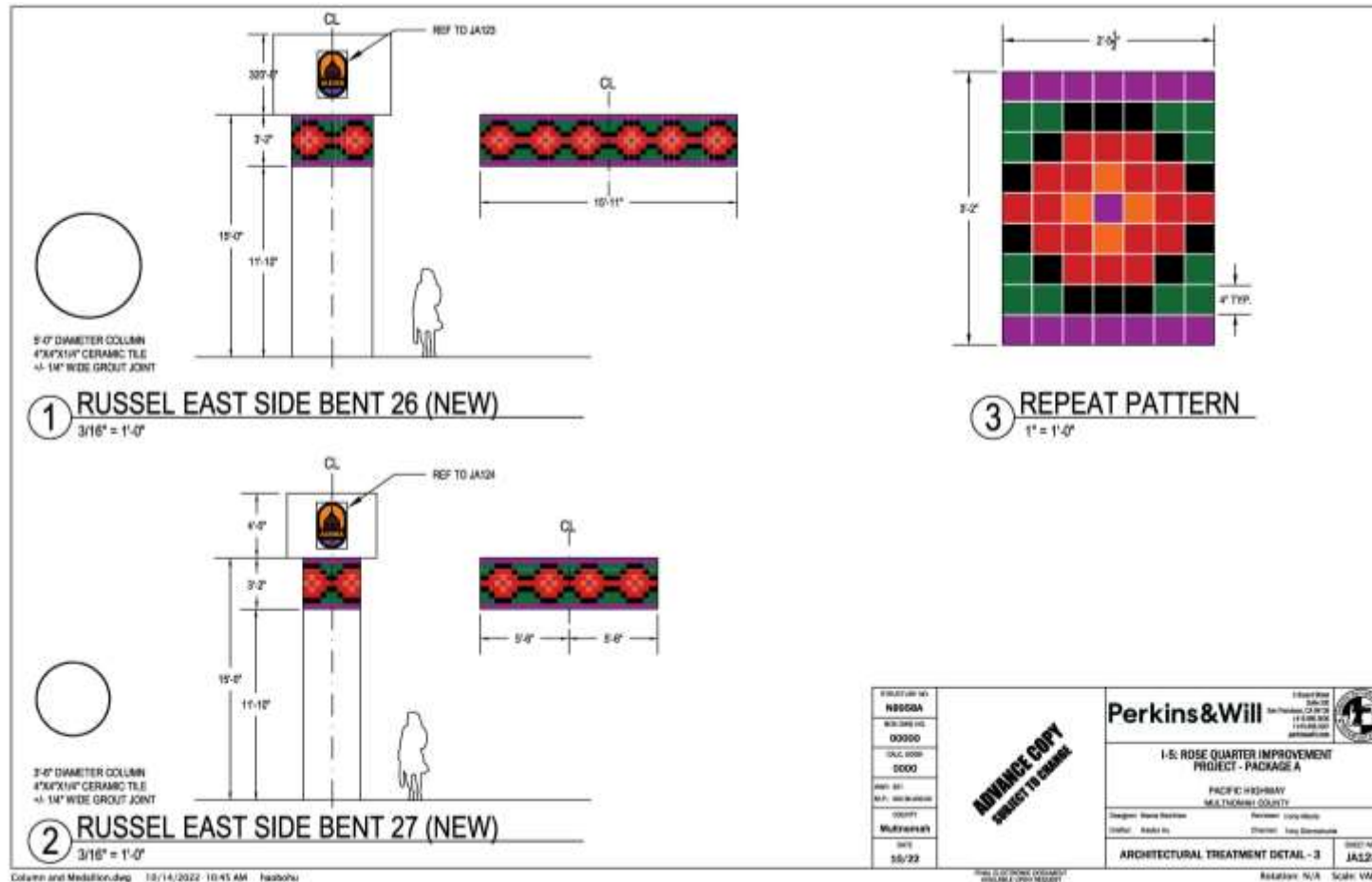
Decision: Column Collar



Survey 1 follow up - Tile color options



Decision: Column Collar



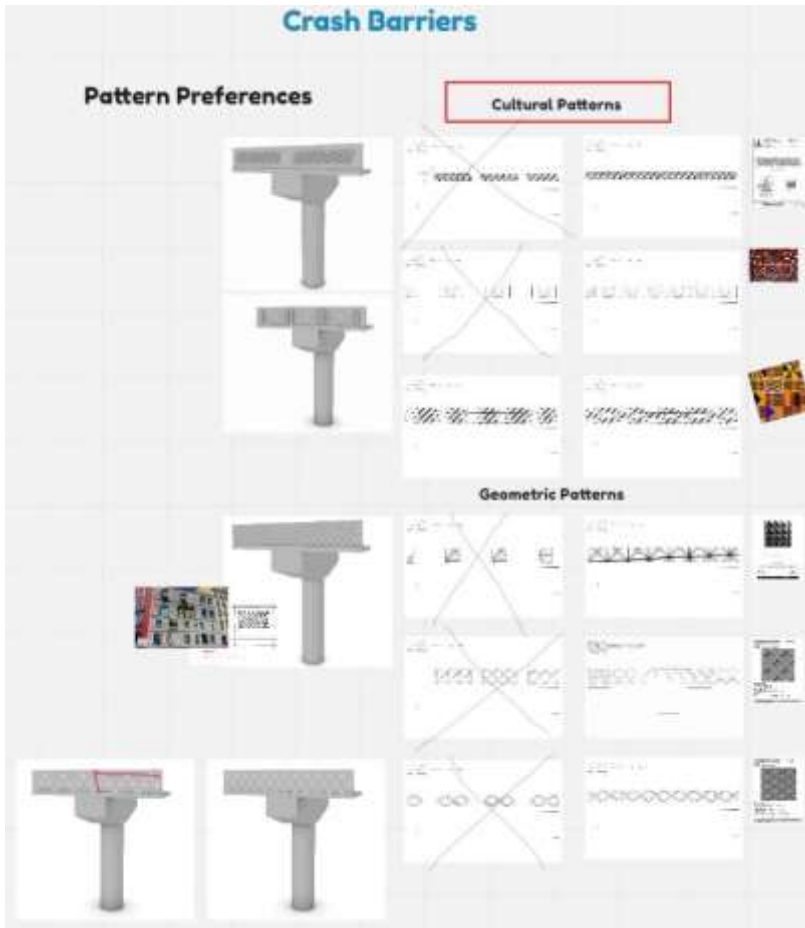
Column and Medallion.dwg 10/14/2022 10:45 AM haabohu

ADVANCE COPY
SUBJECT TO CHANGE

FROM ALL OTHERS EXCEPT
WILLIAM J. COOK REGISTER

REVISION: N/A SCALE: VARIOUS

Decision: Barrier Pattern

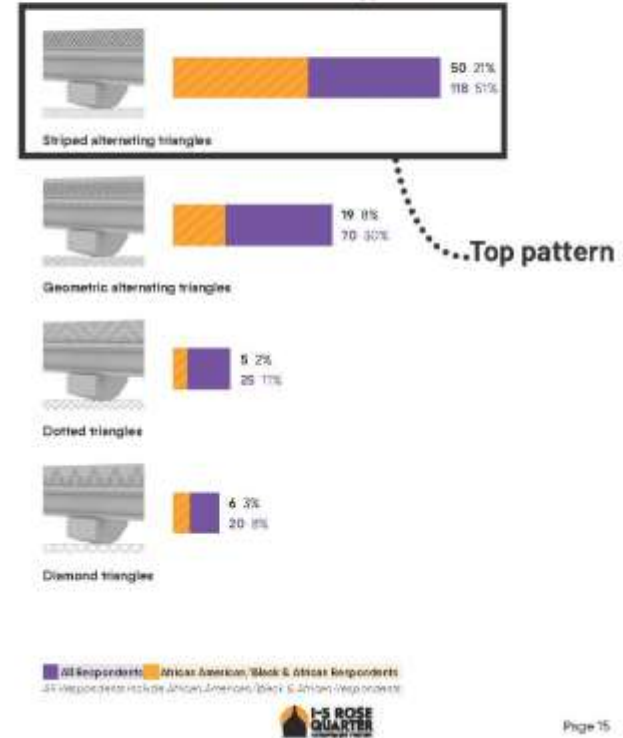


Crash Barrier Survey Findings:

DESIGN ELEMENTS SURVEY RESULTS: BARRIERS AND COLUMNS

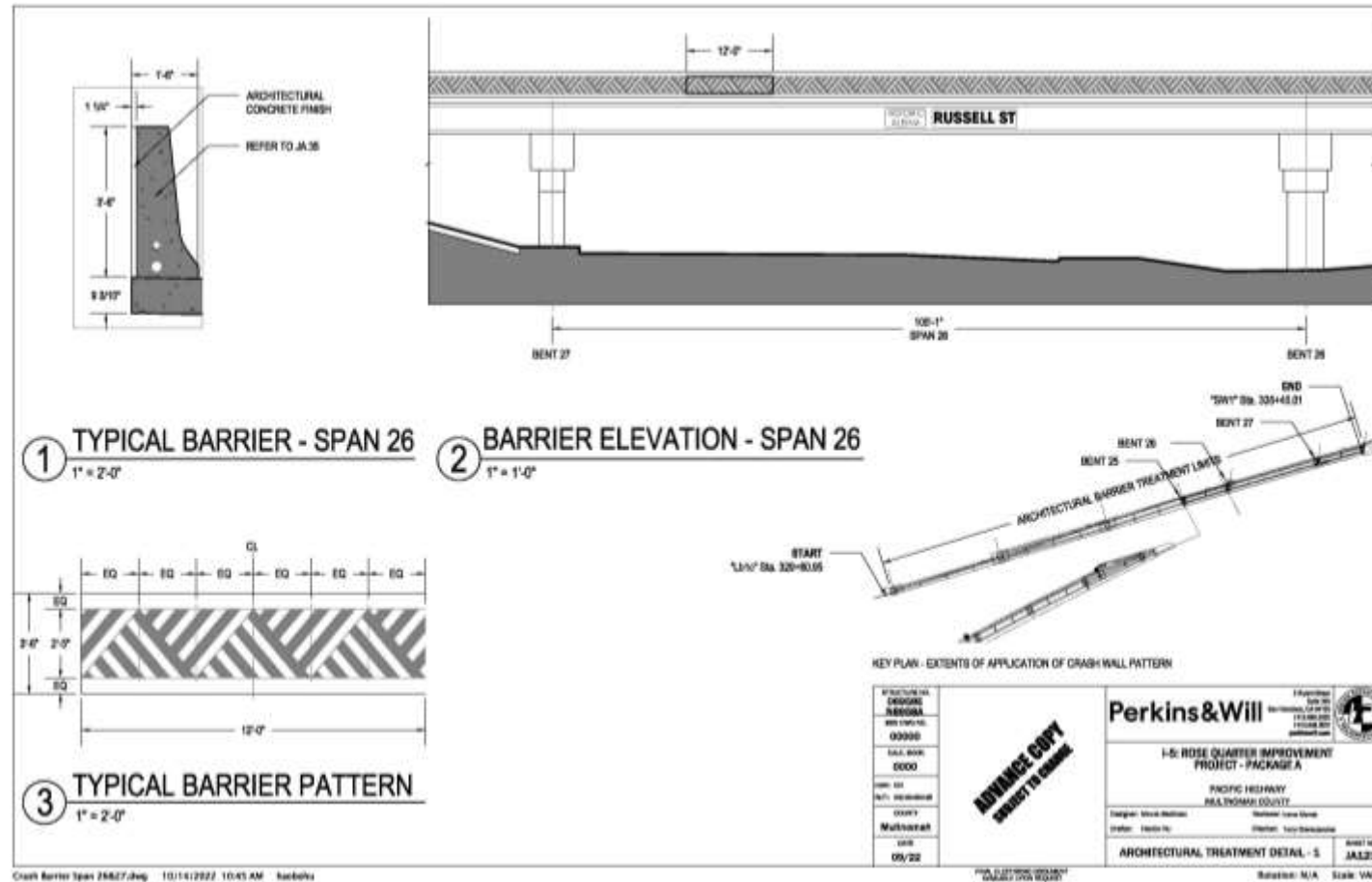
Q12. WHICH CRASH BARRIER PATTERN DO YOU PREFER?

Answered: 233 Skipped: 85

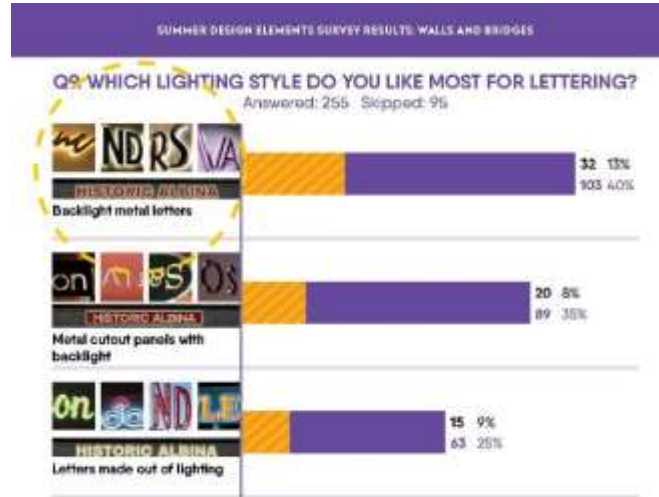


Page 15

Decision: Barrier Pattern



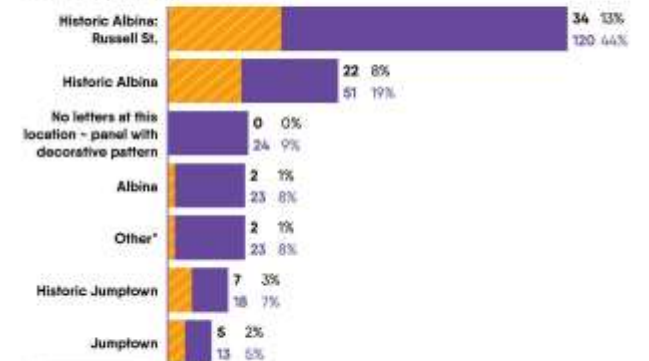
Decision: Bridge Lettering



SUMMER DESIGN ELEMENTS SURVEY RESULTS: WALLS AND BRIDGES



Russell Street was an important area in the historic Albina community as the location of many key civic organizations and businesses, many of which are still around today. At the bridge above Russell Street on the east side of I-5, what should the letters say?

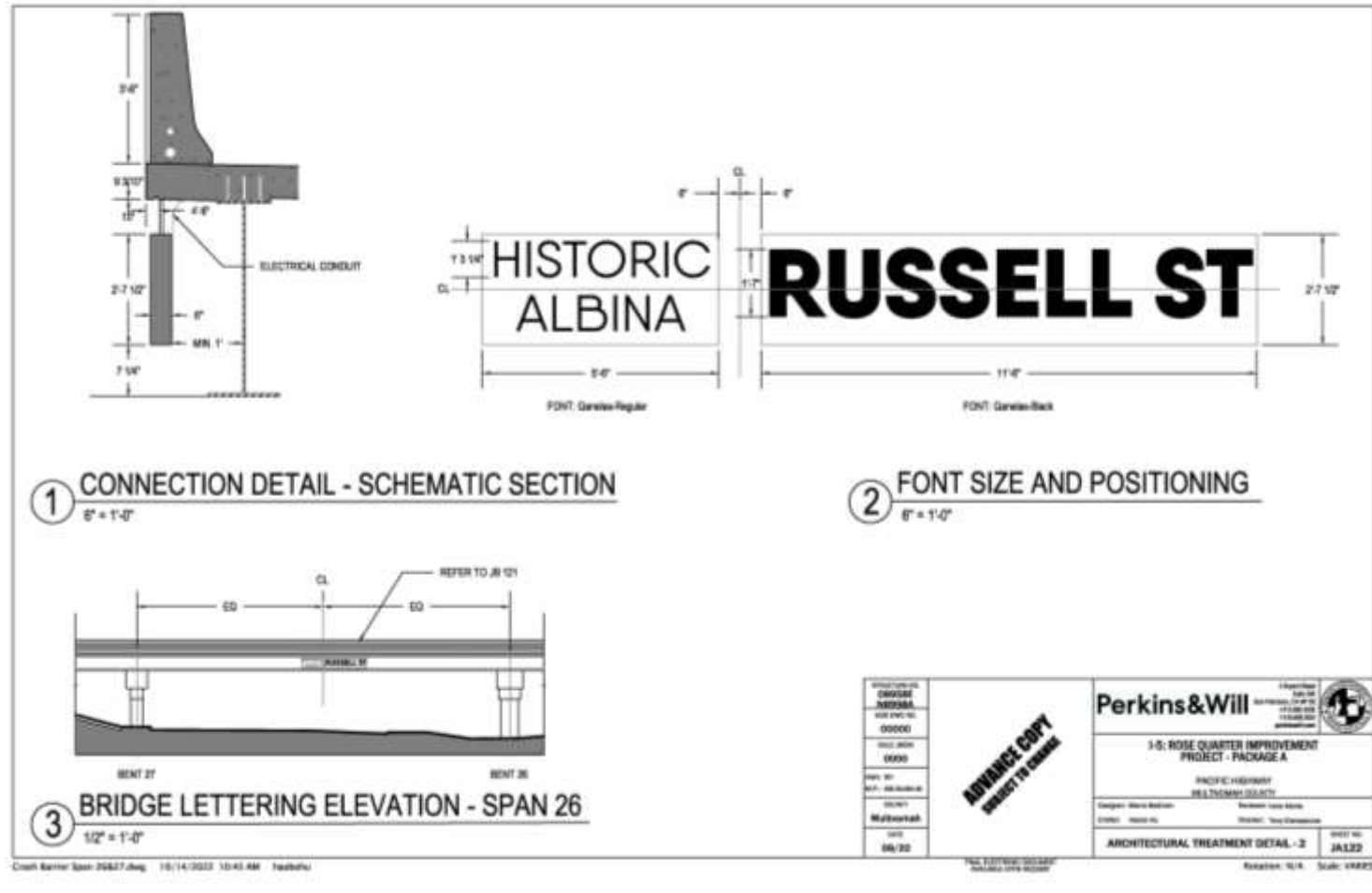


All Respondents African American, Black & African Respondents
*All Respondents include African American, Black & African Respondents

*Please see page 23 to view "Other" responses.




Decision: Bridge Lettering





Decision: Wall Patterns





ADINKRA SYMBOLS AND MEANINGS


- 


BEŞE SAKA
 Bunch of kola nuts. A symbol of affluence, power, abundance, plenty, togetherness, and unity.
 - 


DWENNIMMEN
 Ram's horns. A symbol of strength (in mind, body, and soul), humility, wisdom, and learning.
 - 

BI NKA BI
 No one should take another. A symbol of justice, fairness, freedom, peace, forgiveness, unity, harmony, and the avoidance of conflict or strife.
 - 

ABAN
 Fortress (or castle). A symbol of strength, seat of power, authority, and magnificence.
 - 

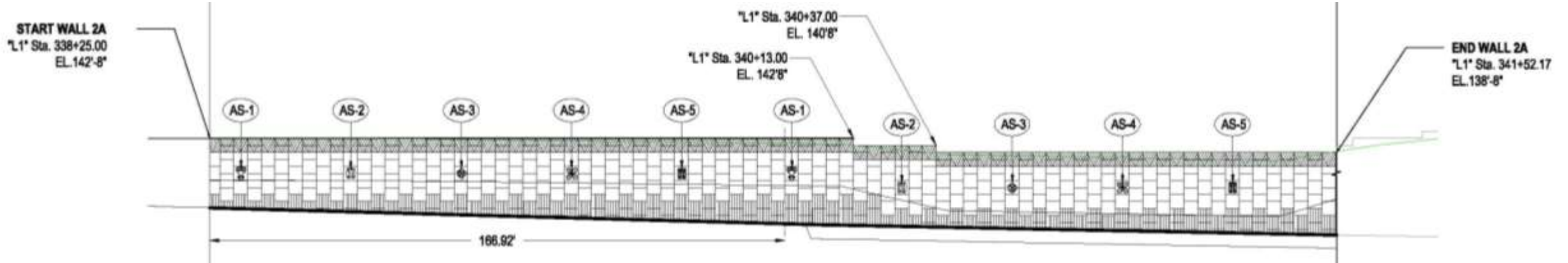
AKOMA NTOASO
 Joining of hearts. A symbol of agreement, togetherness and unity or a charter.
 - 

FUNTUMUNEFU DENKYEMFUNEFU
 Conjoined crocodiles. A symbol of unity in diversity giving a common destiny; sharing.
 - 

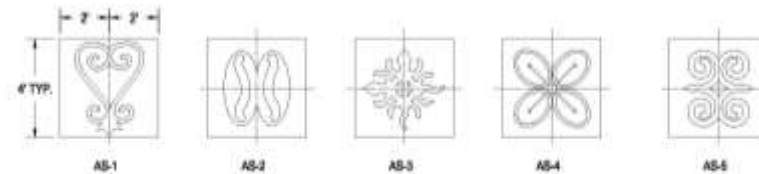
NKONSONKONSON
 Chain. A symbol of unity, community.
 - 

SANKOFA
 Go back and get it. A symbol of the wisdom of learning from the past to build for the future.
- SOURCE: <https://www.adinkrasymbols.org/>

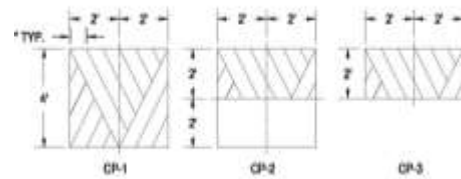
Decision: Wall Pattern Adinkra



LEGEND	
AS-1	BANKOFA
AS-2	NKONSONKONSON
AS-3	FUNTUMFUNEFU DENKYEMFUNEFU
AS-4	BOSE SAKA
AS-5	OWENIMMEN
CP-1	FULL CROWN
CP-2	HALF CROWN HALF FIELD
CP-3	HALF CROWN
FB-1	FIELD
FB-2	BASE
FB-3	HALF BASE

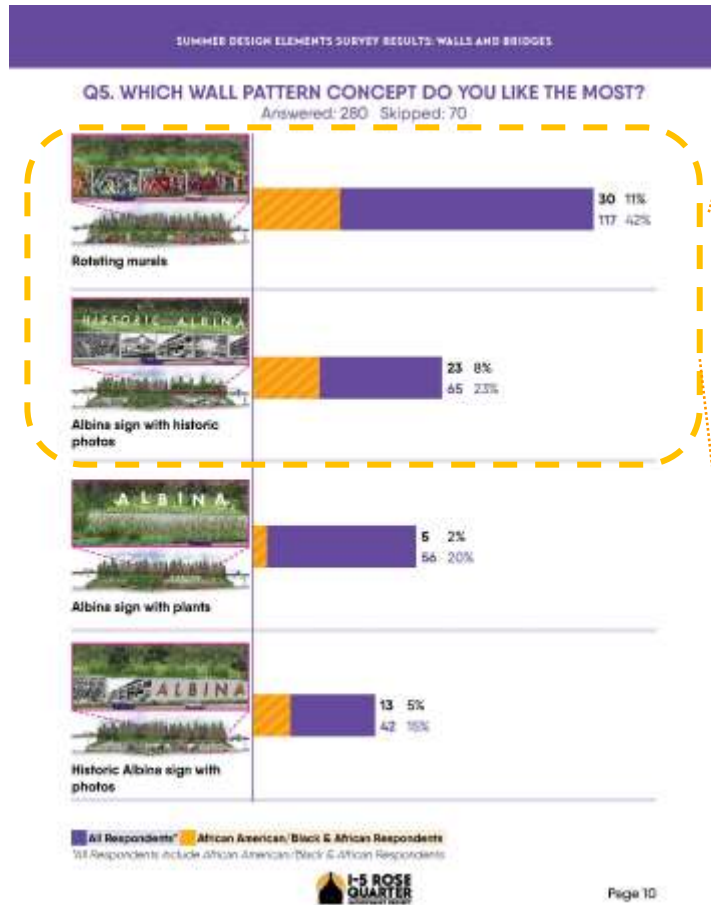


© ADINKRA SYMBOLS



© CROWN PATTERN

Decision: Wall 15 treatments

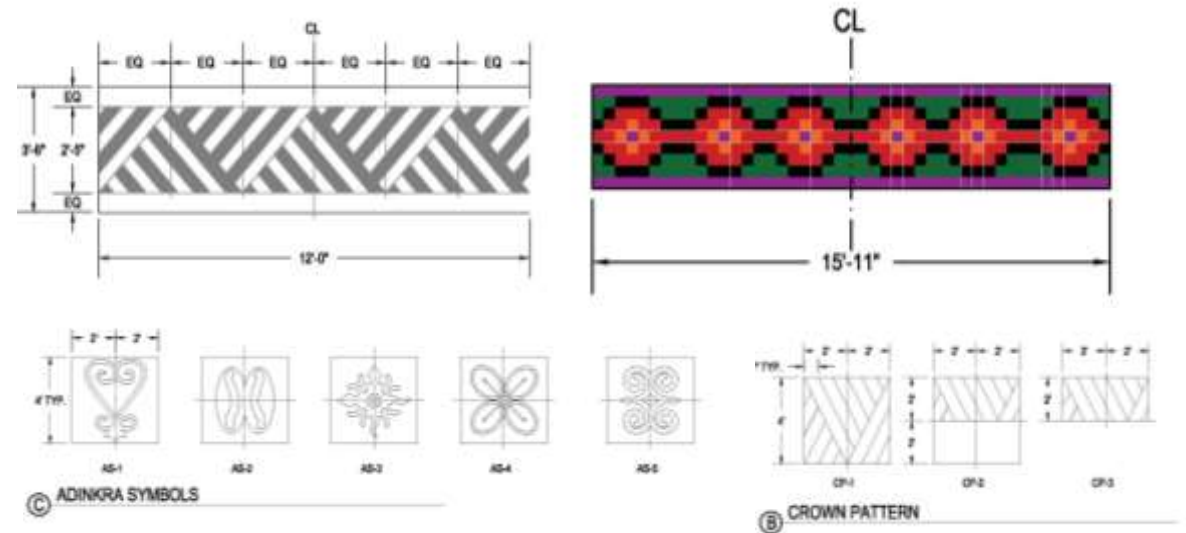


Design elements Yet to Come

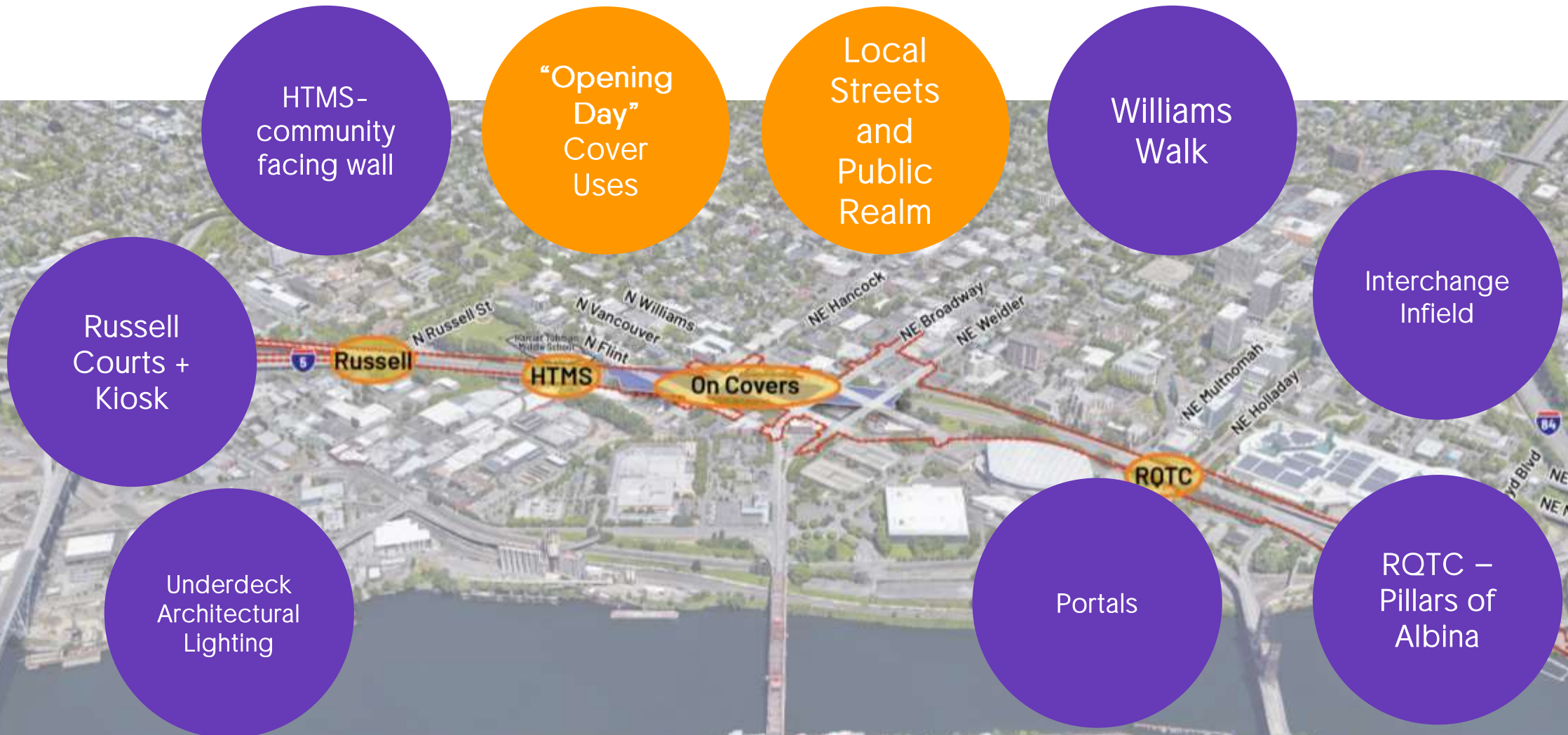


Decisions and design development

- ▶ 2022 work on improving the fit and finish of the infrastructure elements within Early Work Packages A,B,C
Elements of Continuity
- ▶ 2023 will be about new areas and enrichments through partnership and collaboration
Elements of recognition



Decisions to come



Undersides



- ▶ Lighting
- ▶ Activation



edges



- ▶ HTMS community face
- ▶ Murals and other treatments for infrastructure surfaces



Pillars of Albina

AFRICAN-AMERICAN EXPERIENCE IN OREGON		
1.0 INDUSTRIES	2.0 CIVIC ORGANIZATIONS	3.0 CHURCHES
Logging	Portland Urban League	First AME Zion Church
Ranching	The Portland NAACP	Mt. Olivet Baptist Church
Farming	Black United Front	Bethel AME Church
Shipyard Building	Black United Fund of Oregon	Albina Ministerial Alliance
Railroads	Leisure Hour Golf Club	Vancouver Ave. First Baptist Church
4.0 EDUCATION	5.0 GOVERNMENT	6.0 BUILDING TRADES
Robert Hughley/ PPS	Avel Gordly	Shipbuilding
Lillian Bell/PPS Teacher	Margaret Carter	Unions/Labor Movement
The Black Educational Center	Gladys McCoy	Contracting: Shelby Golden
Albina Youth Opportunity School	Judge Adrienne Nelson	Albina Contractors Assoc.
7.0 PROFESSIONAL	8.0 ENTERTAINMENT/MUSIC	9.0 ATHLETICS
Dr. Denorval Unthank	Leroy Vinnegar	Charles "Pat" Patterson
Ulysses Plummer/Atty	Mel Brown	Mel Renfro
	Esperanza Spalding	Artie Wilson
	Clubs: Dude Ranch; Cotton Club	Damon Stoudamire
10.0 JUDICIAL SYSTEM	11.0 BUSINESSES	12.0 PUBLIC UTILITIES/INFRASTRUCTURE
Judge Ancer Haggerty	The Advocate	Transportation
Judge Adrienne Nelson	Golden West Hotel	Public Utilities
Mercedes Deiz	Portland Observer	
	American State Bank	
	Hospitality - Portland Hotel	



- ▶ 12 commissioned pieces dedicated to a person or entity for each of the columns holding up the new bridges from Multnomah to Holladay

Williams Walk

Exploring the Pacific Northwest (Pre-1840s)

1. Employment in the Fur Trade in PNW
2. Oregon Trail Era
3. Homesteading in Oregon

Portland Emerges As A City (1860 - 1905)

1. Emergence in Railroads and Hospitality
2. A-A businesses take shape & prosper
3. Golden West Hotel

Portland & The World's Fair (1900 - 1930)

1. City begins to prosper with World's Fair
2. Displacement begins for A-A residents/ businesses
3. KKK appears in Oregon
4. NAACP office is formed

Emergence of Community Institutions (1920s - 1940s)

1. Segregation/Discrimination are commonplace
2. Redlining forces A-A community to resettle in Albina, Freedom Area, and Sugar Hill
3. Community institutions emerge: newspapers, social clubs, civic organizations and churches
4. A-A businesses expand into building and industry trades

WWII & Contemporary Portland (1940s - 1950s)

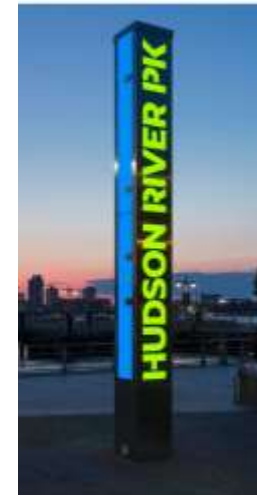
1. Kaiser Shipyards as strong employer
2. A-A migration from the South. Urban League formed to support workers
3. A-A businesses continue to survive & expand
4. Churches, civic organizations active in civil rights movement
5. Vanport Flood occurs and entire community is displaced & forced to resettle mainly in Albina

Business & Professional Achievements (1950s - 1960s)

1. Business/employment opportunities emerge for A-A in fields: education, law, government, politics, medicine, building trades, unions & labor movement, athletics, transportation and public utilities
2. Displacement of A-A community with development of Memorial Coliseum, and introduction of I-5, Eastbank Freeway

Displacement & Gentrification (1960s - present)

1. Displacement continues with the Federal Model Cities program to revitalize urban areas
2. Organizations such as Black United Front, Black United Fund of Oregon, and Black Panther Party continue to address social/economic issues of the A-A community



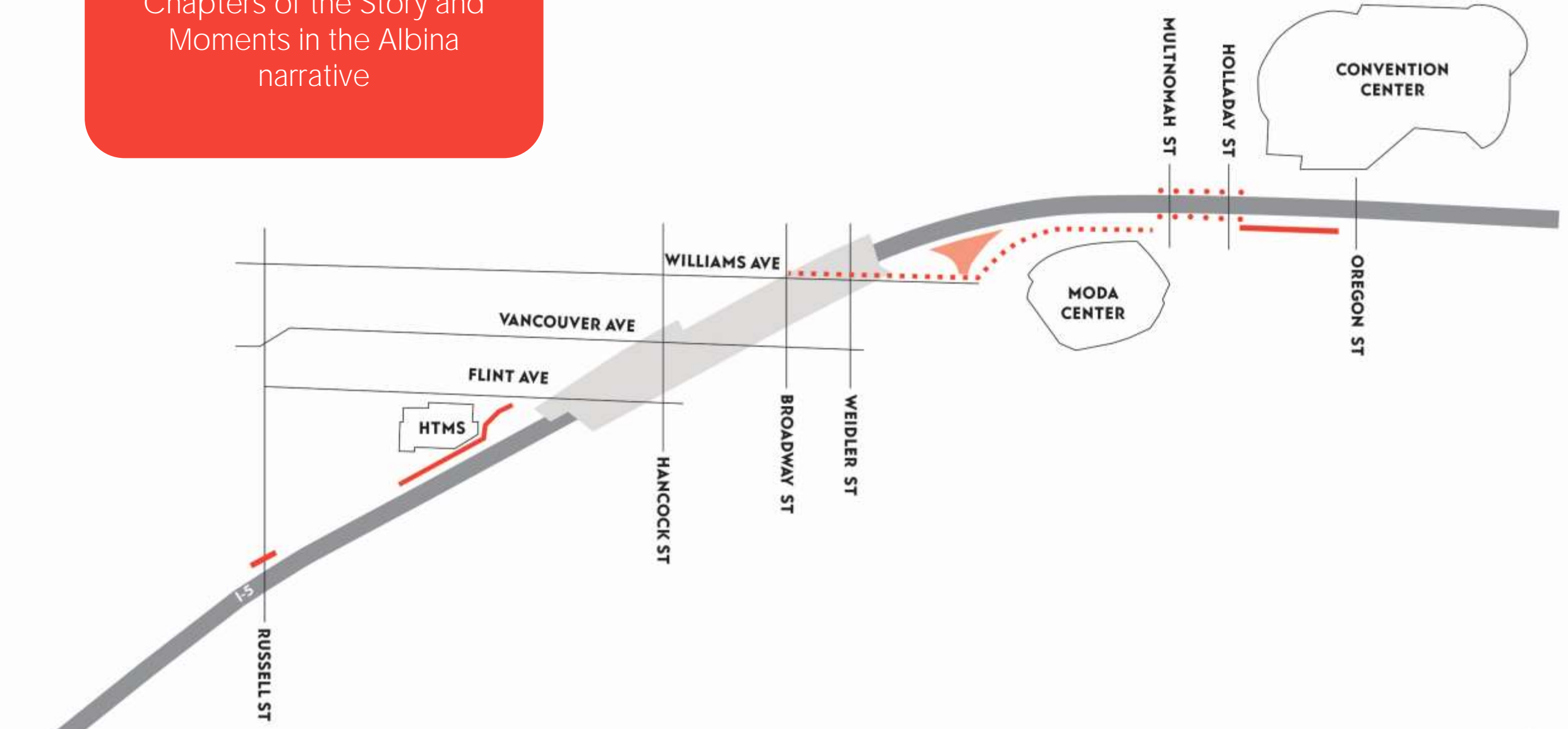
Cover Portals



How the elements
are Related

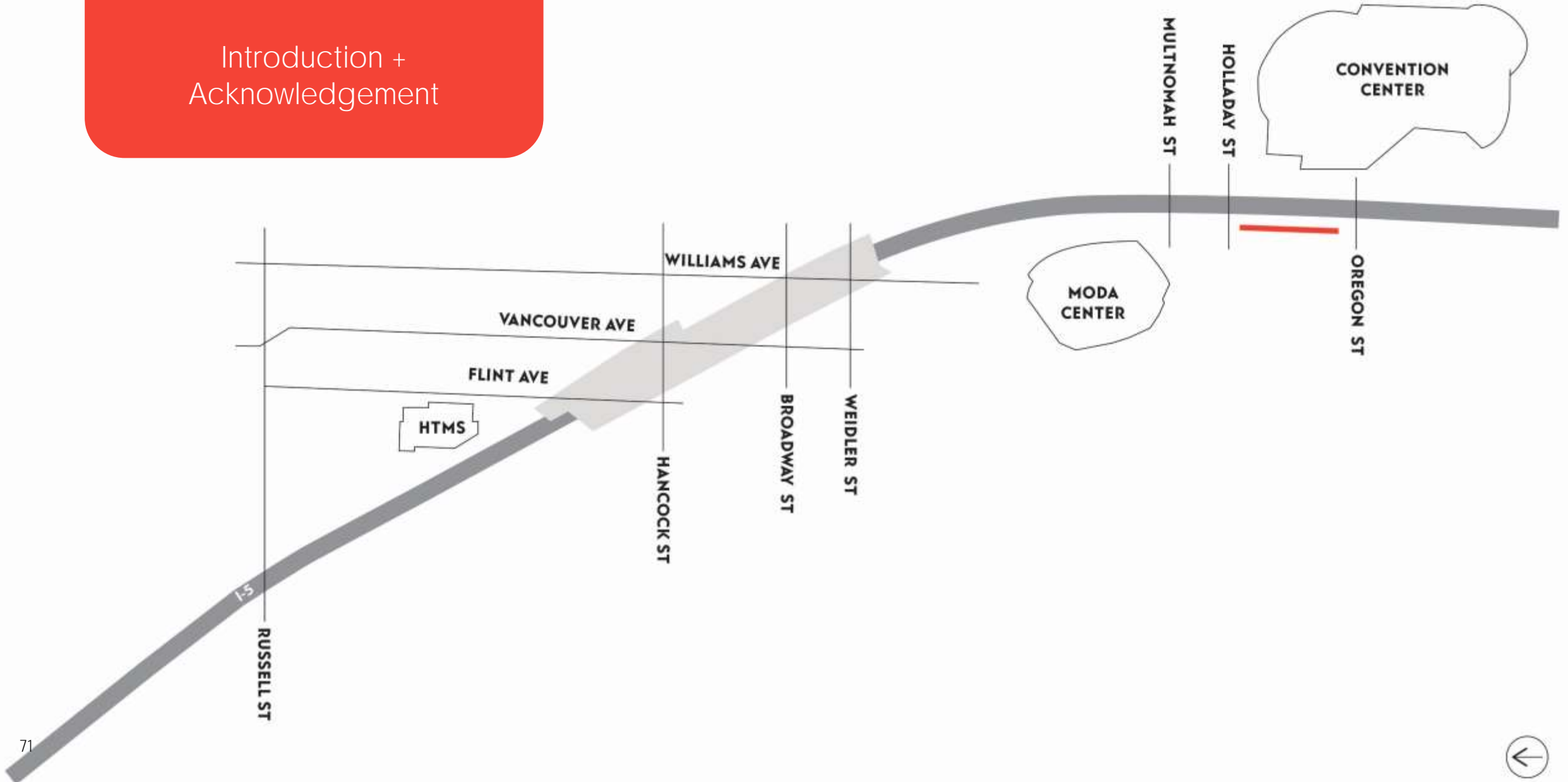


Chapters of the Story and Moments in the Albina narrative

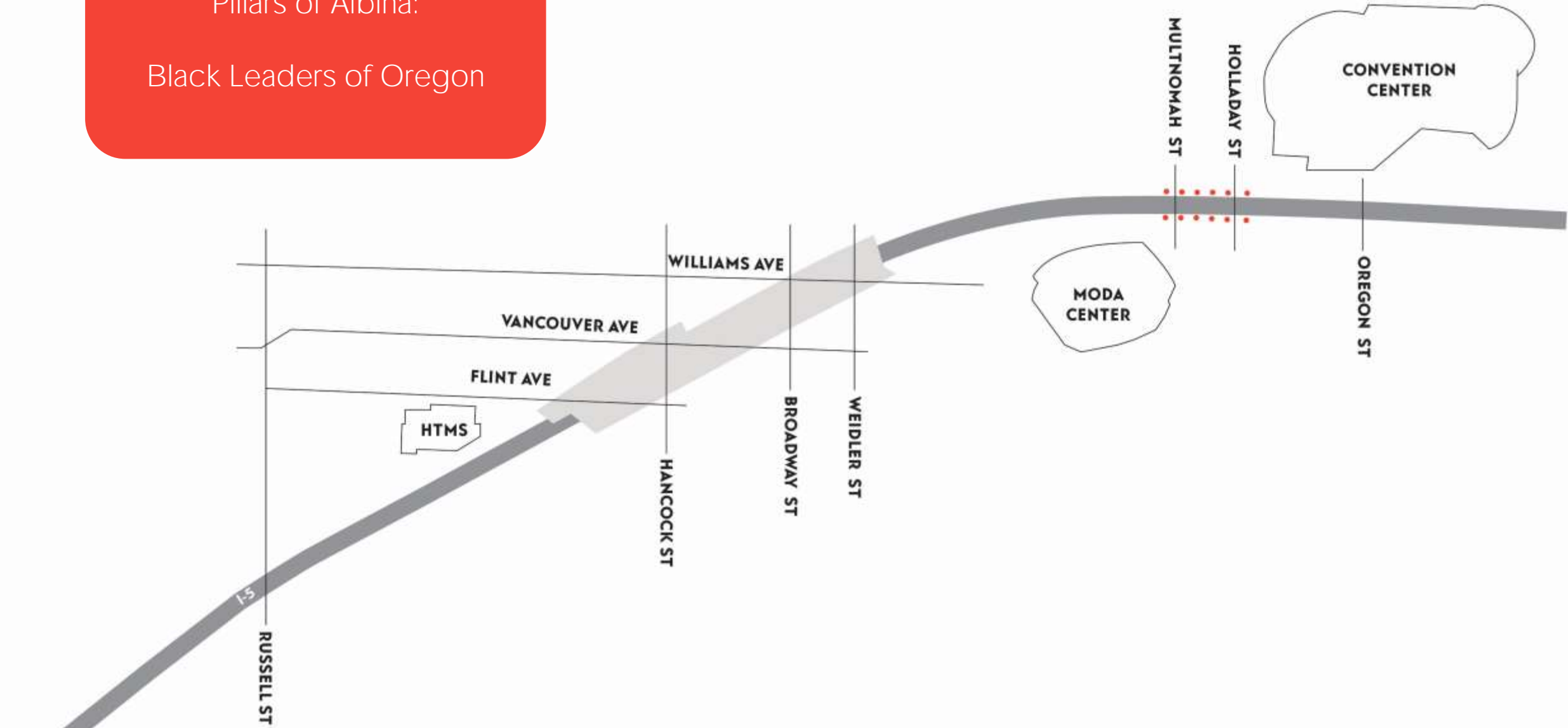


Rose Quarter Wall:

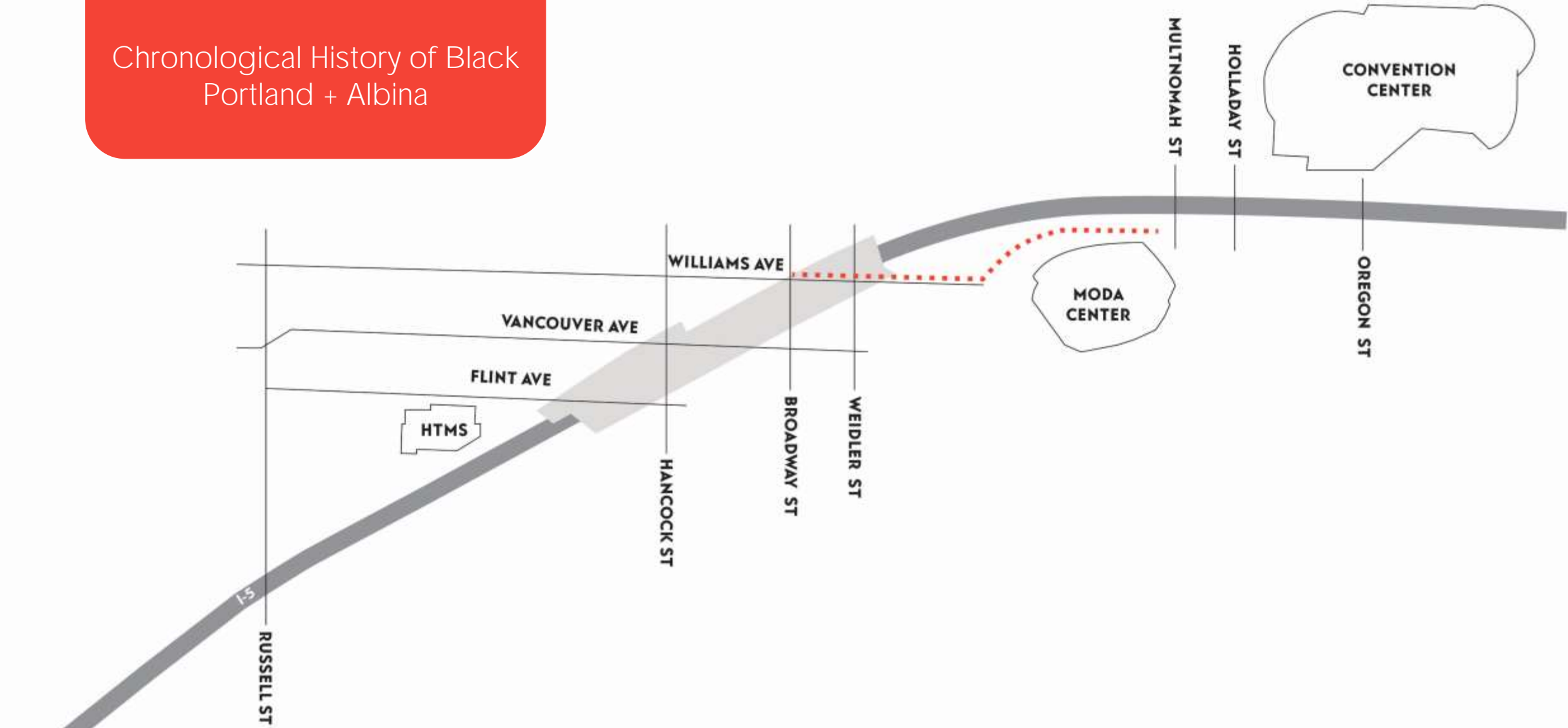
Introduction +
Acknowledgement



Pillars of Albina:
Black Leaders of Oregon

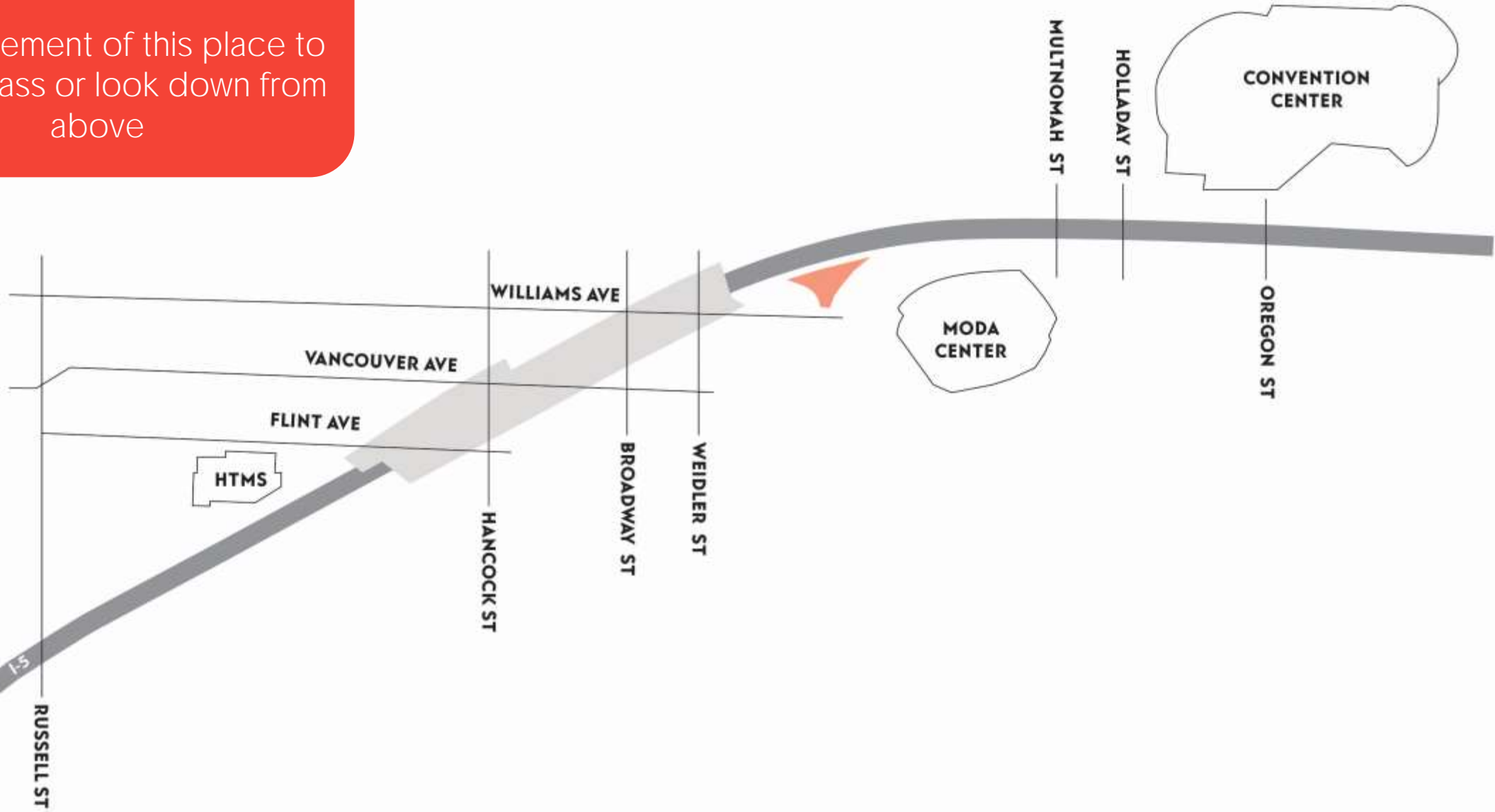


Williams Walk:
Chronological History of Black
Portland + Albina

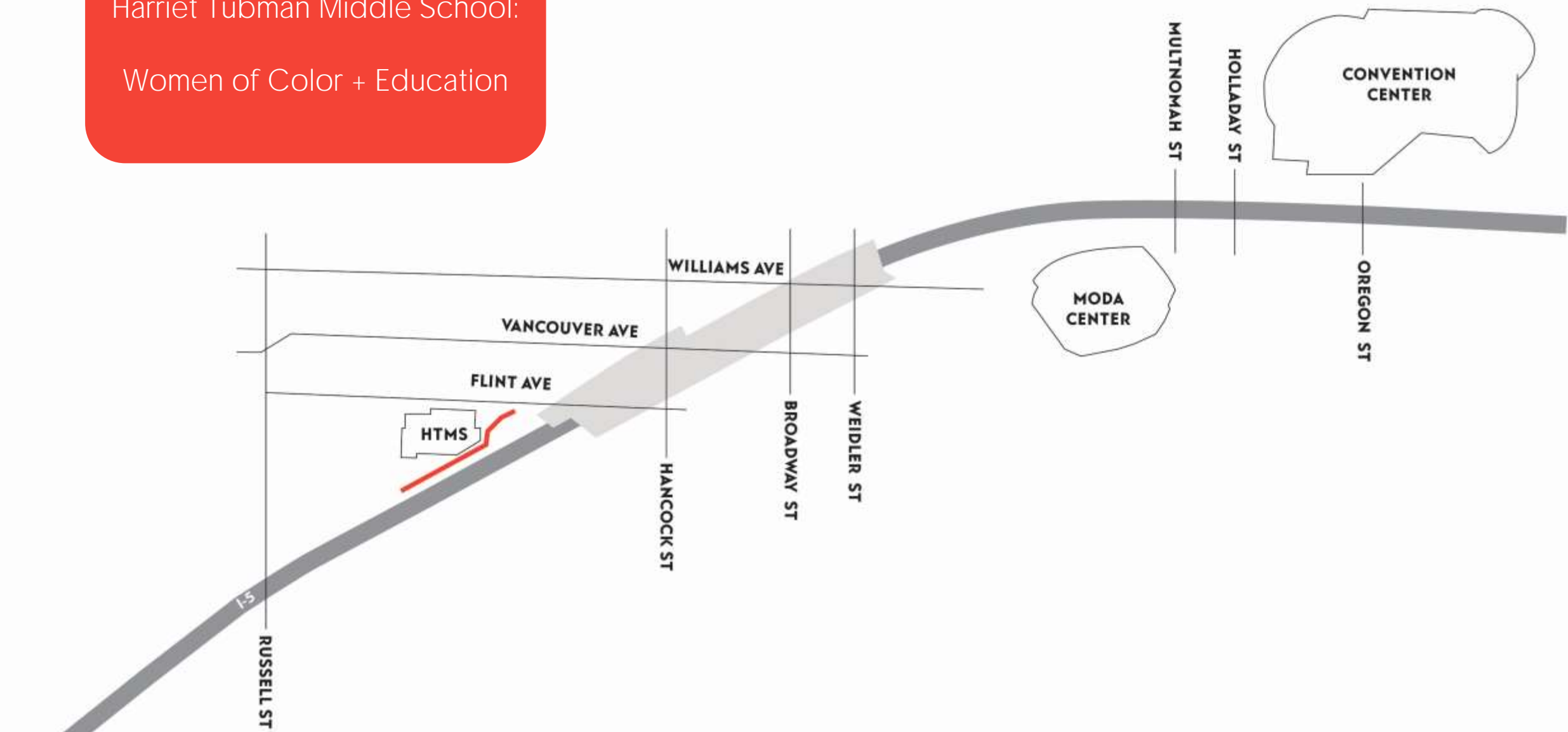


Interchange Infield:

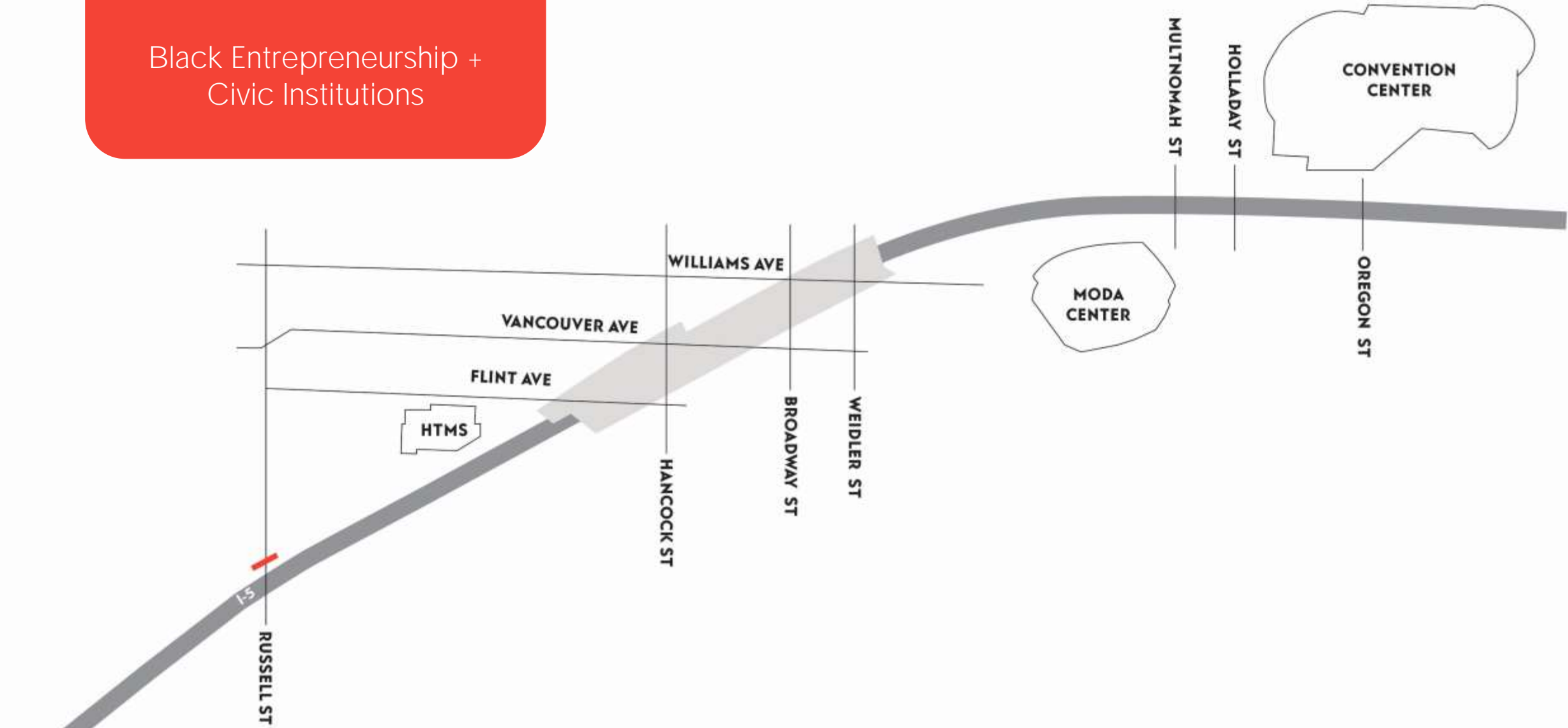
Announcement of this place to all who pass or look down from above



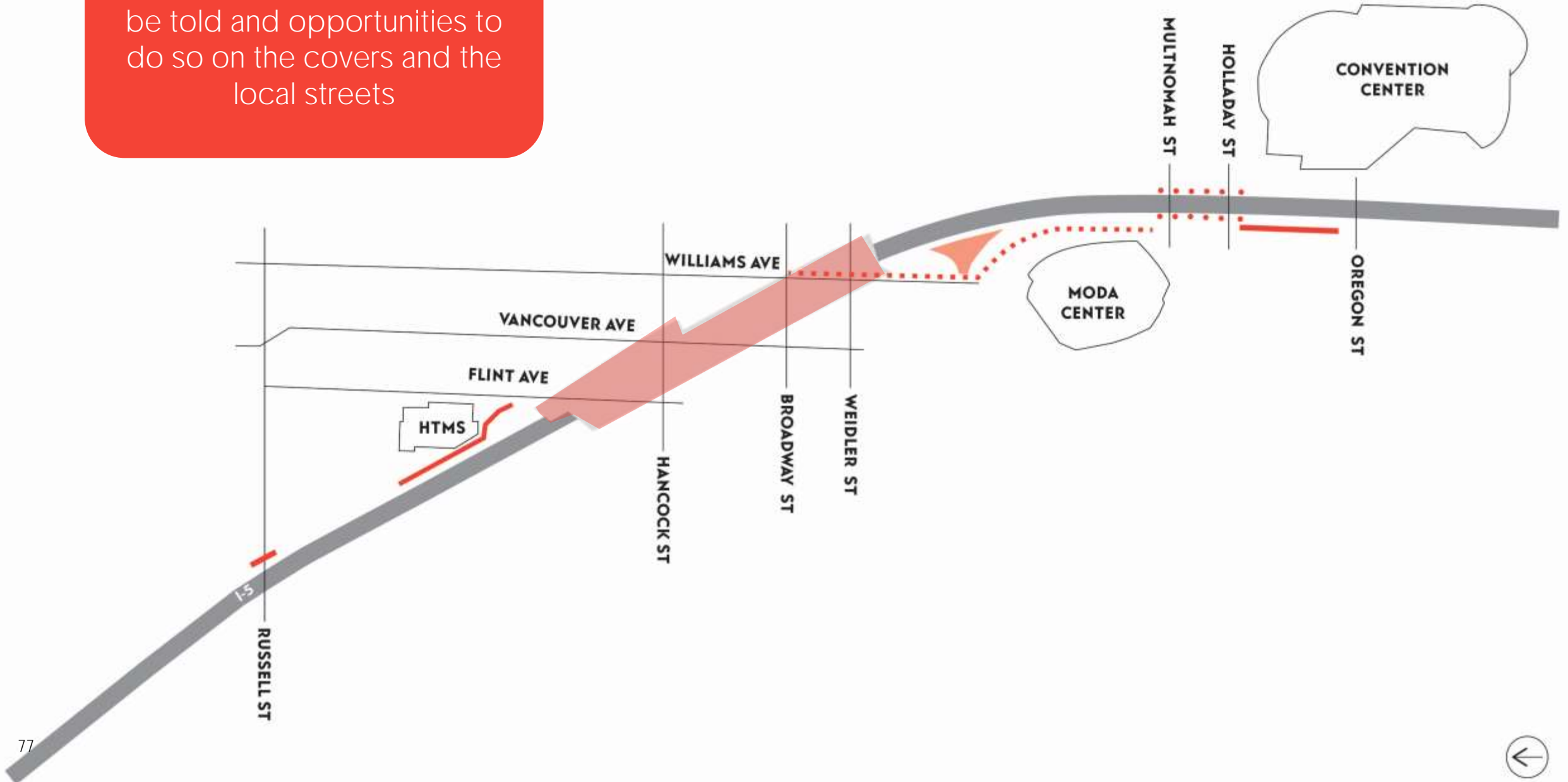
Harriet Tubman Middle School:
Women of Color + Education



Russell St:
Black Entrepreneurship +
Civic Institutions



There are additional stories to be told and opportunities to do so on the covers and the local streets



Next Steps



Community Framework Agreement



- ▶ **Preferred Interim Land Use & Urban Design Concept.** Urban design and programming options for covers prior to long-term development.
- ▶ **Preferred Long-Term Land Use & Urban Design Concept.** Blueprint for where structures/buildings can be located on the covers, and range of potential programming/land use options.
- ▶ **Preferred Governance Structure.** An outline of a preferred governance structure for implementing land use and urban design concepts, and development/land uses/programming on the covers.
- ▶ **Recommendation/Next Steps.** Recommendations to allow development to proceed on the freeway covers, including, but not be limited to:
 - Title 33 Zoning Code Amendments
 - Title 17 Transportation System Plan Amendments
 - Governance Issues to Resolve

Steps in Scoping CFA



- ▶ **Phase 1: Ground Truthing.** Confirm direction of ICA, development constraints, and development parcels. Establish TAC, and development community outreach strategy.
- ▶ **Phase 2: Land Use/Development Scenarios and Constraints.** Explore best practices and governance scenarios, develop urban design and land use/development concepts.
- ▶ **Phase 3: Preferred Land Use/Development Concept.** Identify preferred interim and long-range urban design and land use/development concept.
- ▶ **Phase 4: Implementation Strategy.** Draft/Outline Governance Structure (IGA/MOU/DA), identify potential funding mechanisms, and create implementation strategy.

Neighborhood Framework Principles



The Neighborhood Framework provides principles and tools to achieve the greatest potential for the community's vision to be achieved on the highway covers. These principles are:

- ▶ **Maximize high-quality development parcels** on and around the covers for community use and control.
- ▶ **Provide flexibility** for future development by designing the cover and utility connections to support both buildings and civic gathering spaces.
- ▶ **Restore streets** across the highway to create active frontages for development and prioritize safer, pedestrian-oriented routes.
- ▶ **Minimize exposure to highway noise and pollution.**

Highway Cover Development Opportunity Questions



- ▶ **Encumbrances & Site Constraints.** How will easements, setbacks, no build zones or other constraints shape buildable footprints (on and adjacent to covers)?
- ▶ **Land Use and Program Siting.** Where are the most appropriate locations for the different uses identified by the Independent Cover Assessment?
- ▶ **Grade Considerations.** How will the covers be designed to create level pads for gathering spaces and/or buildings?
- ▶ **Landscape and Open Space Considerations.** What constraints will exist influencing landscape materials and placement, and the range of open space programming?
- ▶ **Building Construction Types.** What is the range of different building construction types that can be developed on the covers?
- ▶ **Infrastructure Needs.** What infrastructure will be needed to support the range of uses envisioned on the covers? How will the covers be designed to accommodate this infrastructure?
- ▶ **Urban Form and Character.** How will cover design and traffic circulation patterns influence the urban form and character of the covers?

Questions?

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