



N/NE Quadrant and I-5 Broadway/Weidler Plans

STAKEHOLDER ADVISORY COMMITTEE RECOMMENDATIONS

AUGUST 29, 2012

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FOR MORE INFORMATION:

Please see the project website at: www.portlandoregon.gov/bps/cc2035/nneq

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August 28, 2012

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Oregon Transportation
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Greetings:

The North/Northeast Quadrant Stakeholder Advisory Committee (SAC) is pleased to present our final recommendations for the N/NE Quadrant Plan and the I-5 Broadway-Weidler Interchange Plan. These two documents provide an integrated vision for an intensely vibrant urban district in the Lloyd District, growing employment and economic activity in Lower Albina with a much safer, friendlier, and a more efficient I-5 freeway interchange at NE Broadway and NE Weidler Street that better meets both regional and local mobility needs.

From the fall of 2010 to the summer of 2012, we had the honor of chairing the diverse and inclusive 30-member SAC as it developed its recommendations. The process was a collaborative effort between the City of Portland, represented by the Bureau of Planning and Sustainability (BPS) and the Bureau of Transportation (PBOT), and the Oregon Department of Transportation (ODOT). As co-chairs, we would like to acknowledge this unique effort and that SAC members embraced this challenge and the opportunity to engage with the staff from BPS, PBOT and ODOT on this project to develop our recommendations.

When we started, we set out to do something that had not been done before in this region: integrating a major freeway project with a long-range land use and transportation plan. The working assumption for this effort arose from the history of developing land use and freeway plans independent of one another. Inevitably, the previous planning efforts resulted in plans that addressed particular issues related to agency priorities, but left many other complex issues in the area unresolved and lacking the necessary public and inter-agency support to be implemented. This process set out to concurrently develop two separate, but integrated plans that address the needs for livability and urban vitality of this quadrant of the Central City, as well as the regional safety and mobility needs of I-5 as a key facility for the region and state.

Doing this together was not always easy, but the rewards more than compensate for the hard work of SAC members, staff, and public at large. We believe by working together we have plans that are not only consistent but integrated, that support and reinforce each other in physical and symbolic ways we hope will facilitate implementation. Early on, the SAC developed a comprehensive list of project goals to guide the development of the plans. They are found on page 6.

After two years of education about issues in the quadrant from staff, expert consultants, stakeholders and the public, plus attending numerous meetings and participating in SAC discussions, the final votes of the process were taken on June 7, 2012 and August 2, 2012. The questions asked were:

- 1) Do you endorse the Joint Facility Plan, as revised?
- 2) Do you endorse the Draft N/NE Quadrant Plan, as revised?
- 3) Do you endorse the SAC Recommendations transmittal document?

A summary of the votes follows. Please see Section VI., Final Votes for details.

	"1" Full Support	"2" Support, but Prefer Modifications	"3" Do Not Support	Result
1) ODOT Facility Plan (6-7-12)	12	4	3	Pass by Majority/Minority
2) N/NE Quadrant Plan (8-2-12)	17	4	0	Pass by Consensus
3) SAC Recommendations Transmittal (8-2-12)	21	0	0	Pass by Consensus

We believe that these plans offer a comprehensive framework that will guide public and private investment in the next decades. By working together, we have accomplished a great deal more than had we done these plans independent of each other.

Following this letter is an overview of the process and key outcomes. We would like to call your attention to two items in particular: 1) Appendix B, which contains letters and minority reports from SAC members, and 2) Section VIII., Conclusion and SAC Recommendations, which contains additional an SAC recommendation encouraging the City of Portland and ODOT to act immediately to address high priority safety concerns.

We now have the blueprints for positive change. It is our next collective task and commitment led by the City and state, to continue the work to make the recommendations in these plans a reality.

Respectfully Submitted,



Lloyd D. Lindley, II
SAC Co-Chair



Tracy Ann Whalen
SAC Co-Chair

On behalf of the current Stakeholder Advisory Committee Voting Members:

Matt Arnold
Wynn Avocette
Pauline Bradford
Daniel Deutsch
Malina Downey
Debra Dunn
Gary Eichman
Dean Gisvold
Carol Gossett

Heidi Guenin
Damien Hall
Sean Hubert
Wayne Kingsley
Wade Lange
Eric Lovell
Jenny Lyman
Gary Marschke
Brock A. Nelson

Jodi Parker
Owen Ronchelli
Wanda Rosenbarger
William Ruff
Bob Sallinger
Phil Selinger
Gary Warren
Mike Warwick
Justin Zeulner

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I. Introduction, Goals and Process Overview

A) Introduction

In the summer of 2010, ODOT, PBOT and BPS (“the Project Team”) initiated a partnership to begin co-developing land use and transportation concepts for the North/Northeast quadrant of the central city (N/NE Quadrant) through an iterative process involving the public and area stakeholders. (See, Figure 1.)



Figure 1: Study Area for the N/NE Quadrant and I-5 Broadway/Weidler Plans Project

This joint effort provides a new collaborative land use and transportation approach to integrate land use planning with urban freeway interchange improvements. This approach combined the planning of local strategies for land use, urban design and local transportation improvements, typically a City responsibility, with the planning of interstate freeway improvements, which is an ODOT responsibility.

The N/NE Quadrant Plan is part of overall process to update the 1988 Central City Plan. The SAC identified the following key issues to be addressed: 1) the Lloyd District’s lack of vibrant pedestrian activity, 2) support the industrial uses in the Lower Albina, 3) support the recent designation of the Lloyd EcoDistrict, and 4) acknowledge and develop strategies to address the impacts of past large scale public project.

The project’s approach for freeway improvements was to address long-demonstrated safety and operational issues that, if scaled according to community aspirations, would contribute to the continued vitality of the Central City and the mobility needs of the region and state. Due to multiple constraints, freeway improvements were to focus on existing safety and efficiency scenarios instead of solutions that increase capacity to meet future travel demands.

The Stakeholder Advisory Committee (SAC) was established to provide feedback and direction to the Project Team. It and the SAC met regularly for over two years to discuss issues, brainstorm, develop draft concepts, and examine transportation and land use solutions concurrently through a five-phase process designed to explore multiple alternatives to address complex land use and transportation issues. For additional information, please see Appendix A for the Project Overview.

B) Goals

The following jointly developed project goals were approved by the SAC in January 2011. The goals state:

This planning effort will result in integrated land use, urban design, and transportation strategies, policies and plans for the N/NE Quadrant and the I-5 Broadway/Weidler interchange that balance, complement, enhance, protect, respect, revitalize, support, and sustain economic, environmental, and social interests. The implementable plans will be consistent with the overall goals and policies of the city, region, and state.

Our recommendations will be guided by our desire for:

- A diverse mix of commercial, cultural, entertainment, industrial, recreational, and residential uses, including affordable housing;
- A full multimodal transportation system that addresses present and future transportation access and needs, both locally and on the freeway system;
- Economic development that supports existing and new business opportunities and more job creation, especially those paying family wages;
- Enhanced fish and wildlife habitat, increased access to nature, and a sustainable built environment;
- Equitable access to community amenities and economic opportunities;
- Infrastructure for healthy, livable, safe and vibrant communities (e.g. open space and parks, river access, schools, etc.) that respects and complements adjacent neighborhoods;
- Protection and enhancement of the cultural heritage of the area and its sub-districts; and
- Safe traffic operations and freight mobility on I-5 and locally, with improved interface between the freeways and the local street system, and increased local connectivity to adjacent areas and land uses.

C) Process Overview

The land use changes and urban design strategies for the City are documented in the North/Northeast Quadrant Plan (as part of the 2035 Central City Plan) and are interdependent and mutually supportive of the transportation changes documented ODOT's Facility Plan. Though developed within the same process, the land use and transportation improvements resulted in two different groups of documents for the two partnering agencies as shown in Figure 2.

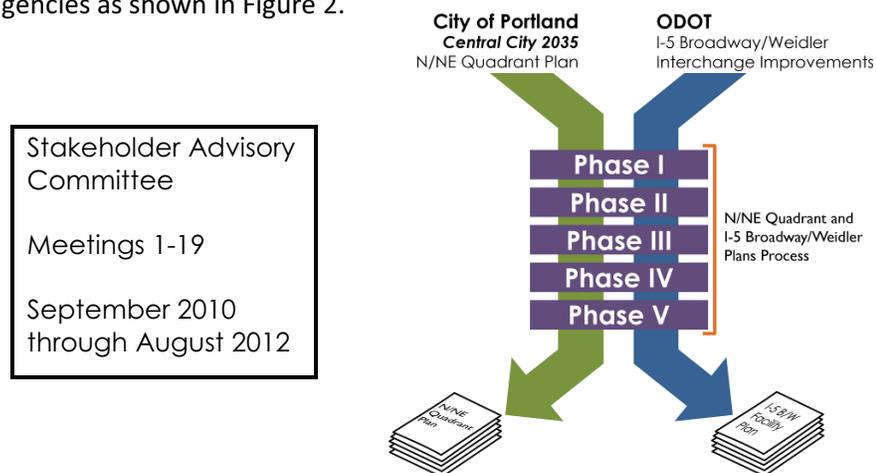


Figure 2: Joint Effort for the N/NE Quadrant and I-5 Broadway/Weidler Plans Project: Examining Land Use and Transportation Elements Concurrently

In the end, this process resulted in land use and transportation changes in the quadrant that are mutually agreeable to both the City of Portland and to ODOT. The voting members of the SAC largely endorsed the proposed plans, with some members submitting minority reports explaining why they oppose portions of the plans. See section VI, below for a summary of the votes and Appendix B for letters and minority reports.

II. Stakeholder Advisory Committee, Collaboration Principles, and Public Involvement Overview

A) Stakeholder Advisory Committee

The SAC was one of the primary means of ensuring that the public had opportunities to provide meaningful input into the planning process. SAC members (see, Table 1) were selected to represent key stakeholder interests and to create a balanced committee to guide the planning effort. All SAC members were appointed by the directors of the Portland Bureau of Planning and Sustainability, the Portland Bureau of Transportation and the Oregon Department of Transportation Region 1 Office. The SAC was made up of 30 voting and 8 non-voting members, representing area stakeholders, including business and neighborhood associations and property owners, as well as community interests such as affordable housing, cultural heritage, the environment, economic equity, labor, urban design, and multi-modal transportation. Local, regional and state public agencies were represented on the committee as non-voting members. The SAC also considered non-member testimony and correspondence submitted during each meeting.

Table 1: N/NE Quadrant Project Stakeholder Advisory Committee Members (June, 2012)

Voting Members			
Representative	Interest	Organization	Alternate
Matt Arnold	Transportation-Bicycle	Bicycle Advisory Committee	Heather McCarey
Wynn Avocette	At-large		
Pauline Bradford	Cultural Heritage	Interstate URAC, NE Coalition of Neighborhoods	
Carol Gossett	Neighborhood Association	Sullivan’s Gulch Neighborhood Association	Britt Brewer
Phil Selinger Carolyn Briggs (past)	Transportation-Pedestrian	Pedestrian Advisory Committee	Doug Klotz Erin L Kelley (past)
Daniel Deutsch	Small Developer	Alora Development	Joanna Agee
Malina Downey	Regional Access	UPS	
Debra Dunn	Transportation-Trucking	Oregon Trucking Association	Bob Russell
Gary Eichman (co-chair) Tracy Whalen (co-chair)	Transportation-Freight	Portland Freight Committee	
Dean Gisvold	Neighborhood Association	Irvington Neighborhood Association	Ed Abrahamson
Cynthia Gomez (past)	Environmental Justice / Economic Equity	Latino Network	Andrea Marquez-Horna
Heidi Guenin	Community Health	Upstream Public Health	Steve Bozzone
Damien Hall	At-large		
Sean Hubert	Affordable Housing	Central City Concern	Martin Soloway
Wayne Kingsley	Adjacent Businesses	Central Eastside Industrial Council	
Wade Lange	Property Owner/Business-	Langley Investment Properties	Mike Bernatz

	Lloyd District		
Lloyd Lindley (co-chair)	Urban Design	AIA Portland / ASLA Portland	
Eric Lovell	Lower Albina Businesses	Uroboros Glass Studio	Kurt Widmer
Jenny Lyman	Transit Riders		
Gary Marschke	NNE business association	NNE Business Association	Joice Taylor
Brock A. Nelson	Transportation-Rail	Union Pacific Railroad	
Midge Purcell (past)	Community / Civic Org	Urban League	
Jodi Parker Paul Riggs (past)	Labor Organization	Building Trades/Columbia Pacific BCTC	
Owen Ronchelli	Transportation-Local TMA	Lloyd TMA	Lindsay Walker
Wanda Rosenbarger	Major Retailer	Lloyd Center Mall	Dennis Henderson
William Ruff	Architect/Developer	LRS Architects	
Bob Sallinger	Environment	Audubon Society	Kelly Rodgers
Gary Warren	Neighborhood Association	Lloyd District Community Association	
Mike Warwick	Neighborhood Association	Elliot Neighborhood Association	Laurie Simpson
Justin Zeulner J. Isaac (past)	Property Owner/Business- Rose Quarter	Portland Arena Management	Chris Oxley
Non-Voting Members			
John Williams		Metro	Chris Deffebach
Teri Dresler Jeff Blosser (past)		Oregon Convention Center	Karen Totaro
Rian Windsheimer		Oregon Department of Transportation	Andy Johnson
Susie Lahsene		Port of Portland	
Joe Zehnder		Portland Bureau of Planning and Sustainability	Steve Iwata
Paul Smith		Portland Bureau of Transportation	John Gillam
Lew Bowers/ Peter Englander		Portland Development Commission	Sara King
Alan Lehto		TriMet	Jessica Engelmann

The role of the SAC was to advise and direct project staff throughout the planning process and to make recommendations to the Portland City Council, the Portland Planning and Sustainability Commission and the Oregon Transportation Commission. SAC members were expected to solicit input from their stakeholder groups and constituencies, report back to the committee, represent the broader interests of those groups at meetings, and promote public involvement in project events.

Subcommittees of the SAC met periodically to address specific issues, such as transportation, land use and urban design. Members of the public were invited to join the subcommittees to have more in-depth participation in the process.

In all, 19 full SAC meetings and 13 subcommittee meetings were held. All meetings were open to the public and included opportunities for public comment. For additional information, please see Appendix C for the SAC Meeting Notes.

B) Collaboration Principles

Early in the process, SAC members developed and adopted collaboration principles that governed decision making for the committee. The document can be found in Appendix D. It contains the agreements of the participants in the North/Northeast Quadrant I-5 Broadway Weidler Plans process.

The SAC made decisions by “consensus.” Consensus decision-making allows SAC members to distinguish underlying values, interests, and concerns with a goal of developing widely accepted solutions. Consensus does not mean 100% agreement on each part of every issue, but rather support for a decision, “*taken as a whole.*” This means that a member, through straw polling, may vote to support a consensus proposal even though they would prefer to have it modified in some manner in order to give it their full support. Consensus is a process of “*give and take,*” of finding common ground and developing creative solutions in a way that a strong majority of interests can support. Consensus is reached if members at the table support an idea or say, “*I can live with that.*” If that did not happen, the result was a “Majority/Minority” vote.

C) Public Involvement

There is a long history of large redevelopment and infrastructure projects that have had adverse impacts on the communities in Lower Albina and the Lloyd District. The public involvement process was designed to be inclusive and responsive to public concerns, and allow for active participation and meaningful public input.

The public involvement efforts for the N/NE Quadrant Project were guided by the public involvement goals developed by the Community Involvement Committee (CIC) for the Portland Plan, the long-range planning effort for the City as a whole, which was taking place when the quadrant plan process began. Incorporating these public involvement goals provided for consistent public involvement efforts that:

- Build on existing relationships
- Engage broader and diverse groups with education and information and provide all interested with enough instruction that they can meaningfully participate
- Provide multiple venues and means for community involvement and engagement
- Involve as many people as possible
- With feedback and continuous engagement throughout Portland Plan development and ensure community members are being heard

In addition, the N/NE Quadrant project strove to:

- Provide a process that is open and transparent, with a special emphasis on early involvement in providing policy-setting input
- Clearly define opportunities where the public can provide timely input so that there is an opportunity to inform policy-making and otherwise affect change
- Wherever possible, design interactive meeting formats and ensure balanced and fair issue discussion

What follows is a summary of public involvement activities. For a complete overview, please see Appendix F: N/NE Quadrant Plan, Appendix F.

Public Events Hosted by N/NE Quadrant Team:

Event	Date
CC2035 & N/NE Quadrant Open House	Oct 2010
N/NE Quadrant & Rose Quarter Open House	Nov 2010
N/NE Quadrant Open House	Jun 2011
N/NE Quadrant Open House	Feb 2012
Land Use Charrette	Feb 2011
Transportation Charrette	April 2011
Lower Albina and Lloyd District Community Walks	Sep 2010
N/NE Quadrant Community Walk	April 2012
Development Forum	Feb 2012
Stakeholder Meetings with Project Staff Present	Throughout

Commission Briefings:

- Portland Design Commission (6/2012)
- Portland Historic Landmarks Commission (7/2012)
- Planning Commission (6/2012)

III. City of Portland Central City N/NE Quadrant Plan Highlights

The Central City 2035 project is a multi-phased, long-range comprehensive and district planning effort to update the 1988 Central City Plan and provide updated guidance on development, decision-making, and investment in the center of the Portland metropolitan region. Metro’s regional employment and housing forecasts predict significant growth in the Central City. The Lloyd District has the highest development capacity in the Central City. It is expected that demand will drive significant new mixed use development. Collaboratively developed through a nearly two- year public process, the project includes the Central City 2035 Concept Plan, which provides a high-level framework of goals, policies, and an urban design diagram to guide the development of more detailed, quadrant-level plans.

The N/NE Quadrant Plan (Appendix F) is the first of the more detailed district plans, addressing land use, urban design, transportation, public infrastructure, and development entitlements in the Lloyd District and Lower Albina sub-districts of the Central City. It provides new goals, policies, urban design/land use diagrams, and implementation actions that will direct and manage change over the next 25 years.

Highlights of the Draft Plan include:

- A) Preserving the industrial employment character of Lower Albina
- B) Foster the growth of the Lloyd District into the intensely urban east side center of the Central City, with a focus on new residential development that will add activity and vibrancy to the district
- C) Providing amenities, such as parks, street improvements and green infrastructure to support and encourage new development
- D) Sensitive transitions to historic neighborhoods
- E) Improving regional access and local street safety and connectivity for all modes

- F) Continue public-private partnerships with the Lloyd TMA to increase use of alternative transportation modes
- G) Encouraging sustainable development that supports the Lloyd EcoDistrict and goals for improved environmental performance
- H) Incorporated the concerns of displacement, potential loss of historic and cultural resources

IV. ODOT I-5 Broadway/Weidler Interchange Improvements and Facility Plan Highlights

The Recommended Concept is the result of two years of work and discussions, refining what began as public process that developed over 70 concepts. Screening reduced the concepts to 5 fundamental alternatives the SAC narrowed down to one cohesive proposal to improve safety and operations on I-5. The Facility Plan for the I-5 Broadway/Weidler Interchange (Appendix G) is a technical and state-required document that specifically outlines ODOT's intentions relative to this segment of the I-5 facility and the interchange. The State of Oregon agencies are required to prepare facility plans for state-owned infrastructure so that they and decision-makers may effectively manage, maintain, and prioritize potential additions to, or expansion of, this infrastructure.

Highlights of the Recommended Concept, organized into four subsections of the study area, include:

A) The I-5 Broadway/Weidler Interchange Area

- Mainline Freeway Safety Elements
- Three Rebuilt Freeway Structures and the Broadway/Weidler/Williams Lid
- I-5 Broadway/Weidler Interchange Improvements
- Relocation of Southbound I-5 Entrance Ramp to Weidler/Williams
- Reverse Traffic Flow on Williams and improve bicycle access and safety
- Transportation System Management (TSM) and Transportation Demand Management (TDM) Strategies

B) North of Broadway Area - North of Broadway Option 3. Vancouver + Hancock/Dixon

- Rebuild Vancouver in current location
- Remove Flint south of Tillamook and replace with new pedestrian/bike paths
- Add Hancock/Dixon Overcrossing and Hancock/Vancouver Lid
- Actively pursue Freeway Lid Connecting Hancock Overcrossing to the Broadway/Weidler Structures

C) South of Weidler Street Area

- Clackamas Pedestrian/Bike Overcrossing
- Continue Flint between Parking Structures

D) Freeway Mainline Improvements Near the Rose Quarter Transit Center

- Add an auxiliary lane and full width shoulders to north-bound and south-bound I-5 within the boundaries of the study area
- Move the south-bound on-ramp to I-5 from Wheeler/Winning Way to Weidler

V. Integration of City of Portland and ODOT Plans

The N/NE Quadrant Plan and the I-5 Broadway-Weidler Interchange and Facility Plan were developed as a joint public planning effort to integrate the long range land use plans with current safety and operational problems on the freeway and at the interchange. The SAC participated in this unique effort to balance the economic vitality of N/NE Quadrant businesses and the livability of area residents with the larger regional travel needs for safe and efficient freeway movement. This joint partnership resulted in creative solutions that support high-density development, safer and convenient places for walking, bicycling, and access to transit that should help increase the use of these transportation modes while accommodating safer regional freeway operations.

The diagram below illustrates the opportunities to coordinate the two planning efforts, shown in five discrete areas. Accompanying the map is a summary of the complimentary relationships between the freeway improvements and the N/NE Quadrant land use-transportation-urban design elements

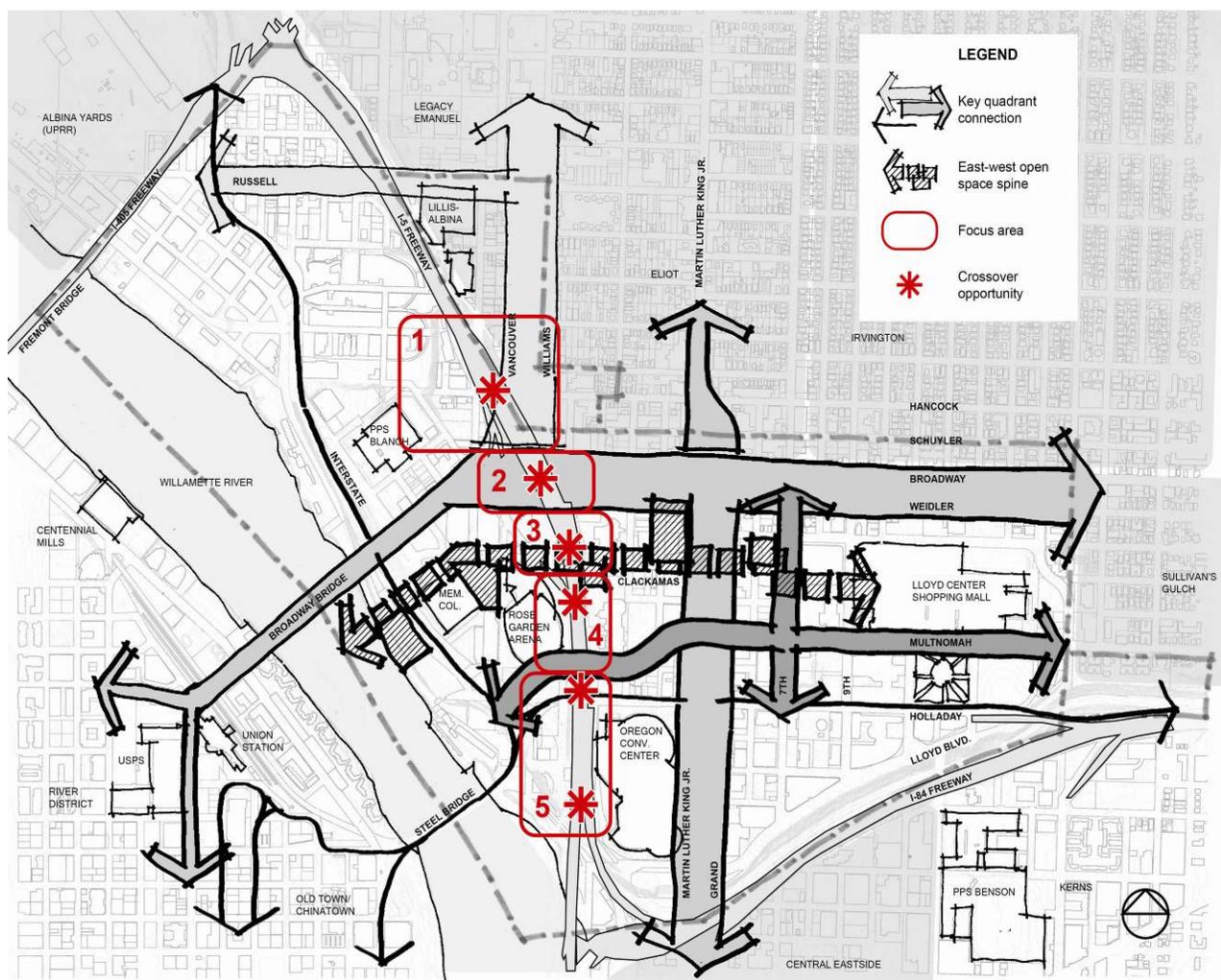


Figure 3: Coordinated Land Use and Transportation planning efforts, in five discrete areas

Area 1: North of Broadway

The Vancouver/Williams neighborhood collector couplet intersects the I-5 Broadway-Weidler Interchange at one of the highest crash locations in Portland. The proposed improvement would provide for safer interchange operations and provide alternative bicycle and pedestrian routes to avoid the freeway interchange and improve access to potential redevelopment area north of N. Broadway.

- **New connection over I-5 at Hancock and a potential second lid over freeway:** This new connection would provide greater connectivity and safer route for pedestrians and bicyclists from N and NE Portland to the Broadway Bridge and across the Willamette River. A lid would further enhance crossing of the freeway and provide space for community amenities. This Hancock connection would reinforce the N/NE Quadrant Plan calls for greater connectivity across I-5 and improved access, particularly to the Portland Public School's Blanchard site, which the plan calls to be rezoned to allow for higher density mixed use development.
- **Recommendations include addressing Eliot Neighborhood concerns** about potential traffic diversion with the proposed Hancock connection.

Area 2: Broadway-Weidler

The current interchange is a major problem for safe passage for pedestrians and cyclists, and highly congested for motor vehicles, including streetcar and bus. The improvements would strengthen east-west transportation and land use connectivity as well as strengthen the economic connectivity with the Vancouver/Williams corridor.

- **Reconstruction of the Broadway, Weidler, Vancouver, and Williams overcrossings:** The Facility Plan calls for these structures to have better bicycle and pedestrian facilities. Traffic flow is addressed on surface streets via better access to the freeway, clarification of vehicular patterns and additional signalization.
- **Lid over I-5 at Broadway/Weidler/Williams:** The Facility Plan identifies a lid as a cost effective way to stage, mobilize and manage traffic during the reconstruction of the Broadway/Weidler/Williams structures over I-5. After construction the lid could be used to permanently protect the area from noise and visual disruption by providing space for potential active community uses such as open space or public or private development.
- **Relocating the I-5 on ramp from Winning Way to Weidler:** The Facility Plan recommends that access to the freeway take place directly from Weidler to increase the distance between interchange ramps on I-5 and clarifying the vehicular pattern along Weidler. Traffic flow is also improved for bikes and pedestrians through the inclusion of a new "reverse traffic flow lane" design on Williams, between Broadway and Weidler

The NE Quadrant Plan encourages the development of this lid as a way to reinforce Broadway's role as a continuous commercial spine, while encouraging redevelopment along the Broadway/Weidler and Vancouver/Williams corridors. Accomplishing these tasks will better serve to integrate the two sides of the district over I-5.

Area 3: Clackamas Crossing

The improvements to Area 2, especially the relocation of the current I-5 southbound on-ramp at N. Wheeler would provide for greater place making, redevelopment opportunities with a new connection at Clackamas-Winning Way that would establish a new link between the Willamette River, Rose Quarter and Central Lloyd subarea.

- Clackamas Overcrossing: This pedestrian and cyclist connection over I-5 identified in the Facility Plan will connect the Rose Quarter area with the Lloyd District area to the east. In addition, the NE Quadrant Plan calls for Clackamas to be a “flexible street,” which would emphasize pedestrian and cyclist travel from Lloyd District to the River, orient development toward the street and be an opportunity to extend district energy system from the Rose Quarter to future high-density mixed use development in the Central Lloyd area.

Area 4: Rose Quarter and Area 5: Rose Quarter Transit Center and Peace Memorial

The I-5 Freeway segment between the Rose Quarter and the Sullivan’s Gulch is elevated and has had negative impacts to this area. The proposed freeway improvements will present an opportunity to explore innovative stormwater and urban design treatments under the freeway to strengthen the connections between the Rose Quarter and Oregon Convention Center.

Freeway Improvements

The Facility Plan calls for adding auxiliary lanes and shoulders to increase safety of existing traffic operations in this segment. All improvements occur within the existing freeway right-of-way.

VI. Final Votes

A) Voting Results

At the June 7, 2012 and August 2, 2012 SAC meetings, the voting members were polled on the Facilities Plan for the I-5 Interchange, the N/NE Quadrant Plan, and contents of this transmittal. The questions asked were:

- 1) Do you endorse the Joint Facility Plan as revised?
- 2) Do you endorse the Draft N/NE Quadrant Plan as revised?
- 3) Do you endorse the SAC Recommendations transmittal document?

The SAC’s collaboration Principles defines the 1-2-3 voting protocol as follows:

- **“One”** indicates **full support** for the proposal as stated.
- **“Two”** indicates that the participant **agrees with the proposal as stated, but would prefer to have it modified in some manner in order to give it full support**. Nevertheless, the member will support the consensus even if his/her suggested modifications are not supported by the rest of the group because the proposal is worthy of general support, as written.
- **“Three”** indicates **refusal to support** the proposal as stated.

Please note, not all members who were seated on the SAC participated in the full process. The vote tally below contains the names of all voting members, whether they participated or not. Some members submitted formal resignations during the process, and their names have been removed.

Voting Members (Alternate)	Interest Represented	Final Votes		
		1) ODOT Facility Plan 6-7-12	2) N/NE Quadrant Plan 8-2-12	3) SAC Recommendations Transmittal 8-2-12
Matt Arnold	Trans: Bicycle	2	1	1
Wynn Avocette	At-large	Absent	Absent	Absent
Pauline Bradford	Cultural Heritage	Absent	1	1
Daniel Deutsch (Joanna Agee voted)	Small Developer	Absent	2	1
Malina Downey	Trans: Freight	Absent	Absent	Absent
Debra Dunn	Trans: Trucking	Absent	Absent	Absent
Gary Eichman	Trans: Freight	Absent	Absent	Absent
Dean Gisvold	Neighborhood Assoc.	3	2	1
Carol Gossett	Neighborhood Assoc.	1	1	1
Heidi Guenin (Steve Bozzone voted)	Community Health	3	Absent	Absent
Damien Hall	At-large	2	2	1
Sean Hubert	Affordable Housing	1	1	1
Wayne Kingsley	Business Org: Adjacent	1 (via email)	1 (via email)	1 (via email)
Wade Lange	Prop/Bus/Dev: Lloyd District	Absent	1	1
Lloyd Lindley	Urban Design	1	1	1
Eric Lovell	Business Org: Lower Albina	1	1	1
Jenny Lyman	Transit Rider	Absent	1	1
Gary Marschke	Business Org: N/NE	Absent	Absent	Absent
Brock A. Nelson	Trans: Rail	1	Absent	Absent
Jodi Parker	Labor Organization	1	1	1
Owen Ronchelli	Trans: Local TMA	1	1	1
Wanda Rosenbarger	Major Retailer	1	1	1
William Ruff	High-Density Residential	Absent	Absent	Absent
Bob Sallinger	Environment	2 (via email)	2 (via email)	1
Phil Selinger	Trans: Pedestrian	1	1	1
Gary Warren	Neighborhood Assoc.	1	1	1
Mike Warwick	Neighborhood Assoc.	3	1	1
Tracy Whalen	Trans: Freight	1	1	1
Justin Zeulner	Prop/Bus/Dev: Rose Qtr.	2	1	1

B) Summary of Final Votes

	"1" Full Support	"2" Support, but Prefer Modifications	"3" Do Not Support	Result
1) ODOT Facility Plan (6-7-12)	12	4	3*	Pass by Majority/Minority
2) N/NE Quadrant Plan (8-2-12)	17	4	0	Pass by Consensus
3) Transmittal of SAC Recommendations (8-2-12)	21	0	0	Pass by Consensus

** Indicates support for the "No Build" option. A "1" vote rejected the "No Build" option.*

C) SAC Letters and Minority Reports

All members had the opportunity to submit letters of support or additional information if they voted "1" or "2," or a "minority report" if they voted a "3." Please see Appendix B for letters and minority reports. The letters discuss the following topics:

- Adverse impacts on African American communities and historical landmarks
- Bicycle and pedestrian safety improvements as part of an overall area bikeway network
- Bird friendly building design
- Building heights
- Expansion of I-5
- Lack of focus on public health
- Local transportation impacts on the Eliot and Irvington neighborhoods, including increased traffic on neighborhood streets
- Parks and natural areas
- Plans do not go far enough to improve safety and operations for trucks
- River restoration and eco-districts versus landscape scale restoration
- Timeline for implementation
- Tree canopy; other green infrastructure

VIII. Conclusion and SAC Recommendations

The SAC recommends to the Portland City Council, Planning and Sustainability Commission, and the Oregon Transportation Commission that they accept the ODOT Facility Plan and the City's Draft N/NE Quadrant Plan as a package.

In addition, the SAC strongly urges the City of Portland and ODOT to take immediate action to prioritize, seek funding for, and address the most pressing safety concerns that have been identified. These actions should be coordinated with the larger changes that will follow as the Facility Plan and N/NE Quadrant plans are adopted and implemented.

Thank you for the opportunity to serve.

IX. Appendix

	Document	Web Link
A)	Project Overview	http://www.portlandoregon.gov/bps/article/312603
B)	Stakeholder Advisory Committee Letters and Minority Reports	Included in this report.
C)	Stakeholder Advisory Committee Meeting Notes	http://www.portlandoregon.gov/bps/53257
D)	Stakeholder Advisory Committee Collaboration Principles	http://www.portlandoregon.gov/bps/article/340184
E)	Public Involvement Plan	http://www.portlandoregon.gov/bps/article/313842
F)	N/NE Quadrant Plan	http://www.portlandoregon.gov/bps/article/408845
G)	Facility Plan for the I-5 Broadway/Weidler Interchange	http://www.portlandoregon.gov/bps/article/406037

Appendix B: Letters and Minority Reports

Included in this document are the letters and minority reports received from SAC Members at the conclusion of participating in the N/NEQ I-5 Broadway-Weidler Plans process.

The comments come from the following organizations:

- Audubon Society
- Bicycle Advisory Committee
- Eliot Neighborhood Association
- Irvington Neighborhood Association
- Oregon Trucking Association
- Upstream Public Health



Date: August 24, 2012

From: Bob Sallinger, Audubon Society of Portland

To: Bureau of Planning and Sustainability

Re: Final Comments on Central City NE Quadrant Plan Review Draft (July 2012)

Audubon Society of Portland appreciates the opportunity to serve in the Central City NE Quadrant Plan Citizen Advisory Committee. We were represented during this process by Bob Sallinger and Kelly Rogers. We support moving the plan forward to the Planning and Sustainability Commission and appreciate the extensive work by stakeholders and the city in developing this plan. There are some exciting ideas and opportunities contained within the plan.

Audubon's support however is qualified. There are several areas pertaining to natural resources, parks access and sustainable development where we believe the plan could be significantly strengthened and also brought into better alignment with already adopted plans such as the Watershed Management Plan, Climate Change Action Plan and the Urban Forest Action Plan. We hope as the plan proceeds through the adoption phase and is integrated with the overall Central City Plan that opportunities to strengthen these areas with be further examined.

Specifically we would highlight the following areas for further consideration:

1. **Tree Canopy:** We do not believe that the plan goes far enough to achieve the City's overall target of 33% tree canopy coverage. While we recognize that 33% coverage will not be evenly distributed across the entire landscape, we are concerned as new area plans emerge the City is setting low targets on an increasingly large percentage of the landscape. The overall target will not be attainable if we continue this pattern. More importantly, the city is setting low targets in areas that should be priority areas for significant improvement. Currently existing tree deficiencies should be viewed as opportunities for significant improvement rather than precedent to perpetuate deficiencies into the future. We view the NE Quadrant as one of the most important areas to make significant forward progress. Improving tree canopy with help address significant stormwater issues in this quadrant, reduce urban heat island effects, mitigate air pollution, improve neighborhood livability, and increase permeability for wildlife. It is exactly the neighborhoods that are most hard-scaped where we need to aggressively focus tree planting as these neighborhoods generate excessive stormwater and heat, are park and nature deficient and have high levels of air pollution. Trees often provide the most efficient and realistic approach to addressing these concerns in heavily developed areas. We would urge the city to aggressively

pursue 33% tree coverage within the NE Quadrant. To the degree that the city falls back on the argument that the Urban Forestry Plan anticipates uneven distribution of trees across the landscape, we would urge the City to apply that principle at a quadrant scale rather than Citywide scale---In other words while specific neighborhoods within the quadrant may have varying levels of coverage, the overall goal average within the quadrant should be 33%. As a matter of equity, livability, sustainability and ecological health it is critical that we restore the canopy within the NE Quadrant.

2. **Other Green Infrastructure (in addition to trees):** In addition to the above comments regarding trees, we would strongly encourage the city to be much more explicit and specific regarding other green infrastructure objectives such as bioswales, green roofs and green streets within the NE Quadrant. While integration of green infrastructure is clearly a goal of the Plan, the actual strategies and objectives remain for the most part vague and aspirational. We believe that it is important to set specific and ambitious targets for green infrastructure, develop aggressive incentive-based and regulatory programs to achieve those objectives and monitor outcomes so that efforts can be adaptively managed to ensure success.
3. **Parks and Natural Areas:** The concept of a series of parks along NE Clackamas Street is a lovely aspirational goal and we support its inclusion in the plan. However, we would urge the city to prioritize ensuring that all residents within the district are within 1/4 mile of a park or natural area. We are concerned that the basic need for access seems to get lost in this plan relative to the more grandiose concept of a series of interconnected parks. We would recommend a much more substantive treatment of how access can be improved through smaller, more dispersed acquisitions as well the types of park amenities that are most needed within the quadrant. We would specifically encourage the city to explore nature themed parks---access to nature does not necessary require a Forest Park type experience; it can be achieved through amenities such as nature play areas, bird and butterfly gardens, and even art installations such as the Host Analog Tree at the Oregon Convention Center. Given the intensity of development in parts of the NE Quadrant, the City should also be looking at innovative strategies to find openspace such as publicly accessible ecoroofs. Audubon is strong supportive of developing incentive based programs such as exchanging increased FAR in return for making privately held lands accessible for openspace uses, provided that the openspace is truly publicly accessible.
4. **Bird Friendly Building Design:** Bird collisions with structures is the number one cause of bird deaths in the United States after habitat loss and fragmentation. City's across the United States and Canada have been adopting program to reduce unnecessary nighttime lighting and to promote bird friendly building design to reduce avian collisions. In 2012, the City working with Audubon and the US Fish and Wildlife Service developed a Resource Guide For Bird Friendly Building Design <http://audubonportland.org/issues/metro/bsafe/bfbdd>. We would encourage the City to adopt policies and objectives to specific promote bird-friendly building design and reduced nighttime lighting consistent with this guide. We would note that City staff

appear to have tried to achieve this objective in a few places with the inclusion of the term "habitat-friendly design." While we strongly support incorporating habitat features into the built environment, this is actually a very different concept from the one we are discussing when we talk about reducing collision hazards. It is important that both concepts be integrated throughout the plan and the "bird friendly building design" and "reduced nighttime lighting" be specifically referenced.

5. **River Restoration:** Audubon urges the City to be more aggressive and creative in terms of identifying opportunities to restore the riverbanks in the NE Quadrant. Juvenile salmon need healthy shallow water habitat (including gently sloping vegetated banks and adjacent uplands) approximately every quarter mile as they make their way to the ocean. While the NE Quadrant is heavily constrained, we would urge the City to use this criteria as a core objective along this stretch of river in terms of seeking restoration opportunities. We would also strongly encourage the city to look for opportunities to provide as much continuity in planting along the edge of the river to provide for migrating birds that follow the Willamette River.
6. **Ecodistricts versus landscape scale restoration:** Audubon supports the concept of Ecodistricts but we are concerned that too often an assumption is made that we can simply take care of the environment by concentrating green infrastructure and sustainable building within these very limited geographies. While it make sense to set up specific areas to explore cutting edge strategies such a co-generation of power, reuse of water, etc, it is also critical to recognize a per the 2005 Watershed Management Plan that trees other green infrastructure strategies such as trees, ecoroofs, green streets, bioswales, backyard habitat restoration, and establishment of parks and naturals areas have to be distributed across the entire landscape. This is necessary to achieve both our equity and ecological health objectives. This City long ago moved beyond "pilot" projects to achieve ecosystem health and sustainable stormwater management. Ecodistricts are great to begin implementing the next generation of cutting edge strategies, but they should not take us backwards from a landscape scale approach to existing and well tested green strategies.

We appreciate the opportunity to be involved in this process as well as your consideration of these comments.

Respectfully,

A handwritten signature in black ink that reads "Bob Sallinger". The signature is written in a cursive, slightly slanted style.

Bob Sallinger
Conservation Director
Audubon Society of Portland

Letter from Matt Arnold, Bicycle Advisory Committee

From: Matthew Arnold

Sent: Wednesday, August 22, 2012 6:03 PM

To: Melissa Egan

Cc: 'Leclerc, Mauricio'; 'JUHASZ Todd'; Heather McCarey

Subject: RE: NNEQ SAC - confirmation of your votes & comments

MELISSA:

My vote on the Facility Plan should be a “2” – with the understanding that it would be a “1” if there were some guarantee that *all* of the bike infrastructure would be built as part of an overall bikeway network for this area. Said differently, it is significant and of the utmost importance that the bike features be built as a redundant network that, together, appeals to all types of riders, especially the “interested but concerned.” If key features – such as the bike/ped overcrossing -- were removed, thereby eliminating comfortable cycling options for our most concerned or vulnerable riders, then I would drop my support (as would the Portland Bicycle Advisory Committee).

As far as the language to insert, I’m going to leave it to the actual plan writers to massage this a bit (and to determine the best spot for it within the document), but here goes:

The bikeway infrastructure presented within this Facility Plan represents a networked solution for moving cyclists of all ages and abilities through this high-intensity area of our city. This bikeway network is redundant by design, and provides a variety of on-street and off-street options engineered to not only appeal to the strongest and most confident riders, but also to entice the “interested but concerned” who make up the largest portion of our populace. Any future refinement of this Plan should bear this fact in mind, and any resulting designs should be checked to ensure that they will provide safe and efficient bicycle access to and through the district for the largest possible range of cyclists.

Thanks, and please let me know if you all have any further questions/concerns.

MATTHEW.

Matthew C. Arnold, AICP

d: 503.445.7340

twitter@SERAmatt

Eliot Neighborhood Comments on the Final NE Quadrant Plan

Plans are needed for planning, naturally, but also for agencies to program, budget, and coordinate actions. This plan fulfills that purpose well while presenting a broadly supported compromise among many interests. It is a good plan and given thought, analysis, and consensus behind it; maybe even a great plan. It is worth noting that several of the Plan's proposed street improvements to improve bike and pedestrian safety are already being studied for early implementation. This is indicative of the value of having a well-thought out plan that enjoys broad support. The final plan has two component plans; a Facility Plan for transportation and a Land Use plan for zoning and planning. Our position on each follows.

Eliot supports the proposed Land Use plan. We have some quibbles with specific zoning applied to specific lots and blocks, but we believe those are largely administrative matters that can be addressed with staff.

The Facility Plan enjoys Eliot's general support, however; as previously noted, this support is not without reservations. Our earlier reservations were regarding the proposed connection between Eliot's Historic core and the Rose Quarter/Blanchard areas and Lower Albina to the west via a new Hancock/Dixon overcrossing and the freeway expansion itself. The current plan retains the overcrossing Eliot opposed, however; our opposition was premised on a fear the City would not stand by the plan's proposed physical and other barriers to prevent by-pass around Broadway/Weidler feeding traffic directly onto Hancock, indirectly facilitating traffic on Tillamook, and forcing traffic that would back up at the signals on Russell to diffuse through local streets that are far too narrow to handle it. The language in the report now indicates the City is committed to "preventing" this, rather than simply "minimizing" it. This will require physical measures to divert and control traffic that are far more likely to be effective than signage that might have been allowed as a "minimization" measure.

As noted in the opening paragraph, recommendations for changes to surface streets to improve bike and pedestrian safety are already under consideration. Eliot fully supports not only the proposed changes, but an accelerated schedule for their implementation, including establishing a new east-west connection between Eliot's Historic core and the area west of I-5 from Flint to Dixon. Not only will this connection be less expensive to implement, it significantly reduces the risk that Hancock will become a by-pass. Threats to the use of Tillamook as a thoroughfare and overloading of Russell during the evening commute remain and will need to be addressed with traffic diversion and calming measures. Providing this connection will not only clean up the five-way intersection at Broadway to improve safety, it will also facilitate circulation between Eliot and the area to the west in a constructive way; one that facilitates bike and pedestrian access and access to and from the commercial enterprises west of Williams that will be allowed to expand with the proposed new zoning.

With respect to the significant investment in freeway expansion, Eliot continues to question the value of this investment compared to the stated objectives and estimated benefits. I see the trucking industry has already begun to attack the plan for just the opposite reason: *expanding the freeway enough*. Clearly there will be future opportunities to continue this debate, so Eliot's opposition at this point should not be seen as a condemnation of the final plan.

Minority Report -- Dean Gisvold, SAC member, Irvington neighborhood, August 13, 2012

N/NE Quadrant Plan

I. The I-5 Broadway Weidler Freeway Improvements Section of the Plan.

The freeway "improvements" should not go forward. The best option is the no build option, and here's why.

Let's start with a public comment from the process: "You can't build your way out of congestion," which is exactly what the City and ODOT propose.

Forty years ago, the City said no to the Mt. Hood freeway and the Rose City freeway, and instead invested in the first light rail line. Forty years ago, the City said no to more cars and parking downtown and invested in a pedestrian friendly, transit-oriented downtown. I was privileged to participate in those decisions, which have, in my opinion, served us well. For years, Portland has and continues to invest in transit, light rail and streetcars, investing in the future. Portland still has an in migration of folks who want to live here, and I am convinced that the quality of life we enjoy will continue to attract businesses with permanent jobs and new residents.

The freeway proposal turns back the clock and is inconsistent with forty years of progress toward a transit-oriented city with 20-minute neighborhoods. It favors cars and freight over people and small businesses, such as the Paramount Apartments, the Left Bank development, the Madrona, and the medical clinic, all located in the study area. These businesses and other businesses like them represent significant public and private investments, a real effort to make this part of town pedestrian friendly and transit oriented. These are the very businesses this proposal should assist, not isolate, by bringing more traffic to their very doorsteps.

This proposal has the potential to cause significant problems to the operation of the east side streetcar system. This proposal was adopted without any environmental impact review and without any study of alternative transit options.

This proposal will further divide the Rose Quarter area and its development from the Lloyd District and many people who will live and work in this area.

This proposal will further impact the African-American community remaining in the area.

Finally, the time period for planning and construction, a 5- to 10-year period, will cause uncertainty for businesses thinking about relocating and investing in the area, and major problems for those who live and work in the area.

Another public comment is relevant here: **"Doesn't serve neighbors well, just cars, don't build it." My feeling as well. Don't build it.**

II. The land use part of the Quadrant Plan makes more sense with several exceptions. I include those exceptions here as part of my minority report.

Regarding the Goals, Policies, and Actions for the Lloyd District area, pages 25-46, as supplemented by Appendix A and Appendix B.

Lloyd RC 3, App A, Map A2, and App B, RC3. I do not support the additional height limits for the Broadway Bridgehead, the Steel Bridgehead, MLK/Union Avenue Gateway, and the Thunderbird site. The term "gateway" does not carry with it an automatic increase in height so tall buildings can frame the approach to the Broadway Bridge. This approach was not followed on the west side of the Broadway Bridge, nor does this approach further Broadway as a "main street" as contemplated by Policy 4 on page 32 of "Successful Neighborhood Business Districts," which I support. Can we create a main street NE Broadway, and a high density N. Broadway? What we do in one part of Broadway will affect other parts of Broadway. To the extent this increase in height is also an increase in overall density, I see greater demand on Broadway to carry even more traffic through the neighborhoods, which may also increase the barriers to overall connectivity and travel by bike and walking.

Lloyd Urban Design Goals, page 39. A gateway location (third paragraph) does not require tall buildings to "emphasize the civic significance of these places." I am opposed to this goal. See comments above on RC 3.

Map A 2, Alt B. I do not support the increases in the height limits as set forth in this map. The major justification put forward for such increases is that it should spur new development because the old limits did not. This argument is pure speculation, and way too simplistic.

Map A 3. I question whether the Civic designation for Broadway is consistent with the further development of Broadway as a "main street" and whether such designation meets the objectives of the NE Broadway Business group and the comments from Murray Koodish dated May 20, 2012.

Respectfully submitted:



Dean Gisvold
August 13, 2012



June 27, 2012

Dear SAC Members,

On behalf of the Oregon Trucking Associations' members, I would like to provide the following comments regarding the N/NE Quadrant and I-5 Broadway Weilder Plan. The Oregon Trucking Associations, Inc (OTA)., the only association representing trucking in Oregon and has members with many different types of operations, including general commodities, sand and gravel, forest products, household goods, bulk, heavy haulers, warehouse, and local cartage. OTA members are part of a network of carriers that drive Oregon's highways to deliver freight and the project area is a critical corridor where the reliability has significantly deteriorated.

Over the last six months I have discussed with OTA members in every corner of the state that the end product of this two year process is the possibility of a future addition of a north and south bound auxiliary lane in this section of the corridor. A corridor that according to the American Transportation Research Institute Bottleneck Report is ranked 35th out of the top 250 bottlenecks in the country. They expressed the same fundamental concerns that OTA outlined in our comments on March 13, 2013. OTA members put safety first, investing in improved driver training programs and advanced safety technologies. They actively participate in industry safety initiatives at the local, state and national levels and the direction the committee has taken to address our mutual safety goals in the project area are disappointing.

Today I want to reiterate OTA's concerns by reminding the committee that the project team's research (presented on December 8, 2011) indicated that the crash rate in the project area is three times what it is in the Terwilliger curves. From 2005 - 2009, there were 472 crashes reported in the study area and the crashes are due to short weaving sections, conflicting movements and friction from through movements, problems which are only minimally being addressed through the current plan. On page 2 of the June 7, 2012 - Facility Plan the data presented describes the problems in the project area and again confirms our safety concerns. Unfortunately the safety and reliability needs of the freight community and the motorists that travel the corridor have been seriously discounted throughout this process.

OTA has long supported a balanced transportation system throughout Oregon and has been actively involved in discussions in the Portland region where significant investments have been made in alternative transportation. While we applaud these efforts, we believe it's time to balance the investments in our transportation system and invest in improving safety in the I-5 Broadway Weidler/N/NE Quadrant.

The trucking industry in Oregon plays a significant role in the economy. There are over 6,190 trucking companies based in Oregon, most of which are small and locally owned. These companies provide one out of 16 jobs (85,050) in Oregon, paying wages totaling over \$3.8 billion. The trucking industry also 'invests' over \$486 million in federal and state roadway taxes and fees each year. For OTA and its members, the facts are clear: We need to invest in the asset. It's time to relieve the pressure this quadrant is under by improving safety and reliability in the project area. This will ultimately enhance the economic strength of the region.

Sincerely,

Debra Dunn
President

Oregon Trucking Associations, Inc.

4005 SE Naef Rd., Portland, OR 97267

Phone: 503.513.0005 Fax: 503.513.9541

www.ortrucking.org

I wanted to share a few thoughts as part of the evaluation, with the recognition that I was less engaged toward the end of the process than I was towards the beginning. These only reflect my concerns. Steve Bozzone, who was designated my alternate a little late in the process, participated in different stages but will likely not be able to submit an evaluation within the prescribed deadline.

It's still unclear to me why I was asked to join the committee. When I recognized that the process wasn't open to examining health impacts in a way that would utilize my expertise, I removed myself from the committee with the understanding that I would return when the project had advanced enough for my time to be used effectively. When staff asked me to return, I found that the process still wasn't open to **really** examining health impacts, particularly the disparities that the proposed solutions might exacerbate. At the same time, however, Upstream organized meeting with project staff for those partner organizations represented on the SAC to help keep all of us on the same page. I stayed engaged largely in part to facilitate these meetings.

I do very much appreciate that staff (especially Andy Johnson and Todd Juhasz from ODOT and Mauricio Leclerc and Steve Iwata from the City of Portland) were willing to make time for small group meetings, which did end up being much more helpful for me and several of the partners who have not traditionally been at the table. Andy and Todd were very responsive to my need for clarification around the ODOT portions of the project.

On the other hand, the SAC meetings seemed to work well for the old-hand players but didn't feel productive for me and some of the partners from whom I suspect you might not receive an evaluation. Because I hadn't seen much willingness to expose the project to a meaningful health analysis, the only thing that was really keeping me engaged on the SAC was when I could be a support for our partners. Once they no longer felt the process could serve their constituents, I could not justify continuing to spend much time with the project, especially since my organization never did have any resources to dedicate to me participating.

To be honest, I remain unconvinced that expanding a freeway in the heart of our city can be justified at all. Local improvements are desperately needed, but this project seems like a poison pill. The inability to examine the serious upstream and downstream impacts and possible solutions was very frustrating. At a time when it's especially important that our limited transportation dollars are spent to support as many of our state and community goals as possible, we need to be able to approach problems in ways that might at first seem "radical" and put all of the options through their paces. That so many issues were off the table from the beginning made it hard to believe that the process wasn't mostly cooked from the get-go.