



City of Portland, Oregon
Bureau of Development Services
Land Use Services
FROM CONCEPT TO CONSTRUCTION

Carmen Rubio, Commissioner
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Date: 5/1/23
To: Interested Person
From: Staci Monroe, Land Use Services
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NOTICE OF A TYPE II DECISION ON A PROPOSAL IN YOUR NEIGHBORHOOD

The Bureau of Development Services has approved a proposal in your neighborhood. The mailed copy of this document is only a summary of the decision. The reasons for the decision are included in the version located on the BDS website <http://www.portlandonline.com/bds/index.cfm?c=46429>. Click on the District Coalition then scroll to the relevant Neighborhood, and case number. If you disagree with the decision, you can appeal. Information on how to do so is included at the end of this decision.

CASE FILE NUMBER: LU 23-020352 DZ *I-5 ROSE QUARTER PROJECT EMBELLISHMENTS*

GENERAL INFORMATION

Applicant/Owner: Megan Channell & Kerry Werner | ODOT - Rose Quarter Project
123 NW Flanders Street | Portland, OR 97209

Consultants: Brian Bauman & Steve Drahota | HDR Engineering Inc
1050 SW 6th Avenue, Suite 1800 | Portland OR 97204

Site Address: Eastern edge of I-5 Freeway ROW between N Knott and N Page

Legal Description: BLOCK 42 LOT 10 TL 9500, ALBINA
Tax Account No.: R009613680
State ID No.: 1N1E27DB 09500
Quarter Section: 2729, 2730, 2830
Neighborhood: Eliot, contact Brad Baker at lutcchair@eliotneighborhood.org or info@eliotneighborhood.org, Boise, contact Owen Gabbert at boiselanduse@gmail.com

Business District: Soul District Business Association, contact at Info@nnebaportland.org
District Coalition: Northeast Coalition of Neighborhoods, contact at info@necoalition.org
Plan District: Central City - Lower Albina
Other Designations: None
Zoning: OS, IG1, CI2, CM3(MU-U), IG1(EX)d,s
Case Type: DZ – Design Review
Procedure: Type II, an administrative decision with appeal to the Design Commission.

Proposal:

The applicant requests Design Review approval for some of the architectural treatments associated with the I-5 Rose Quarter project, which adds auxiliary lanes and shoulders to portions of the I-5 Interstate Highway and redesigns some of the local street network. The

architectural embellishments associated with the 1st phase of the project (referred to as EWP A) that are subject to this review include:

- Bridge column medallions and tile collars.
- Sound wall (15.4' in height) with patterned concrete imagery and Adinkra symbols.
- Concrete patterned crash barriers on the bridge deck.

The elements within this proposal occur within the Design overlay zone and, as such, are subject to Chapter 33.420. Design Review is required for non-standard improvements within the public right-of-way that are not approved by the City Engineer, per Section 33.420.041, which is the case for these elements. A Type 2 land use review procedure is identified in Table 825-1 of Section 33.825.025 for this scope of work.

Relevant Approval Criteria:

In order to be approved, this proposal must comply with the approval criteria of Title 33. The relevant criteria are below and can be found at portland.gov/bps/planning/design-guideline-documents:

- Portland Citywide Design Guidelines

ANALYSIS

Site and Vicinity: The larger project occurs along the 1.8-mile segment of I-5 between I-405 to the north, inclusive of the Greeley exit ramp connection, and the Morrison Bridge exit to the south. The project also includes the interchanges between: (1) I-5 and I-84; and (2) I-5 and NE Broadway and NE Weidler Streets (the Broadway/Weidler Interchange) and the surrounding transportation network, from approximately NE Hancock Street to the north, N Benton Avenue to the west, NE Multnomah Street to the south, and NE Second Avenue to the east.

The project team developed three distinct Early Work Packages (EWPs) proposed for construction. This design review is for EWP A, which is the northernmost project area that includes the widening of I-5 northbound (NB) south of the I-5 NB to N Greeley Avenue exit ramp and structure modifications to the I-5/I-405 interchange area.

Zoning: The project area specific to the elements within this proposal occur within several base zones and overlay zones. Descriptions for the zones below can be found at portlandmaps.com/bps/zoning/#/zones

- OS – Open Space base zone
- CI2 – Campus Institutional 2 base zone
- CM3 – Commercial Mixed Use 3 base zone
- IG1 – General Industrial 1 base zone
- d – Design overlay zone
- s – Scenic overlay zone

Land Use History: City records indicate there are no prior land use reviews for this site.

Agency Review: A “Notice of Proposal in Your Neighborhood” was mailed **March 28, 2023**. The following Bureaus have responded with no issues or concerns:

- Life Safety Plan Review Section of BDS (see attached exhibit E1)
- Bureau of Environmental Services (see attached exhibit E2)
- Water Bureau
- Fire Bureau
- Site Development Section of BDS (see attached exhibit E3)
- Bureau of Transportation Engineering (see attached exhibit E4)
- Bureau of Parks-Forestry Division (see attached exhibit E5)

Neighborhood Review: A Notice of Proposal in Your Neighborhood was mailed on March 28, 2023. No written responses have been received from either the Neighborhood Association or notified property owners in response to the proposal.

ZONING CODE APPROVAL CRITERIA

Design Review - Chapter 33.825

Section 33.825.010 Purpose of Design Review

Design review implements the Design overlay zone, strengthening these areas as places designed for people. Design review supports development that builds on context, contributes to the public realm, and provides high quality and resilient buildings and public spaces.

Section 33.825.055 Design Review Approval Criteria

A design review application will be approved if the review body finds the applicant to have shown that the proposal complies with the design guidelines for the area.

Findings: The site is designated with design overlay zoning (d), therefore the proposal requires Design Review approval. Because of the site's location, the applicable design guidelines are the Portland Citywide Design Guidelines.

Portland Citywide Design Guidelines

The Portland Citywide Design Guidelines consist of a set of guidelines for design cases in community planning areas outside of the Central City. The Portland Community Design Guidelines focus on three tenets: **Context**, balancing the aspirations of the future desired character with today's setting; **Public Realm**, strengthening a building and site's relationship with the public rights-of-way and open spaces; and **Quality And Resilience**, underscoring holistic site and building designs that benefit people and climate.

Staff has considered all guidelines and has addressed only those guidelines considered applicable to this project.

01: Build on the character, local identity, and aspiration of the place.

Possible design approaches may include, but are not limited to:

- Community - Relating to the local community's identity, history, and cultural values and places.
- Architecture - Taking cues from desired character of existing architecture.
- Nature - Reflecting and enhancing local natural resources such as rivers, streams, buttes and vegetation.

03: Integrate and enhance on-site features and opportunities to contribute to a location's uniqueness.

Possible design approaches may include, but are not limited to:

- Natural Resources - Minimizing site disturbance and integrating topography and natural resources found on-site.
- Viewpoints - Integrating views to community points of interest.
- On-site Older Buildings and Historic Resources - Retaining existing older buildings and historic resources.
- Social and Cultural Significance - Incorporating a site's significant cultural or social history.

Findings for 01 and 03: In Portland, generations of Black families in the Albina neighborhood are still impacted by previous development actions that resulted in the loss of their homes, businesses, places of worship, and social cohesion. The construction of I-5, the Veterans Memorial Coliseum, Legacy Emanuel Hospital, Portland Public Schools Blanchard Center, and "urban renewal" divided and displaced communities in North and Northeast Portland, leaving generational trauma in its wake.

The architectural treatments honor the sense of place the Albina neighborhood encompasses. They were developed in conjunction with the Historic Albina Advisory Board (HAAB), an advisory committee consisting of representatives from the Albina neighborhood assembled specifically for the I-5 Rose Quarter Project to provide

perspective and vision to the project design. The project team partnered with the HAAB to co-create the architectural treatments in an iterative process that started in December 2021. The HAAB provided guidance for the architectural treatments to appropriately honor the past, present, and future of Albina.

Architectural treatments proposed at the I-5 overpass at N Russell Street reflect on this past and the aspirations for the future of the Albina neighborhood by representing the culture of the Historic Albina community. This is carried through all the architectural treatments including bridge column medallions, tile column collars, and a crash barrier and wall patterns. The column medallion symbols predominantly displayed atop the tile column collars depict the historic center of the Albina business district, the Hill Block building, and is intended to raise awareness of Albina as a district. The tile column collar carries the color palette of the column medallions down the column to add interest to the bridges at the human scale. The color motif references the national colors of many African flags. These elements provide viewers with a holistic sense of place and provide gateways to the Albina District and the Inner Neighborhoods.

The architectural treatments along I-5 over N Russell Street add textures referencing traditional African weaving patterns designed to provide character and reflect on the past historically black community. The wall pattern is carried to the sound wall to bring continuity through the project area. The sound wall will include traditional African adinkra symbols, selected by the HAAB for meanings most applicable to the community vision for this project. The five adinkra symbols selected represent the following qualities: affluence, strength, unity, community, and wisdom of learning from the past to build for the future.

These guidelines have been met.

02: Create Positive Relationship with surroundings.

Possible design approaches may include, but are not limited to:

- Building Massing - Developing effective placement and proportion of building massing toward adjacent lower-scale development and residential uses.
- Street Wall - Maintaining a vibrant street wall with continuous storefronts along historic main streets.
- Connectivity - Creating visual and physical links to adjacent pedestrian pathways and neighboring open spaces.
- Adjacent Historic Landmarks - Deferring to the neighboring historic landmark through massing and urban form.

Findings: Architectural treatments are proposed at the N Russell St undercrossing of I-5 that would provide a gateway to the Historic Albina community while complementing the existing structures. Decorative column medallions, tile column collars, and patterns on the crash barrier will be visible and scaled to the traveling public utilizing N Russell Street. The sound wall will be textured with patterns that reference traditional African weaving patterns and adinkra symbols, selected by the HAAB for meanings most applicable to the community vision for this project. The wall patterns will complement one another, creating visible connections and transitions from the adjacent neighborhoods through the transportation corridor.

The inclusions of the column medallion symbols depict a key landmark and community hub of the Historic Albina community, the Hill Block building. This not only creates a visual connection to the historic resource once located only two blocks away, but also provides a physical connection to Dawson Park where a depiction of this same feature is located. The medallion will raise awareness of Albina as a district and harmoniously connect to the historic fabric of the community.

Materials will be complementary to the existing structure and showcase the proposed architectural treatments that represent the local character and history. The architectural treatments provide a human scale as the medallions, tiled column collars, and crash barrier patterns are concentrated on I-5 bridges over local streets and are positioned and

designed to be highly visible to people moving at slower speeds, walking/rolling on the sidewalks, or biking along the local streets. The medallions and tiled columns contribute to human scale by adding messaging, pattern, and color to the large bridge columns and supporting bent caps. The crash barrier pattern over the bridge helps define the overpass as a “room” by adding pattern and texture above the sidewalks and bike lanes. All of these features help raise awareness of Historic Albina as a place, adding a human element to the function of the infrastructure.

This guideline has been met.

04: Design the sidewalk level of buildings to be active and human-scaled.

Possible design approaches may include, but are not limited to:

- Ground Floor Heights - Designing buildings with taller, more adaptable ground floors.
- Multiple Entries and Windows - Offering more than one entrance along the ground floors of buildings to provide “eyes on the street” and avoid blank expanses of walls.
- Weather Protection - Providing protection from wind, rain, and sun.
- Lighting - Enhancing safety and visibility for pedestrians and highlighting special building features.
- Residential Setbacks - Creating soft transitions while separating private spaces from public spaces.

05: Provide opportunities to pause, sit, and interact.

Possible design approaches may include, but are not limited to:

- Seating - Providing a variety of seating types for passersby and building users.
- Integrate Bicycles - Designing open spaces that accommodate parking for bicycles.
- Art/Water - Designing spaces that can integrate opportunities for art, stormwater or water features.
- Enclosure - Offering a comfortable buffer and distinction from the public realm.
- Trees and Landscaping - Promoting health and wellness by helping to mitigate the effects of urban heat island.

Findings for 04 and 05: While no building is proposed the criteria will be met as the sidewalk level will be designed to be interactive, and human scaled by providing architectural treatments that create interest. Architectural treatments proposed in areas of pedestrian access at N Russell Street under the I-5 overpass will provide a more pleasant streetscape to pedestrians. The distinctive patterns of the crash barrier and the column elements provide visual interest and deep meanings that can create social interactions among pedestrians. The architectural treatments at N Russell Street are visible at the sidewalk level and will enhance the vibrancy and interest within the public right-of-way. The sidewalk along this street provides opportunities for pausing and interaction. The theme carried throughout all of the architectural treatments will remind people of the rich history of the Albina community. *These guidelines have been met.*

08: Design for quality, using enduring materials and strategies with a coherent approach.

Possible design approaches may include, but are not limited to:

- Unity - Expressing a clear and coherent design approach to unify building.
- Articulation - Highlighting function, hierarchy, or spaces through small breaks in form.
- Application of Exterior Materials - Expressing the building design with hierarchy, shifts or repetition.
- Quality of Materials - Providing quality, resilience, and durability in construction and execution of details.
- Building Openings - Offering permeability, depth, and texture.

Findings: Materials used for the Project will provide high quality and long-lasting improvements with the goals of durability and minimal future maintenance. Specifically:

- Patterns and symbols on the retaining walls will be made of concrete using form liners to create the 1 1/4"-thick patterns and 3"-thick adinkra symbols. The walls will be raw concrete that will be finished with a concrete surface stain in a gray color. In the event of future vandalism, the walls will be painted gray to match the color of the concrete.
- The column medallions will consist of a 3-millimeter-thick aluminum sheet, bituminous paint, and a baked enamel finish.
- The column tile collars will consist of 4" x 4" ceramic tiles that are 1/4" thick with dark grout (grout lines approximately 1/4" wide).
- The crash barrier patterns along the bridges will be made of concrete similar to the retaining walls, consisting of 1 1/4"-thick patterns created using form liners, finished with a gray concrete surface stain that would be painted gray if vandalized.

As with the materials from which the architectural treatment will be constructed, the consistent theme resonates throughout all the architectural treatments. They all provide colors and textures that evoke the historically Black Albina community disrupted by City and State development projects. The color palettes used tie the treatments together while also adding contrast to the existing surroundings. The same symbols and colors will also be used in future work associated with the project creating consistency and providing historic representation throughout I-5 Rose Quarter area. *This guideline has been met.*

DEVELOPMENT STANDARDS

Unless specifically required in the approval criteria listed above, this proposal does not have to meet the development standards in order to be approved during this review process. The plans submitted for a building or zoning permit must demonstrate that all development standards of Title 33 can be met, or have received an Adjustment or Modification via a land use review prior to the approval of a building or zoning permit.

CONCLUSIONS

The design review process implements the Design overlay zone, strengthening these areas as places designed for people. Design review supports development that builds on context, contributes to the public realm, and provides high quality and resilient buildings and public spaces. The proposal meets the applicable design guidelines and therefore warrants approval.

ADMINISTRATIVE DECISION

Approval of the following embellishments associated with the I-5 Rose Quarter Project:

- Bridge column medallions and tile collars.
- Sound wall (15.4' in height) with patterned concrete imagery and Adinkra symbols.
- Concrete patterned crash barriers on the bridge deck.

Per the approved site plans, Exhibits C-1 through C-7, signed and dated 4/27/23, subject to the following conditions:

- A. As part of the building permit application submittal, the following development-related conditions (B through C) must be noted on each of the 4 required site plans or included as a sheet in the numbered set of plans. The sheet on which this information appears must be labeled "ZONING COMPLIANCE PAGE - Case File LU 23-020352 DZ." All requirements must be graphically represented on the site plan, landscape, or other required plan and must be labeled "REQUIRED."
- B. At the time of building permit submittal, a signed Certificate of Compliance form (<https://www.portlandoregon.gov/bds/article/623658>) must be submitted to ensure the

permit plans comply with the Design/Historic Resource Review decision and approved exhibits.

C. No field changes allowed.

Staff Planner: Staci Monroe



Decision rendered by: _____ **on 4/27/23**
By authority of the Director of the Bureau of Development Services

Decision mailed: 5/1/23

About this Decision. This land use decision is **not a permit** for development. Permits may be required prior to any work. Contact the Development Services Center at 503-823-7310 for information about permits.

Procedural Information. The application for this land use review was submitted on March 9, 2023, and was determined to be complete on March 21, 2023.

Zoning Code Section 33.700.080 states that Land Use Review applications are reviewed under the regulations in effect at the time the application was submitted, provided that the application is complete at the time of submittal, or complete within 180 days. Therefore, this application was reviewed against the Zoning Code in effect on March 9, 2023.

ORS 227.178 states the City must issue a final decision on Land Use Review applications within 120-days of the application being deemed complete. The 120-day review period may be waived or extended at the request of the applicant. In this case, the applicant did not waive or extend the 120-day review period. Unless extended by the applicant, **the 120 days will expire on 7/19/23.**

Some of the information contained in this report was provided by the applicant.

As required by Section 33.800.060 of the Portland Zoning Code, the burden of proof is on the applicant to show that the approval criteria are met. The Bureau of Development Services has independently reviewed the information submitted by the applicant and has included this information only where the Bureau of Development Services has determined the information satisfactorily demonstrates compliance with the applicable approval criteria. This report is the decision of the Bureau of Development Services with input from other City and public agencies.

Conditions of Approval. If approved, this project may be subject to a number of specific conditions, listed above. Compliance with the applicable conditions of approval must be documented in all related permit applications. Plans and drawings submitted during the permitting process must illustrate how applicable conditions of approval are met. Any project elements that are specifically required by conditions of approval must be shown on the plans, and labeled as such.

These conditions of approval run with the land, unless modified by future land use reviews. As used in the conditions, the term “applicant” includes the applicant for this land use review, any person undertaking development pursuant to this land use review, the proprietor of the use or development approved by this land use review, and the current owner and future owners of the property subject to this land use review.

Appealing this decision. This decision may be appealed to the Design Commission, and if appealed a hearing will be held. The appeal application form can be accessed at <https://www.portlandoregon.gov/bds/45477>. Appeals must be received **by 4:30 PM on 5/15/23. The completed appeal application form must be emailed to LandUseIntake@portlandoregon.gov and to the planner listed on the first page of this**

decision. If you do not have access to e-mail, please telephone the planner listed on the front page of this notice about submitting the appeal application. **An appeal fee of \$250 will be charged.** Once the completed appeal application form is received, Bureau of Development Services staff will contact you regarding paying the appeal fee. The appeal fee will be refunded if the appellant prevails. There is no fee for Office of Community and Civic Life recognized organizations for the appeal of Type II and IIX decisions on property within the organization's boundaries. The vote to appeal must be in accordance with the organization's bylaws. Please contact the planner listed on the front page of this decision for assistance in filing the appeal and information on fee waivers. Please see the appeal form for additional information.

If you are interested in viewing information in this file, please contact the planner listed on the front of this notice. The planner can email you documents from the file. A fee would be required for all requests for paper copies of file documents. Additional information about the City of Portland, and city bureaus is available online at <https://www.portland.gov>. A digital copy of the Portland Zoning Code is available online at <https://www.portlandoregon.gov/zoningcode>.

Attending the hearing. If this decision is appealed, a hearing will be scheduled, and you will be notified of the date and time of the hearing. The decision of the Design Commission is final; any further appeal must be made to the Oregon Land Use Board of Appeals (LUBA) within 21 days of the date of mailing the decision, pursuant to ORS 197.620 and 197.830. Contact LUBA at 775 Summer St NE, Suite 330, Salem, Oregon 97301-1283, or phone 1-503-373-1265 for further information.

Failure to raise an issue by the close of the record at or following the final hearing on this case, in person or by letter, may preclude an appeal to the Land Use Board of Appeals (LUBA) on that issue. Also, if you do not raise an issue with enough specificity to give the Design Commission an opportunity to respond to it, that also may preclude an appeal to LUBA on that issue.

Recording the final decision.

If this Land Use Review is approved the final decision will be recorded with the Multnomah County Recorder.

- *Unless appealed*, the final decision will be recorded after **5/15/23** by the Bureau of Development Services.

The applicant, builder, or a representative does not need to record the final decision with the Multnomah County Recorder.

For further information on your recording documents please call the Bureau of Development Services Land Use Services Division at 503-823-0625.

Expiration of this approval. An approval expires three years from the date the final decision is rendered unless a building permit has been issued, or the approved activity has begun.

Where a site has received approval for multiple developments, and a building permit is not issued for all of the approved development within three years of the date of the final decision, a new land use review will be required before a permit will be issued for the remaining development, subject to the Zoning Code in effect at that time.

Applying for your permits. A building permit, occupancy permit, or development permit may be required before carrying out an approved project. At the time they apply for a permit, permittees must demonstrate compliance with:

- All conditions imposed herein;
- All applicable development standards, unless specifically exempted as part of this land use review;
- All requirements of the building code; and

- All provisions of the Municipal Code of the City of Portland, and all other applicable ordinances, provisions and regulations of the City.

EXHIBITS

NOT ATTACHED UNLESS INDICATED

- A. Applicant's Statement
 - 1. Approval criteria responses
 - 2. Project description
 - 3. Original drawing submittal
- B. Zoning Map (attached)
- C. Plans/Drawings:
 - 1. Site Plan (attached)
 - 2. Bridge column tile collar details (attached)
 - 3. Bridge column medallion details (attached)
 - 4. Crash carrier details (attached)
 - 5. Sound wall details ((attached)
 - 6. Adinkra symbols details
 - 7. Adinkra symbols details
- D. Notification information:
 - 1. Mailing list for 3/23/23 notice
 - 2. Mailed notice for 3/23/23 notice
 - 3. Mailing list for 3/28/23 notice
 - 4. Mailed notice for 3/28/23 notice
- E. Agency Responses:
 - 1. Life Safety Plan Review Section of BDS
 - 2. Bureau of Environmental Services
 - 3. Site Development Section of BDS
 - 4. Bureau of Transportation Engineering
 - 5. Bureau of Parks-Forestry Division
- F. Correspondence: none
- G. Other:
 - 1. Original LU Application

The Bureau of Development Services is committed to providing equal access to information and hearings. Please notify us no less than five business days prior to the event if you need special accommodations. Call 503-823-7300 (TTY 503-823-6868).