

June 28th,
2021

ESC Meeting

ODOT // I-5 Rose Quarter Improvement Project

Independent Cover Assessment

ZGF

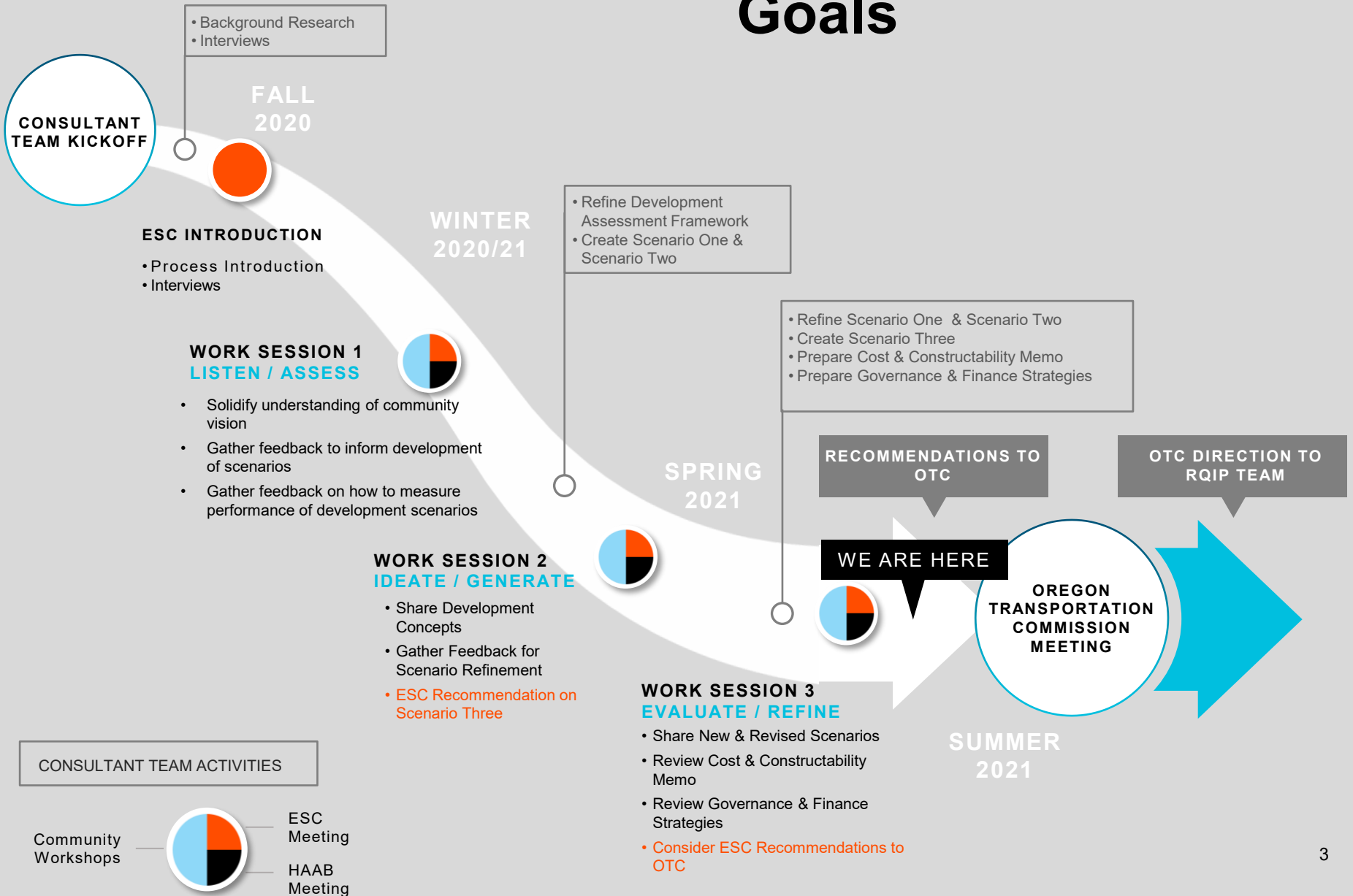
**INDEPENDENT
COVER ASSESSMENT** **I-5 ROSE QUARTER
IMPROVEMENT PROJECT**



Agenda

- 01 **Work Session 3 Summary**
5 minutes
- 02 **ICA Background Context + Preliminary Findings**
1 hr 50 minutes
- 03 **Wrap-up**
5 minutes

Purpose and Goals



Background Context

Work Session 3 Recap

Feedback from Community workshops, advisory committee meetings, and the Executive Steering Committee.

- Nearly all the Black Historic Albina community **workshop participants**, and **about a half of the HAAB members ranked Scenarios 4 or 5 as their preferred** highway cover scenario in the Work Session 3 live poll.
- **Scenario 1 was ranked the lowest** by the majority of Black Historic Albina community participants and HAAB members in the ICA team's engagement processes, and was **ranked highest** by a majority of the **6 ESC members** who participated in the Work Session 3 live poll.

Background Context

Work Session 3 Recap

- **Hybrid scenarios were created to appeal to a “win/win” approach** to potentially lessen the schedule impacts while still providing better developable land in the central area of the cover. Community **workshop participants preferred Hybrid 3** which moves the south freeway ramps south of the cover. **HAAB members preferred Hybrid 2** which also moves the south freeway ramps south of the cover, and **Hybrid 1 was preferred by the ESC members** who participated in the Work Session 3 live poll.
- Nearly all the community workshop participants **strongly supported the creation of a new governance entity** to ensure that development of the highway covers meets Black Historic Albina Community goals in the Work Session 3 live poll. **About a third of HAAB members supported this action**, another third were neutral and another third that did not support it. **Three of the 6 ESC members were neutral** on the proposition, **2 supported it** and 1 did not support it in the live poll.

Background Context

Considerations for Recommendation

There are challenges to accurately compare the RQIP design with the ICA scenarios;

- **EA Base Case/RQIP Design** – design changes made since the EA will have to be **approved** by Federal Highway Administration (FHWA) and approved by the City of Portland, which will have **schedule impacts that are currently unknown**.
- **Construction schedule** – the proposed project schedule does not account for **significant political risks** that exist and **could delay the schedule**. I.e., some **critical public partners**, which the project needs to move forward, **are not at the table**.
- **Total Estimated Project Costs** – the last cost estimate of **\$715-\$795m** for the Project was reflected in the Cost to Complete Report (January 2020) which was an estimate for the **15% EA Base Case scenario**. This does not include design changes that are proposed in the current RQIP design that will add cost, i.e.- a larger single cover, etc.

Background Context

Considerations for Recommendation

- **Funding Sources** - HB2017 allocated \$30M in annual capital funds for the RQIP, including highway covers, beginning in 2022. This source is not anticipated to cover the full project cost. **The current funding gap is unknown. The RQIP must attract additional funding** if it expects to move forward on the desired timeline.
- **DBE Contracting and Construction Jobs** – without a complete, adopted Diversity Plan and project schedule, **it is impossible to accurately estimate the time frame** over which **jobs** and other local **economic benefits will be delivered to the community.**

The **highway cover recommendation could provide a pathway** to begin to **bridge some of these project gaps.**

Independent Cover Assessment

Areas of Findings

The ICA team has identified **three critical areas of findings** that form resolutions to create the **greatest potential for restorative justice** in a revitalized neighborhood on and around the highway covers.

01 Community Vision + Neighborhood Framework

Establishing a vision and road map to achieve the community's priorities

02 Design Scenarios + Elements

Organizing design Elements to support Restorative Justice

03 Governance

Creating the means for the black community to own and control the land in this area of the Central City.



Community Vision & Neighborhood Framework

Community Vision Findings

- The **top ten priorities for development on, and governance of, the highway covers** are based on feedback gathered during community workshops, advisory committee meetings and the online open house survey.
- Stakeholders in **community workshops and committee meetings** consistently expressed that their top priority was the **amount of high-quality developable area** that could be created on and around the highway covers and that it be placed under **community control** for future development.
- Some community members expressed their highest priority as project-related **jobs and contracting opportunities for the black community members**, and disfavored scenarios that may create schedule risk for the delivery of those jobs.

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. The four 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 and gathering spaces.
- **Restore streets** across the highway to create **active frontages** for development and prioritize **safer, pedestrian-oriented routes**.
- **Minimize** the highway's **noise and pollution** exposure.

Community Vision & Neighborhood Framework

Vancouver Looking South: Future

New development sites support wealth creation

Gathering space for Black business, celebration identity and history

Built, owned, and managed by Portland's Black community

A balanced street supports parking and safe travel for all

Wide sidewalks support pedestrians and Black businesses

THIS BUILDING
CONSTRUCTED BY
BLACK ARTISANS
III 2022



Vision + Neighborhood Framework Draft Resolution

Whereas the Rose Quarter Improvement Project should **respond to the community vision and neighborhood framework** developed through the ICA engagement process:

ESC adopts the **community vision and neighborhood framework into the project Values and Outcomes** and prioritizes the community's goals for a restored neighborhood on and around the highway covers.

The ESC recommends that ODOT work with the governing entity (see Governance Draft Resolutions) to **develop a land disposition plan** focused on identifying and confirming **the amount of development rights** on the highway covers and the **amount of developable land** (land that will be acquired by ODOT during RQIP construction free from constraints on disposition) **that may be eligible for future conveyance to the governing entity for community-focused development**, with the shared goal of maximizing the amount of area to be conveyed to the governing entity.

An aerial photograph of a city, likely San Francisco, showing a mix of residential buildings, a large stadium (SFMG), and a multi-lane highway. The entire image is overlaid with a semi-transparent teal color.

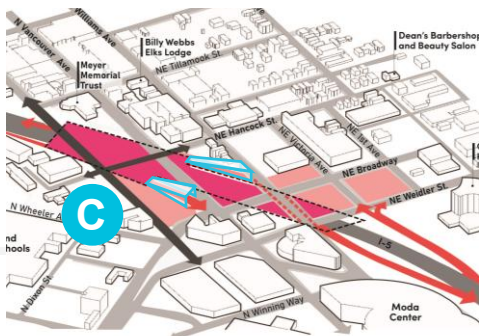
Scenarios & Elements

Scenarios and Elements

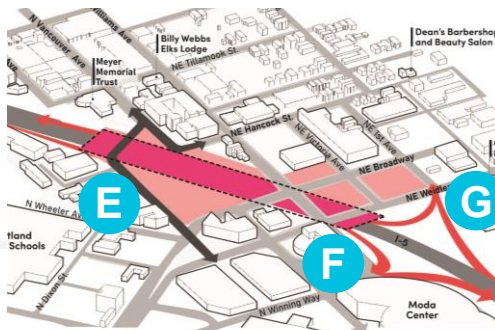
Design Findings

- **Scenario 1:** Due to the ramps intersecting the streets and blocks on and around the cover, Scenario 1 provides the **least amount of high-quality development area**. Because it is generally consistent with the EA configuration, it has the **least risk of schedule delay**.
- **Scenario 4:** Due to the ramps being relocated and the merge of Flint and Vancouver Aves, Scenario 4 provides the **most amount of high-quality development area**. With the reconfiguration of streets, there will be some **transit delays (<20 seconds)**. Because it is not consistent with the EA configuration, it has a **moderate to high risk of schedule delay**. (14-24 months)
- **Scenario 5:** Due to the ramps being relocated and the restoration of Flint and Hancock, Scenario 5 provides a **larger** (than Scenario 1) **amount high-quality development area**. With the reconfiguration of streets, there will be some **transit delays (<20 seconds)**. Because it is not consistent with the EA configuration, it has a **moderate to high risk of schedule delay**. (14-24 months)
- As evaluated in the Development Assessment Framework conducted by the ICA team, **Scenario 5 creates the greatest potential for desired community outcomes** to be restored on the highway covers.

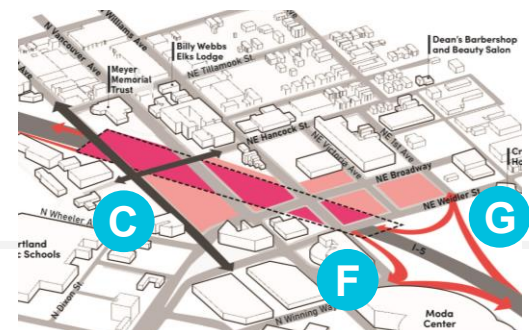
1 – Flint and Broadway



4 – Center on the Cover



5 - Restore the Grid



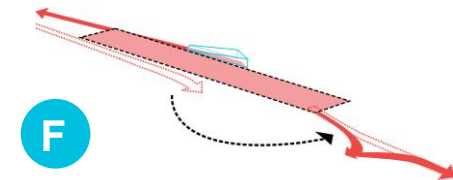
Scenarios and Elements

Design Findings

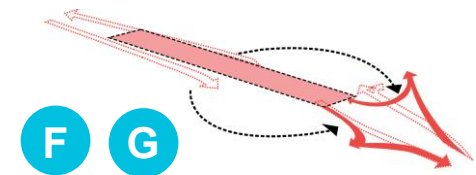
Elements:

- Moving **element F** (southbound ramps) south of Weidler **increases the** number of ground level frontages and **contiguous land area with less cost and impact than moving element G** (northbound ramps). This will create a **moderate risk of schedule delay**. (14-24 months)
- Moving **elements F** (southbound ramps) and **G** (northbound ramps) south of Weidler **creates the greatest amount of contiguous land** and continuous multimodal access across the heart of the restored areas on the highway covers. This will create a **high risk of schedule delay**. (14-24 months)

Move south bound ramps



Move both south bound and north ramps



Scenarios and Elements

Draft Design Resolution

Whereas **Scenario 5** scored **highest** in the Development Assessment Framework in its ability to serve Community Vision and Restorative Justice criteria:

ESC recommends adoption and inclusion of conceptual ICA design elements **C, F and G** into the RQIP design, **consistent with Scenario 5**

ESC recommends adoption and inclusion of conceptual ICA design elements **C and F** into the RQIP design, **consistent with Hybrid 3**

OR

Scenarios and Elements

Technical/Cost Findings

- The cost of the three ICA concept scenarios are estimated to be within a budget range of **\$819-\$998m** total construction costs, with only a **10% variance** between the highest (Scenario 5) and the lowest (Scenario 1).
- ICA scenarios are designed, and cost estimated to support **2-story buildings** but can be designed to support **5-story buildings for an additional cost of \$172m-\$193m**, while maintaining the proposed mainline widths reflected in the RQIP 20% Design. Buildings **taller than 5 stories** on the cover could be supported in specific areas where spans are less than approx. 80', or alternatively **would require mainline width reductions**.
- The width of the highway cover was based on full-width travel lanes and shoulders, as well **>24'** for egress pathway, **which are not customary for a cover structure or tunnel, especially in an urban area. A performance-based and context-sensitive approach may be used** to reduce costs, improve ramps, reduce Right of Way take, and **improve community development potential**. For every **10' reduction in width**, the approximate total cost reduction would be in the range of **\$23M to \$30M**. (ICA team estimates **\$100m reduction** is achievable)
- **Schedule delays** could add approximately **3% cost increase for inflation annually**.

Scenarios and Elements

Draft Technical/Cost Resolution

Whereas the community vision includes highway covers designed to support significant levels of community development:

Be it resolved that the ESC recommends that the highway covers are **constructed to maximize community-led development of buildings up to 2 stories** on the highway covers.

Be it resolved that the ESC recommends that the highway covers are **constructed to maximize community-led development of buildings up to 5 stories** on the highway covers.

Be it resolved that the ESC recommends that the highway cover design and mainline design are further studied to allow **development of buildings higher than 5 stories** on the highway covers.

OR

OR

Scenarios and Elements

Mobility Findings

- To support restorative justice outcomes and the community's vision for the neighborhood **requires a fundamental shift in design approach from an auto-focused street network** and circulation system **to a pedestrian-oriented street scale** that improves pedestrian safety and experience and supports place-making and **wealth creation** outcomes.
- This shift in design approach necessitates **increasing the amount of right-of-way dedicated to pedestrians, bicyclists, and streetscape amenities** and reducing space dedicated to automobiles. The ICA scenarios seek to use the **same right-of-way as the EA 20% Design**, with **minor reductions and increases in property impacts** at specific locations.

Scenarios and Elements

Mobility Findings

- The trade-offs described above **will increase vehicle delay at some intersections but improve others**. Further analysis will be needed to explore the interaction of intersections and to prioritize progression to clear queues along key movements from the freeway.
- **Potential delay on key transit routes will need to be confirmed** with more detailed analysis; options to address these impacts could include signal timing adjustments, dedicated transit lanes, and repurposing part of Williams for two-way bus operations."
- Some design adjustments and **lane widening may be necessary** to accommodate large truck turning movements.

Scenarios and Elements

Draft Mobility Resolution

Whereas prioritization of pedestrians, cyclists, and transit in the city street network support an equitable, sustainable, and vibrant community.

ESC recommends a shift in design approach on surface streets which increases the amount of right of way dedicated to pedestrians, bicyclists and streetscape amenities and reduces the space dedicated to automobiles by using the same right-of-way proposed in the 20% design and without increasing any property impacts.

ESC recommends further exploration of **transit prioritization strategies**, including signal timing and dedicated transit lanes, particularly in the Williams-Vancouver corridor

Be it resolved that the ESC recommends that the Green Loop alignment be located on Weidler and/or Broadway to bring pedestrians and cyclists into the district.

Scenarios and Elements

Environmental Assessment Findings

- Some design elements in Scenarios 4 and 5 could require additional technical studies and a higher level of engineering design that could add between 14-24 months to the schedule.
- The ICA process yielded alternative cover design scenarios that provide **substantive benefits to the Historic Albina Community**. If incorporated, these design refinements are **subject to an EA re-evaluation** per FHWA rules.
- If ODOT changed its project description **to include restorative justice** for the Black Historic Albina Community, there is a pathway to convey to the FHWA that Scenarios 4 and 5 are consistent with such an expanded project description. These scenarios will likely have additional support from local government representatives and community stakeholders.
- The design changes would not substantially alter the conclusions of the FONSI and would result in community enhancements and benefits consistent with **Executive Order 12898** as amended.

Scenarios and Elements

Draft Environmental Resolution

Whereas **Scenario 5 scored highest** in the Development Assessment Framework in its ability to serve Community Vision and Restorative Justice criteria, it is therefore appropriate to move all Scenario 5 design elements; C, F, and G into the RQIP process to secure federal and state funding. Be it resolved that the environmental reevaluation be implemented as follows:

RQIP Project Description should be expanded to acknowledge that restorative justice is a primary project goal for community development benefits and objectives.

Convey to FHWA potential cover design refinements consistent with the expanded RQIP project description that have support from local government, representatives, stakeholders and the community.

Coordinate with FHWA to determine the level of environmental documentation necessary for a re-evaluation.

Initiate, complete and submit revised environmental documentation, inclusive of supporting technical studies to support the re-evaluation process. Advocate for a continued finding of no significant impact.



Governance

Governance Findings

- Linking the creation of the highway covers to restorative justice outcomes **requires a governance structure** that establishes a clear leadership role for community stakeholders in determining the future of the highway covers and the neighborhood more broadly.
- **Control of future development** on the highway covers and remnant lands made available after RQIP construction is a priority **for the community most impacted by the original construction of I-5** through the Rose Quarter.
- Under the right conditions, **future development on the highway covers can deliver on community priorities** and help community stakeholders achieve their goals.

Governance

Draft Resolutions

Whereas accomplishing the OTC, ESC, and other stakeholders' shared goal of **delivering restorative justice** through creation of highway covers as part of the RQIP requires **the creation of a governance strategy** that is focused on championing the broad interests of surrounding community stakeholders:

The ESC recommends that an **advisory committee be appointed by the Governor** to determine the selection process and criteria for forming a new governing entity. This advisory committee should consist of trusted representatives from the Black and Historic Albina Community who have connection to the community and experience required to understand how a new governing entity may function and what is required of this entity.

The ESC recommends that development rights on the highway cover and the land made available for disposition by the RQIP (referenced in draft resolution 1) **be conveyed to the new governing entity for a nominal fee** by ODOT. ODOT should determine the appropriate legal mechanism to enable this transaction, which will support **project stakeholders' restorative justice goals by providing control of land** to a community-focused, Black-led governing entity.

Next Steps

