ODOT // I-5 Rose Quarter Improvement Project

Appendix L //

FACILITATION NEEDS ASSESSMENT SUMMARY

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

July 23, 2021

Task 3.2 Facilitation Needs Assessment Summary Report

Facilitation Needs Assessment Summary

Contents

Overview

Last year, the Oregon Transportation Commission (OTC) directed the Oregon Department of Transportation (ODOT) to work with its regional partners to hire a consulting team of local and national urban design, engineering and environmental experts to independently assess the highway cover design of the I-5 Rose Quarter Improvement Project. Concerns about the highway covers that were expressed by Metro, Multnomah County, City of Portland, Portland Public Schools, and the Albina Vision Trust helped shape the independent cover assessment scope of work. ZGF Architects LLP (ZGF) was awarded the contract for the Independent Cover Assessment (ICA) work by a panel consisting of Albina Vision Trust, Metro, Multnomah County, Portland Public Schools, City of Portland and ODOT.

ICA's charge was to conduct an independent assessment of the Rose Quarter Improvement Project's highway covers to better understand the goals and objectives of the Black Historic Albina community and stakeholders in the project area. This included evaluating alternative highway cover scenarios to determine which of them would best meet the goals of these stakeholders and provide the greatest potential for restorative justice for the Black Historic Albina community. The ICA was charged with creating two to three alternative cover scenarios: one that was limited to the National Environmental Policy Act (NEPA) Environmental Assessment (EA) Area of Potential Impact (API); one that could be outside the NEPA EA API; and possibly a third scenario that would be directed by the Rose Quarter Improvement Project's (RQIP) Executive Steering Committee (ESC). The team was also charged with answering the following key questions through its assessment work:

1) *Based on the goals and objectives for the project expressed by community members in the Project Area, what opportunities do the highway covers offer for community development on the covers and areas immediately adjacent to them within the footprint/area of potential impact as defined by the environmental assessment (EA)?*

2) *What modifications to the current design and configuration are needed to reflect a broader community vision for development of the Project Area? ZGF's contract indicated that its review of the highway cover options must address the addition of buildings on all or certain portions of the highway covers, and must include potential uses and sizes of those buildings. Specifically, it was charged to determine if the EA footprint constraints are lifted and a different vision is developed, what are the structural engineering, cost, and economic implications and implementation strategies for the broader community vision?*

3) *What architectural and engineering considerations could feasibly promote economic development and growth potential in line with the marketplace for the three development scenarios created and assessed?[1]*

Purpose

The purpose of the Facilitation Needs Assessment (FNA) was to define the public involvement process and organize a process by which the information sourced from the review of the project record, the priorities identified in the community and project stakeholder engagements, and the technical and comparative analysis of the RQIP Environmental Assessment design and ICAs alternate cover scenarios would inform the development of the alternative highway cover scenarios. This process was intended to give the ESC the means to form a recommendation to the OTC that would direct the RQIP project to improve the highway cover 20% design to make it more responsive to community goals. It also described work process and management safeguards intended to preserve ICA's independence and transparency in doing the assessment work.

The FNA included an outline of the roles and responsibilities of the ICA team, the ESC, ODOT, the Highway Cover Coordinating Committee (HC3), the Historic Albina Advisory Board (HAAB) and the Historic Albina Workshop Attendees. It provided a description of the process for engaging the perspectives of various community and RQIP stakeholders. It defined the community outreach and engagement process that would be used to help ICA understand and frame the community's vision and values. From this, the ICA could develop scenarios and then evaluate and test how these alternative cover scenarios respond to the desired outcomes of the Black Historic Albina community and other project stakeholders. The FNA also required ICA to prepare a monthly report to the HC3, ESC and the Agency Project Director (ADP) documenting any issues that challenged the independence and transparency of its process. (See Attachment 2 – ICA Facilitation Needs Assessment Monthly Reports for the April, May, and June reports).

Process Description

The ICA team's FNA process began in late summer of 2020. Questionnaires were sent to the facilitators of the ESC, the Community Advisory Committee (CAC), which was reconstituted in January 2021 as the HAAB, the Community Opportunities Advisory Committee (COAC), as well as key ODOT project staff, ODOT's Owner Representatives, and the remaining HC3 members such as ODOT, Metro, TriMet, and Portland Public

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[1] Appendix M – Facilitation Needs Assessment, Section 1. Independent Cover Assessment (ICA)

Overview, page 2

Schools. The questionnaire was intended to derive direction about how to best organize and convene the ICA process. It primarily asked questions about how the process should be organized and implemented rather than what the outcomes of the assessment should be. The ICA team documented the responses received in the Draft Facilitation Needs Assessment[2] that was prepared for the ESC's review and approval at their November 23, 2020 meeting. The Albina Vision Trust, the City of Portland and Multnomah County were other original members of the ESC, who declined to participate.

Due to the compressed ICA contract timeline and the need to start integrating ICA's work into the ODOT advisory committees' and other RQIP stakeholders' work plans and schedules, several of ICA's information sharing and work coordination protocols were implemented during the months of September and October 2020. Weekly meetings were set-up for ICA's participation in the RQIP Facilitator's Coordination Meetings, and for the ICA Public Engagement Update Meetings with the ODOT's RQIP/Public Information team to keep all stakeholder communications coordinated, including any needed scheduling of time on the ESC agendas. Also, weekly meetings of the HC3 were instituted to provide a forum in which ICA could process its work in between ESC meetings. Additionally, a weekly meeting was established between the ICA Project Manager and the RQIP APD to discuss ongoing contract management, accountability and independence issues for the assessment work.

The Draft Facilitation Needs Assessment was presented and discussed at the ESC meeting held on November 23, 2020. It outlined the process that the ICA team proposed for developing the alternative cover scenarios, the public involvement and community workshop engagement process, and the work management and coordination process with the ESC, ODOT and the HC3. The FNA document took guidance from the team's review of the project's public record, from the feedback received from interviews with community and project stakeholders regarding the goals for the highway cover assessment, and from the ESC's Project Values Statement, which is located here: FINAL_I5RQ-Values-Document_102620.pdf (i5rosequarter.org)

Due to insufficient time on the ESC meeting agenda in November, there were several key FNA issues that remained to be discussed and approved at the ESC meeting held on December 14, 2020. These included the adoption of ICA's definition of community, the restorative justice contextual expectations for the cover scenarios, the proposed parameters for maintaining the ICA team's independence, the adoption of the ICA and HC3 roles and responsibilities into the ESC charter for the independent cover assessment work, and the

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[2] Appendix M – Facilitation Needs Assessment

discussion of augmenting the HC3 membership to include Historic Albina community representation.[3]

Definition of Community

The definition of community that was approved by ESC in December 2020 and used by the ICA team throughout its process was as follows:

The Rose Quarter/Lower Albina is a major regional node within the central city, so the concept of community can be construed quite broadly to include those who live, work, and learn in the areas near the Rose Quarter Interchange, as well as those who visit the area for commerce, recreation, and entertainment. Given the history of urban renewal in Lower Albina, and guided by the ESC Values and Outcomes, our definition of community emphasizes a racial equity lens because the historic Albina African American communities were displaced and deprived of generational wealth creation. The Independent Cover Assessment can help to right these past wrongs by elevating the voices of Black Portlanders and communities of color to ensure that the highway cover scenarios deliver benefits prioritized by this historically impacted community.[4]

Restorative Justice: Contextual Expectations for Cover Scenarios

The ESC established restorative justice as a leading value for the Rose Quarter Improvement Project. As part of the FNA, the ESC approved the following statement clarifying how the ICA team would apply this value in the independent cover assessment work.

Establishing and maintaining trust involves the setting of clear expectations about what the covers can and cannot deliver. The ICA team will explore cover scenarios, their design, and how their development could be financed and governed in collaboration with the community. The ESC's cover recommendation is an important step in providing authentic Restorative

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[3] Appendix M - Facilitation Needs Assessment, Section 5. Major Remaining Issues

for ESC Consideration, pages 9-12

[4] Appendix M – Facilitation Needs Assessment, Section 5.A. Definition of

Community, page 9

Justice. It sets the stage for the project partners to implement the governance and finance work needed in the future to deliver and sustain real progress and effective community building.[5]

To establish clear and realistic expectations about how to apply this value in its independent cover assessment work, the ICA team gathered additional input early in its engagement process from the Historic Albina community workshop attendees, HAAB members, COAC[6] members, ESC members, and the online open house participants. Through this process, the ICA gained an understanding of what needs and outcomes community stakeholders, especially the Black Historic Albina community members, wanted to see served by the development of the highway cover. The top ten community programming priorities grew out of this input and were used by the ICA team as a guidepost for developing and refining its alternative cover scenarios for ESC consideration.

In February 2021, the Development Assessment Framework (DAF) was developed by the ICA team to use for the evaluation of how well individual highway cover scenarios addressed the community needs expressed by community participants (See Appendix D. Development Assessment Framework Memorandum). The team placed special weight on the development outcomes and restorative justice criteria that the Historic Albina community workshop participants indicated were most important for them to see included on and around the covers to deliver restorative justice and greater health, wealth and cohesion outcomes for the Black Historic Albina community.

The DAF evaluation and ranking tool was used throughout the ICA process to assess, represent and compare how well each of the alternative cover scenarios met the stated community goals and objectives. It was amended with input collected during each work session in response to HC3, HAAB and ESC feedback about what would make it more helpful as a tool for the stakeholders to use to evaluate and compare the benefits and tradeoffs of final scenarios in relationship to community and project goals and values. See Appendix E. Development Assessment Framework Testing Results Memorandum to review how the DAF was used to evaluate preliminary concept scenarios. See Appendix G. Development Assessment Framework Evaluation for the review of the final cover scenarios.

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[5] Appendix M – Facilitation Needs Assessment, Section 5.B. Restorative Justice: Contextual

  Expectations for Cover Scenarios, page 10

[6] ICA conducted an abbreviated version of Workshop 1 with COAC members on March 4, 2021 at ODOT's

  request.   Although this was not part of ICA's required FNA scope, the purpose was to provide an opportunity

  for these community stakeholders to provide input into the ICA process.

The unresolved issues of the Draft Facilitation Needs Assessment were revisited and approved by ESC at its meeting on December 14, 2020. ICA also previewed a revised Public Involvement Approach Outreach Summary with ESC at this meeting and updated the outline of the first community workshop. A draft of the revised outreach summary was sent to the HC3 for its review and comment on December 17, 2020.[7] This summary refined the community outreach goals and strategies to provide an expanded prospect list for recruiting Black Historic Albina Community Workshop participants through community-based organizations, churches, businesses and affordable housing providers. Some of the originally proposed outreach strategies for securing workshop participants were also modified considering the barriers posed by the COVID-19 lockdown and the project's tight schedule constraints.

In December and January other important ICA project coordination and management issues were addressed with HC3 and ODOT. These included discussion and agreement on the details of how ICA and ODOT would coordinate on joint RQIP public information endeavors, how ICA and ODOT would share responsibilities for implementing various assessment public information tasks in ways that didn't compromise ICA's independence or effectiveness, how ODOT would provide technical support for the hosting of the independent ICA project website, and how ODOT's RQIP/Public Information technical team would support the delivery of the community workshops. The ICA and ODOT also worked together to implement an appropriate stipend policy for the project that would provide an incentive to community members for participating in the workshops. As ICA began reaching out to community organizations in late December, it received feedback that some community-based organizations would not refer community members to participate unless those members were paid for their time. It was conveyed that most local public agencies were currently paying community members to participate in their community involvement processes, especially if these processes involved more than one meeting.

After the FNA was discussed during the ESC meeting on December 14, 2020 the ICA team received direction to move forward with the implementation of its process. It proceeded as follows:

1) Facilitated and coordinated the implementation of the HC3 Charter.
2) Attended relevant ESC and HAAB meetings to provide updates on the independent cover assessment work and to present relevant ICA content as the work progressed and responded to committee members' Accountability Matrix questions about ICA work. Also held three workshops with both the ESC and HAAB during the ICA work sessions.
3) Developed and implemented an independent highway cover evaluation process (Development Assessment Framework) that included comprehensive criteria, along with community-based metrics that could be used to evaluate the responsiveness of ICA's

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[7] Attachment 1 - ICA Public Involvement Approach Outreach Summary, December 17, 2020

scenarios to desired community and project goals and outcomes throughout the assessment process.

4) Created an independent ICA project website and conducted three online open houses that provided public accessibility to stakeholders and community members outside the project area so they could provide input and participate in the cover scenario review and evaluation process as ICA's work progressed.

5) Worked with ODOT's RQIP/Public Information team to provide input and coordination on communications between the project team and external project stakeholders and the public during the team's Work Session activities.

6) Worked with ODOT as needed in coordinating and facilitating ICA's implementation of the FNA with the HC3.

7) Monitored the independence of ICA's assessment process and reported to the ODOT's APD on overall project compliance through the monthly FNA reporting process.

ICA's public involvement process for facilitating the development of alternative cover design scenarios and a final cover recommendation included a series of three intensive community engagement events called Work Sessions. The three Work Sessions occurred in February, April and June of 2021. Each Work Session included two targeted community workshops with Historic Albina community participants, an online open house, a workshop with ODOT's HAAB, and a workshop with the ESC. All engagements were designed to better inform the scenarios and analyses developed by the ICA team for ESC consideration. The various forms of engagement and the variety of feedback received from different groups of community stakeholders helped the ICA team understand how the RQIP highway cover could best be configured to create the greatest potential for restorative justice and desired community outcomes for the Black Historic Albina community.

Below is a flow chart of ICA's Facilitation Needs Assessment process.

ICA Process Overview
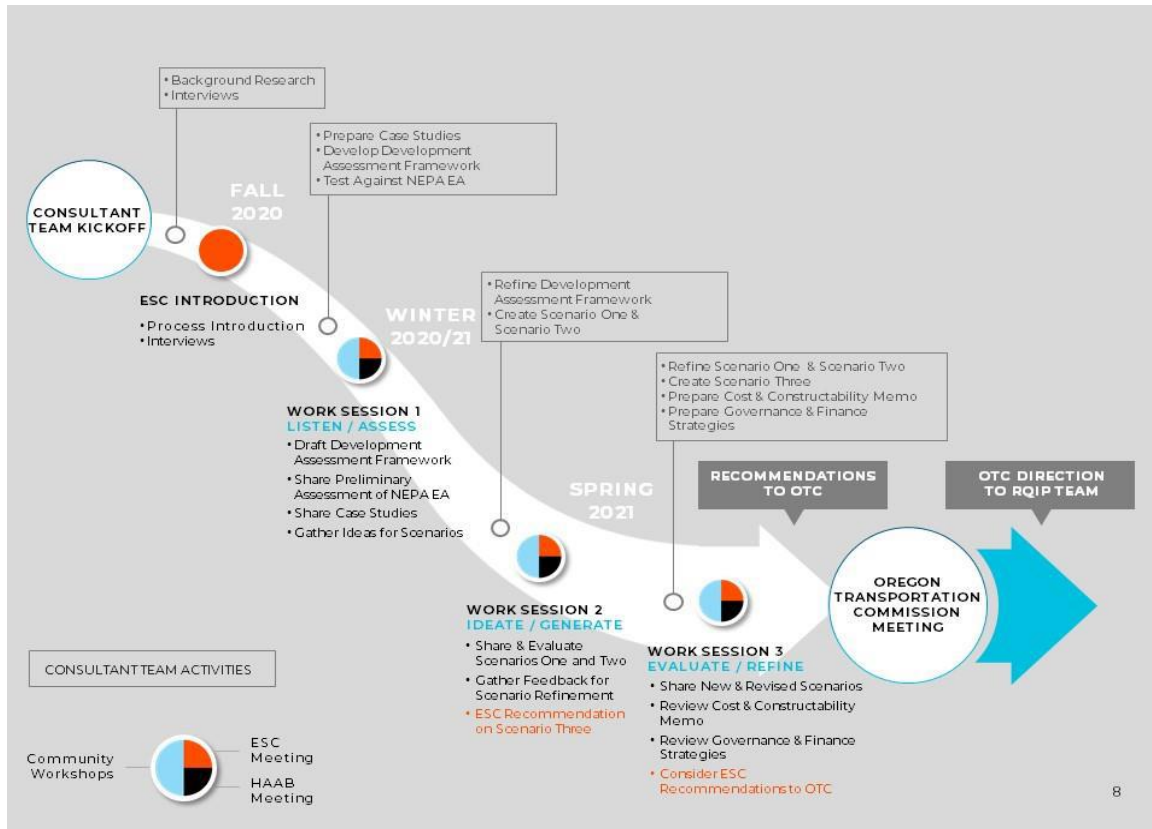
During the months of December 2020 through March 2021, there were no major issues that interfered with the ICA's ability to progress its assessment work as intended, so monthly FNA reports were not prepared for these months. Starting in April 2021, ICA did prepare monthly Facilitation Needs Assessment reports to document specific issues that arose with RQIP staff, consultants and project stakeholders that were in conflict with the Facilitation Needs Assessment adopted by the ESC in December 2020. The ICA team adapted its work process to overcome these issues and delivered its final findings and draft resolutions to the ESC for its consideration of a final cover recommendation on June 28, 2021. The individual April-June 2021 Facilitation Needs Assessment Reports document the specific events and actions that occurred each month and can be found in Attachment 1- Facilitation Needs Assessment Monthly Reports of this report.

The ICA team was not able to fully complete its Facilitation Needs Assessment process and assist, in the formulation of ESC's final cover recommendation for the OTC. This is because, a week before ESC was to meet to form its cover recommendation on June 28, 2021 ODOT announced that the OTC was delaying ESC's deliberation of the cover recommendation for a few months. The reason stated for the delay is that it would provide more time for ODOT's advisory committees and government stakeholders to understand all the benefits and tradeoffs of the alternative cover scenarios developed by the ICA team.

The team's final findings and draft resolutions for consideration in developing the final cover scenario recommendation were summarized and presented to the ESC at its June 28, 2021 meeting. The ICA CAP Report, along with all the cost, constructability, and feasibility analyses (Appendices), was delivered in late July. The ICA team was informed that it would not be involved in helping to form the final cover scenario recommendation in future ESC deliberations. This announcement prevented ICA from assisting ESC in formulating an independent final cover recommendation to forward to the OTC, or completing its contracted scope of work. Moving forward, the ICA's cover scenario assessment findings and draft resolutions can be used by ODOT to help the ESC form its future cover recommendation to the Oregon Transportation Committee.

Roles and Responsibilities Between Parties

The independent cover assessment process required ongoing interaction, interface and coordination with multiple Rose Quarter Improvement Project (RQIP) stakeholders. These included ODOT, ESC, HC3 and beginning in January 2021, the HAAB. Although ODOT managed and administered ICA's contract, the OTC designated the RQIP ESC as ICA's de facto "client."

ICA and ODOT Roles

The ICA team's independence from ODOT was always an important requirement of the cover assessment process. To make ICA's independence from ODOT clear, the following provisions were included in the Facilitation Needs Assessment approved in the December 14, 2020 ESC meeting:

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1. *The ICA team will make all reasonable efforts to maintain its professional independence in facilitating an open, transparent, and engaging public process that can be presented to the ESC.*
2. *ODOT will make all reasonable efforts to support ICA's professional independence.*
3. *The ICA team is* <u>*solely responsible for the analyses that are developed and presented to the ESC.*</u>
4. *The Highway Cover Coordinating Committee (HC3) with representatives to be established by ODOT, ESC and other stakeholders, will represent the ESC and will directly participate in portions of the consultant's work.*

5. *The ICA team will conduct its work in collaboration with the ESC while maintaining its professional independence, and while meeting its professional responsibilities and contractual responsibilities to ODOT.*
6. *ODOT will review and comment on all draft and final ICA work with the focus on ICA team compliance with contract requirements and will avoid commentary on aspects of the ICA work that reflect the consultant's professional judgment.*[8]

The FNA also attempted to provide additional safeguards to ensure the independence of the ICA team by clarifying the various parties' roles and responsibilities with these additional provisions.

1. *Conversations that are not occurring in public will not be acted on by ICA without direction of the HC3 or ESC.*
2. *ODOT administers the ICA Scope of Work. The ICA team will track items for scope discussions with the HC3 and ESC.*
3. *Any substantive changes or clarifications to the ICA Scope of Work shall be reviewed by HC3 and, if necessary, the ESC for its recommendations prior to the OTC acting on them.*
4. *ICA will complete the assessment within the scope provided based on their independent professional expertise.*
5. *Similar to a typical consulting process, the ICA team will interact with the ODOT technical team (as the keeper of project work for OTC) as needed to collect data or other resources (e.g., files) necessary to inform and complete,* but *ODOT will not direct the ICA team's work.*
6. *The ICA team may use ODOT meeting support to avoid duplication of effort and increase efficiencies.*

The ICA team can maintain its independence during its public engagement activities when they necessarily intersect with ODOT's public engagement by doing the following.

1. *Transparently discuss any outreach activity with the HC3 beforehand.*
2. *Independently make professional judgments about substantive decisions.*
3. *Only use ODOT processes and materials to expedite its work efficiently and cost effectively.*
4. *Independently manage the public cover presentations, input mechanisms, type of feedback, data aggregation, and cover findings to the HC3, HAAB, ESC and OTC.*[9]

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[8] Appendix M – Facilitation Needs Assessment, C. ICA Team Independence, page 10

[9] Appendix M –Facilitation Needs Assessment, C. ICA Team Independence, pages 10-11

After sharing with HC3 the Historic Albina Community workshop attendees' preferences for which ICA preliminary cover concept scenarios should be moved forward for further study on April 21, 2021, there was a series of reactions and mobilization of public concerns expressed by multiple ODOT RQIP stakeholders. They stated that if any of ICA's preferred final cover options exceeded the design parameters that were studied in the EA, there would be construction delays. There were strong opinions expressed by some of ODOT's RQIP stakeholders that all scenarios that did not meet the EA design parameters should be excluded from any further study because they would cause construction delays. These opinions were injected into the ICA assessment process prior to ICA completing its independent analysis of the cost and schedule implications of specific scenarios and their associated benefits and tradeoffs. These reactions caused a series of events to occur between ICA and ODOT RQIP stakeholders over the following several weeks that made completing ICA's scope of work more difficult, challenged our independence in a variety of ways, and modified the cover assessment input process that had originally been agreed to by the parties and approved in the Facilitation Needs Assessment. (See April, May, June, and July Facilitation Needs Assessment Reports in Attachment 1). The ICA team made adjustments to its process to overcome the obstacles that were created as a result of this cascade of events and was able to deliver its recommendations and draft resolutions to ESC in late June, and its final CAP Report and technical Appendices in July as planned. The issues encountered are generally summarized in the Work Changes, Challenges and Successes section of this report.

ICA, ESC and HC3 Roles

The ESC was intended to provide direction to the ICA consultant team in assessing the existing highway cover designs and creating alternative cover design scenarios to be recommended to the OTC for approval. The HC3 with representation from Metro, Portland Public Schools, TriMet and ODOT was the entity contractually identified to serve as the staff-working group to support the ICA team's independent development and refinement of the three cover design scenarios on behalf of the ESC. It reviewed and provided input on all deliverables that were to be presented to public or RQIP stakeholders, or considered by the ESC for the formulation of its recommendation to the OTC. This committee provided a weekly forum for the discussion of ongoing ICA work progress, schedule, scope change management and other relevant topics. The ICA recommended augmenting the HC3 with additional representation from the community in its Draft Facilitation Needs Assessment that was approved by the ESC at its December 14, 2020 meeting. In January, ESC community member Bryson Davis was added to the HC3 to ensure that this perspective was represented in guiding ICA's work

At the December 14, 2020 meeting, ESC member, Bryson Davis, also offered an alternative idea to ICA's recommendation that HC3 membership be further augmented. He proposed that an ICA subcommittee be established, separate from the HC3 that would include only members from the HAAB and ESC. This subcommittee would meet once a month or could be convened as needed by the ICA team to provide independent feedback on issues that came up during the course of the assessment work that needed discussion or resolution between the normal monthly committee meetings. The ICA team worked with Bryson Davis to develop a resolution and an amendment to the FNA. This amendment was approved by the ESC membership at its January 24, 2021 meeting. By the time subcommittee members were identified in late February, it became difficult to coordinate meeting times that worked for both the subcommittee members and ICA team members. Due to these ongoing scheduling constraints and the tight timeframe for ICA's work the Subcommittee was never convened or utilized in the assessment process.

ICA and HAAB Roles

The HAAB was intended to provide input into the ICA assessment and scenario development process as ODOT's RQIP community advisory group that is charged with providing ODOT with advice on the RQIP project's design development from a Black Historic Albina community perspective. They were included as a critical stakeholder in ICA's public engagement process.

The sequence of ICA's public engagement in each of its three work sessions was intended to first conduct the Historic Albina community workshops, then second conduct a workshop with the HAAB, and finally present our workshop findings to the ESC to provide them with the benefit of the feedback gathered from both of these critical Black Historic community stakeholder groups to inform their deliberations. Input provided by the HAAB was intended to be used to inform the ESC's deliberations and ultimate recommendation.

Despite significant effort and cooperation on the part of ICA and ODOT's RQIP/PI team, it was challenging to achieve the sequence of engagement as stated in the Facilitation Needs Assessment. This engagement sequence was vitally important to collect the input and reaction from the Historic Albina Community Workshop attendees, then the HAAB members, and then summarize those proceedings for the ESC to consider. The ICA was only able to achieve this sequence in Work Session 3. In Work Sessions 1 and 2 the HAAB workshops occurred after the ESC workshops. This was due to the intense monthly meeting rhythm of the RQIP HAAB and ESC meetings. The three-week cadence of the HAAB meetings was necessary to bring this group up to speed on the progress of the RQIP work and the ICA assessment process after it was set up in January 2021. ICA was tasked with adapting its contracted assessment process to include the replacement of the original CAC, dissolved in September 2020, with the HAAB, which was stood up by ODOT in January 2021. The RQIP/PI team attempted to assist and accommodate the ICA team's schedule by moving a

couple of HAAB meetings forward or backward a week to allow ICA to deliver its workshop content to them within ICA's Work Session period. Unfortunately, it was still difficult to get the committee members adequately prepared to weigh in on the ICA topics being discussed given the RQIP/PI team's timelines for producing committee agenda materials two weeks in advance of the actual HAAB meetings.

Public Involvement and Community Workshops

The ICA team was charged with engaging the community in a visioning and evaluation process as described in the FNA. This was intended to help identify alternative designs for the covers that would more closely align with the Black Historic Albina community workshop and other attendees' vision and goals for a restored neighborhood that could be supported by the development of the highway cover. During the RQIP planning and design phases, ODOT expressed its intent to address the decades of racially biased impacts that have been inflicted upon the Black Historic Albina community by various transportation infrastructure and urban renewal projects in the Albina neighborhood.

The ICA engagement plan was designed to collect community input through the Facilitation Needs Assessment process to bring greater alignment between the Black Historic Albina community's aspirations and other project stakeholders to facilitate a revitalized neighborhood that could be more supportive of the ESC's values and outcomes. ICA's public involvement process was developed to solicit feedback from a broader cross-section of Black community participants and other project area stakeholders, to integrate what was heard into the team's scenario development process, and to provide cost/benefit analyses and tools for these stakeholders to use to compare the merits and tradeoffs of the final developed cover scenarios. It was also intended to capture and document the desired cover scenario preferences of the Historic Albina community workshop attendees, ODOT's HAAB advisory group, ESC's project stakeholders and other regional community members to provide guidance on the implementation strategies needed to shape ESC's cover recommendation to OTC.

The purpose and intent of ICA's public involvement process as stated in the Facilitation Needs Assessment was as follows:

1. *Focus on setting priorities and implementing the ESC's Values and Outcomes on the highway covers.*
2. *Provide opportunities for members of the historically impacted Albina Community to inform the development and evaluation of cover scenarios, and ensure benefits and burdens support restorative justice goals.*
3. *Ensure a transparent process in the weighting of criteria and the evaluation of scenarios in the ESC's recommendation to the OTC.*
4. *Maintain the ICA team's independence in its assessment of the Rose Quarter*

Improvement Project.[10]

Outreach to Community Members and Organizations

The revised Public Involvement Approach Outreach Summary was reviewed and approved by the ESC in December 2020, in preparation for Work Sessions in February, April, and June 2021. In this summary, the ICA team categorized community stakeholders into five target groups and designed a curated outreach process to solicit participation from each of these community target groups. Outreach to the Black Historic community members in each target group was prioritized since this is the community that has been historically and disproportionately harmed by the planning and implementation of transportation and urban renewal projects in the Albina area.

The ICA set an 80-person maximum on how many people in total it would allow to participate in each series of two community workshops given that the sessions were conducted via Zoom and it was felt that the process would not be effective if the workshop groups were too large. The team also set a limit of how many people it would recruit from each of the five target groups to assure that there was a broad spectrum of community voices in the ICA community workshop process. The criteria for selecting community workshop participants was reviewed and approved by ESC in December 2020.

An outreach list of prospective candidates was created for each target group and reviewed and approved by the HC3 and ESC in December, and the HAAB at its first meeting in January. Committee members were asked to provide any additional names of Black Historic Albina community individuals, organizations, churches, or businesses they felt should be included on the outreach list. Black Historic Albina community members were prioritized for contact in the first round of outreach that started in late December.

During the months of December 2020, and January and February 2021, over 150 contacts were made by email and/or phone with Black community members, organizations, businesses, churches, and social clubs to request the names of 2-4 individuals from each organization who
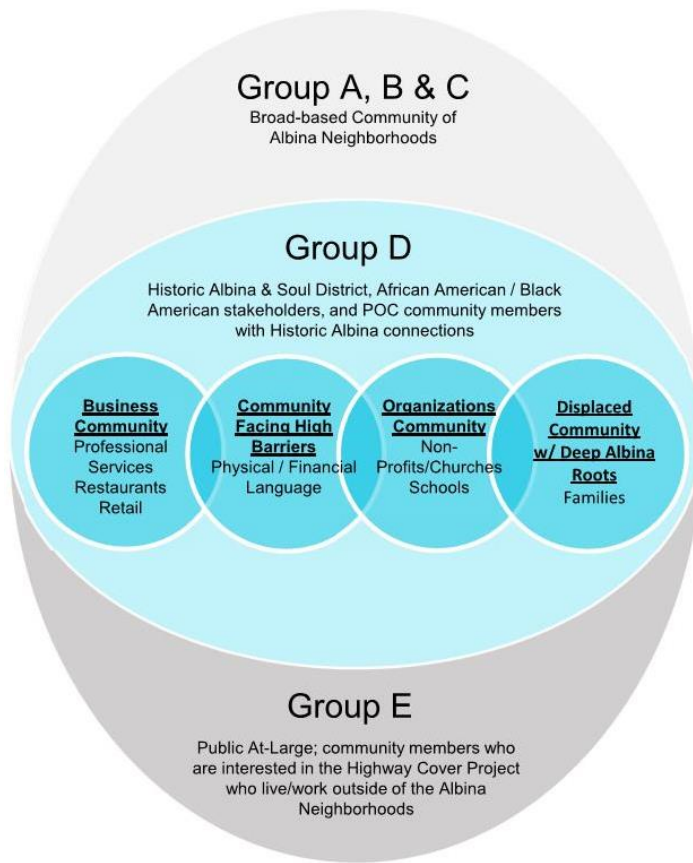
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[10]   Appendix M –Facilitation Needs Assessment, 6. Public Involvement and Community Workshops,

page 13

might be interested in participating in the ICA's community workshops to help envision what kind of restorative neighborhood they would like to see on and around the highway cover. Referrals from each organization were limited in order to minimize the influence of any single Black community interest group in the workshop process. It was decided that Black Historic community members who were already involved in the RQIP process as members of the HAAB and ESC would not be asked to participate in the workshops since they already had an opportunity to make input through the planned committee workshops. ICA's outreach goal was to curate a broad cross-section of additional Black community voices for the ICA workshops to help the ICA team understand the broader vision and priorities of Black Historic Albina community members.

ICA's lead facilitator met virtually with each prospective participant that was referred to the team to provide them with background on the project, explain the importance of the work that would be done in the ICA workshops, and make sure that each individual understood the overall commitment of the process if they agreed to participate. All participants were asked to commit to attend all three community workshops that were part of the ICA's cover scenario development process.

Below is chart showing the five target groups of community stakeholders that were contacted to secure community workshop participants, as presented in the Public Involvement Approach Outreach Summary during the December 2020 ESC meeting.

Community Outreach **Groups**

Group A, B & C
Broad-based Community of Albina Neighborhoods

Group D
Historic Albina & Soul District, African American / Black American stakeholders, and POC community members with Historic Albina connections

Business Community
Professional Services
Restaurants
Retail

Community Facing High Barriers
Physical / Financial Language

Organizations Community
Non-Profits/Churches Schools

Displaced Community w/ Deep Albina Roots
Families

Group E
Public At-Large; community members who are interested in the Highway Cover Project who live/work outside of the Albina Neighborhoods

A — **Businesses within 20 mins**
Any business or organization located within a 20-minute walk from the covers area

B — **Organizations**
Non-profit organizations, schools, churches, neighborhood associations

C — **Residents**
Residents of Albina Neighborhoods

D — **Voices that are typically unheard**
Soul District List & Historic Albina Community [African Americans/Black Americans and other People of Color who have deeper connections with Historic Albina]
- Businesses, organizations (staff, BOD)
- Additional individuals suggested by ESC/HAAB
- Individuals/families who have been displaced from Historic Albina to other parts of Portland
- Individuals who typically don't participate due to disabilities, income challenges, and time constraints (e.g. physical limitations, language limitations, digital technology challenged, etc.)

E — **Public**
At-large members of the public who live/work outside of project areas and are interested in the I-5 highway cover project

Ultimately the ICA engagement process involved the following types and numbers of participants in its Work Sessions:

Historic Albina Community Workshop Attendees:

- Engaged 53 community attendees in our series of three <u>targeted community workshops in February, April and June 2021.</u> 45 of these participants were Black individuals who were members or have family connections to the Black Historic Albina community. The participants represented Black businesses, churches, and community non-profits including affordable housing, health, education, youth and advocacy organizations, and residents. (See attached lists of each work session's community participants.)

Online Open House

- Received 1,373 visitors to our three online open houses, of which 340 filled out our online surveys. 17% (57) of the survey takers were Black and another 12.6% (43) were BIPOC.

HAAB and ESC

- Held series of three workshops with both ODOT's HAAB (12 members, all of whom are Black); and with its ESC (12 members who represent various public partners, stakeholders and community organizations, 5 of whom are Black or BIPOC). On average, nine to ten committee members were present in each of ICA's committee workshops.

COAC

- Conducted abbreviated Workshop #1 with ODOT's COAC at ODOT's request (12 members, 10 of whom are Black or BIPOC community members representing the contracting, workforce and labor advocacy groups).

The feedback from the Historic Albina community workshop attendees and other community stakeholders that ICA engaged with during its public involvement process has guided ICA's design scenario development process through all three phases of its work. Given that the team was charged by the ESC with seeking out and hearing from an expanded group of Black and other community voices, and given that one of the ESC's major RQIP values is centered on providing restorative justice to this historic community, the feedback received from Black Historic Albina community participants, in particular, became a guiding force that informed and directed the ICA's work throughout the cover assessment process.

The team's approach to public involvement and the community workshops is detailed in the Draft Facilitation Needs Assessment[11] and updated by the revised Public Involvement Approach Outreach Summary[12] issued to the HC3 on December 17, 2020. The Summary modified the process for the outreach and recruitment of community workshop participants and provided modifications to the outline for Work Session 1 workshops.

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[11] Appendix M – Facilitation Needs Assessment, 6. Public Involvement and Community Workshops, pages 13-22

[12] Attachment I – Public Involvement Approach Outreach Summary, pages 1-10

The feedback that was received during the ICA's work sessions is summarized in the next section of this report and detailed in the attached individual Work Session Summaries in Attachment 3 – ICA Work Session Summaries.

Work Session Summaries

While the RQIP was originally conceived as a highway improvement project, the highway cover component of the RQIP provides a unique opportunity to leverage the project in additional ways that could create the infrastructure that could support desired restorative justice outcomes in the very location where the harm was originally done to the Black Historic Albina community with the construction of the I-5 freeway. While this highway project cannot undo all the damage that was inflicted on the Black Historic community through the destruction of its neighborhood and displacement of its people, it can potentially provide a foundation for the Black community to reconstitute a cultural neighborhood through the provision of new land on and around the highway cover.

The ESC's definition of restorative justice is: "Acknowledge the impacts of these developments on the community to earn community trust and advance short- and long-term actions that aim to create community stability, economic wealth and opportunity in Albina." Please see: FINAL_I5RQ-Values-Document_102620.pdf (i5rosequarter.org). Early in the ICA process, it was recognized that a revitalized neighborhood would be the most effective way to achieve restorative justice as described in the ESC's Statement of Values.

Work Session 1

Work Session 1 participants were asked to provide feedback on questions about which type of neighborhood programs and facilities they thought were most important to enable community wealth, community health and community cohesion for the Black Historic Albina community – the principal elements of restorative justice. This feedback was intended to provide information to help the ESC consider which alternative cover scenarios best met community needs.

One of the key findings in Work Session 1 was that many Black Historic Albina community members defined restorative justice based on the degree to which quality developable land, both on and around the covers, could be returned to the community for its use, control and ownership This was viewed as key to the reestablishment of a cultural neighborhood. It was also felt that land and its control was the key to providing future development opportunities that addressed the Black

community's goals around community wealth, health and cohesion. Ultimately, the preferences and priorities expressed by the Black Historic Albina community members and others in ICA's community engagement process have provided a set of principles and neighborhood framework that can be used as a guide to inform the kind and quality of neighborhood that gets built on and around the highway cover, and the types of cover design changes that may be necessary to help create the canvas that allows this to happen.

In Work Session 1, the ICA collected feedback from community stakeholders about what kind of development and neighborhood programming the community wanted to see developed on and around the highway covers to support community benefits and restorative justice for the Black Historic Albina community that was most harmed by the original construction of the I-5 freeway.

The following types of spaces, places, and outcomes were identified by Work Session 1 stakeholders as the top 10 programming priorities and governance actions that were most important to create in a revitalized neighborhood in the Rose Quarter project area:

Community Wealth (Includes Governance action priority)

1. Establish a Black community development corporation, along with a Black-controlled land trust that holds developable land in trust and can work with other partners to develop it for community benefit and maintain affordability.
2. Create affordable rental and ownership business spaces of all types and sizes for Black businesses with small business support services and access to capital.
3. Develop a Black food sovereignty center/market that provides job training, fresh produce for local businesses and residents, and business development support for supplying large nearby institutions, such as Legacy Emanuel Hospital, Oregon Convention Center, area hotels.
4. Create permanently affordable rental and ownership housing that is mixed-use, multi-generational, built to high sustainability standards, has childcare nearby, and includes different types of living spaces such as live/work for artists and makers.
5. Establish a job training and development center for vocational, technical, STEAM (Science, Technical, Engineering, Arts and Mathematics) and clean energy jobs.
6. Create quality, culturally appropriate, affordable childcare and childhood development center for working parents.

Community Health

7. Develop a cultural health and wellness center with programming that addresses mental, physical and spiritual health and provides recreation and health classes, access to healthy food, and pop-up wellness clinics.
8. Provide a large, accessible outdoor community gathering space for multi-generational celebrations, festivals and events, and space that includes active recreation areas.

Community Cohesion

9. Develop a Black cultural center that showcases the history of Black Portland and creates experiences and education around Black food, Black art, and Black music.
10. Develop public realm aesthetics and art installations that reflect Black culture, art, and experience.

Work Session 2

In Work Session 2, community participants provided feedback on five preliminary concept scenarios that were developed in response to the community's feedback from Work Session 1, and feedback from HC3 and ODOT. The scenarios represented a range of how the cover design reconfigurations could facilitate the delivery of the priorities identified by the Black Historic Albina community participants and other stakeholders who participated in Work Session 1. Work Session 2 participants were asked to rank which of these scenarios they felt provided the greatest restorative benefits and justice for the Black Historic Albina community and should be carried forward for further cost and constructability analysis by the ICA team. ICA also asked participants whether it was more important to maximize community benefits through the provision of land, money, or a combination of both and whether participants supported the idea of creating a new governance entity that would be Black-led, be independent of ODOT, and be responsible for the planning, control and development of land created on and around the cover.

Based on community and stakeholder feedback received in Work Session 2, the ICA team carried forward Scenarios 1, 4 and 5 for further study and feasibility analyses in the final phase of the team's work. The majority of Black Historic Albina community stakeholders also strongly supported the idea of creating a new Black-led governance entity that would control the land delivered through the RQIP process and be responsible for developing it in the future for the overall benefit of the community. And again, participants reaffirmed that quality developable land that the Black community could control, have use of, and own was the most important way to deliver benefits to the Black Historic Albina community, although there were some participants who believed that the community deserved to receive both land and resources from the project.

Work Session 3

In Work Session 3, participants had the opportunity to evaluate the final design scenarios and provide feedback on the most important highway cover design

elements, as well as indicate their support for ICA's neighborhood framework and Black community led governance structure recommendations and indicate whether they should be part of a final cover scenario recommendation to the OTC.

ICA provided cost, schedule, constructability, traffic and transit impacts and other comparative information for each of the three final scenarios (Scenarios 1, 4 and 5) and participants were asked to evaluate and rank these based on which scenarios they felt provided the greatest amount of community benefits and restorative justice potential for the Black Historic Albina community. Participants in the Historic Albina community workshops, the HAAB workshop and the ESC workshop were live polled at the end of the Work Session 3 to determine what their preferred scenarios were after reviewing and comparing the tradeoff information.

The thirty-eight Black Historic Albina community workshop attendees who participated in the live poll, and the online open house participants ranked Scenario 5 as their preferred highway cover scenario at the end of Work Session 3. The nine HAAB members who polled ranked Scenario 4 as their top choice, with Scenario 5 as a close second choice. Scenario 1 got the most votes from the 7 ESC members who participated in the live poll, but this scenario ranked as the lowest choice for both the Black Historic Albina community workshop and HAAB participants.

Also, ICA created 3 hybrid scenarios in between Work Sessions 2 and 3. These were developed in response to the schedule delay concerns about Scenarios 4 and 5, raised by the Black contracting community and other RQIP stakeholders after Work Session 2. The hybrids were intended to provide a potential compromise and "win/ win" opportunity for the opposing factions of the Black community by potentially lessening the schedule impacts of Scenarios 4 and 5, while still providing more developable land in the central area of the highway cover. The Black contracting community and their allies were concerned that any schedule delay in the project would cause a delay in the project's proposed delivery of construction jobs for the Black and brown communities. Work Session 3 participants were asked to rank their preferred choices for the hybrid scenarios if the ESC could not come to consensus on one of the three final cover scenarios.

In the live polls, Historic Albina community workshop participants preferred Hybrid 3, which moves the south freeway ramps south of the cover, and is a hybrid version of Scenario 5. HAAB members preferred Hybrid 2, which also moves the south freeway ramps south of the cover. It is the hybrid version of Scenario 4. ESC members who participated in the live poll preferred Hybrid 1. It replaces the Hancock/Flint connection with the Vancouver/Flint connection shown in Scenario 4, and is the hybrid version for Scenario 1. Some of the online open house participants did not respond to the question about their preferences for the hybrid scenarios. Of those who did, the results were inconclusive on which hybrid was preferred.

The majority of the Historic Albina community workshop participants strongly supported the creation of a new Black-led 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 did not support it. Three of the 6 ESC members who voted on this question in the live poll were neutral on the proposition, 2 supported it and 1 did not support it.

Engagement Findings

The findings that emerged from the ICA FNA process represent the voices of a broad cross-section of Black Portlanders, specifically those from the Historic Albina community. These are the voices that guided how the ICA team did its work. A more detailed report of how each of the community and advisory committee stakeholder groups responded in each Work Session is captured at the back of this report. See Attachment 3-Task 3.3 Work Session Summaries.[13] The feedback from community stakeholders helped shaped the ICA cover development process and its final findings and draft resolutions. Below is a summary of the key findings from ICA's engagement process:

1. The amount of quality developable land made available for community use, control and ownership on and around the cover was a top priority for the Black community stakeholders in the community workshops, and with the HAAB members. As a result, scenarios that provided more and better land were preferred.

2. There was support for an independent governance structure led by the Black community that would plan, control, develop and manage the land on and around the RQIP highway cover for the long-term benefit of the larger Black community.

3. The community identified ten top program priorities that they would like to see developed over time on and around the highway cover to restore cultural community in the Rose Quarter neighborhood. See Attachment 3 – Task 3.3 Work Session 1 Summary.

4. At the end of the ICA assessment process, in the Work Session 3 live polling the thirty-eight Historic Albina community workshop attendees overwhelmingly preferred Concept 5, and Hybrid 3 if one of the original concepts could not be agreed upon by the ESC. The nine HAAB members who polled had slightly more preference for Concept 4, and Hybrid 2 if no original scenario was acceptable to ESC. The seven ESC members that polled in Work Session 3 preferred Concept 1 by a small margin and Hybrid 1.

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[13] Attachment 3 – Task 3.3 Work Session Summaries

5. Many Black community members wanted the project to deliver on both jobs and restorative justice as it relates to providing quality developable land for cultural community to be recreated on and around the covers. They did not feel like they should have to choose between these two benefits but instead strongly felt that the RQIP needed to deliver on both of these outcomes to provide restorative justice.

6. Most Black Historic Albina community members who participated in the ICA process did not consider schedule delays as an unacceptable price to pay to achieve a more restorative cover design, but they also wanted there to be a continued commitment to provide Black and brown construction jobs as well.

7. Several of the Black community workshop participants expressed interest in staying involved in the process of bringing the neighborhood vision forward.

Process Changes, Challenges and Successes

The ICA FNA process had some changes, some major challenges that the ICA team had to adapt to in order to complete its scope of work in the agreed upon timeframe, and some successes. There were changes in schedule, process, and roles that had to be worked through in order to keep ICA's work moving forward.

In the early months of the FNA implementation there were a number of ways that ODOT, its RQIP/Public Involvement team and the ICA team worked collaboratively together to support ICA's independent cover assessment process. Successes included ICA securing help to adjust ESC and HAAB meeting schedules and agendas to provide more time for the team to engage with these stakeholders on its work progress at the specific times needed. It also included ICA receiving technical assistance and support from ODOT's RQIP/PI team for critical tasks like the development of the ICA's website, the coordination of the public information campaign for ICAs Work Sessions and online open houses, and ODOT's agreement to allow the RQIP/Public Information tech team to provide support and staffing for ICA's Historic Albina community workshops. The ODOT/PI team also helped process a policy change request that allowed ICA to pay workshop attendees a stipend for their participation. All of this support allowed the ICA team to get traction and progress its scope of work during the first quarter of 2021.

However, beginning in April 2021, there were a number of changes to ICA's process and challenges to its schedule, technical feasibility analysis and its independent assessment that complicated its work. These began to happen after ICA shared the live polling results of the Work Session 2 Historic Albina community workshops with the HC3, RQIP stakeholders and ODOT. The specific challenges are documented in Attachment 2 – Task 3.1 Facilitation Needs Assessment Monthly Reports of this report.

Below is an overview of some of the FNA changes, challenges and successes that ICA dealt with during its assessment process in order to complete the development of the alternative cover scenarios and deliver its final findings and draft resolutions to ESC on June 28, 2021.

Changes

There were a number of changes to the FNA process during the term of ICA's work. Some of these changes affected the flow, sequence, timing and impact of the work delivery. Some of these key changes were:

- The lead facilitator for the ICA team changed in December 2020. The team was without a lead facilitator to drive the FNA work and process for over a month. This delayed the public involvement and community outreach process and eventually forced the team to shift Work Session 1 from early February to the end of February to provide adequate time to complete the workshop outreach and the development of the content for Workshop 1 and Online Open House 1.

- The ICA did not have its first meeting with the newly constituted HAAB until January 12, 2021 about five weeks before ICA's first work session was scheduled. This RQIP stakeholder had a critical role to play in the ICA process and its late start never really allowed board members to get up to speed on ICA's process before they had to begin providing critical feedback on the ICA scenario development process.

- Given the HAAB's late start date and its 3-week meeting schedule the ICA team could never get the intended work session sequence of stakeholder feedback to the ESC to occur in the right order.   For both Work Sessions 1 and 2 the HAAB workshops occurred after the ESC workshops. This complicated ICA's process and limited ESC's ability to have the feedback from both the Historic Albina community workshop attendees and the HAAB members to consider in relationship to ICA's work during Work Session 1 and Work Session 2. This hindered ESC in giving direction to the ICA team as intended.

- HAAB's role and responsibility in the FNA process was strategically changed by the Chair of the ESC mid-stream in ICA's FNA process to give greater voice to the HAAB in defining the recommendation that the ESC would convey to the OTC. This interfered with ICA's independent assessor role as defined in the FNA and changed the ICA's role in supporting ESC deliberations with the HC3. The HAAB was given a greater role in determining the outcome but had less experience and technical support to do this than stakeholders represented by the ESC.

- The COAC was provided a role and a voice in the ICA FNA engagement by ODOT and its facilitators that was not intended, or agreed to as part of the FNA process. COAC members, the Black joint venture partner of the RQIP Construction Manager/General

Contractor, along with other Black contracting advocates were provided time on critical HAAB and ESC meeting agendas where ICA was delivering its analysis on scenarios, to lobby their opinions and provide comments that contradicted ICA's findings about schedule delays, environmental assessment reevaluations, and project costs. Comments that were made by these stakeholders at these critical meetings were based on information provided by ODOT, and its RQIP contractors and consultants. Allowing COAC to lobby for a specific scenario selection before ICA's process was complete was a distraction from the broader ICA assessment charge to develop a broad analysis of the benefits and tradeoffs for each scenario that could be evaluated by ESC when making its final cover recommendation.

- ODOT interrupted the FNA process the week that a recommendation was supposed to be deliberated by the ESC and announced that they would finish the recommendation formation process with their advisory committees after the ICA team's work wrapped up.

- ICA was not allowed to fully implement the Facilitation Needs Assessment and support ESC's deliberation on an independent recommendation to the OTC that was more responsive to the desired outcomes of the Black Historic Albina Community.

Challenges

The ICA team experienced a variety of challenges to its Facilitation Needs Assessment process that basically fell into three different impact areas: 1) schedule impacts, 2) independence and transparency impacts, and 3) technical information and feasibility impacts. These are outlined below:

Schedule Impacts:

- ODOT failed to provide some of the requested technical information in a timely fashion for ICA's feasibility analyses of final cover scenarios. The RQIP team was not transparent with ICA that some of this information did not yet exist, or that it could not be shared at this stage of the design development process based on ODOT current contracting policies.
- The RQIP failed to provide the ICA with a current schedule or description of the known required Environmental Assessment reevaluations that needed to be done to move ODOT's amended 20% design forward. This made it impossible for ICA team to provide a comparative analysis for schedule impacts between its final scenarios and ODOT's amended 20% design for community stakeholders and ESC to evaluate.
- ODOT was slow to provide ICA with information about the project's budget, finance structure, and remnant land disposal policies. This delay made it more

difficult for ICA to assess the best strategies for long-term community control and/or ownership of land on and off the cover.

Independence and Transparency Impacts:

- ODOT/OTC prioritized the preferred scenario outcomes of specific RQIP community stakeholders (the Black contracting community already invested in the project) over the feedback received in the FNA assessment process and provided these RQIP stakeholders a platform to amplify their views to the other ODOT advisory committees who were involved in the ICA's FNA community engagement process.

- The ESC Chair and key ESC, HAAB and COAC members made public statements that minimized the validity and importance of Black Historic Albina Community Workshop attendee's preferences as being less representative or important than the opinions of ODOT's RQIP Black advisory committee members despite the fact that ESC charged ICA to develop a public involvement and engagement process that specifically sought to understand the goals and preferences of a broader group of Black stakeholders relative to the highway cover design.

- The ICA team had reduced presentation time on the HAAB and ESC agendas in Work Session 2, so it was not able to independently live-poll these advisory committees' scenario preferences for ICA's next steps.

- The ESC did not serve as a deliberative body for ICA as originally intended during most of the process.

- Chair Simpson stated that the HAAB would be given more authority in creating a recommendation for the OTC without any vote or discussion by the full ESC body.

- ODOT, its facilitators and its RQIP Owner's Rep team intervened in ICA's independent process by preparing and presenting their analysis of ICA's work with advisory committees without ICA's participation.

- ICA was not allowed to fully implement the FNA and support ESC's deliberation on an independent recommendation to the OTC that was more responsive to the desired outcomes of the Black Historic Albina community.

- This intense lobbying effort of ODOT's RQIP concerned stakeholders who felt any schedule change was unacceptable challenged ICA's ability to advance its work, and to

independently interact with key advisory committee members and identify their other concerns relative to the final proposed scenarios and their benefits and tradeoffs.

Successes

- ICA and the ODOT/PI team worked effectively together to change ODOT's procedure and get stipends approved for the Historic Albina Community Workshop participants.

- The ODOT/PI team provided support and technical expertise for the set-up and development of ICA's independent website.

- There was generally good coordination and support from the ODOT/PI team to rearrange ESC and HAAB schedules and agendas to allow ICA's content to be presented at the times it needed to accommodate its assessment process.

- The ODOT RQIP/PI provided coordination and staffing for advertising ICA's Work Sessions and online open houses to the public, through community publications and on social media. All PI materials were jointly developed to respect ICA's independence.

- The RQIP/PI team worked with ICA to accommodate the team's tight production schedule and delivery of agenda and presentation materials for HAAB and ESC committee meetings.

- The ICA team received outstanding technical support and staffing from the ODOT RQIP/PI tech team for the calendaring and technical operations of its Zoom workshops throughout the assessment process.

- The ODOT RQIP/CMGC team was eventually able to provide clarification on project costing assumptions that helped ICA complete its scenario cost estimates.

- The RQIP/A&E team and the ICA technical team participated in a productive series of meetings late in the feasibility analysis phase of ICA's work that allowed for a productive exchange of questions, comments and feedback on ICA's final cover scenarios that helped the ICA team refine tune and refine its analysis on a variety of technical issues.

Looking Ahead

1) ODOT should consider how to keep the Historic Albina community workshop attendees, who participated in the ICA process, informed about the cover scenario deliberation and recommendation process until a final recommendation is made by ESC to OTC.

2) Many of the Historic Albina community workshop attendees said they were interested in staying involved and should be considered as possible community representatives to

participate in the discussion of the set-up process of the future governance structure for the cover and remnant parcel land.

3) The ICA final CAP Report and Appendices should be posted on the ICA website and this website should be maintained for 12 months to provide information to the Black Historic Albina community members and public stakeholders who participated in the cover assessment process. These documents will provide a record of what was learned, how stakeholder involvement informed the cover scenarios, and the findings and draft resolutions that were shared with the ESC for their consideration. ODOT should also use this website to keep stakeholders updated about the remaining process until a final cover scenario is recommended by the ESC to the OTC.

4) RQIP advisory committee members should not have voting roles at multiple levels of a major decision-making process. It gives the appearance of impropriety especially when that decision maker is not adhering to the process agreed to by all parties. Having a liaison from the OTC is fine but that liaison shouldn't be controlling the process and parameters for the decision-making at the level of the process that is intended to make a recommendation back to the OTC for its consideration. This creates the appearance of a conflict of interest.

5) ODOT committee chairs and/or their committee facilitators should be required to call for a vote of the full committee whenever there are any changes to agreed-upon processes or policies related to work the committee is responsible to oversee. There should be no unilateral dictating of a committee's position by one individual on the committee without a public discussion and vote for why the change is necessary. This kind of dictation of a process without public process lacks transparency and has the appearance of impropriety.

Lessons Learned

1) The roles and responsibilities of the various parties in a public and independent decision-making process should not be altered in the middle of the process, without any further public discussion, particularly after all parties have agreed to them, and especially not after a controversy surfaces. This gives the appearance that the process is being manipulated and/or controlled for self-interested purposes.

2) It's a disservice to give any advisory group the power to make important decisions in a project if you're not going to create enough time in your engagement process to get them educated enough to make informed choices. The HAAB was the least prepared

party in the ICA process and yet they were assigned the ultimate power to determine which way the cover decision should go. They had only been seated for 5 months and were not well versed on the overall RQIP project, the ICA assessment process, or the roles and responsibilities of the various stakeholders involved in the process. They had the least familiarity with the ICA assessment process and content.

3) Public involvement should not be encouraged or undertaken for appearance or public relations purposes if the Agency (ODOT) contracting for this engagement is not willing or able to consider any of the feedback that comes out of the process, especially when these processes deal with harmed and disenfranchised community stakeholders. This is not a constructive public engagement strategy and it engenders greater distrust of the agency's motives and intentions.

4) Allowing RQIP invested stakeholders (COAC, CMGC, Black contractors) to lobby their self-interest at HAAB and ESC meetings where ICA was presenting its content before ICA's independent analysis had even been completed gave the appearance that ODOT already had a position on its preferred cover scenario and was using its vested community partners to build the case for that choice. It was not transparent and violated the FNA independent assessment process all parties agreed to abide by in December.

Attachments

Attachment 1: Task 3.1 ICA – Public Involvement Outreach Summary

Attachment 2: Task 3.2 ICA – Facilitation Needs Assessment Monthly Reports

Attachment 3: Task 3.3 ICA – Work Session 1, 2, And 3 Summaries

Attachment 1: Public Involvement Outreach Summary

Goal

- To collaborate with community members and stakeholders on creating design options for the highway covers that more fully meet the desired outcomes of the Albina community stakeholders.
- To reach out to community stakeholders and provide a variety of engagement formats to invite broad-based participation from the diverse group of stakeholders that share an interest in the design of the highway covers.
- To engage the diverse Albina community and to solicit their advice as to how a Highway Cover design and related outcomes may be desirable and beneficial to Albina neighborhoods.
- To target participation from the Black and BIPOC communities, whose voices were not adequately represented, heard nor considered, during the building of I-5 or the implementation of other NE community revitalization policies that harmed the historic Albina community.
- To build on the contributions/feedback from community members who have already participated in other outreach events for the project and broaden the thinking about how highway covers can regenerate a neighborhood that serves Black Portland and other BIPOC community aspirations.

Approach

- ESC/HAAB/ODOT/ICA teams to identify key Community Organizations that may act as resources and/or communication-liaisons in deepening outreach effectiveness to the specific historic Albina neighborhood stakeholders.
  - provide community liaison funds as incentives to participating organizations where appropriate.
- Coordinate outreach tasks between ODOT Communications Team and ICA Team.
- ICA to reach out directly to community leaders to help identify and enlist participants who are committed to participate in workshops in each of the work sessions.
  - Provide participation incentives to individual historic Albina participants.

- Use ICA independent website announcements to broadcast outreach approach and updates (to ensure transparency).

- Solicit additional interest from potential community/communication partners.
- Customize invitations to Attendees and Community Organizations who can nominate attendees in hopes of gaining their commitment to engage with the design workshops.
- Increase access to all Groups to participate during presentations and online surveys, while focus group activities occur during workshops.
- Consideration for additional communication media that can reach the youth population – Twitter, Instagram, YouTube, SnapChat, WeChat, etc.

- Optimize Balanced Participation among Community Outreach Groups.
  - Limit participation in each work session workshops to 80 people total
  - Prioritize attendee participation from Group D followed in order by Group B, Group C, Group A, and Group E.   HC3, ESC, HAAB committee members may observe and/or assist with break out sessions facilitation in workshops.
  - target community liaison funds and gift-card incentives to show appreciation for community members who agree to commit to their attendance at the workshops.

Work Session 1 Plan: Workshop and Committee Meetings

Theme **"How can the highway covers be developed to support community needs?"**
Topics:
1. What are the Community Values and desired outcomes?
2. What constraints and opportunities should guide creation of scenarios?
3. What metrics should be used to measure success?

(Includes ESC, HAAB, HC3, ICA team meetings, and two Community Workshops)

Schedule [Workshop 1 Prep / Outreach / Gather input]

WORKSHOP 1 PREP SCHEDULE

Important Milestones

1 Confirm Approach and Attendee List (by middle of December)

      HC3

       Communication Team

      ESC alignment on approach and list

      HAAB (middle of January)

2 Prioritize Resource/Liaison Partners (by middle of December)

3 Outreach (Start by middle of December)

      Resource/Liaison Partners/Individuals

      Receive RSVP (4th Week of January)

4 Coordination Meeting for Work Session 1 (Early January)

Community Engagement **Outreach Categories**

Group A Businesses

Group B Community Organizations

Group C Albina Residents

Group D Deep Roots Albina

Group E Public At-Large

Group **A, B & C**
Broad-based Community Stakeholders
of Albina Neighborhoods

Group **D**
Historic Albina
Black & BIPOC Community Stakeholders & Individuals
w/ Historic Albina Connections

Community Businesses
Professional Services
Restaurants
Retail

Community Organizations
Non-Profits
Churches
Schools

Community Residents
Individuals
Living in Albina
Neighborhoods

Displaced Community w/Deep Albina Roots
Individuals/Families

Group **E**
Public At-Large
At-large Community Stakeholders who have interest in the Highway Cover Project

Community Outreach Groups – Sampling List

KEY:

- **BOLD type are entries already on ODOT subscriber list**
- ORANGE entries are examples of potential Community Outreach Liaisons
- (*) Participants with long-standing roots in historic Albina neighborhoods

GROUP A – Businesses within 10 min walking distance from proposed I5-Cover

GROUP A DEFINITION: Commercial entities that are within a close walking proximity to the proposed highway cover area (see map on page 11)

Potential Workshops Participants

A-WOL Dance Collective	513 NE Schuyler St, Portland, OR 97212
Aaron Lee Photography	265 N Hancock St UNIT 102, OR 97227
Bike Farm	**1810 NE 1st Ave, Portland, OR 97212**
Broadway ACE Hardware	228 NE Broadway, Portland, OR 97212
Brown Printing Inc	**2245 N Vancouver Ave**
Chuck's Market (*)	2415 N Williams Ave
City and State Real Estate	35 NE Weidler St, Portland, OR 97232
Creo Chocolate	**122 NE Broadway, Portland, OR 97232**
Dean's Beauty Salon and Barbershop (*)	**215 NE Hancock St, Portland, OR 97212**
Eddie Murphy Cabinets	**2243 N Williams Ave**
Electric Lettuce	**203 NE Weidler St, Portland, OR 97232**
Evermine	**45 NE Hancock St, Portland, OR 97212**
Grandma's Place Daycare	**730 N Flint Ave, Portland, OR 97227**
Honey Mama's	**2030 N Williams Ave**
Jersey Mike's	
Koch Landscape Architecture	**1621 NE 2nd Ave**
New Seasons Market	
NE B'way Business Association	**1631 NE Broadway #449 Portland 97232**
North Portland Business Association	
Pacific North Press	**14 NE Tillamook St, Portland, OR 97212**
Portland Packaging	
Sherwin-Williams	**30 NE Broadway St, Portland, OR 97232**
Soul District Business Association (*)	**6607 MLK Jr. Blvd, Portland OR 9722**
Terry Family Funeral Home (*)	**2337 N Williams Ave**
Tanner Goods/Cascadian Fabrication	**N Tillamook St?**
Toyota of Portland	**55 NE Broadway, Portland, OR 97232**
Willamette Dental Group	**220 NE Weidler St, Portland, OR 97232**
Williams Vancouver Business Association	

GROUP B -- Community organizations

GROUP B DEFINITION: Community entities (e.g. non-profits/schools/churches, etc.) with established communication networks with their members

(*) *Organizations with ties to participants with long-standing roots in historic Albina neighborhoods*

Potential Workshops Community Outreach Resource/Liaisons (*)

Albina Vision Trust (AVT)
Black Parent Initiative - BPI (*See Group D*)   2915 NE MLK Jr Blvd, Portland, OR 97212
Kairos PDX School (*See Group D*)
NAACP/PDX Rise Up (*See Group D*)
N/NE Portland AARP Chapter 5204 *(See Group D)*
PCRI – Portland Community Re-Investment Initiatives (*See Group D*)
POIC/RAHS (*See Group D*)
Self Enhancement Inc. (*See Group D*)   3920 N Kerby Ave. Portland OR 97227
The Friends (previously The Gathering) (See Group D)
Urban League of Portland (*See Group D*)   10 N Russell St, Portland OR 97227

Potential Workshops Participants

African American Alliance for Home Ownership (*)
Albina Headstart (*)
Allen Temple CME Church (*)   4236 NE 8th Avenue, Portland OR 97212
AMA (Albina Ministerial Alliance) (*)   4222 NE 12th Ave.
Beyond Black   465 NE 181st Ave #426 Portland OR 97236
Billy Webb Elks Lodge (*)   6 N Tillamook St, Portland, OR 97227
Black Education Movement (BEAM)
Black Girls Do Bike
Black Resilience Fund, Brown Hope
Black United Fund of Oregon (*)
Blazers Boys and Girls Club (*)
Boise Elementary School | Boise-Eliot/Humboldt PTA
Coalition of Black Men (*)
Constructing Hope (*)
Daniels Memorial COGIC (*)
Delta Sigma Theta Sorority (*)
Emmanuel Temple Church/Right-To-Root (*)
First African Methodist Episcopal Zion Church (*)   4304 N. Vancouver Ave. 97217
Friends of Children
Glory Christian Center
Greater St. Stephens Missionary Baptist Church (*)
Harriet Tubman Middle School Parents
Highland Christian Center (*)
Hughes Memorial UMC Glory Christian Center (*)

Potential Workshops Participants (con't)

I Choose Love PDX
Immaculate Heart of Mary Catholic Church (*)   **2910 N Williams Ave, Portland, OR 97227**
June Key Delta Community Center (*)   **5940 N Albina, Portland, OR 97217**
Life Change Christian Center (*)
Light of Life Christian Tabernacle (*)
Maranatha Church (*)
Moms United for Black Lives
Meyer Memorial Trust   2045 N Vancouver Ave, Portland, OR 97227
Morning Star Baptist Church (*)
Mt. Gilliard Missionary Baptist Church (*)
Mt. Olivet Baptist Church North Campus (*)
Muslim Education Trust (*)
NAMC – Black and BIPOC contractor advocacy (*)
New Hope Missionary Baptist Church (*)
New Song Community Church (*)
North by Northeast Community Health Clinic (*)
Northeast Community Fellowship Foursquare Church (*)
OAME (*)
Open Signal   2766 NE Martin Luther King Jr Blvd, Portland, OR 97212
PBDG – Black and BIPOC contractor advocacy
PDX Q-Center
Portland African American Leadership Forum (PAALF) / Imagine Black (*)
PPS School Board – Michelle DePass (*)
Solid Rock COGIC (*)
St Paul Missionary Baptist Church (*)
St. Philip the Deacon Episcopal Church (*)
St. Stephen Missionary Baptist (*)
Temple Baptist Church (*)   1319 NE 7th Ave. Portland OR 97232
The Black American Chamber of Commerce
The Well Community Church   **1734 NE 1st Avenue, Portland OR**
Vancouver Avenue First Baptist Church (*)   **3138 N Vancouver Ave. OR 97217**
Victory Temple Church of God (*)
Zeta Phi Beta Sorority (*)
Zeta Sigma Omega Chapter of Alpha Kappa Alpha Sorority, Inc (*)

BIPOC community organizations inside and outside of Albina neighborhood

APANO – Asian Pacific American Network of Oregon   **8188 SE Division St. 97206**
Camp ELSO (BIPOC girls)
Causa
Coalition of Communities of Color
De La Salle North Catholic High School (*)

BIPOC community organizations inside and outside of Albina neighborhood (con't)

Hacienda CDC (*)
Hispanic Metropolitan Chamber   **333 SW 5th Ave, Suite 100, Portland, OR 97204**
IRCO – Africa House, ACHIEVE Coalition
Latino Built – Latino contractor advocacy
Latino Network
NAYA – Native American Youth and Family Center (*)   [5135 NE COLUMBIA BLVD. PORTLAND, OR 97218](#)
Native American Chamber of Commerce
Next Up Oregon
OPAL
Unite Oregon
Verde
Volunteers of America (*)
Voz   1390 SE 122nd Avenue **Portland, OR 97233**
Your Street Your Voice (BIPOC Youth)

GROUP C – Albina Residents

GROUP C DEFINITION: Residents living in the Albina neighborhoods as well as in the Lloyd District area
(*) Entities with ties to participants with long standing roots in the historic Albina neighborhoods

Sources for Potential Workshops Participants

Albina Corner (affordable housing) (*)
Allen Fremont Plaza (affordable housing) (*)
Beatrice Morrow Apartments (*)
Cadence Apartments   2005 N Williams Ave, Portland, OR 97227
Calaroga Terrace Residents Association (market-rate senior housing)
Caritas Plaza (affordable housing)
Dawson Park Apartments (affordable housing) (*)
Habitat for Humanity Portland/Metro East (affordable home ownership) (*)
Home Forward (New Columbia) (*)
Madrona Studio (affordable housing-SRO)
North Portland Neighborhood Services (NPNS)
Northeast Coalition of Neighborhoods (NECN)
Paramount Apartments (market rate)   **253 N Broadway, Portland, OR 97227**
Proud Ground (affordable home ownership)
Songbird Apartments (affordable housing)   2140 N. Williams Ave. Portland, OR 97227
The Miracles Club (affordable housing) (*)
Unthank Plaza (affordable housing) (*)

GROUP D – Deep Albina roots

GROUP D DEFINITION: Entities that have ties to individuals/families (even after displacement to neighborhoods beyond the Albina neighborhoods) that have deep roots and connections to the historic Albina community

Potential Workshops Community Resource/Liaisons

Black Male Achievement Program
BPI – Black Parent Initiative
Espousal Strategies (Black & African Group Focus Group Participants List)
Kairos PDX
NAACP/PDX Rise Up
N/NE Portland AARP Chapter 5204
PCRI – Portland Community Re-Investment Initiatives
POIC/RAHS
SEI
The Friends (previously The Gathering)
Urban League/Urban League Senior Service Center
Vanport Mosaic

Potential Workshop Participants

Would like additional recommendations from ESC/HAAB, etc.

Families/Individuals

Broadous Family
Dennis Payne
James Posey
Luther & Bea Strong (Parents of Pastor Mark Strong, Life Change Church)
Paul Knauls
Rutherford Family
Vivian Parker
Warren/Allen/Lincoln/Beasley Family
Gresham City Councilor Vince Jones-Dixon? (displaced)

GROUP E – Public At Large - Interested Parties

Potential Workshops Participants

Bike Transportation Alliance
City of Portland/PBOT/Portland Parks & Recreation/BES/Planning & Sustainability
Convention Center
Cycle Oregon
Legacy Emanuel Hospital
Friends of the Green Loop
Go Lloyd
Labor Groups

Lloyd District Community Association
Lloyd Eco District/TMA
Metro
Multnomah County (Commissioner Jayapal)
Oregon Transportation Commission
Oregon Trucking Associations
Parks Foundation
Portland Housing Bureau
PPS
Portland Streetcar
Portland Trailblazers/*Rose Garden*
Prosper Portland
The Street Trust
TriMet

Community Neighborhood Outreach Map
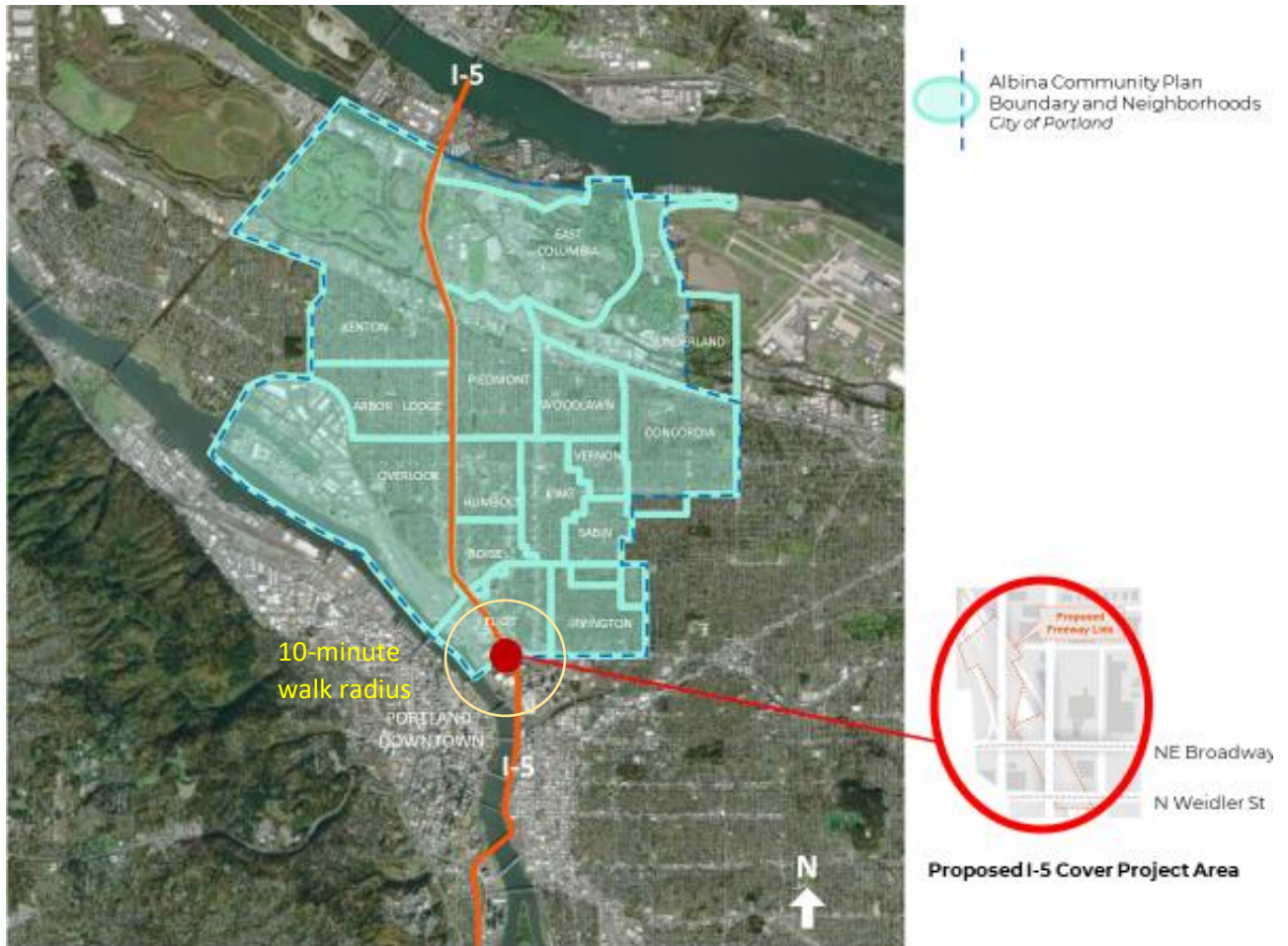
Geography of region where groups A, B (except some BIPOC organizations), C, and D live, work, or have historic roots with an interest in improved community benefits/outcomes of the highway cover design.

Attachment 2: Facilitation Needs Assessment Monthly Reports

Contents

April Facilitation Needs Assessment Report

Presented to the HC3, during the May 5, 2021 Meeting

The Independent Cover Assessment team (ICA) is required to report monthly on issues that could pose challenges to our independent charge and process. Our charge is to develop alternative cover design scenarios that better align with the Black Historic Albina Community's vision of what outcomes they would like to see achieved in a revitalized neighborhood on and around the highway covers that would provide restorative justice for past harms inflicted on the Black community.

We have been contracted to develop 2-3 alternate scenarios, one of which must fall within the Environmental Assessment (EA) parameters, one that can be outside the EA parameters, and a third that can be directed by the Executive Steering Committee (ESC).

With the presentation of our preliminary design concepts in April, several issues have surfaced that are challenging our ability to successfully complete our work and deliver an independent analysis and options to the ESC for their consideration. These include the following:

- We have not been provided sufficient time on ODOT's Historic Albina Advisory Board (HAAB) or ESC meeting agendas to present and receive feedback from these critical stakeholders about the various preliminary cover concepts as we prepare to move to the next step in our process of narrowing the concepts down to 2-3 options for more detailed cost, constructability, and schedule feasibility analysis.

- There has been testimony from other project stakeholders at both the April ESC and HAAB meetings that has implied that consideration of any alternatives that do not fall within the current EA parameters should not be considered if they will further delay the project schedule. Our team has not completed our detailed feasibility analysis to determine the cost, constructability, or schedule implications of any of the preliminary design concepts in relationship to the 20% design case, so this assertion is premature and undermines the ICA team's ability to proceed with its process without organized resistance from other stakeholders before the facts are clear.

- There has not been clear communication from ODOT to its other project stakeholders that there are design changes in ODOT's 20% design that will trigger amendments to the EA process which could add additional time to the current project schedule, nor has ODOT provided any estimate of how much additional time might be needed to secure these amendments. This is the timeframe that ICA needs to be comparing its scenarios against for ESC consideration.

- We are more than a week behind in receiving any feedback from the ESC and HAAB members about the preliminary design concepts presented in Work Session 2. If the ICA team had received adequate time to discuss these concepts in the committee meetings, we would have been able to hear the feedback directly from individual committee members without any filtering by ODOT. These members should have been asked to send their comments directly to the ICA team rather than to ODOT's facilitators. Having ODOT's facilitators manage the feedback that the ICA team receives from these critical groups interferes with ICA's independent process.

- The ICA team has been instructed by both the co-chair of ESC and ODOT's Agency Project Director (APD) to narrow our focus down to design concepts that better align with the current EA design parameters. Our charge is to produce alternate design scenarios that better align with the Black Historic Albina Community's vision of providing restorative justice. Our final scenarios can include scenarios that are outside the EA design parameters. There has been a considerable

amount of pressure and influence exerted by ODOT's consultants and facilitators to manage which preliminary cover concepts get studied more deeply, despite the Black community workshop participants' expression of their preferences, and the concurrence of some ESC and HAAB members, as expressed in their April meetings. Any changes to ICA's scope or deliverables need to be directed by the Highway Cover Coordinating Committee (HC3), and/or a vote of the full ESC body, not by individual ESC members, the APD or other ODOT consultants. Otherwise, the ICA process cannot be represented to the public as an independent study of alternative cover designs.

The ICA team also requires some critical technical information which should be addressed immediately for the team to complete its work in the specified timeframe. This detailed feasibility analysis needs to be supported by ODOT and its team members so the ICA can accurately identify the real differentials in cost, constructability and schedule that may exist between the various alternative cover scenarios and ODOT's 20% design. Following is the key information the ICA team needs to complete its detailed feasibility work on the cover scenarios:

- The ICA team requested project schedule and cost information in early April from Rose Quarter Improvement Project (RQIP)/Construction Manager-General Contractor (CMGC) team members, and again in this week's meeting with the RQIP team. We need this to complete our feasibility analysis on various scenarios and adequately evaluate the cost, schedule, and constructability differentials between ICA's alternative cover scenarios and the 20% design.

- The ICA team requested a meeting on the budgeting and financing structure of the RQIP with the ODOT team so the ICA team can understand the streams of funding that will be used to finance the project and what types of improvements can be financed by the different project revenue sources.

- The ICA team needs ODOT to provide its assumptions about the timeframes that will be required for securing the EA amendments and permits necessary to implement the current 20% design schedule so our schedule comparisons for alternative cover scenarios are apple-to-apple comparisons for the ESC's consideration of its final recommendation to the OTC.

All these issues currently pose challenges to the ICA's independence and ability to successfully complete its scope of work in the specified timeframe.

May Facilitation Needs Assessment Report

Presented to the Highway Cover Coordinating Committee (HC3), During its June 30, 2021 Meeting

The Independent Cover Assessment team (ICA) is required to report monthly on issues that could or have posed challenges to its independent charge and process. Our charge is to develop alternative highway cover design scenarios that better align with the Black Historic Albina community's vision of what outcomes they would like to see achieved in the revitalized neighborhood on and around the highway cover that will provide community benefits and restorative justice for past harms inflicted on the Black community.

The ICA team was contracted to develop two to three alternative cover scenarios, one of which must fall within the approved National Environmental Policy Act (NEPA) Environmental Assessment design parameters, one that can be outside the approved NEPA Environmental Assessment design parameters, and a third that can be directed by the Executive Steering Committee (ESC).

Despite making progress on some informational issues cited in the April Facilitation Needs Assessment Report, a number of other issues occurred in May that further complicated the ICA team's ability to successfully implement its Facilitation Needs Assessment process, move its work forward, and deliver independent input and analysis to the ESC. These new issues included the following:

1) Engagement with ESC and Historic Albina Advisory Board (HAAB)
   a) The ICA did not receive written or verbal feedback as requested from individual ESC or HAAB members regarding their preferred scenarios for further analysis after Workshop 2 as required.
      i) **Independence and Transparency Impact:** Originally it was agreed that the ICA would have two hours to deliver its Work Session 2 workshops during each of the committees' April meetings. One week prior to the scheduled meetings, ODOT's Rose Quarter Improvement Plan/Public Information team notified the ICA that its Workshop 2 time on both committees' April agendas would be reduced to allow time for other important ODOT agenda items. What had been a three-hour workshop with Historic Albina community attendees had to be presented to the ESC in 1 hour and 47 minutes on April 26, 2021, to the HAAB in 1 hour and 43 minutes on April 27, 2021. The reduced agenda time left insufficient time for a thorough discussion of all the content that was presented in the ICA's April community workshops or for the live polling to take place. The ESC meeting time was extended by 17 minutes beyond the normal 2.5 hours because there were other agenda topics prior to ICA's presentation that ran into the start time allotted to the ICA team's workshop time.

      ii) **Independence and Transparency Impact**: Because the ICA team was not able to independently live poll the members of either the ESC or the HAAB at the end of Workshop 2 (due to limited agenda time), the ICA team could not independently document individual committee members' preferences for which alternative concept scenarios they desired to be carried forward for further cost, constructability and feasibility analysis in the final phase of the ICA's work. In the ESC workshop, the Try Excellence, LLC facilitator suggested that committee members be allowed to provide written feedback about their preferences after the meetings. In the HAAB meeting, the facilitator suggested that the ICA should not poll the committee members because they had not had sufficient time to discuss all the issues.

b) The ICA team asked that the ESC and HAAB committee members provide their scenario preferences to the ICA team in writing following the committee workshops. When the live polls could not be conducted during the April meetings, the ESC and HAAB members should have been instructed to send their feedback directly to the ICA team to maintain direct and independent communication between itself and the ESC and HAAB members.

    i) **Independence and Transparency Impact**: ODOT's committee facilitators, Try Excellence, LLC, instructed ESC and HAAB committee members to send their responses directly to Try Excellence instead of instructing that committee members send this information directly to the ICA team. The ICA was not required to use ODOT's standard procedure for processing feedback from the advisory committees. Our process was intended to be independent of ODOT's engagement process and controls. The ICA was supposed to receive ESC members' feedback by April 30, 2021, and HAAB members' feedback by May 3, 2021. The ICA did not receive any written feedback from either the ESC or HAAB members by the specified deadlines.

    ii) **Independence and Transparency Impact:** ODOT received one written response by the deadline from Metro's President Lynn Peterson, and the ICA had to request it from ODOT. The ICA team learned that it had been withheld because it was controversial that she had replied in the manner and timeframe that ICA requested ESC and HAAB members to do. Both the ESC Chair and Try Excellence, LLC had reactions to the fact that President Peterson responded to ICA's request prior to the HAAB making its recommendation on the preferred scenarios it wanted the ESC to recommend for further study. This was not a requirement of the ICA's Facilitation Needs Assessment process.

    iii) **Independence and Transparency Impact**:
        (1) The ICA's agreed upon Facilitation Needs Assessment process states that the ICA is to "independently mange the public cover presentations, input mechanisms, type of feedback, data aggregation, and the cover findings to the HC3, HAAB, ESC and OTC." When the live polls could not be conducted during the April meetings, the ESC and HAAB members should have been instructed to send their feedback directly to allow the ICA team to maintain direct and independent communication between itself and these two critical ODOT RQIP stakeholders.
        (2) The Facilitation Needs Assessment originally approved by the ESC required direct communication between the ICA and the ESC and HAAB members to ensure independence in how feedback was collected. This feedback was crucial for the ICA to formulate representations of critical stakeholder groups' cover scenario preferences, and for the ESC to conduct its deliberations and make its recommendation.
        (3) The ICA team had to adapt its process with the lack of written guidance and feedback from individual ESC and HAAB members at the end of Work Session 2. The ICA team moved forward based on the independently provided feedback from other critical stakeholder groups and based on verbal opinions expressed by individual ESC and HAAB members in the Work Session 2 workshops.

c) In response to President Peterson's feedback on Metro's preferred scenarios, ESC Chair Simpson issued a letter to all ESC, HAAB and Community Opportunity Advisory Committee (COAC) advisory committee members. In his letter, Chair Simpson unilaterally announced that henceforth the new procedure for providing feedback to the ICA team would be to first require an official recommendation from the HAAB before ESC members could officially take any position on the ICA's work or provide feedback. This procedure deviated from the Facilitation Needs Assessment process the ESC adopted in December 2020.

i) **Potential Schedule Impact:** Given that the HAAB met every three weeks and the ESC met once a month this was not a realistic procedure to impose upon the assessment process mid-stream. At the Work Session 2 milestone, it prevented the ICA team from receiving the independent guidance it was supposed to receive from the ESC members for moving forward with its feasibility analysis of final cover design scenarios. If the ICA had waited for this process to take its course, it would have been significantly off schedule.

ii) **Independence and Transparency Impact:** The other impact of this change in process had is that it appeared to give greater weight and influence in the process to the opinions of ODOT's twelve Black HAAB members over the Historic Albina community workshop participants, which the ESC directed the ICA team to find and engage in the ICA process. Working closely with the ICA team, the ESC approved the criteria for selecting the 53 Black Historic Albina community workshop participants. These criteria were based on the restorative justice outcomes included in the ESC's Project Values Statement. Through the feedback provided by the 53 Black Historic Albina community members in the targeted community workshops, the ESC received a representative vision of what segments of the broader Black community wanted to see happen on and around the highway cover to provide longer-term community benefits and restorative justice for the Black Historic Albina community. This input was always intended to have equal weight with the input of ODOT's HAAB based on the ESC-approved Facilitation Needs Assessment process. The change Chair Simpson imposed on the ICA's process in May diminished the importance of the ESC's 53 Black independent community voices that were brought into the engagement process to create broader Black community feedback and support for the project in addition to ODOT's RQIP HAAB advisory committee.

d) The ESC-approved Facilitation Needs Assessment did not require the ICA to engage with ODOT's COAC, or for the ESC to receive input from the COAC before providing direction to the ICA or making decisions about the cover design scenario work. This process changed in May, by the declaration of ESC Chair Simpson, with ODOT's support, without a discussion or vote among the full ESC membership to modify the original Facilitation Needs Assessment process. Specific COAC members became regular commentators at the May ESC and HAAB meetings, expressing that no schedule delay was acceptable and telling ESC and HAAB members which ICA design scenarios needed to be moved forward to prevent delays in the current project schedule.

i) **Independence and Transparency Impact:**

(1) The ICA's independent discussion and analysis process with ODOT's critical advisory committees, the ESC and HAAB, was complicated when ODOT's contractor, COAC members and a few other Black contracting community advocates were granted time on ESC and HAAB meeting agendas to voice their opinions before the ICA had completed or presented its independent analysis of the final scenarios and their benefits and tradeoffs. The tone of these comments created divided camps in the Black community around the cover issue, and made some Black advisory committee members feel like they had to choose sides between longer-term restorative justice outcomes and more immediate construction jobs for the Black community.

(2) Although the ESC charter states that ESC is charged with, "Receiving and acting on recommendations and elevating issues from the HAAB and COAC, and Project Team," there was a separate and independent process established in the Facilitation Needs Assessment for how feedback about the ICA would be elevated to the ESC and this process was violated. The Facilitation Needs Assessment document states that "The ICA team is solely responsible for the analyses [of the cover work] that are developed and presented to the ESC." All public commenters outside the committee member attendees should have been directed to the public comments section of the meeting agendas, not allowed specific time on the agenda to make comments about which of the ICA's proposed cover scenarios were worthy of these committees' consideration.

(3) The ESC Chair and certain COAC members' sole was focus on project schedule issues, and not on any other tradeoffs and benefit considerations of the alternative design scenarios. As a result, some of the advisory committee members seemed to ignore the

reason the ICA work was originally contracted: to create alternative designs that would better align with the restorative justice goals of a broader cross-section of the Black community, as stated in the ESC's Values Statement.

e) ODOT was not fully transparent with the ICA team on the intent and set-up of the joint ESC/HAAB/COAC meeting held on May 18, 2021. The ICA team did not participate in developing the agenda or the presentation materials for this meeting, although the purpose of the meeting was to discuss the pros and cons of the five preliminary concept scenarios the ICA presented in Work Session 2 with ODOT's key advisory committee members. ODOT's RQIP Architecture and Engineering team prepared an analysis of the ICA's preliminary concept scenarios for this meeting and presented this information to the joint committee members and answered their questions. In addition, ODOT's facilitators led the discussion of the ICA's scenarios. At the HC3 meeting held May 12, 2021, the ICA team was asked by ODOT if it wanted to play a support role by being present to answer questions that arose in response to ODOT's analysis of the ICA's work at this meeting. The ICA declined because it did not feel it made sense for it to participate and be responsible for answering questions about an analysis of its work that it had not prepared. The ICA team had started its detailed analysis work of the final scenarios but did not feel it was not far enough along to responsibly answer questions about the various constructability, schedule or operational elements of the preliminary design scenarios before it finished its work. The ODOT RQIP/Architecture and Engineering presenters represented their preliminary analysis of ICA's work.

   i) This analysis and presentation of ICA's work by the ODOT RQIP/Architecture and Engineering team to the joint advisory committees was violation of the ICA's Facilitation Needs Assessment process that the ESC approved in December 2020. This assessment process stated that the ICA would "independently mange the public cover presentations, input mechanisms, type of feedback, data aggregation, and the cover findings to the HC3, HAAB, ESC and OTC, and also that the ICA team would be solely responsible for the analyses that were developed and presented to the ESC."

   ii) The concerns and issues about the ICA's preliminary concept scenarios that the ODOT RQIP/Architecture and Engineering team presented at this meeting should have been processed through coordinated meetings with the ICA team or through the ESC/HC3 committee meeting oversight process, and not prematurely aired in a public meeting with critical advisory committee stakeholders before the ICA had the opportunity to finish its independent feasibility analysis and address the various concerns through the agreed upon engagement process. Having the ODOT RQIP/Architecture and Engineering team identify their design and technical concerns with the ICA's preliminary concept scenarios before the ICA team had been able to complete and present its independent analysis and feasibility conclusions to these stakeholders in Work Session 3 affected the rest of the ICA's engagements with these critical stakeholder groups, and made it more difficult to conduct an independent deliberation process of the alternate design scenarios with the ESC and HAAB members.

f) Chair Simpson's dual role on both the ESC and OTC created expectations for the outcome of the ICA's work that made its position and independence more difficult to manage with ODOT and its key advisory committee stakeholders. His editorial comments to the various ODOT advisory committees in public meetings about which concept scenarios were worthy of further consideration, and his unilateral modifications of the ICA's facilitation process concerning how ICA guidance and cover decision-making would be implemented by the ESC, made it challenging for the ICA team to independently process its content and collect the needed feedback from these critical stakeholder groups. The ICA's original contract stated that the ESC would be the only decision maker in the final process for the highway cover recommendation, and that all other voices would provide independent and important feedback to the ESC about what they supported to help the ESC make its final cover recommendation.

i) **Independence and Transparency Impact:** It was not supportive of the ICA's independent process to have disparaging remarks about the ICA process and work product made in public meetings by the chairperson of the decision-making body responsible for submitting the final cover recommendation to the OTC. This behavior was in direct conflict with the process and roles established for ODOT, the ICA, ESC, HAAB and the voluntary Black community members who participated in the ICA's workshops. The roles and responsibilities of each party were established in the ICA Facilitation Needs Assessment Plan approved by the ESC in December 2020. No formal amendment was ever considered by the full ESC membership to change the Facilitation Needs Assessment process in May to support the directive declared by Chair Simpson.

In April and May, the ICA team requested critical technical information from ODOT, that was not provided promptly, for the team to stay on schedule and complete its scope of work in the specified timeframe. The ICA team's ability to conduct independent detailed feasibility analysis on its final alternative cover scenarios and answer questions raised by key stakeholders was dependent on ODOT and its team members supplying complete and accurate information so our team could identify the real differentials and tradeoffs in cost, constructability and schedule that may exist between the final three alternative cover scenarios and ODOT's amended 20% design. Following are the key types of information the ICA team requested from ODOT in April and May to complete its detailed feasibility analysis and in preparation to provide an independent assessment of the benefits and tradeoffs of the final cover scenarios in Work Session 3:

1. **Schedule/Independence and Transparency Impacts** – Cost and Constructability
    a. On April 2, 2021, the ICA team requested the current project schedule and cost information from the RQIP/Construction Manager-General Contractor (CMGC) and requested a meeting to discuss this information. Six weeks later, on May 11, 2021, the ICA team reminded ODOT that it was falling behind in its feasibility analysis work because it had not been supplied with adequate information on the 20% cover design to make any meaningful comparisons between ODOT's 20% design and the ICA's alternative design scenarios. The ICA required more detailed and up-to-date information than had been previously supplied to complete its feasibility analysis on various scenarios, and to adequately evaluate the cost, schedule, and constructability differentials between the ICA's alternative cover scenarios and the current 20% design. During this critical timeframe questions were raised by various ODOT advisory committee members, often prompted by remarks made in public meetings by Chair Simpson, various COAC members, or ODOT's RQIP/CMGC team, that the ICA could not adequately respond to because it did not have sufficient or accurate information from ODOT to do the analysis comparing the alternative scenarios. This caused confusion, doubt and concern among some advisory committee members about the viability of the alternative design scenarios before the ICA team had completed or presented its independent analysis of benefits and tradeoffs.
    b. In mid-May, ODOT finally supplied some additional project information, and a meeting was scheduled with ODOT's RQIP/CMGC team to discuss the current construction costs and schedule factors for the cover. This meeting helped the ICA team identify additional construction cost, schedule considerations and assumptions that allowed the ICA team's feasibility work and analysis to move forward.

2. **Schedule Impact** – Budgeting and Finance
    a. In April, the ICA team requested a meeting on the budgeting and financing structure of the RQIP with the ODOT team in order to understand the funding sources being used to finance the project and what types of improvements could be financed by various project revenue streams.

b. In May, the ICA received more detailed information from ODOT on recent legal decisions and policies regarding the procurement and disposal of lands for non-transportation purposes. This data helped the team better understand what actions and agreements would be needed to meet some of the Black community's restorative justice goals as they related to the control and ownership of land created by the project. A meeting to discuss these topics with the ODOT team and their subject matter experts was scheduled for June.

3. **Schedule / Independence and Transparency Impacts** – Environmental Assessment Pathways

    a. In April, the ICA team requested that ODOT provide its assumptions about the timeframes required for securing the Environmental Assessment amendments and permits necessary to implement the current 20% design in order to provide apples-to-apples schedule comparisons of the alternative cover scenarios for the ESC's consideration for its final recommendation to the OTC.

    b. In May, the ICA team met with ODOT's subject matter experts to discuss their approach to Environmental Assessment reevaluations, the design elements of each scenario that might contribute to expanded reevaluations, and the amount of time that may be required for additional studies and review by the Federal Highway Administration. In this meeting, ODOT did not provide a detailed schedule for the NEPA reevaluations that will be necessary for the amended 20% design, except to say these were accounted for in the existing project schedule. Without this information, the ICA team has never been able to transparently compare the schedules of its alternative design scenarios and ODOT's 20% design. This means that the ESC will not be able to make an apples-to-apples comparison regarding the schedule differences between any of the ICA's alternative design scenarios and ODOTs current 20% design when evaluating benefits and tradeoffs for its final cover scenario recommendation.

All of these issues and delayed information requests posed challenges to the ICA's independence and its ability to successfully progress in its scope of work in the originally intended manner and timeframe during the month of May.

June Facilitation Needs Assessment Report

Presented to the Highway Cover Coordinating Committee (HC3), During its July 14, 2021 Meeting

The Independent Cover Assessment team (ICA) is required to report monthly on issues that could or have posed challenges to its independent charge and process. Our charge is to develop alternative highway cover design scenarios that better align with the Black Historic Albina community's vision of what outcomes they'd like to see achieved in a revitalized neighborhood on and around the highway cover that will provide community benefits and restorative justice for past harms inflicted on the Black community.

The ICA team has been contracted to develop two to three alternative cover scenarios, one of which must fall within the approved National Environmental Policy Act (NEPA) Environmental Assessment design parameters, one that can be outside the approved NEPA Environmental Assessment design parameters, and a third that can be directed by the Executive Steering Committee (ESC).

Progress was made in June on some issues identified in the May Facilitation Needs Assessment Report that had hindered the ICA team's schedule and independence.

1. Previously at ESC and Historic Albina Advisory Board (HAAB) meetings where the ICA team was presenting its work, ESC Chair Simpson offered opening remarks that included negative statements about ICA's process and scenarios. He had stated his personal opinions about the need to select a cover design that remained within the NEPA Environmental Assessment parameters and allowed the project to stay on schedule. In June he refrained from tainting the meetings with similar comments.
2. The meetings between ODOT's Rose Quarter Improvement Project (RQIP)/Architecture and Engineering team and the ICA's technical team continued and were helpful to the ICA team in advancing and refining its technical analysis of the final design scenarios.

However, some issues that began in late April and continued through May persisted in June and created difficultly for the ICA team's completion of its engagement process and completion of its independent study work. These issues include the following:

1) Engagement with ESC/HAAB
   a) In response to the new procedure Chair Simpson instituted in May, requiring a recommendation from the HAAB before the ESC could consider its final cover recommendation, the ICA team was told by ODOT that the HAAB would be developing an official recommendation for the ESC on their preferred cover scenario at their meeting on June 22. ODOT made it clear that the ICA team would not have a role in designing or supporting the HAAB's recommendation formation process, as was required with the ESC. Instead, ODOT and its facilitators said they would manage this process. They created a survey to poll HAAB members on their cover design preferences prior to the meeting to predetermine how HAAB members might be leaning in their recommendation. Based on the live poll that the ICA team administered with HAAB members at the end of Workshop 3 on June 1, 2021, there was not a clear preference among members for a final scenario. The ICA team requested a copy of the results from the survey administered by ODOT's facilitators for its records and final report. We were told it would be provided but this documentation was never forwarded to the ICA team.
      i) **Schedule Impact**: Ultimately, on the night of the HAAB meeting held on June 1, ODOT made the announcement that the cover recommendation process was being postponed until a later date, which ultimately paused the final recommendation process for the ESC as well and prevented the ICA from completing its contractual process.
      ii) **Independence and Transparency Impact:** At the final HAAB meeting, the ICA team was allowed to share its independent cover study findings, as derived from its Facilitation Needs

Assessment process and technical feasibility analysis of the final scenarios, and answer a few questions; but when the ICA concluded its facilitation process with the HAAB, the cover recommendation was unresolved and open-ended. The ODOT facilitators used most of the time in the final cover deliberation meeting to ask HAAB members about their general preferences of which cover design elements and what scale of development they preferred to see on the cover, seemingly in preparation for the next steps of the final cover recommendation process that ODOT intends to implement. It was made clear to the ICA team that ODOT will be in charge of managing the cover recommendation process moving forward and that this would be ICA's final meeting with the HAAB. As part of its engagement process, the ICA would have benefited from receiving the HAAB member survey information so their preferences could have been included in its final report.

b) One week before it was due, ODOT suddenly decided to postpone the ESC from making its cover recommendation. The ICA team ultimately had to provide its study findings and draft resolutions to the ESC for potential consideration at a later date without the independence or transparency of the ICA process. Despite a year-long process and the expenditure of significant resources to develop alternative cover designs that better align with the Black Historic Albina community's vision, the highway cover issue and public discord surrounding the project remain unresolved. ODOT was not transparent at the time of this decision about the actual reason the process was postponed.
   i) **Independence and Transparency Impact**: ODOT has not attempted to coordinate an independent conclusion to this process with the ICA team as originally directed by the Oregon Transportation Commission. Based on the questions ESC members asked leading up to and at the final ESC meeting on June 28, 2021, it appears that the decision to postpone the cover recommendation was made by ODOT with little input from the full body of ESC members. The ESC was charged with overseeing the ICA scope of work and process and it now appears that ODOT is assuming control of the discussion concerning cover benefits and tradeoffs, and the decision-making process for the final cover recommendation. This discrepancy warrants evaluation since the independent cover assessment contract was originally solicited because ODOT was not initially considered to be responsive to the broader Black community's demands about the cover design.

c) ODOT facilitators continued to allow commentary and questions from non-ESC and non-HAAB members at the final ESC and HAAB meetings in June, and also challenged the information being presented by ICA team members to advisory committee members in a couple of instances.
   i) **Independence and Transparency Impact**: ODOT facilitators inappropriately created doubt and questioning among some ESC and HAAB members about the ICA's scenarios and analysis, thereby clouding committee members' objectivity in considering the information being presented.

2) Project Unknowns
   a) As previously noted, some ODOT advisory committee members continued to lobby for certain design scenarios because they presumably would not cause schedule delays. However, because critical partners such as the City of Portland are still not participating in the project, it is truly not known whether the design scenarios that align more closely with ODOT's 20% design scenario (i.e.: ICA's Concept 1 or Hybrid 1) will allow construction to start as planned or any faster than alternate scenarios (i.e.: Concepts 4, 5 and Hybrids 2 or 3). The alternate scenarios (i.e.: Concepts 4, 5 and Hybrids 2 or 3) are preferred by a broader cross-section of Black community members and will delay the currently proposed construction schedule due the time needed to secure the Environmental Assessment reevaluation approvals for design elements outside the original NEPA Environmental Assessment design parameters.

i) **Independence and Transparency Impact**: The inability of ODOT to provide current and comparative cost and schedule information for its 20% design scenario forced the ICA to continually defend the alternative cover scenarios that were preferred by many Black community members and had anticipated schedule delays. Lack of this information also prevented the ICA team from providing good and transparent answers to ESC and HAAB members about the actual schedule tradeoffs between ODOT's 20% design scenario and ICA's alternative scenarios.

For the ICA team to be successful in its feasibility analysis of the final alternate cover scenarios and provide comparative scenario benefit and tradeoff information to the ESC and Oregon Transportation Commission, it was dependent on ODOT and its team members to provide critical and current project information so it could accurately identify the real differentials in cost, constructability and schedule that may exist between the various alternative cover scenarios and ODOT's 20% design. Following is an update on the key information the ICA team either received in June, or continued to need to complete its detailed feasibility work on the cover scenarios:

4. **Independence and Transparency Impact** – Cost and Constructability
   a. Although ODOT provided the cost and schedule information they had in May on the current 20% design project, the RQIP team never provided the ICA with sufficient, current or adequate cost and schedule information for the current 20% design that would allow the ESC to make an objective analysis of benefits and tradeoffs between the current 20% design scenario and ICA's alternative scenarios in these areas.

   b. Budgeting and Finance
      i. In May, the ICA received information on recent legal decisions and federal policies for the procurement and disposal of lands for non-transportation purposes from ODOT.
      ii. In June, after meeting with ODOT's subject matter experts regarding acquisition and disposal of land for a non-transportation use, it was made clear that ODOT had provided all the information it could provide without further legal research and outside advisement regarding its ability to partner with government entities to potentially convey land and development rights on and around the highway cover to a Black ownership entity. The ICA committed to provide national examples describing how other state Department of Transportation agencies formed partnerships with local communities to support restorative justice goals and development on highway-acquired properties and covers.

5. **Independence and Transparency Impact** – Environmental Assessment Pathways
   a. In May, the ICA team met with ODOT's environmental assessment subject matter experts to discuss potential NEPA Environmental Assessment reevaluations, including the design elements of ICA alternative cover scenarios that could require expanded reevaluations, and the time that might be required for the technical studies and Federal Highway Administration review.
   b. In June, although ODOT provided the cost and schedule information they had available on the current 20% design project, ODOT's RQIP team never provided the ICA with a current schedule or description of the known required Environmental Assessment reevaluations needed for the current 20% design to move forward, other than to say the time needed for these was included in the current schedule. Not providing the details on these required reevaluations for the 20% design made it impossible for the ICA team to objectively and transparently analyze and compare the schedule benefits and tradeoffs between the current 20% design scenario and the ICA's alternative scenarios.

All of these issues challenged the ICA team's independence and ability to successfully complete its scope of work in June. In combination, they ultimately prevented the ICA from providing an independent recommendation for an alternative highway cover design that would better align with the broader Black community's vision for addressing restorative justice goals and benefits as charged.

Attachment 3: Work Session 1, 2, and 3 Summaries

Contents

Summary of Work Session 1

1. Introduction

Last year, in response to direction from the Governor and requests from local project stakeholders, the Oregon Transportation Commission directed the Oregon Department of Transportation to retain a consultant team of local and national urban design, engineering, and environmental experts to conduct an independent assessment of the highway cover designs included in the I-5 Rose Quarter Improvement Project. The concerns and requests from Metro, Multnomah County, City of Portland, Portland Public Schools and Albina Vision Trust shaped the creation of the independent cover assessment process.

Overview

Work Session 1 sought to understand the community's vision about how highway covers could be used to support neighborhood revitalization and provide restorative justice for the Historic Albina community. The first work session was intended to gather feedback on preferred outcomes and values that will inform how the cover scenarios are developed by the Independent Cover Assessment (ICA) team.

The Work Session 1 Summary presents the reoccurring design programming and governance ideas heard during Community Workshops, during meetings with the Historic Albina Advisory Board (HAAB) Executive Steering Committee (ESC), the Community Opportunities Advisory Committee (COAC), and in the Online Open House (OOH). This information will be used to develop preliminary cover design scenarios that community stakeholders will consider in Work Session 2 and evaluate how well the scenarios presented support the community's vision and provide restorative justice for the Black Historic Albina community. During the final Work Session 3, the top 2-3 alternative design scenarios will be analyzed to form a final recommendation from the I5 Executive Steering Committee that will be referred to the Oregon Transportation Commission for consideration at its July 2021 meeting.

Work Session 1 Goal: Listen/Assess

Theme: "How can highway covers support the community's vision for neighborhood revitalization and provide restorative justice for the Historic Albina community?"

Summary of Feedback from Work Session 1

Early in the process, it was recognized that a revitalized neighborhood, would be one of the most effective ways to achieve restorative justice as described in the Executive Steering Committee's Values and Outcomes. All Work Session 1 participants were asked to provide feedback on questions about what type of programming was most important to create community wealth, health and cohesion for the Black Historic Albina community that supports restorative justice.

Participants' responses to the questions about what kind of programming would best facilitate the creation of community wealth, health and cohesion outcomes were open-ended during the community workshops and advisory committee meetings. Whereas responses collected through the online open house were derived from multiple choice questions.

To determine the top programming priorities for the cover design scenarios, audio and written records from the community and advisory committee workshops were reviewed and summarized. The multiple-choice answers to the online open house questions were also tallied based on which multiple choice options received the greatest number of votes under each question.

There was alignment between the priorities derived from community workshops the advisory committee meetings and the online open house participants in several programming areas.   Where there was not agreement, the workshop participants' feedback was given greater weight. This was based on the Executive Steering Committee's top goal for the project of providing restorative justice to the Black Historic Albina community. The participants in the various workshops were far more representative of the Black Historic Albina population than the online open house participants were.

Below is the list of the programming concepts that received the most mentions, discussion and online votes in the areas of Community Wealth, Health and Cohesion. Governance structure priorities have been included under the Community Wealth category.   These are the programming concepts that the Independent Cover Assessment team will prioritize as it begins to develop preliminary concept scenarios which can deliver on the community's vision and programming priorities for restorative justice.

Top Programming Priorities Identified in Work Session 1

The ten types of spaces, places and outcomes that emerged from the Work Session 1 community engagement activities as the top programming, governance, and long term stewardship priorities that participants felt were the most important to restore a neighborhood in the Albina/Rose Quarter area are:

Community Wealth
1)   Creating a Black Community Development Corporation (CDC,) along with a Black controlled Community Land Trust that could hold all developable land in trust and cooperate with other partners to leverage community benefits from its development while maintaining permanent affordability
2)   Creating affordable and ownership business spaces of all types and sizes for Black businesses w/support services and access to capital
3)   Developing a Black food sovereignty center/market that provides fresh produce for local businesses and residents, job training, and business enterprise support for supplying large local operators (hospital, convention center, hotel venues)
4)   Creating permanently affordable rental and ownership housing that is mixed-use, multi-generational, built to high sustainability standards, including different types of living spaces such as live/work for artists and makers
5)   Establishing a job training and development center for vocational, technical, STEM and clean energy jobs with services for youth and adults
6)   Developing a quality, culturally appropriate, affordable childcare and child development center for working parents

 Community Health
7)   Developing a cultural health & wellness center with programming that addresses mental, physical and spiritual health and provides indoor recreation spaces, health classes, access to healthy food and wellness services and clinics
8)   Providing a large, accessible outdoor community gathering space for multi- generational

celebrations, festivals, events and includes spaces for active recreation use

Community Cohesion

9)   Developing a Black cultural center that showcases the history of Black Portland and creates
        experiences and education around Black food, Black art, and Black music
10)   Creating public realm aesthetics and art installations in the area that reflect Black culture, art
        and experience

2. Community Workshop 1

Background

The Independent Cover Assessment team held two Community Workshops on February 25, and
February 27, 2020. The workshops were the first in a series of three intended to help the Independent
Cover Assessment team understand what members of the Black historic Albina community feel is most
important to develop on and around the I5/Rose Quarter Improvement Project highway covers in order to
provide restorative justice to the Black historic community. The purpose of the first workshop was to
listen and learn what the community's vision is for a restored neighborhood.

Over 150+ community organizations, churches, neighborhood businesses and individuals were contacted
to solicit help in identifying participants for the workshop. The workshop was attended by 48 participants,
41 of whom were Black community members with ties to the Historic Albina neighborhoods. The
participants ranged in age from teenagers to senior citizens. There were 31 individuals who were
recommended by community organizations, churches, or individuals, and 8 community business owners.
All of these participants were Black historic Albina community members except for three. There were six
individuals recommended by affordable housing providers, all of whom were Black except one. Three at-
large civic organizations participated in the workshops.

After a presentation of neighborhood history and context, and a review of community redevelopment
examples with precedents from around the country, participants were put in small break out discussion
groups and charged with answering four basic questions:

**Questions 1-3 were "What do you think are the most important types of programming and spaces
to create in the revitalized Lower Albina/Rose Quarter neighborhood to provide restorative justice
to the Black historic Albina community in the areas of:**

1. Community Wealth?

2. Community Health?

3. Community Cohesion?"

**Question 4 was "What types of spaces need to be provided on the highway covers to provide
restorative justice in this neighborhood in the future?"**

Workshop feedback was tallied against the overall Executive Steering Committee Statement of Values and Outcomes established through previous community engagement activities and adopted by the Executive Steering Committee in the fall of 2020.

Feedback on Community Wealth

The priorities for potential programming, governance,, and long term stewardship actions for Community Wealth creation, were to provide support for Black businesses, to increase access to family-wage jobs and education, and to provide access to affordable housing (rental and home ownership) in that order, based on the number of times each of these types of programming were identified by workshop participants.

Support of Black Businesses

The most mentioned type of programming in the "*provide support for Black businesses*" category was an urban farming/food sovereignty center and market that could showcase Black/BIPOC farmers, provide fresh produce for local neighborhood businesses and residents, provide job training and education to youth and young adults on the business of urban farming, food sovereignty and healthy eating and grow a larger coalition business around supplying local produce to larger users in the area such as the Convention Center, hotels, hospitals, etc.

There were several other specific ideas that were identified by participants in the category of supporting Black businesses including:

1) To create a Black Enterprise Zone in the district that provides incentives and benefits to Black businesses operating in the area.
2) To create incubator spaces and support services for Black/BIPOC small businesses,
3) To provide affordable spaces for food service, craft, specialty product makers, and wellness services and product providers
4) To develop a Pike Place (Seattle), or Lexington (Baltimore) style marketplace in the area or on the river,
5) To create a Black operated economic prosperity center and/or financial institution that teaches financial literacy and provides support services and lending to both small businesses and individuals

There was also a large number of comments about the need for community ownership and control of the land created in the area. This includes community management of future development opportunities that are created in the area so neighborhood restoration does not create another gentrified neighborhood in the City that is inaccessible to Black businesses and residents.

Increased Access to Family Wage Jobs and Education

The specific type of programming that was mentioned most often in the "*increased access to family wage jobs and education*" category was quality, affordable, and culturally appropriate childcare and child development facilities for working parents.

There were also some key ideas regarding the kind of programming that was needed to help the community access family wage jobs and educational opportunities including:

1) To provide a job training and development center to prepare youth and adults for vocational, technical, STEM and clean energy jobs,
2) To create a literacy and technology center for youth w/SEI academy hubs.

Affordable Rental and Ownership Housing

Workshop participants provided a variety of comments about the character of the housing they wanted to see developed in the area. They indicated they wanted:

1) Multi-generational developments that included housing units for families, seniors, artists, with ground floor commercial spaces for small businesses and live/workspaces for artists and makers,
2) A diversity of housing types, affordable and market-rate, rental and ownership, with medium density that fits the neighborhood, built to the highest standards of sustainability.
3) To provide permanent affordability, have mixed-use developments that are high quality, and sustainably built
4) Black/BIPOC developers, contractors and service providers involved in all community revitalization efforts in the area and to provide opportunities for them to grow their capacity

Feedback on Community Health

The top programming and space ideas for improving community health were to create healthy environments, improve access to open space and improve neighborhood air quality in that order based on participants' comments. The most emphasized type of programming for *"creating healthy living environments"* was to provide a culturally appropriate health and wellness care facility with a variety of programming and services as a resource to any new community members.

Community gardens were mentioned several times as one kind of open space that would be valued by participants in the "*access to open space*" category, suggesting that these kinds of spaces could be included on building rooftops as well as on the ground. Participants also felt that open spaces should be landscaped with trees and vegetation that could help mitigate air and noise pollution.   Other types of programming that were mentioned as desirable included:

1) Outdoor parks and active recreation spaces (but not large unprogrammed green spaces

   on top of the freeway)

2) Indoor recreation spaces for youth, adults, seniors

3) Safe play areas for kids

4) Active recreation spaces, i.e. basketball hoops, skate park, etc. for youth and adults

5) Well-designed open spaces that connect points of interest in the neighborhood
6) Parks with features that include tactile learning experiences, i.e. Jamieson Park

Feedback on Community Cohesion

In the area of community cohesion, the programming idea that resonated the most with participants was the creation of a Black cultural center/museum that could serve as a multi-purpose facility that not only showcased the history of the Black community in Portland, but also anchored experiences around Black food, Black art, Black music, etc. in partnership with local Black owned businesses. One participant even

suggested that this type of facility could be combined with a healthy Soul Food restaurant, community garden that teaches Black youth about urban farming, and be connected to a large community gathering spot that could be used for celebrations, festivals and live music concerts.

Also, highly desired was a large outdoor public gathering spot that could be programmed for community celebrations that would include some covered space and be larger than Dawson Park.

Other ideas that were identified as important to participants for Community Cohesion included:

1) New building and public realm aesthetics that reflect Black identity and culture
2) Bringing back entertainment to the district with a nighttime jazz and entertainment club or venue
3) Providing an interpretive signage project that highlights the past and present Black history of the area
4) Celebration of Black art throughout the district by providing permanent installations and creating exhibit spaces for changing Black art installations in the area.
5) Connecting, programming, and revitalizing other parks in the surrounding neighborhoods that are used by the Black historic community such as Unthank, Dawson and Irvington Parks

Feedback on Governance and Self-Determination

Finally, there was a great deal of feedback from participants about creating governance and financing structures that would be controlled and overseen by Black run organizations/entities to promote community stewardship. Participants generally felt that without this type of governance structure the area would simply gentrify as it develops and prohibit the majority of the Black community businesses and residents from benefiting from any of the improvements in the area. Having ownership of the land and new developments created in the area was an important project outcome, heard frequently during the workshops. The key actions workshop participants felt needed to be addressed in the development scenarios to promote community ownership and long-term stewardship included:

1) The creation and/or designation of a Black Community Development Corporation that could take responsibility for stewarding the development of the community owned properties in the area long-term
2) The creation of a community-controlled ownership structure like a Community Land Trust that could hold land in trust long-term to assure that the business and living spaces created for the Black community would remain affordable for Black businesses, organizations and residents permanently
3) The creation of a plan that identifies other specific public resources that will be targeted to the area by the various public partners to assure that the neighborhood can be developed as a restorative community as envisioned

3. Historic Albina Advisory Board Workshop 1

Background

During Work Session 1, the ICA attended a Historic Albina Advisory Board meeting to present and receive feedback on the same cover scenario development materials that were presented during Community Workshops and in the Online Open House. The Independent Cover Assessment team conducted an abbreviated workshop with the Historic Albina Advisory Board (HAAB) on February 23, 2021. All twelve members of the HAAB are Black Historic Albina community members. In the meeting, HAAB members were presented with the same community visioning information as was presented in the Community Workshops. They were then asked to provide the ICA team with their feedback on what type of programming they felt was most important to provide in and around the Albina/Rose Quarter covers to provide restorative justice to the Black community in the areas of Community Wealth, Community Health and Community Cohesion. The HAAB provided their feedback in a large group setting.

Feedback from Work Session 1

HAAB members were concerned about the type of governance structure that would be put in place as part of the development of the design scenarios to ensure that the Black community would benefit from any land created from the project and the development that occurred on it. All of the programming or governance comments made by HAAB members aligned with top priorities expressed by the Community Workshop participants. The major comments from HAAB members in each of the three programming outcome areas were as follows:

<u>Community Wealth</u>

1) Want to have development scenarios include a governance structure that will assure that the Black community will be able to control and benefit from new development in the area
2) Want better financial education and training for Black community members around wealth building strategies for both businesses and families
3) Want a governance structure that provides a mechanism which will allow the Black community to control what happens in the area in the future, and will allow for collective and individual wealth building and redistribution
4) Need business and commercial spaces that are subsidized in new developments so small Black businesses can access and afford them
5) Consider reserving and targeting some housing and commercial spaces to Black businesses and residents who have been displaced
6) Need a vocational, technical training school and/or community college consortium in the area that can provide career education and job training for both youth and adults. Should consider how this type of facility could be integrated with the proposed Center for Black Excellence planned at Jefferson HS
7) Need expanded job training and development of diverse construction workforce

<u>Community Health</u>

8) Consider how design development scenarios can improve air quality in the Albina/Rose Quarter area.

<u>Community Cohesion</u>

9) Provide a sense of cultural identity and safety for the Black community, especially given the gentrification in the surrounding neighborhoods near the Rose Quarter.

10) Create public realm and open spaces that are safe for families, children and seniors through

community stewardship. Need to consider local community-based monitoring and patrolling of these spaces so they don't become overrun by the homeless. Neighborhoods such as Dunthorpe and Maywood Park are good examples of local neighborhoods that have their own monitoring and patrolling systems.

4. Executive Steering Committee Workshop 1

Background

The ICA team's engagement process is set-up to solicit feedback from the Community Workshops, the Historic Albina Advisory Board and then the Executive Steering Committee (ESC) members at three key junctures, or Work Sessions, in its cover design development process. Their task is to shape a recommendation to the Oregon Transportation Commission, on the I5/Rose Quarter Improvement Project's highway covers and their associated development. The ESC committee membership is made up of major public stakeholders who have an interest in the overall outcomes of the I5/Rose Quarter Improvement Project. Its membership includes representatives from the Governor's Office, the Oregon Transportation Commission, Tri-Met, Metro, Portland Public Schools, the Black Historic Albina community, labor, the trucking industry and others. The Independent Cover Assessment team conducted an abbreviated workshop with the Executive Steering Committee on February 22, 2021.

During Work Session 1, the ESC members were presented with the same information and questions asked of the Historic Albina Advisory Board and participants in the Community Workshops. The ESC was asked to provide feedback about their preferred programming priorities in the areas of Community Wealth, Health and Community Cohesion. Most of comments received from the ESC members' in Work Session 1 were focused on the need to develop scenarios that can provide wealth creation opportunities for the Black community, and an accompanying governance and financial structure to secure desired community outcomes through the Rose Quarter Improvement Project's highway cover implementation. The Executive Steering Committee did not generally specify programming priorities in their feedback, but rather made statements about what their values were that need to be addressed in the final cover design scenarios. Their key comments aligned with the Community Workshop and HAAB participants' key programming and governance concerns and are highlighted below.

Feedback from Work Session 1

Community Wealth

1) Want to see scenarios provide ownership opportunities for Black people in the area – and a governance structure that allows long-term land ownership and use of spaces created to remain under the control of the Black community
2) Have future development managed by a Black non-profit entity so this central commercial location can be leveraged for long-term community benefit and remains affordable to small Black/BIPOC businesses and residents as it develops
3) Stated there's a need for a plan to be adopted and joint funding commitments to be made by other public agencies like the City and the County so the redevelopment of this area can progress in a manner that supports restorative justice for the Black community

4) Want to see support, access and training for jobs that don't require a college degree provided in the area
5) Want to see new developments in the area create investments for increased education and training that provides living wage jobs for Black/BIPOC families and individuals so there is wealth creation that occurs
6) Want to see Black/BIPOC developers participate in the new development that occurs in the Albina community and be able to grow their capacity as a result

5. COAC Workshop 1

Background

Although this was not a required part of the Independent Cover Assessment team's engagement process, ICA felt that providing a workshop to the Community Opportunities Advisory Committee would provide additional feedback from Black Historic Albina community given that over half of the committee's members fit this definition. The Independent Cover Assessment team conducted an abbreviated workshop with the Community Opportunities Advisory Committee on March 4, 2021.

During Work Session 1, the COAC members were presented with the same information as the Community Workshop participants and asked to provide feedback about their preferred programming priorities in the areas of Community Wealth, Health and Community Cohesion. The majority of their comments about what they considered most important aligned with key feedback received from the Community Workshop participants, and the HAAB and ESC participants.

Feedback from Work Session 1

Community Wealth

1) Create live/workspaces for small Black/BIPOC artists and makers
2) Recognize Black entrepreneurs who built businesses in the past and provide them with "legacy slots" from which to operate their family businesses
3) Create a farmer's market
4) Create a youth innovation center like I Urban Teen that provides job and career training for Black/BIPOC youth
5) Provide intergenerational daycare for both youth and the elderly, along with senior housing.
6) Make sure there is coordination with other Black-led revitalization and economic development efforts in the area, i.e. the Williams & Russell Street Project.

Community Health

7) Provide an inclusive gym or health and fitness center where families

   can gather and socialize around athletics, health and wellness

Community Cohesion

8) Install interpretive historical signage similar to the kind installed in

   Birmingham, Alabama to describe the history of Black people in the neighborhood and

   Portland

6. Online Open House 1

Background

The Independent Cover Assessment Team posted the Work Session 1 Online Open House on its website from March 1-15, 2021. This was the first of three Online Open Houses that will be held for the project through June 2021. The Online Open Houses allow the Independent Cover Assessment team to solicit feedback from a broader range of community stakeholders who may not live or operate from within the project area.

The materials provided in the Online Open Houses allow all stakeholders to stay up-to-date and provide progressive feedback that supports the development of the values and outcomes that ultimately will be included in the I-5 highway cover evaluation framework. This evaluation framework will be used to determine which design development scenarios are ultimately recommended to the I5/ Rose Quarter Improvement Project's Executive Steering Committee for final consideration.

It also provides another opportunity for members of the Black Historic Albina community who are not participating in the Community Workshops to provide feedback on the development and evaluation process of the cover scenarios. The intent of the Online Open Houses is to ensure that everyone has the opportunity to weigh in on the proposed benefits and tradeoffs of the various cover design scenarios and provide feedback about whether they believe various alternative designs support the project's restorative justice goals.

During Work Session 1, Online Open House participants were instructed to select their top three programming priorities for each of the three restorative justice outcome areas: Community Wealth, Community Health and Community Cohesion, by answering multiple choice questions which provided a list of specific options. They also were asked to identify their top three priorities for measuring success by identifying outcomes and/or governance actions that they thought should be included in the development scenarios. These would be considered for further study to assure that the revitalization of the neighborhood on and around the covers aligns with the community's vision and supports restorative justice goals established for the Black Historic Albina community.

For each question in the Online Open House, the participants had an opportunity to write in a response that was not one of the provided answers, under an "other" comment choice. The ICA team received a number of "other" comments that did not pertain to the question being asked. Please see, Other Responses at the end of this section for a more detailed description of these comments.

Feedback on Community Wealth

The survey participants in the Online Open House voted for affordable housing, affordable business spaces for BIPOC businesses, and community-controlled ownership of land/properties as their priority programming and/or governance choices for wealth creation.

All of these priorities were also included in the Workshop participants' top programming priorities for wealth creation. The Online Open House participants' full response to the Community Wealth question is shown in the bar graph below.

Question: Stakeholders have identified wealth creation as an essential component to providing restorative justice. Which of these means of creating wealth do you think are most important to provide in the Albina/Rose Quarter neighborhood? (Check up to 3)

Category	Value
Affordable housing	108
Affordable business spaces for BIPOC businesses	100
Community-controlled ownership of land/properties	76
Education and support services for working families	40
Incubator spaces and support services for BIPOC...	31
Urban farming plots	23
Increased access to local jobs and education	21
Center for technology innovation/job training	20
Affordable community space	19
Black/BIPOC contractor and service provider...	15
Space for artists and makers	13
Indoor marketplace	10
Food cart pods	9
Other	54

Feedback on Community Health

The Online Open House participants prioritized their responses to the question about what programming outcomes were most important for Community Health differently than the Workshop participants. The Online Open House participants' top three programming priorities were air quality, safer travel for all users, and access to parks and nature. Of these, neither air quality, nor safer travel for all users were ranked in the top three Community Health programming priorities for the community workshops or advisory committee meeting participants.

The top priorities for Workshop participants were: 1) to establish a culturally specific health and wellness center, and 2) to provide a large shared, accessible gathering spot for community celebrations. These specific programming elements showed up as the 4th and 11th respectively, in the Online Open House participants' Community Health programming priorities.

The idea of improving air quality in the area did receive some comments from Workshop participants as being an important outcome but there were other programming priorities given higher value over improving air quality. The complete response of the Online Open House participants to the Community Health question is shown below in the graph.
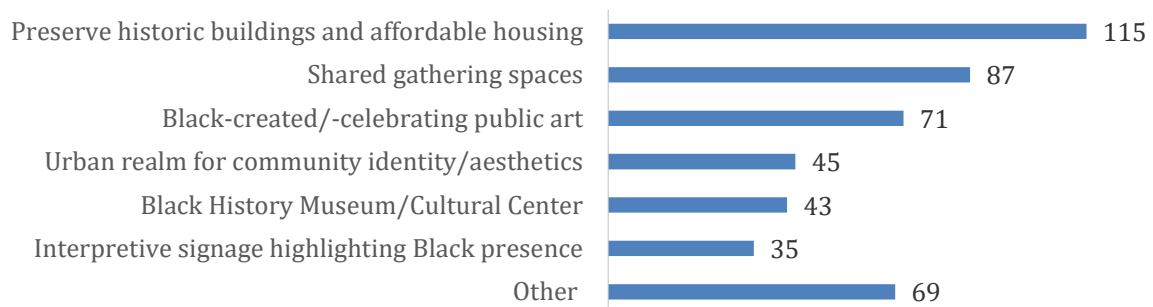
Question: Of the following options for supporting community health, which of these do you think are the most important to be located in this newly restored neighborhood? (Check up to 3.)

Air quality	117
Safer travel for all users	92
Access to parks and nature	48
Culturally-specific healthcare facilities and services	40
High sustainability standards for future	36
Space for BIPOC wellness services, products,	33
Better connectivity	27
Indoor/outdoor markets	27
Active outdoor/indoor recreation space	26
Urban farming plots/community gardens	22
Shared, accessible gathering places	20
Other	61

Feedback on Community Cohesion

Again, in the Community Cohesion programming area, some of the top priorities for the Online Open House participants diverged from the priorities of the Workshop participants. The top three programming goals for the Online participants were: 1) preservation of historic buildings and affordable housing; 2) shared gathering spaces; and 3) installation of Black created and celebrating public art. The top two programming priorities of the Workshop participants were to create a Black cultural center/museum, and to create public realm spaces that reflect aesthetics and art that are representative of Black culture. These two programming elements were ranked 5th and 4th respectively by the Online Open House participants. The complete responses of the Online Open House participants to the question of Community Cohesion are reflected in the graph below.

Question: Of the following options for supporting community cohesion which do you think would be the most impactful if provided in the Albina/Rose Quarter neighborhood? (Check up to 3.)

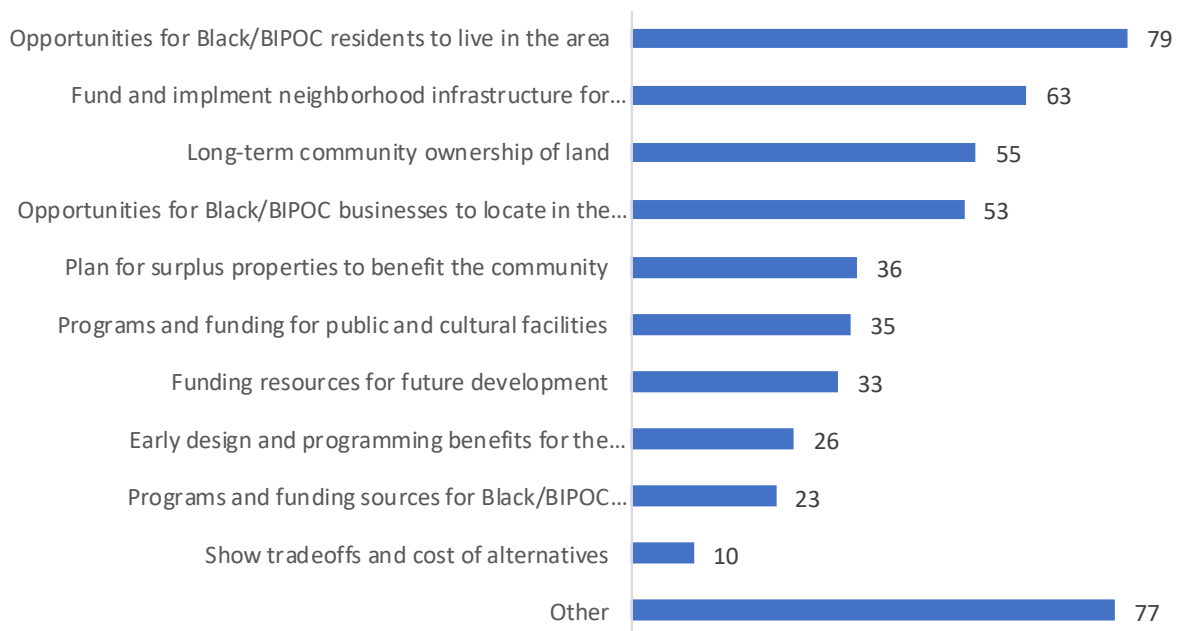|	
Preserve historic buildings and affordable housing	115
Shared gathering spaces	87
Black-created/-celebrating public art	71
Urban realm for community identity/aesthetics	45
Black History Museum/Cultural Center	43
Interpretive signage highlighting Black presence	35
Other	69

Feedback on Measuring Success and Governance

The top three strategies chosen by Online Open House participants for measuring success and/or implementing governance actions that assure community goals are met and that the project supports restorative justice for the Black Historic Albina community were: 1) to ensure that there were opportunities for Black/BIPOC residents to live in the area; 2) to fund and implement neighborhood infrastructure for future growth, and 3) to provide long-term ownership of the land.

The Online Open House participants gave priority to providing long-term community ownership of land which aligned with the Workshop participants' prioritization of community ownership of land. However Workshop participants tended to be more specific in suggesting that a Community Land Trust be established to hold all new land and surplus parcels that are created from the project in trust for future community benefit and development.

In contrast to the Online Open House participants' priorities which were centered on opportunities for new residents and infrastructure, the Workshop participants prioritized the creation of a Black CDC to ensure that all future development of new and surplus parcels would provide real economic benefits for the Black Historic Albina community. They also wanted to see Black businesses supported through the establishment of a Black Enterprise Zone in the area that would provide resources and benefits to Black/BIPOC businesses. The complete summary of the Online Open House participants' responses to the question of how best to the measure success about whether community goals are met is shown in the bar graph below.

Question: In addition to the highway covers, which of these strategies do you think would be most important to implement to ensure that community goals are met? (Check up to 3.)

Strategy	Count
Opportunities for Black/BIPOC residents to live in the area	79
Fund and implment neighborhood infrastructure for…	63
Long-term community ownership of land	55
Opportunities for Black/BIPOC businesses to locate in the…	53
Plan for surplus properties to benefit the community	36
Programs and funding for public and cultural facilities	35
Funding resources for future development	33
Early design and programming benefits for the…	26
Programs and funding sources for Black/BIPOC…	23
Show tradeoffs and cost of alternatives	10
Other	77

Other Responses

For each of the online survey questions there was an open-ended option that allowed participants to write in their own answers to the questions. For all of the survey questions we had multiple responses in the "other" response category that did not actually answer the question being asked but rather used this as an opportunity to make a political statement and express the participant's disapproval or lack of support for the I-5 Rose Quarter Improvement Project. About a third of the Other responses for each question had comments like "Remove the freeway", "Remove I-5 completely", Don't expand the freeway". There were also a number of responses around improving air quality such as "Less toxic emissions from cars on the freeway", Less air pollution from traffic", or "Improve air quality in the neighborhood", etc.   These responses did not generally provide additional insight or support into what specific programming elements the participants felt would be most impactful in creating Community Wealth, Health, or Cohesion for the Black Historic Albina community so they did not affect the identification of the key programming priorities from Work Session 1 in any meaningful way. We are aware that some of the I-5 Rose Quarter Improvement Project opponents encouraged their followers to go to the Independent Cover Assessment website and take the survey and assume this was the source of many of these general "Other" responses.

Summary of Work Session 2

1. Introduction

Last year, in response to direction from Oregon's Governor and requests from local project stakeholders, the Oregon Transportation Commission directed the Oregon Department of Transportation to retain a consultant team of local and national urban design, engineering, and environmental experts to conduct an independent assessment of the highway cover designs included in the I-5 Rose Quarter Improvement Project. The concerns and requests from Metro, Multnomah County, City of Portland, Portland Public Schools and Albina Vision Trust shaped the creation of the independent cover assessment process.

<u>Overview</u>

The Independent Cover Assessment team's charge is to create two to three alternate cover scenarios: one scenario that is limited to the National Environmental Policy Act Environmental Assessment Area of Potential Impact (API), one that can be outside the NEPA Environmental Assessment Area of Potential Impact, and a third that can be directed by the Executive Steering Committee. Work Session 2 sought participant feedback to help the Independent Cover Assessment team understand how community participants thought the highway covers could best be configured to deliver restorative justice and enable the development of the Black Historic Albina community's top programming priorities identified in Work Session 1.

Five concept scenarios were prepared for participants to review and evaluate. The scenarios focused on elements that reduced the freeway interchange impacts on the neighborhood, restored the neighborhood street grid, and moved freeway ramps to create larger, more flexible and more valuable development parcels for community use on and around the cover. These concept scenarios also focused on identifying where contiguous new development parcels could be created to provide a more cohesive neighborhood canvas to support the community's programming priorities as identified in Work Session 1. The main goals for Work Session 2 were for participants to rank the concept scenarios based on which scenarios they felt provided the greatest potential to deliver community benefits and restorative justice for the Black Historic Albina community. Their responses are summarized in this document, as well as their preferences for which cover scenarios should be carried forward for further feasibility study and evaluation by the Independent Cover Assessment team for Work Session 3.

Work Session 2 consisted of two community workshops on April 15 and 17, one abbreviated workshop with ODOT's Historic Albina Advisory Board on April 27, and one abbreviated workshop with the Executive Steering Committee on April 26. At these workshops, the five preliminary cover scenarios were presented and participants were asked to provide feedback on how well they thought each scenario performed against the community wealth, health, cohesion and mobility goals developed in Work Session 1. The concept scenarios were also evaluated against the outcomes included in the Development Assessment Framework created by the Independent Cover Assessment team. This evaluation document was created using the Executive Steering Committee's project values and outcomes, and enhanced to include specific feedback received in Work Session 1 from Black Historic Albina community participants about what benefits and outcomes were most important to them for the I-5 Rose Quarter Improvement Project to deliver on and around the cover.

Participants were also asked to provide feedback on how benefits should be delivered by the project: by providing land, by providing other types of funding and support to the Black Historic Albina community, or by providing some combination of both.

They were also asked to share their thoughts about what kind of governance structure should be established to assume ownership, management, and development responsibilities for the land created on and around the cover so that it ultimately benefits the Black Historic Albina Community and does not merely create additional gentrification and displacement of the Black community as it develops.

The goal and theme for Work Session 2 were:

Work Session 2 Goal: Ideate/Generate

Theme: "How can the neighborhood's density, mix of uses, multi-modal transportation system, and freeway facilities be reorganized in the area on and around the highway cover to provide the greatest restorative benefits and improvements for the Black Historic Albina community and other stakeholders?"

Summary of Feedback from Work Session 2

Concept Scenarios

In Work Session 2 participants were asked to discuss how well they thought each scenario met restorative justice goals and then rank the five concept scenarios at the end of the workshop to identify the two concepts they felt deserved to be carried forward for additional study. Community workshop participants were live-polled on their preferences and overwhelmingly indicated Concept Scenarios Concepts 4 (Cultural Center on the Grid) and 5 (Restore the Grid) for further study. Online open house participants also identified Concept Scenarios 4 and 5 as their preferred design scenarios for further study. Unfortunately, the Independent Cover Assessment team was not able to live-poll either of ODOT's advisory committees, the Historic Albina Advisory Board and the Executive Steering Committee on their preferences for further study during their abbreviated workshops. However, the team did receive specific feedback from individual committee members during the meetings that suggested their preferences for continued study were Concept Scenarios 1, 4 or 5. Due to this community and committee alignment these are the three concept scenarios that the Independent Cover Assessment advanced to conduct additional feasibility and technical analysis.

Concept 1 was ranked the lowest by community workshop and online open house participants but was carried forward for further study because it was the only concept scenario of the five presented that fell within the design parameters of the currently approved Environmental Assessment . Some advisory committee members felt strongly that Concept 1 must continue to be considered as a preferred option to prevent potential delays and risks to the project's schedule and costs. Since design elements for Concepts 4 and 5 fall outside the approved Environmental Assessment, they may require reevaluation of the Environmental Assessment and additional approvals.

Maximizing Community Benefits

Participants were asked to provide feedback on how benefits should be delivered by the project: by providing land, by providing other types of funding and support to the Black Historic Albina community, or by providing some combination of both. Most participants indicated their preference was to have more land for community use versus other types of funding and support. There were some participants who thought having both land and resources would be ideal.

Governance

It became clear in Work Session 2 that creating a governance structure is critical to the recommendation of any design scenario. A key component of the project is reconstituting a cultural neighborhood that supports Black Portlanders' aspirations on land that would be returned to the community. It was stated that to provide the outcomes the Black community envisioned and to guard against further gentrification and displacement, this Black governance and ownership entity would need to be entrusted with carrying the community's vision forward and need to be led, controlled, and managed by members of the Black community, including representatives of the Black Historic Albina community.

Participants also expressed that such a Black governance and ownership entity needed to be an independent entity, separate from Oregon Department of Transportation, and have the authority to negotiate legally binding ownership and operating agreements for the highway cover and remnant lands with various public partners, as well as to form partnerships with other public stakeholders and Black community organizations to create future development on the cover and remnant land they would control.

In the near-term, it was suggested that this entity would be focused on ensuring that the cover is developed in a manner that delivers the agreed-upon long-term community benefits that increase the wealth, health, and cohesion of the historically harmed Black Albina community.

2. Community Work Session 2

Background

The Independent Cover Assessment team held two community Work Sessions, on April 15, and April 17, 2021. These workshops were the second in a series of three intended to help the Independent Cover Assessment team understand which concept scenarios Black Historic Albina community members felt provided the most restorative organization of freeway facilities, roads and land, and delivered the greatest amount of community benefits on and around the cover for the community.

The workshop was attended by 50 participants, 43 of whom were Black community members with ties to the Historic Albina neighborhood. The participants ranged in age from teenagers to senior citizens and included residents, business owners, and representatives from community churches and organizations. Three at-large civic organizations also participated in the community workshops.

Workshop presentations provided a summary of what was learned in Work Session 1 about the Black Historic Albina community's and other stakeholders' top programming priorities for community wealth, health, and cohesion on and around the covers. Presentations included a segment on how best to maximize community benefits delivered by the project, an outline of important governance considerations, and a presentation of the five concept scenarios developed by the Independent Cover Assessment team that address the community's programming priorities. Participants were broken into small discussion groups during the workshops and asked to provide feedback on the cover scenarios, how to best maximize the delivery of community benefits, and address governance considerations.

Feedback on Concept Scenarios

Workshop participants participated in a live poll at the end of the workshop. They were asked to rank each of the five concept scenarios in terms of how much they maximize community benefits and provide restorative justice to the Black Historic Albina community. Participants ranked Concepts 4 (Cultural Center on the Grid) and 5 (Restore the Grid) as the concept scenarios that were the most responsive to the community's vision and outcomes desired for community wealth, health, cohesion and mobility and restorative justice. They recommended these two concepts be carried forward for further study and analysis by the Independent Cover Assessment team. The results of the two live polls for the community workshop sessions are shown below:

April 15 Polling Results - 19 Participants

April 17 Polling Results - 28 Participants
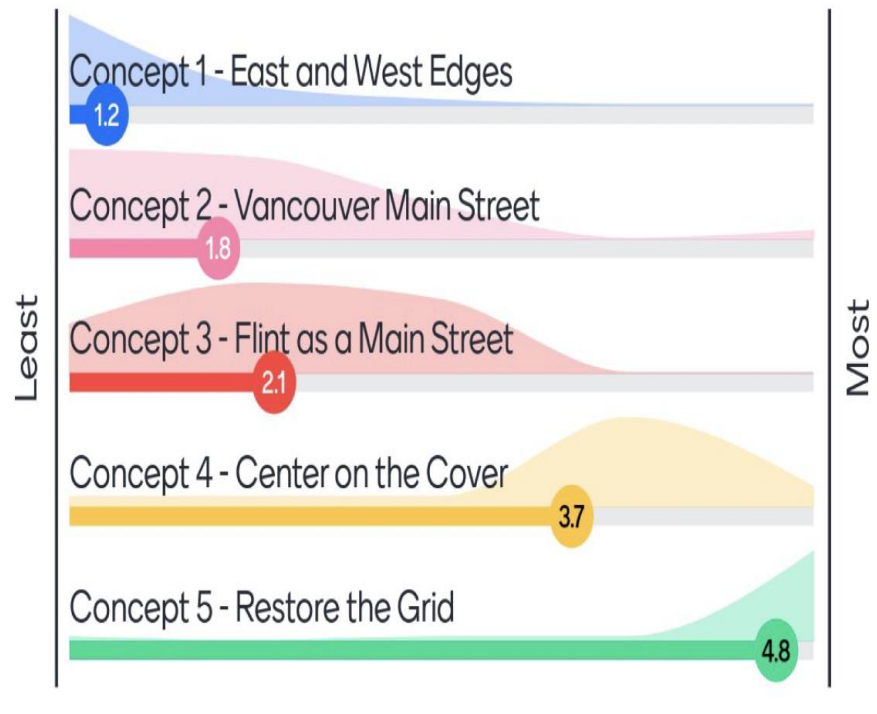
Maximizing Community Benefits

Generally, there was broad agreement among the community workshop participants that:

- This project presents a once-in-a-generation opportunity for the Black Historic Albina community to reclaim developable land in the Rose Quarter/Lower Albina neighborhood that the community can again own and control.
- Maximizing the amount of quality land provided by the cover development was considered the most important benefit that the Rose Quarter Improvement Project could deliver to compensate for the harm done to the Black Historic Albina community when the freeway was built 60 years ago.
- Providing more quality developable land on and adjacent to the highway cover provides a unique opportunity for the Black community to reconstitute a cultural neighborhood in Northeast Portland with a Black ownership and governance structure to prevent gentrification and displacement.

Some of the comments we heard from community participants included: notice the font types and colors below are not all the same – not sure if that is intentional.

"It's all about **land**."

"We want a project where Black people don't have to choose between health or wealth or mobility or cohesion.

We deserve it all, if it's all on the table."

"Restore what we had."
"(We want) legacy wealth … **generation to generation**."

"If you don't own it, you don't have wealth creation."

Governance

Community workshop participants voiced strong opinions about control and ownership of the land and the importance of having a separate Black governance and ownership entity to hold, develop, and manage the land created on and around the covers for the benefit of the Black Historic Albina community. It was stated that this kind of entity would only be acceptable if it was under the control of the Black community. Redeveloping the area requires a governing and decision-making system that is inclusive and led by Black people to ensure that the community's goals are met. The community participants wanted to explore land trusts, special service districts, and all types of Black ownership structures and governance systems to determine what makes sense for doing this project and creating benefits for the community.

3. Historic Albina Advisory Board Work Session 2

Background

The Independent Cover Assessment team's community engagement process requires a meeting with the Historic Albina Advisory Board during each Work Session to present and receive feedback on the cover scenario development materials that are presented at the community Work Sessions. The team conducted an abbreviated workshop with the Historic Albina Advisory Board (HAAB) on April 27, 2021. Nine HAAB members were present for the workshop.

In this workshop Historic Albina Advisory Board members were presented with the same information shared in the community Work Sessions. They were asked to provide the Independent Cover Assessment team with their feedback on how best to maximize community benefits for the Black Historic Albina community, on possible governance considerations, and on how well they thought the five concept scenarios delivered the desired community benefits and restorative justice to the Black Historic Albina community in the areas of wealth, health and cohesion and mobility. The Historic Albina Advisory Board provided their feedback in a large discussion group format.

Feedback on Concept Scenarios

Historic Albina Advisory Board members used their workshop discussion period to ask several questions and discuss the zoning and programming of the land shown in the concept scenarios. For example, there were some board members who wanted to understand where single-family houses and duplexes could be built versus just focusing on multi-family affordable rental housing. It was explained that the actual programming for various parcels of land created on and around the cover would be determined later in the process, and would be decided by whatever governance and ownership entity was put in place to control and develop the land. It was further explained that the Independent Cover Assessment illustrations of the types of development that could be accommodated on various development parcels created by each of the concept scenarios were purely illustrative and not intended to indicate the actual development program for these sites.

At the end of the workshop, group feedback on the concept scenarios to advance for study was not provided by Historic Albina Advisory Board members, although a couple of members did suggest that whatever concept scenarios provided the greatest opportunity to deliver more land for the community's use were of the most interest to them. Other members agreed that the amount of land provided was important so they thought that Concept Scenarios 4 and 5 should be looked at further.

Because the Independent Cover Assessment team was not able to conduct a live poll with Historic Albina Advisory Board members to rank the scenarios at the end of the workshop, members were asked to submit written comments on their preferences by May 2. No written comments were received by the Independent Cover Assessment team from Historic Albina Advisory Board members.

Governance

Several HAAB members expressed deep concerns about the governance structure for owning and developing this land and who was going to ultimately benefit from the development on the cover. There was significant distrust expressed for public redevelopment and improvement processes, especially given how they have negatively impacted Portland's Black community historically. Historic Albina Advisory Board members also had concerns about ensuring that any new development done on and around the cover would be focused on reconstituting a cultural community that prioritized Black culture as the thread that tied it all together. Finally, there was a question about how desired community developments on the cover would be funded.

4.   Executive Steering Committee Work 2

Background

The Independent Cover Assessment team conducted an abbreviated workshop with the Executive Steering Committee (ESC) on April 26, 2021. The team's engagement process requires it to solicit feedback from the Executive Steering Committee members during each of its three Work Sessions. The Executive Steering Committee will ultimately have the responsibility to make the final cover scenario recommendation to the Oregon Transportation Commission once the Independent Cover Assessment team completes its work. The Executive Steering Committee membership is made up of 12 major public stakeholders who have an interest in the overall outcomes of the I-5 Rose Quarter Improvement Project. Its members include representatives from the governor's office, Oregon Transportation Commission,

TriMet, Metro, Portland Public Schools, the Black contracting community, labor, the trucking industry, and others. Ten of the committee members were present for the Independent Cover Assessment workshop.

Executive Steering Committee members were presented with the same information that was provided to the Community Workshop participants and HAAB members, including a summary of the community's preferred programming priorities developed in Work Session 1. They were asked to provide their feedback on how best to maximize community benefits to the Black Historic Albina community, and to discuss their thoughts about how well each of the concept scenarios maximized the desired community benefits and restorative justice for the Black Historic Albina community. The Executive Steering Committee provided their feedback in a large group setting.

Feedback on Concept Scenarios

Executive Steering Committee members spent most of their workshop time asking the Independent Cover Assessment team questions about the technical feasibility of the concept scenarios, particularly Concept Scenarios 4 and 5. These questions included whether the team had included the potential cost of schedule delays (needed for additional Environmental Assessment reviews) in its total cost estimates for each of the scenarios, and who had provided the evaluations of how well each concept scenario met the community wealth, health, cohesion and mobility community goals when measured against the Development Assessment Framework outcomes. They also asked about additional funding sources to develop the cover parcels as the community envisioned.

One committee member stated that there are many voices in the Black community and different opinions about what is most important: the shorter-term community goal of providing good jobs and contracting opportunities to the Black community or the longer-term goal of providing more land and a restorative justice opportunity to reconstitute a Black community on land conveyed on and around the cover. At least one member felt that the development being envisioned by the Black Historic Albina community members in the community workshops was a long-shot opportunity given that the resources necessary to support this type of development on the covers were not included in the existing I-5 Rose Quarter Improvement Project budget. Another member stated that the jobs and contracting opportunities the project currently planned on delivering to the Black community should be the priority over any longer-term restorative benefits that might be delivered with a more aspirational cover that provided more quality developable land for the Black Historic Albina community's use.

There was a great deal of discussion from a couple of the committee members representing the Black contracting community that Concept Scenarios 4 and 5 did not fit within the approved Environmental Assessment design parameters and should not be considered any further as viable cover scenario alternatives since they would cause significant schedule delays for the project and therefore delay the delivery of the jobs and contracting opportunities for the Black community. The Independent Cover Assessment team reminded committee members that their charge included the development of alternative cover designs that were both within, and outside, the Environmental Assessment design parameters.

Finally, there were also comments by other members of the committee that the project needed to find a way to achieve both the short-term and long-term community benefit goals. These members said that they were intrigued by the opportunities presented by the more aspirational concept scenarios such as Concept Scenarios 4 and 5. One committee member asked whether the project could deliver the type of restorative justice that the Black Historic Albina community wants if the project proceeds with a cover design that is within the currently approved Environmental Assessment design parameters. Another member stated that they would like to see more analysis on Concept Scenario 4 and suggested that the committee should not rush to any conclusions about the appropriate outcome for short-term gain before the Independent Cover Assessment team finishes its feasibility analysis on the scenarios in the next

phase of its work. The team indicated that it would be exploring ways to address any schedule delay issues in its next phase of work.

Ultimately, the Independent Cover Assessment team did not have sufficient time on the Executive Steering Committee agenda to conduct its live poll to determine which concept scenarios committee members preferred to be carried forward for further study. The committee was asked to provide written feedback indicating their preferences to the Independent Cover Assessment team by April 30, 2021. Only one written response was received which asked the Independent Cover Assessment team to further study Concept Scenarios 4 and 5.

Governance

The Executive Steering Committee did not spend much time discussing the governance considerations proposed by the Independent Cover Assessment team in its workshop. One member did suggest that the Independent Cover Assessment team look at the Williams and Russell Project governance structure that has been established to redevelop and ultimately own and operate another site for community purposes that is currently controlled by Prosper Portland. There was also interest in understanding the types of partnerships and other funding that will be necessary to support the type of governance structure and long-term redevelopment proposition being proposed for the cover land and remnant parcels.

5. Online Open House 2

Background

The Independent Cover Assessment team hosted the Work Session 2 online open house on its website from April 16 – May 10, 2021. This was the second online open house that was held for the project. The online open houses allow the Independent Cover Assessment team to solicit feedback from a broader range of community stakeholders who may not live or operate from within the project area. There were587 visitors to site. Eighty-four of these visitors took the online survey. Below is the racial breakdown of the second online open house survey participants.
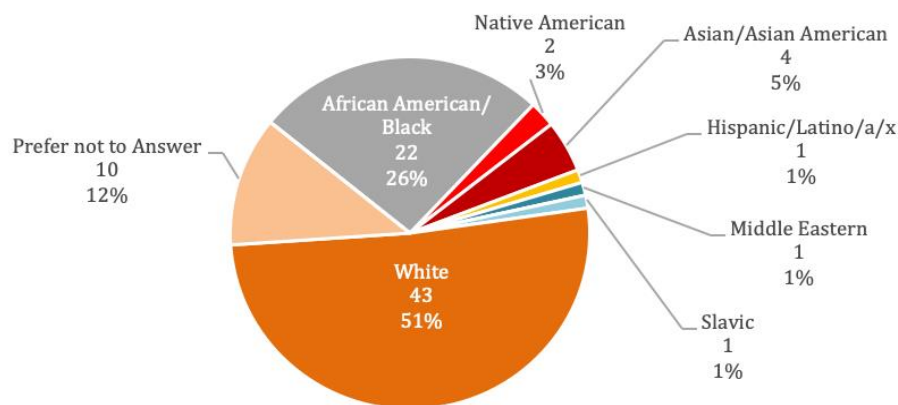
The materials shared in the online open houses allow all stakeholders to stay up to date on the Independent Cover Assessment process and provide progressive feedback that supports the achievement of the priority outcomes, preferred design scenarios, and other considerations that ultimately will inform a final cover development scenario recommendation for adoption by the Executive Steering Committee and referred to the Oregon Transportation Commission in July 2021.
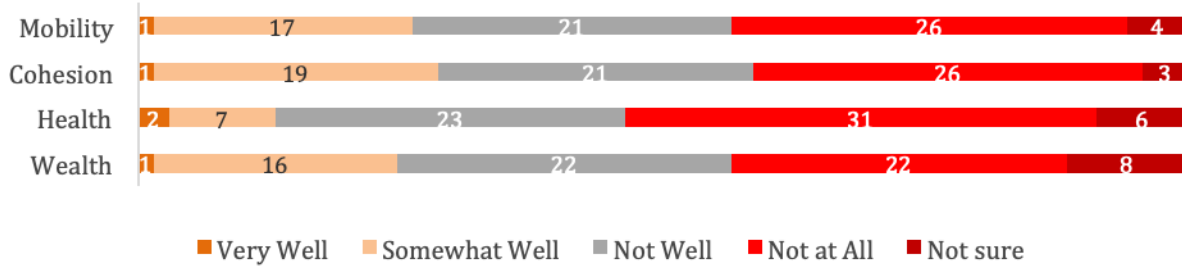
The online open houses also provide another opportunity for members of the Black Historic Albina community who are not participating in the targeted community workshops to provide feedback on the development and evaluation process of the cover scenarios. The intent of the online open houses is to ensure that everyone can weigh in on the proposed benefits and tradeoffs of the various cover design scenarios and provide feedback about whether they believe various alternative designs support the community's benefits and restorative justice goals.

Feedback on Concept Scenarios

Participants were asked to review the five concept scenarios and provide feedback on how well they meet the four restorative justice goals, as well as whether the project team should continue to study a given concept scenario. After reviewing and responding to the questions for each concept scenario, participants were asked to compare and rank the scenarios and prioritize the elements that will best advance restorative justice. From this the Independent Cover Assessment Team can assess the preferences and identify priorities of participants to the degree that any scenario creates the greatest potential for restorative justice.

Scenario 1: Flint / Broadway Boulevards

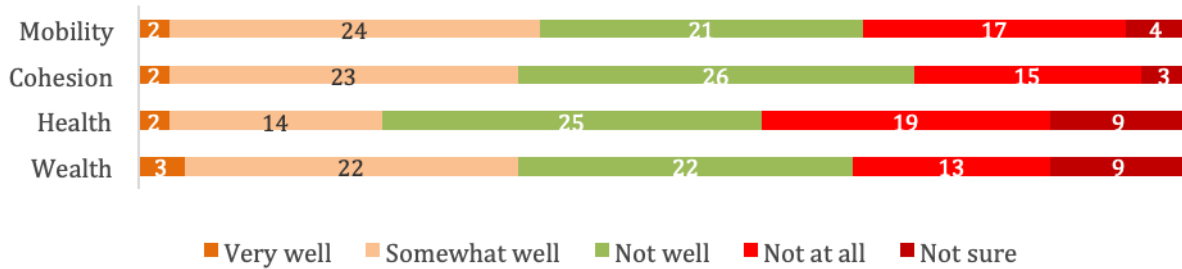**How well does the Flint/Broadway Boulevards concept meet each of the following restorative justice goals?**

	Very Well	Somewhat Well	Not Well	Not at All	Not sure
Mobility	1	17	21	26	4
Cohesion	1	19	21	26	3
Health	2	7	23	31	6
Wealth	1	16	22	22	8

Should we continue to study this cover concept scenario?

Yes	12
No	47
Not Sure	13

Scenario 2: Vancouver as Main Street

How well does the Vancouver as Main Street concept meet each of the following restorative justice goals?

	Very well	Somewhat well	Not well	Not at all	Not sure
Mobility	2	24	21	17	4
Cohesion	2	23	26	15	3
Health	2	14	25	19	9
Wealth	3	22	22	13	9

Should we continue to study this cover concept scenario?
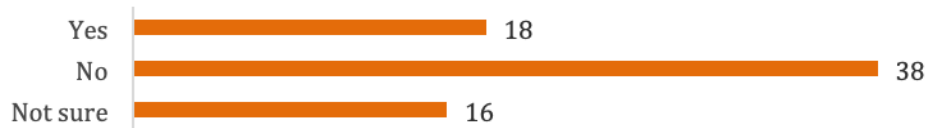

Yes	18
No	38
Not sure	16

Scenario 3: Flint as Main Street

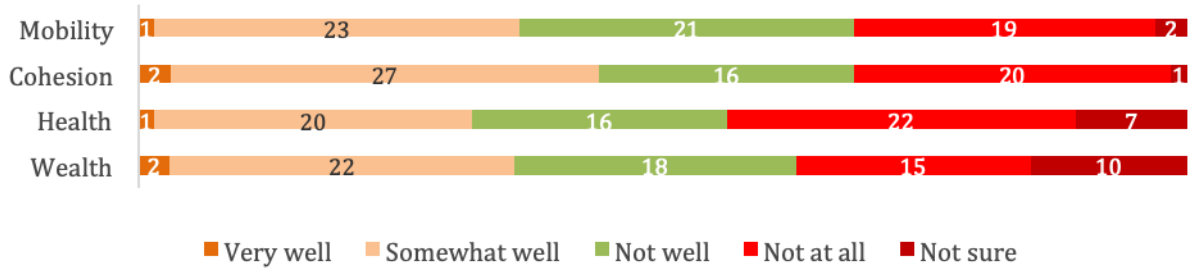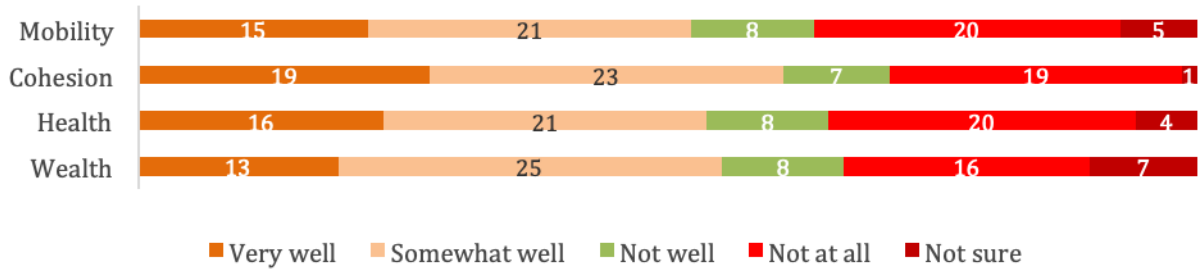**How well does the Flint as Main Street concept meet each of the following restorative justice goals?**

	Very well	Somewhat well	Not well	Not at all	Not sure
Mobility	1	23	21	19	2
Cohesion	2	27	16	20	1
Health	1	20	16	22	7
Wealth	2	22	18	15	10

Should we continue to study this cover concept scenario?

Yes	20
No	37
Not sure	12

Scenario 4: Cultural Center on Cover

How well does the Cultural Center on Cover concept meet each of the following restorative justice goals?

	Very well	Somewhat well	Not well	Not at all	Not sure
Mobility	15	21	8	20	5
Cohesion	19	23	7	19	1
Health	16	21	8	20	4
Wealth	13	25	8	16	7

Should we continue to study this cover concept scenario?

Yes	41
No	26
Not sure	4

Scenario 5: Restore the Grid

How well does the Restore the Grid concept meet each of the following restorative justice goals?

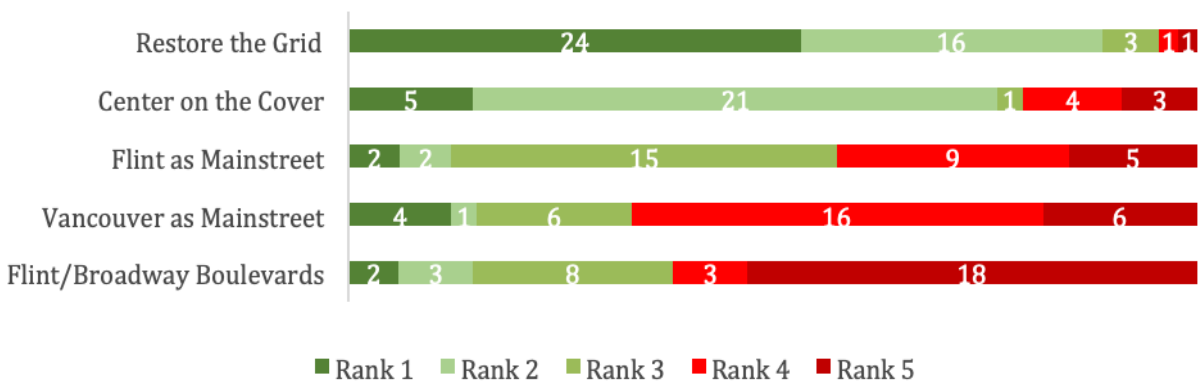|	Very well	Somewhat well	Not well	Not at all	Not sure
Mobility	30	22	3	13	2
Cohesion	32	22	3	13	
Health	26	20	5	15	4
Wealth	31	19	4	11	5

■ Very well ■ Somewhat well ■ Not well ■ Not at all ■ Not sure

Should we continue to study this cover concept scenario?

Yes	55
No	15
Not sure	3
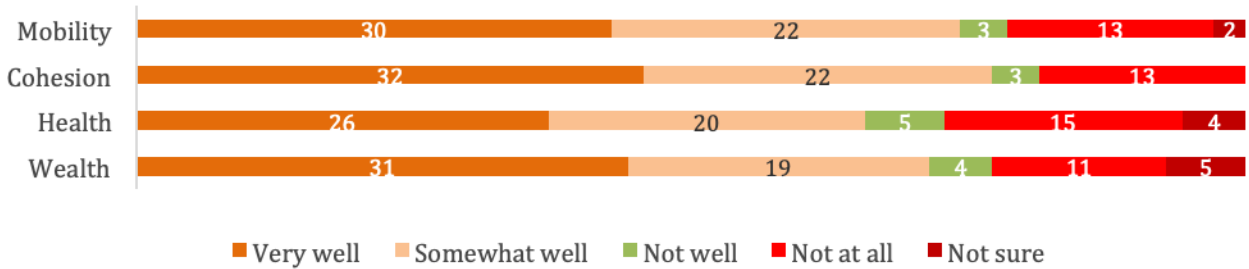
Compare Concept Scenarios

Rank the five concept scenarios according to how well you think they meet community needs and serve the community priorities identified in Work Session 1.

	Rank 1	Rank 2	Rank 3	Rank 4	Rank 5
Restore the Grid	24	16	3	1	1
Center on the Cover	5	21	1	4	3
Flint as Mainstreet	2	2	15	9	5
Vancouver as Mainstreet	4	1	6	16	6
Flint/Broadway Boulevards	2	3	8	3	18

■ Rank 1 ■ Rank 2 ■ Rank 3 ■ Rank 4 ■ Rank 5
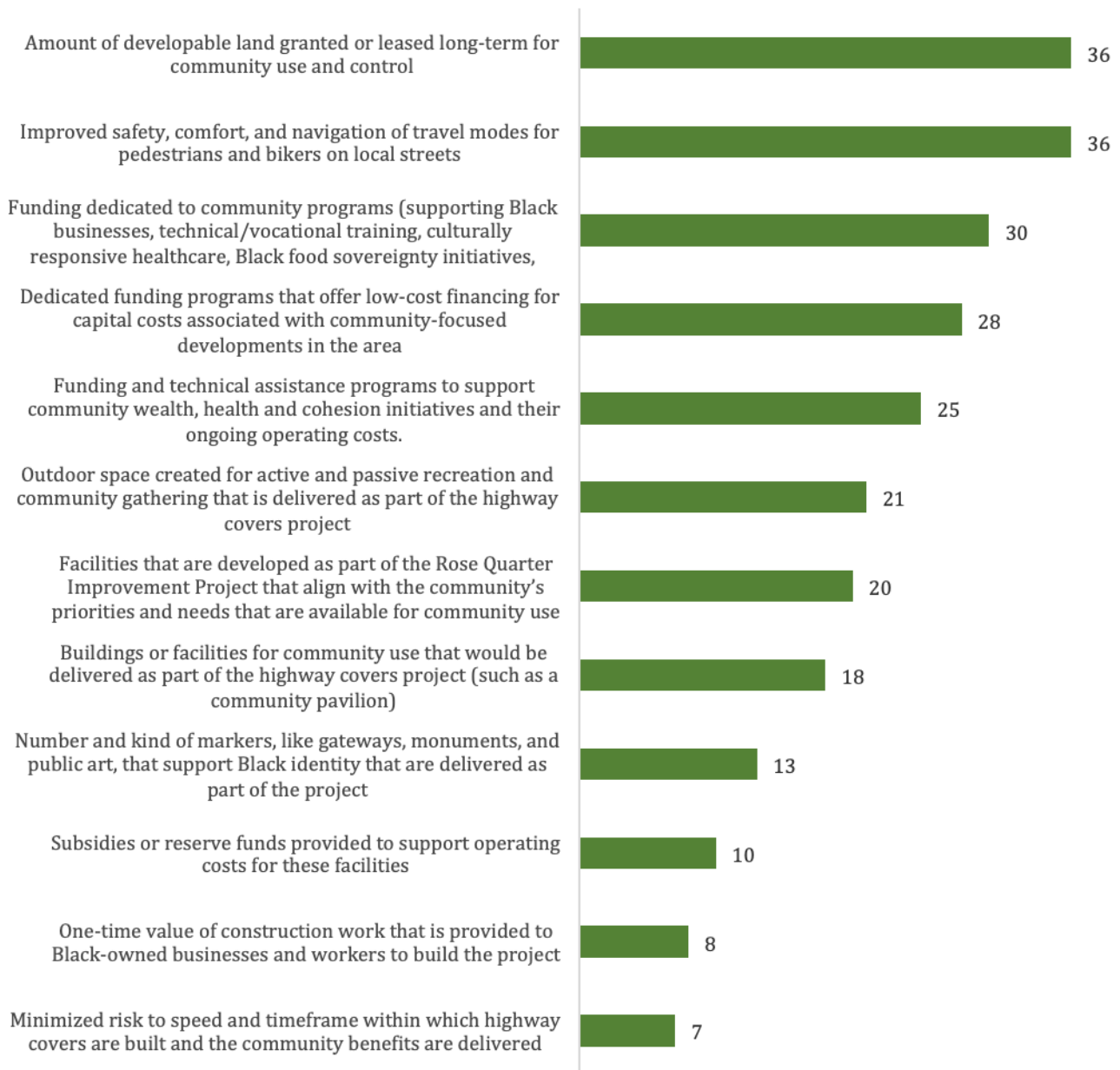
Most Important Scenario Elements

When reviewing the differences between the cover concept scenarios, which elements do you think are most important to help provide restorative justice to the Black Historic Albina community? Which of the following features were most important in ranking your top choice(s) in the previous section?

Participants were given 66 points to allocate between the different elements. The graph below illustrates the total accumulated points for each element.

Maximizing Community Benefits

In your opinion, which of the following benefits would provide the greatest value and create the best potential for delivering restorative justice to the Black Historic Albina community?

Participants were given a list of benefits and asked to select their top four. The graph below represents the total number of people who selected a given benefit.

Category	Value
Amount of developable land granted or leased long-term for community use and control	36
Improved safety, comfort, and navigation of travel modes for pedestrians and bikers on local streets	36
Funding dedicated to community programs (supporting Black businesses, technical/vocational training, culturally responsive healthcare, Black food sovereignty initiatives,	30
Dedicated funding programs that offer low-cost financing for capital costs associated with community-focused developments in the area	28
Funding and technical assistance programs to support community wealth, health and cohesion initiatives and their ongoing operating costs.	25
Outdoor space created for active and passive recreation and community gathering that is delivered as part of the highway covers project	21
Facilities that are developed as part of the Rose Quarter Improvement Project that align with the community's priorities and needs that are available for community use	20
Buildings or facilities for community use that would be delivered as part of the highway covers project (such as a community pavilion)	18
Number and kind of markers, like gateways, monuments, and public art, that support Black identity that are delivered as part of the project	13
Subsidies or reserve funds provided to support operating costs for these facilities	10
One-time value of construction work that is provided to Black-owned businesses and workers to build the project	8
Minimized risk to speed and timeframe within which highway covers are built and the community benefits are delivered	7

Would you support the idea of the I-5 Rose Quarter Improvement Project delivering community benefits (value) to the Black Historic community through some combination of physical assets/land and other dedicated funding and technical support as opposed to maximizing community benefit value solely through the provision of physical assets/land?

Response	Value
Yes	48
No	12
It would depend...	16
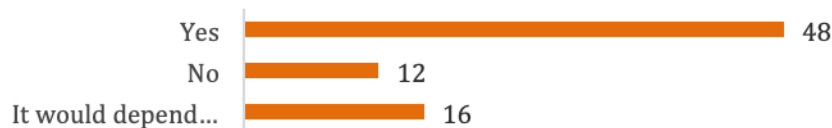
Those who chose "it would depend" submitted the following summarized responses.

- More information is needed to determine whether this will have significant benefit to the community. (5)
- This project inherently does not benefit the community. (4)
- The community will be harmed regardless of whether the highway is expanded. (3)
- Ensure space is attractive, safe, and healthy.

Would you consider a combination of land and other dedicated funding to be an effective way to provide restorative justice for the Black Historic Albina community?

Those who chose, "it would depend," submitted the following summarized responses.

- Ensure funding is managed by the Black community, displaced from the neighborhood. (5)
- Clarify how control of funding is determined. (2)
- Prioritize addressing air quality issues. (2)
- Clarify how much land and funding will be dedicated.
- Ensure space is attractive, safe, and healthy.

Governance

Thinking about the future management of potential community assets that may be created (land, funding, facilities, etc.), tell us which community partners (community organizations, non-profits) you think are most critical to have involved to provide restorative justice for the Black Historic Albina community?

- Albina Vision Trust
- Urban League of Portland
- Portland Public Schools
- Multnomah County Health Department
- Self Enhancement Inc.
- Black Parent Initiative
- Harriet Tubman Middle School
- Multnomah County Library
- Kairos PDX
- Black Resilience Fund
- Portland Opportunities Industrialization Center + Rosemary Anderson High School
- Black United Fund

- Black Food Sovereignty Coalition
- Portland Community Reinvestment Initiative
- NAACP
- Head Start
- AMA PDX
- Portland African American Leadership Forum
- Micro Enterprise Services of Oregon
- Coalition of Black Men
- Oregon Health Equity Alliance
- Meyer Memorial Trust
- Imagine Black
- Black Educational Achievement Movement
- Friends of Children
- The Nehemiah Group, Inc.
- The Next Nehemiah
- Profit by Performance, Inc.
- Friends of Noise
- Vanport Mosaic
- Blueprint Foundation
- Sabin CDC
- Our Turn
- Links
- Sunrise PDX
- Soul District Business Association
- Black Community Development Center
- MRG Foundation
- Equitable Giving Circle
- Black Greek Organizations
- Jack and Jill Portland Willamette Valley Chapter
- Don't Shoot Portland
- Dishman Community Center
- Transition Projects
- Big Brothers Big Sisters
- Elks Lodge Chapters
- Friends of Trees
- Hands on Greater Portland
- Junior Achievement
- Eliot Neighborhood Association
- Freedom School

Summary of Work Session 3

1. Introduction

Last year, in response to direction from Oregon's governor and requests from local project stakeholders, the Oregon Transportation Commission directed the Oregon Department of Transportation (ODOT) to retain a consultant team of local and national urban design, engineering, and environmental experts to conduct an independent assessment of the highway cover designs included in the I-5 Rose Quarter Improvement Project. The concerns and requests from Metro, Multnomah County, City of Portland, Portland Public Schools and Albina Vision Trust shaped the creation of the independent cover assessment process.

ODOT's Executive Steering Committee approved and oversaw the Independent Cover Assessment team's process of conducting three Work Sessions to gather input through community workshops with the Black Historic Albina community and members of ODOT's Historic Albina Advisory Board and through the online open houses hosted on the Independent Cover Assessment website, albinahighwaycovers.com. The Independent Cover Assessment team summarized what was learned during each of these engagements to help the Executive Steering Committee deliberate on recommendations for a final cover design for the Rose Quarter Improvement Project that would provide greater community benefits and better satisfy the restorative justice goals of the Black Historic Albina community. The Executive Steering Committee's recommendations are to be provided to the Oregon Transportation Commission for a final determination about how to direct ODOT in making their final project plans regarding the highway covers.

Overview

The Independent Cover Assessment team's charge is to create two to three alternate cover scenarios: one scenario that is limited to the National Environmental Policy Act (NEPA) Environmental Assessment Area of Potential Impact, one that can be outside the NEPA Environmental Assessment Area of Potential Impact, and a third that can be directed by ODOT's Executive Steering Committee.

Concepts 1, 4 and 5 were identified in Work Session 2 to carry forward to the third phase of the Independent Cover Assessment to be further analyzed for cost, constructability and their ability to meet the purpose and need of the I-5 Rose Quarter Improvement Project goals. Based on the feedback received from community workshop and online open house participants in Work Session 2, Concepts 4 and 5 were selected as the preferred scenarios for further study. Both of these scenarios include design elements that are outside the original Environmental Assessment design parameters as was permitted in Independent Cover Assessment's scope. Some project stakeholders on ODOT's Executive Steering Committee, its Historic Albina Advisory Board and its Community Opportunities Advisory Committee preferred Concept 1 because it was the only scenario that would not require major additional Environmental Assessment reevaluations, and therefore would minimize any further project schedule delays.

In response to this concern, the Independent Cover Assessment team also created three hybrid concepts for participants to consider in Work Session 3. These hybrid concepts focused on elements that would not cause extended schedule delays for the reevaluations of the Environmental Assessment design elements. The hybrid concepts still provided benefits such as reducing the freeway interchange impacts on the neighborhood, restoring the neighborhood street grid, and moving some freeway ramps to create

larger, more flexible and more valuable development parcels for community use on and around the highway cover, while reducing some of the potential schedule risks.

Work Session 3 consisted of two community workshops on June 3 and June 5, 2021, one abbreviated workshop with ODOT's Historic Albina Advisory Board on June 1, one abbreviated workshop with ODOT's Executive Steering Committee on June 7, and an online open house that ran from June 5-20, 2021. At these workshops and the online open house, the three final cover scenarios were presented along with three hybrid scenarios and participants were asked to rank which they felt provided the greatest amount of restorative justice and community benefits to the Black Historic Albina community. They were also asked to indicate whether they supported establishing a new ownership entity that would be responsible for stewarding, planning, implementing and managing the development of the land on the covers and the remnant parcels, created by the I-5 Rose Quarter Improvement Project for the benefit of the Black Historic Albina community.

The goal of Work Session 3 was to identify the highway cover scenario, cover elements, and governance structure that community participants feel should be prioritized for inclusion in the Executive Steering Committee's highway cover recommendation to the Oregon Transportation Commission to provide the greatest amount of restorative justice and community benefit for the Black Historic Albina community.

Findings: Feedback from Work Session 3
Final Scenarios and Hybrids

The majority of both the Black Historic Albina community participants and the broader community participants who participated in the online open house wanted to see Scenario 5 recommended, and supported the creation of a new independent Black-led governance/ownership entity that would assume responsibility for the planning, development and management of the cover and remnant parcel land that came out of the I-5 Rose Quarter Improvement Project to restore a neighborhood that benefits the Black Historic Albina community in this area of the city. The most preferred scenario for the nine Historic Albina Advisory Committee members who voted in the live poll was Scenario 4, with Scenario 5 a close second, and Scenario 1 being the least preferred, but with small margins between the options. The seven Executive Steering Committee members who participated in the live poll preferred Scenario 1 by a slight margin.

Work Session 3 introduced cost and schedule information for each of the three scenarios. Community and advisory committee participants provided feedback on how this information informed their scenario preferences. Different Black community stakeholder groups had different opinions on the importance of maintaining the existing project schedule. Many community participants considered the then estimated 6–18-month schedule delay to be of minimal importance when compared to the opportunity of choosing a scenario that provided more quality developable land that could deliver on longer-term community goals. Other community participants expressed concern about losing the opportunity to provide critical construction jobs if the project was delayed due to the design scenario chosen. Finally, many community members also expressed a sentiment that the Black community should not have to choose between land and jobs, but that ODOT should provide solutions to maximize the community's opportunity to achieve both.

In Work Session 3 participants were asked to discuss how well they thought each of the three final scenarios met restorative justice goals and then were asked to rank the three scenarios against each other at the end of the workshop to identify which scenario they felt should be recommended to the

Executive Steering Committee as the preferred design scenario for the highway cover. Community workshop participants, and advisory committee members were live polled on their preferences at the end of Work Session 3. There were different opinions between the various groups about which scenarios they preferred as a final recommendation depending on which trade-offs and values they felt were most important. Community workshop and online open house participants preferred Scenario 5 because they felt it provided the greatest opportunity to create new land and a healthier, more cohesive canvas on which to restore a cultural neighborhood. Historic Albina Advisory Board members preferred Scenario 4 by a very slim margin, and some were divided on whether the additional project delays that might occur were worth delaying the contracting and jobs planned for the Black community. The Executive Steering Committee members preferred Scenario 1, by a slight margin because about half of the members who participated were also concerned about the impact that any further project delays might have on jobs for the Black community and on the overall project's funding feasibility.

Governance

Community members who participated were asked whether they supported the creation of a new Black-led governance commission that would be independent of ODOT and would assume ownership, management and development responsibilities for the land created on and around the covers. The purpose of this governance entity would be to ensure that the development that occurs on and around the highway cover ultimately benefits the Black Historic Albina community and does not merely create additional gentrification and displacement of Black community members as it is developed. Community workshop participants and online open house participants strongly supported the creation of such a new governance commission, while ODOT's Historic Albina Advisory Board and Executive Steering Committee had a more varied range of opinions around support for a new Black-led governing entity for the cover and remnant lands created by the project. These opinions are detailed below.

2. Community Workshops 3

Background

The Independent Cover Assessment Team held two Community Workshops on June 3 and June 5, 2021. The Executive Steering Committee reviewed the criteria used to populate these community workshops with a broad cross section of the Black Historic Albina community members whose voices were to be heard and incorporated into the project. These workshops were the last in a series of three work sessions intended to help the Executive Steering Committee understand which cover design scenarios Black Historic Albina community members felt provided the most restorative justice. The benefits and tradeoffs of each of the scenarios were discussed during the workshops, including the organization of freeway facilities, the amount of land created on and around the covers for community use, and what the estimated costs and risks were for each scenario.

The community workshop was attended by 45 participants, 40 of whom were Black community members with ties to the Historic Albina neighborhoods. The participants ranged in age from teenagers to senior citizens and included residents, business owners, and representatives from community organizations and churches. Three at-large civic organizations also participated in the community workshops.

The workshop presentation included a summary of what was learned in Work Session 2 about how the participants felt about the five initial concept scenarios and which concepts were carried forward by the
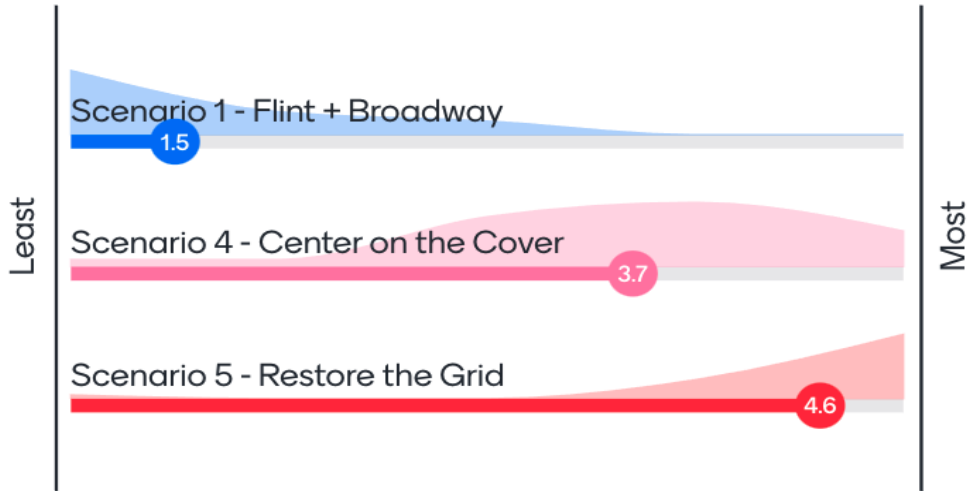
Independent Cover Assessment team for further analysis based on this feedback. The Independent Cover Assessment team presented the final three concepts and shared the analysis that had been completed on the cost and constructability of each scenario and the potential schedule delays that might occur due to Environmental Assessment reevaluations for specific design elements. There was some discussion of concerns voiced by Black contractors after Work Session 2 that the adoption of any scenario that may cause construction delays and thereby threaten the contracting and job opportunities already committed to the Black community by the project. The Independent Cover Assessment also presented three hybrid scenarios that were developed to offer a compromise on the cover design solution by creating a win-win for both camps of Black community stakeholders that had formed around this issue. The Independent Cover Assessment also shared its thoughts about how the governance entity could be constituted and how it might operate in the early years of its formation. Participants were divided into small discussion groups during the workshops and asked to provide feedback on their preferred cover scenarios, their preferred hybrid scenarios, and on the governance considerations.

Feedback on Final Scenarios

In Work Session 3 workshop participants were asked to discuss how well they thought each of the three final scenarios met restorative justice goals given the additional analysis of benefits and tradeoffs. Then they were asked to rank the three scenarios against each other to identify which scenario they felt should be recommended to the Executive Steering Committee as the preferred design scenario for the highway cover. Community workshop participants were live polled on their preferences at the end of the Work Session 3 workshops. These participants preferred Scenario 5 because they felt it provided the greatest opportunity to create new quality developable land and a healthier, more pedestrian-oriented and cohesive canvas on which to restore a cultural neighborhood. Scenario 4 was preferred second, and Scenario 1 was the community participants' least preferred choice. The question asked and the results of the two live polls for the community workshop participants are shown below.

Question: Given ICA's additional analysis of tradeoffs, which of the original scenarios do you feel provides the greatest benefits and overall restorative justice to the Black Historic Albina community?

June 3 Polling Results - 23 Participants
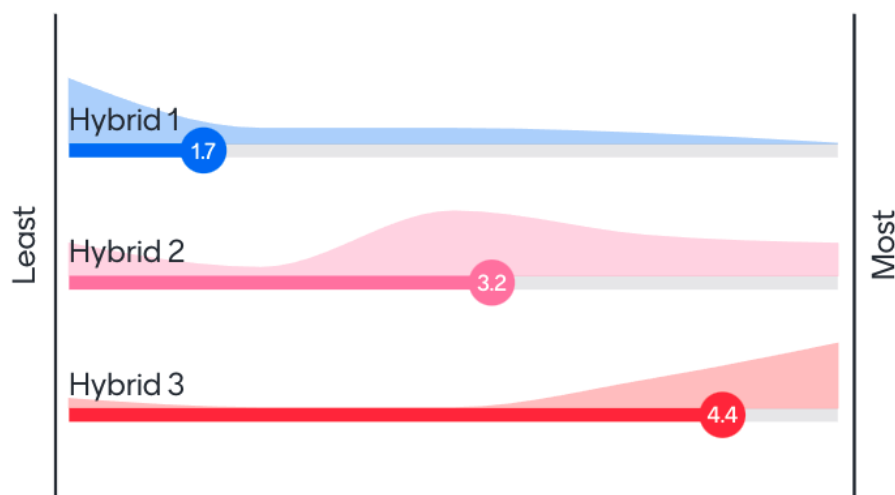

June 5 Polling Results - 15 Participants

Feedback on Hybrids

Community workshop participants were also asked to rank the three hybrid options that the Independent Cover Assessment team developed to address the concerns of certain stakeholders in the Black community about schedule delays. Hybrid 1 modifies Concept 1 by replacing the Hancock/Flint Connection with the Vancouver/Flint Connection found in Concept 4. This modification allows Hybrid 1 to provide additional quality developable land on the cover that can be developed for community benefit. Hybrids 2 and 3 deliver quality developable land similar to what is provided in Scenarios 4 and 5, which is desired to meet the restorative justice goals by many Black Historic Albina community members. However, these hybrids also reduce the potential schedule impacts by eliminating the relocation of some of the ramp terminals. Based on Independent Cover Assessment's technical analysis, the northbound ramp relocations create the greatest amount of schedule risk for the project. This is because the relocation of these ramps requires the taking of additional right-of-way from a property that is listed on the Historic Register and approval for this action requires a more involved Environmental Assessment reevaluation process.

The community workshop participants preferred Hybrid 3, which is identical to Scenario 5 except that it does not move the northbound on- and off-ramps to the south. Participants' second choice was Hybrid 2 which is similar to Scenario 4, except once again, like Hybrid 3, it does not relocate the northbound on- and off-ramps to the south of the cover. The community participants' last choice was Hybrid 1. Below is the question that was asked of community workshop participants and their responses.

Question: If agreement cannot be reached on one of the original scenarios, which of the hybrid concepts do you think provides the greatest benefits and overall restorative justice to the Black Historic Albina community and should be considered as an alternative scenario for recommendation?

June 3 Polling Results - 23 Participants

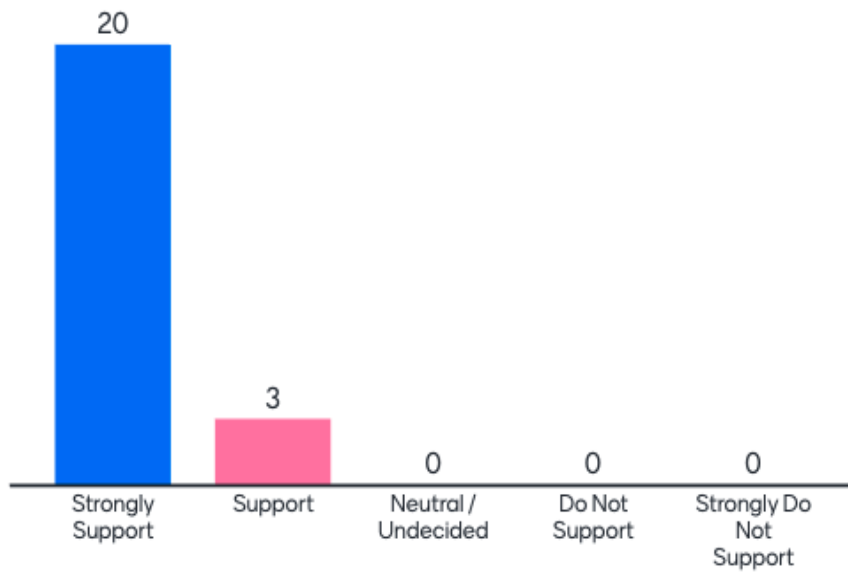**June 5 Polling Results** - 15 Participants
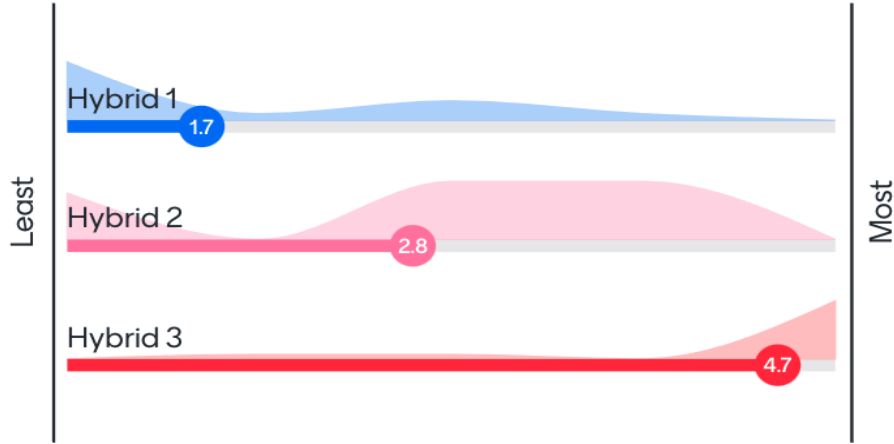
Feedback on Governance

Community workshop participants, as in Work Session 2, again stated that the control and/or ownership of quality developable land on and around the cover was essential to providing restorative justice for the Black Historic Albina community. Workshop participants were nearly unanimous in support of the creation of an independent governance commission to own, develop and manage the cover land and remnant parcels long-term for the benefit of Black Portlanders and the Historic Albina community. Ninety-five percent of the community participants expressed their support of this idea, with 2.6% being neutral, and 2.6% indicating they did not support the proposition.

Community participants were live polled at the end of the workshop on the following question:

Question: Do you support the creation of a new governance entity to ensure that highway cover development meets the Black Historic Albina community's goals?

June 3 Polling Results - 23 Participants

Bar chart values:
- Strongly Support: 20
- Support: 3
- Neutral / Undecided: 0
- Do Not Support: 0
- Strongly Do Not Support: 0

June 5 Polling Results - 15 Participants

Bar chart values:
- Strongly Support: 8
- Support: 5
- Neutral / Undecided: 1
- Do Not Support: 1
- Strongly Do Not Support: 0
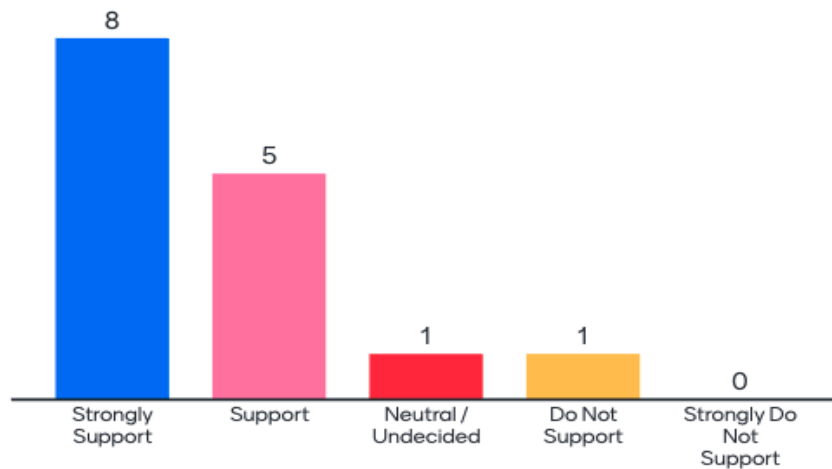
3. Historic Albina Advisory Board Workshop 3

Background

The Independent Cover Assessment Team's approved community engagement process requires a meeting with the Historic Albina Advisory Board during each Work Session in which the team presents and receives feedback on the same cover scenario development materials that are presented at the community workshops. The team conducted an abbreviated workshop with the Historic Albina Advisory Board on June 1, 2021. Nine Historic Albina Advisory Board members were present for the workshop, along with Commissioner Hardesty from the City of Portland.

In this workshop Historic Albina Advisory Board members were asked to provide the Independent Cover Assessment team with their feedback on how they ranked the final three scenarios and three hybrids relative to each other for their ability to deliver the greatest amount of restorative justice and community benefits to the Black Historic Albina community. They were also asked to weigh in on whether they supported the creation of an independent, Black-led governance entity to assume responsibility for the planning, control and development of the cover land and remnant parcels delivered by the Rose Quarter Improvement Project for the Black Historic Albina community's use and restoration of a cultural neighborhood. The Historic Albina Advisory Board provided its feedback in a large discussion group format, with a live poll administered at the end of the workshop to register members' positions on the various questions posed.

Feedback on Scenarios and Hybrids

As in Workshop 2, Historic Albina Advisory Board members had lots of discussion around the tradeoffs between choosing a scenario that provides the greatest amount of quality land and compromising for a hybrid concept that allows the project to move forward with less delay so that construction jobs for the Black community are not jeopardized. There were questions by some members about the Albina Vision Trust's role in the project and whether they had influenced the Independent Cover Assessment team's final designs which the Independent Cover Assessment team reported they had not. Some Historic Albina Advisory Board members' concerns seem to arise from the community forum that was sponsored by the National Association for the Advancement of Colored People on Sunday, May 30, 2021 that featured Winta Yohannes from Albina Vision Trust and Jeff Moreland from Raimore Construction representing the two juxtaposed points of view on how to proceed with the cover design scenario. The two opposing camps started developing between the Black contracting community involved with the project and the broader cross-section of Black community participants after the Independent Cover Assessment's community engagement results from Work Session 2 were made public and it became clear that certain segments of the Black community were primarily interested in securing a more transformative cover design scenario to meet Black Historic Albina community members' restorative justice goals, rather than settling for a less restorative cover design that allowed the project to maintain its current schedule. The Independent Cover Assessment team live polled the Historic Albina Advisory Board members about their scenario and hybrid preferences, and their opinions about the formation of a new governance entity at the end of the Workshop 3. Their responses are reflected below.

Question: Rank each scenario in terms of how well it maximizes community benefits and provides restorative justice to the Black Historic Albina community.

**HAAB Live Polling Results – 10 Participants**

members expressed some concerns about who gets to participate in defining the governance structure for the control, planning and development of the Rose Quarter Improvement Project cover land and remnant parcels. Some members asked why the Independent Cover Assessment was making a specific recommendation about this and how it fit within the Independent Cover Assessment's scope of work to design alternative scenarios. Another member asked why the Independent Cover Assessment was recommending the creation of a new Black-led governing entity when there were already other organizations in the community who might be able to take on this work. They also asked whether the Independent Cover Assessment had talked to any of the other organizations, i.e.: the Williams and Russell Project Working Group, that were already doing community development projects in the area.

The Historic Albina Advisory Board members generally expressed that they felt this work needed to be led by Black community members to ensure that the benefits from the development on the land accrued to the Black Historic community, but they had mixed views on the need for a new independent entity being formed to do this work which were reflected in their live poll results. About 40% of members present supported the formation of such an entity, while 30% were neutral, and 30% did not support the formation of a new governing entity to do this work. The question that was asked of Historic Albina Advisory Board members and their polling results on the governance question are reflected below.

Question: Do you support the creation of a new governance entity to ensure that highway cover development meets the Black Historic Albina community's goals?

Historic Albina Advisory Board Live Polling Results - 10 Participants

Strongly Support	Support	Neutral / Undecided	Do Not Support	Strongly Do Not Support
3	1	3	1	2
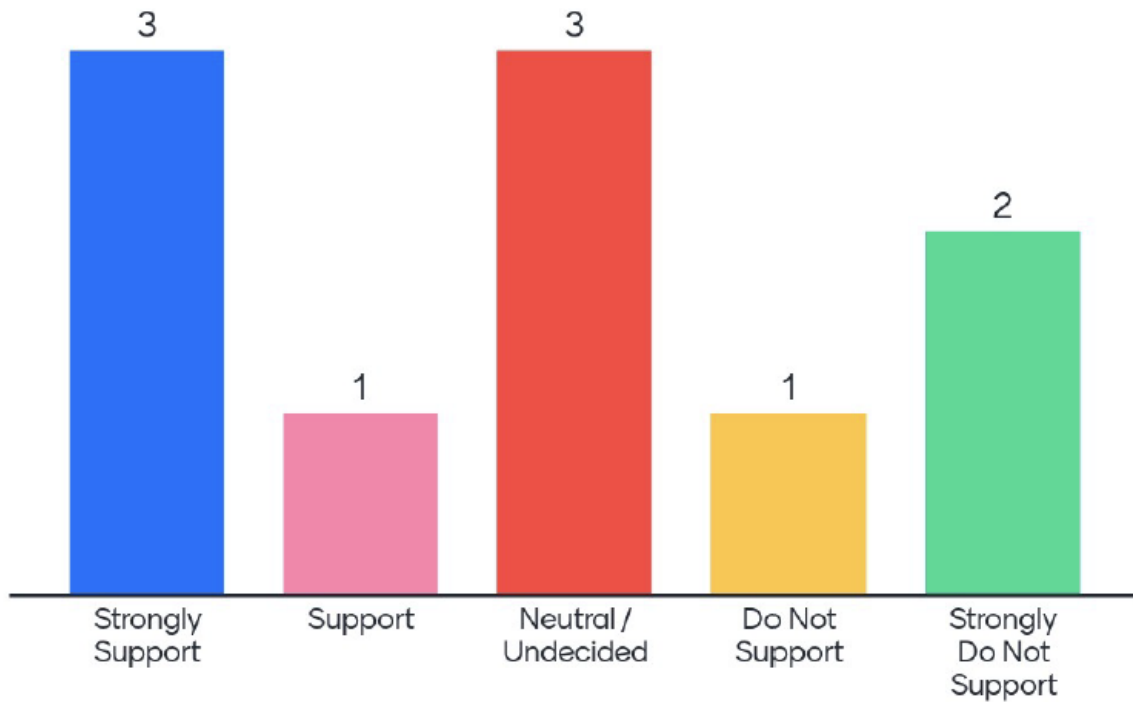
4. Executive Steering Committee Workshop 3

Background

The Independent Cover Assessment Team conducted an abbreviated workshop with the Executive Steering Committee on June 7, 2021. The team's engagement process requires it to solicit feedback from the Executive Steering Committee members during each of its three Work Sessions. The Executive Steering Committee will ultimately have the responsibility to make the final cover scenario recommendation to the Oregon Transportation Commission once the Independent Cover Assessment team completes its work.

Executive Steering Committee membership is made up of twelve major public stakeholders who have an interest in the overall outcomes of the I-5 Rose Quarter Improvement Project. Its members include representatives from the governor's office, the Oregon Transportation Commission, TriMet, Metro, Portland Public Schools, the Black contracting community, labor, the trucking industry and others. Nine of the committee members were present for the Independent Cover Assessment abbreviated workshop.

Executive Steering Committee members were presented with the same information provided to community workshop participants and Historic Albina Advisory Board members. The Executive Steering Committee provided its feedback in a large group setting.

Feedback on Scenarios and Hybrids

Executive Steering Committee members spent most of the discussion time asking the Independent Cover Assessment team questions about the technical feasibility of the concept scenarios and hybrids, particularly Scenarios 4 and 5. Several of the committee's questions focused on understanding the development potential of the covers and remnant parcels or querying the Independent Cover Assessment about its analysis of the impacts of these scenarios on transit operations and traffic flow through the area and off the highway.

The committee also wanted to better understand the estimated timeframe and costs of the Environmental Assessment reevaluations needed for the pursuit of Scenarios 4 and 5, or Hybrids 2 and 3 due to the proposed ramp relocations included in these scenarios and hybrids. There were also comments made about the need to better understand the overall costs of pursuing these alternative scenarios and hybrids.

Some ESC members stated that they did not feel like they understood all the implications well enough to make a decision to support one of these more transformative scenario options at this point. The Independent Cover Assessment team was also queried about whether the estimated delay for the Environmental Assessment reevaluations had been factored in to the cost estimates presented to the committee and if the team had given any thought to who should be responsible to pay for the added project costs of providing a highway cover that maximizes the land provided for restorative justice and its development potential for the community's benefit. Finally, the Independent Cover Assessment team was asked whether there had been any analysis done on the economic benefits that could be generated from the future development on and around the cover for comparison to the economic benefits that were proposed to be created from construction jobs and contracting on the project.

Executive Steering Committee members asked several questions to clarify the development potential of the scenarios presented. Metro's President Peterson asked whether there had been any study of what the cost for building a cover that could support more than five-story buildings might be. The Independent Cover Assessment shared that its analysis indicated that to go beyond 5 stories would require a reconfiguration of the mainline and a reduction of the highway cover width. The Independent Cover Assessment team stated it did not specifically study what it would cost to build the cover to support more than five stories of development because its scope restricted it to retain the current mainline configuration.

There were questions from Bryson Davis and Steve Witter about the acreage numbers for on- and off-cover land parcels, and why the Independent Cover Assessment included certain off-cover parcels in the developable land calculations for its scenarios when these parcels were not included in the 20% design. The Independent Cover Assessment responded that all off-cover parcels included in its scenarios were included in the approved Environmental Assessment Area of Potential Impact for potential acquisition for either a transportation or non-transportation related use in the project. The Independent Cover Assessment was proposing that as much of the land as possible designated for non-transportation use be made available to the new Black ownership entity for its use at the end of the project to further the restorative justice goals of the project.

Bryson Davis also asked whether there would be an economic benefit analysis provided regarding the development potential of the cover land and remnant parcels. The Independent Cover Assessment indicated that there would be some general economic analysis of what the economic multipliers might be based on the development potential allowed under current zoning. However, it was noted that this wasn't as relevant to this project scope given that the main objective was to provide land back to the Black Historic Albina community and allow any new governing entity to decide how best to develop it for the benefit of the community.

Some Executive Steering Committee members had specific questions about the impacts of Scenarios 4 and 5 on transit delays and traffic flows off the freeway and through the area. Steve Witter from TriMet asked about the mobility rankings the Independent Cover Assessment team had assigned Scenarios 4 and 5 in its Development Assessment Framework and wanted to know exactly what was evaluated to come up with the mobility rankings for these two scenarios. He stated that his feeling was that these two scenarios had a negative impact on transit operations and without more qualitative analysis of the transit impacts it would be difficult for him to feel differently or know whether the negative impacts on transit could be overcome. The Independent Cover Assessment team indicated that it would provide some additional analysis to address this issue. President Peterson indicated that the Metro Council is also interested in how transit can be prioritized through the area in any scenario that is recommended. Marlon Holmes asked if moving the ramps improved the traffic flow off the mainline and whether the curvature of the relocated ramps proposed in Scenarios 4 and 5 could accommodate larger trucks. The Independent Cover Assessment's technical team members assured him that these issues had been included in their preliminary feasibility analysis and that no fatal flaws were detected relative to these issues and that further analysis of these items might be needed.

There were also questions about the proposed 6-18-month Environmental Assessment reevaluation timeframe shown in the Independent Cover Assessment's presentation, and what exactly was the source of the estimated delay. Bryson Davis wanted to understand what was different in Hybrids 2 and 3 from Scenarios 4 and 5 that had them ranked as less risky. The team indicated that the relocation of the north ramps in Scenarios 4 and 5 presented the greatest potential risk of delay for Environmental Assessment reevaluations given that there would have to be additional right-of-way secured from the Travelodge property that is listed as a historic property. Brendan Finn commented that he is still concerned about any additional environmental justice impacts on the Madrona housing site due to the relocation of the southbound off-ramp moving south of the cover.

At the end of the workshop, Executive Steering Committee members were asked to comment on what information, in addition to what had already be provided by the Independent Cover Assessment team, they felt they still needed to be prepared to make a cover recommendation later in June. Marlon Holmes stated that there were still lots of unknowns about Scenarios 4 and 5 that he felt would take time and cause delays to answer.

President Peterson indicated that she wanted to know whether five-story development on the cover is economically feasible and whether it was actually viable to build the cover to support more development. She indicated that maximizing the programmable land and development opportunity of the land was going to be an important consideration for the Metro Council.

Dr. Ebony Amato stated that she would like a better understanding of the economics of the overall project so she could understand the true cost of the project relative to any scenario.

Kristen Sheeran from the governor's office stated that she really needed to have more information about the cost of constructing the overall project, i.e.: what is the funding source for the total project cost. She also indicated that she needed more clarity around the actual Environmental Assessment reevaluation timeframes involved with moving forward with each scenario, and a better understanding of the public and private costs that are available to support the cover development.

Jana Jarvis from Oregon Trucking Associations said she needed more clarification about the costs for the cover and the overall project costs. She asked who is going to be responsible for the costs, or what portion of the costs, for creating a more developable cover. Is it ODOT? She indicated that the truckers right now are the major payers for the Oregon highway system. She also stated she is anxious to get this project under construction and wants to make sure that any scenario chosen is going to be engineered to accommodate big trucks.
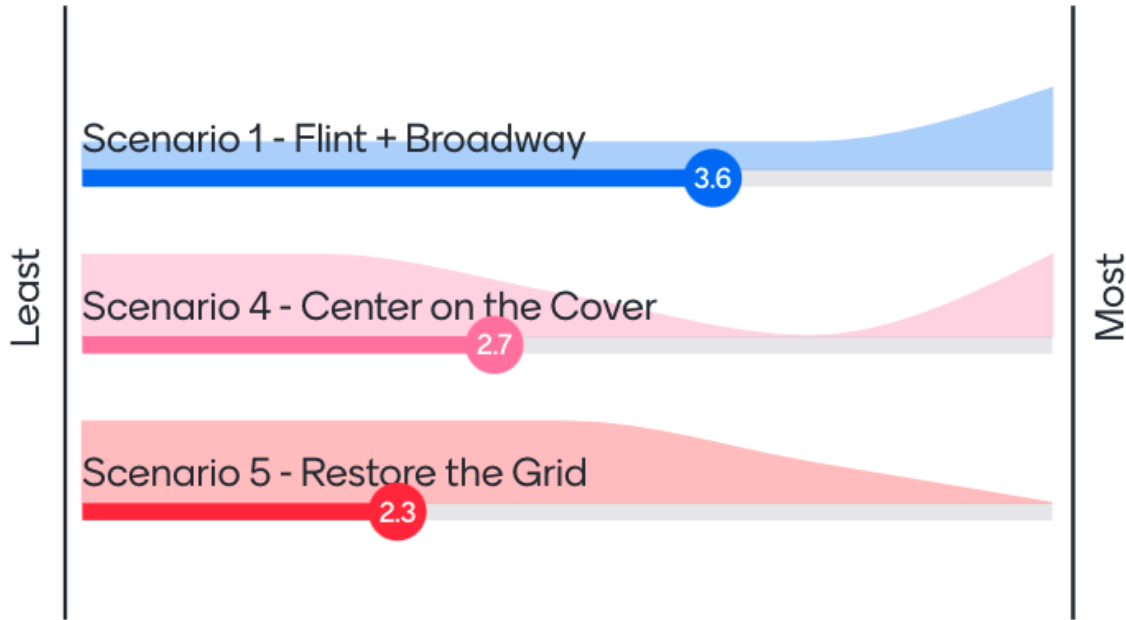
Chair Simpson indicated that he thinks that the full cost of the estimated Environmental Assessment reevaluation delay needs to be factored into cost estimates for all of the Independent Cover Assessment scenarios, and Steve Witter of TriMet indicated he really wants to see the additional qualitative analysis on the transit impacts for Scenarios 4 and 5.

Bryson Davis commented that if the project had maximized all of the desired community benefits from the beginning, ODOT wouldn't be facing potential delays in the process now.

Executive Steering Committee members were live polled at the end of Workshop 3 on their scenario and hybrid preferences. Below are the questions asked and their responses.
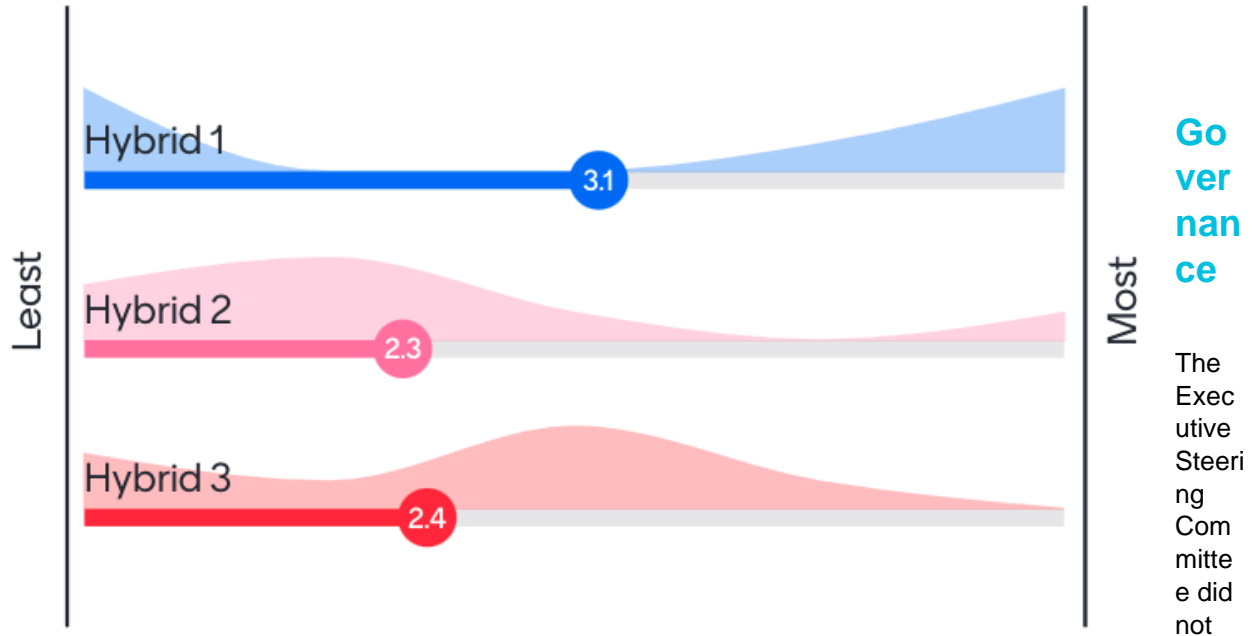
Given the Independent Cover Assessment's additional analysis of tradeoffs, which of the original scenarios do you feel provides the greatest benefits and overall restorative justice to the Black Historic Albina community?

Executive Steering Committee Meeting – 7 Participants

If agreement cannot be reached on one of the original scenarios which of the hybrid concepts do you think provides the greatest benefits and overall restorative justice to the Black Historic Albina community and should be considered as an alternative scenario for recommendation?

Governance

The Executive Steering Committee did not ask any questions or spend much time discussing the governance considerations proposed by the Independent Cover Assessment team in its workshop. In the live poll at the end of Workshop 3, 50% (3) of the six Executive Steering Committee members who responded to this question in the live poll indicated they were neutral on forming a new governing entity to control and develop the cover land and remnant parcels, 33% (2) of the six members indicated that they supported the formation of such an entity, and only one member did not support its formation. The live poll results were as follows:

Question: Do you support the creation of a new governance entity to ensure that highway cover development meets the Black Historic Albina community's goals?

Executive Steering Committee Meeting - 6 Participants

|				
1	1	3	1	0
Strongly Support	Support	Neutral / Undecided	Do Not Support	Strongly Do Not Support
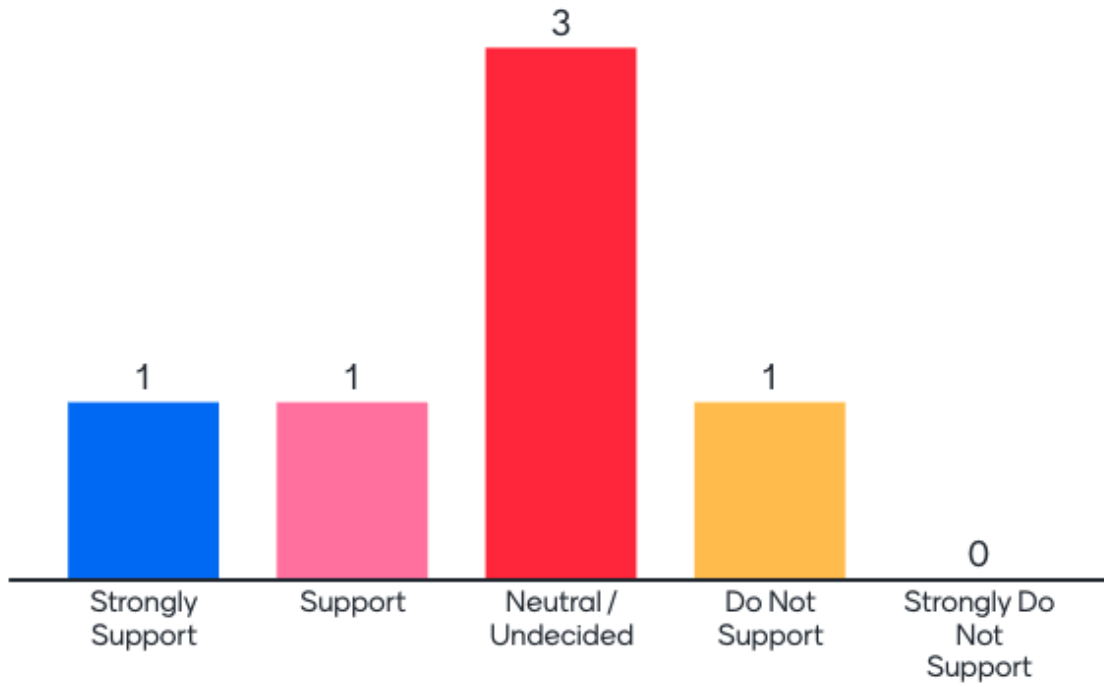
5. Online Open House 3

Background

The Independent Cover Assessment team hosted the Work Session 3 Online Open House on its website from June 5 – June 20, 2021. This was the third and final online open house that was held. The online open houses allowed the Independent Cover Assessment team to solicit feedback from a broader range of community stakeholders who may not live or operate from within the project area. There were 479 visitors to site, of whom 128 took the online survey. This online open house had more Black and BIPOC participation than the previous two work sessions. Black participation was 19% and BIPOC participation was 12% in this final online open house. Below is the detailed racial breakdown of the final online open house survey participants.

Race/Ethnicity
Participants could select all that apply.
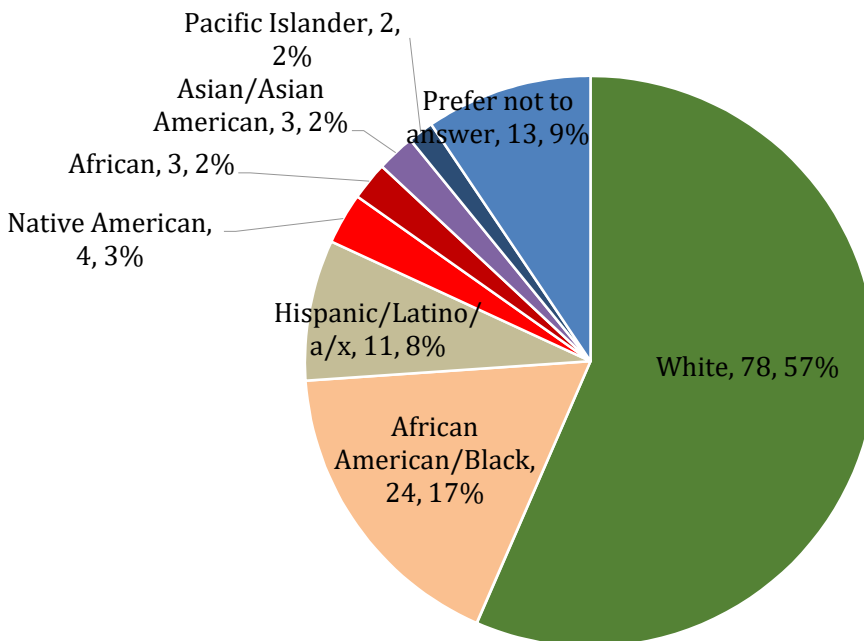
The materials shared in the online open houses allowed all stakeholders to stay up to date with the Independent Cover Assessment process and provide progressive feedback that supports the development of the priority outcomes, preferred design scenarios, and other considerations that ultimately

will inform a final cover development scenario recommendation by the Executive Steering Committee. The recommendation was originally scheduled to be made in June 2021 and was deferred by ODOT prior to the Oregon Transportation Commission's July 2021 meeting.
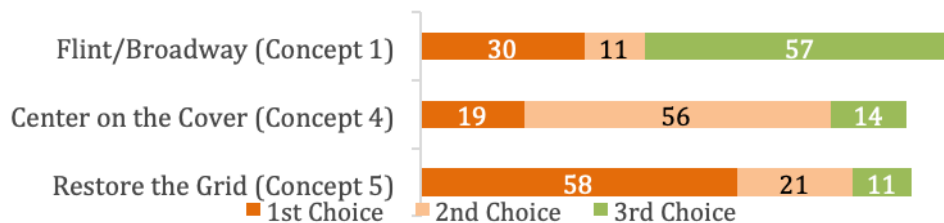
The online open houses also have provided additional opportunities for members of the Black Historic Albina community who did not participate in the targeted community workshops to provide feedback on the development and evaluation process of the preferred cover scenarios. The intent of the online open houses was to ensure that everyone can provide feedback on the proposed benefits and tradeoffs of the various cover design scenarios and provide feedback on which alternative scenarios they feel best support community benefits and restorative justice goals for the Black Historic Albina community.

Feedback on Final Scenarios

. Participants were asked to review three cover scenarios: Flint/Broadway (Scenario 1), Center on the Cover (Scenario 4), and Restore the Grid (Scenario 5). These scenarios were first presented in Online Open House 2 and chosen as the preferred scenarios to be carried forward for further study and analysis and modified to reflect community stakeholders' feedback. Following the review of the three final scenarios, participants were asked to rank them based on community benefit, restorative justice, and balancing the risks associated with schedule and cost considerations.

Concept 5 had the greatest number of participants who ranked it as their first choice (57% of all first-choice votes). Concept 4 received the most votes as a second choice (64% of all second-choice votes), and Concept 1 received the most votes as the third choice (70% of all third-choice votes). Below is the question and the graph representing online open house participant votes.

Question: Rank the three scenarios according to how well you think they maximize community benefits, provide restorative justice, and balance risks associated with schedule and cost.

	1st Choice	2nd Choice	3rd Choice
Flint/Broadway (Concept 1)	30	11	57
Center on the Cover (Concept 4)	19	56	14
Restore the Grid (Concept 5)	58	21	11

Feedback on Hybrids

Participants were also asked to review how best to modify design elements in each of the design scenarios to improve upon long-term restorative justice outcomes while also attempting to minimize some of the project schedule risks and delay in other economic benefits and opportunities that are tied to the current schedule. Online open house participants were asked to prioritize the hybrid options as alternatives to Scenarios 4 and 5 if these scenarios were judged to be unacceptable due to the schedule delays associated with their implementation. The three hybrid options that participants were asked to rank were:

- *Hybrid 1*

This hybrid option incorporates the Vancouver/Flint Connection, a design element from Concept 4, to replace the Hancock/Flint Connection to provide more developable land on the cover.

- *Hybrid 2*

This hybrid option also incorporates the Vancouver/Flint Connection and moves the southbound on- and off-ramps south of the cover, a design element from Concepts 4 and 5.

- *Hybrid 3*

This hybrid scenario restores the Hancock/Flint Connection and reconnects Flint north across the cover, while also moving the southbound on- and off-ramps south of the cover.

Participants were asked which of the hybrid options they would prefer if Scenarios 4 and 5 were judged to have too much schedule risk to be recommended by the Executive Steering Committee. Not everyone who participated in the survey ranked the hybrids but of those who did, Hybrid 1 got the most first-choice votes by a small margin, and also got the most third-choice votes. The number of participants who chose Hybrid 1 as their third choice were much greater in number than the participants who chose it as their first choice. Hybrid 2 got the most second-choice votes. Hybrid 3 did not rank the highest choice based on the total number of votes cast for each choice level. The results of what preferences participants had for the hybrid scenarios were not exactly clear from the online survey. The question asked about the hybrids and the survey results follow.

Question: If Scenarios 4 and 5 are judged to have too much schedule or cost risk by the Executive Steering Committee, which of these hybrids do you prefer as an alternative option?
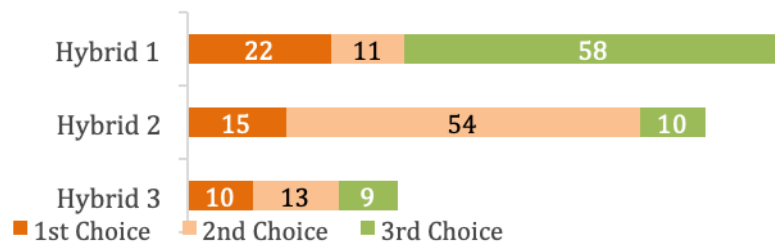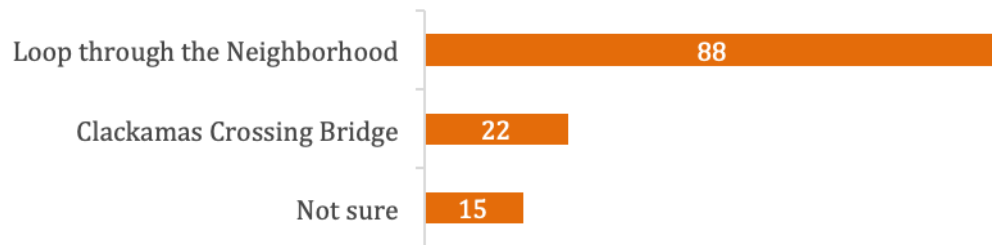
Element Choices

Green Loop Choices

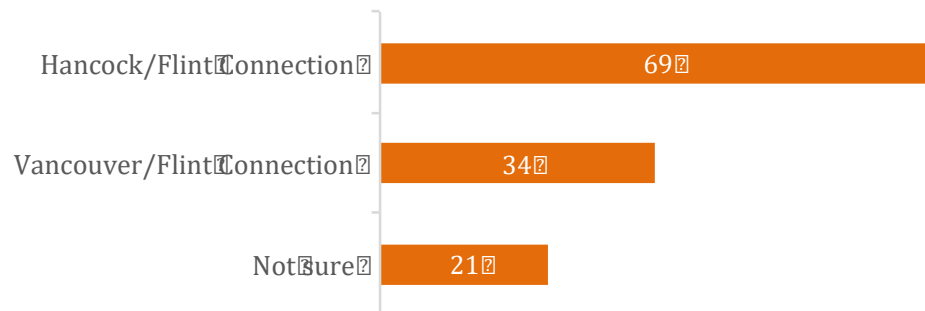**Question: Which approach to the Green Loop do you prefer?**

A total of 126 people responded to this question.

Choice	Responses
Loop through the Neighborhood	88
Clackamas Crossing Bridge	22
Not sure	15

Streets Choices

Question: Which approach to Streets do you prefer?

A total of 124 people responded to this question.

| Choice	Responses
Hancock/Flint Connection	69
Vancouver/Flint Connection	34
Not sure	21

Highway Ramp Choices

Question: Which approach to ramps do you prefer?

A total of 126 people responded to this question.
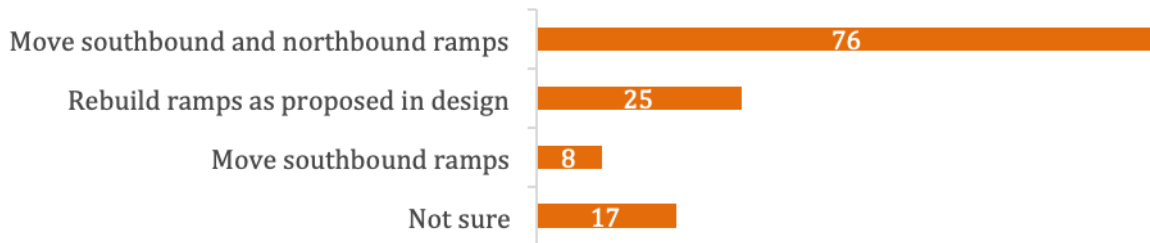
Question: Which benefits were the most important to you in choosing between elements? *(Check all that apply.)*

Participants indicated which benefits were most important when choosing between the elements and could select all that applied.
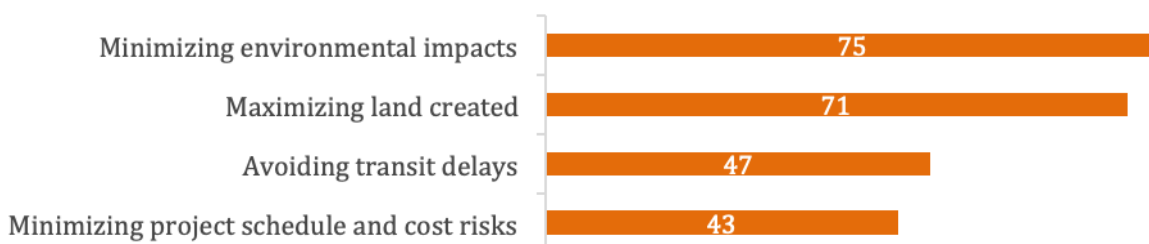
Community Vision

In Work Sessions 1 and 2 we heard from the community workshop participants that the desired community programming priorities and outcomes could best be achieved when the following design objectives are applied in creating the canvas for a restored neighborhood on and around the covers.

Objectives:

- Maximize quality, developable land area for community ownership and redevelopment.
- Create efficient blocks and parcels that can include a variety of buildings, civic spaces, green spaces, and provide active street frontages in the neighborhood.
- Minimize multi-modal travel conflicts and provide safer pedestrian-oriented neighborhood streets.
- Minimize exposure to noise and air pollution in the area.

We asked online open house participants to tell us whether they agreed that these principles should be weighed when considering the final recommendation for the cover design scenario. Sixty-seven percent of the respondents agreed, 20% were neutral, 9% were not sure, while 4% disagreed with weighing these objectives to help define the final cover scenario recommendation and the quality of highway cover that is delivered for development and use by the Black Historic Albina community. Below is the question and response for whether there was agreement for adopting a community vision against which to evaluate cover scenario recommendations.

Question: Do you agree that these are the key community objectives that need to be weighed in developing any alternative cover design scenario recommendation to the Oregon Transportation Commission?

A total of 122 people responded to this question.

| 44 | 38 | 24 | 5 | 11 |

0

■ Strongly agree ■ Agree ■ Neutral ■ Disagree ■ Strongly disagree ■ Not sure

Governance

During the engagement process, community participants provided feedback that maximizing community benefits for the Black Historic Albina community would require a governance and leadership structure that reflects the multi-faceted perspectives of the Black Historic Albina community. The Independent Cover Assessment team researched other governance models for community development and came to the conclusion that in addition to the technical project design and development work being done by ODOT and other government agencies, the future development on the highway covers should be stewarded by a new Black Albina cover development commission. This commission would have the authority to plan, monitor, manage, and oversee future development activity on the highway cover and on any remnant parcels created by the I-5 Rose Quarter Improvement Project.

The Independent Cover Assessment's research suggested that this commission would need to be formed by a legally binding agreement that requires the coordination and cooperation of multiple levels of government and community stakeholders, and its decision-making power would need to sit with Black community members and representatives. Our findings also suggested that in order for this commission to be maximally effective, the entity would need to be:

- Led by Black community representatives
- Independent of ODOT and the Rose Quarter Improvement Project advisory committees
- Charged with creating a strategic development plan for the highway cover land and remnant parcels, and overseeing future development of this land
- Responsible for the long-term control and management of development on the highway cover and remnant parcels

We asked online open house participants if they agreed with this direction, and 56% of the participants agreed, 18% of the participants were neutral, 11% were not sure, and 15% of the participants disagreed with this approach. Below is the question that was asked of online open house participants and their response.

Question: Do you agree with this approach to creating a new governance entity to ensure that the highway cover development meets the Black Historic Albina community's goals?

A total of 122 people responded to this question.
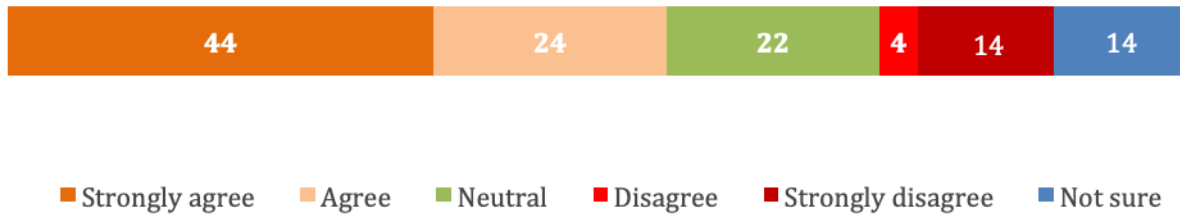
About 49% of the survey takers indicated they lived in zip codes located in inner N/NE Portland neighborhoods. Online survey takers came from 21 other zip codes that had fewer than 5 survey participants in them that are not shown in the chart below.

ZIP Code	#
97212 (Alameda, Beaumont-Wilshire, Eliot, Grant Park, Hollywood, Irvington, King, Sabin) and 97211 (Concordia, E. Columbia, King, Sabin, Vernon, Woodlawn)	37
97217 (Arbor Lodge, Bridgeton, Hayden Island, Humboldt, Kenton, Overlook, Piedmont)	11
97214 (Buckman, Hosford/Abernathy, Kerns, Laurelhurst, Richmond, Sunnyside)	6
97227 (Boise, Eliot, Overlook)	5
97213 (Center, Grant Park, Hollywood, Montavilla, Rose City Park, Roseway)	5
97202 (Brooklyn, Creston Kenilworth, Eastmoreland, Hosford Abernathy, Reed, Sellwood-Moreland)	5