

December 14,
2020

ESC Meeting

ODOT // I-5 Rose Quarter Improvement Project

Independent Cover Assessment

ZGF





Agenda

- 01** Introduction
ZGF
- 02** Facilitation Needs
Assessment
ZGF
- 03** Record Review
ZGF
- 04** Preview Development
Assessment Framework
ZGF
- 05** Next Steps
ZGF

ESC Role

Directing the Independent Highway Cover Assessment consultant team in assessing the highway cover design and recommending scenarios to be presented to the OTC for direction and approval.

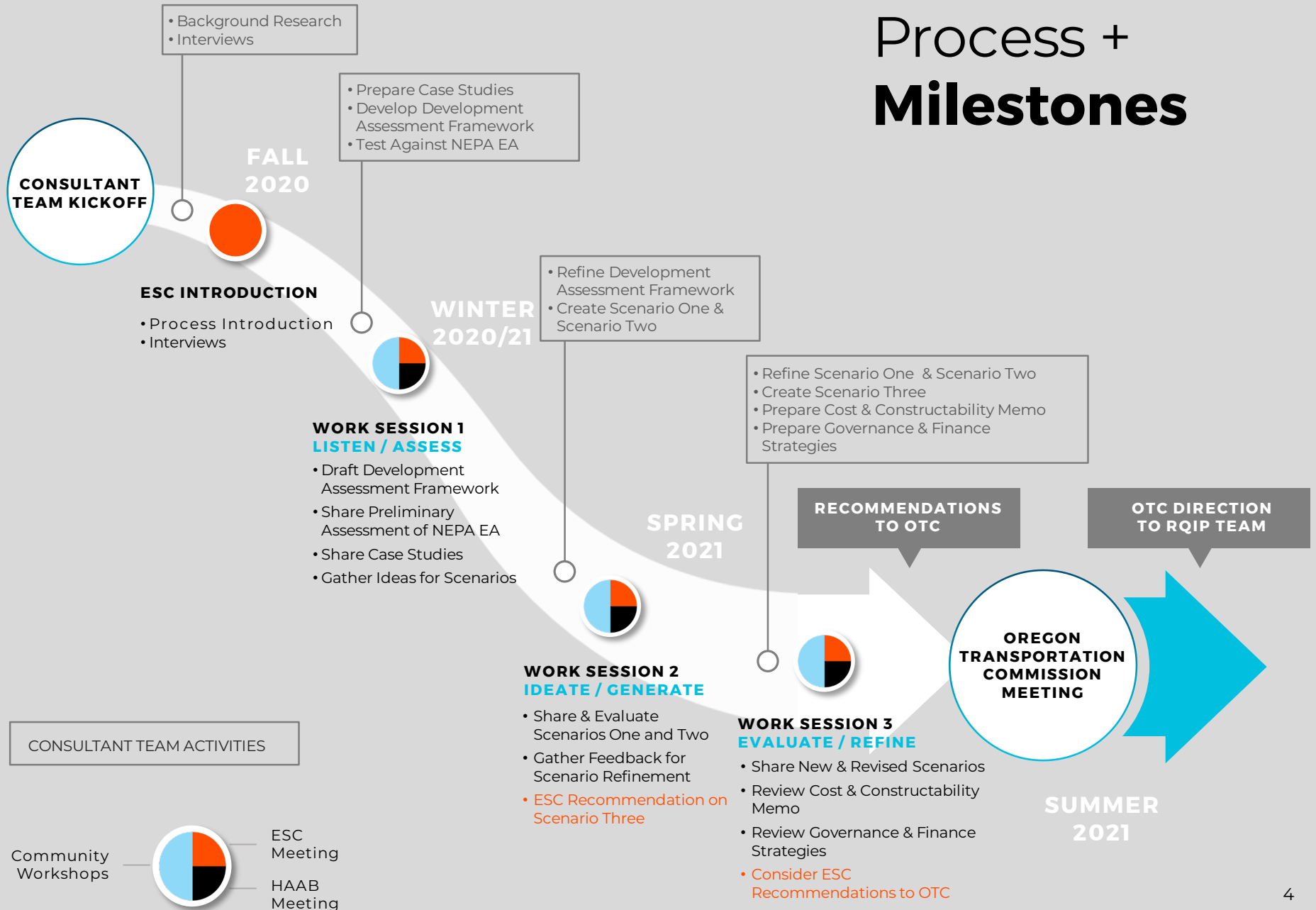
HC3 Role

The HC3 will serve as the staff working group to support the Independent Cover Assessment Team's development and refinement of the three development scenarios and to review and provide input on the deliverables (to be considered by) the ESC and OTC.

ICA Role

The consultant team is solely responsible for the analyses developed and presented to the ESC, and will frame decisions, but not make recommendations.

Process + Milestones



An aerial photograph of a city, likely Seattle, featuring a large stadium with a distinctive white, ribbed roof. A river flows through the city, with several bridges crossing it. The background shows rolling hills under a cloudy sky. The entire image has a teal color overlay.

Facilitation Needs Assessment Draft Report

Facilitation Needs Assessment

Framing

- Task 3.1 Facilitation Needs Assessment that informs the Task 3.2 Implementation of Facilitation Needs Assessment.
- Clarification on remaining questions.
- Update on community engagement activities.

Facilitation Needs Assessment

Purpose

- Define Independent Cover Assessment (ICA) Process
- Integrate Cover Public Engagement with I-5 RQ Public Engagement
- Define ICA Independence
- Draft a Highway Cover Coordinating Committee (HC3) Charter
- ESC alignment with approach in the Facilitation Needs Assessment
- Many items have already been addressed in prior ESC meetings

Facilitation Needs Assessment

Remaining Topics for ESC

- *Definition of “Community” for PI Work*
- *Restorative Justice: Contextual Expectations for Covers*
- ICA Role and Independence in ESC Charter
- Highway Cover Coordinating Committee (HC3) Role in the ESC Charter
- Additional HC3 Members

Facilitation Needs Assessment

ICA Independence in ESC Charter

The ICA team proposes the ESC add the following to the ESC Charter:

The ESC directs the Independent Highway Cover Assessment consultant team (ICA) in assessing the highway cover design and creating the highway cover design scenario(s) to be recommended to the OTC for direction and approval.

The term “independent” means the ICA team is not controlled by ODOT and is guided by the ESC. The ICA team is objective and impartial. It advocates for a transparent and inclusive process, but it does not advocate for any stakeholder, their interests, or for a particular outcome. Being objective means the ICA team calls “balls and strikes” as it sees them.

Facilitation Needs Assessment

HC3 Role in ESC Charter

ESC should consider adding this language to the ESC Charter:

The Highway Cover Coordinating Committee (HC3) will serve as the staff working group to support the ICA team's independent development and refinement of the three development scenarios. It will review and provide input on the deliverables to be considered by the ESC for its recommendation to the OTC. The HC3 will provide a forum for the discussion of ICA work progress, schedule, change management, and other relevant topics. It will also provide meaningful feedback to the ICA team on the cover process and how information is communicated and fits into the overall I-5 RQ process. The HC3, with representatives from ODOT, Metro and PPS (and information made available to the City, County, and Albina Vision Trust). The ESC and HAAB facilitators, along with members of the Owner's Rep team, will participate for coordination purposes only.

ESC Discussion Questions:

- Is this language appropriate for the ESC Charter?
- Any suggestions for improvement?

Facilitation Needs Assessment

Additional HC3 Membership

Confirming ESC's decision to add additional HC3 members/voices.

Conceptual Proposal: Increase existing HC3 membership to include the following perspectives.

1. Representative(s) from the ESC selected by the ESC for purposes of providing ICA oversight
 - Consider adding non-governmental, community, and/or business voices
2. Representative(s) from the HAAB, to be selected by the HAAB
3. Representative(s) from the community at large, who have technical experience and/or insights that are representative of the Historic Albina Community, to be selected by the ESC from leaders in the community

Facilitation Needs Assessment

Additional HC3 Member Criteria

- Connections to community and community organizations
- Experience with transportation policy and projects
- Experience with governance and finance
- Experience with community cohesion and community uplift
- Experience with urban revitalization

Facilitation Needs Assessment

Additional HC3 Member Process

- ESC appoints ESC member(s) and community member(s) during the January 2021 ESC meeting
- HAAB meets and appoints its own member(s) in January 2021
- If requested by the ESC:
 - ICA team can present list of candidates to the HC3 in a criteria matrix
 - HC3 can vet community candidates for ESC approval
 - HC3 or ICA team can contact potential candidates to confirm interest

ESC Discussion Questions:

- Suggestions on Criteria?
- Suggestions on Process/Timing?

Community Engagement Outreach Categories

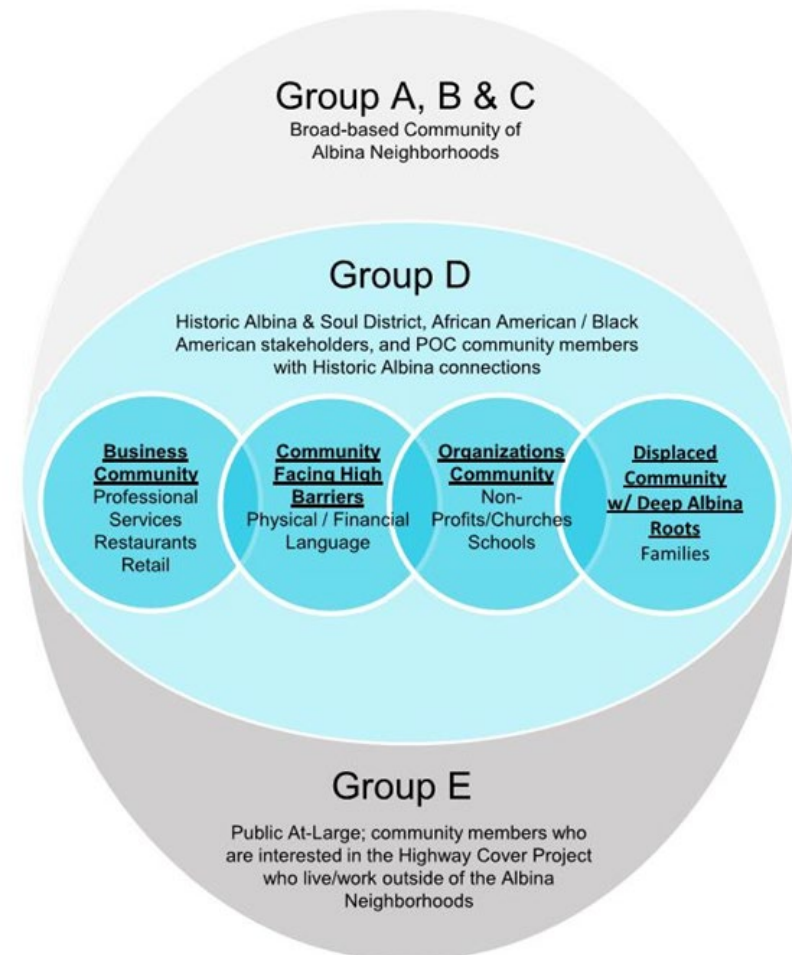
Group A Nearby Businesses

Group B Nearby Non-Profit Organizations / Schools / Churches

Group C Residents of Albina Neighborhoods

Group D Members of Historic Albina Community, with emphasis on Black community members & organizations

Group E Members of the General Public



Facilitation Needs Assessment

Discussion 10min

- ESC Charter
- Additional HC3 members
- General alignment with outreach categories

- Items to carry to next meeting:

A black and white photograph of a group of people in a meeting, with a blue overlay and the text "Record Review". The scene is set in a room with a wall covered in various documents and photographs. The text "ALLEY CLEAN UP" is visible at the top of the wall. Below it, there are several small photographs showing people engaged in community activities. To the right, a large grid-like chart or map is pinned to the wall. In the foreground, a group of people are seated around a table. On the left, a man in a suit and glasses is speaking and gesturing with his hands. Next to him, a woman in a patterned blouse is looking towards the speaker. In the center, an older man with glasses and a dark jacket is listening intently. On the right, another man in a suit and glasses is looking towards the speaker. A fourth man is partially visible on the far right. The table in front of them has papers, a pitcher, and a cup. The overall atmosphere is one of a formal yet collaborative meeting.

Record Review

Record Review

Framing

- Record Review is a shared document for project understanding serving ESC work.
- Urban Design and Technical Record Review.
- Observations found in the Record Review will be included in the Development Assessment Framework.

Record Review In Context

01

Listen / Assess

- Confirm Values & Outcomes
- Review RQIP Documents**
- Evaluate NEPA Environmental Assessment**
- Draft Development Assessment Framework

02

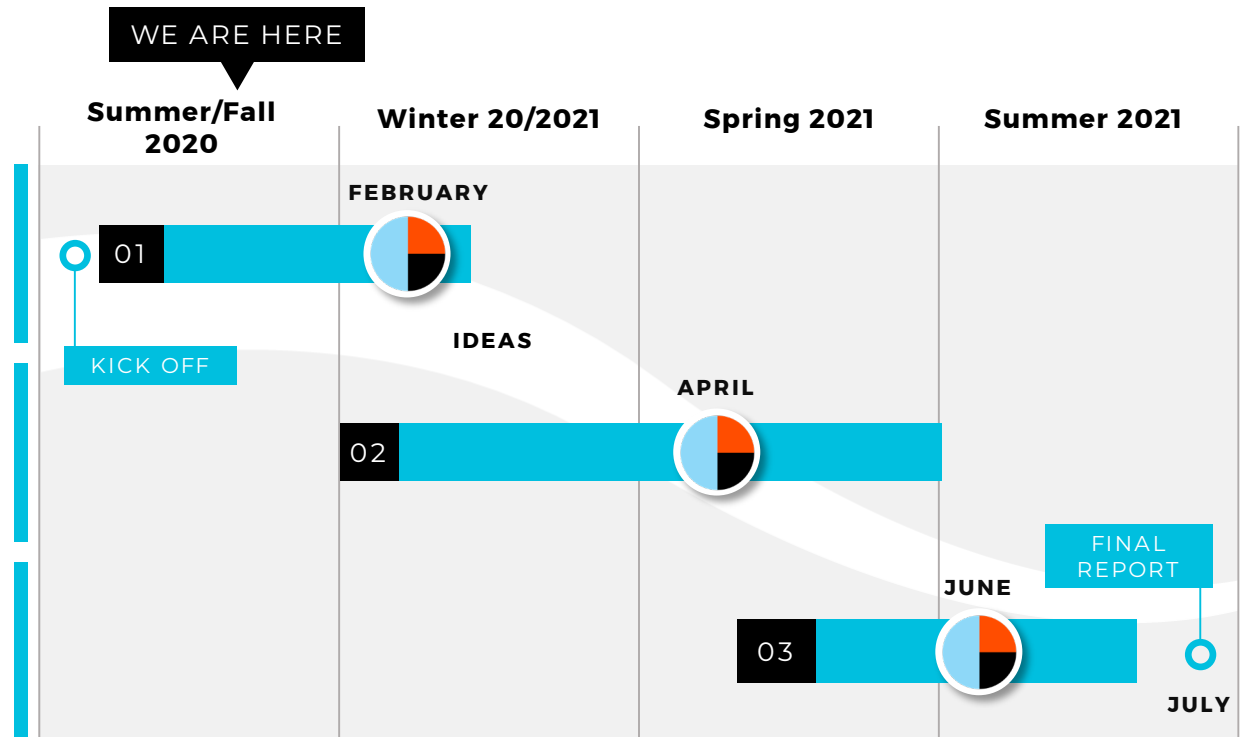
Ideate / Generate

- Generate Scenarios
- Evaluate Scenarios Against Values
- Consider Developing Additional Scenario

03

Evaluate / Refine

- Confirm Potential Partnerships That Add Value While Evaluating Their Costs, Risks and Revenue-Generating Potential.



Work Sessions



Record Review In Context

Record Review

ESC Values + Outcomes

- Restorative Justice
- Community Input and Transparent Decision-Making
- Mobility Focused
- Climate Action and Improved Public Health

Record Review Lens

Findings for:

- Community Cohesion
- Urban Design
- Governance + Finance
- Technical Engineering

Desired Outcomes + Opportunities

Desired community-oriented benefits that leverage opportunities to catalyze and reinforce ESC Values and Outcomes on the highway covers.

Values + Outcomes Matrix

ESC Values	A. Restorative Justice	B. Community Input and Transparent Decision-Making	C. Mobility Focused	D. Climate Action and Improved Public Health
ESC Values				
ESC Outcomes				
Assessment Team Outcomes				
Social Cohesion				
Development				
Technical				
Urban Design				

Decision Table

Active Metrics & Ratings	See below Schema	Metric = Data + ICA Rating	Metric = Data + ICA Rating	Metric = Data + ICA Rating	Metric = Data + ICA Rating	Metric = Data + ICA Rating	Metric = Data + ICA Rating	Metric = Data + ICA Rating	Metric = Data + ICA Rating	HAAR Rating! See, in red because they are scoring negatively!	Score/ Rank
WC		AA	Quant	OC	Const			AF	Cont		
CB		BP	Qual	CC	TI				LT		
6										Not just Preferred Scenario	Recommendation
										Because HAAR responses =	Decision
										Not just results	Decision
7	Scenario 1, EA										Result
8	Scenario 2, EA Update										Result
9	Scenario 3, TBD										Result

Development Assessment Framework

ESC VALUES	A. Restorative Justice	B. Community Input and Transparent Decision-Making	C. Mobility Focused	D. Climate Action and Improved Public Health	ASD Implementation	UCS Urban Design	UCS Construction Impact
Development Assessment Framework							
BASE CASE							
UCS High Level							
Development Rating							
UCS Rating							
ESC Rating							

Record Review **Lenses**



**Community
Cohesion**



**Governance
+ Finance**



Urban Design



**Technical
Engineering**

Record Review

Urban Design

What we reviewed.

The relevant documents and data.

Our assessment.

A summary of policies, plans, data and studies, with our analysis and findings.

Urban Design lens.

The urban design principles to which we applied our review and observations.



Urban Design Documents + Data

Historical Context

- Historic maps, aerials and data

Current Physical Context

- Existing maps, aerials and data

Applicable Policies + Plans

- Adopted I-5 Broadway/Weidler Facility Plan
- Adopted N/NE Quadrant Plan (Central City 2035)
- NEPA Environmental Assessment
- Albina Vision





Historic Context

The City of Portland - 1954

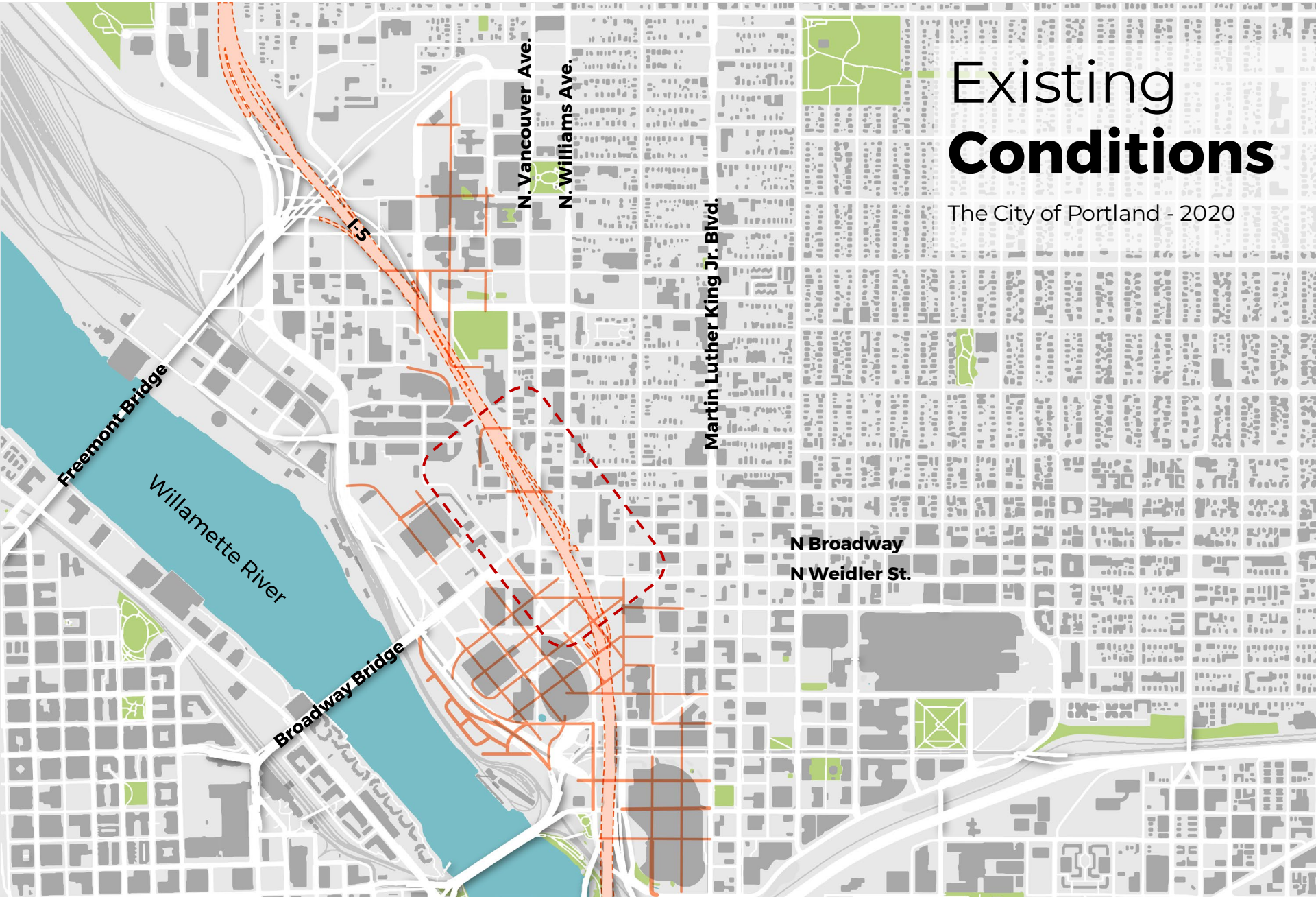
Historic Context

The City of Portland - 1954

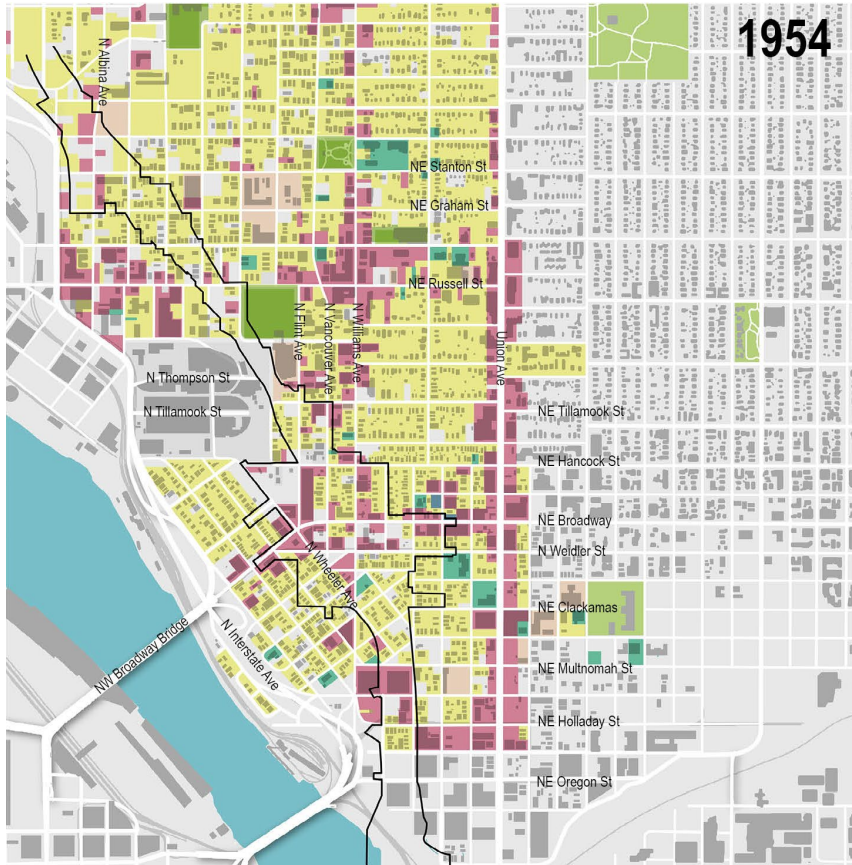


Existing Conditions

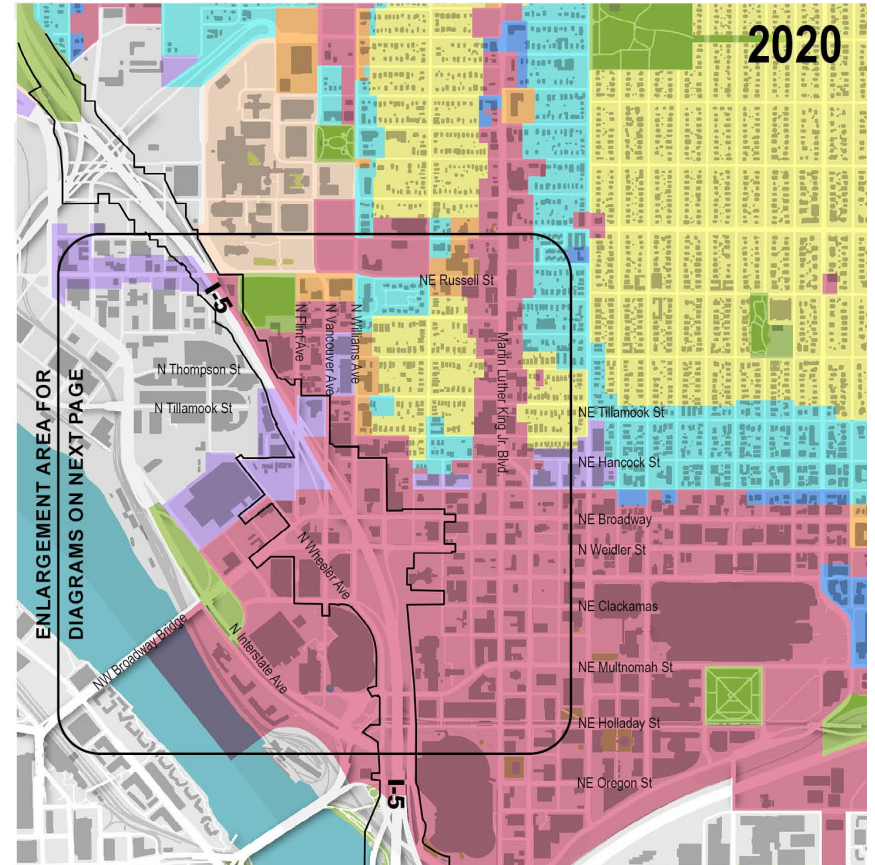
The City of Portland - 2020



Urban Design Zoning



- RESIDENTIAL
- COMMERCIAL
- RELIGIOUS / COMMUNITY
- INSTITUTIONAL / CITY SERVICE
- PARK



- RESIDENTIAL (R, RM)
- MIXED USE (CM, CX, EXD)
- INDUSTRIAL (IG)
- INSTITUTIONAL (C12)
- PARK (OS)

Plan Comparisons

Development



Figure 31: Existing conditions



Figure 32: EA Potential Development Sites

- NEW BUILDINGS PRECLUDED BY EA (ON COVERS)
- NEW BUILDINGS FACILITATED BY EA
- NEW BUILDINGS WITHIN THE API NOT AFFECTED BY EA
- EXISTING AND NEW BUILDINGS OUTSIDE THE EA
- COVER OUTLINE
- PARK/OPEN SPACE

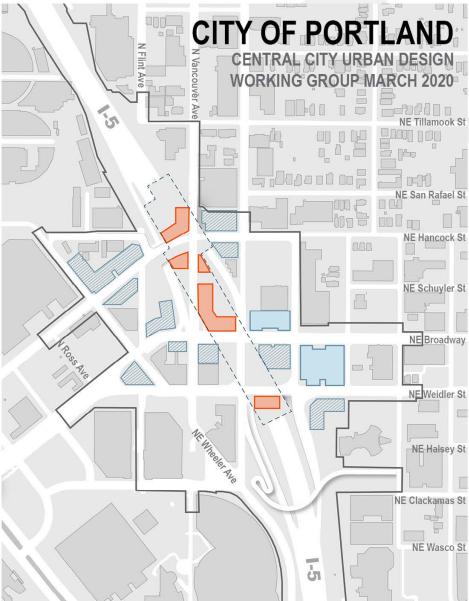


Figure 33: City of Portland Proposed Potential Development Sites

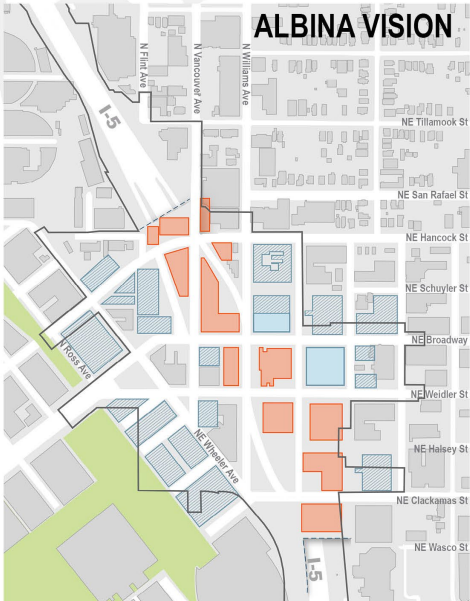
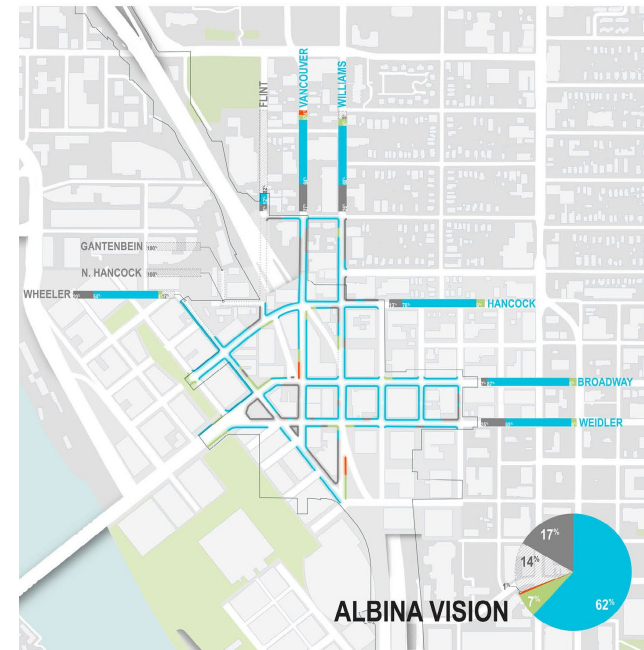
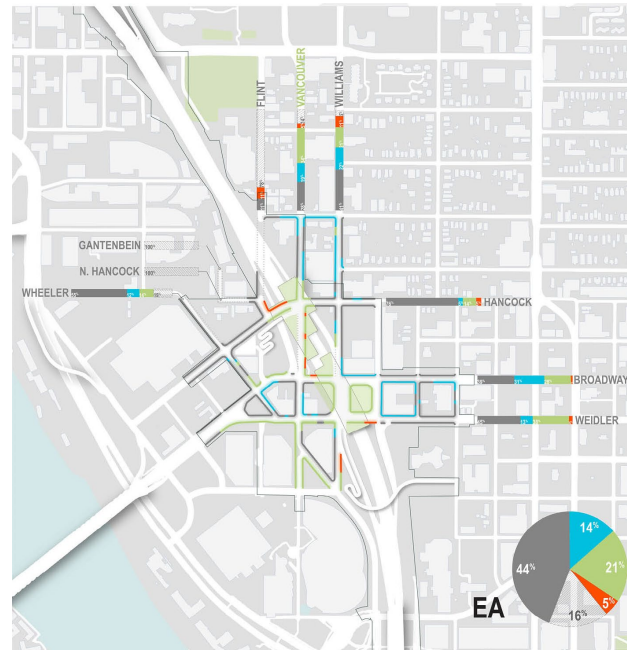
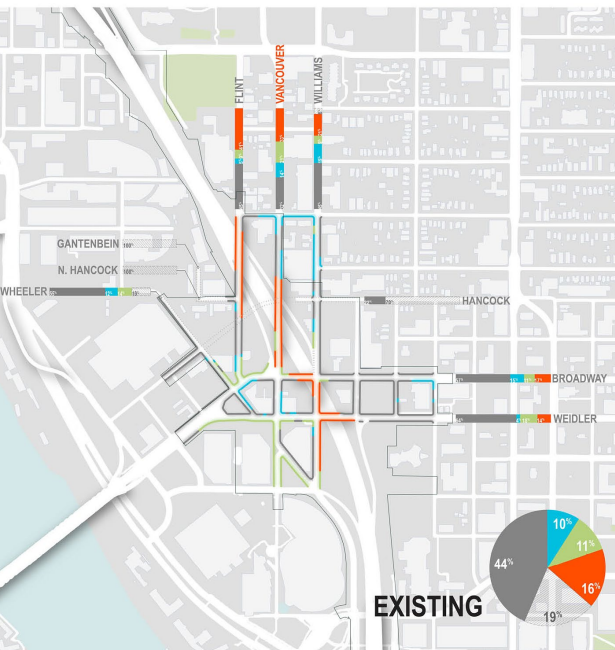







Figure 34: Albina Vision Proposed potential development sites

Plan Comparisons

Active Frontage



-  **Passive Frontage**
parking lot, blank wall, wall with windows above standing or sitting eye height, vacant lot
-  **Active Frontage***
building with windows and doors facing the street, plaza
-  **Vegetated Frontage**
landscaped area; trees and shrubs on private property, excludes street trees in right-of-way
-  **Freeway Frontage**
walkway abutting I-5 or with prominent views to and noise from I-5
-  **No Frontage**
lack of sidewalk

*The N/NE Quadrant Plan 2035 Performance Target for active street edges is: **At least 40%** of street frontages within the Lloyd District are occupied by buildings oriented to the street.

Urban Design **Lens**

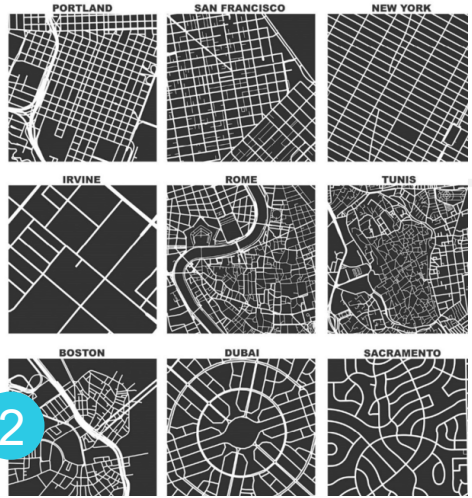
Urban design principles we have applied in our assessment and observations.

- 1 **Continuity**
- 2 **Connectivity**
- 3 **Character + Identity**
- 4 **Vitality**
- 5 **Resilience**



1

Continuity



2

Connectivity



3

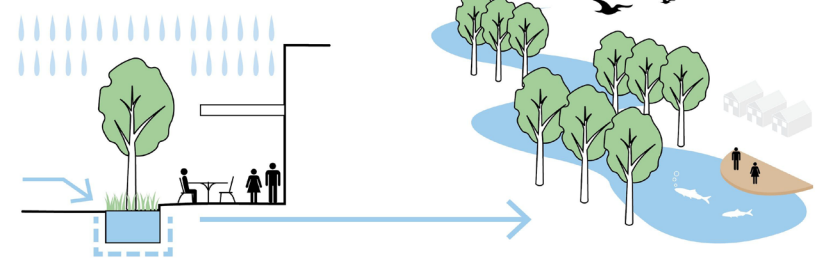
Character + Identity



4

Vitality

WATER SENSITIVE URBAN DESIGN



5

Reducing stormwater flow rates
Water Sensitive Urban Design can reduce and slow runoff from storms by as much as **5%** to reduce local and downstream flood risk

Supporting healthy waterways
Water Sensitive Urban Design can reduce by **80%** pollutant particles from entering our creeks, rivers and dams

Urban Resilience

Urban Design Lens

Historic

1

Continuity

Buildings are similar in scale, mature neighborhood tree canopy, consistent street grid provides similar streetscape.

2

Connectivity

Small blocks and a well-connected street network.

3

Character + Identity

Small-scale, diverse land uses, consists of a large amount of housing. People are rooted through their residence, profession and social networks within the Albina Community.

4

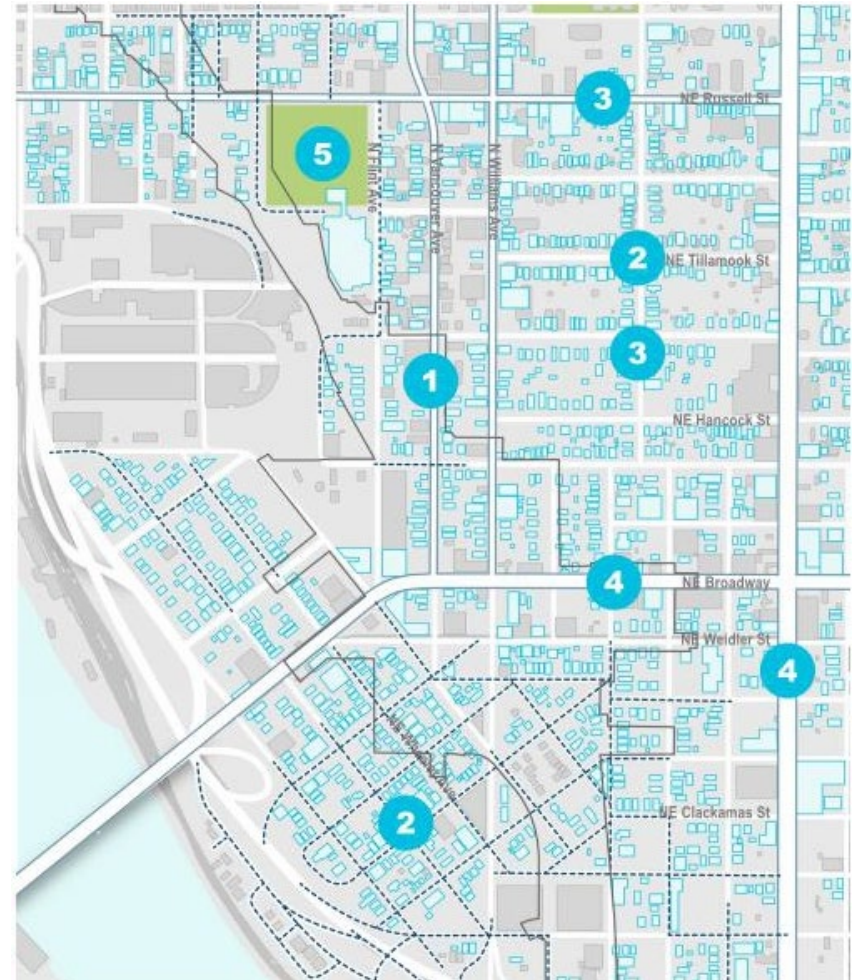
Vitality

Broadway and Union Ave. are a major connectors proving access to retail and commercial businesses.

5

Resilience

The green space at Harriet Tubman Middle School supports the physical and mental health of the community.



Urban Design Lens

EA

1

Continuity

The proposed changes at the interchange alone do not address continuity within the broader neighborhood.

2

Connectivity

Two additional connections have been made at Hancock/Dixon and the Clackamas Pedestrian Overcrossing. The covers also provide additional physical and visual connectivity.

3

Character + Identity

The covers' program could add to the character and identity of the neighborhood. Development associated with the RQIP could serve the nearby community and have an impact on the character and identity.

4

Vitality

The additional connections with new development could provide more opportunities for businesses and street activity. The covers can provide space for community activities.

5

Resilience

The covers' open space can provide access to green and natural environments and reduce pervious surfaces and runoff. Increased connections and enhanced bicycle/pedestrian facilities can promote active transportation.



Record Review **Discussion**

Urban Design Review Discussion

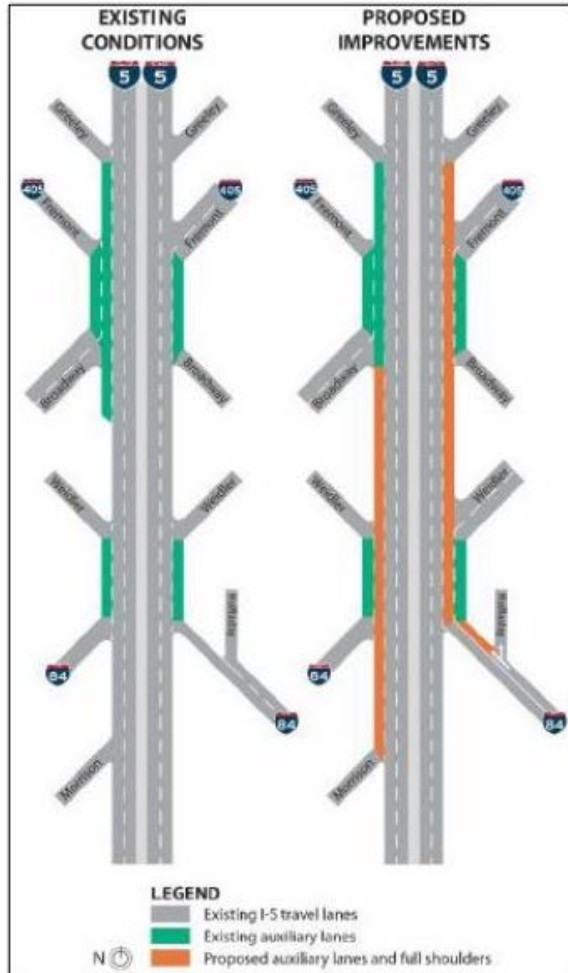
Do these observations resonate with you?

Are there important outcomes related to Urban Design that you want the ICA team to focus on?

Record Review

Technical Engineering

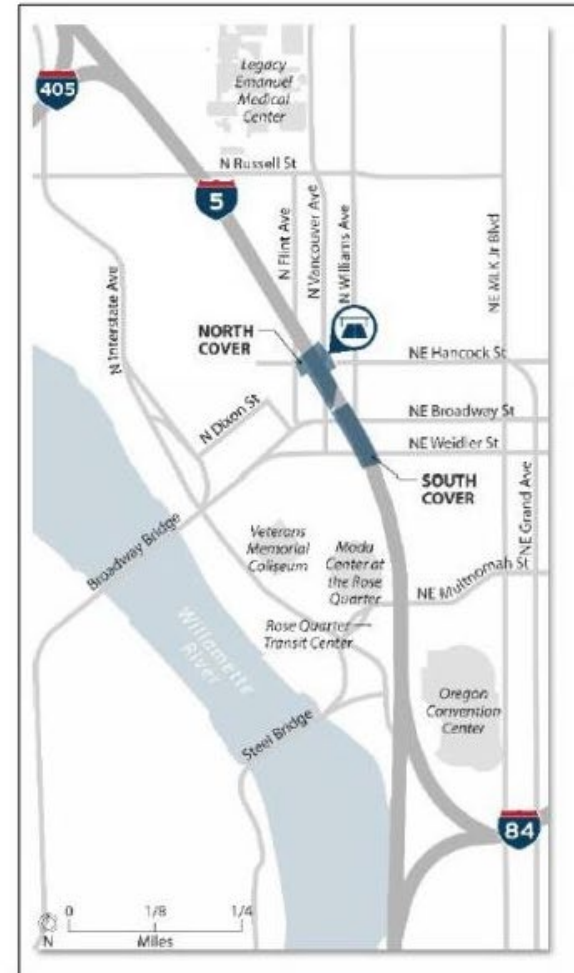
Traffic



Surface Streets



I-5 Lanes + Cover



Record Review

Technical Engineering

Traffic

- Linear growth rate assumed
- Design speed 70 mph mainline, 25-30 mph ramps

Surface Streets

- “Passive approach” to avoid adverse impacts on streets
- Safety benefits not clearly demonstrated

I-5 Lanes + Covers

- New auxiliary lanes and shoulders
- Covers can accommodate greenspace to 2-story structures
- Vertical clearance over I-5 is governing cover shape

Record Review **Discussion**

Technical Review Discussion

Do these observations resonate with you?

Are there important outcomes related to Technical Engineering that you want the ICA team to focus on?

A group of approximately 20 children and adults are posed for a photograph in front of a large, white, rectangular container, likely a recycling bin. The children, of various ages and ethnicities, are dressed in casual clothing. Some are holding brooms. The adults are standing behind the children. The background features trees, utility poles, and a clear sky. The entire image has a blue tint.

Development Assessment Framework

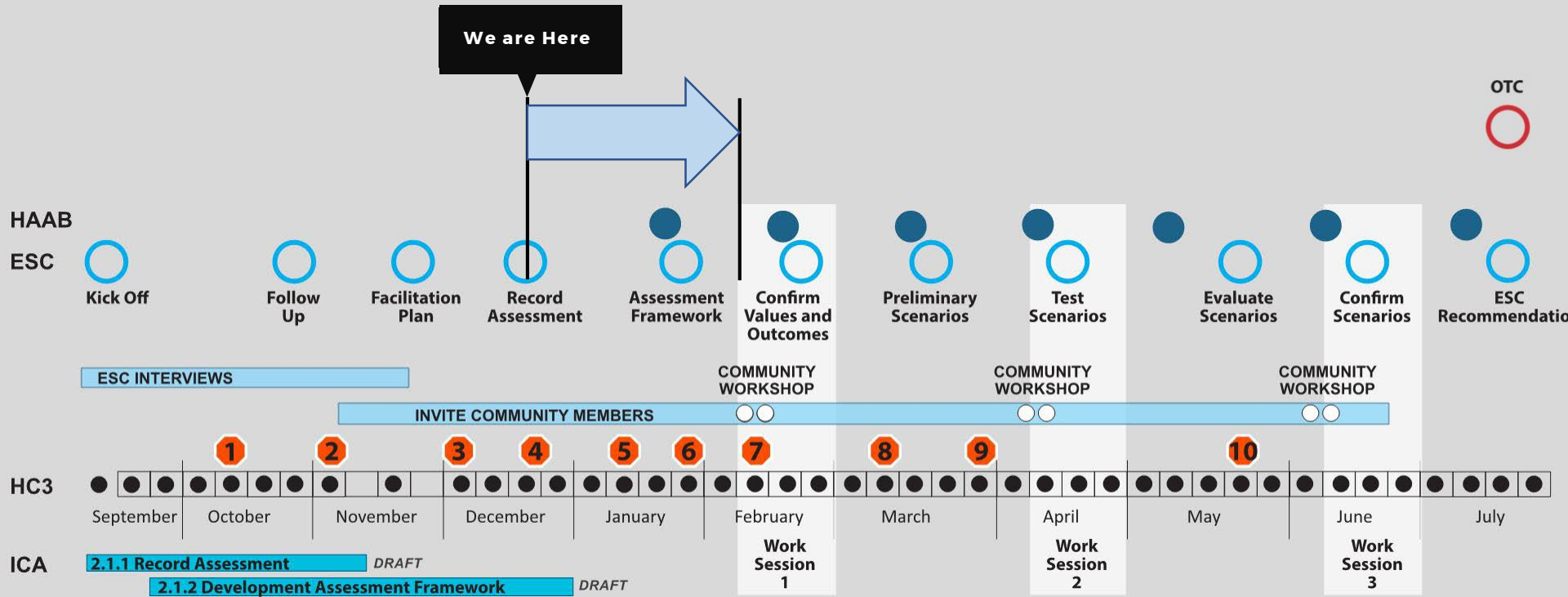
Preview, Development Assessment Framework

Framing

What is the Development Assessment Framework?

Preview how the ICA team can propose a strategy to organize the Record Review Outcomes that don't fall logically under the four ESC Values and present/review with the ESC in January in preparation for Work Session 1.

Project Timeline



Development Assessment Framework In Context

Record Review

ESC Values + Outcomes

- Restorative Justice
- Community Input and Transparent Decision-Making
- Mobility Focused
- Climate Action and Improved Public Health

Record Review Lens

Findings for:

- Community Cohesion
- Urban Design
- Governance + Finance
- Technical Engineering

Desired Outcomes + Opportunities

Desired community-oriented benefits that leverage opportunities to catalyze and reinforce ESC Values and Outcomes on the highway covers.

Values + Outcomes Matrix

ESC Values	A. Restorative Justice	B. Community Input and Transparent Decision-Making	C. Mobility Focused	D. Climate Action and Improved Public Health
ESC Outcomes				
Assessment Team Outcomes				
Social Cohesion				
Development				
Technical				
Urban Design				

Work Session 1

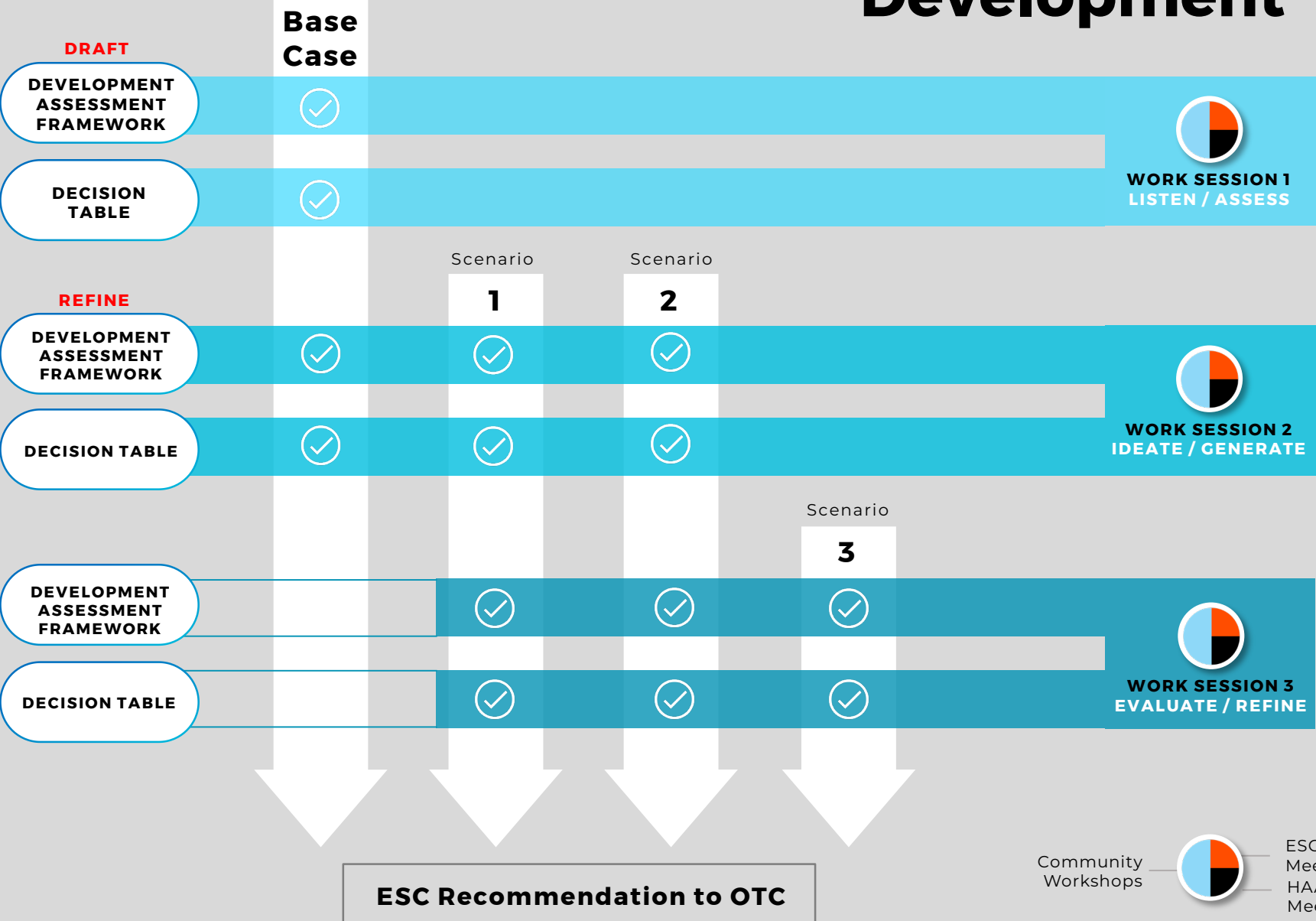
Decision Table

Scenario	See below Schema	Metric + Data + ICA Rating	Metric + Data + ICA Rating	Metric + Data + ICA Rating	Metric + Data + ICA Rating	Metric + Data + ICA Rating	Metric + Data + ICA Rating	Metric + Data + ICA Rating	Metric + Data + ICA Rating	HAAR Rating	Score/ Rank
Scenario 1, EA											Result
Scenario 2, EA Update											Result
Scenario 3, TBD											Result

Development Assessment Framework

ESC VALUES	A. Restorative Justice	B. Community Input and Transparent Decision-Making	C. Mobility Focused	D. Climate Action and Improved Public Health	ASD Implementation	UDD Urban Design	ASD Construction Impact
BASE CASE							
ASD High Level							
ASD Medium Level							
ASD Low Level							
ASD Rating							

Scenario Development



ESC Values + Outcomes

ICA team is using ESC values to organize ESC identified outcomes along with outcomes identified during our Record Review.


1. Urban Design Record Review Outcome: Under ESC Restorative Justice - Secure project benefits to the African American community and physical assets for community building should be clearly defined or targeted in the EA. Adverse cumulative effects to these community assets should be assessed, evaluated, and valued.

ESC Values	Values	A. Restorative Justice	B. Community Input and Transparent Decision-	C. Mobility Focused	D. Climate Action and Improved Public Health
	Aims	Advance social and racial equity resulting in positive change.	Community-informed & involved decision-making through a community-connected, transparent and inclusionary process.	Increase connectivity for the traveling public and local community.	Reduce greenhouse gas emissions and meet local, regional, and statewide climate action goals.
Definition	<p>This process is committed to elevating the voices of and providing benefits to the historically impacted Albina community.</p> <p>This process is committed to identifying, encouraging and, where appropriate, facilitating opportunities for agency partnerships to spur pathways for wealth generation.</p> <p>This process is committed to recognizing the generational wealth and opportunity taken from the historic Albina community, specifically Portland's Black community, due to the construction of public and private developments including I-5, the Moda Center, Veterans Memorial Coliseum, the Convention Center, Legacy Emanuel Hospital, and other urban renewal.</p>	<p>This process is committed to an authentic, transparent and responsive engagement strategy, one that informs and is informed by two-way dialogue.</p> <p>This process is committed to connecting with community members in diverse spaces to amplify marginalized voices, and going to the community to meet them where they are.</p> <p>This process is committed to including all transportation system users in a feedback loop that clearly communicates how community input is used within authority and responsibility frameworks.</p> <p>This process is committed to keeping the community informed on why determinations are made.</p>	<p>This process is committed to providing multimodal travel opportunities in a fiscally responsible way.</p> <p>This process is committed to establishing connectivity and supporting a sense of place and space.</p> <p>This process is committed to improving access points for state, regional and local connections and improved functionalities.</p> <p>This process is committed to improving safety, reducing congestion, improving travel time reliability, and connecting population and job centers within Oregon and across the West Coast.</p>	<p>This process is committed to providing multimodal opportunities and investments to reduce greenhouse gas emissions (GHG) and improve air quality, public health and safety.</p> <p>This process is committed to addressing local, regional, and statewide climate action goals.</p> <p>This process is committed to managing travel demand and improving multimodal travel efficiency.</p>	

ESC Values + Outcomes

Not all outcomes identified in the Record Review fit neatly into the ESC values. The Development Assessment Framework may benefit from additional categories of outcomes.

6. Urban Design Lens Record Review Outcome: Urban form should communicate the ethnic, racial, or cultural identity of the Historic Albina Community through the organization and appearance of the rebuilt neighborhood.

ESC Values	Values	A. Restorative Justice	B. Community Input and Transparent Decision-	C. Mobility Focused	D. Climate Action and Improved Public Health	Other
	Aims	Advance social and racial equity resulting in positive change.	Community-informed & involved decision-making through a community-connected, transparent and inclusionary process.	Increase connectivity for the traveling public and local community.	Reduce greenhouse gas emissions and meet local, regional, and statewide climate action goals.	
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Development Assessment Framework

Discussion

Next Steps

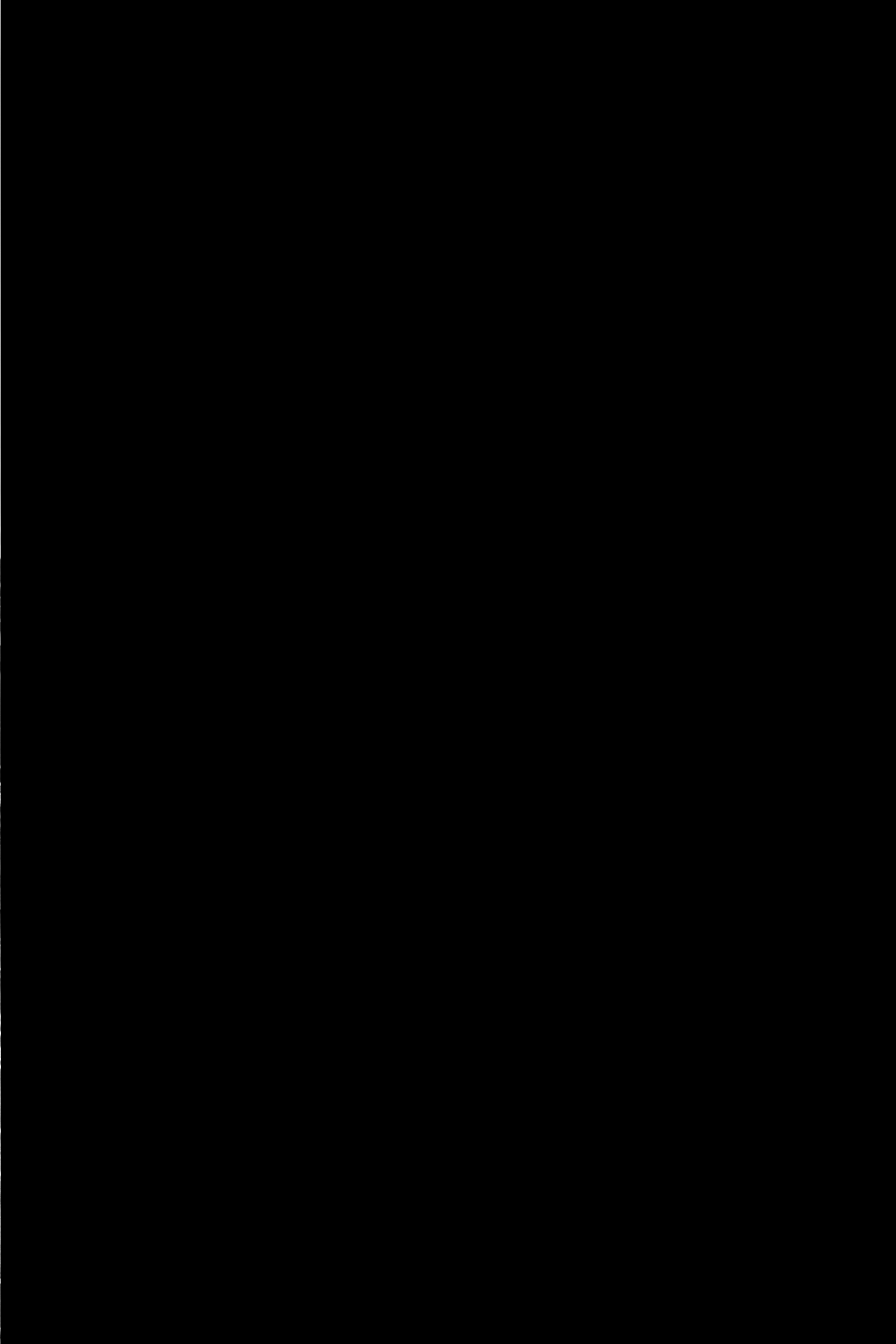
- ICA will propose a strategy to organize the outcomes that don't fall logically under the four ESC Values and present/review with the ESC in January.
- ICA will propose key outcomes that support a vision for the Historic Albina Neighborhood to discuss during Work Session 1.

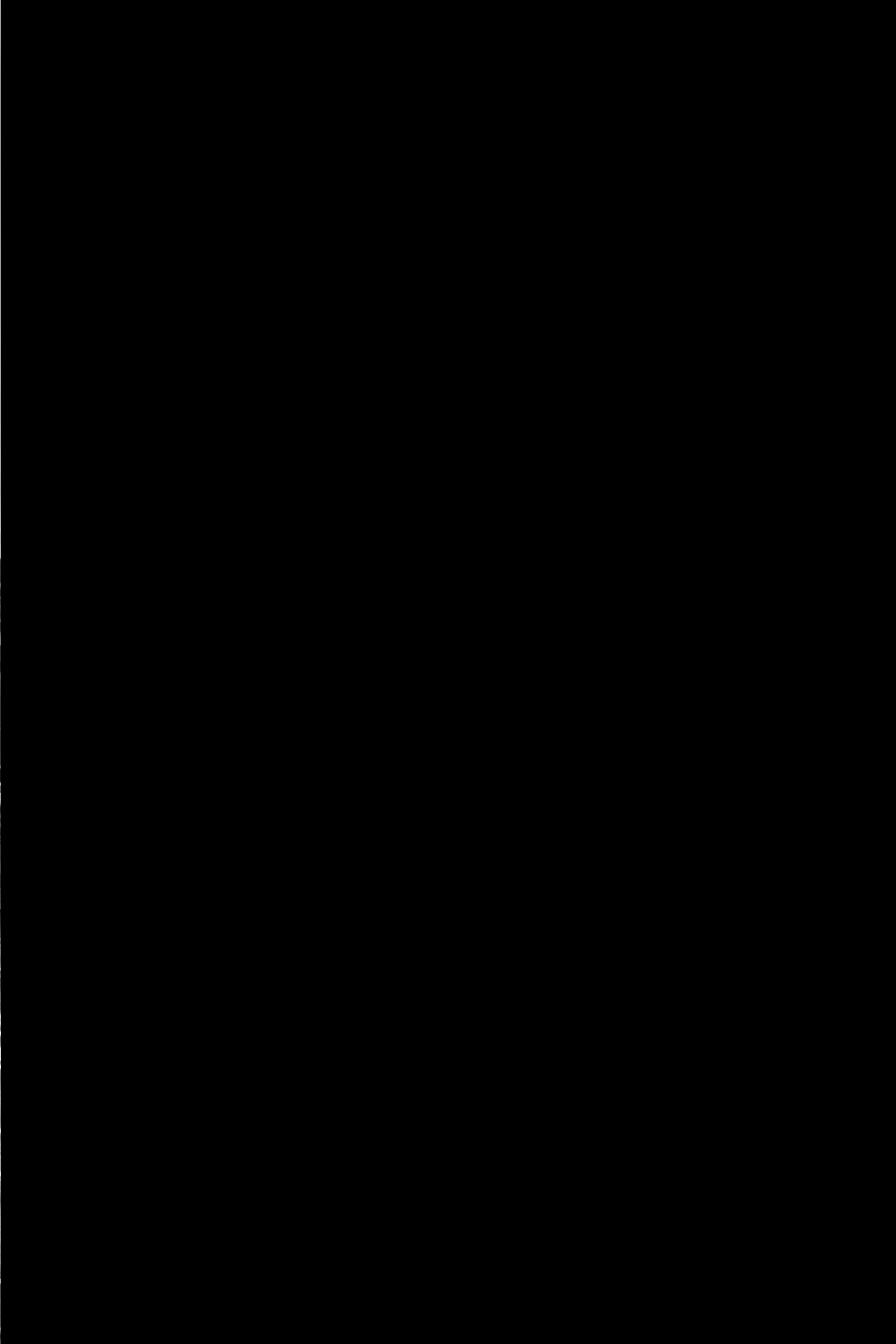
An aerial photograph of a city, likely San Francisco, showing a mix of residential buildings, a large stadium (SAP Center), and a multi-lane highway. The entire image is overlaid with a semi-transparent teal color. The text 'Next Steps' is centered in white, bold font.

Next Steps



**Thank
You**





Facilitation Needs Assessment

Defining Community

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 benefits of highway cover scenarios deliver benefits prioritized by this historically impacted community.

Facilitation Needs Assessment

Community: What this means

- Focus is on the Black/African American Historic Albina Community
- Black/African American voices will be elevated, particularly with respect to Restorative Justice issues
- Historic Albina includes the neighborhoods along I-5 from the project area through historic Vanport
- Work closely with the HAAB
- Include members of other historically marginalized groups
- Include others who live, work & play in the area

ESC Discussion Questions:

- Is this definition and its meaning appropriate for the ICA work?
- Any suggestions for improvement?

Facilitation Needs Assessment

Restorative Justice Expectations for Cover Scenarios

- Scenario process will provide opportunity to place special weight on Restorative Justice/Wealth Generation for Black Portlanders
- To establish realistic expectations, the ICA team proposes the following statement for ESC consideration:
 - Establishing and maintaining trust involves the setting of clear expectations about what the covers can and cannot deliver
 - Explore cover scenarios, their design, and how their development could be financed and governed in collaboration with the community
 - ESC's cover recommendation is a key step in providing restorative justice
 - Sets 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

ESC Discussion Questions:

- Is this statement appropriate for the ICA work?
- Any suggestions for improvement?

Facilitation Needs Assessment

ICA Independence in ESC Charter

The ICA team proposes the ESC add the following to the ESC Charter:

The ESC directs the Independent Highway Cover Assessment consultant team (ICA) in assessing the highway cover design and creating the highway cover design scenario(s) to be recommended to the OTC for direction and approval.

The term “independent” means the ICA team is not controlled by ODOT and is guided by the ESC. The ICA team is objective and impartial. It advocates for a transparent and inclusive process, but it does not advocate for any stakeholder, their interests, or for a particular outcome. Being objective means the ICA team calls “balls and strikes” as it sees them.

Facilitation Needs Assessment

ICA Independence: What this means

- ICA will complete its scope based on its independent professional judgment and expertise
- While ODOT administers the scope, any substantive changes, or clarifications to it shall be reviewed by HC3 and, if necessary, the ESC for its recommendation
- The ICA team will interact with the ODOT technical team as needed to collect data or other resources, but ODOT will not direct the ICA team's outcomes
- The ICA team will not act on conversations that do not occur in public without direction of the HC3 or ESC
- The ICA team may use ODOT meeting support to avoid duplication of effort and increase efficiencies
- The ICA facilitator will regularly monitor and report both to the APD and the ESC on compliance with the above

ESC Discussion Questions:

- Is this language and what it means appropriate for the ESC Charter?
- Any suggestions for improvement?