



I-5 Rose Quarter Improvement Project Historic Albina Advisory Board

Meeting #6 Summary

MEETING DATE: April 27, 2021

MEETING TIME: 4:00 – 6:30PM

LOCATION: Zoom online meeting

This document is a summary of the I-5 Rose Quarter Improvement Historic Albina Advisory Board meeting. The [meeting presentation](#) and [recording](#) provide additional documentation of this meeting.

Historic Albina Advisory Board Members in Attendance

- Sprinavasa Brown
- Andrew Campbell
- Andrew Clarke
- Sharon Gary Smith
- Leslie Goodlow
- Estelle Love Lavespere
- Kevin Modica
- Pastor Richard Probasco
- John Washington
- Keith Edwards

Historic Albina Advisory Board Members Not in Attendance

- Carl Talton
- Dr. Carlos Richard
- Serena Stoudamire-Wesley

Staff Members

- Ericka Warren, I-5 Rose Quarter Improvement Project Historic Albina Advisory Board Facilitator
- Dr. Steven Holt, I-5 Rose Quarter Improvement Project Executive Steering Committee Facilitator
- Megan Channell, I-5 Rose Quarter Improvement Project Director
- Monica Blanchard, I-5 Rose Quarter Improvement Project Deputy Director
- Amber Ontiveros, I-5 Rose Quarter Improvement Project Disadvantaged Business Enterprise/On-the-Job Program Technical Lead
- April deLeon-Galloway, I-5 Rose Quarter Improvement Project Communications and Public Involvement Manager
- Mike Baker, I-5 Rose Quarter Improvement Project Manager

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- Alex Cousins, Board support, I-5 Rose Quarter Improvement Project Owner's Representative Team
- Natalie Warren, technical support, I-5 Rose Quarter Improvement Project Owner's Representative Team
- Meera Bowman-Johnson, technical support, I-5 Rose Quarter Improvement Project Owner's Representative Team
- Erin Kielhorn, technical support, I-5 Rose Quarter Improvement Project Owner's Representative Team
- Emily Wolff, notetaker, I-5 Rose Quarter Improvement Project Owner's Representative Team

Guest Presenters

- Jeana Wooley, Independent Highway Cover Assessment Facilitator
- Nolan Lienhart, Independent Highway Cover Assessment Team
- Olivia Moss, Independent Highway Cover Assessment Team
- Kate Brooks, Independent Highway Cover Assessment Team
- Charles Kelley, Independent Highway Cover Assessment Team
- Josh Peacock, Independent Highway Cover Assessment Team

Agenda

- Welcome, Introduction, Agenda Review
- Public Comment
- Project Update
 - Committee Updates
 - Project Branding Update
- Independent Highway Cover Assessment: Workshop #2 Goals
- Next Steps

Welcome, Introduction, Agenda Review

Ericka Warren, Board facilitator, welcomed participants, reviewed the principles of agreement and provided an overview of the meeting.

Public Comment

- Joe Cortright, No More Freeways, commented on the destruction to the Albina neighborhood by the construction of I-5 and the need for housing for restorative justice in Albina. See *I-5 Rose Quarter Project – Historic Albina Advisory Board Meeting (April 27, 2021)*, [\[video\]](#), 11:14
- Michael Messer, Going Home II, commented on the importance of employment for those previously incarcerated re-entering the community that allow opportunities for home and business ownership. See *I-5 Rose Quarter Project – Historic Albina Advisory Board Meeting (April 27, 2021)*, [\[video\]](#), 14:49

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- Aaron Brown, No More Freeways, expressed concerns related to air quality impacts from the project and their effect on the community. See *I-5 Rose Quarter Project – Historic Albina Advisory Board Meeting (April 27, 2021)*, [video], 17:09
- Kamau Rodgers, President of the Coalition of Black Men, commented on the ability of the project to bring needed jobs and careers to the community. See *I-5 Rose Quarter Project – Historic Albina Advisory Board Meeting (April 27, 2021)*, [video], 23:26

Some board members expressed concern about the tone of public comments and reminded public commenters that they were selected for their lived experience and historic ties to the Albina community in addition to having education and experience, fully preparing them for the role.

Project Update

Megan Channell, Project Director, noted that based on feedback from the community and Portland Public Schools the design team is exploring a design modification that would move the northern section of I-5 to the west, no closer to Harriet Tubman Middle School (current project design would bring the highway 26 feet closer to the school).

Committee Updates

Amber Ontiveros, I-5 Rose Quarter Improvement Project Owner's Representative Team, provided an update on the work being done by the Community Oversight Advisory Committee and the Construction Manager/General Contractor. The construction contractor has submitted their Diversity Plan which will serve as a roadmap for the Disadvantaged Business Enterprise and workforce program.

Amber noted that the Construction Manager/General Contractor approach is one of the most innovative methods for creating opportunities for Disadvantaged Businesses Enterprises owned by women and/or people of color. The general contractor is composed of Hamilton Sundt, A Joint Venture with Raimore Construction, which is a local, black-owned construction firm. The mini Construction Manager/General Contractor program will allow smaller contractors to build their capacity to become prime contractors on future projects.

- Andrew Clarke asked if there is a budget cap and whether the 20 percent Disadvantaged Business Enterprise goal is only for the current contract.
 - Megan explained that the 18 to 22 percent Disadvantaged Business Enterprise goal range has to do with the construction work packages and will be refined at various milestones. As the project moves through each phase, the team will be tracking those goals and re-evaluating those targets. The Community Oversight Advisory Committee is specifically tasked with holding the project accountable for reaching the established goals throughout the project.
- John Washington asked about pipeline building and whether there are examples of the Disadvantaged Business Enterprise goal target being met in Oregon.

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- Amber elaborated that the Community Oversight Advisory Committee made recommendations to ODOT about the Disadvantaged Businesses Enterprise goal targets, which is an industry standard.

Dr. Steven Holt provided an update on the Executive Steering Committee and announced that the team is planning a joint meeting with the board to make sure all the committees are well informed and on the same page when the Executive Steering Committee makes their recommendation to the Oregon Transportation Commission.

Project Branding Update

Ericka explained the project branding options will be sent to the board for review.

Independent Highway Cover Assessment: Workshop #2

Jeana Woolley, Independent Highway Cover Assessment Team Facilitator, provided an overview of Work Session #2 and where the team was looking for feedback from the board. The team will further evaluate the cover concepts identified as priorities in the workshops.

Olivia Moss, Independent Highway Cover Assessment Team, explained how the team foresees community governance maximizing community benefit on the highway covers.

Charles Kelley, Independent Highway Cover Assessment Team, noted the cover concepts will inform the scenarios developed for recommendation to the Oregon Transportation Commission. Kate Brooks, Independent Highway Cover Assessment Team, described the five cover concepts, noting they fall across a spectrum of community benefits and constraints from dedicated funding and technical support to physical assets and land. Josh Peacock, Independent Cover Assessment Team, explained how concept 1 and concept 5 serve the community differently.

- Kevin Modica asked what the maximum housing development is at each site.
 - Josh explained the cover concepts show the maximum development potential allowed by the zoning for this area. Buildings can only be about two to four stories high on the cover, but they can be taller off-cover. Zoning in this area will not allow for single family housing, although development could be reduced.
- John Washington noted his support of the Broadway exit and improvements but his concern about community involvement and where the wealth is being driven. He also asked who will be benefitting economically from the highway cover.
 - Nolan Lienhart, Independent Highway Cover Assessment Team, responded that under the proposed governance structure this land would be held and owned by the community and major future decisions, including how the space is ultimately developed, would be up to that body. The team is focused on the highway cover and footprint in light of what ODOT can provide through this project.

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- Keith Edwards asked that black culture be the focus of the cover design endeavor and the foundation of everything that's being done.
- Andrew Clarke asked that the cover concepts maximize potential for the area, including opportunities to the east to connect to the water, neighborhoods, and activity. He noted that we should be imagining those things that were taken and bring them back with this cover.
- Estelle Love Lavespere asked for more time to process and weigh the information provided, particularly related to zoning constraints, in order to make more informed decisions related to concept endorsements. She also noted concern as to whether all of the benefits conceptualized in the cover concepts will be realistically realized.
 - Nolan responded that the team was not yet asking for an endorsement, but whether the cover concepts are more responsive to the community vision. The team is looking for feedback as to whether they are on the right track.
- Sprinavasa Brown noted that land in the Central City is crucial for Albina residents and asked how the zoning for the area could be changed to allow for single family housing. She also asked that the percentages for commercial and cultural developed in Cover Concepts #1 and #5 be switched.
- John Washington noted planning for the Soul District and the need for COVID recovery support for these and other Black-owned small businesses.

Ericka asked that board members take additional time to review and process the information and provide additional feedback on the cover concepts by Monday, May 3.

Next Steps

Ericka invited board members to participate in the Independent Highway Cover Assessment [Online Open House #2](#) and reminded them of the date of the next meeting. Dr. Holt reminded members why they were recruited to be part of this committee and encouraged them to fully express their influence in their role. Dr. Holt thanked the committee members for their participation and adjourned the meeting at 6:37 p.m.

Adjourn

Note: The meeting was hosted as a Zoom Meeting format that enabled Historic Albina Advisory Board members to unmute their microphones and use web-cameras to participate in the meeting. Attendees, or public observers, remained in "listen-only" mode and without access to video-sharing functions (attendees were able to view the presentation slides).

Historic Albina Advisory Board Response Matrix

ODOT is committed to being held accountable to the community, in particular the historic Albina community, for actions we take in response to the feedback we've heard. This matrix is a living document that will be updated following every meeting of the I-5 Rose Quarter Improvement Project Historic Albina Advisory Board. The matrix lists specific information requests, action items, and project recommendations and ideas ODOT has received, and did not address directly as part of the meeting, from the board and documents how ODOT is responding. For a complete record of the discussions from each meeting, see the summary for each past meeting posted on the [events page](#).

Timing Key

Near Term: Zero to six months

Long Term: Six months to one year

During Construction: Activities to take place during or specific to construction

Out of Scope: Beyond ODOT purview, or requires times or resources from other community or agency partners

Date	Source	Comment	Response	Timing	Responsible Party	Status
4/27/2021	Andrew Clarke	Will the Disadvantaged Business Enterprise goals be tracked and how will the Historic Albina Advisory Board be involved as the goal target is finalized?	<p>The Community Oversight Advisory Committee was instrumental to the Disadvantaged Business Enterprise/On-the-Job Training Program goals. The Community Oversight Advisory Committee now keeps the project focused on its workforce participation goals by advising decisions about minority-owned disadvantaged business contracting requirements and on-the-job training opportunities. Members come from minority-owned firms, advocacy groups, workforce development organizations, industry associations and community-based organizations with a strong record of serving racial and ethnic minorities, women and other disadvantaged groups.</p> <p>The Community Oversight Advisory Committee will be receiving disaggregated Disadvantaged Business Enterprise and workforce dashboard reporting on a monthly basis. Additionally, some of the tools that will be used to create accountability for the program goals include:</p> <ul style="list-style-type: none"> • A hard Disadvantaged Business Enterprise goal; • Liquidated damages on apprenticeship goals; • No termination, substitution of Disadvantaged Business Enterprises without ODOT approval; and • Mini-Construction Manager/General Contractors that are approved by ODOT. <p>While the Community Oversight Advisory Committee is the body that advises on decisions about minority-owned disadvantaged business contracting requirements, we are also tracking the concerns raised by Historic Albina Advisory Board on this topic for the committee and project team to consider. We have set up the joint meeting of the Historic Albina Advisory Board, Executive Steering Committee, and Community Oversight Advisory Committee on May 18 to provide space for the advisory committees to directly discuss questions, concerns, opportunities, and priorities together as a group.</p> <p>We will also continue to provide updates to the Historic Albina Advisory Board regarding the work of the Community Oversight Advisory Committee as a regular agenda item.</p>	Near Term	ODOT	Complete

Date	Source	Comment	Response	Timing	Responsible Party	Status
4/27/2021	Leslie Goodlow Sprinavasa Brown Sprinavasa Brown	<p>Isn't the Disadvantaged Business Enterprise goal range of 18 to 22 percent low given the size of the contract for this project?</p> <p>Can we include workforce goals for Black women and Black men specifically?</p>	<p>As the Community Oversight Advisory Committee, the committee was instrumental to the Disadvantaged Business Enterprise/On-the-Job Training Program goals. Now in the role as the Community Oversight Advisory Committee, the Committee is helping ODOT oversee the construction team, provide accountability toward meeting program goals, and develop a successful program that maximizes Disadvantaged Business Enterprise and local minority and women workers. The Construction Manager/General Contractor is required to meet a goal range of 18 to 22 percent use of Disadvantaged Business Enterprises, a 20 percent goal for apprenticeships, and goals for 25 percent minority male and 14 percent female workers. These goals were calculated based on the availability of firms and workforce projections. The goals must also meet federal regulations and civil rights compliance to level the playing field for Disadvantaged Business Enterprise businesses and the workforce.</p> <p>To achieve and go beyond these goals, the Construction Manager/General Contractor will actively develop the local workforce, which may include a combination of working with local pre-apprenticeship programs, trade organizations, unions, and advocacy groups. The construction team will directly reach out to members of the community to encourage individuals to get into workforce apprenticeship programs, foster mentorship opportunities on the work site, and provide individualized support to help ensure apprentices complete their programs. The general contractor will also engage Disadvantaged Business Enterprises, break up work packages into smaller contracts amounts and advertise those opportunities to smaller contracting firms. There will be a wide range of contract values available to contractors on this project, from as small as a few hundred dollars to as large as several million dollars.</p> <p>Currently, the Committee is working with the Construction Manager/General Contractor on developing the Diversity Plan that includes provisions for how specifically the Disadvantaged Business Enterprise/On-the-Job Training program will be developed and the aggressive workforce disadvantaged business goals will be achieved. Highlights of the Diversity Plan include the following:</p> <ul style="list-style-type: none"> • Flexibility to package, sequence work in manageable, right sized opportunities for firms • Strategies tying workforce diversity with Disadvantaged Business Enterprise contracting, to build a diverse pipeline of workers • A Diversity Coordinator with track record w/local minority, capacity building • An alternative to low-bid procurement (i.e., best value as scoring criteria for selection) • Disadvantaged Business Enterprise capacity strategies • A diversity subcontracting plan • A Workplace Culture Assessment • Workforce & Equal Employment Opportunity goal monitoring • Apprenticeships and training • A mentor protégé program (Including at least three Mini Construction Manager/General Contractor prime contractor opportunities) • A student mid-management internship program • Tailored technical assistance based on individual firm GAP analysis 	Near Term	ODOT	Complete

Date	Source	Comment	Response	Timing	Responsible Party	Status
4/27/2021	Sprinavasa Brown	<p>If Portland Public Schools has requested that the freeway be a certain distance away, can that information be provided to the board? Why is ODOT now considering moving the freeway and why was it not considered before?</p> <p>Can we move the highway farther away from the school? What are the changes in air quality if the freeway moves farther away from the school?</p>	<p>Portland Public Schools has not requested that the highway be moved any particular distance away from Harriet Tubman Middle School. However, Portland Public Schools has expressed concerns about air quality and noise impacts to the school, particularly since the current design would bring the highway 26 feet closer to the school.</p> <p>As presented to the board at the last meeting, ODOT is exploring a design modification that realigns I-5 S to the north. Last year, the project design team identified technical challenges with reconstructing the Eliot Wall. In late January, following an initial analysis by the project Construction Manager/General Contractor—which joined the team in late 2020—we were able to better understand those challenges from both a design and constructability perspective, and directed the team to do further evaluation of an alternative alignment.</p> <p>The initial concept for the I-5 southbound realignment would add on to the west side of the highway, avoiding any shift of I-5 east toward the school. Moving the highway even farther away from the school would result in greater impacts to people and properties.</p> <p>Air quality is a regional issue because of how pollutants disperse and are also impacted by weather and geography. The analysis conducted as part of the Environmental Assessment estimated air quality impacts from I-5 traffic emissions based on vehicle fleet (what is expected to be emitted based on fuel type and efficiency), traffic volume (number of vehicles emitting) and traffic flow (how much vehicles are expected to emit – e.g., more in stop and go traffic). The southbound realignment is expected to result in little to no change in air quality impacts. However, it could provide some additional opportunities for incorporating elements supporting air quality, such as more vegetated buffers (e.g., dense bushes, trees) next to the school.</p>	Near Term	ODOT	In Progress
4/27/2021	John Washington	<p>Could the board be provided information in batches so we can fully understand and analyze it?</p>	<p>Yes. In addition to ensuring the board has information in advance, we will also make sure that agendas and presentations for future meetings are structured to focus on certain topics or discussion items so that the board has time to sufficiently understand, analyze, and formulate responses.</p>	Near Term	ODOT/ Independent Cover Assessment Team	Ongoing
4/27/2021	Leslie Goodlow	<p>How are these cover concepts going to be paid for?</p>	<p>ODOT is committed to paying the cost to complete the baseline project as analyzed in the Environmental Assessment. Any changes as part of cover concepts beyond that baseline will require community and regional partnerships and additional commitments in order to provide the additional funding required for implementation.</p>	Near Term	Independent Cover Assessment Team/ODOT	In Progress

Date	Source	Comment	Response	Timing	Responsible Party	Status
4/27/2021	John Washington	Was project design (particularly for the highway interchange and ramps) contextualized prior to the development of Williams and Vancouver five years ago? Did ODOT know and was the community aware that this project would be coming?	<p>For project design, yes. After extensive public engagement and a unique collaborative partnership, ODOT and the City of Portland combined the Central City 2035 N/NE Quadrant Plan and the I-5 Broadway/Weidler Facility Plan to create the project. The project was adopted by Portland City Council and approved by the Oregon Transportation Commission about nine years ago (October 2012).</p> <p>During the I-5 Rose Quarter Improvement Project process, a 30-member Stakeholder Advisory Committee, the community, ODOT and the City evaluated 70+ design concepts and narrowed the scope of freeway improvements to accommodate and incorporate modifications to the local system in line with the City's land use planning goals. During this effort, ODOT and the City engagement included:</p> <ul style="list-style-type: none"> • outreach to 2,800 individuals • 19 Stakeholder Advisory Committee meetings • 14 subcommittee meetings • 4 open houses • 85+ community briefings and walking tours <p>For the cover concept presented by the Independent Cover Assessment Team, no. The independent team is developing new design concepts to inform an alternative development scenario for the highway covers. The alternative scenario likely has different impacts, trade-offs, and benefits than the current design and community engagement is currently being conducted with the project advisory committee meetings and through the community work sessions.</p>	Near Term	ODOT/Independent Cover Assessment Team	Complete
4/27/2021	Sprinavasa Brown Andrew Clarke	<p>What are the opportunities for homeownership being provided in the scenarios?</p> <p>How can the zoning be changed to accommodate single family homes?</p> <p>How can ODOT influence zoning for single family housing?</p>	<p>The Independent Cover Assessment Team's charge is not to determine how the land will be redeveloped, or the type and amount of rental versus home ownership units that could be built on the available land. The preliminary design concepts that were presented at the Work Session 2 workshop were only meant to be examples of what types of uses could be developed on the land created from different cover designs. The ultimate decision about what types of housing development gets built on any land that is returned to the Black community should lie with the community.</p> <p>It may be helpful for board members to visit the Albina Vision Trust's latest workshop materials and review the discussion about the different levels of development density that might be worthy of consideration for different parts of the Lower Albina neighborhood to create the greatest value for the Black community and serve the greatest number of Black families and businesses. The "From Concept to Physical" Workshop 4 (May 6-10) materials should be posted at https://albinavision.org/ by May 15.</p> <p>The City of Portland has land use zoning jurisdiction. The Central City 2035 Plan outlines land use designations which describe the types of uses and general character of development planned for the area. These designations are outlined in more detail and implemented through the City's Zoning Code. Area zones are also illustrated in this zoning map. Land use designation and/or zoning changes for particular parcels of land and/or development must be requested through an application to the City of Portland's Bureau of Development Services.</p> <p>If an application for a zoning change for this land is submitted to the City of Portland by the community-controlled governance entity, ODOT can write a letter of support and testify in favor of the application, similar to the public. ODOT can also leverage its relationships with agency partners to forward additional considerations and facilitate additional discussions with agency staff and the community-controlled governance entity related to the proposed change. Since the City of Portland has land use jurisdiction, ODOT may only coordinate with the City regarding zoning.</p>	Near Term	Independent Cover Assessment Team/ODOT	In Progress

Date	Source	Comment	Response	Timing	Responsible Party	Status
4/27/2021	Sharon Gary-Smith	Further away from the cover area, will there be single family housing currently owned by folks other than Black community members?	Single family ownership homes could certainly be included in other parts of the Albina neighborhood away from the cover areas. However, the neighborhood on and around the covers is likely to remain very dense in character (given its Central City location and zoning type) no matter which cover design elements are implemented.	Near Term	Independent Cover Assessment Team	In Progress
4/27/2021	Kevin Modica Sprinavasa Brown	<p>Could the board see scenario designs for the cover and nearby land complete with lot sizes and how many dwellings could be built by type (e.g., single family, single and multifamily attached, multifamily apartments)?</p> <p>Can a breakdown of the proportion of housing by type be provided for each cover concept?</p>	The Independent Cover Assessment team can only represent the type of housing and the number of units that are possible considering existing zoning. Even then the team is making a number of assumptions that may or may not end up being what the community chooses to do. Ultimately the decision of how the land is programmed and developed will reside with the community. The Independent Cover Assessment team will make some assumptions about the development potential of the land today to determine its economic value but is not charged with defining the ultimate program for what gets developed on any land made available on and around the covers. The team's scenarios are merely illustrations of possible programming based on the zoning today.	Near Term	Independent Cover Assessment Team	In Progress
2/2/2021	Dr. Carlos Richard John Washington Keith Edwards	For the highway cover examples, have there been any studies documenting air quality before and after the enhancements were made?	<p>The Independent Cover Assessment Team is still researching whether the examples presented or other highway cover projects documented air quality conditions before and after the projects were built.</p> <p>To date, the team has not found any studies documenting air quality before and after cover projects were built. The objective of many of these projects was to reconnect two parts of a community, not to reduce exposure to air pollution per se. If the team becomes aware of any such studies in the next few months, they will share this information with the board.</p>	Near Term	Independent Cover Assessment Team	In Progress

Date	Source	Comment	Response	Timing	Responsible Party	Status
1/12/2021	Keith Edwards	How are young people included in this process?	Our project team has engaged a youth group this year for feedback on project rebranding. We will continue to look into opportunities for engaging an advisory committee student representative and will explore other strategies for increasing youth outreach and engagement as part of community involvement efforts in 2021.	Near Term	ODOT, Facilitator	In Progress