

July 21
2021

CAP Report
Appendix D //

Development
Assessment
Framework
Memorandum

Task 2.1.2

ODOT EA:
PE002591000J71

ODOT // I-5 Rose Quarter Improvement Project

Appendix D //

DEVELOPMENT ASSESSMENT FRAMEWORK MEMORANDUM

**INDEPENDENT
COVER ASSESSMENT**

**I-5 ROSE QUARTER
IMPROVEMENT PROJECT**

Tasks: 2.1.2

ODOT EA: PE002591000J71

July 21, 2021

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Executive Summary

Purpose

The Development Assessment Framework aids public engagement and decision-making by providing a framework for the community to determine how well a development scenario for the I-5 covers meets the vision of project stakeholders and the community while addressing restorative justice in the Albina neighborhood.

The Development Assessment Framework is a tool to capture and organize outcomes that are heard from the community during the Independent Assessment of Highway Covers. It measures how well each development scenario achieves these community outcomes. The Independent Cover Assessment (ICA) team will create development scenarios that encompass the outcomes the community feels are most important in the creation of a restorative neighborhood. The community, Historic Albina Advisory Board (HAAB), and Executive Steering Committee (ESC) will prioritize outcomes weighted against their neighborhood vision, and use a Decision Table to rate the development scenarios. The Decision Table will be used by the ESC as a basis to form a recommendation to the Oregon Transportation Commission to support the highway cover design scenario that best meets the vision of the community and provides restorative justice in the Rose Quarter Improvement Project.

Process

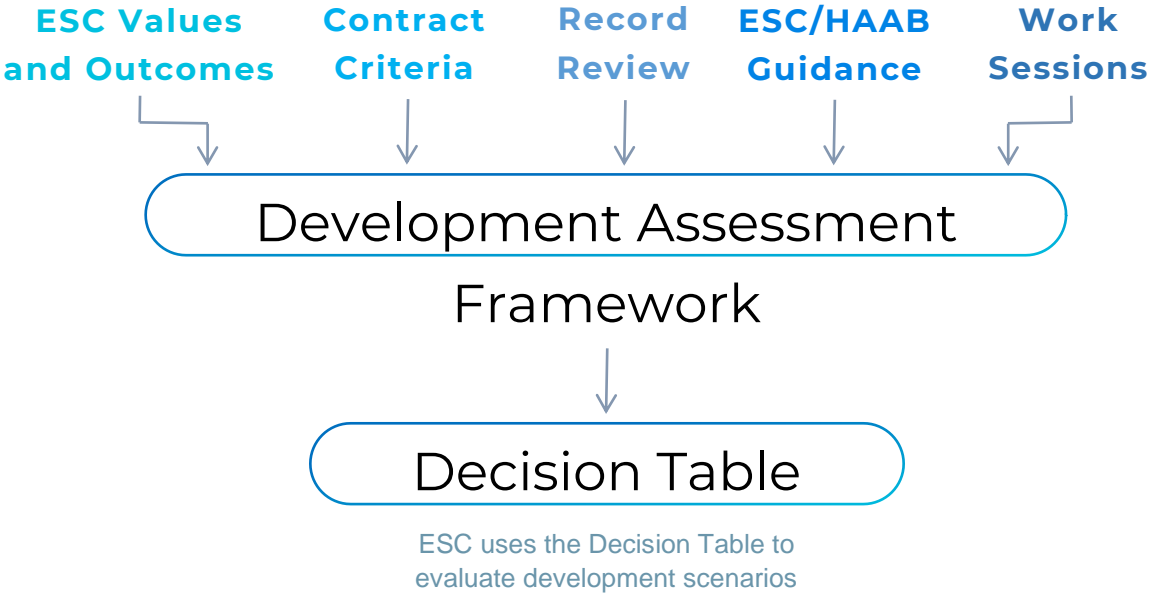
The ICA team will host a series of community workshops to engage the community to hear about their vision for the Albina neighborhood, how the I-5 cover can help achieve that vision, and how project success should be measured. The community will confirm if restorative justice is the overarching goal, whether the themes that define restorative justice for this neighborhood are correct, and what strategies and actions are needed to reach the type of restorative justice that would be most impactful.

The ICA design team will incorporate community feedback into the organization of the Development Assessment Framework and use it to assess the first round of development scenarios. The community workshop participants, committees, and advisory boards will use the Development Assessment Framework to inform their review of each development scenario as well as a Decision Table for their final decision-making.

Approach

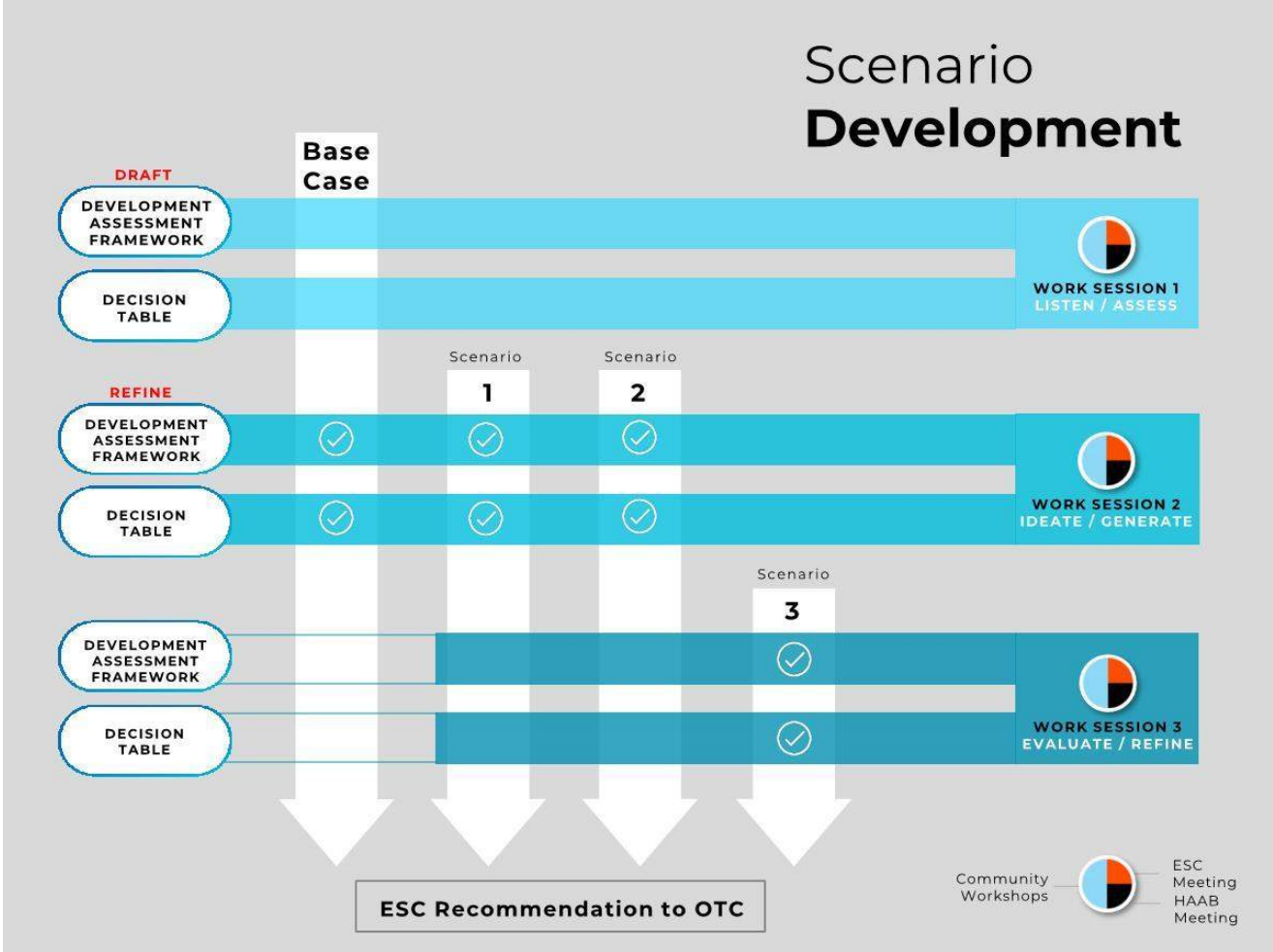
The Development Assessment Framework will be created with the community through an iterative process during three rounds of engagement, called Work Sessions. The first draft of the Development Assessment Framework is created by the ICA team based on a review of the public record regarding the project to date. The record includes community comments, public agency and community group feedback, prior design work, and public plans. These findings from the public record were combined with ICA contract requirements and ESC Values and Outcomes to create a master list of outcomes for both the neighborhood and the highway covers of the Rose Quarter Improvement Project. This master list includes overarching

vision statements, policies, changes to the physical neighborhood, the program of buildings (i.e.: job training, affordable housing), and more. This information was organized under the same categories as the ESC’s Values and Outcomes document to become the first draft of the Development Assessment Framework (Appendix A: Draft Development Assessment Framework). With the application of some of the preliminary ICA Development Assessment Framework Principles (See Appendix D: Refinement Principles) the master list was reorganized to form a Revised Development Assessment Framework with Expanded Themes (See Appendix B: Draft Development Assessment with Expanded Themes). This document records the outcomes in a manner that effectively allows evaluation of scenarios in a Decision Table (see Appendix C: Draft Decision Table).



The next phase of the Development Assessment Framework process is to organize these outcomes and pair them with metrics to measure how well different development scenarios achieve the outcomes that are important to the community. To maintain transparency in the process of capturing additional outcomes and prioritizing them, principles guiding the consolidation and prioritization of Development Assessment themes, outcomes, and metrics are described in Appendix A: Development Assessment Framework Principles.

Scenario Development



The Development Assessment Framework is Refined During Each Work Session Alongside the Development Scenarios

Work Session 1: Draft

The goal of the ICA team is to bring the Development Assessment Framework to the community in an engaging way that connects with their aspirations and allows for meaningful feedback on the development of a community-wide vision. A first draft of the Development Assessment Framework will be brought to the community in Work Session 1 to test whether the community feels it is a meaningful way to assess the development of a restorative neighborhood atop I-5 highway covers. During Work Session 1, the community will offer feedback on which outcomes are most important to achieve a restorative neighborhood and how the Development Assessment Framework can be organized and used to best evaluate development scenarios against the community’s vision of a restorative neighborhood. The community will also have the opportunity to comment on the vision and supporting outcomes held in the Development Assessment Framework through surveys and workshops.

Community input will help the ICA team organize the Development Assessment Framework, pair its outcomes with metrics, and determine which outcomes are most important to the community. At the completion of Work Session 1, the ICA design team will revise the Development Assessment Framework to reflect the community input received with guidance from the HAAB and ESC, then the ESC will review it as a final draft to use to evaluate the base case and alternative scenarios.

The ICA will use the Development Assessment Framework to compare the design of the I-5 covers as they are currently designed in the Environmental Assessment (the base case) and evaluate its responsiveness to desired community vision and outcomes. From this analysis, the ICA will clarify where there are gaps in the base case's ability to meet community goals, and the team may further refine the Development Assessment Framework, all of which shall inform our development of alternative scenarios.

Work Session 2: Refine

Working with the ESC, the ICA team will identify new development scenarios that explore ways to achieve greater success in achieving community goals imagined for the highway covers. The ICA team will use the Development Assessment Framework to describe how well each new scenario achieves the community's desired outcomes. Work Session 2 will provide development scenarios to the community and show their performance in relationship to the Development Assessment Framework, explore which outcomes they find most important to achieve and help them make decisions using the criteria they helped develop. This information will help weight the outcomes of the development scenarios to meet community values with the greatest possible fidelity. In the Decision Table, the community will choose to weight some outcomes more highly than others or assess them differently. In Work Session 2, the community may also request edits to the Development Assessment Framework if there are additional ways in which they feel it will be important to measure the final round of development scenarios.

Work Session 2 includes workshops and surveys with the community, collecting comments and recommendations from the HAAB, and forming next steps with the ESC regarding the elements to bring forward in final development scenarios. With this input, modifications to the Development Assessment Framework will be made to support assessment of the final development scenarios.

Based on input from the community (via surveys and workshops), the HAAB and the ESC, the ICA will identify which community outcomes have the greatest weightings in preparation for Work Session 3. With these weightings, the ESC can update the Decision Table to rate each final development scenario. This will be the basis for the ESC's recommendation to the OTC after Work Session 3.

Work Session 3: Finalize

The Development Assessment Framework will be finalized in tandem with the final development scenarios. It will assess each final development scenario's fidelity to community values and will illustrate trade-offs between competing project goals. This will help determine the feasibility of a preferred scenario that may form the basis for the ESC's recommendation to the OTC.

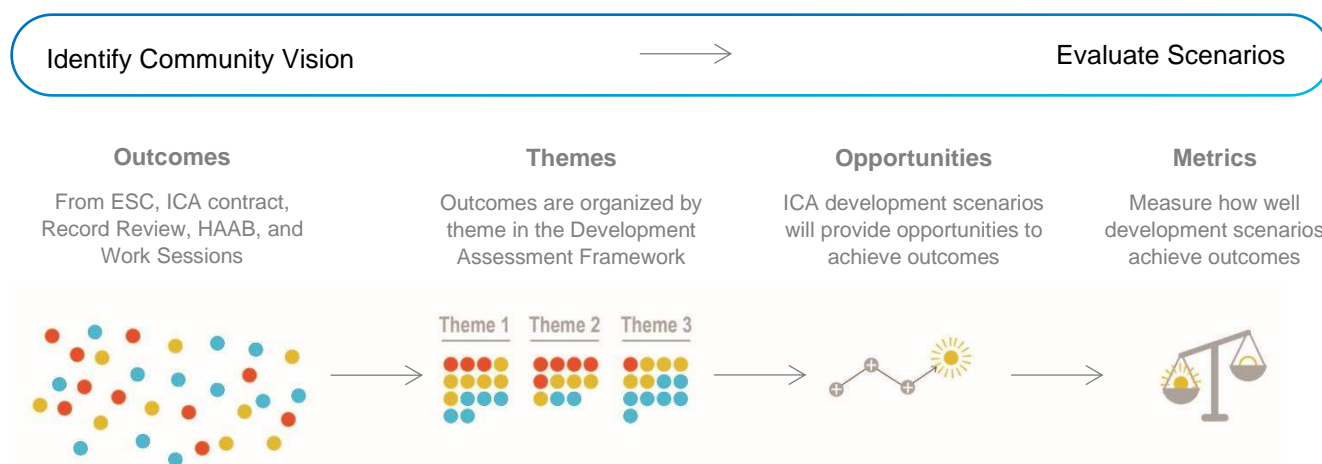
Throughout the project, the Development Assessment Framework will provide a necessary tool by which to discuss our understanding of the outcomes the community wants to achieve with the I-5 covers, a way to measure how well development scenarios support those outcomes, a format for the community to

determine which outcomes they consider most important, and documentation to be included with the ESC's final recommendation.

Organization

The Development Assessment Framework is organized into themes that mirror the ESC Values: *Restorative Justice*, *Community Input and Transparent Decision-Making*, *Mobility Focused*, and *Climate Action and Improved Public Health* with the potential to add two more, *Cost/Benefit* and *Urban Design*, shown in Appendix B: Development Assessment Framework with Additional Themes. In preparation for Work Session 1, the ICA will work with the Highway Cover Coordinating Committee (HC3) and ESC to refine the organization of the Development Assessment Framework themes and form questions about it to ask the community.

The diagram below describes how the Development Assessment Framework is organized to determine how well development scenarios meet the community's desired outcomes for the I-5 covers.



Outcome: A benefit the community desires to achieve from the RQIP

Theme: A collection of similar outcomes

Opportunities: Method in which a development scenario can achieve an outcome

Metric: Measures how well a development concept achieves an outcome

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Appendix A: Draft Development Assessment Framework

	A. Restorative Justice	B. Community Input and Transparent Decision-Making	C. Mobility Focused	D. Climate Action and Improved Public Health
Aim	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.
ESC Outcomes	<ul style="list-style-type: none"> 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. Increase access to: <ul style="list-style-type: none"> Decision-makers and decision-making processes for communities that have and still are experiencing systemic racism Family wage jobs, healthcare, and education Affordable housing to own and rent Affordable business space Provide opportunities for wealth generation through agency partnerships to provide a forward-leaning project where Black-owned business can thrive and spur pathways for wealth generation. Use development opportunities to foster public and private partnerships to support the redevelopment vision for Albina. Maximize Disadvantaged Business Enterprise (DBE) opportunities at every phase of the project to gain jobs, build capacity, and address specific minority contracting needs in Portland while not neglecting the significance of majority owned Black, Indigenous and people of color (BIPOC) contracting and service provider firms. Benefit those historically harmed through actions taken. 	<ul style="list-style-type: none"> Implement intentional, creative engagement that meets communities where they are and fosters a two-way dialogue that demonstrates how these conversations inform decision-making. Implement intentional, creative engagement that elevates the voices of those historically marginalized. Bring people with diverse background and expertise together to gain input and to ensure the Project addresses present and future local, regional and state transportation system needs. Reflect the shared power of the community and local, regional, and state government to influence project decisions and outcomes and accountability for those outcomes. 	<ul style="list-style-type: none"> Invest in the multimodal transportation system to reduce congestion locally, regionally, and statewide. Use development opportunities to foster safer travel for all users. Use development opportunities to foster connectivity and improve operational capacity for individuals, business, industry, and organizations throughout the city, region, state, and West Coast. Enhance economic growth by capitalizing opportunities to support goods movement reliability within the state network. 	<ul style="list-style-type: none"> Create a more efficient transportation system by improving traffic flow of the highway and improving and increasing multimodal opportunities in the Albina area. Develop and implement congestion pricing on the I-5 corridor to manage demand as soon as possible to Project completion. Improve air quality and minimize impacts to human health in the Project area, particularly for communities of color that are disproportionately impacted by air toxins. The project will improve air quality on the grounds of Harriet Tubman Middle School and Lillis-Albina Park.

BASE CASE / EA	Restorative Justice		Community Input and Transparent Decision-Making		Mobility Focused		Climate Action and Improved Public Health	
		ICA Assessment		ICA Assessment		ICA Assessment		ICA Assessment
	Create community stability	ICA Assessment	Community Governance	ICA Assessment	Reduce congestion	ICA Assessment	Improve air quality	ICA Assessment
	existing affordable housing preserved		increase in access to decision-making for communities impacted by systemic racism		local congestion reduction		air quality improvement within the API	
	existing affordable commercial space preserved		increase in access to future decision-making for communities impacted by systemic racism		state / regional congestion reduction		air quality improvement at Harriet Tubman Middle School and Lillis-Albina Park	
	existing community spaces preserved		enduring means to monitor and reinforce community-involved decision making		Encourage multi-modal travel	ICA Assessment	emissions reduction	
	Increase access to family wage jobs, healthcare, and education	ICA Assessment	effectiveness of agreements to create transparency in decision-making and prioritize improvements		level to which multi-modal travel is prioritized over vehicular travel		air quality at other key community sites (open spaces, school sites, housing sites, cultural sites)	
	access to family-wage jobs		Foster public-private partnerships	ICA Assessment	Foster safer travel for all users	ICA Assessment	Address climate change	ICA Assessment
	access to healthcare		opportunity for public-private partnerships		safer travel for pedestrians		greenhouse gas reduction	
	access to education				safer travel for transit users		ability to meet climate action goals	
	Increase access to affordable housing to own and rent	ICA Assessment			safer travel for cyclists		community resilience to climate change	
	affordable homes to own				safer travel for local street drivers		Improve access to open space	ICA Assessment
	affordable homes to rent				safer travel for highway users		amount of new open space	
	quality of homes				Foster connectivity	ICA Assessment	amount of restored open space	
	Increase access to affordable business space to own or lease	ICA Assessment			increase in connections for pedestrians		ability of open space to support community functions (supports children and families, large-scale gatherings like concerts, etc.)	
	affordable business spaces to own				increase in connections for transit users		ability of open space to support ecological functions (stormwater management, biodiversity, pollination)	
	affordable business spaces to lease				increase in connections for cyclists		diversity of open spaces	
	Wealth Creation for the Black Community	ICA Assessment			increase in connections for local street drivers		connections between open spaces	
	opportunities for Black-owned businesses to thrive				improvement to access points for highway users		Create healthy environments	ICA Assessment
	urban renewal resources leveraged for those historically harmed				prospective electric and autonomous vehicle availability and viability		noise reduction within the API	
	ability to develop on high-visibility streets				Improve operational capacity	ICA Assessment	induce wholeness and wellness within the Black Community through reductions in stress	
	cost/benefit (cost of the project vs. benefit to the Black community)				travel time of goods movement for local businesses		noise at key community sites (open spaces, school sites, housing sites, cultural sites)	
	real estate development potential on highway covers				travel time of goods movement for regional / statewide businesses		water quality	
	relative value of the development scenario				Connect to Job Centers	ICA Assessment	high-speed road danger within the API	
	increase to wealth for those historically harmed				connection between Albina and job centers		high-speed road danger at key community sites (open spaces, school sites, housing sites, at cultural sites)	
	Support the redevelopment vision for Albina	ICA Assessment			connection between other population and job centers through Albina		ability of urban environment to support community health (provide healthy food, recreation, shade, etc.)	
	ways in which development supports Albina Vision				Connect Albina to Portland's Black Community	ICA Assessment	ability of urban environment to support ecological health (provide biodiversity, pollinator habitats, stormwater remediation, etc.)	
	amount of curb frontage dedicated to community-serving uses				connection between Albina and SE Portland using transit		thermal comfort	
	access to affordable, high-quality livability				connection between Albina and SE Portland using personal vehicle			
	urban design strength				connection between Albina and NE Portland using transit			
	Maximize opportunities for DBE and BIPOC service providers	ICA Assessment			connection between Albina and NE Portland using personal vehicle			
	opportunities for DBE				Support Plan Goals	ICA Assessment		
	opportunities for BIPOC service providers				alignment with overall policy goals			
	jobs gained				alignment with Central City 2035			
	capacity built				alignment with NNE Quadrant Plan			
	technical complexity				consistency with PBOT's PedPDX, buffered bike lane design guide, and Enhanced Transit Corridors Plan and Rose Lane Project			
	Benefit those historically harmed through actions taken	ICA Assessment						
	beneficiaries with connection to historic Albina neighborhood							
	value of land removed for the project vs. value the community gains from the project							
	creates reduction in disparities between Black community and dominant culture							
	Communicate the ethnic, racial, and cultural identity of Historic Albina	ICA Assessment						
	increase in safe spaces							
	activation for arts and culture sites							
	support for culturally-significant services							
	urban form / aesthetics of the development scenario support community identity							

SCENARIO 1: CONSTRAINED BY API

Restorative Justice		Community Input and Transparent Decision-Making		Mobility Focused		Climate Action and Improved Public Health	
Create community stability	ICA Assessment	Community Governance	ICA Assessment	Reduce congestion	ICA Assessment	Improve air quality	ICA Assessment
existing affordable housing preserved		increase in access to decision-making for communities impacted by systemic racism		local congestion reduction		air quality improvement within the API	
existing affordable commercial space preserved		increase in access to future decision-making for communities impacted by systemic racism		state / regional congestion reduction		air quality improvement at Harriet Tubman Middle School and Lillis-Albina Park	
existing community spaces preserved		enduring means to monitor and reinforce community-involved decision making		Encourage multi-modal travel	ICA Assessment	emissions reduction	
Increase access to family wage jobs, healthcare, and education	ICA Assessment	effectiveness of agreements to create transparency in decision-making and prioritize improvements		level to which multi-modal travel is prioritized over vehicular travel		air quality at other key community sites (open spaces, school sites, housing sites, cultural sites)	
access to family-wage jobs		Foster public-private partnerships	ICA Assessment	Foster safer travel for all users	ICA Assessment	Address climate change	ICA Assessment
access to healthcare		opportunity for public-private partnerships		safer travel for pedestrians		greenhouse gas reduction	
access to education				safer travel for transit users		ability to meet climate action goals	
Increase access to affordable housing to own and rent	ICA Assessment			safer travel for cyclists		community resilience to climate change	
affordable homes to own				safer travel for local street drivers		Improve access to open space	ICA Assessment
affordable homes to rent				safer travel for highway users		amount of new open space	
quality of homes				Foster connectivity	ICA Assessment	amount of restored open space	
Increase access to affordable business space to own or lease	ICA Assessment			increase in connections for pedestrians		ability of open space to support community functions (supports children and families, large-scale gatherings like concerts, etc.)	
affordable business spaces to own				increase in connections for transit users		ability of open space to support ecological functions (stormwater management, biodiversity, pollination)	
affordable business spaces to lease				increase in connections for cyclists		diversity of open spaces	
Wealth Creation for the Black Community	ICA Assessment			increase in connections for local street drivers		connections between open spaces	
opportunities for Black-owned businesses to thrive				improvement to access points for highway users		Create healthy environments	ICA Assessment
urban renewal resources leveraged for those historically harmed				prospective electric and autonomous vehicle availability and viability		noise reduction within the API	
ability to develop on high-visibility streets				Improve operational capacity	ICA Assessment	induce wholeness and wellness within the Black Community through reductions in stress	
cost/benefit (cost of the project vs. benefit to the Black community)				travel time of goods movement for local businesses		noise at key community sites (open spaces, school sites, housing sites, cultural sites)	
real estate development potential on highway covers				travel time of goods movement for regional / statewide businesses		water quality	
relative value of the development scenario				Connect to Job Centers	ICA Assessment	high-speed road danger within the API	
increase to wealth for those historically harmed				connection between Albina and job centers		high-speed road danger at key community sites (open spaces, school sites, housing sites, at cultural sites)	
Support the redevelopment vision for Albina	ICA Assessment			connection between other population and job centers through Albina		ability of urban environment to support community health (provide healthy food, recreation, shade, etc.)	
ways in which development supports Albina Vision				Connect Albina to Portland's Black Community	ICA Assessment	ability of urban environment to support ecological health (provide biodiversity, pollinator habitats, stormwater remediation, etc.)	
amount of curb frontage dedicated to community-serving uses				connection between Albina and SE Portland using transit		thermal comfort	
access to affordable, high-quality livability				connection between Albina and SE Portland using personal vehicle			
urban design strength				connection between Albina and NE Portland using transit			
Maximize opportunities for DBE and BIPOC service providers	ICA Assessment			connection between Albina and NE Portland using personal vehicle			
opportunities for DBE				Support Plan Goals	ICA Assessment		
opportunities for BIPOC service providers				alignment with overall policy goals			
jobs gained				alignment with Central City 2035			
capacity built				alignment with NNE Quadrant Plan			
technical complexity				consistency with PBOT's PedPDX, buffered bike lane design guide, and Enhanced Transit Corridors Plan and Rose Lane Project			
Benefit those historically harmed through actions taken	ICA Assessment						
beneficiaries with connection to historic Albina neighborhood							
value of land removed for the project vs. value the community gains from the project							
creates reduction in disparities between Black community and dominant culture							
Communicate the ethnic, racial, and cultural identity of Historic Albina	ICA Assessment						
increase in safe spaces							
activation for arts and culture sites							
support for culturally-significant services							
urban form / aesthetics of the development scenario support community identity							

SCENARIO 2:
NOT CONSTRAINED BY API

Restorative Justice		Community Input and Transparent Decision-Making		Mobility Focused		Climate Action and Improved Public Health	
Create community stability	ICA Assessment	Community Governance	ICA Assessment	Reduce congestion	ICA Assessment	Improve air quality	ICA Assessment
existing affordable housing preserved		increase in access to decision-making for communities impacted by systemic racism		local congestion reduction		air quality improvement within the API	
existing affordable commercial space preserved		increase in access to future decision-making for communities impacted by systemic racism		state / regional congestion reduction		air quality improvement at Harriet Tubman Middle School and Lillis-Albina Park	
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Increase access to family wage jobs, healthcare, and education	ICA Assessment	effectiveness of agreements to create transparency in decision-making and prioritize improvements		level to which multi-modal travel is prioritized over vehicular travel		air quality at other key community sites (open spaces, school sites, housing sites, cultural sites)	
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access to healthcare		opportunity for public-private partnerships		safer travel for pedestrians		greenhouse gas reduction	
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Increase access to affordable housing to own and rent	ICA Assessment			safer travel for cyclists		community resilience to climate change	
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quality of homes				Foster connectivity	ICA Assessment	amount of restored open space	
Increase access to affordable business space to own or lease	ICA Assessment			increase in connections for pedestrians		ability of open space to support community functions (supports children and families, large-scale gatherings like concerts, etc.)	
affordable business spaces to own				increase in connections for transit users		ability of open space to support ecological functions (stormwater management, biodiversity, pollination)	
affordable business spaces to lease				increase in connections for cyclists		diversity of open spaces	
Wealth Creation for the Black Community	ICA Assessment			increase in connections for local street drivers		connections between open spaces	
opportunities for Black-owned businesses to thrive				improvement to access points for highway users		Create healthy environments	ICA Assessment
urban renewal resources leveraged for those historically harmed				prospective electric and autonomous vehicle availability and viability		noise reduction within the API	
ability to develop on high-visibility streets				Improve operational capacity	ICA Assessment	induce wholeness and wellness within the Black Community through reductions in stress	
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increase in safe spaces							
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support for culturally-significant services							
urban form / aesthetics of the development scenario support community identity							

**SCENARIO 3:
DIRECTED BY ESC**

Restorative Justice		Community Input and Transparent Decision-Making		Mobility Focused		Climate Action and Improved Public Health	
Create community stability	ICA Assessment	Community Governance	ICA Assessment	Reduce congestion	ICA Assessment	Improve air quality	ICA Assessment
existing affordable housing preserved		increase in access to decision-making for communities impacted by systemic racism		local congestion reduction		air quality improvement within the API	
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Communicate the ethnic, racial, and cultural identity of Historic Albina	ICA Assessment						
increase in safe spaces							
activation for arts and culture sites							
support for culturally-significant services							
urban form / aesthetics of the development scenario support community identity							

BASE CASE / EA	Individual Rankings	Restorative Justice	weight %	Community Input and Transparent Decision-Making	weight %	Mobility Focused	weight %	Climate Action and Improved Public Health	weight %	Cost / Benefit	weight %	Urban Design	weight %
		Create community stability	Ranking (1-5)	Community Governance	Ranking (1-5)	Reduce congestion	Ranking (1-5)	Improve air quality	Ranking (1-5)	Optimize Cost / Benefit	Ranking (1-5)	Support Urban Life	Ranking (1-5)
		Increase access to family wage jobs, healthcare, and education	Ranking (1-5)	Foster public-private partnerships	Ranking (1-5)	Encourage multi-modal travel	Ranking (1-5)	Address climate change	Ranking (1-5)			Support Plan Goals	Ranking (1-5)
		Increase access to affordable housing to own and rent	Ranking (1-5)			Foster safer travel for all users	Ranking (1-5)	Improve access to open space	Ranking (1-5)				
		Increase access to affordable business space to own or lease	Ranking (1-5)			Foster connectivity	Ranking (1-5)	Create healthy environments	Ranking (1-5)				
		Wealth Creation for the Black Community	Ranking (1-5)			Improve operational capacity	Ranking (1-5)						
		Support the redevelopment vision for Albina	Ranking (1-5)			Connect to job centers	Ranking (1-5)						
		Maximize opportunities for DBE and BIPOC service providers	Ranking (1-5)			Connect Albina to Portland's Black Community	Ranking (1-5)						
		Benefit those historically harmed through actions taken	Ranking (1-5)										
		Communicate the ethnic, racial, and cultural identity of Historic Albina	Ranking (1-5)										
		Totals:											
Workshops	Restorative Justice	Ranking	Community Input and Transparent Decision-Making	Ranking	Mobility Focused	Ranking	Climate Action and Improved Public Health	Ranking	Cost / Benefit	Ranking	Urban Design	Ranking	Total Ranking from Workshops
HAAB	Restorative Justice	Ranking	Community Input and Transparent Decision-Making	Ranking	Mobility Focused	Ranking	Climate Action and Improved Public Health	Ranking	Cost / Benefit	Ranking	Urban Design	Ranking	Total Ranking from HAAB
ESC	Restorative Justice	Ranking	Community Input and Transparent Decision-Making	Ranking	Mobility Focused	Ranking	Climate Action and Improved Public Health	Ranking	Cost / Benefit	Ranking	Urban Design	Ranking	Total Ranking from ESC

SCENARIO 1: CONSTRAINED BY API	Individual Rankings	Restorative Justice	weight %	Community Input and Transparent Decision-Making	weight %	Mobility Focused	weight %	Climate Action and Improved Public Health	weight %	Cost / Benefit	weight %	Urban Design	weight %
		Create community stability	Ranking (1-5)	Community Governance	Ranking (1-5)	Reduce congestion	Ranking (1-5)	Improve air quality	Ranking (1-5)	Optimize Cost / Benefit	Ranking (1-5)	Support Urban Life	Ranking (1-5)
		Increase access to family wage jobs, healthcare, and education	Ranking (1-5)	Foster public-private partnerships	Ranking (1-5)	Encourage multi-modal travel	Ranking (1-5)	Address climate change	Ranking (1-5)			Support Plan Goals	Ranking (1-5)
		Increase access to affordable housing to own and rent	Ranking (1-5)			Foster safer travel for all users	Ranking (1-5)	Improve access to open space	Ranking (1-5)				
		Increase access to affordable business space to own or lease	Ranking (1-5)			Foster connectivity	Ranking (1-5)	Create healthy environments	Ranking (1-5)				
		Wealth Creation for the Black Community	Ranking (1-5)			Improve operational capacity	Ranking (1-5)						
		Support the redevelopment vision for Albina	Ranking (1-5)			Connect to job centers	Ranking (1-5)						
		Maximize opportunities for DBE and BIPOC service providers	Ranking (1-5)			Connect Albina to Portland's Black Community	Ranking (1-5)						
		Benefit those historically harmed through actions taken	Ranking (1-5)										
		Communicate the ethnic, racial, and cultural identity of Historic Albina	Ranking (1-5)										
		Totals:											
Workshops	Restorative Justice	Ranking	Community Input and Transparent Decision-Making	Ranking	Mobility Focused	Ranking	Climate Action and Improved Public Health	Ranking	Cost / Benefit	Ranking	Urban Design	Ranking	Total Ranking from Workshops
HAAB	Restorative Justice	Ranking	Community Input and Transparent Decision-Making	Ranking	Mobility Focused	Ranking	Climate Action and Improved Public Health	Ranking	Cost / Benefit	Ranking	Urban Design	Ranking	Total Ranking from HAAB
ESC	Restorative Justice	Ranking	Community Input and Transparent Decision-Making	Ranking	Mobility Focused	Ranking	Climate Action and Improved Public Health	Ranking	Cost / Benefit	Ranking	Urban Design	Ranking	Total Ranking from ESC

SCENARIO 2: NOT CONSTRAINED BY API	Individual Rankings	Restorative Justice	weight %	Community Input and Transparent Decision-Making	weight %	Mobility Focused	weight %	Climate Action and Improved Public Health	weight %	Cost / Benefit	weight %	Urban Design	weight %
		Create community stability	Ranking (1-5)	Community Governance	Ranking (1-5)	Reduce congestion	Ranking (1-5)	Improve air quality	Ranking (1-5)	Optimize Cost / Benefit	Ranking (1-5)	Support Urban Life	Ranking (1-5)
		Increase access to family wage jobs, healthcare, and education	Ranking (1-5)	Foster public-private partnerships	Ranking (1-5)	Encourage multi-modal travel	Ranking (1-5)	Address climate change	Ranking (1-5)			Support Plan Goals	Ranking (1-5)
		Increase access to affordable housing to own and rent	Ranking (1-5)			Foster safer travel for all users	Ranking (1-5)	Improve access to open space	Ranking (1-5)				
		Increase access to affordable business space to own or lease	Ranking (1-5)			Foster connectivity	Ranking (1-5)	Create healthy environments	Ranking (1-5)				
		Wealth Creation for the Black Community	Ranking (1-5)			Improve operational capacity	Ranking (1-5)						
		Support the redevelopment vision for Albina	Ranking (1-5)			Connect to job centers	Ranking (1-5)						
		Maximize opportunities for DBE and BIPOC service providers	Ranking (1-5)			Connect Albina to Portland's Black Community	Ranking (1-5)						
		Benefit those historically harmed through actions taken	Ranking (1-5)										
		Communicate the ethnic, racial, and cultural identity of Historic Albina	Ranking (1-5)										
		Totals:											
Workshops	Restorative Justice	Ranking	Community Input and Transparent Decision-Making	Ranking	Mobility Focused	Ranking	Climate Action and Improved Public Health	Ranking	Cost / Benefit	Ranking	Urban Design	Ranking	Total Ranking from Workshops
HAAB	Restorative Justice	Ranking	Community Input and Transparent Decision-Making	Ranking	Mobility Focused	Ranking	Climate Action and Improved Public Health	Ranking	Cost / Benefit	Ranking	Urban Design	Ranking	Total Ranking from HAAB
ESC	Restorative Justice	Ranking	Community Input and Transparent Decision-Making	Ranking	Mobility Focused	Ranking	Climate Action and Improved Public Health	Ranking	Cost / Benefit	Ranking	Urban Design	Ranking	Total Ranking from ESC

SCENARIO 3: DIRECTED BY ESC	Individual Rankings	Restorative Justice	weight %	Community Input and Transparent Decision-Making	weight %	Mobility Focused	weight %	Climate Action and Improved Public Health	weight %	Cost / Benefit	weight %	Urban Design	weight %
		Create community stability	Ranking (1-5)	Community Governance	Ranking (1-5)	Reduce congestion	Ranking (1-5)	Improve air quality	Ranking (1-5)	Optimize Cost / Benefit	Ranking (1-5)	Support Urban Life	Ranking (1-5)
		Increase access to family wage jobs, healthcare, and education	Ranking (1-5)	Foster public-private partnerships	Ranking (1-5)	Encourage multi-modal travel	Ranking (1-5)	Address climate change	Ranking (1-5)			Support Plan Goals	Ranking (1-5)
		Increase access to affordable housing to own and rent	Ranking (1-5)			Foster safer travel for all users	Ranking (1-5)	Improve access to open space	Ranking (1-5)				
		Increase access to affordable business space to own or lease	Ranking (1-5)			Foster connectivity	Ranking (1-5)	Create healthy environments	Ranking (1-5)				
		Wealth Creation for the Black Community	Ranking (1-5)			Improve operational capacity	Ranking (1-5)						
		Support the redevelopment vision for Albina	Ranking (1-5)			Connect to job centers	Ranking (1-5)						
		Maximize opportunities for DBE and BIPOC service providers	Ranking (1-5)			Connect Albina to Portland's Black Community	Ranking (1-5)						
		Benefit those historically harmed through actions taken	Ranking (1-5)										
		Communicate the ethnic, racial, and cultural identity of Historic Albina	Ranking (1-5)										
		Totals:											
Workshops	Restorative Justice	Ranking	Community Input and Transparent Decision-Making	Ranking	Mobility Focused	Ranking	Climate Action and Improved Public Health	Ranking	Cost / Benefit	Ranking	Urban Design	Ranking	Total Ranking from Workshops
HAAB	Restorative Justice	Ranking	Community Input and Transparent Decision-Making	Ranking	Mobility Focused	Ranking	Climate Action and Improved Public Health	Ranking	Cost / Benefit	Ranking	Urban Design	Ranking	Total Ranking from HAAB
ESC	Restorative Justice	Ranking	Community Input and Transparent Decision-Making	Ranking	Mobility Focused	Ranking	Climate Action and Improved Public Health	Ranking	Cost / Benefit	Ranking	Urban Design	Ranking	Total Ranking from ESC

Appendix D: Refinement Principles

The current Development Assessment Framework is a draft list of what we've heard from the community, organized under the ESC Values, with two additional themes (See Appendix D: Revised Development Assessment with Expanded Themes). Below, the ICA team provides the means to further update the Development Assessment Framework to reflect the community's vision of the most impactful and differential outcomes, that in the aggregate, support restorative justice for the Black community in the Albina neighborhood. With further input from the community, the next version of the Development Assessment Framework will be organized using these principles:

Working Draft Principles for ICA to Further Refine the Development Assessment Framework

1. Reinforce themes representing Values as stated with ESC Values and Outcomes.
2. Provide a useable number of themes for the community to holistically evaluate development scenarios.
3. Remove outcomes that, though meaningful, will not help us distinguish between different development scenarios.
 - a. Example: Connecting Albina to different areas of Black displacement in the city is important, however the different ways we might develop this project are not likely to make a meaningful difference in improving that connection.
4. Combine groups of outcomes that are similar into a single outcome for clarity.
5. Organize the Development Assessment Framework outcomes to allow the community to clearly indicate their priorities for restorative justice in Albina.

Working Draft Principles to Organize ICA Outcomes Under a Theme

1. Create a mechanism to utilize land on and around the highway covers for the development of neighborhood features that support the Black community vision.
2. Create value to the Black community through policy, design, and action coordinated through public-private partnerships.
3. Sustain desired community-oriented benefits that the highway covers may catalyze and reinforce.
4. Leverage a change of policy or physical design to facilitate the achievement of the desired outcomes.
5. Provide short-term and long-term vision feasibility through specific policy, design, and a coordinated public-private action plan.
6. Maximize the activation of the highway cover surfaces and draw Black and other community members back into the area to recreate, enjoy, learn, and connect.
7. Establish a new mixed-use, mixed-income, sustainable neighborhood for the Black community.
8. Include urban design elements that were prioritized by community stakeholders.
9. Incorporate art and cultural elements that the Black community creates, owns, and relates to.

Working Draft Principles to Develop Metrics that Measure How Well an Outcome is Achieved

1. Performance that can be measured against the current baseline condition.
 - Example: The number of additional days the area is activated, the number of affordable housing units created in the highway cover study area; the number of new minority businesses that are located within a 1/4 mile radius of the Rose Quarter.
2. Amount of new development in a specified radius that provides community benefits.
 - Example: Amount of affordable commercial space and/or affordable home ownership for Black and BIPOC community members.
3. Amount of time between current conditions and the improvement.
 - Example: One development scenario can provide new, affordable business space for Black and BIPOC business owners within 5 years versus another scenario providing it in 20 years.
4. Ability to leverage partnerships to achieve community goals.

- Example: Development partnership with a research hospital like OHSU to create a wellness facility in Albina that focuses on improving the health of Black and BIPOC community members.
5. Amount of power a governance entity gives to the Black community over time and ability to adapt to their changing needs.
- A development oversight body gives the Black community a voice in the development of land versus a Community Land Trust that gives the Black community direct control over the development of land. Both are improvements to the power the Black community holds over Albina today, however the Community Land Trust governance structure gives the Black community a greater amount of power than the oversight body.

Appendix E: Development of Outcomes

Content

Outcomes are organized by themes that mirror ESC values in the Master Development Assessment Framework (Appendix C). When outcomes from different sources overlapped, they were combined and the definition for that outcome was expanded to capture the context of the way each source referred to it. The context each source uses gives us a baseline for how we might measure a development scenario's success. Supporting information about how ESC, Contract Criteria, and Record Review text were combined and summarized into one outcome are shown in blue, yellow and red, respectively.

Legend for Organization of Themes, Outcomes, Definitions:

Theme

Outcome

Definitions

- Comes from ESC original text
- Comes from Contract criteria original text
- Comes from Record Review original text

Restorative Justice

Create Community Stability

Definitions: Preserving remaining affordable housing, commercial spaces, and community spaces of the Historic Albina neighborhood.

- The "Create Community Stability" outcome is derived from the ESC outcome, "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." The first part of this outcome "acknowledge the impacts..." is applicable to the project as a whole and not applicable to measuring development scenarios in the Development Assessment Framework. The statement "create community stability" becomes the heading of this outcome. "[Create] economic wealth, and opportunity in Albina" is covered by other outcome below.
- Combined with the Record Review outcome, "Identify and implement measures to preserve the remaining elements of the Albina community where they are today, including maintaining affordability of housing, commercial space, and community spaces."

Increase Access to Decision-making for Communities Impacted by Systemic Racism

Definitions: Identifying ways in which the development scenarios increase access to decision-making about how the neighborhood gets revitalized now and in the future

- This is a summary of ESC outcome, "Increase access to... Decision-makers and decision-making processes for communities that have and still are experiencing systematic racism."
- Combined with the Record Review outcome, "There should be an enduring means to monitor and reinforce community-involved decision making..."

Increase Access to Family Wage Jobs, Healthcare, and Education

Definitions: Increasing access to each of the items above individually

- Same text as ESC outcome, "Increase access to... Family wage jobs, healthcare, and education."

Increase Access to Affordable Housing to Own and Rent

Definitions: Increasing access to own and rent affordable housing individually, quality of homes

- Same text as ESC outcome, “Increase access to... Affordable housing to own and rent.”

Increase Access to Affordable Business Space to Own and Lease

Definitions: Creating access and opportunities to own and lease affordable business spaces individually

- Same text as ESC outcome, “Increase access to... Affordable business space to own and lease.”

Wealth Creation

Definitions: Providing opportunities for Black-owned businesses to thrive; leveraging urban renewal resources for those historically harmed; providing wealth development opportunities for those historically harmed; identifying real estate development potential on highway covers relative to each development scenario; ability to develop on high-visibility streets; cost of the project vs. benefit to the community

- Derived from ESC outcome, “Provide opportunities for wealth generation through agency partnerships, where Black-owned business can thrive.” Summarized as “wealth creation,” a metric specific to opportunities for Black-owned businesses to thrive is added to measure the success of this outcome.
- Combined with contract criteria, “Evaluation criteria must include... Real estate development potential on highway covers, including relative value of each development scenario.”
- Combined with contract criteria, “Evaluation criteria must include... Anticipated alignment with community goals, such as:
 - Economic opportunities, mobility, and employment disparities in the Project Area; (mobility covered in mobility theme, employment disparities covered in Maximize Opportunities for DBE and BIPOC Service Providers outcome, below)
 - Diversity of cultural resources and natural resources in the Project Area; (informs the outcomes, Communicate the Ethnic, Racial, and Cultural Identity of Historic Albina; and Improve Access to Open Space, respectively)
 - Environmental outcomes as measured by water quality, thermal comfort, and emissions in the Project Area; (informs the outcome, Create Healthy Environments)
 - Access to affordable high-quality livability within the Project Area (housing quality added as a measurement for the outcome, Affordable Housing to Own and Rent, affordable, high-quality livability added as a measurement to Support the Redevelopment Vision for Albina)”
- Combined with contract criteria, “Evaluation criteria must include... The anticipated cost parameters to consider in the Development Scenarios.” This could be added to a new outcome labeled Cost / Benefit; see Potential New Themes.
- Combined with Record Review outcome, “Leverage urban renewal resources to support the Historic Albina Community harmed by past injustices in the Rose Quarter.” Measurement added to assess amount of urban renewal resources leveraged and for increases to wealth for community harmed by past injustice.
- Combined with Record Review outcome, “The EA’s cover design should not limit the community’s ability to leverage development along high-visibility streets to support the diverse social and economic needs of the Historic Albina Community.” Measurement added to assess ability to develop on high-visibility streets.
- Combined with Record Review outcome, “Deploy highway cover structural systems to balance project costs and returned benefits to the Historic Albina Community respecting the 15% Design Criteria relating to vertical clearance under cover structure, which governs the cap geometry.” Measurement added for cost/benefit.

Foster Public-Private Partnerships

Definitions: Creating opportunities for public-private partnerships

- Derived from ESC outcome, “Use land development opportunities to foster public and private partnerships to support the redevelopment vision for Albina.”

Support the Redevelopment Vision for Albina

Definitions: Developing solutions that support the Albina Vision; amount of curb frontage dedicated to community-serving uses; access to affordable, high-quality livability, urban design strength

- Derived from ESC outcome, “Use land development opportunities to foster public and private partnerships to support the redevelopment vision for Albina.”
- Combined with contract criteria, “Opportunities to incorporate community facilities, open space, and settings for other Project program elements that align with community needs and desires.” Suggest these program elements are organized into themes as they are developed through community engagement in work sessions.
- Combined with contract criteria, “Evaluation criteria must include... Anticipated alignment with community goals, such as... Access to affordable high-quality livability within the Project Area”
- Combined with contract criteria, “Evaluation criteria must include... Urban design strength, including variation in building heights and impacts to surrounding transportation, circulation, and mobility.” Suggest urban design strength is a single measurement that considers both building height and mobility, among other components.
- Combined with Record Review, “Prioritize more street curb frontage for street parking, transit, and deliveries to create vibrant streets and support community-serving businesses” because this outcome supports the vibrant streets and business success that are a part of the redevelopment vision for Albina.
- Note: Other elements that support the redevelopment vision for Albina are categorized in their own outcomes and include increased access to open space, wealth creation, etc.

Maximize Opportunities for DBE and BIPOC Businesses

Definitions: Maximizing opportunities for DBE and BIPOC contractors, service providers, and workforce that help build capacity and technical competency of these businesses.

- Derived from ESC outcome, “Maximize Disadvantaged Business Enterprise (DBE) opportunities at every phase of the project to gain jobs, build capacity, and address specific minority contracting needs in Portland while not neglecting the significance of majority owned Black, Indigenous and people of color (BIPOC) contracting and service provider firms.” This is summarized as “Maximize opportunities for DBE and BIPOC service providers” with measurements for the individual elements in the ESC text. Addressing contracting needs is applicable to the project as a whole and not included in the Development Assessment Framework.
- Combined with contract criteria, “Evaluation criteria must include... Technical complexity, in terms of both the deck structures themselves and the ramps needed to facilitate the proposed highway covers.” Technical complexity could have an impact on the jobs gained and capacity built within DBE and BIPOC firms and could also be a stand-alone measurement for a new outcome labeled Cost / Benefit; see Potential New Themes.

Benefit Those Historically Harmed through Actions Taken

Definitions: Measuring how land acquired for the development of the project gets redeployed for the benefit of the historic Albina community after the transportation project is completed.

- * Same text as ESC outcome, “Benefit those historically harmed through actions taken.”
- Combined Record Review outcome, “The value of land that is removed from development and placed in a transportation use should be deployed to make gains in health and community cohesion.”

Communicate the Ethnic, Racial, and Cultural Identity of Historic Albina

Definitions: Increasing the amount of culturally diverse, safe civic spaces, activated arts and culture spaces, and places that support culturally significant services, urban form and aesthetics in the project area.

- Derived from contract criteria, Evaluation criteria must include... Anticipated alignment with community goals, such as: “... Diversity of cultural resources... in the Project Area.”
- Combined with 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. This includes increasing safe spaces, activating arts and culture sites, providing support for existing and new culturally-significant services (job training, community center, church, school, culturally-appropriate health care, hair salon, etc.).”
- Combined with Record Review outcome, “Examine the opportunity to support the sense of place of the community with iconic cover structures.”

Community Input and Transparent Decision Making

Community engagement outcomes apply to the project as a whole and not to measuring the difference between development scenarios. It might be useful for this theme to be used for Governance outcomes. For an example of this approach, see Appendix A: Draft Development Assessment Framework.

Mobility Focused

Reduce Congestion

Definitions: Providing local congestion reduction, and regional/state congestion reduction

- Derived from ESC outcome, “Invest in the multimodal transportation system to reduce congestion locally, regionally, and statewide.” Metrics added for local and regional / statewide congestion.

Encourage Multi-Modal Travel

Definitions: Increasing level of multi-modal travel and safety in the area.

- Derived from ESC outcome, “Invest in the multimodal transportation system to reduce congestion locally, regionally, and statewide.”
- Combined with Record Review outcome, “Anticipated driver behavior should be assumed to be calibrated in traffic modeling to induce reduction in vehicle speeds in balance with multimodal transportation goals for the N/NE Quadrant.”

- Combined with Record Review outcome, “A ‘proactive approach’ should be used to prioritize safety for cyclists, pedestrians, and transit users, resulting in a reallocation of right of way and a dispersion of auto traffic capacity throughout the Broadway corridor, and explore impacting traffic operations.”

Foster Safer Travel

Definitions: Providing safer travel for pedestrians, transit users, cyclists, local street drivers, and highway users individually

- Derived from ESC outcome, “Use development opportunities to foster safer travel for all users.” Metrics added for different users.
- Combined with contract criteria, “Evaluation criteria must include... Traffic impacts on pedestrian, bicyclist and transit facilities.”

Foster Connectivity

Definitions: Increasing connections for pedestrians, transit users, cyclists, local street drivers, and highway users individually; improve access points for highway users; prospective electric and autonomous vehicle availability and viability.

- Derived from ESC outcome, “Use development opportunities to foster connectivity and improve operational capacity for individuals, business, industry, and organizations throughout the city, region, state, and West Coast,” and ESC “What do we mean?” definition: “The process is committed to improving access points for state, regional and local connections and improved functionalities.”
- Combined with contract criteria, “Evaluation criteria must include... Prospective electric and autonomous vehicle availability and viability.”

Improve Operational Capacity

Definitions: Improving travel time reliability for individuals, goods movement and local, regional and statewide businesses through area on surface streets.

- Derived from ESC outcome, “Use development opportunities to foster connectivity and improve operational capacity for individuals, business, industry, and organizations throughout the city, region, state, and West Coast,” and ESC outcome, “Enhance economic growth by capitalizing opportunities to support goods movement reliability within the state network.”
- Combined with ESC “What do we mean?” definition, “This process is committed to improving safety, reducing congestion, improving travel time reliability...”

Connect Population and Job Centers

Definitions: Providing better connections between Albina and job centers; connection between other population and job centers through Albina

- Derived from ESC “What do we mean?” definition, “This process is committed to...connecting population and job centers within Oregon and across the West Coast.”

Connect Albina to Portland’s Black Community

Definitions: Providing better connections between Albina and NE/SE Portland neighborhoods using both transit and personal vehicles

- Derived from Record Review outcome, “Albina Neighborhood should be physically well-connected within the neighborhood or to other sites of displacement within the Portland Black community,” and “situate Albina as a well-connected center within a larger community network. This includes:

- Improve the streetscape environment for all sidewalk users, especially children and families.
- Improve connections to and experience at transit stops.
- Convenient and safe bike connections.
- Coherent and convenient vehicle routes and parking.”
- Note: While most of “this includes...” statements above are covered in other outcomes, this outcome was added specifically to measure the connection between Albina and other sites of displacement in NE and SE Portland.

Support Plan Goals

Definitions: Providing alignment with overall policy goals, Central City 2035, N/NE Quadrant Plan, and is consistent with PBOT’s PedPDX, buffered bike lane design guide, and Enhanced Transit Corridors Plan and Rose Lane Project

- Derived from contract criteria, “Evaluation criteria must include... Anticipated alignment with Project programmatic and policy goals.” Programmatic goals will be defined in separate sections by the community, “alignment with policy goals” is translated to a measurement for this outcome.
- Combined with Record Review outcome, “There should be full support for Central City 2035 Plan Goals,” and “Provide prioritization, connections, and street design that are consistent with N/NE Quadrant Plan, 2035 Transportation Plan, PBOT documents, and Get Moving 2020 Funding Measure.”
- Combined with Record Review outcome, “Assess a design that meets the covers’ integrated transport and zoning potential and all physical urban design elements of applicable plans. These include:
 - N Flint St. overcrossing, which is designated as a City Bikeway
 - N Dixon St., a City Bikeway, connects to N Hancock St.
 - Continuous sidewalk along west side of N Vancouver Ave.
 - Direct connections at Hancock and Clackamas overcrossings
 - On-cover buildings within the covers’ zoning potential”
- Note: this could be an outcome that covers all plan goals, including mobility, zoning, urban design, etc., outside of the Mobility Focused theme (see Potential New Themes).

Climate Action and Improved Public Health

Improve Air Quality

Definitions: Improving air quality within the area of potential impact (API); air quality improvement at Harriet Tubman Middle School and Lillis-Albina Park; ability to play outdoors without adverse health impacts from air quality at Harriet Tubman Middle School and Lillis-Albina Park; air quality at other key community sites (open spaces, school sites, housing sites, cultural sites); emissions

- Derived from ESC outcome, “Improve air quality and minimize impacts to human health in the Project area, particularly for communities of color that are disproportionately impacted by air toxins,”
- Combined with ESC outcome, “The project will improve air quality on the grounds of Harriet Tubman Middle School and Lillis-Albina Park.” Metrics added to measure air quality at Harriet Tubman / Lillis-Albina specifically as well as whether the improvement is enough to play outdoors.
- Combined with Record Review outcome, “Enduring improvements to air quality and safety should be an outcome of the RQIP” and “Reduce the impact of noise, pollution, and high-speed road danger to open spaces, school sites, housing sites, and cultural sites.”

Address Climate Change

Definitions: Contributing to the reduction of greenhouse gas emissions and creating features/initiatives that help meet climate action goals; community resilience to climate change

- Derived from ESC “what do we mean” description, “This process is committed to providing multimodal opportunities and investments to reduce greenhouse gas emissions (GHG) and improve air quality, public health and safety;” and “This process is committed to addressing local, regional, and statewide climate action goals.”
- Combined with Record Review outcome, “Define climate action goals and prioritize sustainable design and construction, materials, and practices.”
- Combined with Record Review outcome, “The RQIP should counteract the effects of climate change and risks to Historic Albina Communities’ community cohesion.” Note: this was translated as community resilience measurement, above.

Improve Access to Open Space

Definitions: Increasing the amount of new and/or restored sustainable public spaces and design of these spaces so they have the ability to support community functions and needs, arts and culture activities and plan for connectivity and diversity of these public spaces in project area

- Derived from contract criteria, “Evaluation criteria must include... Opportunities to incorporate community facilities, open space, and settings for other Project program elements that align with community needs and desires.”
- Combined with contract criteria, “Evaluation criteria must include... Anticipated alignment with community goals, such as... Diversity of natural resources... in the Project Area.”
- Combined with Record Review outcome, “Restore or create new open spaces and well-maintained natural areas or parks to offer a “sense of place” and well-being to users.”
- Combined with Record Review outcome, “Connect open spaces and the Willamette waterfront with an intuitive, low-stress network supportive of many ages and abilities.”
- Combined with Record Review outcome, “Green space and civic space should support natural functions and community activities... Assess design scenarios’ green spaces on their ability to provide for flexible uses including rest, recreation, and large community events, as well as their integration into a larger green space ecological network.”

Create Healthy Environments

Definitions: Reducing noise reduction within the API; noise at key community sites (open spaces, school sites, housing sites, cultural sites); high-speed road danger within the API; high-speed road danger at key community sites (open spaces, school sites, housing sites, cultural sites); ability of urban environments to support community health (community gardens, recreation, shade, etc.); water quality; thermal comfort

- Derived from ESC outcome, “Improve air quality and minimize impacts to human health in the Project area, particularly for communities of color that are disproportionately impacted by air toxins.”
- Combined with contract criteria, “Evaluation criteria must include... Anticipated alignment with community goals, such as... Environmental outcomes as measured by water quality, thermal comfort, and emissions in the Project Area” (emissions covered under Address Climate Change and Improve Air Quality)”
- Combined with Record Review outcome, “Enduring improvements to air quality and safety should be an outcome of the RQIP.”
- Combined with Record Review outcome, “Reduce the impact of noise, pollution, and high-speed road danger to open spaces, school sites, housing sites, and cultural sites.”

Outcomes Requiring Further Discussion

Through the application of Development Assessment Framework Principles, the following Outcomes from the ESC, contract criteria, and Record Review that apply to the project as a whole, were found to be more applicable to the project as a whole than to not to assessing the performance of different development scenarios and were not included in the Development Assessment Framework.

Restorative Justice

- Acknowledge the impacts of these developments on the community to earn community trust...
- ...address specific minority contracting needs in Portland...
- Conduct a Community Impact Assessment and provide a Community and Neighborhoods Impacts Analysis that evaluates the effects of the project on the human environment (i.e. community and its quality of life).
- Expand the definition of the “African American community” to include major areas of displacement in NE and SE Portland. Redefine the API to include the Albina Community Planning Area and surrounding neighborhoods that creates Albina’s “sense of place” for the African American community.

Community Input and Transparent Decision-making

- Implement intentional, creative engagement that meets communities where they are and fosters a two-way dialogue that demonstrates how these conversations inform decision-making.
- Implement intentional, creative engagement that elevates the voices of those historically marginalized.
- Bring people with diverse backgrounds and expertise together to gain input, inform the Project development process, and to ensure the Project addresses present and future local, regional and state transportation system needs.
- Reflect the shared power of the community and local, regional, and state government to influence project decisions and outcomes and accountability for those outcomes.
- There should be an enduring means to monitor and reinforce community-involved decision-making to address the following:
 - Freeway-based and related improvements that are within a focused area, and a broader remedy for poor urban conditions can both be achieved through concerted parallel actions.
 - There may be existing resources to “foster economic prosperity among communities and individuals who have not fully participated in or benefited from economic opportunities in the Interstate Corridor URA [urban renewal area].”
 - Comments received on the EA identified a gap of understanding and a “loss of trust” with ODOT.
 - Stakeholders and public comments on the EA indicated they have not seen improvement to air quality and safety around the neighborhood as promised.
- There should be established agreements to create transparency in decision-making and priority in improvements. Stakeholders from AVT, PPS, Metro, the City of Portland and Multnomah County have specifically requested governance and cost transparency. In response, specific agreements between members of the ESC, and amongst project stakeholders, were desired as the ESC was established.

Mobility Focused

- Traffic modeling should be used to fully demonstrate the congestion and safety benefits of added lanes to reduce bottleneck congestion and improve highway safety and operations related to surface streets on highway covers.

- Fire & Life Safety (FLS) requirements should be identified for RQIP to balance mobility and community cohesion outcomes.

Climate Action and Improved Public Health

- “Create a more efficient transportation system by improving traffic flow of the highway and improving and increasing multimodal opportunities in the Albina area” is measured under the theme Mobility Focused.
- Develop and implement congestion pricing on the I-5 corridor to manage demand as soon as possible to Project completion.
- Evaluation criteria must include... Prospective congestion pricing.
- The value of land that is removed from development and placed in a transportation use should be deployed to make gains in health and community cohesion (opportunity for the project to tie land lost for regional transportation use to community gains, moved to the theme Restorative Justice under the outcome “benefit those historically harmed through actions taken”).

Potential New Themes

This section describes the current content of the Revised Development Assessment Framework with Expanded Themes. Below are the proposed new themes to organize the additional outcomes uncovered through the Record Review and discussions with the ESC using the Development Assessment Framework Principles.

Theme: Cost / Benefit

Creating a Cost / Benefit theme could communicate how a project is efficient and fiscally responsible separate from the outcomes for maximizing wealth creation for those historically harmed. The measurements that are compiled under this potential new theme are currently located under outcomes in the theme *Restorative Justice*.

Outcome: Optimize Cost / Benefit

Definitions: cost / benefit; value of land removed vs. value community gains from the project; technical complexity; traffic impacts on pedestrians, bicyclists, and transit facilities; impacts on businesses; length of time of construction

- Derived from ESC “what do we mean” description, “this process is committed to providing multimodal travel opportunities in a [fiscally responsible way](#).”
- Combined with contract criteria, “Evaluation criteria must include... Technical complexity, in terms of both the deck structures themselves and the ramps needed to facilitate the proposed highway covers.”
- Combined with contract criteria, “Evaluation criteria must include... The anticipated cost parameters to consider in the Development Scenarios.”
- Combined with contract criteria, “Evaluation criteria must include... Traffic impacts on pedestrian, bicyclist and transit facilities.” This could look at both long-term impacts as well as the short-term burden construction places on the community, businesses, and traveling public as “cost” of the project.
- Combined with Record Review outcome, “Deploy highway cover structural systems to balance project costs and returned benefits to the Historic Albina Community...”
- Combined with Record Review outcome, “The value of land that is removed from development and placed in a transportation use should be deployed to make gains in health and community cohesion.”

Theme: Urban Design

Creating a theme for urban design with outcomes Support Urban Life and Support Plan Goals could measure how well the urban environment supports human life in general, separate from those outcomes of restoring the urban environment specifically to achieve restorative justice and the redevelopment vision for Albina. The measurements that are compiled under this potential new theme are currently located under outcomes in the themes *Restorative Justice* and *Mobility Focused*.

Outcome: Support Urban Life

Definitions: Assessing urban design strength, amount of curb frontage dedicated to community-serving uses, prospective electric and autonomous vehicle availability and viability

- Derived from contract criteria, “Evaluation criteria must include... Urban design strength, including variation in building heights and impacts to surrounding transportation, circulation, and mobility.” Impacts to transportation is covered under Mobility and suggests variation in building heights be included with several other factors in our assessment of urban design strength.
- Combined with contract criteria, “Evaluation criteria must include... Prospective electric and autonomous vehicle availability and viability.”
- Combined with Record Review outcome, “Prioritize more street curb frontage for street parking, transit, and deliveries to create vibrant streets and support community-serving businesses.”

Outcome: Support Plan Goals

Definitions: ways in which development supports Central City 2035, N/NE Quadrant Plan, meets its integrated transport and zoning potential, and all physical urban design elements of applicable plans.

- Derived from contract criteria, “Evaluation criteria must include... Anticipated alignment with Project programmatic and policy goals.”
- Combined with Record Review outcome, “There should be full support for Central City 2035 Plan Goals”
- Combined with Record Review outcome, “Provide prioritization, connections, and street design that are consistent with N/NE Quadrant Plan, 2035 Transportation Plan, PBOT documents, and Get Moving 2020 Funding Measure”
- Combined with Record Review outcome, “Assess a design that meets the covers’ integrated transport and zoning potential and all physical urban design elements of applicable plans. These include:
 - N Flint St. overcrossing, which is designated as a City Bikeway
 - N Dixon St., a City Bikeway, connects to N Hancock St.
 - Continuous sidewalk along west side of N Vancouver Ave.
 - Direct connections at Hancock and Clackamas overcrossings
 - On-cover buildings within the covers’ zoning potential”

Appendix F: ESC Values and Outcomes

October 26, 2020 - FINAL

The Why

We gather to take action toward righting the wrongs of the past. We commit to move forward to create a project that is integrated into the vision of a safer, more just and inclusive Albina community and greater Portland Region. We work to establish a more predictable international (national or regional, but international is a stretch) transport system that supports the resiliency of rural and urban Oregon while managing demand in the I-5 corridor. We must ensure historically marginalized communities benefit from the investment of this project.

Values and Outcomes

As we look to future investments in the Albina area, including the I-5 Rose Quarter Improvement Project, we collectively seek to advance the following outcomes through our common set of values. With these values, we seek to build trust and foster collaborative partnerships. For a successful project and complimentary investment in the Albina community, organizations with transportation, land use and development authority will need to build and maintain strong partnerships with each other and the community.

Value: Restorative Justice		
What do we mean?	Aim	Desired Outcomes
<ul style="list-style-type: none"> • This process is committed to elevating the voices of and providing benefit to the historically impacted Albina community. • This process is committed to identifying, encouraging and, where appropriate, facilitating opportunities for agency partnerships to spur pathways for wealth generation. • 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>Advance social and racial equity resulting in positive change.</p>	<ul style="list-style-type: none"> • 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. • Increase access to: <ul style="list-style-type: none"> • Decision-makers and decision-making processes for communities that have and still are experiencing systematic racism • Family wage jobs, healthcare, and education • Affordable housing to own and rent • Affordable business space to own and lease • Provide opportunities for wealth generation through agency partnerships, where Black-owned business can thrive. • Use land development opportunities to foster public and private partnerships to support the redevelopment vision for Albina. • Maximize Disadvantaged Business Enterprise (DBE) opportunities at every phase of the project to gain jobs, build capacity, and address specific minority contracting needs in Portland while not neglecting the significance of majority owned Black, Indigenous and people of color (BIPOC) contracting and service provider firms. • Benefit those historically harmed through actions taken.

Value: Community Input and Transparent Decision-Making		
What do we mean?	Aim	Desired Outcomes
<ul style="list-style-type: none"> • This process is committed to an authentic, transparent and responsive engagement strategy; one that informs and is informed by two-way dialogue. • 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. • 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. • This process is committed to keeping the community informed on why determinations are made. 	<p>Community-informed & involved decision-making through a community-connected, transparent and inclusionary process.</p>	<ul style="list-style-type: none"> • Implement intentional, creative engagement that meets communities where they are and fosters a two-way dialogue that demonstrates how these conversations inform decision-making. • Implement intentional, creative engagement that elevates the voices of those historically marginalized. • Bring people with diverse background and expertise together to gain input, inform the Project development process, and to ensure the Project addresses present and future local, regional and state transportation system needs. • Reflect the shared power of the community and local, regional, and state government to influence project decisions and outcomes and accountability for those outcomes.

Value: Mobility Focused		
What do we mean?	Aim	Desired Outcomes
<ul style="list-style-type: none"> • This process is committed to providing multimodal travel opportunities in a fiscally responsible way. • This process is committed to establishing connectivity and supporting a sense of place and space. • The process is committed to improving access points for state, regional and local connections and improved functionalities. • 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>Increase connectivity for the traveling public and local community.</p>	<ul style="list-style-type: none"> • Invest in the multimodal transportation system to reduce congestion locally, regionally, and statewide. • Use development opportunities to foster safer travel for all users. • Use development opportunities to foster connectivity and improve operational capacity for individuals, business, industry, and organizations throughout the city, region, state, and West Coast. • Enhance economic growth by capitalizing opportunities to support goods movement reliability within the state network.

Value: Climate Action and Improved Public Health		
What do we mean?	Aim	Desired Outcomes
<ul style="list-style-type: none"> • This process is committed to providing multimodal opportunities and investments to reduce greenhouse gas emissions (GHG) and improve air quality, public health and safety. • This process is committed to addressing local, regional, and statewide climate action goals. • This process is committed to managing travel demand and improving multimodal travel efficiency. 	<p>Reduce greenhouse gas emissions and meet local, regional, and statewide climate action goals.</p>	<ul style="list-style-type: none"> • Create a more efficient transportation system by improving traffic flow of the highway and improving and increasing multimodal opportunities in the Albina area. • Develop and implement congestion pricing on the I-5 corridor to manage demand as soon as possible to Project completion. • Improve air quality and minimize impacts to human health in the Project area, particularly for communities of color that are disproportionately impacted by air toxins. • The project will improve air quality on the grounds of Harriet Tubman Middle School and Lillis-Albina Park.



I-5 ROSE QUARTER
IMPROVEMENT PROJECT

Appendix G: ICA Contract Criteria

Source: ICA Contract Task 2.1.2 Development Assessment Framework, Pg. 33.

Task 2.1.2 Development Assessment Framework

Consultant shall work with the APD and ESC as needed to develop an analytical framework (the “Development Assessment Framework”) to evaluate ideas and Development Scenarios, and to develop community evaluation criteria for assessing and reviewing Project Stakeholder input and exploring new solutions for any issues identified by the Consultant during its completion of Task 2.1.1 Services, including, but not limited to, the Development Scenarios identified in Task 2.1. Consultant shall prepare a draft and final written memorandum summarizing the Development Assessment Framework that is developed under this Task 2.1.2 (the “Development Assessment Framework Memorandum”).

Subject to input from the ESC, key factors in the Consultant’s development of the community evaluation criteria must include, but are not limited to, the following:

- Real estate development potential on highway covers, including relative value of each development scenario.
- Opportunities to incorporate community facilities, open space, and settings for other Project program elements that align with community needs and desires.
- Anticipated alignment with Project programmatic and policy goals.
- Anticipated alignment with community goals, such as:
 - Economic opportunities, mobility, and employment disparities in the Project Area;
 - Diversity of cultural resources and natural resources in the Project Area;
 - Environmental outcomes as measured by water quality, thermal comfort, and emissions in the Project Area; and
 - Access to affordable high-quality livability within the Project Area.
- Urban design strength, including variation in building heights and impacts to surrounding transportation, circulation, and mobility.
- Technical complexity, in terms of both the deck structures themselves and the ramps needed to facilitate the proposed highway covers.
- The anticipated cost parameters to consider in the Development Scenarios.
- Traffic impacts on pedestrian, bicyclist and transit facilities.
- Prospective electric and autonomous vehicle availability and viability.
- Prospective congestion pricing.

Appendix H: Draft Record Review Outcomes and Opportunities

Source: Draft Record Review, December 8, 2020, Pg. 16

Summary of Outcomes and Opportunities

The Independent Cover Assessment team's analysis weighs outcomes and opportunities to achieve feasible steps the project can take to improve and enhance community cohesion and to reduce social, cultural, and economic disparities.

Desired Outcomes:

Desired community-oriented benefit that the highway covers may catalyze and reinforce.

Opportunities:

Actions inducing a change in policy or physical design recommendation reinforcing achievement of desired outcomes.

Given that the goal of the Independent Cover Assessment is to identify ways to build trust and enhance community value through providing viable development concepts that meet or exceed the expressed Values and Outcomes from the Executive Steering Committee (ESC)—Restorative Justice, Community Input and Transparent Decision Making, Mobility Focused, and Climate Action and Improved Public Health—this document assessment provides a technical and data-oriented foundation for future steps in the process.

The information that follows is a summary of the potential opportunities identified by the Independent Cover Assessment that are not currently part of the I-5 Rose Quarter Improvement Project. Findings are means to leverage an opportunity or challenge to support the outcomes from each area of inquiry: Community Cohesion, Development Potential, Urban Design, and Technical Information. These supplemental opportunities to the overarching Values and Outcomes envisioned by the ESC and resultant findings of the independent team are intended to form the basis for evaluation criteria for the Task 2.3 Development Assessment Framework. Each outcome and opportunity are keyed to the discipline(s) that generated it using the following abbreviations: **CC** - Community Cohesion, **GF** - Governance and Finance, **UD** - Urban Design and **TD** - Technical Design.

01. Restorative Justice

Aim: advance social and racial equity, resulting in positive change. The following are the independent cover assessment team’s findings and potential opportunities relative to restorative justice.

DESIRED OUTCOMES	OPPORTUNITIES
<p>Secure project benefits to the African American community and physical assets for community building that should be clearly defined or targeted in the EA. Adverse cumulative effects to these community assets should be assessed, evaluated, and valued.</p> <p>Base need in the African American community on a Community Impact Assessment and Neighborhoods Impacts Analysis can help ensure that transportation policies and investments align with the concerns and values of affected neighborhoods and communities. CC</p>	<p>Conduct a Community Impact Assessment and provide a Community and Neighborhoods Impacts Analysis that evaluates the effects of the project on the human environment (i.e. community and its quality of life).</p> <p>CC</p>
<p>To address community impacts, the project’s Area of Potential Impact and the context for reviewing social cohesion, development potential, and urban design need to be broad enough to encompass the social systems, wealth creation, and the historic background of the African American community that has been dispersed to surrounding neighborhoods.</p> <p>While the African American community may be dispersed to surrounding neighborhoods, members can still directly benefit from the project.</p> <p>CC UD GF</p>	<p>Expand the definition of the “African American community” to include major areas of displacement in NE and SE Portland.</p> <p>Redefine the Area of Potential Impact (API) to include the Albina Community Planning Area and surrounding neighborhoods that creates Albina’s “sense of place” for the African American community.</p> <p>Note: “Community” has been defined in the glossary of this document and appendices indicate when reviewers studied areas larger than the EA API.</p> <p>CC UD GF</p>
<p>Existing resources and programs should be identified to “foster economic prosperity among communities and individuals who have not fully participated in or benefited from economic opportunities in the Interstate Corridor URA.”¹ GF</p>	<p>Leverage urban renewal resources to support the Historic Albina Community harmed by past injustices in the Rose Quarter. (See also: Community Input & Transparent Decision-Making). GF</p>
<p>EA Socioeconomic Technical Report states “Reasonably foreseeable future actions are likely to sustain and enhance the urban development in the API through</p>	<p>Assess and Address the threats that increased property values and “transitions” in neighborhoods may pose to long-term</p>

¹ ODOT. 2019. Socioeconomics Technical Report: I-5 Rose Quarter Improvement Project

<p>redevelopment that would update infrastructure and commercial developments. These actions are also likely to contribute to patterns of growth and development that have and would continue to result in changes to the regional and local economies, including property value increases and transitions in neighborhoods.”² GF</p>	<p>community stakeholders, including residents, businesses, and community institutions.</p> <p>Identify and implement measures to preserve the remaining elements of the Albina community where they are today, including maintaining affordability of housing, commercial space, and community spaces. GF</p>
<p>The EA’s cover design should not limit the community’s ability to leverage development along high-visibility streets to support the diverse social and economic needs of the Historic Albina Community. The RQIP should consider means to implement different cover uses, including lightweight building development, to weigh their performance in meeting community needs and values.</p> <p>TD UD</p>	<p>Evaluate cap structures for strategically placed lightweight building development. TD</p> <p>Locate structures on covers to promote businesses fronting on high-visibility streets: Broadway, Weidler, Vancouver, and Williams for local wealth creation.¹ UD</p>
<p>Urban form should communicate the ethnic, racial, or cultural identity of the Historic Albina Community through the organization and appearance of the rebuilt neighborhood. This includes increasing safe spaces (defined in Glossary), activating arts and culture sites, providing support for existing and new culturally-significant services (job training, community center, church, school, culturally-appropriate health care³, hair salon, etc.).⁴ UD</p>	<p>Restore the urban form of the neighborhood, which has lost much (but not all) of the function and visual identity it historically provided Portland’s Black community. UD</p>
<p>Use of structural systems for covers in strategic locations should support multi-story development. The 15% Design assumes cast-in-place concrete box girder type cap bridge with a structure depth ranging from 4-feet to 5-feet with no multi-story development. TD</p>	<p>Use alternative bridge types that may better accommodate the on-highway cover use and development.</p> <p>Examine the opportunity to support the sense of place of the community with iconic cover structures. TD</p>
<p>The overall highway cover length should reflect community cohesion goals. Reducing its length should increase flexibility in achieving required vertical clearance over I-5 and on-cap development. This could simplify and reduce cost, thereby providing opportunity for investment elsewhere in the Albina neighborhood. TD</p>	<p>Deploy highway cover structural systems to balance project costs and returned benefits to the Historic Albina Community respecting the 15% Design Criteria relating to vertical clearance under cap structure, which governs the cover geometry. TD</p> <ul style="list-style-type: none"> • I-5 Mainline = 17’-6” clearance • I-5 Ramps = 16’-6” clearance

² ODOT. 2019. Socioeconomics Technical Report: I-5 Rose Quarter Improvement Project

³ Reimagine Oregon Policy Demands

⁴ Right2Root Website

02. Community Input and Transparent Decision Making

Aim: community-informed & involved decision-making through a community-connected, transparent, and inclusionary process. The following are the independent cover assessment team's findings and potential opportunities relative to community input and transparent decision making.

DESIRED OUTCOMES	OPPORTUNITIES
<p>There should be an enduring means to monitor and reinforce community-involved decision making to address the following:</p> <ol style="list-style-type: none"> 1. Freeway-based and related improvements that are within a focused area and a broader remedy for poor urban conditions can both be achieved through concerted parallel actions. 2. There may be existing resources to “foster economic prosperity among communities and individuals who have not fully participated in or benefited from economic opportunities in the Interstate Corridor URA.”⁵ 3. Comments received on the EA identified a gap of understanding and a “loss of trust” with ODOT. 4. Stakeholders and public comments on the EA indicated they have not seen improvement to air quality and safety around the neighborhood as promised. <p>GF UD CC</p>	<p>Create an entity to monitor process/pathway for community-involved decision-making in regards to:</p> <ul style="list-style-type: none"> • coordinating and financing development in partnership with freeway improvements. • the expenditure of remaining resources associated with the URAs encompassed by the project area. • other projects that impact the community long-term. <p>This could take the form of a community benefits agreement or other community-representing group that can cut across siloed regulating agencies and include community-serving businesses and organizations as active partners.</p> <p>GF UD CC</p>
<p>There should be establish agreements to create transparency in decision-making and priority in improvements. Stakeholders from AVT, PPS, Metro, the City of Portland, and Multnomah County have specifically requested governance and cost transparency.⁶ In response, specific agreements between members of the ESC, and amongst project stakeholders, were desired as the ESC was established.⁷</p> <p>GF</p>	<p>Give responsibility to an entity to manage an enduring process to increase transparency into and make available for public review:</p> <ul style="list-style-type: none"> • the governance and economic decisions being weighed as part of this project plan (likely through the ICA). • the roles and responsibilities of each leadership, advising, and coordinating board or group associated with the project. <p>GF</p>

⁵ ODOT. 2019. Socioeconomics Technical Report: I-5 Rose Quarter Improvement Project

⁶ Adams, Peterson, Wheeler, Eudaly, Pederson, PPS (not named). 2020. Joint Letter to the OTC

⁷ Van Brocklin, Bob. 2020. Letter to Albina Vision Trust, City of Portland, Metro, Multnomah County, PPS

03. Mobility Focused

Aim: increase connectivity for the traveling public and local community. The following are the independent cover assessment team’s findings and potential opportunities relative to mobility.

DESIRED OUTCOMES	OPPORTUNITIES
<p>There should be full support for Central City 2035 Plan Goals. The ODOT Land Use Technical report notes that not moving forward with the project may threaten ODOT’s concurrence with the Central City 2035 Plan.⁸ GF</p>	<p>Revisit traffic mobility assumptions and conclusions in the Central City 2035 Plan to conform to underlying goals for Central City, N/NE Quadrant, and Historic Albina Community. GF</p>
<p>Moving forward with the project as designed in the EA should meet most of the physical requirements of adopted plans and some, but not all, of the goals of those plans. It should offer the opportunity to meet integrated transportation and system plan designations, and the following PBOT documents have not been incorporated:</p> <ul style="list-style-type: none"> • PedPDX: Portland’s Citywide Pedestrian Plan (2019) • Protected Bike Lane Design Guide (Draft 2018) • Enhanced Transit Corridors Plan and Rose Lane Project (2018) <p>UD TD</p>	<p>Provide prioritization, connections, and street design that are consistent with N/NE Quadrant Plan, 2035 Transportation Plan, PBOT documents, and Get Moving 2020 Funding Measure.</p> <p>Assess a design that meets the covers’ integrated transport and zoning potential and all physical urban design elements of applicable plans. These include:</p> <ul style="list-style-type: none"> • N Flint St. overcrossing, which is designated as a City Bikeway.⁹ • N Dixon St., a City Bikeway, connects to N Hancock St.¹⁰ • Continuous sidewalk along west side of N Vancouver Ave.¹¹ • Direct connections at Hancock and Clackamas overcrossings.¹² • On-cover buildings within the covers’ zoning potential. <p>UD TD</p>
<p>The on- and off-ramps at Broadway and Weidler should enhance the function of those streets by supporting their ability to provide curbside parking and reducing the speed and volume of traffic one would otherwise expect in a neighborhood commercial area. This would reduce auto-oriented uses, encourage community-serving businesses, and improve the quality of pedestrians’ experience. UD</p>	<p>Prioritize more street curb frontage for street parking, transit, and deliveries to create vibrant streets and support community-serving businesses. UD</p>
<p>The Albina Neighborhood should be physically well-connected within the neighborhood or to other sites of displacement within the Portland Black community. Streetscapes directly around the cover site constitute a particularly poor environment for pedestrians.</p>	<p>Make strong connections within Albina and to other places that serve the Black community throughout the city to situate Albina as a well-connected center within a larger community network.¹ This includes:</p> <ul style="list-style-type: none"> • Improve the streetscape environment for all sidewalk users, especially children and families. • Improve connections to and experience at transit stops. • Convenient and safe bike connections.

⁸ ODOT. 2019. Land Use Technical Report: I-5 Rose Quarter Improvement Project

⁹ N/NE Quadrant Plan

¹⁰ N/NE Quadrant Plan

¹¹ Central City 2035 Broadway/Weidler Facility Plan

¹² Central City 2035 Broadway/Weidler Facility Plan

<p>Community stakeholders expressed a desire to rebuild a walkable neighborhood in Albina that's well-connected to other areas of the city, as well as to provide specifically for children and families.¹³</p> <p>UD</p>	<ul style="list-style-type: none"> • Coherent and convenient vehicle routes and parking. <p>Afford use of last mile transport systems such as scooter, bike, and vehicle share programs, public transport, transportation network companies (TNC), etc. UD</p>
<p>DESIRED OUTCOMES</p>	<p>OPPORTUNITIES</p>
<p>Anticipated driver behavior should be assumed to be calibrated in traffic modeling to induce reduction in vehicle speeds in balance with multimodal transportation goals for the N/NE Quadrant.</p> <ul style="list-style-type: none"> • The EA doesn't include prescribed driver behavior assumptions for modelling, but these can be calibrated and may improve modeled performance of I-5. • The EA assumes a linear growth rate; however, reviewing actual traffic rate trends over the last 10 years may generate different demand projections. TD 	<p>Test scenarios that calibrate driver behavior parameters, adjust design speed, and set traffic rates by reviewing traffic rate trends over the last 10 years to optimize the configuration of the highway covers.</p> <p>Design speed is maintained in the current design, but particularly for roads through urban areas, design speed may be adjusted and could provide benefits to other project goals.</p>
<p>A "proactive approach" should be used to prioritize safety for cyclists, pedestrians, and transit users, resulting in a reallocation of right of way and a dispersion of auto traffic capacity throughout the Broadway corridor, and explore impacting traffic operations. TD</p>	<p>The EA takes a "passive approach" to design to avoid adverse impacts to Portland's street network resulting from improvements on I-5; however, deploying a "proactive approach" could prioritize safety for cyclists, pedestrians, and transit users to better meet community goals. TD</p>
<p>Traffic modelling should be used to fully demonstrate the congestion and safety benefits of added lanes to reduce bottleneck congestion and improve highway safety and operations related to surface streets on highway covers. TD</p>	<p>Test alternative modifications to ramp geometry, metering, or traffic lights to see if it's possible to achieve a similar outcome with a reduced impact to the width of highway covers. TD</p>
<p>Fire & Life Safety (FLS) requirements should be identified for RQIP to balance mobility and community cohesion outcomes. TD</p>	<p>Define Fire & Life Safety (FLS) requirements for the project to inform on-cover use and development for RQIP. TD</p>

¹³ Environmental Justice Interviews, ODOT, Feb 16, 2017

04. Climate Action and Improved Public Health

Aim: reduce greenhouse gas emissions and meet local, regional, and statewide climate action goals. Managing travel demand and increasing access to multimodal opportunities are key aspects of achieving this goal, and these are included in the summary for 03. Mobility Focused. The following are the independent cover assessment team’s findings and potential opportunities relative to supporting climate action and community health.

DESIRED OUTCOMES	OPPORTUNITIES
<p>Albina Vision Trust, Metro, Eliot Neighborhood Association, and Harriet Tubman School desire improvement in aesthetics, equity, and social cohesion via a safer north-south corridor, connected open space across west to east, and with access to the waterfront.¹⁴ CC</p>	<p>Restore or create new open spaces and well-maintained natural areas or parks to offer a "sense of place" and well-being to users.</p> <p>Connect open spaces and the Willamette waterfront with an intuitive, low-stress network supportive of many ages and abilities. CC UD</p>
<p>The value of land that is removed from development and placed in a transportation use should be deployed to make gains in health and community cohesion. The project (Build Alternative) would change 2.54 acres of land to a transportation use.¹⁵ GF</p>	<p>Require equal mitigation for land that is changed to a transportation use in the form of open space or another space that improves or enhances community health. GF</p>
<p>Enduring improvements to air quality and safety should be an outcome of the RQIP. Stakeholders and public comments on the EA indicated they have not seen improvement to air quality and safety throughout the neighborhood as promised. CC</p>	<p>Reduce the impact of noise, pollution, and high-speed road danger to open spaces, school sites, housing sites, and cultural sites. CC UD</p>
<p>Green space and civic space should support natural functions and community activities. Increasing green space is a positive improvement to the neighborhood and a goal of the Albina Vision¹⁶; however the EA green spaces are limited in their ability to provide flexible space for diverse community activities due to their size, angled geometry, and lack of clear noise and air quality mitigation. UD</p>	<p>Assess design scenarios' green spaces on their ability to provide for flexible uses including rest, recreation, and large community events, as well as their integration into a larger green space ecological network. UD</p>
<p>State, Region, and City climate action goals should be included in the formation of design criteria within a transparent decision-making framework. TD</p>	<p>Define climate action goals and prioritize sustainable design and construction, materials, and practices. TD</p>

¹⁴ Albina Vision

¹⁵ ODOT. 2019. Land Use Technical Report: I-5 Rose Quarter Improvement Project

¹⁶ Albina Vision

The RQIP should counteract the effects of climate change and risks to Historic Albina Communities' community cohesion.

- The EA addresses greenhouse gas from transportation but neglects to acknowledge the injustices that Albina and other communities of color and low-income have experienced related to climate change (e.g., higher ambient temperatures, higher utility costs, poorer air quality, and greater risk to health), compared to more affluent areas in the City.
 - The Environmental Justice (EJ) chapter of the EA that outlines potential risk to health and welfare of the residents of a project area is not written from the perspective of the African American community.
 - The construction of I-5 negatively impacted hydrology, ecology, and pervious area within the Albina community.
- CC UD**

Identify disparities in the Albina community's ability to reach resilience to climate change within the City's climate action goals.

- Revise or provide input to the City's climate action plan to reduce economic disparities in the Historic Albina Community.
- Minimize the demand for external resources that are carbon-laden and regenerate non-carbon laden resources locally.
- Integrate natural systems with the built environment to support human and ecological health, sustainability, and long-term community stability related to water management, energy management, and waste management.

CC UD