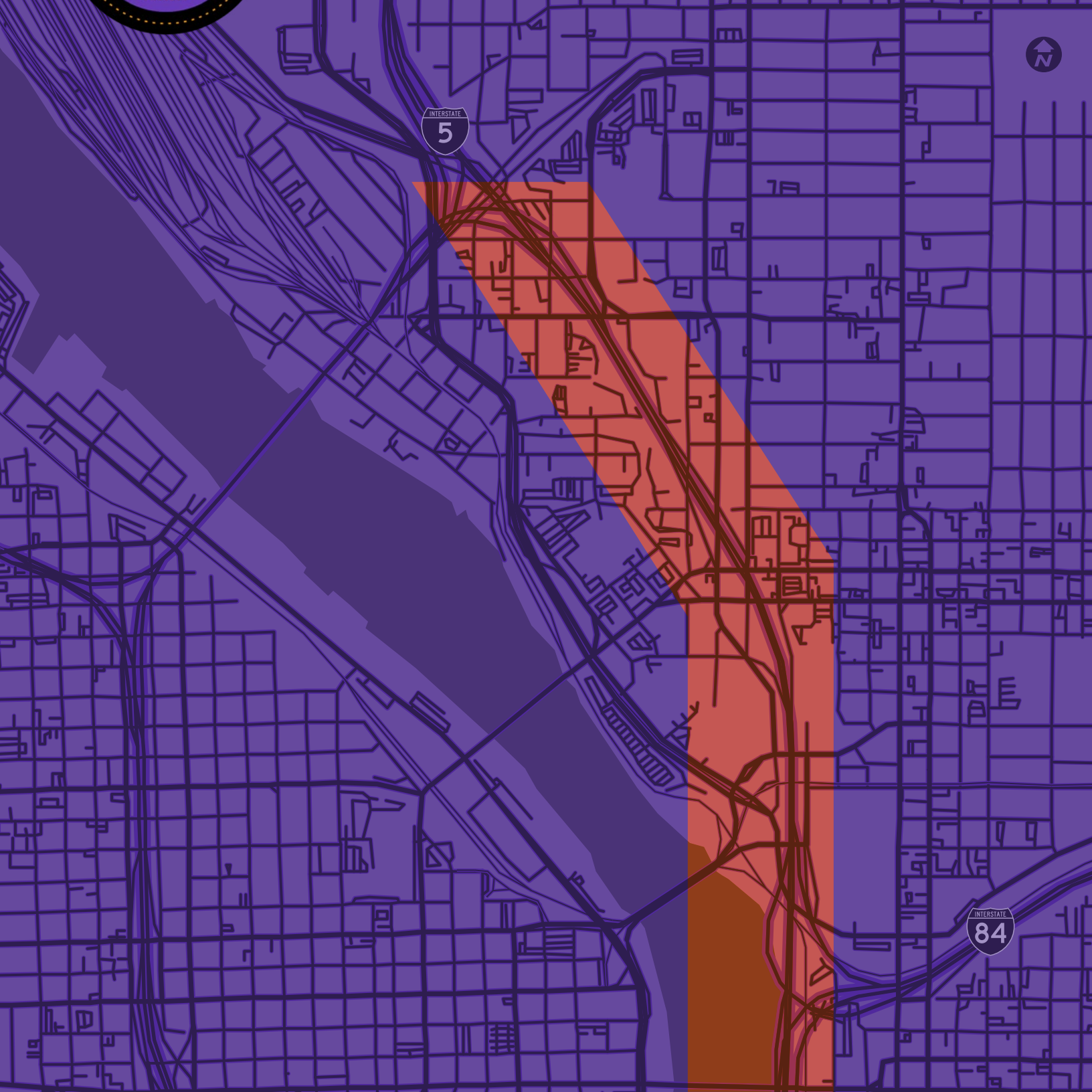




INFRASTRUCTURE FOR REBUILDING AMERICA (INFRA) GRANT APPLICATION PROJECT READINESS





I-5 ROSE QUARTER

IMPROVEMENT PROJECT

Fiscal Year 2025-2026
Infrastructure for Rebuilding America (INFRA)
Large Project Grant Application

PROJECT READINESS

Submitted by:

Oregon Department of Transportation (Applicant/Recipient)

Submission Date: May 6, 2024

This project is designated as
Reconnecting Communities and Neighborhoods (RCN) Program Extra
for having received a Fiscal Year (FY) 2023 Award
Click here: [**Neighborhood Access and Equity Capital Construction Grant**](#)

***Note:** Adobe Acrobat is the recommended application
to use when accessing hyperlinks within this document.*

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LIST OF ACRONYMS

A&E	Architecture and Engineering
API	Area of Potential Impact
CBO	Community-based Organization
CM/GC	Construction Manager/General Contractor
COAC	Community Oversight Advisory Committee
EA	Environmental Assessment
EWP	Early Work Package
FHWA	Federal Highway Administration
FONSI	Finding of No Significant Impact
FY	Fiscal Year
HAAB	Historic Albina Advisory Board
ICA	Independent Cover Assessment
I-5	Interstate 5
MCP	Main Construction Package
NEPA	National Environmental Policy Act
ODOT	Oregon Department of Transportation
OTC	Oregon Transportation Commission
REA	Revised Environmental Assessment
RCN	Reconnecting Communities and Neighborhoods
ROW	Right of Way
RSEA	Revised Supplemental Environmental Assessment
SEA	Supplemental Environmental Assessment
USDOT	U.S. Department of Transportation



PROJECT READINESS

ENVIRONMENTAL RISK

PROJECT SCHEDULE

ODOT is prepared to obligate any awarded Infrastructure for Rebuilding America (INFRA) Program funds no later than September 30, 2028 and expend awarded funds no later than September 30, 2033.

The I-5 Rose Quarter Improvement Project (project) is currently in the preliminary design phase and is advancing design of the project’s main construction package (which includes the mainline improvements and primary reconnecting elements that are the subject of this grant application), advancing design of the project’s early work packages (smaller work packages outside the scope of this funding request), and has completed the National Environmental Policy Act (NEPA) phase. The Federal Highway Administration (FHWA) published the project’s **Finding of No Significant Impact** (FONSI) on March 6, 2024. As defined in ODOT’s June 2023 Urban Mobility Strategy Finance Plan, the Oregon Department of Transportation (ODOT) is utilizing the current state investment of \$158 million to ready the project for construction by:

- Advancing Early Work Packages (EWPs) A and B to final design
- Advancing EWP C toward final design
- Advancing the main construction package (MCP) to 30% design

Funding this INFRA grant request would provide the last dollars in to fully construct the project’s central reconnecting feature—the highway cover.

Table 1: Project schedule and milestones

MILESTONE		DATE
NEPA and other permit completion		
	RSEA	March 2024
	FONSI	March 2024
	EWP Permit Completion	June 2026
	MCP Permit Completion	April 2028
INFRA Grant Agreement/Obligation of Funds		Summer 2027
Design		
	Complete EWP Final Design	Q4 2025
	Complete MCP Final Design	Q3 2027
	ROW	Q1 2025-Q1 2028
Construction		
*Quarters are represented in calendar year.	EWP Construction Start	Q3 2026
	EWP Construction End	Q3 2030
	MCP Construction Start	Q2 2028
	MCP Construction End	Q4 2032
Procurement		
	CM/GC Preconstruction Contract	2020
	CM/GC Construction Contract	2026

CM/GC: Construction Manager/General Contractor

The project received \$450 million under USDOT’s Fiscal Year (FY) 2023 Reconnecting Communities and Neighborhoods (RCN) Program to bring the project to 100% final design and construct the initial central part of the highway cover. Table 1 (to the left) details the project schedule.

RIGHT OF WAY (ROW) ACQUISITION

Project ROW impacts were assessed based on the project’s preliminary design level and have not changed with further evaluation. Much of the project is located on public-owned property and ROW, including the highway itself and public-owned lots under and/or adjacent to the highway corridor. Considering the area of potential impact (API), the project team cross-referenced potential ROW impacts with Geographic Information Systems data to estimate the type and size of those impacts. Most of the API is occupied by highway and other public ROW. The majority of these properties is used by public agency maintenance departments for access and parking under the overhead highway structures. **Displacement effects from the project include no impacts to residential homes or apartments and are limited to only a handful of relocatable commercial retail or service-related businesses.**

REQUIRED APPROVALS

NATIONAL ENVIRONMENTAL POLICY ACT CLASS OF ACTION AND STATUS

FHWA published the project's Finding of No Significant Impact on March 6, 2024.

The [2024 Revised Supplemental Environmental Assessment](#) (RSEA) discloses results of the environmental study for the project. The project consists of a Revised Build Alternative, which includes design changes to the Build Alternative analyzed in ODOT’s 2019 Environmental Assessment (2019 EA) and subsequently determined by FHWA to not result in a significant adverse impact on the human or natural environment in a 2020 FONSI and Revised Environmental Assessment (2020 REA).

In accordance with NEPA, ODOT re-evaluated the 2020 FONSI in light of project design changes, resulting from the Independent Cover Assessment (ICA). The ICA evaluated highway cover design scenarios to best meet the community's vision, and considered the differences of the potential impacts of these design changes compared to those

presented in the 2020 REA. At the conclusion of the re-evaluation, FHWA and ODOT agreed that the design changes required additional analyses beyond what was presented in the 2020 REA, and FHWA rescinded the 2020 FONSI on January 18, 2022.

A Supplemental Environmental Assessment (2022 SEA) was published on November 15, 2022, which supplemented information presented in the 2020 REA while evaluating the impacts of the Revised Build Alternative compared to the No-Build Alternative. In direct response to public comments for the 2022 SEA, ODOT incorporated additional design refinements to improve pedestrian safety. The RSEA, published on March 6, 2024, evaluates the impacts of the Revised Build Alternative as further modified in response to public comment on the 2022 SEA. The RSEA and accompanying [FONSI](#), also published on March 6, 2024, provide the federal environmental approval for the project.

PERMITS AND APPROVALS

Agreements and permits with various federal, state and local agencies are required for issues under their respective jurisdictions. The project has been negotiating these agreements and getting them in place during the preconstruction and design phases. The Architecture and Engineering (A&E) design consultant is responsible for preparing permit applications for any remaining permits. FHWA, ODOT, or both review and submit permit applications. The A&E design consultant incorporates all permit

conditions into the project specifications and verifies that the final design is in compliance with permit requirements. Any proposed modifications to the acquired permits, or to the RSEA for the project design, are brought to the attention of FHWA and ODOT before any discussions with the regulatory agencies occur. Table 2 on the next page lists the anticipated permits and approvals, also identified in the project's RSEA.

Table 2: Anticipated project permits and approvals

Type of Permit/Approval	Permit Required
Access Permit or Temporary Easement	Yes
Archaeology Clearance	Yes
Endangered Species Act Permits	Yes
Floodplain Permits (Local)	Yes
Historical/Cultural Resources Approval	Yes
Oregon Department of State Lands Fill and Removal Permits	Potentially
Historical/Cultural Resources Approval	Yes
Land Use Permits (Local)	Yes
Local Permits	Yes
Tree Plan	Yes
Magnuson-Stevens Act clearance	Yes
Materials Source Permit	Potentially
Stormwater Permit	Yes
UST Decommissioning Notification	Potentially
Utility Permits	Yes

Note: For detailed information on the permits and approvals listed in Table 2, see [Section 5 Anticipated Permits and Approvals](#) of the RSEA.

ENVIRONMENTAL STUDIES

As part of ODOT’s effort to get it right and proactively address any environmental concerns, ODOT convened an [Environmental Peer Review](#) panel in 2020 to evaluate the noise, air quality and greenhouse gas technical analyses conducted for the project’s 2019 EA. In alignment with the [project’s core values](#) and overall approach to address past harms to the Black community within the project area—especially in the Albina neighborhood—ODOT’s goal for the Environmental Peer Review was to contribute to the project’s overall effort to improve both the immediate and the long-term livelihood of community members by mitigating any further environmental harms as a result of building the project.

The review found that the 2019 EA accurately analyzed the environmental issues it was intended to address. In addition, there were other significant

concerns that the community and partner agencies raised, and the Environmental Peer Review panel recommended that the Oregon Transportation Commission (OTC) and ODOT consider additional steps to further relationships with the community in light of those concerns and to advance the project. Key to those relationships was collaborative involvement with the community organization Albina Vision Trust (a nonprofit organization that links private interests and public priorities with community values for the Albina community—the community that was divided by construction of I-5 through the project area), the City of Portland, Multnomah County, Metro (a regional governmental agency that manages cross-jurisdictional growth, infrastructure and development issues for the Portland metro region), and others to refine the highway cover concept and determine use of the new land on the proposed highway cover. This collaboration helped to inform the need for the ICA process, and subsequently the project’s 2022 SEA, to evaluate highway cover design options that provide a foundation for reconnecting Albina and reflect community-desired outcomes in constructing the project.

The project’s FONSI includes appropriate mitigation measures to address potential project risk to currently unknown resources. The project will complete Phase II Environmental Site Assessments where warranted, and ODOT will take action on removing hazardous materials based on the results of the Phase II studies. Additional commitments for construction, including a Health and Safety Plan, a project-specific Pollution Control Plan, and a Contaminated Media Management Plan, will prevent adverse effects from hazardous materials occurring during construction. Further, ODOT and FHWA have developed a Programmatic Agreement in consultation with the Oregon State Historic Preservation Office to avoid and/or minimize the potential for project-related impacts to historic properties during construction. ODOT and FHWA have also developed an Inadvertent Discovery Plan that identifies mandatory protocols to be followed to protect archaeological resources in the event of an inadvertent discovery.

ODOT will require construction contractors to implement a range of measures to address hazardous materials concerns, including testing procedures for identifying the presence of lead-based paint and asbestos; requirements for the safe

transport, use, and storage of hazardous materials; and developing a Health and Safety Plan, a project-specific Pollution Control Plan, and a Contaminated Media Management Plan.

ASSESSMENT OF PROJECT RISKS AND MITIGATION STRATEGIES

The project's risk management process includes several tools that allow the project team to actively identify and manage risks to avoid costs associated with redesign and rework, schedule delay and unanticipated changes at milestone intervals. These tools include risk assessment workshops that ODOT, its owner's representative, FHWA, the CM/GC and the A&E design consultant attend.

Additional risk management tools include a quantitative risk assessment; a risk register that is frequently reviewed and updated; a Top 10 Risks list; a defined risk response and mitigation strategy; and periodic (biweekly or monthly) risk management meetings that include ODOT, its owner's representative, the A&E design consultant and the CM/GC.

PUBLIC ENGAGEMENT

The project's public engagement efforts include advisory committees that oversee and provide direction for the project's design and diversity program. Committee members' expertise reflects diverse professional backgrounds, including minority-owned firms, advocacy groups, workforce development organizations, industry associations and community based organizations (CBOs). Some members are leaders and volunteers with strong ties to historic Albina with a wide array of civic and community interests. All members have a strong record of advocating for people, particularly people of color and other diverse groups. The project team uses several outreach strategies and

communication methods to connect with the public, project partners and community members (see Table 3 on the next page), and the team verifies that all online engagement efforts meet Americans with Disabilities Act and Civil Rights Act Title VI requirements. The project's Public Involvement Plan accommodates all requests for translation and interpretation.

All public project meetings are live-captioned and are accompanied by call-in options. Public comments are allowed via phone and email before each meeting begins. Meetings are also live streamed on the project's YouTube channel.

51 CBO Events

24 COAC Meetings

31 HAAB Meetings

The 14-member **Historic Albina Advisory Board, or HAAB**, consists of Black community leaders and those with ties to historic Albina. The HAAB meets to discuss project design considerations and recommend to ODOT and the OTC the best ideas to advance community goals and interests as well as foster job creation and wealth-generating opportunities. The HAAB also helps inform both broad and focused project outreach and engagement strategies.

The purpose of the **Community Oversight Advisory Committee (COAC)** is to meaningfully involve community representatives in the development, monitoring and oversight of the DBE and Workforce Program. The COAC ensures accountability concerning job creation and workforce development targets for the pre-construction, early work package and construction phases of the project.

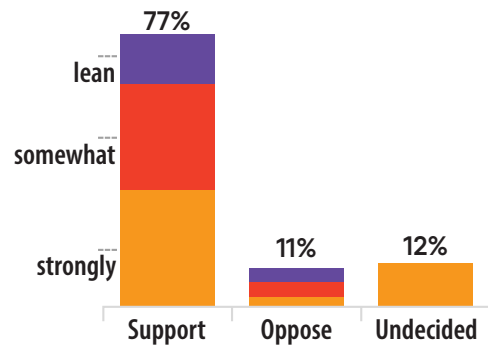
“I wish that the community knew how many people of color have been brought to the table on this project and are fighting for them, leveraging their professional experience and relationships to speak truth to power to bring sustainable change.” – Ericka Warren, HAAB Facilitator & Albina Community Member

Table 3: Public involvement outreach strategies and communication methods

PUBLIC INVOLVEMENT AND OUTREACH STRATEGIES	METHODS OF COMMUNICATION AND ENGAGEMENT
<ul style="list-style-type: none"> • Discussion groups and stakeholder interviews • Stakeholder briefings and meetings • Direct outreach to local businesses • Incentivized engagement with CBOs • Online or in-person open houses • Direct outreach to community leaders and elected officials • Project committee meetings (HAAB and COAC) 	<ul style="list-style-type: none"> • Website • Social media • Print materials • Newsletters (print and digital) • Flyers and fact sheets • Streaming through online platforms • Media releases • Paid and earned media • Email and voicemail

PUBLIC ATTITUDES TOWARD THE PROJECT

To better understand public awareness of and support for the project, the project team conducted a survey of 624 adults in the Portland metro area, including interviews conducted from June 13 to June 21, 2022. In addition to sampling from all demographic areas, data was weighted to reflect the demographic proportions of the area based on U.S. Census data. The primary finding is that **support for the project is strong**. More than three-quarters (77%) of adults in the area support the project, including 30% who strongly support the project.



TECHNICAL CAPACITY

ODOT is the applicant and will be responsible for all aspects of the project including administering funding received under the INFRA Program.

ODOT has a long history of successfully completing and maintaining federally funded transportation projects and manages a system of programs including Oregon’s system of highways, roads and bridges; railways; public transportation services; transportation

safety programs; and motor carrier regulation. Further, ODOT maintains 8,000 miles of highway, ranging from six-lane, limited-access freeways with metered entrances in Portland and Eugene, to a graveled state highway in central Oregon. State highways comprise a little more than 11% of total road miles in Oregon by carry 58% of the traffic and more than 20.7 billion vehicle miles per year.

FINANCIAL COMPLETENESS

The project's current funding sources include a combination of federal formula and state funding as part of the [Statewide Transportation Investment Program](#), and Neighborhood Access and Equity federal grant funding under the RCN program. The project is pursuing additional federal funding including this INFRA Large project grant request and other state funding sources (lottery,

General Fund, etc.). Further, the Oregon Legislature is considering a 2025 funding package that could provide additional project funding.

Please see *Budget* for detailed information on project funding sources, levels of commitment, and the project's plan to address risk and cost overruns.