

November 23,
2020

ESC Meeting

ODOT // I-5 Rose Quarter Improvement Project

Independent Cover Assessment

ZGF



November 23, 2020

Welcome

Welcome + Setting the Stage Sam Imperati

- 01 Moving the ICA Process Forward
- 02 Hearing From You

REMINDER

Executive Steering Committee

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

Independent Assessment Consultant Team

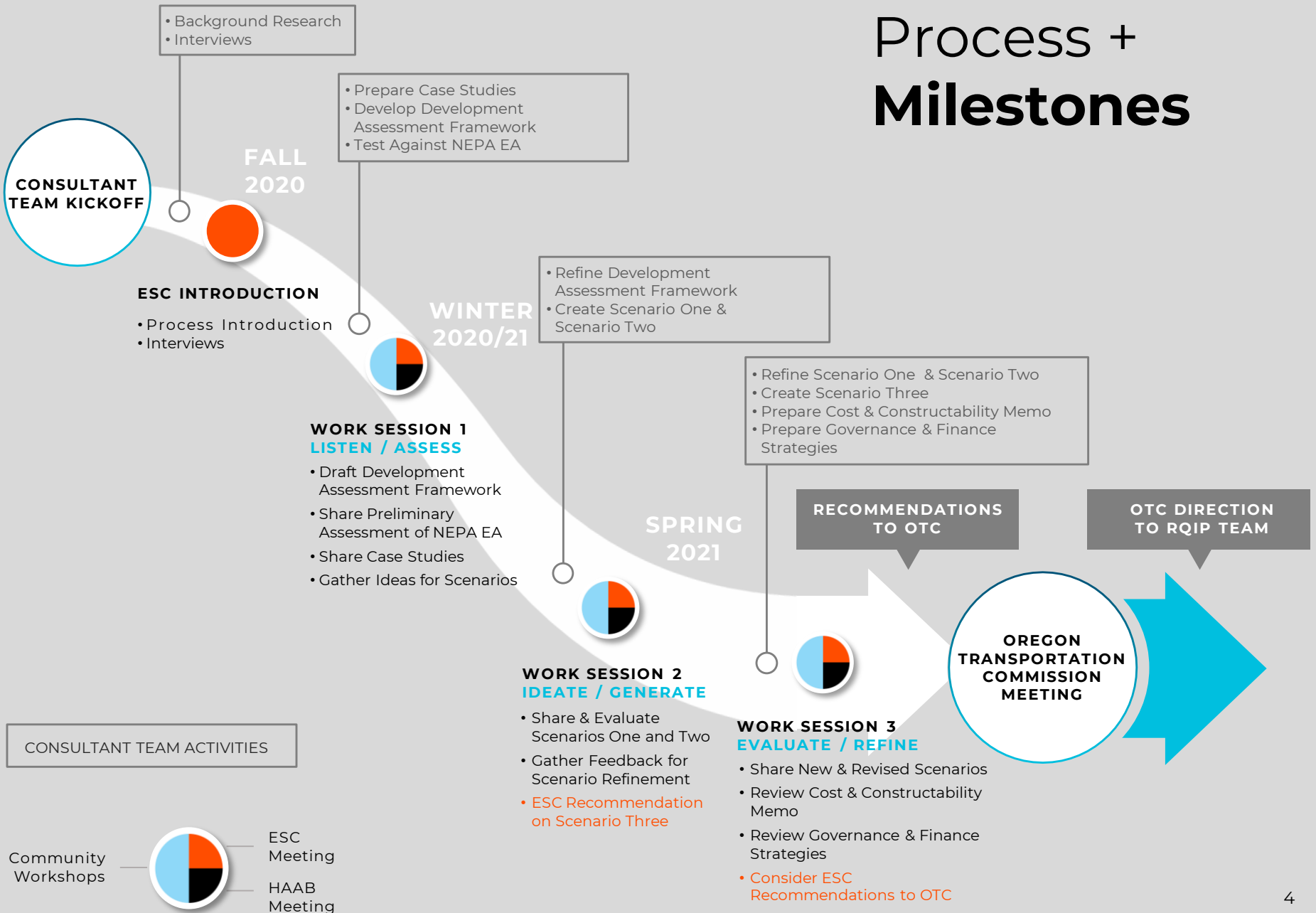
Role: The consultant team is solely responsible for the analyses developed and presented to the ESC, and will frame decisions, but not make recommendations.

November 23, 2020

Agenda

- 00 **Agenda Review**
Sam Imperati
- 01 **ICA Schedule Review**
Sam Imperati
- 02 **Preview of Project Documents Review**
Kate White/Terry Hayes
- 03 **Governance + Finance Introduction**
Olivia Moss
- 04 **Facilitation Needs Assessment**
Sam Imperati/Nolan Lienhart
- 05 **Next Steps**
Sam Imperati/Charles Kelley

Process + Milestones





Preview of Project Documents Review

Documents Review

Purpose

- Assess the record of work and public comments to date
- Review present project conditions
- Examine both the Environmental Assessment and related studies
- Identify values and outcomes of ESC and community stakeholders

Based on values and outcomes, develop criteria to evaluate alternative scenarios.

Documents Review

What We Reviewed

- ODOT Proposed Rose Quarter Improvement Project
- Project NEPA Environmental Assessment
 - Peer Review Assessment
- Broadway/Weidler Facility Plan
- City of Portland Plans
 - N/NE Quadrant Plan & Central City 2035
 - Climate Action Plan
- Public feedback within the Project Engagement Record
- Standard of Practice

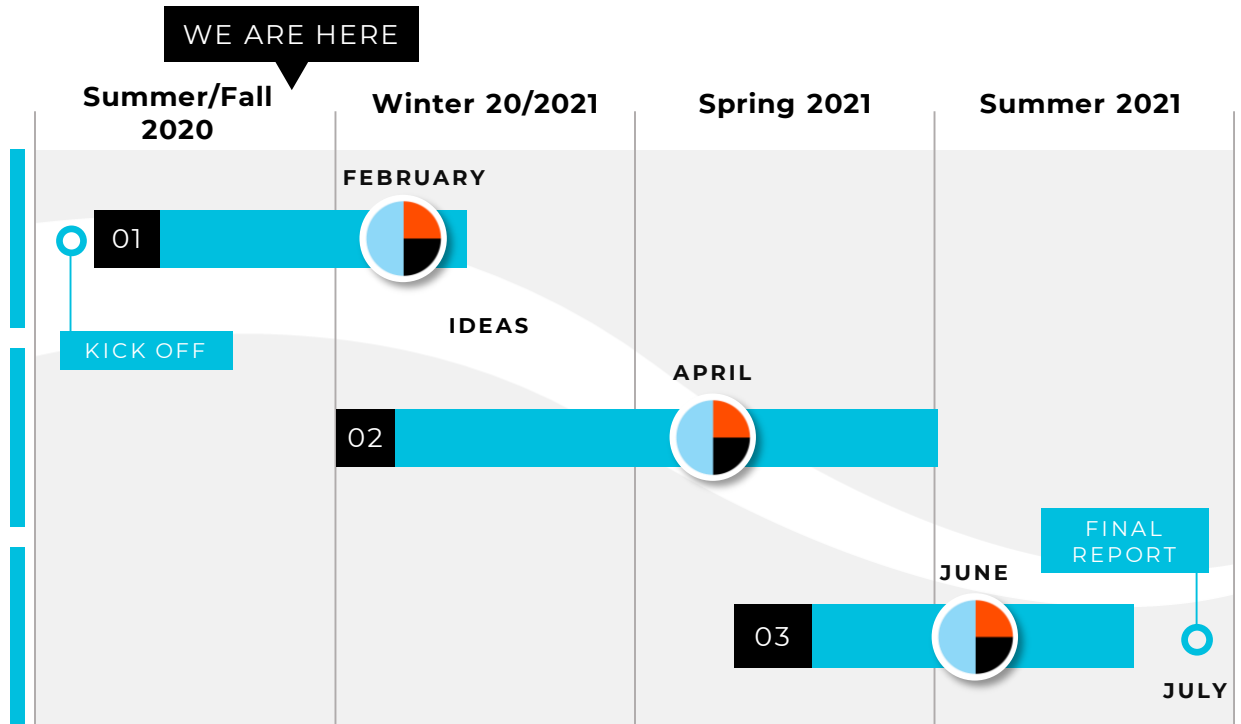
Documents Review In Context

- 01

Listen / Assess
Review RQIP Documents
 Confirm Values & Outcomes
 Draft Development Assessment Framework
 Evaluate NEPA Environmental Assessment
- 02

Ideate / Generate
 Generate Scenarios
 Evaluate Scenarios Against Values
 Consider Developing Additional Scenario
- 03

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



Work Sessions



Document Review **Lenses**



**Technical
Engineering**



**Governance
+ Finance**



**Urban
Design**



**Community
Cohesion**

Document Review Lenses



Technical Engineering

- Review proposed I-5 cover design documents, including information provided by ODOT on structural and surface conditions.
- Review City of Portland transportation plans.
- Review national street design guidance.

Document Review Lenses

Governance + Finance

- Review of existing documentation of the land use and socioeconomic documentation that was part of the EA.



Document Review **Lenses**

Urban Design

- Review of historic and existing conditions, public feedback, project goals and potential urban design outcomes associated with the Project, as currently proposed.



Document Review **Lenses**

Community Cohesion

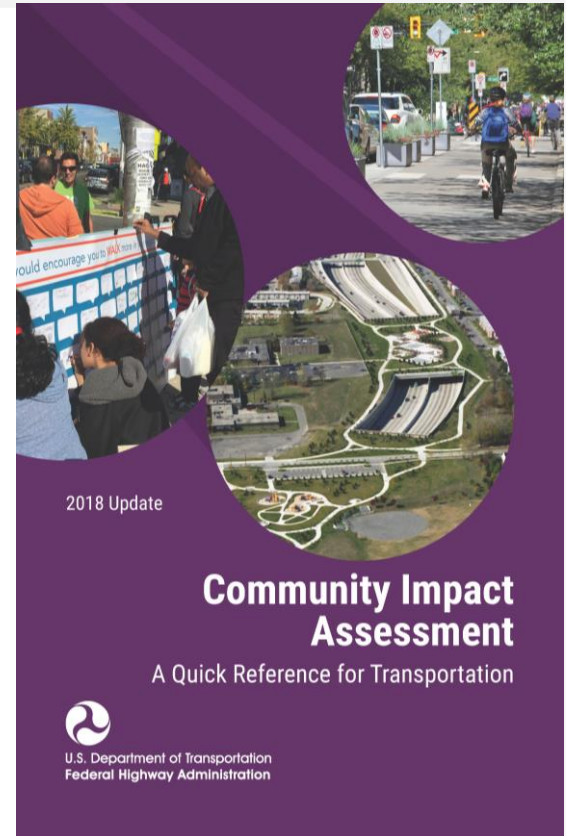
- Review community functions and characteristics that contribute to community cohesion, restoration, and justice in the Project Area.
- Consider plans, goals and objectives of the affected communities.



Document Review Lenses

Community Cohesion

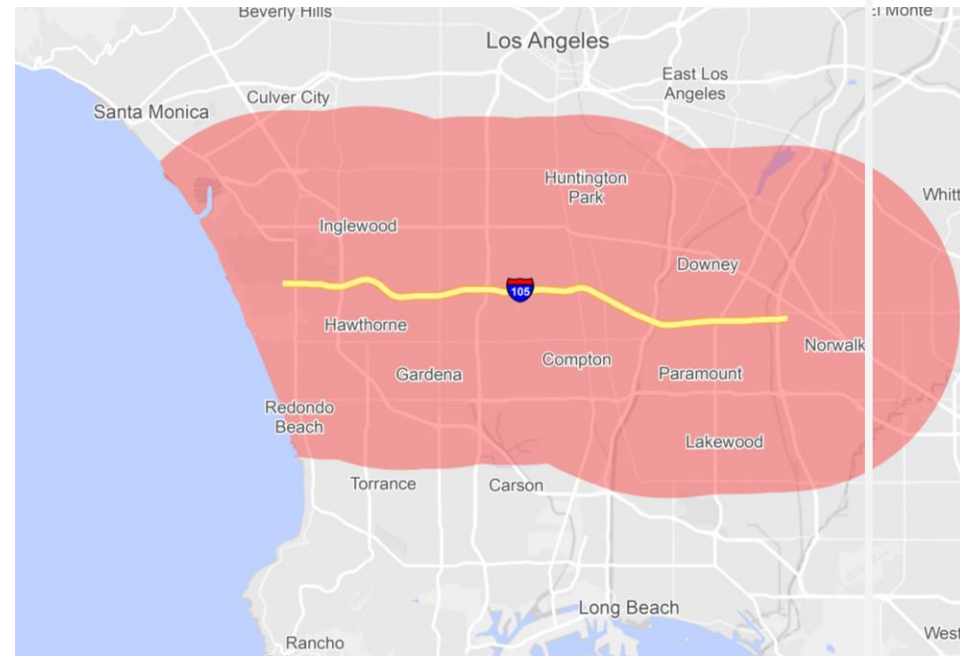
- 1996 and 2018 FHWA CIA Guidance
- Community Cohesion is a key element
- Cohesion means shared:
 - Values
 - Lived experience
 - Facilities and institutions
 - Sense of place



Document Review Lenses

Addressing Community Cohesion in Lower Albina

- Cumulative changes are well understood in the community
- Difficult to technically assess cumulative affects
- Challenge to address:
 - Holistic
 - Broad community
 - Sense of place, needs and geography



Example: I-105 Century Freeway Housing Replenishment Plan, Los Angeles

Document Review **Lenses**

ESC Discussion Questions

- Is anything missing in this approach to Documents Review?
- What observations should we consider regarding the unique challenge of Community Cohesion?



Governance + Finance Introduction

Governance + Finance

Partnership is a prerequisite. A shared definition of value is the basis for partnership.

Sources of capital (financing strategy) depend on economic development rationale and political will.



\$56.7M
public funding

\$50M+
private donations

Sources of operating revenue (revenue strategy) are similarly derived, but generally harder to secure than capital.



\$3.5M *annual City Council funding commitment*

\$3M *contributed income and value capture*

~\$0 *earned income*

Programming, maintenance, and engagement (governance strategy) follow funding and require expertise.



Expiring MassDOT funding drove the need for the Rose Kennedy Greenway Conservancy and the Greenway BID

1. Klyde Warren Park Case Study Brief, Landscape Architecture Foundation, <https://www.landscapeperformance.org>
2. Referenced in Ordinance 125761, www.seattle.legistar.com
3. "What's the Deal with The Greenway Anyway?", Rose Kennedy Greenway; "FAQ: The Greenway Business Improvement District", Rose Kennedy Greenway, <https://www.rosekennedygreenway.org/>

Governance + Finance

Financing strategy follows economic & community benefits rationale.

Higher share of public capital funding

Lower share of public capital funding

On-site public benefit

On-site density & value generation



Rose Kennedy
Greenway
Boston, MA



Klyde Warren Park
Dallas, TX



Seattle Central
Waterfront/SR99
Seattle, WA



Hudson Yards
New York, NY



Pacific Park
Brooklyn, NY



Fenway Center
Boston, MA

Governance + Finance

Potential economic development rationale.


An economic development rationale for the Rose Quarter highway covers might be based on:

- The ability of the investment to deliver economic opportunities and public benefits **within Historic Albina.**
- The ability of the investment to deliver economic opportunities and public benefits **to the community displaced from Albina (or descendants of that community).**

There may also be alternative ways to use public funds to improve economic outcomes and strengthen the community that was displaced from Albina or their descendants.

ESC Discussion Questions:

- Which of these resonates with you?
- What questions do you have about the work we will do on financing & governance strategy?

An aerial photograph of a city, likely Seattle, featuring a large stadium with a distinctive white, ribbed roof. The stadium is situated near a river, with a bridge visible in the background. The city's urban landscape, including roads, buildings, and green spaces, is visible throughout the image. The entire scene is overlaid with a semi-transparent teal color.

Facilitation Needs Assessment Draft Report

Facilitation Needs Assessment

Purpose

- Define ICA Process
- Most have already been implemented in prior ESC meetings
- Refine Cover Public Involvement (PI) elements
- Integrate Cover P.I. with I-5 RQ PI
- Define ICA Independence
- Draft a Highway Cover Coordinating Committee (HC3) Charter
- ESC alignment with approach in the Facilitation Needs Assessment

Facilitation Needs Assessment

Remaining Topics for ESC

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

Facilitation Needs Assessment

Defining Community

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

Facilitation Needs Assessment

Community: What this means

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

ESC Discussion Questions:

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

Facilitation Needs Assessment

Restorative Justice Expectations for Cover Scenarios

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

ESC Discussion Questions:

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

Facilitation Needs Assessment

ICA Independence in ESC Charter

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

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

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

Facilitation Needs Assessment

ICA Independence: What this means

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

ESC Discussion Questions:

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

Facilitation Needs Assessment

HC3 Role in ESC Charter

ESC should consider adding this language to the ESC Charter:

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

ESC Discussion Questions:

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

Facilitation Needs Assessment

Additional HC3 Membership

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

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

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

Facilitation Needs Assessment

Additional HC3 Member Criteria

- Community connections and community organizations
- Transportation
- Governance and finance
- Social cohesion and community uplift
- Urban revitalization

Facilitation Needs Assessment

Additional HC3 Member Process

- ESC appoints ESC member(s) and community member(s) during the December 14, 2020 ESC meeting
- HAAB meets and appoints its own member(s) in January 2021
- If requested by the ESC:
 - ICA team can present list of candidates to the HC3 in a criteria matrix
 - HC3 can vet community candidates for ESC approval
 - HC3 or ICA team can contact potential candidates to confirm interest

ESC Discussion Questions:

- Should additional members be appointed to the HC3 and by whom?
- Suggestions on Criteria?
- Suggestions on Process/Timing?
- ESC Consensus Proposal and Approval?

Facilitation Needs Assessment

Public Involvement Purpose

- Implement ESC's Values and Outcomes and recommend priorities
- Generate cover scenario ideas
- Increase process transparency by weighting criteria and evaluating scenarios
- Recommend implementation strategies
- Ensure benefits and burdens support Restorative Justice goals
- Help maintain ICA independence

Facilitation Needs Assessment

Outreach Categories

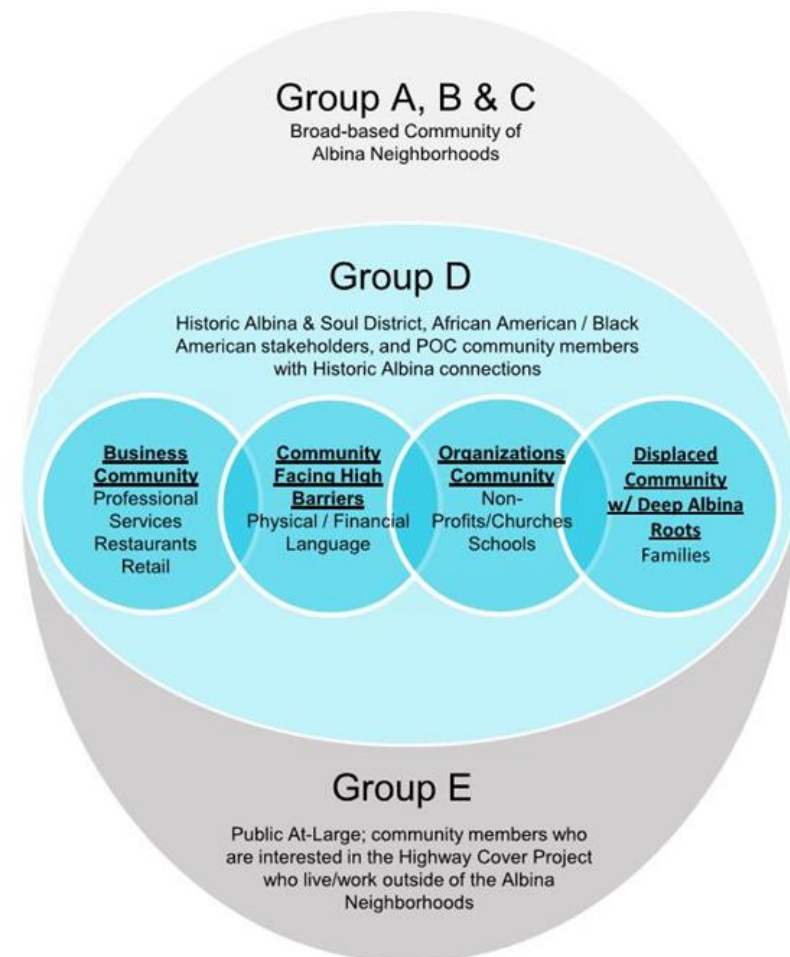
Group A Nearby Businesses

Group B Nearby Non-Profit Organizations / Schools / Churches

Group C Residents of Albina Neighborhoods

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

Group E Members of the General Public



Facilitation Needs Assessment

ESC Alignment

Discussion Questions

- Do you have suggestions on proposed outreach categories?
- Overall sense of ESC alignment with the approach described in the Facilitation Needs Assessment report, and comfort with ICA proceeding with it?

Next Steps



Independent Cover Assessment

Next Steps

- **December ESC**
Review preliminary Record Review
& Development Assessment Framework
- **January ESC**
Work Session One Preview
- **February ESC**
Work Session One: Listen & Assess

