

July 21
2021

CAP Report
Appendix C //

Project
Documents
Assessment

Task 2.1.1

ODOT EA:
PE002591000J71

ODOT // I-5 Rose Quarter Improvement Project

Appendix C //

PROJECT DOCUMENTS ASSESSMENT

Last year, in response to direction from the Governor and requests from local project stakeholders, the Oregon Transportation Commission directed the Oregon Department of Transportation to retain a consultant team of local and national urban design, engineering, and environmental experts to conduct an independent assessment of the highway cover designs included in the I-5 Rose Quarter Improvement Project. The requests from Metro, Multnomah County, City of Portland, Portland Public Schools and Albina Vision Trust shaped the creation of the independent cover assessment process.

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1 // INTRODUCTION

Project Partners and Preparers

PROJECT PARTNERS

PUBLIC AGENCY

Oregon Transportation Commission (OTC)
Oregon Department of Transportation (ODOT)

OVERSIGHT

EXECUTIVE STEERING COMMITTEE (ESC)

Alondo Simpson, OTC Vice Chair // ESC Chair

Brendan Finn, Urban Mobility Office Director
// Oregon Department of Transportation

Bryson Davis // Williams and Russell Project

Doug Kelsey, General Manager // TriMet

Dr. Ebony Amato // N/NE Community
Development Initiative

Jana Jarvis, President // Oregon Trucking Associations

Julia Brim-Edwards, PPS Board
Member // Portland Public Schools

Leah Horner, Regional Solutions Director and Jobs
and Economy Policy Advisor // Governor's Office

President Lynn Peterson // Metro

Marlon Holmes // N/NE Housing Strategy

Nate McCoy, Executive Director // National
Association of Minority Contractors
(NAMC)

Robert Camarillo, Executive Secretary
// Labor Oregon Building Trades

HISTORIC ALBINA ADVISORY BOARD (HAAB)

At the time of this writing, the HAAB had
not yet been formed.

HIGHWAY COVER COORDINATING COMMITTEE (HCCC)

Eliot Rose // Metro

Courtney Westling // Portland Public Schools

Megan Channell // Oregon
Department of Transportation

Jeffrey Owen // TriMet

Other Invited Participants:

April deLeon-Galloway // ODOT

Brendan Finn // Oregon Department of Transportation

Cliff Serres // Oregon Department of Transportation

Erica Warren // ESC Facilitator

John Maloney // WSP

Monica Blanchard // Oregon
Department of Transportation

Page Phillips Strickler // Owner's Representative

Dr. Steven Holt // ESC Facilitator

*Multnomah County, Albina Vision Trust,
and City of Portland Bureaus were invited
members, but have declined to participate*

COMMUNITY OPPORTUNITY ADVISORY COMMITTEE (COAC)

Art Cortez // LatinoBuilt

Carmen Castro // Hispanic Metropolitan Chamber

Christine Chin-Ryan // Prosper Portland's Equity Advisory Board

Felicia Tripp Folsom // Portland Housing Center

James Posey // Coalition of Black Men

Joe McFerrin // Portland Opportunities Industrialization Center, Inc. (POIC)

Kenechi Onyeagusi // Professional Business Development Group (PBDG)

Lee Fleming // Multnomah County (Purchasing)

Pastor Matt Hennessee // Ministerial Alliance

Michael Burch // NW Carpenters

Stephen Green // WeWork

Bob Carroll // IBEW Local 48

Katrina Cloud // Northwest College of Construction

PROJECT PREPARERS

INDEPENDENT COVER ASSESSMENT TEAM

DESIGN

ZGF // Architecture Team Lead, Urban Planning

!melk // Landscape and Open Space Design

Suenn Ho Design // Community Service Program Lead

COMMUNITY COHESION

Olmsted Legacy // Watershed and Environmental Assessment

Terry A. Hayes Associates (TAHA) // Third Party Environmental Assessment

TECHNICAL DESIGN

ARUP // Technical Team Lead, Lead Freeway Cover Engineer, Strategic Infrastructure Planning

KPFF // Structural / Civil Engineer

Toole // Multimodal Assessment

GOVERNANCE + FINANCE

HR&A // Governance Team Lead, Real Estate and Economic Development

Leland Consulting Group // Local Market Assessment

COMMUNICATION

ICM Resolutions // Third Party Facilitator

Christine Rains // Graphic Communication

ESC

Values and Outcomes

Value	RESTORATIVE JUSTICE	COMMUNITY INPUT AND TRANSPARENT DECISIONS	MOBILITY FOCUSED	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.
Desired Outcomes	<p>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.</p> <p>Increase access to:</p> <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. <p>Provide opportunities for wealth generation through agency partnerships, where Black-owned businesses can thrive.</p> <p>Use land development opportunities to foster public and private partnerships to support the redevelopment vision for Albina.</p> <p>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.</p> <p>Benefit those historically harmed through actions taken.</p>	<p>Implement intentional, creative engagement that meets communities where they are and fosters a two-way dialogue that demonstrates how these conversations inform decision-making.</p> <p>Implement intentional, creative engagement that elevates the voices of those historically marginalized.</p> <p>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.</p> <p>Reflect the shared power of the community and local, regional, and state government to influence project decisions and outcomes as well as accountability for those outcomes.</p>	<p>Invest in multimodal transportation systems to reduce congestion locally, regionally, and statewide.</p> <p>Use development opportunities to foster safer travel for all users.</p> <p>Use development opportunities to foster connectivity and improve operational capacity for individuals, businesses, industry, and organizations throughout the city, region, state and West Coast.</p> <p>Enhance economic growth by capitalizing opportunities to support goods movement reliability within the state network.</p>	<p>Create a more efficient transportation system by improving traffic flow of the highway and improving and increasing multimodal opportunities in the Albina area.</p> <p>Develop and implement congestion pricing on the I-5 corridor to manage demand as soon as possible to Project completion.</p> <p>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.</p> <p>Improve air quality on the grounds of Harriet Tubman Middle School and Lillis-Albina Park.</p>

Background and Summary

On January 17, 2020 the Oregon Transportation Commission directed ODOT to retain a qualified consultant team to conduct a “Rose Quarter Project I-5 Highway Cover Evaluation and Alternatives Report.” The Independent Cover Assessment (ICA) team, made up of community engagement, urban design, engineering, and environmental experts was selected by a committee including ODOT, Metro, PPS, City of Portland and Albina Vision Trust on February 25, 2020. The ICA has three main objectives: understand the goals and objectives of stakeholders in the project area, generate potential highway cover scenarios, and assess the impacts and benefits of these scenarios.

On May 22, 2020, ODOT conducted the first Executive Steering Committee (ESC) meeting as directed by the OTC to oversee the ICA. On October 26, 2020, the ESC approved Values and Outcomes which include Values, Aims and Outcomes to be included with the development of highway covers.

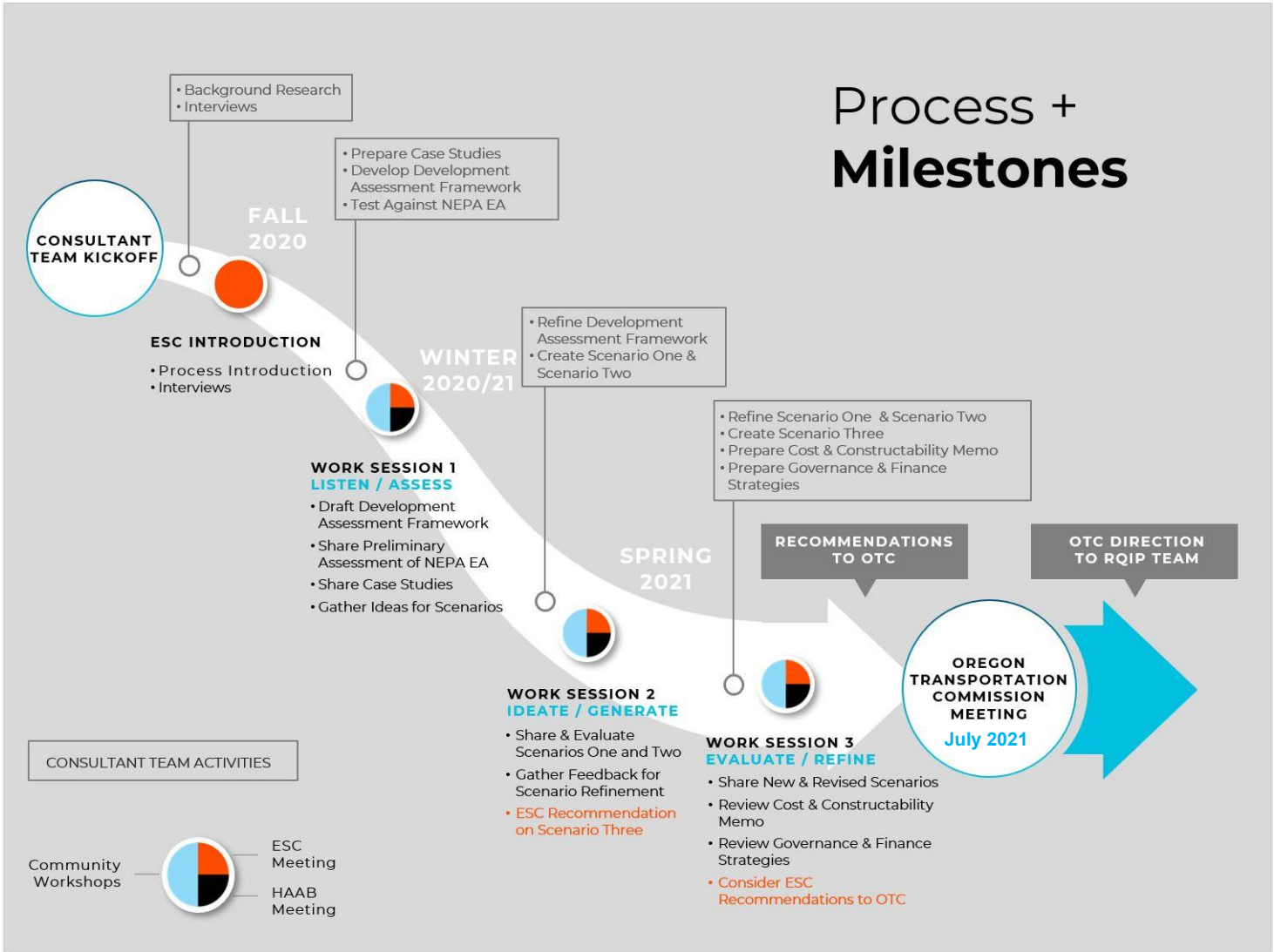
This Record Review document represents the first deliverable of the Independent Cover Assessment Team, a summary of the record of policy and physical highway cover plans to date as well as the public record of input on such plans from stakeholders. It is background material to support Values, Aims, and Outcomes of the ESC by establishing findings, confirming desired outcomes, and considering opportunities to configure highway covers to provide enduring community benefits.

Ultimately, the final Independent Cover Assessment report will encompass findings from this Record Review and a range of feasible engineering and architectural scenarios specific to highway covers for the ESC to consider. This will include design criteria to evaluate scenarios that sustain desired outcomes. Through this process the ESC will propose recommendations to the Oregon Transportation Commission (OTC) to modify the Rose Quarter Improvement Project highway covers.

In assessing the three development scenarios, the ICA shall address the following overarching questions:

1. Based on the goals and objectives for the Project expressed by community leaders in the Project Area, what opportunities do the highway covers offer for community development on the highway covers and areas immediately adjacent to the highway covers within the footprint/area of potential impact that is defined under the Environmental Assessment (“NEPA EA”) for the Project.
2. What modifications to the current design and configuration of the highway covers would be needed to reflect a broader community vision for development of the Project Area? Consultant’s review of highway cover options must address the addition of buildings on all or certain portions of the highway covers and must include potential uses and sizes of those buildings. Specifically, if the EA footprint constraints are lifted and a different vision is developed, what are the structural/engineering, cost, and economic implications and implementation strategies of that vision?
3. What architectural and engineering considerations feasibly promote economic development and growth potential in line with the marketplace for the three development scenarios assessed?

Below is a diagram and summary of the ICA process schedule, including three milestones: Work Session 1: Listen and Assess, Work Session 2: Ideate and Generate, and Work Session 3: Evaluate and Refine. This Record Review memorandum contains important data, concepts, and terms for the ESC to use to consider the merits of outcomes and recommended supportive priorities that may be included in the design of highway covers.



Project Understanding

Highway covers have public appeal as evidenced in the extensive public and agency comments on the I-5 Rose Quarter Improvement Project (RQIP) Basis of Design¹ and Environmental Assessment (EA)²: “The highway cover would provide additional surface area above I-5 the highway cover would provide an opportunity for public space and a new connection across I5 for all modes of travel.” These improvements align with the original adopted I-5 Broadway/Weidler Interchange Improvements Facility Plan (2012) and revitalization plans for this neighborhood within Portland’s Central City. Community-based organization Albina Vision Trust (AVT) commented “...we have two issues with the design and utility of the highway covers. First, unprogrammed open space atop a freeway is a bad idea. Second, the current design does not optimize the street-level experience and safety for pedestrians and bicyclists. The configuration and geometry of the covers are designed for the freeway below rather than the grid

ignores the connective urban street streetscape and modern open space principles.”³ The OTC has charged the ESC with reconciling the configuration of the highway covers and the neighborhood form with community aspirations. To this end, ICA provides an independent, transparent, and objective review of the RQIP Project record, facilitation of a desirable community vision, and strategies to reconnect the neighborhood by means of highway covers. Through the work of the ICA, the ESC may form recommendations to the OTC that reconnects the neighborhood and is restorative of the Historic Albina Community.

A brief timeline history of the I-5 Rose Quarter Improvement Project (RQIP) and transportation planning process shows how the Independent Cover Assessment (ICA), this independent detailed scenario evaluation and community engagement process for the highway covers, came into being in 2020.

Timeline for I-5 Rose Quarter Improvement Project Highway Covers

- 2012 N/NE Quad Plan and I-5 B/W Facility Plan - City and OTC unanimously recommended design concept inclusive of highway covers.
- 2014 RTP - Project included.
- 2017: RQIP authorized through passage of the State of Oregon “Keep Oregon Moving” HB 2017. HB2017 provides \$30M per year, starting in 2022, for project design and construction. Preliminary cost estimates included highway covers as a structural element.⁴
- 2018: Adoption of the City’s Central City 2035 Plan and Transportation System Plan in 2018, which includes RQIP scope
- 2018: The 2018 Regional Transportation Plan (RTP), the RQIP includes “Highway covers over I-5 at Broadway/Weidler and Vancouver/Hancock to provide space for wide sidewalks, separated bike lanes, roads, and new community spaces.”⁵
- 2018: The Metro Transportation Improvement Plan (MTIP) 2018-2021 included RQIP and a June 2020 MTIP amendment programmed \$130M (\$116M federal, \$11M state, \$4M local match) in funding for the RQIP during 2021-24, including “ramp-to-ramp (auxiliary) lanes, highway shoulders, highway covers, new overcrossing, I-5 southbound ramp relocation, new bike and pedestrian crossing, and improved bike and pedestrian facilities.”⁶
- 2017-2019: Oregon Department of Transportation embarked on an environmental review process under the federal lead agency of Federal Highway Administration, which conducted a thorough environmental review with a high level of public and agency involvement and the Environmental Assessment 45-day public review period began in February 2019 (Feb 15 - April 1 2019).²
- 2019: Independent Assessment of Highway Covers for I-5 Rose Quarter Improvement Project RFP released May 2019.
- 2019: public outcry, news reporting, and neighborhood meetings raised the need for further improvements to the project design to better serve the community. May through December 2019.
- 2019: Governor Kate Brown directed OTC to conduct several studies including the independent review that included detailed assessment of the viability of the highway covers to address past injustices within the Albina community December 16, 2019.⁷
- 2019: Cost-to-Complete (CTC) using the 15% Basis of Design includes highway covers within the engineering and construction estimate. The CTC date is January 2020 - presented to Joint Committee on Transportation on Feb 27, 2020.⁸
- 2020: Architectural and engineering team for Highway Covers Independent Assessment selected by project partners - ODOT, City, Metro, PPS and
- 2020: Peer Review Panel Finds Environmental Assessment Appropriately Addresses Issues of Air Quality, Greenhouse Gas, and Noise and Provides Additional Recommendations for Design and Construction Phases. June 2, 2020.
- 2020: Albina Vision Trust and City of Portland vacate their positions on the Executive Steering Committee of the RQIP. June 30th, 2020
- 2020: Notice-to-proceed for Task 2.1 Assessment. This Record Review examines the policy, related plans, preliminary engineering, environmental documents, and cost-to-complete, June 2020.
- 2020: ESC adopts Values and Outcomes for the Rose Quarter Improvement Project. September 2020
- 2020: RQIP Finding of No Significant Impact issued in the federal register with no changes to the highway cover design concept from that evaluated in the EA. November 2020⁹.

A Record Review is the first step that establishes a foundation of technical, urban design, community cohesion, and financing and governance factors for the highway cover structure, lid, portal and associated elements. Upon the selection of the architectural and engineering team for Highway Covers Independent Assessment, contract representations and certifications included "No Conflict of Interest" with Agreement B37418. Documents to be reviewed include historical, current and ongoing published news article or academic papers that involve or relate to Portland's Rose Quarter and Albina District. These have been examined by the team in an effort to provide context for its independent framework for highway cover scenarios over Interstate 5 between NE Tillamook Street and NE Hassalo Street.

The voices of Portland's community include those of Eliot Neighborhood Association, the Harriet Tubman School families, some business owners and Albina Vision Trust who sum up the value of the highway covers like this "This is a once-in-a-generation opportunity to build over the divisive trenched highway and reconnect inner East Portland neighborhoods to the Willamette River. Let's take the opportunity to fix the problem that was created when I-5 was originally constructed."

The Independent Cover Assessment (ICA) tasks are designed to sequentially research and propose possible ways to achieve the desired outcomes that have evolved from this series of important public engagement steps and those that follow through 2021. The Historic Albina Advisory Board and the Executive Steering Committee will oversee each step of the ICA and guide final products.

Citations:

1. *Oregon Department of Transportation Basis of Design 15%*
2. *Federal Highway Administration Environmental Assessment and Public Comment Record*
3. *Albina Vision Trust's letters dated March 29, 2019 and December 12, 2019:*
<https://www.albinavisioninc.com/>
4. *HB 2017 Keep Oregon Moving*
5. *Regional Transportation Plan 2018*
6. *Metro Transportation Improvement Plan (MTIP) 2018-2021*
7. *State of Oregon, Office of the Governor, Letter to the Members of the Oregon Transportation Committee December 16, 2019*
8. *Oregon Department of Transportation, RQIP Cost-to-Complete (15% Design)*
9. *Federal Register, November 6th 2020 Finding of No Significant Impact issued on the RQIP EA by the FHWA*

Context for the Record Review

PURPOSE OF THIS DOCUMENT

This Record Review (Task 2.1 “Project Assessment Memorandum” in the Contract Scope of Work) is an initial step to examine existing conditions including challenges or opportunities for anticipated community benefits to the Historic Albina Community associated with the development of highway covers. The purpose of this Record Review is to summarize background information for the ESC and begin to analyze how their Values and Outcomes may be realized through highway covers in the I-5 Rose Quarter Improvement Project (RQIP). The steps taken include:

1. Assess the record of work and public comment to date;
2. Review the present project conditions;
3. Examine both the Environmental Assessment (EA) and the subsequent studies or resolutions regarding the project;
4. Identify and confirm desired values and outcomes of community stakeholders; and
5. Develop potential opportunities to achieve communitywide values and outcomes through the highway covers.

Criteria that emerge from a values, outcomes and findings analysis will populate a highway covers development assessment framework and ultimately a decision support tool for the ESC and OTC’s consideration.

METHOD

This Record Review considers the record of policy and physical plans as well as the record of input from community members in the project record. This is intended to help make recommendations on the degree that the proposed highway covers support the Values and Outcomes of OTC’s Executive Steering Committee (ESC). In this assessment, the ESC Values and Outcomes are used as a lens to evaluate the configuration for the highway covers of the Rose Quarter Improvement Project. In this process, criteria will be confirmed to produce scenarios and evaluate them for

community benefits that are measurable and related to the design of the highway covers. The ESC will make a recommendation to the OTC on findings that best support ESC Values and Outcomes. The method for the Documents Record Review has two parts:

1. To identify outcomes for the highway covers that are not currently in the proposed project that align with ESC’s Values and Outcomes and that would potentially support the Historic Albina Community.
2. To suggest findings or a means to leverage obstacles or challenges as opportunities to achieve the ESC’s Values and Outcomes.

This Record Review details the Independent Cover Assessment (ICA) Team’s review of background material relating to the I-5 Rose Quarter covers. The ICA brought their expertise from the lenses of Community Cohesion, Urban Design, Governance and Finance, and Technical Design to study previous work and how it integrates with the Values and Outcomes created by the Executive Steering Committee.

PROJECT FINDINGS

Findings are important background considerations in the Record Review to achieve desired outcomes in the community and provide opportunities to make meaningful changes to the highway covers.

1. The EA complies with Federal Highway Administration (FHWA) requirements under the National Environmental Policy Act (NEPA) with a finding of no significant environmental impacts (FONSI) (November 6, 2020).
2. The filing of the FONSI marks the completion of the environmental review phase under NEPA. In this context, the Record Review as it pertains to the EA identifies future outcomes and opportunities that can be used to form scenarios in supporting a community

vision. The Record Review should be used as a framework to guide future, subsequent or supplemental environmental review that may be required as the design of the highway covers and any associated restorative mitigation is refined beyond what was originally envisioned in the current EA.

3. The historic cumulative impacts have increased disparities within the Black community, and this trend has increased since the Facility Plan (used as the Basis of Design for the EA) was adopted in 2012.
4. The study area for the Independent Cover Assessment is broader than the area of potential impact (API) described in the EA for the I-5 Rose Quarter Improvement Project, and the extent of the study area varies depending on the topic being evaluated as it relates to the highway covers.
5. The I-5 Rose Quarter Improvement Project engineering design (15%) is not final and continues to be refined.
6. The preliminary analyses for reducing disparities and other outcomes expressed in this memorandum are proposed to support the ESC's desired Values and Outcomes for the project; they are intended to inform the design of highway covers.
7. To create a process and means to establish an enduring community node, the Historic Albina Community needs to establish a governance system to allow long-term equitable sharing of costs and benefits with upfront planning.
8. The Historic Albina Community, as anticipated beneficiaries of restorative measures associated with highway covers, were not deeply represented in the adopted Facility Plan and EA.
9. There have been major social, climate, economic, policy, and technological changes in society such that the context

analyzed in the EA needs to be more broadly understood as it relates to anticipated project benefits and impacts.

10. Over a period of several decades and resulting from transportation infrastructure and major development projects, the African American community experienced segregation and disinvestment in the Historic Albina Community, from where they have since been dispersed due to gentrification. This data is drawn from census information and research extending over Multnomah County and specifically the area between North Portland and Gresham.
11. The N/NE Quadrant Plan and the I-5 Broadway/ Weidler Facility Plan were adopted together and constitute the policy and physical design rationale for the Rose Quarter Improvement Project, which was examined in the Rose Quarter Improvement Project Environmental Assessment.
12. The current project described in the EA does not cause adverse environmental impacts, and by extension, does not recommend any specific mitigation for adverse impacts or residual benefits. The anticipated benefits (type, size, location, extent of benefit to the community) that may be a result of reconfiguring highway covers in the project final design are not clearly identified.
13. Some aspects of the adopted zoning in the Central City 2035 plan may be an impediment to development on the covers and in surrounding areas, and vice versa.
14. The January 2020 cost estimates provide a range of total Rose Quarter Improvement Project costs, with a low end at \$715 million and \$795 at the "upper end" of the range.
15. Within the total project cost, the highway covers themselves are estimated to cost \$257.3-\$286 million and local street improvements \$44.2-\$49.1 million.

Documents Reviewed

The following plans, environmental documents, and public engagement records were reviewed by the ICA team. For a full document list, refer to the Appendix F Bibliography at the end of this document.

N/NE Quadrant and I-5 Broadway/Weidler Interchange Improvement Facility Plan;

Central City 2035 Plan;

Project NEPA EA, including Technical Appendices;

Peer Review assessment of the Project NEPA EA;

Environmental Peer Review Report for the Noise, Air Quality, and Greenhouse Gas Technical Analyses for the I-5 Rose Quarter Improvement Project NEPA EA, May 2020;

Recent Updates to the I-5 Rose Quarter Improvement Project;

- Executive Steering Committee Values and Outcomes
- 15% Basis of Design Memorandum (Oct. 2019)
- 15% Basis of Design Memorandum - Revised Baseline (May 2020)
- Highway Covers Design Parameters- Hand-off Package (May 2020)

Public Comment Record and feedback within the EA and project engagement record, including:

- Albina Vision Trust Joint Letter March 27, 2020 to Oregon Transportation Commission
- Albina Vision Trust Letter March 20, 2019 to Oregon Transportation Commission
- Albina Vision Trust Letter December 12, 2019 to Governor Kate Brown, regarding the group's desire to be more involved in RQIP process and vision for renewing the Historic Albina Community
- Governor Kate Brown's letter to Members of the Oregon Transportation Commission, December 16, 2019

Cost modeling and allocation of budget;

Relevant local racial, mobility, economic, policy, and social considerations;

- African American Discussion Groups Summary Report (Feb. 2020)
- Native American Discussion Groups Summary Report (May 2020)
- Environmental Justice Interviews (2017)
- 2012-2020 Public news articles, press releases, newsletters, meeting notes, and opinion editorials regarding I-5 RQIP, including: Eliot Neighborhood Association, The Oregonian, The Green Loop, Lloyd Ecodistrict, Portland Public Schools - Harriet Tubman School Parents Association, Portland Parks Foundation, Central City Urban Design Working Group

Climate Action Plan and Emergency Climate Action Resolution;

Standard of Practice and Requirement Assessments

Glossary + Acronyms

To coordinate terminology, the following is a list of acronyms, words, phrases and their definitions that are used throughout the document.

Acronyms and Abbreviations

APD: Agency Project Director

API: Area of Potential Impact

AVT: Albina Vision Trust

ESC: Executive Steering Committee

FHWA: Federal Highway Administration

FONSI: Finding of No Significant Impacts

HAAB: Historic Albina Advisory Board

HCCC or HC3: Highway Cover Coordinating Committee

OTC: Oregon Transportation Commission

RQIP: Rose Quarter Improvement Project

URA: Urban Renewal Area

Project Specific Definitions

1. Anti-Displacement: intentional measures to afford people the ability to stay in place, maintain social networks, and support community culture as new development occurs.
2. Anti-Racism: the policy or practice of actively opposing racism and promoting racial equity.
3. Climate action: steps taken or policies adopted to slow down or prevent further significant and long-lasting change in climate and weather patterns.
4. The Community: defined broadly as the people who have a connection to the Albina neighborhood. While this definition does not have a limit, its focus is on the Historic Albina Community, particularly those who have suffered past harm and/or been

displaced. Elevating those voices is a key part of the process for the Independent Cover Assessment.

5. Community Vision: this project seeks to integrate the design of the covers into a larger community vision derived from the Values and Outcomes identified by the ESC, the Albina Vision, the City of Portland's work, interviews from the Black community, and refined within project work sessions by community members, HAAB and the ESC.
6. Covers: a structure that is built above a section of freeway; also referred to as lids or caps within engineering or design plans and drawings.
7. Cumulative impacts: exposures and public health or environmental effects from all sources of pollution in a geographic area (Portland Climate Action Plan).
8. Cumulative Effects Analysis: evaluates past, present or reasonably foreseeable future events surrounding a project area given a defined timeframe and space.
9. Diaspora: for the purposes of this assessment, the African American population was dispersed from the center of the historic Albina District to the north and northeast areas of the city.
10. Disinvestment: for the purposes of this assessment, we use the definition of "disinvestment" provided by Karen J. Gibson's journal article "Bleeding Albina: A History of Disinvestment, 1940 - 2000" (Gibson, 2008). Gibson describes disinvestment as "the sustained and systemic withdrawal of capital investment from the built environment" and "the neglect of public services such as schools; building, street, and park maintenance; garbage collection; and transportation." This withdrawal of capital investment resulted in a loss of generational wealth creation opportunities for the residents and business owners that once thrived in Albina.

11. Environmental justice: the fair treatment of people of all races, cultures, and incomes with respect to the development, adoption, implementation, and enforcement of environmental laws, regulations, and policies (Environmental Protection Agency, 2020).
12. Erasure: the removal of the physical environment that supports a community as well as the resulting loss and trauma. Erasure can lead one to question “who am I?” and “where do I belong?”
13. Gentrification: for the purposes of this assessment, we have chosen to use the definition of “gentrification” presented by Lisa Bates of Portland State University in her Gentrification and Displacement study for the City of Portland (Bates, 2013). Bates offers an operational definition with measurable characteristics in three areas at the neighborhood scale: housing market changes, economic status changes and demographic changes:

“Gentrification [is the process that] occurs when a neighborhood has attractive qualities— for example, location or historic architecture—but remains relatively low value. The disconnect between potential value and current value (called “the rent gap”) may occur due to historic disinvestment by public and private sectors. When the area becomes desirable to higher-income households and/or investors, there are changes in the housing market. As demand rises for the neighborhood, higher-income households are able to outbid low-income residents for housing, and new development and economic activity begins to cater to higher-income tastes. Lower-income households and/or households of color migrate out of the neighborhood and new in-migrants change the demographics of the neighborhood.”

For our assessment, we focus as well on the way in which this shift in demographics can replace the history and culture of the lower-income community with one that assumes a blank slate for the higher-income community.
14. Historic Albina Community: has intergenerational roots in the neighborhoods of Eliot, Irvington, Boise, King, Humboldt, Overlook, Arbor Lodge, Kenton, Piedmont, and East Columbia in the north and inner northeast parts of the City and some who may or may not currently reside in this area of the City.
15. Involuntary Displacement: displacement by disaster, environmental degradation, erasure or unaffordability that is out of the control of the person or persons who have been displaced. For the purposes of this assessment we focus mainly on the erasure of a physical environment (see: Erasure), environmental degradation (see: Environmental Justice) and lack of affordability (see: Gentrification).
16. Restorative Justice: engaging the community harmed by past injustices to identify how to repair the harm, enable healing, and create a path forward (as stated during ESC #1).
17. Community Cohesion: the set of characteristics that keeps a group able to function as a unit, i.e.: the bonds or “glue” that maintain stability in society.
18. Safe Spaces: If we picture a safe space as defined by four walls, they are Civility, Open Mindedness, Authenticity and Constructive Engagement. There is no ceiling, it is open. Within this space, anyone can relax and be fully self-expressed, without fear of being made to feel uncomfortable, unwelcome, or physically unsafe on account of race/ethnicity, biological sex, sexual orientation, gender identity or expression, cultural background, age, or physical or mental ability. This definition is adapted from the toolkit, “Creating Safe Spaces for GLBTQ Youth” (Girl's Best Friend Foundation and Advocates for Youth, 2005).

See Appendix F: Bibliography for a list of Glossary References.



2 // OPPORTUNITIES +
OUTCOMES

Summary of Opportunities + Outcomes

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.

ESC VALUE: 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>1 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 should 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>2 To address community impacts, the project’s Area of Potential Impact (API) and the context for reviewing community cohesion, development potential, and urban design should 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, those members should 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 N, NE, and SE Portland.</p> <p>Include the Albina Community Planning Area and surrounding neighborhoods that create Albina’s “sense of place” for the African American community with the project’s API.</p> <p>Note: “Community” has been defined in the glossary of this document and appendices indicate when reviewers studied areas larger than the project’s API.</p> <p>CC UD GF</p>
<p>3 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>4 The EA Socioeconomic Technical Report states “Reasonably foreseeable future actions are likely to sustain and enhance the urban development in the API through redevelopment that would update infrastructure and commercial developments.”² These actions should 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. GF</p>	<p>Assess and address the threats that increased property values and “transitions” in neighborhoods may pose to long-term 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>5 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. TD UD</p>	<p>Evaluate cover structures for strategically placed lightweight building development as necessary, to support the desired level of development to secure the Historic Albina Community vision. TD</p> <p>Locate structures on covers to promote businesses fronting on high-visibility streets: Broadway, Weidler, Vancouver, and Williams for local wealth creation.³ UD</p>

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

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

<p>6 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 care⁴, hair salon, etc.).⁵ 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>7 Use of structural systems for covers in strategic locations should support multi-story development. The 15% design assumes a cast-in-place concrete box girder type cover 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, as necessary, to support the desired level of development to secure the Historic Albina Community vision.</p> <p>Examine the opportunity to support the sense of place of the community with iconic cover structures. TD</p>
<p>8 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-cover 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 cover 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

4 Reimagine Oregon Policy Demands

5 Right2Root Website

ESC VALUE: COMMUNITY INPUT AND TRANSPARENT DECISIONMAKING

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>1 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."¹ 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 and create a pathway for community-involved decision-making in regard 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 Urban Renewal Areas (URA)s • 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>

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

2 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.² In response, specific agreements between members of the ESC, and amongst project stakeholders, were desired as the ESC was established.³

GF

Give responsibility to an entity to manage an enduring process to increase transparency into and make available for public review:

- 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.

GF

² Adams, Peterson, Wheeler, Eudaly, Pederson, PPS (not named). 2020. Joint Letter to the OTC.

³ Van Brocklin, Bob. 2020. Letter to Albina Vision Trust, City of Portland, Metro, Multnomah County, PPS

ESC VALUE: 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>1 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.¹ 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>2 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 Bikeway² • N Dixon St., a City Bikeway, connects to N Hancock St.³ • Continuous sidewalk along west side of N Vancouver Ave.⁴ • Direct connections at Hancock and Clackamas overcrossings.⁵ • On-cover buildings within the covers’ zoning potential <p>UD TD</p>
<p>3 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>

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

² N/NE Quadrant Plan

³ N/NE Quadrant Plan

⁴ Broadway/Weidler Facility Plan

⁵ Broadway/Weidler Facility Plan

<p>4 The Albina Neighborhood should be physically well-connected to the broader neighborhood and to other sites of displacement within Portland's Black community. Streetscapes directly around the cover site constitute a particularly poor environment for pedestrians.</p> <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 spaces specifically for children and families.⁶</p> <p>UD</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. 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. • Coherent and convenient vehicle routes and parking. <p>Afford use of first/last mile transport systems such as scooter, bike, and vehicle share programs, public transport, transportation network companies (TNC), etc. UD</p>
<p>5 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 modeling, 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. TD</p>
<p>6 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" (prioritizing safe vehicle movements) to design to avoid adverse impacts to Portland's street network resulting from improvements on I-5; however, deploying a "proactive approach" (prioritizing safe pedestrian and bike movements) could prioritize safety for cyclists, pedestrians, and transit users to better meet community goals. TD</p>
<p>7 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. 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>8 Fire & Life Safety (FLS) requirements should be identified for the 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 the RQIP. TD</p>

6 Environmental Justice Interviews, ODOT, Feb 16, 2017

ESC VALUE: 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 of the Mobility Focused Value. 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>1 Albina Vision Trust, Metro, Eliot Neighborhood Association, and Harriet Tubman Middle School desire aesthetic improvements, equity, and community cohesion via a safer north-south corridor, connected open space across west to east, and with access to the waterfront.¹ 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>2 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.² 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>

1 Albina Vision

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

<p>3 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>4 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 Vision; 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>5 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>
<p>6 The RQIP should counteract the effects of climate change and risks to the Historic Albina Communities' community cohesion.</p> <ul style="list-style-type: none"> • 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 	<p>Identify disparities in the Albina community's ability to reach resilience to climate change within the City's climate action goals.</p> <ul style="list-style-type: none"> • 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