

# **NEIGHBORHOOD ACCESS AND EQUITY PROGRAM**

## **CAPITAL CONSTRUCTION GRANT APPLICATION NARRATIVE**



# I-5 ROSE QUARTER

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## IMPROVEMENT PROJECT

**FISCAL YEAR 2023**

**NEIGHBORHOOD ACCESS AND EQUITY (NAE) PROGRAM**

**CAPITAL CONSTRUCTION GRANT APPLICATION**

**NARRATIVE**

SUBMITTED BY:

**OREGON DEPARTMENT OF TRANSPORTATION (APPLICANT/RECIPIENT)**

**IN PARTNERSHIP WITH THE CITY OF PORTLAND**

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

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## LIST OF ACRONYMS

<b>ADA</b>	Americans with Disabilities Act
<b>APP</b>	Area of Persistent Poverty
<b>AVT</b>	Albina Vision Trust
<b>CC2035 Plan</b>	Central City 2035 Plan
<b>CM/GC</b>	Construction Manager/General Contractor
<b>COAC</b>	Community Oversight Advisory Committee
<b>DBE</b>	Disadvantaged Business Enterprise
<b>EA</b>	Environmental Assessment
<b>ELSO</b>	Experience Life Science Outdoors
<b>ESC</b>	Executive Steering Committee
<b>ETC</b>	Equitable Transportation Community
<b>FHWA</b>	Federal Highway Administration
<b>FY</b>	Fiscal Year
<b>HAAB</b>	Historic Albina Advisory Board
<b>HB 2017</b>	House Bill 2017 (Oregon’s 2017 transportation funding package)
<b>HDC</b>	Historically Disadvantaged Community
<b>I-5</b>	Interstate 5
<b>I-84</b>	Interstate 84
<b>I-405</b>	Interstate 405
<b>ICA</b>	Independent Cover Assessment
<b>IGA</b>	Intergovernmental Agreement
<b>MP</b>	Milepost
<b>NEPA</b>	National Environmental Policy Act
<b>NAE</b>	Neighborhood Access and Equity
<b>ODOT</b>	Oregon Department of Transportation
<b>OTC</b>	Oregon Transportation Commission
<b>RCP</b>	Reconnecting Communities Pilot
<b>ROW</b>	Right of Way
<b>SPIS</b>	Safety Priority Index System
<b>STIP</b>	Statewide Transportation Improvement Program
<b>TIF</b>	Tax Increment Financing
<b>USDOT</b>	U.S. Department of Transportation



# PROJECT OVERVIEW

The Oregon Department of Transportation (ODOT) is applying for a Neighborhood Access and Equity (NAE) Program Capital Construction Grant for the I-5 Rose Quarter Improvement Project (project), which is located in an underserved community designated as both historically disadvantaged and an area of persistent poverty. ODOT is seeking \$850 million under the NAE Program to invest in completing the project’s design and constructing the project’s main reconnecting feature—a highway cover that will support new community space and future development, while reconnecting local streets over Interstate 5 (I-5) and providing better access to the central city and the waterfront in Portland, Oregon. The following list prioritizes the components of this grant application’s total funding request to prepare the project for construction and implement the primary reconnecting features: \$50 million to complete the project’s design, \$80 million to complete the project’s right of way (ROW) acquisition and utility relocation phase, \$500 million to complete construction of the highway cover, \$100 million to make multimodal improvements to city streets, and \$120 million to construct a pedestrian and bicycle bridge that crosses over I-5 through the project area. **Building the highway cover is an essential first step to actualizing the community’s vision and improving the transportation network in partnership with the City of Portland (City).** The project is further supported by the Historic Albina Advisory Board (HAAB) (the project committee consisting of Black community leaders and those with ties to the historic Albina community—the community that was divided by construction of I-5 through the project area) and Albina Vision Trust (AVT)—a nonprofit organization that links private interests and public priorities with community values for the Albina community. The project’s investments make walking, biking, rolling and accessing transit safer, creating a more pedestrian-friendly and community-oriented area. As a part of the regional effort to realize the vision to reconnect the Albina community, the City is submitting a complementary NAE Program Capital Construction Grant application to support and extend the project’s local street and community reconnection investments adjacent to the project area.

## ABOUT THE PROJECT

The highway cover design concept and additional community connection refinements presented in this grant application (see Figure 1) **reflect the unified vision of ODOT, the community, project partners and community organizations** to reconnect the Albina community—the historic heart of Portland’s Black community. Project partners and community organizations that support the project include the City, AVT, Metro (a regional governmental agency that manages cross-jurisdictional growth, infrastructure and development issues for the Portland metro region), and TriMet (the transit agency in Portland, Oregon, that provides bus, light rail and commuter rail service).

In alignment with the **project’s values**, ODOT is embracing a partnership role with the community and agency partners to advance the project’s design and ensure the project isn’t repeating past harms. In constructing the project, ODOT is positioned to build a highway cover and additional community reconnection features to address damage to the historic Albina community that resulted from displacement due to the original construction of the highway and other public projects. Constructing the highway cover provides the foundation for space to be developed by the community and for the community that supports economic opportunities and improved connections to the waterfront and surrounding neighborhoods (see Figure 2).

**Figure 1: Conceptual rendering of the project’s highway cover**



This graphic is for illustrative purposes only and does not represent a final design. The City, in partnership with ODOT, will lead the highway cover land use and development process, guided by strong community involvement.

**Figure 2: Existing condition of proposed highway cover area (L); conceptual rendering of future developable space on top of the highway cover (R)**



## HISTORY OF THE ALBINA COMMUNITY

The project area is located in the historic Lower Albina neighborhood (Albina). During World War II, a temporary wartime housing development called Vanport was built on a floodplain, just north of the current project area between Vancouver, Washington, and Portland, Oregon. Vanport was home to thousands of workers—about a third of whom were Black—who moved to the region to work in the shipyards. Toward the end of the war, most Vanport residents began to move into Portland. Because of race-based housing discrimination (redlining and other harmful public policies) prevalent in the city at that time, a large percentage of those who remained were Black. In 1948, the Columbia River flooded Vanport, destroying the cheaply built housing, forcing residents to evacuate and killing many. Those who survived were left homeless and sought refuge in Portland.

As Black residents fled Vanport to Albina, a thriving Black community and business district emerged in the area, with many Black-owned businesses and restaurants. Albina became a commercial, institutional and social spine for the community, characterized by

**Figure 3: Nightlife at the famed Dude Ranch in the 1940s**



“This area was a thriving jazz district. There was a social club on Williams near Emanuel. There was an area along Williams with clubs (near where the Urban League is now) called Jumptown. **Black folks lived here and businesses thrived.** This area was all African American.”

– *Community Member*

small-scale streets, walkable community services, places of work and living, recreational facilities like parks and community centers, and a lively jazz scene. Figure 3 shows a scene from the famed Dude Ranch, the premier “Black and Tan” jazz club in the Albina community during the 1940s.

## CENTERING THE VOICES OF THE ALBINA COMMUNITY

The original construction of I-5 continues to have a negative impact on generations of Black Portlanders. The placement of I-5 caused lasting harm when members of the historic Albina community lost their homes, businesses and community places to make way for the highway. As an agency, ODOT acknowledges this painful history and has put a renewed focus on historic Albina through the project. Despite the damage the highway caused, the Black community remains resilient and focused on the future. The accompanying video on this page features well-known Black Portlanders reflecting on the Albina neighborhood of yesterday, as well as people who are working to invest in and build the Albina of tomorrow.

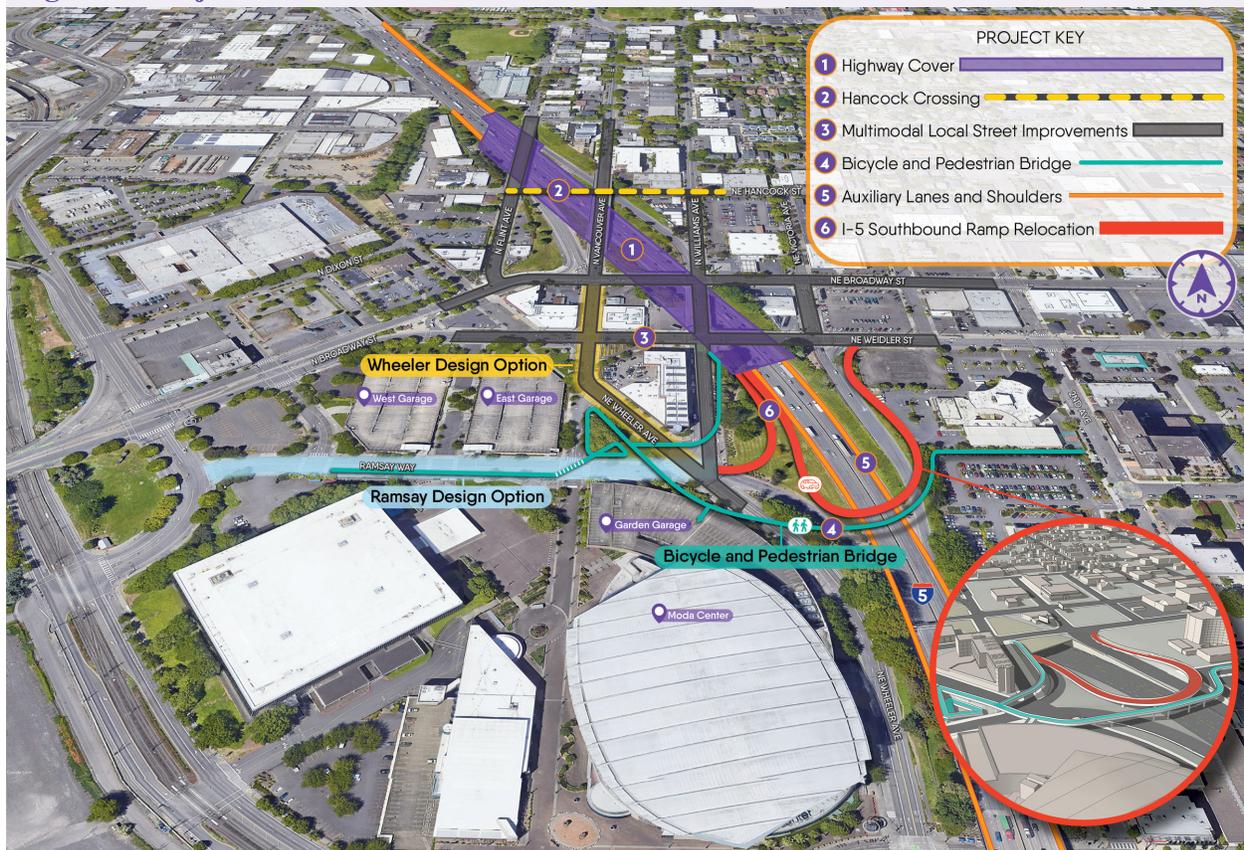


## PROJECT IMPROVEMENTS AND BENEFITS

The project's proposed highway cover, the pedestrian and bicycle bridge crossing over I-5, and additional multimodal local street investments that comprise the main construction package are the subject of this application's funding request. These investments will create community-desired outcomes by providing and improving community connections with new and redesigned crossings over I-5, reconnected neighborhood streets, and enhanced public spaces accessible to users of all

modes and people of all ages and abilities. Figure 4 provides an illustrative summary of the full project's features. Project development has stemmed from decades of planning and community engagement efforts and is also a key component of ODOT's [Urban Mobility Strategy](#), which is a cohesive approach to make everyday travel safer, easier and more efficient in the Portland metro region, with a focus on safety, sustainability, equity, opportunity and connection.

**Figure 4: Project features**



**“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**

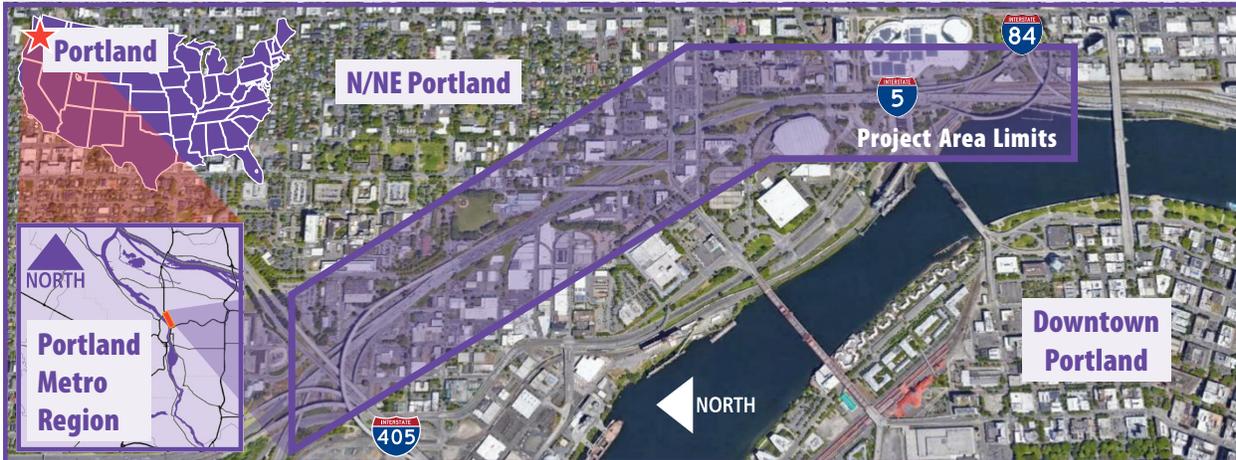


# PROJECT LOCATION AND MAP

## PROJECT MAP

The project is located in Portland, Oregon, along the 1.8-mile segment of I-5 between Interstate 405 (I-405) to the north (at milepost [MP] 303.2), inclusive of the Greeley exit ramp connection, and the Morrison Bridge exit (US 26 and OR 99E) to the south (MP 301.4). The project’s coordinates are NW 45°32'42.30"N, 122°40'44.39"W, NE 45°32'42.30"N, 122°40'19.13"W, SW 45°31'10.62"N, 122°40'0.62"W, SE 45°31'10.62"N, 122°39'41.44"W. The project also includes the interchanges between: (1) I-5 and Interstate 84 (I-84) and (2) I-5 and NE Broadway and NE Weidler streets (the Broadway/Weidler interchange), and the surrounding transportation network, from approximately NE Hancock Street to the north, N. Benton Avenue to the west, NE Lloyd Boulevard to the south, and NE Second Avenue to the east (see Figure 5 for the project area limits).

**Figure 5: Project area map**



## SURROUNDING COMMUNITY IMPACTED BY I-5

The Black community in Albina—defined here as the area along the I-5 corridor between the Columbia River and the Rose Quarter in North/Northeast Portland—has shrunk significantly since 1970 due to discriminatory public policies and development. Portland’s Black community is largely dispersed throughout the Portland metro region due to the displacement resulting from construction of I-5 as well as subsequent gentrification in inner Northeast Portland and historic Albina (see Table 1).

**Table 1: Change in Black residents in Albina and in surrounding Clackamas County, Oregon (OR),<sup>1</sup> Clark County, Washington (WA)<sup>1</sup> and Washington County (OR)<sup>1</sup> from 1970 to today**

Location	Black Population in 1970	Black Population in 2020	# Change	% Change
Albina <sup>2</sup>	16,419 (30% of the total population)	6,697 (12% of the total population)	-9,722	-59%
Surrounding OR and WA Counties <sup>1</sup>	1,276 (0.3% of the total population)	29,387 (1.9% of the total population)	+28,111	+2,203%

<sup>1</sup> Table 1 Sources: 1970 and 2020 U.S. Census.

<sup>2</sup> Albina is defined as census tracts 22.03, 23.03, 24.01, 24.02, 33.01, 33.02, 34.01, 34.02, 35.01, 36.01, 37.01, 37.02, 38.01, 38.02 and 38.03.

Table 2 on the next page provides demographic data that shows the significant presence of communities of color within the project area and indicates the following **key takeaway**:

- The Black/African American population is the largest of the communities of color in the project area (13%). This percentage is more than double the percentage of the Black/African American population for Portland within the city limits and more than quadruple the percentage for the Portland metro area.

**Table 2: Race/ethnicity of residents within the project area and region**

Race/Ethnicity	Project Area	City of Portland	Multnomah County, OR
White	63%	66%	66%
Hispanic/Latino	10%	11%	13%
Black/African American	13%	6%	5%
Multiple Races	7%	7%	7%
Asian	5%	8%	8%
American Indian/Alaska Native	1%	1%	1%
Native Hawaiian/Pacific Islander	<1%	1%	1%
Other	1%	1%	1%

Table 2 Source: 2020 U.S. Census.



# MERIT CRITERION 1

## ENVIRONMENTAL JUSTICE

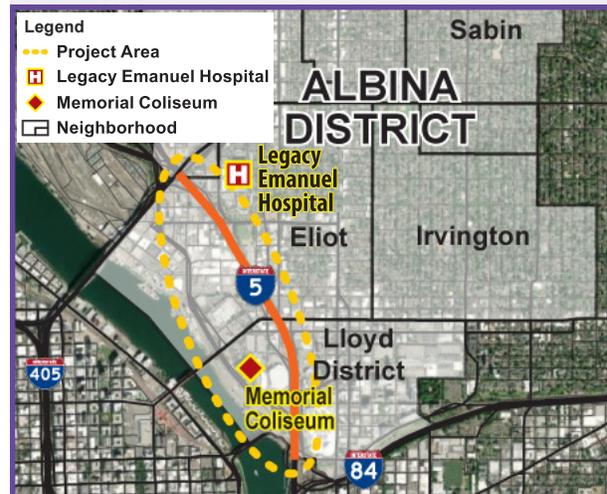
### HISTORY OF HARMFUL POLICIES AND THEIR IMPACT TO HISTORIC ALBINA

Beginning in the late 1940s and continuing into the early 1970s, a series of public infrastructure projects displaced over 900 residential dwelling units<sup>1</sup> in the project area, many of which were the homes of Black and low-income residents. In the 1960s, during the national Eisenhower Interstate System era, ODOT built I-5 directly through Albina and adjacent neighborhoods, creating a decimating grade separation in Albina and destroying hundreds of homes within a community of color.

In 1956, just before the construction of I-5 created a barrier in Albina, Portlanders voted to approve construction of a new city arena—Veterans Memorial Coliseum—near the Willamette River; this resulted in the destruction of 235 residential dwelling units.<sup>2</sup> And as part of the U.S. Department of Housing and Urban Development’s urban renewal program, in the 1960s, Legacy Emanuel Hospital received millions of dollars in federal funds to expand its campus, demolishing and displacing another approximately 300 residential dwelling units in the Albina District<sup>3</sup> as a consequence (see Figure 6 for a geographical representation of the Albina District in the context of these public projects). In 1962, another 275 homes were displaced when I-5 opened through the center of the historic neighborhoods of Lower Albina and the western third of Central Albina.<sup>4</sup>

These projects created substantial physical separations between historically connected Black neighborhoods in the project area that continue to pose challenges for neighborhood restoration and redevelopment.

**Figure 6: I-5 through the Rose Quarter, Emanuel Hospital, and Veterans Memorial Coliseum in relation to Albina**



Because past public and private policies and decisions in the historic Albina community so negatively impacted Black Portlanders, **ODOT is committed to engaging and prioritizing the voices of these community members today** to reconnect the community.

<sup>1</sup> Portland State University in Association with Emanuel Displaced Persons Association 2 (EDPA2), 2021, Reclamation Towards the Futurity of Central Albina: Dreamworld Urbanism, p. 38. | <sup>2</sup> Ibid. | <sup>3</sup> Ibid. | <sup>4</sup> Ibid.

## ANALYSIS OF HARMFUL POLICIES AND THEIR IMPACT TO HISTORIC ALBINA

According to the U.S. Department of Transportation’s (USDOT) Historically Disadvantaged Communities (HDC) list and Equitable Transportation Community (ETC) Explorer, the two main census tracts (22.03 and 23.03) within the project area are identified as being disadvantaged and having an area of persistent poverty (APP) (see Table 3). The ETC also shows that these two tracts are above the 65th percentile disadvantage (nationally) threshold for:

- Annualized Disaster Losses (97th percentile)
- Impervious Surfaces (94th percentile)
- Diesel Particulate Matter Level (98th percentile)
- Hazardous Sites Proximity (81st percentile)
- Toxics Release Sites Proximity (90th percentile)
- High-volume Road Proximity (79th percentile)
- Railways Proximity (80th percentile)
- House Tenure (94th percentile)
- Endemic Inequality (75th percentile)
- Disability (72nd percentile)
- Transportation Safety (79th percentile)

This data highlights the importance of the project in supporting the federal government’s Justice40 Initiative by providing equity-centered investment to the Albina community. **Census tracts with “Transportation Disadvantage” indicators are shaded in orange and red in Figure 7.**

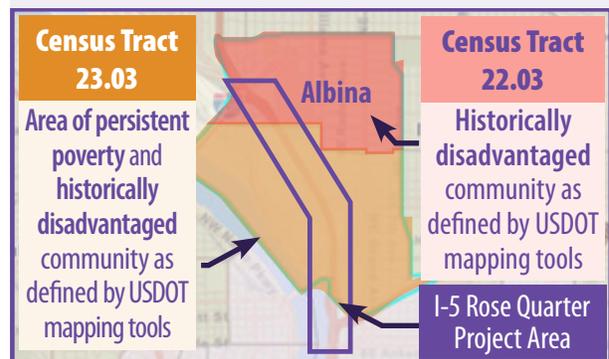
**35%** Percentage of households in census tracts 22.03 and 23.03 that do not have a vehicle (2017–2021 American Community Survey) compared to 8.5% nationally and 14% for Portland.

**13%** Percentage of population in census tracts 22.03 and 23.03 that is African American/Black: This is *triple* the percentage for the City of Portland of 4.3% and more than *quadruple* the percentage for the Portland metro region of 2.9%, and just higher than the percentage for the nation of 12.1% (2020 U.S. Census).

**Table 3: Project area census tracts: historically disadvantaged communities**

	Census Tract 23.03	Census Tract 22.03
USDOT HDC	✓	✓
USDOT APP	✓	
ETC Explorer Disadvantaged Census Tract	✓	
Climate and Disaster Risk Burden (ETC)	✓	✓
Environmental Burden (ETC)	✓	✓
Social Vulnerability (ETC)	✓	

**Figure 7: Census tracts within the project area that are HDC and/or an APP**



<https://www.transportation.gov/RAISEgrants/raise-app-hdc>

ODOT is committed to a project that addresses the infrastructure harms of the past. Construction of the project **will not displace any residential homes** and will improve accessibility and connectivity for all users.

## ENVIRONMENTAL JUSTICE

Through construction of the highway cover and the project's other community reconnection features including the new pedestrian and bicycle I-5 overcrossing and the relocation of the I-5 southbound off-ramp from N Vancouver Avenue/NE Broadway to the south (see Project Location and Map for more detail), the project is creating equitable access to a healthy and sustainable environment that allows users of all abilities to live, work and play.

ODOT is intentional about not repeating past harms to Albina, especially harms through displacement. **No residences will be displaced by the project.** Through the project's environmental assessment process (described in Merit Criterion 2), the project team has defined solutions that distribute benefits generated by the project to users of all modes and abilities. The project conducted an independent assessment of the highway cover design (described in Merit Criterion 2) that included the community's design recommendations to actively implement an equitable approach for realizing desired community outcomes on top of the highway cover. Displacement effects from the project are limited to only a handful of relocatable commercial retail or service-related

businesses and include no impacts to residential homes or apartments. The project's design is aligned with, and provides the opportunity to realize, the City's and AVT's long-term vision for reconnecting historic Albina.

For ROW acquisition, ODOT is following the Uniform Relocation Act, which provides measures to minimize the hardships of relocation for the occupants, including providing advisory services to support their successful relocation.

Further, the project is actively addressing potential adverse human health and environmental impacts by mitigating air and noise pollution with the installation of sound walls and accompanying plantings. The project is providing multimodal transportation improvements that encourage the use of pedestrian and bicycle facilities, improve access to transit and assist in transit reliability, and is using recyclable construction material—all of which create the opportunities for reducing greenhouse gas emissions. See Merit Criterion 6 for detail on how the project is addressing its potential environmental effects and construction impacts.

**0** Number of residential homes construction of the project will displace.

**275** Number of residential homes destroyed with the opening of I-5 through Albina in 1962.

## ACHIEVING EQUITABLE OUTCOMES

The project provides a substantial opportunity for ODOT to realize statewide equity goals in ways that will have lasting benefits for the Albina community and for all demographics across Oregon, especially previously displaced and marginalized people. The project is:

- **Building a highway cover to maximize developable space, restore the local street grid over I-5, and minimize the highway's noise and pollution effects.**
- **Building a pedestrian and bicycle bridge** over I-5, improving conditions for people of all abilities walking, biking, rolling or taking transit.
- **Relocating an I-5 southbound off-ramp** to reroute traffic in the project area, making walking, biking and rolling safer and reducing car and transit delays.
- **Building a diverse workforce**, supported by equitable operations and policies, and establishing an informed culture that delivers authentic inclusivity.
- **Promoting economic opportunity for the Albina community** and others who have been historically marginalized or are currently marginalized.



### TRANSPORTATION CHOICES THAT CREATE THRIVING COMMUNITIES

The project will result in increased local road connectivity and improve the usability for those walking, biking, rolling and accessing transit; therefore, the project will enhance active transportation operations that help reduce greenhouse gases. A new pedestrian and bicycle bridge that is part of the project’s design refinements will allow users of all ages and abilities to safely cross over I-5 to daily destinations. As part of the regional effort to realize these project investments, the City of Portland is submitting a complementary Fiscal Year (FY) 2023 NAE Program Capital Construction Grant application for the Broadway/Weidler corridor that focuses on local street enhancements and improved street connections

directly surrounding the project area within the Albina community.

Long-term direct and indirect effects **include improved bicyclist safety from upgraded, physically separated and raised bicycle facilities; shorter intersection crossings; and safer pedestrian crossings and connections.** These facilities will encourage people to travel more freely without a car (see Figure 8 and Figure 9). Further, by constructing the highway cover, the project will strengthen the street grid, providing restored street connections and economic development opportunities for the community. The project will also provide air quality, stormwater management and health benefits for the community.

**Figure 8: Conceptual streetscape with pedestrian and bicycle facilities**



- ① *Wide sidewalks with through pedestrian zone*
- ② *Furnishing zone*
- ③ *Frontage zone*
- ④ *Closely spaced pedestrian crossings*
- ⑤ *Separated bicycle facilities*

**Figure 9: Multimodal street network in the project area**



<b>68,000 SF</b>	<b>77,000 SF</b>
Estimated new or widened sidewalk	Estimated new or enhanced bike lanes

### PROJECT FEASIBILITY STUDIES THAT SUPPORT BETTER ACCESS

The project has completed several feasibility studies aimed at determining how best to improve the safety and operations of I-5 while also reducing the negative environmental impacts of construction. These studies include an independent cover assessment (ICA) for the proposed highway cover that was the most transformative study in driving the evolution of the cornerstone of the project’s design: the highway cover. The project’s feasibility studies are:

- City’s 2012 Facility Plan and N/NE Quadrant Plan
- House Bill 2017 (HB 2017) and initiation of the National Policy Environmental Act (NEPA) process in partnership with the Federal Highway Administration (FHWA)
- City’s Central City 2035 Plan (CC2035 Plan) in 2018
- Release of NEPA Environmental Assessment (EA) in 2019
- Completion of 2021 ICA process
- Release of the Supplemental EA in fall 2022
- Revised Supplemental EA expected by spring 2024

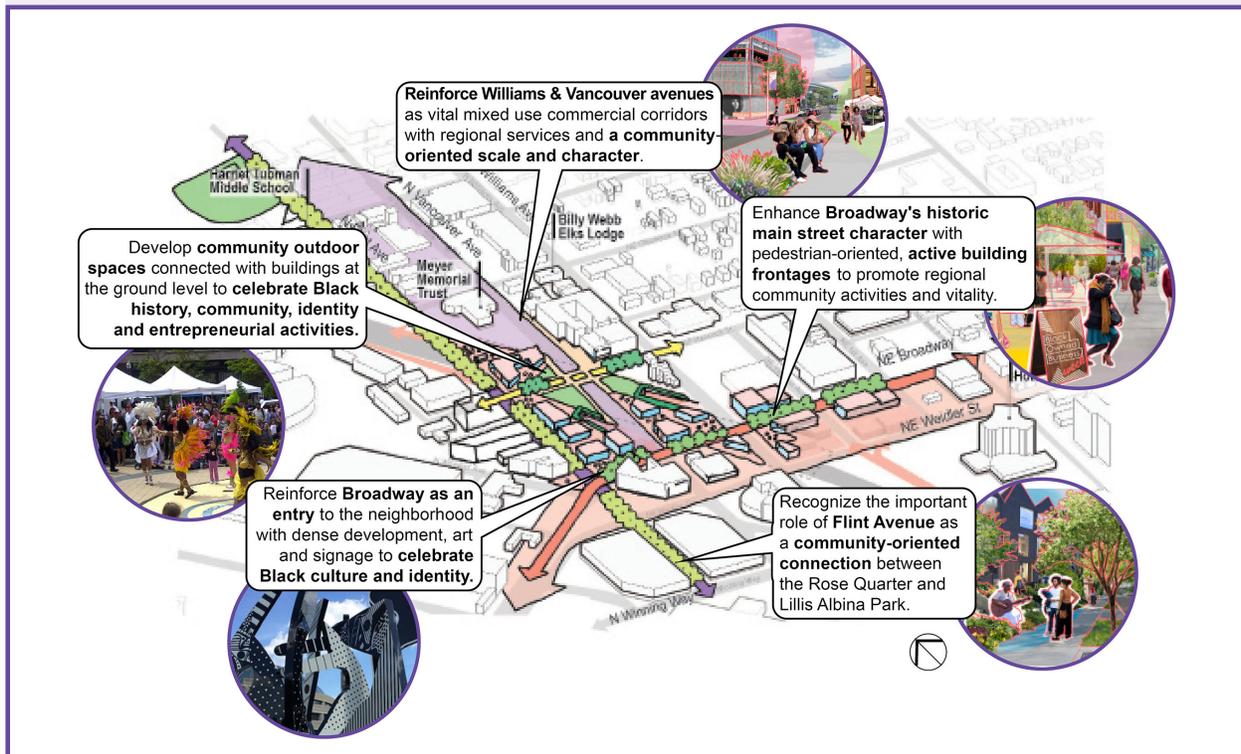
## INDEPENDENT COVER ASSESSMENT

In 2021, the project underwent a highway cover assessment process led by an independent consultant team that engaged community partners who have been impacted by construction and placement of I-5 within and near Albina (see Merit Criterion 4). With the community’s input, the independent consultant team created highway cover scenarios that best met the community’s desired outcomes, which include **community wealth, community health and community cohesion**. The independent consultant team and the community identified specific economic and community-focused opportunities to

**maximize high-quality development parcels, restore the local street grid, provide flexibility for future development, and minimize the highway’s noise and air pollution effects.** These opportunities create the potential for the area to revert to a **thriving, reconnected community that has better access to daily destinations such as workplaces, healthcare providers, grocery stores, schools, places of worship, recreational facilities and parks** (see Figure 10). The highway cover assessment outcomes increased project readiness by better aligning the project design with community values.

<p><b>Opportunity created by the highway cover:</b></p>	<p>“Something that preserves the legacy of the community, <b>a place where people can gather in a supportive environment</b> and where people can bring skills to this place.” – <i>Community Member</i></p>
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**Figure 10: Neighborhood framework—desired community outcomes**



## IMPROVED AFFORDABLE TRANSPORTATION OPTIONS THAT INCREASE SAFE MOBILITY, NEIGHBORHOOD ACCESS AND COMMUNITY CONNECTIVITY

The design for the project’s highway cover is consistent with the CC2035 Plan—the City’s envisioned framework to strengthen connectivity, specifically by reconnecting neighborhoods across infrastructure and lessening the impact of highways (see “City of Portland Policy 2.7” below). Located in the central city, the project will redesign local streets to meet current City standards and support City Policy 9.5 to “increase the share of trips made using active and low-carbon transportation modes.” The project will enhance access to high-frequency bus and light rail transit and the Portland Streetcar in the project area.

**City of Portland Policy 2.7** - Reconnecting neighborhoods across infrastructure. Develop and implement strategies to lessen the impact of freeways and other transportation systems on neighborhood continuity including capping, burying or other innovative approaches.



## MERIT CRITERION 3 FACILITY SUITABILITY

### BARRIERS TO ACCESS FOR THE ALBINA COMMUNITY

During the 1940s and well into the 1950s, the heart of Albina was a commercial, institutional and social spine for the community. The neighborhood consisted of small-scale streets, and walkable community services were distributed throughout. Now, due to a series of public infrastructure projects including construction of I-5 in the early 1960s (see Figure 11), the neighborhood does not foster the spirit or meet the needs of the community that was divided when those projects were constructed. Although the project cannot undo the past damage to the community, it can provide a foundation that reflects the community’s vision to create new economic opportunities that restore connectivity to Black community-oriented institutions.

**Figure 11: Albina and the project area in the 1950s and 1960s: before and after construction of I-5**



The project’s community-informed design for the highway cover provides long-term mobility and connectivity benefits in the project area and specifically for Albina. These benefits include **enhanced east-west connectivity** across I-5, new **pedestrian and bicycle facilities**, **improved safety benefits for all transportation modes**, and **new development parcels on and adjacent to the highway cover**, all in support of the City’s CC2035 Plan development goals.

## PARTNERSHIPS THAT REMOVE BARRIERS AND RECONNECT THE COMMUNITY

### Central City 2035 Plan

On July 9, 2018, the Portland City Council adopted the CC2035 Plan, which was informed by partnership with ODOT. The CC2035 Plan envisioned a framework to strengthen connectivity, including reconnecting the Albina community across I-5 to the Willamette River and the rest of the central city and adjacent neighborhoods. This plan was the culmination of community planning that conveyed principles of urban design, open spaces and land uses to increase mobility and connectivity, create thriving and resilient communities, and redress inequities and barriers to opportunity. The project is consistent with the CC2035 Plan.

## TRANSPORTATION VULNERABILITIES IN THE REGION

I-5's complex interchange with Broadway and Weidler streets is difficult to navigate for all users, contributing to modal conflicts and safety issues that would be addressed by the highway cover and local street improvements. I-5 is the main north-south route moving people and goods and connecting population centers on the West Coast of the United States from Mexico to Canada and, as the West Coast's major north-south corridor for long-haul freight, carries the highest freight volume, ranging from 11,700 to 20,800 trucks per day. The project area through the Rose Quarter area carries some of the highest numbers of vehicles in the state and is critical for moving commuters traveling to and from Portland and locals traveling within the region. This segment of highway is also the single worst traffic bottleneck in Oregon.<sup>5</sup> These impacts contribute to degraded travel reliability on I-5 through the Portland region and degraded statewide and regional commodity flow.

## IMPROVEMENTS TO TRANSPORTATION EFFICIENCY, SAFETY, AND THE MOBILITY OF GOODS AND PEOPLE

The project is expected to result in a lower crash rate, providing an overall safety benefit in the project corridor. The project is also expected to result in enhanced traffic operations, more uniform lane speeds, and a reduction in lane changes compared to not building the project. In addition, the project would improve traffic operations at both I-5 southbound and northbound off-ramps by reducing ramp queue lengths and providing increased ramp storage, which would reduce the potential for queues extending onto the I-5 mainline.



**The project's auxiliary lanes will reduce congestion and increase safety within the Rose Quarter.**

The project area segment of I-5 experiences **12 hours of congestion each day**, and is the state's worst truck freight bottleneck and the **nation's 28th worst truck freight bottleneck** (as of 2021), negatively affecting the regional and statewide economy.

The project's auxiliary lanes, as defined by FHWA, are the "portions of the roadway adjoining the traveled way [and are for] other purposes supplementary to through-traffic movement" and are not through travel lanes. Further, improvements to the street network are expected to increase safety for all road users by providing connections for people walking, biking and rolling.

ODOT uses the Safety Priority Index System (SPIS) to identify sites that are most likely to benefit from safety improvements based on existing crash rates, frequency and severity. **The project area has multiple SPIS sites in the top 5% along the I-5 corridor, making it a critical area within the Portland metro region to intentionally address safety.**

<sup>5</sup> American Transportation Research Institute, [Top 100 Truck Bottleneck—2022— TruckingResearch.org](https://www.truckingresearch.org/).



# MERIT CRITERION 4

## COMMUNITY ENGAGEMENT AND COMMUNITY-BASED STEWARDSHIP, MANAGEMENT AND PARTNERSHIPS

### COMMUNITY PARTICIPATION PLAN

ODOT’s Community Participation Plan specifies how the project team engages community partners and the public, including hard-to-reach members, in a meaningful way during project planning, design and construction. ODOT is committed to the regional effort to not repeat past wrongs and make sure that project outcomes better meet the needs of the Albina community and all people who travel within the project area. ODOT is delivering the project in alignment with the following **Project Values**:

- **Restorative Justice** for the Albina community to accelerate social, racial and economic equity sustaining positive tangible change specifically for Portland’s Black community.
- **Community Input and Transparent Decision-making** to have community-informed and involved decision-making through a community-connected, transparent and inclusionary process.
- **Mobility Focus** to increase connectivity for the traveling public and local community.
- **Climate Action and Improved Public Health** to reduce greenhouse gas emissions and meet local, regional and statewide climate action goals.

The project team engages with the community and partner organizations regularly to share project updates and to receive recommendations on the design that reflect desired community outcomes in the following ways:

- Regular meetings with project committees (all meetings are open to public comment).
- Engagement with youth/students of color (see Figure 12).
- Participation and sponsorships at community events.
- Incentivized engagement with community-based organizations.
- Open houses, design surveys, public design workshops and forums.
- Direct outreach to the faith community, local businesses, community leaders and elected officials.

**Figure 12: Project staff and community youth attend one of the project’s nearly 100 community events**



For further information on the project’s approach to community participation and public involvement, see Community Participation and Public Involvement in the Project Readiness section of this application. ODOT and the project follow the State of Oregon’s **ADA Transition Plan** and **Title VI Implementation Plan** and ODOT’s **Intermodal Title VI Program**.

### Measurement of Community Participation Effectiveness

As part of the project’s Community Participation Plan, the project team clearly defined the performance goals and measures by which it monitors and tracks the effectiveness of the project’s community participation efforts. The project team has developed these goals and measures with intention, to track and continually improve equitable and inclusive

engagement opportunities. These goals and measures also provide metrics for tracking the effectiveness of the project’s Disadvantaged Business Enterprise (DBE) program, which is critical for providing career advancement opportunities to produce long-term generational wealth for the Black community, and especially for the historic Albina community.

**Support for the project is strong.** More than three-quarters (77%) of adults in the Portland metro region support the project, including 30% who strongly support the project. <sup>6</sup>

<sup>6</sup> [Public Attitudes toward the I-5 Rose Quarter Improvement Project dated August 22, 2022.](#)

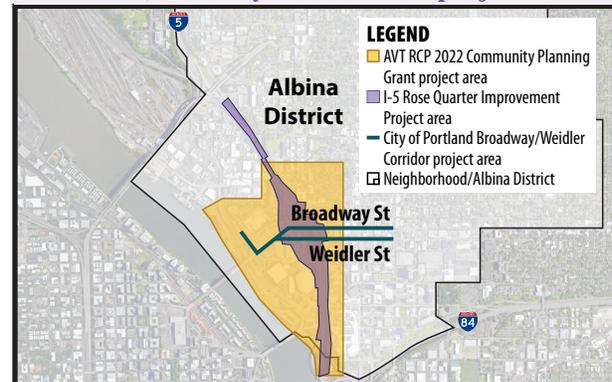
## COMMUNITY-CENTERED VISION FOR RECONNECTING ALBINA

The project is one part of a broader community-based vision to honor Lower Albina’s past by transforming 94 acres of underutilized property in the central city into a socially and economically inclusive community that will connect seamlessly to the river and surrounding neighborhoods. The City, in partnership with AVT, was awarded a FY 2022 Reconnecting Communities Pilot (RCP) Program community planning grant to advance this work.

To further invest in the Albina neighborhood, the City of Portland is submitting an FY 2023 NAE Program Capital Construction Grant application to construct multimodal improvements along the Broadway/Weidler corridor. Together, ODOT’s and the City’s

applications emphasize the importance of reconnecting the historic Albina community (see Figure 13).

**Figure 13: Boundaries of the Rose Quarter, AVT RCP, and City of Portland’s project areas**



## COMMUNITY-CENTERED APPROACH AND REPRESENTATIVE ADVISORY GROUPS

The original project design—prior to 2021—included two individual highway covers and fell short of providing meaningful developable space or the opportunity for reconnection. Ultimately, this original design did not receive support from local jurisdictional partners, AVT, or the community. In response, the Oregon Transportation Commission (OTC) directed ODOT to conduct an independent highway cover assessment, or ICA, to study highway cover design options that promote the redevelopment of the Albina community in a manner that creates economic opportunities for area residents and minority-owned businesses. The ICA process expanded dialogue with communities of color to understand their desired outcomes within the project area. It also allowed ODOT and the community to evaluate several scenarios, including hybrid options that maximized developable land on top of and around the highway cover, and avoided lengthy schedule delays and negative impacts to the project’s DBE and Workforce Program. The project’s independent consultant team worked directly with Black community members connected to historic Albina to understand how the highway cover design concepts might best serve them and maximize potential opportunities for economic development.

### COMMUNITY ADVISORY GROUPS

The 13-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.\*

Before formation of the HAAB, an **Executive Steering Committee, or ESC**, composed of local government officials, industry associations and community-based organizations, completed its work in 2021 after unanimously recommending the community-supported project design for approval by the OTC.

\*The COAC last met in January 2023 and will resume a regular meeting schedule when construction on the project begins.

In July 2021, Oregon Governor Kate Brown also convened a series of meetings with project partners and community organizations, including the City, Metro, Multnomah County and AVT, to discuss the ICA design concepts and define support for the preferred highway cover design concept, known as “Hybrid 3.” In August 2021, the project committees also recommended the Hybrid 3 option. **Hybrid 3 represents a proposed solution to maximize developable space on the highway cover and create opportunities for the Black community to grow wealth through business ownership and long-term career prospects.** In September 2021, the OTC directed ODOT to advance the evaluation of Hybrid 3.

Along with ODOT, the project partners and community members assert that the Hybrid 3 design concept and the project’s design refinements resulting from the Supplemental EA process create the opportunity to balance community priorities and desired outcomes with the need to maintain the project’s cost, schedule and DBE goals. Additionally, the project’s highway cover design concept and revised community connection features provide ODOT and the region the opportunity to begin positively addressing past harms to the Albina community.

### **FORMAL PARTNERSHIPS AND COMMITMENTS**

In January 2022, Oregon Governor Brown, the City, Multnomah County and Metro (that is, the project’s regional and local governmental partner agencies) signed a Letter of Agreement to demonstrate shared understanding and support for the proposed Hybrid 3 highway cover design concept and provide the following community benefits:

- **Restore connectivity in the Lower Albina neighborhood** by creating buildable space, and enhance wealth-generating opportunities for the community, particularly for displaced residents.
- Support a community-led **development vision for the highway cover that is guided by members of the Albina community.**
- **Create one of the most significant DBE contracting opportunities in Oregon’s history** that is positioned to set a new standard for DBE contracting for large capital projects statewide.

This Letter of Agreement continues to guide the work of the partner agencies under Oregon's new governorship.

### **Intergovernmental Agreements**

In July 2022, the Portland City Council unanimously approved a renewed intergovernmental agreement (IGA) with ODOT to continue collaborative efforts

### **City of Portland: Vision, Policies and Priorities to Increase Mobility and Connectivity to Help Albina Thrive**

Developed by ODOT in partnership with the City, the project’s transportation improvements will allow the City to implement its development goals for the North/Northeast Portland area and realize the key elements of the City’s adopted 2035 Transportation System Plan. This 20-year plan calls to “construct multimodal transportation improvements supporting the ODOT Broadway/Weidler (Rose Quarter) Interchange Project, including enhancements of surface streets and a cover over the highway, consistent with the adopted N/NE Quadrant Plan and Broadway/Weidler Facility Plan and supporting the [City’s] future Green Loop project (TSP ID# 20204).” The project is also in the 2018 Regional Transportation Plan and is included on the fiscally constrained project list for the preliminary engineering and ROW phases (RTP #10867), and the construction phase (RTP #11176).

to deliver the project. ODOT has also renewed its IGA with TriMet, the region’s public transit provider, to continue collaborative efforts to deliver the project.

## Community Youth Partnerships

Recognizing the importance of capturing and incorporating youth voices, ODOT has contracted and partnered with the organizations Experience Life Science Outdoors (ELSO), Word is Bond, and Kairos PDX to invite ideas that help inform and shape project development. In May 2022, more than 50 youth participants gathered on a Saturday to learn about the project and offer input and ideas for information sharing on the project (see Figure 14).

The project team has launched a science, technology, engineering, art and math (STEAM) school-based engagement program that is rooted in the principles of engineering and construction and demonstrated through project elements. The team has completed two 10-week, in-class programs at a local elementary charter school, and a summer workshop for high school students across the Portland Public School district.

## Albina Vision Trust

AVT is a pivotal project community partner organization created to counter the intentional displacement of Black people from the neighborhood due to urban renewal, freeway siting and long-term gentrification. AVT's business and charitable purpose is to counteract anti-Black racism in the urban form and to build a diverse, multigenerational, affordable community. Since its inception in 2015, AVT has engaged thousands of Portlanders to envision and work towards a reimaged Albina community.

The project is a critical element of AVT's broader community redevelopment vision to connect the Albina community over I-5 to the Willamette River. In July 2022, AVT formally supported the Portland City Council's unanimous approval of its IGA with ODOT to advance the Hybrid 3 highway cover design concept. In coordination with AVT and the Albina community, ODOT looks forward to ensuring that the design and construction of the highway cover will meet community aspirations for a reconnected Albina community.

Figure 14: HAAB Facilitator Ericka Warren leading youth engagement at the May 2022 ELSO youth forum



## PROJECT FINANCIAL RESOURCES

With the passage of the State of Oregon 2017 transportation funding package (HB 2017), the Oregon Legislature made a significant investment to improve the transportation infrastructure within Oregon. The project funding is also described in ODOT's [Urban Mobility Strategy Finance Plan](#), approved by the OTC.

The state's current contribution toward project development is \$158 million, which is programmed into the Statewide Transportation Improvement Program (STIP) and the regional Metropolitan Transportation Improvement Program. Metro provided \$5 million of this \$158 million in Regional

Flexible Fund dollars to support a portion of the environmental review and preliminary design phases.

**Use of awarded NAE funding:** Any awarded NAE Program funding will be used to complete the project's design, ROW acquisition and utility relocation phase, and to construct the project's primary reconnecting features (the highway cover, local streets improvements, and bicycle and pedestrian elements).

**Additional Funding:** Additional funding is needed to complete full project construction. ODOT will also look to other funding sources to fill this identified funding gap (see Table 4).

The funding sources available to ODOT could include:

- Revenues from Oregon’s future toll program, which have not yet been estimated because ODOT and the region have not yet determined the tolling framework.
- Federal competitive grants—ODOT intends to pursue grants through the MPDG and RAISE programs.
- Funding from the STIP.
- Other state funds (lottery, General Fund, etc.).

The Oregon Legislature is considering a funding package as part of its 2025 legislative session that could provide an opportunity for additional project funding. Regional and local jurisdictions in Oregon have various existing funding sources and methods of levying local-option taxes and fees to help fund transportation projects. To date, these mechanisms are mostly leveraged to fund regional and local

**Table 4: Total project cost and funding summary**

<b>Total Project Cost Estimate</b> <i>(all values shown in millions of dollars)</i>	<b>\$1,700</b>
<b>NAE Program Capital Construction Grant Request</b>	<b>\$850</b>
<b>Already in STIP</b>	<b>\$158</b>
<b>Remaining Funding Need/Gap</b>	<b>\$692</b>

Costs reflect the midpoints of the total project cost range of \$1,500 million - \$1,900 million.

transportation programs and projects. Though the project has received FHWA funds through the Metropolitan Transportation Improvement Program, without proposed new taxes or increased levels of existing taxes (many of which require a public vote), regional and local funding is not expected to be a significant funding source for the development, construction and capital project costs.

## MERIT CRITERION 5

### EQUITABLE DEVELOPMENT

#### CREATIVE PLACE MAKING

The project is integrating an urban design-based program of “Introduction & Acknowledgment” that is specific to: (1) Black Entrepreneurship and Civic Institutions in Portland, (2) National Women of Color and Education, (3) Chronologic History of Albina, (4) Cultural Heritage of African Diaspora and First Nations Portland, (5) Oregon Black Leaders, and (6) Support for a Local/Regional/State Equitable Development Plan.

#### HAAB/Urban Design Collaboration Forum

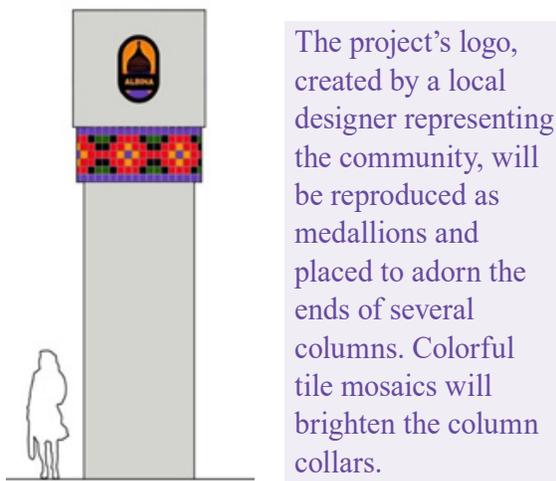
Capitalizing on the wisdom of the community and the creative power of group brainstorming—and staying consistent with two of the project values (Restorative Justice and Community Input and Transparent Decision-Making)—the project has established a joint working urban design group with the Architecture and Engineering design engineer and the HAAB. This group engages in collaboration forums to explore and develop elements to weave into the physical infrastructure that honor the historic Albina community. Participants in the monthly forums evaluate creative ways to highlight and educate travelers about the rich history of a thriving community that was razed to complete the original construction of I-5 through the project area.

With guidance from the project’s technical team and once the HAAB develops, vets and selects ideas, the group then gives the broader Portland community an opportunity to provide input, using an online visual preference tool, before ideas are finalized and included in the project’s design. Opportunities for collaboration on defining project elements include: **Elements of Recognition** that tell the story of the African American experience in Oregon, in Portland, and in Albina specifically, including historical imagery, multimedia storytelling, interpretive displays and a welcoming public realm; and **Elements of Enrichment** that display the patterns, colors, symbols and emblems preferred by the historic Albina community and



youth within the built infrastructure itself, including structural surface patterning, integration of bold color, mosaics, place-naming and creative ambient illumination (see Figure 15 and Figure 16). Ultimately, the expectation is to build and convene partnerships with local and regional arts organizations and artists of color to assist in the design and delivery of the community vision, as well as partnerships with the private and independent sector to fund, program and maintain the Elements of Recognition and Enrichment.

**Figure 15: Envisioning the pillars of Albina**



**Figure 16: Community-inspired gateway to Albina**



Retaining Wall #15 provides a large “canvas” for celebrating this gateway to Albina and the community’s history. Over 200 feet long, Wall #15 is significant in scale and highly visible to the thousands of transit and Moda Center patrons.

## COMMUNITY RESTORATION AND STABILIZATION

The project will create significant new developable land on top of the highway cover to advance place-based strategies that leverage the newly reconnected local streets and take advantage of financing options and the community development project programs described below.

The N/NE Neighborhood Housing Strategy (a committee formed by the Portland Housing Bureau and supported by the City Council) is using Tax Increment Financing (TIF) resources to accomplish **four key objectives around housing affordability and stability, specifically for the people most impacted by City action:** (1) creating new homeowners, (2) creating new rental units, (3) preventing further displacement and (4) land banking. Each of these objectives aligns with the project values.



The project is poised to create a meaningful increase in developable urban land in the heart of the Albina community.

**7.58** Acres of new and remnant developable land created with construction of the highway cover (4.11 acres on cover and 3.47 acres off cover).

**1,176,000** Gross square feet of new development capacity created with construction of the highway cover.

## **PUBLIC AND PRIVATE INVESTMENT TO SUPPORT COMMUNITY DEVELOPMENT**

In a parallel effort to the N/NE Neighborhood Housing Strategy, the N/NE Action Plan Leadership Committee, a committee formed by Prosper Portland (which is the economic development arm of the City of Portland), is using TIF resources to accomplish its five objectives for the N/NE community, including Albina: (1) Lowering the Barriers to Funding, (2) Supporting Small Business Ownership and Growth, (3) Establishing Affordable Commercial Space, (4) Creating a Cultural Business Hub and (5) Providing Technical Assistance. Through the value capture of TIF, legacy homeowners will continue to receive assistance; the preservation and expansion of affordable housing will happen naturally; chances that displacement will no longer occur are increased; and wealth building for the community becomes possible.



## **MERIT CRITERION 6**

### **CLIMATE AND ENVIRONMENT**

#### **REDUCTION OF ENVIRONMENTAL IMPACTS ON THE COMMUNITY**

The project addresses potential adverse human health and environmental impacts through its design and construction approach and follows ODOT's Urban Mobility Strategy, which encourages the use of electric vehicles, public transit, and pedestrian and bicycle facilities. The project's design supports the effort to reduce greenhouse gas emissions by providing community reconnection features that promote walking, biking and rolling. The project also supports the Oregon Climate Action Plan: a five-year plan from ODOT to address the impacts of climate change and extreme weather on the transportation system in Oregon.

#### **Air Quality and Emissions**

Through a variety of local, regional and state climate action programs and initiatives, the air quality and greenhouse gas emissions are expected to improve in the project area compared to existing conditions. A revised analysis in the summer of 2023 shows greenhouse gas emissions with the project will be slightly lower (1% to 3%) than not building the project.<sup>7</sup> The project will allow more efficient movement of vehicles and less idling in stop-and-go traffic on I-5, which results in lower emissions of transportation criteria pollutants relative to the future condition without the project.

#### **Noise Reduction**

The project includes sound walls to support environmental impact mitigation by reducing adjacent noise pollution. The project team is considering community-based aesthetic treatments that reflect the community's history, culture and values. Figure 17 depicts an example of potential urban design element, such as a sound wall. Further, by combining the previous design's two highway covers into one contiguous highway cover, thus providing more shielding, noise impacts will be reduced substantially (by 12 decibels).

**Figure 17: Conceptual sound wall rendering**



The community artwork shown in this rendering is based on a mural of Wiley Griffon in Eugene, Oregon created by artist Ila Rose. Image credit: Sam Alig of MZLA.

<sup>7</sup> Oregon Department of Transportation, Revised Climate Change Supplemental Technical Report (draft August 2023)

## Water Quality

The project design incorporates multiple water quality treatment facilities to manage stormwater runoff. The total area to be treated is expected to be 157% of ODOT’s contributing impervious area.

## Resiliency

The project design incorporates seismic retrofits to existing bridges in strategic locations along I-5 through the project area. All new bridges constructed by the project will be designed to meet current earthquake resiliency design codes, and the highway cover will be equipped with fire, life and safety features.

## Construction Mitigation

ODOT will monitor construction to implement the abatement measures in the *ODOT Standard Specifications for Construction*. The project is also planning to recycle as many construction materials as possible to reduce the need for extraction and production of new materials. Up to 50% of construction materials are expected to be sourced locally to reduce the carbon footprint associated with greenhouse gas emissions. To help protect water quality, contractors will be required to follow erosion control best management practices and City stormwater requirements while constructing the project.

# MERIT CRITERION 7

## WORKFORCE DEVELOPMENT AND ECONOMIC OPPORTUNITY



### LOCAL, INCLUSIVE ECONOMIC DEVELOPMENT AND DISADVANTAGED BUSINESS ENTERPRISE OPPORTUNITIES

To support achieving the project’s DBE goal of 18% to 22%, the Construction Manager/General Contractor (CM/GC) for the project evaluated all project work types and assessed current and potential DBE capacity. The CM/GC is working with existing DBEs to help them learn about the project and advertise bid opportunities. In turn, those DBE firms are coordinating with other small, minority- and women-owned subcontractors to assist them in pursuing their DBE certification.

#### Creation and Access to Inclusive, Family-wage Jobs and Development of High-quality Workforce

Together, ODOT and the project’s CM/GC are mutually benefiting from the CM/GC delivery model by engaging the CM/GC early during design. This early engagement has given the project team an advantage in developing a diverse workforce that has productive connections to the Albina community. Through the project’s DBE and Workforce Program, ODOT and the CM/GC have defined a clear pathway to economic empowerment and prosperity for a local, diverse and Black workforce. The project presents a substantial opportunity to train, develop and empower Black and previously marginalized community

#### PLANNING FOR DBE SUCCESS

**The project estimates generating 2 million labor hours for project construction to create DBE contracting opportunities.**

#### Increasing DBE contractor capacity and capability

ODOT and the CM/GC are committed to hiring three to five “mini-CM/GCs” (small DBE construction firms that will receive mentoring to take their next step up as prime contractors); these have an estimated total contracting value of \$95 million.

#### Providing technical assistance to support long-term business success

The CM/GC will coordinate or directly provide technical assistance, including in the following areas that DBE subcontractors most often cite as needed:

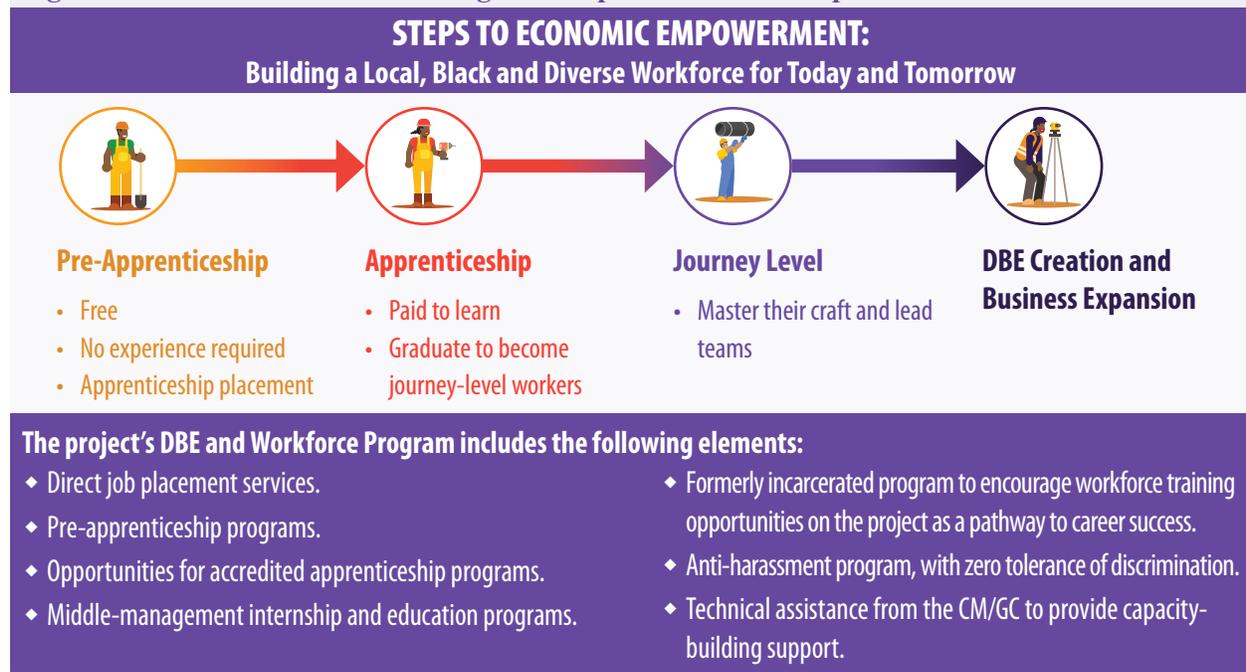
- DBE certification
- Business operations
- Financial management
- Staff development
- Use of new technologies

members for long-term careers that not only result from and continue throughout the duration of the project, but also extend beyond—to the Portland metro region’s larger corridor plan.

### DBE AND WORKFORCE PROGRAM

The project provides a variety of workforce strategies (see Figure 18). Key to the success of the DBE and Workforce Program is having a full-time CM/GC workforce advocate who has ties to the Albina community. The advocate is responsible for recruiting, supporting and promoting long-term retention for women and people of color on the project. The workforce advocate helps employees develop construction careers through consistent employment, skill development, and a work environment free from hate, discrimination and privilege.

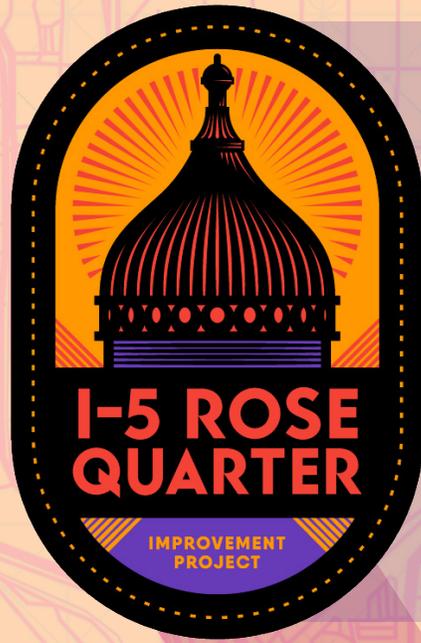
Figure 18: DBE and Workforce Program: steps to economic empowerment



Collaborating with the community and the CM/GC, ODOT set a project DBE goal range of 18% to 22%—**ODOT’s highest project DBE goal ever.**

Click on the following video links to **hear, in their own words, how members of our project team have already benefited from the project’s steps to economic empowerment.** Any awarded funds from the NAE Program for capital construction will support the project’s efforts to realize generational economic empowerment for the Albina community.

<p><b>SUCCESS STORIES: BUILDING A NETWORK FOR WOMEN TO THRIVE</b></p>	<p><b>SUCCESS STORIES: HARD WORK, A PATH AWAY FROM A HARD LIFE</b></p>	<p><b>SUCCESS STORIES: BRIDGING THE GAP TO CREATE OPPORTUNITIES, ONE LIFE AT A TIME</b></p>
<p>click here to watch the video</p>	<p>click here to watch the video</p>	<p>click here to watch the video</p>
<p><b>Laura Ramirez, Workforce Advocate</b></p>	<p><b>Turon White, Foreman</b></p>	<p><b>Terrence Hayes, Workforce Advocate</b></p>



**NEIGHBORHOOD  
ACCESS AND  
EQUITY PROGRAM**  
CAPITAL CONSTRUCTION  
GRANT APPLICATION  
**PROJECT READINESS**



# I-5 ROSE QUARTER

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## IMPROVEMENT PROJECT

**FISCAL YEAR 2023**

**NEIGHBORHOOD ACCESS AND EQUITY (NAE) PROGRAM**

**CAPITAL CONSTRUCTION GRANT APPLICATION**

**PROJECT READINESS**

SUBMITTED BY:

**OREGON DEPARTMENT OF TRANSPORTATION (APPLICANT/RECIPIENT)**

SUBMISSION DATE: SEPTEMBER 28, 2023

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

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## LIST OF ACRONYMS

<b>A&amp;E</b>	Architecture and Engineering
<b>CBO</b>	Community-based Organization
<b>CM/GC</b>	Construction Manager/General Contractor
<b>COAC</b>	Community Oversight Advisory Committee
<b>DBE</b>	Disadvantaged Business Enterprise
<b>EA</b>	Environmental Assessment
<b>ESC</b>	Executive Steering Committee
<b>FHWA</b>	Federal Highway Administration
<b>FONSI</b>	Finding of No Significant Impact
<b>HAAB</b>	Historic Albina Advisory Board
<b>I-5</b>	Interstate 5
<b>NAE</b>	Neighborhood Access and Equity
<b>NEPA</b>	National Environmental Policy Act
<b>ODOT</b>	Oregon Department of Transportation
<b>OTC</b>	Oregon Transportation Commission
<b>ROW</b>	Right of Way



# PROJECT READINESS

## PROJECT SCHEDULE AND TIMELINE

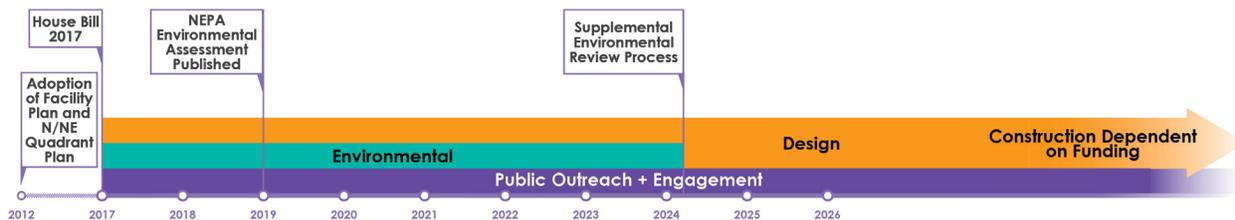
ODOT is prepared to obligate any awarded Neighborhood Access and Equity (NAE) Program funds by federal fiscal year 2026 toward the highway cover, local street improvements, and bicycle and pedestrian bridge elements included in the project’s main construction package.

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 primary reconnecting elements that are the subject of this grant application), the project’s early work packages (smaller work packages outside the scope of this funding request), and completing the Supplemental Environmental Assessment (EA) process (see Figure 1). An environmental decision document from the Federal Highway Administration (FHWA) is anticipated in early 2024. As defined in the June 2023 Urban Mobility Strategy Finance Plan, Oregon Department of Transportation (ODOT) is utilizing the current state investment of \$158 million to ready the project for construction by:

- Completing the environmental review process
- Advancing Early Work Packages A and B to 100% design
- Advancing Early Work Package C toward final design
- Advancing the main construction package to 30% design

Funding that would be provided by an NAE Program Capital Construction Grant award would be used to complete the project’s design, right of way and utility relocation activities, and construct the project’s primary community reconnecting features.

Figure 1: Project programmatic schedule



## NATIONAL ENVIRONMENTAL POLICY ACT CLASS OF ACTION AND STATUS

Beginning in 2017, as required by the National Environmental Policy Act (NEPA) and consistent with federal regulations, ODOT and FHWA conducted the EA process for the project’s original highway cover design and published the project’s 2019 EA on February 15, 2019 for a 45-day public review and comment period. The project’s 2019 EA conducted an in-depth evaluation of the benefits and impacts of two alternatives: one in which the project would move forward as planned (the Build Alternative) and one in which the project would not be built (the No-Build Alternative). The project’s 2019 EA reviewed the design that ODOT and the City of Portland (City) had reached agreement on during planning efforts from 2010 to 2012.

Once the 2019 EA public review and comment period concluded, ODOT and FHWA worked together to develop the NEPA decision document for the project’s original design—the Finding of No Significant Impact (FONSI)—and the Revised EA. The FONSI and the Revised EA for the original project design were published on November 6, 2020.

Following the publication of the 2020 FONSI and the Revised EA, ODOT heard from community partners that the project design did not meet the community vision for the Albina area. ODOT conducted—as directed by the Oregon Transportation Commission (OTC)—an Independent Cover Assessment (ICA) to evaluate highway cover design options that promote the redevelopment of the Albina neighborhood in a manner that creates economic opportunities for area residents and minority-owned businesses. In August 2021, the project’s committees, including the Historic Albina Advisory Board (HAAB), the Executive Steering Committee (ESC) and the Community Oversight Advisory Committee (COAC), recommended a design that updated the project’s highway cover to be longer and stronger, and accommodate development on top of the cover—known as "Hybrid 3." In September 2021, the OTC directed ODOT to advance the evaluation of Hybrid 3.

In accordance with NEPA, ODOT re-evaluated changes to the project design in response to the ICA outcome and considered the differences compared to the design that was presented in the 2020 FONSI and Revised EA. At the conclusion of the re-evaluation, FHWA and ODOT agreed that the design changes required additional analyses beyond what was presented in the Revised EA, and FHWA rescinded the FONSI on January 18, 2022.

In winter 2022, ODOT and FHWA published the project’s Supplemental EA and held a 50-day public comment period. Public comments raised concerns regarding safety for pedestrians and bicyclists on and near the highway cover, event traffic management and circulation issues, and freight movement limitations. The project’s Supplemental EA supplements the 2020 FONSI and Revised EA to evaluate the benefits and impacts of the modified design with the new Hybrid 3 highway cover design concept.

ODOT and the City held a series of policy and technical meetings with the HAAB and other key partners to arrive at an additional consensus-based design refinement solution. As a result of these partner discussions and meetings, and in direct response to the Supplemental EA public comments, the project’s design refinements include: (1) a new structure for the Interstate 5 (I-5) southbound off-ramp that would route approximately two-thirds of the car and truck traffic to the east of I-5 (away from the Moda Center) and central highway cover area, thus reducing the potential for conflicts between cars and trucks and people walking, biking or rolling in the area; and (2) reintroduction of the bicycle and pedestrian-only bridge over I-5 that was in the project’s original 2019 design, including a direct connection to the Moda Center and southern highway cover area that was included in the original EA project design that features a new bicycle/pedestrian ramp over N. Wheeler Avenue to access the Moda Center. An environmental decision document, that evaluates the Hybrid 3 highway cover design and the design refinements from FHWA is anticipated in early 2024. Final design of the early work packages will begin following completion of the decision document. If the NAE grant funding is awarded, final design of the main construction package and construction of the project’s primary reconnecting features (highway cover, local street improvements, and bicycle and pedestrian bridge) could begin.

## COMMUNITY PARTICIPATION AND PUBLIC INVOLVEMENT

The project team uses several outreach strategies and communication methods to connect with the public, project partners and community members (see Table 1), and the team verifies that all online engagement efforts meet Americans with Disabilities Act and Civil Rights Act Title VI requirements. The project’s Community Participation Plan accommodates all requests for translation and interpretation.

**Table 1: Public involvement outreach strategies and communication methods**

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

**51**  
CBO  
Events

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**24**  
COAC  
Meetings

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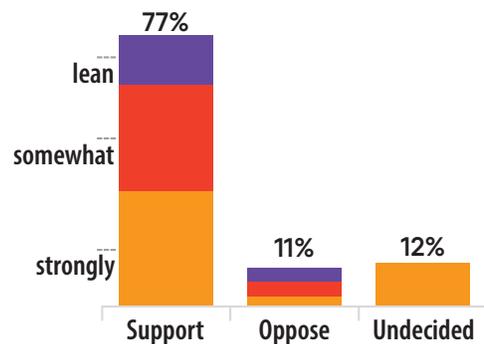
**26**  
HAAB  
Meetings

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.

In addition, project staff screens all meeting materials that are posted online, as well as all online content, for accessibility, so that the content adheres to standard Web Content Accessibility Guidelines.

### **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.



## **REQUIRED PERMITS AND APPROVALS AND RIGHT OF WAY ACQUISITION**

### **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 expected NEPA decision document as part of the Supplemental EA process for the proposed project design are brought to the attention of FHWA and ODOT before any discussions with the regulatory agencies occur. Table 2 lists the required permits and approvals that have been identified through the project’s EA process, including development of the Supplemental EA.

**Table 2: Required project permits and approvals**

REGULATORY AGENCY	PERMIT/APPROVAL		
National Marine Fisheries Service	<ul style="list-style-type: none"> <li>• Compliance with Section 7 of the Endangered Species Act through the Federal-Aid Highway Program Programmatic</li> </ul>		
Oregon Department of Environmental Quality	<ul style="list-style-type: none"> <li>• Clean Water Act Section 402: National Pollutant Discharge Elimination System (NPDES) Construction Stormwater Permit</li> <li>• Underground Storage Tank Decommissioning Notification</li> </ul>		
Oregon Department of Geology and Mineral Industries	<ul style="list-style-type: none"> <li>• Materials Source Permit</li> </ul>		
State Historic Preservation Office	<ul style="list-style-type: none"> <li>• Compliance with Section 106 of the National Historic Preservation Act through a Programmatic Agreement</li> </ul>		
Local Permits	<table border="0" style="width: 100%;"> <tr> <td style="vertical-align: top; width: 50%;"> <ul style="list-style-type: none"> <li>• Land Use</li> <li>• Access Permits or Temporary Easement</li> <li>• Building</li> <li>• Utility</li> <li>• Site Development</li> </ul> </td> <td style="vertical-align: top; width: 50%;"> <ul style="list-style-type: none"> <li>• Erosion Control</li> <li>• Public Works</li> <li>• Tree Removal</li> <li>• Community Technology</li> </ul> </td> </tr> </table>	<ul style="list-style-type: none"> <li>• Land Use</li> <li>• Access Permits or Temporary Easement</li> <li>• Building</li> <li>• Utility</li> <li>• Site Development</li> </ul>	<ul style="list-style-type: none"> <li>• Erosion Control</li> <li>• Public Works</li> <li>• Tree Removal</li> <li>• Community Technology</li> </ul>
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## **RIGHT OF WAY ACQUISITION**

Much of the project is located on public-owned property and right of way (ROW), including the highway itself and public-owned lots under and/or adjacent to the highway corridor. Accordingly, the majority of the area of potential impact is occupied by highway and other public ROW. Use of the majority of these properties is by public agency maintenance departments for access and parking under the overhead highway structures. Displacement effects from the project are limited to only a handful of relocatable commercial retail or service-related businesses and include no impacts to residential homes or apartments.

Project ROW impacts were assessed based on the project’s preliminary design level and have not changed with further evaluation. These ROW impacts were cross-referenced to Geographic Information Systems data for the area of potential impact to identify the potential ROW impacts and estimate the type and size of those impacts.

## **RISK RESPONSE 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 Construction Manager/General Contractor (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.

## ENVIRONMENTAL RISK ANALYSIS AND MITIGATION

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 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, the City, Multnomah County, Metro 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 Supplemental EA, to evaluate highway cover design options that provide a foundation for reconnecting Albina and reflect community-desired outcomes in constructing the project.

## ADVISORY COMMITTEES

Advisory committees oversee and provide direction for the project. Committee members' expertise reflects diverse professional backgrounds, including minority-owned firms, advocacy groups, workforce development organizations, industry associations and 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.

## HISTORIC ALBINA ADVISORY BOARD

The purpose of the Historic Albina Advisory Board, or HAAB, is to elevate voices in the Black community to ensure that the project's outcomes reflect community interests and values and that historic Albina community members directly benefit from the investments of the project. The HAAB brings community perspectives into the project's decision-making process for elements that most directly support community connections, urban design and wealth generation in the Black community and historic Albina community.

**Dr Ebony Amato-Blackman** | *Co-owner, XOPDX* | *Co-owner, 10th Avenue Liquor* | *Owner, 228 Group* | *Former Member, I-5 Rose Quarter Executive Steering Committee*

Dr. Amato-Blackmon is a Portland native with more than 20 years of experience as a banker, manager and public affairs liaison. She has been directly responsible for managing communications and relationships in both the finance and power business lines at Bonneville Power Administration and in the private sector. In addition, she has been active in educating and teaching small business classes at Portland Community College, Warner Pacific University and Portland State University. Dr. Amato-Blackmon has also stepped into the entrepreneurial world and is the owner of several local businesses. She holds a bachelor's degree from George Fox University, a Master of Business Administration from Marylhurst University, a Doctorate of Management from George Fox University and a doctoral degree from Walden University. Dr. Amato-Blackmon has served on the Board since September 2021.



**Sprinavasa Brown** | *Co-founder and Executive Director, ELSO Inc.*

Sprinavasa Brown is an experienced change agent, recognized community leader and social entrepreneur with 12 years of experience in the nonprofit sector. As co-founder of ELSO, Inc. (Experience Life Science Outdoors), she is leading change for Black and Brown youth through camp culture and innovation in science, environmental and nature-based education. A Portland native, Sprinavasa has a bachelor's degree from Oberlin College and a master's degree from Gonzaga University. She has served on the Board since January 2021.



**Andrew Campbell** | *Board Chair, Word Is Bond* | *Mentor and Development Consultant, Multnomah County Health Department* | *Former Member, I-5 Rose Quarter Community Advisory Committee*

Andrew is a Portland local raised in the historic Albina community. He attended Boise-Eliot Elementary, Harriet Tubman Middle School and Benson Polytechnic High School. Andrew holds two bachelor's degrees in psychology and sociology from Tuskegee University and a master's in sports psychology from the University of Tennessee. He has more than 10 years of professional experience in physiological training, and social and psychological sciences. He is passionate about creating healthier environments in Black and Brown communities to influence positive behavior and cultural cohesion. Andrew has served on the Board since January 2021.



**Bryson Davis** | *Attorney, PNW Business Law* | *Director, Soul Business District* | *Board Chair, Williams & Russell CDC* | *Board Secretary, Business for a Better Portland* | *Director, A Renaissance School of Arts and Sciences* | *Former Member, I-5 Rose Quarter Executive Steering Committee*

Bryson is committed to improving social and economic equity across marginalized communities. He is an active board member of several nonprofit organizations and focuses his volunteer work on diversity and business development issues. He was co-chair of the community-elected Williams & Russell Project Working Group and is the

current chair of the Williams & Russell Community Development Corporation (CDC) board, a collaborative effort between the Project Working Group, Prosper Portland, Legacy Health and the City of Portland involving Legacy Health returning to the community a 1.7-acre vacant block at N. Russell Street and N. Williams Avenue, known as the Hill Block. Bryson holds a bachelor's degree from Reed College and a juris doctor from the University of Washington School of Law. He has served on the Board since September 2021.



**Cleo Davis** | *Artist in Residence, City of Portland Archives* | *Co-artist, Historic Black Williams Art Project and the Alberta St. Black Heritage markers* | *Owner and Designer, Soapbox Theory*

Cleo combines disciplines of cultural and creative arts, while utilizing design, historic preservation, economic development and city policy in his work. Cleo's work takes a critical view of social, political and cultural issues, reproducing familiar visual signs and arranging them into new, conceptually layered pieces, while advocating for tools of economic growth and policy change. Most recently, Cleo orchestrated moving a historic house to create a Black/Afro-American cornerstone of creative genius that promotes art, research and imagination. Cleo has served on the Board since June 2023.



**Keith Edwards** | *Retired Electrician, IBEW Local 48* | *Board Director, Tri-Met* | *Mentor Development Specialist, Multnomah County*

During a distinguished 44-year career, Keith broke many barriers in the Black community. He became the first Black business manager of a construction local in the history of the International Brotherhood of Electrical Workers (IBEW), was the first to serve as a member of the National Joint Apprenticeship and Training Committee and co-founded the Electrical Workers Minority Caucus in 1974. He was the first Black person appointed to the Executive Board of IBEW Local 48, and he served as an international representative for IBEW's Ninth District. The Jefferson High School graduate has been active with the Coalition of Black Men, the Portland Workforce Alliance and the NAACP, for which he has served as president of the Portland chapter. Keith has served on the Board since January 2021.



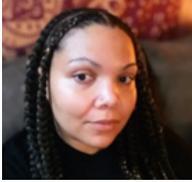
**Leslie Goodlow** | *Equity & Business Operations Manager, Portland Housing Bureau*

Leslie grew up in the historic Albina community, where she still resides. She attended Holladay Park and Irvington elementary schools and Grant High School. Leslie holds a bachelor's degree in psychology from Grambling State University and a Master's of Social Work from Portland State University. She has 30 years of public service in progressively more senior roles with Multnomah County and currently with the City of Portland. Leslie is very active in the community, most notably with the Portland Rose Festival Foundation, where she has been a board member since 1999, and in 2007, she served as president for the Centennial Celebration. She is a member of the Mt. Hood Cable Regulatory Commission and is president of the Zeta Sigma Omega Chapter of Alpha Kappa Alpha Sorority Inc. She also serves as the Conference Planning Chair for the National Forum for Black Public Administrators. Leslie has served on the Board since January 2021.



**Tamara Kennedy** | *Director of Economic Development, Port of Portland*

Tamara is the director of economic development for the Port of Portland in the Trade and Equitable Development division. The Port of Portland's mission is to build shared prosperity for the region through travel, trade and economic development. In this role, Tamara partners with leadership and external partners in the region to attract investment, design workforce pipeline strategies, and advance international trade strategy and equitable development initiatives for industry clusters in advanced manufacturing with a particular focus on ClimateTech and mass timber ecosystems. She holds a Master of Business Administration in nonprofit management from the University of Portland and a bachelor's degree in communications from Marylhurst University. Tamara's passion is to align human potential with positive community impact. She is co-founder of Portland's My People's Market, an equitable marketplace for entrepreneurs of color in the greater Portland region. She also serves on the boards of Black United Fund of Oregon, Greater Portland Inc., NW Xcelerator and Transition Projects. Tamara has served on the Board since June 2023.



**Estelle Love-Lavespere** | *President / Owner, Pandata, Inc.*

Estelle comes from a Vanport family, and was born in and has deep roots in the historic Albina community. Her service on the Board represents a continuation of a legacy of family activism against the gentrification of Albina. Estelle's family owned several businesses in Albina, including The Chinese Kitchen, which closed its doors due to the construction of Emanuel Hospital. She attended Duniway Elementary and Cleveland High School and earned a bachelor's degree in political science and a graduate certificate in collaborative governance from Portland State University. She is a member of Alpha Kappa Alpha Sorority, Inc., the Multnomah County chapter of the Daughters of the American Revolution and the National Society United States Daughters of 1812. Estelle is also a member of the N/NE Oversight Committee and Life Change Church. She has served on the Board since January 2021.



**Kevin Modica** | *Retired, Asst. Police Chief, Portland Police Bureau | Campus Public Safety Police, Portland State University | Safety and Justice Challenge participant with the John F. Kennedy School of Government and MacArthur Foundation*

Kevin moved to Portland in the late 1970s to attend Portland State University and play basketball. After graduating, he began his professional career in corrections and policing. In 1986, he became a Portland police officer and served the community in progressively more senior roles with the Portland Police Bureau for more than 31 years, retiring as assistant chief in 2017. Kevin has recently worked as an advisor and staffer to Oregon State Senator Lew Frederick of Senate District 22 and has board of director experience with CASA, Black Parent Initiative and former Oregon Governor Kate Brown's Public Safety Training and Standards Task Force. He is a voice for fairness and safety in the community, and he continues to be an advisor to several elected and professional public safety agency directors. He holds several certifications in public safety administration. Kevin has served on the Board since January 2021.



**James L. Posey** | *President of the National Association for the Advancement of Colored People (NAACP) Portland Chapter; Co-founder of the National Association of Minority Contractors of Oregon (NAMCO) | Member, I-5 Rose Quarter Improvements Project*

James is a longtime Portland resident with a legacy of advocating for minority contractors in Oregon. After serving in the U.S. Air Force and National Guard, James moved to the Pacific Northwest and worked for the U.S. Forest Service in Washington state. Upon retiring in 1990, he started his own trucking company with a focus on the construction industry. For more than 20 years, James used his experience in the trucking and asphalt paving business to voice strong support for fair practices for minority businesses. He is co-founder of NAMCO, a former mayoral candidate and current President of the NAACP Portland chapter. James continues to fight unapologetically for equity and justice in the construction industry and beyond. He sits on the project's COAC, holding project leaders accountable to the minority workforce goals and identifying opportunities for minority contracting. James has served on the Board since June 2023.



**Dr. Carlos Richard** | *Adjunct Professor of Leadership and Diversity, Warner Pacific University | Equity and Inclusion Manager, Multnomah County, Department of County Human Services (DCHS)*

Dr. Richard currently serves as the equity and inclusion manager with DCHS and as the adjunct professor of leadership and diversity at Warner Pacific University. Dr. Richard also served as co-chair of the Oregon Commission on Black Affairs and is the former director of the Successful Families 2020 Initiative of the United Way of the Columbia-Willamette. Dr. Richard holds a bachelor's degree from Portland State University, a master's degree from Warner Pacific University, and a Master of Divinity and a doctorate from George Fox University. He has served on the Board since January 2021.



**John Washington** | *Editor in Chief, Flossin Media | Executive Director, Soul District Business Association | Former Member, I-5 Rose Quarter Improvement Project Community Advisory Committee | Member, N/NE Neighborhood Housing Strategy Oversight Committee | Former Chair, Alberta Commons Art and Design Committee | Longtime Member, NAACP*

John attended Rutgers University and has more than 25 years of experience as an equity facilitator, intervention specialist, land use developer, community activist, small business consultant and national publisher/editor. As the executive director of the Soul District Business Association (SDBA), he demonstrates a deep and abiding commitment to bolstering

community perceptions of capability, significance and influence. John's fierce and uncompromising advocacy involves testifying on behalf of small, minority-owned businesses and helping access funding and economic development opportunities for underrepresented populations in N/NE Portland neighborhoods. Under his leadership, SDBA assisted more than 100 Black-owned businesses and community members in submitting their applications to The Oregon Cares Fund for Black Relief and Resilience during the pandemic. John publishes a triannual publication, Flossin Magazine, hosts the Black Beat Podcast, co-produces the PDX Black Rose Podcast and has an outdoor program called "Boating with Bubba." Each of these platforms amplifies the voices and perspectives of Black Oregonians in the Pacific Northwest. John has served on the Board since January 2021.

**COMMUNITY OVERSIGHT ADVISORY COMMITTEE**

The Community Oversight Advisory Committee, or COAC, works to ensure the CM/GC meets its community and project goals and expectations for contracting with Disadvantaged Business Enterprise (DBE) firms and employing minorities and women. The COAC brings a broad perspective on community, social, economic and workforce issues in the project area.



**Michael Burch | Retired**

Michael Burch has worked for the last 27 years in the nonprofit and alternative high school arena. Most of that time was dedicated to educating the community about the benefits of a career in the trades and building a network of community partners to help with the outreach, recruitment, training and retention of women and people of color.

From 2010 to 2021, Michael was employed as a Community Relations & Outreach Representative for the Pacific Northwest Regional Council of Carpenters, responsible for rank-and-file members in Oregon and Southwest Washington. His target population was low-income women and ethnic minorities. He is currently retired from the Council of Carpenters but is still actively involved in educating community groups and schools about the opportunities and benefits of a career working in the construction trades. He is currently involved with several boards and commissions. He:

- Helped build community support for union and non-union trades careers.
- Helped develop a strategy to improve the numbers of women and ethnic minorities in the Council of Carpenters apprenticeship program.
- Advanced goals to grow an equitable and inclusive workforce and the base of underrepresented contractors.
- Conducts outreach and relationship-building with community groups that are aligned with diversity, equity and inclusion goals.
- Builds broad support for diverse, equitable and inclusive worksite agreements.
- Regularly reports on community outreach activities and advocates, consults and develops best practices to promote diversity, equity and inclusion in the construction industry.
- Promotes Career Technical Education (CTE) within school districts.
- Networks and follows up with community connections to help gain an understanding of the application process and expectations of the apprenticeship programs.
- Collaborates with community partners to address retention issues, harassment and discrimination complaints.

Michael has worked with many nonprofit organizations throughout his career to educate the community about the opportunities that the trades offer. His goal was to help remove barriers to apprenticeships for women and people of color.

**Robert Carroll | IBEW Local Union 48**

Robert Carroll has been a union and community activist for many years and has served in union leadership roles as well as served on the following boards and advisory committees:

- 44-year member of IBEW
- Union Representative for 15 years
- Clark County Jail Advisory Committee
- Workforce SW Washington Board
- City of Vancouver PCF Board
- Labor Management Committees for Multnomah County projects
- Regional Workforce Equity Agreement
- Co-chair of Labor Roundtable of SW Washington

**Katrina Cloud, M. Ed** | *Director of Student & Public Affairs, Northwest College of Construction*

Katrina Cloud represents the college on various public and oversight committees; is the liaison between the college and political entities; and manages contractor and apprentice retention, affirmative action planning, workforce activities and reporting. She also specializes in program development, and pre-apprenticeship and apprenticeship administration. She earned her Society for Human Resource Management Certified Professional certification in 2022 and is the college's hiring manager.

Katrina formed and is the current chair of Allied Coordinators, a networking group of all open-shop apprenticeship programs in Oregon. She also has 20 years of community college experience and was the past Chair of the Oregon Community College Apprenticeship Consortium, an oversight group that manages the statewide curriculum of the 17 community colleges across the state. Throughout her career, she has utilized her entrepreneurial spirit and skills to create and implement new and innovative programs aimed at moving people from all walks of life toward family-wage jobs and giving second chances, and she is a true advocate for registered apprenticeship in Oregon.



**Felicia Tripp Folsom** | *Chief Operating Officer, The Contingent*

Felicia Tripp Folsom is the Chief Operating Officer of The Contingent. Previously, she served for over 18 years as the Deputy Director of the Portland Housing Center, a NeighborWorks homeownership center. Before that she worked at the Emergence Foundation. She is a graduate of the Achieving Excellence Program at Harvard's Kennedy School and holds a BA from Reed College. In addition to her work at The Contingent, she is passionate about working on issues involving affordable housing, social justice, healthcare and educational reform. Currently she sits on the board of directors of Goodwill Industries, Community Housing Fund, Portland Children's Levy and Friends of the Children.

**Joe McFerrin II** | *President/CEO, Portland Opportunities Industrialization Center and Rosemary Anderson High School (POIC + RAHS)*

For more than four decades, Joe McFerrin II has been a fierce advocate for Portland's African American youth and families and other groups facing barriers to success. He uses his personal passion and professional expertise to increase immediate economic, social and educational opportunities for Black and other disconnected youth and families while working towards longer-term systemic changes. He is stalwart in the face of challenges and quick to move beyond conversation towards meaningful action. He often serves as the critical bridge between diverse groups seeking common ground solutions. He has leveraged significant local and national resources to benefit the disenfranchised and takes great pride in his ability to guide people in achieving their personal and professional best. Joe McFerrin II is the current President/CEO of Portland Opportunities Industrialization Center and Rosemary Anderson High School (POIC+RAHS), a position he has held for the past 17 years. Across its five campuses, POIC+RAHS offers accredited high school and middle school educational programs along with workforce training opportunities, mentoring, young parent education, leadership development, youth and gang violence intervention and prevention services, case management for justice-involved youth and more. POIC+RAHS impacts the lives of over 3,000 Black, Indigenous and people of color youth and families annually. Under his leadership, POIC+RAHS has increased its revenue more than 800%, allowing the organization to quadruple its reach and add programs in response to community need, including the Culinary Training programming at The Kitchen, a Construction Pre-apprenticeship Program certified by the Oregon Bureau of Labor and Industries, a middle school, new violence intervention and prevention programming, and more. Before advancing to President/CEO, he worked as a student counselor at POIC+RAHS, responsible for academic planning, connecting students to employment, social-emotional engagement opportunities and more. In addition to the COAC, he currently serves on several boards and task forces including: Vice Chair of OIC of America Board; President of the Executive Directors' Association of the OIC of America; Co-chair of the Governance Subcommittee on Diversity, Equity, and Inclusion for the Portland State University Foundation Board; Worksystems, Inc. Board; the Black Male Achievement Portland Steering Committee; Cognia's State Accreditation Advisory Committee; Governor's Joint Task Force for Health Care Systems Response to COVID-19; ReImagine Oregon; and Oregon Community Foundation's Black Student Success Community Network. His past community involvement includes: TriMet Safety Advisory Committee; Advisory Member on Oregon Department of Education's HB

2016 African American Black Student Success Plan; Portland Public Schools' High Schools Action Team; AdvanceED State Accreditation Commission; the YMCA Board of Managers; Portland Community College - Cascade Campus Bond Advisory Committee; former Governor Kate Brown's Oversight Board for Oregon's Department of Health Services; Multnomah County Judge Nan Waller's Juvenile Justice Task Force; and Multnomah County's Local Public Safety Coordinating Council and Gang Violence Coordinating Council. He holds a BS in political science and a master's degree in public administration from Portland State University. He is married to Lisa McFerrin, and they have three children. His personal hobbies include golf, running and reading.



**James L. Posey** | *Co-founder, National Association of Minority Contractors of Oregon (NAMCO)*

As a longtime Portland resident, the co-founder of NAMCO, a former mayoral candidate and a retail business owner, James L. Posey has created a legacy of advocacy with lasting impact for minority contractors in Oregon. For more than 20 years, he used his experience in the trucking and asphalt paving business to voice strong support for fair practices for minority businesses within the construction industry.

After his U.S. Air Force service in Vietnam, James L. Posey migrated to the Pacific Northwest and worked for the U.S. Forest Service in Washington state. After retiring in 1990, James he looked back at his experience working with his grandfather, John Quincy Posey, for the elder Posey's garbage collection company, and started his own trucking company with a focus on the construction industry. That step marked the beginning of his advocacy career in the Portland area.

His first job was for the Legacy Emanuel Hospital Atrium, and he quickly learned that systemic racist practices put up a major barrier for independent minority truckers. Any violation could block truckers from getting the appropriate license to work independently and forced them to work with a surrogate. He conducted a study, which found that although Black truckers comprised less than 1% of Oregon's truckers overall, they received 10% percent of the violations issued. The only and oldest African American trucking firm, Rock and Road (Alvin Hall) Construction, served as the surrogate for other African American truckers. Ultimately, lack of construction-related trucking work led James to turn to the asphalt paving business.

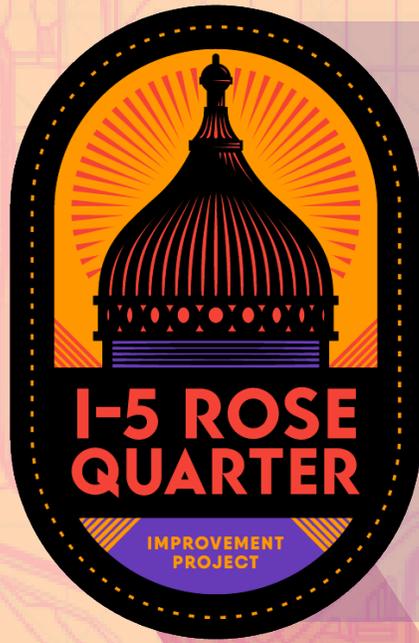
As one of the co-founders of NAMCO, his advocacy expanded beyond his individual experience to other people of color. He realized that working collectively brings more power. Starting in 1996, NAMCO placed constant pressure on TriMet, joining a lawsuit to provide access to public construction projects. One of his proudest moments came when TriMet, now one of the leading supporters of minority contractors, awarded a large and substantive construction contract to an African American trucking consortium.

James considers himself more a survivor than an activist. His perseverance has earned respect and admiration from the next generation of his peers in the construction trade. Still, he says, much work remains to be done. He urges Prosper Portland to continue to build on its mission of equitable outcomes and establish consequences that change behavior. He advises his peers to look beyond their own growth and seek opportunity to introduce the construction trades to younger people of color.



**Kenechi Onyeagusi** | *Executive Director, Professional Business Development Group (PBDG)*

Kenechi Onyeagusi has been the executive director of PBDG since 2020. She is an established business and finance professional with 12 years of experience in commercial banking, working with small businesses and nonprofit organizations. Her core competencies include business development, relationship management, risk management and community engagement. She has a strong accounting background and advanced financial analysis and budgeting skills, but also is a strategic thinker who has the ability to work well and communicate with diverse, multicultural teams. She has taken on a leadership role in economic and small business development through work with community partners, government agencies and chambers of commerce. She has served and continues to serve on the boards and committees of nonprofit organizations, including Birch Community Services, Micro Enterprises Services of Oregon, Business Diversity Institute, Mercy Corps NW, Meals on Wheels, Risk Management Association of Portland and Impact NW. She currently serves on several committees focused on equity and economic development that serve Certification Office for Business Inclusion and Diversity (COBID)-certified firms in the region.



**NEIGHBORHOOD  
ACCESS AND  
EQUITY PROGRAM  
CAPITAL CONSTRUCTION  
GRANT APPLICATION  
BUDGET**



# I-5 ROSE QUARTER

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## IMPROVEMENT PROJECT

**FISCAL YEAR 2023**

**NEIGHBORHOOD ACCESS AND EQUITY (NAE) PROGRAM**

**CAPITAL CONSTRUCTION GRANT APPLICATION**

**BUDGET**

SUBMITTED BY:

**OREGON DEPARTMENT OF TRANSPORTATION (APPLICANT/RECIPIENT)**

**IN PARTNERSHIP WITH THE CITY OF PORTLAND**

SUBMISSION DATE: SEPTEMBER 28, 2023

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

## **LIST OF FIGURES**

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**Figure 1:** Project area map 1 of 2

## **LIST OF TABLES**

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**Table 1:** Total project cost estimate 1 of 2

## **LIST OF ACRONYMS**

<b>CM/GC</b>	Construction Manager/General Contractor
<b>NAE</b>	Neighborhood Access and Equity
<b>I-5</b>	Interstate 5
<b>ODOT</b>	Oregon Department of Transportation



**Table 1: Total project cost estimate**

Project Element	Cost (\$ in millions)	Notes
<b>Current Project Funding</b>		
Programmed in State Transportation Improvement Program (STIP)	\$158	Funded all project planning activities and environmental review phase and continues to fund final design completion of three early work packages and 30% design completion of the main construction package (which includes the highway cover, multimodal local street improvements, and bicycle and pedestrian bridge features of this grant application).
<b>Grant Funding Request</b> (Listed in Order of Funding Priority)		
Pre-construction: Finalize Main Construction Package Design Reimbursements	\$50	Complete all design work needed to get the project ready for construction, advancing the main construction package design from 30% design to 100% final design.
Pre-construction: Right of Way and Utility Relocations Engineering	\$80	Purchase all property and complete utility relocations needed to ready for construction. No residential buildings will be removed for project construction. Affected businesses include a paint store, real estate company, gas station, vacant building and plumbing supply company, none of which are minority-owned.
Construction: Highway Cover	\$500	Construct the project's central reconnecting feature—the highway cover that will support new community space and future development. This cost also includes the required fire, life and safety elements of the highway cover structure.
Construction: Multimodal Local Street Improvements	\$100	Construct the multimodal local street connections across the highway cover, including a new local street connecting the east and west sides of I-5.
Construction: Bicycle and Pedestrian Bridge	\$120	Construct the separated bicycle and pedestrian bridge to the south of the highway cover for an additional multimodal connection across I-5. The bicycle and pedestrian bridge would also connect directly to the southern edge of the highway cover and adjacent Moda Center (multi-purpose arena and home to NBA's Portland Trailblazers).
Total Grant Funding Request	\$850	
<b>Additional Project Cost</b> (Beyond the Scope of this Grant Request)		
Remaining Construction: Three Early Work Packages and Main Construction Package I-5 Mainline Improvements	\$692	Construct the three early work packages (which include I-5 safety and operational improvements at I-405 and I-84 interchanges) and the remainder of main construction package elements (which include the I-5 safety and operational improvements through the central project area under the highway cover and relocation of the I-5 southbound off-ramp to an intersection south and outside of the highway cover area).
<b>Total Project Cost</b>		
<b>Total</b>	<b>\$1,700</b>	This total reflects the midpoint of the \$1,500 million to \$1,900 million project cost range.

\* Costs do not include inflation.

Note: Costs are based on preliminary design at levels noted in the table.