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CAP Report  
Appendix N //

Glossary

Task 2.5

ODOT EA:  
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ODOT // I-5 Rose Quarter Improvement Project

# Appendix N //

## GLOSSARY

July 21, 2021  
CAP Report Glossary

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# Independent Cover Assessment Glossary

The following is a glossary of terms used in the Independent Cover Assessment CAP report. To coordinate terminology, the following is a list of acronyms, words, phrases and their definitions as used throughout the document.

## Acronyms and Abbreviations

API: Area of Potential Impact

AVT: Albina Vision Trust

CAP Report: Highway Cover Evaluation and Design Scenario Alternative Report

COAC: Community Oversight Advisory Committee

EA: Environmental Assessment

EIS: Environmental Impact Statement

ESC: Executive Steering Committee (role see below)

FHWA: Federal Highway Administration

FONSI: Finding of No Significant Impact (definition see below)

HAAB: Historic Albina Advisory Board (role see below)

HCCC or HC3: Highway Cover Coordinating Committee (role see below)

ICA: Independent Cover Assessment (role see below)

NEPA: National Environmental Policy Act

ODOT: Oregon Department of Transportation

OTC: Oregon Transportation Commission (role see below)

RQIP: Rose Quarter Improvement Project (role see below)

## ICA Scope Definitions

When the contract was developed for the Independent Highway Cover Assessment, the expectation was that the independent consultant team would be focused on the highway covers and potential highway cover development scenarios for the ESC's recommendation to the OTC. The intent is that this focus remains on the surface elements of the project: the highway cover(s), the local streets that are carried on them, the covers' connections to the existing street network and community, new connection options over I-5, etc. The ICA is not focused on evaluating the I-5 mainline improvements, and the RQIP's auxiliary lanes and shoulders on I-5 should be considered as a baseline project condition that would apply to any of the proposed highway cover development scenarios.

# NEPA EA Footprint

NEPA EA footprint has two components:

1. Geographically, the Area of Potential Impact (API) marks the physical extent of the project during construction and includes physical improvements impacting takings, grading, and circulation transitions.
2. The NEPA EA records the criteria that measure impacts that are due to the configuration of the project that may lie inside and outside the API boundary area within predetermined elements of study as determined to be within the EA, and supports FHWA's Finding of No Significant Impact (FONSI).

**Technical Feasibility:** When an aspect of the design falls reasonably within local and national standards of engineering practice.

**Fatal flaw:** When an aspect of the design is infeasible or unworkable from an engineering perspective, and therefore should not be further studied.

**Political Feasibility:** When a the design concept receives broad community and cross-agency stakeholder support, thereby enabling political officials' approval for funding and permits.

## Design

### Rose Quarter Improvement Project Design Milestones

1. **Environmental Assessment (EA) Base Case Design:** The EA base case cover design includes park and planted areas on two highway covers. Street modifications include removing the N Flint Avenue overcrossing south of N Tillamook Street and replacing it with new pedestrian and bike paths and adding the Hancock-Dixon overcrossing connection. The Clackamas Overcrossing is included to accommodate the future Green Loop.

The EA is provided for comparison as the baseline in evaluating the ICA team's design scenarios. This includes street configurations, multimodal circulation, environmental impacts, property impacts, historic resources, and additional design changes within the National Environmental Policy Act (NEPA) Environmental Assessment (EA) Area of Potential Impact (API).

- **RQIP 15% Design:** It is consistent with the EA base case design.

The baseline for assumptions on formulating costs for the project in the Cost to Complete Report.

- **RQIP 20% Design:** Consistent with the EA design except it modifies the two covers into a single continuous cover, and the intersection design at Vancouver and Broadway has been refined.

ODOT's baseline for conformance with the EA's Finding of No Significant Impact (FONSI).

2. **RQIP amended 20% Design (March 2021):** The RQIP amended 20% design makes two modifications to the EA: it modifies the two covers into a single continuous cover and updates the Hancock Street connection to replace the original Hancock to Dixon connection. Flint is also reestablished from N Hancock to Broadway only.

- This design deviates from the EA and will require reevaluation. ODOT assumes this change will not necessitate an extensive review through the Federal Highway Administration (FHWA).

## Independent Cover Assessment Design Terms

**Scenario:** A design for the highway covers and surrounding area studied by the ICA team.

**Design Element:** A unique element to a design that can be added or removed to create a hybrid of scenarios.

**Hybrid:** A design for the highway covers that rearranges distinct elements from a scenario to demonstrate how this may be done to achieve community goals. Hybrids were not studied in detail by the ICA team.

**Historic Albina Community Workshop Attendees:** The Historic Albina community area of Portland is between the Willamette and Columbia Rivers from roughly N Denver to NE 15<sup>th</sup> Avenues. Black Historic Albina Community members who were directly impacted by the original I-5 construction, and community members who live in this area were engaged in the ICA outreach effort based on ESC direction. The ICA team selected community participants from the Historic Albina community area, which included Black Historic Albina community members, BIPOC community members, and other local community members, to attend workshops hosted by the ICA. The criteria for selection was based on the restorative justice outcomes included in the ESC's Values Statement. Through the feedback provided by the 53 community workshop attendees, the ESC received representative input of the broader community's restorative justice goals for the highway cover.

### **Surface Street Network and Circulation**

**Transit Delay:** increases in transit vehicle travel time through the study area as a result of changes to the street network, out-of-directional travel, and increased wait time at signals or from interactions with other traffic.

### **Environmental Pathway**

**Finding of No Significant Impacts -** is a document that substantiates the decision as to why the agency has concluded there is no significant environmental impacts projected to occur upon implementation of a project.

**Reevaluation –** process of examining proposed changes to a project once it has been approved and a decision document has been made public. This is standard procedure under the NEPA 23 CFR 771.130 to assure the lead agency and project proponent that no adverse or significant impacts may occur as a result of the change and to amend any mitigation or construction agreements to maintain the NEPA decision,

**Purpose and Need –** in NEPA is the most important section of the environmental document, it establishes the reason the agency is proposing the project and aims to justify the expected outcome of public expenditure and it allows decisions to be defensible.

**Restorative Justice –**as defined in the initial ESC meeting engaging the community harmed by past injustices to identify how to repair the harm , enable healing and create a path forward.

## **Governance**

**Governance Structure:** The organizational, legal, and financial framework for decision-making and accountability, including defining a governing entity, its roles and responsibilities and required capacities, its legal organization, its ability to accept and spend funds, mechanisms for accountability (such as Board composition, reporting requirements, etc.), and flexibility required to adapt over time as the project evolves.

**Governing Entity:** The generic term for an organization that would oversee a plan for the future development and use of the highway cover and remnant lands (defined below). The roles and responsibilities, and potential structures for this entity are described further in Appendix K: Finance and Governance Task 2.4.

### **Land and Development Areas**

**Land studied in the EA:** Land included in the Environmental Assessment for potential acquisition for use in the Rose Quarter Improvement Project.

**Remnant Lands:** Land acquired by ODOT during RQIP planning, development, and construction but no longer used by ODOT upon project completion and thus, land that could potentially be used for another purpose.

# Record Review Definitions

**Anti-Displacement:** intentional measures to afford people the ability to stay in place, maintain social networks and community culture as new development occurs.

**Anti-Racism:** the policy or practice of actively opposing racism and promoting racial equity.

**Climate action:** steps taken or policies adopted to slow or prevent further significant and long-lasting change in climate and weather patterns.

**Community:** defined broadly as the people who have a connection to the Albina neighborhood. While this definition does not have a limit, its focus is on the Historic Albina community, particularly those who have suffered past harm and/or been displaced. Elevating those voices is a key part of the process for the Independent Cover Assessment.

**Community Cohesion:** the set of characteristics that keeps a group able to function as a unit, i.e.: the bonds or “glue” that maintains stability in society. (Should use the specific definition that Taha provided which is in the OOH1 content).

**Community Vision:** this ICA seeks to integrate the design of the highway cover(s) into a larger community vision derived from the Values and Outcomes identified by the ESC, the Albina Vision Trust, the City of Portland’s work, interviews from the Black community, and refined within ICA work sessions with members of the community, HAAB and the ESC.

**Cover:** a structure that is built above a section of freeway; also referred to as lid or cap within engineering or design plans and drawings.

**Cumulative impacts:** exposures and public health or environmental effects from all sources of pollution in a geographic area (Portland Climate Action Plan).

**Cumulative Effects Analysis:** evaluates past, present or reasonably foreseeable future events surrounding a project area given a defined timeframe and space.

**Diaspora:** for the purposes of this assessment, the African American population was dispersed from the center of the Historic Albina District to areas further north and northeast in the city. (don’t think we need this term. I took it out of all of the FNA report and materials.)

**Disinvestment:** for the purposes of this assessment, we use the definition of “disinvestment” provided by Karen J. Gibson’s journal article “Bleeding Albina: A History of Disinvestment, 1940 - 2000” (Gibson, 2008). Gibson describes disinvestment as “the sustained and systemic withdrawal of capital investment from the built environment” and “the neglect of public services such as schools; building, street, and park maintenance; garbage collection; and transportation.” This withdrawal of capital investment resulted in a loss of generational wealth creation opportunities for the residents and business owners that once thrived in the Albina neighborhood.

**Environmental Justice:** the fair treatment of people of all races, cultures, and incomes with respect to the development, adoption, implementation, and enforcement of environmental laws, regulations, and policies (Environmental Protection Agency, 2020).

**Erasure:** the removal of the physical environment that supports a community as well as the resulting loss and trauma. Erasure can lead one to question, “Who am I?” and “Where do I belong?”

**Gentrification:** for the purposes of this assessment, we have chosen to use the definition of “gentrification” presented by Lisa Bates of Portland State University in her Gentrification and Displacement study for the City of Portland (Bates, 2013). Bates offers an operational definition with measurable characteristics in three areas at the neighborhood scale: housing market changes, economic status changes and demographic changes:

“Gentrification [is the process that] occurs when a neighborhood has attractive qualities—for example, location or historic architecture—but remains relatively low value. The disconnect between potential value and current value (called “the rent gap”) may occur due to historic disinvestment by public and private sectors. When the area becomes desirable

to higher-income households and/or investors, there are changes in the housing market. As demand rises for the neighborhood, higher-income households are able to outbid low-income residents for housing, and new development and economic activity begins to cater to higher-income tastes. Lower-income households and/or households of color migrate out of the neighborhood and new in-migrants change the demographics of the neighborhood.”

For our assessment, we focus as well on the way in which this shift in demographics can replace the history and culture of the lower-income community with one that assumes a blank slate for the higher-income community.

**Historic Albina Community:** has intergenerational roots in the neighborhoods of Eliot, Irvington, Boise, King, Humboldt, Overlook, Arbor Lodge, Kenton, Piedmont, and East Columbia in the north and inner northeast parts of the city and who may or may not currently reside in this area of the city.

**Involuntary Displacement:** displacement by disaster, environmental degradation, erasure or unaffordability that is out of the control of the person or persons who have been displaced. For the purposes of this assessment we focus mainly on the erasure of a physical environment (see: Erasure), environmental degradation (see: Environmental Justice) and lack of affordability (see: Gentrification).

**Restorative Justice:** engaging the community harmed by past injustices to identify how to repair the harm, enable healing, and create a path forward (as stated during the first ESC meeting).

**Safe Spaces:** If we picture a safe space as defined by four walls, they are Civility, Open Mindedness, Authenticity and Constructive Engagement. There is no ceiling, it is open. Within this space, anyone can relax and be fully self-expressed, without fear of being made to feel uncomfortable, unwelcome, or physically unsafe on account of race, ethnicity, biological gender, sexual orientation, gender identity or expression, cultural background, age, or physical or mental ability. This definition is adapted from the toolkit, “Creating Safe Spaces for LGBTQ Youth” (Girl's Best Friend Foundation and Advocates for Youth, 2005).